

CHAPTER 1 PROJECT DESCRIPTION, LOCATION, AND ENVIRONMENTAL SETTING

1.1 Introduction

The County's approach to the regulation of cannabis uses has been evolving since initial actions in 2010 that established licensing and operational requirements for medical cannabis facilities in the San Diego County Code of Regulatory Ordinances (Regulatory Code) and the San Diego County Zoning Ordinance (Zoning Ordinance). There are currently 5 existing cannabis facilities that are authorized to operate in the unincorporated area of the county. These facilities were in operation prior to the County's 2017 ban on new medical facilities and operate in a nonconforming status in accordance with the Zoning Ordinance. No new cannabis facilities or other cannabis operations are permitted under the existing ordinances.

On January 27, 2021, the San Diego County Board of Supervisors (Board) directed County staff to develop the Socially Equitable Cannabis Program (Cannabis Program), including Zoning Ordinances that will allow for a suite of medicinal and adult-use commercial cannabis uses, including retail, cultivation, manufacturing, distribution, testing, and microbusinesses. Staff were also directed to develop amendments to the Regulatory Code and develop a new cannabis permitting system that will allow existing and new medicinal and/or adult-use cannabis facilities to obtain a County operating permit. The permitting system was directed to contain a Social Equity Program that provides individuals with past cannabis arrests and/or convictions, and those who were low income and lived in high arrest communities or "disproportionately impacted areas" with greater opportunities to secure a County operating permit. Furthermore, the Cannabis Program was directed to allow for the sale of ingestible cannabis products, including edible and drinkable products, and allow for on-site consumption of cannabis products at specific cannabis facilities and at permitted events.

On June 9, 2021, the Board received information related to options for CEQA compliance and directed staff to proceed with the preparation of a program environmental impact report (PEIR). This Draft PEIR evaluates the environmental impacts associated with the implementation of the proposed Cannabis Program, specifically the Regulatory Code and Zoning Ordinance amendments that would allow for adult-use commercial cannabis uses within the unincorporated county. Adoption of the proposed Cannabis Program will require amendments to the Regulatory Code and Zoning Ordinance to establish licensing and operational regulations for a range of cannabis cultivation and noncultivation uses authorized under state law. The amendments to the Zoning Ordinance that are needed to implement Board direction are considered a "project" under CEQA and must comply with CEQA regulations. The County is considering 5 alternative variations of the Cannabis Program, all of which rely on the varied regulatory requirements that would address cannabis activities through land use, zoning, development standards, and licensing. The alternatives vary based on allowed cannabis license types, allowed locations based on zoning, controls on locations, and required buffers from identified sensitive uses. These alternatives are summarized in Section 1.6.

1.2 Project Objectives

The overall purpose of the Cannabis Program is to acknowledge the will of the voters in passing Proposition 64, Marijuana Legalization in 2016, and allow for medicinal and commercial adult-use cannabis operations in unincorporated San Diego County including retail, cultivation, manufacturing, distribution, testing, consumption lounges, temporary events, and microbusinesses. The primary objectives of the Cannabis Program are to:

- develop a regulated and legal cannabis industry that allows for greater economic opportunity and safe access to cannabis;
- provide consistency with state law and County regulations associated with commercial cannabis operations;
- prioritize social equity, economic access, and business opportunities for those who have been impacted by cannabis-related criminalization and the War on Drugs;
- develop an efficient and user-friendly cannabis licensing and permitting system;
- develop a regulatory program that will assist in protecting public health, safety, and welfare;
- minimize the effects of commercial cannabis activities on sensitive populations and land uses;
- minimize the potential adverse effects of cannabis activities on the environment, natural resources, and wildlife, including wetlands and sensitive habitats, narrow endemic species, and vernal pools, as well as effects on water supply, water quality, and instream flows; and
- develop and implement a program designed to support and encourage farming in San Diego County, preserve agricultural land, and create new opportunities for farmers.

1.3 Regional Location and Characteristics

The County of San Diego is in the southwestern corner of California, as shown in Figure 1.1, presented at the end of this chapter. The County is bordered by the Pacific Ocean to the west, Orange County at the northwest corner, Riverside County to the north, Imperial County to the east, and the Republic of Mexico to the south.

The unincorporated area of the county is characterized by its vast size, rural nature and dispersed development patterns, and diverse natural habitats. San Diego County is recognized as one of the most biologically diverse counties in the United States due to the wide variety of vegetation, animals, and habitats found across the region's microclimates, topography, soils, and other natural features. In the unincorporated area, inland valleys and hills blanketed with chaparral and oak woodlands give way to mountains that rise more than 5,000 feet above sea level before dropping into the desert.

The unincorporated county is home to 28 distinct communities that vary in land use and density. In general, these communities include a core of local-serving commercial uses, services, schools, and public facilities surrounded by residential neighborhoods. They range from semi-suburban residential neighborhoods that transition in scale and density from adjoining incorporated cities to low-density rural communities surrounded by hillsides, deserts, and agricultural lands.

In total, the unincorporated area encompasses approximately 2.3 million acres. Much of the unincorporated county, in excess of 90 percent, is open space or undeveloped and contains several large federal, state, and regional parklands in the eastern portions of the county. Only 35 percent, or about 772,239 acres, of the unincorporated county is within County land use jurisdiction.

Incorporated cities and federal, state, and tribally owned lands (including Marine Corps Base Camp Pendleton) are outside the County's jurisdiction. The remaining approximately 772,239

acres of land are within the County's jurisdiction and comprise the planning area for the Cannabis Program.

1.3.1 Technical, Economic, and Environmental Characteristics

The Cannabis Program establishes a licensing and permitting system for new commercial cannabis activities, including retail, cultivation, manufacturing, distribution, testing, microbusinesses, temporary events, and consumption lounges. Therefore, many technical aspects were considered in developing the proposed Cannabis Program, including existing land use patterns, potential hazards and safety risks, natural resources and visual features, and potential noise sources.

Economic considerations for the proposed Cannabis Program include developing a regulated and efficient cannabis licensing and permitting system for the County that is designed to be user-friendly and allow for greater economic opportunity. As described in Section 1.2, "Project Objectives," one of the project objectives of the Cannabis Program is to develop a regulated and legal cannabis industry that allows for economic opportunity and safe access to cannabis.

1.4 Environmental Setting

According to Section 15125 of the State CEQA Guidelines, an EIR must include a description of the existing physical environmental conditions in the vicinity of the proposed project to provide the "baseline condition" against which project-related impacts are compared. Normally, the baseline condition is the physical condition that exists when the notice of preparation (NOP) is published. The NOP for the Cannabis Program PEIR was published on September 15, 2023. However, the State CEQA Guidelines and applicable case law recognize that the date for establishing an environmental baseline cannot be rigid. Physical environmental conditions vary over a range of time periods; thus, the use of environmental baselines that differ from the date of the NOP is reasonable and appropriate when conducting the environmental analysis. The environmental topic sections rely on a variety of data to establish an applicable baseline. In sections such as agricultural resources, biological resources, water resources, and population and housing, available data was months and sometimes several years old, and therefore, assumptions in how those conditions might have changed since the data was prepared are also discussed. The environmental setting for each environmental issue is described in detail at the beginning of each section of Chapter 2.

1.5 Cannabis Overview

1.5.1 Summary of Cannabis Cultivation and Commerce Processes

Cannabis cultivation requires the same basic conditions of most plants: a growth medium, light, water, and nutrients. This section describes the general requirements and activities associated with cannabis cultivation, including stages of growth, indoor and outdoor growth requirements, harvesting activities, and preparation of cannabis products for sale. It also describes the commerce process for cannabis, which includes testing, manufacturing, distribution, and retail activities. This discussion begins with nursery operations and continues through the commerce process.

1.5.1.1 Cultivation Operations

The use of cannabis was initially regulated under federal law in 1937, when Congress passed the Marijuana Tax Act. The Marijuana Tax Act was repealed through passage of the Controlled Substances Act in 1970, which scheduled or categorized therapeutic goods. Through the Controlled Substances Act, cannabis was deemed to be a Schedule 1 substance, meaning that it is categorized by the federal government as having no valid medical uses and a high potential for abuse. Since that time, efforts to decriminalize, legalize, and otherwise reschedule marijuana have occurred at the federal and state levels.

The State of California regulates the cultivation, manufacture, and use of cannabis through a variety of legislative and regulatory processes. Local jurisdictions are allowed to enact more stringent regulations or to ban commercial cannabis activities.

Nursery Operations

To maintain specific varieties of cannabis at cultivation sites, the practice of cloning is often employed. Female plants, or “mother plants,” maintained in a vegetative nonflowering stage using artificial light for approximately 18 hours per day are used as a source of the cuttings, or “clones.” Cuttings (i.e., targeted trimmings of a plant) are taken and dipped into a medium to stimulate root growth. After roots develop, the clones are placed into small pots to grow to a size sufficient for transplanting to larger pots in which they grow to maturity. The clones must all be female plants with the same genetic composition as the “mother” plant.

Germination, the process during which seeds sprout, typically occurs in a nursery in an enclosed greenhouse building. Generally, germination is initiated by soaking seeds between wet paper towels, soaking them in a cup of water at room temperature, planting them in wet peat pellets, or planting them directly in potting soil. Warmth, darkness, and moisture initiate metabolic processes, such as the activation of hormones that trigger the expansion of the embryo in the seed. After germination is complete, seedlings are prepared for indoor, outdoor, or mixed-light cultivation.

Nurseries can be located on the cultivation sites as an ancillary component of cultivation operations when used to support on-site needs without separate state licensing. Nurseries can also be operated as a stand-alone retail or wholesale operation that can provide a source of seed or immature clone plants that can be purchased for personal use or as part of a commercial cultivation operation. These types of nurseries are licensed separately from cultivation under the state’s licensing process. There are no existing licensed nurseries in the unincorporated area of the county.

Outdoor Cultivation

Cannabis can be grown outdoors, either in natural soil or in pots of premade or commercial soil with no artificial light, and cultivation can involve light deprivation of cannabis plants during the growing period. Some strains perform better than others in outdoor settings, depending on conditions. To generate optimum quantities of cannabinoids, the active chemical compounds in cannabis, the plant needs fertile soil and long hours of daylight. For outdoor cultivation, growers generally select areas that receive 12 hours or more of sunlight per day. Depending on the varietal, each plant can reach as much as 12 or more feet in height with a radius of 6 feet or more.

As identified in Table 1.2, presented at the end of this chapter, there are several state cannabis license types available for outdoor cultivation based on the number of cannabis plants or cannabis canopy area (canopy is the area where mature [flowering] plants are grown). The smallest outdoor cannabis cultivation state license type is “specialty cottage outdoor” (up to 25 mature cannabis plants), while the largest state license type is “large outdoor” (more than 1 acre of total cannabis canopy area).

There are no existing licensed outdoor cultivation sites in the unincorporated area of the county.

Mixed-Light Cultivation

Mixed-light cultivation uses a combination of natural or supplemental artificial lighting and light deprivation to increase the number of harvests in a year. Mixed-light cultivation operations allow for manipulation of light and dark cycles using artificial lighting or deprivation of light. Light manipulation is used to increase or decrease the vegetative and flowering phases by mimicking seasonal daylight variation. In the northern hemisphere, daylight exceeds 12 hours per day beginning with the vernal equinox (March 21) and is less than 12 hours per day after the autumnal equinox (September 21). Longer light exposure, which in nature peaks at the summer solstice (June 21), is associated with the vegetative stage; the flowering stage is prompted when the number of daylight hours approaches 12 hours per day or less.

Light manipulation techniques can increase the number of harvests per year. Artificial light is used to “extend” daylight hours or to disrupt periods of darkness (typically for approximately 2 hours in the middle of the night) to foster vegetative development. This is achieved in mixed-light operations by covering greenhouses (or similar structures) with light-blocking tarps or blinds, which are used to promote flowering. In addition, artificial light may be used to supplement sunlight during periods of low light. Light systems that are not connected to the electrical grid use generators or solar-powered systems.

As identified in Table 1.2, there are several state cannabis license types available for mixed-light cultivation based on the number of cannabis plants or cannabis canopy area. The smallest mixed-light cannabis cultivation license type is “specialty cottage mixed-light” (up to 2,500 square feet of total cannabis canopy area), and the largest license type is “large mixed-light” (more than 22,000 square feet of total cannabis canopy area). Mixed-light licenses also have 2 tiers based on the amount of artificial light used:

- Tier 1: Up to 6 watts per square foot of artificial light.
- Tier 2: 6 to 25 watts per square foot of artificial light.

There are no existing licensed mixed-light cultivation sites in the unincorporated area of the county.

Indoor Cultivation

Indoor cultivation makes exclusive use of artificial light during the vegetative and flowering phases. Generally, cultivating cannabis indoors rather than outdoors is more complicated and expensive, but it allows the cultivator complete control over the growing environment and provides regular harvests irrelevant of seasons. Plants of any type can be grown faster indoors than outdoors because light, carbon dioxide concentrations, and humidity can be controlled.

Plants can also be grown indoors through the use of hydroponics, which uses a mineral nutrient solution in water or other similar method rather than soil.

As identified in Table 1.2, there are several state cannabis license types available for indoor cultivation based on the number of cannabis plants or cannabis canopy area. The smallest outdoor cannabis cultivation license type is “specialty cottage indoor” (up to 500 square feet of total cannabis canopy), and the largest license type is “large indoor” (more than 22,000 square feet of total cannabis canopy area).

One of the existing 5 cannabis facilities, located within the unincorporated area of El Cajon, is currently a licensed microbusiness that includes indoor cultivation.

1.5.1.2 Processing Activities

Processing involves drying, curing, grading, trimming, and packing. These steps may be performed within the parcel where the cannabis was grown or at separate licensed facilities that accept product from multiple cultivation sites. Plants are trimmed of their leaves to reveal buds, which typically are hang-dried or placed on drying racks in a warehouse, barn, or other enclosed building. Trimming may be done by hand or using mechanized trimming. Cultivation sites may accommodate harvest staff on-site, or staff may commute daily. Harvested and trimmed cannabis typically is vacuum sealed in plastic bags. The state allows cultivators to have their own processing license.

Two of the existing 5 cannabis facilities, located within the unincorporated areas of El Cajon and Ramona, are currently licensed microbusinesses that include processing activities.

1.5.1.3 Testing Activities

Upon taking physical possession of a cannabis goods batch, cannabis distributors are required under California Code of Regulations (CCR) Title 4, Division 19, Section 15304 to have the cannabis tested by a licensed testing laboratory. Testing facilities must be an accredited laboratory that performs tests consistent with the requirements of CCR Section 15714. Cannabis must be sampled for the following constituents:

- cannabinoids;
- foreign material;
- heavy metals;
- microbial impurities;
- mycotoxins;
- moisture content and water activity;
- residual pesticides;
- residual solvents and processing chemicals; and
- terpenoids, if applicable.

There are no licensed testing laboratory facilities in the unincorporated area of the county.

1.5.1.4 Manufacturing Activities

Manufacturing is the process by which the raw cannabis product is transformed into a concentrate, edible products, or a topical product. The production, preparation, propagation, or compounding of cannabis or cannabis product is accomplished through extraction methods or chemical synthesis. Extraction usually involves the use of a closed-loop system using carbon dioxide or volatiles (e.g., butane) to remove the key constituents from the cannabis. Various types of licenses can be obtained through the state for different types of manufacturing activities, which can include packaging or repackaging medical cannabis products or labeling or relabeling the cannabis product container.

There are several state cannabis license types available for a variety of manufacturing uses that include the following:

- Type 6: Non-Volatile Solvent Manufacturing or Mechanical Extraction. Mechanical extraction uses pressure, heat or cold to extract cannabinoids instead of using chemicals.
- Type 7: Volatile Solvent Manufacturing. Volatile solvents are chemicals that produce a flammable gas or vapor)
- Type N: Infusion of Products. Infusion mixes cannabis extract or plant material with other ingredients to make a cannabis product.
- Type P: Packaging and Labeling. Manufacturers can only package and label cannabis products
- Type S: Manufacturers Who Work in a Share-Use Facility. Shared-use facilities are places where multiple Type S manufacturers rotate on a schedule and share space and equipment. A Type 6, 7, or N license can register all or part of their manufacturing premises as a shared-use facility.

Two of the existing 5 cannabis facilities, located within the unincorporated areas of El Cajon and Ramona, are currently licensed microbusinesses that include manufacturing activities.

1.5.1.5 Distribution Activities

Under current state law, manufactured cannabis products must pass through a licensed distributor before they can be offered for retail sale to patients with physician recommendations for medical cannabis use or to adults for recreational use. The distribution phase includes an important quality control step whereby the product is held by independent licensed testing laboratories for testing for cannabis constituent content, strength, and contaminants.

The following are the state license types available for distribution uses:

- Type 11: Distributor. This license allows for the movement of cannabis and cannabis products between cultivation, manufacturing, and distribution uses. The license provides for storage of cannabis for other license cannabis uses, as well as the arrangement for testing of cannabis. It also allows of the movement of finished cannabis goods to retail premises.
- Type 13: Transport-Only Distributor. This license allows for the movement cannabis and cannabis products between cultivation, manufacturing, or distribution premises.

Two of the existing 5 cannabis facilities, located within the unincorporated areas of El Cajon and Ramona, are currently licensed microbusinesses that include distribution activities.

1.5.1.6 Retail Activities

Retail facilities are required under the state licensing process to maintain and implement operating procedures for the safe transportation of cannabis, inventory procedures, quality control process for cannabis goods, security and surveillance systems, and waste management procedures. Retail sale of cannabis products is required by state law to be conducted exclusively through licensed dispensaries to qualified patients holding physician recommendations for cannabis use, which may include people under 21 years of age, or through separate licensed retail outlets for adults 21 years of age and older for recreational use. The retail outlets may not offer alcohol or tobacco products for sale. However, state licenses do not require separate licensed retail outlets for medical cannabis and adult cannabis uses.

The following discussion describes state-licensed retail uses for cannabis and cannabis products:

- Type 9: Non-Storefront Retail. State-licensed non-storefront retail use consists of the selling of cannabis or cannabis products to consumers from licensed premises that are not open to the public and from a retailer that conducts sales exclusively for delivery.
- Type 10: Storefront Retail. State-licensed storefront retail uses include on-site sales and delivery of cannabis or cannabis products to consumers.

There are currently 5 licensed storefront retail facilities in the in the unincorporated areas of El Cajon, Escondido, and Ramona.

Cannabis Consumption Lounges

Pursuant to Business and Professions Code Section 26200(g), a local jurisdiction may allow for the smoking, vaporizing, and ingesting of cannabis or cannabis products on the premises of a retailer or microbusiness licensed under this division if all of the following are met:

- (1) Access to the area where cannabis consumption is allowed is restricted to persons 21 years of age or older.
- (2) Cannabis consumption is not visible from any public place or nonage-restricted area.
- (3) Sale or consumption of alcohol or tobacco is not allowed on the premises.

1.5.1.7 Microbusiness

Licensed microbusinesses may combine cultivation operations, manufacturing, distribution, and retail uses. This type of operation would be similar to a winery with an associated small vineyard and a retail outlet.

There are currently 2 licensed microbusinesses in the unincorporated areas of El Cajon and Ramona that are conducting cultivation, retail, distribution, processing, and manufacturing.

1.5.1.8 Cannabis Events

Temporary cannabis events are multiday events where people can sell and consume cannabis. These events last from 1 to 4 days at a location approved by the local jurisdiction (city or county). Cannabis event organizers host temporary cannabis events. Under current state law, to host a cannabis event you must have 2 licenses:

- Event Organizer: License required for the person hosting the cannabis event.
- Temporary Cannabis Event: License required for the cannabis event itself.

Cannabis events can only be held by a person with an event organizer license. The cannabis event license authorizes a licensed cannabis event organizer to hold a temporary cannabis event where the on-site sale and consumption of cannabis goods is authorized at the location indicated on the license during the dates indicated on the license. The licensed cannabis events are required to hire or contract for security personnel to provide security services. Security personnel are required to be present on the licensed premises at all times that cannabis goods are available for sale and cannabis goods consumption is allowed on the licensed premises. State licensing includes additional requirements for the security of cannabis productions from unlawful use.

1.5.2 Existing State and County Cannabis Regulations

Cannabis is currently regulated as a Schedule 1 drug under the federal Controlled Substances Act. In California, the passage of Proposition 215 in 1996 legalized medical marijuana, and the passage of Proposition 64 in 2016 decriminalized recreational marijuana for adults over 21 years of age. Both medical and recreational marijuana remain illegal under federal law. The following is an overview of state and County of San Diego cannabis regulations.

1.5.2.1 Evolution of State Cannabis Regulations

Compassionate Use Act (1996) and the Medical Marijuana Program Act (2003)

The Compassionate Use Act of 1996, which allowed for the medical use of cannabis in California under state law, was passed through voter approval of Proposition 215. It allowed patients with a valid doctor's recommendation and the patients' designated primary caregivers to possess and cultivate cannabis for personal medical use without facing criminal charges from the state. The Compassionate Use Act changed California's penal code by decriminalizing the cultivation and possession of medical marijuana by a patient or the patient's primary caregiver for the patient's personal use and by creating a limited defense to the crimes of possessing or cultivating marijuana.

The passage of Senate Bill (SB) 420 (Statutes of 2003) enacted the Medical Marijuana Program Act, which clarified the scope and application of the Compassionate Use Act and established the California medical marijuana program. Specifically, this act established a voluntary program for the issuance of identification cards to qualified patients and established procedures under which a qualified patient with an identification card may use marijuana for medical purposes to protect patients and their caregivers from arrest.

Medical Cannabis Regulation and Safety Act (2015)

Originally referred to as the Medical Marijuana Regulation and Safety Act but renamed through subsequent amendments, the Medical Cannabis Regulation and Safety Act (MCRSA) was established through a series of 3 separate bills that were enacted together in September 2015 (Assembly Bill [AB] 266, AB 243, and SB 643; former Business and Professions Code Section 19300 et seq.). MCRSA established California's first framework for the licensing, regulation, and enforcement of commercial medicinal cannabis cultivation, manufacture, retail sale, transport, distribution, delivery, and testing. Under MCRSA, all licenses were required to be approved by the applicable local jurisdiction.

AB 266 established a new Bureau of Medical Cannabis Regulation (later renamed the California Bureau of Cannabis Control) under the California Department of Consumer Affairs. SB 643 and AB 243 further identified 2 other licensing authorities: the California Department of Food and Agriculture, which was responsible for regulating commercial cannabis cultivation, and the California Department of Public Health, which was responsible for developing standards for the commercial manufacture, testing, and production and labeling of cannabis edibles.

Adult Use of Marijuana Act (2016) and Medicinal and Adult-Use Cannabis Regulation and Safety Act (2017)

On November 8, 2016, California voters approved Proposition 64, the California Marijuana Legalization Initiative, also known as the Adult Use of Marijuana Act (AUMA). Proposition 64 legalized the nonmedicinal adult use of cannabis; established California's framework for the licensing, regulation, and enforcement of commercial nonmedicinal cannabis activity; and set a date of January 1, 2018, for the licensing authorities to begin issuing commercial cannabis licenses.

In June 2017, the California State Legislature passed a budget trailer bill, Senate Bill 94, that integrated MCRSA with AUMA and created the Medicinal and Adult-Use Cannabis Regulation and Safety Act (MAUCRSA). (Business and Professions Code Section 26000 et seq.). Under MAUCRSA, a single regulatory system was designed to govern the cannabis industry (both medicinal and adult-use) in California. Under MAUCRSA, 3 licensing authorities were established: the Bureau of Cannabis Control was charged with the licensing, regulation, and enforcement of commercial cannabis distribution, retail, microbusinesses, testing laboratories, and temporary cannabis events; the Department of Food and Agriculture's CalCannabis Cultivation Licensing Division was responsible for the licensing, regulation, and enforcement of commercial cannabis cultivation; and the Department of Public Health's Manufactured Cannabis Safety Branch was responsible for the licensing, regulation, and enforcement of commercial cannabis manufacturing. MAUCRSA also authorized the state licensing authority to issue temporary licenses until January 1, 2019, if specified conditions were met. On January 1, 2018, the licensing authorities began issuing the first temporary licenses for medicinal and adult-use cannabis activities.

On July 12, 2021, the governor signed California AB 141 (Chapter 70, statutes of 2021), which consolidated the 3 former cannabis licensing authorities—the Department of Consumer Affairs' Bureau of Cannabis Control, the Department of Food and Agriculture's CalCannabis Cultivation Licensing Division, and the Department of Public Health's Manufactured Cannabis Safety Branch—into a single California Department of Cannabis Control (DCC) within the Business, Consumer Services, and Housing Agency. The DCC inherited all the powers, duties, purposes, functions, responsibility, and jurisdiction of the 3 separate licensing entities formerly

authorized by MAUCRSA. The DCC now serves as the single regulatory and enforcement entity for all licensed commercial cannabis businesses in California.

DCC regulates all commercial cannabis license holders in California, including cultivators, retailers, manufacturers, distributors, testing laboratories, microbusinesses, and temporary cannabis events.

1.5.2.2 *Current State Permitting of Commercial Cannabis Operations*

Permitting of commercial cannabis operations (medical and adult use) is regulated by DCC under CCR Title 4, Division 19. A summary of state cannabis operation license types is provided in Table 1.2.

1.5.2.3 *Current County Cannabis Regulations*

Currently, the County restricts cannabis operations to the 5 existing commercial cannabis facilities that were lawfully established before April 14, 2017. These existing operations are regulated under the Zoning Ordinance Section 6861 (Nonconforming Cannabis Facilities) and under Title 2, Division 1, Chapter 25 of the Regulatory Code.

Zoning Ordinance Section 6861 (Nonconforming Cannabis Facilities) authorizes the 5 existing cannabis facilities to engage in the following activities: medical cannabis collective, commercial cannabis microbusiness, or commercial cannabis retailer activities. Under the ordinance, the existing facilities are allowed to continue operation, as well as make repairs to existing facilities and improvements to existing structures up to a cumulative total of 10,000 square feet, and construct or convert small structures with an approved building permit(s). Repair, maintenance, alteration, an addition to an existing structure, and construction of a new structure used for cannabis purposes are exempted from B and S Special Area Designators. Nonconforming cannabis facilities may also build more than a cumulative total of 10,000 square feet of new floor area upon approval of a site plan. Section 6976 of the Zoning Ordinance (Prohibition of Cannabis Facilities—Medical or Non-Medical) prohibits the establishment of cannabis facilities that did not exist lawfully before April 14, 2017. As described in Section 1.5.1, “Summary of Cannabis Cultivation and Commerce Processes,” these existing cannabis facilities are located in the unincorporated communities of El Cajon, Escondido, and Ramona.

Regulatory Code Chapter 25 outlines the operational requirements for the 5 existing cannabis facilities, including operating certificate procedures, infrastructure requirements, operating requirements, facility naming limits, and administrative and civil penalties. The San Diego County Planning & Development Services Code Compliance Division is responsible for the administration of the cannabis operating certificates and code enforcement in the unincorporated areas of the county and works with state and local law enforcement entities, counsel, the District Attorney’s Office, and other agencies to address unlicensed cannabis activities.

Cannabis Taxation Program

The Commercial Cannabis Taxation Program establishes the County’s tax policy for commercial cannabis facilities. On November 8, 2022, County Measure A (Cannabis Business Tax) was passed and added Chapter 4 to Title 2, Division 2 of the Regulatory Code. The ordinance was adopted by the Board in April 2023; became effective July 1, 2023; and applies to commercial cannabis facilities in the unincorporated area. Cannabis facilities in the

unincorporated area, currently limited to the existing 5 facilities, are required to pay up to \$7 per square foot for cultivation depending on type (i.e., Indoor Lighting, Mixed Lighting, Outdoor Lighting, Nursery), as well as 2.5 percent of gross receipts for manufacturing, 1 percent of gross receipts for testing, and 2 percent of gross receipts for distribution and retail sales. The San Diego County Treasurer-Tax Collector is responsible for the administration and collection of cannabis tax for establishments located in the unincorporated areas of the county.

1.6 Project Description

On January 27, 2021, the Board directed County staff to develop the Socially Equitable Cannabis Program, which would establish a licensing and permitting system for new commercial cannabis activities, including retail, cultivation, manufacturing, distribution, testing, microbusinesses, temporary events, and consumption lounges. The proposed Cannabis Program consists of 3 main components, discussed further below: (1) Social Equity Program, (2) Cannabis Ordinance amendments, and (3) a cannabis licensing and permitting system. The proposed Cannabis Program would follow the state regulations for buffers from sensitive uses. The County is considering the proposed Cannabis Program and 4 alternatives to the proposed Cannabis Program, which are discussed further in Section 1.6.1.6.

1.6.1 Project Components

1.6.1.1 *Social Equity Program*

The Cannabis Program will contain a Social Equity Program. On January 27, 2021, the Board directed County staff to develop a Social Equity Program that includes numerous elements to prioritize equity, access, and business opportunities to help rectify the disproportionate impact of cannabis criminalization and to implement it prior to the issuance of the first cannabis business license. On March 3, 2021, the Board directed the County's Office of Equity and Racial Justice (OERJ) to lead the efforts to establish the Social Equity Program and coordinate this with the cannabis licensing and permitting system being developed by Planning & Development Services (PDS).

The goal of the Social Equity Program is to ensure that individuals negatively or adversely impacted by cannabis criminalization are provided the opportunity to successfully participate in the regulated cannabis market. The Social Equity Program will help qualified social equity applicants participate in the legal cannabis industry by providing different types of assistance, including, but not limited to, expungement services, business and technical assistance, one-on-one coaching and mentoring, and grant opportunities.

On May 1, 2024, the Board considered and adopted key policy direction of the Social Equity Program:

- Minimum 51 percent social equity cannabis business ownership requirement to maintain social equity status and benefits
- Three-year head start for social equity applicants (cannabis licensing will only be open to social equity applicants for the first 3 years of the program)
- License ceiling of 25 total storefront retail licenses
- Minimum 50 percent of storefront retail licenses reserved for social equity applicants

In addition, the Board adopted a resolution establishing the San Diego County Cannabis Oversight Community Collaborative. This 9-member group, 1 member appointed by each County supervisor and 4 more to apply through application process, will assist on shaping the Social Equity Program and provide an annual report for the Board.

1.6.1.2 Cannabis Ordinance Amendments

PDS is responsible for developing the local regulatory requirements for operating a commercial medicinal or adult-use cannabis business, including retail, cultivation, manufacturing, distribution, microbusinesses, consumption lounges, temporary events, and testing. This includes amendments to the Regulatory Code and Zoning Ordinance. Under these amendments, medicinal and adult-use will be under the same regulations and referred to as "commercial cannabis," with no distinction between medicinal and adult-use (refer to Appendix B for the proposed amendments). Updates to the Regulatory Code and Zoning Ordinance would establish the requirements for operating a commercial cannabis business, and the Zoning Ordinance update would establish the zoning regulations to allow for commercial cannabis facilities.

The Regulatory Code is a set of local laws that guides various functions in the county. The Regulatory Code amendments developed for the Cannabis Program will outline the requirements for running a commercial cannabis business in the unincorporated county, including retail, cultivation, manufacturing, distribution, microbusinesses, consumption lounges, temporary events, and testing. Examples of regulatory ordinances include rules about operating procedures, what kind of security cannabis facilities must have, and information about who can get a license and how the license can be acquired.

The Zoning Ordinance regulates land uses in the unincorporated portions of the county. The Zoning Ordinance ensures that activities happen in places suited for them and protects sensitive locations and individuals. The Zoning Ordinance amendments developed for the Program will designate where cannabis operations can take place and will detail any performance standards required based on the cannabis activity type. Figure 1.2 identify areas that would potentially allow commercial cannabis uses through zoning.

1.6.1.3 Summary of Proposed Amendments to the San Diego County Code of Regulatory Ordinances

The proposed amendments to the Regulatory Code are summarized below. The complete text of the proposed amendments to the Regulatory Code is provided in Appendix B. The amendments would expand the allowable cannabis operations in the county to include:

- cannabis storefront retail, non-storefront retail, and consumption lounges;
- cannabis cultivation;
- cannabis manufacturing;
- cannabis distribution;
- cannabis microbusiness;
- cannabis testing laboratories; and
- temporary cannabis events.

While cannabis retail, cultivation, manufacturing, distribution, microbusinesses, testing laboratories, and special events would not be limited, a maximum of 25 licenses will be issued to storefront retail facilities. This will also limit consumption lounges to 25 facilities because they can be permitted only within a storefront retail facility. Licenses would be effective for a period of 1 year from the date of issuance and then would be subject to renewal. All licenses would be subject to building inspections, permits, and approval, which is typical of other business types in the county, including building permits, Fire Control Authority approvals, code compliance, planning, and County Department of Environmental Health and Quality approvals.

Operation of each cannabis business would be limited to hours specified in the license issued by the County. No visible cannabis products or graphics would be allowed on the exterior of any property, and signs would be posted prohibiting the smoking, ingesting, or consuming of cannabis product in the areas adjacent to the business. An odor control plan would be submitted as part of the license application and would include an air treatment system or other methods to prevent cannabis odors from being detected outside the facility. Types of central odor control systems to be installed on-site may include technology such as odor-absorbing ventilation and exhaust systems, negative air pressure systems, or other acceptable odor control systems to prevent cannabis odors from being detected outside the facility. In addition, each facility would be required to install video surveillance systems, commercial grade locks, and alarm systems, as well as support private security personnel.

Cannabis would be subject to accurate recordkeeping, detailing the revenues and expenses of the facility, the number and monetary amount of sales during the previous 12 months and on a per-month basis, and a register of the names and contact information of all owners, staff, and volunteers associated with the facility. Refer to Appendix B for further details on the proposed amendments to the Regulatory Code.

1.6.1.4 *Summary of Proposed Amendments to the San Diego County Zoning Ordinance*

The proposed amendments to the Zoning Ordinance are summarized below. The complete text of the proposed amendments to the Zoning Ordinance is provided in Appendix B. These amendments identify what cannabis uses are allowed in certain zoning districts. Permit type requirements by zone are provided in Table 1.1, presented at the end of this chapter. Figure 1.2, presented at the end of this chapter, identifies unincorporated areas where commercial cannabis uses would potentially be allowed under these amendments.

Proposed amendments to the Zoning Ordinance under Sections 6129, Temporary Cannabis Events, and 6995, Cannabis Facilities, define the standards and regulations for commercial cannabis facilities to protect public health, safety, and welfare; ensure compliance with local and state laws; and minimize the potential for negative impacts on communities and the environment by establishing land use requirements for cannabis facilities. This would include development and performance standards to be applied to all cannabis activities, as well as specific standards based on activity type, which are summarized below. Cannabis facilities would be required to conform to the County General Plan and any applicable specific plans, master plans, and design requirements, as well as comply with all applicable zoning and regulatory standards and state regulations.

Development Standards

- Zoning: Limits cannabis activities to certain agricultural, commercial, and industrial zones based on the type of activity.
- Maximum number of cannabis activities: Establishes a maximum of 2 cannabis activities will be allowed on each lot, except when authorized as part of a microbusiness.
- Location: Prohibits cannabis facilities/activities in residential structures, trailers, recreational vehicles, or similar.
- Buffers: Establishes buffers for cannabis sensitive uses. Cannabis facilities must be sited outside of a 600-foot radius buffer from cannabis sensitive uses, including schools serving K-12 and transitional kindergarten, daycares, and youth centers.
- Parking: Requires cannabis facilities provide off-street and bike parking spaces based on the square footage of the facility and occupancy type.
- Signage: Requires compliance with County On-Premise Sign Regulations (Zoning Ordinance Section 6250). Signage shall not be attractive to youth or contain images of cannabis or individuals under the age of 21. No cannabis facilities shall advertise by having a person holding a sign and advertising the business to passersby. Off-premises signs must adhere to buffer requirements from sensitive uses.

Performance Standards

- Exterior lighting: Requires compliance with the County Light Pollution Ordinance (Regulatory Code Section 51.201 et seq.) and additional measures to minimize light escape.
- Fencing: Requires compliance with existing fencing and screening regulations (Zoning Ordinance Sections 6700–6714, except 6708.b.2) and considerations for movement of wildlife.
- Noise: Requires compliance with the County Noise Abatement and Control Ordinance (Regulatory Code Section 36.401 et seq) and General Plan Noise Element.
- Odor: Requires compliance with the new odor control provisions in the amended County Cannabis Business Regulations (Regulatory Code Section 21.2501 et seq.).
- Water Source: Trucked water will not be allowed except in case of emergencies.

Consumption Lounge Standards

- Consumption lounges may be permitted in all zones that allow cannabis storefront retail.
- Requires consumption lounges to be contained within the premises of a licensed retail storefront facility or microbusiness.
- Requires consumption lounges to be located on the same legal lot as the associated retail site.
- Allows for the preparation and sale of non-cannabis-infused food and/or beverages. The operator must comply with all applicable provisions established in the California Health and Safety Code (Sections 113700 et seq.), as well as all applicable provisions established in the Regulatory Code that pertain to the operation of a retail food facility. All necessary

approvals and permits must be obtained from the County of San Diego Department of Environmental Health and Quality prior to the operation of any retail food facility.

- Allows for live performances and similar events in designated lounge areas with additional requirements.

Cultivation Standards

- Requires outdoor and mixed-light cannabis cultivation areas to be setback a minimum of 100 feet from all lot lines.
- Requires outdoor and mixed-light cannabis cultivation areas to be setback a minimum of 300 feet from legal residences on adjoining parcels existing at the time of permit application submittal.
- Prohibits cannabis cultivation on slopes 25 percent or greater.
- Prohibits lighting in agricultural shade or crop structures.
- Requires nighttime light from mixed-light cultivation to be controlled using internal black-out curtains or other methods to prevent the facility from emitting nighttime light escape.
- Requires all cannabis processing activities (e.g., drying, curing, grading, and trimming) to occur within an enclosed, permanent structure.
- Prohibits use of generators for cultivation except for temporary use in case of emergency.
- Requires fencing around outdoor cannabis cultivation areas. Fencing cannot consist of razor wire, barbed wire, electric fencing, or similar types of materials.

Microbusiness Standards

- Microbusinesses must comply with the requirements specific to all applicable cannabis activities in which the facility engages.
- Manufacturing activities permitted as part of a microbusiness are limited to nonvolatile manufacturing consistent with state requirements.
- All cultivation permitted as part of a microbusiness is limited to a maximum of 10,000 square feet of canopy area consistent with state requirements.

Retail Standards

- In lots zoned A70 and A72, retail activities are limited to non-storefront retail (delivery) only.
- Requires the permitted premises of a non-storefront retailer to be closed to the public.
- Allows live entertainment at storefront retail facilities subject to additional requirements.

Temporary Cannabis Event Standards

- Requires compliance with Title 2, Division 1, Chapter 25 of the Regulatory Code and may be allowed subject to all application and license requirements in Section 21.2534 relating to temporary cannabis events.
- Location: Allows temporary cannabis events to be held on private property in C35, C36, C37, C38, C40, M50, M52, M54, M56, and M58 zones. Requires temporary cannabis

events to be setback 600 feet from residential zones and cannabis sensitive uses. Temporary cannabis events shall not be allowed at a cannabis facility.

- Duration: A Temporary Cannabis Event License shall only be issued for up to 4 consecutive days, consisting of no more than 2 days of operation and 2 days for setup and breakdown/cleanup. The hours of operation for the event shall be from no earlier than 10:00 a.m. and no later than 10:00 p.m.
- Allowed number of events: A maximum of 6 temporary cannabis events shall be allowed per calendar year on each legal lot that is approved to host a temporary cannabis event.

Testing Laboratory Standards

- Requires testing to be the sole cannabis activity on the lot consistent with state requirements.

Permitting Requirements

- Establishes cannabis permit requirements based on the proposed cannabis activity. Cannabis facilities shall not operate until all applicable County permits have been issued and all permit conditions have been satisfied. In addition, permittees must also obtain and maintain in good status a valid County Cannabis Business License and valid state cannabis license(s), as required by the Department of Cannabis Control.
- Authorizes a ministerial Zoning Verification Permit process for certain cannabis activities, including outdoor cultivation 5,000 square feet or less in canopy area, distribution, manufacturing, testing laboratories, and retail, that meet specified criteria. Requires an Administrative Permit process for these activities if they do not meet the listed criteria.
- Requires a discretionary Administrative Permit process for all other cannabis activities, including outdoor cultivation greater than 5,000 square feet in canopy area, indoor cultivation, mixed-light cultivation, microbusinesses, and consumption lounges.

The existing 5 cannabis businesses would continue to be regulated by Section 6861, Nonconforming Cannabis Facilities, and the Regulatory Code. If these businesses were to expand beyond what is allowed within Section 6861, they would be required to come into compliance with current Zoning Ordinance regulations, as described in Section 6995, Cannabis Facilities. Refer to Appendix B for further details on the proposed amendments to the Zoning Ordinance.

1.6.1.5 Cannabis Licensing and Permitting

Development of the cannabis licensing and permitting system is being led by PDS. The licensing and permitting system would establish the structure (application framework, review processes) and procedures for obtaining the required County license(s) and permit(s) to operate commercial cannabis facilities. A corresponding fee structure would be established as part of the system's development. This permitting system will be refined and finalized after initial adoption of the Cannabis Program.

In order to operate, a cannabis facility must have the appropriate state cannabis license(s), local land use permit(s), and local cannabis business license. The licensing and permitting process for cannabis facilities generally consists of the following 3 phases:

1. Obtain appropriate County cannabis land use permit(s). Projects that meet specified criteria for a ministerial permit will need a Zoning Verification Permit, and all other projects will require a discretionary Administrative Permit, as well as any other applicable permits (e.g., grading permit, building permit). All projects, including ministerial projects, will involve preparation of a site-specific CEQA evaluation based on the Final Cannabis Program PEIR to facilitate DCC's review of applications for licensure per state requirements (CCR Title 4, Section 15010).
2. Obtain appropriate state cannabis license. Before applying to DCC, most applicants will have already applied for a local permit or authorization. When DCC receives an application, they will contact the County to confirm the applicant(s) meets local requirements and review the County's CEQA documentation before taking action to approve a state license. Prior to issuance, DCC will also coordinate with other state agencies to ensure the project has obtained all other required state permits (e.g., CDFW Lake and Streambed Alteration Agreement or State Water Board water quality permit).
3. Obtain County Cannabis Business License. The issuance of a new Cannabis Business License requires approval and signatures from all relevant County departments. The County will not issue a cannabis business license until all requirements are met, including the location has been approved by the Zoning Division, a state cannabis license has been issued, and any additional licenses and permits that may be required.

A person may apply for a County cannabis land use permit and cannabis business license by filing an application with PDS. Applications may require, but are not limited to, any or all of the following information be submitted depending on permit type and location: premises diagram, evidence of sensitive use buffer compliance, security plan, lighting plan, cultivation and operations plans, neighborhood compatibility plan, odor mitigation plan, and documentation of water use and storage.

As part of the land use permitting process, PDS works together with the Departments of Public Works, Parks and Recreation, Environmental Health and Quality, and the San Diego Fire Protection District to review privately initiated land development and building permit applications. Cannabis facilities would be authorized through 1 of the 2 types of land development permits that PDS processes, discretionary and ministerial permits, as described below. Specifically, the proposed ordinance amendments would authorize a ministerial Zoning Verification Permit for certain cannabis activities including outdoor cultivation 5,000 square feet or less in canopy area, distribution, manufacturing, testing laboratories, and retail, that meet specified criteria. A discretionary Administrative Permit would be required for all other cannabis activities, including outdoor cultivation greater than 5,000 square feet in canopy area, indoor cultivation, mixed-light cultivation, microbusinesses, and consumption lounges.

Discretionary permits, such as an Administrative Permit, require review and approval by a decision maker to allow a specific type of land use and/or to allow for the construction, modification, or use of a building. As part of the discretionary process, the project will be reviewed for conformance with all applicable ordinances and regulations including the County General Plan, Zoning Ordinance, and Community Plans and Design Guidelines. In addition, the project will be reviewed for compliance with CEQA, which may require preparation of an environmental document and a public review period. A public hearing may also be required prior to issuing a discretionary permit.

Ministerial permits, such as a Zoning Verification Permit, are sometimes required for uses or structures that automatically meet County requirements. These permits do not require discretionary review and are approved by staff if the project complies with all applicable regulations and ordinances. In this case, the customer can proceed directly to the Building Division to apply for any necessary building permits. A building permit may require sign-off from other departments at the public counter, even if the project does not require planning review or approval.

1.6.1.6 Cannabis Program Alternatives

The County is considering 5 alternative variations to the Cannabis Program, including the no-project alternative. Alternative 2 (proposed project), Alternative 3 (expanded regulations), Alternative 4 (outdoor cannabis cultivation prohibition), and Alternative 5 (maximum 1 acre outdoor cannabis cultivation) would involve the same 3 components of the Cannabis Program (Social Equity Program, cannabis regulatory amendments, and a cannabis licensing and permitting system). The project alternatives differ in regard to the definition and buffer distance from sensitive uses, allowed license types, and allowed maximum outdoor cultivation canopy. Alternatives 2, 3, 4, and 5 would include the storefront license ceiling of 25 facilities established by the Social Equity Program. All alternatives will comply with State Water Resources Control Board Cannabis Cultivation General Order (Order No. WQ 2023-0102-DWQ) and other state operation requirements for cannabis facilities siting and design. These alternatives are described below.

Alternative 1: No Project—Retention of Current Cannabis Regulations

This alternative would consist of not adopting the proposed Cannabis Program and ordinance amendments. The existing 5 commercial cannabis facilities in the unincorporated areas of El Cajon, Escondido, and Ramona would be allowed to continue to operate under the existing ordinances, which allow expansion of their existing facilities and operations to a total of 10,000 square feet of building area. However, no new commercial cannabis operations would be allowed.

Alternative 2: Proposed Project—Cannabis Program Consistent with State Requirements

This alternative would implement the Cannabis Program and would use state regulations for buffer standards (Business and Professional Code Section 26054(b)). Cannabis facilities would be required to observe a 600-foot buffer from certain state-defined sensitive uses, including schools, daycares, and youth centers.

Alternative 3: Cannabis Program with Expanded County Regulations

This alternative would implement the Cannabis Program with incorporation of Measures 1, 2, and 3 from the June 15, 2022, Board direction. With inclusion of Measures 1 and 2, the definition of “sensitive uses” would be expanded beyond schools, daycares, and youth centers to also include regional parks, local parks, public trails, recreation facilities, preserves with visitor-serving amenities, religious assembly, childcare centers, public libraries operated by the County or other cities, residential care facilities, and other cannabis facilities. The required sensitive use buffer would be expanded to 1,000 feet. Measure 3 would expand existing County billboard regulations to prohibit advertising of cannabis on a billboard within 1,000 feet of a sensitive use.

Alternative 4: Cannabis Program with Outdoor Cannabis Cultivation Prohibition

Under Alternative 4, all commercial outdoor cannabis cultivation within the unincorporated county would be prohibited and mixed-light and indoor cultivation would be allowed only within a building or greenhouse. This alternative would include a 1,000-foot buffer from sensitive uses, defined as schools, daycares, and youth centers to also include regional parks, local parks, public trails, recreation facilities, preserves with visitor-serving amenities, religious assembly, childcare centers, public libraries operated by the County or other cities, residential care facilities, and other cannabis facilities. Advertising of cannabis on a billboard would be prohibited within 1,000 feet of a sensitive use.

Alternative 5: Cannabis Program with Maximum 1 Acre of Outdoor Cannabis Cultivation Canopy

Under Alternative 5, outdoor commercial cannabis cultivation would be limited to 1 acre of total canopy area, or 25 percent of the lot size, whichever is less. This alternative would include a 1,000-foot buffer from sensitive uses, defined as schools, daycares, and youth centers to also include regional parks, local parks, public trails, recreation facilities, preserves with visitor-serving amenities, religious assembly, childcare centers, public libraries operated by the County or other cities, residential care facilities, and other cannabis facilities. Advertising of cannabis on a billboard would be prohibited within 1,000 feet of a sensitive use.

1.7 Purpose and Use of this Program Environmental Impact Report

CEQA, signed by Governor Reagan in 1970, charges public agencies with the duty to avoid or substantially lessen significant environmental effects, with consideration of other conditions, including economic, social, technological, legal, and other benefits. The basic purposes of CEQA are to inform government decision makers about potential environmental impacts of projects, identify ways the impacts can be reduced or avoided, prevent significant unavoidable environmental damage through alternatives and mitigation, and disclose to the public the reason that decision makers approved a project that may result in environmental impacts, and disclose what those potential impacts may be. CEQA requires the preparation of an EIR for projects that require a discretionary action by government decision makers and may result in a significant environmental impact. A discretionary action is a decision to approve a project that requires judgment or deliberation beyond determining whether a project has conformed to applicable statutes, ordinances, or regulations. The lead agency is required to consider the information in the EIR, along with any other relevant information, in making its decisions on the project approval. A lead agency is defined in California Public Resources Code (PRC) Section 21067 as the public agency that has the principal responsibility for carrying out or approving a project that may have a significant effect upon the environment. The County of San Diego is the lead agency for the proposed project.

This PEIR is an informational document that will inform public agency decision makers and the public generally of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. CEQA requires that public agencies consider the significant adverse environmental effects of projects over which they have discretionary approval authority before taking action on those projects (PRC Section 21000 et seq.). It also requires that each public agency avoid or mitigate to less-than-significant levels, wherever feasible, significant adverse environmental effects of projects it approves or implements. If implementing a project would result in significant and unavoidable environmental impacts (i.e., significant effects that cannot be feasibly mitigated to less-than-

significant levels), the project can still be approved, but the lead agency decision maker—in this case, the Board—must prepare findings and issue a “statement of overriding considerations,” explaining in writing the specific economic, social, or other considerations that they have determined, based on substantial evidence, make those significant effects acceptable (PRC Section 21002; CCR Section 15093).

According to State CEQA Guidelines Section 15064(f)(1), preparation of an EIR is required whenever a project may result in a significant adverse environmental impact that cannot be clearly mitigated to a less-than-significant level. As required by CEQA, an EIR is used to inform public agency decision makers and the public of the significant environmental effects of a project, identify possible ways to mitigate or avoid the significant effects, and describe a range of reasonable alternatives to the project that could feasibly attain most of the basic objectives of the project while substantially lessening or avoiding any of the significant environmental impacts. Public agencies are required to consider the information presented in the EIR when determining whether to approve a project.

1.7.1 Program Environmental Impact Report

This is a Program EIR, which is defined in State CEQA Guidelines Section 15168 as an EIR addressing a series of actions that can be characterized as 1 large project and are related either:

- (1) Geographically;
- (2) As logical parts in the chain of contemplated actions;
- (3) In connection with the issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program; or
- (4) As individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental impacts which can be mitigated in similar ways.

A PEIR has several benefits. For example, it provides a basic reference document to avoid unnecessary repetition of facts or analysis in subsequent project-specific assessments. It also allows the lead agency to consider the broad, regional impacts of a program of actions before its adoption and eliminates redundant or contradictory approaches to the consideration of regional and cumulative impacts. In compliance with CEQA, this PEIR discloses the environmental consequences of implementing the Cannabis Program, assuming 5 alternatives.

As a Program EIR, this document enables the County to consider broad environmental implications on a conceptual basis, recognizing that a series of actions, potentially including additional CEQA review, will occur prior to development of specific projects. Once a PEIR has been prepared, subsequent activities within the program must be evaluated to determine if additional CEQA documentation is required to address the potentially significant impacts of such activities. Subsequent activities could be found to be within the PEIR scope if impacts of the subsequent activities are covered in the PEIR, and additional environmental documents may not be required (State CEQA Guidelines Section 15168(c)).

1.7.1.1 Future CEQA Streamlining of Individual Commercial Cannabis Projects

As encouraged under CEQA, the County intends to use this PEIR prepared for the Cannabis Program to streamline the environmental review and consideration of future commercial cannabis operation applications. Individual applications for commercial cannabis operations under the Cannabis Program will be subject to further site-specific environmental review as applicable under CEQA pursuant to State CEQA Guidelines Section 15168(c), Use with Later Activities. This section of the State CEQA Guidelines addresses environmental review of projects intended to be addressed in a program for which an EIR was prepared. The County may determine that the environmental impacts of an individual project are adequately addressed in the PEIR, and that no further environmental review is required, or it may determine that additional environmental review is required or could require focused environmental review. Preparation of a site-specific environmental review document would be required if the County determines that the individual project would cause a significant environmental impact that was not examined in the PEIR or would substantially increase the severity of a previously identified significant impact under State CEQA Guidelines Sections 15162 and 15168(c). This PEIR may also be used and/or relied upon by DCC for its licensing actions.

Under PRC Section 21083.3 and State CEQA Guidelines Section 15183, lead agencies can use EIRs prepared for zoning actions (such as this project) to analyze the impacts of proposed cannabis projects that may be approved pursuant to the ordinance, and limit later project-level analysis to only site-specific issues not already examined (if any). Under the above-referenced code sections, CEQA analysis for later projects will be limited to issues “peculiar” to the site or new environmental concerns not previously addressed. State CEQA Guidelines Section 15183(f) provides that impacts are not “peculiar” to the project if uniformly applied development policies or standards substantially mitigate that environmental effect. Upon adoption, the Cannabis Program will meet the definition of a uniformly adopted standard, and compliance with the Cannabis Program will allow for CEQA streamlining to be used.

1.8 EIR Review Process

The discretionary actions associated with the program are listed in Table 1.3, presented at the end of this chapter. The PEIR is intended to apply to all listed project approvals, as well as to any other approvals necessary or desirable to implement the program.

This section describes the environmental review process required under CEQA, including (1) the public and agency review requirements for this Draft PEIR; (2) the required actions on the PEIR; and (3) CEQA findings a mitigation monitoring and reporting program (MMRP), and a statement of overriding considerations. The County of San Diego PDS is the custodian of all Cannabis Program and PEIR records.

1.8.1 Public and Agency Review

In compliance with State CEQA Guidelines Section 15082, a notice of preparation (NOP) for this Draft PEIR was distributed to the California State Clearinghouse; relevant responsible and trustee agencies; other local, state, and federal agencies; and interested individuals and organizations. The 46-day public comment period for the NOP began on September 15, 2023, and ended on October 31, 2023. The NOP was published in the *San Diego Union-Tribune* newspaper, posted to the project’s webpage and Engage San Diego County website, posted to the County’s California Environmental Quality Act Public Review webpage, and

distributed to the Cannabis Program email notification list. The NOP was posted at the PDS Zoning Counter and distributed to all public libraries located within the unincorporated county. In addition, 2 scoping meetings were held virtually on October 12, 2023, and October 17, 2023, to allow for input from the public, affected agencies, and interested organizations. The NOP and written comments received during the NOP review period are included in Appendix A of this Draft PEIR.

Comments on this Draft PEIR should be sent to PDS.LongRangePlanning@sdcounty.ca.gov (include "Cannabis Program–PEIR Comments" in the subject line) or at the following address:

County of San Diego
ATTN: Jessica Norton
Cannabis Program PEIR
Planning & Development Services
5510 Overland Avenue, Suite 210
San Diego, CA 92123

This Draft PEIR is available for public review at:

County of San Diego PDS
Project Processing Counter
5510 Overland Avenue, Suite 110
San Diego, CA 92123
(8:00 a.m. to 4:00 p.m., Monday through Friday)

The following County Public Library Branches
(Visit <http://www.sdcl.org/locations> for locations and hours):

- Alpine, 1752 Alpine Boulevard, Alpine, CA 91901, (619) 445-4221
- Bonita-Sunnyside, 4375 Bonita Road, Bonita CA 91902, (619) 475-4642
- Borrego Springs, 2580 Country Club Road, Borrego Springs, CA 92004, (760) 767-5761
- Campo-Morena Village, 31356 Highway 94, Campo, CA 91906, (619) 478-5945
- Fallbrook, 124 South Mission Road, Fallbrook, CA 92028, (760) 731-4650
- Julian, 1850 Highway 78, Julian, CA 92036, (760) 765-0370
- Lakeside, 12428 Woodside Avenue, Lakeside, CA 92040, (619) 443-1811
- Ramona, 1275 Main Street, Ramona, CA 92065, (760) 788-5270
- Rancho San Diego, 11555 Via Rancho San Diego, El Cajon, CA 92019, (619) 660-5370
- Rancho Santa Fe, 17040 Avenida de Acacias, Rancho Santa Fe, CA 92067, (858) 756-2512
- Spring Valley, 836 Kempton Street, Spring Valley, CA 91977, (619) 463-3006
- Valley Center, 29200 Cole Grade Road, Valley Center, CA 92082, (760) 749-1305

Online at:

- <https://www.sandiegocounty.gov/pds/ceqa/SECP.html>
- <https://engage.sandiegocounty.gov/cannabis-program-eir>

1.8.2 Program EIR Approvals

Written comments received on this Draft PEIR during the 60-day public review period will be responded to in writing in a response to comments document. The response to comments document, together with this Draft PEIR, will constitute the Final PEIR. If any text changes are identified to address public comments received during the public review period for this Draft PEIR, such changes will be reflected in the Final PEIR. The Board will review and consider the Final PEIR for the Cannabis Program to decide whether the Final PEIR is consistent with the requirements of CEQA and conclude whether to certify the document.

1.8.3 CEQA Findings, Mitigation Monitoring and Reporting Program, and Statement of Overriding Considerations

Following certification of an EIR, CEQA requires that a lead agency make written findings for each of the potentially significant environmental effects associated with the project. In addition, PRC Section 21081.6 requires that lead agencies adopt a mitigation monitoring and reporting program (MMRP) for any project with significant environmental effects. An MMRP is required for the Cannabis Program and will be prepared as part of the Final PEIR. The MMRP will provide a list of all proposed mitigation measures, define the parties responsible for implementation and review/approval, and identify the timing for implementation of each measure. This information is contained in Chapter 8, "Mitigation Measures," of this Draft PEIR. For significant unavoidable impacts (if required), a Statement of Overriding Considerations will be included in the Final PEIR for the project, which will provide reasoning as to why the significant unavoidable environmental impacts are outweighed by the benefits that would result with implementation of the project.

1.8.4 Discretionary Actions, Decisions, and Approvals

The Cannabis Program would require the approval of a number of discretionary actions by the Board. According to Sections 15050 and 15367 of the State CEQA Guidelines, the County is designated as the lead agency for the project under CEQA. Responsible agencies are those agencies, other than the lead agency, that have discretionary approval authority over 1 or more actions involved with the development of a proposed project. Trustee agencies are state agencies having jurisdiction by law over natural resources affected by a proposed project that are held in trust for the people of the State of California.

1.8.5 Additional Review and Consultation Requirements

The project is subject to other review and consultation requirements in addition to the discretionary approvals identified in Table 1.3, presented at the end of this chapter. To date, the County has engaged in consultation with the following entities regarding the project:

- **Tribal governments.** California Native American tribes culturally affiliated with the unincorporated county that had previously requested to be notified of projects subject to AB 52 consultation have been contacted for input regarding the potential impacts the project

would have on tribal cultural resources. The following tribal representatives were contacted on August 24, 2023, by certified mail and/or on August 27, 2023, by email:

- Barona Group of the Capitan Grande, Art Bunce;
- Campo Kumeyaay Nation, Daniel Tsosie;
- Lipay Nation of Santa Ysabel, Virgil Perez, Chairperson;
- Jamul Indian Village, Lisa Cumper, Tribal Historic Preservation Officer;
- Kwaaymii Band of Mission Indians, Carmen Lucas, Chairperson;
- Manzanita Band of the Kumeyaay Nation, Angela Elliot-Santos, Chairperson; and Lisa Haws;
- Pala Band of Mission Indians, Dr. Shasta Gaughen, Tribal Historic Preservation Officer;
- Pechanga Band of Indians, Ebru Ozdil, Cultural Resources; Paul Macarro, Historian; Juan Ochoa, Assistant Tribal Historic Preservation Officer; and Molly Earp;
- Rincon San Luiseño Band of Mission Indians, Cheryl Madrigal, Tribal Historic Preservation Officer;
- San Luis Rey Band of Mission Indians, Cami Mojado;
- San Pasqual Band of Mission Indians, Angelina Guitierrez, Tribal Historic Preservation Officer;
- Soboba Band of Mission Indians, Joseph Ontiveros;
- Sycuan Band of the Kumeyaay Nation, Cody J. Martinez, Chairperson; Adam Day, Chief Administrative Officer; Bernice Paipa, Cultural Specialist; and Charlene Worrell-Elliot; and
- Viejas Band of Kumeyaay Indians, Ernest Pingleton and Ray Teran.

Five Tribes requested consultation, and meetings took place on the dates listed below.

- Campo Kumeyaay Nation: September 21, 2023; November 14, 2023; June 10, 2024, September 24, 2024; December 3, 2024;
- Jamul Indian Village: November 16, 2023; February 5, 2024; August 6, 2024;
- Rincon Band of Luiseño Indians: October 12, 2023; December 11, 2023; March 14, 2024; June 12, 2024; August 28, 2024; October 16, 2024; December 18, 2024;
- San Luis Rey Band of Mission Indians: November 1, 2023; December 18, 2024; and
- San Pasqual Band of Mission Indians: January 10, 2024; October 7, 2024 .
- **Planning and sponsor groups.** The County has engaged all 26 planning and sponsor groups within the county to obtain input on the project throughout the process. From February 2021 through November 2024, PDS staff presented to the community planning and sponsor groups (CPSGs) a total of 42 times. This includes presentations at both CPSG Quarterly Chair Meetings and individual CPSG meetings.
- **Community and stakeholder groups.** In addition to required consultation, the Cannabis Program development process involved extensive public outreach. The goals of the

County's outreach efforts are to raise awareness and inform the public about the Cannabis Program, provide multiple opportunities for input at various stages of the Cannabis Program development, provide opportunities to influence decision-making on the Cannabis Program, and meet the requirements of CEQA.

From September 2021 through October 2024, County staff hosted 26 public outreach events relating to the development of the Cannabis Program. Public outreach events are open to the general public and were attended by various stakeholders, including but not limited to CPSG members, cannabis industry professionals, regulatory agencies, public health and safety advocates, youth advocates, social equity advocates and other individuals or groups that may not identify with a particular stakeholder group.

In addition, during this same timeframe, County staff also attended over 56 meetings with various nonregulatory groups. These group meetings are inclusive of many different stakeholders ranging from cannabis industry professionals, the legal community, environmental groups, chambers of commerce, and many others.

- **State and local agencies.** The County has engaged the following agencies to obtain input on the project:
 - DCC;
 - California Department of Fish and Wildlife, South Coast Region 5;
 - State Water Resources Control Board, South Coast Cannabis Unit; and
 - San Diego County Air Pollution Control District.
- **Other.** The County sent the Notice of Completion of the availability of this Draft PEIR to the State Clearinghouse on January 30, 2025, for distribution to all potential responsible and trustee agencies.

1.9 EIR Impact Analysis Methodology

This PEIR has been prepared to determine the overall environmental effects of future development in the unincorporated county that would be allowed under the proposed Cannabis Program. On a programmatic level, the PEIR does not, and cannot, speculate on the individual environmental impacts of specific future commercial cannabis projects in the county. However, implementation of all components of the Cannabis Program described above were considered during preparation of the PEIR, including future commercial cannabis uses anticipated through the year 2044, as described in Section 1.12. Technical analyses, such as air quality and greenhouse gas modeling, are based on the estimated future commercial cannabis uses identified in Table 1.4.

State and local regulations were also considered. In some cases, existing regulations were determined to be sufficient to ensure that impacts would be below a significant level, since all future projects would be required to comply with existing regulations. Therefore, the Cannabis Program was determined to result in a less-than-significant impact with regard to these issues. An example of such an issue is expansive soils addressed in Section 2.8, "Geology and Soils." All building construction in California is required to comply with the California Building Code (CBC), which contains construction and engineering standards for projects located in areas that have high shrink-swell soils. The provisions of the CBC require that a geotechnical investigation be performed to provide data for the architect or engineer to responsibly design

the project. Because all development under the Cannabis Program would be required to comply with this regulation, the Cannabis Program would not result in a potentially significant impact associated with expansive soils.

However, such universal regulations are not in place to minimize all environmental impacts. In most cases, future project-specific impact analyses would be required to determine whether a specific development project would or would not result in a potentially significant impact on the environment, such as impacts to biological resources or air quality.

1.10 Project Consistency with Applicable Plans

There are 19 jurisdictions in San Diego County, including the unincorporated county, with local land use authority and the responsibility for preparing their own general plans and general plan EIRs. Regional coordination is necessary to guide overall development and ensure an efficient allocation of infrastructure funding. The San Diego Association of Governments (SANDAG) serves as the region's Metropolitan Planning Organization responsible for area-wide coordination and the technical and informational resource for the region's local jurisdictions. SANDAG prepares regional transportation plans, which provide a basis for allocating federal and state funds used for specific items, such as land use incentives and transportation improvements. The County works with the San Diego County Regional Airport Authority on a regular basis to ensure land use compatibility with regional airports. Other agencies with regional plans that affect land use in the county are the San Diego Regional Water Quality Control Board, the San Diego Air Pollution Control District, the San Diego County Water Authority, the San Diego Metropolitan Transit System, the North County Transit District, and Marine Corps Base Camp Pendleton.

In addition, the Cannabis Program must maintain consistency with the General Plan, community plans, specific plans, and other applicable countywide plans. The following represents a nonexhaustive list of applicable plans that are evaluated for consistency within the Draft PEIR:

- County of San Diego General Plan goals and policies,
- General Plan elements,
- Community plans,
- Climate Action Plan Update, and
- Multiple Species Conservation Program (MSCP).

1.11 History of Cannabis Program Development

The County's approach to the regulation of cannabis uses has been evolving since initial actions in 2010 that established licensing and operational requirements for medical cannabis facilities in the Regulatory Code and Zoning Ordinance. In 2016, the Board enacted a moratorium on the establishment of medical marijuana collective facilities. The following year, in 2017, the Board approved amendments to the Zoning Ordinance repealing medical marijuana collective facility regulations and banning all medical and nonmedical marijuana facilities, collectives, dispensaries, and cultivation within the unincorporated areas of the county, including a clause to shut down existing facilities within 5 years.

On January 27, 2021, the Board directed County staff to develop a Socially Equitable Cannabis Program that would allow for a variety of cannabis uses, establish a cannabis licensing and permitting program that would prioritize social equity, further increase access to business opportunities, and help rectify injustices caused by cannabis criminalization. In total, there were 7 program components directed by the Board including a Cannabis Taxation Program, a Social Equity Program, a cannabis licensing and permitting system, a Regulatory Code update, a Zoning Ordinance update, an environmental review document, and a fee package for the existing cannabis facilities. Since January 2021, the Board has continued to provide additional direction on the development of the Cannabis Program:

- March 3, 2021—The Board directed OERJ to lead development of a Social Equity Program in coordination with the land use permitting system being developed by PDS and established appropriations for PDS to prepare a PEIR.
- June 9, 2021—The Board adopted the PEIR timeframe and directed staff to proceed with environmental review and to prepare an ordinance that would allow the existing facilities sell cannabis for adult use, operate past the sunset date of April 14, 2022, sell edible and drinkable cannabis products, sell branded merchandise, expand up to 10,000 square feet, and transfer business licenses among existing permit holders.
- October 6, 2021—The Board adopted a Zoning Ordinance amendment as directed on June 9, 2021, and further considered a Regulatory Code amendment to allow the sale of edibles and branded merchandise and to allow the existing 5 cannabis facilities to expand operations to commercial sales of medical and adult-use cannabis.
- October 20, 2021—The Board adopted the Regulatory Code amendment introduced on October 6, 2021.
- May 10, 2022—The Board received the *Fiscal Revenue Analysis of the Commercial Cannabis Industry Report* and draft ordinance amendments establishing a tax on cannabis business activities.
- May 24, 2022—The Board directed staff to explore the establishment of a cannabis licensing program to be managed by PDS Code Compliance rather than the Sheriff's Office.
- June 15, 2022—The Board directed staff to analyze and consider 16 additional measures as part of the development of the Cannabis Program, including design features to be included in the PEIR, considerations that require research and community engagement, and considerations that require further cost research.
- June 28, 2022—The Board adopted a Regulatory Code amendment establishing a tax on cannabis business activities and directed that it be placed on the ballot for the November 8, 2022, General Election.
- October 26, 2022—The Board voted to transition the existing cannabis licensing program for the 5 nonconforming cannabis facilities from the Sheriff's Office to PDS. (PDS Code Compliance began oversight of the existing 5 cannabis facilities in December 2022.)
- November 16, 2022—The Board adopted Administrative Code amendment to include cannabis facility licensing fees.

- December 13, 2022—The Board received the *Social Equity Assessment for Commercial Cannabis* and authorized OERJ to apply for and accept grant funding to assist local equity applicants and licensees.
- January 24, 2023—The Board considered initial cannabis tax rate recommendations and directed certain changes.
- April 4, 2023—The Board adopted the ordinance that set rates for the voter-approved cannabis business tax.
- January 1, 2024—The Board authorized PDS to apply for and accept grant funding for enhancement of cannabis licensing and permitting activities.
- May 1, 2024—The Board approved key policy direction for the Social Equity Program, including eligibility criteria, benefits, incentive options, and creation of a Cannabis Oversight Community Collaborative. (The Social Equity Program began accepting applications in June 2024.)

1.12 Projected Future Commercial Cannabis Uses Under the Cannabis Program

As described in Section 1.5, existing commercial cannabis uses have been limited to 5 sites in the unincorporated area of the county. The proposed Cannabis Program would expand the extent of allowed commercial cannabis cultivation and noncultivation uses in the county. Table 1.4, presented at the end of this chapter, provides development assumptions for estimating future commercial cannabis uses in the unincorporated area of the county in 2044, which are based on published estimates on statewide cannabis consumption by adults, cannabis production by cultivation type (outdoor, mixed-light, and indoor), current percentage of cultivation and noncultivation licenses statewide based on DCC data (DCC 2024) and SANDAG's population projections. It should be noted that the assumed cannabis uses identified in Table 1.4 could be located on the same parcel or as an accessory use or both. The future of commercial cannabis operations in the county may vary from what is set forth here because the cannabis business is market-driven and guided by unpredictable economic and regulatory forces.

1.13 Cumulative Impact Analysis

The following section provides an introduction to assessing cumulative impacts and an overview of present and probable projects that may create a cumulatively considerable impact. The analyses of the proposed Cannabis Program's cumulative impacts are included in each environmental topic section of Chapter 2.

1.13.1 Cumulative Project Assessment Overview

CEQA requires that an EIR discuss cumulative impacts in addition to direct project impacts. According to Section 15355 of the State CEQA Guidelines, "cumulative impacts" refers to 2 or more individual effects, which, when considered together, are considerable or that compound or increase other environmental impacts. In accordance with CEQA, the discussion of cumulative impacts must reflect the severity of the impacts and the likelihood of their occurrence; however, the discussion need not be as detailed as the discussion of the environmental impacts attributable to a project alone. Furthermore, the discussion is guided by the standards of practicality and reasonableness and should focus on the cumulative impact to which the identified other projects contribute rather than the attributes of other projects that do not contribute to the cumulative impact.

Section 15130(a) of the State CEQA Guidelines requires that EIRs discuss the cumulative impacts of a project when a project's incremental effect is cumulatively considerable. As defined in Section 15065 of the State CEQA Guidelines, "cumulatively considerable" means that the incremental effects of an individual project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects. The State CEQA Guidelines indicate that where a lead agency is examining a project with an incremental effect that is not cumulatively considerable, it need not consider the effect significant but shall briefly describe the basis for its conclusion. In addition, the State CEQA Guidelines allow for a project's contribution to be rendered less than cumulatively considerable with implementation of appropriate mitigation.

The geographic scope defines the geographic area within which projects may contribute to a specific cumulative impact. The geographic scope of the cumulative impact analysis varies depending upon the specific environmental issue being analyzed. The geographic scope for each environmental issue analyzed in this PEIR is identified in each environmental topic section of Chapter 2.0.

State CEQA Guidelines Section 15130(b) presents 2 possible approaches for considering cumulative effects:

1. a list of past, present, and probable future projects producing related or cumulative impacts, including, if necessary, those projects outside the control of the agency; or
2. a summary of projections contained in an adopted general plan or related planning document, or in a prior environmental document which has been adopted or certified, which described or evaluated regional or area-wide conditions contributing to the cumulative impact.

The cumulative analysis for this PEIR uses a combination of the 2 approaches listed above. Past projects (including illegal cannabis uses) were considered as part of the baseline condition for the Cannabis Program analysis and were therefore considered as part of the impact analysis identified in Chapter 2. Any exceptions to this are noted in the following sections. With regard to present and probable projects, city, surrounding county, and regional transportation plans were included in the consideration of cumulative projects. The analysis of cumulative effects also considered proposed projects on tribal lands within the county, proposed major utility and transportation infrastructure improvements, proposed projects on land governed by the National Park Service, US Forest Service, and US Bureau of Land Management (BLM). To identify such projects, relevant planning documents were reviewed. In addition, this PEIR also addresses future projects with characteristics unique to the issue being analyzed. The cumulative projects that were identified and considered in the cumulative impact analyses within the following sections are summarized below.

1.13.2 Cumulative Projects

This section discusses the broad range of cumulative projects that have been considered in the cumulative impact assessment. Cumulative projects have been subdivided into categories as follows: (1) regional land use planning and projected growth; (2) in-process general plan amendments (GPAs); (3) land use activities on tribal lands; (4) land use activities on federal lands managed by the US Forest Service and BLM; and (5) land use activities for the South County MSCP.

1.13.2.1 Regional Land Use Planning and Projected Growth

2011 General Plan

The buildout projections used in the evaluation of the General Plan in the 2011 General Plan Update Program EIR (GPU PEIR) were based on a population forecast model that was developed by the County and that identified the population capacity associated with buildout of the General Plan land use map. The number of residential units that would result from buildout pursuant to the General Plan land use map was calculated by multiplying acreage by allowed density, after accounting for factors, such as areas with existing development, areas reserved for public right-of-way, and areas with physical and environmental constraints.

The County's population model forecasted a buildout population of 678,270 with 235,861 housing units under the proposed land use map (approximately 15 percent fewer units than the previous general plan because lower-density development was identified for areas with land use constraints, such as those that lack sufficient infrastructure and services or that are prone to safety concerns, such as wildfires). The General Plan focused development in village cores to retain the county's rural character, shifted 20 percent of the remaining dwelling unit capacity to the most western portions of the unincorporated area, and located 80 percent of the dwelling unit capacity where water can be imported and distributed by the San Diego County Water Authority (County of San Diego 2023).

The buildout assumptions under the General Plan that were evaluated in the 2011 General Plan Update Final EIR represent a conservative estimate of population growth in the unincorporated county. Given changes in regional population forecasts, changes in market conditions, and recent development patterns, the 2011 GPU PEIR forecast no longer represents a realistic picture of buildout capacity in the unincorporated county. Therefore, this PEIR analysis relies on the SANDAG population projections as a more current and realistic estimate of development potential in the unincorporated county and San Diego region.

San Diego Association of Governments

The SANDAG estimates and forecasts population, housing, and employment for all jurisdictions in the San Diego region, including the unincorporated county. SANDAG's population projections are based on data from the US Census Bureau, as well as SANDAG employment, population, and housing estimates for 18 cities and the unincorporated county. These projections reflect the Regional Housing Needs Assessment (RHNA) process for the San Diego region, which is overseen by SANDAG. The RHNA process identifies the need for housing and guides land use planning by addressing existing and future housing needs resulting from population, employment, and household growth.

SANDAG also builds and maintains a regional travel demand model that is used to forecast transportation metrics within the region. Travel demand models use input data, such as land uses (population/employment), roadway and transportation network data, and socioeconomic information, to understand existing and future travel behavior. The model is validated and calibrated to a "base year" to represent existing conditions as closely as possible. As part of the development of the 2021 Regional Transportation Plan/Sustainable Communities Strategy (2021 Regional Plan), SANDAG modeled several different scenarios using different land use and regional growth forecast assumptions developed by SANDAG regarding the location and amount of future residential and nonresidential growth in the region. The 2021 Regional Plan

estimates that the San Diego region will grow to 3,746,073 people and 2,086,318 jobs by 2050 (SANDAG 2021).

This PEIR also uses population and housing projections from the *2023 County of San Diego Climate Action Plan Update Draft Supplemental EIR* (State Clearinghouse No. 2020120204) that projects the unincorporated area population to be 505,485 and the number of residential units to total 191,208 in 2050. These forecast population numbers are scaled down from the maximum development capacity assumed in the County's General Plan and 2011 GPU PEIR to reflect a more realistic projection of development that is anticipated to occur in unincorporated San Diego County through 2050 (County of San Diego 2023: 2-4).

In-Process General Plan Amendments

GPA's are proposals to amend the general plan. Amendments may apply to any part of the general plan; however, private proposals are typically related to development that is more intense or of a different type than what is allowed under the current general plan. As such, they are commonly combined with specific plans, tentative subdivision maps, or major use permits. The GPA projects listed in Table 1.5, presented at the end of this chapter, are not included in SANDAG's 2021 Regional Plan. The listed GPA projects are considered reasonably foreseeable for this PEIR because the detail available on the projects is sufficient to understand the changes in land use designations that are proposed (even though the GPA applications are in various stages of consideration and review, and recommendations by staff and approval by decision makers are unknown).

Land Use Activities on Tribal Lands

There are 20 California Native American tribes culturally affiliated with the unincorporated area of the county:

- Barona Group of the Capitan Grande,
- Campo Kumeyaay Nation,
- Ewiiapaayp Band of Kumeyaay Indians,
- Lipay Nation of Santa Ysabel,
- Inaja-Cosmit Band of Indians,
- Jamul Indian Village,
- Kwaaymii Band of Mission Indians,
- La Jolla Band of Luiseno Indians,
- La Posta Band of Diegueno Mission Indians,
- Los Coyotes Band of Cahuilla and Cupeno Indians,
- Manzanita Band of the Kumeyaay Nation,
- Pala Band of Mission Indians,
- Pauma Band of Luiseno Indians,
- Pechanga Band of Indians,
- Rincon San Luiseño Band of Mission Indians,

- San Luis Rey Band of Mission Indians,
- San Pasqual Band of Mission Indians,
- Soboba Band of Mission Indians,
- Sycuan Band of the Kumeyaay Nation, and
- Viejas Band of Kumeyaay Indians.

Several of these tribes currently provide housing, health-care facilities, gaming facilities, lodging, and other entertainment facilities on their lands.

Bureau of Land Management Land Use Activities

BLM manages public lands within San Diego County through the El Centro Field Office and the Palm Springs/South Coast Field Office. The Palm Springs/South Coast Field Office manages approximately 1.7 million acres of public land. While a majority of this federal land area is within Riverside County, BLM does manage public lands on Beauty Mountain in northwestern San Diego County and approximately 68,000 acres in the Border Mountains Region of the county. The El Centro Field Office manages approximately 1.4 million acres of public lands in Imperial and San Diego Counties.

US Forest Service Land Use Activities

The US Forest Service manages the Cleveland National Forest, located in eastern San Diego County and parts of Orange, Riverside, and Imperial Counties. Current projects identified in the San Diego County portion of the Cleveland National Forest include a multiuser communications facility (tower and equipment shelter) at the Glenciff Communications Site and a San Diego Gas & Electric proposal to install underground electric-cabled conduit within paved roads and adjacent road shoulders that will service the communities of Mountain Empire and Pine Valley.

South County Multiple Species Conservation Program

The San Diego MSCP Plan for the southwestern portion of San Diego County was approved in 1998 and covers 85 species. The City of San Diego, portions of the unincorporated county, and 10 additional city jurisdictions make up the San Diego MSCP Plan Area. The County Subarea Plan (South County Subarea Plan) was adopted by the Board in October 1997. The goal of the South County Subarea Plan is to acquire or permanently protect 98,379 acres in the unincorporated area.

The 2023 County of San Diego Multiple Species Conservation Program South County Subarea Annual Report: Year 26 identifies that implementation of the MSCP has increased the size of the MSCP Preserve to 80,519 acres (82 percent of the preservation goal) and that the MSCP Preserve habitat gains are exceeding habitat losses (County of San Diego 2024).

1.14 Program EIR Organization

The content and organization of the Draft PEIR is designed to meet the requirements of CEQA and the State CEQA Guidelines, as well as to present issues, analysis, mitigation, and other information in a logical and understandable way. This Draft PEIR includes the following sections:

- “Summary” provides the project description and a summary of the environmental impacts that would result with Cannabis Program implementation, proposed mitigation measures, and the level of significance of impacts prior to and after mitigation. The section also describes the areas of controversy and issues to be resolved by the Decision-Making Body and identifies a summary of the Cannabis Program alternatives.
- Chapter 1, “Project Description, Location, and Environmental Setting” provides CEQA compliance information; an overview of the environmental review and decision-making process; purpose of the Cannabis Program; a list of responsible and trustee agencies; a summary of relevant documents incorporated by reference; a description of the project location, characteristics, and objectives; the relationship of the Cannabis Program to County plans and policies; and the existing environmental setting.
- Chapter 2, “Significant Environmental Effects of the Proposed Project,” contains a detailed analysis of the existing conditions; regulatory framework; direct, indirect, and cumulative impacts; and mitigation measures for each relevant environmental issue area. The analysis of each environmental category in Chapter 2 is organized as follows:
 - “Existing Conditions” describes the physical conditions that exist at the time of the NOP for this Draft PEIR.
 - “Regulatory Framework” provides federal, state, and local laws, including applicable San Diego County General Plan policies, that apply to the topic being analyzed.
 - “Analysis of Project Impacts and Determination of Significance” discusses the impacts of the project in each category, including direct, indirect, and cumulative impacts and presents the determination of the level of significance.
 - “Significance Prior to Mitigation” describes the significance of project impacts and whether mitigation would be required.
 - “Mitigation” provides a discussion of feasible mitigation measures to reduce any impacts.
 - “Cumulative Impacts” addresses the project’s potential to create cumulative impacts or result in a cumulatively considerable contribution to an identified cumulative impact.
 - “Conclusion” reiterates the conclusions of the subsequent analysis considering the application of all feasible mitigation.
- Chapter 3, “Environmental Effects Found Not to Be Significant,” discusses effects found not to be significant in the Draft PEIR process.
- Chapter 4, “Alternatives,” summarizes the analysis of the 5 alternatives evaluated in the body of the Draft PEIR and additional alternatives considered.
- Chapter 5, “Other CEQA Sections,” discusses growth inducement, significant and unavoidable adverse impacts, and significant irreversible environmental changes. This chapter also includes a discussion of the cumulative impacts.
- Chapter 6, “References,” identifies reference sources for this Draft PEIR.
- Chapter 7, “Report Preparers,” lists the organizations and persons contacted during preparation of this Draft PEIR.
- Chapter 8, “Mitigation Measures,” lists applicable mitigation measures by topic.

Table 1.1 Proposed Permit Type Required by Zone for Commercial Cannabis Uses

Cannabis Uses	Agricultural Zones (A70, A72)	Commercial Zones (C35, C36, C37, C38, C40)	Industrial Zones (M50, M52, M54, M56, M58)
Personal use	N/A	N/A	N/A
Outdoor cultivation <5,000 sq ft canopy	ZV ³	N	N
Outdoor cultivation >5,000 sq ft canopy	A	N	N
Indoor cultivation	A	A ¹	A ¹
Mixed-light cultivation	A	N	N
Volatile manufacturing	N	N	ZV ³
Nonvolatile manufacturing	A ²	A ²	ZV ³
Distribution	A ²	A ²	ZV ³
Testing	N	N	ZV
Retail storefront	N	ZV ³	ZV ³
Retail non-storefront (delivery)	A ²	ZV ³	ZV ³
Onsite consumption lounge	N	A	A
Microbusiness	A	A	A
Cannabis temporary events	N	Temporary Cannabis Event License	Temporary Cannabis Event License

Notes: sq ft = square foot; A = Permitted with Administrative Permit; ZV = Permitted with Zoning Verification Permit; N = Not allowed; N/A = Not Regulated.

¹ Limited to indoor cultivation up to 10,000 square feet of canopy and as part of a microbusiness.

² Permitted only as part of a microbusiness.

³ Permit may be processed as a ministerial Zoning Verification Permit if no Special Area Designators or other factors apply to the lot which require discretionary review. Otherwise, a discretionary Administrative Permit is required.

Source: Compiled by Ascent 2024.

Table 1.2 State Cannabis Operation License Types

Name	Description
<i>Cultivation</i>	
Specialty Cottage Outdoor	For outdoor cultivation site with up to 25 mature plants or 2,500 square feet or less of total canopy.
Specialty Cottage Indoor	For indoor cultivation site with 500 square feet or less of total canopy.
Specialty Cottage Mixed-Light Tier 1 and 2	For mixed-light cultivation site with 2,500 square feet or less of total canopy.
Specialty Outdoor	For outdoor cultivation site with less than or equal to 5,000 square feet of total canopy, or up to 50 mature plants on noncontiguous plots.
Specialty Indoor	For indoor cultivation site with between 501 and 5,000 square feet of total canopy.
Specialty Mixed-Light Tier 1 and 2	For mixed-light cultivation site with between 2,501 and 5,000 square feet of total canopy.
Small Outdoor	For outdoor cultivation site with between 5,001 and 10,000 square feet of total canopy.
Small Indoor	For indoor cultivation site with between 5,001 and 10,000 square feet of total canopy.

Name	Description
Small Mixed-Light Tier 1 and 2	For mixed-light cultivation site with between 5,001 and 10,000 square feet of total canopy.
Medium Outdoor	For outdoor cultivation site with between 10,001 square feet and 1 acre (43,560 square feet) of total canopy.
Medium Indoor	For indoor cultivation site with between 10,001 and 22,000 square feet of total canopy.
Medium Mixed-Light Tier 1 and 2	For mixed-light cultivation site between 10,001 and 22,000 square feet of total canopy.
Nursery	For cultivation of clones, immature plants, seeds, and other agricultural products used specifically for the propagation of cannabis plants.
Processor	For processor-only trimming, drying, curing, grading, packaging, or labeling of cannabis and nonmanufactured cannabis products.
Large Outdoor	For outdoor cultivation that uses no artificial lighting for more than 1 acre of total canopy.
Large Indoor	For indoor cultivation that exclusively uses artificial lighting for more than 22,000 square feet of total canopy.
Large Mixed-Light	For mixed-light cultivation using a for more than 22,000 square feet of total canopy.
<i>Noncultivation</i>	
Distributor	For the transport and storage of cannabis or cannabis product between license holders. This includes arrangement of testing of cannabis.
Distributor-Transport Only	For the transportation of cannabis or cannabis products between license holders.
Non-Storefront Retailer (Delivery)	For the retailer who sells cannabis or cannabis products from licensed premises that are not open to the public and who conducts sales exclusively for delivery.
Retailer (Storefront Sales)	For the retailer who sells cannabis or cannabis products to consumers from licensed premises that may be open to the public; sales may also be conducted for delivery.
Microbusiness	For the microbusiness that may act (in part or whole) as a retailer, distributor, manufacturer (Level 1), and cultivator (less than 10,000 square feet of area) for medicinal and adult use; the microbusiness must engage in at least three of the above commercial cannabis activities.
Event Organizer	For person hosting the cannabis event.
Temporary Cannabis Event	For the cannabis event itself.
Testing Laboratory	For a laboratory, facility, or entity that offers or performs tests of cannabis or cannabis products.
Manufacturing	For a facility that creates cannabis products that may include use of volatile or non-volatile solvents, packaging, and labeling of cannabis products.
Combined Uses	Combined activities license as a state license that authorizes two or more commercial cannabis activities at the same premises, with the exception of laboratory testing.

Source: Compiled by Ascent 2024.

Table 1.3 Required Project Approvals

Project Approval	Approving Authority
Certification of the PEIR	County Board of Supervisors
Approval of the Zoning Ordinance Amendment including addition of Sections 6129 and 6995	County Board of Supervisors
Approval of the Regulatory Code Amendment	County Board of Supervisors
Adoption of the Socially Equitable Cannabis Program	County Board of Supervisors

Source: Compiled by Ascent 2024.

Table 1.4 Alternative Development Assumptions

Feature	Alternatives¹ 2, 3, and 5	Alternative¹ 4
<i>Cultivation Uses</i>		
<i>Outdoor Cultivation</i>		
Total number of cannabis cultivation sites/licenses	280	N/A
Total cultivation canopy (acres) ²	130	N/A
Total land area for assumed activity footprint (acres) ³	472	N/A
Total building area (square footage) ⁴	1,772,120	N/A
Assumed number of harvests in a year ⁵	1	N/A
<i>Mixed-Light Cultivation</i>		
Total number of cannabis cultivation sites/licenses	66	101
Total cultivation canopy (acres) ²	46	70
Total land area for assumed activity footprint (acres) ³	293	445
Total building area (square footage) ⁴	668,184	1,022,524
Assumed number of harvests in a year ⁵	3	3
<i>Indoor Cultivation</i>		
Total number of cannabis cultivation sites/licenses	26	111
Total cultivation canopy (acres) ²	4	17
Total land area for assumed activity footprint (acres) ³	8	34
Total building area (square footage) ⁴	240,000	980,000
Assumed number of harvests in a year ⁵	NA	NA
<i>Cultivation Totals</i>		
Total number of cultivation sites/licenses	372	212
Total cultivation canopy (acres)	180	87
Total land area for assumed activity footprint (acres)	773	479
Total building area (square footage)	2,680,304	2,002,524
Total number of employees ⁶	1,868	2,176

Feature	Alternatives¹ 2, 3, and 5	Alternative¹ 4
<i>Noncultivation Uses</i>		
<i>Nurseries</i>		
Total number of nurseries	12	12
Total building area (square footage) ⁷	1,680,000	1,680,000
Total land area for assumed activity footprint for nursery operation (acres) ⁷	180	180
Total number of employees ⁷	144	144
<i>Processing</i>		
Total number of processing facilities	5	5
Total building area (square footage) ⁸	32,500	32,500
Total land area for assumed activity footprint for processing facilities (acres) ⁸	2.5	2.5
Number of employees ⁸	13	13
<i>Manufacturing</i>		
Total number of manufacturing facilities	25	25
Building area (square footage) ⁹	67,500	67,500
Total land area for assumed activity footprint for manufacturing facilities (acres) ⁹	12.5	12.5
Number of employees ⁹	250	250
<i>Testing</i>		
Total number of testing facilities	2	2
Building area (square footage) ¹⁰	5,600	5,600
Total land area for assumed activity footprint for testing facilities (acres) ¹⁰	1	1
Number of employees ¹⁰	12	12
<i>Distribution</i>		
Number of distribution facilities	48	48
Building area (square footage) ¹¹	72,000	72,000
Total land area for assumed activity footprint for distribution facilities (acres) ¹¹	24	24
Number of employees ¹¹	96	96
<i>Retail</i>		
Number of retail facilities	62 (25 storefront and 37 non-storefront)	62 (25 storefront and 37 non-storefront)
Building area (square footage) ¹²	148,800	148,800
Total land area for assumed activity footprint for retail facilities (acres) ¹²	31	31
Number of employees ¹²	992	992

Feature	Alternatives¹ 2, 3, and 5	Alternative¹ 4
<i>Microbusiness</i>		
Number of microbusinesses	16	16
Building area (square footage) ¹³	24,000	24,000
Total land area for assumed activity footprint for microbusinesses (acres) ¹³	8	8
Number of employees ¹³	256	256
<i>Noncultivation Totals</i>		
<i>Total number of sites</i>	<i>170</i>	<i>170</i>
<i>Total land area for assumed activity footprint (acres)</i>	<i>259</i>	<i>259</i>
<i>Total building area (square footage)</i>	<i>2,030,400</i>	<i>2,030,400</i>
<i>Total number of employees</i>	<i>1,763</i>	<i>1,763</i>
<i>Grand Totals</i>		
<i>Combined total number of sites</i>	<i>542</i>	<i>382</i>
<i>Combined total land area for assumed activity footprint (acres)</i>	<i>1,032</i>	<i>738</i>
<i>Combined total building area (square footage)</i>	<i>4,710,704</i>	<i>4,032,924</i>
<i>Combined total employees</i>	<i>3,631</i>	<i>3,939</i>

Notes: Alternative 1 is not included as no new cannabis uses would be developed under this alternative, although the existing 5 cannabis facilities would be allowed to expand their existing operations to up to 10,000 square feet of building area.

These cannabis use assumptions are based on DCC license data as of April 26, 2024. The number of cannabis uses is based on percent of each cannabis use type from the total 9,459 DCC licenses: cultivation (51.2 percent), distribution (13.3 percent), microbusinesses (4.3 percent), nursery (3.2 percent), retail (17.7 percent), testing (0.3 percent), and manufacturing (7.8 percent), and processing (1.5 percent) (DCC 2024). The totals above do not assume the combination of cannabis uses on a single site or buildings that could provide efficiencies in space use.

While there are estimates for noncultivation building square footage and land area, it is anticipated that the majority of the uses would locate into existing industrial and retail buildings in the unincorporated area. It was estimated that in March 2024 there was a 5 percent vacancy rate of available industrial building space (approximately 8,035,000 square feet) and 5.2 percent vacancy rate of available retail space (approximately 4,100,000 square feet) in San Diego County (Cushman & Wakefield 2024).

¹ Cited values are rounded. Alternative 4 would allow mixed-light and indoor cannabis cultivation only when contained within a building. Estimates are based on annual consumption of cannabis by adults over 21 of 0.044 pounds and a 2044 estimated population of 2,697,541 adult residents in San Diego County (79 percent of total 2044 population and approximately 118,691.80 pounds per year of cannabis demand (California Department of Finance 2024). This estimate of cannabis consumption of regular users (21 grams per month) and casual users (3.5 grams per month) was identified in the Economic Impact Analysis of CalCannabis Cultivation Licensing Program Regulations Standardized Regulatory Impact Assessment (ERA Economics 2017) and updated with the 2021 cannabis use estimates from the National Survey on Drug Use and Health administered by the US Substance Abuse and Mental Health Services Administration (Substance Abuse and Mental Health Services Administration 2022). This combined data estimated that total annual cannabis consumption in California is approximately 2.7 million pounds or approximately 0.089 pounds per adult. For purposes of this analysis, it was assumed that 50 percent of this cannabis demand was sourced from unlicensed cannabis product, resulting in the estimate of 0.044 pounds per adult from the regulated cannabis regulated market. This estimate of cannabis demand was doubled to factor potential future growth of the commercial cannabis market. Total cannabis cultivation assumed to be generated from 54.6 percent outdoor cultivation, 32.9 percent mixed-light cultivation, and 12.5 percent indoor cultivation (DCC 2024). Cannabis cultivation methods generate varied production totals on a per acre basis: outdoor cannabis production is assumed at 1,000 pounds per acre, mixed-light cannabis production is assumed at 1,700 pounds per acre, and indoor-light cannabis production is assumed at 7,000 pounds per acre (Wilson et al. 2019).

² The "cultivation canopy" is the footprint of the cannabis plant area calculated in square feet and measured using physical boundaries of all area(s) that will contain mature plants at any point in time.

- ³ The “land area for assumed activity footprint” is the land area that consists of cannabis cultivation and noncultivation supporting uses. This includes caretaker housing, storage buildings, on-site nurseries, agricultural shade or crop structures, water tanks, ponds, parking, cannabis operation buildings, and other associated improvements. The following factors were used: 1 acre of outdoor cannabis canopy—3.63 acres for support activities; 1 acre of mixed-light cannabis canopy—6.36 acres for supporting activities, and 1 acre of indoor cannabis cultivation—2 acres for support activities. These factors are based on satellite review of DCC-licensed cannabis cultivation sites in Mendocino County (DCC 2023: Table 3-1).
- ⁴ Building square footage for outdoor cultivation was assumed to average 6,329 square feet per site (Trinity County 2020: Table 2-3). Mixed-light cultivation building square footage was assumed to average 10,124 per site (Trinity County 2020: Table 2-3). Indoor cultivation building square footage was assumed to average 20,000 square feet per site to accommodate an average of 15,000 square feet of cannabis canopy.
- ⁵ Outdoor cannabis harvests are assumed to occur once a year. Mixed-light cannabis harvests are assumed to occur 3 times a year. Indoor cannabis is assumed to be harvested continuously during the year based on the EIR consultant’s review of existing indoor operations.
- ⁶ Cultivation employment factors are 8.5 employees per acre of outdoor and mixed-light cultivation and 93 employees per acre of indoor cultivation (Trinity County 2020).
- ⁷ Nursery assumptions are based on information collected on the operations of cannabis nurseries and application information collected by Yolo County. Building square footage is assumed at 140,000 square feet per site, 15 acres of activity footprint area, and 12 employees per site (Yolo County 2019: Table 2-4).
- ⁸ Stand-alone (not located on-site with cultivation) processing use assumptions consist of 6,500 square feet of buildings per site, 0.5 acres of activity footprint area, and 2.5 employees per site (Yolo County 2019: Table 2-3).
- ⁹ It is assumed that each manufacturing operation would be contained within a 2,700-square-foot building with 0.50 acres of activity footprint area and have 10 employees each. These assumptions are based on review of applications and staff reports for manufacturing operations in Humboldt County and the City of Needles (Yolo County 2019: Table 2-3).
- ¹⁰ The testing facilities were assumed to be contained within a 2,800-square-foot building with 0.50 acres of activity footprint area and have 6 employees per site (Yolo County 2019: Table 2-3).
- ¹¹ Stand-alone (not located on-site with cultivation) distribution use assumptions consist of 1,500 square feet of buildings per site, 0.5 acres of activity footprint area, and 2 employees per site (Trinity County 2020: Table 2-3; Santa Barbara County 2017:3.14-12).
- ¹² It is assumed that each retail site (storefront and non-storefront) would be contained within a 2,400-square-foot building with 0.50 acres of activity footprint area and have 16 employees each. (Yolo County 2019: Table 2-3).
- ¹³ It is assumed that each microbusiness would be contained within a 1,500-square-foot building with 0.50 acres of activity footprint area and have 16 employees each similar to retail uses. (Yolo County 2019: Table 2-3).

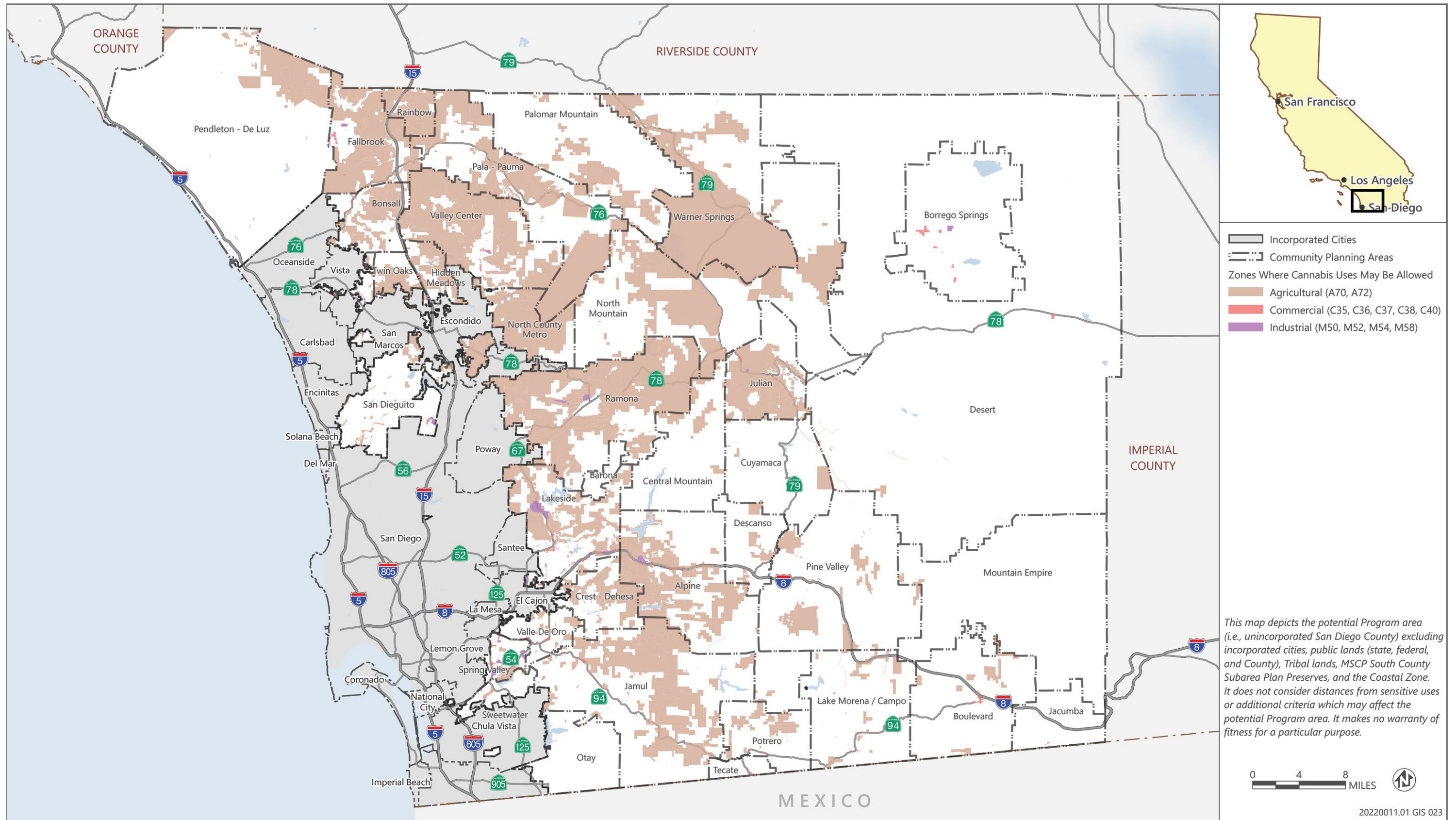
Source: Prepared by Ascent in 2024.

Table 1.5 In-Process Projects That Include General Plan Amendments

Project Name	Community Plan Area	Board District	APN(s)	Project Details
Ivanhoe Ranch	Valle de Oro	2	518-030-41, -43, -44, -45	Residential DUs: 120
Warner Springs Ranch Resort	North Mountain	5	137-092-30	Residential DUs: 685
Peppertree Park SPA (Unit 2)	Fallbrook	5	104-350-15	TBD
Passerelle–Campus Park	Fallbrook	5	108-120-61	Conversion of 157,000 sf of office professional to 138 detached condo units in the Campus Park Specific Plan
Abdali Gas Station	Bonsall	5	126-260-21	GPA/rezone/site plan of excess Caltrans ROW for the construction of a gas station
Labrador Lane	Lakeside	2	396-101-01, -02, 396-080-92	Land use change (Dus)
Rancho Librado	San Dieguito	3	268-180-01, -39, -50, -51	56 units (54 age-restricted condos and 2 guest quarters)
Castle Creek	Valley Center	5	POR 172-250-04, POR 172-040-67	63 age-restricted condos
Harmony Grove Village South	San Dieguito	5	235-011-06, 238-021-08, -09, -10	Residential DUs: 453 Commercial sf: 5,000
Valley Center Community Plan Update	Valley Center	5	NA	TBD
Twin Oaks Community Plan Update	North County Metro	5	NA	TBD
Alpine Special Study Area	Alpine	2	NA	TBD
Alpine Community Plan	Alpine	2	NA	Land use change (DUs)
Local Coastal Program Update	NA	1, 3, 5	NA	TBD
Airport Land Use Compatibility Plan	NA	NA	NA	TBD
Lilac Hills Ranch	Valley Center and Bonsall	5	NA	Land use change (DUs)
Otay Ranch Village 14	NA	1	597-020-10, 597-140-04, 05, 06 & 07, 597-130-13, 598-010-01, 02 & 08, 598-011-01, 598-021-01 & 02, 598-020-04 & 06, 598-070-01, 07, & 09	Land use change
Campus Park–Passerelle	Fallbrook	1	NA	Land use change
Pine Crest Avenue	North County Metro	3	NA	Land use change
Casa De Oro Specific Plan	Valle de Oro	2	NA	Land use change (DUs)
Ivanhoe Ranch	Valle De Oro	2	NA	Land use change (DUs)

Notes: sf = square feet; DU = dwelling unit; NA = not available; TBD = to be determined; GPA = general plan amendment; Caltrans = California Department of Transportation; ROW = right-of-way.

Source: County of San Diego 2024: Table 4-1 and updated information from the County.



Sources: Data downloaded from SanGIS in 2021 and San Diego County in 2023; adapted by Ascent in 2024.

Figure 1.2 **Unincorporated Areas Where Commercial Cannabis Would Be Allowed**