



*The County of San Diego*

# Planning Commission Hearing Report

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<b>Date:</b>	June 22, 2018	<b>Case/File No.:</b>	PDS2012-3800-12-005; PDS2014-REZ-14-006
<b>Place:</b>	County Conference Center 5520 Overland Avenue San Diego, CA 92123	<b>Project:</b>	Property Specific Requests General Plan Amendment (GPA) and Rezone (REZ) for 23 Analysis Areas consisting of 41 Property Specific Requests (PSRs) and areas of the former Champagne Gardens Specific Plan
<b>Time:</b>	9:00 a.m.	<b>Location:</b>	Districts – 2, 3, and 5
<b>Agenda Item:</b>	2	<b>General Plan:</b>	Various
<b>Appeal Status:</b>	Not applicable; Approval by the Board of Supervisors	<b>Zoning:</b>	Various
<b>Applicant/Owner:</b>	County of San Diego	<b>Communities:</b>	Various
<b>Environmental:</b>	Subsequent EIR	<b>APNs:</b>	Various

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## **A. EXECUTIVE SUMMARY**

### **Introduction**

The purpose of this staff report is to provide the Planning Commission with the information necessary to consider the proposed General Plan Amendment (GPA - PDS2012-3800-12-005) and Rezone (REZ - PDS2014-REZ-14-006) for 41 Property Specific Requests (PSR) as directed by the Board of Supervisors (Board) in June 2012, and the area of the former Champagne Gardens Specific Plan.

The proposed changes are within 23 Analysis Areas. The Analysis Areas consists of a single PSR or multiple PSRs and sometimes include surrounding properties. In total the Analysis Areas cover 882 parcels, 9,336 acres located in the Bonsall, Crest/Dehesa, Desert, Fallbrook, Mountain Empire, North County Metro, Pala/Pauma, San Dieguito, and Valley Center Community Planning Areas (CPAs). The Project also includes changes to the General Plan Mobility Element and the Valley Center Community Plan. During the process, the County received public comments and concerns from numerous stakeholders. Planning & Development Services (PDS) staff conducted a comprehensive and thorough review of the Project for consistency with County codes, policies and ordinances as summarized in this report.

This is a request for the Planning Commission to consider staff recommended alternatives for each Analysis Area and other project components (i.e Mobility Element and Community Plan Policy Revisions) and make a recommendation to the Board. The options for each Analysis Area include 1) the Proposed Project Map, which includes the 2012 Board direction for analysis, in most cases; 2) an Alternative Map, when provided; or 3) the Existing General Plan (no change). Key requirements to be considered for the requested actions include:

1. Is the proposed GPA and REZ in compliance with the California Government Code?
2. Is the proposed GPA and REZ consistent with the vision, goals, and policies of the General Plan and its community and subregional plans?
3. Does the Property Specific Request comply with the California Environmental Quality Act (CEQA)?

### **Recommendations**

PDS conducted a detailed analysis of each Analysis Area for consistency with the General Plan, Zoning Ordinance and other applicable regulations, policies and ordinances. PDS also completed a thorough review of potential impacts on the environment in accordance with the California Environmental Quality Act (CEQA). Based on PDS's review and analysis, staff recommends approval of the Proposed Project Map for five Analysis Areas, the Alternative Map for 13 Analysis Areas and the Existing General Plan (no change) for the remaining five Analysis Areas.

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

1. Find that it has reviewed and considered the information contained in the Final Program Environmental Report (PEIR), dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001, and the Draft Final Subsequent Environmental Impact Report (SEIR), dated June 2018 and on file with PDS as Environmental Review Number 12-00-003, prior to making recommendations on the PSRs GPA and REZ.
2. Recommend that the Board of Supervisors adopt the Resolution of the San Diego County Board of Supervisors Adopting the Property Specific Requests General Plan Amendment; GPA 12-005 (Staff Recommended Resolution – Attachment A); and
3. Recommend that the Board of Supervisors adopt the attached Staff Recommended Form of Ordinance:

AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE PROPERTY SPECIFIC REQUESTS GENERAL PLAN AMENDMENT AND REZONE [GPA 12-005; REZ 14-006] [STAFF RECOMMENDED ORDINANCE] (Attachment E).

## **B. PROJECT DESCRIPTION**

### **1. Background**

On August 3, 2011, the Board of Supervisors (Board) adopted the General Plan Update. Afterwards, on January 11, 2012, the Board directed staff to evaluate 56 separate property requests for land use designation changes that were raised during public testimony of the General Plan Update and not adopted as part of the update. These requests are known as "Property Specific Requests" (PSRs).

To evaluate the requests, Analysis Areas consisting of a single PSR or multiple PSRs with the same or similar land use designation changes were defined to establish a context for evaluation. In some cases, surrounding properties were included and evaluated within the Analysis Areas. The Board held additional workshops in the summer of 2012 to receive staff analysis and provide direction for the General Plan Amendment. The Board directed staff to analyze 47 PSRs. Four PSRs were grouped and processed under a separate General Plan Amendment approved by the Board on June 18, 2014 (3). Two PSRs were later withdrawn by the property owners. In 2014 staff began the current PSR evaluation and released the Notice of Preparation in December, 2015.

Early in this process, property owners within the Champagne Gardens Specific Plan Area contacted the County to correct conflicts with the expired Champagne Gardens Specific Plan (Champagne Gardens) and the current General Plan land use and zoning designations. This area is included in this PSR Project and alternative Land Use designations are provided for consideration.

### **2. General Plan Amendment (GPA) and Rezone (REZ) Description**

The GPA and REZ includes proposed changes to General Plan land use designations for 41 PSRs and Champagne Gardens within 23 Analysis Areas. The Project also includes zoning changes when necessary for consistency, a proposed revision to Valley Center Community Plan Residential Policy 8, and changes to the Mobility Element of the General Plan. The proposed changes cover approximately 882 parcels over 9,336 acres. Nineteen of the Analysis Areas are located within Supervisorial District 5, three are located within District 2 and one is located within District 3.

Proposed Project Map – The Proposed Project Map includes the Land Use designations directed by the Board for analysis. The Proposed Project Maps are the highest density/intensity options and represent an increase of 1,826 potential units above the unit capacity established by 2011 General Plan.

Alternative Maps – Alternative Maps are provided for most Analysis Areas. Based on site and policy analyses, Alternative Maps represent an increase of 662 potential units above the unit capacity established by 2011 General Plan.

Subsequent Environmental Impact Report – The California Environmental Quality Act (CEQA) requires an analysis of potential environmental impacts and a reasonable range of alternatives that reduce environmental impacts. A Draft Subsequent Environmental Impact Report (SEIR) has been prepared for the Project and evaluates the Proposed Project Map and Alternative Maps. The SEIR includes a review of environmental impacts and a site specific analysis of

development constraints, proximity to infrastructure, and General Plan conformance. Further details of the analysis and land use designation options for each Analysis Area are provided in Attachments B, C, and D of this report.

Valley Center Community Plan Residential Policy 8 – Proposed Land Use modifications for the Eastern Champagne Gardens area requires revisions to the Residential Policy 8 of the Valley Center Community Plan. The existing policy limits minimum lot sizes for projects proposing clustering in SR-2 and SR-4. A change to this policy is sought to provide additional clustering flexibility in the proposed Semi-Rural designations in both the Proposed Project Map and Alternative Maps for Eastern Champagne Gardens.

Mobility Element - The project includes revisions to the General Plan Mobility Element to accept certain segments at a deficient Level of Service (LOS). The revision would apply to the Mobility Element *Table M-4: Road Segments Where Adding Travel Lanes is Not Justified*. The criteria for accepting a Mobility Element road segment with a deficient LOS is provided under Policy M-2.1 of the Mobility Element. The revisions to Table M-4 of the Mobility Element and the supporting rationales for deficient LOS acceptance are provided in Attachment A, Exhibit B.

At buildout, the Proposed Project Maps and Alternative Maps are anticipated to impact the following roadway segments for which the Mobility Element has not been identified or accepted to operate at LOS E or LOS F under the buildout of the adopted General Plan:

- Old Highway 395 between the Fallbrook/Bonsall boundary and West Lilac Road (LOS E),
- Old Highway 395 between Dulin Road West and the Fallbrook/Bonsall boundary (LOS E), and
- Lilac Road Road between Couser Canyon Road and Keys Creek Road (LOS E).

The Proposed Project is anticipated to impact one State Highway segment, SR-76 between Valley Center Road and South Grade Road (LOS E), for which the Mobility Element has not identified or accepted to operate at LOS E or LOS F under the buildout of the adopted General Plan. Additionally, the Proposed Project is anticipated to impact Old Highway 395 between Dulin Road East and Dulin Road West (LOS E) for which the Mobility Element has accepted as operating at a deficient LOS under buildout of the adopted General Plan.

Climate Action Plan Implementation – The PSR General Plan Amendment is not included in the inventory or projections for the San Diego County Climate Action Plan (CAP). If approved, subsequent development projects will be required to address GHG impacts. Implementation will be through application of a Zoning Special Area Designator (“D Designator”) for any properties that receive an increase in allowed residential density or increase in allowed development intensity (commercial or industrial changes) as a result of this Project.

The D designator will require future projects to analyze GHG emissions associated with their project during future discretionary or CEQA review. There are two options for future projects to comply with this D designator. The first option is that mitigation for the difference in projected GHG emissions will be required to ensure no net increase in GHG emissions from the emissions associated with the 2011 adopted land use designation and zoning. The second option is to mitigate all project emissions to net zero, to achieve no net increase over existing conditions associated with the property (i.e., carbon neutrality).

## **C. METHODOLOGY AND ANALYSIS**

To balance community, environmental, and economic interests, a comprehensive and objective approach was used to gather data, assess the land use changes for conformance to the General Plan and Community Plans, and conduct public outreach.

### **1. Site and Policy Analysis**

PDS staff analyzed a number of attributes for each of the Analysis Areas, Study Areas and PSRs such as distances to job centers, commercial centers, transit, and fire stations. GIS data was used to evaluate environmental constraints including vegetation, flood hazards, and topography. For example, many of the existing and proposed designations associated with the Analysis Areas are in the slope-dependent Semi-Rural land use designation categories. Staff modeled slopes for each Analysis Area to calculate potential densities of the existing General Plan, Proposed Project Map, and Alternative Maps.

Infrastructure reports were prepared and input from service districts was received to assess existing public and private roads, road widths, and extent of existing fire, water, and wastewater service areas. After the initial data collection, PDS staff coordinated with other County departments to gather input on applicable analysis topics, public projects, and other issues within, and nearby the Analysis Areas. Any potential impacts to County Facilities, policies or programs from or to the Analysis Areas were considered. PDS received input from the Departments of Public Works; Parks and Recreation; Environmental Health; General Services; and Agriculture, Weights, and Measures.

County staff visited each Analysis Area, gathering site data, photos, and assessing property characteristics to inform stakeholder outreach and analysis of applicable General Plan policies. Staff assessed physical conditions, connectivity and the potential for public or private roads as access routes in and around Analysis Areas. This assessment included existing width of roads, topography and landform, feasibility of widening existing private roads to meet fire access standards and opportunities for new and/or secondary access. Site visits also included evaluation of the extent of wetlands and vegetation communities (to compare with GIS layers), assessment of the extent of current agricultural operations, existing buffering of different land use types, and evaluation potential impacts to aesthetic resources.

### **2. General Plan Consistency**

Each Analysis Area in the GPA has been analyzed for conformance with the applicable policies of the General Plan, which serve to implement the General Plan's guiding principles and goals. Attachment C provides a General Plan conformance review for each Analysis Area. To adopt any map options where staff has found General Plan policy inconsistencies, decision-makers would need to make determinations to find consistency or propose policy amendments as part of direction to staff on a future GPA (delaying any changes for Analysis Areas with inconsistency issues). No changes to General Plan policies are proposed with the current project.

Finally, General Plan Goals and Policies which apply to land use and density changes were evaluated. These preliminary policy reviews were combined with planning and environmental graphics and site photos to make up the Analysis Area Policy Analysis Reports (provided in Attachment D).

### **3. Community Plan Consistency**

Government Code 65359 requires that community plans affected by a GPA be reviewed and amended as necessary to make the community plan consistent with the General Plan. Attachment C provides a community plan conformance review for each Analysis Area. To adopt any of the map options where staff has found community plan inconsistencies, decision-makers would need to make determinations to find consistency or propose policy amendments as part of direction to staff on a future GPA (delaying any changes for Analysis Areas with inconsistency issues). No changes are proposed for community plans with the current project, except for the proposed revision to Valley Center Community Plan Residential Policy 8, as discussed earlier in this report.

### **4. Zoning Ordinance Consistency**

Proposed zoning use regulation and/or zoning development designator changes are proposed for each of the Analysis Areas as REZ 14-006. Certain Zoning Designators are determined consistent with General Plan Land Use designations (Compatibility Matrix in Zoning Ordinance Section 2050). Changes are proposed to ensure consistency with the proposed General Plan land use designation changes.

### **5. California Environmental Quality Act Compliance**

A Program EIR (PEIR) for the General Plan Update was certified on August 3, 2011. A Draft Subsequent EIR (SEIR) to the General Plan Update PEIR was prepared for the PSRs GPA. The Draft SEIR focused on the impacts associated with the Proposed Project Map changes and Alternative Map changes associated with the PSRs GPA. A Notice of Preparation (NOP) was issued December 3, 2015, soliciting input on the scope of the SEIR and 97 comment letters were received. The Draft SEIR was circulated for public review from December 14, 2017, through February 12, 2018, with 39 comment letters received. Attachment F provides links to the environmental documentation.

It is recommended that the Commission find that it has reviewed and considered the information contained in the Final PEIR dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001, and the Draft Final SEIR, dated June 2018, and on file with PDS as Environmental Review Number 12-00-003, prior to making its recommendation on the GPA.

### **6. Public Outreach**

There was consistent and frequent communication with property owners within and adjacent to the Analysis Areas, the Community Planning and Sponsor Groups (CPG/CSG), and other stakeholders. Starting in 2016, public meetings for the PSR Analysis Areas were held. Analysis Area Policy Analysis Reports were distributed to CPG/CSGs, owners, and interested stakeholders. Meetings were first held with owners to discuss any feedback on references to their property. After owner meetings, staff presented the project and analysis findings to the applicable CPG/CSG and addressed questions and concerns. CPG/CSGs and stakeholders had the opportunity to provide input on potential alternative maps for SEIR analysis. PDS staff attended 28 CPG/CSG meetings on the project (including subcommittee meetings) to discuss

the project analysis and answer questions. The final CPG/CSG recommendations are provided in Attachment G.

Additional outreach was conducted for Champagne Gardens to develop land use designation and zoning options for decision makers to consider that would replace the Specific Plan Area designations and zoning in this area of an expired Specific Plan. Throughout 2015, staff held meetings with property owners, stakeholders, and CPG/CSGs (in the three applicable planning areas of Bonsall, Valley Center, and Hidden Meadows) to discuss opportunities and constraints, applicable General Plan and community plan policies, and issues affecting feasibility. CPGs/CSGs and stakeholders had the opportunity to provide initial input on the development of General Plan and zoning map options, and then to provide a final recommendation after the map options were finalized. Analysis of planning and environmental issues affecting Champagne Gardens resulted in three map options for the area, as shown in Attachment B. The proposed revision to Residential Policy 8 of the Valley Center Community Plan was added for clustering flexibility in the Semi-Rural designations proposed in both the Proposed Project Map and Alternatives Maps for Champagne Gardens.

Tribal governments in the San Diego region were notified about the changes proposed in the GPA and offered consultation meetings. In response, correspondence was received from the Pala Band of Mission Indians, the Pauma Band of Luiseno Indians, and the Viejas Band of Kumeyaay Indians. While the Pala and Pauma tribal governments did not request consultation, a formal consultation meeting with the Viejas tribal government representatives occurred on February 1, 2016. No requests for modifications to the project were made as there are no development applications or proposals associated with the project. Tribes were also provided the Draft SEIR document in accordance with AB-52.

Interested individuals and organizations were updated regularly through email and a dedicated website. Emails provided project updates, including links to the preliminary policy analysis reports, in advance of public meetings to discuss the project.

Legal Notices are required prior to Public Hearings considering changes to an adopted General Plan. PDS followed 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.

Written notifications were also mailed to property owners throughout the process as indicated below:

- On November 15, 2012, an initial notice was mailed to all Analysis Area property owners to provide notification of the Board direction for the GPA.
- On December 3, 2015, a mailed notice of the proposed GPA and Notice of Preparation (NOP) for the SEIR was sent to all Analysis Area property owners, property owners in Specific Plan, neighbors within 300 feet of all properties proposed for changes in the project, agencies who should receive notice in accordance with Government Code Section 65350, other interested parties requesting mailed notification, and CPG/CSGs in areas of proposed changes.

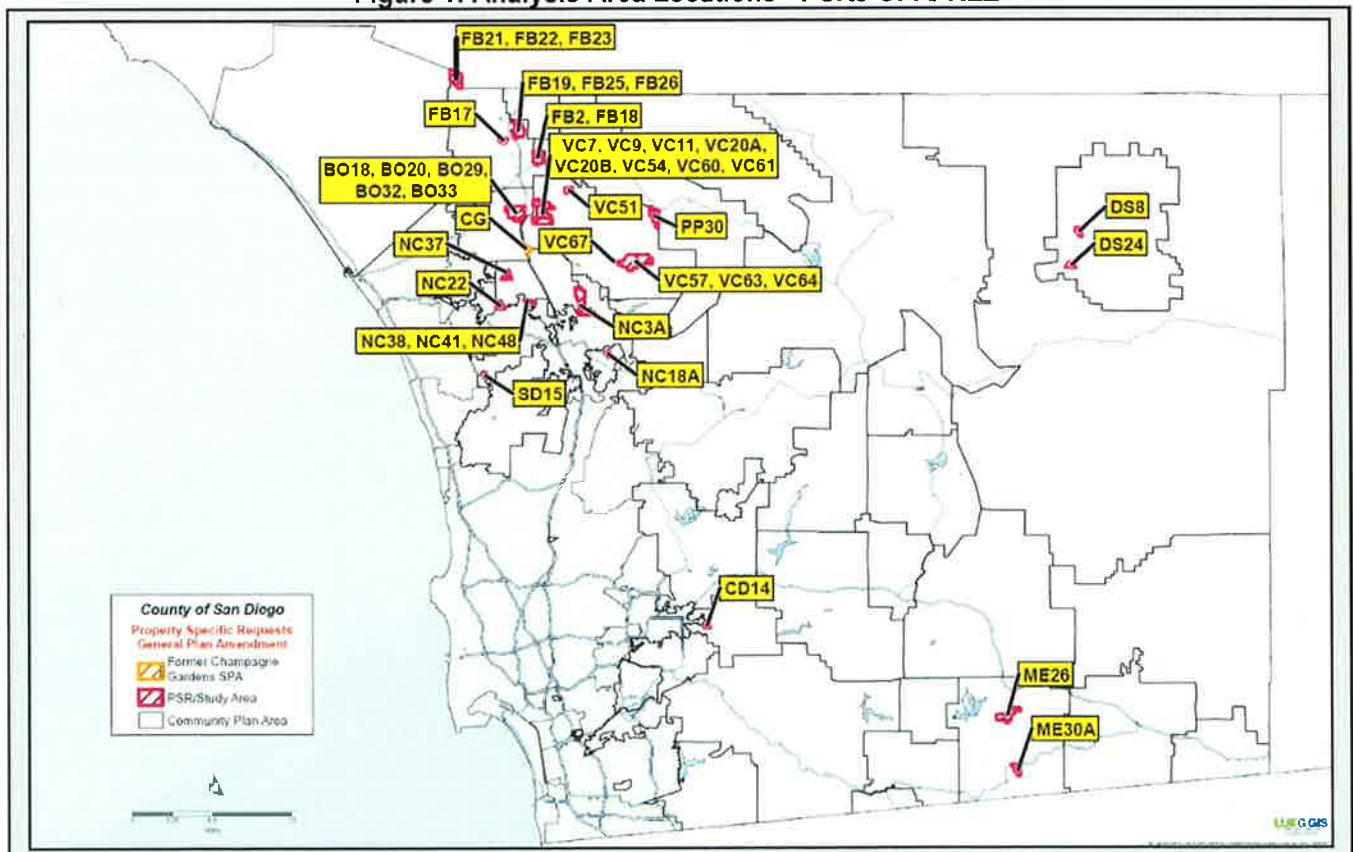
- On December 14, 2017, a mailed notice of the proposed GPA and notice of availability for public review of the Draft SEIR was sent to all the individuals, agencies and organizations who received the 2015 notice. Updated Assessor record property owner information was used to reach new property owners.
- On June 8, 2018, a mailed hearing notice was sent to all the individuals, agencies and organizations who received the 2017 notice (with updated property owner information).

#### D. SUMMARY OF RECOMMENDATIONS

Where staff is not recommending the Proposed Project Map, a brief description of General Plan conformance issues is provided. A complete General Plan conformance review is provided in Attachment C, in addition to Analysis Area Policy Analysis Reports (Attachment D), which provide constraint maps/graphics and information related to criteria for each applicable policy.

Figure 1 below provides a Countywide map showing the location of the Analysis Areas. Table 1 identifies the land use designation for the Existing General Plan, Proposed Map options, and Alternative Map options by Analysis Area. Community Planning and Sponsor Group (CPG/CSG) recommendations and staff recommendations are also shown. Table 2 shows the potential dwelling units for all of the options. The full description and analysis for each area is included in Attachment B – Staff Recommended Land Use Designations for Analysis Areas and accompanying Project Summary Sheets.

**Figure 1: Analysis Area Locations - PSRs GPA/ REZ**





**Table 1: PSR Analysis Area Options and Recommendations - PSRs GPA/ REZ**

#	PSR ANALYSIS AREA	LAND USE DESIGNATIONS (OPTIONS)			RECOMMENDATIONS	
		EXISTING GENERAL PLAN	PROPOSED PROJECT MAP	ALTERNATIVE MAP	CPG/CSG	STAFF
Bonsall Community Planning Area						
1	BO18+ Analysis Area	SR-10	SR-4	SR-4/SR-10	Existing (SR-10)	Alternative (SR-4/SR-10)
Crest/Dehesa/Harbison Canyon/Granite Hills Community Planning Area						
2	CD14 Analysis Area	SR-1/ RL20	SR-2/RL-20	SR-2/RL-20	Alternative (SR-2/RL-20)	Alternative (SR-2/RL-20)
Desert Subregional Planning Area						
3	DS8 Analysis Area	VR-2	VR-4.3	VR-2.9	Existing (VR-2)	Existing (VR-2)
4	DS24 Analysis Area	SR-10	SR-1	SR-1/SR-10	Existing (SR-10)	Existing (SR-10)
Fallbrook Community Planning Area						
5	FB2+ Analysis Area	RL-20/ RL-40	SR-4/RL-20	RL-20	All SR-10	Alternative (RL-20)
6	FB17 Analysis Area	SR-2	SR-1/SR-2	SR-1/SR-2	Existing (SR-2)	Alternative (SR-1/SR-2)
7	FB19+ Analysis Area	RL-20	SR-10	N/A	Proposed (SR-10)	Proposed (SR-10)
8	FB21+ Analysis Area	RL-20	SR-10	SR-10/R-L20	Proposed (SR-10)	Existing (RL-20)
Mountain Empire Subregional Planning Area						
9	ME26 Analysis Area	RL-20	SR-10	N/A	Proposed (SR-10)	Proposed (SR-10)
10	ME30A Analysis Area	RL-40	SR-4/RL-40	SR-10/RL-40	Proposed (SR-4/RL-40)	Alternative (SR-10/RL-40)
North County Metro Subregional Planning Area						
11	NC3A Analysis Area	RL-20	SR-10	SR-10/RL-20	Proposed (SR-10)	Proposed (SR-10)
12	NC18A Analysis Area	SR-2	SR-1/SR2	SR-1/SR-2	N/A <sup>A</sup>	Alternative (SR-1/SR-2)
13	NC22 Analysis Area	SR-10	SR-1/SR-10	SR-4/SR-10	Existing (SR-10)	Existing (SR-10)
14	NC37 Analysis Area	SR-10	SR-4	SR-4/SR-10	Alternative (SR-4/SR-10)	Alternative (SR-4/SR-10)
15	NC38+ Analysis Area	SR-2	SR-1	SR-1/SR-2	Existing (SR-2)	Alternative (SR-1/SR-2)
Pala Pauma Community Planning Area						
16	PP30 Analysis Area	RL40	SR-2/RL-40	SR-10/RL-40	Alternative (SR-10/RL-40)	Alternative (SR-10/RL-40)
San Dieguito Community Planning Area						
17	SD15 Analysis Area	SR-1	C-1/ VR10.9/ SR-.5 <sup>B</sup>	C-1/SR-10	Existing (SR-1)	Proposed (C-1/VR10.9/SR-.5)
Valley Center Community Planning Area						
18	VC7+ Analysis Area	SR-4	SR-2	SR-2/SR-4	Existing (SR-4)	Alternative (SR-2/SR-4)
19	VC51 Analysis Area	RL-20	SR-4	SR-4/RL-20	Existing (RL-20)	Alternative (SR-4/RL-20)
20	VC57+ Analysis Area	SR-4	SR-2	SR-2/SR-4	Existing (SR-4)	Alternative SR-2/SR-4)
21	VC67 Analysis Area	SR-2	I-2 <sup>C</sup>	I-2/SR-2	Proposed (I-2)	Existing (SR-2)
Former Champagne Gardens Specific Plan						
22	Western Champagne Gardens <sup>D</sup>	SPA/ RL-20	SR-10/C-4	SR-10/C-4	Proposed/Alternative (same) <sup>D</sup> (SR-10/C-4)	Proposed/Alternative (same) (SR-10/C-4)
23	Eastern Champagne Gardens <sup>D</sup>	SPA	SR-2/SR-4	SR-4	Proposed (SR-2/SR-4)/ Alternative (SR-4) <sup>D</sup>	Alternative (SR-4)

A: The NC18A Analysis Area is in an area of North County Metro that is not represented by a CPG or CSG.

B: The Board direction for analysis was General Commercial with no additional density. The applicant was allowed to submit a new request in 2015, which became the Proposed Project Map. See Section D.5 for additional explanation.

C: The Board direction on VC67 was to attempt to find a resolution to the issues raised as part of the GPA process. Resolution other than a change to an industrial designation was not identified with the owner.

D: The Champagne Gardens Analysis Areas were added outside of the original workshops for the PSR program. The map options were developed in working with stakeholders. Western Champagne Gardens is in the Bonsall Community Planning Area. Eastern Champagne Gardens is in both the Valley Center (VC) and Hidden Meadows (NC Metro Subregion) planning areas. The Valley Center CPG recommended the Alternative Map and Hidden Meadows CSG recommended the Proposed Project Map.

**Table 2: PSR Analysis Areas - Potential Dwelling Units by Alternative**

#	PSR / Analysis Area ID	LAND USE DESIGNATIONS		NUMBER OF PARCELS	NUMBER OF ACRES	POTENTIAL DWELLING UNITS (Per Option)			RECOMMENDATIONS	
		EXISTING GENERAL PLAN	PROPOSED PROJECT MAP			EXISTING GENERAL PLAN	PROPOSED PROJECT MAP	ALTERNATIVE MAP	CPG/CSG	STAFF
Bonsall Community Planning Area										
1	BO18+	SR10	SR4	120	921	129	196	165	129	165
Crest/Dehesa/Harbison Canyon/Granite Hills Community Planning Area										
2	CD14	SR1/RL20	SR2/RL20	10	101	10	17	14	14	14
Desert Subregional Planning Area										
3	DS8	VR2	VR4.3	3	169	337	726	489	337	337
4	DS24	SR10	SR1	2	169	16	169	34	16	16
Desert Subtotal				5	338	353	895	523	353	353
Fallbrook Community Planning Area										
5	FB2+	RL20/RL40	SR4/RL20	23	491	26	42	37	37 <sup>D</sup>	37
6	FB17	SR2	SR1/SR2	6	107	49	82	64	49	64
7	FB19+	RL20	SR10	61	579	61	62	-	62	62
8	FB21+	RL20	SR10	52	679	61	68	63	68	61
Fallbrook Subtotal				142	1856	197	254	164	179	224
Mountain Empire Subregional Planning Area										
9	ME26	RL20	SR10	15	678	33	59	-	59	59
10	ME30A	RL40	SR4/RL20	1	262	6	35	16	35	16
Mountain Empire Subtotal				16	940	39	94	16	94	75
North County Metro Subregional Planning Area										
11	NC3A	RL20	SR10	48	1,015	66	77	69	77	77
12	NC18A	SR2	SR1/SR2	5	93	43	77	57	57 <sup>D</sup>	57
13	NC22	SR10	SR1/SR10	17	154	21	73	28	21	21
14	NC37	SR10	SR4	15	158	19	31	31	31	31
15	NC38+	SR2	SR1	8	77	37	75	64	37	64
North County Metro Subtotal				93	1497	186	333	249	166	250
Pala Pauma Community Planning Area										
16	PP30	RL40	SR2/RL40	11	518	12	134	31	31	31
San Dieguito Community Planning Area										
17	SD15 <sup>B</sup>	SR1	GC/VR10.9 /SR.5	1	69	61	362	80	61	362
Valley Center Community Planning Area										
18	VC7+	SR4	SR2	233	1,465	366	619	507	366	507
19	VC51	RL20	SR4	14	166	14	27	17	14	17
20	VC57+	SR4	SR2	217	1,337	374	605	524	374	524
21	VC67 <sup>C</sup>	SR2	I-2	6	13	-	-	-	-	-
Valley Center Subtotal				470	2981	754	1251	1048	754	1048
Former Champagne Gardens Specific Plan										
22	Western Champagne Gardens	SPA/RL20	SR10/C-4	8	44	1	8 <sup>A</sup>	8 <sup>A</sup>	8 <sup>A</sup>	8 <sup>A</sup>
23	Eastern Champagne Gardens	SPA	SR2	6	71	0	24 <sup>A</sup>	12 <sup>A</sup>	24 <sup>A</sup>	12 <sup>A</sup>
Former Champagne Gardens Subtotal				14	115	1	32	20	32	20
Totals				882	9,336	1,742	3,568	2,310	1,907	2,542

A - The approximate increase in potential dwelling units (DUs) for Champagne Gardens properties is based on the difference between the Referral Map (or Staff Rec Map for 'Alt' Numbers shown) for CG properties in the current GPA and the existing Specific Plan Area designation (mapping error) with a 0 density on the Land Use Map. CG7 is the exception, with a current designation of RL-20.

B - BOS direction for analysis was General Commercial with no additional density (this is now the 2012 Board Letter Alt - a fourth option not shown here). The applicant was allowed to submit a new request in 2015 (this is the Proposed map).

C - No residential units shown, as the proposed change is to Medium Impact Industrial.

D - FB2+ and NC18A are using the Staff Recommendation for purposes of this table. The CPG in FB2+ recommended an alternative not analyzed, and NC18A does not have CPG/CSG Representation.

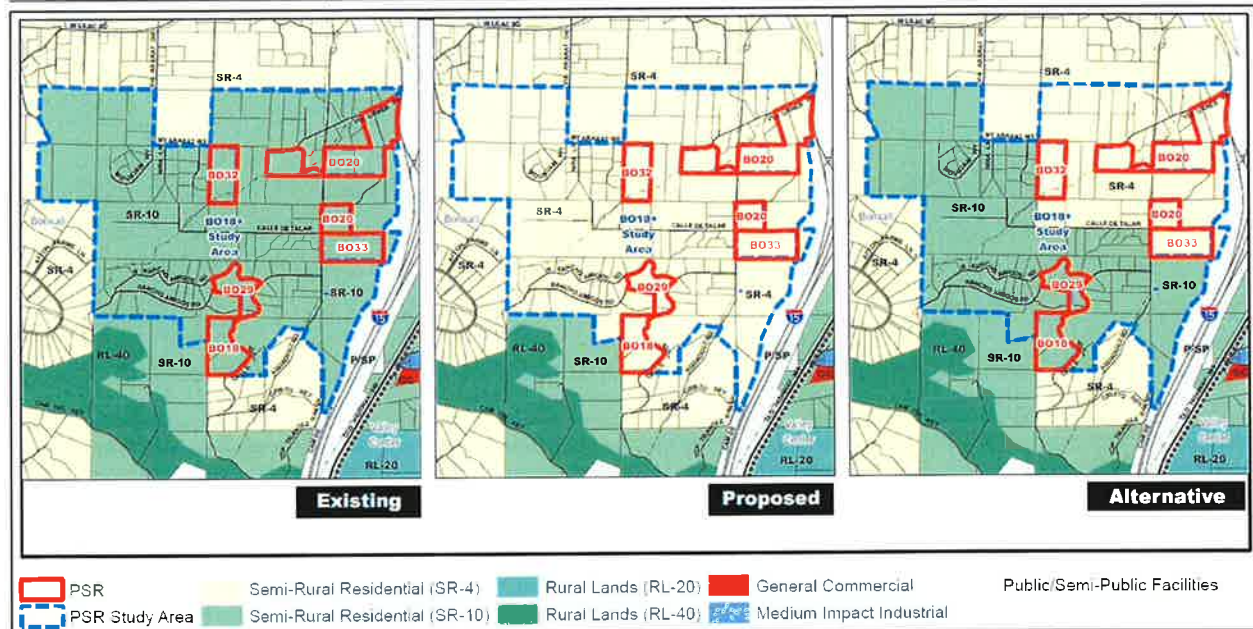


## E. OVERVIEW OF ANALYSIS AREAS

This section provides a summary evaluation of each Analysis Area.

1. **BO18+ Analysis Area (Bonsall):** The BO18+ Analysis Area covers 120 parcels, approximately 921 acres, and includes five PSRs in the northeastern portion of the Bonsall CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-10	SR-4	SR-4 only in northeastern portion
Potential Dwelling Units	129	196 Estimated increase: 67	165 Estimated increase: 36
CPG/CSG Recommendation	●		
Staff Recommendation			●

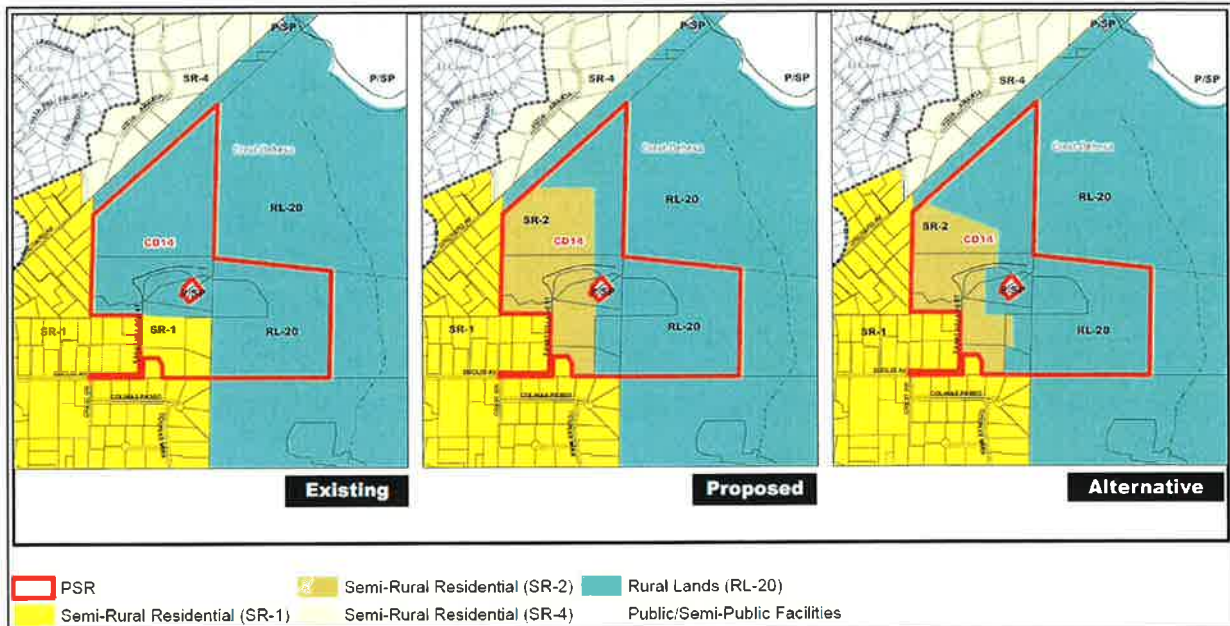


**General Plan Policy and Constraints Analysis** - The Proposed Project Map was found to be inconsistent with General Plan Policies LU-6.11 and S-1.1 that require land use mapping to minimize exposure to hazards, particularly fire hazards. The Proposed Project Map was also found to be inconsistent with Policy LU-1.1 which requires development to be consistent with the Community Development Model and close to existing infrastructure and services. The southern and western portions of the Analysis Area contain steep slopes with habitat constraints, multiple dead-end roads, and roads not built to fire access standards. Some of these existing substandard access roads have steep drop-offs on one side making it infeasible to bring into compliance in certain areas. The northeastern portion of the Analysis Area is the only portion adjacent to a public road, has multiple roads currently built to fire access standards, is one quarter mile from an I-15 on-ramp, and has very little steep slope or habitat constraints. The Alternative Map studied a reduced area of Semi-Rural 4. No General Plan inconsistencies have been identified with this Alternative Map, which only applies a higher density designation in the less constrained areas of the Analysis Area.

PDS Recommendation – Staff recommends the Alternative Map.

2. **CD14 Analysis Area (Crest/Dehesa/Harbison Canyon/Granite Hills):** The CD14 Analysis Area covers 10 parcels, approximately 101 acres, and includes one PSR in the western portion of Crest/Dehesa/Harbison Canyon/Granite Hills CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-1/RL-20	SR-2/RL-20	SR-2 (less)/RL-20
Potential Dwelling Units	10	17 Estimated increase: 7	14 Estimated increase: 4
CPG/CSG Recommendation			●
Staff Recommendation			●

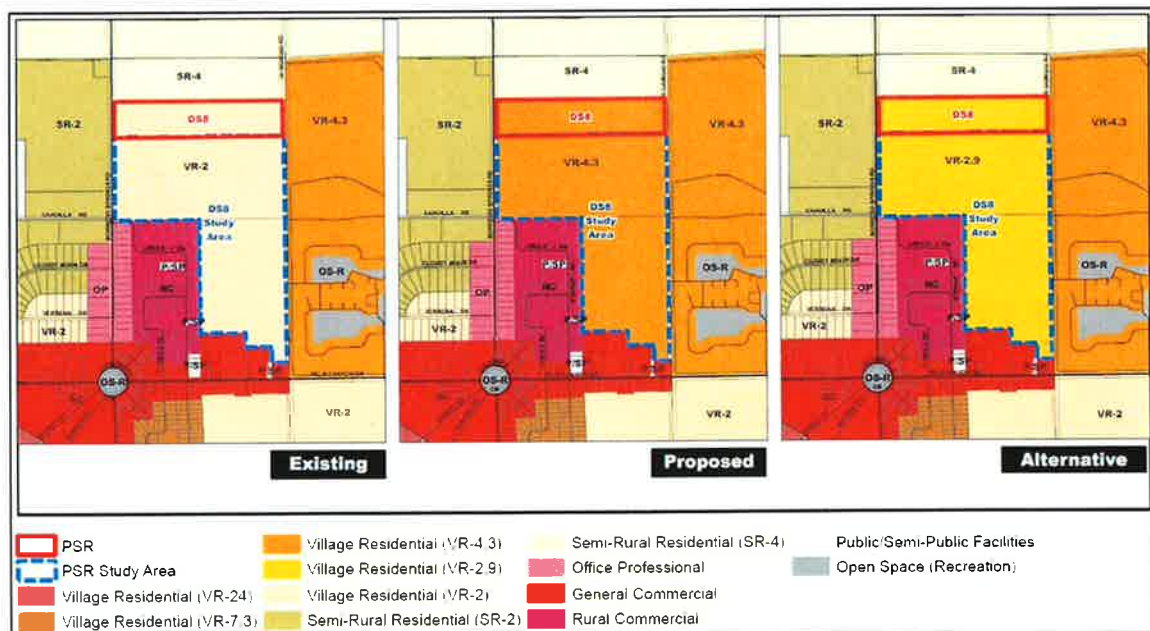


General Plan Policy and Constraints Analysis – Staff concluded the Proposed Project Map was not consistent with the policy addressing feasibility with the General Plan Potential; LU-1.9, addresses feasibility of reaching the General Plan density potential. The site has an existing special zoning designator, which limits grading and septic placement. It is in the adopted Pre-Approved Mitigation Area (PAMA) of the South County MSCP, that requires consolidating development in the southwest corner to maximize open space and wildlife corridors. Meeting fire access requirements for the Proposed Project Map would be difficult and also would necessitate consolidating homes in the southwest corner of the site, depending on easement options for secondary access. The Alternative Map reduces the area of SR-2 in more constrained portions of the site, including part of a ridgeline and a drainage area, and further consolidates the SR-2 closer to the existing built out neighborhood to the west; thus demonstrating a higher level of consistency with policies that address sensitive habitat areas and ridgelines.

PDS Recommendation – Staff recommends the Alternative Map. Upon consideration of these constraints, and with the absence of sewer service and limitations on septic placement options, the estimated 14-lot Alternative Map provides greater assurance of feasibility.

3. **DS8 Analysis Area (Borrego Springs):** The DS8 Analysis Area covers 3 parcels, approximately 169 acres, and includes one PSR in the central portion of the Borrego Springs CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	VR-2	VR-4.3	VR-2.9
Potential Dwelling Units	337	726 Estimated increase: 389	489 Estimated increase: 152
CPG/CSG Recommendation	●		
Staff Recommendation	●		



General Plan Policy and Constraints Analysis – Analysis concluded the Proposed Project Map and Alternative were inconsistent with General Plan goals and policies. The DS8 Proposed Project Map would constitute a density increase of 389 units, in an area with water supply constraints. Both the Proposed Project Map and Alternative Map were found to be inconsistent with six applicable policies of the General Plan. The most significant issue facing development in the Borrego Valley is the implications of the Sustainable Groundwater Management Act (SGMA) and upcoming Groundwater Sustainability Plan (GSP), which will require reductions in water use in the Valley, bringing into question the ability of the Borrego Water District (BWD) to service the density potential. Both the current Community Plan and the community-specific mapping objectives of the General Plan Update recognized the existing supply of vacant lots and existing unbuilt density in the CPA. According to the General Plan Update Groundwater Study, there are approximately 3,700 vacant lots within the Borrego Valley. It is estimated that over 10,000 additional DUs are possible when

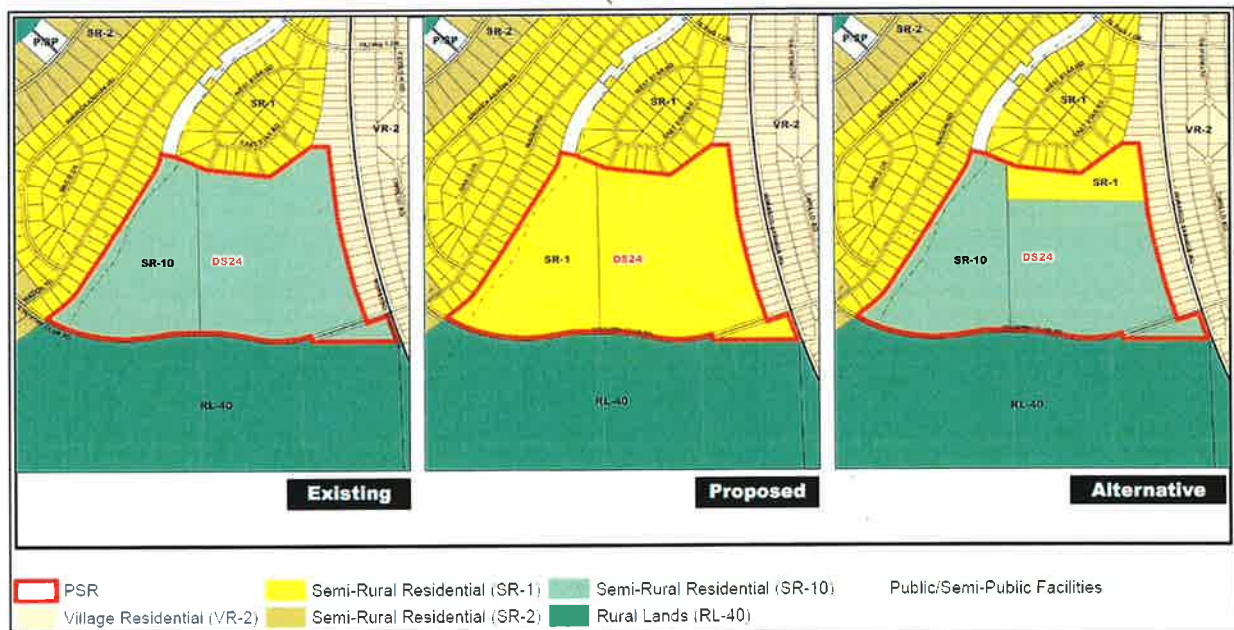


adding legally buildable vacant lots to the additional subdivision/multi-family potential in the current General Plan. From the hazards and feasibility perspective, the Analysis Area is mostly within a fan terminus alluvial wash, which is a particularly hazardous area of the floodplain that can concentrate flows during flash floods and carries restrictive requirements that will limit feasibility.

PDS Recommendation – Staff recommends retaining the Existing General Plan Land Use designation.

4. **DS24 Analysis Area (Borrego Springs):** The DS24 Analysis Area covers two parcels, approximately 169 acres, and includes one PSR in the western portion of the Borrego Springs CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-10	SR-1	SR-10/SR-1
Potential Dwelling Units	16	169 Estimated increase: 153	34 Estimated increase: 18
CPG/CSG Recommendation	●		
Staff Recommendation	●		



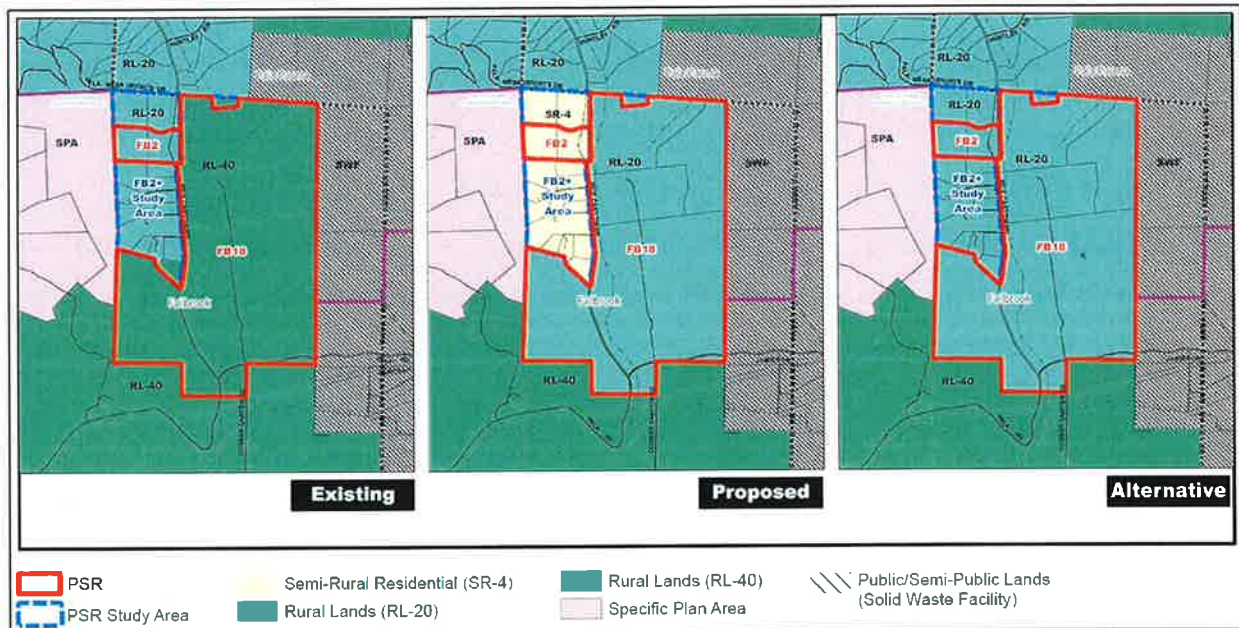
General Plan Policy and Constraints Analysis - The Proposed Project Map was found to be inconsistent with seven policies of the General Plan and three policies of the Community Plan. These inconsistencies would also carry forward for the Alternative Map, with the exception of two of the General Plan policies. The issues of groundwater sustainability, unbuilt available density in the CPA, and flood hazards would also apply to DS24. In addition, DS24 contains one of the densest concentrations of ocotillos in the Valley. The high quality native desert habitat has the potential to host several sensitive species. The Community Plan calls for directing new development toward previously cleared sites. It is estimated that over 10,000 additional DUs are possible when adding legally buildable vacant lots to the additional subdivision/ potential in the current General Plan. The site has topographical features that are a key component of a scenic view shed seen from

the main southern community entry point, Borrego Springs Road, and the main western entry point, Montezuma Valley Road, which is a County Scenic Highway. The nearby areas of SR-1, SR-2, and VR-2 designations are already parcelized to those densities, and though the lots are currently adjacent to public roads and water lines the majority of these nearby lots are vacant.

**PDS Recommendation** – Staff recommends retaining the Existing General Plan Land Use designation.

5. **FB2+ Analysis Area (Fallbrook):** The FB2+ Analysis Area covers 23 parcels, approximately 491 acres, and includes two PSRs (under the same ownership) in the eastern portion of the Fallbrook CPA

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL-20/RL-40	SR-4/RL-20	All RL-20
Potential Dwelling Units	26	42 Estimated increase: 16	37 Estimated increase: 11
CPG/CSG Recommendation	All SR-10 (Option not directed for analysis)		
Staff Recommendation			●



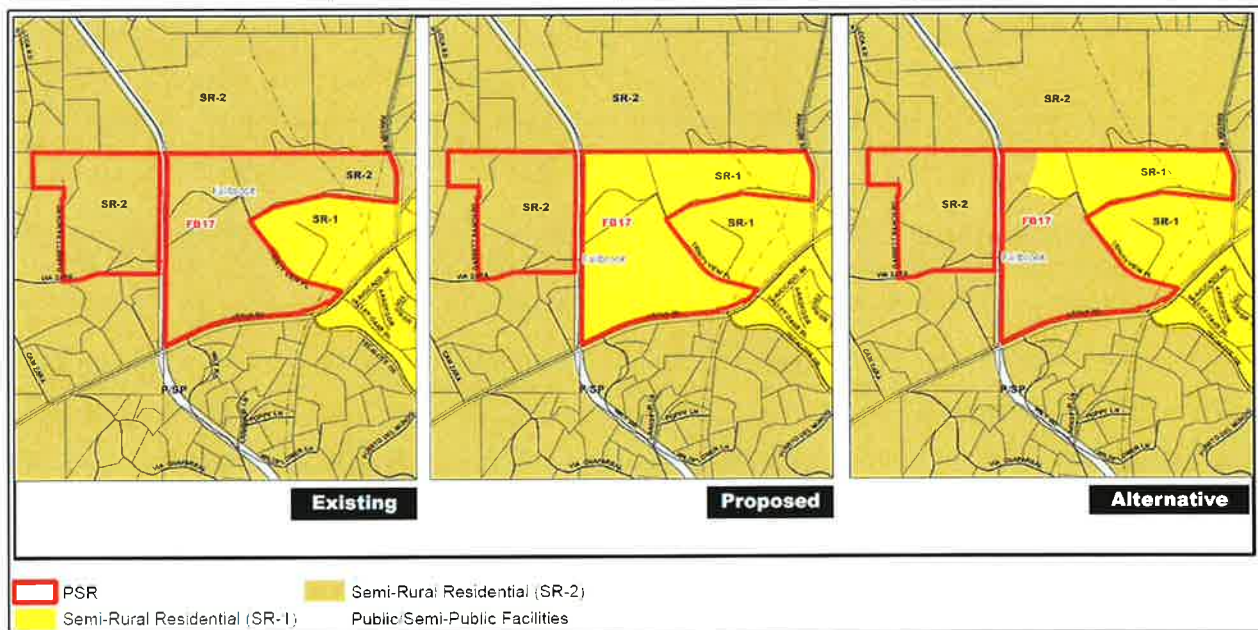
**General Plan Policy and Constraints Analysis** - The Proposed Project Map was found to be inconsistent with six policies of the General Plan. No inconsistencies were found for the Alternative Map. The inconsistent component of the Proposed Map is the SR-4 designation proposed for the western portion of the site that is a hillside slope with Coastal Sage Scrub. It makes up an important link in a wildlife corridor, as it is adjacent to over 1,000 acres of native habitat to the north and west, with the majority of this adjacent acreage in preserve. The SR-4 would be dissimilar to the current mapping pattern of the area; the current pattern includes Rural Lands, some of which have Williamson Act contracts. The Analysis Area is separated from higher density Specific Plan areas near the I-15/SR-76 interchange by a mountainous area of habitat preserves and agricultural preserves.



PDS Recommendation – Staff recommends the Alternative Map.

6. **FB17 Analysis Area (Fallbrook):** The FB17 Analysis Area covers 6 parcels, approximately 107 acres, and includes one PSR in the eastern portion of the Fallbrook CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-2	SR-1/SR-2	SR-1[less]/RL-20
Potential Dwelling Units	49	82 Estimated increase: 33	64 Estimated increase: 15
CPG/CSG Recommendation	●		
Staff Recommendation			●



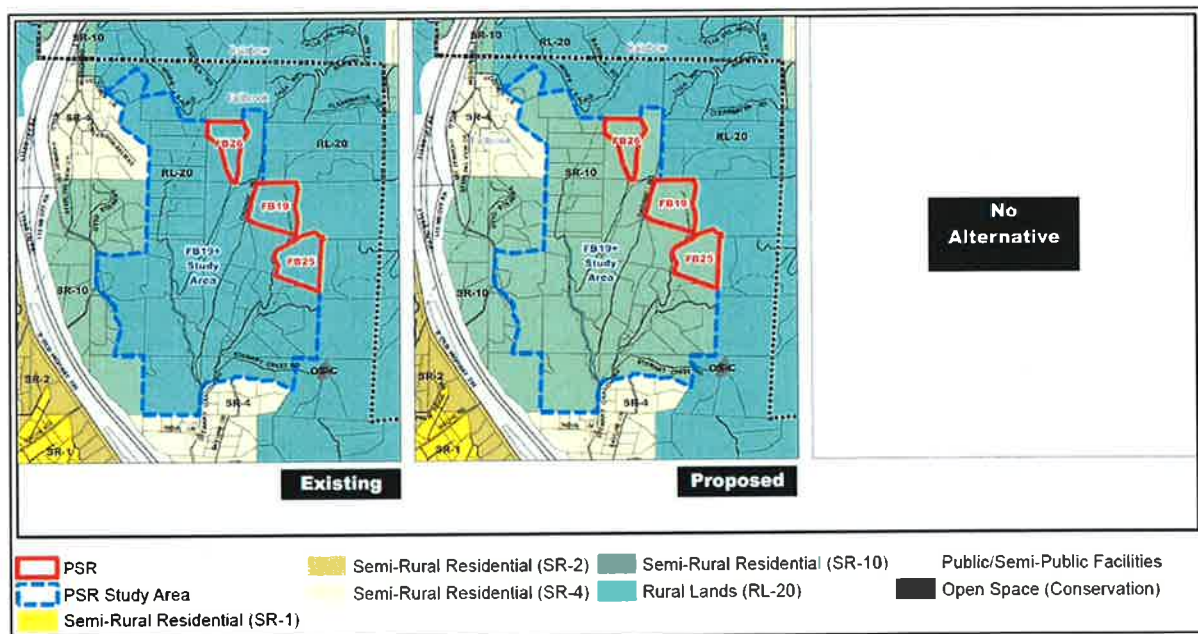
General Plan Policy and Constraints Analysis - The Proposed Project Map presents inconsistency issues with four policies of the General Plan mainly related to feasibility and land use mapping relative to sensitive habitats and agricultural preservation. The central portion of FB17 contains areas of wetlands along the public road frontage and crossing across the site. Outside of the wetlands are some areas of steep slopes and coastal sage scrub. Because the site is not within a sewer service area, existing infrastructure will present challenges in achieving the density potential. Research on agriculture within the unincorporated County has shown densities SR-1 and higher are more likely to impact agriculture. The Alternative Map would consolidate the change to SR-1 in approximately 27 acres located in the less constrained eastern leg of the Analysis Area, with better access options. This Alternative Map was found to be consistent with all of the applicable General Plan policies.

PDS Recommendation – Staff recommends the Alternative Map because it consolidates the higher intensity and would avoid the constraints and agricultural land.



7. **FB19+ Analysis Area (Fallbrook):** The FB19+ Analysis Area covers 61 parcels, approximately 579 acres, and includes three PSRs in the northeastern portion the Fallbrook CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL-20	SR-10	None
Potential Dwelling Units	61	62 Estimated increase: 1	N/A
CPG/CSG Recommendation		●	
Staff Recommendation		●	

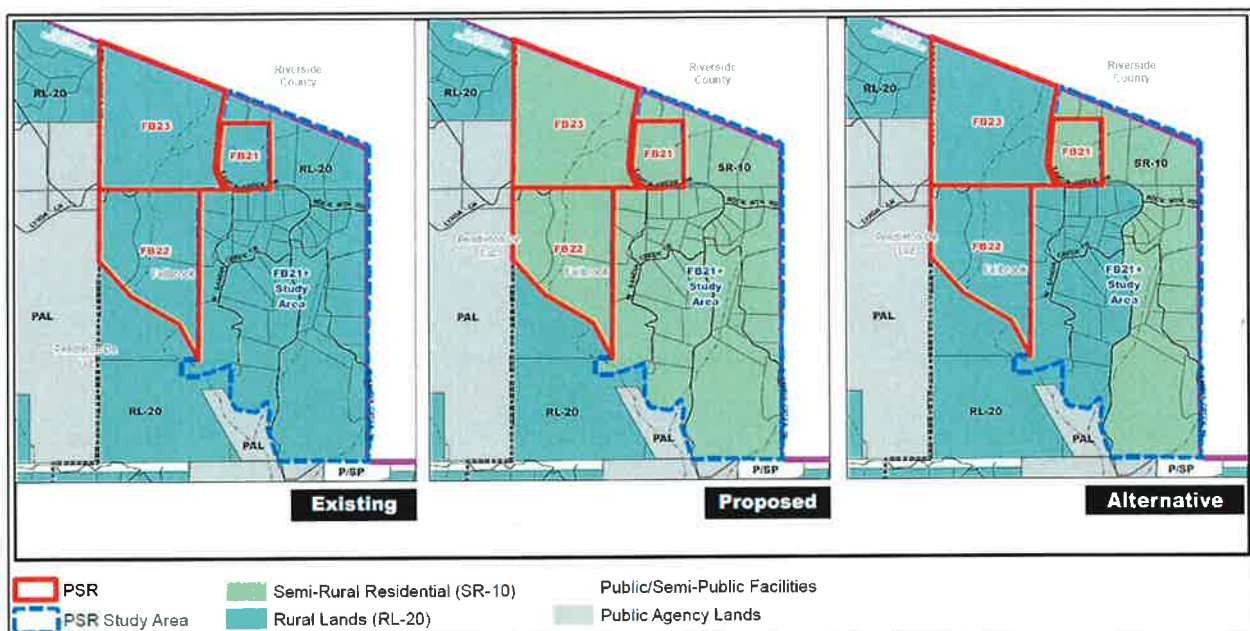


**General Plan Policy and Constraints Analysis** - The Proposed Project Map was not found to be inconsistent to General Plan Policies, it constitutes a negligible change for the large area covered. The proposed SR-10 designation allows the same density (1 unit per 20 acres) as the existing RL-20 in the areas of 25% and greater slope. Most of the area consists of steep slopes. A slope model was used for slope-dependent density calculations in relation to the existing parcel sizes. Estimates show only one of the existing parcels would potentially be able to subdivide into two lots under SR-10. With the 1-unit difference between the Existing and Proposed Project Map, there would not be anticipated impacts to the character of the area. There are existing areas of SR-4 and SR-10 adjacent to the west and south, and another large area of SR-10 nearby to the east, a change would be consistent with the surrounding uses.

**PDS Recommendation** – Staff recommends the Proposed Project Map. There would be one additional unit given the current lot configuration.

8. **FB21+ Analysis Area (Fallbrook):** The FB21+ Analysis Area covers 51 parcels, approximately 679 acres, and includes three PSRs at the northern edge of the Fallbrook CPA, adjacent to Riverside County.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL-20	SR-10	SR-10/RL-20
Potential Dwelling Units	61	68 Estimated increase: 7	63 Estimated increase: 2
CPG/CSG Recommendation		●	
Staff Recommendation	●		

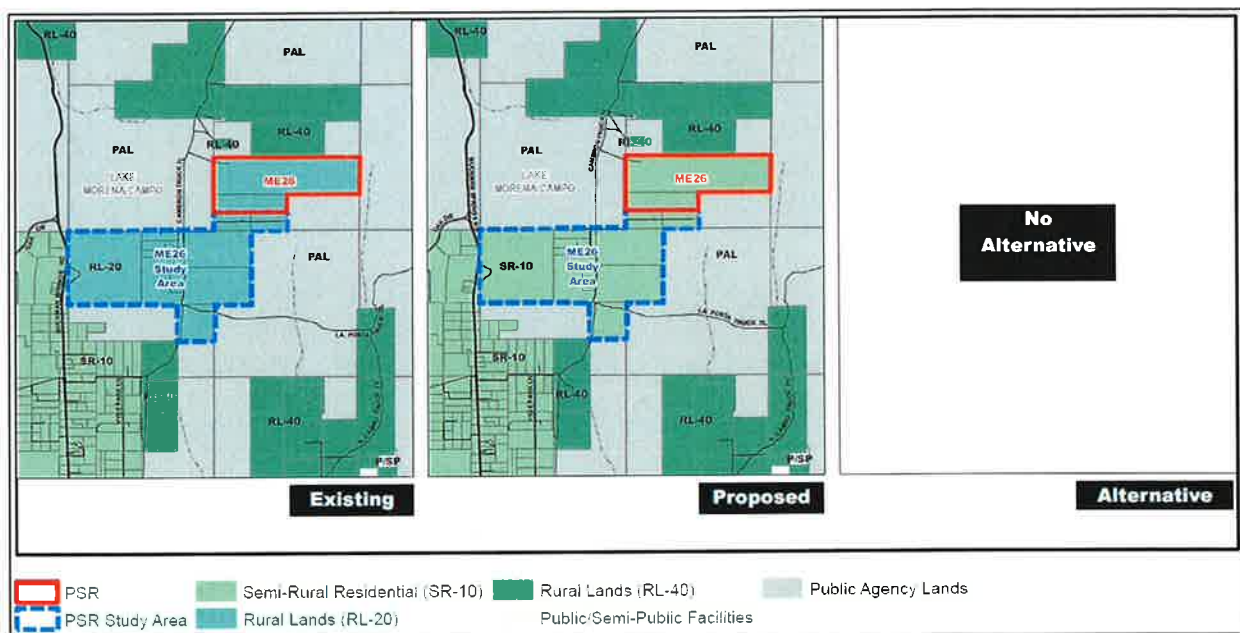


**General Plan Policy and Constraints Analysis** - The Proposed Project Map has been found to be inconsistent with 11 General Plan policies. The Analysis Area is highly constrained by Sandia Creek (Santa Margarita River tributary), tributary wetlands, steep slopes, and native upland habitats, with the most constrained portions being the western PSRs in the Analysis Area. When considering these constraints and the 10% Resource Protection Ordinance (RPO) slope encroachment allowance, there is limited development area. Public roads are not available in the Analysis Area, and the main private access road through the middle of the Analysis Area (Sandia Creek Drive) contains sharp curves and steep roadside drop offs. One of the community-specific planning rationales for Fallbrook during the General Plan Update was to maintain Rural Lands designations in the environmentally sensitive areas near the Santa Margarita River. All private lands north of the river in the CPA (and east of the river where it curves north) have Rural Lands designations.

**PDS Recommendation** – Staff recommends retaining the Existing General Plan land use designation.

9. **ME26 Analysis Area (Campo/Lake Morena):** The ME26 Analysis Area covers 15 parcels, approximately 678 acres, and includes one PSR located east of the Lake Morena Rural Village.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL20	SR-10	None
Potential Dwelling Units	33	59 Estimated increase: 26	N/A Estimated increase: N/A
CPG/CSG Recommendation		●	
Staff Recommendation		●	



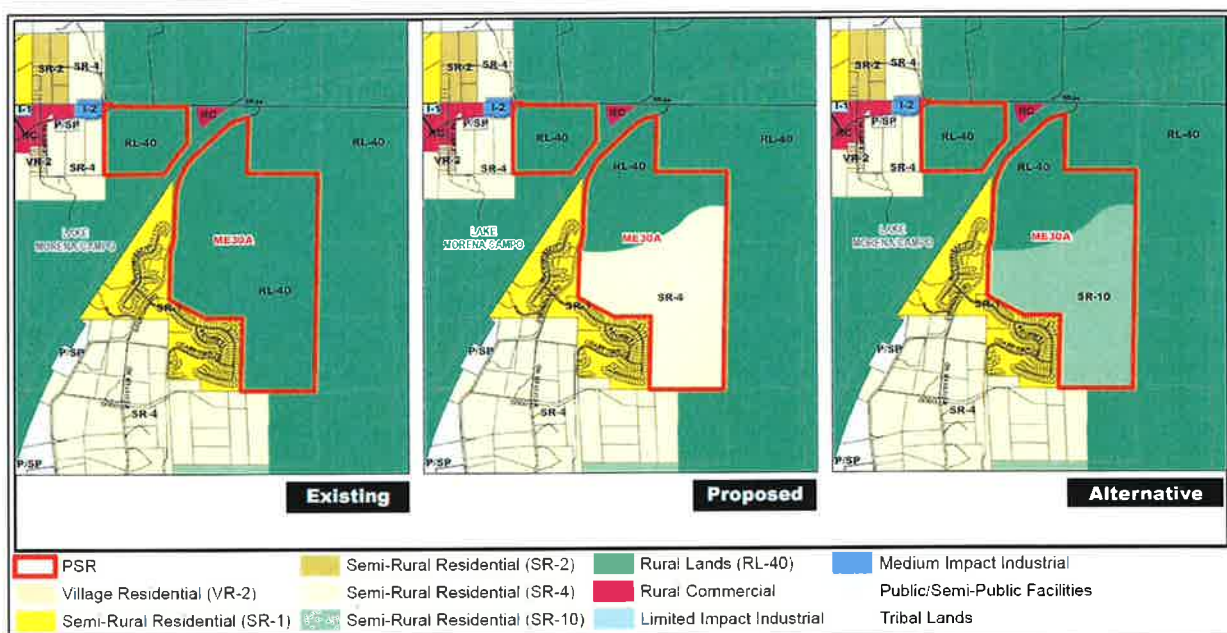
**General Plan Policy and Constraints Analysis** – The Proposed Project Map did not present any inconsistencies with the Goals and Policies of the General Plan. During the General Plan Update, application of Semi-Rural densities in Campo/Lake Morena outside the Villages generally followed pre-existing parcelization and development patterns. However, the Analysis Area is a half mile from the Village boundary and shares some similarities with other areas designated as SR-10 in close proximity to the Village, including a mix of larger and smaller parcels. Eight of the 15 parcels in the Analysis Area are less than 11 acres. The area is groundwater-dependent, but the SR-10 density of the Proposed Project Map would not conflict with the Groundwater Ordinance. The Groundwater Ordinance and precipitation map would require a minimum lot size of 5 acres for this area. The Conservation Subdivision requirement would still be applicable, requiring avoidance of 75 percent of resources, under the proposed SR-10, and the application of this density would be consistent with the Community Development Model, given the location within the community.

**PDS Recommendation** – Staff recommends approval of the Proposed Project Map.



**10. ME30A Analysis Area (Campo/Lake Morena):** The ME30A Analysis Area includes one PSR parcel, approximately 262 acres, located southwest of the Cameron Corners Rural Village.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL40	SR-4/RL-40	10/RL-40
Potential Dwelling Units	6	35 Estimated increase: 29	16 Estimated increase: 10
CPG/CSG Recommendation		●	
Staff Recommendation			●

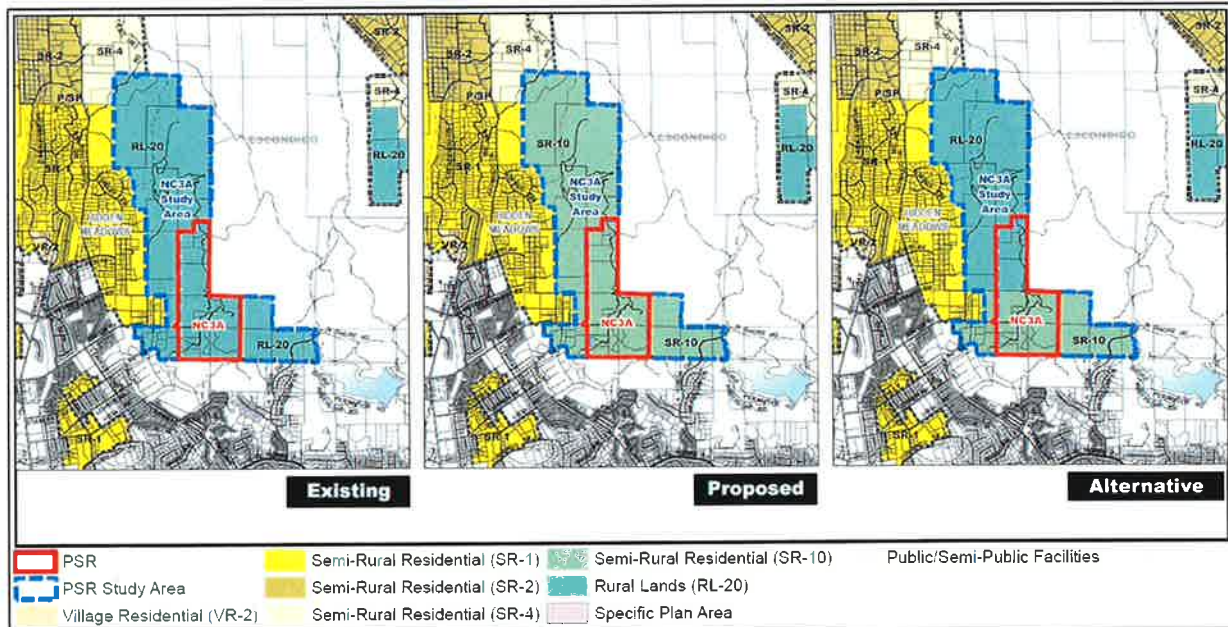


**General Plan Policy and Constraints Analysis** - The Proposed Project Map would present inconsistencies with General Plan policies addressing feasibility and mapping patterns. Application of Semi-Rural densities in the community generally followed pre-existing parcelization and development patterns. The practice considered the limited infrastructure and services in the community. Though ME30A is adjacent to an area of SR-1 and SR-4 designations, the site consists of one 262-acre parcel, which under the Community Development Model should remain a lower density Semi-Rural designation. The site is groundwater-dependent and within a precipitation zone that would entail a Groundwater Ordinance minimum lot size of 8 acres, thus rendering the proposed SR-4 density (for the southern portion) infeasible. The Alternative Map would instead place SR-10 in the southern portion, maintaining the Conservation Subdivision requirement and consistency with Groundwater Ordinance minimum lot size restrictions, while also addressing the adjacency to two Village boundaries.

**PDS Recommendation** – Staff recommends the Alternative Map.

- 11. NC3A (North County Metro – Hidden Meadows):** The NC3A Analysis Area covers 48 parcels, approximately 1,015 acres, and includes one PSR located west of the City of Escondido within the North County Metro – Hidden Meadows CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL20	SR-10	SR-10/RL-20
Potential Dwelling Units	66	77 Estimated increase: 11	69 Estimated increase: 3
CPG/CSG Recommendation		●	
Staff Recommendation		●	

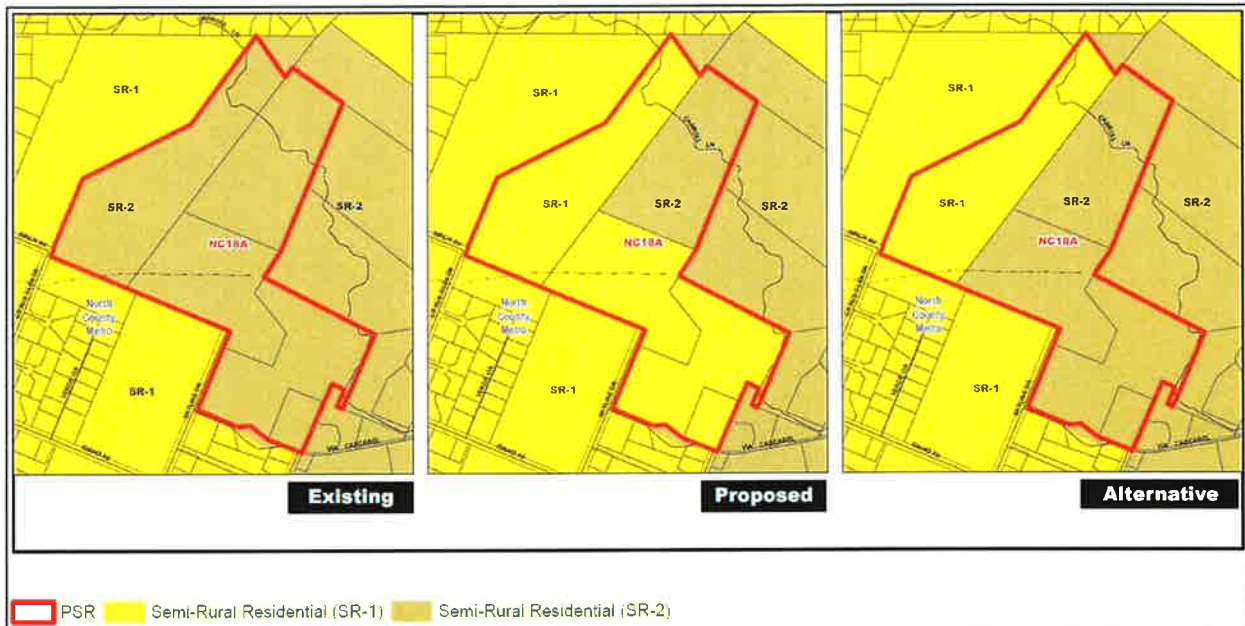


**General Plan Policy and Constraints Analysis** – There were no inconsistencies found with the Proposed Project Map. NC3A is a large Analysis Area proposed to be changed from RL-20 to SR-10 with a small estimated increase in density potential, due to the existing parcel sizes and the steep slope areas. The SR-10 designation applies the same 1 unit per 20 acres density in areas of SR-10 that have greater than 25% Steep Slopes; this is the same as under RL-20. It is in a slope-constrained area on the outer edge of the Hidden Meadows CPA (part of the North County Metro Subregion), adjacent to the Daley Ranch Preserve within the City of Escondido jurisdiction. There are areas outside of steep slopes for placement of housing footprints for the additional potential dwelling units. Given the proximity to the infrastructure and services in Escondido and adjacent substantially higher densities in Hidden Meadows, the proposed SR-10 designation would be consistent with the Community Development Model.

**PDS Recommendation** – Staff recommends the Proposed Project Map in recognition of the existing footprints and consistency with the General Plan and Community Development Model.

- 12. NC18A Analysis Area (North County Metro – unrepresented portion):** The NC18A Analysis Area covers 5 parcels, approximately 93 acres, and includes one PSR located in a County island within the Sphere of Influence for the City of Escondido.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-2	SR-1/SR-2	SR-1 [less]/SR-2
Potential Dwelling Units	43	77 Estimated increase: 34	57 Estimated increase: 14
CPG/CSG Recommendation	N/A		
Staff Recommendation			●



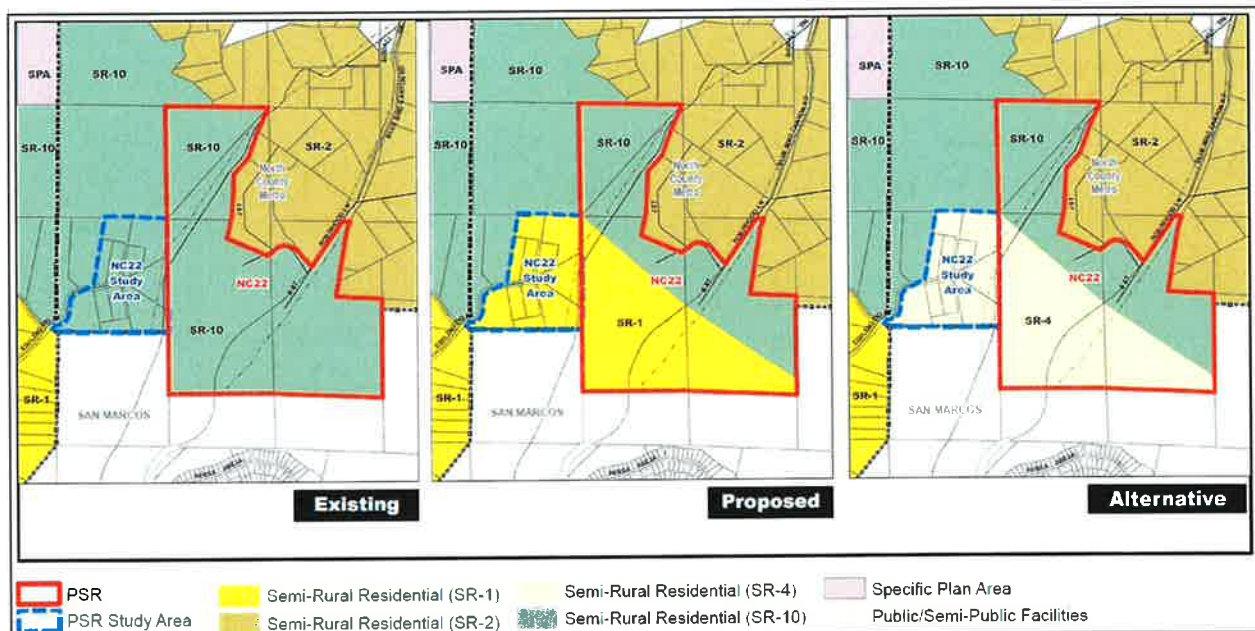
**General Plan Policy and Constraints Analysis** – The Proposed Project Map was found to have two General Plan inconsistency findings. It is within an area that retains an agricultural focus and community character, though the area transitions to a more suburban character just to the west. Inconsistencies, for the Proposed Project Map are related to land use mapping to support continued agricultural operations and in connection to community character issues that were identified. PDS's analysis shows when large areas of predominant agricultural operations move into the SR-1 and higher densities, there is the potential for impact to and loss of agriculture. The NC18A Analysis Area is located in a County island within the Sphere of Influence for Escondido, just east of the City's jurisdiction. Another issue identified for this area during the 2012 PSR workshop process was the impact to emergency response travel time. Current models show only the western edge of the Analysis Area is estimated to be within the 5-minute travel time standard required for SR-1 (verification required at the subdivision application stage). This western portion also has a more limited agricultural footprint than the rest of the area and is in close proximity to the more suburban community character to the west. The Alternative Map would limit the SR-1 to the western portion and was found to be in conformance with the General Plan.



PDS Recommendation – Staff recommends the Alternative Map in recognition of the existing constraints for steep slope and agriculture on this property.

- 13. NC22 Analysis Area (North County Metro – Twin Oaks):** The NC22 Analysis Area covers 17 parcels, approximately 154 acres, and includes one PSR located in the southern portion of the Twin Oaks CPA, adjacent to the City of San Marcos.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-10	SR-1/SR-10	SR-4/SR-10
Potential Dwelling Units	21	73 Estimated increase: 52	28 Estimated increase: 7
CPG/CSG Recommendation:	●		
Staff Recommendation	●		



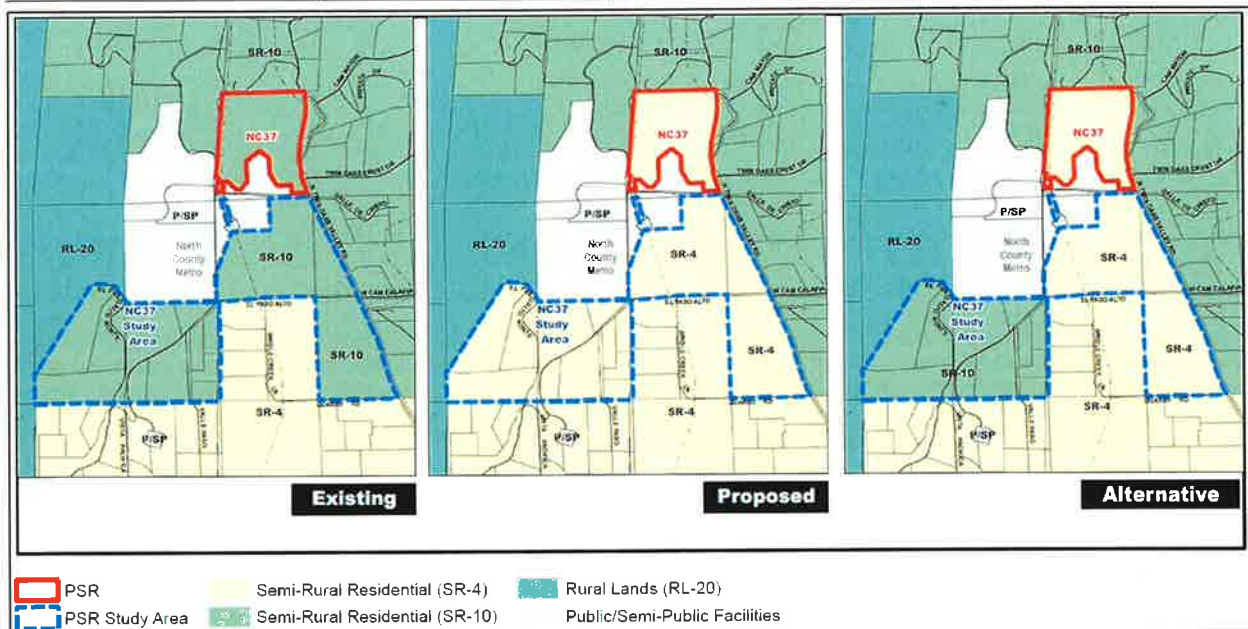
General Plan Policy and Constraints Analysis – General Plan inconsistencies were found with the Proposed Project and Alternative Map related to feasibility and lower densities for areas with sensitive habitats. Currently, development is limited to parcels in the western portion of the Analysis Area. The Analysis Area is within Draft NCMSCP PAMA and is part of an undeveloped native habitat corridor that spans over 1,200 acres in this area. The PSR parcel, which covers 126 acres of the 154 acre Analysis Area, contain a riparian wetland corridor (in the headwaters of Agua Hedionda Creek) including a pond, surrounded by hillsides of coastal sage scrub. Development up to the Proposed Project is likely not feasible due to requirements for wetland buffers, Resource Protection Ordinance (RPO) steep slope easements, fire clearing around structures, and restrictive limitations on septic and access roads over steep slopes and wetlands/wetland buffers. There is more assurance of feasibility under the Alternative Map; however, that option would still present inconsistency with General Plan Policy LU-6.2, due to the issues with removing the Conservation

Subdivision requirement (applies to SR-10 and lower) in such a critical habitat area. There is an application with the City of San Marcos for Annexation of this property.

PDS Recommendation – Staff recommends retaining the existing General Plan Land Uses.

- 14. NC37 Analysis Area (North County Metro – Twin Oaks):** The NC37 Analysis Area covers 15 parcels, approximately 158 acres, and includes one PSR located in the northwestern portion of the Twin Oaks CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR10	SR-4	SR-4/SR-10
Potential Dwelling Units	19	31 Estimated increase: 12	31 Estimated increase: 12
CPG/CSG Recommendation			●
Staff Recommendation			●



General Plan Policy and Constraints Analysis – The Proposed Project Map analysis found inconsistencies with the application of Semi-Rural 4 in the western portions of the Analysis Area. NC37 provides a contrast between areas of substantial existing development footprint in the eastern portion, close to Twin Oaks Valley Road, a County-maintained Mobility Element Road, and the western leg of the Analysis Area, transitioning to the more constrained San Marcos Mountains area of limited access and infrastructure. Maintaining the SR-10 in the western portion under the Alternative Map also maintains a mapping pattern of very low-density designations in the more mountainous areas of Twin Oaks. There is not a difference in the density calculation of the Proposed Project Map and Alternative Maps because the western portion (to remain SR-10 in the Alternative) would not have additional subdivision potential under either the SR-10 or SR-4 designations.

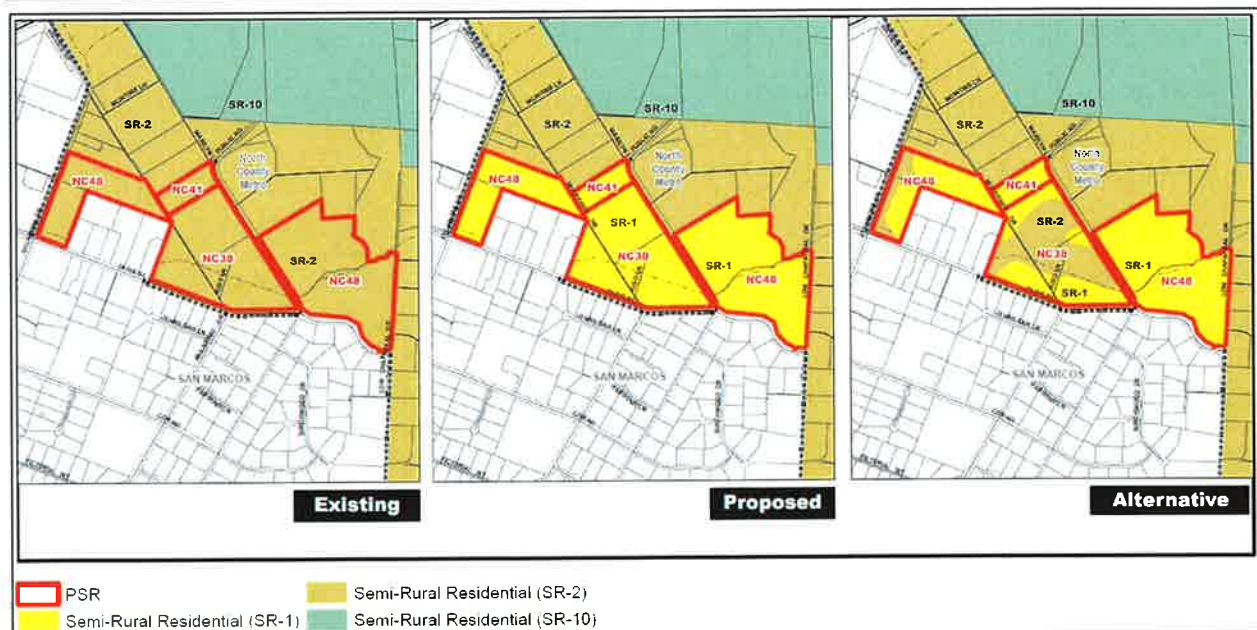


However, if ownership were consolidated in the western portion, a reconfigured subdivision over that area could yield one or two additional lots under SR-4.

PDS Recommendation – Staff recommends the Alternative Map.

- 15. NC38+ Analysis Area (North County Metro – Twin Oaks):** The NC38+ Analysis Area covers 8 parcels, approximately 77 acres, and includes three PSRs located in the northwestern portion of the Twin Oaks CPA, adjacent to the City of San Marcos.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-2	SR-1	SR-1/SR-2
Potential Dwelling Units	37	75 Estimated increase: 38	64 Estimated increase: 27
CPG/CSG Recommendation	●		
Staff Recommendation			●

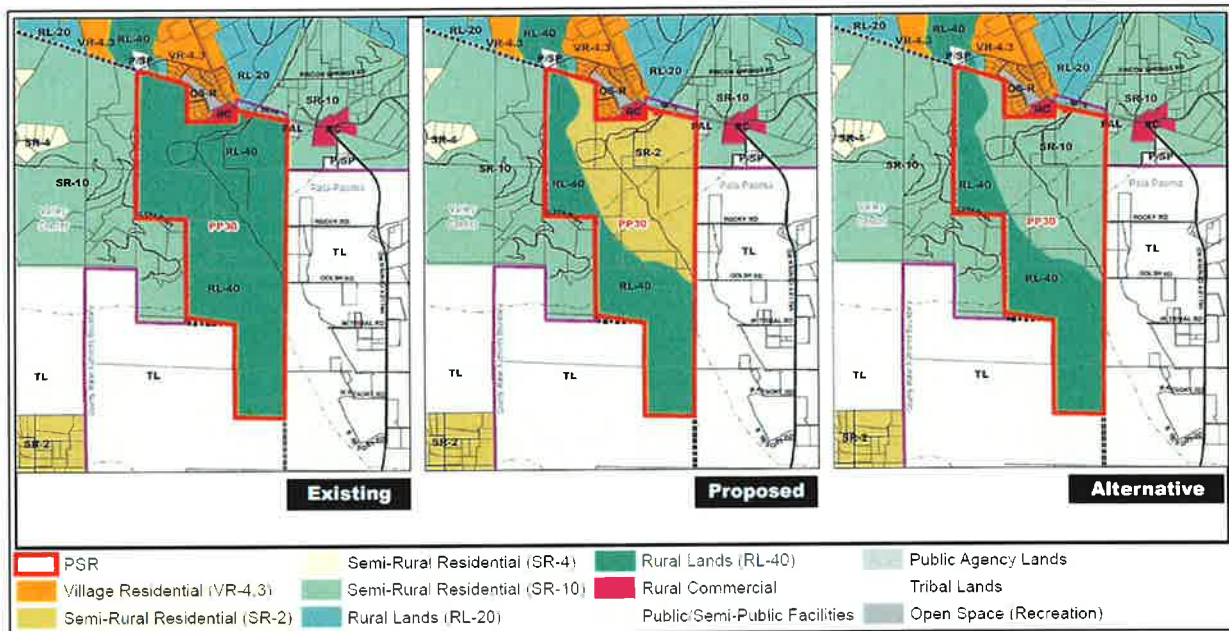


General Plan Policy and Constraints Analysis – Staff found inconsistencies with the Proposed Project Map. The NC38+ Analysis Area contains a low level of habitat and slope constraints in comparison to other North County Analysis Areas; however, it is part of a productive agricultural area. Research conducted shows that agricultural areas converted to SR-1 or higher densities results in impacts and potentially loss of agriculture. In addition to issues with the applicable agricultural preservation policy, multiple General Plan policies address steering development away from floodplains/floodways, which also pose feasibility issues for the reaching the density potential associated with the Proposed Project Map; this Analysis Area contains a FEMA designated floodplain/floodway, and also contains prime agricultural soils.

PDS Recommendation – Staff recommends the Alternative Map, which would maintain the SR-2 in the floodplain.

**16. PP30 Analysis Area (Pala/Pauma):** The PP30 Analysis Area covers 11 parcels, approximately 518 acres, and includes one PSR located in the eastern portion of Pala Pauma, south of the Pauma Rural Village and west of the Rincon Reservation.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL-40	SR-2/RL-40	SR-10/RL-40
Potential Dwelling Units	12	134 Estimated increase: 122	31 Estimated increase: 19
CPG/CSG Recommendation			●
Staff Recommendation			●



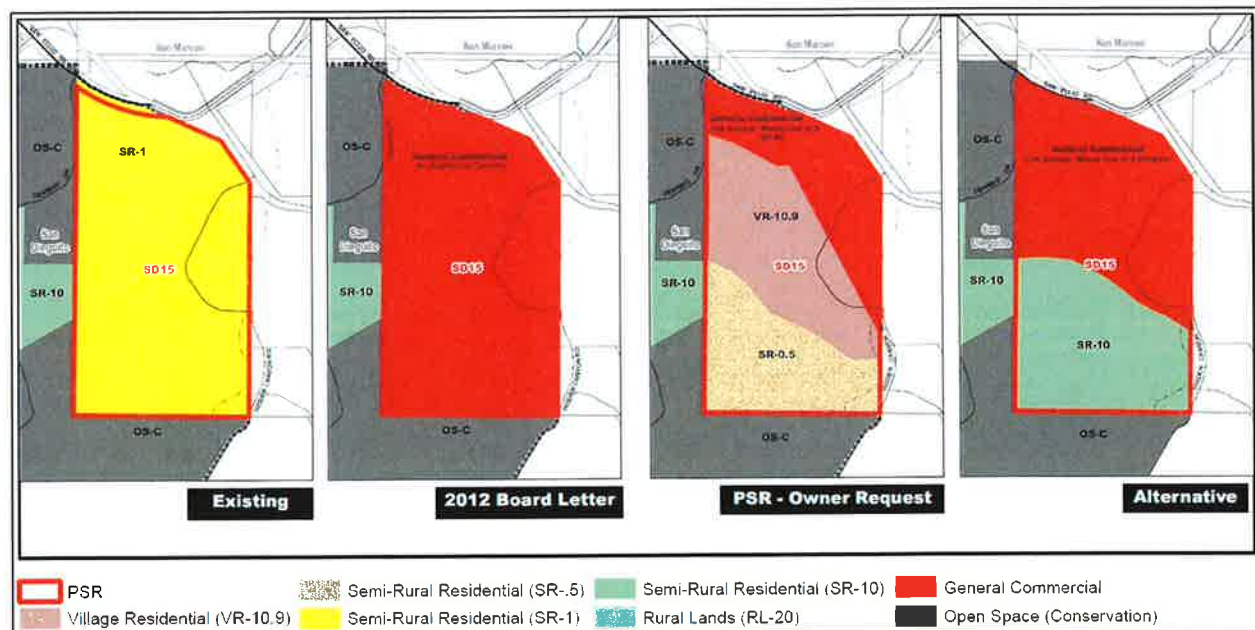
General Plan Policy and Constraints Analysis - The Proposed Project Map was found to have inconsistencies with General Plan Goals and Policies. The PP30 Analysis Area has a high level of constraints. The San Luis Rey River runs through the southern and western portions. Although its floodplain area would remain RL-40 in both the Proposed Project Map and Alternative Map options, Yuima Creek and Potrero Creek come in from the northeast through the area proposed for SR-2 to connect to the river. The locations of these creek areas constrain access to the southern portion of the SR-2 designation in the Proposed Project Map. In addition to the creek corridors and riparian vegetation, the SR-2 proposed area contains areas of coastal sage scrub and oak woodlands. The site is groundwater dependent, with a Groundwater Ordinance imposed 5-acre minimum lot size, rendering the SR-2 density infeasible. The site is within the basin required to complete a Groundwater Sustainability Plan for the Sustainable Groundwater Management Act. The Analysis Area is adjacent to Pauma Rural Village. The Alternative Map provides density (SR-10) in the previously

disturbed northeastern portion, which would maintain the Conservation Subdivision requirement to avoid 75 percent of resources as outlined in the Subdivision Ordinance.

PDS Recommendation – Staff recommends the Alternative Map.

**17. SD15 Analysis Area (San Dieguito):** The SD15 Analysis Area includes one PSR, approximately 69 acres, and is located west of Elfin Forest.

	Existing General Plan	2012 Board Letter Map	Proposed Project Map	Alternative Map
Land Use Designation	SR-1	GC (no additional density)	GC/VR-10.9/SR-0.5	GC/SR-10
Potential Dwelling Units	61	61	362 Estimated increase: 301	80 Estimated increase: 19
CPG/CSG Recommendation	●			
Staff Recommendation			●	



General Plan Policy and Constraints Analysis – The Proposed Project Map was found to be consistent with General Plan Policies. The SD15 Analysis Area is located within a 550-acre County island just west of the Elfin Forest community. The Board direction was to analyze a land use designation change to General Commercial with no additional density (limited to a mixed use residential density consistent with the current SR-1). The owner did not attend the summer 2012 PSR workshop, and based on testimony and correspondence prior to that point, it was apparent that a miscommunication with staff had occurred. After consultation, the owner's request was submitted and analyzed in the SEIR as the current Proposed Project Map. The option referred to in the 2012 Board Letter (Board direction for analysis) is still available for consideration as an additional alternative.

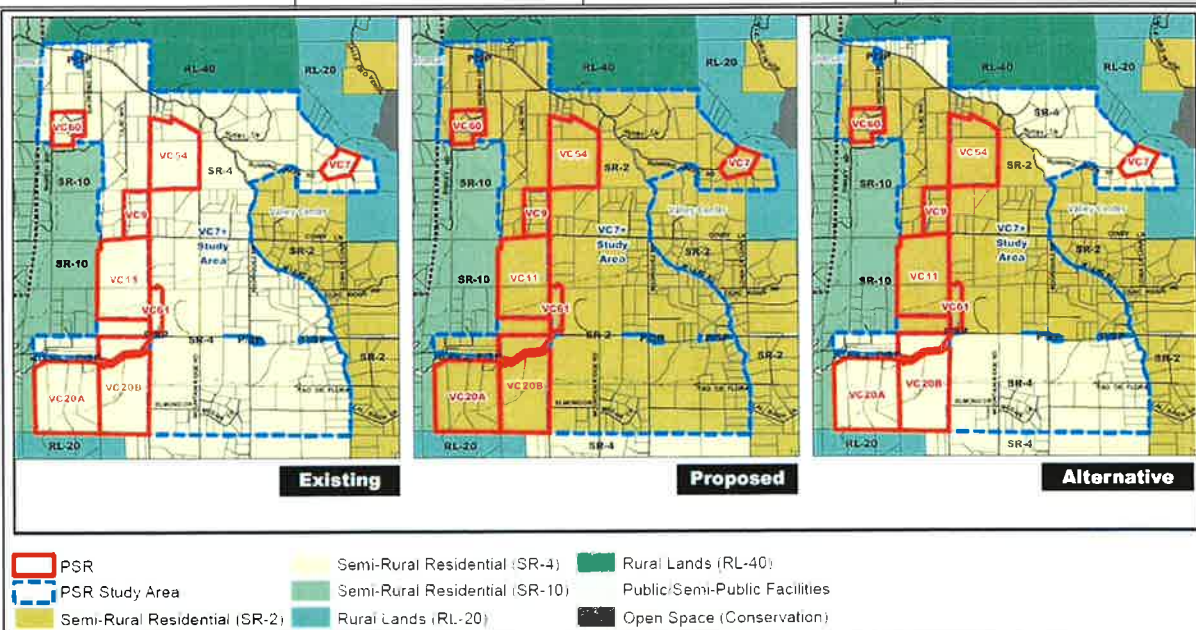


The Proposed Project Map includes VR-10.9 in the central portion. The General Commercial area proposed for the northern 19.3 acres would include a mixed use residential density of 2 units per acre. These higher density/intensity uses could be supported by the infrastructure available to the site, including the adjacent 4-lane San Elijo Road (includes sidewalks and bike lanes), sewer and water service available. The Analysis Area is adjacent to the City of San Marcos with an estimated jobs total of over 34,000, and is only a half mile east of Carlsbad with an estimated jobs total of over 67,000. Public elementary and middle schools, along with a grocery store, are found a half mile away within the San Elijo Hills development, connected by sidewalk and bike lane. Though the site is near high density development in San Marcos on the north, adjacent on the southwest, south, and southeast are open space preserves. The site is within the Draft NCMSCP PAMA with sensitive habitats and wildlife corridor connections, particularly in the southern portion. As such, it is anticipated the southern portion of the site would require open space preservation. General Plan Policy LU-1.8 allows transfer of density within a project site that has multiple designations when approved by a Major Use Permit or Specific Plan. With the flexible building type to allow multi-family residential, it is anticipated that the full density could be achieved in the VR-10.9/GC portion, with open space in the southern portion.

PDS Recommendation – Staff recommends the Proposed Project Map.

**18. VC7+ Analysis Area (Valley Center):** The VC7+ Analysis Area covers 233 parcels, approximately 1,465 acres, and includes eight PSRs located in the Valley Center CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-4	SR-2	SR-2/SR-4
Potential Dwelling Units	366	619 Estimated increase: 253	507 Estimated increase: 141
CPG/CSG Recommendation	●		
Staff Recommendation			●

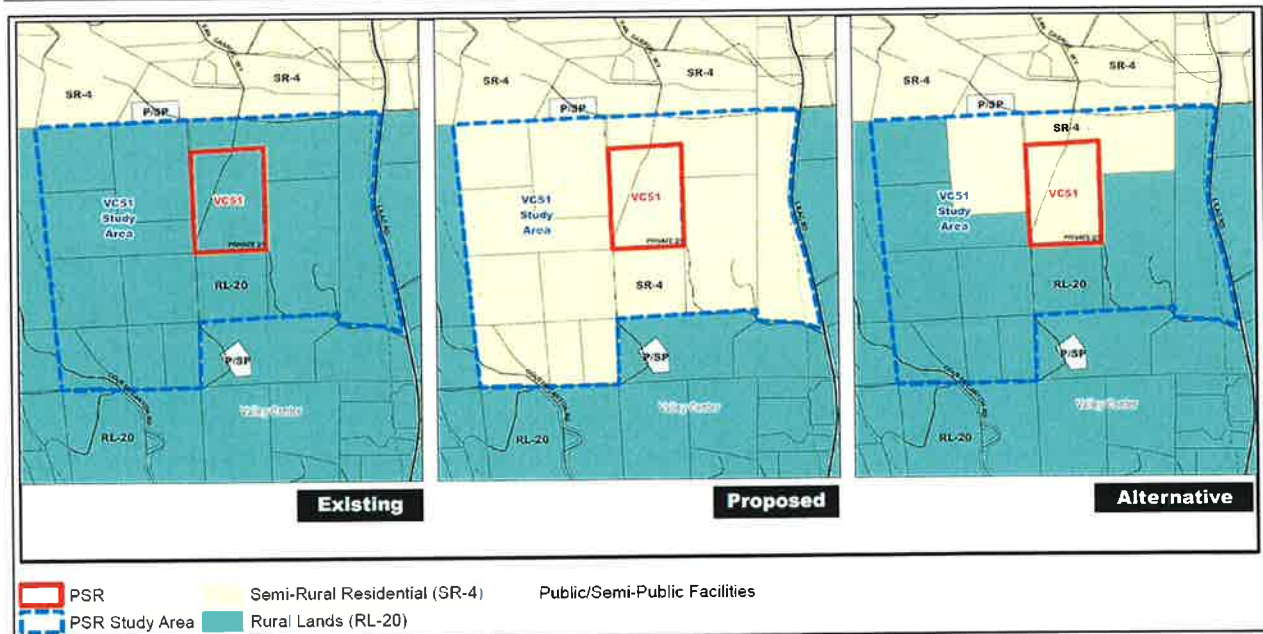


**General Plan Policy and Constraints Analysis** – The Proposed Project Map is inconsistent with General Plan Goals and Policies. The VC7+ Analysis Area exhibits an agricultural character mixed with relatively low existing densities of residential uses. Public road access is limited to West Lilac Road on the north, but there are additional segments of private roads built to fire access standards. This area has high levels of agriculture. The Alternative Map reduces the area of change, in consideration of agricultural preservation, the Community Development Model (see General Plan Guiding Principle 2) location in the outer ring of Semi-Rural, and environmental constraints. The northern portion that would remain SR-4 in the Alternative is mostly in the Draft NCMSCP PAMA and includes steep slopes descending to the Keys Creek riparian corridor at the northern edge of the Analysis Area. The southern portion that would also remain SR-4 in the Alternative contains steep slopes and is bisected by another creek corridor. The Valley Center Community Plan seeks preservation of these types of riparian and steep slope areas. The Alternative is consistent with the Community Development Model, the steep slope and biological constraints.

**PDS Recommendation** – Staff recommends the Alternative Map, where the most constrained areas remain the Existing General Plan designation of SR-4.

**19. VC51 Analysis Area (Valley Center):** The VC51 Analysis Area covers 14 parcels, approximately 166 acres, and includes one PSR located in the northwestern portion of the Valley Center CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	RL-20	SR-4	SR-4/RL-20
Potential Dwelling Units	14	27 Estimated increase: 13	17 Estimated increase: 3
CPG/CSG Recommendation	●		
Staff Recommendation			●



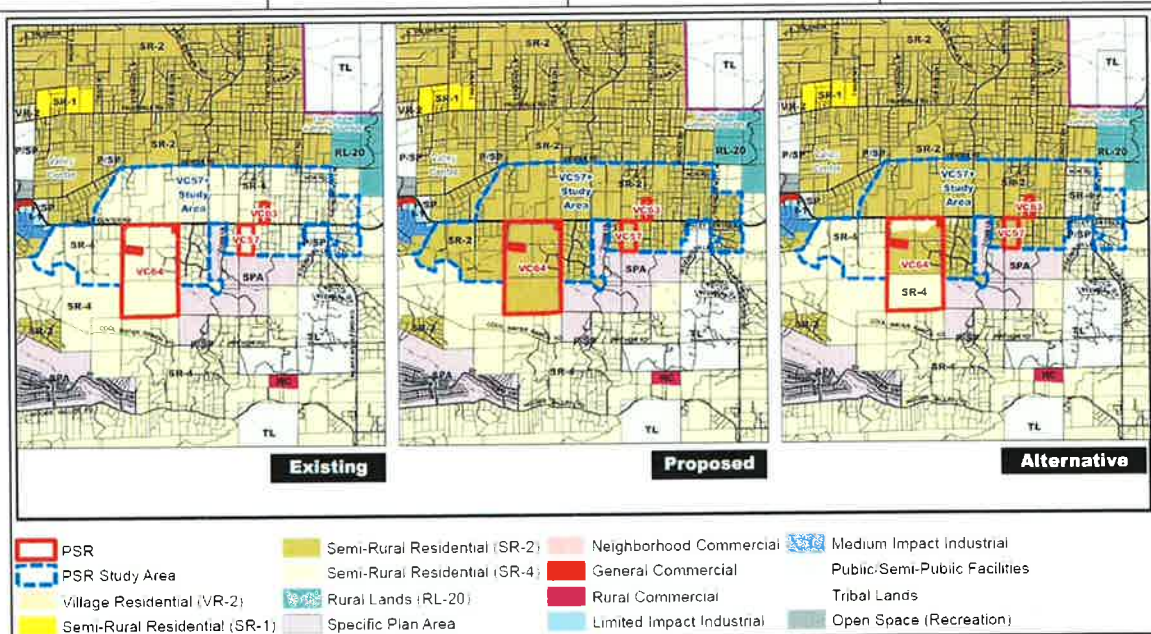


General Plan Policy and Constraints Analysis – The Proposed Project Map was found to be inconsistent with General Plan Policies. The VC51 Analysis Area includes a mix of agricultural and residential uses. There is an approximately 800 acre area of SR-4 adjacent to the north, which separates the Analysis Area from the edge of the community, therefore VC51 would not be considered part of a “greenbelt” of very low density at the edge of the community. This adjacent area of SR-4 contains a mix of larger (with subdivision potential under SR-4) and smaller parcels, with many of the larger parcels adjacent to the northern portion of the VC51 Analysis Area. This adjacent area of SR-4 also has a similar level of habitat constraints to the northern portion of VC51, with large portions previously cleared/graded for agricultural and residential uses. The Alternative limits the SR-4 change to the north-central portion, while maintaining RL-20 in more constrained areas on the eastern and western ends, and within the more access-constrained southern end. Five of the parcels in the Analysis Area are under Williamson Act contracts for preservation of agricultural uses and would not be able to subdivide (regardless of the GP designation) until completion of a non-renewal process for the associated contract, which typically takes 10 years. The alternative of SR-4 and RL20 is consistent with the Community Development Model and the agriculture in the area.

PDS Recommendation – Staff recommends the Alternative Map.

**20. VC57+ Analysis Area (Valley Center):** The VC57+ Analysis Area covers 217 parcels, approximately 1,337 acres, and includes three PSRs located in the Valley Center CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-4	SR-2	SR-2/SR-4
Potential Dwelling Units	374	605 Estimated increase: 231	524 Estimated increase: 150
CPG/CSG Recommendation	●		
Staff Recommendation			●

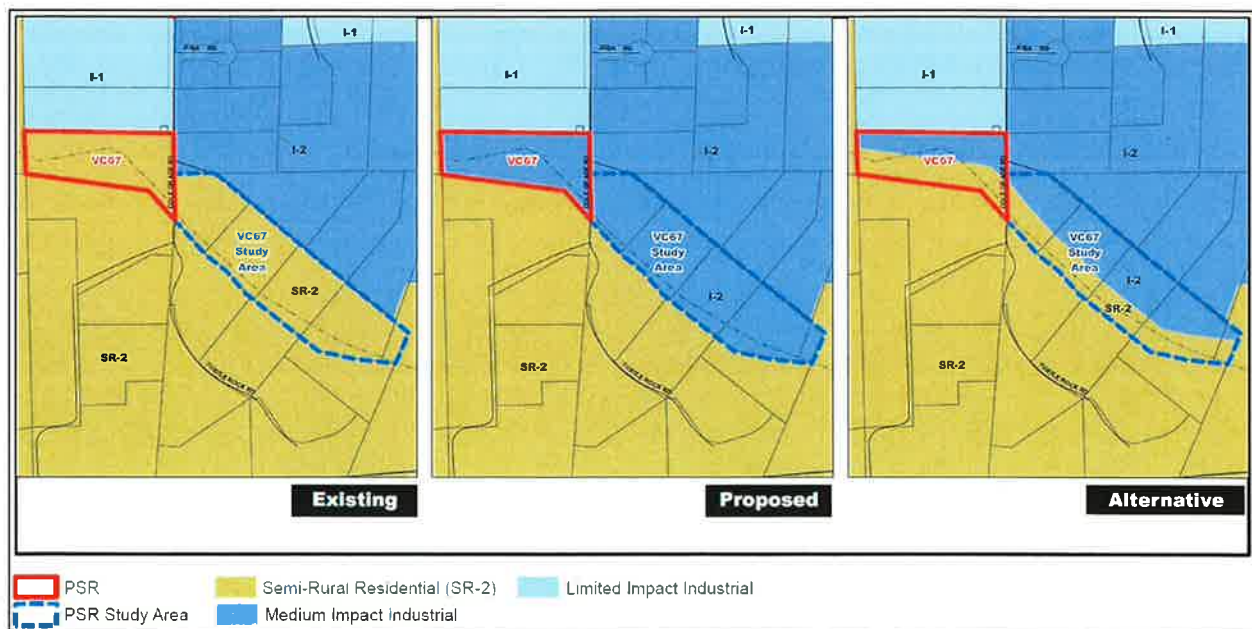


**General Plan Policy and Constraints Analysis** – The Proposed Project had some inconsistencies with the General Plan policies and guiding principles. The VC57+ Analysis Area includes extensive agricultural uses, in addition to residential uses. Research shows that an SR-2 designation can support continued agriculture, and that SR-1 or higher density can impact continued agriculture. The Analysis Area is adjacent to the northern Village boundary on the west, has a network of public roads (two east-west, two north-south) to support additional subdivision potential, and is not limited by habitat and slope constraints. The biggest constraint is the presence of a FEMA and County mapped floodplain (which includes areas of estimated wetlands) in the western end, mostly south of Valley Center Road, which runs east-west through the middle of the Analysis Area. The areas to remain SR-4 in the Alternative Map include the area of the FEMA floodplain south of Valley Center Road, an area of steep slopes in the far southern end, and the far eastern end, which contains areas of habitat constraints and would provide an appropriate lower density Community Development Model transition area to buffer from areas of Rural Lands and open space further east.

**PDS Recommendation** – Staff recommends the Alternative Map.

**21. VC67 Analysis Area (Valley Center):** The VC67 Analysis Area covers 13 parcels, approximately 13 acres, and includes one PSR located in the Valley Center CPA.

	Existing General Plan	Proposed Project Map	Alternative Map
Land Use Designation	SR-2	I-2	I-2/SR-2
Potential Dwelling Units	N/A	N/A	N/A
CPG/CSG Recommendation		●	
Staff Recommendation	●		



General Plan Policy and Constraints Analysis – The Proposed Project and Alternative Maps were found to be inconsistent with the General Plan Policy for designations within a floodway. Within the VC67 Analysis Area, the PSR and almost all of the Analysis Area is within in the County-mapped floodway. Residential uses would not be allowed within the mapped floodway. However, the existing SR-2 facilitates agricultural uses similar to other General Plan designations in the Semi-Rural and Rural Lands categories. Policy S-10.1 of the General Plan is consistent with RPO restrictions on floodways, and limits uses in floodways to agricultural, recreational, and other such low intensity uses. This area was specifically addressed during the General Plan Update, with the addition of issue and policy language in the Valley Center Community Plan, calling for the area to be re-designated as industrial if revised FEMA mapping is completed to show the area is outside the floodway. No revised FEMA or County floodplain/floodway mapping has been initiated since the General Plan Update. Increasing the allowed intensity of development within a floodway (whether FEMA or County) or otherwise relaxing regulations in these areas can affect the County's National Flood Insurance Program rating, and subsequently affect flood insurance rates in the County. Law enforcement vehicle impound storage can be allowed in the current zone and under a current Site Plan in place on the PSR property, which includes a "No Rise" certification, based on an existing approved evacuation plan for vehicles on the property.

PDS Recommendation - Staff recommends retaining the Existing General Plan designation and zoning. The property owner has not initiated a process to revise the FEMA or County mapped floodplain in this area. Prior to changing this or allowing any Industrial designation within a mapped floodway, the mandatory policies prohibiting this (including S-10.1 noted above) in the General Plan would need to be amended.

### **Champagne Gardens Analysis Areas**

The Champagne Gardens Specific Plan (Champagne Gardens) was adopted by the Board in 1999 to allow for visitor serving commercial uses in the areas on either side of Champagne Boulevard, just north and west of the Welk Resort. Champagne Gardens is split between the Community Planning Areas (CPAs) of Bonsall, Valley Center, and Hidden Meadows. After implementing actions were not initiated within the eight-year window set in the SPA, the previously issued SP entitlements expired in 2007.

The Specific Plan Area land use designation and zoning were carried forward in the 2011 General Plan Update for most of the parcels. Land use options are very limited in the S88 (Specific Plan Area) zone with no adopted Specific Plan. Upon review, the options for this property were limited as part of a General Plan Clean-Up, so the two Analysis Areas (Eastern and Western) were included within this project. Staff conducted analysis and outreach with the owners, stakeholders, and the three associated Community Planning/Sponsor Groups (CPG/CSGs) throughout 2015, to develop the land use map options and associated zoning options for consideration in the current GPA / REZ. Associated with Champagne Gardens outreach process, a proposed revision to Valley Center Community Plan Residential Policy 8 has also been added to the project, as discussed further in the General Plan Amendment Description section below.

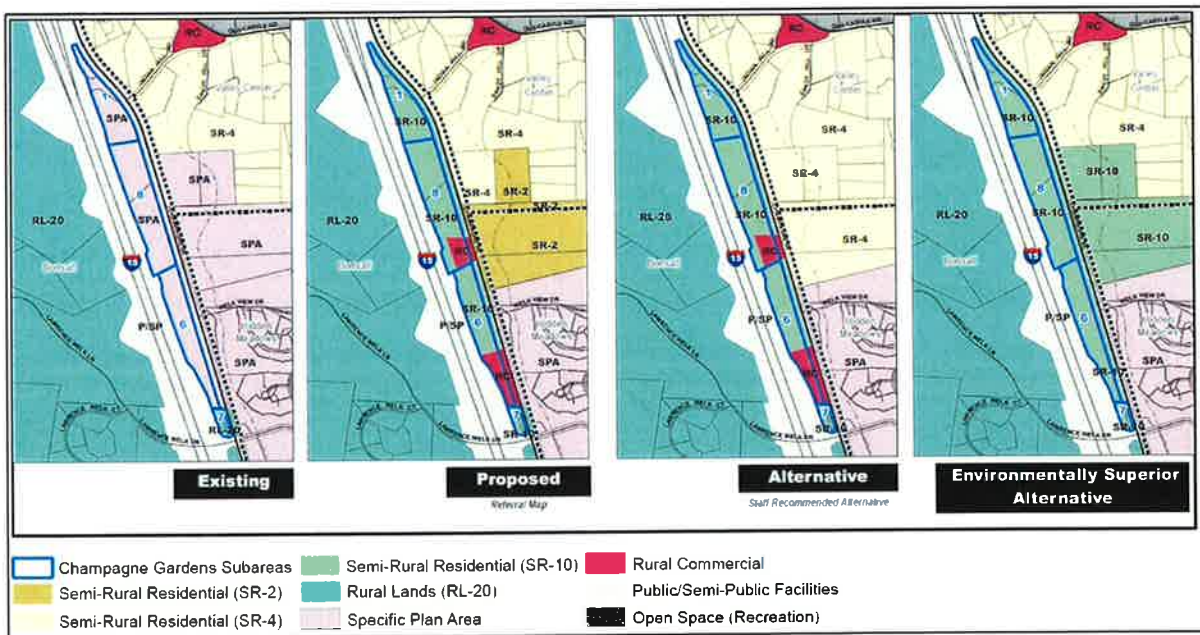
One of those is the requirement for sewer service. The properties in Eastern Champagne Gardens are proposed for SR-2 in the Proposed Project Map (except Subarea 2, proposed for SR-4) and for SR-4 in the Reduced Density Alternative map. These properties are within the sewer service area of the Valley Center Municipal Water District, and proximate to an existing sewer line under the properties. Due to wetland, floodplain, habitat, and slope constraints on portions of the properties, a clustered site design is anticipated to reach the density potential associated with either designation, so that homes could be placed in the areas of limited constraints. Additional lot size flexibility would provide a greater level of assurance of density feasibility, while not affecting the allowed density associated with the designation adopted. This required a revision to the Valley Center Community Plan Policy 8, to allow for additional clustering in SR-2 and SR-4 designations when sewer service is present. The scope of the revision is very limited, as there is only one



other parcel in the CPA with subdivision potential that is either SR-2 or SR-4 and within the sewer service area. Each Analysis Area is discussed below.

**22. Western Champagne Gardens Analysis Area (Bonsall):** The WCG Analysis Area covers 8 parcels, approximately 44 acres, and is located along the eastern edge of the Bonsall CPA.

	Existing General Plan	Proposed Project Map	Alternative Map	Environmentally Superior Map
Land Use Designation	SPA/RL-20	SR-10/RC	SR-10/RC	(All SR-10)
Potential Dwelling Units	1	8 Estimated increase: 7	8 Estimated increase: 7	7 Estimates increase: 6
Bonsall CSG Recommendation		●		
Staff Recommendation		●		



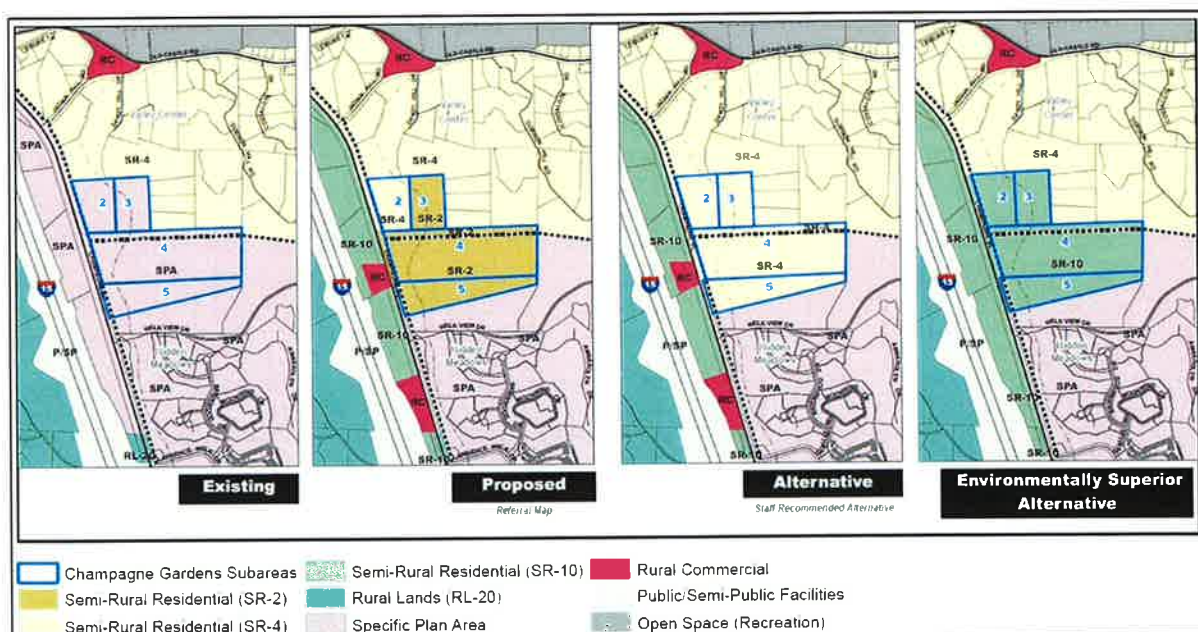
**General Plan Policy and Constraints Analysis** – The Proposed Project Map and the Alternative Map are the same for this Analysis Area, and were found to be consistent with the General Plan Goals and Policies. Western Champagne Gardens (WCG) is situated between the I-15 corridor and Champagne Boulevard, and it contains a fairly high level of constraints and is mostly in the Draft NMSCP PAMA, because of the prevalence of coastal sage scrub and the potential to serve as a “ladder” of California gnatcatcher habitat along I-15. Lower residential densities are consistent with many other properties in such close proximity to the I-15 in this area, due to air quality and noise impacts of such close proximity to the freeway. Several small areas (2.5 acres and 3.5 acres) of Rural Commercial, with C42 Visitor Serving Commercial zoning, are proposed in areas where there is previous clearing and/or mostly non-native grassland vegetation, and where existing commercial uses are near. The Proposed Project Map for Champagne Gardens areas has also been

referenced as the Referral Map, and the Proposed/Referral Map is the same as the Alternative Map (previously referenced as the Preliminary Staff Recommendation Map here), as the outreach process led to some consensus on proposals, considering constraints. There is also an Environmentally Superior Map, which would apply SR-10 through all areas of Champagne Gardens.

PDS Recommendation – Staff recommends the Proposed Project Map.

**23. Eastern Champagne Gardens Analysis Area (Valley Center and North County Metro – Hidden Meadows):** The ECG Analysis Area covers 6 parcels, approximately 71 acres, and is located in the Valley Center and North County Metro – Hidden Meadows CPAs.

	Existing General Plan	Proposed Project Map	Alternative Map	Environmentally Superior Map
Land Use Designation	SPA	SR-2/SR-4	SR-4	(All SR-10)
Potential Dwelling Units	0	24 Estimated increase: 24	12 Estimated increase: 12	5 Estimated increase: 5
Hidden Meadows CSG Recommendation:		●		
Valley Center CPG Recommendation			●	
Staff Recommendation			●	



General Plan Policy and Constraints Analysis – The Proposed Project Map was found to have inconsistencies with some of the General Plan Policies. Eastern Champagne Gardens (ECG) is split between the CPAs of Valley Center and Hidden Meadows (part of the North County Metro Subregion). The southernmost property

of ECG contains the existing Deer Park Winery and the Residential/Commercial zone provides the best option for consistency with their existing operations, in addition to being consistent with each of the General Plan land use designation options. ECG contains areas of coastal sage scrub on hillsides, but also contains an area of oak woodlands on Subarea 4, and a riparian corridor through each of the properties, which includes a FEMA floodway/floodplain and areas of estimated wetlands. Though it has a high level of constraints, ECG has an existing sewer line under the properties. This provides an opportunity for clustering to avoid constraints and the proposed Valley Center Community Plan Policy Revision was added to the project as a result of the ECG outreach process, addressing clustering capabilities in sewer service areas of Valley Center. The Alternative Map addresses policies related to feasibility, floodplains, mapping in areas of sensitive habitats, and demonstrates a greater level of mapping consistency with the adjacent area of SR-4 to the north.

PDS Recommendation – Staff recommends the Alternative Map.

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## **F. RECOMMENDATIONS**

PDS has evaluated each of the 23 Analysis Areas and made recommendations based on physical and environmental constraints, community recommendations, and the direction for consideration of these areas in 2012. Staff recommends approval of the Proposed Project Map for five of the Analysis Areas; the Alternative Map for 13 of the Analysis Areas; and recommends no changes to the existing General Plan for five of the Analysis Areas.

It is anticipated that there will be two Public Hearings at the Board of Supervisors for consideration of these recommendations with the Final SEIR in the fall of 2018.

Staff recommends that the Planning Commission:

1. Find that it has reviewed and considered the information contained in the Final Program Environmental Report (PEIR), dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001, and the Draft Final Subsequent Environmental Impact Report (SEIR), dated June 2018 and on file with PDS as Environmental Review Number 12-00-003, prior to making recommendations on PSRs GPA/ REZ.
2. Recommend that the Board of Supervisors adopt the Resolution of the San Diego County Board of Supervisors Adopting the Property Specific Requests General Plan Amendment; GPA 12-005 (Staff Recommended Resolution – Attachment A); and
3. Recommend that the Board of Supervisors adopt the attached Staff Recommended Form of Ordinance:

AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE PROPERTY SPECIFIC REQUESTS GENERAL PLAN AMENDMENT AND REZ [GPA 12-005; REZ 14-006] [STAFF RECOMMENDED ORDINANCE] (Attachment E).

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AUTHORIZED REPRESENTATIVE: \_\_\_\_\_



MARK WARDLAW, DIRECTOR

**ATTACHMENTS:**

- Attachment A – Staff Recommended Resolution
- Attachment A-1 – Proposed Project Map Options Resolution
- Attachment A-2 – Alternative Map Options Resolution
- Attachment B – Staff Recommended Land Use Designations Analysis Area Summary Reports
- Attachment C – General Plan Conformance Findings
- Attachment D – Analysis Area Policy Analysis Reports
- Attachment E – Staff Recommended Zoning Ordinance Amendment
- Attachment E-1 – Proposed Project Map Options Zoning Ordinance Amendment
- Attachment E-2 – Alternative Map Options Zoning Ordinance Amendment
- Attachment F – Environmental Findings and Documentation (SEIR Documents)
- Attachment G – Community Planning/Sponsor Group Recommendations
- Attachment H – Correspondence