

2. General Mapping Principles

The mapping principles of the General Plan Update have been applied consistently since early in the planning process. These mapping principles have evolved into the Guiding Principles, discussed in the Vision and Guiding Principles chapter of the draft General Plan Update. The Guiding Principles used most often to develop the Land Use Map are identified below. A complete description of all project Guiding Principles is discussed in the draft General Plan Update document at the following link:

http://www.sdcounty.ca.gov/dplu/gpupdate/docs/bos_oct2010/B1_01_intro_vision.pdf

While any changes to land use mapping should be consistent with the Guiding Principles, these changes should also be consistent with how similar situations are mapped in other areas of the unincorporated County. Therefore, any potential land use map changes are intended to be consistent with General Plan Update mapping principles to ensure that land use designations are applied in a consistent manner to the Land Use Map.

The following sections provide an overview of the mapping conducted for the General Plan Update. A significant amount of additional detail can be found in past Planning Commission and Board of Supervisor staff reports.

2.1 Guiding Principles and Relevant Policies

This section lists the guiding principles that were most influential in the mapping process. It provides a description on how these principles have been interpreted relevant to the mapping. Draft policies that are contained in the General Plan Update that relate to the principle and the mapping are also listed.

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

The Community Development Model is an overarching principle used for the development of the Planning Commission / Staff Recommended Land Use Map. The Community Development Model was initially presented to the Board of Supervisors in the May 21, 2003 staff report as a Project Issue titled “Community Development” [See Pages 5-4 to 5-5 under Background Information]. The Community Development Model is part of Guiding Principle #2, which is discussed on Page 2-8 of the draft General Plan Update document. An excerpt of Guiding Principle #2 is provided below, along with a link on the web site for the pertinent section of the draft General Plan Update.

http://www.sdcounty.ca.gov/dplu/gpupdate/docs/bos_oct2010/B1_01_intro_vision.pdf

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. ...the central core is surrounded by areas of lesser intensity including “Semi-Rural” and “Rural Lands.” ... 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.

These concepts were again presented in the September 22, 2003 staff report under the “Basis for Staff Recommendations” for the Land Use Map as Objective 6 – Locate Growth near Infrastructure, Services and Jobs and as Objective 8 – Create a Model for Community Development [See also Pages 5-16 and 5-17 under Background Information].

General draft policies that relate to Guiding Principle #2 include:

- Assign land use designations in accordance with the Community Development Model
- Prohibit leapfrog development (Village development outside established Villages or water and sewer service boundaries) that is inconsistent with the Community Development Model and Community Plans.
- Assign Rural Lands designations in areas remote from Villages (generally, RL20 inside the County Water Authority boundary and RL40 outside the boundary).
- 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.
- Permit new Village-designated land uses only where contiguous with an existing or planned Village and where the development would be compatible with environmental conditions and constraints, such as topography and flooding.
- 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.

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

This principle requires new development to set aside and protect critical lands and habitat through lower density development. 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.

These concepts were presented in the September 22, 2003 staff report under the “Basis for Staff Recommendations” for the Land Use Map as Objective 7 – Assign Densities Based on the Characteristics of the Land [See also Pages 5-16 to 5-17 under Background Information].

General draft policies that relate to Guiding Principle #4 include:

- Assign lowest-density or lowest-intensity land use designations to areas with sensitive natural resources.

#5 – Ensure that development accounts for physical constraints and the natural hazards of the land

New development should be located 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.

The concepts for this Guiding Principle were initially presented to the Board of Supervisors in the May 21, 2003 staff report as a Project Issue titled “Development Capacity” [See Page 5-4 under Background Information]. These concepts were again presented in the

September 22, 2003 staff report under the “Basis for Staff Recommendations” for the Land Use Map as Objective 7: Assign Densities Based on Characteristics of the Land [See also Pages 5-16 to 5-17 under Background Information].

General draft policies that relate to Guiding Principle #5 include:

- Minimize the population exposed to hazards by assigning land use designations and density allowances that reflect site-specific constraints and hazards.
- Assign land uses and densities in a manner that minimizes development in extreme, very high, and high hazard fire areas or other unmitigable hazardous areas.
- Require land use densities in groundwater dependent areas to be consistent with the long-term sustainability of groundwater supplies, except in the Borrego Valley.
- Assign Village land use designations in a manner consistent with the Community Plan, community character, and environmental constraints. In general, areas that contain more steep slopes or other environmental constraints should receive lower density designations.
- 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.
- Protect undeveloped ridgelines and steep hillsides by maintaining semi-rural or rural designations on these areas.
- Limit development in designated floodplains to decrease the potential for property damage and loss of life from flooding and to avoid the need for engineered channels, channel improvements, and other flood control facilities.
- Prohibit development in the floodplain fringe when located on Semi-Rural and Rural Lands to maintain the capacity of the floodplain.
- Prohibit development in dam inundation areas that may interfere with the County’s emergency response and evacuation plans.
- Limit new or expanded uses in floodways to agricultural, recreational, and other such low-intensity uses that do not include habitable structures, and do not substantially harm the environmental values of the floodway area.

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

The principle directs development to areas so as to protect opportunities for continued agricultural production. Development of compact communities, as defined by the Community Development Model, will contribute to this objective. Reduce permitted densities in prime agricultural areas to sustain sufficient parcel size for viable agricultural activities. Prohibit land uses from major agricultural areas that are incompatible with agricultural uses.

These concepts were presented in the September 22, 2003 staff report under the “Basis for Staff Recommendations” for the Land Use Map as Objective 4: Balance Competing Interests [See also Page 5-15 under Background Information].

General draft policies that relate to Guiding Principle #8 include:

- Protect agricultural lands with lower-density land use designations that support continued agricultural operations.

#9 – Minimize public costs of infrastructure and services and correlate their timing with new development

Locate new development located near existing and planned infrastructure and services to require less extensive roads and infrastructure. 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.

The concepts for this Guiding Principle were initially presented to the Board of Supervisors in the May 21, 2003 staff report as a Project Issue titled “Future Growth Areas” [See Page 5-4 under Background Information]. These concepts were again presented in the September 22, 2003 staff report under the “Basis for Staff Recommendations” for the Land Use Map as Objective 3 – Reduce Public Costs. [See Pages 5-14 to 5-15 under Background Information].

General draft policies that relate to Guiding Principle #9 include:

- Require that development be located to reduce vehicular trips by utilizing compact regional and community-level development patterns.
- 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.
- Maximize housing in areas served by transportation networks, within close proximity to job centers, and where public services and infrastructure are available.

2.2 Additional Information on Mapping

Additional information is available through the General Plan Update record that describes how the General Principles were being interpreted and applied to the map on a consistent basis. This is evident after review of the Planning Concepts discussed in Attachment C of the May 21, 2003 staff report. Some examples are provided from this report to show how Semi-Rural and Rural Lands would be mapped [See also Background Information Pages 5-8 to 5-9].

Semi-Rural Areas:

- *Semi-Rural uses are residential and small farm*
- *An appropriate density, such as 1du/acre, will be assigned*
- *Clustering is encouraged to preserve contiguous open space, landforms and agriculture, as well as provide flexibility in lot size design*
- *Semi-Rural is limited to locations where existing construction has already committed a well-defined area to this pattern of development. Appropriate criteria should guide the demarcation of these zones. The presence of parcelization in and of itself does not mean that a Semi-Rural District will be created.*
- *Sewer service, where appropriate, may be used to support clustered projects*

Rural Lands:

- *Here the goal is to retain resources, agriculture, a rural appearance, and atmosphere, with little development and no new small-lot subdivisions.*
- *Maximum density will be 1 dwelling unit/80 or 160 acres.*
- *Permitted development of any type will be resource-based.*
- *Existing rural atmosphere to be maintained.*
- *Existing buildable lots, regardless of size, are grandfathered.*

The Land Use Framework presented in Attachment E of that same staff report also provides specific direction for how the Regional Categories would be mapped. For example, circumstances for mapping Rural Lands, both west and east of the County Water Authority boundary, are addressed as follows: West of CWA – 1 du / 20 or 40 acres and East of CWA – 1 du / 40, 80 or 160 acres [see also Background Information on Page 5-11]. Mapping guidelines in special circumstances are also addressed:

- *East of CWA – 1 du / 40 acres should be located near the CWA line and existing communities. In limited circumstances with existing parcelization, 1du/20 acres may be applied.*
- *West of CWA – In limited circumstances with existing parcelization, 1 du/10 acres may be applied.*

The mapping principles in these early staff reports were also used by staff in their analysis of residential property referrals. The September 22, 2003 staff report describes consideration of the referrals at that time and explains why a number of them were not incorporated into the draft map. [See Background Information Pages 5-18 to 5-24]. Some specific examples for North County are provided below.

- **Productive agriculture** – Densities were retained within the County’s most productive agricultural areas, where residential densities of 1 du/ 10 acres or less are recommended. Those areas include Pauma Valley, Twin Oaks Valley, and locations along the Bonsall/Valley Center border near Lilac Road and I-15.
- **Highly constrained land** – Within the CWA boundary, property referrals located in areas categorized as Rural Lands typically contain steep slopes, significant environmental constraints, and limited access to infrastructure or services. In most of these areas, a compromise solution was recommended or densities were retained. In three locations, high expectations for growth conflict with the physical characteristics of the land: Elfin Forest in San Dieguito, Hellhole Canyon in Valley Center, and properties along the Pala Pauma/Valley Center border. These areas contain multiple referrals in highly constrained locations.
- **Semi-Rural** – Original densities were retained when property referrals were located in isolated pockets surrounded by constrained land with lower densities.

Outside CWA boundary – Most property referrals located outside the CWA boundary are located in isolated, remote areas designated as Rural Lands. Because those areas contain multiple physical constraints – and lack the infrastructure or services to support population growth –

densities were retained. Exceptions were made for referrals that were adjacent to existing settlements. In those cases, a minor change to the land use pattern could be accommodated while remaining consistent with project concepts and objectives.