



The County of San Diego

Planning Commission Hearing Report

Date:	June 8, 2018	Case/File No.:	Lilac Hills Ranch Master Planned Community PDS2012-3800-12-001 (GPA), PDS2012-3810-12-001 (SP), PDS2012-3600-12-003 (REZ), PDS2012-3100-5571(TM 5571 RPL ⁵), PDS2012-3100-5572 (TM 5572 RPL ⁵), PDS2012-3300-12-005 (MUP), & PDS2012-3500-12-018 (STP)
Place:	County Conference Center 5520 Overland Avenue San Diego, CA 92123	Project:	Master Planned Community consisting of 1,746 dwelling units, 90,000 square feet of commercial, civic and other associated uses on 608 acres
Time:	9:00 a.m.	Applicant/Owner:	Village Communities LLC/Numerous
Agenda Item:	#1	Appeal Status:	This determination is not appealable
Environmental:	An Environmental Impact Report has been prepared for the project	APNs:	127-072-14, 20, 38, 40, 41, 46, 47; 128-280-10, 27, 37, 42, 46; 128-290-07, 09, 10, 11, 51, 54, 55, 56, 57, 58, 59, 60, 61, 69, 70, 71, 72, 74, 75; 128-440-01, 02, 03, 05, 06, 14, 15, 17, 18, 19, 20, 21, 22, 23; 129-010-62, 68, 69, 70, 71, 72, 73, 74, 75, 76; 129-011-15 & 16; 129-300-09 & 10
	Planning Commission's determination is exempt from CEQA per Section 15060(c)(2)	Request:	Determine whether the changes to the proposed project, which have occurred since the Planning Commission's recommendation on September 11, 2015, are "substantial modifications" requiring additional review and recommendation by the Planning Commission

A. EXECUTIVE SUMMARY

Introduction

The purpose of this staff report is to provide the Planning Commission with the information necessary to determine whether the changes to the proposed Lilac Hills Ranch project that have occurred since the Planning Commission's recommendation of the project on September 11, 2015, are "substantial

modifications”, as outlined by the California Government Code. At the Planning Commission hearing of March 23, 2018, the Planning Commission directed Planning & Development Services (PDS) to place on a future agenda an item to consider whether changes to the proposed Lilac Hills Ranch project are “substantial modifications” and require a new recommendation by the Planning Commission under California Government Code 65356. If the Planning Commission determines that the changes constitute “substantial modifications” that were not previously considered by the Planning Commission during its prior hearings, the Lilac Hills Ranch project shall be required to obtain another recommendation. If the Planning Commission determine that the project changes are not substantial, then the Planning Commission is not required to review and make a recommendation on the modified project and the Lilac Hills Ranch project may proceed directly to the Board of Supervisors (Board) for action.

The Planning Commission, as the planning agency delegated by the Board, can make the determination about whether the modifications are substantial, because they have the authority to “implement the General Plan through actions including, but not limited to, the administration of Specific Plans and Zoning and Subdivision Ordinances.” (Government Code Sections 65100 and 65103). This determination is entitled to deference by the courts.

The Lilac Hills Ranch project is a master planned community consisting of 608 acres in the Valley Center and Bonsall Community Plan areas. PDS conducted a thorough review of the project for consistency with County codes, policies and ordinances as detailed in the August 7, 2015 staff report (attached - full report with attachments is available here: https://www.sandiegocounty.gov/content/dam/sdc/pds/regulatory/docs/LILAC_HILLS_RANCH/dfeir/responsetocomments/Staff%20Report.pdf).

During the processing of the project application, the County received extensive public comments and concerns by residents and stakeholders. The project was presented to the Planning Commission at three public hearings on August 7, 2015, August 12, 2015, and September 11, 2015.

On September 11, 2015 the Planning Commission voted to recommend approval of the project to the Board with modifications and conditions. This version of the project will be referred to as the “2015 Project with Planning Commission Recommendations.”

In 2016, the applicant placed a modified version of the 2015 Project, which did not include the Planning Commission’s recommendations, on the 2016 countywide ballot as a voter initiative. The initiative was not approved (please see the attached Lilac Hills Ranch Impact Report for a description of the differences between the 2015 Project with Planning Commission Recommendations and the Initiative).

Since the election, the applicant modified the project to include all the recommendations made by staff and the Planning Commission and to avoid and mitigate significant impacts from greenhouse gas (GHG) emissions. This version of the project will be referred to as the “2018 Project.” The changes included in the 2018 Project are discussed in detail below in Section 3 and outlined in the table titled Lilac Hills Ranch Project Changes (Attachment A), include the following changes to the Specific Plan:

1. Added new project design features to reduce GHG emissions; and
2. Added new Transportation Demand Measures and Appendix.

In addition, the following updates and revisions to the EIR have also been made:

1. Revised GHG technical analysis and updated EIR Chapter 2.9;
2. Revised traffic technical analysis and updated EIR Chapter 2.3;
3. Revised noise technical analysis; and
4. Revised air quality technical analysis.

B. BACKGROUND

This section of the staff report briefly summarizes the history of the Lilac Hill Ranch project, including the Plan Amendment Authorization (PAA), 2015 Project with Planning Commission Recommendations, and Voter Initiative. Please refer to Section B.1. of the 2015 staff report for a detailed history of the project.

1. Plan Amendment Authorization Process

In November 2009 the applicant, Accretive Investments, Inc., requested authorization to submit an application for a General Plan Amendment (GPA) through the PAA process which was formerly utilized by the Department of Planning and Land Use (DPLU). The PAA request was for a master planned community that was the basis for the 2015 project. The Director of DPLU denied the request, but after multiple hearings, the Planning Commission authorized the PAA in 2010.

2. 2015 Project Application

On April 30, 2012 the applicant submitted an application for a GPA, Specific Plan, Rezone, Master Tentative Map, Implementing Tentative Map, Major Use Permit and two Site Plans (on December 3, 2013, one Site Plan for the single-family dwelling units in Phase 1 was withdrawn).

On September 11, 2015, the Planning Commission voted 4-3 to recommend approval of the project to the Board subject to a number of modifications to the project design. Additional information regarding the 2015 Planning Commission public hearings is available: https://www.sandiegocounty.gov/content/sdc/pds/regulatory/docs/LILAC_HILLS_RANCH/draft-FEIR.html.

3. Voter Initiative

The applicant placed a modified version of the 2015 Project with Planning Commission Recommendations on the November 8, 2016 ballot as a voter initiative called Measure B. On July 19, 2016, the Board requested an "Impact Report for the Initiative" comparing the site-specific buildout of the General Plan, the Lilac Hills Ranch Project as recommended by the Planning Commission and the Lilac Hills Ranch Specific Plan Initiative. A copy of the Impact Report is attached to this report (Attachment B). San Diego County voters did not approve the measure.

4. 2018 Project Application

On November 30, 2015, the California Supreme Court invalidated a project's environmental analysis of GHG emissions, finding that the "Business as Usual" (BAU) methodology used by the local agency

did not analytically relate statewide reduction targets to project-level reductions (*Center for Biological Diversity v. California Department of Fish and Wildlife*, 62 Cal.4th 204 (2015) (Newhall Ranch Case).

In June of 2017, the Lilac Hills Ranch applicant reinitiated the processing of a revised project by submitting both a revised GHG study to address the Newhall Ranch Court Case and an updated 2018 Specific Plan. Staff reviewed the revised and updated project documentation and recirculated the revised documentation for public review on February 22, 2018 to April 9, 2018, a 45-day public review period. A total of 94 comment letters were received during the public review. Staff is currently in the process of evaluating the comments and preparing responses.

Key Requirements for Determination

This is a request for the Planning Commission to determine whether the changes to the project that have occurred since the Planning Commission's recommendation on September 11, 2015, are considered "substantial modifications", as outlined by California Government Code Section 65356. In consideration of this action, the Planning Commission should determine the following:

Are the changes to the project "substantial modifications" that were not considered previously by the Planning Commission during its hearings, consistent with Government Code 65356?

Recommendation

PDS conducted an analysis of the changes that have occurred since the Planning Commission's recommendation on September 11, 2015. PDS has determined that the changes are "substantial" under section 65356 and therefore require another review and recommendation from the Planning Commission prior to the item being heard by the Board. This determination is based on the changes to the Specific Plan discussed below that have been made since the project was last heard by the Planning Commission in 2015.

C. ANALYSIS AND DISCUSSION

1. Case Law

The Planning Commission is required to make recommendations to the Board on the adoption or amendment of a General Plan (Government Code Section 65354). The same process applies to the adoption of Specific Plans (Government Code Section 65453) and zoning changes (Government Code Section 65857). When a project has been reviewed by the Planning Commission pursuant to these sections, the project shall return to the Planning Commission for an additional recommendation if "substantial modifications" are made to the project prior to its final approval (Government Code Section 65356). The term "substantial modification" is not defined in the Government Code.

There is one court case that addresses changes requiring another recommendation by the Planning Commission, *Tracy First v. City of Tracy*, 177 Cal.App.4th 912, 924-925 (2009) (*Tracy First*). *Tracy First* involved an application to build a supermarket, which required a Specific Plan Amendment, Conditional Use Permit, and associated EIR. In *Tracy First*, the changes made by the applicant after the initial review by the Planning Commission were specifically limited to the EIR and did not involve

changes to a Specific Plan or the project. The court explained that a change to the EIR is not the same as a change to the Specific Plan or project, and held changes made solely to an EIR do not require another recommendation by the Planning Commission.

The *Tracy First* decision also describes the difference between a modification to an EIR and a modification to a project, and noted a “modification in the project application effects changes in the ultimate land use, while a modification of the EIR does not change the end result sought by the project application.” *Tracy First*, 177 Cal.App.4th at 925. While the Tracy First case makes clear that changes to the ultimate use of the land are the types of changes within the meaning of the Government Code provisions requiring another recommendation from the Planning Commission, the case does not provide any guidance as to the amount of change that is needed to meet the “substantial modification” standard.

2. Project Changes

The 2018 Project includes changes to the Specific Plan to incorporate the revisions to the GHG analysis. The following sections describe the changes to the Specific Plan in detail.

a. 2018 Revised Specific Plan Changes

Changes to the Specific Plan are predominantly revisions to project design features to address GHG. Changes include:

- Removal of the previous project design features and GHG measures
 - Removed energy efficiency for residential dwelling units to exceed 2008 Title 24 by 30% (replaced by new measure that requires residences to be designed to State Zero Net Energy Standards)
 - Removed requirement to install dual wiring for solar and electric vehicle (EV) charging station (replaced by new measure that requires installation of EV charging stations)
 - Removed requirement to install 2,000 kW of on-site solar/photovoltaic systems (replaced by new measures that residences be designed to State Zero Net Energy Standards and Solar for 45% of non-residential building roof space)
- Revised description of Transportation Demand Management (TDM) program requiring the implementation of the following
 - Added new TDM plan appendix (38 pages)
 - Carpool Matching Program for Residents
 - Guaranteed Ride Home Program
 - Car Share Program
 - Subsidized Transit Pass Program for Residents
 - Bike-Share Program
 - School Pool Program
 - School Bus Program
 - Walking School Bus Program

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- Unbundled Parking Program
- TDM Strategy Marketing
- Strategies for Hotel Guests
- Interim Private Transit Services (provided until public transit service is available)
- Bike-Share Program
- Hotel Shuttle Service
- Strategies for Employees
- Employee Vanpool/Shuttle Services
- Employee Trip Reduction Through Telecommuting and Staggered Work Hours
- Carpool Matching Program for Employees
- Employee Parking Cash-Out Program
- Subsidized Transit Pass Program for Employees
- TDM Program Marketing for Employees

- Added proposal to achieve “no net increase in GHG emissions”
 - Residences designed to Zero Net Energy Standards
 - Solar for 45% of non-residential building roof space
 - High-efficiency LED lighting (indoor and outdoor)
 - Implement TDM Program measures
 - Install one EV charging station in each residence and 22 dual port EV charging stations in non-residential areas
 - Install 13 dual port EV charging stations off-site
 - Install natural gas outlets in all backyards
 - Install electrical outlets in all front and rear yards
 - Install energy efficient AC and heating systems
 - Achieve carbon neutrality (purchase of carbon offsets)

- Added description of new Stormwater requirements (MS4)
 - Critical coarse sediment compliance
 - Installation of bypass culverts to transport upstream runoff through the site (no changes to Tentative Map are needed as a result of the new analysis)

- Revised General Plan Conformance section
 - Additional explanation of project’s conformance with General Plan policies related to GHG
 - TDM discussion revised
 - Sustainability discussion revised

- Added new EIR Matrix of Project changes appendix (7 pages)
 - Explains staff and PC recommendations and how they were analyzed in EIR

The Specific Plan also includes editorial and grammatical changes that are not considered substantial.

3. Other Factors Present

Government Code section 65356 addresses when a project must return to the Planning Commission for review and recommendation, as discussed above. However, there are other factors present which may be of interest to the Planning Commission in their discussion and deliberation. More specifically, almost three years have passed (two and three-quarter years) since the prior Planning Commission recommendation, changes have been made to the environmental analysis which identify new significant impacts and mitigation associated with traffic and GHG, and the amount of public interest in the project. PDS considered these additional factors in an effort to remain transparent throughout this process, in addition to the Specific Plan changes, as part of its recommendation that the project return to the Planning Commission for another recommendation.

D. DEVELOPMENT PROPOSAL

1. Project Location and Site

No Change: The 2018 Project does not propose changes to the location or boundaries of the project area.

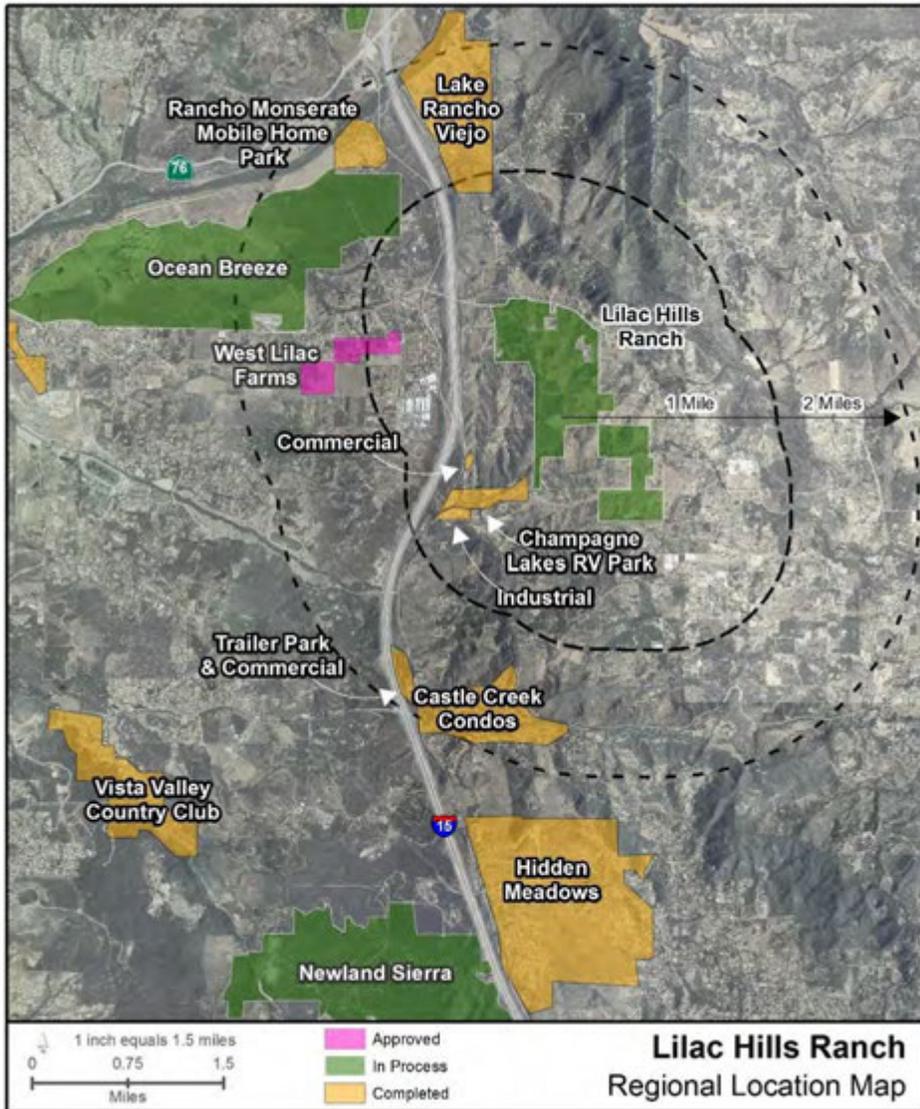


Figure 1: Regional Location Map

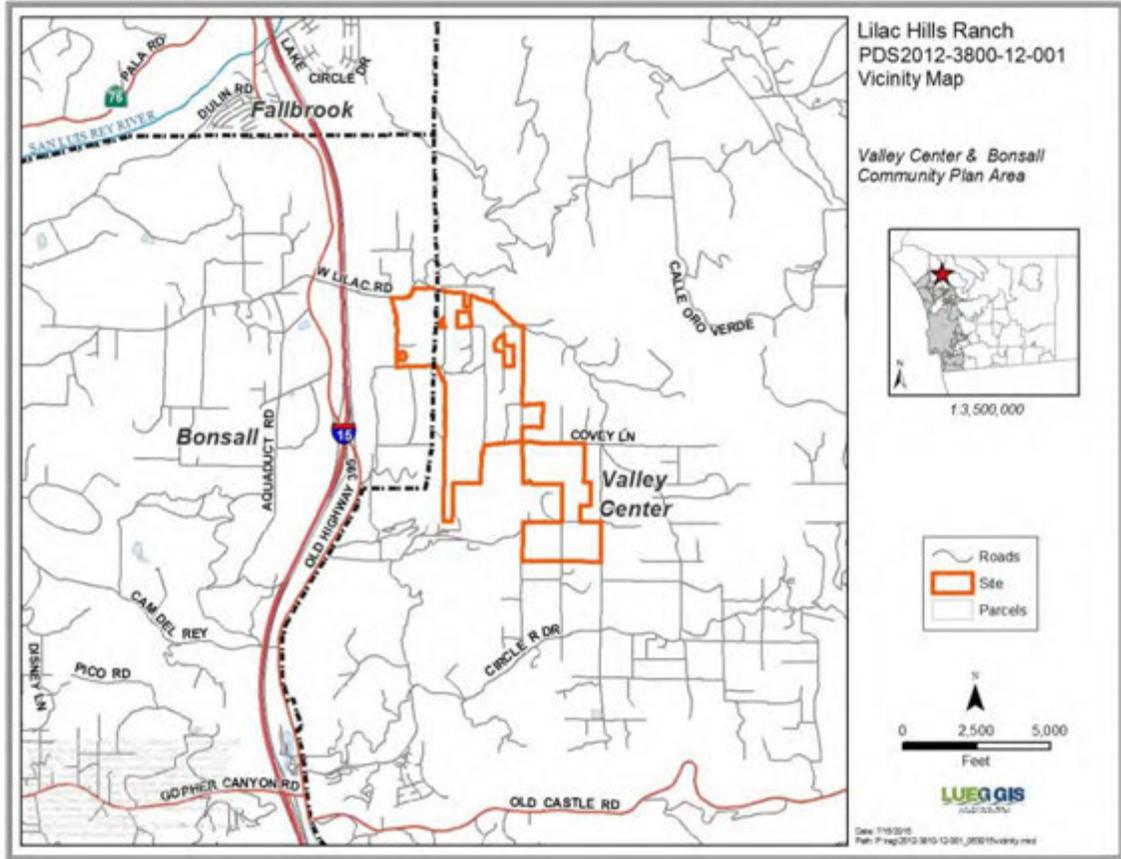


Figure 2: Project Location Map

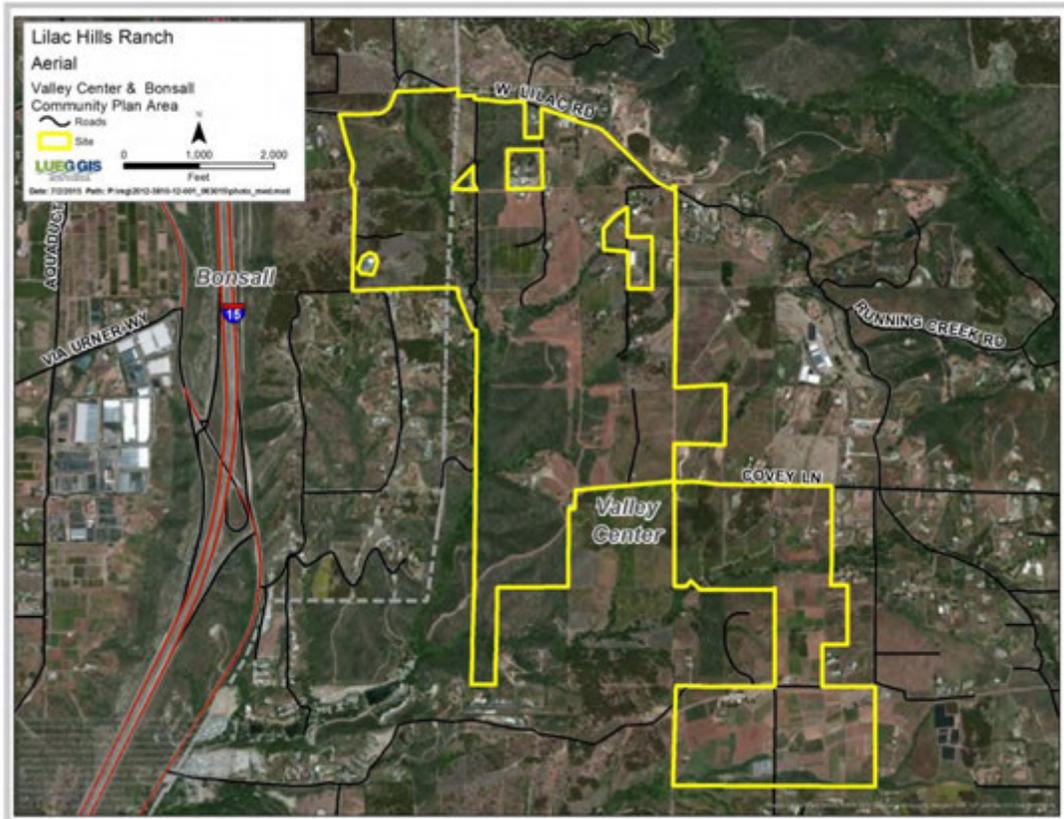


Figure 3: Aerial Photo

2. Project Description

No Change: The 2018 Project includes the Planning Commission recommendations that the applicant fund and build a turn-key school at a site to be determined by the school district as well as the recommendations related to roadway design modifications and improvements, including West Lilac Road, Mountain Ridge Road and Covey Lane.

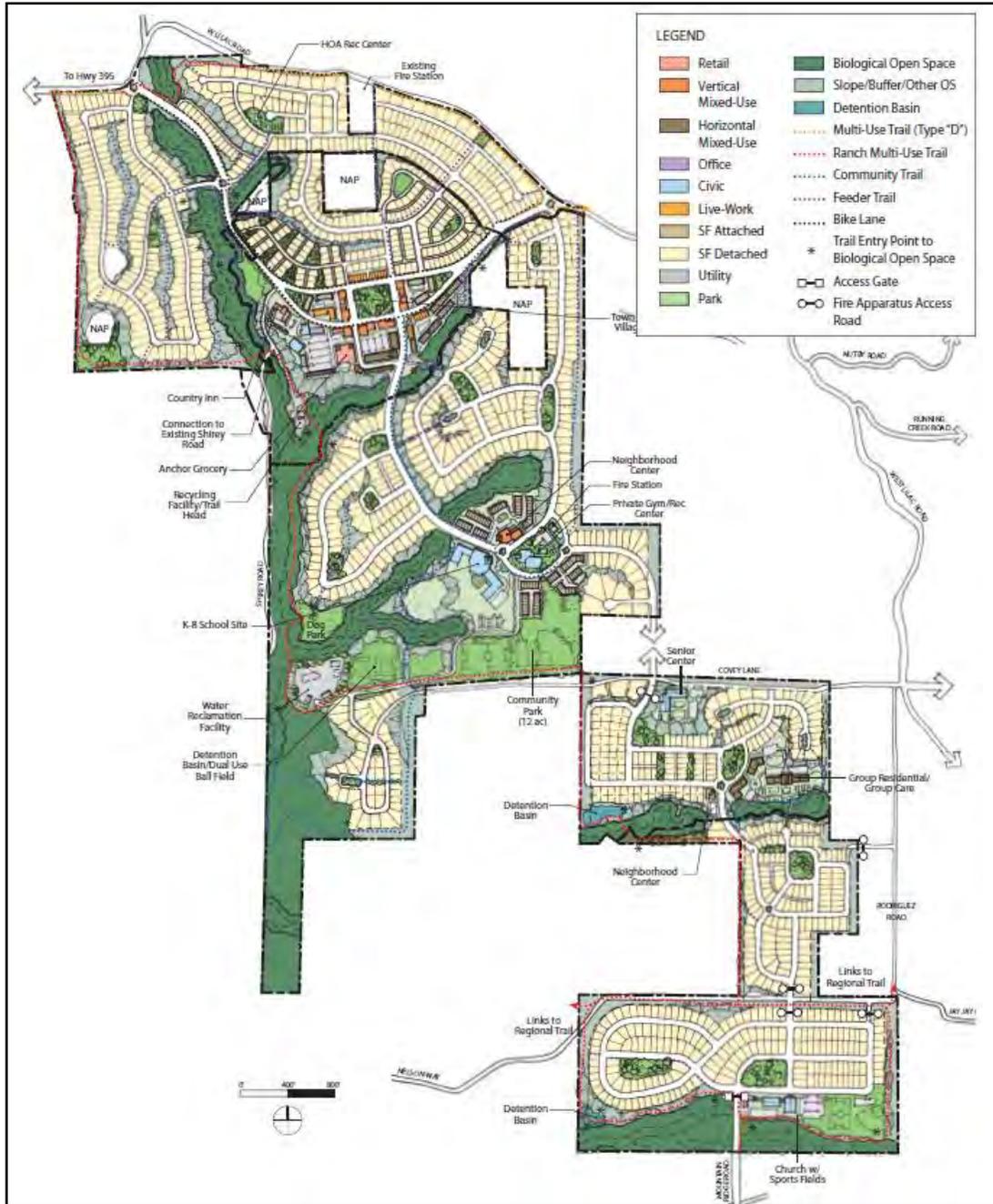


Figure 4: Conceptual Development Plan

a. Specific Plan

Change: The 2018 Project includes changes to the Specific Plan to reflect the updated project design features and are related to GHG emissions reductions as described in Section C.2.a. of this report.

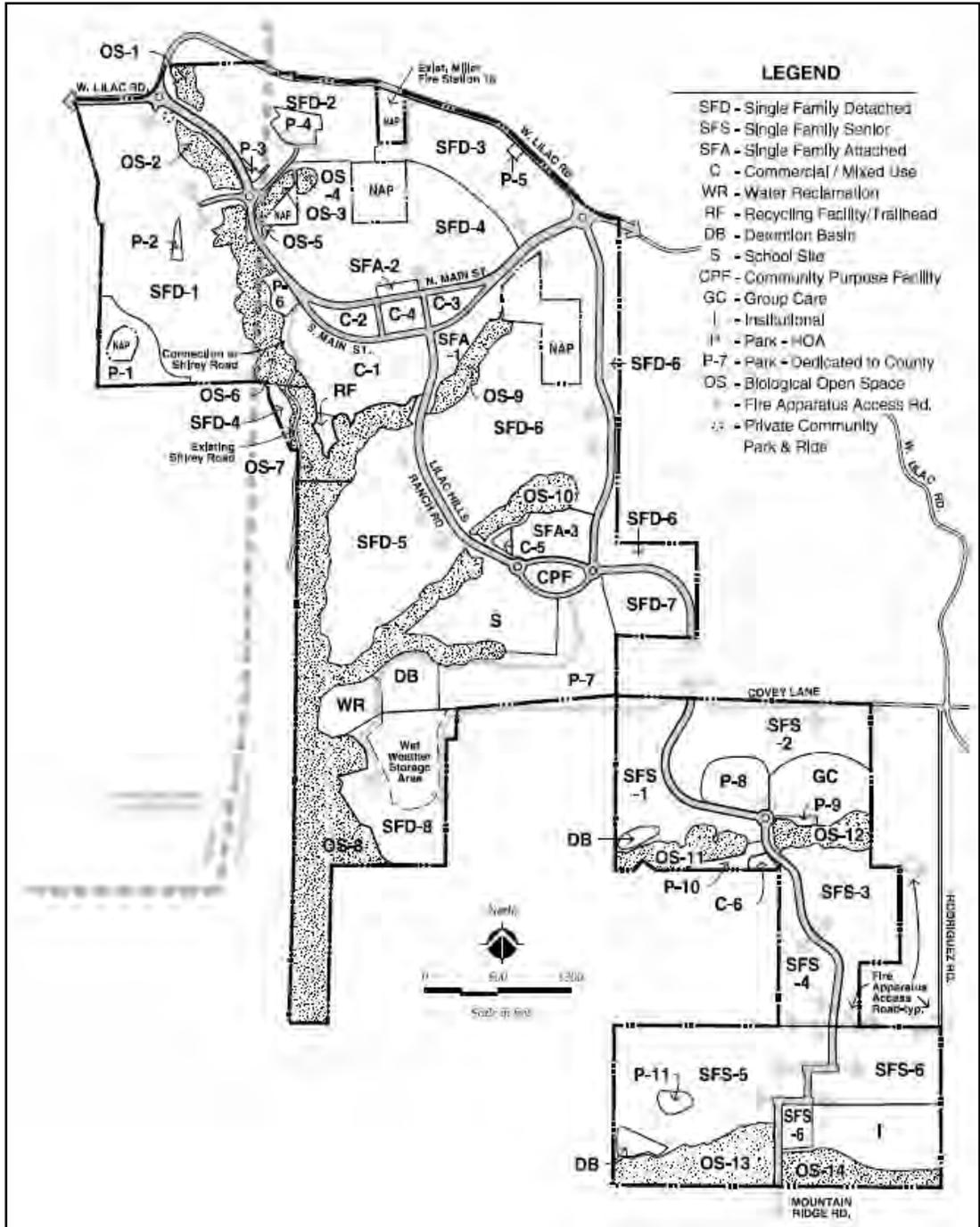


Figure 5 - Specific Plan Map

b. Phasing

No Change: The 2018 Project incorporates all the Planning Commission recommendations related to phasing of improvements:

- Developer must construct the Town Center after 1,000 homes are built.

- Developer must construct Main Street concurrently with the development of Phase 2 or Phase 3, provide access from Phase 4 to either West Lilac Road via Lilac Hills Ranch Road or Residential Road 10 as identified in the Specific Plan, and provide access to either Covey Lane or Rodriguez Road concurrently with the development of Phase 5.
- Developer must coordinate with North County Transit District on the future siting of a transit stop in Phase 2 Town Center and provide improvements concurrently with development of Phase 2.
- Establish access rights to Mountain Ridge Road prior to implementation of Phase 5.
- Developer must resolve overburdening of Mountain Ridge Road prior to the implementation of the Phase 5 Implementing Tentative Map.

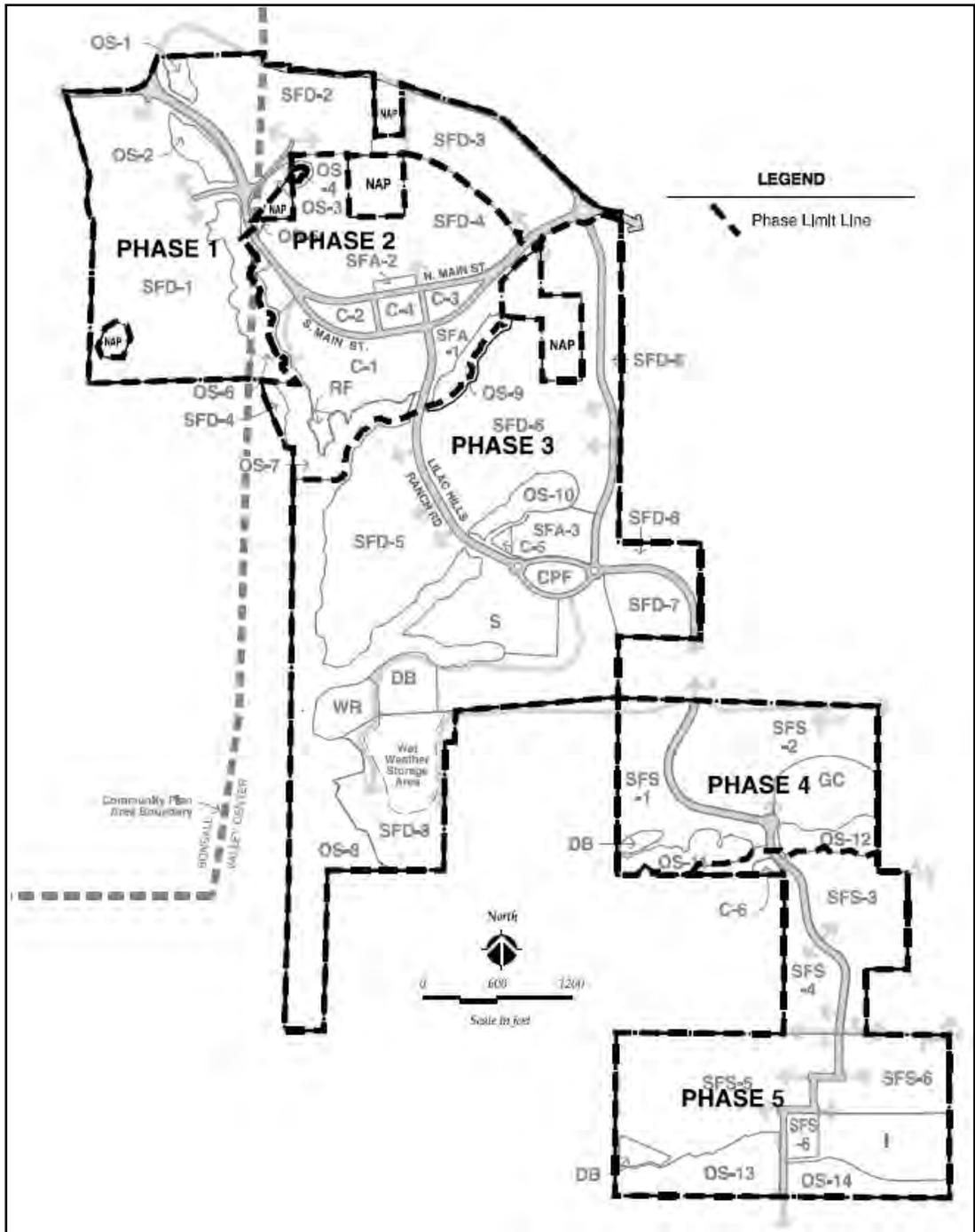


Figure 6- Phasing Plan

c. Site Grading

No Change: The 2018 Project does not propose changes to the grading plan considered by the Planning Commission in 2015.

d. **Services and Facilities**

No Change: The 2018 Project reflects the following 2015 Planning Commission recommendations related to the provision of services:

- Require the applicant to fund and build a turn-key school at a site to be determined by the school district.
- Establish a Community Facilities District for ongoing staffing for fire personnel and construct a new fire station or improve and expand the existing fire station in accordance with one of the four options analyzed in the EIR.
- Improve the on-site wastewater facility, as required by the Valley Center Municipal Water District, no later than construction of the 100th home.

e. **General Plan Amendment (GPA)**

The project requires amendments to the General Plan Land Use Element, General Plan Mobility Element, and the Valley Center and Bonsall Community Plans.

Land Use Element

No Change: The 2018 Project does not propose additional changes to the GPA considered by the Planning Commission in 2015.

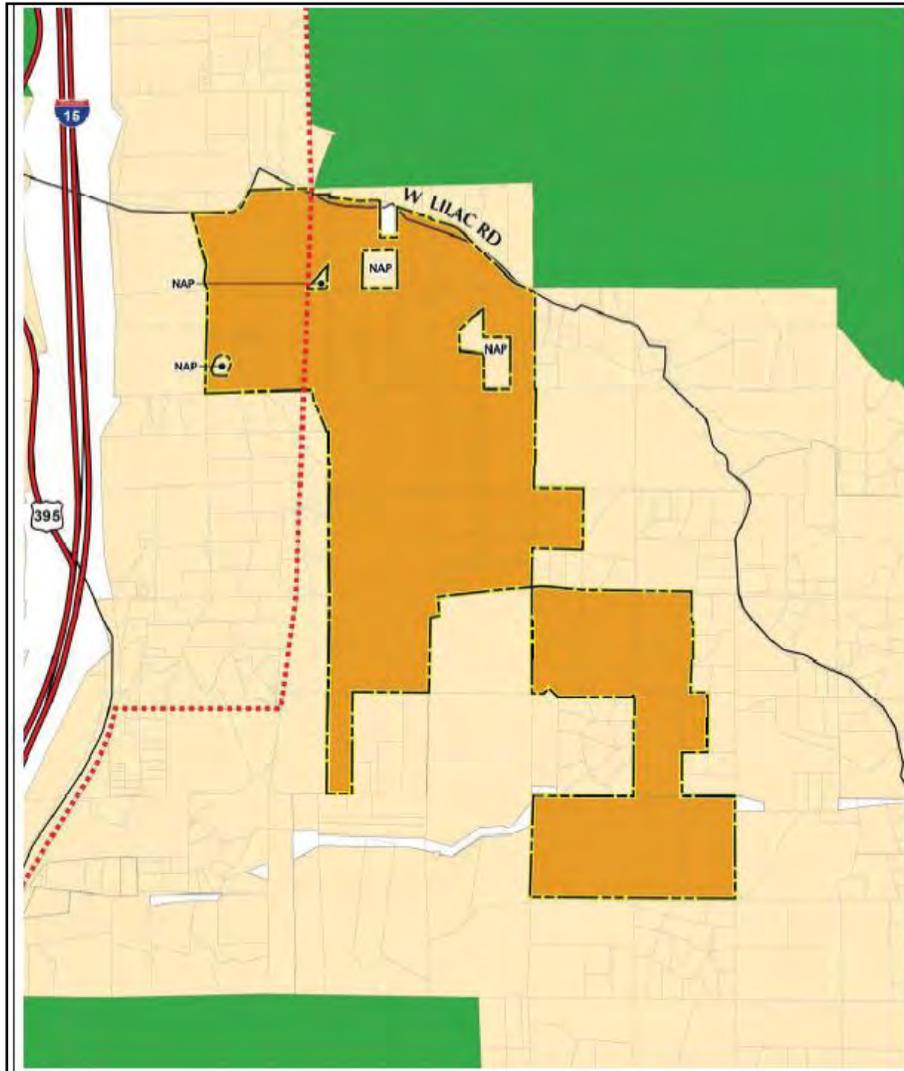


Figure 7: Proposed Village Regional Category

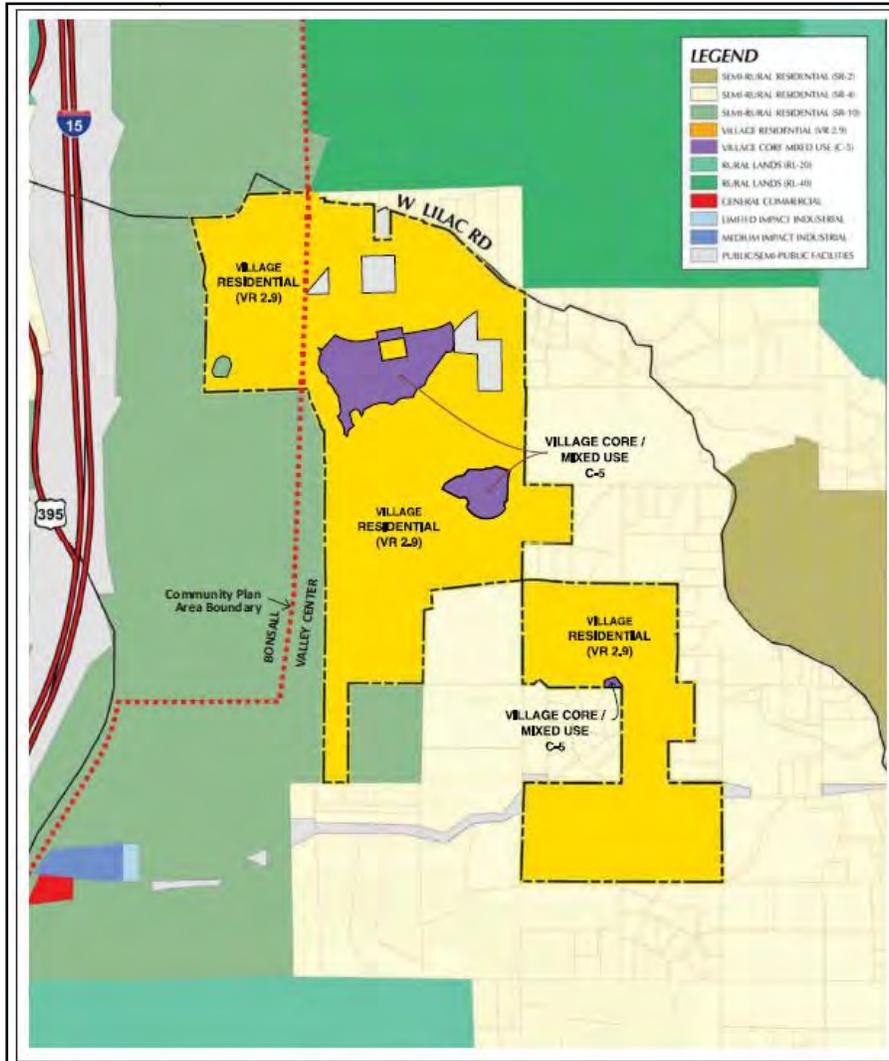


Figure 8: Proposed Village Residential 2.9 (VR-2.9) and Village Core Mixed Use (C-5) Land Use Designations

Mobility Element

No Change: The 2018 Project reflects the 2015 Planning Commission recommendation to expand West Lilac Road along the northern boundary line to the County 2.2C public road standard, with a 30-foot buffer and a reduction of the parkway on the north side. This change results in a single roadway segment amendment to Table M-4 of the Mobility Element, which is West Lilac Road between Old Highway 395 and Main Street. Please see Section B.4.c. of the 2015 staff report for additional details regarding the proposed Specific Plan.

Community Plan Amendments (Valley Center and Bonsall)

No Change: The 2018 Project does not propose additional changes to the Community Plan Amendments considered by the Planning Commission in 2015.

f. Rezone

No Change: The 2018 Project does not propose changes to the Rezone considered by the Planning Commission in 2015.

g. Tentative Maps

No Change: The 2018 Project does not propose changes to the Tentative Maps considered by the Planning Commission in 2015. The Implementing and Master Tentative Map will be conditioned in accordance with the Planning Commission's recommendations in 2015, including improvements to West Lilac Road, construction or improvements to the existing fire station and the funding and construction of a turn-key school.

h. Site Plan (Phase 1)

No Change: The 2018 Project does not propose changes to the Site Plan (Phase 1) considered by the Planning Commission in 2015.

i. Major Use Permit

No Change: The 2018 Project does not propose changes to the water recycling facility considered by the Planning Commission in 2015.

E. ENVIRONMENTAL IMPACT REPORT CHANGES

The 2018 Project required updates to several components of the EIR as a result of changes to the project and/or regulatory context. In preparation of the 2018 Draft Recirculated EIR, the project applicant prepared several new and/or supplemental technical studies to determine whether the revised project would result in significant new impacts. These include:

Traffic Impact Study Addendum

The Traffic Impact Study was updated to include new traffic counts for surrounding roads. The updated traffic counts indicated that traffic volumes along some road segments increased since the previous traffic counts were conducted. The increase in the existing traffic volumes resulted in new significant impacts related to Transportation and Traffic. These are described below:

Direct Impacts (Segments)

1. Camino del Rey: Old River Road to West Lilac Road – Install signal at Old River Road/Camino del Rey intersection with westbound left-turn lane or roundabout.
2. Valley Center Road: Cole Grade Road to Vesper Road – Restripe Valley Center Road between Cole Grade Road and Lizard Rock to add left-turn lanes on Valley Center Road/Lizard Rock intersection.

Cumulative Impacts (Intersections)

1. SR 76/Old River Road/E. Vista Way – Transportation Impact Fee (TIF)
2. SR 76/Olive Hill Road/Camino Del Rey – significant and unavoidable (built to ultimate)
3. Old River Road/Camino del Rey – TIF
4. Old Highway 395/Camino del Rey – TIF
5. Lilac Road/Old Castle Road – Traffic signal or roundabout
6. Valley Center Road/Lilac Road – signal interconnect at Lilac Road/Valley Center Road with fire station (same as Lilac Plaza project)
7. West Lilac Road/Camino del Rey – TIF
8. Valley Center Rd/Cole Grade Road – TIF

Cumulative Impacts (Segments)

1. Camino del Rey: SR 76 to Old River Road – install signal and westbound left-turn lane or roundabout
2. Old Castle Road: Old Highway 395 to Old Lilac Road – install signal at the Lilac Road/Old Castle Road intersection or a roundabout
3. Lilac Road: Anthony Road to Betsworth Road – TIF
4. Lilac Road: Betsworth Road to Valley Center Road – TIF
5. Valley Center Road: Woods Valley Road to Lilac Road – install signal
6. Valley Center Road: Lilac Road to Miller Road – install signal

GHG Analysis

The GHG analysis was also updated to address the Newhall Ranch Case. As detailed below, potentially significant environmental impacts associated with GHG were identified. However, all significant impacts associated with GHG emissions are mitigated to below a level of significance through the project's design features and mitigation measures, which are designed to Zero Net Energy standards.

The 2018 GHG Analysis includes the adoption of additional mitigation measures and additional project design features for the project to achieve no net increase in GHG emissions. The updated project design measures included in the 2018 GHG Analysis are as follows:

- Design all residences to achieve the California Energy Commission's Zero Net Energy standards as defined in the California Energy Commission's 2015 Integrated Energy Policy Report.
- Provision of on-site, solar photovoltaic systems on a minimum of 45 percent of non-residential building roof space and on all covered parking areas. This combination of solar coverage locations (i.e., non-residential building roof space and covered parking areas) is estimated to meet 100 percent of the non-residential land uses' demand for electricity.

- Exclusive utilization of high-efficiency (LED or equivalent) indoor and outdoor lighting in all non-residential buildings.
- Updated the Transportation Demand Management (TDM) program to include specific strategies for residents, hotel guests, and commercial employees.
- On-site installation of Level 2 electric vehicle (EV) charging stations as follows: one single-port EV charging station for each of the 1,746 residential units and at least 22 dual-port EV charging stations (serving a total of 44 parking spaces) in parking areas for the non-residential uses, including the recreation center, park, school, senior center and commercial uses located within the project site.

The remaining operational GHG emissions would be offset through the purchase of carbon offset credits, approximately 71% of the projects overall GHG emissions (23,560 metric tons of CO₂ equivalent annually).

The project would also result in approximately 18,238 metric tons of CO₂ equivalent from construction-related emissions. All construction related emissions would be offset through the purchase of carbon offset credits.

Additional Air Quality, GHG and Noise Analysis to Address Changes to the Traffic Study

Additional analysis related to noise, GHG and air quality was also prepared to address the changes to the traffic study. The analysis concluded that there would be no new significant impacts or a substantial increase in the severity of an impact.

The 2018 Draft Recirculated EIR documentation is available here:
https://www.sandiegocounty.gov/pds/ceqa/LHR_Recirculation_2.html.

F. California Environmental Quality Act (CEQA)

The Lilac Hills Ranch Project Draft EIR was first circulated for public review in July 2013. Thereafter, a Revised Draft EIR dated June 12, 2014 was recirculated for public review from June 12, 2014 through July 28, 2014. All interested persons and organizations had an opportunity during this time to submit their written comments to the County. Responses to comments were prepared and the 2015 Draft FEIR, along with all associated project entitlements, was presented to the Planning Commission at three Public Hearings on August 7, 2015, August 12, 2015, and September 11, 2015. On September 11, 2015, the Planning Commission recommended approval of the 2015 Project subject to a number of modifications to the project design as stated in the Planning Commission's recommendations and 2015 staff report.

The 2015 Revised Final EIR documentation is available at:
https://www.sandiegocounty.gov/content/sdc/pds/regulatory/docs/LILAC_HILLS_RANCH/draft-FEIR.html. Please also see Attachment H, Environmental Documentation, of the 2015 staff report.

The Planning Commission's determination whether the changes to the project are "substantial modifications" under the Government Code is not subject to CEQA pursuant to CEQA Guidelines section 15060(c)(2) because it will not result in a direct or reasonably foreseeable indirect physical change in the environment and the Planning Commission is not approving or recommending approval of the project with today's action. The Board will be the decision-maker for the project and will determine whether to certify the EIR at a later date.

G. STAFF RECOMMENDATIONS

Since the Planning Commission recommendation in September of 2015, the applicant has made numerous changes to the 2015 Project with Planning Commission Recommendations, amounting to what staff has determined is a substantial modification to the project requiring another Planning Commission recommendation under Government Code section 65356. These include numerous changes to the Specific Plan to reduce GHG emissions, including carbon offsets and the new TDM program. The changes result in the addition of solar photovoltaic panels on all 1,746 residences, as well as 45 percent of non-residential building roof space (90,000 square feet of commercial in total) and on all covered parking areas, TDM measures to reduce vehicle trips from residents, hotel guests, and commercial employees, one EV charging station within all 1,746 residences, 22 dual-port EV charging stations (serving a total of 44 parking spaces) in parking areas for non-residential uses, and 13 dual-port EV stations off-site (serving a total of 26 parking spaces), and the purchase of carbon offsets to reduce the 725,038 metric tons of CO₂ equivalent to zero.

Separate from the determination under section 65356, staff also recommends the Planning Commission review and make another recommendation on the changes to the environmental analysis, including the two new direct impacts, eight new cumulative intersection impacts and six new cumulative segment impacts. Staff recognizes that changes to an EIR cannot be the basis for compelling another review and recommendation under the Government Code section discussed above. Nonetheless, when considering the totality of the circumstances, including the passage of time, coupled with the public interest in the project, these factors may be considered by the Planning Commission.

If the Planning Commission determines that the changes are substantial, then the 2018 Project will be presented to the Planning Commission for another recommendation once the environmental analysis is completed and responses to the public comments have been finalized. If the Planning Commission determines that the changes are not substantial, then the 2018 Project will be presented to the Board for a decision once the environmental analysis is completed and responses to the public comments have been finalized. The Planning Commission recommendation from 2015 will then be presented to the Board for consideration.

Based on staff's analysis, staff recommends that the Planning Commission take the following action:

- a. Find that the determination whether the changes to the project are "substantial modifications" under the Government Code is not subject to CEQA pursuant to CEQA Guidelines section 15060(c)(2), because it will not result in a direct or reasonably foreseeable indirect physical change in the environment and the Planning Commission is not approving or recommending approval of the project with this action.

- b. Determine that the changes to the Lilac Hills Ranch project that have occurred since the Planning Commission provided a recommendation in 2015 are "substantial modifications" under the Government Code and remand the project back to the Planning Commission for a recommendation on the 2018 Project.

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AUTHORIZED REPRESENTATIVE:



MARK WARDLAW, DIRECTOR

ATTACHMENTS

- Attachment A – Lilac Hills Ranch Specific Plan Changes (Table)
- Attachment B – Lilac Hills Ranch Planning Commission Staff Report – August 7, 2015
- Attachment C – Lilac Hills Ranch Specific Plan Initiative Impact Report

**Attachment A – Lilac Hills Ranch Specific Plan
Changes**

Lilac Hills Ranch Specific Plan Changes

		2015 Project with PC Recommendations	2018 Project	Changed from 2015 Project
Independent Parcels		1 Master Plan	1 Master Plan	No
Residential	Total Housing Units	1,746	1,746	No
Commercial	Retail + Office	90,000 square feet	90,000 square feet	No
Fire Protection	New Station or Expanded Facilities	Yes – four options identified	Yes – four options identified	No
Schools		School Constructed by Developer (turnkey)	School Constructed by Developer (turnkey)	No
Parks and Open Space				
Open Space		104 acres	104 acres	No
Parks		25.6 acres	25.6 acres	No
Trails		16 miles	16 miles	No
Facilities & Services				
Project Facilities		Senior Community Center; Community Purposes Facilities (private recreational facility and area for a potential fire station)	Senior Community Center; Community Purposes Facilities (private recreational facility and area for a potential fire station)	No
Water		Provided by Valley Center Municipal	Provided by Valley Center Municipal	No
Wastewater		Sewer Service by Valley Center Municipal Water District	Sewer Service by Valley Center Municipal Water District	No
Roads				
Compliance with County Public Road Standards		6 requests for modifications to standards recommended by County staff and PC; 1 request not recommended by County staff and PC	Includes 5 of the 6 requests for modifications to standards recommended by County staff and PC; 1 modification request withdrawn	No

	2015 Project with PC Recommendations	2018 Project	Changed from 2015 Project
Compliance with County Private Road Standards	4 requests for modifications to standards recommended by County staff and PC; 2 requests not recommended by County staff and PC	Includes 2 of the 4 requests for modifications to standards recommended by County staff and PC; 2 modification requests withdrawn	No
Project Design Features			
Transportation Demand Management (TDM)	<p>On-demand vanpool to bus stop at SR-76 and I-15 (Phase 1)</p> <p>Provide transit stop improvements concurrently with Phase 2 (shelter and bench)</p>	<p>Added new TDM plan appendix (38 pages)</p> <p>Carpool Matching Program (program that identifies other residents with similar commute trips to encourage carpooling)</p> <p>Guaranteed Ride Home Program (subsidized ride home program)</p> <p>Car Share Program (implement a car sharing program)</p> <p>Subsidized Transit Pass Program</p> <p>Bike-Share Program</p> <p>School Pool Program (implement a program to help parents transport students to schools)</p> <p>School Bus Program (coordinate with the school district to provide school bus services to high school students)</p> <p>Walking School Bus Program (implement an adult-supervised walk-to school program)</p>	Yes

	2015 Project with PC Recommendations	2018 Project	Changed from 2015 Project
<p>Transportation Demand Management (TDM)</p>	<p>See previous</p>	<p>Unbundled Parking Program (charging separately for parking spaces within multi-family development)</p> <p>TDM Strategy Marketing (market TMD program to residents, including creating a website and “new resident” information packets)</p> <p>Strategies for Hotel Guests (implement a private or public shuttle service for hotel guests as well as a bike-share program)</p> <p>Interim Private Transit Services (provided until public transit service is available)</p> <p>Bike-Share Program</p> <p>Hotel Shuttle Service (implement a private or public shuttle service for hotel guests)</p> <p>Strategies for Employees (includes marketing, private transit, carpool services, and subsidized transit passes)</p> <p>Employee Vanpool/Shuttle Services (employer sponsored vanpool/shuttle)</p>	<p>Yes</p>

	2015 Project with PC Recommendations	2018 Project	Changed from 2015 Project
Transportation Demand Management (TDM)	See previous	<p>Employee Trip Reduction Through Telecommuting and Staggered Work Hours Carpool Matching Program (program that identifies other residents with similar commute trips to encourage carpooling)</p> <p>Employee Parking Cash-Out Program (employees can forgo their parking spot for a cash payment)</p> <p>Subsidized Transit Pass Program</p> <p>TDM Program Marketing for Employees (market TMD program to employees and employers, including creating a website and information packets)</p>	Yes
GHG	<p>Energy efficiency for residential dwelling units to exceed 2008 Title 24 by 30%</p> <p>Install dual wiring for solar and electric vehicle charging station</p> <p>Install 2,000 kW of on-site solar/photovoltaic systems</p>	<p>Residences designed to Zero Net Energy Standards</p> <p>Solar for 45% of non-residential building roof space</p> <p>High-efficiency LED lighting (indoor and outdoor)</p> <p>Implement TDM Program measures Install 1 EV charging station in each residence and 22 dual port EV charging stations in non-residential areas</p>	Yes

	2015 Project with PC Recommendations	2018 Project	Changed from 2015 Project
GHG	See previous	<p>Install 13 dual port EV charging stations off-site</p> <p>Install natural gas outlets in all backyards</p> <p>Install electrical outlets in all front and rear yards</p> <p>Install energy efficient AC and heating systems</p>	Yes
Stormwater	Required each Implementing Tentative Map to include a Stormwater Management Plan	<p>Added new Water Quality Standards and Requirements</p> <p>Added description of Critical Coarse Sediment Yield Analysis, including the preservation of RPO steep slopes and the installation of culverts to transport upstream runoff through the project site</p>	Yes
General Plan Conformance			
Guiding Principles	Addressed consistency with General Plan as required by Government Code Section 65451 (b)	Added explanation of project's conformance with General Plan polices related to GHG	Yes
LU-1.2	Included description of project's consistency with General Plan	Added explanation of project's conformance with Policy LU-1.2 based on new project design features, including TDM measures and mitigation measures resulting in net zero emissions	Yes

	2015 Project with PC Recommendations	2018 Project	Changed from 2015 Project
Sustainability	Included description on energy efficiency and project design features, including 2,000 kilowatts of solar	Added explanation of project's conformance with sustainability policies, including a description of the project design features, including Zero Net Energy homes, non-residential solar (45% of roof space), and EV charging stations	Yes
Mitigation Measures			
GHG	None	<p>Install 1 EV charging station in each residence and 22 dual port EV charging stations in non-residential areas</p> <p>Install 13 dual port EV charging stations off-site</p> <p>Purchase carbon offset credits to offset 100 percent of the projects emissions</p> <p>Purchase carbon offset credits to offset the operational emissions for a 30-year period</p>	Yes

**Attachment B – Lilac Hills Ranch Planning
Commission Staff Report – August 7, 2015**



The County of San Diego

Planning Commission Hearing Report

Date: August 7, 2015 **Case/File No.:** Lilac Hills Ranch Master Planned Community
PDS2012-3800-12-001 (GPA),
PDS2012-3810-12-001 (SP),
PDS2012-3600-12-003 (REZ),
PDS2012-3100-5571(TM 5571 RPL⁵),
PDS2012-3100-5572 (TM 5572 RPL⁵),
PDS2012-3300-12-005 (MUP), &
PDS2012-3500-12-018 (STP)

Place: County **Project:** Master Planned Community consisting of 1,746
Conference dwelling units, 90,000 square feet of commercial, civic and
Center other associated uses on 608 acres
5520 Overland
Avenue
San Diego, CA
92123

Time: 9:00 a.m. **Location:** South and West of West Lilac Road, North of
Mountain Ridge Road and West of Covey Lane, Valley
Center/Bonsall

Agenda Item: #2 **General Plan:** Existing: Semi-Rural SR-4 (1 unit per 4, 8, or
16 gross acres) and Semi-Rural SR-10 (1 unit per 10 or 20
gross acres)

Proposed: Village Residential (VR-2.9) and Village Core
Mixed-use (C-5)

Appeal Status: N/A **Zoning:** Existing: Limited Agriculture (A70) and Rural
Residential (RR)

Proposed: Single-Family Residential Use Regulations (RS)
and General Commercial–Residential Use Regulation (C34)

Applicant/Owner: Accretive **Community:** Valley Center Community Planning Area
Investments, (VCCPA) and Bonsall Community Planning Area (BCPA)
Inc./Numerous

Environmental: Environmental **APNs:** 127-072-14, 20, 38, 40, 41, 46, 47; 128-280-10, 27,
Impact Report 37, 42, 46; 128-290-07, 09, 10, 11, 51, 54, 55, 56, 57, 58, 59,
60, 61, 69, 70, 71, 72, 74, 75; 128-440-01, 02, 03, 05, 06, 14,
15, 17, 18, 19, 20, 21, 22, 23; 129-010-62, 68, 69, 70, 71, 72,
73, 74, 75, 76; 129-011-15 & 16; 129-300-09 & 10

A. EXECUTIVE SUMMARY

1. Introduction

The purpose of this staff report is to provide the Planning Commission with the information necessary to consider the proposed Specific Plan (PDS2012-3810-12-001), General Plan Amendment (PDS2012-3800-12-001), Rezone (PDS2012-3600-12-003), Master Tentative Map (PDS2012-3100-5571), Implementing Tentative Map for Phase 1 (PDS2012-3100-5572), Major Use Permit for the Water Recycling Facility (PDS2012-3300-12-005), Site Plan for private parks (PDS2012-3500-12-018), conditions of approval and findings, and environmental findings prepared in accordance with the California Environmental Quality Act (CEQA).

The Lilac Hills Ranch project is a master planned community consisting of 608 acres in the Valley Center and Bonsall Community Plan areas and is the first major General Plan Amendment (GPA) application proposed for consideration since the adoption of the General Plan Update in 2011. During the processing of the application, the County received extensive public comments and concerns by residents and stakeholders. The Planning & Development Services (PDS) department conducted a careful and thorough review of the project for consistency with County codes, policies and ordinances as summarized in this report.

This report will describe the history of the project, which was first submitted in 2009, and includes the Plan Amendment Authorization (PAA) process, application submittal, and environmental analysis. The sections contained in this report describe in detail the following: development proposal, analysis and discussion, community planning groups and public input, and the PDS recommendation.

The Planning Commission is asked to consider the application and make a recommendation to the Board of Supervisors to approve the application as submitted, approve the project with modifications, or deny the application. Based on the department's analysis, staff is unable to support the project as proposed. It is the position of the department that modifications to the project are necessary to ensure that the project successfully implements the goals and policies of the General Plan. The department's recommendation is further explained in this report under Section F Recommendations. Therefore, staff recommends approval of the General Plan Amendment, Specific Plan, Rezone, Master Tentative Map, Implementing Tentative Map, Major Use Permit and Site Plan with the modifications and conditions noted in the attached Resolutions and Form of Decisions.

2. Requested Actions

The Planning Commission should determine if the required findings can be made, and make the following recommendations to the Board of Supervisors:

- a. Adopt the environmental findings included in Attachment G, which include the certification of an Environmental Impact Report (EIR).

- b. Adopt the Resolution approving General Plan Amendment PDS2012-3800-12-001 (Attachment I) for the reasons stated therein and discussed in this report.
- c. Adopt the Resolution approving Specific Plan PDS2012-3810-12-001 (Attachment J) for the reasons stated therein and discussed in this report.
- d. Adopt the Ordinance titled, ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE BONSALL AND VALLEY CENTER COMMUNITY PLAN, REF: PDS2012-3600-12-003 (Attachment K).
- e. Adopt the Resolution of Approval for Master Tentative Map PDS2012-3100-5571 which includes those requirements and conditions necessary to ensure that the project is implemented in a manner consistent with State law and County of San Diego regulations (Attachment L).
- f. Adopt the Resolution of Approval for Implementing Tentative Map PDS2012-3100-5572 for 352 dwelling units which includes those requirements and conditions necessary to ensure that the project is implemented in a manner consistent with State law and County of San Diego regulations (Attachment M).
- g. Grant Major Use Permit PDS2012-3300-12-005 for a Water Recycling Facility, make the findings, and impose the requirements and conditions as set forth in the Form of Decision (Attachment N).
- h. Grant Site Plan PDS2012-3500-12-018 for Parks and impose the requirements and conditions set forth in the Site Plan Form of Decision (Attachment O).
- i. Direct staff to update the Transportation Impact Fee (TIF) Program to incorporate the Lilac Hills Ranch General Plan Amendment.

3. Key Requirements for Requested Actions

The Planning Commission should consider the requested action and determine if the following findings can be made:

- a. Is the proposed project consistent with the vision, goals, and polices of the General Plan?
- b. Does the project comply with the policies as set forth and amended in the Bonsall and Valley Center Community Plans?
- c. Is the proposed project consistent with the County's Zoning Ordinance?
- d. Is the proposed project consistent with the County's Subdivision Ordinance?
- e. Is the project consistent with other applicable County regulations?

- f. Does the project comply with the California Environmental Quality Act (CEQA)?

B. DEVELOPMENT PROPOSAL

1. Project History

This section of the staff report describes the history of the Lilac Hills Ranch project, including the Plan Amendment Authorization (PAA) and discretionary process.

a. Plan Amendment Authorization (PAA) Process

In November 2009, a PAA was filed by Accretive Investments, Inc. requesting authorization to submit an application for a General Plan Amendment (GPA). The PAA process occurred while the County was in the process of updating the General Plan, which was adopted in 2011.

The PAA request was for a master planned community that would include the following:

- 1,746 dwelling units, a school, a neighborhood-serving commercial village center with retail uses, and an active park on 416 acres;
- Requested change in the General Plan Land Use Designation from (17) Estate Residential to (21) Specific Plan Area with an overall density of 4.3 dwelling units per gross acre;
- Requested change in the Regional Category from 1.3 Estate Development Area (EDA) to 1.1 Current Urban Development Area (CUDA);
- Amendment to include Road 3A in Circulation Element; and
- An amendment to the Valley Center Community Plan to include a description of the proposed Specific Plan Area.

The Director of Planning and Land Use (DPLU) denied the PAA request in December 2009. The applicant subsequently appealed the Director's decision to the Planning Commission. The Planning Commission conducted a number of hearings regarding the PAA, including a site visit and on December 17, 2010, the Planning Commission authorized the PAA (Vote: 4-2-0-1). Following the PAA approval, the Board of Supervisors adopted an updated General Plan on August 3, 2011. (The Road 3A segment that was previously planned through the project site was not included in the updated General Plan.) Please refer to Attachment F for a detailed chronology and description of the events related to the project.

b. Application Submittal

On April 30, 2012 an application for a General Plan Amendment, Specific Plan, Rezone, Master Tentative Map, Implementing Tentative Map, Major Use Permit and two Site Plans were submitted (on December 3, 2013, the Site Plan for the single-family dwelling units in Phase 1 was withdrawn).

The project application includes an amendment to the Land Use and Mobility Elements of the General Plan to include the following:

- 1,746 dwelling units (2.9 dwelling units per acre);
- 90,000 square feet of office and retail;
- Amend the Valley Center and Bonsall Community Plans to include a new Village and a description of the project;
- Change the classification of West Lilac Road from a 2.2C Light Collector with Intermittent Turn Lanes to a 2.2F Light Collector with Reduced Shoulder; and
- Amend Table M-4 to add segments of West Lilac Road and Old Highway 395 to the list of Accepted Road Classifications with Level of Service E/F.

c. California Environmental Quality Act (CEQA)

A Draft EIR was prepared for this project and was circulated for a 45 day public review period from July 3, 2013 to August 19, 2013. As a result of the public comments received, substantial changes were made to the Draft EIR. As required by CEQA, the Revised EIR was recirculated for a 45-day public review from June 12, 2014 to July 28, 2014. The changes included the following:

- Additional details about project design;
- Additional option for fire service;
- Revised conclusion that the project would be growth inducing;
- Additional analysis of cumulative projects including an updated project list;
- Revised traffic analysis resulting in addition of a new direct traffic impact;
- Revised conclusion that the project would result in significant impacts to agricultural resources;
- Additional analysis relating to the project conformance with General Plan Policies LU-1.1 and LU-1.2;
- Revised analysis for greenhouse gases;
- Addition of an energy subchapter in Chapter 3.1 and two new alternatives in Chapter 4.0; and
- A variety of other minor changes and corrections.

The Revised EIR identified significant and unavoidable environmental impacts to Aesthetics, Air Quality, Transportation, Traffic and Noise. The Revised EIR also identified significant and mitigated environmental impacts to Agricultural Resources, Biological Resources, Cultural

Resources, Hazards and Hazardous Materials. For more information on the EIR, please see Attachment H, Environmental Documentation.

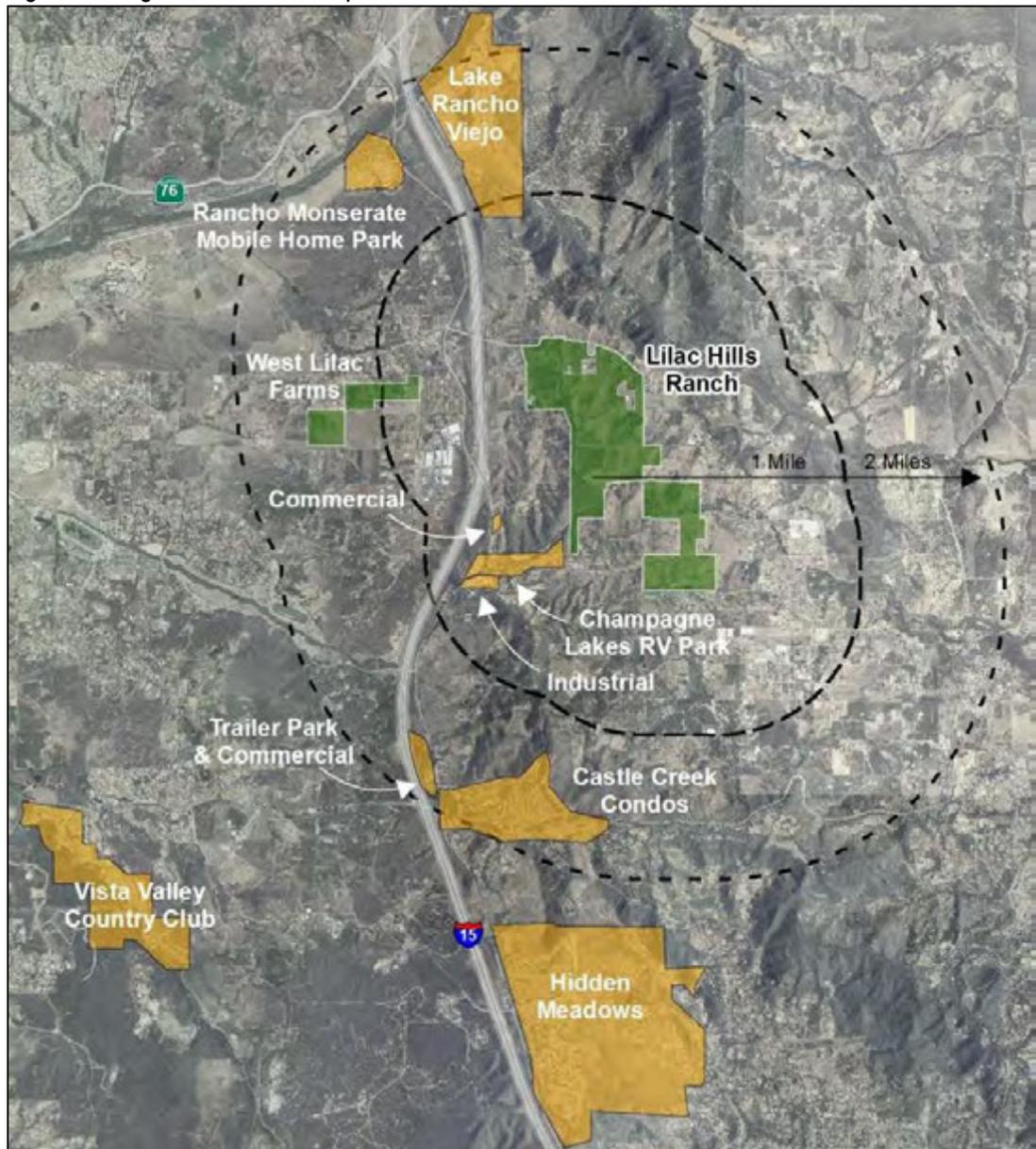
2. Regional Setting and Project Location

The following section describes the regional setting, project location, and a description of the project site.

a. Regional Location and Surrounding Land Uses

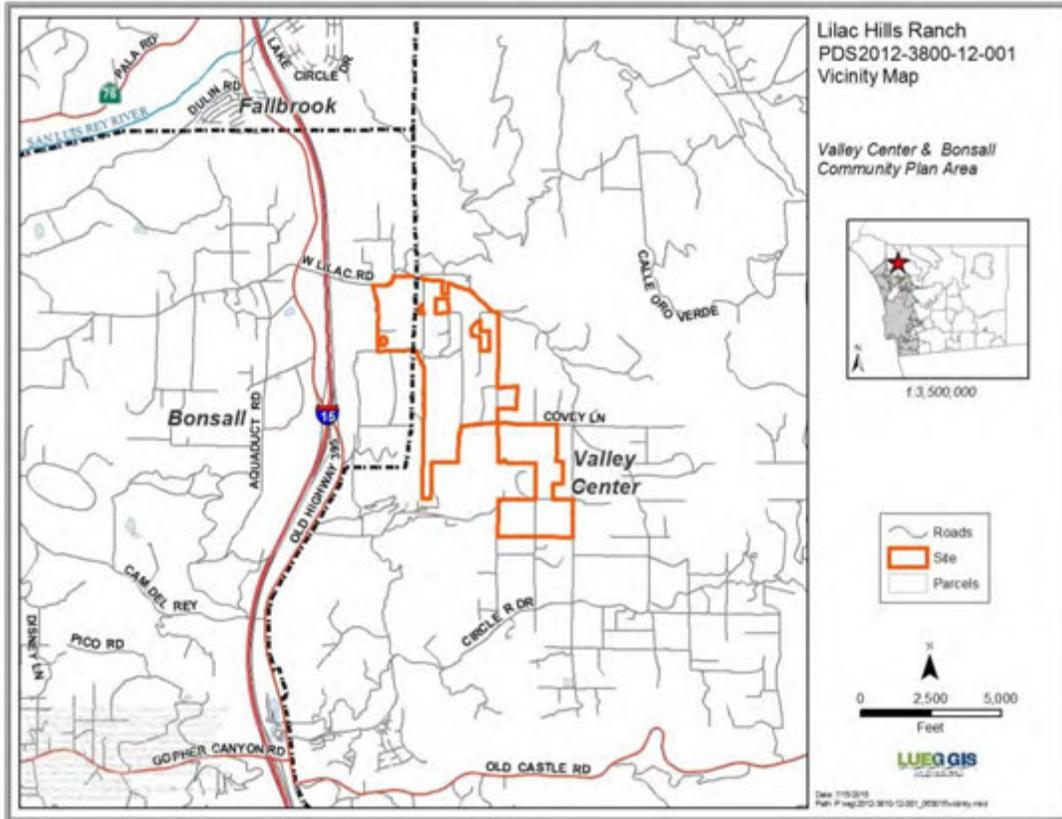
The project site is located in the unincorporated area of northern San Diego County, approximately 10 miles north of Escondido and approximately 0.5 mile east of the Interstate 15 (I-15) corridor and Old Highway 395 as shown in Figure 1. A number of residential communities are located within a 5 mile radius of the project site: Lawrence Welk Village (4.5 miles south), which includes a resort, approximately 512 time shares and two 18-hole golf courses; Rancho Monserate Mobile Home Park (2.5 miles north), which contains approximately 232 mobile homes; Lake Rancho Viejo (2.5 miles north), which contains approximately 816 dwelling units; and Castle Creek Inn and Resort (2 miles south), which contains approximately 63 condominium units and a golf course.

Figure 1: Regional Location Map



The project site is approximately 608 acres and is comprised of 59 parcels in the westernmost portion of the Valley Center Community Plan area (530 acres) and easternmost portion of the Bonsall Community Plan area (78 acres) as shown in Figure 2. The Valley Center and Bonsall communities are located in northern San Diego County approximately 10 miles north of the City of Escondido.

Figure 2: Project Location Map



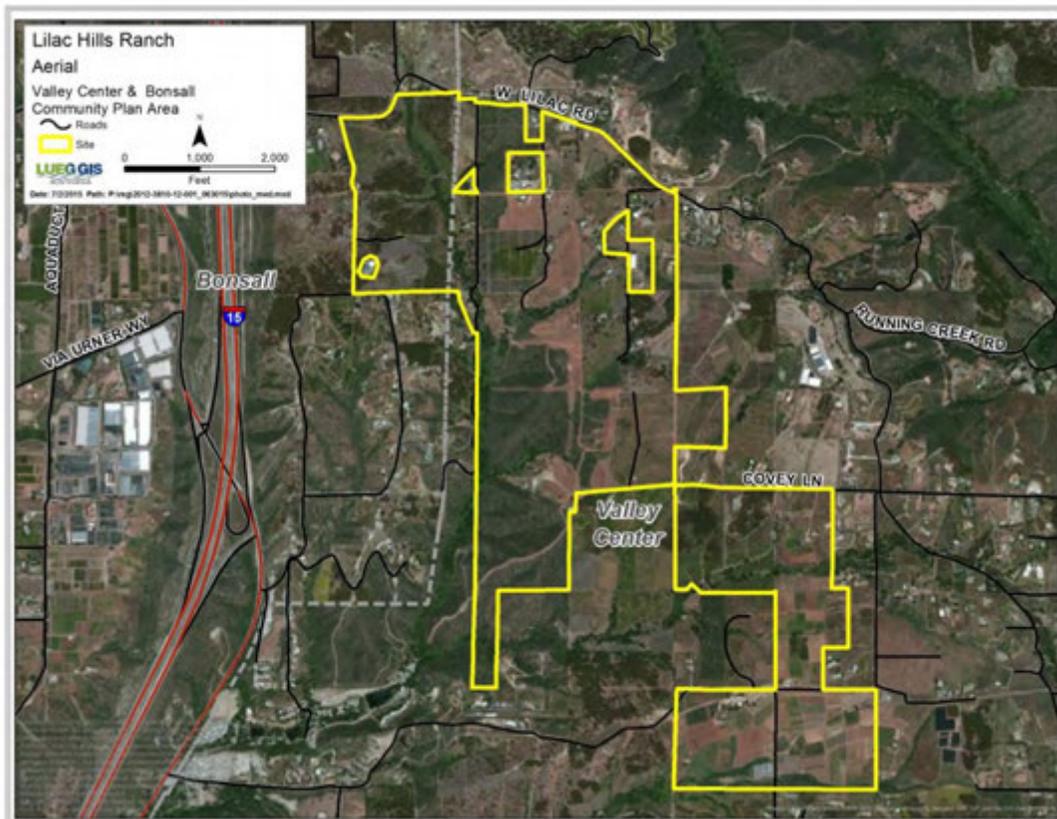
The surrounding area is characterized by the east-west San Luis Rey river valley along the SR-76 corridor and the north-south I-15 corridor. Both the San Luis Rey River floodplain and the I-15 corridor are flanked by rolling hills which have historically been used for citrus and avocado groves, estate residences, and open space as shown in Figure 3 below.

Residential development near the project site is primarily located along West Lilac Road, Covey Lane, Mountain Ridge Road, and Rocking Horse Road (accessed from Old Highway 395). The surrounding area consists primarily of single-family detached homes on lot sizes ranging from approximately one acre, to farm homes on large parcels (40 acres) with mostly citrus and avocado groves. Typical architectural styles in the area are Mission or Ranch style, and homes are mostly one and two-stories. The land uses closest to the project site include agriculture (primarily orchards and nurseries, but also row crops), low-density rural residential, and undeveloped land. Other land uses within close proximity to the site include commercial and office buildings, a recreational vehicle park, and an industrial rock manufacturing and concrete batch plant. To the southwest of the project site is Castle Creek Inn and Resort, as well as single-family residential uses and a golf course.

b. Project Site

The project site is generally characterized by agricultural lands and rolling hills, with steeper hillsides and ridges running north and south along the western edge. The site is crossed by multiple drainage courses and a valley bottom that drains primarily to the south and southwest. Elevations across the project site range from 960 feet above mean sea level (MSL) at the highest to 590 feet above MSL at the lowest. Roads in the area follow the natural terrain.

Figure 3: Aerial Photo



The project site is approximately 1.5 miles from north to south and less than a mile east to west. There are a number of different vegetation communities and habitat types on the project site; however, native habitats occur primarily along the drainage courses and on the steeper terrain on the western and southwestern portions of the project area. The primary land uses are agricultural related with the project site currently supporting several different types of crops, including citrus, row crops, and avocados. Agricultural lands cover the majority of the southeastern, east-central, and northern portions of the project site. Wells are located across the site and are used to provide water to the orchards, vineyards, and other agricultural areas. Figures 4 through 7 below include views of the project site. Additional photo documentation of the project site is provided in the Draft Final EIR.

The project also surrounds a number of existing parcels that are not included in the proposed project and labeled as “Not a Part” on the proposed Tentative Maps and Specific Plan. These

parcels are separate legal lots and are not proposed or required to be included in the proposed project. In addition, the project includes a number of off-site improvements that are discussed in Section C.2.a. of this report. There are 16 existing dwelling units scattered throughout the project site.

Figure 4: View of the Project Site from West Lilac Road near Northwestern Project Boundary



Figure 5: Private View Looking Southwest near Intersection of West Lilac Road and Covey Lane



Figure 6: Private View Looking North at Project Site from a Location on Nelson Way



Figure 7: Private View Looking Southeast Towards Project from Northwestern Portion of Site



3. Project Description

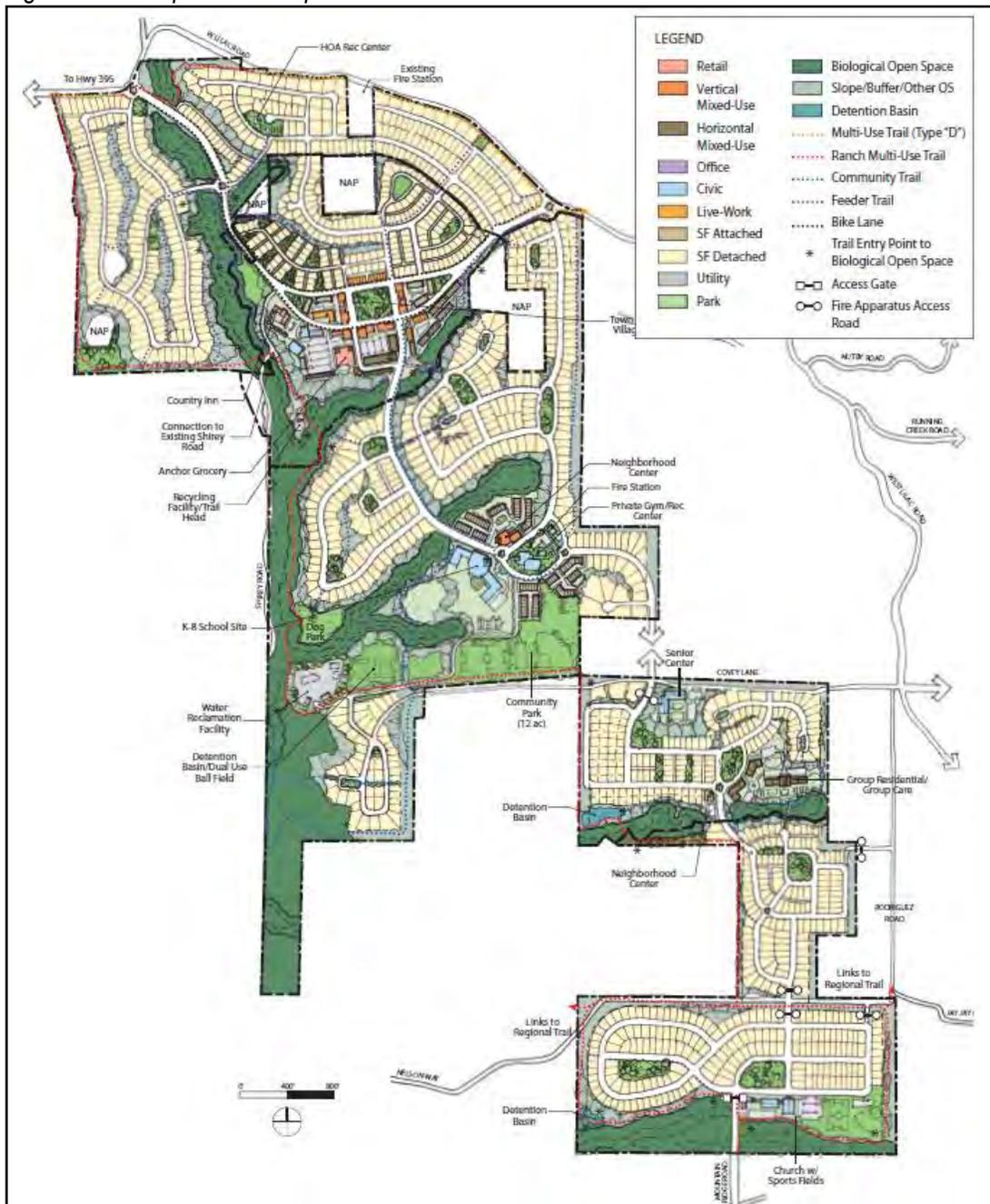
The project proposes a mixed-use pedestrian oriented design that will be realized through the adoption of the Lilac Hills Ranch Specific Plan which provides the design guidelines and improvement plans for the project. The community will include a mix of uses, including residential, commercial, institutional and parks. A Town Center and two Neighborhood Centers, form the central nodes within the project to which residents can walk for various commercial and civic uses. The project proposes the highest concentration of density (25 du/ac) around the project's mixed-use areas (Town Center and Neighborhood Centers), which transitions to lower densities along the project's perimeter as shown in the conceptual development plan in Figure 8. The project's overall density is 2.9 dwelling units per acre (du/ac).

Specifically, the proposed project includes the following:

- 1,746 dwelling units;
 - 903 single-family detached dwelling units
 - 164 single-family attached dwelling units
 - 211 mixed-use dwelling units
 - 468 single-family detached senior dwelling units (age-restricted)
- 90,000 square feet of commercial (retail and office);
- A 50-room Country Inn;
- A 200 bed Group Care Facility;
- A Senior Community Center;
- A Community Purposes Facilities (private recreational facility and area for a potential fire station);
- A school site (K-8);
- Public and private parks (25.6 acres);
- 16-miles of multi-use and community trails;
- Waste Recycling Facility;
- Water Recycling Facility; and
- Other supporting infrastructure.

Additionally, the project has been designed to meet a LEED®-ND equivalent program by incorporating mixed-use pedestrian oriented development that includes bicycle and pedestrian facilities, energy and water conservation design features including solar photovoltaic systems, and implementing a transportation demand management (TDM) program, among other design features. Permanent biological open space is proposed that would retain sensitive biological/wetland habitat, some of the existing agriculture, and cultural resources and would total 104.1 acres.

Figure 8: Conceptual Development Plan



a. Specific Plan

The project proposes a Specific Plan pursuant to Government Code sections 65450-65457. A Specific Plan is a tool to implement the General Plan. It effectively establishes a link between implementing policies of the General Plan and an individual development proposal on a

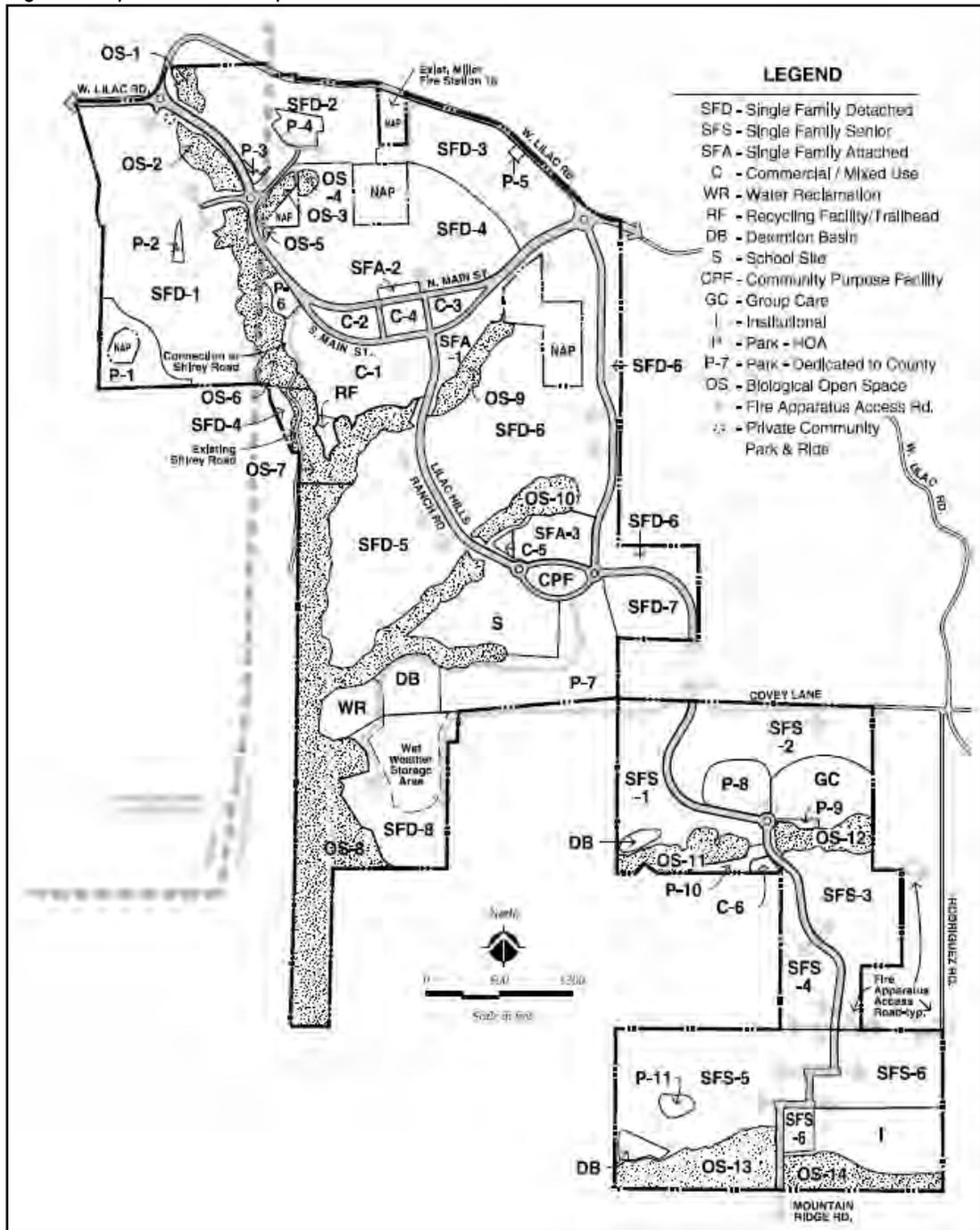
specific site. A Specific Plan must include a text and diagrams which specify all of the following in details:

- (1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.
- (2) The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.
- (3) Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.
- (4) A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3).

A Specific Plan must also include a statement of the relationship of the Specific Plan to the General Plan. The proposed Specific Plan for Lilac Hills Ranch complies with the Government Code requirements and provides guidelines for the implementation of the proposed project, including guidelines for the preparation of subdivisions, improvement plans, permitted land uses, densities, maximum residential units, architectural design requirements, required public facilities, and compliance with applicable County policies, including the General Plan.

As required by the Government Code, the Specific Plan identifies the location and extent of the uses of land, including open space within the area covered by the plan as shown below in Figure 9. The Specific Plan also explains the details of each of the planning areas and provides conceptual plans for the development of the proposed land uses. The text of the Specific Plan explains how each of the planning areas would be developed and the required permits. Each subsequent phase would require additional permits in order to implement the Specific Plan and would be required to comply with the provisions of the Specific Plan.

Figure 9: Specific Plan Map



The Specific Plan also identifies the proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan. Figures and text are included in the Specific Plan that identify and explain the extent and location of all public and

private transportation facilities. Please see Section C.2.a. of the staff report for additional details regarding the proposed mobility plan.

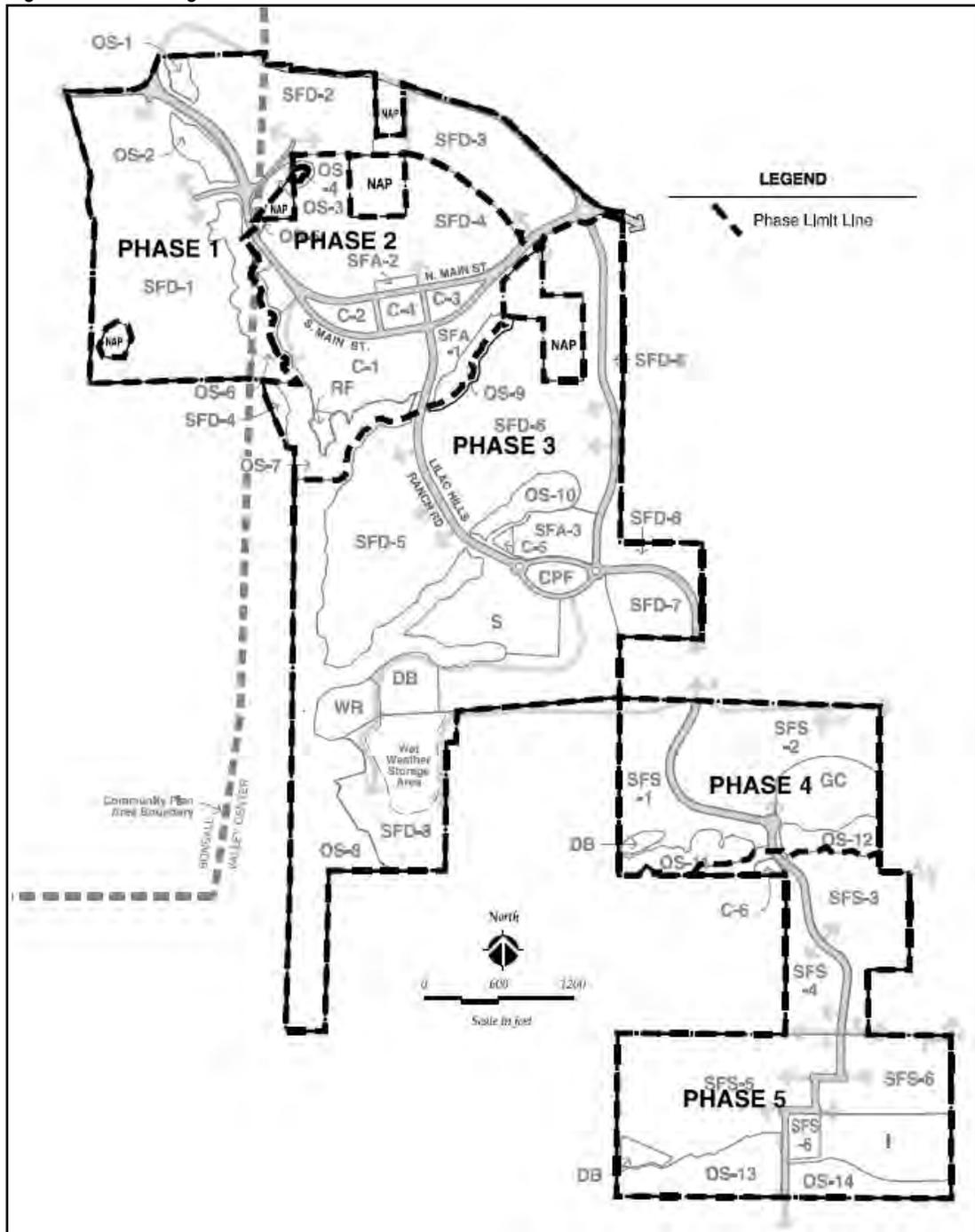
The Specific Plan includes Design Guidelines, which govern building setbacks, architectural elevation design, parks, green space, lot design, signage and lighting. The applicant has not submitted Site Plans for review and approval by PDS. Site Plans would be required in the future prior to issuance of building permits and would be required to be consistent with the guidelines and standards identified in the Specific Plan. The Specific Plan also requires Major Use Permits for certain uses within the project, including the Group Care and Institutional Uses.

b. Phasing

The Specific Plan proposes construction in five phases, as illustrated in Figure 10 below, over approximately 10 years. The phases are not proposed to be constructed sequentially, and no specific phasing sequence has been proposed. However, necessary infrastructure would be constructed with each phase, and approval of additional discretionary permits (Tentative Maps, Major Use Permits, and Site Plans) would be required for each subphase. An Implementing Tentative Map is proposed for Phase 1 and includes a total of 352 single-family residential lots.

Each future discretionary permit would be required to comply with the provisions and guidelines within the Specific Plan, which includes a Community Design section containing policies to address architecture, streetscape, entry treatments, parks, pedestrian circulation, lighting, signs, and landscaping. Required roadway improvements and storm drains would be constructed in phases to ensure that improvements are in place as required. Water and wastewater infrastructure along with dry utilities would be constructed to serve each individual phase.

Figure 10: Phasing Plan



(1) Phase 1

Phase 1 encompasses 121.5 acres and would be located in the northern portion of the project site, adjacent to West Lilac Road. Phase 1 would include the following:

- 352 single-family detached units;

- 4.5 acres of private parks that would be open to the public, including a 1.9-acre private park to accommodate a private recreational center (P-4);
- 15.6 acres of permanent biological open space; and
- 19.3 acres of common areas and manufactured slopes.

There is an existing single-family dwelling within Phase 1 that would remain. Lot sizes in Phase 1 range from approximately 4,000 square feet to 40,735 square feet. Sewer would likely be provided by a temporary force main constructed from the project site to the existing Lower Moosa Canyon Water Reclamation Facility (WRF). Please refer to the Facilities and Services section of this report for a more detailed discussion regarding sewer service.

(2) Phase 2

Phase 2 includes 89.6 acres and would be located immediately southeast of Phase 1 and is the only phase which is entirely surrounded by the other phases of the project (Phases 1 and 3). Phase 2 includes the following:

- Town Center and 196 single-family detached dwelling units;
- 59 single-family attached dwelling units;
- 211 mixed-use residential units;
- 80,000 square feet of commercial mixed-use (55,000 square feet of specialty commercial and 25,000 square feet of office);
- An 0.8-acre park, with an adjacent 2-acre Village Green; and
- A recycling facility.

This phase would also dedicate 12.6 acres of permanent biological open space and approximately 15.7 acres of common areas and manufactured slopes.

(3) Phase 3

Phase 3 is the largest phase and encompasses 223 acres and would be located directly south of Phase 2. Phase 3 includes the following:

- 355 single-family detached dwelling units;
- 105 single-family attached dwelling units;
- 7,500 square feet of commercial space (4,000 square feet of specialty commercial and 3,500 square feet of office);
- K-8 school site (12 acres);
- Water Reclamation Facility (2.4 acres);
- Wet Weather Storage (8.1 acres);
- Detention basin (5.1 acres);
- 13.5-acre public park (P-7); and
- 40,000 square foot community purpose facility (2 acres).

Phase 3 would also dedicate 49 acres of permanent biological open space and approximately 31.3 acres of common areas and manufactured slopes.

(4) Phase 4 (Senior Community)

Phase 4 includes 61.5 acres and would be located southeast of Phase 3 and is proposed as a private gated senior community with age-restricted housing. Primary access to Phase 4 would be via Covey Lane, which would provide access from the east to West Lilac Road. Phase 4 includes the following:

- 171 age-restricted/single-family detached homes on 61.5 acres;
- Senior Center (3.3 acres);
- Private park (0.4);
- 200-bed group care facility; and
- 1-acre detention basin.

Phase 4 would also include the dedication of 9.6 acres of permanent biological open space and 5 acres of common areas and manufactured slopes.

(5) Phase 5 (Senior Community)

Phase 5 includes 112.4 acres and would be located directly south of Phase 4 at the southern end of the project site. Phase 5 includes the following:

- 297 age-restricted/single-family detached homes;
- 2,500 square feet of specialty commercial;
- 10-acre institutional site;
- Two private parks totaling 1.1 acres; and
- 1.8-acre detention basin.

Primary access would be from the south via Mountain Ridge Road, which would be gated north of the institutional parcel. This gate would provide automatic access to residents in Phase 5 with a remote or access code. Phase 5 would also include the dedication of 17.3 acres of permanent biological open space and 17.2 acres of common areas and manufactured slopes.

c. Grading

The project would require on-site grading and improvements on approximately 504 acres of the site. Grading would comply with the County's Resource Protection Ordinance (RPO) steep slope open space and encroachment requirements. Overall grading would be balanced on-site with an estimated 4 million cubic yards (cy) of balanced cut and fill (less than 2,300 cy per home), without the need for export or import of soil. Grading for individual phases will require that material be removed from a future phase or temporarily deposited in a future phase until needed. Rock crushing would be required and will occur on-site as needed. The majority of

cut and fill slopes would be less than 30-feet high, and approximately 85 percent of all excavation would be less than 20-feet deep.

On-site grading would take place in five phases, as shown in Table 1, below. A Preliminary Grading Plan has been prepared for Phase 1, in conjunction with the implementing Tentative Map and the Master Tentative Map for the entire project site. Additional Preliminary Grading Plans would be required in conjunction with Implementing Tentative Maps for future phases.

**TABLE 1
ESTIMATED GRADING QUANTITIES BY PHASE (cy)**

Phase	Cut	Fill	Net
1	715,000	860,000	(145,000)
2	635,000	830,000	(195,000)
3	1,815,000	1,260,000	555,000
4	295,000	420,000	(125,000)
5	610,000	700,000	(90,000)
TOTAL	4,070,000	4,070,000	-

Blasting would also occur at various times during the construction of each individual phase. Deep blasting (greater than 50 feet in depth) would occur in one location within the project site, which is near the detention basin in Phase 3. Blasting in this location is anticipated to remove 1,500 cy of material. Moderate depth blasting (30–40 feet below existing grade) would occur in several areas across the site and occur within each phase. Blasting in these locations is needed to remove an anticipated 24,000 cy of material. Shallow blasting would occur in two locations (Phases 1 and 4) and is needed to remove approximately 28,000 cy of material. In total, between 1 to 2 percent of the total volume of material to be moved would be the result of blasting. The Preliminary Grading Plans for the Master Tentative Map and Implementing Tentative Map for Phase 1 are provided under Attachment E – Planning Documentation.

d. Facilities and Services

The project has demonstrated that all necessary services and facilities would be provided to serve the project as required by the General Plan and Board of Supervisors Policy I-84 (Project Facility Availability and Commitment for Public Sewer, Water, School and Fire Services). The applicant is responsible for funding all the necessary services and facilities to serve the project. As required by Board of Supervisors Policy I-84, Project Facility Availability Forms have been provided for water, sewer, school and fire services and are included under Attachment E. The Project Facility Availability Forms all indicate that the project is located within a service district and services are reasonably expected to be available within the next five years.

1) Water and Sewer Service

The project is located within the Valley Center Municipal Water District (VCMWD) and water and sewer service would be provided to the project site by the VCMWD. The VCMWD approved a Water Supply Assessment (WSA) for the project on October 15, 2012 indicating its

ability to provide potable water service to the project. In addition, the VCMWD also provided a supplemental approval on June 5, 2015 after Executive Order B-29-15 was issued by the State of California, which mandated a statewide 25 percent reduction in potable water use through February 2016. The WSA included a combination of on-site groundwater, reclaimed water and potable water in order to supply water to the project site. All wastewater generated by the project would be reclaimed by the VCMWD. A Major Use Permit is proposed for an on-site wastewater recycling facility. Please see Section C.2.b. of this report for a detailed discussion regarding water and sewer service.

2) Fire and Medical Service

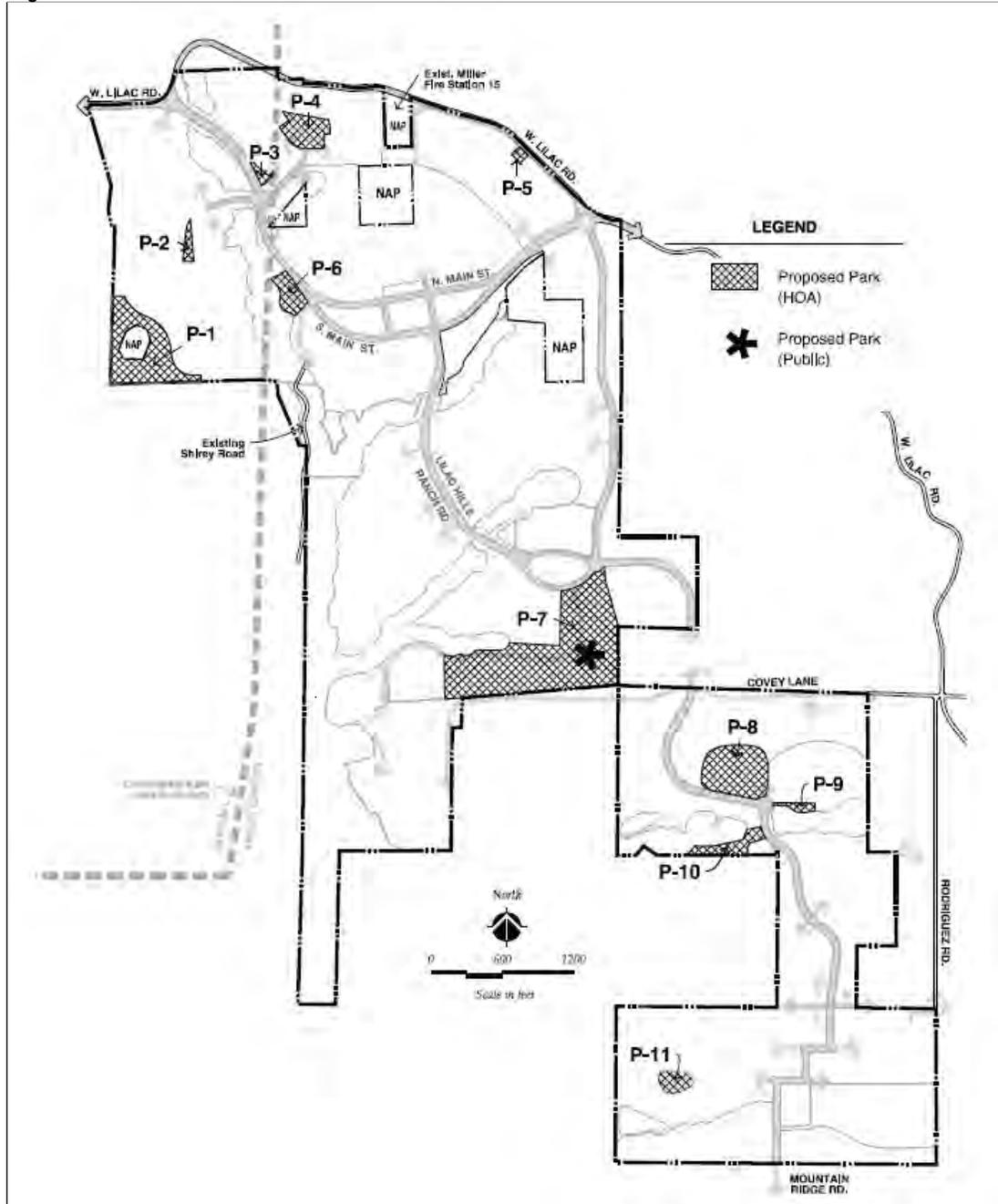
The project is located within the Deer Springs Fire Protection District (DSFPD) and fire and emergency medical services would be provided by the DSFPD and/or CAL FIRE. The DSFPD has provided a Project Facility Availability Form indicating that the project is located within the district and fire and emergency services would be adequate to service the project. However, the DSFPD indicated that their existing fire station is not located within the 5 minute travel time required by the General Plan. A Fire Protection Plan for the project was approved by DSFPD. The plan details the locations and widths of appropriate fuel management zones, road widths, secondary access, water supply, and hydrant spacing, which would comply with the DSFPD standards and County Consolidated Fire Code Standards. The project will be conditioned to meet the County's General Plan five-minute travel time. Please see Section C.2.b. of this report for a detailed discussion regarding fire service.

3) Parks and Recreation

The project is also partially located within the Valley Center Parks and Recreation District (VCPRD) as shown in Figure 11. The County of San Diego Parkland Dedication Ordinance (PLDO) (County Code section 810.101 et seq.), requires that projects that propose more than 50 dwelling units dedicate land for parks, pay PLDO fees or a combination of both. The PLDO requires a total of 15.09 acres of parkland based on the number of dwelling units proposed by the project. The PLDO allows up to half of the parkland dedication to be satisfied through the construction of private parks. The project would provide a total of 25.6 acres (gross) of parks (19.1 acres as defined by PLDO), including a 13.5-acre (net) public park, which exceeds the project's PLDO obligation.

A private recreation facility would also be located within Phase 3 and would provide active indoor and outdoor amenities that may include a swimming pool, gym, basketball courts, and tennis courts. The facility would be privately operated and maintained. Additionally, a smaller private recreation facility would be constructed in Phase 1 and may include tennis courts, and a multi-use field, a pool, spa, clubhouse, and reception hall. The 13.5-acre public park within Phase 3 would be dedicated to the County of San Diego and would be operated by either the Department of Parks and Recreation or the VCPRD. An interim public park (8 acres) site has been identified in order to meet the PLDO requirements until the 13.5-acre public park is developed in Phase 3. The proposed park plan is shown in Figure 11.

Figure 11: Park Plan

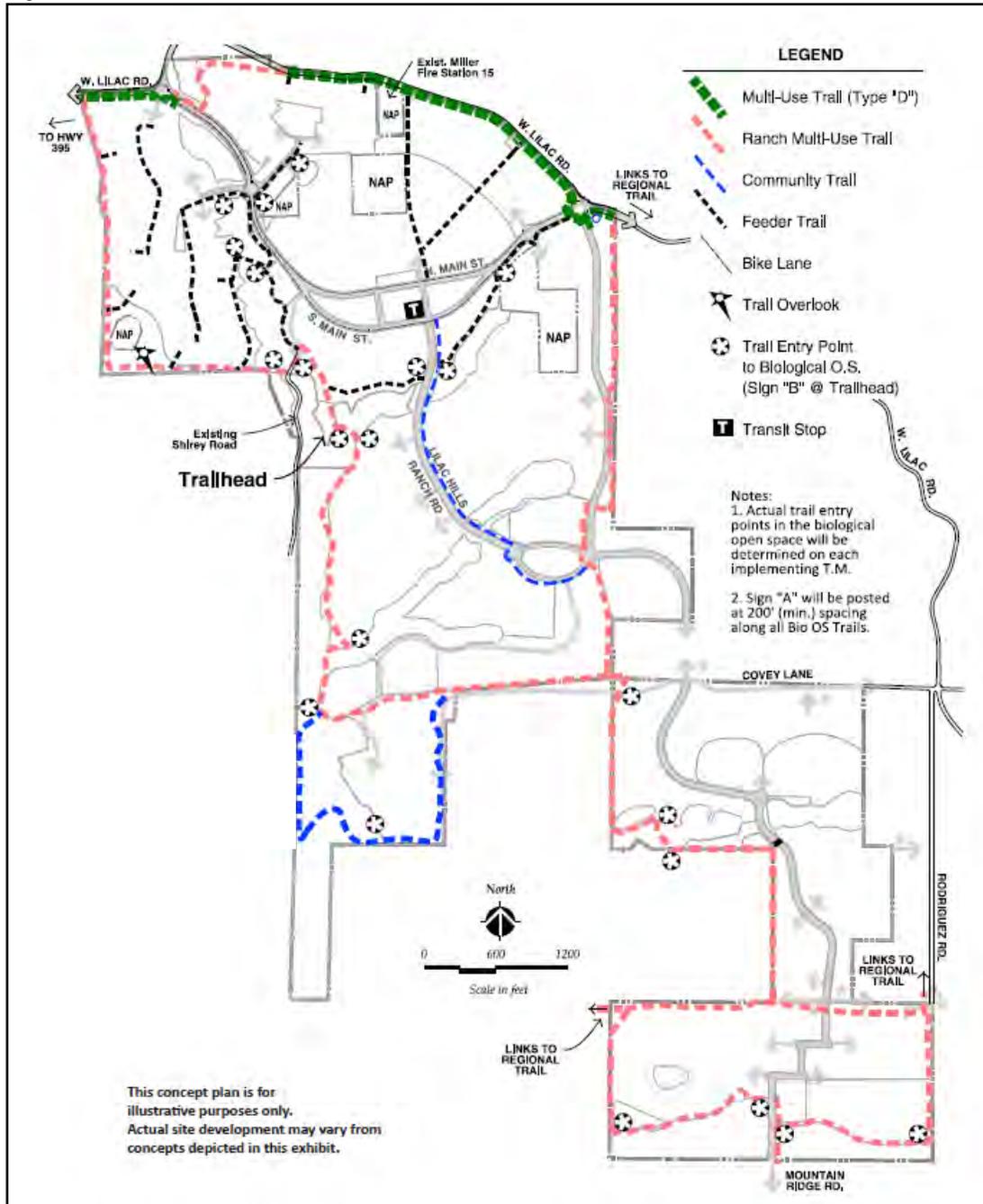


4) Trails

The project is also subject to the Community Trails Master Plan (CTMP), which identifies a pathway along West Lilac Road and Nelson Way. The project includes the dedication and construction of both pathways. In addition, the project includes an interconnected network of trails and pathways that total approximately 16 miles as shown in Figure 12, which exceeds the CTMP requirements. Overall, the project's trail system will include: approximately 6 miles of multi-use trails; approximately 3 miles of community trails primarily used to connect the Town

Center with the northern Neighborhood Center, school site, and public park; and approximately 7 miles of feeder trails located within the neighborhoods on local streets.

Figure 12: Trails Plan



5) Law Enforcement Service

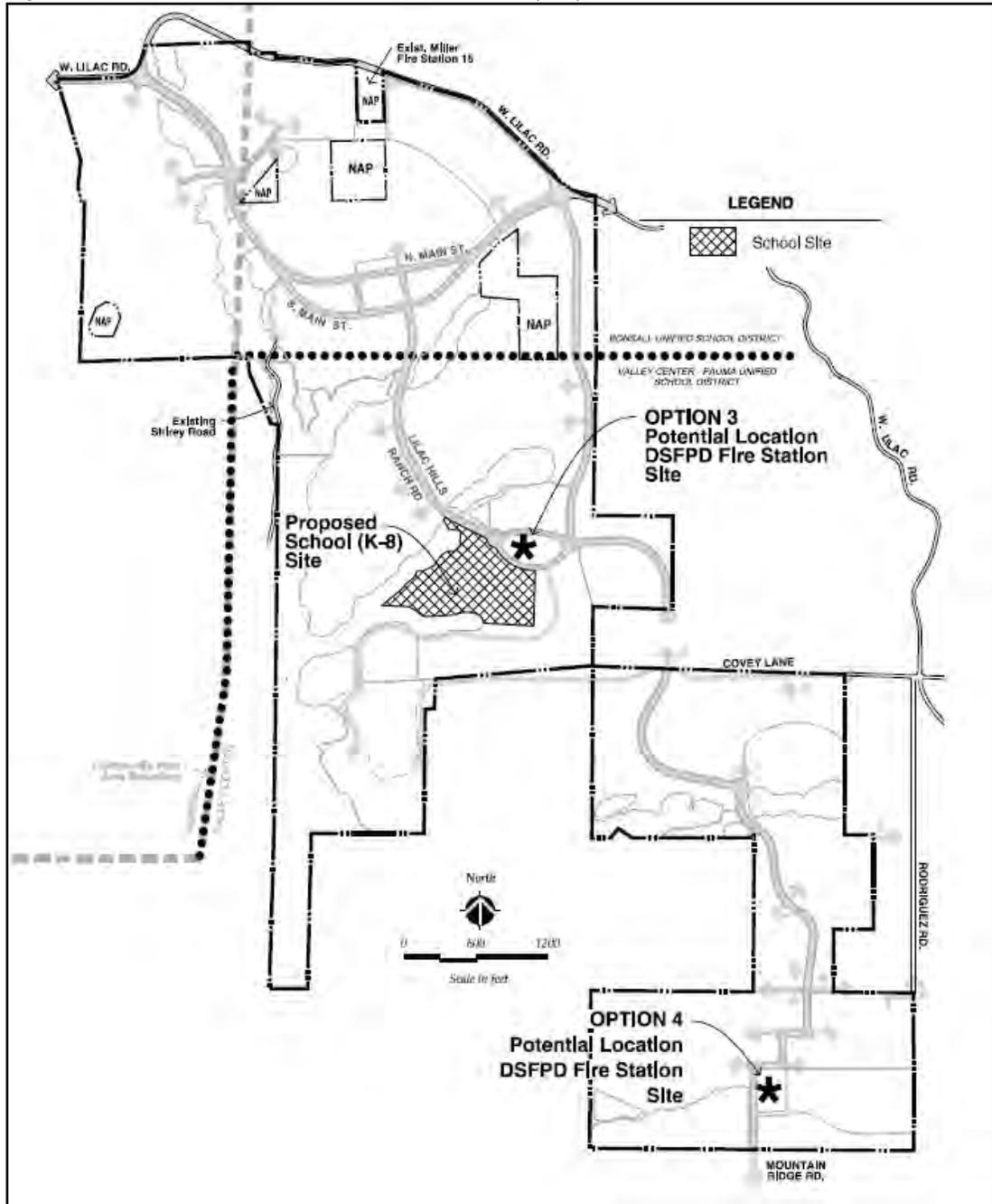
Law enforcement services will be provided by the San Diego County Sheriff's Department from the Valley Center Substation, approximately 10 miles northeast of the project site. The

Sheriff's Department has reviewed the proposed project and identified a need for three additional sworn personnel; however, the personnel would not necessitate the construction of any new facilities or services and could be accommodated within the existing Valley Center Substation.

6) Schools

The project site is located within two public school districts. The northern portion of the project, including all of Phases 1, 2 and a portion of Phase 3, are located within the Bonsall Unified School District (BUSD). The remaining portion of the project site is located within the Valley Center-Pauma Unified School District (VCPUSD) as shown in Figure 13. Project Facility Availability Forms have been submitted from both school districts in accordance with Board of Supervisors Policy I-84. The project also proposes a 12 acre school site (K-8) within the VCPUSD. Please see Section C.2.b. of this report for a detailed discussion regarding school service.

Figure 13: School District Boundaries, School Site (K-8) and Potential Fire Station Locations



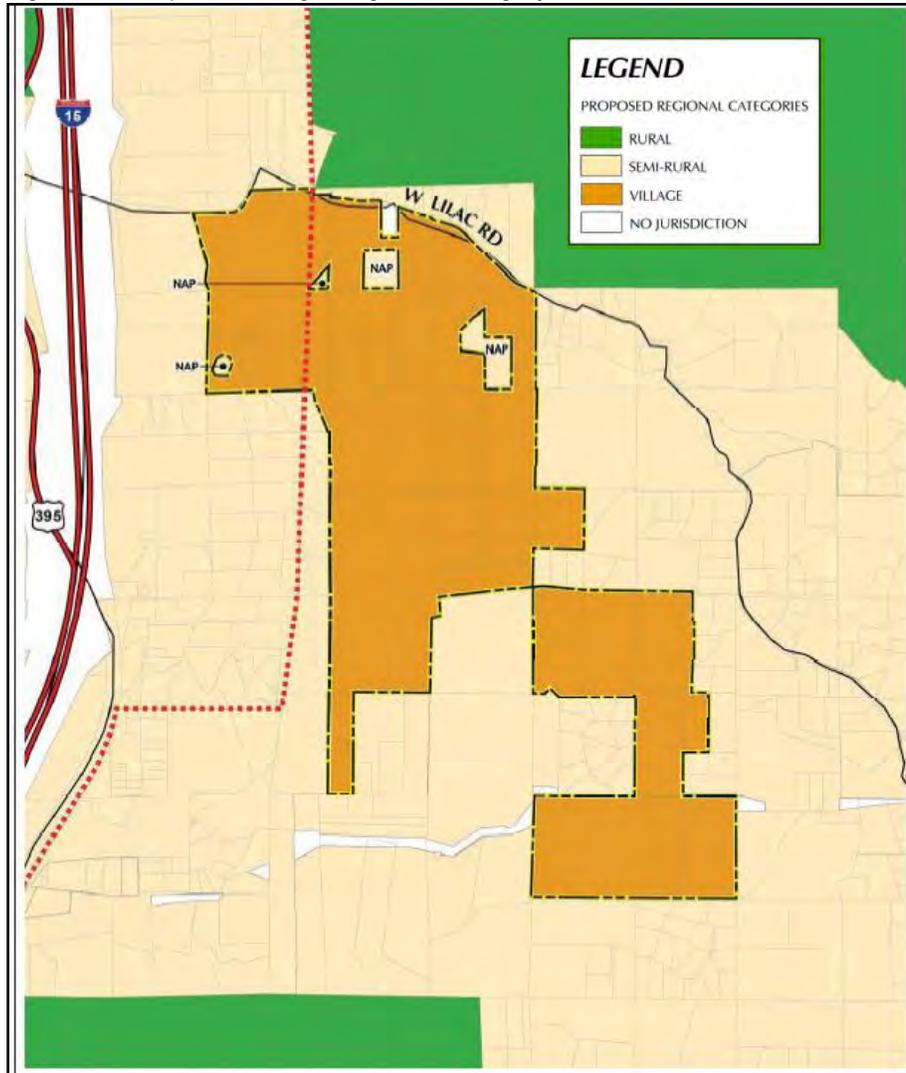
4. General Plan Amendment

In order to develop the proposed project, a General Plan Amendment (GPA) is required. Under the existing General Plan Land Use Designations, the site could support a total of 110 single-family detached dwelling units and no commercial uses. The GPA proposes changes to the Land Use Element, Mobility Element, and the Valley Center and Bonsall Community Plans. The proposed changes are explained in further detail below.

a. Regional Category Amendment

The project site is currently subject to the Semi-Rural Regional Category. The proposed GPA would amend the Regional Category Map to change the Semi-Rural Regional Category to the Village Regional Category. As shown in Figure 14, the proposed Village Regional Category would be surrounded by the Semi-Rural Regional Category, which would transition to the Rural Regional Category in accordance with the Community Development Model (CDM).

Figure 14: Proposed Village Regional Category

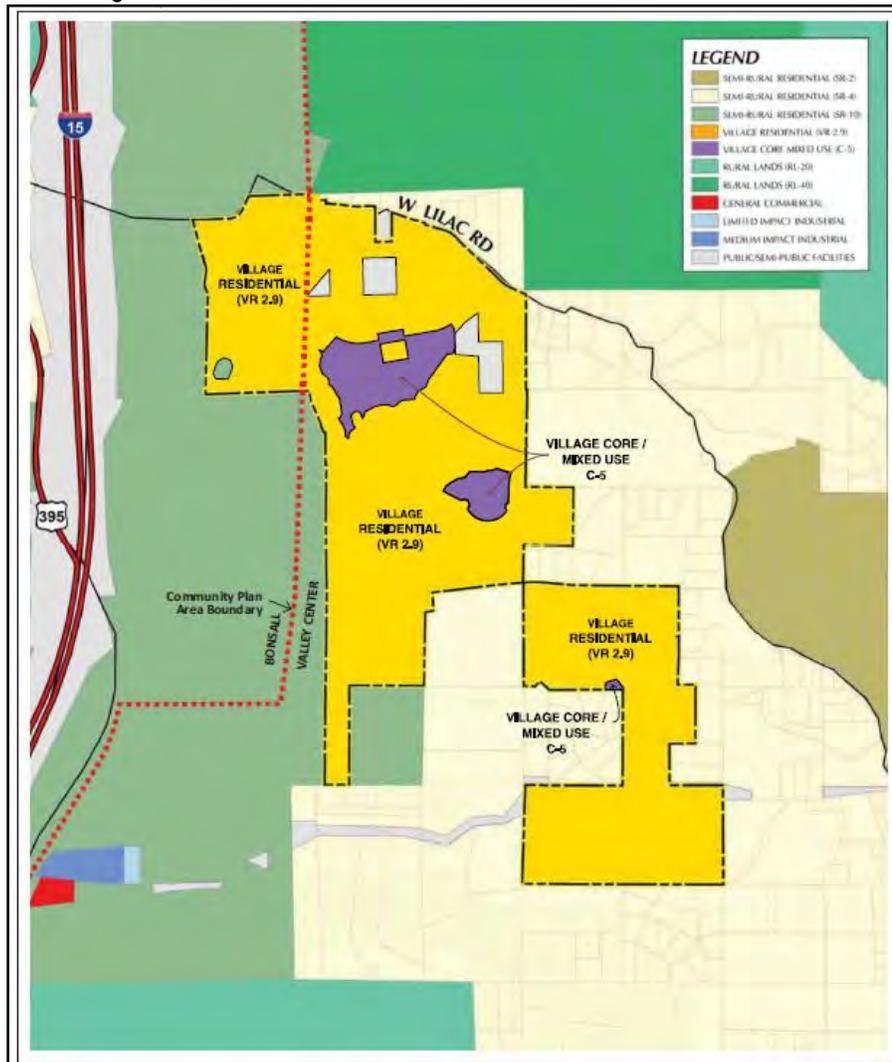


b. Land Use Designation Amendment

The project site is also currently subject to the Semi-Rural SR-10 (1 dwelling unit per 10 or 20 gross acres depending on slope) and Semi-Rural SR-4 (1 dwelling unit per 4, 8, or 16 gross acres depending on slope) Land Use Designations. The proposed GPA would change the existing Land Use Designations to Village Residential 2.9 (VR-2.9) and Village Core Mixed Use

(C-5) as shown in Figure 15 below. The areas designated for Village Residential would primarily be for residential development, and the areas designated as Village Core Mixed Use would be for mixed-use development, including specialty commercial uses.

Figure 15: Proposed Village Residential 2.9 (VR-2.9) and Village Core Mixed Use (C-5) Land Use Designations



c. Mobility Element Amendment

The project also includes a GPA to the Mobility Element of the General Plan to change the classification of a segment of West Lilac Road (Main Street to Road 3) from a 2.2C Light Collector with Intermittent Turn Lane to a 2.2F Light Collector with Reduced Shoulder. The project would also amend Table M-4 of the Mobility Element to add West Lilac Road from Road 3 to Old Highway 395 and Old Highway 395 from East Dulin Road to the I-15 southbound ramps to the list of Accepted Roadway Classifications with Level of Service E/F. (The Road 3A segment that was previously planned through the project site was not included in the updated General Plan.) Please see Section C.2.a. of this report for additional details

regarding the proposed mobility plan and the proposed changes to the Mobility Element and the Specific Plan for the proposed mobility plan.

d. Community Plan Amendments (Valley Center and Bonsall)

The project also includes a GPA to amend both the Valley Center and Bonsall Community Plans to add the project as a new village within both communities. The Valley Center Community Plan currently identifies two villages within the community (north and south villages). The GPA would revise the Valley Center Community Plan text and figures to add the Lilac Hills Ranch project as a third village within the community plan. The GPA would also add a description of the Lilac Hills Ranch Specific Plan similar to other adopted Specific Plans in the community like Champagne Boulevard, Woods Valley Ranch, and Orchard Run.

The Bonsall Community Plan also currently identifies two villages within the community plan. The GPA would revise the Bonsall Community Plan text and figures to add the Lilac Hills Ranch project a third village that is partially located within the community, but primarily located within the Valley Center Community Plan area. Please see Attachments E and F to the GPA Resolution (Attachment I) for the proposed changes to the Valley Center and Bonsall Community Plans.

5. Rezone

A Rezone would also be required to implement the General Plan Amendment and proposed Specific Plan. The portion of the project site within the Bonsall Community Plan area is currently zoned Rural Residential (RR) Use Regulations and the portion within the Valley Center Community Plan area is currently zoned Limited Agricultural (A70) Use Regulations. The Rezone would change the RR and A70 Use Regulations to Single-Family Residential (RS) Use Regulations and General Commercial-Residential (C34) Use Regulations. The Town Center and two Neighborhood Centers would be rezoned to the C34 Use Regulations while the remaining area would be rezoned to the RS Use Regulations. Tables 3 and 4 under Section 4.a. identify the existing and proposed Zoning Use and Development Regulations.

The Rezone would change all of the existing development regulations for the site, including the minimum lot size, maximum number of stories (height), and Special Area Regulations. All development within the Specific Plan would be regulated through the application of the "D" Special Area Designator, which requires a detailed Site Plan to be submitted for each phase prior to approval of any building permits. The Site Plans will identify the location of all structures, setbacks, as well as provide architectural details (elevations), and floor-plans. In addition, the Rezone would also include a "B" Special Area Designator within the Town Center and two Neighborhood Centers that would require all mixed-use commercial development to obtain a Site Plan prior to the issuance of building permits pursuant to the Valley Center Design Guidelines, including the mixed-use and commercial development.

6. Tentative Maps

The project includes two Tentative Map applications for the subdivision of the project site. The Master Tentative Map would authorize the subdivision of the entire 608-acre project site into 10 lots, 14 open space lots, and a private road lot. The lots created by the Master Tentative Map would require additional discretionary permits in order to be developed in accordance with the Specific Plan. For example, the lots would require future Tentative Maps, Site Plans and Major Use Permits to develop according to the Specific Plan. The Master Tentative Map also includes a preliminary grading plan, which specifies rough grading quantities and drainage facilities that would serve the entire project.

An Implementing Tentative Map is proposed for Phase 1. The Implementing Tentative Map would authorize the subdivision of 121.5 acres into 352 single-family residential lots, nine Homeowners Association (HOA) lots, five private park lots, and six biological open space lots. The Implementing Tentative Map also includes a Preliminary Grading Plan that indicates that the first phase would require approximately 715,000 cubic yards of cut and 860,000 cubic yards of fill. Implementing Tentative Maps would be required prior to constructing subsequent phases.

7. Site Plan (Phase 1)

A Site Plan is also proposed for Phase 1 that would authorize the construction of five private parks and the detailed park improvements and amenities (4.5-acres). The private parks would be owned and operated by the HOA. Four of the private parks would be open to the public except for the private recreational center (P-4) that includes a reception hall, recreational field, tennis courts a pool and clubhouse.

8. Major Use Permit

A Major Use Permit application is also requested for a water recycling facility (WRF) that is proposed within Phase 3. The site for the proposed WRF would be approximately 2.4-acres and would include five separate structures: a treatment process area, effluent storage, chlorine contact facility, and a control and equipment building. The structures would be a maximum of 35 feet in height. The recycled water infrastructure would consist of a conveyance pump station, a transmission pipeline, a possible recycled water storage tank, and recycled water distribution pipelines. Screening trees and shrubs are proposed around the perimeter of the facility. The proposed WRF would be dedicated to the VCMWD, who would own and operate the facility. The WRF would provide recycled water for irrigation use within the project common areas and parks. The VCMWD would ultimately determine when the WRF is constructed.

C. ANALYSIS AND DISCUSSION

Introduction

County staff has conducted an evaluation of the Specific Plan through a comprehensive framework including site design and context guidelines, environmental analysis in accordance with CEQA, General Plan conformance, Community Plan conformance, and the County's Zoning Ordinance, among others.

The project was reviewed to ensure that it would not be detrimental to the public health, safety and welfare, and would be in the public interest. The methodology and analytical approach to the review of the project was conducted in the manner described below.

- Staff conducted an evaluation of the proposed Specific Plan and the conceptual development design and overall form and function of the project both internally and within its regional context. The Specific Plan was analyzed based on how it would implement the General Plan vision and guiding principles. The adequacy of proposed essential facilities and services related to the provision of water, sewer, drainage, solid waste disposal and mobility. Please see Section C.1.a. for the Specific Plan and Conceptual Design & Development Review below.
- An environmental evaluation in compliance with the CEQA was prepared. Environmental impacts to Aesthetics, Air Quality, Transportation and Traffic, and Noise are considered significant and unavoidable. Please see the CEQA review below – Section C.3 – and Draft Final EIR for more information.
- The proposed General Plan Amendment was reviewed to determine conformance with the General Plan, and the Valley Center Community Plan and Bonsall Community Plans. Please see the General Plan Amendment discussion in Section C.1.b below for more information. For a full discussion of consistency with individual General Plan goals and policies, please refer to Appendix M, an attachment to this report and Appendix W, an attachment to the Draft Final EIR.
- The project was reviewed for compliance with the Zoning and Subdivision Ordinances. The project was reviewed to demonstrate zoning consistency with the proposed Single-Family Residential (RS) Use Regulations and General Commercial-Residential (C-34) Use Regulations and associated Development Regulations. Further the project was reviewed to determine that it meets the requirements of the Subdivision Ordinance. Please see Section C.4 for additional information.

1. Planning and Development Analysis

a. Specific Plan – Conceptual Design & Development

The County's General Plan is based on a vision to promote healthy and livable communities that protect natural resources for future generations. The vision is supported by ten interrelated principles that provide the supportive framework for the goals and policies that implement the vision. Specific Plans must include text and diagrams that provide standards and criteria by which development will proceed, including any subjects which in the judgment of the planning agency are necessary or desirable for the implementation of the General Plan.

County staff analyzed all of the design components of the project related to the General Plan vision including the mix of uses, inclusion of amenities, recreational opportunities,

including parks and trails, walkability, bikeability, and accessibility, resource protection, and the overall sustainable composition of the project.

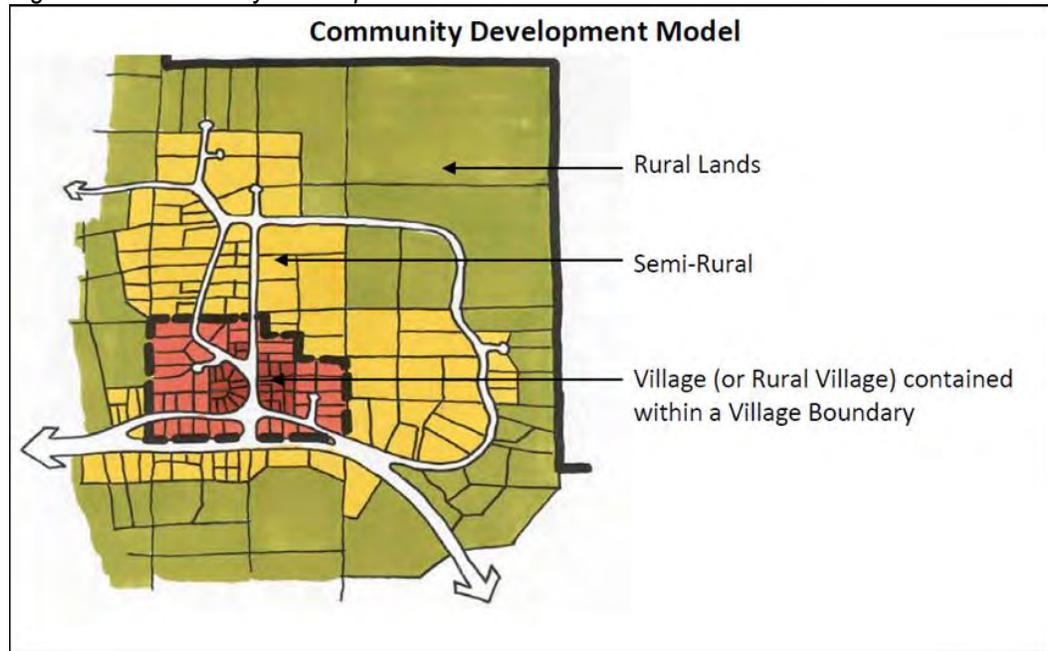
The proposed Specific Plan addresses these topics in the following goals and policies.

- 1) Community Design and Operation Goals and Policies: Establishment of the orderly and sensitive development provided to safeguard the appearance, quality and value of development in the community planning areas by maintaining community elements such as community entries, parks and parkway landscaping.
- 2) Specific Plan Goals and Policies: Creation of a mixed-use pedestrian oriented community in close proximity to I-15 in order to provide an appropriately scaled Village that provides social and public services as well as commercial opportunities for the existing and proposed residents.
- 3) Sustainable Community Goals and Policies: Preservation of sensitive natural resources on-site through a compact pattern of development. Determination of best management practices to ensure conservation as well as reduction of GHGs through alternative modes of transportation, trails and the creation of a walkable community.
- 4) Open Space/Conservation Goals and Policies: Conservation of the significant biological, cultural, agricultural, and visual resources and maintenance of such resources.
- 5) Circulation Goals and Policies: Provision of multi-modal transportation routes along with the overall establishment of a pedestrian oriented development pattern to enhance walkability and other non-motorized modes of travel. Establishment of an interconnected and integrated circulation system.
- 6) Services and Facilities Goals and Policies: Establishment of the provision of services and facilities to allow growth and development to proceed in a timely, efficient yet rational manner.

Community Development Model

One of the primary physical planning design principles of the General Plan is the Community Development Model (CDM). The CDM directs the highest intensities and greatest mix of uses to Village areas, while directing lower-intensity uses, such as estate-style residential lots and agricultural operations, to Semi-Rural areas. The Semi-Rural category may effectively serve as an edge to the Village, as well as a transition to the lowest-density category, Rural Lands, which represents large open space areas where only limited development may occur. The CDM is implemented through the application of the Village, Semi-Rural, and Rural-Lands regional categories. These regional categories broadly reflect the different character and land use development goals of the County's developed areas, its lower-density residential and agricultural areas, and the very low-density or undeveloped rural lands.

Figure 16: Community Development Model



The CDM is a model for compact growth that the General Plan relies on to reduce impacts caused by low density, large parcel development. In turn, healthy and sustainable communities are created by locating housing closer to retail, services, schools, and jobs and on smaller lots within communities reduces the number and length of automobile trips, decreasing pollution and greenhouse gases, and increasing the opportunities to walk and bike short distances. Additional benefits are achieved through a compact form of development that reduces the amount of developed land, and increases the amount of open space, natural habitat, and agriculture that can be preserved, as well as reducing pressure on groundwater resources.

The Specific Plan is designed in conformance with the CDM and promotes health and sustainability by locating new growth near existing and planned infrastructure, services, and jobs in a compact pattern of development. The project is a compact mixed use community with the highest intensity of residential and commercial uses within the town and neighborhood centers, surrounded by lower density single-family residential uses. The project would locate new growth near existing and planned infrastructure within the Valley Center Municipal Water District and along West Lilac Road, a Mobility Element Road, within close proximity to I-15. The project would also provide all necessary facilities and services for the proposed development, as well as multiple community-serving amenities including 90,000 square feet of commercial uses, a school site, public and private parks, and trails.

Implementing the General Plan Vision

The General Plan sets forth three major tenets in the effort to create sustainable communities as described on page 2-3 of the County's 2011 General Plan: 1) build healthy communities and; 2) build livable communities; and 3) build sustainable communities. Staff evaluated the project's ability to meet and/or exceed these sustainable design tenets as proposed in the Specific Plan.

Building Communities

The build healthy communities tenet promotes a mix and density of land uses that will minimize automobile trips and their length, invigorate the economic health of businesses, and promote association among neighbors. This tenet provides the framework for the CDM and establishes the goal to develop in ways that maximize the use of planned infrastructure, services, and jobs. Compact development also reduces environmental impacts by reducing the footprint of development, and by increasing the amount of land that is used for open space, natural habitat, and agriculture.

The Specific Plan meets the intent of the build healthy communities tenet and implements the CDM through the inclusion of three nodes of commercial uses, surrounded by various private facilities, multiple private parks, and community trails at decreasing intensities adjacent to surrounding uses. The Town Center includes high intensity commercial and residential development, including 80,000 square feet (office and retail) of commercial, 59 attached homes and 211 mixed-use dwelling units. The northern Neighborhood Center clusters 105 attached homes with commercial (7,500 square feet) and retail uses on 4.8 acres, and the southern Neighborhood Center provides additional commercial services (2,500 square feet) closer to those residences in Phases 4 and 5. This design results in compact residential neighborhoods that surround the Town Center, and two Neighborhood Centers, and lower-density residential uses with parks, trails, and open space along the perimeter.

The Specific Plan states that this form of development is intended to provide social, public service and commercial opportunities to both new and existing residents in the area.

Compact development allows for the conservation and preservation of a large portion of the project site in permanent biological open space. This is illustrated by the project's overall objective to "provide an environmentally sensitive, new village that is compatible with the character of the surrounding area while preserving significant portions of the existing on-site biological resources, including 95 percent of the RPO wetlands in open space easements."

The community's compact design and 104.1 acres of open space provide for the permanent preservation of habitat and environmentally sensitive lands. The proposal is designed to respect natural landforms in order to uphold a sustainable and compact design. The project is designed so that approximately 98 percent of grading occurs outside of the RPO steep slope areas, therefore preserving the RPO significant slopes.

The major drainage (wetlands) features of the site will be placed into open space easements with each phase of development and significant efforts were made to avoid, or minimize impacts to them. The land use plan has been designed so that in all but one case the major drainages have no more than one crossing.

The proposal focuses development on the buildable portions of the site that are gently sloping and in areas that were disturbed previously by agricultural activities. Significant landforms and the most sensitive biological resources are preserved.

Build Livable Communities

The build livable tenet states that efforts to improve access to transit, coupled with compact development will reduce air pollution, greenhouse gas emissions, energy consumption, noise, and time spent away from our families. It will provide more opportunities to walk more in village cores and participate in recreational activities, which will improve the health of our families and children.

Based on staff analysis the Specific Plan meets the intent of this tenet as demonstrated in the conceptual design and the components of the Specific Plan. All of the residential lots are within one-half mile of either the proposed Town Center or one of the two proposed Neighborhood Centers as illustrated in Figure 17: Mix of Uses below. Additionally, the mix of uses proposed within the Specific Plan includes multiple recreational amenities including 25.6 acres of parks, 16 miles of multi-use trails, active orchards and other agricultural uses, and community recreation facilities.

The circulation system provides a variety of well-connected routes through the community as described below and illustrated in Figure 18: Walkable Community.

- Meandering sidewalks separated from roadways by landscaped parkways containing trees, pedestrian-scaled lighting, and other pedestrian amenities provide multiple options for walking throughout the community.
- Pedestrian and bicycle transportation routes are proposed within the community. The pedestrian circulation system includes both standard sidewalks and an extensive soft surface trail system for public use that connects to the County's Public Regional Trail System at the north and south ends of the property and provides links throughout the community.
- All neighborhoods are interconnected through a community trail system which will provide residents with a walkable alternative within a convenient distance from every home.

Figure 18: Walkable Community



The Specific Plan also includes a Transportation Demand Management (TDM) program which is intended to reduce the amount of vehicle trips generated by the project until public transportation is available to the nearby area. The TDM proposes the following:

- a) Implement a ride-share program with transit vouchers or other options that may be determined by the HOA;
- b) Implement bicycle circulation improvements to improve internal bicycle circulation and encourage the usage of bicycles to include requiring provision of bicycle parking facilities including secured bicycle parking facilities in specific locations as specified in this Specific Plan;
- c) Promote Carpool/Vanpool programs which may include a Senior Transportation Service;
- d) Promote available websites providing transportation options for residents and Businesses;
- e) Create and distribute a “new resident” information packet addressing alternative modes of transportation;
- f) Promote programs to encourage workplace peak hour trip reduction, including staggered work hours, regional ride-matching services, and telecommuting;
- g) When transit routes are extended to the Community, participate in providing the necessary transit facilities, such as bus pads, shelters, signs, lighting, and trash receptacles; and
- h) Coordinate with the NCTD as to the future siting of transit stops/stations within the project site.

Therefore, based on the above analysis the proposed Specific Plan and conceptual design meet the overall intent of a livable neighborhood. Staff is recommending further modifications to the TDM program as outlined below under Specific Plan Recommendations that would provide additional standards and criteria by which the project would proceed and that are desirable to implement the General Plan.

Build Sustainable Communities

The build sustainable communities tenet seeks to develop properties and design buildings to reduce energy consumption, use low-impact alternative energy sources, capture stormwater and recycle wastewater, use recycled construction materials, reuse our solid wastes, and use non-toxic paints and materials. This effort will create resilient neighborhoods and sites, and will reduce the environmental impacts related to energy consumption.

The Specific Plan meets the intent of the build sustainable communities by including multiple design features that reduce energy consumption. All buildings that are constructed shall be required to exceed the 2008 State of California Title 24 standards by 30 percent. This will be achieved by installing solar photovoltaic systems on 500 single-family homes, and 90,000 square feet of commercial buildings, using high efficiency lighting in outdoor commons areas, installing high efficiency appliances in 95 percent of the residences, and using smart meters.

The community will also conserve water and will be designed to achieve a minimum 20 percent savings over typical use for potable water. The Specific Plan will also implement recycling and composting services in order to achieve a 20 percent reduction in baseline waste disposal. Also planned within the community are: a recycling facility, a Water Reclamation Facility, and other supporting infrastructure that allow the development to be self-sufficient.

Therefore, based on the above analysis, the proposed Specific Plan and conceptual design meet the overall objectives and goals of a sustainable neighborhood.

Staff evaluation of the specific plan is substantially consistent with the principles and characteristics contained in LEED-ND. Staff reviewed in detail the content and evaluation criteria described in LEED-ND as well as best practices contained in other similar evaluation programs and CEQA related environmental analyses. These principles include: conservation of agricultural land, habitat for imperiled species, and sensitive ecological communities; compact development achieved through an efficient street network and appropriate land use designations; complete neighborhood design that provides a variety of housing types as well as a balance between jobs and housing, and multiple or mixed land uses; neighborhood design that provides easy access to recreation, and safe, walkable routes to schools; energy and water efficiency design and development practices.

Based on the analysis noted above, staff has determined that the conceptual project design and Specific Plan meet the intent of the General Plan vision. In meeting this intent, the project has incorporated many of the widely accepted best practices reviewed that are recognized as fundamentals to livability and sustainability.

For a full description of how the proposed Specific Plan correlates with the principles of LEED-ND categories and how the project complies with these principles, please review the summary on General Plan Amendment and the General Plan Conformance in Section C.1.b. below.

Specific Plan Recommendations

Staff is recommending the following modifications be made to the project that would provide additional standards and criteria by which the Lilac Hills Ranch development would proceed and that are desirable to implement the General Plan. These modifications include the following requirements that have been added as conditions as approval to the Resolution Approving the Specific Plan for the project:

a) Landscape Buffer/Land Use Transition

Require a 50-foot buffer (setback) with two rows of trees or similar vegetation around the perimeter of the project, including along the south side of West Lilac Road within the project site. The buffer shall include a similar style of landscaping (e.g. orchard style plantings) as the other agricultural buffers. The buffer is desirable to implement Guiding Principle 3 of the General Plan because the buffer would enhance the

project's compatibility, or "fit", within the community character and provide additional transition from the project to the existing community. The buffer would provide an additional land use transition from the proposed project to the existing community and provide additional screening of the proposed development along West Lilac Road. Any residential lots affected by this requirement can be relocated within the project. However, the overall number of dwelling units shall not exceed 1,746 and the type of dwelling unit (single-family detached) shall remain the same (like for like).

b) Plan Consistency & Implementation

Require the Town Center to be developed prior to or concurrently with the third phase of development (regardless of order) and that the commercial and other uses are developed concurrently with the development of each phase. This phasing condition is authorized by the Specific Plan statute. (Government Code section 65451(a)(3) (standards and criteria by which development will proceed.) This requirement is also desirable to implement General Plan policy LU-12.1, Concurrency of Infrastructure and Services within Development, which requires *"the provision of infrastructure, facilities, and services needed by new development prior to that development, either directly or through fees. Where appropriate, the construction of infrastructure and facilities may be phased to coincide with project phasing."* By requiring the development of services concurrently with each phase, the project's traffic and GHG emissions would be reduced by encouraging residents to walk and bicycle to services within the development.

Additionally, require all development within the Lilac Hills Ranch Specific Plan to maintain consistency with the conceptual plans, figures and graphics in the Specific Plan and not deviate substantially except for the Town Center, which may be modified as long as the intent and design are consistent with the goals and design objectives of the Specific Plan.

Require the construction of Main Street concurrently with the development of Phase 2 or Phase 3, provide access from Phase 4 to either West Lilac Road via Lilac Hills Ranch Road or Residential Road 10 as identified in the Specific Plan or south through Phase 5 via Mountain Ridge Road concurrently with the development of Phase 4, and provide access to either Covey Lane or Rodriguez Road concurrently with the development of Phase 5.

c) Transportation Demand Management (TDM) Program

The project shall be required to coordinate with the North County Transit District (NCTD) on the siting of a future transit stop in Phase 2 and provide transit stop improvements concurrently with the development of Phase 2 (shelter and bench). The project will also be required to provide the proposed interim transit service (on-demand vanpool) concurrently with Phase 1. The interim transit service shall provide daily service between the community and the nearest off-site transit stops (Route 388 along

Valley Center Road & SR-76 and/or Escondido Transit Center) through the SANDAG iCommute program until transit service is provided to the site.

b. General Plan Amendment

The County can amend the General Plan pursuant to State Law (Government Code Section 65350). The General Plan (Chapter 1 - Implementing and Amending the Plan) establishes the methods and findings for amending the General Plan. The General Plan specifically states that “the General Plan is intended to be a dynamic document and must be periodically updated to respond to changing community needs.”

1) General Plan Conformance

The Specific Plan was reviewed to ensure that the proposed General Plan Amendment is in the public interest and would not be detrimental to public health, safety, and welfare. Staff reviewed all of the 473 goals and policies in order to determine those that were applicable to the project and determined it to be consistent except where text revisions have been proposed (i.e. Valley Center and Bonsall Community Plans). Staff reviewed all of the public comments received regarding the Specific Plan’s consistency with the General Plan. For a full discussion of consistency with individual General Plan goals and policies, please refer to Attachment C - General Plan Consistency Table and Appendix W, an attachment to the Draft Final EIR.

2) Policy LU-1.2 Leapfrog Development (General Plan)

During the processing of the project, the County received a number of comments addressing Land Use Policy LU-1.2. The main focus of the comments and the staff analysis is provided below:

The overall theme of the Policy LU-1.2 comments assert that the County is precluded by law from approving the project because the project does not comply with General Plan Policy LU-1.2 Leapfrog Development (Policy LU-1.2) and the Community Development Model (“CDM”). Staff has determined that the project is consistent with Policy LU-1.2 and the CDM based on the following information:

Policy LU-1.2 regulates the establishment of new Village densities, and states the following:

“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. [See applicable community plan for possible relevant policies.]”

Policy LU-1.2 does not prohibit new villages from being established, rather it allows new villages to be developed 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.” The project meets the requirements of Policy LU-1.2 as described below.

- i. *Project must be designed to be consistent with the Community Development Model (Note: this is repeated from above. For additional information related to CDM, see Section C.1.a)*

The Project complies with the CDM because it proposes a new “Village” Regional Category that is surrounded by Semi-Rural Regional Category lands, which transition to Rural Regional Category areas. The project has been designed with the highest intensities (commercial, mixed-use and attached residential) within the central portion of the project (Town Center) and the lower-intensity residential uses around the perimeter of the site (single-family detached residential uses.) The Town Center includes high-density residential development, commercial and professional offices uses, various private facilities, multiple private parks, and community trails. Compact residential neighborhoods surround the Town Center towards the Project perimeter and support several small parks and community trails. There are also two Neighborhood Centers (highly abbreviated forms of the Town Center) planned southeast of the Town Center. The northern Neighborhood Center clusters 105 attached homes with commercial and retail uses on 4.3 acres, and the southern Neighborhood Center is consistent with the model concept of locating gradually lesser intense uses away from its core, that support the commercial uses.

- ii. Project must provide necessary services and facilities.

The project will provide necessary services and facilities to its residents. Specifically, the project is located within the following service districts: the County Water Authority, Valley Center Municipal Water District (VCWMD), Valley Center Pauma Unified School District, Bonsall Unified School District and the Deer Springs Fire Protection District (DSFPD). The VCWMD provided a Project Facility Availability Form for both sewer and water, which indicates that the project is eligible for service and facilities are expected to be available within the next 5 years. Project Facility Availability Forms have also been provided from other service districts as well, such as the school districts and DSFPD. Based upon the data in the Lilac Hills Ranch Fire Service Response Capabilities Assessment (Appendix “D” of the Specific Plan) DSFPD would have the capacity to respond to expected calls from the project and would not be overloaded due to the build out of the project.

The project will be responsible for the construction/improvement or the payment of appropriate mitigation fees for private roads, storm drain facilities, underground utility

lines, potable and irrigation water lines, water reclamation and distribution facilities, storm water detention basins, wet weather storage ponds, parks and recreational facilities and a school site. Infrastructure improvements will follow the phasing of the Specific Plan and the project will be conditioned to provide the facilities needed by each phase. This will ensure that adequate infrastructure is available for each phase of development at the appropriate time. Finally, as a condition of approval, implementation of the one of the fire service options would allow fire and emergency services to be provided to the project consistent with the requirements of the General Plan.

- iii. Projects must be... designed to meet the LEED-Neighborhood Development Certification or an equivalent.

LEED®-Neighborhood Development (“LEED®-ND”):

LEED®-ND is a rating system for neighborhood planning and development projects that emphasizes the creation of compact, walkable, vibrant, mixed-use neighborhoods. It is a trademarked program administered and marketed by the U.S. Green Building Council (USGBC) in which a developer pays USGBC to rate a project once it has been fully developed. (“LEED 2009 for Neighborhood Development,” Congress for the New Urbanism, Natural Resources Defense Council and the U.S. Green Building Council, Updated Oct. 2012, page xii) LEED®-ND is not meant to be a national standard that replaces zoning codes or comprehensive plans. (page 15 of LEED®-ND)

Some commenters asserted that the policy must be strictly interpreted to mean that new villages must qualify for LEED®-ND certification, or must be LEED®-ND certified, or qualify to meet or be certified by a program that is identical to LEED®-ND in all aspects.

Staff analysis concluded that: As a trademark program, LEED®-ND cannot be explicitly duplicated by any other program; the interpretation that a new village could only be found to comply with Policy LU-1.2 if it qualified or was certified as LEED®-ND would render the term “equivalent” meaningless and; an interpretation that an equivalent program means it must be identical to LEED®-ND would also render the term “equivalent” meaningless.

Commenters also asserted that only new villages that meet the Prerequisite-Smart Locational requirement of LEED®-ND can be approved by the County. Again, based on staff analysis, this would suggest that only LEED®-ND could be used to design a village since the Prerequisite-Smart Locational requirement is unique to the LEED®-ND program. As discussed above, this is inconsistent with the inclusion of “equivalent” in Policy LU-1.2. Additionally, an interpretation that requires new villages to comply with the Prerequisite-Smart Locational requirement of LEED®-ND would essentially render Policy LU-1.2 meaningless, based on the fact that areas within the County that would qualify for the prerequisite are likely areas already planned or designated as the

Village Regional Category. In this case, Policy 1.2 would not be utilized and rather Policy 1.4, to expand an existing village, would be required.

Staff analysis also concluded that, Policy LU-1.2 does not demand rigid conformance to the LEED®-ND program, but rather uses the term “equivalent.” The word equivalent is not defined in Policy LU-1.2 or in the General Plan, and a number of questions have been raised as to its meaning. The ordinary meaning of the word equivalent is described by the dictionary as something that is “corresponding or practically equal in effect.” (Webster’s II New College Dictionary, Third Edition, 2005.)

Therefore, it is reasonable to interpret the word “equivalent” to mean that a village may be designed to meet a program that is corresponding to the LEED®-ND Certification program or designed in accordance with the underlying principles of LEED®-ND. In other words, a project may be approved if found to have been designed in a manner that is corresponding to or practically equal in effect in performance or outcome with LEED®-ND.

Staff further concluded that under Policy LU-1.2, a new village may be designed to meet a program that is “corresponding or practically equal in effect” to the LEED®-ND Certification program. Carrier Johnson + Culture, a professional firm in the field of smart growth and New Urbanism, has verified the project for future certification under the ICC 700 National Green Building Standard (“NGBS”), a program that has been identified as “equivalent” to the LEED®-ND Certification program. For a full description of how the practices correlate with the principles of the relevant credit categories of the LEED®-ND program, and how the project complies, please refer to the Global Response - Project Consistency with General Plan Policy LU-1.2 included in the Responses to Comments in the Draft Final EIR.

c. Zoning Ordinance Consistency

The surrounding lands are generally designated Semi-Rural Residential (SR-4 or SR-10) and zoned Agricultural (A70) lands or Rural Residential (RR).

Table 2: Surrounding Zoning and Land Uses

Location	General Plan	Zoning	Description
North	(SR-10) Semi-Rural Residential one dwelling unit per 10 or 20 acres; (SR-4) Semi-Rural Residential one dwelling unit per 4, 8 or 16 acres; and (RL-40) Rural Lands one dwelling unit per 40 acres	RR A70	West Lilac Road, Single-family Residential and Agriculture

Location	General Plan	Zoning	Description
South	(SR-10) Semi-Rural Residential one dwelling unit per 10 or 20 acres; and (SR-4) Semi-Rural Residential one dwelling unit per 4, 8 or 16 acres	A70	Single-family Residential, Undeveloped and Agriculture
East	(SR-4) Semi-Rural one dwelling unit per 4, 8 or 16 acres	A70 RR	Single-family Residential, Undeveloped and Agriculture
West	(SR-10) Semi-Rural Residential one dwelling unit per 10 or 20 acres	RR A70	Single-family Residential, Undeveloped and Agriculture

The portion of the project site within the Bonsall Community Plan area is currently zoned Rural Residential (RR) Use Regulations and the portion within the Valley Center Community Plan area is currently zoned Limited Agricultural (A70) Use Regulations. However, because the project proposes a General Plan Amendment and Specific Plan, the existing Zoning regulations are proposed to be amended to implement the General Plan Amendment and Specific Plan.

The Rezone would change the existing Zoning Use Regulations for the entire project site to Single-Family Residential (RS) Use Regulations and General Commercial-Residential (C34) Use Regulations as shown in Tables 4 and 5. The Planning Commission should consider whether the rezone application would ensure compatibility of the proposed project with the surrounding properties and overall community character.

Table 3: Proposed Development Regulations for Town Center & Neighborhood Centers

CURRENT		PROPOSED
Use Regulation:	RR/A70	C34
Animal Regulation:	L	A
Density:	--	--
Lot Size:	2 ac	1,000 square feet
Building Type:	C	P
Maximum Floor Area	--	--
Floor Area Ratio:	--	--
Height:	G	H
Lot Coverage:	--	--
Setback:	W/C	V
Open Space:	--	E
Special Area Regulations:	--	B and D

Table 4: Proposed Development Regulations for the areas outside of the Town Center and Neighborhood Centers

CURRENT		PROPOSED
Use Regulation:	A70	RS
Animal Regulation:	L	B
Density:	--	--
Lot Size:	2 ac	2,800 square feet
Building Type:	C	F
Maximum Floor Area:	--	--
Floor Area Ratio:	--	--
Height:	G	G
Lot Coverage:	--	--
Setback:	C	V
Open Space:	--	--
Special Area Regulations:	--	D

2. Project Issues

a. Mobility - Streets, Roads, and Circulation

The County received extensive public comments regarding the proposed mobility plan for the project, including the potential use of eminent domain and the proposal to use and improve a number of existing private roads, such as Covey Land and Mountain Ridge Road. The comments identified concerns with easement rights, Irrevocable Offers of Dedication (IOD), design exceptions, sight distance and gated access to the proposed senior community (Phases 4 and 5). These issues are addressed below.

1) Mountain Ridge Road Access Rights

Issue: Lack of easement rights (access) and issues pertaining to the “overburdening” of the Mountain Ridge Road private road easement.

Background: Mountain Ridge Road is an existing two-lane private road that provides access from Circle R Drive to several existing parcels that are located within the southern portion of Phase 5. A Title Report was submitted to PDS that identified an existing 40-foot private road easement over Mountain Ridge Road that was granted to parcels located within the southern portion of Phase 5. The project proposes gated access to the southern portion of Phase 5, so that only the institutional use and proposed residents located within the southern portion of Phase 5 could use Mountain Ridge Road as primary access.

Staff Determination: The use of private road easements is a private matter outside of the County’s land use authority. Therefore, the question of overburdening Mountain Ridge Road is a legal question between private parties. The environmental effects of constructing Mountain Ridge Road and the project’s impact on the roadway were analyzed pursuant to CEQA. See Attachment G for the Environmental Findings and Attachment H for the Environmental Documentation.

2) Covey Lane Access Rights

Issue: Lack of easement rights (access) and no ability to dedicate Covey Lane as a public road.

Background: Covey Lane is an existing two-lane private road that provides access from West Lilac Road to existing parcels located within Phases 3 and 4. Covey Lane consists of two segments, a private road within the project that extends to the boundary of the project and an existing off-site private road easement that consists of a 600-foot segment from the boundary of the project to West Lilac Road. The 600-foot off-site portion of Covey Lane would be dedicated to the County as a public road and improved to Interim Public Road Standards from the project boundary to West Lilac Road (28-foot paved width on a 40-foot graded section).

Staff Determination: There are existing Irrevocable Offers of Dedication (IODs) dedicated to the County over off-site portions of Covey Lane. The remaining portions of land needed to construct Covey Lane consist of private property under the ownership of the applicant as well as an existing 40-foot private road easement that includes the “right to dedicate the same of public use.” The applicant is the successor in interest to the existing 40-foot private road easement. Accordingly, the property within the 40-foot portion of the private road easement can be dedicated to the County to complete the public road connection between the eastern project boundary and West Lilac Road. The environmental effects of constructing Covey Lane and the project’s impact on the roadway were analyzed pursuant to CEQA. See Attachment

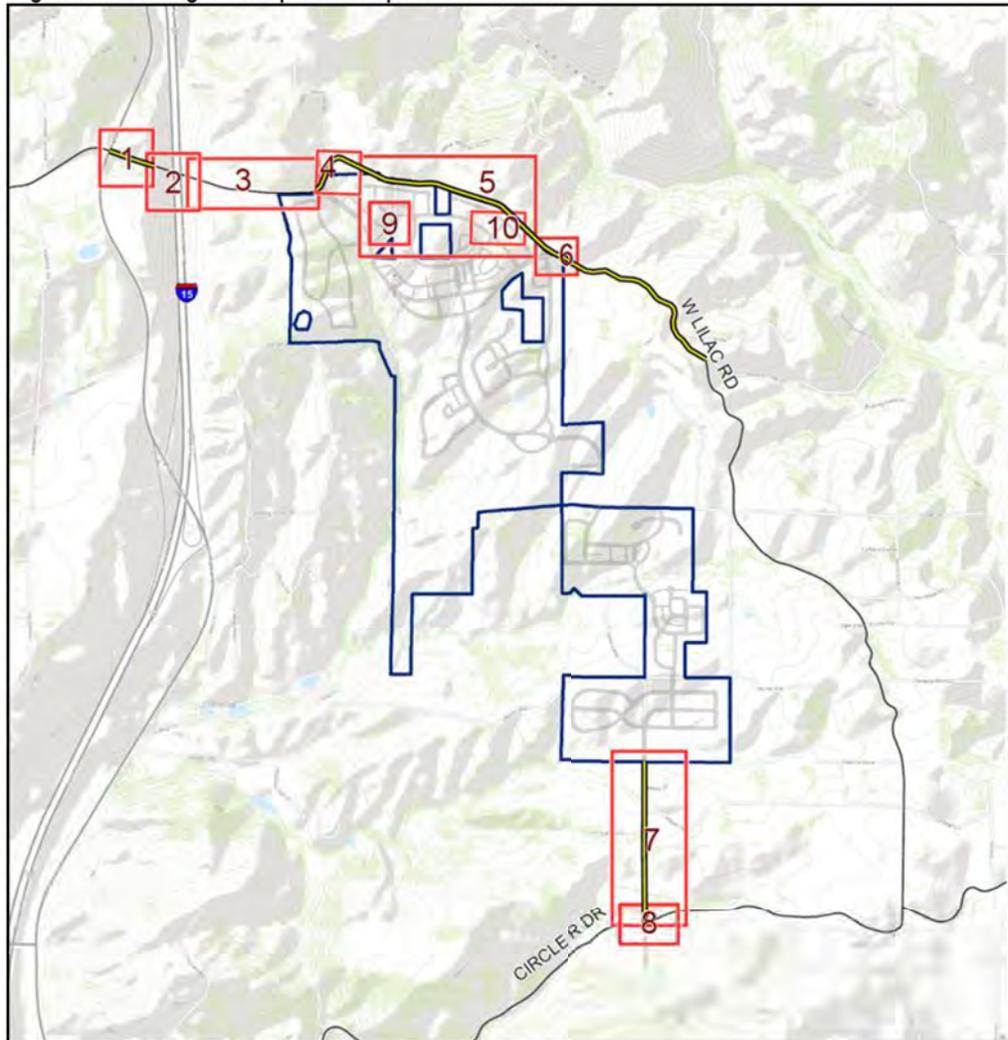
G for the Environmental Findings and Attachment H for the Environmental Documentation.

3) Design Exceptions

The Public and Private Road Standards allow for modifications (design exceptions) to the standards. As explained in the road standards, an applicant “may request a modification by completing a “Request for a Modification of a Road Standard” form which details the location of the requested exception, alternatives considered, hardship of compliance with the standard, and cost estimates. Staff analyzed the design exceptions to determine if they are appropriate based on the physical setting and do not negatively impact traffic safety. Attachment E includes a letter dated July 23, 2015 detailing staff’s recommendations on the requested design exceptions.

The Lilac Hills Ranch project includes 10 design exception requests for the following roadway facilities and are shown in Figure 19 below.

Figure 19: Design Exception Request Locations



1. West Lilac Road (Old Highway 395 to I-15 Bridge): The standard includes an improved curb-to-curb width of 40-54 feet within a 64-78 foot right-of-way that includes 8-foot shoulders and a 12-foot parkway. The request is to reduce the shoulders to 6-feet on both sides, and reduce the parkway to 2-feet along the northerly travel way and 6-feet along the southerly travel way (off-site).

Issue: Limited right-of-way and off-site grading impacts.

Recommendation: Approval of exception request 1 because of the constraints associated with the West Lilac Road segment from Old Highway 395 to the I-15 Bridge. The project is conditioned to make full improvements at the Old Highway 395/West Lilac Road intersection (all appropriate turn lanes and right-of-way as necessary) along with a restriping of the bridge lanes and addition of a sidewalk on the south. The design exception would also minimize off-site impacts and would not require the acquisition of additional off-site right-of-way.

2. West Lilac Road (over the I-15 Bridge): The standard includes an improved curb to curb width of 40-54 feet within a 64-78 foot right-of-way. The request is to require no widening of the existing 40-foot West Lilac Road Bridge over I-15 and require only restriping of the road and installation of curb, gutter and sidewalk on the south side of the road (off-site).

Issue: Cost associated with widening West Lilac Road across the I-15 Bridge.

Recommendation: Approval of exception request 2 because of the constraints associated with the West Lilac Road segment across the I-15 Bridge.

3. West Lilac Road (project boundary to westerly roundabout w/ transition): The standard includes an improved curb to curb width of 40-54 feet within a 64-78 foot right-of-way that includes 8-foot shoulders and a 12-foot parkway. The request is to reduce the parkway to 2-feet along northerly travel way, add a 10-foot median and 5-foot bike lane on both sides.

Issue: Limited right-of-way and to off-site grading impacts.

Recommendation: Approval of exception request 3 based on the Roundabout Study and the findings and conclusions of the third party review (Reid Middleton) that indicate that the roundabout design is compatible with the existing and approved alignment of West Lilac Road (SC 270). The design exceptions would minimize impacts to off-site properties and would not require the acquisition of additional off-site right-of-way.

4. West Lilac Road (from westerly roundabout at the entrance of Main Street along the northern project boundary): A GPA is proposed for this segment of roadway to downgrade the road classification from a 2.2C to a 2.2F. The request is for an exception to the proposed 2.2F Light Collector (28 foot improved road width within a 52 foot right-of-way that includes a 12-foot parkway and a minimum design speed of 40 mph) in order to further reduce the design speed of the road segment to 25 mph and to reduce the improved road width to 24-feet with a graded width of 28-feet.

Issue: No existing right-of-way and off-site grading impacts.

Recommendation: Approval of exception request 4 based on the Roundabout Study and the findings and conclusions of the third party review (Reid Middleton) that indicate that the roundabout design is compatible with the existing and approved alignment of West Lilac Road (SC 270). The design exceptions would minimize impacts to off-site properties and would not require the acquisition of additional off-site right-of-way.

5. West Lilac Road (along the northern project boundary): A GPA is proposed for this segment of roadway to downgrade the road classification from a 2.2C to a 2.2F. The request is for an exception to the proposed 2.2F Light Collector (28 foot improved road width within a 52 foot right-of-way that includes a 12-foot parkway and a minimum design speed of 40 mph) in order to reduce the minimum tangent length between curves from 400 feet to 80 feet and to reduce the width to the existing 24-feet, add a 6-inch mountable asphalt concrete berm on the existing pavement, and add a 4-foot shoulder and 12-foot parkway on the south side.

Issue: No existing right-of-way and off-site grading impacts.

Recommendation: Staff does not support exception request 5 and recommends denial. Based on staff's review of the West Lilac Road alignment study alternatives, staff recommends that all interim and ultimate improvements to West Lilac Road along the project frontage include two 12-foot travel lanes and two 8-foot shoulders for an improved width of 40-feet within a 64-foot graded right-of-way. The standard travel lane, shoulders, and parkway widths will help ensure safe traffic operations as traffic along West Lilac Road increases with the development of the project and surrounding area.

Staff acknowledges that the 64-foot right-of-way width would require acquisition of additional off-site right-of-way that could result in the County having to acquire the right-of-way through eminent domain. The roadway improvements would also likely require the reconstruction of a number of driveways located along the north side of West Lilac Road. Staff recommends and has conditioned the project to require the West Lilac Road improvements to be located within the approved SC 270 alignment (4B alignment study alternative), which would minimize potential impacts to the existing properties along the north side of West Lilac Road along the project's frontage.

6. West Lilac Road (east of the easterly roundabout): A GPA is proposed for this segment of roadway to downgrade the road classification from a 2.2C to a 2.2F. The request is for an exception to the proposed 2.2F Light Collector (28 foot improved road width within a 52 foot right-of-way that includes a 12-foot parkway and a minimum design speed of 40 mph) in order to improve the roundabout approach with a 12-foot travel lane on the north, 4-foot splitter island, 12-foot travel lane on the south, 5-foot bike lane on the south and a 12-foot parkway along the south and to eliminate the shoulder and reduce the 2-foot parkway along the north side of West Lilac Road.

Issue: No existing right-of-way and off-site grading impacts.

Recommendation: Approval of exception request 6 based on the Roundabout Study and the findings and conclusions of the third party review (Reid Middleton) that indicate that the roundabout design is compatible with the existing and approved alignment of West Lilac Road (SC 270). The design exceptions would

minimize impacts to off-site properties and would not require the acquisition of additional off-site right-of-way.

7. Mountain Ridge Road (private road): The request is to reduce design speed from 30 mph to 15 mph (off-site).

Issue: Off-site impacts and the need to acquire permission to grade from multiple neighbors.

Recommendation: Staff does not support exception request 7 and recommends denial. Exception 7 is recommended for denial because the proposed 15 mph design speed would not reduce any of the existing vertical curves along the roadway. Therefore, staff recommends that Mountain Ridge Road be designed to a 25 mph design speed. The 25 mph design speed alternative would adequately address the needed improvements to the vertical curves along Mountain Ridge Road and reduce impacts to off-site properties. Staff acknowledges that the 25 mph design speed would require the permission for grading from private properties located off-site along Mountain Ridge Road.

8. Mountain Ridge Road at Circle R Drive: The request is to waive the requirement for a taper at the intersection of Mountain Ridge Road and Circle R Drive (off-site).

Issue: No right-of-way and off-site grading impacts.

Recommendation: Exception request 8 is recommended for denial because the turning template exhibits provided show that a turning radius cannot be met. The road design should be revised to widen the road at the Mountain Ridge Road/Circle R Drive intersection and provide a taper in order to accommodate the required turning radius. Staff acknowledges that the requirement for a taper at the intersection of Mountain Ridge Road and Circle R Drive would require the acquisition of off-site right-of-way, which could result in the County having to acquire the right-of-way through eminent domain.

9. Street "C" (Private Road): The request is to reduce the design speed from 30 mph to 20 mph (on-site) in order to improve pedestrian safety and promote walkability.

Issue: Additional grading impacts on-site.

Recommendation: Approval of exception request 9, which is for an on-site private road and reducing the design speed to 20 mph. The reduced design speed would improve pedestrian safety and promote walkability. The roadway design would also be required to comply with the Consolidated Fire Code.

10. Street "E" (Private Road): The request is to reduce the design speed from 25 mph to 20 mph (on-site) in order to improve pedestrian safety and promote walkability.

Issue: Additional grading impacts on-site.

Recommendation: Approval of exception request 10, which is for an on-site private road and reducing the design speed to 20 mph. The reduced design speed would improve pedestrian safety and promote walkability. The roadway design would also be required to comply with the Consolidated Fire Code.

4) Off-Site Improvements

The Lilac Hills Ranch project also includes off-site traffic impacts that will require road or intersection improvements. The off-site improvements include the following:

- i. Gopher Canyon Road/E. Vista Way intersection improvements
- iii. E. Vista Way/Gopher Canyon Road intersection improvements
- iv. I-15 Southbound on-ramps/Gopher Canyon Road intersection signalization
- iv. I-15 Northbound on-ramps/Gopher Canyon Road intersection signalization
- v. Old Highway 395/West Lilac Road intersection improvements
- vi. Old Highway 395/Circle R Drive intersection signalization
- vii. Lilac Road from Old Castle Road to Anthony Road
- viii. West Lilac Road from Old Highway 395 to Main Street

All of the off-site improvements are required as a result of the project's significant traffic impacts would occur within existing right-of-way and no additional right-of-way acquisition would be required. The improvements are shown on the Tentative Maps and Preliminary Grading Plans provided under Attachment E – Planning Documentation.

5) Sight Distance

A sight distance analysis was conducted for the project at the Covey Lane/West Lilac Road and Mountain Ridge Road/Circle R Drive intersections. The sight analysis for the Covey Lane/West Lilac Road intersection determined that a clear line of sight of 480 feet would be needed across an off-site property located to the southeast. A hill with vegetation currently limits the existing line of sight to a distance of 330 feet. As a result, an off-site clear space easement with grading rights would be needed (0.25 acres) in order to remedy the existing condition and provide adequate sight distance. The project is conditioned to provide adequate sight distance at the Covey Lane/West Lilac Road intersection and will be required to obtain an off-site easement for sight distance. If the applicant cannot obtain the off-site easement, the applicant could request that the Board of Supervisors to initiate eminent domain proceedings to acquire the right-of-way needed to complete the improvement.

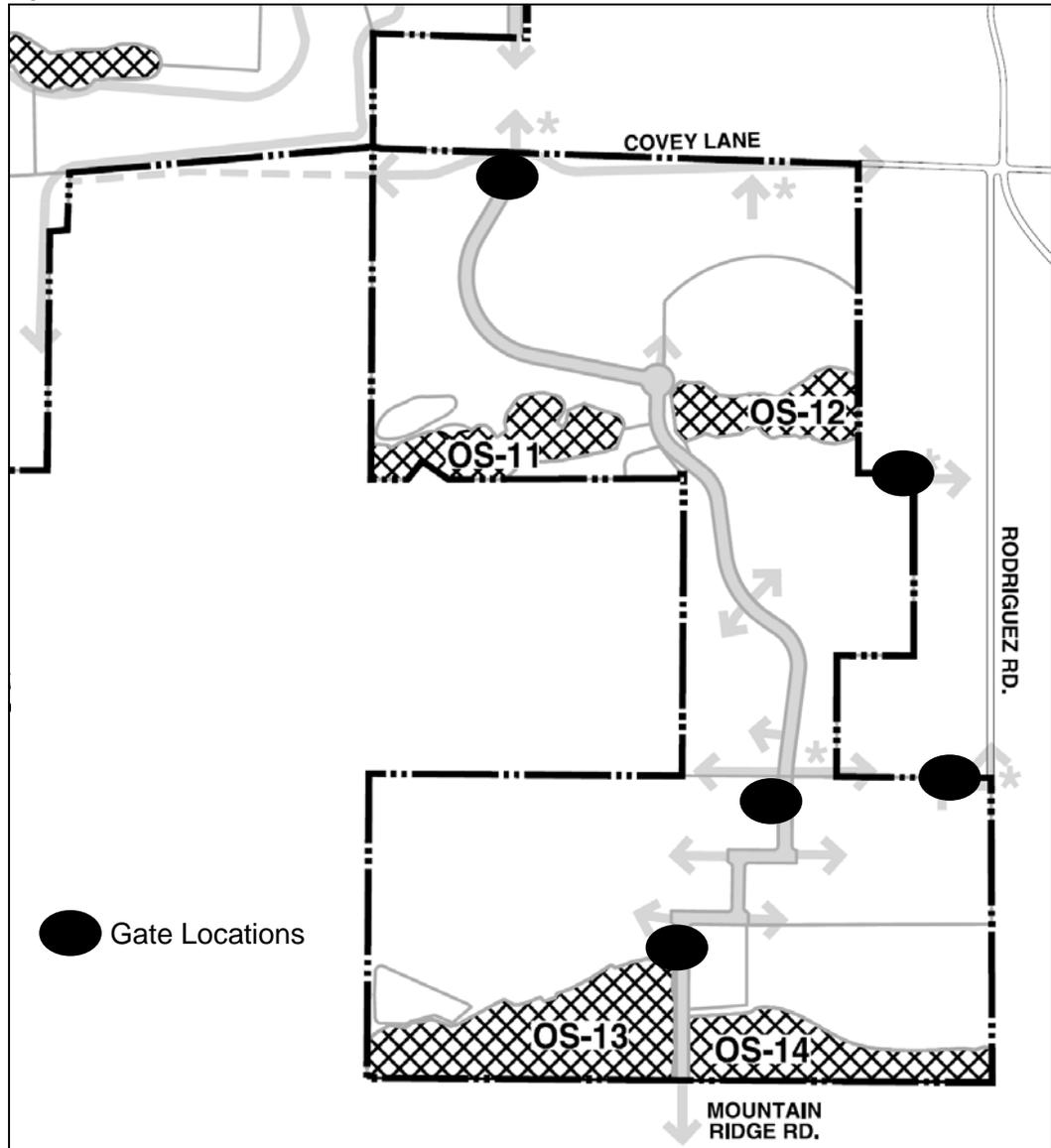
The sight distance analysis for the Mountain Ridge Road/Circle R Drive intersection determined that no line of sight issue exists off-site because of recent clearing performed by the County. In any event, the project is also conditioned to acquire an off-site clear space easement at the intersection of Mountain Ridge Road and Circle R

Rive in order to ensure that the off-site area remains cleared in perpetuity. As stated previously, if the applicant cannot obtain the off-site easement, the applicant could request that the Board of Supervisors to initiate eminent domain proceedings to acquire the right-of-way needed to complete the improvement.

6) Gates

The project proposes a senior gated community consisting of 468 single-family detached age restricted dwelling units (Phases 4 and 5). The senior community would have a total of six gates as shown in Figure 20. The project's proposed gates would be in compliance with Deer Springs Fire Protection District (DSFPD) guidelines and the County Consolidated Fire Code. If a gate or barrier is proposed across a fire access roadway, the applicant must submit detailed plans of the gate to DSFPD for its review and approval, prior to installation of the gate. In addition, per the DSFPD conditions, gates will also be equipped with approved emergency traffic control-activating strobe light sensor or other devices approved by the fire code official to assure safe access by emergency vehicles. The automated gates would require less time to open and would result in minimal delays. Overall, compliance with gate requirements of the DSFPD guidelines and the County Consolidated Fire Code would assure that no impacts associated with secondary emergency access to the project would occur. Lastly, in the event of an emergency, all the gates would be opened automatically allowing residents to evacuate the community.

Figure 20: Gate Exhibit



b. Facilities and Services

Fire Service

The General Plan requires that project's located within a Village boundary must demonstrate that fire and emergency services can be provided within a 5-minute travel time. Travel time does not represent total response time, which is calculated by adding the travel time to the call processing time and to the turnout/reflex time. Therefore, the project must demonstrate that the travel time from the closest fire station to the furthest dwelling unit is within 5-minutes.

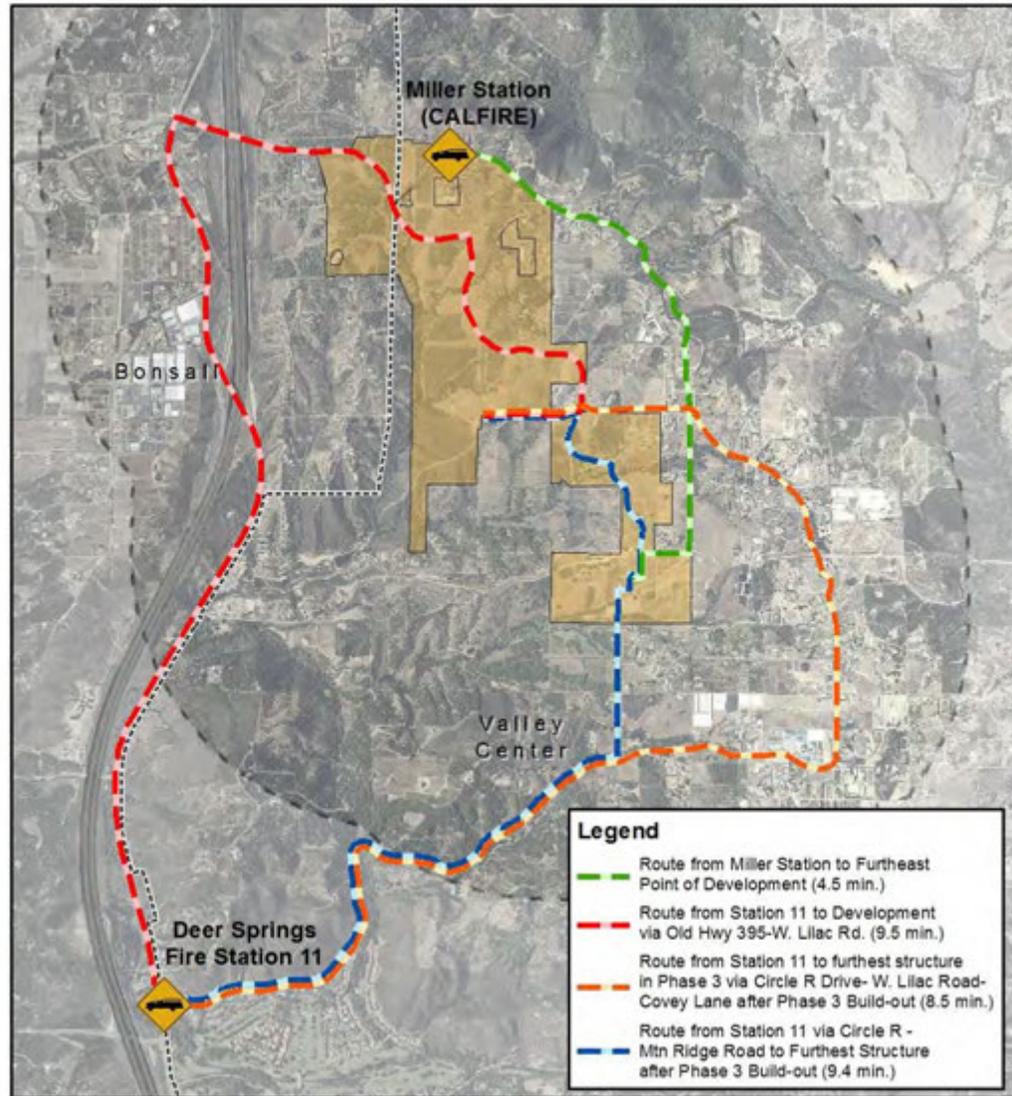
General Plan Policy S-6.4, Table S-1 establishes a 5-minute travel time. Policy S-6.4 states the following:

“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).” Travel time is calculated from the fire station to the farthest dwelling unit of the development. Fire station is defined under this Policy as a station that is *“staffed year-round, publicly supported and committed to providing services”* and does not include *“stations that are not obligated by law to automatically respond to an incident.”*

The project site is located within the Deer Springs Fire Protection District (DSFPD) and it is the Fire Authority Having Jurisdiction (“FAHJ”). DSFPD designated Station 11 as the “primary” station to serve the project and from which to calculate travel times for purposes of determining the Project’s compliance with Policy S-6.4. (Project Facility Availability Form provided in Attachment E) Station 11 is owned and operated by the DSFPD and is located at 8709 Circle R Drive, approximately 5 miles from the project site. Based on a travel time analysis, Station 11 could not respond to the entire project within the five minute travel time as required by Policy S-6.4, but would be able to meet the 5-minute travel time for 71 units located within the northwest corner of Phase 1.

A CAL FIRE fire station (Miller Station) for wildfire prevention and suppression is also located adjacent to the project site. The County and CAL FIRE are parties to a Cooperative Fire Programs Fire Protection Reimbursement Agreement. Under this agreement, CAL FIRE provides “Schedule A” and “Amador” services to the County. Under the Amador component of this agreement, the County supplements CAL FIRE with approximately \$2.6 million annually to keep eight CAL FIRE stations open during the off season to augment the local fire services provided in County Service Area 135. The Miller Station is currently one of the eight stations CAL FIRE keeps open during the off season. This agreement was just recently amended for an additional five year term expiring in 2018. The Miller Station site could serve the entire project within 5-minutes. Please see Figure 21 below for the fire station locations and distances from the project.

Figure 21: Fire Service and Travel Time



Staff has determined that the travel time standard set forth in the General Plan is calculated from the Station 11, the closest DSFPD station, and not from the CAL FIRE Miller Station because the Miller Station is not obligated by law to provide structural fire protection within the DSFPD. As a result, the project includes four fire service options that would provide the project with fire and emergency services in accordance with the 5-minute travel time standard of the General Plan. The four fire service options were analyzed in the EIR, Fire Protection Plan and Capabilities Assessment and are as follows:

Fire Option 1: Under this option, Deer Springs Fire Protection District (DSFPD) and/or CALFIRE would provide fire and medical emergency services from the Miller Station site to the project within the 5 minute travel time standard pursuant to an agreement as specified herein. The existing Miller Station's location is optimal for serving the entire project site within a 5 minute travel time. This option may involve a collocated facility at the Miller

station site, improvements to the Miller Station or another approach that would ensure that emergency services would be provided to the project from the Miller station site consistent with the 5 minute travel time standard. An agreement that is satisfactory to PDS, Deer Springs Fire Protection District, and CAL FIRE that provides assurances that emergency services will be provided to the project within 5 minutes travel will be required.

Fire Option 2: This option would include a separate DSFPD fire station facility on the Miller Station site in order for such a facility to be completely independent from CALFIRE. (Although the new facility would be staffed by CALFIRE personnel under contract with DSFPD). This option would include an agreement between the project applicant, DSFPD and CALFIRE to either remodel Miller Station to collocate and staff a DSFPD Type I paramedic engine on the site within the existing CALFIRE station or the construction of a completely separate DSFPD station. The project will be required to fund the capital expenditures that are needed to provide services to the project, and emergency services will be funded from the project based upon the ongoing revenues available from property taxes and other assessments.

Fire Option 3: Under this option, DSFPD could agree to build a neighborhood fire station within the community purpose facility site located within Phase 3 of the Lilac Hills Ranch project. A Type I paramedic engine with a 3-person crew and the third position as a reserve firefighter could be added at this station by DSFPD.

Fire Option 4: This option includes a new DSFPD fire station within Phase 5, the southern portion of the project site. This option is identified as the Mountain Ridge Road Fire Station Alternative in the EIR. The Mountain Ridge Road Fire Station Alternative must be adopted under this option with the requirement to provide a fire station within Phase 5.

Staff has determined that the project complies with policy S-6.4 because fire and emergency services will be provided to the project within the 5-minute travel time by conditioning the project to implement one of the four options listed above prior to recordation of a Final Map that creates any lots outside of the 5 minute travel time (71 lots are within the 5-minute travel time in Phase 1). The DSFPD has also provided a Project Facility Availability Form that indicates that the project is located within the district, is eligible for service and facilities are currently adequate to serve the project.

Water Service

The project is located within the boundaries of the Valley Center Municipal Water District (VCMWD) for water service. The VCMWD has provided a Project Facility Availability Form that indicates that the project is within the district, is eligible for service, and facilities to serve the project are reasonably expected to be available within the next five years (included in Attachment E). In addition, the VCMWD has issued Preliminary Concept Approval and entered into a Pre-Development Agreement for providing water, wastewater and recycled water service. The Preliminary Concept Approval and Pre-Development Agreement are included in Attachment E – Planning Documentation.

Water Supply

A Water Supply Assessment (WSA) has been prepared for the project pursuant to State Law (SB 610/221) and has been approved by VCMWD. The WSA determined that the project would result in a net overall decrease in imported water demand compared to the current use of the project site. The imported water demand for the project was specifically considered by the Urban Water Management Plan (UWMP) for VCMWD and the San Diego County Water Authority (SDCWA). Table 5 below identifies the existing water demand for the project site and the proposed water demand of the project.

Table 5- Existing and Proposed Water Use

	Existing Use in Acre-Feet/Year	Project Use in Acre-Feet/Year
Groundwater	191 acre-feet/year	191 acre-feet/year
Recycled Water	0	289 acre-feet/year
Conservation	0	323 acre-feet/year
Potable	513 acre-feet/year	487 acre-feet/year
Total	704 acre-feet/year	1,290 acre-feet/year

On April 1, 2015, the Governor issued emergency Executive Order (EO) B-29-15. The EO mandates various water conservation restrictions to achieve a statewide 25 percent reduction in potable water usage through February 2016. A supplemental analysis was prepared and approved by the VCMWD and determined that the project would comply with the requirements of the EO. The goal of the EO is to achieve a 25 percent reduction in water use across the state as compared to the amount utilized in 2013. The project would meet this goal based upon a supplemental analysis performed by Dexter Wilson Engineering and approved by the VCMWD on June 5, 2015.

Although the EO does not apply to proposed new development, a project specific analysis was also prepared to address the EO. Assuming a 2013 base year potable water usage rate of 366 Acre Feet Year (AFY) for the project site and applying a 36 percent reduction, the annual water use by the project parcels would be limited to 234 AFY. Based on the estimated project population of 4,470, the project would be required to achieve a target reduction of 47 Gallons Per Capita Per Day (GPCPD). The analysis determined that the project would be able to achieve a reduction in the interior potable water use from 58 GPCPD to 47 GPCPD. The 58 GPCPD is a “pre-drought” number, which means that it does not consider implementation of the water restrictions themselves that are contained in the emergency regulations. As a result, with the implementation of the emergency regulations, the water usage rate would be further reduced. Additionally, project features could be implemented to further reduce water demands, including dual flush toilets, composting toilets, pedal-controlled faucets, rain water collection systems, and flushless urinals in commercial buildings. Therefore, the project is consistent with the water usage reductions required by the EO.

Infrastructure

A Water Service Report was also prepared for the project that included an analysis of the water infrastructure improvements needed to provide water service to the project. There is

existing water infrastructure within the project as well as West Lilac Road, Covey Lane and Mountain Ridge Road. The project would install new water infrastructure on-site consisting of water lines and pressure reducing stations. The new water lines would connect to existing water lines located within the project as well as West Lilac Road, Covey Lane and Mountain Ridge Road. The project would also be required to make improvements to the existing Country Club Reservoir and provide a new water line to Circle R Drive. The project would also install a new recycled water line from the project site to the existing Lower Moosa Canyon Water Reclamation Facility (WRF). Furthermore, all water infrastructure improvements were evaluated in the EIR and associated technical studies.

Sewer Service

The project is also located within the boundaries of the Valley Center Municipal Water District (VCMWD) for sewer service. Similar to water service, the VCMWD has provided a Project Facility Availability Form that indicates that the project is within the district, is eligible for service, and facilities to serve the project are reasonably expected to be available within the next five years (included in Attachment E). As explained previously, the VCMWD has issued Preliminary Concept Approval and entered into a Pre-Development Agreement for providing water, wastewater and recycled water service. The Preliminary Concept Approval and Pre-Development Agreement are included in Attachment E – Planning Documentation.

Wastewater Alternatives

A Wastewater Management Alternatives analysis was prepared for the project and identified four alternatives to provide sewer service to the project. The options are as follows: 1) The first alternative would include an on-site wastewater treatment plant that would treat all wastewater generated by the project (solids) to tertiary recycled water. A Major Use Permit (PDS2012-3300-12-005) is proposed for the on-site wastewater treatment plant; 2) The second option would consist of an on-site scalping plant that would pull off easily treated liquid and send the remaining liquids and solids to Lower Moosa WRF. The scalping plant would treat liquid effluent and send the treated water into the on-site recycled water system; 3) Under the third option, all wastewater would be transported to Lower Moosa WRF for treatment, storage and disposal. No on-site WRF would be required for the third option; and 4) The fourth option would involve an on-site WRF to serve the northern portion of the project (Phases 1-3) with the southern portion of the project sending wastewater to Lower Moosa WRF (Phases 4 and 5). Under the fourth option, a scalping would be constructed to recycle wastewater from the northern portion of the project to be used on-site. All solids generated by the project would be treated at the Lower Moosa WRF.

Lower Moosa WRF

In order for Lower Moosa WRF to serve the project, the existing WRF would need to physically expanded to provide additional capacity, tertiary treatment and recycled water infrastructure. The Lower Moosa WRF has a current rated capacity of 0.5 million gallons per day (mgd); however, its current discharge permit limits the total plant flow to 0.44 mgd. Presently the average sewage flow to the treatment facility is approximately 0.35 mgd.

Lower Moosa WRF is operating under a Major Use Permit that was originally approved in 1973 and a Modification was approved in 1996 to upgrade the capacity to 1.0 mgd. An EIR was certified for the expansion of the Lower Moosa WRF.

The Wastewater Management Alternatives analysis determined that the project would generate a total of 356,510 mgd of wastewater. The VCMWD Preliminary Concept Approval includes conditions related to water and wastewater service and identified that the project would be required to upgrade the existing Lower Moosa WRF to provide capacity for the project, but not to exceed 1.0 mgd as set forth in the approved Major Use Permit Modification. Once site capacity is reached at the Lower Moosa WRF, additional capacity would be provided by construction of the on-site wastewater treatment plant located within the project site with the solids pumped to Lower Moosa WRF for processing.

Infrastructure

The project would also be required to construct recycled water facilities for use within the project in lieu of imported potable water. The project would also be required to provide an area within the project for seasonal and operational storage of treated wastewater (identified as wet weather storage area in Specific Plan). Lastly, if an on-site treatment facility is ultimately constructed to serve the project, trucking of sewage would be required be required until there is sufficient flow to operate the plant, which is approximately 100 homes. Ultimately, the VCMWD would determine what option is implemented in order to provide sewer service to the project.

The Wastewater Management Alternatives analysis also identified all the necessary on and off-site improvements needed to provide sewer service to the project site. On-site improvements would consist of new gravity sewer lines to serve the development along with lift stations. In order to connect to the Lower Moosa WRF, an off-site sewer force main would need to be constructed. The analysis included four sewer alignment alternatives. The first alternative would involve a gravity and pump system that generally flows west from the project to Old Highway 395 then south to the Lower Moosa WRF. The second alternative would involve an alignment that follows Shadow Lake Road then Circle R Drive to the Lower Moosa WRF. The third alternative would follow Mountain Ridge Road south to Circle R Drive then west to Lower Moosa WRF. The fourth alternative would follow Covey Lane east to West Lilac Road, south to Circle R Drive then west to Lower Moosa WRF. The VCMWD would determine the ultimate alignment of the off-site sewer force main. Lastly, if the initial phases are provided sewer from the Lower Moosa WRF, a temporary sewer force main would be constructed. The temporary sewer force main would be relocated as future phases are constructed.

Schools

The project site is located within the Bonsall Unified School District (BUSD) and the Valley Center-Pauma Unified School District (VCPUSD). Approximately 208 acres within the northern portion of the project are located within the BUSD. The remaining 400 acres is located within the VCPUSD. Project Facility Availability Forms have been provided from both districts and are included under Attachment E– Planning Documentation. The forms

indicate that fees will be levied or land will be dedicated in accordance with Education Code Section 17620 prior to the issuance of building permits.

The project is estimated to generate approximately 519 elementary and middle school students and 519 high school students. Based on the number of students generated by the project, there would not be adequate capacity in the local schools to serve the project's student generation. As a result, the VCPUSD has indicated that the Valley Center Elementary Upper School, which is currently closed, could re-open to accommodate the students. Additionally, BUSD could place temporary portable classrooms on existing school sites as an interim solution to the new students.

Students generated by the project would continue to attend schools in their associated districts which have indicated their capacity to accommodate such students. However, the project proposes a 12-acre school site (K-8) within Phase 3. The proposed school site would be offered to the local school districts and reserved for possible acquisition for two years pursuant to the Map Act Section 66480. Construction of the school facility on the site would ultimately be the responsibility of the school district. If the school site is not acquired by the local school district, the site could also be used as a private school. In addition, the payment of school impact fees would be required pursuant to Government Code Section 65996 (b).

3. California Environmental Quality Act (CEQA) Compliance

The project has been reviewed in compliance with the California Environmental Quality Act (CEQA) because an EIR was prepared. A Draft EIR was prepared and circulated for a 45-day public review from July 3, 2013 to August 19, 2013. Subsequent to the 2013 public review, substantial changes were made to the document and analysis, and the County recirculated a Revised EIR for a 45-day public review from June 12, 2014 to July 28, 2014.

The Draft Final EIR identified significant and unavoidable environmental impacts to the following that will require the adoption of a Statement of Overriding of Considerations, which is included in Attachment H – Environmental Documentation.

- 1) Aesthetics
- 2) Air Quality
- 3) Transportation and Traffic
- 4) Noise

The Draft Final EIR also identified significant and mitigated environmental impacts to the following.

- 1) Agriculture
- 2) Biology
- 3) Cultural Resources
- 4) Hazards and Hazardous Materials

During public review, the County received extensive public comments on the Revised EIR. Staff's responses to the public comments are included in the Draft Final EIR, which is on file with PDS under PDS2012-3910-1202003 and Attachment B.

a. Aesthetics

Due to the anticipated change between the existing and proposed visual quality of the site in terms of the view from West Lilac Road, the Lilac Hills Ranch project would result in significant and unavoidable visual impacts. To reduce the severity of the anticipated visual impacts, mitigation measures, such as additional landscaping and delaying construction of subsequent phases to allow landscaping from the previous phase to mature, were considered, but ultimately determined to be infeasible.

Design measures have also been incorporated, such as design guidelines that provide detailed site planning, architecture, landscape and grading measures for all residential, commercial, and mixed-use areas, along with roadways and recreational uses. However, complete screening of views from public viewpoints to the proposed Lilac Hills Ranch project is not achievable. However, staff is recommending that an additional 50-foot buffer with two rows of trees or similar vegetation be required around the perimeter of the project, including along the south side of West Lilac Road within the project site. Although the 50-foot buffer would provide additional screening, the visual impacts of the project would remain significant and unavoidable.

b. Air Quality

Air quality impacts associated with the project are a result of emissions from short-term construction, long-term operations, and cumulative conditions (construction and operation). Construction affects air quality as a result of construction equipment emissions, fugitive dust from grading and earthmoving, fugitive dust from blasting and rock crushing, and emissions from vehicles driven to and from the project site by construction workers and material delivery trucks. Daily construction emissions for the Lilac Hills Ranch project would exceed the thresholds for oxides of nitrogen (NO_x) during Phase 1 and Phase 4, particulate matter less than 10 microns (PM₁₀) during all phases, and particulate matter less than 2.5 microns (PM_{2.5}) during all phases.

The project would result in a temporary addition of pollutants to the local air shed caused by soil disturbance, dust emissions, and combustion pollutants from on-site construction equipment and off-site trucks hauling construction materials, including water, to and from the site. The project would include the following measures to minimize air quality impacts during construction and would become conditions of approval of the project:

- i. A "trackout" gravel bed shall be installed at every access point used during construction including every location off-road equipment transitions to paved surfaces. The gravel bed shall be 25 feet long and the width of the access point/roadway.
- ii. Chemical stabilizers shall be applied annually to all unpaved storage/maintenance yards, parking areas, and unpaved roads.

- iii. Vehicle speeds will be limited to 15 miles an hour or less and shall be randomly verified by the grading inspector.
- iv. All construction activity shall be halted for the entire day when any blasting operation occurs and only equipment required as part of the blasting operations, e.g., drill rig or equipment used to excavate and remove material, shall operate on the same day as blasting occurs during the construction of Phase 4.
- v. Any permit conditions for crushing equipment shall be followed. Material shall be pre-watered prior to loading into the crusher as required to comply with permit and opacity emission limits. The crusher's emissions opacity shall be monitored once every 30 days of operation and an opacity limit of 20 percent as averaged over a six-minute period shall be maintained. Water shall be applied to crushed material to prevent dust plumes.
- vi. Blasting activities shall adhere to permitting requirements of the California Division of Industrial Safety and the best management practices for control of fugitive dust from construction and demolition for blasting, such as wet drilling and wetting the surface area prior to blasting.
- vii. Prior to the issuance of a grading permit and building permit, the applicant shall submit verification to Planning & Development Services that a ridesharing program for the construction crew has been encouraged by the contractor. Evidence shall include copies of rideshare materials provided to employees and any incentives offered.

Operational emissions would result primarily from vehicle exhaust. Vehicle trip generation rates are used to model the operational emissions for each corresponding land use. Daily trip generation rates were estimated in the project's Traffic Impact Study and emissions modeling is based on the most likely construction phasing scenario. Emissions are projected to exceed the thresholds after the construction of Phases 1 and 4 for reactive organic gases (ROG), carbon monoxide (CO), and particulate matter under 10 microns (PM₁₀). However, the Lilac Hills Ranch project would include the following measures to minimize operational impacts:

- i. The project applicant/phase developer shall develop a Green Cleaning Product education program to be made available at rental offices, leasing spaces, and/or on websites. The education program is intended for households and institutional consumers and consists of:
 - 1) Provision of educational materials on low ROG/VOC consumer products.
 - 2) Educational materials addressing the use of detergents; cleaning compounds; polishes; floor finishes; cosmetics; personal care products; home, lawn and garden products; disinfectants; sanitizers; aerosol paints; automotive specialty products; low ROG/VOC paints and architectural coatings; and low emission landscape equipment.
 - 3) Educational materials on the importance of recycling and purchasing recycled material.
- ii. The project applicant or its designee shall promote and encourage ride share and alternative forms of transportation.

- iii. To minimize idling time and combustion of vehicle fuels, the project applicant or its designee shall ensure that any nonresidential building that utilizes large-scale refrigerated storage (e.g., restaurant; grocery store) equips each loading dock with an electrical hook-up to power refrigerated trucks.
- iv. To minimize fuel combustion, the project's HOA shall require that all open space areas under its control be landscaped and maintained with electrical equipment, to the extent feasible.

The project would result in a cumulative increase of criteria pollutants because the project conflicts with the San Diego Regional Air Quality Strategy (RAQS) as it proposes density that was not considered under the plan and that would be significant and unavoidable. The project in combination with reasonably foreseeable future projects will also lead to long-term operational and construction emissions that exceed the County's thresholds and would be significant and unavoidable. Implementation of the project would result in operational emissions from traffic and area sources greater than the applicable thresholds for ROG, CO, and PM₁₀ after construction of Phases 1 and 4. As the large majority of emissions are related to motor vehicle use from future occupants and the behavior of those occupants cannot be regulated, direct and cumulative operational related impacts would remain significant and unavoidable.

c. Agriculture

The project site currently supports several different types of crops, including citrus, avocados, row crops, nursery, and vineyards. The County's LARA Model was used to assess the relative value of the agricultural lands on the project site. The LARA Model considered soils, climate, and water as primary factors, as well as surrounding land uses and topography. The LARA Model analysis determined that the project site contains 43.8 acres of soils that would meet the soil quality criteria for Prime Farmland or Statewide Importance. The project will mitigate the impact of the loss of agricultural lands through the purchase of mitigation credits through the County's PACE program, or an equivalent conservation easement.

Within one-mile of the project site, there are 97.3 acres of Williamson Act Contract lands and 242 acres of agricultural preserves, in addition to extensive local agriculture operations. The project proposes to place residences and other sensitive land uses, including a proposed school site and several parks, within proximity to the existing off-site agricultural uses which could result in land use conflicts and an indirect conversion of agricultural resources. The project will mitigate the potential for land use conflicts that could arise from dust, noise, liability concerns, trespassing, theft, traffic, pest introduction and pesticide use through a series of measures including the use of 50-foot buffers, fences, and Limited Building Zone easements as appropriate throughout the project site.

Based on the analysis provided in the Agricultural Resources Technical Report and Local Agricultural Resources Assessment (LARA) Model Results, the project will result in potential impacts as follows:

- i. Would convert 43.8 acres of Prime and Statewide Importance soils from agricultural use to non-agricultural use, resulting in a direct and cumulative loss of agricultural lands
- ii. Would result in significant land use adjacency conflicts with several on-site uses including Parks, Institutional, and age-restricted lands

In order to mitigate for impacts of the Lilac Hills Ranch project on agricultural resources, the following mitigation measures, as further detailed in the Draft Final EIR, would become conditions of approval of the project:

- i. The loss of Prime agricultural acreage would be mitigated through the purchase of 43.8 acres of land permanently in an agricultural conservation easement.
- ii. The project would implement 50-foot agricultural buffers with appropriate tree crops where land use adjacency conflicts could arise.
- iii. The project would implement 6-foot high fencing (masonry/metal) at the southern edge of the project to decrease land use adjacency conflicts.
- iv. The project would implement a Limited Building Zone (no habitable structures) in areas around project perimeter, and near land use adjacency conflicts.
- v. The project would implement a 100-foot fuel modification zone/limited building zone between ongoing agricultural uses and new residential uses.

With the implementation of the mitigation detailed above, the Lilac Hills Ranch project would have a less than significant impact on agricultural resources.

d. Biological Resources

The Lilac Hills Ranch project area is located within the proposed North County Multiple Species Conservation Program (MSCP), but the project site is not within the proposed Pre-Approved Mitigation Areas (PAMA). The site contains a mosaic of existing agricultural uses, drainages and native habitat patches which occur primarily along onsite drainages and on the steeper terrain on the western and southwestern portions of the project area. The drainages are not identified as important regional linkages in the draft North County MSCP, but serve as local wildlife corridors. However, the preservation of the drainages would continue to provide secondary corridor connections between the identified regional linkages to the north (Keys Canyon), south (Moosa Creek), and west (I-15 Escondido–Temecula) of the site.

Biological resources on the Lilac Hills Ranch project site were evaluated through assessment of existing vegetation communities, plant species, and wildlife species. Focused surveys were conducted for the following sensitive wildlife species: least Bell's vireo (*Vireo bellii pusillus*), coastal California gnatcatcher (*Polioptila californica californica*), and cactus wren (*Campylorhynchus brunneicapillus couesi*). Habitat assessments were conducted for the following sensitive wildlife species: southwestern willow flycatcher (*Empidonax traillii extimus*), burrowing owl (*Athene cunicularia hypugaea*), Hermes copper butterfly (*Lycaena hermes*), Stephens' kangaroo rat (*Dipodomys stephensi*), and arroyo

toad (*Anaxyrus Bufo californicus*). Concerns have been raised that the Lilac Hills Ranch project will result in adverse impacts on biological resources.

Based upon the surveys prepared for the Lilac Hills Ranch project, the project will result in potential impacts as follows:

- i. Impacts to the following habitats: coast live oak woodland, coastal sage scrub, disturbed coastal sage scrub, disturbed coastal/valley freshwater marsh, southern coast live oak riparian woodland, disturbed southern coast live oak riparian woodland, southern mixed chaparral, disturbed southern mixed chaparral, southern willow riparian woodland, southern willow scrub, disturbed southern willow scrub, open water and disturbed wetland.
- ii. Impacts to the following County List D plant species: Prostrate spineflower, Southwestern spiny rush and Engelmann oak.
- iii. Impacts to the following County Group I and II wildlife species and their habitat: red diamond rattlesnake, coastal western whiptail, orange-throated whiptail, coast horned lizard, turkey vulture, western bluebird, white-tailed kite, Cooper's hawk, yellow warbler, yellow-breasted chat, San Diego black-tailed jackrabbit, and southern mule deer.

In order to mitigate for impacts of the project on biological resources, the following mitigation measures, as further detailed in the Draft Final EIR, would become conditions of approval of the project:

- i. Onsite Habitat Preservation: The onsite drainages and associated wetland buffers containing upland habitat will be conserved.
- ii. Offsite Habitat Preservation: Future PAMA lands of the draft North County MSCP in Valley Center or suitable lands with native habitat adjacent to the project boundary will be conserved.
- iii. Limited Building Zones: LBZs will be dedicated adjacent to all onsite open space to ensure future fire clearing does not compromise the onsite open space.
- iv. Open Space Fencing and Signage: The perimeter of the onsite open space will be fenced and contain signage to prevent trespass into these areas.
- v. Preparation of a Resource Management Plan: The onsite and offsite open space will be managed in perpetuity as guided by a Resource Management Plan and as funded by an endowment.
- vi. Wetland Mitigation and Preparation of a Revegetation Plan: A combination of onsite and offsite wetland creation and enhancement in accordance with a Revegetation Plan will ensure that there is no-net-loss of wetlands.
- vii. Biological Monitoring: A biological monitor will be present during all grading activities to ensure inadvertent impacts to onsite wetlands do not occur.
- viii. Breeding Season Avoidance: Brushing, clearing and grading during the raptor and migratory bird breeding season (January 15th through August 31st) will be avoided.

With the implementation of the mitigation detailed above, the Lilac Hills Ranch project would have a less than significant impact on biological resources.

e. Cultural Resources

Through surveys, testing, and mapping of the site, as well as historic background investigation, cultural Resources were identified within the project site and areas for off-site improvements. As a result of the evaluation, nine archaeological sites, two prehistoric isolates, and eight historic houses were identified. One site (CA-SDI-12551) was mis-mapped and is located outside of the project footprint, and a second site (CA-SDI-12553/H) was not relocated. A third site (CA-SDI-18363) that consists of a rock shelter was determined to be natural and not cultural. The balance of on-site resources were located and consist of a rock room with bedrock milling features, a lithic scatter, bedrock milling features, a temporary habitation or processing site, and eight houses with the potential for historic significance. Cultural resources associated with off-site improvements include two archaeological sites. No evidence of these previously recorded sites was found during the updated survey. However, there is high potential for significant subsurface deposits.

Based on the Cultural Resources Report prepared for the project, all historical resources associated with the project have been determined not to be significant; therefore, any impacts to these resources is considered less than significant. Of the nine archaeological resources, three sites are determined to be CEQA and/or RPO significant as follows:

- i. CA-SDI-18362: CEQA and RPO significant.
- ii. CA-SDI-20436: CEQA significant, not RPO significant.
- iii. CA-SDI-5072: CEQA significant, RPO exempt.

In order to mitigate for impacts to these resources, the following mitigation measures, as further detailed in the Draft Final EIR, would become condition of approval:

- i. CA-SDI-18362, CA-SDI-20436: Placement within dedicated open space and temporary fencing along perimeter of open space area.
- ii. CA-SDI-5072: Capping plan if it is determined that trenching cannot be accommodated within the existing fill layer above the native soils.
- iii. Buried Resources: Archaeological Monitoring.

With the implementation of the mitigation described above, the project would have a less than significant impact on cultural resources.

Pursuant to Government Code 65352.3 (SB-18), Native American consultation was conducted. Tribes requested archaeological monitoring to include a Luiseno Native American monitor. This request has been incorporated into the conditions of approval. In addition, the San Luis Rey Band of Mission Indians was concerned about impacts to cultural site, CA-SDI-20436, and requested that the open space be extended to incorporate the entire site. This request was granted and the open space was expanded to incorporate the cultural site.

f. Greenhouse Gas Emissions (GHG)

A Greenhouse Gas Analysis Report was prepared for the project and addressed the project's conformance with State Law and the recent Executive Order. The results of the analysis are briefly summarized in this section.

The California Legislature passed Assembly Bill (AB) 32, the California Global Warming Solutions Act of 2006. The heart of AB 32 is its requirement that CARB establish an emissions cap and adopt rules and regulations that reduce statewide GHG emissions to 1990 levels by 2020. It is important to note that these rules and regulations are intended to reduce statewide emissions, not individual project emissions. Therefore, local jurisdictions that are charged with processing discretionary projects have utilized multiple methodologies in order to analyze the project's potential effects on GHG emissions consistent with CEQA requirements. While previous (S-3-05) and subsequent (B-30-15) Executive Orders have been enacted since AB 32, and have established goals for GHG reduction in the horizon years of 2030 and 2050, the quantification of GHG reductions that meet these Orders have not been established by the State. Therefore, it is difficult to determine compliance with these Executive Orders because there is no adopted numeric threshold for assessing the significance of a project's emissions due to the fact that climate change is happening on a global scale.

The project includes a number of design features that would reduce the amount of GHGs that are produced as a result of the construction and operation of the project. The features that would reduce potential GHG emissions include:

- i. Use of Tier III, or higher, construction equipment, with the exception of concrete/industrial saws, generator sets, welders, air compressors, or for construction equipment where Tier III, or higher, is not available.
- ii. Exceeding the 2008 Title 24 Energy Efficiency Standards by 30 percent for all proposed commercial development and residential dwelling units.
- iii. Installation of Solar PV systems to provide at least 22 percent of the project's total electricity needs.
- iv. Installation of high-efficiency lighting in all public street and area lighting (i.e., lighting not regulated by Title 24) to achieve an overall minimum 15 percent lighting energy reduction.
- v. Installation of highly-efficient appliances, including the installation of Energy Star appliances (including clothes washers, dishwashers, fans, and refrigerators) in 95 percent of the single-family and mixed-use residences, and Energy Star ventilation fans in the proposed hotel.
- vi. Installation of natural gas only fireplaces (i.e., restriction against wood-burning fireplaces).
- vii. Implementation of water conservation strategies that achieve a 20 percent reduction in indoor and outdoor water use.
- viii. Use of Smart Meters to reduce electricity consumption.
- ix. Require that only electric-powered landscaping equipment be used on property managed by the homeowners' association (HOA).

- x. Provision of a mix of resident-serving commercial and civic uses within one-half mile of residential uses, including neighborhood-serving retail and restaurant uses, an elementary/middle school, church site, recreation center, neighborhood park, and a recycling collection center.
- xi. Provision of a network of pedestrian and bicycle paths, in a complete and interconnected network, where currently there are very limited bicycling and pedestrian facilities.

The EIR analyzed the potential GHG emissions resulting from the construction and operation of the project by utilizing seven different methodologies. The determination of the potential effects is made utilizing the following two significance criteria:

1. Does the project's GHG emissions significantly impact the environment either directly or indirectly?
2. Does the project have the potential to conflict with any applicable plans, policies or regulations adopted to reduce GHG emissions?

The project's GHG emissions were estimated using the emissions model CalEEMod for the following sources: (1) construction activity; (2) vehicle use; (3) energy use (electricity and natural gas); (4) area sources (fireplaces and landscaping equipment); (5) water use; and, (6) solid waste. The analysis concluded that the proposed project, after consideration of the above design features, would emit 32,978 to 33,865 MTCO₂E at full build-out which is anticipated to happen after the year 2020. The project's incremental increase in GHG emissions relative to the existing environmental condition is not a reliable indicator of the project's significance (Methodology 1) and therefore no determination of impact significance has been drawn from the use of this methodology.

The project achieves the percentage reduction targets of the County's 2015 GHG Guidance, SMAQMD's CEQA Guide, and CARB's 2008 Scoping Plan and, therefore, is consistent with AB 32 (Methodologies 2 through 4). Therefore, the project, as demonstrated in the analysis results of methodologies 2, 3 and 4, does not generate greenhouse gas emissions, either directly or indirectly, that may have a significant impact on the environment.

The project also would not conflict with the General Plan's Goals or Policies intended to reduce GHG emissions (Methodology 5), SB 375 or SANDAG's 2050 RTP/SCS, the purpose of which is to secure GHG emission reductions from passenger vehicles at the regional level (Methodology 6), or EO B-30-15's interim-year (2030) goal and EO S-3-05's horizon-year (2050) goal to secure additional emission reductions at the statewide level (Methodology 7). Therefore, the project, as demonstrated in the analysis results of methodologies 5, 6 and 7, would not conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of greenhouse gases.

In summary, each of the methodologies considered in the analysis demonstrates that the project's GHG emissions and impacts on global climate change would be less than

significant with implementation of the above-identified project design features and regulatory measures.

g. Hazards

Phase I Environmental Site Assessments (ESAs) and one Phase II Site Assessment were prepared for the project in order to determine the presence of contaminated soils on-site. A Vector Management Plan was also prepared for the project. Fire hazards are also summarized in this section as well as the results of a Fire Protection Plan and Evacuation Plan. Project conformance with the County's General Plan policy regarding fire service travel time is discussed above in the Planning Issues section of this report.

A majority of the project site has historically been used for agricultural purposes increasing the likelihood that restricted agricultural chemicals were applied to the on-site soils. On-site surveys also indicated the presence of several above ground storage tanks (ASTs), underground storage tanks (USTs), septic tanks, wells, pesticide storage areas, and abandoned farm equipment. Due to the presence of wetlands, and detention basins, the project site could be susceptible to vectors, which are any insect, arthropod, or rodent that can cause human discomfort, injury, or is capable of harboring or transmitting disease.

Results of soil testing indicated that several samples exceeded the applicable screening levels for agricultural related chemicals. Therefore, prior to the issuance of a building permit, those impacted soils would need to be removed and properly disposed. The project will also prepare a Soil Management Plan in order to provide guidance regarding how to appropriately handle additional buried debris or other wastes that are encountered during construction activities. The project will be conditioned to prepare a Hazardous Materials Assessment to determine the presence of lead based paint or asbestos containing materials, prior to the demolition of existing structures on-site. Finally, septic systems and water wells will be pumped and abandoned in accordance with County regulations. Vectors will be managed through the implementation of project design measures in accordance with the Vector Management Plan.

The Deer Springs Fire Protection District is the fire authority having jurisdiction. Portions of the project site are within a very high Fire Hazard Severity Zone (FHSZ) and the remainder of the project site is within a moderate FHSZ. The general area near the project site has a history of wildland fires, and areas around the project site have burned within the last 50 years. The Fire Protection Plan (FPP) identified measures necessary to adequately mitigate potential wildfire impacts. As a result of the findings of fire modeling, additional project design features are incorporated into the project, including the creation of fuel modification zones (FMZs), the use of ignition resistant building materials, fire and building code requirements for the protection of non-residential structures, the provision of secondary emergency access roads, and adequate water supply for fire hydrants.

In addition, an Evacuation Plan was prepared for the project identifies evacuation routes, evacuation points, and specific measures to keep future residents and employees informed about what to do in the event of an emergency. The Evacuation Plan includes

both primary and secondary evacuation routes. All proposed evacuation routes have been designed in accordance with the County Consolidated Fire Code and would comply with minimum horizontal radius, fall within the 20 percent maximum allowable grade, and meet or exceed the minimum paved width requirements. The Evacuation Plan is designed to allow adjustments to the plan throughout each phase of construction, and fire and law enforcement officials will be given an opportunity to review the plan to ensure its accuracy with each future phase. The plan also includes an educational component that ensures that evacuation information is consistently and timely communicated to residents.

h. Noise

A Noise Study was prepared for the project that analyzed potential noise impacts to existing and proposed noise sensitive land uses under the County General Plan Noise Element. Noise generating activities associated with temporary construction and permanent on-going operations were also evaluated under the County Noise Ordinance.

Traffic generated noise at some of the proposed single-family lots would require the dedication of a noise protection easement. This would ensure that the proposed single-family homes (noise sensitive receptors) would conform to the Noise Element requirements. Furthermore, single-family homes located along portions of West Lilac Road and Main Street would require additional noise measures comprised of site specific building design, wing walls, and/or barriers in order to comply with the Noise Element. The noise protection easements would require an analysis of noise compatibility at the time sufficient detail is available to determine site-specific mitigation, such as noise walls or site design. Therefore, it is concluded that with mitigation noise impacts to noise sensitive land uses would be less than significant.

The potential noise from project related traffic contributed to surrounding roadways was also analyzed in the Noise Study. The analysis determined that traffic along Covey Lane and Lilac Hill Ranch Road would result in a substantial increase in off-site noise levels. Several methods are available to attenuate traffic noise, such as noise barriers, road surface improvements, regulatory measures (such as lower speed limits), and traffic calming devices (such as speed bumps). However, none of these measures are considered feasible because they would require improvements off-site outside of the property, and there is no assurance that they could be completed. Therefore, off-site noise impacts from traffic increases along Covey Lane and Lilac Hills Ranch Road are considered significant and unavoidable.

Stationary operational sources include mechanical equipment, such as heating, ventilation, and air conditioning (HVAC) units and other venting equipment, electrical generators, parking lots, loading docks, recreational and educational facilities, and dog parks. Additionally, the project includes the construction and operation of a Water Reclamation Facility and a Recycling Facility. Thus, noise mitigation including barriers, enclosures and building orientation would be required to demonstrate that noise levels would be reduced to comply with the County property line noise limits, and impacts would be less than significant.

Construction noise levels would not exceed the County's construction noise level limit of 75 A-weighted decibel equivalent noise level at adjacent property lines with the incorporation of noise mitigation, including reducing construction activities, establishing setback requirements for rock crushing, and requiring a blasting and vibration monitoring plan. These noise measures provide restrictions that would limit construction and blasting activities, reducing impacts to less than significant. Implementation of the mitigation detailed above would result in a less than significant construction noise impact.

i. Transportation and Traffic

A Traffic Impact Study (TIS) was prepared for the project that analyzed the project's potential direct, cumulative, and Horizon Year (General Plan Buildout) traffic impacts. The TIS estimated the proposed project would generate a total of 19,406 daily vehicle trips. The TIS assumed a 22-percent internal capture rate (project trips which remain within the project site; Table 4.8 of the TIS) which resulted in 15,141 external trips (vehicle trips that would enter/exit the project site).

Direct and cumulative traffic impacts were determined based on criteria in the County of San Diego Transportation and Traffic Guidelines dated August 24, 2011 and the SANDAG/ITE Guidelines.

The TIS identified the following eight direct impacts (by phase), which can be generally characterized as reduced LOS for specific intersections and road segments, and recommended mitigation measures:

- i. Gopher Canyon Rd from E. Vista Way to I-15 (Phase A) - Gopher Canyon Road/E. Vista Way intersection improvements
- ii. Vista Way/Gopher Cyn Rd intersection (Phase A) – Add westbound right turn lane from Gopher Canyon Road
- iii. I-15 Southbound On-ramps/Gopher Cyn Rd intersection (Phase B) - Signalization
- iv. I-15 Northbound On-ramps/Gopher Cyn Rd intersection (Phase B) – Signalization
- v. W. Lilac Road from Old Highway 395 to Main Street (Phase C) – Improve to 2.2C Light Collector standards
- vi. E. Vista Way from SR-76 to Osborne St (Phase C) – add northbound dedicated right turn lane from East Vista Way
- vii. Old Hwy 395/W. Lilac Rd intersection (Phase C) – construct a left-turn lane from westbound West Lilac Road approach
- viii. Old Hwy/Circle R Drive intersection (Phase D) - Signalization

The proposed project results in cumulative traffic impacts to several County and Caltrans roadway facilities. The cumulative impacts to County roadway facilities will be mitigated via payment into the County Transportation Impact Fee (TIF) program and/or through physical road improvements. The project would result in cumulative impacts to the following County roadways and intersections:

- i. West Lilac Road from Old Highway 395 to Main Street
- ii. Camino Del Rey from Old River Road to West Lilac Road
- iii. Gopher Canyon Road from E. Vista Way to Little Gopher Canyon Road
- iv. Gopher Canyon Road from Little Gopher Canyon Road to I-15 SB Ramps
- v. Vista Way from SR-76 to Gopher Canyon Road
- vi. Vista Way from Gopher Canyon Road to Osborne Street
- vii. Pankey Road from Pala Mesa Drive to SR-76
- viii. Lilac Road from Old Castle Road to Anthony Road
- ix. Cole Grade Road, from Fruitvale Road to Valley Center Road
- x. Vista Way/Gopher Canyon Road
- xi. Old Highway 395/E. Dulin Road
- xii. Old Highway 395/West Lilac Road
- xiii. Old Highway 395/Circle R Drive

Cumulative impacts to Caltrans facilities would be significant and unavoidable as payment of a fair-share contribution or mitigation fee is infeasible because there is no improvement program in place in to which the project could make a contribution. In addition, the County cannot guarantee that mitigation (improvements) to Caltrans facilities would be approved by Caltrans. Nonetheless, the project applicant and the County have coordinated with Caltrans to develop mitigation measures (portion of County TIF and physical improvements) that are anticipated to address the impacts. However, the facilities that need mitigation improvements are under the jurisdiction of another agency, Caltrans, and there is no funding program available to which the applicant could contribute toward mitigating the cumulative impacts to these facilities. Therefore, from a CEQA standpoint, impacts to Caltrans facilities would remain significant and unavoidable. The project would result in cumulative impacts to the following Caltrans roadways and intersections:

- SR-76/Old Highway 395
- SR-76/Pankey Road
- I-15 SB Ramps/Old Highway 395
- I-15 SB Ramps/Old Highway 395)
- I-15 SB Ramps/Gopher Canyon Road
- I-15 NB Ramps/Gopher Canyon Road
- I-15 between Gopher Canyon Road and Deer Springs Road
- I-15 between Deer Springs Road and Centre City Parkway
- I-15 between Centre City Parkway and El Norte Parkway
- I-15 between El Norte Parkway and SR-78

The TIS also includes a Horizon Year (General Plan Buildout) analysis comparing the Mobility Element adopted with the current General Plan to the project's Mobility Element (proposed GPA). The project's GPA proposes to downgrade West Lilac Road from a 2.2C Light Collector to a 2.2F Light Collector from Main Street to proposed Road 3. The project's proposed GPA would increase the potential trip generation of the project site from 1,320 trips per day (current Mobility Element) to 15,141 external trips (proposed GPA).

As a result of the proposed GPA and resulting increase in density, the proposed project would require the following Mobility Element road segment classifications to be upgraded:

- Old Highway 395 from SR-76 to E. Dulin Road
- Old Highway 395 from E. Dulin Rd to West Lilac Road
- Old Highway 395 from West Lilac Road to I-15 southbound ramps
- West Lilac Road from Old Highway 395 to Main Street
- West Lilac Road from Main Street to Street F
- West Lilac Road from Street F to Road 3

However, the segment of Old Highway 395 from SR-76 to E. Dulin Road was previously accepted at LOS E/F as part of the General Plan Update. As a result, the segment of Old Highway 395 from SR-76 to E. Dulin Road would need to be re-accepted at LOS E/F with the additional traffic generated by the project. The classifications of the remaining segments are not proposed to be upgraded as part of the project and are proposed to be added to the list of Accepted Road Classifications with Level of Service E/F (Table M-4) in the Mobility Element. The proposed GPA to the Mobility Element is attached as Exhibit C to the GPA Resolution (Attachment I). The supporting rationale for accepting these roadways at LOS E/F is also attached to the GPA Resolution as Exhibit D. Please see Section C.2.a. of this report for a detailed discussion regarding the proposed mobility plan.

4. County Regulations

a. Subdivision Ordinance Consistency

The project has been reviewed for compliance with the Subdivision Ordinance (County Code section 81.101 et seq.). 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). However, because the project proposes a Specific Plan, the subdivision design requirements of the Specific Plan take precedence over the requirements in Subdivision Ordinance subsections 81.401 (b), (d), (e), (h), and (i). (Section 81.401 (o).) Furthermore, the Specific Plan also specifies the street standards necessary to implement the development density design and objectives of the Specific Plan for all on-site and off-site access pursuant to subsection 81.402 (d). The project also includes requirements and conditions of approval necessary to ensure that the project is implemented in a manner consistent with the Subdivision Map Act and the Subdivision Ordinance.

b. Other Applicable County Regulations

Table 6: Applicable Regulations

County Regulation Policy	Explanation of Project Conformance
1. Resource Protection Ordinance (RPO)	The proposed project complies with the requirements of the RPO.

County Regulation Policy	Explanation of Project Conformance
	<p>The project is consistent with the RPO because the project has avoided the wetlands on-site except for the minimum number of crossings feasible to provide primary and secondary roadway access. With the exception of the roadway crossings, the project would preserve all wetlands within permanent biological open space, as well as a minimum buffer of 50-feet. All impacts to wetlands would be mitigated in accordance with the RPO, which includes a minimum ratio of 3:1 with a minimum creation component of 1:1.</p> <p>The project site has also been surveyed for archaeological and historical resources and does contain archaeological sites. However, no historical resources were identified. One of the identified archeological sites was determined to be significant as defined by the RPO; however, the site would be preserved within permanent open space in compliance with the RPO.</p> <p>The project site contains 20 acres of steep slopes as defined by the RPO. The project would encroach into 1.6 acres of the 20 acres of steep slopes (8 percent), which complies with the maximum encroachment allowed pursuant to the RPO (10 percent). In addition, the project would not impact any floodway/floodplains or sensitive habitat.</p>

County Regulation Policy	Explanation of Project Conformance
2. San Diego County Consolidated Fire Code	<p>A Fire Protection Plan (FPP) was prepared for the project and was approved by the Deer Springs Fire Protection District. The FPP would ensure that the project would implement particular design measures to ensure compliance with the San Diego County Consolidated Fire Code, including but not limited to the following:</p> <ul style="list-style-type: none"> • Fuel Modification Zones • Ignition-resistance construction • Fire sprinklers in all structures • Access roads constructed to Fire Code Standards • Water supply and fire hydrants • Secondary access
3. Watershed Protection Ordinance (WPO)	<p>Stormwater Management Plans have been prepared for the project that comply with the WPO.</p>
4. Habitat Loss Permit (HLP) Ordinance	<p>Implementation of mitigation for impacts to Diegan Coastal Sage Scrub would ensure that the proposed project would comply with the Habitat Loss Permit Ordinance.</p>
5. Light Pollution Code	<p>Project lighting would conform to the lamp type and shielding requirements as well as the hours of operation in the Light Pollution Code.</p>

County Regulation Policy	Explanation of Project Conformance
6. Noise Ordinance	<p>A Noise Study has been prepared for the project and identified mitigation including dedication of noise easements (that require berms, sound walls, etc. required before building permit), building construction requirements (dual pane windows or weather stripping), shielding (enclosures, barriers, or building orientation), construction measures (setback restrictions and noise barriers), and implementation of a Blasting Plan. With the incorporation of mitigation measures, the project will comply with the requirements of the Noise Ordinance.</p>
7. Groundwater Ordinance	<p>The project will obtain its potable water supply from the Valley Center Water District, which would provide water from imported water sources. The project will also obtain its non-potable water supply from the Valley Center Water District, but is also considering the use of (1) recycled water deliveries to be provided by the Valley Center Water District, and (2) on-site groundwater wells for irrigation of landscaping and retained agriculture. The on-site wells have a five year production history that indicates an average of 191 acre-feet of groundwater use per year. The proposed groundwater demand for this project is approximately 191 acre-feet year, which would result in a no additional groundwater pumped when compared to existing conditions. Therefore, the project would comply with the Groundwater Ordinance since implementation of the project would result in a “no net gain” in the amount of groundwater from the project site when compared to existing conditions.</p>
8. Board of Supervisors Policies	<p>The project complies with all applicable Board of Supervisors policies, including I-73, I-84, I-78, and I-132.</p> <p>Policy I-73 requires the project to be constructed in a manner to preserve,</p>

County Regulation Policy	Explanation of Project Conformance
	<p>enhance or improve the physical features of the area consistent with providing building sites. The project would comply with the policy as well as the RPO requirements for the protection of steep slopes. In addition, the Specific Plan includes grading design principles to further reduce impacts associated with grading.</p> <p>Policy I-84 requires adequate facilities to be available concurrent with need before approving a project. The policy requires Project Facility Availability forms to be submitted. The project has provided Project Facility Availability forms from the Valley Center Municipal Water District for sewer and water and from the Deer Springs Fire Protection District for fire services. Therefore, the project complies with the policy.</p> <p>Policy I-78 establishes requirements for the location of future small wastewater treatment facilities. The project complies with the policy because the project would be located within the Village boundaries and the proposed wastewater treatment facility would be operated by the Valley Center Municipal Water District.</p> <p>Policy I-132 requires the adoption of mitigation measures for any project located within the Valley Center Septic Moratorium area. The project includes mitigation measures for noise, hazards, and cultural resources in compliance with the policy.</p>

D. PUBLIC INPUT

Throughout the processing of this project, there was significant interest by the public and a large amount of correspondence was received from members of the public and other stakeholders. During the public review period of the Revised EIR, a total of 188 comment letters containing over approximately 3,500 comments were received. Please see Attachment B for the Draft Final EIR and responses to comments. Additional public comments are provided in Attachment D. Responses to comments received during the public review period can be found in the Draft Final

EIR on file under PDS2012-3910-1202003. The following is a summary of the major concerns and staff's response.

1. "Approval of Lilac Hills Ranch undermines the County's 2011 General Plan, and would set a precedent for more projects like it."

The Lilac Hills Ranch General Plan Amendment (GPA) is a stand-alone project that is not related to other current applications, or future GPA projects. The Board of Supervisors has the discretion to approve, modify or deny the Lilac Hills Ranch project. Each new GPA will be required to be reviewed and analyzed as a separate discretionary action by the Board of Supervisors.

2. "The project is inconsistent with the goals and policies of the General Plan."

County staff has reviewed the Lilac Hills Ranch project and has determined that, on balance, it is consistent with the principles, goals, and policies of the County's General Plan, including the Valley Center Community Plan and Bonsall Community Plan. The project proposes to amend the Valley Center and Bonsall Community Plans in order to add a new Village and a description of the project.

For a full discussion of this determination, please refer to the General Plan Conformance section of this report in Section C.1.b, and Appendix W of the project's Draft Final EIR.

3. "The project is inconsistent with General Plan Policy LU-1.2."

County staff has reviewed the Lilac Hills Ranch project and has determined that it is consistent with Policy LU-1.2. The policy requires that the project be designed to be consistent with the Community Development Model, that it provides necessary services and facilities, and that it is designed to meet the LEED Neighborhood Development Certification or an equivalent. Staff has determined that the project meets all three requirements as explained previously under the analysis of policy LU-1.2. For a full discussion of this determination, please refer to the General Plan Conformance section of this report in Section C.1.b, and the project's Draft Final EIR Global Response - Project Consistency with General Plan Policy LU-1.2.

4. "The project is inconsistent with the goals and policies contained in the Valley Center and Bonsall Community Plans related to the preservation of agriculture and rural character."

County staff has reviewed the Lilac Hills Ranch project and determined that, on balance, the project is consistent with the goals and policies of the Valley Center and Bonsall Community Plans. The project is designed in accordance with the Community Development Model which is characterized by a node of high intensity residential and commercial, surrounded by residential densities that gradually become less intense toward the perimeter of the project. The project also includes several design features that will reduce the visual effects along the project perimeter including the use of wider lots, grade separations, fencing and landscape buffers. Additionally, riparian open space will be preserved along the west side of the project, and

agricultural buffers of at least 50-feet planted with fruit trees will provide a transition from the project to the existing uses. County staff is further recommending that the project incorporate a 50-foot orchard buffer along the portions of the project that do not currently have a buffer, including the portion of the project is located along West Lilac Road in order to provide an additional land use transition/buffer. Lastly, the project will preserve some agriculture on-site, would support a farmers market and community gardens, and will preserve 43.8 acres of high-quality agricultural lands in a permanent off-site easement.

5. “County housing needs are already met by the General Plan and additional density is unnecessary.”

The State of California is a desirable place to live and this has resulted in high demand for housing throughout the State. Unfortunately, the lack of housing supply has resulted in both increased competition and costs for housing. These trends are reflected in the State of California Draft 2015-2020 Federal Consolidated Plan, which is being prepared by the State Department of Housing and Community Development (State HCD). High housing costs and a lack of housing supply are also issues in San Diego County.

Housing element law mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. All California jurisdictions are required to adopt housing elements as part of their general plans and submit adopted elements to State HCD for review of compliance with State law. In addition, State HCD is required to determine the Regional Housing Needs Assessment (RHNA) by income category for the San Diego Association of Governments (SANDAG). Then, in turn, SANDAG is responsible for allocating the RHNA to each of its local jurisdictions for each income category. <http://www.hcd.ca.gov/housing-policy-development/housing-resource-center/plan/he/>

The draft *San Diego Forward: The Regional Plan* being prepared by SANDAG indicates that, “providing adequate housing for a growing number of people, from all income levels and at all stages of their lives, continues to be one of the major goals for our region.” The region’s progress toward meeting housing goals is measured in the Regional Housing Needs Progress Report 2003-2013 prepared by SANDAG, which indicates that “the number of building permits for above moderate income (market rate) homes was exceeded during the fourth housing element cycle (January 1, 2003 through December 31, 2010) and is on track to meet the RHNA goals during the fifth housing element cycle (January 1, 2010 through December 31, 2010). However, the region’s ability to produce housing for very low, low, and moderate income household is and will likely continue to be challenging.”

Progress in Meeting the RHNA Requirements for Unincorporated County

The County’s General Plan designates adequate sites for fulfilling the housing needs of the unincorporated area of the County, with many of the housing sites being located within rural villages. Although the County has seen increased interest in these sites, some of the planned discretionary projects have not provided the housing densities envisioned in the General Plan. SANDAG states of forecasts used in the preparation of the General Plan, “this regional forecast represents one possibility for future growth in the San Diego region. It is intended to

represent a likely prediction of future growth, but it is not intended to be a prescription for growth.” Subregional growth forecasts are uncertain because they are based upon local jurisdictions’ existing land use plans, and utilize existing development data, proximity to job centers, past development patterns, and travel times which evolve with new technologies and regional patterns. With a lack of adequate supply of housing for all the different income levels, the region will need to look at innovative solutions to increase housing supplies and meet the demands for providing very low, low, and moderate income housing. The proposed project will provide 1,746 housing units, 375 of which are classified under the moderate income level category and 468 age-restricted housing units which are intended for ages 55 and older.

State housing law equates density with affordability. State HCD considers areas assigned higher densities as having a greater potential to result in the development of housing that is more affordable. The specific relationship between the RHNA income category and density is described in Table 7 below.

Table 7: RHNA Income Category and Density

Income Category	Units per Acre
Very Low	24 – 30
Low	20 – 24
Moderate	10.9 – 20
Above Moderate	Less than 10.9

Thus a parcel zoned for 24 units per acre is expected to result in housing units that are more affordable than development on a parcel zoned at 7.3 units per acre or lower densities. In the period from January 1, 2010 through December 31, 2014 (five years of the eleven-year housing cycle), 2,310 building permits for residential units have been issued. This is 11.4 percent of the total RHNA requirement for the unincorporated portions of San Diego County. Therefore, while 45% of the housing cycle has passed, permits have been issued to meet only 11.4% of the requirement.¹ The Lilac Hills Ranch project will help to meet the County’s share of regional housing needs.

6. “The project does not meet the 5-minute fire and emergency service travel time standard of the General Plan and the evacuation plan for the project is inadequate.”

County staff has reviewed the Lilac Hills Ranch project for consistency with the General Plan policy S-6.4 that requires the project to be able to demonstrate fire and medical service within a 5-minute travel time. As described in the project’s Draft Final EIR, the project will be conditioned to implement one of the four fire service options prior to constructing any dwelling units that would be outside of the 5-minute travel time (Note: 71 lots are within the five minute travel time).

¹ San Diego County Report: <http://www.sandiegocounty.gov/content/dam/sdc/pds/gpupdate/docs/GP-APRs/GPAPR2014.pdf>

An Evacuation Plan was prepared that determined that adequate precautions have been taken to provide safe and efficient evacuations in the case of a wildland fire. The Evacuation Plan includes both primary and secondary evacuation routes, which are accessed by a series of internal roadways within the development. All proposed roads have been designed in accordance with the County's Consolidated Fire Code requirements. The Evacuation Plan contains an educational component that ensures that residents are educated about the proper evacuation routes.

7. "If approved, roadway design exceptions would impact road safety and an emergency evacuation."

Proposed public roadway improvements would comply with the County's Public Road Standards except where design exceptions have been requested. The project proposes ten design exceptions, and County staff has reviewed the analysis of the roadway design exceptions. The County Public Road Standards are intended to "provide for the service and protection of the public", however, where capacity and safety are not unduly affected, exceptions may be granted. In the case of the Lilac Hills Ranch project, the design exceptions that staff is recommending for approval would not impact travel lane widths which could reduce capacity, and instead, only affect shoulder and parkway width. Therefore, none of the design exceptions that staff recommends for approval would reduce public safety in the event of an evacuation.

8. "The project does not own legal rights to roads, sewer and recycled water infrastructure right-of-way."

As stated previously in this report, staff acknowledges that additional off-site right-of-way will likely be required and could result in the County having to acquire the right-of-way through eminent domain. A number of the off-site improvements would improve existing conditions that do not currently meet County standards. The roadway improvements would also likely require the reconstruction of a number of private driveways off-site. Staff also acknowledges that the project would require permission for grading from private properties located off-site.

9. "Proposed project phasing does not guarantee that commercial and other amenities will ever be constructed."

The Specific Plan ensures that phasing will occur with a logical and orderly expansion of roadways, public utilities, and infrastructure; however it does not prescribe a sequential order of phasing. In order to ensure that the project is built in the way that it has been designed, the County is conditioning the project to construct all services (e.g. buildings for commercial services and buildings for institutional uses) concurrently with the development of each phase of residential use. Additionally, The Town Center in Phase 2, will be required to be developed concurrently with or prior to the third phase of development regardless of the order of phasing and to be completed before completion of the third phase of development, in order to provide commercial services to the community and would be required to be completed prior to the completion of the third phase of development.

10. “The EIR is deficient and cannot be certified.”

County staff has reviewed the Lilac Hills Ranch project Environmental Impact Report and has determined that it complies with CEQA. The document has adequately disclosed the significant environmental effects of the project, has identified and adopted feasible mitigation measures to reduce some of the significant effects, and has described a reasonable range of alternatives to the project.

E. COMMUNITY PLANNING GROUPS AND DESIGN REVIEW BOARD RECOMMENDATIONS

The proposed project is located within the Valley Center and Bonsall Community Planning Areas. The project is also subject to the Valley Center Design Review Guidelines because it proposes commercial development and a Major Use Permit.

1. Valley Center Community Planning Group

On April 13, 2015, the Valley Center Community Planning Group (VCCPG) recommended denial of the project with a vote of 11-2-0-2. The VCCPG attached comments explaining their recommendation. The VCCPG identified concerns regarding legal right-of-way, phasing, General Plan consistency, the Specific Plan and the EIR.

2. Bonsall Community Planning Group

On May 5, 2015, the Bonsall Community Planning Group (BCPG) recommended denial of the project with a vote of 4-0-0-3. The BCPG provided comments explaining their recommendation. The BCPG identified concerns regarding legal right-of-way, phasing, grading, density, wastewater, General Plan consistency, the Specific Plan, and the EIR.

3. Valley Center Design Review Board

On April 6, 2015, the Valley Center Design Review Board (DRB) recommended to “re-iterate their view that the project fails to meet Valley Center’s most basic design objectives” with a vote of 3-0-1-1. The DRB provided comments explaining their concerns regarding General Plan consistency and the Specific Plan as well as the EIR.

F. STAFF RECOMMENDATIONS

Staff recommends that the Planning Commission consider the proposed project, and if they concur with staff’s recommendation, recommend to the Board of Supervisors that modifications be made to the project that would provide additional standards and criteria by which the Lilac Hills Ranch development would proceed and that are desirable to implement the General Plan. These modifications are discussed in detail under Planning and Development Analysis – Specific Plan – Conceptual Design & Development in Section C.1.a, and include the following modifications that

have been added as conditions of approval to the Resolution Approving the Specific Plan for the project. Based on staff's analysis, staff recommends that the Planning Commission make the following recommendations to the Board of Supervisors.

- a. Adopt the environmental findings included in Attachment G, which includes the certification of an Environmental Impact Report (EIR).
- b. Adopt the Resolution approving General Plan Amendment PDS2012-3800-12-001 (Attachment I) which includes those requirements necessary to ensure that the project is implemented in a manner consistent with State Law and County of San Diego Regulations.
- c. Adopt the Resolution approving the Specific Plan PDS2012-3810-12-001 (Attachment J) which includes the following modifications listed below and conditions necessary to ensure that the project is implemented in a manner consistent with State Law and County of San Diego Regulations.

Modification #1) Require a 50-foot buffer (setback) with two rows of trees or similar vegetation around the perimeter of the project.

Modification #2) Require the Town Center to be developed prior to or concurrently with the third phase and that the commercial and other uses are developed concurrently with development of each phase.

Modification #3) Require all development within the Specific Plan to maintain consistency with the conceptual plans, figures and graphics in the Specific Plan and not deviate substantially except for the Town Center.

Modification #4) Require the construction of Main Street concurrently with the development of Phase 2 or 3, provide access from Phase 4 to either West Lilac Road via Lilac Hills Ranch Road or Residential Road 10 or south through Phase 5 via Mountain Ridge Road concurrently with the development of Phase 4 and provide access to either Covey Lane or Rodriguez Road concurrently with the development of Phase 5.

Modification #5) Require coordination with the North County Transit District (NCTD) on the siting of a future transit stop in Phase 2 and provide transit stop improvements concurrently with the development of Phase 2 (shelter and bench).

Modification #6) Require interim transit service (on-demand vanpool) concurrently with Phase 1. The interim transit service shall provide daily service between the community and the nearest off-site transit stops (Route 388 along Valley Center Road & SR-76 and/or Escondido Transit Center) through the SANDAG iCommute Program until transit service is provided to the site.

d. Adopt the Ordinance titled:

ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE BONSALL AND VALLEY CENTER COMMUNITY PLAN, REF: PDS2012-3600-12-003 (Attachment K).

e. Adopt the Resolution of Approval for Master Tentative Map PDS2012-3100-5571 which includes those requirements and conditions necessary to ensure that the project is implemented in a manner consistent with State law and County of San Diego regulations (Attachment L).

f. Adopt the Resolution of Approval for Implementing Tentative Map PDS2012-3100-5572 which includes those requirements and conditions necessary to ensure that the project is implemented in a manner consistent with State law and County of San Diego regulations (Attachment M).

g. Grant Major Use Permit PDS2012-3300-12-005, make the findings, and impose the requirements and conditions as set forth in the Form of Decision (Attachment N).

h. Grant Site Plan PDS2012-3500-12-018 and impose the requirements and conditions set forth in the Site Plan Form of Decision (Attachment O).

j. Direct staff to update the Transportation Impact Fee (TIF) Program to incorporate the Lilac Hills Ranch General Plan Amendment.

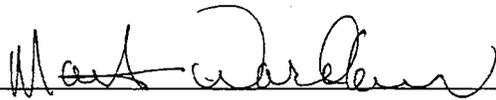
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AUTHORIZED REPRESENTATIVE:



MARK WARDLAW, DIRECTOR

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The attachments to the August 7, 2015 Planning Commission Report are not included in this staff report. All the attachments are available online at:
https://www.sandiegocounty.gov/content/sdc/pds/regulatory/docs/LILAC_HILLS_RANCH/draft-FEIR.html.

**Attachment C – Lilac Hills Ranch Specific Plan
Initiative Impact Report**

Lilac Hills Ranch Specific Plan Initiative Impact Report



Prepared at the request of the County of San Diego Board of Supervisors



INTRODUCTION

Overview

The following analysis is an Impact Report, as requested by the San Diego County Board of Supervisors (Board) on July 19, 2016 (19), comparing the site specific buildout of the existing General Plan, the Lilac Hills Ranch Project as recommended by the Planning Commission (PC), and the Lilac Hills Ranch Specific Plan Initiative for an Eco-Smart Village Providing Housing Opportunities for San Diego Families (Initiative).

Background

The Lilac Hills Ranch Master Planned Community permit application in process at the County of San Diego's Department of Planning & Development Services was submitted on April 30, 2012 and is a Master Planned community consisting of 608 acres in the Valley Center and Bonsall Community Plan areas. The project site is located in the unincorporated area of northern San Diego County, approximately 10 miles north of Escondido and a half-mile east of the Interstate 15 corridor.

Prior to formal submittal of the application in 2012, a Plan Amendment Authorization (PAA) was submitted in November 2009. The County Planning Director denied the PAA request and the applicant appealed the Director's decision to the Planning Commission. The Planning Commission conducted a number of hearings regarding the PAA, including a site visit. On December 17, 2010, the Planning Commission authorized the PAA, allowing the submittal of the permit applications. The proposed permit applications of the project consist of a General Plan Amendment, Specific Plan, Rezone, Master Tentative Map, Implementing Tentative Map, Major Use Permit, and two Site Plans.

County staff evaluated the application and presented recommendations to the Planning Commission at a first hearing (August 7, 2015), a site visit (August 12, 2015), and a final hearing (September 11, 2015). The Planning Commission voted 4-3 to recommend approval of the project to the Board with modifications and development conditions.

Prior to the project being considered by the Board for a final decision, the petitioners filed the Initiative with the County of San Diego's Registrar of Voters for certification in order to have the citizens of San Diego County vote on the project.

The County's General Plan currently allows for the development of up to 110 houses on the 608-acre site, with agricultural and rural residential uses.

Both the permit application and the Initiative propose changes to the General Plan for the 608 acres, changing from Semi-Rural 4 (SR-4) with 1 dwelling unit per 4, 8, or 16 gross acres, and Semi-Rural 10 (SR-10) with 1 dwelling unit per 10 or 20 gross acres to a project proposal that includes a mix of uses including 1,746 residential dwelling units, 90,000 square feet of commercial/retail uses, institutional uses and parks.

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The Initiative contains similarities to the Lilac Hills Ranch Project with Planning Commission recommendations including:

- The project description (number of residential units, 200 bed group care facility, commercial space, parks, open space acreage),
- The majority of the project design and architectural plans, and
- Buffers to neighboring properties.

However, the Initiative removes and/or modifies County staff and Planning Commission recommended conditions related to:

- Improvements to West Lilac Road – a public road,
- Improvements to Mountain Ridge Road – a private road,
- A new fire station or existing station expansion to meet the required 5-minute travel time,
- Project phasing and timing of road improvements,
- Interim park requirements,
- Construction of a school (K-8) [turnkey], and
- Sight distance improvements to Covey Lane and Mountain Ridge Road.

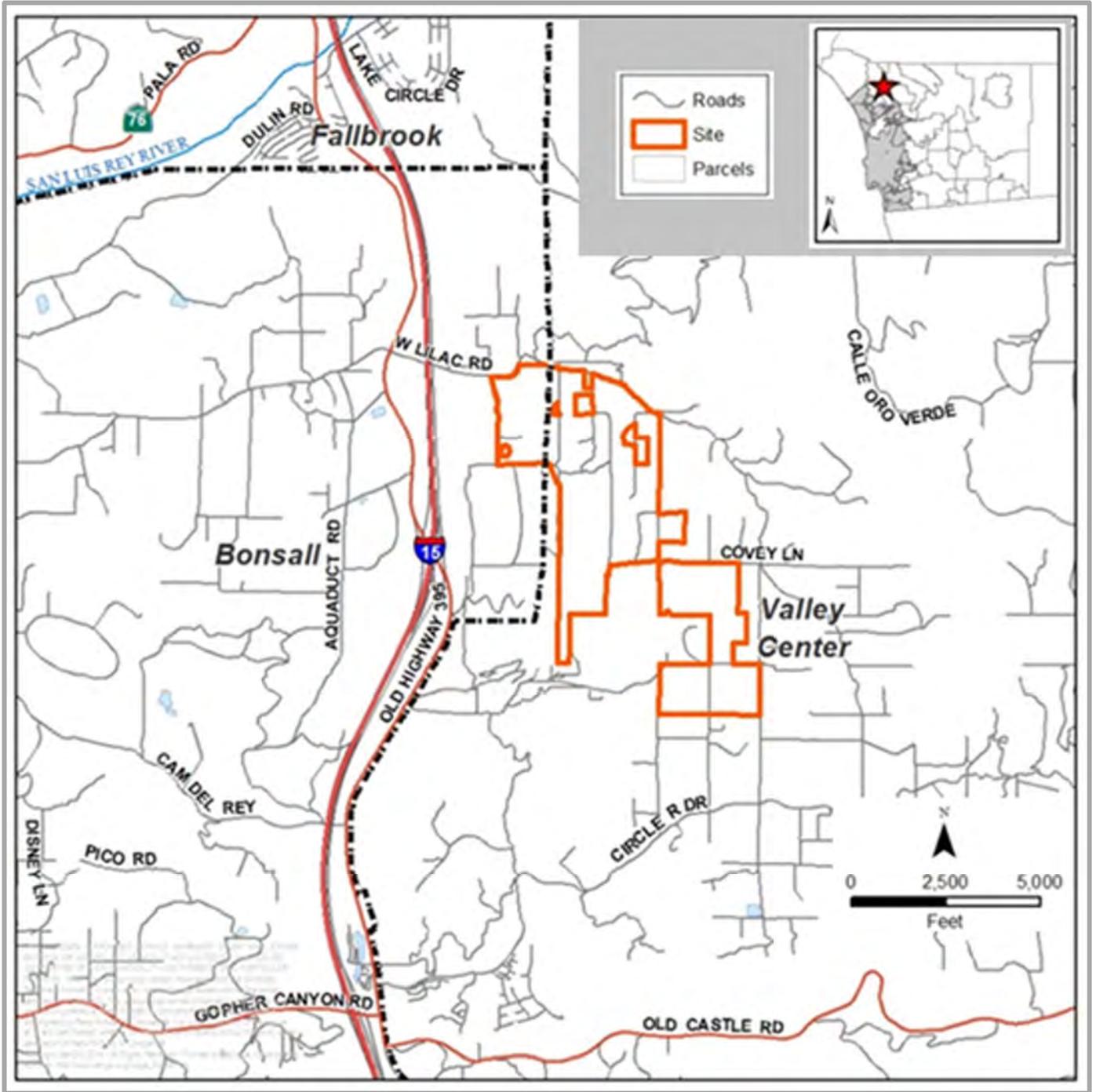
In addition, the Initiative would exempt the project from and/or amend certain policies, when compared with the County staff and Planning Commission recommended project within the:

- General Plan,
- Valley Center Community Plan,
- Bonsall Community Plan, and
- County Code of Regulatory Ordinances.

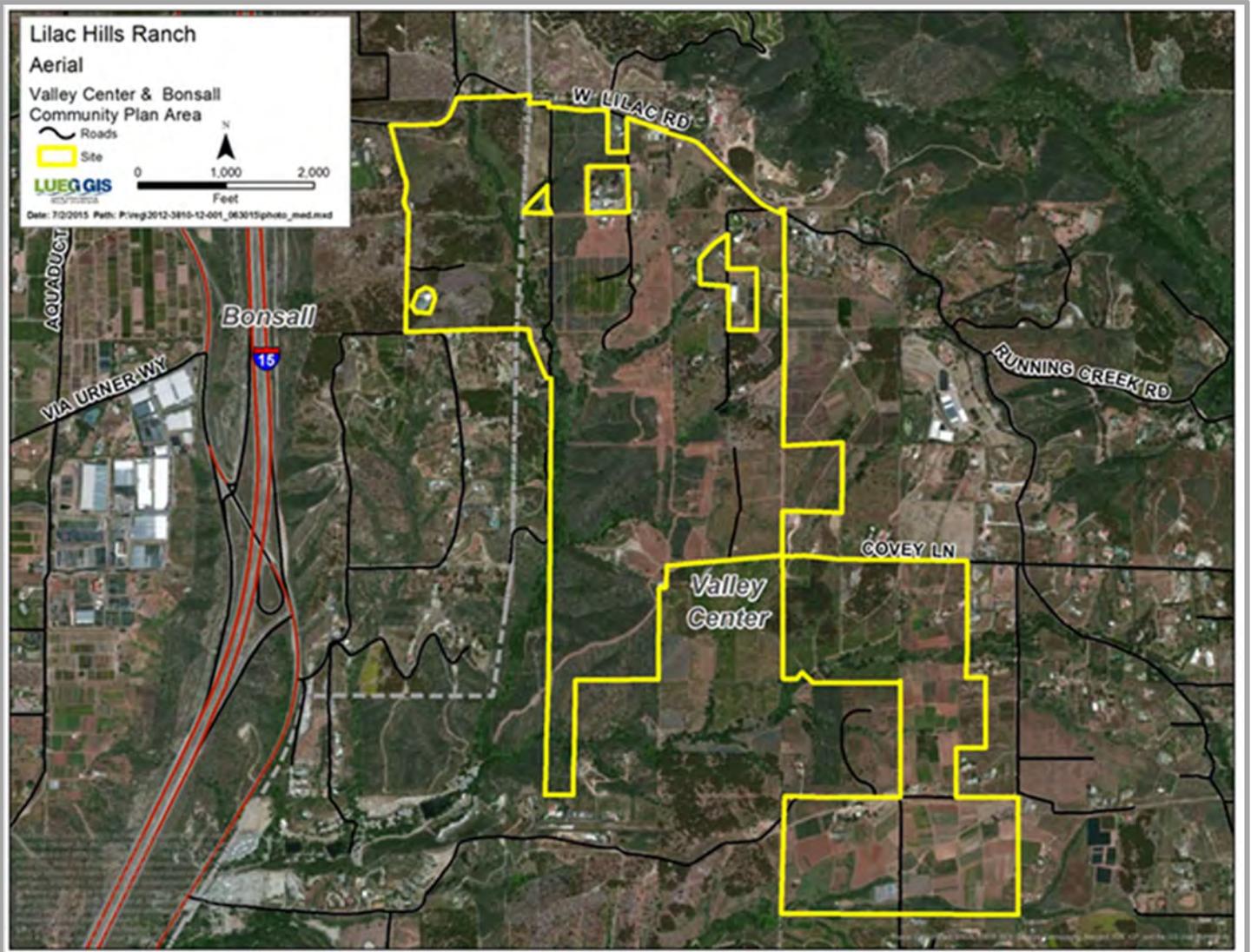
This Impact Report contains the following sections:

- **At a Glance**
- **Facilities & Services**
- **Transportation**
- **Financing**
- **Phasing**
- **Policy**
- **CEQA**
- **Liability**
- **Future Permits**

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VICINITY MAP

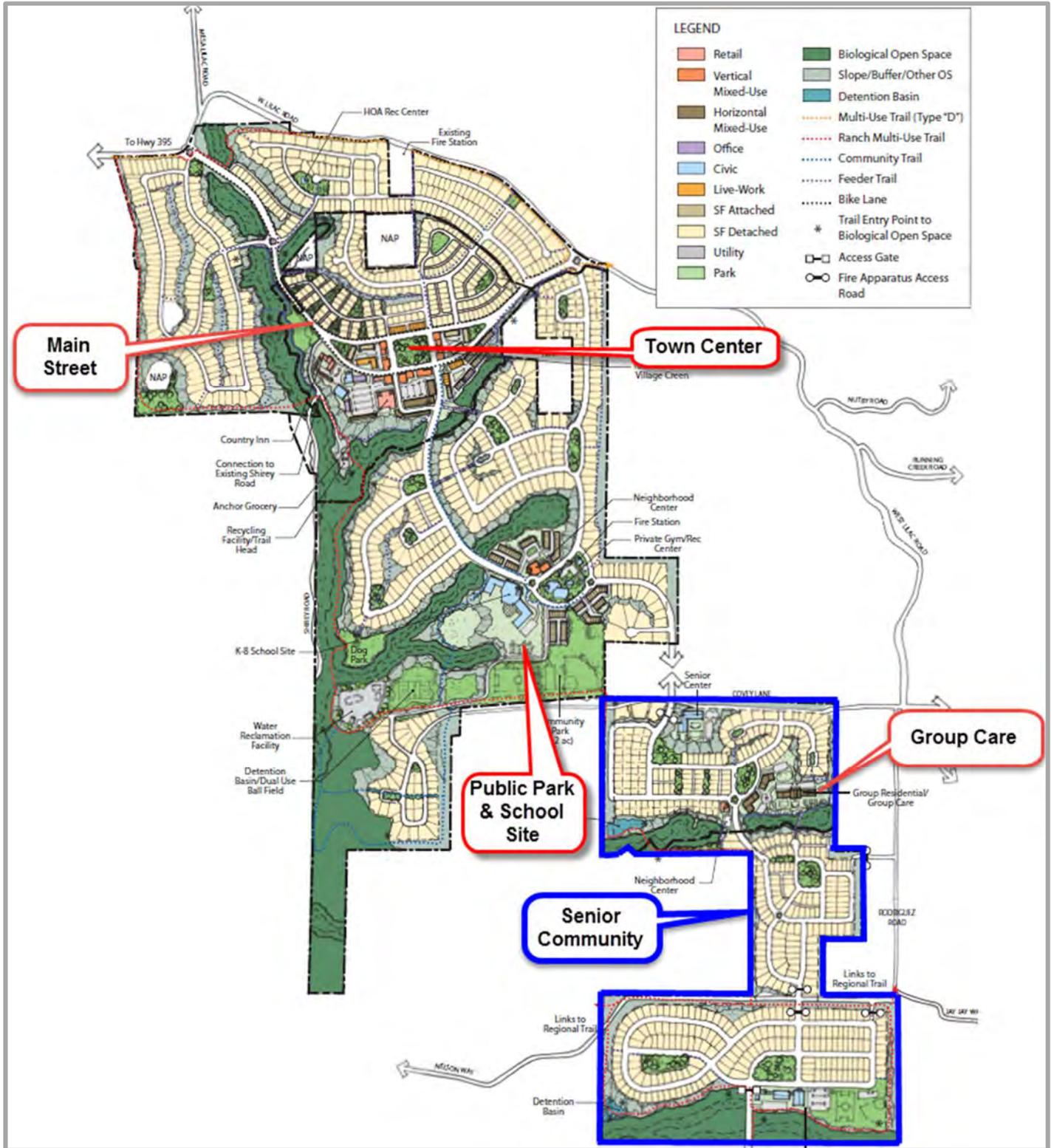


AERIAL MAP

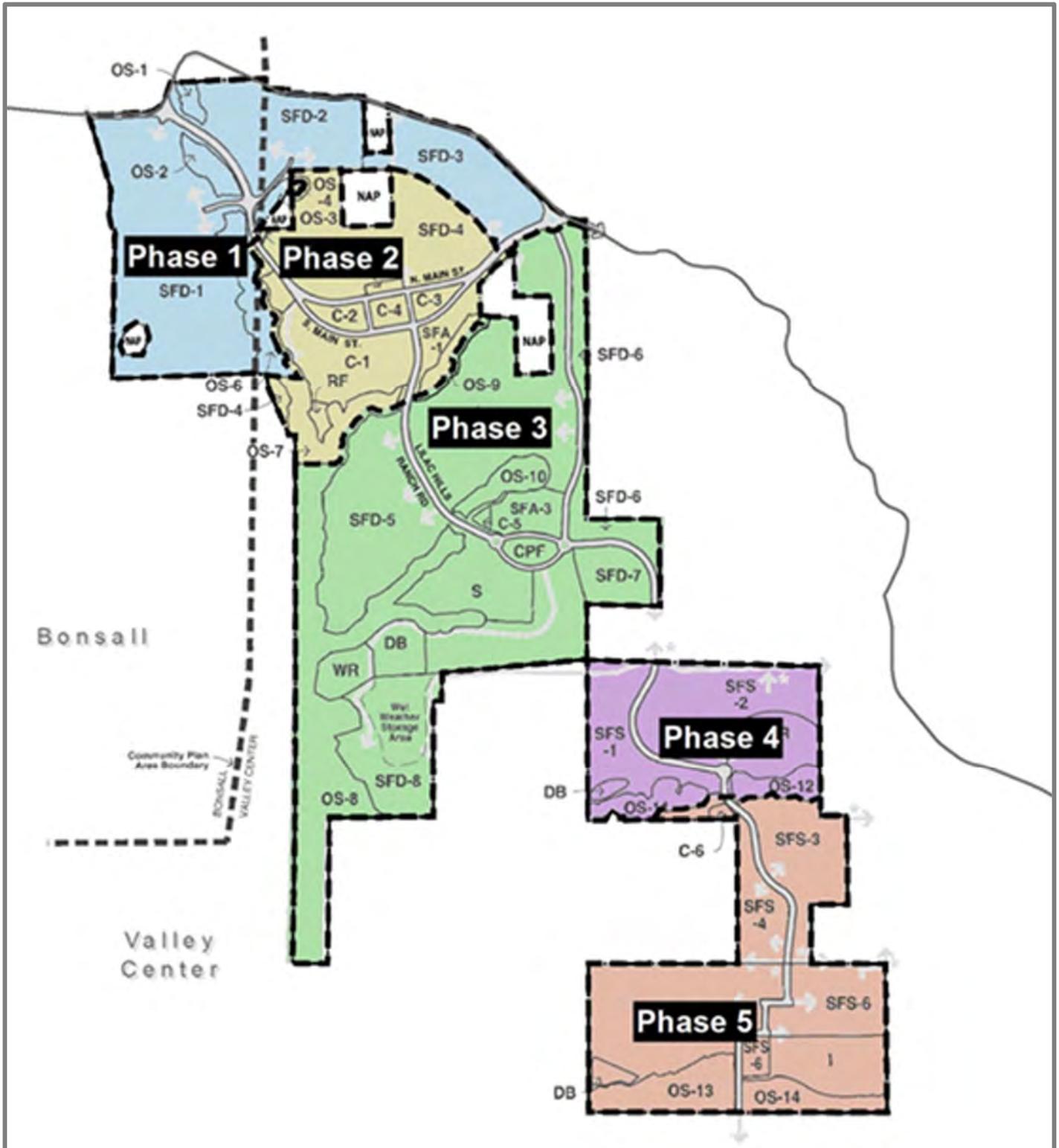
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CONCEPTUAL PLAN



PHASING PLAN



AT A GLANCE

Definitions

The following comparison table and subsequent tables include three different development scenarios which are defined as follows:

- **“Existing General Plan”** is an analysis of the Lilac Hills Ranch project site if developed in conformance with the existing General Plan, which would allow a maximum of 110 houses on semi-rural residential lots. The individual properties which are under various ownerships within the project boundaries could also be developed separately. Under this scenario, 110 or fewer houses would likely be developed, resulting in reduced environmental impacts. Therefore the analysis included in this report assumes the most impactful alternative.
- **“Lilac Hills Ranch Project with Planning Commission Recommendations”** consists of the project recommended for approval by the Planning Commission which included modifications and conditions.
- **“Initiative”** is the development proposal included in the Initiative submitted to the County’s Registrar of Voters.

		EXISTING GENERAL PLAN	LHR PROJECT WITH PC RECOMMENDATIONS	INITIATIVE
Independent Parcels		59 parcels (49 legal lots)	1 Master Plan	1 Master Plan
Residential¹	Total Housing Units	110	1,746	1,746 ²
	<i>Single-Family Detached Units</i>	Allowed	903	903
	<i>Single-Family Detached Units (Age Restricted 55+)</i>	Allowed	468	468
	<i>Single-Family Attached Units</i>	Not Allowed	164	164
	<i>Mixed-Use Units</i>	Not Allowed	211	211
	Group Care	Allowed with Major Use Permit	200 Bed Facility (assisted living) with Major Use Permit	200 Bed Facility (assisted living) plus Kitchens with Major Use Permit
Commercial	Retail + Office	Not Allowed	90,000 Square Feet	90,000 Square Feet
	Lodging	Allowed with Major Use Permit	50 Room Country Inn with Major Use Permit	50 Room Country Inn with Major Use Permit

¹ The General Plan allows a maximum number of units by land use category.

² The Initiative reserves the right for the developer to move forward with the Group Care facility of 200 individual legal dwelling units through the inclusion of in-room kitchens. The Initiative also states that Group Care units are not included in the cumulative residential unit density.

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		EXISTING GENERAL PLAN	LHR PROJECT WITH PC RECOMMENDATIONS	INITIATIVE	
Fire Protection	New Station or Expanded Facilities	Not required	Required to satisfy the needs of the Village density	Not required as General Plan travel time would be modified solely for the Initiative	
	Complies with existing General Plan Required Travel Time	Yes	Yes	No	
See Facilities & Services section, page 11 for more information on fire protection.					
Schools		None	School Constructed by Developer (turnkey)	Designated site available for purchase for public or private school. If the land is not acquired for school purpose it may be considered for alternative use by the developer.	
See Facilities & Services section, page 13 for more information on schools.					
Parks & Open Space	Open Space	Case by Case Review	104 Acres	104 Acres	
	Parks	Approximately 1 Acre	25.6 Acres	25.6 Acres	
	<i>Public</i>	Approximately 1 Acre	13.5-Acre Public Park	13.5-Acre Public Park	
	<i>Private</i>	None	10 Private Parks totaling 12.1 Acres	10 Private Parks totaling 12.1 Acres	
	<i>Interim</i>	None	8-Acre Public Park	None	
	Trails	Case by Case Review	16 Miles	16 Miles	
Facilities & Services	Project Facilities	None	Senior Community Center; Community Purposes Facilities (private recreational facility and area for a potential fire station)	Senior Community Center; Community Purposes Facilities (private recreational facility and area for a potential fire station)	
	Water	Provided by Valley Center Municipal Water District and Groundwater Wells	Provided by Valley Center Municipal Water District; Water Recycling Facility; Groundwater Wells	Provided by Valley Center Municipal Water District; Water Recycling Facility; Groundwater Wells	
	Recycling & Green Waste	None	Recycling & green waste collection facility provided	Recycling & green waste collection facility provided	
	Wastewater	Septic	Sewer Service by Valley Center Municipal Water District	Sewer Service by Valley Center Municipal Water District	
Roads	Eminent Domain	No need for eminent domain	Potential need for eminent domain	No need for eminent domain unless County makes improvements then eminent domain may be necessary	
	See Transportation section, page 29 for more information on eminent domain.				
	Compliance with County Public Road Standards	Modification requests would be reviewed on a case by case basis	6 requests for modifications to standards recommended by County staff and PC; 1 request not recommended by County staff and PC	6 requests for modifications included; 1 request would not meet County Public Road Standards	
Compliance with County Private Road Standards	Modification requests would be reviewed on a case by case basis	4 requests for modifications to standards recommended by County staff and PC; 2 requests not recommended by County staff and PC	4 requests for modifications included; 2 requests would not meet County Private Road Standards		

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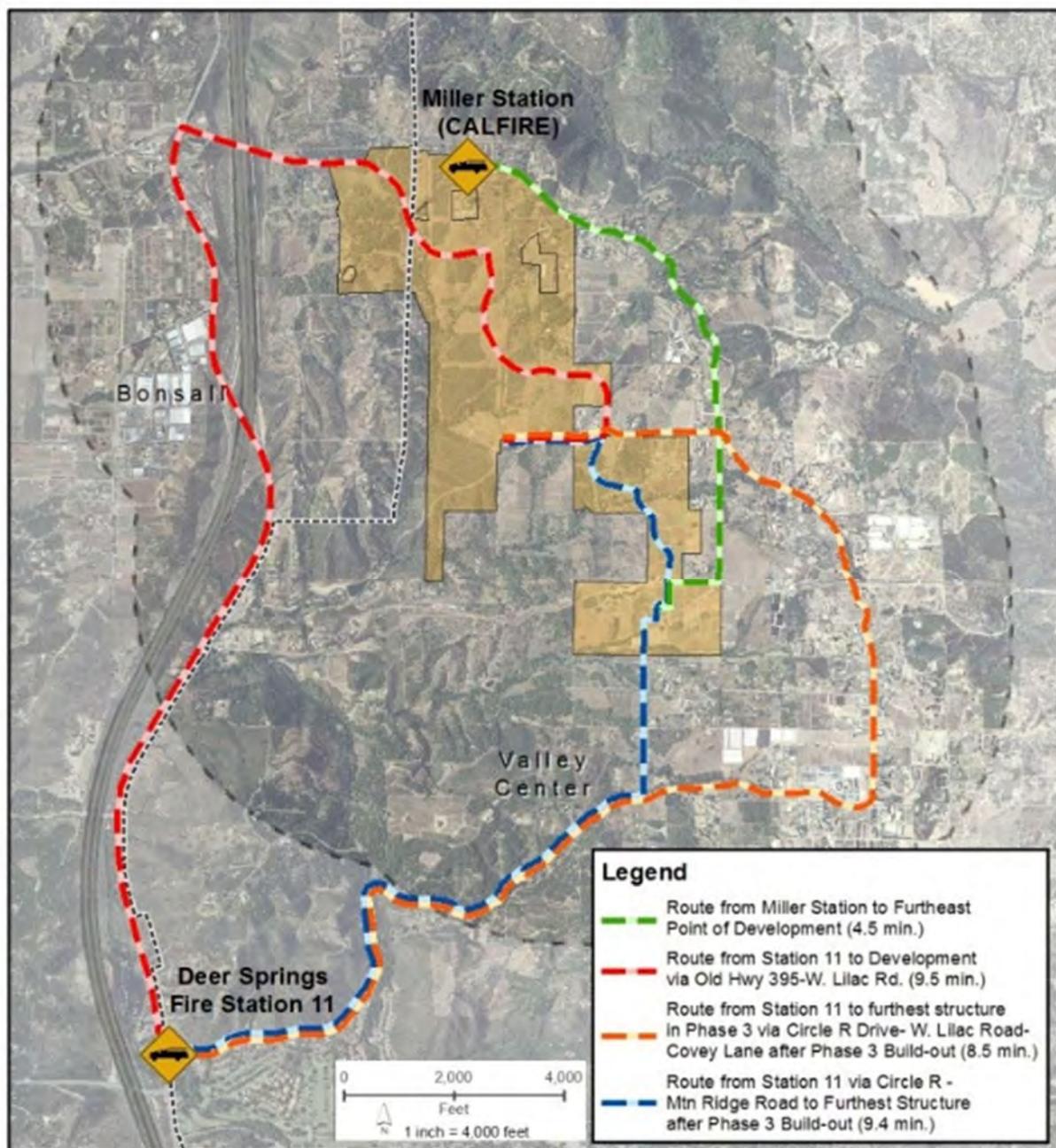
		EXISTING GENERAL PLAN	LHR PROJECT WITH PC RECOMMENDATIONS	INITIATIVE
	Total Daily Vehicle Trips Generated by the Project	1,320	19,428	19,428
	<i>External (Vehicle trips that would enter or exit the project site)</i>	1,320	15,151	15,151
	<i>Internal (Vehicle trips originating or remaining within the project site)</i>	Less than 70	4,277	4,277
	Unmitigated Traffic Impacts	No	Yes	Yes
See Transportation section, page 17 for more information on roads.				
Transportation Demand Management		None	On-demand vanpool to bus stop at SR-76 and I-15 (Phase 1) Provide transit stop improvements concurrently with Phase 2 (shelter and bench)	On-demand vanpool to bus stop at SR-76 and I-15 (Phase 1) Provide transit stop improvements concurrently with Phase 2 (shelter and bench)
Design Features	Community Character, Agricultural Compatibility & Buffer	Consistent based on land use designations	Includes 23.8 acres of active agricultural (within the 104.1 acres of biological open space); 20.3 acres of common area open space for community gardens, farmers' markets and private vineyards. Includes off-site requirement for permanent protection of 43.8 acres of agricultural lands 50-foot tree-lined buffer around entire project site except for 30 foot tree-lined buffer along West Lilac Road	Includes 23.8 acres of active agricultural (within the 104.1 acres of biological open space); 20.3 acres of common area open space for community gardens, farmers' markets and private vineyards. Includes off-site requirement for permanent protection of 43.8 acres of agricultural lands 50-foot tree-lined buffer around entire project site, does not include buffer along West Lilac Road but does include some landscaping along the roadway
Development Phasing		Reviewed on case by case basis See Phasing section, page 34 for more information on project phasing.	Yes	Some
Policy	Plan Amendments	Complies with General Plan	Amends General Plan, including the Valley Center and Bonsall Community Plans	Amends General Plan, including the Valley Center and Bonsall Community Plans
	Zoning Designation	RR - Rural Residential, A70 - Limited Agriculture	RS - Single Family Residential, C34 - General Commercial-Residential	RS - Single Family Residential, C34 - General Commercial-Residential
	Zoning Code Amendments	None	Establishes Design Review requirements for proposed projects	Establishes Design Review requirements for proposed projects
See Policy section, page 35 for more information on policy changes.				



FACILITIES & SERVICES

Fire Protection

Deer Springs Fire Protection District is the fire authority having jurisdiction for fire service. Assumed travel times are calculated from Deer Springs Fire Station 11 at the intersection of Old Hwy 395 and Circle R Drive. Miller Station operated by CAL FIRE provides automatic aid to the site.



EMERGENCY SERVICE ROUTES

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Lilac Hills Ranch Specific Plan Initiative Impact Report



Site Buildout Scenario	Description
Existing General Plan	<p>Deer Springs Fire Protection District Station 11 would provide fire and emergency medical services and CAL FIRE would provide automatic aid fire response from Miller Station. Travel times from Station 11 are within 7-9 minutes which meet the travel time standards of the General Plan. The General Plan requires a 10-minute travel time for development with a semi-rural designation.</p>
Planning Commission Recommended Lilac Hills Ranch Project	<p>Because the Project would change the existing semi-rural designations to village, fire and emergency medical services travel times for development located within village boundaries must be within 5 minutes per the General Plan Safety Element.</p> <p>The project would provide fire and emergency medical services travel times within 5 minutes through one of four options:</p> <ul style="list-style-type: none"> • Option 1: Expansion of existing Miller Station and co-location or contract services with CAL FIRE to provide services from Miller Station. • Option 2: New, separate fire station for Deer Springs Fire Protection District on the Miller Station site to house additional firefighters and apparatus. • Option 3: A new neighborhood fire station operated by Deer Springs Fire Protection District constructed within the Lilac Hills Ranch project phase three (middle of the project site). • Option 4: A new neighborhood fire station operated by Deer Springs Fire Protection District constructed within the Lilac Hills Ranch project phase five (southern portion of the project site).
Initiative	<p>Deer Springs Fire Protection District Station 11 would provide fire and emergency medical services and CAL FIRE will provide automatic aid fire response from Miller Station. Travel times from Station 11 are within 7-9 minutes.</p> <p>The Initiative does not meet the General Plan’s current travel time standard of within 5 minutes for development located within a village boundary. As a result, the Initiative calculates travel time from Miller Station (CAL FIRE) for the</p>

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Lilac Hills Ranch Specific Plan Initiative Impact Report



Site Buildout Scenario	Description
	<p>development, however service would be provided from Station 11 which has a travel time of 7-9 minutes.</p> <p>The Initiative amends the Safety Element in the General Plan in the following ways:</p> <ul style="list-style-type: none"> • Amends Safety Policy S-6.4 Fire Protection Services for Development and the policy sidebar to calculate the travel time for the Initiative from Miller Station (CAL FIRE), however service would be provided from Station 11 which has a travel time of 7-9 minutes. • Amends Table S-1 to exempt the Initiative from the current 5-minute travel and to state that the travel time for the Initiative would be equal to the travel time provided to existing residents in the Deer Springs Fire Protection District.

School

The project site is split between the Bonsall Unified School District and the Valley Center Unified School District.

Site Buildout Scenario	Description
Existing General Plan	At issuance of each building permit, a fee would be paid to the corresponding school district for each parcel. A new school would most likely not be needed or considered if development is within the number of housing units allowed by the General Plan.
Planning Commission Recommended Lilac Hills Ranch Project	At the Planning Commission hearing, the developer agreed to a project condition to fully construct a kindergarten - eighth (k-8) grade school (turnkey).
Initiative	Developer designated a site within the project for a school. A school district or private school would need to purchase the site to build the school. The Initiative states that “if over time neither a public or private entity is able to obtain the site it may be considered for an alternative use”.



Parks

The County’s Park Land Dedication Ordinance (PLDO) implements California’s Quimby Act and requires projects developing under 50 units to pay PLDO fees, and projects developing over 50 units to dedicate land for parks, pay PLDO fees or a combination of both.

Site Buildout Scenario	Description
Existing General Plan	<p>If the site were subdivided into 110 lots as part of a single discretionary action, the PLDO would likely require the dedication and construction of an approximately 1-acre park.</p> <p>If the existing parcels were developed incrementally into the 110 lots allowed under the current general plan, in lieu of as part of a large subdivision, it is likely that only PLDO fees would be required, without dedicated parkland or park improvements.</p>
Planning Commission Recommended Lilac Hills Ranch Project	<p>Pursuant to the PLDO, this project requires 15.09 acres of park land. The Planning Commission recommended project complies with the PLDO and provides 25.6 acres of public and private parks. The PLDO provides half credit for private park acreage, so the 25.6 acres of public and private parks provides 19.1 acres of PLDO credit.</p> <p>The Planning Commission recommended an interim public park (8 acres) be provided for the first phase of houses (Phase 1) as there is no specified timing for construction of the 13.5-acre public park in Phase 3. After the 13.5-acre public park is constructed in Phase 3, the interim park would be removed and converted to residential lots.</p> <p>All projects require conformance with the County Trails Program. The Planning Commission recommended project proposes 16 miles of multi-use and community trails.</p>
Initiative	<p>Same number and design of parks and trails as the Lilac Hills Ranch Project as Recommended by the Planning Commission except the Initiative does not require the provision of an interim park. If the Initiative is passed and Phase 3 takes years for construction or is never constructed, prior residential phases would not meet public park requirements. Without the interim park and prior to construction of the Phase 3 park, the individual project phases do not provide the minimum public park acreages required in the PLDO.</p>



Infrastructure & Services

The following section addresses the necessary services and facilities that would be provided to serve the project under the three different scenarios, including sewer, water, and schools. See the Fire Services section for information related to the provision of fire services.

Site Buildout Scenario	Description
<p>Existing General Plan</p>	<p>Sewer ----- Sewer service would be provided by individual on-site septic systems. Sewer is not currently provided to the site and would not need to be extended to develop the site with 110 houses.</p> <p>Water ----- Water service is currently provided to the site by the Valley Center Municipal Water District (VCMWD) and on-site groundwater wells. Water service would be provided by the Valley Center Municipal Water District in order to develop the site with 110 houses.</p> <p>Schools ----- The site is currently located within the Bonsall Unified School District (BUSD) and the Valley Center-Pauma Unified School District (VCPUSD). School service would be provided by existing schools and no new facilities would be required. The project would also be required to pay school fees.</p>
<p>Planning Commission Recommended Lilac Hills Ranch Project</p>	<p>Sewer ----- The VCMWD has provided a Project Facility Availability Form that indicates that the project is within the district, is eligible for service, and facilities to serve the project are reasonably expected to be available within the next five years. The project would provide sewer service to the site via one of four options identified by the VCMWD, including an on-site wastewater treatment plant or improvement to Lower Moosa Wastewater Treatment Plant, located off-site. Under the Lower Moosa Wastewater Treatment Plan option, a new sewer line would be required to be extended from the project site, approximately 4 miles to the Lower Moosa Canyon Wastewater Treatment Plant. Ultimately, the VCMWD would determine what option is implemented in order to provide sewer service to the project.</p>

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Site Buildout Scenario	Description
	<p>Water -----</p> <p>The VCMWD has provided a Project Facility Availability Form that indicates that the project is within the district, is eligible for service, and facilities to serve the project are reasonably expected to be available within the next five years. There is existing water infrastructure within the project as well as West Lilac Road, Covey Lane (private road) and Mountain Ridge Road. The project would install new water infrastructure on and off-site in order to extend water service to the entire project.</p> <p>Schools -----</p> <p>The project site is located within the BUSD and the VCPUSD. Approximately 208 acres within the northern portion of the project are located within the BUSD. The remaining 400 acres are located within the VCPUSD. Project Facility Availability Forms have been provided from both districts and indicate that fees will be levied or land will be dedicated in accordance with Education Code Section 17620 prior to the issuance of building permits.</p> <p>The project is estimated to generate approximately 519 elementary and middle school students and 519 high school students. Based on the number of students generated by the project, there would not be adequate capacity in the local schools to serve the project's student generation. As stated in each school district's <i>will serve</i> letter, the VCPUSD has indicated that the Valley Center Elementary Upper School, which is currently closed, could re-open to accommodate the students. Additionally, BUSD could place temporary portable classrooms on existing school sites as an interim solution to the new students. This may be the approach to providing the school services if the turnkey school condition is not a part of the project.</p>
Initiative	<p>The infrastructure and services required to serve the Initiative are the same as the Lilac Hills Ranch Project as Recommended by the Planning Commission.</p>



TRANSPORTATION

Overall Impact

Both the Lilac Hills Ranch project as recommended by the Planning Commission and the Initiative result in direct and cumulative traffic impacts to several County roads and Caltrans facilities. Some significant traffic impacts would be reduced through mitigation; others would remain significant and unmitigated.

Site Buildout Scenario	Description
Existing General Plan	The existing General Plan would build out at a maximum of 110 houses within the project site generating an estimated 1,320 average daily vehicle trips.
Planning Commission Recommended Lilac Hills Ranch Project	The Traffic Impact Study (TIS) estimated the proposed project would generate a total of 19,428 average daily vehicle trips. The TIS assumed approximately 4,277 vehicle trips (22%) are internal, remaining within the project site, and approximately 15,151 vehicle trips (78%) are external, entering and exiting the project site.
Initiative	Same as Lilac Hills Ranch Project as recommended by the Planning Commission.

Direct Traffic Impacts & Mitigation

Direct traffic impacts are from traffic added by an individual development project that results in changes in traffic flow, from more congestion and slower speeds that are noticeable to the average driver.

Site Buildout Scenario	Description
Existing General Plan	Development of 110 houses would not result in direct impacts or need for road improvements except for frontage improvements such as shoulder and/or sidewalk improvements.
Planning Commission Recommended Lilac Hills Ranch Project	The TIS identified eight direct impacts based on the proposed Master Plan, which can be generally characterized as added traffic congestion for specific intersections and road segments. Recommended mitigation measures for these direct impacts are listed below, including whether the impacts are mitigated or remain significant and unmitigated:

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1. Gopher Canyon Rd from E. Vista Way to I-15 - Gopher Canyon Road/E. Vista Way - Add a dedicated right turn at the northbound E. Vista Way approach (There is currently a County project underway to construct this improvement).

Impact Mitigated

2. Vista Way/Gopher Canyon Road intersection - Add westbound right turn lane from Gopher Canyon Road.

Impact Mitigated

3. I-15 Southbound On-ramps/Gopher Canyon Road intersection - Install traffic signal.

Impact Mitigated*

(Improvements are under the jurisdiction of another agency - Caltrans)

4. I-15 Northbound On-ramps/Gopher Canyon Road intersection - Install traffic signal.

Impact Mitigated*

(Improvements are under the jurisdiction of another agency - Caltrans)

5. W. Lilac Road from Old Highway 395 to Main Street - Improve to 2.2C Light Collector standards (two 12-foot lanes and two 8-foot shoulders).

Impact Mitigated

6. E. Vista Way from SR-76 to Osborne St - Add northbound dedicated right turn lane from East Vista Way.

Impact Mitigated

7. Old Hwy 395/West Lilac Rd intersection – Install traffic signal and construct a left-turn lane from westbound West Lilac Road approach.

Impact Mitigated

8. Old Hwy 395/Circle R Drive (public road) intersection - Install traffic signal.

Impact Mitigated

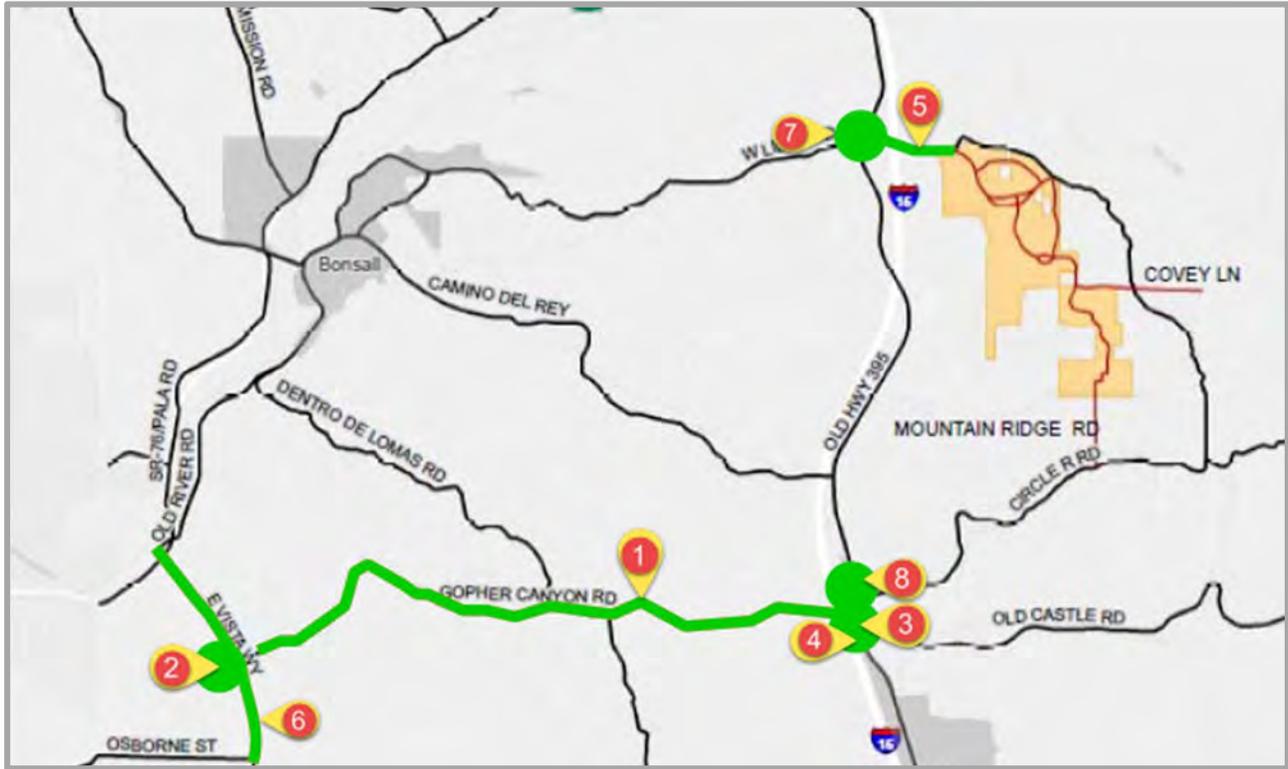
* For all items marked **Impact Mitigated** - Draft EIR identifies the impact as significant & unmitigated because improvements are under the jurisdiction of another agency and the County does not have control over implementation of improvements.

Initiative

The mitigation is the same as Lilac Hills Ranch Project as Recommended by the Planning Commission except the timing of implementation for items 3 and 4 is not specified



(3. Installation of traffic signal at I-15 Southbound On-ramps/Gopher Canyon and 4. Installation of traffic signal at Northbound On-ramps/Gopher Canyon).



DIRECT IMPACTS

Cumulative Traffic Impacts & Mitigation

Cumulative impacts are caused by traffic added collectively by a group of development projects that results in changes in traffic flow from more congestion and slower speeds that are noticeable to the average driver.

Site Buildout Scenario	Description
Existing General Plan	Cumulative traffic impacts of 110 houses would be mitigated through payment into the County's Transportation Impact Fee (TIF) program for each building permit. No update to the County's TIF program would be required.
Planning Commission Recommended Lilac	The proposed Master Plan results in cumulative traffic impacts to the County and Caltrans roadway facilities listed

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Site Buildout Scenario	Description
Hills Ranch Project	<p>below. The cumulative impacts to County roadway facilities will be mitigated via payment into the County’s TIF program and/or through physical road improvements. In addition, the project would be required to provide a fair share contribution toward an update to the TIF program to account for the changes to the General Plan, likely resulting in reduced TIF rates in the North TIF region. The project would result in cumulative impacts to the following County roadways and intersections and also notes whether the impacts are mitigated or remain significant and unmitigated:</p> <ul style="list-style-type: none"> • West Lilac Road from Old Highway 395 to Main Street - Improve to 2.2C Light Collector standards (two 12-foot lanes and two 8-foot shoulders). <input checked="" type="checkbox"/> Impact Mitigated • Camino Del Rey from Old River Road to West Lilac Road - TIF Payment. <input checked="" type="checkbox"/> Impact Mitigated • Gopher Canyon Road from E. Vista Way to Little Gopher Canyon Road - Add a dedicated right turn at the northbound E. Vista Way approach. <input checked="" type="checkbox"/> Impact Significant and Unmitigated • Gopher Canyon Road from Little Gopher Canyon Road to I-15 SB Ramps - TIF Payment. <input checked="" type="checkbox"/> Impact Mitigated • Vista Way from SR-76 to Gopher Canyon Road - TIF Payment. <input checked="" type="checkbox"/> Impact Mitigated • Vista Way from Gopher Canyon Road to Osborne Street - TIF Payment. <input checked="" type="checkbox"/> Impact Mitigated • Pankey Road from Pala Mesa Drive to SR-76 - No improvement. <input checked="" type="checkbox"/> Impact Significant and Unmitigated • Cole Grade Road, from Fruitvale Road to Valley Center Road - TIF Payment. <input checked="" type="checkbox"/> Impact Mitigated • Vista Way/Gopher Canyon Road - TIF Payment. <input checked="" type="checkbox"/> Impact Mitigated

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Site Buildout Scenario	Description
	<ul style="list-style-type: none"> • Old Highway 395/E. Dulin Road - Install traffic signal. ☑ Impact Mitigated • Old Highway 395/West Lilac Road - TIF Payment. ☑ Impact Mitigated • Old Highway 395/Circle R Drive - Install traffic signal. ☑ Impact Mitigated
Initiative	Same as Lilac Hills Ranch Project as Recommended by the Planning Commission.

Caltrans Facilities - Cumulative Impacts

Site Buildout Scenario	Description
Existing General Plan	Buildout of 110 houses would not result in significant impacts to Caltrans facilities.
Planning Commission Recommended Lilac Hills Ranch Project	<p>The proposed Master Plan’s cumulative impacts (more congestion and slower speeds) to Caltrans facilities would be significant and unavoidable. There is no feasible mitigation measure that the project by itself could implement to mitigate its cumulative impacts to Caltrans freeways and highways. The developer is making improvements to four roadway facilities. The project would result in cumulative impacts to the following Caltrans roadways and intersections as follows and also notes whether the impacts are mitigated or remain significant and unmitigated:</p> <ul style="list-style-type: none"> • SR-76/Old Highway 395 - No improvement. ⊗ Impact Significant and Unmitigated • SR-76/Pankey Road - No improvement. ⊗ Impact Significant and Unmitigated • I-15 Southbound On-ramps/Old Highway 395 - TIF Payment. ⓘ Impact Mitigated* <i>(Improvements are under the jurisdiction of another agency - Caltrans)</i>

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Lilac Hills Ranch Specific Plan Initiative Impact Report



Site Buildout Scenario	Description
	<ul style="list-style-type: none"> • I-15 Northbound On-ramps/Old Highway 395 – TIF Payment. i Impact Mitigated* <i>(Improvements are under the jurisdiction of another agency - Caltrans)</i> • I-15 Southbound On-ramps/Gopher Canyon Road - TIF Payment. i Impact Mitigated* <i>(Improvements are under the jurisdiction of another agency - Caltrans)</i> • I-15 Northbound On-ramps/Gopher Canyon Road - TIF Payment. i Impact Mitigated* <i>(Improvements are under the jurisdiction of another agency - Caltrans)</i> • I-15 between Gopher Canyon Road and Deer Springs Road - No improvement. ⊕ Impact Significant and Unmitigated • I-15 between Deer Springs Road and Centre City Parkway - No improvement. ⊕ Impact Significant and Unmitigated • I-15 between Centre City Parkway and El Norte Parkway - No improvement. ⊕ Impact Significant and Unmitigated • I-15 between El Norte Parkway and SR-78 - No improvement. ⊕ Impact Significant and Unmitigated <p><i>* For all items marked i Impact Mitigated - Draft EIR identifies the impact as significant & unmitigated because improvements are under the jurisdiction of another agency and the County does not have control over implementation of improvements.</i></p>
Initiative	<p>Same as Lilac Hills Ranch Project as Recommended by the Planning Commission. Timing of the I-15 Southbound and Northbound On-ramps signalization at Gopher Canyon Road is not specified.</p>



Level of Service E/F Mobility Element Roads

Level of service (LOS) is a qualitative measure of traffic based on roadway capacity. LOS A through D are considered acceptable. Both LOS E and F are considered deficient (congested road or intersection). Mobility Element Roads that reach a deficient level of service (E or F) should be considered for a classification upgrade to a classification with a higher capacity (for example from a two to a four-lane road) or acceptance at a deficient level of service based on findings related to community character, environmental and topographical constraints. The road segments listed below would be added to the list in Table M-4 of the Mobility Element of the County’s General Plan.

Site Buildout Scenario	Description
Existing General Plan	<p>The existing level of service along West Lilac Road is LOS A. The County roadways are currently operating at an acceptable level of service and it is unlikely that the development would affect the level of service. Additionally, 110 homes would not create impacts that result in Mobility Element roads operating at a deficient level of service (LOS E/F).</p>
Planning Commission Recommended Lilac Hills Ranch Project	<p>The classifications of the following Mobility Element road segments are not proposed to be upgraded and are proposed to be added to Table M-4 in the Mobility Element of the General Plan. Table M-4 is a listing of Mobility Element roadway segments which the General Plan accepts at a deficient LOS. Table M-4 recognizes road segments that will, at buildout of the General Plan, result in LOS E/F and have been accepted at a deficient level of service.</p> <ul style="list-style-type: none"> • Old Highway 395 from SR-76 to E. Dulin Road • Old Highway 395 from E. Dulin Road to West Lilac Road • Old Highway 395 from West Lilac Road to I-15 southbound ramps • West Lilac Road from Old Highway 395 to Main Street <p>The following segments were previously accepted at LOS E/F as part of the General Plan Update and would need to be re-accepted at LOS E/F with the additional traffic generated by the project:</p> <ul style="list-style-type: none"> • Old Highway 395 from SR-76 to E. Dulin Road • Lilac Road from New Road 19 to Valley Center Road • Valley Center Road from Miller Road to Indian Creek Road

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Initiative	<p>Same as Lilac Hills Ranch Project as Recommended by the Planning Commission with the following differences:</p> <ul style="list-style-type: none"> • Downgrade the segment of West Lilac Road from Main Street to Road 3 from a 2.2C Light Collector to a 2.2F Light Collector (8-foot shoulder to 2-foot shoulder) • Add the segment of West Lilac Road from Main Street to Road 3 to Table M-4 (road segments accepted at deficient levels of service LOS E/F)
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Modifications to Road Standards

The County’s Public and Private Road standards establish design and construction specifications for road improvements. An applicant may request modifications to road standards based on-site and project specific circumstances. An exhibit is included following this section that correlates the Modification Request numbers identified below with their general location on the exhibit.

Site Buildout Scenario	Description
Existing General Plan	<p>No modifications would be required to construct 110 houses, however modifications could be requested and considered.</p>
Planning Commission Recommended Lilac Hills Ranch Project	<p>The Lilac Hills Ranch project developer requested 10 modifications to the County of San Diego Public and Private Road Standards. County staff and the Planning Commission recommended the approval of 7 of the requested modifications.</p> <p>County staff and the Planning Commission recommended approval of the following Road Standard Modification Requests by the Developer:</p> <ol style="list-style-type: none"> 1. West Lilac Road (Old Highway 395 to I-15 Bridge) - Public Road: Request to reduce the shoulders to 6-feet on both sides, and reduce the parkway to 2-feet along the northerly travel way and 6-feet along the southerly travel way (off-site). 2. West Lilac Road (over the I-15 Bridge) - Public Road: Request to require no widening of the existing 40-foot West Lilac Road Bridge over I-15 and require only restriping of the road and installation of curb, gutter and sidewalk on the south side of the road (off-site).



Site Buildout Scenario	Description
	<p>3. West Lilac Road (project boundary to westerly roundabout with transition) - Public Road: Request to reduce the parkway to 2-feet along northerly travel way, add a 10-foot median and 5-foot bike lane on both sides.</p> <p>4. West Lilac Road (from westerly roundabout at the entrance of Main Street along the northern project boundary) - Public Road: Request for a modification to the proposed 2.2F Light Collector (28-foot improved road width within a 52-foot right-of-way that includes a 12-foot parkway and a minimum design speed of 40 mph) in order to further reduce the design speed of the road segment to 25 mph and to reduce the improved road width to 24-feet with a graded width of 28-feet.</p> <p>6. West Lilac Road (east of the easterly roundabout) - Public Road: Request is for a modification to the proposed 2.2F Light Collector (28-foot improved road width within a 52-foot right-of-way that includes a 12-foot parkway and a minimum design speed of 40 mph) in order to improve the roundabout approach with a 12-foot travel lane on the north, 4-foot splitter island, 12-foot travel lane on the south, 5-foot bike lane on the south and a 12-foot parkway along the south and to eliminate the shoulder and reduce the 2-foot parkway along the north side of West Lilac Road.</p> <p>9. Street “C” (internal roadway) - Private Road: Request to reduce the design speed from 30 mph to 20 mph (on-site) in order to improve pedestrian safety and promote walkability.</p> <p>10. Street “E” (internal roadway) - Private Road: Request to reduce the design speed from 25 mph to 20 mph (on-site) in order to improve pedestrian safety and promote walkability.</p> <p>The Planning Commission recommended denial of the following Road Standard Modification Requests by the developer and made the following recommendations:</p> <p>5. West Lilac Road (along the northern project boundary) - Public Road: Request for a modification to Public Road standards to preserve the existing alignment of West Lilac Road and</p>



Site Buildout Scenario	Description
	<p>eliminate the need for off-site right of way acquisition and grading. This modification would not meet the County’s Public Road Standards.</p> <p><i>PC Recommendation:</i> Required West Lilac Road along the northern boundary line to be constructed to the 2.2C Light Collector Standard (12-foot travel lanes and 8-foot shoulders) with a 30-foot buffer along the south side and reduction of the graded parkway on the north side of the road to eliminate impacts to off-site properties to the north.</p> <p>7. Mountain Ridge Road (access to southern portion of project site) - Private Road: Request to reduce design speed from 30 mph to 15 mph to maintain current road grades and adjacent slopes and eliminate the need to improve the road by reducing the grades (hills), which would require the developer to acquire additional easements along both sides of the road. (Developer would widen Mountain Ridge Road from 20-feet to 24-feet, but requests not to level the road). This modification would not meet the County’s Private Road Standards.</p> <p><i>PC Recommendation:</i> Required Mountain Ridge Road to be built to a 25 mph design speed that would require some leveling of the road grades and widening of the road from 20-feet to 24-feet to ensure that the road can accommodate the traffic generated by the project. These improvements would require the developer to acquire additional slope easements from private property owners along both sides of the road because the grading would be outside of the existing private road easement.</p> <p>Under the Subdivision Map Act, if an applicant cannot obtain the property needed to construct a required off-site improvement, the County would have to acquire the property by purchase or eminent domain. If the County fails to do so, the project condition requiring the off-site improvement would be deemed waived but the development could proceed without the required improvement. Because Mountain Ridge Road is a private road, the County could not use eminent domain to acquire the property needed for the</p>

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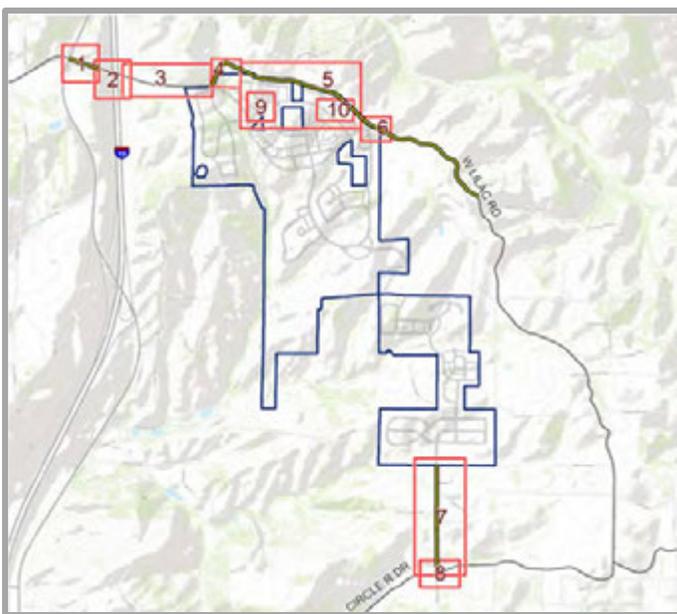
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Site Buildout Scenario	Description
	<p>road improvements. Eminent domain can be used only for a public purpose. Consequently, if the County approved a tentative subdivision map in Phase 5 of the project that required the developer to improve Mountain Ridge Road and the developer were unable to acquire the easements needed to make the improvements, the project condition would be deemed waived.</p> <p>To avoid this potential result, the Planning Commission added a condition to the Specific Plan that required the developer to acquire the property rights necessary to improve Mountain Ridge Road prior to development of the portion of Phase 5 that would use Mountain Ridge Road. This condition would ensure that the road can be improved without the risk that the condition would be deemed waived. If the developer is unable to acquire all of the property rights necessary to improve Mountain Ridge Road, the developer could request an amendment to the Specific Plan to identify an alternative access route for Phase 5, which could require additional environmental review.</p> <p>The Initiative does not include this condition and does not require Mountain Ridge Road to be improved to a 25 mph design speed to accommodate the traffic generated by the project.</p> <p>8. Mountain Ridge Road at Circle R Drive - Private/Public Road Intersection: Request to waive the requirement for a taper at the intersection of Mountain Ridge Road and Circle R Drive (off-site). This modification would not meet the County's Private Road Standards.</p> <p><u>PC Recommendation:</u> The Planning Commission recommended that a taper be provided at the intersection of Mountain Ridge Road and Circle R Drive to accommodate turning of large vehicles.</p>
Initiative	<p>The Initiative includes approval of the three modifications that the Planning Commission recommended be denied (5, 7 and 8). Incorporates all 10 requested modifications into the project, and does not require that the developer acquire offsite property rights or resolve the overburdening issue in</p>



Site Buildout Scenario	Description
	<p>advance, which would result in the following:</p> <ol style="list-style-type: none"> <p>5. West Lilac Road (along the northern project boundary) - Public Road: The Initiative includes modification request number 5 which would preserve the existing alignment of West Lilac Road, add 2-feet of pavement on the south side of the road and leave the north side unimproved. Eight-foot shoulders would not be provided along the project frontage. The Initiative would also require West Lilac Road drivers to drive over a 6-inch berm in order to pull-off the road onto a graded area.</p> <p>7. Mountain Ridge Road (access to southern portion of project site) - Private Road: The Initiative includes modification request 7 which would maintain the current road grades and slopes thereby requiring a reduction in speed (from 30 mph to 15 mph); it also widens the existing paved road by 4-feet.</p> <p>8. Mountain Ridge Road at Circle R Drive - Private/Public Road Intersection: The Initiative does not include a taper at the intersection of Mountain Ridge Road/Circle R Drive. Without the taper improvement large vehicles traveling west on Circle R Drive cannot make the right turn onto Mountain Ridge Road without crossing the road centerline.</p>



LOCATION OF MODIFICATION REQUESTS



Eminent Domain

The power of eminent domain is the mandatory grant of rights or sale of property by a property owner in exchange for just compensation. Roadway improvements on public roads in the project area may require the exercise of eminent domain.

Site Buildout Scenario	Description
Existing General Plan	There are areas of limited right-of-way in the project area. However, the need to exercise the power of eminent domain is not anticipated.
Planning Commission Recommended Lilac Hills Ranch Project	Acquisition of the right-of-way required for the recommended roadway improvements to West Lilac Road and the sight distance requirements at the intersections of Covey Lane/West Lilac Road and Mountain Ridge Road/Circle R Drive may require the County of San Diego to exercise the power of eminent domain. Per Board Policy J-33: The Use of the Board of Supervisors' Power of Eminent Domain on Behalf of Private Developers, the subdivider would be responsible for paying the full costs of eminent domain proceedings, including all costs required to purchase the real property.
Initiative	The Initiative does not require the developer to improve the intersections at Covey Lane/West Lilac Road and Mountain Ridge Road/Circle R Drive nor construct the taper at Mountain Ridge Road/Circle R Drive. Therefore, if the County determines that improvements are necessary to the public roads or to where private roads intersect public roads, the County may need to acquire the property through eminent domain. The County would be responsible for paying the full costs of eminent domain proceedings, including all costs required to purchase the real property, and to construct the improvements.

Sight Distance

Sight distance must be provided so a driver may see an object with sufficient time to stop safely. New or improved roadways within the unincorporated area must meet County of San Diego Sight Distance requirements.

Site Buildout Scenario	Description
Existing General Plan	Discretionary permit projects, like a Major Use Permit or Subdivision Map, would be required to comply with County Sight Distance requirements.

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Site Buildout Scenario	Description
Planning Commission Recommended Lilac Hills Ranch Project	Project conditions require off-site clear space easements at the intersection of Covey Lane with West Lilac Road and Mountain Ridge Road with Circle R Drive to provide adequate sight distance in accordance with County Sight Distance requirements.
Initiative	The Initiative does not meet County Sight Distance requirements at the intersections of Covey Lane with West Lilac Road or Mountain Ridge Road with Circle R Drive and does not include any requirement to obtain off-site clear space easements. As a result, the County cannot require or condition future implementing permit applications (Tentative Maps, Site Plans, or Major Use Permits) to achieve sight distance at these intersections because they would be inconsistent with the Initiative. The increase in traffic volume at the intersections would increase the potential for County liability. For more information, see the Liability Section later in this report.

Overburdening

Certain neighboring property owners assert that traffic from the project would impermissibly “overburden” an existing private road easement (Mountain Ridge Road). “Overburdening” means that more traffic would use the private road easement than is allowed by the terms of the easement. Potential overburdening is not a County issue, but may be an issue between the affected private parties.

Site Buildout Scenario	Description
Existing General Plan	Although overburdening of a private road easement is a private property issue, it is unlikely that development of the site would result in overburdening of a private road easement if the development is consistent with the existing General Plan.
Planning Commission Recommended Lilac Hills Ranch Project	Approval of the proposed Master Plan could result in the private parties litigating the overburdening issue and a court concluding that the project does not have the rights needed to use the private road easement. To address the issue, the Planning Commission added a condition to the Specific Plan that requires: (1) the developer to resolve this issue (through negotiations or litigation with easement owners) before submitting a subdivision map for the portion of Phase 5 that proposes to use Mountain Ridge Road for

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Site Buildout Scenario	Description
	<p>access. In addition, the Lilac Hills Ranch Project as Recommended by the Planning Commission includes a condition requiring (2) Mountain Ridge Road to be widened and (3) the hills in the road to be leveled to accommodate the increased traffic from the project.</p>
<p>Initiative</p>	<p>The Initiative does not include conditions (1) and (3) above as recommended by the Planning Commission. In this scenario, the developer could submit a map without first having to resolve the overburdening issue and without subsequently having to level the road. If the private parties litigated the overburdening issue and a court ruled that traffic from the project would overburden the private road easement, the map and specific plan would likely have to be revised which may require additional environmental analysis.</p>



FINANCING

Facilities Financing

The mechanisms below are identified as options for financing the cost of facility construction and maintenance and operation.

Site Buildout Scenario	Description
Existing General Plan	<p>As the projects are submitted for buildout, the responsible party for each subdivision or building permit would be required to construct infrastructure or fund appropriate maintenance and operations of services and infrastructure.</p>
Planning Commission Recommended Lilac Hills Ranch Project	<p>The Lilac Hills Ranch Project as Recommended by the Planning Commission proposes the following financing options:</p> <ul style="list-style-type: none"> • Developer funded or Constructed (Developer) • County Service Area (CSA) Property owners assess themselves for higher levels of service. • Mello-Roos Community Facilities Act Authorizes the formation of Community Financing Districts (CFD) which finances facilities through special taxes. • Infrastructure Financing District (IFD) Financing mechanism using tax increment growth in assessed values. • Assessment Districts (AD) Financing mechanism where the benefit or improvement is assignable to particular properties, and assessed in exact amounts based on those benefits including Landscape Maintenance Districts (LMD). • Dedication Land dedications for public facilities. • Subdivision Exaction Improvements compelled through the California Subdivision Map Act. • Development Fees Impact fees to finance local improvements. • Developer Reimbursement Agreements Facilities constructed that accommodate future development may consider a reimbursement

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Site Buildout Scenario	Description
	<p>agreement.</p> <ul style="list-style-type: none"> • Habitat Management District (HMD) For maintenance of open space areas dedicated to the County or other agency. <p>The Specific Plan assigns the following financing options to each required facility:</p> <p>Off-Site Highway and Street Improvements</p> <ul style="list-style-type: none"> • Developer and/or AD, CFD, or IFD and/or Reimbursement Agreements. <p>Circulation Street Improvements and Expansion</p> <ul style="list-style-type: none"> • Developer and/or AD/CFD/IFD and/or Reimbursement Agreements. <p>Drainage and Storm Water Management</p> <ul style="list-style-type: none"> • Developer and/or AD/CFD/IFD and/or Reimbursement Agreements. <p>Water & Sewer</p> <ul style="list-style-type: none"> • Developer and/or Payment to Valley Center Municipal Water District for capacity and connection fees. Also, AD/CFD/IFD for financing options. <p>Schools</p> <ul style="list-style-type: none"> • Payment of fees, dedication of land, construction of facilities or CFD. <p>Parks & Trails</p> <ul style="list-style-type: none"> • Land dedication, Park Land Dedication Ordinance funds, CSA and/or AD/CFD/IFD <p>Open Space Preserve</p> <ul style="list-style-type: none"> • HMD and/or Habitat Management Plan, and/or LMD/CFD/CFD <p>Fire, Paramedic, Law Enforcement</p> <ul style="list-style-type: none"> • Fees, and/or AD/CFD
Initiative	Same financing options as the Lilac Hills Ranch Project as Recommended by the Planning Commission.



PHASING

Phasing

Project construction is often planned and built in separate phases. Both the Lilac Hills Ranch Project as Recommended by the Planning Commission and the Initiative propose construction in five phases, spanning approximately 10 years. Neither version proposes a specific phasing sequence. However, project conditions included in the Planning Commission Recommended Lilac Hills Ranch Project do link certain phasing and timing requirements.

Site Buildout Scenario	Description
Existing General Plan	Construction determined by market conditions.
Planning Commission Recommended Lilac Hills Ranch Project	<ul style="list-style-type: none"> • The project developer is required to construct a wastewater facility before commencement of construction on the 100th house. • Construction of the Town Center is required after 1,000 houses are built. • Main Street (the primary entry road that runs through the Town Center) required to be constructed with Phase 2 or 3. • Access to Phase 4 required to occur concurrently with development of that phase and access to Covey Lane or Rodriguez Road required to occur concurrently with development of Phase 5.
Initiative	Proposes non-sequential phasing plan. Services and facilities constructed as needed. Construction of first building in Town Center required prior to occupancy of more than 75% (1,309 houses) of the total residential units. The timing of the construction of Main Street (the primary entry road that runs through the Town Center) is the same as the Lilac Hills Ranch Project as Recommended by the Planning Commission.



POLICY

General Plan Amendments

The Lilac Hills Ranch Project as Recommended by the Planning Commission and the Initiative are both inconsistent with the existing General Plan and require General Plan Amendments. Below is a summary of the proposed General Plan Amendments.

Site Buildout Scenario	Description
Existing General Plan	Development of the site under the existing General Plan density of 110 dwelling units would not require any amendments to the General Plan.
Planning Commission Recommended Lilac Hills Ranch Project	<p>The Lilac Hills Ranch project recommended by the Planning Commission proposes the following changes to the General Plan:</p> <p>Land Use Element</p> <ul style="list-style-type: none"> • Semi-Rural Regional Category to Village • Semi-Rural 4 (1 unit per 4, 8 or 16 acres) and Semi-Rural 10 (1 unit per 10 or 20 acres) to Village Residential (VR 2.9) and Village Core Mixed-Use (C-5) • LU-1.2 - Leapfrog Development. County staff and the Planning Commission determined that the Lilac Hills Ranch project is consistent with Land Use Policy LU-1.2 upon accepting a green rating system called the National Green Building Standards (NGBS) as an equivalent program to the Leadership in Energy and Environmental Design - Neighborhood Design (LEED®-ND) green rating system • No changes to policies in the Land Use Element <p>Valley Center Community Plan</p> <ul style="list-style-type: none"> • Add third Village to community plan • Add description of the Lilac Hills Ranch project • No changes to policies in the community plan <p>Bonsall Community Plan</p> <ul style="list-style-type: none"> • Add the Lilac Hills Ranch Village to the community plan • No changes to policies in the community plan

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Site Buildout Scenario	Description
<p>Initiative</p>	<p>Mobility Element</p> <ul style="list-style-type: none"> • As a result of the proposed General Plan Amendment and resulting increase in density, the proposed project would require the following Mobility Element road segments to be accepted at deficient levels of service (LOS E/F): <ul style="list-style-type: none"> ○ Old Highway 395 from E. Dulin Road to West Lilac Road ○ Old Highway 395 from West Lilac Road to I-15 Southbound On-ramps ○ West Lilac Road from Old Highway 395 to Main Street • The following segments were previously accepted at LOS E/F as part of the General Plan Update and would need to be re-accepted at LOS E/F with the additional traffic generated by the project: <ul style="list-style-type: none"> ○ Old Highway 395 from SR-76 to E. Dulin Road ○ Lilac Road from New Road 19 to Valley Center Road ○ Valley Center Road from Miller Road to Indian Creek Road <hr style="border-top: 1px dashed #ADD8E6;"/> <p>The Initiative includes the same General Plan Amendments as the Lilac Hills Ranch Project as Recommended by the Planning Commission, but also includes the following additional changes that are not included in the Planning Commission Recommended Lilac Hills Ranch project:</p> <p>Land Use Element</p> <ul style="list-style-type: none"> • Amendment to Land Use Policy LU-1.2 Leapfrog Development (<i>Policy LU-1.2 prohibits Village densities located away from established villages or outside established water and sewer service boundaries unless the new villages are designed to be consistent with the Community Development Model, provide all necessary services and facilities, and are designed to meet Leadership in Energy & Environmental Design Neighborhood Development (LEED®-ND) Certification or an equivalent.</i>) <p>Exempts the Initiative from Policy LU-1.2. The Initiative would add text to the General Plan Policy Background section and Sidebar following Policy LU-1.2 that states that the Initiative is consistent with the County’s</p>



Site Buildout Scenario	Description
	<p>Community Development Model, provides necessary services and facilities and is designed to meet the National Green Building Standards (NGBS) program. The added language would also state that the NGBS program is considered to be an equivalent to LEED®-ND for the purposes of application of Policy LU-1.2 to the Lilac Hills Ranch Specific Plan.</p> <p>Valley Center Community Plan</p> <ul style="list-style-type: none"> • Exempts the Initiative from an agricultural policy that prohibits residential uses that would have an adverse impact on existing agricultural uses. • Exempts the Initiative from the mobility policy that would maintain a level of service “C” on the road system at peak hours. <p>Bonsall Community Plan</p> <ul style="list-style-type: none"> • Exempts the Initiative from a community character policy related to maintaining the existing rural lifestyle and community character. • Exempts the Initiative from the policy discouraging incompatible land uses on areas of agricultural use and land suitable for agricultural use. <p>Conservation and Open Space</p> <ul style="list-style-type: none"> • Amends Policy COS-6.2 that discourages development that is incompatible with intensive agricultural uses by explaining that the Initiative is consistent with the policy by requiring various design features and policies that promote compatibility with surrounding agricultural operations. <p>Mobility Element</p> <ul style="list-style-type: none"> • Downgrades the segment of West Lilac Road from Main Street to Road 3 from a 2.2C Light Collector to a 2.2F Light Collector (8-foot shoulder reduced to 2-foot shoulder). • Adds the segment of West Lilac Road from Main Street to Road 3 to Table M-4 (road segments accepted at deficient levels of service LOS E/F). <p>Safety Element</p> <ul style="list-style-type: none"> • Amends Safety Policy S-6.4 Fire Protection Services for Development and the policy sidebar to calculate the travel time for the Initiative from Miller Station (CAL

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Site Buildout Scenario	Description
	<p>FIRE), however service would be provided from Station 11 which has a travel time of 7-9 minutes.</p> <ul style="list-style-type: none"> Amends Table S-1 to exempt the Initiative from the current 5-minute travel and to state that the travel time for the Initiative would be equal to the travel time provided to existing residents in the Deer Springs Fire Protection District.

Zoning

Zoning determines the allowed uses on a site, minimum lot sizes and other requirements like maximum building height and lot line setback requirements.

Site Buildout Scenario	Description
Existing General Plan	Rural Residential (RR) and Limited Agricultural (A70) Use Regulations. Permitted uses include: Family Residential, Essential Services, Fire Protection Services, Horticulture, Tree Crops and Row and Field Crops with additional uses subject to limitations. The two story limit on all structures is consistent with zoning. No zoning changes would be required.
Planning Commission Recommended Lilac Hills Ranch Project	<p>The project proposes a Rezone to Single-Family Residential (RS) and General Commercial-Residential (C34) with “B” or “D” Special Area designators. Permitted uses include: Family Residential, Essential Services, Fire Protection Services, Horticulture: Cultivation, Tree Crops and Row and Field Crops with additional uses subject to limitations.</p> <p>Design Review is required through a Site Plan for proposed projects to ensure compatibility of landscaping, lighting, signage, private parks, and architecture in accordance with the Specific Plan. Raises the limit from two to three stories for structures within the Town Center and two Neighborhood Centers.</p>
Initiative	Same zoning as the Lilac Hills Ranch Project as Recommended by the Planning Commission.



Affordable Housing

In the County’s certified 2013 Housing Element, the County states that affordable housing for low income households can be accommodated on land designated between 20 and 23 dwelling units per acre, and affordable housing for very low income households can be accommodated on land designated between 24 and 29 units per acre.

Site Buildout Scenario	Description
Existing General Plan	No density based affordable housing because the existing General Plan designations for the site do not allow densities higher than 15 dwelling units per acre.
Planning Commission Recommended Lilac Hills Ranch Project	The Planning Commission recommended project includes senior housing (468 single-family detached senior dwelling units) and areas within the Town Center which would be zoned to accommodate 25 dwelling units per acre. However, the developer has not indicated the sale and/or rental price of the units in the proposed Master Plan. Infrastructure funding mechanisms may add additional costs for future homeowners, such as Mello Roos, benefit assessments, etc.
Initiative	Same as the Lilac Hills Ranch Project as Recommended by the Planning Commission except that the Initiative could add individual kitchens to the 200-bed Group Care facility.



CEQA

Environmental Impacts

A Draft Environmental Impact Report (EIR) was prepared for the Lilac Hills Ranch Project as Recommended by the Planning Commission and was circulated for a 45-day public review period from July 3, 2013 to August 19, 2013. As a result of the public comments received, substantial changes were made to the Draft EIR resulting in the preparation of a Revised EIR. As required by CEQA, the Revised EIR was recirculated for a 45-day public review from June 12, 2014 to July 28, 2014.

Site Buildout Scenario	Description
<p>Existing General Plan</p>	<p>The Draft EIR prepared for the Lilac Hills Ranch project evaluated a General Plan Consistent alternative consisting of 110 single family lots. The EIR concluded that all environmental impacts would be less than the proposed Master Plan.</p> <p>If the parcels were developed incrementally, environmental review would be performed on a case-by-case basis.</p>
<p>Planning Commission Recommended Lilac Hills Ranch Project</p>	<p>The Draft EIR identified significant and unavoidable environmental impacts to the following:</p> <ul style="list-style-type: none"> • Aesthetics • Air Quality • Transportation/Traffic • Noise <p>Because of the unmitigated impacts, a Statement of Overriding Considerations would be required to approve the project. The Draft EIR also identified significant and mitigated environmental impacts to Agricultural Resources, Biological Resources, Cultural Resources, Hazards and Hazardous Materials.</p> <p>For more information, please see the Draft Final EIR and all associated technical studies for the Lilac Hills Ranch project available here (http://bit.ly/2aeR58p).</p> <p>Due to a ruling by the California Supreme Court invalidating an analysis of Greenhouse Gas (GHG) impacts for a proposed project in Los Angeles County, the Draft EIR and Climate Change Study for this proposed Master Plan will need to be revised to address the ruling. No revisions have</p>

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Site Buildout Scenario	Description
	been made to date. At this time, it is unknown if the revisions will result in any new significant impacts or require new mitigation.
Initiative	The Initiative is not subject to environmental review. However, the project description included in the Initiative is similar to the description of the Lilac Hills Ranch Project as Recommended by the Planning Commission, therefore it is anticipated that the environmental impacts would be similar. The Initiative also includes environmental design measures that are consistent with the mitigation measures of the Draft EIR. Future discretionary approvals, such as Tentative Maps, Major Use Permits, Site Plans, necessary to implement the Initiative will be required to comply with CEQA, including the analysis of possible GHG impacts. The scope of CEQA review and mitigation measures for future permits and approvals will be determined by comparing these future proposals with the Initiative when the permit applications are submitted to the County.

Agricultural Compatibility

Active agriculture occurs on properties neighboring the project site. Measures may be required to minimize impacts on neighboring, existing agricultural operations, and to minimize impacts from the neighboring agricultural operations to potential development on the project site.

Site Buildout Scenario	Description
Existing General Plan	If a building permit is issued for a house or accessory structure, no agricultural buffer would be required. If a subdivision map or other discretionary permit is required, agricultural buffers would be considered on a case by case basis.
Planning Commission Recommended Lilac Hills Ranch Project	The proposed Master Plan would provide 50-foot agricultural buffers along all property boundaries (except for a 30-foot buffer along West Lilac Road). The buffers include limited building zones, trees and fencing. Requires 23.8 acres of active agricultural (within the 104.1 acres of biological open space); 20.3 acres of common area open space for community gardens, farmers' markets and private vineyards. Includes offsite requirement for permanent

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Lilac Hills Ranch Specific Plan Initiative Impact Report



Site Buildout Scenario	Description
	<p>protection of 43.8 acres of agricultural lands. The Lilac Hills Ranch Project as Recommended by the Planning Commission does not amend any General Plan policies regarding agriculture.</p>
<p>Initiative</p>	<p>The Initiative provides 50-foot agricultural buffers along all property boundaries except along West Lilac Road, but includes some landscaping along this roadway. The Initiative has the same active agricultural requirements, open space for community gardens, farmers’ markets and private vineyards and also includes the offsite requirement for permanent protection of agricultural lands.</p> <p>Exempts the Initiative from General Plan policies: (1) prohibiting adverse impacts to existing agricultural uses within Valley Center Community Plan, and (2) discouraging incompatible land uses on areas of agricultural use and land suitable for agricultural use within the Bonsall Community Plan. Amends General Plan Policy COS-6.2 that discourages development that is incompatible with intensive agricultural uses by explaining that the Initiative is consistent with the policy by requiring various design features and policies that promote compatibility with surrounding agricultural operations.</p>



LIABILITY

Potential Liabilities

- The County would not be liable for the consequences of the Initiative's amending the General Plan to increase the fire services travel time to the project.
- The County would not be liable for private roads.
- The Initiative does not include improvements to the Covey Lane/West Lilac Road intersection to address concerns about sight distance. The increase in traffic volume would increase the potential for County liability at this intersection.
 - Adoption of the Initiative would not obligate the County to improve the sight distance (i.e., no obligation to use eminent domain).
 - If the County improves the sight distance to address the potential increased County liability, the County, rather than the developer, would be required to pay for the improvement, using eminent domain, if necessary.
- The Initiative does not include improvements to the Mountain Ridge Road/Circle R Drive intersection to address the anticipated volume increase at this intersection. This intersection as currently configured and maintained is sufficient for existing volumes. However, the development as set forth in the Initiative raises the potential for County or private road owner liability at the intersection because the increase in traffic volume would increase the potential for traffic accidents.
 - Adoption of the Initiative would not obligate the County to make improvements to the intersection to accommodate the increased traffic flow (i.e., no obligation to use eminent domain).
 - If the County makes the improvements to address the potential for County liability, the County, rather than the developer, would be required to pay for the improvements, using eminent domain, if necessary.
- Failure to improve County-maintained roads to standards recommended by the Planning Commission will increase potential for roadway accidents due to increase in traffic volume, which could result in a greater potential for County liability.
 - If the County makes the improvements to address the potential for County liability, the County, rather than the developer, would be required to pay for the improvements, using eminent domain, if necessary.



FUTURE PERMITS

Future Permits

Typically permit applications are evaluated and, if approved by decision makers, require subsequent permits to refine and implement. These subsequent permits often include site plans to detail the design and location of structures. Implementing permits and approvals, including discretionary permits with California Environmental Quality Act requirements, will be required as described below for each scenario.

Site Buildout Scenario	Description
<p>Existing General Plan</p>	<ul style="list-style-type: none"> • Tentative Maps for subdivisions • Grading Permits in accordance with the County’s Grading Ordinance • Building Permits • Permits for any work performed in the public road right-of-way • Associated environmental review
<p>Planning Commission Recommended Lilac Hills Ranch Project</p>	<ul style="list-style-type: none"> • Tentative Maps <ul style="list-style-type: none"> ○ Subdivision maps would be processed for decision by the Planning Commission and appealable to the Board of Supervisors • Site Plans <ul style="list-style-type: none"> ○ Residential structures: review for location of structures, setbacks, and architectural details (elevations), floor-plans ○ Commercial structures: review for conformance with the Valley Center Design Guidelines, including mixed use and commercial development ○ Private and public parks: review of detailed park improvements and amenities • Major Use Permits <ul style="list-style-type: none"> ○ Required for the wastewater treatment facility, the Group Care Facility, and other facilities that are proposed on the project site. • Grading Permits in accordance with the County’s Grading Ordinance • Building Permits • Right of Way Permits for any work performed in the public road right of way • Associated environmental review

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Site Buildout Scenario	Description
Initiative	Same future permits as the Lilac Hills Ranch Project as Recommended by the Planning Commission, however the County cannot impose conditions that are inconsistent with the Initiative.