

SAN DIEGO COUNTY GENERAL PLAN

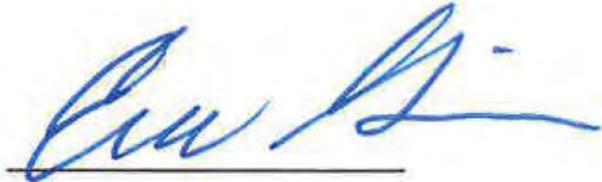
A PLAN FOR GROWTH, CONSERVATION,
AND SUSTAINABILITY

August 2011



CERTIFICATE OF ADOPTION

I hereby certify that this is the text and exhibits of the San Diego County General Plan, and that it was considered by the San Diego County Planning Commission during nine hearings from November 6, 2009 through the 20th day of August 2010, and adopted by the San Diego County Board of Supervisors on the 3rd day of August 2011.



Attest: ERIC GIBSON, Director
Department of Planning and Land Use

Amendments

January 11, 2012 – GPA 04-002

April 10, 2013 – GPA 12-008

April 24, 2013 – GPA 12-009

June 18, 2014 – GPA 05-003

June 18, 2014 – GPA 12-007

June 18, 2014 – GPA 12-012

CONTENTS

CHAPTER 1	Introduction	1-1
	Overview of the General Plan	1-2
	Process for Preparing the General Plan	1-6
	Community Plans	1-11
	Related Documents.....	1-12
	Implementing and Amending the Plan	1-14
	Global Climate Change: AB 32 Compliance	1-15
	San Diego County History and Community Profile	1-25
CHAPTER 2	Vision and Guiding Principles	2-1
	Introduction	2-2
	Vision	2-2
	Guiding Principles	2-7
CHAPTER 3	Land Use Element	3-1
	Introduction	3-2
	Land Use Framework	3-6
	Regional Categories Map and Land Use Maps	3-18
	Goals and Policies for Land Use Element.....	3-20
	<i>The Community Development Model</i>	3-23
	<i>Planning for Sustainability</i>	3-27
	<i>Villages and Town Centers</i>	3-31
	<i>Semi-Rural/Rural Lands</i>	3-34
	<i>Commercial, Office, and Industrial Development</i>	3-35
	<i>Community Services and Infrastructure</i>	3-37
CHAPTER 4	Mobility Element	4-1
	Introduction	4-2
	Goals and Policies for Mobility Element	4-4
	<i>County Road Network</i>	4-4
	<i>Regional Transportation Coordination and Facilities</i>	4-16
	<i>Public Transit</i>	4-21
	<i>Transportation System and Travel Demand Management</i>	4-24
	<i>Parking</i>	4-26
	<i>Bicycle, Pedestrian, and Trail Facilities</i>	4-27
	Background Material	4-32
CHAPTER 5	Conservation and Open Space Element	5-1
	Introduction	5-2
	Goals and Policies for Conservation and Open Space Element	5-4
	<i>Biological Resources</i>	5-4
	<i>Water Resources</i>	5-9
	<i>Agricultural Resources</i>	5-14
	<i>Cultural Resources</i>	5-16
	<i>Paleontological Resources and Unique Geological Features</i>	5-19

	<i>Mineral Resources</i>	5-20
	<i>Visual Resources</i>	5-24
	<i>Air Quality, Climate Change, and Energy</i>	5-31
	<i>Parks and Recreation</i>	5-39
CHAPTER 6	Housing Element	6-1
	Introduction	6-2
	Policy Framework	6-10
	Goals and Policies for Housing Element	6-12
	<i>Housing Development</i>	6-12
	<i>Housing Affordability</i>	6-13
	<i>Affordable Housing Preservation</i>	6-14
	<i>Governmental Constraints</i>	6-15
	<i>Delivery of Housing Services</i>	6-15
CHAPTER 7	Safety Element	7-1
	Introduction	7-2
	Goals and Policies for Safety Element	7-3
	<i>Hazards Mitigation, Disaster Preparedness, and Emergency Response</i>	7-3
	<i>Fire Hazards</i>	7-5
	<i>Geological Hazards</i>	7-11
	<i>Flood Hazards</i>	7-16
	<i>Hazardous Materials</i>	7-21
	<i>Law Enforcement</i>	7-22
	<i>Airport Hazards</i>	7-23
CHAPTER 8	Noise Element	8-1
	Introduction	8-2
	Background Information and Context	8-3
	Noise Evaluation and Measurement	8-5
	Noise Standards	8-8
	Goals and Policies for Noise Element	8-11
	<i>Land Use Compatibility</i>	8-11
	<i>Noise Generators</i>	8-12
	<i>Temporary and/or Nuisance Noise</i>	8-14
CHAPTER 9	Implementation of the General Plan	9-1
	Introduction	9-2
	Implementation Plan Overview	9-2
CHAPTER 10	Acronyms and Glossary	10-1
	Acronyms	10-2
	Glossary	10-6

CONTENTS

Appendices

Land Use Maps Appendix

Figure LU-A-1	Alpine Community Planning Area (CPA) Land Use Map
Figure LU-A-2	Bonsall Community Planning Area (CPA) Land Use Map
Figure LU-A-3	Central Mountain Subregion Land Use Map
Figure LU-A-3.1	Cuyamaca Subarea Land Use Map
Figure LU-A-3.2	Descanso Subarea Land Use Map
Figure LU-A-3.3	Pine Valley Subarea Land Use Map
Figure LU-A-4	County Islands Land Use Map
Figure LU-A-5	Crest / Dehesa Community Planning Area (CPA) Land Use Map
Figure LU-A-6	Desert Subregion Land Use Map
Figure LU-A-6.1	Borrego Subarea Land Use Map
Figure LU-A-7	Fallbrook Community Planning Area (CPA) Land Use Map
Figure LU-A-8	Jamul / Dulzura Subregion Land Use Map
Figure LU-A-9	Julian Community Planning Area (CPA) Land Use Map
Figure LU-A-10	Lakeside Community Planning Area (CPA) Land Use Map
Figure LU-A-11	Mountain Empire Subregion Land Use Map
Figure LU-A-11.1	Boulevard Subarea Land Use Map
Figure LU-A-11.2	Jacumba Subarea Land Use Map
Figure LU-A-11.3	Campo / Lake Morena Subarea Land Use Map
Figure LU-A-11.4	Potrero Subarea Land Use Map
Figure LU-A-11.5	Tecate Subarea Land Use Map
Figure LU-A-12	North County Metro Subregion Land Use Map
Figure LU-A-12.1	Twin Oaks Subarea Land Use Map
Figure LU-A-12.2	Hidden Meadows Subarea Land Use Map
Figure LU-A-13	North Mountain Subregion Land Use Map
Figure LU-A-13.1	Palomar Subarea Land Use Map
Figure LU-A-14	Otay Subregion Land Use Map
Figure LU-A-15	Pala / Pauma Subregion Land Use Map
Figure LU-A-16	Pendleton / DeLuz Community Planning Area (CPA) Land Use Map
Figure LU-A-17	Rainbow Community Planning Area (CPA) Land Use Map
Figure LU-A-18	Ramona Community Planning Area (CPA) Land Use Map
Figure LU-A-19	San Dieguito Community Planning Area (CPA) Land Use Map
Figure LU-A-20	Spring Valley Community Planning Area (CPA) Land Use Map
Figure LU-A-21	Sweetwater Community Planning Area (CPA) Land Use Map
Figure LU-A-22	Valle de Oro Community Planning Area (CPA) Land Use Map
Figure LU-A-23	Valley Center Community Planning Area (CPA) Land Use Map

Mobility Element Network Appendix

Figure M-A-1	Alpine CPA Mobility Element Network
Figure M-A-2	Bonsall CPA Mobility Element Network
Figure M-A-3	Central Mountain Subregion Mobility Element Network
Figure M-A-4	County Islands CPA Mobility Element Network
Figure M-A-5	Crest/Dehesa CPA Mobility Element Network
Figure M-A-6	Desert Subregion Mobility Element Network
Figure M-A-7	Fallbrook CPA Mobility Element Network

Figure M-A-8	Jamul/Dulzura Subregion Mobility Element Network
Figure M-A-9	Julian CPA Mobility Element Network
Figure M-A-10	Lakeside CPA Mobility Element Network
Figure M-A-11	Mountain Empire Subregion Mobility Element Network
Figure M-A-12	NC Metro Subregion Mobility Element Network
Figure M-A-13	North Mountain Subregion Mobility Element Network
Figure M-A-14	Otay Subregion Mobility Element Network
Figure M-A-15	Pala/Pauma Subregion Mobility Element Network
Figure M-A-16	Pendleton / DeLuz CPA Mobility Element Network
Figure M-A-17	Rainbow CPA Mobility Element Network
Figure M-A-18	Ramona CPA Mobility Element Network
Figure M-A-19	San Dieguito CPA Mobility Element Network
Figure M-A-20	Spring Valley CPA Mobility Element Network
Figure M-A-21	Sweetwater CPA Mobility Element Network
Figure M-A-22	Valle de Oro CPA Mobility Element Network
Figure M-A-23	Valley Center Mobility Element Network

Forest Conservation Initiative Appendix

Separately Bound Documents

Community Plans

Housing Element Background Report

CONTENTS

Figures

Figure I-1	Regional Context	1-26
Figure I-2	Unincorporated County Communities	1-27
Figure LU-1	Regional Categories Map	3-19
Figure LU-2	Water Districts	3-39
Figure M-1	Airport Locations	4-19
Figure M-2	Regional Trails	4-30
Figure C-1	Habitat Conservation Programs	5-6
Figure C-2	Floodwater Accommodation	5-10
Figure C-3	Watersheds	5-11
Figure C-4	Mineral Resource Zones	5-22
Figure C-5	Scenic Highways	5-28
Figure H-1	Areas Served by Sewer	6-3
Figure H-2	Smart Growth Opportunity Areas (SANDAG)	6-4
Figure H-3	Median Household Income	6-9
Figure S-1	Fire Hazards	7-6
Figure S-2	Faults and Near Source Shaking Zones	7-12
Figure S-3	Landslide Susceptibility	7-13
Figure S-4	Expansive Clays	7-14
Figure S-5	Flood Plains	7-17
Figure S-6	Dam Inundation Areas	7-19
Figure N-1	Existing Noise Contours	8-6
Figure N-2	Future Noise Contours	8-7

The maps (figures) contained in this document are covered by the following disclaimer:

This map is provided without warranty of any kind, either expressed or implied, including but not limited to, the implied warranties of merchantability and fitness for a particular purpose.

Copyright SanGIS. All Rights Reserved. This product may contain information from SANDAG Regional Information System which cannot be reproduced without the written permission of SANDAG. This product may contain information which has been reproduced with permission granted by Thomas Brothers Maps.

Tables

Table I-1	General Plan Policies Addressing Climate Change	1-17
Table LU-1	Land Use Designations and Compatible Regional Categories	3-11
Table LU-2	Density Formula for Slope-Dependent Lands	3-12
Table M-1a	Road Classifications: Six- and Four-Lane Roads	4-7
Table M-1b	Road Classifications: Two-Lane Roads	4-8
Table M-2	Road Classification Suitability	4-11
Table M-3	Level of Service Descriptions	4-33
Table M-4	Road Segments Where Adding Travel Lanes is Not Justified	4-34
Table COS-1	County Scenic Highway System	5-26
Table S-1	Travel Time Standards	7-10
Table N-1	Noise Compatibility Guidelines	8-9
Table N-2	Noise Standards	8-10

CHAPTER 1 **Introduction**



Overview of the General Plan

This document is the first comprehensive update of the San Diego County General Plan since 1978 and is the result of the collective efforts of elected and appointed officials, community groups, individuals, and agencies who spent countless hours developing a framework for the future growth and development of the unincorporated areas of the County. This document replaces the previous General Plan and is based on a set of guiding principles designed to protect the County’s unique and diverse natural resources and maintain the character of its rural and semi-rural communities. It reflects an environmentally sustainable approach to planning that balances the need for adequate infrastructure, housing, and economic vitality, while maintaining and preserving each unique community within the County, agricultural areas, and extensive open space.



Rural landscape



Public meeting



Lakeside community

The General Plan directs future growth in the unincorporated areas of the County with a projected capacity that will accommodate more than 232,300 existing and future homes. This growth is targeted to occur primarily in the western portions of the unincorporated County where there is the opportunity for additional development. Compared to the previous General Plan, this update reduces housing capacity by 15 percent and shifts 20 percent of future growth from eastern backcountry areas to western communities. This change reflects the County’s commitment to a sustainable growth model that facilitates efficient development near infrastructure and services, while respecting sensitive natural resources and protection of existing community character in its extensive rural and semi-rural communities. The General Plan provides a renewed basis for the County’s diverse communities to develop Community Plans that are specific to and reflective of their unique character and environment consistent with the County’s vision for its future.

What Is a General Plan?

State law requires each city and county to prepare and adopt a comprehensive and long-range general plan for its physical development. The General Plan provides a consistent framework for land use and development decisions consistent with an established community vision. As the equivalent of a local “constitution” for land use and development, the General Plan’s diagrams, goals, and policies form the basis for the County’s zoning, subdivision, and infrastructure decisions. A number of important themes that are integral components of the County’s vision for its future are woven throughout the General Plan rather than structured as separate elements such as community character, environmental sustainability, and global warming. As required by State law, the seven required elements of the General Plan are highly correlated and are presented in six chapters of the San Diego County General Plan as shown in the following matrix.

OVERVIEW OF THE GENERAL PLAN

San Diego County General Plan Elements	Legally Required General Plan Topics						
	Lands Use	Circulation	Housing	Conservation	Open Space	Noise	Safety
Land Use	●						
Housing			●				
Circulation (Mobility)		●					
Conservation & Open Space				●	●		
Safety							●
Noise						●	
Implementation Plan	●	●	●	●	●	●	●



The General Plan serves as the “constitution” for decision-making regarding the County’s physical development

How Is It Organized?

Following the Introduction and Vision, Chapters 3 through 8 comprise the “elements” of the General Plan required by State law. Each element includes a purpose and scope, the context of the planning issues, and the goals and policies for the various element topics. Chapter 9 describes the broad actions that implement the Plan’s policies and the final chapter presents the acronyms and a glossary of terms. Map figures depicted in the General Plan are also available online or hard copies are available for purchase at the County DPLU. The General Plan also includes appendices and other documents such as community plans that are separately bound. An overview of the Plan’s chapters follows:



1. **Introduction** presents information about the Plan’s purpose and organization, describes the General Plan process, and provides a profile of San Diego County.
2. **Vision Statement and Guiding Principles** presents the vision and overarching themes that guided development of the goals, policies, and implementation programs.
3. **Land Use Element** presents a policy framework for shaping the type and location of new development and strategies to maintain and enhance existing development and community character.
4. **Circulation (Mobility) Element** provides a framework for providing a balanced, multi-modal transportation system for the movement of people and goods within the County.
5. **Conservation and Open Space Element** provides policies relating to the conservation, protection, and management of natural resources and the preservation of open space, along with provision of park and recreation resources.
6. **Housing Element** presents goals, policies, and programs designed to assist the development of housing for the County’s current and future residents at all income levels.
7. **Safety Element** establishes policies that minimize the risk of personal injury, loss of life, and property and environmental damage associated with natural and man-made hazards.
8. **Noise Element** provides a process to control and abate environmental noise and to protect citizens from excessive exposure.
9. **Implementation of the General Plan** summarizes the general categories of the actions to be taken to carry out the vision of the General Plan as specified in the goals and policies. The Implementation Plan, a separate document from the General Plan, is envisioned to be a fluid document that will be used for developing annual work programs and establishing funding needs and priorities for County departments, as appropriate.
10. **Acronyms and Glossary** provides a listing and full description of acronyms used in the General Plan and a glossary that defines terminology used in the General Plan.

Appendices that provide technical information and maps in support of the elements:

- Land Use Maps are community-level maps that depict designations as color or graphic patterns that indicate allowable uses and permitted development densities or intensities.
- Mobility Element Roadway Network is depicted on community-level maps that show the road classification series and the general route of each road.
- Forest Conservation Initiative language enacted in 1993.

Separately Bound Documents

- Community Plans, adopted as an integral parts of the County of San Diego’s General Plan, are policy plans specifically created to address the issues, characteristics, and visions of communities within the unincorporated County.
- Housing Element Background Report

How to Use the General Plan

The General Plan is intended for use by all members of the community as described below. The General Plan must be referred to in its entirety, including separately bound portions (such as community plans). While the General Plan is internally consistent, some issues are addressed through multiple policies and some receive refined and more detailed direction in community plans.

OVERVIEW OF THE GENERAL PLAN

The policies contained within this General Plan were written to be a clear statement of policy but also to allow flexibility when it comes to implementation. Policies cannot be applied independently; rather, implementation of the policies must be balanced with one another and will address details such as how and when the policy is applied and any relevant exceptions. For example, a policy to conserve open space is not a mandate for preservation of 100 percent of the existing undeveloped land in the County. It must be balanced with other policies that allow development and other uses of the land. In this case, implementation of the policy in new developments will be achieved through regulations such as the Resource Protection Ordinance, Biological Mitigation Ordinance, and California Environmental Quality Act, which will guide to what degree open space must be conserved.

If you are a San Diego County resident or property owner, the General Plan indicates the general types of uses that are permitted around your home and changes that may affect your neighborhood, and the policies the County will use to evaluate development applications that might affect you and your neighbors. The Plan also informs you regarding how the County plans to improve mobility infrastructure, continue to provide adequate parks, schools, police, fire, and other public services, protect valued open spaces and environmental resources, and protect you from the risks of earthquakes, fires, and other natural hazards.

If you are interested in developing land within the County or moving your household or business to the County, the Plan will introduce you to the community and provides an overview of the County's overall approach to land development within its jurisdiction. However, it is also important to review other County planning documents and regulations to get a complete perspective on how and where development may take place. A complete listing of relevant documents and regulations is available on the Department of Planning and Land Use website (<http://www.sdcounty.ca.gov/dplu/>).

The General Plan is also a tool to assist County supervisors and planning commissioners as well as County staff in making land use and public infrastructure decisions. It provides the framework for the County's Zoning Ordinance. It identifies mobility and infrastructure improvements, community services, and environmental sustainability initiatives to sustain the County's quality of life. Future development decisions must be consistent with the Plan. Finally, the Plan is intended to help other public agencies, from Caltrans to local school districts, as they contemplate future actions in the County.



County Administration Center

While the General Plan's narrative text and maps frame the key proposals, the essence of the Plan lies in its goals, policies, and implementation programs. These are declarative statements that set forth the County's approach to various issues. Goals, policies, and implementation measures are described as follows:

- *Goals* describe ideal future conditions for a particular topic, such as town centers, rural character, protection of environmental resources, traffic congestion, or sustainability. Goals tend to be very general and broad.
- *Policies* provide guidance to assist the County as it makes decisions relating to each goal and indicates a commitment by the County to a particular course of action. The policy is carried out by implementation measures. While every effort has been made to provide clear and unambiguous policies, the need for interpretation will inevitably arise. The authority of interpretation lies with the



County and will be enacted through its implementation measures and decisions. Therefore, the Implementation Plan should be reviewed for a complete understanding of each policy.

- *Implementation Measures*, adopted by the County in a separate Implementation Plan, identify all the specific steps to be taken by the County to implement the policies. They may include revisions of current codes and ordinances, adoption of plans and capital improvement programs, financing actions, and other measures that will be assigned to different County departments after the General Plan is adopted.

The following diagram is intended to serve as a “reader’s guide” to the goals and policies of the General Plan.

Process for Preparing the General Plan

Steps in the Planning Process

The process of preparing the General Plan included the following key steps:

- Prepare background reports and technical studies
- Develop alternative growth plans and select a preferred plan through a public outreach process
- Prepare draft goals and policies
- Prepare the Draft General Plan
- Prepare the Implementation Plan
- Prepare the Draft Environmental Impact Report
- Conduct public hearings to adopt the General Plan and certify the EIR
- Publish the final General Plan and EIR

TECHNICAL STUDIES AND BACKGROUND REPORTS

As required by State law, a General Plan must be based upon existing conditions and trends in a community and be responsive to the needs and issues identified in an analysis of existing conditions. Background Reports were prepared for each of the seven State-mandated topical areas to be covered in the General Plan including Land Use, Mobility, Housing, Safety, Conservation, Open Space, and Noise. In addition, technical studies such as traffic impacts, noise, and commercial and industrial lands needs analyses were conducted as a basis to develop a Land Use Plan responsive to community needs and issues.

How to Use the General Plan

GOAL NUMBERING
Each goal number starts with the element acronym and is followed by the number of the goal (e.g., S-14 = Safety Element, fourteenth goal).

GOAL TITLE
Each goal contains a leading title in bold for a quick reference to the goal.

GOALS
A goal is a general direction-setter. Each goal has one or more policies associated with the goal.

POLICIES
A policy is a specific statement that guides decision-making. It indicates a commitment to a particular course of action carried out by implementation measures. Each policy is associated with a specific goal.

POLICY NUMBERING
Continuing from the goal numbering, the policy number is shown as the last number, supporting the goal it follows (e.g., Policy S-14.3 = Safety Element, fourteenth goal, third policy).

POLICY TITLE
Each policy contains a leading title in bold for a quick reference to the policy.

SAFETY ELEMENT GOALS AND POLICIES

GOAL S-5
Regional Fire Protection. Regional coordination among fire protection agencies.

Policies

S-5.1 **Regional Coordination Support.** Advocate and support regional coordination among fire protection and emergency service providers.

S-5.2 **Fire Service Provider Agreements.** Encourage agreements between fire service providers to improve fire protection and to maximize service levels in a fair, efficient, and cost effective manner.

GOAL S-6
Adequate Fire and Medical Services. Adequate levels of fire and emergency medical services (EMS) in the unincorporated County.

Policies

S-6.1 **Water Supply.** Ensure that water supply systems for development are adequate to combat structural and wildland fires.

S-6.2 **Fire Protection for Multi-Story Development.** Coordinate with fire services providers to improve fire protection services for multi-story construction.

S-6.3 **Funding Fire Protection Services.** Require development to contribute its fair share towards funding the provision of appropriate fire and emergency medical services as determined necessary to adequately serve the project.

S-6.4 **Fire Protection Services for Development.** Require that development demonstrate that fire services can be provided that meet the minimum travel times identified in Table S-1 (Travel Time Standards).

Travel times are to be calculated using accepted methodology based on the travel distance from the fire station to the furthest dwelling unit of the development. Fire stations must be staffed year-round, publicly supported, and committed to providing service. These do not include volunteer stations, seasonal fire stations, and stations that are not obligated by law or agreement to automatically respond to an incident. Table S-1 establishes a service level standard for fire and first responder emergency medical services that is appropriate to the area that a development is located. Standards are intended to (1) help ensure development occurs in areas with adequate fire protection and/or (2) help improve fire service in areas with inadequate coverage by requiring services level improvements prior to project approval.



Multi-story structures are associated with densities of 15 to 30 dwelling units per acre—particularly in areas within the County Water Authority (CWA) Boundary. Design features may include safe zones and increased building design features.

COUNTY OF SAN DIEGO **7-9** **GENERAL PLAN**

SECTION HEADER
Identifies the section (if on an even-numbered page) or element (if on an odd-numbered page).

PAGE NUMBER
Shows the chapter and page number (e.g., 7-28 = Chapter 7, page 28).

POLICY BACKGROUND AND SIDEBARS
Provides further clarification and reasoning for the policy.



ALTERNATIVE LAND USE/GROWTH PLANS

Prior to adoption of the Land Use Map, four alternative maps were considered. These alternatives included (1) a Referral Map that the Board of Supervisors created during the land use mapping phase of the project to incorporate a number of property-specific requests not included in the Draft Land Use Map, (2) a Draft Land Use Map that was created out of a stakeholder-driven process and includes land uses to meet the County’s Housing Element allocation and achieve a balanced road network, (3) a Hybrid Map that strikes a balance between the Referral Map and the Draft Land Use Map in meeting the County’s targeted growth consistent with its guiding principles, and (4) an Environmentally Superior Map that reflects more stringent and aggressive application of the principles to restrict growth in portions of the Semi-Rural and Rural Lands Regional Categories.

GOALS, POLICIES, AND IMPLEMENTATION PLAN

Goals, policies, and an Implementation Plan were prepared based on the land use maps, current issues, and community needs, understandability, effectiveness in previous applications, practicality, and feasibility, embodiment of state-of-the-art planning practices, consistency with current legislation and court decisions, community values, and past Board of Supervisors policy decisions. General guiding principles, goals, and policies developed by the advisory committees served as the foundation for this undertaking. Specific goals, policies, and implementation measures were then prepared by working with internal and external technical review committees for inclusion in the Draft General Plan.

DRAFT GENERAL PLAN

The Draft General Plan was first circulated for public review in November 2008, incorporating an overview of background data, goals, and policies. As part of this review, the Draft General Plan was reviewed by the advisory committees, stakeholders, and relevant public agencies. Comments were incorporated and the revised Draft General Plan was circulated for public review in July 2009, along with the Draft Environmental Impact Report, Implementation Plan, and revisions to the Community Plans.

ENVIRONMENTAL IMPACT REPORT

A Draft EIR was prepared in accordance with the requirements of the *California Environmental Quality Act* (CEQA). In July 2008, the Draft EIR was circulated for a 60-day public review and comment period. Responses to all comments were prepared and incorporated into the Final EIR, which was reviewed and certified by the Board of Supervisors.

ADOPTION AND CERTIFICATION

The Planning Commission and Board of Supervisors conducted public hearings on the Draft General Plan and EIR. In consideration of the public input, the Commission made a recommendation to the Board of Supervisors regarding the General Plan and certification of the Final EIR. The Board of Supervisors considered the Commission’s



Meeting of the County Board of Supervisors

PROCESS FOR PREPARING THE GENERAL PLAN

input and based on its findings, the Board of Supervisor adopted the General Plan with changes and certified the Final EIR.

PLAN IMPLEMENTATION

Once adopted, implementation of the County of San Diego General Plan will begin in accordance with the Implementation Plan. Associated changes to zoning, other regulations, policies, and procedures will be made. Implementation of the General Plan will be monitored and reported on an annual basis.



Planning Commission meeting

Public Outreach and Involvement in the Planning Process

The General Plan planning process involved a broad spectrum of the community through an extensive public outreach program that included hundreds of meetings, mailings, and e-mail updates, a hotline, and a website. The outcome of the effort led to the development of land use maps and a road network, the development of goals and policies, and the preparation of the General Plan based upon input from the numerous workshops, open houses, and community meetings.



Interest Group meeting



Steering Committee meeting



Community meeting

The entire process was guided by two regional advisory committees:

- *Steering Committee*—Chairpersons or designated representatives from 26 Community Planning and Sponsor Groups
- *Interest Group*—Designated representatives from environmental groups, professional organizations, building industry representatives, and the Farm Bureau

These groups made policy recommendations to staff, the Planning Commission, and Board of Supervisors. All meetings were advertised, open to the public, and held in accordance with the Brown Act.

Through frequent work sessions, the public and stakeholders were provided the opportunity for involvement throughout the entire planning process from the initial establishment of population growth targets, to development of a land use framework, identification and refinement of desired goals and policies, and review of land use map and road network alternatives. In addition to the advisory groups, the community



planning and sponsor groups served as the primary conduit for public outreach throughout the planning process. Community planning groups worked closely with staff throughout the development of the land use map, along with town center and road network planning efforts. Since 2000, staff participated in over 212 meetings with the full Planning and Sponsor groups, 109 workshops, and 216 subcommittee meetings. All meetings were advertised to the general public through standard planning and sponsor group agendas or through the General Plan Update mailing lists described below. Most meetings were advertised in multiple ways.



Public workshop

Other groups involved in the planning process included:

- *Native American Tribal Nations*—A tribal outreach strategy that invited the 18 tribes in the County to participate in the process coordinated through the Native American Heritage Commission.
- *City Planning Directors*—Staff coordinated with the Planning Directors from incorporated cities within the County to provide status reports on the progress of the General Plan Update and solicit their feedback.

In an effort to continually involve interested parties in the planning process to obtain valuable feedback, other methods of public outreach over the course of the project included a General Plan Update Hotline number, informational flyers, and a General Plan website where members of the public could find out up-to-date information about the project.

- *Hotline*—An unmanned telephone hotline was established that allowed the public direct access to the San Diego County Department of Planning and Land Use with an ability to leave a message (i.e., be placed on mailing lists), or could get general questions answered.
- *Project Initiation Postcard*—All property owners in the unincorporated County in January 2001 were mailed a postcard introducing the General Plan Update to inform the public about the update and encourage their involvement.
- *Flyer*—In 2002, an informational flyer was developed to inform the public about the proposed changes to land use density and announce a Land Use Map. This flyer was mailed to every property owner in the unincorporated County.
- *Monthly Newsletter*—A monthly e-mail newsletter was used to inform interested parties of project progress, major milestones, website updates, documents available for review, and upcoming meetings or events.
- *Mailing Lists*—Mailing lists were accumulated over the project duration of individuals and organizations interested in receiving the newsletter, notices of specific meetings, hearings, and documents available for review. Parties were notified through their requested method, mail or e-mail, when appropriate.
- *Website*—A website was developed and maintained by County Staff to inform the public about the General Plan Update, including its progress and any upcoming public meetings. The site also provided the population forecast projections, land use and circulation frameworks, and land use distribution and road network maps for each community for quick access to information as they evolved

throughout the planning process. In addition, complete reports to the Planning Commission and Board of Supervisors were posted prior to each public hearing to inform the public of the issues and other information that were planned to be addressed during the hearing. <http://www.sdcounty.ca.gov/dplu/gpupdate/index.html>

- *Local Newspapers*—Several regional and local newspapers published notices, stories, and editorials related to the General Plan Update.

Community Plans

Community plans are policy plans specifically created to address the issues, characteristics, and visions of communities within the County. These diverse communities each have a distinct physical setting with a unique history, culture, character, life style, and identity. Community and subregional plans, thus provide a framework for addressing the critical issues and concerns that are unique to a community and are not reflected in the broader policies of the Land Use Element of the General Plan. These goals and policies are designed to provide more precise guidance regarding the character, land uses, and densities within each community planning area. Generally, these goals and policies are more limiting and restrictive than the countywide goals and policies, consistent with State legislation for internal consistency. The Community Plans are adopted as integral parts of this General Plan but bound separately, and must be referenced in determining the types and density of land use that may be considered for any property within the community planning area.

When updating Community Plans, communities are encouraged to delineate areas within their plans that will assist with the future planning of developments, infrastructure, facilities, and regulations. An Urban Limit Line and/or Village Boundary may be defined in the Community Plan as a community-specific growth boundary that identifies an area to which development should be directed. These boundaries may also serve as the basis for community specific goals and policies.

Another convention that is encouraged for use in Community Plans is the designation of Special Study Areas. Special Study Areas define areas for further planning and implementation and should be further defined in more detail in the Community Plan for each area that is identified. The designation a Special Study Area does not presume that modifications to the General Plan are necessary nor does it bestow any additional entitlement upon the property. The property retains the land use designations shown in the General Plan. Any changes to the General Plan resulting from this additional study must occur through a General Plan Amendment (GPA), be evaluated independently, and must be consistent with all other components of the General Plan. The designation of a Special Study Area is intended to give a clear commitment to the community and property owners that if further changes to the General Plan are processed in the future, those changes will address the areas identified as areas needing further information and evaluation. The Special Study Area designation provides assurances that the areas of concern will be addressed as staff and stakeholders change over time. Outlining the objectives of the study area helps ensure that all interested parties continue to have the same understanding of the intent of efforts for that area.

The scope of the additional planning will vary widely between areas and communities but some possibilities include (but are not limited to): Specific Plans; master development plans; design guidelines; circulation networks including local public roads, bicycle and pedestrian facilities; and plans for civic, park and



recreational facilities. Special Study Areas are particularly useful for town centers, village cores where revitalization is desired, areas designated for mixed use, transit nodes, and areas that are generally undeveloped or developed at low intensities but are planned as future growth areas. Where appropriate, the Community Plan may restrict development within the Special Study Area until more detailed plans are prepared and approved, so that interim development does not preclude the preparation and implementation of the study.

As integral components of the County of San Diego General Plan, Community Plans have the same weight of law and authority in guiding their physical development. The Community Plans are introduced by a vision statement defining intentions regarding the role, character, and values of each community. This is followed by a description of the community and goals and policies corresponding to each of the countywide elements. In some cases, there may be no unique local policies applicable to a countywide element topic.

The Community Plans are prepared for the following communities and subregional planning areas:

- Alpine
- Bonsall
- Central Mountain
 - > Cuyamaca
 - > Descanso
 - > Pine Valley
- Crest/Dehesa/Harbison Canyon/Granite Hills
- Desert
 - > Borrego Springs
- Fallbrook
- Jamul/Dulzura
- Julian
- Lakeside
- Mountain Empire
 - > Boulevard
 - > Jacumba
 - > Campo/Lake Morena
 - > Potrero
 - > Tecate
- North County Metro
 - > Twin Oaks Valley
 - > Hidden Meadows
- North Mountain
- Otay
- Pala-Pauma Valley
- Pendleton/ De Luz
- Rainbow
- Ramona
- San Dieguito
- Spring Valley
- Sweetwater
- Valle de Oro
- Valley Center

Related Documents

Background Reports and GIS

The General Plan is based upon a series of Background Reports containing relevant topical data and analyses as well as identification of relevant issues and trends to be considered in preparation of the General Plan. These reports and technical studies serve as the existing conditions or existing setting for the General Plan elements and the Environmental Impact Report (EIR). These background reports are not adopted by the County and may be expanded or modified without an amendment to the General Plan. Also, separate from the General Plan but utilized as background data for analysis is the County’s Geographic Information System (GIS) database. Data related to land use, physical constraints, and resources, included in various figures in the General Plan are available from the San Diego Geographic Information Source (SanGIS) at www.sangis.org.

Environmental Impact Report

A program EIR was prepared for the General Plan in accordance with the substantive and procedural requirements of the *California Environmental Quality Act* (CEQA). The EIR describes environmental conditions

RELATED DOCUMENTS

in the County, assesses the possible adverse environmental impacts that the General Plan adoption will have on these conditions, identifies actions that will be undertaken to reduce these impacts, and evaluates the comparative impacts of alternatives to adoption of the General Plan. Mitigation measures in the EIR are incorporated both as policies in the General Plan and as implementation measures in the Implementation Plan and, consequently, the General Plan is generally considered to be “self-mitigating.”

The document is considered a “program level” EIR, meaning that it examines the general nature of impacts at a Countywide scale. The findings of the EIR help determine the appropriate level of environmental review that should be performed when subsequent projects consistent with the Plan are proposed.

Implementation Plan

The Implementation Plan is a set of the principal actions and procedures necessary to achieve the goals and policies set forth in the General Plan. It is a separate document that is directly correlated and cross referenced to the policies in the General Plan, but it may be modified and updated as necessary without the necessity of a General Plan amendment. An overview of the Implementation Plan is provided in Chapter 9.

Regional and Multi-Jurisdictional Plans

There are 19 jurisdictions in San Diego County, including the unincorporated County, with local land use authority along with the responsibility for preparing their own general plans. 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 (MPO) responsible for area-wide coordination and as the technical and informational resource for the region’s local jurisdictions. SANDAG prepares regional land use and 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 Regional Comprehensive Plan (RCP) identifies existing and planned Smart Growth Opportunity Areas (SGOAs)—compact, mixed use, pedestrian-oriented development patterns where a higher priority is placed on providing transportation facility improvements. A specific SGOA category was developed to accommodate the unique community character and development patterns found in village centers for some unincorporated communities. Therefore, the SGOA is closely related to the community development model, which is one of the fundamental components of this General Plan Update. The Regional Transportation Plan (RTP) seeks to improve transportation connections to SGOAs. Road network planning for the County General Plan Update considered the RTP when identifying the necessary improvements to the County’s Mobility Element road network.

The Multiple Species Conservation Program (MSCP) is a County conservation planning program designed to establish connected preserve systems that ensures the long-term survival of sensitive plant and animal species and protects the native vegetation found throughout the unincorporated County. Plans created under this program are both a federal Habitat Conservation Plan (HCP) and a State Natural Community Conservation Planning (NCCP) program plan. The MSCP addresses the potential impacts of urban growth, natural habitat loss, and species endangerment and creates plans to mitigate for the potential loss of



sensitive species and their habitats. The MSCP Plan covers 582,243 acres over twelve jurisdictions. Each jurisdiction has its own Subarea Plan; however, there are only minor differences in how each is implemented. The MSCP is also an important program that significantly contributes to the County's ability to realize its watershed protection and climate change goals.

The County also works with the San Diego County Regional Airport Authority (SDCRAA) on a regular basis to ensure land use compatibility around each of the eight County-owned airports. The SDCRAA serves as San Diego County's Airport Land Use Commission (ALUC), responsible for protecting public health and safety surrounding airports. The ALUC is responsible for adopting Airport Land Use Compatibility Plans (ALUCPs) for all public-use and military airports in San Diego County. ALUCPs provide guidance on appropriate land uses surrounding airports to protect the health and safety of people and property within the vicinity of an airport, as well as the public in general.

The San Diego Local Agency Formation Commission (LAFCO) is a regulatory agency responsible for annexation and detachment of territory, incorporation of cities, and the formation of special districts. LAFCO also develops and adopts spheres of influence for each city and special district within the unincorporated county. A sphere of influence is defined as a "plan for the probable physical boundaries and service area of a local government agency. In addition to LAFCO, the County of San Diego also coordinates planning efforts with tribal governments and special district agencies, such as fire, water, school, and sanitation districts.

Other County Policies and Ordinances

A number of local plans and ordinances are impacted by the County's General Plan:

- **Zoning Ordinance**—The County administers its General Plan primarily through its Zoning Ordinance. While the General Plan identifies general land use designations, zoning identifies specific uses and development standards. As mandated by the State, the General Plan must be consistent with the County Zoning Ordinance. Changes in this General Plan Update require an update to the County Zoning Ordinance.
- **Subdivision Ordinance**—State law, through the *Subdivision Map Act*, governs local approval of land subdivision, which is further directed in the County Subdivision Ordinance. Review of proposed subdivisions and parcel maps includes a determination of consistency with General Plan goals and policies.
- **Specific Plans**—Specific plans provide an alternative to the Zoning Ordinance in that they are customized plans that delineate land uses, infrastructure, development standards and criteria, and implementation measures. Specific plans must be consistent with the General Plan, and can be used to implement the General Plan within a limited area.
- **The Forest Conservation Initiative (FCI)**—Enacted in 1993 with the goal of preserving the area's unique resources and the rural environment and open space, the FCI affects nearly 91,000 acres of privately owned land in the unincorporated County within the Cleveland National Forest by establishing a 40-acre minimum parcel size with a restriction of one dwelling unit per parcel. This initiative only remains in effect until December 31, 2010, and is included as an appendix to this General Plan. Upon expiration, a General Plan amendment will be required to redesignate the FCI lands to be consistent with the General Plan Update.

Implementing and Amending the Plan

This comprehensive update to the General Plan will be implemented through a variety of ordinances, programs, and activities. These specific actions are described in the Implementation Plan, which is a separate document to the General Plan.

The General Plan is intended to be a dynamic document and must be periodically updated to respond to changing community needs. An annual review of the Plan is required to ensure that it remains relevant. Moreover, any of the Plan's mandatory elements may be amended up to four times a year. Any proposed amendment will be reviewed to ensure that the change is in the public interest and would not be detrimental to public health, safety, and welfare. Environmental review is required for substantive General Plan amendments. A comprehensive update to the General Plan requires an assessment of all seven mandated regional elements, including the Land Use and Mobility Element network maps. This General Plan includes policies that require a comprehensive General Plan update to accommodate significant land use changes.

Global Climate Change: AB 32 Compliance



The issue of global climate change has received greater attention from governments around the world in recent years. Global climate change refers to the transformation in the average weather of the earth as observed in wind patterns, storms, precipitation, and temperature.

Human activities associated primarily with the use of carbon-based fossil fuels have led to changes in the composition of the atmosphere. The combustion of carbon-based fossil fuels creates greenhouse gas (GHG) emissions such as carbon dioxide (CO₂), methane (CH₄), and nitrous oxide (N₂O), which has caused the earth's atmosphere to absorb more heat from the sun. The concentration of greenhouse gases in the atmosphere has significantly increased as a result of combustion of fossil fuels primarily associated with automobile use and energy production. Scientists have already observed some of the negative effects of climate change, and expect more changes in the future. Governments, organizations, and private citizens all over the world are looking for ways to reduce GHG emissions to create a better future, while preparing to adapt as necessary to the inevitable repercussions of this situation.

In 2006, the California State Legislature took a proactive role in addressing the challenges of climate change with the adoption of the California *Global Warming Solutions Act of 2006*, Assembly Bill 32 (AB 32). AB 32 focuses on reducing GHG emissions in California. By 2020, AB 32 requires the California Air Resources Board (CARB), the state agency charged with regulating statewide air quality, to adopt rules and regulations that would achieve GHG emissions equivalent to statewide levels in 1990. Since 2006, the State Legislature has adopted several other pieces of legislation to further efforts in addressing climate change. Senate Bill 375 (SB 375), adopted in 2008, is one of those bills and is significant because it connects land use planning with AB 32. SB 375 will result in development of regional greenhouse gas emission reduction targets by the State



that will then be implemented by regional transportation planning agencies. In San Diego, this responsibility falls to the San Diego Association of Governments (SANDAG).

In California, carbon dioxide accounts for approximately 84 percent of all greenhouse gases, while methane makes up approximately eight percent and nitrous oxide and hydrocarbons contributing an additional six and two percent, respectively. Fossil fuel combustion is the principal source, an estimated 98 percent, of carbon dioxide emissions. Of this, transportation and development are the primary sources of fossil fuel combustion. In California, more than half of fossil fuel emissions of carbon dioxide are related in some way to transportation. Worldwide, buildings contribute 40 percent of greenhouse gases, though this is comparatively less in the County due to the rural character of many areas. Clearly, dispersed development patterns that necessitate extensive vehicle trips and gasoline consumption and the predominance of buildings that use extensive climate control systems play a significant role in affecting greenhouse gases.

An underlying premise of the San Diego County General Plan is to conserve natural resources and develop lands and infrastructure more sustainably in the future. Planning and developing a truly sustainable future depends on a healthy environment, strong economy, and the social well-being of the County's residents. Throughout the General Plan are goals and policies that contribute to achieving this goal, including the following:

- Environment: conserving air, water, land, soils, minerals, natural habitat, energy, and aesthetic resources; while protecting life and property from the risks of wildfires, flooding, and other hazards.
- Economy: creating good jobs, income, and financial resources.
- Equity and Social Well-Being: providing library, park and recreations facilities, along with programs that contribute to improvements in education, income, health, safety, arts, and cultural attainment for all.

AB 32's mandate to reduce greenhouse gas emissions represents a key element in meeting sustainability objectives. The General Plan takes steps to address the challenging issue of climate change by reducing GHG emissions, retaining and enhancing natural areas, improving energy efficiency, reducing waste, recycling, and managing water use. The General Plan will reduce GHG emissions primarily through minimizing vehicle trips and approving land use patterns that support increased density in areas where there is infrastructure to support it, increased opportunities for transit, pedestrians, and bicycles, and through green building and land development conservation initiatives. Policies also address adaptation to climate change, such as continued wildfire management and protection, monitoring flood hazards, and regional collaboration on biological preservation, water use and supply, and other areas of concern.

The sources, impacts, and solutions to climate changes are complex. Climate change and GHG emissions reduction are addressed in policies and programs from multiple elements of this General Plan rather than in a single section. Table I-1 (General Plan Policies Addressing Climate Change) identifies the policies in the San Diego County General Plan that carry out the primary objectives of AB 32: mitigation (reduce greenhouse gas emissions) and adaptation (changing current strategies to adapt to climate change). Table I-1 further categorizes the General Plan policies according to the strategies identified to accomplish the two primary objectives. The primary objectives of AB 32 are identified below.

- **Mitigation (Objective A)**—Responses producing a strategy that seeks to reduce greenhouse gas emissions.

- **Adaptation (Objective B)**—Responses adapting current strategies so that Climate Change is integral to planning activities and decisions.

Table I-1 General Plan Policies Addressing Climate Change		
Element	Policies	
OBJECTIVE A: MITIGATION—REDUCTION IN GREENHOUSE GAS EMISSIONS		
Strategy A-1: Reduce vehicle trips generated, gasoline/energy consumption, and greenhouse gas emissions		
Land Use	LU-1.2	Leapfrog Development
	LU-1.3	Development Patterns
	LU-1.4	Village Expansion
	LU-3.3	Complete Neighborhoods
	LU-5.1	Reduction of Vehicle Trips within Communities
	LU-5.2	Sustainable Planning and Design
	LU-5.4	Planning Support
	LU-5.5	Projects that Impede Non-Motorized Travel
	LU-6.3	Conservation-Oriented Project Design
	LU-6.4	Sustainable Subdivision Design
	LU-9.5	Village Uses
	LU-9.7	Town Center Planning and Design
	LU-9.8	Village Connectivity and Compatibility with Adjoining Areas
	LU-9.10	Internal Village Connectivity
	LU-9.12	Achieving Planned Densities in Villages
	LU-10.1	Residential Connectivity
	LU-10.4	Commercial and Industrial Development
	LU-11.1	Location and Connectivity
	LU-11.3	Pedestrian-Oriented Commercial Centers
LU-11.6	Office Development	
LU-11.8	Permitted Secondary Uses	
Mobility	M 1.2	Interconnected Road Network
	M-3.1	Public Road Rights-of-Way
	M-3.2	Traffic Impact Mitigation
	M-4.1	Walkable Village Roads
	M-4.2	Interconnected Local Roads
	M-4.3	Rural Roads Compatible with Rural Character
	M-5.1	Regional Coordination
	M-6.5	Adaptive Reuse of Abandoned Rail Lines
	M-8.1	Maximize Transit Service Opportunities
	M-8.2	Transit Service to Key Community Facilities and Services
	M-8.3	Transit Stops That Facilitate Ridership
	M-8.4	Transit Amenities
	M-8.5	Improved Transit Facilities
M-8.6	Park and Ride Facilities	
M-8.7	Inter-Regional Travel Modes	



Table I-1 General Plan Policies Addressing Climate Change

Element	Policies
	M-8.8 Shuttles M-9.1 Transportation Systems Management M-9.2 Transportation Demand Management M-9.3 Preferred Parking M-9.4 Park-and-Ride Facilities M-10.1 Parking Capacity M-10.2 Parking for Pedestrian Activity M-10.3 Maximize On-Street Parking M-10.5 Reduced Parking M-10.6 On-Street Parking M-11.1 Bicycle Facility Design M-11.2 Bicycle and Pedestrian Facilities in Development M-11.3 Bicycle Facilities on Roads Designated in the Mobility Element M-11.4 Pedestrian and Bicycle Network Connectivity M-11.5 Funding for Bicycle Network Improvements M-11.6 Coordination for Bicycle and Pedestrian Facility Connectivity M-11.7 Bicycle and Pedestrian Facility Design M-11.8 Coordination with the County Trails Program M-12.1 County Trails System M-12.2 Trail Variety M-12.3 Trail Planning M-12.4 Land Dedication for Trails M-12.5 Future Trails M-12.6 Trail Easements, Dedications, and Joint-Use Agreements M-12.7 Funding for Trails M-12.8 Trails on Private Lands
Conservation and Open Space	COS-14.1 Land Use Development Form COS-14.2 Villages and Rural Villages COS-14.3 Sustainable Development COS-14.4 Sustainable Technology and Projects COS-14.9 Significant Producers of Air Pollutants COS-14.10 Low-Emission Construction Vehicles and Equipment COS-14.13 Incentives for Sustainable and Low GHG Development COS-15.1 Design and Construction of New Buildings COS-15.2 Upgrade of Existing Buildings COS-16.1 Alternative Transportation Modes COS-16.2 Single-Occupancy Vehicles COS-16.3 Low Emission Vehicles COS-16.5 Transit-Center Development COS-21.5 Connections to Trails and Networks COS-23.2 Regional Coordination

Table I-1 General Plan Policies Addressing Climate Change		
Element	Policies	
Housing	H-1.2	Development Intensity Relative to Permitted Density
	H-1.3	Housing near Public Services
	H-1.4	Special Needs Housing near Complementary Uses
	H-1.5	Senior and Affordable Housing near Shopping and Services
	H-1.6	Land for All Housing Types Provided in Villages
	H-1.7	Mix of Residential Development Types in Villages
	Strategy A-2: Reduce non-renewable electrical and natural gas energy consumption and generation (energy efficiency)	
Land Use	LU-5.2	Sustainable Planning and Design
Conservation and Open Space	COS-6.5	Best Management Practices
	COS-14.4	Sustainable Technology and Projects
	COS-14.5	Building Siting and Orientation in Subdivisions
	COS-14.6	Solar Access for Infill Development
	COS-14.7	Alternative Energy Sources for Development Projects
	COS-14.12	Heat Island Effect
	COS-15.1	Design and Construction of New Buildings
	COS-15.2	Upgrade of Existing Buildings
	COS-15.3	Green Building Programs
	COS-15.4	Title 24 Energy Standards
	COS-15.5	Energy Efficiency Audits
Strategy A-3: Increase generation and use of renewable energy sources		
Land Use	LU-4.6	Planning for Adequate Energy Facilities
	LU-5.2	Sustainable Planning and Design
Conservation and Open Space	COS-6.5	Best Management Practices
	COS-14.4	Sustainable Technology and Projects
	COS-14.5	Building Siting and Orientation in Subdivisions
	COS-14.6	Solar Access for Infill Development
	COS-14.7	Alternative Energy Sources for Development Projects
	COS-15.2	Upgrade of Existing Buildings
	COS-15.3	Green Building Programs
	COS-16.4	Alternative Fuel Sources
	COS-17.5	Methane Recapture
	COS-18.1	Alternate Energy Systems
	COS-18.2	Energy Generation from Waste
Strategy A-4: Reduce water consumption		
Land Use	LU-5.2	Sustainable Planning and Design
	LU-6.4	Sustainable Subdivision Design
	LU-6.9	Development Conformance with Topography
Conservation and Open Space	COS-4.1	Water Conservation
	COS-4.2	Drought-Efficient Landscaping



Table I-1 General Plan Policies Addressing Climate Change

Element	Policies
	COS-4.5 Recycled Water COS-14.4 Sustainable Technology and Projects COS-14.11 Native Vegetation COS-15.1 Design and Construction of New Buildings COS-15.2 Upgrade of Existing Buildings COS-15.3 Green Building Programs
Strategy A-5: Reduce and maximize reuse of solid wastes	
Land Use	LU-5.2 Sustainable Planning and Design LU-6.1 Environmental Sustainability LU-6.4 Sustainable Subdivision Design LU-16.3 New Waste Management Facilities
Conservation and Open Space	COS-10.7 Recycling of Debris COS-14.4 Sustainable Technology and Projects COS-15.1 Design and Construction of New Buildings COS-15.2 Upgrade of Existing Buildings COS-15.3 Green Building Programs COS-17.1 Reduction of Solid Waste Materials COS-17.2 Construction and Demolition Waste COS-17.4 Composting COS-17.6 Recycling Containers COS-17.7 Material Recovery Program COS-18.2 Energy Generation from Waste
Strategy A-6: Promote carbon dioxide consuming landscapes	
Land Use	LU-1.3 Development Patterns LU-2.5 Greenbelts to Define Communities LU-5.2 Sustainable Planning and Design LU-5.3 Rural Land Preservation LU-6.1 Environmental Sustainability LU-6.2 Reducing Development Pressures LU-6.3 Conservation-Oriented Project Design LU-6.6 Integration of Natural Features into Project Design LU-6.9 Development Conformance with Topography LU-7.1 Agricultural Land Development LU-7.2 Parcel Size Reduction as Incentive for Agriculture LU-9.10 Internal Village Connectivity
Conservation and Open Space	COS-14.4 Sustainable Technology and Projects COS-14.11 Native Vegetation

Table I-1 General Plan Policies Addressing Climate Change		
Element	Policies	
Strategy A-7: Maximize preservation of open spaces, natural areas, and agricultural lands		
Land Use	LU-1.3	Development Patterns
	LU-1.4	Village Expansion
	LU-1.6	Conversion of Public Lands to Private Ownership
	LU-3.3	Complete Neighborhoods
	LU-5.2	Sustainable Planning and Design
	LU-5.3	Rural Land Preservation
	LU-6.1	Environmental Sustainability
	LU-6.2	Reducing Development Pressures
	LU-6.3	Conservation-Oriented Project Design
	LU-6.4	Sustainable Subdivision Design
	LU-6.6	Integration of Natural Features into Project Design
	LU-6.7	Open Space Network
	LU-6.9	Development Conformance with Topography
	LU-7.1	Agricultural Land Development
	LU-7.2	Parcel Size Reduction as Incentive for Agriculture
	LU-9.11	Integration of Natural Features in Villages
LU-10.2	Development—Environmental Resource Relationship	
Mobility	M-2.3	Environmentally Sensitive Road Design
Conservation and Open Space	COS-1.1	Coordinated Preserve System
	COS-1.2	Minimize Impacts
	COS-1.3	Management
	COS-1.4	Collaboration with other Jurisdictions
	COS-1.5	Regional Collaboration
	COS-2.1	Protection, Restoration and Enhancement
	COS-2.2	Habitat Protection Through Site Design
	COS-3.1	Wetland Protection
	COS-3.2	Minimize Impacts of Development
	COS-7.2	Open Space Easements
	COS-14.11	Native Vegetation
	COS-23.2	Regional Coordination
	COS-24.1	Park and Recreation Contributions
COS-24.2	Funding Opportunities	
Housing	H-2.2	Projects with Open Space Amenities in Villages
OBJECTIVE B: ADAPTATION—ADAPTING CURRENT STRATEGIES SO THAT CLIMATE CHANGE IS INTEGRAL TO PLANNING ACTIVITIES AND DECISIONS		
Strategy B-1: Reduce risk from wildfire, flooding, and other hazards resulting from climate change		
Land Use	LU-1.2	Leapfrog Development
	LU-1.4	Village Expansion
	LU-5.2	Sustainable Planning and Design



Table I-1 General Plan Policies Addressing Climate Change

Element	Policies
	LU-5.3 Rural Land Preservation LU-6.3 Conservation-Oriented Project Design LU-6.4 Sustainable Subdivision Design LU-6.7 Open Space Network LU-6.9 Development Conformance with Topography LU-6.10 Protection from Hazards LU-6.11 Protection from Wildfires and Unmitigable Hazards LU-6.12 Flooding
Mobility	M-2.3 Environmentally Sensitive Road Design
Conservation and Open Space	COS-5.1 Impact to Floodways and Floodplains COS-5.3 Downslope Protection COS-5.4 Invasive Species COS-14.4 Sustainable Technology and Projects
Safety	S-1.3 Risk Reduction Programs S-2.2 Participation in Mutual Aid Systems S-2.3 Familiarity with National and State Response Plans S-2.5 Existing Development within 100-year Flood Zones S-2.6 Effective Emergency Evacuation Programs S-3.1 Defensible Development S-3.2 Development in Hillsides and Canyons S-3.3 Minimize Flammable Vegetation S-3.4 Service Availability S-3.5 Access Roads S-3.6 Fire Protection Measures S-4.1 Fuel Management Programs S-5.1 Regional Coordination Support S-5.2 Fire Service Provider Agreements S-6.1 Water Supply S-6.4 Fire Protection Services for Development S-9.1 Floodplain Maps S-9.2 Development in Floodplains S-9.3 Development in Flood Hazard Areas S-9.4 Development in Villages S-9.5 Development in the Floodplain Fringe S-9.6 Development in Dam Inundation Areas S-10.1 Land Uses within Floodways S-10.2 Use of Natural Channels S-10.3 Flood Control Facilities S-10.4 Stormwater Management S-10.5 Development Site Improvements S-10.6 Stormwater Hydrology

Table I-1 General Plan Policies Addressing Climate Change		
Element	Policies	
Strategy B-2: Conserve & improve water supply due to shortages from climate change		
Land Use	LU-5.2	Sustainable Planning and Design
	LU-6.2	Reducing Development Pressures
	LU-6.4	Sustainable Subdivision Design
	LU-6.5	Sustainable Stormwater Management
	LU-698	Development Conformance with Topography
	LU-8.1	Density Relationship to Groundwater Sustainability
	LU-8.2	Groundwater Resources
	LU-8.3	Groundwater-Dependent Habitat
	LU-8.4	Program for Borrego Valley Aquifer
	LU-13.1	Adequacy of Water Supply
	LU-13.2	Commitment of Water Supply
LU-16.1	Location of Waste Management Facilities	
Mobility	M-2.5	Minimize Excess Water Runoff
	M-10.7	Parking Area Design for Stormwater Runoff
Conservation and Open Space	COS-4.1	Water Conservation
	COS-4.2	Drought-Efficient Landscaping
	COS-4.3	Stormwater Filtration
	COS-4.4	Groundwater Contamination
	COS-4.5	Recycled Water
	COS-5.2	Impervious Surfaces
	COS-5.5	Impacts of Development to Water Quality
	COS-14.4	Sustainable Technology and Projects
	COS-19.1	Sustainable Development Practices
COS-19.2	Recycled Water in New Development	
Strategy B-3: Promote agricultural lands for local food production		
Land Use	LU-1.3	Development Patterns
	LU-5.2	Sustainable Planning and Design
	LU-5.3	Rural Land Preservation
	LU-6.1	Environmental Sustainability
	LU-6.2	Reducing Development Pressures
	LU-6.3	Compatibility with Recreational Open Space
	LU-6.4	Sustainable Subdivision Design
	LU-7.1	Agricultural Land Development
	LU-7.2	Parcel Size Reduction as Incentive for Agriculture
LU-12.9	Environmental and Agricultural Resources	
Conservation and Open Space	COS-6.1	Economic Diversity
	COS-6.2	Protection of Agricultural Operations
	COS-6.4	Conservation Easements



Table I-1 General Plan Policies Addressing Climate Change

Element	Policies	
Housing	H-3.6	Housing for Special Need Populations
	H-3.7	Alternative Affordable Housing Options
Strategy B-4: Provide education & leadership		
Conservation and Open Space	COS-17.8	Education
	COS-20.1	Climate Change Action Plan
	COS-20.2	GHG Monitoring and Implementation
	COS-20.4	Public Education
Safety	S-2.4	Emergency and Disaster Education Programs

San Diego County History and Community Profile

The San Diego County Profile is described below in terms of its history, physical setting, economy, population and growth patterns, and the unique communities in the unincorporated County.

History

The County of San Diego was established on February 18, 1850, as one of the original 27 counties of California. The newly created County covered nearly 40,000 square miles including the present counties of San Diego, Imperial, Riverside, and San Bernardino, along with the eastern portion of Inyo County.

The territory comprising San Diego County was under Mexican rule from 1821 until 1846 during which time private land grants covering 948 square miles were bestowed throughout the County. The grants resulted in the formation of private ranchos, some of which are recognizable areas today, such as Rancho Santa Fe (Rancho San Dieguito), Marine Corps Base Camp Pendleton (Rancho Santa Margarita y Las Flores), Rancho Santa Maria (Ramona), and Rancho El Cajon (El Cajon, Lakeside, Santee, and Bostonia). Many ranchos were transformed into incorporated cities; for example, National City and Chula Vista were formed from Rancho de la Nación. Today, the County includes 18 incorporated cities, but retains a large unincorporated area which is the subject of this General Plan.

Physical Setting and Community Planning Areas



Valley landscape



Borrego desert



Fallbrook community

SAN DIEGO COUNTY HISTORY AND COMMUNITY PROFILE

San Diego County, including incorporated cities, contains approximately 4,261 square miles that cover 65 miles north to south and 86 miles east to west. The County is bordered by Riverside County and Orange

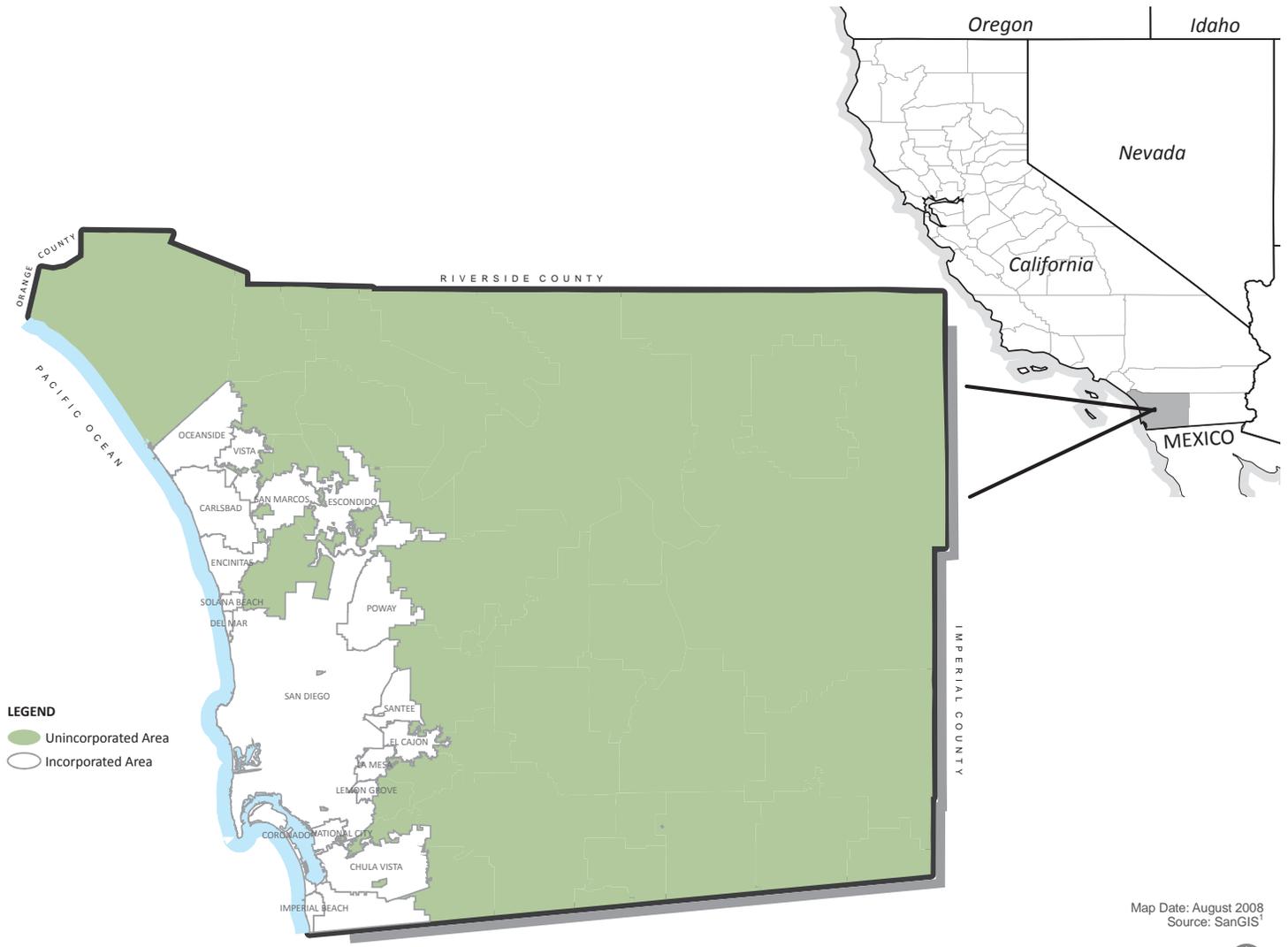
County to the north; Imperial County to the east; the nation of Mexico to the south; and the Pacific Ocean to the west as shown in Figure I-1 (Regional Context). The County's western portion includes 18 cities, while in the unincorporated area specifically designated subregions and community planning areas encompass the remainder of the County. These community and subregional planning areas are shown in Figure I-2 (Unincorporated County Communities). A majority of the land in the unincorporated area is open space or undeveloped and includes large tracts of federal, state, or regional parklands, and agricultural production areas. Residential land uses account for the majority of the developed land in the unincorporated County.

Relative to the incorporated areas located near the coast, development opportunities in the unincorporated areas of the County are generally more highly constrained due to more rugged terrain, more occurrences of sensitive species and habitat; and less opportunity for the provision of infrastructure and essential services. These physical, environmental, and infrastructure considerations, particularly the limited availability of water service from the County Water Authority (CWA), and the limited availability of other urban services such as sewer, fire, and emergency services, are major factors that shape the County's future growth and development potential.

The most developed communities in the unincorporated County are located at its westernmost boundaries within the CWA boundary; they have access to public services and infrastructure and have sustained growth at a more rapid rate than in other parts of the County. The communities closest to the core metropolitan area of the region have limited potential for future growth because much of their land is already developed. These communities—Valle de Oro, Spring Valley, Sweetwater, the western portions of Lakeside—contain substantial existing populations. These communities desire to retain the existing community character and remaining open space. These more densely populated communities are also concerned about limiting negative impacts caused by road construction and certain developments in incorporated jurisdictions.

Other communities that are more distant from the San Diego metropolitan center but within the CWA—Alpine, Ramona, Valley Center, North County Metro, Bonsall, Fallbrook, and Otay Mesa—have a greater capacity to grow when compared to other communities. However, in all of these communities, any future growth must be carefully balanced with other factors to preserve their identity and unique resources. Although within the CWA, growth potential is more limited in Rainbow, Twin Oaks, and Hidden Meadows (part of North County Metro), Jamul, and Crest/Dehesa/Harbison Canyon/Granite Hills due to the absence of infrastructure, the rugged terrain, and sensitive habitats.

San Diego's remaining major rural communities include Dulzura, Julian, Pala-Pauma, Palomar, Borrego Springs, Cuyamaca, Descanso, Pine Valley, Jacumba, Boulevard, Lake Morena, Campo, Potrero, and Tecate. Rugged terrain, agriculture, and sensitive environmental habitats, as well as limited road networks and public services, limit growth in these areas. With few exceptions, these communities are sparsely populated and lack the infrastructure and employment opportunities to support anything more than limited population growth. With the exception of some limited areas of sewer service, these communities rely largely upon septic systems. Without imported water, groundwater is also a limiting factor to growth. Further, this area of the County contains a substantial amount of public lands, tribal land, and land affected by the Forest Conservation Initiative (FCI). Residents in these communities desire to preserve the existing rural setting and character.



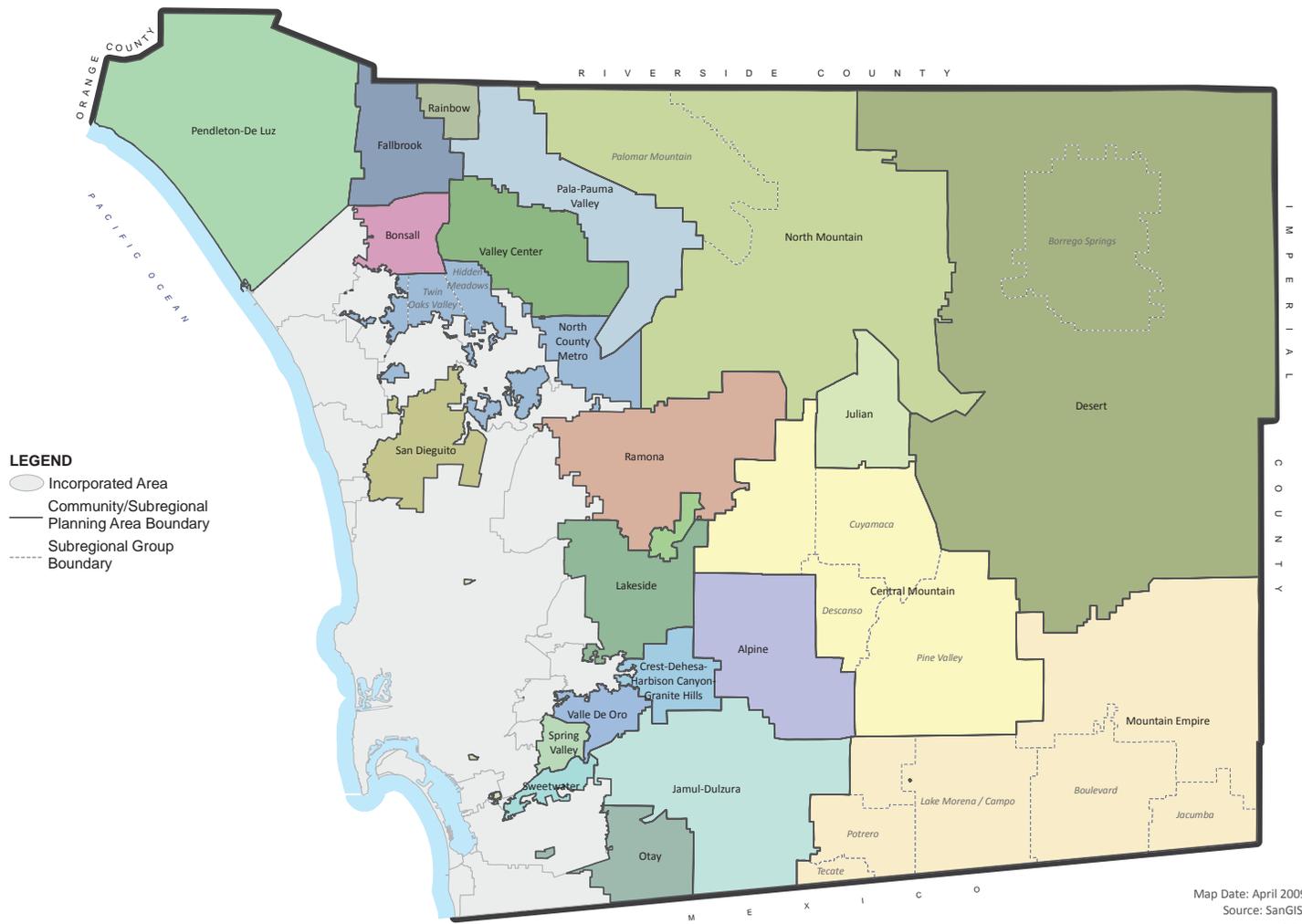
REGIONAL CONTEXT

San Diego County General Plan

Map Date: August 2008
 Source: SanGIS¹

0 2 4 6 8 10 Miles

Figure I-1





Demographic Patterns

The unincorporated County encompasses 3,570 square miles that represent 84 percent of the total land area of San Diego County, yet its 2008 population of 491,764 persons represented only 15.6 percent of the total County population. During the period from 1980 to 2008, the average annual population rate increase for the unincorporated area was approximately 1.1 percent, whereas the average annual rate of increase for the entire County was 3.4 percent between 1980 and 1990 and 1.3 between 1990 and 2008. Population forecasts for 2030 indicate that the population of the entire County will grow by 42 percent.

Once dependent on the military and defense-related industries, San Diego County now has a diverse economy that includes manufacturing, telecommunications, tourism, trade, biosciences, software, multimedia, and digital technology. These industries are largely located in the 18 cities, with the exception of agricultural production, which is primarily located in the unincorporated County and which is a significant component of its economy.



Valley Center



Fallbrook Village



Twin Oaks agriculture

CHAPTER 2 **Vision and Guiding Principles**



Introduction

The County of San Diego’s General Plan sets a direction for the future of the unincorporated area of San Diego County by providing clear, unified framework for community development and conservation. The development of this General Plan began in 1998 and included extensive community involvement, the results of which informed the creation of the Vision Statement and Guiding Principles. The Vision Statement and Guiding Principles in turn establish the foundation upon which the General Plan elements and its components are consistent, related, and measured. The Vision represents the basis by which all updated plan goals, policies, and implementation programs are measured and constitute the Plan’s legislative intent as approved by the Board of Supervisors.

Vision

The Vision is derived from the strategic initiatives of the County’s General Management System (GMS), which include:

- Kids—Improve opportunities for children
- The Environment—Manage resources to ensure environmental preservation, quality of life, and economic development
- Safe and Livable Communities—Promote safe and livable communities



The General Plan provides a key vehicle for the County to implement these strategic initiatives by identifying innovative growth solutions that address a full spectrum of issues, including housing, transportation, community infrastructure, and environmental impact. The County of San Diego is committed to improving opportunities and outcomes for children by providing a healthy and safe physical environment, while supporting recreational opportunities and land use patterns that encourage a healthy lifestyle. This General Plan guides the County’s management of its environmental resources through policies to sustain and enhance the land, water, air, and biodiversity upon which all life depends, while recognizing that our growing population must also be accommodated. While the General Plan’s goals and policies address San Diego County’s natural hazards and human activities that pose a threat to public safety, promoting livable communities requires much more than just safety. Essential components of livable communities include: a sense of place with attractive and convenient service and support facilities, a safe and efficient

VISION

transportation network, public and personal safety, and sustainable development. The following represents the vision for what San Diego County is intended to become with build-out of this General Plan.

What We Plan to Be



San Diego County is comprised of diverse communities offering residents with places to live, work, shop, be educated, and recreate in settings dominated by the natural environment and open spaces. It is generally a low-density alternative to the urbanized San Diego coastline and inland areas. Many communities consist of small scale villages or residences on large lots with agriculture and open space. Our villages are intended to grow in compact land development patterns to minimize intrusion into agricultural lands and open spaces; the distance that we travel to our local services and businesses; and the need for extensive infrastructure and services; while also inducing community association, activity, and walking. The County's ambience will remain quiet and peaceful, with nighttime skies illuminated by the stars. Our infrastructure and services will retain the characteristics of rural places with natural water courses, septic systems, low-level street lighting, and limited sidewalks. Buildings and architecture will continue to be subsumed within and complement our physical setting of valleys, hillsides, and deserts.

Our Physical Setting



We recognize the importance of the San Diego region's natural environment and are committed to sustaining its diversity, health, and integrity as a distinguishing asset for residents and visitors. New development shall respect and maintain the physical and visual integrity of the hillsides, valleys, and deserts that shape and provide identity for our community. We will continue to avoid or minimize developing in areas susceptible to geologic, wildfire, and flooding risks and we will continue to retain and protect the viability of our woodlands, riparian corridors, and important plant and animal habitats, maintaining the health and viability of declining species. The County's lakes and streams will be free of toxins and harmful pollutants, sustaining fish populations and a healthy water supply, while offering abundant recreation opportunities for residents and



visitors. We will continue to recognize and maintain strong partnerships with state and federal agencies in protecting and preserving our natural environment.

Protecting Our Agriculture



We will continue to value our agricultural lands and recognize the importance of preserving opportunities for the production of healthy food and ornamental crops for our population and others. We will emphasize the distribution of our agricultural products locally and within the region. Our future development patterns and parcel sizes will avoid incentivizing the conversion of agriculture for urban uses.

Our Communities

The County of San Diego will continue to provide a diversity of choices for the type and character of community in which we live. These choices will include villages that contain a mix of housing types that are located near retail businesses, employment, schools, parklands, churches, and public institutions. These villages will vary in density and character that will provide affordable housing choices, some will be located near and transitioning with coastal suburban communities, while others will reflect the unique character of their mountain, valley, and desert setting. An alternative choice will be to continue to live on large parcels, separated from our neighbors by agriculture and open spaces with few or no urban services.

How We Get Around



San Diego County infrastructure will be planned to offer easy and convenient access within and between our communities and to the greater region. The County's streets and highways will be planned to provide a comprehensive, well-connected network maintained to support use by all our road users — cars, trucks, transit, bicyclists, and pedestrians. Our road network will also be planned to channel traffic to avoid conflicts with our residential neighborhoods. Our traffic signalization and traffic control mechanisms will be planned to facilitate traffic flow and avoid congestion. As an alternative to the automobile, bicycle paths and

VISION

pedestrian-ways will be planned to be strategically located within and around village areas and designed to provide a pleasant experience for users. We will continue to explore opportunities to expand transit services commensurate with needs and density. Our village cores will be planned to shared parking facilities that enable residents and visitors to park once, walk along lively streets, and patronize multiple business establishments and community services.

How We Sustain Our Community



The County of San Diego recognizes its long-term obligations to future residents by simultaneously promoting ecological health, economic vitality, and social well-being. In our villages, the Land Use Map provides a mix and density of land uses that will minimize automobile trips and their length, invigorate the economic health of our businesses, and promote association with our neighbors. These, coupled with increased access to transit, will reduce our air emissions, greenhouse gas emissions, energy consumption, noise, and time spent away from our families. We will walk more in our village cores and participate in recreational activities, improving the health of our families and children. We will develop our properties and design our buildings to reduce energy consumption, use low-impact alternative energy sources, capture stormwater and recycle wastewater, use recycled construction materials, reuse our solid wastes, and use non-toxic paints and materials. Our sustainable practices will contribute to a healthy environment, enhancing the livability of San Diego County.

Our Sustainable and Vital Economy

We will continue to strive to maintain a healthy and vital economy, providing a variety of jobs for our residents and a climate in which our businesses can prosper. Our businesses are diverse, building on the resources uniquely available in the County, including its agriculture and natural setting that offers opportunities for tourism and, at the same time, providing goods and services to our residents. By providing our residents with housing in compact villages, we will provide a strong customer base to maintain the viability of our businesses.



Our Safe Community

We value the safety of our community. Our neighborhoods continue to be safe places to live and we continue to be comfortable in our business districts, parks, and open spaces with almost non-existent crime.



While we value and enjoy the beauty of our outdoors and environment, we continue to recognize the inherent risks of wildfires, flooding, earthquakes, and other natural hazards and take measures to locate and design our development to avoid these risks and provide excellent and responsive police and fire services to protect our well-being.

Guiding Principles

The Guiding Principles constitute a set of rules by which updated General Plan policies were developed. They guide the formulation of growth and development plans, environmental conservation, provision of infrastructure and services, and protection from environmental and man-induced hazards. The General Plan maps, goals and policies, and implementation programs are based on a set of ten interrelated principles that provide guidance for accommodating future growth while retaining or enhancing the County’s rural character, its economy, its environmental resources, and its unique communities. The ten Guiding Principles are:

1. Support a reasonable share of projected regional population growth.
2. Promote health and sustainability by locating new growth near existing and planned infrastructure, services, and jobs in a compact pattern of development.
3. Reinforce the vitality, local economy, and individual character of existing communities when planning new housing, employment, and recreational opportunities.
4. Promote environmental stewardship that protects the range of natural resources and habitats that uniquely define the County’s character and ecological importance.
5. Ensure that development accounts for physical constraints and the natural hazards of the land.
6. Provide and support a multi-modal transportation network that enhances connectivity and supports community development patterns and, when appropriate, plan for development which supports public transportation.
7. Maintain environmentally sustainable communities and reduce greenhouse gas emissions that contribute to climate change.
8. Preserve agriculture as an integral component of the region’s economy, character, and open space network.
9. Minimize public costs of infrastructure and services and correlate their timing with new development.
10. Recognize community and stakeholder interests while striving for consensus.

In summary, the Guiding Principles provide for the development of land uses, investment in infrastructure and public services, and conservation of natural resources that enable the County’s residents and businesses to enjoy a more sustainable environment, economy, and well-being and health. Each of the guiding principles is outlined in more detail below.

Guiding Principle 1

Support a reasonable share of projected regional population growth.

California and the San Diego region have been among the fastest growing areas in the nation and projections indicate that this will continue during the upcoming decades, regardless of variations associated with

GUIDING PRINCIPLES

economic cycles. Data indicate that much of the growth has been and will continue to be attributable to birth rates of existing residents coupled with the longer lifespan of the population and, secondarily, due to immigration. The San Diego Association of Governments (SANDAG) projects that the entire County's population will increase by 40 percent between 2000 and 2030, or approximately 1,140,000 persons. Though considerable growth in the region is likely to gravitate toward existing urbanized areas to facilitate access to jobs and services and reduce vehicle commutes and gasoline consumption, demand for development in unincorporated County areas is anticipated to continue as available lands within urbanized areas diminish and residents choose to live in a rural environment.

As growth continues in the region, the County will accommodate a reasonable share in the unincorporated County in a manner that sustains the natural setting, characteristics, and qualities that distinguish the County, its communities, and rural places as special places to live. The County will implement this guiding principle by planning and facilitating housing in and adjacent to existing and planned villages.

Guiding Principle 2

Promote health and sustainability by locating new growth near existing and planned infrastructure, services, and jobs in a compact pattern of development.

Low-density, large-parcel development patterns in the County afford residents the opportunity to enjoy open spaces, natural areas, and a rural lifestyle. However, such fragmentation and dispersal of development can result in corresponding increases in impacts on environmental resources and the costs of community infrastructure and services. The complexity and cost of the network of highways, water pipes, electrical energy, and other utility infrastructure needed to serve development is a function of the distance from supply source to the user. The greater the dispersal of development, the greater the improvements and associated costs required for the user and community. Similarly, community services such as police and fire are provided from central locations and require travel times to access users. Those travel times increase with decreasing densities. Low-density and fragmented development patterns also increase travel distances and times from homes to jobs, shopping, and services. These, in turn, increase gasoline consumption, air pollution, greenhouse gas (GHG) emissions, and time away from home and the family.



Julian's compact development patterns with a small central core surrounded by semi-rural and rural development

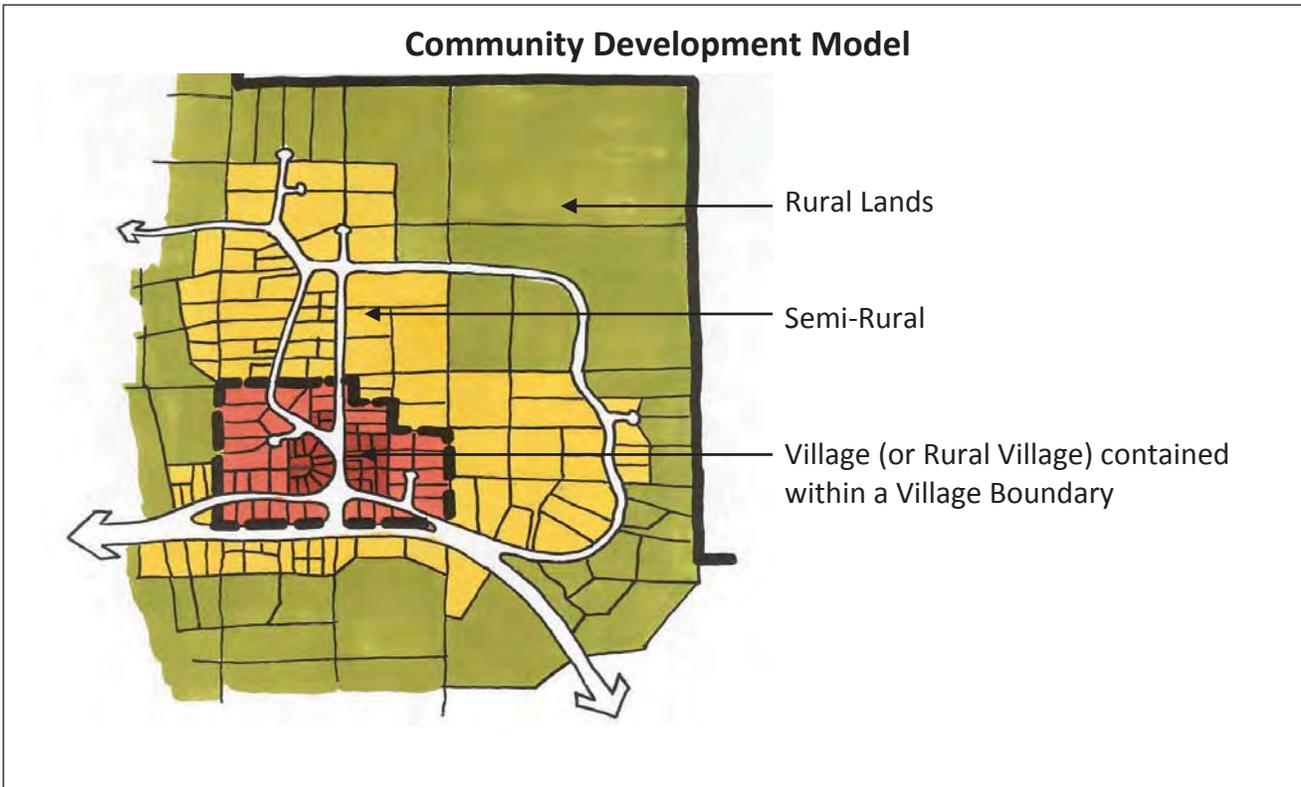
Large-parcel development also contributes to the loss of agriculture and natural habitats. Research for the Multi-Species Conservation Program (MSCP) indicates that there has been a considerable loss of habitat in San Diego region over the past several decades, with some habitats occupying less than 10 percent of their historic range.

As population growth continues in the San Diego County, more compact development should occur within existing and planned communities to reduce these impacts. Locating housing closer to retail, services, schools, and jobs and on smaller lots within communities can reduce the size of required infrastructure

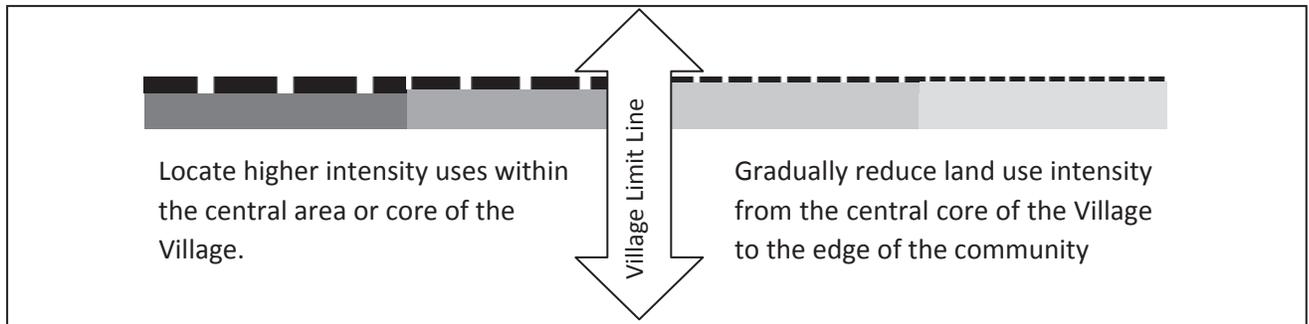


improvements and number and length of automobile trips, while increase the efficiency of delivering police, fire, and other public services and enhancing community livability. A more compact form of development in the County would reduce the amount of developed land, or its “footprint,” increasing the amount of open space, natural habitat, and agriculture that can be preserved, as well as reducing pressure on groundwater resources. It also would contribute to the retention of the rural setting and lifestyle of backcountry communities.

A model of compact development begins with a central core, referred to as a “Village” or, in very rural communities, a “Rural Village” in which the highest intensities of development are located. Under ideal conditions for achieving sustainability, the central core would be surrounded by areas of very low density. 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 for most of the unincorporated County, along with a realization that the ideal Community Development Model is only achievable with a wide ranging and extensive transit network. Therefore, in the County’s Community Development Model, the central core is surrounded by areas of lesser intensity including “Semi-Rural” and “Rural Lands.” The edge of a “Village” or “Rural Village” can be defined by a boundary that can be used to differentiate permitted development densities and design standards. 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. Outside of the “Village,” “Semi-Rural” areas would contain low-density residential neighborhoods, small-scale agricultural operations, and rural commercial businesses. In turn, these would be surrounded by “Rural Lands” characterized by very low-density residential areas that contain open space, habitat, recreation, agriculture, and other uses associated with rural areas. The diagrams below illustrate these relationships:



GUIDING PRINCIPLES



Developing the County's communities more compactly meets critical objectives for compliance with the mandates of AB 32, the *California Global Warming Solutions Act of 2006*. The bill requires the reduction of GHG emissions to 1990 levels by 2020, about a 25 percent reduction from current levels. Governor Schwarzenegger's Executive Order S-E-05 requires further reductions to 80 percent below 1990 levels by 2050. As automobile use and energy consumption are principal contributors to GHG emissions, compact land use patterns and development practices that reduce trip generation and distances will be essential.

Guiding Principle 3

Reinforce the vitality, local economy, and individual character of existing communities when planning new housing, employment, and recreational opportunities.

Critically important in defining the San Diego region is the diversity and character of its distinct communities. Some are located at the edges and serve as transitions from coastal and inland urbanized cities to agriculture and open spaces. These communities are often integrated into the more urban fabric of the region and will serve an important role in meeting the region's housing and employment needs. Others are remotely located in agricultural, pine-covered mountain, valley, and desert locations. Each has emerged in a distinct physical setting with a unique history, culture, character, life style, and identity that has attracted residents and, in some cases, tourists.



Main Street in Fallbrook

As the County continues to grow, it is critical that development be located, scaled, and designed to retain and enhance the qualities that distinguish its communities. Development planning must consider uses; parcel sizes; building form, scale, massing, and architecture; landscapes; and site development practices that are comparable to, or transition with, existing development to ensure that new development "fits" with the community. Smaller parcel sizes in community cores, for example, can be developed to replicate the character and scale of existing development. An economically viable community must also provide housing for all income levels. Close coordination with communities will be essential in understanding those attributes that distinguish them. Clear and effectively crafted community plans have an important role in communicating these principles.



With new development, it is also crucial to accommodate, and provide incentives for, important missing uses that residents and other stakeholders indicate are needed to “complete” the community. These may include locally-needed retail and services and/or amenities, such as parks, sidewalks that are pedestrian-friendly, trails and pathways, and parking facilities.

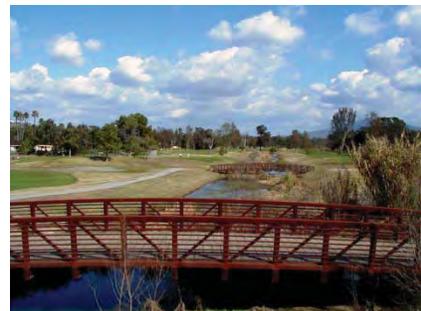
Guiding Principle 4

Promote environmental stewardship that protects the range of natural resources and habitats that uniquely define the County’s character and ecological importance.

The San Diego region is considered to be one of the most biologically diverse areas in the United States¹ and it is home to more rare and endangered species than any other region in the continental United States. Large lot development practices during recent decades have resulted in a loss of habitat resources, with some habitat types occupying less than five to ten percent of their historic ranges. The continued existence of over 400 sensitive plant and animal species depends on the assurance that sufficient amounts of native habitat, wildlife corridors, and habitat linkages are preserved and managed in a viable manner. The County, in cooperation with the City of San Diego, local, state, and federal agencies, has been aggressive in documenting and developing policies for the protection of sensitive species and habitats. The Multiple Species Conservation Program (MSCP) provides the foundation for these efforts through conservation of land and adaptive management and monitoring activities.

As growth and new development occur in the County, critical lands and habitat should be set aside and protected from development. On other lands, buildings, infrastructure, and other improvements should be located and designed to prevent degradation and adverse impacts on adjoining resources. Maintenance of viable and healthy habitats and biological resources not only sustains sensitive plant and animal species, but also contributes to the economic value, character, and identity of the County.

As practiced, the strict correlation of parcel size with density has been contrary to these objectives. Smaller lot sizes are an essential tool when planning for new development to preserve sensitive resources. Another important consideration is the configuration of the lots, which should be arranged to connect open spaces and create a linked network throughout the region.



¹ Dobson, A.P., J.P. Rodriguez, W.M. Roberts, and D.S. Wilcove. 1997 Geographic Distribution of Endangered Species in the United States. Science 275(5299): 550-553

Guiding Principle 5

Ensure that development accounts for physical constraints and the natural hazards of the land.

Residents, businesses, and visitors to the San Diego region are exposed to a diversity of natural and human-induced hazards that could affect life and property. Rupture of the Elsinore, Earthquake Valley, and San Jacinto Faults, and other ancillary faults, may incur property and personal damage due to ground shaking, landslides, liquefaction, and tsunamis. Landslides and rockfalls occur throughout the County's mountainous terrain. Hillside canyons, valleys, the desert floor, and flatlands may be impacted by heavy storm runoff and flooding. Wildland fires often occur in grasslands, chaparral, and forests, while threatening structures in urbanized areas. Some industrial and commercial businesses involve the use of toxic chemicals and hazardous materials that pose a risk to human health.



New development should be located and designed to protect life and property from these and similar hazards. In high risk areas, development should be prohibited or restricted in type and/or density. In other areas, structures, properties, infrastructure, and other improvements should be designed to mitigate potential risks from these hazards. Development that cannot avoid high risk areas should be carefully reviewed for consistency with County building codes and development regulations to eliminate or minimize potential risks.

Guiding Principle 6

Provide and support a multi-modal transportation network that enhances connectivity and supports community development patterns and, when appropriate, plan for development which supports public transportation.

The transportation system within the unincorporated County will rely primarily on a public road network that contains transportation routes for vehicular and non-vehicular travel such as pedestrians and bicycles. Future development will be more compact, which will reduce travel distances and the geographic extent of the transportation network, as discussed in Guiding Principle 2. These compact development patterns will support the development of a public transportation system. However, the mix and densities of land uses in the rural setting will be insufficient to support the development of a more comprehensive public transportation system accessible to a significant number of residents and the automobile will remain the primary mode of transportation in these areas. Nevertheless, public transit will be supported and enhanced where appropriate. Additionally, bike routes, pathways, and trails will be integrated with the road network providing options for travel and recreation.



An effective transportation system should provide convenient access to employment, education, public service, commercial, and recreational centers. It should provide connectivity within each community and within the region. The capacity of the transportation network should be adequate to support the development capacity of the land use plan for housing, retail, industrial, recreational, and other uses. Routes should be designed and developed that are sensitive to their context and minimize construction and environmental costs.

The transportation network should be built to support and correlate with community development patterns. Where more compact forms of development occur, a transportation network should provide a unified and connected system of public roads that accommodate private vehicles, bus or transit stops, pedestrian routes, and bicycles. In low-intensity rural areas, transportation routes should provide safe connections within the community, as well as connections to the regional transportation network.

Guiding Principle 7

Maintain environmentally sustainable communities and reduce greenhouse gas emissions that contribute to climate change.

There is a growing body of evidence that our built communities and typical lifestyles are resulting in over-consumption and degradation of natural resources and that a major shift in human behavior and development practices is necessary to overcome these. Increasingly, communities are seeking more sustainable approaches to development and conservation where persons and societies can live within the means of what the Earth can provide over the long term. A generally accepted definition states “sustainability meets the needs of the present without compromising the ability of future generations to meet their own needs.”² The emission of GHGs is one critical issue among many that cumulatively contribute to a community’s and a region’s sustainability.



Example of native landscaping

Sustainability principles also recognize the need to balance the environment with economic and social equity needs. A sustainable economy is one in which good jobs are available for residents and businesses thrive, providing capital to support human needs and protect the environment. A sustainable society is one in which residents are well-educated, have access to cultural activities, are physically active and healthy, and

² United Nations World Commission on Environment and Development

GUIDING PRINCIPLES

participate with their neighbors in community activity. Together, these are referred to as the “triple bottom line” of sustainability and all are considered of equal importance.

The County of San Diego can move towards sustainability and a reduction of GHG emissions by managing land development and building construction, conserving habitats and natural resources, providing efficient transportation and mobility systems, and developing its infrastructure and public services. As described for Guiding Principle 2, land should be developed more compactly, resulting in reduced automobile use and increased use of public transit, walking, and bicycling. This will result in less consumption of gasoline, generation of less air pollution and GHG emissions, the preservation of greater amounts of habitat and agricultural lands, and the improvement of the lifestyles and health of community residents. Locating residences closer to retail stores and jobs also increases the economic viability of those commercial entities. Providing new recreational facilities and access to the County’s abundant open spaces can improve public health. Similarly, choices for alternative transportation modes including bus and transit systems, pedestrian routes, and bicycle paths should be expanded, as described in Guiding Principle 6. This will result in similar benefits to public health by increasing outdoor activities.

Reduced consumption of energy, water, and raw materials, generation of waste, and use of toxic and hazardous substances should be considered in all aspects of development. Buildings should be oriented on properties to maximize opportunities for solar access and photovoltaic energy systems. Rainfall should be captured on site, lessening runoff into storm drainage facilities and pollution of creeks and streams, and used for irrigation and to replenish the groundwater supply. Buildings should be designed to reduce energy consumption by incorporating natural ventilation, insulation, sunshades, use of energy-efficient equipment, and similar techniques. Wastewater should be re-used for irrigation, toilets, and other suitable purposes. Sites should be landscaped with plant materials that are drought-tolerant and require little water and fertilizer. These represent some of the diverse techniques that should be considered as growth occurs in the County.

Guiding Principle 8

Preserve agriculture as an integral component of the region’s economy, character, and open space network.

Agriculture contributes to the County’s rural character and is an important contributor to the regional economy. Unlike many agricultural areas that depend primarily on soil quality, agriculture in San Diego County relies primarily on the region’s mild climate and its long growing seasons. These factors allow the County to facilitate small farms and crop diversification through support of the Farm and Home Advisor.

Growth and development in the County should be directed to areas so as to protect opportunities for continued agricultural production. Development of compact communities, as defined by Guiding Principle 2, will contribute to this objective. Permitted densities in prime agricultural areas should be reduced to sustain sufficient parcel size





for viable agricultural activities. Incentives should be provided to enable farmers to create small lot subdivisions while retaining the bulk of their land for agricultural operation. Land uses that are incompatible with agricultural uses should be prohibited from major agricultural areas. Finally, a program for the purchase of development rights for agricultural lands should be implemented.

Guiding Principle 9

Minimize public costs of infrastructure and services and correlate their timing with new development.

Population growth impacts the cost to build and operate essential public services. The development of housing, retail stores, and industrial jobs and services requires new roads, schools, parks, law enforcement, fire protection, and other public services. National studies indicate that a residential development does not pay for itself, requiring an estimated \$1.42 in public expenditures for every dollar it generates in tax revenues. In California, this deficit is even greater due to the limitations of Proposition 13. In addition, dispersed development patterns, common in unincorporated areas, are costly to serve because they require a more extensive road network for transportation and fire protection, law enforcement, and emergency services. The U.S. Department of Agriculture, for example, found that the capital costs for public infrastructure are typically 74 percent greater for low-density, semi-rural development than for high-density development.³ Although entitlement fees cover some of the initial public costs for capital improvements, they do not pay for operational or maintenance costs and property taxes do not generate sufficient revenue to fund operational costs.

To reduce the costs of construction and maintenance, development in the County should be designed to be more compact and located in proximity to existing and planned infrastructure and services. New development located near existing and planned infrastructure and services would be served in a more efficient manner and would require less extensive roads and infrastructure, as defined by Guiding Principle 2. This could reduce the need to build and operate new road networks, emergency and law enforcement facilities, libraries, schools, parks, and other public services needed to support residential development in remote areas. Additionally, new technologies and planning approaches that improve cost effectiveness of services and infrastructure should be continually sought out and applied when appropriate.

Guiding Principle 10

Recognize community and stakeholder interests while striving for consensus.

The residents of San Diego County's unincorporated communities and rural areas have chosen to live here largely due to its environmental setting of hillsides, valleys, deserts, and agriculture; low-density rural character; absence of congestion and pollution; friendliness of neighbors; and pace of life that contribute to a high quality of life distinct from the urbanized environment of coastal San Diego and adjoining inland areas. As growth continues, development must be managed to protect these assets.

³ "Development of the Urban Fringe and Beyond," Economic Research Service, USDA, June 2001. The report defines "low density" as less than 2 dwelling units per acre.

GUIDING PRINCIPLES



A community meeting held during the General Plan Update planning process

In addition to individual property owners, stakeholders of this Plan primarily include community groups, the building industry, environmental organizations, agricultural interests, and planning and design professionals. These groups represent a myriad of competing interests as do the goals and policies in this Plan that address those interests. While there is often an apparent disconnect between the goals and policies, the Plan's implementation must strike a balance between these individual interests.

To this end, opportunities must continue to be provided to engage the County's residents, business persons, and stakeholder interests in planning and development decisions that affect the character and quality of the communities and rural areas. Forums for citizens to voice their opinions and provide input regarding proposed land uses to be accommodated; their density, design and development character; compatibility and "fit" with existing uses; obligations to support public infrastructure and services; and impact mitigation must be continued. Where significant debates occur, processes should be established to enable each viewpoint to be heard and for compromise positions to be reached. Community groups such as the community planning and sponsor groups should continue to have an active role in these processes.

CHAPTER 3 **Land Use Element**



Introduction

The **Land Use Element** provides a framework to accommodate future development in an efficient and sustainable manner that is compatible with the character of unincorporated communities and the protection of valuable and sensitive natural resources.

Currently, the County of San Diego is faced with both significant growth pressures and severe environmental constraints. While population continues to grow, the supply of land capable of supporting development continues to decrease. In accommodating this growth, the land use plan encourages the provision of diverse housing choices while protecting the established character of existing urban and rural neighborhoods.

In general, the majority of new development—approximately 80 percent—is planned within the County Water Authority (CWA) boundary. This strategy coincides with the provision of imported water in San Diego County’s semi-arid environment, and reflects the development pattern of the County’s largest unincorporated communities, which are located in the County’s western areas where demand for new development has and will continue to be greatest. The County’s unincorporated communities and rural lands, however, exhibit tremendous diversity. This General Plan recognizes and encourages these unique identities by providing sufficient flexibility within a countywide framework to respect the character of individual communities, neighborhoods, and landscapes.

Focusing development in and around existing unincorporated communities allows the County to maximize existing infrastructure, provides for efficient service delivery, and strengthens town center areas while preserving the rural landscape that helps define the unique character of the unincorporated County.

Purpose and Scope

COUNTYWIDE

The Land Use Element is a framework that provides maps, goals, and policies that guide planners, the general public, property owners, developers, and decision makers as to how lands are to be conserved and developed in the unincorporated County. The first section, **Land Use Framework**, defines the categories of use to be permitted. These are defined at two scales: (a) broadly defined regional categories differentiated by character and overall density and (b) detailed categories that break-down the regional categories into more precise land use types, population densities, and development intensities. The Land Use Maps Appendix presents the **Land Use Map** depicting the allocation of these categories to all unincorporated County lands based on the General Plan’s **Guiding Principles** in Chapter 2 (Vision and Guiding Principles). The Land Use Map serves as the regulatory document guiding land use, conservation, and development. The final section presents the goals and policies that carry out and amplify the intentions of the Land Use Map.

COMMUNITY PLANS

While the Land Use Element inclusive of Land Use Maps and Goals and Policies applies to all lands throughout the unincorporated County, there are special land use issues and objectives that uniquely pertain

INTRODUCTION

to each of its diverse communities. These are addressed by **Community Plans** in which goals and policies are defined to provide more precise guidance regarding the character, land uses, and densities within each community planning area. Though Community Plans are a part of this General Plan, they are bound separately and must be referenced in determining the types and density of land use that may be considered for any property within the community planning area.

PUBLIC INFRASTRUCTURE AND SERVICES

Public infrastructure such as roads, drainage facilities, sewer and water lines, and treatment plants are the structural framework that supports development. Their availability plays an important part in determining the pattern of land uses within a community, as well as the direction and intensity of growth. Community services such as law enforcement, fire protection, libraries, and parks are important to the safety and livability of communities. They can affect the well-being of communities and should also be accounted for when planning future growth.

Community services and infrastructure in the County of San Diego are either provided by the County or by independent agencies and special districts at the local, regional, state, and federal levels. Actions taken by these independent districts for the planning, provision, and funding of public facilities are not subject to the County's land use authority. The County does operate and maintain several dependent sanitation districts and wastewater facilities. In addition, some regional public facilities, such as courthouses, are under the authority of the County and serve the entire San Diego region, including residents of the County's 18 cities. Also, the County operates the library system for all unincorporated areas, along with some incorporated jurisdictions.

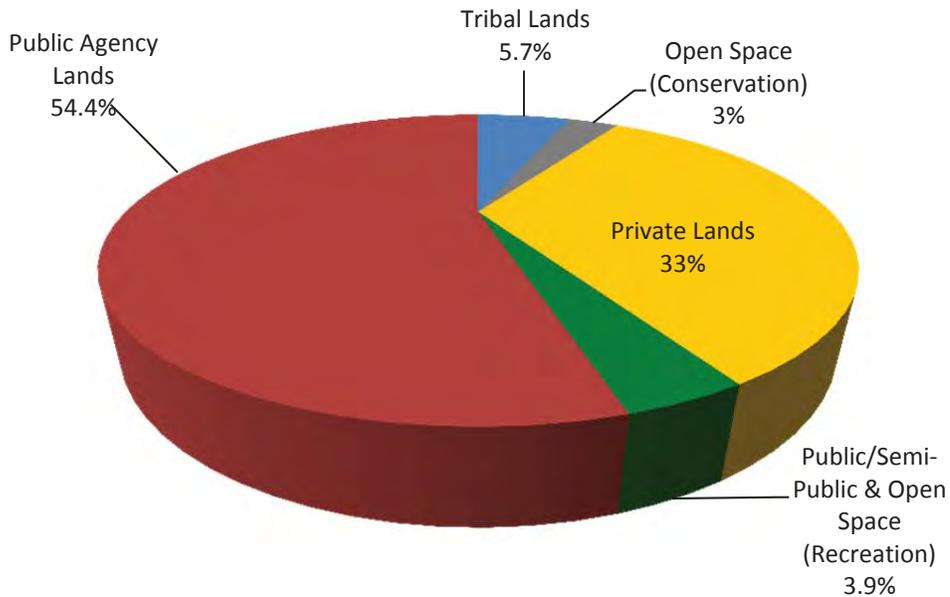
This element includes a **Community Services and Infrastructure** section. Goals and policies specific to services or infrastructure that correspond to other elements can be found in those elements. Refer to the Mobility Element for transportation-related infrastructure, the Conservation and Open Space Element for recreational facilities, and the Safety Element for emergency services and law enforcement.

Land Use Setting

The unincorporated portion of San Diego County is located in the southwestern corner of California and encompasses approximately 2.3 million acres, or 3,570 square miles. A majority of the unincorporated County's land, in excess of 90 percent, is either open space or undeveloped. This includes several large federal, state, and regional parklands that encompass much of the eastern portion of the County. Only 35 percent or about 807,000 acres of the unincorporated County is privately owned. In 2007, it was estimated that approximately 5.6 percent of the unincorporated County, or 128,369 acres, was private undeveloped land with potential for future development in Village, Semi-Rural, Commercial, or Industrial areas.



Land Ownership in the Unincorporated County



SOURCE: County of San Diego DPLU 2011

The predominant pattern of development in the unincorporated County is rural in character, offering a choice in use and lifestyle different from the urbanized coastal and inland communities. Dispersed throughout the unincorporated County are over 20 distinct communities that vary in land use and density. In general, the communities include a core of local-serving commercial uses, services, schools, and public facilities surrounded by residential neighborhoods. They vary from “semi-suburban” communities that transition in scale and density from adjoining incorporated cities to low-density “village” centers surrounded by agricultural lands and open spaces. Some of the communities are uniquely defined by their setting in hillside areas, the desert valley, and agricultural areas.

The most developed communities are located along the unincorporated territory’s westernmost boundaries and include the community plan areas of Spring Valley, Sweetwater, Valle de Oro, Lakeside, San Dieguito, portions of North County Metro, and Fallbrook. These areas are largely within the County Water Authority service area and have had access to water, sewer, roads, schools, and comparable public facilities, enabling them to grow at a faster rate. As such facilities are more costly and difficult to develop as distances increase further inland, development occurs more sparsely in the backcountry region.

Guiding Principles for Land Use

The Land Use Element’s maps and goals and policies are based on and amplify the Guiding Principles specified in Chapter 2 of the General Plan. Central to the land use concept for unincorporated San Diego County is a development pattern that balances the land requirements of residential growth, with those of commerce, agriculture, recreation, and wildlife habitats.

The location and densities of land uses, as depicted on the Land Use Map, are based on an analysis of development constraints such as road access, available water/sewer services, topography, significant

INTRODUCTION

habitats, groundwater resources, hazards, and accessibility to emergency fire protection services. Using these factors in defining permitted land use locations and densities is consistent with the County's Strategic Initiatives (which include safe livable communities and the environment) and *California Government Code* requirements. This approach will promote health and well being, while reducing environmental impacts that would likely result from locating development in inappropriate locations.

Within these constraints, the core concept for the County's development directs future growth to areas where existing or planned infrastructure and services can support growth and locations within or adjacent to existing communities. By giving priority to areas identified for urban level densities, this concept also helps to retain the rural setting and lifestyle of remaining areas of the County. Most areas that are appropriate for growth are located within the CWA boundary, while future development outside that boundary is limited. To decrease potential development outside the CWA boundary and areas without infrastructure and services, residential densities will typically be reduced where land is not already subdivided.

The Land Use Element establishes a model for community development based on a physical structure defining communities by a "village center" surrounded by semi-rural or rural land. In communities inside the CWA boundary, higher density neighborhoods and a pedestrian-oriented commercial center would provide a focal point for commercial and civic life. Medium-density, single-family neighborhoods, as well as a broad range of commercial or industrial uses, would surround the commercial core. Semi-rural neighborhoods surrounded by greenbelts, agricultural uses, or other rural lands would be located outside the more urbanized portion of the community.

Relationship to Other GP Elements

In many respects, the issues, goals, and policies discussed in the Land Use Element represent the synthesis of those of all or most other General Plan elements. Nearly any issue that deals with the physical characteristics of the land has implications for land use conservation and development. Recognition and understanding of the interrelationship between the Land Use Element and these other elements is necessary to assure an integrated and cohesive General Plan. The following describes the interrelationships between these elements:

- **Mobility Element**—The Mobility Element provides the backbone of roads, bike routes, and trails that support the uses designated by the Land Use Element, connect the communities, and are linked within the region. The capacity required for the road network is based on the average number of daily vehicle trips that would be generated with build-out of the uses designated by the Land Use Map, in consideration of infrastructure costs, environmental constraints, and community compatibility. Goals and policies of the Land Use Element closely consider the design, characteristics, and availability of transportation infrastructure addressed by the Mobility Element to assure their compatibility with the character and needs of the communities.
- **Housing Element**—The Land Use Element is closely related to the Housing Element in that the Land Use Map must provide sufficient capacity to meet goals of the State Housing Law including the Regional Housing Needs Assessment. It establishes the distribution of residential growth and densities appropriate for a range of housing types and affordability.
- **Conservation / Open Space Element**—The Conservation and Open Space Element provides measures for the preservation, conservation, development, and use of natural resources. In turn, these influence



the distribution and density of use depicted by the Land Use Map. Additionally, the Land Use Map incorporates designations that support the conservation and preservation of natural resources.

- **Safety Element**—The Safety Element identifies and maps hazards and provides hazard-specific goals and policies to more clearly guide land use to protect life and property from potential hazards. The Land Use Element goals, policies, and map minimize future development in hazardous areas.
- **Noise Element**—The Noise Element establishes noise compatibility guidelines that are applied to future development. In addition, noise compatibility concerns were taken into account during development of the Land Use Map.

Land Use Framework

The General Plan guides the intensity, location, and distribution of land uses in the unincorporated County through a two-tier land use framework. The first tier, **Regional Categories**, establishes a hierarchy for the overall structure and organization of development that differentiates areas by overall character and density, while the second tier, **Land Use Designations**, disaggregates these categories and provide more precise direction regarding the planned density and intensity of residential, commercial, industrial, open space, and public land uses. This framework establishes the range and intensity of allowable land uses, for all areas under the County of San Diego’s land use jurisdiction. Unincorporated San Diego County contains numerous lands that are outside the land use jurisdiction of the County, such as tribal lands, military installations, public utility lands, State parks, and national forests. Examples of these lands include the Cleveland National Forest, Anza-Borrego State Park, Cuyamaca Rancho State Park, Palomar Mountain State Park, Marine Corps Base Camp Pendleton, and 18 different tribal reservations. While the land use framework does not apply to these lands, the present and planned uses on these lands were considered in its development and assignment of the Regional Categories and Land Use Designations. Additionally, this element contains goals and policies that relate to the planning and development of these lands.

The Community Development Model

A major component to guiding the physical planning of the County is the **Community Development Model** (discussed in Chapter 2). The Community Development Model is implemented by three regional categories—Village, Semi-Rural, and Rural Lands—that broadly reflect the different character and land use development goals of the County’s developed areas, its lower-density residential and agricultural areas, and its very low-density or undeveloped rural lands (see Figure LU-1 [Regional Categories Map] at the end of the section). The Community Development Model directs the highest intensities and greatest mix of uses to **Village** areas, while directing lower-intensity uses, such as estate-style residential lots and agricultural operations, to **Semi-Rural** areas. The Semi-Rural category may effectively serve as an edge to the Village, as well as a transition to the lowest-density category, **Rural Lands**, which represents large open space areas where only limited development may occur.

The three regional categories are described further in the following section. As a broad set of development classifications, the Regional Categories do not specify allowable land uses, but rather the general regional structure, character, scale, and intensity of development. The Regional Categories allow many different land

LAND USE FRAMEWORK

use types to be planned in a more unified, regional manner. As a result, they do not regulate allowed uses or intensities of individual development proposals. Instead, they are intended to provide a structure for the location of specific Land Use Designations, described later in this element, that define allowed type and intensity of uses.

To facilitate a regional perspective, the Regional Categories of Village, Semi-Rural Lands, and Rural Lands have been applied to all privately-owned lands within the unincorporated County, along with Open Space (Recreation) and Open Space (Conservation) which are included under the Semi-Rural and Rural Lands categories, respectively. Tribal Lands, Federal and State Lands (including MCB Camp Pendleton) and Public/Semi-Public lands are assigned to the No Jurisdiction Regional Category. As shown in Figure LU-1, approximately 2.3 percent of the County is designated as Village, 10.3 percent as Semi-Rural, 36.7 percent as Rural Lands, and 50.7 percent as No Jurisdiction.¹

Regional Categories

As stated above, the Regional Categories provide a framework for the regional distribution of uses that serves as the foundation for the Land Use Map designations, goals, policies, and regulations that guide future development.

VILLAGE

The Village category identifies areas where a higher intensity and a wide range of land uses are established or have been planned. Typically, Village areas function as the center of community planning areas and contain the highest population and development densities. Village areas are typically served by both water and wastewater systems. Ideally, a Village would reflect a development pattern that is characterized as compact, higher density development that is located within walking distance of commercial services, employment centers, civic uses, and transit (when feasible).



Alpine Boulevard serves as the primary circulation route in the village of Alpine



Rural Village of Pine Valley in the Central Mountain Subregion

Generally, larger Villages are anchored by “**Town Center**” areas that serve as focal points for commercial and civic life. Town Centers often benefit from the development of more detailed plans to guide new

¹ These percentages are based off the Draft Land Use Map, and will be updated based upon what Land Uses are adopted by the Board of Supervisors.



development in achieving consistency with the goals and policies of the General Plan. A Town Center will typically contain one or more of the following:

- Pedestrian-oriented commercial area
- Mixed-use development: residential, retail, and office/professional uses
- Higher-density residential developments
- Community-serving private and public facilities

Transit Nodes typically encompass lands within walking distance—approximately one-half mile—of future rapid transit stations and should be located within a Village. These may be planned as diverse, mixed-use areas with a range of residential, commercial, and where appropriate, employment-generating land uses (e.g., office/professional or industrial) as well as parks and civic spaces. However, planning must be consistent with the type and quantity of ridership expected of the node as well as the surrounding community. Potential Transit Node locations are based on long-range transit plans and include rail stations as well as express bus stops that feed into rail systems.

SEMI-RURAL

The Semi-Rural category identifies areas of the County that are appropriate for lower-density residential neighborhoods, recreation areas, agricultural operations, and related commercial uses that support rural communities. Semi-Rural areas often function as a transition between the Village and Rural Lands categories, providing opportunities for development, but without the intensity and level of public services expected in Villages and with design approaches that blend the development with the natural landscape. Semi-Rural residential densities are derived in consideration of the physical conditions, community character, and availability of public services, roads, and other infrastructure. Higher densities within the allowable range should be located near Village areas, while lower densities should be located near Rural Land areas. Site design methods that reduce on-site infrastructure costs and preserve contiguous open space or agricultural operations are encouraged.



Semi-rural development patterns in Bonsall community



View of the Cuyamaca Reservoir and rural community

RURAL LANDS

The Rural Lands category is applied to large open space and very-low-density private and publicly owned lands that provide for agriculture, managed resource production, conservation, and recreation and thereby retain the rural character for which much of unincorporated County is known. Rural areas are not appropriate for intensive residential or commercial uses due to significant topographical or environmental constraints, limited access, and the lack of public services

LAND USE FRAMEWORK

or facilities. Further, the undeveloped nature of Rural Lands benefits all of San Diego County by doing the following:

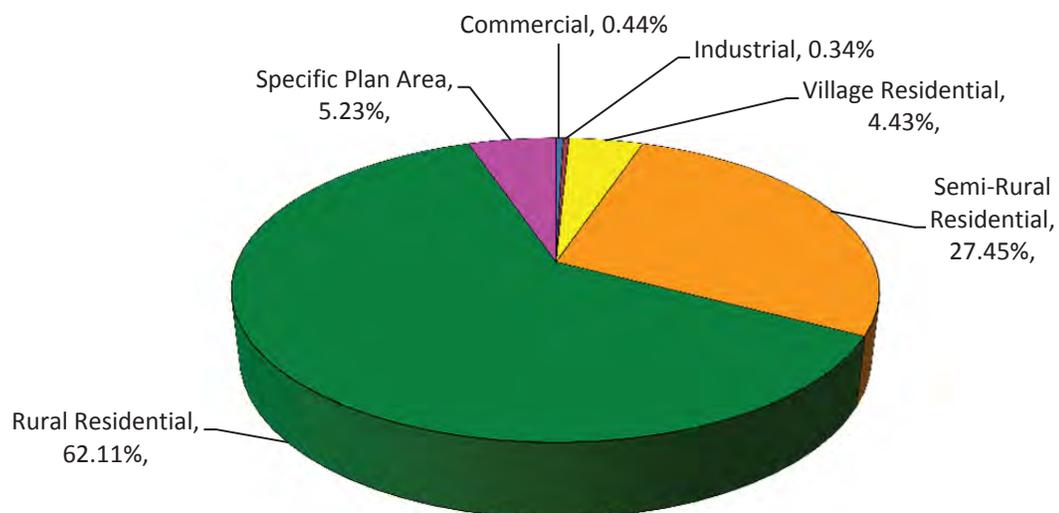
- Preserving the County’s rural atmosphere
- Protecting land with significant physical or environmental constraints or hazards
- Preserving open space, farmland, and natural resources
- Providing open space buffers and a visual separation between communities
- Preserving and providing land for agricultural opportunities
- Preventing sprawl development, which reduces vehicle miles traveled and greenhouse gas emissions

Land Use Designations

Where the Regional Categories represent a broad framework for the form and organization of development, the Land Use Designations are property specific and identify the type and intensity of land uses that are allowed. The Land Use Designations are defined by the land use type—Residential, Commercial or Industrial—and the maximum allowable residential density or nonresidential building intensity. The designations are applied throughout the County, as shown on Land Use Maps, which are located in the Land Use Maps Appendix. More specific standards may be established for each Land Use Designation to implement the goals and policies of the General Plan, through such tools as the Zoning Ordinance, to address impacts related to specific land uses or the needs of an individual community.

Assignment of the land use designations to lands in the County is guided by the goals and policies contained in this element, which reflect the Guiding Principles presented in Chapter 2. A general summary of the designations is shown on the Land Use Maps in the Land Use Maps Appendix. The pie chart shown below depicts how the privately owned lands are designated.

Land Use Designations for Privately Owned Lands in the Unincorporated County





Development within **Residential, Commercial, Industrial, Specific Plan Areas**, and **Public/Semi-Public** General Plan land use designations is regulated through either a maximum residential density or building intensity. **Residential density** is expressed as a maximum number of dwelling units per gross acre (exclusive of public road rights-of-way). **Nonresidential building intensity** is expressed as a maximum floor-area ratio (FAR). A **floor-area ratio (FAR)** is the ratio of the gross building square footage on a lot to the net square footage of the lot or parcel (listed in Table LU-1 [Land Use Designations and Compatible Regional Categories]). For example, on a lot with 10,000 net square feet of land area, an FAR of 1.00 will allow 10,000 square feet of gross building area, regardless of the number of stories in the building. When combined with height and setback standards in the Zoning Ordinance, a maximum FAR can also be clearly translated into limits on building mass and bulk. In addition to density/intensity standards, some land use classifications also stipulate allowable building types, such as single-family residential, to respect the character of certain existing and planned neighborhoods.



Multifamily housing in 4S Ranch



Single-family residential at 7.3 dwelling units per acre

RESIDENTIAL LAND USE DESIGNATIONS

Seventeen residential land use designations provide for a full range of housing types, from village multi-family development to rural single-family housing. As noted previously, residential densities are stated as a maximum number of housing units per gross acre with the provision that at least one dwelling unit may be built on each existing legal lot designated for residential use. The stated maximum residential density may or may not be achievable in a given area due to local site conditions and constraints. In addition to these primary residential designations, residential uses are also permitted in certain commercial designations as specified in the Zoning Ordinance.

Second dwelling units are allowed pursuant to the Zoning Ordinance and are in addition to the maximum densities otherwise permitted.

VILLAGE RESIDENTIAL DESIGNATIONS

Nine residential land use designations are applied within the Village regional category ranging from two to 30 dwelling units per gross acre. Village residential densities are not subject to density reductions based on slope. The residential densities permitted within Village areas typically require water and wastewater service and can support a range of housing types including single-family and multifamily housing. Generally, residential densities of 10.9 dwelling units per gross acre or higher require multi-family development. Typically, multi-family development is characterized as attached apartments or condominiums that are two to three stories in height. The higher densities may require structured or underground parking.

Table LU-1 Land Use Designations and Compatible Regional Categories					
Designation	Maximum Density	Maximum FAR ^a	Compatible Regional Category ¹		
			Village	Semi-Rural	Rural Lands
Village Residential					
Village Residential 30 (VR-30)	30 units per gross acre	—	X		
Village Residential 24 (VR-24)	24 units per gross acre	—	X		
Village Residential 20 (VR-20)	20 units per gross acre	—	X		
Village Residential 15 (VR-15)	15 units per gross acre	—	X		
Village Residential 10.9 (VR-10.9)	10.9 units per gross acre	—	X		
Village Residential 7.3 (VR-7.3)	7.3 units per gross acre	—	X		
Village Residential 4.3 (VR-4.3)	4.3 units per gross acre	—	X		
Village Residential 2.9 (VR-2.9)	2.9 units per gross acre	—	X		
Village Residential 2 ^b (VR-2)	2 units per gross acre	—	X		
Semi-Rural					
Semi-Rural 0.5 ^b (SR-0.5)	1 unit per 0.5, 1, or 2 gross acre	—	X	X	
Semi-Rural 1 ^c (SR-1)	1 unit per 1, 2, or 4 gross acres	—	X	X	
Semi-Rural 2 ^c (SR-2)	1 unit per 2, 4, or 8 gross acres	—	X	X	
Semi-Rural 4 ^c (SR-4)	1 unit per 4, 8, or 16 gross acres	—	X	X	
Semi-Rural 10 ^c (SR-10)	1 unit per 10 or 20 gross acres	—	X	X	
Rural Lands					
Rural Lands 20 (RL-20)	1 unit per 20 gross acres	—	X	X	X
Rural Lands 40 (RL-40)	1 unit per 40 gross acres	—	X	X	X
Rural Lands 80 (RL-80)	1 unit per 80 gross acres	—	X	X	X
Commercial					
General Commercial (C-1)	— ^e	0.45 or 0.70 ^a	X	X	
Office Professional (C-2)	— ^e	0.45 or 0.80 ^a	X	X	
Neighborhood Commercial (C-3)	— ^e	0.35 or 0.65 ^a	X	X	
Rural Commercial (C-4)	2 units per gross acre	0.35 or 0.60 ^a	X	X	X
Village Core Mixed Use (C-5)	30 units per gross acre ^d	0.70 ^d	X		
Industrial					
Limited Impact Industrial (I-1)	— ^e	0.60	X	X	
Medium Impact Industrial (I-2)	0	0.50	X	X	X
High Impact Industrial (I-3)	0	0.35	X	X	X
Other					
Tribal Lands (TL)	— ^f	—	X	X	X
Public Agency Lands	— ^{f, h}	—	X	X	X
Specific Plan Area (SPA) ^g	refer to individual SPA	—	X	X	X
Public/Semi-Public Facilities (P/SP)	— ^h	0.50	X	X	X
Open Space—Conservation (OS-C)	0	—	X	X	X
Open Space—Recreation (OS-R)	1 unit per 4, 8, or 16 gross acres ⁱ	—	X	X	X

- a. Maximum floor area ratio is provided based on regional categories to guide intensity of development. Community Plans may specify specific areas where these FARs may be exceeded such as areas with shared parking facilities or mixed uses, areas in or around town centers or transit nodes, or when other special circumstances exist.
- b. Village Residential 2 (VR-2) and Semi-Rural 0.5 (SR-0.5) currently appear as one designation on the Land Use Map but are differentiated on the Regional Categories Map. The Land Use Map will be updated to reflect the different designations prior to finalization. Semi-Rural 0.5 is appropriate in the Semi-Rural Regional Category in areas where the predominant development pattern is 0.5-acre and larger parcels.
- c. The maximum density for lands designated as Semi-Rural is based on the slope of the site (see Table LU-2).
- d. This denotes the upper range for each component, but there is no expectation that this would be achieved when each component is applied in the same area. The maximum FAR in the Village Core Mixed Use Designation is 0.7 unless offsite parking or underground parking is provided in conjunction with the proposed development. In that case, the maximum FAR could be up to 1.3.
- e. Maximum residential densities are applied per the Zoning Ordinance.
- f. The reflection of existing land uses on the Land Use Map results in some land use designations that are not consistent with the compatibility set forth in this table. This exception is available to existing land uses only.
- g. This designation solely reflects those designations retained from the former General Plan. New SPAs will not be shown on the Land Use Map under the SPA designation, rather these areas will retain their underlying land uses.
- h. Refer to Policy LU-1.6
- i. Residential uses would not occur within this designation unless the proposed development has been carefully examined to assure that there will be no significant adverse environmental impacts, and erosion and fire problems will be minimal.



SEMI-RURAL RESIDENTIAL DESIGNATIONS

Five residential land use designations are applied within Semi-Rural regional category (refer to Table LU-1). Semi-Rural densities range from one dwelling unit per 0.5 acre to one dwelling unit per ten gross acres. Residential development within Semi-Rural areas is not typically served by municipal sewer systems, but is often served by municipal water systems especially where water-intensive crops such as avocado and citrus are common.



Examples of semi-rural residential at one to two dwelling units per acre

In an effort to balance the allowance of reasonable use of property on lands constrained by steep slopes, the maximum allowable residential densities for the five Semi-Rural designations are reduced according to Table LU-2 (Density Formula for Slope-Dependent Lands).

Table LU-2 Density Formula for Slope-Dependent Lands			
Land Use Designation	Slope less than 25%	Slope 25% to less than 50%	Slope 50% or greater
Semi-Rural 0.5	2 du/gross acre	1 du/gross acre	1 du/2 gross acres
Semi-Rural 1	1 du/gross acre	1 du/2 gross acres	1 du/4 gross acres
Semi-Rural 2	1 du/2 gross acres	1 du/4 gross acres	1 du/8 gross acres
Semi-Rural 4	1 du/4 gross acres	1 du/8 gross acres	1 du/16 gross acres
Semi-Rural 10	1 du/10 gross acres	1 du/20 gross acres	1 du/20 gross acres

Density calculations shall be based on a topographic map with 10-foot contour intervals or less. To calculate maximum density for a property the acreage of the property should be divided into the above three categories (<25%, 25–50%, >50%), each total should be multiplied by the associated density, and then the resulting yields combined.
 du = dwelling unit

RURAL LANDS RESIDENTIAL DESIGNATIONS

Four residential land use designations are applied within the Rural Lands regional category. The densities provided by these designations are the lowest in the unincorporated County—ranging from one dwelling unit per 20 gross acres, to one dwelling unit per 80 gross acres—and are intended to reflect and preserve the rural agricultural, environmentally constrained, and natural “backcountry” areas of the County (see Table LU-1). Residential development within the Rural Lands category is typically not served by either municipal water and or municipal sewer systems.



House on a large lot in a rural area of County

NONRESIDENTIAL LAND USE DESIGNATIONS

Eight nonresidential land use designations provide for commerce and employment in the unincorporated County. The maximum development intensity of uses in these designations is expressed as a maximum FAR (see Table LU-1). As these are expressed as maximums, in many communities the desired FAR will likely be lower. Similarly, in specific areas (identified by Community Plans) it may be appropriate to accommodate an increased FAR to meet specific development objectives, such as areas with shared parking facilities, mixed uses, or around Town Centers or Transit Nodes. Detailed regulations specified in the Zoning Ordinance will support the desired development intensity. In any case, the permitted development intensity must be supportive of the goals and policies of the General Plan and the applicable Community Plan.

While zoning regulations and site constraints may reduce development potential within the allowable range, zoning can also provide specific exceptions to the FAR limitations, such as FAR bonuses in return for the provision of public amenities or other community benefits. Illustrative public amenities and benefits include public parks and affordable housing units.

COMMERCIAL DESIGNATIONS

General Commercial. This designation provides for commercial areas where a wide range of retail activities and services are permitted. This designation is appropriate for the following types of commercial areas: (1) regional shopping centers, (2) community shopping centers, and (3) existing strip development or commercial clusters containing small but diverse commercial uses. Uses permitted within this designation are typically limited to commercial activities conducted within an enclosed building. Residential development may also be allowed as a secondary use in certain instances. The maximum intensity of General Commercial development varies according to the compatible regional category as follows:

- Village—0.70 FAR
- Semi-Rural—0.45 FAR

Neighborhood Commercial. This designation provides locations for limited, small-scale retail sales and service uses intended to meet the convenience needs of local residents. The limited commercial uses allowed under this designation should be considered in contrast to the larger scale and more broadly serving General Commercial designation. Neighborhood Commercial establishments should be compatible in bulk and scale with adjacent residential



Shopping center in the Valle de Oro community



Neighborhood Commercial use in the Crest community



neighborhoods. Residential development may also be allowed as a secondary use in certain instances. The maximum intensity of Neighborhood Commercial development varies according to the compatible regional category as follows:

- Village—0.65 FAR
- Semi-Rural—0.35 FAR

Rural Commercial. This designation provides for small-scale commercial and civic development. Mixed-use development may take the form of small offices or residences up to two units per gross acre (as further specified by the Zoning Ordinance) either above ground-floor retail uses or separated structures typically with commercial or civic uses located along the road frontage. A wide variety of local serving commercial and civic uses is encouraged by this designation, including: retail stores; visitor-oriented services; automotive sales and services; eating and drinking establishments; professional offices; business and personal services; and parks, libraries, and other community facilities. The maximum intensity of Rural Commercial development varies according to the compatible Regional Category as follows:



Rural Commercial use in Valley Center

- Rural Village—0.60 FAR
- Semi-Rural and Rural Lands—0.35 FAR



Mixed uses along Main Avenue in Fallbrook

Village Core Mixed Use. This designation is intended for pedestrian-scaled town center development. A wide variety of commercial, civic, and residential uses are encouraged by this designation, and these uses may be mixed “vertically”—on separate floors of a building—or “horizontally”—in separate buildings on a single site or on adjacent parcels. To maintain a pedestrian scale and orientation, retail and other active uses are encouraged at street level. Structured parking may be necessary to accommodate allowable densities, and shared

parking arrangements may be allowed consistent with the nature of the mixed uses. Specific maximum FAR and residential density standards shall be developed through community-specific town center planning, though in no case, within either multiple- or single-use buildings, may nonresidential intensities exceed 1.3 FAR or residential densities exceed 30 units per acre. Permitted uses must be consistent with the town center plan, or in absence of a town center plan, shall not preclude the development and implementation of such a plan.

LAND USE FRAMEWORK

Office Professional. This designation provides areas dedicated to administrative and professional services as well as limited retail uses related to or serving the needs of the primary office uses. Residential development may also be allowed as a secondary use in certain instances. The maximum intensity of Office Professional development varies according to compatible regional category as follows:

- Village—0.80 FAR
- Semi-Rural—0.45 FAR

INDUSTRIAL DESIGNATIONS

Limited-Impact Industrial. This designation provides for both freestanding and campus-style industrial development in Village and Semi-Rural areas with access to key transportation corridors at a maximum FAR of 0.60. Typical uses within this designation include light manufacturing, processing, and assembly, all within enclosed buildings, with no exterior indications of such activity or need for outdoor storage. This designation may be located in close proximity to residential and commercial designations in Village and Semi-Rural areas with suitable screening and buffering. Supporting uses—such as office, business service, and institutional uses—and accessory retail uses are also allowed.

Medium-Impact Industrial. This designation provides for freestanding industrial development in all Regional Category areas with access to key transportation corridors at a maximum FAR of 0.5. Typical uses within this designation include: manufacturing, processing, and assembly; warehousing and distribution; large equipment supply and sales; and other industrial and commercial activities that are generally incompatible with dissimilar adjacent land uses. Uses in this designation may include outdoor operations or require significant outdoor storage of process materials and product. This designation should generally not be located in close proximity to residential and commercial designations in Village areas, because significant screening and buffering will typically be required to minimize unacceptable off-site impacts. Supporting uses are allowed in this designation, including business services.



Office complex in Rancho San Diego



Public storage facility in Spring Valley



Medium-Impact Industrial use with outdoor storage in 4S Ranch



High-Impact Industrial. This designation provides for freestanding industrial development in areas with access to key transportation corridors at a maximum FAR of 0.35. Typical uses within this designation are similar to those of the Medium Impact Industrial designation and include: manufacturing, processing, and assembly; warehousing and distribution; large equipment supply and sales; and other industrial and commercial activities that are generally incompatible with dissimilar adjacent land uses. However, the off-site impacts of industrial uses in this designation are likely to be more significant due to process, product, and reliance on outdoor operations or storage of process materials and product. Therefore, this designation may be incompatible with most Village areas and must be thoughtfully applied in any location in the unincorporated area. In certain limited circumstances it may be designated near the periphery of Village areas where the industrial use is isolated from residential and commercial designations and all allowed uses are adequately screened and buffered to eliminate unacceptable off-site impacts. Secondary support uses are also allowed in this designation, including related business and industrial services.



Steel fabricating plant in Spring Valley

OTHER LAND USE DESIGNATIONS

Seven additional land use designations are applied in the General Plan to recognize other existing land use types and jurisdictions. Four designations—Specific Plan Areas, Public and Semi-Public Facilities, Open Space—Conservation, and Open Space—Recreation—generally relate to areas where the County or some other agency controls land under County jurisdiction to provide public facilities, such as schools, protect open space resources, or to serve recreational needs. Two other designations—Tribal Lands, and Federal and State lands—apply to areas where the County has no jurisdiction over land use.

Tribal Lands. These lands comprise about 126,000 acres, or five percent of the unincorporated County on 18 federally recognized reservations or Indian villages. Tribal lands are primarily located in Rural Areas.



Resort hotel, casino, and golf course on the Barona Reservation

Public Agency Lands (State Parks, National Forests and other public agency non-conservation lands). Public agency lands comprise 1,160,700 acres, or 50.8 percent, the majority of the unincorporated County land area. State Parks—including Anza-Borrego Desert State Park, Cuyamaca Rancho State Park, and Palomar Mountain State Park—and the Cleveland National Forest contribute significantly to the unique and unspoiled character of the County’s backcountry. The County contains several military installations, including Marine Corps Base Camp Pendleton, which alone encompasses about 135,000 acres, or



Laguna Meadow within the Cleveland National Forest

LAND USE FRAMEWORK

six percent of the unincorporated County. These installations are designated as “Military Installations.” This category also includes lands owned by the Bureau of Land Management (BLM) and incorporated jurisdictions.

Specific Plan Area. This designation is applied to **areas** where a Specific Plan was adopted by the County prior to the adoption of this General Plan. Specific Plans may contain residential, commercial, industrial, public, institutional, and/or open space uses; and detailed land use regulations are contained within each adopted specific plan document. The designation of new Specific Plan Areas to substitute for General Plan Land Use Designations is not permitted. This is not intended to restrict the use of Specific Plans, which are useful planning tools allowed for by State law and may be developed for areas of the County to provide more precise guidance for land development, infrastructure, amenities, and resource conservation consistent with the use types and densities specified by the Land Use Designations and the goals and polices of the General Plan. The intention is to retain the underlying densities on the General Plan Land Use Plan to clearly show the area’s relationship within the context where it is located.

Public and Semi-Public Facilities. This designation identifies major facilities built and maintained for public use. Examples include institutional uses, academic facilities, governmental complexes, and community service facilities, such as County airports, public schools, correctional institutions, solid waste facilities, water facilities, and sewer facilities. This designation may include privately owned facilities built and maintained for public use, such as hospitals, cemeteries, and landfills. A maximum FAR of 0.50 is permitted by this designation.



Post office in the rural village of Pine Valley

Public/Semi-Public Lands (Solid Waste Facility). This designation occurs on two sites in the County: the Gregory Canyon and East Otay Mesa landfill sites. On November 8, 1994, the voters adopted County of San Diego Initiative Proposition C, which amended the General Plan and re-designated the Gregory Canyon site. Similarly, on June 8, 2010, the voters adopted County of San Diego Initiative Proposition A, which re-designated the East Otay Mesa Site. Both initiatives assigned a (22) Public/Semi-Public Lands designation with a Solid Waste Facility Designator based on the General Plan that was in effect at that time. Although that designation has since been amended in an updated General Plan, the previous designation has been retained for those two sites to comply with the voter-adopted ordinances.



Open space preserved in Mountain Empire Subregion

Open Space—Conservation. This designation is primarily applied to large tracts of land, undeveloped and usually dedicated to open space, that are owned by a jurisdiction, public agency, or conservancy group. Allowed uses include habitat preserves, passive recreation, and reservoirs. Grazing and other uses or structures ancillary to the primary open space use may be permitted if they do not substantially diminish protected resources or alter the character of the



area. Such ancillary uses within this designation will typically be controlled by use-permit limitations. Open space preserves total 159,400 acres or 7 percent of the total land area in the unincorporated County. Due to the success of the County’s MSCP program, this number continues to grow.

This designation is not normally applied to conservation easements within residential subdivisions on private lots.

Open Space—Recreation. This designation is applied to large, existing recreational areas. This designation allows for active and passive recreational uses such as parks, athletic fields, and golf courses. Uses and structures ancillary to the primary open space use may be permitted to enhance recreational opportunities only if they relate to the recreational purpose and do not substantially alter the character of the area.



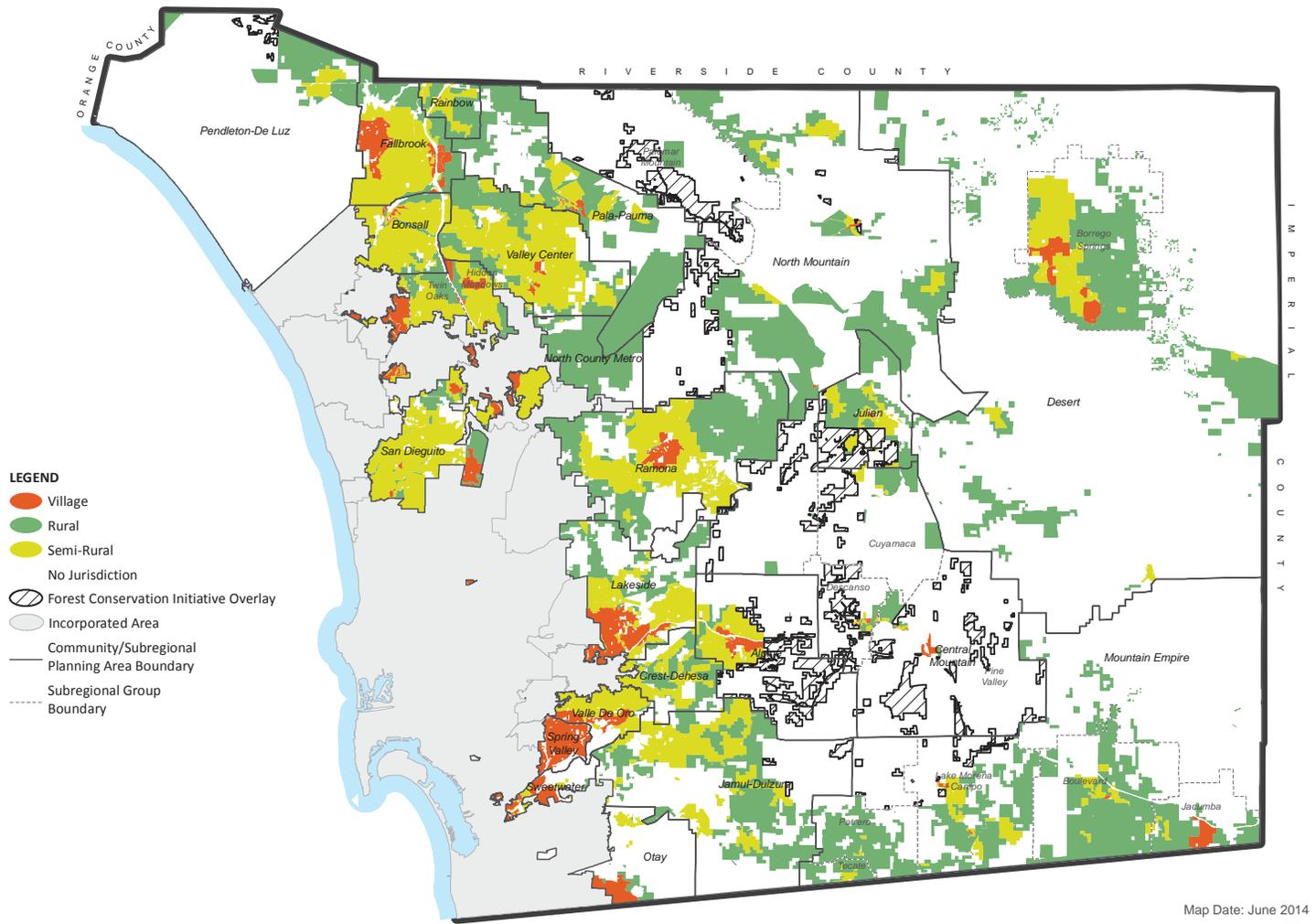
Valle de Oro Park

Forest Conservation Initiative Lands. This designation applies to lands affected by the Forest Conservation Initiative (FCI) of 1993. This initiative mandated specific land use designations, goals, and policies (provided in the Forest Conservation Initiative Appendix), which are in effect through December 31, 2010. Upon expiration of the FCI, the General Plan must be amended to remap the lands in conformance with this General Plan.

Regional Categories Map and Land Use Maps

The Regional Categories Map (Figure LU-1) and the Land Use Maps (located in the appendix) are graphic representations of the Land Use Framework and the related goals and policies of the General Plan. As required by State law, these depict the general distribution, location, and extent of the uses of the land for housing, business, industry, open space, education, public buildings, and other categories of public and private uses of the land. The land use designations are shown on these maps as color or graphic patterns and correspond directly to the designations shown on Table LU-1 and defined in the Land Use Designations section, including allowable uses and permitted development densities or intensities. These may be further modified by specific policies for the Community Plan Areas as specified by their respective Community Plan (separately bound as a part of this General Plan). As an adopted part of the General Plan, the Land Use Maps are to be used and interpreted only in conjunction with the text and other figures contained in the General Plan.

In the Land Use Maps Appendix are 35 land use maps. Of the 35 maps, 23 are regional maps, some of which have subarea maps that are within the geographic boundary of the subregion. These maps also correlate to the community plans, which are bound separately.



REGIONAL CATEGORIES MAP

San Diego County General Plan



Figure LU-1



Legacy Communities

SENATE BILL 244 GENERAL PLAN REQUIREMENTS

Hundreds of disadvantaged unincorporated communities exist in California and often exhibit a lack of public and private investment that leads to a lack of basic infrastructure as well as economic, social, and educational inequality. In October 2011, Senate Bill (SB) 244 Land Use, General Plans, and Disadvantaged Communities was enacted requiring cities and counties to review and update the Land Use Element of the General Plan to identify disadvantaged unincorporated communities concurrent with the requirement to update their housing elements. The intent of SB 244 is to encourage investment and planning to address the regional inequality and infrastructure deficits that exist within disadvantaged unincorporated communities. For each subsequent revision of the Housing Element, a city or county is also required to conduct a review of the disadvantaged communities identified, and if necessary, amend the General Plan to update the required analysis of water, wastewater, stormwater drainage, and structural fire protection needs and deficiencies.

In this instance, a “community” means an inhabited area within a city or county that is comprised of no less than 12 or more registered voters adjacent or in close proximity to one another. In addition, a “disadvantaged unincorporated community” means a fringe, island, or legacy community in which the median household income is 80 percent or less than the statewide median household income. “Fringe”, “island” and “legacy” communities are defined below.

Island community — any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean

Fringe community — any inhabited and unincorporated territory that is within a city’s sphere of influence

Legacy community — geographically isolated community that is inhabited and has existed for at least 50 years²

Per the state law, Counties must identify and describe each legacy community, as defined, within the boundaries of a county that is a disadvantaged unincorporated community. Consequently, Cities are responsible for identifying disadvantaged unincorporated communities that are fringe communities within the sphere of influence of an incorporated city and island communities that are substantially surrounded by one or more cities.

If legacy communities are identified, then the Land Use Element Amendment must include an analysis of the service needs and deficiencies for the identified legacy communities. As a minimum, this analysis of service needs and deficiencies would include the following:

1. Coordinate with the Local Agency Formation Commission (LAFCO) to incorporate the information contained in the Municipal Service Review into the infrastructure needs of the identified communities
2. Map the location of existing infrastructure elements including, but not limited to fire stations, sewer trunk lines, and drainage systems

² State Office of Planning & Research Technical Advisory: Senate Bill 244: Land Use, General Plans, and Disadvantaged Communities (page 5), February 15, 2013

GOALS AND POLICIES

3. Conduct an assessment of the capacity and availability of the physical infrastructure necessary to support the existing and proposed land uses in the identified community
4. Consult with affected public utilities and special districts, if any, for information on the location and capacity of their facilities to determine the ability and the timing of facility expansion for infrastructure improvements for the identified community
5. Review regional and state transportation, air quality, and water quality plans and regulations to consider whether any of these plans affect the future operation and expansion of public and private facilities³

After the assessment of service needs and deficiencies, SB 244 requires an analysis of financing alternatives that could make the extension of services and facilities to the identified communities financially feasible. This includes evaluating the opportunity for grants, taxes, benefit assessments, bonds, and exactions such as impact fees.

DISADVANTAGED UNINCORPORATED COMMUNITIES

Under SB 244, LAFCOs are required to identify and plan for disadvantaged unincorporated communities in conjunction with municipal service reviews, sphere of influence updates and annexation approval restrictions. In compliance with the requirements and recommendations of SB 244, the San Diego LAFCO identified and mapped the geographic locations within unincorporated San Diego County containing disadvantaged communities, both within and outside the cities' spheres of influence.

Identification of the disadvantaged unincorporated communities by the San Diego LAFCO was based on the SB 244 definitions addressing income, population size, and geographical relationships. In accordance with SB 244, the qualifying annual median household income is 80% or less than the statewide median household income, which based on 2010 census data is \$46,166⁴. Therefore, in accordance with the requirements of SB 244, communities that qualify as "disadvantaged" would have annual household incomes below \$36,932. The following is the process LAFCO used to identify and map disadvantaged communities in San Diego County:

1. Identify census tracts in San Diego County that meet the annual median household income range (80% or less than the 2010 statewide annual median household income) based on estimates provided by the San Diego Association of Governments (SANDAG). [While other GIS data besides census tracts exist to map disadvantage communities, San Diego LAFCO determined the census tract data was the most complete and reliable source of information for the purpose of this analysis.]
2. Integrate the census tract estimates into a county-wide map to identify each census tract that had a SB 244-qualifying annual median household income.

³ State Office of Planning & Research Technical Advisory: Senate Bill 244: Land Use, General Plans, and Disadvantaged Communities (pages 8-9), February 15, 2013.

⁴ Source: 2010 American Community Survey 1-Year Estimates, U.S. Census Bureau identified the statewide median household income as \$46,166.



3. The SB 244-qualifying census tracts were then overlaid with the incorporated city boundaries and adopted spheres of influence to determine if the identified disadvantaged unincorporated communities were island, fringe, or legacy communities, as defined by SB 244.

The LAFCO analysis identified 25 SB 244-qualifying census tracts that require further analysis to determine if they contain any disadvantaged unincorporated communities (see Figure 1).

IDENTIFICATION OF LEGACY COMMUNITIES

As discussed above, Counties must identify and describe disadvantaged unincorporated communities that are legacy communities located outside the sphere of influence of a city, while Cities are responsible for fringe and island communities. Based on the SB 244 criteria for island, fringe and legacy communities, six of the 25 census tracts have only island communities and two census tracts have only fringe communities. Therefore, the County analyzed the 17 remaining census tracts to determine if any contained legacy communities.

The analysis to identify legacy communities consisted of a review of each census tract using aerial photography and GIS data to identify areas in the census tract where eight or more dwellings were located within a one-quarter mile radius. Eight is considered a reasonable number of dwellings to ensure the SB 244 definition of a community is met—areas with 12 or more registered voters reside adjacent or in close proximity to each other. The one-quarter mile radius was used to determine if the dwellings were in close proximity to each other. Any communities identified that met these criteria were further evaluated to determine if they meet the remaining SB 244 criteria for a legacy community.

Only communities that meet all the criteria below would be considered a legacy community.

1. Within the County's land use authority (i.e.; military installations are outside County's land use authority)
2. Areas more than one mile from urban and suburban development patterns (these areas are more likely to be geographically isolated)
3. No evidence of recent or newer construction on dwellings and their lots, such as new roofs (these dwellings would likely be less than 50 years old)
4. Non-estate type development (large dwellings on lots two acres and larger) since these dwelling would not likely meet the maximum household income requirements

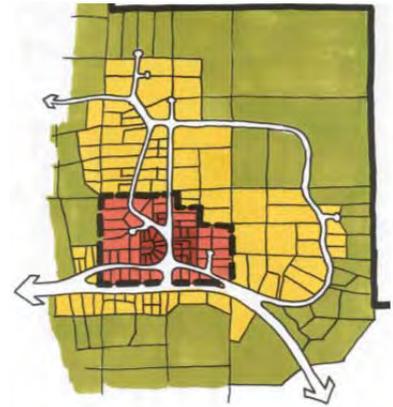
The 17 census tracts were analyzed using the methodology identified above (refer to the Background Report for more details). Based on this analysis, no legacy communities were identified within the land use jurisdiction of the County of San Diego. As such, the County has fulfilled the obligations set forth in SB 244 concurrent with the fifth cycle of the Housing Element.

Goals and Policies for Land Use Element

The Community Development Model

CONTEXT

The General Plan Land Use Framework defines a Community Development Model that uses three regional categories—Village, Semi-Rural, and Rural Lands—to broadly reflect the differing character of County lands that range from communities with substantial populations to predominantly undeveloped backcountry areas. The goals and policies in this section implement the Community Development Model and are intended to apply across the entire unincorporated County and are the basis for assigning densities to these areas. Further, they recognize the diversity of the unincorporated communities and need for community-specific planning and guidance. Lastly, they acknowledge that planning by other agencies with responsibilities within, around, or overlapping the unincorporated lands will also affect how the Community Development Model is implemented. The Community Development Model is included in the Vision and Guiding Principles chapter under Guiding Principle 2, and discussed further in pages 3-6 and 3-7.



*Community Development Model
(refer to Guiding Principle 2)*

GOALS AND POLICIES

GOAL LU-1

Primacy of the Land Use Element. A land use plan and development doctrine that sustain the intent and integrity of the Community Development Model and the boundaries between Regional Categories.

Policies

LU-1.1 Assigning Land Use Designations. Assign land use designations on the Land Use Map in accordance with the Community Development Model and boundaries established by the Regional Categories Map.

Refer to Guiding Principle 2 for an explanation of the Community Development Model.

LU-1.2 Leapfrog Development. Prohibit leapfrog development which is inconsistent with the Community Development Model. Leapfrog Development restrictions do not apply to new villages that are designed to be consistent with the Community Development Model, that provide necessary services and facilities, and that are designed to meet the LEED-Neighborhood Development Certification or an equivalent. For purposes of this policy, leapfrog development is defined as Village densities located away from established Villages or outside established water and sewer service boundaries. *[See applicable community plan for possible relevant policies.]*

LU-1.3 Development Patterns. Designate land use designations in patterns to create or enhance communities and preserve surrounding rural lands.



- LU-1.4 Village Expansion.** Permit new Village Regional Category designated land uses only where contiguous with an existing or planned Village and where all of the following criteria are met:
- Potential Village development would be compatible with environmental conditions and constraints, such as topography and flooding
 - Potential Village development would be accommodated by the General Plan road network
 - Public facilities and services can support the expansion without a reduction of services to other County residents
 - The expansion is consistent with community character, the scale, and the orderly and contiguous growth of a Village area
- LU-1.5 Relationship of County Land Use Designations with Adjoining Jurisdictions.** Prohibit the use of established or planned land use patterns in nearby or adjacent jurisdictions as the primary precedent or justification for adjusting land use designations of unincorporated County lands. Coordinate with adjacent cities to ensure that land use designations are consistent with existing and planned infrastructure capacities and capabilities.
- LU-1.6 Conversion of Public Lands to Private Ownership.** Assign lands in public use an underlying designation of Rural Lands 80. When such lands are transferred to private ownership, the RL-80 designation shall apply until the appropriate long-term use of the property is determined and a general plan amendment is approved for redesignation of the property. This policy applies to areas on the Land Use Map designated Public/Semi-Public Facilities, Federal and State Lands, and Tribal Lands.
- LU-1.7 Maximum Residential Densities.** Determine the maximum number of dwelling units permitted within the boundaries of any subdivision or single lot based on the applicable land use designation(s). When the total number of dwelling units is less than one, this shall be interpreted as permitting one dwelling unit. When more than one dwelling unit is permitted, fractional dwelling units are rounded down to the nearest whole number of dwelling units.
- LU-1.8 Density Allocation on Project Sites.** Permit changes in density within a project site with parcels that have more than one land use designation to provide flexibility in project design only when approved by Major Use Permit or Specific Plan. The policy does not allow a project to receive more units than is established by the Land Use Maps nor to supersede Housing Element requirements related to achieving the County's Regional Housing Needs Allocation. [*See applicable community plan for possible relevant policies.*]
- LU-1.9 Achievement of Planned Densities.** Recognizing that the General Plan was created with the concept that subdivisions will be able to achieve densities shown on the Land Use Map, planned densities are intended to be achieved through the subdivision process except in cases where regulations or site specific characteristics render such densities infeasible.

GOAL LU-2

Maintenance of the County's Rural Character. Conservation and enhancement of the unincorporated County's varied communities, rural setting, and character.

GOALS AND POLICIES

Policies

- LU-2.1 Community Plans.** Maintain updated Community Plans, as part of the General Plan, to guide development to reflect the character and vision for each individual unincorporated community, consistent with the General Plan.
- LU-2.2 Relationship of Community Plans to the General Plan.** Community Plans are part of the General Plan. These plans focus on a particular region or community within the overall General Plan area. They are meant to refine the policies of the General Plan as they apply to a smaller geographic region and provide a forum for resolving local conflicts. As legally required by State law, Community Plans must be internally consistent with General Plan goals and policies of which they are a part. They cannot undermine the policies of the General Plan. Community Plans are subject to adoption, review and amendment by the Board of Supervisors in the same manner as the General Plan.
- LU-2.3 Development Densities and Lot Sizes.** Assign densities and minimum lot sizes in a manner that is compatible with the character of each unincorporated community.
- LU-2.4 Relationship of Land Uses to Community Character.** Ensure that the land uses and densities within any Regional Category or Land Use Designation depicted on the Land Use Map reflect the unique issues, character, and development objectives for a Community Plan area, in addition to the General Plan Guiding Principles.
- LU-2.5 Greenbelts to Define Communities.** Identify and maintain greenbelts between communities to reinforce the identity of individual communities.
- LU-2.6 Development near Neighboring Jurisdictions.** Require that development in the proximity of neighboring jurisdictions retain the character of the unincorporated community and use buffers or other techniques where development in the neighboring jurisdiction is incompatible.
- LU-2.7 Commercial Viability.** Ensure that new commercial centers maintain or enhance the viability of existing commercial areas.
- LU-2.8 Mitigation of Development Impacts.** Require measures that minimize significant impacts to surrounding areas from uses or operations that cause excessive noise, vibrations, dust, odor, aesthetic impairment and/or are detrimental to human health and safety.
- LU-2.9 Maintaining Rural Character.** Consider level of service criteria, in accordance with Policy M-2.1, to determine whether adding lanes to a Mobility Element road would adversely impact the rural character of a community or cause significant environmental impacts. In those instances, consider other options to mitigate LOS where appropriate.

GOAL LU-3

Diversity of Residential Neighborhoods. A land use plan that accommodates a range of building and neighborhood types suitable for a variety of lifestyles, ages, affordability levels, and design options.

Policies

- LU-3.1 Diversity of Residential Designations and Building Types.** Maintain a mixture of residential land use designations and development regulations that accommodate various building types and styles.



- LU-3.2 Mix of Housing Units in Large Projects.** Require new large residential developments (generally greater than 200 dwelling units) to integrate a range of housing types and lot and building sizes. [See applicable community plan for possible relevant policies.]
- LU-3.3 Complete Neighborhoods.** Require new development sufficiently large to establish a complete neighborhood (typically more than 1,000 dwelling units) to include a neighborhood center within easy walking distance of surrounding residences. [See applicable community plan for possible relevant policies.]

GOAL LU-4

Inter-jurisdictional Coordination. Coordination with the plans and activities of other agencies and tribal governments that relate to issues such as land use, community character, transportation, energy, other infrastructure, public safety, and resource conservation and management in the unincorporated County and the region.

Policies

- LU-4.1 Regional Planning.** Participate in regional planning to ensure that the unique communities, assets, and challenges of the unincorporated lands are appropriately addressed with the implementation of the planning principles and land use requirements, including the provisions of SB375.
- LU-4.2 Review of Impacts of Projects in Adjoining Jurisdictions.** Review, comment, and coordinate when appropriate on plans, projects, and proposals of overlapping or neighboring agencies to ensure compatibility with the County's General Plan, and that adjacent communities are not adversely impacted.
- LU-4.3 Relationship of Plans in Adjoining Jurisdictions.** Consider the plans and projects of overlapping or neighboring agencies in the planning of unincorporated lands, and invite comments and coordination when appropriate.
- LU-4.4 Development Compatibility with Military Facilities.** Ensure compatibility of new development with the current and planned mission and operations of U.S. government military installations.
- LU-4.5 Annexations with Incompatible Land Uses.** Coordinate with LAFCO to oppose annexations by neighboring cities that would result in land uses incompatible with unincorporated lands.
- LAFCO is responsible for coordinating, directing, and overseeing annexation of territory. A prerequisite for annexation is the inclusion of a territory within an adjacent city's sphere of influence.*
- LU-4.6 Planning for Adequate Energy Facilities.** Participate in the planning of regional energy infrastructure with applicable utility providers to ensure plans are consistent with the County's General Plan and Community Plans and minimize adverse impacts to the unincorporated County.
- LU-4.7 Airport Land Use Compatibility Plans (ALUCP).** Coordinate with the Airport Land Use Commission (ALUC) and support review of Airport Land Use Compatibility Plans (ALUCP) for development within Airport Influence Areas.

Planning for Sustainability

CONTEXT

As discussed in Chapter 2, sustainability is a key theme of this General Plan and is inextricably related to a number of General Plan elements, as well as land use topics. Addressing global climate change through the reduction of GHG emissions is a common tenant of sustainability. The types, densities, and distribution of land uses in the County play a profound role in sustaining natural resources, the economy, and well being of residents. Land use patterns defined by the Community Development Model and Land Use Map provide for a more compact land use pattern, where residents live closer to jobs, businesses, schools, parks, services, and their neighbors, and would reduce vehicle trips and miles traveled. In turn, this would reduce energy consumption, air pollution, noise, and GHG emissions, while improving the quality of life for residents and economic activity of local businesses. Policies are also defined for the application of more sustainable approaches to land development, building design, and construction.

The County also recognizes sustainability as it applies to the other natural systems that are integrated with our communities. Ecosystems, topography, riparian corridors, rock formations, mature trees, and our natural assets such as our air, water (and groundwater), agriculture, and views are important contributing elements to sustainability.

This section focuses on general goal and policies that relate to the designation of land uses and the development that could occur based on those land use designations. Climate Change–related goals and policies are found throughout this General Plan. Table I-1 (General Plan Policies Addressing Climate Change) in the introduction summarizes by topic area the goals and policies in the County’s General Plan that address reducing GHGs and adapting to climate change. The Air Quality, Climate Change, and Energy section of the Conservation and Open Space Element contains several goals and policies directly related to emissions reductions.

A complete reference to County General Plan Climate Change-related policies can be found in the Introduction Chapter in Table I-1 on page I-16.

GOALS AND POLICIES

GOAL LU-5

Climate Change and Land Use. A land use plan and associated development techniques and patterns that reduce emissions of local greenhouse gases in accordance with state initiatives, while promoting public health.

Policies

- LU-5.1 Reduction of Vehicle Trips within Communities.** Incorporate a mixture of uses within Villages and Rural Villages and plan residential densities at a level that support multi-modal transportation, including walking, bicycling, and the use of public transit, when appropriate.
- LU-5.2 Sustainable Planning and Design.** Incorporate into new development sustainable planning and design.



LU-5.3 Rural Land Preservation. Ensure the preservation of existing open space and rural areas (e.g., forested areas, agricultural lands, wildlife habitat and corridors, wetlands, watersheds, and groundwater recharge areas) when permitting development under the Rural and Semi Rural Land Use Designations.

Open space and rural lands are primary areas that provide carbon sequestration benefits for the Region.

LU-5.4 Planning Support. Undertake planning efforts that promote infill and redevelopment of uses that accommodate walking and biking within communities.

LU-5.5 Projects that Impede Non-Motorized Travel. Ensure that development projects and road improvements do not impede bicycle and pedestrian access. Where impacts to existing planned routes would occur, ensure that impacts are mitigated and acceptable alternative routes are implemented.

Examples include large parking areas that cannot be crossed by non-motorized vehicles, and new developments that block through access on existing or potential bicycle and pedestrian routes.

GOAL LU-6

Development—Environmental Balance. A built environment in balance with the natural environment, scarce resources, natural hazards, and the unique local character of individual communities.

Policies

LU-6.1 Environmental Sustainability. Require the protection of intact or sensitive natural resources in support of the long-term sustainability of the natural environment.

LU-6.2 Reducing Development Pressures. Assign lowest-density or lowest-intensity land use designations to areas with sensitive natural resources.

LU-6.3 Conservation-Oriented Project Design. Support conservation-oriented project design. This can be achieved with mechanisms such as, but not limited to, Specific Plans, lot area averaging, and reductions in lot size with corresponding requirements for preserved open space (Planned Residential Developments). Projects that rely on lot size reductions should incorporate specific design techniques, perimeter lot sizes, or buffers, to achieve compatibility with community character. [See applicable community plan for possible relevant policies.]

Approval of Conservation-Oriented projects is not guaranteed by-right but shall be allowed to process if consistent with applicable minimum lot sizes, design guidelines, and regulations

LU-6.4 Sustainable Subdivision Design. Require that residential subdivisions be planned to conserve open space and natural resources, protect agricultural operations including grazing, increase fire safety and defensibility, reduce impervious footprints, use sustainable development practices, and, when appropriate, provide public amenities. [See applicable community plan for possible relevant policies.]

GOALS AND POLICIES

LU-6.5 Sustainable Stormwater Management. Ensure that development minimizes the use of impervious surfaces and incorporates other Low Impact Development techniques as well as a combination of site design, source control, and stormwater best management practices, where applicable and consistent with the County's LID Handbook.



LU-6.6 Integration of Natural Features into Project Design. Require incorporation of natural features (including mature oaks, indigenous trees, and rock formations) into proposed development and require avoidance of sensitive environmental resources.

Low Impact Development practices on a landscaped median in 4S Ranch

LU-6.7 Open Space Network. Require projects with open space to design contiguous open space areas that protect wildlife habitat and corridors; preserve scenic vistas and areas; and connect with existing or planned recreational opportunities.

LU-6.8 Oversight of Open Space. Require that open space associated with future development that is intended to be preserved in perpetuity either be:

- 1) Retained in private ownership of the property owner or a third party with a restrictive easement that limits use of the land as appropriate; or
- 2) Transferred into public ownership of an agency that manages preserved open space.

The owner of the open space will be responsible for the maintenance and any necessary management unless those responsibilities are delegated through an adopted plan or agreement. Restrictive easements shall be dedicated to the County or a public agency (approved by the County) with responsibilities that correspond with the purpose of the open space. When transferred to a third party or public agency, a funding mechanism to support the future maintenance and management of the property should be established to the satisfaction of the County.

LU-6.9 Development Conformance with Topography. Require development to conform to the natural topography to limit grading; incorporate and not significantly alter the dominant physical characteristics of a site; and to utilize natural drainage and topography in conveying stormwater to the maximum extent practicable.

LU-6.10 Protection from Hazards. Require that development be located and designed to protect property and residents from the risks of natural and man-induced hazards.

LU-6.11 Protection from Wildfires and Unmitigable Hazards. Assign land uses and densities in a manner that minimizes development in extreme, very high and high fire threat areas or other unmitigable hazardous areas.

LU-6.12 Flooding. Document and annually review areas within floodways and 100- and 200-year floodplains to ensure areas subject to flooding are accurately mapped in accordance with AB 162 (enacted January 1, 2008). (*See also Policy S-9.1*)

Additional goals and policies that relate to natural resources are contained in the Conservation and Open Space Element, while those related to natural hazards are in the Safety Element.



GOAL LU-7

Agricultural Conservation. A land use plan that retains and protects farming and agriculture as beneficial resources that contribute to the County’s rural character.

Policies

LU-7.1 Agricultural Land Development. Protect agricultural lands with lower-density land use designations that support continued agricultural operations.



Agricultural lands in the Pauma Valley

LU-7.2 Parcel Size Reduction as Incentive for Agriculture. Allow for reductions in lot size for compatible development when tracts of existing historically agricultural land are preserved in conservation easements for continued agricultural use.

Refer to the Agricultural Resources section of the Conservation and Open Space Element for additional goals and policies.

GOAL LU-8

Aquifers and Groundwater Conservation. Sustainable aquifers and functional groundwater recharge areas.

Policies

LU-8.1 Density Relationship to Groundwater Sustainability. Require land use densities in groundwater dependent areas to be consistent with the long-term sustainability of groundwater supplies, except in the Borrego Valley.

LU-8.2 Groundwater Resources. Require development to identify adequate groundwater resources in groundwater dependent areas, as follows:

- In areas dependent on currently identified groundwater overdrafted basins, prohibit new development from exacerbating overdraft conditions. Encourage programs to alleviate overdraft conditions in Borrego Valley.
- In areas without current overdraft groundwater conditions, evaluate new groundwater-dependent development to assure a sustainable long-term supply of groundwater is available that will not adversely impact existing groundwater users.

A groundwater basin is considered in an overdraft condition when, during average conditions over a number of years, the amount of water being withdrawn from the basin exceeds the amount of water that recharges the basin.

LU-8.3 Groundwater-Dependent Habitat. Discourage development that would significantly draw down the groundwater table to the detriment of groundwater-dependent habitat.

LU-8.4 Program for Borrego Valley Aquifer. Support the Borrego Valley Water District with their program to slow the overdrafting and extend the life of the aquifer supporting the residents of the Borrego Valley.

GOALS AND POLICIES

An aquifer is in overdraft condition when the amount of water being withdrawn (by pumping or by other means) exceeds the amount of water that recharges the basin over a period of years, during which the water supply conditions approximate average conditions.

Refer to the Water Resources section of the Conservation and Open Space Element for additional groundwater-related goals and policies.

Villages and Town Centers

CONTEXT

Smart growth concepts focus growth in compact areas close to jobs, services, and public facilities to maximize the use of existing infrastructure and preserve open space and natural resources. The General Plan Land Use Map accommodates approximately 80 percent of the unincorporated County's population growth within the CWA boundary. The Village regional category, which allows the most intensive land uses in the unincorporated County, facilitates the use of compact development patterns.

Villages that contain a mix of land uses encourage strong neighborhoods and contribute to meeting a community's daily commercial, civic, and social needs. New development can facilitate the achievement of these objectives and enhance the vitality and livability of existing Villages. Such development is expected to be diverse considering the unique needs and character of each Village.

It is important that new development in Villages be compatible with and connects to its surrounding area. Under the General Plan land use designations, many of the County's Villages may realize a sizable amount of growth in the future years. Unchecked, growth and new development can easily transform a community. However, when planned and implemented wisely, growth can be beneficial to a community's identity, economy, and character. Compatibility should be directed through the Community Plan, where the community's character is defined in greater detail, and the Zoning Ordinance. Because Village development will occur as infill or redevelopment, compatibility takes on a greater scope, accounting for the immediately surrounding area as well as the overall character of the Village.

Connections are also important to support a Village that has vitality and mobility. These attributes allow components of a Village to interact and capitalize upon one another, thus improving economy, place, and the sense of a distinct and unified identity. This is achieved through interconnected street and pedestrian networks, the use of localized design standards, careful transitions between land uses, and the incorporation of pedestrian connections and public amenities within larger developments.

Town Centers are the hubs or cores of Villages and can be more than just an assemblage of high-intensity land uses. Ideally, they are active places where community members interact, contribute to the local economy, and enjoy the unique sense of place offered by each community. Development plans can facilitate these activities through the design of both public and private spaces. Major public facilities such as schools, libraries, community centers, and parks that are located in Town Centers often contribute to its identity and level of activity.

New residential development, whether infill or new neighborhoods, can complement adjacent Village residential neighborhoods through compatible site and building design and connected circulation networks.



Larger developments have greater ability to contribute to the Village with a mix of housing options and a range of community amenities and supporting uses, such as recreational facilities and, where appropriate, civic and neighborhood commercial uses.

New commercial and industrial uses are at least equally and often more important to enhancing Villages and contributing to their identity and viability. This is because they serve as attractors to residents and visitors, provide employment, and are often located near the core of the Village and have high visibility. In locating new commercial and industrial uses, care must be taken to avoid impacting existing business. Design will also require careful consideration to ensure compatibility.



Main Street in Julian provides a variety of land uses and building types

GOALS AND POLICIES

GOAL LU-9

Distinct Villages and Community Cores. Well-defined, well-planned, and well-developed community cores, such as Villages and Town Centers, that contribute to a community’s identity and character.

Policies

LU-9.1 Village and Community Core Planning. Encourage the delineation of and development of more detailed planning direction for the character, design, uses, densities, and amenities of Village areas, Town Centers, and other community cores in Community Plans to assist in the future planning of residences, infrastructure, businesses, and civic uses.



A commercial center in Bonsall

LU-9.2 Density Relationship to Environmental Setting. Assign Village land use designations in a manner consistent with community character, and environmental constraints. In general, areas that contain more steep slopes or other environmental constraints should receive lower density designations. [See applicable community plan for possible relevant policies.]

LU-9.3 Village and Community Core Guidelines and Regulations. Support the development and implementation of design guidelines, Village-specific regulations for roads, parking, and noise, and other planning and regulatory mechanisms that recognize the unique operations and character of Villages, Town Centers, and transportation nodes. Ensure that new development be compatible with the overall scale and character of established neighborhoods.

GOALS AND POLICIES

LU-9.4 Infrastructure Serving Villages and Community Cores. Prioritize infrastructure improvements and the provision of public facilities for Villages and community cores as sized for the intensity of development allowed by the Land Use Map.

LU-9.5 Village Uses. Encourage development of distinct areas within communities offering residents places to live, work, and shop, and neighborhoods that integrate a mix of uses and housing types.

LU-9.6 Town Center Uses. Locate commercial, office, civic, and higher-density residential land uses in the Town Centers of Villages or Rural Villages at transportation nodes. Exceptions to this pattern may be allowed for established industrial districts and secondary commercial districts or corridors.

In this reference, a transportation node is intended to be the intersection of two high volume Mobility Element roadways, along with a transit stop.



Residential areas surround commercial and office establishments, schools, and parks in Fallbrook

LU-9.7 Town Center Planning and Design. Plan and guide the development of Town Centers and transportation nodes as the major focal point and activity node for Village areas. Utilize design guidelines to be compatible with the unique character of a community. Roadways, streetscapes, building facades, landscaping, and signage within the town center should be pedestrian oriented. Wherever possible, locate public facilities, such as schools, libraries, community centers, and parks in Town Centers and Villages.

LU-9.8 Village Connectivity and Compatibility with Adjoining Areas. Require new development within Villages to include road networks, pedestrian routes, and amenities that create or maintain connectivity; and site, building, and landscape design that is compatible with surrounding areas. [See applicable community plan for possible relevant policies.]

LU-9.9 Residential Development Pattern. Plan and support an efficient residential development pattern that enhances established neighborhoods or creates new neighborhoods in identified growth areas.

LU-9.10 Internal Village Connectivity. Require that new development in Village areas are integrated with existing neighborhoods by providing connected and continuous street, pathway, and recreational open space networks, including pedestrian and bike paths.

LU-9.11 Integration of Natural Features in Villages. Require the protection and integration of natural features, such as unique topography or streambeds, into Village projects.

LU-9.12 Achieving Planned Densities in Villages. In villages, encourage future residential development to achieve planned densities through multi-family, mixed use, and small-lot single-family projects that are compatible with the community character.



Semi-Rural/Rural Lands

CONTEXT

As they share many common goals and policies, the Semi-Rural and Rural Lands regional categories are combined under this section. Semi-Rural areas comprise the majority of unincorporated land within the CWA boundary and include low-density residential, agricultural, and recreation uses. These lands buffer and separate Village areas and are expected to develop in a manner consistent with their natural environment and rural character. Rural Lands are typically located outside of or between Semi-Rural areas and further define and separate the communities they surround.



Rural lands outside the village of Julian

The majority of unincorporated land outside the CWA Boundary is largely undeveloped, lacks infrastructure, and is thus designated as Rural Lands. A significant portion of these lands is in public ownership and is typically used for recreation or environmental preservation. Outside the CWA boundary, Semi-Rural lands typically reflect established communities.

The lower densities in the Semi-Rural and Rural Lands allow for reduced development pressures and greater flexibility in a manner that minimizes impacts to the environment. This can be accomplished by implementing policies that require all development in Semi-Rural and Rural Lands to protect and sustain ecosystems, topography, riparian corridors, rock formations, mature trees and other natural assets, and avoid natural hazards, such as flooding, steep slopes, and seismic instability.

Despite numerous constraints to agriculture in San Diego County, such as high water and land costs, the County has a robust agricultural economy. Agriculture contributes to the character of the County, and particularly Semi-Rural and Rural Lands, supplying County residents with local agricultural products, and contributing significantly to the local economy. A goal of these categories is the preservation of local agriculture, which includes a diverse mix of high value commodities and takes advantage of a long—in some cases year-round—growing season. Incompatibility of adjacent land uses can present yet another constraint to the viability of local agriculture. As residential and other potentially incompatible development occurs in traditionally agricultural areas, careful attention should be given to the compatibility of these nonagricultural uses and to site design techniques that would reduce or avoid potential conflicts. Goals and policies that pertain to agriculture are located in the conservation and Open Space Element (Chapter 5).

GOALS AND POLICIES

GOAL LU-10

Function of Semi-Rural and Rural Lands. Semi-Rural and Rural Lands that buffer communities, protect natural resources, foster agriculture, and accommodate unique rural communities.

GOALS AND POLICIES

Policies

LU-10.1 Residential Connectivity. Require residential development in Semi-Rural areas to be integrated with existing neighborhoods by providing connected and continuous street, pathway/trail, and recreational open space networks.

LU-10.2 Development—Environmental Resource Relationship. Require development in Semi-Rural and Rural areas to respect and conserve the unique natural features and rural character, and avoid sensitive or intact environmental resources and hazard areas.

LU-10.3 Village Boundaries. Use Semi-Rural and Rural land use designations to define the boundaries of Villages and Rural Land Use designations to serve as buffers between communities.

LU-10.4 Commercial and Industrial Development. Limit the establishment of commercial and industrial uses in Semi-Rural and Rural areas that are outside of Villages (including Rural Villages) to minimize vehicle trips and environmental impacts.



Echo Valley in the Jamul Community Planning Area

Commercial, Office, and Industrial Development

CONTEXT

While the Community Development Model and the General Plan Regional Categories directly relate to the ranges of intensity of the residential Land Use Designations, as shown on Table LU-1, there is less of a correlation to the nonresidential Land Use Designations (Commercial, Office Professional, and Industrial). As such, specific guidance is needed to ensure that nonresidential development is planned and occurs in a manner consistent with the Guiding Principles for the General Plan and the plans of each unincorporated community.

Commercial, office, and industrial uses are important to a community's identity and viability. They serve as attractors to residents and visitors, provide employment, and contribute to the economy. Commercial uses accommodate the retail and service needs of, and provide employment opportunities for, surrounding residents. Primary commercial areas, such as Town Centers, typically serve an entire Village and its surrounding rural residents. Land-intensive commercial activity will generally serve regional as well as local needs, and is best located at key intersections of multi-modal transportation corridors. There is also a need for smaller scale commercial uses in residential neighborhoods beyond the Village core to serve the convenience needs of residents in that area.

Typical Office Professional uses include office-oriented professional and administrative services and research and development activities. Large-scale office uses are typically clustered in campus-style office or industrial park settings, while smaller-scale office uses are typically located in mixed-use Village and Neighborhood Centers. The Village Core Mixed Use, neighborhood commercial, and General Commercial land use



designations all provide for this type of mixed-use office development. While, office development that requires large, continuous floor area may be accommodated in campus-style office parks under the Office Professional and Light Industrial land use designations, it is important that these developments not be isolated and separated by location design from adjoining land uses, resulting in a distinct island. Compatibility with the adjacent development and connections to vehicular and pedestrian circulation networks remain important.

Typical industrial uses include manufacturing, processing, assembly, wholesaling, and warehouse activities that normally require large indoor and outdoor areas for processing and storage. In the unincorporated County, these uses typically occur on large development sites or as clusters of smaller sites served by municipal infrastructure and with direct access to major transportation corridors. Industrial uses with adverse impacts such as noise, vibration, odor, and aesthetic impairment must be carefully located and designed to avoid compatibility issues with adjacent land uses. Light industrial uses are considered compatible in pedestrian-oriented Village centers because they are similar in function and form to offices. Medium industrial uses are most compatible within Village boundaries but outside the pedestrian-oriented center and buffered from incompatible residential or commercial land uses.



The pedestrian-oriented Main Avenue in Fallbrook

GOALS AND POLICIES

GOAL LU-11

Commercial, Office, and Industrial Development. Commercial, office, and industrial development that is appropriately sited and designed to enhance the unique character of each unincorporated community and to minimize vehicle trip lengths.

Policies

- LU-11.1 Location and Connectivity.** Locate commercial, office, and industrial development in Village areas with high connectivity and accessibility from surrounding residential neighborhoods, whenever feasible.
- LU-11.2 Compatibility with Community Character.** Require that commercial, office, and industrial development be located, scaled, and designed to be compatible with the unique character of the community.

GOALS AND POLICIES

- LU-11.3 Pedestrian-Oriented Commercial Centers.** Encourage the development of commercial centers in compact, walkable configurations in Village centers that locate parking in the rear or on the side of the parcel, use transparent storefronts with active retail street-fronting uses, minimize setbacks, and discourage “strip” commercial development. “Strip” commercial development consists of automobile-oriented commercial development with the buildings set back from the street to accommodate parking between the building and street.
- LU-11.4 Town Center Intensity and Vitality.** Encourage revitalization of Town Center areas to strengthen neighborhoods, expand local employment opportunities, and establish or enhance a sense of place.
- LU-11.5 Large-Format Retail Stores.** Allow large-format retail uses, typically referred to as “big box stores,” only where the scale of the use and design is compatible with the surrounding areas. Large-format retail typically means retail stores with floor plans that are larger than 65,000 sq. ft.
- LU-11.6 Office Development.** Locate new office development complexes within Village areas where services are available, in proximity to housing, and along primary vehicular arterials (ideally with transit access) with internal vehicular and pedestrian linkages that integrate the new development into the multi-modal transportation network where feasible.
- LU-11.7 Office Development Compatibility with Adjoining Uses.** Require new office development, including office parks, to be compatible to the scale, design, site layout, and circulation patterns of adjacent existing or planned commercial and residential development.
- LU-11.8 Permitted Secondary Uses.** Provide a process where secondary land uses may be permitted when appropriate and compatible with the primary commercial, office, and light industrial uses, in order to better serve the daily needs of employees and to reduce the frequency of related automobile trips. This policy is not intended for high impact industrial uses.
- LU-11.9 Development Density and Scale Transitions.** Locate transitions of medium-intensity land uses or provide buffers between lower intensity uses, such as low-density residential districts and higher intensity development, such as commercial or industrial uses. Buffering may be accomplished through increased setbacks or other techniques such as grade differentials, walls, and/or landscaping but must be consistent with community design standards.
- LU-11.10 Integrity of Medium and High Impact Industrial Uses.** Protect designated Medium and High Impact Industrial areas from encroachment of incompatible land uses, such as residences, schools, or other uses that are sensitive to industrial impacts. The intent of this policy is to retain the ability to utilize industrially designated locations by reducing future development conflicts.
- LU-11.11 Industrial Compatibility with Adjoining Uses.** Require industrial land uses with outdoor activities or storage to provide a buffer from adjacent incompatible land uses (refer to Policy LU-11.9 for examples of buffering).

Community Services and Infrastructure

CONTEXT

Land uses in the County are supported by a diversity of public utilities and services. Among these are water supply, wastewater collection and treatment, solid waste management, schools, and libraries.



WATER SUPPLY

San Diego County is located in a semi-arid to arid desert climate with limited local water supplies, requiring that the majority of its water resources be imported. The County is not a purveyor of water and must rely on the San Diego County Water Authority (SDCWA) and its member agencies to provide the majority of water delivery to the region. Fifteen of the 24 current SDCWA member agencies provide water to the unincorporated areas of the County. An additional 14 independent special districts, along with private water systems, provide services to the unincorporated County. The water districts in the unincorporated County are shown on Figure LU-2 (Water Districts).



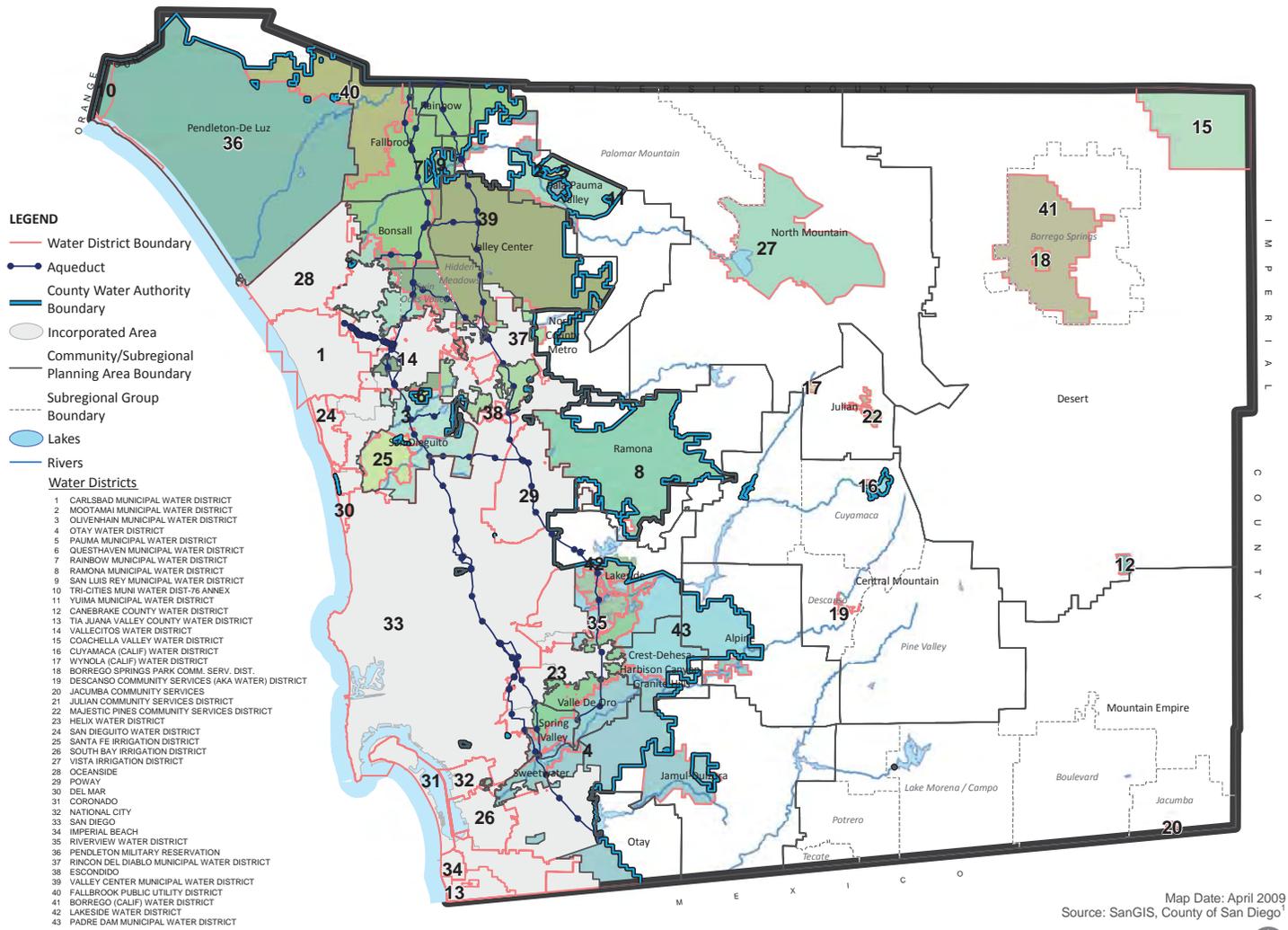
Otay Reservoir

The City of San Diego owns and maintains seven drinking source water reservoirs in the County. While these reservoirs do not provide potable water for residents outside the city, they are used by County residents for recreation and provide valuable habitat.

The California Urban Water Management Planning Act requires that each urban water supplier, providing water for municipal purposes either directly or indirectly to more than 3,000 customers or supplying more than 3,000 acre-feet of water annually, shall prepare, update and adopt an (Urban Water Management Plan) UWMP at least once every five years on or before December 31, in years ending in five and zero. In the 2005 UWMPs, the Metropolitan water District (MWD), SDCWA and all 15 SDCWA member agencies that serve the unincorporated County determined that adequate water supplies would be available to serve existing service areas under normal water year, single dry water year, and multiple dry water year conditions through the year 2030. However, there are multiple issues related to the projections included in the 2005 UWMPs. Factors such as cutbacks in water importation supplies from MWD and SDCWA and the statewide drought have not have been accounted for in 2005 UWMP supply and demand projections.

In addition to the UWMP, which deals with long term planning, SDCWA's Board of Directors approved a Drought Management Plan (DMP) in 2006. The DMP provides potential actions that the SDCWA can take to minimize or avoid the impacts associated with supply shortage conditions due primarily to droughts. The DMP also contains a water supply allocation methodology to be used if the SDCWA is required to allocate supplies to its member agencies.

In August 2007, a U.S. District court decision was issued to protect the endangered Delta smelt (fish). This federal court ruling set operational limits on pumping in the Sacramento-San Joaquin Delta from December 2007 to June 2008 to protect the Delta smelt. As a result of this ruling, MWD is estimated to see as much as a 20 to 30 percent reduction in State Water Project supplies in 2008 and beyond. This means that local water agencies would have to rely on increased conservation, along with contingency and emergency sources of water, including local groundwater and storage supplies, to lessen direct impacts on water availability for their customers.



WATER DISTRICTS

San Diego County General Plan

Map Date: April 2009
Source: SanGIS, County of San Diego¹



Figure LU-2



Additionally, after a record dry spring that dramatically curtailed snow runoff from the Sierra Nevada Mountains, Governor Schwarzenegger declared an official statewide drought on June 4, 2008. Following the Governor’s action, the MWD board of directors issued a Water Supply Alert for its six-county service area, urging local jurisdictions to adopt and implement water conservation ordinances and to significantly increase efforts and programs to conserve water.

The Colorado River, the other major source of imported supplies for MWD, has experienced drought conditions for eight of the last nine years. The Colorado River provides water to more than 31 million people in seventeen western states. Since the drought in the late 1980s and early 1990s, MWD enacted a plan to improve water supplies during dry conditions. The Integrated Resources Plan (2004) called for increasing MWD’s ability to store wet-year surplus supplies from the Colorado River and Northern California’s Sacramento-San Joaquin Delta. In 2007, enough water in reserve was available to help MWD withstand up to three successive dry years. The federal court decision on the Delta smelt reduces MWD’s ability to replenish reserves in wet years and prolonged dry conditions in California continue to draw on the reserves. As a result the, MWD’s near-term strategy is to lower demand and stretch the reserve supplies as much as possible.



Otay County Landfill

Additionally, climate changes due to global warming also create new uncertainties that significantly affect California’s water resources and lessen the reliability of 2005 UWMPs. All 2005 UWMPs include a drought management or shortage contingency analysis section, which identifies how the agency will manage shortages. However, these UWMPs do not account for the severity or longevity of the above-mentioned difficulties in providing enough supply for the region’s demand. In preparing 2010 UWMPs, the SDCWA and its water districts will need to account for these issues and will likely place more emphasis on conservation, water recycling, and expanding local supplies through methods such as seawater desalination, groundwater, surface water, transfers, and imported supplies. Development of the diverse sources of water will aid in reducing the SDCWA’s purchases of imported supplies from the MWD. Groundwater is the primary source of supply for the special water districts and private water systems that serve the groundwater-dependent unincorporated areas. In addition, many areas of the County are dependent on individual wells and are not served by water agencies. The Land Use Map allows limited development in these areas. In California, individual groundwater users are typically not regulated in regard to the amount of groundwater they can use nor does the County typically restrict an individual’s use. However, the County can deny discretionary permits if the proposed groundwater resources are not sufficient for the proposed development. For permits with ongoing conditions, the County can require limitations or conditions on the amount of groundwater that can be withdrawn.

SOLID WASTE

Solid waste management has been recognized as an important regional issue in San Diego County because of limited landfill capacity, urban encroachment, and environmental concerns reducing potential facility expansions and replacement sites, environmental regulations, and the increased cost of developing and operating waste management facilities. Historically, the primary method of disposing of solid waste has been through the use of landfills. Since the early 1990s, there has been a growing emphasis to reduce the amount of solid waste being disposed of in landfills through integration of recycling and source reduction. There are seven active landfills in the San Diego region that serve both incorporated and unincorporated areas. The landfills currently operating in the County for public use are either privately owned and operated or are owned and operated by another local jurisdiction. There is sufficient landfill space for thirty years considering current landfill expansions, and proposed new landfills. However there is insufficient infrastructure to support the traffic flow to and from the landfills resulting in daily and annual permitted tonnage restrictions. Current plans for expansion of existing landfills and new landfills would add 179 million tons of capacity. The San Diego County Integrated Waste Management Plan Siting Element analysis (2005) determined that if the County would recycle at a rate of 75 percent, which complies with State mandates for integrated solid waste management, compared to the present 50 percent, there would be no need for additional landfills in the County, including the proposed Gregory Canyon and Campo landfills.

EDUCATION

The provision of educational facilities and services are mandated by the State Department of Education and administered by the San Diego County Board of Education and the San Diego County Office of Education, which is a public agency with land use authority that is separate from the County of San Diego. The County Offices of Education and the San Diego County Board of Education provide a support infrastructure for local schools and districts while acknowledging each school board's responsibility to represent and serve their community. The day-to-day development of facilities and delivery of instruction is generally the responsibility of the County's 42 local school districts. Student populations in the unincorporated areas of the County have generally experienced steady growth rates depending on the particular community or area that the school facility is located. Because the County of San Diego does not have jurisdiction over the land use decisions of public schools, its responsibility for school facilities is limited to review and comment on projects for proposed schools.

WASTEWATER

The majority of sewage treatment and disposal in the unincorporated areas of San Diego County is accomplished by one of the following three methods: (1) regional systems maintained by public water or sewer districts; (2) small wastewater treatment facilities operated by independent districts or the County; and (3) on-site subsurface sewage disposal (septic) systems. The method of treatment and disposal often depends on the district's location. Generally, those districts located in the proximity of the City of San Diego are members of the San Diego Metropolitan Sewerage System (Metro) and use its system for treatment and effluent disposal. A number of agencies also use a combination of the Metro system and inland treatment and disposal. Those districts located near the coastal areas provide effluent disposal through the use of an ocean outfall. Those districts located inland (a majority of the unincorporated areas of the County) provide sewage treatment and disposal through reuse, spray fields, evaporation, and other techniques.



The Department of Public Works (DPW) Wastewater Management Section (WWM) is responsible for maintaining sewer lines, pump stations, force mains and several treatment plants for the unincorporated areas of Alpine, Julian, Lakeside, Spring Valley, Pine Valley, Campo, East Otay Mesa, and the Winter Gardens area. Wastewater flows originating within the communities of Alpine, Lakeside, Winter Gardens, Spring Valley, and East Otay Mesa are transmitted to the City of San Diego metro system for treatment and disposal. The remaining communities of Julian, Pine Valley, and Campo utilize “inland” treatment and disposal systems.

TELECOMMUNICATIONS

Telecommunications services are offered to county residents by a diversity of providers. These include Time Warner and Cox Communications for cable television and digital services; AT&T for standard landline telephone; Verizon, Sprint, Cingular/AT&T, Nextel, Cricket, and T-Mobile for cell phone; and Vonage and Skype for voice over Internet protocol. Due to the dispersed and low-density pattern of development in the County, particularly in its eastern-most reaches, some telecommunication services are not available throughout the entirety of the area.

ISSUES

The following are the key issues related to community services and infrastructure in the unincorporated County:

- Coordination of service and infrastructure can be difficult in the unincorporated areas that are served by numerous other entities.
- The geographic extent of the unincorporated County precludes the ability to provide the same level of services and infrastructure to all of its lands.
- Limited population density and/or access to some areas of the unincorporated County also result in both physical and fiscal challenges to providing services.
- Maintenance and enhancement of public infrastructure is important to the well-being of existing communities. Many existing communities include basic infrastructure such as roads, water and sewer, but could benefit from enhancements such as pathways, trails, landscaping, and better connected roads.
- As development occurs, it is important to existing communities that this development provides for adequate services to meet its own needs without adversely affecting the existing residents.
- Some community services, such as libraries and community centers, may contribute to defining a community’s identity, location, and character.

These and other issues relevant to community services and infrastructure in the unincorporated County area are addressed in this General Plan. As previously stated, additional goals and policies on some specific services or infrastructure can be found in other elements of the General Plan (refer to the Mobility Element for transportation-related infrastructure, the Conservation and Open Space Element for recreational facilities, and the Safety Element for emergency services and law enforcement). The following goals and policies either pertain to those issues not covered by other elements or are more general.

GOALS AND POLICIES

GOAL LU-12

Infrastructure and Services Supporting Development. Adequate and sustainable infrastructure, public facilities, and essential services that meet community needs and are provided concurrent with growth and development.

Policies

LU-12.1 Concurrency of Infrastructure and Services with Development. Require the provision of infrastructure, facilities, and services needed by new development prior to that development, either directly or through fees. Where appropriate, the construction of infrastructure and facilities may be phased to coincide with project phasing.

In addition to utilities, roads, bicycle and pedestrian facilities, and education, police, and fire services, transit-oriented infrastructure, such as bus stops, bus benches, turnouts, etc, should be provided, where appropriate.

LU-12.2 Maintenance of Adequate Services. Require development to mitigate significant impacts to existing service levels of public facilities or services for existing residents and businesses. Provide improvements for Mobility Element roads in accordance with the Mobility Element Network Appendix matrices, which may result in ultimate build-out conditions that achieve an improved LOS but do not achieve a LOS of D or better.



LU-12.3 Infrastructure and Services Compatibility. Provide public facilities and services that are sensitive to the environment with characteristics of the unincorporated communities. Encourage the collocation of infrastructure facilities, where appropriate.

Public services and facilities in Village areas are expected to differ from those in rural lands. Development standards in the Implementation Plan, Zoning Ordinance, and community-specific planning documents may reflect this 'context-sensitive' approach.

LU-12.4 Planning for Compatibility. Plan and site infrastructure for public utilities and public facilities in a manner compatible with community character, minimize visual and environmental impacts, and whenever feasible, locate any facilities and supporting infrastructure outside preserve areas. Require context sensitive Mobility Element road design that is compatible with community character and minimizes visual and environmental impacts; for Mobility Element roads identified in Table M-4, an LOS D or better may not be achieved.



GOAL LU-13

Adequate Water Quality, Supply, and Protection. A balanced and regionally integrated water management approach to ensure the long-term viability of San Diego County’s water quality and supply.

Policies

LU-13.1 Adequacy of Water Supply. Coordinate water infrastructure planning with land use planning to maintain an acceptable availability of a high quality sustainable water supply. Ensure that new development includes both indoor and outdoor water conservation measures to reduce demand.



Olivehain Reservoir in the Elfin Forest Recreational Preserve

LU-13.2 Commitment of Water Supply. Require new development to identify adequate water resources, in accordance with State law, to support the development prior to approval.

GOAL LU-14

Adequate Wastewater Facilities. Adequate wastewater disposal that addresses potential hazards to human health and the environment.

Policies

LU-14.1 Wastewater Facility Plans. Coordinate with wastewater agencies and districts during the preparation or update of wastewater facility master plans and/or capital improvement plans to provide adequate capacity and assure consistency with the County’s land use plans.

LU-14.2 Wastewater Disposal. Require that development provide for the adequate disposal of wastewater concurrent with the development and that the infrastructure is designed and sized appropriately to meet reasonably expected demands.

LU-14.3 Wastewater Treatment Facilities. Require wastewater treatment facilities serving more than one private property owner to be operated and maintained by a public agency. Coordinate the planning and design of such facilities with the appropriate agency to be consistent with applicable sewer master plans.

LU-14.4 Sewer Facilities. Prohibit sewer facilities that would induce unplanned growth. Require sewer systems to be planned, developed, and sized to serve the land use pattern and densities depicted on the Land Use Map. Sewer systems and services shall not be extended beyond either Village boundaries or extant Urban Limit Lines, whichever is more restrictive, except:

- When necessary for public health, safety, or welfare;
- When within existing sewer district boundaries;
- When necessary for a conservation subdivision adjacent to existing sewer facilities; or
- Where specifically allowed in the community plan.

An Urban Limit Line is a growth boundary that can be used in Community Plans to define the maximum extent of urban and suburban development. An Urban Limit Line may be the basis for containment of growth inducing urban infrastructure or community-specific goals and policies.

GOALS AND POLICIES

LU-14.5 Alternate Sewage Disposal Systems. Support the use of alternative on-site sewage disposal systems when conventional systems are not feasible and in conformance with State guidelines and regulations.

GOAL LU-15

Adequate Wireless Communication Facilities. Wireless telecommunication facilities that utilize state-of-the-art techniques to minimize impacts to communities and the environment.

Policies

LU-15.1 Telecommunication Facilities Compatibility with Setting. Require that wireless telecommunication facilities be sited and designed to minimize visual impacts, adverse impacts to the natural environment, and are compatible with existing development and community character.

LU-15.2 Co-Location of Telecommunication Facilities. Encourage wireless telecommunication service providers to co-locate their facilities whenever appropriate, consistent with the Zoning Ordinance. *[See applicable community plan for possible relevant policies.]*

GOAL LU-16

Appropriately Sited Waste Management Facilities. Solid waste management facilities that are appropriately located and sited in a manner that minimizes environmental impacts and potential conflicts from incompatible land uses, while facilitating recycling and resource recovery activities.

Policies

LU-16.1 Location of Waste Management Facilities. Site new solid waste management facilities identified in the San Diego County Integrated Waste Management Plan, in a manner that minimizes environmental impacts and prevents groundwater degradation, and in accordance with applicable local land use policies.

LU-16.2 Integrity of Waste Management Facilities. Avoid encroachment of incompatible land uses upon solid waste facilities in order to minimize or avoid potential conflicts.

LU-16.3 New Waste Management Facilities. Encourage the establishment of additional recycling and resource recovery facilities in areas with Industrial land use designations or other appropriate areas based on the type of recycling.

For example, some agricultural areas may be appropriate for management or recycling of agricultural wastes (composting).

GOAL LU-17

Adequate Education. Quality schools that enhance our communities and mitigate for their impacts.

Policies

LU-17.1 Planning for Schools. Encourage school districts to consider the population distribution as shown on the Land Use Map when planning for new school facilities.



- LU-17.2 Compatibility of Schools with Adjoining Uses.** Encourage school districts to minimize conflicts between schools and adjacent land uses through appropriate siting and adequate mitigation, addressing such issues as student drop-off/pick up locations, parking access, and security.
- LU-17.3 Priority School Locations.** Encourage school districts to locate schools within Village or Rural Village areas wherever possible and site and design them in a manner that provides the maximum opportunity for students to walk or bicycle to school.
- LU-17.4 Avoidance of Hazards.** Assist school districts with locating school facilities away from fault zones, flood or dam inundation zones, and hazardous materials storage areas in conformance with State statutes.

GOAL LU-18

Adequate Civic Uses. Civic uses that enhance community centers and places.

Policies

- LU-18.1 Compatibility of Civic Uses with Community Character.** Locate and design Civic uses and services to assure compatibility with the character of the community and adjoining uses, which pose limited adverse effects. Such uses may include libraries, meeting centers, and small swap meets, farmers markets, or other community gatherings.
- LU-18.2 Co-Location of Civic Uses.** Encourage the co-location of civic uses such as County library facilities, community centers, parks, and schools. To encourage access by all segments of the population, civic uses should be accessible by transit whenever possible.

CHAPTER 4 **Mobility Element**



Introduction

Purpose and Scope

The Mobility Element includes several components including a description of the County’s transportation network, the goals and policies that address the safe and efficient operation, maintenance, and management of the transportation network, and the Mobility Element Network Appendix, which depicts in map and matrix format the location of road network components. The goals and policies strive for a balanced multimodal transportation system with adequate capacity to support the land uses and development patterns in the Land Use Element of this General Plan.

The Mobility Element provides a framework for a balanced, multi-modal transportation system for the movement of people and goods within the unincorporated areas of the County of San Diego. A balanced system uses multiple modes of travel including motor vehicles, public transportation, bicycles, pedestrians, and to a lesser extent, rail and air transportation. While the automobile is the predominant mode of travel in the unincorporated County due largely to its rural character, opportunities for increased mode choice are addressed in this Element.



Interstate 8, east of Alpine

The Mobility Element identifies the County road network, much of which currently exists, to be developed in the unincorporated County during the implementation of this General Plan so that future rights-of-way can be preserved for future motorized and non-motorized roadway purposes. This network includes County and State roads that form the backbone of a regional network providing movement within and between communities in the unincorporated County. Interstate highways, as with State roads and highways, are managed and maintained by the California Department of Transportation (Caltrans). While the Mobility Element network map indicates some roadways within city boundaries, the County has no jurisdiction over roads in these cities. When applicable, the Mobility Element road network has been coordinated with adjacent cities to ensure consistency to the extent feasible.

With the exception of State roads and highways, the County is responsible for the operation and maintenance of the public roadway system in unincorporated areas of the County along with the operation of eight public aviation facilities. The San Diego Association of Governments (SANDAG) serves as the regional planning agency for the entire County and is a key partner to the County along with other State, regional, and public agencies, in planning and funding roadways and other components of the transportation network within the County.

Guiding Principles for Mobility

The Mobility Element’s goals and policies are based on and reflective of a number of the Guiding Principles for the General Plan introduced in Chapter 2. A central theme is support for a multi-modal transportation network that enhances connectivity and supports existing development patterns while retaining community character and maintaining environmental sustainability by reducing gasoline consumption and greenhouse gas emissions.

The Mobility Element balances competing goals of accommodating trips generated by land use, while striving to retain a transportation network that complements, rather than impacts, the character of communities, which is generally rural in much of the unincorporated County. Therefore, widening of roads, which can dramatically change the character of a community, should be pursued only after environmental and community character impacts are also considered. The need to widen roads is minimized when trip vehicle miles traveled are reduced, the performance of the existing network is optimized, and the use of alternative modes of travel is maximized.

Reducing vehicle miles traveled is also an important component of reducing greenhouse gas emissions. Along with compact land use patterns, a well-connected road network contributes to reducing vehicle miles traveled. The Mobility Element requires the provision of multi-modal facilities to accommodate alternative modes of travel, such as public transportation, bicycling, and walking. In addition, goals and policies are included to minimize single occupancy vehicular travel through carpooling, vanpooling, and other transportation demand management methods.

The Mobility Element strives to maximize traffic movement and enhance connectivity by creating multiple connections between existing and planned retail or employment centers and residential communities and between different areas within communities. A continuous network where roads have enhanced connectivity facilitates the provision of optional routes of travel. This enables commuters to avoid areas when roads are congested or closed. In addition, a network with enhanced connectivity provides multiple evacuation routes during emergencies, such as wildfires. The Mobility Element incorporates road types that are compatible with surrounding land uses and reinforce the positive aspects of a community’s character, contributing to the economic and social development of the community.



Road in Alpine



Bus service to Tecate



Biking at William Heise County Park in Julian

Requiring new development to pay its fair share of road and related infrastructure costs minimizes public costs while ensuring the infrastructure is available to support the increased demand for services.