

RECREATION ELEMENT COVER IS DONE BY GRAPHICS

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## INTRODUCTION

The Recreation Element provides policies for the provision of recreational facilities in the unincorporated area of San Diego County. It shall in no way supersede the General Plan of any city or the adopted park plans of any state or federal agency.

The Recreation Element consists of this Introduction, and policies in the local Park Plan, the Regional Park Plan, the Riding and Hiking Trails Plan and Program, and a map entitled "Recreation Element--San Diego County General Plan" on file with the Clerk of the Board of Supervisors as Documents No. 471292 and 528440. The Recreation Element map indicates the general location of all existing parks and the parks that have been indicated on all adopted city plans.

It is not the intent of the Recreation Element to show the exact location of any park, trail or open space.

## AUTHORITY

Government Code 65303 (a) permits a recreation element in city and county general plans as follows:

"A recreation element showing a comprehensive system of areas and public sites for recreation, including the following, and when practicable, their locations and proposed development: natural reservations, parks, parkways, beaches, play grounds, and other recreational areas."

## RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

The County General Plan is a statement of development policies in the form of a text, map, and diagrams explaining objectives, principles, standards, and proposals. It consists of a number of related elements. The Recreation Element of the General Plan is more directly related to some elements than it is to others; i.e., the Land Use, Circulation, Housing and Open Space.

### The Land Use Element

Trails and parks are part of the physical development pattern of the uses of land. Trails and parks are also a primary category of the quantity of land owned by government. Additionally, the quantity of park land is directly related to the standards of population density in this element.

### The Circulation Element

The effectiveness of recreational programs and the use of parks and trails is highly dependent upon the degree of accessibility to their users. The adopted Bicycle Network Plan will allow the County to study parallel trails for equestrians and hikers.

### The Housing Element

The location of parks relative to housing helps create a sense of neighborhood and community focal points.

### The Open Space Element

Park sites and trails are part of the system of open space. The outdoor recreation component of the open space system includes areas of outstanding scenic, historical, and cultural value; areas suited for park purposes such as lakeshores, beaches, rivers, and streams; and lineal areas which connect major recreation and open space reservations, such as trails, utility easements, banks of rivers and streams, and scenic highway corridors.

### GOALS

The goals of the Recreation Element are:

Enhance the physical, mental and spiritual well being of County residents by providing opportunities for relaxation, rest, activity, education, and relationships with their neighbors.

Provide a system of public parks, riding and hiking trails, and outdoor recreation facilities which not only preserve significant areas of natural beauty for citizen enjoyment, but which also serve the needs of the citizens in their immediate environments. This system is to be augmented by private outdoor recreation facilities that are compatible with the goals and objectives of the public system.

## CHAPTER 1

### LOCAL PARKS

#### INTRODUCTION

Since playgrounds and neighborhood parks were first popularized in the United States during the 1870's and 1880's, the concept of recreation development has been synonymous with park development. This has meant that park agencies employed more general workmen and maintenance employees than special educators and spent the majority of the available financial resources on maintenance of physical facilities. Today, when planning for parks it is easy to visualize acres of land, picnic tables, swimming pools, and neighborhood centers.

In the future, however, the County must look beyond the physical facility to the needs of the ultimate clientele, who are people. For the acres of land are not ends in themselves but are merely instruments to be used in developing individual human capabilities. This definition of "human development" must not be restricted to programs for enhancement of physical fitness or merely keeping the children off the streets. It should encompass a program that introduces citizens of all ages to the cultural life of the community. It should serve as a complementary resource to formal education. It must provide a means for the individual to properly develop, participate, interrelate to his urban environment and to its local neighborhood.

A commitment to this philosophy requires that major modifications be made in both the thrust and content of our present park and recreation programs. Certainly these programs must be retained and even expanded but they must be viewed only as an important part of an overall regional program for human development.

The goals of the Recreation Element are broad enough to encompass the purpose of sundry other public and private organizations. Indeed, the benefits, for example, of close cooperation between schools and recreation departments, and joint school-park use of recreation facilities has long been recognized, albeit too often ignored due to the independent status of schools. People-oriented programs other than schools, as well as the park program itself would benefit from stronger relationships and coordination. Some examples are:

1. Cultural programs (art, music, crafts, etc.) could be provided in cooperation with museums, community orchestras and bands, theater and entertainment organizations as well as schools of all grades and colleges.
2. Leisure learning activities are related to the services provided by both libraries and schools as well as senior citizen organizations and others.

3. Day care centers which reduce welfare costs by assisting parents in obtaining and holding a job can be located in local park settings.
4. Head Start programs, which assist in insuring a child's readiness for more formal learning situations in school, can be housed in community centers.
5. Neighborhood beautification and revitalization. The development of a park and neighborhood center can be used to boost the morale of neighborhood residents and act as a catalyst to inspire others to upgrade their properties and their communities, thus halting deterioration of a neighborhood. A program of this type could be coordinated with other programs such as CHIRP -- Community Housing Improvement and Revitalization Program.
6. Senior Citizens' Centers can be provided in cooperation with senior citizens organizations.
7. Community groups such as Boy Scouts, Girl Scouts, teen clubs, mothers clubs, neighborhood associations, also go far towards involving people in the life of the community in giving them a sense of belonging to and responsibility for their community.

Purchasing park acreages and planting grass is of value only as it provides passive open space. While this is valuable, additional investment in recreational programs is needed to translate the open space acreages into programs which affect the lives of those in the community.

By recasting the County's recreation services in terms of human development instead of physical facilities, the County's recreational planning can be focused into areas of need with more accuracy. At the same time the County can avail itself of significantly greater and more diverse financial and manpower resources to complete these which are designated for human development programs to complete and maintain its recreation services. San Diego County's uniqueness as an experimental laboratory for government programs has been recognized in many ways. It is the only single County Planning Region in the state, and has received a grant from the Ford Foundation for an integrated regional environmental management program. By careful planning, San Diego County can be used as a test area for obtaining federal and state monies to be used as seed money for a program to integrate people programs with physical facilities provided at park and recreation centers.

1. Establish a system of local recreational facilities.
2. Provide policies and standards which will enable the County to provide, over the next twenty years, the local parks needed by 1990.

3. Integrate planning for local parks with the community planning program in each community to the maximum degree possible.
4. Provide local park facilities which are appropriate for the individual neighborhoods and communities in which they are located.
5. Ensure that local parks are available when and where needed by acquiring them through the subdivision process.
6. Complement the Regional Park Plan and to free regional parks to serve the people of the entire region by providing facilities for intensive local usage.

## STANDARDS

The best measure of the quality of park and recreational services is in the ultimate enrichment of the lives of the people served. This is not readily measurable so other types of indices are necessary.

The amount and location of the physical space available is one of the most important factors in determining the ability of an individual park or an entire park system to accommodate recreational demands and to adopt to changing needs. Measures of physical and locational characteristics include: acreage, acreage per 1,000 population, effective service radius in both time and distance, and population within the effective service radius.

Other common indicators of recreational service levels include: expenditures for parks and recreation (total and per capita), recreation spending as related to total expenditure and the revenue base, number of park and recreational personnel (total and per capita), relative use of funds and personnel for property-oriented functions (e.g., property maintenance) and people-related services (e.g., recreation leaders).

### Present Recreation Standards and Service Levels

Tables 1, 2, and 3 illustrate the wide variations in level of recreation services provided by agencies in the County of San Diego.

In addition to the variations in park acreages and standards, the per capita recreation budgets (1969-70) of the cities ranged from \$3.63 to \$30.36. Within the unincorporated area, wide variations also exist. The San Dieguito area (population 27,500) is served by 10 County parks with a total of 149.68 acres (not including beaches), or 5.4 acres per 1,000 population. Poway, with a population exceeding 14,000 has no parks and obviously no beaches. This is indicative of the basic inequity in the present local park program in the County.

While the County has assumed primary responsibility for regional parks, only two cities, Escondido and San Diego, also plan to provide regional as well as municipal local facilities.

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Since there is no consensus among the cities as to a desirable local park standard or level of recreation service, the County's park standards are derived from the following research.

### Factors Influencing Standards Formulation

The task of formulating standards for local parks may appear at first to be a simple mathematical exercise in finding a comfortable median between the desires for recreational facilities and the realities of available financing. However, this simple mathematical approach cannot be used in a region as complex as San Diego County.

In developing a standard, two important questions must be answered. What level of service will be needed to meet the recreational needs of the County's residents in 1990? And, how can equity of service be ensured for sparsely populated rural areas as well as suburban and urban communities? While many public agencies have formulated service policies and standards for state, regional, and urban local parks, none have devised a comprehensive park policy and standards for local, population-based parks, which can be applied to the range of population densities found in the County of San Diego.

Only two agencies have examined the second question of devising standards for rural communities: the Department of Interior (1934) and the Nebraska Game and Parks Commission (1969).

While neither proposal was designed for situations directly comparable to that in San Diego County, their underlying principles are more universal. Both emphasize that rural dwellers, as much as their urban counterparts, need recreational facilities. These studies also emphasized that small rural communities need more park acreage per 1,000 population than do more densely populated areas. A 1934 Interior Department report states:

The basic reason for this apparent lack of balance is that irrespective of the number of people to be served there is a minimum desirable number of types of recreation areas with a total gross acreage necessary in any corporate community if the outdoor recreational needs of the inhabitants are to be served. For example, a community of 1,500 people should have one combined playground and school site of not less than 1 block, or about 3 acres; 1 play field of not less than 5 or more acres; 1 small park of at least a block or about 3 acres, in the shopping center of the town; 1 picnic grove of 10 or more acres; 1 small natural swimming center if topographical conditions present the opportunity; a site for a public library and perhaps another (site) for a community house. In short, the total desirable recreation area would be from 25 to 30 acres. This same amount of space in a large city, if divided into special types of areas, would serve satisfactorily a far larger number of people.

## Local Variations

A local park standard must not only measure the needs in differing rural and urban areas, but also must allow for variations among urban neighborhoods. Just as no two individuals are identical, neighborhoods and communities are also unique, even though they may be adjacent to each other. Variations among the parts of a city or county may be greater than differences among the regions of the state. Neighborhoods may be large or small lot, single-family, garden or high rise apartments, duplexes, row houses, modern or old. Family sizes may reflect a high proportion of young marrieds and senior citizens or families in the middle of the child bearing and rearing years. The median income may be very low, very high or some place in between.

Recreation needs are most closely related to age, income, social or ethnic habits, residence type and density, climate, and topography. The United States Outdoor Recreation Resources Review Commission and the California Department of Parks and Recreation have completed basic research relating personal characteristics and recreational propensities. However, this research is more applicable to state and regional facilities than to local, population based parks.

## Use of Residential Densities

While other population characteristics relating to local recreation preferences are not readily quantifiable, it is known that residential density is one of the most important factors in planning work locations. Density determines the effective service distance, or spacing of parks, and the population of service areas. It is also the factor which is most susceptible to prediction and control. The California Committee on Planning for Recreation, Park Area and Facilities expresses these relationships as shown in Table 4.

The California Committee stated that three-eighths mile is the maximum effective service distance. Some authorities believe that neighborhood parks cannot effectively serve more than 5,000 people regardless of the service distance. A minimum population of 2,000 within a three-eighths mile radius indicates an average density of 7 to 9 persons per gross acre. While the average distance to the closest park should be as short as possible, it is not feasible to serve areas with a density less than nine persons per acre without spacing the parks farther apart.

The lowest density which should be provided a neighborhood park would be those areas with a minimum of 2,000 people within a 1-mile radius. These areas will have a density of from one to four persons per gross acre with lot sizes of one-half acre or more. While much of the need for open space and passive recreation is met by the individual parcel, there remains a need for a place to accommodate family and group picnics, meetings, and organized sports.

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Areas with less than 2,000 persons within a 1-mile radius are too sparsely populated to warrant providing a neighborhood facility. The park needs can be met through the use of schools and community parks.

Community parks are somewhat less influenced by neighborhood densities. In sparsely populated areas, particularly in those without neighborhood facilities, a community facility should be planned for areas with a population of 5,000 within a 3-mile radius or 10 minute driving time. Generally, however, a community park will serve 10,000 to 25,000 people within a radius of 1 to 2 miles. Occasionally it may be preferable for a community facility to serve up to 50,000 people.

Many park and recreation authorities minimize the utility of a standard based primarily on the acreage/population ratio, as it does not ensure that each park will be of adequate size and properly located.

One of the distinguishing features of the California Committee's recommendation was that it emphasized the concept of designing a park to fit a particular neighborhood or community to the point of omitting all mention of a traditional acreage/population ratio as a standard. However, a conscientious application of the Committee's recommendations (i.e., using the middle of its recommended size and served population ranges) for local parks would result in about 15 acres of parks per 1,000 population.

The National Recreation and Park Association, while patterning its 1970 recommendations somewhat after those of the California Committee, proposed the following population ratios and classifications as an overall framework for its park standard.

### Recommended Standard

While there is no definitive standard for measuring recreation services, the ability of a park system to accommodate increasing use and to adapt to changing recreational preferences is most directly related to the amount and location of the park land. Thus an adequate standard based on park size, service radius, population served, and acres per 1,000 population, with built-in flexibility to varying communities, will be most likely to remain a viable guide.

A useful standard for San Diego County should:

1. Guide the design of individual facilities to ensure that they are of proper size and location.
2. Provide an overall standard to ensure equity in the allocation of funds.

### 3. Allow for community variations.

An overall standard of 30 acres per 1,000 population is therefore recommended, of which half should be devoted to regional facilities as proposed in 1967 in the County General Plan, and half or 15 acres per 1,000 population, for local parks. The local park standard includes a combination of local parks, riding and hiking trails, school playgrounds, and other public facilities which meet part of the need for local recreational facilities.

The actual allocation within the local park standard will vary with the needs and priorities of each community as shown in Table 5 and 6.

#### Application of Standards

San Diego County is noteworthy for the diversity of life styles offered by its many communities. It is vital to provide parks appropriate to the housing patterns, recreational needs and social requirements of each of these communities. The Local Park Plan emphasizes the role of citizen participation in the preparation of community plans which will indicate the specific parks that will meet the County standard of 15 acres per 1,000 population. Some communities may desire to emphasize the larger community parks. Others may need a more extensive system of smaller neighborhood parks and mini-parks. Each community plan in the County General Plan and each city general plan should include goals, policies, and priorities and proposed local park locations which will adapt the County standard to that community.

#### Recommended Classification

Tables 5 and 6 describe a classification of park facilities based on standards. The categories in the classification are more fully described below.

Local parks are those providing for recreational uses in proximity to the homes of County residents in contrast to regional facilities which serve the entire County.

Playlot, Vest Pocket Park, and Mini-Parks refer to small areas used for open space or recreation. They may be used as play areas for small children, in which case they supplement individual backyards. They may serve senior citizens only, older children, or all age groups, depending on the needs in the neighborhood. They may include play apparatus, paved areas, sandpits, wading pools, or they may simply be planted in grass. Their size usually ranges from 2,500 square feet to 5 acres, although in the past the size and location generally depended more on the availability of vacant parcels of land than on other factors. The effective service radius varies somewhat depending on the type of person served, although it is rarely more than the walking range of a preschool child or about one-eighth mile. With the increased need and preference for small, close-at-hand parks, these facilities should be encouraged.

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Neighborhood Parks generally serve a population of 2,000 to 5,000 or approximately the same population and area served by an elementary school. In urban areas, neighborhood parks generally do not effectively serve residents living more than one-fourth to three-eighths mile from the park, nor do they adequately serve more than about 5,000 people. They should be planned and located adjacent to elementary schools in order to provide a full range of outdoor and indoor activities for children and family groups. In many areas, the neighborhood park will also serve adults, especially senior citizens. They should provide for three main types of recreation: open areas for passive recreation and relaxation, active sports areas for baseball, basketball, and other court games, and a neighborhood center for neighborhood groups such as Boy Scouts, senior citizen groups, craft classes, etc. A typical neighborhood park may include the following:

- Playlot (preschool children)
- Play area (elementary children)
- Paved multi-purpose courts
- Nature study and quiet areas
- Open, free play areas
- Sports field
- Instructional swimming pool, wading pool
- Family picnic area
- Senior citizens center outdoor area
- Neighborhood center building
- Off-street parking
- Undesignated open space for buffer areas and expansion

Community Parks supplement the neighborhood parks by providing for activities that require more space and for specialized functions which must serve a larger population in order to be justified. The community park generally serves the same constituency served by a junior or senior high school - 10,000 to 25,000 population within a radius of 1 to 3 miles. They should be located adjacent to a secondary school in order to promote joint use of buildings and sports facilities. Community parks serve chiefly teenagers and adults. They also serve as the neighborhood park for the immediate environs. A typical community park may include the following:

- Playlot (preschool children)
- Play area (elementary children)
- Paved multi-purpose courts
- Slab for dancing
- Nature area/Outdoor classroom
- Open, free play area
- Sports field
- Swimming pool, wading pool

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- Family picnic area
- Senior citizen building and area
- Community center building
- Tennis complex
- Archery range
- Outdoor theater/special events area
- Golf practice holes
- Off-street parking
- Undesignated and open space for buffer areas and expansion

Regional Parks serve the entire County and usually are at least 200 acres in size. Some are left primarily in their "natural state" while others will have both natural areas and extensive development. They should not under any circumstances, take the place of neighborhood or community parks. As San Diego expands, there will often be pressure to put facilities in regional parks that are not in keeping with the philosophy or purpose of the park. It is easy to succumb to this pressure because the park land is there when the urban areas grow up around it. If local parks are properly located and developed, such pressure will be minimized.

Parkways and Scenic Corridors are essentially elongated parks with a road extending throughout their length. They are usually restricted to non-commercial traffic. The parkway generally serves to connect large units in the park system or to provide a pleasant means of travel within the urban areas and between the urban areas or an outlying region. In some communities, what were once beautiful scenic drives have become major traffic arteries or high-speed thruways, yielding under pressure of commuter traffic. This should not be condoned, and can often be avoided through proper design and speed restrictions.

The parkway usually follows stream or river alignments, shorelines of large lakes, or natural wooded areas. Thus, its location and size is dependent upon the availability and location of these resources. Although no specific acreage standard is applicable, a minimum right-of-way of 300 feet is recommended, with portions being much wider for scenic vistas and other recreation development. The County has embarked upon a scenic highway program and some of these scenic highways will eventually meet this recreational need.

#### Park Lands Dedication Ordinance

To facilitate planning for local parks and to facilitate the collection and distribution of funds collected for local park development, the County has been divided into three fee assessment areas. The assessment areas have been further divided into Local Park Planning Areas (LPPAs). These generally consist of community and subregional planning areas. The Assessor's map book and page index identifying each of the assessment areas and the LPPAs within the assessment areas is located in the Park

Lands Dedication Ordinance, Section 810.106, Table 3, of the County Code of Regulatory Ordinances.

## THE LOCAL PARK PLAN

The Local Park Plan suggests a local park system which meets the diverse recreational needs of San Diego County's diverse communities.

### Map

In addition to the policies, the Local Park Plan includes a map labeled, "Recreation Element San Diego County General Plan". This map indicates local, regional, and state parks. All existing local parks are shown as part of the Local Park Plan. In addition, the general location is shown for all parks included in adopted general plans. In those areas in which no plans have been adopted indicating future park locations, no park site is shown.

### Policies

1. Local parks should provide recreation opportunities for all, regardless of national origin, color, age, or economic status, or location of residence.
2. Plans for local park and recreation facilities should be based on both present and future needs, and should be reviewed and revised as a part of a continuing planning process.
3. Recreational facilities and services provided by private agencies and commercial enterprises should be evaluated and taken into account to avoid duplication when planning for public recreational facilities. However, proper recreational facilities must still be provided for those for whom the non-public facilities are inappropriate or unavailable.
4. All parks and recreation facilities should be planned as parts of an overall, well-balanced park system.
5. Local park planning should be integrated with general planning programs, both on a county wide and community basis.
6. Each local park facility should be of sufficient size and proper location to foster flexibility in activities and programs.
7. Land for local recreational uses should be acquired or reserved well in advance of need as much as possible, to insure that it will be available.

8. Space standards for local parks should be met and the land acquired even if limited financial resources preclude immediate development.
9. Lands should be dedicated for local park purposes and be protected against diversion to non-recreational uses.
10. Regional parks should be designed to serve the people of the entire region. Local parks should be so located and developed that they relieve the pressure to utilize regional facilities for intensive, local recreational activities.
11. Utilize the Park Lands Dedication Ordinance to define the LPPAs and to facilitate the collection and distribution of funds for the acquisition, expansion and development of local parks to the extent allowable under State law.

## CHAPTER 2

### REGIONAL PARKS

#### INTRODUCTION

For over a generation this nation has witnessed a continuing trend towards greater mechanization and automation in industry and other employment, coupled with the development of hundreds of household mechanical devices. This continuing trend has inevitably resulted in shorter working hours for the average person and the trend seems likely to continue with increasing rapidity into the future. The end result has been a tremendous increase in the amount of leisure time for the average person. Particularly since World War II, it seems to have become universally accepted that it is a public responsibility to provide wholesome, meaningful, recreation activities and facilities to assist in consuming the average person's ever-increasing leisure hours.

This Plan is not intended to portray all of the many recreation facilities that will be required to fill these needs by the year 1990. The full responsibility for providing recreation facilities to be provided in this County will be provided by the national government, some by the state government, some by the various city governments, some by County government, some by special recreation districts and, based on present trends, it is evident that many recreation facilities will be provided by private enterprise. This Plan indicates only those parks which need to be provided to serve the entire County. In order to understand the concept behind the regional parks proposed in the Plan, it is necessary to review the recreational services provided by the various types of regional parks now existing and expected to exist within the County.

#### Ocean Beaches

Due to the geographical factors involved, beaches must be considered as a separate recreation resource. Quite obviously, inland areas of California depend upon coastal counties to provide this type of facility. Since the beaches tend to attract considerable intercounty and interstate usage, and since the large and growing visitor industry places high demands on the beach resources, every effort must be made to provide for maximum public utilization of the beach resource. The beaches now in public ownership, are not shown on the County General Plan as regional parks. These beach areas include Torrey Pines State Park, International Park and Mission Bay Park which have a multiple function of a regional nature, with access to the beach as only one characteristic.

#### State Parks and Federal Areas

State parks and federal areas provide recreation facilities for residents of the entire state and nation, including County residents. Although a considerable percentage of

the day users of the state parks and federal areas in San Diego County currently are County residents, in the future it is expected that population growth in Southern California, coupled with high incomes, more leisure time, and improved access, will result in these facilities becoming primary destinations for out-of-county residents.

The state parks and federal areas are sufficiently large to meet most of the overnight demands in those months when the weather permits use of the mountains and deserts. However, because of limited day use facilities on the state and federal lands in the eastern portion of the County, driving distances, and climatic limitations, it was determined that even though such lands are vast, they do not and undoubtedly will not, satisfy all of the public's basic recreational needs. For these reasons such lands are not included as regional parks.

### Regional Parks

Regional parks have as their function meeting those recreation needs of the people that are not completely fulfilled by the neighborhood, community, state and national facilities, nor by beaches, riding and hiking trails, and private recreation facilities. These needs are complex and thus the proposed regional parks are either:

1. Relatively large, in excess of 200 acres, and thus providing the impression of remoteness, spaciousness, diversity of use, and environment; or
2. If small in size, are of historical, unusual geographic, cultural or recreational interest to a broad spectrum of the population.

### STANDARDS

The generally accepted standard for regional park requirements is 15 to 20 acres per 1,000 people. Most jurisdictions include their beach areas, and state and national facilities within this standard. Because San Diego County does have unique characteristics in terms of the location and climatic limitations of its national forests, state parks and beach areas, and because of the County's proximity to the more than eight million persons living in the Los Angeles--Long Beach--San Bernardino--Riverside metropolitan complex, the decision was made to include only those state facilities that meet the distance criterion described above. This standard, when adapted to population projections and population centers, made possible the allocation as shown on the Plan map.

A minimum site size standard of 200 acres with a minimum of 50 usable acres for active recreation is recommended because of the nature and function of regional parks.

A regional park should contain any one or a combination of such attributes as natural beauty, unique topographical features, historical structures, or unusual scenery, and should be capable of being developed for at least two activities. It is readily apparent

that large areas are required in order to meet such requirements, with the exception of those specialized parks described above. It is believed that this standard will provide adequate space for the types of activities desired in regional parks in San Diego County. This standard is intended to be flexible and to provide a general guide for acquiring regional park sites. Such large sites are, of course, economically possible only in areas in which urbanization has not yet affected land values to a large degree.

## THE REGIONAL PARK PLAN

The Regional Park Plan suggests a regional park system that will meet the diverse recreational needs of the expected population and visitors from other parts of the state and the nation to the year 1990.

### Regional Parks

The Plan indicates proposed regional parks in two categories. Those already in public ownership will be retained as public lands and developed as regional parks.

The second category are areas presently in private ownership for regional parks. The highest and best use of this land would be attained if the government were to acquire the land and reserve it as a regional park. However, there are limited funds available to attain this highest and best use for the land. Accordingly, other uses found to be compatible with the park are compatible with this designation.

The appropriate governmental agency will be notified prior to the approval of any proposal by a property owner to develop or use any land designated as a park for anything other than a single-family dwelling and accessory buildings on an existing lot. The governmental agency will be given a reasonable period of time to acquire the property for a public park prior to the approval of any development proposal.

It is the intent of the General Plan that a specific plan be prepared for each of the regional parks indicated by a symbol. It is further intended that the specific plan for each regional park be adopted including a statement as to the uses of land, the restrictions to be placed on private property in the vicinity and the land to be acquired. Until such specific plans have been adopted, the land is intended to be used based on the designation underlying the symbol shown on the Plan map.

The proposed regional parks take advantage, wherever possible, of natural features such as lakes, reservoirs, ravines, cliffs, hills, views, woods, open lawn, scenic drives and paths, streams, and undisturbed natural areas. The regional parks are proposed to serve all age groups and should include picnic areas, boating and swimming facilities, day camps, bridle paths, and areas for active play. Regional parks may also contain a zoo, botanical garden, museum, band shell, golf course, outdoor theater, or other similar activities and facilities.

The park proposals are based on natural scenic features and available vacant land located within proximity and easy access (one hour maximum driving time) to the population served. Wherever possible the parks are located so as to be served by freeway, major highway, or mass public transportation in order to assure the use of these facilities by persons of all economic groups.

Specifically the Plan recommends the regional parks as shown in Table 9.

### State Parks

The Countywide General Plan map designates certain areas for state parks. The highest and best use of this land would be attained if the state government were to acquire the land and reserve it as a part of the state park system. There are limited funds available to attain this highest and best use for the land. Accordingly, other uses found to be compatible with the state park are compatible with this designation.

The State of California will be notified prior to the approval of any proposal by a property owner to develop or use any land designated as state park for anything other than a single family dwelling and accessory buildings on an existing lot. The State of California and other public agencies will be given a reasonable period of time to acquire the property for a public park prior to the approval of any development proposal.

In the event the public does not acquire the land in a reasonable period of time compatible private development will be permitted to occur.

Any proposal for private development will be reviewed to assure that there will be a minimum of adverse affect on the state park.

### POLICIES

1. The entire shoreline of San Diego County, including the beaches and associated upland areas, be studied and that the County General Plan be revised in the future to indicate all of the beaches that should be placed under public ownership and/or control by 1990.
2. Acquisition of proposed sites should be given first priority, and development of park sites second priority in implementing the regional park plan. Sites subject to immediate urbanization should be acquired first.
3. A 5 to 10 year schedule of priorities for acquiring and developing regional park sites should be established as part of the County capital improvement program.
4. A continuous program should be initiated by the Comprehensive Planning

Organization to update information and obtain factual data relative to recreation habits and needs of San Diego County residents.

5. Maximum utilization of reservoirs and other waterbodies for recreational purposes should be encouraged by all levels of government.
6. Historical sites having Countywide significance relative to the early settlement and growth of San Diego County should be acquired by appropriate agencies wherever possible, and maintained as a part of the regional park system.

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## CHAPTER 3

### RIDING AND HIKING TRAILS PLAN AND PROGRAM

#### INTRODUCTION

The popularity of hiking and horseback riding has increased significantly in recent years. People appreciate trail activities as healthful and enjoyable forms of recreation. The trend is especially evident in San Diego County where the pleasant natural environment offers a year-round invitation to trail enthusiasts.

Federal and state governments realizing the importance of preserving and developing new riding and hiking trails have adopted legislation to protect existing trails and to provide new trails and related facilities. The "National Trails System Act" of 1968 plans a nationwide system of Interstate riding and hiking trails. At the state level, the Department of Parks and Recreation is now preparing the California Recreational Trails System Plan.

The plan consists of text included as Chapter 3 of the Recreation Element - San Diego County General Plan. A Countywide system of trail corridors would interrelate communities with other communities and with recreation areas. All trails are intended for shared use by riders and hikers except for the coastal trail which, in some areas, may not accommodate horses.

Trail corridors would be selected to offer a variety of pleasurable trail experiences from the ocean to the mountains and desert. Most trail corridors would also be based upon existing and historic trails and serve to identify and protect these trails for future use.

#### FINDINGS

The term "Findings", as used in this Element, refers to statements of factual data pertinent to riding and hiking activities in San Diego County and are meant to support this Plan and Program.

1. Recent federal, state, and local recreational demand data shows the popularity of recreational trails is growing dramatically. There are approximately 600 miles of public trails in the County. (Data collected 1976 for original Plan).

It is conservatively estimated that there are 31,000 horses in the County (California Equine Census 1980). National statistics provided by the Federal Bureau of Outdoor Recreation indicate that by the year 2,000 participation in horseback riding will increase 132 percent, walking for pleasure by 151 percent, and hiking by 218 percent (see Appendix E). In the 1974 California Outdoor Recreation Resources Plan, the State Department of Parks and Recreation estimates that by the year 1990 an additional

2,000 miles of riding and hiking trails will be needed within San Diego County.

The County's Regional Parks Implementation Study prepared in 1972 projects that between 1970 and 1990, total acreage demand for riding and hiking facilities will increase 75 percent. This substantial growth in recreational trails use reflects increasing population, income, and leisure time.

2. A sample survey of equestrians and hikers throughout the County was conducted by the Citizens' Committee on Riding and Hiking Trails. The major conclusions of the survey are as follows:
  - a. The typical equestrian rides several times a week, is out for two or three hours and confines outings to short loops in the vicinity of home.
  - b. Presently, most riding occurs on informal, undesignated trails which are located on privately owned land.
  - c. Mountain trails are popular with both hikers and equestrians but are used primarily by hikers. Equestrian access is limited to those with horse trailers because there are no regional trails linking local and mountain areas.
  - d. A popular mountain destination is Cuyamaca Rancho State Park which has improved riding and hiking trails plus overnight facilities for camping as well as staging and storage facilities for horse trailers.
3. Many jurisdictions including federal, state and municipal governments, are involved in planning, developing, and operating public riding and hiking trails within San Diego County; however, very few miles of trail are in operation. Under the direction of the Secretaries of Agriculture and Interior, federal resources are being allocated to the planning and implementation of the Pacific Crest National Scenic Trail as well as a trails system within Cleveland National and BLM lands. The Pacific Crest National Scenic Trail, running from the Mexican Border near Tecate to the Canadian Border near Lake Ross, was established by the Act of Congress of August 27, 1957 (23 USC 1241) and the Act of Congress of October 2, 1968 (16 USC 1241). The route of the trail was published in the Federal Register on January 30, 1973. The Pacific Crest National Scenic Trail will provide for the principle north-south-border-to-border riding and hiking trail in San Diego County.

The State of California Department of Parks and Recreation has proposed a CALIFORNIA RECREATIONAL TRAILS AND HOSTEL PLAN which identifies a Pacific Ocean Coastal Trail, a South Coast Range Trail, and a San Diego-Anza Borrego Trail all within San Diego County. Additionally, an extensive system of recreational trails are provided within existing state parks such as Cuyamaca,

Anza Borrego, and Palomar Mountain.

Planning of community trail systems have been accomplished by the County through the Community Planning process and by several of the local municipalities such as the Cities of San Diego and Vista.

4. Federal and state laws relating directly to the planning and implementation of a riding and hiking trails system in San Diego County have been enacted.
  - a. The 1945 California Recreation Trails Act (Section 5077, Public Resources Code) established the first real riding and hiking trails planning and acquisition program in California. This act first identified the California Riding and Hiking Trail. However, the Act's specific prohibition of the use of condemnation and the resulting reliance upon the willing landowner concept has hindered the acquisition of rights-of-way for this trail.
  - b. The "National Trails System Act" of 1968 (Public Law 90-543) instituted a national system of recreation and scenic trails and designated the Pacific Crest Trail as one of the initial components. The Secretary of Agriculture administers the acquisition, development, and management of the Pacific Crest Trail. Recreational off-road vehicles are specifically prohibited from using this trail.
  - c. In 1971, state law (Section 846 Civil Code, Section 831.4 Government Code) was amended to limit a landowners liability for persons trespassing on his property for recreational purposes including riding and hiking. As a result of this legislation some adverse public reaction to the location of a riding and hiking trail near or adjacent to private property may be lessened (see Appendix G).
  - d. The State Subdivision Map Act vests in the legislative bodies of local agencies the authority to regulate and control subdivisions to ensure conformance to the general plan and to provide proper "improvements".
  - e. The California Government Code, Article 14, Chapter 4 of Part I, of Division 2 of Title 5, Section 53940, et seq., authorizes the levying of a Countywide or districtwide tax on horses used substantially for pleasure riding or trail use. This tax cannot exceed ten dollars (\$10) per animal per year. Revenues generated from this tax can be used for acquisition, development, and trail maintenance.
5. Potential funding available to the County to finance the acquisition, development, operation, and maintenance of riding and hiking trails under County jurisdiction may come from local, state, or federal sources; however, existing funding is very

limited.

Local - San Diego County Pleasure Riding Trail Tax Ordinance, Section 24.101, adopted in September, 1978, provides for a tax payable upon issuance of an annual license for pleasure riding horses (see Appendix F).

Local and regional parks within the County are funded by a combination of the County General Fund (\$.06 per \$100 assessed valuation equivalent) and the Park Lands Dedication Ordinance. These funding sources to date have been inadequate to successfully fulfill the park goals as set forth in the adopted Recreation Element of the County General Plan. An additional burden on these funds will make existing goals more difficult to achieve.

State - Senate Bill 1110, approved by the State Legislature in September, 1973 amended state law to allow the California Department of Transportation to expend state gas tax funds for "non-motorized transportation facilities", which are defined to include equestrian, pedestrian and bicycle trails. To date, these funds have not been used for riding and hiking trails (see Appendix H).

Federal - The Land and Water Conservation Fund provides matching federal funds for trail acquisition and development. The Army Corps of Engineers provides matching federal funds for trails developed for local jurisdictions in conjunction with Corps' projects (also see Finding 3, IV-27).

Costs are nominal where trails are constructed on public land. In such cases the Boy Scouts and other volunteer groups have constructed many miles of trails. Honor camp labor has been used in the construction of trails in the Cuyamaca Rancho State Park and would be a definite potential source of labor for trail construction (see Appendix C).

6. Alternative methods of acquiring land for public riding and hiking trails rights-of-way. Acreage required for public riding and hiking trails rights-of-way can be obtained through:
  - a. Fee Purchase
  - b. Less than fee purchase which includes leases and easements
  - c. Donations and life estates
  - d. Dedications
  - e. Land Trades

In addition to the conventional acquisition methods listed, public trail rights-of-way

can be secured through agreements with public and semi-public organizations such as utility companies and flood control districts.

The cost of trail acquisition varies according to the manner in which right-of-way is acquired. Donations, life estates, and dedications generally do not require direct County funding. Purchase of fee-simple does, in most cases, result in the highest cost per acre with the price level determined by normal market considerations (see Appendix D).

7. Development of a comprehensive riding and hiking trail system, including support facilities in the form of trail camps and staging areas, may be implemented with a variety of County resources which have varying degrees of fiscal impact. Riding and hiking trails are usually unsurfaced, thereby minimizing construction requirements to grading and minor drainage and erosion control facilities. Trails development may be accomplished by County personnel, by contract with private construction firms or by volunteers (Boy Scouts, riding clubs) and nominal cost labor parties (honor camps).

Support facilities for riding and hiking trails range from primitive campsites to modern camping and equestrian center complexes which could include boarding stables, corrals, tent and recreational vehicle campsites, parking facilities for vehicles and horse trailers, restrooms, and potable water. Major support facility development along regional trails under County jurisdiction can be provided by the County as part of the regional park program or by private commercial recreational interests.

Trails development may serve public purposes in addition to recreational activities thereby reducing the overall public cost. Trails can be located to provide necessary fire breaks or access for fire fighting equipment in back County areas.

8. Trail management -- including administration, maintenance, and enforcement -- can be the responsibility of the respective jurisdictions with the implementation methodology dependent upon the resources available.

Administration - Federal, state, and local jurisdictions are involved in the administration of portions of San Diego County's trails system. A coordination of efforts including a consolidation of some services may result in a decrease in total costs.

Maintenance - Trails maintenance can be performed by County forces, by contract with private or public organization, or by volunteer groups under County supervision. Volunteer programs have been very successful in the Santa Cruz Mountains.

Enforcement - Trail rules are established to restrict activities which can be harmful to the trail, its environs, or to the riders and hikers. Rules prohibit littering, the harassment of livestock, uncontrolled use of fire, and the destruction of private property. Trail signs and instructional pamphlets are important means of communicating trail regulations to the public. Professional law enforcement personnel can investigate violations on a complaint basis. Regular patrols would require additional police manpower but most agencies operating public trails have not found regular patrols necessary.

9. Use of off-road vehicles on riding and hiking trails is incompatible with equestrian and walking activities. The phenomenal growth in the popularity of off-road vehicles has introduced problems such as noise, dust, fire risks and potentially serious damage to the terrain. Motorized vehicles that share trails with pedestrians and horseback riders increase the risk of injury to these users. The obtrusive impact of off-road vehicles destroys the solitude and "naturalness" of the environment which is the principle attraction for hikers and riders using remote trails. Recognition of these problems with off-road vehicles has led the National Forest Service to prohibit use of vehicles on nature trails and designated riding and hiking trails. Motorized use may be allowed within the National Forest on certain designated tracts as provided for under Presidential Executive Order 11644. The National Forest proposed plan may or may not have any such designated units.

Recognizing there are a large number of ORV recreationists, a citizen advisory committee on off-road vehicles has been established to make specific recommendations as to the use of off-road vehicles within the County. The provision of separate facilities would assist in reducing the conflict between off-road vehicles and riding and hiking uses.

10. Trail safety can be achieved by conforming to standards covering the design, construction, and management of trails. These standards must provide for trails which are safe for hikers and riders of all levels of skill.

Riding and hiking trail standards have been developed by federal, state, and local public agencies involved in the administration of existing trails. A consistent body of standards and specifications has been developed from the work of such agencies as the U.S. Forest Service, California Department of Parks and Recreation, as well as various California cities and counties.

Among the most comprehensive and up-to-date standards are those of the California Department of Parks and Recreation included in the first edition of the California State Park System Trails Handbook. County riding and hiking trail standards, included herein as Appendix A, are based upon the State's trail handbook. Included are standards for the location, design, construction and management of trails.

Highway crossings present a particularly serious safety problem. Hiker and equestrian safety can be increased by constructing grade separated crossings or by providing warning signs and signals at level areas with adequate visibility.

Designated access points for emergency fire and evacuation vehicles are included to decrease response time to trail emergencies.

11. Riding and hiking trail standards have been developed by federal, state, and local public agencies involved in the administration of existing trails. A consistent body of standards and specifications has been developed from the work of such agencies as the U.S. Forest Service, California Department of Parks and Recreation, and various cities and counties.

## GOAL

The term "goal" as used in this Element refers to aims or purposes which are general and timeless and do not readily lend themselves to measurement.

**ESTABLISH AND PROTECT AN ENJOYABLE, EFFICIENT, AND SAFE NETWORK OF PUBLIC RIDING AND HIKING TRAILS.**

## OBJECTIVES

The term "objectives" as used in this Element refers to the more specific, short term and measurable means to be implemented to accomplish the goal.

1. INTERCONNECT PARKS AND RECREATION AREAS AND TRAILS PLANNED BY THE COUNTY AND OTHER GOVERNMENTAL AGENCIES.
2. PROVIDE A VARIETY OF TRAIL EXPERIENCES BY LOCATING TRAILS THROUGH VARIED TERRAIN, SCENERY, AND POINTS OF INTEREST.
3. PROVIDE FOR ACQUISITION, DEVELOPMENT, AND MANAGEMENT METHODS FOR TRAILS WHICH WILL UTILIZE A MAXIMUM OF USER FUNDING AND COMMUNITY-CONTRIBUTED SERVICE AND UNDER NO CIRCUMSTANCES WITH MONEY FROM THE COUNTY GENERAL FUND.

4. DEVELOP TRAILS WHICH MAY BE SAFELY USED BY HIKERS AND RIDERS OF ALL AGES AND SKILLS.
5. BLEND TRIALS INTO THE NATURAL ENVIRONMENT.
6. PREVENT UNAUTHORIZED MOTORIZED USE OF THE TRAIL NETWORK.
7. ADOPT TRAIL DESIGNS WHICH MINIMIZE TRAIL MAINTENANCE.
8. COORDINATE PUBLIC AGENCIES WITH THE PRIVATE SECTOR TO MAXIMIZE FACILITIES AND SERVICES.
9. PROVIDE FACILITIES TO SUPPORT TRAIL USE, SUCH AS GROUP CAMPS AND STAGING AREAS WITHIN EXISTING AND FUTURE PARKS.
10. PREVENT THE USE OF TRAILS FOR SHOOTING, HUNTING, OR TRAPPING.
11. CREATE AN ENFORCEMENT PROGRAM TO ENSURE THAT FIRES AND ACTS OF VANDALISM DO NOT ENDANGER LIVES AND PROPERTY.
12. LOCATE TRAILS ON EXISTING PUBLIC DOMAIN, PUBLIC EASEMENTS AND PUBLIC RIGHTS-OF-WAY IN ORDER TO ELIMINATE THE EFFECT ON PRIVATE PROPERTY.
13. AVOID TRAIL LOCATION ON OR ADJACENT TO AGRICULTURAL LAND OR ANY LAND THAT MIGHT BE UNDULY BURDENED BY HORSERIDING OR HIKING TRAILS.

#### POLICIES AND ACTION PROGRAMS

The term "policies" as used in this Plan refers to those principles which guide the allocation of County resources toward prescribed outcomes consistent with the goal and objectives.

The term "action program" as used in this Plan, refers to the specific allocation of resources prescribed by the policies.

**POLICY 1** Provide interconnecting links among major population centers; County Regional Parks; County, city, state, federal, and special district trails and local parks. The use of the power of eminent domain shall not be used to implement this Riding and Hiking Trails Plan.

Action Program 1.1 Direct the County to review and recommend appropriate County ordinances and administrative policies to implement the Riding and Hiking

Plan (see Policies 4, 6, and 7). These administrative policies should include the identification of incentive programs to encourage property owners to dedicate or lease their land for trails.

Action Program 1.2 Direct the County to include the Recreation Element in the annual update of the General Plan Implementation Report.

Action Program 1.3 Direct the County to annually submit a Trails Acquisition Program as a portion of the County Capital Facilities Program to acquire trails. The Trails Acquisition Program shall consist of:

- a. The investigation of the use of transportation rights-of-way utility easements, or railroads.
- b. Methods by which the community trail system can be established including location of trails on existing public domain, public easements and public rights-of-way in order to eliminate the effect on private property.
- c. The methods of acquisition (or leasing) and sources of financing for acquisition, development, operation, and maintenance of specific trail segments.
- d. The identification of trail management responsibilities including administration, enforcement and maintenance.

**POLICY 2** Conduct route studies indicating where Regional Riding and Hiking Trails begin, end, and interconnect with other trails and recreational sites. Conduct route studies to serve as the basis for acquisition by donation, dedication and purchase. Trails proposed by route studies shall avoid agricultural areas which are determined to be incompatible with trails or any land that might be unduly burdened by horseriding and hiking trails.

Action Program 2.1 Direct the county to prepare one or more pilot trail implementation route studies using the policies and standards of Riding and Hiking Trail Plan and Program in accordance with the County General Plan implementation process. These route studies shall include but need not be limited to:

- a. Definition of study area(s) and justification of public need for the trail;
- b. Regulations, conditions, programs, and standards necessary for the protection, acquisition, construction, maintenance, and operation of trails and trail segments and associated staging areas;

- c. The identification of environmental and property owner concerns and areas of incompatible land use;
- d. Identification of trail management responsibilities, including administration, enforcement, and maintenance;
- e. Trail routes and staging areas should be described and identified on a 1 inch equals 2,000 feet or larger scale topographic map; alternative trail routes within the study area shall also be studied and presented at hearings for final decision;
- f. Preparation of a fiscal impact statement relating to the construction, maintenance, and operation of the trail.

Action Program 2.2 Investigates the dual use of easements such as road rights-of-way now owned by public or quasi-public agencies for trails.

**POLICY 3** Supplement the Regional System with community trails by providing access routes and community circulation. Route studies for community trails will be approved and completed as part of Community Planning groups recommendation, and subdivision and zoning actions.

Action Program 3.1 Direct the County to include local riding and hiking trails in Community Subregional Plans for Citizen Committee review and comment in accordance with the County General Plan implementation process.

**POLICY 4** The County will accept voluntary offers of dedication of trail easements, provided that a route study and environmental analysis (as required by the California Environmental Quality Act) has been adopted by the Board of Supervisors, showing a trail segment which concerns the land subject to a subdivision, special use permit, zoning action or other similar discretionary action.

Until the County has the funding necessary to maintain and police the trail segment, the offer will be recorded, but, except where the trail is contiguous with a County maintained road, the following shall apply:

- 1. The County will not accept the right-of-way;
- 2. The County will not accept the trail for maintenance; and
- 3. The owner will not be required to construct or grade the trail.

**POLICY 5** Direct the County to administer a County sponsored trail acquisition and construction program. Expenditure priorities will be directed toward those trails which

are most needed and are in the greatest danger of being lost through inaction. Funding resources include the Pleasure Riding Tax Law (horse head tax), user fees, group camp user fees, matching state and federal grants, and community contributions of labor and materials. These expenditures will be consistent with a six-year plan approved by the Board of Supervisors. Under no circumstances will money be used from the County General Fund.

Action Program 5.1 Authorize the establishment of a full time trail coordinator position within the County to supervise the Plan and Program. This position should be created by deleting a similar level existing position within the County or should be funded by user fees.

Action Program 5.2 Encourage the County to establish a Riding and Hiking Trails Advisory Committee to be responsible for recommending:

- a. Policy direction for the administration of the Riding and Hiking Trails Plan and Program;
- b. Appropriate amendments to the Riding and Hiking Trails Plan and Program;
- c. Priority of expenditures for trails;
- d. The establishment of decent safety patrols for trail surveillance; and
- e. A users fee to help offset cost of the Riding and Hiking Trails Program.

POLICY 6 Encourage local communities to finance their own community trail systems and provide for adequate regulations for the keeping of horses through the use of special overlay zones and special tax districts. Community agreement as a result of public hearings and a favorable vote precede the creation of such districts.

POLICY 7 Continue implementation of the Pleasure Riding Tax Ordinance; funds derived from this source shall be expended exclusively upon trail acquisition, construction, and maintenance. User fees collected for groups, camps and trails, and donations will support administration, planning, route studies and cartographic services; and supplement trail acquisition, construction, and maintenance funds.

POLICY 8 Require the dedication of riding and hiking trails from new major subdivisions (subdivisions of five or more lots), when such trails have been designated on maps adopted as part of the County General Plan (including community and subregional plans).

## CHAPTER 4

### OFF-ROAD VEHICLE PLAN

The following are the Goals and Policies of the Off-Road Vehicle (ORV) Plan:

#### GOALS

- o SHARE WITH OTHER PUBLIC AGENCIES AND THE PRIVATE SECTOR RESPONSIBILITY FOR THE PROVISION OF SUITABLE ORV RECREATIONAL FACILITIES.
- o WORK WITH FEDERAL, STATE AND LOCAL AGENCIES TO PLAN AND IMPLEMENT ORV RECREATIONAL FACILITIES.
- o CONSIDER THE RECREATIONAL AND SAFETY NEEDS OF ORV USERS AS WELL AS ENVIRONMENTAL, SOCIAL AND FISCAL IMPACTS WHEN PLANNING ORV FACILITIES.
- o FACILITATE THE SAFE AND LEGAL PURSUIT OF ORV RECREATIONAL ACTIVITY.
- o ACCOMMODATE ORV ACTIVITY WITH MINIMAL ADVERSE EFFECT ON THE ENVIRONMENT AND NON-USERS.
- o ENFORCE REGULATIONS RELATING TO THE OFF-ROAD USE OF MOTOR VEHICLES.
- o SPEND PUBLIC FUNDS FOR ORV FACILITIES IN A MANNER THAT IS RESPONSIVE TO THE GENERAL PUBLIC NEED.
- o PROMOTE EDUCATIONAL PROGRAMS TO IMPROVE THE SAFETY OF ORV USE AND ITS IMPACT ON THE ENVIRONMENT AND NON-USERS.

#### POLICIES

##### A. ORV Park Facilities

1. THE COUNTY SHALL SEEK TO ESTABLISH A SYSTEM OF SAFE, ACCESSIBLE, COMPATIBLE AND APPROPRIATELY LOCATED ORV PARK FACILITIES WHICH ADEQUATELY SERVE THE USER POPULATION.

- a. Provide for ORV facilities within the County park system in recognition of ORV use as a legitimate form of outdoor recreation. This should be done subject to the availability of non-General Fund funding to the maximum extent possible.
- b. Provide facilities which meet the needs of both the novice and skilled ORV user for areas for practice riding, recreational trail riding and competition.
- c. Provide an ORV program of balance and variety. This system should be composed of large multimode complexes with complimentary support facilities (regional parks) as well as small, specialized use parks (subregional parks, special use parks, local parks or an area within a regional park) to meet user needs.
- d. Locate facilities based on a careful evaluation of user demand, suitability of land, community acceptability, and conformance with existing County policies and standards.

B. ORV Trails

- 2. THE COUNTY WILL INVESTIGATE WHAT PUBLIC ACTIONS MIGHT BE TAKEN TO KEEP OPEN HISTORIC TRAILS CURRENTLY USED BY OFF-ROAD VEHICLES AND TO REOPEN THOSE TRAILS WHICH HAVE BEEN CLOSED IN THE RECENT PAST. THE PUBLIC SHALL HAVE AN OPPORTUNITY TO TAKE PART IN AND COMMENT UPON THE INVESTIGATION.
- 3. THE COUNTY WILL INVESTIGATE WHETHER A COUNTYWIDE TRAIL SYSTEM FOR ORV USE SHOULD BE ESTABLISHED.
  - a. The Department of Planning and Land Use will confer with other public agencies including the State Department of Parks and Recreation, the Cleveland National Forest, the Bureau of Land Management, and the Department of Defense to determine the problems and opportunities for providing for ORV trail riding in San Diego County.
  - b. County Counsel will determine the legal issues that would have to be resolved and the potential consequences for the County to establish an ORV trail system.
  - c. The Board of Supervisors will reconsider the issue of a Countywide ORV trail system based upon the reports obtained from 3(a) and 3(b).

4. THE COUNTY WILL NOT USE ITS POWER OF EMINENT DOMAIN TO ACQUIRE TRAILS.

C. Conditions of Approval

5. THE COUNTY WILL ADHERE TO THE LETTER AND INTENT OF THE COUNTY GENERAL PLAN, INCLUDING COMMUNITY PLANS, AND THE CALIFORNIA ENVIRONMENTAL QUALITY ACT IN CONSIDERING ALL OFF-ROAD VEHICLE PROJECTS.
  - a. Consider approval of an off-road vehicle project application only if it conforms to the County General Plan and, where appropriate, Community Plan maps and policies, and can demonstrate that it can meet all conditions, performance standards, and mitigating measures that may be required by the County as a condition of approval.
  - b. Require a full environmental impact report on any specific off-road vehicle project.

D. Special Use Permit

6. AT PRESENT, THE COUNTY ZONING ORDINANCE IS SILENT ON REQUIRING A SPECIAL USE PERMIT FOR ALL OFF-ROAD VEHICLE PARKS. DUE TO POSSIBLE ADVERSE IMPACTS AND THE NEED TO ENSURE CONFORMITY OF SUCH PROJECTS WITH THIS PLAN, DISCRETIONARY REVIEW BY THE COUNTY PLANNING COMMISSION IS NECESSARY. ALL OFF-ROAD VEHICLE PROJECTS SHALL REQUIRE A SPECIAL USE PERMIT.
  - a. The conditions of an ORV Special Use Permit should be based on the goals and policies of the ORV Plan.
  - b. All applications for an ORV Special Use Permit should include a site plan and an operations and management plan.
  - c. The Zoning Ordinance shall be amended to carry out this policy.

It is necessary for the protection of the environment to apply the following policies as performance standards to judge the significance of potential impacts identified in any draft environmental impact report for an off-road vehicle project.

E. Air Quality

7. ACTUAL EMISSIONS MEASURED AT THE PROJECT BOUNDARY SHALL NOT RESULT IN A VIOLATION OF ANY STATE OR FEDERAL AMBIENT AIR QUALITY STANDARD NOR SHALL THEY INTERFERE WITH THE ATTAINMENT OF ANY STATE OR FEDERAL AIR QUALITY STANDARD.
8. NO VISIBLE PLUME FROM ACTIVITIES WITHIN AN OFF-ROAD VEHICLE PROJECT SHALL CROSS THE PROJECT BOUNDARY.
9. IF THE OFF-ROAD VEHICLE PROJECT CAN DEMONSTRATE TO THE SATISFACTION OF THE AIR POLLUTION CONTROL DISTRICT THAT THE RESTRICTION OF INDISCRIMINATE ORV ACTIVITY OUTSIDE THE PROJECT WITHIN THE ENFORCEMENT ZONE HAS RESULTED IN A REDUCTION OF PARTICULATE EMISSIONS EQUAL TO OR GREATER THAN THE EMISSIONS GENERATED WITHIN THE PARK, THEN THE PARK SHALL BE CONSIDERED IN CONFORMANCE WITH THE PERFORMANCE STANDARDS, AND ADEQUATE MITIGATION WILL HAVE TAKEN PLACE.
10. EACH VEHICLE OPERATING WITHIN AN OFF-ROAD VEHICLE PROJECT SHALL BE IN COMPLIANCE WITH FEDERAL AND STATE EXHAUST EMISSION STANDARDS FOR OFF-HIGHWAY VEHICLES.

F. Noise

11. THE HOURLY NOISE LEVEL (LEQ) AT ANY OFF-ROAD VEHICLE PROJECT BOUNDARY WHICH ADJOINS RESIDENTIAL LAND USE CATEGORIES SHALL NOT EXCEED THE FOLLOWING LEVEL:

STANDARDS

RESIDENTIAL AREAS WHERE NOISE LEVELS WITHOUT PROJECT  
ACTIVITY ARE CNEL 55 OR LESS: 55 LEQ

RESIDENTIAL AREAS WHERE NOISE LEVELS WITHOUT PROJECT  
ACTIVITY ARE CNEL 56 - 60: 60 LEQ

RESIDENTIAL AREAS WHERE NOISE LEVELS WITHOUT PROJECT  
ACTIVITY ARE CNEL 61 OR GREATER: 65 LEQ

12. THE NOISE LEVEL ALONG ALL ADJACENT ACCESS ROADS WHICH PASS THROUGH AREAS DESIGNATED BY RESIDENTIAL LAND USE CATEGORIES IN THE COUNTY GENERAL PLAN SHALL NOT EXCEED

THAT LEVEL (CNEL) DEFINED AS ACCEPTABLE BY THE NOISE ELEMENT OF THE COUNTY GENERAL PLAN WHEN MEASURED AT THE RIGHT-OF-WAY.

13. EACH ORV/OHV VEHICLE OPERATING WITHIN AN OFF-ROAD VEHICLE PROJECT SHALL BE MUFFLED TO COMPLY WITH ALL APPLICABLE SECTIONS OF THE CALIFORNIA STATE VEHICLE CODE.

G. Soils

14. ALL EROSION AND SILTATION CONTROL DEVICES AND MAINTENANCE PROCEDURES NECESSARY TO ENSURE THAT SEDIMENTATION SHALL BE MINIMIZED TO THE EXTENT POSSIBLE AT AN OFF-ROAD VEHICLE PROJECT BOUNDARY SHALL BE CONSTRUCTED PRIOR TO THE COMMENCEMENT OF OFF-ROAD VEHICLE ACTIVITY ON THE SITE AND SHALL BE MAINTAINED THROUGHOUT THE LIFE OF THE PROJECT.
15. OFF-ROAD VEHICLE PROJECTS THAT ARE PROPOSED ON LAND RATED GOOD OR FAIR FOR THE FIVE PRINCIPAL CROPS GROWN IN SAN DIEGO COUNTY, AS RATED BY THE COUNTY'S SOIL SURVEY, SHALL BE REVIEWED FOR CONFORMITY TO THE AGRICULTURAL POLICIES OF THE GENERAL PLAN.

H. Biology

16. A QUALIFIED BOTANIST AND ZOOLOGIST SHALL THOROUGHLY SURVEY THE ENTIRE SITE OF A PROPOSED OFF-ROAD VEHICLE PROJECT AND ACCURATELY IDENTIFY AREAS AND RESOURCES OF HIGH BIOLOGICAL VALUE. THE SURVEY SHALL BE CONDUCTED BETWEEN THE MONTHS OF MARCH AND JULY. AN IN-DEPTH WRITTEN REPORT SHALL BE PREPARED ON THE FINDINGS. THE SURVEY SHALL BE A DIRECTED SEARCH FOR SUCH RESOURCES AS RARE, ENDANGERED, THREATENED, POTENTIALLY DEPLETED AND AESTHETIC WILDLIFE, PARTICULARLY ROOSTING, BREEDING, AND FEEDING AREAS AND MIGRATION CORRIDORS. THE SURVEY FINDINGS SHALL BE USED IN THE PREPARATION OF A PROJECT USE PLAN AND OPERATING POLICIES AND WILL BE CONSIDERED IN THE ENVIRONMENTAL IMPACT ANALYSIS.

I. Archaeology

17. A QUALIFIED ARCHAEOLOGIST SHALL PERFORM A THOROUGH SURVEY OF THE ENTIRE SITE OF A PROPOSED OFF-ROAD VEHICLE PROJECT AND PRODUCE A WRITTEN REPORT CONSISTENT WITH THE ADOPTED COUNTY GUIDELINES FOR ARCHAEOLOGY. THE REPORT SHALL DETAIL THE LOCATIONS, QUANTITY AND CULTURAL AFFINITY OF ANY RESOURCES AND SPECIFY ANY ADDITIONAL SALVAGE OR SUBSEQUENT REPORTS OR ACTIONS WHICH MIGHT BE NECESSARY TO ENSURE PROTECTION OF RESOURCES. THE REPORT SHALL BE APPROVED BY THE DIRECTOR OF THE ENVIRONMENTAL ANALYSIS DIVISION PRIOR TO ANY ON-SITE CONSTRUCTION WITHIN THE PROJECT BOUNDARY.

J. Access

18. ADEQUATE ACCESS SHALL BE A PAVED ROADWAY SUFFICIENT TO CARRY THE PROJECTED AVERAGE DAILY TRAFFIC (ADT) INCLUDING PROJECTED TRAFFIC PLUS THAT TRAFFIC ASSOCIATED WITH THE PROJECT. ADEQUATE ACCESS SHALL BE PROVIDED PRIOR TO OR CONCURRENT WITH ANY CONSTRUCTION WITHIN THE PROJECT. THE DETERMINATION FOR ADEQUATE ACCESS SHALL BE MADE BY THE PLANNING COMMISSION OR BOARD OF SUPERVISORS.

K. Fire

19. ALL NECESSARY FIRE CONTROL AND PROTECTION MEASURES SHALL BE INCORPORATED INTO THE PROJECT OPERATION AND MAINTENANCE PROCEDURES TO ENSURE A LEVEL OF FIRE PROTECTION ACCEPTABLE TO THE CALIFORNIA DIVISION OF FORESTRY AND THE LOCAL FIRE PROTECTION DISTRICT.

L. Emergency Medical Services

20. AN ADEQUATE LEVEL OF EMERGENCY MEDICAL SERVICES SHALL BE AVAILABLE TO PROJECT USERS AS DETERMINED BY THE PLANNING COMMISSION OR BOARD OF SUPERVISORS.

M. Law Enforcement

21. AN ADEQUATE LEVEL OF LAW ENFORCEMENT SHALL BE PROVIDED WITHIN THE PROJECT OPERATIONS AND MANAGEMENT PLAN TO ENSURE A LEVEL OF LAW

ENFORCEMENT RECOMMENDED BY THE SHERIFF'S DEPARTMENT AND APPROVED BY THE PLANNING COMMISSION OR BOARD OF SUPERVISORS.

N. Use

22. USE OF AN OFF-ROAD VEHICLE PROJECT SHALL NOT BE ALLOWED UNTIL THE PROJECT IS DEVELOPED WITH THE NECESSARY CONTROLS AND MEASURES TO MITIGATE SIGNIFICANT ENVIRONMENTAL IMPACTS.

O. General Plan Amendment

23. ANY PROPOSED GENERAL PLAN AMENDMENT WHICH DESIGNATES AN AREA FOR OFF-ROAD VEHICLE USE SHALL BE EVALUATED TO DETERMINE WHETHER AN OFF-ROAD VEHICLE PROJECT LOCATED WITHIN THAT AREA COULD REASONABLY BE EXPECTED TO MEET THE PERFORMANCE STANDARDS OF THE OFF-ROAD VEHICLE PLAN.

P. ORV Education Programs

24. THE COUNTY DEPARTMENT OF PARKS AND RECREATION SHALL PROMOTE AND PROVIDE AN ONGOING PROGRAM OF TRAINING AND EDUCATION.
- a. Offer an interpretive program to ORV facility users which conveys an increased awareness and understanding of environmental values and non-user attitudes.
  - b. Encourage government, school and industry programs which seek to increase skills of ORV sport participants.
  - c. Develop incentives to reduce littering on trails and damaging adjacent property.
  - d. Encourage ORV user volunteer groups to initiate safety patrol programs.
  - e. Manufacturers and distributors of ORV's should be encouraged, in the public interest and their own, to extend cooperation including financial assistance to public and voluntary agencies in the implementation of the positive approach recommended herein.

Q. ORV Enforcement Programs

25. THE COUNTY SHALL ENFORCE REGULATIONS WHICH SEEK TO PROMOTE SAFETY AND PROTECTION OF PERSONS, PROPERTY AND THE ENVIRONMENT IMPACTED BY ORV USE.
- a. Encourage the Sheriff's Department to promote uniform methods of regulation and enforcement of ORV's on a Countywide basis and cooperate in establishing mechanisms for uniform interjurisdictional enforcement of regulations concerning ORV activities on unimproved private and public lands.
  - b. Amend County Code Section 76.101 (Motor Vehicles on Private Property) to delete requirement to post signs.
  - c. Request the Sheriff and other appropriate law enforcement officers to concentrate ORV enforcement activities within fifteen minutes driving time of authorized and operative ORV use areas (Enforcement Zone).
  - d. Assist the Fiscal and Justice Agency in initiating a service-oriented program similar to the Trail Safe Program of the City of San Diego.
  - e. ORV activity shall not be permitted in an area during a period when that area has been declared by appropriate fire agencies to have a high fire potential.

R. ORV Fiscal Management

26. THE COUNTY WILL SEEK ALTERNATIVE FUNDING SOURCES, OTHER THAN THE GENERAL FUND, INCLUDING FUNDS FROM THE OFF-HIGHWAY VEHICLE REGISTRATION PROGRAM, TO PAY FOR ALL OR PORTIONS OF THE COSTS INVOLVED IN THE PLANNING, LAND ACQUISITION AND DEVELOPMENT OF NAY PUBLIC ORV RECREATIONAL FACILITY.
27. THE COUNTY WILL NOT SPEND GENERAL FUND MONEY FOR THE OPERATION AND MAINTENANCE OF ANY PUBLIC ORV RECREATIONAL FACILITY.
28. THE COUNTY WILL REQUEST THE FEDERAL GOVERNMENT TO CONSIDER PROVIDING FOR PUBLIC OFF-ROAD VEHICLE RECREATIONAL USE IN SUITABLE AREAS OWNED BY THE FEDERAL GOVERNMENT.

29. THE COUNTY WILL SEEK THE COOPERATION OF FEDERAL, STATE AND OTHER PUBLIC AGENCIES TO PROVIDE FOR PUBLIC OFF-ROAD VEHICLE RECREATIONAL USE ON OTHER SUITABLE PUBLIC LANDS AND SUBJECT TO A SPECIAL USE PERMIT TO THE EXTENT PERMITTED BY LAW.
30. THE COUNTY WILL SEEK THE PARTICIPATION OF CITIES IN PLANNING AND IMPLEMENTING ORV PROGRAMS.
31. THE COUNTY WILL SEEK THE PARTICIPATION OF THE OFF-ROAD VEHICLE INDUSTRY IN PLANNING AND IMPLEMENTING ORV PROGRAMS.

Q. ORV Use Area Standards

32. IN RECOGNITION OF THE NEED TO PROVIDE ADEQUATE ACREAGE FOR OFF-ROAD VEHICLE RECREATIONAL ACTIVITY, THE COUNTY SHALL ATTEMPT

TO PROVIDE 2 ACRES OF ORV USE AREAS PER 1,000 POPULATION; THIS ACREAGE SHALL BE IN OR NEAR THE URBANIZED AREA AND MAY CONSIST OF SMALL CYCLE PARKS, URBAN ORV PARKS AND TRAILS. PROVISION OF A SYSTEM OF USE AREAS SHALL BE CAREFULLY MONITORED AND COORDINATED TO ASSURE OVERALL VARIETY AND BALANCE OF FACILITIES TO MEET THE COUNTY'S RECREATIONAL NEEDS.

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