

## CHAPTER 1.0 PROJECT DESCRIPTION, LOCATION, AND ENVIRONMENTAL SETTING

### 1.1 Introduction

On August 3, 2011, the County of San Diego Board of Supervisors (BOS) adopted the County of San Diego General Plan Update and certified the corresponding Final Program Environmental Impact Report (EIR). The land use map changes that occurred under General Plan Update excluded approximately 71,600 acres of private lands within the Cleveland National Forest (CNF) in the unincorporated County that were formerly designated as Forest Conservation Initiative lands. A voter-approved initiative in 1993 that required a minimum lot size of 40 acres for these lands, known as the Forest Conservation Initiative (FCI), expired on December 31, 2010. With its expiration, the former FCI lands reverted to the land use designations in effect before the FCI was enacted. As a result, the former FCI land use designations are not consistent with the adopted General Plan land use designations and the Guiding Principles and Policies.

The proposed Project involves a General Plan Amendment (GPA) to designate these lands with land use categories consistent with the Guiding Principles and Policies of the adopted General Plan (refer to Appendix A, General Plan Amendment 12-004 - Forest Conservation Initiative Lands Draft Plan, of this SEIR). In addition, the Project involves proposed changes in land use designations for approximately 400 acres of private lands adjacent to former FCI lands to ensure that the uses anticipated for these lands are consistent with the changes proposed for the former FCI lands. The proposed land use changes in Alpine will result in associated impacts to 10 road segments that will either: (1) be improved by increasing the number of travel lanes; or, (2) be maintained in their current Mobility Element classifications and therefore accepted to operate at a deficient Level of Service (LOS) of E or F. The GPA will also remove the Forest Conservation Initiative Appendix from the General Plan. The GPA will include amendments to the Alpine Community Plan as well as the Central Mountain, Jamul/Dulzura and North Mountain Subregional Plans. Finally, the Project will include amendments to the Zoning Ordinance, such that new zoning designations would be adopted to be consistent with the GPA. It should be noted that the overall objectives identified for the General Plan Update are applicable to the proposed Project for purposes of consistency with the intent and anticipated future buildout of the General Plan. For this reason, those objectives are incorporated herein and restated in Section 1.3 below. In addition, the following Project-specific objectives are also provided below.

- Assign land use designations in a manner consistent with the Guiding Principles, Goals, and Policies of the adopted County General Plan.
- Assign land use designations that minimize conflicts with the U.S. Forest Service lands.

In compliance with the provisions of the California Environmental Quality Act (CEQA) (Guidelines §15162-15163), this EIR tiers from the previously-certified General Plan Update

Program EIR and evaluates the environmental impacts associated with the proposed Project as more fully described in Section 1.5, Technical, Economic, and Environmental Characteristics below.

### **1.1.1 Purpose and Use of this EIR**

The County of San Diego is lead agency for the proposed Project and will therefore have the principal responsibility for approving the Project. Pursuant to the California Environmental Quality Act Section 21067, the County will consider the information disclosed in this EIR, in combination with other applicable and available data, in determining whether or not the Project should be approved.

This EIR is an “informational document that will inform public agency decision makers and the public generally of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project.” (CEQA Guidelines Section 15121(a)) Consistent with CEQA Guidelines Section 15163 (a)(2), this EIR has been prepared as a Supplemental EIR (SEIR) because “Only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation.” Section 15163 also states:

- (b) The supplement to the EIR need contain only the information necessary to make the previous EIR adequate for the project as revised.
- (c) A supplement to an EIR shall be given the same kind of notice and public review as is given to a draft EIR under Section 15087.
- (d) A supplement to an EIR may be circulated by itself without recirculating the previous draft or final EIR.
- (e) When the agency decides whether to approve the project, the decision-making body shall consider the previous EIR as revised by the supplemental EIR. A finding under Section 15091 shall be made for each significant effect shown in the previous EIR as revised.

The General Plan Update Program EIR provided an analysis of potential future development of the County’s unincorporated areas, with general development assumptions provided for the former FCI lands, based on anticipated build-out of the General Plan and other relevant plans, programs, and policies; however, the former FCI lands were not a part of the General Plan Update project and, therefore, analysis of potential impacts from development of these lands could not be analyzed in the General Plan Update Program EIR. In accordance with Section 15150 of the CEQA Guidelines, information from the General Plan Update Program EIR is hereby incorporated by reference into this SEIR. The General Plan Update Program EIR can be accessed online at <http://www.sdcounty.ca.gov/pds/gpupdate/environmental.html>. This SEIR is intended for use by the County in streamlining of environmental documentation for future development projects that tier from this document.

Throughout Chapter 2 (Significant Environmental Effects of the Proposed Project) in this SEIR, the sections rely on pertinent information that is provided in the General Plan Update Program

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EIR, such as the Existing Conditions and Regulatory Framework discussions, and where necessary this information is updated to bring it current with any changes that have occurred since the adoption of the General Plan Update in August 2011. In addition, the following list shows how the environmental topics within this SEIR correspond to the environmental topics within Volume I of the General Plan Update Program EIR.

<u>FCI Lands GPA SEIR</u>	<u>Volume I of General Plan Update Program EIR</u>
2.1 Aesthetics	2.1 Aesthetics
2.2 Agricultural and Forestry Resources	2.2 Agricultural Resources
2.3 Air Quality	2.3 Air Quality
2.4 Biological Resources	2.4 Biological Resources
2.5 Cultural and Paleontological Resources	2.5 Cultural and Paleontological Resources
Geology and Soils - N/A	2.6 Geology and Soils
2.6 Hazards and Hazardous Materials	2.7 Hazards and Hazardous Materials
2.7 Hydrology and Water Quality	2.8 Hydrology and Water Quality
2.8 Land Use	2.9 Land Use
2.9 Mineral Resources	2.10 Mineral Resources
2.10 Noise	2.11 Noise
Population and Housing - N/A	2.12 Population and Housing
2.11 Public Services	2.13 Public Services
2.12 Recreation	2.14 Recreation
2.13 Transportation and Traffic	2.15 Transportation and Traffic
2.14 Utilities and Service Systems	2.16 Utilities and Service Systems
2.15 Climate Change	2.17 Global Climate Change

It should be noted that Section 3.2 of this SEIR includes discussions of Geology/Soils and Population/Housing since the proposed Project would not result in significant impacts related to these topics, and the General Plan Update Program EIR also concluded no impacts related to these topics. In addition, it should be noted that Volume IV of the General Plan Update Program EIR describes the reduced alternative that was ultimately approved by the BOS, which is now the current General Plan. Where applicable, the environmental analysis in Chapter 2 of this SEIR incorporates by reference the relevant information from Volume IV of the General Plan Update Program EIR. For example, the total acres of impact to vegetation communities associated with the proposed Project would be in addition to the 150,642 acres of impacts that was estimated for buildout under the General Plan Update per Volume IV of the Program EIR.

Incorporation of the General Plan Update Program EIR is appropriate for the following reasons:

- The proposed Project addresses private parcels within the unincorporated County that were either minimally analyzed in the General Plan Update Program EIR (e.g., the former FCI lands were only evaluated for traffic and cumulative impacts) or not included at all. Therefore, the environmental setting and existing condition discussions for the areas evaluated in the General Plan Update Program EIR will apply equally to the Project areas addressed in this SEIR where they are adjacent to, or in the vicinity of, each other.
- The General Plan goals and policies discussed in the General Plan Update Program EIR will be the same as those applied to the Project areas addressed in this SEIR.
- There are no new land use designations included in the proposed GPA for this Project that were not described in the General Plan Update Program EIR.
- The Mitigation Measures/General Plan Implementation Policies discussed and included in the General Plan Update Program EIR will be the same as those applied to the Project areas addressed in this SEIR.

## **1.1.2 SEIR Review Process**

### **1.1.2.1 Public and Agency Review**

In compliance with CEQA Guidelines Section 15082, a Notice of Preparation (NOP) for this SEIR was distributed to the California State Clearinghouse; relevant responsible and trustee agencies; other local, State, and federal agencies; and, interested individuals and organizations. The 30-day public comment period for the NOP began on August 30, 2012 and ended on September 28, 2012. The NOP was published in the San Diego Union-Tribune newspaper and posted on the County's website. A scoping meeting was held on September 17, 2012 to allow for input from the public, affected agencies, and interested organizations. Appendix B of this SEIR includes the NOP and subsequent public comments received following publication of the NOP and during the public scoping meeting.

This Draft SEIR is available for review and comment by the public and public agencies for a 45-day period from February 1, 2013 to March 18, 2013. Comments on this Draft SEIR should be forwarded to Mindy Fogg at [mindy.fogg@sdcounty.ca.gov](mailto:mindy.fogg@sdcounty.ca.gov) or at the following address:

County of San Diego  
Planning & Development Services  
5510 Overland Avenue, Suite 110  
San Diego, CA 92123

This Draft SEIR is available for public review at:

- County of San Diego Planning & Development Services (PDS), Zoning Counter, 5510 Overland Avenue, Suite 110, San Diego, California 92123 (8:00 a.m. to 4:00 p.m., Monday through Friday).

- Online at [http://www.sdcounty.ca.gov/pds/ceqa\\_public\\_review.html](http://www.sdcounty.ca.gov/pds/ceqa_public_review.html).
- A compact disc (CD) containing this Draft SEIR can also be obtained by contacting Mindy Fogg at (858) 694-3831.

### **1.1.2.2 SEIR Approvals**

Following the close of the 45-day review period, relevant written and oral comments received on this Draft SEIR will be responded to in writing in a Comments and Responses document. The Comments and Responses document, together with the Draft SEIR, will constitute the Final SEIR. If any text changes are identified to address public comments received during the public review period for the Draft SEIR, such changes will be reflected in the Final SEIR.

The County of San Diego Planning Commission will review and consider the Final SEIR for the proposed Project and will make a recommendation to the County BOS for approval of the document. The BOS will hold public hearings on the Final SEIR to make a determination as to whether the Final SEIR is consistent with the requirements of CEQA, and conclude whether or not to certify the document.

### **1.1.2.3 CEQA Findings, Mitigation Monitoring and Reporting Program, and Statement of Overriding Conditions**

Following certification of an EIR, CEQA requires that a lead agency make written findings for each of the potentially significant environmental impacts associated with the Project.

In addition, Public Resources Code (PRC) Section 21081.6 requires that lead agencies adopt a Mitigation Monitoring and Reporting Program (MMRP) for any project with significant environmental impacts. An MMRP is required for this Project and will be prepared as part of the Final SEIR. The MMRP will provide a list of all proposed Project mitigation measures/General Plan Implementation Policies; define the parties responsible for implementation and review/approval; and, identify the timing for implementation of each measure.

For significant unavoidable impacts, a Statement of Overriding Considerations will be included in the Administrative Record for the Project which will provide reasoning as to why the significant unavoidable environmental impacts are outweighed by the benefits that would result with implementation of the Project.

### **1.1.3 SEIR Organization**

This Draft SEIR addresses the potential environmental effects of the proposed Project in consideration of the issues identified in the County General Plan Update Program EIR and through input from the public and the responsible and affected agencies, through the SEIR scoping process. Specifically, this Draft SEIR addresses potentially significant environmental effects on the following resources:

- Aesthetics
- Agriculture and Forestry Resources
- Air Quality
- Biological Resources
- Cultural/Paleontological Resources
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology/Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Public Services
- Recreation
- Transportation/Traffic
- Utilities and Service Systems
- Global Climate Changes

### **1.1.3.1 Required SEIR Content and Organization**

The content and organization of this Draft SEIR are designed to meet the requirements of CEQA, the CEQA Guidelines, and the *County of San Diego Environmental Impact Report Format and General Content Requirements*, as well as to present issues, analysis, mitigation, and other information in a logical and understandable way. This Draft SEIR is organized into the following sections:

The Draft SEIR includes the following:

- “*Executive Summary*,” provides a Project description and a summary of the environmental impacts that would result with Project implementation, proposed mitigation measures, and the level of significance of impacts prior to and after mitigation. The Summary also identifies areas of controversy; issues to be resolved by the decision-making body; and, a summary of the Project alternatives.
- Chapter 1, “*Project Description, Location, and Environmental Setting*,” provides CEQA compliance information; an overview of the environmental review and decision-making process; purpose of the proposed Project; a list of responsible and trustee agencies; a summary of relevant documents incorporated by reference; a description of the regional Project location, characteristics, and objectives; the relationship of the Project to other plans and policies; and, the existing regional environmental setting.
- Chapter 2, “*Environmental Effects of the Proposed Project*,” contains a detailed analysis of the existing conditions; regulatory framework; direct, indirect, and cumulative Project impacts; and mitigation measures/General Plan Implementation Policies for each relevant environmental issue area.
- Chapter 3, “*Other CEQA Considerations*,” discusses effects found not to be significant including growth-inducing impacts and irreversible commitment of resources.
- Chapter 4, “*Alternatives*,” evaluates the range of alternatives to the Project that were addressed in the General Plan Update Program EIR to reduce significant environmental effects that cannot be avoided. An environmentally superior alternative to the Project is identified.
- Chapter 5, “*References*,” identifies reference sources for the Draft SEIR.

- Chapter 6, “*Preparers and Persons Contacted*,” lists the organizations and persons contacted during preparation of the Draft SEIR.
- “*Appendices*” provides information and technical studies that support the environmental analysis contained within the Draft SEIR.

The analysis of each environmental category in Chapter 2 is organized as follows:

- “*Introduction*” provides a brief overview on the purpose of the section being analyzed with regard to the Project.
- “*Environmental Setting*” describes the physical conditions that exist at this time and that may influence or affect the topic being analyzed.
- “*Regulatory Setting*” provides State and federal laws, the San Diego County General Plan goals, policies, and implementation measures that apply to the topic being analyzed.
- “*Impacts and Mitigation Measures/General Plan Implementation Policies*” discusses the impacts of the Project in each category, including direct, indirect, and cumulative impacts; presents the determination of the level of significance; and provides a discussion of feasible mitigation measures/General Plan Implementation Policies to reduce any impacts.

The Draft SEIR also includes the following appendices:

- **Appendix A.** General Plan Amendment 12-004: Forest Conservation Lands Draft Plan
- **Appendix B.** Notice of Preparation / Public Comments Received on the NOP
- **Appendix C.** Air Quality / Global Climate Change Analysis
- **Appendix D.** Traffic Impact Assessment

## **1.2 Project Background**

In August 2011, the County BOS adopted the County of San Diego General Plan Update and, acting as the Lead Agency, certified the Program-level Final EIR. The update to the General Plan represented the first comprehensive update since 1978 and provides a framework for the future growth and development of the unincorporated areas of the County except the former FCI lands. The updated General Plan provides “a set of guiding principles designed to protect the County’s unique and diverse natural resources and maintain the character of its rural and semi-rural communities,” while reflecting “an environmentally sustainable approach to planning that balances the need for adequate infrastructure, housing, and economic vitality,” and maintaining and preserving the County’s unique communities, agricultural lands, and open space.<sup>1</sup>

The updated General Plan provides a plan for future growth within the unincorporated County that would allow for a projected capacity of approximately 232,300 existing and future dwelling units (DUs), and relocates 20 percent of potential future development from the County’s eastern

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<sup>1</sup> County of San Diego website. <http://www.sdcountry.ca.gov/dplu/generalplan.html>. Accessed August 20, 2012.

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backcountry lands to the western portion of the County where a higher level of development is already present. This approach is intended to create a more sustainable growth pattern that “facilitates efficient development near infrastructure and services, while respecting sensitive natural resources and protection of existing community character in its extensive rural and semi-rural communities.” Additionally, the General Plan “provides a renewed basis for the County’s diverse communities to develop Community Plans that are specific to and reflective of their unique character and environment consistent with the County’s vision for its future.”<sup>2</sup>

The FCI was a voter-approved initiative requiring that approximately 71,600 acres of private lands within the CNF in San Diego County have a minimum lot size of 40 acres. The FCI was originally approved on November 2, 1993 and expired on December 31, 2010. Upon the expiration of the FCI, land in the affected areas reverted to the land use designations under the pre-FCI General Plan; however, the designations of the former FCI lands are not consistent with the current General Plan adopted for the rest of the unincorporated area.

The General Plan Update Program EIR included a number of assumptions for the former FCI lands for assessing potential impacts. For example, the traffic impact analysis generally assumed a density of one dwelling unit per 40 acres (1 DU/40 AC) for a majority of the affected parcels, consistent with the restrictions imposed by the previous FCI; however, some parcels were analyzed at a density of 1 DU/80 AC. Additionally, for purposes of the cumulative analysis in the General Plan Update Program EIR, general development assumptions were made for the former FCI lands.

The residential yields assumed in the General Plan Update Program EIR for the former FCI lands (by community and subregional plan area) under the buildout scenario are shown in the third column of Table 1-1A below, and total 4,018 DUs. As shown in Table 1-1A, following expiration of the FCI and subsequent reversion of the former FCI lands to the land use designations that were in effect under the pre-FCI General Plan, an estimated 16,711 DUs could potentially be constructed on these lands under the buildout scenario. With the proposed Project and the re-assignment of appropriate land use designations over these lands, an estimated 5,199 DUs could potentially be constructed on the former FCI lands under the buildout scenario. Therefore, the buildout scenario for the former FCI lands under the proposed Project would allow for a slight increase in residential yield (or approximately 1,091 DUs) over that assumed with the General Plan Update; however, a substantial decrease in residential yield (or approximately 11,512 DUs) would be achieved as compared to the current land use designations for these lands which reflect the pre-FCI General Plan.

As a result, a significant reduction in the potential environmental effects resulting with future development of the former FCI lands under the proposed Project may be achieved, as compared to development under the densities allowed today; refer to Table 1-1A, General Plan Buildout Scenarios for Project Areas. Additionally, a breakdown of the proposed General Plan land use

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<sup>2</sup> Ibid.

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designations for the former FCI lands within each of the affected communities is provided in Table 1-1B, General Plan Buildout Scenarios for Former FCI Lands.

**TABLE 1-1A. GENERAL PLAN BUILDOUT SCENARIOS FOR PROJECT AREAS**

<b>Communities</b>	<b>Current GP Units</b>	<b>General Plan Update EIR Units</b>	<b>Proposed Project Units</b>
<b>Alpine</b>	<b>3,222</b>	<b>1,348</b>	<b>2,371</b>
<b>Central Mountain</b>	<b>5,707</b>	<b>1,107</b>	<b>1,163</b>
Cuyamaca	560	86	103
Descanso	1,289	611	628
Pine Valley	2,757	243	258
Unrepresented	1,101	167	174
<b>Desert</b>	<b>37</b>	<b>1</b>	<b>1</b>
<b>Jamul-Dulzura</b>	<b>277</b>	<b>66</b>	<b>69</b>
<b>Julian</b>	<b>3,036</b>	<b>338</b>	<b>384</b>
<b>Mountain Empire</b>	<b>325</b>	<b>47</b>	<b>56</b>
Campo/Lake Morena	298	44	53
Unrepresented	27	3	3
<b>North Mountain</b>	<b>3,602</b>	<b>916</b>	<b>937</b>
Palomar Mountain	2,649	813	834
Unrepresented	953	103	103
<b>Pendleton/De Luz</b>	<b>218</b>	<b>28</b>	<b>28</b>
<b>Ramona</b>	<b>287</b>	<b>167</b>	<b>190</b>
<b>Grand Total</b>	<b>16,711</b>	<b>4,018</b>	<b>5,199</b>

Source: County of San Diego General Plan Update Program EIR, August 3, 2011; County of San Diego, Planning & Development Services, 2012.

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**TABLE 1-1B. GENERAL PLAN BUILDOUT SCENARIOS FOR FORMER FCI LANDS (IN ACRES)**

<b>CPA or Subregion</b>	<b>Village Residential</b>	<b>Semi-rural Residential</b>	<b>Rural Lands</b>	<b>Specific Planning Area</b>	<b>Rural Commercial</b>	<b>Village Core Mixed Use</b>	<b>Public/Semi-Public Facilities</b>	<b>Public Agency Lands<sup>1</sup></b>	<b>Tribal Lands</b>	<b>Open Space (Conservation)</b>	<b>Total<sup>2</sup></b>
Alpine CPA	62.7	6,592.8	6,744.1		254.6	152.3		1			13,808
Central Mountain Subregion											
<i>Cuyamaca</i>		15	2,952.9					4			2,971
<i>Descanso</i>	6.8	1,900	3,783.7		9			41.6			5,741
<i>Pine Valley</i>			12,870.9		4.4			120.2			12,996
<i>Unrepresented</i>			5,239.3					163.4			5,403
Desert Subregion			166.3					3.7			170
Jamul/Dulzura Subregion		241.8	1,088.5								1,330
Julian CPA		953.4	7,469.7					2.7			8,426
Mountain Empire Subregion											
<i>Campo/Lake Morena</i>		196.8	1,362.3				3.7				1,563
<i>Unrepresented</i>			447.8					39.3			487
North Mountain Subregion											
<i>Palomar Mountain</i>		788.6	11,258.1		28.6			4	8		12,087
<i>Unrepresented</i>			5,017.6	20.7			73.6			15	5,127
Pendleton/De Luz CPA			1,020.4								1,020
Ramona CPA	43.9	683.3						89.1		16.1	832
<b>Unincorporated County Total<sup>3</sup></b>	<b>113.4</b>	<b>11,371.7</b>	<b>59,420.6</b>	<b>20.7</b>	<b>296.6</b>	<b>152.3</b>	<b>77.3</b>	<b>469</b>	<b>8</b>	<b>31.1</b>	<b>71,961</b>

<sup>1</sup> Includes Federal and State Lands.

<sup>2</sup> Total acreage rounded to the nearest whole number.

<sup>3</sup> Includes 381.8 acres of Non-FCI lands.

Source: County of San Diego, Planning & Development Services, 2012.

### **1.3 Project Objectives**

The General Plan and the General Plan Update Program EIR identifies ten fundamental principles, or objectives that are intended to guide future growth within the County while “retaining and enhancing the County’s rural character, economy, and unique communities, as well as minimizing the environmental impacts of future development.” These objectives, which are listed below, are also applicable to the proposed Project for purposes of consistency with the overall intent and anticipated future buildout of the General Plan.

- Support a reasonable share of projected regional population growth;
- Promote sustainability by locating new development near existing infrastructure, services, and jobs;
- Reinforce the vitality, local economy, and individual character of existing communities while balancing housing, employment, and recreational opportunities;
- Promote environmental stewardship that protects the range of natural resources and habitats that uniquely define the County’s character and ecological importance;
- Ensure that development accounts for physical constraints and the natural hazards of the land;
- Provide and support a multi-modal transportation network that enhances connectivity and supports community development patterns;
- Maintain environmentally sustainable communities and reduce greenhouse gas (GHG) emissions that contribute to climate change;
- Preserve agriculture as an integral component of the region’s economy, character, and open space network;
- Minimize public costs of infrastructure and services and correlate their timing with new development; and,
- Recognize community and stakeholder interests while striving for consensus.

### **1.4 Regional Project Location**

The County of San Diego is located in southwestern California and has a total land area of approximately 2.9 million acres. Eighteen incorporated cities are located within the County, with the remainder of lands being unincorporated, and totaling approximately 2.3 million acres.<sup>3</sup>

The County of San Diego is bordered by Riverside County and Orange County to the north; Imperial County to the east; Mexico to the south; and, the Pacific Ocean to the west.

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<sup>3</sup> County of San Diego General Plan Update Final Program EIR. August 2011.

The unincorporated County lands are divided into 24 planning areas; refer to Figure 1-1, Proposed Project Areas. Fifteen of the planning areas are identified as Community Planning Areas (CPAs); the remaining nine are identified as Subregional Planning Areas (Subregions).<sup>4</sup>

The northwest and southwest portions of the unincorporated County generally support a greater level of development than locations further to the east. In the northwest, the planning areas include Pala/Pauma Valley, Fallbrook, Rainbow, Pendleton/De Luz, Valley Center, North County Metro, Bonsall, and San Dieguito. In the southwest, planning areas include Ramona, Lakeside, Spring Valley, Sweetwater, Valle de Oro, Alpine, Crest/Dehesa/Harbison Canyon/Granite Hills, Jamul/Dulzura, Otay Subregion, and County Islands. In the east, referred to as the “backcountry,” which is largely undeveloped and supports lands that are generally more environmentally constrained, the planning areas include Central Mountain, Desert, Mountain Empire, North Mountain, and Julian.

The areas affected by the proposed Project include former FCI lands in the following planning areas that are located in and around the CNF within unincorporated San Diego County:

- Alpine CPA
- Central Mountain Subregion (including the communities of Cuyamaca, Descanso, and Pine Valley)
- Desert Subregion
- Jamul/Dulzura Subregion
- Julian CPA,
- Mountain Empire Subregion (including the community of Campo/Lake Morena)
- North Mountain Subregion (including Palomar Mountain)
- Pendleton/De Luz CPA
- Ramona CPA

## **1.5 Technical, Economic, and Environmental Characteristics**

The proposed Project represents a revision in the General Plan land use designations for approximately 71,600 acres of privately-owned former FCI lands within the CPAs and Subregions of the unincorporated County listed in Section 1.4 above. Specifically, the proposed Project involves a GPA to re-designate these lands to be consistent with the Guiding Principles and Policies of the adopted General Plan. In addition to the 71,600 acres, the Project involves proposed changes in land use designation for approximately 400 acres of private lands adjacent to former FCI lands to ensure that the uses anticipated for these lands consider any changed circumstances and are consistent with the changes proposed for the former FCI lands (for a total of approximately 72,000 acres affected by the proposed Project). Finally, the Project involves

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<sup>4</sup> Ibid.

amendments to the Alpine Community Plan and the Central Mountain, Jamul/Dulzura and North Mountain Subregional Plans.

In evaluating the potential environmental effects of the above actions, various technical characteristics were considered. Consistent with those addressed in the General Plan and General Plan Update Program EIR, the proposed Project considers such technical aspects as impacts on existing land use patterns and intensity, circulation and transportation needs, natural and physical hazards and public safety, visual resources, housing and infrastructure demands, and potential sources of noise, greenhouse gas, and air pollution.

As the proposed Project affects an expansive area within the County, a range of environmental characteristics were considered in preparation of this SEIR. As stated in the General Plan Update Program EIR, “Central to the land use concept for unincorporated San Diego County is a development pattern that balances the land requirements of residential growth with those of commerce, agriculture, recreation, and wildlife habitats. This development pattern concept directs future growth to areas where existing or planned infrastructure and services can support growth and to locations within or adjacent to existing communities.”<sup>5</sup> This SEIR considers this fundamental concept in evaluating the potential effects of the Project on the environment.

### **1.5.1 Environmental Setting**

Per Section 15125 of the CEQA Guidelines, a description of the existing physical environmental conditions in the vicinity of a proposed project must be included in an EIR in order to provide a “baseline condition.” The baseline condition is typically established as the physical setting at the time the NOP is published; however, the environmental baseline may be different depending upon the environmental issue being considered and the extent to which any relevant events or changes in the physical or regulatory settings may have occurred that would require consideration in, or influence the formation of, an accurate baseline condition. The NOP for this SEIR was published on August 30, 2012. This SEIR tiers from the General Plan Update Program EIR. The baseline conditions for the various environmental issues analyzed in that EIR were established within the last 5 years, and are therefore recent enough such that no relevant changes have occurred in the physical or regulatory settings which would otherwise require reestablishment of new baseline conditions in this SEIR. Therefore, the baseline conditions in this SEIR vary, as appropriate, and mirror the baseline conditions used for the various environmental issues analyzed in the General Plan Update Program EIR.

In general, the environmental setting and physical character of the former FCI lands within the County varies widely. Within San Diego County, three well-defined geographic regions occur, with the low-lying Coastal Plains to the west, the mountainous Peninsular Range lying inland, and the desert Salton (Imperial) Basin further to the east. Climate associated with these regions ranges from semi-arid (Mediterranean) to arid (desert). In turn, the varied climate influences a range of biologically diverse habitats, supporting unique flora and fauna within each.

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<sup>5</sup> Ibid.

Such topographical and biological characteristics largely influence the type of development patterns that occur within the Project area. The availability of infrastructure to support such development further influences development within the former FCI lands. As such, the character and type of development that occurs may vary.

In general, the Project areas provide a greater number of natural, physical, and environmental constraints than urbanized areas in the County, a higher occurrence of sensitive plant or animal species, and limitations in adequate provision of infrastructure and utilities or public services (e.g. fire protection, law enforcement, etc.). Within the Project areas, the majority of land is undeveloped or consists of rural residential development.

The natural resources and unique physical characteristics, along with land uses and community character, of the areas affected by the proposed Project, are described for each of the environmental issues discussed in Chapter 2.0, Environmental Effects of the Proposed Project.

### **1.5.2 Proposed Project**

The proposed Project is an amendment (GPA) to the current San Diego County General Plan, based on the General Plan Update adopted on August 3, 2011; the specific Project elements are described below. In compliance with CEQA, this SEIR evaluates potential environmental impacts resulting from the proposed GPA, with some issues being evaluated in comparison to the analysis provided in the 2011 General Plan Update Program EIR. Consistent with CEQA Guidelines Section 15163(b), this SEIR provides additional information and analyses, as applicable, to ensure that the previous General Plan Update Program EIR remains adequate for the Project as proposed.

#### **1.5.2.1 Forest Conservation Initiative Lands**

Primarily, the proposed GPA will change the land use designations for approximately 71,600 acres of lands that were directly or indirectly affected by the former FCI in and around the CNF within the community and subregional planning areas of Alpine, Central Mountain, Desert, Jamul/Dulzura, Julian, Mountain Empire, North Mountain, Pendleton De Luz, and Ramona. The Existing and Draft General Plan Land Use Distribution Maps for each of these areas can be viewed at <http://www.sdcounty.ca.gov/dplu/advance/FCI.html>. As previously stated, the Land Use Distribution Map revisions associated with the update of the General Plan in 2011 excluded the former FCI lands. When the FCI expired, these lands reverted to the land use designations in effect before the FCI was enacted. As a result, these pre-FCI land use designations are inconsistent with the adopted General Plan land use designations and Guiding Principles. To correct these inconsistencies, the County PDS is preparing a GPA to appropriately re-designate these lands to be consistent with the Guiding Principles and Policies of the adopted General Plan. The Guiding Principles are described in Chapter 2 of the General Plan (beginning on page 2-6) at [http://www.sdcounty.ca.gov/dplu/gpupdate/docs/GP/Cover\\_Intro\\_Vision.pdf](http://www.sdcounty.ca.gov/dplu/gpupdate/docs/GP/Cover_Intro_Vision.pdf).

### 1.5.2.2 *Other Land Use Designation Changes*

In addition to the former FCI lands, the proposed Project would revise the land use designations for individual parcels totaling approximately 400 acres in the communities of Alpine, Central Mountain, Julian and Lake Morena/Campo that are adjacent to the former FCI lands to ensure that these parcels are designated in a consistent manner with the changes proposed for the former FCI lands (see <http://www.sdcountry.ca.gov/dplu/advance/FCI.html>).

### 1.5.2.3 *Community Plan and Subregional Plan Updates*

As a result of the proposed Project, the County will prepare updates to the Alpine, Central Mountain, Jamul/Dulzura and North Mountain community and subregional plans based on the proposed land use changes described in Section 1.5.2 and the expiration of the FCI. The proposed changes would include removal of any references to the former FCI from community and subregional plan text, goals, policies, or objectives that address future development. Specific changes proposed to the community and subregional plans are available in the Draft Plan document (Appendix A) and at: <http://www.sdcountry.ca.gov/dplu/advance/FCI.html>.

A synopsis of the changes proposed to each community and subregional plan is provided below.

- Alpine Community Plan. The proposed community plan revisions reflect proposed land use map changes, which would assign land use designations that create a second village east of the Viejas casino area, along with an expansion to the existing village boundary. In addition, the proposed Community Plan changes recognize that an expansion to the water and sewer service areas is required to serve the land use intensities proposed for the eastern areas of the Alpine CPA.
- Central Mountain Subregional Plan. The proposed subregional plan revisions remove a reference to the now expired FCI and revise the allocation of land use designations in Descanso to reflect the draft land use map recommended by the Descanso Community Planning Group on March 26, 2012.
- Jamul / Dulzura Subregional Plan. The proposed subregional plan revisions remove a portion of a policy and text that reference the now expired FCI.
- North Mountain. The proposed subregional plan revisions would add a section to the end of the Land Use Chapter that specifies an overlay for multi-use communication structures, along with goals and policies for administering the overlay. This overlay was previously identified in the Land Use Element of the former General Plan, but was not included in the General Plan Update adopted in 2011. [http://www.sdcountry.ca.gov/dplu/advance/docs/FCI/N\\_Mt\\_Palomar\\_CP\\_amendment\\_08-29-12.pdf](http://www.sdcountry.ca.gov/dplu/advance/docs/FCI/N_Mt_Palomar_CP_amendment_08-29-12.pdf)

Table 1-1B, General Plan Buildout Scenarios for Former FCI Lands, identifies the communities that will be affected by the Project and provides basic land use data on the parcels that would be re-designated as a result of the proposed GPA.

**1.5.2.4 Mobility Element Road Network Changes**

The proposed land use map changes would result in impacts to Mobility Element road segments in the Alpine CPA. The improvements that are recommended in the General Plan Update Program EIR (2011) for the impacted deficient roadways in Alpine will mitigate most of the impacts associated with the proposed land use changes in the Project areas; however, at buildout the following ten roadway segments would either be maintained in their current classifications (and therefore operate at a deficient LOS) or upgraded to the reclassifications identified below.

<b>Segment</b>	<b>LOS</b>	<b>Reclassification</b>
Alpine Boulevard from:		
Tavern Road to Boulders Road	E	4.2B Boulevard with Intermittent Turn Lanes
West Victoria Drive to Louise Drive	E	4.1B Major Road with Intermittent Turn Lanes
Louise Drive to Victoria View Place	F	4.2B Boulevard with Intermittent Turn Lanes
Victoria View Place to West Willows Road	F	4.2A Boulevard with Raised Median
West Willows Road to East Willows Road	F	4.2B Boulevard with Intermittent Turn Lanes
South Grade Road from:		
Eltinge Drive to Olive View Road	E	4.2B Boulevard with Intermittent Turn Lanes
Viejas Casino Road from:		
West Willows Road to East Willows Road	E	4.1B Major Road with Intermittent Turn Lanes
West Willows Road from:		
Alpine Boulevard to Otto Avenue	F	6.2 Prime Arterial
Otto Avenue to Viejas Grade Road	F	6.2 Prime Arterial
East Willows Road from:		
Viejas Casino Road to I-8 on-ramp	F	6.2 Prime Arterial

**1.5.2.5 San Diego County Zoning Ordinance Amendments**

The proposed Project also involves amendments to the Zoning Ordinance to ensure that the use regulations of the lands affected are consistent with the revised land use designations proposed in the GPA.

**1.5.3 General Plan (Update) Implementation Plan**

The County’s General Plan Implementation Plan establishes the actions and procedures required to achieve the goals and policies identified in the General Plan. The Implementation Plan describes the combination of activities, processes, reports, assessments, plans, and programs that came into effect upon adoption of the General Plan Update in August 2011. The County actively maintains the Implementation Plan and may revise the Plan when necessary to ensure it remains accurate and effective, as buildout of the General Plan occurs over future years, and to ensure that the goals and policies in the General Plan continue to be achieved.

As required by State law, the Implementation Plan identifies specific actions required by the County which include, but are not limited to:

- Preparation of an annual report on the implementation status of the General Plan and the County's progress in meeting its regional housing needs allocation.
- Preparation of an annual capital improvement program for scheduling and financing major public works projects consistent with the General Plan.
- Preparation of an updated zoning code to ensure consistency between the County's zoning and development standards and the updated General Plan's land use designations and policies.

#### **1.5.4 Project Relationship to General Plan Update Actions**

##### **1.5.4.1 GPA 91-02**

With certification of the General Plan Update Program EIR in August 2011, the County has satisfied the GPA 91-02 lawsuit which required that a revised environmental analysis of potential plan-to-ground impacts be performed for the Central Mountain Subregion in order to lift the previous moratorium on County approval of new uses or activities on private lands outside the Country Town boundary of this Subregion. Therefore, GPA 91-02 would not affect the proposed Project, and no additional environmental analysis with regard to GPA 91-02 is required as part of this SEIR.

##### **1.5.4.2 Resource Protection Ordinance (RPO)**

The update of the General Plan in August 2011 resulted in amendments to the County of San Diego RPO (Code of Regulatory Ordinances Sections 86.601-86.608) to provide flexibility in project design and allow for limited encroachment within County-defined steep slopes in order to avoid sensitive resources. Additionally, slope-based density calculations were removed from the RPO and integrated into the Land Use Element of the General Plan.

Adoption of the General Plan Update included the approval of these RPO amendments which may also apply to some of the lands affected by the proposed Project; however, no additional amendments to the RPO are required as part of the proposed Project.

##### **1.5.4.3 Groundwater Ordinance**

The update of the General Plan in August 2011 resulted in amendments to the County of San Diego Groundwater Ordinance (Code of Regulatory Ordinances Sections 67.701-67.750) to incorporate the recommendations from the groundwater technical study (Appendix C of the General Plan Update Program EIR) and to accommodate conservation-oriented project designs.

Adoption of the General Plan Update included the approval of these amendments to the Groundwater Ordinance, which was not considered in the dwelling unit allocations that were assumed for the former FCI lands for purposes of analysis in the General Plan Update Program EIR. Although the Groundwater Ordinance may ultimately affect the buildout potential for some

of the lands affected by the proposed Project (along with other land use constraints), no additional amendments to the Ordinance are required as part of the proposed Project.

**1.5.4.4 Subdivision Ordinance**

The update of the General Plan in August 2011 resulted in changes to the County of San Diego Subdivision Ordinance (Code of Regulatory Ordinances Title 8, Division 1) in support of implementing specific goals and policies identified in the revised General Plan Elements, to enable improvements in the overall design of subdivisions, and to address design criteria for development on rural lands and on lands where conditions restrict application of standard subdivision design.

Adoption of the General Plan Update included the approval of these amendments to the Subdivision Ordinance which may also apply to some of the lands affected by the proposed Project; however, no additional amendments to the Ordinance are required as part of the proposed Project.

**1.5.4.5 Agricultural Preserve Modifications and Deletions**

The update of the General Plan in August of 2011 included as part of its Implementation Plan the removal of agricultural preserve designations (the “A” zoning designator) for most land that is not currently under a Williamson Act Contract. For those lands under Williamson Act Contract, when the contract expires the land would continue to be designated as an agricultural preserve, unless the owner applies to have the designation removed through an action by the County BOS.

With the proposed Project, this effort to remove the “A” designator on non-Williamson Act Contract lands will be carried through on the former FCI Lands in the same manner as that proposed under the General Plan Update. Impacts to agricultural preserves are discussed in Section 2.2, Agricultural Resources.

**1.6 Discretionary Actions, Decisions, Approvals**

The discretionary actions associated with the proposed Project are listed in Table 1-2, Project Approvals/Permits, below.

**TABLE 1-2. PROJECT APPROVALS/PERMITS**

<b>Project Approval/Permit</b>	<b>Approving Authority</b>
General Plan Amendment	County BOS
Zoning Ordinance Amendment	County BOS

### 1.6.1 Additional Review and Consultation Requirements

The proposed Project is subject to review and consultation requirements in addition to the discretionary approvals identified in Table 1-2, Project Approvals/Permits, above. To date, the County has engaged in consultation with the following entities with regard to the former FCI lands:

- **Native American Heritage Commission (NAHC).** The County has contacted the NAHC to ensure that the appropriate Native American tribes are consulted for their knowledge of potential known resources and history of the areas affected by the proposed Project.
- **Tribal Governments.** Subsequent to the NAHC consultation, and consistent with the requirements of Senate Bill (SB) 18, the County has consulted with the Inter-Tribal Cultural Resource Protection Council (ICRPC), Kumeyaay Cultural Repatriation Committee (KCRC), Kumeyaay Diegueno Land Conservancy (KDLC), and the following Native American tribes to gain information about the protection of known tribal resources as pertains to the proposed Project: Ewiiapaay, Pala, Pechanga, Soboba, Sycuan, Viejas, and Kwaaymii Laguna Band of Indians.
- **Planning and Sponsor Groups.** The County has engaged the affected community planning and sponsor groups to obtain input on the proposed Project.
- **Federal Agencies and Environmental Groups.** The County has engaged the following agencies and environmental groups to obtain input on the proposed Project: U.S. Department of Agriculture (USDA), National Forest Service (NFS), CNF; Environmental Health Coalition (EHC); Endangered Habitats League (EHL); and, Save Our Forest and Ranchlands (SOFAR).

In addition, a public scoping meeting was held on September 17, 2012 to gain public input and to document concerns with regard to the proposed Project. Information obtained during the meeting, as well as during the NOP public review period, has been considered and included in the SEIR analysis, as appropriate.

### 1.6.2 Pipeline Policies

Any project applications for the former FCI lands are required to be processed based on the land use designations in effect at the time of application, which would potentially be inconsistent with the current General Plan (i.e., adopted General Plan Update) as the pre-FCI land use designations (under the previous General Plan) are currently in effect for these lands. To address this issue, on December 8, 2010, the County BOS adopted a “pipeline policy” (Minute Order No.8) which established the following action as pertains to the former FCI lands, among others: “Directed the Chief Administrative Officer to design an acknowledgement for property owners wishing to file subdivision that states they are informed and understand that they are proceeding at their own risk and that the project must be consistent with the General Plan in effect at the time of the

project approval.” Therefore, this policy is intended to allow for the submittal and processing of development applications for the former FCI lands during this GPA process.

### **1.7 SEIR Impact Analysis Methodology**

The methodology for analysis of potential environmental impacts associated with the proposed Project is similar to that performed in the General Plan Update Program EIR. Specifically, the programmatic-level analysis contained in this SEIR does not, and cannot, speculate on the individual environmental impacts of specific future development projects on lands affected by the proposed Project. As with the General Plan Update Program EIR, the buildout scenario as pertains to these lands is based on the population forecast model for the unincorporated County prepared by the San Diego Association of Governments (SANDAG). Based on the assumptions upon which the SANDAG forecast model was based, buildout of the General Plan (including the proposed GPA) is anticipated to be achieved around the year 2030.

It is acknowledged herein that SANDAG adopted its 2050 Regional Transportation Plan (RTP) and Strategic Communities Strategy (SCS) on October 28, 2011, which provides a vision for the region’s transportation system over the next 40 years; however, to ensure consistency between the analysis provided in the General Plan Update Program EIR and the proposed Project, the traffic analysis for the Project was prepared based upon SANDAG’s 2030 population forecast model.

The potential for significant impacts to occur on lands affected by the proposed Project as a result of implementation of the General Plan and the proposed GPA is based upon specific technical analyses and GIS data. Additionally, federal, State, and local regulations were also considered for their applicability in reducing the effects of development under the General Plan and the proposed GPA. The same existing regulations addressed in the General Plan Program EIR to reduce potential impacts for each environmental issue are also incorporated into this SEIR. Where no applicable regulations exist, this SEIR incorporates the same mitigation measures and General Plan Implementation Policies as addressed in the General Plan Program EIR to reduce such impacts to a less than significant level.

Finally, the same issue areas found to have less than significant impacts in the General Plan Update Program EIR are addressed in Chapter 3.0 of this SEIR as Effects Found Not to be Significant. For issue areas where changes in the environmental baseline (e.g. a change in physical or regulatory conditions) may have occurred since certification of the General Plan Update Program EIR, or where potential impacts for the Project vary from those of the General Plan Update Program EIR, additional analysis is provided in this SEIR to expand on or amend that provided in the General Plan Update Program EIR.

### **1.8 Project Consistency with Applicable Plans**

As stated in the General Plan Update Program EIR, San Diego County supports 19 jurisdictions, including the unincorporated County. Each of these jurisdictions has been given local land use

authority and has a responsibility to prepare and adopt their own general plan. The proposed Project is required to demonstrate consistency with those plans; Refer to Section 4.8, Land Use and Planning, of this SEIR for a detailed analysis of Project consistency with the General Plans of the incorporated cities, as appropriate.

### **1.9 Cumulative Project Assessment Overview**

CEQA requires that an EIR evaluate a project's cumulative impacts. Cumulative impacts are considered to be a project's impacts combined with the impacts of other related past, present, and reasonably foreseeable future projects. As set forth in the CEQA Guidelines, the discussion of cumulative impacts must reflect the severity of the impacts, as well as the likelihood of their occurrence; however, the discussion need not be as detailed as the discussion of environmental impacts attributable to the project alone. As stated in CEQA, Public Resources Code, Section 21083(b) (2), "a project may have a significant effect on the environment if the possible effects of a project are individually limited but cumulatively considerable."

According to Section 15355 of the CEQA Guidelines, "Cumulative impacts refer to two or more individual effects, which, when considered together, are considerable and which compound or increase other environmental impacts.

- a) The individual effects may be changes resulting from a single project or a number of separate projects.
- b) The cumulative impact from several projects is the change in the environment, which results from the incremental impact of the project when added to other closely related past, present, and reasonable foreseeable probable future projects. Cumulative impacts can result from individually minor but collectively significant projects taking place over a period of time (California Code of Regulations [CCR], Title 14, Division 6, Chapter 3, §15355)."

In addition, as stated in the CEQA Guidelines, "The mere existence of significant cumulative impacts caused by other projects alone shall not constitute substantial evidence that the proposed project's incremental effects are "cumulatively considerable" (CCR, Title 14, Division 6, Chapter 3, Section 15064[I][5])." As defined in Section 15065 of the CEQA Guidelines, cumulatively considerable indicates that the incremental effects of an individual project are considerable when viewed in connection with the effects of past projects, other current projects, and the effects of probable future projects. If an incremental effect is not cumulatively considerable, such an effect is not required to be considered significant; however, the reasoning for why a determination of why such effects are not significant shall be provided by the lead agency. In addition, implementation of appropriate mitigation measures can reduce a project's contribution to impacts to less than cumulatively considerable, as allowed by CEQA.

Additionally, the geographic scope considered for the cumulative analysis may vary relative to individual environmental issue areas. Therefore, a description of the geographic scope for each

environmental issue analyzed in this SEIR is provided within individual sections within Chapter 2.0, Environmental Effects of the Proposed Project.

As stated in CEQA Guidelines Section 15130(b), “two methods for considering cumulative effects may be used:

- A list of past, present, and probable future projects producing related or cumulative impacts, including, if necessary, those projects outside the control of the agency; or,
- A summary of projections contained in an adopted general plan or related planning document, or in a prior environmental document which has been adopted or certified, which described or evaluated regional or area-wide conditions contributing to the cumulative impact.”

This SEIR incorporates the approach and methodology used in the General Plan Update Program EIR for the identification of present and probable future cumulative projects and for the cumulative analysis itself, including projections based on adopted general or regional plans; projects that were in process or under construction in the County outside the General Plan Update process; planned development on tribal lands; utility improvements; transportation improvements; and, development projects proposed on lands under the governance of the National Park Service (NPS), NFS, FCI lands, and the Bureau of Land Management (BLM). Any newly proposed or anticipated projects since the adoption of the General Plan Update in August 2011 that may be pertinent to this cumulative analysis are also addressed herein. Cumulative impact discussions for each environmental topic area are provided as part of the technical analysis contained within Chapter 2.0, Environmental Effects of the Proposed Project.

## **1.9.1 Cumulative Projects**

### **1.9.1.1 *Regional Land Use Planning and Projected Growth***

The General Plan Update Program EIR evaluated regional growth and employment projections for areas that would be directly and/or indirectly impacted by implementation of the updated General Plan (under all of the alternatives considered). Such projections were based upon data maintained by SANDAG and the Southern California Association of Governments (SCAG) for the San Diego County region to the year 2030, and are applicable for the proposed Project. SANDAG is largely responsible for maintenance of economic, demographic, land use, and transportation data projections for both the County and the incorporated cities. Therefore, the cumulative analysis in this SEIR utilizes the same population and employment projections as presented in the General Plan Update Program EIR from the following sources.

#### **Incorporated City General Plans**

Within the County of San Diego, there are 18 incorporated cities which include: Carlsbad, Chula Vista, Coronado, Del Mar, El Cajon, Encinitas, Escondido, Imperial Beach, La Mesa, Lemon

Grove, National City, Oceanside, Poway, San Diego, San Marcos, Santee, Solana Beach and Vista.

### **Surrounding County General Plans**

Consistent with that analyzed in the General Plan Update Program EIR, the cumulative analysis for the proposed Project considers the adopted general plans of the adjacent counties of Orange, Riverside, and Imperial.

### **Baja California, Mexico**

San Diego County is bordered to the south by Baja California, Mexico. The border communities of northern Baja California, which include the major cities of Tijuana, Tecate, and Mexicali, in combination with other surrounding communities, support fast-growing transient populations. Table 1-7 in the General Plan Update Program EIR identifies major development projects and probable future projects within Baja, Mexico that would have the potential to contribute to cumulative impacts in the region, in combination with the proposed Project.

#### **1.9.1.2 Proposed County-Initiated General Plan Amendments**

Four GPAs that were not included in the General Plan Update Program EIR cumulative analysis are currently being processed by the County. They are identified below.

#### **County Wind Energy Ordinance GPA (GPA 12-003)**

The proposed Wind Energy Ordinance project is composed of amendments to the County's Zoning Ordinance related to wind turbines and meteorological (MET) facilities. The amendments consist of clarifications, deletions, and revisions to provide an updated set of definitions, procedures, and standards for review and permitting of wind turbines and MET facilities. The project also includes a GPA intended to accomplish the following: (1) modify the Boulevard chapter of the Mountain Empire Subregional Plan (Boulevard Community Plan) to allow large wind turbine projects through the Major Use Permit process; and (2) allow small wind turbine projects in the Borrego Springs Community Plan but continue to prohibit large wind turbines in areas where viewsheds would be adversely impacted. The proposed Wind Energy Ordinance and GPA are expected to be before the County BOS for its consideration in February 2013.

#### **Property Specific Requests GPA (GPA 12-005)**

A General Plan Amendment is being prepared that includes proposed land use changes for 44 Property Specific Requests (PSRs) totaling approximately 13,000 acres throughout nine CPAs. A PSR is a petition by a property owner or other entity for the County BOS to consider a change in land use designation on a specific property. This GPA is projected to be taken to the BOS for consideration in 2017. Adoption of these 44 PSRs would result in approximately an additional 2,600 dwelling units.

Approximately 230 PSRs originated from public testimony during the BOS hearings on the General Plan Update, 58 of which were incorporated into the General Plan Update when it was adopted in August 2011. After adoption of the General Plan Update, the BOS directed staff to hold a workshop to review the remaining PSRs not included in the adopted Plan. The workshop was held in January, 2012 and 56 requests were referred back to staff by the BOS for further evaluation. Staff categorized the PSRs relative to complexity, ranging from Very Low to Very High. In determining complexity, staff considered the ownership size, number of parcels involved, number of possible dwelling units added to the General Plan, environmental issues that could be raised relating to the involved properties, position of the applicable planning group, opposition expected, and other relevant factors. On June 27, 2012, the BOS directed staff to prepare a GPA for 48 PSRs. The BOS refined this action on September 12th, by directing staff to include four Very Low Complexity Category PSRs with the General Plan Clean-up (see below), and to process the remaining 44 PSRs with the PSR GPA.

The 44 PSRs are located in the communities of Bonsall, Crest/Dehesa, Desert, Fallbrook, Mountain Empire, North County Metro, Pala Pauma Valley, San Dieguito, and Valley Center.

#### General Plan Clean-up GPA (GPA 12-007)

On August 3, 2011, the County BOS adopted the General Plan Update and certified its Program EIR. The General Plan Update was prepared over the course of many years, with much of the analysis occurring on a macro scale. During the course of the General Plan Update hearings, interest was expressed in developing a mechanism for property owners to raise issues regarding the General Plan Update. Therefore, the BOS directed staff to prepare a GPA “clean up” every two years. The first General Plan Clean-up is tentatively scheduled to be taken to the BOS for consideration in Fall 2013.

The General Plan Clean-up contains the following:

- Land Use Map — changes to land use designations of specific properties to ensure consistency with the goals and policies of the General Plan and to correct mapping errors.
- Policy Document — changes to the General Plan Introduction, the Land Use, Conservation and Open Space, and Safety elements, and the Glossary to correct errors and omissions, provide clarification, and ensure internal consistency.
- Mobility Element Network — corrections and minor planning group requests affecting the Mobility Element Network Appendix which identifies the classifications of each Mobility Element road according to segment.
- Community Plans — minor clarifications, revisions, and edits to community and subregional plans based on specific direction from the BOS or to ensure internal consistency.

On September 12, 2012, the BOS included four Very Low Complexity PSRs with the General Plan Clean-up (see also PSR GPA above). These PSRs are being processed as GPA-12-012.

### Housing Element Update GPA (GPA 12-009)

In accordance with California Government Code 65588(e)(1)(E), San Diego County is required to update its fifth revision to the Housing Element by April 30, 2013. The current Housing Element was adopted on August 3, 2011 and approved by the State Department of Housing and Community Development in November 2011 as part of the adoption of the County General Plan Update. Given this recent action, PDS staff anticipates only minor changes are necessary to comply with State law, primarily changes to the Sites Inventory to meet the fifth cycle Regional Housing Needs Assessment (RHNA) goals and to update information related to the latest census.

The Housing Element GPA includes the following:

- Review and update the parcel information in the housing inventory in the Housing Element Background Report to determine if the RHNA is being met or if additional units need to be identified.
- Update necessary tables, figures and text with the latest census and American Community Survey data
- Review success of each implementing program with input from County Housing and Community Development
- Analyze information to determine how the County can make housing policy and programs more effective, and prepare appropriate environmental review.

#### **1.9.1.3 Ordinance Amendments**

In addition to the Wind Energy Ordinance described above, two County-wide ordinances are currently being prepared by the County. They are identified below.

#### Equine Ordinance (POD 11-011)

The proposed Equine Ordinance is composed of amendments to the County of San Diego Zoning Ordinance for equine uses. The amendments consist of clarifications, deletions, and revisions to provide an updated set of definitions, procedures and standards for review and permitting of equine uses, specifically for commercial horse stables. The amendments will implement a new tiered system of permitting for a horse stable with both ministerial and discretionary tiers of permitting. An EIR for this project is currently being prepared. The ordinance is expected to be before the County BOS for consideration in summer 2013.

#### Groundwater Ordinance Amendment (POD 11-006)

The County is proposing amendments to the Groundwater Ordinance provisions related to Borrego Valley. The proposed amendment would require applicable future projects to offset their proposed groundwater demand by requiring elimination of existing water uses elsewhere in Borrego Valley and creating a “tool-box” to implement the water offset measures. Additionally, the proposed amendment will recognize water credits created through the Borrego Water

District. The proposed Groundwater Ordinance Amendments are expected be before the County BOS for its consideration in February 2013.

**1.9.1.4 Regional Transportation Plans (RTPs)**

Within the San Diego region, SANDAG and SCAG act as the major regional transportation planning agencies. Therefore, the cumulative analysis in this SEIR utilizes the same future transportation projects as presented in the General Plan Update Program EIR from the following sources.

**2030 San Diego RTP**

The 2030 San Diego RTP prepared by SANDAG and approved in 2007 identifies approximately 85 new or improved transportation projects under the Reasonably Expected Revenue Scenario for consideration in the cumulative analysis for the proposed Project.

**2035 SCAG RTP**

The 2035 SCAG RTP was adopted in May 2008 and identifies transportation projects planned within the counties of Orange, Riverside, and Imperial, which lie adjacent to the County of San Diego, for consideration in the cumulative analysis for the proposed Project.

**1.9.1.5 Regional Energy and Utility Projects**

The General Plan Update Program EIR identified a number of existing and planned energy and utility projects to serve the forecasted population within San Diego County to the year 2030 and beyond, including improvements to meet energy demands, telecommunications, railroads, provision of water and wastewater services, and desalination projects to meet potable water demands. Since adoption of the General Plan Update in August 2011, the following additional projects, shown in Table 1-3, Regional Energy and Utility Projects, have been identified for consideration in the cumulative analysis for the proposed Project:

**TABLE 1-3. REGIONAL ENERGY AND UTILITY PROJECTS**

<b>Name</b>	<b>Location</b>	<b>Description</b>	<b>Status</b>
Campo Verde Solar Project	Imperial County	139 Megawatt (MW) capacity	Under construction
Centinela Solar Energy	Imperial County	275 MW solar energy facility with electrical transmission lines that connect new facility to the existing Imperial Valley substation	Under construction
Imperial Solar Energy Center (CSolar) West	Imperial County	250 MW solar energy facility with electrical transmission lines that connect new facility to the existing Imperial Valley substation	Record of Decision Issued/Right-of-way granted

**PROJECT DESCRIPTION, LOCATION, AND ENVIRONMENTAL SETTING**

**TABLE 1-3, CONTINUED**

<b>Name</b>	<b>Location</b>	<b>Description</b>	<b>Status</b>
Imperial Solar Energy Center (CSolar) South	Imperial County	200 MW solar energy facility with electrical transmission lines that connect new facility to the existing Imperial Valley substation and widen existing access road	Record of Decision Issued/Right-of-way granted
Ocotillo Wind Energy Facility	Imperial County	Wind turbines produce up to 315 MW and connect to SDG&E Powerlink	Approved and constructed in 2012
Tule Wind Energy Project	San Diego County	186 MW wind turbine facility with electrical transmission lines that connect new facility to the existing SDG&E Boulevard substation	Approved in 2012
SDG&E East County (ECO) Substation Project	San Diego County	500/230/138 kilovolt (kV) substation with transmission line between the proposed ECO Substation and the rebuilt Boulevard Substation	Approved in 2011
Truckhaven Geothermal Leasing Area	Imperial County	Leasing of approximately 14,731 acres of BLM-managed public lands for geothermal exploration and development in the Truckhaven area	2008 Record of Decision
Desert Harvest Solar Farm	Riverside County	150 MW solar energy facility with electrical transmission lines	Final EIS prepared
McCoy Solar Energy Project	Riverside County	750 MW solar energy facility with 16-mile electrical transmission lines connecting to Southern California Edison's Colorado River Substation	In environmental review
Palen Solar Power Project	Riverside County	500 MW solar energy facility with 4.5-mile electrical transmission lines connecting to Red Bluff Substation	Final EIS Prepared
Rio Mesa Solar	Riverside County	500 MW solar energy facility with electrical transmission lines connecting to Colorado River substation	In environmental review
Blythe Solar Power Project	Riverside County	1000 MW solar energy facility with five miles of electrical transmission lines connecting to Colorado River substation	Activities suspended since August 2011
Desert Sunlight Solar Farm Project	Riverside County	550 MW solar energy facility with five miles of electrical transmission lines connecting to	Proposed project

**TABLE 1-3, CONTINUED**

<b>Name</b>	<b>Location</b>	<b>Description</b>	<b>Status</b>
		Red Bluff Substation	
Genesis Solar Power Project	Riverside County	Two independent 125 MW solar electric generating facilities	Under construction
Rice Solar Energy Project	Riverside County	150 MW solar-powered electrical generation facility with a new transmission line, new electrical substation, and an access road	Final EIS Prepared
Devers - Palo Verde No. 2 Transmission Line	Riverside County & Arizona	500 kV No. 2 (DPV2) 160-mile Transmission Line Project	Under construction

Source: County of San Diego, Department of Planning and Development Services, 2012.  
 Bureau of Land Management: <http://www.blm.gov/ca/st/en/prog/energy.html>

**1.9.1.6 Private Projects**

The General Plan Update Program EIR identified 148 development projects that were in the approval process, or that had recently been approved and were under construction, but not included in the General Plan Update. These projects largely consist of private development proposals that require approvals such as GPAs, rezones (REZ), specific plans and specific plan amendments (SPAs), Tentative Maps/Tentative Parcel Maps (TMs/TPMs), and major use permits (MUPs). Since adoption of the General Plan Update in August 2011, the additional projects shown below have been identified for consideration in the cumulative analysis for the proposed Project. These projects are included for evaluation in this SEIR for consistency with the proposed Project; refer to Table 1-4, Private Projects.

**TABLE 1-4. PRIVATE PROJECTS**

<b>Project Name</b>	<b>Required Approvals</b>	<b>Community</b>	<b>Dwelling Units</b>	<b>Acres</b>
Eden Hills (MPA 12-004) <sup>1</sup>	GPA	San Dieguito	315	196
Lilac Hills Ranch Master Planned Community (GPA 12-001)	GPA/SP/TM/REZ/ MUP/VAC	Valley Center	1,746	608

<sup>1</sup> MPA - Master Plan Amendment

**1.9.1.7 Projects on Tribal Lands**

The County has consulted with the Native American tribes listed in Section 1.6.1 above. The General Plan Update Program EIR identified 33 projects that were proposed for planning and development (e.g. casino and resort construction) on reservation lands within the County. Since adoption of the General Plan Update in August 2011, the additional projects shown below have been identified for consideration in the cumulative analysis for the proposed Project; refer to Table 1-5, Projects on Tribal Lands.

**TABLE 1-5. PROJECTS ON TRIBAL LANDS**

<b>Project</b>	<b>Size</b>
<b>Rincon Reservation</b>	
Travel Plaza:	
Convenience Store	3,000 SF
Convenience Restaurant	1,000 SF
Self Service Carwash	1 facility
Gas Station	16 vehicle fueling stations
Restaurants	500 SF
Casino Expansion	15,000 SF
Hotel (21 stories)	402 rooms
Multi-Purpose Room	23,300 SF
Night Club	10,000 SF

Source: County of San Diego, Planning & Development Services, 2012.

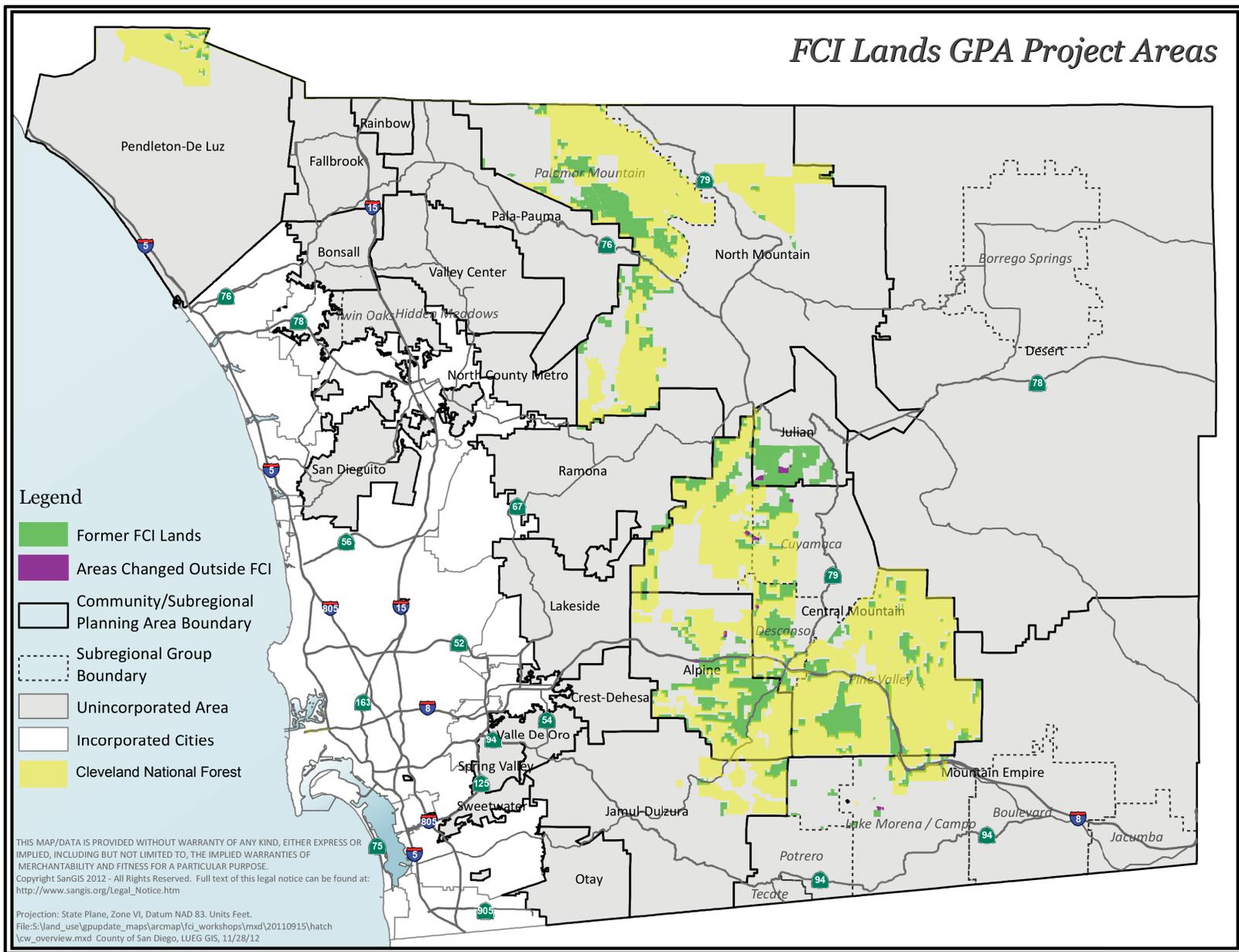
**1.9.1.8 BLM, NPS and NFS Projects**

The General Plan Update Program EIR identified a number of existing and planned projects on BLM and NFS lands, but no major projects were proposed or foreseen on NPS lands. Since adoption of the General Plan Update in August 2011, the following additional projects have been identified for consideration in the cumulative analysis for the proposed Project:

- All of the regional energy projects identified in Section 1.9.1.5 above are located on BLM lands.
- An amendment to the CNF Land Management Plan is being proposed. This amendment would modify the existing land use zones (LUZ) allocations in selected Inventoried Roadless Areas of the CNF to include more Backcountry Non-Motorized (BCNM) and Recommended Wilderness (RW) areas.

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# FCI Lands GPA Project Areas



Not to Scale

Source: SanGIS 2012  
5655Exhibits-Chapter 01.indd

**PROPOSED PROJECT AREAS**

**FIGURE 1-1**

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**References**

County of San Diego General Plan Update Final Program EIR. Certified August 3, 2011.

County of San Diego. Former Forest Conservation Initiative Lands (FCI).

<http://www.sdcountry.ca.gov/dplu/advance/FCI.html>. Accessed August 17, 2012