



# COUNTY OF SAN DIEGO

## PLANNING REPORT

# FINAL

### BOARD OF SUPERVISORS

GREG COX  
First District

DIANNE JACOB  
Second District

DAVE ROBERTS  
Third District

RON ROBERTS  
Fourth District

BILL HORN  
Fifth District

**DATE:** June 18, 2014

# 03

**TO:** Board of Supervisors

**SUBJECT:** PROPERTY SPECIFIC REQUESTS (NM16, RM15, SD2, & SV17) GENERAL PLAN AMENDMENT AND REZONE; GPA 12-012; REZ 13-003 (DISTRICTS: 2 & 5)

### Overview

This is a Board of Supervisors directed effort to analyze proposed General Plan Land Use designation changes associated with four property specific requests (PSRs) that were identified during public testimony on the General Plan Update and which were not included in the adopted General Plan. This PSRs General Plan Amendment (GPA) and Rezone includes proposed Land Use designation changes for parcels in four PSR areas, within the subregion/communities of North Mountain (PSR NM16), Ramona (PSR RM15), San Dieguito (PSR SD2), and Spring Valley (PSR SV17). Study area parcels have been added to PSRs RM15 and SD2 to ensure mapping consistency. Corresponding zoning and Regional Category changes are included for some of the parcels to ensure zoning and General Plan consistency.

At the September 12, 2012 (2), Board of Supervisors (Board) hearing, the Board directed the Chief Administrative Officer to include these four PSRs in a County-initiated GPA, to be processed concurrently with the General Plan Clean-Up GPA.

### Recommendation(s)

#### PLANNING COMMISSION

The Planning Commission modified the Planning & Development Services recommendations and requests that the Board of Supervisors:

1. Review and consider the information contained in the Final Program Environmental Impact Report (EIR), dated August 3, 2011, on file with Planning & Development Services (PDS) as Environmental Review Number 02-ZA-001, and the addendum thereto, dated June 18, 2014, on file with PDS as GPA 12-012, prior to making its recommendation on the project.
2. Adopt the Resolution entitled A RESOLUTION OF THE SAN DIEGO COUNTY BOARD OF SUPERVISORS ADOPTING THE PROPERTY SPECIFIC REQUESTS (RM15, SD2, & SV17) GENERAL PLAN AMENDMENT; GPA 12-012 (Attachment A-1, on file with the Clerk of the Board).

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3. Adopt the Form of Ordinance entitled AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE PROPERTY SPECIFIC REQUESTS (RM15, SD2, & SV17) GENERAL PLAN AMENDMENT AND REZONE; GPA 12-012; REZ 13-003 (Attachment C-1, on file with the Clerk of the Board).

#### **DEPARTMENT OF PLANNING & DEVELOPMENT SERVICES**

While the Planning Commission was able to recommend that the Board approve three of the four PSRs, Planning & Development Services recommends that the Board take the following actions to approve all four PSRs.

1. Review and consider the information contained in the Final Program Environmental Impact Report (EIR), dated August 3, 2011, on file with Planning & Development Services (PDS) as Environmental Review Number 02-ZA-001, and the addendum thereto, dated June 18, 2014, on file with PDS as GPA 12-012, prior to making its recommendation on the project.
2. Adopt the Resolution entitled A RESOLUTION OF THE SAN DIEGO COUNTY BOARD OF SUPERVISORS ADOPTING THE PROPERTY SPECIFIC REQUESTS (NM16, RM15, SD2, & SV17) GENERAL PLAN AMENDMENT; GPA 12-012 (Attachment A, on file with the Clerk of the Board).
3. Adopt the Form of Ordinance entitled AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE PROPERTY SPECIFIC REQUESTS (NM16, RM15, SD2, & SV17) GENERAL PLAN AMENDMENT AND REZONE; GPA 12-012; REZ 13-003 (Attachment C, on file with the Clerk of the Board).

#### **Fiscal Impact**

There is no fiscal impact associated with today's requested actions on the GPA and Rezone. There will be no change in net General Fund costs and no additional staff years.

#### **Business Impact Statement**

N/A

#### **Advisory Board Statement**

**NM16** – The North Mountain Subregional Planning Area is not represented by a Community Planning/Sponsor Group.

**RM15** – On May 2, 2013, the Ramona Community Planning Group voted to recommend approval of PSR RM15, by a vote of 12 Ayes, 0 Noes, and 1 Abstained, two vacant seats.

**SD2** – On May 23, 2013, the San Dieguito Community Planning Group voted to recommend approval of PSR SD2, by a vote of 9 Ayes, 0 Noes, and 0 Abstained, six vacant seats.

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**SV17** – On June 11, 2013, the Spring Valley Community Planning Group voted to recommend approval of PSR SV17, by a vote of 11 Ayes, 0 Noes, and 0 Abstained, four vacant seats.

Each of the recommendations received can be found in Attachment E.

**Involved Parties**

This is a County-initiated GPA and Rezone.

**Planning Commission Vote**

On March 7, 2014, the GPA and Rezone was presented to the Planning Commission. The Planning Commission formed separate recommendation votes on each of the four PSRs. The results of these votes were as follows:

PSR NM16 – recommended disapproval

The Planning Commission voted 3-1-2 on the motion to recommend approval (Ayes: Brooks, Norby, Woods; Noes: Beck; Absent: Day, Pallinger). In accordance with Planning Commission Policy PC-2, when the Commission is unable to obtain four votes to pass a motion on an advisory item, the Commission shall be deemed to have made a recommendation that the item be disapproved.

PSR RM15 – recommended approval

The Planning Commission voted 4-0-2 to recommend approval (Ayes: Beck, Brooks, Norby, Woods; Noes: none; Absent: Day, Pallinger).

PSR SD2 – recommended approval

The Planning Commission voted 4-0-2 to recommend approval (Ayes: Beck, Brooks, Norby, Woods; Noes: none; Absent: Day, Pallinger).

PSR SV17 – recommended approval

The Planning Commission voted 4-0-2 to recommend approval (Ayes: Beck, Brooks, Norby, Woods; Noes: none; Absent: Day, Pallinger).

**BACKGROUND:**

On August 3, 2011 (1), the Board adopted the General Plan Update. Following adoption, the Board directed staff to hold workshop hearings to review 137 PSRs that arose during public testimony on the General Plan Update and which were not included in the adopted General Plan.

As a result of the first set of PSR workshop hearings, which took place during the Board hearings of January 9 through January 11, 2012 (1), the Board referred 56 PSRs back to staff for further evaluation. Part of this evaluation included categorizing the PSRs by complexity (“Very Low Complexity” to “Very High Complexity”) to facilitate decision making. In determining complexity, staff considered degree of consistency with the General Plan goals and policies, number of parcels involved, density potential associated with the proposed change, potential environmental issues, planning group support (or lack thereof), opposition expected, and other relevant factors.

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In the summer of 2012, the Board held hearings on the remaining 56 PSRs to receive staff analysis and evaluation, and to decide which PSRs to include in a County-initiated GPA. The Board took action to direct staff to process 47 of the PSRs in County-initiated GPAs.

The staff report for the June 20, 2012 (3), hearing categorized each of the four PSRs that are the subject of today's action (along with eight other PSRs) as Very Low Complexity. At a subsequent hearing on July 25, 2012 (5), the Board reviewed options for processing the Very Low Complexity category of PSRs, and directed staff to return to the Board with a report on processing these concurrently with the General Plan Clean-Up GPA. At the September 12, 2012 (2), Board hearing, staff returned with a recommendation to process four of the 12 Very Low Complexity PSRs concurrently with the General Plan Clean-Up GPA. Staff recommended these four due to the degree of consistency with the principles, goals, and policies of the General Plan, community support for the requests, and because the additional requested density had been previously analyzed for each of the requests, either through the alternatives analysis in the General Plan EIR, or through adopted Mitigated Negative Declarations (MNDs) that had been prepared for approved Tentative Maps in two of the PSR areas (see Attachment D for additional information on the previous environmental analysis). The Board voted to approve this staff recommendation. There remain 43 additional PSRs that the Board directed staff to include in a County-initiated GPA. These PSRs are being processed separately for future consideration as GPA 12-005 and are targeted to be considered by the Board in 2017.

### **Project Description**

The specific changes proposed for each PSR area are described in the following pages. Maps of the existing and proposed Land Use designations and zoning can be found in Attachment B. Analysis worksheets for each PSR can be found in Appendix B-1. General Plan conformance findings for each PSR can be found in Appendix B-2. CEQA findings for each PSR can be found in Attachment D.

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A. PSR NM16 (North Mountain Subregional Planning Area)

The NM16 PSR involves five parcels totaling 599 acres in the North Mountain Subregional Planning Area. The properties are located in the small community of Chihuahua Valley, approximately five miles east of State Route 79 (SR-79) and three miles south of the border with Riverside County. The GPA involves a proposed change to Semi-Rural 10 (SR-10) and Open Space-Conservation (OS-C) for properties that are currently designated Rural Lands 20 (RL-20) and Rural Lands 80 (RL-80). See Figure 1 below for maps of the proposed Land Use designation and zoning use regulation changes.

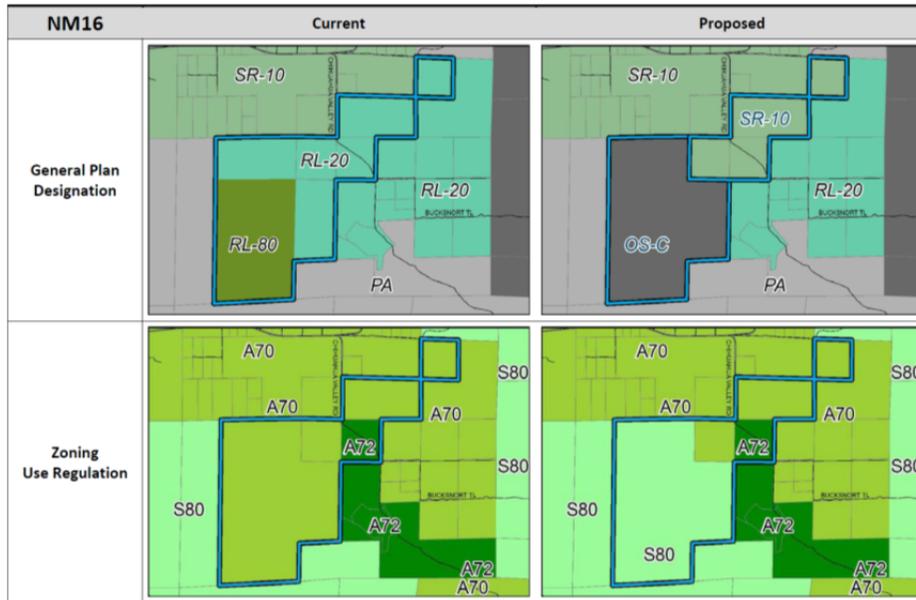


Figure 1: PSR NM16 - Proposed Land Use designation and zoning use regulation changes

Since the General Plan was adopted, the property owner has sold a 400-acre parcel (one of the five parcels associated with this PSR) to the federal government for conservation. This parcel is currently designated RL-20 and RL-80. With the proposed changes, the designation on the 400-acre parcel would change to OS-C. The OS-C designation does not have an associated density allowance. In addition, the zoning use regulation on the 400-acre parcel would change from A70 (Limited Agricultural) to S80 (Open Space). No changes are proposed for the zoning development designators (e.g., setback, minimum lot size, maximum height, etc.).

The General Plan designation on the eastern four parcels (which are currently designated RL-20) would change to SR-10, and the existing A70 and A72 (General Agricultural) zoning on those parcels would remain unchanged. The SR-10 designation would allow one dwelling unit per 10 acres in areas of less than 25% slope, and one dwelling unit per 20 acres in areas of 25% and greater slope. The existing RL-20 and RL-80 designations are not slope dependent, and allow densities of one unit per 20 acres, and one unit per 80 acres, respectively. Associated with the Land Use designation changes, the Regional Categories would change from Rural Lands to Semi-Rural for the four eastern parcels, and to no regional category for the 400-acre parcel.

It is estimated that the proposed Land Use designation changes would result in a one-lot

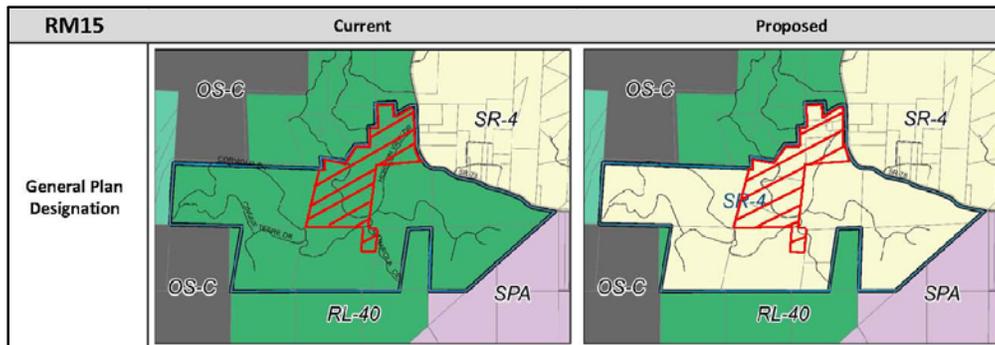
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reduction in overall potential lots, when compared to the existing designations. When considering only the four eastern parcels that would be available for development now (proposed to change from RL-20 to SR-10), the proposed changes would result in an increase in the estimated potential lots, from eight to 17. The area proposed to change to SR-10 was analyzed for the SR-10 designation in the General Plan EIR, as part of the Referral Map.

Staff recommends approval of PSR NM16 because the proposed changes are consistent with the principles and policies of the General Plan, and the changes would not result in significant new environmental impacts beyond the analysis in the General Plan EIR, or a substantial increase in the severity of previously identified significant impacts in the General Plan EIR. See Attachments B (including Appendices B-1 and B-2) and D for planning and environmental analysis of these proposed changes.

**B. PSR RM15 (Ramona Community Planning Area)**

RM15 is comprised of 22 parcels totaling 348 acres, in the Ramona Community Planning Area. The PSR includes eight parcels totaling 283 acres, which are associated with the original property owner request, and 14 parcels totaling 65 acres that make up the study area (added for mapping consistency). The properties are located adjacent to SR-78 in the vicinity of Horizon View Drive. See Figure 2 below for maps of the proposed Land Use designation change.



**Figure 2: PSR RM15 - Proposed Land Use designation change (study area in red outline with hatch)**

For this PSR, the GPA involves a proposed change from Rural Lands 40 (RL-40) to Semi-Rural 4 (SR-4) for the entire PSR area and study area. Associated with this Land Use designation change would be a change in the Regional Category, from Rural to Semi-Rural. The RL-40 designation is not slope dependent, and allows one unit per 40 acres. The proposed SR-4 designation allows one dwelling unit per four acres in areas of less than 25% slope, one dwelling unit per eight acres in areas of 25% to less than 50% slope, and one dwelling unit per 16 acres in areas of 50% or greater slope. The current A70 (Limited Agricultural) zoning use regulation on the properties would not change, but the project proposes a change to the zoning minimum lot size from eight acres to four acres, for eight of the parcels (three in the PSR area and five in the study area) totaling 199 acres. This change would make these parcels consistent with the zoning minimum lot sizes for the rest of the parcels in the PSR area and study area.

Estimates show that the Land Use designation changes would allow 36 potential dwelling

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units in the PSR area (a 27-unit increase in potential units) when compared to the existing designation. The MND previously adopted for the approved Tentative Map (TM 5194) in the PSR area analyzed a subdivision that would result in 36 units for the PSR area, and found no significant impacts, with mitigation incorporated. The designation change would not result in any additional subdivision potential in the study area beyond existing parcelization, due to steep slope constraints in the proposed slope dependent SR-4 designation.

Staff recommends approval of PSR RM15 because the proposed changes are consistent with the principles and policies of the General Plan, and the changes would not result in significant new environmental impacts beyond the analysis in the General Plan EIR, or a substantial increase in the severity of previously identified significant impacts in the General Plan EIR. See Attachments B (including Appendices B-1 and B-2) and D for planning and environmental analysis of these proposed changes.

C. PSR SD2 (San Dieguito Community Planning Area)

The SD2 PSR is comprised of 11 parcels totaling 52 acres in the San Dieguito Community Planning Area. The PSR includes one 19-acre parcel, which is associated with the original property owner request, and 10 parcels totaling 33 acres that make up the study area (added for mapping consistency). The properties are located adjacent to Elfin Forest Road, approximately 5 ½ miles south of SR-78, and two miles west of the Olivenhain Reservoir. The SD2 PSR area (19-acre parcel) is also associated with an adopted MND for an approved Tentative Map (TM 5278). See Figure 3 below for maps of the proposed Land Use designation change.

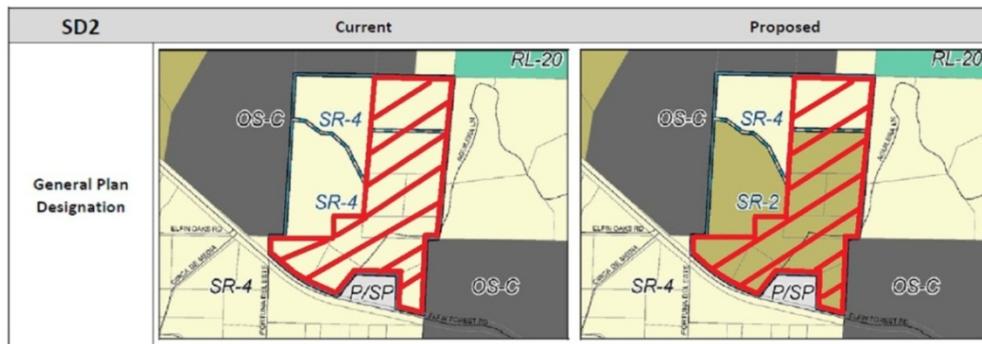


Figure 3: PSR SD2 - Proposed Land Use designation change (study area in red outline with hatch)

Currently, all of the PSR parcel and study area parcels are designated SR-4. With the proposed project, 11 acres in the southern portion of the PSR parcel would change to Semi-Rural 2 (SR-2), and the remaining eight acres (area of one of the proposed parcels in the approved Tentative Map) would remain SR-4. The study area includes 10 parcels, currently designated SR-4, that are being analyzed with the project to ensure mapping consistency between the PSR area and surrounding areas. In the study area, nine parcels would change to SR-2 and the northernmost parcel would remain SR-4, to ensure consistency with the adjacent area of the PSR parcel that would remain SR-4 and the adjacent parcels to the east and north. In total, 37.5 acres would change to SR-2 and 14.5 acres would remain SR-4. The SR-2 designation allows one dwelling unit per two acres in areas of less than 25% slope, one dwelling unit per four acres in areas of 25% to less than 50% slope, and one dwelling unit per

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eight acres in areas of 50% or greater slope. The current RR (Rural Residential) zoning use regulation on the properties would not change, but the project proposes to change the zoning minimum lot size from four acres to two acres for two of the parcels in the study area, totaling 11.76 acres. This change would make these parcels consistent with the zoning minimum lot sizes for the rest of the parcels in the PSR area and study area.

It is estimated that the Land Use designation changes would allow five potential dwelling units on the PSR parcel (a two-unit increase in potential units) when compared to the existing designation. The MND adopted for TM 5278 on the PSR parcel analyzed a subdivision that would result in five units for the PSR parcel, and found no significant impacts, with mitigation incorporated. The designation change would not result in any additional subdivision potential in the study area beyond existing parcelization, due to steep slope constraints in the proposed slope dependent SR-2 and SR-4 designations.

Staff recommends approval of PSR SD2 because the proposed changes are consistent with the principles and policies of the General Plan, and the changes would not result in significant new environmental impacts beyond the analysis in the General Plan EIR, or a substantial increase in the severity of previously identified significant impacts in the General Plan EIR. See Attachments B (including Appendices B-1 and B-2) and D for planning and environmental analysis of these proposed changes.

**D. PSR SV17 (Spring Valley Community Planning Area)**

The SV17 PSR is comprised of eight parcels totaling 6.4 acres in the Spring Valley Community Planning Area. The properties are located adjacent to Grand Avenue, approximately one-quarter mile north of Jamacha Road, and one mile east of SR-125. As shown in the maps below in Figure 4, there is one larger, 4.6-acre parcel, and seven smaller parcels that total 1.8 acres.



**Figure 4: PSR SV17 - Proposed Land Use designation and zoning use regulation changes**

This PSR proposes a Land Use designation change for the 4.6-acre eastern parcel from Semi-Rural 1 (SR-1) to Village Residential 4.3 (VR-4.3). In addition, the seven western parcels are

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proposed to change from Village Residential 2.9 (VR-2.9) to Village Residential 7.3 (VR-7.3). The SR-1 designation allows a density of one unit per acre in areas under 25% slope, one unit per two acres in areas of 25% to less than 50% slope, and one unit per four acres in areas of 50% or greater slope. The VR-4.3 designation allows 4.3 units per acre, the VR-2.9 designation allows 2.9 units per acre, and the VR-7.3 designation allows 7.3 units per acre. The zoning use regulation on each of the parcels would change to RV (Residential Variable) for consistency with the proposed Land Use designations. Additional zoning development designator changes (minimum lot size, building type, and maximum height) are proposed for consistency, as outlined in Attachments B and C.

The proposed Land Use designation changes would result in an estimated density potential of 30 units, which represents a 21-unit increase in potential dwelling units compared to the existing designations. However, the alternatives analysis of the certified General Plan EIR analyzed these parcels for a VR-7.3 and VR-24 designation scenario, which would have resulted in an estimated 61 potential units.

Staff recommends approval of PSR SV17 because the proposed changes are consistent with the principles and policies of the General Plan, and the changes would not result in significant new environmental impacts beyond the analysis in the General Plan EIR, or a substantial increase in the severity of previously identified significant impacts in the General Plan EIR. See Attachments B (including Appendices B-1 and B-2) and D for planning and environmental analysis of these proposed changes.

Table 1 below provides estimates of potential dwelling units associated with the current Land Use designations on the subject properties, and potential dwelling units associated with the designations proposed in this GPA. It also provides parcel and acreage totals.

Table 1 – PSRs GPA (NM16, RM15, SD2, & SV17) Land Use Map Change Acreages and Unit Yield Analysis

ID	Community	Parcels	Acreage	General Plan Designation		# Dwelling Units <sup>1</sup>		Category of Change
				Existing	Proposed	Existing	Proposed	
NM16	North Mountain	5	599	RL-80/RL-20	OS-C/SR-10	19	18	Property Specific Request
RM15	Ramona	22	348	RL-40	SR-4	23	50	Property Specific Request
SD2	San Dieguito	11	52	SR-4	SR-2/SR-4	13	15	Property Specific Request
SV17	Spring Valley	8	6.4	VR-2.9/SR-1	VR-7.3/VR-4.3	9	30	Property Specific Request
<b>Total</b>		<b>46</b>	<b>1005</b>			<b>64</b>	<b>113</b>	

<sup>1</sup>Existing and proposed dwelling units are conservative estimates and are based on parcel size and slope data for slope dependent designations. The estimates do not consider other planning and development constraints that could further reduce actual unit yield.

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**General Plan Consistency**

Each PSR in the GPA has been analyzed for conformance with the guiding principles, goals, and policies of the General Plan, and found to be in conformance. Appendix B-2 of Attachment B provides a General Plan conformance review for each PSR, with detailed discussion of all General Plan policies related to GPAs. Below is an example of the General Plan conformance findings:

General Plan Component	Explanation of GPA Conformance (PSR SD2 example)
<p><b>Policy LU-1.3 – Development Patterns.</b> Designate Land Use designations in patterns to create or enhance communities and preserve surrounding rural lands.</p>	<p><i>Most of the San Dieguito Community Planning Area contains Semi-Rural designations or Specific Planning Areas with densities consistent with Semi-Rural. The proposed change to SR-2 for the southern portion of the subject area would be consistent with another nearby area of SR-2 that is also adjacent to Elfin Forest Road (separated only by an open space parcel). The availability of services is a major factor guiding Land Use mapping in the community and throughout the unincorporated County. The proximity to the Elfin Forest/Harmony Grove fire station (adjacent to the subject area) provides further justification for the proposed SR-2 designation in the southern area. Proposed changes associated with the project would not affect the Rural lands and open space preserves that serve as community buffers, to the north and west.</i></p>

**Community Plan Consistency**

Government Code 65359 dictates that community plans affected by a GPA shall be reviewed and amended as necessary to make the community plan consistent with the General Plan. Staff finds that the changes proposed in the GPA are consistent with the applicable community and subregional plans.

**Zoning Ordinance Consistency**

Tied to this GPA is Rezone 13-003, which includes proposed zoning use regulation and/or development designator changes for each of the PSRs and certain associated study areas. These zoning changes are necessary for consistency with the proposed General Plan Land Use designation changes. Staff reviewed the proposed zoning for the GPA for consistency with the Land Use Map designations in accordance with the Compatibility Matrix in Zoning Ordinance Section 2050.

**Approved Tentative Maps for PSRs RM15 and SD2**

The areas of the requested Land Use designation changes for RM15 and SD2 have approved Tentative Maps to subdivide the properties at the same estimated density that is being requested with the associated PSR. A brief description of these approved projects and environmental processing is provided below.

TM 5194 – Horizon View Estates Tentative Map (RM15 PSR area)

On March 24, 2006, the Planning Commission approved TM 5194, to subdivide 287 acres into

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36 lots. The approved lot sizes ranged from 5 ½ to 10 acres. The lots would rely on groundwater and individual septic systems. With the approval, the Planning Commission adopted the MND for the project. The MND found no significant impacts, with mitigation incorporated. Mitigation was required for potential impacts to biological resources, cultural resources, and transportation/traffic (Transportation Impact Fee payment).

**TM 5278 – Anderson Tentative Map (SD2 PSR area)**

On June 8, 2012, the Planning Commission approved TM 5278, to subdivide 19 acres into five lots. The approved lot sizes ranged from two acres to eight acres. The lots would rely on individual septic systems and imported water from the Olivenhain Municipal Water District. The MND found no significant impacts, with mitigation incorporated. Mitigation was required for potential impacts to biological resources and cultural resources. This project was ‘pipelined’ per the Board policy on pipelined projects during the General Plan Update process. As such, it was subject to the previous General Plan Land Use designation of (17) Estate Residential (one dwelling unit per two or four acres, depending on slope) at the time of approval in 2012 (after the General Plan Update was approved).

**Tentative Map Expiration Dates**

The expiration dates of these Tentative Maps have been affected by a series of State laws enacted since 2008. The Tentative Map for the RM15 PSR area (TM 5194) was approved on March 24, 2006, and would have been set to expire on March 24, 2009. The Tentative Map for the SD2 PSR area (TM 5278) was approved on June 8, 2012, and would have been set to expire on June 8, 2015. The effect of the legislation on these Tentative Map approvals is noted below.

- Senate Bill 1185 was signed into law on July 15, 2008 (Government Code Section 66452.21). This bill extended the Tentative Map expiration date by 12 months for any Tentative Map that had not expired before the bill was enacted, and was set to expire before January 1, 2011. This bill extended the TM 5194 (RM15 area) expiration date to March 24, 2010.
- Assembly Bill 333 was signed into law on July 15, 2009 (Government Code Section 6645.22). This bill extended the Tentative Map expiration date by 24 months for any Tentative Map that had not expired before the bill was enacted, and was set to expire before January 1, 2012. This bill extended the TM 5194 (RM15 area) expiration date to March 24, 2012.
- Assembly Bill 208 was signed into law on July 15, 2011 (Government Code Section 6645.23). This bill extended the Tentative Map expiration date by 24 months, for any Tentative Map that had not expired before the bill was enacted, and was set to expire before January 1, 2014. This bill extended the TM 5194 (RM15 area) expiration date to March 24, 2014.
- Assembly Bill 116 was signed into law on July 11, 2013 (Government Code Section 6645.24). This bill extended the Tentative Map expiration date by 24 months, for any Tentative Map that was approved on or after January 1, 2000, and had not expired before the bill was enacted. This bill extended the TM5194 (RM15 area) expiration date to March 24, 2016, and extended the TM 5278 (SD2 area) expiration date to June 8, 2017.

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Therefore, the Tentative Map approvals associated with the property owner request areas for RM15 and SD2 would not expire until 2016 and 2017, respectively.

**PROJECT ISSUES:**

The Endangered Habitats League (EHL) submitted letters in opposition to PSRs NM16, RM15, and SD2, on May 17, 2013, and March 4, 2014 (Attachment E). These letters note concerns with the proposed Land Use designations, property constraints, and consistency with General Plan principles and policies. Staff has prepared General Plan Conformance Findings for each PSR in this GPA (Appendix B-2 of Attachment B), which include a discussion of all policies related to GPAs, and how the proposed changes conform. In addition, extensive CEQA Findings have been prepared for each PSR (Attachment D) to support the conclusion that an Addendum to the General Plan EIR is the appropriate CEQA document to process this action. The CEQA Findings include discussions of constraints on the properties in relation to each environmental category.

Provided below is a sampling of some issues noted in the EHL letter, followed by staff findings of General Plan conformance. For further discussion, see Appendix B-2 of Attachment B.

NM16

The letter notes conflicts with the Community Development Model of the General Plan (Guiding Principle 2), and more specifically, Policies LU-1.1 (Assigning Land Use Designations), LU-1.3 (Development Patterns), LU-1.4 (Village Expansion), and LU-9.2 (Density Relationship to Environmental Setting).

*Staff Findings: The proposed changes would maintain consistency with the Community Development Model. The majority of the land in the North Mountain Subregional Planning Area is Public Agency Lands, including large stretches of Federal lands. Due to the rural nature of the planning area, almost all of the private land in the planning area is in the Semi-Rural or Rural Lands Regional Category. The area proposed to change to SR-10 is adjacent to an area of approximately 1,600 acres that already has the SR-10 designation. The community of Chihuahua Valley is almost completely surrounded by Public Agency Lands, but the private land exhibits characteristics of a low density model of concentric development. The highest density of SR-10 is in the center of the small community, with Rural Lands and open space preserves serving as community buffers to the north, south, east, and west. The proposed changes would not alter this pattern because of the adjacency to existing SR-10 and the Rural Lands and open space that would remain on all sides of the PSR area. This low-density pattern of development is also exhibited in the North Mountain communities of Palomar Mountain, Sunshine Summit, and Ranchita. Policies LU-1.4 and LU-9.2 detail policy restrictions associated with expansion of the Village Regional Category and assigning new Village Land Use designations. Those two policies would not apply to this PSR, because the proposed changes associated with the PSR do not include new Village Land Use designations or expansion of the Village Regional Category.*

RM15

The letter notes conflicts with Guiding Principle 5 (Hazards and Constraints) and more specifically, Policy LU-6.11 (Protection from Wildfires and Unmitigable Hazards).

*Staff Findings: Portions of the PSR area and study area are within a Very High Fire Hazard Severity Zone; however, this is the case for most of the Ramona Community Planning area. As*

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*can be seen in a comparison of the Land Use Map and Fire Hazard Severity Map for Ramona (see RM15 General Plan Conformance Findings in Appendix B-2), there are large areas of SR-2, SR-1, and higher densities in Very High Fire Hazard Severity Zones. Since Very High Fire Hazard Severity Zones are very prevalent throughout the unincorporated County, other factors are also taken into consideration for Land Use designation mapping in these areas; including access, fire protection service travel time, and fuel modification feasibility. Fire protection measures were required of the TM project and would be required on a new/revised subdivision project also. These included 10,000 gallon water storage tanks for each parcel, paved access roads (with sufficient emergency vehicle access), 100-foot fuel modification zones around structures, and Limited Building Zone easements to assure fuel modification would not affect open space easement areas. The minimum lot sizes would be large enough to ensure adequate defensible space can be provided on all future parcels. In addition, based on current fire protection services available, future development in the subject area would be able to meet the 10-minute fire protection service travel time for the SR-4 density, per General Plan Policy S-6.4 and Table S-1. Therefore, the proposed designation is not inconsistent with existing Land Use mapping in fire hazard areas and is consistent with this policy.*

**SD2**

The letter notes conflicts with Guiding Principle 4 (Environmental Stewardship) and more specifically, Policy LU-6.1 (Environmental Sustainability).

*Staff Findings: Policy LU-6.1 is not related to General Plan Amendments that are not associated with a development application. The policy requires the protection of intact or sensitive natural resources, but does not dictate the means of protection, nor does it include language that guides Land Use Mapping in areas of intact or sensitive natural resources. The General Plan Conformance Findings for SD2 address a related policy, LU-6.2 (Reducing Development Pressures), which calls for assigning lowest-density or lowest-intensity Land Use designations in areas with sensitive natural resources. The changes proposed with PSR SD2 are consistent with Policy LU-6.2 because of the location of sensitive natural resources in the PSR area and study area. The northern portions of the PSR area and study area contain Coastal sage scrub. The southern portions of the PSR area and study area have been mostly cleared for agricultural and residential uses and are mapped as developed/disturbed/agriculture. The project proposes to maintain the existing SR-4 designation in the northern portion of the PSR parcel and in the northernmost study area parcel that contain the majority of this sensitive habitat. Some additional fragmented Coastal sage scrub can be found in three of the northern parcels in the study area that would be proposed to change to SR-2; however, the change to SR-2 would not result in any additional subdivision potential on these parcels because of steep slope constraints in the slope dependent SR-2 designation.*

**ENVIRONMENTAL STATUS:**

The project has been reviewed in compliance with CEQA and the project qualifies for an Addendum to the General Plan Update EIR under CEQA Section 15164. An Addendum may be prepared when significant environmental impacts were previously analyzed, no new significant impacts will result from the project, and only minor changes or additions to the previously certified EIR are needed. An EIR Addendum dated June 18, 2014, has been prepared for the project and is on file with PDS. There are no changes in the project, no changes in the

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circumstances under which the project is undertaken, or no new information which results in a new significant environmental effect or a substantial increase in the severity of a previously identified significant environmental effect since the certification of the previous EIR for the project dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001. See the EIR Addendum and CEQA Findings for more information (Attachment D).

**PREVIOUS ACTIONS:**

On September 12, 2012 (2), the Board directed the Chief Administrative Officer to include PSRs NM16, RM15, SD2, and SV17 in a County-initiated GPA, to be processed concurrently with the General Plan Clean-Up GPA.

**PUBLIC INPUT:**

Changes to an adopted General Plan must follow the process specified in Government Code Section 65350, which includes evaluation and analysis, public and agency review, Planning Commission review, and Board of Supervisors approval. Staff conducted public outreach that included three separate notifications to all property owners subject to the proposed Land Use Map changes, two separate notifications to neighbors within 300 feet of the proposed Land Use Map changes, a 45-day public and agency review and comment period, SB18 tribal outreach and consultation, and staff attendance at community planning and sponsor group meetings. Below is a summary of outreach efforts.

1. Notification to property owners and neighbors within 300 feet of proposed Land Use Map changes.
  - On November 15, 2012, an initial notice was mailed to owners of property where Land Use Map changes are proposed with this GPA. This and subsequent noticing (discussed below) included both the property owners in the PSR areas and the property owners in the study areas associated with RM15 and SD2 (see pages 6-8). The notice detailed the proposed new Land Use designation with information on allowed density and other regulations associated with the designations, as well as details on how to get more information on the project.
  - On April 3, 2013, a second notice was mailed to property owners and an initial notice was mailed to neighboring property owners within 300 feet of the proposed Land Use Map changes. This notice included information and web links related to the release of the Draft Plan for the project and the start of the public review and comment period.
  - On February 21, 2014, and June 6, 2014, Planning Commission and Board hearing notices were mailed to property owners and the neighboring property owners within 300 feet of the proposed Land Use Map changes. This notice provided the proposed changes in Land Use designations and changes in zoning, in addition to information on the public hearings.
2. Web Page – Since project initiation, information on the PSRs GPA has been available on the County’s General Plan Clean-Up web page (<http://www.sdcounty.ca.gov/pds/advance/2013GPBiAnnualClnUp.html>), as noted in the first two mailed notices. During the hearing process, a separate web page has been established for

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information on this GPA only - <http://www.sdcounty.ca.gov/pds/advance/4PSRsGPA.html>

3. eBlast – PDS publishes regular email notifications (similar to a monthly newsletter) to provide specific information on department accomplishments, major development projects, and County-initiated projects, such as this GPA. A link to information on this GPA was included in the April 2013 PDS eBlast. Property owners affected by the GPA and other interested parties are encouraged to sign up to receive this email.
4. Public and Agency Review – In addition to the April 2013 property owner notifications discussed above, an email notification was sent in April 2013 to community planning and sponsor groups, the PDS agency list, and the full PDS email notification list of interested parties that subscribe to the department’s GovDelivery notifications. This notification included a link to the web site with information on the project and the Draft Plan for the GPA. In addition, this notification provided information on the 45-day public review period for comments on the Draft Plan. Public review comments and other correspondence on the project can be found in Attachment E.
5. Tribal Consultation – All tribal governments in the San Diego region were notified in February 2013 about the changes proposed in this GPA in accordance with Government Code Section 65352. As a result of these notifications, representatives from the Pechanga Band of Luiseno Indians requested a consultation meeting, which was held on May 15, 2013. In addition, letters were received from the Pala Band of Mission Indians and the Soboba Band of Luiseno Indians, noting that they did not request a consultation meeting and did not have any concerns with the proposed project. These letters can be found in Attachment E.

**DEPARTMENT REASONS FOR RECOMMENDATION:**

1. **General Plan and Zoning Ordinance** - The proposed project is consistent with the guiding principles, goals, and policies of the General Plan, as discussed in the General Plan Conformance Findings for each PSR, in Appendix B-2 of Attachment B. In addition, the proposed zoning changes that are included for General Plan and zoning consistency would implement zoning use regulations and zoning development designators that are appropriate for the corresponding General Plan Land Use designations.
2. **Community/Subregional Plans** – The proposed project is consistent with the goals and policies of the community and subregional plans for each corresponding PSR area.
3. **California Environmental Quality Act (CEQA)** – The project has been reviewed in compliance with CEQA and the project qualifies for an Addendum to the General Plan Update EIR under CEQA Section 15164.

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Respectfully submitted,



SARAH E. AGHASSI  
Deputy Chief Administrative Officer

ATTACHMENT(S)

Attachment A – Planning & Development Services Recommended Resolution

Attachment A-1 – Planning Commission Recommended Resolution

Attachment B – Proposed General Plan and Zoning Changes

- Appendix B-1 – PSRs Staff Analysis Worksheets
- Appendix B-2 – PSRs General Plan Conformance Findings

Attachment C – Planning & Development Services Recommended Zoning Ordinance Amendment

Attachment C-1 – Planning Commission Recommended Zoning Ordinance Amendment

Attachment D – Environmental Findings and Documentation

Attachment E – Correspondence

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**AGENDA ITEM INFORMATION SHEET**

**REQUIRES FOUR VOTES:**        Yes      No

**WRITTEN DISCLOSURE PER COUNTY CHARTER SECTION 1000.1 REQUIRED**  
   Yes      No

**PREVIOUS RELEVANT BOARD ACTIONS:**

On September 12, 2012 (2), the Board directed the Chief Administrative Officer to include PSRs NM16, RM15, SD2, and SV17 in a County-initiated GPA, to be processed concurrently with the General Plan Clean-Up GPA.

**BOARD POLICIES APPLICABLE:**

N/A

**BOARD POLICY STATEMENTS:**

N/A

**MANDATORY COMPLIANCE:**

N/A

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

N/A

**ORIGINATING DEPARTMENT:** Planning & Development Services

**OTHER CONCURRENCES(S):**   N/A

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