

---

# Mountain Empire Subregional Plan

## San Diego County General Plan

---

Adopted  
January 3, 1979  
GPA 78-03

GPA 01-01

Adopted  
August 3, 2011

Amended  
December 14, 2016 – GPA16-002

**Statement of Intent**..... 1  
**Chapter 1 – Community Character**..... 5  
**Chapter 2 – Land Use**  
    General..... 6  
    Residential..... 7  
    Commercial ..... 11  
    Industrial ..... 12  
    Agricultural..... 14  
    Specific Plan Areas..... 14  
**Chapter 3 – Housing** ..... 20  
**Chapter 4 – Mobility** ..... 21  
**Chapter 5 – Public Facilities and Services** ..... 22  
**Chapter 6 – Conservation** ..... 23  
**Chapter 7 – Recreation** ..... 24  
**Chapter 8 – Energy** ..... 27  
**Chapter 9 – Scenic Highways** ..... 29  
**Policy Code Explanation** ..... 30  
**Appendices**  
    **A – Resource Conservation Areas**  
    **B – Kimley-Horn Associated Memo:  
        Proposed Land Use and Traffic Modeling**

# CERTIFICATE OF ADOPTION

I hereby certify that this Plan, consisting of text and exhibits, is the Mountain Empire Subregional Plan and is a part of the San Diego County General Plan, and that it was considered by the San Diego County Planning Commission during nine hearings that occurred from November 6, 2009 through the 20<sup>th</sup> day of August 2010, and adopted by the San Diego County Board of Supervisors on the 3<sup>rd</sup> day of August 2011.

Attest:

  
Mark Wardlaw, Director  
Planning & Development Services

Amendments

December 14, 2016 – GPA16-002

# MOUNTAIN EMPIRE SUBREGIONAL PLAN

## TABLE OF CONTENTS

	<u>PAGE</u>
INTRODUCTION.....	1
1. COMMUNITY CHARACTER.....	5
2. LAND USE .....	6
- General.....	6
- Residential.....	7
- Commercial .....	11
- Industrial.....	12
- Agricultural .....	14
- Specific Plans.....	14
Ketchum Ranch.....	14
Tecate Special Study Area .....	14
3. HOUSING .....	20
4. MOBILITY .....	21
5. PUBLIC FACILITIES AND SERVICES.....	22
6. CONSERVATION.....	23
- Environmental Resources .....	23
7. RECREATION.....	24
8. ENERGY CONSERVATION.....	27
9. SCENIC HIGHWAYS .....	29
POLICY CODE EXPLANATION.....	30
APPENDIX A – RESOURCE CONSERVATION AREAS	
APPENDIX B – KIMLEY-HORN ASSOCIATED MEMO: Proposed Land Use and Traffic Modeling	
<u>FIGURES</u>	
1-A. Tecate Special Study Area .....	3
1-B. Star Ranch Special Study Area Boundary .....	4
2. Jacumba Rural Village Boundary .....	10
3. Mountain Empire Resource Conservation Area Map.....	A-3

This page intentionally left blank

# MOUNTAIN EMPIRE SUBREGIONAL PLAN

## INTRODUCTION

A goal is a purpose or ultimate end towards which effort is directed. It represents a value to be sought which is general and timeless. A policy is a principle that guides the allocation of County resources towards prescribed outcomes consistent with the goals.

The goals and policies that follow reflect a thoughtful analysis of the Mountain Empire Subregion and are a statement by the citizens and the Board of Supervisors as to the kind of total living environment that should be achieved.

It is recognized that legal and economic limitations may hinder the complete attainment of these goals. The fact that the goals may not be completely achieved should in no way hinder every effort to achieve them to the greatest extent possible.

The Land Use Element of the General Plan can be referred to for complete descriptions, the Land Use Maps and definitions of these Land Use Regional Categories and Designations.

There are six other elements of the General Plan besides the Land Use Element. They are Housing, Mobility, Safety, Conservation and Open Space (combined), and Noise. These subject areas provide the basic structure by which this Subregional Plan is organized.

The purpose of addressing these elements within the Subregional Plan is to ensure that the goals and policies formulated by each community in the Subregion will be compatible with those found in the General Plan, or, if conflicts exist, they can be readily identified and reconciled. In addition, some policies found in the General Plan Elements can be more relevant for one community than for others, and further elaboration or refinement may be appropriate in one case, while in another the existing policies might be adequate.

The policies contained in this Subregional Plan should be regarded as applications of broad General Plan policies, which are designed to fit the specific or unique circumstances existing in the individual communities. Where the General Plan element adequately addresses an individual community's situation, the subject area may be omitted or a notation to reference the element may be included so that the adopted goals and policies relating to the subject area may be taken into account.

The Mountain Empire Subregion contains four areas with their own unique identities, but they are similar in many natural characteristics such as topography, water resources, and environment. These areas are the four Subregional Group Areas: Tecate, Potrero, Boulevard, Jacumba and the Mountain Empire Balance, the remainder of the plan area. Although the policies in this section apply generally to the entire Subregion, the Subregional Group Areas of Boulevard and Potrero have adopted specific vision statements, goals and policies affecting their Subregional Group Areas. These Subregional Group Area Plans are adopted to cover those specific areas as chapters in this Mountain Empire Subregional Plan, and serve as the primary community plans for those areas.

Additionally, Jacumba and Tecate have adopted a vision statement and have the option in the future to develop specific goals and policies.

A Special Study Area (SSA) applies to a large portion of Tecate that will be implemented through an amendment to the Mountain Empire Subregional Plan text and map, rezoning as necessary for consistency with that amendment, and adoption of a Specific Plan (See Figure 1-A on page 3).

A SSA has been applied to the Star Ranch area of Campo / Lake Morena in the western portion and adjacent to the Village of Cameron Corners (See Figure 1-B on page 4).

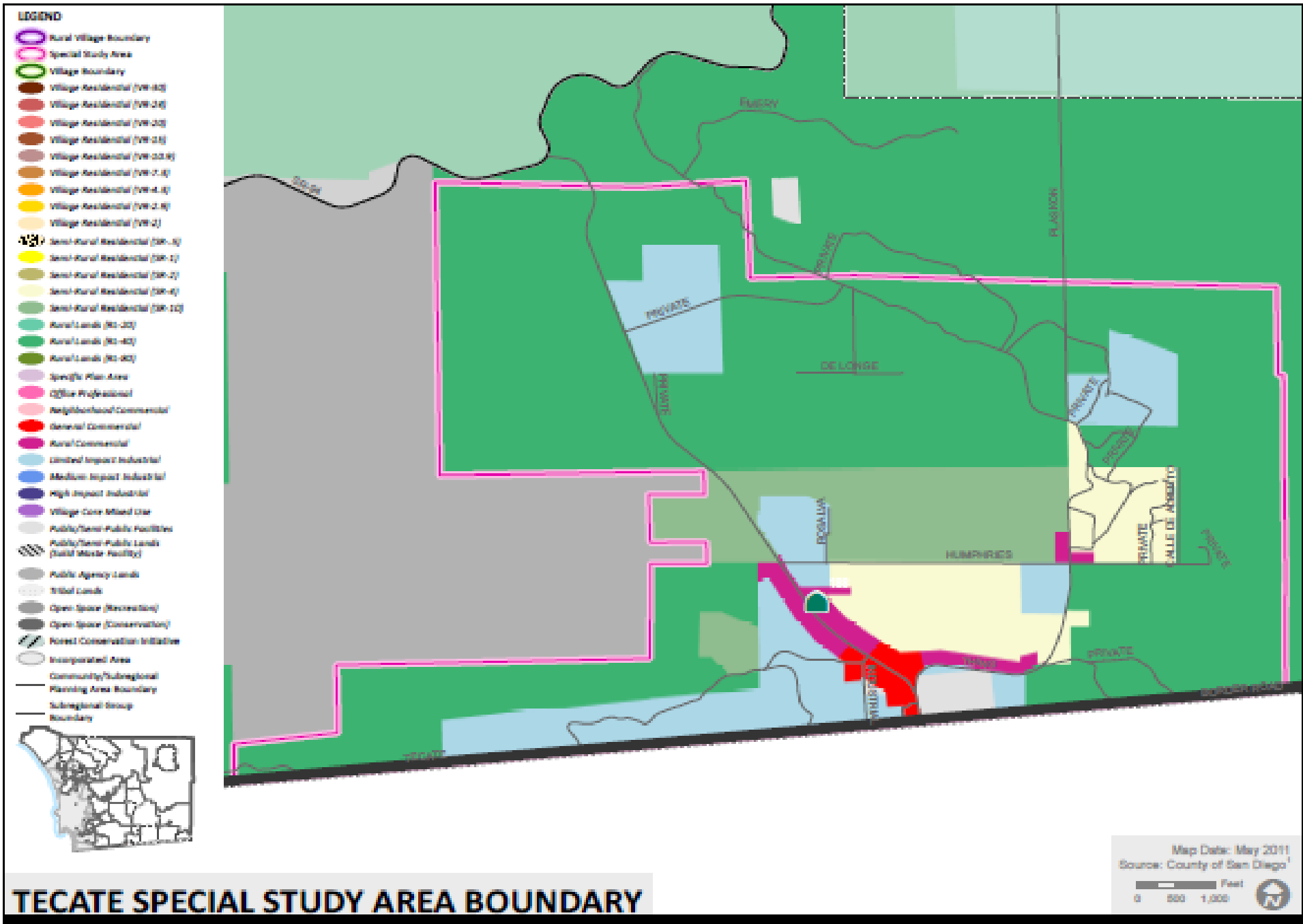
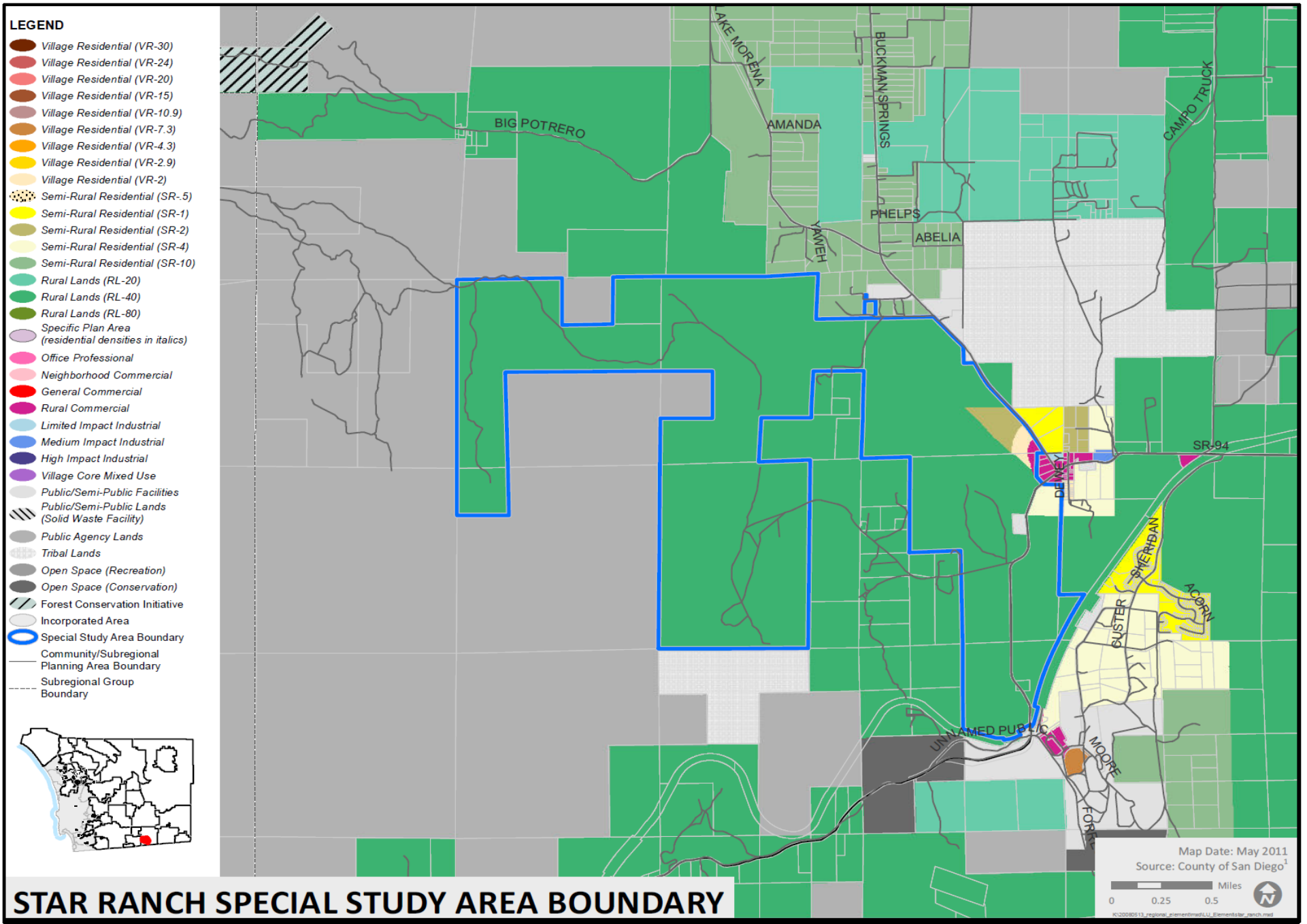


Figure 1-A



# STAR RANCH SPECIAL STUDY AREA BOUNDARY

San Diego County General Plan

Figure 1-B



## 1. COMMUNITY CHARACTER

### GOAL

ENCOURAGE THE DEVELOPMENT OF LAND IN A MANNER THAT REINFORCES THE UNIQUE IDENTITY OF THE MOUNTAIN EMPIRE SUBREGION AND ITS COMMUNITIES.

### FINDINGS

Because it is a port of entry, the Tecate Subregional Group Area has certain land uses that are unique. Its proximity to Tecate, Mexico, has given rise to uses that are generally nonresidential and need greater planning, which will be achieved through implementation of a SSA, an amendment to the Mountain Empire Subregional Plan text and map, rezoning, as necessary for consistency with that amendment, and adoption of a Specific Plan.

The Potrero Subregional Group area has unique natural characteristics, such as: excellent air quality, a gently sloping valley floor bisected by Potrero Creek, the surrounding mountains, which offer view sites of the valley, and proximity to the border and a growing population in Tecate, Mexico.

The Boulevard Subregional Group Area developed as a linear, highway oriented community and that orientation has been altered by the construction of Interstate 8. As a result, there now is a need to reassess the existing land use pattern. .

The Jacumba Subregional Group Area is unique in both its natural and manmade settings and has a long history of human occupation. These natural attributes - hot springs, desert environment, and clean air - attracted many residents and brought about the town's development.

The northern portions of the Subregion consist primarily of the Anza-Borrego State Park, agricultural preserves and other public lands. There exists very little pressure to urbanize and no significant growth is anticipated.

### POLICIES AND RECOMMENDATIONS

1. Development proposals within Rural Village Boundaries should avoid the removal of mature trees. [PP]

## 2. LAND USE ELEMENT

### GENERAL GOAL

PROVIDE A LAND USE PATTERN CONSISTENT WITH THE SUBREGIONAL POPULATION FORECAST.

### FINDINGS

The Mountain Empire Subregion is expected to grow from its present population of approximately 5,815<sup>1</sup> to some 8,844<sup>2</sup> persons by the year 2030. There is a need to provide sufficient land area and density to accommodate this projected growth within the Subregion.

All residents of the Mountain Empire Subregion are aware of the importance that must be given to protecting the unique quality of the area's natural resources. Existing trees, rock outcroppings, hillsides, and meadows are significant resources that contribute to the character and beauty of the Subregion.

The Mountain Empire Subregion is totally dependent on groundwater resources. Surface runoff is meager and too variable to be used as a water supply and importation of water is not a viable option for the foreseeable future. The availability of groundwater varies from community to community but, generally, future development will require large minimum lot sizes to ensure long term availability of groundwater.

There have been increased demands on law enforcement agencies along the International Border in recent years and a greater need for law enforcement and fire protection activities is anticipated in future years.

### POLICIES AND RECOMMENDATIONS

1. The landforms of the Subregion are an important environmental resource that should be respected in new development. Hillside grading shall be minimized and designed to blend in with the existing natural contours. [PP]
2. Create a buffer area of one hundred and fifty (150) feet in width along the international boundary line inclusive of the existing sixty-foot (60') Public Reserve owned by the Federal Government. [AP, PP]
3. Apply a ninety (90') foot setback within which no new permanent building may be built northerly of the existing sixty (60') foot Public Reserve line. Where such ninety (90') foot setback can be shown to adversely impact a property, the owner may apply for a waiver from complying with the setback as provided for in Section 7060 of The Zoning Ordinance. [PP]

---

<sup>1</sup> SANDAG Profile Warehouse <http://profilewarehouse.sandag.org/profiles/est/cocpa1952est.pdf>, August 2010

<sup>2</sup> SANDAG 2050 Regional Growth Forecast for 2030, February 2010

## RESIDENTIAL GOAL

PROVIDE A LAND USE PATTERN THAT WILL ACCOMMODATE THE FORECAST POPULATION INCREASE, WHILE RETAINING THE RURAL CHARM OF THE PRESENT LIVING ENVIRONMENT.

## FINDINGS

The Mountain Empire Subregion is generally characterized by single family residential development on large lots outside the Rural Villages, and generally undeveloped meadows, open spaces, and hillsides. The ability to experience large open spaces and views to distant hills is essential to preserving the Subregion's present quality of life.

## POLICIES AND RECOMMENDATIONS

1. Apply a Rural Village Boundary to each of the following historically significant settlements in this Subregional Area, as shown in Figures 2 and 3 on pages 9 and 10, respectively. Jacumba and Potrero. [AP]
2. Preserve the rural atmosphere of the Subregion by blending roads into the natural terrain. [DPW, PP]
3. Maintain the existing rural life style by continuing the existing pattern of residential and agricultural uses on large lots outside of the Rural Villages. [PP]
4. All development proposals shall demonstrate a diligent effort to retain significant existing natural features characteristic of the community's landscape. Existing topography and landforms, drainage courses, rock outcroppings, vegetation, and views shall be incorporated, to the maximum extent feasible, into the future development of the land. [PP]
5. Residential site design shall avoid: [PP]
  - level grading of entire lots without respect for existing landforms or neighboring developments;
  - removal of oaks without careful consideration;
  - blocking existing significant views through the property and within the property;
  - diverting natural drainage patterns unless no other alternative is available; and
  - creation of a landscape foreign to that of surrounding sites.
6. Minimize the visual impacts of hillside developments with buildings, retaining walls, and other improvements deferring to the natural landforms and kept to as low a profile as possible. [PP]

7. Graded hillsides should approximate the surrounding natural hills. Slope banks should be softened by contoured grading of fill at the top and toe of the slope. [DPW, PP]
8. Waive concrete curbs, gutters, and sidewalk requirements in new subdivisions to ensure compatibility with existing rural developments. [DPW]
9. Preserve open space areas, such as steep slopes and canyons, floodplains, agricultural lands, meadows, and unique scenic views and vistas by clustering residential development away from such areas.
10. Buffer residential areas from incompatible activities that create heavy traffic, noise, lighting, odors, dust, and unsightly views. [PP]
11. Avoid all extensive or severe grading to preserve the natural terrain. [DPW, PP]

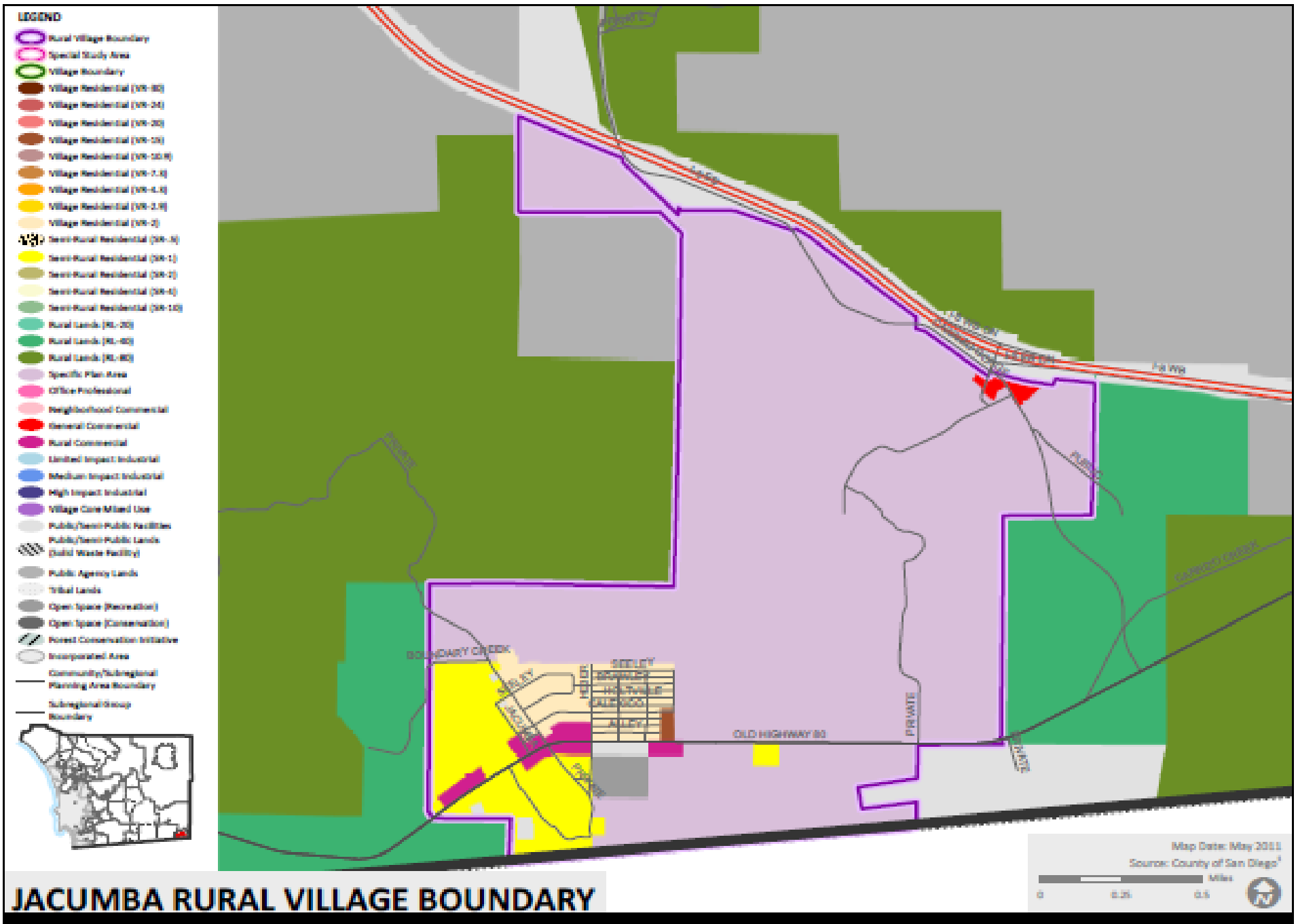


Figure 2

## COMMERCIAL GOAL

PROVIDE FOR THE ORDERLY GROWTH OF BUSINESS AND PROFESSIONAL SERVICES AND OPTIMIZE CONVENIENCE FOR LOCAL AND HIGHWAY-RELATED SHOPPING NEEDS.

## FINDINGS

Commercial businesses are generally concentrated in the Rural Villages where they are located in small neighborhood shopping centers or are contiguous to one or more businesses. However, Tecate's commercial businesses will be providing goods and services for the population of Tecate, Mexico with the goal of reducing vehicle traffic on State Route 94.

There exists a need to promote further concentration of commercial uses in most communities within the Subregion.

The amount of commercial acreage provided in each community is based upon the size of the forecasted support population and the recognition that, for the foreseeable future, most properties in the Subregion will be served by individual septic systems and wells. The supporting population for commercial development in Tecate, USA is located across the border in Tecate, Mexico.

## POLICIES AND RECOMMENDATIONS

1. Protect areas designated for commercial development from encroachment by incompatible non-commercial uses. [AP, PP]
2. Discourage requests which may lead to mixed residential in commercial areas except those residential uses which are secondary to a commercial use. [PP]
3. Upgrade existing "strip" commercial by providing landscaping and clearly defined parking and access areas. [PP]
4. To create shade for the comfort of pedestrians, design the south-facing facades of businesses to include arcades, porches or trellised walkways. [PP]
5. Cooperate with the federal and state governments at the time the Port of Entry at Tecate is redesigned. [AP]
6. Limit new commercial uses to sites within the Rural Village Boundaries. [AP, PP]
7. Ensure that all development be planned in a manner that provides adequate public facilities prior to or concurrent with need.
8. Soften the visual impact of parking areas by screening all parking areas from street view, by interrupting continuous rows of parking spaces with planting, and by creating planted canopies over parking areas to lessen heat build-up. [PP]

9. Parking lots for commercial uses may utilize permeable surfacing materials, such as gravel or decomposed granite, in order to minimize surface runoff and maximize groundwater recharge. [PP]
10. Commercial parking areas adjacent to residentially zoned property must be completely screened from view of the residential property with a 72 inch high solid fence, wall, hedge, or other dense plant material. The following plant species would be appropriate if a vegetative screening is to be utilized: [PP]
  - a. San Diego Mountain Mahogany (*Cercocarpus minutiflorus*); 4'-15'.
  - b. Toyon (*Heteromeles arbutifolia*); 8'-15' with flowers and berries.
  - c. Hollyleaf cherry (*Prunus ilicifolia*); 8'-20' with flowers and berries.
  - d. California scrub oak (*Quercus dumosa*); 8'-10'.
  - e. Coffeeberry (*Rhamnus California*); 5'-15' with flowers and berries.

To provide an effective screening, these plants should be planted four to five feet apart. These suggested plants are all native evergreens that naturalize after two growing seasons (two winters). They will require water during the summer in order to ensure adequate adaptation, and are not effective in areas over 4,000 feet in elevation.

11. Plan for land use development that would contribute to the cultural and economic relationship between Tecate, USA and Tecate, Mexico.
12. In Tecate, explore the potential for development of agricultural services and agri-tourism to promote East County agricultural products.

### INDUSTRIAL GOAL

PROVIDE A LAND USE PATTERN WHICH WILL PERMIT THOSE KINDS OF INDUSTRIAL USES THAT WILL NOT DETRACT FROM THE RURAL CHARM AND LIFESTYLE OF THE SUBREGION.

### FINDINGS

Parcel size, transportation, and utility service availability are typical constraints to industrial development. As a result, the Mountain Empire Subregional Plan Area is not expected to attract much general industrial development.

Existing industrial development is generally characterized by open storage and parking areas that are not landscaped or screened from the street or neighboring properties.

While additional industrial development is not compatible with the goal of maintaining the rural character in the Subregion, the Tecate SSA is an important exception. Tecate is located across the international border from Tecate, Mexico, which has a population of approximately 91,000<sup>3</sup>. Such a support population with

---

<sup>3</sup> Based on 2005 census, <http://en.wikipedia.org/wiki/Tecate>

its large, highly competitive labor pool presents many opportunities for business and industry. Industrial development in Tecate shall be governed by the SSA and the Tecate Specific Plan.

#### POLICIES AND RECOMMENDATIONS

1. Preserve those existing industries that are compatible with a rural lifestyle. [GEN]
2. New industrial development should be clean, non-polluting, and complementary to a rural area. [GEN]
3. Industrial development in Tecate should not adversely affect the excellent air quality of the Potrero area. [PP]
4. Ensure that all development be planned in a manner that provides adequate public facilities prior to or concurrent with need.
5. New industrial development should consider all views into the property from public streets, adjacent properties, and residences on nearby hills. [PP]
6. Concentrate future industrial development in those Rural Village areas already designated or planned for industrial uses. [PP]
7. Apply heavy industrial designations sparingly to avoid uses that can create noise, dirt, air pollution, other forms of pollution, and congestion. [AP]
8. Upgrade existing industrial developments by providing landscaping and clearly defined parking and access area. Soften the visual impact of parking areas for new development by providing landscaped screening and by interrupting continuous rows of parking spaces with plantings of shade trees. [PP]
9. Parking lots for industrial uses may utilize permeable surfacing materials, such as gravel or decomposed granite, in order to minimize surface runoff and maximize groundwater recharge. [PP]
10. Industrial parking areas adjacent to residentially zoned property must be completely screened from view of the residential property with a 72 inch high solid fence, wall, hedge, or other dense plant material. [PP]
11. Large unbroken expanses of wall shall be avoided. If this is not possible, architectural details and/or landscaping shall be utilized to soften straight unbroken facades. [PP]



## AGRICULTURAL GOAL

ENCOURAGE THE EXPANSION AND CONTINUANCE OF AGRICULTURAL USES IN THE SUBREGION.

## FINDINGS

While the Subregion is essentially rural in character, the topography, lack of water, and poor soil quality offer little opportunity for instituting any large scale agricultural operations. In the past, the most significant agricultural enterprise has been at the Ketchum Ranch near Jacumba, but this has ceased operation and it is currently planned for development as a residential project under a Specific Plan.

Small scale agricultural opportunities are scattered throughout the Subregion, which include orchards, chicken ranches, and grazing operations. However, any expansion or increase in the number of these within the foreseeable future is unlikely.

There are currently 55,578 acres of Agricultural Preserves in the Subregion.

## POLICIES AND RECOMMENDATIONS

Study and determine the possible benefit from promoting agricultural uses in the Subregion. Explore the potential for development of agricultural services and agri-tourism in Tecate to promote East County agricultural products. [AWM]

## SPECIFIC PLAN AREAS

### KETCHUM RANCH SPECIFIC PLAN AREA

The Ketchum Ranch Specific Plan proposes a multi-use concept, a residential community with recreational and visitor oriented commercial uses on approximately 1,300 acres next to Jacumba.

The Ketchum Ranch Specific Plan proposal shall create a community in harmony with the existing town of Jacumba and provide services to the existing residents of Jacumba. It will also be sensitive in its design to the natural and historical resources of the Jacumba area. Adequate provisions shall be made to prevent periodic flooding originating at the Mexican border.

### TECATE SPECIAL STUDY AREA

Tecate, USA and Tecate, Mexico lie within the Tecate Valley and share many resources, including air quality, water, and weather. The Tecates are connected to State Route 94 and the international border by State Route 188. The Tecate Valley has retained much of its national beauty, which has been recognized by the designation of State Route 188 as a scenic corridor.

The Tecates are physically separated by the International Border and the border fence. The uses of land on each side of the border currently are significantly

different. Tecate, USA is dominated by trucking, storage and other border-related uses, with a very small residential component. Tecate, Mexico has a population of more than 100,000 residents. Many residents of Tecate, Mexico and the surrounding area drive through Tecate, USA and westerly along State Route 94 to the urban areas of San Diego County (such as Rancho San Diego and the eastern portions of Chula Vista) to purchase goods and services not readily available in stores where they live.

As a result, State Route 94 is heavily traveled between those urban areas and Tecate, causing traffic congestion and safety concerns, along with a number of environmental impacts. The Tecate SSA is intended to create a cross-border community and to promote development of Tecate, USA as an International Trade Community with commercial and industrial uses intended to provide goods and services that complement the needs of the residents of Tecate, Mexico.

Establishing Tecate, USA as an International Trade Community provides an opportunity to redevelop the existing portions of Tecate in proximity to the International Border as well as to develop the large, generally flat area northerly along State Route 188 in a coordinated manner, while also reducing vehicle traffic on the heavily traveled State Route 94. The reduction in traffic would also have the beneficial effects of reducing energy consumption, air pollution, and the generation of greenhouse gases.

The vision for the Tecate, USA community is based upon developing commercial and industrial uses that reduce vehicle traffic reaching State Route 94 rather than developing residential dwelling units, which are readily available in Tecate, Mexico.

The Goals and Policies outlined herein for the Tecate SSA are designed to allow the development of commercial uses largely not available to residents of Tecate, Mexico. In this regard, the SSA includes a vehicle trip limit of approximately 65,000 Average Daily Trips (ADT) ends.

Sufficient roadway capacity will need to be provided within Tecate, USA to ensure adequate property access. Planning and development shall be coordinated with the federal government to ensure that sufficient border crossing capacity is maintained.

The Tecate Valley has retained much of its natural beauty, which should be considered during the implementation of the Tecate SSA. The SSA should include design criteria that respect the State Route 188 scenic corridor. Additionally, the SSA should identify the infrastructure needed to support the land use designations and logical phasing. Currently, Tecate, USA does not have adequate infrastructure to serve the proposed SSA. Therefore, the SSA implementation will consider which facilities will be needed to serve the community and how those facilities will be provided. All property development will comply with County requirements and standards related to water and wastewater facilities.

## Land Use Plan

**Issue SSA 1.1** A mix of commercial uses needs to be developed to reduce trips into the urban areas of San Diego County. While the topography near the Port of Entry limits development of large flat building pads, it does provide an opportunity for development of uses that complement the Port of Entry. North of this border area along State Route 188, is a large generally flat area, which represents an excellent opportunity for larger commercial development. A companion component for the development of Tecate, USA will be fostering industrial land uses that emphasize International Trade, and develops land uses that generate increased sales and property tax revenues, while lessening the need for typical public services such as schools, parks, and other population-based services.

**Goal SSA 1.1** A Land Use Plan with a mix of commercial and industrial uses tailored to reduce trips into the urban areas of the County of San Diego by developing as a complement to the existing populations in Tecate, Mexico and revitalize the existing underutilized development.

**Policy SSA 1.1.1** Encourage commercial development in areas with appropriate topography and road access, as a complete plan that integrates revitalization of existing underutilized sites and allows growth in appropriate areas.

**Policy SSA 1.1.2** Require the development plan to include design guidelines that will create a distinctive entry to Tecate USA, and will unify the land uses across the multi-ownership.

**Goal SSA 1.2** Development of an integrated transportation plan that includes a road network to accommodate traffic from automobiles, pedestrians, and other modes of transportation on a regional and local level to tie the development to Tecate, Mexico.

**Policy SSA 1.2.1** Require the development plan to include traffic analysis and establish land uses based on the Kimley-Horn Traffic Study (See Appendix A: Kimley-Horn Associated 9 May 2009 memo, subject: Tecate Sponsor Group Proposed Land Use and Traffic Modeling) to capture existing through traffic and limit traffic on State Route 94 to 65,000 average daily trips from originating from the SSA.

**Policy SSA 1.2.2** Periodically review traffic conditions relative to new development in Tecate USA to demonstrate that uses are achieving the desired interaction with Mexico and limiting the traffic burden on State Route 94. Make adjustments to the land plan and intensities where necessary to better achieve the desired balance between growth within Tecate, while limiting the effects on State Route 94.

**Policy SSA 1.2.3** Arrange retail uses in nodes such that visits to multiple businesses can be made on foot. As development intensity in Tecate increases, consideration should be given to a shuttle service that would

transport shoppers between the border crossing and retail establishments in Tecate, USA.

Implementation of the SSA will require a General Plan Amendment, a Mountain Empire Subregional Plan Amendment, zoning implementation, and a Specific Plan that will describe and designate land uses, design guidelines, and infrastructure consistent with the goal of creating an International Trade Community.

The inclusion of this SSA for the Tecate community in this Subregional Plan is considered a County-initiated General Plan Amendment, although privately processed, that does not require further approval as a Plan Amendment Authorization by the Board of Supervisors to begin its planning process in compliance with the Goals and Policies in this Subregional Plan. The SSA within the Subregional Plan on Figure 3-A anticipates requiring a General Plan Amendment, Subregional Plan Amendment, Rezone, and the adoption of a Specific Plan. There are no time limits or prohibitions relative to the processing and approval of said General Plan Amendment and Mountain Empire Subregional Plan Amendment, rezoning and/or Specific Plan.

The Goals and Policies and Recommendations of the Tecate SSA are adopted within this Subregional Plan.

#### STAR RANCH SPECIAL STUDY AREA (SSA)

The Star Ranch Special Study Area (SSA) is composed of 2,160-plus acres located within the western portion of the Cameron Corners Village; extending to the Rural Lands west of the Village boundary (see Figure 3-B). Wetlands are located within the boundary of the SSA. However, the wetlands are also considered as prime agricultural lands. This SSA is intended to determine if changes to the Land Use Map, adopted August 2011, can enhance the economic and social viability of both the Village and the community of Campo / Lake Morena, while minimizing impacts to sensitive resources and maintaining the rural character of the community.

A mix of commercial and residential land uses in the vicinity of the Cameron Corners Village is necessary to enhance the vitality of the Campo / Lake Morena community, while minimizing environmental impacts and maintaining its rural character. The current lack of goods, services, and employment opportunities in this community requires its residents to travel long distances, often on a daily basis. Therefore, the availability of additional local goods, services, and employment opportunities, along with residential development to support them would potentially provide a community-wide benefit.

Implementation of the Star Ranch SSA shall include the studies identified below:

*Infrastructure Study* —This Study shall identify opportunities and constraints for providing infrastructure to new development. Specific topics for analysis include the sufficiency and quality of groundwater to accommodate growth, as well as opportunities for shared wastewater facilities. The availability of fire protection,

schools, medical facilities, telecommunications infrastructure, other public services, and the potential for transportation impacts should also be considered for providing appropriate levels of service that are acceptable in a community while retaining its rural character. The Infrastructure Study should consider options for creating an environmentally sustainable community with specific attention paid to energy use, carbon emissions, and water supply and reuse.

*Economic Study* — This Study shall identify development opportunities that are available and necessary to facilitate investment, build infrastructure, support public services, and ensure an adequate jobs-to-housing ratio. The Economic Study should examine the feasibility of implementing a pilot Transfer of Development Rights program within the Campo / Lake Morena Community or the larger Mountain Empire Subregion. Specific attention should be paid to employment opportunities for area residents, as well as opportunities for increased tourism and recreation in the community. Additionally, the Economic Study should examine the options for revenues necessary to support new and existing residents, which could be generated for local public services, such as libraries, schools, Sheriff, and fire protection.

*Land Use Study* — This Study shall, with consideration to the findings from the Infrastructure Study and the Economic Study, provide the framework for development of a land use plan that would accommodate a level of residential, commercial, civic, and other employment-producing land uses to balance sustaining a community with maintaining its rural character. The process of preparing the Land Use Study will include a Public Planning Process with community workshops, meetings, and design charrettes to determine appropriate land uses that achieve general consensus with residents, property owners, stakeholders, and the County of San Diego. The land use study should include a land use plan that offers a variety of housing types to accommodate residents of diverse age, family size, and income level, as well as options providing opportunities for public gathering places, civic uses, and "main street" commercial areas. The Land Use Study should include design guidelines that retain the community's rural character, while limiting impacts to environmentally constrained lands, including the conservation, rehabilitation and/or incorporation of these valuable resources.

Completion of the studies identified above may be achieved in coordination with, and may be embodied in, the technical and other studies being prepared by the Star Ranch property owner as a part of the Star Ranch land use entitlement application process through the County of San Diego.

The Goals and Policies outlined herein for the Star Ranch SSA are designed to allow the development of commercial and residential uses that both respect and enhance the viability of the Cameron Corners Village and reduce environmental impacts, while accommodating the potential for additional development beyond that shown on the Land Use Map adopted in August 2011.

**Goal SSA 2.1** A Land Use Plan with a mix of commercial and residential uses

that enhance the vitality of Cameron Corners and the greater community of Campo / Lake Morena, while minimizing environmental impacts and retaining the rural character of the community.

**Policy SSA 2.1.1** Require new commercial development to recognize existing commercial businesses and attempt to integrate new development so as to provide an overall community benefit without adversely impacting existing businesses.

**Policy SSA 2.1.2** Require the pattern and design of new residential development to reflect both the rural character of the community and the compact form of development consistent with the General Plan Guiding Principles.

**Goal SSA 2.2** A mobility network that enhances public connectivity and walkability in the Cameron Corners Village, while still maintaining the community's rural character.

**Policy SSA 2.2.1** Provide a public road and trail network that considers and enhances existing development patterns, while respecting the rural character of the community.

**Policy SSA 2.2.2** Provide a public network of non-motorized trails and pathways that connects the residential development to community facilities and commercial areas.

### 3. HOUSING

#### GOAL

ENSURE THAT ADEQUATE, AFFORDABLE SHELTER IS PROVIDED FOR ALL RESIDENTS OF THE MOUNTAIN EMPIRE SUBREGION IN A WAY THAT IS CONSISTENT WITH ITS RURAL CHARACTER.

#### FINDINGS

The Housing Element of the General Plan sets forth goals, policies, and action programs that are designed to adequately provide for the housing needs of all economic segments of the County. In most cases, the policies and action programs are targeted toward the larger, more urbanized communities. However, there are some policies that involve issues affecting all parts of the County.

The Tecate SSA is based upon developing commercial and industrial land uses that reduce vehicle traffic on State Route 94 through the provision of goods and services desired by the more than 91,000 residents of Tecate, Mexico.

The lack of adequate housing for the County's farm workers is of concern. However, the Subregion does not have significant labor-intensive agricultural activities.

#### POLICIES AND RECOMMENDATIONS

1. Take those steps necessary to ensure that the private sector is able to provide for the housing needs of the Subregion's low and moderate income households. [AP]
2. Designate appropriate parcels within the Subregional communities for multi-family or mixed use development. [AP]
3. Identify and inventory areas with underused infrastructure when revising this Subregional Plan. This could be instrumental in minimizing housing costs, as well as actualizing economics from infilling. [AP]
4. Study and determine if there is a need for farm employee housing in the Subregion. [AP]
5. Study and determine if there is a need for creating emergency housing for the homeless in the Subregion. [AP]
6. If a project is in conformance with the General Plan and if the Subregion has had a certified Environmental Impact Report (EIR) done for it, then the EIR may be used as a master environmental assessment. This would provide the applicant with a central source of current information on potential regional impacts, including the cumulative and growth inducing impacts of the project, making it necessary to address only site specific impacts. [PP]
7. The demand for low income housing anticipated for the Potrero Valley Planning Area can be accommodated at the Twin Lakes Trailer Park. [PP]

#### 4. MOBILITY

##### GOAL

IMPROVE THE TRANSPORTATION SYSTEM TO PROVIDE FOR SAFE AND EFFICIENTLY MAINTAINED TRAVEL THROUGHOUT THE SUBREGION, WHILE MAINTAINING THE RURAL ATMOSPHERE AND NATURAL BEAUTY OF THE AREA.

##### FINDINGS

Transportation facilities have significant design, location, and environmental impacts on community character.

Primary access to the Mountain Empire Subregion is provided by Interstate 8, a limited access freeway with interchanges at the following:

- Buckman Springs Road;
- Crestwood Road and Old Highway 80; and
- Ribbonwood Road (Highway 94) and Carrizo Gorge Road.

Secondary access to the Subregion is provided by State Route 94 and Old Highway 80, which serve to connect the Rural Villages of the Subregion.

Buckman Springs Road is the principal north-south access road within the Subregion.

The current road network can accommodate the existing and planned increases in population without encountering capacity problems. Large portions of the Subregion are not served by roads. Access to public lands is not required, and, for those areas in private ownership, local roads will be built as development occurs. In general, traffic volumes generated by existing and proposed land use designations will not warrant any addition to, or expansion of, Mobility Element roads, with the possible exception of State Route 188 to implement the traffic reducing land uses planned for the Tecate Subregional Group Area.

Some community groups have identified traffic safety and parking problems within their communities as issues that should be addressed.

##### POLICIES AND RECOMMENDATIONS

1. Consider prohibiting trucks, one ton and over, from parking on Thing and Emery Roads in Tecate. [DPW]
2. Request CalTrans to study the safety aspects of SR-94 in the vicinity of Tecate Road. [DPW]



## 5. PUBLIC FACILITIES AND SERVICES

### GOAL

PROVIDE THE FACILITIES AND LEVEL OF SERVICE NECESSARY TO SATISFY THE NEEDS OF THE SUBREGION.

### FINDINGS

San Diego Gas and Electric (SDG&E) maintains a 69 kilovolt (KV) overhead transmission line that runs through the middle of the Boulevard Planning Area. In addition, the Southwest Powerlink transmission line runs west and east through the entire Subregion. SDG&E has a substation facility located in Boulevard. It is possible that development within the vicinity of these power transmission facilities can have an effect upon SDG&E's ability to patrol, maintain, and repair them.

### POLICIES AND RECOMMENDATIONS

1. Maintain unobstructed access to and along the path of existing power transmission facilities and lines.
2. Any proposed grading, improvements, or other encroachments to the substation or transmission right-of-ways must be reviewed by SDG&E.
3. Any alteration of drainage patterns affecting the substation or transmission line right-of-ways should be reviewed and approved by SDG&E.
4. Uses proposed for property adjacent to substations or transmission line right-of-ways should be reviewed for possible impacts to the power facilities and vice versa.

## 6. CONSERVATION

### ENVIRONMENTAL RESOURCES GOAL

ENSURE THAT THERE IS CAREFUL MANAGEMENT OF ENVIRONMENTAL RESOURCES IN THE AREA IN ORDER TO PREVENT WASTEFUL EXPLOITATION OR DEGRADATION OF THOSE RESOURCES AND TO MAINTAIN THEM FOR FUTURE NEEDS.

### FINDINGS

The Subregion contains a variety of different plant and animal habitats, as well as numerous rare and endangered plant and animal species.

Residents recognize the native oaks as a significant historical, aesthetic, and ecological resource that contribute to the distinctive character of many areas of the Mountain Empire Subregion.

Important geological resources are also present which include the following:

- a) An assortment of land formations, some of which have scenic value;
- b) Groundwater resources; and
- c) Soils of biological significance.

There are significant limitations to groundwater resources, and sewage disposal capabilities are affected by certain soil characteristics.

Numerous archaeological and historical sites have been identified in the Subregion, which attests to a rich history of human habitation.

### POLICIES AND RECOMMENDATIONS

1. All development shall demonstrate a diligent effort to retain as many native oak trees as possible. [PP]
2. Encourage sewer districts to implement a wastewater reclamation program in areas where groundwater is not abundant. [AP]
3. Floodways shall be maintained in their natural state unless findings can be made that a threat to public safety exists. [GEN]
4. The dark night sky is a significant resource for the Subregion and appropriate steps shall be taken to preserve it. [GEN]
5. Development shall not adversely affect the habitat of sensitive plant and wildlife species or those areas of significant scenic value. [PP]
6. The Jacumba Hotel should be restored, if at all possible. [AP, PP]

## 7. RECREATION

It is the policy of the Board of Supervisors that the Recreation Chapter of the Mountain Empire Subregional Plan shall provide for satisfying the park needs of the community in accordance with the overall guidelines of the General Plan (Board Policy No. F-26). The Recreation component of the General Plan is incorporated in the Conservation and Open Space Element. The following is intended to give direction and guidelines for providing and fulfilling the requirements of park and recreation needs for the citizens of the Mountain Empire Subregion.

### GOAL

SUPPORT RECREATIONAL OPPORTUNITIES TO MEET COMMUNITY NEEDS AND ENRICH THE LIVES OF ALL RESIDENTS BY ESTABLISHING A BALANCED SYSTEM OF RECREATION FACILITIES AND SERVICES.

### FINDINGS

The County Local Park Planning Area for the Mountain Empire exceeds the boundaries of the Subregion. The communities of Descanso and Pine Valley are also served by the Laguna/Mountain Empire Local Park Planning Area. For this reason, park facilities and development priorities for Descanso and Pine Valley are included in this Recreation Element.

### Existing Regional Park and Recreation Facilities<sup>4</sup>

Mountain Springs Park - 137 acres of undeveloped land adjacent to Anza-Borrego State Park to be preserved as open space for future needs.

In-Ko-Pah Park - 159.65 acres of undeveloped land also adjacent to Anza-Borrego State Park to be preserved as open space for future needs.

---

<sup>4</sup> Does not include facilities identified in Subregional Group Area sections (Boulevard and Potrero)

## Existing Local Park and Recreation Facilities<sup>4</sup>

### *Tecate Planning Area*

Because of the limited population, there are no existing local park facilities and none are being currently developed.

### *Jacumba Planning Area*

Jacumba Community Park consists of one parcel of about 20 acres of undeveloped land, which is intended to be developed with local park facilities.

## POLICIES AND RECOMMENDATIONS

1. Through the cooperation of the San Diego County Parks and Recreation Department and local sponsor groups, the coordination and maximum use of existing recreational facilities shall be undertaken. [DPR]
2. Future development of park and recreation facilities are to be coordinated with the location and needs of local school facilities in order to promote joint use and most effective use of resources. [DPR]
3. So that Park Land Dedication Ordinance Funds may be used to develop local park facilities, County Service Areas, alternative taxing agencies, or other organizations are to be created to provide ongoing park maintenance and operation services for each community requiring park facilities within the Subregion. [GEN]
4. In order to proceed with any local park improvements, joint powers or cooperative agreements will be required with the affected community organization. These agreements will be prepared when local groups have established maintenance and operation capabilities. [DPR]

5. Future Development - Local Facilities: The Mountain Empire Subregion meets the County General Plan goal for local park land provided per 1,000 in population<sup>5</sup>. Consequently, County Parks Department and local Sponsor Group's review of park and recreation needs has concentrated on facility development rather than acquisition. Review of possible future acquisition needs should occur along with large scale development proposals. Facility development is recognized and prioritized as follows and is to occur as staffing, funding, and maintenance and operation capabilities become available. [DPR]
  - a. Jacumba - Develop local park facilities at the 20-acre Jacumba Community Park site in accordance with Jacumba Community Service Districts maintenance capabilities and the needs of the citizens of Jacumba.
  - b. Tecate - No park facilities are planned for the near term. If additional local park land is needed to serve the forecast population, means to acquire additional parkland will be assessed.

6. Local Park Acreage Goals

The County General Plan Conservation and Open Space Element, Parks, Open Space, and Recreation section establishes a goal of ten acres of local park land for every 1,000 persons. Aggregate totals for the Mountain Empire Subregion show that it currently has 15.3 acres of local park land for every 1,000 population, which by the year 2030 this will shrink to 10.0 acres per 1,000 population. The breakdown of park acreage by planning area is:

<u>Planning Area</u>	<u>Local Park Acreage</u>	<u>2010 Population</u>	<u>2030 Projected Population (1)</u>
Tecate	-----		
Potrero	55.00		
Boulevard	3.14		
Jacumba	20.00		
TOTALS:	88.14	5,815 <sup>6</sup>	8,844 <sup>7</sup>

7. The Jacumba Sponsor Group recommends that Park Land Dedication fees collected from the Ketchum Ranch Specific Plan area be spent for park and recreation facilities within the Jacumba Planning Area. [DPR]

<sup>5</sup> Conservation and Open Space Element Goal COS-21.

<sup>6</sup> SANDAG Profile Warehouse <http://profilewarehouse.sandag.org/profiles/est/cocpa1952est.pdf>, August 2010

<sup>7</sup> SANDAG 2050 Regional Growth Forecast for 2030, February 2010

## 8. ENERGY CONSERVATION

### GOAL

ENSURE THAT THE CONSERVATION OF NON-RENEWAL ENERGY RESOURCES IS PURSUED IN A WAY THAT IS NOT DETRIMENTAL TO THE RURAL LIFESTYLE.

### FINDINGS

Site planning and building design can be used to reduce heating and cooling costs, and to provide more comfortable indoor and outdoor living spaces.

Advances in technology are producing energy effective housing designs and improvements in home energy systems.

### POLICIES AND RECOMMENDATIONS

1. New development should utilize alternative energy technologies, especially active and passive solar energy systems. [GEN]
2. Protected courtyards, porches, arcades, loggias, verandas, and overhangs are effective means of shading exterior wall surfaces and windows from direct sun exposure. These elements are easily added to buildings as temperature moderating elements. An additional benefit is their ability to add character to a building. [GEN]
3. Deciduous trees used on the south and west sides of a building can provide shade in summer, while allowing sun penetration in winter. [GEN]
4. Roof overhangs on south facing walls offer effective protection of window areas from summer sun, while admitting lower winter sun rays. [GEN]
5. South-facing courtyards may be used to create protected outdoor spaces, giving the site a more favorable micro climate for year-round activities. [GEN]

## 8. SCENIC HIGHWAYS

### GOAL

ESTABLISH A NETWORK OF SCENIC HIGHWAY CORRIDORS WITHIN WHICH SCENIC, HISTORICAL AND RECREATIONAL RESOURCES ARE PROTECTED AND ENHANCED.

### FINDINGS

There are five scenic corridors identified on the Scenic Highways Figure C-5 in the County General Plan Conservation and Open Space Element that pass through the Mountain Empire Subregional Plan Area.

1. Tecate Road (State Route 188), from the Mexican border north to State Route 94;
2. Potrero Valley Road, from State Route 94 to Potrero County Park;
3. Interstate 8, from State Route 79 east to the Imperial County Line;
4. State Route 94, through Tecate, Potrero, Boulevard, and Jacumba;
5. Old Highway 80 through Boulevard and Jacumba.

## POLICY CODE EXPLANATION

The responsibility for carrying out the policies of this community/subregional plan does not lie solely with the Department of Planning and Development Services (PDS). The cooperation of private property owners, developers, decision-makers and numerous other entities both public and private is necessary to make these policies successful.

A code has been placed at the end of each policy in the plan text which identifies it with the County department or the sub-departmental section of the Department of Planning and Development Services which would be most likely to take the lead in carrying out the policy (see below). In addition, there is a category for those policies that are of general concern to all persons or groups that might be involved in development or plan implementation.

This approach can make detailed information regarding policies easier to locate and it can aid staff in charting the progress of the plan.

### CODE

GEN	Policy of General Application
DPW	Department of Public Works
DPR	Department of Parks and Recreation
DHS	Department of Health Services
PDS	Department of Planning and Development Services
AP	- Advance Planning
PP	- Project Planning
B	- Building Division
C	- Code Enforcement



## APPENDIX A: RESOURCE CONSERVATION AREAS

This overlay identifies lands requiring special attention in order to conserve resources in a manner best satisfying public and private objectives. The appropriate implementation actions will vary depending upon the conservation objectives of each resource but may include public acquisition, establishment of open space easements, application of special land use controls, such as cluster zoning, large lot zoning, scenic or natural resource preservation overlay zones, or by incorporating special design considerations into subdivision maps or special use permits. Resource Conservation Areas shall include, but are not limited, to groundwater problem areas, coastal wetlands, native wildlife habitats, construction quality sand areas, littoral sand areas, astronomical dark sky areas, unique geological formations, and significant archaeological and historical sites.

Within Resource Conservation Areas, County departments and other public agencies shall give careful consideration and special environmental analysis to all projects that they intend to carry out, propose, or approve, and shall select those conservation actions most appropriate to the project and consistent with the intent of this overlay designation.

Section 6, Conservation, of this Subregional Plan provides policies and recommendations for environmental resources within the Subregion. This appendix identifies Resources Conservation Areas within the Subregion and includes Figure 4, Resource Conservation Area Map, showing their location.

### CRITERIA

The following criteria were used in selecting resources worthy of conservation:

- Areas necessary for the protection of wildlife and representative stands of native vegetation.
- Areas containing rare and/or endangered plants.
- Wildlife habitats which are:
  - in large blocks, if possible;
  - wide, rather than long and narrow to minimize adverse effects along their margins; and
  - in contact with other wild areas and floodplains to provide migration corridors.
- Areas containing mineral resources. Conservation measures should ensure future availability.

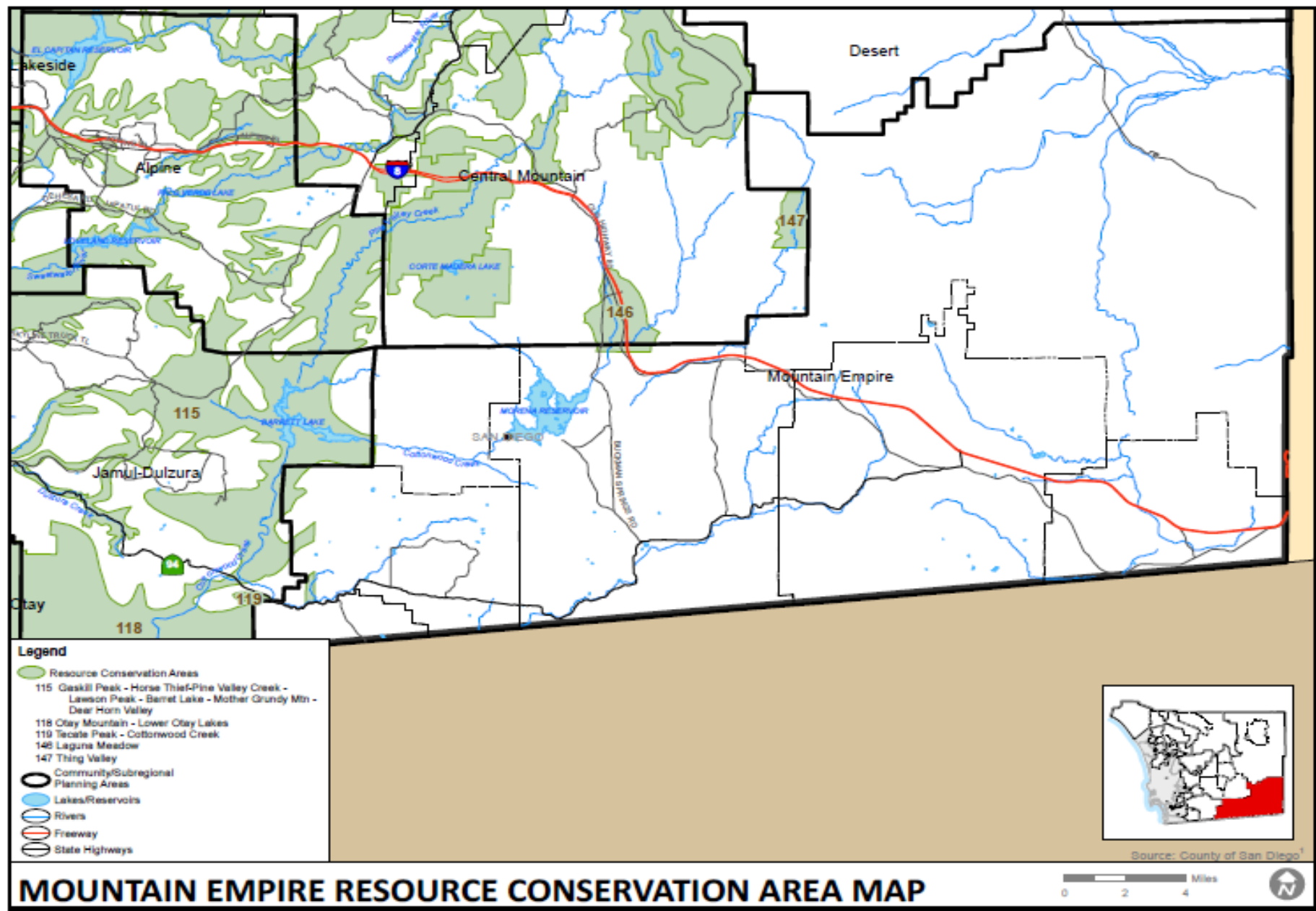
## RESOURCE CONSERVATION AREAS

### 115. Gaskill Peak, Horse Thief, Lawson Peak, Barrett Lake, Mother Grundy Mountain, Deer Horn Valley

Lawson Peak is a scenically important mountain, as well as biologically important area, because of the presence of the threatened Felt leaf rock mint, Gander's butterweed, and the rare Campo clarkia and Creeping sage. This Resource Conservation Area also contains the Riparian and Oak woodlands of Hollenbeck Canyon, Pringle Canyon, and Dulzura Creek. The rock formation namesake for this mountain is a prominent landscape feature for the Dulzura area. It also contains some of the rare and endangered species that occur in the Barrett RCA. Resources in this area include Tecate Peak, as an international landmark, Cottonwood Creek, and its waterfall, Riparian woodlands, as well as rare and endangered plants, such as Mountain misery, the spectacular Campo pea, Cleveland monkey flower, Dense reed grass, Slender pod caulanthus, Gander's butterweed, and Orcutt's brodiaea.

### 119. Tecate Peak Cottonwood Creek

Resources in this area include Tecate Peak as an international landmark, Cottonwood Creek and its waterfall, Riparian woodlands, stands of the rare Tecate cypress, as well as rare and endangered plants, such as Mountain misery, the spectacular Campo pea, Cleveland monkey flower, Dense reed grass, Slender pod caulanthus, Gander's butterweed, and Orcutt's brodiaea.



San Diego County General Plan

Figure 4

This page intentionally left blank

# **APPENDIX B**

## **KIMLEY-HORN ASSOCIATES MEMO**

### ***Tecate Sponsor Group Proposed Land Use and Traffic Modeling***

**May 21, 2009**