

PLANNING COMMISSION

Agenda Item No.: G.2
Date: December 11, 2012

CASE NUMBER: PHG 11-0036

APPLICANT: City of Escondido

LOCATION: The three parcels included in the proposed annexation area are located south and east of Harmony Grove Road (APNs 235-040-05, 15 and 50), with the two private properties addressed as 2207 and 2327 Harmony Grove Road. The vacant parcel owned by the City of Escondido does not have an address.

TYPE OF PROJECT: Annexation/Reorganization, Prezone and Sphere of Influence Amendment

PROJECT DESCRIPTION: The City of Escondido is proposing to annex three parcels currently within the unincorporated area of San Diego County in order to facilitate construction, operation and maintenance of the planned extension of Citracado Parkway. One of the parcels is owned by the City of Escondido and the other two are under private ownership. The total area of the proposed annexation is approximately 30.06 acres. The proposal also includes an amendment to the City's Sphere of Influence and a Prezone for all three properties to the City's SP (Specific Plan) zone. The proposed SP Zone would implement the current Escondido General Plan land use designation of Specific Planning Area No. 8 that envisions a high quality business park, encouraging clean research and development, medical office and industrial park uses to expand Escondido's employment base.

Annexation of the subject properties to the City of Escondido would require concurrent detachments from: the San Marcos Fire Protection District; County Service Area (CSA) No. 107 (Elfin Forest/Harmony Grove Volunteer Fire Department); and CSA No. 135 (San Diego Regional Communications System). The detachments are required because the City would assume those service responsibilities following the proposed annexation. As the project involves LAFCO approval of more than one jurisdictional change, the LAFCO action would be termed a reorganization to the City of Escondido. The proposed reorganization would avoid the need for a joint jurisdictional and long-term maintenance agreement between the County and City for the operation and maintenance of Citracado Parkway.

STAFF RECOMMENDATION: Approval

GENERAL PLAN DESIGNATION:

County of San Diego General Plan: SR-2 (Maximum density of 1 unit per 2, 4, or 8 gross acres; and RL-20 (Maximum density of 1 unit per 20 gross acres)

Escondido General Plan: SPA #8 - ERTC (Harmony Grove) Specific Planning Area

ZONING:	<u>Existing</u>	<u>Proposed</u>
	County A-70 Limited Agriculture	Prezone SP (Specific Plan)

BACKGROUND/SUMMARY OF ISSUES: The proposed annexation would support the future construction and maintenance of a "missing link" portion of Citracado Parkway. The Citracado Parkway extension project is located near the southwesterly Escondido city limits, near San Marcos, and partially within an unincorporated area of San Diego County known as Harmony Grove. Harmony Grove has a San Diego County-approved Community Plan and is represented by the San Dieguito Planning Group and the Elfin Forest Harmony Grove Town Council. This transportation facility was included in the City's 1990 General Plan, and remained in the recently completed General Plan Update.

Developments on the nearby light industrial parcels and the rapidly developing Escondido Research and Technology Center (ERTC), including Palomar Medical Center West, have placed an emphasis on completing planned transportation facilities. The progress of development in the ERTC, as well as the projected local traffic level, has refocused the need to complete this link of Citracado Parkway, providing an arterial connection to West Valley Parkway and enhancing the traffic circulation network within southwestern Escondido. On April 18, 2012, the Escondido City Council approved a Specific Alignment Plan for the Citracado Parkway Extension Project.

In an effort to keep the proposed roadway extension within the jurisdictional limits of Escondido, the City is processing an annexation application for three parcels crossed by or in proximity to the proposed roadway extension. Parcels A, B, and C correspond to APN #s 235-040-15, 235-040-05, and 235-040-50, respectively. Annexing the parcels would avoid the potential need for a joint jurisdictional operation and maintenance agreement between the County and the City. All three parcels are outside the City's Sphere of Influence (SOI) boundaries and would therefore require an SOI boundary adjustment in conjunction with the annexation. Historically the three parcels proposed for annexation were included under the City's SOI, however, they were removed from the City's SOI in 2003 and are currently under the jurisdiction of the County of San Diego, specifically, the community of Harmony Grove and the San Dieguito Planning Group.

Staff feels that the issues are as follow:

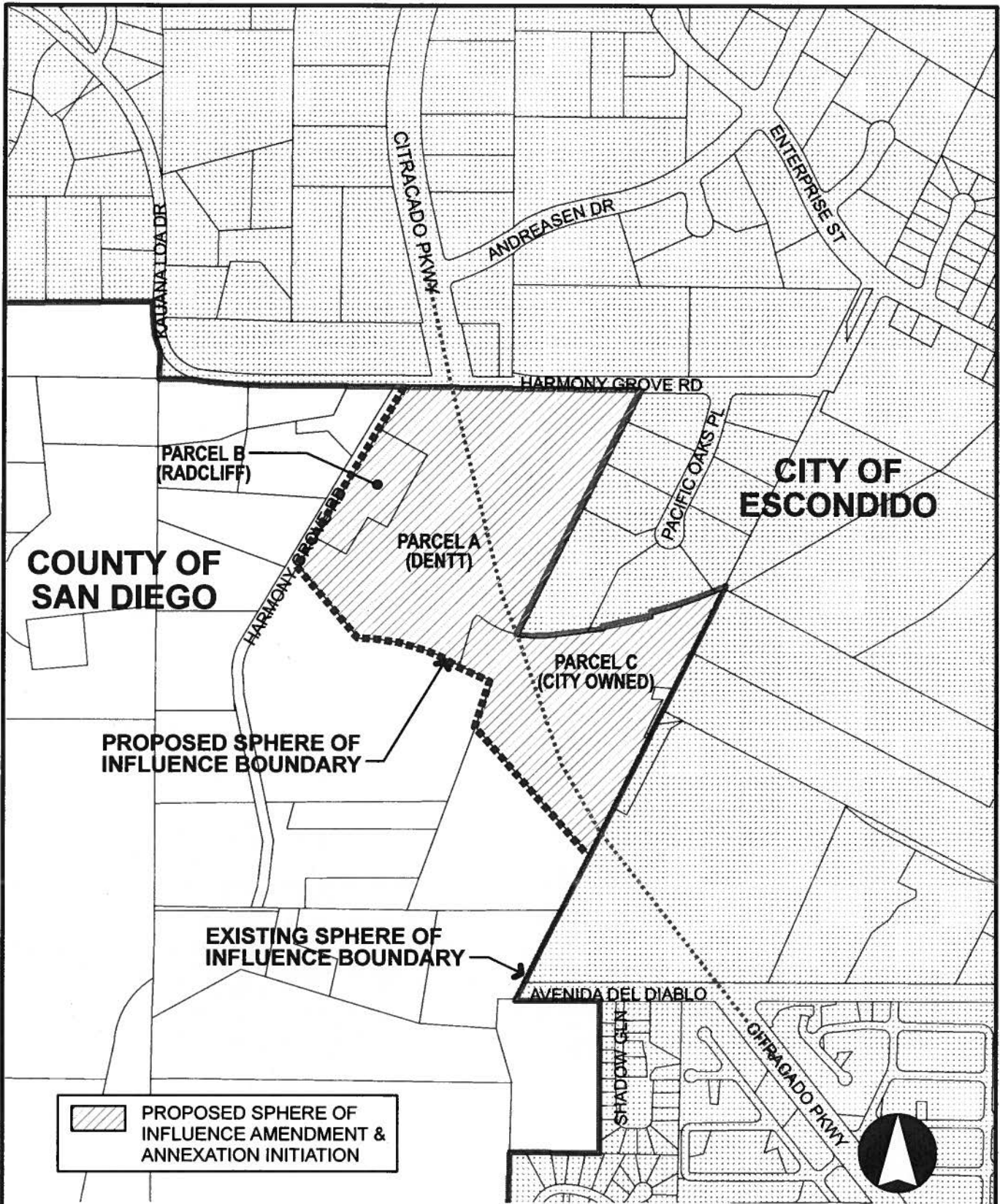
1. Whether the proposal is in conformance with the Escondido General Plan.

REASONS FOR STAFF RECOMMENDATION:

1. Staff feels the proposal conforms to the Escondido General Plan annexation policies that are intended to guide development to meet present and future needs, achieve a vibrant community, and enhance the character of Escondido. The extension of Citracado Parkway through the proposed annexation area would complete a critical link in the General Plan Circulation Element that enhances access to regional medical facilities and accommodates increased traffic generated from anticipated residential and industrial/commercial growth in the area. The proposed annexation/reorganization would avoid the potential need for a joint jurisdictional operation and maintenance agreement between the County and the City for Citracado Parkway.
2. Staff feels the proposed Prezone designation of PZ-SP (Prezone – Specific Plan) would be appropriate because the underlying Escondido General Plan designation also is Specific Plan (SPA #8 - ERTC (Harmony Grove) Specific Planning Area). The proposed Specific Plan zoning would ensure that future redevelopment of parcels in the project area is consistent with the SPA #8 designation of the Escondido General Plan that envisions a high quality business park, encouraging clean research and development, medical office and industrial park uses to expand Escondido's employment base, increase median incomes and improve the jobs/housing balance.

Respectfully Submitted,


Bill Martin
Principal Planner

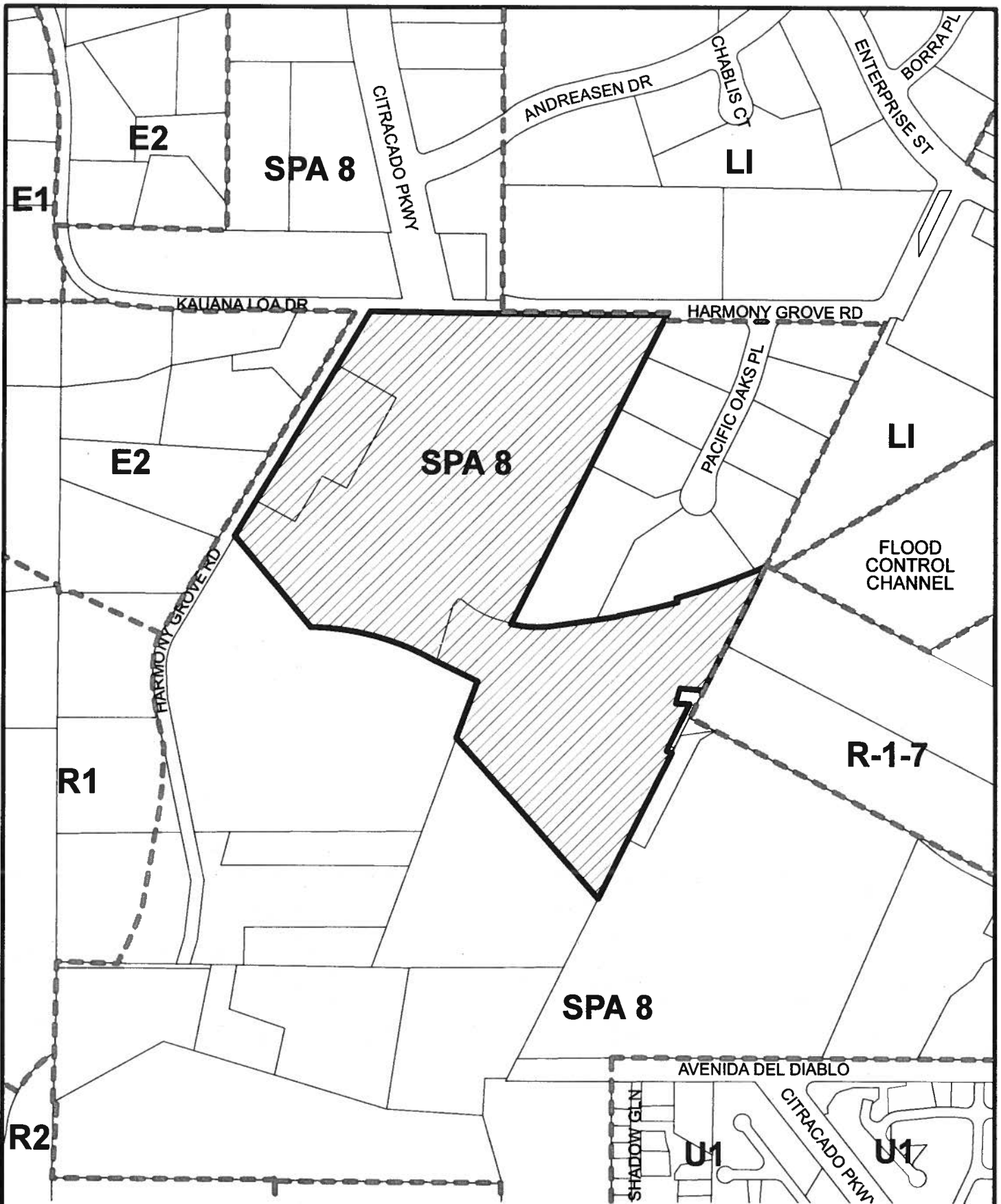


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**PROPOSED PROJECT
PHG 11-0036**



LOCATION/ZONING

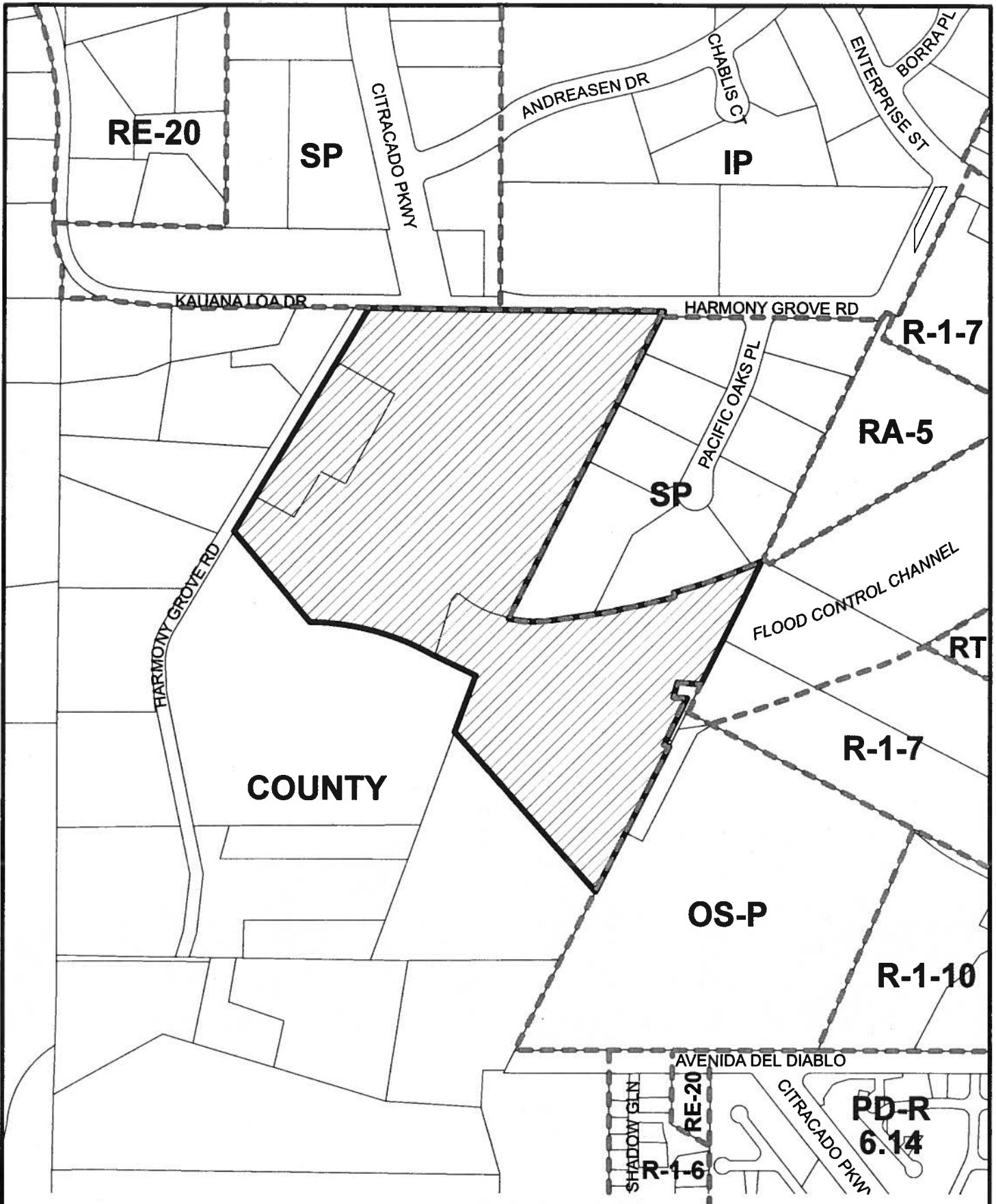


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**PROPOSED PROJECT
PHG 11-0036**



GENERAL PLAN

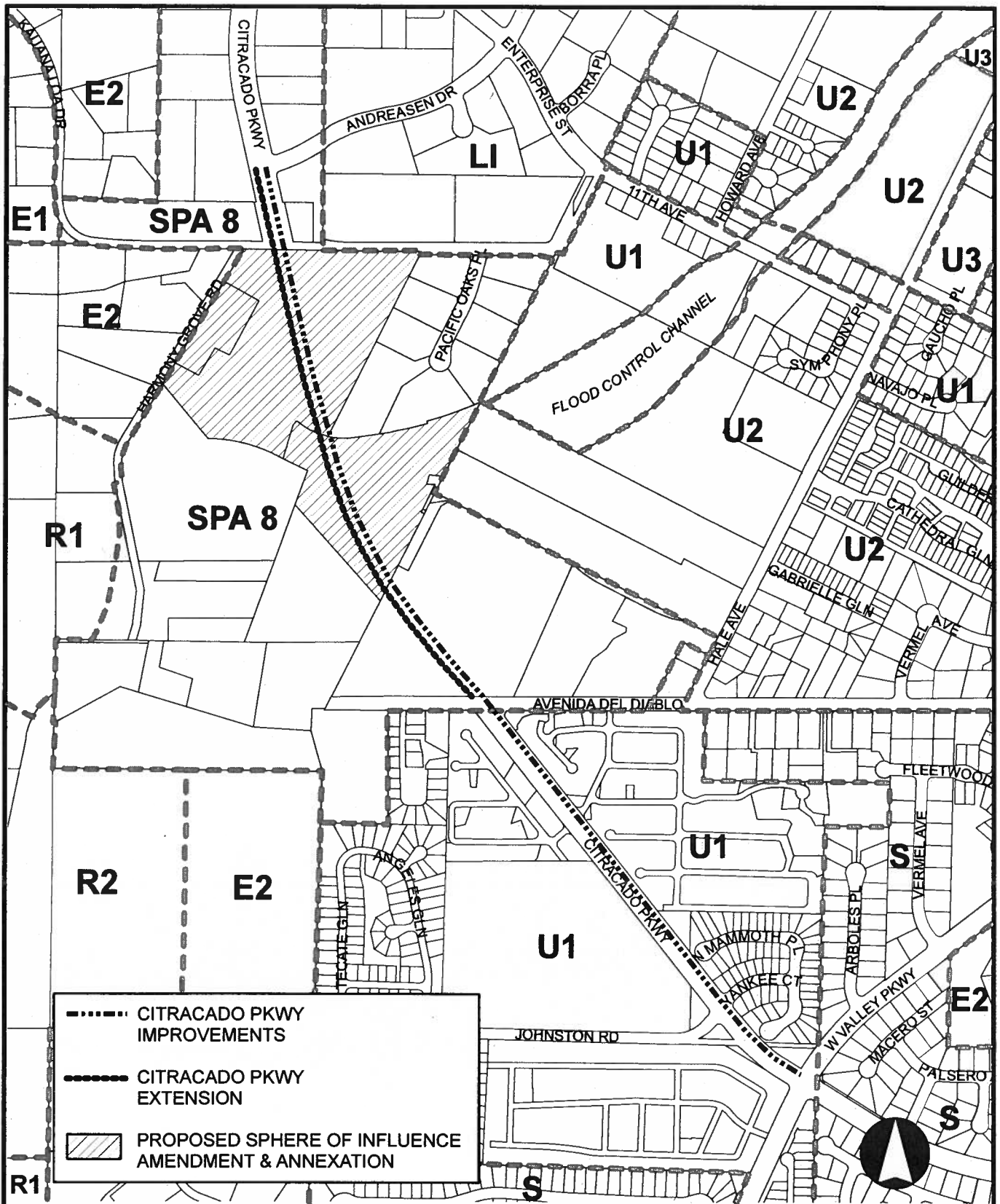


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**PROPOSED PROJECT
PHG 11-0036**



LOCATION/ZONING

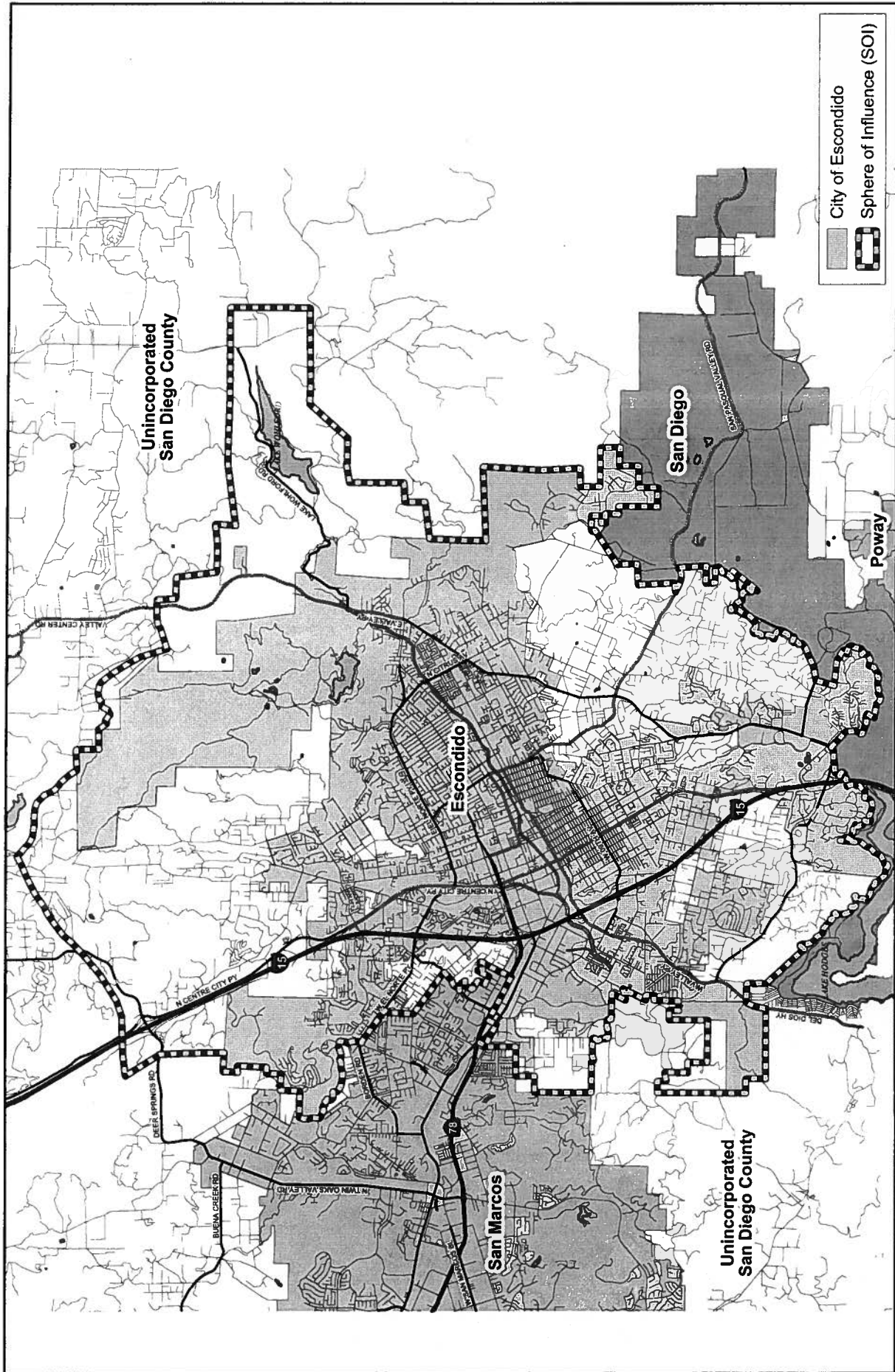


- CITRACADO PKWY IMPROVEMENTS
- CITRACADO PKWY EXTENSION
- ▨ PROPOSED SPHERE OF INFLUENCE AMENDMENT & ANNEXATION

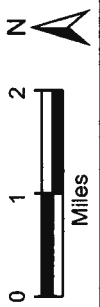
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CITRACADO PKWY PROJECT





Sources: San Diego LAFCO 2009; SanGIS 2009



ATKINS

CITY OF ESCONDIDO SPHERE OF INFLUENCE
FIGURE 4.10-1

ANALYSIS

A. LAND USE COMPATIBILITY/SURROUNDING ZONING

NORTH - SP (Specific Plan) zoning – The ERTC Specific Planning Area located north of the project area includes several large employers such as Palomar Hospital and Stone Brewing Company as part of a growing business park development with lots ranging from approximately 1-40 acres.

SOUTH - County A-70 (Limited Agriculture) zoning – The area to the south is characterized as low density residential and vacant land with lot sizes generally ranging between one and twelve acres.

EAST - SP, R-1-10 (Single-family Residential – 10,000 SF minimum lot size) and OS-P (Open Space – Park) – The SP zoned area has been developed under a Specific Plan with the type of industrial/business park uses that are envisioned to locate within the project area. The R-1 and OS-P properties are owned by the City's Utilities Division and serve as the location for existing and future improvements associated with the Hale Avenue Resource Recovery Facility.

WEST - County A-70 zoning – Rural residential development is located to the west of the proposed annexation properties across Harmony Grove Road. Lot sizes generally range from 0.88 acres to 2.7 acres in size.

B. AVAILABILITY OF PUBLIC SERVICES

1. Effect on Police Service – Police service to the three parcels located within the project area is provided by the San Diego County Sheriff's office, with the closest patrol station in San Marcos at 182 Santar Place. With annexation of the three parcels to the City of Escondido, as proposed by the project, all police service to the project area would be provided by the City of Escondido Police Department. The Police Department has expressed no concern regarding their ability to provide service to the site.
2. Effect on Fire Service – Fire and emergency services are currently provided to the Project area by two different fire departments. Fire service to Parcels A and B is currently provided by the San Marcos Fire Department, via the San Marcos Fire Protection District, and is served by Fire Station #4, located at 204 San Elijo Road. Fire service to Parcel C is currently provided by the Harmony Grove/Elfin Forest Fire Department, located at 20223 Elfin Forest Road. With annexation of Parcels A, B, and C to the City of Escondido, as proposed by the project, all fire service to the project area would be provided by the Escondido Fire Department. The closest facility to the annexation area is Fire Station #6, located at 1735 Del Dios Road (approximately 1 mile east). The Escondido Fire Department has indicated that adequate fire and emergency services can be provided to the project site.
3. Traffic – The Circulation Element of the Escondido General Plan classifies Citracado Parkway as a Major Road (102'/110' right-of-way). The extension of Citracado Parkway through the proposed annexation area is identified on the Circulation Element as a future improvement. The road extension would complete a critical link in the Circulation Element that enhances access to regional medical facilities and accommodates increased traffic generated from anticipated residential and industrial/commercial growth in the area. Future construction of the road extension would bisect Parcel A (Dentt). It is anticipated that any future redevelopment of Parcel A and Parcel B (Radcliff) would provide access from Citracado Parkway instead of Harmony Grove Road.
4. Utilities – The Rincon Del Diablo Municipal Water District (RDDMWD) provides water service to the project area. A 14-inch-diameter water pipeline owned and operated by RDDMWD extends east from Kauana Loa Drive and then south through the project site where it connects with an existing water pipeline in Avenida Del Diablo. Relocation of water services in the project area will be coordinated with RDDMWD prior to the start of construction for the Citracado Parkway extension.

The City of Escondido Utilities Department operates the Hale Avenue Resource Recovery Facility (HARRF), and maintains the sewage collection system and sewage lift stations. The current available capacity of the HARRF is 18

million gallons/day with an average daily flow of 15.6 million gallons/day. Two of the three parcels in the project area are on septic systems, and the third is a vacant parcel owned by the City adjacent to the HARRF treatment facilities. The two parcels currently on septic would remain on septic, if annexed. However, once annexed to the City, individual property owners would have the option to request sewer service from the City. The proposed annexation would not materially degrade the levels of service of the public sewer and water system.

5. Drainage – Escondido Creek flows through the southern portion of the project area. Most of the surface water drainage in the City of Escondido is transported by Escondido Creek and its tributaries. There are no changes or improvements proposed to Escondido Creek as part of the annexation proposal. New impervious areas would be introduced into the project area with the construction of Citracado Parkway. Runoff would be conveyed toward the roadway, into brow ditches and inlets conveying storm water into existing and proposed storm drains. The water would then be discharged from the storm drain systems into median bioswales and energy dissipaters prior to discharging into Escondido Creek.

C. ENVIRONMENTAL STATUS

A Final Environmental Impact Report (City Log No. ER 2006-10) for the Citracado Parkway Extension Project and proposed annexation was certified on April 18, 2012. A Final Environmental Impact Report (City Log No. PHG 09-0020) for the Escondido General Plan was certified on May 23, 2012. Changes to the Escondido General Plan land use designations for two of the proposed annexation parcels (235-040-05,50) from Estate II to SPA No. 8 that had been evaluated in the General Plan EIR were ratified by the voters of Escondido on November 6, 2012. An Addendum to the Final Environmental Impact Report for the Citracado Parkway Extension Project was prepared on December 6, 2012, to provide the link between the project EIR and the General Plan EIR.

D. CONFORMANCE WITH CITY POLICY/ANALYSIS

Escondido General Plan

The General Plan land use designation on the project area is SPA #8 - ERTC (Harmony Grove) Specific Planning Area. The SPA envisions a high quality business park, encouraging clean research and development, medical office and industrial park uses to expand Escondido's employment base, increase median incomes and improve the jobs/housing balance. The SPA includes attractive design standards, landscape features, integrated recreation, and compatible land uses consistent with the Escondido Research Technology Center (ERTC) SPA #8. Increased building heights and intensities shall be focused along Citracado Parkway and in areas more distanced from residential uses to ensure compatibility. Primary access to non-residential areas within the Specific Plan Area south of Andreasen Drive shall be from Citracado Parkway and Lariat Drive. Vehicular access to nonresidential land uses from Harmony Grove Road west of Citracado Parkway shall be prohibited. Attention shall be given to buffer the semi-rural residential areas along "edges" near Harmony Grove Road (west of Citracado Parkway), Kauana Loa Drive and in the Eden Valley area by incorporating land uses, building heights, architectural materials, building orientations, setbacks, colors, screening, lighting and signage that are harmonious with adjacent lower intensity land uses.

Conformance with Escondido General Plan Annexation Policies

The Escondido General Plan Land Use and Community Form Element has established specific annexation policies (Page II-114) that are intended to guide development to meet present and future needs, achieve a vibrant community, and enhance the character of Escondido. Staff feels the proposal conforms to the Escondido General Plan annexation policies as noted below:

Annexation Policy 16.1 – Allow property owners to annex to the City, and actively annex unincorporated lands owned by the City.

Representatives of both the Dentt (Parcel A) and Radcliff (Parcel B) properties have indicated support for annexing those parcels into the City of Escondido. A subdivision application intended to facilitate future business park development on the Dentt property was filed with the City several years ago and was later suspended voluntarily pending the outcome of

this annexation proposal. Parcel C is owned by the City of Escondido with land use authority currently governed by the County of San Diego. Annexation of this parcel would enhance local control over city-owned land by transferring land use authority and municipal services to the City.

Annexation Policy 16.2 - Promote the annexation of unincorporated lands where it is determined in the city's interest to promote orderly development, implement goals and objectives, and /or to expedite facilities and services.

The City of Escondido will soon start construction to improve and extend Citracado Parkway from West Valley Parkway to Andraesen Drive. The proposed roadway extension project addresses needed transportation facility improvements that enhance circulation to regional medical facilities and also would implement a planned component of the City's Circulation Element. To simplify the construction, operation, and maintenance of the proposed roadway, the City is requesting approval from the San Diego County LAFCO for the annexation of three unincorporated parcels that are crossed by or are in proximity to the proposed Citracado Parkway Extension Project area. The proposed annexation/reorganization would avoid the potential need for a joint jurisdictional operation and maintenance agreement between the County and the City for Citracado Parkway.

Future redevelopment of Parcels A and B in the project area would be consistent with the SPA #8 designation of the Escondido General Plan that envisions a high quality business park, encouraging clean research and development, medical office and industrial park uses to expand Escondido's employment base, increase median incomes and improve the jobs/housing balance.

Annexation Policy 16.3 - Demonstrate that facilities, services, and infrastructure are adequate to serve proposed annexations in accordance with city standards, acknowledging Neighborhood Maintenance & Preservation Policy 4.4 allowing more flexible public improvement requirements in the Rural and Estate / single-family residential areas.

The extension of Citracado Parkway through the proposed annexation area would complete a critical link in the Circulation Element that enhances access to regional medical facilities and accommodates increased traffic generated from anticipated residential and industrial/commercial growth in the area. Access to future development on the proposed annexation properties would be provided by Citracado Parkway. The Rincon Del Diablo Municipal Water District provides water service to the project area via a 14-inch-diameter water pipeline that extends east from Kauana Loa Drive and then south through the project area where it connects with an existing water pipeline in Avenida Del Diablo. Rincon will continue to provide water service to the project area. The two privately owned parcels in the project area currently utilize individual subsurface sewage disposal systems. Once annexed to the City, these property owners would have the option to request sewer service from the City.

Annexation Policy 16.4 - Allow annexations if it can be demonstrated that appropriate improvements as determined by the city will be financed by the property owner(s), and that such expansion of the city will not have unacceptable adverse fiscal or environmental impacts to existing city services or residents. Exceptions to this policy may be considered subject to Policy 16.2.

This policy relates primarily to privately-initiated annexation requests associated with private development proposals. Future redevelopment of Parcels A and B will require the construction of additional infrastructure and improvements at the developer's expense. All future development proposals within the project area will be subject to additional project-level environmental review.

The proposed annexation has been initiated by the City of Escondido to facilitate the construction of a regional transportation improvement. The Citracado Parkway Extension Project is estimated to cost approximately \$21 million to \$25 million dollars, with \$13 million of that being paid by Palomar Pomerado Health. Other funding sources will include HUD, Transnet and Traffic Impact Fees. Potential environmental impacts associated with the roadway and annexation project were analyzed in the Final Environmental Impact Report (City Log No. ER 2006-10) for the Citracado Parkway Extension Project that was certified on April 18, 2012.

Annexation Policy 16.5 - Provide services to unincorporated areas when there is a mutual agreement between the city and appropriate agencies, if any, provided the city is compensated for costs incurred.

The project does not include a proposal to provide city services to any unincorporated areas outside the project limits.

Annexation Policy 16.6 - Maintain an annexation procedures manual outlining the steps and city policies regarding annexations that includes, but is not be limited to, applicant's responsibilities, requirements for environmental review, requirements for development plans, and fees for annexation.

The Annexation Procedures Manual will be finalized as part of the Implementation Program for the updated General Plan. The manual will provide an overview of the annexation process and guide applicants for privately-initiated annexation requests.

Annexation Policy 16.7 - Update the Sphere of Influence as necessary concurrent with each five-year review of the General Plan.

The proposal includes a minor Sphere of Influence amendment and will not affect the timing or ability to update the Sphere of Influence at regularly scheduled intervals.

Annexation Policy 16.8 - Expand the Sphere of Influence to be coterminous with the Planning Area boundary where such expansion is deemed appropriate by the City and the Local Agency Formation Commission.

The proposal includes an amendment to add 30.06 acres to the Escondido Sphere of Influence area. This is far less than the remaining acreage within the Planning Area boundary, but is best suited to advance the Citracado Parkway Road Extension Project and the desire of all property owners within the project area to annex into the city.

SUPPLEMENT TO STAFF REPORT/DETAILS OF REQUEST

A. SUPPLEMENTAL DETAILS OF REQUEST

1. Project Size:

Parcel A (Dentt):	17.72 acres
Parcel B (Radcliff):	2.0 acres
Parcel C (City of Escondido):	<u>10.34 acres</u>
Total Annexation Area:	30.06 acres

2. Existing Development:

Parcel A (Dentt):	One single-family residence currently exists on the property. Most of the site consists of vacant land.
Parcel B (Radcliff):	One single-family residence currently exists on the property.
Parcel C (City of Escondido):	The property is vacant land crossed by a driveway that provides a service entrance from Avenida del Diablo into the HARRF facility.

3. Future Development Potential:

Parcel A (Dentt):	In January of 2009, the property owner filed an application with the Escondido Planning Division (SUB 09-0002) to develop 10 industrial/business park lots on the site. Processing of that application was suspended a year later when the owner chose to await the outcome of the annexation proposal.
Parcel B (Radcliff):	It is expected that future redevelopment of this site to industrial/business park uses would occur at some point with access to Citracado Parkway likely provided through Parcel A.
Parcel C (City of Escondido):	Portions of this site will be utilized to provide mitigation for environmental impacts caused by the construction of Citracado Parkway. There are no current plans for the remaining area of the site, but it may be used to facilitate a future expansion of the HARRF facility.

FACTORS TO BE CONSIDERED
PHG 11-0036
EXHIBIT "A"

Annexation/ Reorganization/ Sphere of Influence Amendment

1. The proposal conforms to the annexation policies established in the Escondido General Plan Land Use and Community Form Element that are intended to guide development to meet present and future needs, achieve a vibrant community, and enhance the character of Escondido. The extension of Citracado Parkway through the proposed annexation area would complete a critical link in the Circulation Element that enhances access to regional medical facilities and accommodates increased traffic generated from anticipated residential and industrial/commercial growth in the area. The proposed annexation/reorganization would avoid the potential need for a joint jurisdictional operation and maintenance agreement between the County and the City for Citracado Parkway.
2. The proposed amendment to add 30.06 acres to the Escondido Sphere of Influence area is far less than the remaining acreage within the Planning Area boundary, but is best suited to advance the Citracado Parkway Road Extension Project and the desire of all property owners within the project area to annex into the city.

Prezone

1. The public health, safety and welfare will not be adversely affected by the proposed change because all police service to the project area would be provided by the City of Escondido Police Department, the Escondido Fire Department has indicated that adequate fire and emergency services can be provided to the project area, and any future redevelopment of properties within the project area would have access provided from Citracado Parkway instead of Harmony Grove Road.
2. The property involved is suitable for the uses permitted by the proposed zone because the proposed Specific Plan zoning would ensure that future redevelopment of parcels in the project area is consistent with the Escondido General Plan vision for a high quality business park, encouraging clean research and development, medical office and industrial park uses to expand Escondido's employment base.
3. The uses permitted by the proposed zone will not be detrimental to surrounding properties because the future business park uses in the project area shall incorporate building heights, architectural materials, building orientations, setbacks, colors, screening, lighting and signage that are harmonious with adjacent lower intensity land uses.
4. The proposed zone change to SP (Specific Plan) is consistent with the SPA #8 designation of the Escondido General Plan that envisions a high quality business park, encouraging clean research and development, medical office and industrial park uses to expand Escondido's employment base, increase median incomes and improve the jobs/housing balance.
5. The proposed zone change will not conflict with any specific plans because the proposed SP zone has been selected to consistently implement the SPA #8 General Plan Land Use Designation that governs the project area.



ADDENDUM

to the

**CITRACADO PARKWAY EXTENSION PROJECT
FINAL ENVIRONMENTAL IMPACT REPORT
SCH #2007041061
Case No. ER 2006-10**

For the proposed

**ANNEXATION/REORGANIZATION, SPHERE OF INFLUENCE AMENDMENT
AND PREZONE FOR APPROXIMATELY 30 ACRES IN THE PROJECT AREA**

Prepared by:

City of Escondido
Planning Division
201 North Broadway
Escondido, California 92025

December 6, 2012

INTRODUCTION:

This Addendum to the Final Environmental Impact Report (FEIR) for the Citracado Parkway Extension Project, SCH No. 2007041061, has been prepared for the proposed annexation/reorganization, sphere of influence amendment and prezone for three parcels totaling approximately 30 acres within the project area (Project) in accordance with the California Environmental Quality Act (CEQA) Guidelines Section 15164. An Addendum is the appropriate document to address minor technical changes or additions to the previous EIR, certified on April 18, 2012. The FEIR is available for review at the City of Escondido Planning Department, which is located at 201 North Broadway, Escondido, CA 92025. The primary purpose of the Addendum is to review the potential environmental effects of a subsequent change to the land use designations within the project area that occurred on November 6, 2012, when the voters of Escondido approved Proposition "N" that ratified changes to land use designations in the Escondido General Plan.

This Addendum is also intended to provide information to determine if there are changes beyond those analyzed in the approved FEIR that would require the preparation of a Subsequent or Supplemental Environmental Impact Report (EIR) per Sections 15162-15163 of the State CEQA Guidelines. This section of the CEQA Guidelines would require a Subsequent or Supplemental EIR if any of the following conditions apply:

- Substantial changes are proposed in the project which will require major revisions of the previous EIR due to the involvement of new significant environmental effects or a substantial increase in severity of previously identified significant effects;
- Substantial changes occur with respect to the circumstances under which the project is undertaken which will require major revisions of the previous EIR due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects; or
- New information of substantial importance, which was not known and could not have been known with the exercise of reasonable diligence at the time the previous EIR was certified as complete.

Section 15164 of the State CEQA Guidelines states that an Addendum to an EIR may be prepared "if some changes or additions are necessary, but none of the conditions described in Section 15162 calling for preparation of a subsequent EIR have occurred." If none of the aforementioned conditions are met, a subsequent or supplemental EIR is not required. Rather an agency can:

- Decide that no further environmental documentation is necessary; or

- Require that an addendum be prepared.

Although the proposed project was analyzed as part of the FEIR for the Citracado Parkway Extension Project and there are no proposed changes to the project, an Addendum has been prepared to link the project to subsequent changes that occurred to Escondido General Plan Land Use Designations in the project area and were analyzed as part of the FEIR for the Escondido General Plan (PHG 09-0020), certified on May 23, 2012.

BACKGROUND INFORMATION:

Recent redevelopment of the City's downtown area and development of outlying rural areas have gradually changed land use patterns within the city boundaries to increasingly urbanized forms. This intensification of land uses results in increased traffic generation. The Citracado Parkway extension project is located near the southwesterly Escondido city limits, near San Marcos, and partially within an unincorporated area of San Diego County known as Harmony Grove. Harmony Grove has a San Diego County-approved Community Plan and is represented by the San Dieguito Planning Group and the Elfin Forest Harmony Grove Town Council. This transportation facility was included in the City's 1990 General Plan, and remained in the recently completed General Plan Update. Developments on the nearby light industrial parcels and the rapidly developing Escondido Research and Technology Center (ERTC), including Palomar Medical Center West, have placed an emphasis on completing planned transportation facilities. The progress of development in the ERTC, as well as the projected local traffic level, has refocused the need to complete this link of Citracado Parkway, providing an arterial connection to West Valley Parkway and enhancing the traffic circulation network within southwestern Escondido. On April 18, 2012, the Escondido City Council approved a Specific Alignment Plan for the Citracado Parkway Extension Project.

PROJECT DESCRIPTION:

In an effort to keep the Citracado Parkway extension project within the jurisdictional limits of Escondido, the City is proposing the annexation of three parcels crossed by or in proximity to the proposed roadway extension. One of the parcels is owned by the City of Escondido and the other two are under private ownership. The total area of the proposed annexation is approximately 30.06 acres. The three parcels included in the proposed annexation area are located south and east of Harmony Grove Road (APNs 235-040-05, 15 and 50), with the two private properties addressed as 2207 and 2327 Harmony Grove Road.

The proposal also includes an amendment to the City's Sphere of Influence and a Prezone for all three properties to the City's SP (Specific Plan) zone. The proposed SP Zone would implement the current Escondido General Plan land use designation of Specific Planning Area No. 8 that envisions a high quality business park, encouraging clean research and development, medical office and industrial park uses to expand Escondido's employment base.

The proposed annexation/reorganization would avoid the potential need for a joint jurisdictional operation and maintenance agreement between the County and the City for Citracado Parkway. All three unincorporated parcels are currently under the jurisdiction of the County of San Diego and are contiguous to the City's incorporated boundary; however, the parcels are located outside of the City's adopted sphere of influence (SOI). Annexation of the subject parcels would require Local Agency Formation Commission (LAFCO) approval of an amendment to the City's SOI to include the proposal territory prior to, or concurrently with, the proposed annexation.

Annexation of the subject territory to the City would require concurrent detachments from: the San Marcos Fire Protection District; County Service Area (CSA) No. 107 (Elfin Forest/Harmony Grove Volunteer Fire Department); and CSA No. 135 (San Diego Regional Communications System). The detachments are required because the City would assume those service responsibilities following the proposed annexation.

As the Project would involve LAFCO approval of multiple jurisdictional changes, the proposed LAFCO action would be identified as a reorganization to the City of Escondido.

CITRACADO PARKWAY EXTENSION PROJECT FEIR:

A Final Environmental Impact Report (City Log No. ER 2006-10) for the Citracado Parkway Extension Project and proposed annexation was certified on April 18, 2012. No changes are proposed to the three-parcel project area that was analyzed for potential annexation as part of that document.

Each of the three parcels was assigned a letter designation in the FEIR to facilitate the discussion on existing and proposed land use designations and zoning. As described in the County of San Diego 2020 General Plan, Parcel A (Dentt) has a split land use designation with the northern portion having Land Use designation Semi-Rural Residential (SR-2), and a small area in the southern portion having Land Use designation Rural Residential (RL-20). SR-2 has a maximum density of 1 unit per 2, 4, or 8 gross acres. RL-20 has a maximum density of 1 unit per 20 gross acres. Parcel B (Radcliff) is located in the Land Use designation SR-2, and Parcel C (City) is located in Land Use designation

RL-20. All three parcels are currently zoned as "A-70 Limited Agriculture" by the County Zoning Ordinance.

At the time the FEIR was certified, all three of these parcels already had been assigned land use designations by the City, as depicted in the City's General Plan, to guide future development in the event the properties were annexed to the City. An excerpt of the text from the FEIR is provided below:

Parcel A is designated "SPA #8", and Parcels B and C are designated "E2." The "SPA #8" category refers to Specific Plan Area #8, or Harmony Grove SPA, and allows for a high-quality industrial park with attractive structures while maintaining aesthetic and natural attributes to the site. The proposed zoning for Parcel A is S-P, a zone that corresponds to the "SPA" land use designation of the City's General Plan, which is reserved for large areas of land with unique physical and/or topographical features. A separate "Specific Plan" text, with customized development standards approved by the City Council, guides development within the zone. Extensive public improvements are required for SPA #8, including improvements of streets, particularly ones designated in the Circulation Element. Parcels B and C are designated "E2," which refers to Estate II – a category reserved for single-family suburban development and rural areas. Maximum density for E2 is sensitive to topography and is calculated according the following slope categories: 0-25%, 2 units per 1 acre; 25-35%, 1 unit per 1 acre; and 35+%, 1 unit per 20 acres.

Similarly, the FEIR analyzed potential prezone designations as noted in the excerpt below:

The City has not established zoning designations for the three unincorporated parcels; however, the City is required by state law to adopt prezoning designations for the subject territory, which must remain in effect for a 2-year period following the proposed reorganization. The City is proposing to assign a prezoning designation consistent with the City General Plan for each of the three parcels. These zoning designations include Specific Plan (S-P) for Parcel A and Residential Estates (R-E) for Parcels B and C. While the zoning designations for Parcels B and C remain generally consistent with those zoning designations currently assigned by the County of San Diego, the prezoning designation applied to Parcel A would change from the agricultural zoning designation applied to the parcel by the County to an industrial designation applied by the City, consistent with the City's General Plan SPA #8. This land use zoning change is likely to ultimately result in more intensified use of the site, through an industrial zoning designation, by facilitating

future development of the site for industrial uses. Land use changes such as this are more appropriately analyzed at a General Plan level and this more intensified land use has been a part of the City's approved General Plan since prior to 1990. Additionally, the City proposed land use designation E2 for Parcels B and C, which allows for a slightly higher density than the SR-2 and RL-20 current County designations allow. However, the increase in density would be minor and is therefore not anticipated to be a significant change in land use. Therefore, the proposed Project would be consistent with applicable approved land use policies and plans, and a less-than-significant impact to land use would result.

ESCONDIDO GENERAL PLAN FEIR:

Many current Escondido residents desire to work in the community but commute elsewhere due to insufficient local employment opportunities. Land use studies conducted for the General Plan Update revealed Escondido's low percentage of land area devoted for employment purposes compared with neighboring communities. This results in an 'out migration' of many residents who leave Escondido as part of their daily commuting pattern.

The City's employment opportunities are generally concentrated in the western area of the City along and south of SR-78, where both commercial and industrial centers currently exist. Several underutilized areas have been identified in the updated General Plan as additional "Opportunity Areas" that have the potential to accommodate employment growth. Opportunity Areas identified in the Escondido General Plan include an expansion of Specific Planning Area #8, both on the northern side near Palomar Hospital, and the southern side generally east of Harmony Grove Road where the project area is located. Within the three-parcel project area, Parcel A was already within SPA #8 prior to the update of the General Plan. Parcels B and C were evaluated for inclusion into SPA #8 as part of the FEIR for the General Plan.

A 121-acre study area (inclusive of Parcels B and C) identified as "ERTC South SPA #8" was evaluated in the General Plan FEIR for a change from the Estate II residential designation to the SPA #8 designation. The ERTC South SPA is partially developed with established single family residences that are scattered throughout the SPA. This SPA is bisected by Escondido Creek and the creek would remain a prominent feature of the area. Increased building heights and intensities would be focused along Citracado Parkway and in areas more distanced from existing residences to ensure compatibility. Specific attention would be given to achieving compatibility with semi-rural residential areas along the edges of the SPA by incorporating lower intensity land uses, building materials, heights, orientation, colors, screening, lighting and signage. Over time, the single family residences within the SPA would be phased out with

implementation of the General Plan Update. Residences are scattered throughout the SPA and do not represent a cohesive established community. Replacement of the residences with commercial, office, and industrial uses over time would not disrupt the physical arrangement of an established neighborhood. Therefore, the FEIR concluded the General Plan Update would not result in a significant land use impact.

Although the FEIR identified a conflict with the land use designations identified in the County of San Diego General Plan and the San Dieguito Community Plan, the City's land use designations would not apply to these areas unless the unincorporated area was annexed into the City. The FEIR noted that in the event of annexation, the proposed project would be subject to the applicable land use plan for the area. Goals and Policies evaluated in the FEIR and approved as part of the Escondido General Plan require the City to recognize the community plans approved by the County Board of Supervisors and collaborate with annexing property owners to retain desired components of their community plans. Therefore, impacts related to conflicts with applicable land use plans are less than significant.

FINDINGS:

The proposed project is consistent with both the Citracado Parkway Extension Project FEIR and the Escondido General Plan FEIR and will not result in any new environmental impacts. There are no changes proposed to the annexation project boundary or governmental reorganizations analyzed in the Citracado Parkway Extension Project FEIR. Changes to the land use and zoning designations within the annexation project area have been analyzed by the Escondido General Plan FEIR. There are no substantial changes in the proposed project or the circumstances in which the project is undertaken that will require major revisions of the previous FEIR's. Therefore, none of the conditions defined in Sections 15162 and 15163 of the State CEQA Guidelines has been met that would require preparation of a subsequent or supplemental EIR.

DOCUMENT AVAILABILITY:

The certified Final EIR's and technical appendices referenced in this document are available for review at the City of Escondido, Planning Division, 201 North Broadway, Escondido, California, 92025. The documents also have been posted on the Planning Division section of the City of Escondido website. Written comments should be directed to the Planning Division, attention Bill Martin, Principal Planner.

Chairman

November 16, 2011

Carl Hilliard
Councilmember
City of Del Mar

Vice Chairwoman

Dianne Jacob
County Board of
Supervisors

Members

Bill Horn
County Board of
Supervisors

Bud Pocklington
South Bay
Irrigation District

Mark Lewis
Mayor
City of El Cajon

John Ingalls
Santa Fe
Irrigation District

Andrew L. Vanderlaan
Public Member

Lorie Zapf
Councilmember
City of San Diego

Alternate Members

Greg Cox
County Board of
Supervisors

Sherril Lightner
Councilmember
City of San Diego

Jim Janney
Mayor
City of Imperial Beach

Jo MacKenzie
Vista Irrigation District

Harry Mathis
Public Member

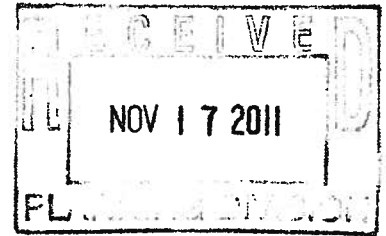
Executive Officer

Michael D. Ott

Counsel

Thomas Bosworth

Bill Martin, Principal Planner
City of Escondido Planning Division
201 North Broadway
Escondido, CA 92025-4671



SUBJECT: Request for Comments: Proposed Sphere of Influence Amendment, Prezone, and Annexation for the Citracado Parkway Extension Project (PHG 11-0036)

Dear Mr. Martin:

Thank you for providing the San Diego Local Agency Formation Commission (LAFCO) an opportunity to provide comments on the above referenced project. LAFCO is empowered by the California State Legislature with discretionary authority over proposed changes to local government organization, extension of municipal services, and any associated sphere of influence actions (California Government Code § 56000, et seq.).

LAFCO is directed to exercise its discretionary authority in a manner that encourages orderly development and growth while fulfilling many regional priorities, such as accommodating additional growth within, or through the expansion of local agency boundaries. LAFCO is also required to consider the impact that proposed jurisdictional changes may have on providing necessary governmental services and housing for persons of all incomes.

Therefore, we offer the following comments:

- On October 14, 2011, San Diego LAFCO submitted comments regarding the proposed project's draft Environmental Impact Report. We are pleased that our EIR comments have been incorporated into the Supplemental Project Description for this project. The Supplemental Project Description adequately identifies the project's need for LAFCO approvals, the required jurisdictional changes, and the existing and proposed land use designations for the subject territory; therefore, San Diego LAFCO has no additional comments at this time.

Should you have any questions, or if San Diego LAFCO may be of any further assistance, please contact me at (858) 614-7755.

Sincerely,

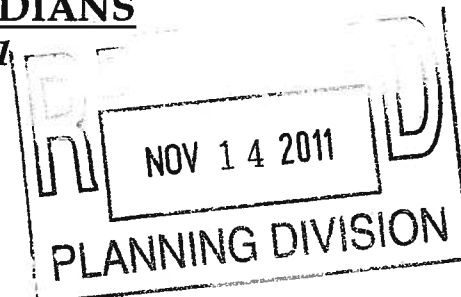
ROBERT BARRY, AIGP
Local Governmental Analyst

RB:trl

SAN LUIS REY BAND OF MISSION INDIANS

**1889 Sunset Drive • Vista, California 92081
760-724-8505 • FAX 760-724-2172
www.slrmissionindians.org**

November 14, 2011



Mr. Bill Martin
Principal Planner
Planning Division
City of Escondido
201 North Broadway
Escondido, CA 92025-2798

VIA ELECTRONIC MAIL
Bmartin@escondido.org

RE: COMMENT LETTER ON ANNEXATION AND SPHERE OF INFLUENCE AMENDMENT REGARDING HARMONY GROVE; CITRACADO PARKWAY SPHERE AMENDMENT, ANNEXATION/REORGANIZATION AND PREZONE. (CITY PROJECT NO. PHG 11-0036)

Dear Mr. Martin:

Thank you for the opportunity to submit the following comments regarding the Annexation and Sphere of Influence Amendment for the Harmony Grove area (“Amendment”) relating to the Citracado Parkway Extension DEIR (“Project”). We, the San Luis Rey Band of Mission Indians (“Tribe”), understand that three parcels of the Project area extend beyond the existing city limits and the sphere of influence for the City of Escondido (“City”). The Tribe further understands that it is the desire of the City to have these three parcels that currently reside within the jurisdiction of the County of San Diego (“County”) be annexed into the jurisdiction of the City, preferably before the Project’s FEIR approval and certification. These three parcels are located south and east of Harmony Grove Road (APNs 235-040-05,15 and 50) within the Elfin Forest Harmony Grove Community Plan.

In regards to this Amendment and in relation to this Project, the Tribe has several concerns. If the annexation is approved pre-Project EIR Certification and/or is approved concurrently with the Project EIR, then the Tribe would prefer that three of the original conditions of the County, as evidenced within their February 7, 2007 Notice of Preparation Comment Letter (“NOP Letter”), be adhered to in the Final EIR/Annexation Amendment. The first such concern and/or condition, is for the faded rock art panels located at the Project site be digitally recorded and computer enhanced to illustrate in the archaeological record the image portrayed on the rock. See NOP Letter, Specific Conditions 17(f)(1)(f)(i).

The second and third concerns are in relation to different phrases of the grading permit process. The second concern and/or condition, is the requirement that prior to approval of any grading or improvement plans, that the City implement a Grading and Monitoring Plan. *See* NOP Letter, Specific Conditions 17(1)(1). The third concern and/or condition, is the requirement that prior to the Final Grading Release, a final report from the contracted archaeologist needs to be provided to the Tribe(s) and the City whereby the results, analysis and conclusions of all phases of the Archaeological Monitoring Program are documented. *See* NOP Letter, Specific Conditions 17(1)(2)(h). These requirements would necessarily be incorporated into the FEIR of the Project if the three parcels remained in the County's jurisdiction; however, if they are annexed into the City's jurisdiction prior to the Project's EIR certification, the Tribe would prefer for these conditions to be placed upon the Project EIR with or without the County's involvement.

The last concern of the Tribe is in regards to the Pre-zone of the areas subject to Annexation/Reorganization. Given the sensitive and rich cultural landscape of the area, the Tribe is concerned that the City may entertain a zoning ordinance that would allow a large population of residences in the designated parcel areas. Large populations of residents or visitors increase the likelihood of our sacred sites being vandalized and/or destroyed. Therefore, the Tribe respectfully requests to be kept apprised of the area's proposed zoning classifications as continued consultation under Senate Bill 18.

In conclusion, it is the Tribe's concern that if the Annexation occurs prior to and/or concurrent with the Citracado Parkway Project, that the City have that Project's FEIR include the requirements that (1) the faded rock art panels be digitally recorded, (2) the City implement a Grading and Monitoring Plan prior to the approval of a grading plan, and (3) a final report documenting the results, analysis and conclusions of the Archaeological Monitoring Program be provided prior to the Final Grading Release. Moreover, the Tribe is opposed to the Annexation area being zoned for large housing populations that threaten the safety and protection of our sacred sites.

As always, we look forward to working with the City of Escondido in protecting our invaluable Luiseño cultural resources and sacred sites.

Sincerely,



Merri Lopez-Keifer
Tribal Legal Counsel

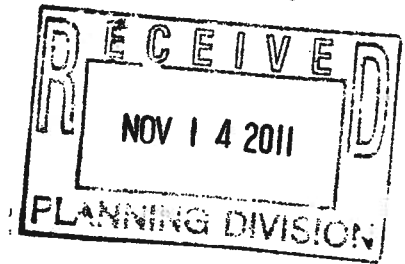
cc: Mel Vernon, SLR Captain
Carmen Mojado, SLR Secretary of Government Relations and President of
Saving Sacred Sites



San Diego County Archaeological Society, Inc.

Environmental Review Committee

9 November 2011



To: Mr. Bill Martin, Principal Planner
Planning Division
City of Escondido
201 North Broadway
Escondido, California 92025-2798

Subject: Request for Comments
Request for a Sphere of Influence Amendment, Annexation and Prezone
Citracado Parkway Extension Project

Dear Mr. Martin:

Thank you for providing the subject Request for Comments to us. Based on the information contained in the Request for Comments and the DEIR for the Citracado Parkway Extension Project, we have the following comment:

The absence of archaeologists on the Escondido Planning Division staff means that the City will be relying more heavily on the applicant's consultants for any future projects on the privately-owned parcels. By comparison, the County's Department of Planning and Land Use staff includes at least three archaeologists, so there is in-house expertise to evaluate the applicant's consultant's analysis and recommendations, and to "push back" if necessary. This situation is a particular concern because of the highly sensitive cultural resources within the area proposed for annexation. While it would resolve this concern if the City were to hire cultural resource specialists, we acknowledge that this is unlikely. An alternative would be for the City to commit to retaining the services of a qualified archaeologist, independent of the applicant's, for assistance when processing future projects on the annexed parcels.

Please continue to include SDCAS in the distribution of environmental documents for projects in this culturally-sensitive area.

Sincerely,

A handwritten signature in black ink, appearing to read "James W. Royle, Jr.".

James W. Royle, Jr., Chairperson
Environmental Review Committee

cc: SDCAS President
File