4.15 THEORETICAL BUILDOUT

The theoretical buildout scenario is included in the EIR to provide the reader with the ability to understand the scenario of full, but theoretical development of the Draft General Plan to its maximum permissible density and intensity. This scenario is not 2030 development under the Draft General Plan, but rather a theoretical, worst-case scenario addressing the entire planning area. The theoretical buildout scenario demonstrates residential and non-residential development levels that could theoretically be achieved by the Draft General Plan assuming that all land in the planning area were built out to the maximum density specified in the Draft General Plan.

Unlike a forecast, the theoretical buildout scenario does not have a time horizon, such as 2030, nor does it include transportation, demographic, existing land use, or economic assumptions typically used by a forecasted model to provide more realistic land use planning data. Full theoretical buildout of the land use designations proposed in the Draft General Plan is extremely unlikely to occur due to a variety of constraints, including:

- Physical constraints on development, including areas with existing development that are unlikely to be replaced with new development at maximum possible density, and the large areas of the county which have steep slopes.
- Water supply constraints, including parcel size minimums where no public water supply is available, the amount of available water rights, limitations on treatment and conveyance infrastructure, and unpredictable groundwater availability on many parcels.
- Economic conditions and market demand, including the very low likelihood for a great increase in population growth compared to historic growth rates.
- Property owners deciding not to develop their property based any one of a number of factors, including lack of demand for dwellings or non-residential buildings or financial feasibility.

Although highly unlikely, this program EIR includes an analysis of this theoretical buildout scenario to provide full disclosure of General Plan land use category capacity for residential units and non-residential building square feet to generate the buildout estimates presented in Table 4.15-1.

The theoretical buildout scenario assumes for residential development that existing land uses, located on planned, designated residential land, would redevelop or infill to the maximum point of their residential density range. For non-residential (commercial and industrial) uses, the analysis assumes that all existing land uses, located on designated non-residential land, would redevelop or infill at the maximum allowed FAR. Theoretical buildout assumes that existing development which is not at the maximum permitted density or intensity would be replaced or filled in with new development to reach the full development potential of all land in the planning area, pursuant to the maximum density and/or intensity specified in the Land Use Element of the Draft General Plan.

Such development would represent a substantial change in the level of residential and non-residential development described as the baseline. Under the theoretical buildout scenario, when compared to existing conditions, there would be a 289% increase in total housing units, a 2,670% increase in non-residential (commercial, industrial and public) building square feet, and a 292% increase in population. Although the theoretical buildout scenario does not correlate to a time horizon, it would represent substantially more development than the Draft General Plan in 2030. When comparing the two scenarios, there could be a 240% increase in housing units, a 914% increase in non-residential building square feet, and a 244% increase in population within the planning area.

Given the generalized, highly theoretical nature of this buildout analysis, the analysis does not account for variations due to the implementation of additional regulations or site-specific conditions that could affect attainment of density. For example, lot size restrictions that are applied in the absence of a public source of water,
### Table 4.15-1

<table>
<thead>
<tr>
<th></th>
<th>Existing</th>
<th>Draft General Plan (2030)</th>
<th>Change from Existing Conditions</th>
<th>Theoretical Buildout</th>
<th>Change from Existing Conditions</th>
<th>Change from Draft General Plan (2030)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2009</td>
<td>2030</td>
<td>Numeric</td>
<td>Percent</td>
<td>Numeric</td>
<td>Percent</td>
</tr>
<tr>
<td>Dwelling Units</td>
<td>11,679</td>
<td>13,364</td>
<td>1,685</td>
<td>14%</td>
<td>45,384</td>
<td>289%</td>
</tr>
<tr>
<td>Non-Residential</td>
<td>2,281</td>
<td>6,185</td>
<td>3,903</td>
<td>171%</td>
<td>62,700</td>
<td>2,670%</td>
</tr>
<tr>
<td>Square Feet (1,000s)</td>
<td></td>
<td></td>
<td>3,118</td>
<td>14%</td>
<td>86,752</td>
<td>292%</td>
</tr>
<tr>
<td>Population</td>
<td>22,123</td>
<td>25,241</td>
<td>3,118</td>
<td>14%</td>
<td>86,752</td>
<td>292%</td>
</tr>
</tbody>
</table>

Notes:
The theoretical buildout scenario was prepared solely for the purposes of the General Plan Environmental Impact Report and should not be used for any other long range planning purpose.

Buildout scenario refers to the theoretical maximum buildout of all lands within the planning area in accordance with assigned land use designations.

Theoretical buildout scenario assumes full development of all residentially designated land and mixed-use designated land in the planning area at the maximum allowable General Plan density (units per acre).

Theoretical buildout scenario for non-residential square feet assumes the full utilization of the allowable floor area ratio (FAR) for land that is designated for retail, office, and industrial uses within the Draft General Plan.

Although theoretically possible based only on the allowable maximum density or floor area ratio, there could be constraints in place that would limit or reduce the feasibility of additional residential units or non-residential square footage, including physical constraints, regulatory constraints, or market conditions.

fire access requirements, slope and other land suitability characteristics, and implementation of environmental regulations may make attainment of maximum densities and/or intensities infeasible, and site-specific easements may restrict development of certain properties. The analysis does not account for density bonus regulations that could allow additional units beyond those identified by maximum densities. The analysis assumes that existing housing units and parcels would be split and developed at smaller lot sizes and higher densities, especially in Agricultural-Transition (AT) and Rural Residential (RR) areas. The theoretical buildout scenario also assumes the full utilization of allowable floor area ratio for land that is designated for retail, office, and industrial uses. It does not address the ability decision-makers have to approve, deny, or modify discretionary projects based on numerous site-specific factors.

The below analysis discusses how impacts associated with implementation of the Draft General Plan might change under a theoretical buildout scenario. Whereas Draft General Plan impacts in 2030 can be considered reasonably foreseeable, any impacts of the theoretical buildout scenario would be speculative, for the reasons presented above.

#### 4.15.1 Aesthetics

The implementation of the Draft General Plan would result in significant impacts to state scenic highways, but this impact would be reduced to a less-than-significant level after mitigation. Impacts related to alteration of scenic vistas and visual resources and degradation of visual character would be significant and unavoidable, and increased light and glare and skyglow effects, although reduced after mitigation, would remain significant and unavoidable.
Under the theoretical buildout scenario, substantially more development would occur within the planning area compared to the Draft General Plan, including substantial changes that would affect the visual character of areas throughout the County. This additional development would also create additional new sources of light and glare, and further alter views. These impacts would be significant and unavoidable under the theoretical buildout scenario. As with the implementation of the Draft General Plan, the theoretical buildout would result in a significant impact to state scenic highways, but this impact would be reduced to a less-than-significant level after mitigation.

### 4.15.2 Agricultural and Forest Resources

Impacts related to conflicts with existing Williamson Act contracts and conflicts with forestland and timberland zoning from implementation of the Draft General Plan are less than significant. Under the Draft General Plan, impacts related to conversion of Farmland to non-agricultural use, conflicts with neighboring agricultural use, and conversion of forestland to non-forest use would remain significant and unavoidable after mitigation.

Under the theoretical buildout scenario, the same potential effects on Farmland and forestland would occur. Because substantially increased non-agricultural/non-forest development would occur, conflicts with adjacent Farmland or forestland could result in in conversion of more Farmland or forestland than for the Draft General Plan. As with the expected implementation of the Draft General Plan, these impacts on agricultural and forest resources under the theoretical buildout scenario would be significant and unavoidable. As with the implementation of the Draft General Plan, the theoretical buildout would not conflict with forestland and timberland zoning or existing Williamson Act contracts; therefore, impacts would remain less than significant.

### 4.15.3 Air Quality

The Draft General Plan would result in less-than-significant impacts related to carbon monoxides (CO) emissions. Impacts related to emission of dust containing naturally occurring asbestos (NOA) and exposure of sensitive receptors to odors would be reduced to less-than-significant after mitigation. Impacts from implementation of the Draft General Plan related to construction- and operational- emissions of criteria air pollutants, and exposure to sensitive receptors to toxic air contaminants (TACs) would remain significant and unavoidable after mitigation.

Under the theoretical buildout scenario, substantially more residential units and non-residential square feet would be built than under the Draft General Plan through 2030. This would result in additional air pollutant and precursor emissions that would contribute to significant and unavoidable air quality impacts.

### 4.15.4 Biological Resources

Implementation of the Draft General Plan would result in significant and unavoidable impacts to special-status species, both in terms of habitat loss and reduction in the number or restricting the range of endangered and threatened species. Impacts on riparian habitat, Ione chaparral, and oak woodlands would be significant, but impacts to riparian habitat and oak woodland would be reduced to a less than significant level after mitigation. After mitigation, impacts to Ione chaparral would remain significant and unavoidable. Adverse effects on wetlands resulting from implementation of the Plan would be reduced from a significant to a less-than-significant level after mitigation.

Under the theoretical buildout scenario, a substantially larger development footprint would occur, which would result in similar effects to biological resources. After mitigation, impacts to special-status species and Ione chaparral would remain significant and unavoidable. Significant impacts to riparian habitat, oak woodland and adverse effects to wetlands would be reduced to less than significant after mitigation.
4.15.5  CULTURAL RESOURCES

Implementation of the Draft General Plan would result in significant impacts related to known-, or potentially significant to unknown-, historic and cultural resources and the potential discovery of human remains, but reduced to a less-than-significant level after mitigation.

The theoretical buildout scenario would result in a substantially larger development footprint and similar to the implementation of the Draft General Plan, would result in significant cultural resource impacts. However, as with the Plan, these impacts would be reduced to less than significant after implementation of the same mitigation measures as those for the Draft General Plan.

4.15.6  GEOLOGY/SOILS

Implementation of the Draft General Plan would result in less than significant impacts related to seismic ground shaking and ground failure, exposure to landslides or avalanche, unstable and expansive soils and soil suitability for septic systems, and seiche. Impacts related to soil erosion, and mineral and paleontological resources would be significant, but reduced to a less-than-significant level after mitigation.

Under the theoretical buildout scenario, a larger development footprint would be affected by the potential for seismic ground shaking and ground failure, exposure to landslides and avalanche, unstable soils and expansive soils, soils unsuit for septic systems, or seiche, but the same regulations would be implemented as for the Draft General Plan, resulting in a less-than-significant impact. A larger development footprint would also be affected by soil erosion, but the same mitigation measures would reduce the otherwise significant impact to a less-than-significant level. Similarly, mineral and paleontological resource impacts would be significant, but reduced to a less-than-significant level after implementation of the same mitigation measures as those for the Draft General Plan.

4.15.7  GREENHOUSE GAS EMISSIONS

Development associated with the implementation of the Draft General Plan would occur over a large area causing both construction and operational GHG emission impacts which, after mitigation, would remain significant and unavoidable. Because development would exceed the threshold of significance for GHG emissions, development under the Draft General Plan would also result in significant and unavoidable impacts related to conflicts with a GHG reduction plan, policy, or regulation (e.g. AB 32), after mitigation.

Under a theoretical buildout scenario, there would be substantially more development causing increased construction and operational emissions; thus, similar to the Draft General Plan, impacts related to GHG emissions would be greater and result in significant and unavoidable impacts after mitigation. Correspondingly, the theoretical buildout scenario, like development under the Draft General Plan, would result in significant and unavoidable impacts related to conflicts with a GHG reduction plan, policy, or regulation (e.g., AB 32) after mitigation.

4.15.8  HAZARDS AND HAZARDOUS MATERIALS

Implementation of the Draft General Plan would result in a significant and unavoidable impact related to wildland fire hazard. Impacts related to interference with an adopted emergency response plan, potential exposure to physical and/or chemical hazards related to mines, and potential constraints due to listing on the Cortese List would be reduced to a less-than-significant level after mitigation. Implementation of the Plan would have a less than significant impact related to proximity to airports and hazardous materials including routine transport, use, or disposal of hazardous materials.
Under the theoretical buildout scenario, impacts related to wildland fire hazard would be increased due to the increased development within high fire hazard areas. Other impacts that would increase are related potential exposure to physical and/or chemical hazards related to mines, interference with an adopted emergency response plan, and development on Cortese-listed sites. The same Draft General Plan programs, regulations and mitigation measures would be implemented, reducing those impacts to a less-than-significant level. As with the implementation of the Draft General Plan, hazards related to proximity to airports would be less than significant, and federal, state, and local regulations would result in less-than-significant impacts. Wildland fire hazard would remain significant and unavoidable, but affecting a substantially higher numbers of people and structures than would be affected under the Draft General Plan.

4.15.9 HYDROLOGY AND WATER QUALITY

The Draft General Plan would result in significant and unavoidable impacts related to groundwater recharge or substantial depletion of groundwater supplies. Impacts related to violation of water quality standards, erosion and sedimentation, construction-related water quality impacts, and flood hazards would be reduced to a less-than-significant level after mitigation. Impacts related to dam failure would be less-than-significant. The theoretical buildout scenario would include substantially more development with associated infrastructure involving land coverage and disturbance. In addition to greater impacts related to groundwater recharge and supplies than would occur under the Draft General Plan, the theoretical buildout scenario would potentially result in greater water quality impacts, including violation of water quality standards, erosion and sedimentation, and construction-related impacts. As with the Draft General Plan, implementation of existing regulations and mitigation measures would reduce these impacts to less than significant. However, the increased development footprint would potentially increase flood hazards through increases in flows from impermeable coverage, exposing additional people and structures to flood hazards and representing a new significant and unavoidable impact that would not occur under the expected implementation of the Draft General Plan.

4.15.10 LAND USE AND PLANNING

The Draft General Plan would have less-than-significant impacts related to division of an existing community and conflict with other plans. The theoretical buildout scenario assumes that existing housing and structures, which are at a lower density or intensity than would be permitted under the Draft General Plan, would be replaced with new development at the maximum intensity permitted, disrupting and potentially dividing existing communities. This would be a new significant and unavoidable impact. Other land use and planning impacts would be less than significant.

4.15.11 NOISE

The Draft General Plan would have significant and unavoidable impacts after mitigation related to short-term construction noise and increase in ambient traffic noise, and exposing noise sensitive receptors to traffic, railroad, and stationary source noise in excess of noise levels and standards. The Draft General Plan would have less-than-significant impacts after mitigation related to airport-source noise levels and short-term construction groundborne noise and vibration.

Similar to the Draft General Plan, the theoretical buildout scenario would result in significant and unavoidable impacts related to traffic, railroad, and construction noise, and noise from stationary sources. However, substantially more new residential units and commercial and industrial uses would be constructed under the theoretical buildout scenario, and ambient construction-induced noise impacts would be greater than for the expected buildout under the Draft General Plan. Impacts associated with traffic on roadways in the planning area would also increase because of the greater generation of new vehicle trips through the planning area with additional development anticipated under the theoretical buildout scenario. Similar to the implementation of
policies and programs of the Draft General Plan, along with mitigation measures, impacts related to airport noise and construction groundbourne noise and vibration would be reduced to less-than-significant under the theoretical buildout.

### 4.15.12 Population, Employment, and Housing

The Draft General Plan would have significant and unavoidable impacts that result in a permanent increase in population growth over existing population. However, the increase in population would not directly result in the removal or displacement of existing housing or residents. The impacts related to removal or displacement of existing people or housing from implementation of the Draft General Plan would be less than significant.

The theoretical buildout scenario assumes that existing housing and structures which are at a lower density or intensity than would be permitted under the Draft General Plan, would be replaced with new development at the maximum intensity permitted. The resulting displacement of people or housing would be a new significant impact. The theoretical buildout scenario would result in a substantially larger permanent increase in population growth than the expected implementation of the Draft General Plan. As with the Draft General Plan, this would be a significant and unavoidable impact.

### 4.15.13 Public Services and Utilities

The Draft General Plan would have significant and unavoidable impacts related to increased demand for water supply, conveyance, and treatment; and demand for wastewater collection, treatment, and disposal facilities. Impacts related to fire and law enforcement services and stormwater drainage facilities would be significant, but less than significant after mitigation. Generation of solid waste, demand for school facilities, and park impacts would be less than significant.

Similar to the Draft General Plan, the theoretical buildout mitigation measures would identify service standards and require fees be paid to support continued public service provision. Therefore, the same mechanism that would result in less-than-significant public services impacts under the Draft General Plan would result in less-than-significant public services impacts for the theoretical buildout scenario. Water supply, conveyance, and treatment, and demand for wastewater collection, treatment, and disposal facilities under the theoretical buildout scenario would also be significant and unavoidable; however, substantially greater under the theoretical buildout scenario than under the Draft General Plan because of increased development. Similar to the Draft General Plan, impacts related to fire and law enforcement services and stormwater drainage would be reduced to less than significant after mitigation under the theoretical buildout scenario.

### 4.15.14 Traffic and Transportation

The Draft General Plan would result in significant and unavoidable level of services (LOS) impacts on state highway facilities and local roadways. Other transportation impacts, including air traffic patterns, design hazards, and non-motorized transportation and transit would be less than significant.

Under the theoretical buildout scenario, substantially more residences and non-residential uses would be constructed, and more significant LOS impacts would likely occur on additional roadway segments. It is likely that some of these additional impacts could be addressed through roadway improvements required as conditions of future projects, or implemented through fee mechanisms. However, this additional roadway capacity, not envisioned as part of the Draft General Plan, and the additional traffic that would be generated by the increased development under the theoretical buildout scenario would also result in significant and unavoidable LOS impacts to both local and Caltrans facilities. As with the Draft General Plan, impacts related to air traffic patterns, design hazards, and non-motorized transportation and transit would be less than significant under the theoretical buildout scenario.