



THE CITY OF SAN DIEGO

REPORT TO THE PLANNING COMMISSION

DATE ISSUED: May 31, 2005 REPORT NO. PC-05-157

ATTENTION: Planning Commission
Agenda of June 9, 2005

SUBJECT: San Pasqual Vision Plan - Rezonings/Community Plan Amendment

SUMMARY

Issue - Should the Planning Commission recommend the City Council approve Rezone No. 226164 and amendments to the Progress Guide and General Plan, and the San Pasqual Valley Plan?

Staff Recommendation - Recommend the City Council **Approve** Rezone No. 226164 and amendments to the Progress Guide and General Plan, and the San Pasqual Valley Plan.

Community Planning Group Recommendations - On May 5, 2005, the San Pasqual/Lake Hodges Planning Committee voted 12-0-0 to support the proposed rezone from AR-1-1 to AG-1-1. Also, on May 5, 2005, the San Pasqual/Lake Hodges Planning Committee voted 10-1-1 to support the proposed amendment to the Progress Guide and General Plan, and the San Pasqual Valley Plan. On May 19, 2005, the Rancho Bernardo Community Planning Board voted 15-0-0 to support the proposed rezone from AR-1-1 to AG-1-1. Also, on May 19, 2005, the Rancho Bernardo Community Planning Board voted 15-0-0 to support the proposed amendment to the Progress Guide and General Plan, and the San Pasqual Valley Plan.

Environmental Impact - An Addendum to Environmental Impact Report (EIR No. 94-0070) has been prepared for the project in accordance with state of California Environmental Quality Act (CEQA). The Mitigation, Monitoring and Reporting Program (MMRP) has been updated to reflect current regulations.

Fiscal Impact - The preparation of a rezone and general/community plan amendment was accommodated by the General Fund budget of the Planning Department.

BACKGROUND

Introduction

Located in the northern-most portion of the City of San Diego, the San Pasqual Valley (Valley) is generally bounded on the north by the city of Escondido, on the east and west by unincorporated land within San Diego County and on the south by the city of Poway and the community of Rancho Bernardo (see Attachment 1). The Valley is approximately 11,000 acres and is largely owned by the City of San Diego.

In order to protect the San Pasqual Valley's vital water resources, preserve its rural character, and encourage appropriate agricultural uses, in 2004 San Diego City Councilmember Brian Maienschein (District 5) drafted the San Pasqual Vision Plan (Vision Plan) (see Attachment 2). The Vision Plan contains ten directives that address various issues facing the San Pasqual Valley. The intent is to protect water resources, sustainable agricultural opportunities, rural character, cultural and historic resources, and low-impact recreational opportunities in the Valley and to establish the responsibility of the City to manage these lands. For each directive there are action items associated with implementing the goals for the Valley. On August 4, 2004, the Land Use and Housing Committee voted 4-0 to support the Manager's Recommendation to direct that work begin on the first two directives of the Vision Plan. Directive Number One instructs the City Manager to draft, for Council consideration and approval, a Council Policy for the San Pasqual Valley that incorporates the intent of all of the directives contained within Vision Plan. The implementation of Directive Number One is nearly complete as City staff has worked closely with the communities of San Pasqual and Rancho Bernardo in drafting a Council Policy which is anticipated to be adopted by the City Council in June 2005. Directive Number Two of the Vision Plan directs staff to "tailor zoning within the Valley to ensure the preservation of the Valley's existing rural character and to encourage appropriate agricultural uses - to put in place regulations to achieve the intended preservation."

On January 11, 2005, the City Council voted unanimously to initiate a process to rezone all of the City-owned parcels in the Valley from AR-1-1 to AG-1-1 and to amend the Progress Guide and General Plan, and the San Pasqual Valley Plan as needed to strengthen the policies that preserve the rural character of the Valley and protect its vital resources. The San Pasqual Valley is currently zoned AR-1-1 which is an Agricultural-Residential Zone intended to accommodate a wide range of agricultural uses while also permitting the development of single dwelling unit homes at a very low density and other limited nonagricultural uses. The Agricultural-General Zone (AG-1-1) is a new zone designation that was created in 2000 with the Land Development Code to limit nonagricultural uses and retain traditional agricultural uses on a long term basis. In accordance with City Council direction, a separate, concurrent process is currently underway to amend the AG-1-1 Zone of the Land Development Code, in order to limit a number of uses which have been determined to be inconsistent with the purpose and intent of the zone. This separate process is part of the Fifth Update to the Land Development Code and was unanimously supported by the Planning Commission 6-0-0 on May 12, 2005. The AG-1-1 Zone is the most appropriate zone for the San Pasqual Valley which is designated for agricultural uses.

DISCUSSION

Description

The San Pasqual Vision Plan was drafted by Council District 5 in May 2004 with the intent of the long term protection for the water resources, agricultural and open space character of the San Pasqual Valley. Consistent with the implementation of this vision and the City's responsibility to preserve the Valley for future generations, City staff, working as partners with the communities of Rancho Bernardo and San Pasqual, has prepared a rezone (see Attachment 3) as well as drafted an amendment to the San Pasqual Valley Plan (see Attachment 4). The policy language included in the proposed community plan amendment directly corresponds to the goals of the Vision Plan to restrict land uses as appropriate to preserve the natural resources and rural character of the Valley.

Specifically, the proposed rezone from AR-1-1 to AG-1-1 includes all City-owned properties within the San Pasqual Valley planning area, with the exception of the land leased by the Wild Animal Park. The Wild Animal Park operates in accordance with the park's Long Range Facilities Plan, as well as its Resource Protection Ordinance Permit and the policies of the Sensitive Resources and Open Space Elements of the San Pasqual Valley Plan. The remainder of the City-owned land, approximately 9,832 acres, is currently being leased, mainly for agricultural purposes. In addition to the City-owned property, the San Pasqual Valley planning area includes approximately 158 acres of privately-owned land, zoned AR-1-1, which are not included in the proposed rezone.

The proposed amendment to the San Pasqual Valley Community Plan includes a number of deletions and modifications to policy language relating to land uses which are not considered compatible with the San Pasqual Vision Plan. One particular land use category in which the amendment focuses on is that of commercial development, including visitor-serving uses such as golf facilities and lodging. Another focus of the proposed amendment is that of mineral resources, specifically, the extraction of these resources. In addition to the above policy revisions, the proposed amendment includes a number of minor updates to community plan language which happens to be outdated and/or obsolete.

Planning Process

In the fall of 2003, the Rancho Bernardo Regional Issues Committee, together with representatives from the San Pasqual/Lake Hodges Community Planning Group began studying the allowed land uses in the San Pasqual Valley and developing recommendations on how to further protect the Valley's resources. As the Vision Plan was developed, this ongoing effort was incorporated into the plan as part of Directive Number Two. Following the Land Use and Housing Committee Meeting of August 4, 2004, the Planning Department set forth an ambitious work program to begin the San Pasqual Vision Plan implementation process. Starting with the October 2004 meetings of both the San Pasqual/Lake Hodges Community Planning Group and the Rancho Bernardo Community Planning Board, staff began monthly planning group briefings as well as briefings at a number of subcommittee meetings. In addition to the community meetings, monthly meetings were held with the City Manager's Office, in which representatives from various City departments including, Planning, Water, Real Estate Assets, Development Services and the City Attorney's Office, met in order to coordinate the implementation process.

On May 5, 2005, the San Pasqual/Lake Hodges Planning Committee voted 12-0-0 to support the proposed rezone from AR-1-1 to AG-1-1. Also, on May 5, 2005, the San Pasqual/Lake Hodges Planning Committee voted 10-1-1 to support the proposed amendment to the Progress Guide and General Plan/San Pasqual Valley Plan. On May 19, 2005, the Rancho Bernardo Community Planning Board voted 15-0-0 to support the proposed rezone from AR-1-1 to AG-1-1. Also, on May 19, 2005, the Rancho Bernardo Community Planning Board voted 15-0-0 to support the proposed amendment to the Progress Guide and General Plan, and the San Pasqual Valley Plan.

CONCLUSION

For over 150 years, the San Pasqual Valley has served to sustain the San Diego region's demand for both water and agriculture. Urban pressures on diminishing resources have placed additional importance on the San Pasqual Valley's water, open space and habitat values, as well as its distinction of containing the City's last remaining agricultural preserve. Today's generation has inherited the tremendous responsibility to protect the precious Valley for habitat preservation and sustainable agriculture, while also providing for potable ground water. The residents, leaseholders and interested citizenry from the communities of San Pasqual and Rancho Bernardo, as well as other areas of San Diego, have taken an active role in protecting the future of these resources by working closely with their elected officials and City staff. Together, these stakeholders have not only developed a vision but have also taken steps towards implementing this vision, including the drafting of an amendment to the San Pasqual Valley Plan and an associated rezone. The proposed rezone and general/community plan amendment is a key step in ensuring the preservation of the Valley's resources and character by instituting appropriate land uses.

ALTERNATIVES

1. **Approve** the proposed rezone and general/community plan amendment with modifications.
2. **Deny** the proposed rezone and general/community plan amendment.

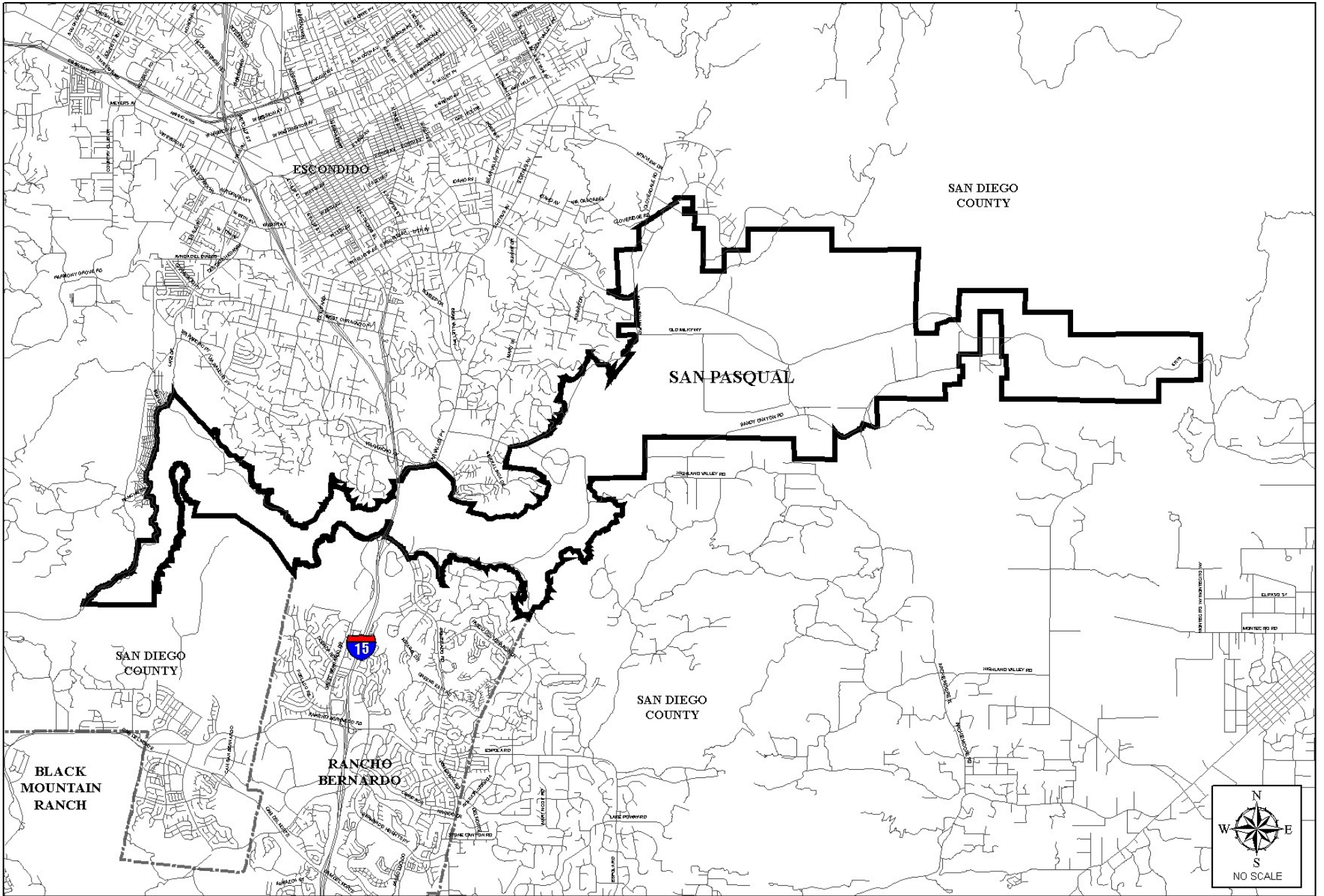
Respectfully submitted,

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Robert Manis
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RM/BS/jd

- Attachments:
1. San Pasqual Community Plan Boundary Map
 2. San Pasqual Vision Plan
 3. Proposed Rezone
 4. Proposed Amendments to the San Pasqual Valley Plan



Map Document: (L:\OIR\PO\Community_Plan\cs\San_Pasqual_Valley_location.apr) 3/2/2005 - 7:53:06 AM



SAN PASQUAL COMMUNITY PLANNING AREA

CITY OF SAN DIEGO • PLANNING DEPARTMENT



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SAN PASQUAL VISION PLAN
Presented by Councilmember Brian Maienschein
May 5, 2004

I am authoring this document in order to set forth a comprehensive vision plan for the San Pasqual Valley. This proposal represents the first time in San Diego's history that such an effort has been undertaken to ensure the long-term protection of this Valley.

Today, approximately 11,000 acres of City-owned land in the San Pasqual Valley are devoted to agriculture, habitat and recreational uses. As a City we should take great pride in this wonderful natural asset, and I believe this plan is essential if we are to preserve the unique character and pristine resources of the San Pasqual Valley for future San Diegans.

For more than 150 years, the San Pasqual Valley has provided our region with a significant groundwater resource and with opportunities for sustainable agriculture. Urban pressures on diminishing resources have increased the importance of preserving San Pasqual Valley's open space and habitat values, as well as its outdoor recreational opportunities and cultural and historic resources.

We have inherited the responsibility to manage these precious lands for habitat preservation and sustainable agriculture, while also providing our communities with potable groundwater. Our stewardship and responsibility is not one that can remain a passive endeavor, but requires active leadership to secure, promote and maintain the integrity of this agricultural and open space preserve.

A series of far-reaching policy issues confront the San Pasqual Valley today, including the viability of continued agricultural production, open space values, and the protection of groundwater resources for future generations. In order to maintain the integrity of the Valley and the rural community present there today, the level of cooperation and planning among the land use jurisdictions that surround the San Pasqual Valley must be increased. Together, the cities of San Diego, Escondido, Poway and the County of San Diego all bear responsibility for preserving the Valley's future.

As the City of San Diego's elected representative for the San Pasqual Valley, I ask for your support in:

- Adopting the following initiatives and policy directives for the City Manager and City Departments to implement;
- Directing the City Manager to return to the Land Use and Housing Committee every quarter with a status report on implementing these new policy initiatives, until all of the directives outlined in this Vision Plan are accomplished.

This Plan addresses the following specific goals and tasks to be achieved in the San Pasqual Valley:

1. Establish a prohibition of any further commercialization of the Valley - to prevent any loss of open space in the Valley and to clearly establish the intention that the Valley is not available for development;
2. Tailor zoning within the Valley to ensure the preservation of the Valley's existing rural character and to encourage appropriate agricultural uses - to put in place regulations to achieve the intended preservation;
3. Protect the quality and capacity of the San Pasqual/Lake Hodges groundwater basin - to ensure that this invaluable asset as a water resource is not compromised;
4. Protect, enhance and restore the sensitive habitats within the San Pasqual Valley and monitor and manage habitat issues;
5. Promote passive recreation and interpretive uses in the Valley - to allow citizens and residents to learn about the Valley's heritage and enjoy its beauty;
6. Preserve, promote and sustain agricultural uses - to make certain that San Diego's only agricultural area remains viable;
7. Build consensus through collaborative partnerships among the adjacent jurisdictions and any other entities with an interest in this area on how best to preserve the qualities and resources of the San Pasqual Valley - to gain commitment from neighboring cities that preservation of the Valley's agricultural and rural character is a regional priority;
8. Establish an Interpretive Center in the San Pasqual Valley - to provide a place for visitors to learn about the Valley's history and plan activities to enjoy;
9. Inform the San Pasqual/Lake Hodges Community Planning Group and the Rancho Bernardo Community Planning Board of all planning and land use issues that pertain to the San Pasqual Valley Plan Area - to ensure that the local residents with an interest and passion for preserving the Valley are aware of any plans which may affect the use of land within the Valley;
10. Ensure the long-term protection of the Valley's unique agricultural, biological, and water resources - to continually pursue the best protection of the Valley available.

San Pasqual Vision Plan Directives

Directive Number One:

Establish a Prohibition of any Further Commercialization of the Valley

Action:

The intent of this directive is to adopt a Council Policy that not only sets forth the desire for the long-term protection of the Valley's resources and unique open and rural character, but also establishes management, leasing, and maintenance procedures that will eliminate future consideration of inappropriate uses within the Valley. The City Manager is directed to draft, for Council consideration and approval, a Council Policy for the San Pasqual Valley that incorporates the intent of all of the directives presented in this Vision Plan. In addition, this policy must specifically address the Council's desire to prohibit any further commercialization of the Valley. The following vision statement shall also be incorporated into this Council Policy:

It is the desire of the City of San Diego to ensure the long-term protection of the significant water resources within the San Pasqual Valley, as these resources will play an important role in helping to meet the City's future water supply needs. It is also the desire of the City to preserve the Valley's significant agricultural areas, sensitive native habitats and unique scenic qualities. The irreplaceable glimpses of San Diego's natural and cultural heritage that are preserved within this Valley must not be lost. Significant biological and cultural resources will be protected and properly managed; appropriate agricultural activities will be facilitated; and compatible, passive recreational uses will be pursued. All of these goals are to be accomplished for the enjoyment and appreciation of future generations.

Background: For more than 35 years, the San Diego City Council has protected the treasured agricultural preserve of the San Pasqual Valley as well as the public's investment in water resources within the Valley by using land around Lake Hodges and its watershed for agriculture uses which are compatible with the desire to protect water quality, preserve open space and maintain the Valley's rural character.

The San Pasqual Plan, updated in 1995, designates a finite number of sites for limited commercial uses associated with low-impact recreation and agriculture. In the year 2000, the Hodges Golf Improvement Center was approved by the previous City Council. The City's Municipal Code currently allows driving ranges and miniature golf facilities in the AR-1-1 zone with the approval of a Conditional Use Permit. These types of uses are not consistent with the vision for this Valley. It is imperative that no further commercial development be permitted in the Valley, and that any proposals for uses considered incompatible with the vision and goals established for the Valley be rejected at the earliest application and review stage.

This directive is not intended to restrict the ability of the Wild Animal Park to 1) operate its visitor-serving activities within the current or future Park boundaries or 2) to further its animal conservation and propagation mission within the limits of its current lease or any future leases or rights of entry.

Directive Number Two:

Tailor Zoning Within the Valley to Ensure the Preservation of the Valley's Existing Rural Character and to Encourage Appropriate Agricultural Uses

Action:

This Directive will implement the desire to establish as a City priority the prohibition of any further commercialization of the Valley as set forth in Directive One by ensuring that zoning is consistent with the adopted land uses for the San Pasqual Valley. Through the application of appropriate zoning, the rural atmosphere, agricultural integrity, and water quality of the Valley will be maintained. To accomplish this directive, the City Manager is directed to immediately initiate a rezoning of all City-owned parcels in the Valley from the AR-1-1 (Agricultural-Residential) zone to the AG-1-1 (Agricultural-General) zone.

Additionally, because the AG-1-1 zone still permits some uses that are inconsistent with the land use proposals included within the San Pasqual Valley Plan, the City Manager is further directed to work with the Planning Department to identify the appropriate zoning tools available within the Municipal Code to limit the permitted uses within the Valley. Uses shall be limited to only those uses that are described in the adopted San Pasqual Valley Plan. With the exception of those limited commercial uses that are directly associated with the agricultural activities occurring in the Valley, all commercial development, as well as golf courses and driving ranges (which may not technically be designated as "commercial"), shall be prohibited in the San Pasqual Valley under the proposed tailored zoning.

Background: The purpose of the AG zone is to accommodate agricultural uses and some minor agricultural sales on a long-term basis. Nonagricultural uses are limited in the AG zones in order to strengthen the presence and retention of traditional agricultural uses. The AR zone, on the other hand, is intended to accommodate a wide range of agricultural uses while also permitting the development of single-family unit homes at a very low density. A number of other non-agricultural uses are also permitted in this zone either by right or in association with an approved Conditional Use Permit. The uses permitted in the AR zone are clearly inconsistent with the land uses envisioned for the Valley in the adopted San Pasqual Valley Plan.

Further, even under the AG-1-1 zone, a number of uses would be permitted that are not considered appropriate for the Valley. Therefore, a new zone tailored to the desires for San Pasqual, or some other appropriate zoning mechanism must be identified that would limit the types of uses permitted in the Valley by the AG zone to only those uses that are described in the adopted San Pasqual Valley Plan. Options to be considered include amending the AG zone to specifically exclude certain allowable uses within the San Pasqual Valley; developing a Planned District for the San Pasqual Valley in accordance with §103.0101 of the Municipal Code; and applying a Community Plan Implementation Overlay Zone to the Valley that restricts uses to those outlined in the San Pasqual Valley Plan. In developing this recommendation, it is important to verify that the uses that would be permitted by the zone, PDO, or overlay would not conflict with the goals established for the Valley.

Directive Number Three:

Protect the Quality and Capacity of the San Pasqual/Lake Hodges Surface Water and Groundwater Basin

Actions:

1) The City Manager is directed to report on the status and schedule for the timely completion of a San Pasqual/Hodges surface water and groundwater basin management plan. The City Manager will instruct the City Water Department and City Planning Department to implement this work plan. The plan shall include an evaluation of how best to effectively protect, manage, and utilize the Valley's water resources, while also addressing the other goals established for the Valley. The plan and associated evaluation shall include a thorough analysis of how various land uses and land management practices could affect the Department's capability to protect and manage the surface water facilities and the underlying groundwater resource. Other City priorities for the Valley must be factored into this analysis, including appropriate agricultural interests, the protection, enhancement, and restoration of native habitats and the development of passive recreational opportunities.

2) The City Manager is also directed to establish procedures that would prohibit the Water Department or the Real Estate Assets Department from entertaining any lease or use proposals within the Valley that would jeopardize water quality or the overall storage capacity of the San Pasqual/Lake Hodges surface water and groundwater basin. If a priority of the City is to protect the watershed and the surface and underground water resources, then the uses and other proposals considered and ultimately permitted in the Valley must be compatible with that priority. All efforts shall be taken to ensure that proposals such as the injection of any source of water into aquifers will not diminish groundwater quality.

Background: To meet current growth forecasts, the Strategic Plan for Water Supply, adopted by the City Council in 1997, identified a mix of water supply options intended to meet the City's water demands through 2015. Groundwater storage is one of the options identified in the plan. The San Pasqual/Hodges groundwater basin has an estimated capacity of 95,000 acre-feet, which is among the largest groundwater basins in San Diego County. As a result, the San Pasqual/Hodges groundwater basin provides an excellent opportunity for the City to develop additional storage capacity. Protecting this important water resource is one of the City's highest priorities for the San Pasqual Valley.

In 1999, the Water Department hired a consultant to assist in the development of a long-term plan for incorporating the San Pasqual/Hodges groundwater basin, and other groundwater basins, into the City's water supply system. The Water Department is also currently developing a watershed management plan for this area. Goals for these projects include developing recommendations for protecting and managing the surface water and groundwater basins, as well as investigating the basin's groundwater assets. In order to ensure the long-term protection of this water resource, as well as to support the preservation of agriculture and open space restoration within the Valley, it is imperative that a timetable be established and maintained by the Water Department for completing the surface water and groundwater storage plans for the San Pasqual/Hodges

basin and ensure that any watershed protection guidelines which result from this work are implemented. Completion of these projects would resolve the current uncertainty within the Valley with respect to leases, invasive species control, and restoration of native habitats.

To protect the quality of the Valley's water resources, it is also necessary to evaluate the impact that certain land uses and land and water management practices could have on the underlying groundwater resource. At the conclusion of this evaluation, the Water Department will have the information needed to identify those agricultural uses and other land management practices that will protect or improve existing water quality, as well as preserve the natural water storage capabilities of the basin. The Water Department will also have the assurances necessary to once again enter into long-term leases for appropriate agricultural uses in the Valley. This information will also allow the Water Department to work cooperatively with other departments and agencies to implement projects that support the other priorities identified for the Valley.

Directive Number Four:

Protect, Enhance and Restore the Sensitive Habitats within the San Pasqual Valley

Actions:

- 1) The City Manager is directed to report to the Council on the status of habitat management actions proposed for the San Pasqual Valley. The City Manager shall include in this report a discussion of any obstacles to project implementation that have been identified and solutions for resolving these outstanding issues, including the identification of potential funding sources.

- 2) The City Manager is directed to review current leasehold boundaries and MHPA boundaries in the Valley and determine any issues involving the possibility of sensitive habitat encroachment. Once these areas have been identified, the City Manager is directed to investigate and report on the feasibility of surveying and clearly marking leasehold boundaries where encroachment into sensitive habitats could become an issue. In determining proper boundary lines, the City Manager shall analyze previous boundary lines in relation to current boundaries, and shall take into consideration leasehold boundaries, which may have changed over the years due to flooding or other factors. Also to be considered is the analysis of MHPA boundaries, which were reviewed in conjunction with the 1995 San Pasqual Plan.

- 3) After clarifying proper boundaries for current leaseholds, the City Manager shall establish a monitoring program of the leaseholds and of the leaseholders' activities to ensure that the leaseholders are operating in a manner consistent with the terms and conditions of their lease. The City Manager shall report any evidence of possible encroachment into sensitive habitats to the appropriate agency, and to the San Pasqual Land Use Task Force described in Directive Six. The intent of this directive is to prevent future encroachments once leasehold boundaries are more clearly defined. Any potential encroachment issue shall be considered in the context of the historical boundaries and uses for each leasehold, with consideration also given to existing environmental regulations. The preparation of an annual report summarizing the findings of this monitoring program is also requested.

- 4) In an effort to facilitate communication and cooperation among City departments and other agencies interested in implementing habitat restoration and enhancement projects within the Valley, the City Manager is directed to establish a review committee consisting of staff representatives from relevant Departments. This committee will be responsible for coordinating the various comments presented by individual departments, providing an informed analysis of the proposal and the comments, and advising the City Manager's office on project schedules, potential processing delays or any concerns related to permitting or ultimate project approval. This committee will also provide the communication and coordination for other proposals affecting the Valley, such as recreational trails, as discussed in Directive Five.

Background: Conservation of the Valley's native habitats is an important component of the City's overall vision for the San Pasqual Valley. Protecting the sensitive habitats, threatened and endangered species, and vital wildlife corridors within the Valley are essential to the success of the City's Multiple Species Conservation Program (MSCP). These same habitats also assist in protecting downstream water quality by reducing erosion on hillsides, slowing flood waters within the drainages, and filtering out impurities in surface water.

Several factors currently threaten the quality and total acreage of native habitat within the Valley. These include the spread of invasive plant species, potential encroachment of agricultural activities into areas designated for habitat preservation, and unauthorized off-road activity in the river bed.

Invasive plant species pose the most serious threat to native habitat and water quality within the Valley. Exotic plants are displacing native plant species and clogging the riverbed with dense vegetation that compromises the function of the riparian corridors. Control of salt cedar, Arundo, perennial pepperweed and other invasive plants must occur at a coordinated, basin-wide scale. Piecemeal control is often ineffective, as propagation can continue to occur from seed and vegetation sources located upstream of a control project. The Water Department has been working on the River Corridor Management Plan, an invasive species management proposal, for several years now. However, little, if any, "on-the-ground" control has begun to date.

Another threat to habitat quality within the Valley is unauthorized encroachment into the Valley's natural areas. This is most evident within the riparian corridor where agricultural lands have been developed immediately adjacent to or in some cases within the floodway of the Valley's major drainages. The result of this encroachment is the loss of the native vegetation that protects the stream banks and slows flood flows. This in turn results in increased erosion downstream and additional loss of agricultural lands during floods. It is recognized that erosion from flooding has caused leasehold boundaries to change, and that any factor affecting leasehold boundaries must be considered when evaluating sensitive habitat areas and potential encroachment in them. Once the appropriate leasehold boundaries are determined, future monitoring of the leaseholds will ensure that the leaseholders' activities are consistent with the terms and conditions of their leases.

Directive Number Five:

Promote Passive Recreation and Interpretive Uses in the Valley

Action:

The City Manager is requested to direct the Real Estate Assets Department to prepare a strategy for creating a comprehensive interpretive program for the Valley. Preparation of this strategy would involve identifying those departments, local, state, and federal agencies, groups, organizations, and individuals that should be invited to participate in the development of the program and preparing a timeline for completing a conceptual program design. The Department may choose to designate another department or agency to lead the effort in preparing the actual interpretive program once a basic framework for public participation and a timeline have been put together. The Department is encouraged to seek input from interested public agencies, organizations, and community members in developing this strategy. Upon completion, the draft interpretive program shall be presented to the Council for approval.

Background: The San Pasqual Valley offers numerous recreational, interpretive, and educational opportunities, from the recently completed Mule Hill/San Pasqual Trail to the San Diego Wild Animal Park. Complementing these facilities are the San Pasqual Battlefield State Historic Park, the Orfila Vineyards, the Ruth Merrill Interpretive Trail, and the recently established San Diego Archaeological Center, located adjacent to the State Historic Park. These and other passive recreation, interpretation, and outdoor education opportunities should be promoted and encouraged within the Valley.

With its array of public and non-profit facilities, the Valley provides a unique opportunity for establishing an interagency partnership program that combines passive recreation with education and interpretation. The interpretive opportunities within the Valley could be expanded to include the Valley's structures and the Valley's rich Native American history. The City's Real Estate Assets Department has also stated in the past that it desires to develop a program to interpret current and past farming practices in the Valley.

Developing a comprehensive interpretive program requires coordination among the various agencies already present within the Valley, including the California State Parks Department, the San Dieguito River Park Joint Powers Authority, the San Diego Zoological Society, and the City of San Diego. Other partners shall also be invited to participate, such as the City of Escondido, the City of Poway, the County of San Diego, Natural Resources Conservation Service, local historical societies, environmental non-profit organizations, and the San Pasqual Indians. As the major property owner in the Valley, the City of San Diego will take the lead in coordinating the development of such a program. The economic, social and environmental benefits of implementing this type of interpretive program will be significant and far-reaching.

The San Pasqual Valley Plan proposes a coordinated system of public trails through the Valley. Unfortunately, past efforts to obtain City approval for trail construction has highlighted the difficulties of navigating these types of projects through the City's development approval process. I request better coordination

among City departments with respect to the review and permitting of passive recreational trails. These types of projects are generally funded by federal, state, or local grants and have limited budgets and short implementation deadlines. City staff shall take these limitations into consideration when conducting their review. Staff members with experience in trail planning, design, and maintenance are to be included on project review teams to assist in the review process. Reviewing departments are encouraged to take advantage of the experience and expertise available from the Senior Rangers in the City's Open Space Division, as well as from other agencies with expertise in trail issues and design, such as the County of San Diego and the California State Parks Department. A better understanding of trails and trail design will result in a more efficient review process, and the timely development of much needed passive recreation within the City of San Diego.

The same review committee proposed in Directive Four shall also be utilized to review trail proposals. As stated previously, this committee will consist of staff representatives from relevant City Departments and will be responsible for coordinating comments, providing an informed analysis of proposals and advising the City Manager on project schedules, potential processing delays, or any concerns related to permitting or ultimate project approval.

Directive Number Six:

Preserve, Promote, and Sustain Agricultural Uses

Action:

1) To ensure that both the agriculture and water priorities of the Valley are met, the City Manager is directed to consider on a case-by-case basis the merits of long-term leases rather than five-year leases in the Valley. For those uses that are clearly compatible with the protection of water quality and with the planning currently underway to utilize the Valley's water producing capabilities, then a longer-term lease may be warranted. However, such decisions should not jeopardize future plans to utilize the groundwater basin.

2) To ensure that the agriculture and water priorities of the Valley are met while recognizing the fundamental needs of agricultural operations in the Valley, the City Manager is directed to form a San Pasqual Land Use Task Force to hear, review and consider issues arising from time to time concerning water and agricultural needs in the Valley. This advisory task force shall include a total of nine to eleven members, including: one (1) representative of the San Pasqual/Lake Hodges Community Planning Group, one (1) representative of the Rancho Bernardo Community Planning Board, one (1) representative of the Wild Animal Park, one (1) official of the City's Real Estate Assets Department, one (1) official of the City's Water Department, one (1) representative of the City's Planning Department, one (1) representative of the Farm Bureau and one (1) representative of the Natural Resource Conservation District, and one (1) at-large member to be appointed by the Councilmember with jurisdiction over the San Pasqual Valley. Members of this task force shall be appointed by the Councilmember with jurisdiction over the San Pasqual Valley, and members shall serve staggered four (4) year terms. No member shall serve more than two (2) consecutive terms. The Task Force should meet at least semi-annually, and its purpose shall be to solely devote its focus and attention to current issues which relate to present Valley leaseholds or which affect the integrity and preservation of the Valley. Such issues may include a review of leases near expiration and options associated with renewing those leases where appropriate, streamlining of lease procedures, policies related to possible use of recycled water, invasive species and appropriate MSCP buffer zones, or recent proposals of agricultural uses or techniques not previously used in the Valley or otherwise discussed or considered.

Background: It is important to manage the uses in the Valley in a manner that balances the desire to promote agriculture with the desire to incorporate the San Pasqual groundwater basin into the City's water supply system. It is essential that all uses within the Valley be compatible with the goal of protecting water resources. It is a priority of the City to protect the watershed and the underground water resources, and as such, no uses deemed to be incompatible with this priority shall be permitted.

At the same time, it is also recognized that sustaining farming practices in the Valley is an important part of the overall vision for the San Pasqual Valley. The Water Department is presently directing the Real Estate Assets Department to limit all leases requiring water to a period of five years. This policy is viewed by

some of the farmers within the Valley as a threat to their ability to continue their current agricultural practices because of the need for a longer term commitment in order to secure financing or to make investments in equipment and materials feasible. This practice also works to inhibit the negotiation of new leases in the Valley.

Formation of a San Pasqual Land Use Task Force will provide an effective forum for addressing and managing issues which need to be reviewed and balanced in order to protect and preserve the Valley appropriately. A recurring issue to be reviewed and discussed by this Task Force is the distinction between various types of agricultural practices and techniques, and whether a particular technique is considered to be a "traditional" or "non-traditional" farming practice. The goal in resolving this issue shall be to determine the appropriateness on any farming practices in this Valley, and to determine what practices are compatible with preserving the agricultural and rural integrity of the Valley while still maintaining its value as a significant water resource.

Directive Number Seven:

Build Consensus Through Collaborative Partnerships Among the Adjacent Jurisdictions and Other Entities with an Interest in this Area to Preserve the Qualities and Resources of the San Pasqual Valley

Action:

The City Manager is directed to lead an effort to organize, coordinate, direct and maintain cooperative relationships with the surrounding jurisdictions of Poway, Escondido, and the County of San Diego to ensure that development proposed around the perimeter of the Valley, as well as upstream of the Valley, will not impact surface or groundwater quality, visual quality, biological and historic resources, or current and future agricultural practices within the Valley. This coordination effort shall also be extended to other governmental bodies, whether state, local or otherwise, and agencies or other organizations or groups which currently exist or may be formed in the future which have an interest in the San Pasqual Valley, especially including the community planning groups of San Pasqual/Lake Hodges and Rancho Bernardo. This cooperative effort shall include a mutual and regular notification of respective staffs to other municipalities, agencies and community groups of any proposals affecting the Valley.

The primary goal of this cooperative effort is to collectively agree on appropriate land use standards and intensities of development for those properties surrounding the San Pasqual Valley, as well as to ensure that any proposals initiated by other entities, whether public or private, within or adjacent to the Valley, be sensitive to the vision for the Valley as explained in this plan. This would extend to transportation projects, public utilities, and other public facilities. Because of the importance of the water resources within the Valley, an important objective of this effort is to extend the watershed management practices outlined in the City's Storm Water Pollution Prevention Program beyond the city limits to the watershed level in order to protect the quality of the receiving waters in the San Dieguito watershed.

Background: The quality of the resources within the San Pasqual Valley can only be preserved through regional cooperation among the many agencies and other entities that have an interest in the Valley or the lands that surround the Valley. It is imperative that consensus be achieved among these entities on how, when, and to what intensity the areas surrounding the Valley are ultimately developed and that direct and/or cumulative impacts from these proposals do not alter the quality of the Valley's resources. Agreements are also necessary on issues related to storm water management and limitations on the extension of public facilities through the Valley.

Directive Number Eight:

Establish an Interpretive Center in the San Pasqual Valley

Action:

The City Manager is requested to provide the San Dieguito River Park Joint Powers Authority (JPA) with the City's assistance and support in the development of an Interpretive Center in the San Pasqual Valley. Through State grant funding, private fund-raising and in concert with our City's legislative priorities, a focused effort to establish a San Dieguito River Park Visitors Center needs to begin as soon as possible. The City Manager is further directed to negotiate leases with the JPA in good faith, provide assistance, if needed, in preparing a budget for the facility and cooperate and sign grant applications for funding, when appropriate.

Background: The San Dieguito River Park is a tribute to the elected officials and citizens whose vision it has been to preserve and promote the 55-mile open space park, linking the ocean to the mountains along the San Dieguito River and its tributaries. Unlike Mission Trails Regional Park, the San Dieguito River Park lacks a visitors and interpretive center to serve the public, showcase the Park, promote the river valley's Native American origins, and preserve San Diego's rural heritage. An interpretive center in the San Pasqual Valley will not only promote the River Park, but will provide the City with an opportunity to showcase its efforts to preserve the agricultural and open space values of the Valley.

Directive Number Nine:

Inform the San Pasqual/Lake Hodges Community Planning Group and the Rancho Bernardo Community Planning Board of all Planning and Land Use Issues that Pertain to the San Pasqual Valley Plan Area

Action:

The City Manager is requested to establish a mandatory procedure whereby the City's Real Estate Assets Department, the Water Department, and all other City departments are required to regularly inform both the San Pasqual/Lake Hodges Community Planning Group and the Rancho Bernardo Community Planning Board of proposals that may affect the lands included within the San Pasqual Valley Plan area.

Background: : The San Pasqual/Lake Hodges Community Planning Group has been and will continue to be the City's recognized planning body for the San Pasqual Valley in accordance with Council Policy 600-24. The Rancho Bernardo Community Planning Board has also historically and consistently participated in issues related to the protection of the San Pasqual Valley, and will continue to do so. In fact, a representative from Rancho Bernardo has served on the San Pasqual/Lake Hodges Community Planning Group for more than 20 years.

Directive Number Ten

Ensure the Long-Term Protection of the Valley's Unique Agricultural, Biological, and Water Resources

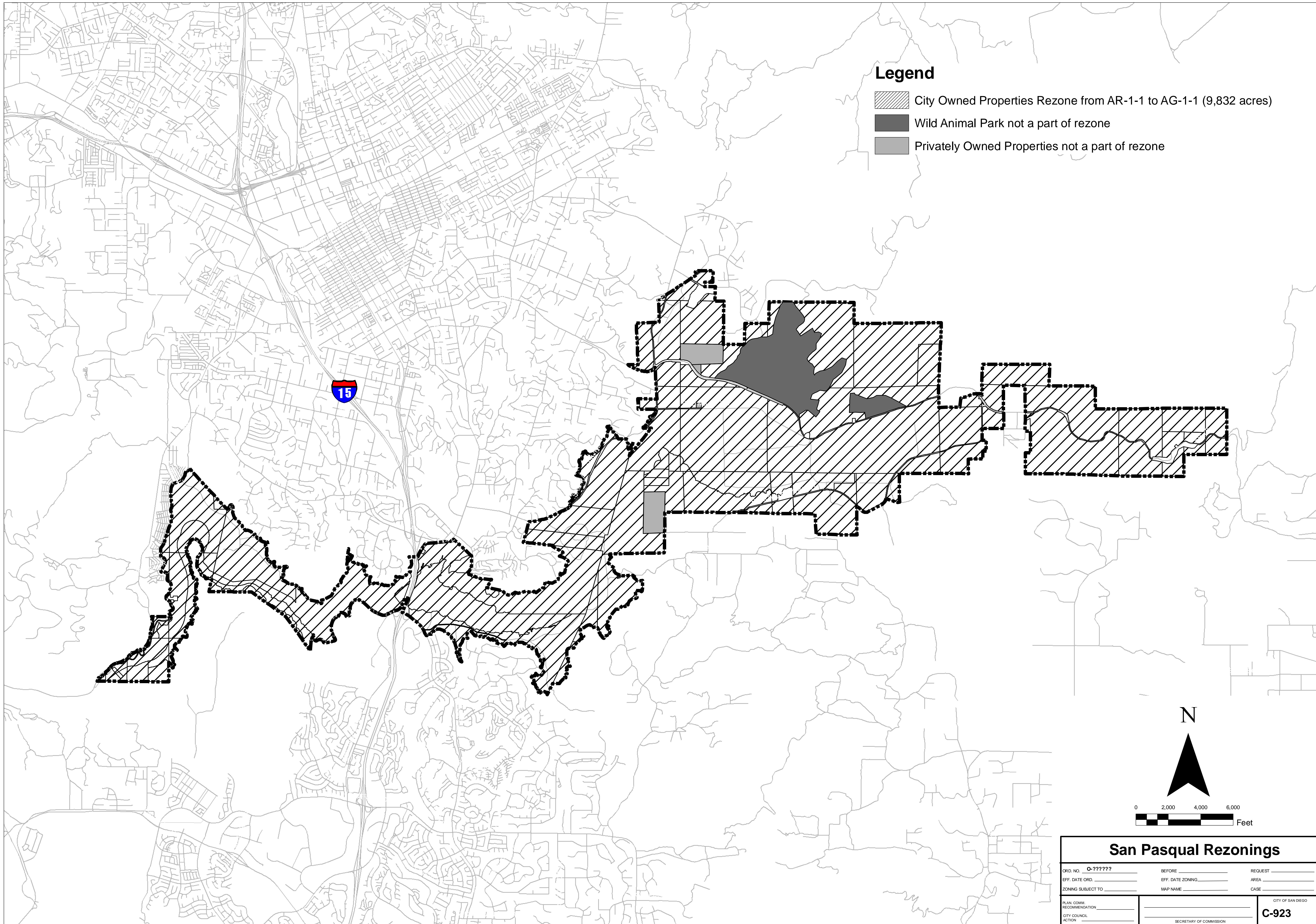
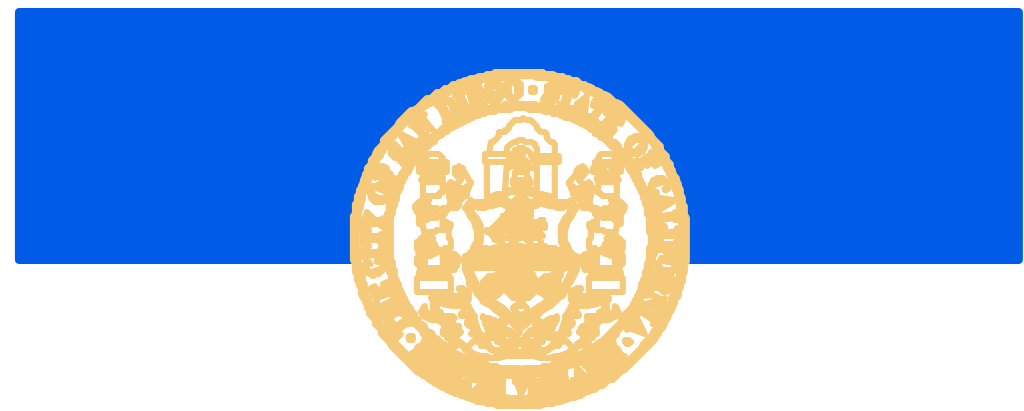
Action:

The City Manager is directed to investigate and report back to the City Council on options for permanently protecting the Valley and its important agricultural, biological, water, cultural, and aesthetic resources. One of the options to be evaluated is a possible amendment to the City Charter establishing the requirement that a majority vote of the people shall be obtained before any development inconsistent with the adopted San Pasqual Valley Plan can be approved within the Valley, as well as prior to the sale of any City-owned land within the Valley for purposes other than agriculture or open space. Another option to explore is the possible establishment of a conservation easement or appropriate land dedication over the Valley to permanently protect agricultural, biological, and water resources. The City Manager is also requested to provide a legal analysis of the applicability of the Williamson Act (California Government Code §51200 et seq.) to publicly-owned agricultural land. Finally, the City Manager is directed to identify and review additional options which could also achieve the intent of this directive, including whether potential exists for future acquisitions to expand the boundaries of the Valley.

Background: The San Pasqual Valley is recognized by many as one of the jewels of the San Diego region, and citywide support for the preservation of the Valley is strong. The value of the Valley's many important and unique resources was recognized decades ago when it was identified as an integral component of the San Dieguito River Park Focused Planning Area. Residents concerned about the future of the Valley have come before the Council on many occasions to speak in favor of its preservation. Those who support the Valley's preservation continually ask, "What can be done to ensure the **permanent** protection of the Valley? How can changes in zoning and amendments to the adopted land use plan that are not supportive of the established vision for the Valley be avoided?" To ensure the long-term preservation of the Valley for the enjoyment of future generations, measures must be put into place that will eliminate current and future development pressures within the Valley.

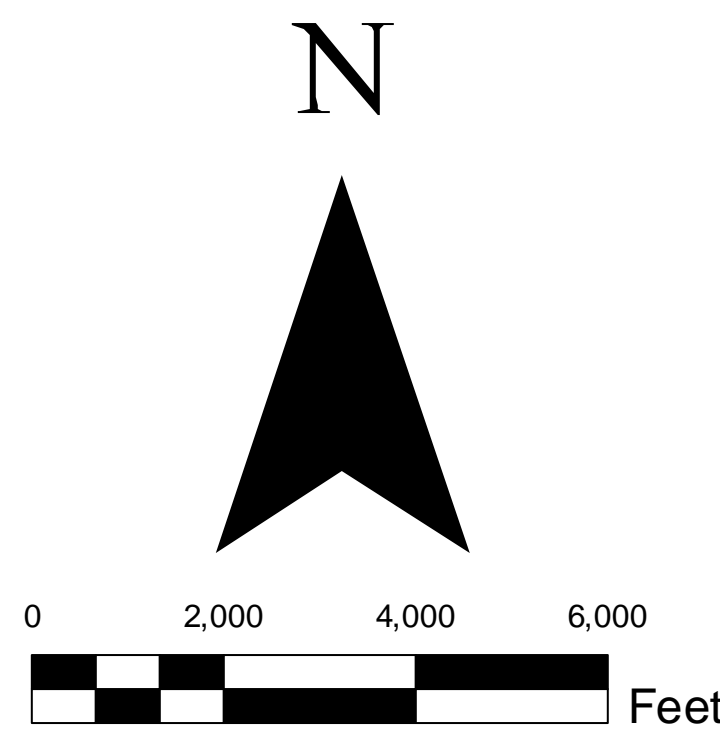
Conclusion:

Adoption of this Vision Plan will preserve and protect the San Pasqual Valley from this day forward. Future generations of San Diegans will benefit from the decision to preserve and protect the Valley. I am proud to make this proposal, and I encourage its adoption by the City Council.



Legend

- City Owned Properties Rezone from AR-1-1 to AG-1-1 (9,832 acres)
- Wild Animal Park not a part of rezone
- Privately Owned Properties not a part of rezone



San Pasqual Rezoning		
ORD. NO. C-923	BEFORE _____	REQUEST _____
EFF. DATE ORD. _____	EFF. DATE ZONING _____	AREA _____
ZONING SUBJECT TO _____	MAP NAME _____	CASE _____
PLAN, COM. RECOMMENDATION _____	SECRETARY OF COMMISSION _____	CITY OF SAN DIEGO
CITY COUNCIL ACTION _____		C-923

EXECUTIVE SUMMARY

PLAN VISION

The approximately 14,000-acre San Pasqual Valley Plan Area, largely owned by the City of San Diego ~~Water Utilities Department~~, lies within the San Dieguito River Basin, the fourth largest drainage basin in San Diego County. The ~~Water Utilities Department~~ Enterprise Fund ~~was used to~~ acquired the valley in the late 1950's for water-supply purposes. The plan area extends from the Hodges Reservoir eastward to Clevenger Canyon located at the narrow, eastern reach of the valley. The San Pasqual Valley, designated in a plan adopted in 1964 as an agricultural and open space preserve, has a population of only 426 people (source: 1990 Census of Population and Housing).

The importance of the valley, however, goes far beyond its role as a community in which relatively few people live and work. The valley functions as a natural boundary between the City and extensive urbanization to the north and is an integral part of the San Dieguito Watershed. Many of San Diego County's most sensitive habitats are found here. The valley contains agricultural resources that can be considered important from both an economic and a cultural standpoint. The valley also contains a large deposit of construction-grade sand that is important to the construction industry. Also present within the river valley is a rich diversity of cultural resources that represent the distinctive character of each era of the San Pasqual Valley's history. Ongoing studies suggest that two aquifers and the Hodges Reservoir will become increasingly important as sources of drinking water for City residents. And, the opportunity exists to

establish regional-serving recreational uses within the valley while at the same time respecting its unique natural and man-made resources.

The vision of the San Pasqual Valley anticipated by this plan is therefore a pattern of land uses that are compatible with" the needs of the region as a whole. Implementation of the plan will ensure that:

- Water quality and quantity will be optimized within the aquifers and the Hodges Reservoir
- Source Water Protection will be assured
- The rural character of the valley will be preserved in part through the retention of agriculture
- Riparian and sensitive upland habitats will be preserved
- Sand and mineral resources will be preserved ~~and where feasible, utilized~~
- An open space park will be created that provides recreational opportunities for the San Diego region that are compatible with agricultural and habitat preservation
- ~~Very limited sites at the edge of the plan area will be developed for visitor serving uses that generate revenue for the City while still maintaining the valley's rural character~~

KEY COMMUNITY ISSUES

The San Pasqual Valley-Lake Hodges Planning Group has been meeting regularly with City staff since October 1993 to assist in the preparation of this plan update. City staff assigned to this plan update included liaisons with both the Water ~~Utilities~~ and Real Estate Assets Departments. Efforts focused on identifying important issues related to planning and development, and on establishing goals and recommendations that will guide the City as it reviews development proposals and makes land use decisions in the valley over the next 10 to 15 years. Summarized below are the key issues:

Water Resources

Hodges Reservoir is currently a limited public water supply ~~but is being examined as~~ and is in the process of becoming a future source of water for City of San Diego. Pesticides, fertilizers, recycled groundwater used in agriculture, dairy farming, and urban runoff from surrounding land uses within the Hodges Reservoir watershed may be compromising ground and surface water quality.

Source Water Protection Guidelines (January, 2004) for New Development provide ways to ensure that Best Management Practices are implemented to reduce pollutants of concern from entering the reservoir. These include nutrients and organic carbons.

Agriculture

Agriculture provides economic benefits, however agricultural land uses potentially conflict with competing water resource, biological and cultural resource management, and recreation goals for the valley.

Sensitive Resources and Open Space

The Lake Hodges/San Pasqual area is part of one of the largest continuous blocks of habitat in the City. The more important areas for conservation of endangered species are the natural areas around the Hodges Reservoir, the riparian habitat, and the remaining undisturbed upland vegetation. Preservation of these habitats potentially conflicts with increased agricultural land uses in the valley.

Flood Control

Most agricultural land in the valley is within the 100-year floodplain and is subject to periodic damage from flooding. The agricultural leaseholders desire some degree of flood protection based on a hydraulic study. Potential impacts on groundwater recharge and downstream flooding must also be considered.

Mineral Resources

The San Pasqual Valley is the second largest source of construction-grade sand in western San Diego County. ~~Despite their economic benefits,~~ Sand mining operations potentially conflict with water resource, biological and cultural resource management and recreation goals for the valley.

Park and Recreation

The San Dieguito River Valley Regional Open Space Park Concept Plan has established goals for future park and recreation uses in the valley. The park is envisioned as a natural, open space park designed to interpret the significance of the valley's natural and man-made resources, and recreation uses must be designed to minimize impacts to these resources and to agriculture.

Visitor Serving Uses

~~There are very limited sites at the edge of the plan area that are suitable for land uses other than agriculture and open space, and that are compatible with the valley's largely rural character.~~

Cultural Resources

Due to its location in the San Dieguito River Valley, the planning area contains a wealth of prehistoric and historic resources, including hundreds of archaeological sites, five designated historic sites, and numerous sites and structures with historic value that are potentially eligible for historic designation. Also, within the valley lies a rich agricultural heritage unique in Southern California.

Circulation

~~Certain roadway widenings are required to accommodate increases in regional traffic as a result of growth in recreational uses and the communities surrounding the plan area. It is envisioned that the rural character of roads in the San Pasqual Valley will be maintained, even as the need develops to widen certain roadways to accommodate increases in traffic.~~

OVERALL GOALS

Based upon the issues identified, the following overall goals have been established for the valley:

- An adequate supply of useable ground and surface water, with Hodges Reservoir preserved as an expanded source of public water supply
- San Pasqual Valley maintained as an agricultural preserve

- A riparian corridor extending throughout the valley along the course of the San Dieguito River, Santa Ysabel and Santa Maria Creeks, as well as other biologically sensitive habitats preserved and managed as part of an interconnected regional open space system
- ~~Sand mining operations limited to areas outside the riparian corridors and according to a cost-benefit analysis~~
- Agricultural lands protected from flooding where economically and environmentally possible, and all flood control measures beyond pilot channel maintenance according to a cost-benefit analysis
- A continuous multi-use corridor of walking, equestrian, and bicycle trails encompassing the entire valley, and recreation facilities that do not compromise the valley's natural character and that are compatible with agriculture
- Visitor serving activity in the valley limited to specific locations
- Preserved prehistoric and historic cultural resources and rural agricultural character
- A multi-modal circulation system that adequately accommodates the needs of residents and visitors of the valley, as well as regional traffic, and that is compatible with its rural character
- Adequate community facilities and services to serve the residents and visitors of the valley

categories identified in the General Plan and is applied to large undeveloped areas within the City in order to protect them from premature development.

An update of the San Pasqual Valley Plan was prepared in the mid-1980's in response to extensive flood damage during the rainy season of 1978, and the need to implement measures to protect agricultural land from future flooding. The plan update was never adopted because of unresolved issues as a result of the pending mitigation plan for Pamo Dam. The mitigation plan proposed restoration of riparian habitat for the Least Bell's Vireo along Santa Ysabel Creek, creating a conflict between recommendations for flood control improvements, sand and gravel mining, and agriculture uses contained within the draft San Pasqual Valley Plan.

~~The current plan update is~~ In 1995, the San Pasqual Valley Plan was updated in response to issues raised during that plan update process, as well as to new planning issues which have emerged. New issues include water quality in the Hodges Reservoir and groundwater basin, the impacts of the Multiple Species Conservation Program (MSCP), and the San Dieguito River Valley Regional Open Space Park Concept Plan.

ENVIRONMENTAL SETTING

The San Pasqual Valley lies within the San Dieguito River Basin, the fourth largest drainage basin in San Diego County. The principal stream tributaries within the valley are Santa Ysabel Creek, Guejito Creek and Santa Maria Creek.

The San Pasqual Valley Plan Area extends from the Hodges Reservoir Dam eastward to Clevenger Canyon located at the narrow, eastern reach of the valley. The Hodges Reservoir landscape includes the broad, open waters of Hodges Reservoir and the contrasting steep, rocky slopes of the surrounding mountainous terrain to the north and south.

The area of the valley from 1-15 to "the narrows" (see Figure 4) is dominated by groves of willows in the floodplain and distant views of hills and mountain ranges to the east. The valley is broad through much of this landscape, with moderate to steep hillsides bordering the valley to the north and south, and the primary uses within the floodplain are agricultural in nature.

That portion of the valley from the narrows eastward consists of a broad, open floodplain strongly defined by steep hillsides to the north and south. The valley floor consists of farms and fields, while the slopes are a combination of native scrub and hillside groves of citrus and avocado.

The Clevenger Canyon landscape begins at the narrow, eastern reach of the valley. Within this landscape, Santa Ysabel Creek has cut a deep, narrow and meandering course through the rugged terrain. This area is characterized by citrus and avocado groves, as well as by naturally vegetated steep hillsides and narrow canyons

- "Acceptable housing" must be clearly defined since so many perspectives exist

Visitor Serving Uses

Most commercial activity in the San Pasqual Valley is related to tourism, education or ~~to~~ recreation. ~~Tourism-oriented~~ These uses include the Thomas Jaeger Orfila Winery which provides wine-tasting and catering facilities and the San Diego Wild Animal Park operated by the zoological society on 1,800 acres of land leased from the City. The Wild Animal Park operates through a lease agreement with the city that predates many regulatory requirements. Although the primary goal of the zoological society is the preservation, care and study of endangered wildlife, the Wild Animal Park also operates visitor facilities, provides exhibits, restaurants, concessions, parking areas, as well as the Center for the Reproduction of Endangered Species and veterinary hospital facilities. In fact, the park is the third largest tourist attraction in the county, drawing 1.4 million visitors a year.

The Escondido Golf Course and the Hodges Golf Improvement Center ~~is a~~ are commercial recreational uses that ~~leases a 40-acre portion of their facility (adjacent to the winery)~~ over 55 acres of land from the City.

The forecasted attendance prepared by the Wild Animal Park anticipates that the current number of visitors per year will double in 50 years. The park plans to expand the animal exhibit area and related facilities to accommodate the expected increase in attendance. Currently, the park does not provide overnight accommodations for visitors.

~~The San Pasqual Valley is zoned agricultural (A1-10) and the commercial activities operating in the valley are permitted by a Conditional Use Permit (CUP). These activities include the golf course and winery as well as two retail/wholesale nurseries, a riding stable and a farm stand.~~

~~The Wild Animal Park operates through a lease agreement with the city that predates many regulatory requirements.~~

GOALS

- San Pasqual Valley maintained as an agricultural preserve
- Agriculture practiced to minimize impacts on water quality
- Land use conflicts between agriculture and other land uses minimized
- Agricultural lands protected from flooding where economically and environmentally possible
- Limited retail activity in conjunction with agriculture
- An adequate supply of farm worker housing
- ~~Visitor serving uses that enhance visitor enjoyment of the valley~~
- Enhanced visitor enjoyment of the valley in conjunction with the Wild Animal Park and Orfila Winery while minimizing impacts on the valley's rural character
- Non-agricultural uses reverted to agricultural lands at the time when these uses are discontinued

POLICIES

1. Agricultural activity should be managed to minimize soil erosion and minimize the release of contaminants into the groundwater basin and Hodges Reservoir.
2. Prohibit or regulate local activities that are proven to be a significant detriment to the maintenance of useable water quality in the groundwater basin and Hodges Reservoir.

3. The City shall work with lease-holders to develop economically and environmentally sound approaches to providing the minimum necessary flood control to support agriculture within the San Pasqual Valley.
4. Retail activity in areas designated for agriculture ~~shall~~ should be limited to uses that are related to agriculture such as the sale of locally grown farm products.
5. The City shall encourage the provision of farmworker housing through public subsidies or incentives to the lessees. Leasehold incentives could include alternative means of meeting minimum code requirements and payment of housing impact fees with public funds.
6. Dwellings shall be maintained in a habitable condition.
7. Visitor serving uses shall be designed to minimize the impacts on the valley's rural character. The City shall employ the design and development criteria contained in Appendix E of this plan, as appropriate, to determine whether a project is compatible with the rural agricultural character of the valley.
8. Agricultural activities are encouraged to provide for educational experiences which demonstrate the agricultural operations of the San Pasqual Valley.

SPECIFIC PROPOSALS

1. Existing leases should be amended upon renewal to include "Best Management Practices" as recommended by the U.S. Department of Agriculture, Soil Conservation Service.
2. Eliminate from future leases uses that are identified by ongoing water quality studies as incompatible with prudent watershed management practices.

3. Inspect the City-owned houses to ensure that they continue to meet building code standards and have adequate septic systems. Where further repairs and improvements are necessary, work with the lessees, the Housing Commission, and other appropriate agencies to offer financial assistance and rent subsidies to make the repairs economically feasible, while still retaining affordability for the occupants.
4. Negotiate provisions for farmworker housing, when practical, into new leasehold agreements or as they come up for renewal. Work with the Housing Commission and/or other appropriate agencies to design and facilitate financing of the housing.

~~3. Consider allowing commercial recreation use on the Pinery Tree Farm site north of Highland Valley Road through the Conditional Use Permit process.~~

5. Study economically and environmentally sound approaches to providing the minimum necessary flood control to support agriculture within the San Pasqual Valley.
6. Designate the San Diego Wild Animal Park lease area north of Highway 78 for zoological park and open space use. Development should proceed according to the park's Long Range Facilities Plan (LRFP) and will include animal exhibit and holding facilities, Center for the Reproduction of Endangered Species, animal care facilities, veterinary hospital, food and gift concessions, lodging facilities and entertainment uses. The Wild Animal Park expects that their LRFP will take at least 50 years to reach completion.

The Wild Animal Park ~~should~~ processed a ~~Conditional Use Permit~~ Resource Protection Ordinance (RPO) Permit in order to implement the initial phase of their plan as well as the policies of the Sensitive Resources and Open Space Element of this plan. This ~~CUP RPO Permit will apply~~ applies to existing park development and a small portion of their undisturbed leasehold as illustrated on Figure 10. ~~The timeframe for development governed by the CUP will be approximately 15 years, which coincides with the 15-year timeframe of the San Pasqual Valley Plan.~~

The completion of development according to their Long Range Facilities Plan will require expansion into

undisturbed areas. Expansion into undisturbed areas will require an amendment to their ~~Conditional Use Permit~~ RPO Permit. Future expansion should be based upon updated biological mapping conducted by the Wild Animal Park, and expansion should be limited to the less sensitive portions of the leasehold.

8. Designate approximately 15 acres encompassing the knoll where the Orfila Winery and gift shop building and parking and picnic areas are located for agriculture. ~~The site may also be developed with a bed and breakfast-style inn.~~

9. The Hodges Golf Improvement Center site should revert back to an agricultural use when that lease expires or the use is discontinued, whichever comes first.

MINERAL RESOURCES

BACKGROUND

The California Division of Mines and Geology has identified the San Pasqual Valley as being the second largest source of construction-grade sand in western San Diego County. The area designated by the State Mining and Geology Board as containing regionally significant construction aggregates is illustrated on Figure 7. The alluvial deposit is chiefly sand with layers of coarse material toward the upper end of the valley. The most easterly parts of the valley, having more coarse sand, are estimated to have approximately 95 percent portland cement concrete sand. The material specifications for portland cement concrete aggregate are more restrictive than for other aggregate types; therefore, fewer sand and gravel deposits in the county satisfy these specifications. The average thickness of the minable material throughout the valley is about 85 feet. However, the quality of the sand deposit from Hodges Reservoir east to "the narrows" is compromised by silt. The total resource in the valley has been estimated to be 510 million tons, all of which is portland cement concrete grade sand.

Current sand removal operations in the valley are confined to the removal of sand within the San Dieguito River and its tributaries for flood control purposes, and to sand removal in conjunction with the maintenance of an irrigation pond adjacent to the San Dieguito River. ~~Compared with the extensive sand resources available in the valley, the amount of sand extracted in this manner has been relatively small. However, this sand removal~~

~~is being conducted without a complete analysis of the costs and benefits associated with this activity, including an assessment of environmental impacts and specific hydraulic and hydrological considerations.~~

There are a number of objectionable characteristics that typically accompany more extensive extraction, processing and transportation of sand and gravel products. These include noise, vibration, air pollution, dust, impacts to hydrology and water quality, and the unattractive appearance of the site. Sand mining can cause permanent alteration to the floodway, creek channel and related biological resources, and these impacts conflict with the goal of this plan to preserve a riparian corridor along the San Dieguito River and its tributaries. Also, sand mining has the potential to destroy cultural resource sites, both above and below the surface. ~~The need to mine sand more extensively in the valley in order to produce revenue for the City, and to reduce local construction costs, must ultimately be balanced with the goal of maintaining viable ecosystems and conserving endangered species and with maintaining water quality. The compatibility of sand mining with future park and recreation goals must also be considered.~~

GOALS

- Preserved sand resources ~~and where feasible utilized~~
- ~~Sand mining operations limited to areas outside the riparian open space corridors of the San Dieguito River and its tributaries~~
- ~~Sand mining operations controlled and regulated so that adverse environmental effects are prevented or minimized, mined lands are reclaimed to a useable condition, and residual hazards to the public health and safety are eliminated~~
- Sand mining according to a cost-benefit analysis

POLICIES

1. Sand resources ~~shall~~ should be preserved. Any future consideration of this resource should only occur at the direction of City Council. ~~to meet projected regional demand, and to provide income to the City, by designating areas containing significant sand resources for agricultural land use.~~
2. ~~A cost-benefit analysis ' shall be conducted to determine the feasibility of all sand mining activity.~~ Sand extraction activities should be limited to the removal of sand within the San Dieguito River and its tributaries for flood control purposes and maintenance activities only.

3. ~~Mining operations shall not create significant nuisances, hazards, or irreparable environmental damage.~~
4. ~~Mining operations shall be permitted only by a conditional use permit.~~
5. ~~Mining operations shall be monitored to ensure there is compliance with applicable mining regulations and use permit conditions.~~
6. ~~Mined lands shall be reclaimed in a timely manner and in a useable condition to accommodate appropriate reuse of the lands. Reclamation plans shall consider objectives related to enhancing wetlands, preserving cultural resources, improving visual quality and developing appropriate recreational opportunities.~~

SPECIFIC PROPOSAL

1. ~~Sand mining operations according to a cost-benefit analysis outside the riparian corridor and limited to land designated for agriculture.~~

~~As necessary, refer to specialized literature on the methods of estimating costs and benefits. The cost-benefit analysis should consist of a study of the cost associated with specific sand mining proposals and in particular locations in the valley, measured against their benefits. The benefits will consist primarily of revenue generated to the City through the sale of the sand resource. Calculation of sand mining cost should include extracting and processing (labor and equipment); ongoing maintenance (site and equipment); an assessment of environmental impacts (hydrological, traffic, noise and so on); permitting requirements, including Conditional Use Permit; and an estimate of site reclamation costs once sand mining has ended. With a clearer understanding of the benefits and costs, a more objective decision can be made whether to proceed.~~

lands and a connecting corridor of walking, equestrian, and bicycle trails. The proposed trail corridor, referred to as the "Coast to Crest Trail" would extend from the ocean between Del Mar and Solana Beach to Volcan Mountain, north of Julian. The trail corridor is proposed to extend through the San Pasqual Valley planning area in an east/west orientation: Portions of this trail system which have already been completed include [the Mule Hill and San Pasqual Valley segments of the Coast to Crest Trail, the Piedras Pintadas Trail at Bernardo Bay,](#) the trail along Highland Valley Road and 14 miles of trail located on the Bureau of Land Management land in Clevenger Canyon.

GOALS

- A continuous multi-use trail corridor for walking, equestrian, and bicycle use extending east/west through the valley
- Secondary trail corridor linkages to major open space areas outside the valley
- Compatible recreation facilities that do not compromise the valley's natural character or agricultural uses
- **Find an appropriate location for and establish an interpretive center in the valley that will promote the River Park and the history of the San Pasqual Valley.**

POLICIES

1. The park shall be designed as a natural, open space park that interprets the significance of the valley's diverse natural and man-made resources.
2. Recreation uses shall have a low impact on the valley's

natural resources and on adjacent land uses, including agriculture.

3. Recreation uses shall be designed to serve regional open space recreational needs and according to the Design and Development Standards contained in Appendix E.
4. The multi-use trail corridor, forming the San Pasqual Valley segment of the JPA's "Coast to Crest Trail," shall be aligned to minimize impacts to sensitive resource areas and to agriculture.
5. The proposed bikeway system should be designed to serve regional recreational and transportation needs and to connect with adjacent bikeway systems.
6. Trail corridors shall be included in all public-land leases and lease renewals.
7. The San Dieguito River Park (JPA) has been given the authority through the Joint Powers Agreement to undertake overall planning for and to plan, design, improve, operate, manage and maintain the San Dieguito River Park. Therefore, the proposed trail corridor and related recreational facilities within the valley shall be designed and implemented through the joint efforts of the City of San Diego, as the land owner, and the JPA.
8. Recreational use of Hodges Reservoir shall be developed in a manner consistent with the reservoir's use as a source of public water supply.

SPECIFIC PROPOSALS

Proposed park and recreation facilities are shown on Figure 9 and are described below. Although the location of ~~a pedestrian/bicycle bridge across Hodges Reservoir~~, a camping facility, and an old-fashioned family farm has not been determined, these uses may be desirable in the future. Figure 9 illustrates the trail corridor location rather than a specific alignment. In order to determine the feasibility and specific alignments of the trail corridor within the planning area, additional site-specific design work and property owner/leasehold coordination must be completed.

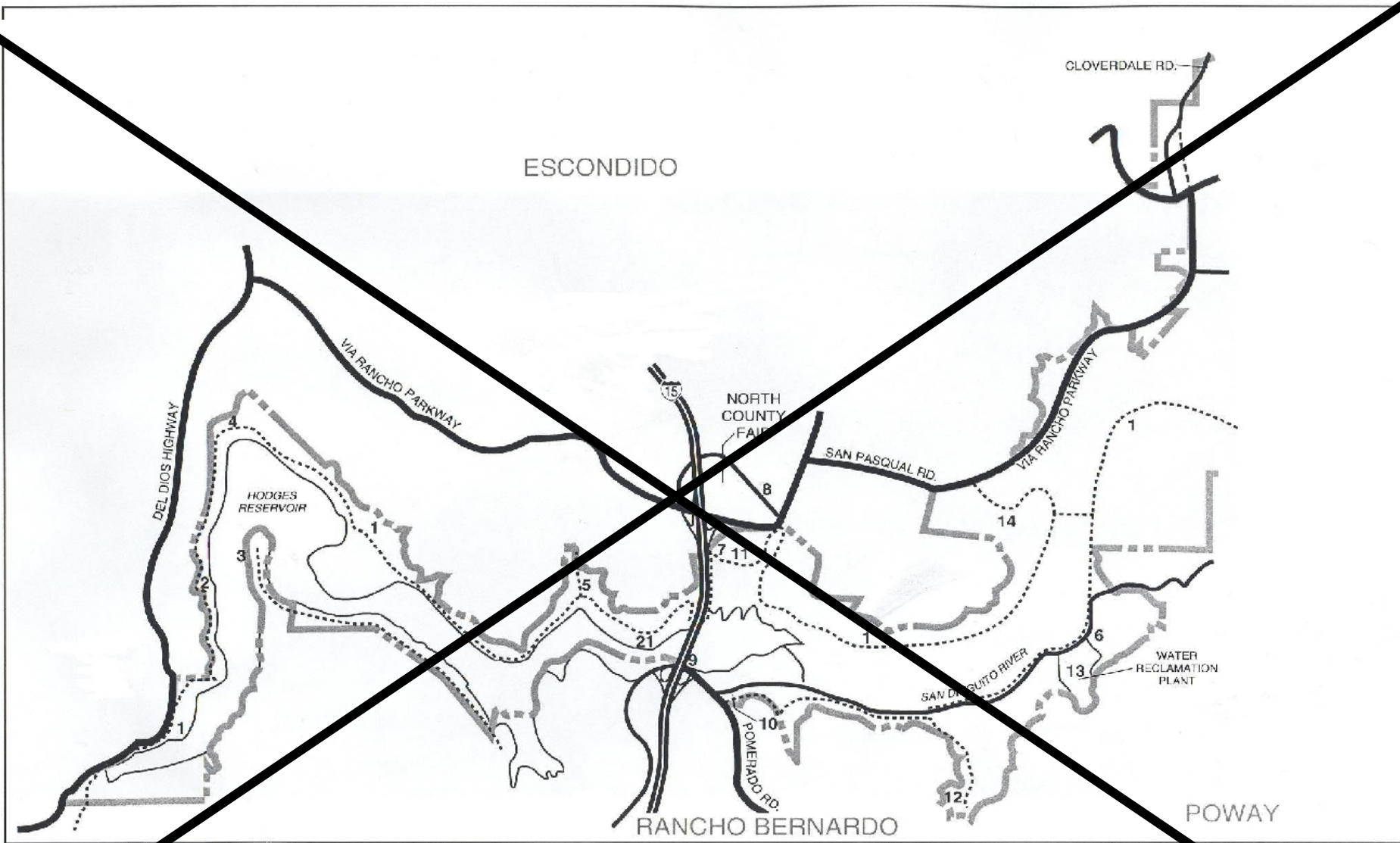
1. Implementation of the "Coast to Crest Trail," a continuous 24-foot-wide multi-use trail corridor for walking, equestrian and bicycle use extending east/west through the valley:
 - a. The recommended standards for a multi-use trail corridor are provided in the following chart. These standards are guidelines, and the trails may vary from the standards where necessary.
 - b. To the extent possible, the entire hard-surfaced bicycle path will meet the requirements of the California Department of Transportation for Class I bicycle paths.
 - c. The trail corridor alignment will follow the seam between land uses and follow (or be adjacent to) existing dirt fire roads and farm roads to minimize impacts to agriculture and to the natural environment.

Table 1

Recommended Multi-Use Trail Standards

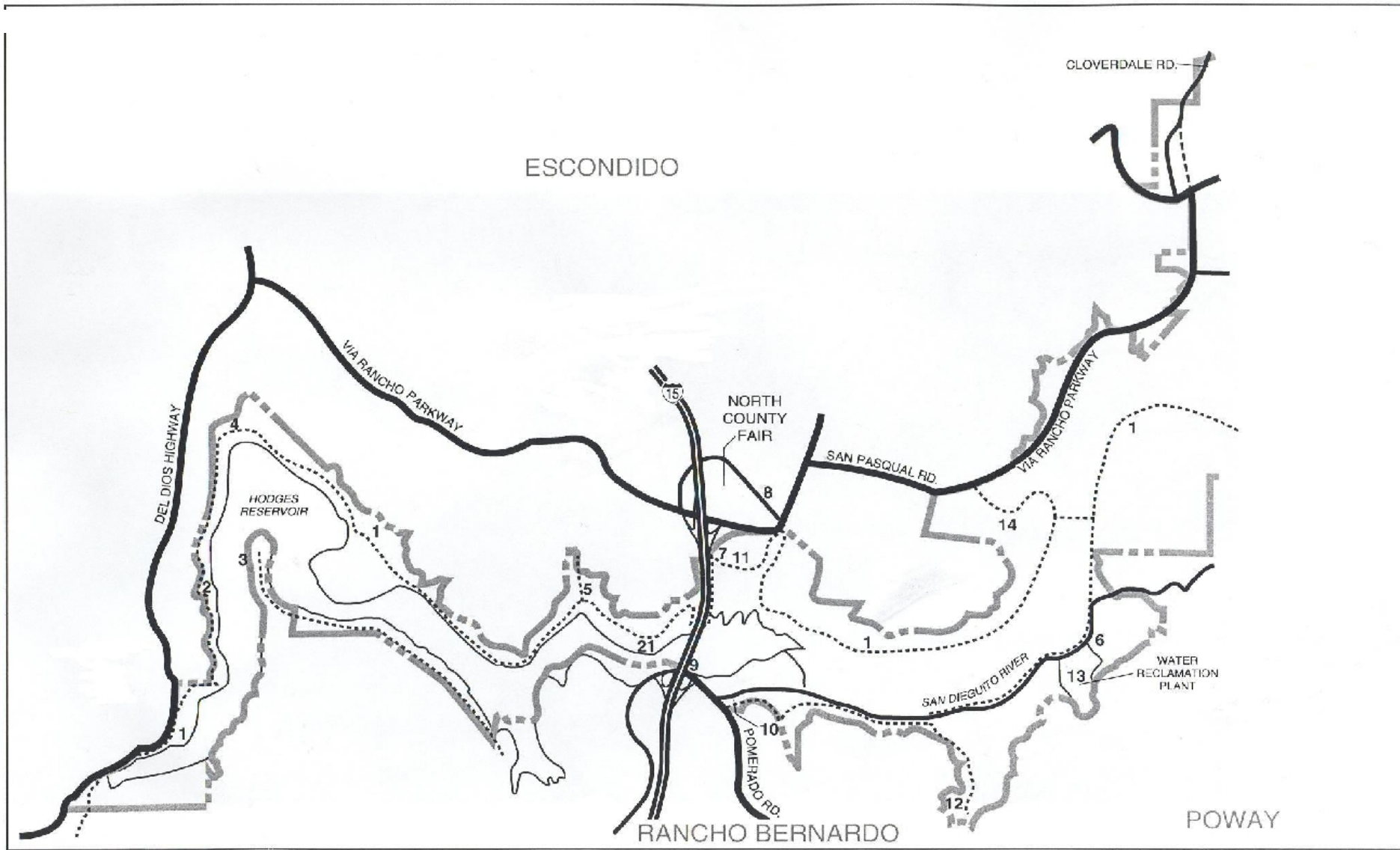
Tread Width	8-foot bicycle/whole access trail with a 4-foot center, alongside a 4-foot hiking/ equestrian trail
Right of Way Width	24 feet
Clearance Width	20 feet
Vertical Width	12 feet
Cross Slope	2%
Design Grade	0-5%
Maximum Grade	10%
Recommended Surface	Stabilized soil, concrete, or asphalt for bicycle/whole access trail, native or imported* soil for hiking/equestrian trail
	Center should be a hedge or split rail fence. Trail fences should be installed when security and/or protection of sensitive resources or farmlands is required.

* Imported soil, such as decomposed granite, should complement the native soil color.



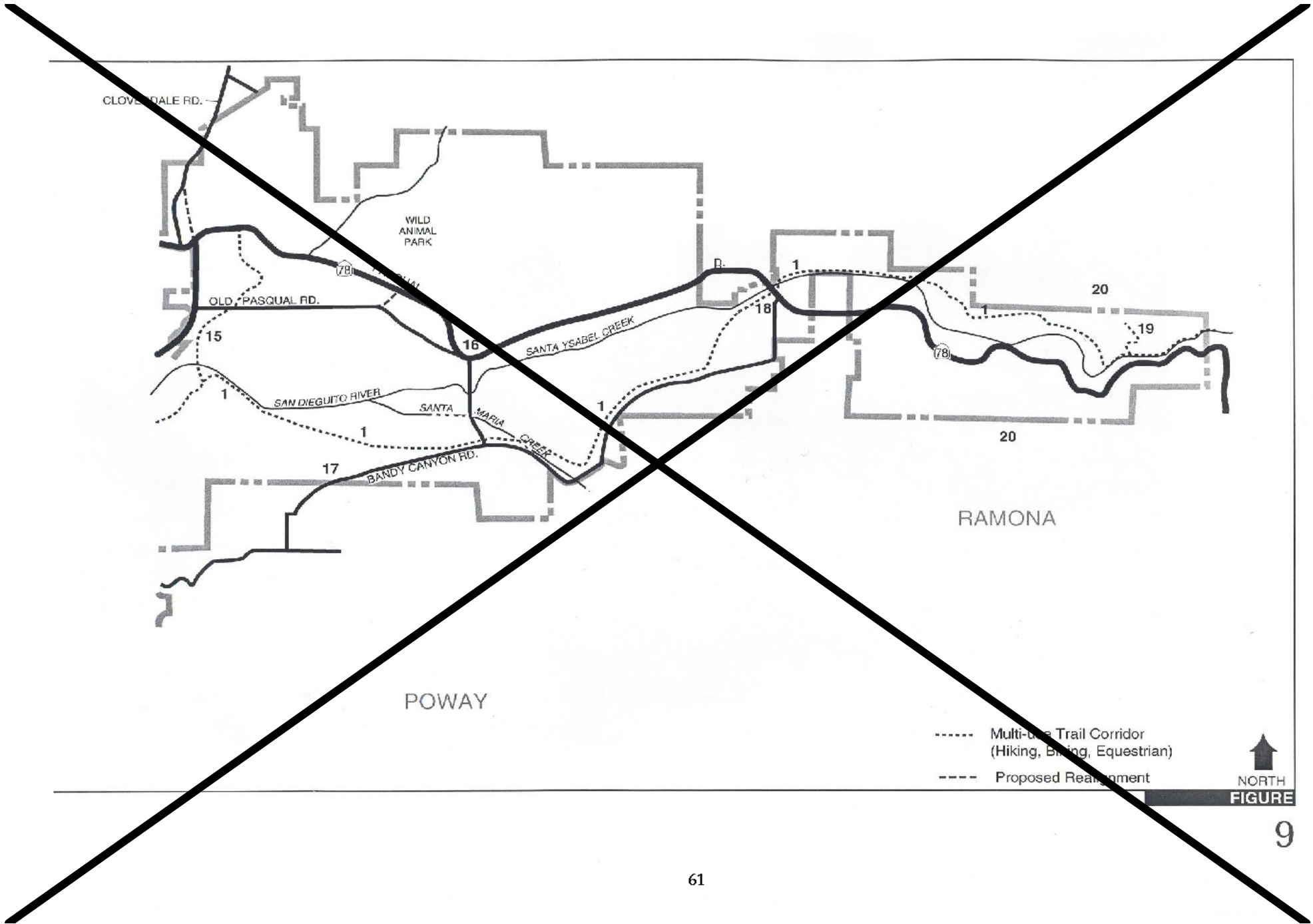
Proposed Park and Recreation Land Use

San Pasqual Valley Plan
 City of San Diego Planning Department



Proposed Park and Recreation Land Use

San Pasqual Valley Plan
 City of San Diego Planning Department



CLOVERDALE RD.

WILD ANIMAL PARK

OLD PASQUAL RD.

SAN DIEGUITO RIVER

SANTA YSABEL CREEK

SANTA MARIA CREEK

BANDY CANYON RD.

POWAY

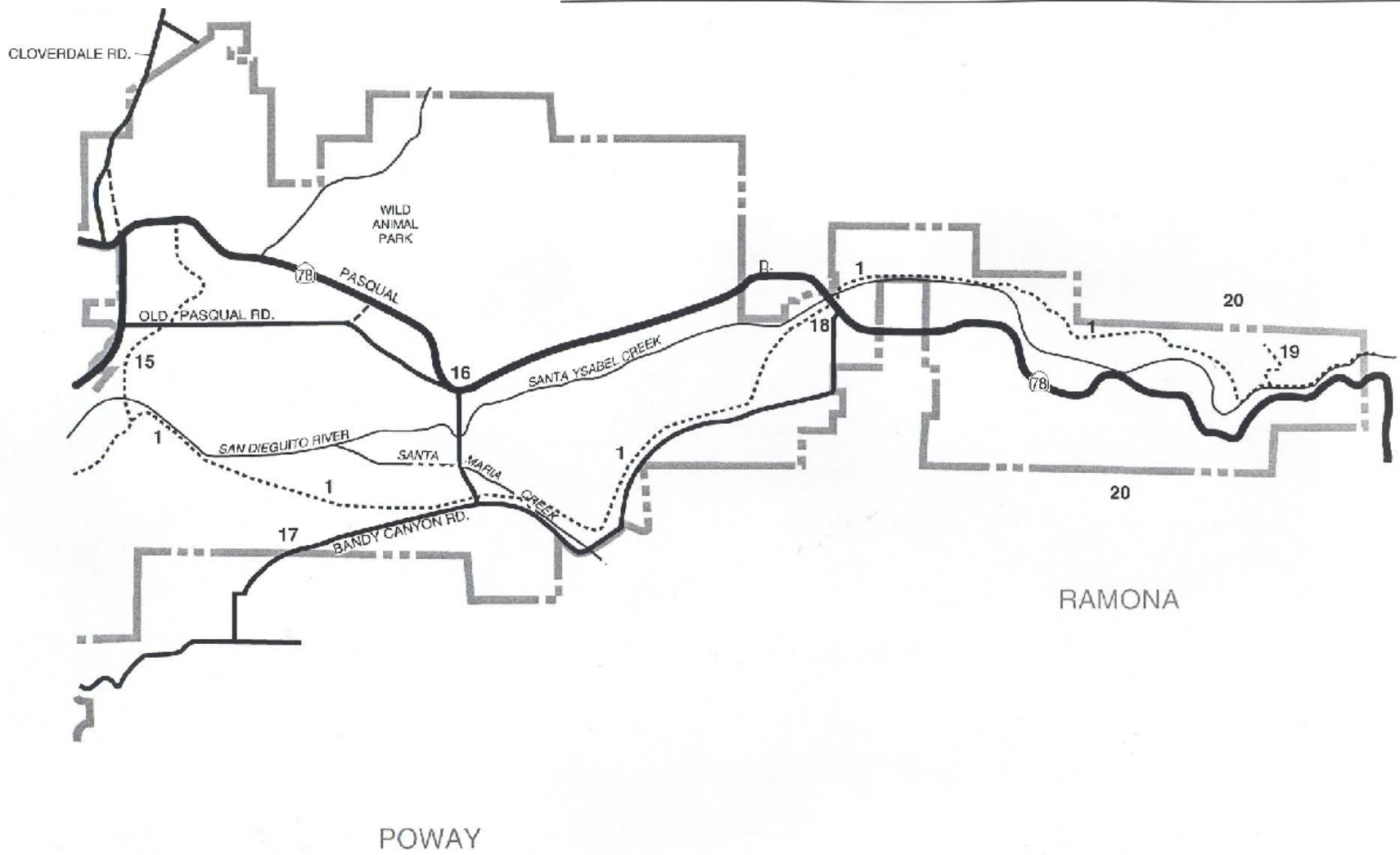
RAMONA

- Multi-use Trail Corridor (Hiking, Biking, Equestrian)
- - - - Proposed Realignment



FIGURE

9



- Multi-use Trail Corridor (Hiking, Biking, Equestrian)
- Proposed Realignment



FIGURE

- d. Trail fences should be installed when security and/or protection of sensitive resources or farmlands is required.
 - e. A 24-foot-wide multi-use trail corridor may be infeasible due to steep topography east of the Highway 78 bridge and the presence of sensitive riparian habitat along Highland Valley Road. In these instances it may be advantageous to provide separate Class I or Class II bicycle facilities in conjunction with road improvements.
 - f. No motorized vehicles will be permitted on trails with the exception of maintenance and police vehicles.
2. Parking/access/picnic area.
 3. Hiking trail to Fletcher Point. This is an existing utility road which is currently used by hikers and bicyclists.
 4. Existing staging area for hikers and bicyclists.
 5. Secondary trail connection to Felicita Park in Escondido.
 6. ~~Trail corridors shall be included in all public land leases and lease renewals.~~ Trail connection from the Heritage development in Poway to the San Pasqual Valley Trail to connect trails in Poway to the Coast to Crest Trail.
 7. Restored Sikes Adobe historical site. The Adobe is envisioned to become a valuable interpretive resource for surrounding communities. ~~Explore the feasibility of incorporating the restored adobe into a proposed regional commercial development in this location.~~
 8. Secondary trail connection to Kit Carson Park in Escondido.
 9. Secondary trail connection for walking and bicycling to proposed trail system and interpretive center in the Bernardo Bay area of Rancho Bernardo.
 10. Existing staging area possibly enlarged for horseback riders. Includes access to the existing Highland Valley Trail. This facility should be adequately landscaped to minimize visual impacts.
 11. Equestrian staging area.
 12. Secondary trail connection through Sycamore Canyon to open space preserves in Poway.
 13. Interpretive area for San Pasqual aquatic treatment plant.
 14. Secondary trail corridor connection to the winery.
 15. Secondary trail connection to Cloverdale Canyon.
 16. Secondary trail connection to San Pasqual Battlefield State Historic Park.
 17. Scenic overlook along the north side of Bandy Canyon Road.
 18. Staging area for hikers, bicyclists and equestrians.
 19. Secondary trail connections (East-San Pasqual Trails') to the 2,018 acres acquired from U.S. Bureau of Land Management with ultimate connections north to Boden Canyon and eastward towards the Pamo Valley.
 20. Annex to the City of San Diego, and designate as open space, the 2,018 acres acquired from the U.S. Bureau of Land Management in order to assure preservation of this land (see Appendix D)
 21. A pedestrian/bicycle bridge across Hodges Reservoir.

surveyed or surveyed five or more years earlier). Resurveying is important due to the development of more sophisticated survey techniques, and in the case of San Pasqual, due to the constantly changing alluvial and farmed ground surface.

2. Significant cultural resources are protected under the Resource Protection Ordinance (RPO). Therefore, prior to completion of a comprehensive cultural resource survey for the valley, new or renewed leases shall contain a provision requiring a cultural resources survey. If archaeological sites are discovered, mitigation measures shall be developed on a case-by-case basis. Appropriate mitigation may include, but not be limited to, the following:

- a. Avoidance of the site through excluding the resource area (including a buffer area) from the leasehold. This measure includes a requirement to determine probable site boundaries.
- b. If avoidance is not feasible, site shall be evaluated to determine their importance, using the criteria contained in Appendix K of the California Environmental Quality Act. In addition, discovered resources shall be evaluated for importance according to RPO. If a site is found to be significant, a data recovery program which is based on a research design shall be implemented.
- c. If a site is determined not to be important, no further cultural resources work shall be necessary and avoidance of the site shall not be required.

d. All surveys, evaluation, research design, and data recovery efforts shall be performed by a qualified archaeologist using recognized professional methods. A qualified archaeologist is defined as an individual who is certified by the Society of Professional Archaeologists (SOPA). At least 200 hours of the field experience required for certification must have been obtained in Southern California.

3. On parcels where no surface, cultural components are found through the survey, lease conditions may include a reasonable limitation on the depth of plowing. This condition shall be determined on a case-by-case basis.
4. New or renewed leases shall require the retention of structures and/or features on-site whenever possible. Removal of historic resources from original or long-established sites destroys their historical context.
5. The Historic Site Board should consider for historic site designation, the old adobe school house and the Clevenger house (see Figure 10).
6. Identify San Pasqual as a rural historic landscape and evaluate its National Register eligibility. An historic landscape is a geographic area that historically has been used by people, or shaped or modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage, or continuity of areas of land use, vegetation, buildings and structures, roads and waterways, and natural features.
7. Explore and apply for federal, state and local funding sources for the acquisition, preservation and management of cultural resources.
3. Old Adobe Schoolhouse to be restored and interpreted as part of a "Settlers Park"