### CALIFORNIA COASTAL COMMISSION

SAN DIEGO AREA 7575 METROPOLITAN DRIVE, SUITE 103 SAN DIEGO, CA 92108-4421 (619) 767-2370

### RECORD PACKET COPY



### Fri 5b

June 23, 2005

TO:

COMMISSIONERS AND INTERESTED PERSONS

FROM:

DEBORAH LEE, SOUTH COAST DEPUTY DIRECTOR SHERILYN SARB, DISTRICT MANAGER, SAN DIEGO BILL PONDER, COASTAL PROGRAM ANALYST

SUBJECT: STAFF RECOMMENDATION ON CITY OF CARLSBAD MELLO II LCP SEGMENT MAJOR AMENDMENT NO. #1-05C (North Coast Calvary Chapel), for Public Hearing and Possible Commission Action at the Meeting of July 13-15, 2005

**SYNOPSIS** 

The LCP amendment was filed on April 25, 2005. A one-year time extension for Commission action on LCPA #1-05B,C and D was approved on June 8, 2005. The last day for Commission action is July 25, 2006. The LCP amendment submittal includes four separate components involving changes to both the certified LCP land use plan and the implementation plan. They are: 1-05A (Yamamoto); 1-05B (Kelly Corporate Center); 1-05C (North Coast Calvary Chapel) and 1-05D (Temporary Buildings). The rezone for the Yamamoto property was approved in June 2005. The remaining components will be scheduled for a Commission hearing at a later date.

### SUMMARY OF AMENDMENT REQUEST

The subject component would amend the certified Mello II Land Use Plan & Implementation Plan to redesignate and rezone 13.84 acres of the 26.94-acre site located on the northeast corner of Poinsettia Lane and Aviara Parkway in Carlsbad from Residential to Open Space.

### SUMMARY OF STAFF RECOMMENDATION

Staff is recommending approval of the proposed LCP amendment as submitted. The proposed land use and zoning designations of Open Space correspond to the sensitive portion of the site identified in the Carlsbad HMP/LCP. The LCP includes the City of Carlsbad Habitat Management Plan (HMP) which establishes reasonable development area and an open space habitat preserve for the City. The HMP has been approved by the Commission and found to meet the requirements of Section 30240 and 30250 of the Coastal Act.

The appropriate resolutions and motions begin on page 3. The findings for approval of the Land Use Plan Amendment as submitted begin on page 4; the findings for approval of the Implementation Plan Amendment as submitted begin on page 7.

### ADDITIONAL INFORMATION

Further information on the submittal may be obtained from <u>Bill Ponder</u> at the San Diego Area Office of the Coastal Commission at 7575 Metropolitan Drive, Suite 103, San Diego, CA 92108-4402, (619) 767-2370.

### PART I. <u>OVERVIEW</u>

#### A. LCP HISTORY

The City of Carlsbad certified LCP contains six geographic segments as follows: Agua Hedionda, Mello I, Mello II, West Batiquitos Lagoon/Sammis Properties, East Batiquitos Lagoon/Hunt Properties and Village Redevelopment. Pursuant to Sections 30170(f) and 30171 of the Public Resources Code, the Coastal Commission prepared and approved two portions of the LCP, the Mello I and II segments in 1980 and 1981, respectively. The West Batiquitos Lagoon/Sammis Properties segment was certified in 1985. The East Batiquitos Lagoon/Hunt Properties segment was certified in 1988. The Village Redevelopment Area LCP was certified in 1988; the City has been issuing coastal development permits there since that time. On October 21, 1997, the City assumed permit jurisdiction and has been issuing coastal development permits for all segments except Agua Hedionda. The Agua Hedionda Lagoon LCP segment is a deferred certification area until an implementation plan for that segment is certified. The subject amendment request affects the Mello II LCP segment.

### B. STANDARD OF REVIEW

The standard of review for land use plans, or their amendments, is found in Section 30512 of the Coastal Act. This section requires the Commission to certify an LUP or LUP amendment if it finds that it meets the requirements of Chapter 3 of the Coastal Act. Specifically, it states:

#### Section 30512

(c) The Commission shall certify a land use plan, or any amendments thereto, if it finds that a land use plan meets the requirements of, and is in conformity with, the policies of Chapter 3 (commencing with Section 30200). Except as provided in paragraph (1) of subdivision (a), a decision to certify shall require a majority vote of the appointed membership of the Commission.

Pursuant to Section 30513 of the Coastal Act, the Commission may only reject zoning ordinances or other implementing actions, as well as their amendments, on the grounds that they do not conform with, or are inadequate to carry out, the provisions of the

certified land use plan. The Commission shall take action by a majority vote of the Commissioners present.

### C. PUBLIC PARTICIPATION

The City has held Planning Commission and City Council meetings with regard to the subject amendment request. All of those local hearings were duly noticed to the public. Notice of the subject amendment has been distributed to all known interested parties.

### PART II. LOCAL COASTAL PROGRAM SUBMITTAL - RESOLUTIONS

Following a public hearing, staff recommends the Commission adopt the following resolutions and findings. The appropriate motion to introduce each resolution and a staff recommendation are provided just prior to each resolution.

### I. MOTION

I move that the Commission certify the Land Use Plan Amendment #1-05C for the City of Carlsbad LCP Mello II Segment as submitted.

### **STAFF RECOMMENDATION TO CERTIFY:**

Staff recommends a YES vote. Passage of this motion will result in certification of the land use plan amendment as submitted and adoption of the following resolution and findings. The motion to certify as submitted passes only upon an affirmative vote of a majority of the appointed Commissioners.

### RESOLUTION TO CERTIFY LAND USE PLAN AMENDMENT AS SUBMITTED:

The Commission hereby certifies the Land Use Plan Amendment for the Mello II Segment of the certified LCP as submitted and adopts the findings set forth below on grounds that the land use plan will meet the requirements of and be in conformity with the policies of Chapter 3 of the Coastal Act. Certification of the land use plan complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the plan on the environment, or 2) there are no further feasible alternatives and mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the land use plan.

### II. MOTION

I move that the Commission reject the City of Carlsbad Implementation Plan Amendment #1-05C as submitted.

### STAFF RECOMMENDATION OF CERTIFICATION AS SUBMITTED:

Staff recommends a **NO** vote. Failure of this motion will result in certification of the Implementation Program Amendment as submitted and the adoption of the following resolution and findings. The motion passes only by an affirmative vote of a majority of the Commissioners present.

### RESOLUTION TO CERTIFY IMPLEMENTATION PROGRAM AMENDMENT AS SUBMITTED:

The Commission hereby certifies the Implementation Program Amendment for the Mello II Segment of the certified LCP as submitted and adopts the findings set forth below on grounds that the Implementation Program Amendment conforms with, and is adequate to carry out, the provisions of the certified Land Use Plan and certification of the Implementation Program Amendment will meet the requirements of the California Environmental Quality Act, because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the Implementation Program Amendment on the environment, or 2) there are no further feasible alternatives or mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the Implementation Program.

### PART III. <u>FINDINGS FOR APPROVAL OF THE CITY OF CARLSBAD</u> MELLO II LAND USE PLAN AMENDMENT, AS SUBMITTED

1. <u>Amendment Description.</u> The 26.94-acre site (including remnant parcels located on the south side of Poinsettia Lane [5.1 acres] and on the west side of Aviara Parkway [.73 acre]} is located near the northeast corner of Poinsettia Lane and Aviara Parkway in Carlsbad. The site is within the certified Mello II LUP segment. The Local Coastal Program Amendment (LCPA) proposes to redesignate the portions of the site that contain sensitive coastal resources from Residential Low to Medium Density (RLM, 0-4 dua) to the Open Space land use designation.

The site is bordered to the north by the Roesch residential developments, to the east by vacant (fallow) agricultural land, to the south by Poinsettia Lane and the Aviara development, and Aviara Parkway to the west. An SDG&E overhead power transmission line passes through the eastern portion of the property. The City's approval includes subdivision of the site into 3 parcels. All development is proposed on Parcel 2 and Parcels 1 and 3 were approved as Open Space. The southern half of the site has been used for agricultural purposes in the past and is now fallow. It is on this portion of the site that a church campus development is proposed (Parcel 2). The remaining northern

half of the site (Parcel 1) includes approximately 8.74 acres of steep slopes and native vegetation i.e., coastal sage scrub, southern maritime chaparral and southern willow scrub that is proposed to be designated as Open Space. Parcel 3 is the 5.1-acre remnant parcel located on the south side of Poinsettia Lane. It contains sensitive vegetation and is also proposed as Open Space. Overall, 13.84 acres of the site is proposed as Open Space.

The standard of review for Land Use Plan amendments is the Chapter 3 policies of the Coastal Act.

### B. CONFORMITY WITH CHAPTER 3 OF THE COASTAL ACT

1. Environmentally Sensitive Habitat Areas. The Coastal Act provides:

### Section 30240.

- (a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.
- (b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.

The certified City of Carlsbad LCP land use plan (LUP) has been amended to incorporate the City's Habitat Management Plan (HMP). The HMP was developed to meet the requirements of the Coastal Act, the Endangered Species Act and the Natural Communities Conservation Planning (NCCP) process. Portions of the subject site are designated as a "hard line" area in the certified HMP/LCP. The certified LUP includes Coastal Act Sections 30233 and 30240 as applicable standards of review for development within and adjacent to wetlands and other environmentally sensitive habitat areas. In addition, the HMP and certified LUP contain habitat protection requirements and conservation standards applicable to certain properties within the Carlsbad coastal zone (most of which are undeveloped), to concentrate future development adjacent to already-developed areas and protect slopes greater than 25% grade and scenic natural landforms.

In its review of the Carlsbad HMP/LCP amendment, the Commission reconciled the conflict between the policies of the Coastal Act that protect environmentally sensitive habitat area (ESHA) and those that require concentration of development where it will not have significant adverse effects on coastal resources. The Commission found, on balance, that approval was most protective of significant coastal resources because the HMP would allow for concentration of development and creation of a habitat preserve that addresses the long-term viability and conservation of sensitive species while allowing some impacts to ESHA to occur. Although implementation of the HMP/LCP will result in some loss of native habitat and listed species throughout the region, in association with loss due to incidental take outside the preserve area, the potential losses to the habitat would be considerably higher without the HMP. Through application of the

HMP mitigation requirements, there will be no net loss of ESHA within the coastal zone. Thus, the Commission certified the HMP/LCP amendment as consistent with Sections 30240 and 30250 of the Coastal Act.

The project site is within Linkage Area F between Core Areas 4 (Macario Canyon) and 8 (Batiquitos Lagoon). This linkage is a stepping-stone linkage through west-central Carlsbad containing fragmented patches of coastal sage scrub, grassland, and chaparral, but also a significant amount of existing development.

In LCPA #1-02C, the Commission approved a zone change on the site from Limited Control (L-C), an agricultural holding zone, to R-1. This approval made possible the 32 unit Carlsbad Promenade residential subdivision which did not go forward. The subject LCP amendment substantially complies with a hard line preserve boundary as established with the previous residential development (see Exhibit 5 which is Figure 38 from the HMP). The Commission's approval required habitat conservation open space and appropriate buffer areas, and restricted use of these areas to habitat conservation. The church project (Parcel 2) maintains the same development footprint as the previously approved residential development.

The proposal complies with the goal of preserving the sensitive habitats on site. These open space areas are also contiguous with open space on adjacent properties such as Roesch to the northeast and Aviara to the south. With the exception of the existing Poinsettia Lane, the project provides continuous habitat connectivity within the linkage. The open space area located south of the project site connects to the open space of Aviara and the 150-foot wide SDG&E transmission corridor. The open space to the north connects with the canyon, native slope vegetation, and SDG&E transmission corridor that lead to the Encinas Creek.

Based on the above, the Commission finds that the proposed designation of open space on this site is consistent with the provisions of the certified HMP/LCP and, thus, with Sections 30240 and 30250 of the Coastal Act.

# PART IV. FINDINGS FOR APPROVAL OF THE CITY OF CARLSBAD MELLO II IMPLEMENTATION PLAN AMENDMENT #1-05C AS SUBMITTED

#### A. AMENDMENT DESCRIPTION

The proposed amendment will replace the current zoning Residential Single-Family, 7,500 square foot minimum – Qualified overlay zone (R-1-7, 500-Q) for Parcels 1 and 3. The zone change proposes to rezone the portions of the site that contain sensitive coastal resources (Parcels 1 and 3) to Open Space to correspond to the proposed Open Space designation in the LUP.

### **B. FINDINGS FOR APPROVAL**

### 1. Purpose and Intent of the Ordinance.

- a. Open Space Zone. To provide for open space and recreational uses which have been deemed necessary for the aesthetically attractive and orderly growth of the community. It is used in conjunction with publicly owned property such as parks, open space, recreation areas, civic centers and other public facilities of a similar nature. The zone also designates high priority resource areas at time of development that, when combined would create a logical open space system for the community.
- b. <u>R-1-7,500 Zone</u>. To implement the residential low density (RL), residential low-medium density (RLM) and residential medium density (RM) land use designations of the Carlsbad LCP; and provide regulations and standards for the development of one-family dwellings and other permitted or conditionally permitted uses.

### 2. Major Provisions of the Ordinance.

- a. Open Space Zone. The open space zone allows the following uses and structures: beaches and shoreline recreation, bicycle paths, horse trails, open space easements, public parks, City picnic areas and playgrounds, public access easements, scenic and slope easements, transportation rights-of-way, vista points, agricultural uses (field and seed crops, truck crops, horticultural crops, orchards and vineyards, pasture and rangeland, tree farms and fallow lands). Permitted accessory uses and structures include public restrooms, clubhouses, parking areas, barbecue and fire pits, playground equipment, stairways, patios, changing rooms, pool filtering equipment, fencing and other accessory uses required for the conduct of the permitted uses. Uses allowed by conditional use permit include group or organized camps, marinas, playfields and athletic fields, public facilities, recreational campgrounds, public stables and riding academies, golf courses, swimming pools, tennis courts, private playgrounds and picnic areas, other related cultural, entertainment and recreational activities and facilities and stands for the display and sale of aquaculture products grown on the premises. There is no minimum lot area established for the open space zone. No building or structure in the zone shall exceed thirty-five feet in height unless a higher elevation is approved as a conditional use permit by the Planning Commission.
- b. <u>R-1-7,500 Zone</u>. The major provisions of the ordinance are to identify permitted and conditional uses and design and development standards for large lot single-family development.

### 3. Adequacy of the Ordinance to Implement the Certified LUP Segments.

The standard of review for LCP implementation submittals or amendments is their consistency with and ability to carry out the provisions of the certified Land Use Plan (LUP). In the case of the subject LCP amendment, the City's Zoning Code serves as the Implementation Program for the Mello II segment of the LCP.

While the proposed open space line conforms to the provisions of the HMP/LCP, the proposed open space zone would allow uses that are not conservation oriented or consistent with a habitat preserve.

As stated in the previous findings, the Carlsbad LCP has been amended to incorporate the City's Habitat Management Plan (HMP) which was developed to meet the requirements of the Coastal Act, the Endangered Species Act and the Natural Communities Conservation Planning (NCCP) process. The Commission found approval of the HMP is the most protective option for coastal resources based on the assumption that the habitat preserve and mitigation areas will be implemented as proposed, and properly maintained in perpetuity as habitat preserve. Should the habitat not be managed and maintained as designed, or if the required mitigation sites are not provided as proposed, the long-term benefits of the HMP for coastal resources would not be realized. To address these concerns, the City has included policies in the HMP and associated LUP which address establishment of the habitat preserve, funding, monitoring and management.

Interim preserve management requirements, as provided in the HMP, will cover the first three years following approval of the HMP, during which time a plan for permanent management will be developed by the City in cooperation with existing reserve managers, private owners, and the wildlife agencies. The preserve management plan must be approved by the City, the wildlife agencies and the Commission, and shall ensure adequate funding to protect the preserve as open space and maintain the biological values of the mitigation areas in perpetuity. Additionally, the preserve management plan is required to be incorporated into the Implementation Plan of the LCP through an LCP amendment within one year of Commission certification of the HMP as part of the certified LCP. Unfortunately the one-year goal has not been met as the HMP was certified by the Commission in August 2003 and the preserve management plan has not yet been submitted.

One of the major goals of HMP implementation will be to establish an open space conservation mechanism that will ensure protection of coastal resources in perpetuity. It is anticipated this mechanism will include a conservation oriented open space zone or overlay that will restrict uses within the habitat preserve to resource dependent uses which are more restrictive and protective of coastal resources than the current open space zone certified in the LCP. The Commission finds, in the absence of a resource-oriented conservation zone, the habitat preserve will be protected as open space through the Open Space land use plan designation, which is controlling, and the conservation easement which must be recorded as a condition of approval by the City of the tentative map. The conservation easement prohibits private encroachment or development in dedicated open space; however, habitat restoration and enhancement is permitted.

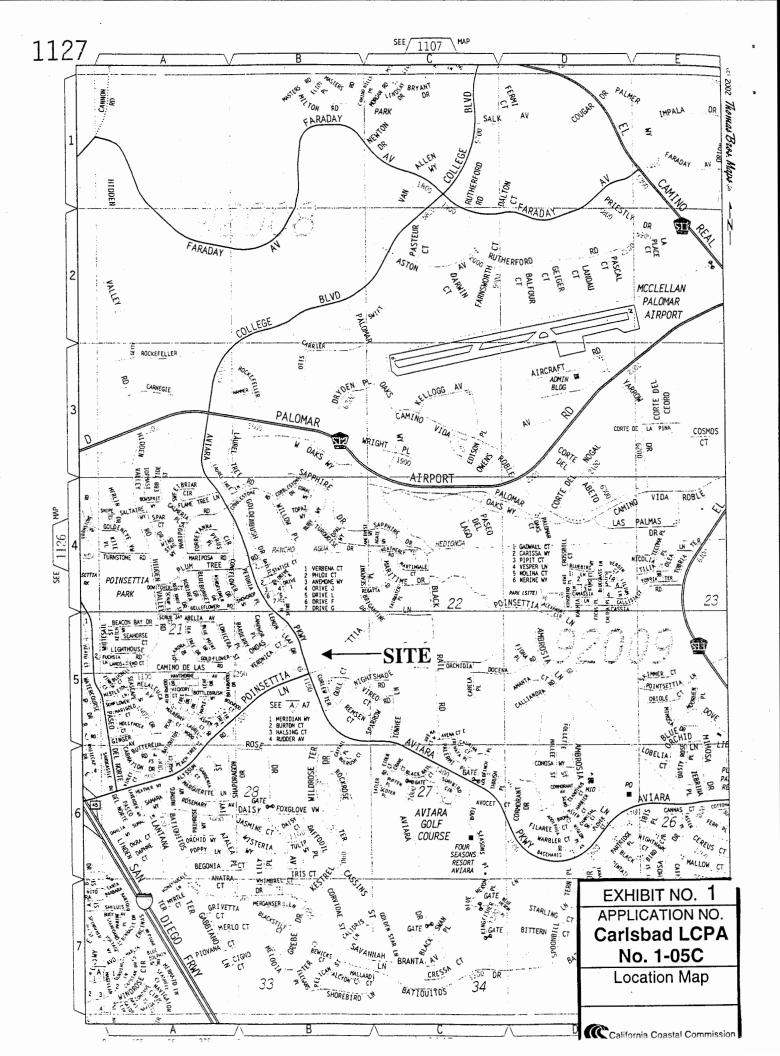
In addition, the City has indicated as a requirement of the Implementation Agreement for the HMP, it is required to amend the Open Space Ordinance which will include a new open space conservation zone or overlay. This must be done within one year of approval of the HMP by the Resource Agencies. Although the Commission approved the HMP/LCP amendment in August 2003, the Resource Agencies did not give final approval until November 2004. City staff has indicated a preserve management plan has been drafted and is awaiting City Council approval. In addition, the City expects to have an LCP amendment addressing the complete HMP implementation plan submitted to the Commission for approval by November 2005. With this understanding, the Commission finds the proposed open space zoning would adequately implement the HMP/LCP in the interim and is consistent with and adequate to carry out the certified LUP.

### PART V. CONSISTENCY WITH THE CALIFORNIA ENVIRONMENT QUALITY ACT (CEQA)

Section 21080.9 of the California Public Resources Code – within the California Environmental Quality Act (CEQA) – exempts local government from the requirement of preparing an environmental impact report (EIR) in connection with its activities and approvals necessary for the preparation and adoption of a local coastal program. Instead, the CEQA responsibilities are assigned to the Coastal Commission and the Commission's LCP review and approval program has been found by the Resources Agency to be functionally equivalent to the EIR process. Thus, under CEQA Section 21080.5, the Commission is relieved of the responsibility to prepare an EIR for each LCP.

Nevertheless, the Commission is required, in a LCP submittal or, as in this case, a LCP amendment submittal, to find that the approval of the proposed LCP, or LCP, as amended, conforms to CEQA provisions, including the requirement in CEQA section 21080.5(d)(2)(A) that the amended LCP will not be approved or adopted as proposed if there are feasible alternative or feasible mitigation measures available which would substantially lessen any significant adverse impact which the activity may have on the environment. 14 C.C.R. §§ 13542(a), 13540(f), and 13555(b). The proposed land use and zoning amendments will not result in adverse impacts on coastal resources or public access. The Commission finds that there are no feasible alternatives or feasible mitigation measures available which would substantially lessen any significant adverse effect which the LCP amendment may have on the environment. Therefore, in terms of CEQA review, the Commission finds that approval of the LCP amendment will not result in any significant adverse environmental impacts.

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CALIFORNIA COASTAL COMMISSION AN DIEGO COAST DISTRICT

### RESOLUTION NO. 2005-009

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CARLSBAD, CALIFORNIA, ADOPTING A MITIGATED NEGATIVE DECLARATION AND MITIGATION MONITORING AND REPORTING PROGRAM AND APPROVING A GENERAL PLAN AMENDMENT TO AMEND THE LAND USE ELEMENT AND THE OPEN SPACE AND CONSERVATION ELEMENT OF THE GENERAL PLAN AND LOCAL COASTAL PROGRAM AMENDMENT FOR THE NORTH COAST CALVARY CHAPEL PROPERTY GENERALLY LOCATED ON THE NORTHEAST CORNER OF POINSETTIA LANE AND AVIARA PARKWAY IN LOCAL FACILITIES MANAGEMENT ZONE 20.

CASE NAME:

NORTH COAST CALVARY CHAPEL

CASE NO.:

GPA 04-16/ZC 04-12/LCPA 04-12

WHEREAS, pursuant to the provisions of the Municipal Code, the Planning Commission did, on November 17, 2004, hold a duly noticed public hearing as prescribed by law to consider a Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program, General Plan Amendment, and Local Coastal Program Amendment; and

WHEREAS, the City Council of the City of Carlsbad, on the 11th day of JANUARY, 2005, held a duly noticed public hearing to consider said Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program, General Plan Amendment, and Local Coastal Program Amendment and at that time received recommendations, objections, protests, comments of all persons interested in or opposed to the Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program and/or GPA 04-16/LCPA 04-12; and

NOW, THEREFORE, BE IT HEREBY RESOLVED by the City Council of the City of Carlsbad as follows:

- 1. That all recitations are true and correct.
- 2. That the findings and conditions of the Planning Commission as set forth in Planning Commission Resolutions No. 5784, 5785, and 5787, on file with the City Clerk and made a part hereof by reference, are the findings and conditions of the City Council.
- 3. That the application for a Mitigated Negative Declaration and Mitigation Monitoring and Reporting Program and Local Coastal Program Amendment on property generally located on the northeast corner of Poinsettia Lane and Aviara Parkway is approved as shown in Planning Commission Resolutions No. 5785 and 5787.

APPLICATION NO.
Carlsbad LCPA
No. 1-05C

Council Resolution

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ABSENT: Council Member Lewis

CLAUDE A. LEWIS, Mayor MATT HALL, Mayor Pro Tem

ATTEST:

Usabelle A Aulam, Deputy LORRAINE M. WOOD, City Clerk

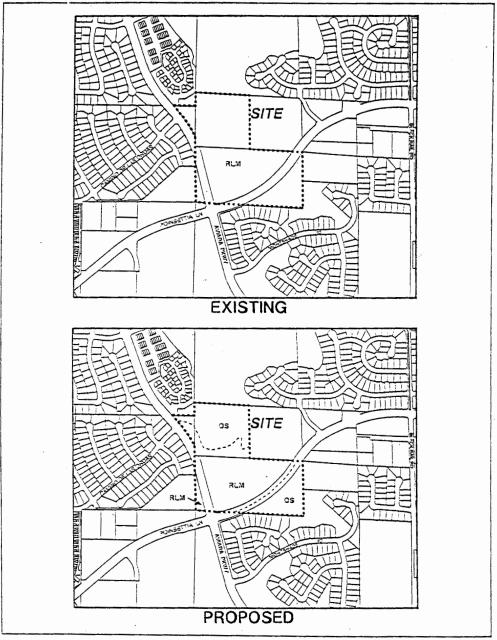
(SEAL)

## LCPA 04-12 – North Coast Calvary Chapel LAND USE

RECEIVED MAR 2 9 2005

November 17, 2004

COASTAL COMMISSION.
SAN DIEGO COAST DISTRICT



Related Case File No(s): GPA 04-16/ZC 04-12/SDP 04-02/CUP 04-05/HDP 04-01/CDP 04-03			
LCP Map Designation Change			
Property	From:	To:	
A. 214-550-01	RLM	RLM/OS	
B. 215-070-13	RLM	RLM/OS	
C. 215-070-36	RLM	RLM/OS	
D.			
Attach additional pages if necessary			

EXHIBIT NO. 3

APPLICATION NO.

Carlsbad LCPA

No. 1-05C

Land Use Plan

Amendment

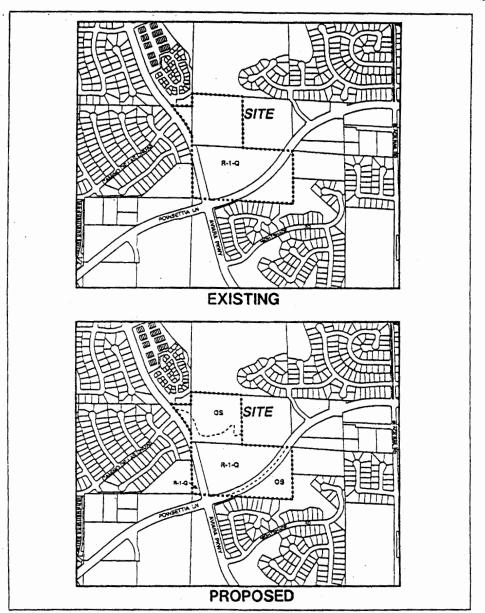
### ZC 04-12 - North Coast Calvary Chapel

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MAR 2 9 2005

CALIFORNIA COASTAL COMMISSION SAN DIEGO COAST DISTRICT

November 17, 2004



Related Case File No(s): GPA 04-16/LCPA 04-12/SDP 04-02/CUP 04-05/HDP 04-01/CDP 04-03			
Zoning Map Designation Change			
Property	From:	To:	
A. 214-550-01	R-1-Q	R-1-Q/OS	
B. 215-070-13	R-1-Q	R-1-Q/OS	
C. 215-070-36	R-1-Q	R-1-Q/OS	
D.			
Attach additional pages if necessary			

EXHIBIT NO. 4
APPLICATION NO.
Carlsbad LCPA
No. 1-05C

Implementation Plan Amendment

