







PHOTO 1: Existing onsite support building.



PHOTO 2: View looking east to existing onsite corral.



PHOTO 3: Existing onsite parking support structure.



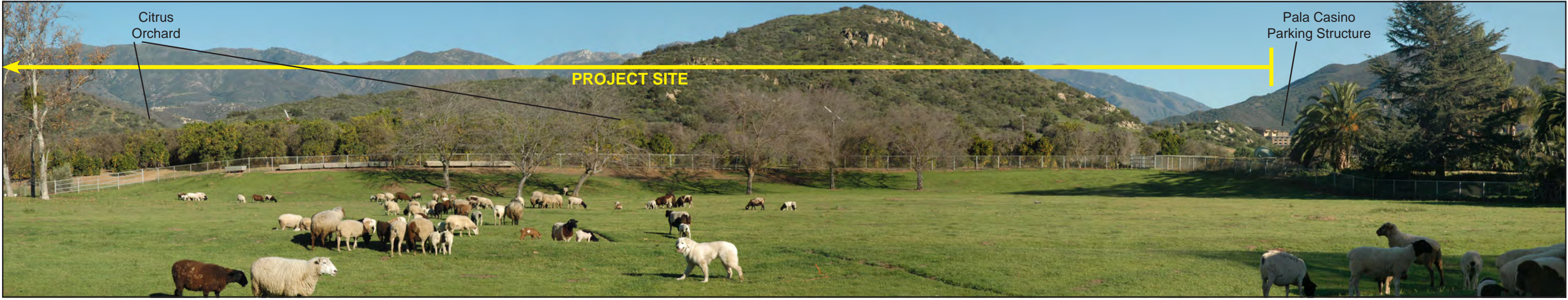


PHOTO 4: View looking northeast to southeast across existing onsite orchard/livestock grazing uses.



PHOTO 5: View looking north to northeast across Project site of existing ranch uses.

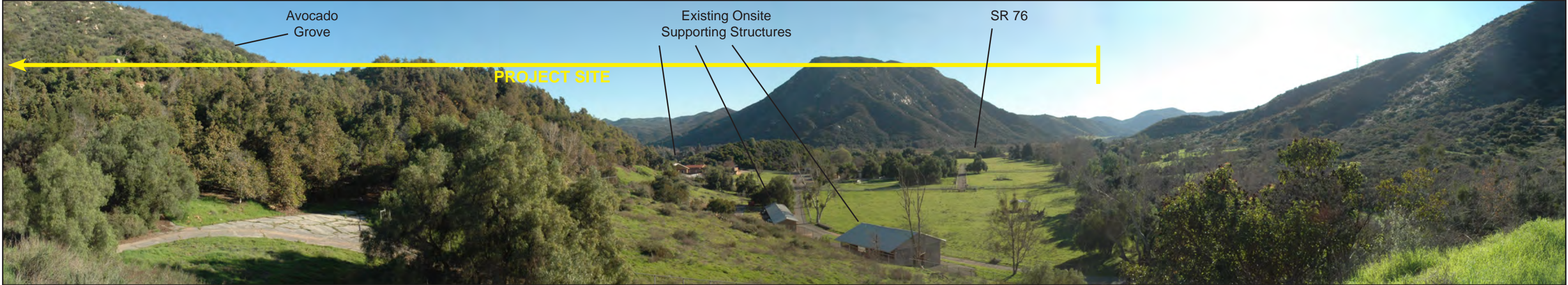


PHOTO 6: View looking southeast to southwest across Project site from onsite avocado grove.





PHOTO 7: View looking southwest to northwest across Project site of existing ranch uses.

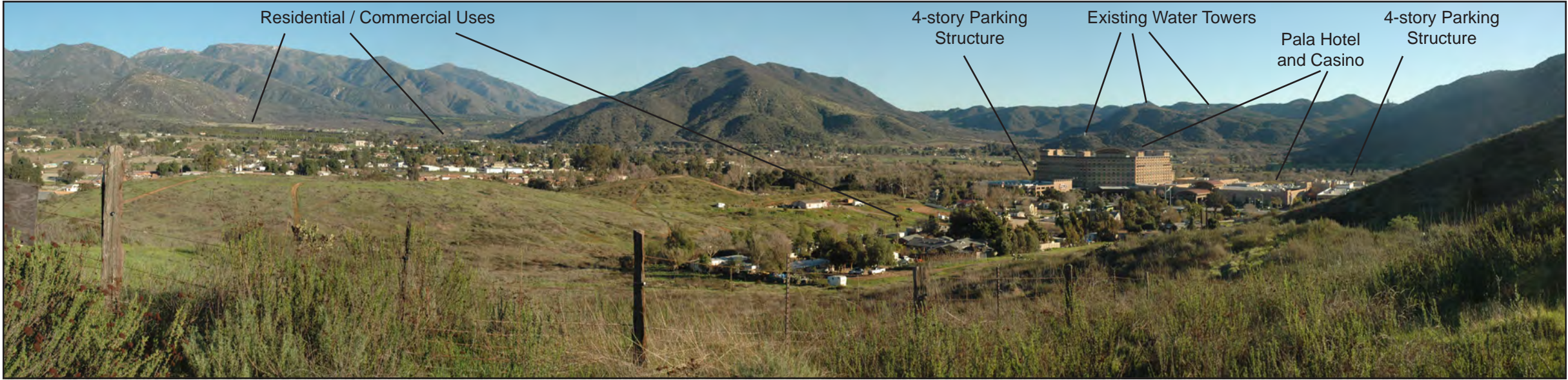


PHOTO 8: View looking northeast to southeast from eastern property boundary.

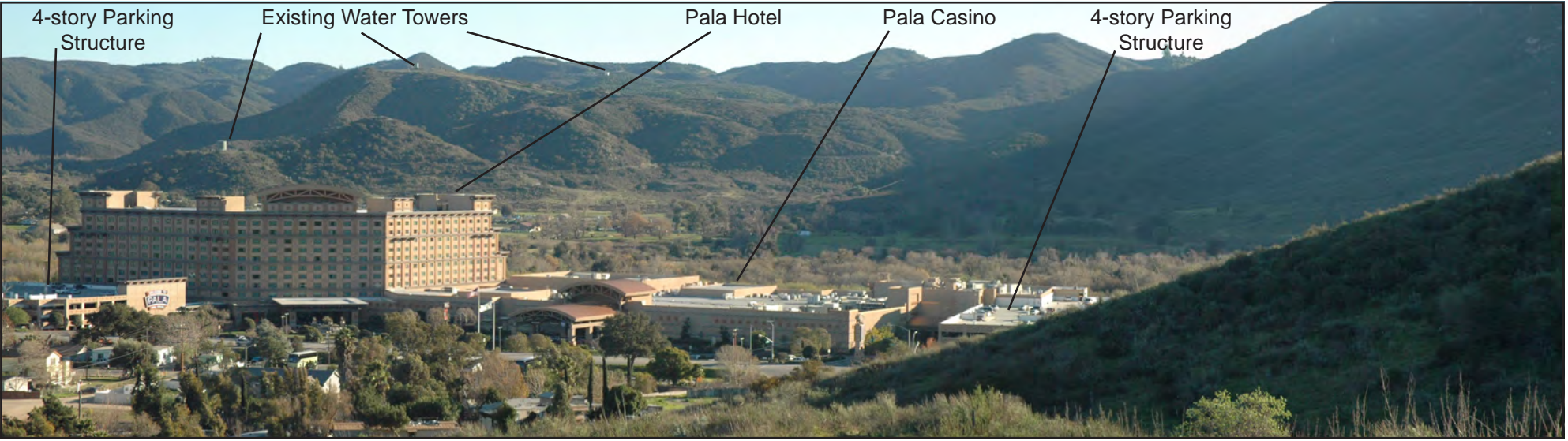


PHOTO 9: View looking southeast/south from western property boundary.



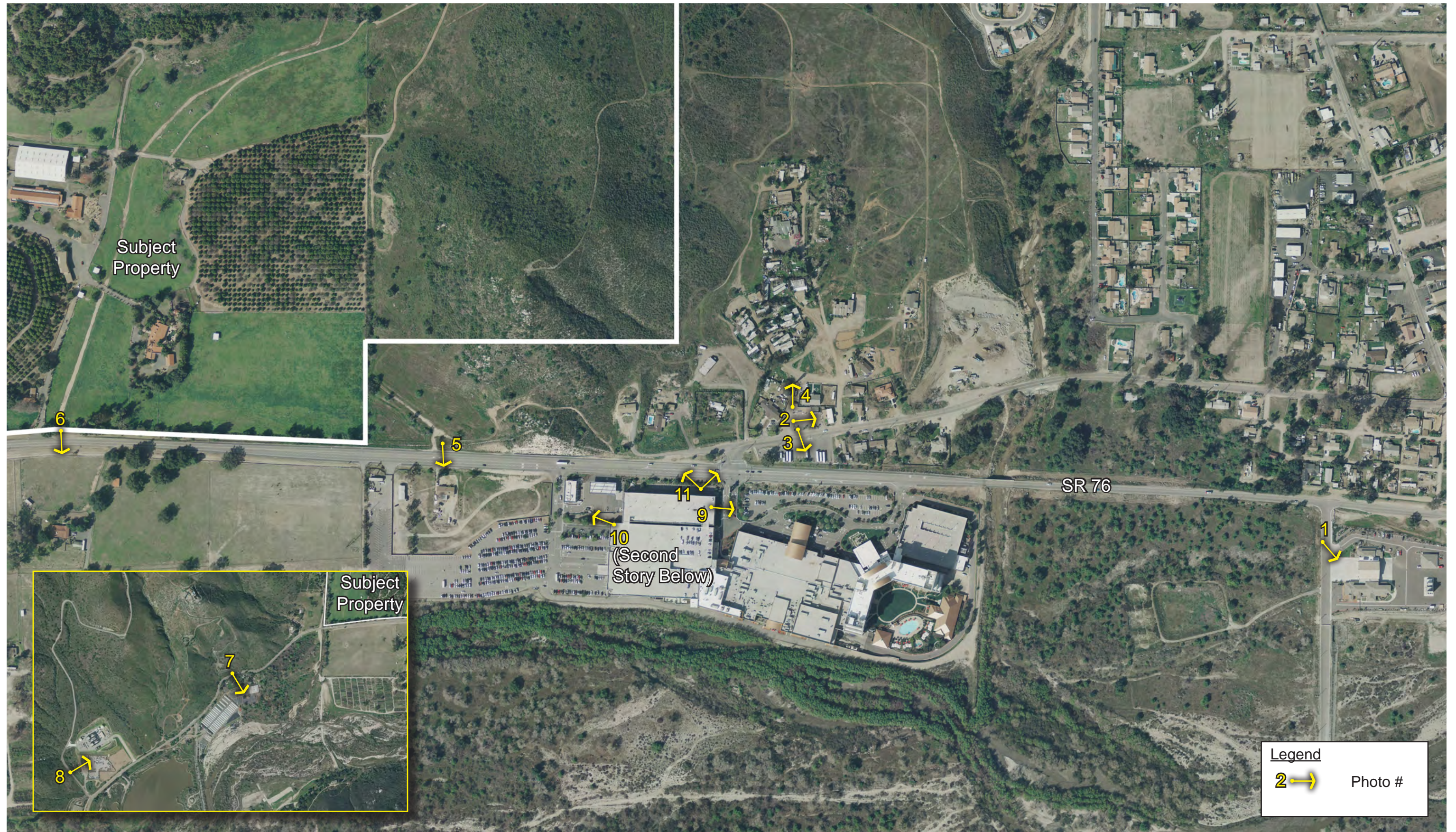






PHOTO 1: Pala Fire Department, located east of Pala Casino off SR 76.



PHOTO 2: Small-scale retail uses located just north of Pala Casino, across SR 76.



PHOTO 3: Pala Casino bus staging area just north of Pala Casino, adjacent to SR 76.

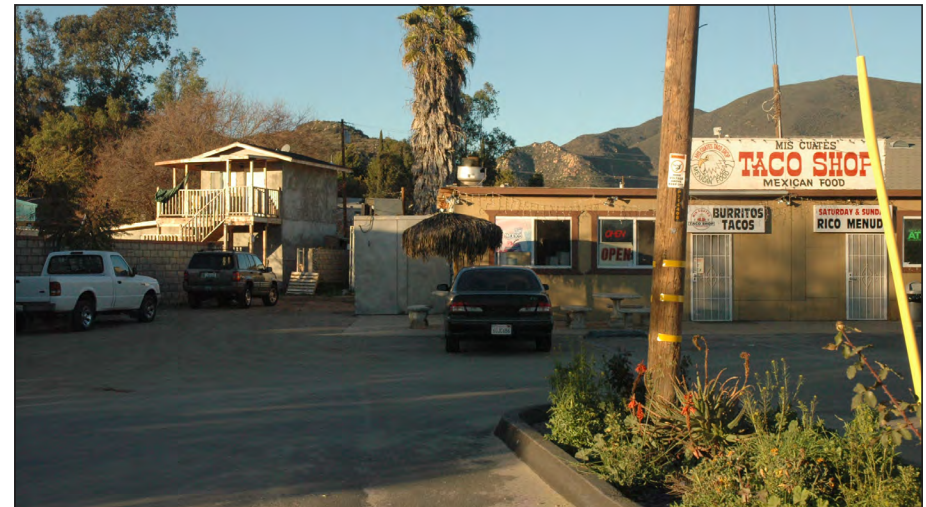


PHOTO 4: Small-scale retail and adjacent single-family residential uses, located north of Pala Casino, across SR 76.





PHOTO 5: Single-family residence adjacent to SR 76.



PHOTO 6: Existing ranch located southwest of Project site, across SR 76.

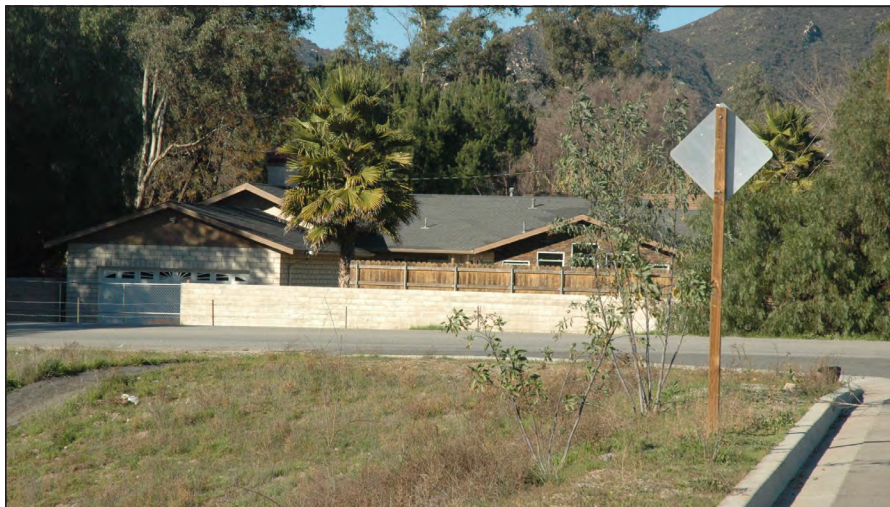


PHOTO 7: Single-family residence adjacent to SR 76.



PHOTO 8: Sewer treatment plant located approximately one mile west of Project site, along SR 76.





PHOTO 9: View looking east to the Pala Hotel and Casino from top story of Pala Casino parking structure.

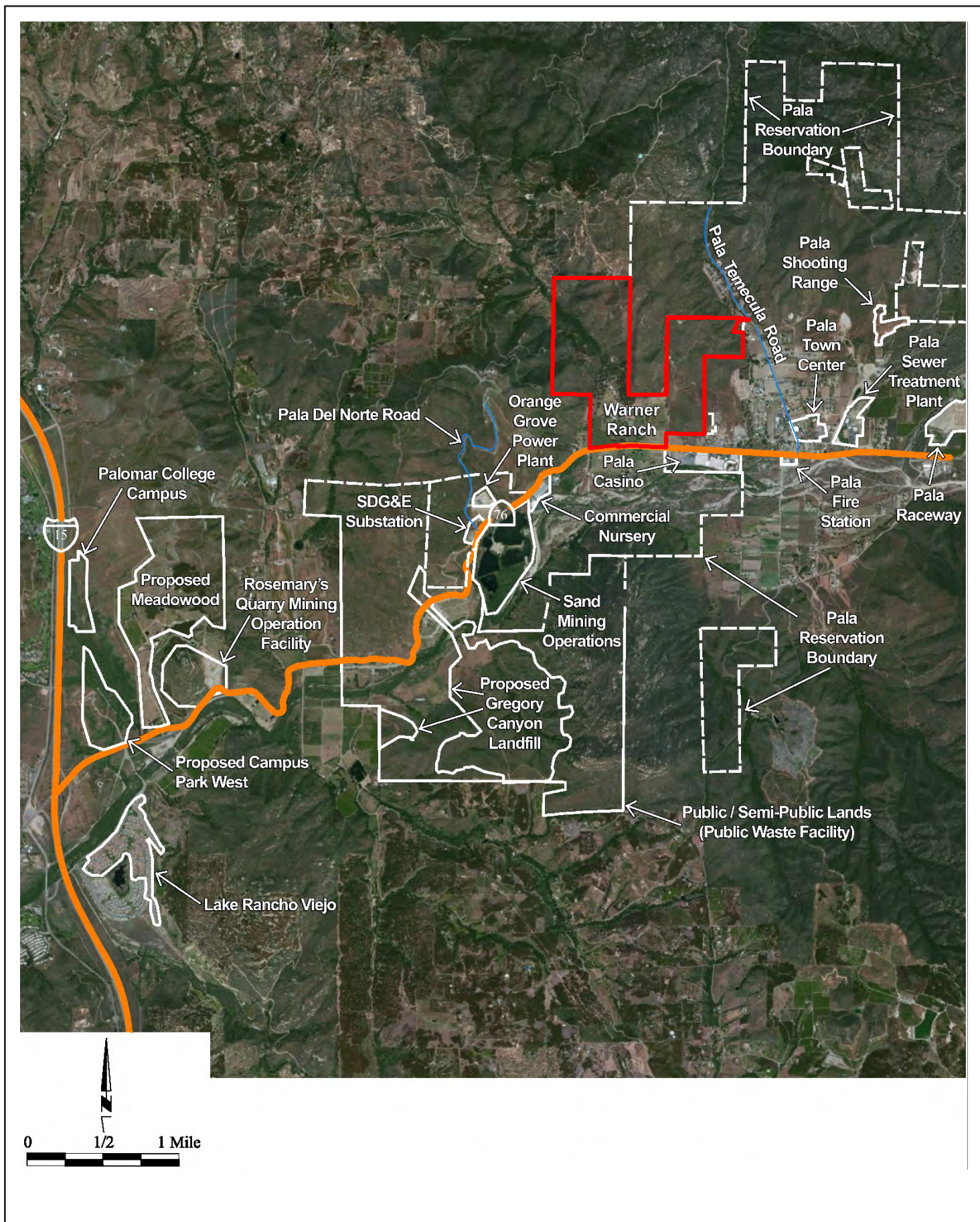


PHOTO 10: View looking northwest to the Project site from 2nd level of Pala Casino parking structure.

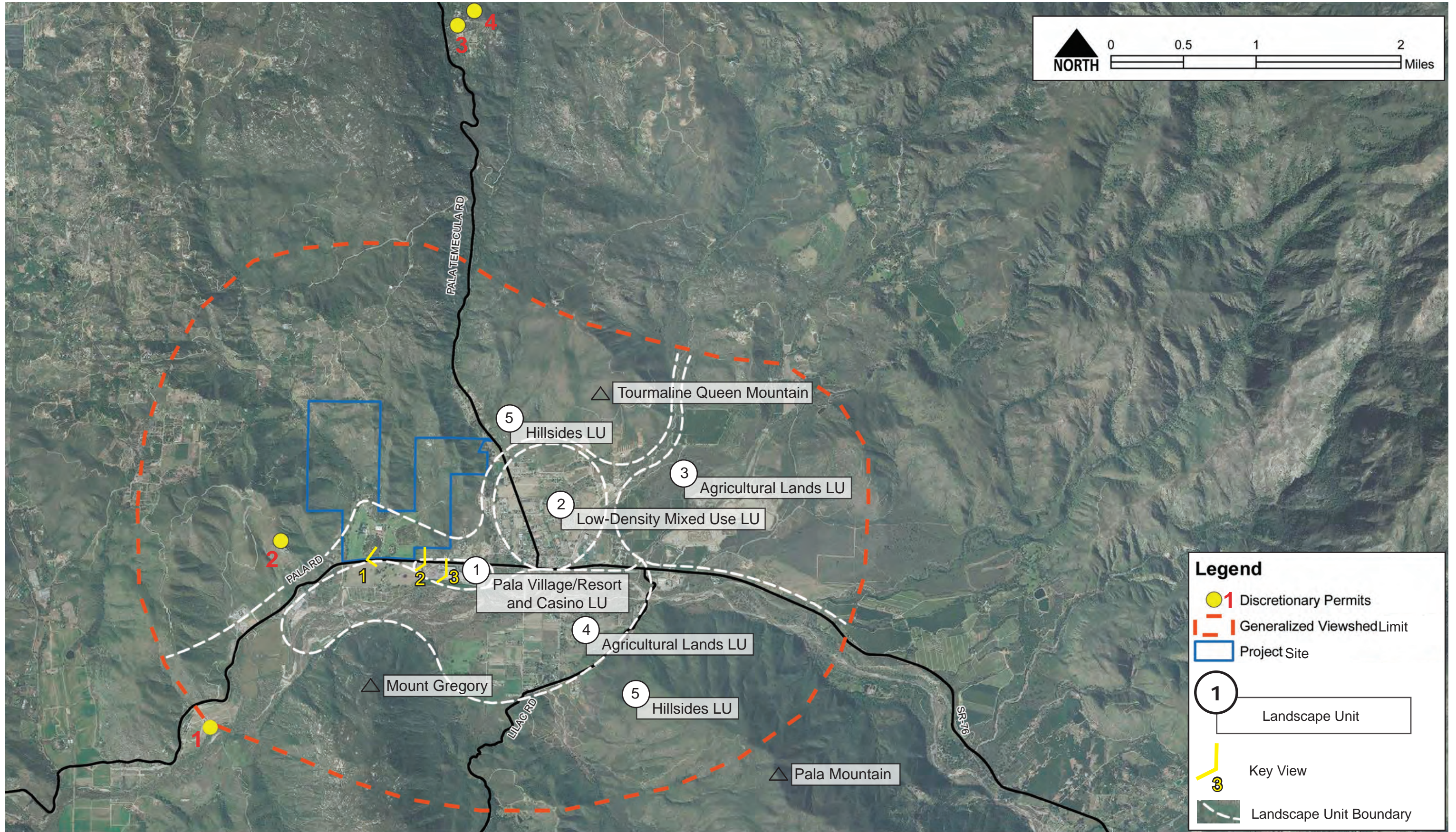


PHOTO 11: View looking northwest to northeast from top level of Pala Casino parking structure.





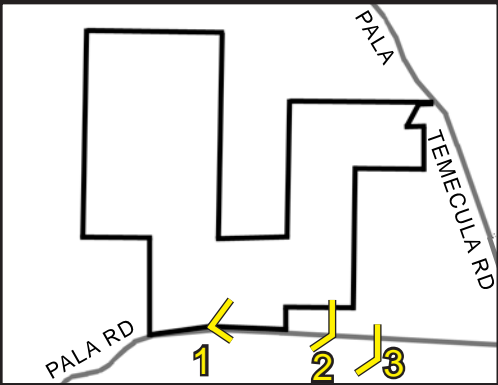








Existing view looking northeast/east into the Project site from eastbound SR 76.

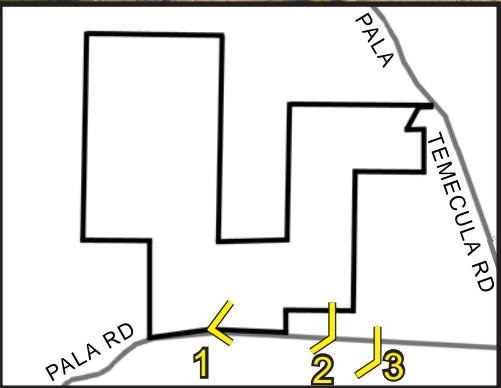


Proposed view looking northeast/east into the Project site from eastbound SR 76.





Existing view looking west/northwest into the Project site from westbound SR 76.

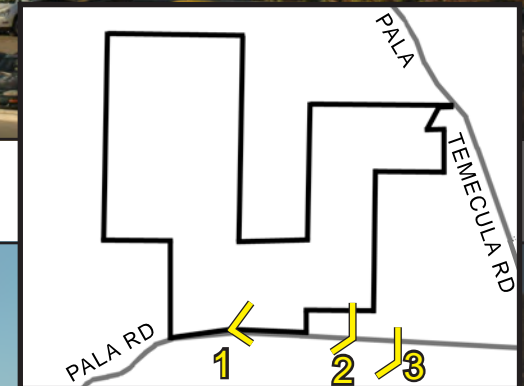


Proposed view looking west/northwest into the Project site from westbound SR 76.



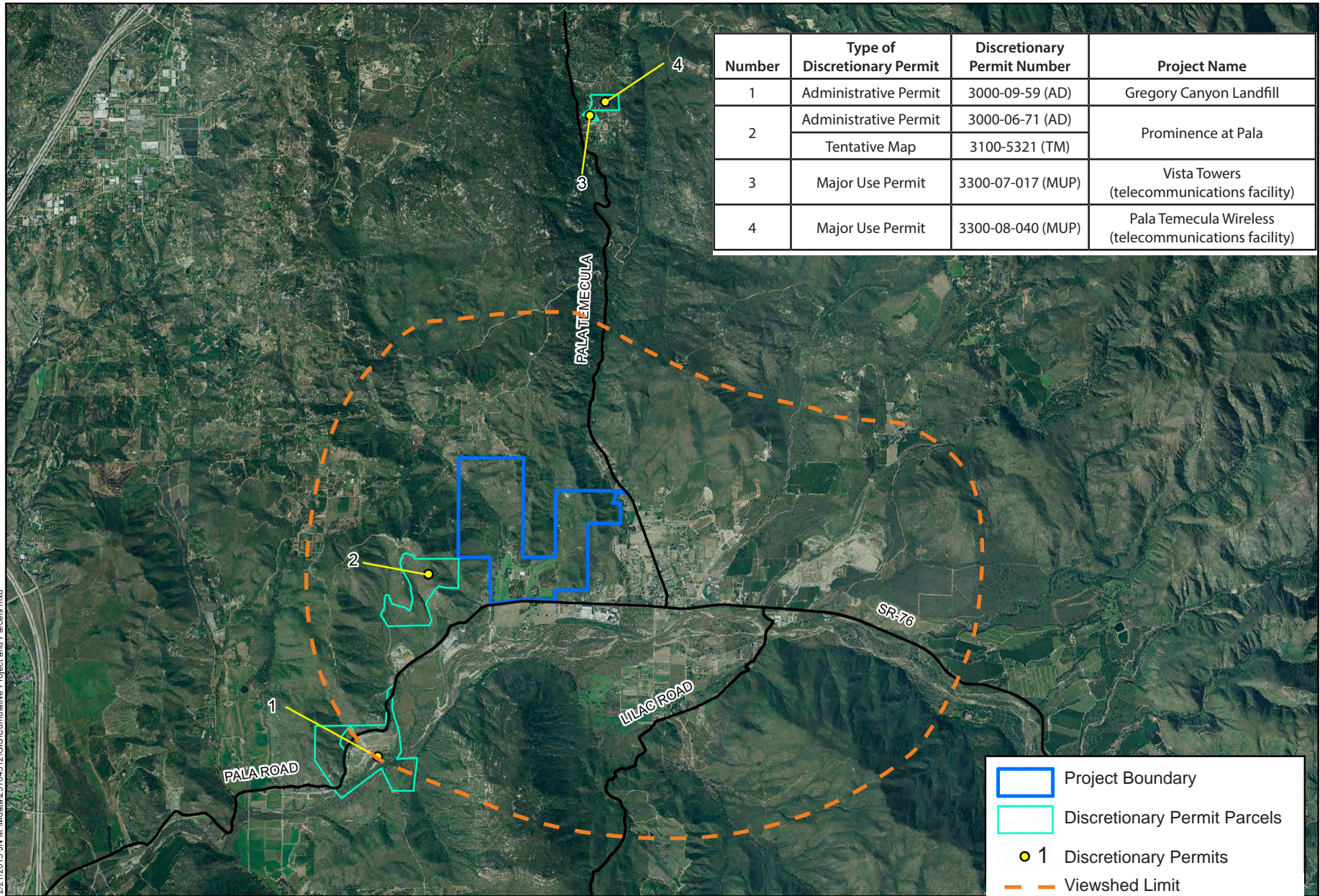


View looking northwest to the Project site from 2nd level of Pala Casino parking structure.

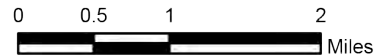


View looking northwest to the Project site from 2nd level of Pala Casino parking structure.





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Source: SanGIS, Eagle Aerial



## **CHAPTER 2: COMMUNITY CHARACTER ANALYSIS**

### **2.1 PURPOSE**

The purpose of the Community Character Analysis is to provide supplemental information regarding the proposed development's potential for significant impacts on the existing land use and character of the Pala community. The analysis considers the type of development proposed as compared to the existing setting, the type and character of the land use intended by the County for the subject property, and Project consistency with applicable plans, goals, and policies.

### **2.2 PROPOSED PROJECT**

A detailed description of the proposed Project is provided in Section 1.2, Project Description. The Project proposes development of 780 residential units ranging in square footage and respective lot size, aesthetic and recreational open space, dedicated open space for biological purposes, and associated infrastructure and utility and service improvements. A General Plan Amendment (GPA) and rezone are proposed, along with preparation of a Specific Plan, that would provide specific design guidelines for the Project, thereby ensuring that the overall development would be consistent with the existing character of the surrounding Pala community.

### **2.3 APPLICABLE PLANS AND POLICIES**

The County of San Diego General Plan is comprised of a number of Elements. The Land Use Element of the Plan is relevant to the Community Character Analysis. The Pala/Pauma Subregional Plan, County Zoning Ordinance, Resource Protection Ordinance, and Hillside Development Policy are also applicable to the proposed Project. Discussion of these documents and their relevance to the proposed Project is described below in greater detail.

#### **2.3.1 REGIONAL COMPREHENSIVE PLAN**

SANDAG's Regional Comprehensive Plan serves as a framework for decision-making with respect to anticipated regional growth, and the effect of regional growth on housing, economics, transportation, environmental planning and overall quality of life needs. The 2050 Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS) were



adopted by SANDAG on October 28, 2011. The 2050 RTP maps out a system designed to maximize transit enhancements, integrate biking and walking elements and promote programs to reduce demand and increase efficiency with respect to transportation facilities in the region. The SCS is a comprehensive set of programs that provide incentives to jurisdictions to use the many tools available to encourage the provision of housing in a manner that is compact, affordable and that is close to or incorporates features that discourage the use of an individual automobile. Section 4A of the TTP Vision Goal 2030 provides that *“...communities, particularly those along major transit corridors, are more compact, yet they don’t feel crowded thanks to good urban design and landscaping. People enjoy living in multifamily and mixed use neighborhoods within an easy stroll of retail stores, parks, playgrounds, childcare, healthcare, restaurants, movie theatres, museums, vocational schools, and other recreational services and activities...Our rural communities have grown but retain their small-town, country charm...Our neighborhoods are beautifully landscaped with native trees and flowers. Our streets are walkable and wheelchair accessible, and they’re safer to cross. We regularly walk and ride our bikes, and this increased physical activity makes us healthier.”* The policies within the SCS serve to implement this Vision.

### **2.3.2 SAN DIEGO COUNTY GENERAL PLAN**

The County of San Diego General Plan is intended to provide guidance for the long-term development of San Diego County. The General Plan includes various Elements that address different aspects of growth, including accommodating population growth and housing needs, while influencing the distribution of development in order to protect scarce resources wisely; preserving the natural environment; providing adequate public facilities and services efficiently and equitably; assisting the private sector in the provision of adequate, affordable housing; and, promoting the economic and social welfare of the region. Goals, policies and objectives are provided within each of the Elements to guide future land development and ensure consistency with the County’s intended vision for the future of San Diego County.

The existing and proposed General Plan land use designations for the Project site are shown on Figure 1-8, Existing/Proposed Land Use. The current General Plan land use designation for the Project is Rural Lands (RL 40), which allows for one residential dwelling unit per 40 acres. To accommodate the Warner Ranch Project, the southern portion of the site is proposed to be re-designated from the RL 40 land use designation to Village Residential with a density of 2.9 dwelling units per acre (VR 2.9). The existing RL 40 land use designation would apply to the remaining northern portion of the site that is proposed to remain as undeveloped open space.

The gross acreage of the Project site is approximately 513 acres. The existing underlying General Plan land use designation of RL 40 would allow for 12 residential dwelling units,



without consideration for other physical constraints; however, please see additional discussion below.

### **2.3.3 PALA/PAUMA SUBREGIONAL PLAN**

The Pala/Pauma Subregional Plan was developed by the local planning organization and the County to provide guidelines by which land use decisions are made. The Pala/Pauma Subregional Plan supplements the Elements of the San Diego General Plan, with specific emphasis on the planning guidelines for the Pala community. The Pala/Pauma Subregional Plan also identifies goals, recommendations, and policies that are reflective of the local residents' desire for community development and organization, and identification of those issues and resources deemed important to the community.

#### **Warner Ranch Special Study Area**

The County of San Diego designated the project site as a "Special Study Area" (SSA) with the approval of the County of San Diego General Plan in August of 2011. The Pala/Pauma Subregional Plan additional land use planning analysis that were required to be conducted in order to evaluate important property constraints and issues used "to determine the most compatible and consistent land uses for the property."

In particular, the Project's unique location, surrounded on three sides by Tribal Lands was recognized as the reason for which a more focused planning and land use analysis was required before the County could determine the most compatible and consistent land uses for the site (Subregional Plan, page 10). As such, the applicant prepared three planning studies for the SSA, addressing the modifications to the General Plan proposed by the Project. The analyses included a Feasibility Study; an Infrastructure Study; and, a Land Use/Community Character Study. Overall, these studies evaluated the following:

- ⌘ The Project's proximity to existing employment centers and whether a land use plan could accommodate existing and future employees based upon income levels of the employees and proximity to the employment centers;
- ⌘ The opportunities and constraints of the subject property as related to providing infrastructure and public services to Warner Ranch and the rural character of the surrounding area; and,
- ⌘ The ability to accommodate an appropriate level of residential and supporting civic uses, including park, recreation, and trail facilities based on the Infrastructure and Feasibility Studies.



### **2.3.4 SAN DIEGO COUNTY ZONING ORDINANCE**

The parcels affected by the proposed Project are presently zoned A70 (Limited Agriculture) and A72 (General Agriculture). The proposed Zone Reclassification includes changing the current A70 and A72 zones to S88 (Specific Plan Area for the residential development areas, private and public parks, landscape and brush management areas, and the fire station. The proposed rezone would allow for preparation of a Specific Plan that would provide Project-specific goals, policies, and programs to guide development of the site in order to ensure compatibility with existing and future land uses within the community. The Project proposes a residential unit density of 2.33 dwelling units per acre, allowing approximately 70% of the site to remain in permanent, dedicated biological open space. Within the S88 zone, the proposed uses would be allowed as follows by the Zoning Ordinance: 1) single-family and multi-family residential uses pursuant to Sections 1260 and 2882(a); and, 2) fire station pursuant to Section 2882(b). A rezone to S80 (Open Space) is proposed for all biological open space areas.

### **2.3.5 RESOURCE PROTECTION ORDINANCE**

The County of San Diego Resource Protection Ordinance (RPO) provides detailed development standards and thresholds for the protection of sensitive environmental resources including floodplains, wetlands, and biologically/visually significant areas. The RPO requires certain discretionary projects to undergo review to ensure that such resources are protected for the long-term through dedication of open space land. Lands affected by the RPO are present on the Project site.

### **2.3.6 HILLSIDE DEVELOPMENT POLICY**

The Hillside Development Policy was adopted by the County's Board of Supervisors as Policy I-73. The policy establishes hillside development standards aimed at the protection of the visual qualities of significant hillsides and ridges.

### **2.3.7 DARK SKIES ORDINANCE**

The Dark Skies Ordinance is intended to reduce potential adverse lighting effects on astronomical research at the Mt. Palomar and Mt. Laguna observatories in San Diego County. The Dark Skies Ordinance identifies lands within 15 miles of either observatory as being within Zone A, and lands outside of the 15-mile radius, but within the unincorporated portion of the County of San Diego, as within Zone B. The closest observatory to the proposed Project site is the Mt. Palomar Observatory, located approximately 13 miles to the east; therefore, the Project site is located within Zone A.



## 2.4 THRESHOLDS OF SIGNIFICANCE

The California Environmental Quality Act (CEQA) Guidelines define “environment” to include “objects of...aesthetic significance (Section 15360).” As such, the County of San Diego has identified thresholds of significance to assess potential impacts on community character resulting from proposed development.

Impacts to community character will be assessed as significant if the Project would result in any of the following:

- ⌘ Conflict with any applicable land use plan, policy or regulation of an agency with jurisdiction over the project;
- ⌘ Development that is incompatible with existing and planned land uses of the community or inconsistent with goals, standards, or policies related to community character as provided in the County General Plan or Pala/Pauma Subregional Plan; County Zoning Ordinance, Resource Protection Ordinance, Hillside Development Policy, or Dark Skies Ordinance;
- ⌘ Conflict with any applicable habitat conservation plan, regulation or ordinance;
- ⌘ Introduction of features that would detract from or contrast with the existing visual character and/or quality of a neighborhood, community, or localized area by conflicting with important visual elements or the quality of the area (such as theme, style, setbacks, density, size, massing, coverage, scale color, architecture, building materials, etc.) or by being consistent with applicable design guidelines;
- ⌘ Increased levels of traffic generated by the project relative to that existing in the surrounding area that would result in a change in existing community character; or,
- ⌘ Division of an established community.

### 2.4.1 CONSISTENCY WITH PLANS AND POLICIES

According to the significance thresholds, a significant impact would occur if the proposed Project resulted in any of the following:

- ⌘ Conflict with any applicable land use plan, policy or regulation of an agency with jurisdiction over the project; or,
- ⌘ Development that is incompatible with existing and planned land uses of the community or inconsistent with goals, standards, or policies related to community character as given in the County General Plan, Pala/Pauma Subregional Plan, County Zoning Ordinance, Resource Protection Ordinance, Hillside Development Policy, or Dark Skies Ordinance.



The proposed Project would be subject to the goals, policies, and objectives of the County of San Diego General Plan and the Pala/Pauma Subregional Plan. In addition, development of the site would be subject to the County's Protection Ordinance, Hillside Development Policy, and Dark Skies Ordinance. Project conformance with the General Plan, Pala/Pauma Subregional Plan, and Zoning Ordinance is discussed below.

To accommodate the Warner Ranch Project, several components of the County's General Plan would require amending, including the Land Use Element and the Mobility Element. The Project as proposed would require a number of entitlements, including an amendment to the County's General Plan to modify the existing Regional Category Designation from Semi-Rural to Village and to remove the Special Study Area designation. In addition, an amendment to the Pala/Pauma Subregional Plan would be required to add the Project's Land Use Plan and several policies that would assist in implementing the Project. The Project also proposes a zone change to allow for consistent implementation of the proposed land uses with that intended by the County and the Pala community.

In addition to the plans and policies discussed below that are relevant to the Community Character Analysis, the Specific Plan provides an in-depth discussion of the Project's consistency with the General Plan, Zoning Ordinance, Resource Protection Ordinance, Hillside Development Policy, and Dark Skies Ordinance.

### County of San Diego General Plan

The Project as proposed would require a number of entitlements, including an amendment to the County's General Plan to modify the existing Regional Category Designation from Semi-Rural to Village. In addition, an amendment to the Pala/Pauma Subregional Plan would be required to add the Project's Land Use Plan and several policies that would assist in implementing the Project.

As stated above, the current General Plan land use designation for the Project is Rural Lands (RL 40) which allows for one residential dwelling unit per 40 acres. To accommodate the Warner Ranch Project, the southern portion of the site is proposed to be re-designated from the RL 40 land use designation to Village Residential with a density of 2.9 dwelling units per acre (VR 2.9). The existing RL 40 land use designation would apply to the remaining northern portion of the site that is proposed to remain as undeveloped open space. County approval of an amendment to the General Plan Land Use Map would be required to change the land use designation as proposed. More specifically, the following changes (or amendments) would be required:

1. Amend the Regional Land Use Element Map to change the regional land use category from Rural Lands (RL 40) to Village Residential (VR 2.9) and to remove the Special Study Area;



2. Amend the General Plan Land Use Map of the Pala/Pauma Subregional Plan to change the existing land use designation from Rural Lands (RL 40) to Village Residential (VR 2.9) and revise the text of the Pala/Pauma Subregional Plan describing the Project; and,
3. Amend the General Plan Mobility Element road classification of SR 76 to LOS E/F for a 5.9 mile stretch between Pala Del Norte and a point just east of Pankey Road for an overall total of 8.2 miles. This would also include amending Table M-4 of the Mobility Element to add this stretch of SR76.

An amendment to the General Plan Mobility Element would be required with regard to Project impacts along SR 76. As part of the General Plan Update, decision makers downgraded SR 76 from a four-lane road to a 2.1D Community Collector and accepted the segment from Pala Del Norte Road to 6th Street as Level of Service (LOS) “F.” The proposed Project would add traffic along SR 76, which would result in a failing level of service from Horse Ranch Creek Road to Cole Grade Road. Therefore, to accommodate the Warner Ranch Project, SR 76 would either need to be upgraded to a four-lane road, or a larger segment along SR 76 would have to be accepted at a failing LOS “F.” As the County’s General Plan previously accepted SR 76 as having a LOS “F” from Pala Temecula Road to 6th Street (in Pala), the Mobility Element would require an amendment to accept a LOS F for a larger portion of the road in order to allow the Project to be in conformance with the General Plan for this issue. The amendment would include adding this stretch of SR 76 to Table M-4 of the Mobility Element; refer to Section 2.4.4, Traffic Levels, below, for additional discussion.

The Project was also found to be inconsistent with one additional goal of the General Plan Conservation and Open Space Element:

#### **COS-10 Protection of Mineral Resources**

The Conservation Element of the General Plan includes several policies related to the conservation of mineral resources in MRZ-2 classified lands. The Project site includes 60 acres of MRZ-2 classified lands. The proposed Project would result in these resources no longer being available for mineral resource extraction. The California Surface Mining and Reclamation Act (SMARA) Sections 2762 and 2763 of SMARA require that jurisdictions issue a Statement of Reasons (SOR) when projects would result in the elimination of the potential to extract minerals in areas containing regionally significant mineral resources. Approximately 40 acres of Mineral Resource Zone 2 (MRZ-2) are within the Project’s footprint. The remaining onsite resources (approximately 18 acres) would be within the Project’s biological open space. Approximately 49 acres of MRZ-2 resources are located south of SR 76, within the required 1,300-foot wide buffer between mining activities and residences.



Compliance with SMARA requires that the County of San Diego decision makers consider the loss of access to mineral resources on the project site and weigh the importance of the site's mineral resources to the region and balance these mineral values against the proposed land uses when making their land use decision. The SOR lists seven potential reasons to permit the Project and to eliminate access to important mineral resources that the decision maker may adopt or modify during their deliberations in accordance with SMARA Section 2763(a). The SOR will be submitted to the State Geologist and SMGB in conjunction with the environmental review of the Project for a period of 60 days.

### Pala/Pauma Subregional Plan

As stated above, an amendment to the Pala/Pauma Subregional Plan is proposed to add the Project's Land Use Plan and several policies that would assist in implementation of the Project.. The Pala/Pauma Subregional Plan contains goals that guide the land use, commercial, public services and facilities, circulation, and conservation elements of the subregion. These goals include:

- ⌘ Provide for orderly, planned growth as needs arise and essential services such as water, sewer, fire protection, and schools are made available.
- ⌘ Provide for adequate amounts of commercially designated land without affecting the scenic, rural character of the community.
- ⌘ Public services and facilities be provided in a planned and orderly fashion and will be phased in five year increments in response to evolving and changing market demands.
- ⌘ Plan for the orderly development of an ultimate highway and street network adequate to handle the subregional traffic at acceptable service levels and capable of accommodating automobile and truck as well as public modes of travel within the subregion.
- ⌘ Protect the environmental resources designated as "resource conservation areas" in the conservation element.

The proposed Project implements the above-mentioned goals by: 1) providing essential services to the SPA through coordination with the RMWD, SDCWA, Bonsall Unified School District and Fallbrook High School District; 2) providing a range of residential densities that will be adequately serviced by the aforementioned districts and more specifically proposing fire protection facilities improvements for adequate response time to serve the Project site; 3) supplying the necessary transportation improvements by proposing an internal circulation system; 4) contributing to the jobs/housing balance within the community; and, 5) preserving a majority of the Project site as open space to be incorporated as part of the North County



MSCP preserve area. Required permits for the Project would also include specific conditions that will ensure consistency with the Subregional Plan's goals and objectives.

With approval of the County General Plan in August of 2011, the Project area was placed in a Special Study Area. The Subregional Plan defines the SSA as follows:

*“The Warner Ranch Special Study Area (SSA) is located adjacent to the western boundary of the Pala Indian Reservation on the north side of SR 76 in an area designated as Rural Lands on the Land Use Map. Considering this single ownership is surrounded on three sides by Tribal Lands, a more focused land use planning and analysis is required to determine the most compatible and consistent land uses for the property. Identifying this property as a Special Study Area provides direction to the applicant to conduct planning studies to address certain important property constraint issues to allow for the development of a cohesive and comprehensive land use plan.”*

The SSA for the Warner Ranch property was based on the following considerations:

- ∞ Adjacency to the existing Pala Village, Casino, Resort, and Spa;
- ∞ Existing employment center and lack of local housing opportunities;
- ∞ Proximity to several tribal casinos within the State Route 76 corridor;
- ∞ Approved Plan Amendment Authorization for 2.33 DUs per acre granted on October 5, 2005 (allowing for a maximum of 1,196 DUs without consideration for other physical conditions, i.e. RPO steep slopes);
- ∞ Ongoing and active planning and development application since July 13, 2005;
- ∞ Single ownership status of approximately 513 acres of property; and,
- ∞ Availability of sewer, water, fire, and educational facilities.

As noted above, the SSA requires additional land use planning analysis to evaluate important property constraints and issues used “to determine the most compatible and consistent land uses for the property.” The analysis is intended to provide Project-specific goals, policies, and programs for development of the site to ensure compatibility with existing and future land uses within the community. To accommodate the proposed Warner Ranch Project, Chapter 6 of the Pala/Pauma Subregional Plan, which identifies the Warner Ranch Project site as a SSA, requires revision to summarize the conclusions found in the Feasibility Study, Infrastructure Study, and Land Use/Community Character Analysis.

The County's designation of the Project site as a Special Study Area in the Pala/Pauma Subregional Plan recognizes the importance of coordinating the uses on the Pala Reservation with uses on County Lands. The proposed Project requests modification of the existing General Plan land use designation to Village and approval of an amendment to the



Subregional Plan to replace the SSA language with both the Land Use Plan and the related implementing policies. Such policies would serve as a bridge between the unique concerns of Warner Ranch (the SSA) with the more general policies of the County's General Plan. The authority of the County Board of Supervisors to take such action is based upon the language of the General Plan and the specific direction provided by the Subregional Plan.

The General Plan recognizes that community plans provide a framework for addressing issues and concerns that are not reflected in the broader policies of the Land Use Element of the General Plan (General Plan, page 1-11). Community plans are used to further refine General Plan policies to take into consideration the unique characteristics of a particular community. The General Plan acknowledges that policies within community plans can be used to modify Land Use Designations shown on the Regional Categories Map (General Plan, page 3-18). The designation of a SSA within a community plan also acts to further refine General Plan policies by outlining the issues that need to be addressed by that Special Study Area (General Plan, page 1-11).

Warner Ranch was designated as a SSA within the Subregional Plan because of its unique location in close proximity to existing employment centers in the general area. The Subregional Plan wanted to analyze the ability of the Project to provide appropriate housing opportunities to accommodate existing and future employees from the adjacent employment centers. The Subregional Plan explains that the Project's proximity to Tribal Lands requires a more focused planning and land use analysis in order to determine "the most compatible and consistent land uses" for the site (Subregional Plan, page 11). By designating Warner Ranch a SSA, the County is able to consider the unique circumstances of this community and the impact of adjacent land uses, when making a decision on the most compatible and consistent land uses for Warner Ranch. This can be distinguished from the circumstances in which the land use patterns of adjacent jurisdictions are used as the "primary justification" to adjust land uses in the County, as described in General Plan Policy LU-1.5.

Further, in accordance with General Plan Policy LU-1.1, land use designations on the County's Land Use Map are to be assigned in accordance with the Community Development Model; however, the General Plan explains that, although Villages are intended to grow in compact land development patterns, "planning by other agencies with responsibilities within, around or overlapping the unincorporated lands will affect how the Community Development Model is implemented" (General Plan, page 3-20). The Subregional Plan further refined the criteria used in General Plan Policy LU-1.4 to better reflect the unique circumstances of Warner Ranch and the impact on County lands resulting from surrounding uses under the jurisdiction of other agencies.

General Plan Policy LU-1.4 permits new Village-Regional Category designations where contiguous with an existing or planned Village and where the following can be shown: 1) the



development would be compatible with surrounding environmental conditions and constraints; 2) be accommodated by the General Plan road network, public facilities and services; 3) could support the expansion without a reduction of services to other County residents; and, 4) the expansion is consistent with community character, scale, and the orderly and contiguous growth of a Village area.

The three SSA-related technical studies required for the Project evaluated the same factors enumerated in Policy LU-1.4, but took into consideration its unique location contiguous to large employment centers. First, the Subregional Plan acknowledged the importance of the Project's location adjacent to the existing Pala Village and SR 76. Second, the Project was required to examine its compatibility with existing and future employment centers within the general area of the Project. In addition, an opportunities and constraints analysis was required to provide information regarding the Project's ability to adequately provide the appropriate infrastructure (i.e. water storage reservoir, water pipelines, sewer pump station, fire station, public and private roadways, drainage improvements, and private and public park facilities, etc.) taking into consideration the rural character of the surrounding areas. Finally, the Project was required to "provide a framework for development of a land use plan that would accommodate the appropriate level of residential and supporting civic uses;" refer also to the Warner Ranch Infrastructure Study and Specific Plan, both available under separate cover. In other words, so as to be consistent in community character, scale, and growth of the surrounding area, including the Pala Reservation. Furthermore, the Project has been designed in accordance with the above described analysis and reflects the appropriate level of residential uses (within less than ½-mile of the "core" land uses on the Reservation) and civic uses given its proximity to the Pala Reservation that generates an estimated 1,800 jobs with only a limited number of available residential units in proximity of the employment center.

The findings of the three technical studies prepared for the Project (relative to the SSA) are provided in supporting the County in making a determination of whether the proposed Project meets all of the components of General Plan Policy LU-1.4, although Pala Reservation is not designated as a "Village" on the Regional Categories Map and may not resemble a typical Village found within the County; however, the Subregional Plan implies that further examination of potential housing opportunities on the subject site (i.e. the SSA) to accommodate existing and future employees based upon the economic needs of the employees and its proximity to nearby employment centers was required. This is consistent with the goal of the community development model to locate housing closer to retail, services, and jobs on smaller lots in order to reduce required infrastructure and the length of automobile trips while increasing community livability and preserving open space by compact development. The proposed Project would assist in satisfying demand for housing created by large employment centers (i.e. Pala Casino) located outside of its jurisdiction, yet which may create impacts within County lands. Such conditions allow the County to plan for



growth in a manner that would be consistent with the community character, scale, and demands of contiguous areas (i.e. Pala Casino and the Project site).

In addition, the General Plan states that it is intended to be a dynamic document and must be periodically updated to respond to changing community needs (General Plan, page 1-15). Determination of the most compatible and consistent land uses for Warner Ranch is best done in part with consideration for its connection to existing surrounding uses and the needs of the community in those areas, and with consideration for designation of the property as a SAA and the criteria to be used to determine the most compatible and consistent land uses for the site. The designation of the Warner Ranch as a SSA suggests that changes to the General Plan would address the specific issues identified as needing further information and evaluation (see Subregional Plan, page 10). The Subregional Plan identified the issues that needed to be considered when determining the “most compatible and consistent land uses” for the Project which reflected Warner Ranch’s unique location adjacent to the Pala Reservation. Applying only General Plan policies to Warner Ranch without considering the criteria of the Subregional Plan would circumvent the intent of the Board in designating the Project as a Special Study Area and be contrary to the plain reading of the Subregional Plan that required the issues addressed by the Studies to be considered when determining the Project’s land use modifications.

The language of the Subregional Plan can be reasonably interpreted to mean that Warner Ranch can be assigned a Village Regional Category designation based upon the information provided by the Studies. The studies describe essentially the same factors that must be considered when determining whether to permit a new Village designation contiguous to an existing or planned Village under General Plan Policy LU-1.4. The Subregional Plan outlined comparable criteria that examined among other things, the Project’s close proximity to employment centers and whether it could accommodate existing and future employees based upon their economic needs. The information in the Studies supports the condition that Warner Ranch has met the comparable criteria as that described in General Plan Policy LU-1.4, even though Pala Reservation is not designated as a “Village” on the Regional Categories Map and may not resemble a typical Village found within the County; however, the County’s is responsible for making a determination as to whether the Project is consistent with the General Plan. The adoption of the Land Use Plan for the Project would implement and advance the goals set forth in the General Plan by using the SSA designation to address the specific issues outlined in the Subregional Plan and allowing the Subregional Plan to further refine the policies of the General Plan to take into consideration the unique characteristics of the community. Further, the Project would provide housing opportunities to accommodate existing and future employees based upon the economic needs of the employees and its proximity to nearby employment centers plan and plan for growth in a manner that would be consistent with the community character, scale, and demands of



contiguous areas, consistent with the goal of the Community Development Model Policy LU-1.4. As supported in the technical studies, the Specific Plan, and other Project information, the proposed land uses would be compatible and consistent land uses for the site.

As such, the Subregional Plan could therefore be amended by adding policies that acknowledge the unique circumstance surrounding the Warner Ranch site (e.g. its location adjacent to the Pala Reservation). The adoption of such policies would allow the County to address the impacts created by adjacent jurisdictions within the County and to ensure that the community development model is implemented on County land by providing needed residential and civic uses adjacent to commercial and employment centers.

### Resource Protection Ordinance (RPO)

The County of San Diego Resource Protection Ordinance provides detailed development standards and thresholds for the protection of sensitive environmental resources including floodplains, wetlands, and biologically/visually significant areas. The RPO requires certain discretionary projects to undergo review to ensure that such resources are protected for the long-term through dedication of open space land.

Steep slopes, defined by the County of San Diego's RPO as slopes having a natural gradient of 25% or greater and minimum rise of 50 feet, occur largely in the northerly and easterly portions of the property. The majority of all RPO steep slopes onsite are located within the proposed open space and will be permanently preserved for conservation purposes. These areas currently support existing structures, orchards, an unnamed intermittent stream, and a network of unimproved roadways.

The Project would provide protection of onsite sensitive RPO lands to the extent feasible; however, the Project as designed would encroach into steep slopes protected by the County's RPO on a total of 10 lots; seven lots within the northwestern portion (Lots 253-254 and 256-260) and three lots within the northeastern portion (Lots 428 to 430). The percentage of encroachment into steep slope areas for these lots would range from approximately 2.23 to 15.49 percent. Per Section 86.604(e)(2) of the RPO, and based upon the area of steep slopes within each lot and the percentage of each lot within RPO steep slopes, all proposed Project encroachment into RPO steep slope areas would be in conformance with maximum RPO encroachment allowances.

An opportunities and constraints analysis prepared for the Project identified all significant wildlife and sensitive habitats, canyons, rock outcroppings, steep slopes, and ridgeline features onsite. As a result, the Project has been designed to preserve approximately 359 acres, or 70% of the entire property, as dedicated biological open space for long-term protection. The proposed Project will be reviewed by County staff to ensure conformance with the Ordinance.



Additionally, the Project has been designed to minimize potential impacts to significant cultural resources, including those protected by the RPO, through incorporation of mitigation measures. All Project impacts to cultural resources would be reduced to a level of less than significant.

Therefore, through preservation of approximately 70% of the Project site, designing lots to conform to allowable encroachments upon steep slopes, and minimizing impacts to cultural resources, the Project would be consistent with the RPO.

### Hillside Development Policy

The County of San Diego Board of Supervisors Policy I-73 establishes hillside development standards intended to protect the visual qualities of significant hillsides and ridges; however, the RPO, discussed above, identifies more stringent slope protection requirements than the Hillside Development Policy. The Project is consistent with this BOS Policy I-73 as it preserves a majority of steep slopes onsite and proposes dedicated open space easements to protect these areas.

### Dark Skies Ordinance

The Project site is located within Zone A, as defined by the Dark Skies Ordinance, as it is located less than 15 miles from the closest observatory (Mt. Palomar). The implementing permits for the Project would be required to be in conformance with lighting requirements for Zone A given in the County of San Diego's "Dark Sky" Ordinance. For instance, outdoor recreation areas, if lighted, would be required to have cut-off luminaries in conformance with County standards. In addition, road lighting is proposed to be limited to those areas where it can be demonstrated that adverse impacts to public health and safety would result. Where required, road lighting fixtures would be shielded to reduce light ray emissions into the "night sky" and surrounding residential properties.

Such measures would be incorporated into the Project design, as appropriate, to minimize potential lighting impacts on the observatories. The Project would therefore not impact the Mt. Palomar and Mt. Laguna Observatories, nor would the Project impact dark skies of the surrounding area. Therefore, the Project would be consistent with this ordinance. Impacts would be less than significant, and no mitigation measures are required.

### County of San Diego Zoning Ordinance

The parcels affected by the proposed Project are presently zoned A70 (Limited Agriculture) and A72 (General Agriculture). The proposed Zone Reclassification includes changing the current A70 and A72 zones to S88 (Specific Plan Area) for the residential development



areas, private and public parks, landscape and brush management areas, and the fire station. A rezone to S80 (Open Space) is proposed for all biological open space areas. The proposed rezone would allow for preparation of a Specific Plan that would provide Project-specific goals, policies, and programs to guide development of the site in order to ensure compatibility with existing and future land uses within the community; refer also to Table 1-3, Zoning. The Project proposes a residential unit density of 2.33 dwelling units per acre, allowing approximately 70% percent of the site to remain undeveloped in permanent dedicated biological open space. Within the S88 zone, the proposed uses would be allowed as follows by the Zoning Ordinance: 1) single-family and multi-family residential uses pursuant to Sections 1260 and 2882(a); and, 2) fire station pursuant to Section 2882(b).

## **2.4.2 CONSISTENCY WITH HABITAT CONSERVATION PLANS, REGULATIONS, OR ORDINANCES**

In addition, according to the significance thresholds, a significant impact would occur if the Project would:

- ∞ Conflict with any applicable habitat conservation plan, regulation or ordinance;

The State of California passed the Natural Communities Conservation Planning (NCCP) Act in 1991. The NCCP Act is intended to identify and protect individual species that have declined significantly in number, as well as to conserve natural communities and accommodate compatible land uses. The pilot program for the NCCP is focused on protection of the coastal sage scrub habitat of Southern California. To implement the NCCP, a number of “subareas” have been established.

The County of San Diego is participating in the NCCP and has established a Multiple Species Conservation Program (MSCP) for southern portions of the County. The subject site is not located within the MSCP; however, the site is located within the Draft North County Subarea Plan for the MSCP (NCMSCP), which has not yet been adopted. The Subarea Plan is intended as a stand-alone habitat conservation program for the County’s unincorporated lands in northwestern San Diego County, extending from the Pacific Coast eastward to the community of Ramona and along the western side of Palomar Mountain. The Plan would result in creation of a regional preserve system, with general measures identified for the management of various plant communities and habitats of over 63 species.<sup>1</sup> Recommendations for long-term monitoring of plant communities and species are also proposed. As the Draft Subarea Plan has not yet been approved, compliance with the overall goals and policies of the NCCP would be required instead for impacts to upland habitat. If

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<sup>1</sup> County of San Diego – North County Plan (Documents). [http://www.sdcountry.ca.gov/pds/mscp/NCMSCP\\_documents.html](http://www.sdcountry.ca.gov/pds/mscp/NCMSCP_documents.html). Accessed November 12, 2012.



the NCMSCP has not been adopted at the time of Project approval, specific findings applicable to the NCCP will be made, if appropriate.

The NCCP is a joint effort between the federal, State, and local jurisdictions to establish open space preserves that will protect a number of sensitive “target” species. The NCCP requires the proposed Project to obtain a Habitat Loss Permit (HLP) for the loss of coastal sage scrub. These regulations are applied through the County’s HLP Ordinance, and the Project must be designed to comply with NCCP Section 4(d) findings, as follows: the habitat loss that occurs as a result of the project must not preclude connectivity between areas of high habitat value, preclude or prevent the preparation of the subregional NCCP, nor appreciably reduce the likelihood of survival and recovery of listed species in the wild; and, the habitat loss must be minimized and mitigated to the maximum extent practicable.

The Project site contains sensitive lands that are an integral part of several designated regional open space and wildlife corridors. The NCMSCP identifies the property as a designated Proposed Pre-Approved Mitigation Area (PAMA). A PAMA is an area identified by the Wildlife Agencies as having high biological value, and therefore, conservation efforts are strongly encouraged. By concentrating development on the least-environmentally sensitive portions of the site and by preserving approximately 70% of the property in biological open space, the proposed Project would be in conformance with the goals of the NCCP. All Project mitigation and/or avoidance measures proposed would occur at ratios consistent with the requirements of the NCCP, as applicable.

Additionally, the Project would carry out the intent of the SCS as stated in the Vision Goal 2030 which is consistent with the County’s related General Plan policies. The County has adopted as the underlying premise of its General Plan the sustainability principles of conserving natural resources and developing lands and infrastructure more sustainably in the future (General Plan, page 1-16). The General Plan identifies such goals and policies that contribute to achieving this premise as listed in Table I-1 (General Plan, page 1-17). The Project meets all of the relevant policies listed in Table I-1, including the “sustainable development” linchpin principle of the Community Development Model. The Community Development Model includes specific policy direction that states Regional Land Use Designations “may be further modified by specific policies for the Community Plan Areas as specified by their respective Community Plan. As an adopted part of the General Plan, the Land Use Maps are to be used and interpreted only in conjunction with the text and other figures contained in the General Plan.”

The proposed Project design locates higher-density residential development where infrastructure can be provided and in close proximity to large employment centers in which residential uses are in high demand but are not presently available. The current town center located within the Pala Village would be complemented by the additional park, civic and



trails provided by the Project. The employment centers within the area would benefit from the proximity of increased residential housing opportunities needed by their employee and would reduce the need to travel by automobile. The Project is a compact walkable community providing neighborhood serving commercial uses within on-half mile of all residents. Besides sidewalks, residents and the public would have access to trails that connect the commercial areas, residential areas, and the park creating pedestrian friendly commercial centers and development. Agriculture would be promoted through integration of tree crops into the community landscaping, and no significant impacts relative to agricultural resources would occur as the result of the proposed Project. By concentrating development on the least-environmentally-sensitive portions of the site (i.e. the southern portion) and by preserving approximately 70% of the property in biological open space i.e. (the north portions), the proposed Project would be in conformance with the goals of the NCCP. All Project mitigation and/or avoidance measures proposed would occur at ratios consistent with the requirements of the NCCP, as applicable. Further, the proposed Project would be included in the next update of both the RTP and SCS; refer also to Section 2.4.4, Traffic Levels, relative to Project-related traffic impacts on community character.

As such, no significant impacts would occur as the result of Project conflict with an applicable habitat conservation plan, regulation, or ordinance.

### 2.4.3 CONSISTENCY WITH VISUAL CHARACTER

In addition, according to the significance thresholds, a significant impact would occur if the Project would:

- ∞ Introduce features that would detract from or contrast with the existing visual character and/or quality of a neighborhood, community, or localized area by conflicting with important visual elements or the quality of the area (such as theme, style, setbacks, density, size, massing, coverage, scale color, architecture, building materials, etc.) or by being consistent with applicable design guidelines;

#### Historic Development Patterns

To evaluate the historic development patterns and land uses over past decades on and around the Pala Indian Reservation, a series of historical aerial photographs was prepared, and the establishment and expansion of land uses within the area documented over time; refer to Figures 2-1A to 2-1K.

As shown in Figure 2-1A, during the early part of the 21<sup>st</sup> century (between 1911 and 1938), lands within the Pala community were generally undeveloped. Development was largely focused in the area where present-day Pala Temecula Road and SR 76 intersect. Several



outlying structures can be seen scattered along the flatter portions of the valley floor, particularly to the east and south just north of present-day Lilac Road, and generally distanced from one another. The Mission San Antonio de Pala, located just north of Pala Mission Road and east of Pala Temecula Road, was established in 1816 and remains the only mission-related structure still ministering to an Indian population.<sup>2</sup> This structure therefore serves as an important central element of the Pala Indian Reservation, around which development on the Reservation was historically centered. Today, the Mission continues to serve the local Indian tribes that it was intended for when originally constructed.

This pattern of development generally continued to occur between 1938 to 1946 (refer to Figure 2-1B); 1946 to 1953 (Figure 2-1C); and, 1953 to 1964 (Figure 2-1D), with additional development focused in the area around the present-day Pala Temecula Road/SR 76 intersection (generally on the Reservation lands), with additional building occurring on nearby lands to the north, west, and east, likely in the form of single-family residential uses, and further to the east (past present-day Henderson Road) where limited small-scale agricultural uses can be seen. Limited building is also seen as occurring on various parcels to the south of the Pala Temecula Road/SR 76 intersection, within approximately 0.75 mile, just north of present-day Lilac Road.

Between 1964 to 1981, a significant increase in the amount of development in the area is evident in the aerial photographs, with development still concentrated around the Pala Temecula Road/SR 76 intersection; however, a substantial amount of new development is visible as occurring adjacent to the south of SR 76, as well as extending further north along Pala Temecula Road; refer to Figure 2-1E. A number of new single-family homes can be seen along each of these roadways, particularly west of the intersection, and west/east along Pala Temecula Road, heading north from SR 76. Additional single-family growth is also evident south of SR 76, north of present-day Lilac Road, in the vicinity of earlier development. The Cupa Cultural Center, located at 35008 Pala Temecula Road, adjacent to the Mission San Antonio de Pala, was established in 1974 (and expanded in 2005), and contributes to the civic uses focused in this area of the community.<sup>3</sup> Additionally, the Southern California Tribal Chairmen's Association (SCTCA), established in 1972 for 19 federally-recognized Indian tribes in southern California, is headquartered at 10975 SR 76, just west of the Pala Temecula Road/Pala Mission Road intersection. The SCTCA is intended to "serve the health, welfare, safety, education, cultural, economic and employment needs of its tribal members and descendants in the San Diego County urban areas."<sup>4</sup>

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<sup>2</sup> Mission San Antonio de Pala. <http://www.missionsanantonio.org/>. Accessed online November 12, 2012.

<sup>3</sup> Cupa Cultural Center. <http://www.palatribes.com/cupa-cultural-center>. Accessed online November 12, 2012.

<sup>4</sup> Southern California Tribal Chairmen's Association. <http://www.sctca.net/>. Accessed online November 12, 2012.



From 1981 to 1989, and 1989 to 2005, a similar development pattern is evident, with development continuing to increase around the Pala Temecula Road/SR 76 intersection, and further to the north, west, and east of Pala Temecula Road, as well as in the area to the south of SR 76, just north of present-day Lilac Road; refer to Figures 2-1F and 2-1G. Many of the higher-density residential developments referred to on Figure 2-4A, Residential Housing Units, are visible on lands to the north of SR 76 along Pala Temecula Road, e.g. off of Remjio Street (3); south of Trujillo Road (5); and, Sycamore Lane (7). By 2005, construction of the Pala Casino Resort and Spa and the associated parking garages can be seen. In addition, between 1989 and 2005, development of the present-day Pala Reservation Shooting Range, hazardous waste collection center (south of SR 76), Oceanview Mine which opened in the year 2000 (north of SR 76 along McGee Road), and Pala community park/civic center (north of Pala Mission Road, east of Henderson Road) are visible.

Between 2006 to 2009 (Figures 2-1H to 2-1J), additional development, largely residential, is seen occurring in the vicinity of the Pala Temecula Road/SR 76 intersection (both on and off of the Reservation lands), but generally at a distance to the west, northeast, and south, as many of the lands around this intersection appear largely built out. Development of a mining area located just west of the shooting range and expansion of the Oceanview Mine; a community park located just west of Henderson Road; establishment of the Pala wastewater treatment plant to the east of Henderson Road; and, additional residential development, generally on undeveloped lands adjacent to built-out parcels focused in the areas of Pala Temecula Road and SR 76, is visible between 2006 and 2009. The Pala Fire Station was constructed in 2008 at 34884 Lilac Extension Road, just south of the intersection of Pala Temecula Road and SR 76, contributing to existing civic uses concentrated in this area of the community.<sup>5</sup>

The 2012 aerial photograph (Figure 2-1K) identifies present-day land uses within the Pala community. New development between 2009 and 2012 appears to be somewhat limited, generally consisting of single-family residential uses in areas where similar development is already present.

As illustrated in Figures 2-1A to 2-1K, development within the Pala community has significantly increased over the past several decades and ranges from a mixture of higher-density land uses including civic (post office, fire station, several community parks, etc.), commercial (small-scale retail to large-scale hotel/casino/spa, gas station/convenience mart), and residential uses, largely concentrated along Pala Temecula Road, Pala Mission Road, and SR 76, with lower density residential uses occurring on the outlying lands. Residential development within the Pala community has historically been focused around the

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<sup>5</sup> Pala Fire Department. <http://www.palatribe.com/programs/pala-fire-department-1>. Accessed online November 14, 2012.



intersections of SR 76/Pala Temecula Road and Pala Mission Road/Pala Temecula Road, extending northward along Pala Temecula Road, with lower-density residential uses occurring at a distance to the south of SR 76, where agricultural uses are also present.

The proposed Warner Ranch Project acknowledges this established development pattern by concentrating development in the central and southeastern portions of the Project site, and therefore, closer to SR 76 and adjacent to developed lands. This design would allow the portions of the Project site that are further away from the higher-intensity uses of the community (e.g. the northern and western portions) to remain undeveloped, in particular where lands with a County General Plan land use designation of SR 10 (Semi-Rural Residential), RL 20, or RL 40 occur to the northwest/west of the site.

Furthermore, Figure 2-2, Surrounding Land Uses, illustrates existing land uses within the Pala community. It should be noted that, development on the Pala Indian Reservation is not subject to County of San Diego regulations and is otherwise overseen by the Federal Bureau of Indian Affairs (BIA) and the Pala Housing Authority. Therefore, as the County's General Plan land use categories do not apply to lands on the Pala Indian Reservation, Figure 2-2 generally categorizes the Reservation lands to show existing land uses on the ground (e.g. commercial, residential, institutional, etc.) as determined through in-person land surveys, available land use data from the San Diego Association of Governments (SANDAG), and review of aerial photography databases. As shown in Figure 2-2 and as described above, civic use-types are generally concentrated around the Pala Temecula Road/Pala Mission Road, and SR 76, including a post office, several schools, a community park/civic center, the Pala Fire Station, and the Mission San Antonio de Pala.

### Surrounding Average Parcel Size

As shown in Figure 2-3A, 410 parcels occur within a one-mile radius (study area) of the Project site. Twenty-two percent (or 88 parcels) of the total 410 parcels within the study area are less than one acre in size; approximately 31 percent (or 128 parcels) are between one and five acres in size. Therefore, overall, the majority of parcels, or approximately 53 percent (216 total parcels), are five acres or less within this study area and are not large-acre ownerships. Large-acre ownerships (20 acres or greater) represent only 19 percent of the overall total.

With consideration for the overall acreage of parcels within each category, large-acre parcels (greater than 20 acres) comprise approximately 81.5 percent (or 6,387 acres) of the overall land area (6,387 acres); however, as stated above, these categories (20 to 40 acres and 40 acres or larger), comprise only 19 percent of the overall number of parcels within the study area; refer to Figure 2-3B.



Taking into account the number of parcels and the total acreage of lands within the one-mile study area, as shown in Figures 2-3A and 2-3B, the average parcel size is shown in Table 2-1, below. As stated above, the majority of parcels are less than five acres. Average parcel size for those parcels less than one acre in size is approximately 0.26 acre; average parcel size of parcels one to five acres is approximately 2.3 acres.

A number of parcels ranging from ten acres or less are present to the northwest and southwest of the Project site, as well as to the east, within the Pala Village. A limited number of large-acre parcels also occur adjacent to the site; however, the majority of parcels adjacent to the site are within the five to ten and ten to twenty-acre categories. Overall, a mixture of parcels of varying size occurs within the one-mile study area. Parcels totaling five acres or less are generally concentrated in the area of Pala Village, near the intersections of SR 76/Pala Temecula Road and Pala Temecula Road/Pala Mission Road to the east of the Project site, and to the south of SR 76.

The seven parcels comprising the Project site range from approximately 39 acres to 183 acres in size. As such, the affected parcels fall within the large-acre category (greater than 20 acres). As the Project design concentrates development within the southern portion of the site, allowing approximately 70 percent of the property to remain as dedicated open space, the northern four parcels would (generally) remain in their present, undeveloped state. A portion of the southern three parcels would be subdivided into lots of varying sizes to allow for future development of the 780 residential units and associated facilities proposed. Additionally, the proposed development footprint would provide open space and fire management zones to the west and would buffer and transition existing residential land uses. Additionally, expect for the proposed fire station and access roads, the residential development footprint would be setback from SR-76 by the proposed public park, landscaped areas (including landscaped storm water detention basins, and open space. These buffers would allow for a transition between the proposed development and existing development within the Pala Reservation.

**TABLE 2-1 AVERAGE PARCEL SIZE WITHIN A ONE-MILE RADIUS**

<b>Parcel Size</b>	<b>Number of Parcels</b>	<b>Number of Acres</b>	<b>Average Parcel Size within Category (in Acres)</b>
Less than One Acre	88	23	0.26
1 to 5 Acres	128	300	2.3
5 to 10 Acres	69	480	6.7
10 to 20 Acres	46	652	14.2
20 to 40 Acres	30	799	26.6
Over 40 Acres	49	5,588	114.0



## Location / Lot Size

The approximately 513-acre Project site lies directly west of the Pala Band of Mission Indians Reservation. Surrounding land uses in the Project vicinity vary and include single-family residential uses, commercial and recreational uses, sand mining operations, agricultural uses, and undeveloped lands. Adjacent to the north, west and south are larger-acre lands (within San Diego County) that have a General Plan land use designation of RL 40 (Rural Lands – 1 DU/40 acres). Further to west (approximately 0.5 mile) are smaller parcels with a land use designation of RL-20 (Rural Lands – 1 DU/20 acres). Agricultural uses are present to the south and southeast, across SR 76; refer to Figure 2-2, Surrounding Land Uses.

The Pala Band of Mission Indians Reservation lies directly to the northeast, east, and southeast of the Project site. Higher densities consisting largely of commercial and civic uses on are concentrated within the Pala Village. This area also supports several schools, a wastewater treatment plant, a shooting range, a motocross raceway, and other facilities and services that are open to the public, Pala Learning Center, Cupa Cultural Center, and the Pala Casino Resort and Spa and associated parking garages and gas station/convenience store located just west of the Casino; refer to Figure 2-2, Surrounding Land Uses. Residential uses include mobile/manufactured homes and single-family homes. Housing types range in square footage and density from visibly planned “clusters” of higher density to individual structures on larger-size lots or on lots where agricultural uses are also present.

The Pala Casino Resort and Spa which includes a hotel, casino, and parking, supports a number of amenities such as retail stores, a spa, golf, dining and entertainment venues, and a small commercial center. The resort includes roughly 600 guest rooms ranging from approximately 500 to 1,000 square feet in size. Two multi-level parking structures provide parking for the complex. The Casino’s facilities and parking areas have recently been renovated and expanded. The main level of the casino was extended along the north and west sides, increasing the structure by approximately 68,300 square feet. The spa was also remodeled to increase the number of available treatment rooms, locker rooms, and lounge spaces, and the pool area was expanded. The parking expansion accommodated approximately 1,930 new spaces, located in new parking structures to the north and west of existing structures. In addition, approximately 30,000 square feet of administrative office and storage space were constructed.

The Pala Band of Mission Indians has been funding and building homes exclusively for tribal members located within the Reservation. In early 2004, a new tribal department called the Pala Housing Authority was formed in order to provide continued housing and assisted loan programs. That same year, the Pala Housing Authority began designing new home plans, ranging from three-bedroom to five-bedroom homes and measuring approximately 3,000 square feet in size. A number of new homes have been completed since then. In addition, the



Pala Housing Authority has begun the planning and building of small master-planned communities in an attempt to ultimately ensure housing for every Tribe member.

The Project would result in the construction of additional housing that would be available to current residents of Pala, employees of the Pala Casino Resort and Spa and other casinos in the area, and other age groups, family sizes, and income ranges currently residing in other communities in San Diego County or elsewhere. Other Project components proposed, such as the fire station and public park, would be available to serve the population of the Pala community and/or available for use by visitors to the area.

The Project proposes a revision to the existing General Plan land use designation and zoning classifications that apply to the property to allow for preparation of a Specific Plan that would identify specific design requirements to ensure a quality development consistent with land uses intended by the County and the community, and that would respect the existing character of the Pala community. Consistent with the Plan Authorization Amendment authorized for the Warner Ranch property on October 5, 2005, the Specific Plan proposes an overall density of 2.33 dwelling units per acre (DU/AC); however, as designed, the Project concentrates development within the southern portion of the property, thereby preserving approximately 70 percent of the site as undeveloped and protected biological open space, allowing such lands to remain in their present natural state.

As shown in Figures 2-1(A through K) to 2-4, the development pattern within the Pala community varies, with a higher density of uses and smaller parcel sizes generally located around the vicinity of the Pala Casino Resort and Spa, SR 76, Pala Temecula Road, and Pala Mission Road, with parcel size generally increasing and density decreasing as one moves away from the center of the community. This development pattern is typical of similar communities of comparable size within the County, where commercial, industrial, and civic use types, as well as higher-density residential uses, are generally concentrated adjacent to a central “core.”

Per the request of County staff, a comparative analysis between existing residential lot size and density on lands on the Pala Indian Reservation and on the proposed Project site was conducted. The study area was determined through input from County staff, review of residential development patterns within the area using aerial photography, windshield surveys of the Reservation lands, available land use data from the San Diego Association of Governments (SANDAG), and consideration for distance to existing residential uses from the Project site. A 0.75-mile radius from the Project boundary was selected to ensure that the majority of lands on the Pala Indian Reservation where existing residential development is located were considered; refer to Figures 2-5A and 2-5B.

Development on the Pala Indian Reservation is not subject to County of San Diego regulations, and development is otherwise overseen by the United States Federal Bureau of



Indian Affairs (BIA) and the Pala Housing Authority. As such, land uses on the Pala Indian Reservation are not subject to use regulations given in the County of San Diego General Plan, and specific land use designations (e.g. residential, commercial, industrial) are not assigned to such properties by the County. Lands within the boundary of the Reservation are identified as Tribal Lands on the County's General Plan Land Use Map. Therefore, the most up-to-date land use data available from SANDAG was reviewed to determine where existing residential development occurs on the Reservation lands in the vicinity of the Project site. According to available SANDAG data, no multi-family residential land uses occur within a 0.75-mile radius of the Project site on the Reservation; all residential land uses within the study boundary are identified as Single-Family Detached or Spaced Rural Residential uses, and were therefore the only such lands considered for the residential lot size and density analysis; refer to Figures 2-5A and 2-5B. As stated above, to the extent feasible, such land uses identified by SANDAG were verified through available aerial photography (including street views where available) and ground-checked through a visual (windshield) survey of lands within the Reservation boundary.

Additionally, new residential development has occurred on the Reservation since the time that such land uses were originally mapped by SANDAG, and was therefore not originally identified by the SANDAG data utilized for the lot size and density analysis. As such, these areas have been identified and included in the lot size and density analysis, and are shown as Areas 1A, 2A, and 3A (New Residential) on Figure 2-5A.

As can be seen on Figures 2-5A and Figure 2-5B, various land uses may occur within the boundaries of a single parcel (e.g. parcel ID #29 on Figure 2-5A supports Spaced Rural Residential, Single-Family Detached, Undeveloped, and Extensive Agriculture, as mapped according to SANDAG data). Additionally, individual parcels may be comprised of a number of independent, physically separated portions of land. For example, on Figure 2-5A, parcel ID #23 is composed of a number of individual land acreages with other intervening parcels identified (e.g. parcel ID #'s 1 through 8), according to available SANDAG data. Similarly, parcel ID #28 appears as three separate parcels with individual parcel boundaries, but is identified with one assessor parcel number in the SANDAG database.

Consistent with Figure 2-5A, Table 2-2, shows a breakdown of the total acreage for each individual parcel (outlined in green on Figure 2-5A) identified by SANDAG as having all or a portion identified as residential use (Spaced Rural Residential or Single-Family Detached), and the number of existing residential units on each parcel. From this, the average density of residential units was calculated to be range from approximately one dwelling unit/0.16 AC (DU/AC) to 3.0 DU/AC (total acres divided by number of dwelling units). Additionally, taking the overall total acreage of lands within the 0.75-mile study area (890.75 acres) divided by the total number of residential units within the area (281 units) yields an estimated overall average density of 0.32 DU/AC.



**TABLE 2-2 RESIDENTIAL DENSITY (WITHIN 0.75 MILE)**

<b>Parcel Number</b>	<b>Acreage</b>	<b>Number of Residential Units</b>	<b>Average Residential Density (DU/AC)</b>
1	0.16	1	1 DU/0.16 AC
2	0.16	1	1 DU/0.16 AC
3	0.16	1	1 DU/0.16 AC
4	0.17	1	1 DU/0.17 AC
5	0.17	1	1 DU/0.17 AC
6	0.18	1	1 DU/0.18 AC
7	0.18	1	1 DU/0.18 AC
8	0.18	1	1 DU/0.18 AC
9	0.23	1	1 DU/0.23 AC
10	0.37	1	1 DU/0.37 AC
11	0.72	1	1 DU/0.72 AC
12	0.87	1	1 DU/0.87 AC
13	1.85	2	1.08 DU/AC
14	2.92	1	1 DU/2.92 AC
15	3.02	2	0.66 DU/AC
16	4.17	1	1 DU/4.2 AC
17	5.37	13	2.42 DU/AC
18	5.41	1	1 DU/5.41 AC
19	5.69	1	1 DU/5.69 AC
20	5.8	3	0.52 DU/AC
21	6.42	15	2.34 DU/AC
22	6.52	16	2.45 DU/AC
23	8.63	26	3.0 DU/AC
24	8.66	10	1.15 DU/AC
25	11.96	6	0.5 DU/AC
26	36.52	12	0.33 DU/AC
27	103.54	31	0.30 DU/AC
28	117.49	4	0.03 DU/AC
29	138.06	80	0.58 DU/AC
30	413.66	24	0.06 DU/AC
31	1.51	4	2.64 DU/AC
32	7.41	13	1.75 DU/AC
<b>Total:</b>	<b>890.75</b>	<b>281</b>	<b>0.32 DU/AC</b>

Residential uses on the Pala Indian Reservation vary from large-acre parcels (outlying lands) with lower densities to small-acre parcels (within the higher-density area to the east/southeast



of the Project site). As seen from Table 2-2, a range of residential densities occurs on the Reservation lands. Consistent with parcel size shown in Figures 2-3A and 2-3B, a number of parcels less than one acre in size are present within the 0.75-mile study area, and therefore, residential densities are higher on these parcels. These higher density residential uses are largely concentrated along Pala Mission Road, Pala Temecula Road, and SR 76. Additionally, a number of higher-density uses, as shown in Figure 2-4A, occur north of SR 76 and east/west of Pala Temecula Road. It should be noted that for a number of the residential areas shown on Figure 2-4A, residential uses appear to cross parcel boundaries (e.g. see Areas (4), (5), and (6)). Therefore, although such uses appear from an aerial view to form a sort of higher-density residential “subdivision,” in order to calculate density as shown in Table 2-2, above, the residential units were counted as they occur within each parcel boundary, thereby reducing the apparent density of units as compared to if density were instead calculated on the underlying land area affected by the “subdivision.”

Overall lot size within the 0.75-mile study area are varied, and as shown in Figure 2-5A and stated above, many parcels within the study area are identified as having multiple land uses occurring on the same parcel, with no visible boundaries or individual lot lines that distinguish a boundary between the uses, or allow for an accurate calculation of lot size. For example, on parcel #29, available SANDAG data indicates Single-Family Detached, Spaced Rural Residential, Extensive Agriculture, and Undeveloped lands as occurring on portions of the parcel. Parcels within the study area that support a single residential unit would be considered as one lot, and therefore, the lot acreage would be that shown in Table 2-2, above. Several of the areas where higher-density residential uses are present within the study area appear as supporting individual lots of varying sizes. An approximately 3.4-acre mobile home park is located just north of SR 76, west of Portillo Road, and supports an estimated 20 homes; refer to Figure 2-4A, Residential Housing Units, which identifies the location of the mobile home park as Area (1). As stated above, the Pala Housing Authority has constructed a number of small master-planned communities within the community. Clusters of single-family residential development are mainly visible along SR 76, Pala Mission Road, and Pala Temecula Road. Just north of SR 76 and south of Pala Mission Road, single-family residential development is present (on the Reservation) with approximately 50 lots of an estimated 8,000 s.f. (varied); shown on Figure 2-4A as Area (2). Another cluster of units is present to the north of SR 76 along Remijio Street with approximately 26 lots of an estimated 9,000 to 12,000 s.f.; shown on Figure 2-4A as Area (3). Another planned area is visible further to the north along Pala Temecula Road, off of Nejo Road, with approximately 20 units with lots of an estimated 8,000 s.f. to 13,000 s.f. in size (varied; on the Reservation); shown on Figure 2-4A as Area (4). Just to the east, across Pala Temecula Road along Trujillo Road, is another development with approximately 29 homes on lots of an estimated 12,500 to 14,500 s.f. in size; shown on Figure 2-4A as Area (5). Just to the north of this residential

development along Moro Road is another development with approximately 30 homes on lots of an estimated 11,500 s.f. to 22,000 s.f. in size; shown on Figure 2-4A as Area (6). Further to the north along Pala Temecula Road along Sycamore Lane, development of 13 residential homes on lots of an estimated 12,000 s.f. to 14,000 s.f. is present; shown on Figure 2-4A as Area (7). Additional single-family development on individual lots of similar sizes and larger-acre parcels is interspersed throughout the areas to the north and east of Pala Village. To the north, west, and south of the Project site, lands are County lands designated as RL 40 and RL 20, with several parcels designated as SR 10 (Semi-Rural Residential – 1 DU/10 acres). Adjacent to the Project to the north, west, and south, parcels (within San Diego County) have a General Plan land use designation of RL 40 (Rural Lands – 1 DU/40 acres). These parcels vary in size, with the majority around 40 acres within the RL 40 designated lands; however, many of these parcels are much smaller in size. Further to the west (approximately 0.5 mile) are smaller parcels with a land use designation of RL 20 (Rural Lands – 1 DU/20 acres). Parcels of a smaller size are generally present in the area designated as RL 20. Limited single-family residential development is present on a number of parcels within these areas.

To the south/southeast of the Project site, Reservation lands generally support agricultural and low-density residential uses. Parcels vary from large-acre to smaller-acre parcels with a majority averaging approximately 1.75 acres in size, creating a more concentrated development pattern within the landscape as compared to surrounding parcels supporting agricultural uses. Limited single-family residential development is present on these lands and occurs at a low density, due to the size of the parcels and their potential to support combined agricultural uses. Limited single-family, low-density residential development is evident on other larger-acre parcels in the area.

Lot sizes proposed for the Project range from approximately 3,000 square feet (s.f.) to 8,000 s.f. in size, with the larger lots proposed to support the multi-family units; refer to Figure 2-4B, Site Plan – Proposed Multi-Family Units. The range of lot sizes is intended to allow for the provision of a variety of housing types to meet housing demands of various potential buyers. Similarly, the residential units are proposed in a range of sizes. Homes proposed with the Project would range from approximately 2,000 s.f. to 3,800 s.f. for the single-family units; 1,900 to 1,850 s.f. for the multi-family duplex units; and, approximately 2,000 s.f. for the multi-family six-plex units; refer to Table 2-3, Proposed Lot and Structural Sizes.

Although the Project proposes a change to the existing General Plan land use and zoning, the intent of doing so is to allow for the application of appropriate design measures that would result in a development respective of the surrounding community character, focusing development within a portion of the site and allowing the majority to remain as undisturbed open space. As stated above, a Plan Amendment Authorization was authorized on October 5, 2005 for the Project site to allow for 2.33 dwelling units per acre. This density allows for the proposed residential units and supporting facilities (e.g. public park and fire station),



concentrating development within the southern portion of the property, with the remaining 70 percent of the site as undeveloped and protected open space, thereby allowing such lands to remain in their present natural state; refer to Table 2-4, Land Use Summary. Therefore, views of the majority of the site would not be changed with Project implementation. The Project has been designed to consider existing development patterns in the surrounding community and is designed to accommodate residential development at a higher density, allowing the majority of the site to be preserved in open space for the long-term. Additional design measures, including landscaping, onsite open space, and park lands, as well as natural site topography and layout of the residential units within the property as proposed, would further reduce the visibility of the Project components within the landscape.

In proposing a variety of lot sizes and residential housing sizes, the Project reflects the existing varied visual character and pattern exhibited by residential lot and housing sizes found in the surrounding Pala community. By providing a range of lot sizes and unit types, the Project is intended to offer a variety of housing opportunities for those who wish to reside in Pala, including employees of the Casino and other area businesses.

**TABLE 2-3 PROPOSED LOT AND STRUCTURAL SIZE**

<b>Housing Type</b>	<b>Lot Numbers</b>	<b>Lot Size (Typical) in Square Feet</b>	<b>Structure Size in Square Feet</b>
Single-Family	1-133; 319-333	3,000	2,012
Single-Family	134-260; 478-592	4,000	2,324
Single-Family	334-418	5,000	2,583
Single-Family	419-423; 439-477	6,000	2,731
Single-Family	424-438	8,000	3,809
Multi-Family Duplex	289-318	Varies	1,933/1,863
Multi-Family Six-Plex	261-288; 593-600	Varies	1,996/2,011/2,027

**TABLE 2-4 LAND USE SUMMARY**

<b>Planning/Phasing Area</b>	<b>Total Dwelling Units</b>	<b>3K</b>	<b>4K</b>	<b>5K</b>	<b>6K</b>	<b>8K</b>	<b>Duplex</b>	<b>Six-Plex</b>	<b>Acreage</b>
<b>I</b>	121	28	93	-	-	-	-	-	11.36
<b>II</b>	70	40	30	-	-	-	-	-	8.50
<b>III</b>	69	65	4	-	-	-	-	-	5.70
<b>IV</b>	117	-	-	-	-	-	-	102	7.96
<b>V</b>	66	-	-	-	-	-	-	66	4.24
<b>VI</b>	78	-	-	-	-	-	30	48	6.71
<b>VII</b>	96	-	96	-	-	-	-	-	10.39
<b>VIII</b>	88	-	-	29	44	15	-	-	21.15
<b>IX</b>	75	-	19	56	-	-	-	-	10.36
<b>TOTAL:</b>	<b>780</b>	<b>148</b>	<b>242</b>	<b>85</b>	<b>44</b>	<b>15</b>	<b>30</b>	<b>216</b>	<b>86.52</b>
Biological Open Space Preserve									359.05
Recreational/Aesthetic Open Space									26.32
- <i>Public Recreational Park</i>									4.23
- <i>Private Landscaping</i>									14.38
- <i>Private Park and Clubhouse</i>									7.71
<b>Fire Management Zone</b>									<b>2.41</b>
<b>Utility Easement</b>									<b>0.10</b>
<b>Public ROW</b>									<b>2.29</b>
<b>Private Streets</b>									<b>31.12</b>
<b>Water Reservoir</b>									<b>4.43</b>
<b>Fire Station</b>									<b>1.16</b>
<b>Wet Well Pump Station</b>									<b>0.09</b>
<b>TOTAL:</b>									<b>513.49</b>

### General Design Measures

#### *Overall Theme*

The intent is to allow compatible development of the Project with the existing and planned land uses of the surrounding Pala community, while preserving significant environmental resources onsite. The Project design is based on the goal to preserve a rural environment, while providing a variety of housing types and creating a sense of community.



The landscape theme proposed in the Warner Ranch Specific Plan is meant to create a unified community reminiscent of both native and recent historical landscape traditions. An informal tree theme shall be supported by informal shrub massing.

Streetscape for onsite private roadways would be designed to conform to an overall design theme. Private streets would include landscaping, decomposed granite walks, and bike lanes and/or trails consistent with the road standards as specified in the Warner Ranch Specific Plan Circulation Plan and the existing natural character of the property. Road improvements, including landscaping, would be designed and located to complement the existing natural topography, to lessen any necessary grading alterations, and to protect and enhance existing view opportunities. Primary Theme and Secondary Theme Roads are proposed, each with their respective streetscape elements and landscaping characteristics. The Warner Ranch Specific Plan provides a more in-depth description of specific design details for circulation elements of the proposed Project (available under separate cover).

### *Architectural Design*

The community of Pala is not subject to any adopted design guidelines. Architectural design of structures within the land areas surrounding the Project is varied, due to a mixture of use types. Residential uses in the Pala area typically exhibit ranch-style features with wooden exteriors and roofing, and generally non-decorative elements. Other visible residential uses are constructed in the Spanish style, with stucco exteriors, tile roofing, and arched features. Surrounding commercial, institutional, and industrial uses generally exhibit more utilitarian features with limited architectural design or ornate style. Refer also to Figures 1-14, Photo Location Map – Offsite Views; Figures 1-15A to 1-15B, Surrounding Land Uses; and, Figure 1-16, Offsite Views.

In contrast, the Pala Casino Resort and Spa exhibits a distinct architectural character within the landscape. The multi-storied buildings are of significant scale, bulk, and mass, as compared to other surrounding commercial and other land uses within the community. The buildings are generally constructed of red and tan brick, with architectural details and other adornment visible on the exterior. The two multi-level parking structures are generally unadorned and utilitarian in nature, and are constructed of concrete of a grayish tone.

The proposed architectural theme of the Project is based on the goal to preserve a rural environment while providing for a variety of housing types and a sense of community. Within the central portion of the property, a variety of smaller attached housing types are proposed. These housing types implement design and layout measures, such as inconspicuously shared walls, to facilitate the appearance of freestanding homes to the greatest extent possible. Throughout the surrounding portions of the development, detached single-family homes are proposed on increasingly larger lots to further a rural appearance.

The architectural character of each housing type is intended to be a simple design with an emphasis on authenticity of form and materials; refer to Figures 1-4A to 1-4C, Housing Types, for illustrations of the residential Estate, Duplexes, and Six-Plex Courtyard housing types. Materials, colors, and detailing would be similar amongst the housing types proposed to achieve a visually cohesive product.

The architectural design of proposed non-residential land uses, such as the Neighborhood Clubhouse and fire station, would be designed to integrate with the surrounding setting. Particular attention would be paid to roof designs and materials where such roofs could potentially be viewed from vantage points located at higher elevations (e.g. homes in the eastern portion of the site). The visible surface area of onsite structures would be minimized through grading and landscaping techniques and consideration of building massing, use of earthen berms, and/or use of plant materials to minimize the overall visual mass or bulk of such structures; refer to Figure 1-5A, Clubhouse - Elevation. Additionally, the public and private parks proposed are envisioned to be comfortable, memorable places that exhibit a character of quality and permanence. These uses would be designed as gathering places, intended to reinforce the sense of community, connect a variety of public spaces, and facilitate and encourage pedestrian use and movement. The onsite parks would include active recreational uses, such as soccer fields and tennis courts, as well as open areas for passive recreation and relaxation.

The bulk and mass of the proposed structural elements of the Project would reflect similar existing components within the visual landscape. The architectural design of Project elements would not introduce physical elements within the visual landscape that would significantly differ in bulk, mass, or scale, or create a dominant new feature within the existing landscape that would adversely affect or significantly contrast with the visual character of other uses found in the surrounding area.

#### *Materials and Colors*

The Warner Ranch Specific Plan provides general discussion of the materials and color scheme anticipated for the development. Materials and colors for all buildings, accessory structures, walls, and fences would be selected to minimize their visual impact and to imitate the color and texture of the natural environs as much as possible. Colors would be selected to respect the natural setting and character of the surrounding Pala community and blend the development into the existing landscape. A mixture of stone veneer, plank siding, stucco, and/or composite shingles would be used for construction.

The overall character of each housing type is intended to reflect simplicity and authenticity of form and materials, rather than undue ornateness. The design of non-residential land uses, such as the Neighborhood Clubhouse and fire station, would not visually dominate the landscape, and would be constructed using similar building materials and colors as the



proposed residential housing units. Refer to Figures 1-4A to 1-4C and 1-5A which illustrate the conceptual designs for the proposed housing and clubhouse.

### *Building Massing and Size*

The visible area of the proposed buildings would be minimized through grading and landscaping techniques, and careful consideration of the building massing, use of earth berms, and/or use of plant materials. The size and mass of the proposed structural elements would reflect similar existing components within the visual landscape of the surrounding community. Proposed structures would be one to two stories in height and would therefore not represent significant visual bulk or mass or features of notable scale within the visual landscape. In addition, the Project design places the larger residential units of greater size and visual mass (e.g. Duplex and Six-Plex units) within the interior of the property, distanced away from SR 76 and other vantage points of higher visibility, and buffered by onsite open space or single-family residential housing types; refer to Figure 2-4B, Site Plan – Proposed Multi-Family Units). Residential units within the surrounding Pala community typically range from one- to two-story units, either on the Reservation or on surrounding agricultural lands, and are not generally of large square footage (typically single-family homes). The massing and size of typical commercial and institutional uses within Pala village also generally reflect this characteristic, with exception of the Pala Casino Resort and Spa and associated facilities, which exhibit dominant visual mass and size within the landscape. The design of the proposed Project elements would not introduce physical features within the visual setting that would significantly differ in mass or size, or create a dominant new feature within the existing landscape that would adversely affect or significantly contrast with the visual character of other uses found in the surrounding area.

### *Manufactured Slopes*

**Impact (CC-1)** The Project site supports geographical features typical of the Pala area, which include the ridgelines, steep slopes, and rock outcroppings. Such resources generally add to the visual character within the surrounding region, contributing to the unique character of this part of the County. While the majority of these areas would be preserved in onsite biological open space, the Project design would require the integration of manufactured cut and/or fill slopes of substantial height (greater than 30 feet) to allow for development on the property as proposed; refer to Figure 2-6, Manufactured Slopes/Retaining Walls.

As shown on the preliminary grading plans prepared for the Project, manufactured cut and fill slopes would generally be constructed along portions of the western, northern, and eastern perimeter of the development area, as well as several areas within the interior of the development. Due to topography of the site, and distance from both SR 76 and offsite public vantage points, particularly from across the valley, many of these slopes would be obscured or minimized due to their limited height, and further reduced by onsite development and

proposed landscaping; however, in the northern and southeastern portions of the property, areas where cut and/or fill slopes that would exceed 30 feet in height are proposed that would result in a change in the natural landscape and that would have the potential to adversely affect views to the site and the existing community character if highly visible and not properly treated; refer to Figure 2-6, Manufactured Slopes/Retaining Walls. Chapter 1.0, Visual Resources Analysis, provides an in-depth discussion of the height and location of cut and fill slopes proposed with the Project.

The proposed manufactured cut and fill slopes would have the potential to result in a significant impact on community character if they would result in the introduction of features that would detract from or contrast with the existing visual character and/or quality of a neighborhood, community, or localized area by conflicting with important visual elements or the quality of the area. If such slopes are left unvegetated or sparsely vegetated, the slope could potentially conflict with the existing visual pattern and character of the surrounding natural landscape. As such, the Project applicant shall be required to prepare a Landscape Plan indicating varying plant types, height, density, and planting locations to ensure that all manufactured slopes onsite are replanted as appropriate to reduce visibility of such slopes from offsite public vantage points and to ensure long-term soil stability. As a Condition of Approval of the Vesting Tentative Map, and prior to the issuance of a grading permit or improvement plans in lieu of a grading permit, the applicant shall submit to the satisfaction of the County Director of Planning and Land Use a Landscape Plan consistent with Figure 1-6B, Landscape Plan, showing vegetative cover on manufactured slopes. The Landscape Plan shall identify the individual lots on which manufactured slopes will be constructed and where landscaping will be required. Planting of landscaping materials shall occur consistent with the County's Landscape Water Conservation Design Manual. Additionally, prior to the issuance of a grading permit, the applicant shall be required to submit grading plans to the satisfaction of the Director of Planning and Land Use that are in substantial conformance with the contoured grading shown on the conceptual Landscape Plan. Additionally, manufactured slopes in the southeastern portion of the site may be required where underlying rocky soils or rock outcroppings occur. Due to such conditions, the replanting of manufactured slopes consisting of cut native rock is not proposed; however, as shown on Figure 2-6, these slopes would face inward to the Project site and would be obscured from view from offsite public viewing locations (e.g. to the east within the Pala Indian Reservation).

### *Landscaping*

The landscape design guidelines proposed with the Warner Ranch Specific Plan encourage an overall design concept that visually enhances and blends with the surrounding built and natural environments. The Warner Ranch Specific Plan provides guidance for street tree planting; Primary and Secondary Themed Roads; landscape edge zones along roads and trails



and at entry points and monuments; fire suppression zones, transition areas (ornamental to native areas); plantings along slopes; revegetation; and, retention of native vegetation and vegetation removal; refer to the Warner Ranch Specific Plan for a detailed discussion of specific landscape design measures.

The overall theme for Project landscaping is intended to create a visually unified community reflective of both native and recent historical landscape traditions. All proposed landscaping plants would be consistent with the County's landscaping requirements and design measures included in the Warner Ranch Specific Plan, as applicable. Drought tolerant, deer tolerant, and native species shall be used wherever possible to minimize water usage and maintain the visual and rural character of the natural environment. An informal tree theme is proposed through use of informal shrub massing. Stands of riparian tree species would be emphasized within the natural riparian areas to respect the existing natural setting. All irrigation plans shall be compliant with the County's Water Conservation in Landscaping Ordinance and Water Efficient Landscape Design manual.

Proposed Project landscaping includes a variety of trees and other plantings to provide screening of views from SR 76 and other offsite public vantage points. Landscaping for the proposed Project would be utilized to minimize views into the site and to blend the development into the surrounding natural environment. Landscaping would be provided along the Project frontage and elsewhere within the interior to enhance the entryway and to create a landscape that visually respects the existing natural setting. Landscaping would also be used around onsite structures to visually reduce the surface area of larger buildings and enhance their appearance within the setting. In addition, landscaping would be provided within the interior of the property, along the private roadways and within recreational open space areas to enhance views of the development and to reflect existing vegetation types in the surrounding rural community. Landscaping is intended to reinforce the form of the land, employing mounding and rounded plant forms when appropriate. Vegetation of varying heights and textures shall be placed along perimeter walls and fences to visually soften such elements by creating interest and variety.

### *Lighting*

Heights, materials, colors, and configuration of lighting fixtures/standards shall be selected to blend with the natural backdrop to the extent practical. Outdoor lighting shall be energy-efficient, shielded and screened to prevent direct rays from reaching adjacent properties. Minimum exterior lighting would be provided only to enhance the safety and security of motorists, pedestrians and cyclists, consistent with County standards.

At the Community Entry, accent lighting may be used to feature architectural elements, landscaping, entrances and pedestrian areas. If proposed within visually sensitive areas, such

treatments shall be minimized and carefully controlled, and consistent with applicable County outdoor lighting standards.

The implementing permits for the Project would be required to conform to the requirements of the County of San Diego's "Dark Sky" Ordinance. Outdoor recreation areas, if illuminated, would be required to have cut-off luminaries in conformance with County standards. In addition, road lighting is proposed to be restricted to only those areas where it can be demonstrated that an adverse impact to public health and safety would result if lighting were not installed. Where required, road lighting fixtures shall be shielded to reduce light ray emissions into the "night sky" and surrounding residential properties. As such, Project lighting would respect the existing conditions within the surrounding community and would not introduce significant new light sources that could potentially affect dark skies.

### *Parking*

Parking lots, walkways, and courtyards would be designed to promote pedestrian and bicycle movement and reduce the impersonal expansiveness of large space. Onsite parking would be provided at the public park, fire station, and private clubhouse/pool for employees, residents, and visitors. It is anticipated that parking for the residential uses would occur by use of private onsite garages. Parking for all onsite uses would be provided consistent with County parking requirements and design standards, similar to parking required for other offsite uses within the County. Other similar surface parking areas are visible throughout the Pala community to support commercial, institutional, and industrial uses, as well as both surface and parking structures associated with the Pala Casino Resort and Spa. Additional surface parking is provided for buses at the staging area directly across SR 76 from the Casino.

Onsite parking areas (e.g. at the public park or private Neighborhood Clubhouse) would generally not be visible or would be otherwise screened from view from SR 76, due to intervening (proposed) development and/or landscaping. Brief glimpses of the parking area for the public park may occur, but would be limited due to landscaping and travel speed.

### *Operating Characteristics*

#### *Private Park/Clubhouse/Pool*

The proposed private park areas and landscaping would be located so as to create a buffer between the proposed residential development and preserved onsite open space, and are intended to provide recreational amenities exclusively for use by residents. Private community parks and landscaped areas would be dispersed amongst areas of development within the property for use by Warner Ranch residents. The private parks and landscaping would be owned and maintained by the Homeowners Association (HOA). All proposed parks and landscaping would be located within the recreational and aesthetic open space land use areas on the site. Anticipated uses include open landscaped areas, trails, playgrounds,



barbeque areas and pavilions, pool, pedestrian walkways, recreational patios and a private Neighborhood Clubhouse. The largest of the private parks containing the Clubhouse and pool would operate on a typical daily schedule, likely seven days per week and generally from early morning to early evening. The private parks would not be gated and would be accessible to residents at all times; however, it is anticipated that the parks would be generally only be occupied from early morning to early evening on a daily basis. The use of any outdoor lighting for evening events would be prohibited and included as a condition of County approval of the Site Plan. As the private parks would be located within the interior of the property, activities associated with such uses would not be visible from offsite locations, and disturbance to persons within the surrounding community is not anticipated.

#### Public Park

The approximately 4.23-acre public recreational park is proposed just east of the main entry to the Project site for the benefit of the surrounding Pala/ Pauma community. It is anticipated that the park would support active recreational facilities such as a ball field, basketball court, playground, walking trails and barbeque pits. Elements within the park would be fenced (i.e. ball field, basketball court, etc.); however, the park itself would not be. Hours of operation would generally range from early morning to early evening, seven days per week, and would be consistent with conditions of approval for the Major Use Permit. The use of any outdoor lighting for evening events would also be conditioned with County approval of the Major Use Permit. As the public park would be bordered to the south by SR 76 and distanced from surrounding offsite residential uses, operation of the public park is not anticipated to conflict with or disrupt existing land uses on adjacent lands.

#### Guard House

The guard house would be manned on a 24-hour basis by a single security guard. Residents and visitors would be required to check in with the guard upon arrival at Warner Ranch. As the guard house would be located onsite, north of the main entry gate, operation would not interfere circulation on SR 76 or disrupt adjacent land uses.

#### Fire Station

The fire station would be designed to meet SDCFA requirements and anticipated fire protection needs. The fire station would operate on a 24-hour basis, allowing for immediate response to fires, accidents, or other emergencies within the community, as appropriate. It is anticipated that the station would be manned by the appropriate number of firefighters on a daily basis, each working a 24-hour rotating shift. Administrative personnel may also occupy the fire station on a periodic basis when needed to assist in administrative activities. Although noise from the emergency vehicles' sirens would periodically be heard on neighboring lands and elsewhere within the community, such noise would be short-term and

would only occur when the vehicles were leaving the fire station (one-way). Such noise is not anticipated to significantly differ from noise currently generated by operation of similar emergency vehicles within the Pala community (e.g. from the Pala Fire Station, located approximately 0.6 mile east of the Project site).

### *Bulk and Scale*

As previously discussed, an evaluation of bulk and scale includes an analysis of the visual appearance of structures, relative to other existing development in the surrounding area. Visual bulk and scale of surrounding structures varies depending on the type of use.

Residential, agricultural, and commercial uses in the Project area tend to be of smaller scale (generally one to two stories in height) and visually horizontal in nature, with exception of the facilities associated with the Pala Casino Resort and Spa which are of much larger scale than surrounding land uses. Small-scale commercial retail and restaurant uses, a charter school, shooting range, gas station/convenience store, and other single-family residential, industrial, and recreational uses within the Pala community to the east, as well as single-family residential uses to the southeast/south/southwest, tend to be of smaller scale, low-lying, and one-to two stories in height with limited visual bulk within the landscape. The structures associated with the Pala Casino Resort and Spa are of significant bulk and scale, and highly contrast with surrounding elements supporting various uses within the visual landscape; refer to Figure 1-13, Onsite Views, and Figure 1-16, Offsite Views. The hotel, casino, and parking structures visually dominate the landscape and restrict views to the southeast/southwest from vantage points along SR 76 and from lands adjacent to the development on all sides.

It is anticipated that the apparent visual bulk and scale of the proposed Project facilities would generally be consistent with that of surrounding uses, due to proposed Project design requirements. All proposed residential housing types would be limited to two stories in height. The units would reflect typical single-family homes (ranging from approximately 1,900 square feet to 3,800 square feet in size, as shown in Table 2-3, Proposed Lot and Structural Size) on a range of lot sizes, and would not represent elements of significant bulk or scale within the landscape. The Duplex and Six-Plex units would be of larger bulk as compared to the single-family units, but would be distanced from SR 76 and would implement design and layout measures, such as inconspicuously shared walls, to facilitate the appearance of freestanding units and further evoke a rural appearance. Integrated landscaping throughout the development would also reduce visual bulk and scale of the proposed structural elements by providing screening and blending the structures into the surrounding landscape.

Additionally, the fire station would be approximately 28 feet in height (two stories) and 10,900 square feet in size. The station would be limited to the size necessary to accommodate



emergency vehicles and personnel, and would be consistent with standard design requirements of the SDCFA. Due to its limited height and size, the station would not represent an element of significant bulk or scale within the landscape. Of similar size, the Neighborhood Clubhouse would also be limited in height to two stories and would be located in the northern part of the proposed development footprint, away from SR 76, and shielded from view from offsite public vantage points by surrounding residential development and proposed landscaping. Similarly, the guard house would be of the size appropriate to accommodate security operations and would be approximately two stories in height and 525 square feet in size. As the guard house would be located north of the main entry from SR 76 a distance into the site along the main Project entrance road, views of the guard house would not be experienced by passengers traveling in vehicles along SR 76.

The proposed Project design is not anticipated to introduce visual elements of significant bulk or scale that would be inconsistent with surrounding land uses or community character. The proposed components would not represent elements that would detract from the existing visual character or quality of the site, or that would significantly dominate or differ in size from similar uses within the Pala community.

### *Building Coverage*

As previously discussed in Section of Chapter 1.0, Visual Resources Analysis, building coverage is generally expressed as a percentage and represents the area of land covered by the footprint of a building. Building coverage is calculated as the building area divided by total lot area. The building footprint does not include paved areas, such as driveways or parking areas or walkways around structures, as defined by Section 1110 of the County Zoning Ordinance.

Undeveloped lands are present in the area surrounding the Project site, and therefore, do not support buildings; refer to Figure 1-2, Aerial Photograph. The majority of surrounding lands are large-acre parcels that are either undeveloped or developed with structures of varied square footage, depending on the use (i.e., single-family residential versus commercial). As lot sizes generally significantly decrease to the east and southeast of the Project site within the Pala community and development becomes denser, building coverage increases.

As a range of housing types and uses is proposed with the Project, the building coverage varies for each. Building coverage for each residential housing type is provided in Table 1-8, Proposed Building Coverage. Additionally, it should be noted that the Project as designed allows approximately 70 percent, or 359 acres, of the overall property to remain as dedicated biological open space that would not support any structures, thereby protecting existing views of these areas. The Project also proposes approximately 7.7 acres for a private park/fitness center, a 4.23-acre public recreational park, private landscaping lots (14.4 acres),

and other onsite open space within residential lots. The Project has been designed to be respective of typical building coverage of other similar uses in the surrounding Pala area.

As stated, the Project has been designated as a Special Study Area which allows for focused evaluation of the proposed development and includes preparation of a Specific Plan for the development of the site. Specifically, Chapter 7, Community Design Guidelines, of the Warner Ranch Specific Plan provides the intended design measures for the Project. The Specific Plan design guidelines would be adopted with County approval of the Project, in combination with Conditions of Approval for the Site Plan, Grading Plan, Major Use Permit, Landscape Plan, Grading Plan, and other discretionary approvals, to guide the character of future development on the Project site and ensure that future development respects the existing character of the area. As the Project would be required to conform to the Conditions of Approval, measures given in the Specific Plan are considered to be design measures and not mitigation measures.

Overall, the Project is generally not anticipated to produce features that would detract from or contrast with the existing visual character and/or quality of a neighborhood, community, or localized area by conflicting with important visual elements or the quality of the area (such as theme, density, size, massing, coverage, scale, color, architectural, style, building materials, etc.) or by being consistent with applicable design guidelines; however, mitigation is required to ensure that manufactured slopes onsite (greater than 30 feet in height) do not substantially degrade the existing natural setting or views of the hillsides from offsite public vantage points. With implementation of the proposed mitigation measures, impacts on community character would be reduced to less than significant. Additional discussion of potential Project impacts on visual resources/aesthetics and proposed mitigation measures, as applicable, are provided in Chapter 1.0, Visual Resources Analysis, of this document.

## 2.4.4 TRAFFIC LEVELS

According to the significance thresholds, a significant impact would occur if the Project would result in:

- ∞ Increased levels of traffic generated by the project relative to that existing in the surrounding area that would result in a change in existing community character.

The General Plan contains a number of goals and policies that pertain to reducing potential effects of a development on the County's roadway system. For example, Policy LU-2.9 Maintaining Rural Character, of the General Plan Land Use Element states the requirement to *"Consider level of service criteria, in accordance with Policy M-2.1, to determine whether adding lanes to a Mobility Element road would adversely impact the rural character of a community or cause significant environmental impacts. In those instances, consider other options to mitigate LOS where appropriate."* Additionally, Goal M-2, Responding to



Physical Constraints and Preservation Goals, of the Mobility Element identifies the goal of achieving *“A road network that provides adequate capacity to reasonably accommodate both planned land uses and regional traffic patterns, while supporting other General Plan goals such as providing environmental protections and enhancing community character.”* Policy M-2.1, Level of Service Criteria, identifies the need to *“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 Traffic Impact Analysis prepared by KOA Corporation in May 2013 (available under separate cover) for the proposed Project fully analyzes the Project's impact on SR 76 and includes a detailed discussion of the required mitigation to reduce the overall Project impacts on this roadway, as well as other affected County and State road segments and intersections. The proposed frontage improvements and contribution of needed funds to complete the I-15 interchange improvements would reduce Project impacts to a less than significant level.

The proposed Project was evaluated for potential direct and cumulative impacts as well as conformance with the adopted County General Plan. The traffic study indicates that the Project would cause direct impacts to SR 76 west of I-15, as well as cumulative impacts. To mitigate for the direct impacts, the Project is dependent on the implementation of the SR 76 Project west of Interstate 15. The SR 76 East Project is a Transnet-funded Caltrans improvement project that runs from South Mission Road to I-15. The current proposal is to improve SR 76 to a four-lane conventional highway with six lanes plus turn pockets at the interchange. The project is scheduled for completion in 2015.

Cumulative impacts are proposed to be addressed by implementation of the County's General Plan Circulation Element, which involves further improvements to SR 76 to the west of Interstate 15 as a six-lane Expressway and Prime Arterial. To the east of I-15, the adopted Circulation Element proposes to continue the improvements that already exist between I-15 and a point approximately 0.7 miles east of Pankey Road (identified as a four-lane major roadway eastward, within the study area used for the Project traffic analysis, to Cole Grade Road).

The Project Applicant would initiate and contribute to a Project Study Report/Project Design Study with Caltrans. This is the required initial step in developing an approach to mitigation for cumulative traffic impacts on SR 76. Offsite improvements would be made or contributed

to at two intersections to mitigate Project traffic impacts, as described below. Precise improvements are currently being developed with Caltrans and may include additional turn lanes, traffic signals, and/or roundabouts.

- ∞ **Intersection of SR76/East Pala Mission Road:** This 4-way signalized intersection would be constructed once the Project has been issued 600 building permits. Proposed improvements may include a traffic signal, power pole relocation, road widening for additional turn lanes, striping, signage, and traffic control.
- ∞ **Intersection of SR76/Lilac Road:** This 3-stop intersection would be improved when the Project reaches 400 building permits. Proposed improvements may include road widening for additional turn lanes, striping and new signage, drainage improvements, and traffic control.

With approval of the County General Plan in August 2011, SR 76 was downgraded from a planned four-lane road to a two-lane 2.1D Community Collector. Based on buildout of the County's General Plan land use map, traffic modeling indicated that the segment of SR 76 from Pala del Norte to 6th Street would operate at a Level of Service (LOS) "F" as a two-lane road. Although the General Plan's road network is intended to eliminate deficiencies by upgrading roadways to achieve LOS D or better, the Mobility Element identifies certain situations where the addition of travel lanes to accommodate traffic levels is not justified, as such construction would result in potentially adverse impacts. With regard to improving SR 76, the County Board of Supervisors (BOS) instead classified SR 76 as a two-lane road, as it was determined that widening the road to four lanes would result in adverse environmental impacts and degradation of the physical environment.

The Warner Ranch Project site is adjacent to SR 76 along the southern boundary. The road is classified as a two-lane Mobility Element road and has been accepted as a LOS E/F in the County's Mobility Element from Pala del Norte Road to 6<sup>th</sup> Street (includes the segment affected by Warner Ranch) to protect the existing community character. As stated above, the proposed Project would increase the stretch of SR 76 operating at LOS E/F from the current 2.3 miles to 8.2 miles. As such, the Project would not be in conformance with the Mobility Element (Policy M.2.1, Level of Service Criteria), due to the increased distance of LOS E/F on SR 76. The Project would therefore require an amendment to the Mobility Element to allow the Project to be in conformance with the General Plan with regard to this issue. The amendment would amend the Mobility Element road classification of SR 76 to LOS E/F for a 5.9-mile stretch between Pala del Norte and a point just east of Pankey Road, bring the total length of the roadway where LOS would be affected to 8.2 miles. The amendment would also include amending Table M-4 of the Mobility Element to add the additional stretch of roadway affected by the proposed Project. The Project Applicant also continues to work with both the County Department of Public Works and Caltrans to develop appropriate measures



that would contribute to the mitigation of cumulative traffic impacts on SR 76. In addition, the proposed Project would result in construction of additional housing in the area near several large employers (e.g. the Pala Casino Resort and Spa and Casino Pauma), thereby improving the job/housing balance within the community and potentially reducing vehicles miles traveled for those electing to live and work in the Pala/Pauma area. The Project also proposes construction of necessary frontage improvements along SR 76 to increase safety and allow for efficient ingress/egress off/onto SR 76 (e.g. signalized intersection, turn lanes, etc.). Other design elements of the proposed Project are aimed at contributing to reducing potential effects on the existing character as experienced by those utilizing SR 76, such as placing the majority of the site in undeveloped open space, thereby allowing such lands to remain in their natural state as viewed from the roadway. Other design measures, such as distancing the majority of the proposed development away from SR 76 and installation of landscape screening along the SR 76 frontage, would further diminish the potential visibility of, and therefore reduce viewer exposure to, the Project for those vehicle passengers traveling in either direction along the roadway.

## **2.4.5 DIVISION OF AN ESTABLISHED COMMUNITY**

According to the significance thresholds, a significant impact would occur if the proposed Project would result in:

- ∞ Division of an established community.

The subject property is under private ownership. All development proposed would occur onsite (with exception of proposed improvements to SR 76) and improvement required for provision of service from the RMWD. Implementation of the proposed Project would not interfere with adjacent land uses, nor would it restrict or eliminate existing public or private access to any surrounding properties. The proposed Project would not physically divide the existing neighborhood by resulting in a land use that would conflict with surrounding land uses, either through operational or physical characteristics. Although the Project would change the onsite land use from agricultural to residential with supporting utilities/services and recreational uses, the operation of such land uses would not conflict with other uses in the surrounding community and would benefit the community by providing additional housing and recreational opportunities, as well as providing improved public safety with regard to fire protection services and circulation along SR 76. As such, the proposed Project would not result in the physical division of an established community. Impacts would be less than significant, and no mitigation is required.

## 2.5 RECOMMENDED MITIGATION MEASURES

As the Project would require the construction of manufactured cut and fill slopes of significant height that may be visible from offsite public vantage points and that would potentially impact the existing character of the hillsides that contribute to the existing community character of the Pala community, impacts relative to grading are considered to be potentially significant. With implementation of Mitigation Measure CC-1, significant impacts on the existing community character would be reduced to less than significant. Potential Project impacts relative to visual resources/aesthetics are evaluated in Chapter 1.0, Visual Impact Analysis, and mitigation measures proposed to reduce such impacts are identified, as appropriate, that will further reduce potential effects of the proposed development on the existing character of the community.

No significant impacts to community character were identified as a result of operation of the proposed development. All environmental impacts resulting from Project implementation (i.e. noise, traffic, etc.) would be reduced to less than significant, or to the extent feasible, through implementation of mitigation or design measures specific to the appropriate issue areas. Refer also to the Warner Ranch Environmental Impact Report (October 2014; available under separate cover) for in-depth analysis of Project effects and identification of proposed mitigation measures, as applicable.

**TABLE 2-5 MITIGATION MEASURES**

Impact	Mitigation Measure	Level of Significance after Mitigation
<b>Impact CC-1:</b> The Proposed Project would result in visual impacts resulting from the construction of manufactured cut/fill slopes onsite that may potentially change the composition of the visual pattern in the visual environment, and the change would be incompatible with the existing visual character in terms of dominance, scale, diversity, or continuity.	<b>MM CC-1:</b> <ul style="list-style-type: none"> <li>All Project grading shall be conducted consistent with the Grading Plan as approved by the County. All Project grading shall be designed to retain the natural landform and reflect the existing topographic features of the site to the extent feasible. The avoidance of continuous straight manufactured cut or fill slopes with hard edges and/or no transition areas at the top or toe of slope shall be avoided. Grading techniques, such as the blending of graded slope contours into the natural topography or use of varying slope gradients with smooth cuts, shall be utilized, as appropriate.</li> </ul>	Less than Significant.



	<ul style="list-style-type: none"> <li>• Consistent with that shown on the Grading Plan, the maximum slope ratio allowed for manufactured fill slopes shall be 2:1; the maximum slope ratio allowed for manufactured cut slopes shall be 1.5:1. Slope ratios for all manufactured slopes shall be consistent with recommendations of the landscape architect and as identified by the geotechnical engineer in the Geotechnical Report prepared for the Project. All slope ratios shall also be subject to concurrence from the County of San Diego Department of Public Works.</li> <li>• Where the construction of manufactured slopes requires cutting into native rock, the slope and texture of the cut face shall be varied. If rock catchment netting or fencing is installed on manufactured slopes of greater than 30 feet in height, it shall be painted to reflect the color of the surrounding rock to reduce its visibility.</li> <li>• To maintain the natural setting of the site, grading shall be prohibited within designated open space lots, with the exception of minor grading required for trail improvements and/or for purposes of access to/maintenance of Project utilities.</li> </ul>	
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## 2.6 CONCLUSIONS

As evaluated herein, the Warner Ranch Project has the potential to change the existing community character of the existing setting, as development of the site would alter a portion of the property from (generally) agricultural use to residential, recreational, and supporting infrastructure uses. Although a change in the current land use would occur, the Project as proposed would also result in benefits to the local community and surrounding region. The proposed Project is intended to contribute to the jobs/housing balance within the Pala community by providing single-family and multi-family dwelling units for a variety of age groups, family sizes, and income ranges. In addition, the Project would create public and private active recreational facilities to encourage social gatherings and a sense of community. The Project Applicant has coordinated with regional open space planning efforts to

implement regional open space goals and objectives by preserving areas of sensitive habitat and critical corridor linkages onsite, along with providing equestrian and hiking trails within the Project boundaries. Additionally, the Project would establish land use compatibility with the existing and planned residential communities in the surrounding area through application of cohesive land use and open space planning, comprehensive site planning, and design guidelines.

The Project would also assist in the implementation of regional water improvement projects through planning and engineering coordination with the RMWD and San Diego CWA. By providing necessary public and private facilities, services, and infrastructure, in addition to providing funding of specific safety improvements in relation to Pala Road/SR 76, the Project would contribute to improved public safety and services in the community. Lastly, the subject site would be annexed into the NCFPD, and an approximately 10,000 square foot fire station would be constructed onsite as part of the Project and subsequently transferred to the NCFPD for operation and maintenance.

Additionally, the information in the three technical Studies prepared for the Project with regard to the SSA supports the condition that Warner Ranch has met the comparable criteria as that described in General Plan Policy LU-1.4, even though Pala Reservation is not designated as a “Village” on the Regional Categories Map and may not resemble a typical Village found within the County; however, the County’s is responsible for making a determination as to whether the Project is consistent with the General Plan. The adoption of the Land Use Plan for the Project would implement and advance the goals set forth in the General Plan by using the SSA designation to address the specific issues outlined in the Subregional Plan and allowing the Subregional Plan to further refine the policies of the General Plan to take into consideration the unique characteristics of the community. As supported in the technical studies, the Specific Plan, and other Project information, the proposed land uses would be compatible and consistent land uses for the site. With County approval of the proposed General Plan Amendment, Specific Plan, and rezone, the Project would not result in any inconsistencies with applicable plans or policies.

The proposed Warner Ranch Project has been designed for compatibility with the existing development within the surrounding community. The proposed Project has been designed such that overall grading would occur on only a portion of the property to allow for the proposed development areas, allowing the majority of the site to remain in its natural state as undeveloped open space. Additionally, the higher-density residential units (Duplex and Six-Plex Courtyard units) are proposed to be located in the central and northern portions of the development footprint, thereby allowing the lower-density single-family units to be located closer to SR 76 where the majority of views would occur, and therefore, reflective of single-family residential uses found in the surrounding area. To further buffer the development from potential offsite viewing locations, the Project design proposes an approximately four-acre



public park and wet storage ponds along the SR 76 frontage, thereby creating visible onsite open space and distancing the residential development and other proposed uses onsite from the public roadway. The proposed fire station would be visible from SR 76, but would be a use that is compatible with other service/utility and commercial uses currently located along the roadway within the Pala community (e.g. Pala Fire Station, Orange Grove Power Plant, Pala wastewater treatment plant, gas station/convenience store, commercial retail uses, Pala Raceway, Pala Casino Spa & Resort, etc.).

The Project has been designed to integrate and reflect typical architectural design features visible within the surrounding community in terms of natural building materials and colors, lighting features, and landscaping elements, as well as building height, scale, and bulk. The Project has also been designed to be consistent with the surrounding development relative to harmony in size, architectural style, coverage, and other characteristics. No conflicts with regard to these characteristics are therefore anticipated to occur with the Project.

The Project design would require the integration of manufactured cut and fill slopes of substantial height to allow for development of the property as proposed. The proposed manufactured cut and fill slopes would have the potential to result in a significant impact on community character if they would result in the introduction of features that would detract from or contrast with the existing visual character and/or quality of a neighborhood, community, or localized area by conflicting with important visual elements or the quality of the area. If such slopes are left unvegetated or sparsely vegetated, they may potentially conflict with the existing visual pattern and character of the surrounding landscape. Therefore, mitigation is proposed to reduce the visibility of manufactured slopes and ensure that they do not adversely affect the existing character of the Project site or the Pala community.

In addition, operational aspects of the Project would be compatible with the surrounding community. The public park would be buffered from surrounding uses by SR 76, and would not represent a use that would conflict with or disrupt operations or uses on adjacent lands. Additionally, operation of the proposed onsite fire station would be typical, with staff taking rotating shifts to occupy the station. Although noise from the emergency vehicles' sirens would periodically be heard on neighboring lands and elsewhere within the community, such noise would be short-term and would only occur when the vehicles were leaving the fire station (one-way). Resulting noise is therefore not anticipated to significantly differ from siren noise currently generated by operation of similar emergency vehicles within the Pala community.

As described above in Section 2.4, the proposed Project is considered to be compatible with the existing character of the Pala community, with the exception of potential impacts resulting from the construction of manufactured slopes. With implementation of the proposed

Mitigation Measure CC-1, impacts to community character would be reduced to less than significant. Refer also to Chapter 1.0, Visual Resources Analysis, for additional discussion of potential Project impacts on existing visual resources and identification of mitigation measures to reduce potential impacts to the extent feasible, as appropriate.



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