

**Proposed Change**

**General Plan Designation**

Village Residential 2 to General Commercial  
(two parcels only)

**Zoning Use Regulation**

C40 Rural Commercial & RR Rural Residential  
to  
C42 Visitor Serving Commercial

**Property Description**

Property Owners:

Grand Tradition (22.4 acres)  
Earl/Beverly McDougal Trust (0.8 acres)  
Don/Patricia McDougal Trust (7.5 acres)

Parcels Size (acres): 8 parcels; 30.7 acres

Location/Description:

Fallbrook Community Planning Area (CPA);  
Inside County Water Authority boundary; and  
Northeast of intersection of South Mission and  
Old Stage Roads.

Estimated Total Dwelling Unit Increase: N/A

Fire Service Travel Time (GP Policy S-6.4):

Almost entirely within the 0-5 minute range

Prevalence of Constraints (See Page 3):

● - high; ◐ - partially; ○ - none

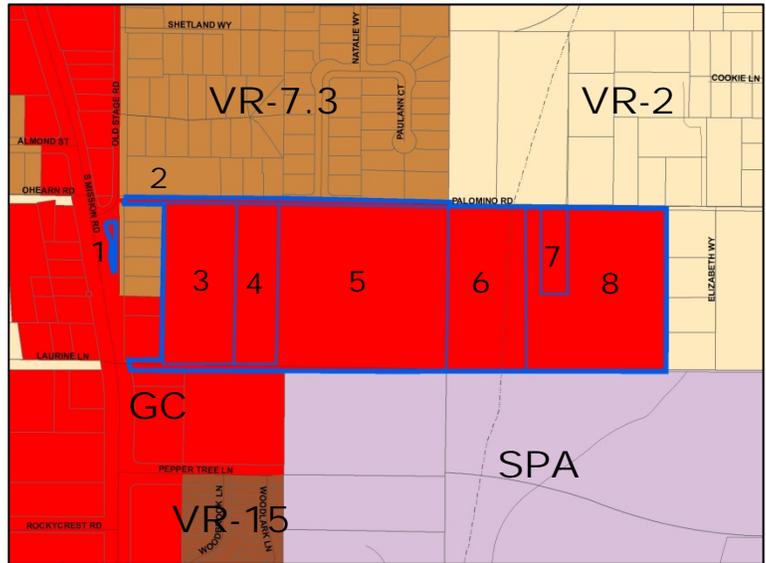
- Steep Slope (Greater than 25%)
- Floodplain
- ◐ Wetlands
- ◐ Sensitive Habitat
- ◐ Agricultural Lands
- Fire Hazard Severity Zones

**General Plan Conformance Summary**

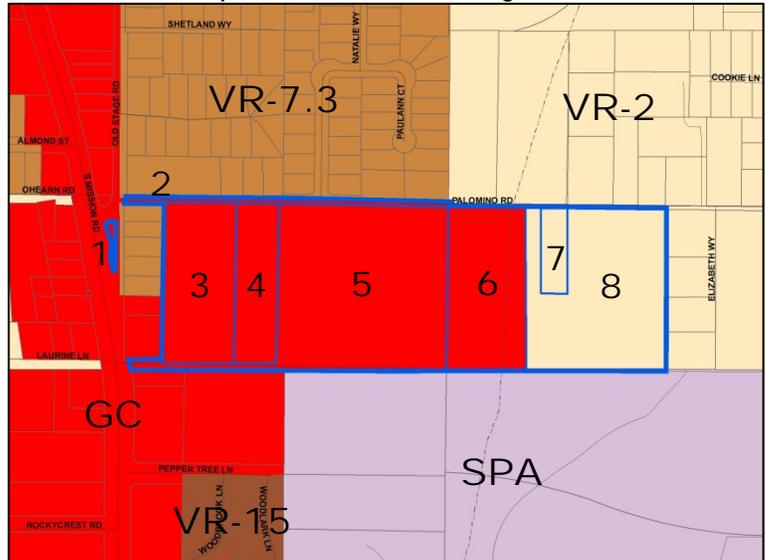
See General Plan Conformance Findings on page 5 for additional discussion of the rationale.

The proposed change to General Commercial land use designation is consistent with General Plan policies.

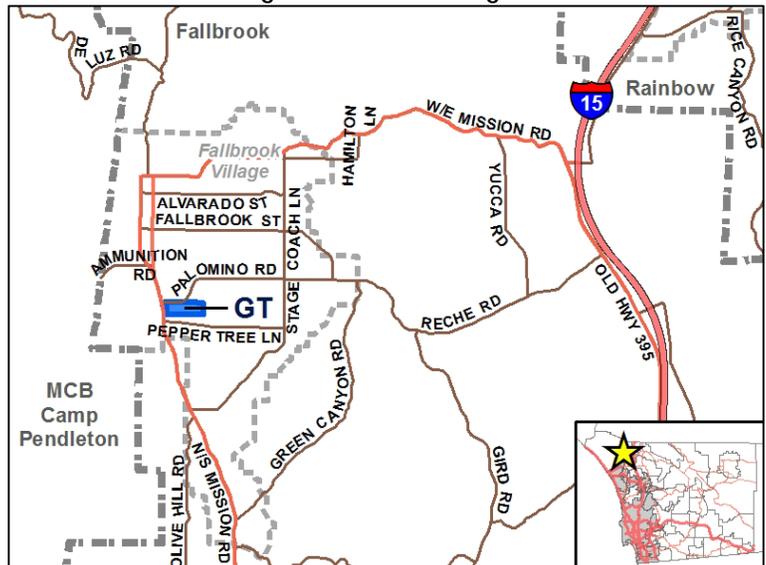
A change to the Fallbrook Community Plan Fallbrook Community Plan is also proposed to incorporate the proposed new Commercial land use into Policy LU2.2a1.



**Proposed General Plan Designation**



**Existing General Plan Designations**



**Vicinity Map**

## Aerial and Site Photos



Aerial



Area of proposed General Plan designation change



Existing parking area



Area within the flood plain is used as water feature



Undeveloped property south of the Grand Tradition



Palomino Road, north of the Grand Tradition, looking east

# Constraints

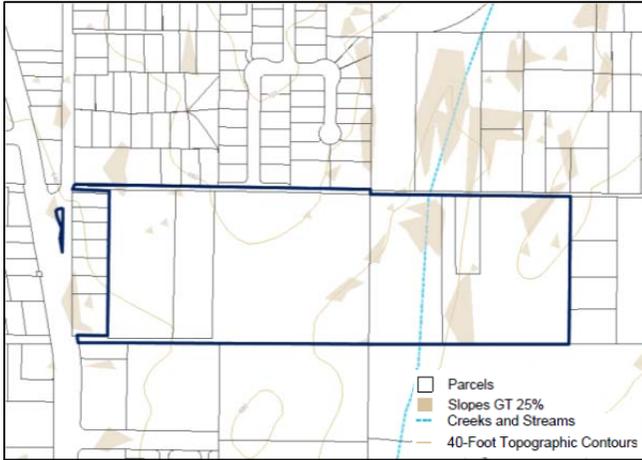


Figure 1: Slope Greater than 25 Percent



Figure 2: Wetlands

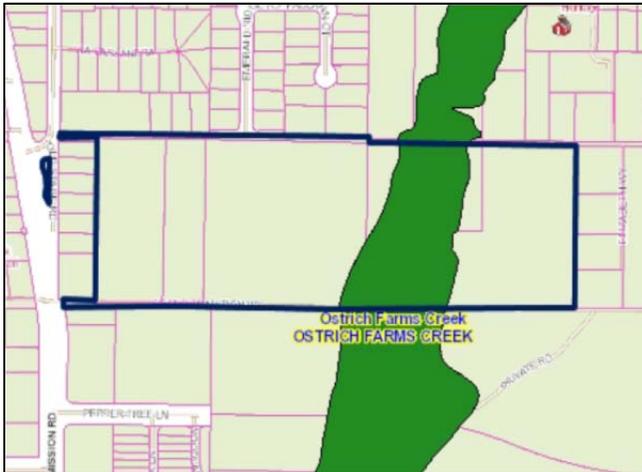


Figure 3: County 100-year Floodplain

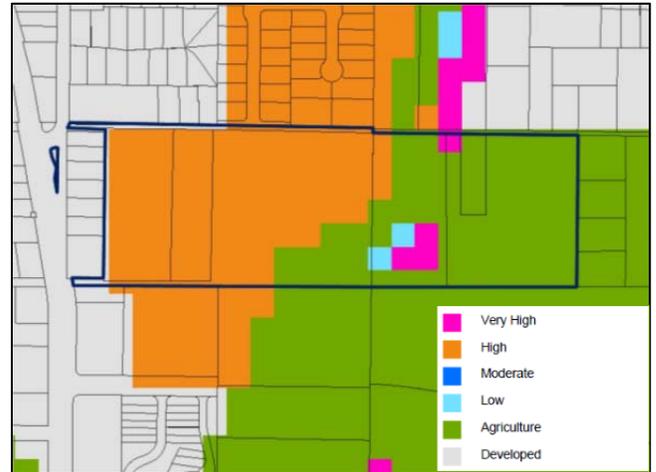


Figure 4: Habitat Evaluation Model

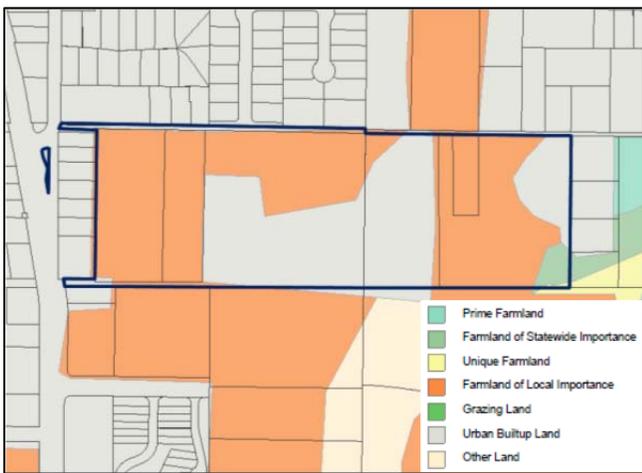


Figure 5: Farmland Mapping & Monitoring Program



Figure 6: Fire Hazard Severity Zones

## Context

The Grand Tradition is located within the Fallbrook Village, 130 feet east of Mission Road and is accessible to Mission Road via Grand Tradition Way. Generally residential land uses surround the property to the west, north, and east with lots sizes ranging from 10,000 to 30,000 square feet. Agricultural lands are located along the southern boundary of the property; however, these lands are designated as General Commercial or Specific Plan Area. The property is located approximately 2,200 feet north of the Fallbrook Airpark runway within the Airport Influence Area.

The property is generally characterized by rolling slopes with a few small areas with slope greater than 25 percent (Figure 1). A very small portion (0.13 acre) is constrained by wetlands as defined by the County Resource Conservation Ordinance (Figure 2) and is located within the County-mapped 100-year floodplain (Figure 3). The vegetation on the property is classified as urban, disturbed habitat, or agricultural, with the exception of the area with wetlands, which is classified as riparian woodland. The Habitat Evaluation Model generally classifies the western half of the property as high sensitivity and the eastern half as agricultural. A water feature (pond) on the property is classified as very high sensitivity (Figure 4). The portion of the project proposed for a change in General Plan designation is located on the portion classified as agricultural. Under the Farmland Mapping and Monitoring Program, the property is generally classified as either Farmland of Local Importance or Urban Builtup Land (Figure 5).

### Proposed General Plan Changes

ID	APN	Acres	Existing	Proposed
1	104-250-48-00	0.05	General Commercial	General Commercial
2	104-350-13-00	0.53		
3	104-250-34-00	4.13		
4	104-250-35-00	2.50		
5	104-350-14-00	10.43		
6	106-410-36-00	4.71		
7	106-410-59-00	0.82	Village Residential 2	
8	106-410-61-00	7.51		
<b>TOTAL</b>		<b>30.68</b>		

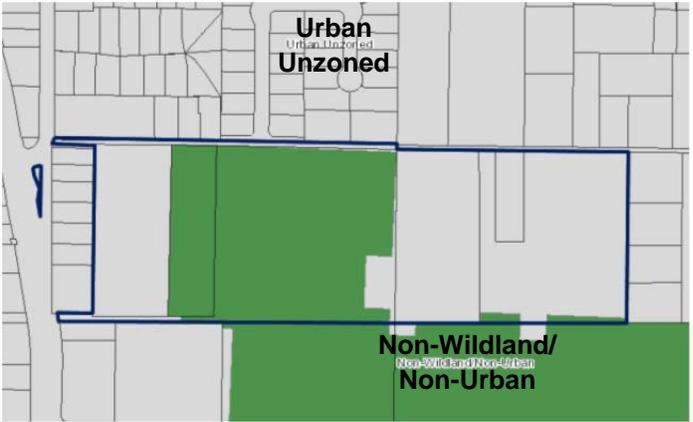
### Proposed Zoning Changes

ID	Use Regulation		Building Type <sup>NOTE</sup>		Setback <sup>NOTE</sup>		Special Area Designator	
	Existing	Proposed	Existing	Proposed	Existing	Proposed	Existing	Proposed
1	C36	C42	W	L	O	H	B - Community Design Review Area & C - Airport Land Use Compatibility Plan Area	B - Community Design Review Area & C - Airport Land Use Compatibility Plan Area
2	C40/RS		C/L		G/H			
3	C40		L		H			
4	C40		L		H			
5	C40		L		G			
6	C40		L		G			
7	RR		C		G			
8	RR		C		G			

NOTE: Building Type and Setback schedules are available at:  
<http://www.sandiegocounty.gov/content/dam/sdc/pds/zoning/formfields/PDS-444.pdf>

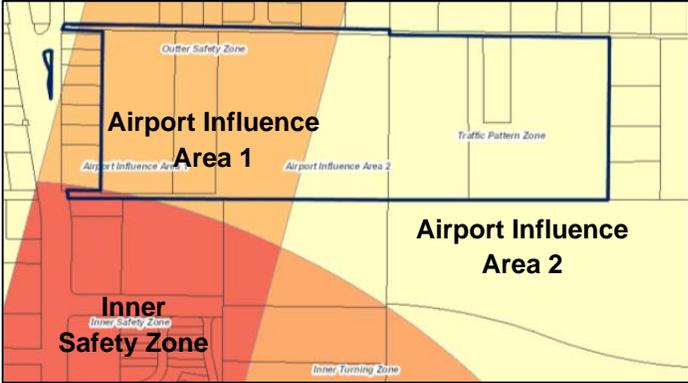
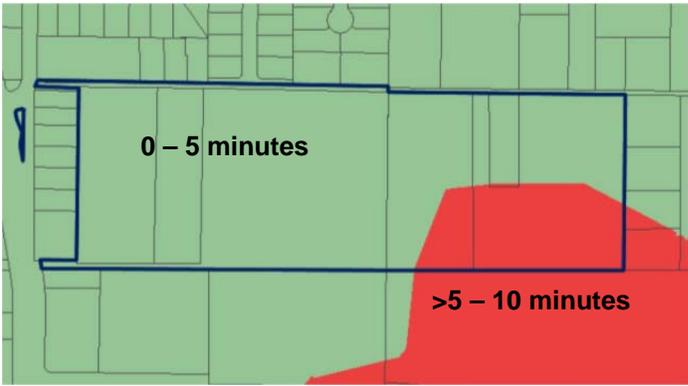
## General Plan Conformance

General Plan Policy		Rationale for General Plan Consistency
LU-1.1	<p><b>Assigning Land Use Designations.</b> Assign land use designations on the Land Use Map in accordance with the Community Development Model (CDM) and boundaries established by the Regional Categories Map.</p>	<p>The entire property is located within the Fallbrook Village and classified under the Village Regional Category. The change from a Village Residential to Commercial designation is consistent with the CDM because the project would merely expand an already currently designated as Commercial. Per Land Use Element Table LU-1, a General Commercial designation is compatible in both Village and Semi-Rural Regional Categories.</p>
LU-1.2	<p><b>Leapfrog Development.</b> 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. <i>[See applicable community plan for possible relevant policies.]</i></p>	<p>Policy LU-1.2 does not apply because the proposed change is within an area currently assigned as Village Regional Category. Therefore, new Village densities are not being proposed.</p>
LU-1.3	<p><b>Development Patterns.</b> Designate land use designations in patterns to create or enhance communities and preserve surrounding rural lands.</p>	<p>The project proposed to expand the commercial portion of the Fallbrook Village. The expansion is intended to facilitate operations of the Grand Tradition Estate and Gardens, which serves as a community gathering place. The proposed changes would facilitate expansion plans that include a farmers market, fruit and vegetable produce garden for visitors, additional thematic gardens, and amphitheater.</p> <p>Also, since the entire project area is within the Fallbrook Village, rural lands would not be impacted.</p>
LU-1.4	<p><b>Village Expansion.</b> 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:</p> <ul style="list-style-type: none"> <li>▪ Potential Village development would be compatible with environmental conditions and constraints, such as topography and flooding</li> <li>▪ Potential Village development would be accommodated by the General Plan road network</li> <li>▪ Public facilities and services can support the expansion without a reduction of services to other County residents</li> <li>▪ The expansion is consistent with community character, the scale, and the orderly and contiguous growth of a Village area</li> </ul>	<p>This policy is not applicable because this project does not propose expanding the Village Regional Category.</p>

General Plan Policy		Rationale for General Plan Consistency
LU-1.5	<b>Relationship of County Land Use Designations with Adjoining Jurisdictions.</b> Prohibit the use of established or planned land use patterns in nearby or adjacent jurisdictions as the primary precedent or justification for adjusting land use designations of unincorporated County lands. Coordinate with adjacent cities to ensure that land use designations are consistent with existing and planned infrastructure capacities and capabilities.	This policy is not applicable because the parcels are not located in the vicinity of jurisdictions other than the unincorporated county.
LU-1.9	<b>Achievement of Planned Densities.</b> Recognizing that the General Plan was created with the concept that subdivisions will be able to achieve densities shown on the Land Use Map, planned densities are intended to be achieved through the subdivision process except in cases where regulations or site specific characteristics render such densities infeasible.	This policy is not applicable because a residential subdivision is not planned in this designation.
LU-2.3	<b>Development Densities and Lot Sizes.</b> Assign densities and minimum lot sizes in a manner that is compatible with the character of each unincorporated community.	As with Policy LU-1.9 above, this policy is also not applicable because a subdivision of residential uses is not planned in this designation.
LU-2.4	<b>Relationship of Land Uses to Community Character.</b> Ensure that the land uses and densities within any Regional Category or land use designation depicted on the Land Use Map reflect the unique issues, character, and development objectives for a community plan area, in addition to the General Plan Guiding Principles.	The proposed new Commercial land uses are proposed adjacent to existing similar uses and are located within the existing Village boundary, which is an ideal location within the CPA. The proposed new Commercial uses are planned for a low density with expanded garden areas that will be compatible with adjacent existing residential land uses.
LU-2.5	<b>Greenbelts to Define Communities.</b> Identify and maintain greenbelts between communities to reinforce the identity of individual communities.	This policy would not apply because the parcels are located within an existing Village boundary.
LU-6.2	<b>Reducing Development Pressures.</b> Assign lowest-density or lowest-intensity land use designations to areas with sensitive natural resources.	A small portion (0.13 acres) of the property contains RPO wetlands. Although a Commercial land use designation would be assigned, any proposed future development can easily avoid in this area because the sensitive natural resources are located on only 0.4% of the entire property.
LU-6.11	<b>Protection from Wildfires and Unmitigable Hazards.</b> 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.	This policy would not apply because the parcels are not located within a high, very high hazard fire area or other unmitigable hazardous area. The property is located within areas classified as Non-Wildland/Non-Urban and Urban Unzoned. 

General Plan Policy		Rationale for General Plan Consistency
LU-7.1	<b>Agricultural Land Development.</b> Protect agricultural lands with lower-density land use designations that support continued agricultural operations.	The proposed new Commercial land use designation would extend existing Commercial land uses into an adjacent area. The existing Commercial uses have been compatible with the existing agricultural uses to the south; therefore, an extension of the Commercial uses would support continued agricultural operations.
LU-8.1	<b>Density Relationship to Groundwater Sustainability.</b> Require land use densities in groundwater dependent areas to be consistent with the long-term sustainability of groundwater supplies, except in the Borrego Valley.	This policy is not applicable because the property is located within the Fallbrook Public Utility District and is served by imported water resources.
LU-9.2	<b>Density Relationship to Environmental Setting.</b> 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. [ <i>See applicable community plan for possible relevant policies.</i> ]	A General Commercial land use designation is proposed for the entire property. County development regulations and site plan review would help to ensure environmental constraints, what little that are present on the property, are avoided.  Fallbrook Community Plan Policy LU2.2a1 places an 80,000 square foot limit on structures serving the Grand Tradition wedding venue business. While this GPA would redesignate two parcels (8.3 acres) to a commercial use, Policy LU2.2a1 is not proposed to change to increase the allowable maximum square feet of structures. Therefore, future development will have a greater area to avoid any constraints.
LU-9.5	<b>Village Uses.</b> Encourage development of distinct areas within communities offering residents places to live, work, and shop, and neighborhoods that integrate a mix of uses and housing types.	This GPA proposes to expand an existing commercial area within the Fallbrook Village. The expanded commercial area would provide additional opportunities to serve the Fallbrook community with public amenities.
LU-9.6	<b>Town Center Uses.</b> 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.	The Fallbrook Village consists of a mixed use village core with commercial uses extending south generally along Main Street and Mission Road. The existing commercial uses are located 130 feet east, and directly accessible to Mission Road. This GPA proposes to expand the existing commercial land uses further to the east and would not create any new commercial land uses that are not already connected to the existing commercial corridor.
LU-9.9	<b>Residential Development Pattern.</b> Plan and support an efficient residential development pattern that enhances established neighborhoods or creates new neighborhoods in identified growth areas.	This policy is not applicable because the GPA is proposing new commercial land uses and does not include a new residential neighborhood.
LU-10.3	<b>Village Boundaries.</b> 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.	This policy is not applicable because the GPA is located within the Village Regional Category and does not propose any regional category changes.
LU-10.4	<b>Commercial and Industrial Development.</b> 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.	This policy is not applicable because the new commercial land uses are only being proposed inside the Fallbrook Village.

General Plan Policy		Rationale for General Plan Consistency
LU-11.1	<b>Location and Connectivity.</b> Locate commercial, office, and industrial development in Village areas with high connectivity and accessibility from surrounding residential neighborhoods, whenever feasible.	The GPA proposed only to extend an existing commercial land use. The existing (specialized) commercial uses do not require high connectivity and accessibility to surrounding neighborhoods. Some of the existing land uses are better served in areas with less connectivity.
LU-11.10	<b>Integrity of Medium and High Impact Industrial Uses.</b> 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. The intent of this policy is to retain the ability to utilize industrially designated locations by reducing future development conflicts.	This policy is not applicable because the new Medium and High Impact Industrial uses are not being proposed by this GPA.
COS-10.2	<b>Protection of State-Classified or Designated Lands.</b> Discourage development or the establishment of other incompatible land uses on or adjacent to areas classified or designated by the State of California as having important mineral resources (MRZ-2), as well as potential mineral lands identified by other government agencies. The potential for the extraction of substantial mineral resources from lands classified by the State of California as areas that contain mineral resources (MRZ-3) shall be considered by the County in making land use decisions.	<p>This property is located within a MRZ-3 zone, which is identified as having the resource potentially present. This GPA would reduce the footprint of development, when compared to the existing General Plan.</p> <p>The GPA would redesignate 8.3 acres from residential to commercial. Therefore, the 14 additional dwelling units that could be built under the existing General Plan would no longer be allowed under this GPA.</p> <p>Fallbrook Community Plan Policy LU2.2a1 places an 80,000 square foot limit on structures serving the Grand Tradition wedding venue business. While this GPA would redesignate two parcels (8.3 acres) to a commercial use, Policy LU2.2a1 is not proposed to change to increase the allowable maximum square feet of structures.</p>
COS-12.1	<b>Hillside and Ridgeline Development Density.</b> Protect undeveloped ridgelines and steep hillsides by maintaining semi-rural or rural designations on these areas.	This policy is not applicable because the property is not located on a ridgeline or a steep hillside.
COS-14.1	<b>Land Use Development Form.</b> Require that development be located and designed to reduce vehicular trips (and associated air pollution) by utilizing compact regional and community-level development patterns while maintaining community character.	This GPA proposes to extend existing land uses, which would maintain community character and would not contribute to increases in vehicular trips. On the contrary, the GPA would result in a reduction of approximately 140 average daily vehicle trips because an additional 14 dwelling units would no longer be allowed under the change from residential to commercial land uses.

General Plan Policy		Rationale for General Plan Consistency
S-1.1	<p><b>Minimize Exposure to Hazards.</b> Minimize the population exposed to hazards by assigning land use designations and density allowances that reflect site specific constraints and hazards.</p>	<p>This property is located in the Fallbrook Airpark Airport Influence Areas 1 and 2 and the proposed GPA and Rezone require a consistency review by the San Diego Airport Authority staff. On September 24, 2015, the San Diego Regional Airport Authority found the proposed project is consistent the Fallbrook Community Airpark Airport Land Use Compatibility Plan.</p>  <p>The map displays various safety and influence zones. 'Airport Influence Area 1' is a large orange-shaded region. 'Airport Influence Area 2' is a yellow-shaded region to its right. An 'Outer Safety Zone' is shown as a thin orange border above Area 1. An 'Inner Safety Zone' is a red-shaded area at the bottom left. A 'Traffic Pattern Zone' is a yellow-shaded area to the right of Area 1. An 'Inner Turning Zone' is a thin orange border at the bottom.</p>
S-6.4	<p><b>Fire Protection Services for Development.</b> Require that development demonstrate that fire services can be provided that meets the minimum travel times identified in Table S-1 (Travel Time Standards).</p>	<p>Safety Element Table S-1 requires that commercial designations within a Village boundary and Village Residential designations be located within five minutes travel time from the closest fire station. The larger of the two parcels proposed to change from a Residential to Commercial designation (see parcel 8 on page 1) is split between a 0-5 and 5-10 minute travel time. Therefore, the travel time requirements of this policy would be exceeded slightly under both the existing and proposed designations in the southern half of this parcel. However, the low intensity commercial land uses planned for this parcel are preferred over the village residential densities, if travel time requirements are being exceeded.</p>  <p>The map shows a parcel outlined in blue. The northern portion of the parcel is shaded green and labeled '0 - 5 minutes'. The southern portion is shaded red and labeled '&gt;5 - 10 minutes'.</p>
S-9.2	<p><b>Development in Floodplains.</b> 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. Require development to conform to federal flood proofing standards and siting criteria to prevent flow obstruction.</p>	<p>A portion of the project area is located within a County designated 100-year floodplain (see Figure 3). There are no existing building located within this floodplain area. Instead, the area within the floodplain consists of a lake and gardens, which are essential areas for the Grand Tradition business wedding venue business model. There is sufficient area outside the floodplain to construct additional buildings, as needed.</p>

General Plan Policy		Rationale for General Plan Consistency
S-9.4	<b>Development in Villages within the Floodplain Fringe.</b> Allow new uses and development within the floodplain fringe (land within the floodplain outside of the floodway) only when environmental impacts and hazards are mitigated. This policy does not apply to floodplains with unmapped floodways. Require land available outside the floodplain to be fully utilized before locating development within a floodplain. Development within a floodplain may be denied if it will cause significant adverse environmental impacts or is prohibited in the community plan. Channelization of floodplains is allowed within villages only when specifically addressed in community plans.	See rationale for Policy S-9.2.
S-9.5	<b>Development in Semi-Rural and Rural Lands within the Floodplain Fringe.</b> 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. For parcels located entirely within a floodplain or without sufficient space for a building pad outside the floodplain, development is limited to a single family home on an existing lot or those uses that do not compromise the environmental attributes of the floodplain or require further channelization.	This policy is not applicable because the property is not located within a floodplain or Semi-Rural and Rural Lands.
S-9.6	<b>Development in Dam Inundation Areas.</b> Prohibit development in dam inundation areas that may interfere with the County's emergency response and evacuation plans.	This policy does not apply because the property is not located within a dam inundation area.
S-10.1	<b>Land Uses within Floodways.</b> 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. This policy does not apply to minor renovation projects, improvements required to remedy an existing flooding problem, legal sand or gravel mining activities, or public infrastructure.	See rationale for Policy S-9.2.

## Community Plan Conformance

	Fallbrook Community Plan Policy	Rationale for Community Plan Consistency
LU-2.2a1	<p>APNs 104-250-34, 104-250-35, 104-350-14, and 106-410-36 contain The Grand Tradition. In this iteration of the Fallbrook Community Plan a category of Commercial was placed on those parcels to facilitate that business (The Grand Tradition) and only that business. It is primarily a wedding venue for reserved group activities with an outdoor/indoor commercial area with three separate facilities: the Beverly Mansion (15,000 SF), Arbor Terrace (5,000 SF) and a third site yet to be constructed, Tuscany/Vineyard (5,000 SF), plus the possibility of a future hotel to support those group activities. In this case, the total square footage permitted for the entire 22-acre venue shall be 80,000 SF. If the business of The Grand Tradition ceases to exist on these parcels, the Land Use Designation will revert to residential with 0.5 acre zoning.</p>	<p>Changes to this policy are proposed to incorporate the new commercial land uses.</p> <p><i>APNs 104-250-34, 104-250-35, 104-350-14, <del>and 106-410-36, 106-410-59 and 106-410-61</del> contain The Grand Tradition. In this iteration of the Fallbrook Community Plan a category of Commercial was placed on those parcels to facilitate that business (The Grand Tradition) and only that business. It is primarily a wedding venue for reserved group activities with an outdoor/indoor commercial area with three separate facilities: the Beverly Mansion (15,000 SF), Arbor Terrace (5,000 SF) and a third site yet to be constructed, Tuscany/Vineyard (5,000 SF), plus the possibility of a future hotel to support those group activities. In this case, the total square footage permitted for the entire <del>22</del> 30-acre venue shall be 80,000 SF. If the <u>current</u> business <u>usage of the Grand Tradition</u> ceases to exist on these parcels, the Land Use Designation will revert to a <u>Village Residential 2 designation</u> <del>residential with 0.5 acre zoning</del>.</i></p>