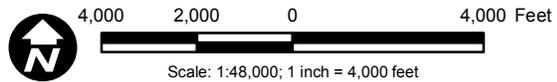
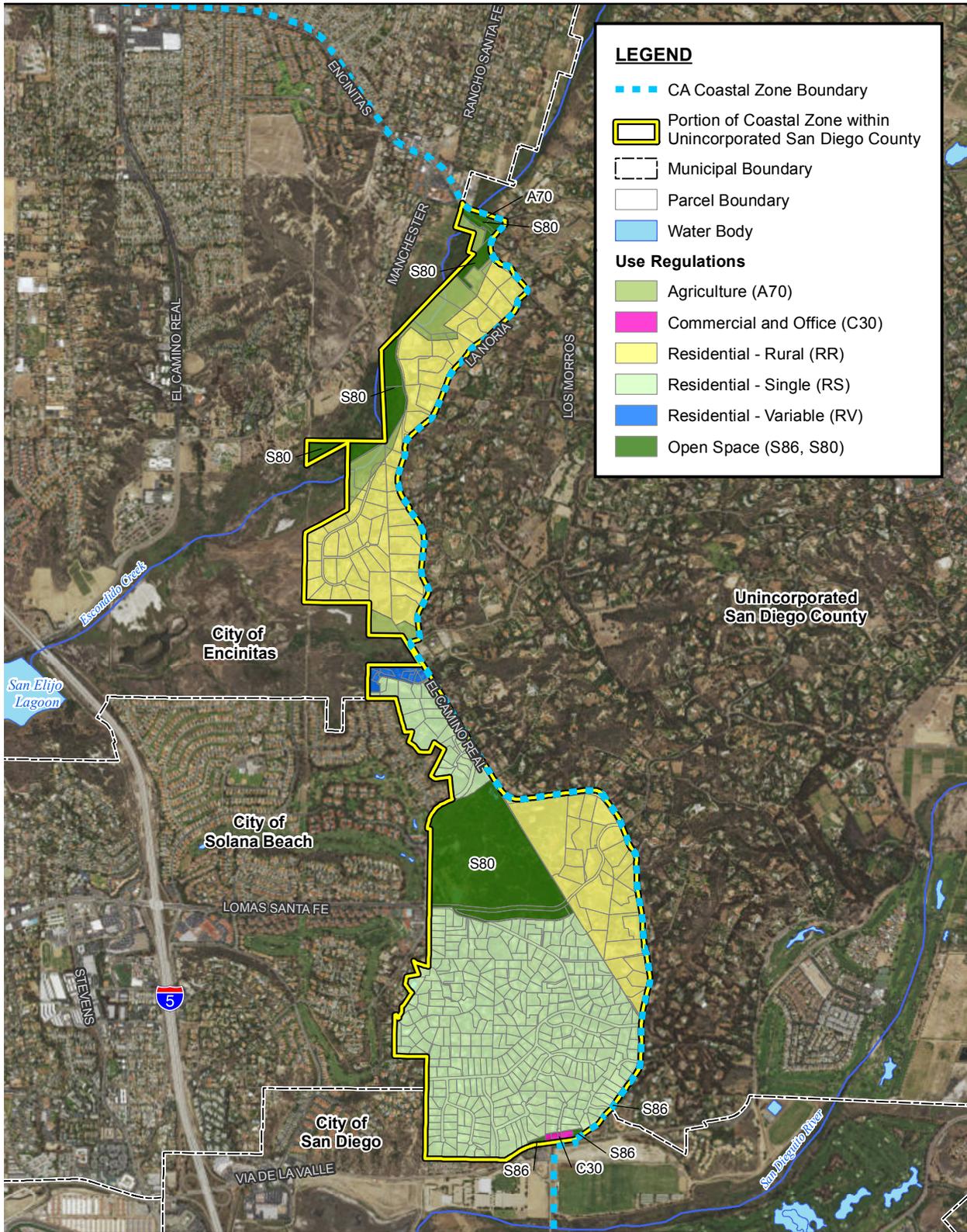


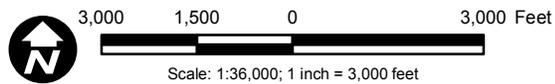
Source: SanGIS 2016; NAIP 2014.



**Figure 4**  
**Land Use Designations**



Source: SanGIS 2016; NAIP 2014.



**Figure 5**  
**Use Regulations**

declared a national interest in the effective management, beneficial use, protection, and development of the coastal zone in order to balance the nation's natural, environmental, and aesthetic resource needs with commercial-economic growth.

The Congress found and declared that it was national policy "to encourage and assist the states to exercise effectively their responsibilities in the coastal zone through the development and implementation of management programs to achieve wise use of the land and water resources of the coastal zone giving full consideration to ecological, cultural, historic, and aesthetic values as well as to the need for economic development" (16 U.S.C. 1452b). As a result of federal enactment, coastal states were provided a policy and source of funding for the implementation of federal goals.

The Coastal Act is the permanent enacting law approved by the state legislature as a result of federal legislation from 1972 (Title 16 U.S.C. 1451-1464). The Coastal Act provides for the transfer of permitting authority, with certain limitations reserved for the state, to local governments through adoption and certification of an LCP by the CCC.

The LCP is a comprehensive long-term planning blueprint prepared by the County as required by the Coastal Act. The Coastal Act is intended to ensure that coastal areas of California are developed in a manner that is responsive to public objectives. The Coastal Act establishes these public objectives as policies, which are incorporated into this LUP.

Section 30108.6 of the Coastal Act defines an LCP as containing the following components from a local government that, when taken together, meet the requirements of and implement the provisions of the Coastal Act at the local level:

- land use plans;
- zoning ordinances;
- zoning district maps; and
- within sensitive coastal resources areas, other implementing actions.

The review authority for new development within the unincorporated area of the County's Coastal Zone will transfer from the CCC to the County, with some exceptions in certain geographic areas, upon certification of the LCP (including the LUP and the IP). However, according to Section 30519 of the Coastal Act, the CCC will continue to retain original permit jurisdiction on submerged lands and public trust lands. In authorizing Coastal Permits following LCP certification, the County must make the finding that the development conforms to the certified LCP. Any amendments to the certified LCP will require review and approval by the CCC prior to becoming effective. Although an LCP is part of a coastal city or county's general plan, amendments to a local general plan for the purpose of developing a certified LCP do constitute an amendment to a general plan for purposes of Section 65358 of the Government Code.

In addition, certain types of development and development within certain geographic areas approved by the County after certification of the LCP are appealable to the CCC (PRC Section 30603) and include:

- developments approved by the local government between the sea and the first public road paralleling the sea or within 300 feet of the inland extent of any beach or of the mean high tideline of the sea where there is no beach, whichever is the greater distance;
- developments approved by the local government not included in paragraph (1) that are located on tidelands, submerged lands, and public trust lands, within 100 feet of any wetland, estuary, or stream, or within 300 feet of the top of the seaward face of any coastal bluff;
- developments approved by the local government not included with paragraph (1) or (2) that are located in a sensitive coastal resource area;
- any development approved by a coastal county that is not designated as the principal permitted use under the zoning ordinance or zoning district map approved pursuant to Chapter 6 (commencing with Section 30500) and
- any development which constitutes a major public works project or a major energy facility.

The grounds for an appeal of an approval of a permit are limited to an allegation that the development does not conform to the standards set forth in the certified LCP or the public access policies of the Coastal Act, as stated in Section 30603 (b). Likewise, grounds for an appeal of a denial of a permit for developments noted in Section 30603 (a) paragraph 5 are limited to an allegation that the development conforms to the standards set forth in the certified LCP and the public access policies of the Coastal Act.

### **1.2.1 Coastal Permit**

The primary tool for implementing the LCP is the Coastal Permit. Currently, the CCC issues Coastal Permits for projects occurring within the Coastal Zone. Upon certification of the LCP by the CCC and adoption by the County, the County will review project plans and issue Coastal Permits with the exception of projects occurring within CCC-retained jurisdiction. Coastal Permits include Coastal Administrative Permits and Coastal Development Permits and are described below.

County of San Diego Planning & Development Services (PDS) is responsible for implementing the LCP and for reviewing Coastal Permit applications. PDS assists property owners and developers to determine whether their proposed project requires a Coastal Permit, whether the Coastal Permit should be obtained from the County or the CCC, and whether other types of permits from the County may also be required. PDS will ensure that projects meet the intent of the Coastal Act and are able to make the required findings.

#### ***County Coastal Permit Process***

For this LCP, “Coastal Permit” includes Coastal Administrative Permits (CAP) and Coastal Development Permits (CDPs) issued by the County. Both CAPs and CDPs are referred to as “Coastal Permits” hereafter in this document, with the exception of sections of the Coastal Act, or Coastal Act policies, which are included here verbatim. Persons wishing to undertake any development in the Coastal Zone shall obtain a Coastal Permit, either through a CAP or a CDP.

**Coastal Administrative Permit:** A type of Coastal Permit that: (1) as proposed is consistent with the LCP; (2) requires no discretionary approval other than a Site Plan Permit; (3) has no adverse effect either individually or cumulatively on coastal resources, including public access, (4) requires a public hearing only where one is requested; (5) may be granted in compliance with the California Coastal Act and the LCP, and (6) that authorizes development and a specific use of land on a specific site, subject to compliance with any conditions of approval imposed on the permit. The County CAP is a Site Plan Review Permit (STP).

**Coastal Development Permit:** A type of Coastal Permit that requires a public hearing that may be granted in compliance with the California Coastal Act and the LCP, and which authorizes development and a specific use of land on a specific site, subject to compliance with any conditions of approval imposed on the permit. The County CDP process is a Major Use Permit (MUP).

### 1.3 Local Coastal Planning History

The County initiated the development of an LCP following the approval of the Coastal Act. The LCP, inclusive of an LUP and an IP, was developed to implement the Coastal Act's statewide goals and policies at the local level.

The County's LUP and IP were approved in 1982 and 1985, respectively, by the CCC. The County deferred acceptance of the approved LCP due to the incorporation of the Cities of Solana Beach and Encinitas, which drastically reduced the size of the LCP area under County jurisdiction. Although the County adopted revised LUPs for the LCP in 1988 and 2011, these documents were not certified by the CCC.

Several efforts were made to revise the County's LCP over the past 30 years, although a comprehensive update was not undertaken to maintain the document's relevance under the Coastal Act and recent guidelines set forth by the CCC to address potential impacts from climate change and sea level rise (SLR).

### 1.4 General Goal and Objectives

The overarching goal of the County of San Diego is to protect and enhance the County's coastal environment, natural resources, and recreational values while providing superior customer service to residents and property owners. To achieve this important community goal, the County has identified specific objectives for the LCP update:

- develop a comprehensive LCP; and
- secure Coastal Commission certification.

### 1.5 LUP Approach

PDS recently received a grant from the CCC to update the existing LCP to be in conformance with the Coastal Act. Accordingly, the LCP is updated to reflect current circumstances and new scientific

information, including climate change and SLR. To support the LCP update, a report titled “Climate Change Vulnerability and Risk Assessment” (hereafter “LCP Update Report”), was produced that summarized existing data, identified SLR vulnerabilities and risks, and identified key issues for consideration in the LCP. The report is included as Appendix A. The contents of this report are consistent with the CCC’s Sea Level Rise Policy Guidance for California coastal communities (CCC 2015).

### **1.5.1 Climate Change Vulnerabilities and Risk Assessment**

According to the CCC’s Sea Level Rise Policy Guidance (CCC 2015), to be consistent with the Coastal Act hazard avoidance and resource protection policies, it is critical that local governments with coastal resources at risk from SLR certify or update LCPs that provide a means to prepare for and mitigate these impacts. The CCC recommends the following six steps to address SLR as part of the development of an LCP.

1. Choose range of SLR projections relevant to LCP planning area
2. Identify potential SLR impacts in LCP planning area
3. Assess risks to coastal resources and development in planning area (i.e., identify problem areas)
4. Identify adaptation measures and LCP policy options
5. Draft updated or new LCP for certification with the CCC
6. Implement LCP and monitor and revise as needed

The LCP Update Report was prepared as part of the process to develop the LUP, which addressed Steps 1 through 3 above. This report is included as Appendix A.

### **1.6 LUP Organization**

This section provides an overview of the organization of the LUP and briefly describes what each section contains.

The LUP consists of the following components as well as associated maps:

- Public Access and Recreation;
- Environmentally Sensitive Habitats;
- Water and Marine Resources;
- Agriculture;
- Scenic and Visual Resources;
- Planning, New Development, and Public Works;
- Coastal Hazards; and
- Cultural and Paleontological Resources.

Each policy section includes a series of policies for a number of subject areas related to the Coastal Act. Each policy section also includes LUP policies, which complement the Coastal Act policies and provide further protection of coastal resources. Some of the Land Use Plan policies have been adapted from existing County documents and/or ordinances, including the following:

- County of San Diego Community Trails Master Plan (CTMP) (County of San Diego 2005);
- County of San Diego Resource Protection Ordinance (RPO) (County of San Diego 2007)
- County of San Diego Multi-Jurisdictional Hazard Mitigation Plan (County of San Diego 2010);
- County of San Diego General Plan (County of San Diego 2011a);
- County of San Diego San Dieguito Land Use Plan (County of San Diego 2011b);
- County of San Diego Grading Ordinance (County of San Diego 2012)
- County of San Diego Consolidated Fire Code (County of San Diego 2014)
- County of San Diego Low Impact Development Handbook (County of San Diego 2014)
- County of San Diego San Dieguito Community Plan (County of San Diego 2014)
- County of San Diego Watershed Protection, Stormwater Management, and Discharge Control Ordinance (County of San Diego 2016)
- County of San Diego Zoning Ordinance (County of San Diego 2016).
- County of San Diego Guidelines for Determining Significance (County of San Diego, various sections 2007-2015)

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## 2 Public Access and Recreation

### 2.1 Introduction

The San Dieguito Park constitutes the largest contiguous tract of recreational open space (125 acres) within the County's Coastal Zone. The park is located southeast of the San Elijo Lagoon Ecological Reserve, bounded by Highland Drive, Linea Del Cielo, and a northeastern sliver of El Camino Real. The day-use park offers diverse recreation opportunities such as picnic areas, a fully accessible baseball field, a basketball court, equestrian and multi-use trails, multi-purpose pavilions for events, a wedding gazebo, and playgrounds (San Diego County 2015b). Restrooms, drinking fountains, and parking are available. The park is a popular recreational destination, garnering approximately 95,000 visitors annually. Trails within the park connect to local and regional trail networks. The park serves as a publicly accessible open space within the County's Coastal Zone, which is otherwise surrounded by residential and private recreational areas.

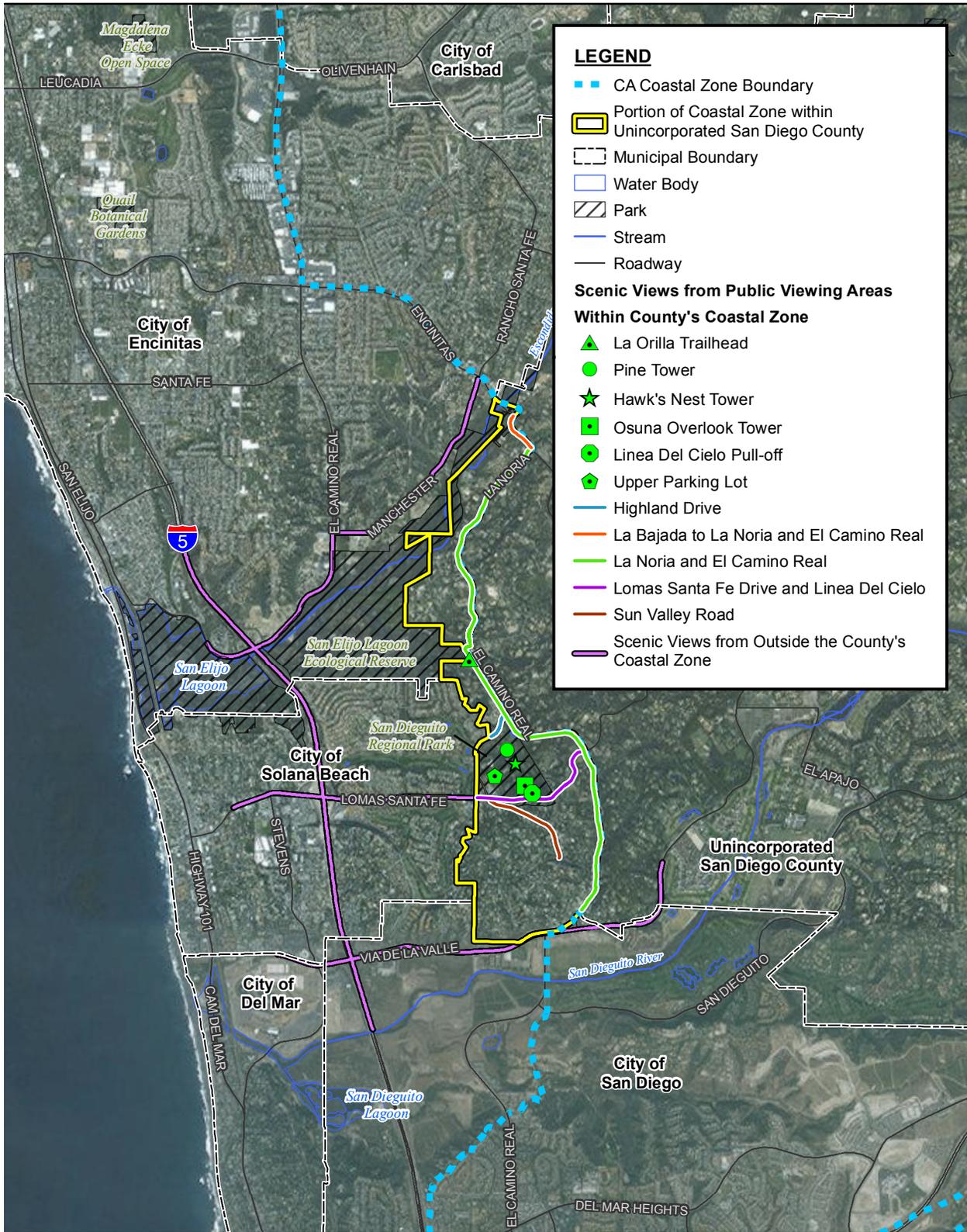
The County's Coastal Zone is within the San Dieguito Community Trails and Pathways Plan area of the San Diego County Community Trails Master Plan (2009). This plan notes that the popularity of hiking and horseback riding has increased significantly in recent years in this portion of the county. The San Dieguito community character is described as "clearly oriented toward a rural, estate residential life style." Horse ownership and various equestrian activities are an essential part of the San Dieguito community. The Community Trails Master Plan states that the qualities of the Plan Area indicate that a public investment in equestrian trails in San Dieguito is not only likely to be successful, but, in the long run, should be a vital, permanent part of the regional recreation system. (Community Trails Master Plan 2009)

The Mobility Element road network that provides primary access to recreational areas within the Coastal Zone consists primarily of two-lane light collector roads with approximately 12-foot wide travel lanes and narrow shoulders. The main roads are La Noria which turns into El Camino Real (north/south corridor), Via de la Valle (southern boundary), and Highland Drive (western boundary).

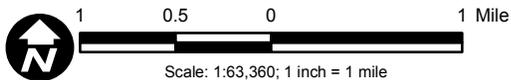
#### 2.1.1 Regional Trail Networks

##### California Coastal Trail

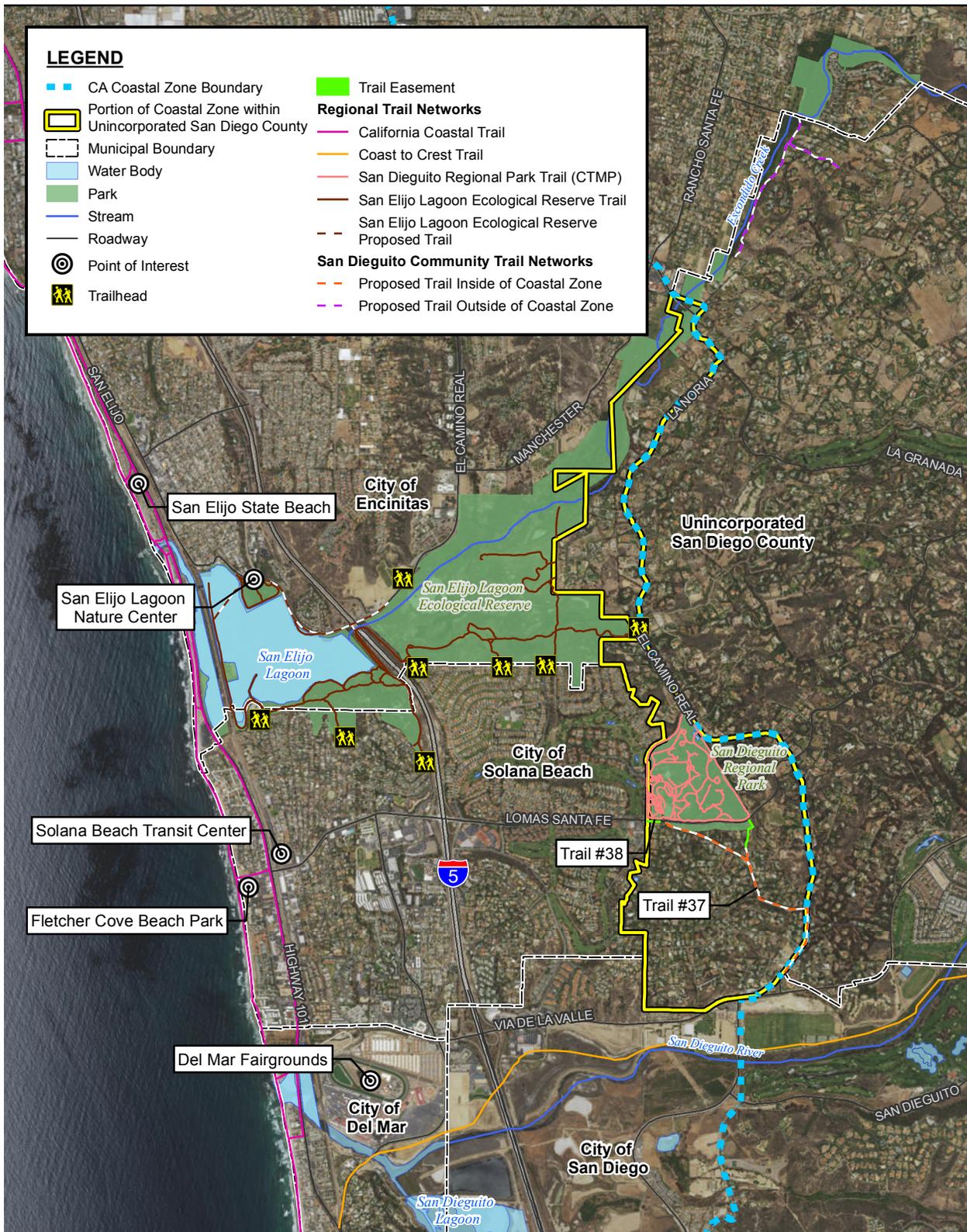
The California Coastal Trail (CCT) was recognized as a statewide and national resource in 2000. The vision for the CCT is to provide public trail access along California's 1,100-mile-long coast as a continuous system that connects parks, beaches, bicycle routes, hostels, and other state and local trail networks (San Diego County, 2009). According to the Community Trails Master Plan (2009), San Diego County has 76 miles of the coastal trail, with the creation of trails in progress in North County and San Diego Bay. Access to the CCT from the County's Coastal Zone is possible starting from the La Orilla Trailhead (16398 El Camino Real in Rancho Santa Fe; identified in Figure 6, Publicly Accessible Vantage Points), trekking through the southern portion of San Elijo Lagoon (Figure 7, Regional Trail Network and Points of Interest).



Source: SanGIS 2016; NAIP 2014.



**Figure 6**  
**Public Viewing Areas**



**Figure 7**  
**Regional Trail Networks**  
**and Points of Interest**

## Coast to Crest Trail

The Coast to Crest Trail , also called the San Dieguito River Park Trail, is located within the San Dieguito Lagoon and covers a distance of approximately 55 miles, extending from the beaches at Del Mar to the San Dieguito River’s source at Volcan Mountain (north of Julian), and does not enter the County’s Coastal Zone. The ultimate goal for this Coast to Crest Trail is to create a multi-use trail system for hikers, bicyclists, and horseback riders, though trail segments are still in progress. This trail is connected to the CCT, southwest of the Del Mar Fairgrounds. The Coast to Crest Trail runs south of Via de la Valle, and there are no trail connections or access points to the Coast to Crest Trail from the County’s Coastal Zone.

San Elijo Lagoon Ecological Reserve: The San Elijo Lagoon Ecological Reserve contains approximately 7 miles of hiking and multi-use trails, which allow for use by pedestrians, equestrians, and mountain bikers. While the lagoon trail network has multiple trailheads along the southern boundary of the San Elijo Lagoon Ecological Reserve (Figure 7), La Orilla Trailhead (Figure 6) is the only publicly accessible trailhead within the County’s Coastal Zone. The La Orilla Trailhead is located on El Camino Real in the central portion of the County Coastal Zone. This trailhead includes approximately ten off-street, unpaved parking spots and no restrooms or other developed facilities.

There are no developed facilities that service the southern trails that run through the San Elijo Lagoon Ecological. Restrooms and water are available at the Nature Center, located on the north side of the lagoon (2710 Manchester Avenue). Designed and constructed with the implementation of “green” building concepts, the Nature Center also contains interactive exhibits about the history and development of, and flora and fauna found in, the Ecological Reserve. The Nature Center provides regional value as an educational resource and serves as a rentable venue for meetings and events (San Diego County 2016b). The Nature Center is outside of the County’s Coastal Zone, but is accessible from the La Orilla Trailhead via the trail network within the San Elijo Lagoon Ecological Reserve.

### **2.1.2 Public Access Points**

The majority of publicly accessible trails within the County’s Coastal Zone are located within the San Dieguito Park. Points of interest near the shoreline between the cities of Encinitas and Del Mar are identified on Figure 7, though these points are not located within the County’s Coastal Zone. These points of interest are not directly accessible via trails from the County’s Coastal Zone from the La Orilla Trailhead. Access to these points of interests is most convenient via Manchester Avenue (northern end of County’s Coastal Zone), Lomas Santa Fe (central portion of County’s Coastal Zone along southern boundary of the Park), and Via de la Valle (south of County’s Coastal Zone).

Public access points to coastal resources are limited in the County’s Coastal Zone. Based on existing conditions, establishing more public access points within the County’s Coastal Zone may be constrained by the surrounding residential communities. There may be some potential for additional public access in the northern region of the County’s Coastal Zone, adjacent to San Elijo Lagoon Ecological Reserve, where several areas have land uses and zoning designations for open space or preserves.

### 2.1.3 Community Trails Master Plan

The Community Trails Master Plan (CTMP) has established two forms of non-motorized facilities called “Trails” and “Pathways” that provide passive recreational and alternative modes of transportation. “Trails” are typically separate from vehicular roads that are primarily recreational in nature but also can serve as an alternative mode of transportation. “Pathways” are a non-motorized transportation facility located within a parkway or road right-of-way. A riding and hiking trail located in the road right-of-way is considered a pathway. “Pathways” are soft-surfaced facilities intended to serve both circulation and recreation purposes. Pathways help make critical connections and are an integral part of a functional trail system. They are soft-surface facilities for single or multiple uses by pedestrians, equestrians, and mountain bicyclists. (CTMP 2009)

One “Trail” and one “Pathway” are proposed within the County’s Coastal Zone, noted in the CTMP (CTMP Table 5) and shown on Figure 7 south of the Park:

- Trail #37: El Camino Real / Sun Valley Road Pathway (estimated length of 1.28 miles), which would connect the San Diego Park Loop Trail to the border with the City of San Diego; and
- Trail #38: Sun Valley / Lomas Santa Fe Connector Trail (estimated length of 0.05 mile), which would connect a trail easement to Trail #37.

There also are two existing trail easements noted on the San Dieguito Community Trails and Pathways Plan map (2009)

- The segment of Lomas Santa Fe Drive (as it turns into Linea Del Cielo) between Sun Valley Road and Highland Drive (estimated length of 500 feet); and
- A north-south pathway between private residences, starting from Linea Del Cielo near La Floresta and ending at Echo Hill Lane (estimated length of 900 feet), which appears to connect to proposed Trail #38.

The CTMP includes a Trails Management Program that provides guidance for management, maintenance, and operations.

## 2.2 Coastal Act Policies

This section incorporates the principal Coastal Act policies relevant to public access.

### Section 30210

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse. (Amended by Ch. 1075, Stats. 1978.)

### **Section 30211**

Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

### **Section 30212**

(a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where: (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources, (2) adequate access exists nearby, or, (3) agriculture would be adversely affected. Dedicated access way shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the access way.

(b) For purposes of this section, "new development" does not include:

- (1) Replacement of any structure pursuant to the provisions of subdivision (g) of Section 30610.
- (2) The demolition and reconstruction of a single-family residence; provided, that the reconstructed residence shall not exceed either the floor area, height or bulk of the former structure by more than 10 percent, and that the reconstructed residence shall be sited in the same location on the affected property as the former structure.
- (3) Improvements to any structure which do not change the intensity of its use, which do not increase either the floor area, height, or bulk of the structure by more than 10 percent, which do not block or impede public access, and which do not result in a seaward encroachment by the structure.
- (4) The reconstruction or repair of any seawall; provided, however, that the reconstructed or repaired seawall is not a seaward of the location of the former structure.
- (5) Any repair or maintenance activity for which the commission has determined, pursuant to Section 30610, that a coastal permit will be required unless the commission determines that the activity will have an adverse impact on lateral public access along the beach.

As used in this subdivision "bulk" means total interior cubic volume as measured from the exterior surface of the structure.

(c) Nothing in this division shall restrict public access nor shall it excuse the performance of duties and responsibilities of public agencies which are required by Sections 66478.1 to 66478.14, inclusive, of the Government Code and by Section 4 of Article X of the California Constitution. (Amended by: Ch. 1075, Stats. 1978; Ch. 919, Stats. 1979; Ch. 744, Stats. 1983.)

### **Section 30212.5**

Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.

### **Section 30213**

Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

### **Section 30214**

- (a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following:
- (1) Topographic and geologic site characteristics.
  - (2) The capacity of the site to sustain use and at what level of intensity.
  - (3) The appropriateness of limiting public access to the right to pass and repass depending on such factors as the fragility of the natural resources in the area and the proximity of the access area to adjacent residential uses.
  - (4) The need to provide for the management of access areas so as to protect the privacy of adjacent property owners and to protect the aesthetic values of the area by providing for the collection of litter.
- (b) It is the intent of the Legislature that the public access policies of this article be carried out in a reasonable manner that considers the equities and that balances the rights of the individual property owner with the public's constitutional right of access pursuant to Section 4 of Article X of the California Constitution. Nothing in this section or any amendment thereto shall be construed as a limitation on the rights guaranteed to the public under Section 4 of Article X of the California Constitution.
- (c) In carrying out the public access policies of this article, the commission and any other responsible public agency shall consider and encourage the utilization of innovative access management techniques, including, but not limited to, agreements with private organizations which would minimize management costs and encourage the use of volunteer programs. (Amended by: Ch. 919, Stats. 1979; Ch. 285, Stats. 1991.)

### **Section 30221**

Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.

#### **Section 30222**

The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

#### **Section 30223**

Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

#### **Section 30252**

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.

#### **Section 30253**

New development shall do all of the following: (e) Where appropriate, protect special communities and neighborhoods that, because of their unique characteristics, are popular visitor destination points for recreational uses.

#### **Section 30254**

New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

## **Section 30604(c)**

Every coastal permit issued for any development between the nearest public road and the sea or the shoreline of any body of water located within the coastal zone shall include a specific finding that the development is in conformity with the public access and public recreation policies of Chapter 3 (commencing with Section 30200).

### **2.3 Land Use Plan Policies**

This section provides land use policies relevant to the provision of public access and recreation.

#### **2.3.1 Open Recreational Space and Access**

##### **Policy 2.1**

The County will continue to actively protect and defend the public's constitutionally guaranteed right of physical access to the shoreline.

##### **Policy 2.2**

Projects with open space shall design contiguous open space areas that protect wildlife habitat and corridors; preserve scenic vistas and areas; and connect with existing or planned recreational opportunities. Require adjacent residential development to locate their peripheral open space areas next to each other in order to maximize the beneficial effect provided by such a use.

##### **Policy 2.3**

Open space associated with future development intended to be preserved in perpetuity shall either be:

- (1) Retained in private ownership of the property owner or a third party with a restrictive easement that limits use of the land as appropriate; or
- (2) Transferred into public ownership of an agency that manages preserved open space.

The owner of the open space will be responsible for the maintenance and any necessary management unless those responsibilities are delegated through an adopted plan or agreement. Restrictive easements shall be dedicated to the County or a public agency (approved by the County) with responsibilities that correspond with the purpose of the open space. When transferred to a third party or public agency, a funding mechanism to support the future maintenance and management of the property should be established to the satisfaction of the County.

##### **Policy 2.4**

Enhance health and safety and conserve natural resources through the preservation of open space.

**Policy 2.5**

Provide recreational opportunities through the preservation of open space.

**Policy 2.6**

Preserve publicly and privately owned open space easements.

**Policy 2.7**

New facilities in or adjacent to protected open space areas shall be limited to only those improvements that provide or enhance public access or recreation activities. Accessibility improvements may be permitted when sited and designed to minimize adverse impacts to public access, visual resources, Environmentally Sensitive Habitat Area (ESHA), and marine resources. Any permitted structures shall be the alternative with the least impact on coastal resources, access and recreation, the minimum size necessary, and shall provide any necessary mitigation.

**Policy 2.8**

The County shall not close, abandon, or render unusable by the public any existing access-ways which the County owns, operates, maintains, or is otherwise responsible for without first obtaining a site development permit unless it is determined to be necessary on a temporary basis for public safety. Any access-ways which the County or any other managing agency or organization determines cannot be maintained or operated in a condition suitable for public use shall be offered to another public agency or qualified private association that agrees to open and maintain the access-way for public use.

**Policy 2.9**

Recreation and access opportunities at existing public parks shall be protected, and where feasible, enhanced as an important coastal resource. Public parks should maintain lower-cost parking fees (if any), and maximize hours of use to the extent feasible, in order to maximize public access and recreation opportunities.

**Policy 2.10**

Public access-ways and trails to the shoreline and public parklands shall be a permitted use in all land use and zoning designations. Where there is a future offer to dedicate, easement, or deed restriction for lateral, vertical or trail access or related support facilities e.g. parking, the County shall encourage the construction of necessary access improvements to allow the access-ways to be opened and operated for its intended public use.

**Policy 2.11**

Changes to existing public access ways required as part of an existing Coastal Permit shall not allow a reduction in access. Any such changes to public access would be required to be reviewed through a Coastal Permit amendment process.

**Policy 2.12**

New subdivisions shall not include gates, guardhouses, or other features that would limit existing public access points.

**Policy 2.13**

Public parking shall not be discouraged through the use of unauthorized "no parking" signs placed on public or private property.

**Policy 2.14**

Maintain public access to key points of interest in and adjacent to the coastal zone through La Orilla Trailhead, the San Dieguito Park, Manchester Avenue, and Lomas Santa Fe.

**Policy 2.15**

Explore opportunities for new points of land and water access adjacent to San Elijo Lagoon Ecological Reserve, where several parcels containing land use and zoning designations for open space or preserve currently exist.

**2.3.2 Alternative Modes of Travel for Coastal Recreation**

**Policy 2.16**

The County shall undertake planning efforts that promote infill and redevelopment of uses that accommodate walking and biking within communities.

**Policy 2.17**

The County will support increased public transportation service and funding in relation to the County's Coastal Zone within the unincorporated County boundary.

**Policy 2.18**

The County shall provide a range of trail lengths and types, including long distance trails, short distance trails, and loop experiences. Where possible, trails should provide coastal access and connect with other public trail systems, such as the California Coastal Trail, points of interest or transit facilities.

**Policy 2.19**

A network of multi-use trails shall be located along natural scenic areas, (e.g. Escondido Creek and San Elijo Lagoon) where possible. Trails shall be continuous and shall connect into existing and proposed adjacent trails, such as the California Coastal Trail, in the surrounding area.

**Policy 2.20**

Safely separate pedestrian, bicycle and vehicular traffic when these modes share rights-of-way, as feasible.

**Policy 2.21**

Establish and maintain a separate system of hiking trails, bicycle paths and equestrian trails from which motorized vehicles will be banned.

**Policy 2.22**

The County will support the development of additional bicycle facilities in the County's Coastal Zone, with the construction of bicycle routes on El Camino Real from the San Diego City Boundary to Linea Del Cielo, and on Linea Del Cielo Drive from San Valley Road to El Camino Real.

**Policy 2.23**

Provide a network of trails for horseback riding, biking, and hiking; and minimize the cost of the trail system by utilizing floodplains, existing trails, public lands and major utility rights-of-way.

**Policy 2.24**

When locating specific trail segments, locations that avoid significant impacts to sensitive environmental resources shall be prioritized.

**Policy 2.25**

The County shall identify trail routes that enhance public access and connectivity while recognizing the concerns of private property owners, safety requirements, and land use concerns and environmental protection goals.

**2.3.3 Active Transportation Priorities**

**Policy 2.26**

The provision of bicycle and other Complete Streets improvements on County Mobility Element roads within the Coastal Zone shall be maximized to provide a safe and continuous bicycle and pedestrian network in rural areas that can be used for recreation or transportation purposes, while retaining rural character.

### **Policy 2.27**

The County shall promote pedestrian and bicycle facility standards for facility design that are tailored to a variety of urban and rural contexts according to their location.

### **Policy 2.28**

Provide and expand the variety of trail experiences that provide recreational opportunities, including urban/suburban, rural, wilderness, multi-use, staging areas, and support facilities.

### **Policy 2.29**

Trail opportunities shall be promoted by obtaining easements, dedications, license agreements, or joint-use agreements from other government agencies and public and semi-public agencies.

### **Policy 2.30**

Specific trail segments shall be sited, designed, and maintained to minimize impacts to sensitive environmental resources, ecological system and wildlife linkages and corridors, and agricultural lands.

Within the Draft North County Multiple Species Conservation Plan (MSCP) preserves, conform siting and use of trails to County MSCP Plans and MSCP resource management plans.

### **Policy 2.31**

Trail route design shall meet a public need and highlight the County's biological, recreational and educational resources, including natural, scenic, cultural, and historic resources.

### **Policy 2.32**

Manage, operate and maintain trails so that proper use is encouraged, and user safety, resource conditions, the environment, and adjacent land uses are not compromised. Public access to natural and cultural (where allowed) resources shall be provided through effective planning that conserves the County's native wildlife, enhances and restores a continuous network of connected habitat and protects water and cultural resources.

## **2.3.4 Recreational Facilities and Lodging**

### **Policy 2.33**

The County shall provide parks and recreation facilities that create opportunities for a broad range of recreational experiences to serve user interests.

### **Policy 2.34**

Park design shall reflect community character and identity, incorporate local natural and cultural landscapes and features, and consider the surrounding land uses and urban form and cultural and historic resources.

**Policy 2.35**

Public parks shall be connected to trails and pathways and other pedestrian or bicycle networks where feasible to provide linkages and connectivity between recreational uses.

**Policy 2.36**

The County shall provide local park facilities that are appropriate for the individual neighborhoods and communities in which they are located. The development of public recreation facilities shall be encouraged throughout the County's Coastal Zone.

**Policy 2.37**

Retention of existing, lower cost visitor serving and recreation facilities, including overnight accommodations, shall be encouraged and lower cost overnight accommodations shall be protected.

**Policy 2.38**

County Department of Public Works is responsible for maintenance of designated pathways within County right-of-way. Maintenance guidelines shall include:

- Keeping the pathway free of weeds, brush, rocks, or other obstructions.
- Trimming trees and other vegetation to maintain a minimum vertical (overhead) clearance in accordance with County policy and standards.
- Repairing erosion in a timely manner by grading, placement of new base material, or installing engineered drainage controls.
- Ensuring driveway approaches crossing designated pathways have a natural or rough surface; and enforcing the removal of non-permitted polished or slick surfaces.

**Policy 2.39**

Trails will be maintained at or near original or intended standards. This includes numerous efforts ranging from mowing and brush removal to replacement of damaged signs to reconstruction of the trail.

**Policy 2.40**

For any new development adjacent to, or within 100 feet of a public park, beach, trail, or recreation area, notice of proposed developments shall be provided, as applicable, to the San Elijo Lagoon Conservancy and the California Department of Parks and Recreation for their review with regard to

potential impacts to public access, recreation, environmentally sensitive habitat and any other sensitive environmental resources.

**Policy 2.41**

The County shall coordinate with the California Department of Parks and Recreation, the San Elijo Lagoon Conservancy, and Caltrans to provide a comprehensive signage program to identify public parks, trails and accessways.

**Policy 2.42**

New development shall provide off-street parking sufficient to serve the approved use in order to minimize impacts to public street parking available for coastal access and recreation.

**Policy 2.43**

The implementation of restrictions on public parking, which would impede or restrict public access to beaches, trails or parklands, (including, but not limited to, the posting of “no parking” signs, red curbing, physical barriers, imposition of maximum parking time periods, and preferential parking programs) shall be prohibited except where such restrictions are needed to protect a documented threat to public safety and where no other feasible alternative exists to provide public safety. Where feasible, an equivalent number of public parking spaces should be provided nearby as mitigation for impacts to coastal access and recreation.

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## 3 Environmentally Sensitive Habitats

### 3.1 Introduction

The Coastal Act sets high standards for the protection of environmentally sensitive habitat areas (ESHA), including various types of wetlands, riparian areas, native coastal grasslands, and woodlands, and other natural resources in the coastal zone.

#### 3.1.1 Biological Resources Overview

The following is summarized from the Biological Resources Summary Memorandum prepared for the County (AECOM 2016).

##### *Historical Records of Natural Resources within the County's Coastal Zone*

The following resources were reviewed to determine what historically recorded natural resources occur, or have the potential to occur, within the County's Coastal Zone. Select information pertaining to both common and special-status resources in the County's Coastal Zone was reviewed for the update of the LCP. The following sources were consulted to obtain public information relevant to the County's Coastal Zone:

- U.S. Fish and Wildlife Service (USFWS) regional species database (USFWS 2015);
- County of San Diego SanGIS Geographic Information System (GIS) Data for Species (SanGIS 2016);
- County of San Diego SanGIS Data for Vegetation Communities (SanGIS 2006 and 2012);
- San Diego Bird Atlas (Unitt 2005);
- California Natural Diversity Data Base (CNDDDB) (California Department of Fish and Wildlife [CDFW] 2016a);
- California Native Plant Society (CNPS) Electronic Inventory (CNPS 2016); and
- San Dieguito Community Plan - Escondido Creek Resource Conservation Area (RCA) Rare Species List (County of San Diego 2014).

For the CNDDDB and CNPS database queries, special-status species records within the Del Mar, Encinitas, and Rancho Santa Fe United States Geological Survey (USGS) 7.5-minute topographic quadrangles were searched. These three quadrangles were included in the search because they contain the portion of the County's Coastal Zone that encompasses and surrounds the LCP area. The traditional nine-quadrangle search could not be implemented because of the County Coastal Zone's proximity to the Pacific Ocean.

Biological resources were considered special status if they met at least one of the following criteria:

- Listed or proposed for listing (including candidate species<sup>3</sup>) under the federal Endangered Species Act (ESA) and California Endangered Species Act (CESA);
- CDFW Species of Special Concern;
- CDFW Watch List Species;
- CDFW Fully Protected species;
- Listed by CNPS as California Rare Plant Ranks (CRPR) 1A (presumed extinct in California and rare/extinct elsewhere); 1B (rare, threatened, and endangered in California and elsewhere); 2A (presumed extinct in California, but more common elsewhere); or 2B (rare, threatened, or endangered in California, but more common elsewhere) (CNPS 2016). All plants constituting CRPR 1A, 1B, 2A, and 2B meet the definitions of Sections 2062 and 2067 (CESA) of the California Fish and Game Code (CNPS 2016);
- Some, but not all, CRPR 3 and 4 species. Some plants constituting CRPR 1A, 1B, 2A, and 2B meet the definitions of Sections 2062 and 2067 (CESA) of the California Fish and Game Code (CNPS 2016). CRPR 3 plants are those for which more information is needed (a review list), and CRPR 4 plants are those of limited distribution (watch list) (CNPS 2016);
- Species covered by the San Diego County MSCP (SanGIS 2016); and/or
- Rare Terrestrial Natural Communities as described in the CDFW Natural Communities List (CDFW 2010), which is based on *A Manual of California Vegetation, Second Addition* (Sawyer et al. 2009)

### ***Vegetation Communities and Other Land Cover Types***

Vegetation communities and other land cover types within the LCP area were assessed using the aforementioned San Diego County SanGIS vegetation community databases (SanGIS 2006 and 2012). The most recent vegetation data (2012) were used to map and characterize the communities and land cover types, while the 2006 data were used to fill gaps in the 2012 data. Nomenclature in the SanGIS data follows *Draft Vegetation Communities of San Diego County* (Oberbauer et al. 2008). The LUP did not include ground-truthing the location and extent of the vegetation communities mapped in the SanGIS database.

Roughly 21 vegetation communities and other land cover types are estimated to occur within the County's Coastal Zone based on literature and database review. Table 1 includes the acreages for each vegetation community or land cover type within the County's Coastal Zone, as illustrated in Figure 8, Vegetation Communities and Other Cover Types.

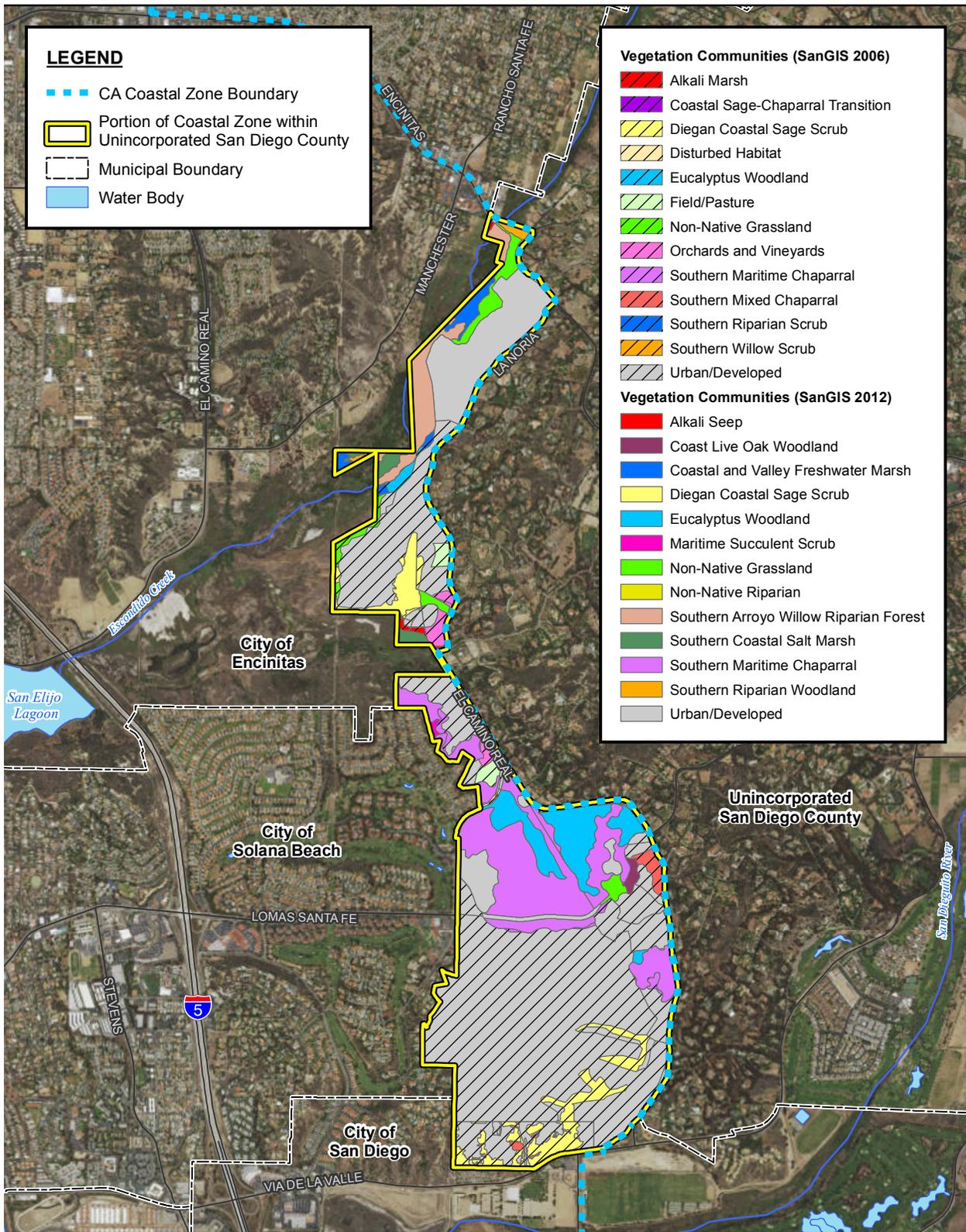
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<sup>3</sup> Candidate species are those petitioned species that are actively being considered for listing under the federal ESA, as well as those species for which the USFWS has initiated an ESA status review, as announced in the Federal Register. Proposed species are those candidate species that warrant listing as determined by USFWS and have been officially proposed for listing in the Federal Register. Under the California Endangered Species Act, candidate species are those species currently petitioned for state-listing status.

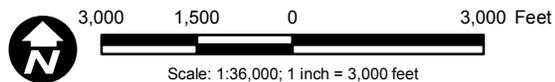
**Table 1. Vegetation Communities and Other Land Cover Type Acreages in the County's Coastal Zone**

<b>Vegetation Community/Land Cover Type</b>	<b>Acreage</b>
<b>Marsh/Wetland/Riparian</b>	
Alkali Marsh*	2.5
Alkali Seep*	0.6
Coastal Valley Freshwater Marsh*	11.0
Non-Native Riparian*	0.8
Southern Arroyo-Willow Riparian Forest*	31.5
Southern Coastal Salt Marsh*	9.3
Southern Riparian Scrub*	2.6
Southern Riparian Woodland*	4.0
Southern Willow Scrub*	0.04
<b>Uplands</b>	
Coastal Sage-Chaparral Transition*	0.8
Coast Live Oak Woodland*	3.1
Diegan Coastal Sage Scrub*	61.7
Disturbed Diegan Coastal Sage Scrub*	0.5
Eucalyptus Woodland	57.8
Maritime Succulent Scrub*	1.2
Non-Native Grassland*	25.3
Southern Maritime Chaparral*	141.7
Southern Mixed Chaparral*	8.9
<b>Other Land Cover Types</b>	
Field/Pasture	8.8
Orchards and Vineyards	10.1
Urban/Developed	677.2
<b>TOTAL</b>	<b>1,059.4</b>

\*Considered an ESHA based on the preliminary analysis described in this chapter.  
Please see Section 2.3 for a full discussion of ESHA delineation.



Source: SanGIS 2016; NAIP 2014.



**Figure 8**  
**Vegetation Communities**  
**and Other Cover Types**

### ***Rare Terrestrial Natural Communities***

Rare Terrestrial Natural Communities were considered special-status if they were listed and described in the CDFW Natural Communities List (CDFW 2010), which is based on *A Manual of California Vegetation, Second Addition* (Sawyer *et al.* 2009). The CNDDDB was not used to determine the location of historically occurring sensitive vegetation communities, as the CDFW List of Natural Communities replaced all other lists of terrestrial natural communities and vegetation types developed for the CNDDDB (CDFW 2016b). Instead, the SanGIS vegetation communities (Oberbauer *et al.* 2008) mapped in Figure 8 and listed in Table 1 were used to determine the location of Rare Terrestrial Natural Communities by creating a crosswalk between the SanGIS (Oberbauer *et al.* 2008) and the CDFW (Sawyer *et al.* 2009) classification systems. Table 2 is included in Section 3.1.3 – *Rare Terrestrial Natural Communities and Wetlands*, along with a list of the Rare Terrestrial Natural Communities found within the LCP area.

### ***Special-Status Species***

Based on a desktop analysis of the resources listed in Section 3.1.1, 71 special-status wildlife species and 107 special-status plants have been historically recorded within the three-quadrangles that overlap the County's Coastal Zone (Encinitas, Del Mar, and Rancho Santa Fe) and, therefore, may have some potential to occur within the LCP area based on the presence of suitable habitat. Each species, along with their listing status and habitat requirements, are included in Appendix B. Focused surveys and detailed vegetation mapping are required on a project-by-project basis to determine the presence, absence or potential for a species to occur within the County's Coastal Zone.

Figure 9, Historical Special-Status Species Records, illustrates the locations of special-status species found in the vicinity of the County's Coastal Zone according to the GIS databases that were queried during the literature search. These include the SanBIOS (SanGIS 2016), San Diego Bird Atlas (Unitt 2005), and USFWS GIS (USFWS 2015) databases. It is noted that, although the GIS database search area included three USGS topographic quadrangles, Figure 9 was scaled down to give a regional context that includes the significant ecological landmarks or wildlife refuges around the LCP area. These are Escondido Creek, San Elijo Ecological Reserve, San Elijo Lagoon, the Park, San Dieguito Reservoir, and San Dieguito Lagoon.

### ***Multiple Species Conservation Program***

It should be noted that the County is currently working on the MSCP North County Plan. The County's Coastal Zone is located within the boundaries of the North County Plan. Thus, additional biology policies may apply to the County's Coastal Zone once the North County Plan is finalized. In order for these policies to be included in the County's LCP, a future LCP amendment will be required.

### ***Steep Slopes***

Coastal mixed chaparral and coastal sage scrub thrive on hilly terrain and steep slopes within the County's Coastal Zone (County of San Diego 2014). Steep slopes, as defined in County Zoning Ordinance 5957(a), are natural slopes of 25% grade or greater and occur throughout the County Coastal Zone, as shown on Figure 10, Steep Slopes. Improper management of steep slopes can degrade these habitats, contribute to erosion issues, and potentially exacerbate coastal hazards, such as hillside-related geologic hazards. Policies to protect steep slopes have been included in Section 3.3.

### 3.1.2 Natural Resource Definitions

#### *Environmentally Sensitive Habitat Areas*

##### **Coastal Act Section 30107.5 Definition of Environmentally Sensitive [Habitat] Areas**

"Environmentally sensitive area" means any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and development.

Section 30240(a) of the Coastal Act restricts development within ESHA to only those uses that are dependent on the resource and requires that ESHA be protected against significant disruption of habitat values. It also requires that areas adjacent to ESHA and parks and recreation areas be sited and designed to prevent degradation of those areas and to be compatible with the continuance of those habitat and recreation areas. Pursuant to Section 30107.5, in order to determine whether an area constitutes an ESHA, and is therefore subject to the protections of Section 30240, the CCC has asked if either of the following conditions have been met: 1) There are rare species or habitat in the subject area; 2) There are especially valuable species or habitat in the area, which is determined based on: a) whether any species or habitat that is present has a special nature, OR b) whether any species or habitat that is present has a special role in the ecosystem. When the CCC has found that either of these two conditions is met, it has assessed whether the habitat or species meeting these conditions is easily disturbed or degraded by human activities and developments. If they are, the CCC has found the area to be an ESHA. It should be noted that disturbed or degraded habitats may constitute ESHA if the habitat meets the criteria for an ESHA designation.

#### *Wetlands*

Wetlands provide many benefits such as fish and wildlife habitats, natural water quality improvement, flood storage, shoreline erosion protection, opportunities for recreation and aesthetic appreciation, and natural products for our use at little or no cost. Protecting wetlands can, in turn, protect our health and safety by reducing flood damage and preserving water quality. Wetlands are among the most productive ecosystems in the world. They also are a source of substantial biodiversity in supporting numerous species from all of the major groups of organisms – from microbes to mammals.

Within the vicinity of the County's Coastal Zone, wetlands occur primarily along Escondido Creek, San Elijo Lagoon, and along a few urban drainages in the City. Jurisdictional areas include wetlands and non-wetland waters (e.g., reservoirs, lagoons, and streams) subject to California Fish and Game Code Section 1600 et seq. and Section 404 of the federal Clean Water Act. Table 1 provides a list of the wetland communities and the approximate acreages that occur within the County's Coastal Zone; each is briefly described below.

As shown on Figure 8, approximately 2.5 acres of Alkali Marsh are located at the toe of a slope near the intersection of El Camino Real and La Orilla. Along Escondido Creek, wetland areas include approximately 2.5 acres of Southern Riparian Scrub; several small, scattered patches of Southern Willow

Scrub totaling around 0.04 acre; two patches of Coastal and Valley Freshwater Marsh, comprising 11 acres; approximately 0.6 acres.

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