Attachment B

Guiding Principles Background

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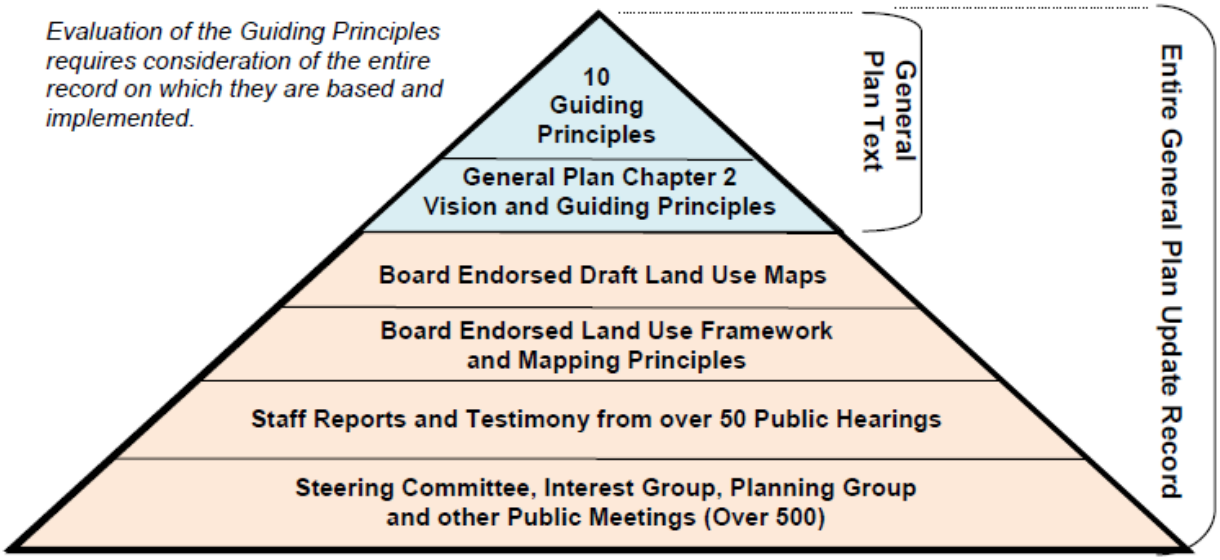
Guiding Principles Background

This attachment discusses the Guiding Principles that were most influential in the General Plan Update mapping process, along with providing some general background information on how these principles have been interpreted relevant to the Land Use Map. It is important to recognize that the Guiding Principles are not merely a set of statements that can be interpreted by simply reading those statements. Rather the Guiding Principles were derived from the planning concepts and mapping principles developed early in the planning process. These are all expressions of the General Plan Update "bottom-up" planning process which included significant discussions and documentation about the intent of the General Plan Update and hearings with the Planning Commission and Board to verify direction of this planning process (see figure below). To fully understand the Guiding Principles, consideration of the entire record that they are based on is necessary.



Building Blocks of the General Plan Update Guiding Principles

This thorough consideration of the Guiding Principles and their record is required for two reasons. First, the law requires that general plan decisions be made based on a deliberative process that is not arbitrary or capricious. This record serves as the basis for that deliberative process. Deviation from that process must be supported by an equivalent process.

The second is that State law requires consistency throughout a general plan. This is one of the highest standards placed upon the General Plan by statute and the courts. The above described process resulted in the consistent interpretation and application of the General Plan Guiding Principles. Therefore, if the County chooses to implement the Guiding Principles differently for a single property, it would risk an inconsistency with how the Guiding Principles were applied to other similar properties.

Guiding Principles and Relevant Policies

The General Plan Guiding Principles that directly relate to land use mapping are identified below. Initially, these Principles were introduced as mapping principles in staff reports for Board and Planning Commission hearings and in presentations for other public meetings. A

description of each of the applicable Guiding Principles, along with the related mapping principles and General Plan policies are also discussed.

#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 General Plan 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 B-14 to B-15 under Background Information]. The Community Development Model is part of Guiding Principle #2, which is discussed on Page 2-8 of the General Plan document. An excerpt from this page discussing the community Development Model is provided below.

> *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 24, 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 B-26 and B-27 under Background Information].

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

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.

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

LU-1.4 Village Expansion. Permit new Village Regional Category designated land uses only where contiguous with an existing or planned Village and where all of the following criteria are met:

- Potential Village development would be compatible with environmental conditions and constraints, such as topography and flooding
- Potential Village development would be accommodated by the General Plan road network

- Public facilities and services can support the expansion without a reduction of services to other County residents
- The expansion is consistent with community character, the scale, and the orderly and contiguous growth of a Village area

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

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

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

LU-11.1 Location and Connectivity. Locate commercial, office, and industrial development in Village areas with high connectivity and accessibility from surrounding residential neighborhoods, whenever feasible.

LU-11.6 Office Development. Locate new office development complexes within Village areas where services are available, in proximity to housing, and along primary vehicular arterials (ideally with transit access) with internal vehicular and pedestrian linkages that integrate the new development into the multi-modal transportation network where feasible.

LU-11.9 Development Density and Scale Transitions. Locate transitions of medium-intensity land uses or provide buffers between lower intensity uses, such as low-density residential districts and higher intensity development, such as commercial or industrial uses.

#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 by assigning lower density designations to these areas. 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 24, 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 B-26 to B-27 under Background Information].

The primary General Plan policy that relates to Guiding Principle #4 is identified below.

LU-6.2 Reducing Development Pressures. 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 B-14 under Background Information]. These concepts were again presented in the September 24, 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 B-26 to B-27 under Background Information].

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

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

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

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

S-1.1 Minimize Exposure to Hazards. Minimize the population exposed to hazards by assigning land use designations and density allowances that reflect site specific constraints and hazards.

S-7.1 Development Location. Locate development in areas where the risk to people or resources is minimized.

S-8.1 Landslide Risks. Direct development away from areas with high landslide, mudslide, or rock fall potential when engineering solutions have been determined by the County to be infeasible.

S-9.2 Development in Floodplains. 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.

S-9.5 Development in the Floodplain Fringe. Prohibit development in the floodplain fringe when located on Semi-Rural and Rural Lands to maintain the capacity of the floodplain, unless specifically allowed in a community plan.

S-9.6 Development in Dam Inundation Areas. Prohibit development in dam inundation areas that may interfere with the County's emergency response and evacuation plans.

S-10.1 Land Uses within Floodways. Limit new or expanded uses in floodways to agricultural, recreational, and other such low-intensity uses and those that do not result in any increase in flood levels during the occurrence of the base flood discharge, do not include

habitable structures, and do not substantially harm, and fully offset, the environmental values of the floodway area.

COS-12.1 Hillside and Ridgeline Development Density. Protect undeveloped ridgelines and steep hillsides by maintaining semi-rural or rural designations on these areas.

#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, along with reducing permitted densities in prime agricultural areas to sustain sufficient parcel size for viable agricultural activities and prohibiting land uses from major agricultural areas that are incompatible with agricultural uses.

These concepts were presented in the September 24, 2003 staff report under the "Basis for Staff Recommendations" for the Land Use Map as Objective 4: Balance Competing Interests [See also Page B-25 under Background Information].

The primary General Plan policy that relates to Guiding Principle #8 is identified below.

LU-7.1 Agricultural Land Development. 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 construct and maintain 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 B-14 under Background Information]. These concepts were again presented in the September 24, 2003 staff report under the "Basis for Staff Recommendations" for the Land Use Map as Objective 3 – Reduce Public Costs. [See Pages B-24 to B-25 under Background Information].

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

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

COS-16.5 Transit-Center Development. Encourage compact development patterns along major transit routes.

H-1.3 Housing near Public Services. Maximize housing in areas served by transportation networks, within close proximity to job centers, and where public services and infrastructure are available.

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

Interpretation through the General Plan Update Process

Additional information is available through the General Plan Update record that describes how the General Principles were being interpreted and applied to the Land Use Map on a consistent basis. The concepts expressed in the Guiding Principles have been addressed throughout the planning process, including the public meetings and public hearings

Public Meetings

The primary concepts for the General Plan Update evolved from public input, in particular the over 500 meetings conducted throughout the process. In addition to meetings with the project's two primary advisory groups — the Steering Committee and Interest Group — numerous meetings were conducted with community planning groups, along with other general public meetings. The Land Use Framework adopted on August 3, 2011 evolved from Steering Committee and Interest Group meetings that began on 2000 and continued through 2005 when the draft land use maps were formulated. Without this Land Use Framework, which added General Plan designations for very low density land uses, many of the mapping principles of the General Plan Update could not have been implemented.

Staff Reports for Public Hearings

Over 50 public hearings with the Planning Commission and Board of Supervisors were held on the General Plan Update. Staff reports for those hearings discussed the mapping principles that ultimately because the General Plan Guiding Principles. Provided below is some examples of mapping principles and the staff reports they were discussed in.

Mapping Semi-Rural and Rural Lands ─ This is evident after review of the planning concepts discussed in Attachment C of the May 21, 2003 report. [See also Background Information Pages B-18 to B-19].

Semi-Rural Areas:

- *Semi-Rural uses are residential and small farm*
- *An appropriate density, such as one dwelling unit per 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 one dwelling unit per 80 acres.*
- *Permitted development of any type will be resource-based.*
- *Existing rural atmosphere to be maintained.*

- *Existing buildable lots, regardless of size, are grandfathered.*

Analysis of Residential Property Referrals — The September 24, 2003 staff report describes consideration of the referrals and explains why a number of them were not incorporated into the draft map [See Background Information Pages B-28 to B-34]. Some specific examples are provided below. In addition, the analysis pertaining to a specific referral included in the 2003 staff report is provided as supplemental information for each PSR that was also a referral in 2003.

North County:

- *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 County Water Authority (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 boundary. 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 – staff did not concur with the increased densities requested by the referral. 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.

Board-Endorsed Land Use Framework

Some of the more specific mapping principles were introduced in the Land Use Framework. The General Plan Land Use Framework was endorsed and further refined by staff several times throughout the planning process. The initial Framework was endorsed by the Board as early as January 2001. A refined Framework, modified to address Residential land uses, was again endorsed in June 2003. After a further refinement to address Commercial and Industrial land uses, the Framework was again adopted by the Board in May 2005.

The Land Use Framework presented in Attachment E of May 21, 2003 staff report 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 (CWA) boundary, are discussed below [see also Background Information on Pages B-21].

- East of CWA – [One dwelling unit (du) / 40, 80 or 160 acres]. One 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 – [1 du / 20 or 40 acres]. In limited circumstances with existing parcelization, 1 du/10 acres may be applied.

Board-Endorsed Land Use Maps

Prior to the August 3, 2011 adoption of the General Plan, the Board endorsed the land use maps and directed staff to provide further refinements throughout the planning process. On October 1, 2003, the Board endorsed the Draft Land Use while directing staff to prepare a Referral Map as a second alternative. Then in October 2004 and May 2005, the Board again endorsed both the Draft Land Use and Referral Maps. Further refinements to the land use maps were made as a result of the road network planning process; therefore, the maps were again endorsed in August 2006.

Background Information

The following pages contain relevant excepts from past General Plan Update staff reports.

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PLANNING REPORT

GENERAL PLAN 2020

Project Update and Confirmation of Direction

BOARD OF SUPERVISORS HEARING
May 21, 2003

Prepared by Department of Planning and Land Use • County of San Diego

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

The proposed land use designation for Supervisor Horn's properties, as well as for properties within a 500-foot radius, is based on retaining biological corridors with the lower densities, matching existing density, and recognizing properties located near major road infrastructure.

Once the two separate actions are complete, all Supervisors may take action on remaining properties contained in the December 2002 Working Copy Land Use Distribution Map.

PROJECT ISSUES:

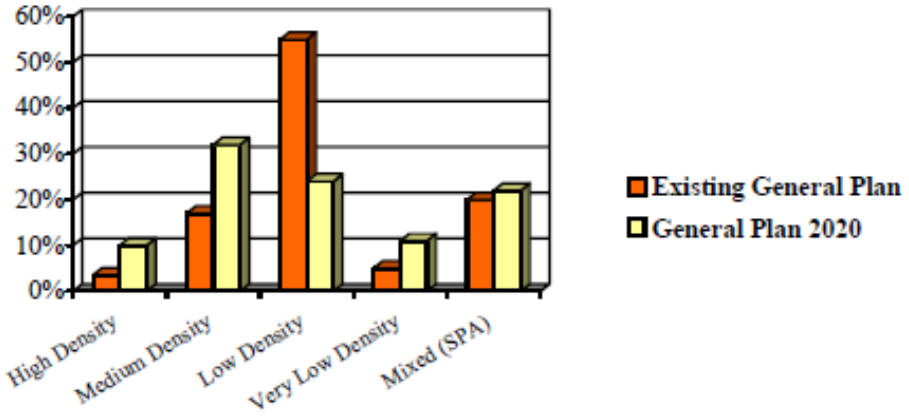
COMPETITION FOR LAND

San Diego County has a finite amount of land. During the past decade, the County's population growth fueled a competition for land available for housing, commerce, agriculture, recreation and wildlife habitats. This struggle became a focal point for GP 2020 discussions. Two ways the County can address this problem is by adopting a General Plan that favors more efficient development, and by following that up with building efficiency into zoning and subdivision standards.

Efficient Use of Land

Efficient land use means accommodating residential growth on less land. Although large lot residential development – which occurs primarily in semi-rural areas – is an important component of communities throughout the unincorporated County, vast amounts of low-density residential development make it difficult to balance the County's competing needs for land. Our existing General Plan does not accommodate future population growth in an efficient manner because 62% or 435,000 acres, of today's vacant, private land contains semi-rural densities of 1 dwelling unit per 2 or 4 acres[4].

Figure 2: Future Dwelling Units (Present – 2020)



[4] They are slope dependent designations, with densities of 1 du/2, 4 or 8 and 4, 8 or 20 acres depending on slope.

In order to reduce the competition for land, GP 2020 significantly reduces the amount of vacant, private land at these densities on the December 2002 working copy map (see Figure 2). Instead, GP 2020 applies planning concepts, formalized in Regional Categories within the land use framework, that result in more of a balance of high, medium, low and very low-density residential development in the region

GP 2020 planning concepts seek to improve the County's efficient use of land. As applied to the December 2002 Working Copy maps, they will:

- Locate 80% of the 2020 population within the County Water Authority (CWA) boundary, which can accommodate higher density development.
- Create or expand moderate to high-density residential capacity in appropriate areas within the CWA boundary.
- Reduce low-density residential capacity in semi-rural areas located outside the CWA boundary unless an area already has an established pattern.
- Reduce low-density residential capacity in semi-rural areas located inside the CWA boundary where land is highly constrained or where agricultural use is concentrated.

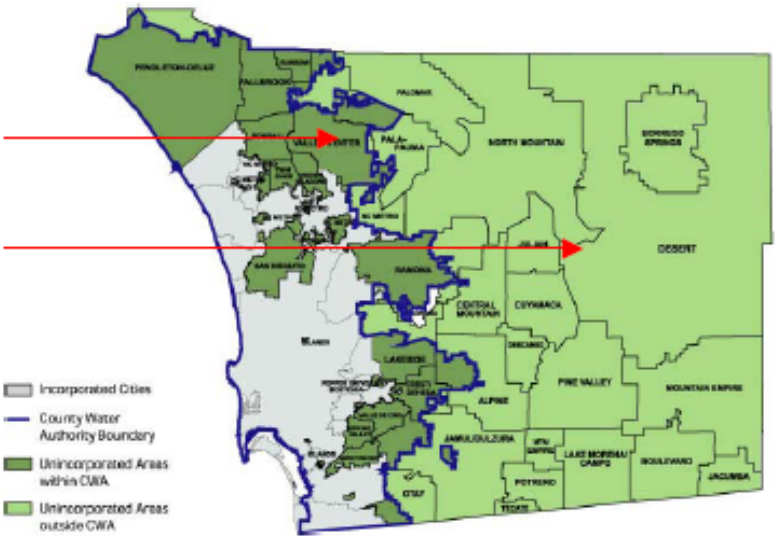
Figure 3: Proposed Population Distribution in 2020

Population in 2020 is focused inside the CWA boundary:

80% of the population in 2020 will be located inside CWA boundary.

20% will be located outside the CWA boundary.

The population distribution on the existing General Plan is 60% inside and 40% outside the CWA boundary.



These adjustments to the County's General Plan will help ensure that land will be available for population growth beyond the year 2020 and for the variety of uses we enjoy today.

PLANNING CONCEPTS

In addition to providing guidance for directing regional growth, GP 2020 planning concepts provide guidance for preparing land use maps within each community. There are three separate but interrelated concepts derived from guiding principles developed by GP 2020 advisory groups (see Attachment C).

Future Growth Areas

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

Development Capacity

This concept assigns densities based on an analysis of existing development constraints – such as road access, available water/sewer services, topography, significant habitats, and groundwater resources. Implementing this concept required the introduction of new residential designations that produce lower density development than existing designations in the General Plan.

Recognizing environmental constraints — topography, significant habitats and groundwater resources — when applying densities to land throughout the County is consistent with the County's Strategic Initiatives[5] for The Environment. This concept will reduce environmental impacts caused by locating development in inappropriate locations. Density-based planning, described in the Land Use Framework section, also allows developers to avoid steep slopes and habitats while achieving their development objectives.

Community Development

This concept (see Figure 4) seeks to provide a physical structure for creating communities, and it includes a village center surrounded by semi-rural or rural land. In communities located inside the CWA boundary, higher density neighborhoods and a pedestrian-oriented commercial center would provide a focal point for commercial and civic life. Medium-density, single-family neighborhoods, as well as a broad range of commercial or industrial uses, would surround the commercial core. Semi-rural neighborhoods surrounded by greenbelts, agricultural uses, or other rural lands would be located outside the more urbanized portion of the community.

Planning concepts associated with physical form are consistent with the County's Strategic Initiatives for Safe and Livable Communities:

- This concept provides a framework for communities to create a pedestrian-oriented town center, which is strongly associated with livable communities.
- Town centers provide a focal point for a community's commercial, civic and social life.

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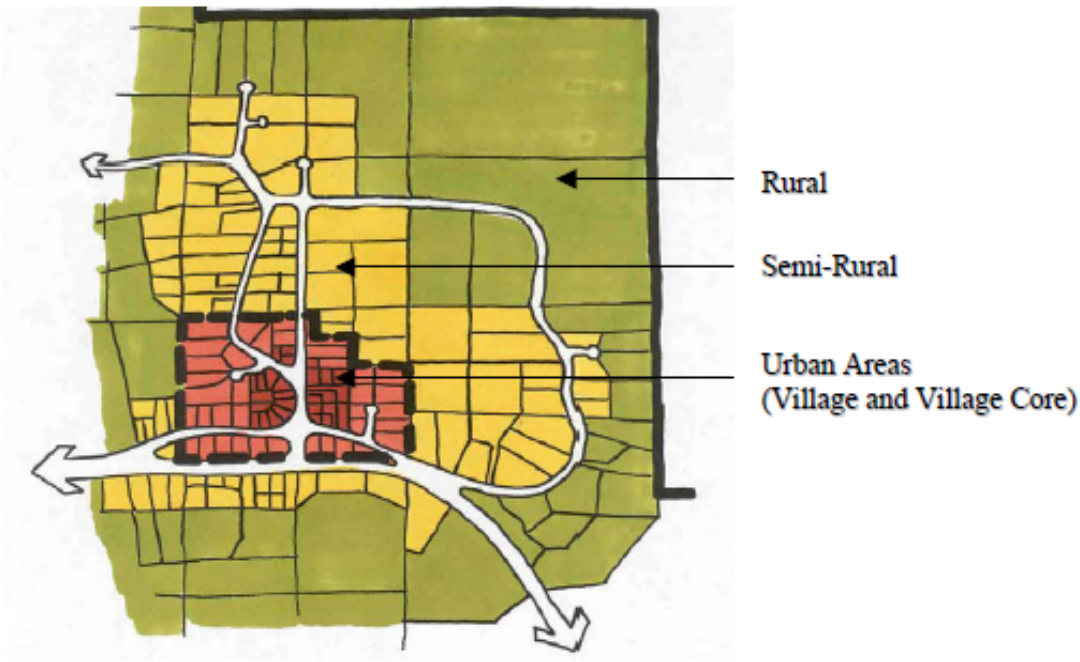
[5] The County's Strategic Initiatives are broad, organization-wide goals that help prioritize specific County efforts and programs.

- Retaining greenbelts around communities helps establish community identify, as well as retain the rural character that contributes to quality of life within the unincorporated County.

Community development concepts include a balance of development densities, housing types, and uses within each community. This meets another County-wide Strategic Initiative of supporting Kids through the planning for housing, parks and open space.

Although the community development concept may not fit some existing communities because of historical development patterns, it provides a clear guide for future development in many communities that will benefit from retaining, enhancing or creating this type of development pattern.

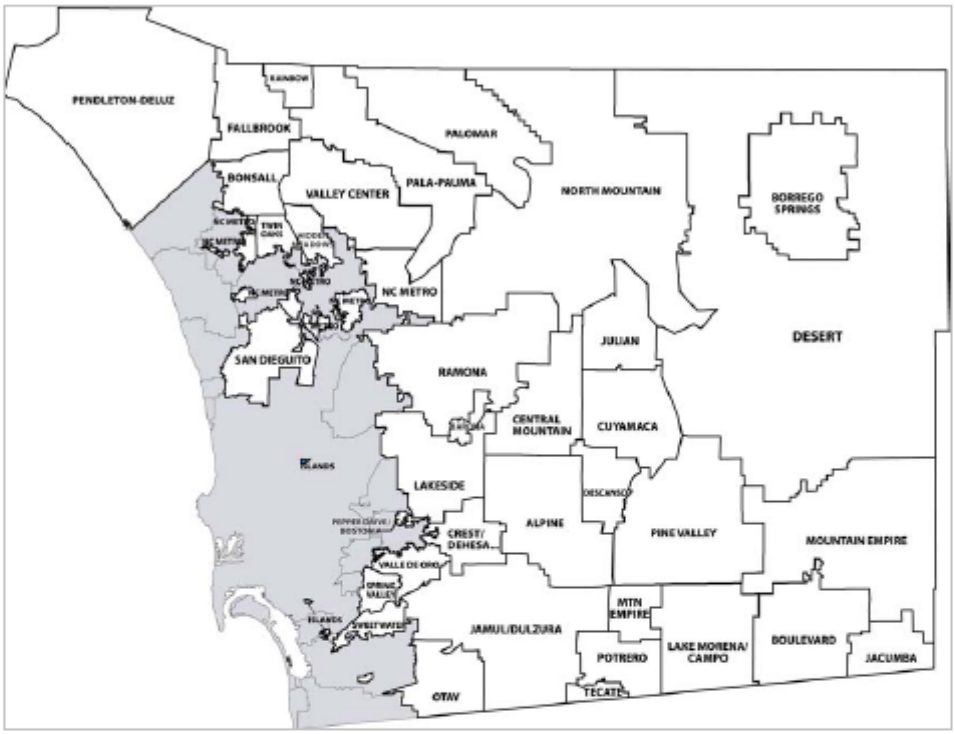
Figure 4: Community Development Concept



REGIONAL GOALS AND POLICIES

The Steering Committee and Interest Group Committee prepared draft goals and policies (see Attachment D) for use as a guide during the mapping process. With few exceptions, the goal and policy statements prepared by the two advisory groups are consistent with one another and compatible with GP 2020 planning concepts. Draft goals and policies also provide a strong basis for preparing the Regional Elements, and staff and consultants will evaluate them for inclusion in that draft document. Draft Goals and Policies are being submitted to the Board of Supervisors as a work in progress, subject to future review as part of a complete package of goal and policy statements within the Draft General Plan 2020 Regional Elements.

LAND USE FRAMEWORK



GP2020
PLANNING CONCEPTS

This document includes planning concepts approved by the Interest Group Committee on July 9, 2001 and revised by the Steering Committee on July 28, 2001.

►CONCEPTS CRITERIA

C - 1

CONCEPT A -

Village Core	• High-density residential and mixed uses planned at 7.3 du/acre and denser • Pedestrian-oriented development directed towards the core • Regional-scale commercial uses (serving an area larger than the village) • Access to Circulation Element Roads • Availability/potential for public transit system • Sewer &/or CWA water available and additional infrastructure planned for additional planned population • Restricted expansion of villages east of CWA boundary • Densities and dimension relative to community size • Design standards shall apply
Core Support Area	• Medium-density multi-family/single-family residential planned at a range from 4.3 du/acre to 10.9 du/acre • Neighborhood-scale commercial serving local residents or village core commercial • Industrial uses may be allowed • Adjacent to core but configuration and densities are relative • Residential housing scaled to employment needs • Geographic restrictions should apply reflecting existing development patterns • Design Standards shall apply
Natural Resource Areas	• Low residential densities (1 du/40 acres to 1 du/160 acres) mixed with agriculture uses, public lands, open space easements and habitat corridors • Limited circulation access • Reliance on groundwater and septic systems • Keeps intact the rural landscape and results in visual separation of communities • Use of PDRs, TDRs, and other mechanisms** ** # 6 from "Guiding Principles" – to be further discussed

GENERAL PLAN 2020 Planning Concepts

CONCEPT B -

Village Core	• High-density residential and mixed uses planned at 7.3 du/acre and denser • Pedestrian-oriented development directed towards the core • Regional-scale commercial uses (serving an area larger than the village) • Access to Circulation Element Roads • Availability/potential for public transit system • Sewer &/or CWA water available and additional infrastructure planned for additional planned population • Restricted expansion of villages east of CWA boundary • Densities and dimension relative to community size • Design Standards shall apply
Core Support Area	• Medium-density multi-family/single-family residential planned at a range from 4.3 du/acre to 10.9 du/acre • Neighborhood-scale commercial serving local residents or village core commercial • Industrial uses may be allowed • Adjacent to core but configuration and densities are relative • Residential housing scaled to employment needs • Geographic restrictions should apply reflecting existing development patterns • Design Standards shall apply
Semi-Rural	• 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 • Design Standards shall apply
Natural Resource Areas	• Low residential densities (1 du/40 acres to 1 du/160 acres) mixed with agriculture uses, public lands, open space easements and habitat corridors • Limited circulation access • Reliance on groundwater and septic systems • Keeps intact the rural landscape and results in visual separation of communities • Use of PDRs, TDRs, and other mechanisms** ** # 6 from "Guiding Principles" – to be further discussed

C - 3

CONCEPT C -

Transit Node (May be identified and defined.)	• Working with MTDB and NCTD, public transit stations will be identified and medium to high-density residential and mixed-uses (7.3 du/acre and higher) will be planned within ¼ mile radius • Medium to high densities planned (2.9 du/acre to 24 du/acre) within 1-2 miles of transit station with convenient vehicular access • Urban-level services and public facilities • Employment opportunities for area larger than community • Regional-scale commercial uses

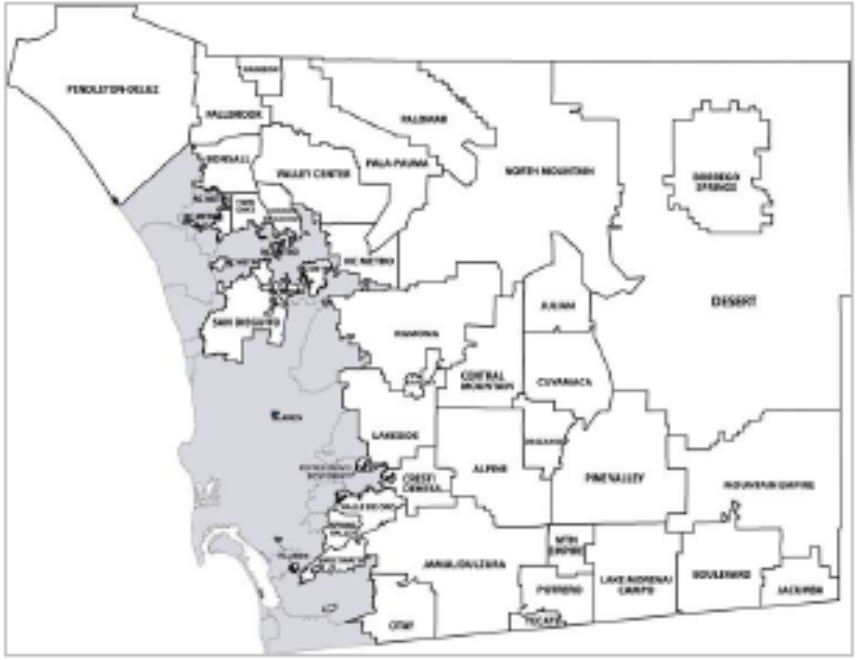
CONCEPT D -

Primarily areas east of CWA service line and other areas of suitable historic rural character

Goal is retention of rural character and open space, and protection of regionally significant resources. All communities east of the CWA service line are to be treated as unique entities, with a goal of retaining their existing setting and rural atmosphere.

Village Core	• A development limit line will be drawn tightly around each existing village-center. It may be either a "heavy line" on the map, or be indicated by a specific GP "Village Core" category. • Within the village core, density will reflect existing patterns. • The development limit line will extend outward from the core no further than where existing lots of 4.3 du/acre or less cover at least 75% of the Village Core area. No existing lots > than 10 acres will be included in the Core area. • Only local commercial uses. Regional and tourist-serving commercial uses may be allowed where appropriate. • Restricted expansion of roads. • Permitted development of any type will be resource-based. • Existing rural atmosphere to be maintained. (= Land Use Goal I-J) • Existing buildable lots, regardless of size, are grandfathered
Rural Lands Outside Village Cores	• 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 acres. • Permitted development of any type will be resource-based. • Existing rural atmosphere to be maintained. (=Land Use Goal I-J) • Existing buildable lots, regardless of size, are grandfathered. • Use of PDRs, TDRs, and other mechanisms** ** # 6 from "Guiding Principles" – to be further discussed

GENERAL PLAN 2020 Land Use Framework



GP2020
LAND USE FRAMEWORK

Steering Committee Draft
Changes approved as of December 14, 2002 meeting.

- ▶ Overview
- ▶ Regional Categories
- ▶ Land Use Designations

ATTACHMENT E

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.

BOARD OF SUPERVISORS HEARINGS

General Plan 2020

RESIDENTIAL PROPERTY REFERRALS

September 24, 2003

Prepared by Department of Planning and Land Use • County of San Diego

SUBJECT: GENERAL PLAN 2020: RESIDENTIAL PROPERTY REFERRALS (District: All)

East County sub-region had the next highest number of referrals, and those referrals are primarily located in the Lakeside/Pepper-Drive, Ramona and Crest-Dehesa/Harbison Canyon/Granite Hills communities. Staff either agreed with, or agreed to a compromise solution for, more than half of all residential referrals.

Residential Referrals: Summary of Staff Recommendations

Sub-region	Agree	Compromise	Disagree	TOTAL
North County	22	30	38	90
East County	12	24	22	58
Backcountry	6	10	19	35
TOTAL	**40**	**64**	**79**	**183**

August 2003 Working Copy Maps

Regional maps that incorporate staff recommendations for residential property referrals are located in Attachment B. The August 2003 Working Copy Structure Map illustrates the proposed distribution of regional categories (Village Core, Village, Semi-Rural, Rural Lands and Public Lands) within the unincorporated County. The August 2003 Working Copy Land Use Distribution Map illustrates the proposed distribution of residential land use designations. Community-level maps are contained in Attachment A.

All August 2003 Working Copy Maps are consistent with the GP 2020 Land Use Framework for residential properties, located in Attachment C. Staff recommendations for properties with semi-rural designations (SR-1 through SR-10), as well as population forecasts for the December 2002 Working Copy Map, assume that semi-rural residential land use designations are slope dependent.

BASIS FOR STAFF RECOMMENDATIONS

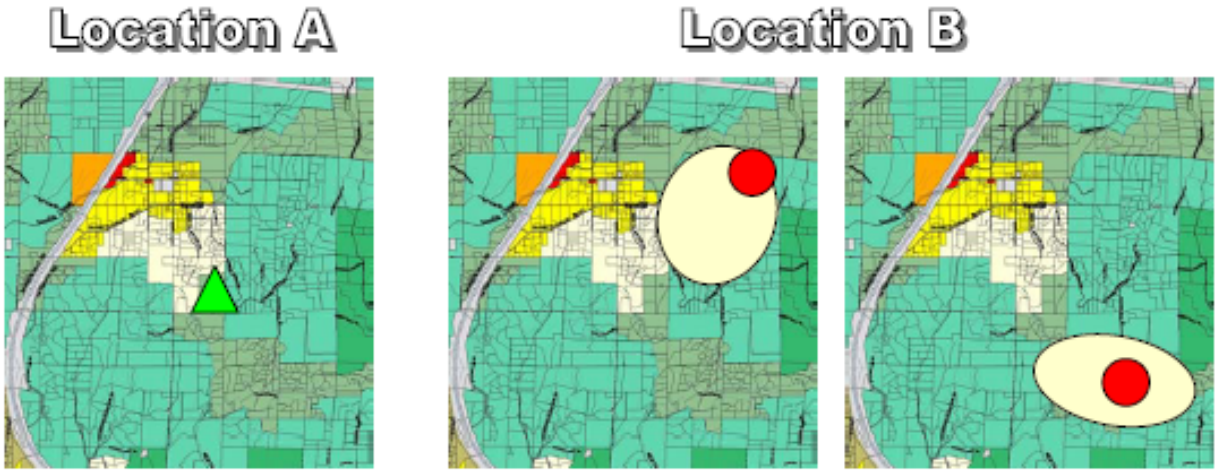
Staff recommendations for residential property referrals are based on criteria directed by the Board of Supervisors and GP 2020 Objectives – which in turn are based on Board-endorsed Planning Concepts, Land Use Framework, and draft Goals and Policies. "Agree" and "Compromise" solutions are recommended whenever a request produces a change to the December 2002 Working Copy Map that is consistent with GP 2020 Objectives. Conversely, staff did not recommend a change to the December 2002 Working Copy Map ("Disagree") whenever a request was not consistent with those objectives.

►Objective 1: Develop a Legally Defensible General Plan

This objective is primarily met by making mapping decisions that are consistent with GP 2020 concepts and policies, and that apply those concepts consistently across the region. A legally defensible General Plan is a balanced plan – where future growth is planned with public costs, traffic impacts and environmental impacts in mind.

In many cases, staff accepted or compromised on property referrals where the impact of changing the density was localized. Because land use decisions must be consistently applied,

staff did not agree with referrals where changing density on one parcel could produce a "domino effect" requiring a density change to many adjacent parcels with similar characteristics. The figure below demonstrates this principle.



At Location A, a request to change the density from Rural Lands (1 dwelling unit per 20 acres) to Semi-Rural (1 du per 4 acres, shown as light yellow) can be accommodated without altering the community's overall development pattern. In this case, the GP 2020 Community Development Model (Objective 8) provides a rationale for limiting the expansion of the semi-rural densities to the referred property.

However, a request for the same change at Location B could produce a much larger impact to the community plan. Either the request will require an extension of the semi-rural development pattern into rural areas of the community, or it will produce an isolated pocket of semi-rural development within the community plan. In either case, accepting the request at Location B produces a major change to the community map, its population forecast, and the character of its settlement pattern.

►Objective 2: Meet Growth Targets

Property referrals meet this objective when they produce a minor increase in population capacity over the December 2002 Working Copy Map, which has a population capacity of 678,500 persons. That population forecast represents a 53% increase over the existing population, and it meets the County's original target population of 660,000 persons. Exceptions were made in Twin Oaks and Borrego Springs, where population capacity was increased in order to meet other objectives. Property referrals that substantially expand areas of low-density residential development during this planning period were rejected because they reduce the efficient use of land and decrease the amount of land available for population growth beyond the year 2020.

►Objective 3: Reduce Public Costs

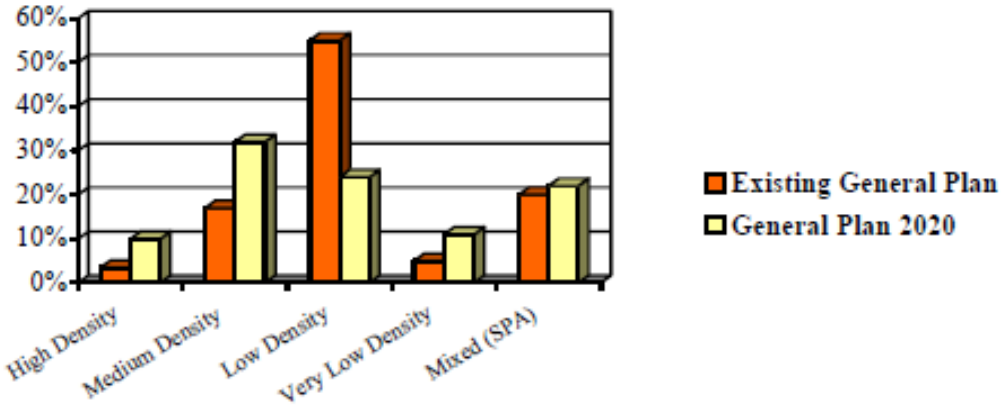
Meeting growth targets, and relocating the County's future growth, reduces public costs for the roads, law enforcement, fire protection, emergency medical, and other public facilities or services needed to support the County's future population. The following requests are not consistent with this objective:

- Requests that substantially increase residential growth, which typically requires about 30% more in public expenditures for every dollar it generates in tax revenues.
- Request that generate isolated pockets of development also increase public costs because a large expenditure of funds will be needed to provide essential services to a small group of residents.
- Requests for increased residential development in backcountry communities – particularly areas located away from existing settlements.

►Objective 4: Balance Competing Interests

Accommodating residential growth on less land reduces the competition for land available for housing, commerce, agriculture, and habitat preservation. This was accomplished in GP 2020 by reducing the General Plan capacity for large lot residential development[3], and by increasing its capacity for small lot and multi-family development.

Future Dwelling Units (Present – 2020)



The need to balance competing interests affects land use decisions within or near the County Water Authority (CWA) boundary where development pressures are high and the competition for land is intense. Property referrals for semi-rural densities higher than 1 dwelling unit per 10 acres do not meet this objective when they are located within the County's most highly productive agricultural areas. Nor do property referrals for low-density residential development in areas containing physically or environmentally constrained land.

►Objective 5: Improve Housing Affordability

[3] Large lot capacity was decreased for the following slope dependent designations: 1 du/ 2,4,8 acre and 1 du/ 4,8, 16 acre.

SUBJECT: GENERAL PLAN 2020: RESIDENTIAL PROPERTY REFERRALS (District: All)

The GP 2020 Working Copy Map increases density in appropriate locations in order to provide more opportunities for constructing affordable building types – such as multi-family housing or small lot, single-family development.

Property referrals for higher density development (Village and Village Core densities) meet this objective when the request is compatible with the surrounding context. Property referrals for low-density development in remote locations and on highly constrained land do not improve housing affordability and are not consistent with this objective.

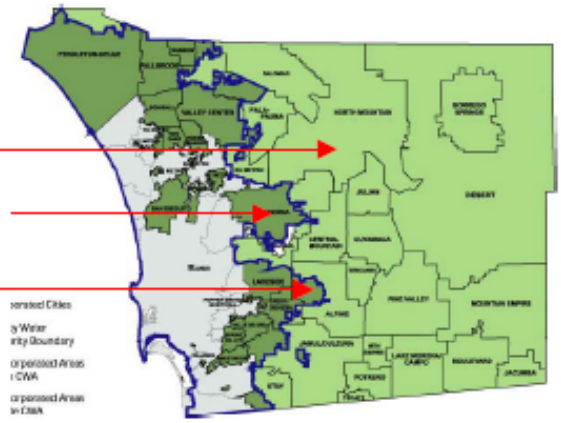
►Objective 6: Locate Growth near Infrastructure, Services and Jobs

This concept directs future growth to areas where existing physical infrastructure and services can support that growth and to locations within or adjacent to existing communities. Most areas that are appropriate for directing future growth are located within the CWA boundary.

Population in 2020 is focused inside the CWA boundary:

- **80%** of the population in 2020 will be located inside CWA boundary.
- **20%** will be located outside the CWA boundary.
- **CWA Boundary**

The population distribution on the existing General Plan is **60%** inside and **40%** outside the CWA boundary.



This objective was strongly considered when assessing residential referrals in remote locations, especially those located outside the CWA boundary and in Backcountry communities. It also affects some locations within the CWA boundary that are difficult to access and that lack essential services.

►Objective 7: Assign Densities Based on Characteristics of the Land

This objective affects residential referrals on highly constrained land. Assigning density based on an area's topography, habitats, road access, available services, groundwater resources and agricultural operations or contracts is a key GP 2020 Planning Concept. It produces land use maps that more accurately reflect actual development capacity when such constraints are taken into account.

For areas within the CWA boundary, the following site conditions were closely examined:

- *Steep slopes*: Land containing significant amounts of steep (over 25%) or very steep (over 50%) slopes was typically not assigned semi-rural densities of 1 du/ 1, 2 or 4 acres[4] on the GP 2020 Working Copy Maps.
- *Significant habitats*: Land designated as highly significant biological habitats was typically not assigned semi-rural densities of 1 du/ 1, 2 or 4 acres on the December 2002 (or August 2003) Working Copy Map. That is particularly true for major habitat corridors located in North County and East County communities.
- *Floodways and Floodplains*: Land in major floodways or floodplains was typically not assigned semi-rural densities of 1 du/ 1, 2 or 4 acres on the December 2002 (or August 2003) Working Copy Map.

Community concerns about groundwater resources were strongly considered when evaluating referred properties outside the CWA boundary.

►Objective 8: Create a Model for Community Development

GP 2020 Planning Concepts provide a physical structure for creating communities. Each existing or planned community will, whenever possible, include an urbanized area surrounded by semi-rural and rural land. To meet this objective, staff recommendations are based on an area's predominant constraints and its prevailing development pattern. This will benefit the entire community while keeping a landowner's right to develop existing parcels of land.

Staff agreed with landowner requests when a density change could be made that is consistent with the community's overall development pattern. Referrals are not recommended that substantially alter a community's development pattern, or that introduce semi-rural development into an otherwise rural setting. In urbanized areas, mapping changes are recommended when requests are compatible with existing development patterns.

►Objective 9: Obtain a Broad Consensus

[4] These designations are slope-dependent in the GP 2020 Land Use Framework.

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Staff recommendations on property referrals are designed to retain a broad consensus for GP 2020 concepts and maps, which were produced through a long, complex planning process. At the Board's request, staff recommendations for changes to the December 2002 Working Copy Map incorporate direction provided by the Board[5], as well as preferences received from the Planning Commission, Steering Committee, Interest Group, Community Planning or Sponsor Groups, and landowners. Staff also considered the following comments, listed in the Referrals Matrix, on residential property referrals:

- *Planning Commission*: Staff recommendations are consistent with the GP 2020 concepts, land use framework, and draft policies accepted by the Planning Commission earlier this year. Staff also changed eight recommendations on referred properties in response to recent Planning Commission actions taken on referred residential properties.
- *Community Planning and Sponsor Groups*: Most community preferences were incorporated into the December 2002 Working Copy Map, and property referrals that produced major changes to those maps are not recommended unless requests emerged from the community group.

Impacts to community character, and consideration of specific community issues identified during GP 2020 workshops, were also considered when making staff recommendations.

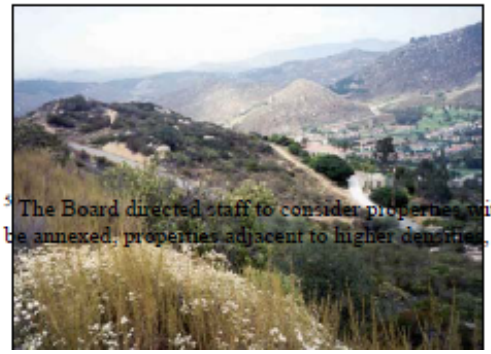
COMMUNITY MAP REVIEW

This section summarizes proposed modifications to community maps within three sub-regions: North County Communities, East County Communities and Backcountry Communities. A summary of community issues, along with an explanation of proposed changes, is provided for each sub-region.

North County Communities

Of the three sub-regions, North County communities contain the most undeveloped land that is located inside the CWA boundary and near the region's employment centers. These communities also contain much of the region's agriculture, significant amounts of rugged terrain, and areas with sensitive environmental habitats. Many areas have existing road deficiencies and lack sewer service.

The combination of physical conditions, existing uses, and development pressures produces a strong competition for land in North County communities. Pressures for residential growth are particularly high in North County Metro, Fallbrook, Valley Center and San Dieguito. With the exception of Pendleton-Deluz, which is primarily occupied by a military installation, North County communities share the following objectives:



- Retain rural character while accommodating population growth.

[5] The Board directed staff to consider properties with infrastructure, properties next to transit, properties that could be annexed, properties adjacent to higher densities, and properties with an overriding public benefit.

- Balance residential growth with protections for sensitive habitats and retention of prime agricultural land.
- Density reductions should be accompanied by equity mechanisms.
- Communities located next to incorporated jurisdictions want to retain their rural character.

Existing and projected infrastructure deficiencies must be addressed to realize this area's growth potential. Also, resolving the competition for land requires developing new or expanded town centers in Harmony Grove and Valley Center. Fallbrook's Hewlett Packard site will be planned as a mixed-use employment center.

North County Property Referrals

Substantial change in residential density is recommended for the North County Metro sub-region, which abuts incorporated communities experiencing high levels of growth. Proposed changes are primarily located in Twin Oaks – especially along its southern interface with San Marcos – and near a transit stop for the Oceanside to Escondido rail corridor. Earlier projections for the North County Metro sub-region showed that its population could double by the year 2020, and these changes would increase that growth potential.

In Semi-Rural areas inside the CWA boundary, requests for increases in residential density were mapped when it resulted in a coherent density pattern compatible with site constraints. For example, residential density was increased when the density requested was appropriate and matched adjacent densities. In some cases, staff proposed a compromise solution that created a split designation on large parcels that contained different types of physical or environmental constraints.

Working Copy Map densities were retained for property referrals represented by the following situations:

- 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[6], 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.

[6] A compromise solution is recommended for a small portion of the Elfin Forest area.

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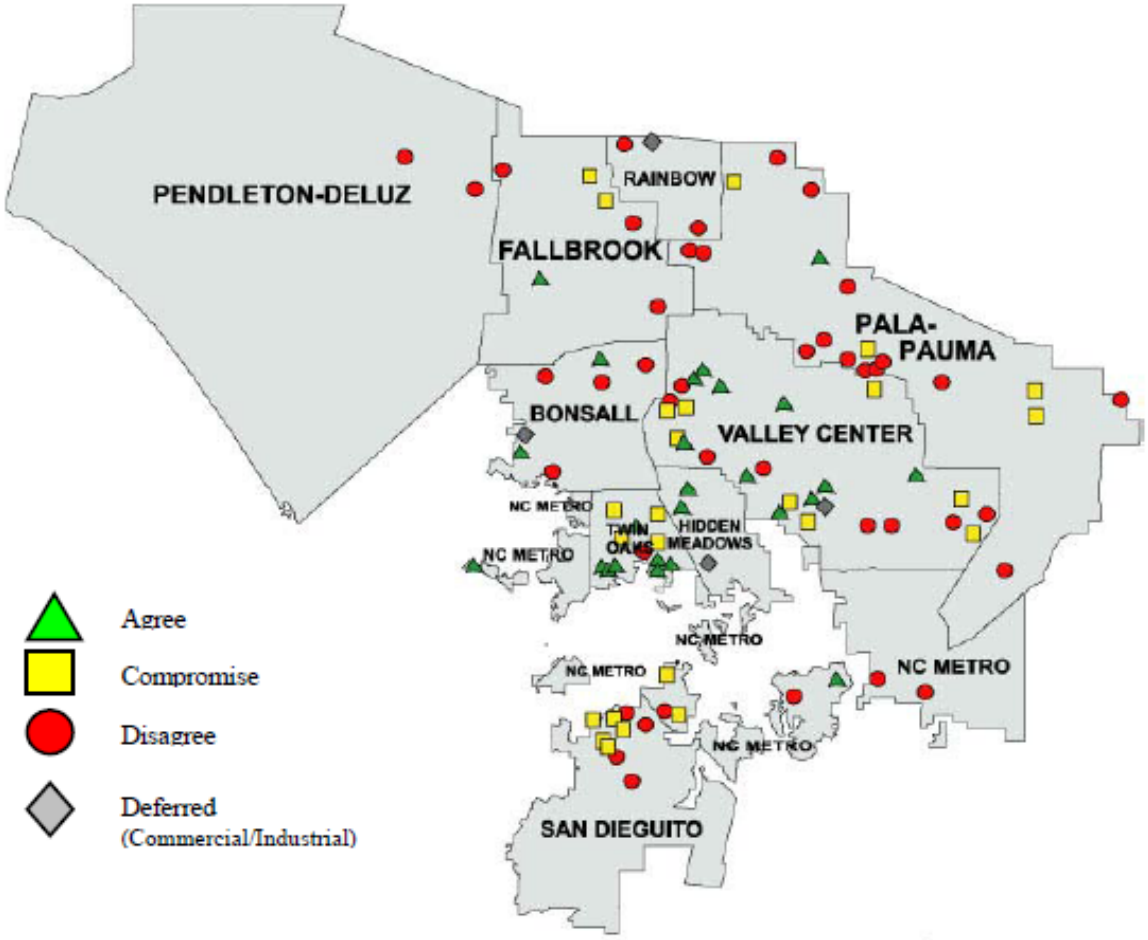
- Outside CWA boundary: Most property referrals located outside the CWA boundary are located in isolated, remote areas designated as Rural Lands. Because those areas contain multiple physical constraints – and lack the infrastructure or services to support population growth – densities were retained.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

North County Property Referrals



SUBJECT: GENERAL PLAN 2020: RESIDENTIAL PROPERTY REFERRALS (District: All)

East County Communities

Most East County communities have limited potential for future growth because much of their land within the CWA boundary is already developed. The exception is Ramona, which shares more characteristics with North County communities than with its East County neighbors. Lakeside, Valle de Oro, Spring Valley, and Sweetwater contain substantial existing populations and want to retain their community character and remaining open space. Some East County communities, such as Spring Valley, were built over time without a balanced community development plan and are candidates for future redevelopment.

Crest-Dehesa/Harbison Canyon/Granite Hills lies within the CWA boundary, but its population growth is restricted by rugged terrain, limited infrastructure, and environmental constraints. Jamul/Dulzura is a relatively undeveloped community, but much of its land is located outside the CWA boundary. Alpine faces growth limitations imposed by the Forest Conservation Initiative (FCI), and future growth in Otay (which contains considerable public land) is based on the East Otay Mesa and Otay Ranch Specific Plans.

East County Property Referrals

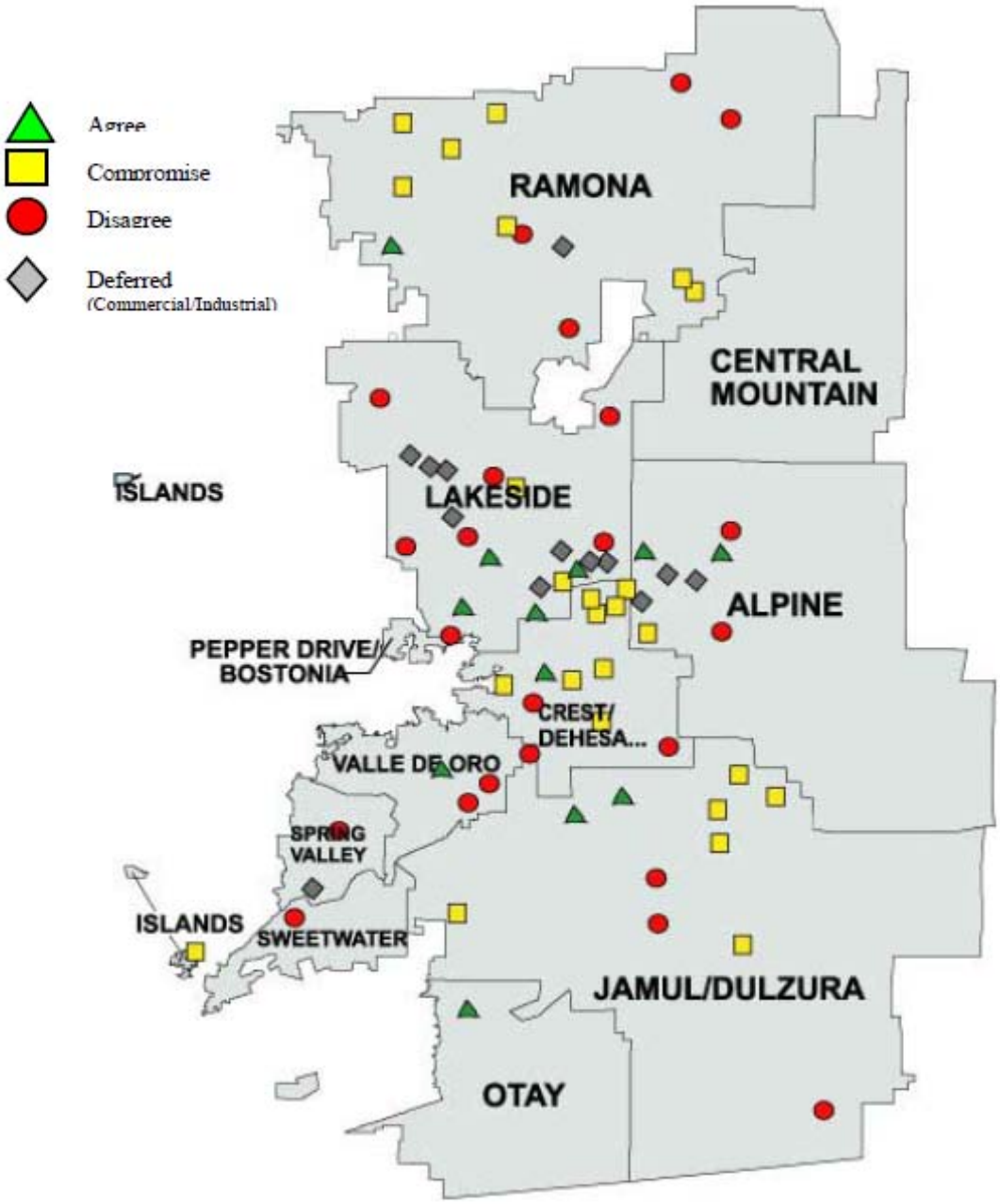
Property referrals in East County fell into three general categories: requests for higher density in urbanized areas; requests for higher density in Semi-Rural areas within the CWA boundary; and requests for higher density in Rural Lands outside the CWA boundary.

Urbanized: Staff assessments for property referrals in East County's urbanized areas focused on the character of adjacent development, combined with a detailed analysis of existing site conditions. Density was increased if the request would produce development consistent with the character of the site and surrounding development. Density was retained if those criteria were not met.

- Semi-Rural: In Semi-Rural areas inside the CWA boundary, requests for increases in residential density were mapped when it resulted in a coherent density pattern that was compatible with site constraints. In some cases, staff proposed a compromise solution that created a split designation on large parcels that contained different types of physical or environmental constraints.
- 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 are adjacent to existing settlements. In those cases, a minor change to the land use pattern could be accommodated while meeting project objectives.

SUBJECT: GENERAL PLAN 2020: RESIDENTIAL PROPERTY REFERRALS (District: All)

East County Property Referrals



Backcountry Communities

San Diego's backcountry includes Julian and four sub-regions: Palomar/North Mountain; Desert/Borrego Springs; Central Mountain (Cuyamaca, Descanso, and Pine Valley); and Mountain Empire (Jacumba, Boulevard, Lake Morena/Campo, Potrero, and Tecate). Reducing population growth in the backcountry was accomplished in the December 2002 Working Copy Map by applying Rural Lands densities to areas not developed or parcelized.

With few exceptions, backcountry communities are sparsely populated and share the following issues or characteristics:

- Communities want to preserve existing environmental resources and the rural setting.
- The area is dominated by rugged terrain and sensitive environmental habitats.
- Road networks, public services, and employment opportunities are limited.
- Without imported water, groundwater will limit future growth. Sewer service is limited to portions of Julian and Borrego.

Two areas – Borrego Springs and Tecate – contain unique groundwater and border issues that must be considered.

Backcountry communities contain a substantial amount of public land, Tribal Lands and land affected by the Forest Conservation Initiative (FCI) – where the County has minimal control over land use. Future population growth will be concentrated in Borrego Springs and Mountain Empire, which contain substantial amounts of private, undeveloped land.

Backcountry Property Referrals

Two special cases were addressed in backcountry communities[7]:

- Julian: The Julian Community Planning Group voted to change Rural Lands densities in their community from 1 du/ 40 acres to 1 du / 80 acres, and that request is reflected in the August 2003 Working Copy Map.
- Borrego Springs: Landowners and the Community Sponsor Group requested that staff apply a density of 1 du/ 4 acres to a section of Borrego Springs used for agricultural purposes. The Planning Commission also referred this area to staff for further review. The requests for higher density are intended to encourage the transfer of land from agricultural to residential use, which consumes less water. In order to improve the level of consensus in Borrego Springs, this request is reflected in the August 2003 Working Copy Map.

[7] All referrals for Tecate involve commercial and industrial use, and that discussion will be deferred until a later hearing.

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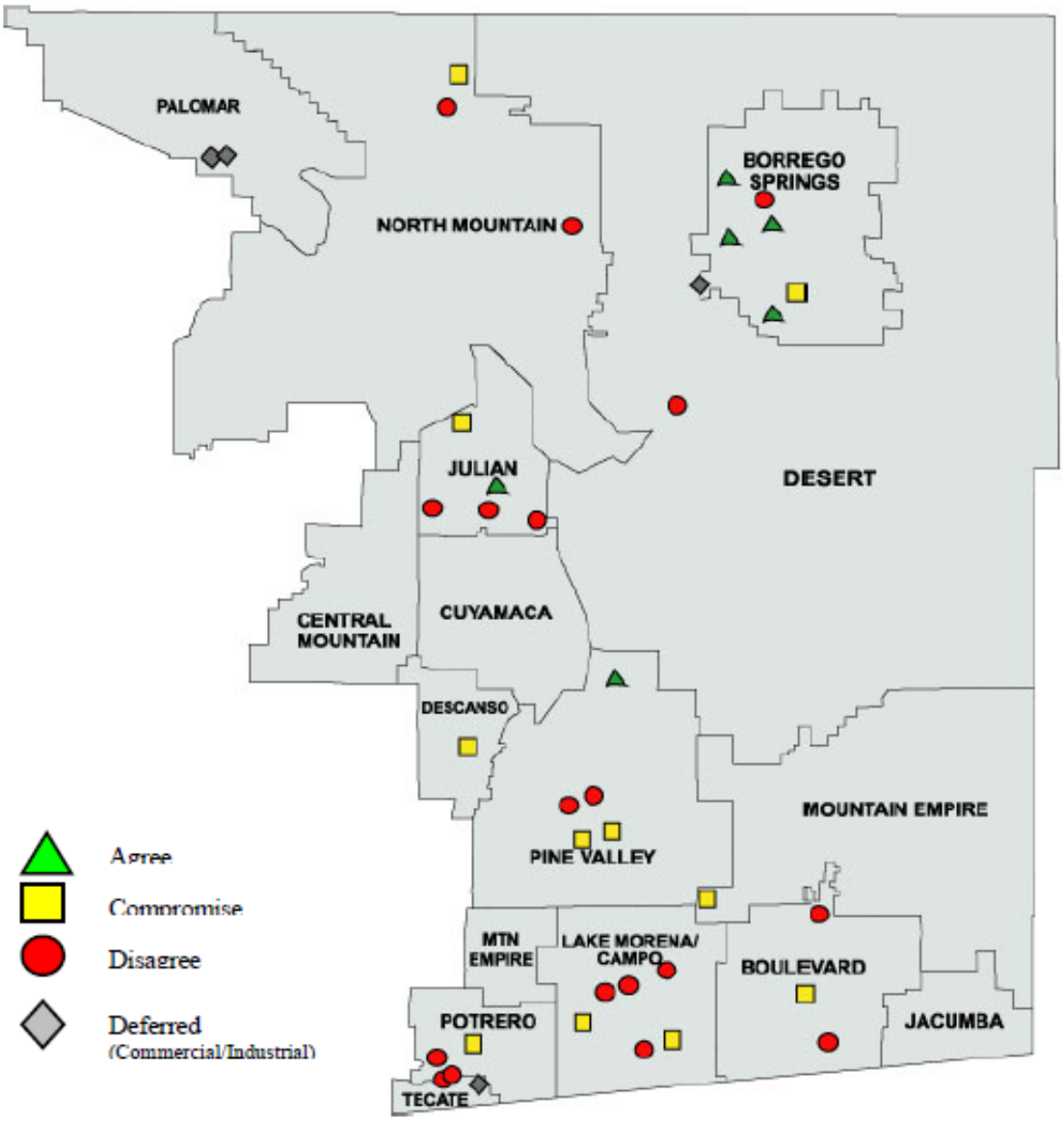
Most property referrals in backcountry communities are located in isolated, remote areas designated as Rural Lands. Staff recommended that residential designations for those properties be retained. Minor exceptions were made for referrals that are adjacent to existing settlements. In those cases, a minor change to the land use pattern could be accommodated while meeting project objectives.

Backcountry Property Referrals