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RESOLUTION NO. R-259442

(R. 80-771)

WHEREAS, the City Council has fully considered the evidence, opinions and contentions of the City of Del Mar and the County of San Diego, and other interested parties; and

WHEREAS, the City Council has fully considered the impacts of the approval of the precise plan and the ultimate development of North City West Community Plan upon neighboring jurisdictions, including the City of Del Mar and the County of San Diego, and their relationship to the regional welfare; and

WHEREAS, the City Council has determined that the environmental and fiscal impacts associated with the development of the precise plan and the North City West Community Plan upon the City of Del Mar and the County of San Diego, and others, are reasonable and not unduly burdensome under all of the circumstances; and

WHEREAS, the City Council has weighed the competing interests, including the need for housing locally and regionally, the desirability of orderly provision of public facilities, the desirability of development in the urbanizing areas of the City through master planned, balanced communities, the need for equitable spreading of the burdens of accommodating additional population, equitable balancing of the burden of traffic circulation, the burdens of increased demand for public services and recreation locally and regionally, and other relevant

considerations, and has determined that said approval and development in accordance therewith are consistent with the regional welfare and represent a reasonable reconciliation and accommodation of competing interests on a regional basis; NOW, THEREFORE,

BE IT RESOLVED, by the Council of The City of San Diego, that the findings attached hereto are adopted as the findings of this Council regarding its approval of Carmel Valley, the first neighborhood of North City West.

APPROVED: JOHN W. WITT, City Attorney

John K. Riess, Deputy

JKR:1co:623.4 10/23/79

Or.Dept.:Planning

ENVIRONMENTAL IMPACT REPORT FINDINGS FOR CARMEL VALLEY--THE FIRST NEIGHBORHOOD OF NORTH CITY WEST

The following findings are recommended relative to the conclusions of the final environmental impact report (EIR) and supplement for the proposed Carmel Valley Precise Plan and Planned District Ordinance (Carmel Valley-The First Neighborhood of North City West, EQD Numbers 76-02-25P and 76-02-25P, S-1). These findings have been prepared pursuant to Sections 15088 and 15089 of Title 14 of the California Administrative Code and to Section 21081 of the California Public Resources Code.

FINDINGS

A. The City Council, having reviewed and considered the information contained in the final, revised EIR and EIR supplement for the proposed <u>Carmel Valley Precise Plan</u> and Planned District Ordinance (<u>EQD Numbers 76-05-25</u> and 76-05-25, S-1), finds that changes or alterations are being required in, or have been incorporated into, the project which mitigate or avoid the significant environmental effects thereof, as identified in the final EIR. Specifically:

Land Use

Impact. The project, that is, the Carmel Valley Precise Plan, Planned District Ordinance, and financing plan, would initiate urbanization in North City West, resulting in essentially irreversible and unavoidable changes in the total range of the environment (EQD 76-02-25P, p. 10; 76-02-25P, S-1, pp. 15-17)

Finding. Mitigation of the impacts of urbanization on rural lands has been achieved to the extent feasible through a number of actions by the City of San Diego in concert with various community groups and organizations. The City of San Diego has determined that the North City West community is one of the next logical locations for residential growth. Actual events leading to this decision include:

a. Adoption, in 1967, of the first Progress
Guide and General Plan. This document was
the initial step in controlling and focusing
growth within the city. It anticipated development of North City West prior to 1985.

- Adoption of the North City West Community Plan (February 27, 1975) and an accompanying environmental impact report (EQD 73-6-003C). Specific land uses within the community planning area were recommended following environmental, population, housing, and employment studies. Six plan elements were devised to control the provision of housing, commercial facilities, industrial facilities, parks, recreational areas and open space, transportation systems, and public services and facilities. The plan also included a discussion of implementation and financing tech-Key elements in the implementation of the community plan are 1) the phasing of all development by the creation of precise plans, or specific neighborhood areas, which require discretionary action and hence detailed environmental review prior to approval and 2) the general intent by the city that necessary public facilities be provided concurrent with need and be financed by charges against the land only within the planning area.
- City Council Resolution No. 218894 (7/20/77) approving the conceptual strategy described in A Residential Growth Management Program for San Diego (City of San Diego 1977). That strategy ". . . supports neither unlimited expansion nor no growth. Rather, it conceives that urban growth will occur in logically defined increments phased with and/or adjusted to the city's capacity to accommodate growth" (p. 8, Summary and Conceptual Strategy). Included in the work program for residential growth management was the consideration of five growth scenarios, which differed in the amount of land designated as Tier III. "Tier III consists of developing areas where the need exists to provide community facilities to serve new growth" (p. 20).

The tier concept was developed by Dr. Robert Freilich in cooperation with city planning staff as part of the initial investigations into managed growth, described in A Growth Management Program for San Diego (Freilich 1976). A background report for the growth management program, "Tier III Alternatives"

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(City of San Diego 1976), indicated "the most important criteria utilized in the selection of areas for inclusion into each of the [Tier III] alternatives were community plan boundaries and the availability of community facilities and improvements" (p. 1). Criteria suggested for evaluating Tier III proposals include 1) the inclusion of an area within [an] adopted community or master development plan and 2) the ability and capacity of the existing water supply and distribution system to provide for the needs generated by the proposed development (p. 28, Summary and Conceptual Strategy). North City West was considered as a Tier III community in all five alternatives.

The incorporation of the residential growth management conceptual strategy into the 1979 revision of the Progress Guide and General Plan for the City of San Diego through an introductory chapter "Guidelines for Future Development." The general plan was reviewed by the Planning Commission and was adopted by the City Council on February 26, 1979, after a number of public workshops and hearings on individual plan elements as well as on the plan as a whole. A portion of the public review was accomplished by means of a comprehensive EIR (EQD 77-09-20) and EIR supplement (EQD 77-09-20, S-1), which addressed in detail the growth management concepts leading to the formulation of the summary guidelines. For the general plan, the tier designations were replaced with new terminology. City West is now designated a "Planned Urbanizing Area." "Land [in the Planned Urbanizing Area] will be opened for urbanization in a staged, contiguous manner through the orderly extension of public facilities and the provision of housing for a variety of income levels" (p. 31, Progress Guide and General Plan).

Finally, the Planned District Ordinance and financing plan serve as mitigation measures in and of themselves in that they: a) establish strict controls on the type and form of development, and b) assure facilities provision concurrent with need.

Impact. The long-term phasing of the financing cannot assure that community development will take place as currently planned. There may be an impact to the community in terms of the type and amount of housing to be provided (EQD 76-02-25P, p. 10; 76-02-25P, S-1, pp. 15-17).

Finding. While there is necessarily some uncertainty as to the specific land uses in the community a number of years hence, the financing plan, Planned District Ordinance, and "precise plan" development concept of the community plan are mitigations in and of themselves in that they retain the capacity of a flexible response to changing conditions in the region. It is understood that over time, the economic, social, and environmental situation in the area may be altered, precipitating new goals and necessitating new technology for development and growth. Because North City West neighborhoods will develop under precise plans, because each precise plan area will require separate implementing ordinances and financing plans, and because the financing plans will be subject to continuing review by the City Manager, the guidelines for development of the community will be constantly tested and reinforced. All future discretionary actions will require environmental review, allowing a stepby-step reevaluation of the process and progress of the community.

2. Growth Inducement

Impact. Development of the community would extend peripheral urban growth, with the potential of directly and indirectly stimulating urbanization of other undeveloped property in the north city area and in adjacent county communities through the provision of services and public facilities (EQD 76-02-25P, p. 11; 76-02-25P, S-1, pp. 19-20).

Finding. To the extent that growth inducement is anticipated, mitigation may be realized through the existing project review process. Any project proposed adjacent to Carmel Valley/North City West in other portions of the northern city area or within neighboring county communities that would require a discretionary action by any jurisdiction is subject to the requirements of the California Environmental Quality Act. As such, each such project must undergo a complete environmental review by a jurisdiction as well as public review. Where feasible, mitigation of significant effects is required by law (Section 21002.1, Public Resources Code) of each public agency proposing to approve or carry out a project. Additionally, the City of San Diego, the County of San Diego, and the City of Del Mar have general plans and/or community plans which designate appropriate land uses for

areas adjacent to North City West. Any future development must be consistent with the policies of these plans. This process would mitigate to the extent feasible the adverse effects on the environment resulting from continued growth in the north city area.

Areas to the north and west of North City West within the City of San Diego are designated in the Progress Guide and General Plan as areas for future urbanization, not considered for development until after 1995. Therefore, such areas can be developed only under their existing zoning of A-1-10. There is another requirement in the city's general plan that the provision of community facilities be the responsibility of the developer, so that any new large-scale development would face the same constraints as those currently being imposed on North City West, including the existing project review process described above.

3. Urban Support Services: School Facilities

Impact. The Carmel Valley neighborhood will result in the addition of 1,200 students to district rolls. The entire North City West community will have approximately 12,000 students when completed (EQD 76-02-25P, pp. 12-13; 76-02-25P, S-1, pp. 21-23 and 67-75).

Finding. The North City West community plan requires the provision of adequate school facilities. The school financing plans, as set forth in the Planned District Ordinance, will require that necessary educational facilities be available concurrent with the need for such facilities. The collection of fees or other alternative funding vehicle approved by the City Council prior to the issuance of building permits, combined with the phasing of the project over a twenty-year period, will assure a constant supply of funds available for the planning and construction of school facilities within North City West. The Planned District Ordinance has also established that no filing of final subdivision maps can take place until the school financing program is resolved.

4. Urban Support Services: Traffic

Impact. The development of Carmel Valley and the whole of North City West will impact roadways in the City of Del Mar, as well as the capacity of Interstate 5 (EQD 76-02-25P, pp. 18-20; 76-02-25P, Sl, pp. 31 and 63-67).

Mitigation. The City of San Diego has, to the extent feasibile, minimized anticipated traffic impacts by

designing a self-contained, balanced community with a variety of land uses, such as commercial, industrial, and residential. However, it remains an impact.

5. Urban Support Services: Fire and Police Protection

Impact. The Carmel Valley neighborhood would require the establishment of a new police beat and would place demands on an existing fire station at Mercado Road and Del Mar Heights Road. The entire North City West community would require approximately 40 police officers and a new fire station (EQD 76-02-25P, pp. 20a-21; 76-02-25P, S-1, p. 33).

Finding. Mitigation of police and fire protection needs has been realized through the establishment of the North City West financing plan, which, through community oriented facilities impact fees, provides for fire stations and police facilities.

6. Water Quality

Impact. The project, as well as the development of the entire community, would incrementally degrade surface water and groundwater by increasing runoff and sedimentation into Penasquitos Lagoon. The lagoon represents an extremely valuable biological resource, being itself a rare and endangered community and supporting several rare and endangered bird species. It is presently being impacted by excessive inputs of chemical and organic wastes and sediments from a number of sources (EQD 76-02-25P, pp. 22-24; 76-02-25P, S-1, pp. 36-37 and pp. 58-63). San Dieguito Lagoon may also be impacted by development in the northern parts of the community. The biological impacts of the project on coastal lagoons are discussed in sections A.9. and C.6. of these findings.

Finding. The precise plan incorporates measures which will minimize the sediment yield from developing areas during grading and construction, stabilize slopes and minimize erosion within the project area after its completion, and reduce the impact of storm runoff on downstream lands. The collective effect of these measures is to reduce the magnitude of the impacts from this project to insignificance. Measures incorporated into the precise plan include:

a. Preparation of a comprehensive landscaping and irrigation plan for all graded slopes to provide for rapid stabilization of slope areas

- b. Close phasing of grading operations and slope landscaping and building construction to reduce the period when bare slopes are susceptible to erosion
- c. Project design which preserves natural topography, unique geologic formations, and native vegetation to the fullest extent possible
- d. The use of contour grading techniques to reduce harsh, manufactured slopes, utilizing rounded top and toe of slopes which blend into natural contours wherever possible
- e. Minimize the heights of cut and fill slopes wherever possible, while varying the gradient of long horizontal banks
- f. Utilization of slope gradients that can readily support landscaping
- g. Construction of permanent energy dissipators and settling/catchment basins with regular, long-term maintenance
- h. Provision of a system of bladed ditches at flat gradient across larger graded padded areas to allow on-site entrapment of silt during construction.

The Planned District Ordinance requires the preparation of a comprehensive drainage plan for the entire precise plan area before the approval of any tentative maps. The contents of such a plan shall be of a specificity to assure that sedimentation after urbanization will not exceed that which occurs naturally.

In addition, the precise plan suggests the following voluntary measures to be utilized by future residents:

- a. Use of native vegetation in individual landscaping plans
- Use of automated sprinkler systems controlled by soil moisture sensing devices
- c. Use of drip irrigation systems where appropriate.

A thorough and efficient street sweeping program and the use of native species landscaping will reduce the generation of runoff water pollutants to insignificant levels.

7. Biological Resources

Impact. Development in the Carmel Valley neighborhood will result in a decrease in wildlife diversity because of a general loss of habitat. Additionally, small populations of two rare and endangered (as designated by the California Native Plant Society) plant species, Del Mar Manzanita and San Diego Barrel Cactus, could be affected. Within the community as a whole, similar impacts can be anticipated as each succeeding precise plan area is surveyed (EQD 76-02-25P, pp. 26-27; 76-02-25P, S-1, pp. 38-39). Other impacts to the Penasquitos Lagoon and San Dieguito Lagoon habitats have been discussed under the preceding Water Quality section of these findings, A.8., as well as section B.4.

Finding. Although the impacts of urbanization on wildlife habitats are not fully mitigable, various actions inherent to the precise plan will achieve partial mitigation. These include:

- a. Over 13 percent of the land within the precise plan boundary will be retained as permanent open space. These open space areas are coincident with the steepest, most topographically variable slopes. It is these areas which support the densest and most diverse elements of the chaparral community. Virtually all of the designated open space is presently occupied by mature chaparral.
- b. The precise plan provides specific guidelines for the landscaping of common areas and manufactured slopes. These areas, although dominated by nonnative plant species, will support a considerable native fauna. A variety of avian and other vertebrate forms will occupy these landscaped areas, especially as the landscaping matures. This suite of species will be noticeably different from that of a mature chaparral community but will be equally diverse.
- c. Wherever feasible, native species in conjunction with other drought-resistant plants will

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be utilized as a part of the landscaping program, especially in those areas where there is a transition from natural to manufactured slopes.

d. Existing populations of the two rare and endangered plant species are located primarily
on existing steep slopes within the project
boundaries. The proposed precise plan
retains these slopes in natural open space,
thereby preserving the majority of the individuals of these two species and reducing the
potential impacts to a level of
insignificance.

As subsequent precise plan areas are proposed, detailed biological resource surveys will be required as part of the environmental processing. Throughout the community, an attempt will be made to create a continuous open space linkage to the Carmel Valley and hence to Penasquitos Lagoon. In this way, wildlife corridors will be maintained.

8. Energy Conservation

Impact. Assuming current per unit and per capita consumption patterns, the Carmel Valley first neighborhood could be expected to consume approximately 1,039,000 kilowatt-hours (kwh) of electricity, 146,000 therms of natural gas, and 286,000 gallons of gasoline per month. The entire North City West community would consume per month 13,072,000 kwh of electricity, 987,000 therms of natural gas, and 1,973,000 gallons of gasoline (EQD 76-02-25P, p. 28; 76-02-25P, S-1, p. 41).

Finding. As a new community, North City West has the potential to serve as a model for the use of state-of-the-art technology in the field of energy conservation, since the phasing of the project allows for the incorporation of new products and techniques as each phase is developed.

The community plan and precise plan include a number of passive design features that will aid in conserving energy. The community is designed to be self-contained, with most external trips to resources or services of a regional nature. As a self-contained community, it will contain a continuous linkage of alternate transportation routes for pedestrian and bicycle usage. Other features more specifically applied to individual buildings include landscaping and

building design, recommendations which will take advantage of natural climatic conditions and avoid reliance on artificial climate controls. Builders and developers shall comply with all city and state regulations regarding the use of energy-efficient designs and materials in all construction.

9. Landform and Topographic Alteration

Impact. Landform modifications to develop the Carmel Valley project as well as the whole of North City West would irreversibly alter natural topographic features of the site (EQD 76-02-25P, p. 30; 76-02-25P, S-1, p. 43).

Finding. The impact of topographic alteration has been partially mitigated through the establishment of design and grading regulations in the community plan and precise plan. These include:

- a. the preservation of natural topographic characteristics and unusual geologic formations and native vegetation
- b. the use of contour grading to blend manufactured slopes with natural slopes
- the minimization of the height of cut and fill banks and the use of slope gradients that can readily support landscaping.

Other recommendations are contained in the design element of the precise plan and will serve to minimize the impact of topographic modification.

10. Archaeological Resources

Impact. The Carmel Valley project would result in the destruction of archaeological site NCW-4. Future development in North City West has the potential to impact sites within the community and along Carmel Valley Road, if widened in the future (EQD 76-02-25P, p. 32a; 76-02-25P, S-1, p. 46).

Finding. Prior to the approval of a final map which would include site NCW-4, mitigation will be accomplished by the preparation of a surface map and collection of artifactual materials, and by the preparation of a professional report on the findings of the mapping and collection.

Prior to future development within North City West or widening of Carmel Valley Road, archaeological

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surveys and necessary mitigation will be performed under the direction of a qualified archaeologist in accordance with City of San Diego regulations. Depending on the nature of the resource, mitigation may include collection, mapping, excavation, or preservation.

11. Visual Quality

Impact. Development of the Carmel Valley first neighborhood will be the first stage in the ultimate conversion of over 4,000 acres of rural and natural land to an urban/suburban landscape (EQD 76-02-25P, p. 33; 76-02-25P, S-1, p. 47).

Finding. Partial mitigation of development-related impacts will be achieved through the enforcement of the community plan and precise plan, which propose strict landscaping and architectural controls as well as grading regulations and open space requirements. All of these recommendations for the design of the community should maintain the basic topography and character of the site and reduce the overall visual impact of the development.

12. Physical Environment: Air Quality

Impact. The resultant increase in air pollution emissions from Carmel Valley and North City West would contribute to the degradation of regional air quality. The project would cause substantial production of vehicle pollutants and would consume unnecessarily large amounts of energy until the community becomes fully self-contained with the requisite support services and facilities (EQD 76-02-25P, pp. 34-35; 76-02-25P, S-1, pp. 48-50).

Finding. Certain requirements were incorporated into the North City West Community Plan which provide partial mitigation of anticipated air quality impacts. The central location of the elementary school and park, the proximity of Torrey Pines High School, and the provision of bicycle and pedestrian paths will contribute to reductions in both the numbers and lengths of automobile trips. Reduction in numbers and lengths of vehicular trips contributes directly to the reduction in air pollutants that might otherwise be expected.

In addition, the location of the North City West communities in close proximity to industrial centers represents part of the city's ongoing effort to encourage placement of residential and employment centers in a close regional context. This juxtapositioning should contribute

significantly to a reduction in the average length of trips originating in Carmel Valley and, therefore, constitute a partial mitigation of anticipated air quality effects. Approved or proposed industrial projects within four miles of Carmel Valley include El Camino Real Business Park (proposed), the Lusk Industrial property (approved), Campus Point (approved), and Sorrento Park (proposed). The precise plan also suggests the encouragement of park-and-ride facilities and ride-sharing by employers and residents in the area. These mitigation measures are supported as part of the balanced communities tactic (T9) described in Regional Air Quality Strategies for the San Diego Air Basin. As discussed in Section A.4. of these findings, the RAQS has not been approved by the EPA.

13. Physical Environment - Noise

Impact. Traffic flows along major roadways within and adjoining the North City West community may generate noise levels not compatible with residential development. (EQD 76-02-25P, p. 36; 76-02-25P, S-1, pp. 50-51).

Finding. This impact cannot be mitigated at this time. However, a number of mitigation measures can be applied on a project-by-project basis as individual subdivisions are found to have noise impacts. For external environments, various barriers such as earthen berms, masonry walls, or slope breaks can be constructed to reduce noise. For the internal environment, mitigation may be accomplished by building orientation on the site, increased insulation, or air conditioning.

14. Cumulative Impacts: Coastal Resources

Impact. The development of the Carmel Valley first neighborhood, the ultimate development of North City West as a whole, and the buildout of the general north city/mid-county area will result in the increased use of coastal recreational areas as well as other coastal resources (EQD 76-02-25P, S-1, pp. 53-57).

Finding. The City of San Diego has minimized the direct impact of North City West on coastal resources through the planning of a balanced, self-contained community. The community plan and precise plan include a variety of commercial, industrial, recreational, and educational uses which will partially avoid coastal interactions. The provision of community services and facilities will be phased as each precise plan area develops. Existing project review processes

will assure services concurrent with demand, avoiding shortor long-term dependence on coastal areas.

15. Cumulative Impacts: Neighboring Jurisdictions

Impact. The development of the Carmel Valley first neighborhood and the ultimate development of North City West as a whole will result in a suite of land use and growth inducing impacts on neighboring jurisdictions and communities (EQD 76-02-25P, S-1, pp. 57-58).

Finding. Through the planning and design of a self-contained community, the city has, to the extent possible, attempted to minimize the impact of development on adjacent communities. The phasing of community facilities and commercial, recreational, and industrial development, as well as the provision of educational facilities, should minimize the general impacts on adjacent areas and avoid shortor long-term dependency on adjacent community services. The results of a fiscal and economic impact analysis conducted by the City of San Diego show that the only capital facilities or resources significantly impacted on a long term basis are beaches; other facilities should experience a usage tradeoff between and among jurisdictions.

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B. The City Council, having reviewed and considered the information contained in the final, revised EIR, finds that the following changes or alterations which mitigate or avoid the significant environmental effects of the project are within the responsibility and jurisdiction of another public agency.

1. Growth Inducement

Impact. Development of the community would extend peripheral urban growth, with the potential of directly and indirectly stimulating urbanization of other undeveloped property in the north city area and in adjacent county communities through the provision of services and public facilities (EQD 76-02-25P, p. 11; 76-02-25P, S-1, pp. 19-20).

Finding. The control of development trends in areas adjacent to North City West will be realized primarily through the enforcement of the city's Progress Guide and General Plan, which has designated outlying lands as "Future Urbanization Areas," not suitable for development until after 1995. The County of San Diego has, through its general plan and growth management program, made similar designations for areas under its jurisdiction.

For county lands in proximity to North City West, the land uses are considered as "currently urbanized" or suitable for "estate-type low density" development. The enforcement of county policies in regard to development in the general area of North City West should serve to further mitigate any potential growth inducing impacts of large-scale community development.

To a large extent, the generalized growth in the San Diego region results from in-migration. San Diego, like other parts of the state, is an area perceived as having a particularly desirable climate and quality of life. A variety of factors have contributed to San Diego's rapid growth rate, which continues despite exceptionally high housing prices. Many agencies and organizations, both privately and publicly funded, are involved in efforts to promote economic development and tourism in the region, which has as a necessary by-product the relocation of households to this area.

A policy framework designed to accommodate rather than discourage new residents is implicit in the planning programs of not only the City of San Diego but also the County of San Diego and the Comprehensive Planning Organization as well. Therefore, the growth inducing impacts that might be attributed to any singular development are in fact

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representative of a larger regional issue that is under the joint control or responsibility of a number of other agencies and jurisdictions as well as the City of San Diego. Recent fiscal and economic impact analyses by the city and county of San Diego indicate that in fact NCW may serve to reduce the growth pressures on other areas by providing a locational balance in housing. Without the community of NCW, growth in other north city and north county areas would increase.

2. Urban Support Services: Schools

Impact. Implementation of the Carmel Valley first neighborhood would ultimately result in the addition of 1,200 students to district roles. The entire North City West community anticipates approximately 12,000 students (EQD 76-02-25P, pp. 12-13; 76-02-25P, S-1, pp. 21-23, and pp. 67-75).

Finding. The North City West Community Plan specifically requires that necessary public facilities be financed by property owners. The Planned District Ordinance requires the existence of a school financing program as a condition to the issuance of any final subdivision map. San Dieguito Union High School District, which encompasses the Del Mar Union Elementary School District and Solana Beach Elementary School District, currently collects per-unit school development fees under the provisions of SB 201. At this point, the school districts determine capacity in accordance with City Council policies 600-10 and 600-20. While the City of San Diego has attempted to ensure cooperation among the districts and to involve them in the city's decision-making process, the responsibility for the impact on schools is the final responsibility of the school districts involved.

3. Urban Support Services: Traffic

Impact. The development of Carmel Valley and the whole of North City West will impact roadways in the City of Del Mar as well as the capacity of Interstate 5 (EQD 76-02-25P, pp. 18-20; 76-02-25P, S-1, p. 31, 63-67).

Finding. At least partial responsibility for the impacts of traffic from Carmel Valley/North City West lies with the City of Del Mar, State of California (CALTRANS), and

County of San Diego, in that the buildout of North City West and other north city/county coastal areas will amplify an existing coastal access problem. Del Mar Heights Road is currently built as a four-lane major street throughout most of its one-mile length from the coast to I-5. As such, it is an important access route to beach and state park resources. Alternate coastal access routes from the project area would be Via de la Valle, approximately two miles to the north, or Carmel Valley Road, approximately three-quarters of a mile to the south. Carmel Valley Road is currently only two lanes; Via de la Valle has the width to accommodate four lanes but is currently striped to only two lanes. Since both roads are in the coastal zone, their expansion would require a California Coastal Commission permit.

Other traffic impacts on I-5 from generalized north city growth may demand a regional solution when those communities become built out. The most recent projections of 1995 traffic volumes for I-5 assumed no alternate east-west routes, which had been in earlier projections. I-5, at least between Carmel Valley Road and I-805, could be expanded from its current four lanes to between 10 and 12 lanes. This would be a State of California responsibility and was anticipated when State Highway 56 was still planned. Even though Route 56 is not necessary to accommodate the first 10,000 units of NCW, it does have a regional significance considering the anticipated buildout of the north city and north county areas and as such should be reconsidered by CPO and the State of California for inclusion in the Regional Transportation Plan. It may be expected that San Diego Transit will commence transit service to the project site and thus provide an additional transportation alternative for area residents.

4. Water Quality

Impact. The project, as well as the development of the entire community, would incrementally degrade surface water and groundwater by increasing runoff and sedimentation into Penasquitos Lagoon. The lagoon represents an extremely valuable biological resource, being itself a rare and endangered community and supporting several rare and endangered bird species. It is presently being impacted by excessive inputs of chemical and organic wastes and sediments from a number of sources (EQD 76-02-25P, pp. 22-24; 76-02-25P, S-1, pp. 36-37 and pp. 58-63). San Dieguito Lagoon may also be impacted by development in the northern parts of the community. The biological impacts of the project on coastal lagoons are discussed in sections A.8. and C.5. of these findings.

Finding. Los Penasquitos Lagoon is affected, to a greater or lesser extent, by developments throughout its 95 square mile drainage basin. A major method of mitigating the effects of cumulative development within the lagoon watershed is to establish a sustained program for the maintenance of the opening between the lagoon and the ocean. This measure would allow sufficient tidal flushing to dilute and disperse pollutants. The State of California owns and controls the land at the lagoon mouth and has jurisdiction over the developments there. The City of San Diego hereby urges the State of California to implement such a program and should assist in developing financing mechanisms that would allow implementation. The lagoon maintenance program should be administered by the State Parks and Recreation Department and the California Department of Fish and Game.

Additionally, the State Coastal Commission has the authority to assure that, for lands within their jurisdiction, the sedimentation and runoff occurring after urbanization does not exceed that which would occur naturally.

5. Energy

Impact. Assuming current per unit and per capita consumption patterns, the Carmel Valley first neighborhood could be expected to consume approximately 1,039,000 kwh of electricity, 146,000 therms of natural gas, and 286,000 gallons of gasoline per month. The entire North City West community would consume per month 13,072,000 kwh of electricity, 987,000 therms of natural gas, and 1,973,000 gallons of gasoline (EQD 76-02-25P, p. 28; 76-02-25P, S-1, p. 41).

Finding. To a large extent, the general energy consumption patterns in the region cannot be controlled on a project-by-project basis. The State of California is responsible for residential energy regulations, vehicle mileage controls, and the development of alternate energy sources which might further result in the reduction of energy usage patterns associated with residential development.

6. Physical Environment: Air Quality

Impact. The increase in air pollution emissions from the addition of population and vehicular trips from the Carmel Valley first neighborhood and North City West community would significantly contribute to the degradation of regional air quality (EQD 76-02-25P, pp. 34-35; 76-02-25P, S-1, pp. 48-50).

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Finding. Partial mitigation of anticipated air quality effects can be achieved as outlined in section A of these findings. The further mitigation of air quality impacts is a regional problem which is not readily amenable to addressment on a project level. For example, one effective mitigation of air quality impacts can occur through the use of technical emission controls which reduce the quantity of pollutants emitted by various activities. Such controls, however, are predominantly within the jurisdiction of state and federal agencies, such as the State Air Resources Board or Environmental Protection Agency (EPA). Locally, the Air Pollution Control District and Comprehensive Planning Organization have adopted basin-wide standards and are mandated to improve air quality. The APCD permit process deals only with point-source pollutants and generally does not have jurisdiction over residential development, but the CPO's Regional Air Quality Strategy (RAQS) does contain recommendations for residential development. As noted in sections A.4. and A.14, the RAQS has not been adopted by EPA.

7. Physical Environment: Noise

Impact. Traffic flows along major roadways within and adjoining the North City West community may generate noise levels not compatible with residential development (EQD 76-02-25P, p. 36; 76-02-25P, S-1, pp. 50-51).

Finding. The control of external noise sources from traffic lies with state and federal agencies through the regulation of individual motor vehicle performance standards.

8. Cumulative Impacts: Coastal Resources

Impact. The development of the Carmel Valley first neighborhood, the ultimate development of North City West as a whole, and the buildout of the general north city/mid-county area will result in the increased use of coastal recreational areas as well as other coastal resources (EQD 76-02-25P, S-1, pp. 53-57).

Finding. Development of and access to coastal resources is a mandate of the State of California through the California Coastal Act of 1976. It is implied in the act that jurisdictions with coastal resources have the responsibility to preserve and enhance local coastal resources for all segments of the population. To the extent that the City of Del Mar, County of San Diego, San Diego Coast Regional Commission, and the State Coastal Commission have authority over coastal access and coastal resources in the general vicinity of the project area, it is the responsibility of

those jurisdictions and agencies to plan for and accommodate local and regional demands.

9. Cumulative Impacts: Neighboring Jurisdictions

Impact. The development of the Carmel Valley first neighborhood and the ultimate development of North City West as a whole will result in a suite of land use and growth inducing impacts on neighboring jurisdictions and communities (EQD 76-02-25P, S-1, pp. 57-58).

Finding. While the City of San Diego, through appropriate planning and project review processes, has attempted to create a self-contained community and minimize impacts on neighboring jurisdictions, the ultimate responsibility for the growth and development of areas outside of the City of San Diego and adjacent to North City West is under the jurisdiction of the City of Del Mar and the County of San For areas within the coastal zone, the Coastal Commission would also have jurisdiction. The existing project review process of those jurisdictions should assure that all development be consistent with the policies and land use designations of the overlying community plan or general plan. Additionally, any discretionary actions by the jurisdictions would require extensive environmental addressment under the provisions of the California Environmental Quality Act. issues of land use and growth inducement are discussed more fully in sections A.1., A.2., B.1., and C.1. of these findings.

C. The City Council, having reviewed and considered the information contained in the final, revised EIR, finds that specific economic, social, or other considerations make infeasible the mitigation measures or project alternatives identified in the final, revised EIR. Specifically:

1. Land Use

Impact and Proposed Mitigation. The project would initiate urbanization in North City West, resulting in essentially irreversible and unavoidable changes in the total range of the environment (EQD 76-02-25P, p. 10; 76-02-25P, S-1, pp. 15-17). The project alternatives would serve to mitigate this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. With respect to the broad range of impacts associated with the conversion of vacant land to an urbanized use, the degree of impact is directly correlated with the intensity of development. Lower densities would, therefore, result in a less severe suite of impacts, both quantitatively and qualitatively. Implementation of mitigation in addition to that outlined in Section A of these findings is infeasible, however, due to the following considerations:

One of the major thrusts of the planning effort within the City of San Diego is the "balancing [of] social and community characteristics in all areas by providing for . . . (b) proximity of place of employment and residence" (Progress Guide and General Plan, Placement of housing and employment p. 24). in reasonable proximity has the overall environmental benefit of reducing vehicular trip lengths. This relates directly to air pollution, energy consumption, and other issues. Vacant land which could potentially be used for industrial sites is currently at a premium within the city. The largest available tracts are those adjacent to Sorrento Valley, two to four miles south of Carmel Valley. As discussed previously, this area is developing rapidly. Development of residential areas adjacent to this industrial center is limited to vacant lands west of the University Towne Centre and to North City West. The principal limiting factor on residential development in this subregion is the noise environment due to air operations of the Miramar Naval Air

Station. For reasons of proximity to employment and the sheer availability of land free of adverse noise impacts, North City West has been designated as a Planned Urbanizing Area in the city's Progress Guide and General Plan. Implementation of lower density (or no project) alternatives would work directly against achievement of the balanced community concept. Implementation of higher density alternatives, while not totally infeasible, would result in impacts more severe than those anticipated with the present proposal, thereby making them undesirable.

- Specific economic (and social) considerations relative to growth management policies make infeasible additional mitigation measures, including the lower density alternative and the deferred project alternative. Given the anticipated growth demands placed on the City of San Diego over the 20-year period of 1975 to 1995, it is anticipated that a net increase of 138,500 dwelling units will be required in order to avoid adverse effects on both housing costs and housing availability. Of these units, it is estimated that infilling of urbanized areas will account for a net increase of 24,650 to 35,000, with the balance falling into Planned Urbanizing communities such as North City West (The Impacts of Alternative Growth Management Policies on the Housing Market of San Diego, California, Hammer, Siler, George Associates, July 1978). Of the net increase anticipated in the Planned Urbanizing areas prior to 1995, it is estimated that 14,000 homes will be built in North City West. Carmel Valley is the first increment of this necessary and planned growth. Delay of this project or implementation at a substantially lower density would adversely affect housing costs and housing availability.
- c. Of the 138,500 dwelling units required by anticipated growth demands, 81,000 units (or 58 percent of the total) will be required along the Interstate 15 corridor and 24,900 units (or 18 percent) will be located in the Interstate 5 corridor. Of the latter amount, North City West will account for 56 percent.

Delay of this project may result in increased pressures for development along the Interstate 15 corridor and in other parts of the This pressure could result in adverse effects on the social and physical environment of these areas, especially as it relates to traffic flow and the procurement of public facilities (i.e., schools). Development along the I-15 corridor, the extension of Route 52 eastward to I-15, and development of the Otay Mesa area to the south are already being constrained by the presence of vernal pools, which contain several federally designated rare and endangered plant species. The effects which could result from this growth pressure are not anticipated by the Progress Guide and General Plan for the City of San Diego and, should North City West be delayed, could essentially defeat the intent of the city's long-range planning effort. For this reason, the added mitigation which might be achieved through various project alternatives is considered infeasible.

2. Urban Support Services: Water and Sewer

Impact and Proposed Mitigation. The Carmel Valley neighborhood would consume approximately one million gallons per day (MGD) of water and generate approximately 0.6 MGD of sewage. The North City West community as a whole would consume approximately 7.5 MGD of water and generate approximately 4.5 MGD of sewage when complete. The project represents an incremental increase in regional demands for potable water, would contribute to the need for expansion of sewage treatment facilities, and could potentially degrade water quality until a regional plan is adopted and additional treatment facilities are constructed (EQD 76-02-25P, p. 15; 76-02-25P, S-1, p. 26). The project alternatives, to some extent, would serve to mitigate this impact (EQD 76-02-25P, P. 37; 76-02-25P, S-1, pp. 76-84), and acceleration of planned improvements to city facilities (EQD 76-02-25P, S-1, pp. 26-27) would also mitigate this impact.

Finding. Urban growth throughout the City of San Diego is exacerbating the Point Loma Treatment Plant situation as the design capacity of the facility is often reached. The increasing demands for sewer services are not unique to the project, and the city has developed a specific plan to rectify the anticipated problems resulting from future

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developments such as those of the North City West community, Mira Mesa, Scripps Ranch, and south San Diego. The City of San Diego, in cooperation with wastewater treatment consultants, is developing an expansion and construction program which would mitigate the situation to insignificance. Currently, the Point Loma Sewage Treatment Plant is scheduled for two additional sedimentation basins by May of 1983, which will add approximately 44 MGD to the existing 120 MGD capacity. Ultimately, the plant is anticipated to have a capacity of 234 to 240 MGD, although final details for expansion beyond 1983 have not yet been worked out. Such plans may include the completion of another treatment plant or implementation of wastewater reclamation.

Before 1983, a number of minor improvements are scheduled for the Point Loma plant which will marginally improve the treatment capacity. It is important to note that the North City West community will be phased over a 20-year period; the demand for sewer services will not occur all at once. The anticipated completion of the Carmel Valley first neighborhood will approximately coincide with the planned expansion of Point Loma treatment facilities.

However, the city's Regional Air Quality Strategy has recently been rejected by the Environmental Protection Agency (EPA). If this rejection continues to stand for a long period of time, the improvements to Point Loma will not be available. The reason for the rejection of the city's program is the lack of a vehicle inspection program. Legislative action is anticipated before any building occurs in conjunction with this project. The City of San Diego is faced with the cumulative impacts of the project upon sewage treatment capacity of existing facilities. Any approval of new housing will exacerbate the existing difficulties. The City of San Diego has undertaken extensive studies of the sewage treatment issue (Lowry and Associates, Metropolitan Facilities Plan, Vol. 1-12, 1978, among others) and has undertaken concrete planning for solutions to the problem. At this time, given the serious need for new housing, the city finds that delay of this project, pending the achievement of a final solution to city-wide sewage treatment, is socially infeasible and acceleration of existing plans practically infeasible.

The impact of the development of Planned Urbanizing Areas on the demand for potable water has been addressed in general terms in the EIR and EIR supplement for the Progress Guide and General Plan (EQD 77-09-20 and 77-09-20, S-I), as well as in this Carmel Valley EIR and supplement. While the accommodation of regional growth may ultimately lead to a

severe shortage of water in the San Diego region during the 1980s and 1990s (EQD 77-09-20, S-1; p. 48), the general plan's "Guidelines for Future Development" require that prior to approval of development proposals in the Planned Urbanizing Areas, it must be shown that the water supply and distribution system is adequate to supply the needs of the proposed development (p. 32, Progress Guide and General Plan). At this time, there is sufficient water to meet the demands of the proposed Carmel Valley project. Further precise plan areas will also have adequate supply until at least 1995. Current allocation methods being considered beyond that time all indicate that there will need to be region-wide reevaluation of agricultural and domestic supplies. The existing project review process and enforcement of general plan policies will assure that demand for potable water will not exceed supply. The City of San Diego finds that it is socially infeasible to delay approval of the project on the basis of this future region-wide problem, where present supplies

Impact and Proposed Mitigation. The Carmel Valley neighborhood would consume approximately one million gallons per day (MGD) of water and generate approximately 0.6 MGD of sewage. The North City West community as a whole would consume approximately 7.5 MGD of water and generate approximately 4.5 MGD of sewage when complete. The project represents an incremental increase in regional demands for potable water, would contribute to the need for expansion of sewage treatment facilities, and could potentially degrade water quality until a regional plan is adopted and additional treatment facilities are constructed (EQD 76-02-25P, p. 15; 76-02-25P, S-1, p. 26). The Environmental Impact Report suggests that mitigation of the environmental impacts of sewage and water facilities use could be achieved by requiring penalties for gutter flooding and excessive water use for driveway and automobile washing (EQD 76-05-25P, p. 15).

Finding. The proposed mitigation measure of establishing penalties for excessive water use is infeasible for one isolated community. The enforcement of penalties in one isolated area without imposing them in all other areas of the city would violate the Equal Protection Clause of the United States Constitution. Enforcement is likely to be difficult even if "excessive use" could properly be defined in a municipal ordinance. Restricting allocations of water during shortages and the use of economic incentives to encourage water conservation are more appropriate methods from both social and economic perspectives.

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3. Urban Support Services: Solid Waste

Impact and Proposed Mitigation. The Carmel Valley first neighborhood will generate approximately 12.5 tons per day of solid waste. The community as a whole, when completed, will generate approximately 91 tons per day (EQD 76-02-25P, p. 16; 76-02-25P, S-1, p. 27). The project alternatives would serve depending on the population of the alternative to mitigate this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84) and acceleration of existing plans (EQD 76-02-25P, S-1, pp. 27-28) would also mitigate this impact.

Finding. The anticipated solid waste generation is not unique to the project in terms of its size or location but is anticipated from any similar residential development. Although not an insignificant impact, solid waste generation in North City West will be mitigated with the expansion of the Miramar Landfill site. An additional mitigation is the Ecology Centre recycling program which is conducted throughout the county and supported in part by City of San Diego funds. The City of San Diego shall undertake expansion of the Miramar landfill site as currently planned and finds it socially and economically infeasible to either delay project approval or disrupt current expansion plans to implement them now for this one project.

Impact and Proposed Mitigation. The Carmel Valley first neighborhood will generate approximately 12.5 tons per day of solid waste. The community as a whole, when completed, will generate approximately 91 tons per day (EQD 76-02-25P, p. 16; 76-02-25P, S-1, p. 26). The Environmental Impact Report suggests that the installation of trash compactors be required to mitigate the environmental impacts associated with solid waste (EQD 76-05-25P, p. 16).

Finding. While suggested in the Environmental Impact Report as a method of mitigating solid wastes associated with the project, it has not been demonstrated that the use of trash compactors extends the life of sanitary landfills. While the number of collection routes might be marginally reduced, the costs of required compactors, their use of energy, and the omission of social choice in requiring another electrical appliance, cause this mitigation measure to be rejected. The cost and benefits of trash compactors have not been sufficiently demonstrated to warrant their mandatory inclusion in all houses.

4. Urban Support Services: Transportation

Impact and Proposed Mitigation. Development of the Carmel Valley first neighborhood will generate

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approximately 16,000 trips per day. Subsequent buildout of the entire North City West community will result in approximately 111,000 trips per day. Approximately 82 percent of these trips will be external to the community, with three major impacts:

- a. Approximately 17 percent of the external trips are anticipated to come from or go to Del Mar via Del Mar Heights Road. While the Carmel Valley first neighborhood will be only an incremental increase to existing below-capacity traffic, the traffic from the entire community may cause Del Mar Heights Road to be overcrowded.
- b. Approximately 41 percent of external trips are anticipated to use Interstate 5. While the first neighborhood is again only an incremental increase to existing below-capacity loads, the buildout of the entire community, combined with the anticipated buildout of other coastal communities in the north county/north city area, may cause the capacity of the freeway to be exceeded, particularly during peak-hour traffic.
- c. Approximately seven percent of external traffic from Carmel Valley/North City West is anticipated to use Carmel Valley Road west of Sorrento Valley Road. Increased traffic may create a pressure to widen the road to more than two lanes, which would have a significant effect on Penasquitos Lagoon which adjoins the road (EQD 76-02-25P, pp. 18-20; 76-02-25P, S-1, p. 31, pp. 63-67). The project alternatives of a lower density or reduced scope would serve to mitigate this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. Although the development of the Carmel Valley first neighborhood will represent only incremental increases in traffic loads, the ultimate buildout of the entire community combined with the buildout of adjacent north city coastal communities may result in substantial overcrowding of Del Mar Heights Road, Interstate 5, and Carmel Valley Road west of Interstate 5. While it can be assumed that partial responsibility for road conditions lies with the City of Del Mar and the State of California (Interstate 5), ultimately the situation cannot be mitigated in the absence of alternate

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coastal access routes, the provision of east-west connectors, alternate major connectors to the City of San Diego toward the south, or alternate transportation methods. The development of new transportation routes, might result in greater adverse environmental impact with greater expense and without a corresponding increase in housing provision or growth accommodation as a result of the construction of new roads or expanded road services which create an impetus for further growth along such improved accessways.

As discussed in Section C.1. above, the long-range planning effort of the city includes an attempt not only to accommodate anticipated growth in the region, but to locate that growth along existing transportation corridors. Project alternatives of a lower density or reduced scope would ultimately force growth into other Planned Urbanizing Areas, altering the social and physical environment of those communities. Unless there is a cessation of growth in the mid to north county coastal areas, or the provision of a major freeway through the Carmel Valley as described in Section B.3. of these findings, traffic on Interstate 5 and major coastal access routes can be expected to gradually increase.

5. Water Quality

Impact and Proposed Mitigation. The project, as well as the development of the entire community, would incrementally degrade surface water and groundwater by increasing runoff and sedimentation into Penasquitos Lagoon. The lagoon represents an extremely valuable biological resource, being itself a rare and endangered community and supporting several rare and endangered bird species. It is presently being impacted by excessive inputs of chemical and organic wastes and sediments from a number of sources (EQD 76-02-25P, pp. 22-24; 76-02-25P, S-1, pp. 36-37 and pp. 58-63). San Dieguito Lagoon may also be impacted by development in the northern parts of the community. The biological impacts of the project on coastal lagoons are discussed in sections A.8. and C.3. of these findings. The environmental impact report suggests that mitigation of the impacts of the project upon water quality may be achieved by requiring penalties for gutter flooding and excessive water use for driveway and automobile washing (EQD 76-05-25P, p. 25).

<u>Finding</u>. For the reasons addressed previously in these findings on water and sewer (Section C.2.), this mitigation measure is socially and economically infeasible.

6. Biological Resources

Impact and Proposed Mitigation. Development of the Carmel Valley first neighborhood, as well as of the entire North City West community, will directly and indirectly impact the Penasquitos Lagoon habitat, which supports several rare and endangered bird species and is itself a rare and endangered biological community. Other natural habitats and native wildlife will also be impacted as the area gradually converts into a suburban residential community. The San Dieguito Lagoon may also be impacted by development in the northern sections of the community. (EQD 76-02-25P, pp. 26-27; 76-02-25P, S-1, pp. 38-39). The no project alternative would significantly reduce this impact; other alternatives would partially reduce this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. Although partial mitigation to habitat areas will be achieved through open space preservation (Section A.8. of these findings) or through the grading regulations and comprehensive drainage plan requirement of the Planned District Ordinance (Section A.9.), and although the mitigation of impacts to the lagoon is partially the responsibility of the State of California (Section B.4.), complete avoidance of biological impacts cannot be attained short of the no project alternative. This alternative is infeasible due to the specific overriding economic and social considerations cited in sections C.1. and C.4. above.

7. Energy

Impact and Proposed Mitigation. Assuming current per unit and per capita consumption patterns, the Carmel Valley first neighborhood could be expected to consume approximately 1,039,000 kilowatt-hours (kwh) of electricity, 146,000 therms of natural gas, and 286,000 gallons of gasoline per month. The entire North City West community would consume, per month, 13,072,000 kwh of electricity, 987,000 therms of natural gas, and 1,973,000 gallons of gasoline (EQD 76-02-25P, p. 28; 76-02-25P, S-1, p. 41). The no project alternatives would significantly reduce this impact; other alternatives would partially reduce this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. The energy consumption patterns associated with Carmel Valley/North City West are not unique to the project or the region. Energy use is concomitant with development, so, to the extent that growth is accommodated there, will be an increase in the demand for energy supplies. The City of San Diego, through the Progress Guide and General Plan, has made a policy decision to accommodate growth so that housing prices are not adversely affected. The social

and economic considerations that make a no growth or reduced growth policy infeasible are described in Section C.1. above.

Impact and Proposed Mitigation. Assuming current per unit and per capita consumption patterns, the Carmel Valley first neighborhood is expected to consume 1,039,000 kilowatt-hours of electricity, 146,000 therms of natural gas, and 286,000 gallons of gasoline per month. The entire community is expected to consume 13,072,000 kilowatt-hours of electricity per month, 987,000 therms of natural gas per month and 1,973,000 gallons of gasoline per month (EQD 76-02-25P, p. 28; 76-02-25P, S-1, p. 41). The environmental impact report suggests the incorporation of an energy conservation plan in the Planned District Ordinance and further suggests a variety of measures to be included in the energy conservation plan (EQD 76-05-25P, p. 28-29).

Finding. Both the state, with the Energy Conservation Design Manual for New Residential Buildings and the City of San Diego Building Code require the inclusion of energy conservation features in all new construction. To require specific measures in the Planned District Ordinance for this project may create conflict with the building code and design manual and would require repetitious amendments to the Planned District Ordinance as new techniques become available or the building code or design manual are changed. Rather than providing energy conservation standards on a project-by-project basis, such as by inclusion in the Planned District Ordinance or in planned unit developments, administration is more efficiently provided by ensuring that the building code and state regulations reflect the existing state of technology.

8. Landform and Topographic Alteration Impact

Impact and Proposed Mitigation. Landform modifications to develop the Carmel Valley project, as well as the whole of North City West, would irreversibly alter natural topographic features of the site (EQD 76-02-25P, p. 30; 76-02-25P, S-1, p. 43). The no project alternative would significantly reduce this impact; other alternatives would partially reduce this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. Although the impacts of landform alteration have been minimized as described in Section A.10. of these findings, the conversion of vacant, natural land to a suburban community will necessarily result in irreversible and unavoidable changes in the topography of the area. Short

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of the no project alternative, there is no mitigation for the generalized change in environment resulting from the creation of building pads and cut and fill slopes. Landform modification is a recognized consequence of development. The social and economic consequences that make a no project or reduced project infeasible are described in Section C.1. above.

9. Agricultural Lands -

Impact and Proposed Mitigation. The project would remove a total of approximately 105 acres of land containing soils rated as good or fair for at least one crop from potential agricultural uses. This loss would not be significant in itself, but the project would represent the initiation of development within North City West which would ultimately convert approximately 1,900 acres of potential agricultural land to nonagricultural uses. The agricultural potential of adjacent areas may then be impacted as well (EQD 76-02-25P, p. 31; 76-02-25P, S-1, pp. 44-45 and p. 58). The no project alternative would preserve the agricultural potential; the delayed project and reduced project scope alternatives would partially preserve the agricultural potential (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. Mitigation of the incremental loss of agricultural land due to suburban growth is not economically and socially feasible and is a recognized consequence of urbanization. Plan modification to designate land for agricultural use would isolate agricultural parcels within a larger residential area. The lack of previous agricultural investment, sufficient support facilities, and existing taxation methods would limit the economic viability of agricultural use. In addition, residential and agricultural uses are frequently incompatible when placed in juxtaposition. Such factors as vandalism of field crops, pesticide and fertilizer drift into yards, and homes and crop theft are severely limiting.

The City of San Diego, through the policies in the Progress Guide and General Plan, has made a determination that accommodation of housing demand in the region takes priority over the preservation of marginal agricultural lands. As discussed in Section C.l. above, the long-range planning efforts of the city, coupled with the desire to maintain a balanced and affordable housing stock, require the allocation of residential development areas in proximity to major transportation corridors and other resources.

10. Visual Quality

Impact and Proposed Mitigation. Development of the Carmel Valley first neighborhood will be the first stage in the ultimate conversion of over 4,000 acres of rural, natural land to an urban/suburban landscape (EQD 76-02-25P, p. 33; 76-02-25P, S-1, p. 47). The no project alternative would avoid this impact, while the delayed project and reduced project scope alternatives would partially reduce the impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. Although mitigation will be achieved to the extent feasible through the enforcement of the community plan and precise plan guidelines, the basic conversion of land uses from rural to urban is essentially unmitigable short of a no project alternative. Previous City of San Diego decisions regarding the accommodation of growth in the area, as discussed in Section C.1. above, make the no project alternative infeasible.

11. Physical Environment: Air Quality

Impact and Proposed Mitigation. The resultant increase in air pollution emissions from Carmel Valley and North City West would contribute to the degradation of regional air quality. The project would cause substantial production of vehicle pollutants and would consume unnecessarily large amounts of energy until the community becomes fully self-contained with the requisite support services and facilities (EQD 76-02-25P, pp. 34-36; 76-02-25P, S-1, pp. 48-50). The project alternatives would serve to mitigate this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. Short of controlling emission standards, only one other action can result in the reduction of air quality impacts—that is, the restriction of growth within the air basin. The ability of a jurisdiction to control growth, however, is limited given current social, economic, and legal constraints. The demand for housing in the region, coupled with the intent to preserve a strong economy, preclude no growth scenarios. To the extent that a region must accommodate growth rather than restrict it, all air quality impacts associated with population growth are unavoidable.

12. Physical Environment: Noise

Impact. Traffic flows along major roadways within and adjoining the North City West community may generate noise levels not compatible with residential development (EQD 76-02-25P, p. 36; 76-02-25P, S-1, pp. 50-51).

Finding. Short of applying mitigation measures on a project-by-project basis or controlling motor vehicle noise standards, only one action can result in the reduction of noise impact—that is, the restriction of growth and hence traffic. However, the ability of a jurisdiction to control growth or traffic is limited given current social, economic, and legal constraints. To the extent that a region must accommodate growth rather than restrict it, all noise impacts associated with growth and traffic are unavoidable.

13. Cumulative Impacts: Coastal Resources

Impact and Proposed Mitigation. The development of the Carmel Valley first neighborhood, the ultimate development of North City West as a whole, and the buildout of the general north city/mid-county area will result in the increased use of coastal recreational areas as well as other coastal resources (EQD 76-02-25P, S-1, pp. 53-57). The no project alternative or reduced scope alternative would serve to mitigate this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. Population growth has as a concomitant impact on the increased demand for and utilization of coastal resources. To the extent that growth is accommodated in the region according to existing city, county, and CPO policies, there is no mitigation for the resulting impact on coastal resources. The policy of meeting housing demand and the desire for economic development are implicitly, if not explicitly, in the City of San Diego's general plan, the County of San Diego's general plan, and the CPO's comprehensive plan. The desire to preserve and protect coastal resources is not necessarily in conflict with the regional goals of meeting housing demand and establishing a strong economic base, but will result in intensification of uses in coastal areas.

14. Cumulative Impacts: Neighboring Jurisdictions

Impact and Proposed Mitigation. The development of the Carmel Valley first neighborhood and the ultimate development of North City West as a whole will result in a suite of land use and growth inducing impacts on neighboring jurisdictions and communities (EQD 76-02-25P, S-1, pp. 57-58). The reduced project scope alternative would partially serve to mitigate this impact (EQD 76-02-25P, p. 37; 76-02-25P, S-1, pp. 76-84).

Finding. The project alternatives are infeasible because a policy of growth accommodation is the major thrust of the Progress Guide and General Plan for the City of San

Diego and the San Diego County General Plan, as well as the Comprehensive Plan for the San Diego Region (CPO). Given such a policy framework, as cited in Section C-1 above, each area of the region will necessarily be accommodating a share of regional growth. Any population growth, particularly at the periphery of a city's boundary, will have an associated impact on neighboring jurisdictions. Such an effect has been minimized to the extent possible by the planning for a self-contained community, but there will be extensive interaction between and among communities in the project area. The results of a fiscal and economic impact analysis conducted by the City of San Diego show that the only capital facilities or resources significantly impacted on a long-term basis are beaches; other facilities experience a usage trade-off between and among jurisdictions.

15. Alternatives

Impact. Alternatives to the project, or the community as a whole, in terms of content, design, or scope may generally reduce anticipated environmental impacts (EQD 76-02-25P, p. 37, EQD 76-02-25P, S-1, pp. 76-84).

Finding. The alternatives to the project and to the community basically fall into four categories:

- a. A "no project" (buildout at existing zoning) or delayed project alternative, either one of which would preempt the existing community plan
- b. A change in the scope of the project, to higher or lower densities, requiring modifications into the community plan
- c. A change in the general design of the project, again requiring modifications to the community plan
- d. Non-residential land use alternatives, which would also require modifications in the community plan.

The no project alternative would significantly reduce the environmental impacts. The delayed project alternative would delay the impacts associated with this project and may decrease or increase such impacts depending upon future events. The no project or delayed project alternatives, because of existing housing demand in the region, are not feasible in that they serve to defeat

long-range planning efforts of the City of San Diego. North City West has been anticipated for development in this century since 1967. Its designation as a "Planned Urbanizing Area" in the 1979 Progress Guide and General Plan for the City of San Diego followed a number of studies under the city's Residential Growth Management Program which were aimed at determining the amount and location of land necessary to accommodate existing and projected housing demand. The elimination of North City West as a viable development area would place increased pressure on other Planned Urbanizing Areas and would impact the ability of the city to maintain its balanced community policy or its fair share of regionally allocated growth. The ultimate consequences of a reduction in buildable land in the city could be an even greater increase in housing prices, which, according to recent studies, are already the highest in the nation.

Four alternatives were presented which would alter either the scope of the project or the general design of the project: reduced project scope, similar or reduced density, higher overall density, and concentrated density. The reduced project scope reduced density and increased density alternatives would reduce or increase the environmental impacts generally in direct proportion to the reduction or increase in population. The concentrated density alternative would partially reduce impacts upon landform and biology, possibly reduce water, energy and transportation impacts, but would not affect impacts upon neighboring jurisdictions, urban support services, coastal resources and visual impacts. A reduction in the density of the project, or a change to a predominantly detached single-family home development, would have the effect of limiting the range of housing available to a variety of household types in terms of tenure, cost, and style. Changes in the scope of the project by reducing the land area would again have the effect of either limiting housing choices or placing growth pressures on other urbanizing areas.

While a project of lesser density or reduced scope may have fewer environmental impacts, the studies conducted by the City of San Diego indicate that the existing size of the project is necessary to create and implement a self-contained community. The economic evaluations do not fix an absolute limit, but less dense alternatives and reduced project scope alternatives heighten the impact of fixed capital costs for public facilities and reduce the impetus for commercial and industrial self-sufficiency.

A concentrated density has a similar effect upon the variety of household types as a result of the cost of

additional open space, which would ultimately be passed on to the residents of the neighborhood and would result in increased housing prices.

An increased density project would have the effect of intensifying the environmental impacts currently associated with the project by further elimination of habitat area and open space. And, while such an alternative would have the effect of relieving growth pressures in other areas of the city and county of San Diego, such increased density would upset the balance of the planned locations for future housing within the City of San Diego. As previously discussed in Section C.1. above, the city has undertaken a lengthy evaluation determining the location of dwelling units required by growth demands along the major transportation corridors. The increased density project would cause a greater allocation of dwelling units to be placed along the Interstate 5 corridor, requiring a reconsideration of existing regional transportation plans, further impacting coastal areas, and leave a need for housing in the northeastern corridor areas.

Changes in the design of the project are not feasible given the existing social and economic situation of housing provision in the region. To some extent, a minor reduction in project scope or a minor reduction in project density may have only incremental impact upon the provision of housing in the city or upon the cost of housing. It is clear, however, that significant reduction in the project scope, or significant reduction in the density of the project, would place heightened pressures for growth in other parts of the city designated as Planned Urbanizing Areas. The intent of the designations in the Progress Guide and General Plan for the City of San Diego is to provide a variety of housing and locational choices in neighborhood development. A reduction in the project scope or project density would upset the balance of housing supply planned for the future, impacting the long-range planning goals of the city.

Environmentally, a reduced project scope or reduced project density may appear preferable. Given the reality of growth in the region, however, the project design, which includes extensive open space and alternate transportation networks, as well as the provision of a variety of types and styles of housing, has appropriately responded to the environmental concerns. This conclusion, that environmentally a reduced project scope or a reduced project density would be preferable, is site-specific. Any reduction of either the project scope or the density of the project is

likely to result in environmental impacts at other locations within the region. Virtually all of the environmental i-pacts are population-specific and each area of the region, to be fair to all areas of the region, must bear its fair share.

This treatment of the project alternatives also assumes that an entire buildout of North City West will occur, as planned in the proposed project. Explicit in the required phasing of North City West is the concept that the plans provided may alter with changing economic and social conditions. While the city cannot treat North City West as something less than it is now planned to be, the city cannot ignore the fact that a major component of the plan is the ability to change with the circumstances.

The approval of the proposed <u>Carmel Valley Precise Plan</u> and Planned District Ordinance constitutes a commitment to the first phase of a project planned to occur over the next 20-year period. The <u>Carmel Valley Precise Plan</u> calls for an extensive variety of housing units and densities within the area of the precise plan. Alteration, whether by reduced density or reduced project scope, will result in the economic and social impacts described above.

Nonresidential alternatives, given the existing need for housing in the area and the limitations on residentially suitable land, are not appropriate either socially or economically. Additionally, there is currently sufficient commercial, industrial, and recreational land elsewhere in the city to preclude the viability of North City West as anything other than a totally self-contained community.

D. The City Council, having reviewed and considered the information contained in the final, revised EIR for the proposed Carmel Valley Precise Plan and Planning District Ordinance (EQD Number 76-05-25), finds that certain issues raised during the public hearings on the EIR do not constitute significant effects and therefore do not require mitigation. Specifically:

1. Land Use: Center City

Impact. During the public hearings on the project EIR, concerns were expressed as to the impact of the project on the center city area of San Diego.

Finding. During the preparation and revision of the Progress Guide and General Plan for the City of San Diego, a variety of growth scenarios were considered, as per Council Resolution 218894. The alternative that was chosen seeks to have balanced and self-sufficient communities which complement each other, while reinforcing the downtown area as the social, cultural, and economic core of the San Diego region.

The development of North City West/Carmel Valley in no way contradicts such a growth scenario. It is understood that within a large metropolitan area, certain activities and events occur on a region- or city-wide level rather than within each community. The goal of a "balanced" community is not one which assumes a lifestyle exclusively centered within a community's limited geographic area, but rather anticipates interaction within, between, and among the many communities which comprise the larger metropolitan area. The diversity of activities that currently occur in the downtown area will not be replaced but enhanced as individual communities grow and support the cultural, governmental, and financial base of central San Diego.

Land Use: Contiguity

Impact. Concerns were expressed during public hearings on the project EIR that the project represents "leapfrog" development as it is not directly contiguous to urbanized San Diego.

Finding. The project is located directly adjacent to Interstate 5, one of the major transportation corridors in the region, and adjacent to the heavily developed coastal communities of Del Mar and Solana Beach. Additionally, it is located in an area designated for development in the near future by the Progress Guide and General Plan

for the City of San Diego and as such is in proximity to the already developing communities of Mira Mesa (west), University City, and Rancho Penasquitos. The area is being fully planned to include all public facilities, supplied through a private financing mechanism, and thus will not adversely impact the resources of the City of San Diego. Finally, the areas that currently buffer North City West from the northern "urbanized" boundaries of the City of San Diego are presently 1) impacted by noise from the Miramar Naval Air Station, 2) retained in open space (Penasquitos Canyon), or 3) in various stages of development (University City) and do not constitute vacant, unplanned land which would be the benchmark for true "leapfrog" development.

3. Land Use: Schools

Impact. Concern has been expressed that the selection of any one school financing plan over another may impact site locations or other land use patterns.

Finding. The environmental impacts associated with a school site development will be virtually the same regardless of its specific location. As explained in the Urban Support Services, Schools, section of the supplemental EIR, the real environmental impact in terms of schools is the number of students generated by a development and not the financing mechanism involved. The number of students from the development will be the same, because student generation is based on unit type and not financing matters.

4. Agriculture

Impact. During the public hearings, the issue was raised of the cumulative loss of agricultural land in areas close to the coast which benefit from a coastal climate.

Finding. The agricultural potential of the land of Carmel Valley/North City West is not high enough to warrant reserving the land exclusively for agriculture as in the San Pasqual and Tia Juana valleys. This is demonstrated by the current lack of agricultural investment in the area. Additionally, as stated in Section IIIH of the EIR, the land of NCW is not considered as a coastally dependent agricultural area. Secondly, the city's adoption of the North City West Community Plan effectively constitutes a decision that a residential/community land use is appropriate for the area. The time for consideration of agricultural alternatives is during the community planning stage, and the issue was considered at that time. Defining the land use at this point

would require major modification or revocation of the adoption of the adopted community plan.

- E. Statement of Overriding Considerations. Although potential project impacts have been substantially avoided or mitigated as described in the preceding sections, there is no complete mitigation available for the generalized population induced impacts associated with residential, commercial, and industrial development. The project will have an impact on land-use, growth inducement, school facilities, water and sewer, solid wastes, transporttion, fire and police services, water quality, biological resources, energy conservation, landform and topographic alteration, archaeology, visual quality, air quality, noise, agriculture, cumulative impact upon coastal resources, cumulative fiscal impacts upon neighboring jurisdictions, and other impacts resulting from the development of land. Each of the impacts would occur to some extent if any development were approved. Short of adopting the no project alternative which may still incur some environmental impacts as a result of development at existing zoning, the provision of housing on undeveloped land results in some environmental degradation.
- l. Housing. The City of San Diego, through the work programs for a Residential Growth Management Program and the Progress Guide and General Plan, has established a policy designed to accommodate growth in the region without adversely impacting housing prices. Through a careful analysis of existing and projected demand for housing in the region, as well as an examination of existing facility and service locations and transportation corridor capacities, the city designated a number of areas of the city as Planned Urbanizing Areas, suitable for development prior to 1995. North City West has been included in the Planned Urbanizing Areas because it is adjacent to existing urbanized areas and adjacent to a major transportation corridor, Interstate 5.

Housing demands in the region require that the city allow development in these designated areas in order to retain a reasonable range of styles and prices of housing. The accommodation of such demands takes priority over the loss of potential agricultural land, potential population related impacts, and the loss of limited biological resources. Although the choice of a multi-use, self-contained community preempts other land uses, the social and economic considerations of that decision support the provision of housing as a major goal in the city, the region, and the state.

North City West represents one of the few remaining areas in the City of San Diego with large amounts of land topographically suitable to residential development, adjacent to coastal resources, and largely unused or

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unsuitable for other purposes. With such unique characteristics, it is appropriate that the area in the community be used for residential development.

2. Impact on Neighboring Communities. The City of San Diego is well informed as to the potential consequences of a project of this scope and size upon neighboring communities. This environmental impact report has repeatedly pointed out the potential consquences of the project to the residents and citizens of Del Mar, neighboring beach communities, and the County of San Diego in general. In part, North City West has been designed as a selfcontained community, maintaining commercial, industrial, and residential facilities, in an attempt to eliminate and reduce the impacts upon the City of San Diego's neighbors. Ultimately, the issue is how the City of San Diego can meet its regional fair share of housing demand while balancing the interests of the many varied groups and interests which come before it.

The City of Del Mar and the County of San Diego have participated in the hearings which led to the development and adoption of the Progress Guide and General Plan for the City of San Diego. Their interests and concerns are fully considerd and in part are reflected in the designations of land within the "planned urbanizing" sector. Approximately 58 percent of the total number of dwelling units anticipated to be developed prior to 1995 are required to be located along the Interstate 15 corridor, well apart from the developing coastal areas. Approximately 24,900 units, or 18 percent of the expected housing units, have been designated for the Interstate 5 corridor. The City of San Diego cannot in good faith, reasonably or responsibly allocate greater development to the eastern or southern corridors of the city given the environmental considerations already constraining development in those areas. Each region within the City of San Diego, the County of San Diego, and the State of California must be responsible for its fair share of housing. The North City West project is an effort by this city to best meet the housing needs of the citizens of this region in a carefully planned, environmentally sensitive and fiscally responsible manner.

A great deal of discussion has centered around the fiscal impact of North City West upon the City of Del Mar and the County of San Diego. The City of Del Mar, the County of San Diego, and the City of San Diego have studied such impacts and such studies have indicated increase fiscal costs to the City of Del Mar and the County of San Diego for public safety, public works, and park and recreation. Outside of the impact on the beaches, the County of San Diego will incur

relatively minor fiscal costs, and in fact is predicted to have approximately 25,000 fewer residents as a result of project buildout.

The City of San Diego has mitigated such impacts, in part, by requiring that North City West be designated as a complete and self-sufficient community, which includes commercial and industrial uses as well as and public services and facilities. Complete mitigation is not feasible, as each jurisdiction attracts visitors. The City of Del Mar encourages visitors and receives substantial revenues a result of the regional racetrack and fairgrounds and the commercial facilities which exist within the City of Del Mar. County commercial and recreational services equally attract residents of the City of San Diego. Residents of North City West will contribute to revenues which result from such facilities. While the studies from the City of Del Mar indicate that the costs associated with a total buildout of North City West to the City of Del Mar would exceed any increase in revenues resulting from the project, the City of San Diego has never requested that its costs associated with Del Mar or the County of San Diego's citizens' uses of San Diego facilities should be subject to reimbursement by either jurisdiction, nor does it feel it is socially responsible to do so. Revenues and costs which result for interjurisdiction travel are an incident of today's society.

- Traffic Impact. The City of San Diego recognizes that the total buildout of the entire North City West Community Plan and as north county communities will cause serious traffic congestion on Interstate 5 as well as other public transportation routes. While such congestion will not reach the point of severity as a result of the construction of Carmel Valley; while the conclusion that traffic congestion will occur in the 1990s is also based upon existing modes of transportation and methods of utilization of such transportation; and while the finding of congestion is further based on the assumption that no new major traffic corridors will be built between now and 1995, the City of San Diego is well informed that a serious traffic problem may eventually confront the city as a result of the complete buildout of North City West and other north county communities. The approval of this precise plan will not result in congestion. the City of San Diego, working with other governments, will achieve solutions to such problems. Simply, the current need for housing overrides a probable future problem of traffic congestion.
- 4. Alternatives. The City of San Diego recognizes that a project of smaller scope and reduced density would

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result in fewer environmental impacts. The trade-off between the provisn of housing, the method of the provision of housing, and the environmental consequences is a difficult one. The North City West plan has been under consideration and discussion for approximately ten years. North City West affords a unique opportunity to design a self-sufficient community adjacent to coastal areas along a major transporta-North City West enables the city to meet portion corridor. tions of an ever-increasing housing demand by providing a wide variety of forms and types of housing. The financing mechanisms and the project phasing enable the City of San Diego to retain control and alter the scope and design of the project in conformance with changing social and economic conditions. Given the general unsuitability of the land for other purposes, the site is ideally suited for this planned community. The City of San Diego has carefully considered the merits of a reduction of density or scope of the North City West project. The City of San Diego has repeatedly addressed this issue throughout these findings and has indicated that reduced density or scope is unacceptable because of its impacts upon the tenure and variety of housing, the provision of desired public facilities, and the balance of commercial and industrial services that would be provided under such alternatives. The City of San Diego is also firmly of the opinion that a lower density development in the area of North City West would be akin to urban sprawl. While such low density would initially have fewer negative environmental impacts, ultimately, given that the City of San Diego shall meet its fair share of housing needs, a less dense development in the North City area will heighten development in other areas and will result in higher densities in other areas of the region. On balance, considering all of the factors expressed in these findings, as well as all of the issues and arguments studied and explored during the ten-year history of this project, the City of San Diego concludes that the level of density provided in the North City West plan is appropriate for the site.

Therefore, despite the impact of the project upon land-use, growth inducement, school facilities, water and sewer, solid wastes, transportation, fire and police services, water quality, biological resources, energy conservation, landform and topographic alteration, archaeology, visual quality, air quality, noise, agriculture, cumulative impact upon coastal resources, cumulative fiscal impacts upon neighboring jurisdictions, and other impacts resulting from the development of land, the City of San Diego finds that the need for the provision of housing, the necessity for a self-contained community, and the need to direct and manage the provision and location of housing, so that no one area of the

city and region is overburdened, override the impacts which result from this project.

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OCT 221979 Passed and adopted by the Council of The City of San Diego on by the following vote: Councilmen Yeas Nays Not Present Ineligible Bill Mitchell V Maureen F. O'Connor Bill Lowery Leon L. Williams Fred Schnaubelt Tom Gade Larry Stirling Lucy Killea Mayor Pete Wilson **AUTHENTICATED BY:** PETE WILSON Mayor of The City of San Diego, California, (Seal) CHARLES G. ABDELNOUR City Clerk of The City of San Diego, California .

Office of the City Clerk, San Diego, California

Rita andrews

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