



Planning Commission Hearing Report

Date:	October 18, 2013	Case/File No.:	Forest Conservation Initiative Lands GPA; GPA 12-004; 3800 12-004
Place:	County Conference Center 5520 Overland Avenue San Diego, CA 92123	Project:	Forest Conservation Initiative (FCI) Lands General Plan Amendment
Time:	9:00 am	Location:	Districts All
Agenda Item:	#1	General Plan:	Various
Appeal Status:	Board of Supervisors is the final decision-maker	Zoning:	Various
Applicant/Owner:	County of San Diego	Communities:	Alpine, Central Mountain, Desert, Jamul/Dulzura, Julian, Mountain Empire, North Mountain, Pendleton-DeLuz, Ramona
Environmental:	Supplemental EIR	APN'S:	Various

A. EXECUTIVE SUMMARY

1. Requested Actions

This is a request for the Planning Commission to evaluate this proposed General Plan Amendment (GPA) and make recommendations to the Board of Supervisors. The GPA, directed by the Board of Supervisors in December 2010, proposes land use changes to approximately 71,600 acres of the former Forest Conservation Initiative (FCI) lands. In addition, the GPA proposes changes to zoning when necessary for consistency with a change in General Plan designation and minor FCI associated changes to the General Plan Land Use and Mobility Elements, Central Mountain, Jamul/Dulzura, North Mountain Subregional Plans, and the Alpine Community Plan. Finally, the Forest Conservation Initiative Appendix would be removed from the General Plan.

If the required findings can be made, the Department recommends that the Planning Commission take the following actions:

- A. Find that it has reviewed and considered the information contained in the Final Program Environmental Impact Report (EIR), dated August 3, 2011 on file with Planning & Development Services (PDS) as Environmental Review Number 02-ZA-001, and the Draft Supplemental EIR thereto, dated October 2013 on file with PDS as GPA 12-004, prior to making its recommendation on the GPA.
- B. Recommend that the Board of Supervisors adopt the Resolution (Attachment A) to amend the County of San Diego General Plan.

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- C. Recommend that the Board of Supervisors adopt the attached Form of Ordinance:
AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY
WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE FOREST CONSERVATION
INITIATIVE LANDS GENERAL PLAN AMENDMENT [GPA 12-004] (Attachment C)

2. Required Findings to Support Requested Actions

- A. Is the proposed GPA in compliance with the California Government Code? (Pages 8,12, 13)
- B. Is the proposed GPA consistent with the vision, goals, and policies of the General Plan and its community and subregional plans? (Pages 7-9)
- C. Does the GPA comply with the California Environmental Quality Act (CEQA)? (Pages 9-10)

B. PROPOSAL

1. Background

- A. In 1993, San Diego County voters passed the Forest Conservation Initiative (FCI), which required 40-acre minimum lot sizes on approximately 71,600 acres of private lands within the Cleveland National Forest (CNF). Voters endorsed the FCI to prevent further encroachment by development into the CNF, which once was nearly two million contiguous acres. Today the CNF is 424,000 acres; 286,000 acres of which are in San Diego County¹.
- B. The FCI expired on December 31, 2010. Upon expiration, the General Plan land use designations for FCI lands reverted back to the land use designations in place prior to 1993. Due to the timing of the FCI expiration, FCI lands were not included in the 2011 General Plan Update. The current mapping of the FCI lands is therefore not consistent with the General Plan planning objectives; in particular, the General Plan Community Development Model, which seeks to located low and very low densities around a compact central village core.

On December 8, 2010, the Board of Supervisors directed staff to prepare a GPA for the FCI lands consistent with the appropriate General Plan Update land use designations. On March 16, 2011, staff also confirmed to the Board that land use changes would be considered on adjacent parcels when changes in circumstances would warrant new land use designations.

Two other County-initiated GPAs: General Plan Clean-up (GPA 12-007) and Property Specific Requests (PSRs) GPA (GPAs 12-005 and 12-012) are also currently being processed. The Clean-up is anticipated for Planning Commission consideration in late 2013 and the PSRs in 2016.

2. GPA Description

A. Scope

This GPA includes proposed revisions to the General Plan land use map, Zoning Ordinance, Land Use and Mobility Elements, and four community and five subregional plans, along with removal of the Forest Conservation Initiative Appendix to the General Plan. The proposed revisions are shown in Attachment B and briefly described below.

- i. Land Use Map — This GPA proposes to redesignate former FCI lands within the CNF with land use designations that are consistent with the guiding principles and policies of the adopted General Plan. In addition, the GPA proposes changes to approximately 400 acres

¹ Union Tribune, Cleveland National Forest Needs Protection, Art Madrid & Duncan McFetridge, May 17, 2013

of adjacent private lands based on a change in circumstances, such as a new high school that is now planned for the Alpine Community. Changes to non-FCI lands will ensure that the anticipated uses consider any changed circumstances and are consistent with the changes being proposed for the former FCI lands.

Land use map revisions are proposed for the Alpine, Julian, Pendleton-DeLuz, and Ramona Community Planning Areas, and the Central Mountain, Desert, Jamul/Dulzura, Mountain Empire, and North Mountain Subregions. Land use maps are provided as Appendix 1 to Attachment B.

- ii. Zoning — A total of 329 of the more than 4,000 parcels require changes to zoning to maintain consistency between the General Plan and Zoning Ordinance. The changes correspond to land use designation changes. Attachment C includes proposed changes to the Zoning Ordinance.
- iii. Land Use Element — Proposed changes to the Land Use Element are described in Attachment B, Chapter III, and include.
 - a) Land Use Designations — Remove the “*Forest Conservation Initiative Lands*” designation included under the *Other Land Use Designations* section.
 - b) Regional Categories Map — Revise Figure LU-1, Regional Categories Map, to assign a Regional Category to the former FCI lands, which are currently shown as “Forest Conservation Initiative Overlay”.
- iv. Mobility Element — The Traffic Impact Assessment Analysis (TIAA) prepared as part of the Draft Supplemental Environmental Impact Report (SEIR) determined that this GPA would only have a significant impact on roads in the Alpine community where road segments are forecast to change from a level of service (LOS) D or better to LOS E or F with buildout of the Land Use Map (Draft SEIR is provided as Attachment D). The proposed changes to the Mobility Element are provided in Attachment B, Chapter IV and are based on the recommendations of the Alpine CPG.

This GPA proposes to change the classification of a segment of Willows Road in Alpine from a two-lane 2.2E Light Collector to a four-lane 4.2B Boulevard with Intermittent Turn Lanes. In addition, this GPA would add the following road segments to Mobility Element Table M-4, Road Segments Where Adding Travel Lanes is not Justified.

- a) Alpine Boulevard
 - Tavern Road to Boulder Road.
 - Louise Drive to South Grade Road.
 - South Grade Road to West Willows Road.
 - West Willows Road to Willows Road at I-8 exit 36.
 - b) South Grade Road (Eltinge Drive to Olive View Road).
- v. Community and Subregional Plans — This GPA includes minor amendments to the Alpine Community Plan as well as the Central Mountain, Jamul/Dulzura and North Mountain Subregional Plans. The proposed amendments to community and subregional plans are briefly described below and shown in strikeout-underline in Attachment B, Chapter V.
 - a) *Alpine Community Plan*
 - Village boundary map revisions to reflect new Village Regional Category land use map changes.
 - Text and policy revisions to recognize the requirement to expand water and sewer service areas.

- b) *Central Mountain Subregional Plan*
 - Descanso and Pine Valley Rural Village boundary map revisions to replace FCI land use designations.
 - Allocation of land use designations table revisions to remove references to FCI.
- c) *Jamul/Dulzura Subregional Plan* — Revisions for two policies to remove the reference to FCI.
- d) *North Mountain Subregional Plan* — A new overlay for multi-use communication structures.
- vi. Forest Conservation Initiative Appendix — The GPA will also remove the FCI Appendix from the General Plan, (see Attachment B, Chapter VII).

B. GPA Alternatives

Five land use map alternatives developed through the planning process for this GPA. The Planning Commission can recommend one, or any combination of, these alternatives. Table B-1 compares the residential buildout potential for the five different alternatives described below.

Table B-1: GPA Alternatives Buildout Scenarios^{NOTE}

Communities	FCI Condition ¹	No Project	Draft Map	Modified Project	Staff Recommendation
Alpine	1,382	2,721	3,830	2,087	2,893
Central Mountain	1,178	5,604	1,065	1,032	1,051
Cuyamaca	110	274	110	88	98
Descanso	606	1,376	618	609	618
Pine Valley	324	2,813	227	227	227
Unrepresented	138	1,141	110	108	108
Desert	4	9	2	2	2
Jamul-Dulzura	64	193	67	53	58
Julian	386	2,547	389	389	389
Mountain Empire	49	311	58	45	51
Campo/Lake Morena	46	291	55	42	48
Unrepresented	3	20	3	3	3
North Mountain	991	4,148	900	899	894
Palomar Mountain	855	3,024	798	797	792
Unrepresented	136	1,124	102	102	102
De Luz	24	221	24	22	18
Ramona	160	240	181	181	181
Grand Total	4,238	15,994	6,516	4,710	5,537

NOTE: The dwelling unit totals for FCI Condition, No Project, and Draft Map are slightly different than the totals reported in the Draft SEIR. However, this table is intended primarily for comparison purposes to show the differences between these five land use alternatives.

- i. Forest Conservation Initiative Condition — The FCI imposed 40-acre minimum lot size on all parcels within the CNF and outside of county towns. While the FCI expired at the end of 2010, it is an alternative in this staff report as it most closely resembles what was analyzed under the 2011 General Plan Update.
- ii. Existing General Plan — This is the current General Plan land use designations on County lands, and is also the No Project Alternative for the GPA's SEIR. When the FCI expired, the lands that were subject to the FCI reverted back to the land use designations in effect

prior to 1993 and In most instances, are not consistent with the land use mapping principles of the 2011 General Plan Update.

- iii. Draft Land Use Map — In the early phases of the planning process, a Draft Land Use Map was prepared through coordination with property owners and community planning and sponsor groups. The Draft Land Use Map recommended by the planning groups was analyzed as the Proposed Project for the Draft SEIR and circulated for public review. Comment letters received from circulating the Draft SEIR for public review are based on the Draft Land Use Map.
- iv. Modified Project Alternative — This alternative is based on comment letters received during the Notice of Preparation public review period for the Draft SEIR. These letters considered the Draft Land Use Map and proposed reduced densities on specific parcels to further reduce the GPA's impacts. This alternative is discussed in SEIR Chapter 4.0, Project Alternatives (see Figures 4-1A through C).
- v. Staff Recommendation — A staff working group identified areas where issues were raised during public review of the Draft Plan and Draft SEIR. These areas are referenced as Areas of Consideration (AOC). In formulating a staff recommendation for each AOC, the working group considered factors such as existing land use and parcel sizes, conformance with the Community Development Model, access to a public road, the extent of physical and environmental constraints, and proximity to environmentally sensitive CNF lands. Appendix 2 to Attachment B provides an analysis of each AOC, along with the rationale for the Staff Recommendation.

C. Staff Recommendation and Draft Land Use Map Differences

The Staff Recommendation and Draft Land Use Maps are the primary alternatives provided for consideration because the Draft Map is primarily based on community planning groups' (CPG) recommendations and the Staff Recommendation was developed after considering issues identified in the comment letters received from circulating the Notice of Preparation and Draft SEIR. The Staff Recommendation Land Use Map (Attachment B, Appendix 1) uses a blue hatch to identify areas where the Staff Recommendation differs from the Draft Land Use Map.

i. Land Use Designations

Table B-2 below summarizes the differences in assigning land use designations between the "Staff Recommendation" and "Draft Land Use Maps". The Staff Recommendation assigns 25.5 less acres of Rural Commercial and 2,826.4 less acres of Semi-Rural Regional Category designations than the Draft Land Use Map. Otherwise, the Staff Recommendation assigns 165 more acres of Village Regional Category and 1,444 more Rural Lands Regional Category than the Draft Land Use Map.

**Table B-2: Staff Recommendation and Draft Land Use Map Differences
Assignment of Land Use Designations (Acres)**

CPA or Subregion	Rural Commercial	Village Residential	Semi-rural Residential	Rural Lands	Public/Semi-Public Facilities	Public Agency Lands	Tribal Lands	Open Space (Conservation)
Alpine CPA	(25.5)	165.4	(2,484.5)	2,254.5			90.0	
Central Mountain (unrepresented)				(487.2)				487.2
Cuyamaca				(1.2)				1.2
Julian				(40.4)				40.4
Lake Morena			(134.4)	(100.9)		235.3		
Mountain Empire (unrepresented)				(230.7)		230.7		
Palomar Mountain			(207.5)	50.0	0.9	156.6		
Total	(25.5)	165.4	(2,826.4)	1,444.1	0.9	622.6	90.0	528.8

Note: Negative numbers are in parentheses () and represent where the Staff Recommendation assigns less acres of a land use designation than the Draft Land Use Map

ii. Dwelling Unit Yield

The Staff Recommendation and Draft Land Use Map are the same for the communities of Descanso, Desert, Julian, Pine Valley, Ramona, and unrepresented communities of Mountain Empire and North Mountain. Differences between the Draft Land Use Map and Staff Recommendation occur in the unrepresented community of Central Mountain along with the communities of Alpine, Cuyamaca, DeLuz, Dulzura, Lake Morena, and Palomar Mountain.

At buildout the Staff Recommendation would also result in fewer potential dwelling units than the Draft Land Use Map for the communities identified below (the reduction in the number of units is shown in parentheses below):

- Alpine (937)
- Central Mountain-unrepresented (2)
- Cuyamaca (12)
- DeLuz (6)
- Dulzura (9)
- Lake Morena (7)
- Palomar Mountain (6)

iii. Areas of Consideration (AOC)

The Staff Recommendation land use map incorporates changes based on issues raised in the Draft SEIR public comment letters. Areas of Consideration are identified and analyzed in Appendix 2 to Attachment B. The analysis for each area of consideration includes a description of the property, context, physical and environmental constraints, and the rationale for staff's recommendation. The primary planning criteria for staff's recommendation is summarized below.

a) *Consistency with the Community Development Model*

- Expansion of Alpine Village is recommended in response to the Alpine CPG's desire for a larger population base to support a new high school. The Staff Recommendation proposes an extension of the existing linear pattern of the

Alpine Village. The GPA would extend this linear pattern by applying higher land use intensities along the existing transportation corridors of Interstate 8 and Alpine Boulevard [refer to AL-3, AL-5].

- In most communities, FCI lands are located well outside of villages. Rural Lands 40 or 80 land use designations are assigned in these areas consistent with the Community Development Model so that areas of very low density provide for a separation between communities [refer to AL-7, AL-8, CM-1, CU-1, DE-2, JD-1, NM-1, NM-2, PD-1].
- b) *Consistency with existing parcel size* – Outside of villages and the County Water Authority boundary, Semi-Rural 10 or Rural Lands 20 land use designations are assigned only when the predominant parcel size is similar (10 to 20 acres) and would result in little to no additional subdivision potential [refer to AL-1, AL-9, AL-10, DE-1].
- c) *Reduced development adjacent to CNF lands* – Lower land use designations are assigned adjacent to the CNF lands to reduce density in the Wildland/Urban Interface. Additional development in this area increases the likelihood of human-caused wildland fires, requires a greater commitment of resources to manage buffers between the CNF and developed areas, and increases the need for additional infrastructure and services in CNF lands [refer to AL-7, AL-8, AL-9, AL-10, AL-11B, CM-1, CU-1, DE-1, DE-2, JD-1, NM-1, NM-2, PD-1].
- d) *Reduced development in areas with sensitive biological resources* – Lower density residential designations are assigned in areas with high value biological resources to avoid these sensitive resources [refer to AL-2A, AL-5, AL-7, AL-10, AL-11A, CU-1, LM-1, PD-1].
- e) *Reduced development in areas without adequate access* – Lower densities are assigned in areas that are one-half mile or more from public roads [refer to AL-1, AL-5, AL-6, AL-7, AL-8, AL-9, CM-1, CU-1, JD-1, PD-1.]
- f) *Reduced development in areas with physical constraints* – Lower densities are assigned in areas dominated with slopes greater than 25% [refer to AL-7, CM-1, CU-1, NM-1, PD-1].
- g) *Avoid spot designations* – Avoid assigning a single commercial designation outside of villages and away from transportation nodes [refer to AL-2B].

C. ANALYSIS AND DISCUSSION

1. General Plan Consistency

This GPA will replace the pre-1993 land use designations for FCI lands with designations consistent with the General Plan Update adopted in 2011. Adoption of the proposed GPA provides the following benefits:

- Ensures that the entire land use map for the unincorporated county is consistent with the Community Development Model and other General Plan Guiding Principles, goals and policies
- Provides certainty to property owners of former FCI lands when filing project applications

This GPA proposes to replace the pre-FCI General Plan land use designations with those of the adopted General Plan. Table C-1 below identifies the General Plan policies that form the basis for the mapping principles that apply to assigning land use designations to the General Plan land use map. Policies LU-1.1 and LU-1.9 relate to the overall Staff Recommendation land use map, while Policies LU-1.2, LU-1.3, LU-1.4, and LU-1.5 primarily are related to a proposed new Village in the Alpine Community Planning Area. An analysis of GPA conformance with these policies is provided in the table below.

Table C-1: General Plan Conformance

General Plan Component	Explanation of GPA Conformance
1) Policy LU-1.1 – Assigning Land Use Designations. Assign land use designations on the Land Use Map in accordance with the Community Development Model and boundaries established by the Regional Categories Map.	The Community Development Model (CDM) forms the basis for assigning land use designations to the General Plan land use map. The CDM is based on a central core, such as a Village or Rural Village, surrounded by semi-rural areas that reflect the existing patterns of development. Consistent with the policy, the GPA assigns: • Rural Lands designations in remote lands adjacent to the CNF. • Semi-rural designations consistent with existing semi-rural parcel sizes. • Village designations consistent with existing parcels sizes, adjacent to existing village areas, or as an expansion of the existing linear Alpine Village along major transportation corridors.
2) Policy LU-1.3 – Development Patterns. Designate land use designations in patterns to create or enhance communities and preserve surrounding rural lands.	The GPA preserves rural lands by assigning only Rural Lands designations, with the exception of certain areas in the communities that are consistent with existing parcel sizes or to enhance existing village areas.
3) Policy LU-1.9 – Achievement of Planned Densities. Recognizing that the General Plan was created with the concept that subdivisions will be able to achieve densities shown on the Land Use Map, planned densities are intended to be achieved through the subdivision process except in cases where regulations or site specific characteristics render such densities infeasible.	This GPA is consistent with this policy because physical and environmental constraints to development are considered when assigning land use designations; along with other constraints such as inadequate road access. Therefore, the densities assigned by the Staff Recommendation Land Use Map are meant to be achievable.
4) Policy M-2.1 – Level of Service Criteria. Require development projects to provide associated road improvements necessary to achieve a level of service of “D” or higher on all Mobility Element roads except for those where a failing level of service has been accepted by the County pursuant to the criteria specifically identified in the accompanying text box (Criteria for Accepting a Road Classification with Level of Service E/F). When development is proposed on roads where a failing level of service has been accepted, require feasible mitigation in the form of road improvements or a fair share contribution to a road improvement program, consistent with the Mobility Element road network.	The GPA is consistent because either change a road segment classification change from two to four lanes is proposed or road segments are identified to accept at a LOS E or F based on the criteria provided in this policy.

2. Community Plan Consistency

Government Code 65359 dictates that community plans affected by a GPA shall be reviewed and amended as necessary to make the community plan consistent with the General Plan. Staff reviewed community and subregional plans for communities that are a part of this GPA and found that land use designations assigned to the Staff Recommendation are consistent with the applicable community and subregional plans. Because this GPA is proposing higher densities outside the County Water Authority boundary, changes to the Alpine Community Plan are proposed to ensure the Staff Recommendation land use map is consistent with the Community Plan. Proposed changes to make the Community Plan policies consistent with the land use map are discussed in the table below.

Table C-2: Community Plan Conformance

Alpine Community Plan Component	Explanation of GPA Conformance
1) Land Use/General Policy 2 – Direct higher density residential development to the existing urban services area; continue existing densities to the imported water service area; and encourage low densities beyond those limits.	This GPA revises this policy to direct higher density residential development to both existing and planned urban services areas. The policy revision is shown below. <i>Direct higher density residential development to the existing <u>and planned</u> urban services area; continue existing densities to the imported water service area; and encourage low densities beyond those limits.</i>
2) Land Use/Residential Policy 1.b – Higher density development in the existing sanitation district area is encouraged over that in areas requiring major extension of sewer lines.	This GPA revises the policy to encourage higher density mixed use development in the Willows Road area east of the Viejas casino to retain consistency between the land use map and community plan. The policy revision is shown below. <i>Higher density development in the existing sanitation district area is encouraged over that in areas requiring major extension of sewer lines, <u>with the exception of the Willows Road area east of the Viejas casino where mixed use development is also encouraged.</u></i>

3. Zoning Ordinance Consistency

This GPA proposes Zoning use regulation, lot size, and building type changes when the current zoning is no longer consistent with proposed land use designations. Staff reviewed the proposed zoning for the GPA for consistency with the Staff Recommendation Land Use Map designations in accordance with the Compatibility Matrix in Zoning Ordinance Section 2050.

4. California Environmental Quality Act (CEQA) Compliance

A Supplemental Environmental Impact Report (SEIR) to the Program EIR for the General Plan Update certified on August 3, 2011, has been prepared pursuant to CEQA. The former FCI lands were not a part of the General Plan Update and, therefore, analysis of potential impacts from development of these lands could not be analyzed in the General Plan Update Program EIR. A Notice of Preparation (NOP) was issued August 30, 2012, soliciting input on the scope of the SEIR. Twelve comment letters were received and included as part of the Draft SEIR. The Draft Plan was analyzed as the Proposed Project. Other alternatives evaluated by the Draft SEIR are identified below.

- *No New East Willows Village Alternative (Alpine CPA)* – Reduced land use densities within the proposed new Alpine “village core” east of the Viejas Casino.

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- *Modified Project Alternative (Environmentally Superior Alternative)* – Based on the recommendations in comment letters received during the NOP public review period that propose reduced densities on specific parcels to further reduce GPA impacts.
 - *No Project Alternative* – Assumes pre-existing General Plan land use densities that currently apply to the former FCI lands would remain in effect.

The Draft SEIR determined that significant impacts will occur under the SEIR topic areas identified below. Generally, the environmental impacts of these changes can be addressed by mitigation measures. However, the SEIR determined that the potential for disturbance from the proposed changes would represent an irreversible change. For all topic areas, either the Draft Land Use Map or Staff Recommendation would result in either similar or less impacts than the No Project Alternative, which would be to retain the current General Plan designations for FCI lands.

- Aesthetics
- Agricultural Resources
- Air Quality
- Biological Resources
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Mineral Resources
- Noise
- Public Services
- Transportation and Traffic
- Utilities and Service Systems

The Draft SEIR and the Draft Plan were circulated on February 1, 2013 for a 45-day review period. The Draft SEIR is included as Attachment D. Revisions to the Draft SEIR based on public comment letters are shown in strikeout-underline. Staff's responses to public comment letters are included as Volume 2 of Attachment D.

5. GPA Issues

- A. General Plan Conformance of Project Applications — Since expiration at the end of 2010, land use designations are not consistent with the current General Plan, and for many properties, the densities allowed by the former General Plan are not consistent with the General Plan Guiding Principles and Policies. Project applications filed before the FCI GPA is adopted will be required to be processed based on the land use designations in effect at the time of application. The expeditious processing of this amendment will provide more clarity and certainty for property owners and future development applications.
- B. Lack of Consensus — The Draft Land Use Map for this GPA is the Proposed Project for the Draft SEIR. The Draft Map is based on property owner and community planning and sponsor group recommendations. However, comment letters were received during public review of the Draft SEIR that expressed opposition to some land use designations proposed in the Draft Plan for the communities of Alpine, Lake Morena, Cuyamaca, Descanso, Dulzura, Palomar Mountain, and DeLuz.

When developing the Staff Recommendation Land Use Map, staff considered the recommendations of property owners, community planning and sponsor groups, and comment letters received from circulating the Draft SEIR and Land Use Map for public review. Of the over 4,000 parcels included with this GPA, the staff recommendation proposes to change the Draft Land Use Map designation for less than 12 percent of the parcels. That being said, the least consensus was reached in the community of Alpine, where, unlike the other communities, the recommendations for land use designations and density were divided within the community. The

primary areas where consensus in Alpine is lacking are described below. Appendix 2 to Attachment B discusses the rationale for staff's recommendations.

1. Willows Road parcels west of Viejas Casino — There are two parcels on Willows Road where the GPA proposes a Rural Commercial designation. Staff recommends a Semi-rural 4 designation because one parcel is nearly entirely constrained by wetlands [refer to AL-2A], and a Commercial designation would be a spot zone as the second parcel is surrounded by semi-rural residential designations [refer to AL-2B].
2. Privately-owned lands south of Interstate 8 — Both the Draft Plan and Staff Recommendation propose increased densities south of Interstate 8 in the vicinity of the Viejas Reservation. The densities proposed require extension of the County Water Authority boundary. Both the United States Forest Service (USFS) and Endangered Habitats League (EHL) oppose the higher densities. The primary differences between the two maps are that the Staff Recommendation proposes higher densities along Alpine Boulevard and lower densities adjacent to the CNF; whereas the Draft Map assigns semi-rural densities consistently throughout, including adjacent to the CNF [refer to AL-5, AL-6, AL-7].
3. Ewiiapaayp-owned parcel south of Interstate 8 — The Ewiiapaayp Tribal Government requests a Rural Commercial designation for a single parcel on the south side of Interstate 8 directly south of the Southern Indian Health Council located on Willows Road. However, both staff and the Alpine CPG recommend a residential designation, consistent with surrounding parcels. This parcel is currently the subject of a fee to trust transfer appealed by the County [refer to AL-4].
4. Privately-owned lands in the Japatul Valley area — The General Plan Update assigned Rural Lands 40 designations to parcels outside the County Water Authority boundary in accordance with the Community Development Model. The Staff Recommendation assigns Rural Lands 40 in the Japatul Valley area, with the exception of areas with smaller parcel sizes. In these instances higher densities are assigned consistent with the predominant parcel sizes. The property owners and Alpine CPG support even higher densities in this area [refer to AL-8, AL-11B].

Other communities where the Draft Land Use and Staff Recommendation Maps are different is discussed below.

5. Cuyamaca — At the request of some property owners, the Community Sponsor Group recommends RL-40 (Draft Plan) for areas in the northwestern portion of the planning area. The Staff Recommendation is Rural Lands 80 because the area is generally undeveloped and the USFS raised issues regarding wildland fire hazards [refer to CU-1].
6. Jamul/Dulzura — The CPG recommends Rural Lands 40 (Draft Plan) for an area in the northeastern portion of the planning area. The Staff Recommendation for Rural Lands 80 is based on the existing large parcel sizes that are surrounded by, and only accessible through, the CNF [refer to JD-1].
7. Lake Morena — EHL raised a concern over the Semi-rural 10 density of parcels to the south of the Lake Morena Village adjacent to the CNF. The Staff Recommendation reduces the density for five parcels from Semi-rural 10 to Rural Lands 20 so that the density is more consistent with the size of the parcels [refer to LM-1].
8. Palomar Mountain — EHL raised a concern over the semi-rural density for large parcels with additional subdivision potential. Staff Recommendation reduces the density for nine parcels

from Semi-rural 10 to Rural Lands 40 so that these parcels are more consistent with the density assigned to similar adjacent parcels [refer to NM-1 and NM-2].

9. Pendleton-DeLuz — USFS raised concerns over a Rural Lands 40 designation for parcels surrounded by federally-designated CNF Wilderness lands. The Staff Recommendation reduces the density for this area from one dwelling unit per 40 acres to one dwelling unit per 80 acres. Assigning a RL-80 designation reflects that the only access to most of these parcels is only available through CNF lands [refer to PD-1].
- C. Expansion of County Water Authority (CWA) Boundary — Both the Draft Land Use and Staff Recommendation maps require the extension of the CWA boundary in Alpine, both north and south of Interstate 8. These areas are currently groundwater dependent and require a four- to five-acre minimum lot size. Extending imported water services requires both a per-acre cost to annex into the CWA and Padre Dam Municipal Water District (PDMWD), along with the costs to construct any necessary infrastructure. [A study prepared to extend imported water services along the Willows Road corridor is included as Appendix 3 to Attachment B.]
- D. Requirement to Update the Transportation Impact Fee — The FCI Lands GPA proposes land use map and Mobility Element (ME) road network changes that will warrant a future update to the County's Transportation Impact Fee (TIF) Program (the County TIF Program is available at: <http://www.sdcountry.ca.gov/dpw/land/tif.html>). This update would result in new fee rates for future development for primarily the Alpine community and South TIF Region planning areas. The proposed land use changes in the other FCI communities are not significant enough to warrant an update to the Program by themselves, but land use changes would be addressed as part of the next TIF Update. The FCI GPA land use changes would also affect the North and East TIF regions, but the land use changes proposed by this GPA outside of the Alpine community are very minor and would only have a minimal effect on North and East TIF region fee rates. ME road network changes are only proposed within the Alpine community.

This GPA proposes road network and land uses changes identified below that would necessitate updating the TIF Program for the Alpine community and the South TIF Region.

- Road Network: Revise the ME network by reclassifying the eastern end of Willows Road in Alpine from a two-lane to a four-lane road.
- Land Use: Assign land use designations that change the number of potential dwelling units and commercial land uses in Alpine over what was analyzed for the 2012 TIF Update as follows:
 - Increase the number of residential dwelling units at buildout of the land use map by approximately 1,500 units
 - Increase by approximately 140 acres the amount of Rural Commercial land uses and by 150 acres the amount of Village Core Mixed Use land uses

While the changes proposed with the FCI GPA warrant an update to the TIF Program to reflect land use and mobility plans, it should be noted that there are several other private and County-initiated GPA's currently going through the planning review process. An update to the TIF Program will require additional funding and action by the County and a separate Board action. If approved, staff will further assess the FCI changes to the TIF program and propose an appropriate time for a program update.

D. PUBLIC INPUT

Changes to an adopted General Plan must follow the process specified in Government Code Section 65350, which includes evaluation and analysis, public and agency review, Planning Commission review, and Board of Supervisors approval. Staff conducted public outreach that included two separate notifications to all property owners in FCI lands, along with staff's attendance at planning and sponsor group meetings.

In addition to public outreach, PDS staff coordinated with other County departments, including the Departments of Public Works and General Services, the Sheriff Department, and the Fire Authority.

Below is a summary of outreach efforts.

1. **Special Study of FCI lands in Alpine** — On August 1, 2007, the Board of Supervisors directed staff to begin planning for Phase I of FCI lands in Alpine; approximately 67 acres of non-tribal owned lands north of Interstate 8 and east of the Viejas reservation that are easily accessible from Interstate 8. A stakeholder group was established to facilitate planning for this area. The group consisted of residents along Willows Road, both to the west and east of the Viejas Casino, and a resident south of Viejas and Interstate 8, along with three members of the Alpine CPG, and a representative from Viejas. From 2008 through 2010, preliminary land use plans were prepared and coordinated through the Alpine CPG. Approximately four meetings with the stakeholder group and two meetings with the Alpine CPG were held during this period.
2. **Property Owner Notification (Initial)** — Early in the planning process property owners of affected parcels were mailed a “notification of a proposed property change”. The purpose of this notification was to inform property owners of the proposed GPA, recommend preliminary land use and zoning designations, identify when the GPA would be addressed at the applicable planning or sponsor group meeting, and to encourage property owners to sign up to receive the regular email notifications (discussed below) to keep abreast of the GPA status.
3. **Web Page** — At the initiation of the countywide GPA, a web page was established to provide the most current information on the GPA as it progressed through the planning phases: <http://www.sdcountry.ca.gov/pds/advance/FCI.html>.
4. **eBLAST** — Planning & Development Services publishes regular email notifications to provide specific information concerning this GPA, including when the various components of the public outreach program will occur. Property owners affected by this GPA and other interested parties have been encouraged to sign up to receive this email.
5. **Community Planning and Sponsor Group Input** — Staff attended a total of approximately 16 planning and sponsor group meetings for the Alpine, Campo/Lake Morena, Cuyamaca, Descanso, Jamul/Dulzura, Julian, Pine Valley, and Ramona communities, along with a meeting with Palomar Mountain Planning Organization. These meetings were well attended because notices had been mailed to all property owners informing them of the meeting time and date. These planning groups solicited input from property owners and provided staff with a recommended land use map. These recommended maps became the Draft Land Use Map, which was part of the Proposed Project for the Draft SEIR.
6. **Tribal Consultation** — All tribal governments within the San Diego region were notified about the changes proposed by this GPA in accordance with Government Code 65352. As a result of these notifications, consultations were conducted with the following: Ewiiapaayp, Pechanga, Viejas, and the Inter-tribal Cultural Resource Protection Council. Correspondence received from Tribal governments is included as Attachment E.
7. **Public and Agency Review** — In accordance with CEQA, areas of potential controversy for the Proposed Project were identified through written agency and public comments received during the NOP public review period. As a result of these comments, meetings were held with the USFS, CNF Foundation, and EHL. The Draft Plan and Draft SEIR were circulated for a 45-day public review as discussed in Section C.6 above. Staff received 41 comment letters and issues raised in these letters were a major consideration when preparing the Staff Recommendation. The area of consideration analysis (Attachment B, Appendix 2) includes excerpts from these letters, when applicable.

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8. **Property Owner Notification (Second)** — Once the Staff Recommendation was developed, a second notice was mailed to every property owner of affected parcels. The purpose of this notification was to inform property owners of the proposed Staff Recommendation land use designation and zoning and to inform them when this GPA would be heard by the Planning Commission.

E. **RECOMMENDATIONS**

In addition to the Staff Recommendation developed by the working group, there are several other alternatives available for the Planning Commission to consider, as described in Section B.2.B above. The Planning Commission can select one, or any combination of, these alternatives. Some alternatives are more consistent with General Plan objectives than others, as described in the table below.

Table E-1: Project Alternative for Planning Commission Consideration

Alternative	Consistent with General Plan objectives	Requires additional revision of General Plan goals & policies
Staff Recommendation	Yes	No
Draft Plan (SEIR Proposed Project)	Yes	Yes ¹
Modified Project	Yes	No
No Project (existing General Plan)	No ²	Yes ³
FCI Condition	Yes	No

Notes:

- 1) Policy LU-1.2, Leapfrog Development, would need to accommodate the Village Core Mixed Use designated area in East Alpine.
- 2) The existing General Plan designations for FCI lands are not consistent with the Community Development Model as they assign semi-rural densities in remote locations away from existing villages where the infrastructure, services and jobs are located.
- 3) Policies LU-1.1 and LU-1.3 would need to be revised because semi-rural densities are assigned in remote locations, as discussed in Note 1 above.

Staff recommends that the Planning Commission:

1. Find that it has reviewed and considered the information contained in the Final Program Environmental Impact Report, dated August 3, 2011, on file with Planning & Development Services (PDS) as Environmental Review Number 02-ZA-001, and the Draft Supplemental Environmental Impact Report thereto, dated August 2013, on file with PDS as GPA 12-004, prior to making its recommendation on the GPA.
2. Recommend that the Board of Supervisors adopt the Resolution (Attachment A) for Forest Conservation Initiative Lands General Plan Amendment (GPA-12-004).
3. Recommend that the Board of Supervisors adopt the attached Form of Ordinance:
AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE FOREST CONSERVATION INITIATIVE LANDS GENERAL PLAN AMENDMENT [GPA 12-004] (Attachment C)

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AUTHORIZED REPRESENTATIVE:



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ATTACHMENTS:

- Attachment A – Resolution of the San Diego County Board of Supervisors Adopting Forest Conservation Initiative Lands General Plan Amendment (GPA 12-004)
- Attachment B – Staff Recommendation
- Attachment C – Zoning Ordinance Amendment
- Attachment D – Draft Supplemental Environmental Impact Report
- Attachment E – Senate Bill 18 Correspondance

Attachment B

Staff Recommendation

October 2013

Contents

I.	Introduction	1
II.	Land Use Map Revisions	1
III.	Land Use Element Revisions	3
IV.	Mobility Element Revisions	4
V.	Community & Subregional Plan Revisions	10
VI.	Zoning Revisions	19
VII.	Removal of Forest Conservation Initiative Appendix	19

Appendices

B-1: Staff Recommendation Land Use Maps

B-2: Areas of Consideration Analysis

B-3: Willows Road Study Area Water and Sewer Feasibility Study

I. Introduction

Staff initially prepared a Draft Plan for this project based, primarily, on recommendations from community planning and sponsor groups, when applicable. The Draft Plan included proposed changes to the General Plan land use map and community and subregional plans. A Supplemental Environmental Impact Report (SEIR) was prepared which analyzed the Draft Plan as the Proposed Project. In February to March 2013, the Draft Plan and SEIR were circulated for a 45-day public review period.

For the communities of Cuyamaca, Descanso, Pine Valley, Jamul/Dulzura, Julian, Lake Morena/Campo, Ramona, and most of Alpine, the changes proposed in the Draft Land reflect the recommendations of the applicable community planning or sponsor group. For two parcels in Alpine, the Alpine Community Planning Group (CPG) changed its recommendation to a higher density subsequent to the preparation of the SEIR.

While the Palomar Mountain Planning Organization did not make a formal recommendation for the Draft Plan for Palomar Mountain, the group implicitly supports and the Draft Plan has not raised any concerns with the changes proposed to the land use designations for that area on the Draft Land Use Map. Finally, there is no planning or sponsor group for Pendleton-DeLuz or the unrepresented portions of Central Mountain, Desert, Mountain Empire, or North Mountain.

The Draft Plan did not address the Mobility Element; however, a Traffic Study was prepared as part of the Draft SEIR. This study identified road segments that, with buildout of the Draft Land Use Map, would either need to be reclassified to a wider designation with additional travel lanes or the County would need to accept them to operate at a Level of Service (LOS) E or F.

II. Land Use Map Revisions

This section describes the staff recommendation for the GPA land use map and identifies how it differs from the Draft Plan analyzed in the SEIR as the Proposed Project. Appendix 1 to this Attachment B includes community level land use maps as recommended by staff. The parcels included with this project are outlined with a heavy red line. Areas shown with the blue hatch represent parcels where the staff recommended land use designation differs from the Draft Plan.

As part of the public review for the Draft Plan, staff received public comment letters that raised concerns with the land use map. Staff reviewed the concerns expressed in these comment letters and prepared an analysis for each area identified. Table 1, Land Use Map Areas of Consideration, provides a summary of each area of concern, along with a comparison of the designations proposed on the Draft Plan with Staff Recommendation. The Staff Recommendation land use map is the same as the Draft Plan in the communities of Descanso, Julian, Pine Valley, Ramona and portions of the Desert, Mountain Empire, and North Mountain Subregions not represented by a planning or sponsor group.

A more detailed analysis for each area of consideration is provided in Appendix 2. The analysis provides a comparison the potential dwelling unit yield between the Draft Land Use Map and Staff Recommendation. The analysis for each area of consideration includes a description of the property, context, physical and environmental constraints, and the rationale for staff's recommendation.

Table 1: Land Use Map Areas of Consideration

ID #	Acreage	# Parcels	SEIR	Recommendation ¹		Maximum Dwelling Units ¹		
				CPG ²	Staff	SEIR	CPG ²	Staff
Alpine [AL]								
1	286	22	SR-1	SR-10/Tribal ^{NOTE 2}		238	20	
2								
A	4	1	RC		SR-4	comm		SR-4
B	5	1	RC	SR-4 ^{NOTE 2}		comm	SR-4	
3	249	48	Village Core Mixed Use (VCMU) / RC			1505 ^{NOTE 3}	808 ^{NOTE 4}	
4	16	1	RC	VR-2 ^{NOTE 2}		comm	32	
5	686	86	SR-1, SR-2 SR-4	VR-2, SR-1 SR-2, SR-4 ^{NOTE 2}	VR-2, SR-1 SR-4, SR-10	401	607	495
6	427	161	RC, SR-4	RC, VR-2, SR-1 SR-2, SR-4 ^{NOTE 2}	RC, VR-2, SR-1 SR-4, SR-10	146	248	141
7	360	6	SR-10	SR-10, RL-40 ^{NOTE 2}	RL-40	21	12	9
8	1,748	23	RL-20		RL-40	81		41
9	1,458	209	SR-10	RL-20 ^{NOTE 2}		222	211	
10	247	17	SR-10	RL-20 ^{NOTE 2}		19	17	
11								
A	76	1	SR-2	RL-40 ^{NOTE 2}		35	1	
B	124	4	SR-2		RL-40	47		4
Cuyamaca [CU]								
1	2,634	94	RL-40		RL-40/RL-80	94	82	
Descanso [DE]								
1	321	10	RL-40			12		
2	384	42	SR-10			45		
3	171	17	SR-10			16		
Central Mountain [CM]								
1	120	1	RL-40	N/A	RL-80	3	N/A	1
Jamul / Dulzura [JD]								
1	730	4	RL-40		RL-80	18	9	
Mountain Empire [Lake Morena-LM]								
1	134	5	SR-10		RL-20	13	7	
North Mountain [NM]								
1	120	7	SR-10		RL-40	10	7	
2	441	37	SR-10		SR-10/RL-40	40	38	
3	22	1	SPA	N/A	SPA	0	N/A	0
Pendleton-DeLuz [PD]								
1	1,008	18	RL-40	N/A	RL-80	24	N/A	18

Notes:

- 1 Staff and Community Planning Group (CPG) recommendations are the same for cells spanning two columns
- 2 Recommendation from Alpine CPG meeting of September 19, 2013
- 3 SEIR Traffic Study assumed a density of 20 dwelling units per acre
- 4 Staff Recommendation assumes a density of 10.9 dwelling units per acre for VCMU designated area

III. Land Use Element Revisions

This project proposes revisions to two sections of the General Plan Land Use Element: the Land Use Designations and Regional Categories Map.

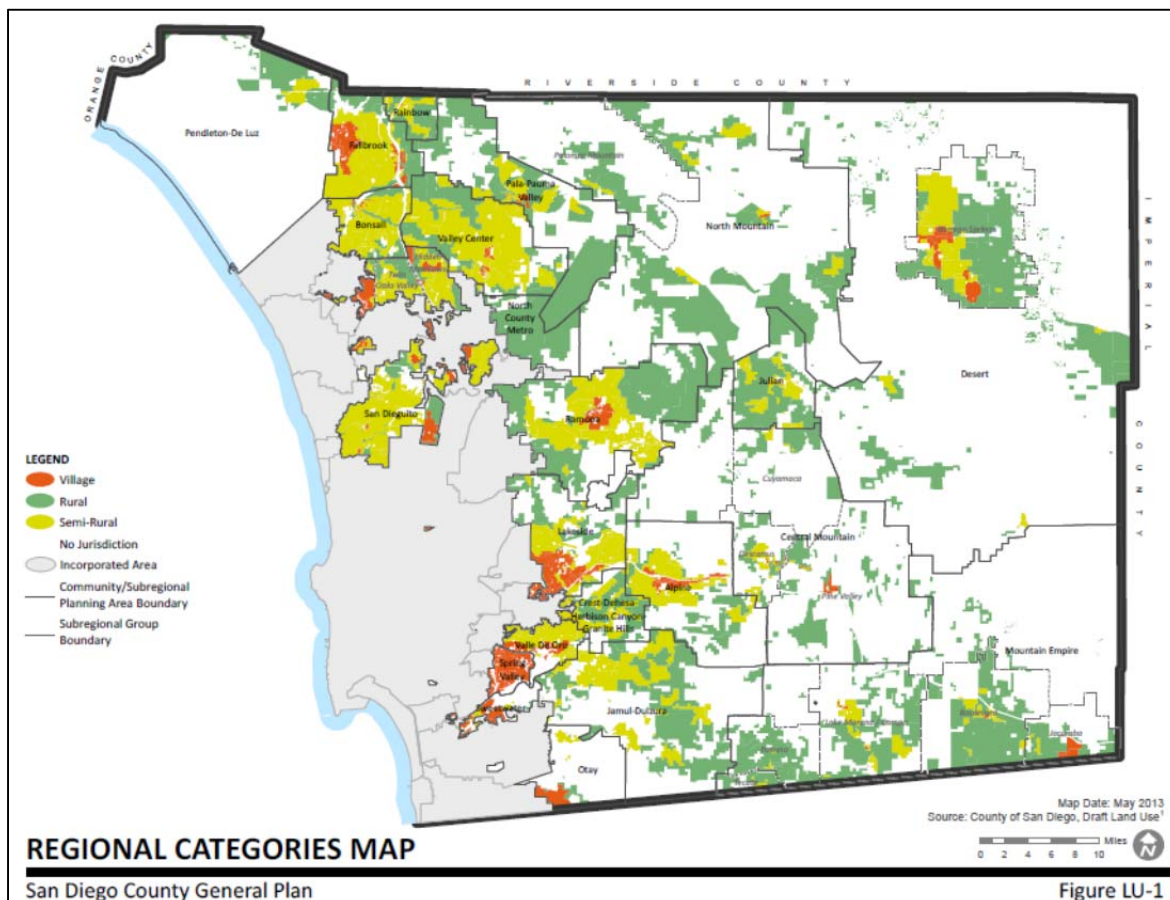
Land Use Designations

The *Other Land Use Designations* section of the Land Use Element includes Forest Conservation Initiative Lands as a land use designation. This project would remove this designation and associated text from the General Plan. The text proposed to be removed from page 3-18 of the Land Use Element is shown in ~~strikeout~~ below.

~~Forest Conservation Initiative Lands. This designation applies to lands affected by the Forest Conservation Initiative (FCI) of 1993. This initiative mandated specific land use designations, goals, and policies (provided in the Forest Conservation Initiative Appendix), which are in effect through December 31, 2010. Upon expiration of the FCI, the General Plan must be amended to remap the lands in conformance with this General Plan.~~

Regional Categories Map

The land use map changes proposed by this GPA require revisions to Figure LU-1, Regional Categories Map, shown on page 3-19 of the Land Use Element. The proposed changes would remove the Forest Conservation Initiative overlay on the map and replace those areas with the regional categories for the new land use designations in the Staff Recommendation. Figure LU-1 as revised is shown below.



IV. Mobility Element Revisions

A Traffic Impact Assessment Analysis was prepared as part of the SEIR (see <http://www.sdcountry.ca.gov/pds/advance/GPA-12-004-Appn-D-Traffic-Study.pdf>). This assessment uses as a baseline the traffic analysis prepared for the General Plan Update that was adopted in August 2011. The SEIR Traffic Assessment identified eight road segments in Alpine that are forecast to change from a level of service (LOS) D or better to LOS E or F with buildout of the Draft Plan (proposed project in the SEIR). These road segments are listed below.

- Alpine Boulevard from Tavern Road to Boulders Road
- Alpine Boulevard from Louise Drive to Viejas View Place
- Alpine Boulevard from West Willows Road to East Willows Road
- South Grade Road from Eltinge Drive to Olive View Road
- West Willows Road from Alpine Boulevard to Otto Avenue
- Willows Road (West) from Otto Avenue to Viejas Casino Road
- Viejas Casino Road from Willows Road (West) to Willows Road (East)
- Willows Road (East) from Viejas Casino Road to I-8 On-Ramp

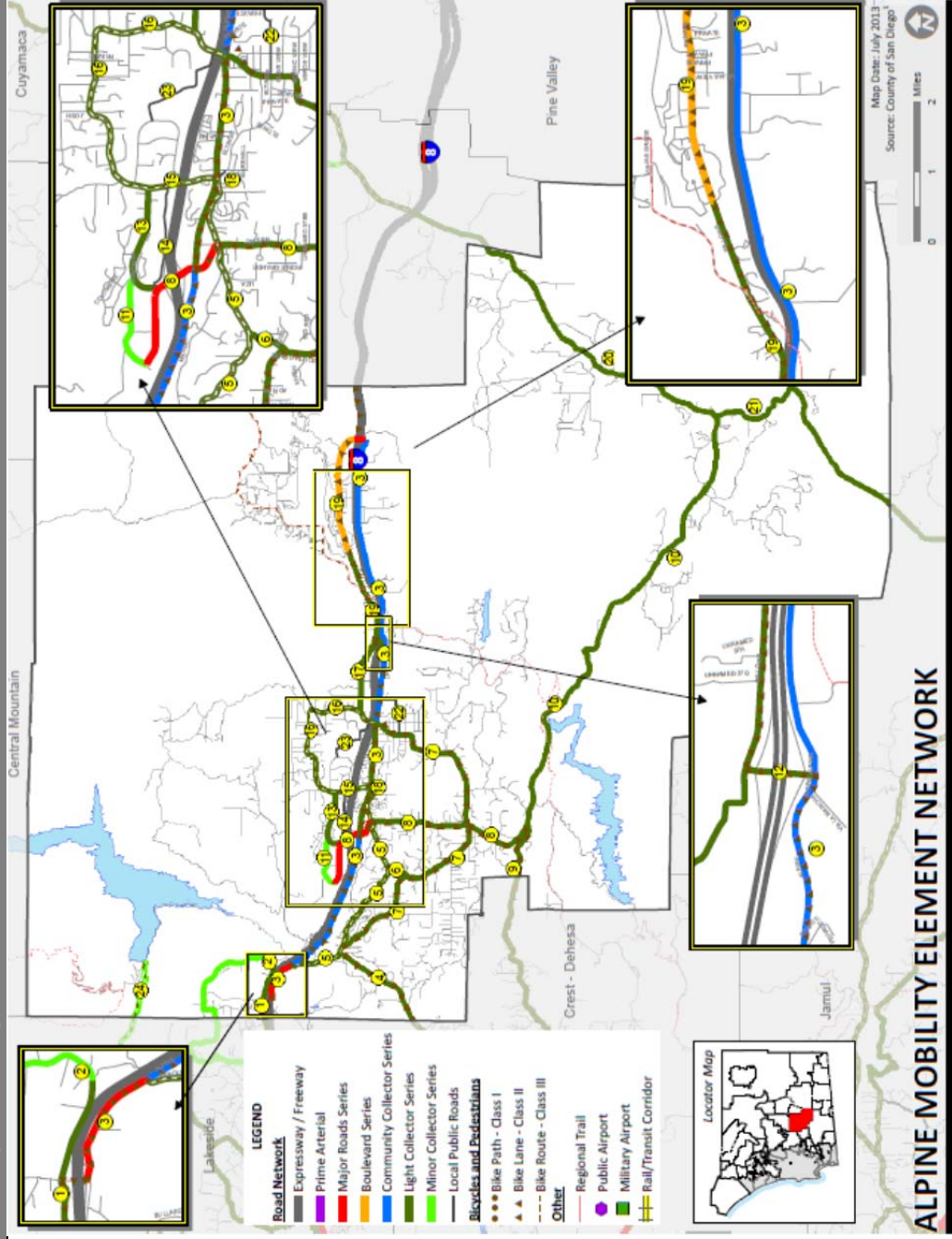
The land use changes proposed by the Staff Recommendation will reduce land use intensities north and south of Interstate 8 in Alpine when compared to the Draft Plan. These changes would reduce the forecast traffic volumes at buildout of the land use map on Willows Road and on Alpine Boulevard east of West Willows Road; however, these road segments would still operate at LOS E or F.

With the exception of Willows Road east of Viejas Casino Road, on April 4, 2013 the Alpine CPG recommended to accept a lower LOS on all other road segments identified above, rather than increase the number of travel lanes. As a result, the Staff Recommendation proposes to modify Mobility Element Table M-4, Road Segments Where Adding Travel Lanes is Not Justified, to include those road segments.

The CPG recommended changing the classification of Willows Road from Viejas Casino Road east to the Interstate 8 westbound on-ramp at Willows Road to a 4.2B Boulevard with Intermittent Turn Lanes. The staff recommendation is consistent with the CPG recommendation.

The proposed changes to the Mobility Element are shown on the following pages. Changes to the Mobility Element network map and matrix are shown first, then changes to Table M-4, Road Segments Where Adding Travel Lanes is Not Justified, are shown identifying new road segments where the addition of travel lanes is not justified.

Alpine Community Planning Area



San Diego County General Plan

Figure M-A-1

Proposed Change: Revise the designation for a portion of Willows Road from 2.2E Light Collector to 4.2A Boulevard with Raised Median

Mobility Element Network—Alpine Community Planning Area Matrix			
ID	Road Segment	Designation/Improvement #.#X = [# of lanes], [roadway classification][improvement]	Special Circumstances
8	Tavern Road (SA 380) Segment: Tavern Lane <u>New Road 11</u> to Japatul Road	4.1A Major Road <u>Continuous Turn Lane – New Road 11</u> Raised Median Tavern Lane to Alpine Boulevard Arnold Way 2.2D Light Collector Improvement Options [Raised Median]—Arnold Way to South Grade Road 2.2E Light Collector South Grade Road to Japatul Road	None Caltrans Facilities Programming Improvements (widening) of the Interstate 8 overpass are not programmed in the 2030 RTP (Reasonably Expected Revenue scenario)
12	Tavern Lane Segment: New Road 11 to Tavern Road	4.1A Major Road Median [Continuous Left Turn Lane]	None Note: This road segment is considered part of Tavern Road. As such, a separate ID is not necessary. See Tavern Road for designations and improvements.
12	<u>West Willows Road¹</u> Segment: <u>Willows Road</u> to <u>Alpine Boulevard</u>	<u>2.2E Light Collector</u>	<u>None</u>
19	<u>Willows Road (SC 2000)</u> Segment: Otto Avenue to Alpine Boulevard	2.2E Light Collector Otto Avenue/ <u>West Willows Road</u> to Viejas Casino Road 4.2B Boulevard Intermittent Turn Lanes—Viejas Casino Road <u>east to I-8 westbound on-ramp (Exit 36)</u> 2.2E Light Collector Viejas Casino area to I-8 westbound on-ramp at East Willows Road 4.1A Major Road Raised Median—I-8 westbound on-ramp at East Willows Road to Alpine Boulevard	Accepted at LOS F Segment: Alpine Boulevard to Viejas Grade Road
24	<u>El Monte Road (SC 1920)</u> Segment: Lakeside community boundary to <u>El Capitan Reservoir</u>	<u>2.3C Minor Collector</u>	<u>None</u>

Table M-4 Road Segments Where Adding Travel Lanes is Not Justified			
Road	Classification	From	To
State Highways^a			
SR 67	4.1B Major Road with Intermittent Turn Lanes	Poway city limits	Scripps Poway Pkwy. (Lakeside)
	4.1A Major Road with Raised Median	Scripps Poway Pkwy. (Lakeside)	Sycamore Park Dr. (Lakeside)
	4.1A Major Road with Raised Median	Johnson Lake Rd. (Lakeside)	Posthill Rd. (Lakeside)
	4.1B Major Road with Intermittent Turn Lanes	11 th Street (Ramona)	Pine Street/SR-78 (Ramona)
SR-76/Pala Rd. ^b	4.1A: 4-Ln Major Road w/ Raised Median	Old Hwy 395 (Fallbrook)	I-15 SB Ramps (Fallbrook)
	2.1D Community Collector w/ Improvement Options	Pala Del Norte Rd. (Pala Pauma)	Sixth St (Pala Pauma)
Main Street/SR-78	4.2B: 4-Ln Boulevard w/ Intermittent Turn Lanes	9th St (Ramona)	Pine St (Ramona)
County Mobility Element Roads			
Alpine Blvd.	2.2A Light Collector w/ Raised Median	Tavern Boulder Rd. (Alpine)	South Grade Rd. Louise Dr. (Alpine)
	2.1D Community Collector w/ Improvement Options	South Grade Rd. (Alpine)	West Willows Rd. (Alpine)
	2.1C Community Collector w/ Intermittent Turn Lanes	West Willows Rd. (Alpine)	Willows Rd.(East) (Alpine)
Bancroft Dr.	2.2D Light Collector w/ Improvement Options	Troy St (Spring Valley)	SR-94 EB Ramps (Spring Valley)
Briarwood Rd.	2.1D Community Collector w/ Improvement Options	SR-54 WB Ramps (Sweetwater)	Robinwood Rd (Sweetwater)
Campo Rd.	4.2B Boulevard w/ Intermittent Turn Lanes	Kenwood Dr (Valle de Oro)	Conrad Dr (Valle de Oro)
Central Ave.	2.2B Light Collector w/ Continuous Turn Lane	Sweetwater Rd. (Sweetwater)	Bonita Rd. (Sweetwater)
	2.2C Light Collector w/ Intermittent Turn Lanes	Bonita Rd. (Sweetwater)	Frisbee St. (Sweetwater)
De Luz Rd.	2.2C Light Collector w/ Intermittent Turn Lanes	Dougherty St. (Fallbrook)	W. Mission Rd. (Fallbrook)
Deer Springs Rd.	4.1B Major Road w/ Intermittent Turn Lanes	I-15 NB Ramps (NC Metro)	N Centre City Pkwy (NC Metro)
Del Dios Hwy.	2.1D Community Collector w/ Improvement Options	El Camino Del Norte (San Dieguito)	Via Rancho Pkwy (North County Metro)
E. Mission Rd.	4.2B Boulevard w/ Intermittent Turn Lanes	Live Oak Park Rd. (Fallbrook)	I-15 SB Ramps (Fallbrook)
El Apajo	2.1A Community Collector w/ Raised Median	Villa De La Valle (San Dieguito)	Via De Santa Fe (San Dieguito)

Table M-4 Road Segments Where Adding Travel Lanes is Not Justified			
Road	Classification	From	To
El Camino del Norte	2.2F Light Collector w/ Reduced Shoulder	Aliso Canyon Rd. (San Dieguito)	Del Dios Hwy./Paseo Delicias (San Dieguito)
Fuerte Dr.	2.2E Light Collector	Bancroft Dr. (Valle de Oro)	Avacado Blvd. (Valle de Oro)
Jamacha Rd.	6.2 Prime Arterial	Campo Rd/SR-94 (Valle de Oro)	Fury Ln. (Valle de Oro)
	4.1B Major Road w/ Intermittent Turn Lanes	SR-125 SB Ramps (Spring Valley)	Sweetwater Rd (Spring Valley)
La Bajada/ La Granada	2.2F Light Collector w/ Reduced Shoulder	Rancho Santa Fe Rd. (San Dieguito)	Paseo Delicias (San Dieguito)
Lake Jennings Park Rd.	4.1B Major Road w/ Intermittent Turn Lanes	I-8 Business Route (Lakeside)	I-8 WB Off-Ramp (Lakeside)
Lilac Rd.	4.2B Boulevard w/ Intermittent Turn Lanes	New Road 19 (Valley Center)	Valley Center Rd. (Valley Center)
Linea del Cielo	2.2F Light Collector w/ Reduced Shoulder	El Camino Real (San Dieguito)	Rambla de las Flores (San Dieguito)
Los Coches Rd.	2.1D Community Collector w/ Improvement Options	Woodside Ave (Lakeside)	I-8 Business Route (Lakeside)
Lyons Valley Rd.	2.2B Light Collector w/ Continuous Turn Lane	Campo Rd. (Jamul)	Skyline Truck Trail (Jamul)
Maine Ave.	2.2E Light Collector	Mapleview St (Lakeside)	Woodside Ave (Lakeside)
Mapleview St.	4.1A Major Road w/ Raised Median	Maine Ave. (Lakeside)	Ashwood St (Lakeside)
Mountain Meadow Rd./ Mirar de Valle	2.1D Community Collector w/ Improvement Options	North Broadway (NC Metro)	New Road 19 (Valley Center)
New Road 19	4.2B Boulevard w/ Intermittent Turn Lanes	Mirar de Valle Road (Valley Center)	Lilac Road (Valley Center)
Old Hwy 395	2.1D Community Collector w/ Improvement Options	5th St. (Rainbow)	Interstate 15 NB ramp (Fallbrook)
Old Hwy 395	2.1A Community Collector w/ Raised Median	Interstate 15 SB ramp (Fallbrook)	Stewart Canyon Dr. (Fallbrook)
	2.1D Community Collector w/ Improvement Options	Pala Rd. (Fallbrook)	Dublin (W) Rd. (Fallbrook)
Paradise Valley Rd.	4.1B Major Road w/ Intermittent Turn Lanes	Elkelton Blvd (Spring Valley)	Sweetwater Rd (Spring Valley)
Paseo Delicias	2.2A Light Collector w/ Raised Median	Via De La Valle (San Dieguito)	El Camino Del Norte (San Dieguito)
Pomerado Rd.	4.1A Major Road w/ Raised Median	I-15 NB Ramps (County Islands)	Willow Creek Rd. (County Islands)
Rainbow Valley Blvd. West	2.2D Light Collector	I-15 NB Ramps (Rainbow)	Old Hwy. 395 (Rainbow)
Rancho Santa Fe Road	2.2F Light Collector w/ Reduced Shoulder	Encinitas city limits	La Bajada (San Dieguito)

Table M-4 Road Segments Where Adding Travel Lanes is Not Justified			
Road	Classification	From	To
San Dieguito Rd.	2.1A Community Collector w/ Raised Median	El Apajo Rd. (San Dieguito)	San Diego city limits
7 th St.	2.2E Light Collector	Elm St. (Ramona)	A St. (Ramona)
		Main St. (Ramona)	D St. (Ramona)
South Grade Rd.	2.2C Light Collector w/ Intermittent Turn Lanes	Eltinge Drive (Alpine)	Olive View Road (Alpine)
Valley Center Rd.	4.2A Boulevard w/ Raised Median	Miller Rd (Valley Center)	Indian Creek Rd (Valley Center)
Via de la Valle	2.1B Community Collector w/ Continuous Turn Lane	San Diego city limits (San Dieguito)	Las Planideras (San Dieguito)
	2.1E Community Collector	Las Planideras (San Dieguito)	Paseo Delicias (San Dieguito)
West Willows Rd.	2.2E Light Collector	Alpine Blvd (Alpine)	Viejas Grade Rd. Otto Ave. (Alpine)
Wildcat Canyon Rd.	2.1D Community Collector w/ Improvement Options	Willow Rd. (Lakeside)	Barona Casino (Ramona)
Willows Road (West)	2.2E Light Collector	Otto Ave. (Alpine)	Viejas Casino Rd. (Alpine)
Willows Road (East)	4.2B Boulevard w/ Intermittent Turn Lanes	Viejas Casino Rd. (Alpine)	Alpine Blvd. (Alpine)
Woods Valley Rd.	2.2C Light Collector w/ Intermittent Turn Lanes	Oakmont Rd (Valley Center)	Karibu Ln. (Valley Center)
Woodside Ave.	4.2A Boulevard w/ Raised Median	SR-67 NB Off Ramp (Lakeside)	Riverford Rd. (Lakeside)

a. The cross-sections for State Highway reflect the design in the Project Authorization/Environmental Document (PA/ED), which are different from those of the County Mobility Element road classifications.

b. Roads noted are on the Congestion Management Program (CMP). Acceptable LOS for roads on the CMP is LOS E or better.

V. Community and Subregional Plan Revisions

North Mountain Subregional Plan

This GPA would add a section at the end of Chapter 2, Land Use, concerning multi-use communications structures, to partially compensate for the removal of the Telecommunication Site Overlay Designation under the General Plan Update in August 2011. In addition, the project includes proposed amendments to the Zoning Ordinance to add a Communications Facilities overlay (see Section VI Zoning Revisions).

MULTI-USE COMMUNICATIONS FACILITIES OVERLAY

An overlay, shown on Figure 1, identifies Palomar Mountain Multi-use Communications Facilities Overlay. The purpose of this overlay is to specify areas that have been determined to be acceptable locations for the operation of communications facilities and to promote co-location of communications facilities within those areas. Communications facilities include antennas and/or microwave dishes that send and/or receive radio frequency signals. These facilities may include structures, towers or accessory buildings. This overlay does not pertain to cell towers; however, antennas and equipment for cellular communications would be appropriate for co-location on communications facilities allowed by the overlay.

This overlay does not provide exemptions from any of the requirements of the County's Wireless Telecommunications Facilities Ordinance. State and local government emergency services and essential services are exempt from co-locating their communications facilities with commercial communication facilities and from siting their communication facilities within the overlay area as required for public safety. The objective of this overlay is to promote the effective, efficient and coordinated activities of the broadcasting and communications industry and to encourage the sharing of such areas by multiple operators.

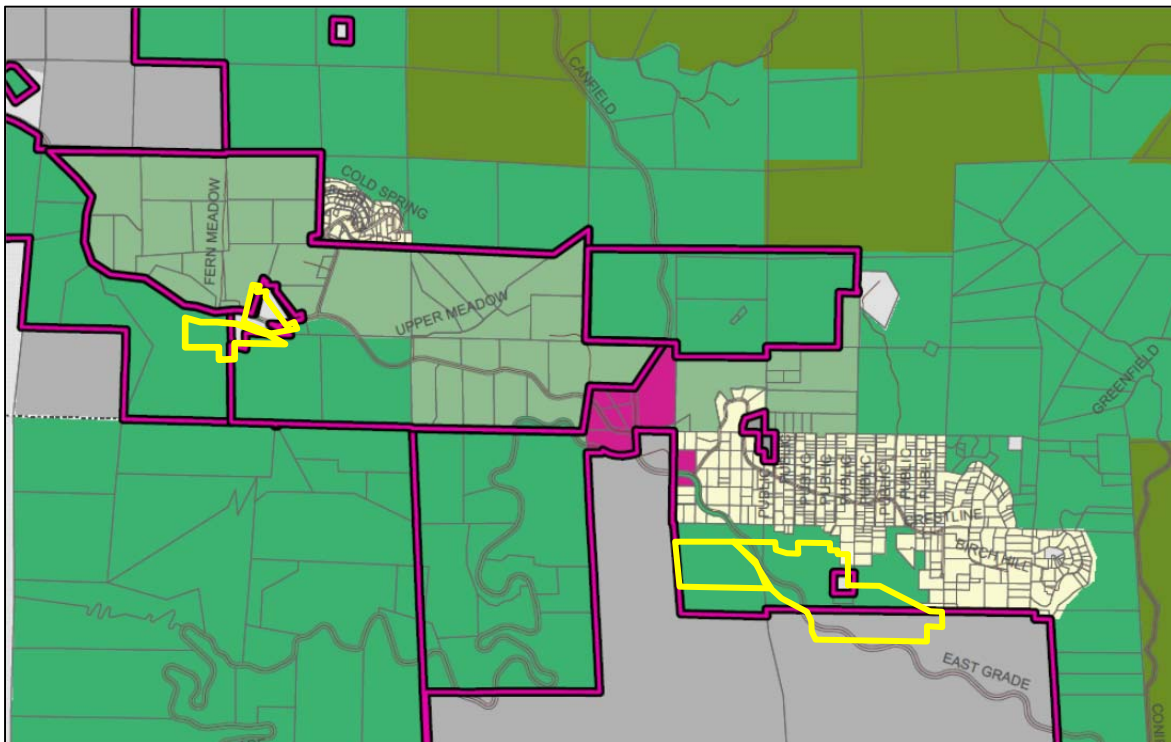
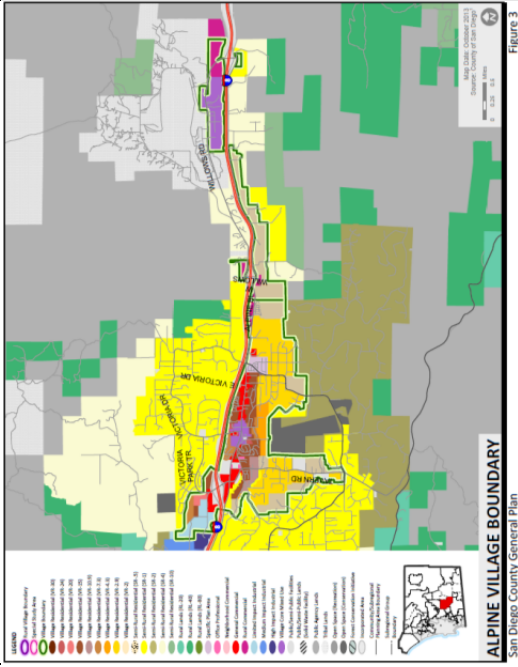


Figure 1: Acceptable sites (outlined in yellow) for communications facilities on Palomar Mountain.

Alpine Community Plan

The proposed Community Plan revisions reflect proposed land use map changes that would assign land use designations that extend the Alpine Village to the eastern end of Willows Road along with an expansion to the existing village boundary. In addition, the proposed Community Plan changes recognize that an expansion of the water and sewer service areas is required to serve the land use intensities proposed for the eastern areas of the planning area.

Alpine Community Plan			
Page	Section	Revision	Rationale for Change
5	2 Community Character Findings	Revise the last paragraph on the page as follows: The community character of Alpine will be best maintained by a gradual decrease in density from the County Town village and a centralized industrial and commercial area. It is the intent of the community to keep residential and agricultural areas of Alpine free from industrial and major commercial encroachments.	Revised to reflect the expansion of the Village at East Willows Road based on the Draft Plan endorsed by the Alpine Community Planning Group.
6	2 Community Character Findings	Revise the first paragraph on the page as follows: Within the Rural Village boundary (Refer to Figure 3 on page 9), the design guidelines contained in the Alpine Design Manual will ensure that development is consistent with Alpine's village character.	Same as above.
6	2 Community Character Findings	Add the following paragraph at the end of the Findings section: <u>Expansions of imported water and sanitary sewer services are necessary to accommodate the increased land use intensities identified on the Alpine General Plan land use map. More specifically, both imported water and sewer services are necessary to fully realize the land use intensities allowed by the Village land use designated areas along Willows Road east of Viejas and residential densities south of Alpine Boulevard between the Interstate 8 interchanges at West Willows Road and at the eastern end on Willows Road.</u>	Added to identify where expansions to imported water and sanitary sewer services are necessary based on increased densities proposed by the Draft Land Use Map endorsed by the Alpine Community Planning Group.

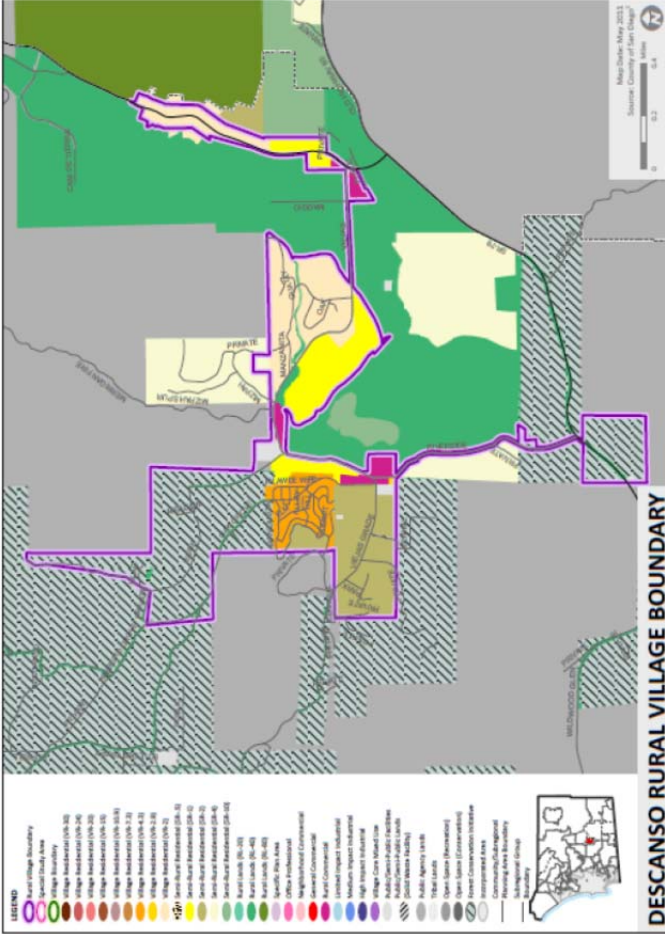
Alpine Community Plan			
Page	Section	Revision	Rationale for Change
9	1 Community Character Figure 3 Alpine Village Boundary		Figure revised to show an expanded village area
11	2 Land Use General Findings	<i>Revise the second paragraph under Findings as follows:</i> The pattern for community development presented in the Alpine Community Plan accommodates growth in and surrounding the existing town; designating the agricultural areas and the remote, more mountainous areas for low density rural uses. Residential development ranging from single-family houses on half acre or less lots to multi-family units is contained <u>within</u> the Village boundary. Major commercial development is generally restricted to properties along Alpine Boulevard, Arnold Way, Willows Road, and to the Tavern Road-Interstate 8 Interchange area.	Added to reflect the draft land use map recommended by the Alpine Community Planning Group.
11	2 Land Use General	<i>Revise Policy 2 as follows:</i> Direct higher density residential development to the existing and planned urban services area; continue existing densities to the imported water service area; and encourage low densities beyond those limits.	Added to reflect the draft land use map recommended by the Alpine Community Planning Group, which assigns land use intensities requiring urban services to the north and south of Interstate 8 east of the Alpine Village.

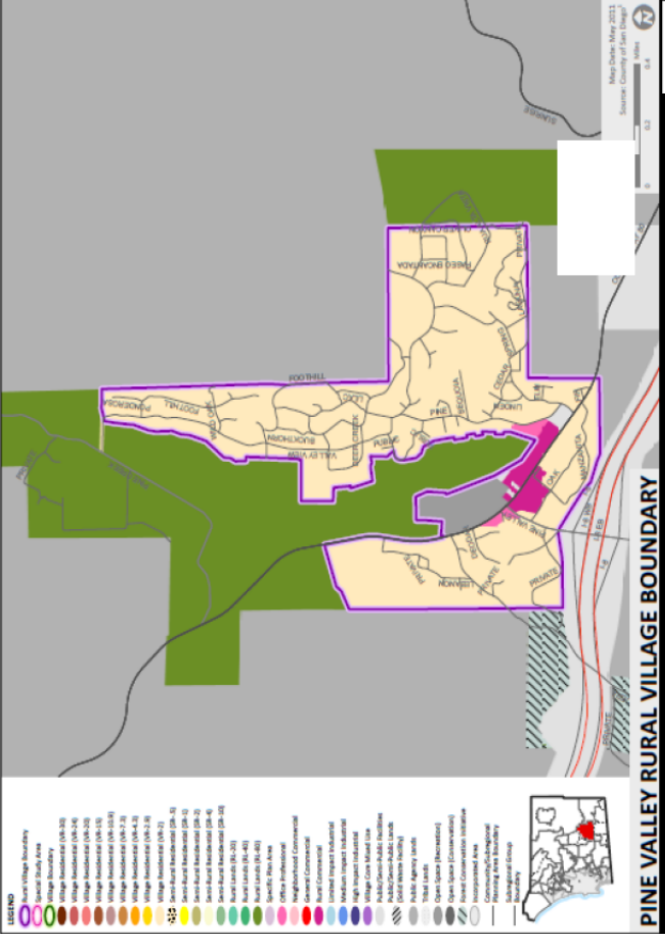
Alpine Community Plan			
Page	Section	Revision	Rationale for Change
12	2 Land Use Residential	Revise Policy 2 as follows: Higher density development in the existing sanitation district area is encouraged over that in areas requiring major extension of sewer lines, <u>with the exception of the Willows Road area east of the Viejas casino where mixed use development is also encouraged.</u>	Added to reflect the draft land use map recommended by the Alpine Community Planning Group, which would assign a Village Core Mixed Use designation east of the Viejas Casino complex.
27	7 Public Facilities and Services <u>Water - Findings</u>	Most of the central area of Alpine is serviced by Padre Dam Municipal Water District. There is sufficient water to serve the existing population. <u>The General Plan land use map assigns densities that cannot be fully developed without expanding the Water District east to the expanded Alpine Village boundary.</u>	Added to reflect that the draft land use map recommended by the Alpine Community Planning Group, which will require an expansion of the water services area in Alpine.
28	7 Public Facilities and Services <u>Sewer - Findings</u>	Revise the last paragraph as follows: Major annexations and extensions of service areas have been granted over the past several years by the Alpine Sanitation District and LAFCO. <u>The General Plan land use map assigns densities that cannot be fully developed without further expansion of the Sanitation District to the east along Interstate 8.</u>	Added to reflect that the draft land use map recommended by the Alpine Community Planning Group, which will require and expansion of the sewer services area in Alpine.
12	2 Land Use Residential	Revise Policy 2 as follows: Higher density development in the existing sanitation district area is encouraged over that in areas requiring major extension of sewer lines, <u>with the exception of the Willows Road area east of the Viejas casino where mixed use development is also encouraged.</u>	Added to reflect the draft land use map recommended by the Alpine Community Planning Group, which would assign a Village Core Mixed Use designation east of the Viejas Casino complex.
27	7 Public Facilities and Services <u>Water - Findings</u>	Most of the central area of Alpine is serviced by Padre Dam Municipal Water District. There is sufficient water to serve the existing population. <u>The General Plan land use map assigns densities that cannot be fully developed without the expansion of the Water District east to the East Willows interchange both north and south of Interstate 8.</u>	Added to reflect that the draft land use map recommended by the Alpine Community Planning Group, which will require an expansion of the water services area in Alpine.

Alpine Community Plan			
Page	Section	Revision	Rationale for Change
28	7 Public Facilities and Services <u>Sewer - Findings</u>	<i>Revise the last paragraph as follows:</i> Major annexations and extensions of service areas have been granted over the past several years by the Alpine Sanitation District and LAFCO. <u>The General Plan land use map assigns densities that cannot be fully developed without further expansion of the Sanitation District along Willows Road east of the Viejas Casino complex on the north side of Interstate 8.</u>	Added to reflect that the draft land use map recommended by the Alpine Community Planning Group, which will require and expansion of the sewer services area in Alpine.

Central Mountain Subregional Plan

The proposed Subregional Plan revisions remove a reference to the now expired Forest Conservation Initiative 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.

Central Mountain Subregional Plan			
Page	Section	Revision	Rationale for Change
57	Figure 7 Descanso Rural Village Boundary	 The map displays the Descanso Rural Village Boundary, which is outlined in a thick purple line. The interior of the boundary is divided into various colored regions representing different land use designations. A legend on the left side of the map lists these designations with corresponding color swatches. The legend includes categories such as Rural Village Boundary, Rural Village Core Area, and various Rural Land Use Designations (e.g., Rural Land Use Designation (N/A-10), Rural Land Use Designation (N/A-11), etc.). The map also shows surrounding areas, including the San Diego County General Plan boundary and the Descanso Rural Village Boundary. A scale bar and north arrow are located in the bottom right corner of the map area.	This figure is being replaced with one that shows land use designations for the former FCI lands, rather than the green hatch currently shown on the figure in the Subregional Plan.

Central Mountain Subregional Plan			
Page	Section	Revision	Rationale for Change
57	Figure 8 Pine Valley Rural Village Boundary	 The map displays the Pine Valley Rural Village Boundary, which is outlined in a thick purple line. The boundary encompasses a large area of green-shaded land, likely representing forested or undeveloped areas. Within this boundary, there are several smaller, irregularly shaped areas shaded in yellow and orange, possibly indicating specific land use zones or sub-villages. The map includes a detailed legend on the left side, listing various land use categories and their corresponding colors. The legend includes items such as 'Pine Valley Rural Village Boundary', 'Pine Valley Rural Village Boundary (PVR-10)', 'Pine Valley Rural Village Boundary (PVR-11)', 'Pine Valley Rural Village Boundary (PVR-12)', 'Pine Valley Rural Village Boundary (PVR-13)', 'Pine Valley Rural Village Boundary (PVR-14)', 'Pine Valley Rural Village Boundary (PVR-15)', 'Pine Valley Rural Village Boundary (PVR-16)', 'Pine Valley Rural Village Boundary (PVR-17)', 'Pine Valley Rural Village Boundary (PVR-18)', 'Pine Valley Rural Village Boundary (PVR-19)', 'Pine Valley Rural Village Boundary (PVR-20)', 'Pine Valley Rural Village Boundary (PVR-21)', 'Pine Valley Rural Village Boundary (PVR-22)', 'Pine Valley Rural Village Boundary (PVR-23)', 'Pine Valley Rural Village Boundary (PVR-24)', 'Pine Valley Rural Village Boundary (PVR-25)', 'Pine Valley Rural Village Boundary (PVR-26)', 'Pine Valley Rural Village Boundary (PVR-27)', 'Pine Valley Rural Village Boundary (PVR-28)', 'Pine Valley Rural Village Boundary (PVR-29)', 'Pine Valley Rural Village Boundary (PVR-30)', 'Pine Valley Rural Village Boundary (PVR-31)', 'Pine Valley Rural Village Boundary (PVR-32)', 'Pine Valley Rural Village Boundary (PVR-33)', 'Pine Valley Rural Village Boundary (PVR-34)', 'Pine Valley Rural Village Boundary (PVR-35)', 'Pine Valley Rural Village Boundary (PVR-36)', 'Pine Valley Rural Village Boundary (PVR-37)', 'Pine Valley Rural Village Boundary (PVR-38)', 'Pine Valley Rural Village Boundary (PVR-39)', 'Pine Valley Rural Village Boundary (PVR-40)', 'Pine Valley Rural Village Boundary (PVR-41)', 'Pine Valley Rural Village Boundary (PVR-42)', 'Pine Valley Rural Village Boundary (PVR-43)', 'Pine Valley Rural Village Boundary (PVR-44)', 'Pine Valley Rural Village Boundary (PVR-45)', 'Pine Valley Rural Village Boundary (PVR-46)', 'Pine Valley Rural Village Boundary (PVR-47)', 'Pine Valley Rural Village Boundary (PVR-48)', 'Pine Valley Rural Village Boundary (PVR-49)', 'Pine Valley Rural Village Boundary (PVR-50)', 'Pine Valley Rural Village Boundary (PVR-51)', 'Pine Valley Rural Village Boundary (PVR-52)', 'Pine Valley Rural Village Boundary (PVR-53)', 'Pine Valley Rural Village Boundary (PVR-54)', 'Pine Valley Rural Village Boundary (PVR-55)', 'Pine Valley Rural Village Boundary (PVR-56)', 'Pine Valley Rural Village Boundary (PVR-57)', 'Pine Valley Rural Village Boundary (PVR-58)', 'Pine Valley Rural Village Boundary (PVR-59)', 'Pine Valley Rural Village Boundary (PVR-60)', 'Pine Valley Rural Village Boundary (PVR-61)', 'Pine Valley Rural Village Boundary (PVR-62)', 'Pine Valley Rural Village Boundary (PVR-63)', 'Pine Valley Rural Village Boundary (PVR-64)', 'Pine Valley Rural Village Boundary (PVR-65)', 'Pine Valley Rural Village Boundary (PVR-66)', 'Pine Valley Rural Village Boundary (PVR-67)', 'Pine Valley Rural Village Boundary (PVR-68)', 'Pine Valley Rural Village Boundary (PVR-69)', 'Pine Valley Rural Village Boundary (PVR-70)', 'Pine Valley Rural Village Boundary (PVR-71)', 'Pine Valley Rural Village Boundary (PVR-72)', 'Pine Valley Rural Village Boundary (PVR-73)', 'Pine Valley Rural Village Boundary (PVR-74)', 'Pine Valley Rural Village Boundary (PVR-75)', 'Pine Valley Rural Village Boundary (PVR-76)', 'Pine Valley Rural Village Boundary (PVR-77)', 'Pine Valley Rural Village Boundary (PVR-78)', 'Pine Valley Rural Village Boundary (PVR-79)', 'Pine Valley Rural Village Boundary (PVR-80)', 'Pine Valley Rural Village Boundary (PVR-81)', 'Pine Valley Rural Village Boundary (PVR-82)', 'Pine Valley Rural Village Boundary (PVR-83)', 'Pine Valley Rural Village Boundary (PVR-84)', 'Pine Valley Rural Village Boundary (PVR-85)', 'Pine Valley Rural Village Boundary (PVR-86)', 'Pine Valley Rural Village Boundary (PVR-87)', 'Pine Valley Rural Village Boundary (PVR-88)', 'Pine Valley Rural Village Boundary (PVR-89)', 'Pine Valley Rural Village Boundary (PVR-90)', 'Pine Valley Rural Village Boundary (PVR-91)', 'Pine Valley Rural Village Boundary (PVR-92)', 'Pine Valley Rural Village Boundary (PVR-93)', 'Pine Valley Rural Village Boundary (PVR-94)', 'Pine Valley Rural Village Boundary (PVR-95)', 'Pine Valley Rural Village Boundary (PVR-96)', 'Pine Valley Rural Village Boundary (PVR-97)', 'Pine Valley Rural Village Boundary (PVR-98)', 'Pine Valley Rural Village Boundary (PVR-99)', 'Pine Valley Rural Village Boundary (PVR-100)'. The map also includes a scale bar at the bottom right, indicating distances in miles and kilometers. A north arrow is located in the bottom right corner. The map is titled 'PINE VALLEY RURAL VILLAGE BOUNDARY' and 'San Diego County General Plan'.	Same as rationale for Figure 7 above.

Central Mountain Subregional Plan				
Page	Section	Revision		Rationale for Change
62	Land Use Designation by Ownership and Plan Designation <u>Descanso Subregional Group Area</u>	<u>PLAN DESIGNATION</u>	<u>OWNERSHIP</u>	Revised allocation of land use designations to reflect the draft land use map recommended by the Descanso Community Planning Group.
		VILLAGE RESIDENTIAL 2	PRIVATE	
		VILLAGE RESIDENTIAL 2.9	PRIVATE	
		VILLAGE RESIDENTIAL 4.3	PRIVATE	
		SEMI-RURAL RESIDENTIAL 1	PRIVATE	
		SEMI-RURAL RESIDENTIAL 2	PRIVATE	
		SEMI-RURAL RESIDENTIAL 4	PRIVATE	
		SEMI-RURAL RESIDENTIAL 10	PRIVATE	
		RURAL COMMERCIAL	PRIVATE	
		OPEN SPACE (CONSERVATION)	PUBLIC/PRIVATE	
		RURAL LANDS 40 *	PRIVATE	
		RURAL LANDS 80	PRIVATE	
		PUBLIC/SEMI-PUBLIC	PUBLIC	
		FEDERAL-AND-STATE LANDS		
		<u>PUBLIC AGENCY LANDS</u>	PUBLIC	
		NO PLAN	INDIAN RESERVATION	
			TOTAL ACRES	
			20,941.38	
		* Includes Lands within the Forest Conservation Initiative		

Jamul/Dulzura Subregional Plan

The proposed Subregional Plan revisions remove a portion of a policy and text that reference the now expired Forest Conservation Initiative.

Jamul/Dulzura Subregional Plan			
Page	Section	Revision	Rationale for Change
9	Chapter 2 Land Use <u>Rural Residential</u> Policy 4	<i>Delete the entire paragraph after subparagraph (f) as follows:</i> Clustering of residential development, however, is prohibited on FCI-affected lands as stipulated in the Forest Conservation Initiative Overlay Land Use Designation in the County General Plan Land Use Element.	Deleted the reference to the Forest Conservation Initiative.
9	Chapter 2 Land Use <u>Rural Residential</u> Policy 5	<i>Delete Policy 5 as follows:</i> Residential development outside the County Water Authority boundary should be limited to densities consistent with the County Groundwater Ordinance. The clustering of dwelling units is acceptable in areas that use groundwater, as long as they meet the provisions of the County Groundwater Ordinance. Clustering of residential development, however, is prohibited on FCI-affected lands as stipulated in the Forest Conservation Initiative Overlay Land Use Designation in the County General Plan Land Use Element	Deleted the reference to the Forest Conservation Initiative.

VI. Zoning Revisions

Consistency with Land Use Map Changes

This project includes minor changes to Zoning Ordinance use regulations and development regulations, including density, lot size, building type, setback and special area regulations on specific properties. Most properties formerly subject to the FCI require no changes to zoning as part of this project. However, in the areas with land use designation changes, the project includes changes in zoning to correspond with the changes in the General Plan land use designation, for example from residential to commercial in the General Plan.

The proposed changes in zoning use regulations comply with the Compatibility Matrix, Section 2050 of Zoning Ordinance by making the zoning consistent with the land use designations. In the cases where density and lot size are affected, zoning is being changed to match the General Plan land use designation, allowing for potential development that would be expected under the General Plan. For example, where densities are increasing, a corresponding reduction in lot size is proposed. In the cases where building type and setbacks are affected, zoning is changed to the typical similar zone that would be found in the same areas with similar use regulations. For example, building types and setbacks found in other commercial zones in the same area would be matched to allow for similar commercial development. Compatible zoning changes must be adopted with General Plan land use designation changes to assure proper implementation of the General Plan in the project area.

VII. Removal of Forest Conservation Initiative Appendix

The text of the Forest Conservation Initiative is currently included as an appendix to the County General Plan. Since the Initiative has expired and the purpose of this project is to redesignate lands that were subject to the Initiative, this appendix is proposed to be removed from the General Plan. The text that is proposed to be removed is shown in ~~strikeout~~ below.

~~FOREST CONSERVATION INITIATIVE~~

~~The People of San Diego County Do Hereby Ordain as Follows:~~

~~Section One—Findings And Purpose~~

~~A. Tremendous development pressures in San Diego County are resulting in the rapid fragmentation and destruction of the Cleveland National Forest. Approximately 55,000 acres of land within the Cleveland National Forest are privately owned and, under existing plans, will inevitably be developed. Sustaining and protecting the wildlife resources of the Cleveland National Forest is highly dependent upon limiting urban encroachment on these private lands. Yet, as with the case of the recent adoption of the Central Mountain Subregional Plan update, extensive development has continued on these biologically sensitive land holdings. This initiative measure creates new policies to limit the conversion of privately owned lands within the Cleveland National Forest to urban uses.~~

~~B. The Cleveland National Forest is one of the largest expanses of undisturbed, natural open space in Southern California and as such is valuable as a watershed, agricultural area, and~~

~~recreational area for the citizens of San Diego County. The area is also home to a number of threatened or endangered animal and plant species including, but not limited to, Mountain Lion, Bald Eagle, Golden Eagle, Least Bell's Vireo, Orange-Throated Whiptail, Yellow Warbler, Coast Horned Lizard, Englemann Oak, Tecate Cypress, Parish's Meadowfoam, and San Diego Thornmint. Parish's Meadowfoam and San Diego Thornmint are listed as endangered by the California Department of Fish and Game. The Golden Eagle and the Least Bell's Vireo are on the Federal lists of sensitive and endangered species, respectively.~~

- ~~C. The unique resources of the Cleveland National Forest are of such significance that development on parcels within the Forest must be restricted. The San Diego County Planning Commission indicated that a parcel size of greater than 20 acres was necessary to preserve those pristine areas, and to minimize the impact of development on public lands. The U.S. Fish and Wildlife Service, the California Department of Parks and Recreation, and numerous wildlife biologists have determined that an 80-acre minimum parcel size is required to protect the resources of the Cleveland National Forest. This initiative amends the San Diego County General Plan to impose a minimum parcel size of 40 acres on all privately owned lands within the boundaries of the Cleveland National Forest and outside Country Towns, through December 31, 2010. The initiative also amends the San Diego County General Plan to provide that all such privately owned lands within the boundaries of the Cleveland National Forest and outside Country Towns, through December 31, 2010. The initiative also amends the San Diego County General Plan to provide that all such privately owned lands fall within the "Environmentally Constrained Area" regional category; except for the amendment relating to such private land holdings, the General Plan provisions governing the "Environmentally Constrained Area" regional category remain unchanged by the initiative through December 31, 2010.~~
- ~~D. Recognizing the need for continued growth and adequate housing in the County, this initiative measure's primary restrictions apply only to the private land holdings located within the boundaries of the Cleveland National Forest as delineated on the San Diego County General Plan Land Use Map. This initiative measure this does not apply to land located within County Towns. County Towns are historically established retail/residential areas serving surrounding low density rural areas. Attached to this initiative are (1) a map of the Cleveland National Forest illustrating the boundaries of the Cleveland National Forest, and (2) Community and Subregional Plan maps showing the locations of Country Towns. There is abundant land within unincorporated San Diego County, within Country Towns and outside the boundaries of the Cleveland National Forest, available to meet the expected housing needs identified by the San Diego County General Plan Housing Element. This initiative measure will allow the County to continue to bear its fair share of regional growth, and to provide an adequate range of housing for all sectors of the community, while assuring the protection of the Cleveland National Forest.~~
- ~~E. The Land Use Element of the San Diego County General Plan adopted January 3, 1979, as amended through April 20, 1992 sets forth several goals essential to protecting the County's~~

~~environmental resources which this initiative reaffirms and readopts to remain in effect through December 31, 2010; these goals are:~~

~~Goal 1.1: Urban Growth be directed to areas within or adjacent to existing urban areas, and that the rural setting and lifestyle of the remaining areas of the County be retained.~~

~~Goal 2.6: Insure preservation of contiguous regionally significant open space corridors.~~

~~Goal 3.1: Protect lands needed for preservation of natural and cultural resources; managed production of resources; and recreational, educational, and scientific activities.~~

~~F. The Open Space Element adopted December 20, 1973, as amended through April 20, 1992 sets forth several goals essential to protecting the County's environmental resources which this initiative reaffirms and readopts to remain in effect through December 31, 2010; these goals are:~~

~~Goal 2: Conserve scarce natural resources and lands needed for vital natural processes and the managed production of resources.~~

~~Goal 3: Conserve open spaces needed for recreation, educational and scientific activities.~~

~~Goal 4: Encourage and preserve those open space uses that distinguish and separate communities.~~

~~Goal II-4: Encourage the conservation of vegetation and trees needed to prevent erosion, siltation, flood, and drought, and to protect air and water quality.~~

~~Goal II-5: Encourage the conservation of the habitats of rare or unique plants and wildlife.~~

~~Goal II-8: Encourage the preservation of significant natural features of the County, including the beaches, lagoons, shoreline, canyons, bluffs, mountain peaks, and major rock outcroppings.~~

~~G. The Conservation Element adopted December 10, 1975, as amended through April 20, 1992 sets forth several policies essential to protecting the County's environmental resources which this initiative reaffirms and adopts to remain in effect through December 31, 2010; these policies are:~~

~~Policy 2: San Diego County shall coordinate with appropriate federal, state and local agencies to conserve areas of rare, endangered, or threatened species.~~

~~Policy 7: The County shall establish procedures for acquiring significant wildlife habitats in areas of rapid urban development and areas of projected urban development.~~

~~Section Two—General Plan Amendment~~

~~The San Diego County General Plan, including its Community and Subregional Plans, as amended through April 20, 1992 (hereinafter the "San Diego County General Plan") is hereby amended as follows, through December 31, 2010:~~

- ~~A. The following resource protection goals and policies (set forth in their entirety in findings E, F, and G of section One of the Forest Conservation Initiative) are hereby reaffirmed and readopted: goals 1.1, 2.6, and 3.1 of the San Diego County General Plan Land Use Element; goals 2, 3, 4, II-4, II-5, and II-8 of the San Diego County General Plan Open Space Element; and, policies 2 and 7 of the San Diego County General Plan Conservation Element.~~
- ~~B. The National Forest and State Parks (23) land use designation as set forth beginning on page II-25 of the San Diego County General Plan Land Use Element is hereby amended through December 31, 2010 as follows:~~
- ~~1. The existing first sentence of this designation is deleted and the following sentence is added commencing a new subsection (a):~~
~~“(a) The National Forest and State Parks (23) designation indicates the planned boundaries and major land holdings of the Cuyamaca Rancho State Park and Anza-Borrego State Park.”~~
 - ~~2. The following is added as new subsection (b) on page II-26 following the provisions of subsection (a) regarding clustering:~~
~~“(b) The National Forest and State Parks (23) designation also applies to all private landholdings lying within the boundaries of the Cleveland National Forest and outside of Country Towns. For purposes of this subsection, “private land holdings” means lands held in fee title by any person or entity other than the federal, state, county or local government. A map of the Cleveland National Forest is attached to the Forest Conservation Initiative and incorporated herein for purposes of showing the outer boundaries of the Cleveland National Forest. For all parcels identified above, a forty (40) acre minimum parcel size and a maximum residential building intensity of one dwelling unit per parcel shall apply. The provisions described in subsection (a) above concerning lot sizes and clustering on lands within Cuyamaca Rancho State Park and Anza-Borrego State Park shall not apply to private land holdings within the Cleveland National Forest.~~
~~“Except as provided hereinafter, until December 31, 2010, private land holdings inside the boundaries of the Cleveland National Forest and outside Country Towns which are designated National Forest and State Parks (23) in the San Diego County General Plan shall remain so designated unless the County redesignates said land pursuant to the procedures set forth below in paragraphs (1) or (2) of this subsection.~~
~~“(1) Private land holdings inside the boundaries of the Cleveland National Forest and outside Country Towns which are designated National Forest and State Parks (23) may be removed from this designation if all of the follow findings (a-f) are made:~~
~~“(a) That the approval will not constitute part of, or encourage, a piece-meal conversion of a larger Cleveland National Forest area to residential or other non-open space uses;~~

~~“(b) Adequate public services and facilities are available and have the capability to accommodate the proposed use by virtue of the property being within or annexed to appropriate service districts;~~

~~“(c) The land proposed for redesignation is contiguous to a Country Town;~~

~~“(d) The proposed use and density are compatible with the environmental resources of the Cleveland National Forest and will not adversely affect the stability of land use patterns in the area;~~

~~“(e) Incorporation or annexation to a city is not appropriate or possible within the next five years, based on the following factors: nearby cities’ designated sphere of influence boundaries, city general plan limits and projections, and comprehensive annexation plans; and,~~

~~“(f) The land proposed for redesignation does not exceed 40 acres for any one landowner in any calendar year. One landowner may not redesignate lands designated National Forest and State Parks (23) more often than once every year. Landowners with any unity of interest are considered one landowner for purposes of this limitation.~~

~~“(2) Lands designated National Forest and State Parks (23) may be removed from this designation if the County, after challenge by an affected landowner, and after considering all facts and applicable legislative and judicial authority in support of this designation finds that denial of a redesignation would constitute, an unconstitutional taking of the landowner’s property or would deprive the landowner of a vested right. In permitting a redesignation pursuant to this paragraph, the redesignation will be granted only after public notice and hearing and only to the minimum extent necessary to avoid said unconstitutional taking or deprivation of vested right.~~

~~“The General Plan maps listed below are amended by the Forest Conservation Initiative to provide that all private land holdings are defined in this subsection lying within the boundaries of the Cleveland National Forest and outside of Country Towns are designated National Forest and State Parks (23). To the extent that the maps listed below depict such private land holdings as subject to a designation other than National Forest and State Parks (23), those portions of the maps are repeated. Reduced copies of the maps, including text thereon indicating these amendments, are attached to the Forest Conservation Initiative. The maps as amended are incorporated into the San Diego County General Plan.~~

- ~~1. Alpine Community Plan dated July 2, 1990;~~
- ~~2. Ramona Community Planning Area dated January 9, 1989;~~
- ~~3. Julian Community Plan dated September 29, 1989;~~
- ~~4. Desert Subregional Area dated September 28, 1987;~~
- ~~5. Mountain Empire Subregional Area dated September 28, 1987;~~
- ~~6. North Mountain Subregional Area dated September 29, 1989;~~
- ~~7. Central Mountain Subregional Area dated October 6, 1988;~~
- ~~8. Pendleton-De Luz Subregional Area dated February 7, 1986; and,~~

~~9. Jamul-Dulzura Subregional Area dated February 13, 1992.~~

~~“The County may amend these maps as necessary to reflect:~~

- ~~■ Redesignations of land pursuant to subsection (b), paragraphs (1) or (2), of designation (23);~~
- ~~■ General Plan amendments relating to land other than private land holdings lying within the Cleveland National Forest and outside Country Towns;~~
- ~~■ The terms and purpose of the Forest Conservation Initiative.”~~

~~C. The Environmentally Constrained Area (1.6) regional category as set forth on page II-11 of the San Diego County General Plan Land Use Element is hereby deleted and replaced with the following to remain in effect through December 31, 2010:~~

~~“Environmentally Constrained Areas include floodplains, lagoons, areas with construction quality sand deposits, rock quarries, agricultural preserves, area containing rare and endangered plant and animal species, and all private land holdings as defined in subsection (b) of designation (23) as amended by the Forest Conservation Initiative within the Cleveland National Forest outside Country Towns. Development in these areas, while guided by the County General Plan, should be preceded by thorough environmental review and implementation of appropriate measures to mitigate adverse impacts.~~

~~“Uses and densities will be those permitted by the applicable community and subregional plan map; the County Zoning Ordinance; the Groundwater Policy; and, for private landholdings in the Cleveland National Forest and outside of Country Towns designated National Forest and State Parks (23) a forty acre minimum parcel size shall apply and a one (1) unit per parcel maximum density.~~

~~“The resource responsible for the designation of an ECA shall be identified and appropriate mitigation measures included in any project approval.~~

~~“Flood-prone areas which are not planned for stabilization will be retained in natural, open and other non-urban uses.~~

~~“Areas designated Agricultural Preserve shall be designated ‘Environmentally Constrained Areas’.~~

~~“The General Plan Regional Land Use Element Map dated August 26, 1991, as amended through April 20, 1992, is amended by the Forest Conservation Initiative to provide that all private land holdings as defined in subsection (b) of designation (23) lying within the boundaries of the Cleveland National Forest and outside of Country Towns are included within the Environmentally Constrained Area regional category. To the extent that said map depicts such private landholdings as within a regional category other than Environmentally Constrained Area, those portions of the map are repealed. A reduced copy of the map, including text thereon indicating this amendment, is attached to the Forest Conservation Initiative. The map as amended is incorporated into the San Diego County General Plan.~~

~~“The County may amend this map as necessary to reflect:~~

- ~~■ Redesignations of land pursuant to subsection (b), paragraphs (1) or (2), of designation (23);~~
- ~~■ General Plan amendments relating to land other than private land holdings lying within the Cleveland National Forest and outside Country Towns;~~
- ~~■ The terms and purpose of the Forest Conservation Initiative.”~~

~~D. The Special Purpose Designations and Use Regulations Table on page II-24 of the San Diego County General Plan Land Use Element is hereby amended to add a notation to follow the use regulations listed for the National Forest and State Parks (23) designation through December 31, 2010 as follows:~~

~~“On private land holdings as defined in subsection (b) of designation (23) as amended by the Forest Conservation Initiative within the Cleveland National Forest, and outside Country Towns, the maximum residential density is one unit per 40 acres.”~~

~~Section Three—Implementation~~

~~Upon the effective date of this initiative, the provisions of Section Two of this initiative amending the General Plan are inserted into the San Diego County General Plan, except that if in the year the initiative becomes effective, the four amendments permitted by State law for that year have already been utilized, this General Plan amendment shall be the first inserted into the San Diego County General Plan on January 1 of the following year.~~

~~Section Four—Exemptions For Certain Projects~~

~~This initiative shall not apply to any development project which has obtained as of the effective date of the initiative a vested right. The provisions of this initiative shall not apply to the extent that they would violate federal or state laws.~~

~~Section Five—Severability~~

~~If any portion of this initiative is declared invalid by a court, the remaining portions are to be considered valid.~~

~~Section Six—Duration~~

~~This initiative shall remain in effect until December 31, 2010.~~

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Appendix B-1:

Staff Recommendation Land Use Maps

Alpine

Central Mountain (unrepresented)

Cuyamaca

Descanso

Desert

Jamul/Dulzura

Julian

Lake Morena

Mountain Empire (unpresented)

North Mountain/Palomar Mountain

Pendle/DeLuz

Pine Valley

Ramona

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Appendix B-2:

Areas of Consideration Analysis

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Appendix B-3:
Willows Road Study Area Water and Sewer
Feasibility Study