



Alpine

Draft Community Plan Background Report COUNTY OF SAN DIEGO

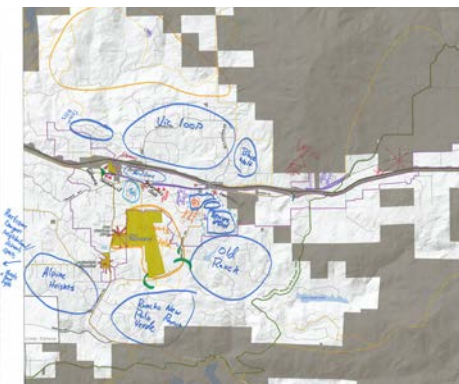
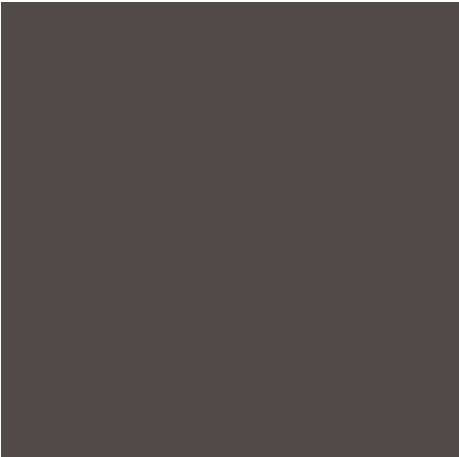


Table of Contents

- 1. Introduction 1**
 - 1.1 Regional Context.....2
 - 1.2 Relationship to the General Plan7
 - 1.3 Why is the Community Plan Important for Alpine?7
 - 1.4 Why does the Current Community Plan Need an Update?.....8
 - 1.5 Shaping the Community Plan9
 - 1.6 Planning Process..... 14
 - 1.6.1 Primary Tasks 14
 - 1.6.2 Planning Phases 14
 - 1.6.3 Where We Are 15
 - 1.6.4 Where We Are Going..... 15
- 2. Methodology 19**
 - 2.1 Exploring Opportunities for Land Use Change 19
 - 2.1.1 Defining Subareas and Alternatives 19
 - 2.2 Land Use in Alpine Today 56
 - 2.3 Subareas 63
- 3. Alternatives 71**
 - 3.1 Application of Alternatives to Subareas 72
- 4. Supporting Studies 121**
 - 4.1 Infrastructure Study..... 121
 - 4.2 Market Feasibility Study 122
 - 4.3 Supplemental Environmental Impact Report 123
- 5. Implementation 129**

This Page Intentionally Left Blank

List of Figures

Figure 1: Regional Context	2
Figure 2: Community Planning Area.....	4
Figure 3: Former Forest Conservation Lands.....	12
Figure 4: Planning Phases	14
Figure 5: Subarea and Alternative Development Process.....	20
Figure 6: Opportunities for Public Involvement.....	22
Figure 7: Housing Cost as Percentage of Household Income (2015) ¹⁰	27
Figure 8: Community Demographics	28
Figure 9: Where do Alpine Residents Work?	30
Figure 10: Physical Constraints - CPA.....	34
Figure 11: Physical Constraints - Village	36
Figure 12: Assets & Opportunities	40
Figure 13: Land Development Spectrum	44
Figure 14: Village Residential Land Use Designations	46
Figure 15: Semi-Rural Residential Land Use Designations	48
Figure 16: Rural Residential Land Use Designations	50
Figure 17: Existing Regional Categories	52
Figure 18: Alpine Village	54
Figure 19: Percentage of General Plan Land Use by Designation in Alpine	56
Figure 20: Existing General Plan Land Use Designations in Alpine - CPA	58
Figure 21: Existing General Plan Land Use Designations - Village	60
Figure 22: Subareas 1 - 6.....	64
Figure 23: Subarea 7 - Former FCI Lands Outside of Subareas 1 - 6	66
Figure 24: Total Dwelling Unit Capacity in Alpine at Buildout by Alternative	73
Figure 25: Projected Trends in Development 2020-2050	74
Figure 26: Former FCI Lands in Alpine Alternative.....	76
Figure 27: Percentage of Land Use by Designation in Alpine - Former FCI Lands in Alpine Alternative.....	78
Figure 28: Former FCI Lands in Eastern Alpine Alternative.....	84
Figure 29: Percentage of Land Use by Designation in Alpine - Former FCI Lands in Eastern Alpine Alternative	86
Figure 30: Low Alternative.....	88
Figure 31: Percentage of Land Use by Designation in Alpine - Low Alternative.....	90
Figure 32: Moderate Alternative	92
Figure 33: Percentage of Land Use by Designation in Alpine - Moderate Alternative.....	94
Figure 34: Village-Focused Alternative	100
Figure 35: Percentage of Land Use by Designation in Alpine - Village-Focused Alternative.....	102
Figure 36: High Alternative.....	108
Figure 37: Percentage of Land Use by Designation in Alpine - High Alternative.....	110

List of Tables

Table 1: Estimated Household Income Required to Afford Housing in Alpine.....	27
Table 2: Jobs in Proximity to Alpine.....	29
Table 3: Acreage and Developable Land in the Alpine CPA.....	33
Table 4: Assets and Opportunities.....	39
Table 5: Future Dwelling Unit Capacity by Alternative and Subareas.....	73
Table 6: Future Population in Alpine at 2050 Buildout by Alternative.....	75
Table 7: Estimated Infrastructure Costs for Eastern Alpine.....	121
Table 8: Estimated Infrastructure Costs for Eastern Alpine by Alternative.....	121
Table 9: Estimated Infrastructure Costs per Proposed Future Dwelling Unit for Eastern Alpine.....	121

Acronyms

CDM	Community Development Model	GP	County of San Diego General Plan
CEQA	California Environmental Quality Act	GPA	General Plan Amendment
		ME	Mobility Element (Chapter in General Plan)
CNF	Cleveland National Forest	MSCP	Multiple Species Conservation Program
CPA	Community Planning Area	PAMA	Pre-Approved Mitigation Area
CTMP	Community Trails Master Plan	RLV	Residual Land Value
CWA	County Water Authority	SANDAG	San Diego Association of Governments
dB	Decibels	SEIR	Supplemental Environmental Impact Report
DU	Dwelling Unit	TDR	Transfer of Development Rights
EIR	Environmental Impact Report	USFS	United States Forest Service
FCI	Forest Conservation Initiative	VMT	Vehicle Miles Travelled
GHG	Greenhouse Gas		
GIS	Geographic Information Systems		



Chapter 1:
Introduction

ABOUT THIS DOCUMENT

This **Background Report** provides an overview of the planning process undertaken to develop the Draft Community Plan.

1. **Introduction:** Introduces the purpose of the Alpine Community Plan, its relationship to the General Plan, and the Board actions and coordinated County policies that helped shape it.
2. **Methodology:** An overview of the approach developed to analyze potential land uses for the community including the identification of geographic areas of change called subareas, and a series of land use designation changes referred to as alternatives.
3. **Alternatives:** An overview of six proposed land use designation alternatives that would direct the level and placement of future growth in Alpine.
4. **Supporting Studies:** A summary of the findings from the additional studies that informed the development of alternatives and the Supplemental Environmental Impact Report (SEIR).
5. **Implementation:** Ongoing and future planning processes that will take place in coordination with the Community Plan.

Appendices:

- A. Appendix Table
- B. Infrastructure Study
- C. Market Feasibility Study
- D. Mobility Element Network

1. Introduction

In the spring of 2017, the County of San Diego (County) and the community embarked on a comprehensive planning process to update the existing Alpine Community Plan (Community Plan). The Draft Community Plan translates community input into goals and policies to guide and shape Alpine's growth and development for the next thirty years. This is the first comprehensive update of the Community Plan since its adoption in 1979.

Alpine experienced considerable growth over the last four decades relative to its size. Since 1980, Alpine's population has tripled from 5,368¹ to 18,095². Today, more than 6,449³ households call Alpine home in comparison to the 2,296 households existing in the community in the early 1980's⁴. According to the San Diego Association of Governments (SANDAG), these numbers are expected to increase. In the next 15 years, the Greater San Diego region is expected to grow by more than 400,000 persons, with the population increasing in Alpine by an estimated 21%⁵.

Today's best practices in long range planning require communities to consider housing, jobs, education, transportation, services, recreation, sustainability, and natural resource conservation. In addition, the demands on our ever-changing world require a different approach as the needs of environmental preservation, traffic management, community health, and housing affordability grow, sometimes competing, more every day.

Climate change and its potential effects on the community, health, and economy demand a greater focus on sustainability and the need to reduce greenhouse gas (GHG) emissions. Market economies are increasingly supported by government policies and programs focused on sustainability resulting in significant technological advances. Efforts to reduce GHG emissions and improve energy efficiency are directing the growth and development of our communities, changing the ways we commute, power our homes and businesses, and consume goods and services.

Through the reflection of four decades of change and informed by present and future growth and development demands, a variety of options for directing growth in

Alpine were explored, refined, and tested for feasibility. The resulting Draft Community Plan reflects a community driven process that integrates recent County planning efforts with a diversity of community viewpoints to provide a range of options for Alpine's future.



1 1990 Census of Population and Housing, U.S. Department of Commerce, Bureau of the Census
 2 SANDAG, Current Estimates, 2018
 3 SANDAG, Current Estimates, 2018
 4 1990 Census of Population and Housing, U.S. Department of Commerce, Bureau of the Census
 5 SANDAG, Series 13 Regional Growth Forecast

1.1 Regional Context

Located 25 miles east of Downtown San Diego, the Alpine community covers approximately 106 square miles of unincorporated south-central San Diego County in the foothills of the Cuyamaca Mountains. Home to more than 18,095 people and 6,449 households, Alpine is characterized as a semi-rural community with a diverse geography and an established town center area known as the Alpine Village⁶.

The most distinguished geographic features are the rugged peaks of the Viejas and El Cajon Mountains near El Capitan Reservoir in the northern portion of the community as well as the hills and valleys around Loveland Reservoir in the southern portion. Cleveland National Forest comprises most of the land in the eastern and northern portions of Alpine. The community is surrounded by unincorporated land and bordered by four County community planning areas (CPA) - Central Mountain to the north and east, Jamul-Dulzura CPA to the south, and Lakeside and Crest-Dehesa-Harbison Canyon-Granite Hills CPAs to the west.

Alpine is bisected by Interstate 8, which provides residents with direct access to employment, services, and shopping centers to the west while still allowing them to enjoy a relatively rural community lifestyle. Most Alpine residents live in single or multi-family homes in and around the Alpine Village, located in the north-central portion of the community adjacent to the freeway. Alpine Village, centered along Alpine Boulevard, serves as the community's "Main Street." Multiple commercial centers offer grocery stores, retail shops, business services, medical offices, restaurants, community centers, and entertainment opportunities that not only draw from a local patronage but serve as attractions for the wider east County subregion.

In addition to the Village, Alpine also includes the neighborhoods of Peutz Valley, Japatul Valley, Hidden Glen, Dunbar Lane, and Galloway Valley. The Viejas and Capitan Grande tribal lands are also within the boundaries (**Figure 2: Community Planning Area**) of the community; however, they are not under the County's jurisdiction.

⁶ SANDAG, Current Estimates 2018

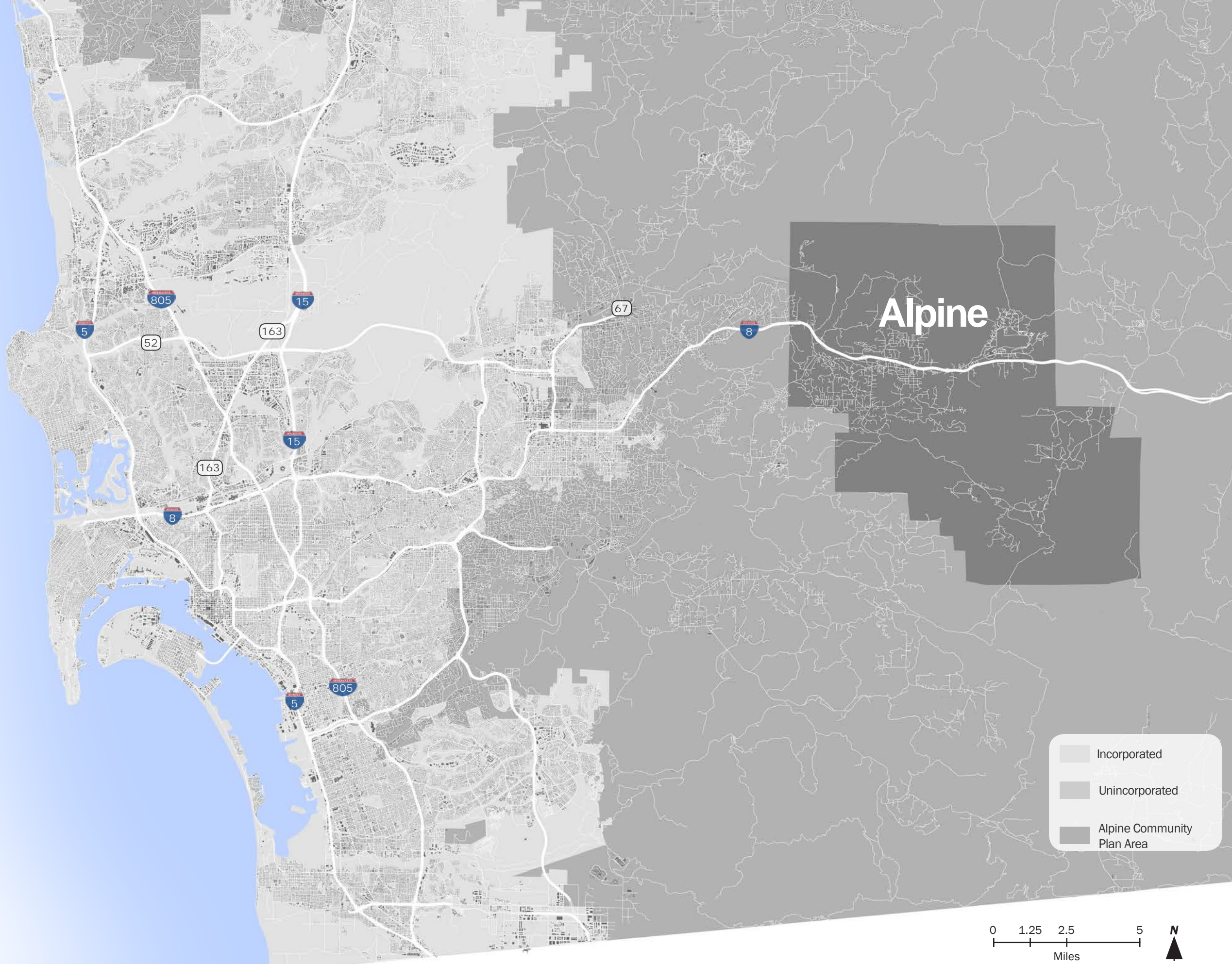
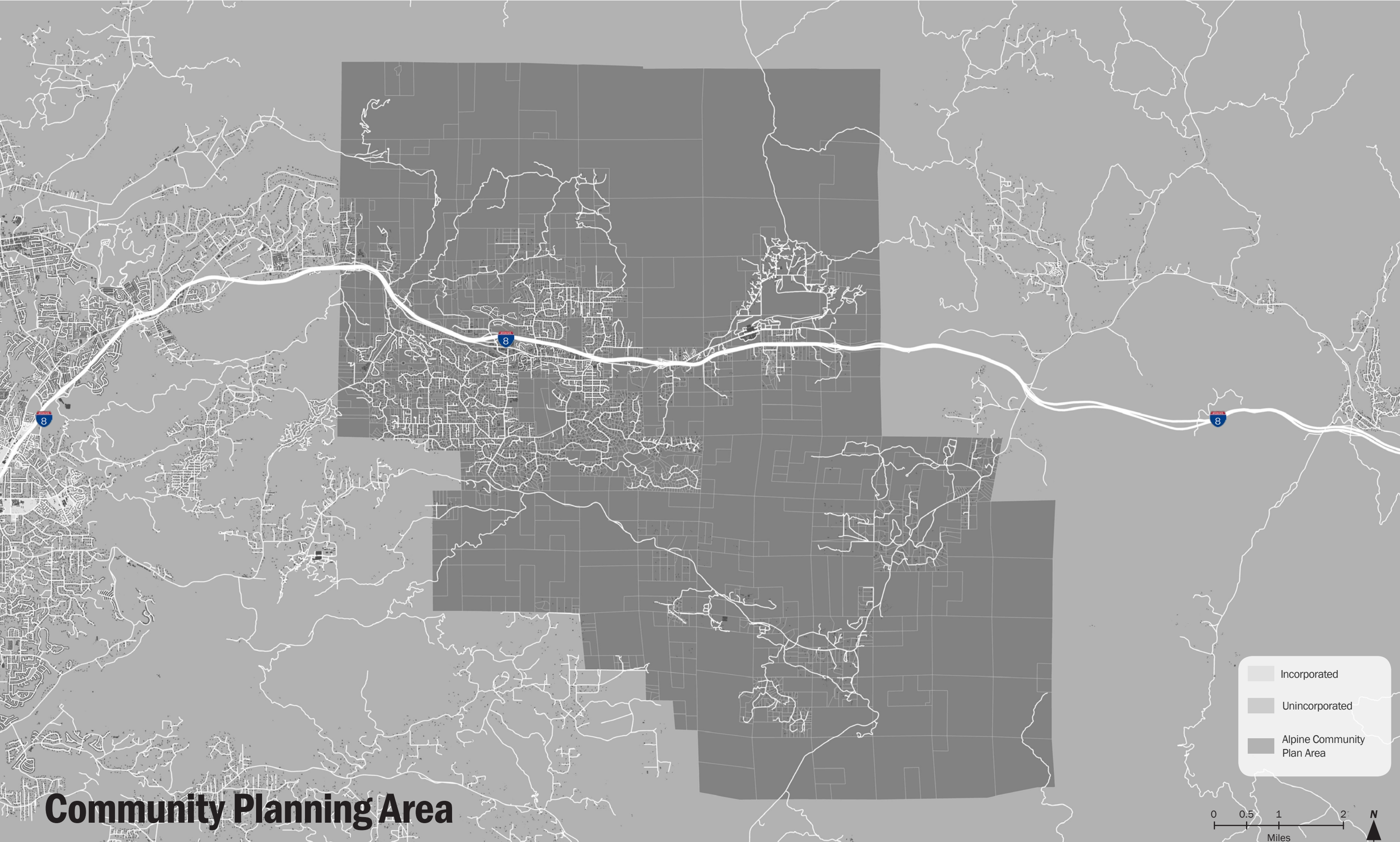


Figure 1: Regional Context



Community Planning Area

- Incorporated
- Unincorporated
- Alpine Community Plan Area

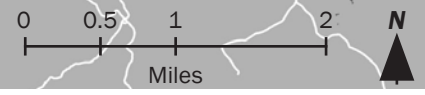


Figure 2: Community Planning Area

1.2 Relationship to the General Plan

The County's General Plan provides overarching, countywide policies that guide future development in the unincorporated area of San Diego County. The unincorporated County is comprised of individual communities, each having their own distinct physical setting and unique history, culture, character, lifestyle, and identity. Some communities can be characterized as suburban and are located adjacent to neighboring incorporated cities, while others have lower densities with more rural characters and are in locations surrounded by hillsides, deserts, and agricultural lands.

These communities make up 22 CPAs and subregional planning areas which have their own land use plans, referred to as "community plans" or "subregional plans." A community plan serves to implement the General Plan and allows for the refinement of General Plan goals and policies to reflect a community's unique vision for the future. Updates to community plans are a component of the County's climate action planning objectives and are adopted as integral parts of the General Plan but bound separately. They must be referenced in determining the types and density/intensity of land uses that may be considered for any property within the CPA. Refer to Page 9 for more information about the General Plan.

1.3 Why is the Community Plan Important for Alpine?

Community plans serve to implement the General Plan. They refine and tailor the General Plan to address the critical issues and concerns that are unique to a community and not reflected in the broader policies of the General Plan. The goals and policies found in community plans are designed to provide more precise guidance regarding the character, land uses, and densities within each community. Generally, these goals and policies are more specific to a community than the countywide goals and policies, which is consistent with State legislation for internal consistency.

In coordination with other County plans and policies, the Community Plan provides more specificity as to what the community will look like in the future and answers questions important to all stakeholders, including:

- Where will children play and go to school?
- Where will new homes be built?
- How will people get around?
- How will open space be conserved?
- Where will people gather?
- Will residents, business owners, and workers have the public services they need to live and work safely?

The Alpine Community Plan ensures Alpine's growth will reflect the community's vision and enhance its character.



1.4 Why does the Current Community Plan Need an Update?

The existing Community Plan was written over 40 years ago (1979) and the community has significantly changed during that time. Additionally, the challenges and opportunities facing its future growth and development have changed during this time as well.

An updated Community Plan is needed to:

- Reflect updates to the General Plan, last updated in 2011, and other State requirements and County plans and programs
- Accommodate for population growth and demographic changes
- Address future infrastructure needs and climate change
- Protect sensitive natural resources and habitats
- Reflect the current community’s vision for the future
- Provide new and diverse housing choices



CHANGES IN THE LAST 40 YEARS

ALPINE

- Interstate 8 expanded to Alpine - 1980
- Five schools were built
 - Shadow Hills Elementary – 1980
 - Joan Macqueen Middle – 1980
 - Boulder Oaks Elementary – 1990
 - Los Coches Creek Middle – 2006
 - The Heights Charter – 2012
- The Wright’s Field Preserve Trails - early 1990’s
- Alpine Fire Station 17 was completed - 2006
- Alpine Sheriff Station was built - 2008
- More than half of Alpine’s housing supply was built (63.26%)
- Viejas Resort and Casino was built and became a regional attraction – 1991, with hotels added in 2013 and 2015
- Alpine Library – The first Zero Net Energy County building - 2016

SAN DIEGO COUNTY

- San Diego’s population grew by nearly 80% from 1980 to 2018, with an estimated 3,300,000 residents⁷.
- The median home value for a single-family residence in 1996 was \$188,436 compared to \$634,141 in 2019⁸.
- The San Diego Metropolitan Transit System (MTS) Orange Line (formerly East Line) began service in 1986 and expanded to the Santee Town Center in 1995⁹, providing transit options to residents of east county.

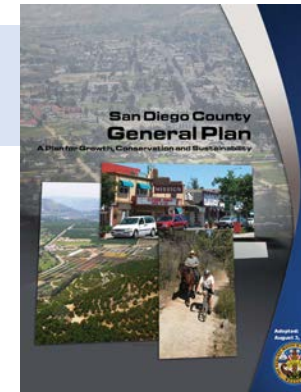
⁷ 2018 Population Estimates, U.S. Census Bureau, 2018
⁸ Zillow Home Value Index (ZHVI), Zillow.com, accessed April 28, 2020
⁹ History, San Diego MTS, accessed on May 4, 2020

1.5 Shaping the Community Plan

A new Alpine Community Plan presents an opportunity to implement a series of parallel and coordinated Board of Supervisors (Board) actions and County programs and policies. Collectively, these items have played a key role in initiating and shaping the direction of the Community Plan update process.

ALIGNING WITH THE COUNTY’S PRINCIPLE GUIDE FOR DEVELOPMENT

- **General Plan Update (2011):** The County of San Diego General Plan was updated with new goals and policies, land uses, and planned transportation network.



Why is the General Plan Update important to the Community Plan?

- » Reflects the County’s commitment to community plan updates to ensure the plans address the issues, characteristics, and visions of the County’s individual unincorporated communities (GP Implementation Plan 1.2.1D) (see Appendix A).
- » Presents a renewed foundation of goals and policies for refinement in community plans reflective of their unique character and consistent with the County’s vision for the future.

ADDRESSING DENSITY ADJACENT TO THE CLEVELAND NATIONAL FOREST

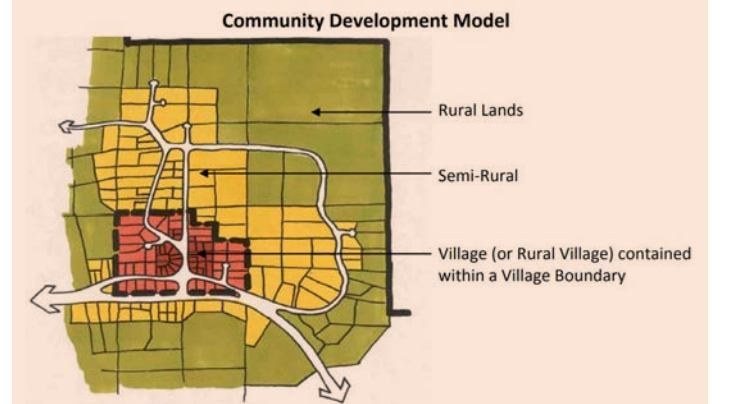
- **Forest Conservation Initiative (FCI) General Plan Amendment (GPA) Decision (2016):** In 1993, voters passed the FCI, establishing a 40-acre minimum lot size on private lands near the Cleveland National Forest, including land in the Alpine community (**Figure 3: Former Forest Conservation Initiative Lands**). FCI expired in 2010 and, due to timing, new land uses for the former FCI lands were not included in the 2011 General Plan Update. As a result, those lands reverted to the land use designations of the 1978 General Plan.

To address the inconsistency between the FCI and

THE GENERAL PLAN’S COMMITMENT TO SUSTAINABILITY

The 2011 General Plan Update reflects an environmentally sustainable approach to planning that balances the need for adequate infrastructure, housing, and economic vitality, while maintaining and preserving each unique community within the County, agricultural areas, and extensive open space.

Compared to the previous General Plan, this update reduced housing capacity by 15% and shifted 20% of future growth from the eastern backcountry areas to western communities.



This change reflects the County’s commitment to a sustainable growth model that focuses development near existing infrastructure and services, while respecting sensitive natural resources and protection of existing community character in its extensive rural and semi-rural communities.

As the County continues to grow, it is critical that development be located, scaled, and designed to retain and enhance the qualities that distinguish its communities. Clear and effectively crafted community plans have an important role in communicating these principles.

General Plan Update, the County prepared a GPA in 2016 to redesignate the former FCI lands to be consistent with the goals and policies of the 2011 General Plan. The Board approved the FCI GPA (See Appendix A) except for specific areas in eastern Alpine and directed County staff to conduct a special study to determine the appropriate land use densities and feasibility of developing necessary infrastructure to support a given density for these areas.

Why is the FCI important to the Community Plan?

- » Identified additional areas of potential change for analysis in the update (Figure 22: Subareas 1 - 6, Figure 23: Subarea 7).
- » Combines Board-directed development of Infrastructure and Market Feasibility Studies for eastern Alpine with the update (See Section 4: Supporting Studies).
- » The FCI GPA was subsequently litigated.

REDUCING IMPACTS ON THE ENVIRONMENT

- GHG Local Reduction Measures: The County’s climate action planning efforts include strategies and measures to support and enhance existing General Plan policies to reduce GHG emissions in the County’s unincorporated communities and its operations with targets set for 2030 as well as a goal for 2050.

How did the County’s GHG local reduction measures inform the Community Plan?

- » Directed the development of goals and policies that contribute to the County’s GHG reduction goals.
- » Supported implementation of General Plan recommendations to focus growth in the County villages to achieve a mix of land use.



RESPONDING TO THE REGIONAL NEED FOR HOUSING

- **Housing Affordability Strategy (2018):** The Board directed Staff to investigate options for addressing San Diego’s housing affordability crisis (See Appendix A). As a result, community plan updates were directed to include goals to maintain or increase housing capacity, improve job/housing balance, and increase the efficient provision of infrastructure and services.

What does it mean for the Community Plan?

- » Informed the development of goals and policies to provide a variety of housing choices, specifically for the missing middle, and consideration for land use alternatives that result in greater density than what is currently planned under the General Plan.

EXPANDING CONSIDERATIONS

- **FCI GPA Supplemental Environmental Impact Report (SEIR) Settlement (2019):** In a settlement agreement, the analysis in the Community Plan was expanded to evaluate the potential for re-designating land uses in the community back to their designations under FCI, which was one unit per 40 gross acres.

What does it mean for the Community Plan?

- » Resulted in an expanded analysis of land use changes known as the Former FCI Lands in eastern Alpine and Former FCI Lands in Alpine alternatives. (See Figure 26: Former FCI Lands in Alpine Alternative and Figure 28: Former FCI Lands in Eastern Alpine Alternative).



Former Forest Conservation Initiative Lands

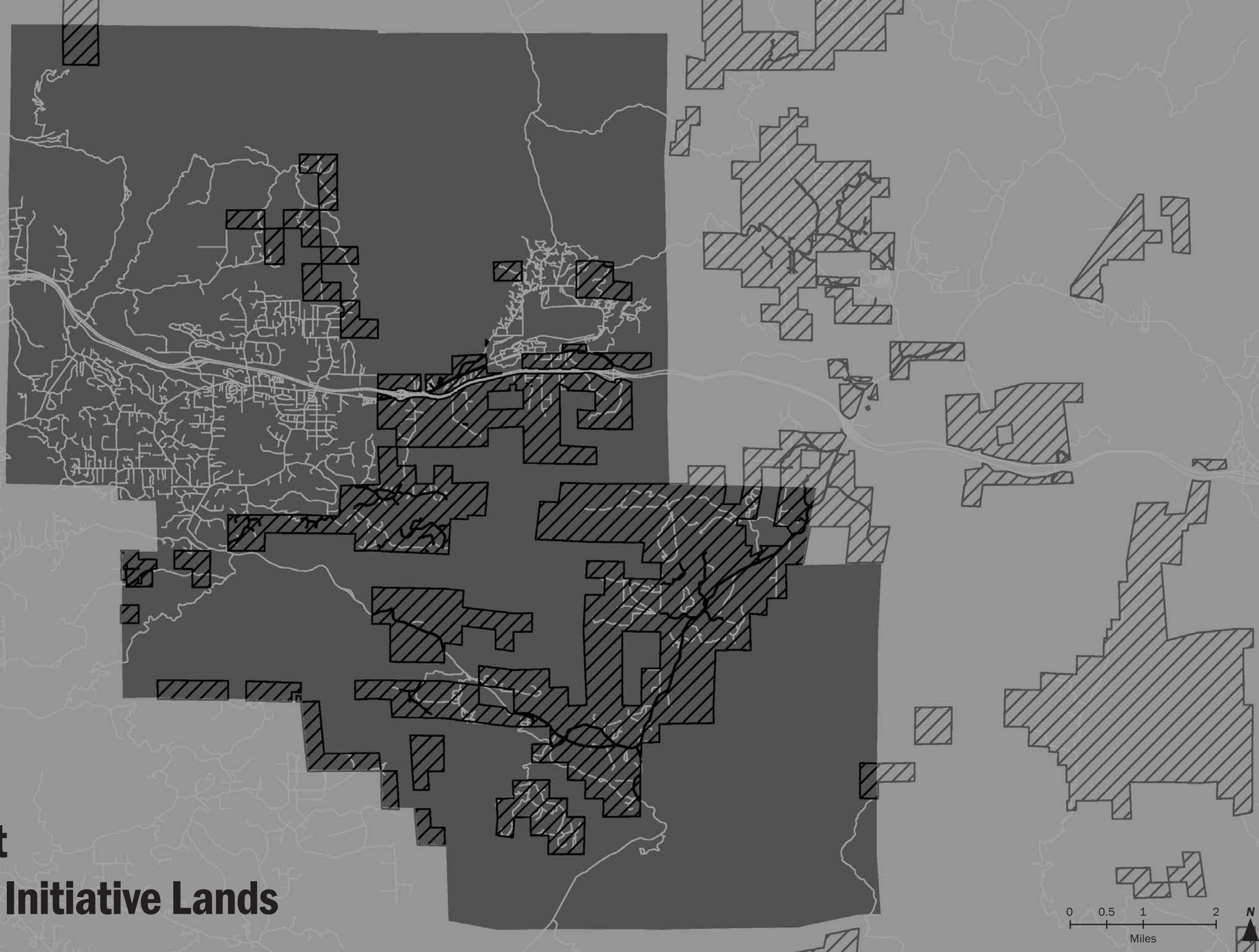


Figure 3: Former Forest Conservation Lands

 Former FCI

1.6 Planning Process

1.6.1 Primary Tasks

Based on the need for a community plan update and the Board actions as described in the previous section, the following primary tasks were identified for the update process:

- Update the Community Plan to consider the General Plan
- Integrate other County plans and programs, such as local GHG reduction measures and Live Well San Diego
- Review Alpine’s Design Guidelines and Form Based Code
- Conduct Market Feasibility and Infrastructure Studies for eastern Alpine (Appendices B and C)
- Analyze a Transfer of Development Rights (TDR) Pilot Program
- Prepare a Supplemental Environmental Impact Report (SEIR) in accordance with the California Environmental Quality Act (CEQA) to analyze and communicate the potential environmental impacts from the Draft Community Plan
- Gather and integrate public input into the planning and decision-making process

1.6.2 Planning Phases

These primary tasks fall generally within the following six planning phases of the update process.

Phase one involves background research and developing an understanding for Alpine’s existing conditions. The second phase includes the development of a community vision and guiding principles to inform goals and policies developed in Phase 3. Phase 4 explores land use alternatives and areas of change for consideration in a Draft Community Plan. The final phase involves the adoption process which includes Planning Commission and Board review and approvals. The process is currently in Phase 4, “Assessment of Land Use Alternatives.”



1.6.3 Where We Are

Developed with the community, the County has prepared a Draft Community Plan that contains six land use alternatives to the General Plan and revised goals and policies. Potential environmental impacts of the Draft Community Plan and the six alternatives have been analyzed in the Draft SEIR. The Draft Community Plan and Draft SEIR are now available for public review and comments. Comments received on the Draft Community Plan will be presented to the Planning Commission and the Board for their review and consideration. Comments received on the Draft SEIR will be responded to in the Draft Final SEIR.



1.6.4 Where We Are Going

The Community Plan update process is expected to conclude by spring 2021. At that time, the Draft Final Community Plan and corresponding analysis, including the Draft Final SEIR, as well as a summary of community feedback will be presented to the Planning Commission for recommendation and the Board for their consideration. The Board is charged with adopting the Draft Final Community Plan and certifying the Draft Final SEIR.

Planning Phases

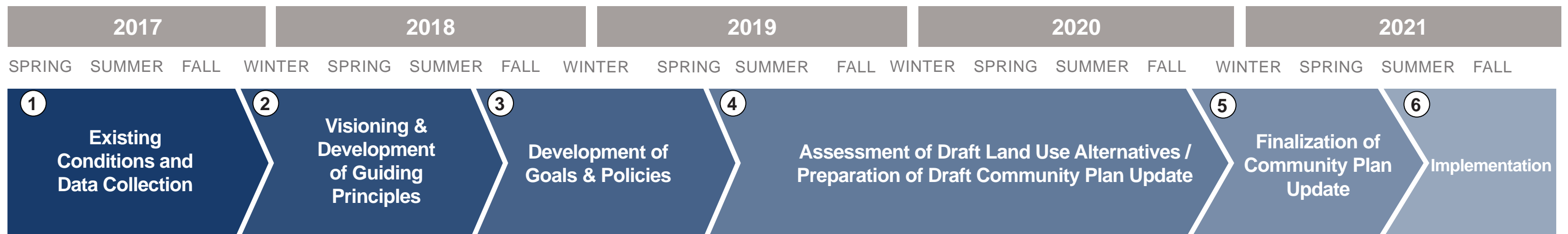


Figure 4: Planning Phases



FREWAY
ENTRANCE

8
WEST
←

**Chapter 2:
Methodology**



2. Methodology

Similar to the General Plan, the methodology to update the Community Plan was based on an evaluation of the demographics, land uses, and housing that make up present-day Alpine and the economic trends informing the opportunities and challenges facing its future growth. Technical memos were also developed to capture Alpine's infrastructure conditions as related to parks, road network, and utilities such as water, wastewater, gas, and electricity.

Additional analysis looked at opportunities and constraints for potential development in eastern Alpine. Combined with community input and the development of guiding principles, this data informed the development of goals and policies and land use alternatives to those contained in the General Plan for consideration in the Draft Community Plan.

Community design and placemaking will be described by Zoning and Design Guidelines. The Implementation Plan will be developed as part of the Final Community Plan Update and will outline and prioritize the potential projects that will assist in the implementation of the Community Plan.

2.1 Exploring Opportunities for Land Use Change

The County developed a range of draft land use concepts for analysis to respond to and reflect Board direction, community feedback, and the Community Plan's guiding principles.

Land use concepts were developed into areas of potential change, referred to as **subareas**, and **alternatives**.

Subareas show geographic locations for accommodating changes in density.

Alternatives are comprised of differing options for land use changes within the subareas.

2.1.1 Defining Subareas and Alternatives

To define the subareas and the alternatives, the County explored five central questions through a series of studies and analysis.

1. How can land use changes effectively respond to the needs and opportunities for future development in Alpine while considering its constraints and adhering to the Community Plan's guiding principles?
2. Where does the community want to see change and what kind of change does it want to see?
3. How are the demographics of the region and Alpine changing?
4. What is already planned for Alpine?
5. What are the constraints and opportunities for future development?



This analysis was 1) informed by public input, 2) directed by the guiding principles, 3) shaped by community context and opportunities and constraints, and 4) designed within the framework of the County’s Community Development Model. The analysis resulted in the identification of seven subareas where potential change could be considered and the development of six alternatives proposing differing levels and types of land use changes threaded throughout the community.

The following five sections provide an overview of the factors and analysis that resulted in the development of the subareas and alternatives.



Subarea and Alternative Development Process

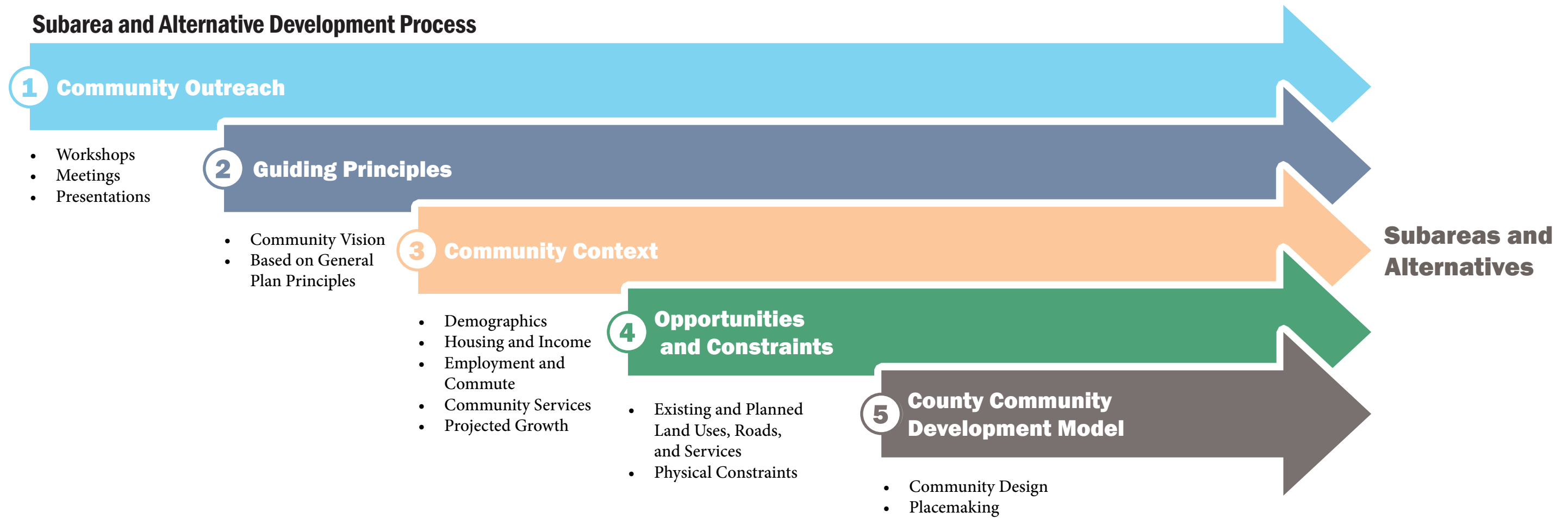


Figure 5: Subarea and Alternative Development Process

1 Community Outreach

GENERAL PLAN GUIDANCE

Close coordination with communities will be essential in understanding those attributes that distinguish them.

The County recognizes that community and stakeholder engagement is an important element at the core of the planning process and is committed to open, inclusive, and ongoing communication throughout the development of the updated Community Plan. The County designed and implemented a comprehensive outreach program for

engaging the community and stakeholders in the plan development process. Communications and engagement activities emphasize the use of a multi-pronged approach to disseminate project information and collect community and stakeholder input.

Opportunities for Public Input

Numerous and varied face-to-face opportunities for public and stakeholder participation in the planning process have included one-on-one stakeholder meetings, community planning group presentations, and community workshops to ensure engagement of a broad range of stakeholders such as residents, business owners, community groups, and environmental organizations.

Each engagement event has featured multiple methods for presenting information and gathering feedback including attractive presentations, interactive board-based surveys and small-group facilitated mapping exercises.

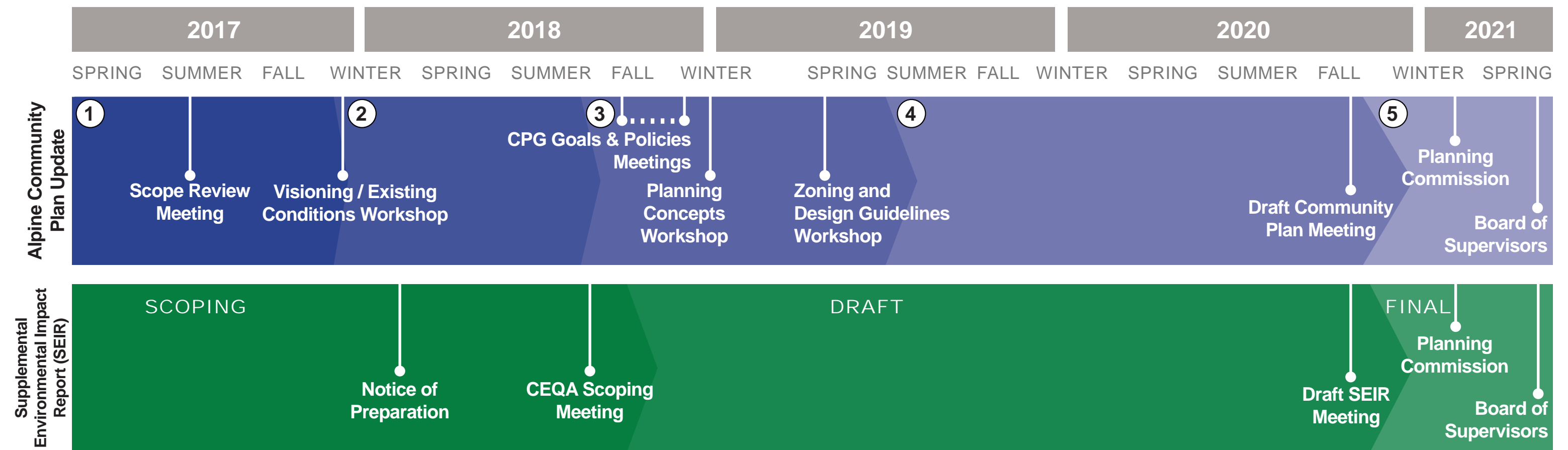
Public participation opportunities were synchronized with the planning process to demonstrate how each planning phase was meaningfully informed and shaped by community stakeholder feedback.

The eight engagement activities described on the following page took place between summer 2017 and spring 2019. Public notice was provided for each of the activities including emails sent to subscribers of the Alpine Community Plan Update interest list, letters and postcards sent to property owners, fliers posted at apartment/townhome common areas, and ads in newspapers of local circulation.



Community members visit interactive feedback stations during a Zoning and Design Guidelines Workshop

Opportunities for Public Involvement



CPG - Community Planning Group
 CEQA - California Environmental Quality Act

Figure 6: Opportunities for Public Involvement

Scope Review Meeting

June 27, 2017
 Approximate Attendance: 60
Purpose:

- Introduce the role of the Community Plan in future community planning
- Discuss the County’s approach to updating community plans
- Gather preliminary input related to existing conditions

Visioning/Existing Conditions Workshop

January 6, 2018
 Approximate Attendance: 50
Purpose:

- Discuss the community’s physical and economic existing conditions
- Discuss future community needs, Community Plan guiding principles, and the identification of areas for change

SEIR Scoping Meeting

September 18, 2018
 Approximate Attendance: 80
Purpose:

- Introduce CEQA, the environmental review process, and potential environmental issues for analysis
- Gather comments on resource areas for analysis in the Draft SEIR

Community Planning Group Meetings to Discuss Goals and Policies

October 11 and 25, November 8, 2018 and January 10, 2019
 Approximate Attendance: 30 per meeting
Purpose:

- Review the existing goals and policies
- Gather feedback on the draft goals and policies

Planning Concepts Workshop

January 26, 2019
 Approximate Attendance: 35
Purpose:

- Present the draft land use alternatives and subareas
- Gather feedback on the land use alternatives and subareas

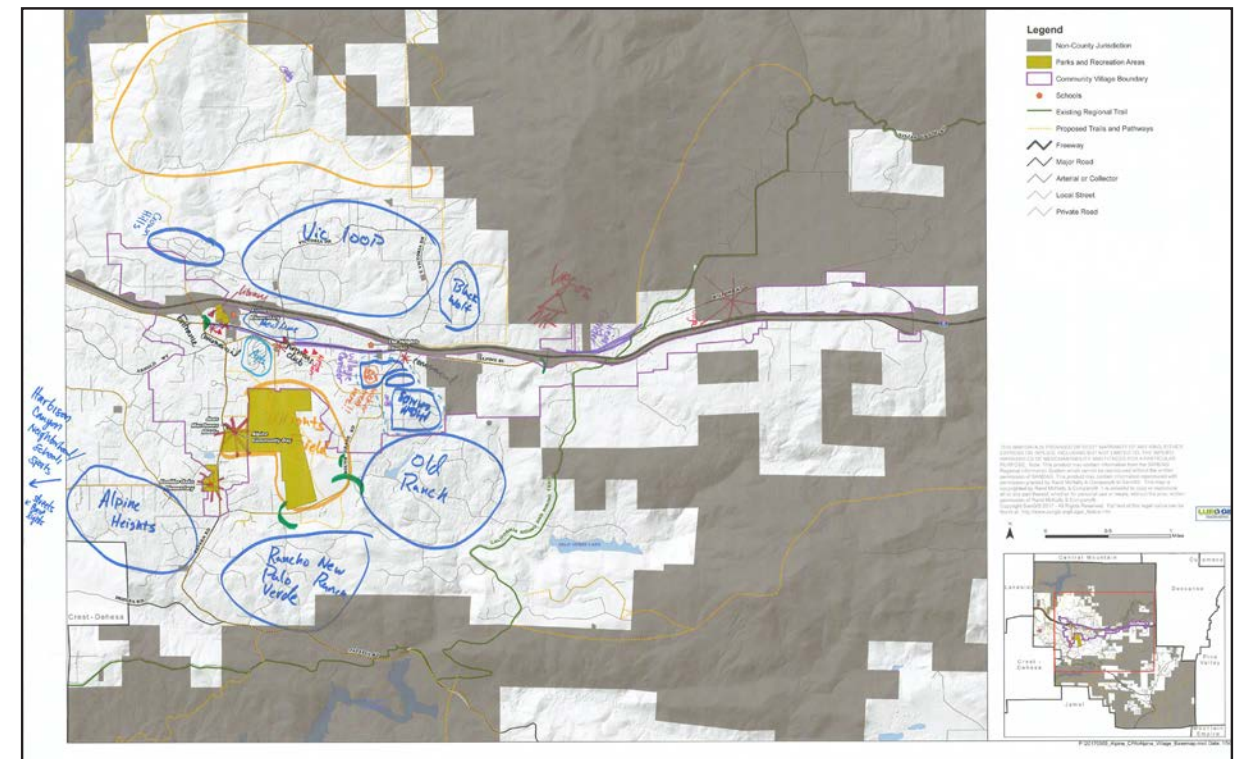
Zoning/Design Guidelines Workshop

March 2, 2019
 Approximate Attendance: 35
Purpose:

- Gather input on current zoning and design guidelines
- Gather input on critical community characteristics

Project Webpage

In addition to in-person engagement, the County established a project webpage as the online library of project information and documents. The webpage also provides notices of community involvement opportunities throughout all phases of the planning process and gives interested persons an opportunity to sign up to receive periodic process updates.



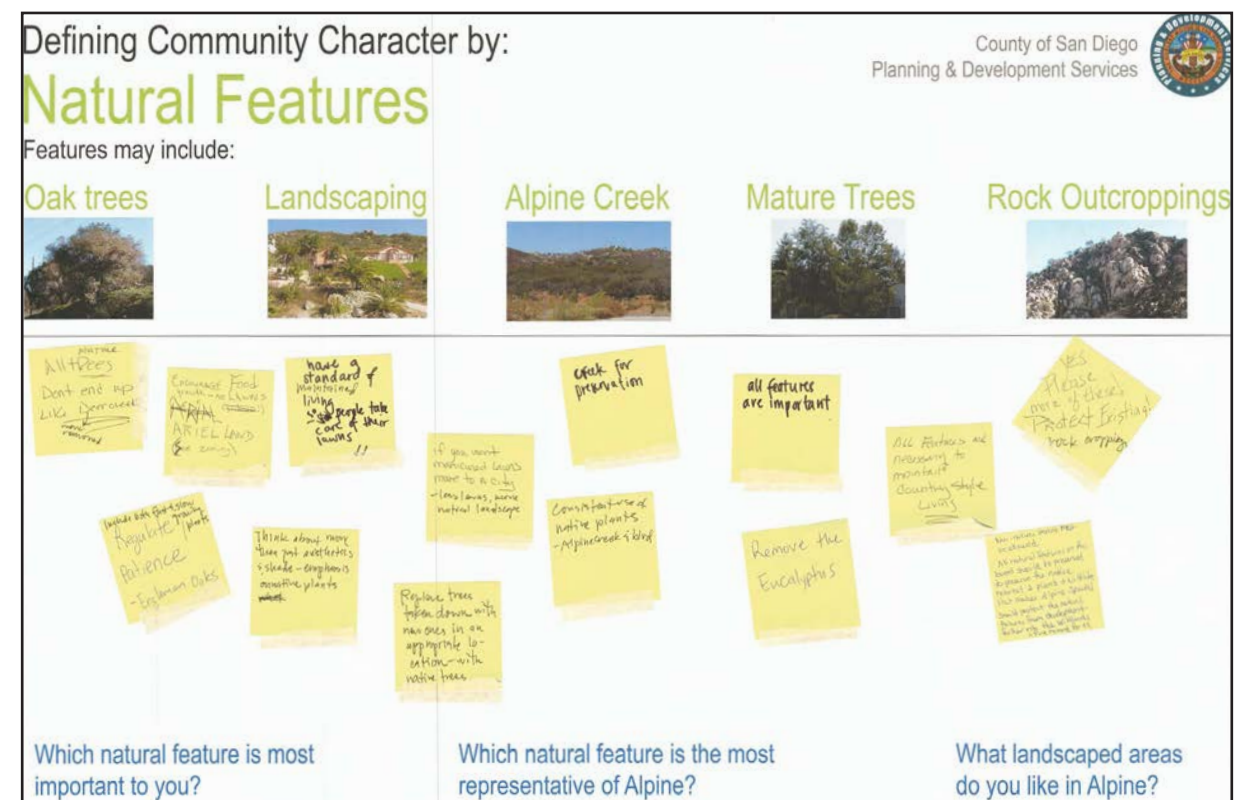
Visioning / Existing Conditions Workshop Mapping Exercises



Community members identify areas of opportunity and constraints at the Visioning & Existing Conditions Workshop



County planner explains the Community Planning Area at a poster station during the Public Scope Review Meeting



Zoning and Design Guidelines Workshop Public Input

Guiding Principles

2

Guiding principles are the foundation of the Community Plan and provide a framework for the vision of the community. Informed by the General Plan’s Guiding Principles (Appendix A) and further refined through the public participation process, these eight principles inform how the Community Plan’s goals and policies were developed as well as the land use alternatives and mobility network.



1. Provide community-specific policies and establish development guidance in pursuit of the County’s greenhouse gas emission reduction targets.



2. Ensure new development is planned and designed in a manner that protects Alpine’s natural setting and unique community character.



3. Require new development and encourage existing development to minimize impacts to public safety and provide adequate defensibility from wildfires.



4. Promote sustainability by focusing growth where services and infrastructure exist or can be reasonably built.



5. Encourage compact, mixed use development to support a vital Village core and advance the County’s goals to reduce Vehicle Miles Traveled.



6. Minimize the impacts from development on sensitive natural resources— such as Alpine Creek, Viejas Mountain, and Cleveland National Forest for the benefit of the community.



7. Provide and support a multi-modal transportation network that enhances connectivity and supports community development patterns.



8. Reinforce the vitality, local economy, and character of Alpine while balancing housing, employment, and recreational opportunities.

Community Context

3

Analyzing Alpine’s community context provides important insight on who resides in Alpine, where they live and work, how they get around, and what their potential future needs may be. An Existing Conditions Report (2018)¹⁰ was developed to capture this information. Data provided in this section is sourced from the Existing Conditions Report unless otherwise noted.

Population

In 2018, the majority of Alpine residents identified as White (74.5%), while 16.3% identified as Hispanic or Latino. Smaller portions of the community identified as Asian and Pacific Islander (3.68%), American Indian (0.67%), and Black or African American (1.59%). Alpine’s population skews older than that of the San Diego region with a higher percentage of Baby Boomers (55 to 75 years old) in particular. Younger-age cohorts, such as Millennials (21 to 37 years old), are proportionally less represented in Alpine than other areas of San Diego. The median age of Alpine residents is 40.8 years old, slightly older than San Diego region median age of 36.4 years¹¹.

Housing and Income

In 2015, Alpine contained more than 6,600 dwelling units most of which are owner-occupied. Most of the housing stock was single-family with a meaningful, albeit smaller, proportion of multi-family and a nominal amount of mobile homes. While the median contract rent in Alpine in 2015 was 10% lower than the San Diego region at \$1,431, the average home cost was 12% higher at \$481,900.

At \$91,827, Alpine’s median household income is higher than that of the region. Yet the household income is not distributed evenly, with a large share of households earning below \$45,000 or more than \$75,000¹². Between 2010 and 2015, Alpine experienced substantial growth in the proportion of households earning \$100,000 or more compared to 2010. This growth was also more significant than the growth seen in the rest of the region and may be attributed to an increased proportion of the population with advanced education, and the workforce aging into

their peak earning years. At the same time, 39% of the total proportion of Alpine households are classified as low income.

More than 60% of Alpine renters are cost burdened, meaning they are spending 30% or more of their household income on housing costs. Nearly 42% of Alpine homeowners are also considered cost burdened.

Table 1: Estimated Household Income Required to Afford Housing in Alpine¹⁰

Monthly Rent in Alpine (MFR) - 2017	\$1,431
Annual MFR Rent	\$17,172
Median Home Value (2015)	\$481,900
Monthly Mortgage	\$2,740
Annual Mortgage	\$32,880
Estimated Required Annual Household Income	
Renter Occupied Households	\$57,240
Owner Occupied Households	\$109,600

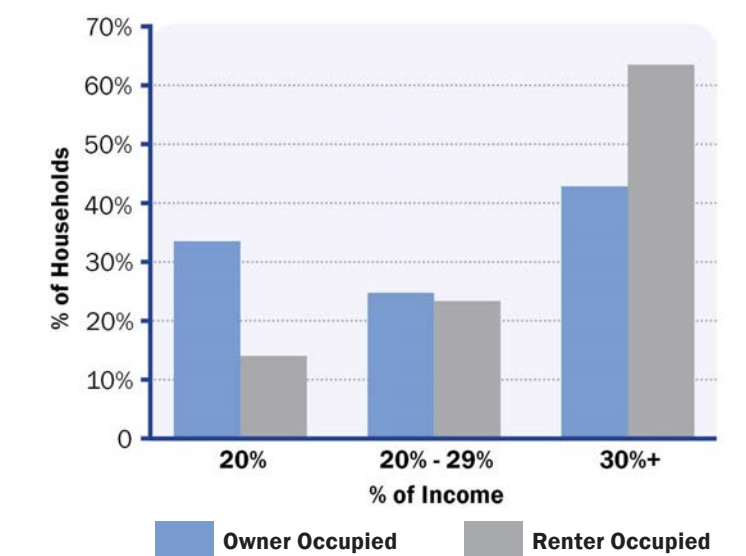


Figure 7: Housing Cost as Percentage of Household Income (2015)¹⁰

¹⁰ AECOM, Alpine Community Update, Existing Conditions Report, 2018

¹¹ SANDAG Current Estimates, 2018

¹² SANDAG Current Estimates, 2018

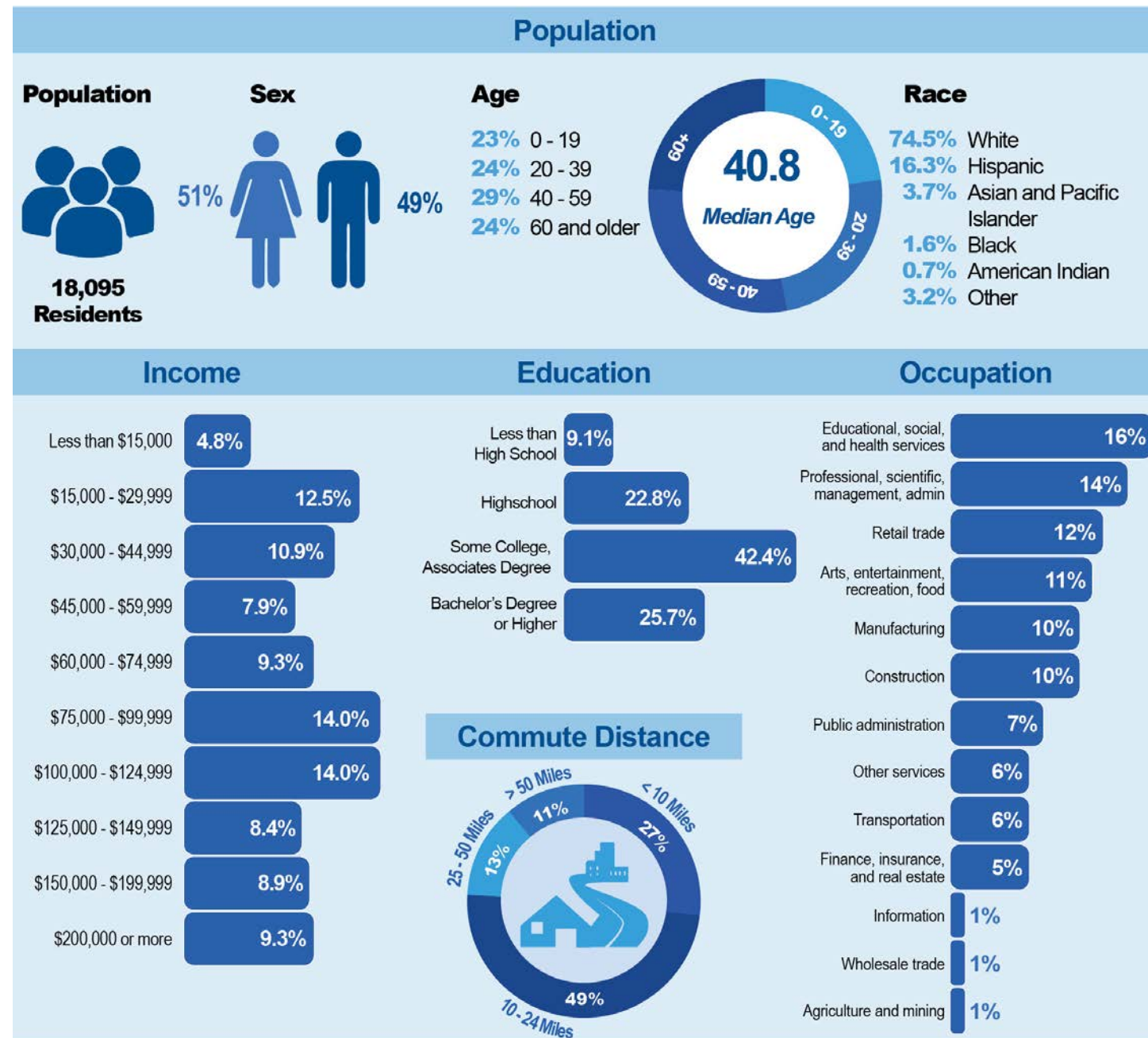


Figure 8: Community Demographics

Employment and Commute

Alpine’s workforce commonly occupies positions in the following three sectors: 1) educational, social, and health services, 2) professional, scientific, management, and administrative, and 3) retail trade. Alpine saw a significant increase (6%) in persons working in the professional, scientific, management, and administrative sector between 2010 - 2015.

The job base within Alpine is largely made up of community service positions and most jobs tend to consist of retail and service positions. The area’s largest employer is Viejas Casino with over 700 jobs¹³. More than 1,200,000 jobs are located within 30 miles of the Alpine Village.

Table 2: Jobs in Proximity to Alpine

Distance from the Alpine Village	Number of Jobs
10 miles	43,180
20 miles	37,916
30 miles	1,176,445

The majority of Alpine’s workforce commutes throughout the region – primarily west into the urban center- to their jobs (See Figure 9: Where do Alpine Workers Work?). The largest portion of Alpine-based workers are employed in jobs located in the City of San Diego, followed by the City of El Cajon, and then within Alpine. Collectively, these three jurisdictions employ over half the local workforce with the remainder distributed in small amounts throughout the region. Overall commute distance has remained constant for Alpine residents since 2005 with 19% commuting less than 10 miles to work and 48% commuting 10 -24 miles. The typical commute to work is 33 minutes long. With limited commuting alternatives, driving alone remained the most popular mode of transportation to work (78%).

While residents of Alpine primarily commute west for work, Alpine itself is a job center for the unincorporated county and neighboring cities such as Santee and El Cajon. Residents of surrounding unincorporated areas, along with residents of Alpine, El Cajon, and Santee, occupy over half of all jobs within the Alpine community. An increasing percentage of persons employed in Alpine (11%) are commuting more than 50 miles to their jobs in Alpine. This is a five percent increase from 2005.

Projected Growth

According to SANDAG, both population and jobs are expected to increase in Alpine over the next thirty years. SANDAG projects Alpine’s population to increase by more than 30% to 23,841 by 2050; jobs are expected to increase by 50% in the same timeframe. The cost of housing for both owners and renters has continued to rise in Alpine since the year 2000, and the demand for future housing continues to grow as the supply of housing becomes more limited¹⁴.

Informing the Community Plan

- Based on projected growth information, the Village-Focused and High land use alternatives (Chapter 3) would allow for an increase in retail and commercial spaces as well as a variety of housing types within Alpine’s Village area.
- The range in age and income of Alpine’s population emphasizes the need to provide a mix of housing opportunities for a diverse population including affordable housing, housing for the “missing middle” and senior and assisted living facilities.
- Multi-modal transportation system and alternative commuting options would support the over 70% of Alpine residents that commute more than 10 miles to their jobs.
- Current and projected demographics indicate the needs to provide a balance of community services including schools, libraries, and recreational parks and facilities.

¹³ AECOM, Alpine Residential Market Opportunity/TDR Applicability Analysis, 2020

¹⁴ Projections provided by the Regional Growth Forecast (Series 13) by SANDAG. SANDAG uses existing General Plans throughout the region in projecting growth, combining it with both demographic and economic factors.

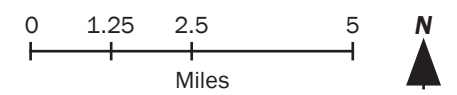
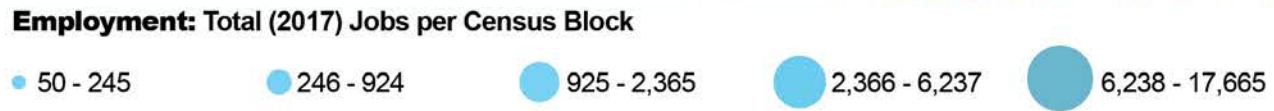
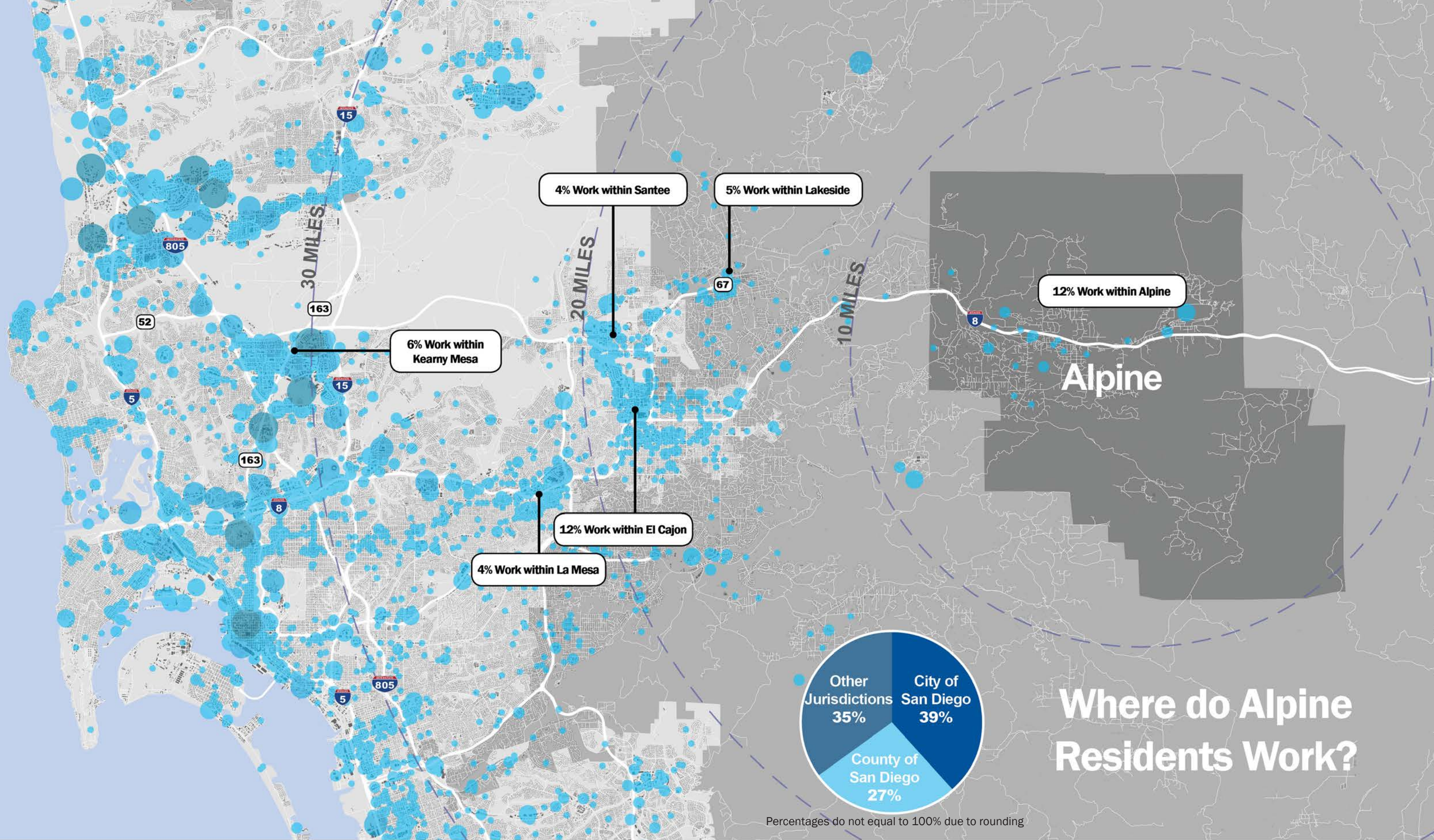


Figure 9: Where do Alpine Residents Work?

4 Opportunities and Constraints

To further define opportunities for change and growth, the community was evaluated for existing and planned land uses, mobility element roads, and services to identify areas with opportunities for growth and development. In addition, proximity to community services, fire hazard severity zones, infrastructure and services, as well as land ownership/jurisdiction were reviewed.

The analysis included:

- Determining how land is being used
- Determining how the mobility element envisioned people and cars would move in the future
- Defining the built and visual character of the community
- Determining the potential for future development



Physical Constraints

Physical constraints were considered in identifying potential areas for development and include a wide range of factors such as steep slopes, biologically sensitive habitat, and areas with groundwater limitations.

Figures 10 and 11: Physical Constraints on the next four pages illustrate the built and physically constrained land in Alpine. Constrained land is divided into two categories:

1. **Fully Constrained** – Land where development is not expected to occur, due to physical constraints.
2. **Partially (Variable) Constrained** – Land where development may occur, but preliminary resource evaluations indicate that development proposals will need to be refined through technical studies and/or may require biological mitigation.

Areas that have been identified as fully constrained areas include:

- Floodplains
- Wetlands
- Public Lands
- Future Roads
- Habitat Preserve Areas

Variable constrained areas include:

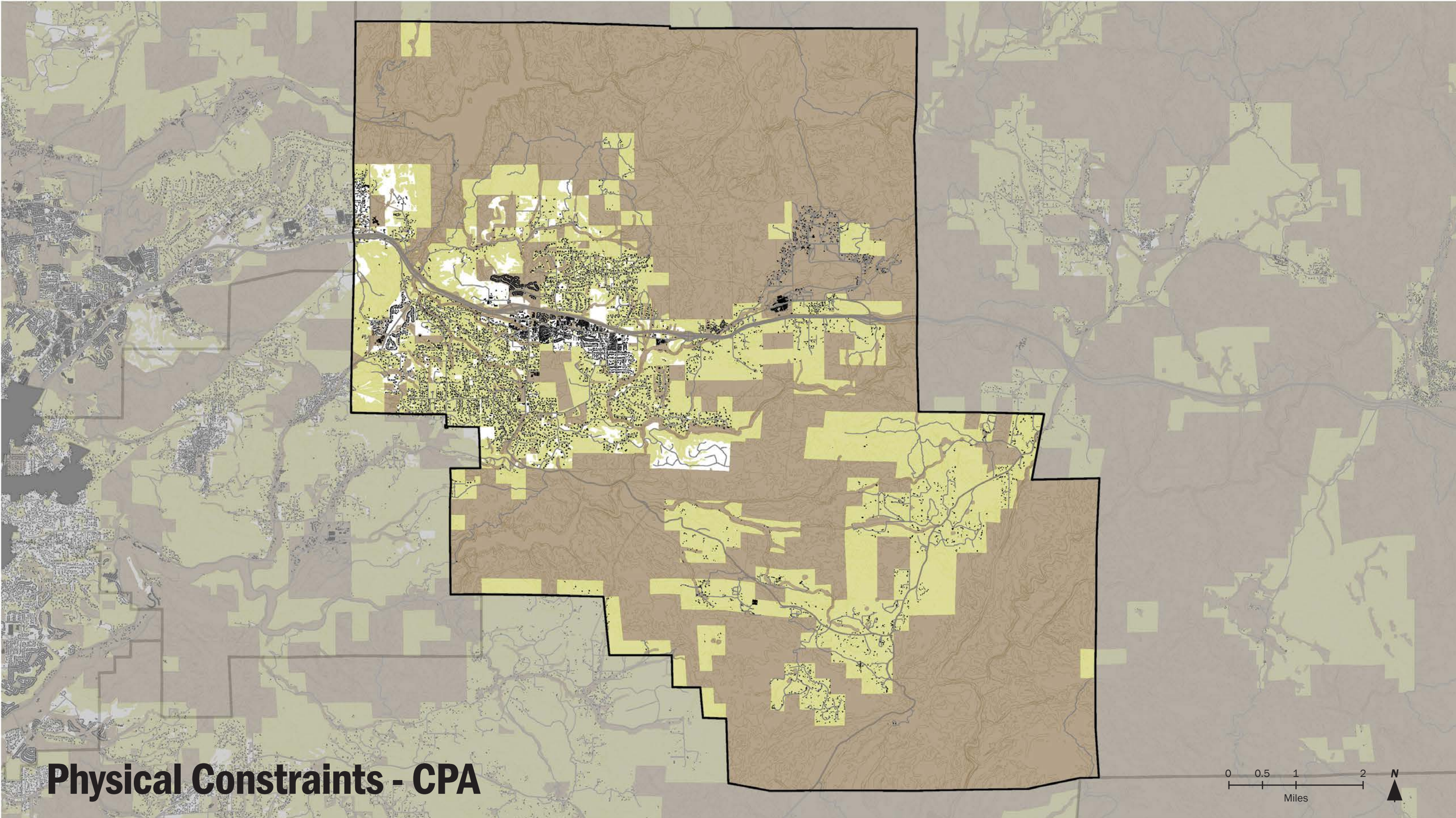
- Steep slopes (slopes greater than 25%)
- Areas depending on groundwater availability (outside of the County Water Authority Service Area)
- Native habitat areas with potential to support sensitive and endangered species

Areas which are not fully constrained (shown on the maps in tan and white) provide greater opportunity for development.



Table 3: Acreage and Developable Land in the Alpine CPA

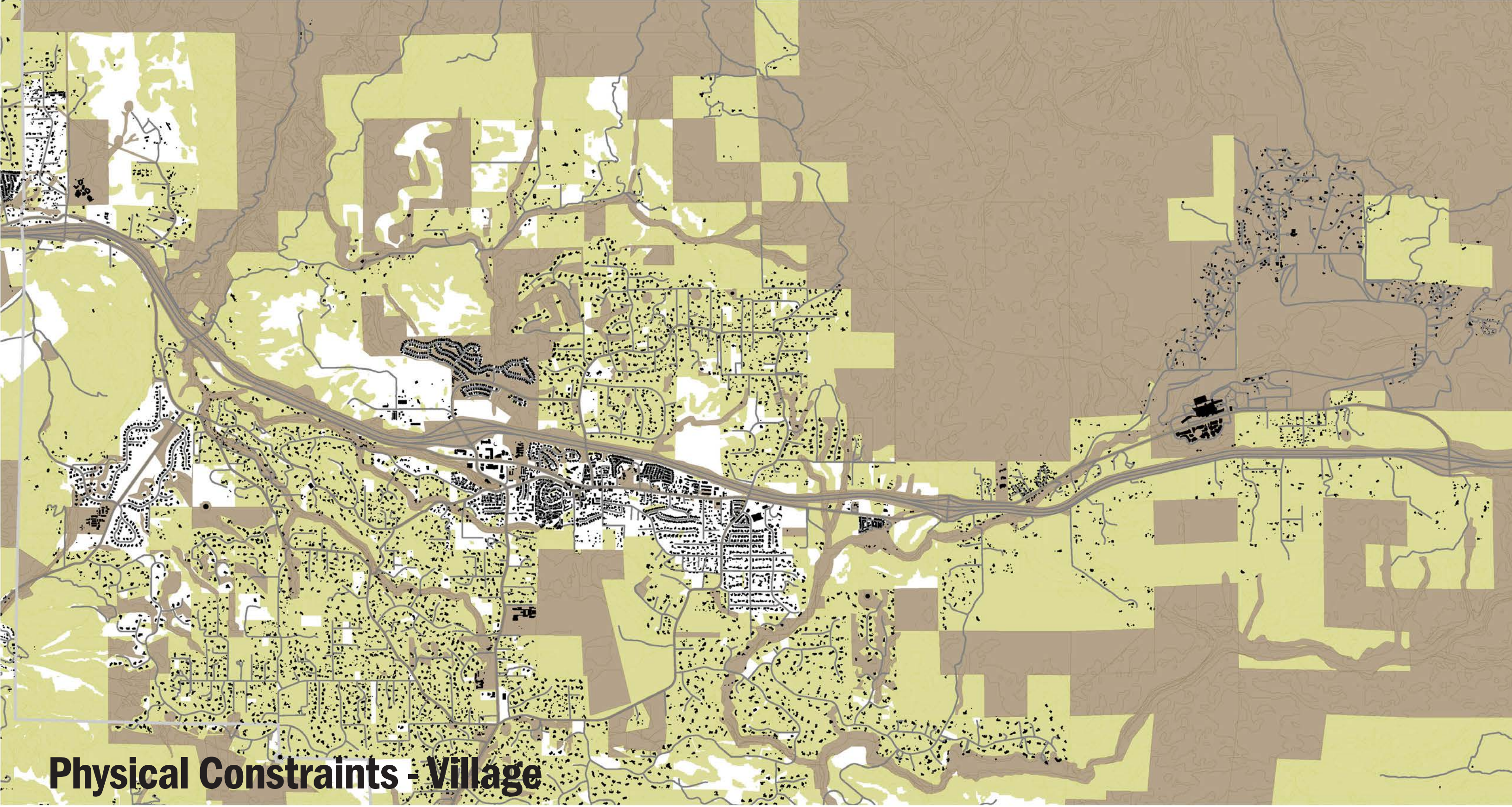
Total Acreage	% Developable Land
68,136.05	8%



Physical Constraints - CPA

- 100% Constrained
- Variable Constrained
- Unconstrained
- Built Structures
- Alpine Community Plan Area Boundary

Figure 10: Physical Constraints - CPA



Physical Constraints - Village

- 100% Constrained
- Variable Constrained
- Unconstrained
- Built Structures

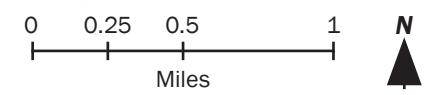


Figure 11: Physical Constraints - Village



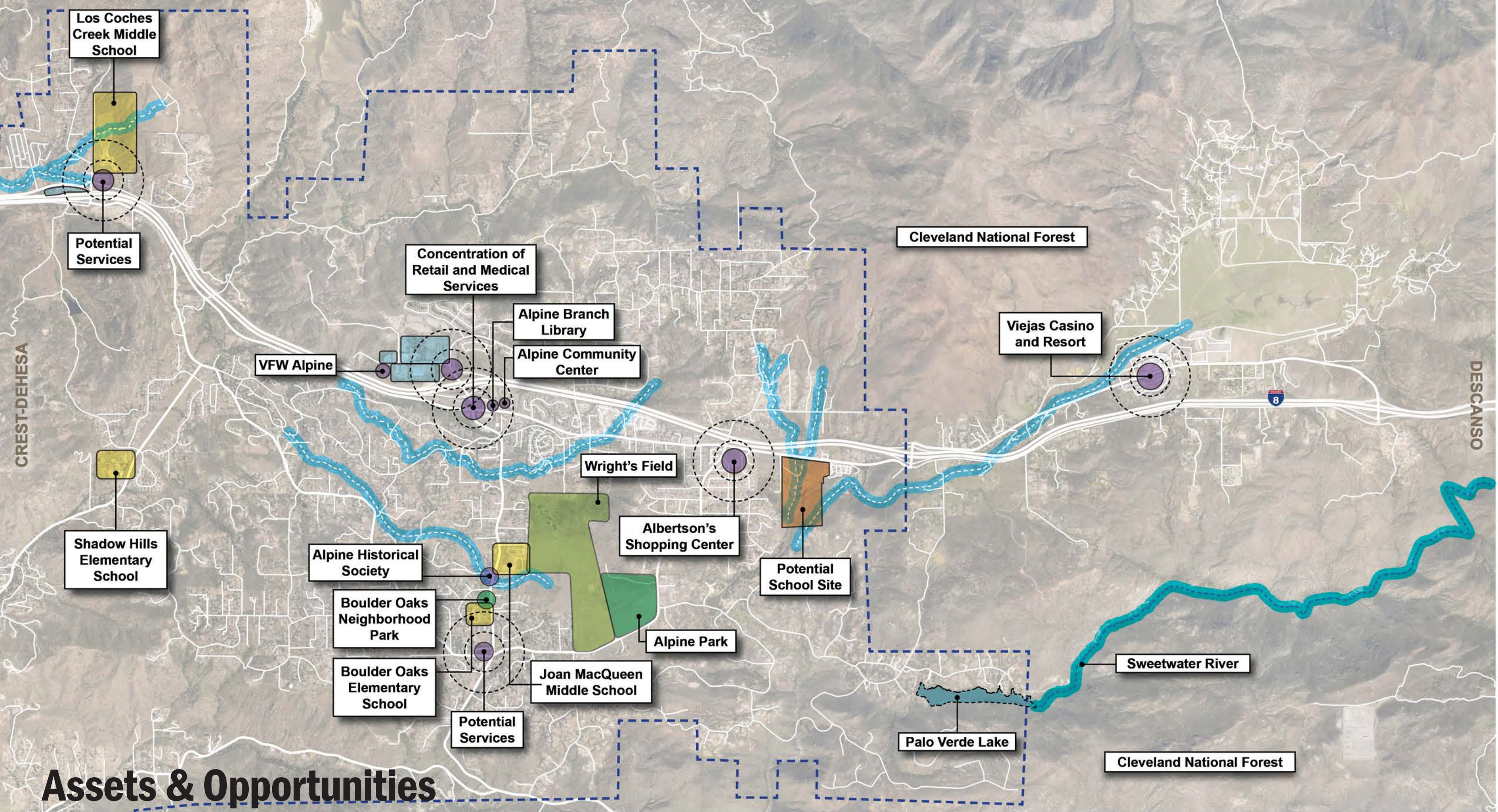
Community Assets and Opportunities

Just as steep slopes and floodplains may constrain certain areas from development, the presence of existing community-serving amenities and employment centers such as grocery stores, gas stations, community centers, public spaces, shops, restaurants, and schools as well as supporting infrastructure such as water and wastewater service and roads can serve as indicators of areas with opportunity for development. **Table 4** on the next page and **Figure 12: Assets & Opportunities** identify a number of these available assets and opportunities in Alpine.



Table 4: Assets and Opportunities

Asset / Opportunity	Location
Commercial and Retail	
Alpine Creek Shopping Center	Alpine Boulevard and Tavern Road
<ul style="list-style-type: none"> Baron's Market ACE Hardware Alpine Beer Company CVS Pharmacy 	
Alpine Regional Center	Alpine Boulevard and Tavern Road
<ul style="list-style-type: none"> Medical Offices Alpine Chamber of Commerce 	
Ayres Lodge Center	Alpine Boulevard and Tavern Road
<ul style="list-style-type: none"> Alpine Urgent Care Chase Bank Ayres Lodge 	
Rite Aid	Alpine Boulevard and Tavern Road
Viejas Casino and Resort	Willows Road
Albertson's Shopping Center	Alpine Boulevard and South Grade Road
Community Services	
Alpine Branch Library	Alpine Boulevard
Alpine Community Center	Alpine Boulevard
Alpine Fire Station	Alpine Boulevard
Alpine Historical Society Museum	Tavern Road
Alpine Women's Club	Alpine Boulevard
Boulder Oaks Elementary School	Tavern Road
Joan MacQueen Middle School	Tavern Road
Los Coches Creek Middle School	Dunbar Lane
Shadow Hills Elementary School	Harbison Canyon Road
Sheriff Station	Alpine Boulevard
Alpine VFW Post 9578	Tavern Road
Parks and Open Space	
Wright's Field	South Grade Road
Boulder Oaks Neighborhood Park	Tavern Road
Alpine Park	South Grade Road
Natural Resources	
Palo Verde Lake	
Sweetwater River	
Loveland Reservoir	
El Capital Reservoir	
Cleveland National Forest	
Creeks	Various
Industrial Development	
StaxUP Storage, U-Haul, Alpine Landscape Materials	Tavern Road, north of I-8 freeway



Assets & Opportunities

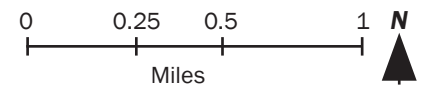


Figure 12: Assets & Opportunities

5 Community Development Model

To promote health and sustainability, the General Plan adopted a model of compact community-centered development for the county’s unincorporated areas known as the Community Development Model (Appendix A). The Community Development Model strives to locate new growth near existing and planned infrastructure, services, and jobs. The proposed Community Plan alternatives provide variations of this model.

Community Design and Placemaking

The General Plan sets three regional categories for all County unincorporated land.

1. Rural
2. Semi-rural
3. Village

The “Rural” regional category describes areas of very low density. Areas of low density are considered “Semi-rural” surround the central core known as the “Village,” or “Rural Village” in very rural communities.



THE COMMUNITY DEVELOPMENT MODEL ENCOURAGES:

- Decreased environmental impacts
- Minimal cost of new community infrastructure and services
- Timely travel response times by police and fire
- Decreased travel distances to jobs, shopping, and services

CHARACTERISTICS OF RURAL, SEMI-RURAL, AND VILLAGE DESIGNATIONS

Rural

- Large open space
- Very low-density land uses
- Provide for agriculture, managed resource production, conservation, and recreation
- Mostly groundwater dependent

Semi-Rural

- Transition between the Village and Rural lands
- Lower-density land uses
- Supports rural communities

Village

- Highest populations and densities
- Wide range and mix of land uses
- Diverse range of housing types: both single and multi-family



The following figures help illustrate the compact development model. **Figure 13** demonstrates the relationship between the three regional categories and **Figures 14-16** provide examples of how the County’s land use designations fit in the Village, Semi-Rural, and Rural regional categories. **Figures 14-16** also offer illustrations of the typologies permitted under each of the designations.

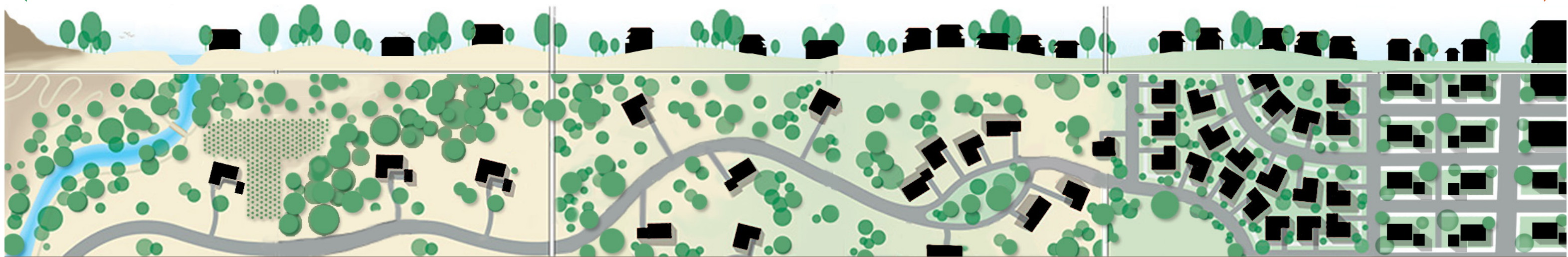
LAND DEVELOPMENT SPECTRUM

Rural

Semi-Rural

Village

← Lower Intensity



General Plan Land Use Designations & Place Types

Applicable to All Areas of the County: Tribal Lands (TL), Public Agency Lands (PAL), Specific Plan Area (SPA), Public/Semi-Public Facilities (P/SP), Open Space-Conservation (OS-C), and Open Space-Recreation (OS-R)

Applicable to Specific Areas of the County:

Open Space	Agriculture & Rural Homes	Rural Business	Rural Homes	County Cross Roads	Neighborhood	Office / Tech / Industrial	Neighborhood Center	Commercial Corridor	Master Planned Community	Town Center	Regional Center
<ul style="list-style-type: none"> Open Space-Conservation (OS-C) Open Space-Recreation (OS-R) 	<ul style="list-style-type: none"> Rural Lands 20 / 40 / 80 (RL-20, RL-40, RL-80) 	<ul style="list-style-type: none"> Rural Commercial (C-4) Medium/High Impact Industrial (I-2, I-3) 	<ul style="list-style-type: none"> Semi-Rural 0.5 - 2 (SR-0.5, SR-1, SR-2) 	<ul style="list-style-type: none"> General Commercial (C-1) Office Professional (C-2) Neighborhood Commercial (C-3) Rural Commercial (C-4) 	<ul style="list-style-type: none"> Semi-Rural 0.5 - 10 (SR-0.5, SR-1, SR-2, SR-4, SR-10) Village Residential 2 - 10.9 (VR-2, VR-2.9, VR-4.3, VR-7.3, VR-10.9) 	<ul style="list-style-type: none"> Office Professional (C-2) Neighborhood Commercial (C-3) Light/Medium/High Impact Industrial (I-1, I-2, I-3) 	<ul style="list-style-type: none"> Rural Commercial (C-4) Neighborhood Commercial (C-3) General Commercial (C-1) Semi-Rural 0.5 - 1 (SR-0.5, SR-1) 	<ul style="list-style-type: none"> Neighborhood Commercial (C-3) Office Professional (C-2) General Commercial (C-1) 	<ul style="list-style-type: none"> Specific Plan Area (SPA) 	<ul style="list-style-type: none"> Village Residential 4.3 - 30 (VR-4.3, VR-7.3, VR-10.9, VR-15, VR-20, VR-24, VR-30) Village Core Mixed Use (C-5) 	<ul style="list-style-type: none"> General Commercial (C-1) Office Professional (C-2)

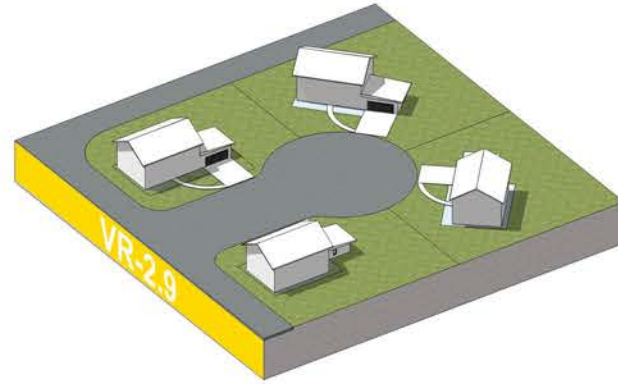
Figure 13: Land Development Spectrum

Village Residential Land Use Designations

Village Residential - Low

- VR-2 2 dwelling units / acre
- VR-2.9 2.9 dwelling units / acre
- VR-4.3 4.3 dwelling units / acre

Low density Village residential land use designations are intended for areas with predominantly single-family development within the Village regional category. These areas may act as buffer zones between single-family homes in Rural and Semi-Rural areas, and multi-family developments allowed in villages.



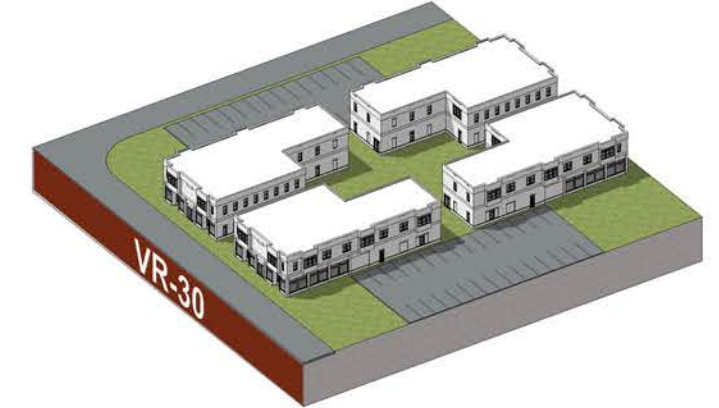
Axonometric view of an example of VR-2.9



Village Residential - High

- VR-20 20 dwelling units / acre
- VR-24 24 dwelling units / acre
- VR-30 30 dwelling units / acre

High density Village residential land use designations VR-20, VR-24, and VR-30 are intended for compact multi-family development such as larger apartment communities. Village Core Mixed-Use (C-5) allows for a mix of uses within the same development, such as live-work developments.



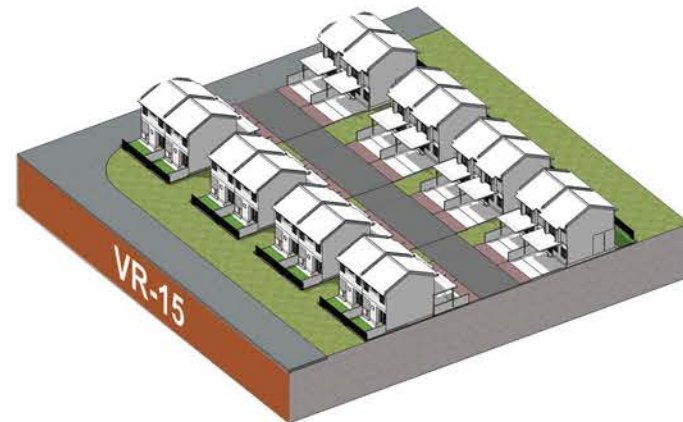
Axonometric view of an example of VR-30



Village Residential - Medium

- VR-7.3 7.3 dwelling units / acre
- VR-10.9 10.9 dwelling units / acre
- VR-15 15 dwelling units / acre

Medium density Village residential land use designations VR-7.3, VR-10.9, and VR-15 allow for multi-family development within the Village regional category. Examples of multi-family developments include duplexes, triplexes, and townhomes.



Axonometric view of an example of VR-15



Land Use Designation Colors in County Land Use Maps

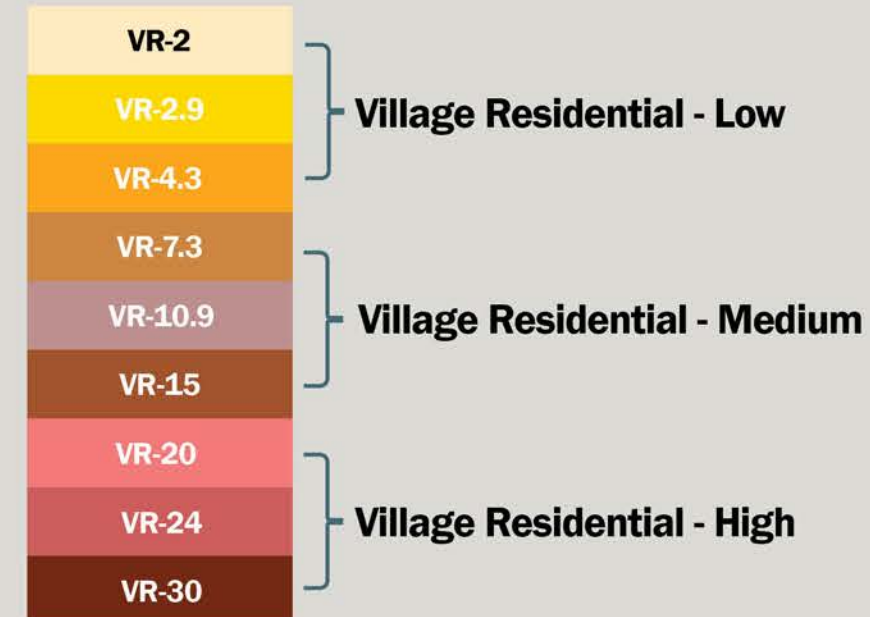


Figure 14: Village Residential Land Use Designations

Semi-Rural Residential Land Use Designations

Semi-Rural residential land use designations allow for low residential density that supports rural communities. Semi-Rural areas often act as a transition between the Rural lands and villages. **Residential density is dependent on the slope of a property - a property with greater percentage of slope may have a lower density.**

This diagram illustrates the differences in density among Semi-Rural designations:

- SR-0.5 allows for 1 dwelling unit per 0.5, 1, or 2 acres
- SR-1 allows for 1 dwelling unit per 1, 2, or 4 acres
- SR-2 allows for 1 dwelling unit per 2, 4, or 8 acres
- SR-4 allows for 1 dwelling unit per 4, 8, or 16 acres
- SR-10 allows for 1 dwelling unit per 10 or 20 acres

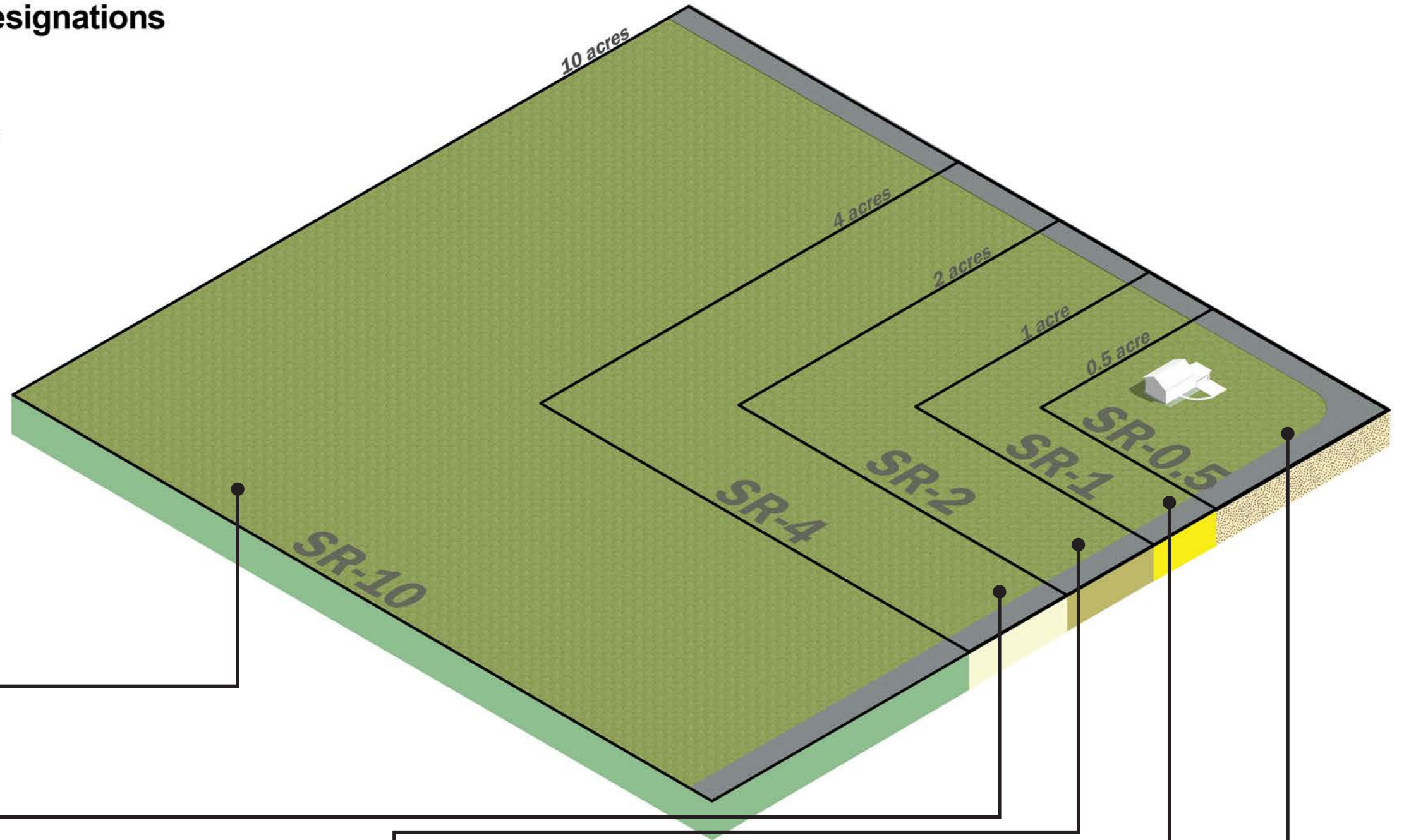


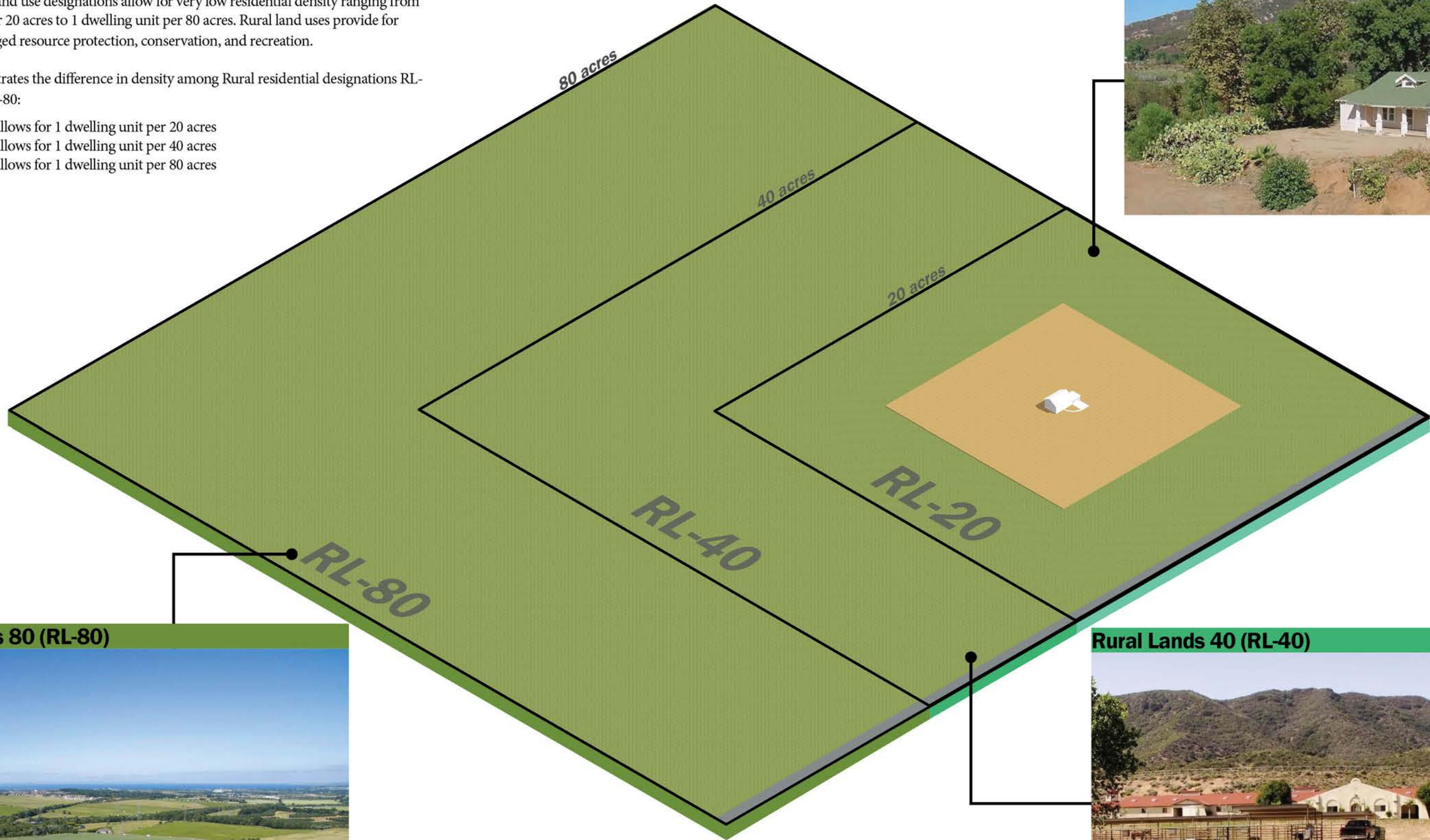
Figure 15: Semi-Rural Residential Land Use Designations

Rural Residential Land Use Designations

Rural residential land use designations allow for very low residential density ranging from 1 dwelling unit per 20 acres to 1 dwelling unit per 80 acres. Rural land uses provide for agriculture, managed resource protection, conservation, and recreation.

This diagram illustrates the difference in density among Rural residential designations RL-20, RL-40, and RL-80:

- RL-20 allows for 1 dwelling unit per 20 acres
- RL-40 allows for 1 dwelling unit per 40 acres
- RL-80 allows for 1 dwelling unit per 80 acres



Rural Lands 20 (RL-20)



Rural Lands 80 (RL-80)



Rural Lands 40 (RL-40)

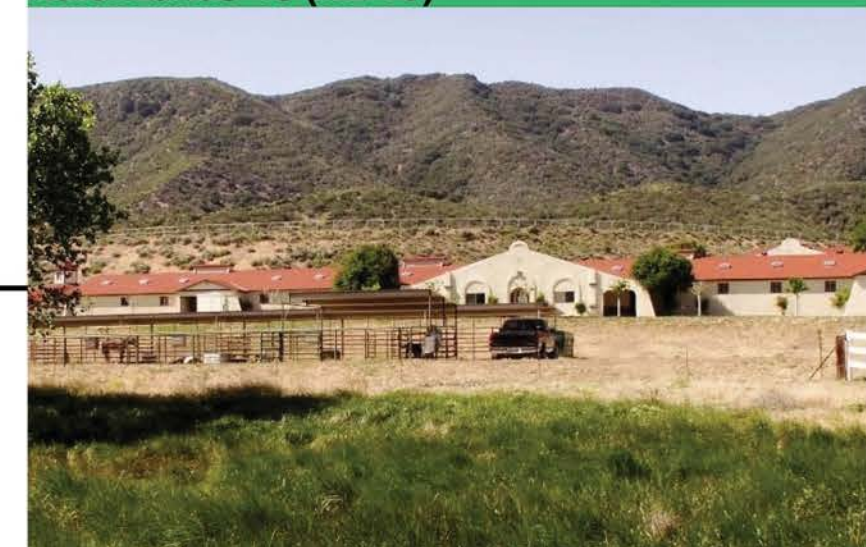


Figure 16: Rural Residential Land Use Designations

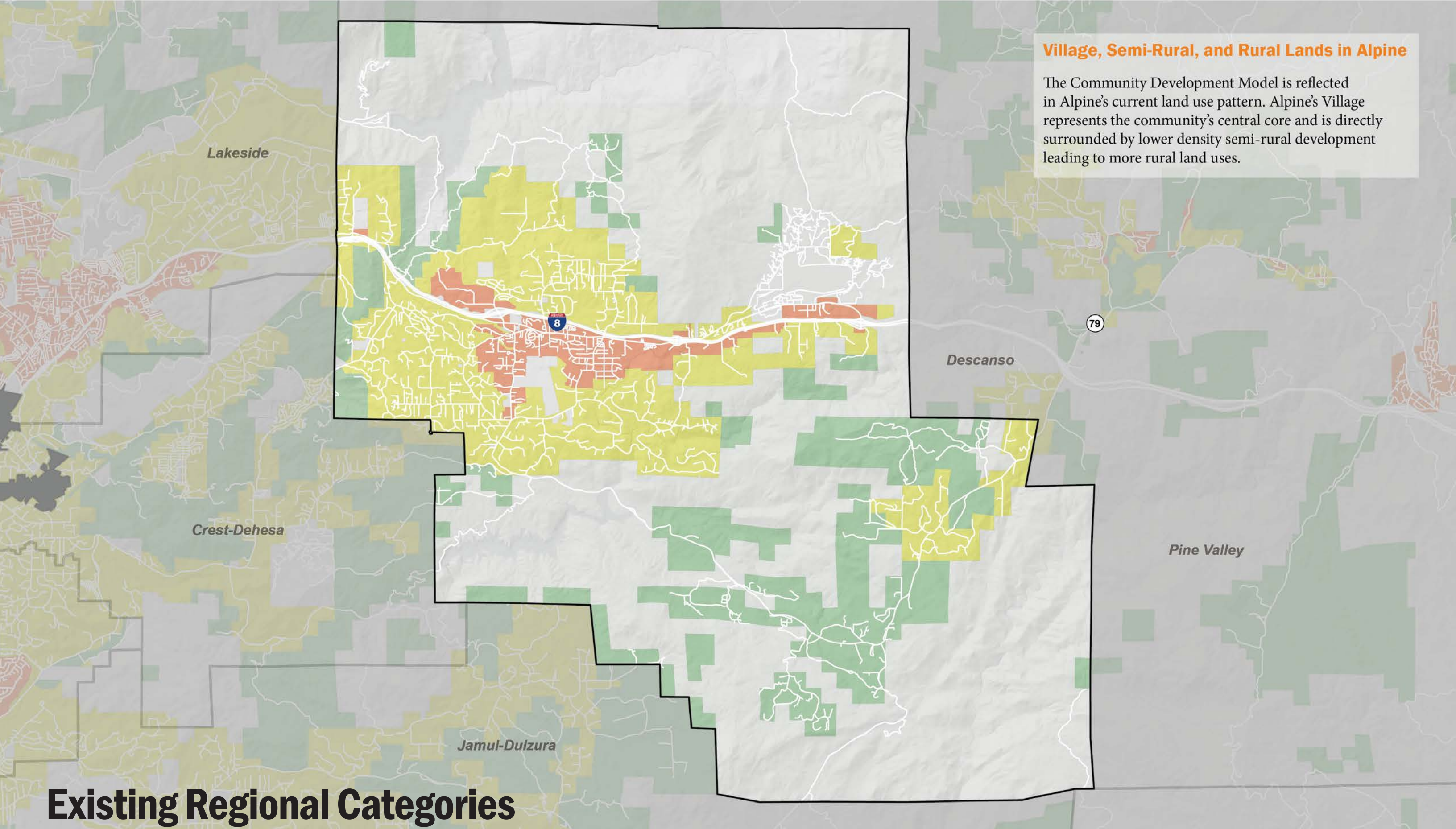
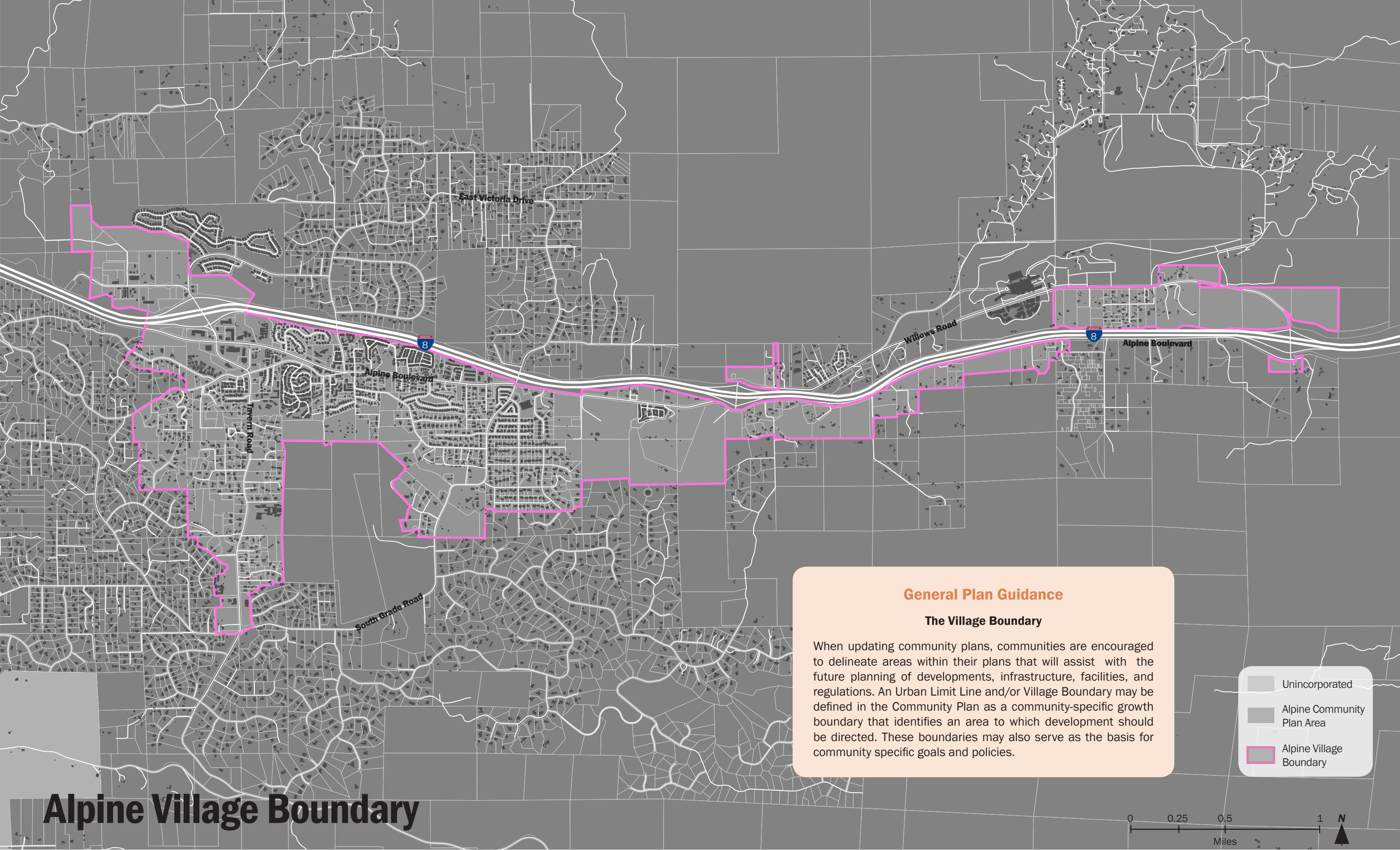


Figure 17: Existing Regional Categories

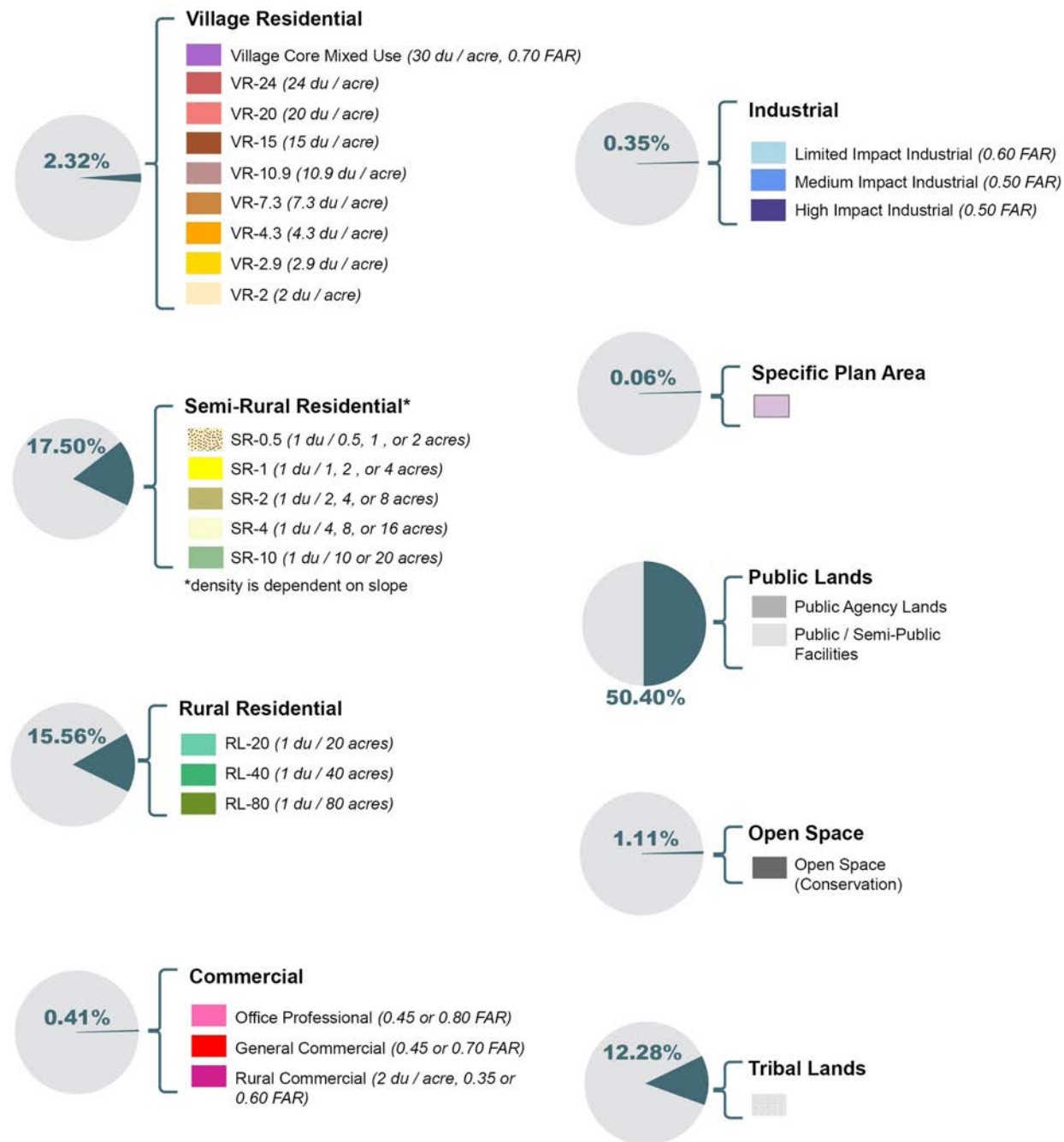


Alpine Village Boundary

Figure 18: Alpine Village

2.2 Land Use in Alpine Today

The General Plan land use designations are listed on **Figure 19** below with the percentage of the total land area they comprise of in the CPA. **Figures 20 and 21** found on the following pages overlay the General Plan land use designations over the Alpine CPA and Village.



Percentages do not equal to 100% due to rounding

Figure 19: Percentage of General Plan Land Use by Designation in Alpine

County's Residential Land Use Designations

Residential land use designations regulate the densities allowed within each of the three regional residential categories.

Rural Lands Residential Designations

Allowable dwelling units (DU): 1 DU per 20 gross acres to 1 DU per 80 gross acres

“Rural Lands” are characterized by very low- density residential areas that contain open space, habitat, recreation, agriculture, and other uses associated with rural areas.

Three residential land use designations are applied within the Rural Lands regional category. The densities provided by these designations are the lowest in the unincorporated County—ranging from one dwelling unit per 20 gross acres to one dwelling unit per 80 gross acres—and are intended to reflect and preserve the rural agricultural, environmentally constrained, and natural “backcountry” areas of the County. Residential development within the Rural Lands category is typically not served by either municipal water and/or municipal sewer systems.

Semi-Rural Residential Designations

Allowable DU: 1 DU per 0.5 acre to 1 DU per ten gross acres

“Semi-Rural” areas contain land uses such as low-density residential neighborhoods, small-scale agricultural operations, and rural commercial businesses.

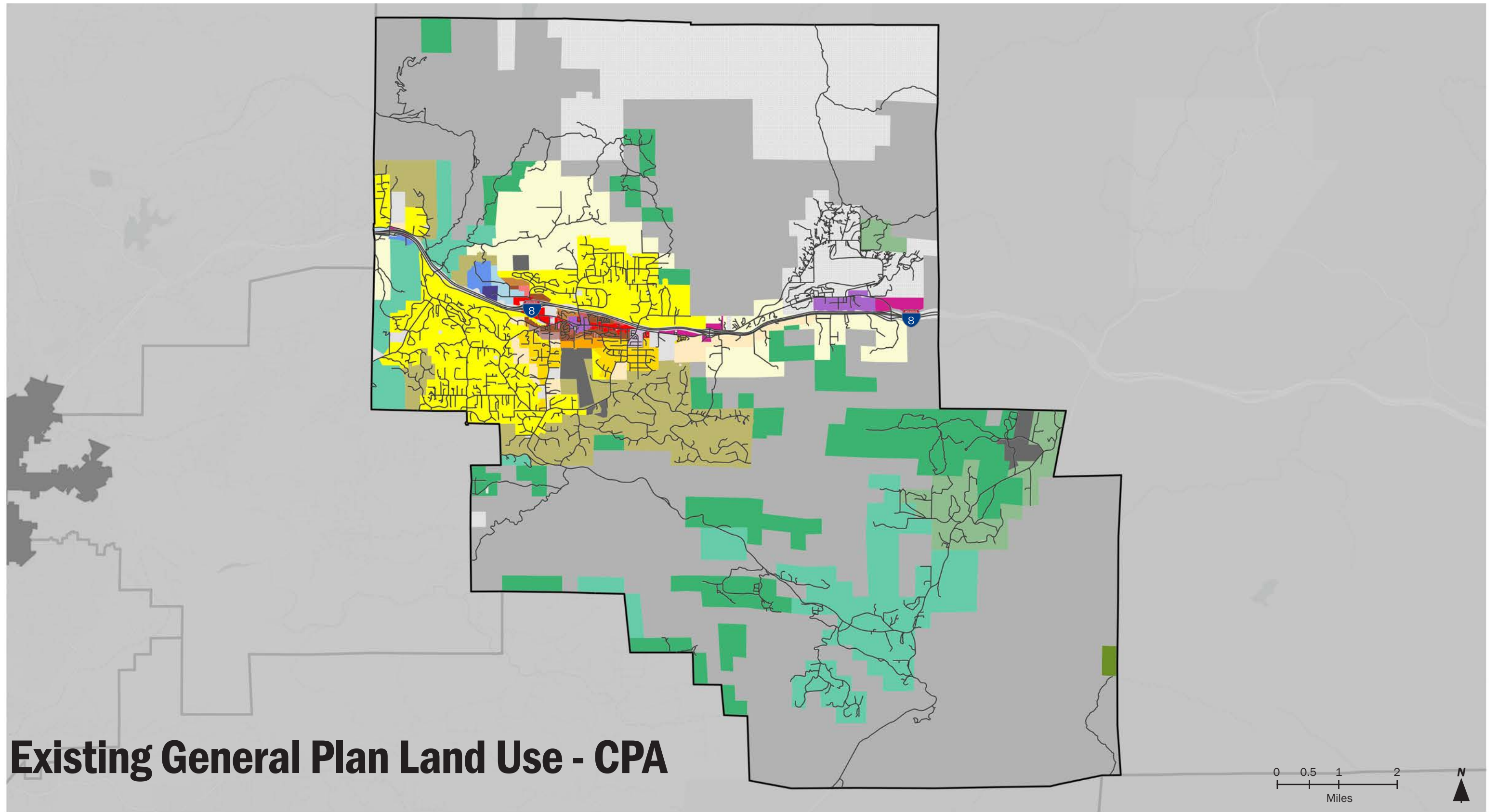
Five residential land use designations are applied within the Semi-Rural regional category and densities range from one dwelling unit per half acre to one dwelling unit per ten to twenty gross acres. Residential

development within Semi-Rural areas are not typically served by municipal sewer systems but are often served by municipal water systems. The maximum allowable residential densities for the five Semi-Rural designations are constrained by the property’s slope.

Village Residential Designations

Allowable DU: 2- 30 DU per gross acres

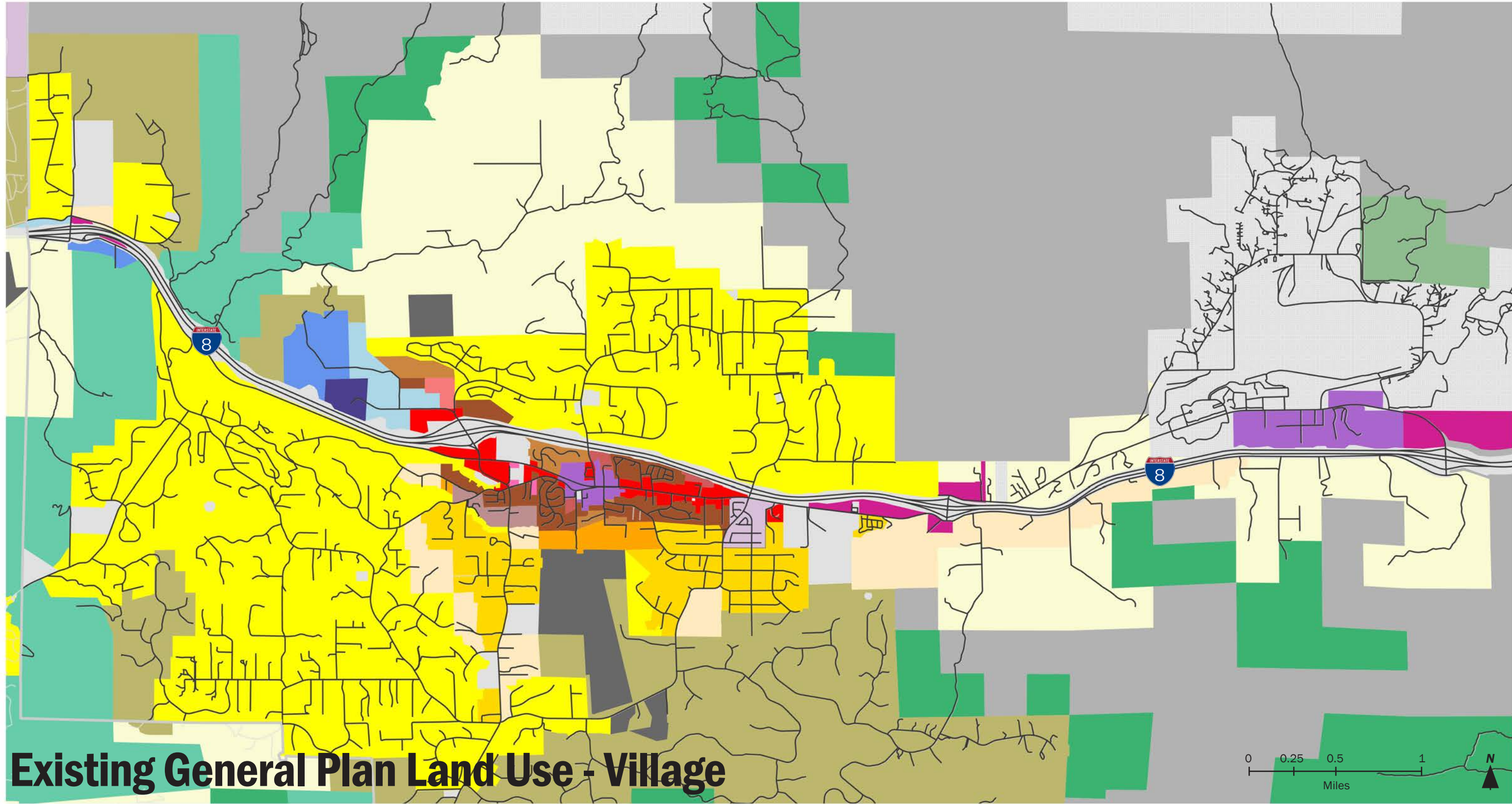
“Village” areas contain the densest neighborhoods with a broad range of commercial and civic uses, supported by a network of local roads containing bicycle lanes and walkways that link neighborhoods with parks, schools, and public areas. Nine residential land use designations are applied within the Village regional category ranging from two (VR-2) to 30 (VCMU or C-5) dwelling units per gross acre. Village areas can support a range of housing types including single-family and multi-family housing. The higher densities may require structured or underground parking for multi-family properties.



- Village Residential (VR-24)
- Village Residential (VR-4.3)
- Semi-Rural Residential (SR-4)
- Village Residential (VR-20)
- Village Residential (VR-2.9)
- Semi-Rural Residential (SR-10)
- Village Residential (VR-15)
- Village Residential (VR-2)
- Rural Lands (RL-20)
- Semi-Rural Residential (SR-1)
- Rural Lands (RL-40)
- Village Residential (VR-10.9)
- Semi-Rural Residential (SR-2)
- Rural Lands (RL-80)
- Village Residential (VR-7.3)

- Specific Plan Area
- Medium Impact Industrial
- Tribal Lands
- Office Professional
- High Impact Industrial
- Open Space
- General Commercial
- Village Core Mixed Use
- Rural Commercial
- Public/Semi-Public Facilities
- Public Agency Lands
- Limited Impact Industrial

Figure 20: Existing General Plan Land Use Designations in Alpine - CPA



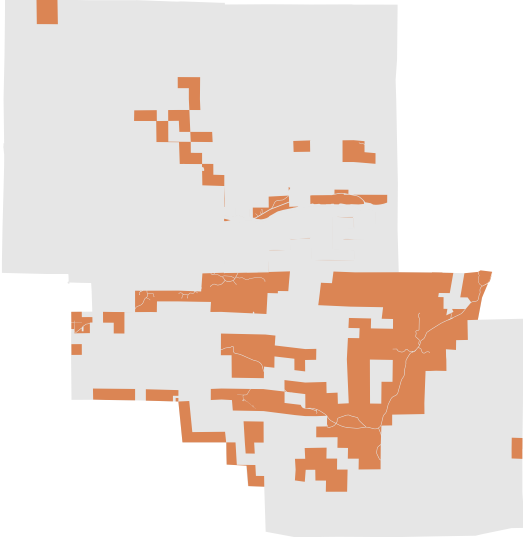
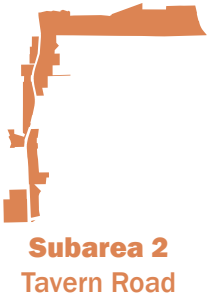
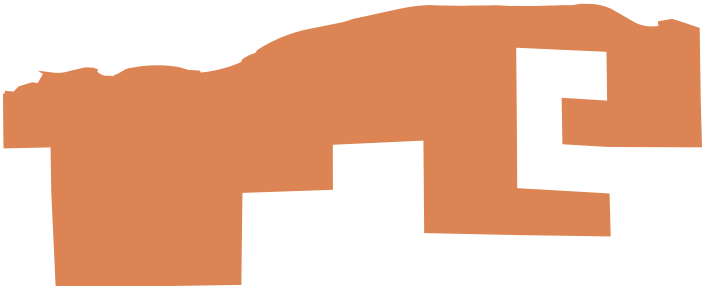
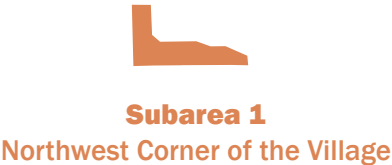
- | | | | | |
|---|--|---|---|--|
| Village Residential (VR-24) | Village Residential (VR-2.9) | Rural Lands (RL-20) | Limited Impact Industrial | Tribal Lands |
| Village Residential (VR-20) | Village Residential (VR-2) | Rural Lands (RL-40) | Medium Impact Industrial | Open Space (Conservation) |
| Village Residential (VR-15) | Semi-Rural Residential (SR-1) | Specific Plan Area | High Impact Industrial | |
| Village Residential (VR-10.9) | Semi-Rural Residential (SR-2) | Office Professional | Village Core Mixed Use | |
| Village Residential (VR-7.3) | Semi-Rural Residential (SR-4) | General Commercial | Public/Semi-Public Facilities | |
| Village Residential (VR-4.3) | Semi-Rural Residential (SR-10) | Rural Commercial | Public Agency Lands | |

Figure 21: Existing General Plan Land Use Designations - Village

2.3 Subareas

Based on the previously described analysis, seven areas of potential change were identified (Figure 22 and Figure 23) and are referred to as subareas. Land use designation changes are proposed for these areas. All other areas in the community would retain their land use designation as prescribed in the General Plan.

The subareas are:



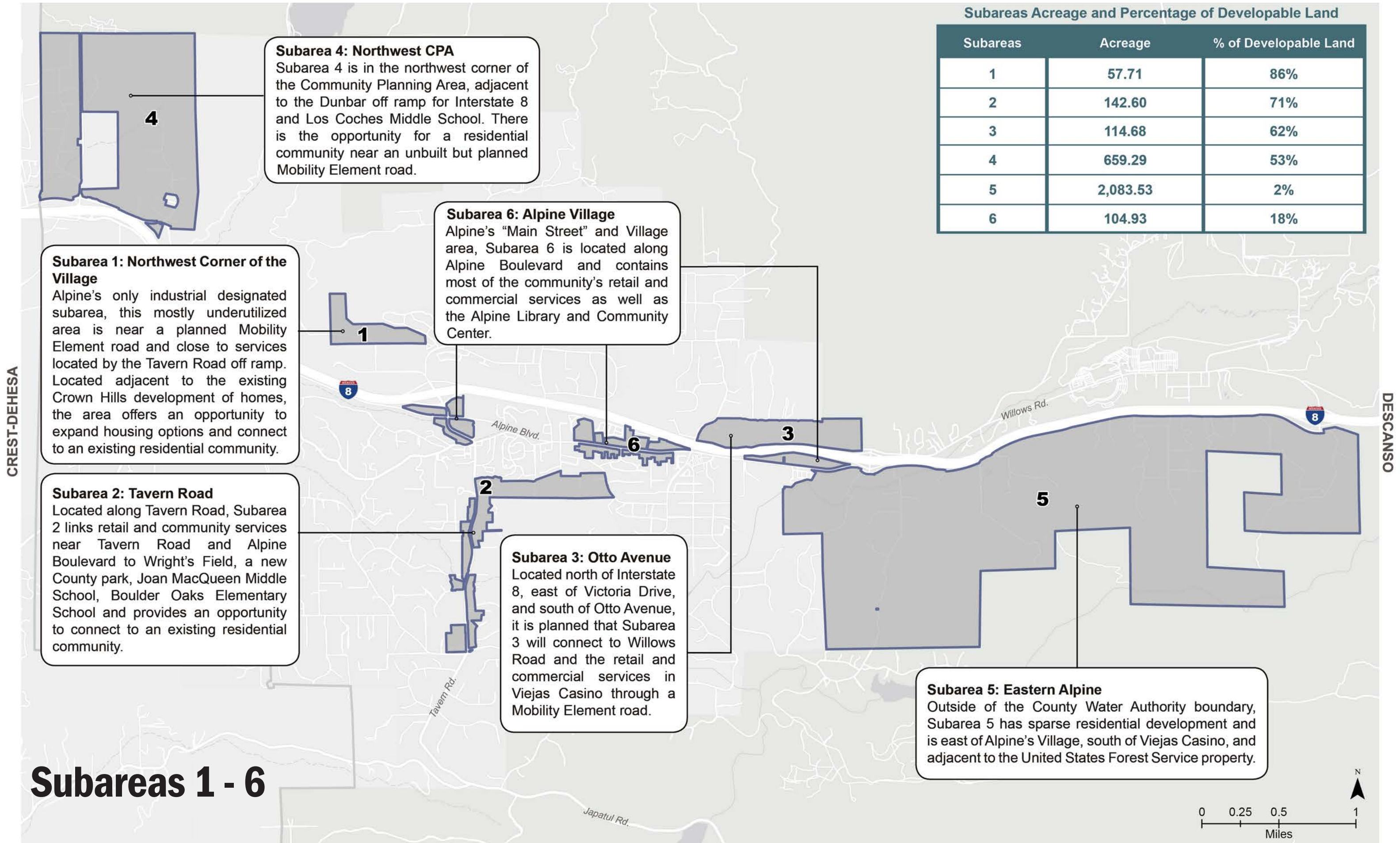
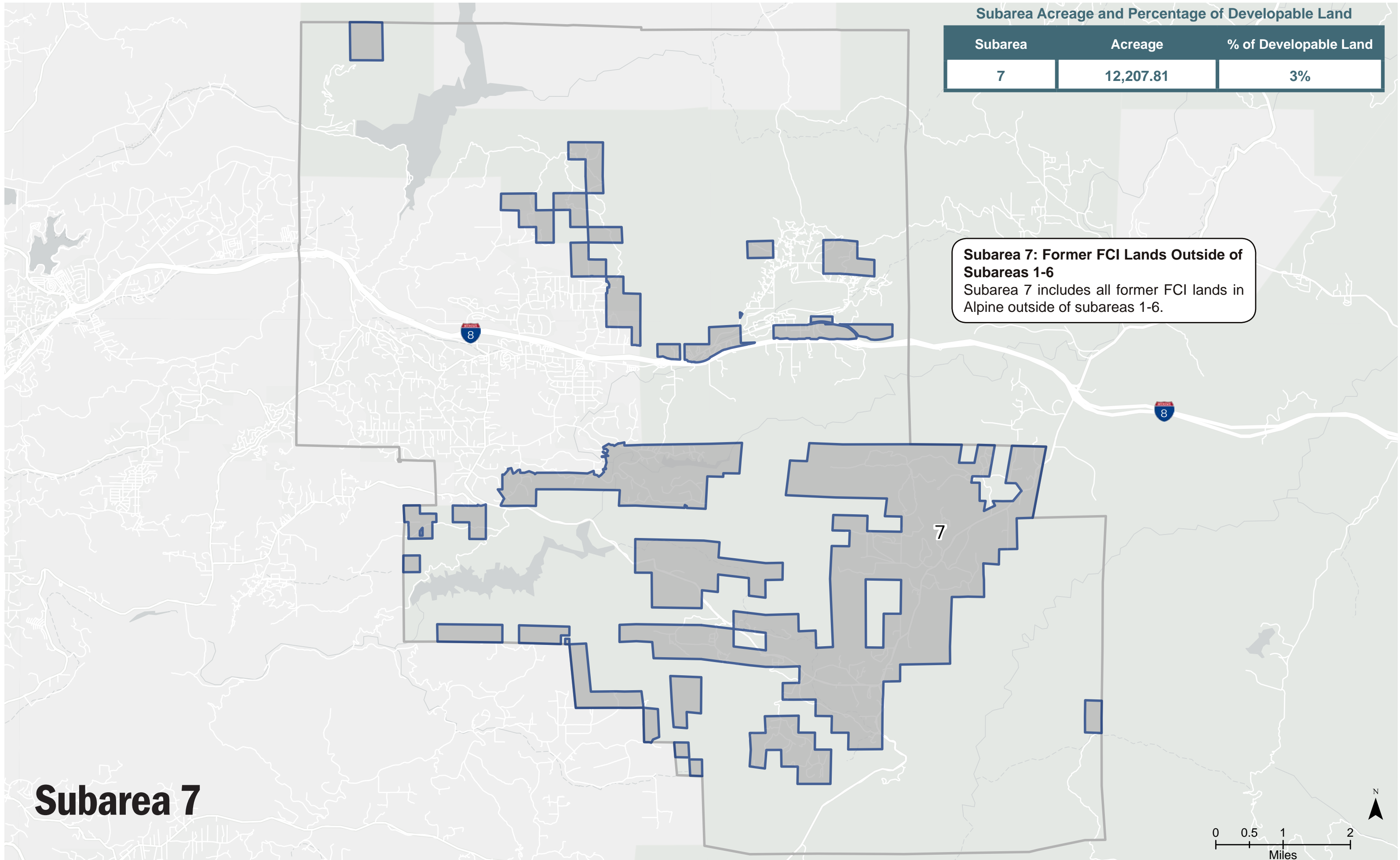


Figure 22: Subareas 1 - 6

Subarea Acreage and Percentage of Developable Land

Subarea	Acreage	% of Developable Land
7	12,207.81	3%

Subarea 7: Former FCI Lands Outside of Subareas 1-6
 Subarea 7 includes all former FCI lands in Alpine outside of subareas 1-6.



Subarea 7

Figure 23: Subarea 7 - Former FCI Lands Outside of Subareas 1 - 6



**Chapter 3:
Alternatives**

3. Alternatives

The County developed six land use alternatives reflecting different community viewpoints. Each alternative was developed to achieve a specific vision for the level and placement of land use change in Alpine. These visions were directly informed by the Plan's Guiding Principles, the Board, the outcomes of a settlement related to General Plan amendments in 2016 after the expiration of the FCI, and stakeholder input gathered through the community outreach process outlined in Chapter 2. Through the community outreach process, some stakeholders indicated a preference for lower density in Alpine than what is currently allowed by the General Plan. Other stakeholders would like to see greater density and expanded services allowing residents to have all their needs met within the community. To address the variation in the two perspectives, the alternatives provide a variety of options.

Alternatives 1-3 propose less density than is currently proposed in the General Plan (6,430 future units unconstrained by the Groundwater Ordinance) while alternatives 4-6 propose more density. Alternatives 5 and 6 also propose an increase in commercially designated properties.

The six land use alternatives are:

1. Former FCI Lands in Alpine

This alternative would revert all former FCI lands in Alpine to RL-40 (1 dwelling unit per 40 gross acres) and impacts subareas 3, 5, 6 and 7. The land use change would reduce potential future dwelling unit capacity in the CPA from 6,430 as allowed in the General Plan to 3,335. This alternative was developed as a response to the FCI settlement agreement and is the only alternative where subarea 7 is affected.

2. Former FCI Lands in Eastern Alpine

Similar to the previous alternative, this alternative reverts former FCI land to RL-40 (one dwelling unit per 40 gross acres) but only in Subarea 5, also known as eastern Alpine. This proposed change would reduce the potential future dwelling unit capacity in the CPA from 6,430 as allowed in the General Plan to 6,045. This alternative was developed as a response to the FCI settlement agreement.

3. Low Alternative

This alternative only applies to Subarea 5 and proposes the least amount of change to the community. This alternative was proposed by the public as an option for eastern Alpine during the FCI environmental review process and would gradually increase residential density near Alpine Boulevard while maintaining a lower density buffer to the Cleveland National Forest. Proposed potential future dwelling unit capacity in the CPA would be reduced from 6,430 as allowed in the General Plan to 6,399.

4. Moderate Alternative

Under the Moderate alternative, five of the seven subareas would have land use changes. This alternative proposes an increase in density around areas where services, amenities, underutilized land, and freeway access already exist and where planned Mobility Element roads will be developed. Under this alternative, the Village boundary would be extended east along Alpine Boulevard to allow for an extension of Village residential uses. Proposed potential future dwelling unit capacity in the CPA would be increased from 6,430 as allowed in the General Plan to 8,056.

5. Village-Focused Alternative

This alternative proposes land use changes in four of the seven subareas and is the "proposed project" in the Draft SEIR. Focused on providing services and residential density close to existing or planned infrastructure, the alternative concentrates density increases in more developed areas in Alpine as well as provides commercial/retails options near existing and planned residential communities. It also decreases density in less developed areas without potable water, available infrastructure, and services. Parts of the Village in Subarea 6 and an area near the I-8 freeway in Subarea 4 would be re-designated as to provide greater land use flexibility and promote job-generating uses. The alternative proposes to increase potential future dwelling unit capacity in the CPA from 6,430 as allowed in the General Plan to 8,443.

6. High Alternative

Changes are proposed in six subareas under this alternative. The High Alternative calls for the most change in density of all the alternatives with an increase of 7,433 potential future units over the 6,430 allowed in the General Plan for a total of 13,863 potential future units in the CPA. The alternative was designed to respond to community requests for a greater population increase to allow for the development of a high school. This alternative also re-designates some of the Village as Village Core Mixed Use (C-5) to provide greater land use flexibility and promote job-generating uses. The alternative also proposes to extend the Village boundary to the west and east for mixed residential and non-residential development.

The range of alternatives developed allowed for the necessary analysis to determine the feasibility of the alternatives in addition to the study of a wide variety of potential environmental impacts. This results in a greater level of information available to community members and the Board for decision-making.

Selecting the Alternatives

The six alternatives and their corresponding analysis along with a summary of community feedback will be presented to the Planning Commission for recommendation and to the Board for their consideration. The Board can select one alternative or a combination of the alternatives for the Final Community Plan.

3.1 Application of Alternatives to Subareas

The alternatives apply to specific subareas. **Table 5: Dwelling Unit Capacity by Alternative and Subareas** on the following page illustrates the acreage and developable land of each of the seven subareas, as well as dwelling unit capacity proposed per subarea under each alternative in comparison to the General Plan.

Future Dwelling Unit Capacity

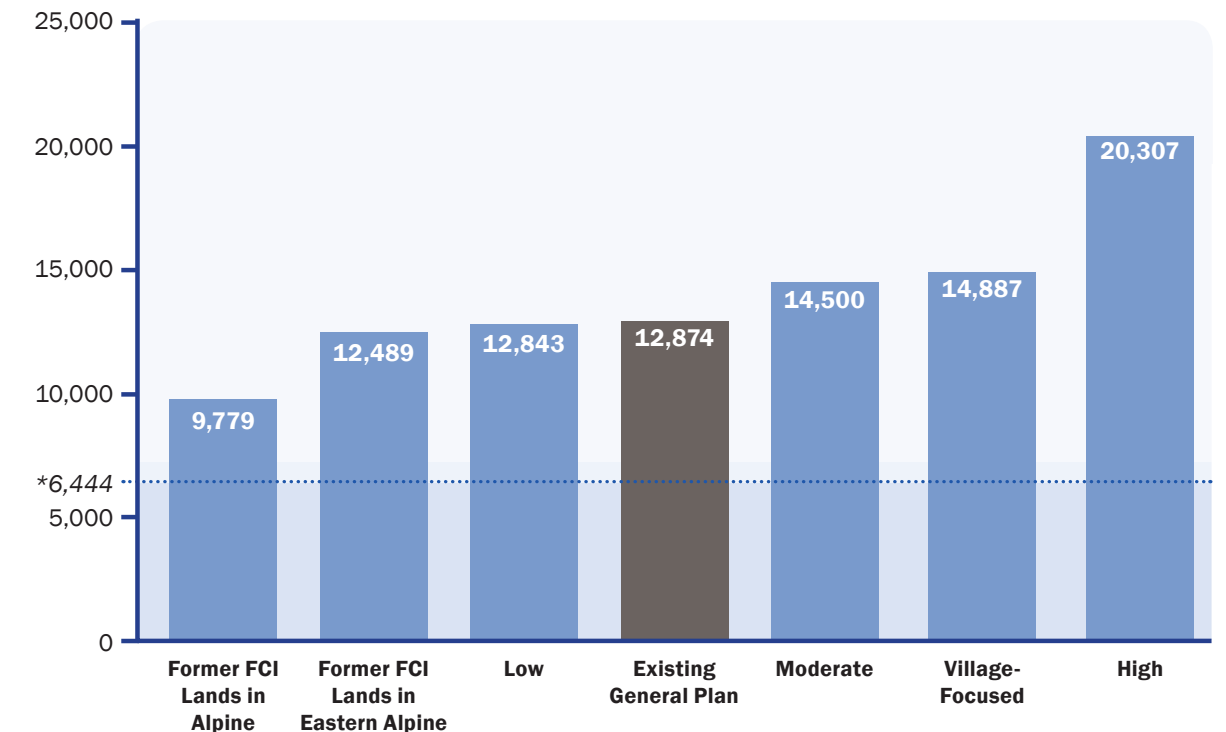
To calculate the dwelling unit capacity for each subarea under each alternative, the proposed land use designations were input into a Geographic Information System (GIS) model, along with the allowable land uses from the General Plan and the constraints of the property.

Figure 24: Dwelling Unit Capacity in Alpine at Buildout by Alternative illustrates the number of total dwelling units both existing, as estimated in the 2011 General Plan Update EIR (6,444), and future by alternative at full buildout.

Table 5: Future Dwelling Unit Capacity by Alternative and Subareas

SUBAREAS	ACREAGE	DEVELOPABLE LAND	Alternatives (DU)						
			Former FCI Lands in Alpine	Former FCI Lands in Eastern Alpine	Low	Existing General Plan	Moderate	Village-Focused	High
1	57.71	86%	192	192	192	192	411	192	844
2	142.60	71%	315	315	315	315	1,101	1,095	2,085
3	114.68	62%	24	31	31	31	93	31	838
4	659.29	53%	166	166	166	166	289	851	740
5	2,083.53	2%	75	75	429	460	896	429	3,511
6	104.93	18%	38	38	38	38	38	617	617
7	12,207.77	6%	160	2,863	2,863	2,863	2,863	2,863	2,863
TOTAL IN SUBAREAS	15,370.51	25%	970	3,680	4,034	4,065	5,691	6,078	11,498
<i>Change from General Plan</i>			-3,095	-385	-31	-	+1,626	+2,013	+7,433
TOTAL IN ALPINE CPA	68,136.05	8%	3,335	6,045	6,399	6,430	8,056	8,443	13,863

Figure 24: Total Dwelling Unit Capacity in Alpine at Buildout by Alternative

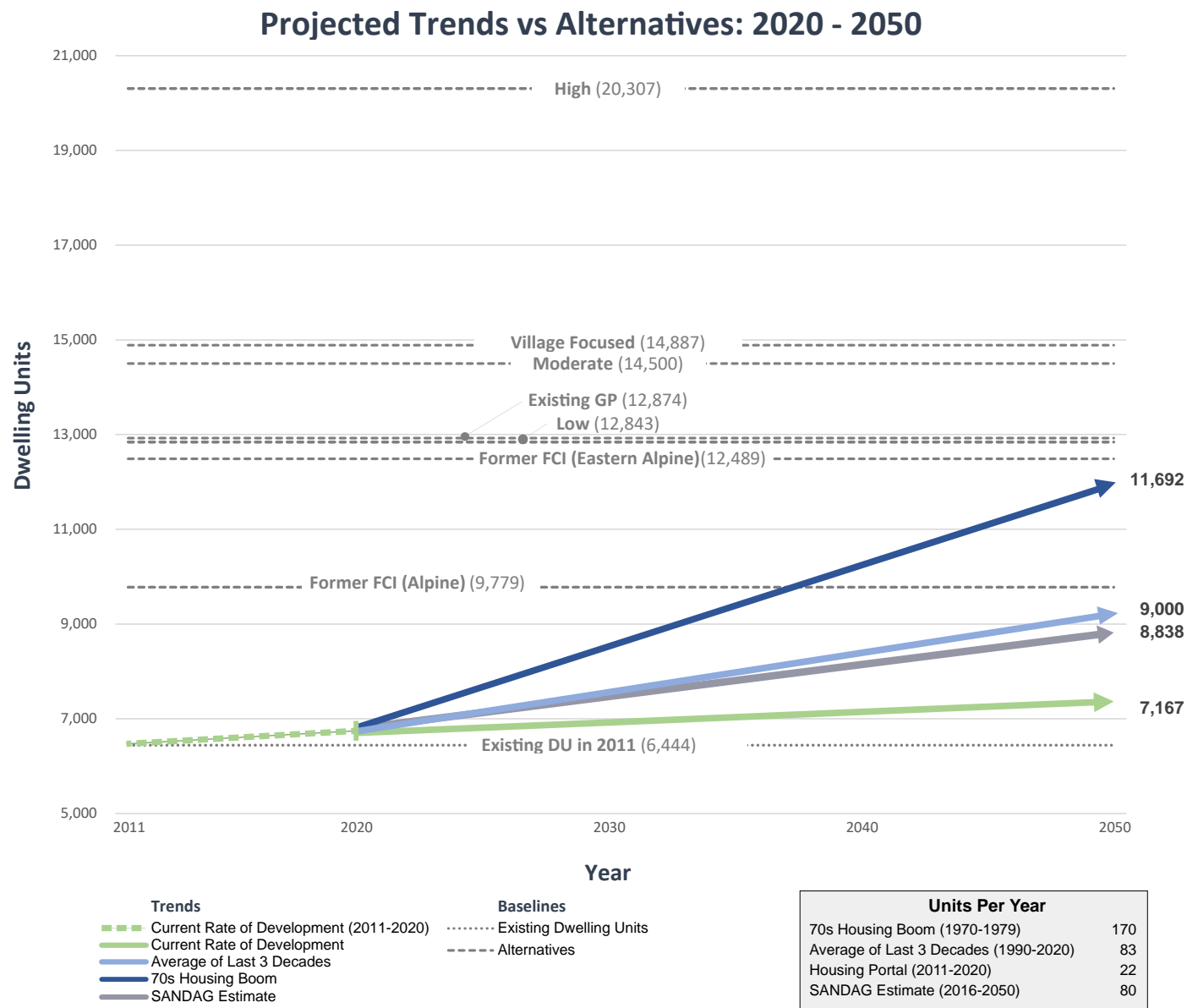


*6,444 - estimated built units according to the 2011 General Plan Update EIR

Analyzing Development Trends

When analyzed against differing trends in development, it may take much longer than the Plan’s 30-year horizon to fully realize the proposed capacity under any alternative.

Figure 25: Projected Trends in Development 2020-2050



Future Population Based on Capacity

To calculate the potential population for the CPA under each alternative, all dwelling units in the CPA including existing units, future units within the subareas, and future units outside of the subareas were multiplied by the SANDAG Series 13 Regional Growth Rate for Alpine, which is 2.79 persons per household. Calculations assume 6,444 estimated existing units per the 2011 General Plan Update EIR.

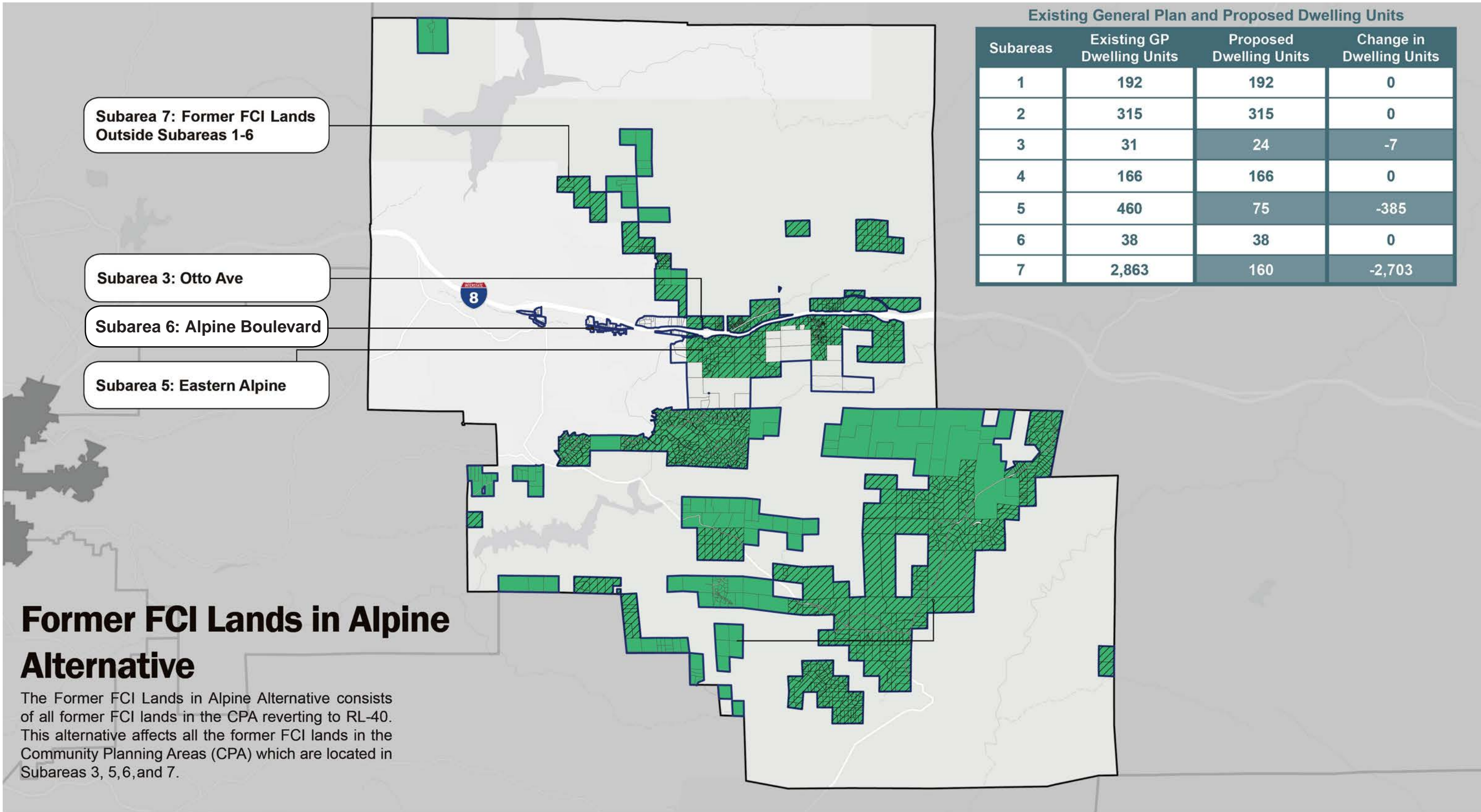
Table 6: Future Population in Alpine at 2050 Buildout by Alternative

	Former FCI Lands in Alpine	Former FCI Lands in Eastern Alpine	Low	Existing General Plan	Moderate	Village-Focused	High
Total Future CPA Population	27,283	34,844	35,832	35,918	40,455	41,535	56,657

Alternative Land Use Maps

Each of the six alternatives and their proposed changes to the subareas are illustrated in the following maps (Figures 26, 28, 30, 32, 34, 36). Accompanying each alternative is a summary of the percentage of land uses under each alternative as well as subarea comparison sheets demonstrating the existing and proposed land use designations and proposed dwelling units per subarea.

Please note that there is currently no recommended alternative.



Former FCI Lands in Alpine Alternative

The Former FCI Lands in Alpine Alternative consists of all former FCI lands in the CPA reverting to RL-40. This alternative affects all the former FCI lands in the Community Planning Areas (CPA) which are located in Subareas 3, 5, 6, and 7.




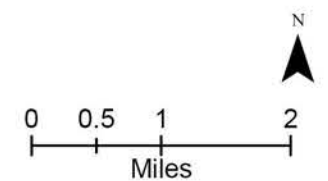
-  Subareas
-  Proposed Change In Density
-  Rural Lands (RL-40)

Figure 26: Former FCI Lands in Alpine Alternative



Former FCI Lands in Alpine Alternative

Percentage of Land Use by Designation in Alpine

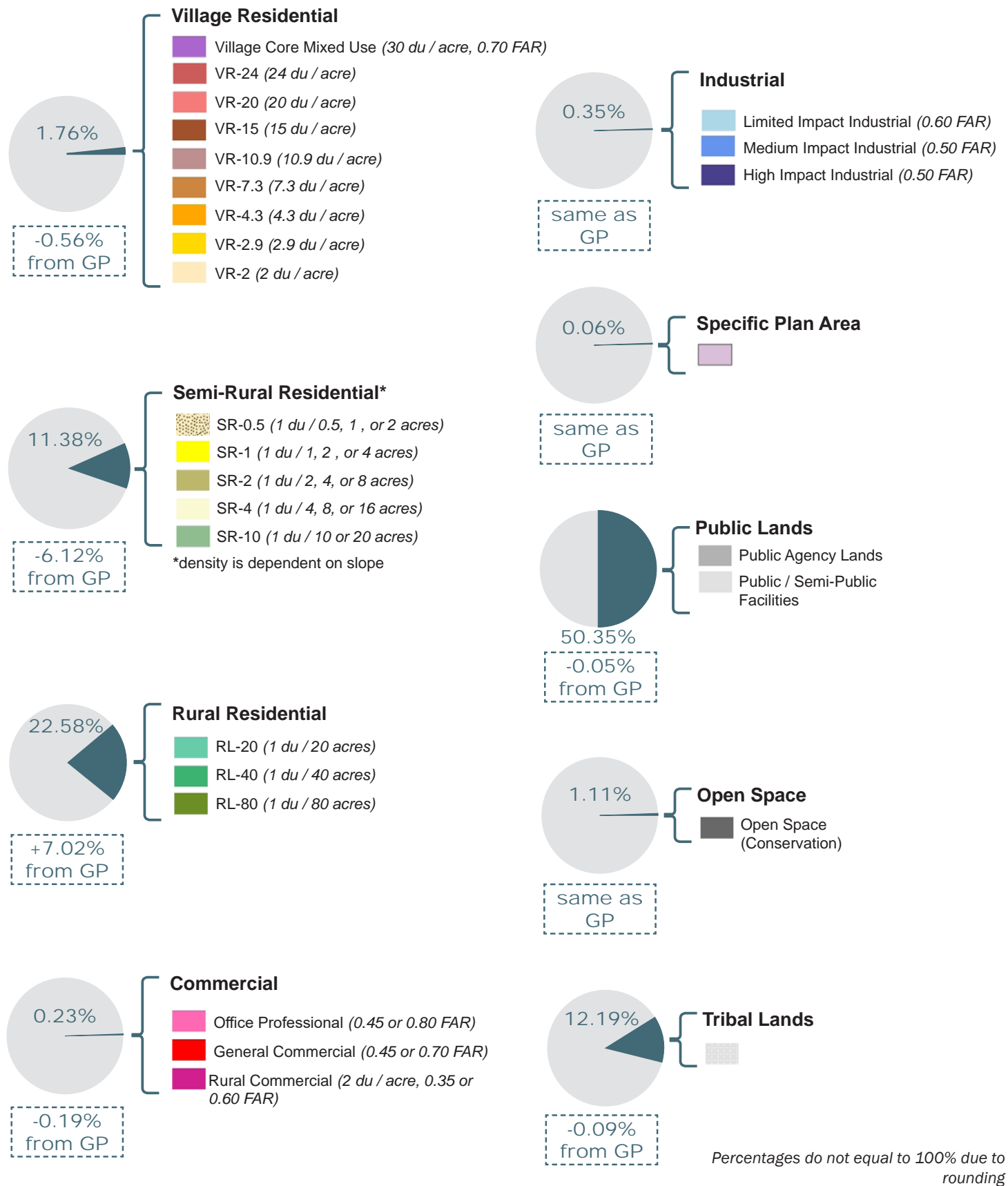
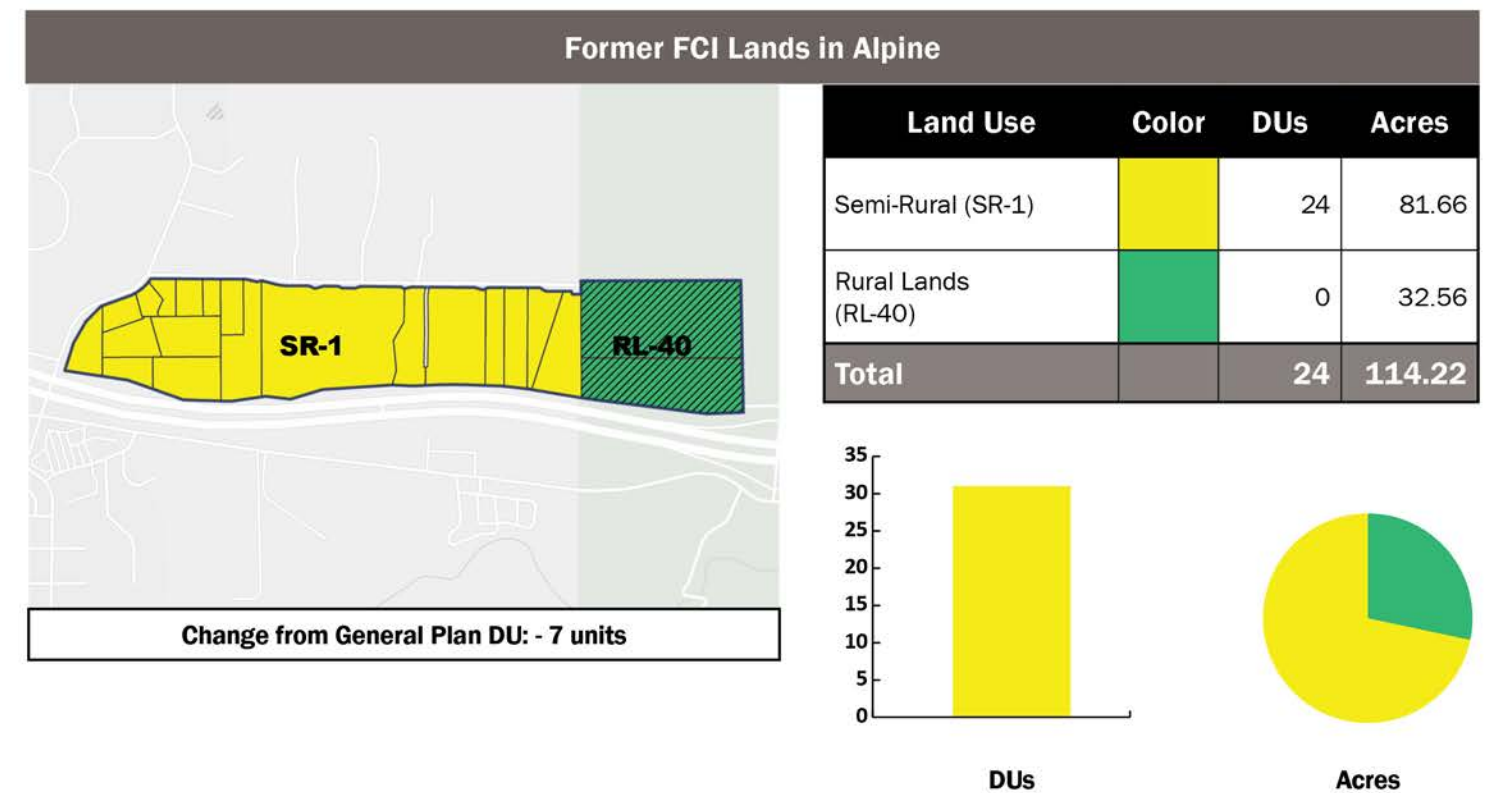
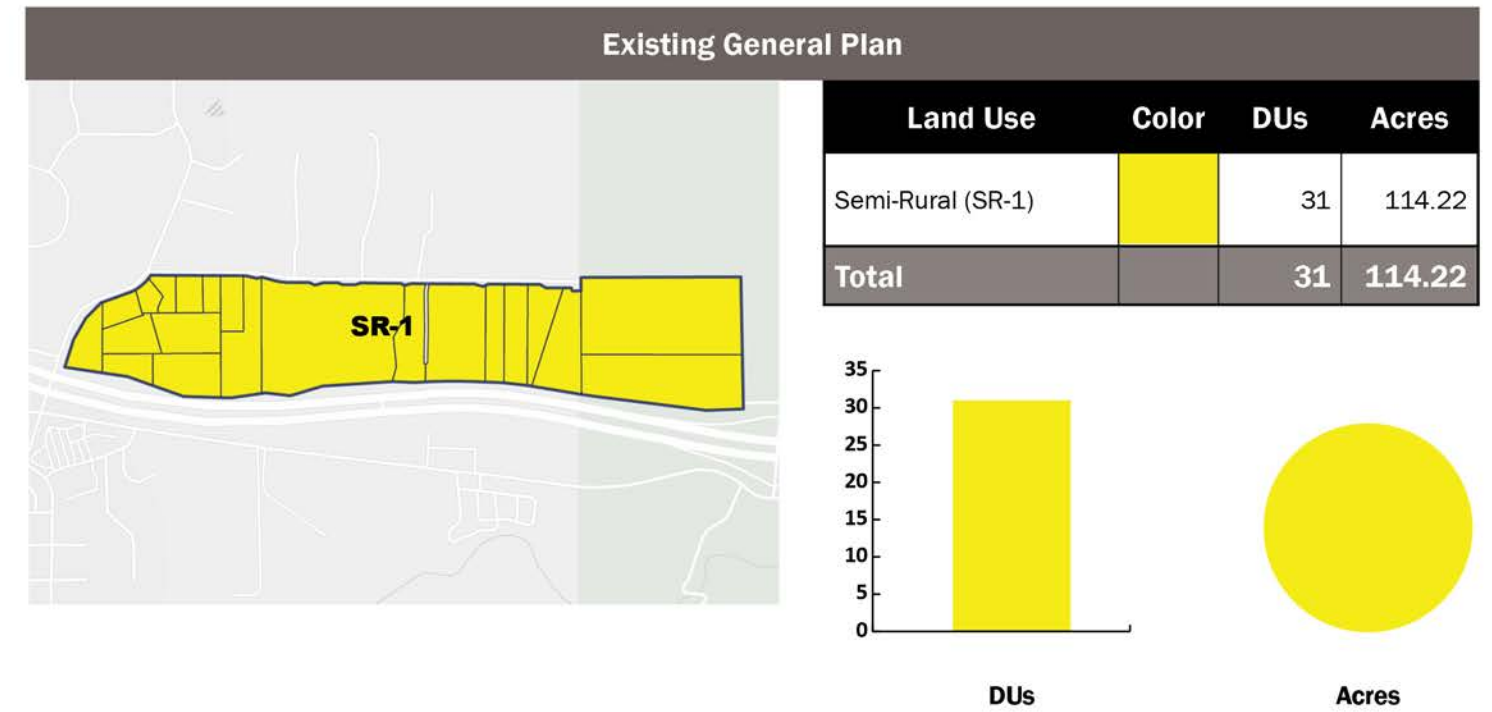


Figure 27: Percentage of Land Use by Designation in Alpine - Former FCI Lands in Alpine Alternative

Former FCI Lands in Alpine Alternative

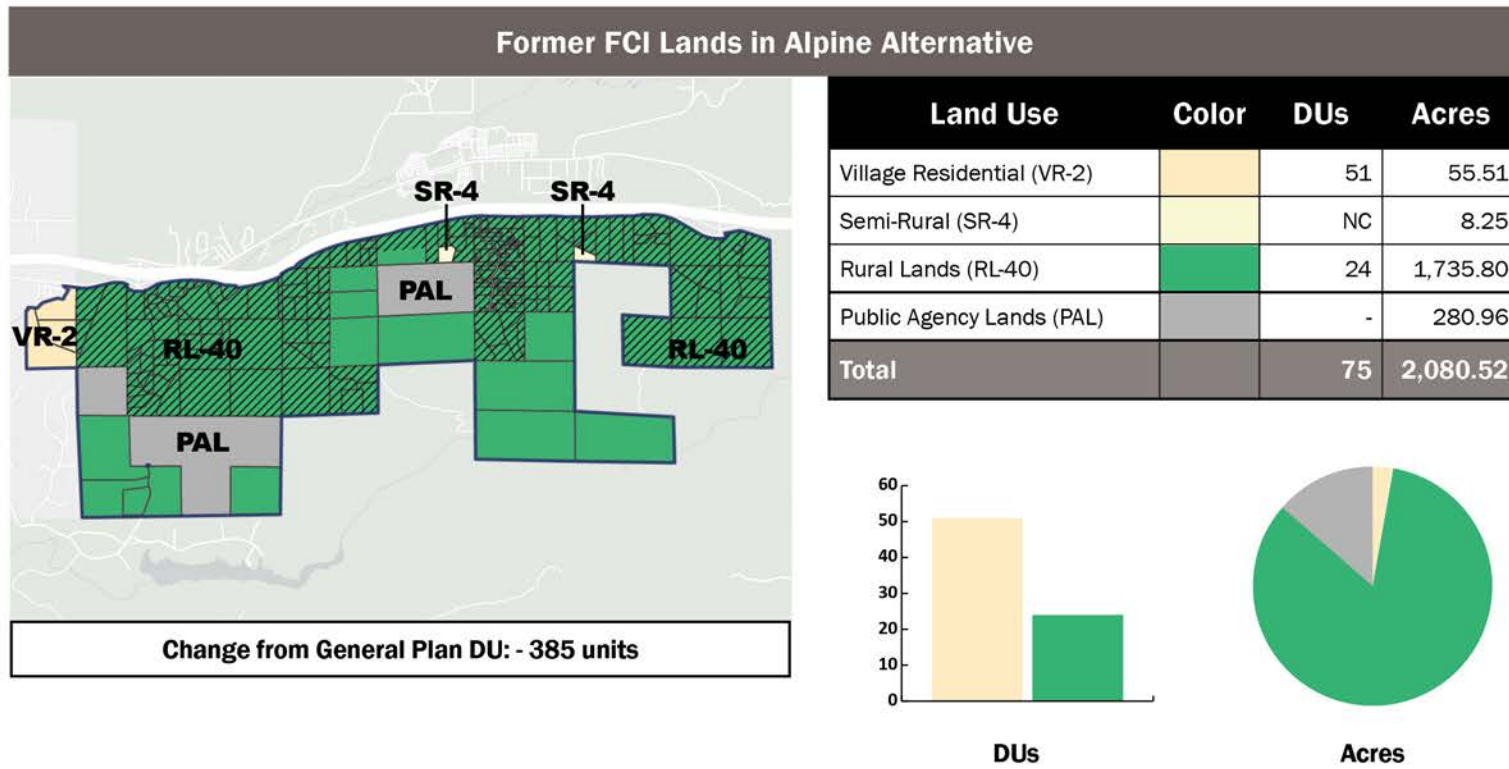
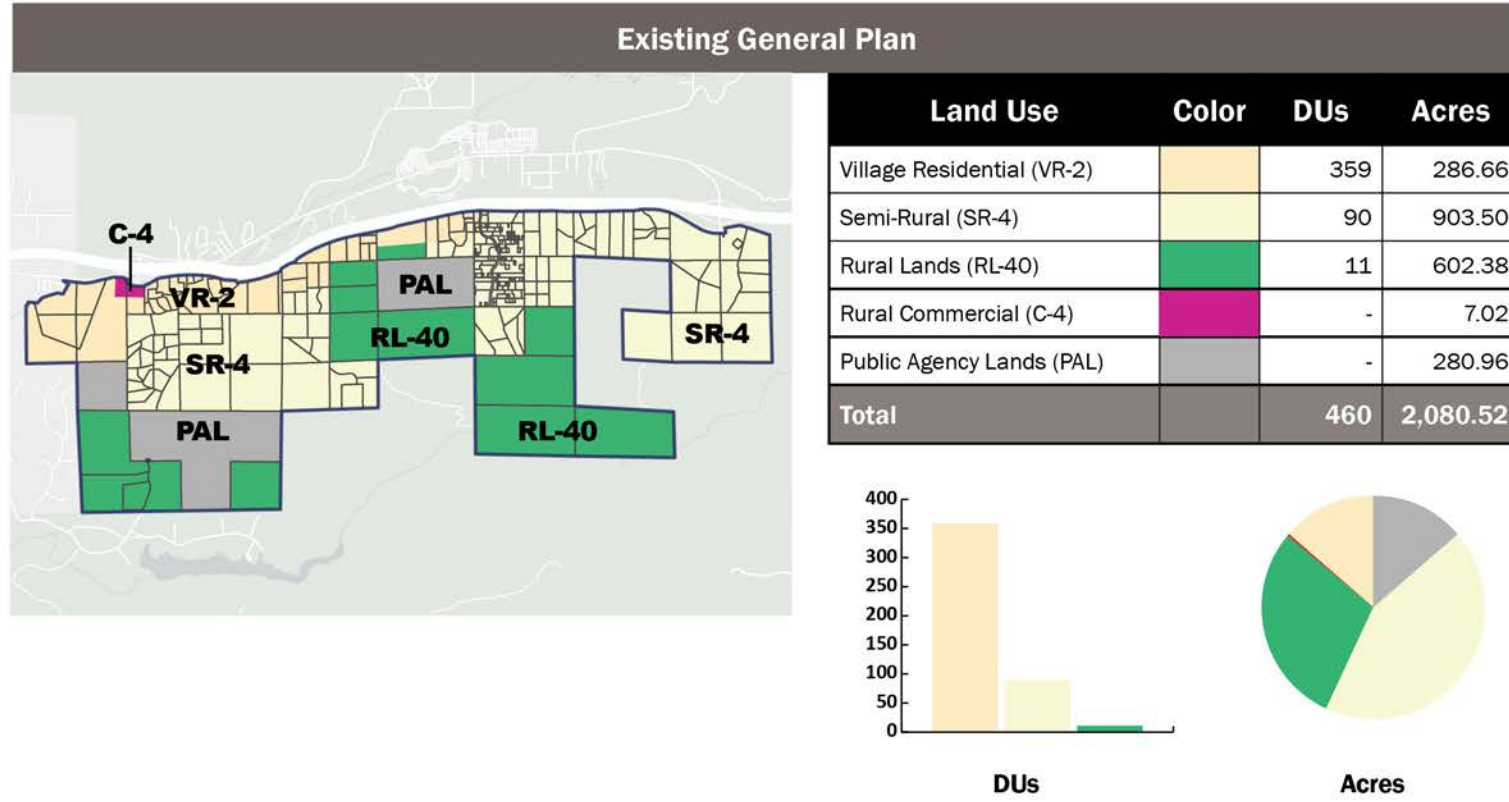
Subarea 3 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
DU = Dwelling Unit
Subareas
Proposed Change In Density

Former FCI Lands in Alpine Alternative

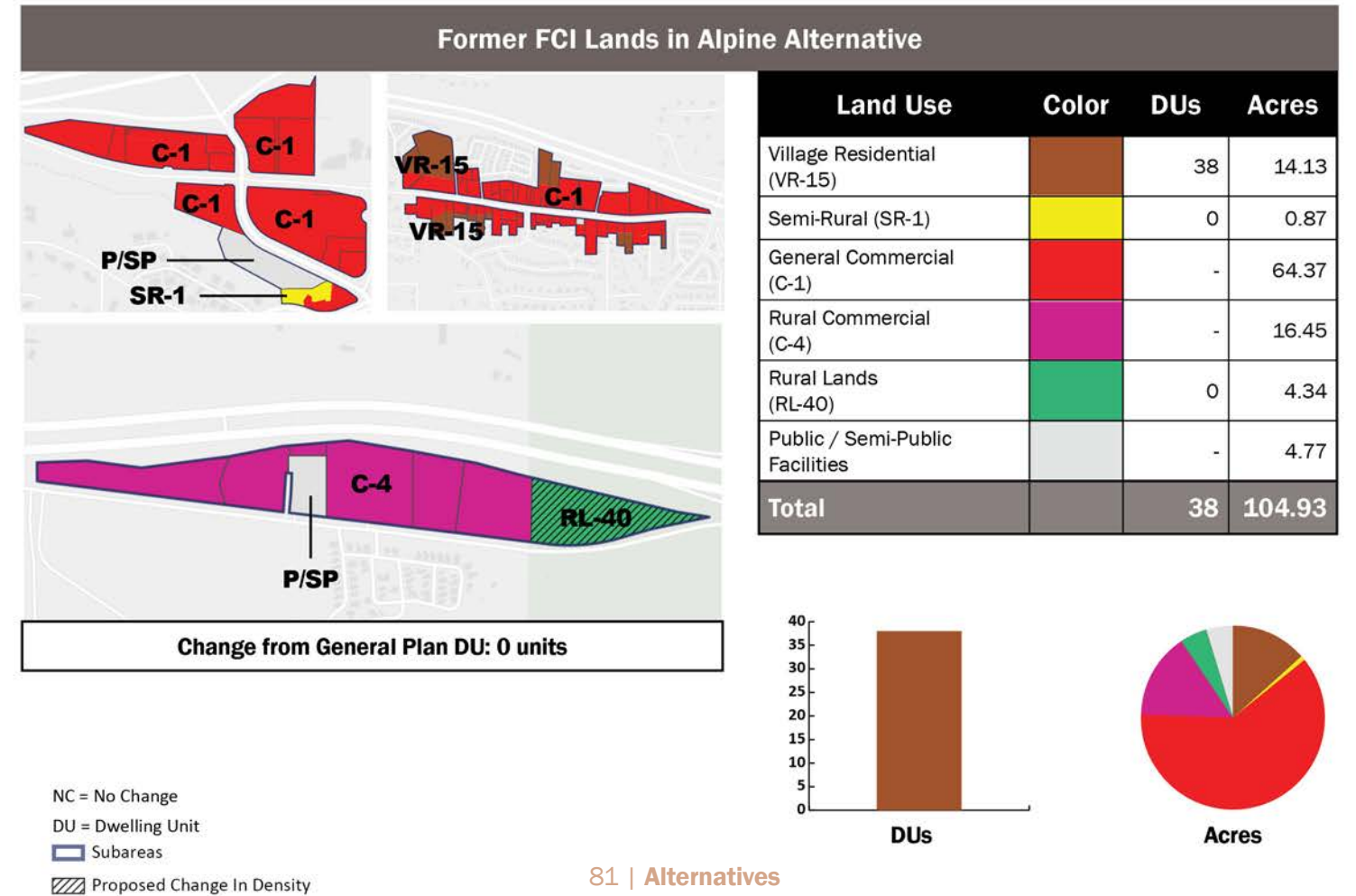
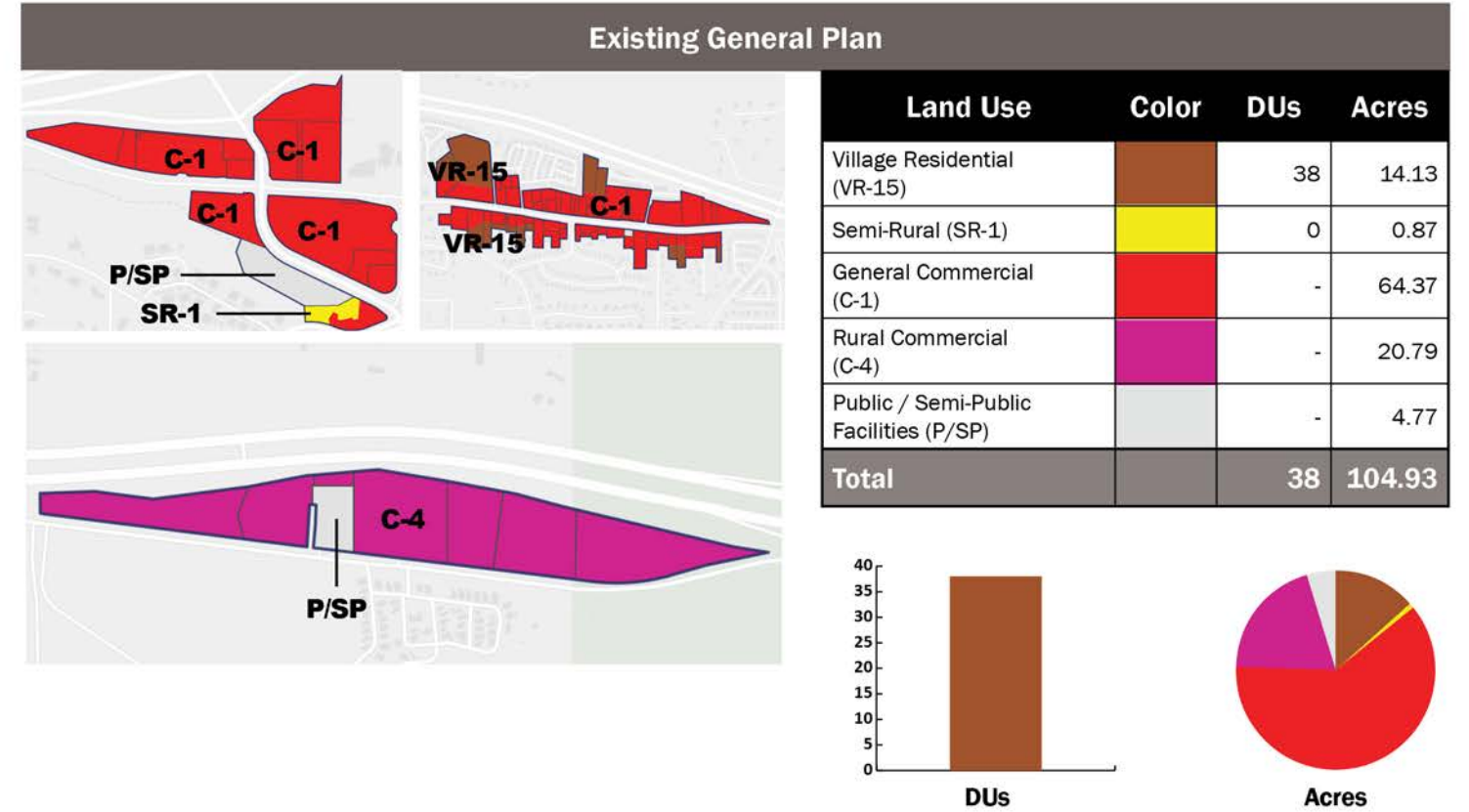
Subarea 5 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

Former FCI Lands in Alpine Alternative

Subarea 6 - Comparison of Existing & Proposed General Plan Land Use

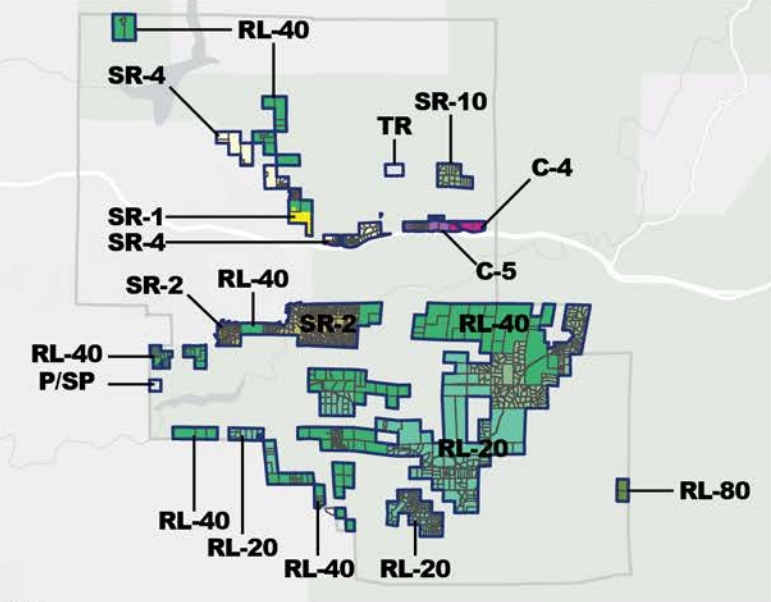


NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

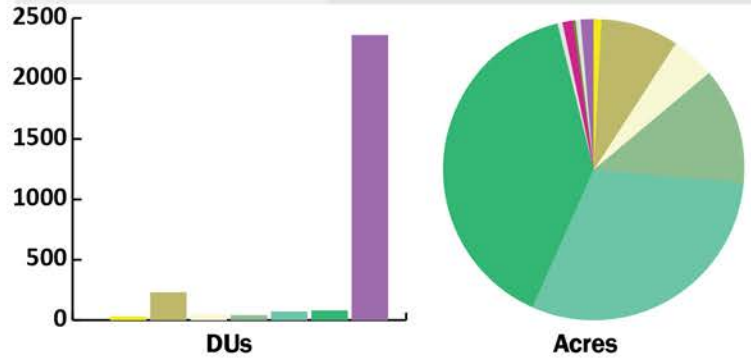
Former FCI Lands in Alpine Alternative

Subarea 7 - Comparison of Existing & Proposed General Plan Land Use

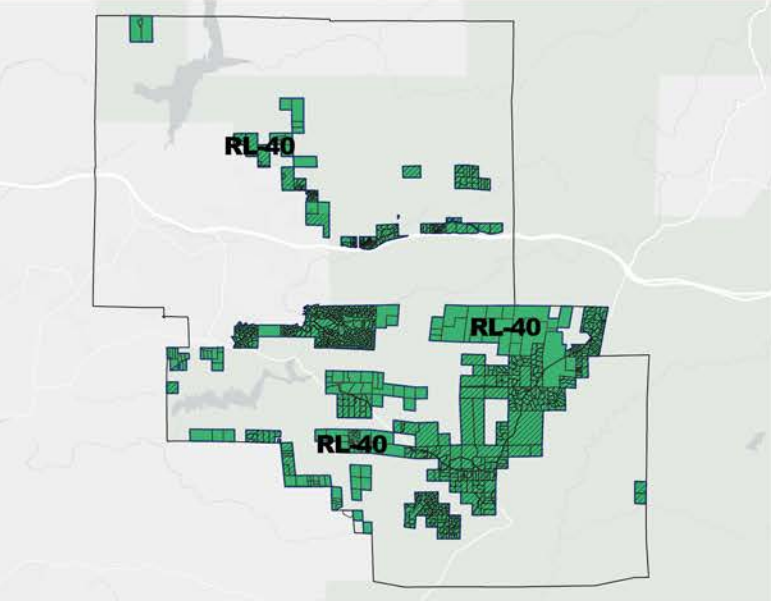
Existing General Plan



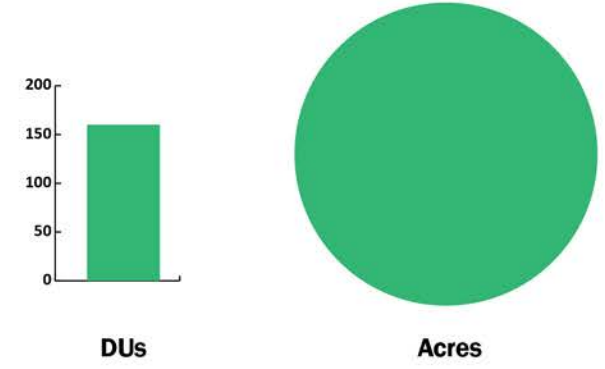
Land Use	Color	DUs	Acres
Semi-Rural (SR-1)	Yellow	30	106.70
Semi-Rural (SR-2)	Olive Green	230	1,074.64
Semi-Rural (SR-4)	Light Yellow	48	550.22
Semi-Rural (SR-10)	Light Green	41	1,511.55
Rural Lands (RL-20)	Teal	72	3,691.94
Rural Lands (RL-40)	Green	81	4,680.28
Rural Lands (RL-80)	Dark Green	1	75.40
Rural Commercial (C-4)	Pink	-	116.20
Public / Semi-Public Facilities (P/SP)	Grey	-	38.95
Tribal Lands (TL)	White with grid	-	61.12
Village Core Mixed Use (C-5)	Purple	2,360	152.31
Total		2,863	12,059.32



Former FCI Lands in Alpine



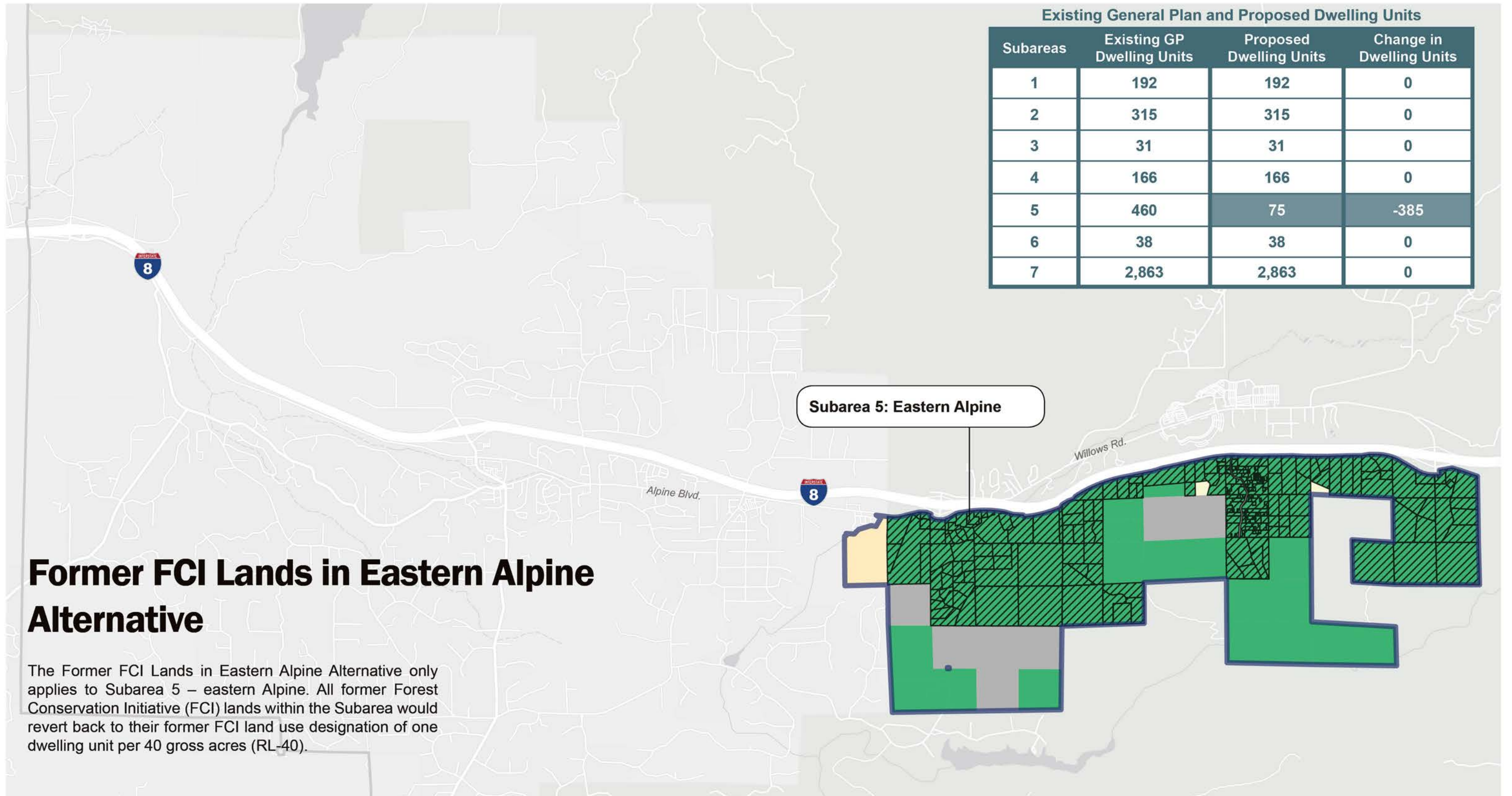
Land Use	Color	DUs	Acres
Rural Lands (RL-40)	Green	160	12,059.32
Total		160	12,059.32



Change from General Plan DU: - 2,703 units

NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density





Former FCI Lands in Eastern Alpine Alternative

The Former FCI Lands in Eastern Alpine Alternative only applies to Subarea 5 – eastern Alpine. All former Forest Conservation Initiative (FCI) lands within the Subarea would revert back to their former FCI land use designation of one dwelling unit per 40 gross acres (RL-40).

- Subareas
- Village Residential (VR-2)
- Rural Lands (RL-40)
- Proposed Change In Density
- Semi-Rural Residential (SR-4)
- Public Agency Lands

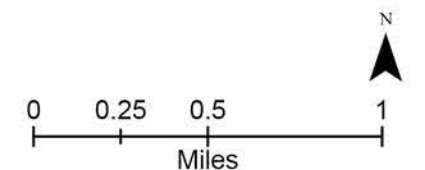


Figure 28: Former FCI Lands in Eastern Alpine Alternative

Former FCI Lands in Eastern Alpine Alternative Percentage of Land Use by Designation in Alpine

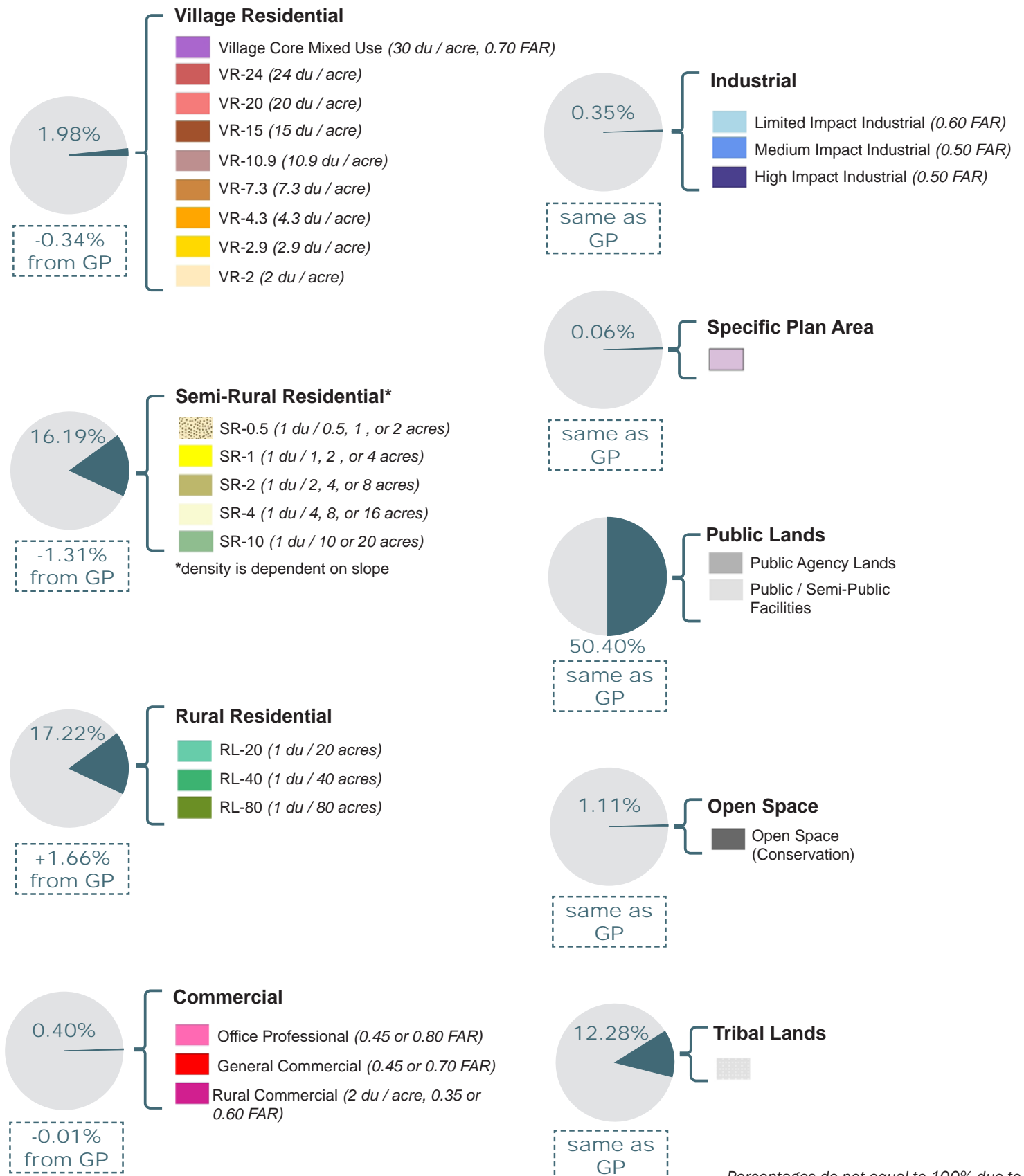
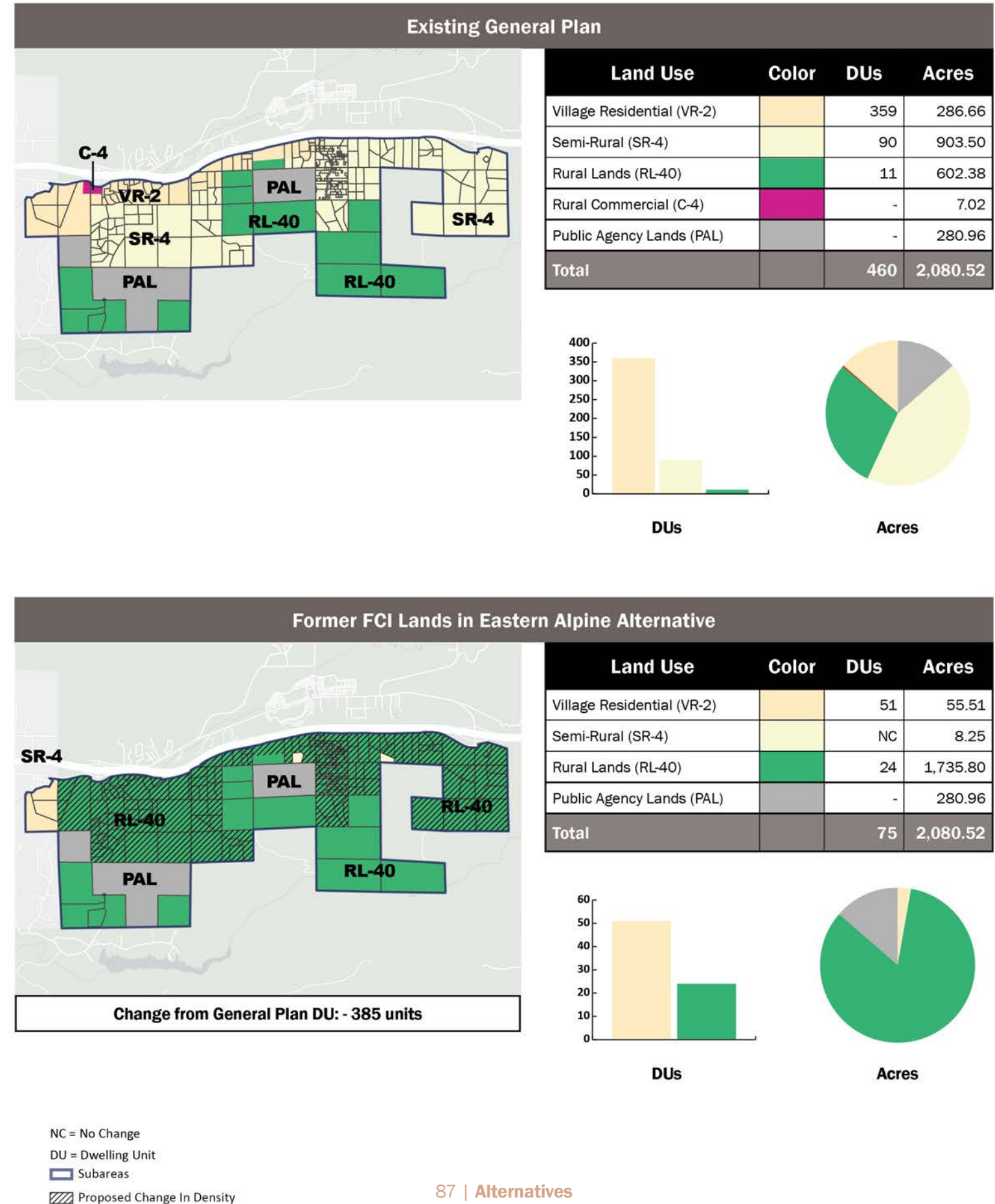


Figure 29: Percentage of Land Use by Designation in Alpine - Former FCI Lands in Eastern Alpine Alternative

Former FCI Lands in Eastern Alpine Alternative Subarea 5 - Comparison of Existing & Proposed General Plan Land Use



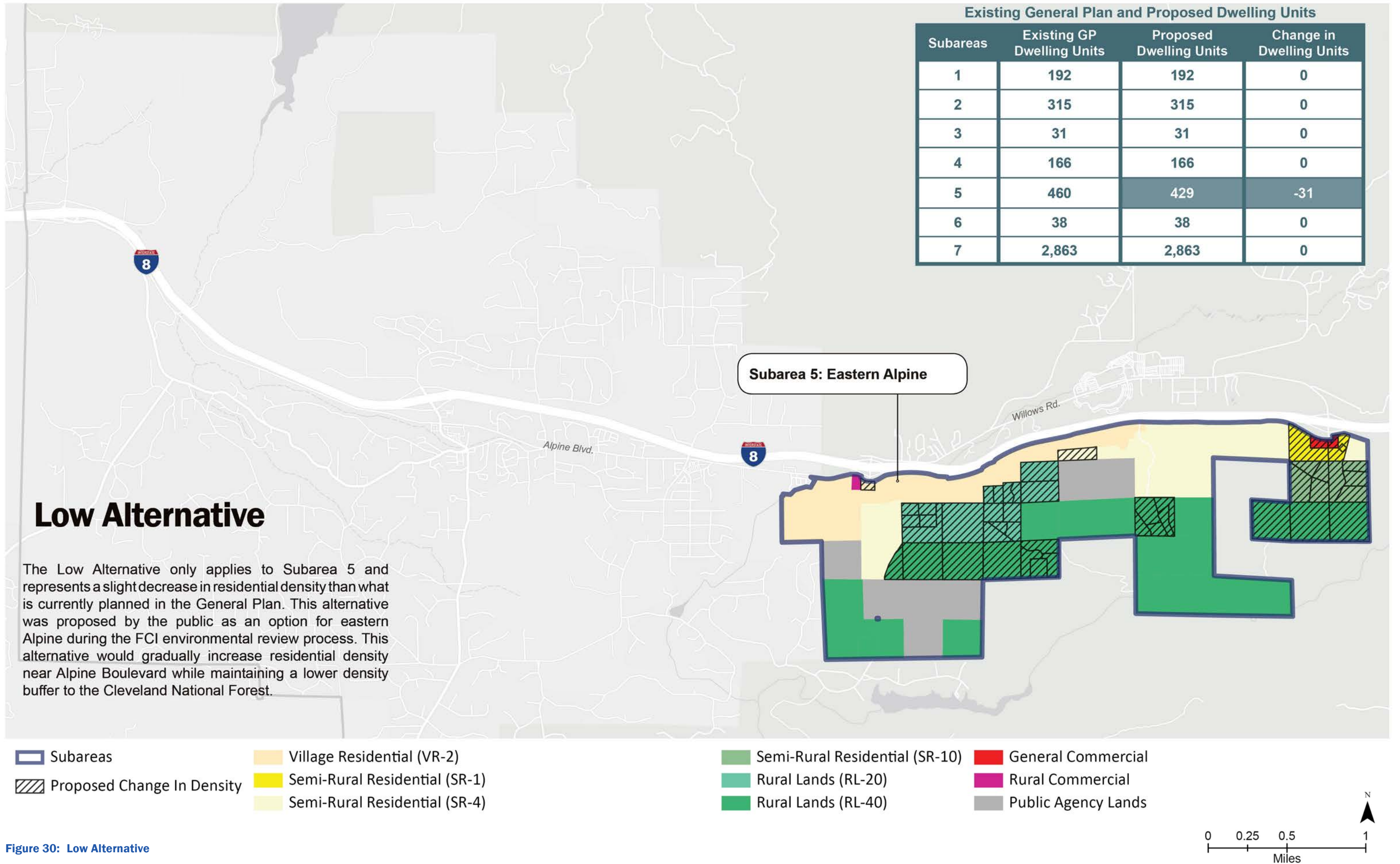


Figure 30: Low Alternative

Low Alternative Percentage of Land Use by Designation in Alpine

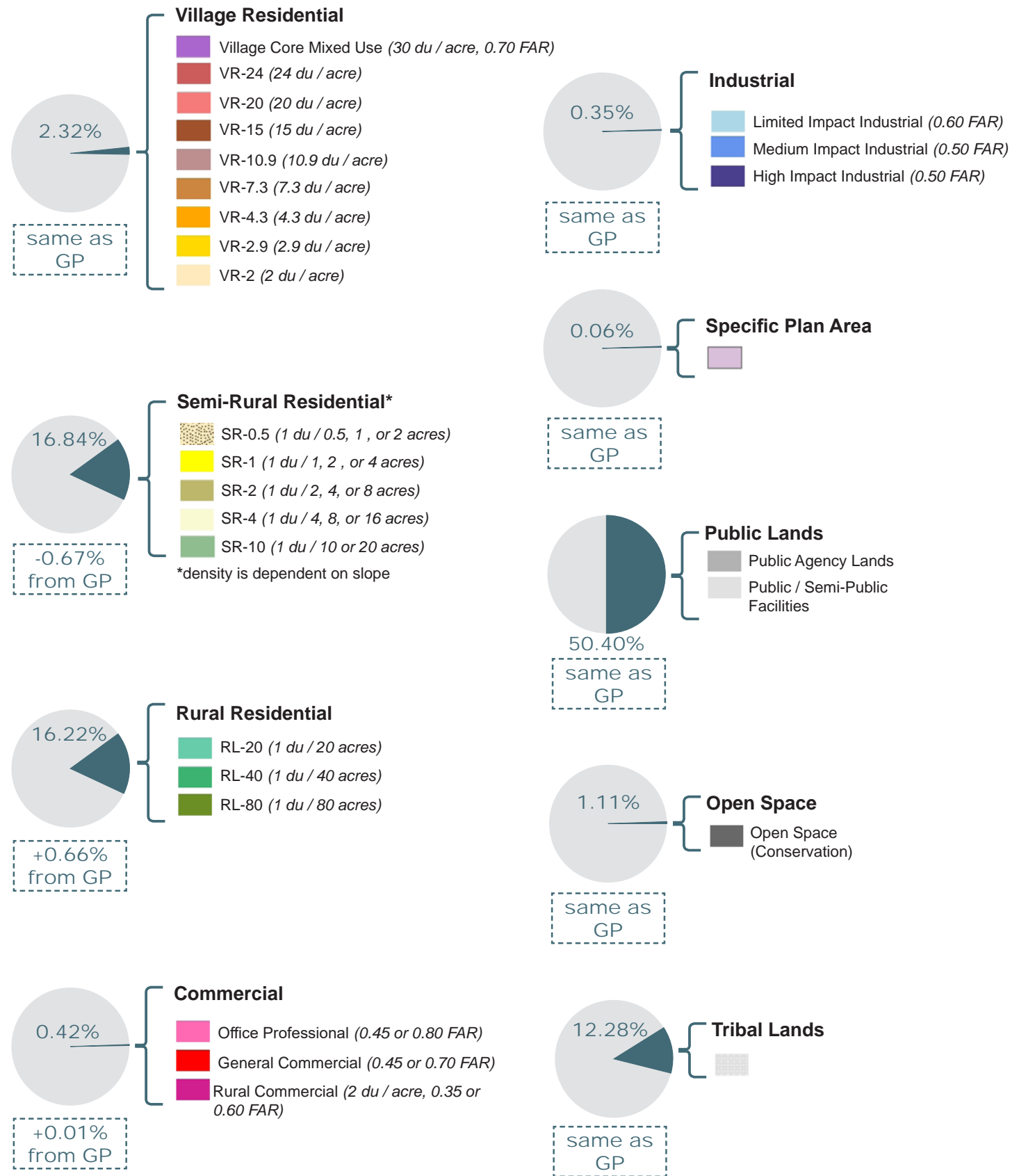
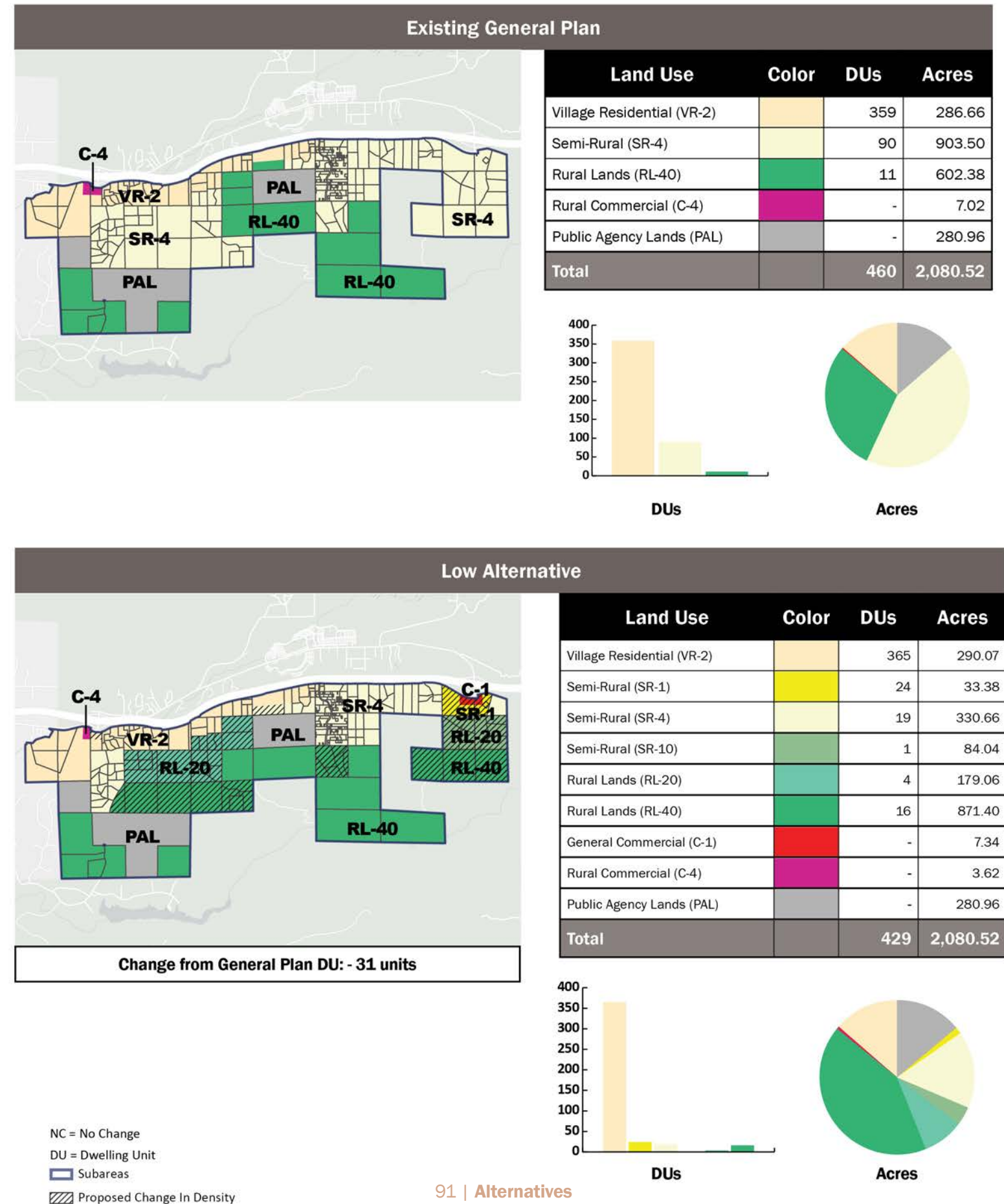


Figure 31: Percentage of Land Use by Designation in Alpine - Low Alternative

Low Alternative Subarea 5 - Comparison of Existing & Proposed General Plan Land Use



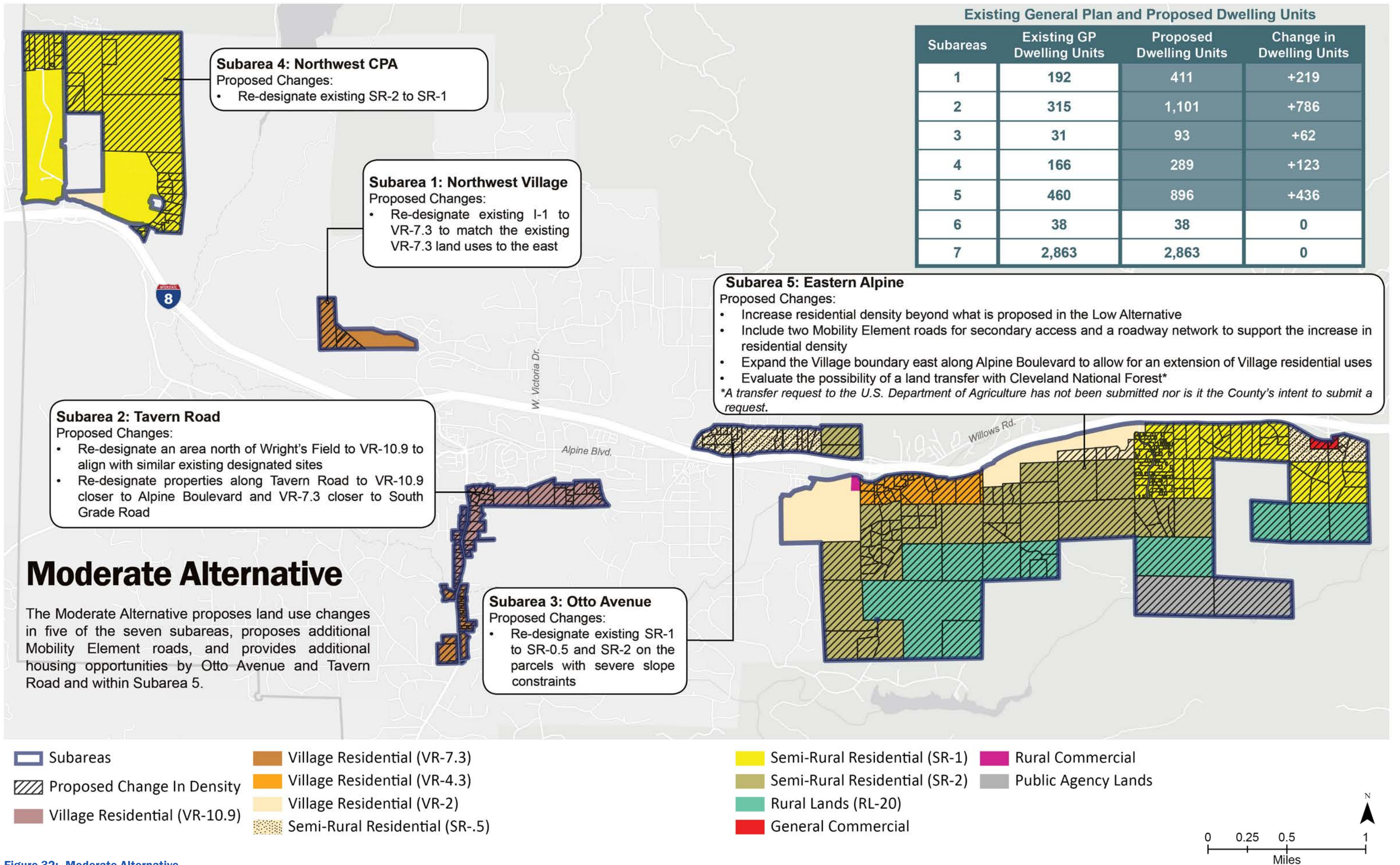


Figure 32: Moderate Alternative

Moderate Alternative

Percentage of Land Use by Designation in Alpine

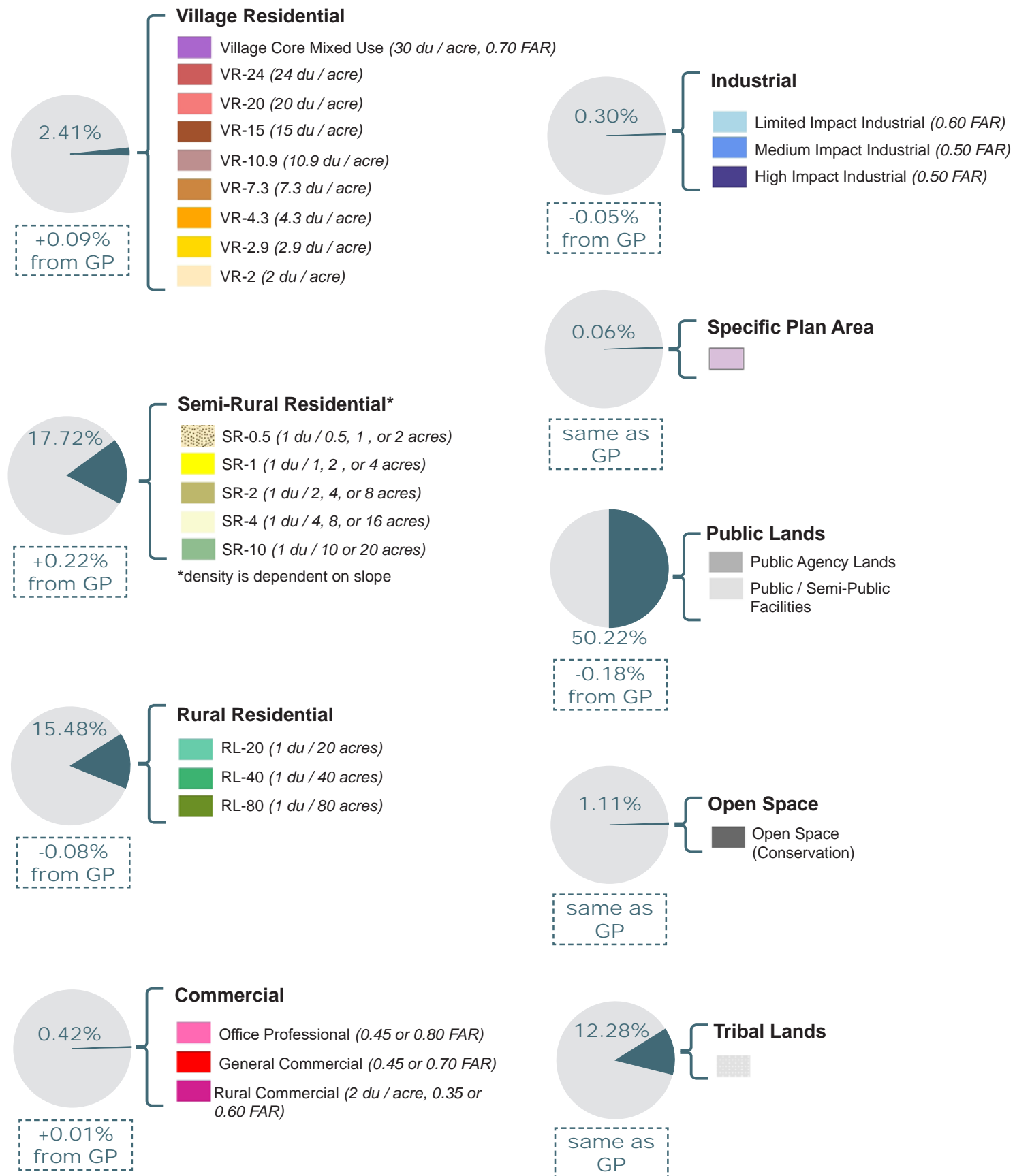
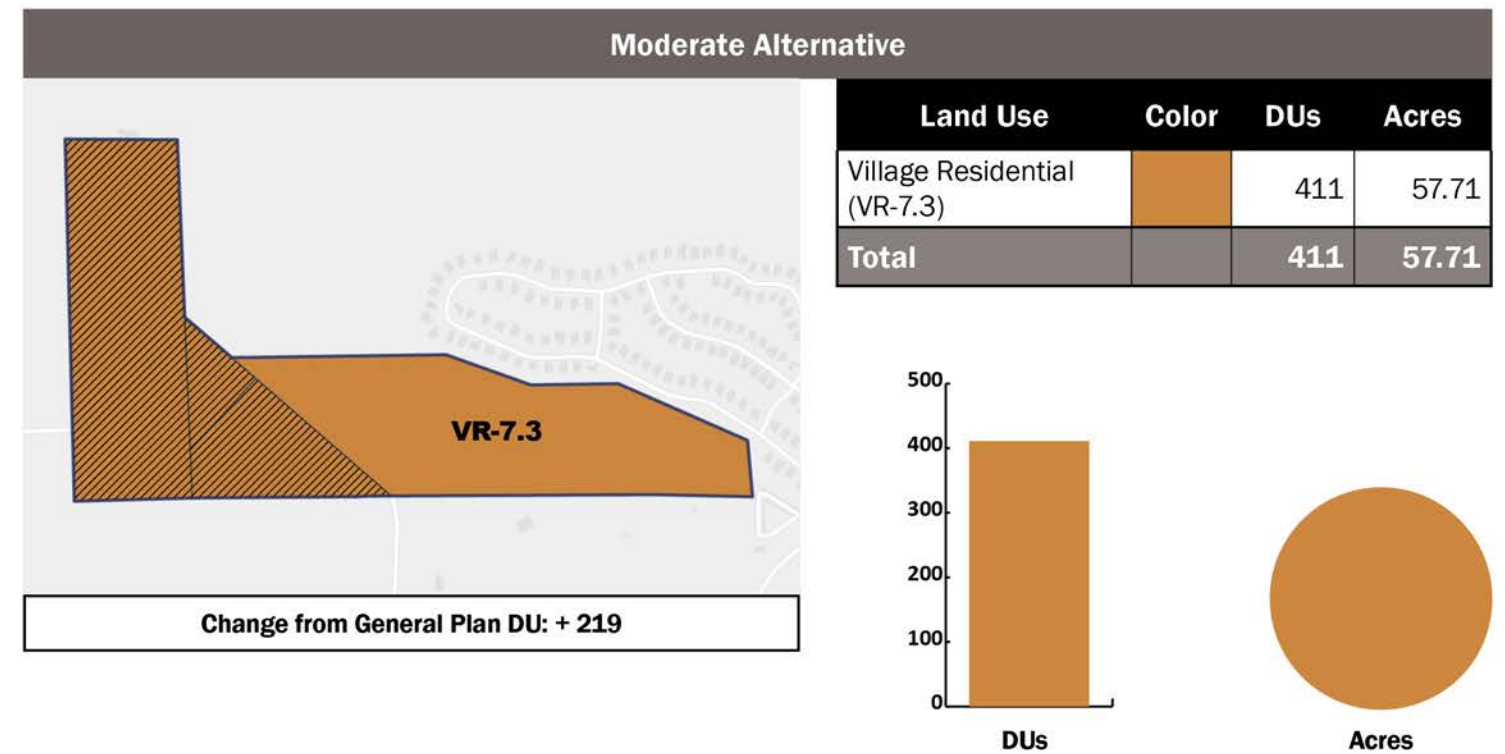
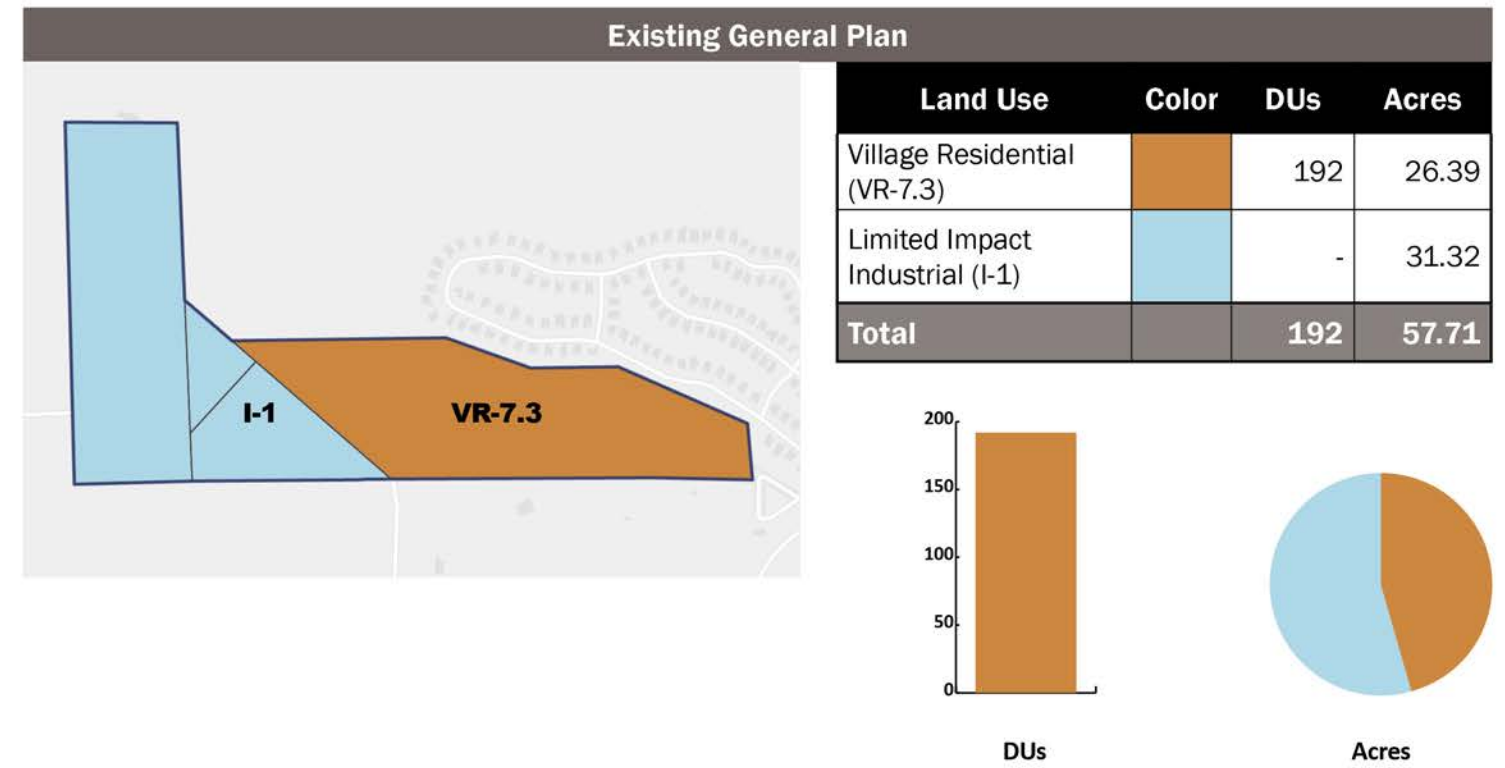


Figure 33: Percentage of Land Use by Designation in Alpine - Moderate Alternative

Moderate Alternative

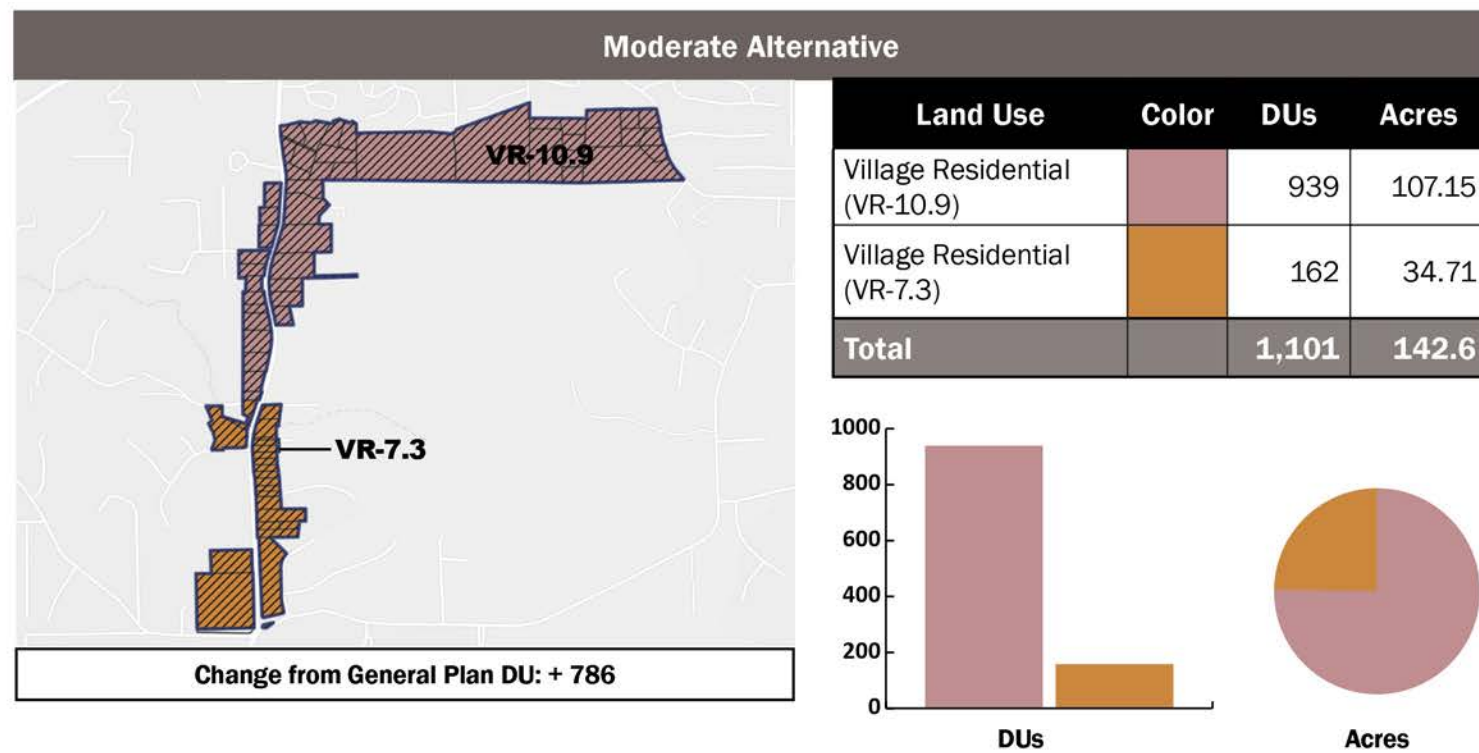
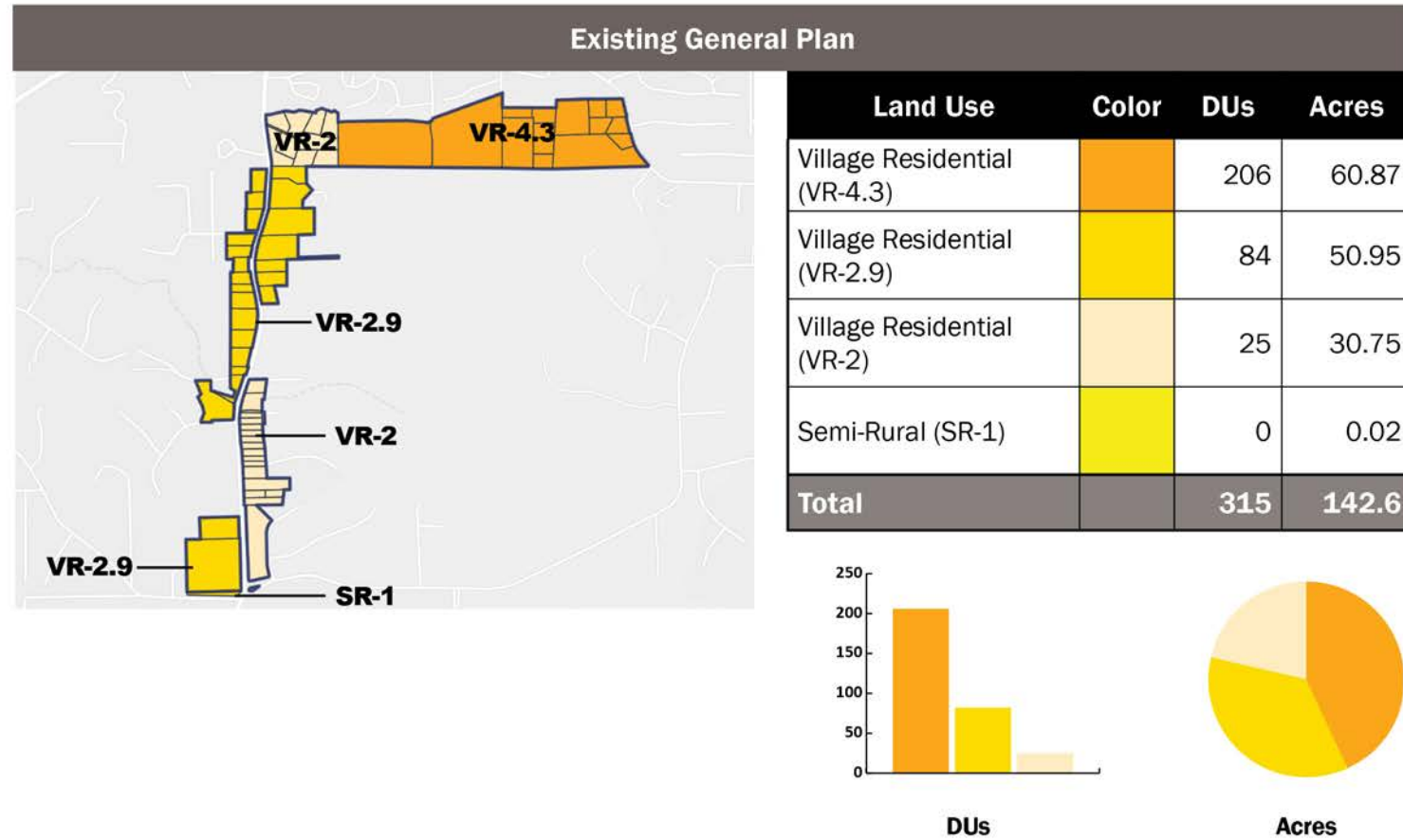
Subarea 1 Comparison of Existing & Proposed General Plan Land Use



NC = No Change
DU = Dwelling Unit
Subareas
Proposed Change In Density

Moderate Alternative

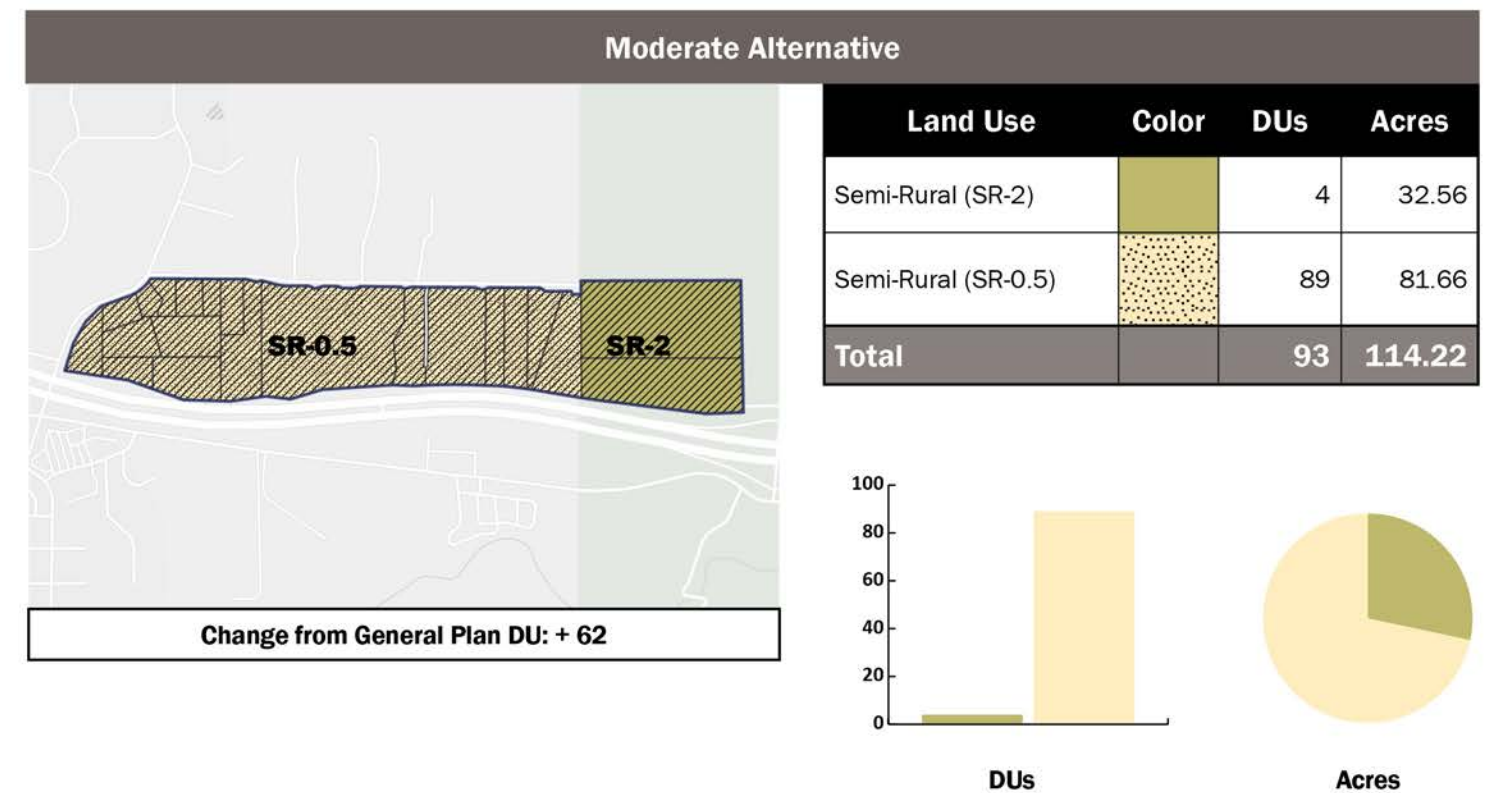
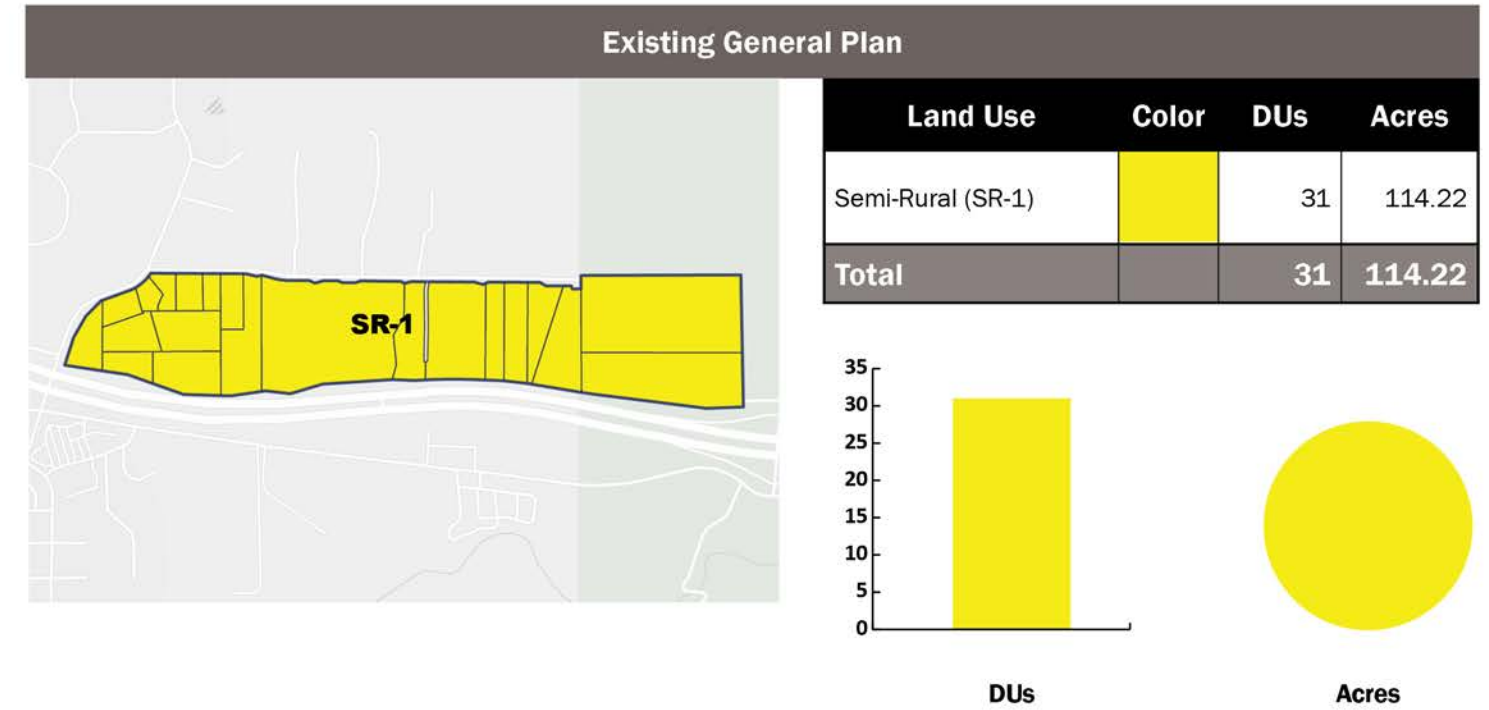
Subarea 2 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

Moderate Alternative

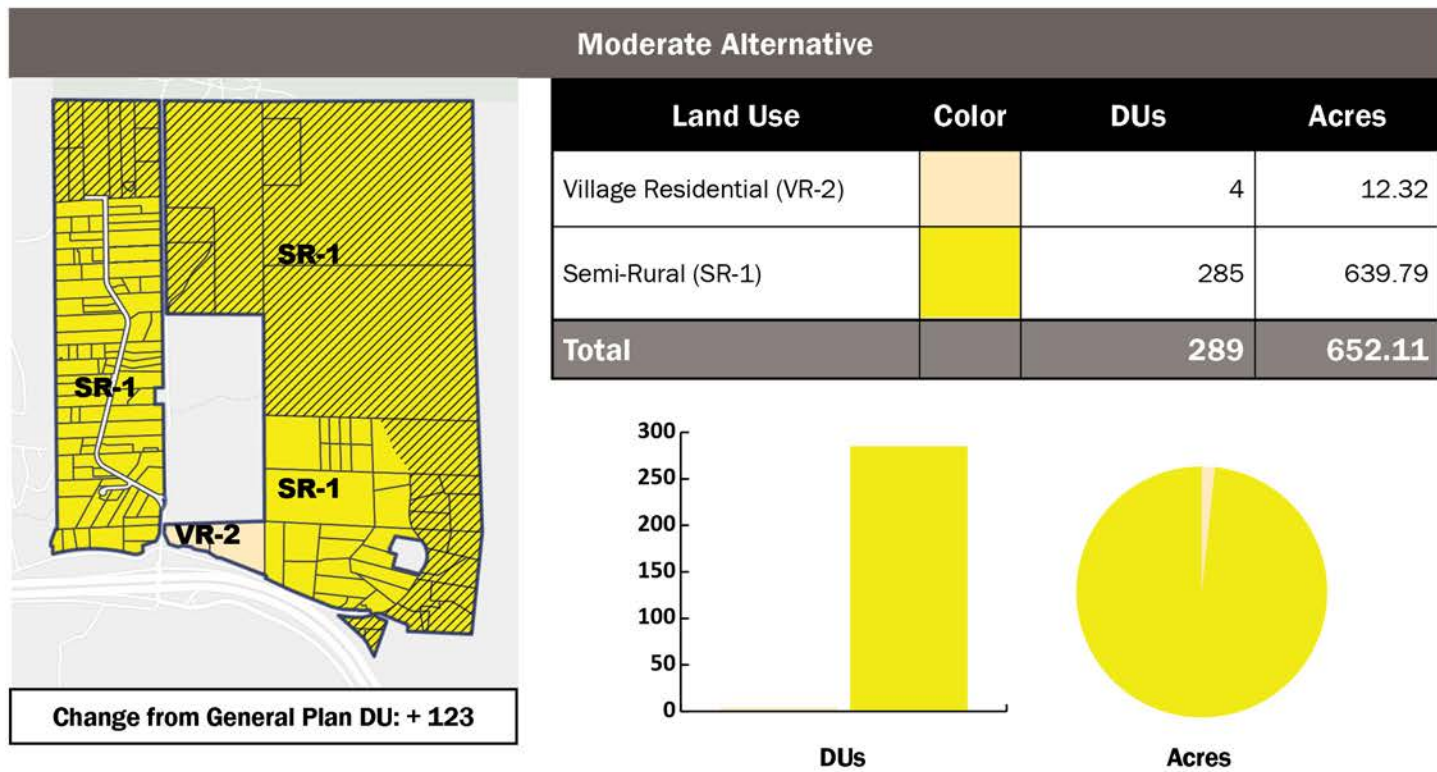
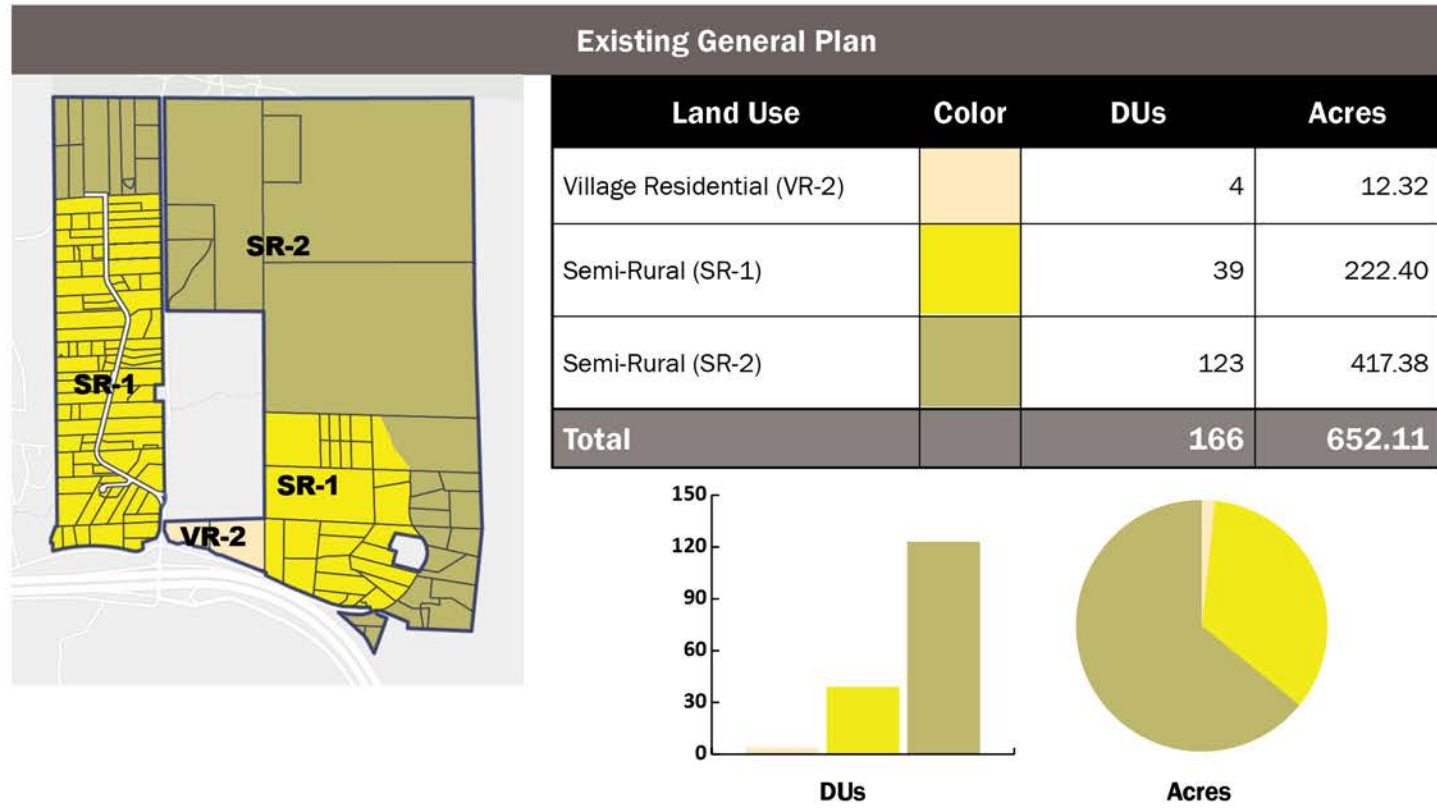
Subarea 3 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

Moderate Alternative

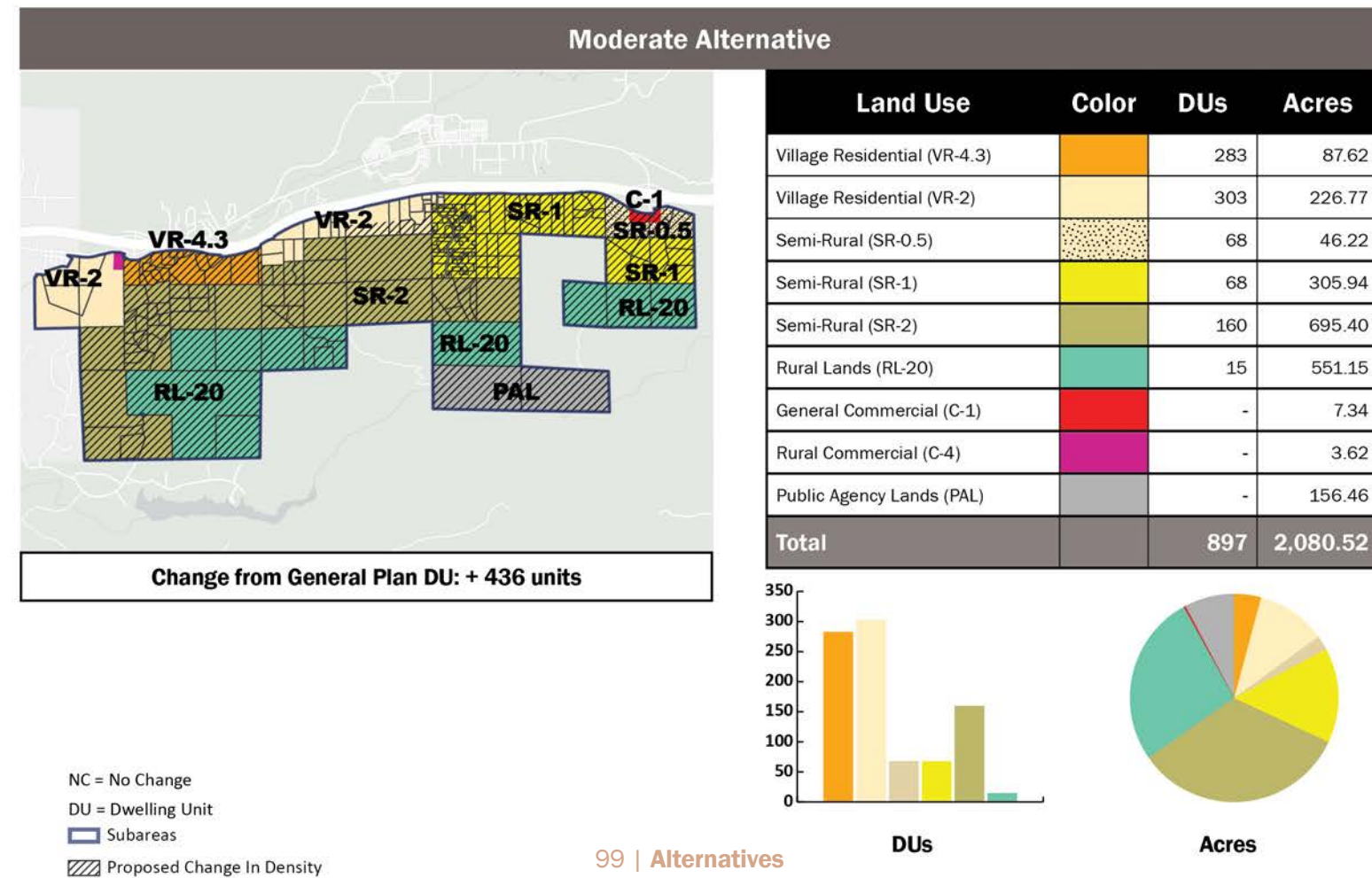
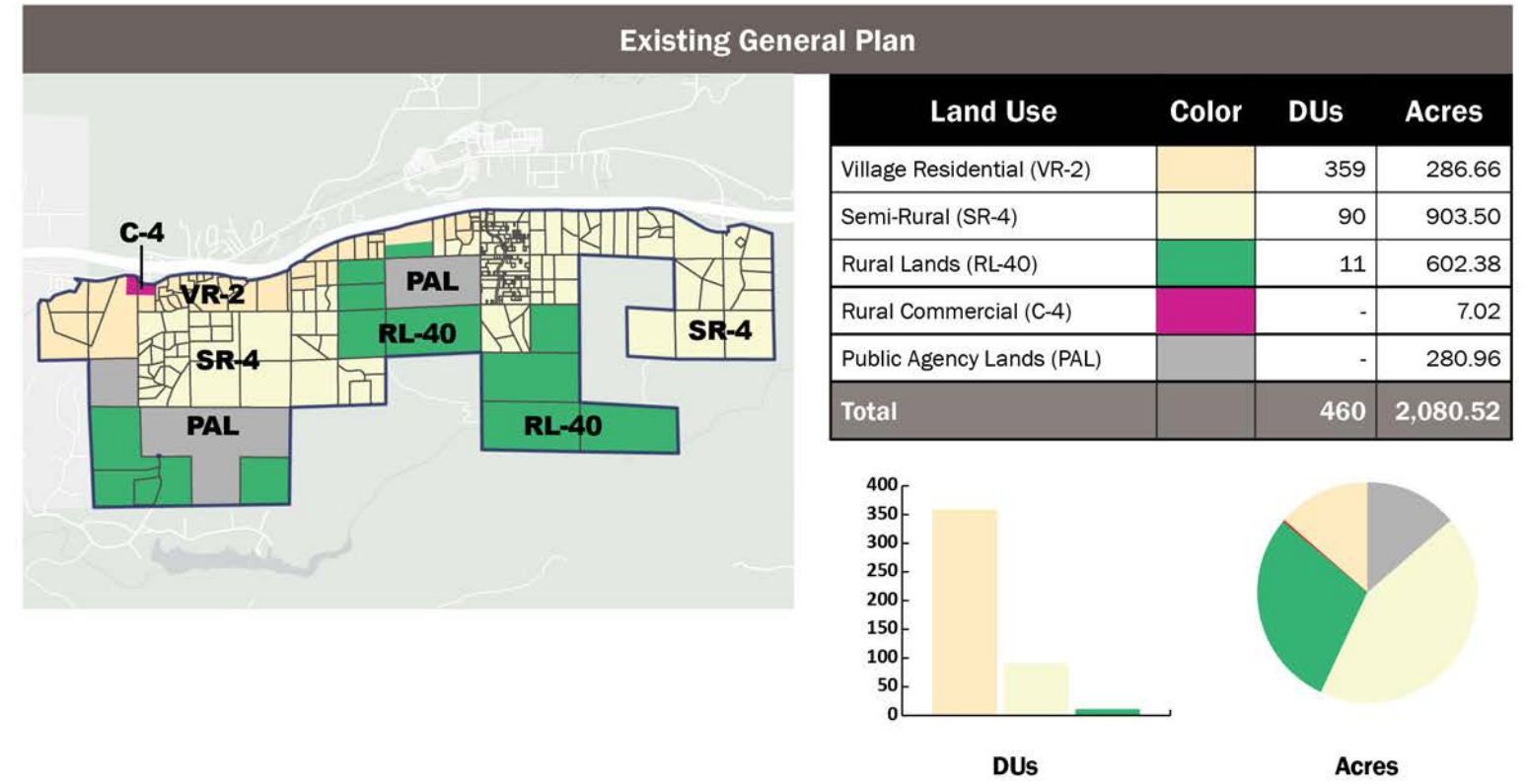
Subarea 4 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

Moderate Alternative

Subarea 5 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

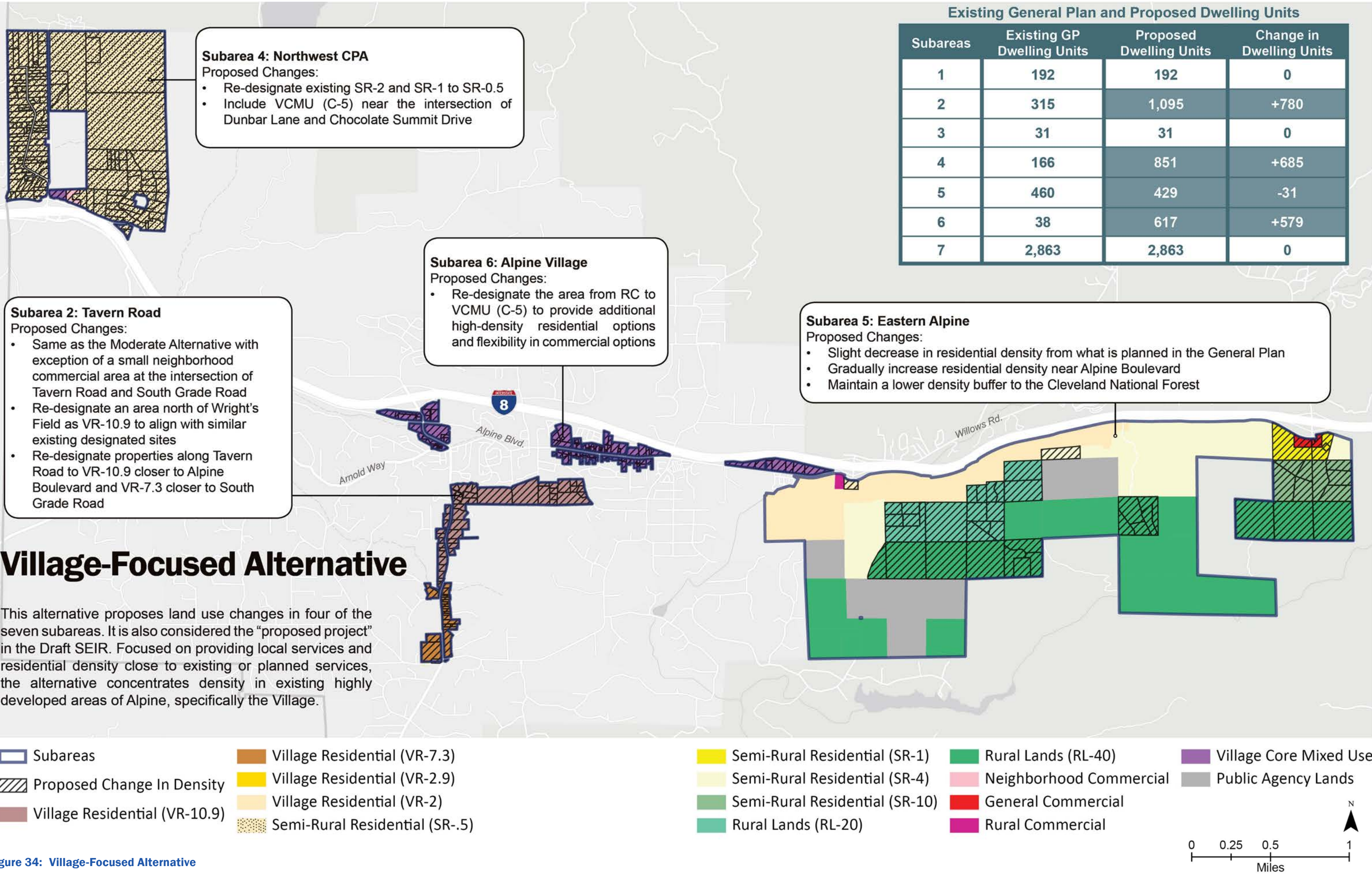


Figure 34: Village-Focused Alternative

Village-Focused Alternative

Percentage of Land Use by Designation in Alpine

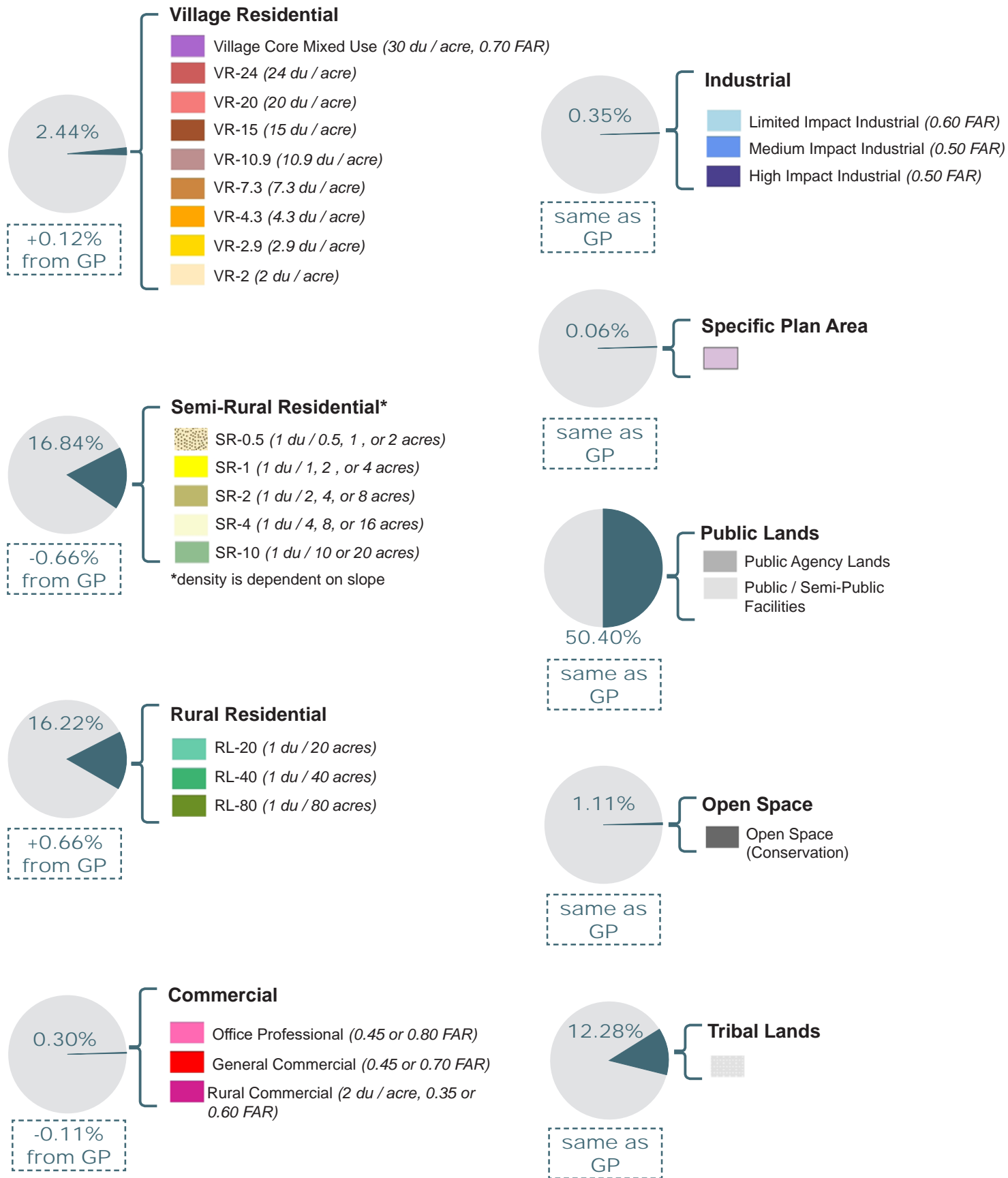
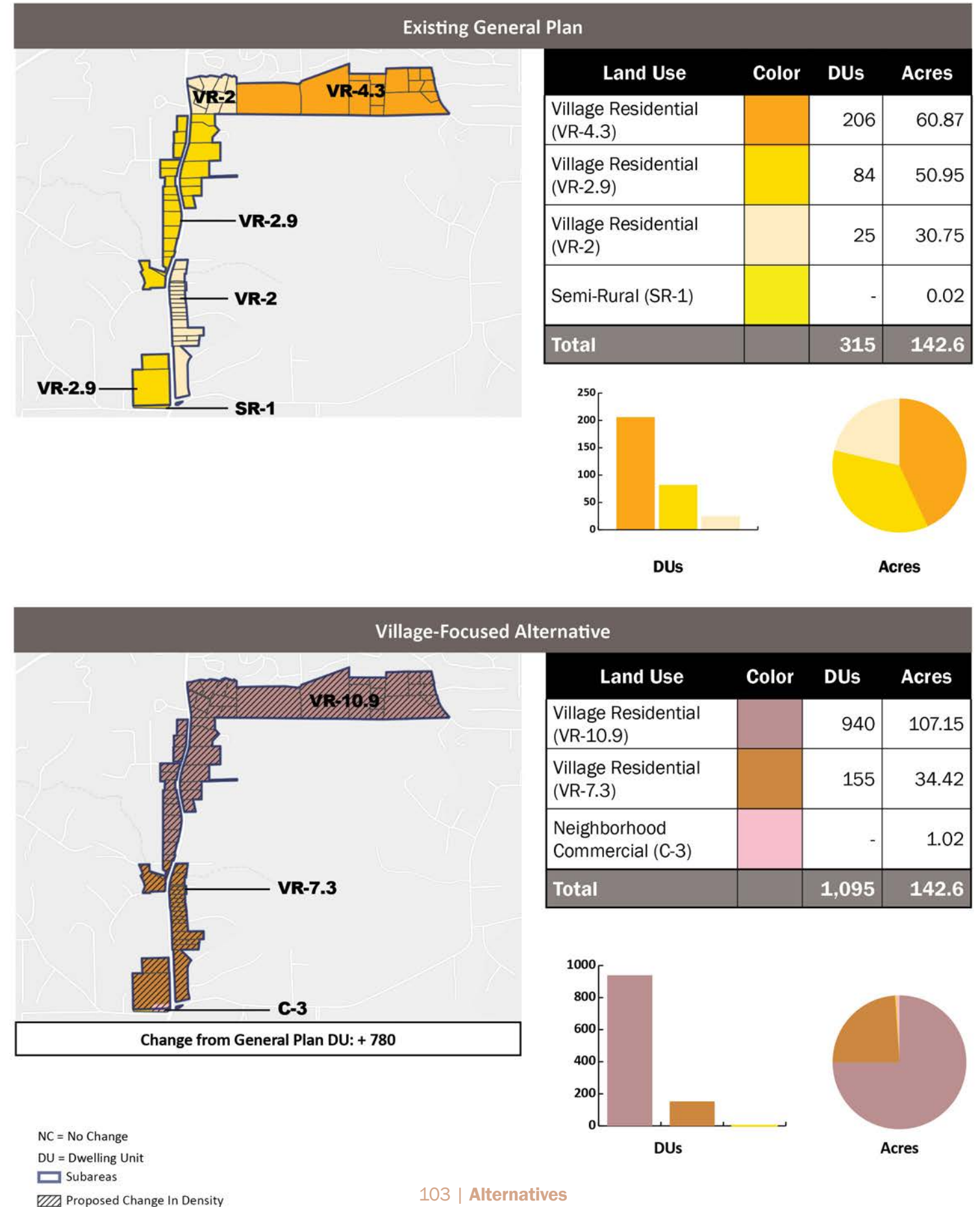


Figure 35: Percentage of Land Use by Designation in Alpine - Village-Focused Alternative

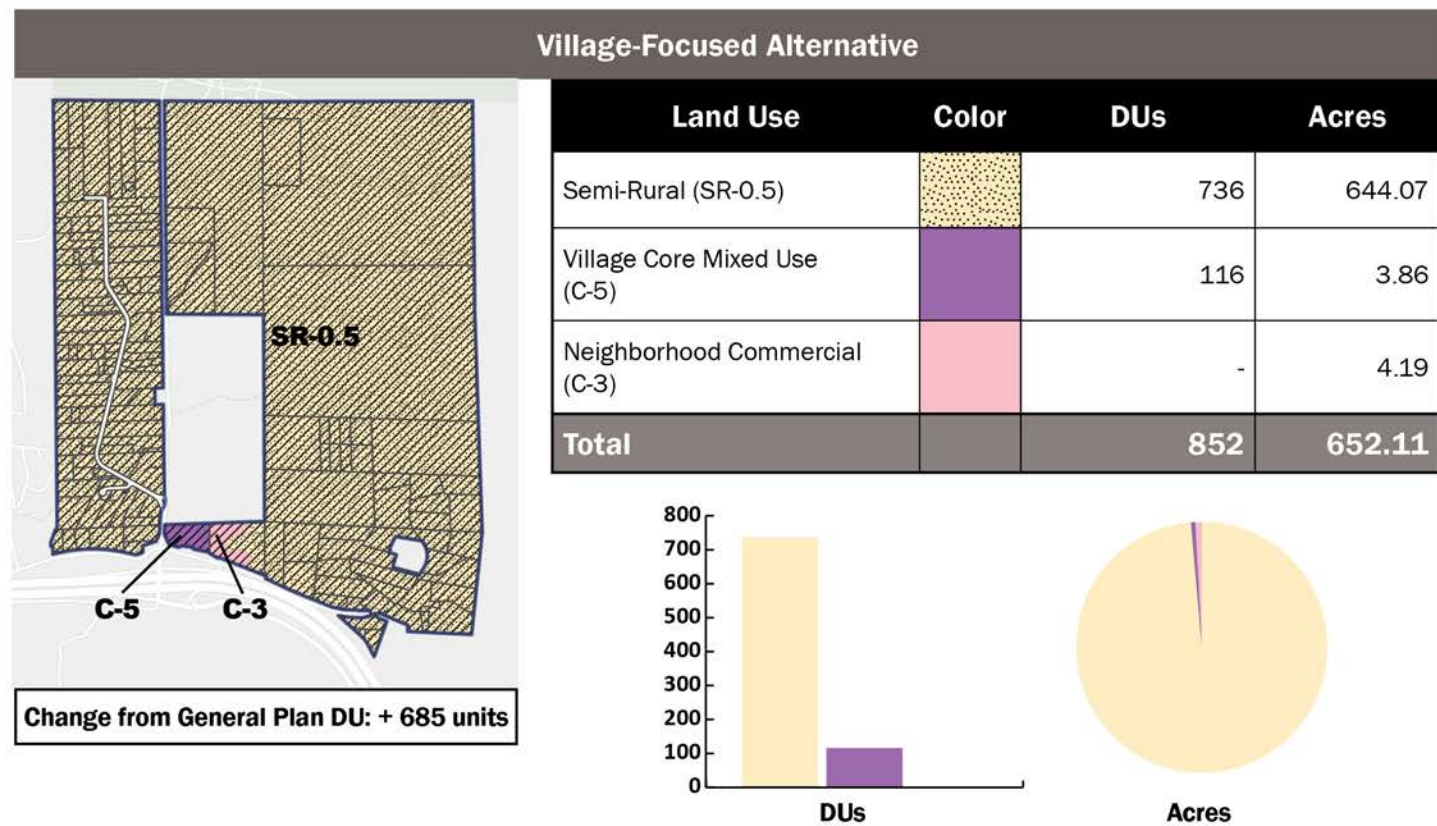
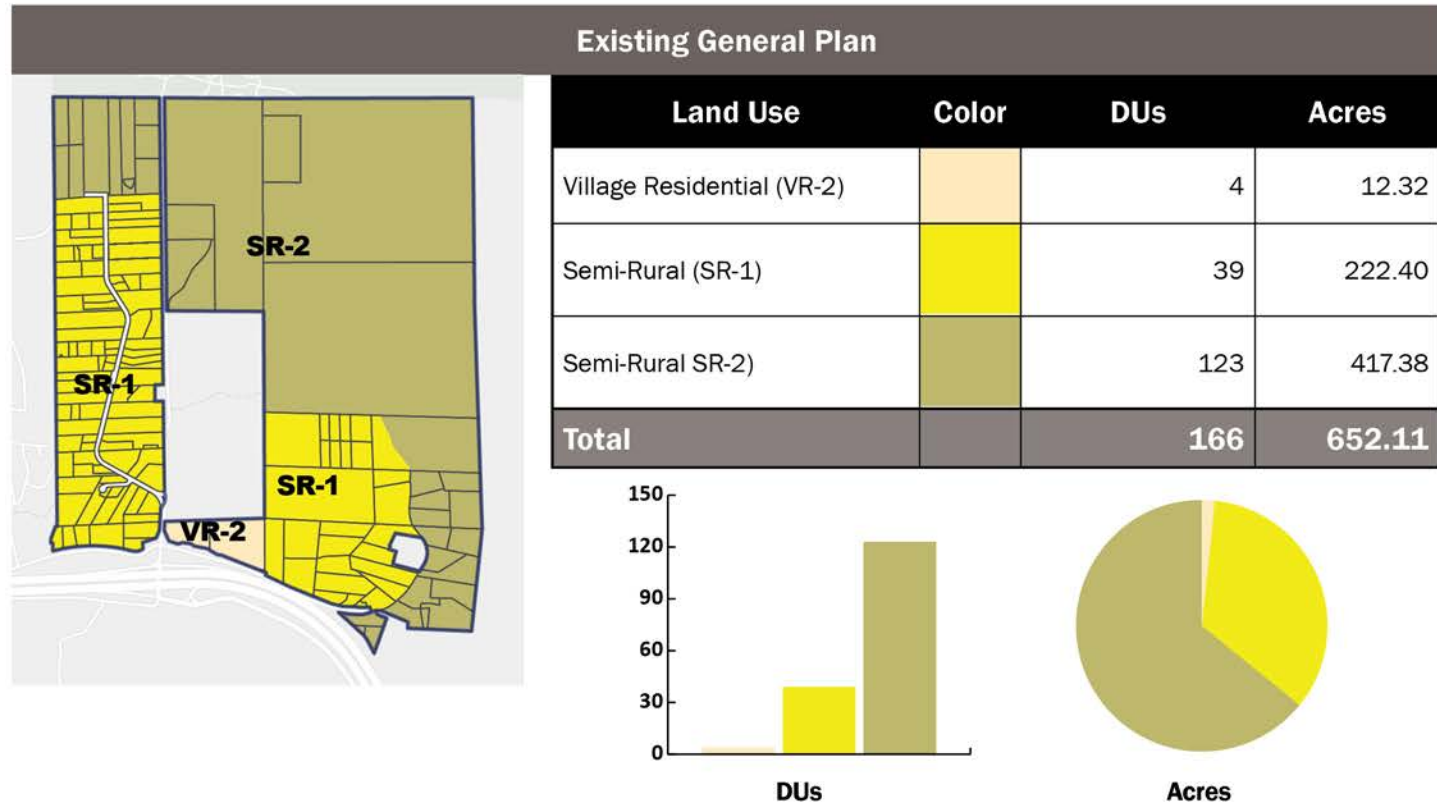
Village-Focused Alternative

Subarea 2 - Comparison of Existing & Proposed General Plan Land Use



Village-Focused Alternative

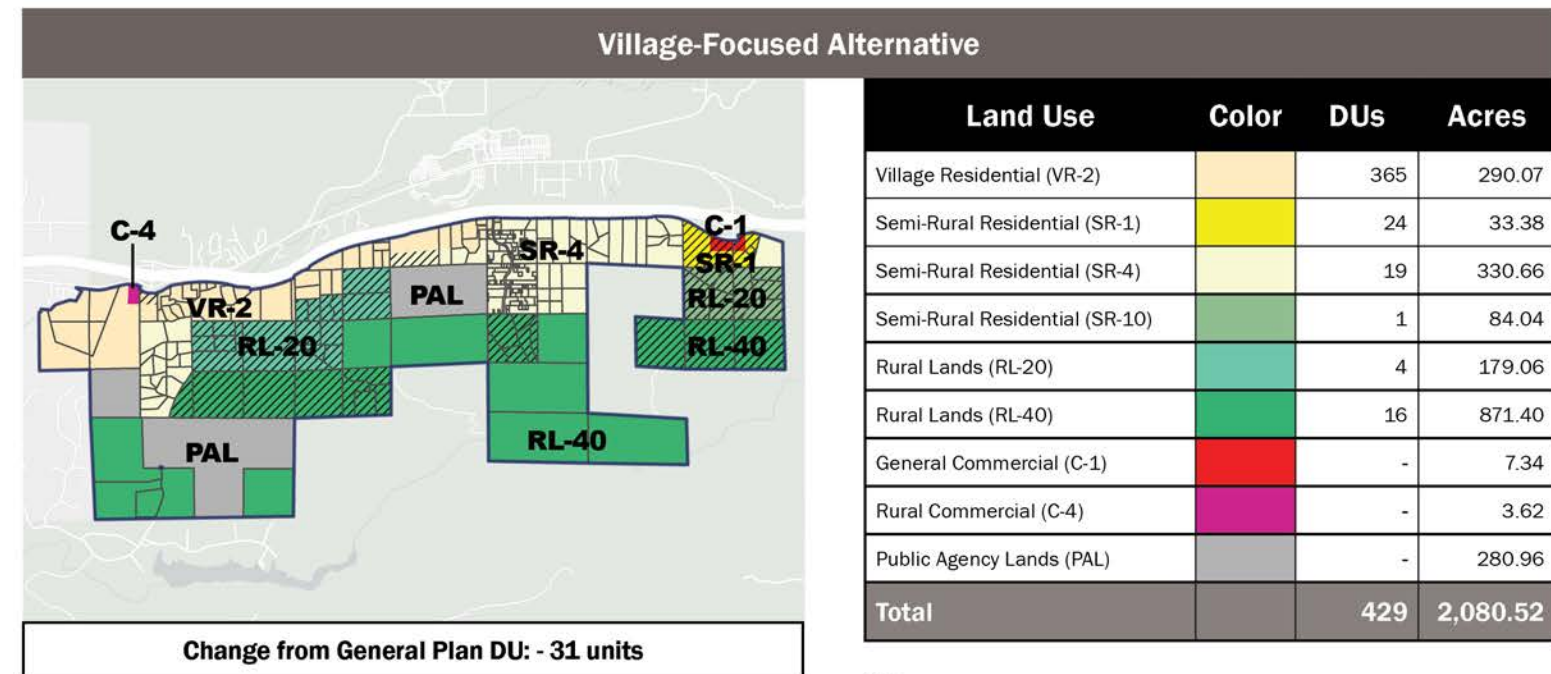
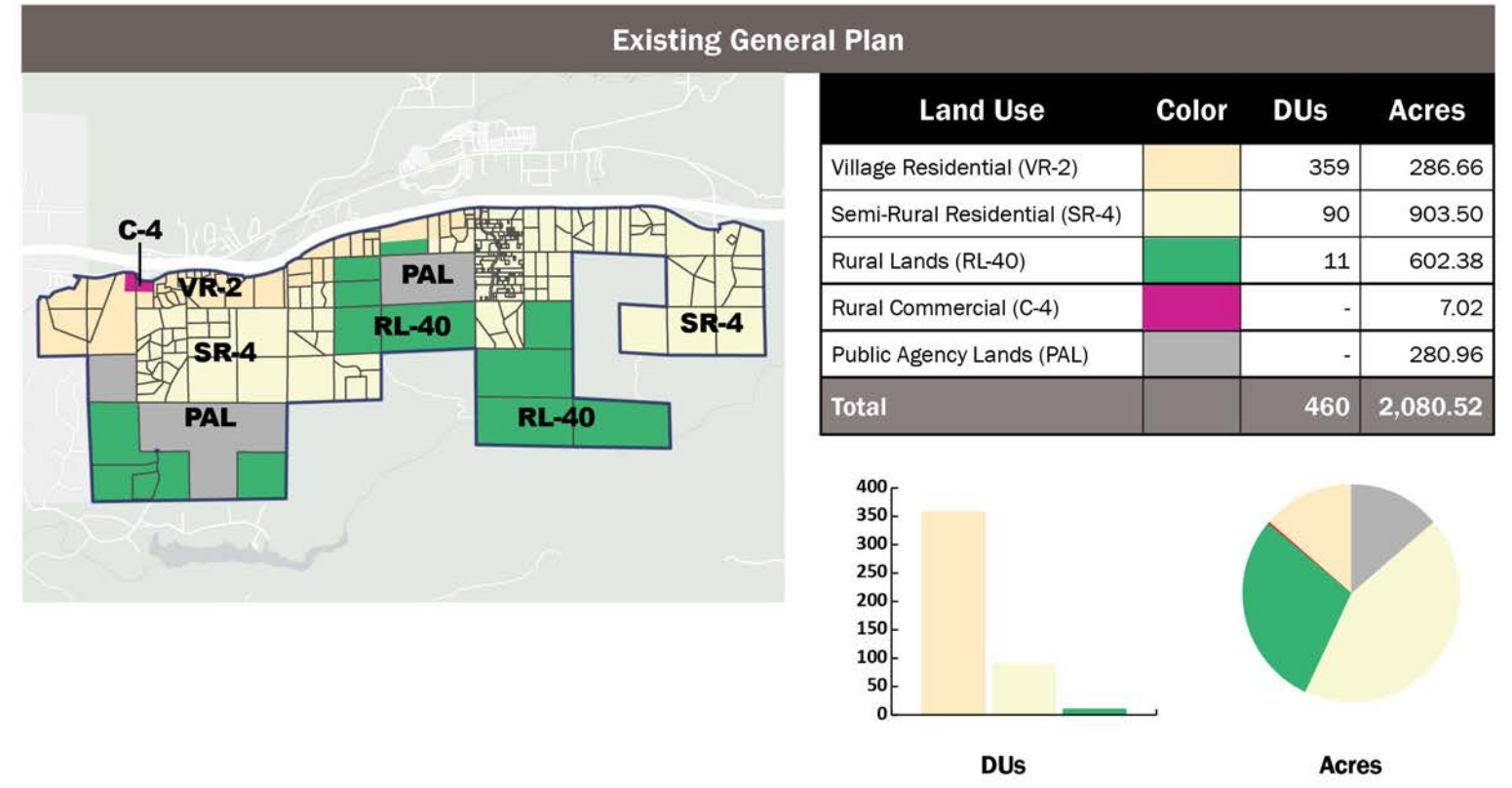
Subarea 4 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

Village-Focused Alternative

Subarea 5 - Comparison of Existing & Proposed General Plan Land Use

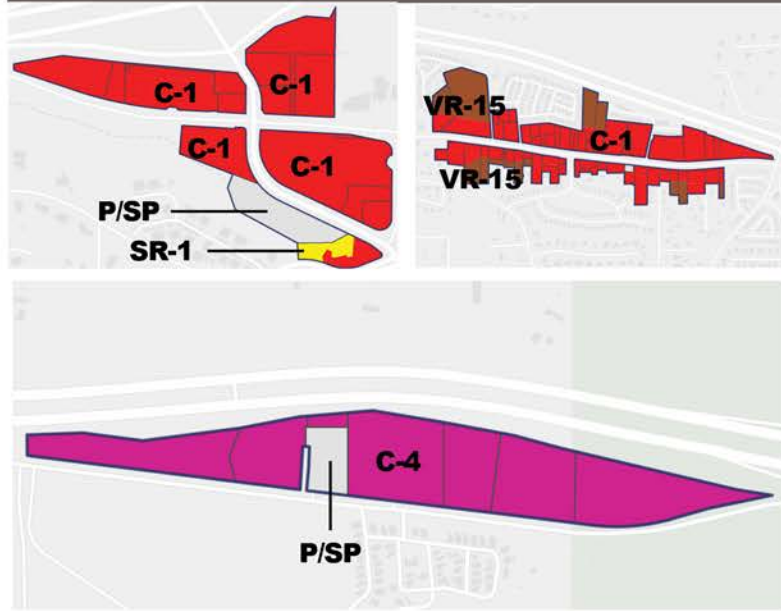


NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

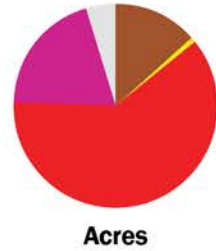
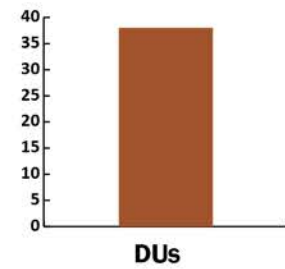
Village-Focused Alternative

Subarea 6 - Comparison of Existing & Proposed General Plan Land Use

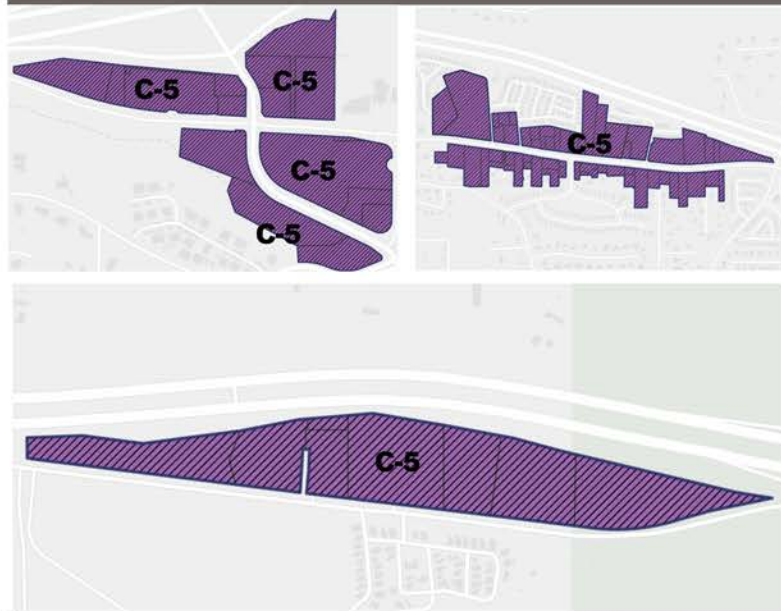
Existing General Plan



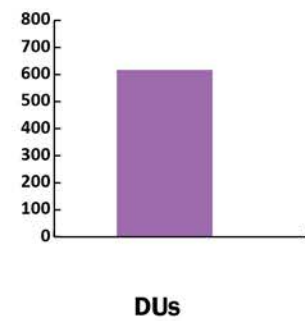
Land Use	Color	DUs	Acres
Village Residential (VR-15)	Brown	38	14.13
Semi-Rural (SR-1)	Yellow	0	0.87
General Commercial (C-1)	Red	-	64.37
Rural Commercial (C-4)	Magenta	-	20.79
Public / Semi-Public Facilities (P/SP)	Grey	-	4.77
Total		38	104.93



Village-Focused Alternative



Land Use	Color	DUs	Acres
Village Core Mixed Use (C-5)	Purple	617	104.93
Total		617	104.93



Change from General Plan DU: + 579 units

NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density



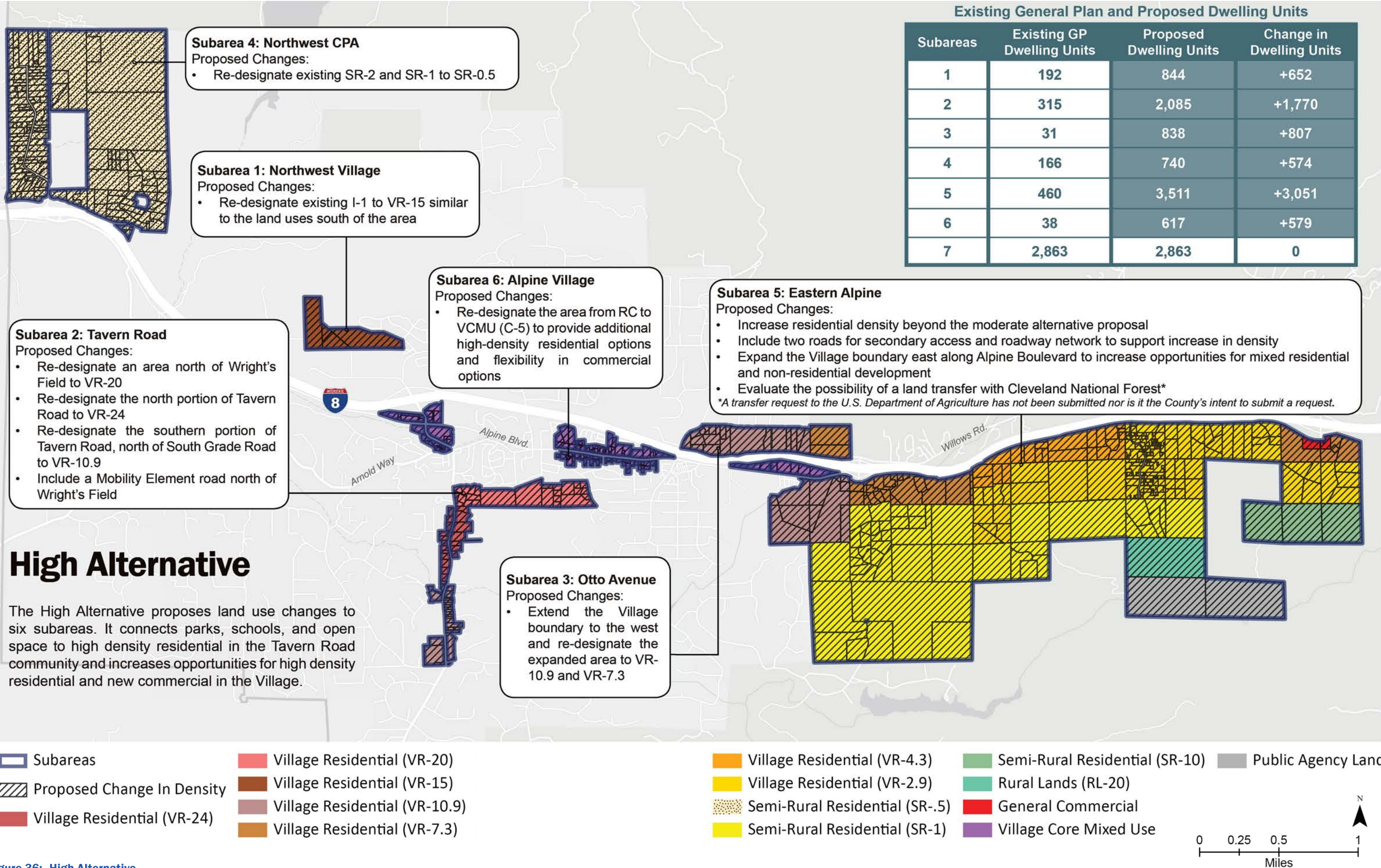


Figure 36: High Alternative

High Alternative Percentage of Land Use by Designation in Alpine

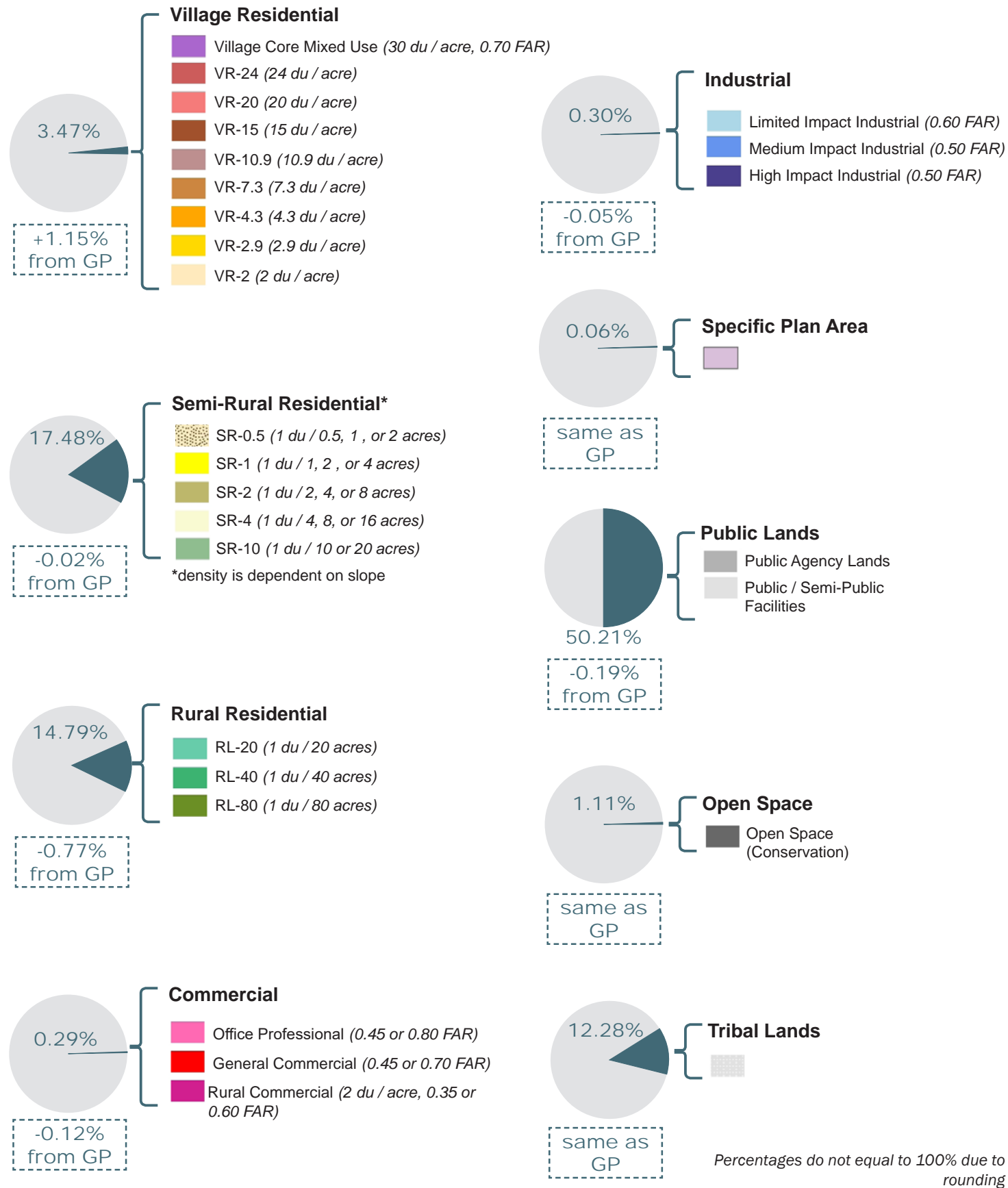
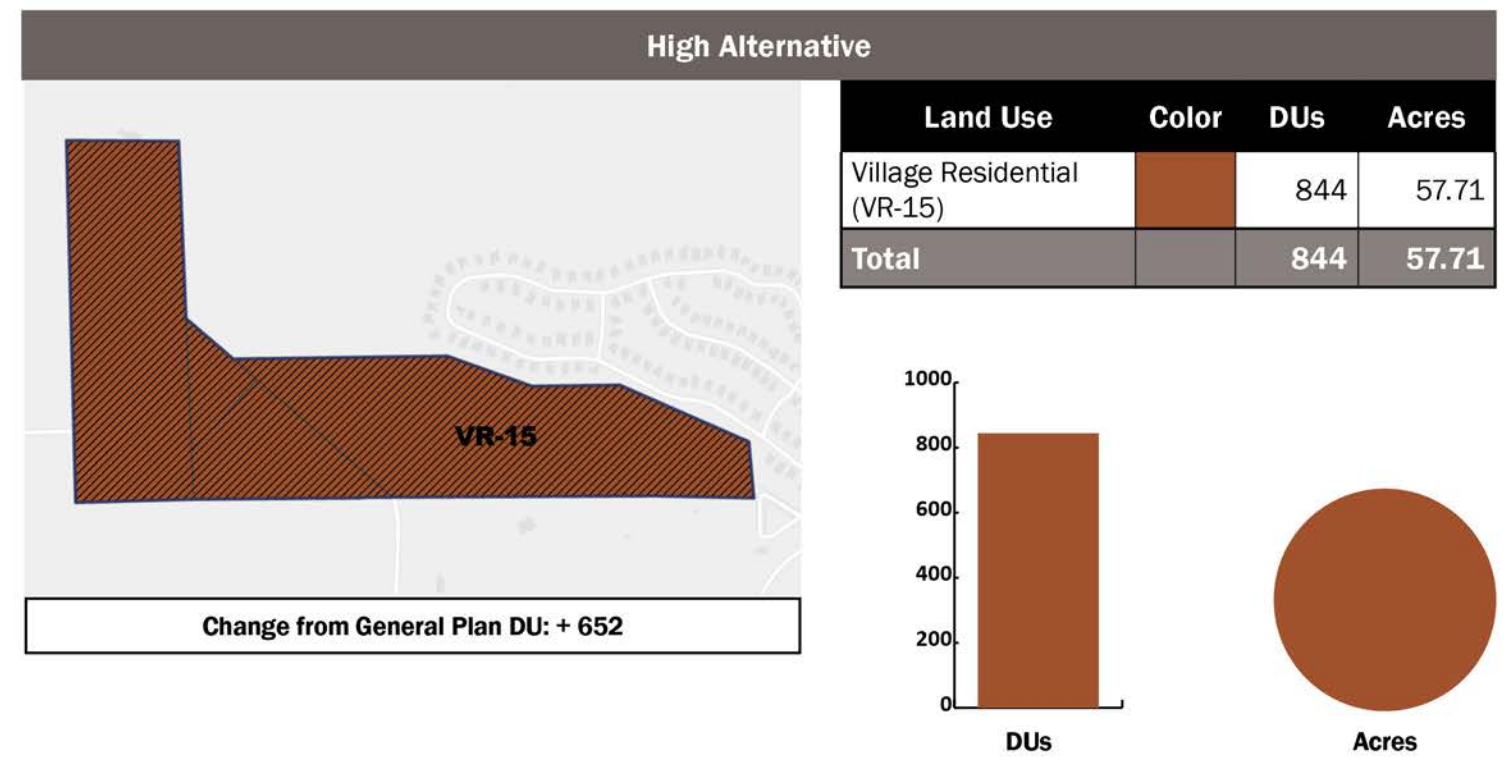
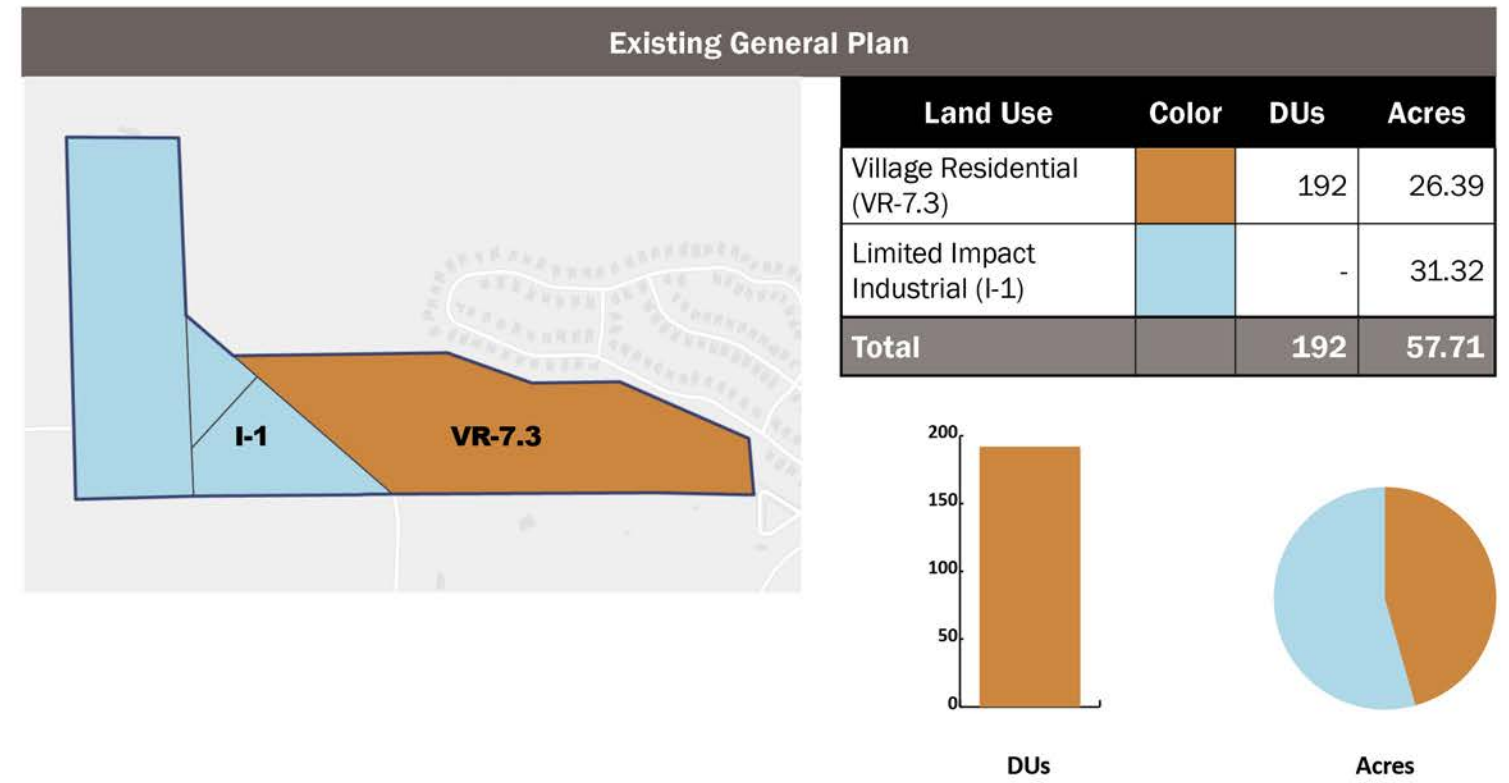


Figure 37: Percentage of Land Use by Designation in Alpine - High Alternative

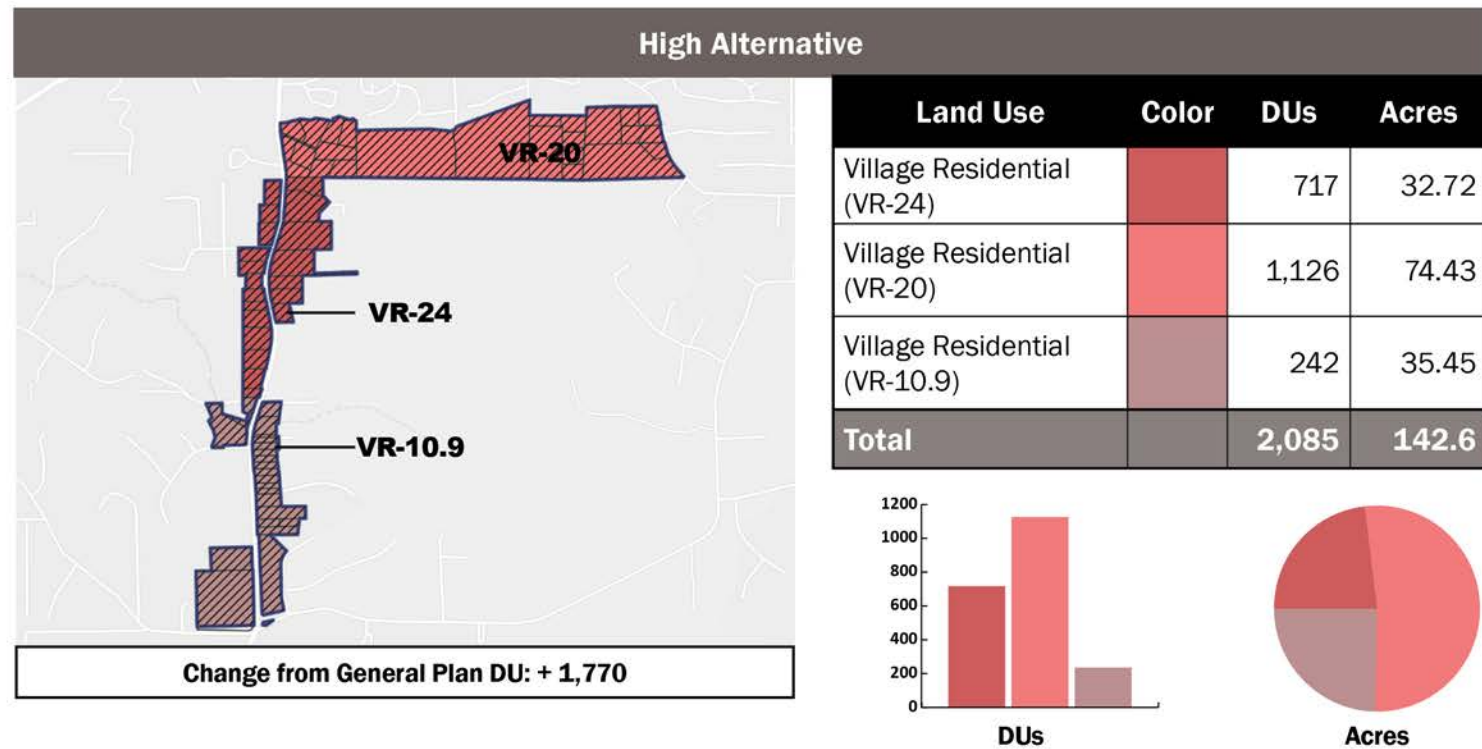
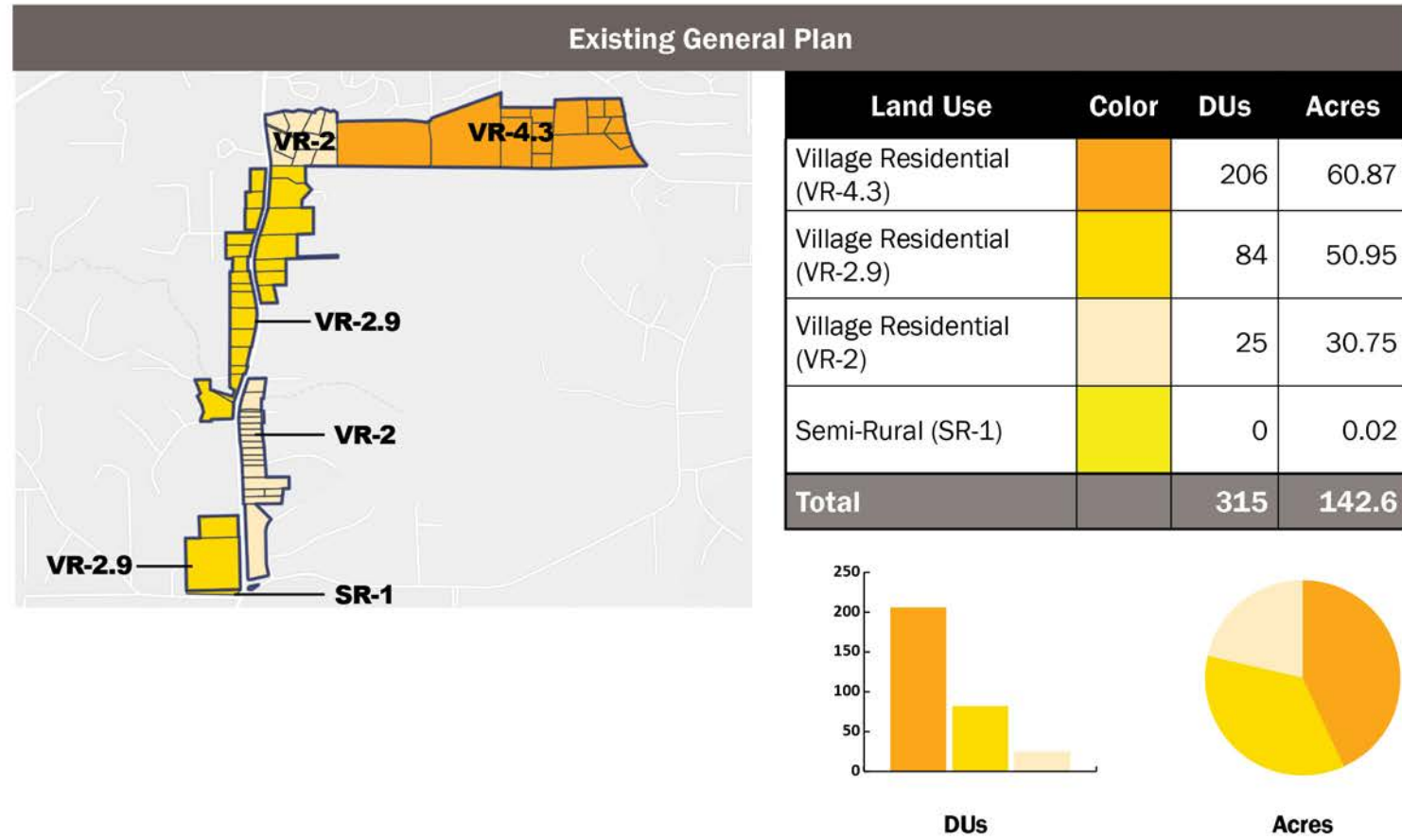
High Alternative Subarea 1 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
DU = Dwelling Unit
Subareas
Proposed Change In Density

High Alternative

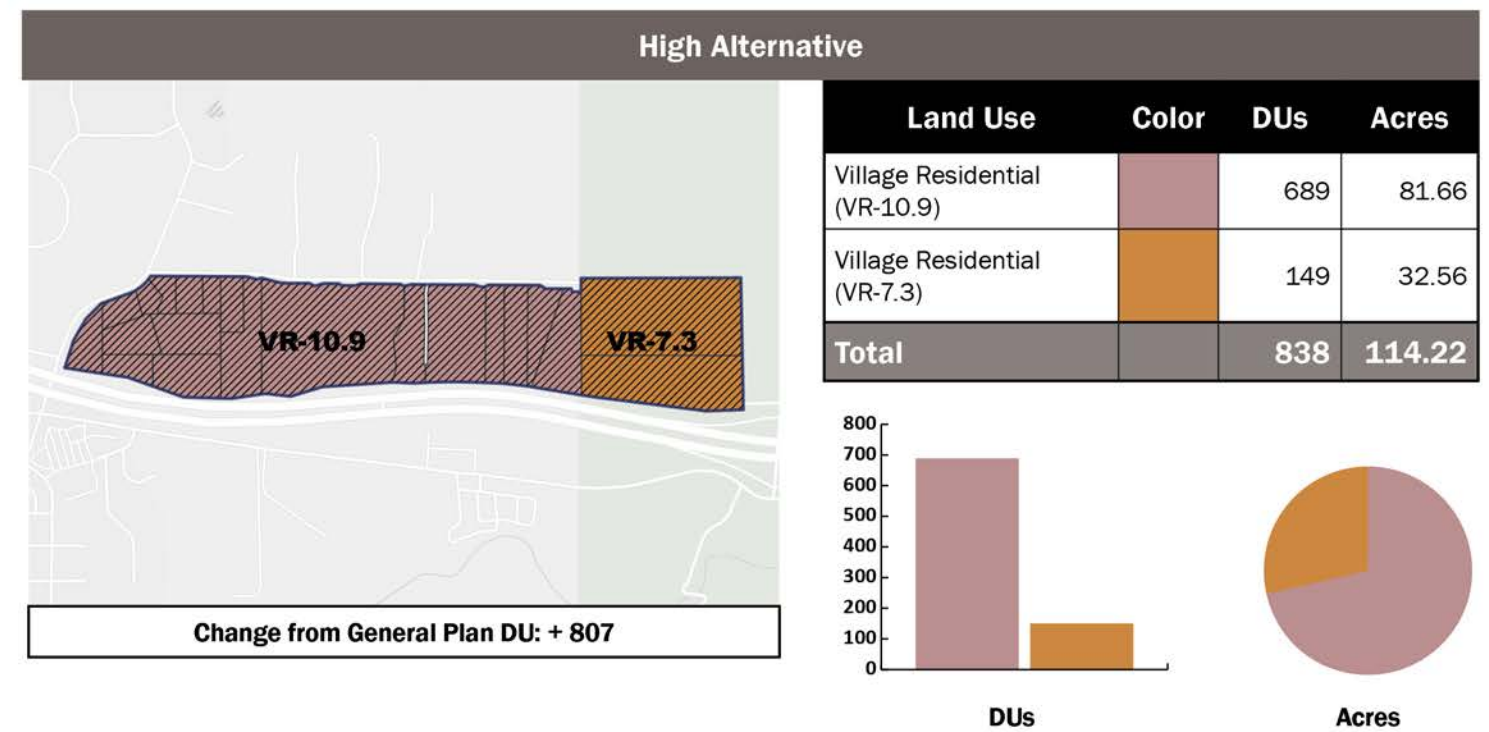
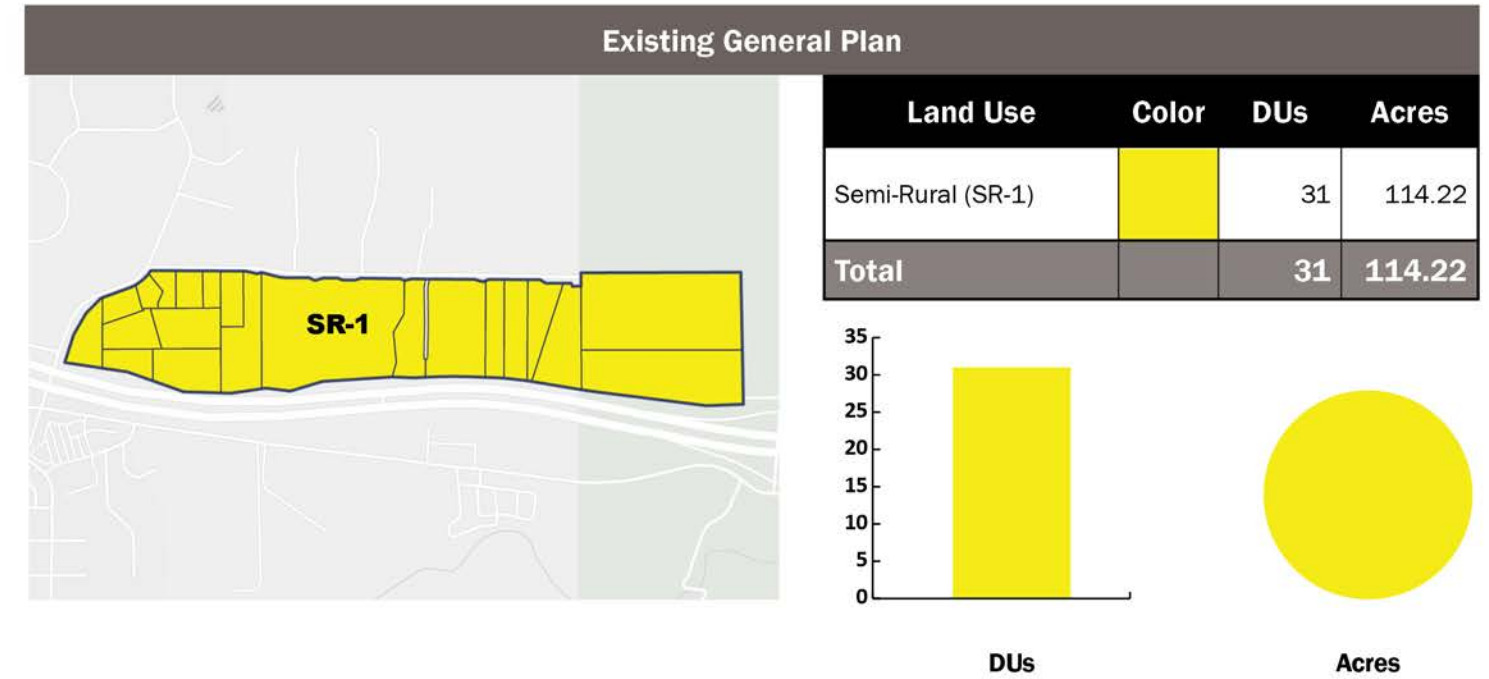
Subarea 2 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

High Alternative

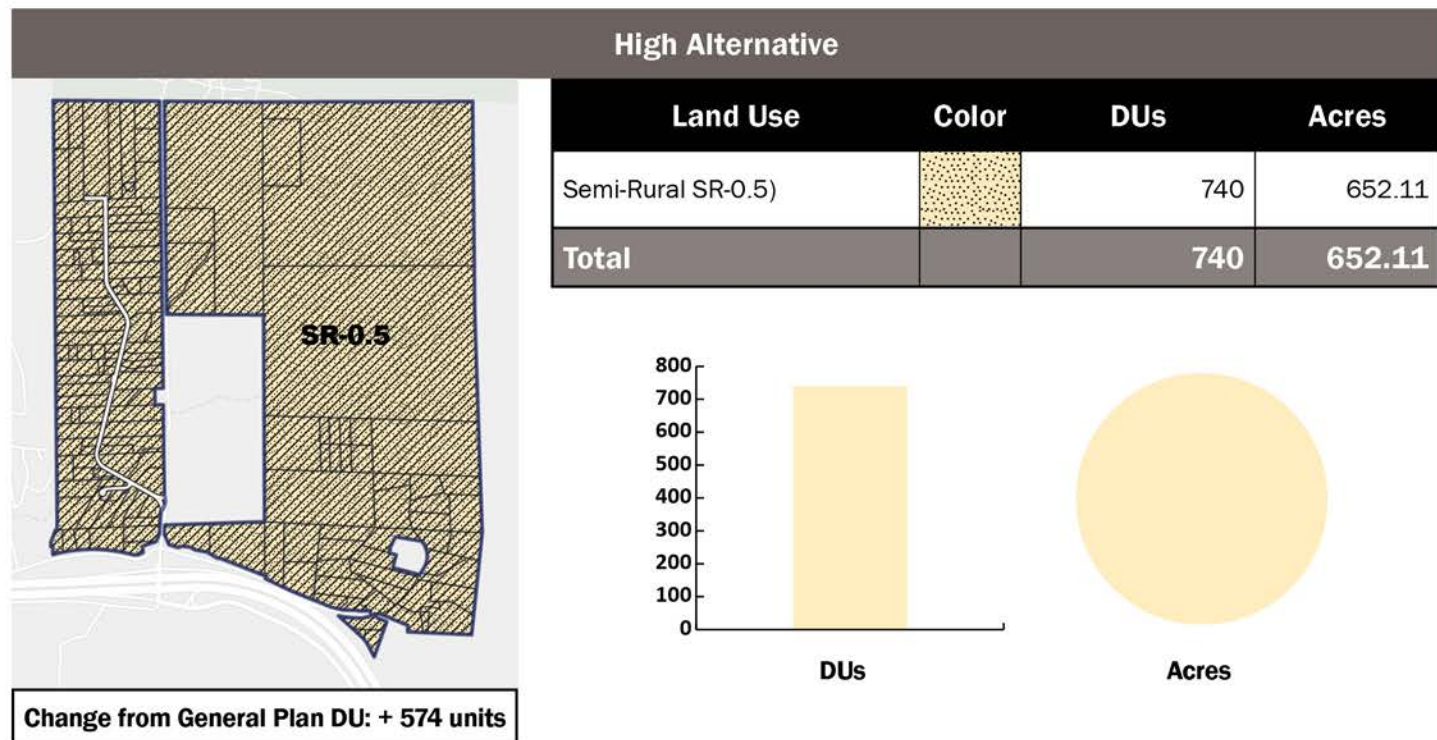
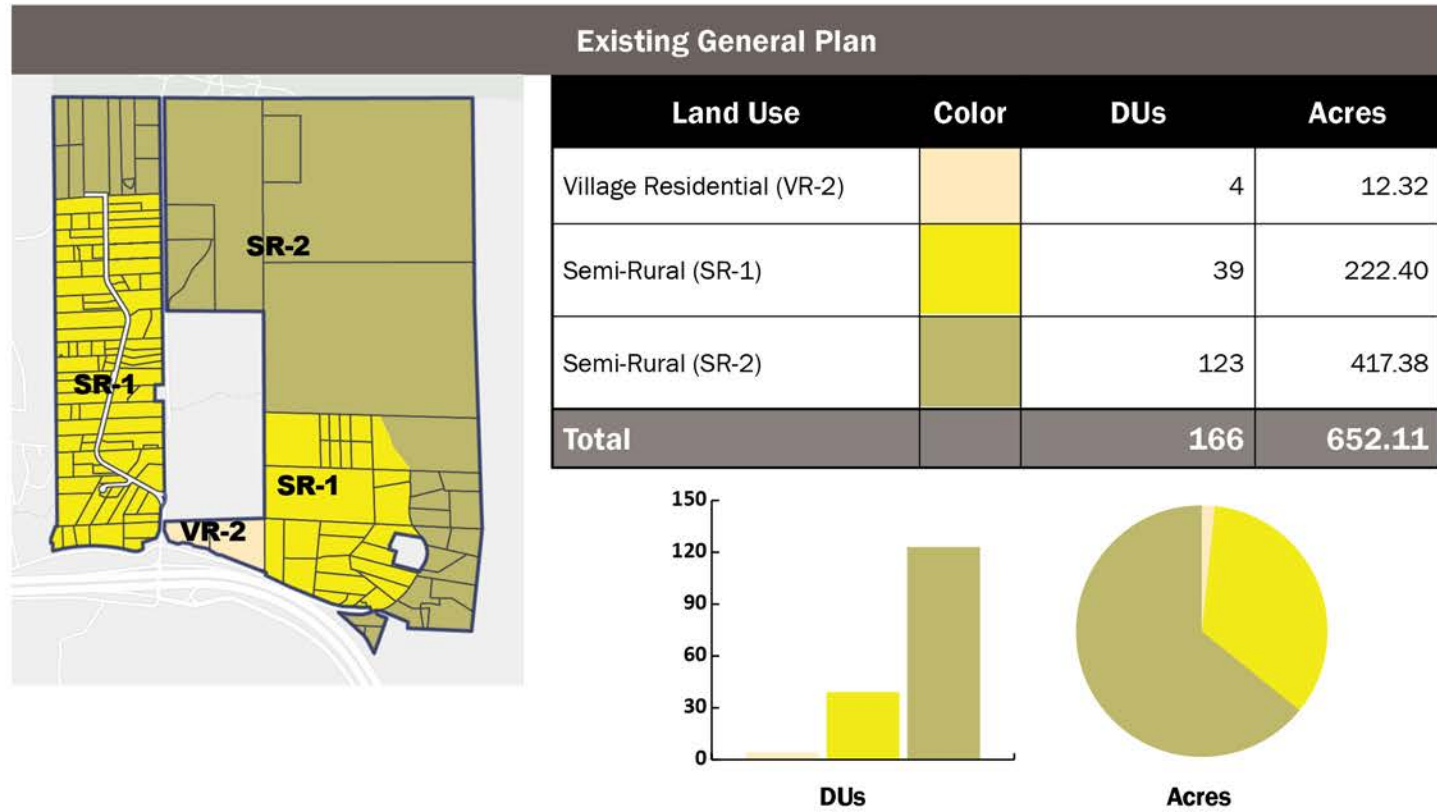
Subarea 3 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

High Alternative

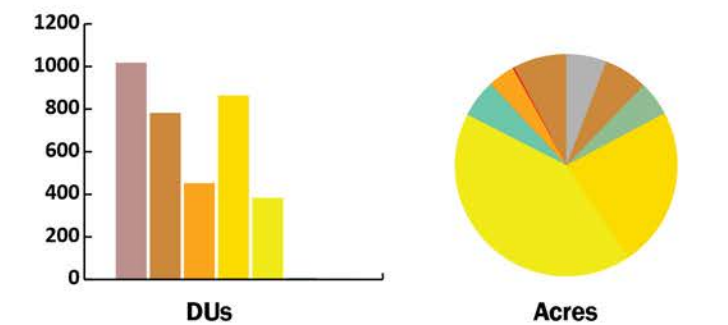
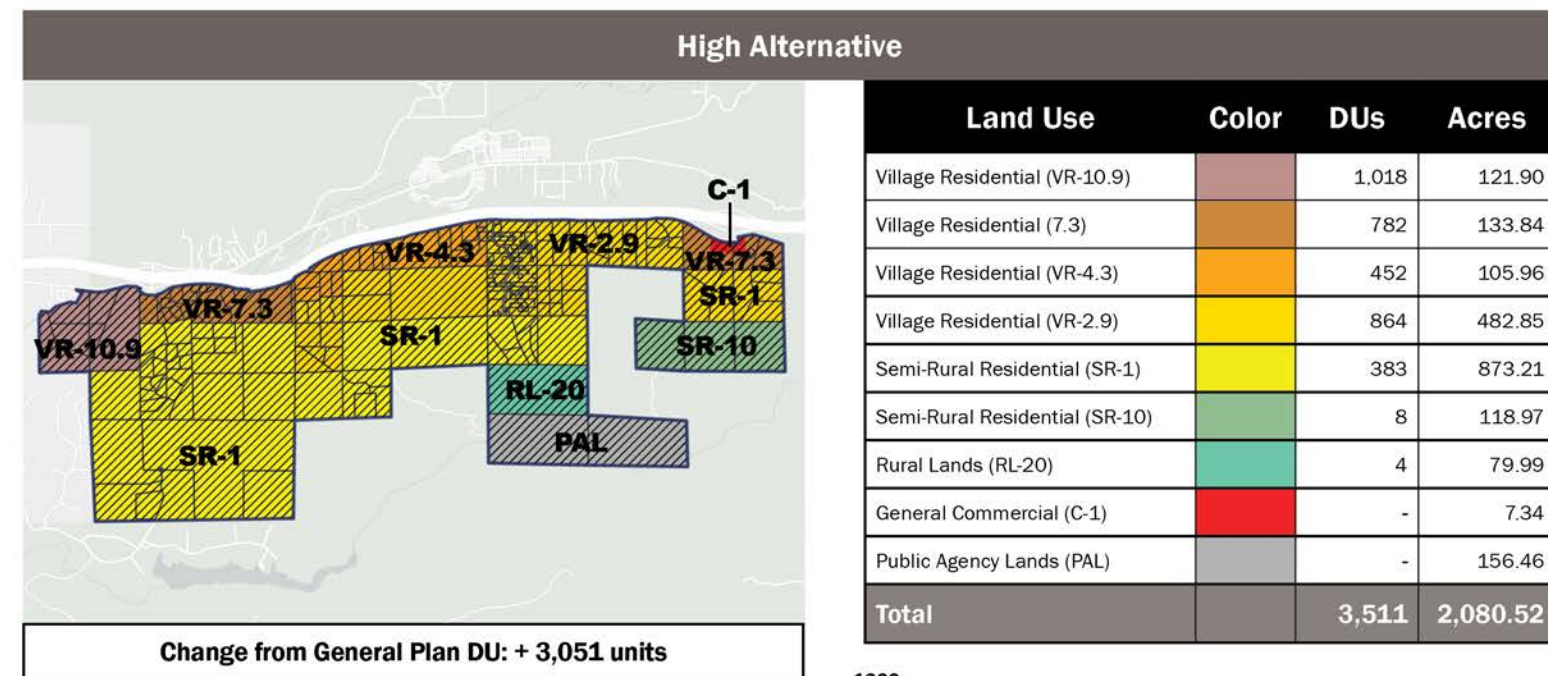
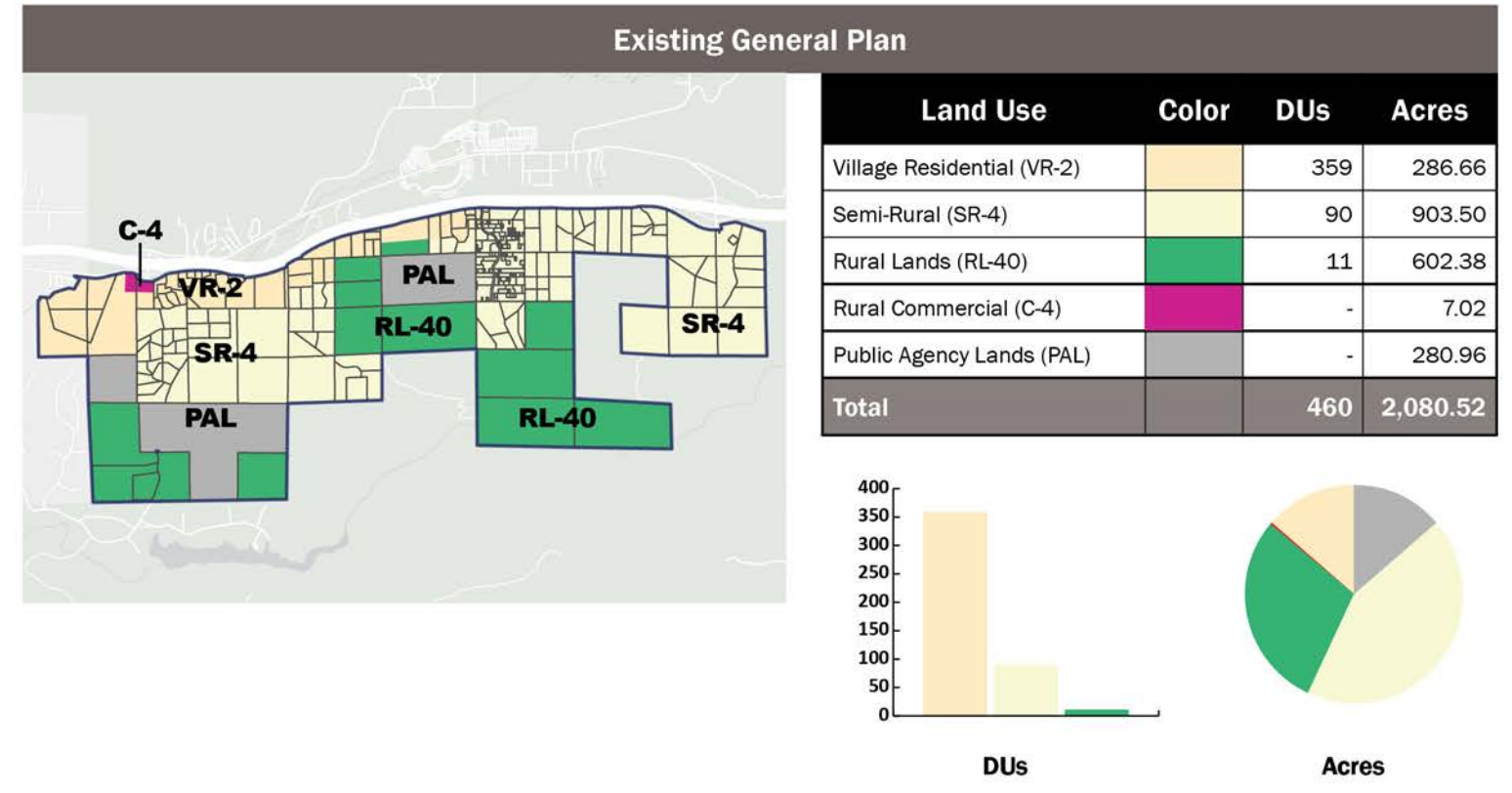
Subarea 4 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

High Alternative

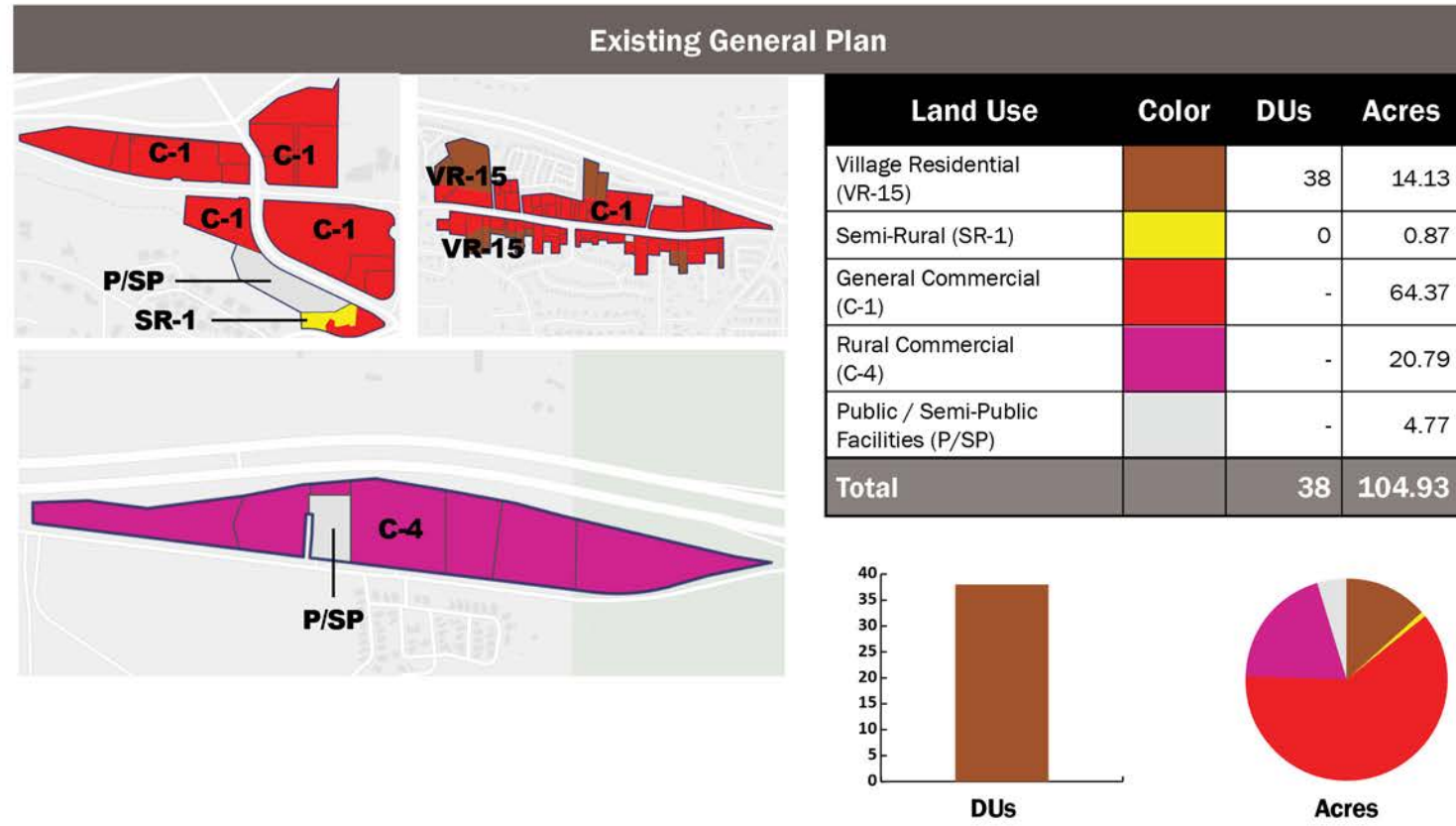
Subarea 5 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density

High Alternative

Subarea 6 - Comparison of Existing & Proposed General Plan Land Use



NC = No Change
 DU = Dwelling Unit
 Subareas
 Proposed Change In Density





Chapter 4:
Supporting Studies



4. Supporting Studies

In addition to the analysis presented in the Methodology, three studies were completed to inform the Draft Community Plan. First, the Infrastructure Study (Appendix B) and Market Feasibility Study (Appendix C) were developed to determine what land uses would be feasible based on infrastructure needs and market demand for Subarea 5 – Eastern Alpine. An analysis of potential environmental impacts from the proposed changes to the Community Plan was also completed as part of the Draft SEIR.

4.1 Infrastructure Study

Presented as an Order of Magnitude Opinion of Probable Infrastructure Construction Costs, the Infrastructure Study was developed to determine the necessary public infrastructure improvements and their related development costs to support potential growth in Subarea 5 and former FCI lands located north of the I-8.

Evaluating three of the land use alternatives (Low, Moderate, and High), the Infrastructure Study determined which public improvements would be needed within six infrastructure categories:

- Road network
- Imported water
- Sanitary sewer
- Fire services
- Electrical services, and
- Park facilities

The Former FCI Lands alternatives were not evaluated as they would decrease residential density and not result in the need for any infrastructure improvements. The Village-Focused Alternative was not evaluated separately as it reflects the same proposed potential land use density in Subarea 5 as the Low Alternative and therefore the same needs assessment.

Based on the proposed density, the Low Alternative resulted in the lowest level of infrastructure need and related cost, while the High Alternative resulted in the highest need and related cost. One of the highest categories of infrastructure cost was Community Facilities due to the high cost of expanding the public water system and establishing potable water storage and a sewer pump station, in addition to a

new fire station. The costs determined in the Infrastructure Study were used to inform a Market Feasibility analysis.

A full breakdown of costs by Alternative can be reviewed in the Alpine Infrastructure Study (Appendix B).

Key Assumptions in the Infrastructure Study

The Infrastructure Study considered several assumptions including, but not limited to:

- Construction of a new fire station
- No mitigation, right of way and easement acquisition costs
- No additional San Diego Gas & Electric substation
- Imported water services for parcels over 5 acres
- Public sanitary sewer services for densities greater than one (1) dwelling unit per two (2) gross acres
- Required improvements on Alpine Blvd as a community facility

Table 7: Estimated Infrastructure Costs for Eastern Alpine

Alternative	Estimated Cost
Low	\$73,867,177.62
Moderate	\$131,041,740.21
High	\$161,298,202.90

Table 8: Estimated Infrastructure Costs for Eastern Alpine by Alternative

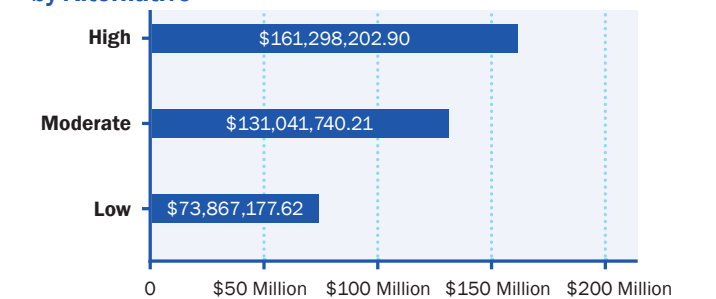
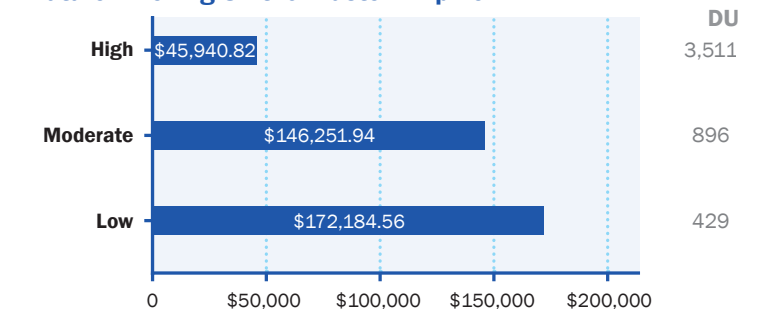


Table 9: Estimated Infrastructure Costs per Proposed Future Dwelling Unit for Eastern Alpine



4.2 Market Feasibility Study

To test the financial feasibility of four land use alternatives, (Former FCI Lands in eastern Alpine, Low, Moderate, and High) a Market Feasibility Study was conducted to analyze the existing conditions, financial health, and economic diversity of the area.

The analysis included a study of the estimated residual land value (RLV) of the proposed land uses in each of the alternatives in Subarea 5 and considered the projected market demand for these land uses in the San Diego County submarket of Alpine’s Village. While build-out will occur on a parcel-by-parcel basis and costs and revenues will vary based on individual projects, the study sought to assess financial feasibility of different alternatives for planning purposes.

What is residual land value (RLV)?

Residual land value is a method for calculating the value and potential profitability of the land that remains after all deductions associated with the cost of developing, maintaining, or reselling the land are applied.

There are several options to finance infrastructure costs, and it remains to be determined how these costs would be funded. Considering this, the RLV was estimated for each land use alternative under two separate scenarios and according to three degrees of build-out (100%, 90%, 70%). Since the Community Plan is an advisory document and

does not develop projects itself, private developers would need to submit their projects to the County. That process would likely come in stages, so the degrees of build-out reflect the potential gradual development.

The two scenarios provided a range of cost allocations to account for potential financial mechanisms for development.

Scenario One

- Incorporates infrastructure costs allocations into initial calculations for RLV for each County land use designation and development scenario within the four alternatives requiring additional infrastructure.
- Internalizes infrastructure costs in the pro-forma analysis for individual dwelling units.
- Subtracts the remaining costs for improvements to Alpine Boulevard and Community Facilities from the total residual land value.

Scenario Two

- Calculates RLV for each land use without incorporating infrastructure development costs.
- Subtracts infrastructure development costs from the total RLV for each development alternative.

The RLV estimates provide a range of development scenarios for each density alternative.

Conclusions

- Without substantial public investment or changing assumptions, only the Former FCI Lands in eastern Alpine and Former FCI Lands in Alpine alternatives are financially feasible.
- The Low, Moderate, and High alternatives all yielded negative RLVs in the 100%, 90% and 70% build-out scenarios when both Land Use and Community Infrastructure Costs are included. As these percentages were applied uniformly to dwelling units of all alternatives, these alternatives are considered financially infeasible without public investment or a change in assumptions.
- Several factors could change these conclusions including the costs of infrastructure. For example, infrastructure costs built over time would mean the costs per unit would decrease. Also, public investment could take place, which would lessen the funding responsibilities.
- Financing options will be explored through the Community Plan’s Implementation Plan.

4.3 Supplemental Environmental Impact Report

An Environmental Impact Report (EIR) informs public agency decision-makers and the general public of the potential significant environmental effects of a project, identifies possible ways to minimize the significant effects, and describes reasonable alternatives to a proposed project. The Draft SEIR for the Community Plan tiers from the General Plan EIR (2011) and the FCI GPA EIR (2016) and evaluates the changes in land use density and other project components in comparison to what was analyzed in the General Plan EIR. The SEIR provides a programmatic assessment of the potential environmental effects that may result from the implementation of the proposed changes to the Community Plan pursuant to CEQA.

CEQA requires that an EIR include a “proposed project” for analysis. The Village-Focused Alternative was selected as the proposed project. All alternatives, including a No Project alternative, underwent the same level of full analysis (Please see Ch. 5 of the SEIR). Please note there is no Staff recommended alternative.

The following information highlights some of the resource areas analyzed in the Draft SEIR. Please refer to the full Draft SEIR for more detail. These resource areas are listed in alphabetical order.

Greenhouse Gas Emissions (GHG)

Refer to Section 2.6 Greenhouse Gas Emissions of the Draft SEIR for more detail.

The Draft SEIR addresses the potential for greenhouse gas emissions related impacts resulting from the future development of the Community Plan.

As part of the evaluation included in the Draft SEIR, potential measures for reducing GHG impacts were analyzed for feasible application as a Community Plan policy or as mitigation in the Draft SEIR. These measures were sourced from the California Air Pollution Control Officers Association checklist and the California Air Resources Board Scoping Plan.

The Draft SEIR Includes:

- Analysis of the potential physical impacts of the proposed project across a variety of resource areas
- Mitigation measures to reduce potentially significant impacts
- Analysis of how the range of land use alternatives could meet project objectives*
- Comparison of the alternatives to the “No Project” alternative and the other land use alternatives

*For the SEIR, the Community Plan’s Guiding Principles as found on page 26 serve as the project objectives.

Resource Areas

The Draft SEIR includes an analysis of the project’s potential physical impacts on the resource areas listed below.

- Aesthetics and Visual Resources
- Agriculture and Forestry Resources
- Air Quality
- Biological Resources
- Cultural Resources
- Greenhouse Gas Emissions
- Wildfire
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Public Services
- Recreation
- Transportation and Traffic
- Utilities and Service Systems
- Energy Use

Vehicle Miles Traveled (VMT)

In addition to Section 2.6, refer to Refer to Section 2.14 Transportation and Traffic of the Draft SEIR for more detail.

The Draft Community Plan includes a range of land use alternatives that may increase or decrease VMT based on their proposed land use patterns and densities. Increasing population in Alpine could result in an increase to total VMT. Alpine’s relatively long distance to job centers and a lack of high-frequency transit options are the primary factors for an increase in total VMT.

The Draft Community Plan includes a range of alternatives that propose both decreases and increases in density and as a result, may increase or decrease VMT.

Public Services

Refer to Section 2.12 Public Services of the Draft SEIR for more detail.

The Draft SEIR contains analysis of potential impacts to the physical environment that may occur due to an increased need for public services resulting from the proposed changes to the Community Plan. Public services include fire protection, police protection, schools, and libraries.

High School

Three of the six land use alternatives are likely to result in an increase in high-school aged students; however even the highest population producing alternative would likely not result in the student population required to support a high school.

Alpine residents have expressed a desire for the development of a high school in the community. The decision to build a high school is entirely at the discretion of the Grossmont Union High School District (GUHSD). GUHSD’s Proposition U established a district wide threshold that must be met before a high school in Alpine can be built.

Increased densities as proposed in three of the six alternatives are likely to result in an increase in high-school aged students in Alpine; however, it is not expected that the student population will meet GUHSD’s established threshold even at the High Alternative.

Utilities and Service Systems

Refer to Section 2.15 Utilities and Services Systems of the Draft SEIR for more detail.

Existing utilities and services systems including wastewater, potable water, stormwater, and solid waste systems serving Alpine are described in this section of the Draft SEIR. The description includes all applicable regulations that govern the use, supply, distribution, and performance of these systems. An analysis of the Community Plan’s potential to exceed the existing or planned infrastructure and treatment capacities of these systems resulting in the need for construction of new or expanded facilities is also included.

Water Infrastructure

The County analyzed the cost to supply new developments within Subarea 5 and former FCI lands in study areas AL-3 and AL-11B with water and will evaluate potential funding sources in the Implementation Plan.

Potable water in Alpine is provided by both water districts and groundwater. The central-western portion of the community where Subareas 1-4, Subarea 6, and parts of Subarea 7 are located within the San Diego County Water Authority (Water Authority) service boundary.

The majority of the Alpine CPA (approximately 81%) is outside of the Water Authority service boundary and is therefore entirely dependent on groundwater. Groundwater dependent users (e.g., residences and commercial uses) are either served by onsite private wells or groundwater provided by a small water system such as a small water company or water district. The majority of Subarea 5 (approximately 94%) is groundwater dependent.

Wildfire

Refer to Section 2.7 Wildfire of the Draft SEIR for more detail.

The Draft SEIR provides a description of the existing wildfire risk in Alpine, the applicable regulations governing wildfire, and the potential for the proposed changes to the Community Plan to exacerbate wildfire risk.

Several factors, including climate, native vegetation, topography, and built development patterns make the unincorporated area of San Diego County susceptible to wildfires. A vast amount of the County’s undeveloped lands support natural habitats such as grasslands, sage scrub, chaparral, and some coniferous forest. Extended droughts, characteristic of the region’s Mediterranean climate, result in large areas of dry vegetation that provide fuel for wildland fires. Wildfire risk tends to be high in locations where dense vegetation occurs on steep slopes. As a result, high wildfire risk occurs in the hills and mountains of the eastern areas of the County where sparse development intermingles with fire-prone native vegetation. After wildfire burns the vegetation that anchors soil to the hillside, chances increase that a mudflow or landslide could occur in the event of heavy rains.

Alpine contains many of the characteristics described above, including varying topography, fire-prone vegetation, and predominant weather patterns that increase wildfire risk. While the Draft Community Plan includes new development requirements and proposes infrastructure improvements to increase community safety, any of the land use alternatives as presented in this document would result in significant and unavoidable risks.

The Draft Community Plan includes new development requirements and proposes infrastructure improvements to increase community safety.



5. Implementation

The Community Plan is supported by planning efforts such as the Alpine Community Plan Implementation Plan, the Alpine Design Review Guidelines, the Alpine Form Based Code, the Zoning Code, and Transfer of Development Rights Pilot Program.

Implementation Plan

The Community Plan provides options and opportunities for realizing the community's vision for future growth but does not mandate development. To fully realize the vision for Alpine, community stakeholders including property owners, developers, residents, service organizations, and local and regional government agencies alike need to collaboratively identify and prioritize projects as well as identify options for effective implementation. To ensure the Community Plan is actionable, an Implementation Plan will be developed as part of the Final Community Plan. The Implementation Plan will outline and prioritize the potential projects that would assist in the implementation of the Community Plan as well as identify potential financing mechanisms and funding sources for the projects. A step-by-step process for implementing the prioritized projects will be included and mapped with a project timeline with the responsible parties identified.

Design Review Guidelines

The Design Review Guidelines “encourage development that contributes to Alpine’s special character and identity as a mountain village.” The Design Review Guidelines will be updated to reflect the community’s vision as captured in the Community Plan. Updated Design Review Guidelines will help increase the predictability and transparency of development while decreasing subjectivity. Public input is critical to the development of the guidelines. One public workshop was held March 2, 2019 and there will be continued community outreach prior to the finalization of the Community Plan.

The Design Review Board evaluates projects based on the design review guidelines and provides recommendations to the Community Planning Group and County staff.

Form Based Code

The Form Based Code is a set of design guidelines applicable to a small area of Alpine’s Village and are “intended to

preserve and promote the village character.” The existing Form Based Code will be evaluated along with the Design Review Guidelines for potential updates.

Zoning Code

New zoning designations will be prepared for the Community Planning Area based on the land use designation changes and provided in the Final Community Plan. Those zones will be consistent with the General Plan land use designations.

Transfer of Development Rights (TDR) Pilot Program

Concurrent with the Community Plan update process, the Board directed the exploration of a Transfer of Development Rights (TDR) Pilot Program to determine the feasibility of a TDR program for the Alpine community. The TDR Pilot Program would be the first of its kind in the County and would analyze the ability of property owners to exchange density between ‘sending sites’ and ‘receiving sites.’ Three options are being considered in the for the TDR Pilot Program: an excess dwelling unit bank, a limited scope/tracked development rights program and a transaction-based program.

