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Superior Court of California, County of San Diego

08/23/2018 at 03:50:12 PM

Clerk of the Superior Court By Vanessa Bahena, Deputy Clerk

CHATTEN-BROWN & CARSTENS LLP
Jan Chatten-Brown (SBN 050275), jcb@cbcearthlaw.com
Josh Chatten-Brown (SBN 243605), jrcb@cbcearthlaw.com
Susan Durbin (SBN 81750), susanldurbin@gmail.com
302 Washington Street, #710
San Diego, CA 92103
619-940-4522; 310-798-2400
Fax: 310-798-2402
Attorneys for Petitioner Sierra Club

SUPERIOR COURT OF THE STATE OF CALIFORNIA

FOR THE COUNTY OF SAN DIEGO

2	SIERRA CLUB,	
13	Petitioner,	
14		
15	V.	
16	COUNTY OF SAN DIEGO,	
17	Respondent.	
18		
19	RCS - HARMONY PARTNERS, LLC,	
20	INTEGRAL COMMUNITIES, LLC,	

RCS - HARMONY PARTNERS, LLC, INTEGRAL COMMUNITIES, LLC, THE EDEN HILLS PROJECT OWNER, LLC, and SUNROAD NEVADA ENTERPRISES, INC.,

Real Parties in Interest.

CASE NO.: 37-2018-00043084-CU-TT-CTL

IMAGED FILE

PETITION FOR WRIT OF MANDATE AND COMPLAINT FOR DECLARATORY RELIEF

(CALIFORNIA ENVIRONMENTAL QUALITY ACT)

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INTRODUCTION

- 1. Petitioner Sierra Club ("Petitioner" or "Sierra Club") files this Petition for Writ of Mandate seeking to require the County of San Diego to rescind and set aside certain land use approvals and entitlements that the County made and granted in violation of its statutory duty to not approve environmentally damaging projects without adopting all feasible mitigation for such harm, and in derogation of its statutory duty to properly enforce and not improperly amend its General Plan.
- 2. Specifically, Petitioner seeks a Writ of Mandate ordering the County of San Diego to set aside its July 25, 2018 approvals of three development projects located in undeveloped areas of the County until the County has fully complied with the California Environmental Quality Act ("CEQA"), Public Resources Code sections 21000, et seq., regarding its mandatory duty under Public Resources Code sections 21002 and 21080 to refrain from approving projects that may significantly harm the environment unless it has adopted all feasible measures to mitigate that harm, and until the County has fully complied with Government Code section 65358(b) regarding requirements for enforcing and amending its General Plan. Finally, Petitioner seeks a Writ commanding the County to immediately cease its current policy and practice of automatically deleting from County archives and records documents that CEQA identifies and designates as required to be included in such administrative record, including in the administrative record for this case, and fully comply with Public Resources Code section 21167 regarding the content of the administrative record in CEQA cases.
- 3. The County is already subject to a Writ issued on May 4, 2015 by the San Diego Superior Court, Hon. Timothy Taylor presiding, in Case number 37-2012-00101054-CU-TT-CTL, Sierra Club, et al. v County of San Diego. That Writ was issued following remand after the Court of Appeal's opinion in Sierra Club v. County of San Diego (2014) 231 Cal.App.4th 1152 affirmed Judge Taylor's ruling that the County's previous Climate Action Plan ("CAP") was not adopted in the manner required by law in that it "fail[ed] to incorporate mitigation measures into the CAP as required by Public

Resources Code section 21081.6." (*Id.* at 1167-68.) The Writ commanded the County to set aside its Climate Action Plan adopted in June 2012, to prepare a new Climate Action Plan to reduce greenhouse gases in the County (hereinafter "Revised CAP"), and to comply fully with CEQA and any and all other applicable laws.

The County Has Adopted a New Climate Action Plan, Which Has Been Challenged As Inadequate

- 4. On February 14, 2018, the County adopted its Revised CAP, which was promptly challenged by Petitioner Sierra Club and numerous other environmental and community groups for failing to comply with this Court's Writ, in that the Revised CAP does not contain fully enforceable and additional (in excess of what would happen absent the activity to create offsets) measures to mitigate the significant adverse effects on the environment of the County's adoption of the 2011 General Plan Update ("GPU").
- 5. Most importantly, it has failed to carry out Mitigation Measure CC-1.2 set out in the Program Environmental Impact Report (PEIR) for the GPU. Mitigation Measure CC-1.2 required the adoption by the County of a CAP that would achieve specified reductions in the emissions of greenhouse gases ("GHGs") from County operations and community emissions *in the County* by the year 2020.
- 6. The Revised CAP fails to satisfy Mitigation Measure CC-1.2 in that it contains almost no enforceable measures to reduce GHG emissions and will not reduce such emissions by 2030 to levels specified in state law. (Health and Safety Code sections 38550, 38566.) The County adopted a CAP that relies, among other things, on "County initiatives" to reduce GHG emissions that are unenforceable and unfunded. Further, despite the requirement in the GPU that GHG emissions reductions be made within the County (Mitigation Measure CC-1.2), the County adopted a CAP that allows GHG emissions within the County to rise, if they are purportedly compensated for ("offset") by GHG emissions reductions outside the County, outside the state of California, and even on other continents.

7. These provisions of the new CAP are being challenged in the latest lawsuit by the Sierra Club and others over the 2018 CAP, but must be challenged here because the pending lawsuit will not be heard until, as currently scheduled, late November 2018, and will almost certainly be appealed by the County if Petitioners prevail.

The County Has Approved New Developments That Will Increase Driving and Create New Greenhouse Gas Emissions That Are Not Adequately Mitigated

- 8. Although transportation is responsible for about 45% of the GHG emissions in the County, and although the County's General Plan, including, for example, the Conservation and Open Space Element, encourages and supports land use development patterns and transportation choices that reduce pollutants and greenhouse gases, the County has thus far approved three large residential development projects in the County's rural back-country areas.
- 9. These projects, commonly known as the Harmony Grove Village South Project, the Valiano Project, and the Otay 250 Project will, combined, result in the construction of just under 4,000 new residential units, none of them designated as low-income housing, and over 800,000 square feet of commercial and office space, all located in undeveloped areas, often referred to as greenfields. The construction of these development projects in locations far from transit and urban services and amenities will cause increased driving and its attendant GHG emissions.
- 10. These projects were never contemplated or analyzed as future projects or the future direction of growth by the 2011 GPU. Consequently, neither project mitigation nor resident evacuation plans in case of wildfires were contemplated. More restrictive zoning with reduced density was intentionally planned in the area in which Harmony Grove Village South and Valiano are proposed due to the high wildfire risk and the need to have wildlands/urban interface standards in place to allow safe evacuation.
- 11. The County's claim that one additional lane road will insure the lives of residents and their large animals escaping from fast-moving wildfires such as the Lilac Hills fire of December 2017 is unpersuasive. Despite acknowledging that no formal

- 12. In addition to the Projects' inconsistency with the County's own General Plan, they are also inconsistent with the GHG reduction provisions of the region-wide Regional Transportation Plan and Sustainable Communities Strategy prepared by the San Diego Association of Governments ("SANDAG"), which is designed to reduce GHG emissions associated with driving. There was no discussion of this inconsistency in the Projects' EIRs.
- changing impacts of the GHG emissions they will cause by obtaining *off-site* GHG emissions offsets. These offsets are not required to be obtained in San Diego County, as the mitigation for the GPU EIR provides, but may be obtained anywhere in the world at the discretion of the County's Director of Planning and Development Services ("PDS"). Verification of the amount and the efficacy of these offsets need be shown only "to the satisfaction" of the Director of PDS, without written or duly adopted standards for determining such satisfaction. Obtaining offsets outside of San Diego County violates Mitigation Measure CC-1.2 adopted for the GPU, which requires in-County GHG reductions. In addition, the failure to obtain GHG offsets within the County has other environmental impacts, in that the reductions in conventional air pollutants and the additional jobs that GHG offset projects would produce will not be realized by County residents, but by residents outside the County, and likely outside the United States.

The County Is Pursuing an Improper Policy of Automatically Deleting Emails That CEQA Designates As Documents Belonging in the Administrative Record

14. The County is also in violation of CEQA in its policy of document retention. Public Resources Code section 21167.6 has a detailed and comprehensive list of categories of documents that the Legislature has determined must be included in the administrative record in a challenge to a public agency's actions for violation of CEQA.

Public Resources Code section 21167.6, subdivision (e) includes in the categories of documents that must be included into the record of proceedings for any CEQA case "all internal agency communications, including staff notes and memoranda related to the project or to compliance with [CEQA]" and "all written evidence or correspondence submitting to, or transferred from, the respondent public agency with respect to compliance with this division or with respect to the project." One appellate court has characterized section 21167.6(e) as "contemplat[ing] that the administrative record will include pretty much everything that ever came near a proposed development or to the agency's compliance with CEQA in responding to that development." (County of Orange v. Superior Court of Orange County (2003) 113 Cal. App. 4th 1, 8.)

- 15. However, the County has adopted an "autodeletion" policy, which automatically deletes emails on County computer servers, unless County employees take affirmative steps to archive such email messages. On information and belief, Petitioner alleges that the County deletes emails after only 60 days.

 (www.voiceofsandiego.org/topics/government/these-cities-can-hardly-wait-to-delete-their-records/.) The criteria by which unidentified County employees select emails for archiving, and the reliability with which such archiving is done, have not been made public.
- 16. The County is not complying with Public Resources Code section 21167.6 when it deletes internal emails among County staff and external emails between County staff and the developers of the various projects that discuss environmental impacts of projects subject to CEQA or the County's own compliance with CEQA. Petitioner has no evidence or reason to believe that an exception to this policy of auto-deleting e-mails has been applied to the Harmony Grove Village South, Valiano, and/or Otay 250 projects. Given the length of time over which a large-scale development project is under some form of consideration by the County (for example, the Valiano Notice of Preparation of EIR was issued on June 20, 2013), application of a 60-day auto-delete

policy is almost certain to have resulted in deletion of a large body of emails that section 21167.6(e) would require to be included in the administrative record.

- 17. In Golden Door Properties, LLC v. County of San Diego (San Diego Superior Court No. 37-2018-00030460-CU-TT-CTL), concerning preservation of County records for the Newland Sierra proposed project, the County filed opposition papers indicating that (a) for projects without litigation holds, only a limited category of "official records" are being retained; and (b) for projects that actually have litigation holds, the only emails being retained are those either selected by certain County employees for retention or those that contain certain limited, non-public search terms.
- 18. Petitioner seeks an order from this Court directing the County to refrain from applying its autodeletion policy to the Harmony Grove Village South, Valiano, and Otay 250 Projects until this litigation, including any appellate litigation, is fully completed.

The County Is Improperly "Batching" Projects in an Attempt to Avoid the Limitation on the Number of General Plan Amendments It Can Adopt in a Year

- 19. In order to promote well-considered local land use decisions and stable local land use planning, the Government Code limits the frequency with which a city or county may amend any mandatory element of its General Plan, limiting such amendments to four in any one year. (Government Code section 65358(b).) The policy behind this section was described by the California Supreme Court in *DeVita v. Cty. of Napa* (1995) 9 Cal. 4th 763. "General plans that change too frequently to make room for new development will obviously not be effective in curbing 'haphazard community growth.' " (*Id.* at 790, *quoting Selby Realty Co. v. City of San Buenaventura* (1973) 10 Cal.3d 110, 120.)
- 20. The Land Use Element is a mandatory element of a local general plan. (Government Code section 65302, subdivision (a).) The Harmony Grove Village South, Valiano, and Otay 250 Projects are all large-scale residential projects, each of which requires a general plan amendment.

Government Code section 65358, subdivision (b)'s limitation on General Plan amendments through what it refers to as "batching" or "bundling." This is a practice of grouping together multiple General Plan amendments into a single approval item on the Board of Supervisors' agenda and treating these different General Plan amendments as a single amendment for purposes of Government Code section 65385, subdivision (b). The County has used this "batching" process for the approval of the three General Plan amendments for the Projects at issue here, treating the three separate amendments as though they were a single amendment, in spite of the fact that each project was considered and approved by the Planning Commission separately, each project was approved by the Board separately, and separate and individual ordinances, environmental impact reports, and sets of Findings were approved for the different projects.

- 22. The County has already announced that it plans to consider several additional large-scale residential developments, each of which would require a GPA, in 2018. These projects include Lilac Hills Ranch (Land Use and Mobility Elements), Newland Sierra (Land Use and Mobility Elements), Otay Ranch Village 14 and Planning Areas 16 and 19 (Land Use and Mobility Elements), and Warner Ranch (Land Use and Mobility Elements). Petitioner's calculation show that up to 13,000 residential units could be approved this year, more than twenty times the total number of new residential units permitted in the County in 2016.
- and approved on July 25, 2018, but the County's batching policy would allow an indeterminate number of GPAs for large-scale developments that are currently inconsistent with the General Plan's Land Use Element to be approved on any single occasion, and would allow an equal number of such amendments to be considered on three additional occasions each year. This practice could result in the wholesale rewriting of the Land Use Element without the procedures, analysis, and public involvement that a General Plan requires, and in derogation of the Legislature's intent that "the general plan

and elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agency." (Govt. Code section 65300.5.) The County's batching policy can result in a County whose General Plan has been overwhelmed by such amendments.

24. Since the County has approved one GPA prior to the adoption of the approval of the three projects challenged herein, Petitioner seeks a declaration from this Court that any further amendments to the San Diego County General Plan's Land Use Element would violate Government Code section 65358, subdivision (b).

JURISDICTION AND VENUE

- 25. This Court has jurisdiction over the writ action under Code of Civil Procedure sections 1085 and 194.5, et seq., and under sections 21168 and 21168.5 of the Public Resources Code.
- 26. Venue lies in this County because the actions complained of herein were committed in San Diego County, and because the County itself is being sued.

PARTIES

- 27. Petitioner Sierra Club is a national nonprofit organization with more than 822,900 members nationwide, including 179,000 members in California, and approximately 15,300 members in San Diego and Imperial Counties.
- 28. The Sierra Club is dedicated to exploring, enjoying, protecting, and preserving for future generations the wild places of the earth; practicing and promoting the responsible use of the earth's ecosystems and resources; educating and enlisting humanity to protect and restore the quality of the natural and human environment; and using all lawful means to carry out these objectives. The Sierra Club's concerns encompass climate stabilization, coastal issues, land use, transportation, wildlife and habitat preservation, sound and lawful land use, and protection of public parks and recreation. The interests that this Petitioner seeks to further in this action are within the

purposes and goals of the organization. Petitioner and its members have a direct and beneficial interest in the County's compliance with CEQA, with the measures in its own General Plan Update, and with the Judgment and Writ of this Court. The maintenance and prosecution of this action will confer a substantial benefit on the public by protecting the public from the environmental and other harms alleged herein, including but not limited to requiring informed, lawful, and publicly transparent decision-making by the County.

- 29. The County of San Diego is a public agency under Section 21063 of the Public Resources Code. The County is authorized and required by law to hold public hearings, to determine adequacy of and certify environmental documents prepared pursuant to CEQA, and to take other actions in connection with the approval of projects within its jurisdiction.
- 30. RCS Harmony Partners, LLC is a California foreign limited-liability company formed in Colorado. It is the proponent of the Harmony Grove South project.
- 31. Integral Communities, LLC is a California foreign limited-liability company formed in Delaware. It is the proponent of the Valiano project.
- 32. The Eden Hills Project Owner, LLC, is a California foreign limited-liability company formed in Delaware. It is a proponent of the Valiano project.
- 33. Sunroad Nevada Enterprises, Inc. California foreign limited-liability company formed in Nevada. It is the proponent of the Otay 250 project.

BACKGROUND AND STATEMENT OF FACTS

Adoption of the 2011 County General Plan Update and Adoption of the Climate Action Plan as Mitigation for Increased Greenhouse Gas Emissions

34. On August 3, 2011, the County adopted a General Plan Update ("GPU"), in which the County committed to preparing a climate change action plan with detailed greenhouse gas ("GHG") emissions reduction targets and deadlines and "comprehensive and enforceable GHG emissions reduction measures that will achieve' specified

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quantities of GHG reductions." (Sierra Club, supra, 231 Cal.App.4th at 1156.) The GPU adopted by the County in 2011 committed to achieving a reduction in GHG emissions to the level that existed in 1990 by 2020, pursuant to the Legislature's command in Health and Safety Code section 38550 (often referred to as "AB 32"). Since that time, the Legislature has acted to require a reduction in GHG emissions to 30% below the 1990 level by 2030. (Health and Safety Code section 38566 [often referred to as "SB 32"].)

35. As mitigation for the harm to the climate from GHG emissions that would be caused by the GPU, the County adopted Mitigation Measure CC-1.2, which "requires the preparation of a County Climate Change Action Plan." (Sierra Club, supra, 231 Cal. App. 4th at 1159.) On June 20, 2012, the County adopted a CAP and Thresholds for determining the significance for CEOA purposes of GHG emissions, as well as an Addendum to the General Plan Update EIR.

Challenges to the Climate Action Plan and Their Current Status

- 36. On July 20, 2012, Petitioner Sierra Club filed a Petition for Writ of Mandate challenging the County's 2012 CAP and Thresholds, alleging that the County had not followed the procedures required by law, and had not conformed to Mitigation Measure CC-1.2 in the GPU. (Sierra Club v. County of San Diego, Case No. 37-2012-00101054-CU-TT-CTL.) This ruling was upheld in the October 29, 2014 decision of the Court of Appeal.
- 37. On May 4, 2015, this Court issued a Supplemental Writ of Mandate ordering the County to set aside the CAP, findings, and 2013 Thresholds. On May 30, 2017, this Court issued a Second Supplemental Writ of Mandate ordering the County to set aside its challenged 2016 Guidance Document, which the Court determined improperly set a threshold of significance for GHG emissions. The County appealed this judgment and the case has been fully briefed. The Court of Appeal will hear oral arguments on September 10, 2018.

38. In August 2017, the County released a draft Environmental Impact Report (EIR) for a Revised CAP. Petitioner Sierra Club submitted comment letters to the County's Department of Planning and Development Services, the Planning Commission and the Board of Supervisors, detailing the defects of the Revised CAP. But, on February 14, 2018, the County Board of Supervisors adopted the Revised CAP and its Mitigation Measure M-GHG-1, together with associated documents, including the Mitigation Monitoring and Reporting Program. The Board of Supervisors also certified the final EIR on the Revised CAP and adopted the associated Significance Guidelines.

<u>County Guidelines Allow the Use of Greenhouse Gas Emissions Obtained Offsite</u> <u>From the Project, Including Outside the County and Outside the Country</u>

- 39. The GHG Significance Guidelines adopted by the County would allow projects that requested a General Plan amendment ("GPA projects"), such as the Harmony Grove South, Valiano, and Otay 250 projects at issue here, to have their GHG emissions deemed to be insignificant for CEQA purposes if the applicant obtains GHG offsets according to a geographic priority list. The priority list requires GHG offsets within the unincorporated County to be sought first, but if the County Director of Planning and Development Services ("Director") determines none are available, such offsets may be sought in the County as a whole, then anywhere in the State of California, then anywhere in the United States, then anywhere in the world. Further, the Director is empowered to deem GHG offsets to be unavailable in any geographic tier if they are not economically "feasible" to obtain, with such infeasibility to be shown only "to the satisfaction" of the Director. No standards for determining such infeasibility are provided.
- 40. The Supplemental EIR for the CAP stated that virtually no GHG offsets are now available in San Diego County. (FEIR, p. 8-53.) Petitioner is informed and believes that the County still contends this is the case today, even though it is easy to identify many large projects that could provide offsets in the County, such as reducing emissions at the Port or providing more transit. Under the County's current policy, it is almost

certain that the Harmony Grove South, Valiano, and Otay 250 Projects will seek at least some offsets outside the County, and probably outside the United States, where Petitioner is informed and believes they are the least expensive, but where they are also very difficult to verify and enforce.

The Individual Development Projects Challenged Herein

- The Harmony Grove South Project, to be located about 7.5 miles north of Carlsbad in the San Dieguito Community Plan Area, required a general plan amendment (GPA) in order to be approved. The GPA redesignated the property from Semi-Rural regional category to the Village regional category, and upzoned it to allow much greater density. The GPA increased the number of allowed residential units from 220 units on the 111-acre site to 453 units and 5,000 square feet of commercial and civic uses. None of the units is designated as affordable housing.
- 42. The Harmony Grove south project site is bordered by urban residential and commercial uses to the north, large estate development and vacant lands to the east and west, and large swaths of undeveloped open space to the south, including the Del Dios Highlands Preserve. The site is not far from the 2014 Cocos wildfire.
- 43. A Draft EIR (DEIR) for the Harmony Grove South Project was circulated for public review from April 20, 2017 to June 20, 2017. A recirculated Revised DEIR was circulated for public review from February 22, 2018 to April 9, 2018. On May 24, 2018, the County Planning Commission voted to recommend approval of the Project. On July 25, 2018, the Board of Supervisors certified the final Revised EIR on Harmony Grove South and granted the GPA, the Specific Plan, and all other required approvals and entitlements for the Project. The Notice of Determination as to the EIR that is required by Public Resources Code section 21152(a) was posted by the County Clerk on July 26, 2018.
- 44. The final EIR (FEIR) for the Harmony Grove South Project stated that the total of GHG emissions, after use of "all reasonable and feasible on-site measures for

avoiding or reducing GHG emissions, including the project design features and strategies recommended by CARB in the Scoping Plan Second Update" (FEIR, p. 2.7-23), could not reduce the Project's GHG emissions to net zero, making the GHG emissions cumulatively significant. As mitigation, Harmony Grove South's EIR stated that it would achieve net zero emissions through the purchase and retirement of off-site carbon offsets. The off-site offsets would be purchased either through an offsets registry certified by the California Air Resources Board (CARB) or, if no CARB-certified registry was available, through a registry meeting the approval of the County Director of Planning and Development. The FEIR listed the order in which offsets would be purchased, stating:

The County will consider, to the satisfaction of the Director of [Planning and Development Services], the following geographic priorities for GHG reduction features, and off-site carbon offset projects: (1) Project design features/on-site reduction measures; (2) off site within the unincorporated areas of the County of San Diego; (3) off site within the County of San Diego; (4) off site within the State of California; (5) off site within the United States; and (6) off site internationally.

(FEIR, p. 2.7-24.)

- 45. The Valiano Project (Valiano), to be located immediately to the east and south of the City of San Marcos and one-quarter mile west of the City of Escondido, was previously used for avocado orchards, bee-keeping, and equestrian uses; it is also close to the site of the Cocos wildfire. The site is bordered by open space, estate residential, and various commercial and other uses; it also required a GPA in order to be approved. The GPA redesignated the property from the existing A70 (Limited Agriculture) designation to S88 (Specific Plan Area), and removed a portion of the site from the Elfin Forest-Harmony Grove subarea plan. This increased the number of allowed residential units from 118 units to 326 units on the 239-acre site. None of the units is designated as affordable housing. The property is within the Semi-Rural regional category.
- 46. A DEIR for the Valiano Project was circulated for public review from April 30, 2015 to June 15, 2015, and a Revised Draft EIR was recirculated from December 8,

2016 until January 30, 2017. On May 11, 2018, the County Planning Commission voted to recommend approval of the Project. On July 25, 2018, the Board of Supervisors certified the final Revised EIR and granted the GPA and all other required approvals and entitlements for the Project. The Notice of Determination as to the EIR that is required by Public Resources Code section 21152(a) was posted by the County Clerk on July 26, 2018.

- 47. The EIR for the Valiano Project stated that the total of GHG emissions, after use of all reasonable and feasible on-site measures for avoiding or reducing GHG emissions, could not reduce the Project's GHG emissions to net zero, making the GHG emissions cumulatively significant. (FEIR, p. 3.1.1-32.) As mitigation, Valiano stated that it would achieve net zero emissions through the purchase and retirement of off-site carbon offsets. The off-site offsets would be purchased either through an offsets registry certified by CARB or, if no CARB-certified registry was available, through a registry meeting the approval of the County Director of Planning and Development. The EIR specifically referred to the use of offsite carbon offsets. (FEIR, p. 3.1.1-33.)
- 48. The Otay 250 project (Otay 250), to be located in the East Otay Mesa Specific Plan area slightly north of the US-Mexico border, was previously designated for technology park uses and is currently undeveloped. The General Plan identified the overall East Otay Mesa Specific Plan as intended for technology manufacturing uses, light and heavy industrial uses, commercial uses to serve employees and visitors, and preservation of environmental resources. A general plan amendment was required to remove the existing technology park designation from the site, to redesignate the 253-acre site for the Otay 250 Project's residential and mixed uses, and to allow development of up to 3,158 residential units, 78,000 square feet of commercial, and 765,000 square feet of office uses.
- 49. A Draft Supplemental EIR (DSEIR) for the Otay 250 Project was circulated for public review from March 23, 2017 to May 8, 2017. On April 13, 2018, the County Planning Commission voted to recommend approval of the Project. On July

25, 2018, the Board of Supervisors certified the final EIR and granted the GPA and all other required approvals and entitlements for the Project. The Notice of Determination that is required by Public Resources Code section 21152(a) was posted by the County Clerk on July 26, 2018.

50. The EIR for the Otay 250 Project stated that the total of GHG emissions, after use of all reasonable and feasible on-site measures for avoiding or reducing GHG emissions, could not reduce the Project's GHG emissions to net zero, making the GHG emissions cumulatively significant. As mitigation, Otay 250 stated that it would achieve net zero emissions through the purchase and retirement of off-site carbon offsets. The off-site offsets would be purchased either through an offsets registry certified by CARB or, if no CARB-certified registry was available, through a registry meeting the approval of the County Director of Planning and Development. The EIR stated:

The County will consider, to the satisfaction of the Director of Planning and Development Services (PDS), the following geographic priorities for GHG reduction projects and programs: 1) off-site within the unincorporated areas off site within the State of California; 4) off-site within the United States; and 5) off-site internationally.

Geographic priorities would focus first on local reduction features (including projects and programs that would reduce GHG emissions) to ensure that reduction efforts achieved locally would provide co-benefits. Depending on the carbon offset project utilized, co-benefits may include reductions in criteria air pollutants, toxic air contaminants, energy demand, water consumption, health benefits, social benefits, and economic benefits. The applicant or its designee shall first pursue offset projects and programs locally within unincorporated areas of the County of San Diego to the extent such direct investment projects and programs are available and are financially feasible, as reasonably determined by the Director of [Planning and Development Services].

(FEIR, pp. 2.4-27 and 2.4-28.)

- 51. The Planning Commission held a separate hearing on each of the Projects and adopted separate findings and recommendations to the Board of Supervisors for each Project.
- 52. The Board of Supervisors, although acting on all Projects on the same day, adopted a separate Resolution making the approvals for each Project, adopted a separate Ordinance for each Project, and separately certified the EIR for each Project, including making required Findings and adopting mitigation measures and a monitoring program for each Project, as well as a Statement of Overriding Considerations for each Project.

Greenhouse Gas Offsets for the Individual Projects Are Inconsistent With the Mitigation Adopted for the 2011 General Plan

- 53. The Harmony Grove South, Valiano, and Otay 250 Projects' EIRs all state that those Projects will mitigate the significant adverse effects of their GHG emissions through the purchase and retirement of carbon offsets, including off-site offsets, which may include out-of-County offsets.
- 54. Each Project is required to show GHG reductions from offsets only at the time of the first grading or construction permit (Harmony Grove South EIR, p. 2.7-28; Valiano EIR, p. 3.1.1-32; Otay EIR, p. 2.4-28). Therefore, neither the County nor the public can know whether any of the three Projects is or is not consistent with the General Plan's Mitigation Measure CC-1.2 until long after the CEQA process has been completed.
- 55. On information and belief, Petitioner alleges that the Director of Planning and Development Services, to whose satisfaction the EIR for each of the three Projects state that the efficacy of off-site offsets must be demonstrated, does not have specialized or institutional expertise in determining the efficacy of offsets. Petitioner is unaware of any criteria made public by the County against which off-site carbon offsets will be evaluated to demonstrate that the offsets are real, permanent, additional (i.e., not required by any other statue, regulation, or program), and enforceable, nor is Petitioner aware that

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the Director's decision will be made in a public manner, with opportunity for public review and comments.

- The County's 2011 GPU has multiple policies to reduce vehicle miles traveled (VMT) in the County, e.g., COS-20.3; M-8.1; M-8.3; M-8.6; M-8.7. However, the Harmony Grove South EIR states that the Project will *increase* VMT by approximately 11.5 million miles per year (EIR, p. 2.7-17), and the Valiano EIR states that the Project will increase VMT by approximately 9.7 million miles per year (EIR, p. 3.1.1-27). Remarkably, the Otay 250 EIR states that the Project will decrease Countywide VMT by an unspecified amount (EIR, p. 22.1-21).
- 57. Mitigation Measure CC-1.2 in the 2011 General Plan's EIR Mitigation Measure CC-1.2 provides, in pertinent part:

The County Climate Change Action Plan will achieve comprehensive and enforceable GHG emissions reduction of 17% (totaling 23,572 MTC02E) from *County* operations from 2006 by 2020 and 9% reduction (totaling 479,717 MTC02E) in *community* emissions from 2006 by 2020.

58. Harmony Grove South, Valiano, and Otay 250 are not facially consistent with the GHG reductions called for in Mitigation Measure CC-1.2, since they rely on use of GHG offsets that may be outside the County, and not obtained either from County operations or community emissions in the County. Their EIRs do not establish consistency with Mitigation Measure CC-1.2, which is a central and fundamental Policy of the General Plan Update, since the EIRs do not provide that their offsets will be obtained within the County, and none performs a consistency analysis with Mitigation Measure CC-1.2. None of the Projects' EIRs performs an analysis of the potential adverse environmental impacts of approving that project if that project is inconsistent with Mitigation Measure CC-1.2.

The County's Autodelete Policy Makes Preparation of a Legally Compliant Administrative Record Under CEQA Impossible, in Violation of CEQA.

- 59. As set out above in Paragraph 15, the County has a document retention policy that automatically deletes various documents 60 days after they are created or received, unless County personnel take affirmative steps to archive them. On information and belief, and based on extensive experience by Petitioner with County environmental review processes, Petitioner alleges that it is common practice for County staff, particularly Planning and Development Services staff, to send and receive multiple documents, including memoranda, studies, and emails to and from developers and developers' consultants regarding a project for which permits have or will be applied by a given developer, and regarding the County's compliance with CEQA as to such project.
- 60. In Golden Door Properties, LLC v. County of San Diego (San Diego Superior Court No. 37-2018-00030460-CU-TT-CTL) (Golden Door), concerning preservation of County records for the Newland Sierra project, the County filed opposition papers indicating that (a) for projects where litigation is being threatened or is expected, only a limited category of "official records" are being retained; and (b) for projects that actually have had litigation holds placed on them, the only emails being retained are those either selected by certain County employees for retention or those that contain certain limited, non-public search terms. A Temporary Restraining Order issued by the Superior Court remains in effect.
- 61. Based on its knowledge of the County's autodeletion policy, the complexity of the three Projects listed here, and its prior experience with County permitting processes and practices, Petitioner is informed and believes, and on that basis alleges, that at least some emails have been created or received by the County that are not posted on the County's website (and thus publicly available) regarding each of the Harmony Grove South, Valiano, and Otay 250 projects. Based on the papers filed by the County in *Golden Door*, Petitioner is informed and believes, and on that basis alleges, that it is difficult or impossible for Petitioner to determine what such emails have been created or

received, whether such emails have been archived or autodeleted, or whether future such emails will be archived or autodeleted.

- 62. Public Resources Code section 21167.6, and especially section 21167.6, subdivision (e), establish categories of documents that are legally required to be placed in the administrative record in any case challenging a project approval for failure to comply with CEQA, as this Petition does. Based on information and belief, Petitioner alleges that some emails falling into one or more of the categories set out in Public Resources Code section 21167.6, subdivision (e), which are therefore documents required to be in the administrative record of this case may have been autodeleted, or may be autodeleted in the future, in violation of CEQA's requirements concerning administrative records.
- 63. Petitioner Sierra Club is beneficially interested in the existence of a legally adequate administrative record in this case, in order that a just, correct and fully supported decision may be made in the case. It is therefore beneficially interested both in determining the legality of County's autodeletion policy, and in the preservation and placing in the administrative record for this case each and every document, including all emails, that is legally required to be part of that record.

The County Attempts to Avoid Government Code Section 65258(b)'s Limitation on Amending General Plans More Than Four Times a Year By "Batching" Multiple Amendments and Adopting Them All As a Single Amendment

- 64. As set out in Paragraph 19 above, Government Code section 65358, subdivision (b) prohibits local agencies like the County from amending a mandatory element of the agencies' General Plan more than four times a year. The Land Use Element is a mandatory element, as set out in Government Code section 65302, subdivision (a).
- 65. The County has already amended the Land Use Element of its General Plan once this year when it approved a General Plan Amendment for the Lake Jennings Marketplace project on January 24, 2018. The three General Plan Amendments for the

three Projects herein will bring to four the total of such amendments made by the County in 2018, the full number allowed by the Government Code in a single year.

- 66. The County has announced plans to consider additional General Plan Amendments during 2018, including for the massive Newland Sierra project, as well as the Lilac Hills Ranch and Warner Ranch projects. Consideration of any such General Plan Amendments would exceed Government Code section 65358, subdivision (b)'s four-times-a-year limit.
- 67. Petitioner Sierra Club has filed comments critical of the Newland Sierra EIR, and the EIRs of other projects that are under County consideration, and that may be the subjects of General Plan Amendments this year, pursuant to the County's policy of "batching" such Amendments in order to approve more than four such Amendments in one year. Petitioner may file challenges under CEQA to one or more of these projects and is therefore beneficially interested in a determination by this Court as to the legality of County's "batching" policy for General Plan amendments.
- 68. A conflict and active controversy currently exists between the County and Petitioner, in that the County and its County Counsel assert that the batching policy is fully legal under Government Code section 65358, subdivision (b), while Petitioner believes it is not.

FIRST CAUSE OF ACTION

(VIOLATION OF CEQA, PUBLIC RESOURCES CODE SECTIONS 21002 AND 21081, CEQA GUIDELINES 15126.4)

- 69. Petitioner hereby realleges all allegations in the previous paragraphs, as though set forth here in full.
- 70. CEQA, at Public Resources Code section 21002, provides that "public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects. . . ." In addition, Public Resources Code section

21081 provides that "no public agency shall approve or carry out a project for which an environmental impact report has been certified which identifies one or more significant effects on the environment that would occur if the project is approved or carried out unless" either the public agency makes findings that changes or alterations to the project have been made that would mitigate or avoid such significant effects, or the public agency adopts a Statement of Overriding Consideration that such significant effects are outweighed by specified economic, social, or other benefits of the project. (Pub. Res. Code section 21081, subds. (a), (b).) Such findings must be supported by substantial evidence. (Pub. Res. Code section 21081.5.)

- 71. The County's approval of the Harmony Grove South, Valiano, and Otay 250 Projects violates Public Resources Code sections 21002 and 21081 in that GHG emissions from each of the Projects may have significant cumulative impacts on the environment by contributing to climate change in California and elsewhere, and such significant effects have not been adequately mitigated. The County, in certifying the EIR for each Project, and in approving each Project, relied on the option of providing off-site and out-of-County reductions in GHG emissions that are not legally adequate to serve as mitigation for GHG emissions from each Project, in that the off-site emissions reductions are not real, permanent, quantifiable, verifiable, and enforceable reductions as set forth in Health and Safety Code Section 38562(d)(1), and are not additional to any other requirement of law or regulation. (CEQA Guidelines section 15126.4(c)(3).)
- 72. The County's approval of the Harmony Grove South, Valiano, and Otay 250 Projects violates Public Resources Code sections 21002 and 21081 in that GHG emissions from each of the Projects will have significant cumulative emissions on the environment by contributing to climate change in California and elsewhere, and such significant effects have not been adequately mitigated. The County, in certifying the EIR for each Project, and in approving each Project, left the determination of the adequacy of off-site, out-of-County GHG emissions reductions to fully offset the GHG emissions of each Project to the discretion of the Director of Planning and Development Services, with

no regulations or procedures established by which the Director should make such determination. Without established, defined, and scientifically supported criteria for approving offset registries and offset programs, off-site offsets may be approved by the Director that will not actually reduce GHG emissions, or that may not reduce them to the degree claimed in the relevant Project's EIR.

- CEQA is a statute intended to "protect[] informed self-government" (Laurel Heights Improvement Assn. v. Regents of the University of California (1988) 47 Cal.3d 376, 392) and "to demonstrate to an apprehensive citizenry that the agency has, in fact, analyzed and considered the ecological implications of its action." (No Oil, Inc. v. City of Los Angeles (1974) 13 Cal.3d 68, 86.) Without duly adopted, publicly available criteria in place under which the Director of Planning and Development Services will make the determination as to the validity of off-site GHG reduction registries and programs, the "apprehensive citizenry" of San Diego will not be able to know whether the County has approved projects that have significant environmental impacts that have not been adequately mitigated, in violation of CEQA's purposes of full environmental disclosure and public accountability.
- 74. The County's approval of the Harmony Grove South, Valiano, and Otay 250 Projects violates Public Resources Code sections 21002 and 21081, and the CEQA Guidelines found at California Code of Regulations, title 14, sections 15126 and 15126.2, in that the EIR for each Project fails to analyze, disclose, and if necessary, provide adequate mitigation for, the impacts resulting from the inconsistency of each Project with County Land Use Element Policy CC-1.2, which requires specified GHG reductions within the County, given that each Project relies on the ability to use out-of-County GHG offsets.
- 75. In each of the respects enumerated above, Respondent County of San Diego has violated its duties under the law, abused its discretion, failed to proceed in the manner required by law, and decided the matters complained of without the support of substantial evidence, all in violation of CEQA.

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SECOND CAUSE OF ACTION

(VIOLATION OF CEQA, PUBLIC RESOURCES CODE SECTION 21167.6)

- 76. Petitioner hereby realleges all allegations in the previous paragraphs, as though set forth here in full.
- 77. The County's approval of the Harmony Grove South, Valiano, and Otay 250 Projects violates Public Resources Code section 21167.6 in that during its consideration of the applications of these Projects for permits and other approvals and entitlements, the County has failed to preserve all documents specified in Public Resources Code section 21167.6, and particularly 21167.6, subdivision (e), as necessary for production and certification of a complete administrative record to enable judicial review of the County's actions in regard to each Project. The County's policy of deleting emails created or received by the County after 60 days, unless such emails are specially archived, has made it impossible to determine whether all documents specified in Public Resources Code section 21167.6, and particularly 21167.6, subdivision (e), have been preserved, through archiving or other method, for inclusion in the administrative record of any challenge under CEQA to the County approvals, including the challenge made herein.
- 78. If the County has not preserved documents required to be in the administrative record for each Project challenged herein, and if, in consequence, the administrative record cannot be properly certified, the approval for each affected Project must be set aside. (*Protect Our Water v. County of Merced* (2003) 110 Cal.App.4th 362, 373 [the consequence of providing a record to the courts that does not evidence the agency's compliance with CEQA is reversal of project approval].)
- 79. By its failure to adequately preserve documents required under CEQA to be placed in the administrative record in this case, Respondent County of San Diego has violated its duties under the law, abused its discretion, failed to proceed in the manner

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required by law, and decided the matters complained of without the support of substantial evidence, all in violation of CEQA.

THIRD CAUSE OF ACTION

(FOR DECLARATORY RELIEF OF THE COUNTY'S RIGHTS AND DUTIES UNDER GOVERNMENT CODE SECTION 65358(b) REGARDING BATCHING OF AMENDMENTS TO A MANDATORY ELEMENT OF COUNTY'S GENERAL PLAN)

- 80. Petitioner hereby realleges all allegations in the previous paragraphs, as though set forth here in full.
- 81. Government Code section 65358, subdivision (b), expressly limits any amendment by the County of a mandatory element of its General Plan to four such amendments per year. The County has now approved four such amendments to its General Plan's Land Use Element, which element is classified as a mandatory element pursuant to Government Code section 65302(a).
- Petitioner regarding amendments to the County's General Plan. The County contends it has the legal right to amend the Land Use Element of its General Plan more than four times in one year, in that it contends that it may approve multiple such amendments on one occasion by "batching" them, and that it may approve any number of such "batched" amendments, each containing as many changes to the General Plan's Land Use Element as the County thinks needed, upon each of four occasions per year. Petitioner contends that, to promote the stable, rational, and coherent land use planning goals of the Government Code, the County may not approve as many amendments as it wishes to the Land Use Element on each of four occasions per year, but is limited to a single such amendment on each of four occasions per year.
- 83. Petitioner asks this Court for a declaration of the rights and duties of the parties and that the County has a mandatory and nondiscretionary duty to limit itself to

approving no more than one amendment to the Land Use Element of its General Plan on each of four occasions per year.

- 84. Petitioner has complied with Public Resources section 21167.7 by serving a copy of this Petition on the California Attorney General. A copy of this letter is attached as **Exhibit A**.
- 85. Petitioner has complied with Public Resources section 21167.5 by sending a notification to the County of San Diego of its intention to file this Petition, prior to filing. A copy of this letter is attached as **Exhibit B**.
- 86. Petitioner has elected to prepare the administrative record in this case. Petitioner's Notice of Election to Prepare the Administrative Record is attached as **Exhibit C**.

PRAYER

WHEREFORE, Petitioner prays for relief as follows:

- 1. For an alternative and peremptory writ of mandate commanding Respondent County to immediately vacate and set aside its certification of the Environmental Impact Reports for the Harmony Grove South, the Valiano, and the Otay 250 Projects and to vacate and set aside the approvals of each Project until and unless the County fully complies with all requirements of CEQA;
- 2. For an alternative and peremptory writ of mandate commanding the County to archive and preserve all documents, including emails, created or received by County personnel relating to the consideration and approval of permits and other entitlements for the Harmony Grove South, Valiano, and Otay 250 Projects;
- 3. For an alternative and peremptory writ of mandate commanding the County to set aside and abandon its policy of automatic deletion from County archives and files of emails 60 days after such documents are created or received;

- 4. For a judgment stating that the County's approval of amendments to the General Plan for Harmony Grove South, Valiano, and Otay 250 Projects constitute three amendments for the purpose of Government Code section 65358, subdivision (b) and any further amendments to the San Diego County General Plan's Land Use Element in the 2018 calendar year would violate Government Code section 65358, subdivision (b);
 - 5. For costs of this suit;
 - 6. For reasonable attorneys' fees; and
 - 7. For such other relief as this Court deems just and proper.

DATE: August 23, 2018

Respectfully Submitted,
CHATTEN-BROWN & CARSTENS

By: /s Josh Chatten-Brown
Josh Chatten-Brown
Susan L. Durbin
Jan Chatten-Brown
Attorneys for Petitioner

VERIFICATION

I, George Courser, declare as follows:

I am an officer of the Sierra Club. I have read the foregoing PETITION FOR WRIT OF MANDATE AND COMPLAINT FOR DECLARATORY RELIEF and know the contents thereof, and the same is true of my own knowledge.

I declare under penalty of perjury that the foregoing is true and correct and that this verification was executed on the 23th day of August, 2018 at San Diego, California.

George Courser

		CM-010
ATTORNEY OR PARTY WITHOUT ATTORNEY (Name, State Bai Josh Chatten-Brown, SBN 243605	r number, and address):	FOR COURT USE ONLY
Chatten-Brown & Carstens LLP		
302 Washington Street, #710, San Diego, Girah Cabacarthlaw, acm	ELECTRONICALLY FILED	
jrcb@cbcearthlaw.com TELEPHONE NO.: 619-940-4522	Superior Court of California,	
ATTORNEY FOR (Name): Sierra Club	County of San Diego	
UPERIOR COURT OF CALIFORNIA, COUNTY OF S	an Diego	08/23/2018 at 03:50:12 PM
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MAILING ADDRESS: 330W. Broadway		By Vanessa Bahena, Deputy Clerk
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Auto Tort		Provisionally Complex Civil Litigation
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Uninsured motorist (46)	Rule 3.740 collections (09)	Antitrust/Trade regulation (03)
Other PI/PD/WD (Personal Injury/Property	Other collections (09)	Construction defect (10)
Damage/Wrongful Death) Tort	Insurance coverage (18)	Mass tort (40)
Asbestos (04)	Other contract (37)	Securities litigation (28)
Product liability (24)	Real Property	Environmental/Toxic tort (30)
Medical malpractice (45)	Eminent domain/Inverse	
Other PI/PD/WD (23)	condemnation (14)	Insurance coverage claims arising from the above listed provisionally complex case
Non-PI/PD/WD (Other) Tort	Wrongful eviction (33)	types (41)
Business tort/unfair business practice (0)	Other real property (26)	Enforcement of Judgment
Civil rights (08)	Unlawful Detainer	Enforcement of judgment (20)
Defamation (13)	Commercial (31)	Miscellaneous Civil Complaint
Fraud (16)	Residential (32)	RICO (27)
Intellectual property (19)	Drugs (38)	Other complaint (not specified above) (42)
Professional negligence (25)	Indiate Deview	
Other non-PI/PD/WD tort (35)	Asset forfeiture (05)	Miscellaneous Civil Petition
Employment	Petition re: arbitration award (11)	Partnership and corporate governance (21)
Wrongful termination (36)	Writ of mandate (02)	Other petition (not specified above) (43)
Other employment (15)	Other judicial review (39)	
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