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# Otay Subregional Plan

## San Diego County General Plan Volume 1

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Adopted  
May 18, 1983  
GPA 83-01  
Amended  
July 27, 1994  
GPA 94-02

Adopted  
August 3, 2011

<b>Chapter 1 – Introduction .....</b>	<b>1</b>
<b>Chapter 2 – Goals</b>	
Land Use.....	3
Public Services and Facilities .....	3
Mobility.....	4
Conservation.....	4
Coordination.....	5
Implementation.....	5
<b>Chapter 3 – Policies</b>	
Land Use.....	6
Public Services and Facilities .....	9
Mobility.....	10
Conservation.....	11
Coordination.....	12
<b>Appendices</b>	
A – Resource Conservation Areas .....	14
B – Otay Village Boundary .....	17

# CERTIFICATE OF ADOPTION

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



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

## TABLE OF CONTENTS

INTRODUCTION.....	1
CHAPTER I. GOALS	
A.    LAND USE .....	3
B.    PUBLIC SERVICES AND FACILITIES.....	3
C.    MOBILITY.....	4
D.    CONSERVATION.....	4
E.    COORDINATION .....	5
F.    IMPLEMENTATION .....	5
CHAPTER II. POLICIES	
A.    LAND USE	
1.    ADOPT GENERAL PLAN CATEGORIES .....	6
2.    TREAT THE OTAY MESA AS A SINGLE PLANNING AND DEVELOPMENT UNIT .....	6
3.    DEVELOP INDUSTRIAL DESIGN CRITERIA.....	6
4.    DISCOURAGE POLLUTING INDUSTRIES .....	7
5.    ENCOURAGE INTERIM AGRICULTURE .....	7
6.    ENCOURAGE OTHER INTERIM USES .....	7
7.    INCREASE CITY-COUNTY PLANNING COOPERATION .....	7
8.    PHASE DEVELOPMENT ACCORDING TO AVAILABLE PUBLIC SERVICES AND FACILITIES.....	8
9.    IMPLEMENT SAFETY AND NOISE BARRIERS AROUND BROWN FIELD .....	8
10.   SPECIFIC PLAN AREAS .....	8
B.    PUBLIC SERVICES AND FACILITIES	
1.    FORMULATE PUBLIC FACILITIES PROGRAM AND FINANCING PLAN .....	9
2.    STUDY AND SELECT LONG TERM SEWAGE DISPOSAL METHODS. ....	9
3.    RESOLVE WATER DEMAND AND SUPPLY .....	10
C.    MOBILITY	
1.    ENCOURAGE ROUTE ADOPTION AND FINANCING FOR STATE ROUTES 11 AND A NEW INTERNATIONAL BORDER CROSSING .....	10
2.    ENCOURAGE RAIL SERVICE .....	11
3.    DESIGN LOCAL ROADS WITH THE NATURAL LANDSCAPE.....	11
4.    PROVIDE BICYCLE AND PEDESTRIAN NETWORK .....	11

OTAY SUBREGIONAL PLAN  
TABLE OF CONTENTS

D. CONSERVATION

- 1. PROTECT RESOURCE CONSERVATION AREAS ..... 11
- 2. DEVELOP ADEQUATE PRESERVATION METHODS..... 12

E. COORDINATION

- 1. COORDINATE OTAY MESA - MESA DE OTAY PLANNING AND  
DEVELOPMENT ..... 12

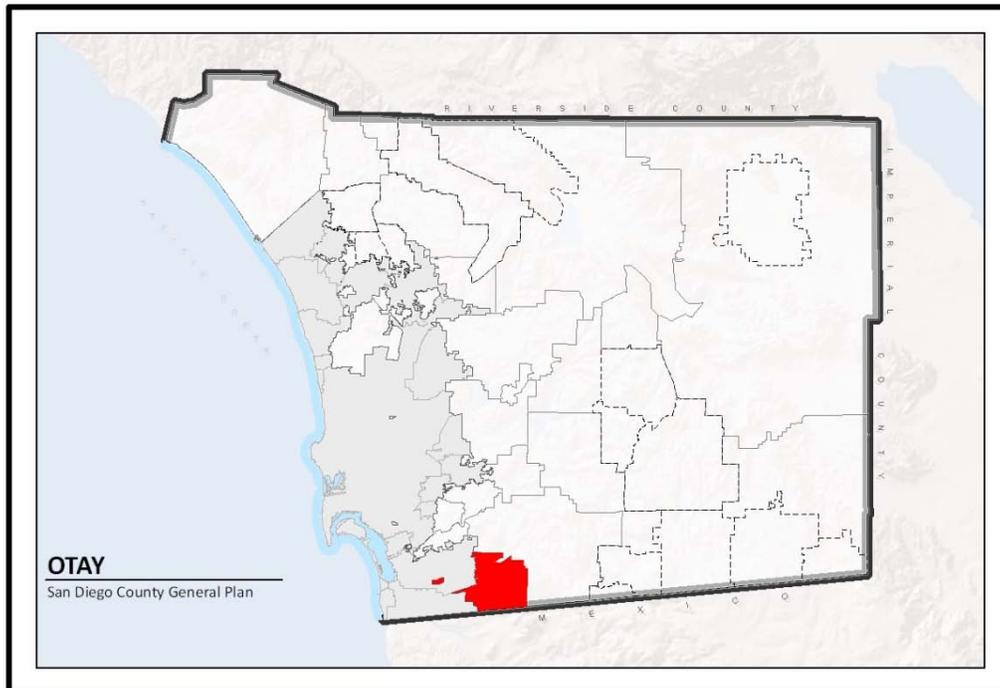
APPENDIX

- A. RESOURCE CONSERVATION AREAS ..... 14
- B. OTAY VILLAGE BOUNDARY ..... 17

## INTRODUCTION

The Otay Subregional Plan consists of two volumes of text, and an appendix to Volume 2. The plan is intended to promote orderly development, protect environmental and manmade resources, and implement the County's objectives for growth management and the structure of government for the Subregion.

This text (Volume 1) was adopted concurrently with an amendment (GPA 83-01, Item 4) to incorporate a community plan prepared by the City of San Diego for the Otay Mesa portion of the Subregional Plan Area (Otay Mesa Community Plan). While the text focuses on the Otay Mesa and contains specific provisions for development of that area, it does have general applicability to the entire Otay Subregion (Refer to Figure 1 below).



*Figure 1: Otay Subregion*

The Land Use Plan Map provides a basis for the specific zoning regulations of unincorporated land within the Subregion. The text provides planning goals and related policies for implementing the Plan through a variety of project planning measures.

This Subregional Plan supplements all existing elements of the San Diego County General Plan. It was prepared by County Staff in cooperation with involved citizens, businesses, and governmental agencies. In June of 2009, the Plan was reviewed by County staff and revised for consistency with the General Plan Update.

On October 28, 1993, the Board of Supervisors adopted the Otay Ranch privately-initiated Plan Amendment, GPA 92-04. The Otay Ranch project covers approximately 23,000 acres and is located in the Otay Subregional Area and the Jamul/Dulzura Subregional Area. Due to the size and complexity of the project, the policies governing the development of Otay Ranch have been placed in Volume 2 of the Otay Subregional Plan Text. GPA 92-04 also amended the boundaries between the Jamul/Dulzura and Otay Subregions by transferring

approximately 4,000 acres from the Otay Subregion to the Jamul/Dulzura Subregion in the Proctor Valley area, and by transferring approximately 1,280 acres from the Otay Subregion to the Jamul/Dulzura Subregion in the San Ysidro Mountains area.

CHAPTER I  
GOALS

The Subregional Plan goals form the basic framework upon which the subsequent and more specific polities have been developed.

A. LAND USE GOAL

Provide a land use pattern sensitive to the opportunities and the constraints of the Subregion.

Because

- 1) the second international border crossing, the State Correctional Facility, and the increased industrial development immediately cross the Mexican Border have increased development pressures on the Subregion, in general, and on Otay Mesa in particular, and
- 2) Otay Mesa contains large, level, undeveloped and relatively inexpensive parcels of land, and is located near a large labor pool, moderately priced housing, and a general aviation airport, which makes it highly suitable for large scale industrial development, and
- 3) the anticipated development of Otay Mesa represents potentially significant economic benefits to the Subregion, and
- 4) the Subregion contains valuable agricultural land, which, although adversely affected by high water and labor costs, should be encouraged during the extended build out period of Otay Mesa.

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO WORK WITH THE PRIVATE SECTOR IN CAPITALIZING ON THE UNIQUE DEVELOPMENT OPPORTUNITIES EXISTING NEAR THE MEXICAN BORDER WHILE CONCURRENTLY ENCOURAGING INTERIM AGRICULTURAL PRODUCTION AS MUCH AS ECONOMICALLY FEASIBLE.

B. PUBLIC SERVICES AND FACILITIES GOAL

Provide adequate and equitably financed public services and facilities.

Because

- 1) most of the Subregion is presently undeveloped with only very limited services and facilities, and
- 2) the orderly and cost effective development of the Otay Mesa requires that public services and facilities be provided in a planned manner involving cooperation and coordination on the part of all affected agencies with the private sector, and
- 3) local government cannot be expected to have the fiscal resources required to finance most needed services; property owners and developers will, therefore, be expected to bear these costs, and

- 4) the economic feasibility of the Otay Mesa is largely dependent upon maintaining land costs, which will attract developers and investors in competition with other industrial areas along the International Border with Mexico.

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO THAT PUBLIC SERVICES AND FACILITIES BE PROVIDED IN A PLANNED, ORDERLY FASHION AND THAT THEY WILL BE PHASED IN RESPONSE TO EVOLVING AND CHANGING MARKET DEMANDS, AS WELL AS THE SERVICE CAPACITIES OF PROVIDER AGENCIES, AND FINANCED THROUGH THE EQUITABLE PARTICIPATION OF ALL AFFECTED PROPERTY OWNERS AND DEVELOPERS.

#### C. MOBILITY GOAL

Provide a Mobility network capable of handling subregional traffic.

Because

- 1) transportation facilities have an important effect on community character in terms of design, location, and environmental impacts, and
- 2) the Otay Mesa area, in particular, will at ultimate build out generate substantial traffic volumes, and
- 3) the second international border crossing also impacts the local and regional road and highway networks, and
- 4) the industrial character of expected development of the Otay Mesa will require rail freight access at some time in the future, and
- 5) there is an increasing need for public and non-motorized modes of travel,

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO PLAN FOR THE ORDERLY DEVELOPMENT OF AN ULTIMATE HIGHWAY, STREET AND RAIL TRANSPORTATION NETWORK ADEQUATE TO HANDLE SUBREGIONAL TRAFFIC AT ACCEPTABLE SERVICE LEVELS AND CAPABLE OF ACCOMMODATING AUTOMOBILE AND TRUCK AS WELL AS PUBLIC AND NON-MOTORIZED MODES OF TRAVEL WITH THE SUBREGION.

#### D. CONSERVATION GOAL

Protect environmental resources.

Because

- 1) the Subregion contains vernal pools, endangered plants, and wildlife habitats that are not suitable for urbanization, and
- 2) Resource Conservation Areas have been identified to help protect valuable environmental resources throughout the area,

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO PROTECT THE ENVIRONMENTAL RESOURCES DESIGNATED AS "RESOURCE CONSERVATION AREAS" IN THIS SUBREGIONAL PLAN.

E. COORDINATION GOAL

Coordinate planning and development efforts with Mexican agencies and private interests.

Because

- 1) the subarea is part of a larger region with similar natural characteristics, constraints and opportunities arbitrarily divided by the International Border, and
- 2) past planning and development on both sides of the border have ignored the efforts of the other country, and
- 3) coordination of public and private interests between the two countries will enhance regional development and improve the bi-national relationship,

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO COORDINATE PLANNING AND DEVELOPMENT PROPOSALS, PARTICULARLY FOR THE OTAY MESA AREA, WITH MEXICAN AGENCIES AND PRIVATE INTERESTS INVOLVED IN SIMILAR ACTIVITIES FOR THE AREA IMMEDIATELY SOUTH OF THE BORDER.

F. IMPLEMENTATION GOAL

Provide effective and efficient implementation methods

Because

- 1) the adoption or amendment of a land use plan does not ensure its ultimate realization, and
- 2) there are a number of methods that will facilitate plan implementation, and provide for ongoing plan review and adjustment, and
- 3) proper implementation will serve the best interest of governmental agencies, property owners, and developers, and will contribute to the economic improvement of the region,

IT IS THE GOAL OF THE COUNTY OF SAN DIEGO TO PROVIDE METHODS THAT WILL ENSURE THE ORDERLY AND EFFICIENT IMPLEMENTATION OF THE SUBREGIONAL PLAN - TO THE BENEFIT OF LOCAL GOVERNMENT, PROPERTY OWNERS, AND THE REGIONAL ECONOMY.

CHAPTER II  
POLICIES

A. LAND USE

1. ADOPT GENERAL PLAN CATEGORIES

Because

- A) the Otay Subregional Plan must conform to the County General Plan, and
- B) the General Plan contains a full description of the land use designations that will be used to implement each of the County's Community and Subregional Plans,

THE LAND USE CATEGORIES AND DESIGNATIONS CONTAINED IN THE COUNTY GENERAL PLAN LAND USE ELEMENT ARE HEREBY ADOPTED BY REFERENCE AND WILL BE USED TO IMPLEMENT THIS SUBREGIONAL PLAN.

2. TREAT THE OTAY MESA AS A SINGLE PLANNING AND DEVELOPMENT UNIT

Because

- A) the Otay Mesa represents an unusual opportunity to plan a major regional and international industrial center in a comprehensive manner, and
- B) the cost-effective development of the Otay Mesa requires that land use and facility programming and financing be done in a comprehensive manner,

THE COUNTY WILL WORK WITH ALL AFFECTED PARTIES IN BOTH THE PUBLIC AND PRIVATE SECTORS TO MONITOR THE DEVELOPMENT OF THE OTAY MESA ON A CONTINUING BASIS AND TO MAKE SUCH CHANGES IN POLICIES, PLANS, AND REGULATIONS AS ARE NECESSARY TO MAINTAIN ITS DEVELOPMENT FEASIBILITY AND MARKET COMPETITIVENESS.

3. DEVELOP INDUSTRIAL DESIGN CRITERIA

Because

- A) the area proposed for industrial development is located near the international border, and
- B) maintaining a certain quality and cohesiveness of development will make the area more attractive and marketable, and
- C) efforts will be made to achieve acceptable design standards without unreasonable cost,

ALL PROPOSED INDUSTRIAL DEVELOPMENT SHOULD COMPLY WITH THE DESIGN CRITERIA IN THE M56, MIXED INDUSTRIAL USE REGULATIONS.

4. DISCOURAGE POLLUTING INDUSTRIES

Because

- A) keeping the industry along the border, pollution and nuisance free, will make the area more attractive and marketable, and
- B) consideration should be given to residential areas immediately across the border,

THE COUNTY WILL DISCOURAGE INDUSTRIES THAT DISPLAY POLLUTION OR OTHER NUISANCE CHARACTERISTICS FROM LOCATING NEAR THE MEXICAN BORDER.

5. ENCOURAGE INTERIM AGRICULTURE

Because

- A) the long term development of Otay Mesa will provide opportunities for continued agricultural production as an interim use, and
- B) such interim uses are compatible with industrial uses as has been demonstrated in many other areas in California and throughout the United States,

THE COUNTY RECOGNIZES THE OPPORTUNITIES FOR INTERIM AGRICULTURAL USES ON THE OTAY MESA AND WILL, IN COOPERATION WITH AFFECTED PROPERTY OWNERS, ENCOURAGE SUCH USES TO THE GREATEST EXTENT POSSIBLE.

6. ENCOURAGE OTHER INTERIM USES

Because

- A) the development of Otay Mesa is expected to occur over an extended period of time, and
- B) portions of Otay Mesa are highly suitable for interim uses, including sports related activities,

THE COUNTY WILL ENCOURAGE INTERIM USES ON PORTIONS OF OTAY MESA INCLUDING OPPORTUNITIES FOR PUBLIC RECREATION AND SPECTATOR EVENTS.

7. INCREASE CITY-COUNTY PLANNING COOPERATION

Because

Cities of the Subregion are closely related to the surrounding area in terms of public services, travel patterns, and community identity,

THE COUNTY WILL COOPERATE IN PLANNING AND REGULATING GROWTH OF UNINCORPORATED TERRITORY WITHIN EACH CITY'S SPHERE OF INFLUENCE. FUTURE COUNTY DECISIONS ON PROPOSED

PROJECTS IN THE SPHERE AREAS WILL TAKE EACH CITY'S PLANNING OBJECTIVES INTO CONSIDERATION.

8. PHASE DEVELOPMENT ACCORDING TO AVAILABLE PUBLIC SERVICES AND FACILITIES

Because

- A) development coordinated with the planned expansion of public services and facilities is not economical, and
- B) adequate services and facilities will not become available throughout the entire plan area for a considerable period of time, and
- C) premature development regardless of plan designation, is not only uneconomical, but may also disrupt carefully prepared capital improvement plans.

THE COUNTY WILL SUPPORT WELL COORDINATED DEVELOPMENT, IN ACCORDANCE WITH AN ADOPTED FACILITIES FINANCING PLAN.

9. IMPLEMENT SAFETY AND NOISE BARRIERS AROUND BROWN FIELD

Because

- A) Brown Field is a general aviation airport, which is expected to experience significant growth and increased activity as a result of the planned development of Otay Mesa, and
- B) noise and safety restrictions associated with airports must be recognized during plan development and implementation,

THE COUNTY WILL RECOGNIZE EXISTING AND PLANNED SAFETY ZONES AND ENFORCE ADEQUATE NOISE PROTECTION NEAR BROWN FIELDS IN ACCORDANCE WITH THE CITY OF SAN DIEGO'S ADOPTED BROWN FIELD MASTER DEVELOPMENT PLAN AND AIRPORT LAND USE COMPATIBILITY PLAN.

10. SPECIFIC PLAN AREAS

East Otay Mesa Specific Plan Area (0.34)

I. Description

The East Otay Mesa Specific Plan Area (SPA) encompasses an area of approximately 3,374 acres, extending generally from the Otay River Valley southerly to the international border. The area is bordered on the west by the City of San Diego and on the east by the San Ysidro Mountains. The focus of this Specific Plan is industrial development. The purpose of the Specific Plan is to establish a planning framework for a comprehensive approach to the development of the East Otay Mesa area. Development of this area shall be in accordance with all County goals, objectives, and policies.

A majority of the SPA area is comprised of the generally level terrain of Otay Mesa. This mesa is one of a series of marine wave-cut terraces, typical of the San Diego region. Two major canyons, O'Neal and Johnson, have been deeply cut into the northern most edge of the mesa and drain into the Otay River located within the Otay Valley. The Otay Valley, comprising the northerly portion of the area, contains at its center the relatively flat Otay River floodplain. The topography to the east of the mesa is characterized by low, gently rolling hills that gradually evolve into the deep slopes of the San Ysidro Mountains. Most of the land is either vacant or under cultivation.

## B. PUBLIC SERVICES AND FACILITIES

### 1. FORMULATE PUBLIC FACILITIES PROGRAM AND FINANCING PLAN

Because

- A) a full range of facilities and services will be required for the orderly and cost-effective development of the Otay Mesa, and
- B) the equitable financing of such facilities and services will directly influence the development feasibility and marketability of Otay Mesa, and
- C) there is a need to determine which agencies will be responsible for providing various facilities and services during the stages of development of the Otay Mesa, and
- D) the private sector will have primary responsibility for financing needed facilities and services, and
- E) appropriate studies should be undertaken to determine service and facilities requirements and costs, alternative methods of financing, and the most efficient manner in which affected agencies can provide such services and facilities,

THE COUNTY WILL ENCOURAGE AND SUPPORT PUBLIC SERVICE AND FACILITY PLANNING AND PROGRAMMING FOR THE OTAY MESA, AND WILL WORK WITH ALL AFFECTED PROPERTY OWNERS AND DEVELOPERS TO ASSURE EQUITABLE FINANCING OF SUCH SERVICES AND FACILITIES.

### 2. STUDY AND SELECT LONG TERM SEWAGE DISPOSAL METHODS.

Because

- A) Public sewers are practically non-existent throughout the entire Subregion, and
- B) the Metropolitan Sewer System has limited capacity for the foreseeable future, pending the approval, funding, and construction of a major sewage treatment and disposal facility to serve the South Bay Area and possibly Tijuana, and

- C) interim wastewater treatment and disposal to serve the Otay Mesa may be considered; provided such a system satisfies project planning and environmental review requirements; provides for wastewater recycling and reuse; and does not disrupt orderly and cost effective development of the area.

THE COUNTY WILL ENCOURAGE AND SUPPORT STUDIES AND PLANNING THAT CREATE THE MOST COMPREHENSIVE AND REASONABLE SEWAGE DISPOSAL SYSTEM FOR THE ENTIRE REGION, INCLUDING THE SOUTH BAY CITIES AND THE TIJUANA AREA; AND THE COUNTY WILL ENCOURAGE AND SUPPORT STUDIES THAT LEAD TO THE EFFICIENT USE OF WASTEWATER BY ONSITE TREATMENT AND RECYCLING.

### 3. RESOLVE WATER DEMAND AND SUPPLY

Because

- A) high water costs have acted as a deterrent to future agricultural use, and
- B) high water costs may also affect proposed industrial development on Otay Mesa, and
- C) reclaimed water may supplement future supplies, and
- D) services are generally most efficient when provided by one single water agency,

THE COUNTY WILL ENCOURAGE AND SUPPORT STUDIES TO DETERMINE ULTIMATE WATER NEED, THE MOST LOGICAL SERVICE PROVIDER, COOPERATION BETWEEN AGENCIES AND THE USE OF RECLAIMED WATER.

## C. MOBILITY

### 1. ENCOURAGE ROUTE ADOPTION AND FINANCING FOR STATE ROUTE 11 AND A NEW INTERNATIONAL BORDER CROSSING

- A) ultimate development of the Otay Mesa will require a major freeway to connect to the regional freeway system and transportation network, and
- B) State Route 11 and a new international border crossing are essential elements of the Mobility Network proposed on the Otay Mesa, in particular, and the Subregion, in general, and
- C) there is a need to provide assistance to and to work cooperatively with CALTRANS and the California Transportation Commission in the design of State Route 11 and a new international border crossing,

THE COUNTY WILL ENCOURAGE AND PARTICIPATE IN STUDIES FOR STATE ROUTE 11 AND A NEW INTERNATIONAL BORDER CROSSING TO ACHIEVE THEIR EARLY INCLUSION IN THE STATE TRANSPORTATION IMPROVEMENT PROGRAM.

2. ENCOURAGE RAIL SERVICE

Because

- A) the successful development of the Otay Mesa as a major industrial center will be enhanced by the provision of rail freight service, and
- B) the undeveloped nature of the Otay Mesa provides the opportunity to encourage the provision of light rail transit service to lessen freeway and street traffic,

THE COUNTY WILL ENCOURAGE THE METROPOLITAN TRANSIT SYSTEM TO COOPERATE IN THE PLANNING FOR HEAVY AND LIGHT RAIL SERVICE TO THE OTAY MESA.

3. DESIGN LOCAL ROADS WITH THE NATURAL LANDSCAPE

Because

- A) the design and construction of roads have an important visual effect on the surrounding landscape, and may cause significant environmental impacts in areas of rugged terrain and/or sensitive soils,

THE COUNTY WILL REQUIRE THAT LOCAL ROADS BE DESIGNED WITH EMPHASIS ON SCENIC BEAUTY BY FOLLOWING NATURAL CONTOURS AND AVOIDING INAPPROPRIATE GRADING TO THE EXTENT POSSIBLE.

4. PROVIDE BICYCLE AND PEDESTRIAN NETWORK

Because

- A) non-motorized travel is an integral part of the Subregional Transportation System,

THE COUNTY WILL PROMOTE A BICYCLE NETWORK THAT SERVES THE SUBREGION FOR SAFE CYCLING AND ALSO CONFORMS TO THE OVERALL REGIONAL NETWORK. PUBLIC PEDESTRIAN TRAILS SYSTEMS SHALL BE ENCOURAGED THROUGHOUT THE SUBREGION.

D. CONSERVATION

1. PROTECT RESOURCE CONSERVATION AREAS

Because

- A) the U.S. Fish and Wildlife Service, the Army Corps of Engineers, and the California Department of Fish and Game have identified vernal pools as critically sensitive habitats on Otay Mesa, and
- B) there are additional areas within the Subregion that contain endangered plants and golden eagle habitats,

THE COUNTY WILL PROTECT THE SENSITIVE BIOLOGICAL RESOURCES WITHIN THE RESOURCE CONSERVATION AREAS IDENTIFIED IN THIS SUBREGIONAL PLAN (SEE APPENDIX A).

2. DEVELOP ADEQUATE PRESERVATION METHODS

Because

- A) the County already has adopted a plan to protect the high priority vernal pools on Otay Mesa by "V" (Vernal Pool) and "P" (Planned Development) special area designation, and
- B) similar special area designations will be applied to the other RCAs, which will require CEQA review and Major Use Permits,

THE COUNTY WILL CAREFULLY REVIEW ANY PROPOSED DEVELOPMENT IN THE RCAs THROUGH THE ENVIRONMENTAL REVIEW PROCESS AND MAJOR USE PERMIT PROCESS REQUIRED BY THE "V" AND "P" SPECIAL AREA DESIGNATIONS.

E. COORDINATION

1. COORDINATE OTAY MESA - MESA DE OTAY PLANNING AND DEVELOPMENT

Because

- A) there is a particular interdependency between the Otay Mesa area and the Mesa de Otay area immediately across the international border, and
- B) efforts are being made to coordinate the planning for Otay Mesa with the Mexican plan, and
- C) future plan amendments and development proposals for the Otay Mesa area in particular, should include review and comment by appropriate Mexican officials,

THE COUNTY WILL ENCOURAGE THAT ANY FUTURE PLAN AMENDMENTS OR DEVELOPMENT PROPOSALS FOR THE OTAY MESA AREA CONSIDER THE CONSEQUENCES OF SUCH PROPOSALS ON DEVELOPMENT ACROSS THE BORDER, AND THAT SUCH PROPOSALS BE DISTRIBUTED TO APPROPRIATE MEXICAN OFFICIALS FOR REVIEW AND COMMENT.

APPENDICES

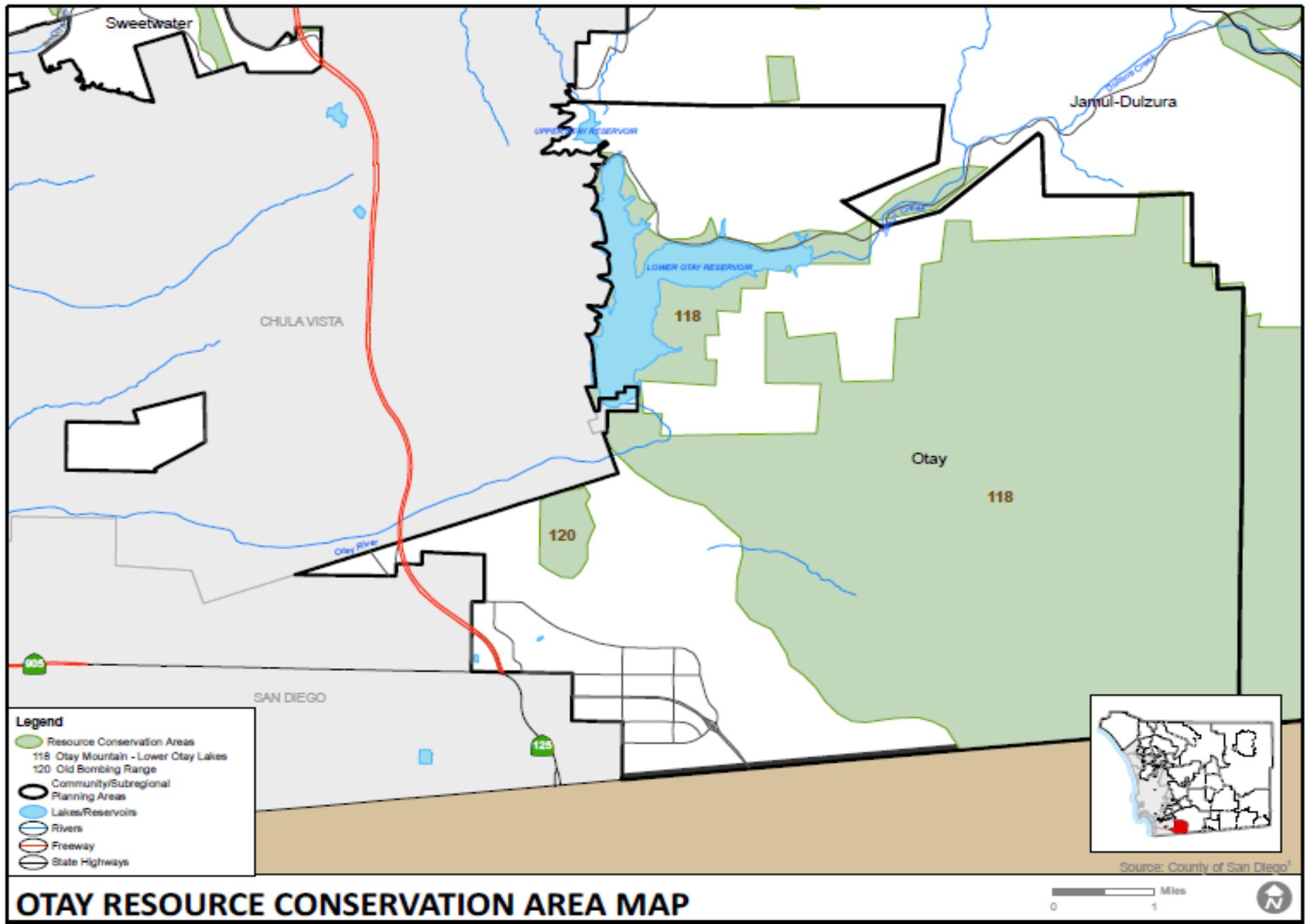
APPENDIX A: OTAY SUBREGIONAL RESOURCES CONSERVATION AREAS

APPENDIX B: OTAY VILLAGE BOUNDARY FIGURE 3

## APPENDIX A

### OTAY SUBREGIONAL RESOURCES CONSERVATION AREAS

118. Otay Mountain - Lower Otay Lake -- This major area is of statewide significance. It includes Lower Otay Reservoir, rare and endangered plants on the lower mesa areas, and Otay Mountain. Otay Mountain contains the world's largest population of the rare Tecate cypress (Cupressus forbesii) and numerous other rare and endangered plants such as, Gander's pitcher sage, Otay manzanita, Orcutt's brodiaea (Brodiaea orcuttii), Dunn's mariposa lily (Calochortus dunnii), and dense reed grass (Calamagrostis densa). The Mexican fremontia (Fremontodendron mexicanum) may occur on the slopes of Otay Mountain in areas adjacent to the Otay Ranch/San Ysidro Planning Area #17 where the only known U.S. population of this species is located. Otay Mountain is predominantly under Bureau of Land Management ownership and portions of it are under consideration for wilderness. California Natural Area Coordinating Council lists it as a Significant Natural Area. Vernal pools and their attendant rare species occur on the mesas around the Lower Otay Reservoir. Otay Mountain is also a major scenic landmark for the region.
120. Old Bombing Range



San Diego County General Plan

Figure 2

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APPENDIX B: Otay Village Boundary

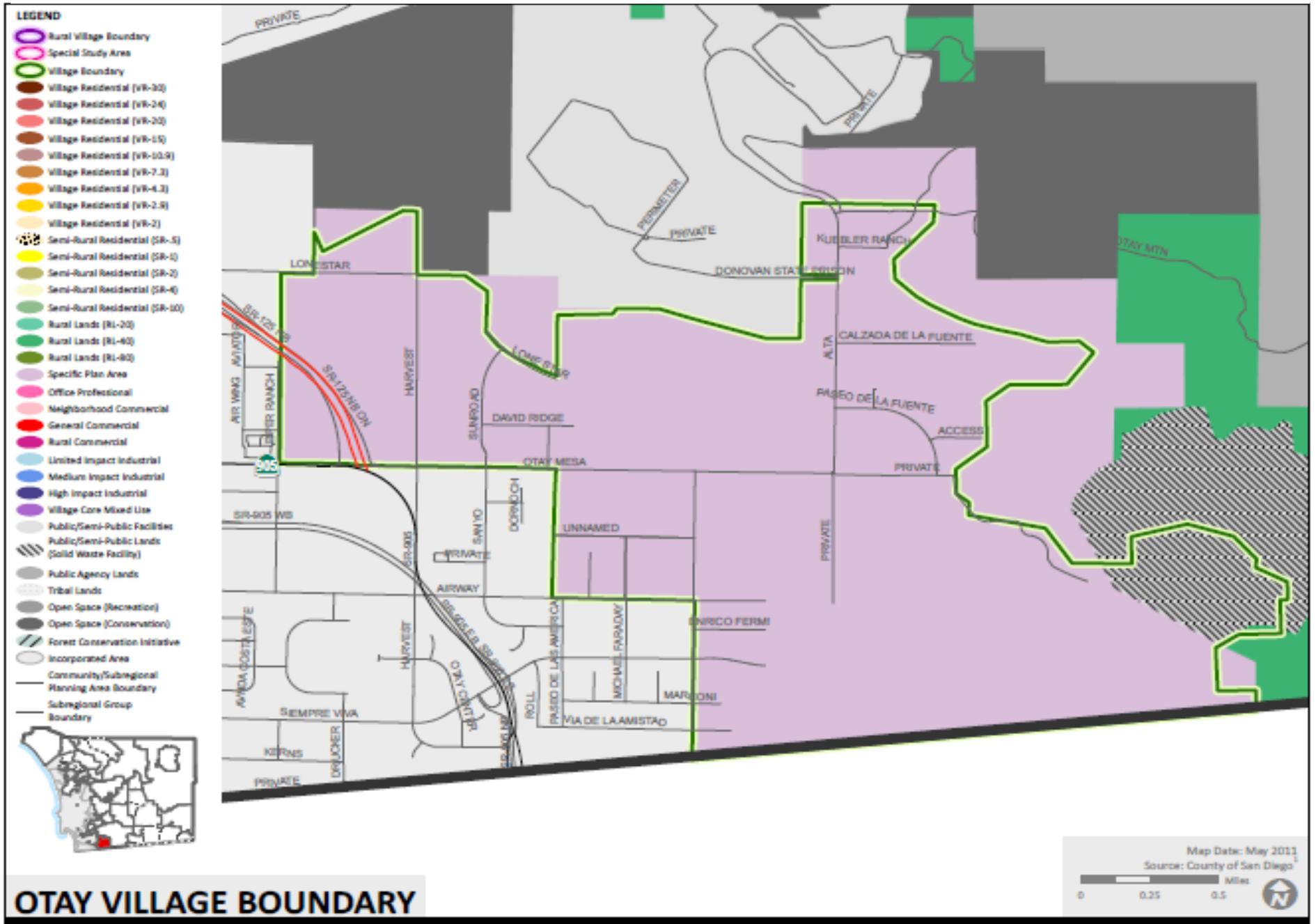


Figure 3