



*The County of San Diego*

# Planning Commission Hearing Report

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<b>Date:</b>	June 28, 2018	<b>Case/File No.:</b>	Newland Sierra; PDS2015-GPA-15-001 (GPA), PDS2015-SP-15-001 (SP), PDS2015-REZ-15-001 (REZ), PDS2015-TM-5597 (TM), PDS2015-ER-15-08-001 (ER)
<b>Place:</b>	County Conference Center 5520 Overland Avenue San Diego, CA 92123	<b>Project:</b>	Specific Plan consisting of 2,135 dwelling units, 81,000 square feet of commercial, civic and other associated uses and 1,209 acres of biological open space on 1,985 acres
<b>Time:</b>	9:00 a.m.	<b>Applicant/Owner:</b>	Newland Sierra, LLC.
<b>Agenda Item:</b>	#1	<b>Appeal Status:</b>	Not applicable; Approval by the Board of Supervisors
<b>Environmental:</b>	Environmental Impact Report	<b>APNs:</b>	172-091-07, 172-220-14, 16, 18, 174-190-12, 13, 41, 43, 174-210-01, 05, 07, 08, 17, 18, 174-211- 04, 05, 06, 07, 174-190-20, 174-280-11, 174-190- 44, 178-100-05, 26, 178-101-01, 16, 17, 25, 26, 27, 28, 174-280-14, 174-290-02, 178-221-09, 178- 222-16, 182-020-28, 29, 182-040-74, 186-250-13, 186-611-01, 07, 08, 09, 11, 14, 15, 16, 17, 23, 187-540-49, 50, and 51

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## 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 (PDS2015-SP-15-001), General Plan Amendment (PDS2015-GPA-15-001), Zone Reclassification (PDS2015-REZ-15-001), Tentative Map (PDS2015-TM-5597), conditions of approval and findings, and environmental findings prepared in accordance with the California Environmental Quality Act (CEQA).

The Newland Sierra project, submitted in 2015, is a master planned community consisting of 1,985 acres in the North County Metropolitan Subregional Plan Area and the Bonsall Community Plan

Area. During the processing of the application, the County received extensive public comments and concerns from residents and stakeholders. Planning & Development Services (PDS) conducted a careful and thorough review of the project for consistency with County codes, policies and ordinances as summarized in this report.

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 project and make a recommendation to the Board of Supervisors (Board) to either approve the projects as submitted, approve the project with modifications, or deny the project. PDS conducted a detailed analysis of the project for consistency with the General Plan, Zoning Ordinance and other applicable regulations, policies and ordinances as well as a thorough review of the project's potential impacts on the environment in accordance with CEQA. After PDS's review and analysis, PDS staff recommends certification of the Environmental Impact Report, approval of the General Plan Amendment (GPA), Specific Plan (SP), Zone Reclassification (REZ), and Tentative Map (TM), with the conditions explained in the report and incorporated in the attached Resolutions and Form of Decisions.

## 2. Requested Actions

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

- a. Adopt the California Environmental Quality Act (CEQA) Findings, which include the certification and findings regarding significant effects of the project, the mitigation and monitoring program, the Statement of Overriding Considerations, and certify the Environmental Impact Report (EIR), REF: PDS2015-ER-15-08-006 (Attachment G).
- b. Adopt the Resolution approving General Plan Amendment PDS2015-GPA-15-001 for the reasons stated therein and discussed in this report (Attachment H).
- c. Adopt the Resolution approving Specific Plan PDS2015-SP-15-001 for the reasons stated therein and discussed in this report (Attachment I).
- d. Adopt the Ordinance titled, ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE NORTH COUNTY METROPOLITAN SUBREGIONAL PLAN AND BONSALL COMMUNITY PLAN), REF: PDS2015-REZ-15-001 (Attachment J).
- e. Adopt the Ordinance titled, ORDINANCE AMENDING THE RESOURCE PROTECTION ORDINANCE (RPO) (Attachment M).
- f. Adopt the Resolution of Approval for Tentative Map PDS2015-TM-5579 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 K).

- g. Adopt the Statement of Reasons to permit the proposed use and extinguish access to mineral resources of statewide significance as required by Sections 2762 and 2763 of the California Surface Mining and Reclamation Act (Attachment L).
- h. Direct staff to update the Transportation Impact Fee (TIF) Program to incorporate the Newland Sierra GPA.

### **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 policies of the General Plan?
- b. Does the project comply with the policies as set forth and amended in the North County Metropolitan Subregional Plan and the Bonsall Community Plan?
- 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 CEQA?

## **B. DEVELOPMENT PROPOSAL**

### **1. Project History**

#### **a. Merriam Mountains Project**

On July 9, 2003, Stonegate Merriam Mountains LLC, submitted an application for a Plan Amendment Authorization (PAA) for a proposed development on 2,327 acres of land consisting of approximately 2,700 residences, 110,000 square feet of neighborhood commercial uses, a fire station, passive and active recreational facilities and a 1,192 acre biological preserve. On September 11, 2003, Department of Planning and Land Use (DPLU) granted the PAA, allowing the application to proceed with the processing of a GPA.

On June 30, 2004, the Stonegate Merriam Mountains, LLC formally submitted a GPA, a Zone Reclassification, Specific Plan, Vesting Tentative Map, and four Site Plans.

On October 9, 2009, the Planning Commission voted 7-0-0 to close the public testimony and continue the public hearing to October 23, 2009.

On October 23, 2009, the Planning Commission voted 5-2-0 to recommend approval of the Merriam Mountains project with modifications. Modifications to the project were proposed to

address issues related to noise, community character/aesthetics, air quality, biological resources, and wildland fire.

On December 9, 2009 (3), the Board voted 2-2-1 to recommend approval of the project; this motion failed due to lack of majority. On that same day, the Board voted 2-2-1 to request a continuance; this motion failed due to a lack of a majority.

On January 13, 2010 (12), the project was brought back to the Board in accordance with Section 375.13(c) of the San Diego County Code of Administrative Ordinances. Subsequent to closing public testimony, the Board voted 3-2-0 to have the project return on March 24, 2010 for reconsideration. The Board also requested DPLU address concerns raised by the Board and the general public related to water availability, traffic, fire protection, construction related noise, compliance with Assembly Bill 32, and appropriateness of density.

On March 24, 2010 (3), the Board voted 3-2 to deny the project.

For a comparison of the previously proposed project and the currently proposed Newland Sierra project, please see Attachment N.

**b. Application Submittal**

On September 8, 2014, a Major Pre-Application was submitted for Newland Sierra. On January 20, 2015, an application for a GPA, Specific Plan, Zone Reclassification, and Tentative Map, were submitted by Newland Sierra, LLC.

**c. California Environmental Quality Act (CEQA)**

A Notice of Preparation for an EIR was circulated from February 12, 2015 to March 16, 2015. A Draft EIR was prepared for this project and was circulated for a 60-day public review period from June 15, 2017 to August 14, 2017. The Draft EIR identified significant and unavoidable environmental impacts to aesthetics, air quality, mineral resources, noise, population and housing, and transportation and traffic. The Draft EIR also identified significant and mitigatable environmental impacts to agricultural resources, biological resources, cultural resources, geology and soils, greenhouse gas emissions, hazards and hazardous materials, paleontological resources, and utilities and service systems.

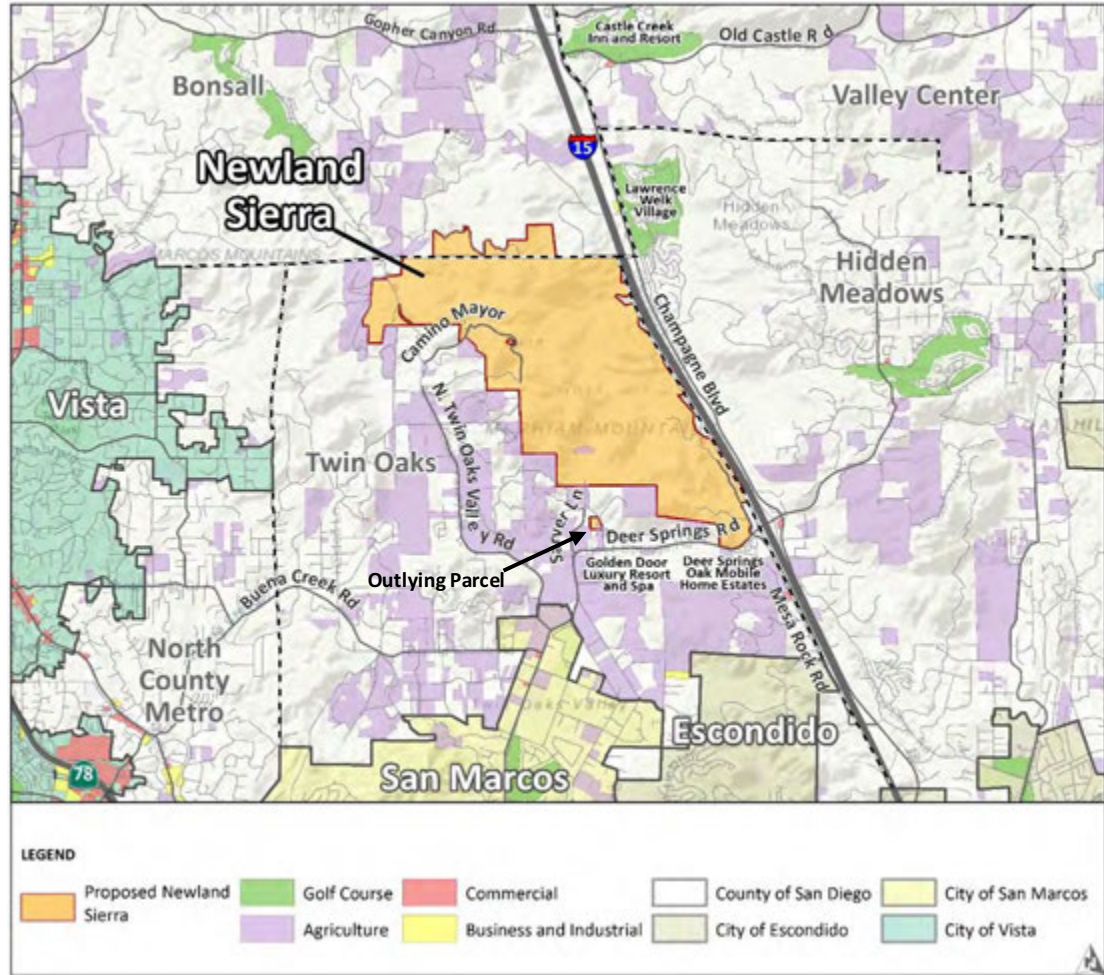
**2. Regional Setting and Project Location**

**a. Regional Location and Surrounding Land Uses**

The project is located in the unincorporated area of northern San Diego County, directly west of Interstate 15 (I-15), north of State Route 78 (SR-78), and south of State Route 76 (SR-76). Located within the inland area of North San Diego County, the project is close to several North County cities. The Cities of Escondido and San Marcos are approximately one mile south of the project, the City of Vista is approximately three miles west of the project, the City of Oceanside is approximately five miles northwest of the project, and the City of Carlsbad is approximately seven miles southwest of the project.

A number of residential communities and other uses are located within a five-mile radius of the project: Lawrence Welk Village (0.6 mile east), which includes a resort, 512 time shares and two 18-hole golf courses; Castle Creek Inn and Resort (1.4 miles northeast), which contains 63 condominium units and a golf course; Deer Springs Oak Mobile Home Estates (0.2 mile south); and Golden Door Luxury Resort and Spa (0.3 mile southwest).

Figure 1: Regional Location Map



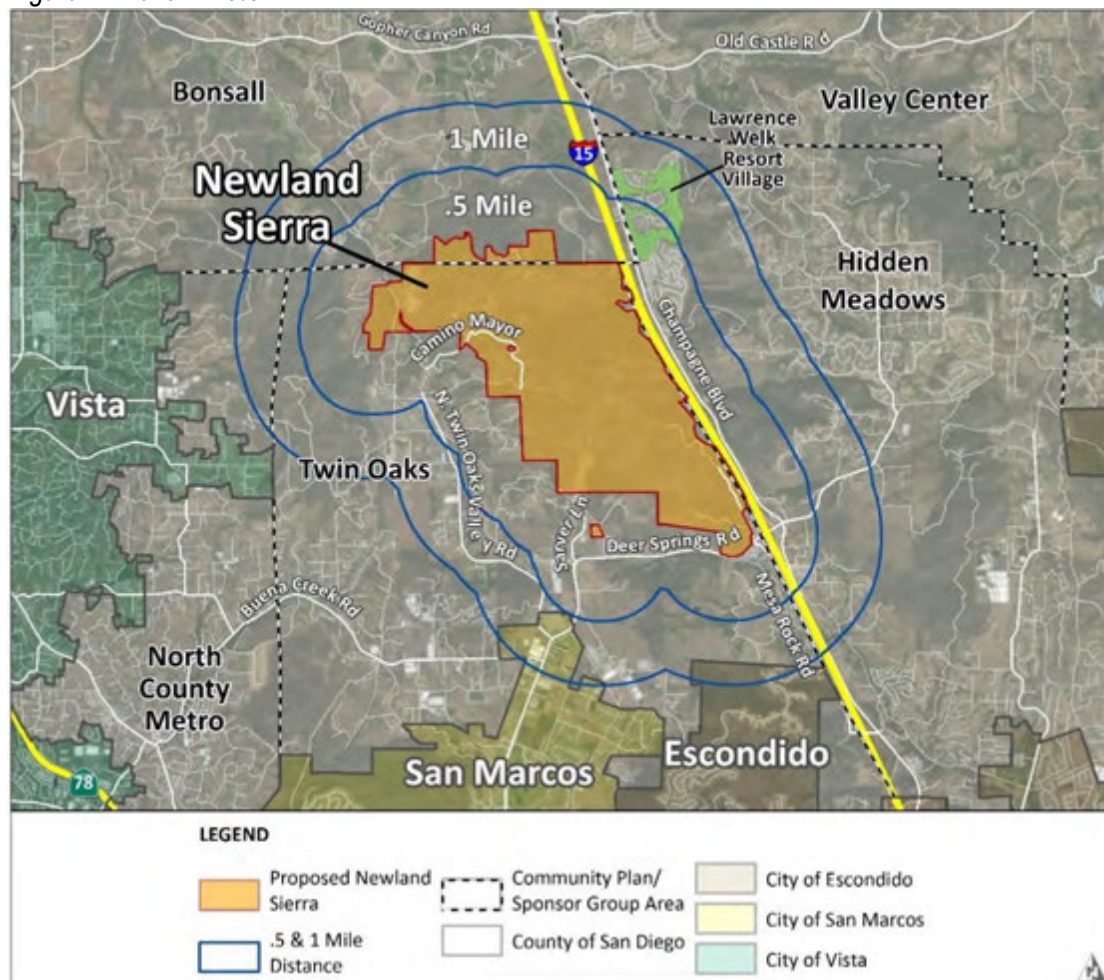
The project is approximately 1,985 acres and is comprised of 52 parcels (33 legal lots) in the easternmost portion of the North County Metropolitan Subregional Plan Area (1,888 acres) and southernmost portion of the Bonsall Community Plan area (97 acres) as shown in Figure 2.

The outlying parcel, shown in Figure 1, is a proposed 7.39 acre private park for the development. Located at the project's western entry off Sarver Lane, this park will create a gateway to the community. Amenities will include an open lawn, parking, vineyards, a community garden, and a multi-purpose building that will be used for community and private events.

## b. Project Site

The project is characterized as being composed of hills and valleys with rock outcroppings and moderate to steeply sloping terrain that is visible from the I-15 corridor. The project is located in two watersheds: the San Luis Rey and Carlsbad watersheds. Elevations across the project range from 1,750-feet above mean sea level (MSL) at the highest to 660 feet above MSL at the lowest. The project measures approximately three miles long from north to south and approximately two miles wide from east to west.

Figure 2: Aerial Photo



The project is primarily undeveloped. A number of dirt roads and trails provide access to existing parcels, including Vallecitos Water District service roads that access existing potable water facilities (e.g., water transmission lines and tanks) found on and near the project. In the northwest portion of the project is the San Diego County Water Authority's aqueduct, which is part of a regional system of water transmission pipelines the Water Authority uses to transfer water to its member agencies and between various reservoirs around the county.

Portions of the project have been and continue to be used for various unauthorized uses, including horseback riding, hiking, mountain biking, off-roading, motorcycling, shooting, and



illegal dumping. The northwest portion of the project contains an abandoned quarry fronting Twin Oaks Valley Road, and an abandoned private landing strip in the north-central portion of the project. Figures in this report include views of the project site.

### 3. Project Description

The Newland Sierra Specific Plan will provide the design guidelines and conceptual plans for the project. The community will include a mix of uses, including single-family and multi-family residential, commercial, a school site and parks. The project proposes the highest concentration of density around the commercial center and transitions to lower densities along the project's northwest portion (Summit Neighborhood). The project's overall density is 1.08 dwelling unit per acre (du/ac). Specifically, the proposed project includes the following:

- 2,135 dwelling units;
  - 815 single-family dwelling units
  - 995 multi-family dwelling units
  - 325 single-family detached senior dwelling units (age-restricted)
- 81,000 square feet of commercial (retail and office);
- Equestrian staging area;
- School site (6 acres);
- Public and private parks (35.87 acres);
- 19.2 miles of multi-use and community trails;
- 1,209 acres of permanent biological open space;
- Amend the North County Metropolitan Subregional Plan and Bonsall Community Plans;
- Amend Section 86.605 of the San Diego County Resource Protection Ordinance to add an exemption for the development of Newland Sierra Specific Plan, specifically for wetlands;
- Amend General Plan Mobility Element (Deer Springs Road Option A Only); and
- Amend General Plan Mobility Element Appendix (Deer Springs Road Option A Only)
  - Revisions to Figure M-A-12 to change the bicycle classification of Deer Springs Road from a Class III Bike Route to a Class II Bike Lane and to change the road classification of Deer Springs Road from a 6.1 Prime Arterial classification to the following classifications:
    - 2.1B Community Collector classification (Sarver Lane to Mesa Rock Road)
    - 4.1A Major Road classification (City of San Marcos Boundary to Sarver Lane) and (Mesa Rock Road to I-15 Southbound Ramps)
  - Revisions to the "Mobility Element Netowrk – North County Metro Subregion Matrix" table to:
    - Add the segment of Deer Springs Road between Sarver Lane and Mesa Rock (LOS F)
    - Delete the segment of Deer Springs Road between the I-15 Northbound Ramps and North Centre City Parkway, as this segmenet is no longer failing in the County GP Buildout Scenario with Deer Springs Road reclassified.

- Amend General Plan Mobility Element Appendix (Deer Springs Road Option B Only)
  - Revision to Figure M-A-12 to change the bicycle classification of Deer Springs Road from a Class III Bike Route to a Class II Bike Lane

Figure 3: Conceptual Plan

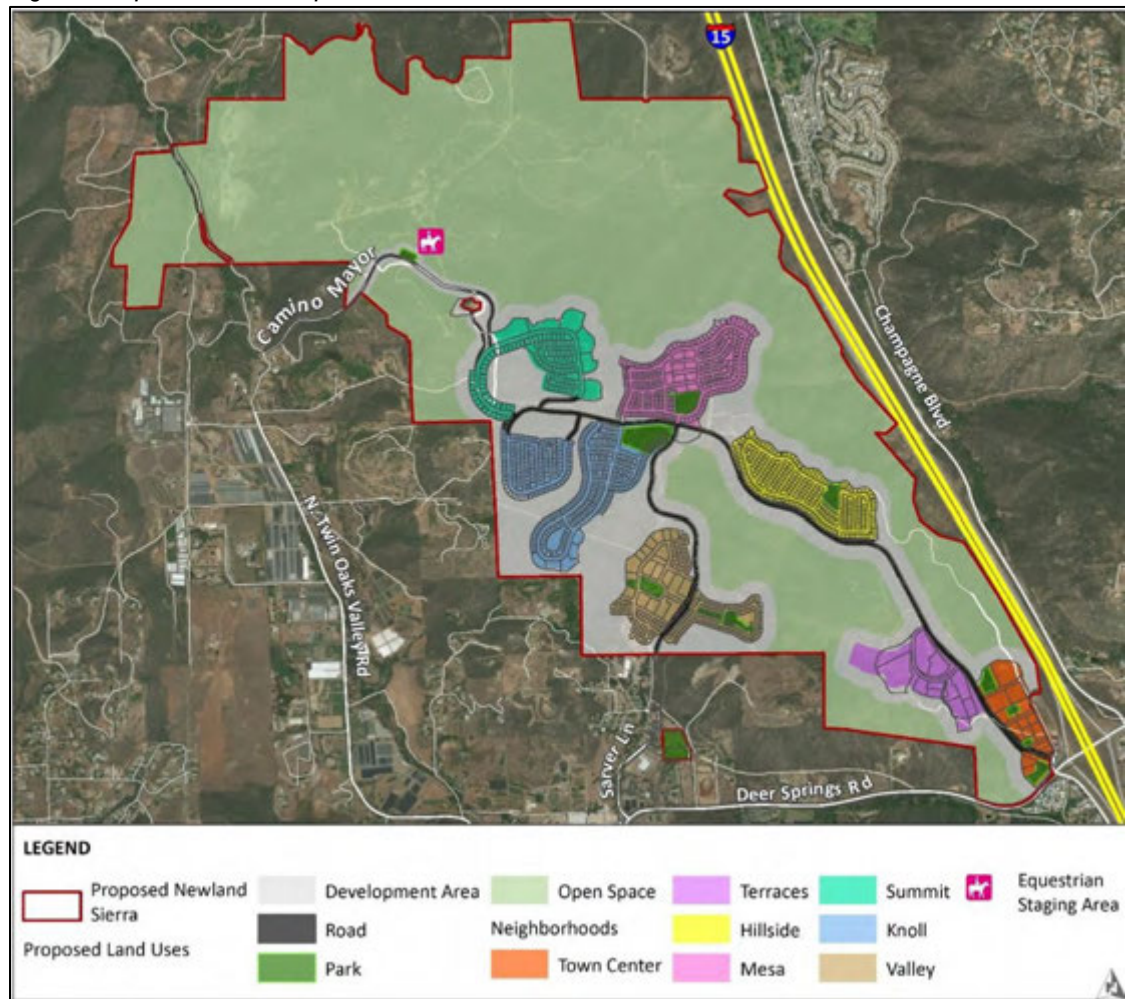




### a. Specific Plan

The Newland Sierra Specific Plan includes Design Guidelines, which govern building setbacks, architectural elevation design, parks, green space, lot design, signage and lighting. Site Plans will be required in the future prior to issuance of building permits and will be required to be consistent with the guidelines and standards identified in the Specific Plan.

Figure 4: Specific Plan Map



### b. Lot Design, Neighborhoods, and Phasing

The project will use nine different product types including detached single-family homes and townhomes. The single-family lots range from 2,000 square feet to 8,000 square feet. The project also incorporates age-qualified product and age-targeted product (55 years or older).

The Specific Plan proposes land development construction in two phases over approximately ten years in response to market demands and in accordance with logical and orderly improvements to roads, public utilities, and infrastructure. The phases are not proposed to be constructed sequentially, and no specific phasing sequence has been proposed. However,

necessary infrastructure will be constructed with each phase, and approval of additional discretionary permits (Site Plans) will be required for each subphase.

The project proposes seven neighborhood areas:

i. Town Center

The Town Center will be located off Deer Springs Road, east of Mesa Rock Road in the southernmost portion of the project. The 58.3-acre Town Center will include 95 residential dwelling units, 81,000 square feet of commercial space, a 6-acre school site, and 5.73 acres of parks.

Figure 5: Town Center Conceptual Site Plan



ii. Terraces Neighborhood

The Terraces neighborhood will be comprised of 446 residential units including two and three story townhomes.

iii. Hillside Neighborhood

The Hillside neighborhood will include 241 residential dwelling units and 2.29 gross acres of parks. It will be composed of single-family detached homes with lots ranging in size from 4,500 square feet to 5,000 square feet, as well as age targeted lots. Age-targeted lots are intended in neighborhoods that cater to, but are not restricted to, adults 55 years or older.

iv. Mesa Neighborhood

The Mesa neighborhood will include 325 residential units and 4.10 gross acres of parks. This neighborhood area will be entirely composed of age-qualified (55 years and older only) single-family lots and age-qualified single-family clusters on lots ranging from 3,000 to 6,000 square feet centered around a park.

v. Summit Neighborhood

The Summit neighborhood will include 151 residential units and 1.98 gross acres of parks (including an equestrian staging area). This neighborhood area is composed of the largest lots in the project, with lots ranging from 6,000 to 7,500 square feet. A trail will lead to the highest point in the neighborhood where a lookout will be located.

vi. Knoll Neighborhood

The Knoll neighborhood includes 372 residential units and 9.51 acres of parks. This neighborhood area will be composed of single-family homes with lots ranging from 4,500 to 5,000 square feet, in addition to family clusters. The Knoll will include 372 residential units and 9.51 gross acres of parks.

vii. Valley Neighborhood

The Valley neighborhood includes 505 residential units and 12.26 gross acres of parks. This neighborhood area will be composed of clusters, townhomes, and single-family homes with lots ranging from 3,500 to 4,000 square feet.

**c. Grading**

The project will require on-site grading on approximately 504 acres (25%) of the 1,985-acre site. Overall grading is estimated at 10.7 million cubic yards of balanced cut and fill. Grading for individual phases will require that material be removed from a future phase or temporarily deposited in a future phase until needed.

On-site grading will take place in two phases. The first phase consists of 9.4 million cubic yards of balanced cut and fill and the second phase consists of 1.3 million cubic yards of balanced cut and fill. A preliminary grading plan has been prepared for Phase 1 and 2, in conjunction with the Tentative Map.

Blasting is anticipated during the grading phase in the central portion of the project and along roads within the project, including some off-site portions along Deer Springs Road. Localized

areas within the upper portion of the project may require heavy ripping and/or blasting. Cut areas are expected to be only marginally rippable and will likely require blasting.

Rock crushing will be required and will occur on-site as needed. Rock crushing equipment will process 2,000 to 2,500 cubic yards of material per day. A maximum daily throughput of 2,500 cubic yards (approximately 5,650 tons) per day was assumed as a conservative estimate.

## **d. Facilities and Services**

The project has demonstrated that all necessary services and facilities will 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.

### **i. Water and Sewer Service**

Water and sewer service will be provided by Vallecitos Water District (VWD). VWD certified the November 2016 Water Supply Assessment (WSA) for the project, indicating its ability to provide potable water service to the project. The WSA includes expansion/extension of existing supply pipelines and water tanks located within and adjacent to the project in order to supply water to the project.

VWD has provided a Project Facility Availability Form for sewer that indicates that the project is eligible for service, and facilities to serve the project are reasonably expected to be available within the next five years. The point of connection is located approximately 0.25 mile south of the project in Sarver Lane. All wastewater will be routed to the Meadowlark Water Recycling facility and/or Encina Water Pollution Control Facility for treatment.

### **ii. Fire and Medical Service**

The project is located within the Deer Springs Fire Protection District (DSFPD). DSFPD has provided a Project Facility Availability Form indicating that fire and emergency services will be adequate to service the project. The existing DSFPD fire station is located within the five minute travel time required by the General Plan. A Fire Protection Plan for the project was approved by DSFPD and the County Fire Authority. The plan details the locations and widths of appropriate fuel management zones, road widths, secondary access, water supply, and hydrant spacing.

### **iii. Parks and Trails**

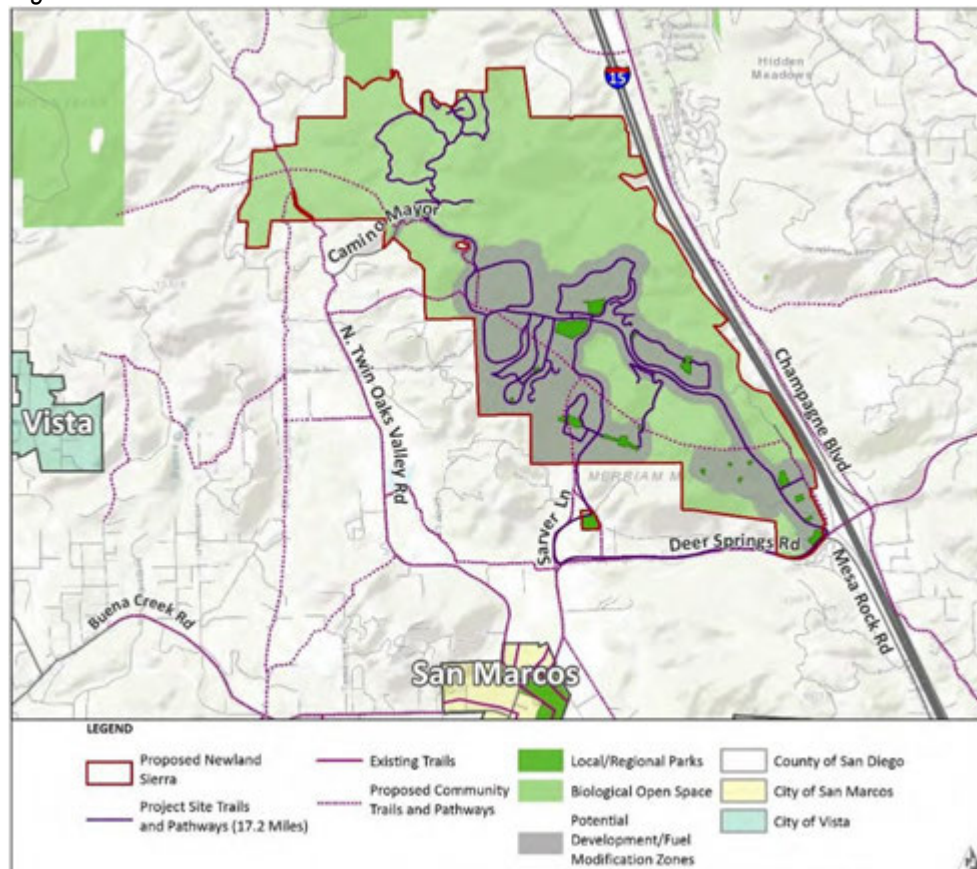
The County of San Diego Parkland Dedication Ordinance (PLDO), requires that projects that propose more than 50 dwelling units dedicate land for parks, pay PLDO fees, or do a combination of both. The PLDO requires a total of 18.41 acres of parkland based on the number of dwelling units proposed by the project. The PLDO allows up to half of the parkland dedication to be satisfied through the construction of private parks. The project will provide 18.5 acres as defined by the PLDO, which exceeds the project's PLDO obligation.



In addition to the 35.87 acres of parks, the project includes associated recreational facilities, including swimming pools, active fields, a dog park, and children's play equipment. The project also includes five pocket parks; 16 overlooks; pathways and multi-use and single-track trails; bike lanes and routes; and open space, including fuel modification areas, community gardens, and vineyards.

The project includes an interconnected network of trails and pathways that total approximately 19.2 miles. The project's trail system will include: approximately 6.9 miles (10' and 8' wide) of multi-use trails along the loop road; approximately 5.7 miles (6' wide) of internal pathways within neighborhoods; approximately 3.2 miles (3' wide) of secondary trails within neighborhoods; approximately 2 miles (8' wide) of multi-use trail through open space; and approximately 1.5 miles (3' wide) of secondary trail through open space. Sidewalks will connect the multi-use pathway to parks and will provide a sidewalk loop through the Terraces neighborhood (5' wide).

Figure 6: Park and Trail Plan



#### iv. Law Enforcement Service

Law enforcement services will be provided by the San Diego County Sheriff's Department from the San Marcos Station, located approximately eight miles southwest of the project. The Sheriff's Department has reviewed the proposed project and identified a need for five additional sworn personnel, but not the need for new or expanded facilities.

## **v. Schools**

The proposed project is within the service boundaries of three public school districts: San Marcos Unified School District (SMUSD), Escondido Union School District (EUSD), and Escondido Union High School District (EUHSD). Although Bonsall Unified School District covers portions of the project, there is no development in that portion of the project. Project Facility Availability Forms have been provided by the San Marcos and Escondido school districts in accordance with Board of Supervisors Policy I-84. In addition, the proposed project has reserved a 6-acre site for a school. If students do not attend a school within the project, the project's future students who live in the SMUSD boundary are expected to attend Twin Oaks Elementary School and Woodland Park Middle School. The project's future students who live in the EUSD boundary are expected to attend Reidy Creek Elementary, Rincon Middle School, and Escondido High School. The project's future high school students are expected to attend Mission Hills High School, San Marcos High School, or Escondido High School.

If the school site is not developed with a school, that area should revert to the underlying residential use. A maximum of 90 residential dwelling units may be transferred to the 6-acre site from other neighborhood areas. No increase in dwelling units beyond the maximum of 2,135 dwelling units shall be allowed.

The project is estimated to generate approximately 449 elementary school students, 130 middle school students, and 217 high school students. Based on the number of students generated by the project, there would not be adequate capacity in the local elementary schools to serve the project's student generation. The project will be required to pay school fees.

Payment of school fees constitutes full and complete mitigation of the project's impacts on school facilities.

## **4. General Plan Amendment**

Under the existing General Plan Land Use Designations, the project could potentially support a total of 99 single-family detached dwelling units, 140,263 square feet of General Commercial uses, and 1,867,853 square feet of Office Professional uses. The GPA proposes changes to the Land Use Element, Mobility Element, and the North County Metropolitan Subregional Plan and Bonsall Community Plan. The proposed changes are explained in further detail below.

### **a. Regional Category Amendment**

The project is currently subject to the Village and Rural Regional Categories. The proposed GPA will amend the Regional Category Map to change a portion of the Rural Regional Category to the Semi-Rural Regional Category. The Village Regional Category designation will remain unchanged from its existing configuration. This project will not alter, expand, or create a new Village Regional Category or Village Boundary Line.

Figure 7: Existing General Plan Regional Categories

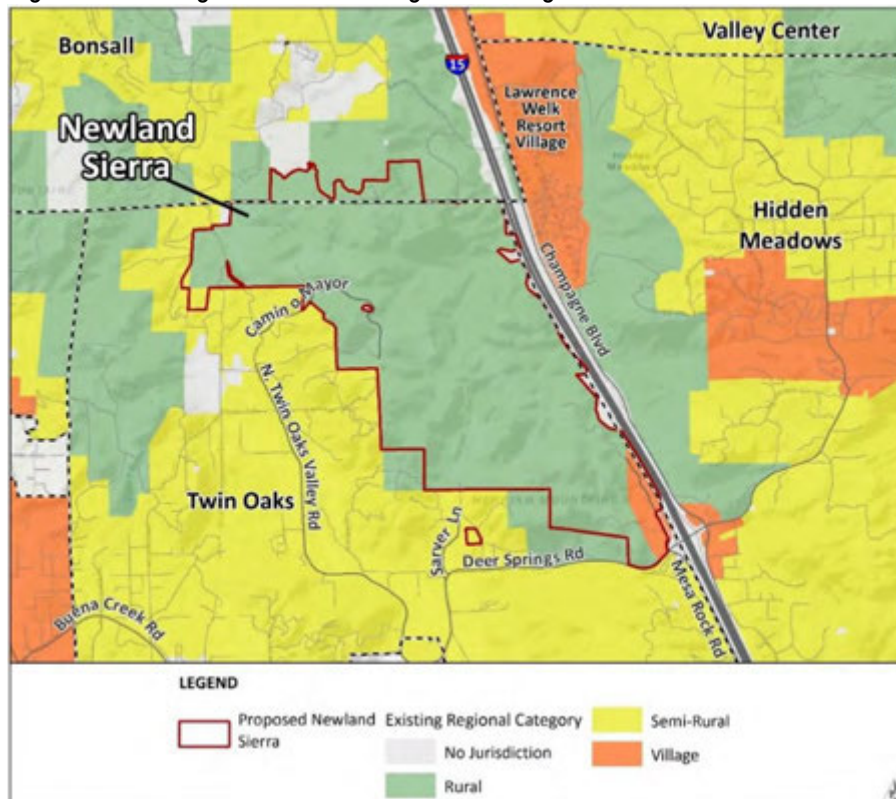
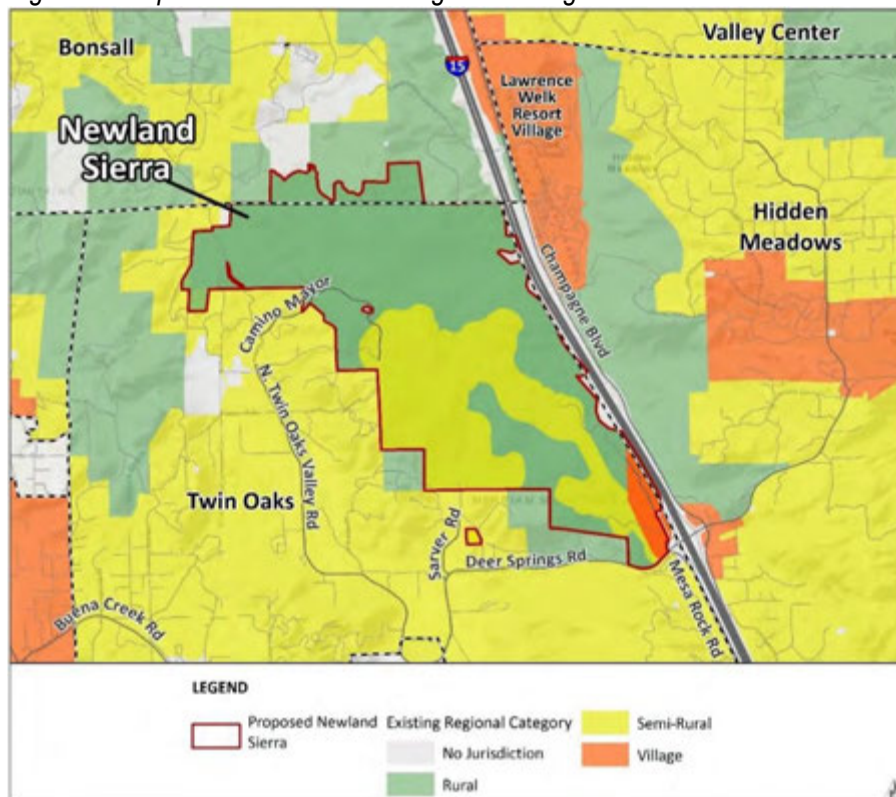


Figure 8: Proposed General Plan Regional Categories





## b. Land Use Designation Amendment

The project is currently subject to the Semi-Rural (SR-10) (1 dwelling unit per 10 or 20 gross acres depending on slope), Rural Land 20 (RL-20) (1 dwelling unit per 20 gross acres), General Commercial, and Office Professional Land Use Designations. The proposed GPA would change the existing Land Use Designations to Village Core Mixed Use (C-5), Semi-Rural 1 (SR-1) (1 dwelling unit per 1, 2, or 4 gross acres depending on slope), and Open Space-Conservation (OS-C) Designations. The Village Core Mixed Use area of the General Plan will remain unchanged as will the outlying parcel located along Sarver Lane, which will remain under its current designation of Semi-Rural (SR-10). The areas designated for Semi-Rural would primarily be for residential development, the areas designated as Village Core Mixed Use would be for mixed-use development, including commercial uses, and the areas designated as Open Space-Conservation would be for preservation.

Figure 9: Existing General Plan Land Use Designations

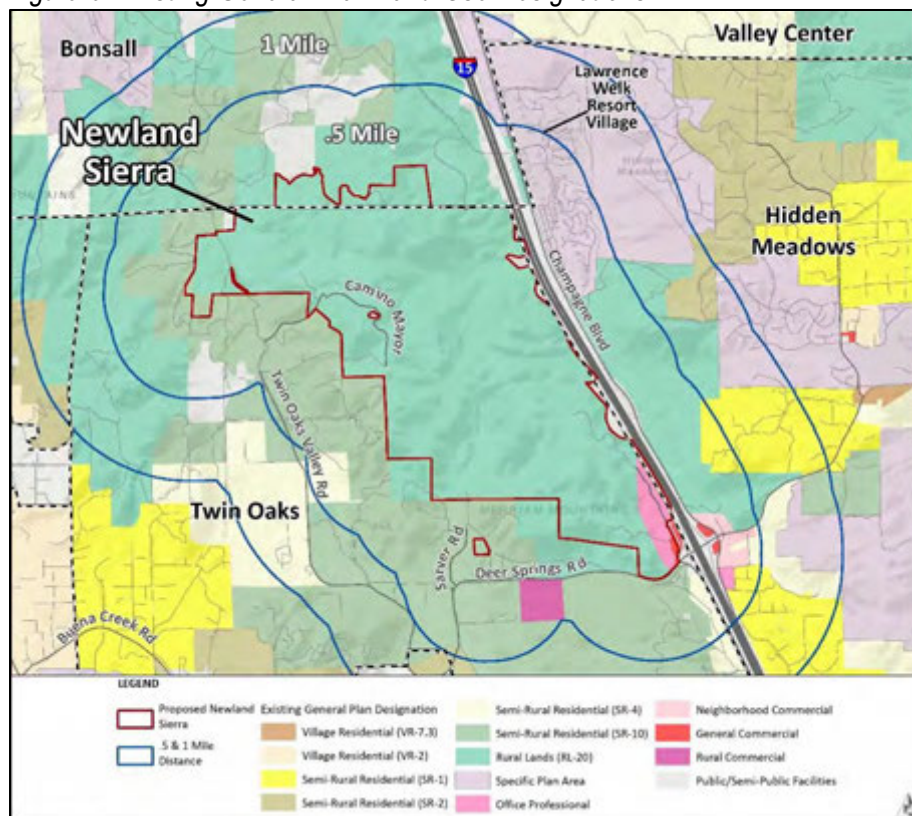
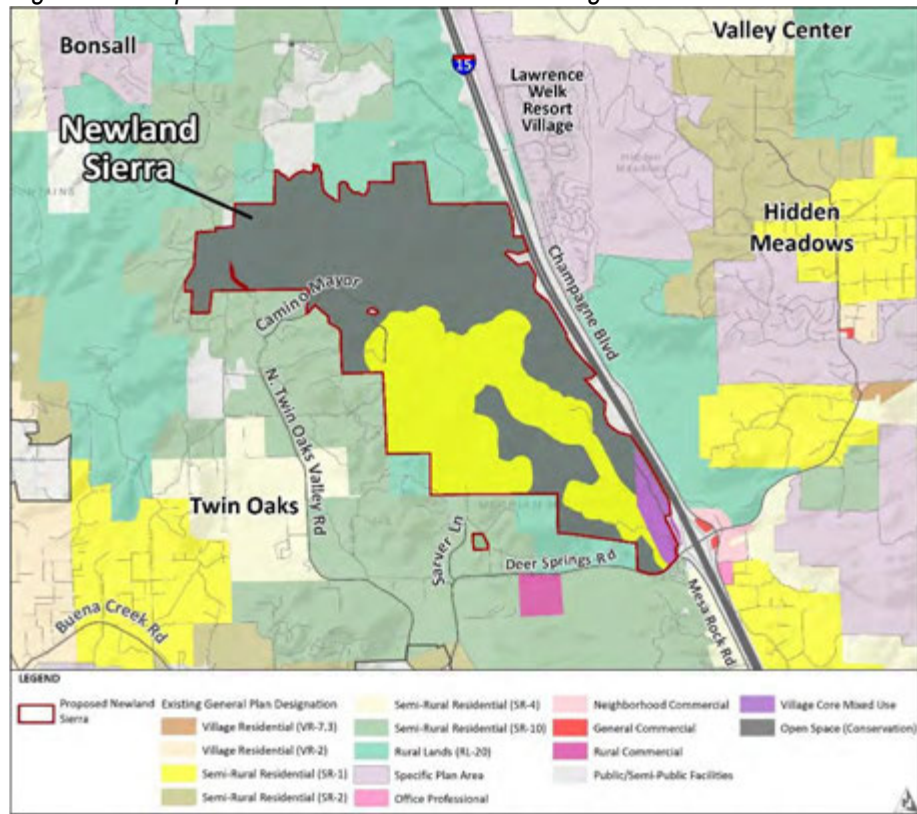




Figure 10: Proposed General Plan Land Use Designations



### c. Mobility Element Amendment

The project also includes an amendment to the Mobility Element of the General Plan. The amendment will cover one of two options for Deer Springs Road, Option A or Option B, as explained below. The Board has the ultimate authority to approve Option A or Option B.

If Option A is selected, the classification of a segment of Deer Springs Road between I-15 Northbound Ramps to North Centre City Parkway will change from a 4.1B Major Road with Intermittent Turn Lanes, to a 2.1B Community Collector with Continuous Turn Lane. The project will also amend Table M-4 of the Mobility Element to add Deer Springs Road from I-15 NB Ramps to North Centre City Parkway to the list of Accepted Roadway Classifications with Level of Service E/F.

If Option B is selected, the General Plan Mobility Element Appendix would be amended to revise Figure M-A-12 to change the bicycle classification of Deer Springs Road from a Class III Bike Route to a Class II Bike Lane.

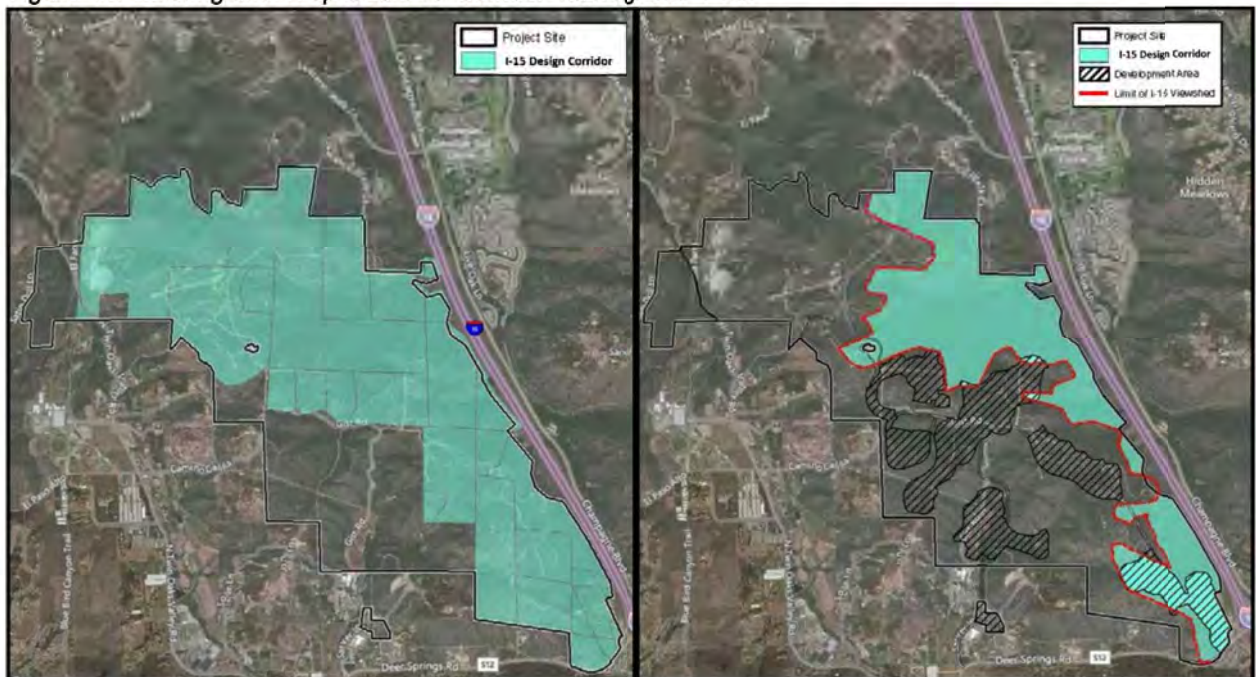
### d. Community Plan Amendments (North County Metropolitan Subregional Plan and Bonsall Community Plan)

The project also includes amendments to both the North County Metropolitan Subregional Plan and Bonsall Community Plan to add the project's new land use designations within both communities. The GPA will also add a description of the Newland Sierra Specific Plan to the

North County Metropolitan Subarea Regional Plan. The GPA will designate all land within the Bonsall Community Plan area as Open Space-Conservation (OS-C).

The North County Metropolitan Subregional Plan I-15 Corridor Subregional Plan contains the goals and policies related to scenic preservation, land use, public services and facilities, circulation, conservation, coordination (with adjacent jurisdictions), and plan implementation within the I-15 corridor. The North County Metropolitan I-15 Design Corridor Map within the I-15 Corridor Scenic Preservation Guidelines will be amended to include only the areas of the project visible from I-15.

*Figure 11: Existing and Proposed I-15 Corridor Subregional Plan*



## 5. Zone Reclassification

A Zone Reclassification is also required to implement the GPA and Specific Plan. The 1,888 acres within the North County Metropolitan Subregional Plan Area are currently zoned General Commercial (C36), Office Professional (C30), Rural Residential (RR), Limited Agricultural (A70), Extractive (S82), and General Rural (S92) Use Regulations. The 97 acres within the Bonsall Community Plan area are currently zoned Rural Residential (RR). The zoning will be changed to General Commercial/Residential (C34), Single Family Residential (RS), and Open Space (S80). The portion of the project immediately adjacent to Sarver Lane will retain the Limited Agriculture (A70) zoning.

The Zone Reclassification would change the existing development regulations for the project, including the minimum lot size, maximum number of stories (height), and Special Area Regulations. All development within the Specific Plan will 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.



Figure 12: Existing Zoning Regulations

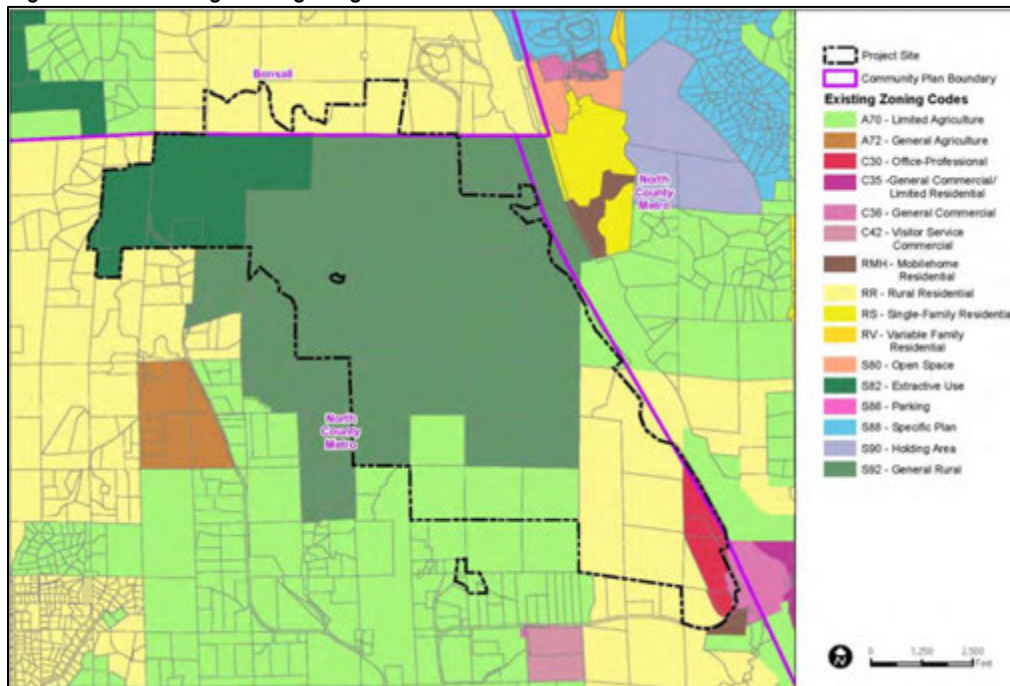
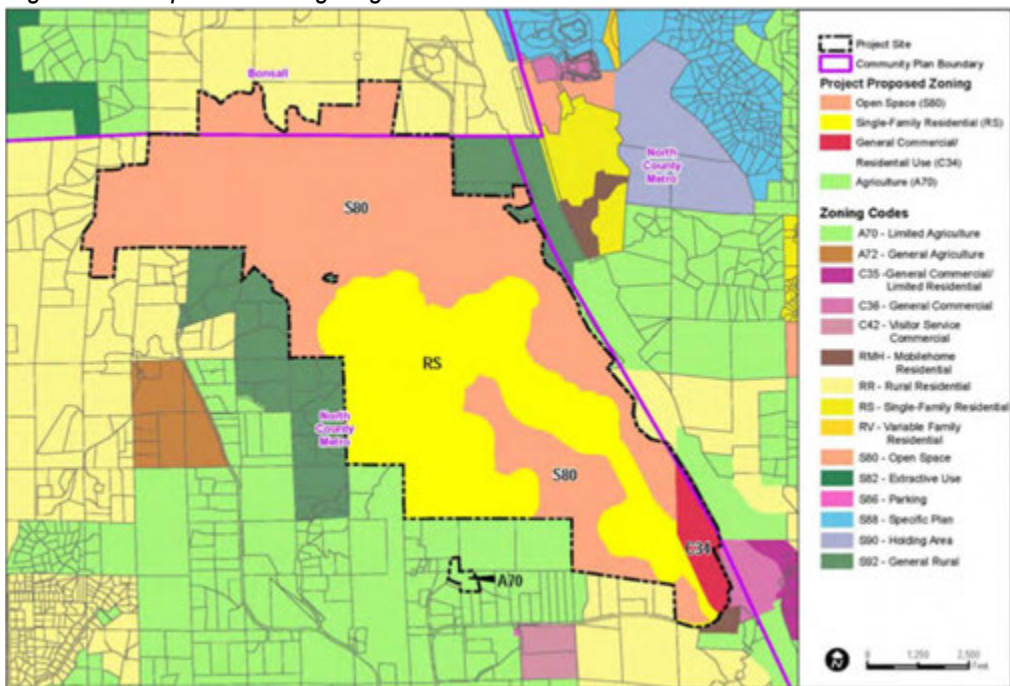


Figure 13: Proposed Zoning Regulations



## 6. Resource Protection Ordinance Amendment

The project includes a proposed amendment to the RPO that will exempt the project from the requirements of the ordinance through implementation of regional resource protection. The project's Resource Protection Plan (RPP) serves as the functional equivalent of the County RPO for the

proposed project. The RPP is a comprehensive planning document addressing the preservation, enhancement, and management of sensitive resources (habitat, wetlands, slopes, cultural) within the 1,985-acre project. It was designed specifically for the proposed project as it relates to biological resources. The RPP provides assurances and funding for long-term resource protection, management, restoration, and enhancement of the proposed biological open space. As part of the proposed project, the on-site preserve will consist of 1,209.1 acres of habitat on-site. Additionally, the project will preserve 212 acres of off-site habitat for biological mitigation.

## **7. Tentative Map**

The project includes a Tentative Map application for the subdivision of the project into 1,140 single-family residential lots, 57 multi-family residential lots, 46 homeowner association lots, 22 private and public park lots, 18 open space lots, nine commercial lots, two utility lots, one school lot, and one private street lot. The lots created by the Tentative Map will require additional discretionary permits in order to be developed in accordance with the Specific Plan. For example, the lots will require subsequent Site Plans to develop the site in accordance with the Specific Plan. The Tentative Map also includes a preliminary grading plan, which specifies rough grading quantities and drainage facilities that serve the entire project.

## **C. ANALYSIS AND DISCUSSION**

### **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 the design components of the project related to the General Plan vision including the mix of uses, inclusion of amenities, recreational opportunities, such as parks and trails, walkability, bikeability, and accessibility, resource protection, and the overall sustainable composition of the project.

#### **• Location and Linkage**

As detailed in the EIR, large-lots single-family residential development and agricultural groves comprise the majority of property in the surrounding area and undeveloped hilly and canyon terrain is present to the north and east. Semi-rural residential development, with occasional equestrian and agricultural (nursery and groves) uses, is located along the project's western and southern boundary. Large-lot and more dense single-family residential development occur to the east of the project in the Hidden Meadows community and to the south in San Marcos. Larger ridgeline homes in Hidden Meadows would be afforded views to the project, but views to the project from the majority of homes in Hidden Meadows would generally be obstructed by intervening vegetation, structures, and terrain. Commercial land uses, limited



industrial businesses and mobile home and resort-living communities are located in the surrounding area. A small mobile home community is located south of Deer Springs Road and immediately south of the proposed Town Center. The Champagne Village Mobile home community is located east of I-15 and approximately 0.2 mile from the project's eastern boundary. Golden Door Resort and Spa is located off Deer Springs Road, approximately 0.35 mile east of Sarver Lane and approximately 0.5 mile south of the southern boundary. The visual change associated with removal of existing vegetation and alteration of existing terrain to accommodate proposed residential, commercial, and education land uses and associated infrastructure would be most evident as viewed from locations in the viewshed located east of the project.

The proposed project is located one mile south of the Cities of Escondido and San Marcos, three miles west of the City of Vista, five miles northwest of the City of Oceanside, and seven miles southwest of the City of Carlsbad. The project is located in proximity to California State University San Marcos and Palomar College. Additionally, the introduction of approximately 2,135 residential units to the area could result in additional commercial growth in the vicinity. Construction of the proposed project will generate an economic stimulus from the use of building materials, the sales of residential units, the operation of the project's commercial facilities, and the introduction of new consumer demand in the area.

In terms of existing employment growth, SANDAG estimates 116,268 jobs within the County's unincorporated area; and 6,843 jobs within the North County Metropolitan Subregional Plan Area. A jobs/housing market analysis prepared for the project indicates that 124,251 jobs exist within the SR-78 Corridor Submarket, encompassing the Cities of Escondido, San Marcos, and Vista, and certain portions of the unincorporated County. SANDAG estimates a 75 percent increase in employment within this subregional plan area from 2012 through 2050. The North County Metropolitan Subregional Plan area is forecasted to grow at a faster rate than both the County unincorporated area and the entire County (incorporated and unincorporated).

The project is located adjacent to I-15 and five miles north of SR-78. Additionally, the proposed project is located at the Deer Springs Road interchange with access to I-15, providing regional access to existing job centers in Rancho Bernardo, Escondido, and Poway. Commuting options for residents of the project are enhanced with proximity to three Sprinter stations within six miles of the project—the San Marcos Civic Center Sprinter Station (approximately four miles to the south), the Buena Creek Station (approximately four miles to the west), and the Palomar College Station (approximately five miles to the south). Each of these stations have a park and ride lot for commuters.

The project will make significant improvements to the existing road network by improving Deer Springs Road, Deer Springs Road/I-15 Interchange, Twin Oaks Valley Road, Buena Creek Road, Monte Vista Drive, South Santa Fe Avenue, and various intersections on those roads.

The project provides a mix of land uses, including residential, commercial, educational, and parks, so that residents of the project have access to basic shopping, school, and recreational opportunities without having to travel outside of the project. This will lower

vehicle miles traveled because residents can use alternative transportation modes to reach the various land uses available within the project. More specifically, the mix of uses proposed within the Specific Plan includes multiple recreational amenities including approximately 36 acres of parks, 19.2 miles of multi-use trails, and community recreation facilities.

Based on staff analysis, the project's land use strategy consists of land use diversity (mixed-use) and supporting design features that encourage residents/employees to walk, bike, or take transit.

Figure 14: Jobs

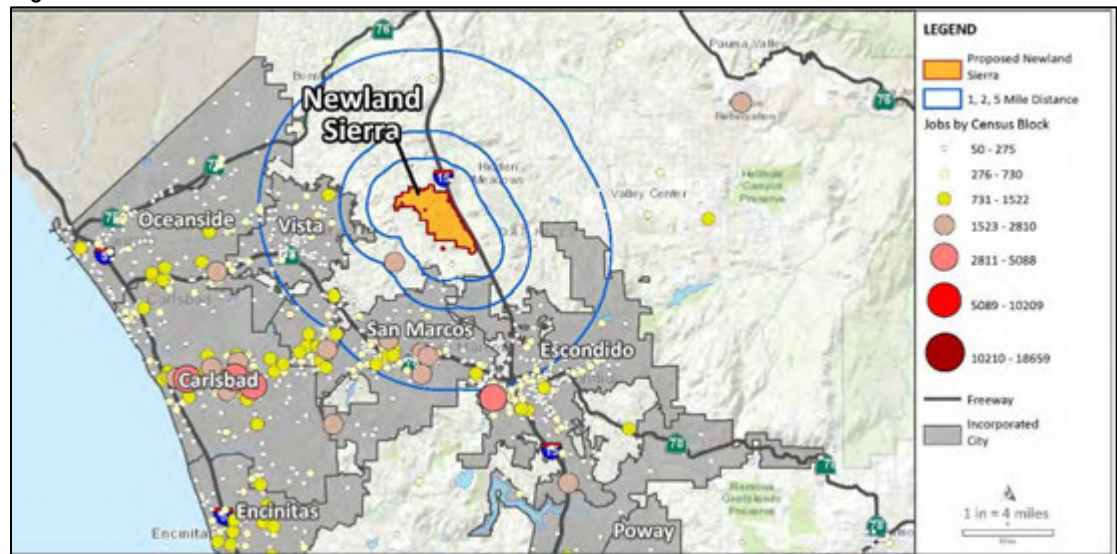
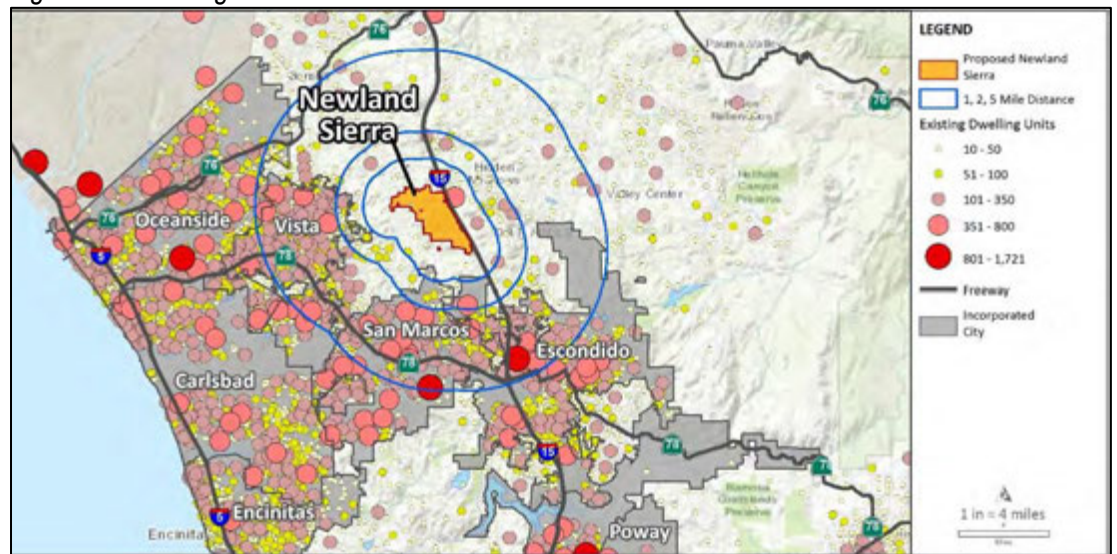


Figure 15: Housing



## **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.”

### **i. General Plan Conformance**

The Specific Plan was reviewed to ensure that the proposed General Plan Amendment is in the public interest and will not be detrimental to public health, safety, and welfare. Staff reviewed all the 473 goals and policies in order to determine those that were applicable to the project and determined it to be consistent except where revisions have been proposed (i.e., North County Metropolitan Subregional Plan and Bonsall Community Plan). Staff reviewed all the public comments received regarding the Specific Plan’s consistency with the General Plan.

### **ii. Land Use and Housing Elements and Affordability**

State Housing law requires that the County accommodate a share of the region’s projected housing needs by identifying an inventory of available housing sites in the General Plan Housing Element. This share of the region’s housing needs, called the Regional Housing Needs Assessment (RHNA), is important because State law mandates that jurisdictions provide sufficient land to accommodate a variety of housing opportunities for all economic segments of the community. To meet the RHNA for lower-income families, the Housing Element Sites Inventory relies on sites designated at 20 to 30 dwelling units per acre. To meet the RHNA for moderate-income families, sites were identified that permit the development of duplex, triplex, townhouse or other multi-family units in the density range of 10.9 to 15 units per acre.

Table C-1: RHNA Income Categories

<b>Income Category</b>	<b>Dwelling Units Per Acre (Du/Ac)</b>
Very Low	24-30
Low	20-24
Moderate	10.9-20
Above Moderate	Less than 10.9

Based on the proposed densities, the project will provide 294 units with densities between 24-30 du/ac, 221 units between 20-24 du/ac, 286 units between 10.9-20 du/ac, and 1,334 units which are less than 10.9 du/ac. The proposed densities are consistent with the very low income, low income, and moderate income RHNA categories. The project also includes 325 age-qualified units, which will be restricted to residents 55 and older.

## General Plan Policies LU-1.2 & LU-1.4

The proposed project is not subject to County General Plan Policies LU-1.2 Leapfrog Development and LU-1.4 Village Expansion as it is not creating or modifying village boundaries.

## General Plan Policy LU-1.8

General Plan Policy LU-1.8, Density Allocation on Project Sites, states that projects with more than one Land Use Designation and subject to a Specific Plan are allowed to transfer densities within the project, including across land use designation boundaries, to provide flexibility in project design. The proposed Specific Plan includes more than one land use designation, and, therefore, is allowed to transfer densities within the project.

## General Plan Policy H-1.9

General Plan Policy H-1.9, Affordable Housing through General Plan Amendments, states that the County shall require developers to provide an affordable housing component when requesting a General Plan amendment for a large-scale residential project when legally permissible. The project does not conflict with this policy. Consistent with other General Plan Amendment projects approved by the Board since the adoption of the General Plan on August 3, 2011, the project does not include an affordable housing component as the County of San Diego does not have an inclusionary housing ordinance or other legal mechanism to require affordable housing units. The project consists of seven neighborhoods with a variety of housing types (townhomes, single-family clusters, small lots, family lots, large lots, age-targeted and age-qualified lots), with lot sizes (ranging from 3,000 to 7,500-square feet) for a broad range of age groups and income levels. Additionally, 325 of the project's dwelling units are age-qualified and located in the Mesa neighborhood.

## Goal COS-21 – Parks and Recreational Facilities

Goal COS-21 of the County General Plan identifies a goal of 10 acres per 1,000 residents for local parks. Mini-parks are typically less than one acre and serve a limited population who live, work, or shop in a distinct area. Neighborhood parks typically range from five to 10 acres and serve a residential area. The proposed project will meet the requirements set forth by the PLDO for adequate park land dedication to reduce impacts, including cumulative impacts to local recreational facilities. The project proposes to include all parkland dedication on-site to comply with the PLDO. Overall, the project will result in approximately 36 acres of public and private parks on-site. While this project's parks will assist in meeting the General Plan goal, the goal does not apply on a project by project basis.

### **c. Zoning Ordinance Consistency**

The surrounding lands are generally designated Rural Lands (RL-20), Semi-Rural Residential (SR-10), and Specific Plan (SP) and zoned Limited Agricultural (A72) lands or Rural Residential (RR).



Table C-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); Public/Semi-Public Facilities; and (RL-20) Rural Lands (one dwelling unit per 20 acres)	RR A70	Undeveloped, Inactive Landfill, and Single-Family Residential
South	(SR-10) Semi-Rural Residential (one dwelling unit per 10 or 20 acres); Rural Commercial; and (RL-20) Rural Lands (one dwelling unit per 20 acres)	A70 C42 S92	Single-family Residential, Golden Door Resort & Spa, Undeveloped and Agriculture
East	(RL-20) Rural Lands (one dwelling unit per 20 acres); and Specific Plan	S90 S92	Single-family Residential, Undeveloped and Agriculture
West	(SR-10) Semi-Rural Residential (one dwelling unit per 10 or 20 acres); and Rural Lands (RL-20) (one dwelling unit per 20 acres)	RR A70	Undeveloped, Agriculture, and Mining

The portion of the project within the Bonsall Community Plan is currently zoned Rural Residential (RR) Use Regulations and the portion within the North County Metropolitan Subregional Plan Area is currently zoned General Rural (S92), Rural Residential (RR), Extractive Use (S82), Office-Professional (C30) and General Commercial (C36) Use Regulations. However, because the project proposes a GPA and Specific Plan, the existing Zoning regulations are proposed to be amended to implement the GPA and Specific Plan.

The Zone Reclassification will change the existing Zoning Use Regulations for the entire project to Single-Family Residential (RS) Use Regulations, Open Space (S80) and General Commercial-Residential (C34) Use Regulations.

## 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 public roads, such as Deer Springs Road. The comments identified concerns with road improvements, traffic, and design modifications. These issues are addressed below.

## i. 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 will generate a total of 28,862 daily vehicle trips. The project assumed an overall 15.9-percent internal capture rate (project trips which remain within the project; Table 8-1 of the TIS) which resulted in 22,209 external trips (vehicle trips that will enter/exit the project).

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 SANTEC/ITE Guidelines.

The project's Traffic Impact Study (TIS) identified direct and cumulative traffic impacts to study area road segments and intersections located within the unincorporated County and City of San Marcos. In addition, direct and cumulative traffic impacts were identified to Caltrans I-15 and SR-78 facilities. The project's direct and cumulative traffic impacts and recommended mitigation measures are summarized in Table C-4.

### Horizon Year

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).

Under Option A, the project's GPA proposes to reclassify Deer Springs Road in the County's General Plan to be a 4.1A Major Road between Twin Oaks Valley Road and Sarver Lane, to a 2.1B Community Collector between Sarver Lane and Mesa Rock Road, and to a 4.1B Major Road between Mesa Rock Road and the I-15 Northbound Ramps. Option A will also amend Table M-4 of the Mobility Element to add Deer Springs Road from I-15 NB Ramps to North Centre City Parkway to the list of Accepted Roadway Classifications with Level of Service E/F. The project's proposed GPA will increase the potential trip generation of the project from 21,223 trips per day (current Mobility Element) to 22,209 external trips.

## ii. Deer Springs Road

Deer Springs Road is a County Mobility Element road. From 1967 until 2011, Deer Springs Road was classified a 4-lane Major Road in the County's Mobility Element Plan. As part of the 2011 General Plan Update, Deer Springs Road was upgraded from a 4-lane Major Road to a 6-lane Prime Arterial.

Issue: Deer Springs Road is currently a two-lane undivided road current operating at a congested LOS. The project will result in a direct impact to the Deer Springs Road corridor. Two road options are proposed for the segment of Deer Springs Road, Option A and Option B.

Under Option A, this significant impact will not be fully mitigated; the impact will remain significant and unavoidable. Under Option B, recommended by staff, the impact will be mitigated to less than significant.

If Option A is approved, prior to the issuance of the certificate of occupancy for the 58th EDU, the Project applicant, or its designee, shall widen Deer Springs Road between Sarver Lane and Mesa Rock Road to a San Diego County 2.1B Community Collector with a two-way center turn lane standards.

**OPTION A:** Improve an approximately 6,600-foot-long section of the segment of Deer Springs Road between Sarver Lane and Mesa Rock Road to a 2.1B Community Collector (two lanes of travel with a continuous center turn lane). The balance of the road southwest into the City of San Marcos and east to I-15, including its intersections with Sarver Lane and Mesa Rock Road, would be improved to a 4.1A Major Road (a four lane road with a raised median). As a result, Option A would reclassify Deer Springs Road in the Mobility Element of the County's General Plan from a 6.2 Prime Arterial (six-lane) to a 4.1A Major Road with Raised Median and a 2.1B Community Collector with Continuous Turn Lane classifications. The centerline of Deer Springs Road would be realigned to ensure a minimum 750-foot turning radii along the entire alignment.

If Option B is approved, prior to the issuance of the certificate of occupancy for the 58th EDU, the Project applicant, or its designee, shall widen Deer Springs Road to San Diego County 4.1B Major Road standards between Sarver Lane and Mesa Rock Road.

**OPTION B:** Construct the entire length of the road from the I-15 interchange to its intersection with Twin Oaks Valley Road as a four-lane road, with an approximately 7,600-foot-long section of the road between Sarver Lane and Mesa Rock Road as a 4.1B Major Road (four lanes of travel with a continuous center turn lane), and the balance of the road, including its intersections with Sarver Lane and Mesa Rock Road, as a 4.1A Major Road.

The applicant will be required to make off-site improvements and will require additional right-of-way on Deer Springs Road. It will be the applicant's responsibility to obtain right-of-way from these property owners. In the event that the applicant cannot obtain the required right-of-way, the County may enact eminent domain pursuant to Board of Supervisor Policy J-33.

Figure 16: Deer Springs Road near Deer Springs Place (Existing)

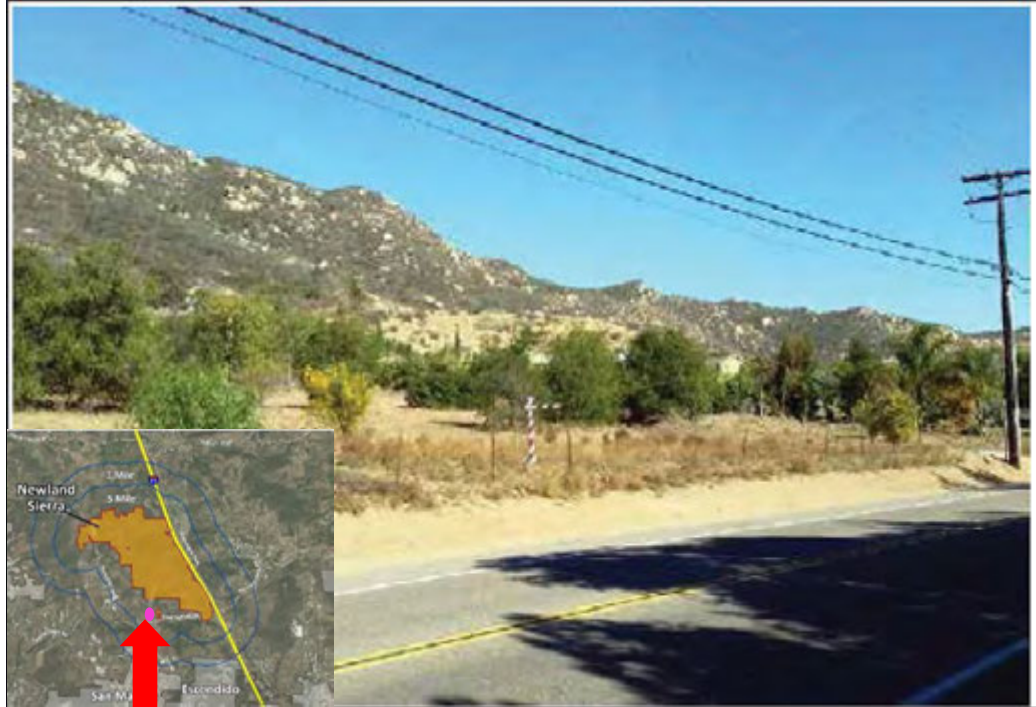


Figure 17: Deer Springs Road near Deer Springs Place (Option B)

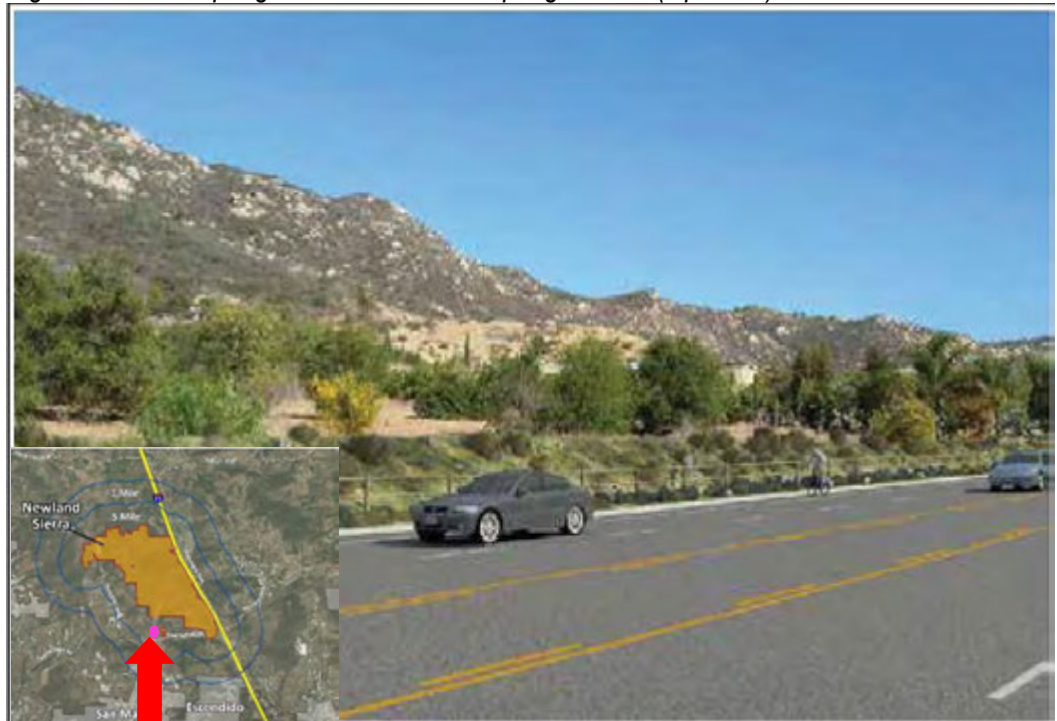




Figure 18: Deer Springs Road near Mesa Rock Road (Existing)

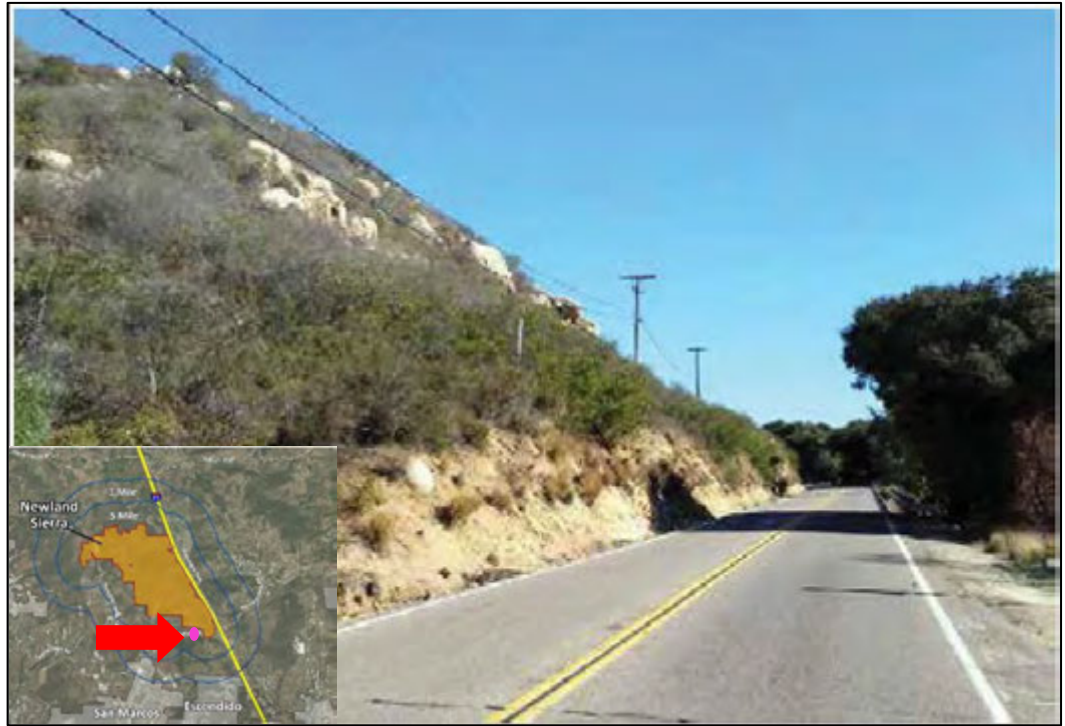


Figure 19: Deer Springs Road near Mesa Rock Road (Option B)



## **Staff Determination:**

Both Option A and Option B will provide increased capacity on Deer Springs Road when compared to existing conditions, although when considering LOS, only Option B will meet the County's LOS standards at project buildout and provide for adequate daily traffic operations.

### **iii. Camino Mayor**

One of the three access points provided to the project is located in the northwest portion of the project site, with access to North Twin Oaks Valley Road via Camino Mayor. As part of the project, the existing Camino Mayor dirt road east of North Twin Oaks Valley Road would be improved and connected to the project's internal roadway systems.

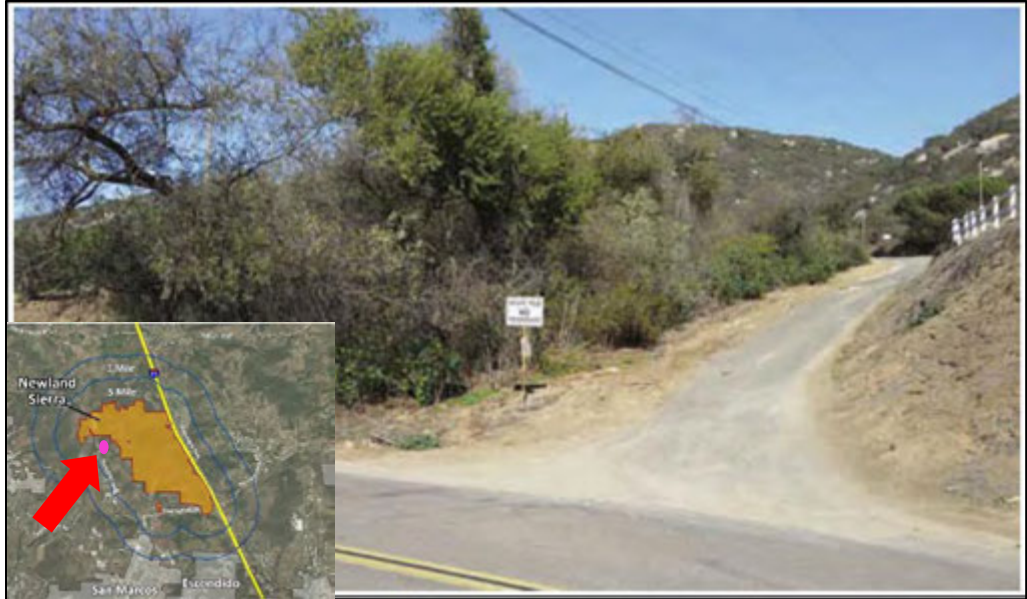
The alignment of Camino Mayor in its existing condition generally follows the alignment of the private road easements. The proposed alignment of Camino Mayor as shown on the Tentative Map also generally follows the alignment of the road's easements. Two additional alignments were considered in the EIR, Alignment 1 and Alignment 2, as follows:

Camino Mayor Alternative Alignment 1 would be directly north of the existing alignment and traverse through APN 174-300-21 to connect to the project site. Beginning at Camino Mayor's existing intersection with Twin Oaks Valley Road, this alternative would improve a small, approximately 400-foot-long segment of the road to just north of the shared driveway to APNs 174-300-24 and 174-300-23 and then divert away from the existing road easement onto APN 174-300-21. Camino Mayor Alternative Alignment 2 would stay entirely within the existing easements for Camino Mayor to the point at which it reaches the project site.

## **Staff Determination:**

Both Camino Mayor Alternatives will have all the same design details and standards as the proposed alignment described above. Staff recommends Camino Mayor Alignment 1 as the applicant currently holds an option to purchase the required area for this option.

*Figure 20: North Twin Oaks Valley Road near Camino Mayor (Existing)*



*Figure 21: North Twin Oaks Valley Road near Camino Mayor (Proposed)*



#### **iv. Design Modifications**

The public and private road standards allow for modifications (design modifications) 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 modifications to determine if they are appropriate based on the physical setting and to ensure they will not negatively impact traffic safety. Full descriptions of the requested design modifications can be found in the Newland Sierra Design Exception Requests dated June 2017. Attachment E includes the Newland Sierra - Design Exception

Requests letter dated June 14, 2018 and the Newland Sierra – Request for a Modification to Private Road Standards letter dated June 14, 2018 detailing staff's recommendations on the requested design modifications.

The Newland Sierra project includes 20 design modification requests for the following roadways: Mesa Rock Road Sections, Sarver Lane, Residential Collector Sections C1-C3, Residential Road Sections D1-D4 and E1-E2, Hillside Residential Street Sections F1-F2 and Alt. F2, Deer Springs Road Sections H1-H3, and Intersection Spacing. After review, County staff can support and recommend approval of all except two. County staff does not support modification requests Section H1 and Section H3 based on the following:

- a. Section H1: Staff does not support Section H1 as presented as an alternative for Deer Spring Road from Mesa Rock Road to 900 feet east of Sarver Lane. When presented to the Board and if the Board is to select the applicant's option, staff will request at a minimum, a raised median instead of a painted median be included as part of the section features for safety purposes with turn lanes and median openings allowed at appropriately determined locations and with the approval of the DPW Director or designee.
- b. Section H3: Staff does not support this alternative as presented with a painted median. Staff will be in support of a four-lane roadway with raised median. The raised median shall be of varying width (2-14') with turn lanes and median openings allowed at appropriately determined locations and with the approval of the Department of Public Works Director. The request for approval of design exception for the curve radius and the associated design speed is not applicable within this segment.



Figure 22: I-15 (Existing)



Figure 23: I-15 Proposed with Mature Landscaping (Proposed)



Figure 24: Deer Springs Road near Sarver Lane (Existing)

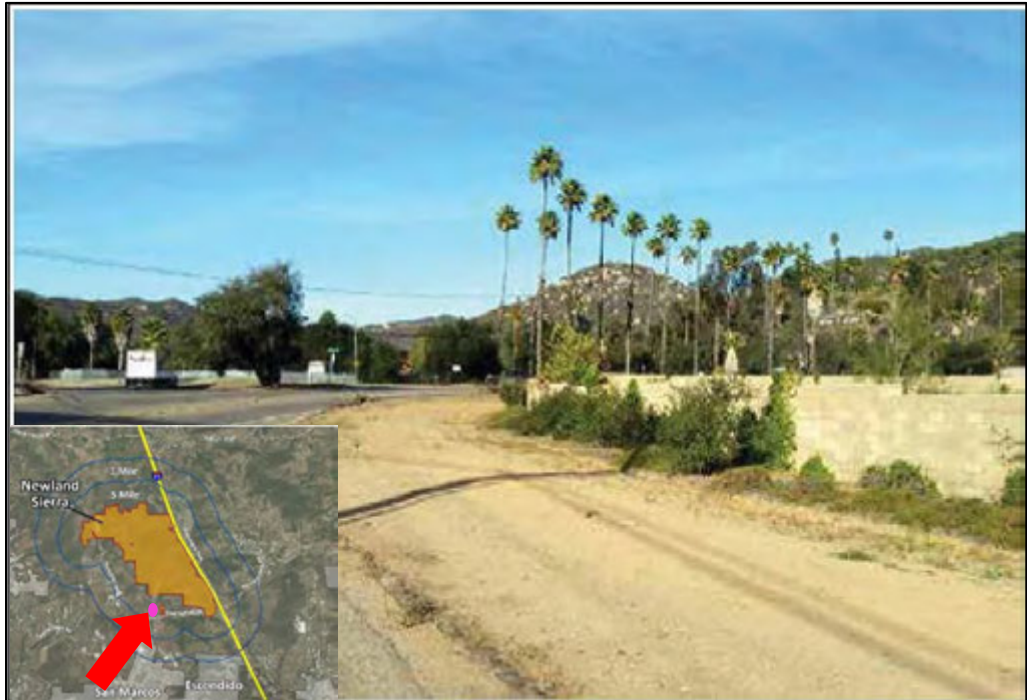


Figure 25: Deer Springs Road near Sarver Lane (Proposed)



Figure 26: Deer Springs Road near Sycamore Road (Existing)

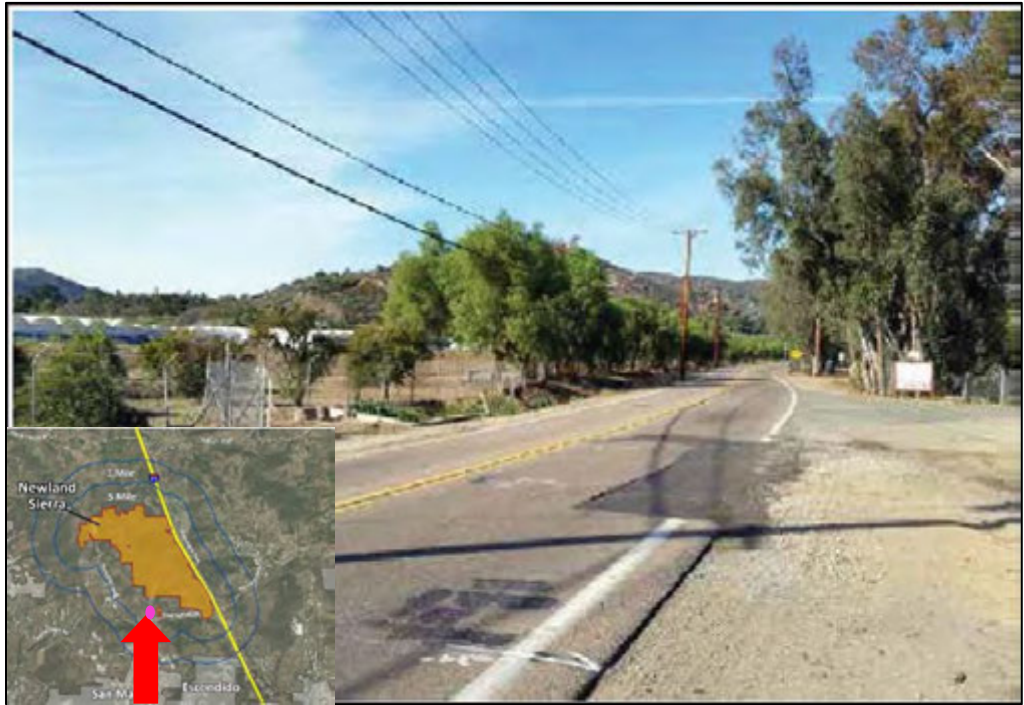


Figure 27: Deer Springs Road near Sycamore Road (Proposed)





Table C-3: Newland Sierra Traffic Impacts and Mitigation

Deer Springs Road			
Direct Impacts			
Impacted Segment or Intersection		Mitigation Measures	Jurisdiction
Segment	Twin Oaks Valley Road to Sarver Lane (D-10)	Widen Deer Springs Road to City of San Marcos 4-Lane Arterial standards b/t Twin Oaks Valley Road and the City Limits; San Diego County 4.1A Major Road standards b/t City Limits and Sarver Lane	City of San Marcos / San Diego County
	Sarver Lane to Mesa Rock Road (D-11)	<b>Option A:</b> Widen Deer Springs Road to San Diego County 2.1B Community Collector w/ a two way center turn lane b/t Sarver Lane and Mesa Rock Road; <b>Option B:</b> Widen Deer Springs Road to San Diego 4.1A Major Road Standards b/t Sarver Lane and Mesa Rock Road	San Diego County
	Mesa Rock Road to I-15 (D-12)	Widen Deer Springs Road to San Diego 4.1A Major Road Standards w/ auxiliary lanes b/t Mesa Rock Road and I-15	San Diego County
Intersection	I-15 NB Ramps (D-1)	Three-phase PSR process with Caltrans	Caltrans / San Diego County
	I-15 SB Ramps (D-2)	Three-phase PSR process with Caltrans	Caltrans / San Diego County
	Mesa Rock Road (D-3)	Reconstruct the intersection	San Diego County



	Sarver Lane (D-4)	Install traffic signal and reconstruct the intersection	San Diego County
<b>Cumulative Impacts</b>			
<b>Impacted Segment or Intersection</b>		<b>Mitigation Measures</b>	<b>Jurisdiction</b>
<b>Segment</b>	Twin Oaks Valley Road to Sarver Lane (C-12)	Same as Mitigation for D-10 & D-9	City of San Marcos / San Diego County
	Sarver Lane to Mesa Rock Road (C-13)	Same as Mitigation for D-11	San Diego County
	Mesa Rock Road to I-15 (C-14)	Same as Mitigation for D-12	San Diego County
<b>Intersection</b>	I-15 NB Ramps (C-1)	Same as Mitigation for D-1	Caltrans / San Diego County
	I-15 SB Ramps (C-2)	Same as Mitigation for D-2	Caltrans / San Diego County
	Mesa Rock Road (C-3)	Same as Mitigation for D-3	San Diego County
	Sarver Lane (C-4)	Same as Mitigation for D-4	San Diego County
	Sycamore Road (C-5)	Signalize this intersection	San Diego County

<b><i>Twin Oaks Valley Road</i></b>			
<b><i>Direct Impacts</i></b>			
<b><i>Impacted Segment or Intersection</i></b>		<b><i>Mitigation Measures</i></b>	<b><i>Jurisdiction</i></b>
<b>Segment</b>	Deer Springs Road to Buena Creek Road (D-13)	Widen Twin Oaks Valley Road to City of San Marcos 4-Lane Arterial standards; Significant and unavoidable	City of San Marcos
	Buena Creek Road to Cassou Road (D-14)	Same as Mitigation for D-6; pay a fair share to the City of San Marcos	City of San Marcos
<b>Intersection</b>	Deer Springs Road (D-5)	Reconstruct the intersection	City of San Marcos
	Buena Creek Road (D-6)	Reconstruct the intersection	City of San Marcos
<b><i>Cumulative Impacts</i></b>			
<b><i>Impacted Segment or Intersection</i></b>		<b><i>Mitigation Measures</i></b>	<b><i>Jurisdiction</i></b>
<b>Segment</b>	Deer Springs Road to Buena Creek Road (C-15, H-1, AH-2)	Same as Mitigation for D-13; Fair share	City of San Marcos
	Buena Creek Road to Cassou Road (C-16)	Same as Mitigation for D-14	City of San Marcos
	Richmar Avenue to San Marcos Boulevard (C-17)	Same as Mitigation for C-8	City of San Marcos
<b>Intersection</b>	Deer Springs Road (C-6)	Same as Mitigation for D-5	City of San Marcos
	Buena Creek Road (C-7)	Same as Mitigation for D-6	City of San Marcos

	San Marcos Boulevard (C-8)	Contribute a fair share towards installing a dedicated southbound right-turn lane and a third westbound left-turn lane at this intersection, with appropriate signal modifications	City of San Marcos
	Richmar Avenue (AH-1)	Fair share	City of San Marcos

<b><i>Buena Creek Road</i></b>			
<b><i>Direct Impacts</i></b>			
<b><i>Impacted Segment or Intersection</i></b>		<b><i>Mitigation Measures</i></b>	<b><i>Jurisdiction</i></b>
<b>Segment</b>	S. Santa Fe Avenue to Monte Vista Drive (D-15)	Same as Mitigation for D-7 & D-8	San Diego County
	Monte Vista Drive to Twin Oaks Valley Road (D-16)	Same as Mitigation for D-6 & D-9	San Diego County
<b>Intersection</b>	South Santa Fe Avenue (D-7)	Provide dedicated right-turn and left-turn lanes on southbound Buena Creek Road	San Diego County
	Monte Vista Drive (D-9)	Provide a traffic signal; or, Build a roundabout	San Diego County
<b><i>Cumulative Impacts</i></b>			
<b><i>Impacted Segment or Intersection</i></b>		<b><i>Mitigation Measures</i></b>	<b><i>Jurisdiction</i></b>

<b>Segment</b>	S. Santa Fe Avenue to Monte Vista Drive (C-18)	Same as Mitigation for D-7 & D-9	San Diego County
	Monte Vista Drive to Twin Oaks Valley Road (C-19)	Same as Mitigation for D-6 & D-9	San Diego County
<b>Intersection</b>	South Santa Fe Avenue (C-9)	Same as Mitigation for D-7	San Diego County
	Monte Vista Drive (C-11)	Same as Mitigation for D-9	San Diego County

<b>Robelini Drive</b>			
<b>Direct Impacts</b>			
<b>Impacted Segment or Intersection</b>		<b>Mitigation Measures</b>	<b>Jurisdiction</b>
<b>Segment</b>	Sycamore Avenue to South Santa Fe Avenue (D-17)	Widen Robelini Drive to four lanes; AND, acquisition of a minimum of 48 feet of additional right-of-way (4.1A Major Road Standard)	San Diego County
<b>Intersection</b>	South Santa Fe Avenue (D-8)	No feasible improvement available; Significant and unavoidable	San Diego County
<b>Cumulative Impacts</b>			
<b>Impacted Segment or Intersection</b>		<b>Mitigation Measures</b>	<b>Jurisdiction</b>



<b>Segment</b>	Sycamore Avenue to South Santa Fe Avenue (C-22)	Participate TIF	San Diego County
<b>Intersection</b>	South Santa Fe Avenue (C-10)	No feasible improvements that fully mitigate; Participate TIF	San Diego County

South Santa Fe Avenue			
Direct Impacts			
Impacted Segment or Intersection		Mitigation Measures	Jurisdiction
<b>Segment</b>	Woodland Drive to Buena Creek Road (D-18)	Same as Mitigation for D-7 ; Modify signal timing plan and the upgrade intersection signal equipment	San Diego County
Cumulative Impacts			
Impacted Segment or Intersection		Mitigation Measures	Jurisdiction
<b>Segment</b>	Woodland Drive to Buena Creek Road (C-23)	Participate TIF	San Diego County

Monte Vista Drive			
Cumulative Impacts			
<i>Impacted Segment or Intersection</i>		<i>Mitigation Measures</i>	<i>Jurisdiction</i>
<b>Segment</b>	Foothill Drive to Buena Creek Road (C-20)	Same as Mitigation for D-9	San Diego County

Gopher Canyon Road			
Cumulative Impacts			
<i>Impacted Segment or Intersection</i>		<i>Mitigation Measures</i>	<i>Jurisdiction</i>
<b>Segment</b>	Little Gopher Canyon Road to I-15 Ramps (C-21)	Participate TIF	San Diego County

<i>Interstate 15</i>		
<i>Direct Impacts</i>		
<i>Impact</i>	<i>Mitigation Measures</i>	<i>Jurisdiction</i>
Deer Springs Road to Pomerado Road (D-19)	Significant and unavoidable	Caltrans
<i>Cumulative Impacts</i>		
Old Highway 395 to Pomerado Road (C-24)	Significant and unavoidable	Caltrans

<i>State Route 78</i>		
<i>Cumulative Impacts</i>		
<i>Impact</i>	<i>Mitigation Measures</i>	<i>Jurisdiction</i>
Mar Vista Road to Sycamore Avenue (C-25)	Fair share payment to Caltrans for the planned improvement to add high-occupancy-vehicle (HOV) lanes in both directions on State Route 78	Caltrans

## **b. Facilities and Services**

### **Fire Service and Evacuation**

The project is within the Deer Springs Fire Protection District. DSFPD currently operates three fire stations, all of which could respond to a fire or medical emergency at the project. The project has prepared a Fire Protection Plan (FPP), which evaluates and identifies the potential fire risk associated with the proposed project's land uses and identifies the potential fire risk associated with the proposed project's land uses and identifies requirements for water supply, fuel modification and defensible space, access, building ignition and fire resistance, fire protection systems, and wildfire emergency pre-planning, among other pertinent fire protection criteria.

Staff has determined that the project complies with policy S-6.4 Fire Protection Services for Development, because fire and emergency services will be provided to the project within the five-minute travel time. Initial fire response for the improved portions of the Newland Sierra project area will be provided by DSFPD's Station 12, due to its proximities that enable response within five minutes travel to all improved areas. In addition to Station 12, Stations 11 and 13 can also respond to the project within 10 minutes to round out the effective firefighting force. In addition, San Marcos Fire Protection District and Escondido Fire Department, as well as other north county fire agencies, are parties to automatic aid or mutual aid agreements. These agreements provide additional resources during emergency conditions. Wildland areas adjacent to the project are the responsibility of CAL FIRE due to their State Responsibility Area designation. DSFPD, along with other area agencies, respond simultaneously with CAL FIRE for wildland fires through a coordinated local agency response system.

The project will increase demand on fire and emergency medical services; however, Station 12 has the capacity to provide service to and throughout the project in accordance with the County General Plan's five-minute threshold. The EIR determined that the project will not have a significant impact on fire protection services and facilities. The EIR's determination is based, in part, on the fact that payment of the required Fire Mitigation Fees will be satisfied by the project pursuant to a fire fee payment agreement. Newland Sierra, LLC and DSFPD have executed a fire fee payment agreement. Under the agreement, fire mitigation fees of \$2,468,732 paid to the County. In addition to the fire mitigation fees, the applicant shall pay an additional public benefit payment in the amount of \$2,010,834.

Based on the results of the FPP's analysis and findings, the following FPP mitigation measures will be implemented by the project:

- i. Preparation of a Construction Fire Prevention Plan detailing the important construction phase restrictions and fire safety requirements that will be implemented to reduce risk of ignitions and pre-plans for responding to an unlikely ignition.
- ii. Project buildings will be constructed of ignition resistant construction materials based on the latest Building and Fire Codes.



- iii. Fuel Modification will be provided throughout the perimeter of the project and will be 250 feet wide in most locations. Maintenance will occur as needed and the home owners association (HOA) will annually hire a 3rd party, qualified Fuel Modification Zone inspector to provide twice yearly (June 1st and October 1st) certification that it meets the requirements of the FPP.
- iv. Fire apparatus access roads will be provided throughout the community and will vary in width and configuration, but will all provide at least the minimum required unobstructed travel lanes, lengths, turnouts, turnarounds, and clearances.
- v. Firefighting staging areas/temporary refuge areas are available throughout the facility as well as along roadways and site green spaces.
- vi. Access to the project's open space area is provided via access points that are spaced, on average, every 650 lineal feet with a maximum of 1,300 feet.
- vii. Water capacity and delivery provide for a reliable water source for operations and during emergencies requiring extended fire flow.
- viii. A project-specific evacuation plan has been prepared for the project based on input and coordination with DSFPD and San Diego County Fire Authority (SDCFA).
- iv. The Community HOA will have an outreach and educational role to coordinate with DSFPD and the local Fire Safe Council, oversee landscape committee enforcement of fire safe landscaping, ensure fire safety measures detailed in the FPP have been implemented, and educate residents on and prepare facility-wide "Ready, Set, Go!" plans.

**Emergency Evacuation:** The community has expressed concerns that the proposed project will increase the number of people that will need to be evacuated during a wildfire event, and will increase the overall evacuation time. A Wildland Fire Evacuation Plan (Plan) has been prepared for the Newland Sierra Community, which was reviewed for accuracy by SDCFA and DSFPD. Although wildland fire and other emergencies are often fluid events and the need for evacuations are typically determined by on-scene first responders or emergency response teams, the Plan evaluated the project's impact on emergency evacuation. The Plan is not a requirement per CEQA and was not necessary to reach any of the significance conclusions in the EIR.

The Plan 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 Plan includes both primary and secondary evacuation routes. All proposed evacuation routes have been designed in accordance with the County Consolidated Fire Code and will comply with minimum horizontal radius, fall within the 20 percent maximum allowable grade, and meet or exceed the minimum paved width requirements. The 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.

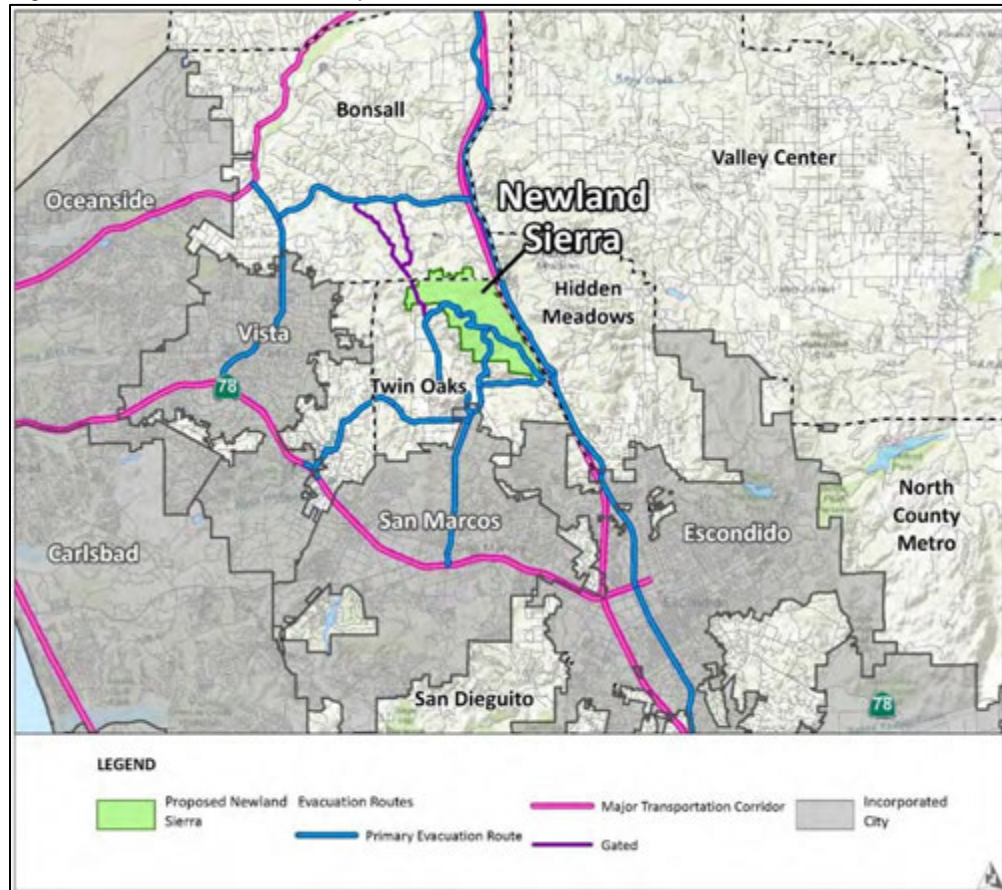
The project's primary evacuation routes are accessed through a series of internal neighborhood roadways and three access points. Based on the proposed road network, project residents can evacuate to the east, west and south of the project depending on the nature of the emergency. The primary evacuation routes for the project are:

1. **Egress to the south via Mesa Rock Road** – This is the primary Newland Sierra access road and connects with Deer Springs Road, which offers travel options to the west and south into San Marcos or to the east and then north or south on either the I-15 or Old Highway 395. Likely neighborhoods using this access during an evacuation include: Town Center, Mesa, Terraces, and Hillside.
2. **Egress to the south on Sarver Lane** - this secondary access road provides a route to Deer Springs Road at which point, travel to the west and south into San Marcos or east and then north or south (on I-15 or Old Highway 395) is possible. Likely neighborhoods using this access road during an evacuation are Valley, Knolls, and/or Mesa.
3. **Egress to the west via Camino Mayor** – This secondary access roads connect with North Twin Oaks Valley Road and provide southerly access to Twin Oaks Valley Road. Travel to the south to San Marcos on Twin Oaks Valley Road or Buena Creek Road or to the east via Deer Springs Road, and then north or south via I-15 or Old Highway 395 is available. Travel to the north on North Twin Oaks Valley Road may be directed by law enforcement. However, residents are not advised to utilize this route without law enforcement direction because it is a gated road and should not be assumed passable. In an emergency evacuation, any of the neighborhoods may be directed to utilize Camino Mayor, but based on proximity, Summit is the only neighborhood likely to use this route to North Twin Oaks Valley Road.

According to the Plan, the potential amount of time needed to evacuate the Newland Sierra Community, based on the planned roadway improvements, was conservatively calculated based on the following factors: 1) the internal roadway capacities, 2) three available egress routes with estimated 60% of vehicles (2,820) using Mesa Rock Road, 30% (1,410) using Sarver Lane, and 10% (470) using Camino Mayor, and 3) off-site roadway capacities.

Based on these factors and assumptions regarding neighborhood evacuation routes, it is estimated that the 2,820 vehicles anticipated to use Mesa Rock Road to the improved Deer Springs Road (minimum capacity of 3,200 vehicles), to I-15, can be evacuated from the project within, conservatively, 1.5 hours. Simultaneous evacuation of the estimated 1,410 vehicles via Sarver Lane (minimum capacity of 3,200 vehicles) to Deer Springs, to Twin Oaks Valley Road (minimum capacity of 5,600 vehicles) will require less than one hour. The 470 vehicles estimated to use Camino Mayor or the Camino Mayor alternative (minimum capacity of 1,000 vehicles) to North Twin Oaks Valley Road (minimum capacity of 1,350 vehicles) to Twin Oaks Valley Road (5,600 vehicles) will be approximately 30 minutes. Therefore, it is conservatively estimated that the community can be completely evacuated within 1.5 to two hours once notification has been provided.

Figure 28: Fire Evacuation Map



## Water Service

### Water Supply

A Water Supply Assessment (WSA) has been prepared for the project pursuant to State Law (SB 610/221) and has been certified by VWD. The WSA determined that the project will result in a net overall decrease in imported water demand compared to the existing general plan. The imported water demand for the project was specifically considered by VWD, County of San Diego and San Diego County Water Authority. The County independently evaluated and approved the study to ensure water availability.

The District's 2008 Master Plan used the 1979 County General Plan zoning to project a water demand of 1.74 million gallons per day (MGD) or 1,945 AFY; the 2014 Draft Master Plan Update and 2015 Urban Water Management Plan uses the 2011 County General Plan Update land use and revised unit water demand factors for a decreased water demand projection of 1.63 MGD or 1,825 acre-feet per year (AFY). As detailed below, the current zoning for the existing general plan would require a higher water demand for the project site than the proposed project.

Newland Sierra's water demand projections estimate that 1,624 AFY will be needed for the project before reductions are taken. The project proposes conservation measures that are estimated to reduce total water demand at Newland Sierra by up to 428 AFY to a demand of 1,196 AFY. Furthermore, the Water Conservation Demand Study (EIR Appendix T), which calculated the water savings achieved by implementing current state and local indoor and outdoor water conservation requirements within the project's Specific Plan and under a separate setting that involves taking "land use deductions," within which outdoor water uses are eliminated for open space and non-irrigated fuel modification zones. Under this methodology, water demand dropped by an additional 326 AFY, resulting in a total water demand of 870 AFY for the project. This reduced water demand represents a 46 percent reduction in water use compared with the Water Supply Assessment estimate, and a 52 percent reduction in water use compared with VWD's draft 2014 Master Plan. The project would require 870 AFY.

### c. Biological Resources

The project site is located within the northern portion of the Merriam Mountains, a narrow chain of low mountains generally running north/south, with east/west-trending ridgelines and scattered peaks. These mountains originate near the northern end of the City of Escondido and are bordered by Gopher Canyon Road to the north, I-15 to the east, and Twin Oaks Valley Road to the west. Much of the northern two-thirds of the Merriam Mountains have a high habitat value due to their undeveloped nature and potential to provide a major block of habitat that could contribute to regional conservation planning. The site contains natural features of scenic and biological value, including rugged topography and rock outcroppings. Elevations on the project site range from approximately 660 feet above mean sea level (AMSL) along Twin Oaks Valley Road traversing the northwestern portion of the site to 1,750 AMSL directly northeast of Twin Oaks Crest Drive.

The County has included the project site as a hardline project in the draft North County Multiple Species Conservation Program (MSCP). Hardline projects designate specific areas for development and conservation within the project boundaries. The previous Merriam Mountain project successfully negotiated a hardline design with the California Department of Fish and Wildlife (CDFW) and United States Fish and Wildlife Service (USFWS).

Biological resources on the project site were evaluated through assessment of existing vegetation communities, plant species, and wildlife species. Biological surveys were conducted from 2000 to 2017 and included vegetation mapping; focused rare plant surveys; a jurisdictional delineation; a nesting raptor survey; a reptile habitat assessment; wildlife crossing and culvert review; and focused surveys for burrowing owl (*Athene cunicularia*), least Bell's vireo (*Vireo bellii pusillus*), southwestern willow flycatcher (*Empidonax traillii extimus*), coastal California gnatcatcher (*Poliophtila californica californica*), and Harbison's dun skipper (*Euphyes vestris harbisoni*). Additionally, a review of winter puddles was conducted, including surveys for listed large branchiopods (fairy shrimp) in January and February 2017.

Based on the surveys conducted, eight special-status plants and 20 special-status wildlife species, including one federally and state-listed species, coastal California gnatcatcher,

were identified onsite. Development of the project and off-site impact areas, as proposed, will result in potentially significant direct and/or indirect effects to special-status plant species; special-status wildlife species; special-status vegetation communities; and jurisdictional resources, including County RPO wetlands and wetland buffers.

Coastal sage scrub is a classified vegetation by CDFW and United States Fish and USFWS that provides foraging value and critical habitat for the coastal California gnatcatcher. In order for the proposed project to obtain approval for the loss of coastal sage scrub and any associated incidental take of coastal California gnatcatcher through the County's Section 4(d) Habitat Loss Permit (HLP) process, the proposed project must demonstrate conformance with overall programmatic goals and policies established for the San Diego County Natural Community Conservation Planning (NCCP) subregion and make the specific findings applicable to issuance of an HLP. A draft HLP was circulated for public review and can be found in Attachment G.

Based upon the surveys prepared for the Newland Sierra project, the project will result in potential impacts as follows:

- i. Impacts to the following habitats: coastlive oak woodland, coastal sage scrub, disturbed coastal sage scrub, granitic southern mixed chaparral, scrub oak chaparral, disturbed habitat, RPO wetland buffers, southern coast live oak riparian forest, disturbed wetland, mulefat scrub, southern willow scrub, eucalyptus, non-native grassland, flat-topped buckwheat – disturbed, mafic southern mixed chaparral, coast live oak woodland, freshwater marsh, southern coast live oak riparian forest, orchard and vineyards, and arundo-dominated riparian.
- ii. Impacts to the following Special-Status plant species: orcutt's brodiaea (*Brodiaea orcutti*), summer holly (*comarostaphylis diversifolia* ssp. *diversifolia*), Ramona horkelia (*horkelia truncate*), munz's sage (*salvia munzii*), chaparral rein orchid (*piperia cooperi*), Engelmann oak (*quercus engelmannii*), and ashy spike-moss (*selaginella cinerascens*).
- iii. Impacts to the following County Group I and II wildlife species and their habitat: coastal whiptail (*aspidoscelis tigris stejnegeri*), blainville's horned lizard (*phrynosoma blainvillei*), coast patch-nosed snake (*salvadora hexalepis virgulata*), red-diamond rattlesnake (*crotalus ruber*), San Diego ringneck snake, belding's orange-throated whiptail, Coronado skink (*plestiodon skiltonianus*), bell's sparrow (*artemisiospiza bellii*), cooper's hawk (*accipiter cooperii*), sharp-shinned hawk (*accipiter striatus*), mule deer (*odocoileus hemionus*), red-shouldered hawk (*buteo lineatus*), turkey vulture (*cathartes aura*), northern harrier (*circus cyaneus*), coastal California gnatcatcher (*polioptila californica californica*), yellow warbler (*setophaga [dendroica] petechia brewsteri*), San Diego desert woodrat (*neotoma lepida intermedia*), northwestern San Diego pocket mouse (*chaetodipus fallax fallax*), and western bluebird (*sialia mexicana*).

Although the southern portion of the site will be developed, approximately 1,209 acres (61% of the project site) would be endowed and managed onsite as permanent open space. The location of this proposed open space is shown in Figure 29. This open space will form a centroid of habitat connectivity to the north, south, east, and west, thereby retaining



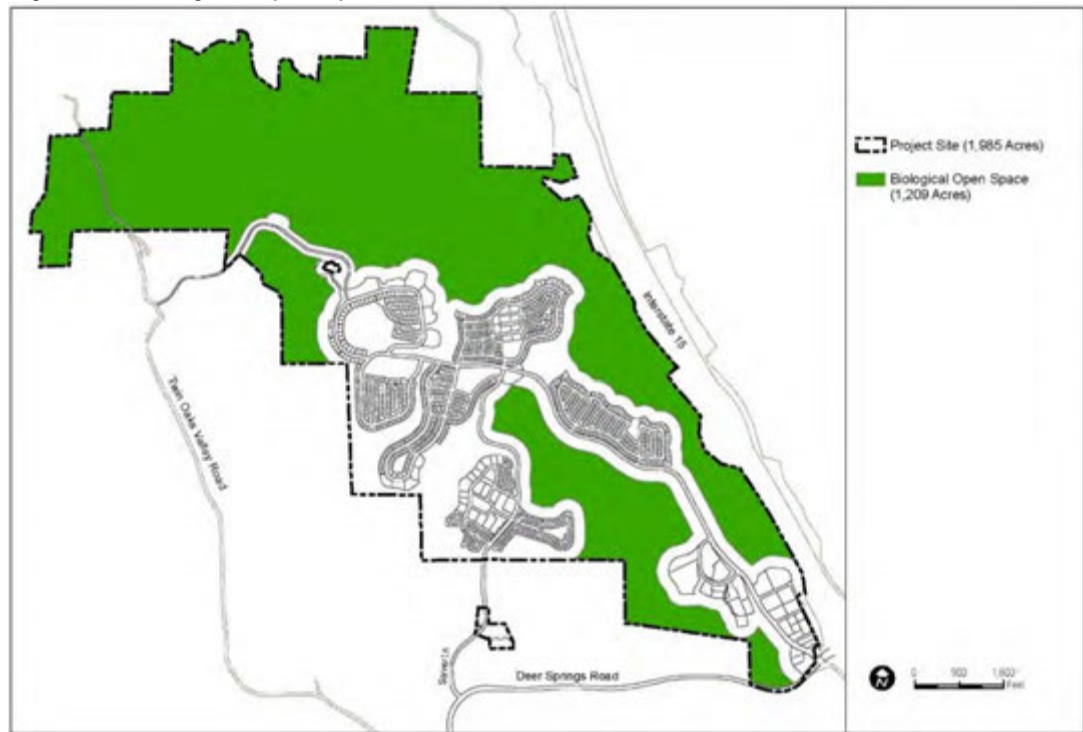
connectivity of currently undeveloped landscapes throughout and surrounding proposed development. The proposed open space design also includes a diverse array of environmental features including ridgetops, hill tops, and rocky outcrops. Although small mammals may regularly utilize the dense chaparral occurring on the site, larger mammals such as mule deer and coyote are expected to utilize dirt trails and riparian corridors occurring throughout the open space as their primary means of travel. Similarly, small wildlife species will continue to utilize the dense chaparral and dirt trails within the proposed open space. By developing the site into one single development, the project will prevent the future construction of single family residences on the 33 existing legal lots that make up the site as well as the future subdivision of all or some of the 33 lots. If each of the individual on-site lots were developed with single-family residences, subdivided or planted with agriculture, open space preservation and connectivity values of the site would be greatly diminished.

In addition to the conservation of onsite open space, to mitigate for impacts of the project on biological resources, the following measures, as further detailed in the Draft Final EIR, will become conditions of approval of the project:

- i. Offsite Habitat Preservation (212 acres of habitat located within a draft Pre-Approved Mitigation Area (PAMA) of the draft North County MSCP)
- ii. Limited Building Zones (LBZ)
- iii. Open Space Fencing and Signage
- iv. Preparation of a Resource Management Plan
- v. Wetland Mitigation and Preparation of a Revegetation Plan
- vi. Invasive Species Prohibition
- vii. Control of Invasive Species
- viii. Biological Monitoring
- ix. Preparation of a Lighting Plan
- x. Horkelia Relocation Plan
- xi. Breeding Season Avoidance
- xii. Preparation of a Fire Protection Plan

With the implementation of the mitigation detailed above, the Newland Sierra project will have a less than significant impact on biological resources.

Figure 29: Biological Open Space



### 3. California Environmental Quality Act (CEQA) Compliance

The project has been reviewed in compliance with the CEQA. A Notice of Preparation (NOP) for an EIR was circulated from February 12, 2015 to March 16, 2015. A Draft EIR was prepared for this project and was circulated for a 60 day public review period from June 15, 2017 to August 14, 2017. The County held two public meetings during the EIR process, including an NOP meeting on March 16, 2015 and an EIR meeting on July 18, 2017.

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 G – Environmental Documentation:

- a. Aesthetics
- b. Air Quality
- c. Mineral Resources
- d. Noise
- e. Population and Housing
- f. Transportation and Traffic

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

- a. Air Quality
- b. Agricultural Resources
- c. Biological Resources

- d. Cultural Resources
- e. Geology and Soils
- f. Greenhouse Gas Emissions
- g. Hazards and Hazardous Materials
- h. Paleontological Resources
- i. Utilities and Service Systems

During public review, the County received extensive public comments on the Draft EIR. Staff's responses to the public comments are included in the Draft Final EIR, which is on file with PDS under PDS2015-ER-15-08-001 (Attachment B).

### **Significant and Unavoidable Impacts**

#### **a. Aesthetics**

**Visual Character or Quality (direct):** The visual change associated with removal of existing vegetation and alteration of existing terrain to accommodate proposed residential, commercial, and educational land uses and associated infrastructure will be most evident as viewed from locations in the viewshed located east of project. From this viewshed, the introduction of project elements will result in an adverse change to the primarily undisturbed chaparral-covered hill and valley terrain visual character of the project site. Level of contrast associated with development of the proposed project, and implementation of roadway improvements along the identified segment of Deer Springs Road, will significantly alter the current visual character of the project site.

**Visual Character or Quality (cumulative):** The cumulative projects will combine with the proposed project to change the existing composition of the visual environment. With implementation of the identified projects and the proposed project, the area will transition from primarily agriculture and rural residential land use development pattern to a more urban pattern of development. Physical changes associated with vegetation removal, grading, and the addition of residential development will adversely affect the viewshed.

#### **b. Air Quality**

**Conformance to Regional Air Quality Strategy (direct):** The project will result in a more intense land use and will generate greater operational trips than those land uses currently allowed under the existing General Plan. As the proposed project will contribute to local population and employment growth and associated VMT that is not anticipated for the project in the existing General Plan, the proposed project is not accounted for in the SIP and RAQS, and the proposed project potentially will not be consistent with local air quality plans. The impact will be eliminated once the SDAPCD completes a future update to the RAQS, which will be based on updated SANDAG population and growth projections for the region. Mitigation measure M-AQ-1 is provided to ensure population growth and vehicle trips generated from the proposed project are provided to SANDAG for incorporation into the future RAQS update. This update will likely occur following project approval; therefore, at this time the impact is considered potentially significant.

**Conformance to Air Quality Standards—Construction (direct and cumulative):** Daily construction emissions will exceed the thresholds for VOC, NO<sub>x</sub>, CO, PM<sub>10</sub> and PM<sub>2.5</sub>. Mitigation measures were identified and shall be implemented during each phase of construction in order to minimize emissions to the extent feasible. These measures include, but are not limited to, the use of Tier 4 construction equipment, electrical or natural gas-powered equipment where feasible, a construction worker ridership plan, and a fugitive dust control plan. Although mitigation was identified, the Draft Final EIR determined direct impacts will be significant and unavoidable. In addition, when considered in combination with reasonably foreseeable future projects under the cumulative scenario, impacts will be significant and unavoidable.

**Conformance to Air Quality Standards—Operation (direct and cumulative):** Daily operational emissions will exceed the thresholds for VOC, CO, PM<sub>10</sub> and PM<sub>2.5</sub>. Mitigation measures were identified and shall be implemented. These measures include, but are not limited to, preferential parking for electric vehicles, the provision of educational materials regarding alternative transportation for future residents and tenants, and the provision of a loading dock with electrical hook-up to power refrigerated trucks (to reduce idling time at commercial sites that use refrigeration). Although mitigation was identified, the Draft Final EIR determined direct impacts will be significant and unavoidable. In addition, when considered in combination with reasonably foreseeable future projects under the cumulative scenario, impacts will be significant and unavoidable.

#### c. Mineral Resources

**Loss of Availability of Mineral Resources:** The proposed project will result in the loss of availability of approximately 156.8 acres of Mineral Resource Zone (MRZ-2) designated land, which means adequate information indicates significant mineral deposits are present in the area, or a high likelihood exists for their presence. As no measures that will mitigate impacts to below a level of significance for the loss of availability of mineral resources have been found to be feasible, impacts will be significant and unavoidable.

#### d. Noise

**Traffic Noise Levels (cumulative):** Noise level increases resulting from increased traffic along Deer Springs Road at the residence northeast of Golden Door will be 3 decibels under Deer Springs Road Option B. No feasible mitigation measures exist to reduce identified impacts below a level of significance. Therefore, impacts will be significant and unavoidable.

#### e. Population and Housing

**Induce Substantial Population Growth (direct):** The proposed project will induce substantial population growth because it will exceed planned residential and population growth in the area, result in land uses that could provide economic stimulus, and expand roadways that will accommodate higher capacities and improve accessibility, consistent with the County General Plan Mobility Element. No feasible mitigation measures exist to reduce identified impacts below a level of significance. Therefore, impacts will be significant and unavoidable.

**Induce Substantial Population Growth (cumulative):** The proposed project, in combination with the cumulative projects, will result in substantial population growth. No feasible mitigation measures exist to reduce identified impacts below a level of significance. Therefore, impacts will be significant and unavoidable.

**f. Transportation and Traffic**

**County of San Diego Intersection Level of Service (LOS) (direct):** The proposed project will result in a significant impact on the LOS at seven intersections (see Table S-1 of the DEIR). With the implementation of the project's improvements, six of the intersection impacts would be mitigated to less than significant. One intersection mitigation measure is considered infeasible and the impact is considered significant and unavoidable.

**County of San Diego Street Segment LOS (direct):** The proposed project will result in a significant impact on the LOS at seven street segments (see Table S-1 of the DEIR). With the implementation of the project's improvements, four of the street segment impacts would be mitigated to less than significant. Two of the street segment mitigation measures are considered infeasible and the impacts is considered significant and unavoidable. One segment is under Caltrans' jurisdiction and is subject to the Caltrans' review and approval. For this reason, this one segment impact is considered significant and unavoidable. For Option A, the project would result in a significant and unavoidable impact to the segment of Deer Springs Road between Sarver Lane and Mesa Rock Road.

**County of San Diego Intersection LOS (cumulative):** The proposed project will result in a cumulatively considerable impact on the LOS at six intersections (see Table S-1 of the DEIR). With the project's proposed mitigation measures, all of the intersection impacts would be mitigated to less than significant.

**County of San Diego Street Segment LOS (cumulative):** The proposed project will result in a cumulatively considerable impact on the LOS at seven street segments (see Table S-1 of the DEIR). With the project's proposed mitigation measures, six of the segment impacts would be mitigated to less than significant. One segment is under Caltrans' jurisdiction and is subject to the Caltrans' review and approval. For this reason, this one segment impact is considered significant and unavoidable.

The project will also impact additional intersections and segments within the jurisdictions of Caltrans and San Marcos. The project applicant and the County have coordinated with Caltrans and City of San Marcos to develop mitigation measures (portion of County TIF/fair share contribution and physical improvements) that are anticipated to address the impacts and the County required the improvements as conditions of the project, subject to the review and approval of Caltrans and San Marcos. However, the facilities that are under the jurisdiction of other agencies (Caltrans and City of San Marcos) and are outside of the County's control to implement. Therefore, from a CEQA standpoint, impacts to Caltrans facilities and City of San Marcos jurisdiction will remain significant and unavoidable.



### **City of San Marcos**

**City of San Marcos Intersection Level of Service (LOS) (direct):** The proposed project will result in a significant impact on the LOS at two intersections (see Table S-1 of the DEIR). Although mitigation was identified for each intersection, the timing and implementation of these improvements are under the city's jurisdiction and they are subject to the city's review and approval. For this reason, these impacts are considered significant and unavoidable.

**City of San Marcos Street Segment LOS (direct):** The proposed project will result in a significant impact on the LOS at two street segments (see Table S-1 of the DEIR). Although mitigation was identified for each intersection, the timing and implementation of these improvements are under the city's jurisdiction and they are subject to the city's review and approval. For this reason, these impacts are considered significant and unavoidable.

**City of San Marcos Intersection Level of Service (LOS) (cumulative):** The proposed project will result in a significant impact on the LOS at three intersections (see Table S-1 of the DEIR). Although mitigation was identified for each intersection, the timing and implementation of the improvements or fair share payment are under the city's jurisdiction and they are subject to the city's review and approval. For this reason, these impacts are considered significant and unavoidable.

**City of San Marcos Street Segment LOS (cumulative):** The proposed project will result in a significant impact on the LOS at three street segments (see Table S-1 of the DEIR). Although mitigation was identified for each intersection, the timing and implementation of the improvements or fair share payment are under the city's jurisdiction and they are subject to the city's review and approval. For this reason, these impacts are considered significant and unavoidable.

**City of San Marcos Roadway Network (cumulative):** The proposed project will result in a cumulatively considerable impact on one roadway segment and one intersection along Twin Oaks Valley Road under the City of San Marcos Horizon Year 2035, Full Road Network Buildout. Mitigation will also reduce the significant cumulative impacts to a less-than-significant level. However, as the timing and implementation of mitigation is under the jurisdiction and control of the City of San Marcos and, thereby, subject to their concurrence and approval, impacts will be significant and unavoidable.

### **Caltrans Facilities**

**Freeway Segment LOS (direct):** The proposed project will result in a significant impact on the LOS at one freeway segment: I-15 from Deer Springs Road to Pomerado Road. Direct impacts to the I-15 mainline (Caltrans facility) will 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.

**Freeway Ramp Intersections LOS (direct):** The proposed project will result in a significant impact on the LOS at two freeway ramp intersections at Deer Springs Road (Caltrans facility). Although mitigation was identified for each intersection, the timing and

implementation of the improvements are under the Caltrans' jurisdiction and they are subject to the Caltrans' review and approval. For this reason, these impacts are considered significant and unavoidable.

**Freeway Segment LOS (cumulative):** The proposed project will result in a cumulatively considerable impact on the LOS at two freeway segments (see Table S-1 of the DEIR). Cumulative impacts to the Caltrans freeway segments will 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.

**Freeway Ramp Intersections LOS (cumulative):** The proposed project will result in a significant impact on the LOS at two freeway ramp intersections at Deer Springs Road (Caltrans facility). Although mitigation was identified for each intersection, the timing and implementation of the improvements are under the Caltrans' jurisdiction and they are subject to the Caltrans' review and approval. For this reason, these impacts are considered significant and unavoidable.

## Vehicle Miles Traveled (VMT)

Each element of the proposed Transportation Demand Management (TDM) Program was evaluated to determine the VMT reduction attributable to its implementation as well as the project's land uses. As a result of this evaluation, it was determined the project would achieve an 11.1 percent reduction in overall VMT. This 11.1 percent reduction in VMT was directly applied to reduce the project's mobile emissions.

The TDM Program would include, but is not limited to, the following:

- i. Develop a comprehensive trail network designed to provide multi-use trails between the various project components, land uses, parks/open spaces, school site, and the Town Center. The trails network will provide connections to the various recreational trails and multimodal facilities accessing the project. Additionally, the loop road includes five-foot wide bike lanes on both sides of the roadway.
- ii. Provide bicycle racks along main travel corridors, adjacent to commercial developments, at public parks and open spaces, and at retail and multi-family buildings within the project.
- iii. Implement a shuttle system that connects the various project neighborhoods to the Town Center and to external transit facilities and resources such as the park and ride lots and the Escondido Transit Center.
- iv. Implement an electric bike-share program to further link the project neighborhoods to one another and to reduce motorized vehicle trips. The bike share program includes the placement of eight kiosks throughout the Community. Electric bikes can be taken from one kiosk and left at another to promote sustainable transportation between neighborhoods. It is anticipated that each kiosk will contain 10 to 20 electric bikes.

The TDM Program is described in final draft EIR Table 2.7-7.

### **Less Than Significant Impacts (With Mitigation)**

Impacts for the following issue areas will be reduced to less than significant with the incorporation of required mitigation measures: agricultural resources, biological resources, cultural resources, geology and soils, greenhouse gas emissions, hazards/hazardous materials, paleontological resources, and utilities and service systems.

## **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 C-3: Applicable Regulations*

<b>County Regulation Policy</b>	<b>Explanation of Project Conformance</b>
1. San Diego County Consolidated Fire Code	<p>A FPP was prepared for the project and was approved by the DSFPD. The FPP will ensure that the project will 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"> <li>• Fuel Modification Zones</li> <li>• Ignition-resistance construction</li> <li>• Fire sprinklers in all structures</li> <li>• Access roads constructed to Fire Code Standards</li> <li>• Water supply and fire hydrants</li> <li>• Secondary access</li> <li>• Evacuation Plan</li> <li>• Community HOA outreach and educational coordination</li> </ul>

County Regulation Policy	Explanation of Project Conformance
2. Resource Protection Ordinance (RPO)	<p>The project includes a proposed amendment to the RPO that will exempt the project from the requirements of the ordinance through implementation of a resource protection plan (RPP). The project's RPP serves as the functional equivalent of the County RPO for the proposed project. The RPP is a comprehensive planning document addressing the preservation, enhancement, and management of sensitive resources (habitat, wetlands, slopes, cultural) within the 1,985-acre project. It was designed specifically for the proposed project as it relates to biological resources. The RPP provides assurances and funding for long-term resource protection, management, restoration, and enhancement of the proposed biological open space. As part of the proposed project, the on-site preserve will consist of 1,209.1 acres.</p> <p>The project contains 1,086 acres of steep slopes as defined by the RPO. The project will encroach into 148 acres of the 1,086 acres of steep slopes (13.6 percent), which will exceed the maximum encroachment allowed pursuant to the RPO (10 percent), however, the project is consistent with Section 86.604.e.2.cc which allows encroachment into steep slope lands to avoid impacts to significant environmental resources that cannot be avoided by other means. In addition, the project will not impact any floodway/floodplains.</p>
2. Watershed Protection Ordinance (WPO)	Stormwater Management Plans have been prepared for the project that comply with the WPO.
3. Habitat Loss Permit (HLP) Ordinance	Implementation of mitigation for impacts to Diegan Coastal Sage Scrub will ensure that the proposed project will comply with the Habitat Loss Permit Ordinance.

County Regulation Policy	Explanation of Project Conformance
4. Light Pollution Code	Project lighting will conform to the lamp type and shielding requirements as well as the hours of operation in the Light Pollution Code.
5. Noise Ordinance	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.
6. 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, enhance or improve the physical features of the area consistent with providing building sites. The project will 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 VWD for sewer and water, DSFPD for fire, and SMUSD, EUSD, and EUHSD for school services. Therefore, the project complies 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.

### **i. Public Review**

During the public review period of the Draft EIR, a total of 454 comment letters were received. Please see Attachment B for the Draft Final EIR and responses to comments. Responses to comments received during the public review period can be found in the Draft Final EIR on file under PDS2015-ER-15-08-001.

### **ii. Other Public Correspondence**

In addition to the comment letters received during the public review period of the Draft EIR, the County received a number of additional comment letters during the processing of the project and outside of the public review period of the Draft EIR. Copies of these comment letters are provided in Attachment D. These comment letters range from general comments on the merits of the project to detailed comment letters on specific issue areas. The County has reviewed each of these comment letters and has determined that they do not raise any new issues that have not been considered in the evaluation of the project or CEQA analysis. Responses to these comments are being prepared.

## **E. COMMUNITY PLANNING GROUPS AND DESIGN REVIEW BOARD RECOMMENDATIONS**

The proposed project is located within the Twin Oaks Valley, Hidden Meadows and Bonsall Community Planning Areas. The project is also subject to the I-15 Design Review Guidelines because it proposes development visible from the I-15.

### **1. Twin Oaks Valley Community Sponsor Group**

The Twin Oaks Valley Community Sponsor Group (TOVCSG) considered or discussed the Newland Sierra project at a total of six sponsor group meetings. On July 19, 2017, TOVCSG recommended denial of the project with a vote of 4-0-0-0. TOVCSG attached comments explaining their recommendation. The TOVCSG identified concerns regarding traffic, water availability, community character impacts, fire, noise pollution, light pollution and school impacts.

### **2. Bonsall Community Planning Group**

The Bonsall Community Planning Group (BCPG) considered or discussed the Newland Sierra project at a total of seven planning group meetings. On August 1, 2017, BCPG voted to recommend denial of the project with a vote of 6-0-0-1. The BCPG provided comments explaining their recommendation. The BCSG identified concerns regarding traffic along Twin Oaks Valley Road, fire protection, lack of conformance to the County General Plan, safety, and the proposed blasting onsite.

### **3. Hidden Meadows Community Sponsor Group**

The Hidden Meadows Community Sponsor Group (HMCSG) considered or discussed the Newland Sierra project at a total of six sponsor group meetings. On April 26, 2018, HMCSG recommended denial of the project with a vote of 6-0-0-3. The HMCSG provided comments explaining their recommendation and concerns regarding evacuation routes.

#### 4. Interstate 15 Design Review Board

The Interstate 15 Design Review Board (I-15 DRB) considered or discussed the Newland Sierra project at a total of three board group meetings. On April 21, 2016, the I-15 DRB voted 2-1-0 to recommend the I-15 reconfiguration areas be deducted from the I-15 DRB review area and assigned to the Twin Oaks Community Sponsor Group, and for parcels to have the B-Designator remain.

#### F. STAFF RECOMMENDATIONS

Staff recommends that the Planning Commission make the following recommendations to the Board of Supervisors:

- a. Adopt the the California Environmental Quality Act (CEQA) Findings, which include the certification and findings regarding significant effects of the project, the mitigation and monitoring program, the Statement of Overriding Considerations, and certify the Environmental Impact Report (EIR), REF: PDS2015-ER-15-08-006 (Attachment G).

- b. Adopt the Resolution approving General Plan Amendment PDS2015-GPA-15-001 (Attachment H) for the reasons stated therein and discussed in this report.

Deer Springs Option B including a raised median as described in this report.

- c. Adopt the Resolution approving Specific Plan PDS2015-SP-15-001 (Attachment I) for the reasons stated therein and discussed in this report.

Deer Springs Option B including a raised median as described in this report.

Camino Mayor Alternative Alignment Option #1 as described in this report.

- d. Adopt the Ordinance titled, ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE NORTH COUNTY METROPOLITAN SUBREGIONAL PLAN AND BONSALL COMMUNITY PLAN), REF: PDS2015-REZ-15-001 (Attachment J).

- e. Adopt the Ordinance titled, ORDINANCE AMENDING THE RESOURCE PROTECTION ORDINANCE (RPO) (Attachment M).

- f. Adopt the Resolution of Approval for Tentative Map PDS2015-TM-5579 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 K).

Deer Springs Option B including a raised median as described in this report.

Camino Mayor Alternative Alignment Option #1 as described in this report.

- g. Adopt the Statement of Reasons to permit the proposed use and extinguish access to mineral resources of statewide significance as required by Sections 2762 and 2763 of the California Surface Mining and Reclamation Act (Attachment L).
- h. Direct staff to update the Transportation Impact Fee (TIF) Program to incorporate the Newland Sierra General Plan Amendment.

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***Report Prepared By:***

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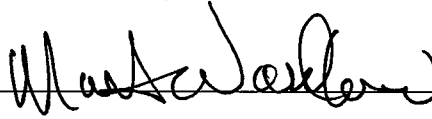
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***Report Approved By:***

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AUTHORIZED REPRESENTATIVE:

A handwritten signature in black ink, appearing to read "Mark Wardlaw", is written over a horizontal line.

MARK WARDLAW, DIRECTOR

**ATTACHMENTS**

Attachment A – Specific Plan  
Attachment B – Environmental Impact Report (EIR)  
Attachment C – General Plan Consistency Table  
Attachment D – Public Documentation  
Attachment E – Planning Documentation  
Attachment F – Environmental Findings  
Attachment G – Environmental Documentation  
Attachment H – Resolution Approving General Plan Amendment PDS2015-GPA-15-001  
Attachment I – Resolution Approving Specific Plan PDS2015-SP-15-001  
Attachment J – Ordinance Approving PDS2015-REZ-15-001  
Attachment K – Resolution Approving PDS2015-TM-5579  
Attachment L – Statement of Reasons  
Attachment M – Resource Protection Ordinance Amendment Form of Ordinance  
Attachment N – Merriam Mountain Project Comparison  
Attachment O - Ownership Disclosure