

PEPPERTREE PARK

SPECIFIC PLAN

SP 87-007

May, 1991

TRS
CONSULTANTS

PEPPERTREE PARK

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SP 87-007

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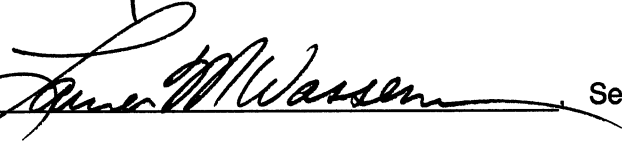
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**San Diego County
DEPT. OF PLANNING & LAND USE**

PEPPERTREE PARK
SPECIFIC PLAN
SP 87-007

CERTIFICATE OF ADOPTION

I hereby certify that this plan consisting of this text, maps, and appendices is the Specific Plan SP 87-007, and that it was denied by the San Diego County Planning Commission on the 19th day of April, 1991.


_____, Chairman
Attest: 
_____, Secretary

CERTIFICATE OF ADOPTION

I hereby certify that this plan consisting of this text, maps, and appendices is the Specific Plan SP 87-007 and that it was approved by the San Diego County Board of Supervisors on the 14th day of August, 1991.

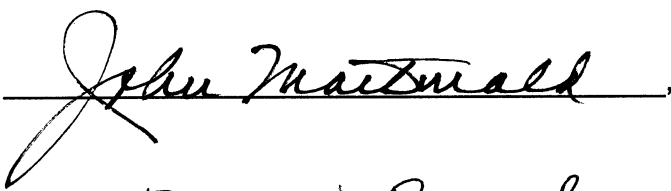
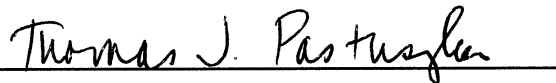

_____, Chairman
Attest: 
_____, Clerk of the Board

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I. INTRODUCTION

A. Background

This document is intended to serve as a Specific Plan text for the 162.9-acre Peppertree Park property located on Peppertree Road, off of South Mission Road in the town center area of the community of Fallbrook, in northern San Diego County.

The proposed project will involve the concurrent processing of the following:

- 1) Specific Plan per Board Policy I-59;
- 2) Zone reclassification;
- 3) Tentative Map; and
- 4) Major Use Permit.

Site Plans will be processed at a future date for implementation of the Office Professional Uses, and for review of building height variation and architectural diversity for Unit 1.

The proposed Specific Plan specifies the density, distribution, and types of units which could be developed within the residential portion of the project area. The Specific Plan will allow development of a maximum of 270 dwelling units at a maximum overall density of 1.65 dwelling units per acre. The proposal will allow development of the residential portion of the site with detached, single-family units in a range of densities with lots of a minimum of 10,000 net square feet in the southwest portion of the site, 14,000 net square feet in the southeast portion, and 20,000 net square feet in the north. The northwest 14.86 project acres is designated for future office professional use. The plan also includes a minimum of 22.32 acres of common open space.

B. Purpose of the Specific Plan

The purpose of the Specific Plan, as defined by the California Government Code (Title 7, Article 8, Section 65450 et seq.), is to accomplish the systematic implementation of a general plan. Section 65450.1 of the code states that: "The legislative body or planning agency may designate areas within a city or county for which the development of a specific plan will be necessary or convenient to the implementation of the general plan." County of San Diego Board of Supervisors Policy I-59, in accordance with this portion of the Government Code, provides for the use of Specific Plans at a local level in the review and regulation of large-scale projects.

Peppertree Park meets the criteria for a large-scale project as defined by the adopted policies of the County of San Diego. As a large-scale development, Peppertree Park will require a Specific Plan and an Environmental Impact Report.

The purpose of the Specific Plan is to review the project in light of the following considerations:

1. Consistency with all existing state laws and local ordinances.
2. Conformity to the adopted General Plan Elements, including the Fallbrook Community Plan.
3. Compatibility with adjacent land uses.
4. Consistency with the Regional Growth Management Policy.
5. Availability of public services/facilities adequate to serve the development.

II. PROJECT DESCRIPTION

A. Project Site

1. Present Setting

The Peppertree Park Specific Planning Area includes approximately 162.9 acres in the unincorporated area of northern San Diego County, within the town center of the community of Fallbrook. The project site is situated roughly 60 miles north of downtown San Diego. See Figure 1, Site Vicinity Map, page 4, and Figure 2, Site Location on USGS Quadrangle, page 5.

The following legal description defines the subject property:

Lot 4 and the south half of Lot 3 in Section 30, Township 9 South, Range 3 West, San Bernardino Meridian, in the County of San Diego, State of California, according to official plat thereof.

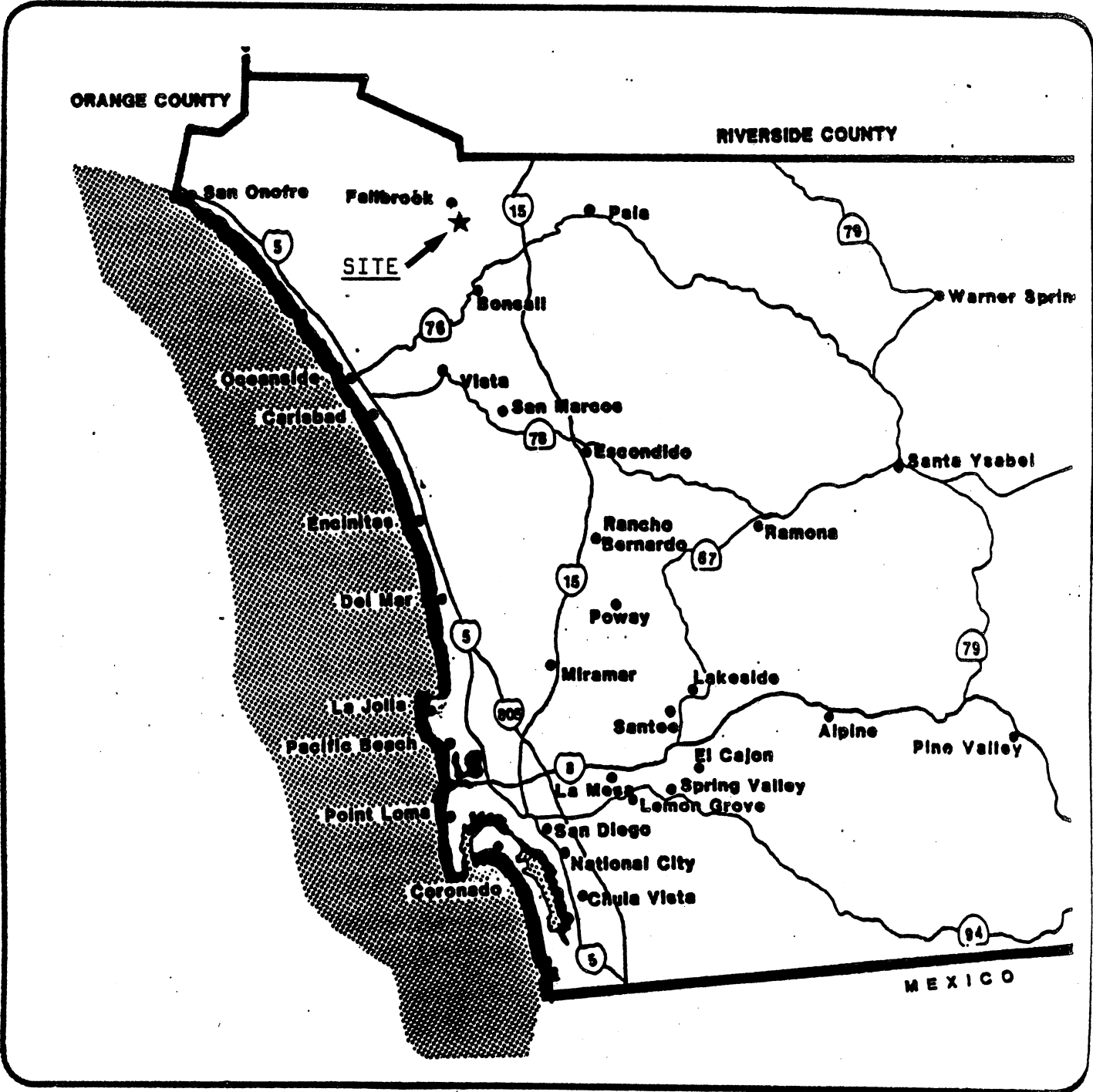
A portion of the south half of the northeast quarter of the southeast quarter and also the north half of the southeast quarter of the southeast quarter in Section 25, Township 9 South, Range 4 West, San Bernardino Meridian, in the County of San Diego, State of California, according to official plat thereof.

Lots 1 through 44 inclusive of County of San Diego Tract No. 3703-1, in the County of San Diego, State of California, according to map thereof No. 9937.

Lots 45 through 78, inclusive, of County of San Diego Tract No. 3703-2, in the County of San Diego, State of California, according to map thereof No. 9938, and

Lots 79 through 106, inclusive, of County of San Diego Tract No. 3703-3, in the County of San Diego, State of California, according to Map thereof No. 9939, all filed in the Office of the County Recorder of San Diego County, December 16, 1980.

The project site contains several natural landform features: (1) a shallow north-south trending topographic feature transecting the central portion of the site, (2) a portion of the Ostrich Farms Creek and associated wetland areas, including an agricultural pond and check dam; and (3) a north-south trending drainage course located along the southeast boundary of the site.

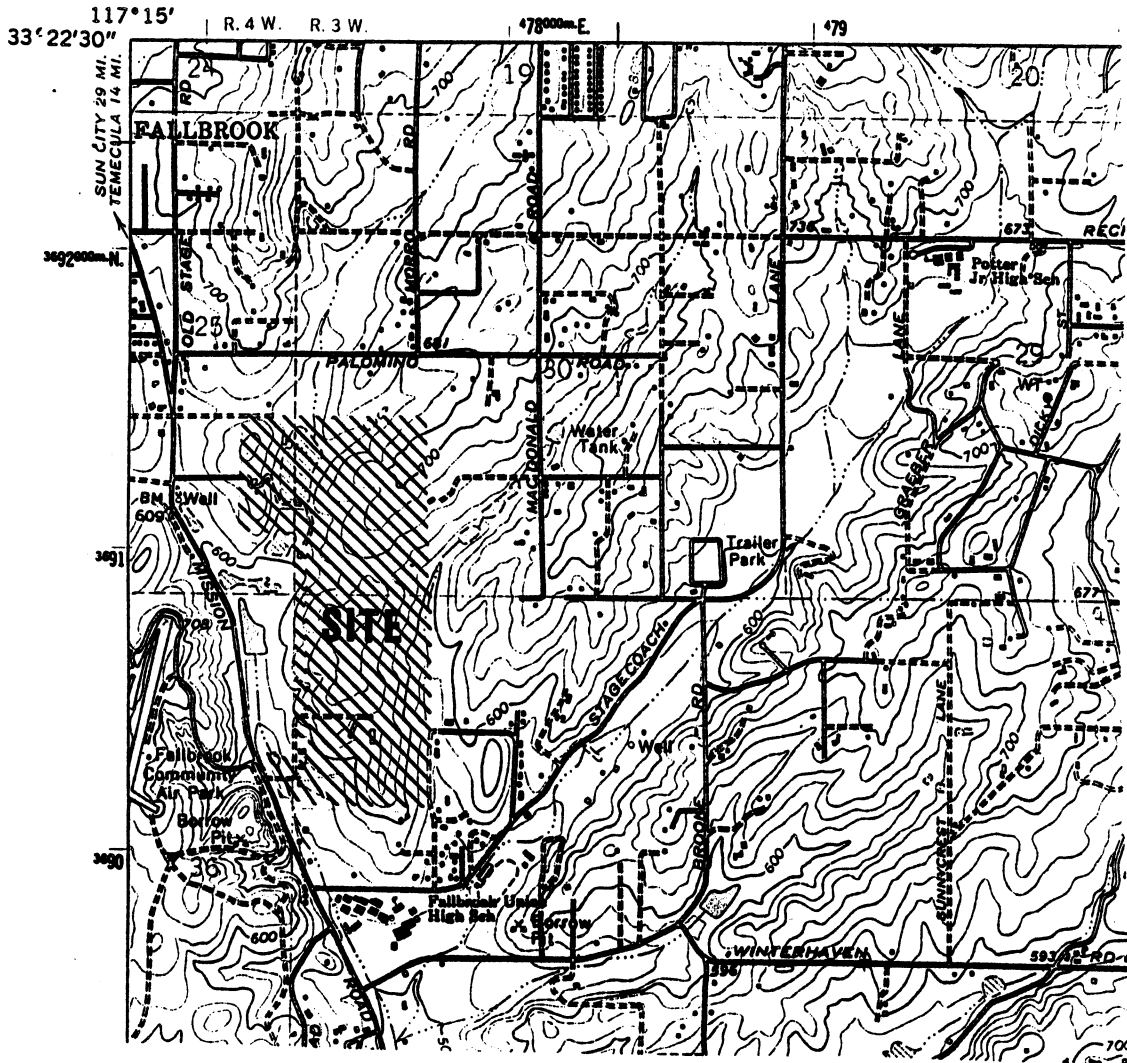


**Project Location
in San Diego County**

FIGURE 1

2550 IV NE
(FALLBROOK)

UNITED STATES
DEPARTMENT OF THE INTERIOR
GEOLOGICAL SURVEY



SITE LOCATION
USGS QUADRANGLE MAP
WITH TOPOGRAPHY

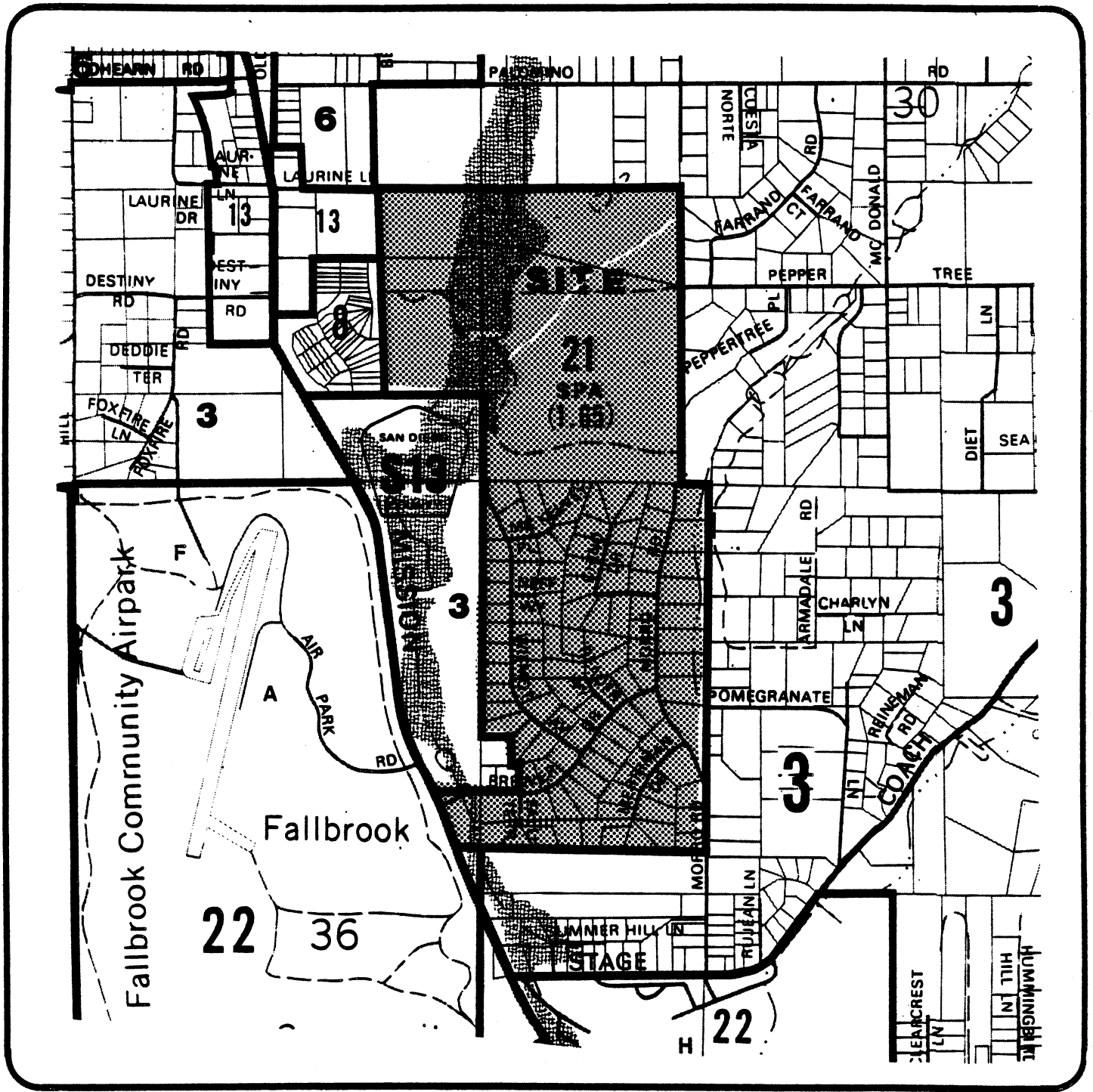
FIGURE 2

The project site has been designated as "Country-Town" on the Regional Land Use Element of the San Diego County General Plan. This category has been applied to "existing, small historically established retail/residential areas surrounding low density rural areas." (San Diego County General Plan, Regional Land Use Element, 1985: II-vii.) The site is designated (21) Specific Planning Area (1.65 dwelling units per acre with office professional uses) on the Fallbrook Community Plan and zoned RR-2 (2.0 DU/AC). Figure 3, Fallbrook Community Plan, page 7, graphically depicts the land use designation of the site and the surrounding vicinity on the Fallbrook Community Plan Map. Figure 4, Zoning Map, page 8, shows the current zoning of the property and its vicinity.

Located within the town center area, the site lies just north of the intersection of Mission Road and Stage Coach Lane. The town center of Fallbrook is characterized by village-type commercial uses and medium to high density residential use, while the outlying areas of Fallbrook maintain an agricultural, low-density residential aura. The community of Fallbrook continues to maintain its rustic identity throughout. See Figure 2, page 5, USGS Map.

The site is bordered on the east by single-family dwellings and agricultural activities, on the north by the commercial/civic use of the Grand Tradition catering and meeting hall facility as well as several single-family homes, on the south by vacant land, agriculture and single-family homes, and on the northwest by vacant land designated for commercial use and existing residential development designated 14.5 DU/AC. Property immediately adjacent to the southwest has been purchased by the Fallbrook Land Conservancy as permanent community open space, future plans for which have not been determined.

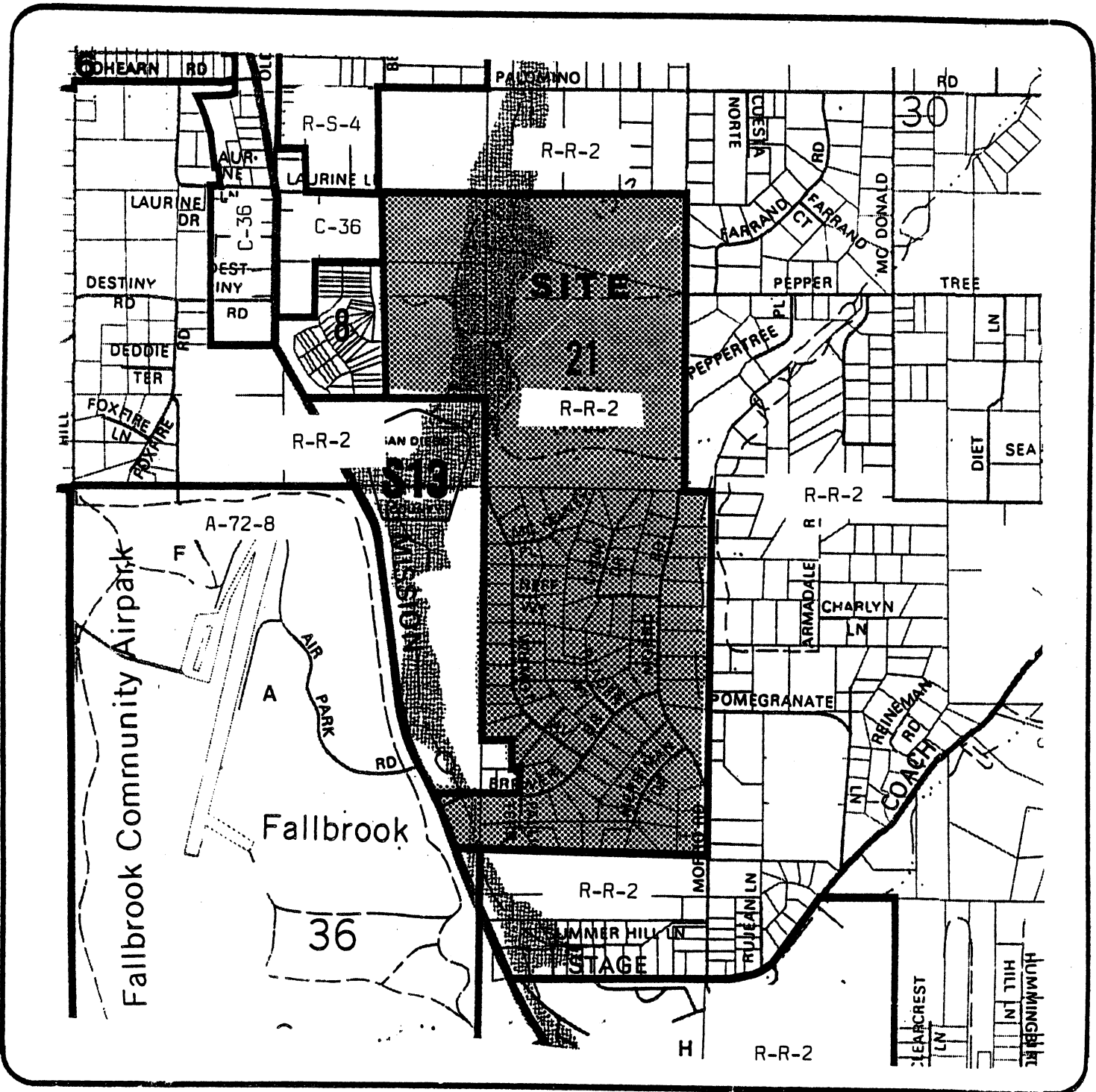
The northern portion of the project site is currently in agricultural use with producing avocado/citrus groves. Annual production from the grove has an estimated gross value of \$100,000, with an annual combined avocado/citrus yield of roughly 300,000 to 500,000 pounds. Avocados comprise about 75% of the crop, and citrus the remaining 25%. The root rot fungus has been identified within the grove area, causing a marked decline in fruit production over the last several years. While the fungus has caused the grove to be less commercially viable than in past years, most of the trees remain normal or near-normal looking. One occupied single-family residence and associated ranch buildings are also situated on the northern part of the site. The



FALLBROOK COMMUNITY PLAN

- | | |
|------------------------------|-------------------------|
| (3) Residential (2.0 DU/AC) | (16) Heavy Industrial |
| (6) Residential (7.3 DU/AC) | (22) Public/Semi-Public |
| (8) Residential (14.5 DU/AC) | |
| (9) Residential (43.0 DU/AC) | |
| (13) General Commercial | |

FIGURE 3



ZONING: SITE AND VICINITY

FIGURE 4

remainder (southern portion) of the property is largely vacant field, formerly used for agriculture.

The subject site is composed of gently rolling hills, with an average slope of 11%. A shallow hillock located in the central portion of the site and running north-south, separates the property into two distinct viewsheds, one visible from the east and the other visible from the west.

See Figure 5, page 10, Aerial Site Photograph.

2. Circulation

Mission Road, Peppertree Lane, Stage Coach Lane, Reche Road, Ammunition Road, Fallbrook Street, and McDonald, Calavo, Rod, and Brooke Streets constitute the primary means of vehicular circulation in the vicinity of the project site.

Mission Road (SF 1305) is a north-south Major road connecting from SR-76 on the south through downtown Fallbrook and then east to I-15. Just west of the project site, Mission Road intersects Peppertree Lane at a tee intersection. On both sides of this intersection, Mission Road is 82' curb-to-curb with one through lane in each direction and a southbound left-turn lane. This segment of Mission provides curb and gutter on either side of Peppertree Lane and parking is permitted on both sides of the street. Speed limits are 45 miles per hour (MPH) to Stage Coach Lane on the south and Ammunition Road on the north. Mission Road is not entirely constructed to full circulation element standards. Right-of-way (ROW) widths range from 60' to 121' and curb-to-curb widths of 40', 50', 62', and 82' can be found along Mission Road between SR-76 and Ammunition Road, with lanes varying from two to four.

Peppertree Lane is a Light Collector (unnumbered on the Circulation Element). Peppertree Lane is a two-lane roadway, 64' of improvements on an 84' ROW, with curb and sidewalk from its intersection with Mission Road to 50' east of Woodlark Lane, where it intersects the subject site. This portion of Peppertree Lane permits parking on both sides of the street. Presently, Peppertree Lane does not continue through the project site. From the easterly boundary of the site eastward, Peppertree Lane continues as a two-lane, 30' paved section over 60' of ROW to Calavo Road. This section has no paved shoulder, curb or sidewalk. Speed limits in this area are 25 MPH. The proposed project will connect the two existing segments of Peppertree Lane with improvements on-site to Light Collector standards of 40' of paved

AERIAL SITE PHOTOGRAPH

FIGURE 5

SITE



AERIAL PHOTO



section over 60' of right-of-way in the residential portion and 52' of paved section over 72' of right-of-way in the office professional portion of the plan.

Stage Coach Lane is a Rural Collector (SA 40 on the Circulation Element). Stage Coach Lane is a two-lane north-south road which connects South Mission Road to East Mission Road on the north. Pavement sections on Stage Coach range from 26' to 40' within 60' of ROW. There are no curbs or sidewalks and only graded shoulders. Left-turn storage is provided for southbound left-turns at Brooke Road and the left-turn from Stage Coach Lane to southbound Mission Road. North of Mission Road, speed limits are 40 MPH and from Brooke Road to Fallbrook Street, 50 MPH.

Palomino-Reche is a Light Collector (unnumbered on the Circulation Element) intended to provide east-west access from Mission to Stage Coach Lane between Peppertree Lane and Fallbrook Street. There are no current or immediate plans to provide this connection either at or below Light Collector standards.

Reche Road, unclassified, is an existing east-west road from Stage Coach Lane to the Escondido Freeway (old SR-395), providing access to I-15 via the SR-76/I-15 interchange. No curbs, gutters, paved shoulder or sidewalk are present on Reche Road.

Ammunition Road is a four-lane Collector (SC 20) connecting the Marine Corps base on the west to Main Street on the east. At Main Street, Ammunition is improved to a 64' section over 84' of ROW; west of Alturas Street, it is improved to 34' in 60' of ROW, and curbs and sidewalks are provided from Main to the east of Alturas.

Fallbrook Street is improved as a two-lane Light Collector with 40' of pavement in 60' of ROW between South Mission Road and Stage Coach Lane. Curbs and sidewalks are provided at the western end. The residences along Fallbrook Street extending to the east are provided with graded shoulders. Parking is allowed along both sides of the street, which has a 30 MPH speed limit for most of the street length.

McDonald, Calavo, Rod, and Brooke Streets are local residential streets with street widths ranging from 20' to 40'. There are no curbs, sidewalks or paved shoulders, and the speed limit is 25 MPH.

3. History of the Property

In 1978, 106 detached, single-family dwelling units were approved by the County of San Diego on the southern 80-acres of the subject property site. This project, known as Rancho Carvalho, was processed as Tentative Map TM 3703, Log #77-2-276. A Draft Environmental Impact Report was prepared for the project in May of 1978. Three final maps (FM 3996, 3997, and 3998) have been recorded for the property. The current project owner was not the proponent of the Rancho Carvalho project and has purchased this portion of the site since the date of the approval of TM 3703. There has been no construction relative to the recorded final maps since the dates of their recordation.

The northerly 82.9 acres of the subject site have been owned by the project proponent and his family for approximately 25 years. A Tentative Parcel Map was filed and approved subject to conditions by the County of San Diego Department of Planning and Land Use on this portion of the project area, but the approval has since expired. This Tentative Parcel Map would have subdivided the northerly 82.9 project acres into four legal parcels.

B. Surrounding Land Uses

Situated within the town center area of Fallbrook, the project site comprises one of the last large remaining undeveloped parcels in the downtown area.

Surrounding land uses are varied. Situated at the southeast corner of the intersection of South Mission and Peppertree Lane is the Peppertree Village Shopping Center which contains various village-oriented commercial uses, including a Union Bank. East of Peppertree Village Shopping Center, adjacent to the subject property's westerly boundary, is a condominium complex, developed at 14.5 dwelling units per acre. At the northeast corner of the intersection is Bank of America, east of which is vacant land zoned C-36 and planned for general commercial use. West of South Mission, opposite the intersection of South Mission and Peppertree Lane, is the Fallbrook Garden Center, a commercial retail nursery, and the Franciscan Inn Motel.

The Grand Tradition, a commercial/civic catering service and meeting hall allowed by Major Use Permit, occupies 10.44 acres north of the project site. Also situated on the Grand Tradition site is an agricultural pond such as the one located on the Peppertree Park site; the pond located on the Grand Tradition site has, however, been dredged and groomed. Also north of the subject property are several single family residences and agricultural groves. Parcel sizes adjacent to the north range

from 0.66 acres to the 10.44-acre Grand Tradition site. This area is zoned and planned for a density of 2.0 dwelling units per acre.

The project site is bordered on the southeast by single family dwellings separated from the subject site by a northeast trending drainage lying partly on-site and partly off-site. The dwellings situated east of the drainage are characterized by parcel sizes ranging from 0.53 acres to 4.16 acres. All of the area east of the subject site to Stage Coach Lane and beyond, is designated (3) Residential on the Fallbrook Community Plan, allowing a density of 2.0 DU/AC. Some vacant land lies east of the subject site, also zoned and planned for an ultimate 2.0 DU/AC density.

On the south the subject site is bordered by single family dwellings, limited agricultural pursuits, and vacant land. Fallbrook High School is located roughly one-quarter mile to the south, at the intersection of Stage Coach Lane and South Mission Road.

Two occupied single family dwellings are within 100 feet of a portion of the western boundary; however, vacant land, recently purchased by the Fallbrook Land Conservancy as permanent community open space, is the dominant land use west of the site to Mission Road. A small southwestern portion of the Peppertree Park property fronts South Mission Road. West of Mission Road are avocado groves, beyond which is the Fallbrook Airpark.

The reader is referred to Figure 5, page 10, Aerial Site Photograph showing surrounding land uses.

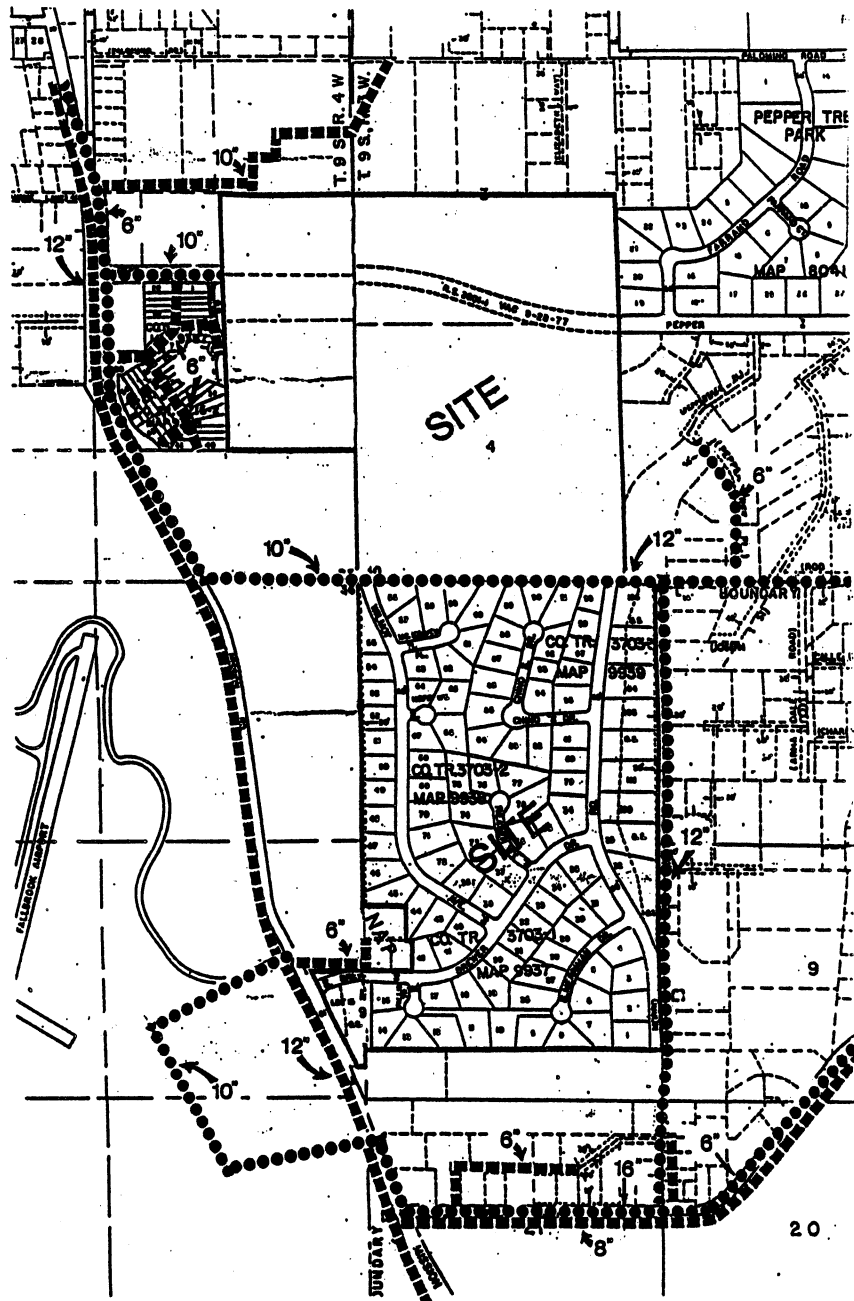
C. Public Facilities, Services and Safety

A Facilities Location Map showing the location of sewer and water lines in the project vicinity, is included herein as Figure 6, Facilities Location Map, page 14.

1. Sewage Disposal

The proposed project is within the Fallbrook Sanitary District and will receive sewage disposal services from that district. The Fallbrook Sanitary District currently has capacity available to serve the proposal, and will not require expansion of existing facilities in order to provide service.

There is an existing 12" sewer line in Mission Road, which may require upgrading at the time of project implementation. Provision of sewer service to the proposed development will require extension of the sewer line through the



FACILITIES LOCATION

- water
- sewer
- 10" ↘ size in inches

FIGURE 6

site. Sewage will be pumped from the east portion of the site by means of a single pump station which will be provided on site.

All sewage from the site will be transported, by the above means, to the main line in Mission Road, where it will gravity flow to district treatment plant #2. From plant #2, the sewage is pumped uphill to district plant #1. At plant #1, sewage enters the outfall line for ultimate disposal.

County Form Letter 399S (Sewage Disposal) is included as Appendix A.

2. Water Service

Water service will be provided by the Fallbrook Public Utility District (FPUD). Facilities are currently in place to serve the proposal, and implementation will not impact the district to a measurable degree. Water lines exist in the project area as follows: 6" line in South Mission Road, north of Peppertree Lane; 10" line in South Mission Road, south of Peppertree Lane; 10" line in Peppertree Lane, and 10" line running east-west through the middle of the project site. The District may require realignment of some waterlines which now exist on-site as part of project implementation. Development will not require extension of any major water lines; however, the project proponent will be expected to supply the facilities and water lines which will directly serve the project.

County Form Letter 399W (Water Service) is included as Appendix B.

3. Solid Waste Disposal

The project area is currently served by the Fallbrook Refuse Service, Inc., a private refuse collection service licensed by the County of San Diego to serve the greater Fallbrook area. A letter from the Fallbrook Refuse Service, Inc., included herein as Appendix C, indicates that the service is capable of handling the hauling requirements of the proposed project.

Currently, all solid waste collected in the Fallbrook area is disposed of at the San Marcos landfill, which has a life expectancy through the year 1991.

A resource recovery plant has been proposed and approved by the decision-makers and the voters for the San Marcos landfill. However, opponents of the plant are attempting to have implementation of the proposal stopped. The basic principle behind a resource recovery plant is the conversion of municipal refuse into energy, utilizing a procedure known as mass burning.

The mass-burning process involving burning unrecycled waste inside an enclosed building. The heat produced during burning is captured as steam, which can then be sold as is to nearby customers or can be used to drive a turbine capable of generating electricity. As a result of burning the municipal refuse and decreasing its volume, the life expectancy of the San Marcos landfill would be significantly extended.

In addition, the County is attempting to locate a suitable site for another landfill. As of this date, several viable sites have been identified for further study and potential future landfill use.

The proposed project itself would not have a significant adverse impact on solid waste disposal capabilities of the San Marcos landfill, but it would contribute incrementally to the landfill's eventual capacity.

4. Fire Protection

Fire protection services will be provided to the project by the North County Fire Protection District (formerly Fallbrook Fire Protection District). The subject site is currently within the district, and project implementation is not expected to adversely impact the district's ability to provide fire protection services. Three fire stations currently operate within a five to six minute response time of the property boundaries. The project proponent will be required to provide fire hydrants and/or on-site fire protection facilities at the time of project implementation.

County Form Letter 399F (Fire Protection Service) is included herein as Appendix D.

5. Police Protection

The San Diego County Sheriff's Department provides police protection to the subject site. The subject property lies within Sheriff's Master Beat #389, which is assigned to the Fallbrook Substation located at 127 E. Hawthorne. Response time to the site is roughly 11 minutes for priority calls and 17 minutes for non-priority calls. Actual response times vary depending on the location of the deputy at the time of the call.

Normal patrol coverage within this beat consists of resident deputies between 7:30 A.M. and 10:30 P.M., with deputies on call after 10:30 P.M. There are

no projected and/or budgeted increases in staff and equipment for this station at this time.

Based upon ultimate development of the proposed project within a five-year period, it is expected that approximately 133 residents would be generated annually for an ultimate population of 667. This projected annual increase would not significantly affect the sheriff's level of service in the area. However, the cumulative effect of development on this property and in the immediate project vicinity will require that additional patrol deputies and units be added to the area.

A letter from the San Diego County Sheriff's Department referencing the proposal is included as Appendix E.

6. Flood Control Measures

Ostrich Farms Creek (also known as Fallbrook Streams) runs in a north-south direction through the northwest portion of the subject site. In the project area, several small dams create reservoirs in the streambed. Due to development in the area, a large number of structures, bridges, culverts, etc., have been constructed in the streambed to provide access via roads and driveways.

The watershed encompasses approximately 55.4 square miles, of which roughly 50 square miles are located downstream of the project site. Precipitation in the area averages 17.04 inches per year, as measured at the Fallbrook Community Airpark, located just west of South Mission Road in the project vicinity. Ostrich Farms Creek is dry the majority of the time, usually flowing only during the wetter months (November through April).

The proposed development area of the project will be designed to be flood free during the 100-year storm. Access roads will be designed to carry the proper design storm flows, either via culverts, dip-sections, or bridges. Bank protection for potential fill within the area subject to inundation shall be provided in the form of native grasses, rip-rap, or other approved erosion control measures, depending on peak flow conditions and soil stability.

7. Schools

The project site is located within the Fallbrook Elementary School District for grades K - 8, and the Fallbrook Union High School District for grades 9 - 12.

Future students from the project would attend Maie Ellis Elementary School, located 2 miles from the site, for grades K - 6, and Potter Junior High School, 3 miles from the site, for grades 7 - 8. High school age children would go to Fallbrook High School, located on Stage Coach Lane within easy walking distance of the site, for grades 9 - 12.

According to generation rates provided by the school districts, ultimate development of Peppertree Park is expected to generate approximately 150 elementary school students and 97 high school students, for a total of 247 students.

Both districts are currently charging development impact fees to offset the cost of providing school facilities for students generated by new residential developments. Payment of development impact fees will mitigate impacts caused by additional school-age children from the proposed project.

County Form Letter 399SC is included from the Fallbrook Elementary School District and the Fallbrook Union High School District as Appendix F.

8. Public Transit

The Community of Fallbrook is served by the North County Transit District (NCTD), Route 306. Beginning at 6:30 A.M. and concluding at 8:30 P.M., a bus stops at Peppertree Lane and Mission Road every hour on the half hour. Route 306 distributes commuters throughout downtown Fallbrook and ultimately stops at the Vista Transit Center at East Vista Way and Broadway in the City of Vista. From the Transit Center, commuters can transfer throughout the NCTD system serving North County. It is anticipated that NCTD can serve the project without significant impact to its system.

III. DESCRIPTION OF PLANNING AREA

A. Planning Objectives/Concept

1. Project Design

The Specific Plan is designed to accommodate a maximum of 270 detached single-family residences with an overall density of 1.65 dwelling units per acre. A private park is proposed as part of the development, including both active and passive recreational opportunities for residents of the development. A minimum of 22.32 acres of common open space is included in the specific plan. (See Figure 7, page 20, Specific Plan Map.) Future office professional use is designated in the northwest 14.86 acres of the site.

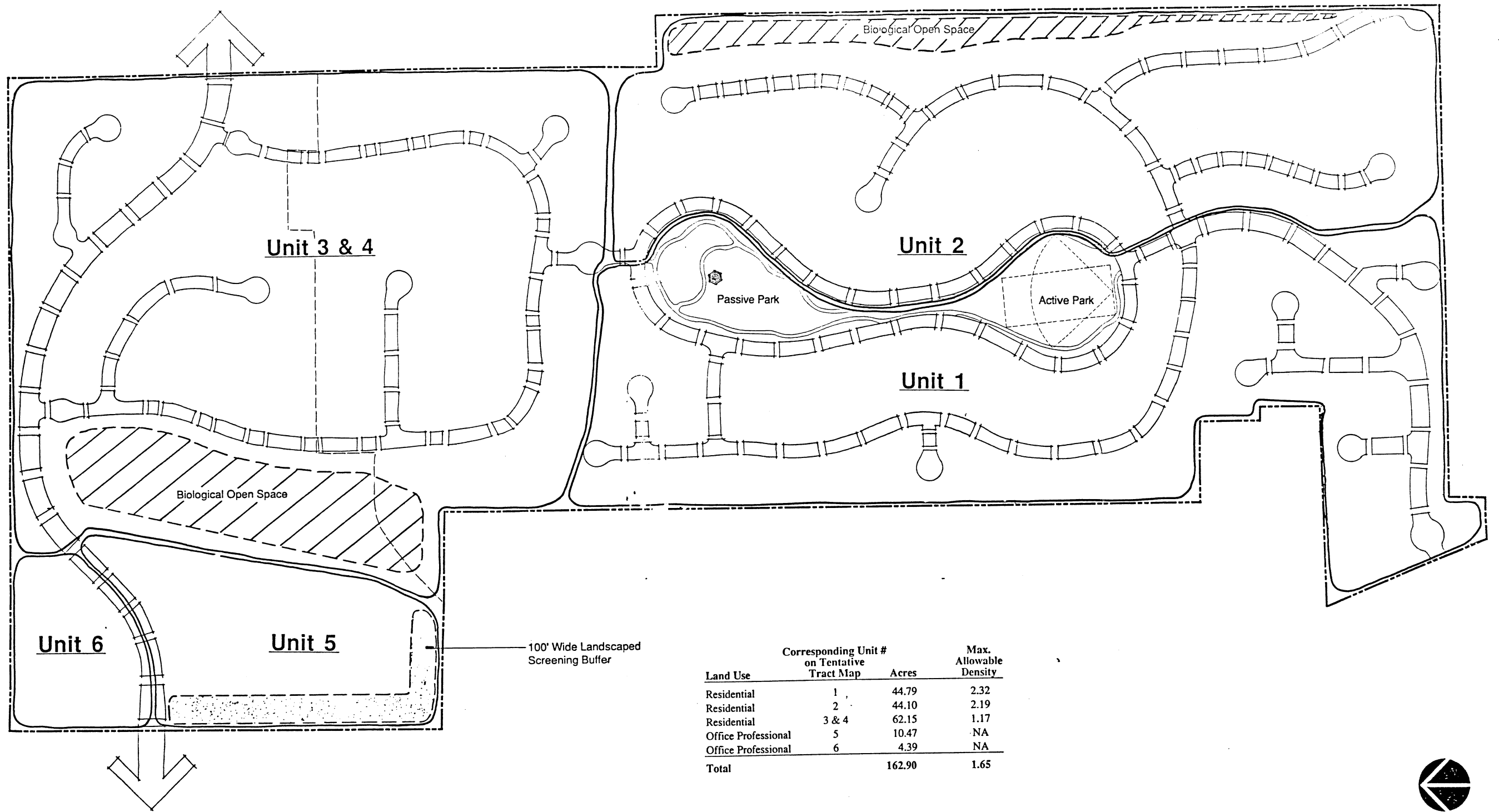
The residential units will accommodate three distinct parcel characters.

(1) Unit 1: a maximum of 104 dwelling units over 44.79 acres with lots containing a minimum of 10,000 net square feet net in the southwest part of the site, west of the private park. These units will be visible from property immediately to the west and from South Mission Road. Primary access to these units will be taken directly from South Mission Road, using the main residential entry. An additional secondary access route is provided via the internal road network branching off of Morro Road on the east.

(2) Unit 2: a maximum of 90 dwelling units on 41.1 acres with lots containing a minimum of 14,000 net square feet in the southeast part of the site, east of the private park. These units will be visible from single family residences to the east, and will take access via the primary and secondary routes outlined in (1) above.

(3) Units 3 and 4: a maximum of 73 dwelling units on 62.15 acres with lots containing a minimum of 20,000 net square feet in the northern portion of the site, east of the Ostrich Farms Creek open space easement separating residential from office professional areas.

Access to the planning area is provided in four locations: Brewer Drive, Morro Road, and Peppertree Lane east will serve the residential units, with Peppertree Lane at Mission Road serving the office professional center and providing primary access to #3 above. Internal circulation is designed to



Land Use	Corresponding Unit # on Tentative Tract Map	Acres	Max. Allowable Density
Residential	1	44.79	2.32
Residential	2	44.10	2.19
Residential	3 & 4	62.15	1.17
Office Professional	5	10.47	NA
Office Professional	6	4.39	NA
Total		162.90	1.65

Specific Plan - SP87-007

Peppertree Park

Prepared For:
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11/17/87
06/18/90 3/29/91

FIGURE 7

discourage through trips or non-project trip uses. Peppertree Lane has been designed to provide maximum community access to the office professional center, and will not provide direct access to any of the residential lots.

2. Benefits of the Proposal

Planning the development of this 162.9-acre parcel as a single project will provide Fallbrook with an opportunity to ensure a harmonious development which will enhance the area and benefit the community. The design of the Specific Plan promotes the preservation and enhancement of the Ostrich Farms Creek wetland areas, as well as creating a greenbelt and open space over the reconfigured southeastern drainage course. Reservation of these areas as open space in perpetuity will guard the historical character of the property. Economic, employment, and circulation benefits will accrue to the Community of Fallbrook with implementation of the Specific Plan.

The area designated for future office professional use is located adjacent to existing commercial and high density residential uses. According to a market analysis prepared for the northerly 80 acres of the site by SourcePoint (attached as Appendix G), sufficient market demand would exist in the Fallbrook area by the year 1995 to support development of over 54 acres of commercial, office, industrial, and motel uses on the site. The planning area would accommodate roughly 14.86 acres of the office professional uses determined to be appropriate for the project area.

Implementation of the project will provide major benefits to the community in terms of traffic circulation, including construction of Peppertree Lane to its Circulation Element standards through the property site, thus providing the community of Fallbrook with the missing link in Peppertree Lane as an east-west connecting road from Mission Road to Stage Coach Lane.

Further public benefits will include:

- 1) Dedication, and concurrent with construction of the first unit which gains access to Peppertree Lane, improvement of Peppertree Lane through the project site to Circulation Element standards;
- 2) Contribution toward future traffic signal and appropriate intersection improvements at Mission Road and Peppertree Lane;
- 3) With the first unit having access on Peppertree Lane, construct the signal at Mission Road and Peppertree Lane;

- 4) Contribution toward a traffic signal modification and appropriate intersection improvements at Mission Road and Stage Coach Lane;
- 5) Contribution toward a traffic signal and appropriate intersection improvements at Stage Coach Lane/Rod Street/Brook Road;
- 6) Provision of turn pockets and transitions at the following locations:
 - a) Peppertree Lane at both northerly access roads of the proposal.
 - b) Peppertree Lane at the commercial driveways.
 - c) Mission Road at Brewer Drive.
 - d) Morro Road and Stage Coach Lane.
- 7) Dedication and improvement of the project half of Mission Road from roughly 300 feet northerly of Brewer Drive to the southerly boundary to Major Road standards and to accommodate a bike lane and a left turn lane at Brewer Drive;
- 8) With Unit 1, contribution toward a signal at Brewer and Mission Road; with Unit 2, construction of the signal;
- 9) With Unit 4, contribution toward improvements to the intersection of Fallbrook Street at Stage Coach Lane;
- 10) Improvement of the Peppertree Lane/McDonald Road intersection;
- 11) If Morro Road is used as regular access to the project (i.e., not emergency only), improvement of Morro Road from the project to Stage Coach Lane;
- 12) Maintenance for 30 years of the signal to be constructed at Mission Road and Brewer.

3. Objectives

The objective of the Peppertree Park Specific Plan is to provide a planned development which accommodates a mix of residential parcel sizes, and provides recreation and employment opportunities to project and area residents. The Peppertree Park concept fosters enhancement and ultimate open space dedication of the site's wetland features, as they are configured subsequent to project implementation. The specific plan also adds an east-west link in the circulation system for the Community of Fallbrook by extending Peppertree Lane through the project site. Specific objectives of the plan include provision of:

1. A range of parcel sizes and residential densities to accommodate various lifestyles;
2. Recreational amenities for the project residents;

3. Employment opportunities for the community;
4. An east-west link in the circulation system for the community;
5. An enhancement and open space dedication program for the Ostrich Farms Creek wetland area and agricultural pond, and the southeastern drainage.

Objective 1:

Provide a range of parcel sizes and residential densities to accommodate various lifestyles.

The Peppertree Park Specific Plan and implementing permits will create parcel sizes ranging from a minimum of 10,000 square feet net to a maximum of nearly 30,000 square feet net. The largest of the proposed lots are located in the northeast which is the location of an existing avocado/citrus grove; placement of larger lots in this area will allow estate-sized homes with retention of grove area for agricultural hobbyists. Although the root rot fungus has been identified in the grove area, it is anticipated that many of the trees will retain their aesthetic value, even though fruit production will be greatly diminished.

The smallest of the lots are planned in the southwest portion of the site, closest to the impacts of South Mission Road. Planned lot sizes become larger as they transition to the east, as well as to the north, conforming to the area trend of larger lots sizes as distances increase from the impacts of South Mission Road.

Objective 2:

Provide recreational amenities for the project residents.

The specific plan includes recreational opportunities including a private 6.92-acre park which accommodates both active and passive recreational uses. An all-purpose playing field, with turf seating area is located at the southern end of the park, with gazebo, park benches, and walking trail at the northern end.

The Specific Plan also includes preservation and enhancement of the Ostrich Farms Creek wetland area, which can be enjoyed as a passive wildlife park, with a perimeter observation trail but no pedestrian access.

Objective 3:

Provide employment opportunities for the community.

Peppertree Park includes 14.86 acres of office professional area, with specific uses to be determined at a future date. Development of the use will provide employment opportunities not only for residents of the immediate development, but for residents of the community as a whole.

Objective 4:

Provide an east-west link in the Fallbrook traffic circulation system.

Peppertree Lane has been established by the Fallbrook Circulation Element of the San Diego County General Plan as a "Light Collector" road, designed to provide a needed east-west link for area traffic. Peppertree Lane is currently developed east from South Mission Road to the subject property's westerly boundary, and is discontinuous through the site itself. From the eastern property boundary, Peppertree Lane once again extends easterly. Implementation of the proposed specific plan will provide the "missing link" in Peppertree Lane, creating an important continuous east-west connection for the community.

Objective 5:

Provide a preservation and enhancement program for the Ostrich Farms Creek wetland area and agricultural pond, and the southeastern drainage course.

Ostrich Farms Creek currently extends through both the northern portion and the southwestern finger of the site in a north-south direction and includes an agricultural check dam and pond on the subject property. In implementing the Specific Plan, the majority of the Ostrich Farms Creek wetland area will be preserved, enhanced, and placed in permanent open space to maintain its biological value. Of additional long-term biological habitat value is the drainage course which extends along the site's southeastern boundary. The specific plan concept proposes reconfiguration of the drainage with a

naturalized channel, revegetation and enhancement of the wetland habitat, and ultimate dedication in open space.

B. Land Uses

The Peppertree Park Specific Plan proposes land uses for the entire 162.9-acre project site, of which residential use is proposed on 148.04 acres. Future office professional use is designed for the northwest 14.86 acres of the site. Figure 7, page 20; Specific Plan Map, graphically depicts the proposed land uses within the specific planning area.

Project Site:

Total acreage: 162.9

Total overall residential density: 1.65 dwelling units per acre

Residential:

Total acreage (including open space): 148.04

Maximum number of dwelling units: 270

Office Professional:

Total acreage: 14.86

Exact use undetermined at this time

Open Space:

Minimum Group Open Space acreage: 22.32 acres

- * Private park: 6.92 acres, both passive and active recreation for exclusive use of project residents and guests
- * Ostrich Farms Creek wetland open space: 13.7 acres to be preserved and/or revegetated per an approved wetland revegetation plan and dedicated to the County of San Diego in permanent open space easement;
- * Main project entry: 1.7 acres in southwest corner of site;

Minimum Private Open Space acreage: 5.75 acres

- * Southeastern drainage: 2.99 acres of private open space to be dedicated to the County of San Diego for flowage and biology purposes;
- * Open space buffer area: One hundred foot wide landscaped buffer, comprising roughly 2.76 acres, on the western and southern boundary of the office professional area

A breakdown of the residential use, by unit, is described below:

Unit 1:

Total acreage:	44.79
Minimum group open space acreage:	8.62
Maximum no. of dwelling units:	104
Residential lot sizes (net square feet):	
Minimum:	10,000

Unit 2:

Total acreage:	41.1
Minimum private open space acreage:	2.99
Maximum no. of dwelling units:	90
Residential lot sizes (net square feet):	
Minimum:	14,000

Units 3 and 4:

Total acreage:	62.15
Minimum group open space acreage:	13.7
Maximum no. of dwelling units:	73
Residential lot sizes (net square feet):	
Minimum:	20,000

The office professional units are analyzed below:

Unit 5:

Total acreage:	10.47
Minimum private open space:	2.76 acres consisting of 100-foot wide landscaped buffer along the southerly and westerly boundary

Unit 6:

Total acreage:	4.39
----------------	------

Circulation

The design of Peppertree Park is directly influenced by the existing and proposed circulation element system which forms the nearby and adjacent circulation network. The main feature of this circulation system is Peppertree Lane.

Peppertree Lane is currently improved from Mission Road east to the property boundary (a distance of roughly 580 feet), as a 64' wide paved street over an 84' right-of-way. Peppertree is then currently discontinued through the property site. Between the easterly property boundary (Morro Road alignment) and Calavo Road, Peppertree Lane once again continues as a 30' paved street in 60' of right-of-way.

Peppertree Lane is classified on the County of San Diego Circulation Element as a Light Collector. A significant feature of the proposed Specific Plan is its buildout of Peppertree Lane to Light Collector standards through the project site, providing the missing link in Peppertree Lane as an east-west connecting road.

Internal circulation for the specific plan area is characterized by a network of private streets branching off from Peppertree Lane in the northern section. Gated entryways are proposed at all entrances to the residential areas of the project. Four access points exist relative to the residential areas: Peppertree Lane from the west and from the east, Morro Road from the southeast, and South Mission Road from the southwest. A private loop road circles the park area. Access to the office professional portion of the specific planning area is directly from Peppertree Lane in the northwest.

C. Phasing

Phasing of project implementation is anticipated to occur as follows:

Residential Units 1 and 2 in the southern portion of the site, including the private park, are proposed for development immediately upon recordation of the final map. Grading for Units 1, 2, 5, and 6 will take place concurrently, to enable the excess material from Units 5 and 6 to be used as fill for Units 1 and 2. Actual development of the office professional uses on Units 5 and 6 is not anticipated to occur for roughly five to ten years; to reduce potential erosion problems and aesthetic impacts, Units 5 and 6, including the 100-foot wide landscaping buffer along the westerly and southerly boundaries of Unit 5, will be completely revegetated immediately after grading of these units.

Development of the centrally-located park, including grading, landscaping and preparation of the all-purpose playing field in the south portion of the park, would occur concurrent with development of Unit 1. Revegetation and enhancement of the wetland areas disturbed along the southeastern boundary would occur concurrent with development of Unit 2. Enhancement of Ostrich Farms Creek, including construction of the pedestrian trail surrounding the creek, would occur concurrent with the construction of Units 3 and 4, or the construction of Peppertree Lane

through the site, whichever occurs first. The extension of Peppertree Lane through the project site would be constructed by the time Unit 4 is built out, but may be constructed earlier; under any circumstances, the road will be built when construction begins for the first unit to gain access from Peppertree Lane.

Subsequent to completion of the development of Units 1 and 2 and recordation of a final map for Units 3 and 4, a lot sales program will be implemented for the parcels in the northcentral/northeast area of the site. Sale of the lots in Units 3 and 4 is anticipated to begin roughly two to three years after approval of the specific plan and implementing processes. Development of the 14.86-acre office professional use is expected to occur within a period of five to ten years after approval of the specific plan.

IV. CONFORMANCE WITH AND IMPLEMENTATION OF THE COUNTY GENERAL PLAN AND FALLBROOK COMMUNITY PLAN

This section of the report will discuss the Peppertree Park Specific Plan relative to the goals and objectives stated in the various planning documents that cover the area proposed for development. Two different plans have jurisdiction over this site: the San Diego County General Plan and the Fallbrook Community Plan. The various aspects of the Peppertree Park proposal will first be discussed in terms of the goals, policies and objectives of the County of San Diego General Plan, followed by a similar discussion for the Fallbrook Community Plan.

A. Existing Designations

The subject site is designated Country-Town on the County of San Diego General Plan Regional Land Use Element. As described in the Regional Land Use Element, the Country Town category applies to existing, small, historically established retail/residential areas serving surrounding low density rural areas.

The entire project site is located within the planning area of the Fallbrook Community Plan on which it is designated as (21) Specific Planning Area (1.65 dwelling units per acre with office professional uses).

B. County of San Diego General Plan

1. Open Space Element

The County of San Diego Open Space Element has been divided into six categories, entitled Countywide Recreation Areas, Other Publicly Owned and Public Utility Lands, Water Bodies, Floodplains, Agricultural Preserves and Open Space Easements, and Open Space Design of Private Lands. Each section discusses specific goals and policies pertinent to that category.

Of the six categories, two are directly applicable to the Peppertree Park project: Floodplains and Open Space Design of Private Lands. According to the Open Space Map of the Element, there are no countywide recreation areas, publicly-owned or public utility lands, water bodies or agricultural preserves designated on the project site. The goals and objectives of the two applicable categories will be discussed in the following sections as they relate to Peppertree Park.

The Peppertree Park specific plan incorporates a private park of 6.92 acres for the benefit of the project residents, as well as 15.4 acres of additional dedicated group open space. The park will be held in common and maintained by the Peppertree Park Homeowners' Association for the private use of the project residents. The Ostrich Farms Creeks wetlands area and existing agricultural pond, consisting of roughly 13.7 acres, is included in open space, and will be dedicated to the County of San Diego in permanent open space easement for biological and flowage purposes.

Additional open space has been included in the design of the specific plan, including a minimum of 2.99 acres along the southeastern boundary and a minimum of 2.76 acres in Unit 5 as a landscaping buffer between the office professional and existing residential uses.

Maximum building coverage within the residential units will not exceed 60% of the total individual lot area, with private open space meeting or exceeding the 40% open space requirement of a planned residential development as defined in Section 6600 et. seq. of the San Diego County Zoning Ordinance through dedicated and private open space areas.

a. **Floodplain**

A floodplain is defined in the Open Space Element of the County General Plan as: "...an area subject to inundation by a 100-year flood." (San Diego County General Plan, Open Space Element: 1-15). A portion of the site is within such an area. Ostrich Farms Creek extends north-south through the northwest portion of the site and the Ostrich Farms Creek floodplain is mapped on the County General Plan. Because the project site contains a portion of this floodplain, the project is guided by the open space goals and objectives defined in the General Plan relative to Floodplains. Following is a discussion of those goals and objectives and their relationship to Peppertree Park.

Goal I: Health and Safety (1 - 3)

Protect life and property by regulating uses in areas subject to flooding.

Reduce the need for the construction of major flood control improvements.

Control development to assure a minimal adverse polluting effect on reservoirs, lakes, streams, rivers and ground water supplies.

Peppertree Park. Basically, two areas of the project site lie within floodplains as mapped by the County of San Diego Department of Public Works: Ostrich Farms Creek in both the northern section of the site and as it traverses the southwestern finger of the site. The Specific Plan proposes to preserve the majority of the floodway and floodplain of both the northern and the southern parts of Ostrich Farms Creek in open space.

A portion of the site along the southeastern boundary is currently within a flowage easement, although not within a mapped floodplain, dedicated to the County of San Diego. The Specific Plan proposes to maintain the basic configuration of the flowage easement with implementation of the project. Portions of this easement will be vacated and re-dedicated along with the processes implementing the Specific Plan.

Generally, the Specific Plan proposes to maintain the drainage channels on-site in a natural or naturalized state, with some fine-tuning at project implementation. No major flood control improvements will be required with realization of the project. Flood control measures which are proposed as part of project implementation include, as outlined above, redirecting the drainage course along the eastern property boundary and a portion of Ostrich Farms Creek in the southwestern part of the site. Engineering studies have been completed for this rechannelization effort to ensure that no upstream or downstream impacts will occur as a result of the rechannelization. The redesigned channels will be "naturalized" subsequent to their relocation; no concrete structures will be utilized other than gabrioid drop structures along the southeastern boundary and culverts for project road crossings.

An agricultural check dam currently exists on the property, for which there has been a stability study performed, as included in the Environmental Impact Report for the project. Conclusions of the study show the dam to be stable. As a result, the dam will be retained as part of the proposal.

Goal II: Conservation of Resources and Natural Processes (4 - 7)

Encourage the conservation of the habitats of rare or unique plants and wildlife.

Encourage the conservation of vegetation and trees needed to prevent erosion, siltation, flood, and drought, and to protect water quality.

Encourage the use of streams as local open spaces.

Peppertree Park. As stated above, several drainage courses exist on the subject site: Ostrich Farms Creek in the north and in the southwest, and an unnamed drainage course extending the length of the southeastern property boundary.

Development of the specific plan will impact the drainage courses and floodplains by redirecting portions of the drainage channels. Subsequent to the rechannelization effort, revegetation and wetland enhancement programs are proposed. Open space easements will be designated to preserve the riparian habitat located within and adjacent to the drainage courses.

Goal III: Recreation (10)

Promote the use of floodways for recreation when appropriate.

Peppertree Park. As outlined above, portions of the floodway of Ostrich Farms Creek will be reconfigured in a naturalized channel as part of project implementation, as will part of the drainage course along the southeastern boundary. Subsequent to the rechannelization and revegetation undertaking, the areas will be dedicated in permanent open space for preservation of the wetland habitat. This preservation of the wetlands will provide passive scenic recreational opportunity for the project residents.

Goal IV: Distinguish and Separate Communities (11)

Encourage the use of open space to separate conflicting land uses whenever possible.

Peppertree Park. The project proposes two distinct land uses: 14.86 acres of office professional use in the northwest corner of the property

with the remainder of the site in mixed-density residential and open space use. Open space associated with the Ostrich Farms Creek floodplain and wetlands on the project site will be a prominent distinguishing feature separating the office professional and residential uses. A 100-foot wide landscaping buffer, comprising roughly 2.76 acres, will be dedicated in open space along the southerly and westerly boundaries of Unit 5, providing a definitive buffer between the existing condominium complex west of the site and the proposed office professional use on Unit 5.

b. Open Space Design of Private Lands

The purpose of this section of the Open Space Element of the County of San Diego General Plan is: "To assure that adequate open space will be provided to meet the requirements of State law and to assist in achieving the following objectives." (San Diego County General Plan, Open Space Element: 1-19).

Goal I: Health and Safety (1 - 3)

Control development on steep slopes to minimize slide danger, erosion, siting, and fire hazard.

Control development to assure a minimal adverse polluting effect on reservoirs, lakes, rivers, streams, and ground water supplies.

Protect life and property by regulating use of areas subject to flooding, landslides, high fire hazard and high earthquake potential.

Peppertree Park. The project site is located among gently rolling hills (average on-site slope of 11%) situated in the foothills of the Peninsular Range province. Elevations range from a high of nearly 680 feet above mean sea level (MSL) to a low of roughly 540 feet MSL. Only 2% of the site are in slopes in excess of 25%. Soil on the site has been generally rated as having moderate to severe erosion potential. Design mitigations such as slope planting and temporary desiltation measures have been engineered into the project to protect against erosion impacts.

Based on a review of the County earthquake map, no seismic or trace faults occur on or in the immediate vicinity of the project site. Portions

of the drainage course along the southeastern boundary and the floodway of Ostrich Farms Creek will be reconfigured, revegetated and a wetland enhancement program undertaken; these areas will then be maintained as either common or private permanent open space.

Goal II: Conservation of Resources and Natural Processes (5 - 8)

Encourage the conservation of the habitats of rare or unique plants and wildlife.

Encourage the use of minor natural watercourses as local open spaces.

Encourage agricultural use of lands with soils which are highly suitable for production of food.

Encourage the preservation of significant natural features of the County, including the beaches, lagoons, shoreline, canyons, bluffs, mountain peaks, and major rock outcroppings.

Peppertree Park. Riparian and wetland habitats associated with Ostrich Farms Creek, the agricultural check dam, and the southeastern drainage course currently exist on the site. Minor disturbances will be created with project development to the northern portion of Ostrich Farms Creek in the form of small areas of fill for lot design and road crossings. Disturbance of the part of Ostrich Farms Creek which crosses the southwestern finger of the site will consist of a road crossing and will require rechannelization of the creek. The southeastern drainage course will, likewise, require rechannelization. The portions of the drainages disturbed during project development (other than actual road crossings) will be revegetated, with wetland enhancement proposed. These areas are proposed for open space dedication to preserve the habitat resources.

Soils on the majority of the site range from Grade 2 to Grade 3 on the Storie Index, indicating that the soils have some limitations relative to types of crops and may require some special management for agricultural production. Currently, an existing avocado and citrus grove occupies the northern 80 acres of the site. Production from the grove has substantially diminished over the past decade, indicating the presence of the root rot fungus (*Phytophthora cinnamomi*), which tends

to severely impact commercial crop production, while preserving a normal-looking tree for an extended period of time. The Specific Plan has been designed such that the larger, estate-sized lots can be located in the area of the existing grove in an effort to preserve as many of the trees as is feasible. Preservation of a portion of the trees will allow for limited hobby farming, and conserve the aesthetic benefit of retention of at least a portion of the grove character.

An existing topographical feature of the site is the shallow hillock extending through the south-central portion of the site. The Specific Plan has been designed to retain this feature in open space as a recreational park for the benefit of the project residents. Realization of the "active use" portion of the park in the south will necessitate lowering that portion of the feature roughly 32', creating a bowl-like depression with a level playing field and turf seating area. The remainder of the park will remain at natural grade.

Goal III: Recreation (11)

Encourage recreational planning as a part of all major residential development.

Peppertree Park. The project proposes creation of a park in the south-central portion of the site with both passive and active recreational amenities as part of the overall open space and recreational design. The proposed passive recreation facilities will include a gazebo, walking trails, manicured lawn, and landscaped areas, while the active facilities will include a multi-purpose playing field for baseball, football, and soccer. A walking/hiking trail for the use of the project residents traverses the residential areas, leading to and circling the private park.

Goal IV: Distinguish and Separate Communities (14 -17)

Encourage sound environmental planning practices in all developments.

Encourage the use of open space to separate conflicting land uses whenever possible.

Encourage an intermingling of open space as an integral part of all major residential development so as to preserve an atmosphere of openness at the neighborhood scale.

Encourage development that is designed so as to include riding, hiking, and bicycle trails.

Peppertree Park. The open space easement proposed for Ostrich Farms Creek in the north, which will include the agricultural check dam and enhanced wetland areas, will provide a permanent open space area to separate residential land use to the east from office professional use to the west. In addition, the centrally-located private park will visually and physically separate most of the smaller lots to the west from the larger parcels to the east. These amenities will add visual and physical openness to the project at the neighborhood scale.

A 100-foot wide landscaping buffer is included in the Specific Plan along the south and west boundaries of Unit 5, designed to separate the future on-site office professional uses from the existing condominium complex to the west.

Hiking and walking trails will be provided for the benefit of the residents. A 10' wide trail system will run adjacent to the roadway, starting at Mission Road, up through the private park, then north and west to Peppertree Lane. An existing equestrian trail along the southeastern drainage course will be vacated to assure that no disturbance occurs within the wetland habitat in that area. The trails are not part of an identified regional system. Although separate bicycle paths are not provided, the internal road network, ranging from 32' to 40' in paved width, will be wide enough to accommodate bicycle use.

2. Land Use Element

The Regional Land Use Element of the County of San Diego General Plan provides "...the primary policy base for guiding the physical development of the unincorporated area of the County." (San Diego County General Plan, Regional Land Use Element: II-iii).

The Fallbrook Community Planning Area, in which the subject site is located, was brought into conformance with the County of San Diego Regional Land Use Element as part of GPA 85-03. At that time, the project site was

designated Current Urban Development Area (CUDA), specified as those County lands to which near-term urban development should be directed. Subsequently, as part of General Plan Amendment 87-02, the project site was re-designated as Country Town on the Regional Land Use Element. This category applies to existing, small historically established retail and residential areas serving surrounding low density rural areas. The Peppertree Park Specific Plan has been designed to conform to the existing regional land use designation for the property.

a. **Overall Goals (1.1, 1.2, 1.3)**

Urban growth be directed to areas within or adjacent to existing urban areas, and that the rural setting and lifestyle of the remaining areas of the County be retained.

Growth be phased with utilities.

Growth be managed in order to provide for affordable housing and balanced communities throughout the unincorporated area.

Peppertree Park. The subject site is located within the portion of Fallbrook designated as the Town Center, the area in which most of the urban development for the community is located. Implementation of the proposal will be carried out in phases, insuring that public services and utilities required to serve each phase will be available prior to or concurrent with the need for such services. Currently, all public services and utilities are available to the site; extension and upgrading of facilities will occur as needed with the aforementioned phasing.

Project implementation will provide mixed residential densities, ranging from a minimum of 10,000 net square foot lots to roughly 30,000 square foot lots, and will furnish the community of Fallbrook and the County as a whole with varied housing opportunities.

b. **Land Use Goals (2.1, 2.2, 2.3, 2.4)**

Promote wise uses of the County's land resources, preserving options for future use.

Encourage future urban growth contiguous to existing urban areas and to maximize the use of underutilized lands within existing urban areas.

Limit urban densities in non-urban areas to lands within existing Country Towns.

Peppertree Park. The subject property is one of the last large remaining parcels of undeveloped land within the Fallbrook Country Town area. The project site is contiguous to the existing urbanized area of downtown Fallbrook. Implementation of the proposal would provide optimum utilization of what is now an underutilized parcel within an urbanized area. Total development of the proposal will create 14.86 acres of office professional use on the site, which use has been determined to be in demand and appropriate for the area.

c. **Environmental Goals (3.1, 3.2, 3.3)**

Protect lands needed for preservation of natural and cultural resources; managed production of resources; and recreation, educational, and scientific activities.

Promote the conservation of water and energy resources.

Achieve and maintain mandated air and water quality standards.

Peppertree Park. The project has been designed to retain over 22.32 acres in group open space, portions of which include wetland and riparian habitats along Ostrich Farms Creek and the unnamed southeastern drainage course. The open space easement mechanism will allow for protection of these habitats in perpetuity.

Emissions will be controlled through implementation of the Revised Regional Air Quality Strategies, which encourages self-contained communities that include shopping facilities, carpool coordination, bicycle lane systems, and maximum use of public transportation. The primary means of controlling emissions has been determined to be reducing the need for automobile travel. Peppertree Park, as a planned community, will provide service and recreational facilities within its boundaries. The project site is located adjacent to the downtown employment center of Fallbrook; the site location will serve

to reduce the need for lengthy travel to employment and to obtain services for many project residents.

Proper engineering design, grading techniques, and landscaping will minimize deterioration of water quality resulting from runoff and erosion. The reader is referred to discussion of the Conservation Element relative to Drainage and Flood Control, and Erosion Control for further details.

d. **Capital Facilities Goals (4.1, 4.2, 4.3)**

Assure efficient, economical and timely provision of facilities and services for water, sewer, fire protection, schools and roads to accommodate anticipated development.

Assure that facilities and services provided by all agencies are coordinated in their timing, location and level of service.

Provide a facilities program which is capable of future adjustments or revisions to meet changing needs and conditions.

Peppertree Park. Public sewer, water and fire service will be provided to the project by Fallbrook Sanitary District, Fallbrook Public Utility District, and North County Fire Protection District (formerly Fallbrook Fire Protection District). Fallbrook Union Elementary School District and Fallbrook Union High School District will provide school service to children generated from the project. Solid waste disposal will be provided by the Fallbrook Refuse Disposal Co. All services are currently available to the project site.

Phasing of facility extensions to serve the project development will occur concurrent with project need.

e. **Housing and Social Goals (6.1, 6.2, 6.3, 6.4)**

Encourage development of communities that are accessible to a mix of residents representative of the full ranges of age, income and ethnic groups in the region.

Prevent or reverse deterioration in areas exhibiting symptoms of physical decline by directing public and private investment to upgrade such areas.

Assist the private sector in the provision of sufficient housing units in the unincorporated area to accommodate regional population projections endorsed by the Board of Supervisors.

Assist the private sector to assure that adequate, affordable shelter will be available to all socio-economic groups throughout the County.

Peppertree Park. Implementation of the proposal will provide a maximum of 270 residential lots to the community of Fallbrook and the San Diego region, in accordance with the land use designation and density adopted on the site by the Board of Supervisors. These residential parcels range in size from a minimum of 10,000 square feet net to over one-half acre in size, with the range of parcel sizes allowing for ownership by a mixed economic population. The smaller, less expensive lots will allow development of much-needed moderately priced housing for the San Diego region. The provision of a range of parcel sizes by the development will allow for occupancy of the planning area by a range of socio-economic interests.

3. Circulation Element

The Circulation Element of the County of San Diego provides a guide for establishing a coordinated highway system to serve the county. The goal of the element is to facilitate planning of streets and highways to meet the needs of subdivision and other land development programs.

Peppertree Park. The Circulation Element of the Fallbrook Community Plan has designated Peppertree Lane through the subject property as a Light Collector. Development of the proposal will require construction and dedication of that portion of the alignment of Peppertree Lane through the site to its Circulation Element standards, as well as additional improvements to other Circulation Element roads. Peppertree Lane is presently constructed from South Mission Road to the northwest boundary of the subject site, where it terminates. At the site's northeast boundary, Peppertree Lane continues easterly to Stage Coach Lane. Implementation of the proposal, by requiring construction of Peppertree Lane through the site, will provide for an

important east-west continuous connection of South Mission Road to Stage Coach Lane via Peppertree Lane.

4. **Recreation Element**

The Recreation Element of the San Diego County General Plan outlines policies for the provision of recreational facilities in the unincorporated area of San Diego County. (San Diego County General Plan, Recreation Element: IV-1).

The goals of the Recreation Element include: Enhancing the physical, mental and spiritual well-being of County residents by providing opportunities for relaxation, rest, activity, education, and relationships with their neighbors, as well as providing a system of public parks, riding and hiking trails, and outdoor recreation facilities which preserve significant areas of natural beauty and serve the needs of the citizens in their immediate environments. This system is to be augmented by private outdoor recreation facilities that are compatible with the goals and objectives of the public system. The Recreation Element is divided into four sections: local parks, regional parks, riding and hiking trails plan and program, and an off-road vehicle plan. Each of these sections is intended to facilitate accomplishment of the element's goals as stated above.

Peppertree Park. There are no local parks, regional parks, riding and hiking trails, or off-road vehicle plans designated for the proposal. However, the project does augment the public system by providing outdoor recreation facilities compatible with the goals and objectives of the public system.

A 6.92-acre park, to be held in common and maintained by the Homeowners' Association, has been designed into the Specific Plan, and provides both active and passive recreational opportunities for the project residents. Active recreation facilities, to be situated in the southern part of the park, will consist of a multi-purpose playing field for baseball, football, or soccer, as well as turf seating for spectators; passive facilities in the northern portion of the park, will consist of a lawn area and gazebo, with walking paths.

The project includes a network of walking paths through the residential portion of the site and traversing the private park.

5. **Seismic Safety Element.** This Element has recently been included by the County of San Diego in the Public Safety Element. Discussion of Seismic

Safety has been incorporated into discussion of the Public Safety Element below.

6. **Scenic Highway Element**

The purpose of the Scenic Highway Element is to establish a program to protect and enhance the County's scenic, historic, and recreational resources within a network of scenic highway corridors. The primary objective of the Element is to protect and enhance scenic resources within both rural and urban scenic highway corridors. In order to achieve the stated objective, the Scenic Highway Element prioritizes the County's highway system based on certain criteria, for initiation of specific corridor studies. Those criteria are:

- 1) Routes traversing and providing access to major recreation, scenic, or historic resources;
- 2) Routes traversing lands under the jurisdiction of public agencies;
- 3) Routes supported by significant local community interest;
- 4) Routes offering unique opportunities for the protection and enhancement of scenic recreational and historical resources.

Highway projects meeting three or more of the above criteria are considered first priority and corridor studies should be initiated as soon as possible; routes meeting two criteria are considered second priority and should be studied when time permits. All other projects are considered third priority.

Peppertree Park. One road in the vicinity of the proposal, South Mission Road, is designated in the Scenic Highway Element as a Third Priority Scenic Highway, which is not high on the list for study as a scenic corridor route. South Mission Road abuts the proposed project only at the southwestern property corner; the southwest portion of the project site is visible to commuters on South Mission Road. To soften the visual aspect of the development from these commuters, substantial landscaping will be designed as part of the implementing processes on the subject site between South Mission Road and the development areas.

7. **Public Safety Element**

The purpose of the Public Safety Element is to "introduce safety considerations into the planning and decision-making processes in order to

reduce the risk of injury, loss of life, and property damage associated with the hazards identified in the Element." (i.e., fire hazards, non-seismic geologic hazards, crime prevention, and emergency services). (County of San Diego, Public Safety Element, 1975: VII-1).

The goals of the Element, as stated therein, are:

Minimize injury, loss of life and damage to property resulting from fire, geologic or crime occurrence.

Maximize public safety factors in the physical planning process.

Optimize organization and delivery of emergency services upon occurrence of fire, geologic activity or crime.

These general goals were taken into account in the design of the Peppertree Park Specific Plan.

Fire Hazards, Policy 2

The County will consider site constraints in terms of fire hazards in land use decisions. Within designated areas where population or building densities may be inappropriate to the hazards present, measures will be taken to mitigate the risk of life and property loss.

Peppertree Park. The Peppertree Park project will be served by the North County Fire Protection District (formerly the Fallbrook Fire Protection District) for fire protection. Two fire stations are located in the project vicinity: headquarters station at 315 E. Ivy Street, which provides emergency medical and fire protection service and is manned 24 hours/day with 4 personnel; and Station 2 at 2180 Winterwarm Drive, which provides fire protection services only and is manned 24 hours/day with 2 personnel. Response times to the project site are 5 to 6 minutes. The subject property is within the District and annexation is not required. As conditions of implementing permits, hydrants will be installed as required by the fire district.

Geologic Hazards, Policy 2

The County will continue to pursue erosion and landslide control programs through such means as: strict enforcement of the grading ordinance, continued support of the flood plain zoning program, and by requiring soils and geologic reports in hazardous areas.

Peppertree Park. Soil types on the site have been identified and are listed, along with their characteristics, in Appendix H. As shown in Appendix I, erodibility of the on-site soils ranges from moderate to severe. Due to these characteristics, erosion control measures will be implemented, including approval by the Department of Planning and Land Use of a Final Landscape Plan addressing detailed erosion control during grading. Specific erosion control measures such as slope planting and temporary desilting measures will be implemented in conjunction with grading of the units. All on-site grading will be performed in accordance with the County of San Diego Grading Ordinance as applicable. Specifically, fill will be compacted to 90% maximum density; fill slopes will be 1.5:1 maximum ratio with fill slopes over 40' in height drainage terraced; and cut slopes will be 2:1 maximum slope ratio with slopes exceeding 40' in height drainage terraced.

Seismic Safety

The former Seismic Safety Element has recently been introduced as a part of the Public Safety Element. Discussion of the Seismic Safety Element is included as a portion of the discussion of the Public Safety Element.

"The purpose of the Seismic Safety Element is to prescribe programs aimed at reducing the present seismic risk in the County by adopting policies which will further improve planning, building and development practices." (San Diego County General Plan, Seismic Safety Element, 1975: V-1). The principal goal of the Element is to "minimize the loss of life and destruction or property in San Diego County by making planning recommendations giving consideration to seismic and geologic occurrences and their long-range impact on the community." (San Diego County General Plan, Seismic Safety Element, 1975: V-7).

Peppertree Park. No faults occur on or in the immediate vicinity of the project site. The project site lies approximately 25 miles northwest of the potentially active Rose Canyon Fault and roughly 14 miles northeast of the Elsinore Fault System. Other identified active faults including La Nacion, Coyote Creek, and San Jacinto are more than 40 miles from the property.

8. Noise Element

The purpose of the Noise Element of the San Diego County General Plan is "to prescribe programs aimed at reducing adverse noise levels in the County

by adopting policies which will further improve planning, building, and development practices." (San Diego County General Plan, Noise Element, 1980: VIII-2).

The Noise Element imparts the following basic objectives:

Establish a coordinated set of policies and noise standards for the reduction of irritating and harmful effects of noise to people within the County of San Diego through effective planning, and, if necessary, regulation.

Protect and enhance the County's acoustical environment by simultaneously controlling noise at its source, along its transmission paths, and at the site of the ultimate receiver. First priority shall be given to residential areas to assure an environment free from excessive or damaging noise. Control of noise at its source shall be given priority over changes to residential structures or neighborhoods where practical.

In order to achieve these objectives, the Noise Element establishes a basic approach and course of action through specific policies and action programs, dealing with governmental programs to protect and improve the County's acoustical environment, controlling noise at its source, controlling noise transmission paths, and controlling noise at the site of the receiver.

Receiver Site Standards and Controls, Policy 4b

Because exterior community noise equivalent levels (CNEL) above 55 to 60 decibels and/or interior CNEL levels above 45 decibels may have an adverse effect on public health and welfare, it is the policy of the County of San Diego either that development be constructed so that noise sensitive areas are not subject to noise in excess of 55 decibels, or an acoustical study be required when such areas are or will be subject to noise levels in excess of 60 decibels. If such acoustical study provides information that noise sensitive areas will be subject to noise levels in excess of 60 decibels, then the development should not be approved unless the following findings are made:

Modifications to the development have been or will be made which reduce the exterior noise levels below CNEL equal to 60 decibels; or

If it is infeasible to reduce exterior noise to that level, then modifications to the development have been or will be made which reduce interior noise below CNEL equal to 45 decibels. And,

A further finding is made that there are specifically identified overriding social or economic considerations which warrant approval of the development without modification to reduce the exterior noise levels below CNEL equal to 60 decibels.

Peppertree Park. The project site is currently subject to noise from one major transmission source, South Mission Road; part of the northern portion of the site will be subject to future acoustical impacts from Peppertree Lane. An acoustical study (included in the Supplemental Environmental Impact Report for the project) performed relative to the noise impact on the subject site concludes that dwelling units in the southwestern finger of the site will be subject to unacceptable future noise levels generated by South Mission Road in excess of 60 CNEL, as will those residences located along the extension of Peppertree Lane through the project site. Acoustical mitigation, in the form of (1) a solid acoustical barrier six feet in height, or (2) a noise easement will be required for those dwelling units affected by unacceptable acoustical levels.

The primary north-south runway of the Fallbrook Community Airpark lies roughly 1600' to the west of the Peppertree Park property. The runway serves ten to twelve light plane operations per day, with about 100 operations occurring on weekends. Take-offs are normally to the south with a left turn that clears the Fallbrook High School. The flight pattern of these light aircraft will not affect the subject property, and the Acoustical Study mentioned above has determined that the airpark will not have a negative acoustical impact on the proposed project. The project will be reviewed by the Airport Land Use Commission (SANDAG) prior to the public hearing on the Specific Plan and implementing permits.

9. Housing Element

The Housing Element provides a regional framework for housing strategy in the unincorporated areas of the County of San Diego, with the purpose of expanding housing opportunities for lower income households. With this purpose in mind, the Housing Element has developed policies and action programs to achieve the following goals of which the major points are enumerated:

Housing should be made available in a variety of styles, tenancy types, and prices throughout the region.

Maximize the use of federal and state programs to provide housing for low and moderate income households.

Assist the private sector through expeditious processing of ministerial and discretionary land use permits.

Maintain housing stock in good repair. . All neighborhoods should have adequate and coordinated public and private services and facilities, clean air, quiet and pleasant surroundings, reasonable assurance of safety and security, and a sense of community life.

Peppertree Park. The proposed project has been designed in response to the need for a variety of housing price ranges in the region. The community of Fallbrook is anticipated to grow in population by approximately 66% between the years 1980 and 2000. (San Diego County Housing Element, 1986: 62). The generation of residential lots by the proposal will help meet the expanded housing demand for both the community and the region. The project addresses the goals of the Housing Element in that it provides housing in an area in which infrastructure is already in place, or will be in place concurrent with project development. Additionally, Peppertree Park, as a planned development, has been designed to provide a sense of community to its residents, with recreational amenities and proximity to service facilities.

10. **Conservation Element**

The stated purpose of the Conservation Element is to "identify and describe the natural resources of San Diego County and prepare policies and action programs to preserve these resources." (San Diego County, Conservation Element, 1983: X-1). Following is a discussion of those policies of the Conservation Element which pertain to the proposal.

General Conservation, Policy 1

The San Diego County General Plan will include provisions for the conservation of natural resources.

Peppertree Park. The project contains several natural landform features and natural resources, prominent among them being the Ostrich Farms Creek and wetlands area (including the agricultural pond and check dam), the unnamed drainage course along the southeastern boundary, and the shallow north-

south trending hillock running centrally through the southern portion of the site.

Development of the proposal will require realignment of portions of the channel of the drainage course along the southeastern boundary, and culvert drainage improvements for road crossings on Ostrich Farms Creek, as well as small areas of fill within the floodplain for residential pads and road crossings. However, the wetland habitat value of the site will be restored and enhanced by a revegetation effort coordinated with the County of San Diego and a private biological consultant. The agricultural pond and check dam will be retained in their existing character and no disturbance of the biological value of this habitat will occur with this project.

The existing topographic feature in the south-central part of the site will be used as a private park site. To implement the active use area located at the south end of the feature, some earthwork will be required. The effect of the grading in this area will be to create a bowl-like depression with a level playing field at its bottom. The passive, or northern, portion of the hillock will not be graded, other than for creation of the park access road. Due to the shallow nature of the hillock and the very gently sloping character of the site, views of the feature's profile would be at least partially obscured by any development lying east of South Mission Road. However, implementation of the Specific Plan will involve neither levelling the hillock nor drastically altering its character to realize the active park.

Wastewater Disposal, Policy 10

Storm drain run-off should be planned and managed to minimize water degradation, to reduce the waste of fresh water, to enhance wildlife, and to reduce the impact of erosion.

Peppertree Park. The proposed project has taken into account Policy 10 of the Conservation Element in the design of its storm drainage system.

Wastewater Disposal, Policy 14

Prior to the approval of tentative maps, a letter must be provided by all affected sewage treatment agencies indicating the current unencumbered capacity and existing total capacity of their major facilities. For projects requiring an Environmental Impact Report, this information must be a part of this report.

Peppertree Park. Public sewer service will be supplied to the project by the Fallbrook Sanitary District, which has adequate sewer capacity to provide service to the proposed project.

Drainage and Flood Control, Policies 16, 17, 18, and 19

Nonstructural flood protection methods will be used whenever practical for the conservation of floodplains.

Where nonstructural flood protection methods are not practical because of the value of previous urban development, concrete-lined channels will be used only if all other structural methods are impractical.

The County will prevent filling or construction in the floodway. Uses such as sand extraction, recreational activities, and agricultural pursuits may be exceptions to this policy.

Setbacks from minor streams shall be required for all new structures. Setback requirements to prevent structures from flooding could be substituted for front or rear yard setbacks.

Peppertree Park. The Peppertree Park site contains portions of the Ostrich Farms Creek floodway and floodplain, as well as an unnamed drainage course along the southeastern boundary. Project implementation will require that portions of the Ostrich Farms Creek floodway and the southeastern drainage be redirected, resulting in "naturalized" channel conditions. The naturalized channel will be dirt, with the exception of the drop structures along the southeastern property boundary, which will consist of rip rap. The project uses no concrete-lined channels. Engineered drainage structures, such as box culverts, will be used for road crossings.

Flowage easements will be dedicated to the County of San Diego over those areas of the site within both the redirected southeastern drainage and Ostrich Farms Creek floodway.

No development (other than road crossings) will occur within the Ostrich Farms Creek floodway, and any buildings to be constructed within the floodplain will provide flood-free building sites to the approval of the County of San Diego Department of Public Works.

Natural Habitat, Policy 3

The County will use the Environmental Impact Report (EIR) process to identify, conserve and enhance unique vegetation and wildlife resources.

Peppertree Park. A Draft Supplemental Environmental Impact Report (DSEIR) has been prepared for the subject project, and a biological survey of the site performed in conjunction with the DSEIR. The biological survey has indicated that no threatened or endangered species exist on-site. Riparian and wetland habitat has been identified by the biological survey along Ostrich Farms Creek and the drainage course along the southeastern boundary. Although there will be short-term impact to the habitat areas with project implementation, the wetland habitat value of the site will be preserved and enhanced by a revegetation effort coordinated with the County of San Diego and a private biological consultant. The agricultural pond and check dam will be retained in their existing character and no disturbance of the biological value of this habitat will occur with this project. Open space easements for biological purposes are proposed over the restored and enhanced habitat resource areas in Ostrich Farms Creek and the southeastern drainageway.

Natural Habitat, Policy 5

San Diego County shall encourage the use of native plant species in review of landscaping and erosion plans for public and private projects.

Peppertree Park. The project has been designed to utilize native plant species wherever possible in its landscape theme. Part of project implementation will involve revegetating and enhancing wetland habitat areas with mature willow and other wetland species.

Habitat Modification, Policy 13

Flood control measures shall, whenever practical, utilize natural floodways and floodplains, maintaining riparian habitats and historic stream flow volumes.

Peppertree Park. As discussed previously, the project proposes to redirect portions of the Ostrich Farms Creek channel and the southeastern drainage course. After relocating the channels, a program of habitat revegetation and enhancement is proposed which will restore and enhance habitat value relative to the two drainageways on the site. Open space easements, for both flowage and biological resources, are proposed over the reconfigured

channels and floodways, as well as the wetland habitat areas associated with these.

Erosion Control and Hillside Protection Management, Policies 6, 7, 8 and 9

The County will seek to preserve natural terrain features through the adoption of appropriate guidelines and regulations.

The County recognizes the need to assess the physical suitability of a project site for both the proposed use and proposed density.

The County will seek to implement a grading ordinance which will protect public health and safety, protect property, and conserve the visual character of the land.

To prevent erosion and slippage in man-made slopes approved low maintenance trees, bushes and grasses which establish themselves quickly should be planted.

Peppertree Park. The County of San Diego has adopted a Grading Ordinance which governs all earthwork activity in the County in which 200 cubic yards or more of earth is moved or a cut or fill bank 5' or greater in height is created. The adopted Grading Ordinance provides for:

- (1) Slope stability by limiting the angle and height of cut or fill;
 - (2) Erosion control by requiring planting in most cases;
 - (3) Plant maintenance capability by requiring irrigation systems in most cases;
 - (4) Building stability by requiring the removal of expansive soil.
- (San Diego County Conservation Element, 1983: X-72)

All grading which will occur in conjunction with project implementation will take place in accordance with the County's grading ordinance and under one or more Grading Permits approved and issued by the County Department of Public Works.

Grading and erosion control measures, including use of slope plantings and temporary desiltation measures, have been engineered into the project design to prevent erosion problems from occurring.

Astronomical Dark Sky, Policy 1

The County of San Diego will act to minimize the impact of development on the useful life of the observatories.

Peppertree Park. The proposed project is located roughly 25 miles west of the Mount Palomar Observatory. At 5,100 feet MSL, the 200-inch telescope is considered to be the most technically advanced in the world and the largest in the free world. However, according to the Palomar Observatory director, population growth in Southern California has reduced the telescope's efficiency by around 20 to 25%. Lighting within the project area will be designed to minimize impacts to the Palomar Observatory. Suggested measures include the following:

- (1) Restricting street lighting to traffic safety lighting only;
- (2) Equipping outdoor light fixtures with cut-off luminaires sufficient to prevent light from penetrating above a horizontal plane;
- (3) Prohibiting outdoor use of lights emitting ultraviolet radiation;
- (4) Shutting off recreational and commercial lights no later than midnight;
- (5) Using low-pressure sodium vapor lighting on roads within the project area.

The following policies of the Conservation Element do not directly apply to the Peppertree Park proposal.

General Conservation, Policies 2, 3, 4, 5

San Diego County will monitor and issue a public report on the status of natural resources.

Maintain an environmental data repository.

The Resource Conservation Area (RCA) overlay designation, as defined in Policy 2.7 of the Land Use Element, will be applied to appropriate areas throughout the County.

Because the Resource Conservation map may include some areas which do not contain significant resources. Resource Conservation Areas will be adopted, implemented, and precisely delineated through a phased program.

Peppertree Park. The above policies describe action programs to be undertaken by the County of San Diego and are not strictly applicable to the

proposal. In addition, Peppertree park is not within a defined Resource Conservation Area.

Water, Policies 1, 2, 3, 4, 5, 6, 7, 8, 9, 11, 12, 13, 15

Regional estimates of the need for water should be based on population projections and land use derived from the General Plan.

Decisions regarding the location, size, and timing of service extensions will be in conformance with adopted growth management policies.

The County shall support programs which assure an adequate supply and quality of water to meet the present and future population needs and to insure this water is provided in concert with environmental and growth management policies.

Reduce local reliance on imported water.

Water distribution systems should be designed and constructed to economically accommodate future use of reclaimed or desalinized water when technologically and economically feasible.

Conserve groundwater resources in areas where imported water is not available.

Encourage sewage treatment agencies in the same drainage basin to jointly plan and implement wastewater treatment programs.

Wastewater discharges shall not adversely affect the beneficial uses of receiving waters.

Encourage sewage treatment agencies to research and utilize improved technologies and methods of sewage treatment and that the Health Care Agency be requested to give favorable consideration to methods other than ocean outfall and septic tanks.

The County will encourage projects which will promote the reclamation and reuse of wastewater.

The County endorses management principles from the Regional Water Quality Control Board Comprehensive Plans.

Decisions regarding the location, size, and timing of service extensions should be in conformance with adopted urban development policies contained in all elements of the General Plan and current growth policies.

Modify regulatory procedures to prevent surface and ground-water pollution which results from failure of subsurface sewage disposal.

The County will retain the present policy and program of delineating floodplains and applying floodplain overlay zoning to them.

Encourage tax assessments for properties located within floodways to be commensurate with restriction of permitted uses.

The County will require flowage easements to be dedicated to the San Diego County Flood Control District at the time of development on all water courses having a tributary drainage area of one or more square miles whenever adequate channel improvements are not provided.

The County will take those actions which will protect and enhance the San Elijo, Batiquitos, Las Pulgas, and Santa Margarita Lagoons.

Encourage adequately treated wastewater or imported water at sufficient velocity and volume to flush out the lagoons periodically to enhance lagoon rejuvenation.

The filling and dredging of tidal marshes, brackish lagoons, estuaries, and sloughs shall not be permitted except as a remedial management technique which would have beneficial impacts on the physical and biological viability of the water body, unless there are significant over-riding concerns pursuant to Section 15088 of the guidelines for implementation of CEQA.

The County shall attempt to establish regional coordination of water resource management agencies.

Peppertree Park. The above policies describe action programs to be undertaken by the County of San Diego and are not directly applicable to the proposal. The project site is within a public sewage disposal district and will use imported water for its water needs.

Vegetation and Wildlife, Policies 1, 2, 4, 6, 7, 8, 9, 10, 11, 12, 14, 15, 16, 17

The County will act to conserve and enhance vegetation, wildlife, and fisheries resources.

San Diego County shall coordinate with appropriate Federal, State, and local agencies to conserve areas of rare, endangered, or threatened species.

Wildlife conservation shall be given a high priority in County park acquisition and development programs.

If a project is determined to have a significant adverse impact on plants or wildlife, an acceptable mitigating measure may be a voluntary donation of land or monies for acquisition of land of comparable value to wildlife.

The County shall establish procedures for acquiring significant wildlife habitat in areas of rapid urban development and areas of projected urban development.

The County will support legislation which limits the commercial fishing of anchovies to bait fishing in near shore waters.

When significant adverse habitation modification is unavoidable, San Diego County will encourage project designers to provide mitigating measures in their design to protect existing habitat.

San Diego County shall investigate the establishment of public Off-Road Vehicle (ORV) parks and encourage private ORV parks in appropriate locations.

Initiate preparation of a regionwide comprehensive fire-fuel management plan.

The County will attempt to identify, reduce, and eliminate all forms of pollution which adversely impact vegetation and wildlife.

Sand mining rehabilitation plans shall specifically address the enhancement of vegetation and wildlife.

San Diego County shall discourage the use of wild native animals as pets.

The County will regulate major land-clearing projects to minimize significant soil erosion, destruction of archaeological, historic, and scientific resources and endangered species of plants and animals.

No use subject to the San Diego environmental impact review process shall be permitted which in the determination of the Board of Supervisors (or other body which has been delegated decision-making authority by the Board) would have significant adverse impacts on: (1) any species of plant or animal identified as rare, endangered, or threatened by the State of California or the U.S. Department of the Interior, or (2) any valuable and unique natural resource or habitat, unless there are significant overriding social and economic concerns.

Peppertree Park. The above policies are largely action programs to be undertaken by the County of San Diego, and do not specifically apply to the Peppertree Park proposal. In addition, there have been no rare or endangered species identified on the site, and there is no sand mining or commercial fishing to take place proposed by the project.

Minerals, Policies 1, 2, 3, 4, 5, 6, 7, 8, 9

The County will, to the extent practicable and appropriate, conserve construction aggregate resources in the entire County to insure a minimum of fifty years supply.

The County will regulate extraction activities to minimize hazards and conflicts with other land use as well as to preserve and enhance the appearance of the area and to minimize environmental impacts. The County will periodically review extraction operations to insure that they meet performance standards.

The extractive overlay designation, as defined in Policy 2.6 of the Land Use Element, will be applied to appropriate areas throughout the County.

The County will manage aggregate resources through a phased program.

For any given parcel of land, the County intends that progression through each one of the above phases represent a continually increasing level of commitment to mining as the most appropriate activity.

Major Use Permit conditions of approval will provide for optimum utilization of on-site aggregate resources, long-term permits, site rehabilitation and reuse, and minimal environmental disruption.

The County will, to the extent possible, protect and preserve mineral deposits and historical mining sites available for necessary commercial extraction, and for scientific, education, and recreational uses.

The County will, to the extent practical, protect and preserve unique geological features from destruction, damage or loss.

The County will encourage and initiate efforts to recycle waste products as construction materials.

Peppertree Park. The above policies describe action programs to be initiated by the County of San Diego, and do not specifically apply to the Peppertree Park project.

Soil, Policies 1, 2, 3, 4, 5, 9, 10, 11, 12

The annual status of the environment report shall include an inventory of areas having a high agricultural potential.

The County General Plan will be amended to include an Agriculture Element which will consider all aspects of the agriculture industry, and will designate exclusive agriculture areas.

The County will analyze, improve and promote methods for preserving agriculture.

County agencies involved in the preparation or review of environmental impact reports shall refer to the United States Department of Agriculture "Soil Survey" if more detailed data and maps are not available.

The County will utilize existing and evolving geologic, geophysical, and engineering knowledge to distinguish and delineate those areas which are particularly susceptible to damage from geologic phenomena.

The County will regulate major land clearing projects to minimize significant soil erosion, destruction of archaeological, historic and scientific resources and endangered species of plants and animals.

San Diego County shall investigate the establishment of public off-road vehicle parks and encourage private ORV parks in appropriate locations.

Whenever soils and geology reports are made available to the public they shall have a layman's summary.

Peppertree Park. The above policies describe action programs for the County of San Diego and do not specifically apply to the Peppertree Park proposal.

Cultural Sites, Policies 1, 2, 3, 4, 5

The County shall take those actions which will seek to conserve and protect significant cultural resources.

Conservation of cultural resources shall be given a high priority in County park acquisition and development programs.

San Diego County shall coordinate with appropriate Federal, State, and local agencies to conserve cultural resources.

The County will use the Environmental Impact Report process to conserve cultural resources.

Encourage use of open space easements in the conservation of high-value cultural resources.

Peppertree Park. The above policies describe action programs for the County of San Diego and do not specifically apply to the Peppertree Park proposal. No cultural resources have been identified on the Peppertree Park site, although archaeological research was done relative to a previously-approved project on the southern portion of the site.

11. **Energy Element**

The primary purpose of the Energy Element is to "direct actions within the County toward a more conservant and efficient use of its energy resources and plan ways to assure a reliable, adequate supply of energy." (San Diego County General Plan, Energy Element, 1977: XI-1).

Policy US-3, Action Program US-3.3

Encourage increased development densities when consistent with other General Plan policies and the Regional Growth Management Program.

Encourage infilling of urban areas where public service infrastructure currently exists.

Peppertree Park. The subject property is the last remaining large parcel of undeveloped land within the Fallbrook Town Center area. Currently, all public services exist to serve the proposal; project implementation represents planned infilling of a currently-developing area.

Policy US-4, Action Programs US-4.2 and US-4.3

Promote land use aimed at minimizing transportation requirements.

Develop orientation criteria for new development to encourage easy walking and cycling access to commercial areas, schools, and other public buildings or mass transit facilities.

Encourage a greater mix of residential and commercial or equally compatible land uses, in accordance with the County Land Use Element of the General Plan, within County planning areas.

Peppertree Park. The project site is located within the Town Center area of the community of Fallbrook, within short walking distances of retail and service commercial facilities. The Peppertree Village Shopping Center containing various neighborhood-oriented commercial uses (convenience store and bank, for example) is located roughly one block west of the site, with additional commercial facilities (professional offices, nursery, and motel) located within easy walking distance of the project. Fallbrook Union High School, located at the intersection of Stage Coach and Mission Road, is less than one mile distant from the subject site and also within easy walking or cycling distance. The proximity of services and facilities to the project will minimize the expenditure of energy resources, as residents will be able to walk or bicycle to these areas.

Public transportation is provided at the intersection of Peppertree Lane and Mission Road, approximately one block west of the site, by the North County Transit District Route 306. Buses stop at this location every hour on the half hour, distributing commuters throughout downtown Fallbrook, ultimately

stopping at the Vista Transit Center. From the Transit Center, commuters can transfer throughout the NCTD system.

Peppertree Park is also designed to provide project residents with on-site recreation and office professional facilities, thus minimizing transportation needs and energy expenditures associated with those needs.

Although graded walking and hiking trails will be provided on-site, no specific bicycle trails will be included. However, the internal road network, with pavement widths ranging from 32' to 40' will adequately handle bicycle traffic.

C. Fallbrook Community Plan

1. General Goal

It is the goal of the County of San Diego to perpetuate the existing rural charm and village atmosphere while accommodating growth in such a manner that it will complement the environment of Fallbrook.

Peppertree Park. The Peppertree Park Specific Plan is designed to harmonize with the existing Town Center atmosphere of Fallbrook, of which the site is a part. In addition, it proposes to provide its residents with a rural charm and village atmosphere of its own. The existing on-site avocado and citrus groves will be retained to the greatest extent possible, although root rot has been identified within the existing grove area. The fungus infection has a tendency to reduce fruit production and can be fatal to the trees in extreme circumstances; however, although reducing fruit production, the trees can often be maintained in a normal or near-normal looking state for an extended period of time. The aesthetic benefit of preserving a portion of the trees will add to the rural grace of both the project and the community.

The site is bordered on the east by single-family dwellings and agricultural activities, to the north by the commercial/civic use of the Grand Tradition catering and meeting hall facility as well as several single-family homes, to the south by vacant land, agriculture and single-family homes, and to the northwest by vacant land designated for commercial use and high density residential (14.5 DU/AC). Property immediately adjacent to the southwest has been purchased by the Fallbrook Land Conservancy as permanent community open space. All of the area surrounding the site to the north, east, southwest, and south is designated for a residential density of 2.0 dwel-

ling units per acre. The neighboring commercial and high density residential parcels are designated as such on the community plan.

The specific plan proposes varying lot sizes, ranging from a minimum of 10,000 net square feet to over one-half acre in size. Unit 1, with the smallest parcel sizes, is located adjacent to the Fallbrook Land Conservancy open space site. Unit 2 contains larger parcels which transition to the neighboring one-half acre lots to the east of the site. Units 3 and 4, located in the northeast portion of the property, include the largest parcels on the site, with emphasis on maintaining the existing avocado grove, to the extent possible, as a landscaping theme for preservation of as much of the current agricultural character as possible.

Land uses surrounding the proposed office professional acreage are predominantly commercial (Peppertree Village Shopping Center and Bank of America, as well as vacant commercially-designated land immediately adjacent), civic (Grand Tradition and proposed parkland), and high density residential (14.5 DU/AC). The office professional use is separated from the on-site residential use by an open space area which includes the Ostrich Farms Creek wetlands, and from the existing condominium complex to the west by a 100-foot wide landscaped buffer, which will be dedicated in open space easement.

2. Residential Goal

It is the goal of the County of San Diego to provide the enabling regulations necessary to permit a variety of housing types to accommodate the forecast population increase while retaining the rustic charm of the present living environment.

Residential Policies 2, 3, 5, and 6

The use of open space, architecture and building materials which are in harmony with the natural environment, and maintain and promote the intimate personal scale of the village and its character and warmth should be encouraged.

Grading, for residential development, should not unduly disrupt the natural terrain, or cause problems associated with runoff, drainage, erosion or siltation.

Country estates which combine residential and light agricultural uses, especially groves, should be encouraged.

Planned developments which are sensitive to topographical restraints, and permit a more creative or imaginative development design than is generally possible through standard subdivisions should be encouraged.

Peppertree Park. The Peppertree Park specific plan is a planned development which incorporates varying lot sizes and land uses. Residential parcels range from roughly one-quarter acre in size to country estates of one-half acre and greater. The estate-sized lots are situated in the existing grove area and location of building pads can be maintained so as to minimize disturbance for aesthetic purposes to the existing grove.

The site itself presents a number of topographical constraints which translate into opportunities for creative design and approach to open space. Among these constraints is the shallow north-south trending hillock, which traverses the southcentral portion of the project site. The existence of this feature has been used as an opportunity to create a private park for use by the project residents. Other topographical features include Ostrich Farms Creek, with its existing agricultural check dam and ponded area, and the unnamed drainage course along the site's southeasterly boundary. While project implementation will require some channel reconfiguration of both drainages, a program of revegetation and wetland enhancement is also inherent in the proposal, with ultimate dedication of each of these areas in permanent open space.

As stated in the Fallbrook Community Plan text, the project design will conform to the recently-adopted Fallbrook Community Plan Guidelines. The Specific Plan includes the following general measures, exhibiting such conformance:

- (1) The design of the Specific Planning Area will retain many of the site's landform features, either in a natural or restored state, including Ostrich Farms Creek and the drainage course along the southeastern property boundary. Location of the larger lots in Units 3 and 4 will allow preservation of at least some of the existing avocado and citrus trees as a visual amenity. As discussed earlier, the presence of the root rot fungus in the existing grove area precludes long-term commercial production of fruit; however, trees infected with the fungus often appear to be healthy for an extended period of time and their preservation adds an aesthetic value reflecting the past history of the site. The topographic feature in the south central portion of the site

has been designed as a park area for the project residents, and, while development of the active portion of the park will require creating a level area for an all-purpose playing field, the topographical nature of the hillock will remain basically intact (Fallbrook Design Guidelines, Design Objective 1, and Policy A1.3);

- (2) A project-wide pedestrian trail is part of the Specific Plan, focusing on Fallbrook's emphasis on pedestrian circulation (Fallbrook Design Guidelines, Design Objective 2, and Policy A1.4).
- (3) While site grading will be dictated to a large extent by the pre-determined relative location and geometrics of the extension of Peppertree Lane, the design of the Specific Plan attempts to minimize, to the extent feasible, required grading and alteration of natural landforms. As discussed in (1) above, existing on-site landforms include Ostrich Farms Creek, the southeastern drainage, and the shallow hillock running north-south through the central portion of the site. As further discussed in (1) above, these landform features are essentially retained, albeit with some modification, through the design of the specific plan. (Fallbrook Design Guidelines, Policy 1A.3.b.)
- (4) The existing on-site drainage courses (Ostrich Farms Creek and the southeastern drainageway) will be preserved as closely as possible in their natural location and appearance. Drainage runoff will continue to move "over the property" rather than via underground channelization (Fallbrook Design Guidelines, Policy A1.3.c);
- (5) Internal roadways have been designed to generally follow existing land contours, reducing grading impacts (Fallbrook Design Guidelines, Policy A1.4);

Conformance with remaining applicable sections of the Fallbrook Design Guidelines pertains to specific site design associated with implementing maps, major use permits, and site plans. Compliance with these guidelines will be required at implementing stages of project development.

Grading for the specific planning area is dictated to a large extent by existing constraints and topographic opportunities. The relative location of Peppertree Lane through the project site has been previously determined by the County of San Diego in the Circulation Element of the County's General Plan. The requirement for extension of the road to its Circulation Element design and geometric standards mandates extensive earthwork, particularly in the area of Units 5 and 6. Exclusive of the areas directly affected by grading for Peppertree Lane, grading will not unduly disrupt the topographic nature of the site.

3. **Business Goal**

It is the goal of the County of San Diego to encourage the establishment of an atmosphere for free enterprise, orderly growth of business and professional services; and optimize convenience for local shopping needs.

Business Policy 3

Commercial development should not be allowed to interfere either functionally or visually with adjacent non-commercial land uses.

Peppertree Park. The Peppertree Park specific plan includes approximately 14.86 acres of office professional use in the northwest section of the site. The office professional area is separated from the on-site residential uses by a 13.7-acre open space easement consisting of Ostrich Farms Creek and the associated agricultural pond and wetland areas. This open space serves as a distinct boundary between the two use types. Development of Unit 5 in office professional use will involve dedication in open space of a 100-foot wide landscaped buffer strip along its west and south boundaries. The purpose of this buffer strip is to ensure separation of the office professional use from the existing condominium development immediately to the west of Unit 5.

4. **Floodplain and Open Space Goal**

It is the goal of the County of San Diego to encourage preservation, as permanent open space areas unsuitable for intense development. (sic)

Open Space and Floodplain Policy 1

Floodplains and natural stream courses should be preserved in permanent open space and uses limited to recreational or light agricultural uses.

Peppertree Park. Two drainage courses currently exist on the Peppertree Park property: Ostrich Farms Creek and an unnamed drainage along the site's southeastern boundary. Portions of the drainage channel in the southeast will require reconfiguration with project development, and the existing flowage easement will be vacated and rededicated as appropriate. The part of Ostrich Farms Creek which runs through the southwestern finger of the project site will require rechannelization, as well as some filling for a road crossing. A portion of the Ostrich Farms Creek floodplain in the

northwest will also require filling for road crossing. Engineering studies have been performed relative to the reconfigured channels and it has been determined that no upstream or downstream impacts will occur. A program of revegetation and habitat enhancement is planned for the disturbed areas of Ostrich Farms Creek and the southeastern drainage, with subsequent dedication of major portions of these areas in permanent open space.

5. **Agricultural Goal**

It is the goal of the County of San Diego to support agriculture and agriculturally oriented services that promote Fallbrook's unique agricultural specialties.

Policy 1

The development of agricultural estates containing residential with light agricultural uses should be encouraged.

Peppertree Park. The project proposes to develop the northeast portion of the site, presently developed in agricultural use with avocado and citrus groves, with estate-sized lots, which, it is anticipated, will be sold on a lot-by-lot basis. The size of these lots is intended to encourage prospective homebuilders to build among the existing trees and continue to maintain much of the present grove. As discussed previously, root rot has been identified among the trees in the grove area, as demonstrated by a reduction in fruit production over the past several years. While the grove is becoming less viable as a commercial enterprise, it is still anticipated that agricultural hobbyists will be able to continue limited fruit production with at least some of the existing trees.

6. **Parks and Recreation Goal**

It is the goal of the County of San Diego to encourage the provision of a well-balanced system of recreational facilities (public and private) to serve the entire area and meet the needs of all ages through both active and passive recreational opportunities.

Policy 4

The voluntary dedication and development of equestrian and hiking trails throughout the community should be encouraged.

Peppertree Park. The specific plan area includes recreational amenities for project residents; specifically a 6.92-acre park in the south central portion of the site which introduces both active and passive recreational opportunities. The park contains a multi-purpose playing field in the south and passive facilities consisting of a lawn area, gazebo, and walking path in the north. A 13.7-acre open space easement which includes Ostrich Farms Creek, and its associated pond and wetland areas, will be dedicated for permanent protection of the habitat value; this open space will provide passive visual opportunities to the residents. The project proposes a network of walking/hiking trails through the residential portions and the park area of the site and bordering the Ostrich Farms Creek wetland on-site.

7. **Community Beautification and Design Goal**

It is the goal of the County of San Diego to encourage sensitive design for all new development within Fallbrook, as well as encourage the upgrading and beautification of existing development.

Policies 1, and 8

Mature trees and significant land forms should be preserved in all public and private development projects.

Necessary grading impacts should be minimized through wise grading practices, and landscaped areas which are disturbed by grading should be revegetated. Drainage and runoff should be controlled so as not to exceed the rate associated with the property prior to grading.

Peppertree Park. Implementation of the proposed specific plan will require grading for roads and building pads. This earthwork will be performed in accordance with the County of San Diego Grading Ordinance and a Final Landscape Plan which dictates use of landscaping for erosion control of graded areas. Drainage studies have been conducted for the proposal relative to the two main drainage courses on the site: Ostrich Farms Creek and the unnamed southeastern drainageway, and it has been determined that, with engineered drainage improvements, project implementation will not create adverse upstream or downstream drainage impacts. All grading to implement the project will be performed in accordance with the County of San Diego Grading Ordinance, under the supervision of a registered civil engineer. Drainage and project-generated runoff have been designed such that no

greater impact will occur off-site subsequent to project implementation than would otherwise have occurred. All areas disturbed by grading are proposed for immediate revegetation and irrigation so that erosion and visual impacts due to grading will be minimized.

While earthwork will impact the existing on-site landforms, the present topographical character of the site will be maintained. Grading on the south central hillock feature will be limited to the south end for provision of a level area for active recreational use, and grading to create an access road which surrounds the park area. The effect of the earthwork for the active park will be to create a bowl-like depression with a level area to accommodate an active playing field. The northern end of the hillock, exclusive of the access road, will remain in its existing topographical configuration, requiring no grading. Construction of dwelling units on the site will impact the silhouette of the hillock due to its shallow nature; however, the topographic character of the feature will not be greatly impacted.

The Board of Supervisors adopted Design Guidelines for the Fallbrook Planning Area in April, 1989, and it is intended that all applicable Design Guidelines adopted therein be included in implementation of the project. The proposal will be reviewed through the Major Use Permit for implementation of the relevant guidelines. Development of the office professional portion of the specific plan will be governed by a "B" Design Review designator inherent in its zoning to insure conformance with applicable design guidelines for Fallbrook.

Development of Unit 1 will be governed by a "D" Site Plan Review designator, the general objective of which will be to lessen visual impacts to South Mission Road by regulating building height variations and insuring architectural diversity in the residences to be constructed within Unit 1. Criteria governing the site plan review will include height limitations and a minimum number of floor plans and color schemes to be used for the westernmost tier of residences.

V. IMPLEMENTATION

A. Concurrent Processing

In order to implement the specific plan, a number of discretionary and ministerial permits are required per established policies, guidelines and regulations of the County of San Diego. These include a Zone Reclassification, Tentative Map, Major Use Permit, and Site Plans.

The Specific Plan must conform to the General Plan adopted previously on the subject site, and the Specific Plan guides the approval of the implementing Zone Reclassification, Tentative Map, Major Use Permit, and Site Plans.

As a Specific Planning Area, the proposal requires processing under Board of Supervisors Policy I-59. A Draft Supplemental Environmental Impact Report is also being processed, as required, to assess the potential environmental impacts of the specific plan and implementing permits. In accordance with the proposed Specific Plan, several other discretionary actions, as outlined above, are required for project implementation.

The Peppertree Park site is currently zoned RR-2. Concurrent with the approval of this Specific Plan, is the approval of a Zone Reclassification to the R-S single family dwelling use regulation over the residential portion of the site, and S-88, Specific Planning Area use regulation over the office professional areas. These use regulations will bring the zoning into direct conformance with the General Plan designation for the property.

The use regulations and specific designators requested for the zoning on the subject site, per unit, are set forth in Table 1, Land Use Regulations/Zoning, page 69. It should be noted, however, that the specific designators for the residential portions of the site shown on Table 1 are overridden by the specific conditions of the major use permit for planned development, as outlined in Section VI. Development Criteria. The overall density of the project will conform to the Specific Plan maximum density of 1.65 dwelling units per acre. Implementation of the Peppertree Park Specific Plan will be accomplished by the approval of a zone reclassification, tentative map, major use permit for planned residential development, grading permits, building permits, site plan for design review over the office professional portion of the plan area, and site plan review for "D" designator compliance within Unit 1. Conditions contained in the Resolution of Approval for the map and permit will control road dedications,

TABLE 1

LAND USE REGULATIONS/ZONING

<u>UNITS</u>	<u>1</u>	<u>2</u>	<u>3 & 4</u>	<u>5 & 6</u>
Use Regulations	RS-2.32	RS-2.19	RS-1.17	S-88
Neighborhood Regs.	J	J	J	A
Density	2.32	2.19	1.17	0
Lot Size	10,000	14,000	20,000	6,000
	sq. ft.	sq. ft.	sq. ft.	sq. ft.
Building Type	C	C	C	L
Maximum Floor Area	-	-	-	-
Floor Area Ratio	-	-	-	-
Height	G	G	G	G
Lot Coverage	-	-	-	-
Setbacks	J	J	J	E
Open Space	A	A	A	E
Special Area Regs.	D*, P	P	P	B**

* Site Plan Review with the following objective:

To implement the development of Peppertree Park Specific Plan in a manner consistent with the Fallbrook Community Plan, this Site Plan review on Unit 1 of the Peppertree Park Specific Plan is established to assist in creating visual diversity in the first tier of homes, and lessen impacts of the project and Unit 1 to commuters traveling on South Mission Road in the Community of Fallbrook.

STANDARDS:

- 1) 40% of the homes in the first tier closest to South Mission Road are to be limited to 26 feet in height and one story.
- 2) 60% of the homes in the first tier closest to South Mission Road are to be limited to 35 feet in height and two stories.
- 3) At least four different floor plans are to be employed within the first tier of homes closest to South Mission Road.
- 4) At least three different color schemes in earth tones will be employed for the first tier of homes closest to South Mission Road.

WAIVER:

Pursuant to Section 5905 of the Zoning Ordinance, the requirement for a site plan may be waived in certain circumstances. It is declared that the Director may make the determination required by paragraph C of Section 5905 for a waiver of site plan for accessory structures if the Director finds that the accessory structure meets the allowable use criteria under Section 4835 for the particular zone for the requested accessory structure.

** Site Plan Review for Community Design Guidelines

improvements, and grading. This review process will assure that the development will occur in accordance with the Specific Plan.

B. Phasing

Development of the entire Peppertree Park Specific Plan is anticipated to be completed within a ten-year time frame. Construction of residential units and other features will be accompanied or preceded by road improvements and infrastructure facilities.

Table 2, page 71, provides the order of development and public facilities anticipated for Peppertree Park. Construction is proposed in six phases. However, as with most large scale projects providing a residential unit mix, the actual construction sequence may be altered to reflect unforeseen economic market forces at the time of development.

Any modification in the proposed phasing will be accompanied by corresponding provision of public improvements.

The developer may elect to proceed simultaneously with all development areas pursuant to mutual agreement with the County. It is intended that whatever phase or phases occur first, grading will take place pursuant to ultimate grading and improvement design.

The general flow or sequence of development will proceed from the southwestern portion of the property in Unit 1, progressing to the southeasterly portion of the site. The development will proceed from there to the northerly two residential units, and then to the two office professional units.

TABLE 2

PHASING/FACILITIES

**Connection Location with
Buildout of Each Phase**

<u>Units-Phases</u>	<u>Sewer</u>	<u>Water</u>	<u>Roads</u>
Phase 1	To Mission	To Mission	To Mission
Phase 2	To Morro	To Morro	To Morro
Phase 3	To Phase 1/2	To Phase 1/2	Peppertree to buildout to Circ. Element standards
Phase 4	To Peppertree	To Peppertree	To Peppertree
Phase 5	To Peppertree	To Peppertree	To Peppertree
Phase 6	To Peppertree	To Peppertree	To Peppertree

VI. DEVELOPMENT CRITERIA

A. Conditions

The Specific Plan Area shall be developed under the following conditions.

1. General

- a. Maximum overall density will be 1.65 dwelling units per acre, or 270 units.
- b. All goals, objectives, and policies of the Fallbrook Community Plan and the Fallbrook Design Guidelines shall apply.
- c. Design will use landscaping, thoughtful location and massing of structures, and minimize grading to ensure compatibility with surrounding development and will meet all community design guidelines in effect in the Fallbrook Community Planning Area at the time of implementation.
- d. The following lighting measures will be observed throughout the Specific Plan Area in order to minimize impacts to the Palomar Observatory:
 - (1) Street lighting will be restricted to safety lighting only;
 - (2) Outdoor light fixtures will be equipped with cut-off luminaires sufficient to prevent light from penetrating above a horizontal plane;
 - (3) Outdoor use of lights emitting ultraviolet radiation will be prohibited;
 - (4) Recreational and commercial lights will be shut off no later than midnight;
 - (5) Low-pressure sodium vapor lighting shall be used on roads within the project area.

- e. Any disturbance of wetland habitat area within the southeastern drainage course, will be offset by creation and/or enhancement of supplemental wetland habitat area, pursuant to a Wetland Revegetation Plan prepared by the applicant and approved by the County of San Diego Department of Planning and Land Use concurrent with, or prior to construction, of Unit 2.
- f. Any disturbance of wetland habitat area within Ostrich Farms Creek will be offset by creation and/or enhancement of supplemental wetland habitat area, pursuant to a Wetland Revegetation Plan prepared by the applicant and approved by the County of San Diego Department of Planning and Land Use concurrent with, or prior to construction, of Unit 3 or Peppertree Lane, whichever occurs first.
- g. A minimum of 22.32 acres of common open space shall be provided.
- h. Build Peppertree Lane to Circulation Element standards concurrent with or prior to development of the first unit of Units 3, 4, 5, or 6 to develop.
- i. Development will be sited and designed to respond to the natural topography by minimizing exposed cut and fill slopes, and use of daylight grading, contour grading, and hillside adaptive foundations to minimize the visual impacts of the grading.
- j. Provide for pedestrian walking and observations trails through the residential and park areas of the site and bordering the on-site portion of the Ostrich Farms Creek wetland.

2. Specific

a. Residential

1. A range of residential densities from 1.17 to 2.32 shall be provided, with the maximum number of units in Unit 1 being 104, the maximum number of units in Unit 2 being 90, and the maximum number of units in Units 3 and 4 being 73.;
2. Parcel sizes shall range from a minimum 10,000 net square feet in the southwest portion of the site, 14,000 net square feet in the southeast, and 20,000 net square feet in the northeast portion of the site;
3. All residences shall be single-family detached dwelling units;

4. All residential units shall be implemented through processing of a major use permit for planned residential development;
5. Building heights and setbacks will be governed by the Major Use Permit and site plan(s) in Unit 1;
6. Conformance to the Fallbrook Design Review Guidelines will be insured through the Major Use Permit;
7. The 6.92-acre private park, with both active and passive uses and parking, will be developed concurrent with development of the first residential unit.
8. Development of Unit 1 will require approval of a site plan governed by a "D" Site Plan Review designator, the general objective of which will be to lessen visual impacts to South Mission Road by regulating building heights and insuring architectural diversity in the residences to be constructed within Unit 1. The site plan review will be directed by the specific "D" Designator language contained in the Land Use Regulations/Zoning Standards for Unit 1. (See Table 1.)

Unit 1

- a. Unit 1 shall accommodate a maximum of 104 single-family detached dwelling units at a density not to exceed 2.32 dwelling units per acre;
- b. Lot sizes shall be a minimum of 10,000 square feet net;
- c. Development of the private park shall occur as part of development of Unit 1;
- d. Development of Unit 1 will require approval of a site plan governed by a "D" Site Plan Review designator, with the general goal of minimizing visual impacts to South Mission Road by requiring building height variation and architectural diversity in the residences to be constructed within the westernmost tier of Unit 1. The site plan review will be directed by the specific "D" Designator language contained in the Land Use Regulations/Zoning Standards for Unit 1 as set out in Table 1.

Unit 2

- a. Unit 2 shall accommodate a maximum of 90 single-family detached dwelling units at a density not to exceed 2.19 dwelling units per acre;
- b. Lot sizes shall be a minimum of 14,000 square feet net.

Units 3 & 4

- a. Units 3 and 4 shall accommodate a maximum of 73 single-family detached dwelling units at a density not to exceed 1.17 dwelling units per acre;
- b. Lot sizes shall be a minimum of 20,000 square feet net;

b. Office Professional

- 1. Implementation of the office professional use will require approval of a site plan determining conformance with use regulations and the Fallbrook Design Review Guidelines
- 2. Landscaping for erosion control and visual aesthetics, including landscaping of the 100' buffer along the west and south boundary of Unit 5, shall occur immediately subsequent to grading of Units 5 and 6
- 3. Adequate off-street parking shall be provided as set forth in the off-street parking regulations of the County Zoning Ordinance.
- 4. The office professional acreage north of Peppertree Lane shall not exceed 4.39 gross acres.
- 5. The office professional acreage south of Peppertree Lane shall not exceed 10.47 gross acres.
- 6. Specifically excluded from the allowable uses within the office professional acreage are all neighborhood and general commercial uses.

Units 5 and 6

Uses within these areas are limited to office professional as defined below.

Permitted uses:

I. Civic Use Types

Administrative Services
Ambulance Services
Child Care Services
Clinic Services
Cultural Exhibits and Library Services
Essential Services
Fire Protection Services
Parking Services
Small Schools

II. Commercial Use Types

Administrative and Professional Services
Business Support Services
Financial, Insurance and Real Estate Services
Medical Services
Personal Services: General

Permitted Uses Subject to Limitations

a. Commercial Use Types

Deli-type Restaurant focused to serve office and professional uses: limited to retail establishments intended for the convenience of permitted establishments and/or clients thereof, provided no such retail establishment occupies more than 15 percent of the total floor area of the building in which it is located and has no entrance except from the lobby or interior of said building, or from a patio entirely surrounded by said building.

Uses subject to a Minor Use Permit:

I. Civic Use Types

Minor Impact Utilities

II. Commercial Use Types

Communications Services

Uses subject to a Major Use Permit:

I. Civic Use Types

Community Recreation
Lodge, Fraternal and Civic Assembly
Postal Services

II. Commercial Use Types

Research Services

III. Extractive Use Types

Site Preparation

c. Open Space

1. As a condition of the major use permit for the implementation of the residential units, open space shall be dedicated over the general location of the Ostrich Farms Creek wetland and associated buffer areas and a flowage easement and open space easement for biological purposes within the reconfigured drainage area along the southeastern boundary of the site;
2. As a condition of approval of the site plan for implementation of the office professional use on Unit 5, a 100-foot wide landscaped open space buffer area will be dedicated on the western and southern boundaries of Unit 5;
3. As a condition of approval of the major use permit for residential Unit 1, approximately 6.9 acres shall be dedicated and improved concurrent with development of Unit 1, in the general area of the existing hillock, as a private park for the exclusive benefit of the project residents and their guests.

d. Public Facilities

1. Design shall be such that implementation of public facilities, including roads, sewers, and water shall be provided with a minimum of grading.
2. Provision of the means by which all necessary public facilities shall be financed and provided including:
 - a. Transportation access including roads
 - b. Sewage and wastewater treatment and disposal
 - c. Public schools
 - d. Fire protection
 - e. Parks
 - f. Any other public facilities and services necessary to fulfill the requirements of public agencies affected by the Specific Plan

B. Public Facilities – Financing Plans/Program of Implementation

The guiding principle of financing will be that Peppertree Park will not cause indebtedness to any other property beyond the Specific Plan ownership. The financing and construction of public facilities serving Peppertree Park will be accomplished through a variety of financing methods. A complete Peppertree Park Specific Plan Public Facilities Financing Plan prepared by North County Investments to identify the size and scope of major public facilities needed to support the planned development, is attached to this report as Appendix I. This report recommends financing mechanisms to fund the improvements from a list of those methods presently available, while preventing overburdening of the base property value.

The Peppertree Park ownership will, as part of implementation, institute the necessary applications for the approval of the selected financing method.

The following table summarizes the recommended financing methods, by facility type, for the Peppertree Park Specific Plan.

**Table of
Recommended Financing Methods**

<u>Public Facility Type</u>	<u>Financing Methods</u>
Roads	<u>Peppertree Lane</u> . Dedication with conventional or private financing backed by performance bond <u>or</u> 1913/1911 Act Special Assessment District
Sewer	Conventional or private financing backed by performance bond <u>or</u> 1913/1911 Act Special Assessment District
Water	Fallbrook Public Utility District connection fees. Conventional or private financing broker by performance bond. 1913 Act Special Assessment District
Public Schools	School fees High School Jr. High School Elementary School
Park Land	Private park. Private financing.
Open Space	Open space easements

The proposed financing for the road facilities in the Peppertree Park Specific Plan area consists of a combination of dedication of land and/or right-of-way and the financing of major road facilities using either private or conventional financing or the Special Assessment Act of 1913/1911.

The open space contained within the development will be preserved through the granting of open space easements to the County of San Diego. The developers of Peppertree Park would receive credit against park fee requirements for open space dedicated in accordance with the provisions of County standards. Those park fees still required will be conventionally financed and paid at the time of procurement of building permits. Improvement of the private on-site park with recreational facilities will be privately financed.

The financing of public sewer and water facility extension onto the site will be accomplished by either conventional/private financing or the Special Assessment Act of 1913/1911.

School facilities will be financed by the Fallbrook Elementary School District and the Fallbrook Union High School District in accordance with their Districts' policies on school financing.

It is proposed that once the Specific Plan is adopted, the master developer and the County of San Diego work together to study the feasibility of the formation of a special assessment district under the Special Assessment District Act of 1913 for the financing of roads, sewer and water facilities.

C. Zoning Standards

The following zoning standards shall apply to the development on a unit-by-unit basis.

Units 1, 2, 3, and 4 - General Standards

The use within these areas shall be single-family detached housing, one (1) unit per lot, pursuant to the Major Use Permit for Planned Residential Development which is required for development of these units.

The building envelopes shown on the Major Use Permit are to represent the limit of building for main structures or accessory structures on each lot, including agricultural and yard maintenance sheds. Permitted uses and structures outside the building envelope are tennis courts, tennis court fencing, swimming pools, driveways, uncovered patios, paving, and perimeter fencing.

There will be a maximum coverage of 60% on any residential lot (both inside and outside the building envelope) with structures of any type. Specifically excluded are driveways and uncovered patios or paving.

At least two covered and two open parking spaces will be provided on-site for each dwelling unit. It is anticipated that parking will be allowed on-street on one side of all internal streets. In addition, guest parking will be provided at the private park to accommodate parking for this use.

Units 5 and 6 - General Standards

The uses within these areas shall be office professional, pursuant to Section VI.A.2.b. of this document.

Specifically excluded from Units 5 and 6 are 24-hour convenience stores. All uses are subject to approval through the "B" Community Plan Design Review designator.

Parking will be provided pursuant to the San Diego County Zoning Ordinance for the specific use proposed.

F. **Zoning Box** (See Table 1, page 69, Land Use Regulations/Zoning)

Use Regulation criteria are set forth for each of the units in Table 1, page 69, Land Use Regulations/Zoning. It should be noted, however, that the zoning regulations for the residential portion of the site are overridden by conditions of the Major Use Permit for Planned Residential Development. Specific criteria for the MUP are summarized above.

Units 5 and 6 will be implemented by building permit and site plan review and not by Major Use Permit; the zoning regulations for these units as set out in Table 1 will apply. The Use Regulation for Units 5 and 6 is S-88, Specific Planning Area Use Regulations, which is intended to permit the uses set forth in the Specific Plan, as delineated in Section VI.A.2.b of this document. The residential density factor within these units is 0, with office professional lot sizes restricted to a minimum of 6,000 square feet. All building types are permitted under the proposed zoning. Development of Units 5 and 6 will be regulated by site plan review to assure conformance of the proposed uses with the Fallbrook Design Review Guidelines. Specific designators for other zoning criteria, such as building height, setbacks, and open space, are included on Table 1.

PLEASE TYPE OR USE BALL-POINT PEN

OWNER'S NAME Peppertree Land Co PHONE 728-8377

OWNER'S MAILING ADDRESS 1385 S. Mission (street)

Fallbrook 92028 (city) (zip)

ORG PROJECT SERVICE AVAILABILITY LETTER ... SEWER SERVICE ...

ACCT

ACT

TASK

AMTS DATE

DISTRICT CASHIER'S USE ONLY

Section 1. PROJ. DESCRIPTION TM 4713, P87-069, R88-004, SP87-007

Assessor's Parcel Number(s) (Add extra if necessary)

Table with 3 columns and 4 rows of parcel numbers: 104, 104, 106, 106

Table with 3 columns and 4 rows of parcel numbers: 350, 351, 041, 410

Table with 3 columns and 4 rows of parcel numbers: 15, 17, 18, 44

and 19 SEE BELOW

NOTE: FOR TENTATIVE MAPS, LARGE SCALE PROJECTS, SPECIFIC PLANS, NON-UPDATE GENERAL PLAN AMENDMENTS, REZONES, AND OTHER PROJECTS AS NOTED BY ASTERISKS, PLEASE ANSWER THE FOLLOWING ADDITIONAL QUESTIONS.

1. Is the project proposing its own wastewater treatment plant? YES NO

- 106-431-01 to 26
106-432-01 to 30
106-441-01 to 20
106-442-01 to 30

Owner/Applicant agrees to pay all necessary construction costs, dedicate all district required easements to extend service to the project, and COMPLETE ALL CONDITIONS REQUIRED BY THE DISTRICT.

Applicant's Signature TRS Consultants Address: 7867 Conroy Ct., Ste. 312 San Diego, Ca 92111

March 27, 1990 Phone: 496-2525

Completion of above, present to sewer district to establish service availability, Step 2 below.)

Section 2. SERVICE AVAILABILITY

Date: 4-3-90 Service Area: Plant #2

NOTE: This availability is also subject to the terms & conditions of an agreement #341 dated 4/4 1990 between Owner/Applicant & District.

DISTRICT NAME: Fallbrook Sanitary District

(Check as appropriate) Project is not in the district. Owner must apply for annexation.

Service IS IS NOT reasonably expected to be available.

project will not be served for the following reason(s):

Authorized Signature: Frederick C. Kern Title: Engineer Phone: 728-8319

(On completion of step Two, applicant submit with application to: Planning and Land Use, 5201 Ruffin Rd., Suite B., San Diego, Ca. 92123)

Section 3. SERVICE COMMITMENT

Date: Date this letter terminates

Amount of service committed or to be committed for this project: EDU's

Service IS IS NOT currently available. A condition of the TM or TPM shall indicate that service will be committed, if at all, prior to final approval of the subdivision map.

Service has been committed pursuant to a binding agreement satisfactory to this district. Expiration date is: (if 'None', so indicate).

Service capacity is committed for this project until termination date of this letter.

Conditions which shall be satisfied before a service commitment can be binding and before a final map is approved:

Authorized Signature: Title: Phone:

Note: No commitment is given by completion of Step 2. The district may complete Step 3 of the form at the same time as completing

PROJECT FACILITY AVAILABILITY FORM

CA-249B



Please type or use pen

PEPPERTREE LAND CO 728-8377
 Owner's Name Phone
 1385 S. MISSION RD
 Owner's Mailing Address Street
 FALLBROOK CA 92028
 City State Zip

ORG _____
 ACCT _____
 ACT _____
 TASK _____
 DATE _____ AMT \$ _____

DISTRICT CASHIER'S USE ONLY

SECTION 1: PROJECT DESCRIPTION TO BE COMPLETED BY APPLICANT

TM 4713 P87-069, R88-004
 Assessor's Parcel Number(s)
 (Add extra if necessary)

A. Major Subdivision (TM) Specific Plan or Specific Plan Amendment
 Minor Subdivision (TPM) Certificate of Compliance: _____
 Boundary Adjustment
 Rezoning (Reclassification) from _____ to _____
 Major Use Permit (MUP), purpose: PRD
 Time Extension... Case No. _____
 Expired Map... Case No. _____
 Other _____

104-350-15, 19, 104-351-17, 106-041-18
 106-410-44, 106-431-01 TO 26
 106-432-01 TO 30, 106-441-01 TO 20
 106-442-01 TO 30.

B. Residential Total number of dwelling units 267
 Commercial Gross floor area _____
 Industrial Gross floor area _____
 Other Gross floor area _____

C. Total Project acreage _____ Total number of lots 267

D. Is the project proposing the use of groundwater? Yes No
 Is the project proposing the use of reclaimed water? Yes No

Thomas Bros. Page 1-5 Grid C5, C6
 XXXX PEPPERTREE LANE
 Project address Street
 FALLBROOK 92028
 Community Planning Area/Subregion Zip

Owner/Applicant agrees to pay all necessary construction costs, dedicate all district required easements to extend service to the project and COMPLETE ALL CONDITIONS REQUIRED BY THE DISTRICT.

Applicant's Signature: ERIC KALLEN TRS CONSULTANTS Date: 4-15-91
 Address: 7867 CONVOY CT #312 SD 92111 Phone: 496-2525

(On completion of above, present to the water district to establish facility availability, Section 2 below)

SECTION 2: FACILITY AVAILABILITY TO BE COMPLETED BY DISTRICT

District name FALLBROOK PUD Service area _____

A. Project is in the district.
 Project is not in the district but is within its Sphere of Influence boundary, owner must apply for annexation.
 Project is not in the district and is not within its Sphere of Influence boundary.
 The project is not located entirely within the district and a potential boundary issue exists with the _____ District.

B. Facilities to serve the project ARE ARE NOT reasonably expected to be available within the next 5 years based on the capital facility plans of the district. Explain in space below or on attached (Number of sheets) _____
 Project will not be served for the following reason(s): _____

C. District conditions are attached. Number of sheets attached: _____
 District has specific water reclamation conditions which are attached. Number of sheets attached: _____
 District will submit conditions at a later date.

D. How long will the pipeline(s) have to be extended to serve the project? _____

Date: 4/16/91 Expiration date: _____ (One year from date of issuance unless district indicates otherwise.)
 Authorized signature: Bill Aguilera Print name: BILL AGUILERA
 Print title: ENG. SUPERVISOR Phone: 728-1125

NOTE: THIS DOCUMENT IS NOT A COMMITMENT OF SERVICE OR FACILITIES BY THE DISTRICT
 On completion of Section 2 by the district, applicant is to submit this form with application to the Zoning Counter at the Department of Planning and Land Use, 5201 Ruffin Road, San Diego, CA 92123

**FALLBROOK
PUBLIC UTILITY DISTRICT**

(619) 728-1125 FAX (619) 728-6029
990 East Mission Road, P.O. Box 1390
FALLBROOK, CALIFORNIA 92028-2299

RE: TM 4713

Facilities to serve the project will be extended upon necessary arrangements with the District however, service will not be available until the Metropolitan Water District is in a Stage 1 Water Alert.

Sincerely,



Bill Aguilera
Engineering Supervisor

BA:vgd

BOARD OF DIRECTORS
George C. Shippey, *President*
A. Spencer Lehmann, *Vice President*

Directors
Merritt S. Dunlap
W.A. Morgan
C.J. Wolk, Jr.

Gordon W. Tinker, *General Manager*
Jos. F. Jackson, *Chief Engineer*
Robert James, *General Counsel*

FALLBROOK

REFUSE SERVICE, INC.

418 W. Aviation
Fallbrook, California 92028

September 3, 1987

TRS Consultants
9909 Huennekens St., #220
San Diego, Ca. 92121

Att: Eric Kallen or Michelle Pasco

Dear Eric and Michelle;

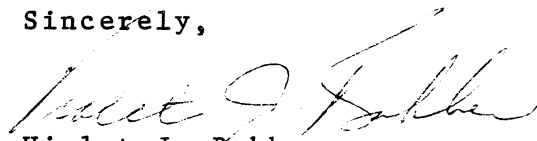
This Company operates a private collection service for the Greater Fallbrook Area, licensed by the County of San Diego.

In our fleet of vehicles, there are residential side-loaders for trash cans or trash bag service, and commercial front-loaders for handling trash bins.

Regarding the proposed Pepper Tree Park, our staff of employees are capable of handling any additional growth in the area.

For additional information, feel free to call.

Sincerely,



Violet J. Bakken
General Manager

ORG _____ PROJECT SERVICE AVAILABILITY LETTER
--- FIRE SERVICE ---
ACCT _____
ACT _____
TASK _____
AMT\$ _____ DATE _____

PLEASE TYPE OR USE BALL-POINT PEN

OWNER'S NAME Peppertree Land PHONE 728-8377

OWNER'S MAILING ADDRESS 1385 S. Mission
Fallbrook (street) 92028
(city) (zip)

DISTRICT CASHIER'S USE ONLY

APPLICANT COMPLETE

Section 1. PROJECT DESCRIPTION TM 4713, P87-069, R88-004, Assessor's Parcel Number(s)
TYPE (Check one or more) SP87-007 (Add extra if necessary)

- Major Subdivision (TM) Total Number of Lots _____
- Minor Subdivision (TPM)
- Major Use Permit (MUP)
- Large Scale Project
- Specific Plan
- Non-update General Plan Amendments
- Reclassification (Rezzone)
- Certificate of Compliance
- Boundary Adjustment
- Time Extension. . . . Case No. 4713
- Residential Total Number of dwelling units 267
- Commercial Gross floor area _____
- Industrial Gross floor area _____
- Other Gross floor area _____

Tax Rate Area(s) _____ ; _____

Project Address/Location Peppertree Lane

DISTRICT NAME _____
If Project is not located within a district, is the project located within the Sphere of Influence of any district? _____ yes _____ no
If yes, indicate district name _____ and have district representative complete Section 2 of this form.
If no, please have the county fire marshal complete Section 2 of this form.

NOTE: In addition to subdivision requirements, the fire marshal may make additional requirements at the building permit stage.

Applicant's Signature [Signature] TRS Consultants Address: 7867 Convoy Ct., Ste. 312

Date: March 27, 1990 Phone: 496-2525

(On completion of above, present to fire district to establish service availability, Step 2 below.)

Section 2. SERVICE AVAILABILITY Date: 4/3/90 Service Area: # 2

Indicate location and distance of fire station nearest to project: DISTANCE App 2 miles
THE STATION AT 315 E. IVY ST.

(check One or More)

1. The district certifies that the project is in the district and eligible for service, adequate fire protection service will be available concurrently with need. This certification expires on 4/3, 19 92.
2. The district certifies that the project is not in the district but upon annexation to the district adequate fire protection services will be available concurrently with need. This certification expires on _____, 19 _____.
3. The project is NOT in any district and is ineligible for service.
4. If you wish any conditions to be included in the condition of approval, check here and attach a separate sheet.

DISTRICT REPRESENTATIVE'S SIGNATURE [Signature] DATE 4/3/90

TITLE Dist Fire Marshal



COUNTY OF SAN DIEGO

INTER-DEPARTMENTAL CORRESPONDENCE

November 13, 1987

DATE _____

TO: Department of Planning and Land Use (0-650)

FROM: M. Ringer
Sheriff's Department (C-41)

LAW ENFORCEMENT SERVICES RESPONSE TIME PROJECT CASE# P87-057

The Sheriff's Department services as they relate to the above referenced project are as follows:

A. The proposed project site is within the Sheriff's Beat No. 389 of the Fallbrook Sheriff Substation, 127 E Hawthorne Street, Fallbrook, California 92028.

B. The average patrol response time to the project's site is 11.0 minutes for priority calls and 17.7 minutes for non-priority calls.

C. Patrol coverage is deployed as follows:

Patrol Schedule (Beat # 381-399)

3 units during the 6:30 a.m. to 3:00 p.m. shift
3 units during the 2:30 p.m. to 11:00 p.m. shift
2 units during the 10:30 p.m. to 7:00 a.m. shift

Service impact analyses such as this for proposed developments are based upon projected population increases. The anticipated increase in population due to this project will not have a significant impact on law enforcement services for the area now. However, it is anticipated that a combined effect on population of this and other developments in the vicinity over the next several years will require increases to the current number of patrol units. The San Diego County Board of Superv-

JOHN F. DUFFY, SHERIFF


M. Ringer
Administrative Management Division

MR/bjw

PLEASE TYPE OR USE BALL-POINT PEN

ACCT _____

OWNER'S NAME Peppertree Land PHONE 728-8377

ACT _____

OWNER'S MAILING ADDRESS 1385 S. Mission
 (Street)

TASK _____

Fallbrook 92028
 (city) (zip)

AMT\$ _____ DATE _____

DISTRICT CASHIER'S USE ONLY

Section 1. PROJECT DESCRIPTION TM 4713, P87-069, R88-004, SP87-007

APPLICANT COMPLETE

PROJECT NAME Peppertree

PROJECT ADDRESS/LOCATION Peppertree Lane

- TYPE (Check one or more)
- Reclassification (Rezone)
 - Large Scale Project
 - Specific Plan
 - Non-update General Plan Amendment
 - Residential
 - Single Family
 - Multiple Family
 - Mobilehomes
 - Commercial
 - Major Use Permit
 - Time Extension

Assessor's Parcel Number(s)
 (Add extra if necessary)

Total Number of dwelling units <u>267</u>	104-350-15	106-431-01 to 26
Total Number of dwelling units _____	104-350-19	106-432-01 to 30
Total Number of dwelling units _____	104-351-17	106-441-01 to 20
Gross floor area _____	106-041-18	106-442-01 to 30
	106-410-44	

Applicant's Signature TRS Consultants Address: 7867 Convoy Ct., Ste. 312

Date: March 27, 1990 Phone: 496-2525

(On completion of above, present to County for submittal as a part of the application package.)

Section 2.

NAME OF SCHOOL DISTRICT FALLBROOK UNION HIGH/FALLBROOK ELEMENTARY

DISTRICT REPRESENTATIVE

DISTRICT: Check one of the following as being applicable to the above projects:

Fees will be levied either in accordance with Gov. code Sec. 53080 (AB 2926) or Gov. code Sec. 65970 (SB201) prior to the issuance of building permits.

Other district requirements, e.g., dedication of land. Please specify _____

DISTRICT: If above project involves one or more dwelling units, complete the following:

Attendance area(s) which will serve the above project:	Grades served	Approx. distance from project	No. of students generated
Elementary <u>VARIOUS</u>	<u>K-6</u>	_____	_____
Jr. High <u>POTTER JR. HIGH</u>	<u>7-8</u>	_____	_____
Sr. High <u>FALLBROOK UNION HIGH</u>	<u>9-12</u>	_____	_____

DISTRICT REPRESENTATIVE Donald Callard Date 4-2-90

Title ASST. SUPT. Phone 723-6332

Note: The sole purpose of this form is to provide information to the San Diego Department of Planning and Land Use.

**MARKET ANALYSIS:
DEVELOPMENT POTENTIAL
OF AN 80-ACRE SITE
IN FALLBROOK,
SAN DIEGO COUNTY**



Suite 524, Security Pacific Plaza
1200 Third Avenue
San Diego, CA 92101
(619) 236-5353

L

A nonprofit corporation chartered by the San Diego Association of Governments

APPENDIX G

**MARKET ANALYSIS:
DEVELOPMENT POTENTIAL
OF AN 80-ACRE SITE
IN FALLBROOK,
SAN DIEGO COUNTY**

**Prepared for:
Peppertree Land Company
Duane Urquhard, Managing General Partner**

**Prepared by:
SourcePoint
Kenneth D. Fabricatore, Project Manager**

November 1984

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CHAPTER 1
INTRODUCTION

Introduction

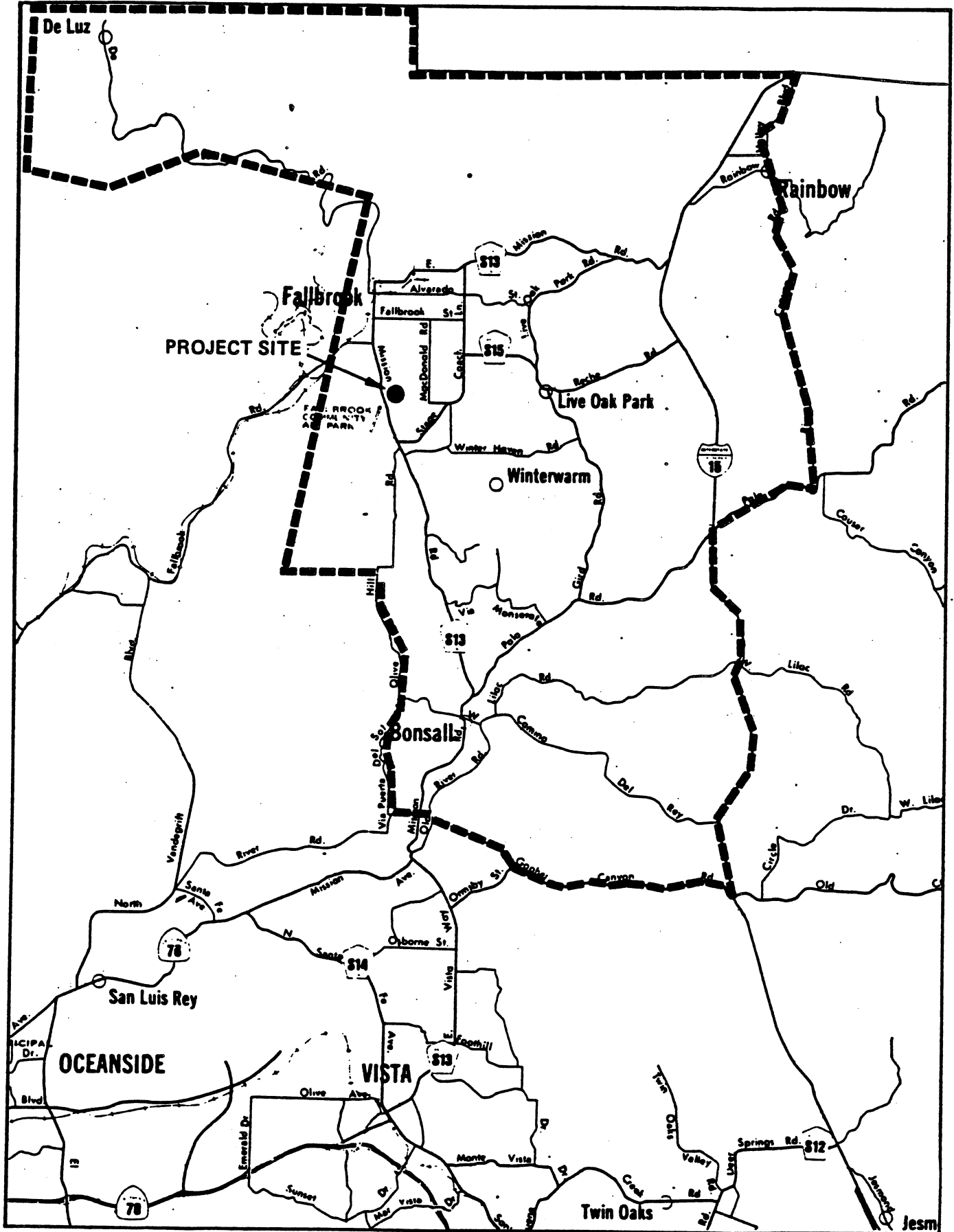
The market analysis presented in this report evaluates the development potential of an 80-acre site located in Fallbrook. Owned by Peppertree Land Company, the project site is vacant and lies on Pepper Tree Lane in an area south of the Central Business District and just east of Mission Road. The general location of the project site is shown in Exhibit 1.

The development potential of the project site is estimated for the following types of uses: neighborhood commercial, general retail, commercial recreation, office, industrial, and overnight room accommodations (i.e. motel). For each of these land uses, development potential is expressed in terms of building area and developed acres that could be supported by Fallbrook's future level of population and business activity.

The study area for most of the analysis contained in this report extends well beyond the Fallbrook community boundaries. As shown in Exhibit 1, the study area basically extends northerly to the Riverside County line, easterly to Interstate 15, southerly to Gopher Canyon Road, and westerly to Camp Pendleton. The study area, subsequently referred to as the "Fallbrook area," is considered sufficiently large to gauge overall market trends which will influence growth and development in central Fallbrook.

Major findings of this report are presented in Chapter II, Executive Summary. Analyzed in Chapter III is the commercial development potential of the project site, including neighborhood commercial uses, general retail, and commercial recreation. Future demand for office space in the Fallbrook area is estimated in Chapter IV. An industrial market analysis is presented in Chapter V, and the final Chapter VI assesses future demand for overnight room accommodations.

EXHIBIT 1
PROJECT SITE AND FALLBROOK STUDY AREA



CHAPTER 2
EXECUTIVE SUMMARY

Executive Summary

By 1995, sufficient market demand should exist in the Fallbrook area to support development of 54.5 gross acres of commercial, office, industrial, and motel uses at the project site, as shown in Table 2.1. These uses would include a community shopping center with a general retailer, a full-service fitness/exercise center, two-story office buildings occupying 6.2 acres, 14 acres of industrial uses, and a 45-room motel. Combined, these facilities would occupy 595,800 square feet of building area and would absorb nearly 70 percent of the 80-acre project site.

The project site's development potential by 1990 is expected to be 34.5 gross acres and 362,100 square feet of building area, including a 13.6 acre neighborhood shopping center, a smaller fitness center, 68,600 square feet of office space, and 10 acres of industrial development. Due to minimum building size requirements, construction of a general merchandise store and a motel may not be feasible until after 1990.

Future development of the project site will be fueled by continuing population and employment growth in the Fallbrook area, especially in the southern portion of the area. The current population level of the Fallbrook area is 26,566. Based on forecasts prepared by the San Diego Association of Governments (Series 6 Regional Growth Forecasts), the area's population will increase to 34,514 by 1990 and 36,543 by 1995. About half of the projected population increase will occur in areas south of the project site. These southern residents would routinely patronize neighborhood commercial facilities located at the project site. In addition, Fallbrook is expected to have a sufficient population size by 1995 to support construction of its first general merchandise store, namely a small junior department store. The addition of a general retailer would elevate the status of the project from a neighborhood to a community shopping center and increase the project's customer drawing power.

TABLE 2.1
DEVELOPMENT POTENTIAL OF THE PROJECT SITE
SUPPORTABLE ACRES OF DEVELOPMENT AND SQUARE FEET OF BUILDING AREA¹

<u>LAND USE</u>	<u>1984 to 1990</u>		<u>Additional 1990 to 1995</u>		<u>Total 1984 to 1995</u>	
	<u>Net Acres</u>	<u>Square Feet</u>	<u>Net Acres</u>	<u>Square Feet</u>	<u>Net Acres</u>	<u>Square Feet</u>
COMMERCIAL						
Neighborhood	13.6	148,000	3.3	36,000	16.9	184,000
General Retail	—	—	2.0	20,000	2.0	20,000
Recreation (Fitness Center)	1.4	14,800	0.1	900	1.5	15,700
OFFICE	2.6	68,600	3.6	94,500	6.2	163,100
INDUSTRIAL	10.0	130,700	4.0	52,300	14.0	183,000
MOTEL (45 Rooms)	—	—	3.0	30,000	3.0	30,000
	27.6	362,100	16.0	233,700	43.6	595,800
GROSS ACREAGE²	34.5		20.0		54.5	

1. Acreage requirements will depend on building/site design. The assumed building to land ratios are about 25% for commercial and motel uses, and 30% for office and industrial buildings. Office buildings are assumed to have two stories. The acreage and square feet requirements of the 45-room motel will depend on number of stories and types of ancilliary facilities (e.g., swimming pool and coffee shop).

2. Includes roads, right-of-way, and landscaped areas, which are assumed to occupy 25% of total land area.

Source: SourcePoint

Future demand for additional office space and industrial land in Fallbrook will, of course, depend on the expanded business activity and attendant gains in employment. The Fallbrook area's current employment level of 6,500 is forecast to rise sharply to about 12,300 by 1995, a gain of 5,800 jobs. Of these new jobs, an estimated 1,800 will be with companies requiring office space and another 2,400 will be with industrial firms. The project site's development potential, as shown in Table 2.1, reflects the ability of the project site to capture a share of Fallbrook's projected office and industrial employment growth.

The market trends underpinning the project site's development potential and the methodology used to prepare estimates of supportable building area and acres of development are explained in the chapters that follow.

CHAPTER 3
MARKET SUPPORT FOR
COMMERCIAL DEVELOPMENT

Market Support For Commercial Development

The commercial development potential of the project area is evaluated below for three types of uses: neighborhood, general retail, and commercial recreation.

MARKET SUPPORT FOR NEIGHBORHOOD COMMERCIAL USES

The potential for Fallbrook residents to support future neighborhood commercial uses at the project site will depend upon several key factors that determine patronage levels at retail commercial centers. These factors include:

1. Market Area Limits - the geographic area from which is obtained the major portion of the patronage necessary for continuing support of commercial outlets.
2. Competition - the amount of existing as well as future commercial competition that will draw upon the same market area.
3. Consumer Demand - the population of households and the purchasing power of households residing in the market area.
4. Retail Sales Capture Rate - the potential for commercial outlets located in the market area to "capture" the expenditures of households within the market area.

An evaluation of these interrelated factors is presented below. This is followed by an overall assessment of the amount of neighborhood commercial development that ultimately could be supported by residents of the market area.

Market Area Limits and Competition

Neighborhood commercial stores do not create new buying power; rather, they attract customers from existing market areas or capture a portion of new

purchasing power in growing areas. Therefore, it is important to determine the geographical area from which commercial outlets located at the proposed project site could be expected to draw customers.

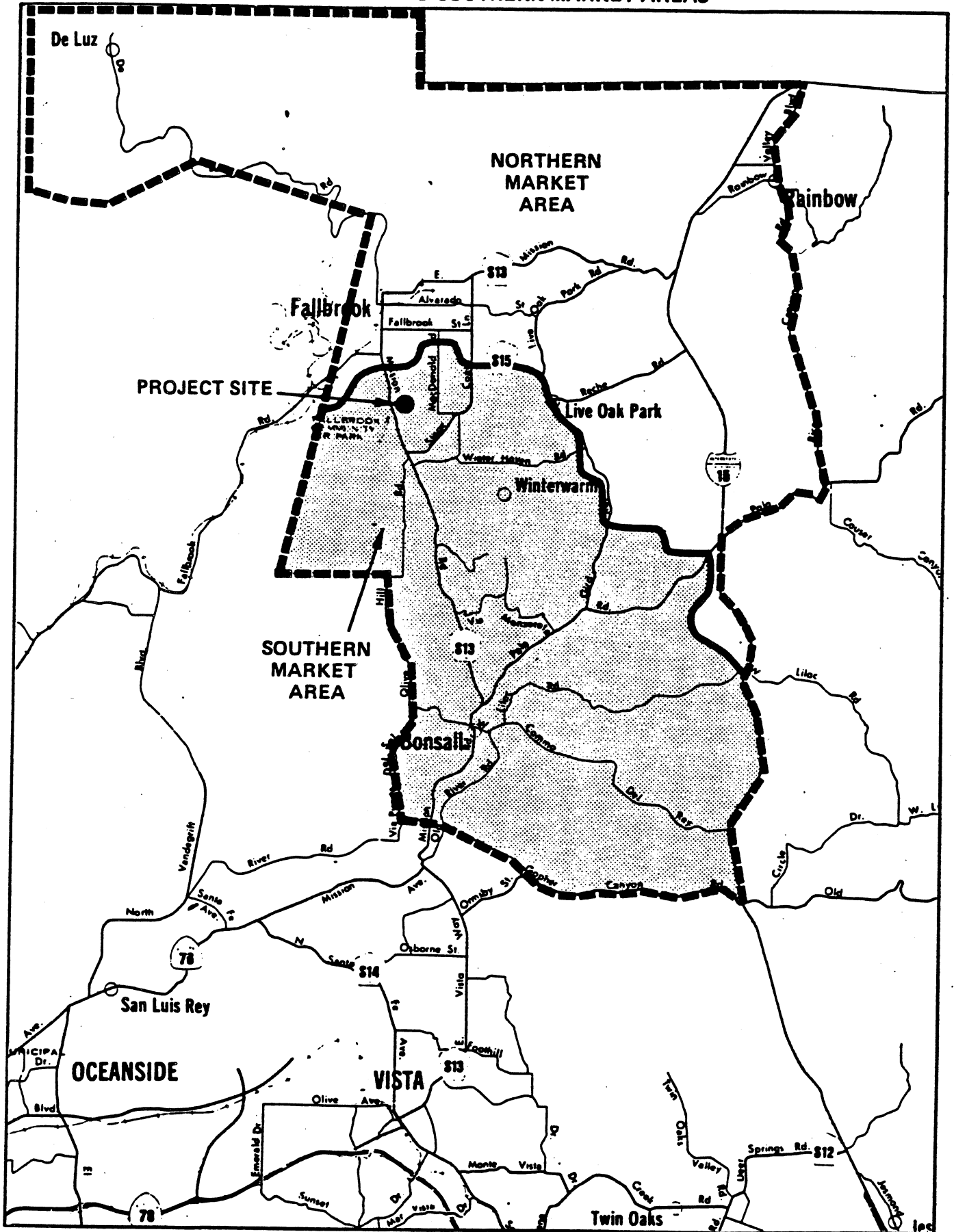
To a great extent, households buy convenience goods (food, drugs, and sundries) and personal services (dry cleaning, beauty care, shoe repairing, etc.) at commercial outlets located within their immediate neighborhoods. They will travel considerable distances to purchase more expensive goods and services, such as home furnishings, appliances, and auto repair, which typically are found at community and regional shopping centers.

As a widely accepted standard, neighborhood commercial outlets generally draw heavily from a geographic radius of 1 to 1.5 miles provided there is adequate access to the stores and travel time does not exceed five minutes.¹ The strongest "draw" or influence will be exerted closest to the site, with the influence gradually diminishing as distance from the site increases. Use of the radius or drive time standard is not reliable, however, as the only criterion for establishing the extent of a market area. The movement of shoppers in an urban area also is dependent upon the spatial relationships among competing retail centers. A household may reside within one mile of two similar shopping centers, for example, but shop routinely at one center because it entails less driving time. Or, a household may reside considerably beyond 1 to 1.5 miles from a particular commercial center but shop there anyway because it is the closest. The market area of a particular commercial center, therefore, needs to be adjusted to account for the location of existing as well as planned competition.

Adjusted for existing and proposed competition, the market area for the Pepper Tree site is shown in Exhibit 2 and is identified as the Southern Market Area. It encompasses areas having a shorter drive time to the Pepper Tree site than to other existing and proposed commercial centers in the Fallbrook area. Conversely, households residing in the Northern Market Area would find it more convenient in terms of driving time to shop at commercial sites other than the Pepper Tree site. These market areas are defined through the use of Source-Point's computer models which take into account Fallbrook's existing street network and average drive times on street segments.

¹Shopping Center Development Handbook, the Urban Land Institute, 1978, pp. 25 and 27.

EXHIBIT 2
FALLBROOK AREA
NORTHERN AND SOUTHERN MARKET AREAS



The northern reach of the Southern Market Area is severely limited due to existing and proposed competition. About one mile to the north of the Pepper Tree site lies the Central Business District, which contains two small shopping centers and numerous stand-alone outlets arranged in a commercial strip pattern along Main Avenue. The Fallbrook Town Center, a 12-acre neighborhood shopping center containing 130,000 square feet, is being constructed at the intersection of Mission Road and Ammunition Road - about .75 mile north of the Pepper Tree site. Adjacent to the Fallbrook Town Center, a small shopping area (3 acres) is proposed for development. In addition, the Fallbrook Mercantile is another small retail center (35,000 square feet for a supermarket and 30,000 square feet for shops and offices) proposed for development on Main Avenue in the Central Business District.

Due to the lack of significant commercial competition, existing or proposed, the market area for the Pepper Tree site extends a considerable distance to the south (about 6 miles) and encompasses much of the Bonsall community. The population of Bonsall is currently about 2,000 and is expected to reach 3,200 by 1995. Although the Bonsall Community Plan provides for 8 acres of neighborhood commercial uses, the community's population level will not be sufficient to support development of a sizable neighborhood shopping center. Additional small convenience stores and markets will undoubtedly locate in Bonsall, but residents of the community will still have a tendency to shop in Fallbrook where a greater variety of retail outlets and services are available. They would certainly shop, at least occasionally, at the project site in the event a general retail store locates there (see Market Support for General Retail Uses, below). The variety of shopping facilities available in Fallbrook also would enable Bonsall residents to consolidate their shopping trips for convenience goods/services and general merchandise, increasing the drawing power of Fallbrook and the project site.

The above discussion is not to suggest, however, that Bonsall residents will patronize Fallbrook commercial establishments as frequently as other residents of the Southern Market Area. As mentioned previously, the strongest customer draw will be exerted closest to the commercial site, with the influence gradually diminishing as distance from the site increases. Being farthest from the project site, Bonsall residents would shop least frequently at the project site. But this loss in market area patronage would be offset by the gain in patronage by

residents living closest to the site. The market analysis presented below is based on the average propensity of market area residents to shop at the project site.

The eastern reach of the Southern Market Area is limited by proposed competition on Pala Road, about .25 miles east of Interstate 15. A 10-acre neighborhood shopping facility is planned as part of the Campus Park Specific Plan. Some residents of the Southern Market Area (eastern portion) may patronize this proposed commercial facility, but they are also expected to shop in Fallbrook for the same reasons cited above for Bonsall.

Finally, Pepper Tree Village, a 2.5 acre shopping area comprised of about 27,000 square feet of small retail outlets, is located immediately to the west of the project site at the intersection of Mission Road and Pepper Tree Lane. Because its location is adjacent to the project site, Pepper Tree Village will not influence the size of the project site's market area (i.e., the Southern Market Area). Retail customers residing in the Southern Market Area would find Pepper Tree Village and the project site to be equally accessible in terms of driving time. While Pepper Tree Village would not reduce the size of the market area, it would reduce retail sales at the project site. (An adjustment for this potential loss in patronage is made subsequently.)

Customer Demand for Convenience Goods and Services

The potential demand for goods and services typically available at neighborhood shopping facilities is a direct function of the number of households and the buying power of households within the market area. Presently, 2,776 households reside in the Southern Market Area (refer to Table 3.1). This number is expected to increase to 3,994 in 1990 and 4,801 in 1995, based on SANDAG Series 6 Regional Growth Forecasts. Consistent with current and historical development trends, the Northern Market Area is anticipated to grow more rapidly than the Southern Market Area over the next five years. After 1990, however, the Southern Market Area will grow at a faster pace than the rest of the Fallbrook area, reflecting changes in the availability of developable land.

The income level within the market area is important, not only in terms of total dollars available for expenditures on retail items, but also with respect to expendable income by retail categories. In 1980, the U.S. Bureau of Labor Statistics

TABLE 3.1

FALLBROOK AREA
POPULATION AND HOUSEHOLDS BY MARKET AREA
1984-1995

	<u>1984</u>	<u>1990</u>	<u>Increase 1984-1990</u>	<u>1995</u>	<u>Increase 1990-1995</u>
<u>Southern Market Area</u>					
Population	8,235	11,390	3,155	13,155	1,765
Households	2,776	3,994	1,218	4,801	807
<u>Northern Market Area</u>					
Population	18,331	23,124	4,793	23,388	264
Households	6,178	8,779	2,601	8,860	81
<u>Total Fallbrook Area</u>					
Population	26,566	34,514	7,948	36,543	2,029
Households	8,954	12,773	3,819	13,661	888

Sources: 1) SANDAG Series 6 Regional Growth Forecasts
2) State Department of Finance (population and household estimates for 1984)

compiled survey data on the expenditure patterns of households in San Diego County (see reference at the bottom of Table 3.2). For households of varying income levels, the data indicate the typical annual household outlays on 12 items; including 7 categories of retail goods and services, housing, medical care, taxes, savings, and miscellaneous expenditures. SourcePoint applied this expenditure data to the 1980 income distribution (census) in the Fallbrook area and derived an average household expenditure for each of the 12 expenditure categories. The results of the estimating procedure are shown in Table 3.2. To derive 1984 estimates, the 1980 amounts are adjusted upward by 30 percent to reflect the rise in both local consumer prices and real family income since 1980.

Household expenditures for food and beverage, sundries, drugs, small household items (e.g., hardware, small appliance, plants) and personal care services (e.g., cleaning and beauty) are especially relevant for purposes of this analysis. These convenience goods and services are typically sold at neighborhood commercial centers and customers generally buy these items at locations closest to home. To purchase more expensive items or when variety is an important consideration (e.g., important apparel), customers will tend to frequent regional shopping centers where large department stores are located.

For the Southern Market Area, estimated household expenditures on convenience goods and services are shown in Table 3.3. The average household is projected to spend \$8,721 annually on the following items:

- o Food at home and other groceries
- o Food away from home (20 percent)
- o Clothing (20 percent)
- o Personal care services
- o Other convenience goods and services (e.g., non-prescription drugs, tobacco products, alcoholic beverages, and other sundries)

Because households patronize restaurants and buy clothing to a great extent at commercial outlets located outside their immediate neighborhoods, only 20 percent of household expenditures on "food away from home" and clothing is included in the dollar amounts indicated in Table 3.3. Viewed another way, it is assumed that 20 percent of household expenditures on these two items will be made at neighbor-

TABLE 3.2
FALLBROOK AREA
ESTIMATED ANNUAL HOUSEHOLD EXPENDITURES

<u>Household Budget Category</u>	<u>Household Average</u>	
	<u>1980</u>	<u>1984¹</u>
Retail Goods & Services		
Food at home and other groceries	\$ 4,341	\$ 5,643
Food away from home	1,240	1,612
Clothing	1,472	1,914
Personal care	519	675
Transportation	1,992	2,590
Home furnishings & operations	1,292	1,680
Other retail goods & services ²	<u>1,306</u>	<u>1,698</u>
Total	\$12,162	\$15,812
Housing	\$4,305	\$5,597
Medical Care	\$1,607	\$2,089
Miscellaneous Expenditures	\$1,154	\$1,500
Taxes	\$5,400	\$7,020
Savings	<u>\$1,039</u>	<u>\$1,351</u>
TOTAL EXPENDITURES	\$25,667	\$33,369
CONSUMPTION³	\$19,228	\$24,998
DISPOSABLE INCOME⁴	\$20,267	\$26,349

1. Reflects 30 percent increase since 1980: 25 percent rise in Consumer Price Index for San Diego Metropolitan Area plus 5 percent rise in real income growth.
2. Includes alcoholic beverages, tobacco products, reading, non-prescription drugs, and other expenditures on sundries.
3. Total Expenditures, less taxes and savings.
4. Total Expenditures, less taxes.

Sources: 1) 1980 Census data on income distribution in Fallbrook Subregional Area.
 (2) Handbook of Labor Statistics, U.S. Department of Labor, Bureau of Labor Statistics, (Annual Expenditures of Families in San Diego by Income Level, Table 150), December 1980.

TABLE 3.3

SOUTHERN MARKET AREA
ESTIMATED ANNUAL HOUSEHOLD EXPENDITURES
ON CONVENIENCE GOODS AND SERVICES
(1984 DOLLARS)

<u>Convenience Goods & Services</u>	Average	<u>Aggregate Expenditures of Households¹</u>		
	Per Household <u>1984</u>	<u>1984</u>	<u>1990</u>	<u>1995</u>
Food at Home and Other Groceries	\$5,643	\$15,664,968	\$22,538,142	\$27,092,043
Food Away from Home ²	322	893,872	1,286,068	1,545,922
Clothing ²	383	1,063,208	1,529,702	1,838,783
Personal Care Services	675	1,873,800	2,695,950	3,240,675
Other Convenience Goods & Services	<u>1,698</u>	<u>4,713,648</u>	<u>6,781,812</u>	<u>8,152,098</u>
TOTAL	\$8,721	\$24,209,496	\$34,831,674	\$41,869,521

1. Derived by multiplying the 1984 average expenditure per household by total number of households given in Table 3.1.

2. 20 percent of the amount shown in Table 3.2.

hood "convenience outlets," such as fast food restaurants, coffee shops, and small shops selling casual wear.

Residents of the Southern Market Area are currently spending an estimated \$24.2 million annually on convenience goods and services. This level of spending is forecast to increase to over \$34.8 million in 1990 and almost \$41.9 million in 1995 (1984 dollars). These expenditure levels are derived by multiplying the 1984 average household expenditure on convenience goods and services (\$8,721) by the total number of households expected to reside in the Southern Market Area (see Table 3.1).

Retail Sales Capture Rate

Households residing in the Southern Market Area will spend an estimated \$34.8 million in 1990 and \$41.9 million in 1995 on goods and services customarily sold at neighborhood commercial outlets. In terms of potential household spending at stores located within the Southern Market Area, these expenditure levels should be viewed as maximum amounts. That is, a significant share of this spending will occur at stores located outside the market area.

Household members buy convenience goods while shopping at community and regional shopping centers, while on vacation, or during the course of the work trip, to mention a few possibilities. Conversely, non-residents of the market area can be expected to make expenditures within the market area for a host of reasons (e.g., visiting friends, drivers passing through the area, etc.). On net, however, the gain in the market area expenditures attributable to non-residents will likely be more than offset by the loss in expenditures due to residents shopping outside the neighborhood market area. The reason for the net loss is due to consumer purchases of convenience goods at community and regional shopping centers, which reduce household expenditures in most neighborhood market areas. Exceptions would be market areas encompassing tourist-oriented neighborhoods or major employment centers.

Based upon marketing studies of household spending patterns in urban areas, 60-70 percent of household expenditures on convenience goods and services are made within 1 to 1.5 miles of home or within five minutes driving time (adjusted for location of competition).¹ Said another way, neighborhood commercial outlets in a given market area can expect to "capture" 60-70 percent of such expenditures.

Multiplying a capture rate of 65 percent by total expenditures of households residing in the Southern Market Area yields approximately \$22.6 million in 1990 and \$27.2 million in 1995. These dollar levels should be considered as minimum amounts because many non-residents of the market area will make expenditures in the Southern Market Area. The gain in spending by non-residents, however, probably would not offset the 35 percent spending loss attributable to residents shopping outside the market for reasons discussed above. Thus, the minimum and maximum expenditure levels forecast within the Southern Market Area are as follows:

	<u>1990</u>	<u>1995</u>
Minimum Expenditures	\$22.6 million	\$27.2 million
Maximum Expenditures	\$34.8 million	\$41.9 million
Mid-Range Expenditures	\$28.7 million	\$34.6 million

For purposes of estimating the market support potential for neighborhood commercial development (see below), the mid-range expenditure levels are used. It should be noted that actual household spending patterns and amounts in the market area will depend upon the types and quality of stores available. For example, a new service station or auto parts store would capture a share of household transportation expenditures, whereas the absence of a clothing store and restaurant would reduce neighborhood expenditures to zero in these categories. While the specific types of commercial outlets that may locate in the project area are presently unknown, the methodology and assumptions described above are considered reasonable for gauging potential consumer demand for convenience goods and services within the Southern Market Area.

Market Support Potential for Neighborhood

Commercial Development

The Southern Market Area will be able to support an estimated 148,000 square feet of additional neighborhood commercial development by 1990 and 184,000 square feet by 1995, as shown in Table 3.4. These market support levels are

¹Shopping Center Development Handbook, the Urban Land Institute, 1977, p. 25.

TABLE 3.4**MARKET SUPPORT POTENTIAL
FOR ADDITIONAL NEIGHBORHOOD COMMERCIAL
DEVELOPMENT IN THE SOUTHERN MARKET AREA**

	<u>1990</u>	<u>1995</u>
Annual Household Expenditures on Convenience Goods & Services ¹	\$28.7 million	\$34.8 million
Supportable Square Feet of Gross Leasable Area ²	175,000	211,000
Less: Existing Competition ³	<u>- 27,000</u>	<u>- 27,000</u>
	148,000	184,000
Supportable Net Acres of Additional Neighborhood Commercial Development ⁴	13.6	16.9

1. Mid-range of minimum to maximum expenditures (1984 dollars).
2. Computed on the basis of \$164 of household expenditures per square foot.
3. Pepper Tree Village, a neighborhood shopping facility containing 27,000 square feet.
4. Computed on the basis of 10,890 square feet of floor area per net acre. Net acres exclude streets and public right-of-way.

derived by dividing forecasted annual household expenditures (mid-range) by \$164.00, which is the median annual sales volume per square foot of gross leasable area in neighborhood shopping centers. The \$164.00 figure was computed by the Urban Land Institute based on a survey of 118 neighborhood shopping centers in western states of the U.S.¹ Gross leasable area is total floor area designed for tenant occupancy.

In terms of developed land area, the market support potential is estimated to be 13.6 additional net acres by 1990 and 16.9 additional net acres by 1995. These acreage estimates assume that gross leasable area will occupy 25 percent of total developed land area. Streets and public right-of-way are excluded from the acreage estimates (hence, net acres).

The above estimates of market support potential - square feet of gross leasable area and net developed acres - are adjusted downward to account for existing competition in the Southern Market Area. Pepper Tree Village, an existing 27,000 square foot shopping facility located adjacent to the project site, will reduce patronage at other retail outlets in the market area. The computations made in Table 3.4 reflect this potential loss in retail sales.

In addition, future commercial projects that may be developed in southern Fallbrook will, of course, compete with the proposed Pepper Tree project. The extent to which the commercial development potential of the project site would be reduced would depend on the timing, extent, and proximity of additional competition.

MARKET SUPPORT FOR GENERAL RETAIL USES

Owing to its population size, Fallbrook is currently without a sizable general retailer, such as a department store (full-line or junior), discount department store, or large variety store.² These types of general retailers normally require a

¹Dollars & Cents of Shopping Centers: 1984, the Urban Land Institute, 1984, p. 162, Table 6-12.

²Examples would include: junior department store — Penneys and Walker Scott (local); discount department store - Ardan and K-Mart; variety store - Woolworth and Pic 'N Save.

minimum population support level of 20,000-40,000 within a 10-15 minute drive time, although a full-line department store will require a minimum of 150,000 population. The current population of the Fallbrook area is 26,566. With completion of the Fallbrook Towne Centre, the community soon will have a large variety store (Sprouse Reitz) containing 17,500 square feet with emphasis on apparel and domestics.

General retailers tend to locate in community and regional shopping centers because of the customer drawing power of such centers. In addition to the convenience goods and personal services of the neighborhood center, a community center provides a wider range of facilities for the sale of soft lines (apparel and domestics) and hard lines (hardware, appliances, and home improvement supplies). The community center also provides a greater merchandise selection in terms of sizes, styles, brands, colors, and prices. It is built around a junior department store or discount department store as the principal tenant, in addition to a supermarket. It also will have, typically, a large variety store or strong specialty outlet. It will not have a full-line department store which tends to locate in a regional center.

As indicated in the previous sections of this report, sufficient demand will exist to support development of a sizable neighborhood shopping center at the project site. Inclusion of a general retailer, junior department store or discount department store, would elevate the status of the project from a neighborhood to a community shopping center and increase the project's drawing power.

Population Support Levels for General Retail Stores Located in Community Shopping Centers

The market support potential for general retail stores in Fallbrook can be estimated through the use of population support standards compiled by the Urban Land Institute, a market research institution based in Washington, D.C. These standards indicate the population levels required to support various amounts of gross leasable area for three types of general retailers located in community shopping centers throughout the United States.

For example, a population level of 30,000 is required to support a junior department store or discount department store containing 16,000-20,000 square feet of

TABLE 3.5

POPULATION SUPPORT LEVELS FOR
GENERAL RETAIL STORES LOCATED IN U.S.
COMMUNITY SHOPPING CENTERS

<u>Required Population Level</u>	<u>Supportable Square Feet of Gross Leasable Area</u>		
	<u>Jr. or Discount Department Store</u> ¹	<u>Variety Store</u>	<u>Total</u>
20,000	11,200-13,000 ²	9,800	21,000-22,800
30,000	16,000-20,000	15,000	31,000-35,000
40,000	20,000-25,000	20,100	40,100-45,100
40,000-90,000	30,500-60,000	N/A	—

¹High-end of range is for discount department store; low-end is for junior department store.

²Stores of this size are not considered economical or competitive in California.

- Sources: 1. Shopping Center Development Handbook, the Urban Land Institute, 1979.
2. Dollar & Cents of Shopping Centers: 1984, the Urban Land Institute, 1984.

TABLE 3.6

FALLBROOK AREA
POPULATION FORECASTS AND
SUPPORTABLE SQUARE FEET OF
GENERAL RETAIL STORES

	<u>1984</u>	<u>1990</u>	<u>1995</u>
Population	26,566	34,516	36,543
General Retail - Square Feet of Supportable Floor Area	23,000 to 30,900	35,100 to 40,500	36,900 to 42,900
Less: Existing Competition	<u>-17,500</u>	<u>-17,500</u>	<u>-17,500</u>
Net Total	5,500 to 13,400	17,600 to 23,000	19,400 to 23,000

Source: SourcePoint

DEMAND FOR COMMERCIAL RECREATION

Commercial recreation uses include a large variety of facilities designed to meet consumer demands for active recreation. Golf courses, bowling alleys, amusement centers, health clubs, dance studios, fitness centers, and billiard parlors are a few examples of such uses. Future demand for commercial recreation in a specific geographic area is most difficult to gauge because of the diversity of activities that compete for people's leisure time. Also, consumer preferences change markedly over time and are difficult to quantify. This analysis focuses on one major type of commercial recreation use - exercise and fitness facilities, which are expanding rapidly in California in response to increasing consumer demand.

In San Diego County, there are approximately 70 full-service fitness centers and health clubs that provide the following programs and facilities: body building facilities and weight room, exercise programs, locker room and shower facilities, saunas and/or whirlpools, and swimming pool, racquetball courts, and/or indoor gymnasium. Not included in these 70 centers and clubs are establishments which provide a more limited variety of facilities and programs.

SourcePoint conducted a random telephone survey of 12 full-service fitness centers and health clubs to ascertain their facility sizes and membership levels. The size of the establishments surveyed varied widely from 4,800 to 37,000 square feet, but the median size was in the range of 10,000 to 15,000 square feet. The mid-point of this range, 12,500 sq. ft., was used to estimate the total building area of the 70 fitness centers and health clubs in San Diego County. Most of the establishments surveyed were unwilling to supply information on their membership levels.

Assuming an average facility size of 12,500 square feet, San Diego County contains 875,000 sq. ft. of buildings used for full-service fitness centers and health clubs, as shown in Table 3.7. The current population level of the county is 2,040,905, suggesting a market support ratio of 429 square feet per 1,000 population.

The forecasted population of the Fallbrook area is 34,514 in 1990 and 36,543 in 1995. Given the county's estimated market support ratio of 429 square feet per

1,000 population, the Fallbrook area would be able to support a full-service fitness center containing 14,800 square feet by 1990 and 15,700 square feet by 1995.

TABLE 3.7

SAN DIEGO REGION
 FULL-SERVICE FITNESS CENTERS AND HEALTH CLUBS
 SQUARE FEET OF FACILITIES PER 1,000 POPULATION

	<u>Number of Fitness Centers and Health Clubs</u>	<u>Estimated Square Feet</u>	<u>Population 1984</u>	<u>Square Feet Per 1,000 Population</u>
North County	17	212,500	436,845	486
Balance of County	<u>53</u>	<u>662,500</u>	<u>1,604,060</u>	<u>413</u>
TOTAL COUNTY	70	875,000	2,040,905	429

Source: SourcePoint

CHAPTER 4

DEMAND FOR OFFICE SPACE

Demand For Office Space

Introduction

The Fallbrook area presently has an estimated 216,000 square feet of occupied office space, excluding public buildings (e.g., post office and schools). Almost all of the existing office space is contained in relatively small facilities, including 13 banks and S&Ls, stand-alone real estate offices, and other small outlets providing business and personal services. No sizable office building exists in the area and none is proposed. The Fallbrook Mercantile, a small shopping center planned for construction near the intersection of Main Street and Fallbrook Street, will provide 30,000 square feet for both retail shops and offices, but the split between these two uses is currently unknown.

Future Office Space Demand in the Fallbrook Area

By the year 1990, sufficient demand should exist to support construction of about 163,000 additional square feet of private office space in the Fallbrook area. Construction of an additional 112,000 square feet is anticipated during the period 1990-1995. These forecasts, as explained below, are predicated on two factors: (1) anticipated growth in office employment in the Fallbrook area, and (2) the San Diego Region's current office employment density of 155 square feet of floor area per office worker.

Employment forecasts for the Fallbrook area are presented in Table 4.1. The employment categories which are most likely to be users of private office space are as follows:

- o **Non-Retail Personal Services - health care, legal, private education, social and other non-retail personal services.**

- o **Business Services - secretarial, consulting, engineering, personnel recruitment, business supplies, and other business services.**

TABLE 4.1

FALLBROOK AREA
TOTAL EMPLOYMENT BY INDUSTRY

<u>Industry</u>	<u>1980</u>	<u>1984</u>	<u>1990</u>	<u>1995</u>
Agriculture	1,384	1,435	1,246	1,208
Manufacturing	408	624	1,869	2,075
Transportation, Communications, & Utilities	197	168	438	482
Wholesale Trade	227	325	550	572
Retail Trade	903	1,154	2,234	2,550
Retail and Non-Retail Personal Services	573	768	1,684	1,913
Business Services	361	414	553	630
Finance, Insurance & Real Estate	284	368	564	624
Construction	147	192	609	536
Government (excl. military)	<u>1,031</u>	<u>1,010</u>	<u>1,579</u>	<u>1,731</u>
Total Employment	5,515	6,458	11,326	12,321

Source: SANDAG Series 6 Regional Growth Forecasts

o Finance, Insurance, and Real Estate

The employment category of Non-Retail Personal Services excludes services such as drying cleaning, beauty care, appliance repair, and other retail services which tend to locate in commercial facilities. (The commercial market analysis presented in the previous section of this report estimated space demands for these retail services.)

Combined, the three office employment categories listed above currently account for 1,396 jobs in the Fallbrook area, as shown in Table 4.2. Private office employment is expected to increase to 2,447 by 1990 and to 3,167 by 1995. The largest office employment gains are anticipated in non-retail personal services, which is typical of communities having a population level and growth potential comparable to Fallbrook's.

A 1982 survey of private office buildings located throughout San Diego County found a total of 14.8 million square feet of existing office space and anticipated that another 1.2 million square feet would be completed by 1983.¹ From SANDAG's 1983 employment survey, it is estimated that 103,000 private employees work in these buildings, indicating an average employment density of 155 square feet per office worker. Included in this figure is common area space, such as storage areas, restrooms, and stairways.

Forecasted office space demands in the Fallbrook area, as indicated in Table 4.2, are derived by multiplying 155 square feet per worker by projected office employment. Thus, a total of approximately 379,000 square feet is forecast for the year 1990 and 491,000 square feet for the year 1995. The projected increase in office space development is therefore about 163,000 by 1990. During the period 1990-1995, an additional 111,600 square feet will be needed. Also shown in Table 4.2 is projected demand for office space by type of office employment, which is used below to forecast office space by two market areas within Fallbrook.

¹1982 San Diego Office Building Guide, San Diego Chamber of Commerce, p. 9.

TABLE 4.2

FALLBROOK AREA
PROJECTED OFFICE EMPLOYMENT AND
SQUARE FEET OF PRIVATE OFFICE SPACE

<u>Office Employment</u>	<u>1984</u>	<u>1990</u>	<u>Increase 1984-1990</u>	<u>1995</u>	<u>Increase 1990-1995</u>
Personal Services (Non-Retail)	614	1,330	716	1,913	583
Business Services	414	553	139	630	77
Finance, Insurance, & Real Estate	<u>368</u>	<u>564</u>	<u>196</u>	<u>624</u>	<u>60</u>
Total Employment	1,396	2,447	1,051	3,167	720
<u>Office Space Requirements (Square Feet of Floor Area)</u>					
Personal Services (Non-Retail)	95,170	206,150	110,980	296,515	90,365
Business Services	64,170	85,715	21,545	97,650	11,935
Finance, Insurance, & Real Estate	<u>57,040</u>	<u>87,420</u>	<u>30,380</u>	<u>96,720</u>	<u>9,300</u>
Total Square Feet	216,380	379,285	162,905	490,885	111,600

TABLE 4.3

FALLBROOK AREA
FORECASTED INCREASE IN
OFFICE SPACE BY MARKET AREA

<u>Market Area</u>	<u>Additional Square Feet of Floor Area</u>	
	<u>1984-1990</u>	<u>1990-1995</u>
Southern	68,609	94,467
Northern	<u>94,296</u>	<u>17,133</u>
Total, Fallbrook Area	162,905	111,600

TABLE 4.4
POPULATION AND EMPLOYMENT GROWTH
BY MARKET AREA

<u>Market Area</u>	<u>A. Population Increase</u>			
	<u>1984-1990</u>	<u>Percent</u>	<u>1990-1995</u>	<u>Percent</u>
Southern	3,155	40	1,765	87
Northern	<u>4,793</u>	<u>60</u>	<u>264</u>	<u>13</u>
Total, Fallbrook Area	7,948	100%	2,029	100%

<u>Market Area</u>	<u>B. Increase in Total Employment</u>			
	<u>1984-1990</u>	<u>Percent</u>	<u>1990-1995</u>	<u>Percent</u>
Southern	2,707	56	654	66
Northern	<u>2,161</u>	<u>44</u>	<u>341</u>	<u>34</u>
Total, Fallbrook Area	4,868	100%	995	100%

though the project area is ideally located in the southern portion of Fallbrook, future projects that may be proposed for office development in southern Fallbrook will compete with the Pepper Tree project. Therefore, the office development potential of the Southern Market Area - 68,600 square feet by 1990 and an additional 94,500 square feet by 1995 - should be viewed as the maximum development potential of the Pepper Tree project. In terms of developed land area, the market support potential for office use in the Southern Market Area is approximately 2.6 acres by 1990 and a total of 6.2 acres by 1995. These acreage estimates are based on the assumption that the office building(s) will contain two floors and occupy 30 percent of land area.

CHAPTER 5
INDUSTRIAL
MARKET ANALYSIS

Industrial Market Analysis

Introduction

The Fallbrook area has 457 gross acres zoned for industrial use, but only 134 acres are presently developed for industrial purposes. These 134 acres are contained in four small industrial areas located along Mission Road. The remaining 323 industrially-zoned acres are contained in Campus Park, a proposed industrial center to be developed by Hewlett-Packard near the intersection of Interstate 15 and Pala Road. By 1990, Hewlett-Packard intends to employ 1,400 workers at Campus Park.

Presented below is an overall evaluation of Fallbrook's industrial development potential. This is followed by a more detailed analysis which forecasts demand for industrial land as a function of industrial employment trends and employment density (i.e., industrial workers per developed acre).

Overall Industrial Development Potential of the Fallbrook Area

With the exception of Campus Park, the prospects for substantial industrial development in Fallbrook are not bright. The industrial market is a regional one, and Fallbrook will find it difficult to compete for industrial users who desire site locations in North County. Other areas in North County have substantially more, and less expensive, land available for industrial development, have better transportation access, are closer to population centers and labor resources, and have better access to urban services and public facilities. Furthermore, four of the five North County cities have formed economic development agencies for the purpose of promoting industrial expansion in their respective areas.

Major industrial parks have been developed and more are planned in Escondido, Vista, San Marcos, Carlsbad, and Oceanside. In the next 15 years, these areas will have about four times the current number of acres ready for industrial development, based on existing community and general plans. The current 2,000 acres

zoned for industry will grow to more than 8,000 acres during the next 15 years. However, actual industrial land development will take place on only about 3,100 acres, leaving a substantial surplus of industrial land.

In addition, ample vacant land already has been prepared for industry in North County, and many industrial buildings are vacant. Vacancy rates are high county-wide, but the highest building vacancy rate, 33 percent, is in North County. This vacancy situation will make it even more difficult to develop new industrial land.

With more than enough land needed to accommodate expected growth, North County will continue to experience a highly competitive industrial market. In the competition, the Fallbrook community is not expected to fare well for reasons stated above, but lack of immediate freeway access will pose a major obstacle to the community's future industrial expansion. Most new manufacturers, wholesalers, distributors and other industrial users who rely upon immediate freeway access to ship goods to market will be discouraged from locating in Fallbrook when other more accessible sites are available elsewhere in North County.

TABLE 5.1

FALLBROOK AREA
 FORECASTED INCREASE IN
 DEVELOPED INDUSTRIAL ACRES

	<u>1984-1990</u>	<u>1990-1995</u>
Campus Park	70	—
Other Areas	<u>37</u>	<u>14</u>
Total	107	14

*Additional acres allocated to "Other Areas," 37 acres by 1990 and 14 more by 1995, could easily be absorbed in Campus Park should Hewlett-Packard make its site available to other industrial users.

TABLE 5.2

FALLBROOK AREA
INDUSTRIAL EMPLOYMENT FORECASTS

<u>Industry</u>	<u>1984</u>	<u>1990</u>	<u>1995</u>	<u>Increase</u>	
				<u>1984- 1990</u>	<u>1990- 1995</u>
Manufacturing	624	2,269	2,475	1,645	206
Transportation, Communications & Utilities	168	438	482	270	44
Wholesale Trade	<u>325</u>	<u>550</u>	<u>572</u>	<u>225</u>	<u>22</u>
	1,117	3,257	3,529	2,140	272

Source: SANDAG Series 6 Regional Growth Forecasts

Forecast of Industrial Land Absorption
in the Fallbrook Area

Based on forecasts of industrial employment, an additional 107 acres of industrial land in the Fallbrook area will be absorbed by 1990. Of this land, about 70 acres will be developed in Campus Park to accommodate 1,400 Hewlett-Packard employees, leaving a residual demand of 37 acres. These 37 additional acres represent a 28 percent increase in the current amount of industrially developed land in the Fallbrook area. An additional 14 acres will be needed by 1995, as indicated in Table 5.1.

These forecasts of industrial land are predicated on industrial employment forecasts, as prepared by SANDAG and presented in Table 5.2. The methodology used to make the forecasts is highly technical and involves several forecasting models.¹ But, in short, the methodology takes into account the following inter-related factors:

¹For a complete explanation of the forecasting methodology, see the following documentation: 1) Comprehensive Plan for the San Diego Region: Volume 10 Series V Regional Growth Forecasts, SANDAG, June 1981, 2) Demographic and Economic Forecasting Model, SANDAG, December 1979, and 3) "Basic Employment Forecasting Model," (distribution of employment within the San Diego region), SANDAG, September 1984.

- o National and state industrial development trends
- o The structure of the San Diego region's economy and local demographic and economic development trends
- o Local community plans and general plans
- o Known development proposals (e.g., Campus Park)
- o Historical industrial development capture rates by major areas (e.g., North County)
- o Availability of industrial land and buildings
- o Competition among industrial areas
- o Transportation access to industrial sites

The above factors and others were evaluated in order to produce Fallbrook's industrial employment forecast as shown in Table 5.2. Today, about 1,117 workers are employed by industrial companies in Fallbrook. These employees work in the industries of manufacturing, transportation (e.g., warehousing), communications, utilities, and wholesale trade. Industrial employment is expected to grow to 3,257 workers by 1990, an increase of 2,140 over the current level. An estimated 1,400 of these added workers will be employed by Hewlett Packard. During the period 1990-1995, 272 additional industrial workers will be employed in Fallbrook according to the forecasts.

The Industrial Development Handbook, published by the Urban Land Institute, provides employment densities for three industry groups, as follows:

TABLE 5.3

<u>Industry Group</u>	<u>Employees Per Gross Acre - 1980</u>
Intensive	24
Intermediate Extensive	10
Extensive	8

A majority of the industrial growth that is expected to occur in North County and the Fallbrook area will be in industries represented under the Intensive Category,

namely the manufacturing of electrical equipment and supplies, and instruments and related products. The Intermediate Extensive Category includes the manufacture of lumber, and wood products, fabricated metals, non-electrical machinery, chemicals, and other products. The Extensive Category includes production of concrete, stone, glass, and clay products.

For purposes of projecting demand for industrial land in Fallbrook, an employment density of 20 employees per gross acre is used because it is considered representative of the types of industrial growth anticipated in the area. The industrial acreage forecasts presented in Table 5.1 are derived by dividing the projected increase in industrial employment (Table 5.3) by 20 employees per acre.

Industrial Development Potential of the Pepper Tree Site

Based on the foregoing analysis and excluding Campus Park, an additional 37 gross acres of industrial land will be absorbed in the Fallbrook area by 1990. The Pepper Tree site will encounter three sources of competition for future industrial users of this land: 1) Campus Park, in the event Hewlett-Packard makes its site available to other industrial users, 2) existing industrial areas in the Fallbrook community, including Seers Industrial Park, which has underutilized land and adjacent vacant parcels, and 3) future industrial sites which may be proposed for industrial development in the Fallbrook community.

Any of these possible sources of competition could offer industrial land with better transportation access than the Pepper Tree site. Therefore, it is not anticipated that the Pepper Tree site will capture a substantial share of future industrial growth. With an aggressive marketing program, the Pepper Tree site could perhaps realize a maximum of 10-15 acres of industrial development by 1990, but 5-10 acres is considered more realistic in view of the potential competition. An additional 2-4 acres of industrial development at the site during the period 1990-1995 would also seem reasonable given the forecast of only 14 additional acres for the entire Fallbrook community.

CHAPTER 6
DEMAND FOR OVERNIGHT
ROOM ACCOMMODATIONS

Demand For Overnight Room Accommodations

Introduction

In the vicinity of Fallbrook, overnight room accommodations are provided by six establishments, including three motels located in the Fallbrook community - Village Inn Motel, Franciscan Inn Motel, and Palms Motel. Both the Village Inn Motel and Franciscan Inn Motel are located near the project site on South Mission Road. In addition, Pala Mesa Golf and Tennis Resort (off of Highway 395), San Luis Rey Downs (Bonsall), and Lazy-H Ranch (Pauma Valley) offer lodging for visitors. Combined, these six establishments provide 220 rooms according to the San Diego Convention and Visitors Bureau (CONVIS).

Future motel room demand at the project site will depend, of course, on the level of visitor activity in the Fallbrook area. In general, visitor trips are generated by the following factors: tourist attractions, convention facilities, resort amenities, immediate freeway access, business activity (i.e., business-related travel), and residential growth (e.g., tourists visiting friends).

Although Fallbrook may be a fine place to visit, the area is not expected to capture a substantial share of San Diego County's tourist trade. The community does not offer any special tourist attraction, or convention facilities, or unique resort amenities, such as access to lakes or the ocean. Furthermore, the Fallbrook community does not have immediate freeway access, which reduces the ability of the community and the project site to capture visitors in route to other destinations. Consequently, future demand for overnight room accommodations in the Fallbrook community will be primarily a function of visitor activity induced by two factors: population growth and expansion in business activity.

Regional Distribution of Hotel/Motel Rooms vs. Population

According to an inventory compiled by CONVIS, there are presently 340 hotels and motels providing 25,878 rooms in San Diego County. The current population of the county is 2.04 million, indicating a ratio of 13 hotel/motel rooms per 1,000 population. The ratio varies widely in specific areas, however, depending upon the availability of visitor attractions. Hotels and motels are heavily concentrated in Central San Diego, the region's employment center, and in areas offering convention facilities and/or tourist attractions — Mission Valley, San Diego Bay, La Jolla, and Del Mar. For example, the ratio of hotel/motel rooms to 1,000 resident population is 41 in Central San Diego and 57 in the coastal strip encompassing Mission Bay and La Jolla, as indicated in Table 6.1. At the other extreme, the ratio is only 4 in Clairemont-Kearny Mesa and 5 in Vista.

In the Fallbrook-Pauma Valley area, there are 7.3 motel rooms per 1,000 population (220 motel rooms and a population of 30,024).

Motel Room Demand in Fallbrook as a Function of Population Growth

As stated above, population growth will be one key determinant of future motel room demand in Fallbrook. To estimate the appropriate population support ratio for motel rooms (i.e., rooms per 1,000 population), four areas in San Diego County are selected because they have a visitor market comparable to that of Fallbrook. As listed in Table 6.2, these areas include North San Diego-Poway, Vista-San Marcos, El Cajon-La Mesa, and Chula Vista-National City. Like Fallbrook, these areas are suburban, have 5-10 minute access to a major freeway, offer no convention facilities or special visitor attraction (e.g., major employment center, ocean, zoo, San Diego Bay, etc.). In addition, the level of business activity, measured in terms of employment per 1,000 population, is similar in each of these four communities, as shown in Table 6.3. (Although Fallbrook currently has a significantly lower ratio of jobs to population than these four areas, the ratio is expected to increase to comparable levels in 1990 and 1995, as discussed below).

For these selected areas, the number of motel rooms per 1,000 population also is very similar, ranging from a low of 5.0 in Vista-San Marcos to a high of 7.1 in Chula Vista-National City. The average of the four areas is 6.7 rooms per 1,000

TABLE 6.1

**EXAMPLES OF AREAS HAVING HIGH AND
LOW RATIOS OF HOTEL/MOTEL ROOMS
PER 1,000 RESIDENT POPULATION**

<u>Subregional Areas</u>	<u>Total Population</u>	<u>Hotel and Motel Rooms</u>	
		<u>Total</u>	<u>Per 1,000 Population</u>
Central San Diego ¹	128,798	5,321	41
Mission Bay-La Jolla	76,989	4,393	57
Pt. Loma-Shelter Island	96,630	1,673	17
National City	54,941	299	5
Clairemont-Kearny Mesa	135,030	562	4
Vista	52,809	269	5

¹Includes Downtown, Hillcrest, Old Town, and Harbor Island

TABLE 6.2
EXISTING MOTEL ROOMS
PER 1,000 POPULATION

<u>Selected Subregional Areas</u>	<u>Total Population¹</u>	<u>Motel Rooms</u>	
		<u>Total²</u>	<u>Per 1,000 Population</u>
North San Diego ³ -Poway	82,721	579	7.0
Vista-San Marcos	80,422	404	5.0
El Cajon-La Mesa	156,574	1,077	6.9
Chula Vista-National City	<u>146,173</u>	<u>1,039</u>	<u>7.1</u>
Total	465,890	3,099	6.7
<u>Other Subregional Areas</u>			
Escondido	95,541	886	9.3
Carlsbad, Oceanside, San Dieguito	191,573	1,920	10.0

¹State Department of Finance estimates for Jan. 1, 1984

²Source: San Diego Convention and Visitors Bureau

³Includes the communities of Rancho Bernardo, Penasquitos, and Scripps Ranch

population, slightly less than the current 7.3 average for Fallbrook-Pauma Valley. The slightly higher ratio in Fallbrook-Pauma Valley likely is due to Pala Mesa Golf and Tennis Resort and San Luis Rey Downs, which draw visitors seeking accommodations and recreation in a rural setting.

Based on the above findings, a future population support ratio of 7.0 motel rooms per 1,000 increment in population is considered reasonable for the Fallbrook area. This ratio is simply the average of Fallbrook's ratio and that of the four selected areas.

Note that two subregional areas, not considered comparable to the Fallbrook area, also are identified in Table 6.2. Escondido is excluded from the sample of comparable areas because a major tourist attraction, Wild Animal Park, is located nearby and the area lies at the intersection of two major freeways. The area of Carlsbad-Oceanside-San Dieguito also has a high ratio of motel rooms (10.0), but the area is excluded from the sample because of its proximity to the ocean. The purpose of mentioning these two areas is to illustrate the basic method used to determine whether an area has a visitor market comparable to Fallbrook's.

Added Motel Room Demand Due to an Expanding Employment to Population Ratio

Increased business activity will add slightly to motel room demand in Fallbrook. Presently, there are 6,458 jobs located in Fallbrook, yielding 243 jobs per 1,000 population. This ratio of employment to population is expected to grow to 337 by the year 1995, an increase of nearly 40 percent (refer to Table 6.4). With employment growth increasing relative to population growth, Fallbrook will likely experience more demand than 7.0 motel rooms per 1,000 population - a ratio which is predicated on: (1) existing population-motel room support ratios in Fallbrook and comparable areas, and (2) the existing employment to population balance in Fallbrook.

Based on sample surveys conducted by CONVIS, about 20 percent of hotel/motel room demand is attributable to business-related travel. Applied to Fallbrook, this would mean that approximately 20 percent of the ratio of 7.0 motel rooms per 1,000 population (or 1.4 motel rooms) is needed to accommodate business travel. Increasing 1.4 by the expected percentage rise in jobs per capita (40 percent)

TABLE 6.3

NUMBER OF JOBS PER 1,000 POPULATION

	<u>1980</u>
Fallbrook	235
North San Diego-Poway	380
Vista-San Marcos	324
El Cajon-La Mesa	368
Chula Vista-National City	340

TABLE 6.4

FALLBROOK AREA

<u>Year</u>	<u>Employment Per 1,000 Population</u>
1980	235
1984	243
1990	328
1995	337*

*39 percent increase over 1984

Source: SANDAG Series 6 Regional Growth Forecasts

yields about 2.0 motel rooms per 1,000 population needed to accommodate business travel. Therefore, an expanding employment base in Fallbrook is anticipated to increase the overall market support ratio from 7.0 to 7.6 per 1,000 population.

Motel Development Potential at the Project Site

By 1995, the Fallbrook area will be able to support construction of 76 additional motel rooms, as identified in Table 6. This number is derived by dividing the expected population increase (9,977) by the estimated market support ratio of 7.6 motel rooms per 1,000 population.

During the period 1984-1995, the Southern Market Area¹ is expected to receive about 50 percent of Fallbrook's population growth and almost 60 percent of its employment growth. As a result, the Pepper Tree project site could readily capture over half of Fallbrook's projected motel room demand, or 40 to 45 rooms by 1995.

¹See Chapter IV, Table 4.4

TABLE 6.5

**FALLBROOK AREA
FORECASTED DEMAND FOR
ADDITIONAL MOTEL ROOMS, 1984-1995**

	<u>1984-1990</u>	<u>1990-1995</u>	<u>Total</u>
Demand for Additional Motel Rooms	60	16	76
Population Increase	7,948	2,029	9,977
Additional Motel Rooms Per 1,000 Population Increase	7.6	7.6	7.6

SOIL TYPES

<u>Symbol</u>	<u>Description</u>	<u>Location</u>	<u>Erodibility</u>	<u>Limitations for Conversions from</u>	
				<u>Brush to Grass</u>	<u>Acreages</u>
Co	Clayey alluvial	Major Drainage Course	Moderate 2	Slight	8.30
FaB	Fallbrook sandy loam, 2-5%	Higher ground northeast corner	Sever 16	Slight	61.00
FaC	Fallbrook sandy loam, 5-9%	Higher ground northeast corner	Sever 16	Slight	7.90
FaD2	Fallbrook sandy loam, 9-15%	Higher ground throughout the central south half	Severe 16	Slight	2.80
PeC	Placentia sandy loam, 2-9%	Low ground along east boundary	Severe 9	Slight	8.70
RaB	Ramona sandy loam, 2-5%	Low ground in southeast corner	Severe 16	Slight	14.10
TuB	Tigunga sand 0.5%	Major Drainage Course in southeast corner	Severe 2	Slight	20.50
VaB	Visalia sandy loam, 2-5%	Portions of Major Drainage Course in north half	Severe 16	Slight	1.40
VsD	Vista course sandy loam, 9-15%	West of Major Drainage Course in north half	Moderate 2	Slight	37.30

Note: Numerals indicate soil properties or qualities that affect erodibility. Numeral 1 refers to slope; 2 to surface layer texture; 9 to depth to hard rock, or a hardpan, or any layer that restricts permeability; 16 to grade of structure in the surface layer. Absence of rating means no valid interpretations can be made.

**PEPPERTREE PARK SPECIFIC PLAN
PUBLIC FACILITIES FINANCIAL PLAN**

SEPTEMBER 21, 1987

Prepared for:

THE PEPPERTREE LAND COMPANY

Prepared By:

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APPENDIX I

**PEPPERTREE PARK
PUBLIC FACILITIES FINANCING PLAN**

I. SCOPE OF FINANCING PLAN

The purpose of this Public Facilities Financing Plan is to identify the size and scope of major public facilities needed to support the planned development of the Peppertree Park Specific Plan. This plan will provide a comprehensive analysis of available financing programs and recommends specific methodologies for funding the improvements.

II. SUMMARY OF PUBLIC FACILITIES FINANCING PLAN

This report outlines the public facilities which will be necessary to support the development of the Peppertree Park Specific Plan. The report identifies the major on-site and off-site facilities which are existing or planned in support of construction of Peppertree Park Specific Plan. Most of the required facilities have been detailed in the prior chapters of the Specific Plan. The primary focus of this report shall be to describe the various financing applications available to provide for the public infrastructure.

**Table of
Recommended Financing Methods**

<u>PUBLIC FACILITY TYPE</u>	<u>FINANCING METHODS</u>
ROADS	<u>Peppertree Lane</u> . Dedication with Conventional or Private Financing Backed by Performance Bond <u>or</u> , 1913/1911 Act Special Assessment District
SEWER	Conventional or Private Financing Backed by Performance Bond <u>or</u> , 1913 Act Special Assessment District
WATER	FPUD Connection Fees. Conventional or Private Financing Backed by Performance Bond. 1913 Act Special Assessment District
PUBLIC SCHOOLS High School Jr. High School Elementary	School Fees
PARK LAND	Private Park. Private Financing
EQUESTRIAN TRAIL	Project East Boundary. Trail Reservation or Easement
OPEN SPACE	Open Space Easements

ROAD FACILITIES - The proposed financing for the public road facilities in the Peppertree Park Specific Plan consists of the dedications of land and/or right of way along Peppertree Lane through the project to South Mission Road. The actual road improvements will be financed by means of conventional/private financing or Special Assessment District.

SEWER - The construction of sanitation wastewater facilities consists primarily of the extension of a twelve inch sewer line throughout the project along with a single sewer pump station. The project sewer line(s) shall connect with up to three Fallbrook Sanitary District main distribution lines which have been previously constructed. The Fallbrook Sanitary has recently upgraded their treatment facilities so more than adequate capacity exists to absorb the project sewage. Sewer connection fees are charged by the local district in order to maintain existing and future district capabilities. The project sewer lines will be completely financed by either conventional/private financing or Special Assessment District. .

WATER - Public water facilities in the project area are provided by Fallbrook Public Utility District. Three main FPUD lines currently serve the project. Collection of water connection fees are used by the water district to maintain existing and future district capabilities. The project improvement requirements will consist of the extension of main water lines throughout the development. The project water line improvements shall be financed by either conventional/private financing or through a Special Assessment District covering the Specific Plan area.

PUBLIC SCHOOLS - Impact to local school facilities will be financed by the Fallbrook Union High School District and the Fallbrook Elementary District in compliance with their own respective policies on school financing. The district(s) are empowered to collect school impact fees determined by a square footage assessment as new structural improvements. The project developer will be required to pay school fees prior to issuance of building permits.

PARKLAND (Private) - Project Park Land needs shall be fulfilled with the development of an approximately seven (7) acre private park onsite. The park will feature active and passive areas which will be quite sufficient to serve the Specific Plan area needs. The park will be constructed by the developer and maintained by collection of property owner association fees.

EQUESTRIAN TRAILS - Project developers will provide private reservations or easements to preserve a multi-purpose trail system. The trail(s) shall be developed by means of conventional or private financing.

OPEN SPACE - The open space delineated in the Peppertree Park Specific Plan will be reserved by the granting of open space easement(s).

III. SPECIFIC FACILITY DESCRIPTION AND PROPOSED FINANCING

This section identifies all the public facilities excepting normal onsite subdivision improvements which are needed to support the Peppertree Park Specific Plan development. The following list highlights the required facilities.

LIST OF MAJOR PUBLIC FACILITIES - SPECIFIC PLAN

1. Peppertree Lane shall be constructed through the project area as a light collector road.
2. Extension of main sewer lines from South Mission Road, Morro Road, and Peppertree Lane (west) to serve the entire Specific Plan. The system will require installation of a single pump station .
3. Construction of a complete water line distribution system according to Fallbrook Public Utility District specifications through the project area.
4. Improve Recreational Trail System.
5. Develop Open Space Area.
6. Create and Construct Private Neighborhood Park.

ROAD IMPROVEMENTS

There is one major public road improvement condition associated with the Peppertree Park Specific Plan which is the Construction of Peppertree Lane through the project as a public light collector road.

Onsite improvement costs will be borne by the project developer through subdivision exactions tied to specific subdivision maps phased with the development of the Specific Plan. The road improvement costs will be paid for through conventional financing or formation of a Special Assessment District.

There are two primary roads - South Mission Road and Stage Coach which currently provide community circulation. The development of Peppertree Lane will improve the circulation within the south central area of the county town boundaries.

SEWER SYSTEMS

The Peppertree Park Specific Plan is served by the Fallbrook Sanitary District which is the local public agency authorized to provide public sewer to the project. Fully improved District main sewer lines abut the subject property at three locations. Sewer connection fees are collected by the district. In addition, the developer will be responsible for the installation of the sewer system. the sewer system shall be designed and a sewer plan submitted for approval by the appropriate agencies. Financing for the completion of the project sewer system shall be accomplished through conventional or special assessment mechanisms.

WATER

The Fallbrook Public Utility District is the agency which provides water service to the area. The District receives its' water from the San Diego County Water Authority and Municipal Water District respectively. The water district currently provides water to the site through four eight to ten inch water main lines. The district has recently completed a major Red Mountain Ranch Storage Reservoir. Adequate water supplies and water pressure exists for the Specific Plan project. Water connection fees are charged by the district to maintain existing and future capital improvements. Water system improvements shall be financed again by either conventional or special assessment district methods.

PUBLIC SCHOOLS

The project developer will be required to pay school impact fees prior to the issuance of building permits. The school fees will be paid to the Fallbrook Elementary and Jr. High School as well as the Fallbrook Union High School District. Each district uses the impact fees to provide for expanded facilities. Since the impact fees are specifically collected to finance school facilities, no other means of financing needs to be addressed.

PARKS

The County of San Diego assesses park fees on a per unit basis upon recordation of the final subdivision map to provide for the maintenance and development of community park land.

The developer may also elect to contribute park land as a partial credit in lieu of park fees. The Specific Plan calls for the development of a seven (7) acre active park onsite. The formula for park land dedication would provide a credit for the dedication of 2.2 acres of park land ($275 \text{ Units} \times 348.92 \text{ sq. ft.} = 95,954 \div 43,560 = 2.2 \text{ Acres}$). In any case, the expected park site will exceed the County's minimum standard for park land.

TRAILS

There will be an extensive equestrian and hiking trail system running throughout the Specific Plan area. The trail system will be prepared by the project developer. The trails will be maintained by the property owners association.

OPEN SPACE

For the purposes of Peppertree Park Specific Plan, approximately 40% of the project area will be in open space. Of the 40% open space, a good portion of the open space area will be made available via private open space from within the fee owned lots. In addition, the Specific Plan will provide a seven acre park, a 6 acre water element, and approximately seven acres of common open space. The open space areas of the project will be financed through conventional means and borne by the project developer. Any special maintenance costs associated with the open space area would be the responsibility of the project's property owner's association.

DRAINAGE SYSTEM

The Peppertree Park Specific Plan will be served by two storm drains which shall span existing drainage way(s). A storm drain on the southeastern boundary of the project is planned to collect and convey storm water runoff from the project area.

All costs for the construction of onsite stormwater system will be either incorporated into the road improvement costs or treated as a separate improvement cost(s) area borne by the developer as per specific subdivision map.

ENERGY SYSTEMS

San Diego Gas and Electric provides electrical service to the Peppertree Specific Plan area. Electrical service currently is available to the site at several existing service points. Utility easements exists for the purpose of extending service throughout the project area. The cost of extending underground electrical and telephone transmission will be allocated to the utility(s) and the developer in accordance with regulations established by the Public Utilities Commission.

SOLID WASTE DISPOSAL

The collection and disposal of solid waste is handled by private companies franchised to operate by the County of San Diego. The development of the Peppertree Park Specific Plan will have only a small incremental effect on the need for solid waste disposal facilities in the County. The solid waste from this development will most likely be disposed of at the San Marcos Landfill, located in the City of San Marcos. According to County Public Works Department staff, the projected lifespan of the San Marcos Landfill extends to after the year 1995 and there are no plans for additional disposal sites in the subject area although several potential landfill sites are being studied throughout the county. Therefore, no specific public facilities financing means are required for solid waste disposal.

FIRE FACILITIES

The total Peppertre park Specific Plan lies within the Fallbrook Fire District protection. Three fire stations currently operate within a five to six minute response time of the subject site boundaries. The District has indicated that it will be able to provide full fire service to the Specific plan area with no increase in facilities. Therefore, no specific fire facilities financing means are needed for the Specific Plan.

LAW ENFORCEMENT

Law enforcement services will be provided to the project by the County Sheriff. The Sheriff's Department has not indicated a need for additional facilities to serve the Peppertree Park Specific Plan. The local Sheriff Station headquarters at 127 East Hawthorne is located within a three minute response time on priority call to the project site. The Sheriff's Office has indicated that the projected increase in population as a result of the development of the Specific Plan would not have a significant impact on law enforcement

services provided for the area at this time. They have indicated that the combination of this increase and that caused by other potential development in the vicinity over the "next several years" may require increases to the current number of patrol units. Since there is no definitive impact on law enforcement facilities identified for the Peppertree Park Specific Plan, this area would not be required to provide specific law enforcement facilities financing, but would rather be subject to whatever area-wide financing of additional law enforcement facilities might be determined in the future.

IV. FINANCING ALTERNATIVES ANALYSIS

INTRODUCTION

The following discusses financing alternatives that have been considered for the Peppertree Park Public Facilities Financing Plan. The alternatives were analyzed to assure full consideration was given to the range of possible methods for financing the infrastructure required to support the planned development of Peppertree Park.

The alternatives considered range from the more traditional methods such as subdivision exactions and development fees to more contemporary approaches such as a Community Facilities District.

The following pages discuss each of the methods identified, describe the general applicability of each method to the types of facilities needed to be financed at Peppertree Park and discuss the manner of implementation. The following methods are discussed:

- Exactions
- Impact Fees
- Special Assessments
- Improvement Districts
- Community Facilities Districts

1. EXACTIONS

Exaction is the term applied to those developer constructed and financed facilities that are made a condition of discretionary development approval. Exactions have their basis in state planning law and are the most common means of providing for local streets, street lighting, curbs, gutters, sidewalks, sewer laterals, water lines and storm drains. A related financing technique is development impact fees, discussed in the next section. Some, but not all, developer fees have their basis in state planning law and are paid "in-lieu" of constructing the required improvement.

Most exactions are straight forward in their implementation: a condition is placed on a tentative subdivision map (or other discretionary approval) requiring that a particular facility (i.e. local street) be constructed (or guaranteed) prior to approval of the final subdivision map. If the improvement is not constructed,

the map is not approved and the owner has no usable lots. In some instances the land use jurisdiction may allow the postponement of the exaction by the posting of a performance bond or other form of guarantee (i.e. letter of credit) which has the effect of delaying the actual construction until some future date.

The application of exactions to local streets, curbs, gutters, sidewalks, storm drains, sewers, water lines and street lights is a well established practice. In addition to these "public" facilities, exactions are used for the construction of public utility infrastructure.

2. IMPACT FEES

The imposition of impact fees are levied against proposed development to fund costs of facilities, generally off-site, related to the development. Examples of development fees are sewer and water connection fees, the park fees levied under the authority of the Quimby Act, school impact fees levied under the authority of SB 201, and local ordinances and thoroughfare fees levied under the authority of the Subdivision Map Act and local implementing ordinances.

Development fees are relatively simple to implement once the statutory authority has been determined. A local jurisdiction enacts implementing ordinances which normally require the payment of the development fee as a condition of subdivision of land. The fee can be payable at either the time of final map recordation or the issuance of building permits. Most such fees are collected at building permit time.

Development fees can be used to fund roads, sewer, water, parks, schools and flood control facilities.

3. SPECIAL ASSESSMENTS

Special Assessments are levies placed on property to finance improvements that have a specific benefit to that property. There must be a reasonable relationship between the amount of the assessment and the benefit received by the property. Most special assessments are a result of the Improvement Act of 1911 assessment proceedings, Improvement Act of 1911 bonds, the Municipal Improvement Act of 1913, and/or the Improvement Bond Act of 1915.

A special assessment is implemented by the Board of Supervisors according to the procedures set forth in the applicable governing statute. In general, special assessment proceedings require a resolution of intention, the preparation of an "engineer's report" setting forth an estimate of the cost of the facilities to be constructed and estimating the amount of assessment per parcel based on the benefit to be received by the property from the proposed improvements. The Board of Supervisors holds a public hearing after it has received the engineer's report. If owners of more than fifty percent of the property included within the proposed assessment district file written protests prior to the close of the public hearing, the Board of Supervisors must "abandon" the assessment district proceeding unless it finds by a 4/5th vote that there are overriding public health and safety reasons to go forward with the planned improvements.

If the assessment district goes forward, bids are received on the project and bonds are sold to finance the construction and administrative costs associated with the property. At this time a lien is placed on the property in the amount of the final assessment. The annual assessments are collected by the County Tax Collector on the regular tax bill.

Special assessments can be used only where a special benefit is conferred on a parcel of property as a result of the facility to be constructed. Consequently, the use of special assessments has been traditionally limited to local streets, sidewalks, curbs, gutters, drainage and local sewer facilities. However they may also be used to finance lighting, gas supply, fire protection, water supply, fallout shelters, retaining walls, ornamental vegetation, navigation facilities and stabilization of land among other uses. In all cases, however, the following principle requirements must be met for the special assessments to be valid.

- total assessment must not exceed the cost of the public improvement;
- the improvement must beneficially affect a well defined and limited area of land;
- the actual assessment must be proportional to the benefit received;
- and
- the landowner being assessed must be given an opportunity for a hearing.

4. IMPROVEMENT DISTRICTS

Municipal Water Districts are empowered to create improvement districts for the purpose of incurring bonded indebtedness to finance public facilities on less than a district-wide basis. The procedures for the formation of the improvement districts and the establishment of debt are contained within the Water Code. Once the improvement district debt has been established, the debt service may be satisfied by the levying of ad valorem property taxes if sufficient voter approval has been secured. Other sources of revenue such as connection charges may be used to provide for the debt service.

5. COMMUNITY FACILITIES DISTRICT

The legislative body must adopt a resolution of intention to establish a Community Facilities District (CFD) once it has received a petition containing the proper information and number of signatures. The resolution of intention must state that a CFD is proposed to be established, the name of the proposed CFD, the types of facilities and services to be financed, and that except where funds are otherwise available, that a special tax to pay for such facilities and services will be annually levied, and describe the method of levy and apportionment of the special tax. A public hearing is also set by the resolution of intention. The hearing must be held not less than thirty (30) days nor more than sixty (60) days after the adoption of the resolution of intention. The adoption of the resolution of intention is accompanied by direction to the agency's staff to study the proposed district and report back to the legislative body at or before the public hearing.

If written protests are received from fifty percent (50%) or more of the registered voters or the owners of one-half or more of the land area proposed for inclusion within the CFD, then the proceedings for establishment of the CFD must be abandoned. Protests may be filed against particular projects proposed for financing by the CFD, in which case those projects may be modified or removed from the CFD without abandoning the entire district.

At the close of the public hearing, the legislative body may adopt a resolution ordering formation of the district subject to two-thirds approval at an election. The election may also consider the issue of whether the district may issue bonded indebtedness.

If the proposed CFD contains eleven (11) or fewer registered voters, the election is held on the basis of property ownership, with each landowner having one vote for each acre of land owned. The election may be held by mail ballots. The election must be held at the next general election or at a special election held between 90 and 180 days following the close of the public hearing.

A Community Facilities District Act can allow the use of this financing mechanism for any public facility that the legislative body is otherwise empowered to acquire or construct. In this respect it has probably the broadest potential application of any of the financing means described. It is even possible to use the CFD mechanism to finance improvements governed by a joint powers authority, thereby expanding its use to include facilities that might otherwise be constructed by two or more public agencies.