

1

Introduction

This chapter introduces and describes the purpose and organization of the Local Coastal Program Land Use Plan. The Land Use Plan provides policy direction for decision makers, property owners, and the public regarding land use and development in the Coastal Zone, consistent with the California Coastal Act.



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1.1 Background

Carlsbad Setting and Evolution

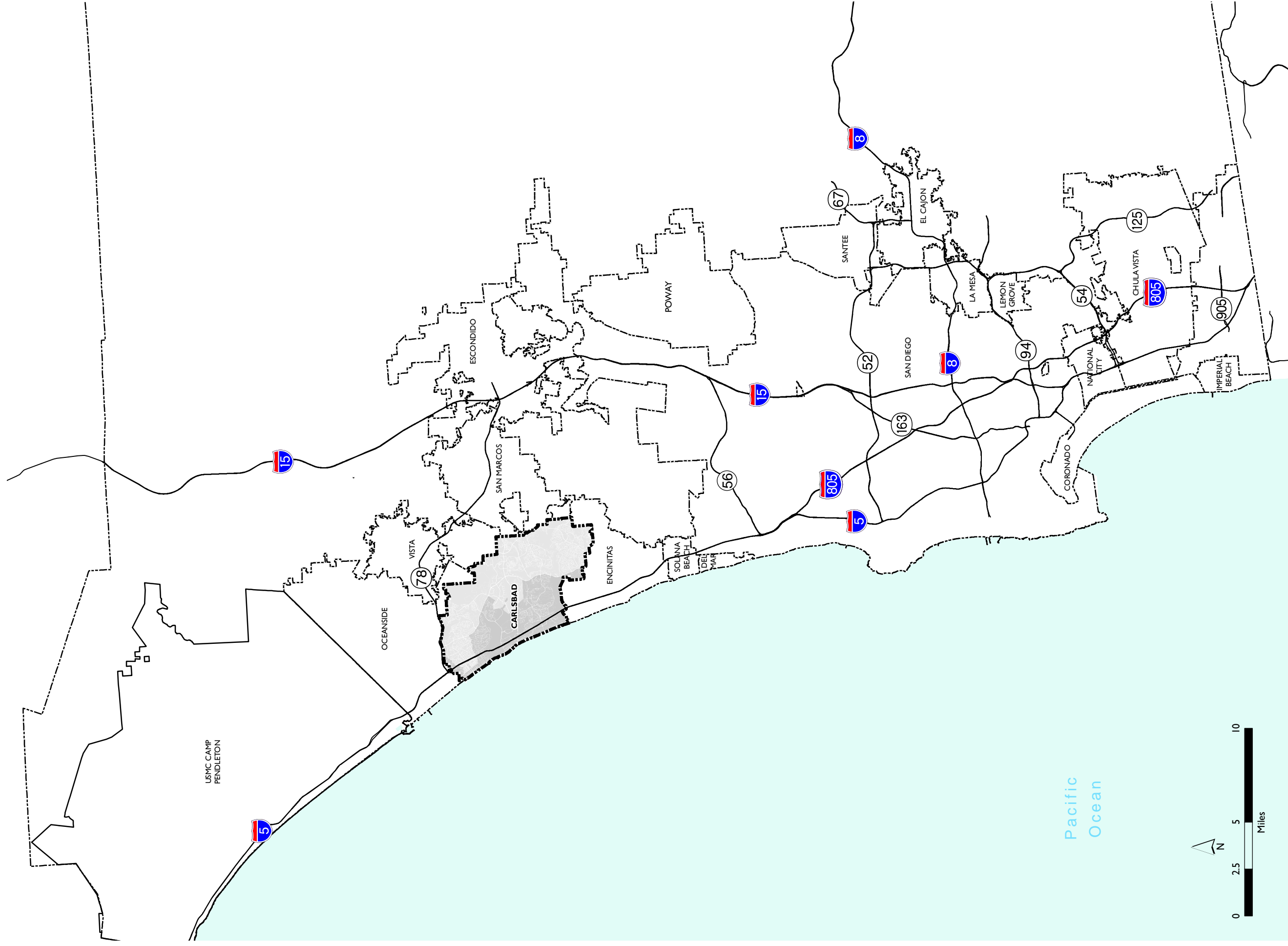
Carlsbad is located about 30 miles north of San Diego and about 90 miles south of Los Angeles. The city occupies approximately 39 square miles of rolling hills, beaches, and bluffs along the northern coast of San Diego County. Approximately 14.4 square miles of the city is within the California Coastal Zone. The city's regional location is depicted on Figure 1-1, and the boundary of Carlsbad's Coastal Zone is shown on Figure 1-2.

Carlsbad incorporated as a city in 1952 and consisted of about 7.5 square miles centered on the Village. Over time, a series of annexations gradually expanded the city's land area south and east to the current size of 39 square miles. Today, the city is a regional employment center and home to several international companies in high-technology, biotechnology, recreational equipment, and other sectors. Carlsbad is also a world-famous travel destination offering scenic outdoor recreation, numerous retail shopping opportunities, as well being considered the "golfing capital of the world," with numerous resorts.

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CITY OF CARLSBAD

LOCAL COASTAL PROGRAM



Source: Michael Baker International, 2016; SANGIS, 2016; City of Carlsbad, 2016

7/31/2019 J:\M\Mapdata\149652\GIS\MXD\Carlsbad_MXD\SLCP_2019\Figure 1-1 Regional Vicinity 11x17.mxd

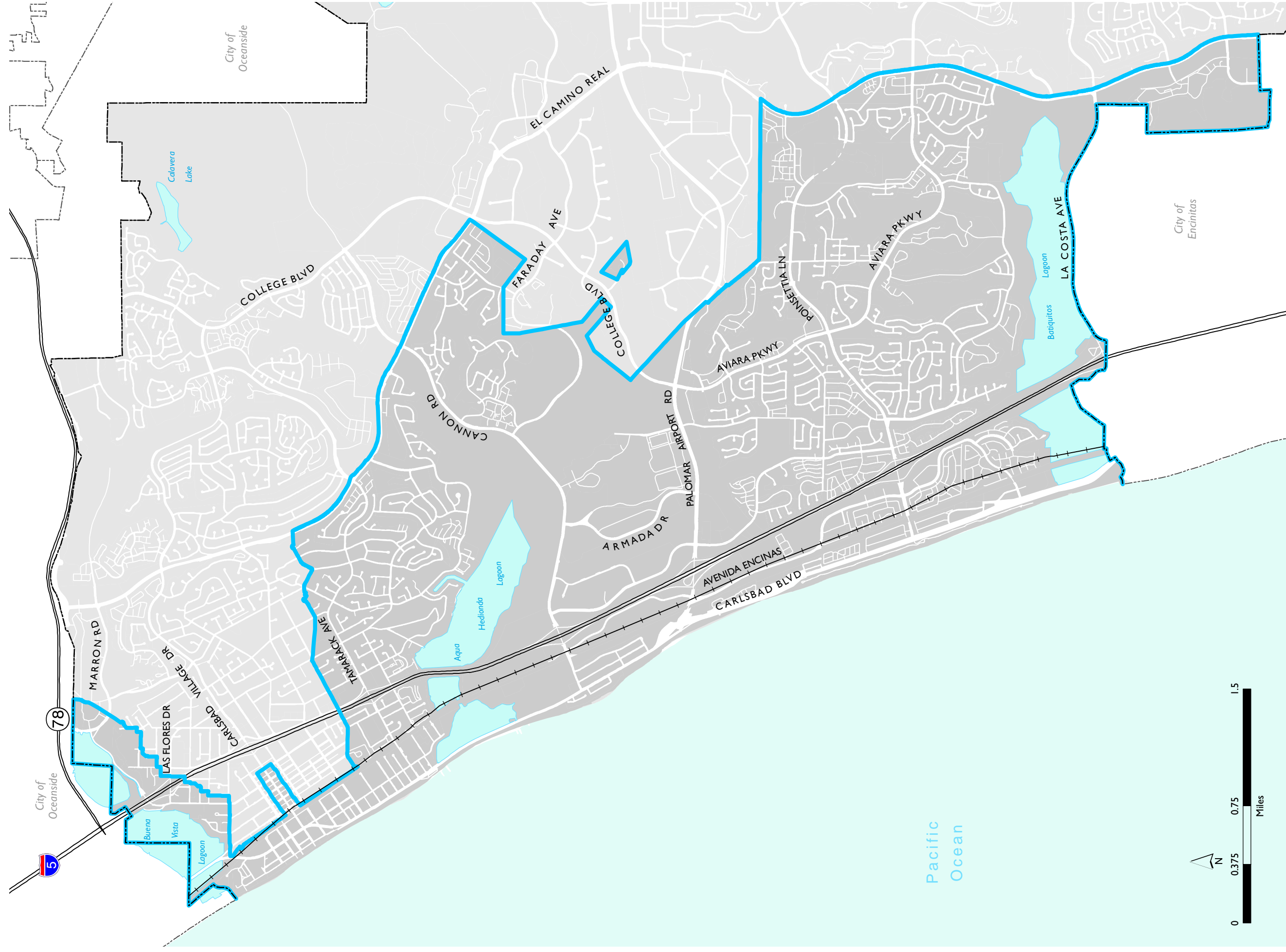
LEGEND

-  City Limit
-  Other Municipal Boundaries

FIGURE I-1
REGIONAL VICINITY

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CITY OF CARLSBAD LOCAL COASTAL PROGRAM



Source: Michael Baker International, 2016; SANGIS, 2016; City of Carlsbad, 2019

LEGEND

- Coastal Zone
- City Limit
- Railroad

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FIGURE I-2
COASTAL ZONE BOUNDARY

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History of Carlsbad's Local Coastal Program Land Use Plan

Prior to certification of this Local Coastal Program Land Use Plan, Carlsbad had six Local Coastal Program Land Use Plans that applied to six specific geographic segments of the city's Coastal Zone: Agua Hedionda Lagoon segment; Carlsbad Mello I segment; Carlsbad Mello II segment; East Batiquitos Lagoon/Hunt Properties segment; West Batiquitos Lagoon/Sammis Properties segment; and the Village Area segment. Figure 1-3 shows the boundaries of the former Local Coastal Program segments.

In the late 1970s and early 1980s, pursuant to state legislation (Coastal Act Sections 30170 and 30171), the Coastal Commission prepared local coastal program land use plans for the Mello I and Mello II segments (state legislator Henry Mello sponsored the legislation that created Coastal Act Sections 30170 and 30171). The Coastal Commission approved the Mello I and Mello II Local Coastal Program Land Use Plans in September 1980 and June 1981, respectively; however, the city did not adopt the land use plans until the Coastal Commission approved major amendments to the plans.

In October 1985, the Coastal Commission approved amendments to the Mello I and Mello II segments. These major amendments involved changes to policies related to agricultural preservation, and steep slope and housing protection policies. After Coastal Commission approval of these amendments, the city adopted the Mello I and Mello II Local Coastal Program Land Use Plans.

The Village area was part of the original Mello II segment. In 1984, the Coastal Commission approved the segmentation of the Village area from the Mello II segment and approved a local coastal program land use plan for the Village area.

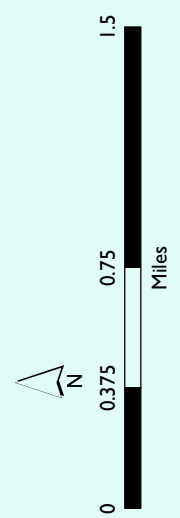
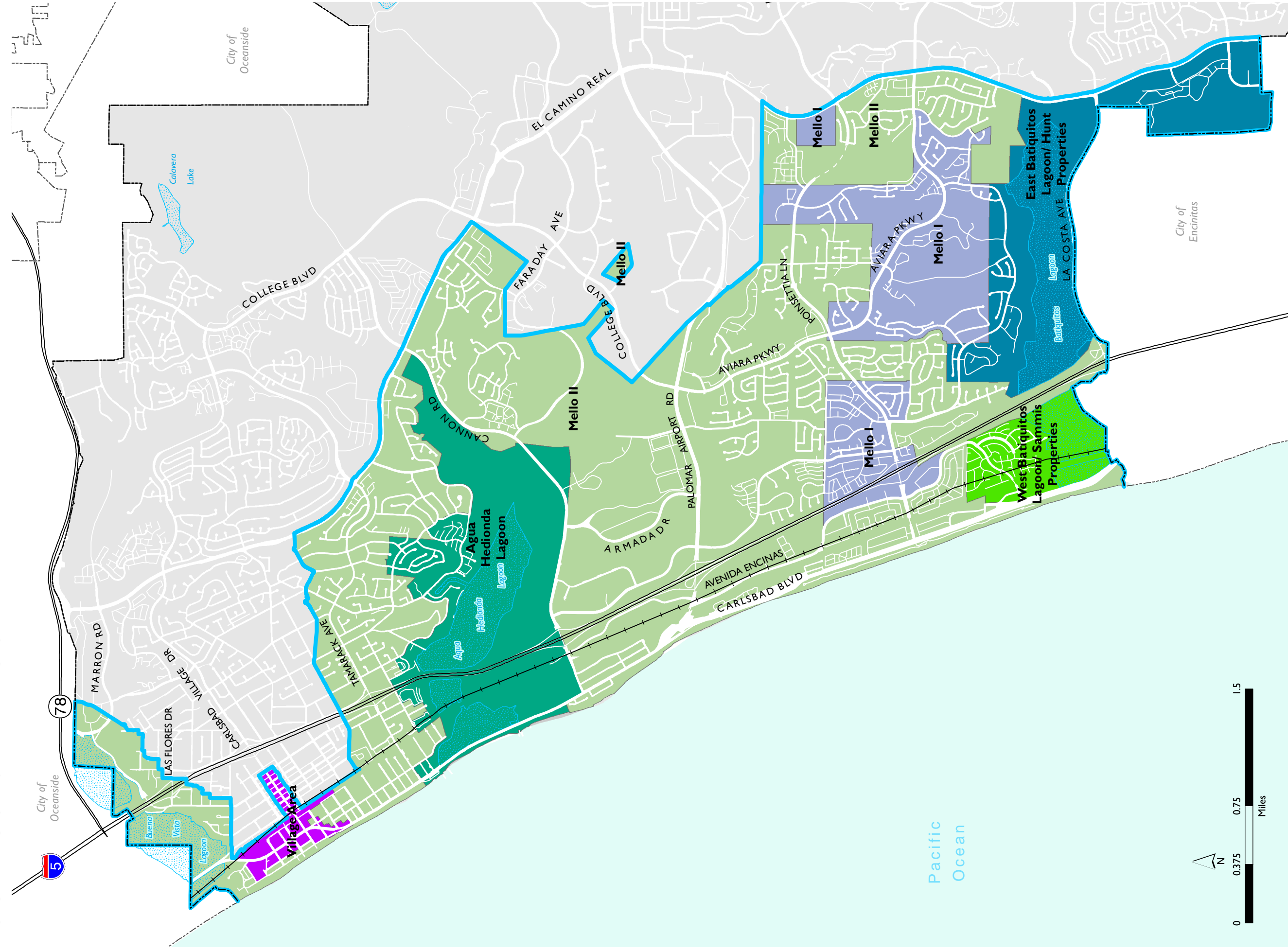
The Agua Hedionda Lagoon Local Coastal Program Land Use Plan was approved by the Coastal Commission in 1982. In 1985, the Coastal Commission approved the West Batiquitos Lagoon/Sammis Properties Local Coastal Program Land Use Plan; and in 1988, the commission approved the land use plan for the East Batiquitos Lagoon/Hunt Properties segment.

In 1996, the Coastal Commission approved Local Coastal Program implementation plans for all segments except the Agua Hedionda Lagoon segment.

This Local Coastal Program Land Use Plan synthesizes coastal planning for the previous segments, providing one unified plan for all of Carlsbad's Coastal Zone. Policies related to specific geographic or resource areas are still important components of the plan and are clearly identified in each chapter.

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CITY OF CARLSBAD LOCAL COASTAL PROGRAM



Source: Michael Baker International, 2016; SANGIS, 2016; City of Carlsbad, 2019

LEGEND

- Coastal Zone
- City Limit
- Lagoon
- Railroad
- Mello II
- Village Area
- West Batiquitos Lagoon/ Sammis Properties
- Former Local Coastal Program Segments
- Agua Hedionda Lagoon
- East Batiquitos Lagoon/ Hunt Properties
- Mello I

FIGURE I-3
FORMER LOCAL COASTAL PROGRAM SEGMENTS

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1.2 Local Coastal Program Overview

Purpose

The California Coastal Act requires jurisdictions within the California Coastal Zone to prepare a local coastal program. Local coastal programs are required to address the planning and management of public access to the coast, the provision of coastal recreation, protection of the marine environment, protection of land resources, and regulation of development in the Coastal Zone.

Components of a Local Coastal Program

The Coastal Act is implemented through local coastal program land use plans and implementation plans. Such plans are prepared for each individual city and county located within the state's coastal zone.

To meet the requirements of the Coastal Act, a local coastal program land use plan must be "sufficiently detailed to indicate the kinds, location, and intensity of land uses, the applicable resource protection and development policies, and, where necessary, a listing of implementing actions" (Coastal Act Section 30108.5). A local coastal program land use plan should "...assure that maximum public access to the coast and public recreation areas is provided" (Coastal Act Section 30500(a)). A local coastal program implementation plan specifies the standards and regulations utilized to implement the policies of a local coastal program land use plan.

Local Permitting Authority

Local coastal programs are basic planning tools that allow local governments to permit development in the coastal zone consistent with the Coastal Act. After a local coastal program land use plan and an implementation plan are certified by the Coastal Commission, the authority to approve or deny coastal development permits is transferred to the local government; however, the Coastal Commission retains permanent authority to approve or deny coastal development permits for development proposed on tidelands, submerged lands, and public trust lands.

The city's action to approve a coastal development permit can be appealed to the Coastal Commission if the development project is between the first public road and the sea; within 300 feet of a beach, mean high tide, or bluff edge; or within 100 feet of a wetland or stream (refer to Figures 1-4A, 1-4B, and 1-4C). The approval or denial of a major public works project or energy facility, regardless of location, is also appealable. Appeals to the Coastal Commission may be filed subject to the following:

- Any applicant or person who participates in the city's permitting process for a project, or who otherwise communicates their concerns to the City of Carlsbad, may file an appeal.

- An appellant must exhaust all city appeals unless the city charges a fee to appeal, restricts the class of people who can file appeals, or failed to follow the hearing and notice requirements for issuing a coastal development permit.
- Any two Coastal Commissioners may file an appeal to the Coastal Commission.
- The grounds for appealing a project are limited to whether the project conforms to the requirements of the Local Coastal Program or the public access policies of the Coastal Act.
- Issues that are not addressed by the Local Coastal Program are not valid grounds for an appeal.

Relationship of the Land Use Plan to Other Plans and Regulations

Local Coastal Program Land Use Plan and Implementation Plan

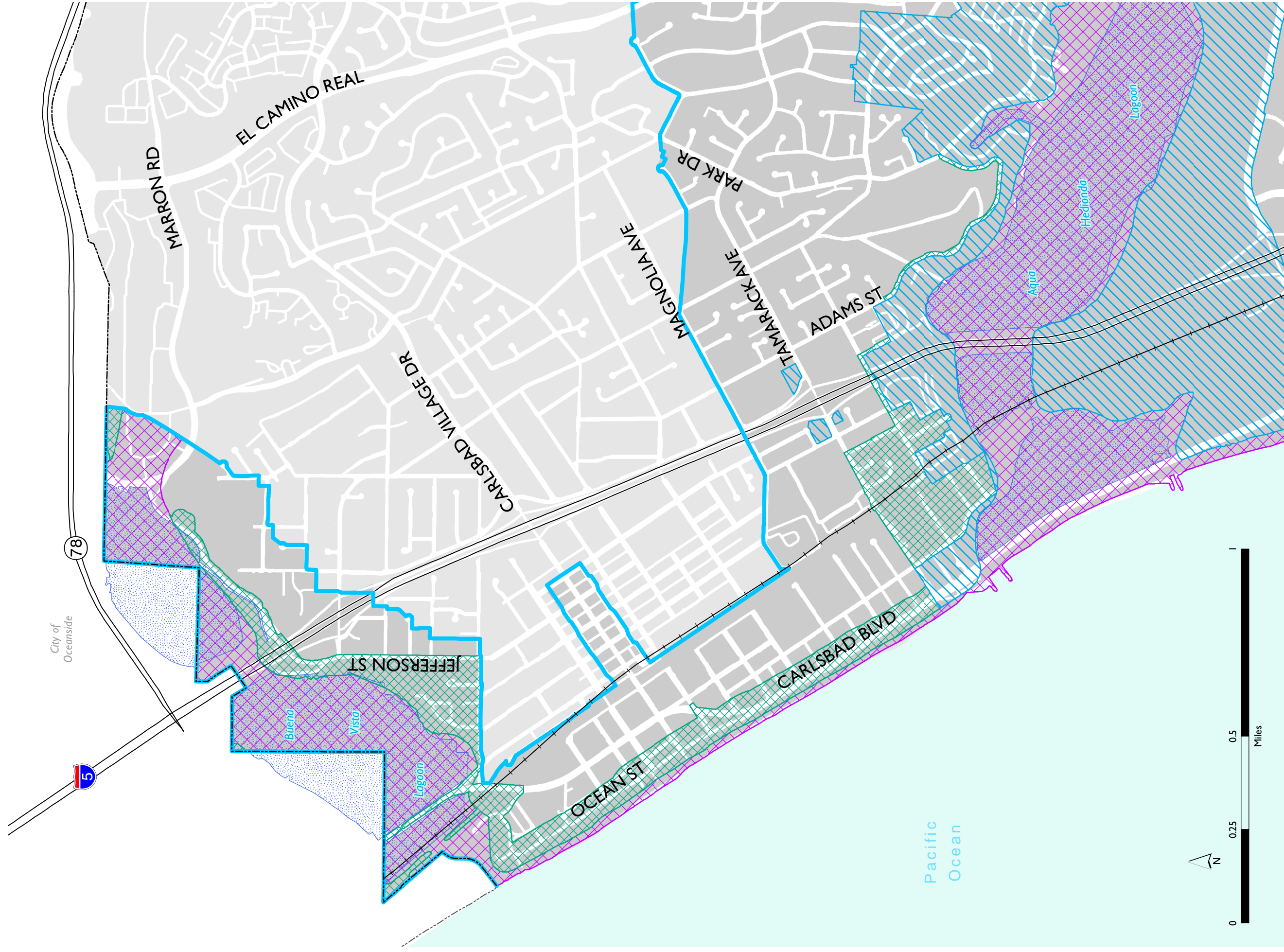
Carlsbad's Local Coastal Program consists of two essential components that, taken together, implement the Coastal Act's requirements:

- Carlsbad Local Coastal Program Land Use Plan (this document)
- Carlsbad Local Coastal Program Implementation Plan—zoning ordinance, zoning map, and other regulatory provisions (refer to Section 1.5)

Local Coastal Program Land Use Plan and the General Plan








The Carlsbad Local Coastal Program Land Use Plan and General Plan both provide policies that guide the physical development of Carlsbad's Coastal Zone; however, the General Plan is not a component of the Local Coastal Program. While they are two separate documents, some of the descriptive text and some of the policies are the same. Detailed discussion of Coastal Act requirements and goals is included only in this Local Coastal Program Land Use Plan, while issues that are not directly relevant to the Coastal Act are covered only in the General Plan.

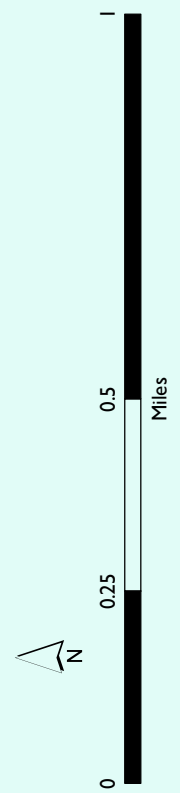
CITY OF CARLSBAD LOCAL COASTAL PROGRAM



Source: Michael Baker International, 2016; SANGIS, 2016; City of Carlsbad, 2019

LEGEND

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|---|--------------|---|--------------------------------|
|  | Coastal Zone |  | Appeal Jurisdiction |
|  | City Limit |  | Area of Deferred Certification |
|  | Lagoon |  | Permit Jurisdiction |
|  | Railroad | | |



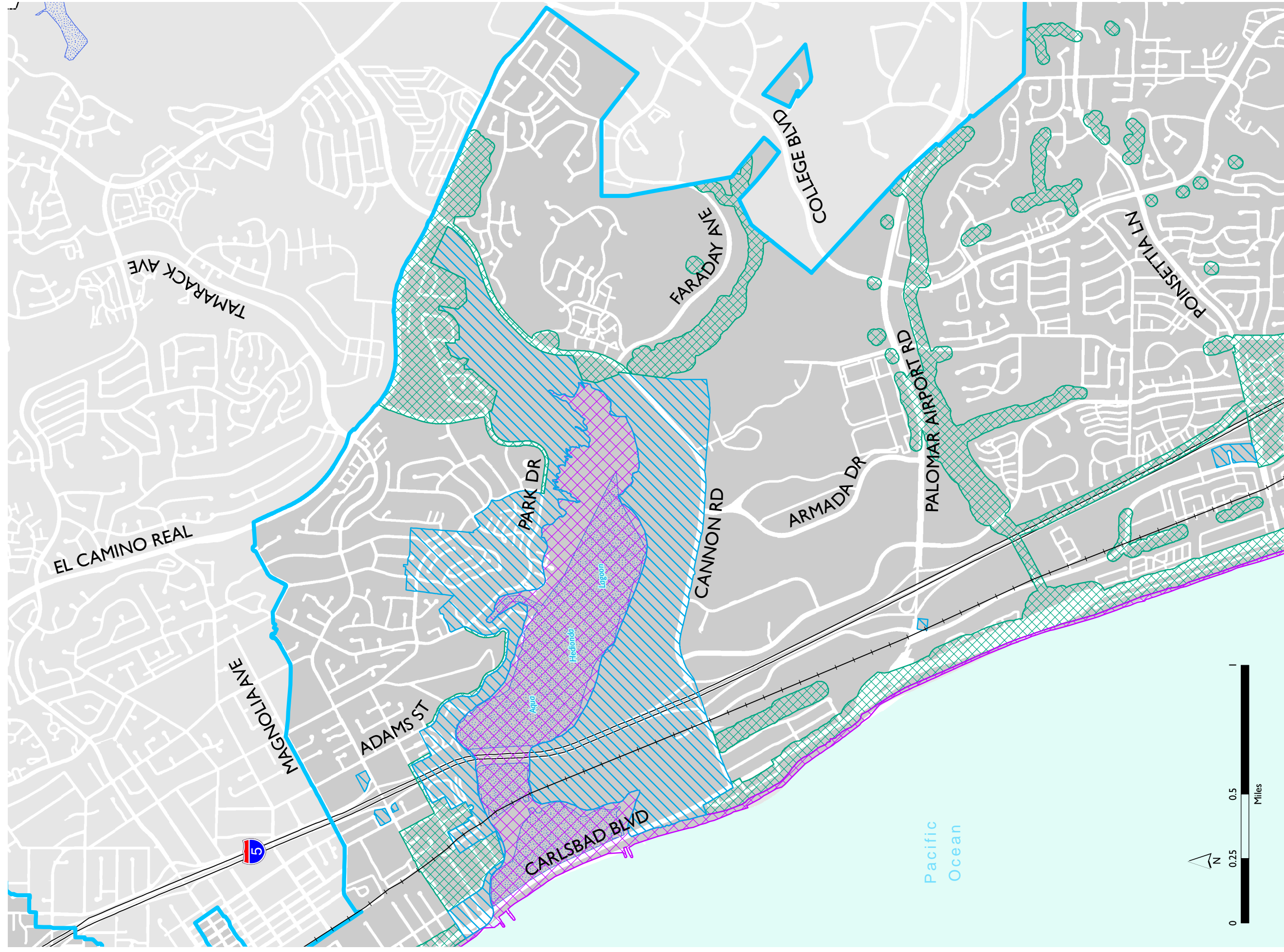
8/7/2019 10:41:58 AM I:\P43\GIS\PCD\Carlsbad_PWD\HUG_2019\Chapter 1\Figure 1-4A_CCCA Appeal and Permit Jurisdiction 11.17.mxd

FIGURE I-4A
CA COASTAL COMMISSION APPEAL AND PERMIT JURISDICTION

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CITY OF CARLSBAD

LOCAL COASTAL PROGRAM



Source: Michael Baker International, 2016; SANGIS, 2016; City of Carlsbad, 2019.

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

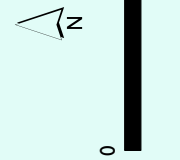
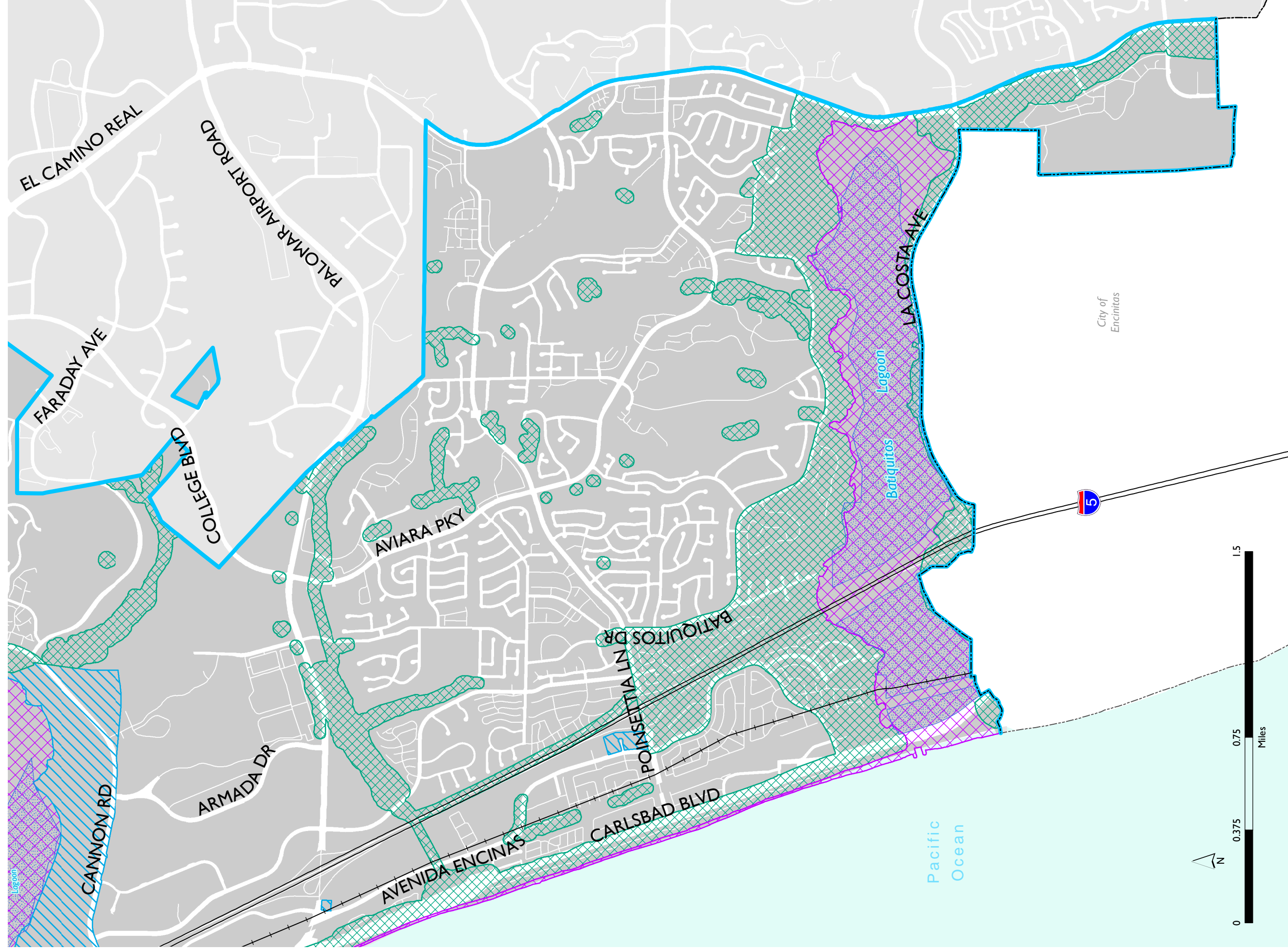
- | | | | |
|---|--------------|---|--|
|  | Coastal Zone |  | California Coastal Commission Appeal and Permit Jurisdiction |
|  | City Limit |  | Appeal Jurisdiction |
|  | Lagoon |  | Area of Deferred Certification |
|  | Railroad | | Permit Jurisdiction |

FIGURE I-4B
CA COASTAL COMMISSION APPEAL AND PERMIT JURISDICTION

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CITY OF CARLSBAD LOCAL COASTAL PROGRAM



Source: Michael Baker International, 2016; SANGIS, 2016; City of Carlsbad, 2019

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LEGEND

- | | |
|--------------|--|
| Coastal Zone | California Coastal Commission Appeal and Permit Jurisdiction |
| City Limit | Appeal Jurisdiction |
| Lagoon | Area of Deferred Certification |
| Railroad | Permit Jurisdiction |

FIGURE I-4C
CA COASTAL COMMISSION APPEAL AND PERMIT JURISDICTION

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1.3 Carlsbad Community Vision

The Carlsbad Community Vision is the foundation for the Carlsbad General Plan (adopted by the city in 2015); the vision is also a guiding factor in the policies of this Local Coastal Program Land Use Plan. The vision is based on nine core values that represent the qualities and characteristics of Carlsbad that community members aspire to protect, maintain, improve, change, or achieve in the future. The core values of the vision are summarized below, most of which reflect coastal planning considerations.

- **Small Town Feel, Beach Community Character, and Connectedness.** “Enhance Carlsbad’s defining attributes—its small town feel and beach community character. Build on the city’s culture of civic engagement, volunteerism, and philanthropy.”
- **Open Space and the Natural Environment.** “Prioritize protection and enhancement of open space and the natural environment. Support and protect Carlsbad’s unique open space and agricultural heritage.” This core value recognizes:
 - **Access to Recreation and Active, Healthy Lifestyles.** “Promote active lifestyles and community health by furthering access to trails, parks, beaches, and other recreation opportunities.”
 - **The Local Economy, Business Diversity, and Tourism.** “Strengthen the city’s strong and diverse economy and its position as an employment hub in North San Diego County. Promote business diversity, increased specialty retail and dining opportunities, and Carlsbad’s tourism.”
 - **Walking, Biking, Public Transportation, and Connectivity.** “Increase travel options through enhanced walking, bicycling, and public transportation systems. Enhance mobility through increased connectivity and intelligent transportation management.”
 - **Sustainability.** “Build on the city’s sustainability initiatives to emerge as a leader in green development and sustainability. Pursue public/private partnerships, particularly on sustainable water, energy, recycling, and foods.”
 - **History, the Arts, and Cultural Resources.** “Emphasize the arts by promoting a multitude of events and productions year-round, cutting-edge venues to host world-class performances, and celebrate Carlsbad’s cultural heritage in dedicated facilities and programs.”
 - **High-Quality Education and Community Services.** “Support quality, comprehensive education and life-long learning opportunities, provide housing and community services for a changing population, and maintain a high standard for citywide public safety.”

- **Neighborhood Revitalization, Community Design, and Livability.** “Revitalize neighborhoods and enhance citywide community design and livability. Promote a greater mix of uses citywide, more activities along the coastline, and link density to public transportation. Revitalize the Village as a community focal point and a unique and memorable center for visitors, and rejuvenate the historic Barrio neighborhood.”

1.4 Plan Organization

Chapters

This Local Coastal Program Land Use Plan is organized by chapters that topically follow the sections of the Coastal Act, as follows:

1. **Introduction.** Summary of plan's background, purpose, state requirements, relationships to other plans, plan organization, and requirements for administration of the plan.
2. **Land Use.** This chapter describes how land and development are regulated in Carlsbad's Coastal Zone to ensure that future land use decisions and development are consistent with the California Coastal Act. It includes the Local Coastal Program Land Use Map, land use designations, standards for density and intensity, and land use-related policies to help define the Coastal Zone's future physical development.
3. **Recreation and Visitor-Serving Uses.** The protection of recreational use of the coastline, as well as visitor-serving uses, is a priority of the California Coastal Act. The purpose of this chapter is to identify policies to ensure that community members and visitors have continued access to coastal recreational opportunities and accommodations.
4. **Coastal Access.** Ensuring public access to the coast is a priority of the California Coastal Act. This chapter identifies and discusses Carlsbad's coastal access conditions, including vertical and lateral access, parking, and active transportation access. The chapter concludes with policies to ensure the city maintains and enhances the public coastal access consistent with the Coastal Act.
5. **Agriculture, Cultural, and Scenic Resources.** The Coastal Act places high importance on the protection of agricultural lands, cultural resources (including paleontological and archeological resources), and scenic resources. This chapter describes the agricultural, cultural, and scenic resources found in Carlsbad's Coastal Zone and provides policies that guide the city in the protection of such resources.
6. **Environmentally Sensitive Habitat Areas and Water Quality.** This chapter describes the natural coastal resources found in Carlsbad's Coastal Zone, which include environmentally sensitive habitat areas and marine and coastal water quality. Protecting these natural resources is a high priority of the Coastal Act. The chapter concludes with policies that guide the city in the protection of such resources.
7. **Coastal Hazards.** Managing development to respond to coastal hazards is a key objective of the Coastal Act. Consistent with the Coastal Act, this chapter identifies hazards in Carlsbad

(related to sea level rise, flooding, geology, and fire) and provides policies that guide new development to reduce risks to life and property and protect coastal resources and natural land forms.

8. **Glossary.** This chapter defines words/terms used in the Local Coastal Program Land Use Plan that are technical or specialized, or that may not reflect common usage.

Each chapter of this Local Coastal Program Land Use Plan includes concise background information to establish the context for the policies in the chapter. This background material is not a comprehensive statement of existing conditions, nor is it considered adopted policy, unless noted otherwise. The background information is followed by policies which are specific statements that guide decision making. Policies may refer to existing programs and development standards or call for the establishment of new ones.

The policies in this plan articulate a direction for Carlsbad’s Coastal Zone, in alignment with the Carlsbad Community Vision and the California Coastal Act. Generally, the policies apply to the entire Coastal Zone; however, some policies may be geographic-specific, as identified in each chapter.

Numbering System

Policies are organized using a two-part numbering system. Each policy number is preceded by “LCP” (Local Coastal Program) followed by the applicable chapter number, then a “P” (policy), and finally, the numerical order of the policy. For example, the first policy in Chapter 2 is LCP-2-P.1.

Figures

There are several figures in the Local Coastal Program Land Use Plan that explain the information described in each chapter, such as land use designations, special planning areas, recreational opportunities, natural and cultural resources, and hazards. These visual aids help to explain key planning issues and policies applicable to the Coastal Zone.

Appendices

The following appendices are components of this Local Coastal Program Land Use Plan and are referenced in the related chapters of this plan.

- Appendix A: North Coast Corridor Public Works Plan Overlay
- Appendix B: City of Carlsbad Sea Level Rise Vulnerability Assessment

1.5 Plan Administration

The city is responsible for implementing the Local Coastal Program (land use plan and implementation plan) consistent with the Coastal Act. The Local Coastal Program is intended to be dynamic. As such, it may be amended over time to address site-specific or comprehensive needs, to respond to changes in state or federal law, or to modify policies that may become obsolete or unrealistic over time.

Amendments to the Local Coastal Program

Amendments to the Local Coastal Program require approval by the city and the Coastal Commission or the executive director of the Coastal Commission, as specified in Coastal Act Section 30514.

Implementation

The policies of this Local Coastal Program Land Use Plan are implemented by the Local Coastal Program Implementation Plan, which consists of the following regulations:

- Carlsbad Municipal Code
 - Title 21 Zoning
 - Chapter 15.12 Stormwater Management and Discharge Control
 - Chapter 15.16 Grading and Erosion Control
- Development-Specific Plans
 - Car Country Specific Plan (SP 19)
 - Carlsbad Ranch Specific Plan (SP 207)
 - La Costa Downs Specific Plan (SP 201)
 - North County Plaza Specific Plan (SP 187)
 - Poinsettia Properties Specific Plan (SP 210)
 - Zone 20 Specific Plan (SP 203)
- Development Master Plans
 - Aviara Master Plan (MP 177)
 - Village and Barrio Master Plan
 - Green Valley Master Plan (MP 92-01)
 - Poinsettia Shores Master Plan (MP 175)
- Other
 - Carlsbad Habitat Management Plan
 - City of Carlsbad Drainage Master Plan

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