



The County of San Diego

Planning Commission Hearing Report

Date:	April 18, 2025	Case/File No.:	Ocean Breeze Ranch Modified Project, PDS2023-TM-5615TER, PDS2024-MUP-16-012W1, PDS2024-STP-16-032W1 and PDS2024-ER-16-02-006B
Place:	County Conference Center 5520 Overland Avenue San Diego, CA 92123	Project:	394 Residential Lot Development and Time Extension, Revised Tentative Map, Site Plan & Major Use Permit Modifications
Time:	9:00 a.m.	Location:	5820 West Lilac Road within unincorporated northern San Diego County
Agenda Item:	#3	General Plan:	Village Residential (VR-4.3), Semi-Rural Residential (SR-4 & SR-10), Rural Lands (RL-20) & (RL-40)
Appeal Status:	Board of Supervisors	Zoning:	Variable Family Residential (RV), Limited Agriculture (A70), and Open Space (S80)
Applicant/Owner:	Ocean Breeze Ranch LLC	Community:	Bonsall and Fallbrook Community Plan areas
Environmental:	CEQA § 15183 and Mitigated Negative Declaration	APNs	127-191-21, 127-191-22, 125-131-56, 125-131-57, 125-180-25, 125-080-26

A. OVERVIEW

The purpose of this staff report is to provide the Planning Commission with the information necessary to consider revisions to the previously approved Ocean Breeze Ranch project (Original Project), including a Revised Tentative Map Time Extension (PDS2023-TM-5615TER), Site Plan Modification (PDS2024-STP-16-032W1), Major Use Permit Modification (PDS2024-MUP-16-012W1), and a Mitigated Negative Declaration (MND) and 15183 Checklist Environmental Findings (Modified Project) prepared in accordance with the California Environmental Quality Act (CEQA).

The Planning Commission approved the Original Project on December 13, 2019, which included a Tentative Map (PDS2016-TM-5615), Site Plan (PDS2016-STP-16-032), and two Major Use Permits (PDS2016-MUP-16-012 & PDS2016-MUP-16-013), along with conditions of approval. Although the project was appealed to the County Board of Supervisors (BOS), the appeal was withdrawn on February 11, 2020, prior to the BOS hearing. As a result, the Planning Commission's approvals remained in effect.

The Original Project site spans approximately 1,403 acres and included 396 residential lots within three planning areas (PA1, PA2, and PA3) and one hillside estate lot. The Original Project contained 15.7 gross acres for two public and five private parks, approximately 5.1 miles of trails, and over 4 miles of pedestrian sidewalks, roads, and landscaped areas. Additionally, approximately 953 acres of the 1,403-acre project site is proposed to be preserved within a Limited-Use Easement (LUE), areas for Limited Building Zones (LBZ), and 833-acre permanent biological open space easement. Grading quantities are being revised to accommodate current geotechnical evaluation related expansive soil conditions, which requires the raising and lowering certain development areas. The site grading will balance (as further explained later in the staff report) and includes grading related to installing infrastructure, building pads, slopes, biofiltration basins, roadways, parks, open spaces, and landscaping.

Both the Original Project and the Modified Project include extending utility lines for water, sewer, electric, and gas services. Water and sewer services will be provided by the Rainbow Municipal Water District (RMWD), while gas and electric services will be supplied by San Diego Gas & Electric. Fire protection services will be provided by the North County Fire Protection District (NCFPD), and school services will be provided by the Bonsall Unified School District. PA 3 and the Hillside Estate Lot will require septic systems, which will be reviewed and approved by the Department of Environmental Health & Quality (DEHQ).

The proposed changes to the Modified Project include a Time Extension for an additional six years, extending the expiration date to December 13, 2028 (including automatic State extensions). Additionally, the Modified Project includes updates to grading quantities, utility locations, addition of a new private park, additional architectural floor and elevation plans, reduction of two residential lots (for a total of 394), and road improvements. The time extension is being requested to allow for additional time to obtain the necessary federal and state permits, processing of improvement plans and issuance of the necessary construction permits, and recognition of changes in market conditions. An MND has also been prepared to ensure appropriate mitigation measures for the Crotch Bumble Bee.

The sections contained in this report describe the following: Project description, analysis and discussion, community planning group and public input, CEQA compliance, and the Planning & Development Services (PDS) recommendation. PDS analyzed the Modified Project for consistency with the General Plan, Bonsall and Fallbrook Community Plans, and other applicable regulations,

policies, and ordinances, and reviewed the Modified Project's potential impacts on the environment in accordance with CEQA.

B. REQUESTED ACTIONS

This is a request for the Planning Commission to evaluate the Ocean Breeze Ranch Modified Project, which includes a Time Extension, Revised Tentative Map, Site Plan Modification, Major Use Permit Modification, Mitigated Negative Declaration and determine if the required findings can be made and, if so, take the following actions:

1. Adopt the Environmental Findings, which concludes the Modified Project is consistent with the 2011 General Plan Update and the Environmental Impact Report No. 02-ZA-001 (GPU EIR) certified for the General Plan, and that the Modified Project does not result in peculiar (i.e., significant impact not identified in the GPU EIR) significant effects specific to the project or its site, as shown in the attached findings prepared pursuant to Section 15183 of the Guidelines for the California Environmental Quality Act. In addition, adopt the Environmental Findings, which includes the adoption of a Mitigated Negative Declaration (MND) (Attachment D).
2. Adopt the Resolution of Approval for Tentative Map (PDS2023-TM-5615TER) and Time Extension, which includes those requirements and conditions necessary to ensure that the Modified Project is implemented in a manner consistent with State law and County of San Diego regulations. (Attachment B)
3. Grant the Major Use Permit Modification (PDS2024-MUP-16-012W1) and Site Plan Modification (PDS2023-STP-16-032W1), including requirements, and conditions set forth in the Form of Decision. (Attachment C).

C. REGIONAL SETTING AND PROJECT LOCATION

1. Regional Setting and Project Location

The Project is bordered to the north and west by State Route 76 (SR-76), to the east by Interstate 15 (I-15), and to the south by West Lilac Road. The project site encompasses approximately 1,403 acres and is located primarily in the northernmost region of the Bonsall Community Plan area, with approximately two acres located in the southernmost area of the Fallbrook Community Plan area. The property includes a variety of terrain, from a relatively flat plain near the San Luis Rey River along the northern boundary, to ridges and hillsides near the property's southern boundaries. Portions of the property site are currently developed for equestrian and limited agricultural uses. However, a large portion of the site, located primarily to the east and south along West Lilac Road, a public road, remains undeveloped. (Figures 1 and 2 below)

The Project site is located nearby the rural communities of Bonsall and Fallbrook within the unincorporated area of northern San Diego County. The General Plan Regional Categories for the site are Village, Semi-Rural and Rural. Surrounding land uses include single-family residential, proposed public parks, proposed regional trails, schools, equestrian facilities and agricultural lands. Please refer to Attachment A – Planning Documentation, for maps of surrounding land uses and zoning designations.

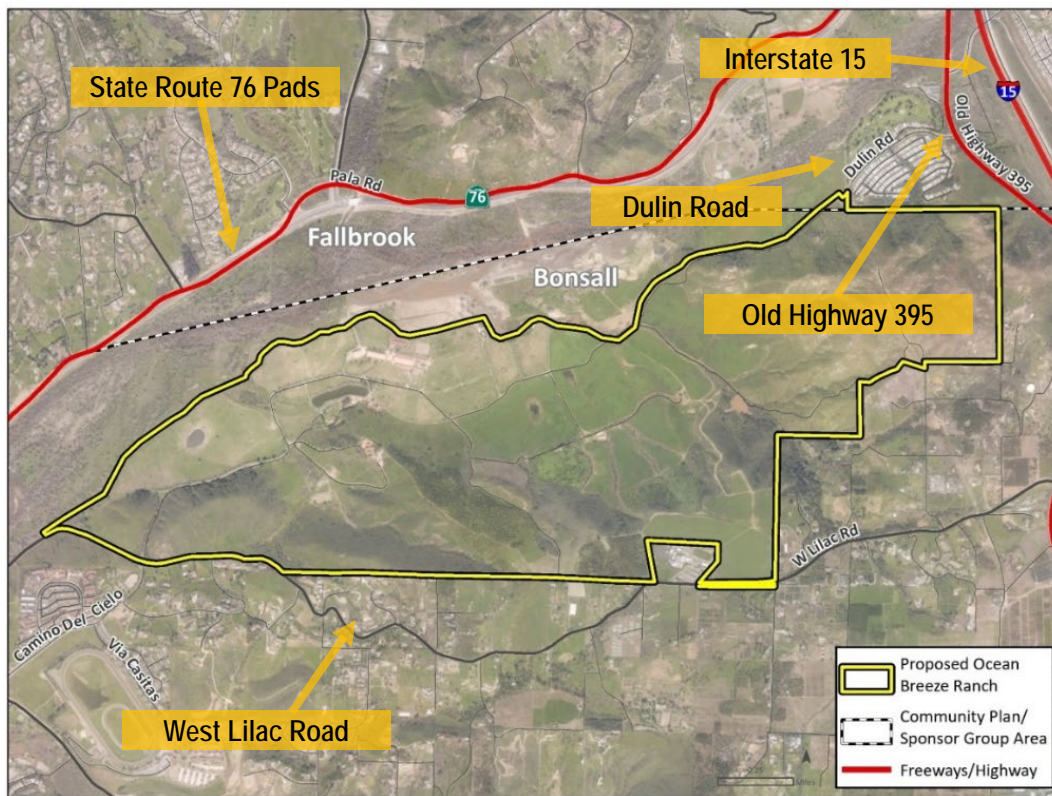


Figure 1 – Project Site Aerial

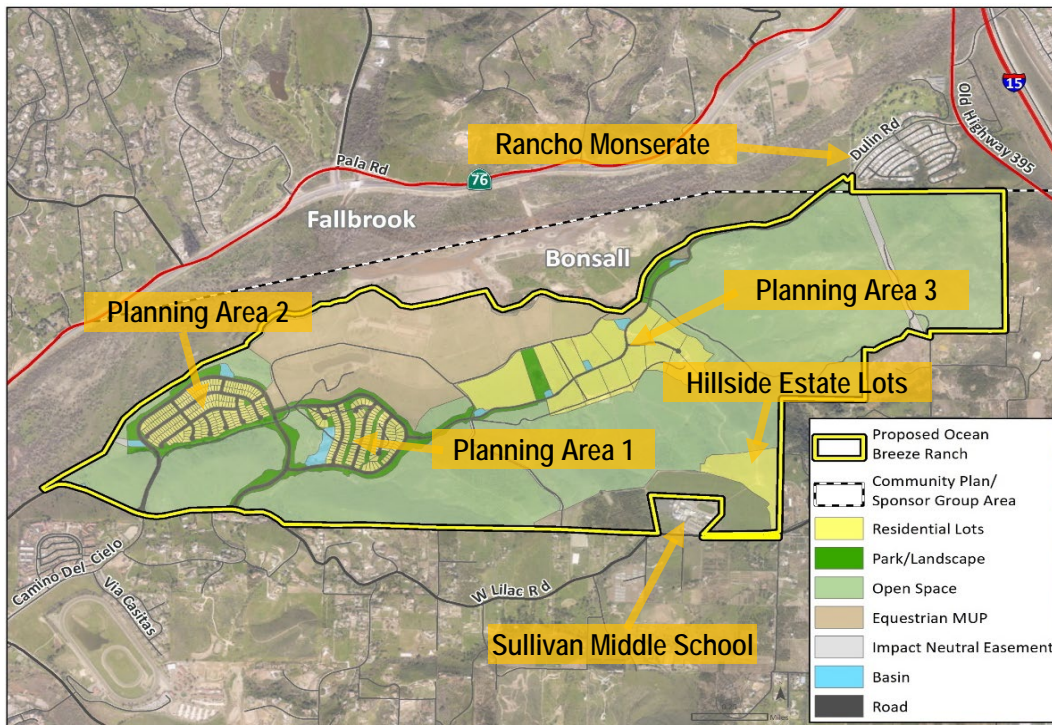


Figure 2 – Modified Project Layout.

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Table -1: Surrounding Zoning and Land Uses

Location	General Plan	Zoning	Adjacent Streets	Description
North	(SR-2) Semi-Rural Residential, (RL-40) Rural Lands	Limited Agricultural (A70), General Agricultural (A72), Recreational Residential Orientation (RRO)	SR-76	Agriculture, San Luis Rey River Park, Undeveloped Lands, Single-Family Residential, SR-76
East	(RL-20) Rural Lands, (SR-4) Semi-Rural Residential, (VR-4.3) Village Residential	Limited Agricultural (A70), Rural Residential (RR), Residential Mobile Home (RMH4)	Dulin Road	Mobile home Park, Single-Family Residential, Undeveloped Lands
South	(SR-2) Semi-Rural Residential, (SR-4) Semi-Rural Residential, (VR-4.3) Village Residential, (VR-15) Village Residential	Limited Agricultural (A70), General Agricultural (A72), Rural Residential (RR), Rural Urban (RU), Rural Variable (RV)	West Lilac Road	Agriculture, Single-Family Residential, Golf Course Equestrian Facilities
West	Open Space (Recreation), Public/Semi-Public Facilities, General Commercial, (VR-7.3) Village Residential, (SR-2) Semi-Rural Residential	Limited Agricultural (A70), Specific Plan (S80), Commercial (C30), Single Family Residential (RS), Rural Residential (RR)	SR-76	Agriculture, Open Space, Single-Family Residential, SR-76

2. Original Ocean Breeze Ranch Project

The Original Project was approved by the Planning Commission on December 13, 2019, and included a Tentative Map (PDS2016-TM-5615), Site Plan (PDS2016-STP-16-032), Major Use Permit (PDS2016-MUP-16-012), and Major Use Permit – Equestrian Facility (PDS2016-MUP-16-013). It included two components, a residential development, and a private equestrian facility. The residential development component consisted of 396 residential lots, a total of 15.7 acres in seven public and private parks, approximately 5.1 miles of trails, approximately four miles of pedestrian sidewalks, roads, and landscaping. The residential development was to be divided into three planning areas and designed to be phased.

The Original Project was approved as a Planned Development under Section 5800 of the Zoning Ordinance and as a Conservation Subdivision under Section 81.401(r) of the Subdivision Ordinance. A Conservation Subdivision clusters development to minimize environmental impact, placing sensitive areas under conservation easements. The Original Project preserved 857 acres of the 1,403-acre site through a limited use easement (PA 3 includes a 22.7-acre area as non-buildable space and allows for implementation of equestrian uses (e.g., conversion to pasture)) and a biological open space easement. It also included minor improvements to an existing equestrian facility. A summary of the Original Project is included below:

a. Residential Development

The Original Project included 396 residential lots across three Planning Areas (PA 1, PA 2, and PA 3), fewer than the 402-unit maximum allowed by the General Plan.

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- Planning Area 1 (PA 1)

PA 1 is located south of the existing equestrian facility, northeast of West Lilac Road. Covering 68 acres, it included 144 residential lots with a minimum lot size of 5,000 square feet. Additionally, nine homeowners' association (HOA) lots were designated for parks, stormwater basins, and open space.

- Planning Area 2 (PA 2)

PA 2 is southwest of the existing equestrian facility, north of West Lilac Road. It includes 67 acres and 237 residential lots with minimum lot sizes of 4,500 to 5,000 square feet. Thirteen HOA lots were designated for parks, stormwater basins, and open space.

- Planning Area 3 (PA 3)

PA 3 was 153.3 acres and located along a private road connecting to Dulin Road. It included 15 residential lots, each with a minimum lot size of 5 acres. The area also included 17 HOA lots for stormwater basins and open space. Additionally, a 24-acre Hillside Estate Lot is located off West Lilac Road, near Norman L. Sullivan Middle School.

- b. Residential Units

The Original Project offered two home styles across PA 1 and PA 2, featuring architectural designs such as Cottage, Ranch, Craftsman, Tuscan, Monterey, Farmhouse, and Spanish. Homes ranged from 2,000 to 3,400 square feet with three to four bedrooms and two to three bathrooms. Each home included a two- or three-car garage and a minimum of 10 feet between lots. The design included muted color schemes and natural elements. Homes also included a 1.8-kW solar system and are to be pre-wired for an EV charging station. For PA 3, specific architectural plans were not provided. However, all homes must comply with the Bonsall Design Guidelines, which regulate architectural styles, setbacks, grading, and landscaping.

- c. Conservation Subdivision

The Original Project was designed as a Conservation Subdivision and clustered development, conserving 68% of the land (953 acres). Of this, 833 acres (59%) will be preserved under a biological open space easement, while 120 acres (9%) will be placed under a limited use easement in the equestrian facility and PA 3. To meet conservation requirements, the project consolidates development into 311 acres (22% of the site), minimizing its environmental impact. The remaining (10% of the site), are smaller easement areas, and a remainder parcel which totals 137 acres.

- d. Recreation Areas

The Original Project also included 8.46 net acres of public and private park space in PA 1 and PA 2, exceeding the 3.2-acre requirement for 396 dwelling units under the County's Park Lands Dedication Ordinance (PLDO). These parks provide both active and passive recreational opportunities for residents and the surrounding community.

- e. Trails & Pedestrian Access

The Original Project included 5.1 miles of trails and 4 miles of sidewalks throughout PA 1, PA 2, and PA 3. It also includes connection points to the future San Luis Rey River Trail and Bonsall Community Parks. A community 15-foot-wide trail easement will extend toward Sullivan Middle School, crossing biological open space for access. The trail will be fenced with three-wire fencing to allow for wildlife movement.

f. Road Access & Improvements

The Original Project includes public roads within PA 1 and PA 2 to provide access to homes, parks, and trails. A private road through PA 3 will connect to Dulin Road, with gated access at both ends. An interim emergency access road through the equestrian facility will be required for approximately three years until the private road connection to Dulin Road is completed. All private roads will be maintained by the HOA through a Road Maintenance Agreement with the County. Additional information on road improvements is included below under the Development Proposal section.

g. Equestrian Facility

The Original Project also included an existing unpermitted equestrian facility on 375 acres. As part of the project, the facility will be reduced to 203 acres, with 172 acres designated as limited use easement. MUP PDS2016-MUP-16-013 was approved for up to 400 horses. The permit also requires building permits for unpermitted structures. The facility will include 204,433 square feet of existing and proposed structures. Currently, the facility employs 20 full-time staff, including horse trainers, maintenance workers, and ranch administrators. Eight employee housing units will remain on-site, including five historically significant buildings and three manufactured homes. The facility's primary access will be from West Lilac Road, with gated secondary access via Dulin Road. No changes to the Equestrian Facility are proposed as part of the Modified Project.

h. Municipal Services

The Original Project met all service availability requirements under the General Plan and Board of Supervisors Policy 1-84.

- Water & Sewer: Rainbow Municipal Water District (RMWD)
- Fire Protection: North County Fire Protection District (NCFPD)
- Schools: Bonsall Unified School District (BUSD)
- Septic Services: Required for PA 3, Hillside Estate Lot, and existing equestrian facility.

D. DEVELOPMENT PROPOSAL

The Modified Project includes a Revised Map/Time Extension, STP Modification and MUP Modification. The proposed changes include adjusting lot lines, changes in grading elevations and quantities to accommodate drainage features and existing soil conditions, reduction of two residential lots (394 Lots), architectural changes, additional roadway improvements and associated utility relocations. The changes are described in further detail below:

1. Modifications to 86 lot lines – The Modified Project proposes to modify 57 residential lots, 25 open space lots, and 2 public and 2 private parks lots due to changes in building pad elevations. These adjustments maintain the majority of the original street and lot layouts approved under the original TM, with minor shifts to street alignment and lot boundaries.
2. Grading changes – The Modified Project proposes changes to building pad elevations based on a more precise geotechnical evaluation. This evaluation resulted in lowering building pads in PA1 and PA3 (ranging from two to six feet) while raising them in PA2 (range from one-half foot to one foot), along with updated utility alignments in these areas. These changes in pad elevations retain the majority of the street and lot layout approved under the Original Project, with minor shifts to interior lot lines and street alignments.
3. Open space – The Modified Project will create a new parcel through a lot line adjustment to separate 100-acres from the 308.9-acre open space easement. This area is excess land not

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needed to mitigate for the Modified Project impacts. The eastern hills excess biological open space area and associated 100-acre subsection are identified on the project's Revised Tentative Map as separate parcels from the rest of the biological open space. This will allow the excess area, including the 100-acre subsection of the 308.9-acre area, to be sold for mitigation but to remain managed under the Resource Management Plan (RMP).

4. Street realignment – The Modified Project proposes to realign Streets A & B and associated surface improvements and utilities. These changes are a result of the grading adjustments for PA 1 and PA 2. The soil material from PA 1, was relocated on PA 2 to increase the pad elevations which subsequently impacted the original roadway design. These adjustments have triggered the requirement to lower Street A elevations, and modify Street B, as well as adjusting intersections, construction of retaining walls, and relocation of utility layouts.
5. Drainage – The Modified Project proposes to incorporate new drainage basins to accommodate on-site detention. The Modified Project also proposes grading changes to accommodate revised pad and street drainage and minor reconfigurations to basins. A new private storm drain will also be constructed in PA 3.
6. West Lilac Road – The Modified Project proposes additional improvements to a portion of West Lilac Road along the project's frontage. The proposed roadway improvements will be wider than was envisioned with the Original Project. A dedicated center left-turn lane has also been added between the two intersections of Street A and West Lilac Road, to allow neighboring residents a safer transition onto West Lilac Road. In addition, road width has been increased near the project's eastern Street A connection at West Lilac Road, resulting in improved line of sight in both directions on West Lilac Road.
7. Architecture – The Modified Project proposes expansion of architectural design styles for residences to offer a broader range of housing choices, and increasing the number of floor plan types to be constructed. The increase of architectural designs include a variety of home styles, square footage, building massing, elevations, and architectural detailing, all of which will create a visually varied street scene within the project.
8. Recreational complex – The Modified Project proposes to incorporate a new private recreational area in PA2 for use by future residents. The recreational complex would include an indoor/outdoor community room, a swimming pool and spa, and outdoor seating areas surrounding the pool deck. This complex is planned to include nine off-street parking spaces. This new amenity results in the applicant removing two residential lots, for a total of 394 lots.

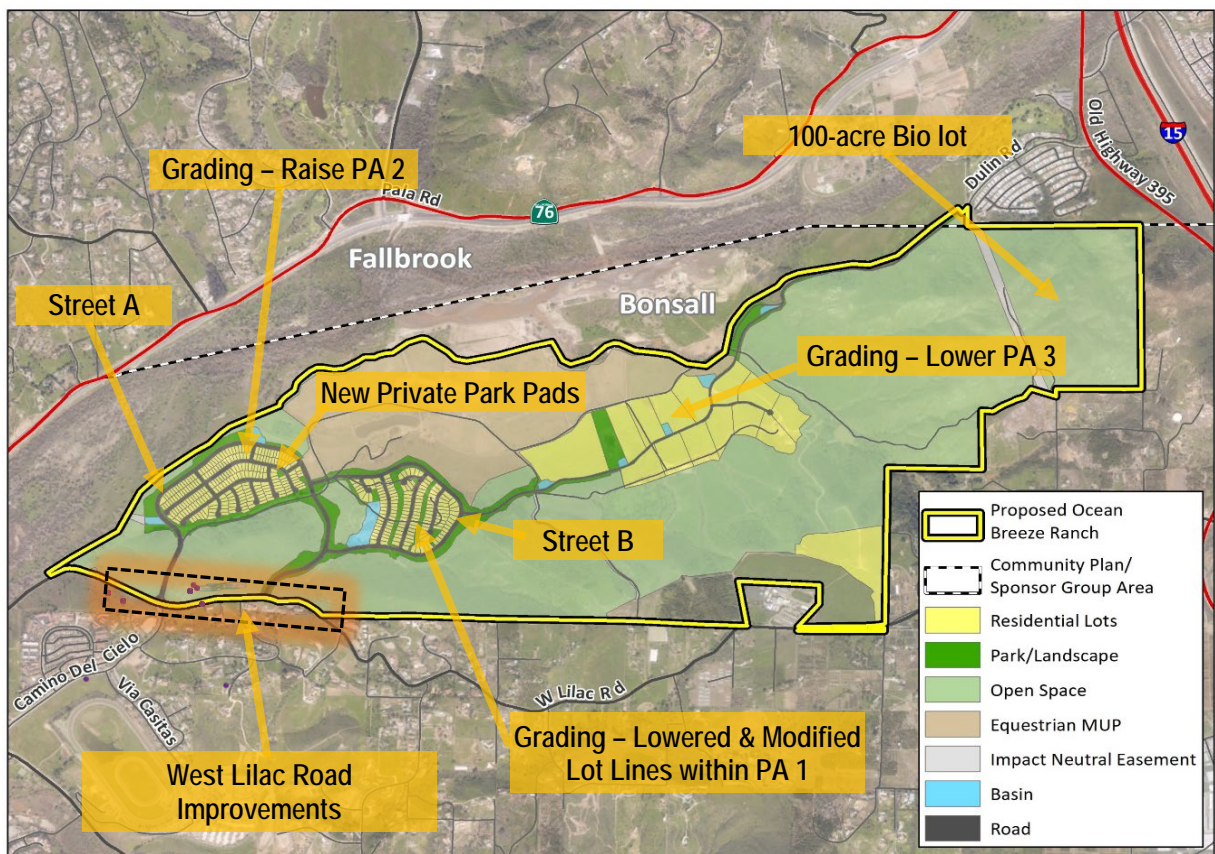


Figure 4: Proposed Modifications

E. ANALYSIS AND DISCUSSIONS

The Modified Project has been reviewed for conformance with all relevant ordinances and guidelines, including the San Diego County General Plan, County Zoning Ordinance, and the California Environmental Quality Act (CEQA) Guidelines. A discussion of the Modified Project's consistency with applicable codes, policies, and ordinances is described below.

1. Key Requirements for Requested Actions

- Is the proposed project consistent with the vision, goals, and policies of the General Plan?
- Does the project comply with the policies set forth under the Bonsall and Fallbrook Community Plans?
- Is the proposed project consistent with the County's Zoning Ordinance?
- Is the project consistent with other applicable County regulations?
- Does the project comply with CEQA?

2. Project Analysis

Revised Tentative Map & Time Extension

The Original Tentative Map (TM) approved the property to be subdivided into 452 lots, including 396 single family residential lots and related roads and trails. The remaining 56 lots were designated for parks, HOA lots, including fuel modification zones, detention basins, an estate parcel, and open spaces. The Revised TM and Time Extension (PDS2023-TM-5615TER) update

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the previously approved TM to reflect the new lot lines, subdivision of the existing open space easement, reduction of two residential lots (394 Lots), and revises conditions of approval to incorporate these changes into the Modified Project. It also adds an additional six years to the approval, extending the expiration date to December 13, 2028. The TM complies with the standards of the County Subdivision Ordinance, the State Subdivision Map Act, and the County Regulatory Code.

Major Use Permit Modification

The Original Project processed two Major Use Permits, PDS2016-MUP-16-013 is related to the existing equestrian facility only and was approved in 2019. PDS2016-MUP-16-012 was approved for a Planned Residential Development including reduced lot sizes, modified setbacks, parks, mitigation measures, and amenities. The MUP Modification (PDS2024-MUP-16-012W1) is proposed to ensure the Modified Project is consistent with the Revised TM and to reflect adjustments in grading quantities, utility location modifications, a new private park, reduction of two residential lots, additional architectural floor, and elevation plans, and additional off-site improvements.

Site Plan Modification

Similar to the Original MUP, the Site Plan (PDS2016-STP-16-032) was approved with the Original Project. It implemented setbacks, landscaping, recreational facilities, and architectural styles for the proposed houses and ensured they were consistent with the Bonsall Design Guidelines. The Site Plan Modification (PDS2024-STP-16-032W1) will update the architectural design styles and comply with the Bonsall Design Guidelines.

CEQA

The Original Project was processed under CEQA Guidelines Section 15183, which exempts projects from additional environmental review if they align with the General Plan and do not introduce new or significant environmental impacts beyond those analyzed in the General Plan Update Environmental Impact Report (GPU EIR) certified on August 3, 2011. A 15183 environmental checklist was circulated in 2019 for public disclosure of the Original Project. This Modified Project has been reviewed and qualifies for the same exemption, as it does not create new environmental impacts.

Under CEQA Guidelines Section 15183, additional environmental review is required only for new or more severe impacts that were not previously analyzed in the GPU EIR. When the Original Project was approved, Crotch's bumble bee (*Bombus crotchii*) was not listed as a candidate species, so its potential impacts were not assessed. However, Crotch's bumble bee has since been listed as a candidate species under the California Endangered Species Act (CESA). To address this, the applicant prepared an addendum to the 2019 Biological Resources Technical Report (BRTR) to evaluate current biological conditions and potential effects on this species. In addition, a focused Mitigated Negative Declaration (MND) was prepared and was advertised for a 32-day public review period. Mitigation measures were also incorporated into the Modified Project conditions to address the Crotch's bumble bee.

Architecture

The Original Project contained two product types with a range of architectural styles, including Cottage, Ranch, Craftsman, Tuscan, Monterey, Farmhouse, and Spanish, within PA 1 and PA 2. These product types included conceptual floor plans ranging in size from 2,000 square feet to 3,400 square feet, each with three to four bedrooms and two to three bathrooms. The approved color schemes included muted colors and natural design elements. Each unit also included a two-car or three-car garage and private useable space in the rear of each unit.

This Modified Project proposes a wider choice of architectural styles and floor plans with flexible living spaces. The applicant is now proposing fifteen product types with architectural styles including Cottage, Ranch, Craftsman, Tuscan, Monterey, Farmhouse, and Spanish, within PA 1 and PA 2. These product types provide a wider variety of conceptual floor plans ranging in size from 2,456 square feet to 4,068 square feet, each with three to five bedrooms and two to four bathrooms. The new architecture changes are consistent with both the Bonsall Design Guidelines and I-15 Design Guidelines in terms of roadway design, lot layouts, protection of ridges, integrated and buffer landscaping, articulation of building types and color palettes, mixture of building materials and color schemes, incorporating and separate fencing applications for different activities or protection of natural resources. These are similar attributes from the Original Project.

Recreation Areas (Parks and Trails)

The Original Project included a total of 8.46 net acres of public and private parks in PA 1 and PA 2, which included 2.3 net acres of public park area, meeting the requirement for 396 dwelling units pursuant to the County's Park Lands Dedication Ordinance (PLDO).

The Modified Project includes a new private recreational area in PA2. The Applicant is proposing a new recreational complex, for use by future residents. The recreational complex would include an indoor/outdoor community room, a swimming pool and spa, and outdoor seating areas surrounding the pool deck. This park amenity is planned to include 9 off-street parking spaces. The total acreage public and private park acreage proposed by the Modified Project is 9.35 acres.

The Original Project included 5.1 miles of trails and 4 miles of sidewalks throughout PA 1, PA 2, and PA 3. It also includes connection points to the future San Luis Rey River Trail and Bonsall Community Parks. A 15-foot-wide trail easement will be constructed between Sullivan Middle School traversing the biological open space to the proposed development. These trails are still proposed, and no changes are proposed with the Modified Project.



Figure 5 – New Park in PA2

Traffic and Circulation

The Traffic Impact Study (TIS) for the Original Project determined it would generate 3,990 average daily trips (ADT). The study analyzed intersections, county roads, and state highways to assess traffic impacts under existing and future conditions. It concluded that with planned improvements and mitigation measures, the Original Project would not create any new significant impacts beyond those analyzed in the General Plan Update Environmental Impact Report (GPU EIR).

This Modified Project incorporates road improvements that were approved under the Original Project. Similar to the Original Project, the Modified project includes frontage improvements to West Lilac Road that will provide a bike lane and multi-use pathway. The project also includes several off-site improvements, including a traffic signal at Old Highway 395 and West Lilac Road (to mitigate a direct impact) and the installation of new all-way stop signs at Old Castle Road and Lilac Road (to mitigate a cumulative impact).

The project also includes payment of the transportation impact fee (TIF). It is estimated that the TIF for this project will be over \$2.6 million based on 2025 rates. More than half of these fees will go into the local TIF program, which is a funding mechanism for County road improvements and is eligible to be used for specific improvements to mitigate cumulative traffic impacts for Ocean Breeze Ranch. Finally, the applicant has indicated that they will be making voluntary improvements consisting of a two way left turn lane between the project's two entrances (Road A and B) on West Lilac; a vehicle cueing facility at Sullivan Middle School to facilitate student drop off and pick up; adding left turn lanes, bike lines, and sidewalks to Bonsall Elementary School on Old River Road; and intersection improvements at Camino Del Rey and West Lilac Road. Please refer to Figure 4 for improvement locations. The Community Planning Group section of this report (below) contains a discussion regarding traffic concerns that were raised during the processing of the Modified Project.

Fire Service

During processing of the Original Project, the community expressed concerns related to fire and evacuation. Concerns were received that the project would increase the number of people requiring evacuation during a wildfire and lengthen overall evacuation time, and that the project was within a moderate to very high Fire Hazard Severity Zone (FHSZ). The Project site falls within the NCFPD, which operates two fire stations located within five minutes of most planning areas and within ten minutes of larger lots. The Modified Project incorporates all original fire conditions, recommendations from the approved Fire Protection Plan (FPP), and has been approved by the North County Fire Protection District (NCFPD).

The Original Project also included a Wildland Fire Evacuation Plan (WFEP), that was reviewed and approved by NCFPD and the County Sheriff. The WFEP outlined evacuation routes, shelter locations, and emergency communication protocols. The primary evacuation routes include:

- a. Northeast evacuation via Dulin Road and Old Highway 395 toward I-15, passing through three emergency access gates, which will remain open during an emergency.
- b. West or east evacuation via West Lilac Road to SR-76 or I-15.

The Original Project mitigates increased traffic by improving Dulin Road, adding an additional evacuation route for residents and emergency services. The number of vehicles associated with the Project that could evacuate on West Lilac Road increases the overall evacuation travel time by approximately 15 minutes. This is offset by the Project improving Dulin Road which offers an

additional evacuation route and access for existing residents and emergency services.

The Ocean Breeze Ranch HOA will also play a key role in fire safety education by providing annual evacuation reminders, emergency plans for each homeowner, and coordination with NCFPD for fire safety meetings. This Modified Project remains consistent with the approved FPP and WFEP. It does not create new or more severe fire risks, and no substantial changes in circumstances require further fire impact analysis.

Grading

The Original Project included a preliminary grading plan that calculated the total volume of earthwork at 1,900,000 cubic yards ("CY") of soil. This total was incorporated and derived from a 2019 geotechnical evaluation that was anticipated to bring Planning Area PA 1 and PA 2 to the desired grades.

Under the Modified Project, further grading analysis was conducted, and earthwork quantities were revised to accommodate the proposed changes as well as address expansive soil conditions, liquefaction, and lateral spreading. This resulted in raising and lowering certain development areas. To address geotechnical requirements, additional fill is required within PA2. The additional fill would be generated by increasing cut quantities within PA1. Pad elevations in PA 1 have been reduced by two to six feet. Pad elevations in PA 2 have been increased by one-half foot to one foot. The Modified Project proposes 2,500,000 cubic yards, resulting in an increase in both cut and fill quantities of 600,000 cubic yards. (Refer to Attachment A for grading analysis).

Overall, the site will balance and will allow the construction of the anticipated infrastructure, building pads, slopes, biofiltration basins, roadways, parks, open spaces, and landscaping. This Modified Project remains consistent with the Original Project with the overall grading footprint and does not create new or more severe grading impacts, and no substantial changes in circumstances require further grading impact analysis.

Biology/Multiple Species Conversation Program (MSCP)

Both the Original Project and the Modified Project have undergone environmental review and coordination with the California Department of Fish & Wildlife (CDFW) and the U.S. Fish and Wildlife Service (USFWS). Biological surveys were conducted in 2013 and 2016 and identified 22 vegetation communities, 4 special-status plant species, and 27 special-status animal species on the project site. Potential impacts to sensitive habitats, wildlife, and jurisdictional wetlands were identified, but mitigation measures, including the preservation of 833 acres within a conserved biological open space will reduce impacts to below significant levels, consistent with the General Plan Update (GPU) Environmental Impact Report (EIR).

To evaluate potential impacts related to Crotch's bumble bee that were not previously analyzed, an Addendum to the 2019 Biological Resources Technical Report was prepared to identify any potential impacts to this species. Two mitigation measures were applied to reduce the potential for indirect impacts to this species to a level below significance by mitigating on-site within the 833-acre biological conservation open spaces area.

The Original Project contemplated a lot line adjustment to separate 100-acres from the 308.9-acre open space easement. The Wildlife Agencies have agreed that 100-acres of the 308.9-acre biological open space may be sold once all County conditions of approval for the Project are met. The 100-acre excess mitigation is identified on the project's Revised Tentative Map as separate parcels from the rest of the biological open space. This will allow the excess area to be sold for

mitigation but to remain managed under the Resource Management Plan (RMP).

General Plan, Bonsall Community Plan and Zoning Ordinance Consistency Tables illustrated in the 2019 Staff Report remain unchanged from the Originally Approved Project and is provided in Attachment E.

6. Applicable County Regulations

Table E-6 Applicable Regulations

County Regulation Policy	Explanation of Project Conformance
a. Resource Protection Ordinance (RPO)	<p>This Project includes 402 acres of lands which meet the steep slopes definition of the County's RPO. Approximately 17 acres (4.2% of on-site steep slopes) are proposed to be impacted. These encroachments into steep slopes for roads and utilities are exempted within RPO Section 86.604(e)(2)(bb)(ii) and (iii).</p> <p>This Project has approximately 24.7 acres of RPO wetland on-site and will impact 0.19 acres of RPO wetlands. Impacts to RPO wetland will be mitigated at a 3:1 ratio for a total mitigation requirement of 0.57 acre. The Project's grading will meet the County and FEMA hydraulic regulations. In addition, a Conditional Letter of Map Revision (CLOMR) and Letter of Map Revision (LOMR) will be required for the Project.</p> <p>The Project will impact sensitive habitat lands consisting of 32.5 acres of occupied gnatcatcher habitat in the western portion of the site. Preservation of onsite habitat within a biological open space easement and breeding season avoidance have been made conditions of approval of project. Through mitigation measures and conditions of approval of the Project complies with the RPO.</p>
b. County Consolidated Fire Code	<p>The Original Project and Modified Project was reviewed and approved by the North County Fire Protection District. The Modified Project will be required to follow the FPP to ensure that the project will implement measures to ensure compliance with the San Diego County Consolidated Fire Code.</p>
c. Noise Ordinance	<p>A Noise Study was approved in 2019 and this Project will be required to implement the identified mitigation including a noise wall along the northeastern corner of the development. Temporary construction noise was found not to exceed County standards. With incorporation of mitigation measures from the GPU EIR, and the amended Conditions of Approval (COA's) the Modified Project will comply with the Noise Ordinance.</p>
d. Light Pollution Code	<p>The Original Project and Modified Project will be required to implement outdoor lighting and glare controls, such as the use of low lumen lights that are shielded down, to ensure compliance with the Light Pollution Code.</p>

e. Watershed Protection Ordinance (WPO)	The original Stormwater Quality Management Plan (SWQMP) was reviewed and approved in compliance with the WPO. The Modified Project has prepared an updated SWQMP and will be required to implement the WPO and has been conditioned to maintain all storm water facilities.
f. Multiple Species Conservation Program (MSCP)	The Project is not located within the adopted South County MSCP.
g. Park Lands Dedication Ordinance (PLDO)	This Project will be required to comply with the PLDO by paying the required PLDO fees in addition to park land dedication. The fees will be collected prior to issuance of the first building permit.

7. Subdivision Ordinance Consistency

The Modified Project has been reviewed for compliance with the Subdivision Ordinance. The project is consistent with the requirements for major subdivisions in terms of design (Section 81.401), dedication and access (Section 81.402) and improvements (Sections 81.403 and 81.404), and Planned Development regulations (Section 81.401.O). The Project includes requirements and conditions of approval necessary to ensure the project is implemented in a manner consistent with the Subdivision Map Act and the Subdivision Ordinance.

8. California Environmental Quality Act (CEQA) Compliance

The Modified Project has been reviewed for compliance with the previously approved CEQA document (PDS2016-ER-16-02-006), dated December 13, 2019, and with the additional Mitigated Negative Declaration analysis, dated January 2, 2025. The proposed Modified Project, as designed, will not cause any significant impacts to the environment which require mitigation measures that were not previously analyzed in the previously certified GPU EIR and Mitigated Negative Declaration. There are no substantial changes to the Modified Project, changes in circumstances, or new information that would result in new significant environmental effects or a substantial increase in the severity of previously identified significant effects from what was analyzed in the certified GPU EIR.

• 15183 Additional Analysis for the Modified Project

In December 2019, Statement of Reasons for Exemption from Additional Environmental Review and 15183 Checklist was approved by the County of San Diego Planning Commission for the previously approved project, Ocean Breeze Ranch. Additional analysis provided in this 15183 Initial Study Checklist is to address the changes in the project since the 2019 approval and to determine if any additional environmental impacts would occur from these changes beyond those analyzed in 2019 and in the County General Plan Program Environmental Impact Report (EIR). The Original Project 15183 Checklist was updated to include the project changes in a modified 15183 Checklist and Supplemental technical studies were prepared for the Modified Project to provide evidence that the changes do not result in any new or more severe impacts (i.e., peculiar impacts) than disclosed in the 2019 15183 Checklist or the General Plan PEIR.

• Focused Mitigated Negative Declaration

A Focused Mitigated Negative Declaration (MND) has been prepared for the Modified Project to address potential project impacts to biological resources (Crotch's bumble bee) and mitigation measures have been incorporated to reduce potentially significant impacts to a less-than-significant level.

F. COMMUNITY PLANNING GROUP (CPG)

The Modified Project is located with the Bonsall Community Sponsor Group (BCSG) and Fallbrook Community Planning Group (FCPG) areas. The project is also subject to the Bonsall Design Review Guidelines and the I-15 Design Review Guidelines because the Project site is visible from the I-15.

The Original Project was reviewed by both the BCSG and Bonsall Design Review Board at a total of 12 sponsor group meetings between 2016 and 2019. The BCSG made a conditional recommendation of approval on November 19, 2019. The BCSG recommended support for the Original Project upon the applicant's representation regarding traffic funding contribution for \$1,000,000 by a vote of 4-0-2-1-0 (4 Ayes, 2 Noes, 0 Abstain, 1 Vacant, 0 Absent). This recommendation is detailed in the original 2019 Ocean Breeze Ranch Staff Report included in Attachment E.

The Interstate 15 Design Review Board (DRB) considered and discussed the Original Project on August 14, 2019. The DRB voted to recommend approval of the Project 4-0-0-0-3 (4 Ayes, 0 Noes, 0 Abstain, 0 Vacant, 3 Absent). Because no changes are proposed within the portion of the property within the I-15 Design Review area, the Review Board did not make a recommendation on the Modified Project.

On October 21, 2019, the Original Project was placed on an agenda for the FCPG as a voting item. County staff presented the proposed project. The FCPG discussed traffic and pedestrian safety concerns related to the Rancho Monserate Country Club and requested that a traffic calming feature be installed along Dulin Road. The Applicant volunteered to install a single traffic calming device, consisting of a paved raised crosswalk wide enough to accommodate a golf cart, to provide for safe crossing of Dulin Road by members of the Rancho Monserate community. The FCPG recommended approval 10-0-0-0-3 (10 Ayes, 0 Noes, 0 Abstain, 0 Vacant, 3 Absent) with the condition to install a traffic calming feature along Dulin Road. The Fallbrook Planning Group decided not to make a recommendation on the Modified Project.

The Modified Project has been heard several times at the BCSG since 2019 as noted below:

- September 5, 2023, the Applicant team presented the Modified Project and the BCSG voted to recommend approval of the Project's Time Extension, proposed grading and elevations changes to the TM, and voted 5-0-0-1-1 (5 ayes, 0 Noes, 0 Abstain, 1 Absent, 1 Vacant).
- March 4, 2025, the Modified Project was presented by County staff and the Applicant team, the BCSG did not make a recommendation, but asked questions related to traffic, roadway improvements, fire concerns, school impacts, and requested the County and Applicant team come back for a special meeting on March 18, 2025.
- March 18, 2025, County staff and the Applicant team attended the special meeting. The BCSG again discussed their concerns and did not make a recommendation and requested the Applicant and County staff come back in April for further discussions on traffic concerns and allocation of TIF funds.
- April 1, 2025, County staff and the Applicant team again attended the BCSG meeting. County staff and the applicant discussed the project scope, applicant voluntary traffic improvements, TIF fund processing and allocations, and discussed concerns regarding school funding and a request for a community facilities district (CFD) with the school district. The BCSG voted 4-1-0-2-0 (4 Ayes, 1 Noes, 0 Abstain, 2 Absent, 0 Vacant) recommending approval with the understanding that the applicant would make the voluntary traffic improvements and County Staff would work with the BCSG on allocation of the TIF funds for local improvements.

G. PUBLIC INPUT

Upon receiving the appropriate applications for a Time Extension, Revised Tentative Map, Site Plan Modification and Major Use Permit Modification, PDS sent out approximately 375 notices to the community on July 27, 2023. The MND for the Crotch's bumble bee was noticed to approximately 1,100 surrounding property owners within 1,500 feet and was available for public review from January 2, 2025, to February 3, 2025 (32 days). Another public notice to property owners within 1,500 feet was sent out in advance of this Planning Commission hearing.

During processing, various questions were received from the community related to traffic and fire concerns, road improvements, park improvements, and to obtain additional information about the project. The County also received one written correspondence during the public review period from the Bonsall Unified School District related to school capacity, funding, and traffic impacts/improvements. The correspondence was reviewed, and responses were prepared. The comment letter was not directly related to the MND for the Crotch's bumble bee. The comments do not raise any concerns or issues that were not addressed under the previous 15183 exemption nor the MND. Please refer to Attachment D for the comments and County responses.

During processing of the Original Project as well as the Modified Project, PDS coordinated and consulted with the Rincon Tribe regarding the conditions of approval for cultural resources. The Rincon Tribe reviewed and concurred with the conditions of approval for cultural resources that were approved for the Original Project. The conditions of approval for cultural resources remain the same for the Modified Project. During the processing of the Modified Project, PDS conducted tribal consultation with the Rincon Tribe in accordance with AB-52 due to the preparation of a Mitigated Negative Declaration (MND) for the Crotches Bumble Bee. While the Rincon Tribe did not provide specific comments about the project, they have continued to express their concerns with the County's use of the California Environmental Quality Act (CEQA) 15183 process. The County continues to work with the Rincon Tribe on their concerns related to the use of CEQA Section 15183.

The County also received an additional letter dated March 31, 2025, from the Bonsall Unified School District related to school concerns, overcrowding and a request to form a CFD to provide additional funding to the School District. This letter is also included in Attachment D.

H. RECOMMENDATIONS

Staff recommends that the Planning Commission take the following actions:

- a. Adopt the Environmental Findings, which includes a finding that the Project is exempt from further environmental review pursuant to Section 15183 of the California Environmental Quality Act (CEQA) Guidelines and includes the adoption of an MND pursuant to the CEQA Guidelines (PDS2024-ER-16-02-006B) (Attachment D).
- b. Adopt the TM Resolution PDS2023-TM-5615TER and a Time Extension, which includes those requirements and conditions necessary to ensure the project is implemented in a manner consistent with State law and County regulations as set forth in the Resolution of Approval (Attachment B).
- c. Grant the Major Use Permit Modification (PDS2024-MUP-16-012W1) and Site Plan Modification (PDS2023-STP-16-032W1), including requirements, and conditions set forth in the Form of Decision (Attachment C).

Report Prepared By:

Greg Mattson, AICP, Project Manager
(619) 895-7177

Gregory.Mattson@sdcounty.ca.gov

Report Approved By:

Vince Nicoletti, Director
(858) 694-2962

Vince.Nicoletti@sdcounty.ca.gov

AUTHORIZED REPRESENTATIVE: _____

Mark Slovick

VINCE NICOLETTI, DIRECTOR

ATTACHMENTS:

Attachment A – Planning Documentation

Attachment B – Resolution Approving Revised Tentative Map PDS2023-VTM 5615TER

Attachment C – Major Use Plan Modification PDS 2024-MUP-16-012W1 and Site Plan Modification
Form of Decision PDS2024-STP-16-032W1

Attachment D – Environmental Documentation

Attachment E – 2019 Ocean Breeze Ranch Staff Report

Attachment F – Public Documentation

Attachment G – Ownership Disclosure