



*The County of San Diego*

# Planning Commission Hearing Report

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<b>Date:</b>	May 24, 2018	<b>Case/File No.:</b>	Harmony Grove Village South; PDS2015-SP-15-002, PDS2015-GPA-15-002, PDS2015-REZ-15-003, PDS2018-TM-5626, PDS2015-MUP-15-008, PDS2018-STP-18-011; PDS2015-ER-15-08-006
<b>Place:</b>	County Conference Center 5520 Overland Avenue San Diego, CA 92123	<b>Project:</b>	Mixed use development, including 453 single family and multi-family residential units and 5,000 square feet of commercial/ civic uses; 35 acres of biological open space; four acres of public and private parks; public trails and a wastewater treatment facility site
<b>Time:</b>	9:00 a.m.	<b>Applicant/Owner:</b>	RCS – Harmony Partners, LLC
<b>Agenda Item:</b>	#1	<b>Appeal Status:</b>	Not applicable; Approval by the Board of Supervisors
<b>Environmental:</b>	Environmental Impact Report	<b>APNs:</b>	235-011-06 and 238-021-08, 09, 10

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## **A. EXECUTIVE SUMMARY**

### **Introduction**

The purpose of this staff report is to provide the Planning Commission with the information necessary to consider the proposed General Plan Amendment (PDS2015-GPA-15-002), Specific Plan (PDS2015-SP-15-002), Zone Reclassification (PDS2015-REZ-15-003), Vesting Tentative Map (PDS2018-TM-5626), Site Plan (PDS2018-STP-18-011), and Major Use Permit (PDS2015-MUP-15-008) conditions of approval and findings, and environmental findings prepared in accordance with the California Environmental Quality Act (CEQA) for the Harmony Grove Village South (HGVS) project.

The proposed HGVS project consists of 111 acres in the San Dieguito Community Plan Area and includes 453 single family and multi-family units including five product types, 5,000 square feet of commercial/ civic uses, 4 acres of private and public parks, approximately 2 miles (11,000 feet) of public multi-use trails and pathways and approximately 35 acres of biological open space. The project also includes an onsite wastewater treatment facility. During the processing of the application, the County received public comments and concerns from numerous stakeholders. Planning & Development Services (PDS) staff

conducted a careful and thorough review of the project for consistency with County codes, policies and ordinances as summarized in this report.

This is a request for the Planning Commission to evaluate and consider the application, and make a recommendation to the Board of Supervisors (Board) to approve the application as submitted, approve the project with modifications, or deny the application. Key requirements for requested actions include:

1. Is the proposed project consistent with the vision, goals, and policies of the General Plan?
2. Does the project comply with the policies set forth under the San Dieguito Community Plan?
3. Is the proposed project consistent with the County's Zoning Ordinance?
4. Is the proposed project consistent with the County's Subdivision Ordinance?
5. Is the proposed project consistent with other applicable County regulations?
6. Does the project comply with the California Environmental Quality Act (CEQA)?

### **Recommendations**

PDS conducted a detailed analysis of the project for consistency with the General Plan, Zoning Ordinance and other applicable regulations, policies and ordinances as well as a thorough review of the project's potential impacts on the environment in accordance with CEQA. After PDS's review and analysis, PDS staff recommends certification of the Environmental Impact Report, approval of the General Plan Amendment (GPA), Specific Plan (SP), Zone Reclassification (REZ), Vesting Tentative Map (VTM), Site Plan and Major Use Permit (MUP) with the conditions explained in the report and incorporated in the attached Resolutions and Form of Decisions. If the Planning Commission concurs in their review that the required findings can be made, then make the following recommendations to the Board:

1. Adopt the California Environmental Quality Act (CEQA) Findings, which include the certification and findings regarding significant effects of the project, the mitigation and monitoring program, the Statement of Overriding Considerations, and certify the Environmental Impact Report (EIR), REF: PDS2015-ER-15-08-006 (Attachment A).
2. Adopt the Resolution approving General Plan Amendment PDS2015-GPA-15-002 for the reasons stated therein and discussed in this report (Attachment B).
3. Adopt the Resolution approving Specific Plan PDS2015-SP-15-002 for the reasons stated therein and discussed in this report (Attachment C).
4. Adopt the Ordinance titled, AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE ELFIN FOREST-HARMONY GROVE SUBAREA AND THE SAN DIEGUITO COMMUNITY PLAN, REF: PDS2015-REZ-15-003 (Attachment D).
5. Adopt the Resolution approving the Vesting Tentative Map PDS2018-TM-5626 for 453 dwelling units which includes those requirements and conditions necessary to ensure that the project is implemented in a manner consistent with State law and County of San Diego regulations (Attachment E).

6. Grant the accompanying Site Plan PDS2018-STP-18-011 and impose the requirements and conditions set forth in the Site Plan Form of Decision (Attachment F).
7. Grant Major Use Permit PDS2015-MUP-15-008 for an onsite wastewater treatment facility, make the findings, and impose the requirements and conditions as set forth in the Form of Decision (Attachment G).

## B. BACKGROUND

### 1. Regional Location and Surrounding Land Uses

The HGVS project is located 7.5 miles south of the City of Carlsbad and 15 miles north of the University City community within the City of San Diego. The site is located generally west of Interstate 15, south of State Route 78, and directly south of the Harmony Grove Village (HGV) community. The site is approximately one-third mile west of the City of Escondido, south and east of the City of San Marcos and north of the Del Dios Highlands Preserve. The project site is surrounded by urban, residential and commercial uses within HGV to the north, large estate development to the east and west and open space to the south.

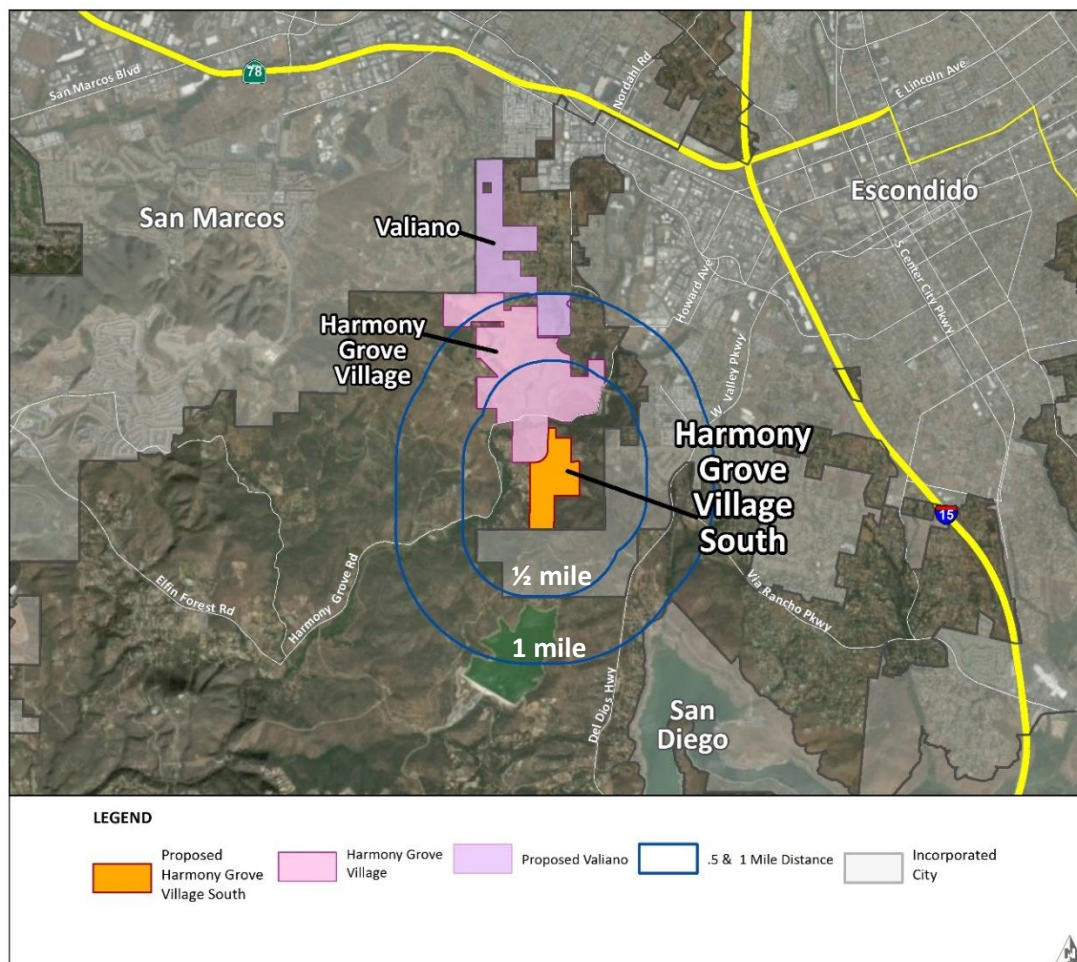


Figure 1: Vicinity Map

Immediately to the north of the project site is the HGV project which was approved by the Board of Supervisors on February 7, 2007 and is currently under construction. The HGV project is a mixed use development that will be comprised of 742 residential units (overall density of 8.7 du/ac) and 25,500 square feet of commercial spaces within the Village Center as illustrated below in Figure 3. As of the end of April 2018, 406 building permits have been issued, 319 homes have been built and 288 homes are occupied within HGV. Further to the north are: the in-process Valiano Specific Plan project, which proposes 328 single-family units; and industrial and commercial uses within the City of Escondido, including the Palomar Medical Center. The Sprinter Nordahl station is located approximately 2 miles north of the project site. To the immediate east are lots exceeding 3 acres in size with residential development, and further east are high density single-family residential and mobile home uses within the City of Escondido. To the west of the project site are semi-rural residential uses and the Harmony Grove Spiritualist Association, which consists of a church, 29 cottage-like residences, associated buildings and a grove. Several of the structures were damaged or destroyed in the 2014 Cocos wildfire, but are planned to be rebuilt.

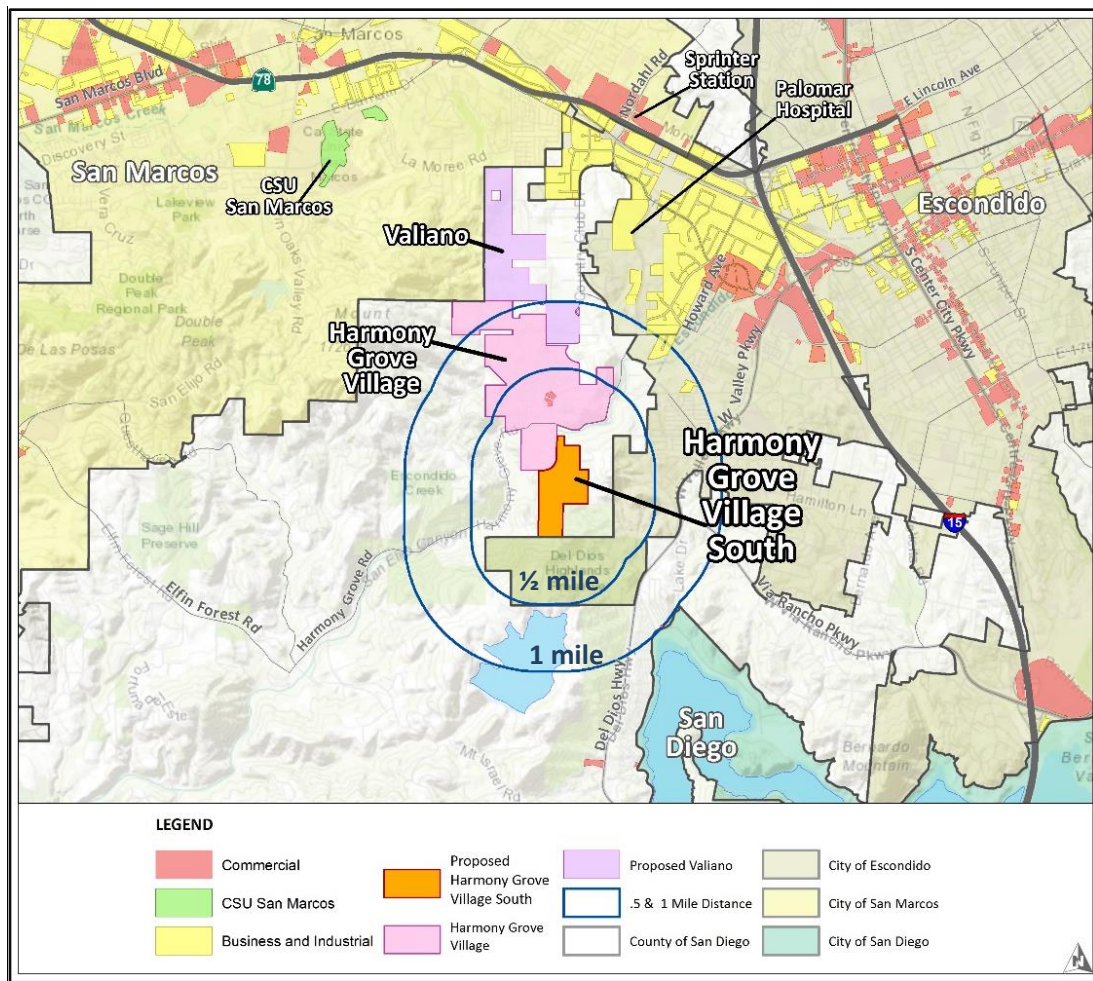


Figure 2: Surrounding Land Uses





*Figure 3: Harmony Grove Village Illustrative Plan*



*Figure 4: Photo of Existing Residences in Harmony Grove Village*



*Figure 5: Photo of Existing Fourth of July Park and Residences in Harmony Grove Village*



*Figure 6: Photo of Existing Residences in Harmony Grove Village*



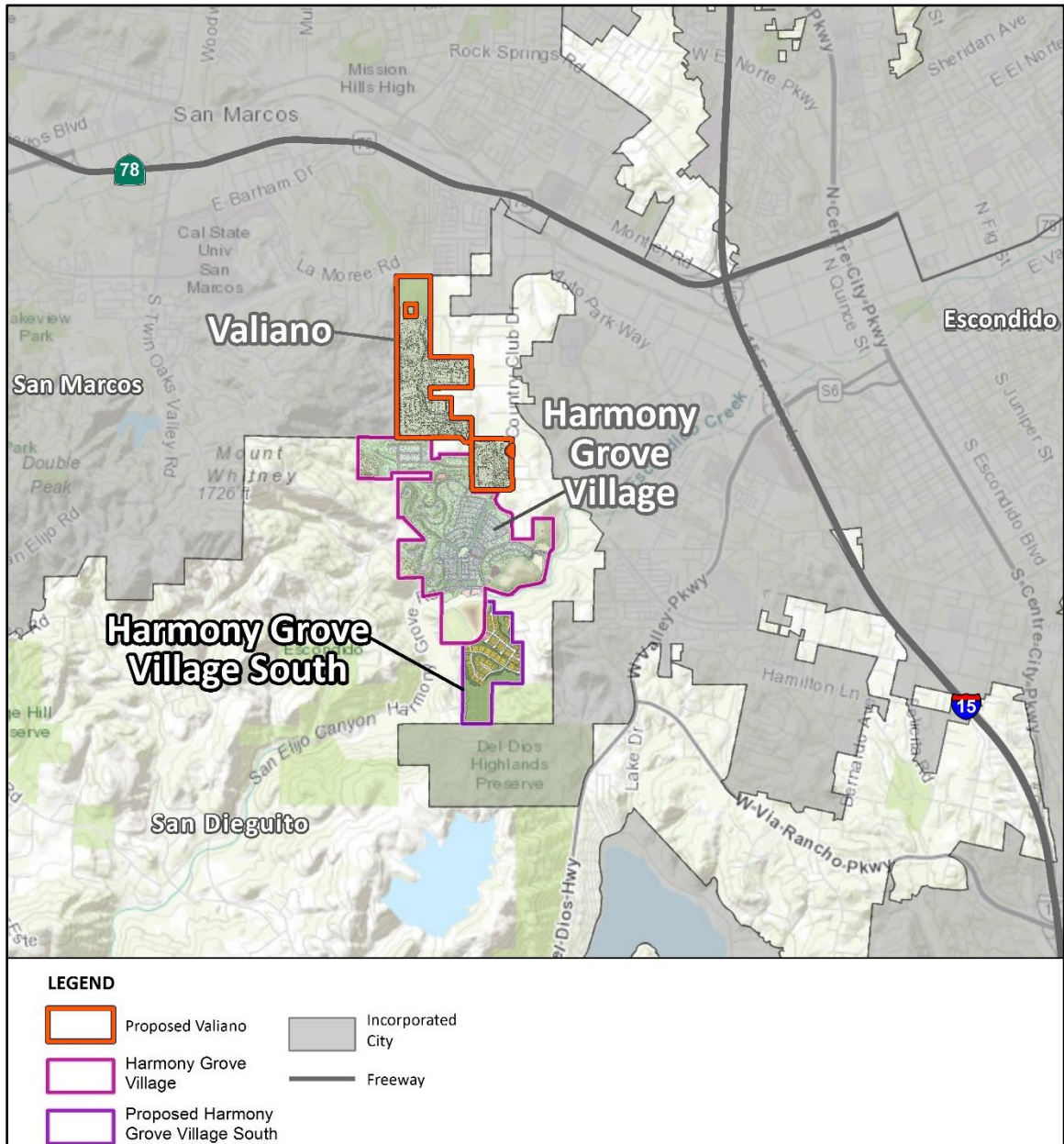


Figure 7: HGVS in Relation to Existing HGV and Proposed Valiano

*Table B1: Surrounding Zoning and Land Uses*

Location	General Plan	Zoning	Description
North	Specific Plan Area , Rural Lands (RL-20)	Specific Planning Area (S-88), Extractive Use (S82), Limited Agricultural (A70)	Residential and commercial
East	Rural Lands (RL-20), Open Space (Conservation), City of Escondido (residential and vacant lands)	Limited Agricultural (A70), City of Escondido (residential and vacant lands)	Large estate residential, vacant lands
South	Open Space (Conservation), City of Escondido (preserve lands)	Open Space (S80), City of Escondido (preserve lands)	Preserve lands (Del Dios Highlands Preserve)
West	Specific Plan Area , Rural Lands (RL-20), Semi-Rural Residential (SR-2, SR-4), Open Space (Conservation)	Specific Planning Area (S-88), Open Space (S80), Limited Agricultural (A70), Rural Residential (RR)	Large estate residential, Harmony Grove Spiritualist Association

## 2. Project Site

The project site is located within the Harmony Grove-Elfin Forest Subarea of the San Dieguito Community Plan Area. The project site is currently vacant although some remnants of prior structures (concrete slab portions and a portion of a chimney) remain on site. Cistern elements, an old stock pond, and a small electrical line bisecting the site in an east-west direction also are onsite. The site contains several paved and unpaved roads that are either internal to the site, or provide access to other properties. There are two residences which currently access their properties through the project site. Access to their properties, while modified, will be retained through the site if the project is approved and built. The site generally increases in elevation from the northern portion of the property to the southern portion of the property. Onsite elevations range from approximately 570 feet above mean sea level (amsl) near Country Club Drive, to 938 feet amsl at the southernmost property boundary. The site contains Diegan Coastal Sage Scrub, Coastal Sage Chaparral Scrub, Granitic Southern Mixed Chaparral, and Non-Native Grassland. Escondido Creek is located directly north of the project site generally running parallel to Harmony Grove Road.



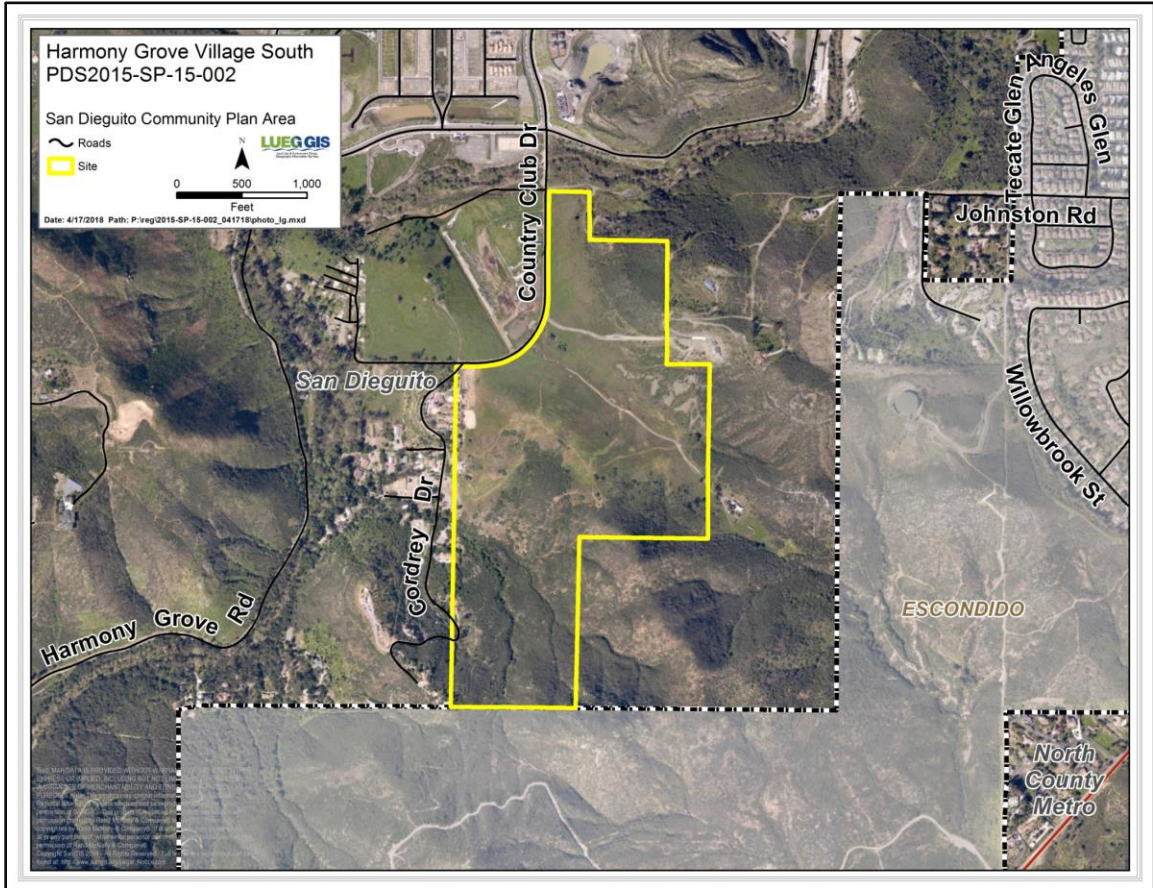


Figure 8: Aerial Photo

### 3. Project Site History

The 2011 General Plan Update assigned the Semi Rural 0.5 (SR0.5) that allows (1 unit per 0.5, 1, or 2 gross acres, depending on slope) General Plan Land Use Designation to the project site. Staff and Planning Commission recommendation for this site during the processing of the General Plan Update included three land Use Designations; Semi Rural 2 (SR2) (1 unit per 2, 4, or 8 gross acres), Semi Rural 4 (SR4) (1 unit per 4, 8, or 16 gross acres) and Rural Lands 20 (RL20) (1 unit per 20 gross acres). A former property owner submitted a Property Specific Request (PSR), also known as PSR SD7, requesting a change in the Land Use Designation from SR2, SR4 and RL20 to SR0.5 The Board of Supervisors directed the 2011 GP Land Use Designation of SR0.5 be assigned to the property when the General Plan Update was adopted on August 3, 2011.

## C. DEVELOPMENT PROPOSAL

### 1. Project Description

The application was submitted in March 2015. The proposed project is a mixed-use pedestrian-oriented community consisting of 453 dwelling units and 5,000 square feet of commercial/ civic uses. The project proposes to extend the village designation of HGV and incorporate similar densities while maintaining the consistency with the community development model. The project includes a variety of residential housing types that will complement the existing housing in HGV. The proposed project includes a range of lot sizes from 1,462 sq. ft. to 4.85 acres, with the large majority of lots being less than 10,000 sq. ft. Single family housing sizes will range from 1,500 to 3,000 sq. ft. and multi-family units will range in size from 800 to 2,000 sq. ft. Approximately 2 miles (11,000 feet) of public multi-use trails and pathways traversing the community will provide recreational opportunities for a variety of users, including equestrians and will provide connectivity to the trails and pathways in HGV. The project will preserve approximately 68 percent of the site; including 34.8 acres of preserved biological open space, 20 acres of naturalized open space, and 16 acres of landscaped areas. The project also includes approximately 4 acres of public and private parks.

The project includes sustainable design features including energy efficient home designs, native and drought tolerant landscaping, and low impact development stormwater facilities. The project incorporates cool pavement technology, participation in the California Green Builder Program, installation of electric vehicle charging stations, and 100 percent residential electricity through renewable energy to help reduce energy consumption, air pollution, and greenhouse gas emissions.



Figure 9: View From the Center of the Project Site looking North Toward Harmony Grove Village





Figure 10: View South Toward the Onsite Open Space and Del Dios Highlands Preserve



Figure 11: View North Along Country Club Drive





Figure 12: View Looking South from the Intersection of Harmony Grove Road and Country Club Drive (Including the Existing Arizona Crossing)



Figure 13: Recent View of Ongoing Harmony Grove Village Construction

**a. Specific Plan**

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

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

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

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

As required by the Government Code, the Specific Plan identifies the location and extent of the uses of land, including open space within the area covered by the plan as shown below in Figure 14. The Specific Plan also explains the details of each of the product types and provides conceptual plans for the development of the proposed land uses. The text of the Specific Plan explains how each of the product types will be developed and the required permits. Each subsequent phase will require additional permits to implement the Specific Plan and will be required to comply with the provisions of the Specific Plan.

The Specific Plan includes design guidelines, which govern building setbacks, architectural design, parks, lot design, signage and lighting. The applicant has not submitted an implementing Site Plan for review and approval by PDS. The implementing Site Plans will be required in the future, prior to the issuance of building permits to ensure consistency with the guidelines and standards as identified in the Specific Plan.



Figure 14: Specific Plan Map





Figure 15: Illustrative Site Plan

## b. Residential Uses

The Specific Plan Map (Figure 14), illustrates the layout of the site, although the Specific Plan allows flexibility to locate some housing types in different configurations with minimal or no change to the graded footprint. Within the Semi-Rural Residential designation, the three single-family housing types (Cottage, Bungalow and Harmony Court, as described below) are permitted, but the two multi-family housing types (Farmhouse and Granary, as described below) are not. Each of the product types is described below:

## 1. Cottages

- Single-family homes with garages accessed from alleys/lanes
  - 1,500 to 2,500 square feet
- Two stories from the front elevation (third story is permitted)
- Maximum of 45 feet in height
- Setbacks
  - Rear setbacks from 0 to 10 feet
  - Internal setbacks from 0 and 15 feet
  - Street yard setbacks from 0 and 25 feet



Figure 16: Cottage Residential Use Type Plan View



Figure 17: Cottage Architecture

## 2. Bungalows

- Four clustered single-family detached or attached homes situated around a single private driveway.
  - 1,800 to 2,800 square feet
- Two stories (one three-story unit within each cluster may be included)
- Maximum height of 35 feet
- Setbacks
  - Distances between detached homes from 10 to 30 feet
  - Each cluster must be separated by an open landscaped area measuring at least 15 feet

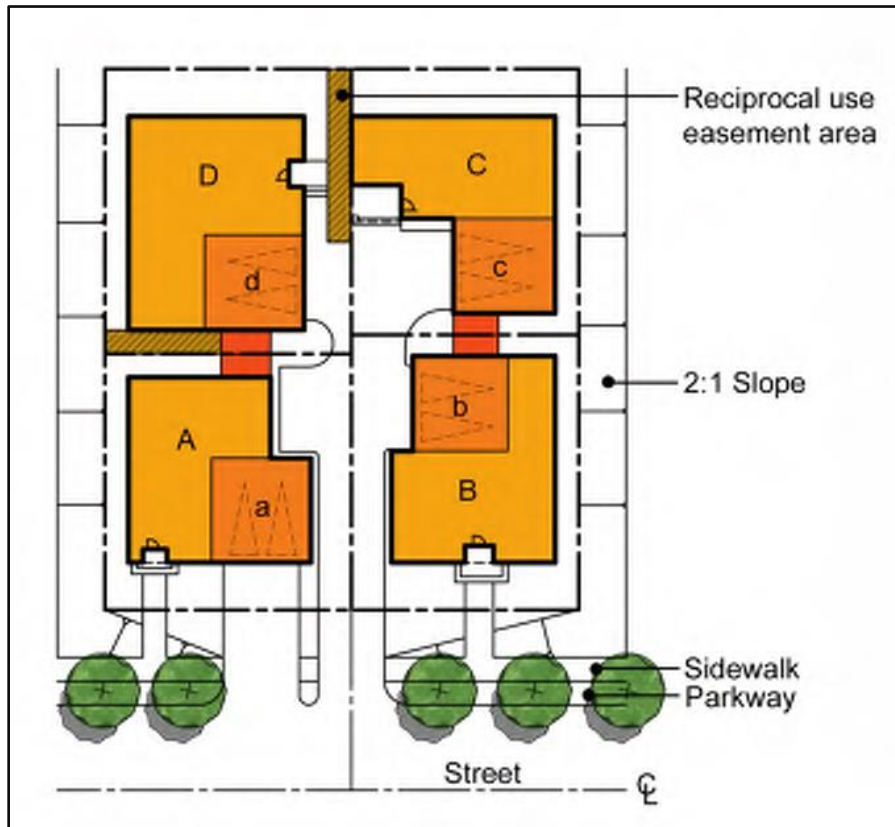


Figure 18: Bungalow Residential Use Type Plan View



Figure 19: Bungalow Architecture



### 3. Harmony Court

- Four single-family detached or attached structures each with an attached two-car garage and shared entrance from a private driveway/courtyard
  - 2,000 to 3,000 square feet
- Two stories (one three-story unit within each cluster may be included)
- Maximum height of 35 feet
- Setbacks
  - Distance between detached homes from 10 to 30 feet
  - Each cluster must be separated by an open landscaped area measuring at least 15 feet



Figure 20: Harmony Court Residential Use Type Plan View



Figure 21: Harmony Court Architecture

#### 4. Farmhouses

- Multi-family buildings consisting of five dwelling units.
  - 800 to 2,000 square feet
  - Smaller studio may be provided on the ground floor with larger townhomes on the upper floors
  - Designed to appear as a large single-family home
- Three to four stories
- Maximum height of 42 feet (non-habitable architectural projections may extend up to 4 feet above the highest roof elevation)
- Setbacks
  - Distances between buildings within each cluster from 15 to 40 feet
  - Each cluster must be separated by an open landscaped area measuring at least 15 feet

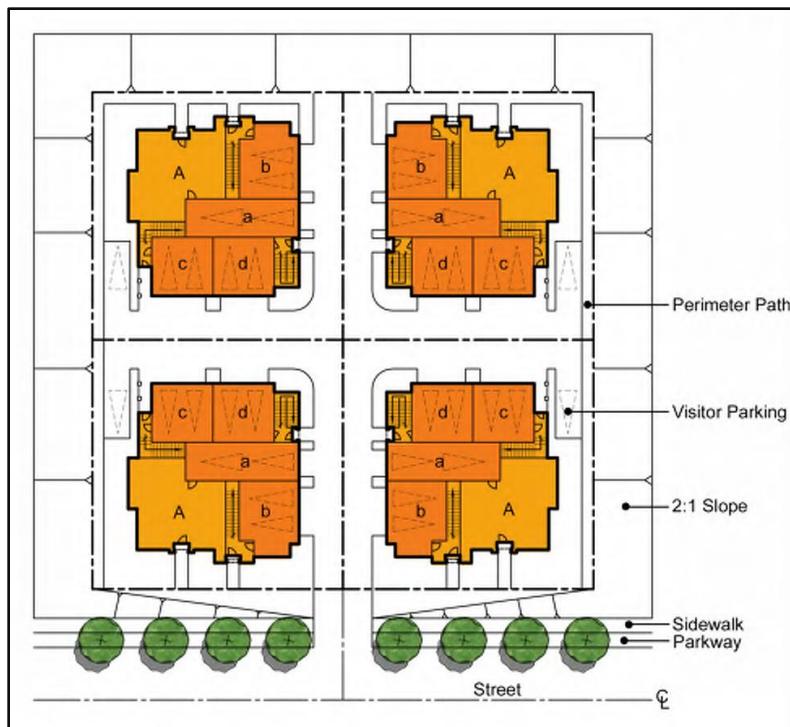


Figure 22: Farmhouse Residential Use Type Plan View



Figure 23: Farmhouse Architecture

5. Granary

- Multi-family buildings consisting of 15 dwelling units.
  - 1,000 to 2,500 square feet
- Two to three stories above a partially underground parking garage
- Maximum height of 45 feet (non-habitable architectural projections may extend up to 8 feet above the highest roof elevation)
- Setbacks
  - Each building must be separated by an open landscaped area measuring at least 15 feet

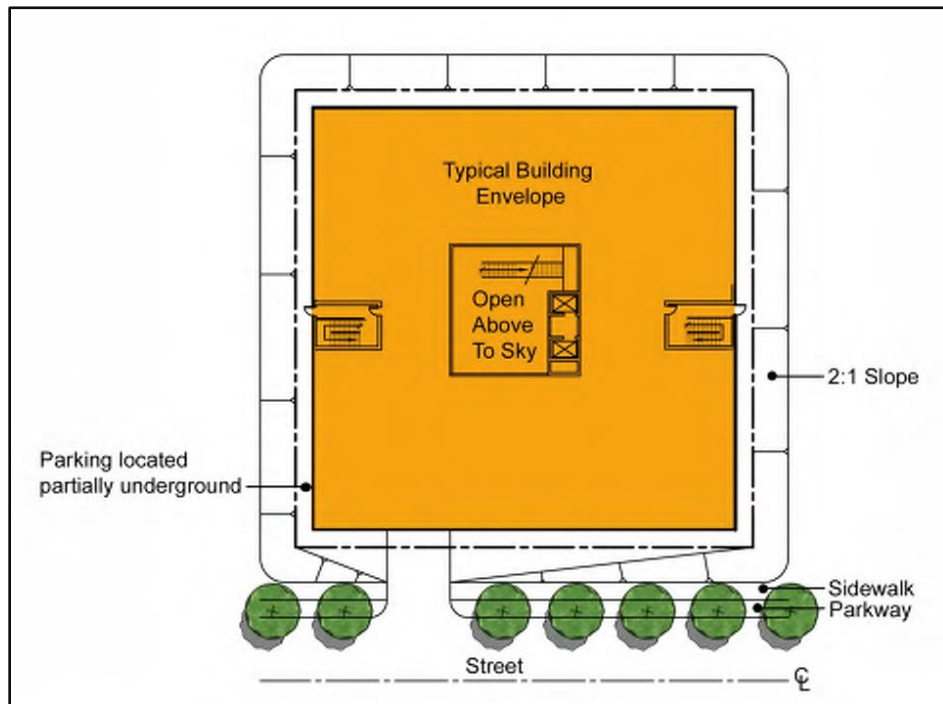


Figure 24: Granary Residential Use Type Plan View



Figure 25: Granary Architecture



**c. Architectural Design Standards**

The project includes architectural standards complementary to the existing community character. An implementing Site Plan is required prior to the issuance of building permits to ensure the units are designed according to the architectural themes.

Like HGV, HGVS provides a mix of housing opportunities and commercial/ civic uses that are complementary to the existing and planned character of the surrounding area. In addition to single family product types, HGVS will also offer multi-family housing types. The architecture of the project reflects the agricultural heritage of the area by including architectural styles inspired by homesteads, cottages, and farms. In addition to cottage and farmhouse style residences, buildings are designed to represent granaries, barns, schoolhouses and mills representative of the agricultural history of the Harmony Grove area. Multi-family units respect the predominant single-family character of Harmony Grove by being designed to appear as a single farmhouse or agricultural building.

**d. Commercial/ Civic Uses**

The commercial/ civic area includes a combination of homeowners association amenities as well as public-serving commercial uses. This area will include uses such as a park, overnight accommodations with up to four rooms, a gym, an event lawn, and private recreational facilities such as a pool or clubhouse. This area will also include a public commercial component that will include food/beverage services such as a café, administrative and professional services, convenience sales or personal services such as a hair or nail salon or day spa. The project will also construct a small community center, the Center House, within this area. The Center House will be located south of the project entry and will include a privately-maintained recreational gathering space and some retail commercial uses as described above. The total square footage of structures associated with the Center House is 5,000 square feet (sq. ft.), with a minimum of 1,500 sq. ft. of commercial use. The Center House will be a maximum of two stories and up to 40 feet in height.

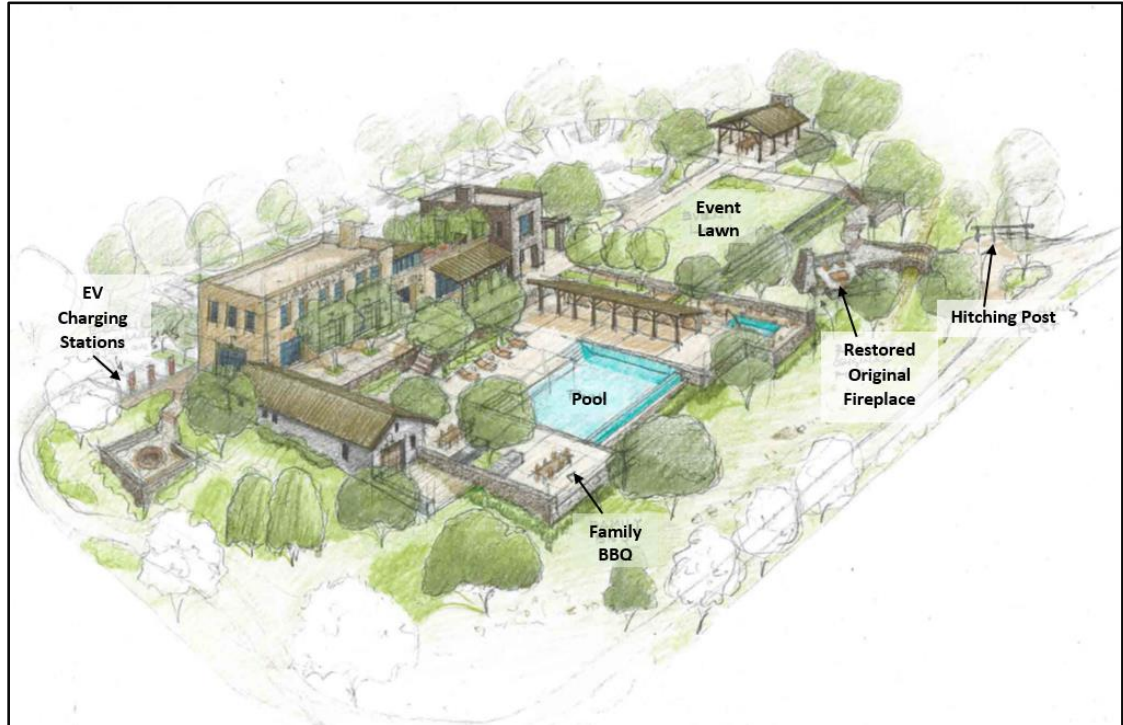


Figure 26: Center House

**e. Parks, Trails and Pathways**

The project includes approximately 4 acres of public and private parks, including seven public parks and six private parks. The project also includes approximately 2 miles (11,000 feet) of public multi-use trails and pathways traversing the community to provide recreational opportunities for a variety of users, including equestrians.

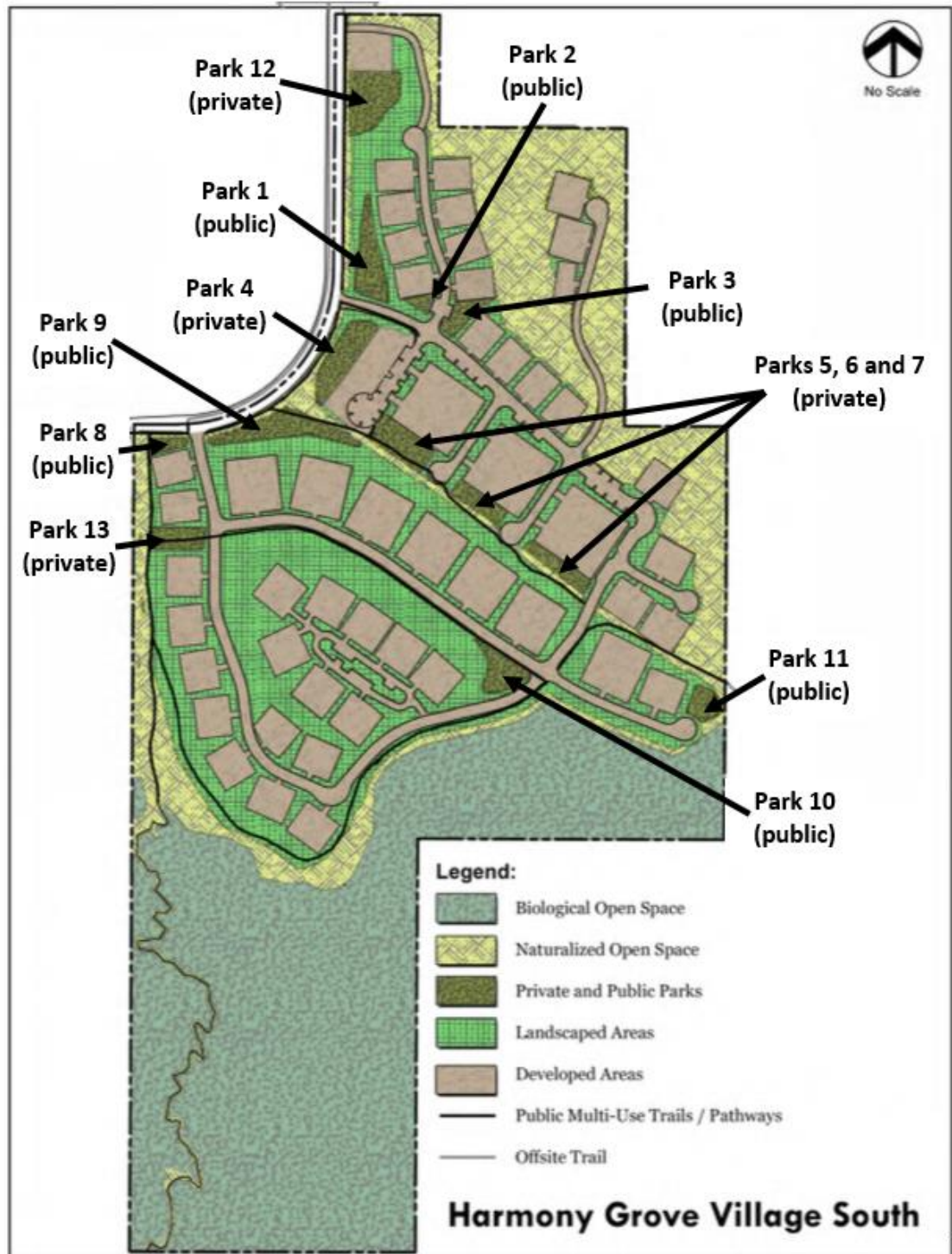


Figure 27: Parks Plan



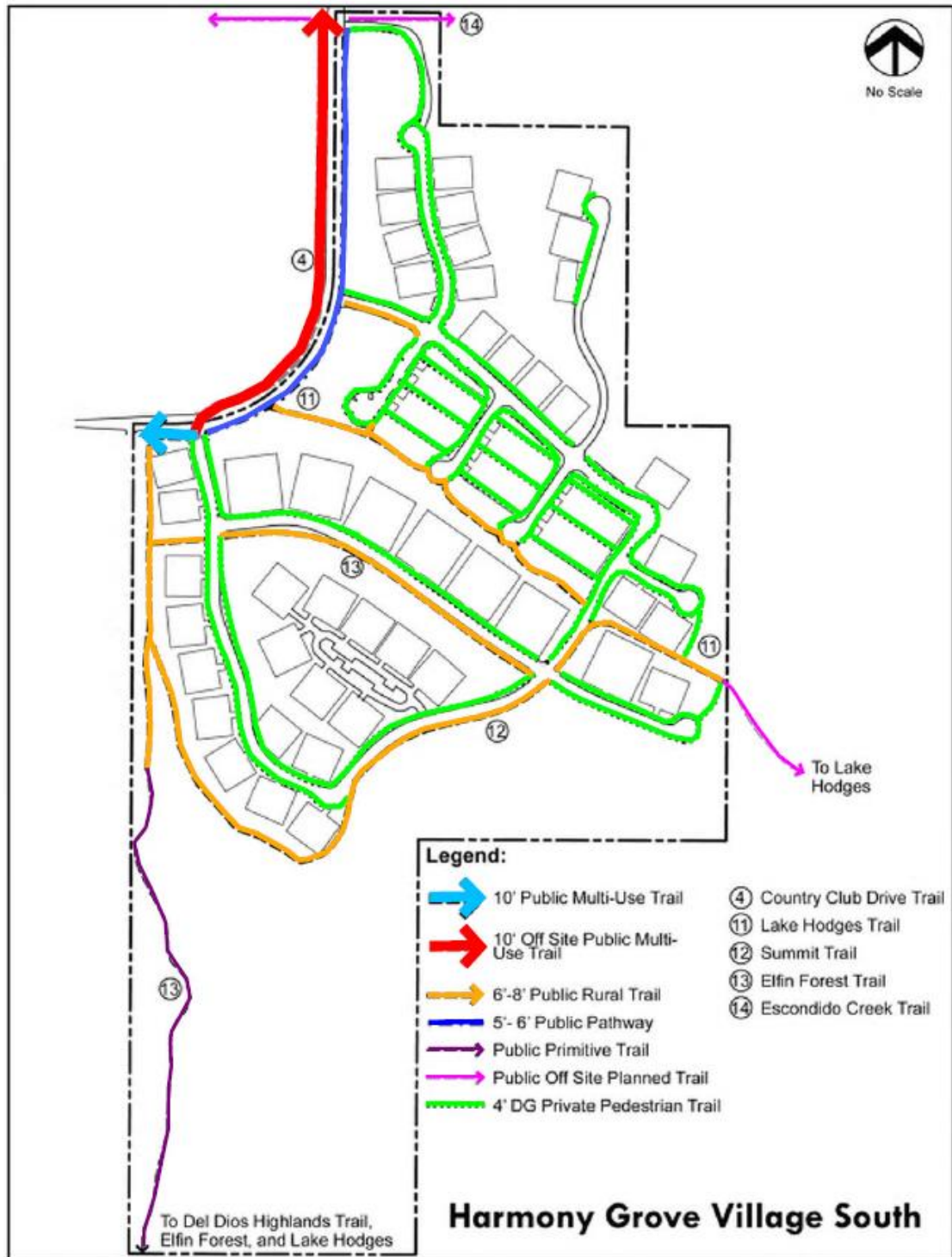


Figure 28: Trails and Pathways Plan

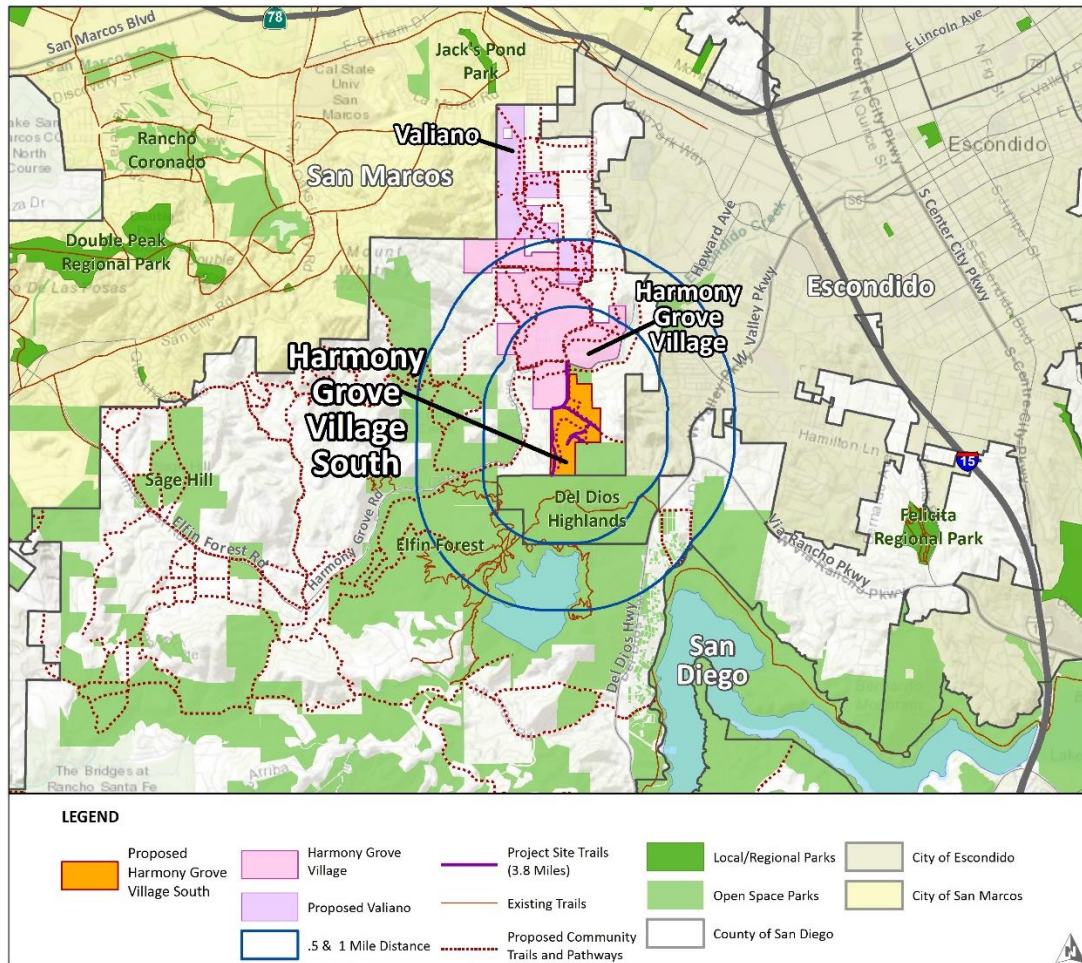


Figure 29: Community-Wide Trails and Pathways

## f. Landscape Design

The project is required to comply with the County Landscaping Ordinance. The project landscaping is designed to provide a cohesive theme that ties HGVS to HGV by using consistent street trees and similar planting materials to those incorporated into the HGV community. The proposed project is also designed to: conserve water by using a plant palette that reflects the natural setting and incorporates drought tolerant and native species and implements a water efficient irrigation system; encourage active forms of transportation throughout the project site by enhancing the visual character of the area and providing amenities that contribute to a pleasant and comfortable walk or bike ride; and reduce the threat of wildfire by incorporating adequate fuel modification zones and using fire resistant plant materials. In accordance with the County's Climate Action Plan (CAP), the project will be required to demonstrate a 40 percent reduction in outdoor water use.

Landscape species consistent with the existing character of the area will be planted along the site perimeter, along roadways within residential neighborhoods, and within park and recreation areas. Landscaping throughout the project will be implemented through a series of landscape

zones. Requirements for the landscape zones as well as the associated landscape palates are described in detail in the HGVS Specific Plan.

**g. Grading**

Earthwork is estimated to consist of 850,000 cubic yards of balanced cut and fill, with no import of export of material. The slope ratio of manufactured fill slopes would not exceed 2:1, and cut slopes would not exceed 1.5:1 and the grading will follow general rise and fall in existing topography and avoid sharp or abrupt grade transitions. The project grading will result in the need for eight retaining walls, seven of which not exceed eight feet in height, will range in length from 80 to 500 feet, and will be architecturally enhanced. One retaining wall will range from one-foot to 20 feet in height and will be 200 feet in length. This wall would be a plantable concrete geo-grid wall and would be covered in self-clinging vines, with irrigation provided at the base of the wall. The project is conditioned to comply with all necessary grading regulations including stormwater best management practices (BMPs), dust control, and monitoring.

Although portions of the site will be able to be excavated with conventional excavation equipment, there is the potential need for blasting during mass grading, similar to the blasting that was necessary for HGV. There is also a potential for a rock crusher to be needed onsite during mass grading. If required, the rock crusher will be located with a minimum 250-foot setback from any project property line. All residents within a 0.5-mile radius of the blast location will receive at least 24-hours notice from the blasting contractor prior to any blasting event.

**h. Access/ Road Improvements**

Access to the project site is provided by Country Club Drive. The project is conditioned to replace the existing "Arizona" crossing located just south of the intersection of Harmony Grove Road and Country Club Drive with a new bridge consisting of three, 12-foot wide travel lanes, associated shoulders, a sidewalk and a trail. The bridge was formerly a County Capital Improvement Project (CIP) estimated at a cost of approximately 8 million dollars. The CIP project lost its grant funding, so the bridge improvements will be the responsibility of the project applicant. The project is also conditioned to improve Country Club Drive with three travel lanes beginning at the new bridge and continuing southward to the southernmost entrance into the HGVS project site. The additional travel lane functions as an equivalent form of egress by providing additional capacity for evacuation. The bridge improvements require an approximately 65-foot wide cross section and additional right of way will be necessary to accommodate the bridge improvements.

In addition, the project will widen the northbound lanes of the intersection of Country Club Drive and Harmony Grove Road to provide one left-turn, one through lane, and one dedicated right-turn lane with an overlap phase (the right turn gets a green arrow while through lane is red). The project will provide a northbound to eastbound right-turn overlap phase at the Harmony Grove Road and Harmony Grove Village Parkway signalized intersection and will widen Country Club Drive at the Country Club Drive and Eden Valley Lane intersection to provide a dedicated northbound left-turn lane onto Eden Valley Lane.



The project will be conditioned to widen that portion of Country Club Drive within the jurisdiction of the City of Escondido to provide a paved width of 36 feet consisting of two travel lanes and a 10-foot striped center turn lane starting 220 feet southwest of Auto Park Way for a length of approximately 830 feet. It will also restripe the eastbound approach of the Auto Park Way/Country Club Drive intersection to provide one left-turn lane, one shared left-turn/through lane, and one right-turn lane with a signal timing modification to change the east/west approach to “split” phasing. Lastly the project will be conditioned to pay a fair share toward the approved Citracado Parkway Extension Project, which will improve the intersection operations with an additional through lane in the southbound direction.

**i. 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 of Public Sewer, Water, School and Fire Services). The applicant is responsible for funding all necessary services and facilities to serve the project. Project Facility Availability Forms have been provided for water, sewer, school and fire services and are included as Attachment Q. The project will require annexation into a sewer district to obtain sewer service. Other facilities, such as water, fire and school also indicate that the project is within the service district and services are reasonably expected to be available within the next five years.

**1. Schools**

School services will be provided by the Escondido Union School District for K-8 education, and by the Escondido Union High School District for grades 9-12. The project, once occupied, will generate an estimated 137 students. The schools that will serve the project include: Bernardo School, Bear Valley Middle School and San Pasqual High School.

**2. Water Service**

Water service will be provided by the Rincon del Diablo Municipal Water District (RDMWD). Water service will be provided via a new 12-inch pipeline connecting to an existing 12-inch potable line in Harmony Grove Road, as well as a new 8-inch water line connecting to an existing 8-inch water line near the western terminus of Country Club Drive. Within the project site, all potable water lines will be located within roads, and will serve each residential use.

**3. Sewer Service**

The project site is not currently within a sewer district. Annexation into a sewer district will be required, either the San Diego County Sanitation District or RDMWD (in the event that the activation of the MWD's latent power for wastewater service is provided).

A MUP for an on-site wastewater treatment facility is included to provide wastewater service for the project. The project also analyzed other sewer connection alternatives, including: use of the Harmony Grove Village Treatment Plant (HGV Plant) and a combined on/off-site wastewater treatment facility.

4. Fire Protection

The project site is located within the Rancho Santa Fe Fire Protection District (RSFFPD). The project will be served by the new fire station located within HGV and operated by the RSFFPD. The station is located approximately 1.3 miles from the project site and has an estimated travel time of less than 3 minutes to the most distant onsite structure, which is compliant with the required General Plan response time.

5. Law Enforcement

Law enforcement services for the project will be provided through the San Diego County Sheriff's Department, under contract with the City of San Marcos. Specifically, the project will be served by existing San Marcos Station located at 182 Santar Place, which is located 4.5 miles from the site.

6. Parks and Recreation Space

The County of San Diego Parkland Dedication Ordinance (PLDO), requires that projects that propose more than 50 dwelling units dedicate land for parks, pay PLDO fees or do a combination of both. The PLDO requires a total of 3.9 acres of parkland based on the number of dwelling units proposed by the project. The PLDO allows up to half the parkland dedication to be satisfied through the construction of private parks. The project provides a total of 4.09 acres of private and public park area, in which 2.98 acres are considered applicable private and public park credit (private: 1.12 acres; public: 1.86 acres). The remainder of the PLDO requirements will be met through the payment of PLDO fees. The project will include seven public parks and six private parks as described below and as shown in Figure 27.

Public Parks (1-3 and 8-11): These seven parks range in size from approximately 3,500 sq. ft. to 23,500 sq. ft. and include amenities such as a fenced dog park, fitness greens with an exercise stations, shade structures, court sports, swing set, picnic and BBQ areas and seating areas.

Public Parks (4-7 and 12-13): These six parks range in size from approximately 4,300 sq. ft. to 35,700 sq. ft. and include amenities such as BBQ areas, a pool and spa, a recreation building, shade structures, an event garden, an equestrian hitching corral, fenced community gardens with storage sheds and seating areas, a walking path and a free play area with an exercise station.

A multi-use trail system will serve as a linkage to the proposed recreational facilities, provide access to neighboring parks and connect to the existing trail system in the Harmony Grove Village development.

**j. Community Facilities District (CFD)**

The project is conditioned to form a new County CFD to fund the operation and maintenance of public facilities including fire services and parks. Formation of the CFD will be required to be formed prior to the recordation of the Final Map. The Specific Plan includes a Public Facility and Financing Plan (PFFP) that provides the general framework for the financing and phasing of

public improvements in the plan area, including the proposed mechanisms for financing the cost of construction together with the operation and maintenance of the facilities, as follows:

- Fire, Paramedic, and Law Enforcement Services: To fund the long-term availability of fire protection, the project is conditioned to form a new CFD.
- Schools: School fees will be paid through the County of San Diego standard process at time of building permit processing.
- Parks and Recreational Facilities: The proposed public parks and public multi-use trails will be constructed by the developer and the County of San Diego Department of Parks and Recreation will own and maintain the parks using funding from the CFD. The developer will be responsible for the private parks and amenities constructions, and they will be operated and maintained by the HOA.

## **2. General Plan Amendment**

Under the current General Plan Land Use Designation, and based on the slope of the site, a maximum 174 units is allowed. To develop the proposed project, a GPA is required to allow for increased residential density and the addition of a commercial area. The proposed amendment will change the project's current land use regional category from Semi Rural to Village. Portions of the site will retain the current Semi Rural land use regional category. In addition, the proposed amendment will change the project's current land use designation from Semi Rural 0.5 (1 unit per 0.5, 1, or 2 gross acres) to Village Residential 10.9 (10.9 units per acre) and Neighborhood Commercial. Portions of the site will retain the current Semi Rural 0.5 (1 unit per 0.5, 1, or 2 gross acres) land use designation.

## **3. Community Plan Amendment**

The entire project site is located within the Elfin Forest-Harmony Grove Subarea of the San Dieguito Community Plan Area. As part of the GPA, the Elfin Forest-Harmony Grove Subarea will be amended to modify Policy LU-2.2.1, to add associated text changes and to add the project to Chapter 6, the Harmony Grove Village Specific Plan Area (SPA). Figures 1 and 3 of the Elfin Forest-Harmony Grove Subarea plan will be amended to add the project within the village boundary line.

## **4. Zone Reclassification (Rezone)**

The Rezone will change the existing A70 (Limited Agriculture) and RR (Rural Residential) Use Regulations to the S88 (Specific Plan Area) Use Regulation. The Rezone will also change the existing development regulations for the site, including minimum lot size, building type, height, setback, open space requirements and Special Area Regulations. All development within the HGVS Specific Plan area requires an implementing Site Plan be approved by the Director of Planning & Development Services prior to building permit issuance. The Site Plan will identify the location of all structures, setbacks, and provide architectural details and floor plans, consistent with the requirements set forth in the Specific Plan.

## **5. Vesting Tentative Map (VTM) and Site Plan (STP)**

The project includes a VTM subdivision of the entire 111-acre project site into 243 single family and multi-family (condominium) lots, parks and open space lots.



Pursuant to Section 81.1203(b) of the Subdivision Ordinance, a Site Plan shall be filed with a VTM illustrating all proposed land uses intended to be vested on the lots to be created. At a minimum, the Site Plan shall show the lot dimensions, boundaries and square footage for each lot. The related Site Plan for the VTM and all vested development rights shall expire on the same day as the vesting tentative map expires.

**6. Major Use Permit (MUP)**

A MUP is required for the proposed on-site wastewater treatment facility (Facility) located in the northern portion of the project site. The Facility will be located on a 0.6-acre site, and will be enclosed by a solid 6-foot high wall and screened with landscape plantings. The structures associated with the Facility will be one story, 18 to 25 feet in height, and will reflect architectural characteristics consistent with the project. At build-out, the facility is sized to accommodate 98,000 gallons per day (gpd) daily flow. Pursuant to Board of Supervisor Policy I-78, the facility will also provide 8.1 million gallons of recycled water storage, which will satisfy the permit requirements of the San Diego Water Quality Control Board. In addition to the on-site facility, two other sewer connection alternatives are analyzed. The decision maker, which is the Board of Supervisors, has the authority to select the appropriate sewer option for the project.

**D. ANALYSIS AND DISCUSSION**

**Introduction**

PDS staff has conducted a comprehensive evaluation of the proposed project; including County's Plans and regulations, project specific issues and CEQA compliance.

**1. Planning and Development Analysis**

**a. Specific Plan – Conceptual Design and Development**

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

County staff analyzed the design components of the project related to the General Plan including location and linkage, amenities, recreational opportunities including parks and trails, walkability, resource protection and the overall sustainable composition of the project.

- **Location and Linkage**

The project site is located in an area that warrants additional housing to support several employment centers in the proximity. The proposed project is located 9 miles north of Sorrento Valley, 15 miles north of the University Town Center area and 7.5 miles south of the City of Carlsbad. These communities are considered areas with some of the highest employment densities in the San Diego region. The site is located in close proximity to the cities of Escondido and San Marcos, where infrastructure and services are available. It is also surrounded by agricultural, commercial, light industrial and residential uses of various densities. Several major employers, including but not limited to Palomar Medical Center, California State San Marcos, Kaiser Permanente, and Stone Brewing Company are located within 2.5 miles of the project site.

The project site is located in an area that provides a high level of transit and transportation opportunities. The project site is located two miles west of Interstate 15 and 2.25 miles south of State Route 78. Although the project does not include any improvements to public transit, public transportation, including Sprinter and bus routes are readily available. The Sprinter line, which is a 22-mile rail system, connecting Oceanside, Vista, San Marcos and Escondido, has a total of 15 stations along the Highway 78 corridor. The existing Nordahl Road Sprinter Station is located approximately two miles from the project site. Park and Ride, and bus services to the City of Vista, Cal State San Marcos and Palomar College are also available at the station.

The project will make significant capacity improvements to the existing road network by improving Country Club Drive (both in the County and City of Escondido) as well as the Harmony Grove Road/Harmony Grove Village Parkway signalized intersection.

A system of public multi-use trails and pathways will also be installed. A five to six foot wide public pathway will be provided along the east side of Country Club Drive, from Harmony Grove Road to the southern project entry. The project will also provide public trail connections through the property for the Lake Hodges Trail, Summit Trail, and Elfin Forest Trail. The trails and pathways are intended to provide equestrian, hiking, biking, and jogging opportunities for the public and HGVS residents. The pathway will also provide connection to the Harmony Grove Village neighborhood.

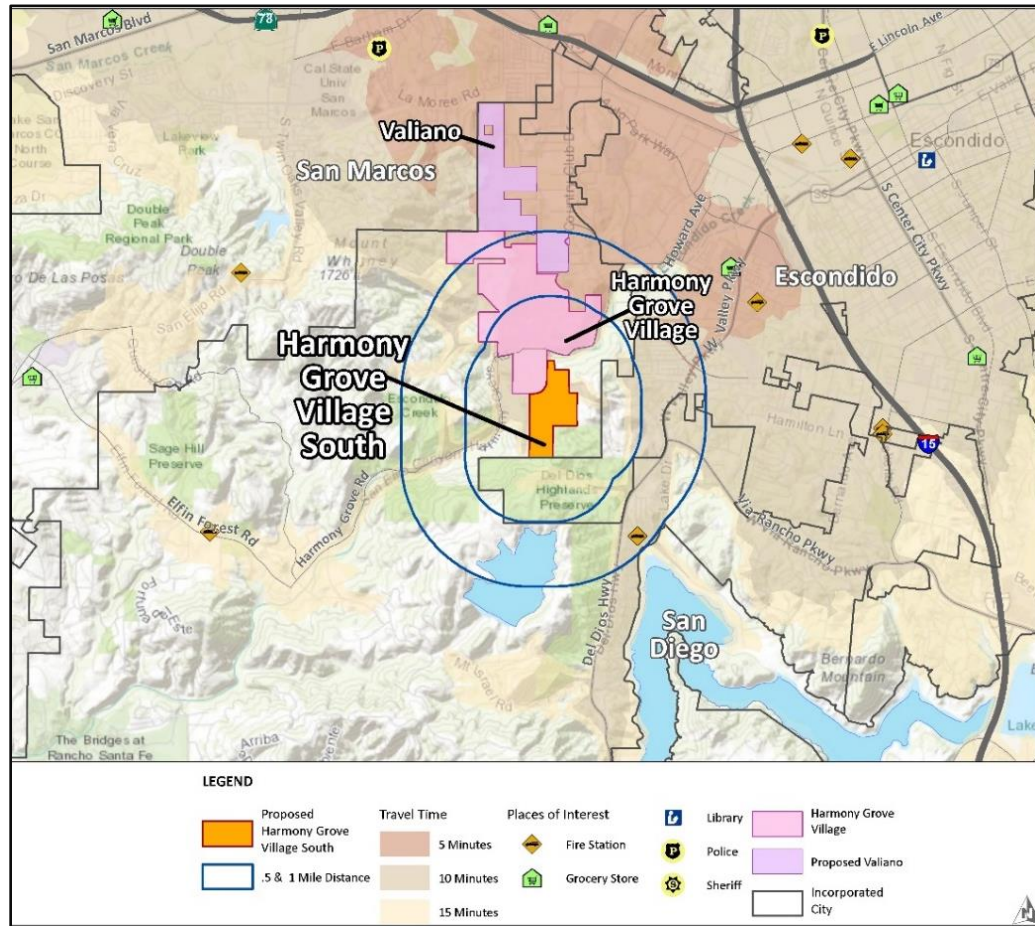


Figure 30: Essential Services Available



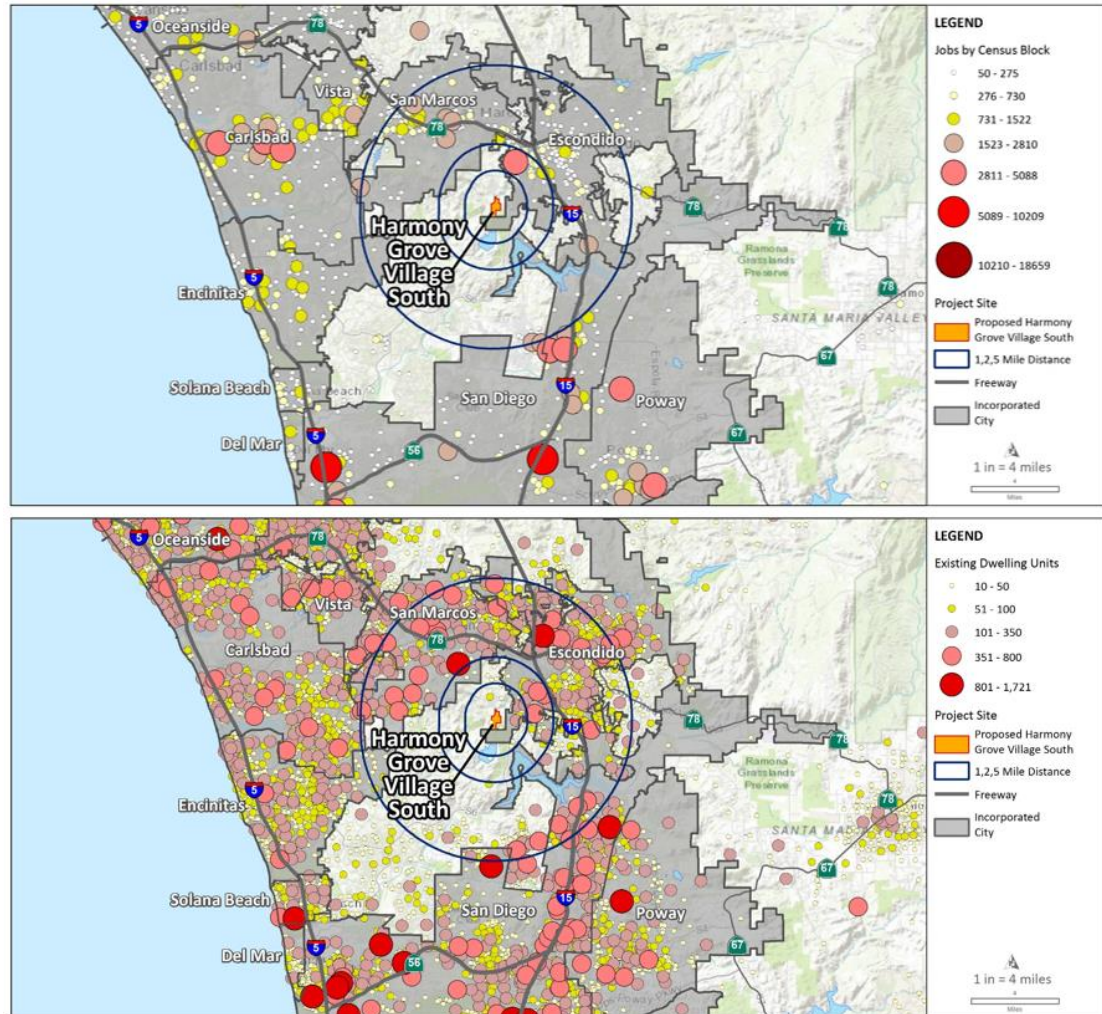


Figure 31: Jobs and Housing

## b. General Plan Amendment

### 1. General Plan Conformance

The project proposes the development of 453 dwelling units on a property that currently allows 174 dwelling units under the General Plan Land Use Designations. The additional 279 dwelling units will increase the housing supply in San Diego County and will provide construction-related jobs during the construction period. Other benefits include parks, recreational facilities, multi-use trails, permanent biological open space areas, and improvements to multiple roadways and intersections. The design and requirements of the project ensures that the project will not be detrimental to public health, safety, and welfare.

### 2. Housing Element and Affordability

The General Plan Housing Element designates affordable housing at a density of 10.9 du/ac or greater. The project's overall proposed density will be approximately eight dwelling units per acre, and as such is not defined as moderate to low income housing by the County's

General Plan. In addition, the site is not identified as a Regional Housing Need Assessment (RHNA) site according to the current General Plan Housing Element Inventory.

The reduced rate of housing production during the current Housing Element planning period has resulted in increased demand for housing in the region. Housing Element Policy H-1.3 provides direction for siting and increasing housing opportunities in the unincorporated county and states, "Maximize housing in areas served by transportation networks, within close proximity to job centers, and where public services and infrastructure are available." The proposed General Plan Amendment is consistent with Policy H-1.3 because it will accommodate housing within a job center where public services and infrastructure are available and because it will ease demand by providing new opportunities for a variety of housing types. The project will provide single-family and multi-family residences in close proximity to urbanized areas, employment, and everyday conveniences.

The project includes a range of residential housing types. In terms of housing affordability, multi-family units as well as smaller lot and house sizes tend to be more affordable. The proposed project includes a range of lot sizes from 1,462 sq. ft. to 4.85 acres, with the large majority of lots being less than 10,000 sq. ft. Single family housing sizes will range from 1,500 – 3,000 sq. ft. The multi-family units will range in size from 800 – 2,000 sq. ft.

#### **c. Community Plan**

The entire project site is located within the Elfin Forest-Harmony Grove Subarea of the San Dieguito Community Plan Area. As part of the GPA, the Elfin Forest-Harmony Grove Subarea Plan will be amended to modify Policy LU-2.2.1, to add associated text changes and to add the project to Chapter 6, the Harmony Grove Village Specific Plan Area (SPA). Figures 1 and 3 of the Elfin Forest-Harmony Grove Subarea plan will be amended to add the project within the village boundary line.

#### **d. Zoning Ordinance**

The project includes a Zoning Reclassification (Rezone) to change the land use regulations from A70 (Limited Agriculture) and RR (Rural Residential) to S88 (Specific Plan). The proposed Rezone will also change the animal regulations, minimum lot size, building type, height, setback, open space requirements and add a Design Review ("D") Special Area Regulation.

The project will be rezoned with a variable (V) setback that allows for setbacks ranging from 0 feet to 30 feet, or greater where required for fire protection. The setbacks will be set at the time of implementing Site Plan approvals. Particular residential lots located in the southwestern portion of the project site require a 15 horizontal foot setback from the top of the slope to the farthest projection from a roof for single-story structures and a 30 horizontal foot setback from the top of slope to the farthest projection from a roof for two-story structures. Structures taller than two stories and where the slope is greater than 2:1 may require a setback greater than 30 feet. The animal use type will be changed to reduce the amount and the type of animals permitted and the required lot sizes for particular animals. Horse stables will no longer be permitted, animal raising projects, including small and large animal raising, would require lot sizes larger than those

proposed for the project and horse keeping would change from being permitted to permitting 2 horses.

Finally, the Special Area Designator of “D” (Design Review) will be applied to the property. The “D” designator requires that a Site Plan be processed for design review and requires approval from the Director of Planning & Development Services.

The proposed project complies with all applicable zoning requirements of the Specific Planning Area (S88) zone(s) with the incorporation of conditions of approval.

**e. Subdivision Ordinance**

The project has been reviewed for compliance with the Subdivision Ordinance. The project 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.

**2. Project Issues**

During processing of the project, extensive comments were received during the public review periods of the environmental documents as well as at community meetings. The following project issues raised by neighboring property owners, agencies and organizations, were reviewed throughout the project’s processing and are also detailed below: General Plan Consistency, Fire Service and Emergency Evacuation and Sewer Service.

**a. General Plan Consistency**

Residents have expressed concerns that the proposed project does not comply with the General Plan, including the Elfin Forest-Harmony Grove Subarea of the San Dieguito Community Plan Area.

**Land Use:** The project will amend the General Plan Land Use Map to change the Regional Category for a portion of the project site from Semi-Rural. It will also change the General Plan Land Use Designations associated with such amendment to Village Residential (VR-10.9) and Neighborhood Commercial. The project will not result in any changes or amendments to any of the policies of the County’s General Plan, adopted in 2011, rather it applies the existing General Plan policies to the project, namely Policy LU-1.4, Village Expansion. The project will expand the existing Village designation of HGV as the project site is located contiguous to the existing village.

The project has been reviewed and found to be in conformance with Policy LU-1.4 which states: Village Expansion. Permit new Village Regional Category designated land uses only where contiguous with an existing or planned Village and where all of the following criteria are met.

1. Potential Village development would be compatible with environmental conditions and constraints, such as topography and flooding.



2. Potential Village development would be accommodated by the General Plan road network.
3. Public facilities and services can support the expansion without a reduction of services to other County residents.
4. The expansion is consistent with community character, the scale, and the orderly and contiguous growth of a Village area.

The project has been found to meet all of the required criteria to permit the expansion of a Village as summarized below.

1. Environmental Conditions and Constraints: The project has been designed to preserve approximately 68 percent of the site; including 34.8 acres of preserved biological open space, 20 acres of naturalized open space, and 16 acres of landscaped areas, maintain existing drainage patterns to the extent feasible, balance steep slope preservation with biological preservation, maintain significant visual resources, and consider the existing landform and natural environment.
2. General Plan Road Network: The General Plan's roadway network will not exceed build out projections with the inclusion of the project. All roadway segments are calculated to operate at acceptable levels of service both with and without the project except for the segment of Country Club Drive between Auto Park Way and Hill Valley Drive, which is not a part of the County's General Plan roadway network because it is located within the City of Escondido.
3. Public Facilities and Services: Needed public facilities and services are ensured through compliance with General Plan Policies, County ordinances, and mitigation measures identified through the environmental and project review process. The project will not result in a reduction of services to other County residents. The project will be required to provide the infrastructure and facilities needed to provide services to the project either directly or through the payment of fees. Facility Availability Forms have been received from service providers, including for water, fire, school and sewer services, indicating that service will be available to serve the project.
4. Scale, and Orderly and Contiguous Growth: The project will expand in a manner consistent with the scale and orderly and contiguous growth of HGV. The project's village expansion area will locate the project's densest residential neighborhoods within ½ a mile of the HGV Center. The project includes a maximum of 453 dwelling units or approximately eight dwelling units per acre (du/ac) which is consistent with the density of the HGV Center of approximately 8.7 du/ac. As such, both these areas will become part of the same compact, walkable village.

The project will expand the village in a manner that is consistent with the community character of HGV and the surrounding areas. The design principles outlined in the Specific Plan will ensure that the community character will be maintained and ensure that there is cohesiveness between the project and HGV. The project will use consistent street trees, landscaping, lighting, signage, walls, fences, and architecture to provide a continuous link between HGV and the project, strengthening the concept that the two communities constitute one unified village.

**Community Plan Changes:** The entire project site is located within the Elfin Forest-Harmony Grove Subarea of the San Dieguito Community Plan Area. As part of the General Plan Amendment, the Elfin Forest-Harmony Grove Subarea Plan will be amended to add the project to Chapter 6, the Harmony Grove Village Specific Plan Area (SPA) as well as amend Figures 1 and 3 of the Elfin Forest-Harmony Grove Subarea Plan to add the project within the village boundary line. In addition to textual changes and policy additions, one of the amendments to Chapter 6, the Harmony Grove Village Specific Plan Area (SPA), includes a modification to Policy SPA-2.2.6 as follows. Deletions are shown in strikeout and additions are shown in underline.

Policy SPA-2.2.6 The sewage treatment method selected ~~must be sized for~~ Harmony Grove Village and Harmony Grove Village South Specific Plan Areas must be adequately sized for ~~this project without the possibility for expansion.~~

In addition, the project is proposing to amend Elfin Forest-Harmony Grove Subarea Plan Policy LU-2.2.1 in order to prevent the possibility of conflict between the General Plan and the Elfin Forest-Harmony Grove Subarea Plan. The project will amend Policy LU-2.2.1 as follows. Deletions are shown in strikeout and additions are shown in underline.

Policy LU-2.2.1 Ensure that ~~the number of urban residences does not greatly exceed that of the rural residences~~ residential and equestrian character of in the greater unincorporated communities of Harmony Grove and Eden Valley are maintained by adherence to the Community Development Model and the Community Plan Policies set forth in Section 1.1 "Community Character."

The amendment to Policy LU-2.2.1 is intended to remove any confusion with respect to its meaning and to ensure consistency with the General Plan. The amendment will not undermine the underlying intent of the Policy to maintain the residential and equestrian character of Elfin Forest and Harmony Grove. However, rather than apply a numerical equation to uphold community character it will require adherence to the Community Development Model and the community character policies of the Elfin Forest-Harmony Grove Subarea Plan. Potential future development would still need to seek an amendment to the General Plan if proposing a development that is not currently allowed under the General Plan, which would, in turn, require the County's approval after appropriate CEQA analysis.

#### **b. Fire Service & Emergency Evacuation**

The community has expressed concerns that the proposed project will increase the number of people that will need to be evacuated during a wildfire event, and will increase the overall evacuation time.

**Fire Service:** The project is located within the RSFFPD and it is the Fire Authority Having Jurisdiction ("FAHJ"). Fire protection will be provided from a fire station currently being built in the HGV project approximately 1.2 miles (2.7 minutes travel time) from the most distant portion of the project.

A Fire Protection Plan (FPP) has been prepared for the project, to evaluate the level of potential fire hazard affecting or resulting from the proposed project and the methods and measures proposed to minimize that hazard. The FPP considers the fire risk presented by the site including property location and topography, geology, combustible vegetation, climatic conditions, fire history and the proposed land use and configuration. The FPP addresses water supply, access, structural ignitability and ignition resistive building features, fire protection systems and equipment, impacts to existing emergency services, defensible space, and vegetation management.

The project includes several design measures to reduce the risk of structural ignition and provide for at least equivalent emergency evacuation capabilities. Modern infrastructure will be provided, the latest ignition resistant construction methods and materials will be implemented and all structures will be required to include interior, automatic fire sprinklers. Fuel modification will occur within the project site, both internally and on exposed edges of the developed areas. The fuel modification zone will be maintained by the HOA, and inspected at least annually by the RSFFPD. Maintenance includes removing all dead and dying materials and maintaining appropriate horizontal and vertical spacing. In addition, plants that establish or are introduced to the fuel modification zone that are not on the approved plant list will be removed.

The project includes a modification to the San Diego County Consolidated Fire Code regarding maximum dead end road lengths. The San Diego County Consolidated Fire Code allows the fire code official the authority to grant modifications, provided the fire code official finds that special individual reasons make the strict letter of the code impracticable and the modification is in compliance with the intent and purpose of the code and that such modifications do not lessen health, life and fire safety requirements. The maximum dead-end road length is 800 feet while the most distant structure on the project site measures approximately 0.8 miles to the intersection of Harmony Grove and Country Club Drive, the first opportunity to travel in at least two separate directions. Potentially available alternatives for secondary access were evaluated and determined to be infeasible due to various constraints including topography, the presence of surrounding wildland fuels, environmental constraints and the inability to secure ownership or access rights. The project has developed an alternative that meets the intent of the code through the implementation of specifically developed measures and features, that exceed code requirements, including:

- Provide a third travel lane for the entirety of Country Club Drive from its intersection with Harmony Grove Road to the southernmost project entrance and will extend within the project so that no structure exceeds 800 feet from that extra lane as an equivalent form of egress.
- Provide over 7 times the number of required parking spaces and will implement a parking management plan to eliminate the potential for roadway obstructions.
- Provide additional fuel modification by including:
  - Site-wide landscaping (excludes any native fuel pockets within the community), and
  - 110 feet to 130 feet of fuel modification (FMZ) on the east side, and 125 feet to 200 feet of FMZ in the southwestern fuels.
- Require ignition resistant construction for any sheds, gazebos, play equipment, or other structures located within the FMZs.
- Require the utilization of code-exceeding ember resistant vents.

The FPP has been reviewed and approved by the Rancho Santa Fe Fire Protection District and County Fire Authority. The FPP has been found to be consistent with the County Consolidated Fire Code, the California Code of Regulations, Title 14, Fire Safe Regulations, the RSFFPD Fire Code (Ordinance 2014-01A) and the County of San Diego Guidelines for Determining Significance and Report Format, Wildland Fire and Fire Protection (2010).

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

The area has experienced several significant large wildfires. Recently, the 2014 Cocos Fire burned 1,995 acres and resulted in the loss of over 40 structures in the San Marcos, Harmony Grove, Elfin Forest, and Del Dios area. The residents evacuating experienced long evacuation times. These long evacuation times are expected to be reduced by improved evacuation routes as a part of the project and the road improvements newly completed in the area since the Cocos Fire, including the extension of Harmony Grove Village Parkway, a bridge leading to Citracado Parkway, and the completed HGV road network. Also, the RSFFPD temporary station, located in the HGV is operational and will be serving the project site within the five minute travel time.

The project's primary evacuation routes are accessed through a series of internal neighborhood roadways and three access points, which connect with the primary ingress/egress road (Country Club Drive) that intersects off-site primary and secondary evacuation routes. Based on the existing road network, project residents can evacuate to the north (once off-site), east and/or west depending on the nature of the emergency. The four primary evacuation routes and one additional emergency-only ingress/egress point for the project are:

- i. Country Club Drive – north to one of six potential options (Harmony Grove Road East, Harmony Grove Road West, Harmony Grove Village Parkway, Kauana Loa Drive, Progress Place, or Auto Park Way),
- ii. Harmony Grove Road (east and potentially west) – Intersects with Country Club Drive just north of the project,
- iii. Harmony Grove Village Parkway – north of Harmony Grove Road off Country Club Drive,
- iv. Kauana Loa Drive to Harmony Grove Road, and
- v. Emergency-Only: Johnston Road Connection – not advised due to road condition and exposure to fuels, but may be an alternative access for emergency vehicles in the unforeseen scenario where other routes are considered unusable.



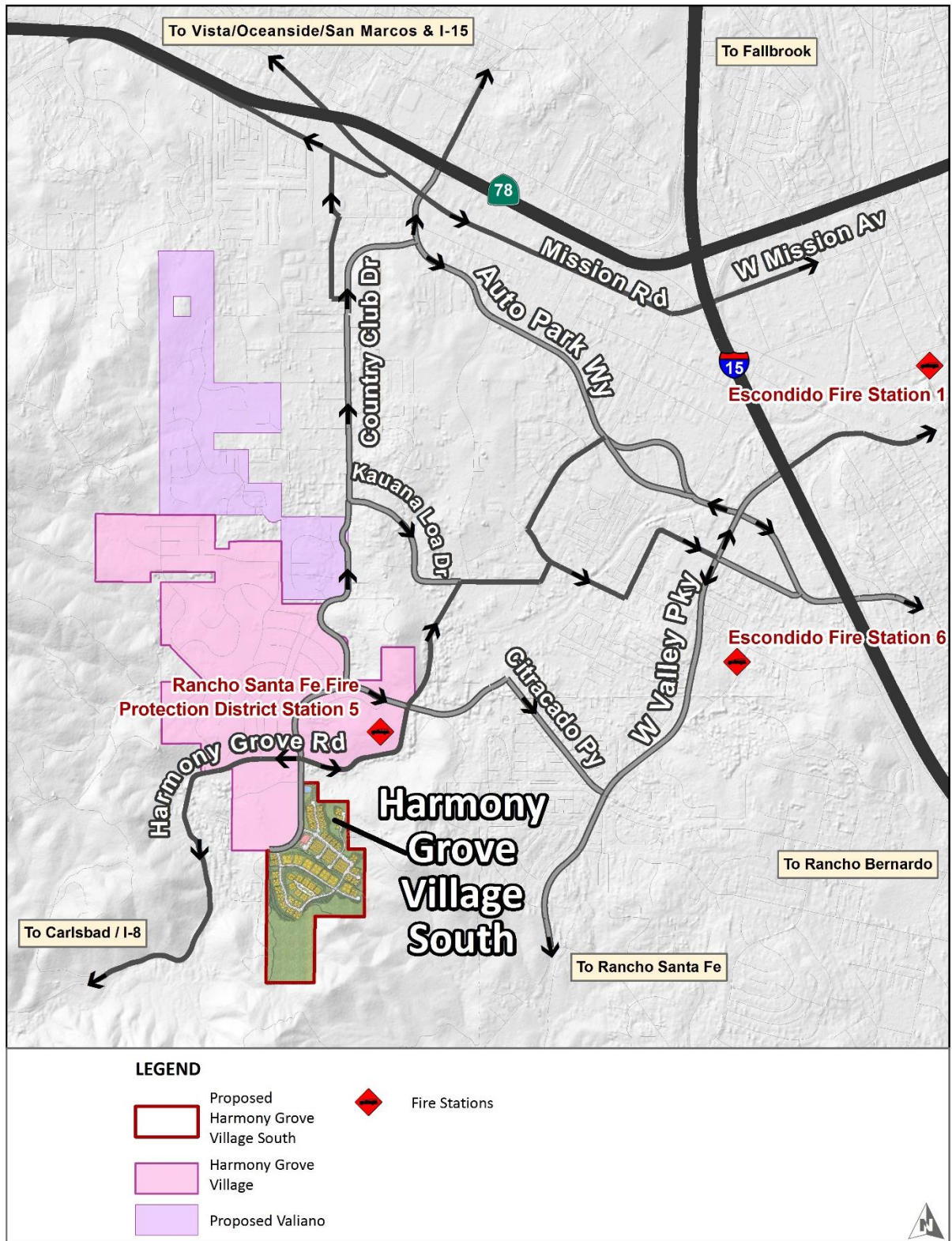


Figure 32: Emergency Evacuation Plan

All onsite roadways will be improved to a minimum width of 24 feet to meet the County's fire access requirements. Where vehicles are allowed to park on one side of the street, the onsite roadways will be improved to a width of 30-feet.

The FPP prepared for the project estimates the amount of time needed for all vehicles associated with the project to reach Country Club Drive. The three access lanes into the project from Country Club Drive provide the ability to move vehicles out while responding emergency personnel are inbound. In an emergency, two lanes can be designated for egress while one lane will remain available to responding emergency vehicles. Each lane can effectively handle 1,900 vehicles per hour. There are roughly 75 existing residential units that rely on Country Club Drive as their only means of ingress/egress. The project will add an additional 453 residences. Conservatively estimating three cars per household there will be a total of approximately 1,584 vehicles seeking egress, assuming worst case. Based on this conservative estimate, all existing and proposed residences could evacuate within approximately one hour.

By constructing additional roadways, this project will provide improved evacuation routes than those that were available to residents of the area during the Coco's fire. These improved routes are expected to greatly improve the flow of traffic during an emergency event. This evacuation time may be reduced with early predictions of fire movement and proximity to the site.

Multiple services are provided by emergency response teams to residents evacuating during an emergency evacuation. These include evacuation points (shopping centers, libraries and schools) and Shelters and Animal Evacuation Assistance. These points serve as temporary safe zones for evacuees and provide basic needs such as food, water, and restrooms. Possible Shelters and assembly areas that provide short-term refuge include:

- Mission Hills High school at 1 Mission Hills County in San Marcos;
- Palomar College at 1140 West Mission Road in San Marcos;
- HighTech High off of Valley Parkway at Scenic Trail Way; and
- Del Dios Middle School on 9<sup>th</sup> Avenue.

Other refuge sites are available within urbanized areas of Carlsbad, Escondido, Vista, and Oceanside, and developed communities primarily to the north, south, and east of the HGVS community.

Although the residents of HGVS will not be permitted to keep horses or other livestock, in the areas surrounding the project site where large animals are permitted, animal evacuations will be necessary. The Department of Animal Services has plans in place to transport and shelter pets in a disaster in their Operational Area Emergency Operations Plan, including the Animal Control Mutual Aid Agreement. Animal Control Officers, the San Diego Humane Society, and private animal care shelters assist in the rescue, transport, and sheltering of small and large animals.

In addition to physical improvements, the HGVS Community HOA will be active in its outreach to residents regarding fire safety and general evacuation procedures. An emergency evacuation plan will be provided to each homeowner/HOA member and will be accessible on the HOA website. Annual reminder notices will be provided to each homeowner encouraging them to

review the plan and be familiar with community evacuation protocols. The HOA will also coordinate with the RSFFPD to hold an annual fire safety and evacuation preparedness informational meeting.

The evacuation plan concluded that even with the additional traffic from the project, evacuation times will be reduced from what was experienced during the Coco's Fire. The reduced evacuation times are a result of the project's road improvements, the recent road improvements completed by the HGV project, the new nearby fire station, on-site fuel reduction, the fuel modification zones, and the more defined and coordinated evacuation plan.

### **c. Sewer Service**

The project site is currently not within a sewer district. Annexation into a sewer district will be required, either the San Diego County Sanitation District or RDMWD (in the event that the activation of the MWD's latent power for wastewater service is provided).

The project includes a Major Use Permit for an onsite wastewater treatment facility to provide wastewater service for the project. The onsite wastewater treatment facility will be operated by the San Diego County Sanitation District or the RDWMD. The project has prepared a Sewer Master Plan which determined the requirements for a new standalone onsite wastewater treatment facility. The average wastewater flow for the project is projected to be 97,395 gallons per day (gpd). The study analyzed two different plant styles; an Aeromod facility (similar to the existing HGV Treatment Plant), and a pre-packaged membrane bioreactor. The wastewater treatment facility would have the appropriate capacity for the project and the project would be required to annex into a district to provide sewer service.

In addition to an onsite wastewater treatment facility, two other scenarios were evaluated for wastewater treatment and disposal for the project site. They include:

1. Harmony Grove Village (HGV) Treatment Plant, and
2. Combined On-/Off-site Wastewater Treatment.

The HGV Treatment Plant is located immediately south of and within approximately 550 feet of the existing HGV Treatment Facility. Annexation into a sewer district would also be required to use the existing HGV Treatment Plant, either the San Diego County Sanitation District or RDMWD sewer service boundary (in the event that the activation of the MWD'S latent power for wastewater services is approved). The RDMWD is in the process to activate its latent power to provide sewer service to HGV. The activation may be completed as early as Spring/Summer of 2018. If the activation is approved, the earliest the HGV Treatment Plant can be turned over to the RDWMD will be late 2018. The project site will be required to annex into the San Diego County Sanitation District or RDWMD sewer service boundary in order to obtain the service. The HGV Treatment Plant was sized to serve HGV based on an anticipated flow of 215 gpd per equivalent dwelling unit, which is a unit of measure for the sewage generated from particular buildings, structures or uses. Preliminary analysis of wastewater hauling records indicates that the average wastewater flow from residential dwellings in HGV is approximately 140 gpd, which is lower than the anticipated flows. This is likely attributed to the reduction in water use due to

indoor water conservation measures, such as low flow toilets and shower heads, and water saving appliances. As a result, it is anticipated that the existing design capacity of the HGV Treatment Plant could serve additional development, including the proposed project.

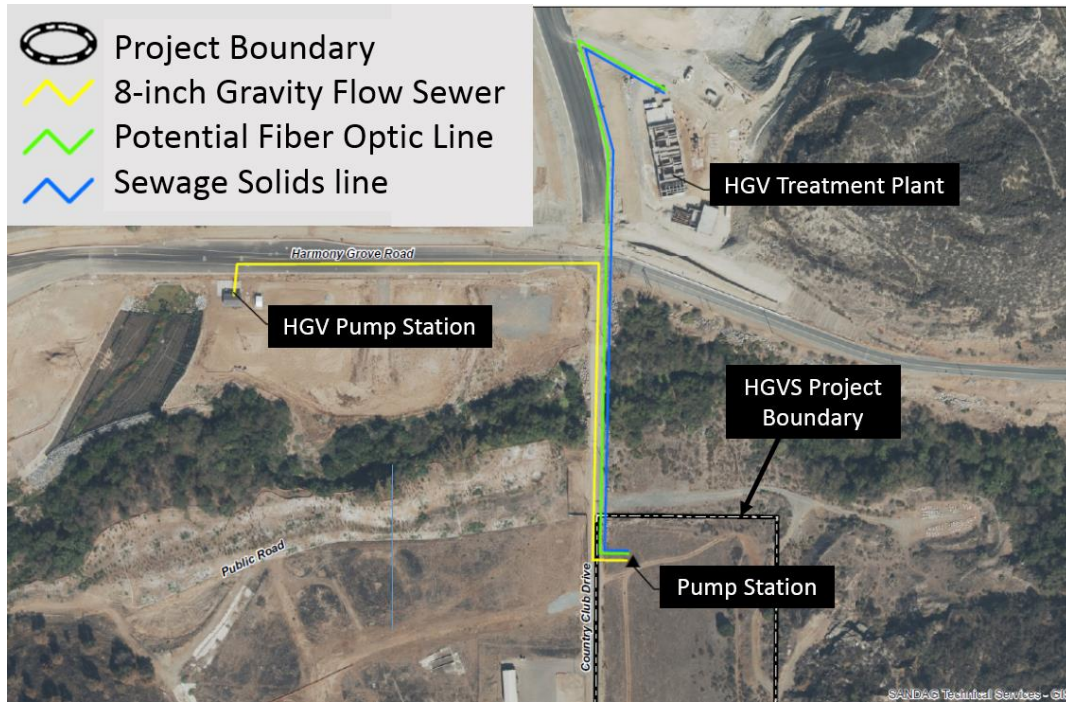


Figure 33: HGV Treatment Plant in Relation to Project Site

The combined onsite and offsite facility would use the exiting HGV Treatment Plant located within HGV as well as additional facilities on the HGVS site. The project would construct only those facilities that would complement the existing HGV Treatment Plant and that may be needed to serve the additional sewage generated by the project. If this option were used to provide sewer service, the project would be required to annex into the San Diego County Sanitation District or RDMWD sewer service boundary in order to obtain the service.

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

The Notice of Preparation (NOP) was circulated for public review from August 27, 2015 to September 28, 2015. During this time, input on the scope and content of the environmental information to be contained in the Draft EIR was received from the public and agencies.

The Draft EIR for the proposed project was initially circulated for public review from April 20, 2017 to June 20, 2017 (a 60-day public review period). All interested persons and organizations had an opportunity during this time to submit their written comments on the Draft EIR to the County of San Diego.

In response to comments received from the circulation of the Draft EIR, several additions and/or changes were made to the environmental analysis, including GHG emissions. Due to these revisions



and additions, a Draft Revised EIR was recirculated from February 22, 2018 to April 9, 2018 (a 45-day public review period).

A total of 73 comment letters were received during the public review periods for both the Draft EIR and Draft Revised EIR. Responses to these comments are included within the Final EIR. The Final EIR contains minor revisions including clarifications and changes to the project. A net-zero GHG emissions mitigation measure was incorporated, which ensures that the project will not cumulatively contribute to the GHG emissions impact.

#### Significant and Mitigable Impacts

Significant impacts were identified for the project and include the subject areas of biological resources, cultural resources, noise, and greenhouse gas emissions. Impacts for these issue areas will be reduced to less than significant with the incorporation of required mitigation measures and project design features (design features).

#### *Greenhouse Gas (GHG) Emissions*

On February 14, 2018, the County's Board of Supervisors adopted the Climate Action Plan (CAP), which included a threshold of significance for GHG emissions and revised Guidelines for Determining Significance for Climate Change (Guidelines). As described in the Guidelines, the threshold is: "A proposed project will have a less than significant cumulatively considerable contribution to climate change impacts if it is found to be consistent with the County's Climate Action Plan; and, will normally have a cumulatively considerable contribution to climate change impacts if it is found to be inconsistent with the County's Climate Action Plan." The CAP did not include emissions from General Plan Amendments in the CAP projections; therefore, any project that includes a General Plan Amendment must analyze and mitigate their own emissions from GHGs and cannot tier off the CAP as explained in Chapter 2.7 of the CAP Supplemental Environmental Impact Report (SEIR).

General Plan Amendment projects (such as the proposed project) that intensify GHG emissions beyond current designations are required to provide independent additional analysis. As specified in Mitigation Measure GHG-1 of the CAP's SEIR, the County shall require in process and future GPAs to reduce their emissions to ensure that CAP emission forecasts are not affected and do not prevent or interfere with the attainment of GHG reduction targets. Project applicants for GPAs could accomplish this through two options. Option 1 (No Net Increase) requires GPA projects to achieve no net increase in GHG emissions from additional density above the 2011 General Plan Update (GPU). This option requires GPA projects to quantify and reduce above the 2011 GPU forecasts through onsite design features and mitigation measures and off-site mitigation, including purchase of carbon offset credits. Option 2 (Net Zero) requires GPA projects to reduce all project GHG emissions to zero to achieve no net increase over baseline conditions (carbon neutrality). The project has selected to comply with Option 2. Project emissions shall be reduced to zero through onsite design features, mitigation measures, and offsite mitigation, including purchase of carbon offset credits. As the project will achieve carbon neutrality, it will comply with this option set forth within the CAP SEIR, which will not interfere or affect attainment of the CAP's GHG reduction targets.

The project is conditioned to ensure that it will result in net zero GHG emissions. The Final EIR includes an analysis of the project's impacts on GHG emissions, consistent with applicable policies

and mitigation measures to reduce GHG emissions to net zero emissions. With the addition of a mitigation measure resulting in a net-zero increase in GHG emissions from the project as compared to the existing environmental setting, it has been concluded that that impacts associated with GHG emissions will be less than significant.

#### Significant and Unmitigable Impacts

Significant impacts were also identified for the areas of aesthetics, air quality, and transportation/traffic. Most of the impacts are reduced to less than significant with the incorporation of mitigation measures and design features; however, some impacts for these subject were identified as significant and unmitigable as described below.

#### *Aesthetics*

Temporary visual impacts during project construction related to vegetation removal, grading, bridge construction and vertical development will be substantial until buildout occurs and all vegetation is installed and reaches visual maturity in approximately 10 years. Design features require the installation of landscaping along Country Club Drive, at entries, along project streets, and on manufactured slopes immediately following completion of grading and installation of irrigation; requires that the project grading conform to the Preliminary Grading Plan; and require that construction of the project remain in compliance with the visual study through approved building and construction plans; however, the impacts will not be reduced to a level below significant. No mitigation beyond the identified design features is feasible.

#### *Air Quality*

Impacts associated with conformance to regional air quality plans will be potentially significant (direct and cumulative). To mitigate the impact, a revised housing forecast will be provided to SANDAG to ensure that any revisions to the population and employment projections used in updating the Regional Air Quality System (RAQS) and State Implementation Plan (SIP) will accurately reflect anticipated growth due to the project. The conflict with the current RAQS and SIP resulting from the density proposed for the project being inconsistent with current General Plan and SANDAG housing forecasts represents a significant impact only as a planning document conflict. Project emissions of criteria pollutants do not exceed threshold criteria on a direct impact basis, and there will be no significant impact to human health or the environment from the project's emissions.

Construction of the project and other projects that occur in the general vicinity will result in a cumulatively considerable net increase in volatile organic compounds (VOCs), NO<sub>x</sub>, PM<sub>10</sub> and PM<sub>2.5</sub>. In addition, operation of the project will result in net increases in criteria pollutants, which will also result in a cumulatively considerable contribution in criteria pollutants to the regional air quality. Design features will be implemented to substantially lessen these impacts but not to a level of less than significant. Design Features are identified for both construction and operation periods that will reduce emissions in general, and permit issuance is conditioned upon completion of the design features. No other feasible mitigation measures have been identified that will mitigate the impacts to below a level of significance.

#### *Transportation/Traffic*

Project implementation will add direct and cumulative traffic to the segment of Country Club Drive from Auto Park Way to Hill Valley Drive in the City of Escondido, resulting in direct and cumulative

impacts. These impacts will be mitigated through the widening of Country Club Drive to provide a paved width of 36 feet consisting of two travel lanes and a 10-foot striped center turn lane starting 220 feet southwest of Auto Park Way for a length of approximately 830 feet. The project will also result in cumulative impacts to two City of Escondido signalized intersections: Auto Park Way/Country Club Drive and Valley Parkway/Citracado Parkway. For Auto Park Way/Country Club Drive, the impact will be mitigated through restriping the eastbound approach at this intersection to provide one left-turn lane, one shared left-turn/through lane, and one right-turn lane with a signal timing modification to change the east/west approach to “split” phasing. For Valley Parkway/Citracado Parkway, the impact will be mitigated through payment of a fair share toward the proposed future intersection improvements which will support implementation of an additional through lane in the southbound direction.

Implementation of these roadway and intersection improvements in the City of Escondido will adequately mitigate the impacts. Since the City of Escondido has responsibility for approval/assurance of implementation of these improvements, the County cannot guarantee ultimate implementation or timing of mitigation in the City of Escondido. Therefore, the mitigation measures located within the City of Escondido are identified as significant and unavoidable pending City of Escondido action.

#### Overriding Considerations

A Statement of Overriding Consideration was prepared for the project. Project benefits include (1) additional housing for County residents, (2) increased property tax revenue, (3) opportunities for construction employment, (4) proximity to existing employment opportunities, (5) supporting an existing village and community, (6) recreational benefits of new parks and multi-use trails, (7) biological open space, and (8) enhanced environment and safety of Escondido Creek through construction of roadway bridge. Each of these benefits provides the basis in which to approve the project even though adverse environmental impacts are not mitigable.

### **E. COMMUNITY PLANNING GROUP**

The proposed project is located within Elfin Forest-Harmony Grove Subarea of the San Dieguito Community Plan area.

On April 5, 2018, the San Dieguito Community Planning Group (SDCPG) recommended denial of the project by a vote of 11-0-0-2. The SDCPG comments explaining their recommendation can be found in Attachment K. The reasons for the SDCPG’s recommendation included conformance with the General Plan (including Land Use Policy LU-1.4) fire safety and evacuation, road improvements, infrastructure, and compatibility with community character. Comments raised at the meeting include, but are not limited to, community character, fire safety and emergency evacuation.

## **F. PUBLIC INPUT**

A total of 73 comment letters were received from neighboring property owners, agencies, and organizations during the public review periods for both the Draft EIR and Draft Revised EIR. Concerns raised include, but are not limited to, General Plan and Community Plan consistency, greenhouse gas emissions, fire safety and evacuation, wastewater treatment, traffic, road improvements, biological resources, growth, density, community character and aesthetics. These concerns are addressed in the Final EIR and summarized earlier in this Report.

## **G. RECOMMENDATIONS**

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

1. Adopt the environmental findings (Attachment A), which include the certification of an Environmental Impact Report (EIR), REF: PDS2015-ER-15-08-006.
2. Adopt the Resolution approving General Plan Amendment PDS2015-GPA-15-002 (Attachment B) for the reasons stated therein and discussed in the report.
3. Adopt the Resolution approving Specific Plan PDS2015-SP-15-002 (Attachment C) for the reasons stated therein and discussed in this report.
4. Adopt the Ordinance titled, AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE ELFIN FOREST-HARMONY GROVE SUBAREA AND THE SAN DIEGUITO COMMUNITY PLAN, REF: PDS2015-REZ-15-003 (Attachment D).
5. Adopt the Resolution approving the Vesting Tentative Map PDS2018-TM-5626 for 453 dwelling units which includes those requirements and conditions necessary to ensure that the project is implemented in a manner consistent with State law and County of San Diego regulations (Attachment E).
6. Grant the accompanying Site Plan PDS2018-STP-18-011 and impose the requirements and conditions set forth in the Site Plan Form of Decision (Attachment F).
7. Grant Major Use Permit PDS2015-MUP-15-008 for an onsite wastewater treatment facility, make the findings, and impose the requirements and conditions as set forth in the Form of Decision (Attachment G).



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**Report Approved By:**

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AUTHORIZED REPRESENTATIVE:

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

MARK WARDLAW, DIRECTOR

**ATTACHMENTS:**

- Attachment A – Environmental Findings
- Attachment B – Resolution Approving General Plan Amendment PDS2015-GPA-15-002
- Attachment C – Resolution Approving Specific Plan PDS2015-SP-15-002
- Attachment D – PDS2015-REZ-15-003 titled AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE ELFIN FOREST-HARMONY GROVE SUBAREA AND THE SAN DIEGUITO COMMUNITY PLAN, REF: PDS2015-REZ-15-003
- Attachment E – Resolution of Approval for Vesting Tentative Map PDS2018-TM-5626
- Attachment F – Form of Decision for Site Plan PDS2018-STP-18-011
- Attachment G – Form of Decision for Major Use Permit PDS2015-MUP-15-008
- Attachment H – Proposal Summary Table
- Attachment I – Zoning Ordinance Analysis
- Attachment J – Impacts and Mitigation Table
- Attachment K – Public Documentation\*
- Attachment L – Planning Documentation
- Attachment M– Final Environmental Impact Report and Notice of Determination\*\*
- Attachment N – CEQA Findings
- Attachment O – Ownership Disclosure
- Attachment P – Service Availability Forms
- Attachment Q – General Plan Consistency Table

\*Comments received during the EIR public review periods are available at:  
[https://www.sandiegocounty.gov/content/sdc/pds/Current\\_Projects/hgvs.html](https://www.sandiegocounty.gov/content/sdc/pds/Current_Projects/hgvs.html)

\*\* The Final EIR (including Technical Studies and Response to Comments) are available at:  
[https://www.sandiegocounty.gov/content/sdc/pds/Current\\_Projects/hgvs.html](https://www.sandiegocounty.gov/content/sdc/pds/Current_Projects/hgvs.html)