



COUNTY OF SAN DIEGO

PLANNING REPORT

BOARD OF SUPERVISORS

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First District

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DATE: June 25, 2014

XX

TO: Board of Supervisors

SUBJECT: FOREST CONSERVATION INITIATIVE LANDS GENERAL PLAN AMENDMENT (GPA-12-004) (DISTRICTS: 2 AND 5)

Overview

On December 8, 2010 (8), the Board of Supervisors (Board) directed staff to prepare a General Plan Amendment (GPA) for Forest Conservation Initiative (FCI) lands consistent with the appropriate General Plan Update land use designations. San Diego County voters passed the FCI in 1993, establishing 40-acre minimum lot sizes on private lands within the Cleveland National Forest (CNF). The FCI expired at the end of 2010 and FCI lands were not included in the County's 2011 General Plan Update due to timing. As a result, FCI lands have reverted to pre-General Plan Update land use designations. The purpose of this hearing is for the Board to provide direction to staff concerning a General Plan land use map for the former FCI lands and certain associated adjacent parcels totaling approximately 72,000 acres.

The Staff Recommendation Land Use Map (Attachment A) is the result of an extensive planning process conducted for this GPA. It would assign land use designations to former FCI lands and associated adjacent parcels as follows: 84.1% Rural Lands, 12.0% Semi-Rural, 0.3% Village Residential, and 3.5% miscellaneous other designations. Among the other options available for the Board's consideration are an Initial Draft Land Use Map created in 2012 with input from property owners and community planning groups, and a Planning Commission Recommendation Land Use Map, which modifies staff's recommendations in a few areas. The Board may also choose to provide staff direction that is different from any of these three map alternatives.

The Board direction provided at today's hearing will form the basis of a proposed land use map for the GPA. Staff is seeking Board direction to prepare a "final" map alternative to complete the Environmental Impact Report. Following today's hearing, staff will prepare final environmental documents to be considered for GPA approval at a subsequent Board hearing. Applicable zoning changes and revisions to the General Plan Land Use Element, the Mobility Element, and four community and subregional plans will ultimately be included with the GPA; however, these changes are not being considered at today's hearing.

Recommendation(s)
PLANNING COMMISSION

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The Planning Commission modified the Staff Recommendation Land Use Map and requests that the Board of Supervisors:

1. Accept the Staff Recommendation with stated modifications. [The Planning Commission Recommended Land Use Map is provided in Attachment B, on file with the Clerk of the Board.]

DEPARTMENT OF PLANNING & DEVELOPMENT SERVICES

Planning & Development Services recommends that the Board of Supervisors:

1. Provide direction to staff concerning the land use map for FCI lands and certain associated adjacent parcels, based on consideration of the following three land use map alternatives:
 - a. Staff Recommendation Land Use Map (Attachment A, on file with the Clerk of the Board);
 - b. Planning Commission Recommendation Land Use Map (Attachment B on file with the Clerk of the Board); or
 - c. The 2012 Initial Draft Land Use Map.
2. Direct the Chief Administrative Officer to prepare final environmental documents necessary to approve the General Plan Amendment as directed by the Board of Supervisors.

Fiscal Impact

N/A

Business Impact Statement

Completion of this program will result in land use designations that are consistent with the County's General Plan and will allow for development within the project area at densities that are appropriate in the vicinity of the Cleveland National Forest.

Advisory Board Statement

N/A

Involved Parties

This is a County-initiated GPA.

Planning Commission Vote

On October 18 and November 15, 2013, the Planning Commission considered the FCI Lands GPA. The Planning Commission supported the staff recommendation for all components of the GPA except the Staff Recommendation Land Use Map. After considering staff's recommendations, along with oral testimony and written correspondence from property owners and other members of the public, the Planning Commission recommended that the Board adopt the Staff Recommended Land Use Map with stated modifications for the communities of Alpine, Cuyamaca, Lake Morena, Palomar Mountain, Pendleton-DeLuz. The Planning Commission

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Recommended Land Use Map is provided in Attachment B. Attachment C describes areas where the Planning Commission Recommended Land Use Map differs from the Staff Recommendation Land Use Map (Ayes: Day, Brooks, Norby, Pallinger, Woods; Nos: Beck; Absent: Riess).

BACKGROUND:

A. Forest Conservation Initiative

San Diego County voters passed the FCI on November 2, 1993, establishing 40-acre minimum lot sizes on private lands within the CNF with the stated purpose of preventing further encroachment by development into the National Forest area. At one point, the CNF was approximately two million contiguous acres; today it is 424,000 acres, 286,000 acres of which are in San Diego County.

The FCI expired at the end of 2010 and FCI lands were not included in the County's 2011 General Plan Update due to timing. As a result, FCI lands have reverted to pre-General Plan Update land use designations. There is a need to reconsider the appropriate land use designations for FCI lands to ensure consistency with the General Plan Update, its policies, and planning objectives.

B. Board Direction

On December 8, 2010 (8), the Board directed staff to prepare a GPA for the FCI lands consistent with the appropriate General Plan Update land use designations. On March 16, 2011 (1), staff confirmed to the Board that, as part of this effort, land use changes on certain associated adjacent parcels would also be considered when changes in circumstances warranted new land use designations.

C. GPA Description

The FCI Lands GPA will include proposed revisions to the General Plan Land Use Map, Zoning Ordinance, Land Use Element, Mobility Element, and four community and subregional plans, along with removal of the General Plan's FCI Appendix. The purpose of this item is to seek direction from the Board on the appropriate land use designations in the Land Use Map component. Once the Board provides this direction, staff will prepare and circulate final environmental documents for public review and return at a subsequent hearing for the Board to consider all components of the GPA for adoption.

- i. Land Use Map — The FCI Lands GPA proposes revisions to nearly 72,000 acres in the unincorporated county by re-designating former FCI lands within the CNF with land use designations that are consistent with the guiding principles and policies of the adopted General Plan. In addition, the GPA proposes changes to approximately 400 acres of associated adjacent parcels to ensure these land use designations are consistent with the changes proposed for adjacent FCI lands.

Land Use Map revisions are proposed for the Alpine, Julian, Pendleton-DeLuz, and Ramona Community Planning Areas, as well as the Central Mountain, Desert, Jamul/Dulzura, Mountain Empire, and North Mountain Subregions. The Staff Recommendation Land Use Map for each community is provided in Attachment A.

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ii. Zoning — The FCI Lands GPA will propose zoning use regulation, lot size, and building type changes when the current zoning is no longer consistent with the land use map designations endorsed by the Board at today’s hearing. Staff will review the zoning of parcels identified for land use designation changes to ensure consistency with the land use designations in accordance with the Compatibility Matrix in Zoning Ordinance Section 2050. Zoning changes will be brought forward for consideration at a subsequent hearing based on the land use designations endorsed by the Board at today’s hearing.

D. GPA Land Use Map Alternatives

Table 1 compares the residential build out potential for three land use map alternatives developed during the planning process for this GPA, as well as two additional build out scenarios for purposes of comparison. In addition to the three map alternatives described below, the Board may choose to provide staff with alternative direction at its discretion.

Table 1. GPA Build Out Scenarios

Communities	Condition		Land Use Map Alternative		
	FCI	No Project	2012 Initial Draft Map	PC Recommendation	Staff Recommendation
Alpine	1,392	2,794	3,828	3,410	2,910
Central Mountain	1,183	5,619	1,071	1,054	1,037
<i>Cuyamaca</i>	<i>110</i>	<i>290</i>	<i>110</i>	<i>108</i>	<i>91</i>
<i>Descanso</i>	<i>605</i>	<i>1,340</i>	<i>618</i>	<i>615</i>	<i>615</i>
<i>Pine Valley</i>	<i>330</i>	<i>2,862</i>	<i>233</i>	<i>227</i>	<i>227</i>
<i>Unrepresented</i>	<i>138</i>	<i>1,127</i>	<i>110</i>	<i>104</i>	<i>104</i>
Desert	4	9	2	2	2
Jamul-Dulzura	64	193	67	58	58
Julian	386	2,547	389	384	384
Mountain Empire	49	439	67	59	53
<i>Lake Morena</i>	<i>46</i>	<i>337</i>	<i>61</i>	<i>56</i>	<i>50</i>
<i>Unrepresented</i>	<i>3</i>	<i>102</i>	<i>6</i>	<i>3</i>	<i>3</i>
North Mountain	997	4,141	907	900	901
<i>Palomar Mountain</i>	<i>862</i>	<i>3,020</i>	<i>806</i>	<i>799</i>	<i>800</i>
<i>Unrepresented</i>	<i>135</i>	<i>1,121</i>	<i>101</i>	<i>101</i>	<i>101</i>
De Luz	25	221	25	19	19
Ramona	160	240	181	181	181
Grand Total	4,260	16,203	6,537	6,067	5,545

i. FCI Condition — The FCI established a 40-acre minimum lot size on parcels within the CNF. The FCI expired at the end of 2010 and is included in this staff report for comparison purposes. Under this scenario, a density of one dwelling unit per 40 acres is assumed for all parcels.

ii. No Project Condition — When the FCI expired, FCI lands reverted to the land use designations in place prior to the 2011 General Plan Update. In many instances, these

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designations no longer consistent with the General Plan Update's policies and planning principles. The No Project Condition scenario in Table 1 shows the General Plan land use designations that exist today and that served as the No Project Condition for the GPA's Draft Supplemental Environmental Impact Report (SEIR). This scenario would allow the most potential dwelling units at build out.

iii. 2012 Initial Draft Map — In the early phases of the FCI planning process, staff prepared an Initial Draft Land Use Map through coordination with property owners, Tribal governments, Community Planning Groups (CPGs) and Community Sponsor Groups (CSGs). The 2012 Initial Draft Land Use Map was analyzed as the proposed project for the Draft SEIR, which was circulated for public review in February through March 2013. Comment letters received from circulating the 2012 Draft SEIR for public review are based on this map. Of the three alternatives shown in Table 1, the 2012 Initial Draft Land Use Map would result in the greatest number of potential dwelling units at build out.

iv. Staff Recommendation — With the exception of two parcels in Pendleton-DeLuz, the Staff Recommendation Land Use Map (Attachment A) is the same as the staff recommendation to the Planning Commission in October 2013. Based on public testimony at the Planning Commission hearing and subsequent analysis, staff considered information provided and revised its recommendation from Rural Lands 80 to Rural Lands 40 to avoid a split designation on two parcels that were only partially impacted by the FCI.

The Staff Recommendation Land Use Map is based on an analysis of the consistency of the 2012 Initial Draft Land Use Map with the General Plan Update's policies and planning principles as well as issues raised in public comment letters on the Draft SEIR. Based on these comment letters, staff identified several areas of consideration for further analysis. The staff analysis is summarized in Section E below and described in detail in Attachment C.

Build out of the Staff Recommendation Land Use Map would yield 522 fewer dwelling units than the Planning Commission Recommendation Land Use Map and 962 fewer dwelling units than the 2012 Initial Draft Land Use Map.

v. Planning Commission Recommendation — On October 18 and November 15, 2013, the Planning Commission considered the Staff Recommendation Land Use Map as well as oral testimony and written correspondence from the public. On November 15, the Planning Commission recommended a land use map that differed in some areas from staff's recommendation (Attachment B). The Planning Commission's rationale for recommending changes to the Staff Recommendation Land Use Map is described below.

E. Areas of Consideration

Staff identified areas of consideration located in the communities of Alpine, Central Mountain, Cuyamaca, Descanso, Jamul/Dulzura, Lake Morena, North Mountain, Palomar Mountain, and Pendleton-DeLuz. These areas, shown in Table 2 below, were identified based on concerns

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raised in public review comment letters with regard to the 2012 Initial Draft Land Use Map analyzed as the proposed project for the 2012 Draft SEIR. No concerns were raised with the 2012 Initial Draft Land Use Map with respect to the communities of Pine Valley, Julian, and Ramona, or the portions of Desert and Mountain Empire that are not represented by a planning or sponsor group.

Staff analyzed each area of consideration and either supported the designation assigned on the 2012 Initial Draft Land Use Map or proposed a new designation.

Table 2. Areas of Consideration Comparison

Community	AOC	Acreage	Dwelling Units at Buildout		
			2012 Initial Draft Map	PC Recommendation	Staff Recommendation
Alpine	AL-1	286	238	20	20
	AL-2	9	0	2	2
	AL-3	249	1,505	1,081	808
	AL-4	16	0	32	32
	AL-5	696	396	502	492
	AL-6	427	146	360	158
	AL-7	360	21	12	9
	AL-8	1,748	81	49	41
	AL-9	1,464	224	213	213
	AL-10	247	19	17	17
	AL-11	200	82	5	5
Central Mountain	CM-1	120	3	1	1
Cuyamaca	CU-1	2,148	80	78	61
Descanso	DE-1	321	12	12	12
	DE-2	384	45	45	45
	DE-3	171	16	16	16
Jamul/Dulzura	JD-1	730	18	9	9
Lake Morena	LM-1	134	13	13	7
Palomar Mountain	NM-1	120	10	7	7
	NM-2	441	40	37	38
North Mountain	NM-3	22	0	0	0
Pendleton-DeLuz	PD-1	1,011	25	19	19
TOTAL		11,304	2,974	2,530	2,012

For each area of consideration, Attachment C compares in detail the Staff Recommendation Land Use Map with the Planning Commission Recommendation and 2012 Initial Draft Land Use Maps. Based on comment letters received and subsequent meetings with stakeholders, staff's assessment of stakeholders' level of support for the Staff Recommendation is summarized below.

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Properties where Planning Commission and staff recommendations are different:

- i. Alpine (AL)-3 — The Staff Recommendation and Planning Commission Recommendation Land Use Maps both propose Village Core Mixed Use (VCMU) and Rural Commercial designations, which would extend the existing Alpine Village to the north side of Interstate 8, east of the Viejas Reservation. However, the recommendations differ with regard to the underlying density for the VCMU designation. Staff recommends a maximum density of 10.9 dwelling units per acre, and the Planning Commission recommends 14.5 dwelling units per acre. The Staff Recommendation Land Use Map proposes a lower maximum density based on steep slopes that are present in some areas. Discussion at the Planning Commission indicated that a higher density may more effectively spread the cost of future water and sewer infrastructure that would be required in this area.

While initially supporting the density recommended by staff, the Alpine CPG and the Viejas Band of Kumeyaay Indians (Viejas Band) have since indicated support for the higher density recommended by the Planning Commission. Although initially taking a neutral position, the Endangered Habitats League (EHL) has since raised concerns with the proposed Rural Commercial designation. Staff has addressed these concerns in the analysis prepared for AL-3 in Attachment C.

- ii. AL-5, AL-6 — Both the Staff Recommendation and Planning Commission Recommendation Land Use Maps propose semi-rural densities; however, they are applied according to different planning principles. A major consideration of the Staff Recommendation Map is the proximity of the area to the CNF and the very high threat of wildland fires. In response, the semi-rural densities proposed by staff are lowest (Semi-Rural 10) in areas adjacent to the CNF, which also are currently only accessible via dead-end roads one-quarter to one-half mile in length. These lower density designations require use of the Conservation Subdivision Program, which will facilitate preservation of sensitive biological habitat. The Planning Commission and Alpine CPG propose higher densities in some of these areas to facilitate a one- and two-acre lot pattern to match the community character of much of Alpine, to allow for more development potential to encourage better road connectivity, to provide the density needed to support a new high school in Alpine, and to reflect the relative absence of steep slopes and biological constraints in portions of the area (refer to staff analysis for AL-5, -6, -7 in Attachment C).

With the exception of five parcels located at the end of Star Valley Road, the Alpine CPG supports the Planning Commission Recommendation Land Use Map. The Alpine CPG proposes Semi-Rural 2 rather than Semi-Rural 10 for these five parcels. EHL supports Rural Lands densities for most of this area based on fire risk and the presence of intact habitat. The United States Forest Service (USFS) has indicated general support for the Staff Recommendation Land Use Map and incorporation of buffers at the Wildland/Urban Interface wherever possible.

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- iii. AL-7 — The Staff Recommendation and Planning Commission Recommendation Land Use Maps both contain Rural Lands 40 designations for two-thirds of this area; however, where staff recommends Rural Lands 40 for the remaining one-third, the Planning Commission recommends Semi-Rural 10 to allow some additional subdivision potential, consistent with the Alpine CPG’s comments. Both EHL and the USFS support staff’s recommendation to limit development in this fire-prone area surrounded on two sides by the CNF (refer to staff analysis for AL-5, -6, and -7 in Attachment C).

- iv. AL-8 — The Staff Recommendation Land Use Map contains a Rural Lands 40 designation for this 1,700-acre area in the Japatul Valley, approximately four miles southeast of the Alpine Village. This recommendation is consistent with how other similar areas of the County outside of the County Water Authority (CWA) boundary were designated under the General Plan Update adopted in 2011. The Alpine CPG has consistently recommended a higher density of Rural Lands 20 for this area, which would have double the subdivision potential. This remote area, which is almost totally surrounded by the CNF and has many areas constrained by either steep slopes or high value habitat, is composed of some very large parcels (over 180 acres) where many parcels are more than one-half mile to a public road. Both the EHL and USFS have indicated support for the staff recommendation.

The Planning Commission Recommendation Land Use Map, which offers a compromise between the staff and Alpine CPG recommendations, proposes Rural Lands 40 for 16 parcels, but assigns Rural Lands 20 to seven parcels located adjacent to an area predominated by eight-acre parcels that are either directly accessible from, or in the vicinity of, Japatul Valley Road. A few owners of large parcels in this area support a Rural Lands 20 designation; however, their parcels are proposed as Rural Lands 40 by both the Planning Commission and staff due to the proximity of the CNF, access via dead-end roads, and physical and environmental constraints (refer to staff analysis for AL-8 in Attachment C).

- v. Cuyamaca (CU)-1 — The Cuyamaca CSG supports a Rural Lands 40 designation for 63 parcels totaling 2,148 acres in the western portion of the Cuyamaca CSG area, including an area in the unrepresented portion of Central Mountain. The Staff Recommendation Land Use Map proposes a Rural Lands 80 designation for these areas based on consistency with how similar lands were designated as part of the General Plan Update and input from the USFS staff that these parcels are located in a very undeveloped and fire-prone part of the CNF that is being evaluated for a wilderness designation in the Southern California National Forests Land Management Plan Amendment.

The Planning Commission Recommendation Land Use Map is consistent with the Cuyamaca CSG recommendation of Rural Lands 40 for all but approximately 500 acres, where Rural Lands 80 is proposed. EHL and the USFS support staff’s

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recommendation (refer to staff analysis for CU-1 in Attachment C).

- vi. Lake Morena (LM)-1 — The Staff Recommendation Land Use Map proposes a Semi-Rural 20 designation for all five parcels in this area, which totals 134 acres located south of the Lake Morena Rural Village. By proposing a Rural Lands designation outside of a rural village, the Staff Recommendation Land Use Map is consistent with the General Plan’s Community Development Model and reflects the fact that the area is surrounded on three sides by the CNF and is almost totally constrained by high value habitat. Both the Planning Commission and Campo/Lake Morena CPG recommend a Semi-Rural 10 designation, which is the same as the designation of the lands to the east. EHL supports staff’s recommendation (refer to staff analysis for LM-1 in Attachment C).
- vii. North Mountain (NM)-2 — While the Staff Recommendation and Planning Commission Recommendation Land Use Maps differ, there is only a one-dwelling unit difference in the two recommendations. The Staff Recommendation Land Use Map, which yields a maximum of 38 dwelling units at build out, contains Semi-Rural 10 designations for all parcels except three on the south side of East Grade Road, where staff is recommending Rural Lands 40. The Planning Commission recommends Rural Lands 20 for the entire area, which would not allow any further subdivision potential of the 37 parcels. EHL’s recommendations are consistent with the Planning Commission Recommendation Land Use Map. The Palomar Mountain Planning Organization (Palomar Mountain) and the USFS have not provided a specific recommendation for this area (refer to staff analysis for NM-2 in Attachment C).

Properties where Planning Commission and staff recommendations are the same, but others are opposed to this recommendation:

- i. AL-2 — The Staff Recommendation and Planning Commission Recommendation Land Use Maps are the same for this area, which consist of Semi-Rural 2 designations for two unconnected parcels south of Willows Road and west of the Viejas Reservation. Most stakeholders support both recommendations. One property owner (AL-2A) has indicated support as long as the zoning use regulation is changed to Residential Commercial so that the existing structures on these parcels could be converted for commercial use through a Minor Use Permit. The other property owner (AL-2B) is requesting a Rural Commercial land use designation and does not support either recommendation.
- ii. AL-4 — Both the Staff Recommendation and Planning Commission Recommendation Land Use Maps propose a Village Residential 2 designation for this area, rather than the Rural Commercial designation requested by the Ewiiapaayp Band of Kumeyaay Indians (Ewiiapaayp Band), which owns this single parcel located south of Alpine Boulevard approximately one-third mile east of West Willows Road. This parcel is currently the subject of a fee-to-trust transfer application that was appealed by the County.

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The Ewiiapaayp Band is strongly opposed to any designation for this parcel other than Commercial, which was originally assigned as part of the 2012 Initial Draft Land Use Map. The Alpine CPG, Viejas Band, and EHL all support a Residential designation for this parcel on the basis that a Commercial designation would be considered a “spot zone” in an otherwise residential area (refer to staff analysis for AL-4 in Attachment C).

- iii. AL-11 — Staff, the Planning Commission, the Alpine CPG, EHL, and USFS all support a Rural Lands 40 designation for a 77-acre parcel located west of the Palos Verde neighborhood (AL-11A). The staff and Alpine CPG recommendations differ for two of four parcels in the eastern portion of this area, north of Palos Verde (AL-11B). For those two parcels, staff proposes a Rural Lands 40 designation while the Alpine CPG supports a Semi-Rural 2 designation. Staff’s recommendation is based on the location of these parcels at the western end of the Sweetwater Canyon, which is a very high risk fire threat area that is more than 20 minutes to the nearest fire services. The Planning Commission was unable to garner enough votes to make a different recommendation from staff (refer to staff analysis for AL-11A and AL-11B in Attachment C).
- iv. Descanso (DE)-1, DE-2, DE-3 — The staff, Planning Commission, and Descanso CPG recommendations are the same for these three areas in Descanso. EHL does not support these recommendations. For DE-1, the Staff Recommendation Land Use Map proposes a Rural Lands 40 designation, but EHL supports Rural Lands 80. For DE-2 and DE-3, staff recommends a Semi-Rural 10 designation, but EHL recommends Rural Lands 20. As shown in Table 3 below, the difference in build out potential between the designations recommended by EHL and those of staff and the Planning Commission is four dwelling units (refer to staff analysis for DE-1, DE-2, and DE-3 in Attachment C).

Table 3. Comparison of Build Out Potential in Descanso

AOC	Dwelling Units at Buildout		
	Recommendation		Difference: Staff – EHL
	EHL	Staff / PC / CPG	
DE-1	10	12	2
DE-2	43	45	2
DE-3	16	16	0
TOTAL	69	73	4

- v. Jamul/Dulzura (JD)-1 — The Staff Recommendation and Planning Commission Recommendation Land Use Maps both propose a Rural Lands 80 designation for this area. Following a request from the property owner, the Jamul/Dulzura CPG recommends a Rural Lands 40 designation for these four parcels totaling 730 acres. The Staff Recommendation Land Use Map reflects the fact that the parcels are very remote and only accessible by traversing three to four miles of a wilderness-designated portion of the CNF. Both EHL and USFS support the Staff

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and Planning Commission Recommendation Land Use Maps (refer to staff analysis for JD-1 in Attachment C).

Properties with no known controversy:

- i. AL-1 — The Staff Recommendation and Planning Commission Recommendation Land Use Maps both propose a Semi-Rural 10 land use designation for 20 parcels located northeast of the Viejas Reservation, and Tribal Lands designation for two parcels northeast of the Reservation that have been brought into trust. Both recommendations would allow no further subdivision of parcels in this area. All stakeholders appear to support the staff recommendation. No opposition has been received from property owners.
- ii. AL-9, 10 — The Staff Recommendation Land Use Map, which is the same as the Planning Commission Recommendation Land Map for this area, contains a Rural Lands 20 designation for approximately 2,700 acres that make up these two areas located in the Japatul Valley (refer to staff analysis for AL-9 and AL-10 in Attachment C). The Alpine CPG, EHL, and USFS also support the Rural Lands 20 designation.
- iii. Pendleton/DeLuz (PD)-1 — The Staff Recommendation and Planning Commission Recommendation Land Use Maps for this area both contain a Rural Lands 80 designation for 15 of these 17 parcels totaling approximately 1,000 acres and surrounded by the CNF in the northern portion of Pendleton-DeLuz, adjacent to the Riverside County line. One of the two parcels with the Rural Lands 40 designation is only partially within the FCI boundary and the remainder of the parcel was already designated Rural Lands 40 by the General Plan Update. While there is no planning group for this area, there is no known opposition to the staff and Planning Commission recommendations (refer to staff analysis for PD-1 in Attachment C).
- iv. NM-1, NM-3, Central Mountain (CM)-1 — The Staff Recommendation and Planning Commission Recommendation Land Use Maps are the same for these areas. NM-1 is represented by the Palomar Mountain Planning Organization, while NM-3 and CM-3 are not represented by a planning group. The Palomar Mountain Planning Organization has not taken a formal position on the land use map. EHL and USFS have indicated support for the Staff Recommendation Land Use Map for all three areas of consideration (refer to staff analysis for NM-1, NM-3, and CM-1 in Attachment C).

PROJECT ISSUES:

The primary issues that arose during the planning process for this GPA are discussed below.

- A. Lack of Full Consensus — In developing the Staff Recommendation Land Use Map, staff considered the recommendations of property owners, CPGs and CSGs, and written correspondence received on the 2012 Draft SEIR for public review (see correspondence in

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Attachment D). The Staff Recommendation Land Use Map resolves many of the issues raised in these comment letters; however, there is still a lack of consensus for certain areas. The positions of some of the primary stakeholders that have engaged in this project are summarized below.

i. Viejas Band — In a letter dated March 13, 2013, the Viejas Band indicated ownership of a substantial amount land in the eastern portion of Alpine. The Viejas Band identified areas where they supported or opposed the proposed designations on the 2012 Initial Draft Land Use Map.

ii. Ewiiapaayp Band — In a letter dated December 6, 2013, the Ewiiapaayp Band expressed concern for the change to AL-4 from a Rural Commercial land use designation assigned on the 2012 Initial Draft Land Use Map to a Village Residential 2 land use designation on the Staff Recommendation Land Use Map.

iii. CPGs/CSGs — The Staff Recommendation Land Use Map is supported by the Descanso, Julian, Pine Valley, and Ramona CPGs. There is no official recommendation from the Palomar Mountain Planning Organization. The portions of the Central Mountain, Desert, Mountain Empire, and Pendleton-DeLuz communities affected by this project are not represented by CPGs or CSGs. The Staff Recommendation Land Use Map differs from the recommendations of the Alpine, Jamul/Dulzura, and Campo/Lake Morena CPGs, and the Cuyamaca CSG.

iv. USFS — In a letter dated March 18, 2013, the USFS expressed concerns with increased development capacity on private lands adjacent to CNF boundaries where higher density development in more remote areas leads to more Wildland/Urban Interface area that is at risk of and need of protection from wildland fire. USFS raised concerns about the 2012 Initial Draft Land Use Map for the communities of Alpine, Jamula/Dulzura, Cuyamaca, Central Mountain, North Mountain, and Pendleton-DeLuz.

v. EHL — In its correspondence, EHL advocated for a land use map consistent with General Plan Update Guiding Principles and planning criteria while being flexible enough to adapt to new circumstances. EHL supports a land use map that assigns Rural or Semi-Rural densities unless existing parcel sizes would create spot zoning. EHL advocates for densities of Semi-Rural 10 or lower, which require use of the Conservation Subdivision Program to facilitate preservation of sensitive biological habitat. Based on its correspondence, EHL generally supports the Staff Recommendation, with the exception of certain areas in Alpine, three in Descanso, and one in Palomar Mountain.

vi. Cleveland National Forest Foundation (CNFF) — In a letter dated March 18, 2013, the CNFF raised several issues with the 2012 Draft SEIR, including: (1) its failure to include an analysis of an Infill Alternative; (2) insufficient analysis of alternatives for land uses on former FCI lands that would avoid or lessen impacts; (3) a flawed analysis of the Project's contribution to climate change; and (4) a failure to identify feasible mitigation measures for significant impacts, including water supply and wildfire risk. At a meeting with PDS staff, CNFF representatives indicated general opposition to any further subdivision potential to lands that were subject to the FCI.

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B. Expansion of CWA Boundary — All three Land Use Map alternatives for the Board’s consideration would require the extension of the CWA boundary in Alpine, both north and south of Interstate 8. These areas are currently groundwater dependent and require a four- to five-acre minimum lot size. Extending imported water services requires both a per-acre cost to annex into the CWA and the Padre Dam Municipal Water District along with the cost to construct necessary supporting infrastructure. A preliminary study prepared to extend imported water services along the Willows Road corridor is included as Attachment E.

C. Requirement to Update the Transportation Impact Fee — The TIF program provides funding for construction of transportation facilities needed to support traffic generated by new development and to meet State law requirements. The Land Use Map and Mobility Element Network changes associated with this GPA would necessitate a future update of the TIF Program for the associated community planning areas and the three TIF regions. The TIF update would result in adjusted fee rates for new development in the unincorporated county. There are other privately-initiated GPAs and County-initiated GPAs currently in process that would also require consideration in a future TIF update. Staff has started the process of conditioning privately-initiated GPAs to provide ‘fair share’ contribution funding toward a TIF program update. Additional funding has been appropriated to cover the County’s contribution toward the TIF update. This funding has been included in the Fiscal Year 2014-2015 budget for Planning & Development Services. When any GPA is approved, staff will assess the associated Land Use Map and Mobility Element changes, in relation to the timing of the next TIF update, in order to remain in compliance with State Mitigation Fee Act regulations.

ENVIRONMENTAL STATUS:

A Program EIR for the General Plan Update was certified on August 3, 2011. A Draft SEIR to the General Plan Update Program EIR has been prepared pursuant to CEQA. While the General Plan Update Program EIR considered the impacts of applying General Plan goals and policies countywide, it did not evaluate updated land use designations on FCI lands. The Draft SEIR focuses on the impacts of assigning land use designations on FCI lands. A Notice of Preparation (NOP) was issued August 30, 2012, soliciting input on the scope of the SEIR for this project. Twelve comment letters were received. The Draft SEIR was circulated for public review from February 1 to March 18, 2013, with 41 comments received. A Revised Draft SEIR will be prepared and recirculated for public review for a 45-day public review period following receipt of the Board direction being requested today. A Revised Draft will be recirculated to more closely reflect the draft land use map that is ultimately recommended for adoption by the Board. The Revised Draft SEIR will also take into consideration comments received during the prior Draft SEIR circulation and other public input received.

PREVIOUS ACTIONS:

On December 8, 2010 (8), the Board directed staff to prepare a GPA for the FCI lands consistent with the appropriate General Plan Update land use designations.

PUBLIC INPUT:

Changes to an adopted General Plan must follow the process specified in Government Code Section 65350, which includes evaluation and analysis, public and agency review, Planning

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Commission review, and Board approval. Staff has conducted extensive public outreach, including notifications to all property owners within the GPA planning area and staff attendance at numerous CPG and CSG meeting. Below is a summary of outreach efforts.

A. Special Study of FCI lands in Alpine — On August 1, 2007, the Board directed staff to begin planning for Phase I of FCI lands in Alpine; approximately 67 acres of private lands north of Interstate 8 and east of the Viejas Reservation that are easily accessible from Interstate 8 (Willows Road Study Area). This area is part of the AL-3 area of consideration described above. An advisory group was established to facilitate planning for this area. The group consisted of residents along Willows Road, both to the west and east of the Viejas Casino, and a resident south of Viejas and Interstate 8, along with three members of the Alpine CPG, including a representative from the Alpine Mountain Empire Chamber of Commerce, and a representative from the Viejas Band. From 2008 through 2010, preliminary land use plans were prepared and coordinated through the Alpine CPG. Approximately four meetings with the advisory group and two meetings with the Alpine CPG were held during this period. The Alpine CPG tentatively supported the advisory group’s recommendation for Commercial land uses east of the Viejas Reservation and north of Interstate 8.

B. Property Owner Notifications — Staff mailed a “Notification of a Proposed Property Change” to property owners of affected parcels three separate times during the planning process, including: (1) at the start of the project, (2) prior to the Planning Commission hearings in October and November 2013, and (3) prior to today’s Board hearing. The purpose of the first notification was to inform property owners of the proposed GPA, recommend preliminary land use and zoning designations, and identify when the GPA would be addressed at the applicable CPG or CSG meeting. The second and third notifications informed property owners of each respective hearing.

C. Web Page — PDS staff established a web page at the initiation of the GPA to provide the most current information as the project progressed through each planning phase: <http://www.sdcounty.ca.gov/pds/advance/FCI.html>.

D. eBLAST — Each month, PDS publishes the eBlast, an electronic newsletter via email for customers and stakeholders. This eBlast presents project updates and provides status on other PDS accomplishments. Property owners affected by this GPA and other interested parties have been encouraged to sign up to receive this email.

E. CPG and CSG Input — Staff attended 16 CPG and CSG for the Alpine, Campo/Lake Morena, Cuyamaca, Descanso, Jamul/Dulzura, Julian, Pine Valley, and Ramona communities, along with a meeting with Palomar Mountain Planning Organization. These meetings were well attended because notices had been mailed to all property owners informing them of the meeting times and dates. The CPG and CSGs solicited input from property owners and provided staff with a recommended land use map.

F. Tribal Consultation — All tribal governments within the San Diego region were notified about the changes proposed by this GPA in accordance with Government Code 65352. As a result of these notifications, consultations were conducted with the following: Ewiiapaayp,

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Pechanga, Viejas, and the Inter-tribal Cultural Resource Protection Council.

G. Public and Agency Review — In accordance with CEQA, areas of potential controversy for the proposed project were identified through written agency and public comments received during the NOP public review period. As a result of these comments, meetings were held with the USFS, CNFF, and EHL. The Draft SEIR was circulated for a 45-day public review.

DEPARTMENT REASONS FOR RECOMMENDATION:

The rationale for the Staff Recommendation Land Use Map is described in detail in Attachment C. Staff's primary planning criteria are summarized below.

A. Consistency with the Community Development Model – Expansion of the Alpine Village is consistent with the recommendations of the Board-directed advisory group described above and supports the Alpine CPG's desire for a larger population base to support a new high school and other community services. The Staff Recommendation Land Use Map proposes an extension of the existing linear pattern of the Alpine Village. The GPA would extend this linear pattern by applying higher land use intensities along the existing transportation corridors of Interstate 8 and Alpine Boulevard (refer to AL-3, AL-4, AL-5, and AL-6 in Attachment C). In most communities, FCI lands are located well outside of villages. Rural Lands 40 or 80 land use designations are assigned in these areas consistent with the Community Development Model so that areas of very low density provide for a separation between communities (refer to AL-7, AL-8, CM-1, CU-1, DE-1, JD-1, NM-1, and PD-1 in Attachment C).

B. Consistency with existing parcel size – Outside of villages and the CWA boundary, Semi-Rural 10 or Rural Lands 20 land use designations are typically assigned when the predominant parcel size is similar (10 to 20 acres) and would result in little to no additional subdivision potential (refer to AL-1, AL-9, AL-10, LM-1, NM-2, DE-2, and DE-3 in Attachment C).

C. Reduced development adjacent to CNF lands – Less intensive land use designations are typically assigned adjacent to the CNF lands to reduce density in the Wildland/Urban Interface. Additional development in this area increases the likelihood of human-caused wildland fires, requires a greater commitment of resources to manage buffers between the CNF and developed areas, and increases the need for additional infrastructure and services in CNF lands (refer to AL-5, AL-7, AL-8, AL-11A, AL-11B, CM-1, CU-1, DE-1, DE-2, JD-1, NM-2, and PD-1 in Attachment C).

D. Reduced development in areas with sensitive biological resources – Lower density residential designations are typically assigned in areas with high value biological resources to avoid impacts to these sensitive resources (refer to AL-2A, AL-7, AL-10, AL-11A, CU-1, LM-1, and PD 1 in Attachment C).

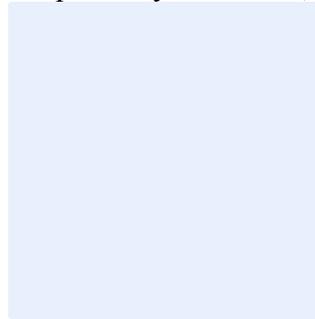
E. Reduced development in areas without adequate access – Lower densities are typically assigned in areas that are one-half mile or more from public roads (refer to AL-1, AL-7, AL-8, AL-9, CM-1, CU-1, JD-1, and PD-1 in Attachment C).

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F. Reduced development in areas with physical constraints – Lower densities are typically assigned in areas dominated with slopes greater than 25% (refer to AL-7, CM-1, CU-1, NM-1, and PD-1 in Attachment C).

G. Avoidance of spot designations – Staff has avoided assigning a single Commercial land use designation outside of villages and away from transportation nodes (refer to AL-2B and AL-4 in Attachment C).

Respectfully submitted,



SARAH E. AGHASSI
Deputy Chief Administrative Officer

ATTACHMENT(S)

ATTACHMENT A – Staff Recommendation Land Use Maps

ATTACHMENT B – Planning Commission Recommendation Land Use Maps

ATTACHMENT C – Areas of Consideration Analysis

ATTACHMENT D – Key Correspondence

ATTACHMENT E – Willows Road Study Area Water and Sewer Feasibility Study

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AGENDA ITEM INFORMATION SHEET

REQUIRES FOUR VOTES: Yes No

WRITTEN DISCLOSURE PER COUNTY CHARTER SECTION 1000.1 REQUIRED

Yes No

PREVIOUS RELEVANT BOARD ACTIONS:

On December 8, 2010 (8), the Board directed staff to prepare a General Plan Amendment for the FCI lands consistent with the appropriate General Plan Update land use designations.

On July 1, 2007 (12) the Board directed staff to begin the planning analysis for the Willows Road area of Alpine.

BOARD POLICIES APPLICABLE:

N/A

BOARD POLICY STATEMENTS:

N/A

MANDATORY COMPLIANCE:

N/A

ORACLE AWARD NUMBER(S) AND CONTRACT AND/OR REQUISITION NUMBER(S):

N/A

ORIGINATING DEPARTMENT: Planning & Development Services

OTHER CONCURRENCES(S): N/A

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