

Alpine AL-3

Staff Recommended Designations

Village Core Mixed Use (VCMU)

10.9 du/ac density

Rural Commercial (RC)

Property Description

Property Owner:

Viejias Band of Kumeyaay Indians; 35 others

Property Size:

249 acres; 48 parcels

Location/Description:

Alpine Community Plan Area;

Near I-8/Willows Road;

Outside County Water Authority boundary

Existing General Plan:

GP: Multiple Rural Use (1 DU/4, 8, 20 ac)

Use Regulation: A70

Lot Size: 8 acres

Minimum Lot Size (Groundwater Ordinance)

5 acres

Travel Time (From Safety Element Table S-1)

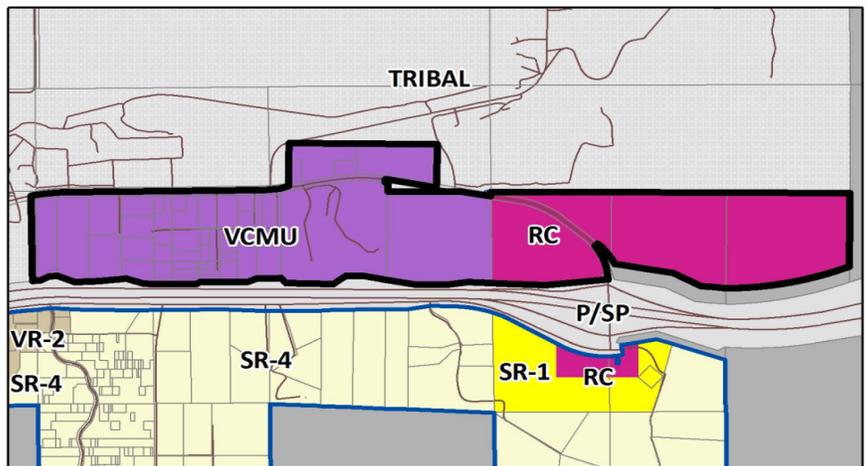
Closest Fire Station — 5 minutes (see Context Section for more information)

Prevalence of Constraints (See page 3):

- – high; ◐ – partially; ○ - none
- ◐ Steep Slope (Greater than 25%)
- Floodplain
- Wetlands
- ◐ Sensitive Habitat
- ◐ Agricultural Lands
- Fire Hazard Severity Zones



Aerial

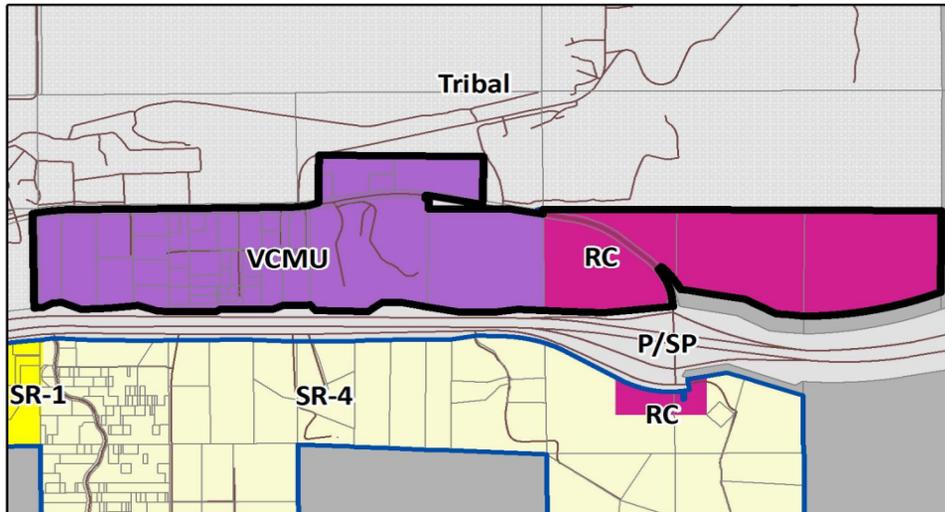


Staff Recommendation Land Use Map

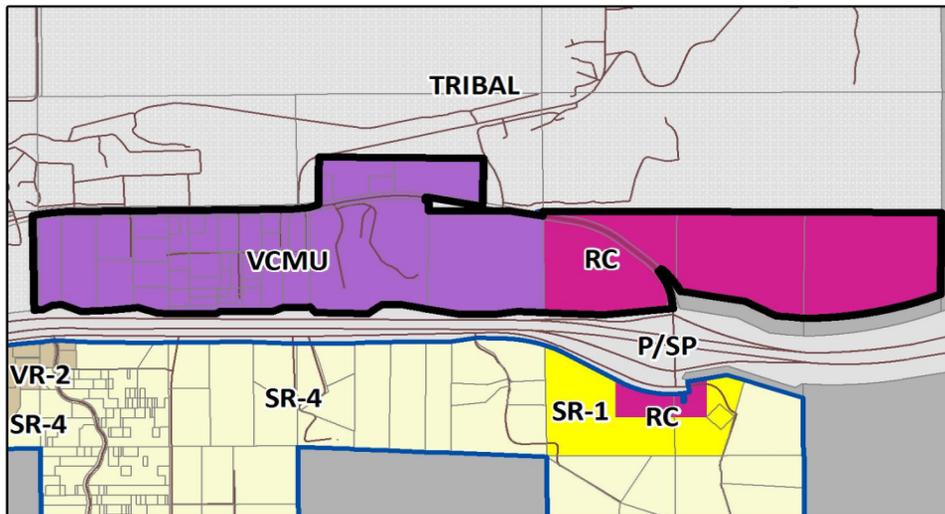
Rationale for Staff Recommendation

- Consistent with the Community Development Model when applied in the linear configuration of the Alpine Village. The GPA would extend the Alpine linear village core by applying the Village Core Mixed Use designation on lands along and north of Interstate 8. The current Village has a broad range of commercial and civic uses and this proposed extension of the Village core designation would allow for continued development of this range of commercial and civic uses. In addition, the commercial and civic uses can be supported by a dense network of local roads, bicycle lanes, and walkways that would link neighborhoods with existing parks, schools and public areas in the existing Village core area to the west.
- This area has excellent direct access to Interstate 8 and easy accessibility to Alpine Village
- Higher density development makes the expansion of imported water and sanitary sewer services more feasible (see Atkins study).
- Generally strong community consensus; Viejas participated in process and supports plan.
- Only eastern edge abuts Forest lands; area primarily surrounded by Interstate, private and Tribal Lands.
- CPG supported change in road classification to four-lane Boulevard to support more intense patterns of development.

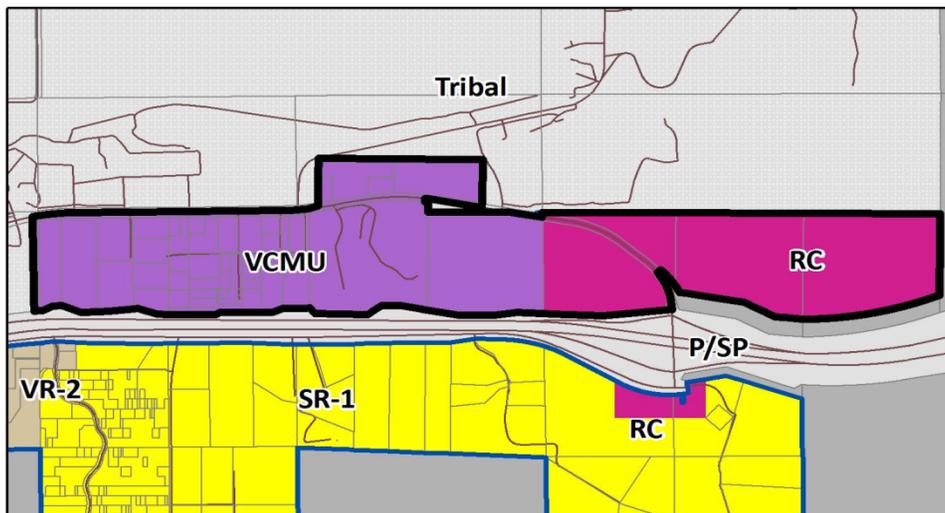
Land Use Maps for Consideration



2012 Initial Draft Map (May 2012): This map, analyzed as the proposed project in the 2012 Supplemental Environmental Impact Report (EIR), developed based on initial input from property owners and the Community Planning Group

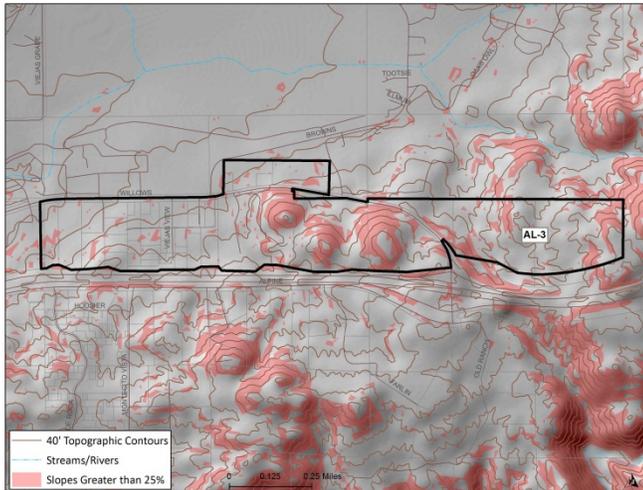


Staff Recommendation Land Use Map (October 2013): Land Use Map developed by staff for consideration by the Planning Commission after considering input provided in EIR public comment letters

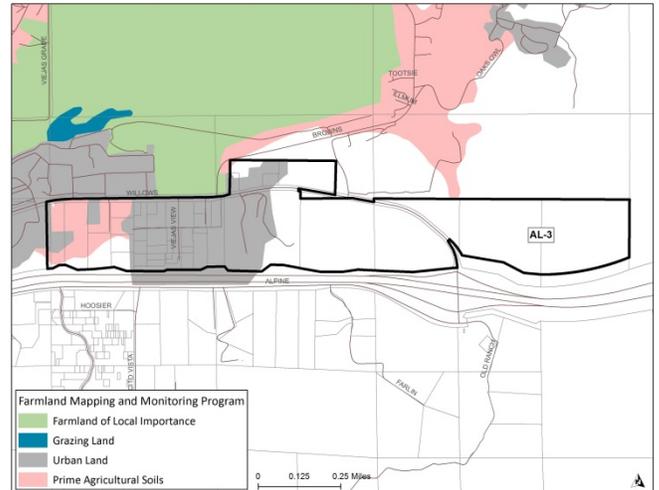


Planning Commission Recommendation Land Use Map (November 2013): Recommendation developed by the Planning Commission based on consideration of public testimony provided during the hearings

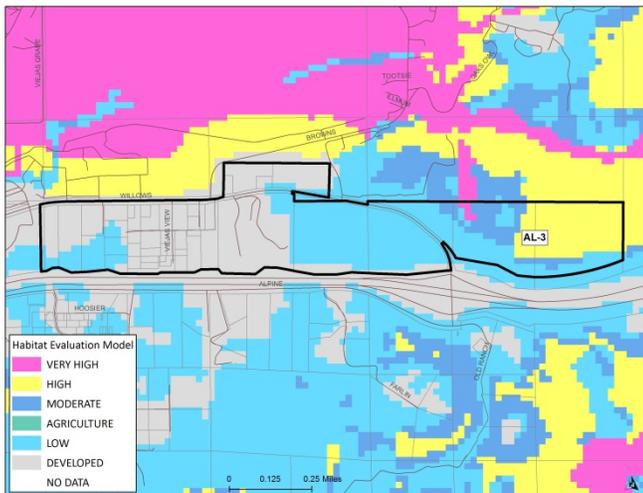
Constraints



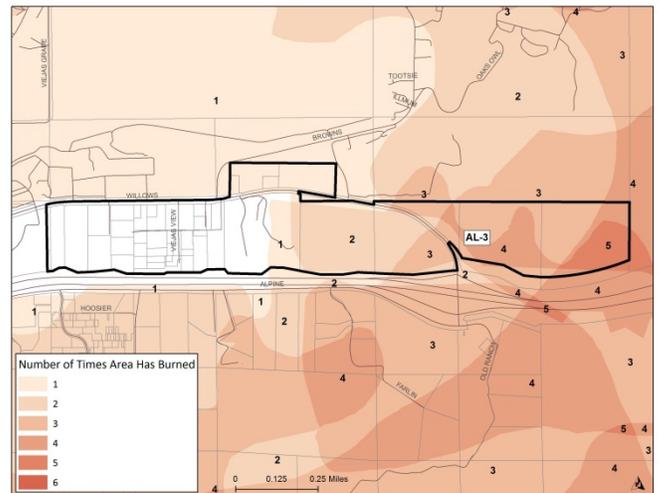
1-Steep Slope (Greater than 25%)



2-Agricultural Lands



3-Habitat Evaluation Model



4-Burn Frequency

Context

Alpine AL-3 is located in the Alpine Community Planning Area near the intersection of East Willows Road and the I-8 freeway. AL-3 contains 48 parcels that range in size from less than one acre to approximately 34 acres which are currently developed with non-tribal rural and semi-rural residential housing. The western portion of this area is adjacent to the Viejas Casino, Resort, and Outlet Center. This AOC has scattered areas of slopes greater than 25% steep slope (refer to Figure-1) and contains 52 acres of prime agricultural land (refer to Figure-2). The eastern portion of AL-3; which is currently undeveloped, is constrained by moderate to high value habitat (refer to Figure-3) and has burned up to five times in the past 90 years (refer to Figure-4). This area is groundwater dependent with a five-acre minimum lot size per the County Groundwater Ordinance. A five-minute travel time from the nearest fire station assumes service would be provided by the Viejas Fire Station.

Comparison of Land Use Map Alternatives

Category		2012 Initial Draft Map (May 2012)	Staff Recommendation (October 2013)	PC Recommendation (November 2013)
Assignment of Designations (in acres)	RC	97	97	97
	VCMU (10.9)	0	152	0
	VCMU (14.5)	0	0	152
	VCMU (20)	152	0	0
Maximum Dwelling Units		1,505	808	1,081
Zoning Use Regulation	C34 (Gen. Commercial-Residential) C36 (General Commercial) C44 (Freeway Commercial)	Same as 2012 Initial Draft Map	Same as 2012 Initial Draft Map	
Zoning Minimum Lot Size (acres)	N/A	N/A	N/A	
Spot Designation/Zone	No	No	No	
Community Consensus for Land Use Map				
Support	Viejas (3/13/13 letter) CPG (04/26/12 minutes) Property owners (see petition)	Same as 2012 Initial Draft Map	Viejas (3/13/13 letter) CPG (02/27/14 minutes)	
Opposed			EHL-general opposition Commissioner Beck (11/15/13) raised concerns about linear expansion, market study, and developing commercial adjacent to habitat and village (see staff response on following page)	

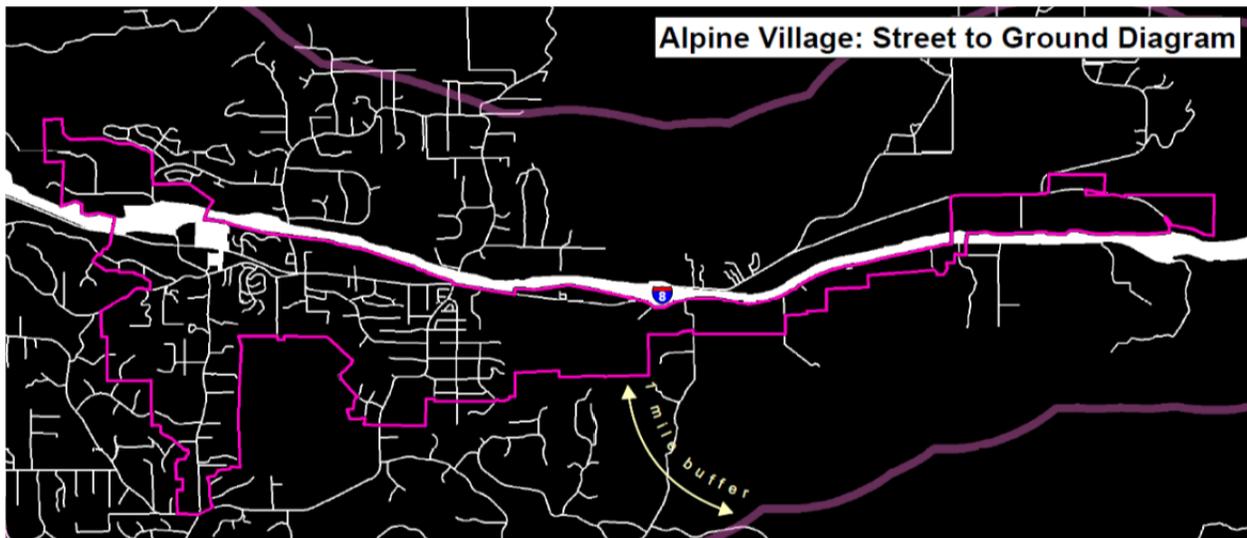
General Plan Conformance (Staff and PC Recommendation Land Use Maps)

The Staff and PC Recommendation Land Use Maps have the same land use designations. The justification for General Plan consistency with Policy LU-1.2, Leapfrog Development, is provided below.

LU-1.2 Leapfrog Development	
Policy requirements	How Village designations are consistent
1.2 (a) Consistency with Community Development Model (CDM).	The proposed expansion of the Alpine Village is consistent with the CDM. The various components of the CDM, as explained in the Land Use Element on page 2-8, are provided below along with the rationale for how this project is consistent.
i. As population growth continues in San Diego County, more compact development should occur within existing and planned communities	The community of Alpine has existed for a number of years. The community has developed over time, in a linear fashion, along the main thoroughfare of Alpine Boulevard. The proposed project continues this linear shaped development by applying higher land use intensities adjacent to the existing high density village uses in order to allow for continued growth in the existing linear-shaped community of Alpine. This expansion of the community along the existing transportation corridor allows continued access to the county's regional transportation network and is ideal for future growth.
ii. Village core where the highest intensities of development are located	The existing Alpine Village reflects a modified version of the CDM because Alpine is a linear village with a village core that extends along Alpine Boulevard. The highest intensities of development are in the village core at transportation nodes along Alpine Boulevard, such as where the Boulevard intersects Tavern Road, Arnold Way, and South Grade Road. The project would extend the village core area along Willows Road. This expansion would continue to locate the highest densities of development in the linear Alpine Village at major transportation nodes, such as where Willows Road meets Alpine Boulevard and Interstate 8.
iii. In unincorporated San Diego County, the ideal model has been modified with semi-rural areas surrounding the central core to reflect the existing pattern of development	Semi-rural densities are proposed to the north and south of the linear village core. These areas would provide support to the linear village core. The project would also extend the semi-rural densities on the south side of the extended village core along the eastern end of Alpine Boulevard ending at eastern Willows Road. This area is south of Interstate 8.
iv. Realization that the ideal CDM is only achievable with a wide ranging and extensive transit network	The ideal CDM would not be achievable in Alpine because there is no existing transit network, nor are existing and planned densities sufficient to support an extensive transit network. The Alpine Village has developed in a linear fashion along a central transportation corridor with the most intensive land uses at transportation nodes.
v. In the County's CDM, the central core is surrounded by areas of lesser intensity	This GPA is consistent where applicable. Semi-rural densities are proposed around the village core on lands within the County's land use jurisdiction. However, portions of the extended village are adjacent to tribal lands that are outside of the County's land use authority.
vi. The "Village" would contain the densest neighborhoods and a broad range of commercial and civic uses that are supported by a dense network of local roads containing bicycle lanes and walkways linking the neighborhoods with parks, schools, and public areas	The GPA would extend the linear village core by applying the Village Core Mixed Use designation on lands along and north of Interstate 8. The current Village has a broad range of commercial and civic uses and this proposed extension of the Village core designation would allow for continued development of this range of commercial and civic uses. In addition, the commercial and civic uses can be supported by a dense network of local roads, bicycle lanes, and walkways that would link neighborhoods with existing parks, schools and public areas in the existing Village core area to the west.

LU-1.2 Leapfrog Development	
Policy requirements	How Village designations are consistent
1.2 (b) Provision of necessary services and facilities	Not applicable. This provision applies to new villages. This project proposes an expansion of an existing village.
1.2 (c) LEED Neighborhood Development certification	Not applicable, see 1.2(b) above

Response to Issues Raised at November 15, 2013 PC Hearing	
Issue	Staff Response
Justification and the validity of the linear village expansion (consistent with the community development model)	<ol style="list-style-type: none"> 1. Village growth is a continuation of existing village patterns along major transportation spines — Alpine Boulevard / Interstate 8 (see figure below) 2. Linear Village – Modified version of CDM 3. Highest existing development intensities are at major intersections of Alpine Boulevard and Tavern Road, Arnold Way, and South Grade Road 4. GPA plans for new development intensities as West Willows and East Willows interchanges with Interstate 8
Impact to other businesses in Alpine (no market study conducted)	<ol style="list-style-type: none"> 1. Proposed land uses also include multi-family residential and are not limited to Commercial 2. Commercial uses would most likely differ from uses in Alpine Village, particularly uses at I-8 off-ramps 3. Chair of the Alpine Chamber of Commerce was included in the stakeholder review committee and involved in the planning process
Appropriateness to develop commercial considering (1) habitat and (2) remoteness from existing village	<ol style="list-style-type: none"> 1. Sensitive habitat is only located in easternmost portion of AOC. Rural Commercial area is under a single ownership and is large enough to site any project to avoid sensitive areas (refer to Figure 3, Habitat Evaluation Model in Constraints section above). 2. Commercial land use designations are proposed at I-8 interchanges and have the potential to serve regional customers, rather than just Alpine residents.



Additional Information



Aerial view showing non-tribal residential development that preceded the tribal gaming facilities

Background

Board Direction

This area of consideration is phase one of a planning study directed by the Board of Supervisors on August 1, 2007 (12). This former FCI area is being evaluated due to the proximity (approximately 1,000 feet) of non-tribal semi-rural residential development to the tribal gaming facilities, and the impacts to those residents from the gaming facilities. The land use designations recommended by the Community Planning Group are the result of a planning process that involved a stakeholder group that included representatives from the community planning group and study area residents, along with a representative from Viejas.

Extension of Services

A study to identify the cost of providing imported water and sanitary sewer services to this area estimated the total cost to be approximately \$58.3 million (approximately \$45,300 per equivalent dwelling unit). This study evaluated densities up to eight dwelling units per acre and determined that the higher range of density would make provision of water and sewer service more economically feasible than lower density ranges. The higher densities make the provision of these services more economically feasible in part because the base fee for annexation to the San Diego County Water Authority (SDCWA) is partially based on a per-acre rate. In addition a Water Supply Assessment (WSA) would need to be prepared to determine the future availability of water supply to serve development of the area. [Refer to Willows Road Area Water and Sewer Feasibility Study, prepared by Atkins, January 27, 2012: <http://www.sdcounty.ca.gov/pds/advance/docs/FCI/WillowsRd-Water-SewerStudy.pdf>]

Executive Summary of study prepared by Atkins (January 27, 2012) to determine costs to provide imported water and sanitary sewer services to the area identified as AL-3. The complete study is provided as Appendix B-3 to Attachment B of the Staff Report.

WILLOWS ROAD WATER & SEWER FEASIBILITY STUDY - EXECUTIVE SUMMARY

JANUARY 27, 2012

The Willows Road Study Area consists of 255 acres, of which 60 acres are owned by private land holders and 195 acres are owned by the Viejas Band of Indians. No portion of the study area is currently included in the Tribe's Reservation Land Trust. The Willows Road Study Area was previously designated as Forest Conservation Initiative (FCI) land, which expired on December 31, 2010. The County plans to review the possibility of a General Plan Amendment for this area potentially converting the existing land use to commercial and / or higher density residential land uses.

The Feasibility Study includes engineering and financial evaluations of the following potential development scenarios:

1. 60 acres of low water use commercial development or single family at 2 units per acre
2. 255 acres of all commercial development
3. 255 acres of all residential use with densities ranging from 4 -8 units per acre
4. 255 acres of a mixed use residential and commercial development

Based on the study findings as summarized below, the County may chose to evaluate other land use scenarios and magnitude of developable area. This initial study is intended to lay the foundation for future refinement of a land use plan.

Water Supply Constraints Analysis

The lack of ready access to a public water supply or ample groundwater supply, in addition to the absence of a sanitary sewer collection and disposal system, will constrain the area from cost effectively developing at various densities and acreages. A new connection to the Padre Dam Municipal Water District (PDMWD) offers the greatest potential to support development in the area but must overcome two major obstacles. First, the study area must annex into the San Diego County Water Authority (SDCWA) and PDMWD, either as a non-contiguous service area or as part of a larger contiguous area extending from the existing PDMWD boundary eastward along the Interstate 8 corridor to the study area. Second, the project would likely need to offset potable water demands to comply with the PDMWD's 2010 Urban Water Management Plan, since their allocation of imported water did not include this area. The local groundwater supply is limited and may only support an extremely low density concept, with extreme water conservation measures. For development of higher land use densities annexation and connection to the PDMWD water supply will be essential.

Due to the water supply constraints listed above, two distinct density concepts emerge as the most economically feasible: a high density concept supplied by imported water and a very low density concept utilizing local groundwater supply.

High Density Residential/Commercial Development

Due to the high costs of a PDMWD connection and associated annexation fees, the most cost effective development scenarios are at the higher densities to better spread infrastructure costs.

The maximum density evaluated as part of this study was a Commercial Floor Area Ratio (FAR) = 3.2 and/or Residential Density = 8 Dwelling Units per Acre (DU/AC), and was determined to be the most economically feasible concept.

Typical combined water and sewer capacity fees to obtain service in San Diego County range from \$10,000 to \$20,000 per EDU. A range of commercial and residential development scenarios were evaluated for 60 acres and 255 acres of development in the study area and combined costs per equivalent dwelling unit (EDU) ranged from approximately \$17,000 to \$53,000 per EDU. The higher density scenarios considered both onsite wastewater disposal and offsite disposal to the San Diego County Sanitation District (SDCSD) Alpine Sewer Service Area, in conjunction with a PDMWD water supply. The relatively high range of capacity fee and capital costs for on-site water and sewer infrastructure reflects the high cost to obtain imported water and disposal of wastewater in an undeveloped area like Willows Road,

Low Density Residential/Commercial Development

Groundwater is inadequate to satisfy normal water demands for a standard low density residential/commercial development. However, if landscape irrigation is eliminated and the non-consumptive use component of the indoor demand is returned to the local groundwater regime, the groundwater allocation may potentially become viable. For the low density concepts (Commercial FAR = 0.8 and/or Residential Density = 2 DU/AC) the most cost effective water supply may be local groundwater augmented with treated effluent from a new local wastewater treatment plant. For the local groundwater supply, a comprehensive groundwater investigation, including test wells, would be needed to ascertain actual quantity and quality of water which could be developed from on-site wells. A possible development scenario may include limited commercial retail development, no hotels or other intensive water uses, with extreme water conservation.

Summary of Costs

- In summary, proposed development cost are included below for a range of development scenarios. The two density concepts with the lowest estimated fee and capital costs are shown in bold in Table ES-1. The high density concept (Commercial FAR = 3.2 and/or Residential Density = 8 DU/AC, or greater) will require a connection and annexation to PDMWD water supply and likely on-site treatment and reuse.
- The low density concept (Commercial FAR = 0.8 and/or Residential Density = 2 DU/AC), may be feasible if a sustainable groundwater supply including recharge from captured rainwater as well as highly treated wastewater can be developed. While this concept is estimated to have lower unit costs, it possesses greater uncertainty because the local groundwater supply yield and storage are unknown.

Table ES-1 Summary of Estimated Cost per EDU

Scenario	Sewer EDUs*	Local Supply & Metro Disposal	Local Supply & Local Disposal	Imported Supply & Metro Disposal	Imported Supply & Local Disposal
60 acres of Commercial (or 2 DU/AC)	125	\$24,800	\$ 25,600	\$44,000	\$52,800
255 acres of Commercial	531	N/A	\$ 16,760	\$30,300	\$32,600
255 acres of Residential (4 DU/AC)	1,020	N/A	N/A	\$42,100	\$22,900
255 acres of Residential (8 DU/AC)	2,040	N/A	N/A	\$31,300	\$18,400
255 acres of Mixed Use	1,286	N/A	N/A	\$45,300	\$24,600

* 1 Sewer EDU = 240 gpd (Sewer) and 480 gpd (Water)