

**Attachment D**  
**Resolution Approving GPA 12-003**  
**Exhibit A & B Strikeout/Underline**

County of San Diego General Plan Update

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***Boulevard Subregional  
Planning Area***

**MOUNTAIN EMPIRE SUBREGIONAL PLAN**

**August 2011**

# CERTIFICATE OF ADOPTION

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

Attest: \_\_\_\_\_  
ERIC GIBSON, Director  
Department of Planning and Land Use

# Introduction to the Community Plan

## ***Purpose of the Community Plan***

Community and subregional plans, adopted as an integral parts of the County of San Diego’s General Plan, are policy plans specifically created to address the issues, characteristics, and visions of communities within the County. These distinct communities each have a distinct physical setting with a unique history, culture, character, life style, and identity. Community and subregional plans, thus provide a framework for addressing the critical issues and concerns that are unique to a community and are not reflected in the broader policies of the General Plan. As part of the General Plan, this Community Plan is consistent with all other parts of the County’s General Plan.

Used in conjunction with the General Plan, a community or subregional plan (Plan) is a key tool for the public, Community Planning/Sponsor Groups, County staff, and decision makers to identify the existing conditions and development that positively contribute to its character and should be conserved, as well as the location, scale, and design of desired new land uses, and community facilities. The Plan’s policies require that development be comparable to, or transition with, existing development to ensure that new development “fits” with the community and enhances the community’s vision.

## ***Scope of the Community Plan***

This portion of the Mountain Empire Subregional Plan covers the Subregional planning area of Boulevard, which is illustrated in Figure 1. This planning area includes approximately 55,350 acres and contains the communities of Boulevard, Manzanita, Live Oak Springs, Tierra Del Sol, Crestwood, Jewel Valley, McCain Valley, Miller Valley, and a portion of Bankhead Springs. (See Figure 2 on page 3)

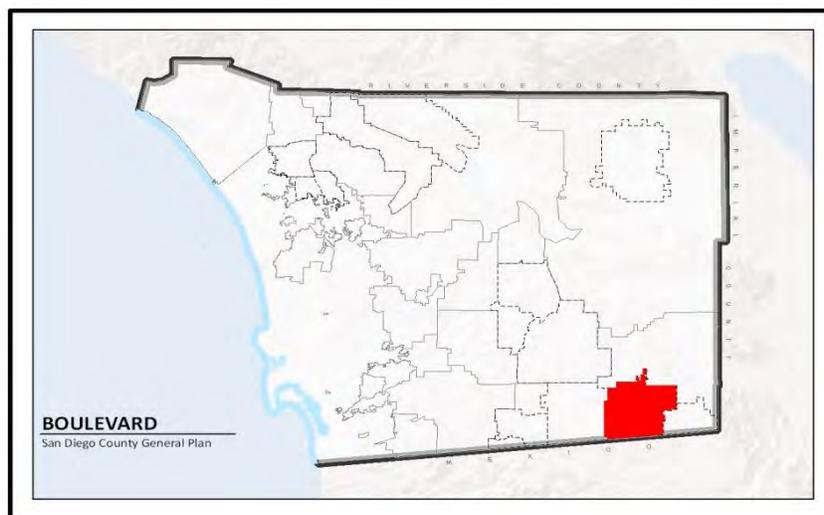


Figure 1: Boulevard Subregional Planning Area

**Content and Organization of the Community Plan**

The following is the content and organization of the Plan and a brief description of each of these sections of the Plan.

Vision Statement. A vision statement that expresses community values about its distinguishing character, quality of life, mix of uses, development form and scale, public realm and places, mobility, economy, environment, safety, and relationships to adjoining communities, open spaces, and the region.

Community Profile/Community Character. A description of the Community’s existing character, uses, environment, conditions, factors influencing future changes, and key planning issues.

Elements. Due to the breadth and detail of the Countywide elements, communities may find it unnecessary to identify unique goals and policies for all of the following subjects. Therefore, not all communities may use all of the following elements:

Land Use. Application of countywide land use designations and goals and policies to reflect the distinguishing characteristics and objectives for the Community. These may address objectives, such as a specific mix of uses; priority development locations and projects; needed community facilities; development form and scale; architectural, landscape, and public realm design characteristics; land use compatibility; and similar topics.

Mobility. Delineates the roadways, transit corridors, bicycle paths, equestrian paths, and pedestrian trails that supplement and complete the road networks defined by the countywide Mobility Element. Policies may also address unique Community issues, such as neighborhood traffic intrusion, commercial district parking, local public transit, and infrastructure improvements.

Conservation and Open Space. Application of countywide Conservation and Open Space Element policies to address issues associated with designated plant and animal habitats, agriculture, water bodies, open space, and other specific resources within the Community Plan area. This may encompass actions to protect resources that may uniquely apply to specific sites or resources.

Safety. Application of countywide Safety Element policies to address specific safety issues in the Community Plan area. This may encompass actions to protect residents and development from defined risks.

Noise. Application of countywide Noise Element policies to address specific source issues and impacts in the Community Plan area. This may consider differentiation of land use compatibility standards to reflect community character and location—for example, villages located in rural setting and hillsides in contrast to those located adjoining urban and suburban development.



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## ***Public Involvement in Preparing the Community Plan***

Since 2005, there have been 36 meetings on the Boulevard Community Planning Group that has discussed the General Plan Update, including many in 2008 and 2009 where the community plan was drafted.

## ***How to Use the Community Plan***

To use this Plan, the General Plan elements should first be reviewed for applicable goals and policies and the General Plan Land Use Maps (General Plan Appendix LU-A-11.1) should be referred to when applicable to determine the type, location, and density of land use allowed. This plan supplements these Countywide policies and diagrams and further directs the land uses and development desired to achieve the community's vision.

## ***Implementing, Monitoring, and Amending the Community Plan***

It shall be the responsibility of the County to implement the Plan, to monitor progress towards its implementation, and to amend the Plan when necessary. Each Plan includes the community's key issues, as well as the goals and policies to address the issues identified. For each policy or set of policies, there is one or more implementation action identified to carry it out. The implementation program also identifies the County department or agency responsible for its implementation, where appropriate. Many of the policies will be implemented by County Ordinances and other discretionary actions, such as zoning, design guidelines, and development standards in the County Zoning Code.

Implementation of the Plan should be monitored on a periodic basis by the County and the Community Planning/Sponsor Group for progress towards its implementation. For compliance with State law, the Plan shall be reviewed no less than once annually so that its implementation status may be included in the County's Annual General Plan Report to the State. The annual review provides the opportunity for the Plan to be updated and amended, as appropriate, to reflect changes in the community vision, conditions, or attitudes.

# Community Background

Following the arrival of the Spanish, the establishment of their coastal mission system, the Civil War, and the Mexican-American War, local history includes a mid-1800's influx of settlers and prospectors from varied ethnic backgrounds and countries, sprawling 40,000 acre ranches, cattle and cowboys, sheep and shepherds, and trailblazers, like John Spreckles' and the San Diego and Arizona Railroad, which he blasted through the rugged Tecate Divide/HiPass area and the Carrizo Gorge. The railroad, with the famous Goat Canyon Trestle, nicknamed the Impossible Railroad, was completed in 1919, with the help of Chinese, other immigrant laborers, young high school students, and just about anyone else willing to work hard under difficult circumstances for very little pay. Primitive camps were set up along the route.

## **b. Relationship to Adjoining Communities**

Boulevard maintains a rural relationship to its mountain neighbors who share common goals, issues, and realities. Our neighbors to the west include the Campo Kumeyaay Nation, Campo, Canyon City, and Potrero. The community of Jacumba is to our east.

## **c. Environmental Setting**

Straddling the Tecate Divide, Boulevard is known for its vast scenic vistas, open landscapes, uncluttered ridgelines, boulder strewn outcroppings, and oak filled valleys. The area is totally dependent on groundwater resources and importation of water is not a viable option. Groundwater is key to survival for both human and natural communities. To ensure long-term availability of groundwater, future development will generally require minimum lots sizes of 20, 40 or 80 acres. In the event of further decline in annual rainfall and groundwater recharge and resources, even larger lots sizes, or some form of building moratorium may prove necessary to prevent overdraft conditions that can threaten public health and safety.

Due to the transitional nature of the Eastern San Diego County, it is one of the most biologically diverse regions in the world. The Multiple Species Conservation Program process for East County originally identified approximately 250 species that needed protection, including endangered, rare, threatened, and sensitive species. The Boulevard area is well-known amongst bird-watchers for its wide variety of birds, including Golden eagles, Coopers hawks, red tailed hawks, prairie falcons, turkey vultures, great horned owls, barn owls, blue herons, turkeys, quail, doves, numerous songbirds a plethora of hummingbirds, a variety of bats, and more, especially during the spring and fall migrations. Even Canadian geese, ducks, pelicans, and other seabirds pass through on their way east and south. In August of 2007, a California Condor, from a release site in Sierra San Pedro de Matir National Park in Baja California, was documented flying north along the Sierra Juarez Mountain ridge and into the San Diego County, in the In-Ko-Pah Mountain McCain Valley area of Boulevard.

The Boulevard area is also home to big horn sheep, bobcats, mountain lions, mule deer, desert woodrats, horned lizards, legless lizards, a wide variety of rattle and other snakes, and more.

Due to massive firestorms in 2003 and 2007, and the destruction of significant amounts of acreage and habitat and potential type conversion, Boulevard and other areas that did not burn experienced an added influx of wildlife seeking food and shelter. The McCain Valley Resource Management area and large ranch lands in the Jewel Valley, Miller Valley, and Crestwood / Thing Valley areas are key to protecting and maintaining critical grasslands, riparian areas, wetlands, and viable wildlife corridors and linkages.

Climate change is expected to further increase the biodiversity of our mountainous region with lower elevation flora and fauna migrating to the Boulevard area. These rich habitats and wildlife resources are highly valued and will be protected and defended with vigor. Projects or development that will have adverse effects on the integrity and viability of existing habitat, riparian and wetland areas, wildlife corridors, and biodiversity will be rejected.

#### **d. Existing Land Uses and Community Character**

Outside the rural village area, and the small enclaves of Tierra Del Sol, Live Oak Springs, Witcher's Grove, and Calxico Lodge, the Boulevard area is characterized by large lot single-family residences; large and small ranches historically used for cattle grazing, livestock production and horses; and small scale truck gardens, fruit trees, and dry land farming. Undeveloped meadows, extensive open spaces, and ridgelines provide for a sense of breathing room, as well as a quiet and slow-paced respite from the often hurried and noisy urban environment. Easy access to McCain Valley Resource Conservation Area and National Land Cooperative, other parks, protected and public lands, trails, scenic Historic Route 80, historic landmarks, Lark Canyon Off-Highway Vehicle (OHV) Park and campgrounds, along with Boulevard's gorgeously dark skies, and generally quiet country roads, attract visitors and tourists, including outdoor, motorcycle, bicycle, equestrian, and photography enthusiasts, and scientists from afar. These unique and highly valued resources provide for a tourism/recreation based economy that helps to support local businesses. They deserve protection and fostering.

The tribal lands and families belonging to the Campo, La Posta, and Manzanita Bands of Kumeyaay represent an ancient and ongoing occupation and knowledge of the land, which is rich with archeological and cultural resources. Remnants of Boulevard's western heritage are also represented by the old McCain Ranch house, the Miller Ranch adobe house, and modern day cowboys and livestock operations. Rock and rammed earth buildings built by Mr. Derwood Johnson in the early 1900's and the tale, tale thump, thump of driving on the concrete slabs of Historic Route 80, are also physical and nostalgic reminders of another era that add to Boulevard's rural and rustic character and charm.

#### **e. Existing Circulation and Mobility**

The existing road network serving the Boulevard / Live Oak Springs area is described below:

- Interstate-8 (I-8) — This four-lane freeway provides for the majority of east-west Southern California traffic flow through the Boulevard area, bypassing the rural towns in a rush. Crestwood Road and Ribbonwood Road (Boulevard exit) are

two on-off ramps that serve the Boulevard / Live Oak Springs area, and the Campo, La Posta, and Manzanita tribal communities.

- Historic Route 80 — This two-lane predecessor to I-8 provides for a slower paced step-back-in-time travel route that runs through the hearts of the little communities of Descanso, Guatay, Pine Valley, La Posta, Live Oak Springs, Boulevard, Bankhead Springs, and Jacumba, and through scenic areas, which include pleasing views of boulder studded hills and oak studded valleys, small and large ranches, livestock, riparian and wetland areas, and stunning views.
- SR 94 — This two-lane State Highway connects I-8 and Boulevard to rural communities to the west, including Cameron Corners, Campo, Canyon City, Potrero, Tecate, Dulzura, and Jamul. SR-94 travels along much of Campo/Cottonwood Creek riparian corridor, which is full of lush valleys, wetlands, steep rocky mountain sides, and winding canyons.
- Campo, La Posta, and Manzanita tribal community roadways — These roads also link into Historic Route 80 and SR-4 via Crestwood Road, Church Road, Canebrake Road, and La Posta Truck Trail, BIA 10 (also known as East Indian Road), and BIA 15. Only the paved roads are open to the public. There are four paved north-south public collector roads in Boulevard, including Tierra Del Sol, Ribbonwood Road, Jewel Valley Road, and McCain Valley Road.
- Tierra Del Sol Road runs along the spine of the Tecate Divide and connects Historic Route 80 and SR-94 with the old community of Tierra Del Sol, previously known as HiPass and Tecate Divide, where the passenger train used to stop and drop off the mail and supplies. The views from Tierra Del Sol Road are breathtaking in the sheer amount of territory that can be seen in virtually all directions with virtually no obstructions. Tierra Del Sol Road continues on south and west, and connects the neighborhoods along the US/Mexico border. It turns into Shockey Truck Trail (also called the East West Road), which loops back along the southern boundary of the Campo Reservation, through Bureau of Land Management (BLM) land, and on into Campo via SR-94. Extensive views of Northern Baja are enjoyed from this route.
- Ribbonwood Road (SR-94) runs north of Historic Route 80 and has access ramps for I-8 east and west. It also runs further to the north, beyond I-8, and provides access to expansive ranch lands, residential neighborhoods, and a parcel belonging to the Campo Band.
- Jewel Valley Road runs south from Historic Route 80 towards the US/Mexico border. It interconnects with various private unpaved side roads that snake around in general east-west and north-south directions. Jewel Valley Road meanders along a pretty valley filled with towering oaks, numerous springs, and incredible boulder arrays. The scattered residences and large ranch properties, share gorgeous and far-reaching views into Northern Baja. Lake Domingo and the Lakeside Sportsman Club are also accessible via Jewel Valley Road.

- McCain Valley Road runs north from Historic Route 80, under I-8, and provides access to the McCain Valley Conservation Campo, several large ranches, the historic McCain family ranch house, McCain Valley Resource Conservation Area and Land Cooperative, and the Lark Canyon OHV Park and Cottonwood Campground. McCain Valley Conservation Area provides ample room for a wide variety of recreation and hobbies, and is the most visited area in the BLM's Eastern San Diego County Resource Management Area.
- Private roads serve as ingress and egress access for the majority of residences and properties in the Boulevard area. They are generally deeded easements that cross multiple private properties. These are not public access roads and they do not receive public funding for maintenance or repair. Those who have deeded rights to use the roads are responsible for maintaining them at their own expense. Private Road/No trespassing signs should be respected. The same is true for roads on tribal lands. In general, public access roads are those built, surfaced, and maintained with public money.
- An unnamed dirt access road runs intermittently along sections of the US/Mexico border fence.

#### **f. Public Safety**

##### Law Enforcement

Noise complaints in the Boulevard area are difficult to deal with due to a lack of adequate law enforcement.

# Community Vision

## Who Are We:

The Boulevard / Live Oak Springs area is a small remnant of the previously extensive territory of the indigenous people most commonly known as the Tipai or Kumeyaay. It is still home to several Kumeyaay Bands, including the Campo, the La Posta, and the Manzanita, who have survived despite many natural and manmade hardships and struggles. Along with the ongoing Native American influence, culture, and their incredibly rich historic, and archeological resources, a strong Spanish / Mexican / and American influence and western heritage has also played very interesting roles, both good and bad, in who we are today.

Despite the construction of Hwy 80 and I-8, and the boom and bust cyclical influx of new residents, Boulevard has still managed to retain its rugged rural character and quality of life along with wide open spaces, expansive uncluttered views, and a sense of stepping back into a bygone era.

Most non-native locals are drawn to Boulevard's backcountry by a love of open space and a slower paced rural life style, free from smog, traffic congestion, noise, and crowds. We envision that Boulevard will remain a rustic, quiet, slow-paced, low-density rural community. Our goal is to achieve a thriving yet charming Boulevard town center for shops and businesses along Historic Route 80, along with a quaint resort and shops available at Live Oak Springs. All shops, service providers, and restaurants will be small, locally owned, well patronized, and will provide good service to residents and tourists alike. Storefronts will share a rustic, step-back-in-time theme. There will be no franchise logos or bright flashing neon lights.

Many residents will telecommute for work, work for local educational facilities, for law enforcement and border security agencies, at the local tribal gaming, entertainment, and other enterprises, and/or operate small home-based cottage, art related, and/or small scale livestock, equestrian, and produce related businesses. The larger surrounding community, which includes our Kumeyaay neighbors, will interact in a positive way working towards common goals of mutual benefit.

## **Community Character:**

Boulevard's unique transitional location, which straddles the Tecate Divide between the Laguna Mountains above and the Yuha and Anza Borrego Deserts below, provides generous portions of open, vast, and soul-soothing views of the surrounding Laguna, In-Ko-Pah, Jacumba Mountains, and Sierra Juarez Mountain ridgelines. These geographically extensive and expansive viewsheds are highly valued assets. Protecting these significant visual resources, ~~and keeping them free of industrial, energy, communication, and other infrastructure and clutter, is key~~ helps to retaining Boulevard's slow-paced ~~non-industrial~~ rural community character, and to preserving a sense of untouched time and place.

Open spaces, parks, and accessible recreation areas, such as the McCain Valley Resource Conservation Area and Land Cooperative, the Cleveland National Forest, Table Mountain, the Carrizo and Jacumba Wilderness Areas, In- Ko-Pah, and more, help to preserve our highly valued visual resources as well as a sense of time, place, and breathing room. Our night skies remain dark and beautiful helping Boulevard to achieve a Dark Sky Community designation. The San Diego Astronomy Association's expanded Tierra Del Sol Observatory will continue to draw tourists, scientists, and researchers, from around the world.

The preservation of agriculture, small livestock, equestrian, and produce operations, along with large lots for single family residences, is also key to retaining a rural community character and quality of life. The preservation of historic buildings and structures in the surrounding areas, such as the adobe Miller Ranch House in Miller Valley, the Wisteria Candy Cottage, the Hill family rock house (now known as Fossil Ranch), and the McCain Ranch House in McCain Valley, and especially along and near Historic Route 80, such as the rock and stone houses and structures near the junction of Jewel Valley Road, is also key to protecting and preserving rural character and a sense of time and place. It is our goal that these historic assets and resources will be documented, preserved, and restored. Some may be held in private hands and others may be used as local specialized museums and/or research libraries.

Growth is managed at a slower rural pace, with new single family residences built on existing lots, on minor lot splits, or as second-dwelling units. No master-planned, clustered, or cookie-cutter subdivisions impair the rural landscape or over crowd the quiet country roads. The majority of homes will rely on individual wells and septic tanks. There are small individually-owned businesses and an absence of franchise logos and bright/flashing neon lighting. Government and public facilities are compact, built to be energy efficient and self-reliant, and blend in with the natural landscape, while not straining or degrading the area's natural resources or generating water or light pollution.

### Circulation and Mobility:

The routes people and vehicles move around and through the area continues to remain the same, other than the addition of a good trails system which now interconnect region-wide trails with extensive state-wide and nationwide trail systems and networks. This extensive trails system encourages multi-modal travel around the area.

### Community Services and Infrastructure:

Our well funded award-winning Boulevard and Jacumba Compact Elementary School and Mountain Empire Junior-Senior High School (including home school programs), our Boulevard Fire & Rescue Department, library, medical clinic, and community center are all small scale, safe, conveniently located, energy efficient, self-reliant, and sustainable. Together, they function in an efficient and kind manner to provide for the community's needs, including child and senior care, arts, activities, and social gatherings.

### Environmental Resources and Sustainability:

Our area is totally reliant on fragile and finite groundwater resources. The need for long-term sustainability of our critical groundwater and other natural resources are better understood and respected, as are the need to protect them. Surveys and new technology have deepened our knowledge of the natural limitations and carrying capacity of the land and water. Ancient grizzled oaks and young oak nurseries are valued and well protected. Homes are scattered around on larger parcels with lots of breathing room. The Tecate Divide, which runs in a general north / south angle between Boulevard and Live Oak Springs, is appropriately named as it is a true geographic divide. Surface waters on the western side flow towards the Pacific Ocean, while surface waters on the eastern side flow towards the Imperial Valley desert and the Sea of Cortez in Northern Baja.

The area that extends west from the spine of the Tecate Divide, roughly along Tierra Del Sol Road and the Tierra Heights area, is located within the boundaries of the federally designated Campo/Cottonwood Creek Sole Source Aquifer.

The air and water are clear, sweet, and free of contaminants. The night skies are dark and free from light pollution. The stars stand out like sparkling diamonds on black velvet sky, attracting star gazers from around the world. The Boulevard community has become largely energy self sufficient, gradually adopting various renewable, non invasive and unobtrusive energy sources, as well as energy efficiency and conservation methods. On-site and/or close to point of use residential scale renewable energy projects are properly located, managed, and maintained. Community recycling facilities are welcomed and widely used contributing to a sustainable and energy efficient future. There is no need for new landfills as the region continues to comply with re-use and zero waste standards and requirements.

Our native plants are judiciously used in our water conserving landscaping. Our native flora and fauna have been catalogued and are thriving in balance, because we have learned their traditional values and uses and we know more about their needs and purposes within the circle of life. Our many archaeological sites, including the ancient rock paintings and carvings, ground alignments, solstice markers, old camps, and burial sites, have been respectfully researched with the wise input of the appropriate local Kumeyaay elders and authorities.

Large ranch properties continue to be acquired/purchased and placed in a public trust, when made available by willing owners. These important properties are thoughtfully managed and maintained with innovative and constructive ideas by many local

volunteers. To retain the rural ranching atmosphere, ambiance, and character, livestock grazing, ranching, and small-scale produce operations are encouraged to continue in a manner that respects the natural limitations and the carrying capacity of the land.

#### Economy:

Many residents telecommute for work, work for local educational facilities, law enforcement and border security agencies, at local tribal gaming, entertainment, and other enterprises, and/or operate small home-based cottage, art related, bed and breakfast lodgings, or livestock and produce businesses.

The reliance on limited and vulnerable groundwater resources, the lack of extensive infrastructure, and the distance to the urban areas, zoning and land use ordinances, along with community preferences, provides a natural deterrent to major industrial activities.

Boulevard generates attractive and non-invasive draws to help support local businesses and the broader community. Our beautiful backcountry is the ideal location for a community of artists, musicians, and writers, who enrich the community, and provide a draw for tourists with their creative offerings in galleries, community scale concerts, and workshops. A local farmer's market/craft fair is a welcome addition. The local Kumeyaay have achieved their goal of financial success through their gaming and entertainment operations and are expanding their economic base into several profitable, life-enhancing enterprises, providing many local jobs. Their water and wastewater systems are well-funded, well run and maintained. Their award-winning artificial wetlands have eliminated and solved any previous wastewater problems, and set an example for other small water and waste water systems. A Kumeyaay museum and information center is a welcome addition to the community and serves as a tourist attraction, source of employment, and as an outlet for handcrafted tribal arts. The Kumeyaay Educational Center offers university extension courses and classes in sustainable living from natural resources and in Kumeyaay history, culture, and language.

#### Safety:

Residents have come to understand and respect new advances in fire and native habitat management, which have made Boulevard and the backcountry a safer place to live. The Boulevard Fire & Rescue Department and law enforcement agencies are well funded, fully staffed with local residents, and provide prompt, efficient, and reliable service to the community and visitors. The U.S. Government fully enforces the immigration laws of the nation, including interior enforcement and employer sanctions. The local border is calm and quiet with low-key homeland security patrols and surveillance. No stadium lights or other invasive lighting are used

Human and Social Well-Being:

Local residents, visitors, land managers, law enforcement agents, and political leaders value the land, the open spaces, and the community where they live, work, and/or play. The local trails system connects with regional and national trail systems and provides healthy recreation opportunities for walkers, hikers, mountain bikes, and equestrians. Local OHV Parks are family friendly, well managed, maintained, and protected from encroachment.

# Goals, Policies, & Implementation

# 1. Land Use (LU)

## Village/Rural Village Boundaries

Boulevard's Rural Village Boundary is shown as Figure 3 on page 19.

## Land Use Diagram

The Land Use Map is included as Figure LU-A-11.1 in the County General Plan Land Use Maps Appendix.

### 1.1. Community Character

**Issue LU 1.1** The ability to experience open spaces, extensive views to local and distant horizons, abundant wildlife and unfragmented habitat, grazing livestock, and a sense of stepping back in time, is essential to preserving Boulevard's rural and rustic quality of life and community character. ~~Industrial scale structures (above two stories), facilities, and P projects, that are often built to provide services to those in urban areas~~ should not degrade and detract from the stunning visual resources, clutter free horizons, and the rural quality, character, and atmosphere that attracts residents, visitors, and outdoor enthusiasts to Boulevard and the backcountry.

**Goal LU 1.1** The continued maintenance of a rural, ~~non-industrial~~, lifestyle and community character exemplified by a pattern of residential and agricultural uses on large lots outside the Rural Village, along with the protection and preservation of open landscapes, unique and geographically extensive views and vistas, dark skies, steep slopes, canyons, and floodplains, while accommodating moderate, responsible, and sustainable growth at a slower rural pace.

**Policy LU 1.1.1** Prohibit higher density, clustered subdivisions, or industrial-scale projects or facilities that induce growth and detract from or degrade the limited groundwater resources, water and air water quality, visual and natural resources, abundant wildlife, and historic rural character of the Boulevard area. Renewable energy projects, such as solar and wind projects, are not "industrial-scale projects or facilities" for purposes of this Community Plan.

**Policy LU 1.1.2** ~~Require~~ Encourage development to protect the quality and quantity of ground and surface water resources, air quality, dark skies, visual resources, and low ambient noise levels, as well as retain and protect the existing natural and historic features characteristic of the community's landscape and natural environment.

**Policy LU 1.1.3** ~~Require~~ Encourage development to respectfully incorporate existing topography and landforms, watersheds, riparian areas, oaks, and other native vegetation and wildlife, ridgelines, historic and cultural resources, views, and sustainability design factors..

**Policy LU 1.1.4** Require commercial and public development along scenic and historic routes to apply design standards that will blend the development in with the terrain and rustic south western nature of the community character, while keeping outdoor lighting to an absolute and well shielded minimum.

**Policy 1.1.5** Require development to utilize protected courtyards, porches, arcades, verandas and overhangs as a means to reduce energy consumption, provide shade, and add rustic character to buildings.

**Policy 1.1.6** Require landscaping in new development to emphasize the use of xeriscape design with native, drought-tolerant, and fire-resistant plants to conserve water resources and help prevent the spread of fire.

**Goal LU-1.2** The preservation of groundwater resources, community character, and protection of sensitive resources in the Boulevard Subregional Planning Area.

**Policy LU-1.2.1** Require lot sizes, except through planned development, lot area averaging, or specific plan projects, to be no smaller than;

- 50% of the size indicated on the Land Use Map, without clustering or lot averaging, for Semi Rural 4 and higher densities, or
- Eight acres for Semi Rural 10 and lower densities.

**Implementation LU-1.2.1** Revise the Zoning Ordinance to incorporate the new lot sizes

Example: Semi Rural 2, 1 du/2 acres indicates a lot size of 2 acres.  $2 \text{ acres} \times 50\% = 1 \text{ acre minimum lot size}$

**Policy LU-1.2.2** Allow further reductions in minimum lot sizes indicated in Policy LU-1.2.1, through planned development, lot area averaging or specific plan projects, only when setbacks and building scale and design are appropriate to retain community character in the area, and when such reductions will not negatively impact groundwater resources.

The Conservation Subdivision Program (CSP) encourages residential subdivision design that improves preservation of sensitive environmental resources in a balance with planned densities and community character. The CSP allows for reductions in lot size through Lot Area Averaging and Planned Residential Developments, with specific findings and discretionary review. More information on these requirements is available in the Zoning and Subdivision Ordinances.

**Policy LU-1.2.3** Require planned developments, lot area averaging or specific plan projects to have minimum lot sizes of four acres or the average lot size of adjacent parcels, whichever is smaller; provided the project does not have more significant impacts to groundwater resources than a conventional subdivision and uses a shared water system.

The Groundwater Ordinance of the County of San Diego contains minimum parcel size requirements, associated with the Groundwater limitations map that can not be reduced unless through Lot Area Averaging, conservation subdivision programs, or the use of a Public or Private Water Service Agency.

Projects that use Lot Area Averaging or the Conservation Subdivision program may not reduce parcel sizes below 67 Percent of the required minimum parcel size, 7.37 or 5.37 acres in the majority of Boulevard and must retain the overall average density that could be obtained per the minimum parcel sizes.

**Issue LU 1.2** Regional infrastructure, public facilities, and ~~industrial-large~~ scale energy generation and transmission projects are often proposed in rural and low-income areas. These large projects can degrade and fragment ranch lands, neighborhoods, highly valued visual resources, scenic viewsheds, ridgelines, and native habitat, including those on tribal, public, and protected lands.

**Goal LU 1.2** The protection of the integrity and value of the visual, historical, cultural, and natural resources along with agricultural, ranch, and public lands. All of which make Boulevard a nice place to live, work, and play.

**Policy LU 1.2.1** Encourage and promote local and on-site energy conservation, residential-scale renewable energy production, and zero waste recycling goals that will help ~~eliminate~~reduce the need for ~~industrial large scale energy generation~~ projects and facilities.

**Policy LU 1.2.2** Require development, including regional infrastructure, and public facilities, ~~and industrial-scale energy generation and transmission projects,~~ to comply and maintain a rural bulk and scale in accordance with Boulevard's community character. Renewable energy projects, such as wind and solar projects, are not "regional infrastructure or public facilities" for purposes of this policy.



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## 1.2 Community Growth Policy

**Issue LU2.1** Maintaining and protecting Boulevard’s rural and rustic charm, and reliance on a tourism/recreation based economy, requires the avoidance of dense, cookie-cutter style urban/suburban housing, and the homogenized franchise outlets/amenities that go with them and tend to gut unique community character and appeal.

**Goal LU 2.1** Increased community activity involving the designation of Historic Route 80 and increased opportunities for small business, recreation, and tourism to display the historic, natural, and cultural resources that are prevalent through out the region.

**Policy LU 2.1.1** Promote Boulevard’s unique community character, resources, ambiance, and appeal to encourage and support business opportunities in Boulevard that display the historic, natural, and cultural resources that are prevalent through out the region.

## 1.3 Community Conservation and Protection

### a. Groundwater & Surface water resources

A complete discussion of Groundwater and Water Resources in the Boulevard Community Plan is located in the Conservation and Open Space Element of the San Diego County General Plan.

### b. Dark Skies

**Issue LU 3.1** Boulevard is within one of the last dark sky areas remaining in the southwest. The San Diego Astronomy Association Observatory is located on Tierra Del Sol Road and attracts stargazers, photographers, scientists, and researchers from around the world. Dark skies are a valuable asset that brings in visitors and businesses. This resource will be protected from light pollution through reduced development and community education and outreach regarding the use of proper lighting and light shielding.

The Boulevard Planning Group is seeking designation as a Dark Sky Community and supports efforts to expand the Tierra Del Sol Observatory or to relocate it to a larger property. The Planning Group can serve as a public forum to help educate the community on the aesthetic and scientific value of dark skies and the need to prevent and correct light pollution.

**Goal LU 3.1** Protection as a Dark Sky Community through preservation of the dark skies in Boulevard to support the continued operation of the San Diego Astronomy Association and Tierra Del Sol Observatories and to continue to attract stargazers, photographers, scientists, and researchers from around the world.

**Policy LU 3.1.1** Encourage development to preserve dark skies with reduced lighting and increased shielding requirements

**Policy LU 3.1.2** Encourage increased resources or methods for enforcement for the preservation of dark skies

Regulations for Class I, II, and III lighting are found in Ordinance No. 9716, AN ORDINANCE AMENDING THE SAN DIEGO COUNTY CODE, MAKING CLARIFICATIONS AND CORRECTIONS TO LIGHTING REGULATIONS.

**c.** Oaks and native habitat

**Issue LU 3.2** Oak trees, riparian areas, wetlands, and chaparral are recognized as significant and highly valued historical, aesthetic, and ecological resources that contribute to Boulevard's distinctive community character, as do the extensive mature stands of Manzanita, Redshank, Scrub Oaks, chamise, and other native habitat.

**Goal LU 3.2** Preservation of the native and riparian habitat to retain the distinctive character of the Boulevard community.

**Policy LU 3.2.1** Require development to minimize impacts to the native and riparian habitat.

**d.** Historical and Cultural Resources

**Issue LU 3.3** Existing historic structures, early Native American sites, and early American settler sites, such as the McCain Ranch House on McCain Valley Road, the Miller Ranch Adobe house in Miller Valley, and the rock and rammed earth buildings built by Derwood Johnson in the early 1900's, should remain as an example of the rich cultural history of the Boulevard area. Management and protection of these sites, including non-compatible encroachment, will be the responsibility of the appropriate county, state, or federal agencies and / or non-profit group. The Boulevard Planning Group will pursue and support the historic designations and monitor the management and protection of these historic and cultural resources for the benefit of the community and visiting public.

**Goal LU 3.3** The protection, preservation, and management of historic structures and sites in Boulevard.

**Policy LU 3.3.1** Encourage the designation, protection, and long-term management of historic sites in the Boulevard area.

## **1.4 Areas of Change: Development Infill and Intensification**

Major "infill" or "intensification" projects are not feasible in the Boulevard / Live Oak Springs area due to a lack of water, sewer and other infrastructure, and water quality issues in areas of existing high-density. Development of existing "grandfathered" lots and the potential for minor subdivisions will most likely occur in the areas around Boulevard's Rural Village and in the Tierra Heights, Jewel Valley, Ribbonwood, and Tierra Del Sol neighborhoods.

## 1.5 Community Facilities

Boulevard is in dire need of a new multi-use community building to help serve the many needs that are currently unmet (See 3.2 Parks and Recreation section).

**Issue LU 5.1** The Boulevard Fire and Rescue Department needs improvements and upgrades of its current facilities, including sleeping quarters and a kitchen overhaul for the volunteers. An emergency generator, large enough to run the building and the wells to pump the water for the trucks and to keep the kitchen and bathroom facilities operation for emergency shelter volunteers and customers, is also needed. A proper and secure fuel storage tank is also needed to serve vehicles and generators during emergencies and extended power blackouts, which can last for a week or more.

The Campo Band of Mission (Kumeyaay) Indians has a full-time fire department that provides service to the entire area under mutual aid agreement. Additional coordination with the Campo Indian reservation is needed to assure continued funding.

**Goal LU 5.1** Adequate facilities, infrastructure, and equipment that enable the Boulevard Fire and Rescue Department to fulfill its mission.

**Policy—LU 5.1.1** Seek funding and promote efforts to provide the necessary facilities, infrastructure, and equipment to support the Boulevard Fire and Rescue Department.

## 1.6 Other Topics/Issues

### Housing:

The majority of residences and businesses are serviced by individual septic systems and wells. The potential for multi-family units is unlikely, (see Groundwater section for a discussion of historic land use decisions). Many additional housing needs can be met through second dwelling units, granny flats, and the multiple Recreational Vehicle (RV) parks located in the Boulevard area.

### Commercial and Industrial

**Issue LU-6.1** ~~Commercial and industrial development~~ and large scale energy generation projects in the rural community of Boulevard can negatively impact ~~property values,~~ community character, natural resources, and the overall quality of rural lifestyle.

**Goal LU 6.1** Boulevard retains its community character by limiting any commercial or industrial development that negatively impacts our community and its resources.

**Policy LU 6.1.1** Require commercial, industrial development and large scale energy generation projects to mitigate adverse impacts to ~~avoid detracting from or negatively impacting~~ the rural community character,

charm, quiet ambiance and life-style, or the natural resources, wildlife, and dark skies of Boulevard, if feasible, in accordance with the California Environmental Quality Act.

~~**Policy LU-6.1.2 Require**~~ Encourage commercial, industrial development and large scale energy generation projects to create and maintain adequate buffers ~~to~~between residential areas ~~from~~and incompatible activities that create heavy traffic, noise, infrasonic vibrations, lighting, odors, dust and unsightly views and impacts to groundwater quality and quantity.

~~**Policy LU 6.1.3 Require**~~ Encourage commercial, industrial development and large scale energy generation projects to provide buffers from public roads, adjacent and surrounding properties and residences, recreational areas, and trails.

~~**Policy LU 6.1.4 Prohibit**~~ industrial or commercial development with unmitigated and unmitigable impacts to the Boulevard area, such as:

- ~~• Unregulated maintenance and operation of equipment that poses health and safety concerns to the general public, including fires ignited from malfunctioning industrial wind turbines and related equipment;—~~
- ~~• Insufficient setbacks to minimize shadow flicker;—~~
- ~~• Inadequate setbacks from adjacent private property relative to tower height to mitigate against tower collapse and blade shedding;—~~
- ~~• Impairment of visual resources and the rural community character;—~~
- ~~• Insufficient setbacks to mitigate noise impacts, as defined by Safety Element Tables N-1, Noise Compatibility Guidelines, and Table N-2, Noise Standards;—~~
- ~~• Seismic wave impacts, ground vibrations, and chemical and oil spills;—~~
- ~~• Light pollution of dark sky resources and shadow flicker effect that create a nuisance, and result in negative impacts to health and quality of life.~~

**Adverse health impacts and industrial wind turbines:** Often quoted for analysis of wind turbine projects is the American / Canadian Wind Energy Association report: Wind Turbine Sound and Health Effects An Expert Panel Review, December 2009, which serves as a basis of their claim that industrial wind turbines create no adverse health impacts. Other studies are available that offer refuting or contradictory evidence, available from the Society for Wind Vigilance:—  
[http://www.windvigilance.com/awea\\_media.aspx](http://www.windvigilance.com/awea_media.aspx)

**Adverse property values and industrial wind turbines:** The Department of Energy's Lawrence-Berkeley National Laboratory report titled "The Impact of Wind Power Projects on Residential Property Values in the United States: A Multi-Site Hedonic Analysis" released December 2009 generated media headlines claiming "Wind farms have no effect on property value," is often referenced by wind energy projects. Additional information is available, including an expert analysis of that DOE report, "Wind Farms, Residential Property Values, And Rubber Rulers" by Albert R. Wilson, a valuer of environmental impacts on business and real estate, with 25 years experience including 10 years of teaching and writing on the subject, states that the underlying methods used in the development of the DOE study raise serious questions concerning the credibility of the results. See the Wilson report here:—  
<http://www.arwilson.com/pdf/newpdfs/WindFarmsResidentialPropertyValuesandRubberRulers.pdf>



## 2. Circulation and Mobility (CM)

### 2.1 Integrated Mobility and Access

Along with the existing road system, Boulevard's residents and visitors would be well served with an approved non-motorized trails system, interconnecting with other local and regional trails systems. Trails can serve as a healthy form of activity and for social and group activities. Trails and pathways can also serve as a means of travel that does not require a vehicle.

### 2.2 Local Road Network

**Issue CM 2.1** The current road network is expected to be sufficient to serve the community of Boulevard for the next decade or more, unless a major development requiring a General Plan Amendment, or significant commercial or industrial project is approved.

Any improvements and/or maintenance will maintain the rural atmosphere and natural drainage channels to prevent erosion.

**Goal CM 2.1** A safe and efficient road network designed to be safe for all users, while maintaining the rural community character.

**Policy CM 2.1.1** Prohibit paved sidewalks, curbs and gutters, paved road shoulders, and street lighting, unless necessary to meet safety requirements.

**Policy CM 2.1.2** Develop rural design guidelines and standards to ensure compatibility with the existing rural environment.

**Policy CM 2.1.3** Encourage the use of permeable pavement and design factors that allow for local recharge of precious rainwater and help prevent runoff and erosion.

### 2.3 Fire Access/Egress Routes

**Issue CM 3.1** Due to the prolific and ongoing human and drug smuggling activities in the Boulevard/border area, the dangerous criminal element, high-speed traffic, and even gunfire, which is associated with those activities, even fully deeded secondary fire access roads will be gated and locked at the request of those impacted property owners. Having a locked gate is not just a privacy issue; it is an issue of public health and safety in regards to keeping the organized and disorganized criminal element from accessing private roads, which are meant only to serve those with deeded ingress/egress rights.

**Goal CM 3.1** Avoid the proliferation of unauthorized access to private property via improperly located, authorized, or secured fire access routes.

**Policy CM 3.1.1** Require secondary fire access/egress routes to connect to a public road, when feasible.

## **2.4 Local Transit**

The lack of reliable and affordable public transportation is a reality that impacts Boulevard and all backcountry communities, especially for those who do not possess a driver's license and those who do not have access to a vehicle. Opportunities for increased efficiencies, grant monies to supplement transit operations, and construction of park and ride facilities should be explored through coordination, including working with the County, Metropolitan Transit System (MTS) and Tribal Governments.

(Refer to the Public Transit section of the Mobility Element for goals and policies)

## **2.5 Bicycle, Pedestrian, and Trail Facilities**

Most of Boulevard's roads and commercial areas have wide enough shoulders for pedestrians to travel safely. Boulevard's rural roads are attractive to many bicycle enthusiasts and planned events. Better marked and maintained bicycle lanes and timely announcements informing the community of planned events would benefit both the bicycle riders and the drivers who have to maneuver around them, often times on blind corners or hills. Outreach and education directed at bicycle organizations, regarding road courtesy and public safety would also be beneficial.

(Refer to the Bicycle, Pedestrian, and Trail Facilities section of the Mobility Element, for goals and policies)

## **2.6 Aviation (where relevant)**

Boulevard had been considered as a site to relocate the San Diego Regional Airport. After much controversy, the Regional Airport Authority rejected the proposal. However, once a plan has been made public and a report produced, there is a potential that the plan will be unearthed and reintroduced at a later date.

Boulevard has several unauthorized private air strips sited on ranch lands that are subject to development proposals. The airstrip at the old Chargers training camp on McCain Valley Road was closed down by a previous owner and marked as closed (x'd out). A new owner tried to reopen the airstrip but was shut down after neighbors and the Boulevard Planning Group complained.

A second airstrip exists on private land at the southern end of Jewel Valley Road. Officials have not acknowledged that the airstrip is indeed an airstrip, and it is unclear if it qualifies for protection under the grandfather clause. Neighbors complained when healthy oak trees and the airstrip was graded and extended to accommodate larger airplanes and a helicopter pad was added. Controversial development plans have proposed the construction of an 80 hangar facility at this airstrip.

Due to concerns with public health and safety with airstrips in close proximity to rural residences and concerns that private airstrips located so close to the volatile US/Mexico border in a heavy drug and human trafficking area, which can be used to aide and abet criminal activities, the construction and/or use of either private or public airstrips and airports are discouraged.

**Issue CM 6.1** There are airports in the Boulevard Subregional Group area that are not properly permitted, recognized by authorities, or reflected as impacts in Figure M-1: Airport Locations in the Mobility Element of the General Plan.

**Goal CM 6.1** Airports that supplement the health and safety of the community and respect legal processes

**Policy CM 6.1.1** Make it a priority to investigate and coordinate with appropriate agencies to restrict potentially illegal airport activities.

## 2.7 Parking

**Issue CM 7.1** Big rigs and trailer parking along the shoulder of Hwy 94 and Historic Route 80, especially near dangerous intersections or close to Clover Flat Elementary causes decreased visibility and increased hazards. A majority of the trucks that park along the road ways appear to be in transit to and from the Tecate Port of Entry.

**Goal CM 7.1** A safe environment along the rural state highway in the Boulevard Rural Village

**Policy CM 7.1.1** Seek a big rig and trailer parking prohibition on SR-94 / Old Highway 80 in the Boulevard Rural Village Boundary

## 2.8 Infrastructure and Utilities

### a. Water, Sewer and Septic

The Boulevard area is completely dependent on groundwater resources with no viable alternative or replacement source of water. Most residents are served via individual wells. Some water is provided through small water districts or shared wells, most of which were approved and installed many years ago and have existing and recurring problems. The groundwater in the Boulevard area consists mostly of fractured rock aquifers. Some areas of Boulevard have groundwater that is located in sedimentary aquifers. Boulevard and the rest of the backcountry are subject to a feast and famine cycle of rainfall. During El Nino events, up to 40 inches of rain have been recorded locally in a 12 month period. Several years of El Nino rains generally leads to artesian well conditions along with running streams and creeks. Even gopher holes have appeared to produce about 20 gallons per minute. During these wet years, septic tanks can stop functioning due to inundation. In a 1993 well monitoring report by the County, 25 of 30 wells in the Tierra Del Sol area were at or near ground surface, with some flowing artesian. Numerous springs were reported as well.

On the other hand, during extended drought conditions water tables can and do drop significantly. Wells, springs, creeks, and streams can and do go dry often requiring the very expensive drilling of a new and deeper well. This drop in water tables also negatively impacts wetlands, riparian areas, and native vegetation, and the wildlife that depends on it across the board. Projects studied during extended droughts often fail to

recognize or identify the potential for native flora and fauna species to return once the rains return and water and soil moisture levels rise.

There are two main drainages or watersheds in the Boulevard area. The Tecate Divide separates the two. The drainage to the west of the Tecate Divide was federally designated in 1993, as the Campo-Cottonwood Sole Source Aquifer. This designation allows the United States Environmental Protection Agency review to any project that is financially assisted by federal grants or federal loan guarantees. The drainage to the east of the Tecate Divide ultimately flows into the Salton Trough and the Sea of Cortez. Boulevard is split between the San Diego Regional Water Quality Control Board (west) and the Colorado River Water Quality Control Board (east).

Groundwater resources in the Boulevard area are not expected to be supplemented through any outside resource. Therefore, it is imperative that the community of Boulevard must be able to comfortably function on the resources it has plus any recharge that occurs in the changing global climate.

Groundwater resources in the Boulevard area will be conserved, protected and preserved from over-extraction and pollution. The exportation of water from the Boulevard area is of great concern. Surface water in seasonal and ephemeral creeks will not have their courses changed or altered by construction of berms, dams, piping, or over diversion devices. New development will utilize permeable surface materials, such as new paving options, gravel, or decomposed granite. Community outreach and education on the importance and value of this irreplaceable resource will be conducted to help promote and ensure all viable conservation measures are understood and implemented, such as low flow shower heads and appliances and drip irrigation.

**Issue CM 8.1** Groundwater is the life blood of Boulevard and the entire backcountry. Boulevard has a sole source aquifer that should be protected, as there are no alternate water supplies available to replace existing supplies in the event of contamination or overdraft conditions. Surface water and groundwater are interconnected. Surface runoff is too meager and variable to be used as a water supply and the availability and quantity of groundwater varies widely from neighborhood to neighborhood and well to well. Due to the highly fractured nature of the bedrock, most groundwater basins are interconnected via water bearing fractures. Those water bearing fractures can act as conduits for contamination, which can travel rapidly. Once contaminated, it is incredibly difficult, if not impossible, to remediate groundwater in a fractured rock environment.

Water wells can be negatively impacted from a variety of natural and manmade sources, including earthquakes, blasting, and the drilling of other wells, well collapse, and contamination from a variety of spills and improperly sited and managed projects and facilities. This finite, vulnerable, and incredibly valuable resource requires respect and diligent protection from contamination, degradation, diversion, exportation, and overuse.

Wetlands, meadows, creeks, streams, and existing ponds all represent different parts of the groundwater cycle and the circle of life. Nature's balance is so

delicate that interference, whether it be manmade or an act of nature, with any one of these interlinked natural cycles can throw off that balance and disrupt the cycle. This can result in a cascade of impacts to the human and natural world that can be problematic as least and catastrophic at worst.

**Goal CM 8.1** Preservation of the quality and quantity of ground and surface water resources to serve the Boulevard community.

**Policy–CM 8.1.1** Prohibit development and the exportation or sale of groundwater that would adversely impact the ground and surface water resources.

**Policy CM 8.1.2** Coordinate with LAFCO to oppose the development of new water districts and annexation to existing water districts to avoid growth inducement and overdraft conditions.

**Issue CM 8.2** Historic Land Use decisions has resulted in an impacted water supply.

**Goal CM 8.2** Prevention of like or similar projects that have closely spaced septic systems feeding and infiltrating the same aquifer that is used for withdrawal of drinking water.

**Policy CM 8.2.1** Require that any new proposed development require sufficient set back from each other to avoid the potential to contaminate and/or overload the aquifer with pollutants.

**Issue CM 8.3** Water imported to the area has the potential to contaminate the local surface and groundwater resources, including water that is used to fill water storage / fire reserve tanks, regardless of their capacity. A ruptured or otherwise compromised tank can result in contaminated water spilling onto the ground and negatively impacting ground water and surface water resources Contaminated or highly saline water imported from outside the area can also result in contamination of the soil and destruction of native cover and habitat.

**Goal CM 8.3** Protection of existing groundwater resources from intrusion of potentially contaminated imported water.

**Issue CM 8.3.1** Require that the source and quality of water that is imported into the area via tanker trucks or other means, for use on major construction projects, will be verified and validated to avoid contamination of local surface and groundwater resources.

b. Sewer/Septic

**Issue CM 8.4** Historic Land Use decisions have resulted in septic systems in close proximity and the overloading of nitrates in the Rural Village area of Boulevard. The vast majority of Boulevard properties rely on individual septic systems that are responsibility of the individual owners. Proper maintenance and service is highly recommended to insure proper operation of septic systems.

Most professionals recommend that, on average, most septic tanks need be pumped out every two years to prevent the leach lines from clogging up.

In areas, such as Live Oak Springs, Witcher's Grove, Calexico Lodge, and the Boulevard Post Office complex, where small water districts and water quality and service issues already exist, legitimate, and viable efforts to upgrade those services in a non-growth inducing manner will be supported

**Goal CM 8.4** Enhancement of sewage disposal resources for the health and safety of residents, while limiting unplanned growth from development of sewer systems.

**Policy CM 8.4.1** Coordinate with LAFCO to oppose the development of any new sewer district and/or annexation to existing districts that would be growth inducing, and could represent groundwater contamination at the point of disposal/release.

**Policy CM 8.4.2** For projects, such as the Golden Acorn and La Posta Casinos, support the funding and use of artificial wetlands as an environmentally friendly means to further cleanse the effluent prior to recharging the groundwater, provided they are properly funded, engineered, constructed, maintained, and managed.

c. Storm Drainage

**Issue CM 8.5** Maintaining existing and proper drainage is critical to balance soil and to sustain riparian resources in our rural area. Soil erosion is an issue of significant concern. The prevention of erosion requires that proper engineering, design, and best management practices being implemented and enforced.

Significant erosion from culverts related to the construction of Interstate I-8 serve as an example of what to avoid. Similar erosion issues are present at other road and railroad drainage channels.

**Goal CM 8.5** The avoidance of erosion, the displacement of soil, the loss of topsoil, and the denied and/or displaced recharge of on-site groundwater resources

**Policy CM 8.5.1** Prohibit development from altering natural drainage patterns.

**Policy CM 8.5.2** Require all engineered drainage projects to maximize stormwater filtration on-site to prevent the loss groundwater recharge and unnecessary erosion.

d. Energy (natural gas and electricity)

**Issue CM 8.6** Boulevard hosts SDG&E's 500 kilovolt (kV) Southwest Powerlink, and the Boulevard Substation. Two more SDG&E substations exist on the Campo Reservation which serve the 50 Megawatt (MW) Kumeyaay Wind Facility.

There is concern by residents that energy and transmission projects represent potential wildfire ignition sources. Fires started in the backcountry can and do burn their way into the suburban and urban areas.

Residential-scale solar panels and wind turbines result in less significant local impacts than region-serving generation facilities. In addition, rooftop solar panels have less significant impacts over wind turbines, due to the setback requirements and noise and infrasonic vibrations generated from wind turbines. Some studies have shown that energy is best produced closest to the consumer to void the need for large scale<sup>1</sup>.

**Goal CM 8.6** Local residential scale renewable energy projects that are technically feasible and environmentally sensitive

**Policy CM 8.6.1** Encourage the use of existing right-of-way when construction of new transmission lines is required, where technically and economically feasible. Additionally, encourage existing right-of-way over new right-of-way alignments for construction of new transmission lines, when existing right-of-way is insufficient.

**Policy CM 8.6.2** Encourage the use of solar and residential scale wind turbines, while discouraging new energy corridors for new transmission lines and fuel pipelines in fire prone and groundwater dependant areas.

~~**Implementation Program CM 8.6.1** A comprehensive public review, including complete environmental reports and local public hearings held in the impacted community, for all new and expanded energy projects in Boulevard.~~

e. Landfill

**Issue CM 8.7** Due to the area's total reliance on groundwater resources, any new landfills are required to meet U.S. Environmental Protection Agency (EPA) standards, including the requirement to install a leachate collection system.

Several private companies provide dumpster service on a monthly basis. To help reduce the cost of private dumpsters, neighbors can cooperate and share the location and fees. Shared dumpsters and the coordinated use of one company in the same neighborhood, can reduce the number of truck trips and impacts.

**Goal CM 8.7** A safe and healthy environment, for man and nature, free of unhealthy and unsightly litter, unnecessary waste, and improper disposal.

**Policy CM 8.7.1** Encourage Zero Waste Management goals through increased recycling and reuse.

**Policy CM 8.7.2** Seek funding opportunities to provide adequate and convenient recycling facilities, public drop off bin sites, and semi-annual community cleanup events for large items, appliances, tires and hazardous materials.

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<sup>1</sup> San Diego Smart Energy 2020, Bill Powers.

f. Telecommunications

All cell tower and other communication facilities will be properly sited, well camouflaged, and will have adequate backup generation, sound buffering, and setback from neighboring properties. Back up generators will be the most energy efficient, emission free, and most quiet available at the time of approval. Fuel storage will be carefully and properly located and designed to prevent groundwater contamination from any fuel spill or leak.

**Issue CM 8.8** There is a need for increased access to high-speed internet service and cell service that works in our rural area adjacent to the US/Mexico border.

**Goal CM 8.8** Improved access to high speed communication services, necessary to satisfy the needs of the Planning Area, in an environmentally safe and aesthetically pleasing manner.

**Policy CM 8.8.1** Require cell tower and other communication facilities to be properly sited, well camouflaged, and to have adequate backup generation, sound buffering, and setback from neighboring properties. Require back up generators to be energy-efficient, emission-free, and sound attenuated and require fuel storage to be carefully and properly located and designed to prevent groundwater contamination from any fuel spill or leak.

### 3. Conservation and Open Space (COS)

#### 3.1 Resource Conservation and Management

##### a. Agricultural Soils and Production

**Issue COS 1.1** Soil resources in the Boulevard area vary from decomposed granite (DG) to rich clay loam. The loam material provides sustenance for small scale agricultural purposes and helps to sustain our native flora and fauna. To avoid negative impacts, existing and natural drainage patterns should not be altered (see policy CM 8.2.1). Maintaining existing drainage is critical to balance soil and support riparian resources in our rural area. Soil erosion is an issue of significant concern. The prevention of erosion requires that proper engineering, design, and best management practices being implemented and enforced.

Due to topography and limited waters supplies, Boulevard does not support large scale irrigated agricultural operations. Historically, agricultural operations have been livestock related and the dry land farming of grass and grain crops. Small scale operations are scattered throughout the area and include cattle, horses, goats, hogs, chickens, rabbits, ostriches, and small truck gardens and orchards.

**Goal COS 1.1** Encourage the continuance of small scale environmentally sustainable agricultural uses in the Subregion.

**Policy COS 1.1.1** Support the continuance and protection of small scale agricultural operations in Boulevard.

**Policy COS 1.1.2** Promote the allowance of Farmer's Markets, preferably in commercially zoned areas with public road access.

##### b. Plant and Animal Habitats and Wildlife Corridors (e.g., woodlands, grass lands, riparian corridors, etc.)

(Refer to the General Plan Conservation and Open Space Element Biological Resources section for goals and policies)

##### c. Scenic Resources and Highways

**Issue COS 1.3** Boulevard and the surrounding area is blessed with unique stunning and geographically extensive scenic views and landscapes. These visual and scenic resources are highly valued and play a major role in Boulevard's community character, quality of life, appeal to visitors and tourists, and local property values. Residents willingly sacrifice the conveniences and amenities of urban living to enjoy and benefit from the rural and scenic resources that represent the backcountry way of life and quality of life.

The Historic Route designation for Route 80 requires repairs to be implemented in a manner that reflects its original concrete slabs. Historic Route 80, SR-94,

and Interstate 8 are part of the County Scenic Highway System and qualify for designation as State Scenic Highways.

**Goal COS 1.3** Establish a network of scenic highway corridors within which scenic, historical, and recreational resources and community character are protected and enhanced.

**Policy COS 1.3.1** Encourage State Scenic Highway designations for Historic Route 80, SR-94, and Interstate 8.

d. Surface, Groundwater, and Watersheds

Surface water and groundwater are interconnected. The highly fractured nature of the bedrock in the Boulevard area can lead to water bearing fractures acting as conduits for contamination which can travel rapidly. Once contaminated, it is incredibly difficult, if not impossible, to remediate groundwater in a fractured rock environment.

A complete discussion of Groundwater and Water Resources in the Boulevard Community Plan is located in the Conservation and Open Space Element of the General Plan.

e. Mineral Resources

**Goal COS 1.4** Careful management of environmental resources in the area in order to prevent wasteful exploitation or degradation of those resources, which include soils of biological significance, land forms with scenic value, and carbon sequestration.

**Policy COS 1.4.1** Encourage existing non-mechanized small scale mining operations and allow abandoned mining operations to be used as opportunities for tourism and education.

**Policy COS 1.4.2** Require large industrial scale mining operations to fully mitigate any environmental and health impacts, such as damage to natural resources, heavy truck traffic, air quality impacts, depletion and contamination of ground and surface water resources, as well as limiting the health impacts of silica.

f. Air Quality

(Refer to General Plan Update Conservation and Open Space Element under the “Air Quality, Climate Change, and Energy” subheading 14 for requirements pertaining to air quality)

g. Energy

Energy Conservation: Energy conservation and efficiency features and standards, such as LEED, will be incorporated into new development projects and remodeling projects. This includes the use of dual pane windows, better insulation, energy efficient appliances, and arcade style porches or overhangs, which serve the dual purpose of adding shade and character to

buildings. The replacement of inefficient lighting and appliances with more energy efficient versions will be encouraged as will the use of residential scale solar and wind energy generation. Due to potential noise related impacts on adjacent or surrounding properties, passive solar is the preferred option. Community education and outreach to provide helpful information and conservation tips and how to convert residences, public buildings, and businesses should be pursued. Local and state regulations already require increased energy conservation and efficiency.

Goals and policies requiring energy conservation in development are located in COS – 18.

### **3.2 Parks, Recreation, and Open Space**

The Boulevard Planning Group has identified a need to acquire a site to accommodate a new multi-use building (community center, emergency shelter, kitchen facilities, library, child & senior day care, small museum, farmer’s market, and school plays, events and ceremonies), ball fields, and facilities for staging equestrian, bicycle, and other events. The McCain Valley Conservation Camp has previously expressed their availability to help provide labor for maintenance and grounds keeping. The preferred site for this facility would have public road frontage and would be inside the Rural Village, in the vicinity of the proposed trail system, which runs along the section Ribbonwood Road between Interstate-8 and Historic Route 80. Also, the size of the lot would require adequate setback from neighboring residences and businesses. This area is also within easy walking distance of Clover Flat Elementary, as well as the Boulevard Fire and Rescue Department and the Sheriff’s Substation. A multi-use community center could be used for school events, plays, and ceremonies, as well as small art and music events and other group activities and meetings.

**Issue COS 2.1** While Boulevard is blessed with lots of open space and do-it-yourself recreation opportunities, it does not have a community park, library, or other community facilities. In the past, most of the Mountain Empire Park Land Dedication funds have gone to build parks and facilities in other communities. The closest community parks are located in Jacumba and Campo, both of which are approximately an eight to ten mile drive east or west.

**Goal COS 2.1** Recreational and service opportunities that meet the community needs, and the enrichment of the lives and health of residents and visitors with the establishment of a balanced system of recreational facilities and services

**Policy COS 2.1.1** Seek funding opportunities to acquire a site and construct a multi-purpose community center for Boulevard.

**Issue COS 2.2** Currently there are two OHV parks in the Boulevard Subregional Group Area. The Lark Canyon OHV Park is located on BLM land in the McCain Valley Recreation Area and is supported by the community. Another motocross-track is located on the tribal lands of the Campo Kumeyaay Nation. Due to the

impacts from these land uses an increase in OHV park facilities could create an unnecessary conglomeration and potential for conflicts.

**Goal COS 2.2** Recreational Facilities that appropriately scaled to serve residents and a portion of regional recreation facilities, but does inequitably impede upon infrastructure and the quality of life of the residents.

**Policy COS 2.2.1** Discourage and require any new commercial recreation facilities to mitigate impacts from an aggregation of potential nuisance uses, such as impacts to air quality, noise, traffic, and biological impacts.

### **3.3 Community Open Space Plan**

Boulevard's wide open spaces, landscapes, and elevated location at the Tecate Divide provide for stunning views, which are 360 degrees in some places. Views to ridgelines both near and far, oak filled valleys, creek beds lined with cottonwoods and willows, chaparral covered hillsides, grazing lands, wetlands, and open meadows are all part of what makes Boulevard an appealing place to live and visit. Maintaining and protection the open landscapes and viewsheds in and around the McCain Valley Resource Management and Conservation Area, Land Cooperative, as well as other public and private lands play a critical role in Boulevard's community character and are important community assets. The need to protect these highly valued open spaces and the visual and natural resources from degradation, over-development and industrialization is the key to retaining our unique rural community charm and character and the quality of life that draws residents and visitors alike. It is also recognized that certain precautions are required to prevent and slow the spread of wild fires/fire storms. Therefore, the need to allow for legitimate and well designed and managed fire breaks and fuel modification measures needs to be recognized and supported.

(Refer to the Conservation and Open Space Element, Parks, Recreation, and Open Space section for goals and policies)

## 4. Safety (S)

### 4.1 Hazards/Risk Avoidance and Mitigation

#### ~~a. Industrial Scale Wind Energy Turbines~~

~~Industrial wind may cause many impacts that are of concern to the residents of Boulevard, including:~~

- ~~• Incompatible bulk and scale;~~
- ~~• Impairment of view sheds and deterioration of aesthetic resources;~~
- ~~• Unreasonable threats to the health and safety of wildlife; and~~
- ~~• Insufficient setbacks from public roadways, utility lines, guy wires, and adjacent properties~~

~~Goals and Policies addressing industrial scale wind turbines are in Land Use 4.6 Industrial Land Uses~~

#### ~~ba. Seismic and Geologic Risks~~

The Boulevard area is subject to earthquakes and liquefaction in some alluvium filled valleys, if the soil is saturated. Most of the major earthquakes in the area have occurred in the Imperial Valley to east, many of which are felt in the Boulevard area, like the major earthquake that occurred in 1892. In the memories of the Early Settlements by Ella McCain, she reported that the ground split open in McCain Valley and in Jewel Valley, with large boulders tumbling down in the area and in Mountain Springs. It was also reported that the ground appeared to have been sifted at a depth of several feet and that there were a reported 162 aftershocks over a period of four to five days. Wells and the water flow coming into them can be negatively impacted by earthquakes, aftershocks, or other forms of man-made or natural earth shaking events, which can result in collapsed wells and diverted water flow. In the early 1980's, a major earthquake in the Imperial Valley destroyed a well in the Tierra Del Sol area, while new and increased spring activity was reported in both Campo and Northern Baja just south of the border.

(Refer to the Safety Element Geological Hazards section for goals and policies)

#### ~~eb. Flooding~~

Heavy winter storms, the remnants of tropical storms, such as Hurricane Kathleen in the mid 1970's, and intense thunder storms can and do result in flash flooding and the washout of private and public roads. During Hurricane Kathleen, flood waters were reported at one foot deep across local valleys. Local roads, Interstate-8, and the Arizona & Eastern Railroads washed out and were closed for an extended period of time.

(Refer to the Safety Element Flood Hazards section for goals and policies)

dc. Wildland Fire/Urban Fire

Boulevard is famous for its winds, which can approach triple digits. Interstate-8 is closed due to high winds on a regular basis. In addition, Boulevard is designated as a Very High Fire Threat Hazard area. The combination of wind and fire make a deadly combination. The nature of our native vegetation and extended drought conditions tend to exacerbate an already volatile situation. These conditions amplify the need for compliance with and enforcement of fire safe/prevention recommendations to properly trim brush, trees, shrubs, and grasses and to address other fire hazards around homes, businesses, industrial sites, and outbuildings.

ed. Toxic and Hazardous Materials

They pass through Boulevard on trucks every day on Interstate-8 and Highway 94. The Carrizo Railway also has the potential to carry hazardous and toxic materials. Truck traffic to and from the Tecate Port of Entry increases the risk of an accident and spill/release on winding and narrow Hwy 94.

(Refer to the Safety Element Hazardous Materials section for goals and policies)

fe. Law Enforcement & Fire Services

**Issue S 1.1** There is a great need for increased law enforcement, fire protection, and emergency services in Boulevard. The limited staffing resources at the Boulevard Substation are required to serve an extensive territory, including three tribal reservations and two casinos

**Goal S 1.1** Adequate law enforcement and emergency services and staffing to ensure timely response times and safe and secure environment for residents and visitors alike.

**Policy S 1.1.1** Seek funding opportunities for year-round staffing of the Cal-Fire and Boulevard Fire and Rescue Department.

## **4.2 Emergency Preparedness and Response**

**Issue S 2.1** Members of the volunteer Boulevard Fire and Rescue Department and the Auxiliary provided emergency shelter (cots, blankets, food, water, and restrooms) for victims and refugees during the 2003 and 2007 firestorms. Due to extended power outages and lack of proper or coordinated communications or media coverage, many people looking for basic shelter needs were not aware that they were being provided locally. Extended power outages represent a significant need for better communication and coordination between emergency service providers and other groups to ensure adequate shelter and emergency sources of power and fuel. Boulevard's Red Cross emergency supply trailer has now been moved to Campo, leaving Boulevard without necessary supplies.

**Goal S 2.1** Adequate emergency supplies and equipment to provide shelter and comfort during disasters and emergency situations.

**Policy S 2.1.1** Seek funding opportunities and sponsors to secure emergency supplies and equipment, including emergency generators and adequate and safe fuel storage.

### **4.3 Border and Public Safety Issues**

Due to the proximity of the US/ Mexico border, and the uncontrolled nature of the area, Boulevard has been subjected to high rates of drug and human trafficking. This criminal activity can lead to large groups of human cargo being smuggled through private properties on private roads and along public roadsides. These groups are some times accompanied by armed smugglers, especially if drugs are involved. Long waits at Border Patrol checkpoints, high speed chases on local roads and highways, gunfire, and dangerous confrontations, and road blocks during arrests are all part of the equation. Locals are advised to report any illegal activities or suspicious behavior to the proper authorities. The completion of the border fence and increased Border Patrol and other law enforcement staffing may or may not result in reduced trafficking. The Boulevard Planning Group has and will serve as a public forum for these types of issues by holding community meetings with law enforcement and elected representatives invited to answer questions and offer potential solutions.

**Issue S 3.1** Willing, and often times absentee, landlords have resulted in the inappropriate and controversial placement of Sexually Violent Predators (SVP) in Boulevard and Jacumba, upon their release from mental hospitals or prisons. The community is concerned that absentee landlords will buy houses in the area solely to house SVPs.

**Recommendation S3.1** The Boulevard Community Planning Group does not think that SVPs should be placed in rural neighborhoods with limited law enforcement, far from the medical services and treatment they need. Boulevard recommends a legislative resolution to this problem should be to be pursued, with SVP's housed in trailers on prison grounds far from schools and neighborhoods with children.

## 5. Noise (N)

### 5.1 Noise Sources

The construction and operation of ~~industrial~~ large scale wind energy turbines, commercial landfill, and mining operations pose the most significant potential sources of noise pollution and infrasonic vibration impacts. Irresponsibly operated off-road vehicles, communications facilities, utility infrastructure, such as transmission lines, substations, AC units serving utility and communication equipment, and emergency and backup generators, also represent major sources of noise pollution, discomfort, and irritation. Long exposure can ~~result in negatively impact health impacts, loss of property value, quality of life, the quiet enjoyment of ones property, and other issues~~ create a nuisance.

### 5.2 Noise Standards and Mitigation.

**Issue N 2.1** Excessive and continuous noise levels and infrasonic vibrations can ~~result in~~ create a nuisance and disrupt the quiet enjoyment of one's property ~~significant health impacts in humans, wildlife, and livestock. They can also result in loss of property values.~~

**Issue N 2.2** Noise complaints in the Boulevard area are difficult to deal with due to limited law enforcement.

**Goal N 2.21** The quiet enjoyment of the rural atmosphere, for man and nature, free from the intrusion of harmful and obnoxious noise levels.

**Policy N 2.21.1** Restrict the use of generators to power residences and businesses to cases of emergency only, unless in cases of severe hardship and/or where adjacent and surrounding property owners have signed off on the use.

**Policy N 2.21.2** Seek mitigation funding to increase code enforcement for noise relates issues in Boulevard

## 6. Specific Plans and Special Study Areas

There are no Specific Plans or Special Study Areas located in the Boulevard Planning Area.

## 7. Tule Wind Project

The Tule Wind Project, as described in Major Use Permit 3300 09-019, includes the development and operation of a wind turbine system that is located partially within the Mountain Empire Subregional Planning Area and the Boulevard Community Planning

Area. The part of the project located in these planning areas includes the following components: large wind turbines, collector lines, access roads, temporary lay down area, temporary batch plant, operations and maintenance building, on-site collector substation, and a 138 kV generation transmission tie line.

The purpose of General Plan Goal COS-18 and Policies COS-18.1 and 18.3 is to facilitate the development of alternative energy sources, such as renewable wind energy, that minimize their impacts to the community and environment. The Tule Wind Project is consistent with this General Plan goal and these policies because the project would provide renewable wind energy and incorporates a number of design and mitigation measures to reduce its impacts to the environment and the community. Furthermore, there are limited areas in the County that have sufficient wind resources for large wind energy projects. The proposed Tule Wind Project would be located in one of those areas. Because the Tule Wind Project is consistent with the General Plan goal and policies listed above, the project is exempt from, and is not subject to, the following goals and policies in the Mountain Empire Boulevard Subregional Plan (Boulevard Plan): Goal LU 1.1, Goal LU 6.1 and Policies LU 1.1.1, 1.1.2, 1.3.2, 6.1.1, 6.1.2, 6.1.3, 6.1.4, and CM 8.5.1. These goals and policies are intended to provide broad protections to the Boulevard community and environment. In providing this exemption, the County Board of Supervisors has determined that the Tule Wind Project has appropriately addressed its potential adverse impacts to the community and environment.

Borrego Springs Community Plan, Chapter 3. Conservation and Open Space (COS)  
(Page 62).

**c. Scenic resources and highways**

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In desert country, the resources of quiet, uninterrupted vistas and brilliant night skies are the signature of healthy communities and landscapes. Disturbance of the skyline, silhouettes of towers, power-lines, telephone poles, “cut and fill” road scars, “security” lights, agricultural burning and dust from off-highway vehicles during busy holidays are all impacts to the scenic quality of Borrego Valley and the surrounding State Park. Construction of highways on the steep slopes of our desert mountains has left our views scarred forever, but will hopefully lend a lesson for any future large-scale construction project which can negatively impact the views and vistas in the area.

**Issue-COS 1.3** Human infrastructure in the CPA inevitably impacts scenic vistas.

**Goal-COS 1.3** Scenic vistas maintained throughout the CPA for the enjoyment of visitors and residents in a natural environment.

**Policy-COS 1.3.1** Require that physical impacts to the scenic vistas within the CPA be minimized to a level that does not create visual blight or degrade upland landscapes.

**Policy-COS 1.3.2** Discourage new energy transmission towers within the CPA.

**Policy-COS 1.3.3** Prohibit wind turbine projects with a rated capacity greater than 50 kilowatts ~~power generation towers~~ in areas where viewsheds would be adversely impacted.

The County Zoning Ordinance classifies wind turbine projects with a rated capacity above 50 kilowatts as “large wind turbine”. Montezuma Valley Road (S22), an important scenic resource is the only known area within the Borrego CPA with wind resources sufficient to support large wind turbine projects. It is the intent of this policy to prohibit large wind turbine projects within this important scenic resource.

**Policy-COS 1.3.4** Develop methods to encourage builders and developers to fully consider the effects of their actions regarding clearing,