



The County of San Diego

Planning Commission Hearing Report

Date:	October 19, 2018	Case/File No.:	Otay Ranch Village 14 and Planning Areas 16 & 19: PDS2016-GPA-16-008, PDS2016-SP-16-002, PDS2016-REZ-16-006, PDS2016-TM-5616, and PDS2016-ER-16-19-006
Place:	County Conference Center 5520 Overland Avenue San Diego, CA 92123	Project:	Master Planned Community consisting of 1,119 dwelling units; up to 10,000 square feet of neighborhood commercial; joint use Fire Station/Sheriff storefront; K-6 elementary school site; 24-acres of public/private parks; 734-acres of open space on 1,284 acres
Time:	9:00 a.m.	Applicant/Owner:	Jackson Pendo Company/GDCI Proctor Valley, L.P.
Agenda Item:	#1	Appeal Status:	Not applicable; Approval by the Board of Supervisors
Environmental:	Environmental Impact Report	APNs:	597-190-23; 597-140-04,-05; 597-020-06,-10; 597-150-03,-07,-08,-12,-13; 598-010-02; 598-020-04,-06; 598-021-02; 598-070-07, & -09

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 (PDS2016-SP-16-002), General Plan Amendment (PDS2016-GPA-16-008), Zone Reclassification (PDS2016-REZ-16-006), Tentative Map (PDS2016-TM-5616), conditions of approval and findings, and environmental findings prepared in accordance with the California Environmental Quality Act (CEQA).

The Otay Ranch Village 14 and Planning Areas 16/19 (Village 14 Specific Plan), a master planned community within Otay Ranch, is regulated by policies of the County General Plan, the combined Otay Ranch General Development Plan/Otay Subregional Plan (Otay Ranch GDP/SRP), the Jamul/Dulzura Subregional Plan (JDSP), and the MSCP County Subarea Plan and its Implementing Agreement.

During the processing of the applications for the project, the County received considerable public comments from the residents, stakeholders, State Department of Fish & Wildlife, U.S. Department of Fish & Wildlife, and other public interest groups. The County conducted thorough review of the project for consistency with the County General Plan, the Otay Ranch GDP/SRP, the Jamul/Dulzura Subregional Plan, the County Zoning Ordinance and other applicable regulations, policies and ordinances, including CEQA to assess the project's potential impacts on the environment.

The Planning Commission is asked to consider the Village 14 Specific Plan and make a recommendation to the Board to approve the project as submitted, approve the project with modifications, or deny the project. Planning & Development Services (PDS) staff recommends certification of the Environmental Impact Report, approval of the General Plan Amendment (GPA), Specific Plan (SP), Zone Reclassification (REZ), Tentative Map (TM), and Biological Mitigation Ordinance Findings (BMO) 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 monitoring and reporting program, the Statement of Overriding Considerations, and certify the Environmental Impact Report (EIR), REF: PDS2016-ER-16-19-006 (Attachment F).
- b. Adopt the Resolution approving General Plan Amendment PDS2016-GPA-16-008 for the reasons stated therein and discussed in this report (Attachment H).
- c. Adopt the Resolution approving Specific Plan PDS2016-SP-16-002 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 OTAY RANCH GDP/SRP, and REF: PDS2016-REZ-16-006 (Attachment J).
- e. Adopt the Resolution of Approval for Tentative Map PDS2016-TM-5616 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).
- f. Adopt the Biological Mitigation Ordinance Findings for PV1, PV2, and PV3 Located in Otay Ranch Village 14 and Planning Areas 16/19 (Attachment F).

3. Key Requirements for Requested Actions

The Planning Commission should consider the requested actions 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. Is the proposed project consistent with the vision, goals, and policies of the Otay Ranch General Development Plan and Subregional Plan (GDP/SRP)?
- c. Does the project comply with the policies as set forth in the Jamul/Dulzura Subregional Plan?
- d. Is the proposed project consistent with the County's Zoning Ordinance?
- e. Is the proposed project consistent with the County's Subdivision Ordinance?
- f. Is the project consistent with other applicable County regulations?
- g. Is the project consistent with the Multiple Species Conservation Program (MSCP) Plan, the County's MSCP County Subarea Plan, and the Implementing Agreement?
- h. Does the project comply with the Biological Mitigation Ordinance (BMO)?
- i. Does the project comply with CEQA?

B. DEVELOPMENT PROPOSAL

1. Project History

- a. On October 28, 1993, the County of San Diego Board of Supervisors (Board) and the City Council of Chula Vista (City) adopted the Otay Ranch General Development Plan/Subregional Plan (GDP/SRP; GPA 92-04) and certified the Otay Ranch Final Program EIR (Otay Ranch PEIR). Adoption of the GDP/SRP was a discretionary land use action by the Board. The GDP/SRP guides the development and preservation of lands within the Otay Ranch properties, consisting of 22,899 acres located in the southwestern San Diego region in the area generally surrounding the Lower Otay Reservoir. The GDP/SRP, envisioned to be developed over a 50 year period, was grouped into three parcels – the Otay Valley Parcel, the Proctor Valley Parcel and the San Ysidro Mountain Parcel and established 14 villages and 7 planning areas. These are governed separately by the County and the City based on geographic location. The GDP/SRP also established a land conservation program so that as development proceeded in Otay Ranch, lands would be conveyed into the Otay Ranch Preserve (Preserve). The GDP/SRP required a two-phase Resource Management Plan (RMP) to guide the monitoring and management of sensitive resources within the Preserve. The Phase I RMP was adopted with

the Otay Ranch GDP/SRP and comprehensively planned for the long-term protection and management of the sensitive natural, cultural, and scenic resources located within the Preserve.

- b. On March 6, 1996, the City adopted its Phase 2 RMP, allowing development to progress in Otay Ranch within the City's jurisdiction. The Otay Ranch Phase 2 Resource Management Plan (RMP 2) outlined the implementation framework to meet the resource protection objectives established in the GDP/SRP and the Phase 1 RMP. The Board approved one portion of the Phase 2 RMP, the Otay Ranch Conveyance Plan, so that the County could accept conveyance of Preserve land in the unincorporated areas of Otay Ranch for the development within the City's boundaries. The Board also authorized the formation of the Preserve Owner/Manager (POM) through a Joint Powers Agreement of the County and the City. As a condition of development in Otay Ranch, ownership of Preserve lands are required to be conveyed to the POM, which is responsible for the management of resources, restoration of habitat, and enforcement of open space restrictions within the Preserve.

On August 7, 2002, the Board approved amendments to the Conveyance Plan to expand conveyance to include all high-priority biological resource areas. Acknowledging that the majority of prioritized land had already been conveyed to the POM as a result of development projects within the City, the Board approved elimination of the Conveyance Plan on December 5, 2007.

On September 12, 2018, the Board approved the Otay Ranch Phase 2 RMP Update (RMP 2 Update), which modernizes the 1996 RMP 2 to improve resource management in Otay Ranch consistent with the original intent of the Phase I RMP and the Otay Ranch GDP/SRP. The updates included in the RMP 2 Update reflect: 1) boundary changes that have occurred due to adopted Otay Ranch GDP/SRP amendments; 2) past conveyances and anticipated future conveyances; 3) the way in which the POM functions and will continue to function under the current JPA; 4) the progress made toward meeting the Otay Ranch GDP/SRP and Phase 1 RMP policies related to biological and cultural resources; and 5) biological updates to the Biota Monitoring Program consistent with current practices and standards, clarifications regarding implementation of a long-term Raptor Management Program for Otay Ranch, and finalized boundaries for the Vernal Pool Preservation Area.

- c. During the County General Plan Update process, the Otay Ranch GDP/SRP was reviewed for consistency with the General Plan. Consistency was established by incorporating the GDP/SRP into the County General Plan document.
- d. On October 22, 1997, the Board adopted the MSCP County Subarea Plan, which covers the southern portion of the unincorporated County; the United States Fish and Wildlife Service and California Department of Fish and Wildlife issued the County its Incidental Take Permit on March 17, 1998 in conjunction with the execution of the Implementing Agreement. The majority of Otay Ranch is located within the South County Segment of the County's MSCP Subarea Plan.
- e. On July 13, 2016 the applicant submitted an application for a proposed development consisting of approximately 1,530 residences, up to 15,000 square feet of neighborhood commercial uses,

a joint use fire station/sheriff storefront, a school site, mixed use site, passive and active recreational facilities, and 1,765.8 acres of on-site open space. The proposed development would have required a land exchange with the State to consolidate the development footprint within Village 14 and expand the Preserve. The project area totaled 2,387.7 acres, of which the State owns 1,061 acres. The applicant proposed a substantive and detailed development plan and Draft CEQA analysis to support this proposed land exchange. On July 22, 2016, the applicant received a letter from the California Dept. of Fish and Wildlife and US Fish and Wildlife Service declining the land exchange proposal due to concerns with the overall conservation proposal. On August 3, 2016, the applicant withdrew that particular development application.

f. Application Submittal

On November 15, 2016, applications for a GPA, Specific Plan, Zone Reclassification, and Tentative Map were submitted by the applicant - Jackson Pendo Company. Consideration of the Village 14 Specific Plan project is the first project approval within the unincorporated County under the GDP/SRP.

2. Regional Setting and Project Location

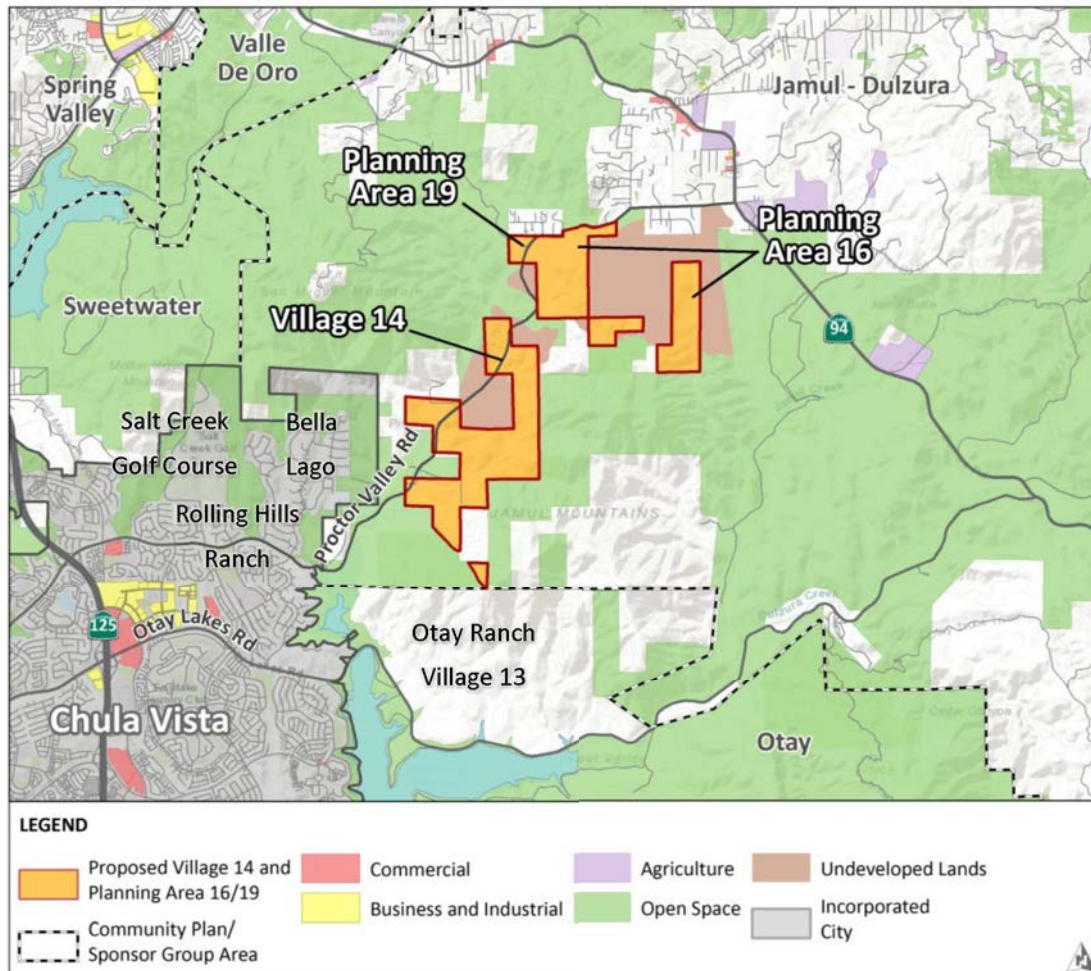
a. Regional Location and Surrounding Land Uses

The 1,284-acre project site is located in the unincorporated area of southwestern San Diego County in the Proctor Valley area of Otay Ranch – approximately 0.25 miles northeast of the City of Chula Vista and approximately 0.5 mile southwest of the Jamul/Dulzura communities. The project is situated on both sides of existing Proctor Valley Road and is located to the east of State Route 125 (SR-125) and to the south of State Route 94 (SR-94).

A number of residential communities and other land uses are located within a three mile radius of the project site: City of Chula Vista's – Eastlake Neighborhoods, Rolling Hills Ranch, and Bella Lago residential developments (approx. 0.25 miles southwest); rural communities of Jamul and Dulzura (0.5 and 1.0 miles north and east); and Rancho San Diego residential development (3.0 miles northeast). The surrounding area is largely undeveloped; nearby development consists primarily of single-family detached homes on lot sizes ranging from approximately 6,000 to 10,000 square feet within the City of Chula Vista and one to five acre or larger lots within the community of Jamul/Dulzura.

The project site is adjacent to the approximately 5,600-acre Rancho Jamul Ecological Reserve, a component of the MSCP Preserve system in the southwestern portion of San Diego County. The Rancho Jamul Ecological Reserve is owned and managed by the California Department of Fish and Wildlife (CDFW) and abuts the western, northern and eastern boundaries of the project site. Additional publicly owned lands in the surrounding area include the Bureau of Land Management Otay Mountain Wilderness Area, the U.S. Fish and Wildlife Service (USFWS) San Diego-Sweetwater National Wildlife Refuge, the CDFW Hollenbeck Canyon Wildlife Area, and various City of San Diego (Cornerstone Lands) and County of San Diego owned lands.

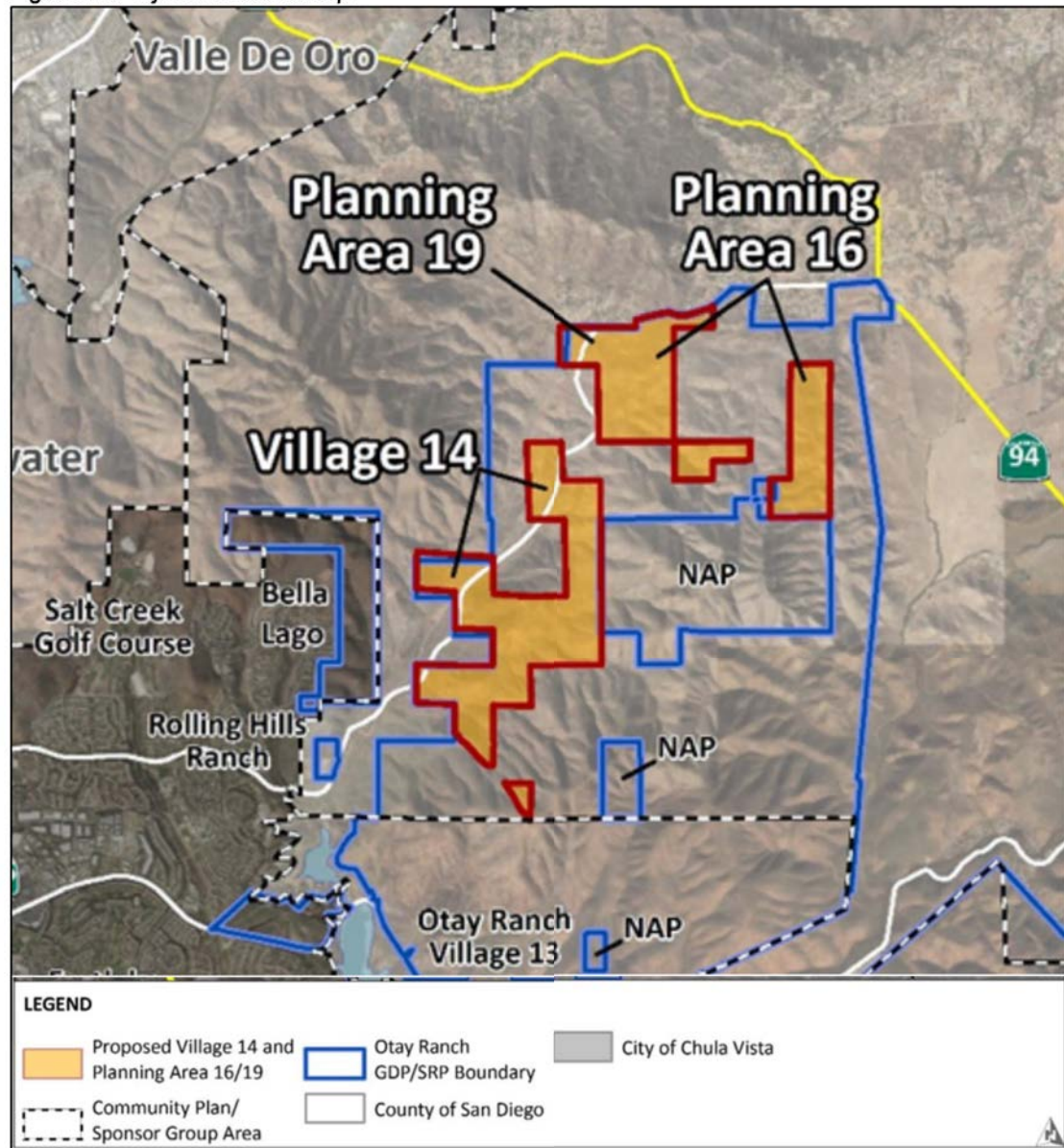
Figure 1: Regional Location Map



b. Project Site

The project is primarily undeveloped. The project site includes 16 legal parcels in the westernmost portion of the Jamul/Dulzura Subregional Plan Area divided into of two geographic areas. The first is the Proctor Valley area, which is generally dominated by one large long valley, raising up to rolling hills, with steeper hillsides and ridges running north and south along the valley edges. The second is the eastern slopes/ridges of Jamul Mountain. Both areas are traversed by multiple drainages that flow primarily to the south and southwest, which makes up the larger Otay River Watershed. Elevations across the project site range from 1,524 feet above mean sea level (MSL) at the highest to 589 feet above MSL at the lowest. These areas are generally situated between San Miguel Mountain and Jamul Mountain that forms Proctor Valley and intervening ridges of Jamul Mountain. The Proctor Valley has historically been used for limited grazing (ceased in 1999).

Figure 2: Project Location Map



The project site is approximately three miles from southwest to northeast and half mile north to south. There are a number of different vegetation and habitat types on the project site; however, sensitive native habitats occur primarily along the drainage courses and on the lower terrain of northwestern and southeastern facing slopes of the project area. The primary land uses adjacent to the site are vacant undeveloped and conservation lands owned by third party agencies.

There is one old farm building shell and several remnants structures from past grazing activities, such as fencing, corrals, and loading ramps on the project site. Portions of the project have been and continue to be used for various unauthorized uses, including horseback riding, hiking, motorcycling, shooting, and illegal dumping.

Figure 3: Existing View Looking Northeasterly Looking Towards Project Site

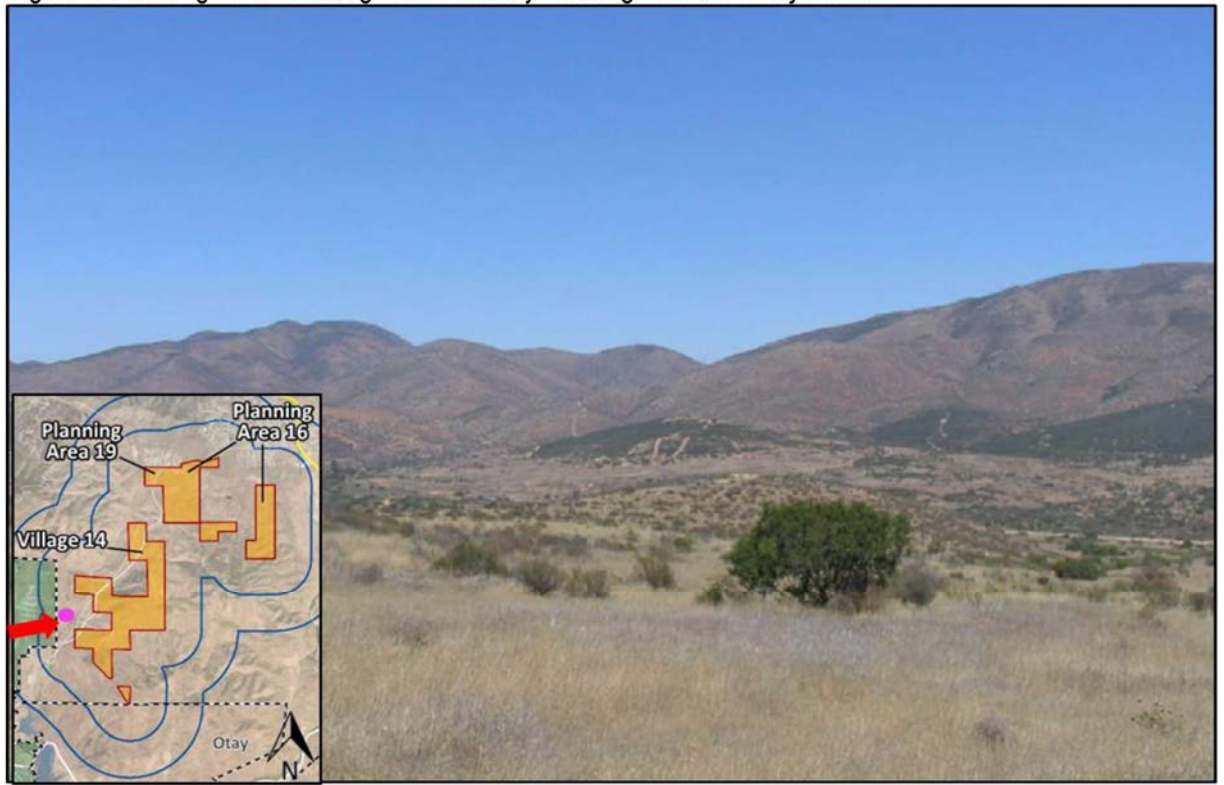
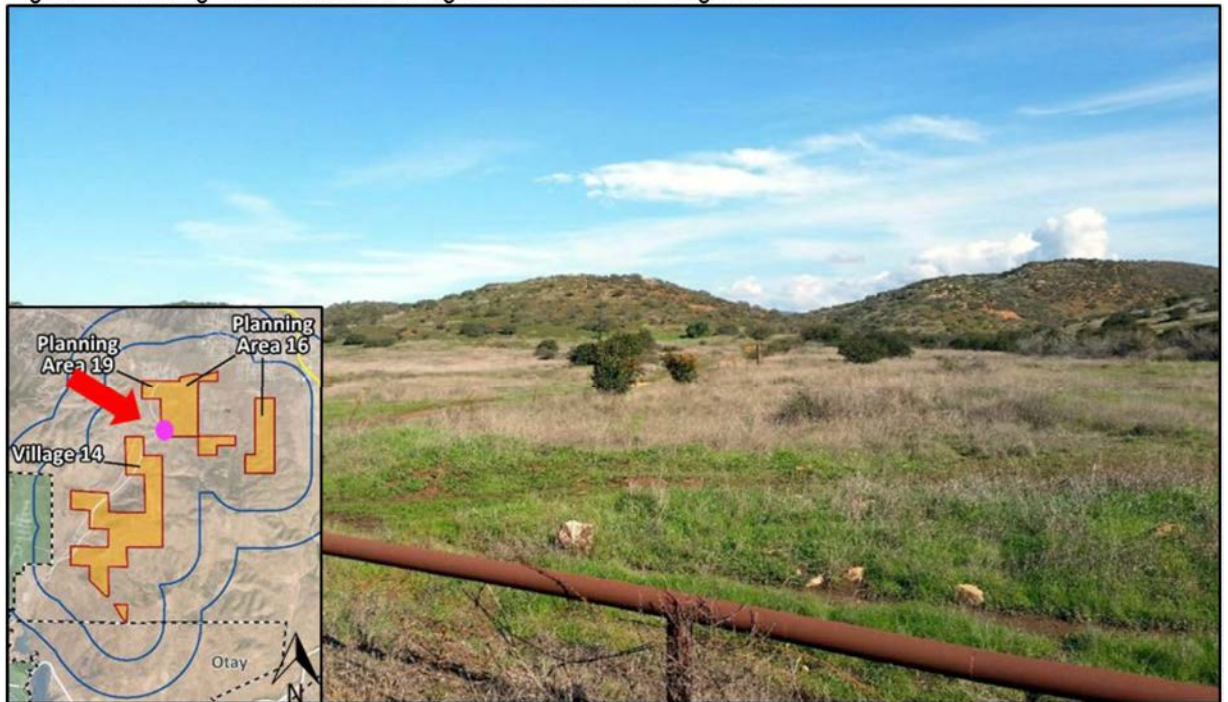


Figure 4: Existing View Onsite Looking East Across Planning Area 16



3. Project Description

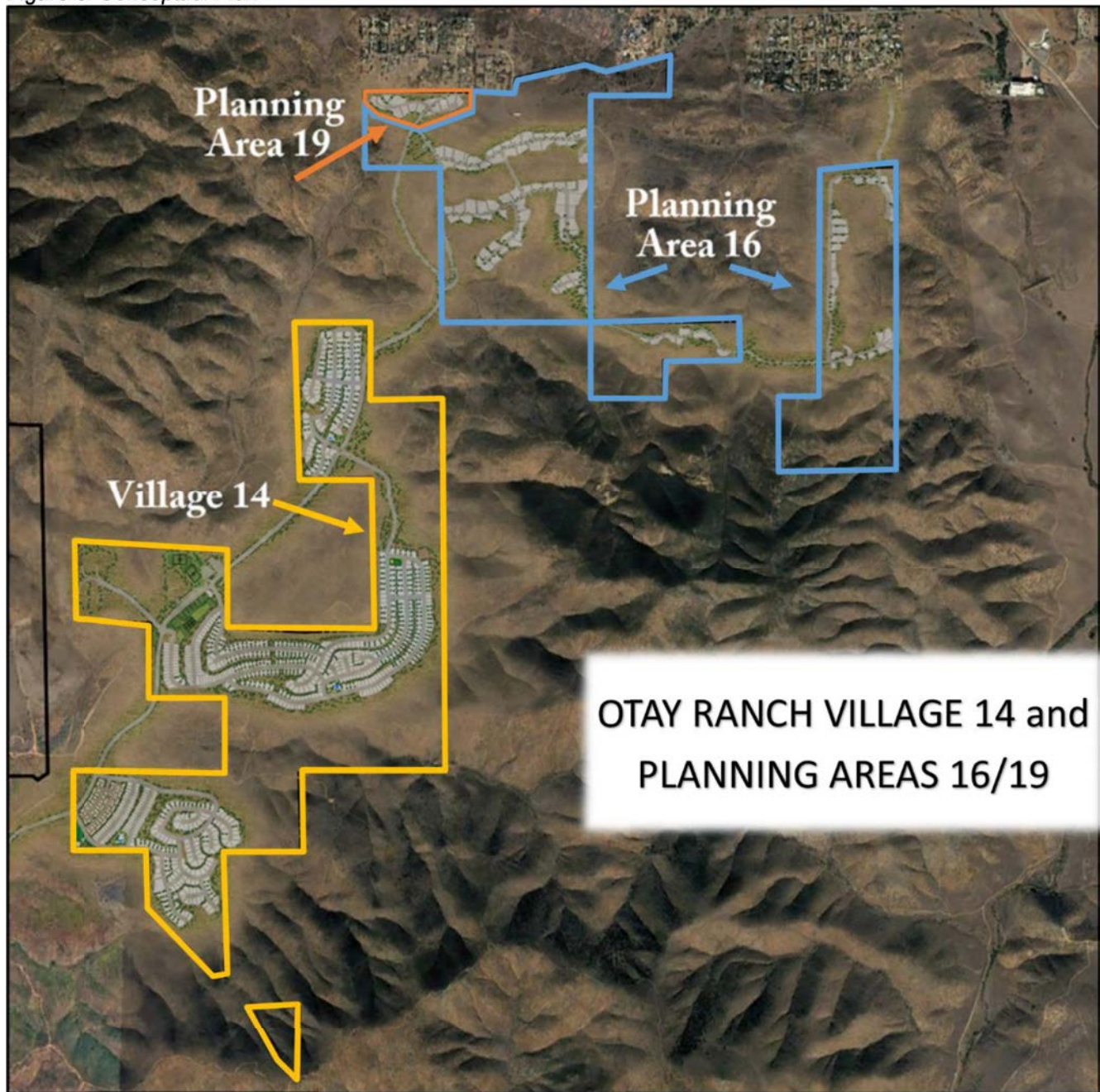
The Village 14 Specific Plan has been designed to provide a transitional village between the densities of eastern Chula Vista and the more rural communities of Jamul and Dulzura. The project proposes 1,119 residential homes, 994 of which would be in Village 14 and undeveloped preserve areas and 125 homes in Planning Areas 16/19. Specifically, the Village 14 Specific Plan includes the following:

- Up to 1,119 dwelling units:
 - 897 single-family detached dwelling units
 - 97 additional single-family detached dwelling units
 - 125 Ranchettes (2 acre average minimum lot size)
- 1.7-acre mixed use site, with up to 10,000 square feet of commercial (retail and office);
- 2.3-acre joint use site fire station/sheriff storefront;
- 9.7-acre school site;
- 11.9-acres of public and private parks;
- 4.5 miles of multi-use pathways and three miles of internal community pathways;
- 776.8-acres conveyance of open space to the Otay Ranch RMP Preserve;
- 72.4 acres of additional biological Conserved Open Space; and
- 29.7 acres of internal open space.

The changes to County planning and policy documents necessary to implement the project include:

- Amend the Otay Ranch GDP/SRP;
- Amend General Plan Land Use Element to realign minor mapping inconsistencies in the Regional Categories and Land Use Designation Maps;
- Amend General Plan Mobility Element:
 - Revisions to Table M-4 to add the following Proctor Valley Road segments:
 - Chula Vista City limits to Village 14 Core - 2.2E Light Collector (no median 2 lanes undivided) to 2.2A Light Collector (raised median 2 lanes divided)
 - Village 14 Core to Village 14 Core - 2.2E Light Collector to 2.2F Light Collector
 - Village 14 Core to Echo Valley Road - 2.2E Light Collector to 2.2E Light Collector Modified; and
- Amend General Plan Mobility Element Network Appendix:
 - Revisions to Figure M-A-8 to change the road alignment of Proctor Valley Road
 - Revisions to the "Mobility Element Network – Jamul-Dulzura Subregion Matrix" table to add the following Proctor Valley Road segments:
 - Chula Vista City limits to Village 14 Core - 2.2E Light Collector (no median 2 lanes undivided) to 2.2A Light Collector (raised median 2 lanes divided)
 - Village 14 Core to Village 14 Core - 2.2E Light Collector to 2.2E Modified Light Collector
 - Village 14 Core to Planning Area 19 - 2.2E Light Collector to 2.2F Modified Light Collector
 - Planning Area 19 to Echo Valley Road – 2.2E Light Collector to 2.2 E Modified Light Collector.

Figure 5: Conceptual Plan



a. Specific Plan

The Village 14 and Planning Areas 16/19 Specific Plan (Village 14 Specific Plan) includes a set of design guidelines, which govern building setbacks, building mass, architectural design, parks, landscape spaces, lot design, signage and lighting. Site Plans will be required in the future, prior

to issuance of building permits for each neighborhood and components of the Village Core land uses, to be consistent with the design guidelines and standards identified with the “D” designator.

b. Lot Design, Neighborhoods, and Phasing

The Village 14 Specific Plan provides four residential product types - Single Family (RR), Single Family-1 (SF-1), Single Family-2 (SF-2) & Single Family-3 (SF-3) that establishes the development criteria. The Village 14 Specific Plan identifies two Village Core areas - Village Core-1 (VC-1, Mixed Use) & Village Core (VC-2, School and Public Safety Sites) that provide flexibility in the development of the fire station/sheriff, mixed/commercial and school sites by establishing design criteria, architectural element and regulations for the type, height and scale. In addition to the development regulations, the Specific Plan identifies three open space categories - Open Space-1(OS-1, RMP/MSCP Preserve), Open Space-2 (OS-2, internal open space), Open Space-3 (OS-3, biological Conserved Open Space).

Figure 6: Specific Plan Map

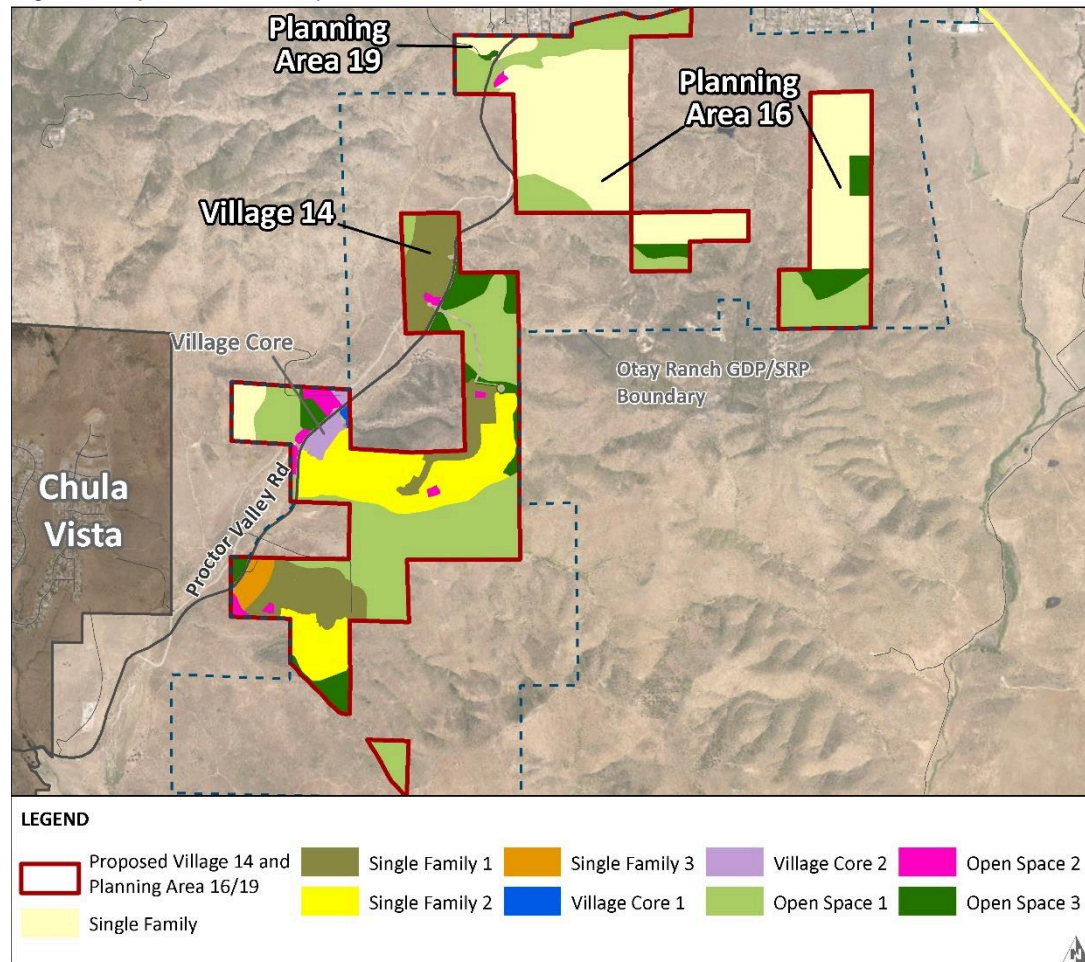
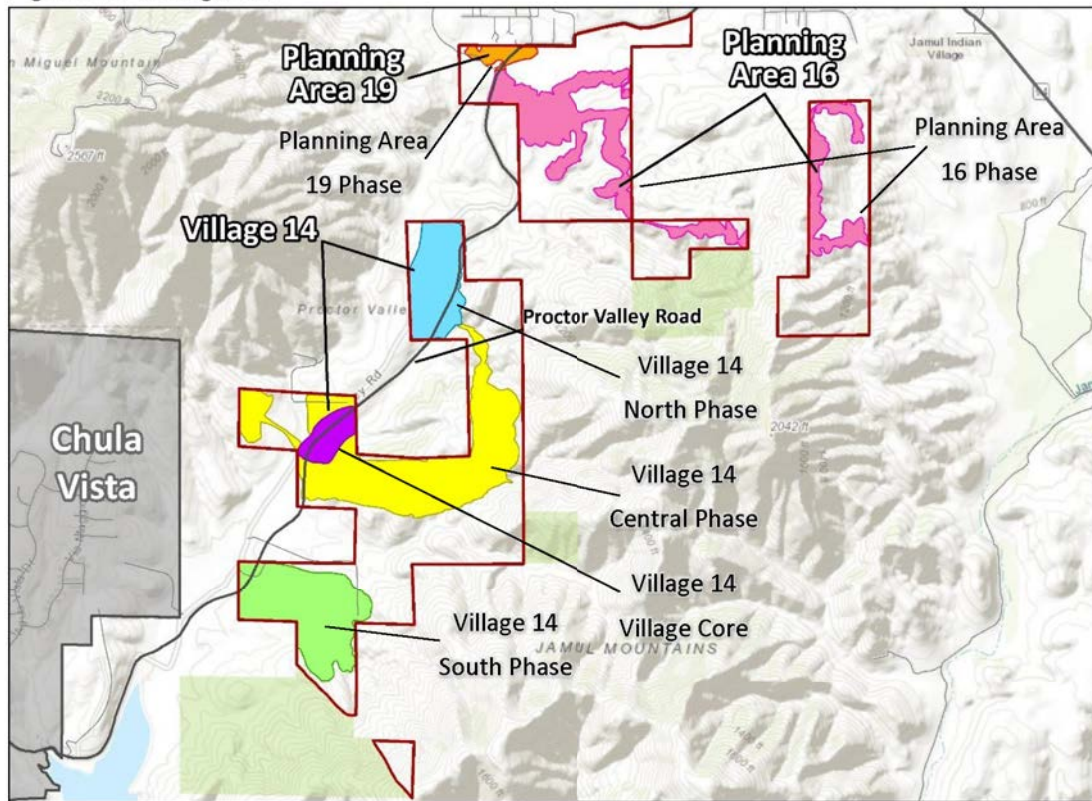


Figure 7: Phasing Plan



The Village 14 Specific Plan establishes five distinct development areas (Village 14 South, Village 14 Central, Village 14 North, Planning Area 16 and Planning Area 19), that will include several residential housing types for detached single-family homes.

The Village 14 Specific Plan anticipates that the development will take place over approximately eight to ten years in response to market demands. There is not a specific phasing sequence. However, necessary infrastructure will be constructed to support each phase. Required road improvements and storm drains will be constructed to ensure that improvements are in place as required. Water and wastewater infrastructure, along with utilities would be constructed to serve each individual phase.

The five distinct development are described below:

i. Village Core 1 & 2

Village Core 1 & 2 are located adjacent to each other on both sides of Proctor Valley Road within the Central Phase of Village 14. The approximately 32-acre Village Core will include a 1.7-acre mixed-use site with up to 10,000-square feet of commercial/retail space, a 9.7-acre elementary school site, a 2.3-acre public safety site, 10.9-acres of public parks and a 7.5-acre water quality basin.

Figure 8: Village Core Conceptual Site Plan



Figure 9: Village Core Simulation



ii. Village 14 South Phase

Village 14 South Phase includes 352 residential units, a 2.9-acre public park and one acre private park. Residential land uses composed of single family detached lots ranging in size from 4,250 square feet to 16,500 square feet and a neighborhood planned to include detached courtyard product with a density of 8 dwelling units/acre.

iii. Village 14 Central Phase

Village 14 Central Phase includes 435 residential units, the Village Core area and a 1.9-acre private park. It will be composed of single-family detached lots ranging in size from 5,100 square feet to 19,800 square feet and "ranchette" lots with four acre minimums. If the school site in the Village Core is not required for school purposes, an additional 97 residential units will be developed (total residential units 532).

iv. Village 14 North Phase

Village 14 North Phase includes 110 residential units and a 1.5-acre private park. It will be composed of single family detached lots ranging in size from 6,500 square feet to 32,300 square feet.

v. Planning Area 16 Phase

Planning Area 16 Phase includes 112 "ranchette" style lots and a 1.4-acre public park with minimum one or two acre and average three acre lots.

vi. Planning Area 19 Phase

Planning Area 19 Phase includes 13 ranchette semi-rural estate style residential lots with single-family homes on one acre average lot sizes.

c. Grading

On-site grading will take place in five phases. A preliminary Grading Plan has been prepared for the project. The project would require on-site grading and improvements of approximately 600 acres (44%) of the site. Overall grading is estimated at 8.9 million cubic yards (CY) of balanced cut and fill soil. Grading for individual phases will be balanced within each phase; it is not anticipated that grading for individual phases will require temporarily stockpiling of material for future phases.

Blasting and rock crushing is anticipated. Rock crushing equipment will process 2,000 to 2,500 cubic yards of material per day. A maximum daily output of approximately 5,000 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 Service

The Otay Water District (OWD) is the water provider for the project. The total projected potable water demand for the project is 0.80 million gallons per day (mgd) or 800,000 gpd. On January 3, 2018, the OWD Board certified the Water Supply Assessment and Verification Report (WSA&V) for the project indicating its ability to provide potable water service to the project. The WSA&V demonstrates and documents that sufficient water supplies are planned for and are intended to be available over a 20-year planning horizon, under normal conditions and in single and multiple dry years to meet the projected demand of the proposed Village 14 Specific Plan and the existing and other planned development projects to be served by the OWD.

Recycled Water

The entire watershed of the Village 14 Specific Plan is a tributary to the Upper and Lower Otay Reservoirs. To protect the water quality of the Lower Otay Reservoir, a drinking water reservoir for the City of San Diego (San Diego), OWD's revised 2015 Urban Water Management Plan anticipated that the project will not use recycled water. Since San Diego has requested all projects to not use recycled water due to concern about runoff entering reservoirs and increasing nutrients and salinity, the project may only use potable water.

ii. Sewer Service

Currently, there are no wastewater facilities on the project site. The Village 14 Specific Plan is not currently within the boundary of a wastewater service district and will be required to annex into the San Diego County Sanitation District (SDCSD). Sewer capacity for the project will be provided by the SDCSD using the City of Chula Vista's wastewater transportation system to convey flows through the Salt Creek Interceptor, pursuant to the existing agreement between the City and the County.

The Salt Creek Interceptor, located west of the project area, will serve as the primary sewerage connection to provide sewer service to the project. This Interceptor line, owned and operated by the City of Chula Vista, will serve this project, pursuant to the Sewage Transportation Agreement for the Salt Creek Sewer Interceptor executed by the SDCSD and the City of Chula Vista on July 1, 2016. The major sewer trunk lines will be installed in phases along with the construction of Proctor Valley Road. The average sewage generation for the Project is estimated to be approximately 0.28 million gallons per day (mgd) or 275,536 gpd.

iii. Fire and Medical Service

The project is located within the San Diego County Fire Authority (SDCFA), County Service Area 135 (CSA 135) and fire and emergency medical services will be provided by the SDCFA. The SDCFA has provided a Project Facility Availability Form indicating that the project is located within CSA 135 and fire and emergency services will be adequate to serve the project.

The project will be required to construct an on-site fire station (2.3 acres) to meet the County's General Plan travel time requirements of five minutes for Village 14 and 10 minutes for Planning Areas 16/19. A Fire Protection Plan (FPP) was approved by SDCFA. The FPP provides details on the locations and widths of fuel management zones, road widths, secondary access, water supply, landscaping, and educational programs, all which will comply with the County Consolidated Fire Code. The Project Applicant has been negotiating a Fire Service Agreement with the SDCFA, which provides details regarding timing, funding, staffing, equipment and construction of the fire station. The project will be conditioned to complete an agreement prior to obtaining a final map.

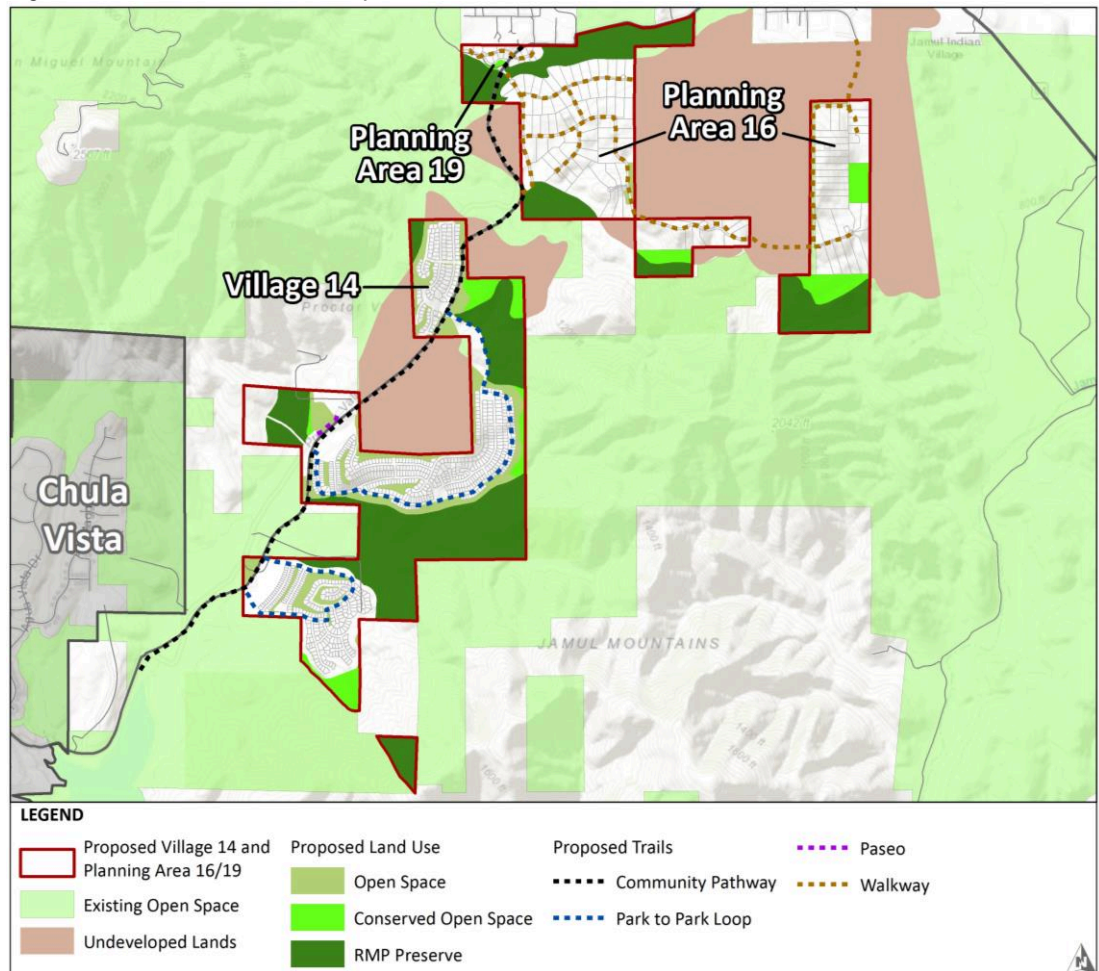
iv. Parks and Trails

The Parkland Dedication Ordinance (PLDO) (County Code Section 810.101 et seq.) requires a total of 10-acres of parkland based on the number of dwelling units proposed by the project. The PLDO provides credit for private parks at a 2:1 ratio and allows private park credit to constitute up to 50% of the required PLDO acreage. The project will provide a total of 24.7-acres (gross) of parks (11.9-acres eligible for PLDO credit), and exceeds the Projects PLDO obligation by 1.9-acres.

The public and private recreation facilities included in the various phases will provide active indoor and outdoor amenities that may include swimming pools, BBQ areas, tot lots, dog parks, active fields, play areas and informal gathering areas. These private park facilities will be privately operated and maintained and the public park facilities will be operated and maintained by the County Department of Parks and Recreation.

The project is also subject to the County Community Trails Master Plan (CTMP), which identifies a pathway along Proctor Valley Road (Jamul-Dulzura #52) and community trail (Jamul-Dulzura #49, #53, #56, #59, #70, #71 and #96) connections. The project includes an interconnected network of sidewalks and pathways that total approximately 7.5 miles. Overall, the project's system will include approximately 4.5 miles of multi-use pathway along Proctor Valley Road and approximately three miles of "park to park" sidewalks, which are primarily used to connect the Village Core with the southern and northern neighborhoods, school site, and public parks.

Figure 10: Parks and Trails Map



v. Law Enforcement Service

Law enforcement services will be provided by the San Diego County Sheriff's Department from the Rancho San Diego Substation, approximately 9 to 10 miles northeast of the project site, until the joint use fire station and sheriff's storefront is constructed in the Village Core. The Sheriff's Department has reviewed the Village 14 Specific Plan and identified a need for one additional sworn personnel and Sheriff storefront (500 square feet) that will be incorporated into the on-site fire station.

vi. Schools

The project site is located within four public school districts. The project's northern portion of the project (PA16 and PA19), all the Village 14 North Phase and a portion of the Village 14 Central Phase development area are located within the Jamul/Dulzura Union School District (JDUSD) and Grossmont Union High School (GUHSD). The remaining Village 14 South and remaining portions of Village 14 Central Phase are located within the Chula Vista Elementary School District (CVESD) and Sweetwater Union High School District (SUHSD).

Project Facility Availability Forms have been provided by JDUSD, GUHSD, CVESD, and SUHSD. In addition, the project has reserved a 9.7-acre site for a school within the CVESD boundaries. If students do not attend the school located within the project, the project's future students who live in the CVESD boundary will be directed to the closest elementary school that has capacity at the time of student registration. The future students in PA 16 and 19 will attend JDUSD schools at the time of student registration.

If the school site is not developed with a school, the area will revert to the underlying residential use and a maximum of 97 residential dwelling units may be allocated to the 9.7-acre school site for a maximum of 1,119 dwelling units.

The project is estimated to generate approximately 460 elementary school students (CVESD-409/JDUSD-51), 136 middle school students (SUHSD-121/JDUSD-15), and 246 high school students (SUHSD-228/GUHSD-18).

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

4. General Plan Amendments

The project is consistent with the density allowed under the General Plan. The project includes the following proposed amendments:

a. Regional Category Amendment

The project site is currently subject to the Rural and Semi-Rural Regional Categories. The proposed GPA will amend the Regional Category Map to correct mapping errors and realign minor inconsistent rural boundaries to change the parcel designations from the Semi-Rural Regional Category to the Rural Regional Category. The proposed Regional Category will be adjusted to be configured within the current parcel configuration.

b. Mobility Element Amendment

The project also includes an amendment to the Mobility Element of the General Plan by changing the classification of a segment of Proctor Valley Road; to reclassify Proctor Valley Road from a four-lane major road to a two-lane collector [consistent within the proposed modification to the Mobility Element]; and an amendment to Table M-4 to add this two-lane reclassification of Proctor Valley Road between the City of Chula Vista and Central Phase of the Village 14 Specific Plan (See Attachment H).

c. Land Use Designation Amendment

The project is also proposing a GPA to make minor corrections to the boundaries of the “Specific Plan Area” to adjust the Land Use Designation to the current parcel configuration.

5. Otay Ranch GDP/SRP (GDP/SRP) Amendments

The GDP/SRP is an integrated land use policy document that establishes areas intended for development and resource conservation within Otay Ranch, consistent with planning requirements for both the County and the City of Chula Vista (City).

Since approval of the Otay Ranch GDP/SRP, other entities have acquired lands for conservation purposes within the unincorporated County, reducing the number of residential units available within the County. Portions of Village 14 were acquired by USFWS and CDFW, and portions of Planning Area 16 were acquired by CDFW, removing approximately 800 residential units, and the entire Village 15 was acquired removing 483 residential units.

Under the GDP/SRP Land Use Designations, the Village 14 and Planning Areas 16/19 could potentially support a total of 2,123 single-family detached dwelling units, 2.9 acres of commercial uses, a 10-acre school site, and 12.5 acres of parklands. As a result of third part acquisition, 1,278 acres remain for development, 2.9 acres of commercial uses, a 10-acre school site, and 12.5 acres

of parklands. With less land, only 1,119 units with 10,000 square feet of commercial space is proposed.

The project will amend the text of the GDP/SRP to reflect the proposed Specific Plan land uses, densities, delete references to golf course/equestrian uses, and reduce the commercial and circulation acreages. The circulation components will amend the text of the GDP/SRP to reclassify Proctor Valley Road segments to 2.2A Light Collector, 2.2F Light Collector, and 2.2E Light Collector Modified (See Attachment H) and allow for two revisions to Proctor Valley Road alignments that will: 1) avoid sensitive habitats within the south segment, and 2) eliminate the easterly alignment through PA 16 to SR-94. These amendments will enable the project to be consistent with the County General Plan Mobility Element and Jamul/Dulzura Subregional Plan.

6. Zone Reclassification

A Zone Reclassification is required to correct a mapping inconsistency in the Zoning Use Regulations. The Zone Reclassification will change General Agriculture (A72) and Open Space (S80) to Specific Plan Area (S88).

The Zone Reclassification will 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 approval.

7. Tentative Map

The project includes a Tentative Map application for the subdivision of the project into 906 single family residential lots, one detached courtyard residential lot, one mixed-use lot, 20 preserve open space lots, 25 public and private pocket park lots, 62 open space lots, a school site, and a public safety lot. The lots created by the Tentative Map will require additional discretionary permits to be developed in accordance with the Specific Plan. Improvement of 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. Design waivers are required to modify the street standards for the Tentative Map and are fully described later in the report.

C. ANALYSIS AND DISCUSSION

1. Planning and Development Analysis

a. Specific Plan – Conceptual Design & Development

The County’s General Plan and GDP/SRP are based on a vision to promote healthy and livable communities that protect natural resources for future generations. The vision is supported by 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 project implementation.

County staff analyzed the design components of the project related to the General Plan and GDP/SRP visions, including the mix of uses, inclusion of amenities, recreational opportunities, such as parks and trails, walkability, bike trails, as well as accessibility, resource protection, and the overall sustainable composition of the project.

As detailed in the EIR, development to the west is single-family residential (Chula Vista) and to the northeast is rural residential (Jamul) that allows the project to provide a “transitional” development as envisioned by the Otay Ranch project. The Village 14 Specific Plan is located nearby to cities such as Chula Vista, Lemon Grove and National City, considered to be “bedroom” communities supporting both the emerging employment areas of Chula Vista (such as the proposed University Site, Eastlake Business Park, Otay Ranch Regional Technology Park Eastern Urban Center in Chula Vista), and Otay Mesa industrial/cross border commerce. There are large-lot Ranchette style neighborhoods to the northeast of the project site in the Jamul/Dulzura communities, which is consistent with that area.

In terms of existing employment growth, SANDAG estimates that employment within the South County Metropolitan Subregional Plan area is 102,808 jobs, with an estimated 83% percent increase in employment within this Subregion between 2012 and 2050. The South County Metropolitan Subregional Plan area is forecasted to grow at a faster rate than both the County unincorporated areas and the entire County (incorporated and unincorporated).

The project is located approximately three miles to the east of SR-125, eight miles to the east of I-805, and 12 miles to the east of I-5. SR-94 is located approximately one mile to the north of the northernmost portion of the project. These regional highway connections provide access to existing job centers in the City of San Diego and City of Chula Vista. Commuting options for residents of the project are available through the City of Chula Vista - East H Street to SR-125, park n ride areas along I-805, and the San Diego Metropolitan Transit bus rapid program to central and north county employment centers within the City of Chula Vista. The mix of uses proposed within the Specific Plan also includes multiple recreational amenities including approximately 12-acres of parks (public/private/pocket), 12 miles of multi-use trails, and community recreation facilities.

The project provides a mix of land uses, including residential, commercial, educational, and parks, reducing the need to travel outside of the project.

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 ride within the project.

Figure 11: Jobs

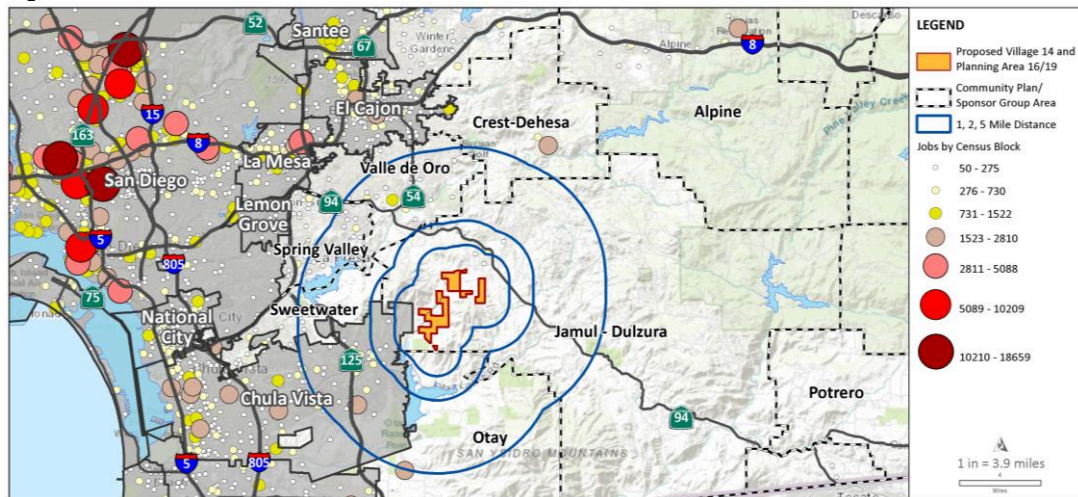
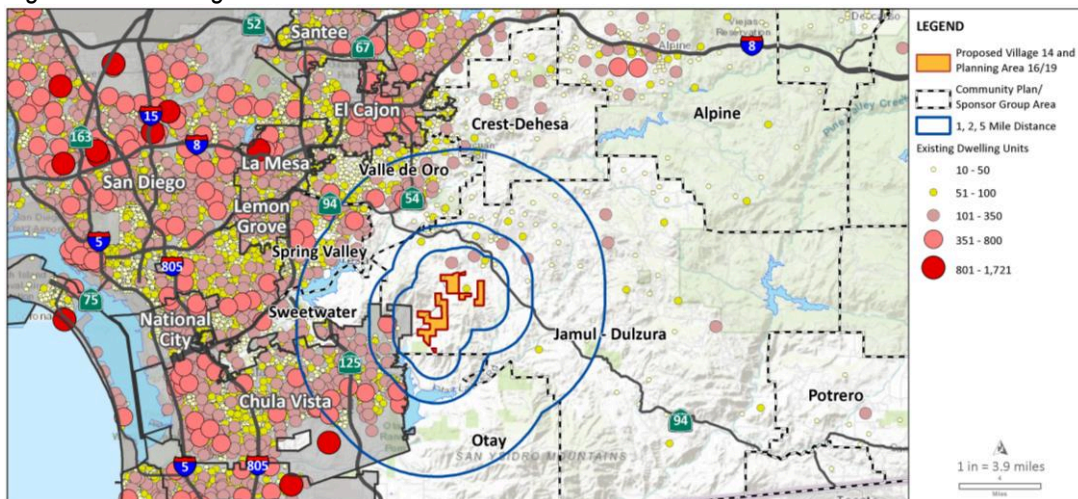


Figure 12: Housing



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 Village 14 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 the 473 goals and policies in the General Plan to determine those

that were applicable to the project and determined them to be consistent, except where text revisions have been proposed (Mobility Element and Otay Ranch GDP/SRP). Staff reviewed all the public comments received regarding the Village 14 Specific Plan's consistency with the General Plan.

ii. GDP/SRP and Jamul/Dulzura Subregional Plan Conformance

The Jamul/Dulzura Subregional Plan (JDSP) implements the principles of the County General Plan Land Use Element and guides new development into those areas of the County where urbanization will be least costly, conserves future options for development and helps meet the housing needs of County residents. The JDSP identifies the Otay Ranch project as a "Specific Planning Area" within its boundary. With the changes proposed to the Otay GDP/SRP, the Specific Plan will be consistent.

c. Zoning Ordinance Consistency

The surrounding lands are generally designated Rural Residential (RR), Open Space (S80), General Agricultural (A72) and Specific Plan Area (S88).

The Zone Reclassification will change the existing Zoning Use Regulations for the entire project to S88 Use Regulations.

Table 1: Surrounding Zoning and Land Uses

Location	General Plan	Zoning	Description
North	Semi-Rural Residential (one dwelling unit per acre) and (S88) Specific Plan	RR, S88	Single-Family Residential and Specific Plan
South	(S88) Specific Plan and (S80) Open Space	A72, S80, S88	General Agricultural; Specific Plan and Open Space
East	(S88) Specific Plan and (S80) Open Space	A72, S80, S88	General Agricultural; Specific Plan and Open Space
West	(S88) Specific Plan and (S80) Open Space	A72, S80, S88	General Agricultural; Specific Plan and Open Space

2. Project Issues

a. Proctor Valley Parcels 1, 2, & 3 – Incidental Take Authorization

Otay Ranch Village 14 and Planning Areas 16/19 are currently undeveloped. The Otay Ranch RMP established the boundaries of the 11,375-acre Otay Ranch RMP Preserve—a fully funded, managed Preserve system that mitigates impacts to biological resources within Otay Ranch. The

Otay Ranch RMP Preserve is assembled as development occurs in Otay Ranch through the dedication of 1.188 acres of Otay Ranch RMP Preserve for every one acre of applicable development. Approval of this project will contribute to the Preserve.

At the time the 1993 GDP/SRP was approved, a single owner, the Baldwin Company, owned the entire Otay Ranch, which allowed the GDP/SRP to include substantial conservation efforts by designing a plan to create an 11,375 acre preserve to mitigate for the development of all the Villages. The 11,375 acre preserve was later incorporated into the County's MSCP Sub Area Plan (page 3-15). Development within the South County is subject to MSCP, the MSCP Subarea Plan, and the Implementing Agreement (IA), which implement the County's incidental take permits issued, or the authority to cause harm to protected species covered by MSCP for lawful acts, e.g., land development, and not be in violation of federal and state Endangered Species Acts. Most of the proposed project lies within the County's MSCP Subarea Plan, however, the County's Multiple Species Conservation Program (MSCP) does not extend incidental take authority to three sites referred to as Proctor Valley (PV) 1, 2, and 3. On this, the County and the U.S. Fish & Wildlife Agency (USFWS) and the California Department of Fish & Wildlife (CDFW) (collectively the Wildlife Agencies) all agree.

The areas identified as PV1-3 make up approximately 198 acres of Otay Ranch, and were originally designated for low density residential in the cases of PV 1-2 and medium density for PV-3 under the GDP/SRP. Where there has been disagreement between the County and the Wildlife Agencies is whether PV1, PV2, and PV3 are considered preserve area. At the time of GDP/SRP approval, the Wildlife Agencies expressed a desire that the Baldwin Company, concentrate future development in Chula Vista, and maximize preserved lands in the unincorporated county. While there were several letters between the Wildlife Agencies and the Baldwin Company to memorialize that desire, no agreements were finalized or executed. When MSCP came forward for adoption by the Board of Supervisors on October 22, 1997, the areas known as PV1, PV2 and PV3 were designated as "Otay Ranch Areas Where No 'Take Permits' Will Be Issued" and were not designated as preserve.

The County did not agree in the MSCP Subarea Plan to comply with any of the proposals in the Baldwin letters as a condition of requesting incidental take authority.

When the MSCP Implementing Agreement (IA) was adopted in 1998, subsection (A)(2) of Section 10.5 required mitigation to complete the segments of the Subarea Plan and stated: "Protection of areas identified as preserved in the boundaries of the Otay Ranch project including approximately 11,375 acres and an additional 1,166 acres of limited development area. Additional lands associated with agreements, as outlined in the letter attached to the South County Segment from the Baldwin Company Dated November 10, 1995, will be included if the agreements are reached." This IA provision provided a mechanism to add PV1-3 as additional conserved lands to the 11,375-acre Otay Ranch preserve if the owner of Village 14 and Wildlife Agencies reached an agreement. To date, no such agreement has been reached.

CDFW asserts that the language on page 1-3 of the MSCP Subarea Plan that states: "...areas in dark green indicate the areas that are shown as development on the Otay Ranch Plan, but which will be placed in open space to conform with the MSCP," means that these areas are to be preserved.

After review of the MSCP documents and the history of the Otay Ranch, there is no clear requirement that PV 1-3 must be in preserve. Circumstances have changed since the MSCP was adopted, and no agreement between the Wildlife Agencies and any property owner of Village 14 ever materialized. Therefore the County has processed the project application and applied the Biological Mitigation Ordinance (BMO) findings to find consistency with MSCP to include PV 1-3 as developable land under the Otay Ranch GDP/SRP.

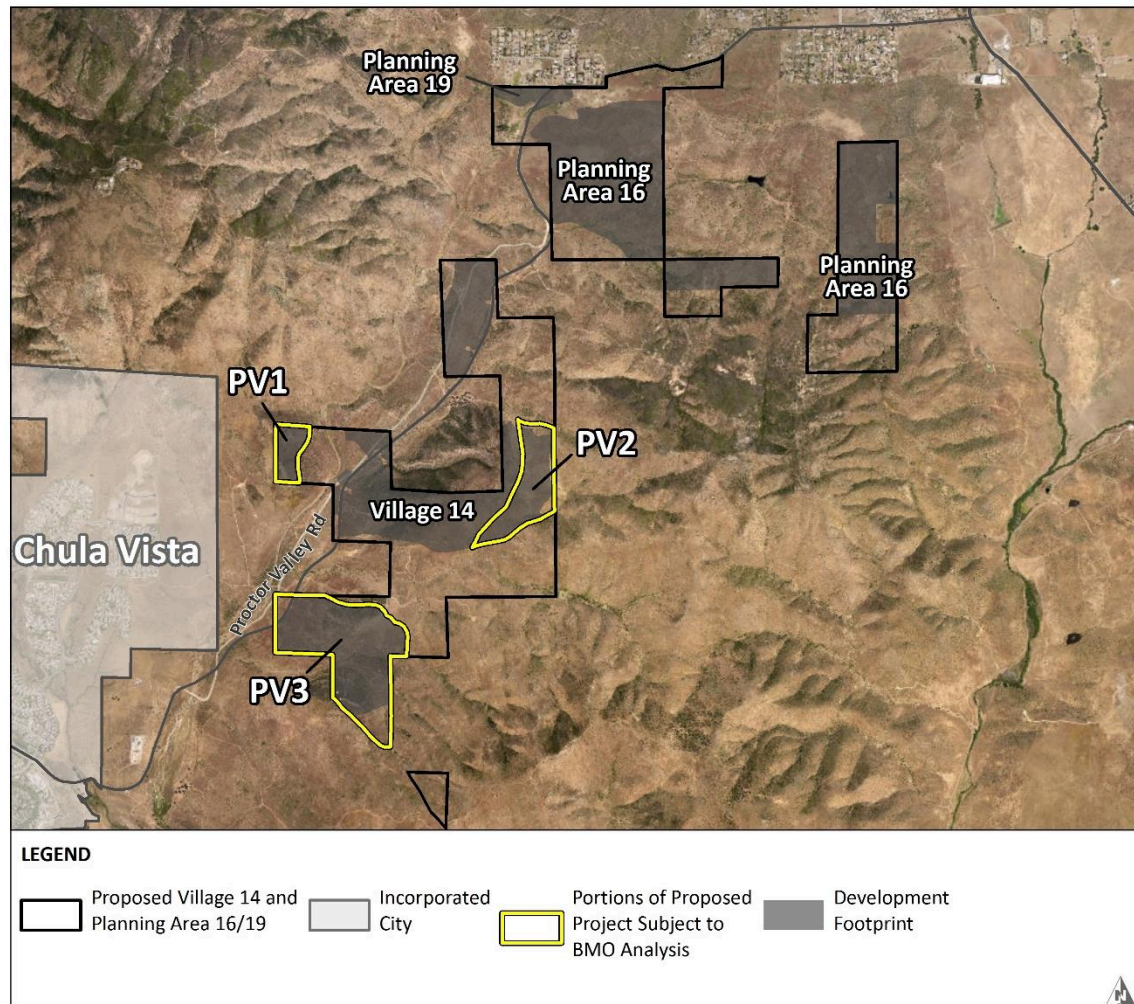
The project areas for which the County has already received incidental take authority through the MSCP do not require additional analysis or findings under that program. Because PV1, PV2, and PV3 require incidental take authority, they are not exempt from the BMO, and the Board must determine, at a minimum, that development in PV1, PV2, and PV3 is consistent with the BMO. The BMO Analysis and Findings are provided as part of the CEQA process. Additionally, the potential environmental impacts resulting from the development of PV1, PV2 and/or PV3 are addressed throughout the EIR. As part of the BMO analysis, additional mitigation is required exceeding the 1:1.188 conveyance requirement under the RMP.

As of the date of the preparation of this report, there has been no agreement with the Wildlife Agencies on the County's analysis regarding preserve area. Accordingly, the project has been conditioned to either obtain incidental take through an agreement with the Wildlife Agencies through the County's MSCP Subarea Plan and the County's existing Section 10(a) Permit, or to seek their own incidental take authority from the Wildlife Agencies through a separate permitting process.

The USFWS supports this approach after reviewing the draft condition that requires incidental take authority to be obtained for PV1, PV2 and PV3.

The CDFW has concerns with this approach, and the County is working with CDFW towards resolution of their concerns. In addition, PDS staff is currently in discussions with both Wildlife Agencies to determine the best method for extending incidental take authority to these areas.

Figure 13: Proctor Valley Parcels (PV1, PV2 and PV3)



Wildlife Surveys and Habitat Assessments

Biological resources on the Project Site were evaluated through assessment of existing vegetation communities, plant species, and wildlife species. Biological surveys were conducted from 2014 to 2017 and included vegetation mapping, a jurisdictional delineation, habitat assessments, and wildlife crossing and culvert review.

Project biologists conducted focused surveys and/or habitat assessments for the sensitive biological resources. Where required, focused surveys followed protocol requirements. The table below summarizes the surveys and habitat assessments conducted for sensitive wildlife species. Incidental detections of wildlife species, either through sight, calls, tracks, scat, or other signs, were also recorded.

Table 2: Wildlife Surveys and Habitat Assessments

Species	Surveys and/or Habitat Assessments
Quino checkerspot butterfly (<i>Euphydryas editha quino</i>)	Habitat assessment Larval host plant survey Protocol surveys
Hermes copper butterfly (<i>Lycaena hermes</i>)	Habitat assessment Protocol surveys
Coastal California gnatcatcher (<i>Poliophtila californica californica</i>)	Protocol surveys
Burrowing owl (<i>Athene cunicularia</i>)	Habitat assessment Four-pass protocol survey
Golden eagle (<i>Aquila chrysaetos</i>)	Habitat assessment Nest survey
Arroyo toad (<i>Anaxyrus californicus</i>)	Habitat assessment
Western spadefoot (<i>Spea hammondi</i>)	Focused surveys
Branchiopods (i.e. San Diego fairy shrimp)	Habitat assessment Protocol wet and dry season surveys

Wildlife surveys recorded a total of 156 species observed in the project area. Of the total species observed, 28 (18%) of these are considered special status (12 of which are MSCP Covered Species). Wildlife surveys recorded 28 special-status wildlife species, including two federally and state listed species: coastal California gnatcatcher and San Diego fairy shrimp. An additional 23 special status wildlife species have potential to occur on site, including the Quino checker butterfly. Species observed within the project were recorded during focused surveys, habitat assessments, vegetation mapping, and sensitive plant surveys.

Vegetation and Plant Surveys

The project area is dominated by chaparral and sage scrub, with some grassland. Various wetland communities also occur in the project area. Disturbed habitat within the project area is mainly associated with the prior grazing activities that ceased in 1999.

Flora focused surveys recorded a total of 352 vascular plant species, consisting of 254 native species (72%) and 98 non-native species (28%), were noted within the project. Of the total species observed, 22 of these species are considered special status (nine of which are MSCP Covered Species). In addition, although spreading navarretia was not observed during surveys, USFWS designated critical habitat for spreading navarretia exists within a portion of the project area. Focused rare plant surveys recorded 22 special-status plants (including the state and federally listed Otay Tarplant); three additional rare plants list have potential to occur on site.

Potential Impacts to Biological Resources

Based upon the surveys conducted for the Otay Ranch Village 14 and Planning Areas 16/19 project, the project will result in potential impacts to vegetation communities, special-status plants, and wildlife species and their habitats as summarized in the table below.

Table 3: Summary of Potential Significant Impacts

Vegetation Communities	Special Status Plants	Wildlife Species and Habitats
Cismontane alkali marsh	San Diego goldenstar (<i>Bloomeria clevelandii</i>)	Quino checkerspot butterfly habitat
Coastal and valley freshwater marsh	Orcutt's brodiaea (<i>Brodiaea orcuttii</i>)	Hermes copper butterfly habitat
Open Water	Delicate clarkia (<i>Clarkia delicata</i>)	Golden eagle habitat
Mulefat scrub	Otay tarplant (<i>Deinandra conjugens</i>)	Orangethroat whiptail
Southern willow scrub	Variegated dudleya (<i>Dudleya variegata</i>)	Cooper's hawk
Unvegetated channel	Robinson's pepper-grass (<i>Lepidium virginicum</i> var. <i>robinsonii</i>)	Burrowing owl
Granitic chamise chaparral	San Diego barrel cactus (<i>Ferocactus viridescens</i>)	Ferruginous hawk
Granitic southern mixed chaparral	San Diego marsh-elder (<i>Iva hayesiana</i>)	Wandering skipper
Diegan coastal sage scrub	Munz's sage (<i>Salvia munzii</i>)	Southern California rufous-crowned sparrow
Diegan coastal sage scrub – <i>Baccharis</i> -dominated	San Diego sagewort (<i>Artemisia palmeri</i>)	Coastal California Gnatcatcher
Non-native grassland.	Palmer's grapplinghook (<i>Harpagonella palmeri</i>)	Northern harrier
	Graceful tarplant (<i>Holocarpha virgata</i> ssp. <i>elongata</i>)	Blainville's horned lizard
	Southwestern spiny rush (<i>Juncus acutus</i> ssp. <i>leopoldii</i>)	American badger
	Golden-rayed pentachaeta (<i>Pentachaeta aurea</i> ssp. <i>aurea</i>)	California legless lizard
	Ashy spike-moss (<i>Selaginella cinerascens</i>)	San Diego banded gecko
	San Diego County needle grass (<i>Stipa</i> [= <i>Achnatherum</i>] <i>diegoensis</i>)	Coronado skink
	San Diego County viguiera (<i>Viguiera laciniata</i>).	Coast patch-nosed snake
		Bell's sage sparrow
		Western spadefoot
		Grasshopper sparrow
		Loggerhead shrike
		Pallid bat
		Dulzura pocket mouse
		Northwestern San Diego pocket mouse
		Western mastiff bat
		Western red bat
		California leaf-nosed bat
		Pocketed free-tailed bat
		Big free-tailed bat
		Alkali skipper
		San Diego black-tailed jackrabbit
		San Diego desert woodrat
		San Diegan tiger whiptail
		Red diamond rattlesnake

Mitigation

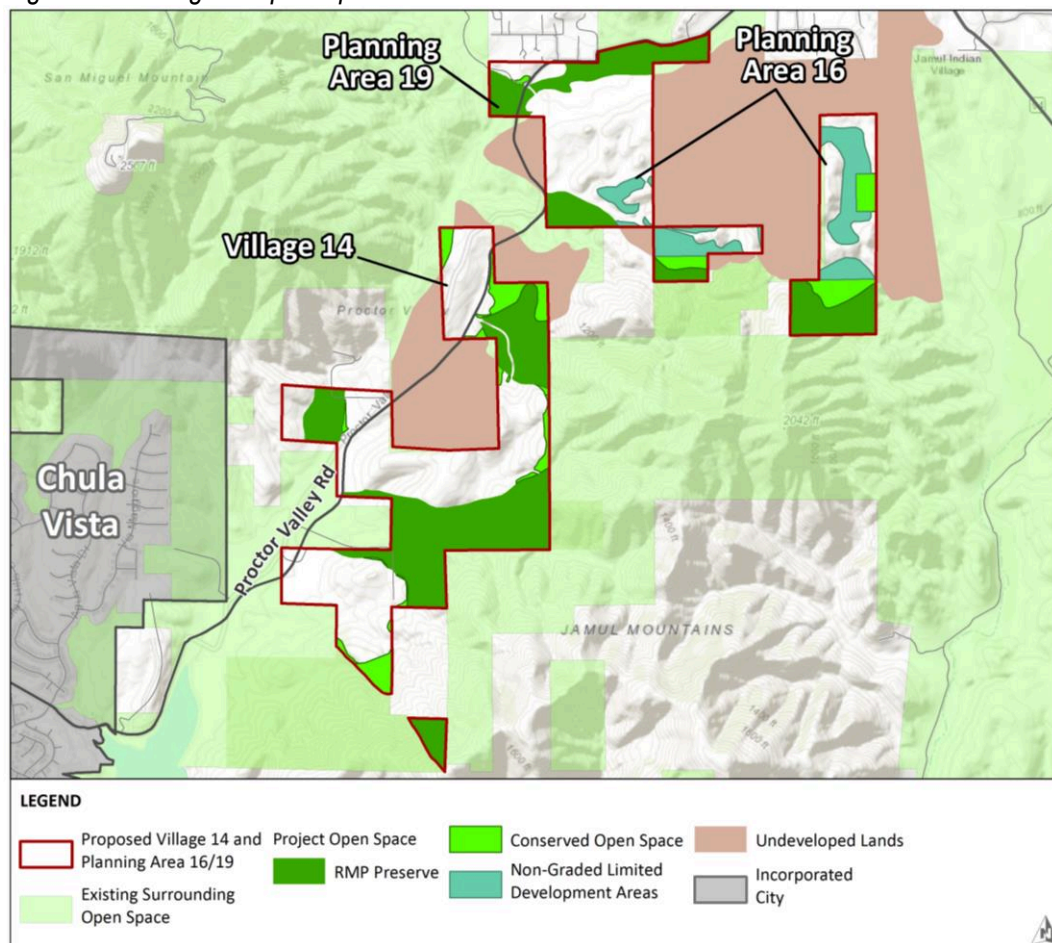
To mitigate for impacts of the project on biological resources, the following mitigation measures, as further detailed in the EIR, will become conditions of approval:

- i. Habitat conveyance and preservation: The applicant shall convey a total of 776.8 acres, 426.7 acres of which is anticipated to be conveyed within the project boundaries of Otay Ranch Village 14 and Planning Areas 16/19. The remaining 350.1 acres of conveyance will be met through off-site acquisitions within the Otay Ranch RMP, which will then be conveyed to the Otay Ranch RMP Preserve. The actual conveyance will be based on the 1.188 mitigation ratio and will be determined prior to Final Map recordation. In addition to the Preserve conveyance, 72.4 acres of biological Conserved Open Space shall be preserved on site.
- ii. Limited Building Zones (LBZ): LBZs within PA16 residential lots will be subject to an open space easement.
- iii. Open Space Fencing and Signage: The perimeter of the onsite open space will be fenced and contain signage to prevent trespass into these areas.
- iv. Invasive Species Prohibition: The County shall require that all final landscape plans shall not have invasive species.
- v. Translocation/Restoration Plans: The County pursuant to the recently adopted RMP2 will require the translocation and/or restoration of sensitive species and plants.
- vi. Restoration of onsite temporary impacts to sensitive upland and jurisdictional aquatic resources. Prior to grading the project, a Conceptual Upland and Wetlands Restoration Plan for impacts within the County shall be submitted to and receive approval from PDS and the Department of Parks and Recreation.
- vii. Prior to grading, a separate Conceptual Upland and Wetlands Restoration Plan shall be prepared and submitted to the City of San Diego or City of Chula Vista (or her/his designee) and CDFW for their approval. If mitigation for permanent impacts is proposed to occur within the project Area or within the additional off-site areas needed for conveyance, then a Wetlands Mitigation and Monitoring Plan shall be prepared. The final determination will be made during the permitting process with the Wildlife Agencies.
- viii. Control of Invasive Species: Weed control treatments shall be applied with the goal of controlling populations before they start producing seeds.
- ix. Biological Monitoring: A biological monitor will be present during all grading activities to ensure inadvertent impacts to onsite wetlands do not occur and will provide a final biological report to ensure that biological monitoring occurred.
- x. Lighting Plan: All artificial outdoor light fixtures shall be installed so they are directed from open space and shielded.
- xi. Breeding Season Avoidance: Removal of habitat that supports active nests shall occur outside of the nesting season for raptors and/or migratory birds (January 15th through August 31st).

- xii. Prior to the issuance of all land development permits for areas with salvageable sensitive biological resources, including San Diego goldenstar, variegated dudleya, San Diego barrel cactus, San Diego marsh-elder, and Robinson's pepper grass (including plant materials and soils/seed bank), the Village 14 Specific Plan applicant or its designee shall prepare a Biological Resource and Restoration Salvage Plan.
- xiii. Fire Protection Plan: To minimize the potential exposure of the project to fire hazards, all features of the fire protection plan shall be implemented in conjunction with development of the project.

With the implementation of the mitigation detailed above, the Village 14 Specific Plan will have a less than significant impact on biological resources.

Figure 14: Biological Open Space



b. Mobility - Streets, Roads, and Circulation

The County received public comments regarding the proposed transportation and traffic plan for the project, including the proposal to use, realign and improve the existing Proctor Valley Road. The comments identified concerns with easement rights, rights-of-way, access to adjacent properties, road capacity concerns, existing off-site conditions and overall local traffic patterns. These issues are addressed below.

i. Transportation and Traffic

A Traffic Impact Study (TIS) was prepared for the project that analyzed the project's potential direct, and cumulative traffic impacts. The TIS estimated the Village 14 Specific Plan will generate a total of 12,767 daily vehicle trips with 964 trips (303 inbound/661 outbound) and 1,260 trips (859 inbound/401 outbound).

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

The TIS identified direct impacts to the City of Chula Vista (City), and Caltrans road and intersection facilities: City impacts at the Proctor Valley Road between Northwoods Drive to the City Boundary segment, and at the intersection of Aqua Vista Drive/Northwoods Drive and Proctor Valley Road. Caltrans directs impacts are at the intersection between Lyons Valley Road and SR-94.

The TIS identified cumulative traffic impacts to several County, City, and Caltrans facilities: County impacts include Proctor Valley Road between City and Project Driveway No. 1 (South Phase), Proctor Valley Road between Project Driveway No. 1 (South Phase) and Driveway No. 2 (Central Phase), Proctor Valley Road between Project Driveway No. 2 (Central Phase) and Driveway No. 3 (North Phase), and Proctor Valley Road between Project Driveway No. 3 (North Phase) and Driveway No. 4 (PA16/PA19 Phases).

City cumulative impacts include the intersection of Northwoods Drive/Agua Vista Drive and Proctor Valley Road and at the Proctor Valley Road between Northwoods Drive and City of Chula Vista boundary Proctor Valley Road between Hunte Parkway and Northwoods Drive road segments. The Caltrans cumulative impact is at the intersection of SR-94 and Lyons Valley Road.

Direct and cumulative impacts to County roadway facilities will be mitigated via payment into the County Transportation Impact Fee (TIF) program and/or through physical road improvements. Cumulative impact mitigation outside of the County is addressed by physical road improvements or agreements between the project applicant and impacted jurisdictions. The TIS also includes an analysis comparing the General Plan Mobility Element to the project's proposed Mobility Element amendment. Specifically, the project will retain the

Mobility Element's two-lane designation for Proctor Valley Road, but will modify the Mobility Element classification from 2.2E Light Collector (no median two-lane undivided) to 2.2A Light Collector (raised median, two-lane divided) for the segment between the City/County boundary and North Phase. The road will have more capacity and operate at an acceptable level of service.

Off-Site Improvements

The Otay Ranch Village 14 Specific Plan project includes off-site traffic impacts that will require road or intersection improvements. The off-site improvements include the following:

1. Within City of San Diego Water Utility Department ownership, realign existing Proctor Valley Road (southeasterly) upland to avoid federally listed/protected vernal pool complexes in the valley floor and to construct a two-lane modified County Collector. Applicant to obtain a Site Development Permit from the City of San Diego to realign a portion of Proctor Valley Road within their ownership. Any mitigation measures applied by the City of San Diego will be identified through the City of San Diego's permit process.
2. Improve the intersection of Proctor Valley Road and Northwoods Drive/Agua Vista Drive in the City of Chula Vista (City) to provide a road transition after this intersection from a four-lane arterial to a two-lane modified County Collector to the City's boundary. This intersection and road improvements were previously analyzed and conditioned as part of the Rolling Hills Ranch subdivision (three segments of the intersection design is completed, traffic control mast arms are in place – not functional and right of way established). The project will construct the fourth segment, transition and complete the traffic control measures. Applicant to obtain Development Permit from the City for the portion of Proctor Valley Road within the City boundaries. Any mitigation measures applied by the City will be identified during the permit process.
3. The Village 14 Specific Plan has been conditioned to install a traffic signal at the impacted intersection of Lyons Valley Road and SR-94 prior to the 741st building permit. However, it should be noted that the Lyons Valley Road/SR-94 intersection is part of the improvement project analyzed in the Caltrans SR-94 Improvement Project Draft EIR (Caltrans 2015). In addition, this improvement is also included as a mitigation from the Jamul Indian Village Final Environmental Evaluation. Currently, Applicant has been conditioned to improve the intersection of Lyons Valley Road and SR-94, which is a Caltrans facility. Caltrans has issued a construction permit for the improvements.

The Village 14 Specific Plan will be conditioned to obtain all applicable permits from the cities of Chula Vista and San Diego, as well as Caltrans.

The environmental effects of realigning and constructing Proctor Valley Road and the project's impact on the roads were analyzed pursuant to CEQA. Where mitigation requires

improvements to facilities not within the County's jurisdiction, the impacts were determined to be significant and unavoidable in the EIR.

ii. Proctor Valley Road

Proctor Valley Road is an existing two-lane public road. The project will be required to improve Proctor Valley Road between the City of Chula Vista and the community of Jamul. A Title Report was submitted and reviewed by PDS that identifies an existing 40-foot public road easement for Proctor Valley Road.

Issue: In order for Proctor Valley Road to meet County minimum right of way standards for the project, additional right of way in Section 10B, will be required on land owned by CDFW. However, obtaining additional right of way will increase environmental disturbance and CDFW has concerns regarding impacts to their property.

The environmental effects of constructing Proctor Valley Road and the project's traffic impact on the road for Options #1 and #2 were analyzed pursuant to CEQA.

OPTION #1: Within the applicant's ownership, improvements to Proctor Valley Road will be substantially within the existing Proctor Valley Road 40' right of way (Sections 10A, 10B and 10c). Under Option #1, additional right of way will not be required, but the widened road will not meet the County's minimum roadway standards of 48' right of way.

OPTION #2: Within the applicant's ownership, the Proctor Valley Road right of way will be widened to 64' (Sections 10a and 10c in Figure 15 below). As proposed, the middle section (10b in Figure 15) will encroach an additional 8' of right of way into CDFW-owned land to meet the County's minimum roadway standards of 48' right of way. This includes re-aligning, constructing off-site improvements and acquiring additional right-of-way for Proctor Valley Road. The applicant will be required to make off-site improvements and will be responsible for obtaining right-of-way from CDFW and other property owners. In the event the applicant cannot obtain the required right-of-way, the County may pursue eminent domain pursuant to Board of Supervisor Policy J-33.

Staff Determination:

Option #2 enhances safety along the road by including a five foot bike lane in each direction, a separated trail on one-side and adequate area for traffic related signage.

Table 4: Proctor Valley North Option Comparison

PARAMETER	OPTION #1	OPTION #2
TRANSITIONAL STREET SECTION 10A		
Right of Way	Transitions to 40'	Transitions to 64' onsite, then to 48' offsite
Pavement	Transitions to 28'	Transitions to 34'
Travel Lanes	Two 14' Lanes	Two 12' Lanes
Bike Lanes	Sharrows (shared)	Two 5' Bike Lanes
Community Pathway	10' DG Pathway	10' DG Pathway
Other	2' Unpaved Shoulder	Unpaved Shoulder & Buffer Varies
PARAMETER	OPTION #1	OPTION #2
STREET SECTION 10B		
Right of Way	40'	48'
Pavement	28'	34'
Travel Lanes	Two 14' Lanes	Two 12' Lanes
Bike Lanes	Sharrows (Shared)	Two 5' Bike Lanes
Community Pathway	10' DG Pathway	10' DG Pathway
PARAMETER	OPTION #1	OPTION #2
STREET SECTION 10C		
Right of Way	40'	64'
Pavement	28'	34'
Travel Lanes	Two 14' Lanes	Two 12' Lanes
Bike Lanes	Sharrows (Shared)	Two 5' Bike Lanes
Community Pathway	10' DG Pathway	10' DG Pathway
Other	2' Unpaved Shoulder	5' Unpaved Shoulder & 5' Unpaved Buffer

Figure 15: Option #1 - 10A, 10B, and 10C Street Sections

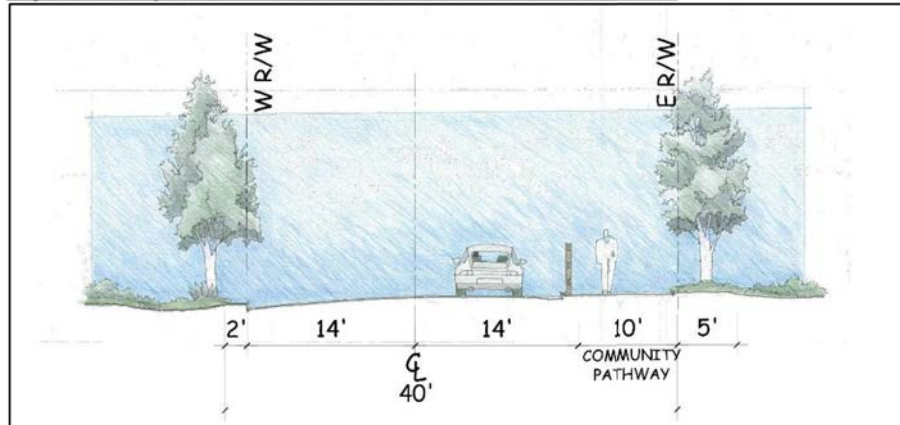


Figure 16: Option #2 – 48' Right of Way within California Department of Fish & Wildlife Property (10A, 10B, and 10 C Street Sections)

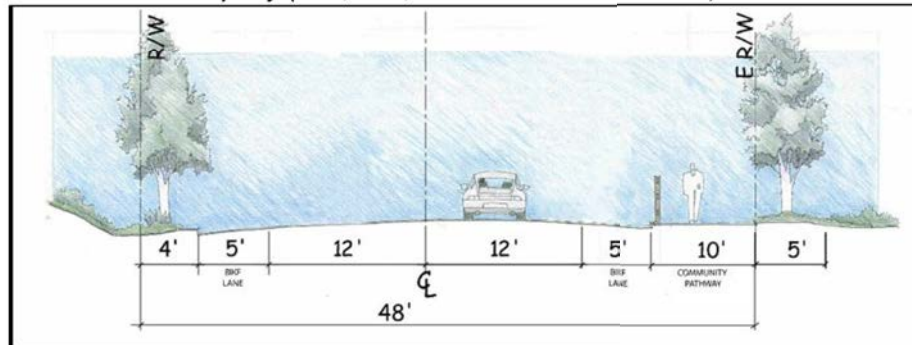
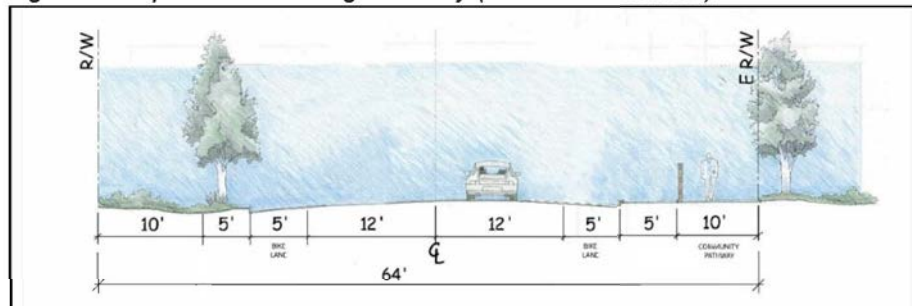


Figure 17: Option #2 – 64' Right of Way (10C Street Section)



iii. Whispering Meadow Lane/Valley Knolls Road

The Project proposes a new public road connection from Planning Area 16 (R16 neighborhood) into the Whispering Meadows neighborhood to provide required secondary access. This new public road will connect directly into Whispering Meadows Lane and Valley Knolls Road. Currently, these privately-maintained roads serve the Whispering Meadows neighborhood.

Both Whispering Meadows Lane and Valley Knolls Road are existing two-lane roads that provide access to the Whispering Meadows neighborhood. Valley Knolls Road feeds into Whispering Meadows Lane which ends at the southerly neighborhood boundary. The project proposes to extend Whispering Meadows Lane southerly across existing CDFW lands to connect to the Project Site (PA16).

The existing residents have expressed concerns about routing traffic through the neighborhood, potential removal of private improvements adjacent to the road edges (e.g., mail boxes, fencing, lights, walls, etc.) and maintenance of private vs. public roads.

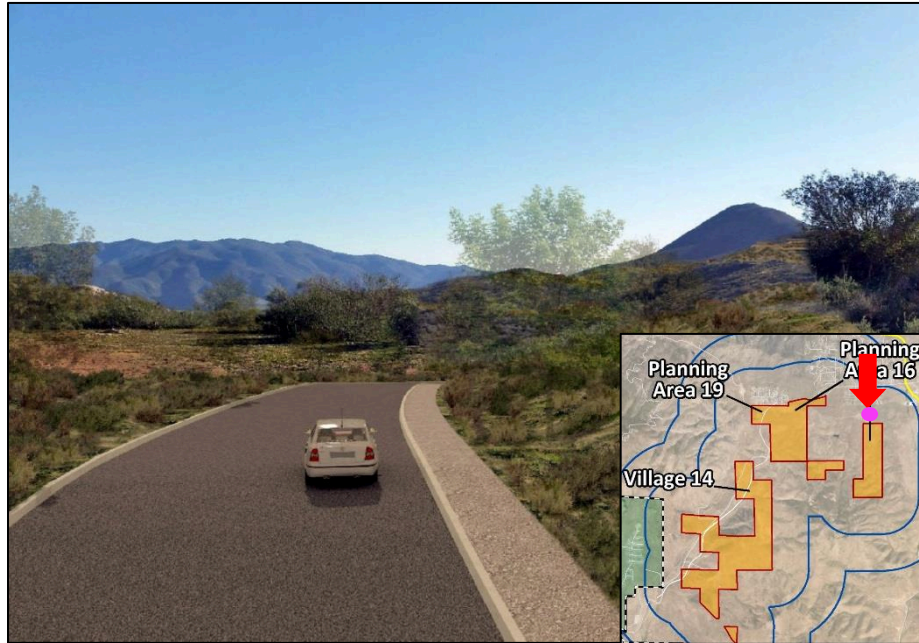
The Whispering Meadows Lane and Valley Knolls Road have 8 offers of “Irrevocable Offers of Dedication” (IODs) to the County to improve and widen these roads to their ultimate 60’ right-of-way. To date, the County has not accepted the IODs into the County road system, but may do so at any time.

The County may accept these IODs to allow project access from the southern boundary of the Whispering Meadows neighborhood through to Proctor Valley Road. The road maintenance may remain private and subject to the requirements of the fire protection district, and the project will be required to enter into a private road maintenance agreement to maintain them. This private maintenance agreement will be in addition to any existing maintenance agreement in place and will not negate the obligations under existing agreements. The environmental effects of constructing the connection from Whispering Meadows Lane and Valley Knolls Road to the Project’s Site were analyzed pursuant to CEQA.

Figure 18: Whispering Meadows Lane Connection (Existing)



Figure 19: Whispering Meadows Lane Connection Towards Project (Proposed)



iv. Design Modifications

The public and private road standards allow for design modifications (modifications) to the 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. The Village 14 and Planning Areas 16/19 project includes 13 modification requests for Proctor Valley Road.

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 Village 14 and Planning Areas 16/19 Design Exception Requests dated March 30, 2017. Attachment E includes the Village 14 and Planning Areas 16/19 - Design Exception Acceptance Letters for Private (August 30, 2018) and Public (October 5, 2018) Modifications to Road Standards. These letters detail staff’s recommendations on the requested design modifications.

After review, County staff can support and recommend approval of 13 modifications.

c. Facilities and Services

Fire Service and Evacuation

The project is within a portion of the San Diego County Fire Authority's (SDCFA) jurisdictional area that is adjacent to the Chula Vista Fire Department response area. SDCFA currently operates one nearby fire station (Jamul FS No. 36). Jamul FS No. 36 travel time to Planning Areas 16/19 is calculated to be less than six minutes. Planning Areas 16/19 is consistent with a Semi-Rural designation, which per the General Plan, allows up to a ten-minute travel time; however, the station is not within the five-minute travel time required for Village 14. Therefore, the project is required to construct an on-site fire station (FS No. 34), which will ensure that Village 14 could be served within the five-minute travel time.

The community has expressed concerns that the project will increase the number of people that will need to be evacuated during a wildfire event, and will increase the overall evacuation time. Additional concerns were raised about the project's fire protection plan and issues related to on-site fire measure implementations.

The project has prepared a detailed Fire Protection Plan (FPP), which evaluates and identifies the potential fire risk associated with the Village 14 Specific Plan'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.

Based on the results of the FPP's analysis and findings, the following FPP implementing measures for the project are required:

- i. Preparation of a Construction Fire Prevention Plan which details 1) the important construction phase restrictions and fire safety requirements that will be implemented to reduce the risk of ignitions, and 2) plans for responding in the event of an ignition.
- ii. Project buildings will be constructed of ignition-resistant construction materials based on the latest Building and Fire Codes.
- iii. All structures over 500 square feet will include interior fire sprinklers.
- iii. One-acre and larger lots (lots designated as one-, two-, or three-acres) will include fuel modification zones (FMZs) equal to 100 feet from all combustible buildings more than 250 square feet. The FMZs will begin at the structure and extend outward in all directions (front, sides, and rear of house). Homeowner's will be responsible for maintaining the FMZs, and they will be included in the annual HOA or approved management entity funded third-party inspections.
- iv. Roadside FMZs will be consistent with the fire code and will be 20 feet on either side of new roads and 10 feet on either side of the existing and realigned Proctor Valley Road. Roads

within Planning Areas 16/19 will include 20-foot-wide FMZs except for connecting roads between neighborhoods (between R15 and R16), which will be 50 feet wide.

- v. Large lots in Planning Areas 16/19 will include Limited Building Zones (LBZs) where the properties are adjacent to open space areas. The LBZs will designate buffer areas where no building will be allowed.
- vi. Fuel Modification will be provided throughout the perimeter of the project and will be 120-foot wide in most locations. Annual FMZ and LBZ/LDA inspections and enforcement will be funded by the HOA and conducted by a qualified third-party consultant to certify that the FMZs are maintained and that the LBZ/LDA have no unauthorized structures.
- vi. Walls will be provided for 38 lots to provide additional fire protection and to enhance structure setback from top of slope. At a few locations, where the FMZ is constrained to approximately 70 feet, walls will be provided as mitigation to provide equivalent protection.
- vii. Fire apparatus access roads will be provided throughout the community that will vary in width and configuration, but which will provide at least the minimum required unobstructed travel lanes, lengths, turnouts, turnarounds, and clearances.
- viii. Firefighting staging areas/temporary refuge areas are available throughout the project, as well as along roadways and site green spaces.
- ix. Roadside FMZs will be 50 feet wide on either side of the road, 30 feet wider than required, where roads traverse open areas with adjacent native fuels.
- x. Water capacity and delivery provide for a reliable water source for operations and during emergencies requiring extended fire flow.
- xi. The project is required to provide an on-site fire station. Travel times to all portions of the project will be compliant with all General Plan standards.
- xii. A project-specific community evacuation plan has been prepared for the project based on input and coordination with SDCFA.
- xiii. The Community HOA will have an outreach and educational role to coordinate with SDCFA and the local Fire Safe Council; oversee landscape committee enforcement of fire safe landscaping, ensure fire safety measures detailed in this FPP are implemented, and educate residents on and prepare facility-wide "Ready, Set, Go!" plans.

Emergency Evacuation: The community has expressed concerns that the Village 14 Specific Plan 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 (WFEP) has been prepared for Village 14 and Planning Areas 16/19, which 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 WFEP includes both primary and secondary evacuation routes, which were reviewed for accuracy by San Diego County Fire Authority (SDCFA). 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 WFEP evaluated the project's impact on emergency evacuation. The WFEP is not a requirement per CEQA and was not necessary to reach any of the significance conclusions in the EIR.

The project is within the SDCFA, which will provide fire service/staffing for the Village 14 Specific Plan. SDCFA currently operates fire stations in the unincorporated county, including the closest (FS No. 36) fire station in Jamul. The project is within a very high Fire Hazard Severity Zone (FHSZ). The general area near the project has a history of wildland fires which have burned portions of the Village 14 Specific Plan site, including the October 2007 Harris Fire. The Fire Protection Plan (FPP) identified measures necessary to adequately mitigate potential wildfire impacts. As a result of the findings of fire modeling, additional project design features are incorporated into the project, including the creation of 100-foot FMZs, the use of ignition resistant building materials, fire and building code requirements for the protection of non-residential structures, the provision of secondary emergency access roads, and adequate water supply for fire hydrants.

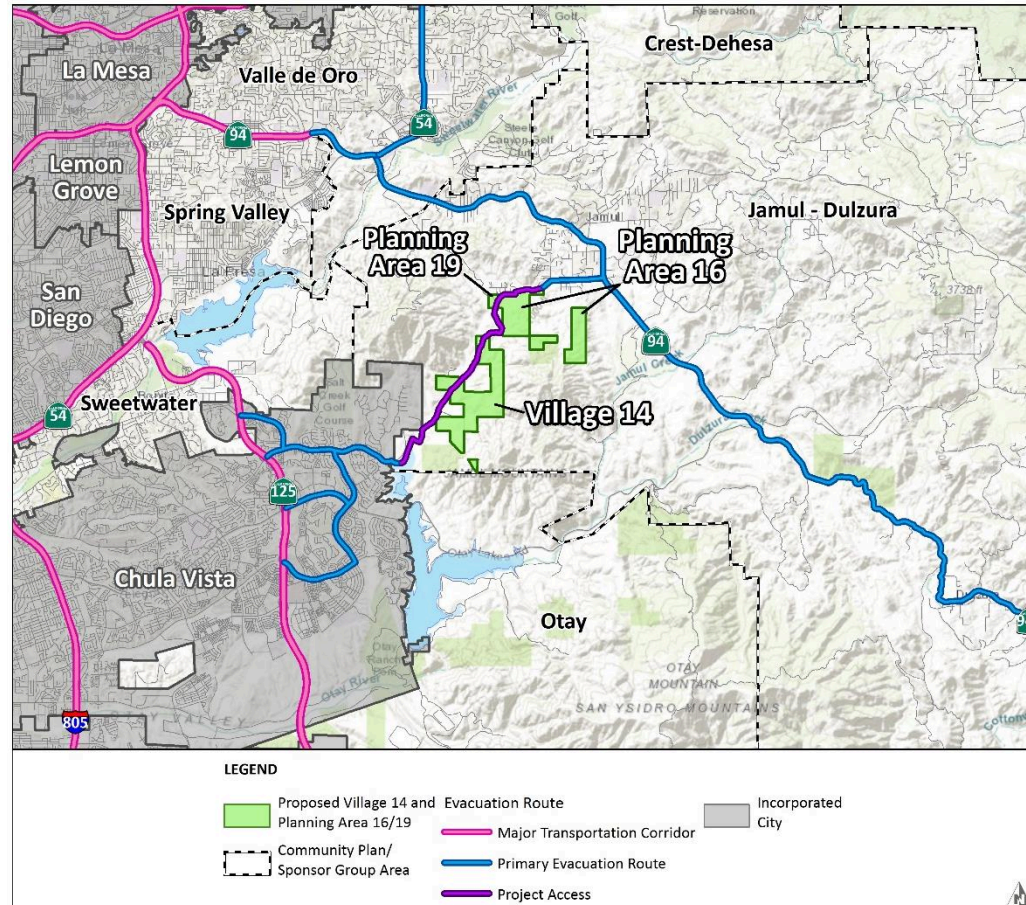
All proposed evacuation routes have been designed in accordance with the County Consolidated Fire Code, and will comply with minimum horizontal radius, fall within the 20 percent maximum allowable grade, and meet or exceed the minimum paved width requirements.

The project's primary evacuation route is Proctor Valley Road. Based on the proposed road network, project residents can evacuate using Proctor Valley Road to southwest or to the northeast toward Jamul, depending on the nature of the emergency. To the northeast, this will include public access through the community of Whispering Meadows for Planning Area 16 to provide secondary access. Improvements to Proctor Valley Road will provide an evacuation route for existing residents in the City of Chula Vista and the community of Jamul. The primary evacuation routes for project residents are:

1. **Egress to the southwest via Proctor Valley Road** -This segment serves as the primary and/or secondary project access, depending on the nature of the emergency. This segment will connect to the City of Chula Vista, which offers travel options to the west onto SR-125 (toll road), the I-805 and I-15. Once in the City of Chula Vista, drivers will be able to disperse onto several arterials going south, west and north. Likely neighborhoods using this access during an evacuation include: South Phase, Central Phase and North Phase.
2. **Egress to the northeast via Proctor Valley Road** - This segment serves as the primary and/or secondary road access, depending on the nature of the emergency. Proctor Valley Road will connect to the community of Jamul/Dulzura, which offers travel options to the south and north to SR-94. Once in Jamul, drivers can disperse onto several rural roadways going

south, east and north. Likely neighborhoods using this access during an evacuation include: North Phase and Planning Areas 16 and 19 Phases.

Figure 20: Fire Evacuation Map



Based on these factors and assumptions regarding neighborhood evacuation routes, the scenario estimated that 70% of vehicles (1,723) will travel south and 30% (739) would use the improved Proctor Valley Road north to Jamul. This scenario conservatively estimated 2.5 to 3.0 hours to evacuate the community. A second scenario anticipates 100% of the vehicles will use Proctor Valley Road south into the City of Chula Vista, and can be evacuated from the project conservatively within 2.5 hours.

At a community level, Community Wildfire Protection Plans (CWPP) can be developed by local communities through Fire Safe Councils to protect their homes, neighborhoods and environments from wildfires. These types of grassroots efforts help residents implement such projects as hazardous fuel reduction programs, local wildfire protection planning, and homeowner training. In this community, the HOA would be active in its outreach to residents regarding fire safety and general evacuation procedures. The community HOA will engage residents and coordinate with local fire agencies for fire safety awareness through a variety

of methods. This evacuation plan will be provided to each homeowner/HOA member as well as being accessible on the HOA website. The HOA will coordinate with local fire agencies to hold an annual fire safety and evacuation preparedness informational meeting and important fire and evacuation information would be reviewed. As part of the approval of the Village 14 Specific Plan, it shall be binding on the HOA to actively participate as a partner with the SDCFA to assist with the coordination and distribution of fire safety information they develop.

With the new SDCFA Fire Station No. 34, the Village 14 Specific Plan complies with General Plan Policy S-6.4 because fire and emergency services will be provided to the project within the five-minute and ten-minute travel times. Travel time to the improved portions of the Village 14 will be entirely within the five-minute travel time. The new SDFCA Fire Station, in combination with the existing Fire Station No. 36, will provide fire and emergency services to Planning Areas 16/19 within the ten-minute travel time standard.

Trails

Two options are proposed for the construction and implementation of trails in this project, Option A and Option B. See Figures 21 and 22 (below).

OPTION A: This option involves two trails:

1. The first trail consists of two trail segments located within the Preserve near Planning Area 19, one which will connect to the Echo Valley Loop (Jamul-Dulzura Trail #53), and the other will follow a historic ranch road (Planning Area 16).
2. The second trail construct perimeter trails, totaling 3.6 miles, around Village 14 which will connect to the community pathway along Proctor Valley Road. One trail route will extend along the entire perimeter of the South Phase and the second route will extend along the southeastern perimeter of the Central Phase. These perimeter trails will be located within the fuel modification zone (FMZ) and/or Preserve Edge.

OPTION B: In this option, the applicant proposes to only construct the trail route that extends along the southeastern perimeter of the Central Phase, thereby connecting to the community pathway along Proctor Valley Road.

Staff Determination:

Staff recommends Option A to be in conformance with the County Community Trails Master Plan.

Figure 21: Trail Option A

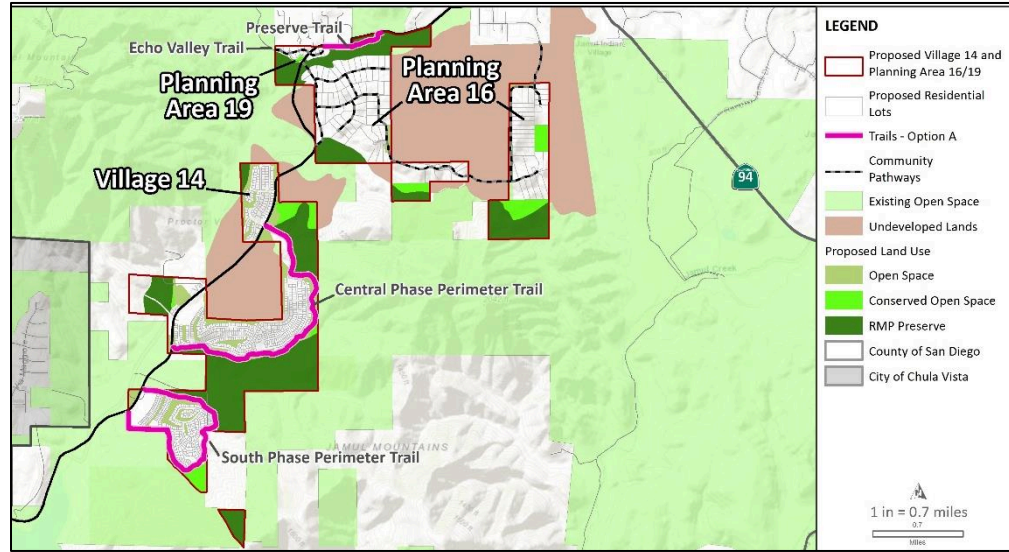
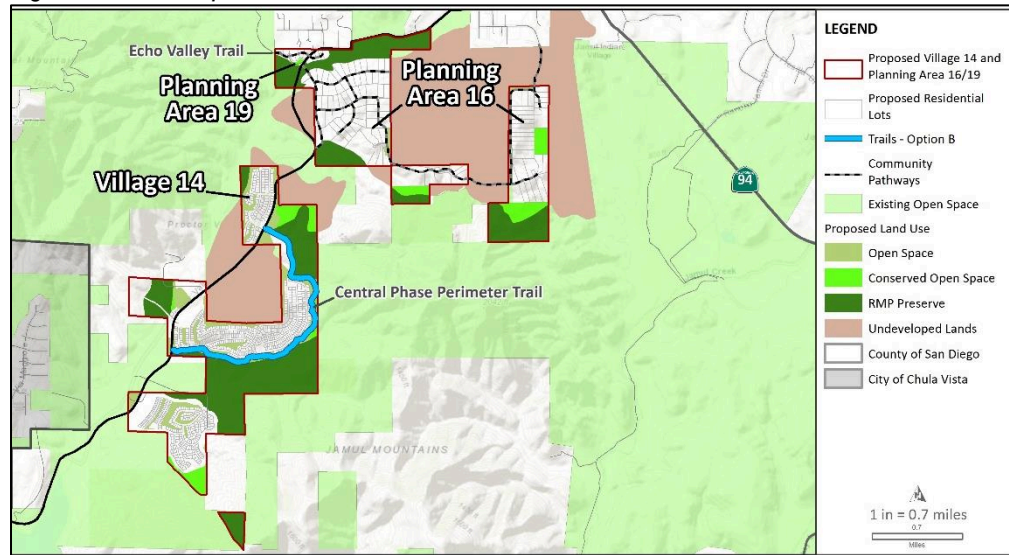


Figure 22: Trail Option B



Septic and Sewer Service

The community of Jamul/Dulzura raised issues regarding sewer services for Planning Areas 16 and 19; stating a preference for septic or other alternative treatment system. In addition, the Jamul/Dulzura Community Planning Group (JDCPG) provided a recommendation that prior to expansion of sewer facilities into PA16 and PA19, all 125 residential lots should have a qualified septic perk test completed to determine whether a lot should have septic or sewer service.

Currently, there are no wastewater treatment facilities on the project site and the site is not serviced by the San Diego County Sanitation District (SDCSD). The project will be required to annex into the SDCSD. Upon completion of the annexation, the proposed sewer system will be operated by the SDCSD and connect to the City of Chula Vista (City) sewerage system via the Salt Creek Interceptor.

The Otay Ranch Facilities Implementation Plan (1993) contemplated sewer services to all Otay Ranch Villages and Planning Areas, with the exception of PA17. Since the provisions of the Otay Ranch documents apply “only” to Otay Ranch parcels, there are no growth inducing impacts by providing sewer instead of septic.

In 1994, the City of Chula Vista - Salt Creek Basin Study provided a master plan for sewer service to all Otay Ranch parcels, including the Proctor Valley Parcel. The City’s studies analyzed land uses (city/county), allocated sewer capacity and transmission trunk lines sized to provide sewer services to the City Otay Ranch parcels and the unincorporated areas of Otay Ranch (Villages 13, 14, 15 and Planning Areas 16, & 19).

Pursuant to the Sewage Transportation Agreement for the Salt Creek Sewer Interceptor executed by the SDCSD and the City on July 1, 2016, the City has capacity to serve this project.

Septic Study

Advanced Geotechnical Solutions Inc., prepared an on-site wastewater treatment feasibility study for a portion of PA16 to evaluate whether or not septic could serve PA16. The septic study concluded that the individual septic systems would not adequately serve the project because....“The Project Area does not possess suitable soil or ground water conditions to support conventional or alternative on-site wastewater treatment systems on each proposed lot.” The septic study was reviewed by the Department of Environmental Health (DEH), who concurred with the study’s conclusions.

The septic study concluded that the lots in the eastern portion of Planning Area 16 will need to be served by sewer; therefore, it became unnecessary to evaluate the remainder of the Planning Areas 16/19 lots since the sewer line to the eastern lots will necessarily be installed adjacent to nearly all of the remaining lots in Planning Areas 16/19.

Staff Determination:

County ordinance requires that any lot adjacent to a sewer line in a public right of way be provided access to that sewer line (County of San Diego Ordinance No. 10136; San Diego County Code of Regulatory Ordinances, Section 1: Title 6, Division 8, Chapter 3, Article 2, Section 68.310).

This Ordinance states, “(a) The drainage system of every building constructed or reconstructed, except for a graywater system, shall be connected to a public sewer if: (1) the property on which the building is located abuts a public sewer or a public sewer is located within 200 feet of the building, (2) annexation to the sewer district has been completed and (3) no easements through adjacent property are necessary to complete the public sewer connection.”

Therefore, all of the project will be served by sewer.

School Districts

The community of Jamul and school districts raised concerns about the project Draft EIR describing a “Transfer of Uninhabited Territory.” Concerns include school capacities and school siting/size requirements. The following discussion related to the transfer is outside of the CEQA requirements.

The project area is located within the boundaries of two elementary school districts and two high school districts. The majority of the Village 14 area is located within the boundary of the Chula Vista Elementary School District (CVESD) and the Sweetwater Union High School District (SUHSD). Planning Areas 16/19 are located within the Jamul/Dulzura Union School District (JDUSD) and Grossmont Union High School District (GUHSD) boundaries.

Approximately 203 residential units in the most northerly portion of Village 14- North Phase, are within JDUSD and GUHSD boundaries. This area is subject to a “Transfer of Uninhabited Territory” discussion to allow students in those units to transfer to the CVESD boundary. The GDP/SRP and Facility Implementation Plan (City of Chula Vista and County of San Diego 1993) anticipated that the students in Village 14 will attend CVESD/SUHSD schools.

The School Facility Implementation Plan for Otay Ranch in Doc. No. 759223 states, “This analysis assumes all Central Proctor Valley is within the Chula Vista Elementary and Sweetwater Union High districts.” The GDP/SRP and School Facility Implementation Plan anticipated that school children residing within Village 14 will attend the same local elementary school instead of the Jamul/Dulzura Union School District.

The GDP/SRP under School Processing Requirements notes, “Identify and process school district boundary adjustments, as appropriate, through approval by the appropriate governing body.” A boundary adjustment will be needed through the County Department of Education pursuant to California Education Code Section 35700 et. seq. and is not part of the Village 14 Specific Plan.

Should the boundary adjustments not occur, the school district boundaries will remain unchanged and the 203 individual residences will have the opportunity to seek an “inter-district transfer” should they choose to change school districts.

3. California Environmental Quality Act (CEQA) Compliance

The project has been reviewed in compliance with the (CEQA). A Notice of Preparation (NOP) for a Draft Environmental Impact Report (DEIR) was circulated from December 15, 2016 to January 23, 2017. A DEIR was prepared and circulated for a 45 day public review period from March 1, 2018 to April 16, 2018. The County held a NOP meeting on January 10, 2015 and a DEIR meeting on March 27, 2018.

During public review, the County received 47 comment letters containing approximately 1,900 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 PDS2016-ER-16-19-006 (Attachment B).

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

- a. Aesthetics
- b. Agricultural Resources
- c. Air Quality
- d. Noise
- e. Transportation and Traffic

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

- a. Biological Resources
- b. Cultural Resources
- c. Geology and Soils
- d. Greenhouse Gas Emissions
- e. Paleontological Resources
- f. Tribal Cultural

Significant and Unavoidable Impacts

The County has considered the analysis and evaluation provided within the EIR and determined that the following are still 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, recreational facilities and educational land uses, as well as associated infrastructure will be most evident as viewed from locations in the viewshed located on the west and east edges of project. From these viewsheds, 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. The level of contrast associated with development of the proposed project, and implementation of road improvements along Proctor Valley 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, considered in the CEQA analysis, envisioned within the General Plan and the proposed project, the area will transition from primarily undeveloped open space and a 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. Agricultural Resources

Loss of Availability of Agricultural Resources (LARA): The LARA Model analysis conducted as part of the project EIR determined the project area does not contain Important Agricultural Resources as defined by the County's Agricultural Guidelines, therefore no mitigation is required. However, the project will result in the loss of availability of approximately 62 acres of Farmland of Local Importance and 635.6-acres of land designated as grazing lands. The Otay Ranch PEIR previously analyzed the loss and determined it was significant and unavoidable, therefore the project EIR also considered the impact to be significant and unavoidable to be consistent with the previous determination.

c. Air Quality

Conformance to Regional Air Quality Strategy (direct): Under the approved GDP/SRP, the project will result in a more intense land use, although the proposed project is less than the number of dwelling units analyzed and will generate less operational trips than those land uses currently allowed. The Village 14 Specific Plan will contribute to local population and employment growth and associated Vehicle Miles Traveled (VMT). The Village 14 Specific Plan is considered accounted for in the RAQS. As such, the Village 14 Specific Plan would not conflict with or obstruct implementation of local air quality plans.

Conformance to Air Quality Standards—Construction (direct and cumulative): Daily construction emissions will exceed the thresholds for VOC, NO_x, CO, PM₁₀ and PM_{2.5}. Mitigation measures were identified and shall be implemented during each phase of construction 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, 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, PM₁₀ and PM_{2.5}. 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 adequate ride sharing vehicle spaces. 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.

d. Noise

Traffic Noise Levels (cumulative): Noise level increases attributable to the proposed project along Proctor Valley Road just offsite (residential homes fronting Proctor Valley Road east of project boundaries) would exceed the County's noise standard of 60 dBA CNEL by an estimated one (1) dBA which is under the ten (10) dBA threshold for significance. No feasible mitigation measures exist to reduce identified cumulative off-site impacts resulting from the project proposal, and impacts will be significant and unavoidable.

e. Transportation and Traffic (County and City of Chula Vista (City))

Intersection Level of Service (LOS) (direct): The project will result in a significant direct impact to two intersections, both located within the City and at a Caltrans facility at Lyons Valley Road/SR-94. Although mitigation measures were identified at each intersection, the impacts will remain significant and unavoidable since both intersections are located outside of the County's jurisdiction, and the County cannot ensure their implementation.

Street Segment LOS (direct): The project will result in a significant direct impact to one road segment, located within the City. Although a mitigation measure was identified for the road segment, the impacts will remain significant and unavoidable since the road segment is located outside of the County's jurisdiction, and the County cannot ensure implementation of the improvement.

Intersection LOS (cumulative): The project will result in a significant cumulative impact to two intersections, both located within the City and a Caltrans intersection at Lyons Valley Road/SR-94. Although mitigation measures were identified at each intersection, the impacts will remain significant and unavoidable since both intersections are located outside of the County's jurisdiction, and the County cannot ensure their implementation.

Street Segment LOS (cumulative): The project will result in a significant cumulative impact to two intersections, both located outside of the County of San Diego's jurisdiction. Although mitigation measures were identified at each intersection, the impacts will remain significant and unavoidable since both intersections are located outside of the County's jurisdiction, and the County cannot ensure their implementation.

Vehicle Miles Traveled (VMT)

While VMT analysis is not required by CEQA, the DEIR evaluated the potential VMT-related impacts associated with the Village 14 Specific Plan, consistent with the methodology and significance thresholds recommended by the Office of Planning and Research in its Draft Proposal, dated January 26, 2018. Each element of the proposed Transportation Demand Management (TDM) Program was evaluated to determine the VMT reduction by its implementation as well as the project's land uses. As a result of this evaluation, it was determined the project would achieve a 4.4 percent reduction in overall VM by implementing the TDM.

The TDM would include the following:

- a. Develop a comprehensive pedestrian network designed to provide safe bicycle and pedestrian access between the various project phases, land uses, parks/open spaces, schools, and the Village Core. Where approved by the appropriate jurisdiction, the pedestrian network will also provide connections to the various recreational trails and multimodal facilities accessing the project area.
- b. Provide bicycle racks along main travel corridors adjacent to commercial developments and at public parks and open spaces within the project Area.
- c. Coordinate with the SANDAG icommute program for carpool, vanpool, and rideshare programs that are specific to the project.
- d. Promote available websites providing transportation options for residents and businesses.
- e. Create and distribute a "new resident" information packet addressing alternative modes of transportation.
- f. Coordinate with San Diego Metropolitan Transit System (MTS) and SANDAG about the future sighting of transit stops/stations within the project area.
- g. Provide a school carpool program by coordinating with local school districts and SANDAG. Provide dedicated parking space for the school carpool program in the Village Core.
- h. Implement a school bus program in coordination with the school district.
- i. Require homeowner's associations within the project area to coordinate with the local school districts and partner with the on-site elementary school to create a "walking school bus program" for neighborhood students to safely walk to and from school. The Village 14 Specific Plan applicant will also coordinate with the local school districts to encourage the provision of bicycle storage facilities at the on-site elementary school.

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: biological resources, cultural resources, geology and soils, greenhouse gas emissions, paleontological resources, and tribal cultural resources.

a. Greenhouse Gas Emissions

Based on the analysis in the EIR, the proposed project will have the following significant impacts prior to mitigation: 1) the proposed project will generate greenhouse gas (GHG) emissions that may have a significant impact on the environment, and 2) the proposed project will generate greenhouse gas (GHG) emissions that may interfere with the implementation of GHG reduction goals for 2030 and 2050. Because the project will increase GHG emissions above the existing emissions level, the proposed project (without mitigation) will generate GHG emissions during construction and operation that may have a significant impact on the environment.

Mitigation measure M-GHG-1 addresses the proposed project's construction-related GHG emissions and requires the project to purchase and retire carbon offsets in the amount of 22,760 MT CO₂e, which reflects the total construction-related GHG emissions (including a onetime vegetation loss). Mitigation measure M-GHG-2 addresses the proposed project's operational related GHG emissions, and similarly requires the project to purchase and retire carbon offsets for the incremental portion of the project within each Site Plan in a quantity sufficient to offset, for a 30-year period, the operational GHG emissions from that incremental amount of development to net zero. The project will be required to reduce the annual emissions by 16,159 MT CO₂e per year for a 30-year period (project life), which is an approximate total reduction of 484,770 MT CO₂e. Mitigation measure M-GHG-3 would require that residential structures be equipped with electrical outlets in the front and rear of the structures to facilitate use of electrical lawn and garden equipment. The project includes Project Design Features (PDFs) that would reduce GHG emissions through the design of the project area's uses, including the transportation network. M-GHG-4 ensures that the PDFs will be implemented to further reduce potential GHG emissions. The proposed project feasibly can achieve no net increase in GHG emissions through implementation of M-GHG-1 through M-GHG-4. Through mitigation, the proposed Project would reduce all potentially significant impacts associated with GHG emissions to less than significant at both the project level and cumulative impact level.

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 5: Applicable Regulations

County Regulation Policy	Explanation of Project Conformance
1. Watershed Protection Ordinance (WPO)	Stormwater Management Plans have been prepared for the project that comply with the WPO.
2. 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.
3. San Diego County Consolidated Fire Code	<p>A Fire Protection Plan (FPP) was prepared for the project and was approved by the San Diego County Fire Authority. 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"> • Fuel Modification Zones • Ignition-resistance construction • Fire sprinklers in all structures • Access roads constructed to Fire Code Standards • Water supply and fire hydrants • Secondary access • Evacuation Plan • Community HOA outreach and educational coordination with the San Diego County Fire Authority
4. Resource Protection Ordinance (RPO)	The Otay Ranch RMP is intended to be the functional equivalent of the County of San Diego Resource Protection Ordinance (RPO) (County of San Diego 2007) for Otay Ranch. As such, Otay Ranch projects are exempted from the provisions of the RPO if determined to be consistent with a comprehensive resource management and protection program, such as the Otay Ranch RMP. Therefore, the County's Biology Guidelines 4.5A, 4.5C, 4.5F and 4.5H are not applicable.

County Regulation Policy	Explanation of Project Conformance
5. Noise Ordinance	<p>A Noise Study has been prepared for the project and identified mitigation including dedication of noise easements (that require berms, sound walls, etc. required before building permit), building construction requirements (dual pane windows or weather stripping), shielding (enclosures, barriers, or building orientation), construction measures (setback restrictions and noise barriers), and implementation of a Blasting Plan. With the incorporation of mitigation measures, the project will comply with the requirements of the Noise Ordinance.</p>
6. Board of Supervisors Policies	<p>The project complies with all applicable Board of Supervisors policies, including I-84.</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</p> <ul style="list-style-type: none"> • Otay Water District -water • SDCSD will provide sewer • SDCFA – Fire • CVESD, SUHSD, JDUSD and GUHSD - school availability forms. <p>Therefore, the project complies with the policy.</p>
7. MSCP/Biological Mitigation Ordinance	<p>The project would maintain the originally approved “hardline” Preserve for Village 14 and Planning Areas 16/19 and conforms with the overall goals and requirements of the MSCP County Subarea Plan. The proposed development is therefore exempt from the BMO, with the exception of PV1, PV 2, and PV.3. A BMO analysis and findings are required for development within these three areas.</p> <p>Mitigation for development impacts to PV1, PV2, and PV3, identified in the BMO, would result in the conveyance of 228.1 acres of in-kind habitat to the Otay Ranch RMP Preserve. Note that the 228.1 acres of BMO-calculated mitigation for PV1, PV2, and PV3 exceeds the 1.188 Otay Ranch RMP Preserve Conveyance Obligation by approximately 24.6 acres (171.3 acres of impacts mitigated at the 1.188 ratio totals 203.5 acres). The 228.1 acres of required mitigation would be met through the project’s overall conveyance of 776.8 acres of habitat to the Otay Ranch RMP Preserve and preservation of 72.4 acres of additional habitat designated as Conserved Open Space for a total of 849.2 acres. The Preserve footprint would be consistent</p>

County Regulation Policy	Explanation of Project Conformance
7. MSCP/Biological Mitigation Ordinance	<p>with the hardline Preserve referenced in the MSCP County Subarea Plan and Implementing Agreement, which required the County to contribute the 11,375-acre Otay Ranch Preserve as mitigation (USFWS et al. 1998, pp. 29–30), and this would not change with development of PV1, PV2, and PV3. The functionality of the existing MSCP Preserve design would be maintained.</p> <p>Additional mitigation required for impacts to sensitive plants would be provided through on-site preservation or restoration/translocation. The loss of 0.39 acres of unvegetated stream channels would be mitigated at a minimum of 1:1 replacement-to-impact ratio, and the project would be required to obtain the required ACOE, RWQCB, and CDFW permits. Therefore, with the implementation of the previously mentioned mitigation, the proposed development within PV1, PV2, and PV3 would be consistent with the measures set forth in the BMO.</p> <p>The Development Footprint of PV1, PV2, and PV3 would be consistent with the Otay Ranch RMP Preserve footprint established by the Otay Ranch GDP/SRP and Otay Ranch RMP.</p>

D. PUBLIC INPUT

Throughout the processing of this project, there has been interest by the public and correspondence was received from members of the public and other stakeholders.

1. Public Review

During the public review period of the Draft EIR, a total of 47 comment letters (31 individuals, seven agencies, and nine organizations) containing approximately 1,900 comments were received. Please see Attachment B for the Draft Final EIR and responses to comments. Additional public comments are provided in Attachment D. Responses to comments received during the public review period can be found in the Draft Final EIR on file under PDS2016-ER-16-19-006.

2. 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 and emails during the processing of the project and outside of the public review period of the Draft EIR. Copies of these comment letters/emails 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 as part of the CEQA analysis.

E. COMMUNITY PLANNING GROUPS AND DESIGN REVIEW BOARD RECOMMENDATIONS

The Village 14 Specific Plan is located within the Jamul/Dulzura Community Planning Area. On July 24, 2018 the Jamul/Dulzura Community Planning Group (JDCPG) held a planning group meeting to discuss the project, and voted 11-1-0-3 (11 – Ayes, 1 – Noes, 0 – Abstain, 3 – Absent) to recommend approval of the project with two conditions: 1) no sewer within PA 16 and 19 without detailed perc testing for each lot that would preclude the use of a standard or alternate septic system; 2) provide offsite traffic mitigation to reduce roadway, pedestrian, equestrian and bicycle hazards between Echo Valley and SR-94, specifically along the 11 intersections identified within the Jamul Dulzura Community Planning Group Letter on the Draft EIR, dated April 12, 2018.

F. STAFF RECOMMENDATIONS

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

- 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: PDS2016-ER-16-19-006 (Attachment F).
- b. Adopt the Resolution approving General Plan Amendment PDS2016-GPA-16-008 (Attachment H) for the reasons stated therein and discussed in this report.

Proctor Valley Road Option #2 described in this report.

Trail Option A described in this report.

- c. Adopt the Resolution approving Specific Plan PDS2016-SP-16-002 (Attachment I) for the reasons stated therein and discussed in this report.

Proctor Valley Road Option #2 described in this report.

Trail Option A described in this report.

- d. Adopt the Ordinance titled, ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE OTAY RANCH GDP/SR AND JAMUL/DULZURA SUBREGIONAL PLAN, REF: PDS2016-REZ-16-006 (Attachment J).

- e. Adopt the Resolution of Approval for Tentative Map PDS2016-TM-5616 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).

Proctor Valley Road Option #2 described in this report.

Trail Option A described in this report.

- f. Adopt the Biological Mitigation Ordinance Findings for PV1, PV2, and PV3 located in Otay Ranch Village 14 and Planning Areas 16/19 (Attachment F).

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ATTACHMENTS

- Attachment A – Specific Plan
- Attachment B – Environmental Impact Report
- 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 PDS2016-GPA-16-008
- Attachment I – Resolution Approving Specific Plan PDS2016-SP-16-002
- Attachment J – ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY
WITHIN THE OTAY RANCH GDP/SRP, and REF: PDS2016-REZ-16-006
- Attachment K – Resolution Approving PDS2016-TM-5616
- Attachment L – Ownership Disclosure
- Attachment M – Biological Mitigation Ordinance Findings for PV1, PV2, and PV3 Located in Otay Ranch
Village 14 and Planning Areas 16/19
- Attachment N – Mitigation and Monitoring Reporting Program (MMRP)