FB23

General Plan (Adopted Aug 2011)	RL20
Property Specific Request:	SR4
Requested by: Melanie DeHoney	
Community Recommendation	SR10[1]
Opposition Expected[2]	Yes
Spot Designation/Zone	Yes
Impact to FCI Timeline	Varies
Change to GPU Principles Needed	Yes
Level of Change	Major

Notes:
1 – Fallbrook CPG minutes February 21, 2011
2 – Based on staff's experience

Property Description

Property Owner:

Cal-June Inc.

Size:
126.3 acres
1 parcel

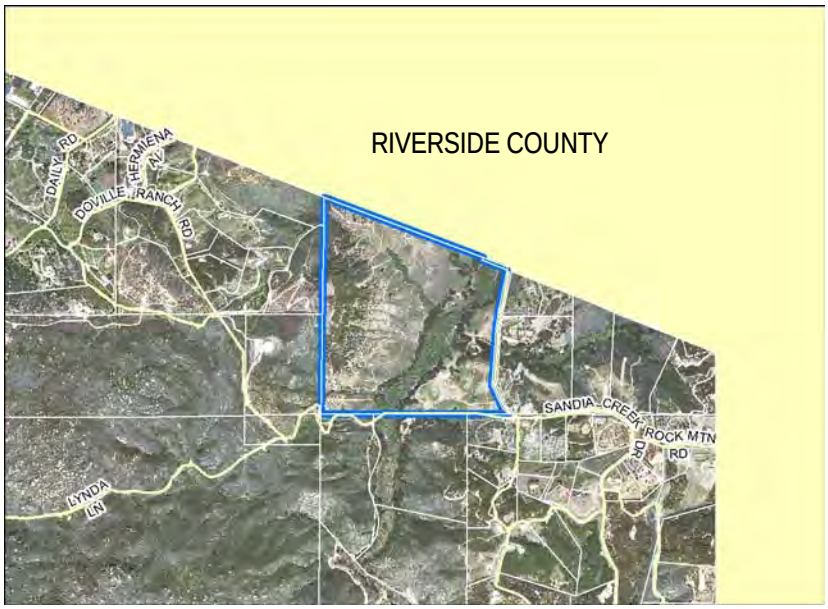
Location/Description:
Remote location, on the Riverside County line accessible via Sandia Creek Drive;
Inside County Water Authority boundary

Prevalence of Constraints (See following page):
● – high; ◒ – partially; ○ - none

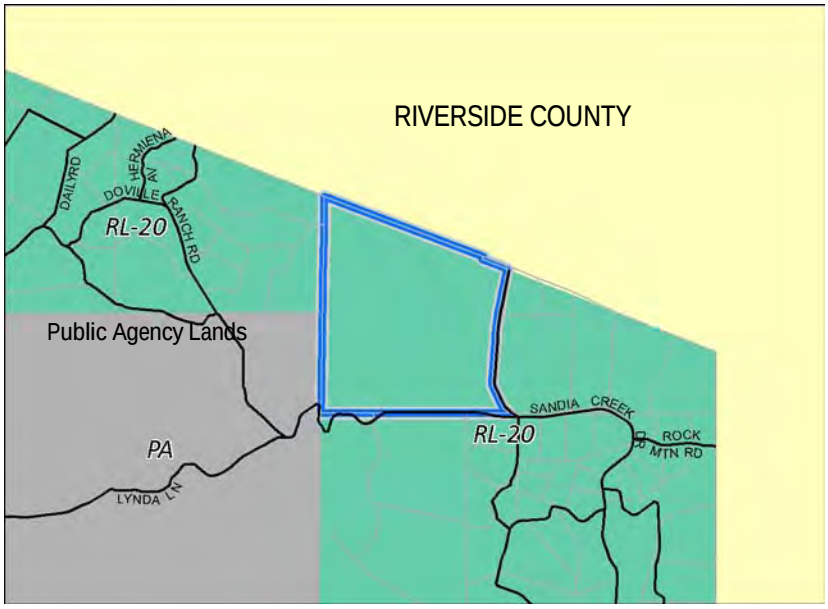
- ◒ Steep slope (greater than 25%)
- ○ Floodplain
- ◒ Wetlands
- ◒ Habitat Value
- ◒ Agricultural Lands
- ◒ Fire Hazard Severity Zones

Land Use

General Plan	
Scenario	Designation
Former GP	1 du/4,8,20 ac
GP (Adopted Aug 2011)	RL20
Referral	RL20
Hybrid	
Draft Land Use	
Environmentally Superior	RL40
Zoning	
Former— A70, 4-acre minimum lot size	
Adopted Aug 2011— Same as existing	



Aerial

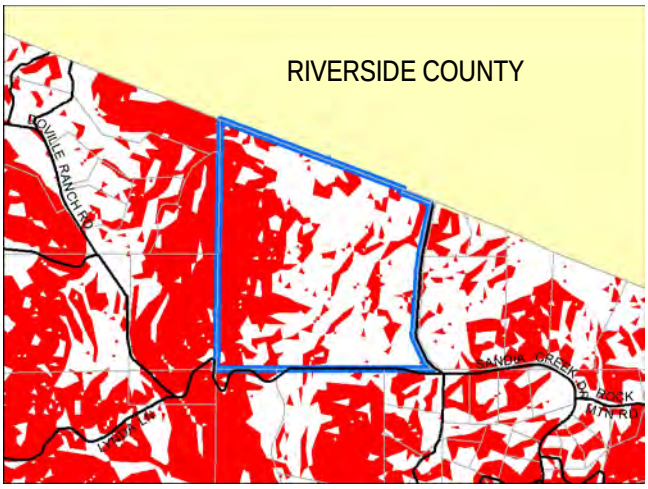


Adopted Aug 2011

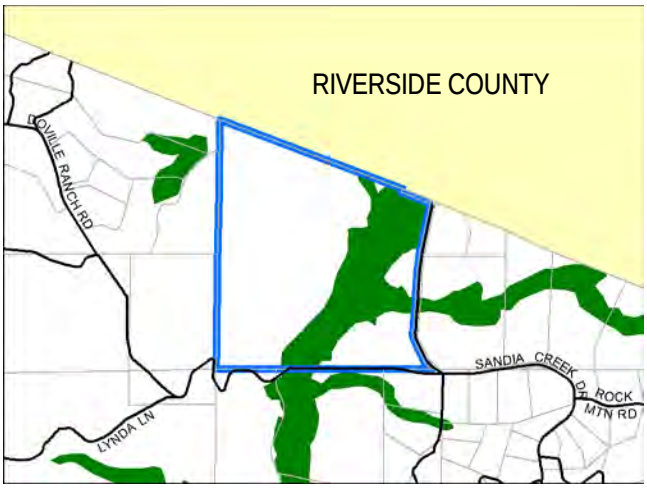
Discussion

Subject property is located in the northernmost portion of the unincorporated county on the Riverside County line. A Semi-Rural designation in this area would not be supported by Guiding Principle #9, since the site is remote and would result in additional public infrastructure and services costs. Also assigning a Semi-Rural density in this location would not be supported by the Community Development Model since it is not adjacent to other areas with that density and far from a village center. The property owner would still be able to subdivide the property into six units, which is more realistic due to the wetland, slope, and access issues that will need to be addressed in a subdivision. Also, the property owner's request would result in a spot designation. [See also FB21 and FB22]

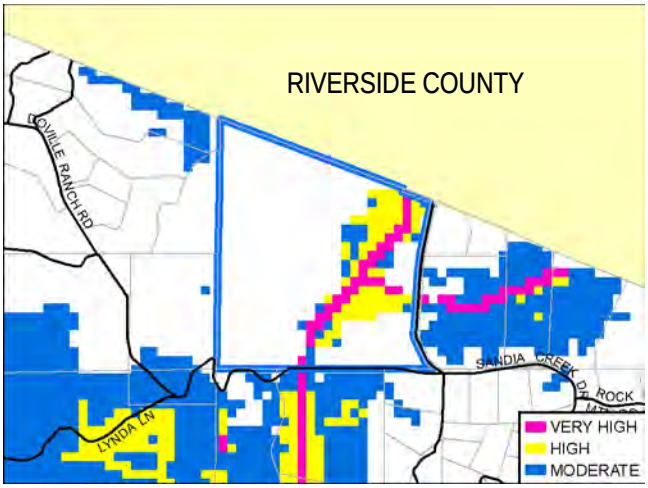
FB23 (cont.)



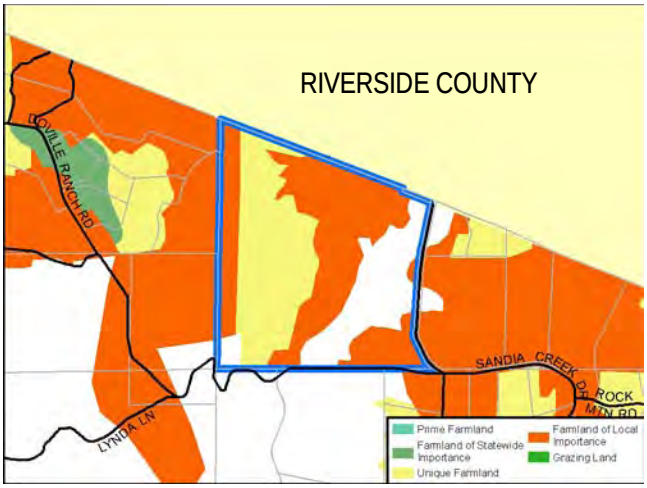
Steep Slope (Greater than 25%)



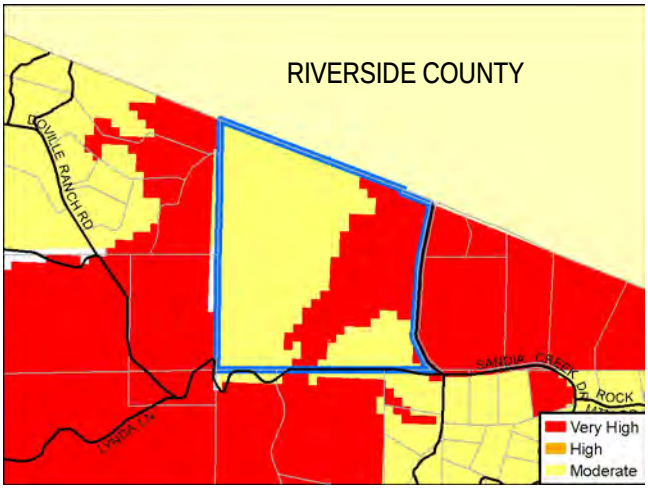
Wetlands



Habitat Evaluation Model



Agricultural Lands



Fire Hazard Severity Zones

FB23 SUPPLEMENT – IMPLICATIONS OF AMENDING GENERAL PLAN

Property Specific Request	August 3 Adopted Designation	Level of Change Category
Semi-Rural 4	Rural Lands 20	Major

Rationale for Major Category Classification

- This property is in a remote location where there is limited access and no nearby services or jobs. While is it within a small residential community, one the General Plan's core tenets is to direct future growth away from areas such as this because of their remoteness.
- The General Plan Community Development Model does not support increased development in remote locations away from existing villages.
- The General Plan principles and policies do not support increased development in areas with limited access, sensitive resources, and significant constraints.
- The property is within the County Water Authority; therefore, is designated RL20 rather than RL40 or RL80.

Guiding Principles/General Plan Changes Necessary to Support the Request

- Because some existing parcelization occurs in the area similar to the request, the extent of changes needed to the General Plan could be controlled through revisions to the General Plan that place greater emphasis on existing parcelization.
- The General Plan Guiding Principles and policies would require revisions to deemphasize compact communities.
- Revisions may also be necessary to Guiding Principles and policies that relate to reducing densities in areas with sensitive natural resources and certain constraints.
- The fundamental approach to designating Rural Lands 20 and possibly all Rural Lands would need to be revisited and new principles, policies, and concepts developed.
- Numerous properties in the vicinity of the site would require redesignation.
- Depending on the revisions to the principles, policies, and concepts, other lands with a designation less dense than Semi-Rural 4 would also require reconsideration. It's possible that this review could be limited to the areas within the County Water Authority if the revised principles, policies, and concepts were crafted in that manner.

Impact to Forest Conservation Initiative Remapping Timeline

Minor to Major – The Forest Conservation Initiative area occurs outside of the County Water Authority boundary. Therefore, if revision of policies and concepts were kept to areas within the boundary there would be little to no affect. However, as the majority of the Forest Conservation Initiative area will be proposed for Rural Lands, any revised principles, policies, and concepts that generally affect application of the Rural Lands designations will substantially affect the Forest Conservation Initiative area remapping.

Relevant General Plan Principles, Goals, and Policies

A sampling is included below:

Principle 2. Promote health and sustainability by locating new growth near existing and planned infrastructure, services, and jobs in a compact pattern of development.

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.

Policy 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.

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

Policy 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.

Policy 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.

Principle 4. Promote environmental stewardship that protects the range of natural resources and habitats that uniquely define the County's character and ecological importance.

Principle 5. Ensure that development accounts for physical constraints and the natural hazards of the land.

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.

Policy 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.

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

SUBJECT: GENERAL PLAN 2020: PROJECT UPDATE AND CONFIRMATION OF DIRECTION (District: All)

MAPPING METHODS AND ISSUES

Mapping Process

Mapping the distribution of residential land use was a complex process that considered a variety of planning and legal factors when preparing land use recommendations. Some of the factors considered during the mapping process were the following:

- Proximity to existing and planned infrastructure and services (sewer, water, fire, etc.)
- Physical suitability of the site (slopes, floodplains, fault zone, etc.)
- Vehicular access (roadway level of service, connectivity, transit plan, etc.)
- Existing parcel size and land uses
- Existing and proposed resource standards
- Potential environmental impacts (biological sensitivity, geologic hazard, viewshed, etc.)
- Compatibility with surrounding uses (setting, agriculture, adjacent development or uses, etc.)
- Landowner requests
- Community and advisory group recommendations

Maps prepared for GP 2020 must be consistent with the project's regional elements and community plans, and potential impacts outlined in the EIR will be determined from an analysis of regional maps.

Housing Affordability

The quality of life in San Diego County makes it a desirable place in which to live and work. During the past decade, regional job and population growth fueled a demand for housing that was not met by an equal increase in housing supply. Consequently, the continued demand for home ownership pushed the median price of housing to what is unaffordable to seventy-four percent of the region's households where the median annual family income is $61,100.

Housing affordability in the San Diego region is a complex problem that cannot be resolved within a single jurisdiction nor solely through its General Plan. Nevertheless, it is important that GP 2020 take reasonable actions to ensure that affordable housing is available, an issue that will be addressed in the Housing Element. GP 2020 will impact housing affordability in three basic ways:

- Planning concepts, as applied to land use maps, employ methods recommended by the building industry (see Attachment J) for improving housing affordability.
- Residential capacity provides enough supply to meet the County's fair share of the region's future housing demand.
- Allowable densities are related to affordable housing types such as small lot single-family, duplex, and attached dwelling units.

REGIONAL CATEGORIES

APPROVED: Semi-Rural Estates

Semi-Rural Estates are existing and planned settlements that contain low-density residential uses, agricultural uses, and support activities. Semi-rural areas serve as a transition between the Village and Rural Lands. Residential densities in Semi-Rural Estates should be related to the physical conditions, community character, and availability of public services and roads. Higher densities within the allowable range should be located near Villages, while lower densities should be located near Rural Lands. Site design methods that reduce onsite infrastructure costs and preserve contiguous open space are encouraged within this category.

Residential Density Range:

All-County*: 1 du/acre to 1 du/10 acre

Special circumstances: Sewer ~~Municipal~~ services may be used for clustering that preserves open space, agriculture, or environmentally sensitive areas provided that the overall density is not increased.

Existing: Estate Development Area (EDA); Country Residential Development Area (CRDA)

APPROVED: Rural Lands

Rural Lands are areas appropriate for large farms[2], open space, very low-density residential use, and recreation. Rural Lands benefit all residents by preserving the County's rural atmosphere and by:

- Protecting land with significant physical and/or environmental constraints.
- Preserving limited resources such as open space and natural resources.
- Providing open space buffers and a visual separation between communities.

Typically, areas categorized as Rural Lands rely on groundwater and septic systems and are located away from existing urban-level development.

Residential Density Range:

West of CWA: 1 du / 20 or 40 acre
East of CWA: 1 du / 40, 80 or 160 acre

Special Circumstances: East of CWA, 1 du/40 acre should be located near the CWA line and existing communities. In limited circumstances with existing parcelization, 1 du/10 acre West of CWA and 1du/20 acre East of CWA may be applied.

Existing: Rural Development Area (RDA) / Environmentally Constrained Area (ECA).

[2] **Community-Specific Conditions**: Communities with special conditions, such as Borrego Springs, should address specific land use and ground water issues in their Rural and Semi-Rural areas within their community plans.

FALLBROOK

2000 Census Population.....39,646
Community 2020 Target.....50,000
April 2004 WC Map Population.....60,990

APRIL 2004 WORKING COPY MAP

The key objectives are to retain the vitality of the town center while preserving the rural character and agriculture within the community. It is also important to protect the areas of rugged terrain, particularly in the northern part of the community along the Santa Margarita River, by applying a Rural Lands density designation. In the southern portion of the community (along the San Luis Rey River), rural lands densities have been applied due to environmental constraints (floodplain). The April 2004 Map has also taken into consideration a proposed transit node and appropriate densities in the area east of Interstate 15 and north of State Route 76.

KEY COMMUNITY ISSUES

- Traffic congestion, especially though the town center
- Preservation of a vibrant, prosperous town center
- Impacts to small town community character from population growth and development
- Preserving community character and the environment while protecting private property interests

COMMUNITY-SPECIFIC PLANNING RATIONALE

- The community contains a well-defined Village that includes an existing revitalization area
- The village is surrounded by Semi-Rural lands that are already subdivided
- A large area, northeast of the interchange between State Route 76 and Interstate 15, has been identified as a possible employment center accompanied by residential designations to accommodate a mix of single family and multifamily housing
- The environmentally sensitive lands surrounding the Santa Margarita River in the north and San Luis Rey River floodplain in the south have been designated at Rural Lands densities

TRAFFIC FORECASTS

If the April 2004 Working Copy map is developed to its full capacity in the year 2020, preliminary traffic forecasts[1] indicate there would be about 94 lane-miles of roads operating at LOS E or F in Fallbrook. The preliminary estimate for improving deficient roads to an acceptable level of service (LOS D) is about $305 million.

Traffic forecasts for the April 2004 Working Copy map are substantially improved over the existing general plan, which produces about 114 lane-miles operating at LOS E or F. The preliminary cost estimate for road improvements associated with the existing general plan is nearly $590 million for Fallbrook.

[1] Based on traffic forecasts for the August 2003 Working Copy map.