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**DATE:** June 25, 2021

**TO:** California Coastal Commission and Interested Parties

**FROM:** Dan Carl, Central Coast District Director  
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**Project Location:** Santa Cruz County

**Subject:** Santa Cruz County Resource Conservation District Forest Health and Fire Resilience Public Works Plan for vegetation treatment activities undertaken pursuant to the Board of Forestry's California Vegetation Treatment Program certified Program Environmental Impact Report to improve forest health, restore ecosystems, and increase wildfire resilience.

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## SUMMARY OF STAFF RECOMMENDATION

The Santa Cruz County Resource Conservation District (RCD) prepared the Santa Cruz County Forest Health and Fire Resilience Public Works Plan (PWP) to allow the RCD to help facilitate the planning, review, and authorization of vegetation treatment projects within the County's coastal zone to improve forest health, restore ecosystems, and increase wildfire resilience. Due to historic fire suppression that has led to an accumulation of fuel loads, coupled with drought, a warming climate, and the spread of invasive species, larger and more catastrophic wildfires are threatening the county's communities and natural resources. The PWP will address these risks through vegetation treatment that will align fire prevention planning with the protection of coastal resources to create healthy and resilient forests.

The PWP is designed to dovetail with the California Vegetation Treatment Program (CalVTP), which was developed under the direction of the California Board of Forestry and Fire Protection (BOF) and in cooperation with the California Department of Forestry and Fire Protection (CalFIRE) to reduce wildfire risks as one component of the range of actions being implemented by the State to respond to California's wildfire challenges. Importantly, the State's strategy relies on an increase in the pace and scale of

## Santa Cruz County Forest Health and Fire Resilience Public Works Plan

vegetation treatment to reduce those risks. In addition to compliance with the State's fire planning efforts, the PWP applies additional efficiencies over and above implementation of the CalVTP by addressing specific local coastal issues and ensuring full consistency with the Santa Cruz County Local Coastal Program (LCP), which is the standard of review for this PWP. The PWP provides for efficient programmatic streamlining of both California Environmental Quality Act (CEQA) compliance and Coastal Act authorizations through a framework within which identified vegetation treatment projects can be analyzed and implemented under a coordinated plan that relies on the standards (called Standard Project Requirements, or SPRs) and mitigation measures adopted as part of the certified CalVTP Programmatic Environmental Impact Report (PEIR), as well as coastal-specific standards (Coastal Vegetation Treatment Standards, or Coastal VTS) developed collaboratively by Commission and RCD staff.

The PWP would enable the RCD and project partners to design and implement multiple critical fire resilience projects throughout the 52,500-acre PWP program area over a 10-year period. Vegetation treatment activities under this PWP are categorized as either "forest health" projects designed to restore and enhance ecosystems, including to prevent fire behavior to which the ecosystem is not adapted, or "fire prevention" projects that will protect existing structures and infrastructure, such as through strategic fuel breaks and defensible space clearances. Both types of projects are intended to enhance habitat values as much as possible when they affect habitat areas in the County, and the RCD indicates that the majority of PWP projects would be forest health projects. Vegetation treatment could be carried out using prescribed burning, mechanical treatment (e.g., use of masticators), manual treatment (e.g., use of chainsaws), prescribed herbivory, and/or herbicide application. As proposed under the PWP, projects would be designed in a manner that protects coastal resources while meeting fire resiliency goals. Qualifying projects must be covered by the PWP, must incorporate CalVTP PEIR and Coastal VTS requirements, must incorporate certain specific LCP habitat and cultural resource protection standards, and must include project and program monitoring.

Staff believes that the PWP will provide an important tool for helping to reduce fire danger in the County while simultaneously protecting forests and forest health. Importantly, although the PWP is designed to allow the RCD to facilitate regulatory authorizations for interested land managers and landowners in the County's coastal zone, it should be noted that such land managers and landowners are not limited to the PWP for permitting vegetation treatment projects. On the contrary, the PWP simply provides a streamlined Coastal Act authorization vehicle for such projects, but vegetation treatment activities may continue to be authorized directly through the County pursuant to the LCP and consistent with any other necessary CEQA documentation.

Staff's analysis has concluded that the PWP is consistent with the Santa Cruz County LCP, and that there are no other feasible alternatives or mitigation measures available that would further lessen any significant adverse effect that the approval would have on the environment. **Thus, staff recommends that the Commission certify the**

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Santa Cruz County Forest Health and Fire Resilience Public Works Plan

**proposed PWP as submitted.** The necessary motion is found on page 9 of the staff report.

**ADDITIONAL INFORMATION**

The final, locally-adopted June 2021 version of the PWP and attached appendices (i.e., the proposed PWP, also attached as Exhibit 1) can be accessed at:

[http://www.rcdsantacruz.org/images/PWP/RCDSCC\\_Forest\\_Health\\_and\\_Fire\\_Resilience\\_PWP\\_Final\\_061621.pdf](http://www.rcdsantacruz.org/images/PWP/RCDSCC_Forest_Health_and_Fire_Resilience_PWP_Final_061621.pdf)

The certified CalVTP Program Environmental Impact Report can be accessed at:

<https://bof.fire.ca.gov/projects-and-programs/calvtp/calvtp-program-eir/>

For questions and comments on the PWP, please contact the Commission's Statewide Planning Unit at: [statewideplanning@coastal.ca.gov](mailto:statewideplanning@coastal.ca.gov).

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## EXHIBITS

[Exhibit 1](#) – Santa Cruz County Resource Conservation District Forest Health and Fire Resilience Public Works Plan

## I. LIST OF ACRONYMS

|             |   |
|-------------|---|
| BOF         | California Board of Forestry and Fire Protection      |
| BMP         | Best Management Practices                             |
| CalFIRE     | California Department of Forestry and Fire Protection |
| CalVTP      | California Vegetation Treatment Program               |
| CCR         | California Code of Regulations                        |
| CDFW        | California Department of Fish and Wildlife            |
| CDP         | Coastal Development Permit                            |
| CEQA        | California Environmental Quality Act                  |
| Coastal VTS | Coastal Vegetation Treatment Standards                |
| CZ          | Coastal Zone  |
| ESHA        | Environmentally Sensitive Habitat Area                |
| GHG         | Greenhouse Gas  |
| IP          | Implementation Plan                                   |
| LCP         | Local Coastal Program                                 |
| LUP         | Land Use Plan   |
| NOID        | Notice of Impending Development                       |
| PEIR        | Programmatic Environmental Impact Report              |
| PRC         | Public Resources Code                                 |
| PSA         | Project-Specific Analysis                             |
| PWP         | Public Works Plan                                     |
| RCD         | Resource Conservation District                        |
| RWQCB       | Regional Water Quality Control Board                  |
| SCC         | Santa Cruz County                                     |
| SPR         | Standard Project Requirement                          |
| SRA         | State Responsibility Area                             |
| WLPZ        | Watercourse and Lake Protection Zone                  |
| WUI         | Wildland Urban Interface                              |

## II. PROCEDURAL BACKGROUND

The Santa Cruz County Resource Conservation District has prepared the PWP to function as a document for planning, reviewing, and authorizing vegetation treatment projects pursuant to the Board of Forestry's certified PEIR for the CalVTP. The PWP creates a framework within which identified projects can be analyzed and implemented under a coordinated plan. The goal of this process is to optimize the suite of proposed vegetation treatment types and activities so that wildfire management and ecological restoration goals are met in a manner that maximizes protection and enhancement of the County's significant coastal resources.

### Public Works Plans

Coastal Act Section 30114 defines public works to include, among other things, the following:

*(c) All publicly financed recreational facilities, all projects of the State Coastal Conservancy, and any development by a special district.*

Section 30605 of the Coastal Act states, in part:

*To promote greater efficiency for the planning of any public works ... and as an alternative to project-by-project review, plans for public works ... may be submitted to the commission for review in the same manner prescribed for the review of local coastal programs set forth in Chapter 6 (commencing with Section 30500). ... If any such plan for public works is submitted after the certification of local coastal programs, any such plan shall be approved by the commission only if it finds, after full consultation with the affected local governments, that the proposed plan for public works is in conformity with certified local coastal programs in jurisdictions affected by the proposed public works. ... Where a plan for a public works ... has been certified by the commission, any subsequent review by the commission of a specific project contained in the certified plan shall be limited to imposing conditions consistent with Sections 30607 and 30607.1. ...*

Thus, a PWP is one of the alternatives available to the Commission and project proponents for Commission review of large or phased public works projects, and remains under the authority of the Commission, irrespective of local government coastal permit jurisdictional boundaries (here, as applies to Santa Cruz County). A PWP is an alternative to project-by-project review for public works (which, in this situation would require multiple coastal development permits (CDPs)). PWPs must be sufficiently detailed regarding the size, kind, intensity, and location of development to allow the Commission to determine consistency with the policies in Chapter 3 of the Coastal Act (pre-LCP certification) or the certified LCP (post-LCP certification). Once the Commission approves a PWP, no CDP is required for a specific project described within it; rather, before commencing each specific project, the project proponent needs to submit notice in the form of a Notice of Impending Development (NOID), which requires the Commission to determine whether the submitted project is consistent with the standards within the PWP, or if conditions are necessary to make it consistent.

### **PWP Project Review**

Consistency determinations for individual projects proposed as part of the PWP are made by the Coastal Commission and are subject to public review and comment and a public hearing. Sections 30605 and 30606 of the Coastal Act and Title 14, Section 13359 of the California Code of Regulations (CCR) govern the Coastal Commission's review process for development proposed pursuant to a certified PWP. Section 30606 of the Coastal Act requires the applicant proposing the PWP project to provide a NOID to the Coastal Commission (and other interested parties, organizations, and governmental agencies), along with data demonstrating the project is consistent with the certified PWP. Once a NOID is deemed complete, it is scheduled for a public hearing within 30 working days, at which time the Coastal Commission is tasked with determining whether the project is PWP-consistent, or if it can be made PWP-consistent through conditions. If a project cannot meet those tests, then it is not covered by the PWP, and would need its own separate authorization through a CDP.

As applicable to this proposed PWP, development submitted to the Commission for review under the NOID process shall not be authorized unless it is of a type, location, and size as identified in Section III of the PWP ([Exhibit 1](#)), and it is demonstrated that project implementation is in compliance with all SPRs and Mitigation Measures of the CalVTP (Project Standard 2), as well as the more coastal-specific Coastal VTS development standards (Project Standard 3). Projects may also be conditioned by the Commission to ensure consistency with the PWP; however, the Commission cannot reject a proposed project if it is included within the listed projects approved as a part of the Commission's original PWP review and it is otherwise PWP-consistent.

The proposed PWP also identifies specific filing content requirements regarding future NOID submittals under Section VI, including preparation and submittal of draft and final Project-Specific Analyses, as required by the CalVTP PEIR, to determine whether the project qualifies as within the scope of the PEIR, or that the project will not result in any new or substantially more significant impacts than as described in the PEIR or CalVTP.

### **PWP Reporting Mechanisms**

Proposed PWP Project Standard 5 requires PWP projects to adhere to the reporting and monitoring requirements as provided in the PEIR SPRs. More specifically, the administrative SPRs contained within the CalVTP PEIR ensure that projects are reported on and project data is available to the public. For example, SPR AD-7 of the PEIR requires a completed Mitigation Monitoring and Reporting Program to be submitted to CalFIRE and the Board of Forestry for all proposed, approved, and completed stages of vegetation treatment projects. This information will be posted to an online database available to the public and will ensure that the requirements of all relevant SPRs that are implemented are verified and monitored by the agency or organization responsible for ensuring that the SPRs are implemented. Similarly, SPR AD-6 ensures that public notifications for treatment projects are posted in conspicuous locations describing treatment activities and timing, as well as contact information. SPR-GHG-1 also requires project proponents subject to AB 1504<sup>1</sup> to provide all vegetation treatment data for carbon inventory tracking to the U.S. Forest Service and CalFIRE. Further, the PWP requires that individual projects be noticed in conjunction with Commission regulations.

In addition, pursuant to proposed PWP Project Standard 5, the PWP requires the RCD to prepare a five-year programmatic review identifying: the status of individual projects implemented under the PWP, as well as projects expected to be implemented under the PWP; level of program completion (e.g., number of acres treated, high priority areas for the subsequent five years, etc.); collective monitoring results; constraints and lessons learned; and program success. The programmatic review must be submitted to Santa Cruz County and the Coastal Commission for review. At the ten-year mark following certification of the PWP, a final programmatic review is to be prepared by RCD and submitted to the County and Coastal Commission for review.

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<sup>1</sup> See [https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill\\_id=200920100AB1504](https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=200920100AB1504).

## **Public Participation**

A Public Review Draft of the PWP was first released to the public on April 28, 2021 for a six-week public review period. That draft was subsequently updated to make administrative corrections and provide clarifying language addressing written comment received from public agencies, members of the public, and local organizations. A revised, final draft of the PWP was adopted by the RCD Board on June 9, 2021. During that local hearing, the RCD considered additional public testimony. Following submittal of the locally-adopted PWP to the Commission on June 17, 2021, Commission staff continued to accept public comment on the PWP.

In addition, members of the public will have additional opportunities to comment on individual projects designed and implemented under the PWP. As part of the project design stage, the RCD must consult with parties interested in, with jurisdiction over, and/or affected by the proposed project. Further, persons residing within 100 feet of the project boundary, as well as within greater distances that may need to be noticed pursuant to the CalVTP SPRs and mitigation measures, or those persons, parties, and agencies who have requested to receive such notice, will receive a notice of a completed NOID to be submitted to the Commission for consistency review under the PWP. Once a NOID is submitted to the Commission and agendized for hearing, interested parties may also submit written comment to the Commission prior to the scheduled hearing on the NOID, and/or request to provide public testimony during the Commission hearing on the NOID (see the Procedures for PWP Filing and Certification section starting on page 24 of the PWP in [Exhibit 1](#)).

## **Local Government and Stakeholder Consultation**

Throughout the development of the PWP, Commission staff and RCD staff have engaged Santa Cruz County staff, as well as a variety of State agency representatives, including CalFIRE. An initial field visit was held on November 6, 2019, with more focused meetings beginning in October 2020 and extending through June 2021.

The development of the coastal-specific development standards (see Coastal VTS on page 41 of [Exhibit 1](#)) and the PWP has been a collaborative process with representatives of CalFIRE and State Parks (in addition to Santa Cruz County and RCD staff) participating at various stages. Santa Cruz County staff have indicated that the County is in support of the PWP and believes that it is consistent with the County's LCP.<sup>2</sup>

RCD also notified tribal representatives from the Amah Mutsun tribal band, including tribal representatives of the Costanoan Ohlone Rumsen-Mutsun tribe, Indian Canyon Mutsun Band of Costanoa, and the Muwekma Ohlone Indian tribe. Tribal entities were notified of the availability of the Public Review Draft PWP. Consultation with these and any other applicable tribe will also be undertaken during the project design and implementation stages consistent with the requirements of the CalVTP PEIR, including

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<sup>2</sup> The County submitted a letter in full support of the RCD's local adoption of the PWP, dated June 4, 2021.

SPR CUL-1 through SPR CUL-8. These standards generally require pre-treatment research, surveying, and consultation with affected tribes, as well as compliance with stringent standards if cultural resources are discovered during treatment, including cessation of development activities and further consultation with tribal entities and qualified professionals. For a more detailed description of these standards, see the Cultural Resources section in this report.

In addition, disadvantaged communities within the County will also be contacted for input during the project design stage where such projects may impact these communities. These and other stakeholders will have the opportunity to consult with the RCD and/or provide comments to the RCD and the Commission during the project design stage, including through the NOID submittal and Commission adoption process (see the Procedures for PWP Filing and Certification section starting on page 27 of the PWP in [Exhibit 1](#)).

### **Environmental Documents**

Section 30605 of the Coastal Act and CCR Sections 13353 and 13357 require PWPs to include environmental information sufficient in detail to enable the Commission to determine the consistency of the plan with the policies of the Coastal Act or LCP, as applicable.

Consistent with these requirements, the PWP relies, in part, on the analysis and conclusions in the Board of Forestry's certified Program Environmental Impact Report of December 2019 to examine potential environmental impacts of vegetation treatment projects being considered in the coastal zone. The CalVTP PEIR provides evidence that supports the Commission's analysis of the PWP's coastal resource impacts and contains standards that help protect coastal resources in a manner consistent with the LCP. Specifically, the PEIR provides a comprehensive framework for implementing vegetation treatment projects through the adherence to Standard Project Requirements and Mitigation Measures that will result in the avoidance and minimization of adverse impacts to environmental resources.

In addition to the CalVTP, the Coastal Vegetation Treatment Standards (see Coastal VTS on page 41 of [Exhibit 1](#)) provide additional guidance and clarity for projects to be implemented within the Coastal Zone, including related to specific habitat considerations. All PWP projects must be consistent with all Project Standards outlined in Section IV of the PWP, including the CalVTP SPRs and Mitigation Measures and the Coastal VTS.

## **III. MOTION AND RESOLUTION**

Staff recommends that the Commission, after public hearing, certify the proposed PWP as submitted. To do so, staff recommends a **YES** vote on the motion below. Passage of this motion will result in certification of the PWP as submitted and adoption of the following resolution and findings. The motion to certify passes only by affirmative vote of a majority of the appointed Commissioners.

**Motion:** *I move that the Commission certify Public Works Plan PWP-3-VTP-21-0003-1 as submitted by the Santa Cruz County Resource Conservation District, and I recommend a yes vote.*

**Resolution to certify:** *The Commission hereby certifies the Santa Cruz County Forest Health and Fire Resilience Public Works Plan as submitted and adopts the findings set forth below on the grounds that the Plan conforms with the Santa Cruz County Local Coastal Program. Certification of the Plan as submitted 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 mitigation measures or alternatives that would substantially lessen any significant adverse impacts of the Plan on the environment.*

## IV. FINDINGS AND DECLARATIONS

### A. Background

#### CalVTP Background

Following Governor Brown's 2018 Executive Order B-52-18, which mandated a substantial increase in the pace and scale of vegetation treatment in California for the purpose of reducing wildfire threats, the BOF certified its final PEIR for the CalVTP in December 2019. As one approach to addressing the wildfire crisis, the CalVTP PEIR provides an important tool to help reduce risks to life, property, and natural resources by targeting vegetation reduction and/or modification in the State Responsibility Area (SRA) for fire prevention and suppression.

Based on the PEIR, the objectives of the CalVTP are to:

- Serve as the vegetation management component of the State's range of actions underway to reduce risks to life, property, and natural resources by managing the amount and continuity of hazardous vegetative fuels that promote wildland fire consistent with California's 2018 Strategic Fire Plan (BOF and CalFIRE 2018).
- Substantially increase the pace and scale of vegetation treatments to contribute to achieving a statewide total of at least 500,000 acres per year on non-federal lands, consistent with the former Governor's EO B-52-18, which results in a CalVTP target up to 250,000 acres per year after considering other types and areas of vegetation treatments.
- Increase the use of prescribed burning as a vegetation treatment tool, consistent with the provisions of Senate Bill 1260, Statutes of 2018, and Public Resources Code (PRC) Section 4483(a).
- Contribute to meeting California's greenhouse gas (GHG) emission goals by managing forests and other natural and working lands as a net carbon sink, consistent with the California Forest Carbon Plan (Forest Climate Action Team

2018), California's 2017 Climate Change Scoping Plan (California Air Resources Board 2017), Fire on the Mountain: Rethinking Forest Management in the Sierra Nevada (Little Hoover Commission 2018), and California 2030 Natural and Working Lands Climate Change Implementation Plan (California Environmental Protection Agency et al. 2019).

- Improve ecosystem health in fire-adapted habitats by safely mimicking the effects of a natural fire regime, considering historic fire return intervals, climate change, and land use constraints.

Vegetation treatment consists of three treatment types, as described in the PEIR, including:

- Wildland-Urban Interface (WUI) Fuel Reduction: Located in WUI-designated areas, fuel reduction would generally consist of strategic removal of vegetation to prevent or slow the spread of non-wind driven wildfire between structures and wildlands, and vice versa.
- Fuel Breaks: In strategic locations, fuel breaks create zones of vegetation removal and ongoing maintenance, often in a linear layout, that support fire suppression by providing responders with a staging area or access to a remote landscape for fire control actions. While fuel breaks can passively interrupt the path of a fire or halt or slow its progress, this is not the primary goal of constructing fuel breaks.
- Ecological Restoration: Generally outside of the WUI in areas that have departed from the natural fire regime as a result of fire exclusion, ecological restoration would focus on restoring ecosystem processes, conditions, and resiliency by moderating uncharacteristic wildland fuel conditions to reflect historic vegetative composition, structure, and habitat values.

Within each of the three treatment types listed above, five treatment activities are identified in the PEIR, including:

- Prescribed Burning: Includes pile burning (prescribed burning of piles of vegetative material to reduce fuel and/or remove biomass following treatment) and broadcast burning (prescribed burning to reduce fuels over a larger area or restore fire resiliency in target fire-adapted plant communities; would be conducted under specific conditions related to fuels, weather, and other variables).
- Mechanical Treatment: Use of motorized equipment to cut, uproot, crush/compact, or chop existing vegetation.
- Manual Treatment: Use of hand tools and hand-operated power tools to cut, clear, or prune herbaceous or woody species.
- Prescribed Herbivory: Use of domestic livestock to reduce a target plant population thereby reducing fire fuels or competition of desired plant species.

- Herbicides: Chemical application designed to inhibit growth of target plant species.

To avoid and minimize environmental impacts, the PEIR stipulates that project proponents must adhere to the PEIR's SPRs, which are development standards or best management practices (BMPs) designed "to integrate environmental protection into a comprehensive approach to reduce wildfire risk statewide through vegetation treatment."

When designing projects to implement the CalVTP, project proponents are also required to complete a Project-Specific Analysis (PSA) to determine whether the proposed vegetation treatment project is "within the scope" of the PEIR or requires additional environmental documentation and review. As the PEIR states:

*The purpose of the PSA is to evaluate the proposed site and the later activity to determine whether the environmental effects of the activity are addressed within the scope of this PEIR, consistent with Section 15168 of the CEQA Guidelines for later activities consistent with a program and its PEIR. The PSA also requires the project proponent to determine that all applicable SPRs and mitigation measures identified in the CalVTP PEIR have been incorporated into the project, and whether additional mitigation would be necessary.*

### **Santa Cruz County Existing Conditions**

The Santa Cruz County coastal zone is particularly vulnerable to catastrophic wildfires. Like many areas of the State, forest, woodland, and grassland landscapes across the Santa Cruz Mountains are undergoing significant change. The climate is becoming warmer and drier, endemic species are at risk, invasive species are on the move, and sudden oak death has taken an immeasurable toll on regional ecosystems and overall forest health. At the same time, drier site-adapted conifer species are displacing hardwoods and other sensitive plant species, reducing biodiversity and affecting the suitability of these habitats for rare and special-status wildlife. And altered fire regimes and increased fuel loads are also driving larger and more catastrophic wildfire. The result has been damaging changes to ecosystems that require vegetation treatments to redirect the path of changing climates and ecological conditions impacting the Santa Cruz Mountains and surrounding communities.

The 2020 CZU Lightning Complex Fire is a stark example of the level of risk, severity of wildfire, and impacts to our human and biological communities in this landscape. The CZU fire burned 86,509 acres in San Mateo and Santa Cruz County, destroyed 1,490 buildings, and exhibited extreme fire behavior. Initial estimates suggest that over 50% of the impacted area burned at high fire severities. Many forested stands that were topographically exposed to the extreme fire behavior experienced significant tree mortality and habitat losses that will take decades to recover. High priority forest health and fire prevention projects must be carried out on a routine basis to promote fire resiliency in these coastal areas.

The PWP covers an area within the County's LCP jurisdiction that stretches from just north of the City of Santa Cruz to the boundary with San Mateo County. The PWP Program Area encompasses nearly 52,500 acres where potential future projects could take place. Map 1 on page 11 of [Exhibit 1](#) shows the geographic context within which the PWP would apply as well as the relationship between the PWP Program Area and the approved LCPs for cities within Santa Cruz County. Map 2 on page 12 of [Exhibit 1](#) displays the PWP Program Area overlaid on CalFIRE's Fire Severity Zone Maps to provide context for future planning efforts within the PWP Program Area. Map 3 on page 13 of [Exhibit 1](#) shows the CalVTP Treatable Landscapes map and how that program overlaps with the PWP Program Area. While the PWP has been developed as a companion to the CalVTP, it is expected that some high priority projects outside of the modeled treatable landscape will be developed and authorized through the PWP. Map 4 and Map 5 on pages 14 and 15 of [Exhibit 1](#) provide additional context by illustrating both the LCP land-use designations and vegetation types mapped within the PWP Program Area.

### **Santa Cruz County Local Coastal Program**

Santa Cruz County's LCP was fully certified by the Commission in 1983 and last comprehensively updated in 1994, though numerous amendments have been certified since that time. The County's LCP is certified as a single element and the County issues CDPs throughout its coastal zone. The policies of the LCP Land Use Plan (LUP) are incorporated as an element of the County's General Plan. The implementing actions (i.e., zoning regulations etc., that make up the LCP Implementation Plan (IP)) carry out the LUP policies and are found in the County's code.

County staff have collaborated on the development of this PWP and have advised that the design of projects consistent with the CalVTP, including the SPRs and Mitigation Measures, and the Coastal VTS within the PWP sufficiently protect coastal resources consistent with the County's LCP.<sup>3</sup>

## **B. Forest Health and Fire Resilience Public Works Plan Description**

The PWP provides a cost-effective and programmatic approach to compliance with the California Coastal Act in order to increase the pace and scale of implementation of critical projects that will improve both ecological conditions (i.e., forest health) and the resilience of County landscapes to future climate change-induced wildfire (i.e., fire prevention). Over the proposed ten-year period of the PWP, the RCD plans to conduct high priority forest health and fire prevention projects with voluntary collaborating landowners within the PWP Program Area in moderate to very high wildfire hazard areas of the Coastal Zone (CZ) of Santa Cruz County.

While forest health projects will be explicitly designed to directly improve ecosystem health, fire prevention projects will also be designed to directly improve ecosystem

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<sup>3</sup> The County submitted a letter in full support of the RCD's local adoption of the PWP, dated June 4, 2021.

conditions to the extent feasible (e.g., removal of dead, diseased, and overgrown vegetation, removal of non-native invasive plant species, management that mimics natural disturbance regimes, etc.). Fire prevention projects that cannot be designed to directly improve or restore ecosystems or ecosystem processes will be limited to projects that are required to protect existing structures and/or infrastructure, and will provide indirect ecosystem benefits by reducing the intensity, rate of spread, and extent of catastrophic wildfire on adjacent habitats and ecosystems.

Approved projects will be designed to:

- Proactively restore forest health, improve ecosystem resiliency, and conserve working forests by conducting ecologically minded forest health treatments, including by promoting a mosaic of native vegetation types and improving habitat for rare, threatened, and endangered plant and animal species.
- Protect State water supply sources by strategically implementing ecological restoration projects across priority watersheds.
- Encourage the long-term storage of carbon in forest and woodland trees and soils through the reduction of dense understory thus promoting larger healthier stands of mature trees.
- Minimize the loss of forest carbon from large, intense wildfires, through reduction of ladder fuels and brush resulting from years of fire suppression.
- Promote public safety, health, and welfare and protect public and private property through the implementation of ecologically restorative fuel reduction treatments in the wildland urban interface.

Five treatment activities may be carried out depending on the goals and objectives of each specific project, including prescribed burning, mechanical treatment (e.g., use of masticators), manual treatment, prescribed herbivory, and herbicide application. For a detailed description of these treatment activities, see the CalVTP Background section above, as well as Section III of the PWP in [Exhibit 1](#).

## **C. Coastal Habitats**

### **General Ecological Considerations**

For the last century, fire suppression, and more recently, climate change, have resulted in unhealthy forests that set the stage for disease, pest infestations, and larger and more intense fires than would naturally occur in the absence of human interventions. Fire suppression has resulted in many forests characterized by dense overgrowth including too many trees and an unnaturally thick and impenetrable understory. These crowded forests, particularly when stressed by drought conditions, provide a ladder for flames to reach high into treetops or crowns and produce more intense fires that are challenging to manage. Additionally, buildup of live and dead understory vegetation reduces fire and drought resiliency. Without the more frequent burns that were associated with natural fire regimes and their generally lower intensity, forests are less healthy, wildlife habitat is lost, and communities and infrastructure are threatened by the

increased risk of major fire events. The warmer temperatures, drier conditions, and extended droughts associated with climate change further exacerbate the problems facing forests and the likelihood of catastrophic fires.

Fire has been essential to the health of forest ecosystems for thousands of years. Untamed burns sparked by lightning have shaped the structure and diversity of forests around the world. Nearly 80 percent of the native vegetation in North America evolved with fire.<sup>4</sup> The intention of forest health projects is to restore forest communities to conditions mimicking the respective fire frequencies they would naturally be exposed to; that is to remove dead, diseased, and pest infested trees and brush, thin young saplings to allow mature trees to attain full growth, and to clear unnaturally thick understory vegetation while restoring wildlife habitat.

Commission ecologists helped develop the Coastal VTS for forest health and fire prevention projects in sensitive habitats. As part of a regional approach to fire planning, the Coastal VTS underwent several iterations following review and discussions with CalFire, the Counties of San Mateo and Santa Cruz, and the RCDs in both San Mateo and Santa Cruz Counties to ensure it was not redundant with the CalVTP PEIR and that applying the Coastal VTS would bring projects in the Coastal Zone into conformance with LCP coastal resource protection requirements.

California forests where fire has been suppressed and under the stress of climate change are ecologically impaired. The Commission's Ecologists believe that forest health projects that adhere to the Biological SPRs and the Coastal VTS constitute restoration projects because they are designed to improve overall forest health by restoring natural forest community structure, diversity, and associated ecological services and functions.

Fire prevention projects involve fuel reduction or vegetation management to protect existing structures and/or infrastructure to create defensible space that addresses public safety concerns. In addition to public safety, fire prevention projects are integral to a range of strategies that mitigate fire hazard on a regional and community scale to reduce the risk of uncontrolled fires which can adversely affect ecosystems in addition to life and property. Recent wildfires have demonstrated that if vegetation is allowed to grow unchecked, it becomes a hazard not only for an individual property, but for the neighboring properties, surrounding community, and adjacent natural areas. Without adequate vegetation management, catastrophic wildfires are likely to be more frequent and larger across the region, thereby causing damage or destruction to homes, businesses, utility lines, roads (including due to landslides caused by post-fire erosion events), other structures, and potentially natural lands subjected to unnatural fire regimes. Fuel reduction and fuel breaks are often necessary during an active fire and these cannot be designed with the typical ecological considerations under duress. As a result, proactively implemented fire prevention projects can be designed to use the

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<sup>4</sup> <https://www.nature.org/en-us/about-us/where-we-work/united-states/idaho/stories-in-idaho/wildfires-and-forest-management/>

CalVTP and Coastal VTS to minimize impacts to ecosystems in comparison to actions required under emergency conditions.

Under the PWP, fire prevention projects that affect coastal habitat resources are required to follow standards to first implement the strategies that would benefit forest health (e.g., removal of dead, diseased, and pest infested trees and brush, thinning young saplings to allow mature trees to attain full growth, and clearing unnaturally thick understory vegetation while restoring wildlife habitat) and secondarily, implement additional vegetation management measures only if necessary to achieve fire protection goals. While some fire prevention projects, for example, may need to remove more vegetation than might benefit forest health, Commission Ecologists believe that in some cases, fire prevention projects will be able to apply all the standards laid out in the Biological SPRs of the CalVTP PEIR and the Coastal VTS for forest health projects. Where fire prevention projects must go beyond forest health strategies to reduce fire risk for public safety, such projects must also be designed to avoid and minimize any adverse impacts to sensitive resources (including through habitat conversion) to the maximum extent feasible. Given the care and concern for protecting such resources provided by the CalVTP, along with the Coastal VTS, and the requirement to provide benefits to the habitat to the greatest extent possible, the Commission's Ecologists believe that the fire prevention projects can be implemented while imposing the least amount of ecological impact possible. Fire prevention projects are an integral part of an overall vegetation management regime and thus, though they may not directly provide restoration benefits in certain individual cases, they are a component of the overall effort to managing wildfire and enhancing forest health, and thereby can provide benefits to forest health in addition to protecting people and property.

### **Applicable LCP Coastal Habitat Provisions**

The Santa Cruz County LCP requires that Environmentally Sensitive Habitat Areas (ESHA) and other sensitive habitats and species be preserved, restored, protected against significant disruptions, and any development authorized within or adjacent to these resources must maintain or enhance the habitat. LUP Objective 5.1 seeks "to maintain the biological diversity of the County through...protection of plant habitat and wildlife corridors and habitats, low-intensity and resource compatible land uses in sensitive habitats and mitigations on projects and resource extraction to reduce impacts on plant and animal life." LUP Policies 5.1.1 and 5.1.2 designate sensitive habitats based on numerous criteria, including areas of special biological significance identified by the State Water Resources Control Board; areas which provide for locally unique biotic species and communities; areas adjacent to essential habitats of rare, endangered, or threatened species; and areas that provide habitat for California Department of Fish and Wildlife (CDFW) species of special concern. LUP Policy 5.1.6 specifies that development in ESHA must be limited to resource-dependent uses that maintain or enhance the functional capacity of the habitat. Other LCP policies limit the use of harmful chemicals that could impact ESHA and require mitigation for any impacts to ESHA. The LCP also includes provisions for the protection of significant trees "to protect and enhance the County's natural beauty, property values, and tourist industry," though allows removal to protect public health and safety (e.g., Chapter 16.34 of the IP).

**PWP Coastal Habitat Protection Standards**

Under the PWP, vegetation treatment activities that might affect ESHA, special-status species, and other biological resources in the County's treatable landscape must be designed and implemented to protect these resources consistent with the Project Standards. If vegetation treatment activities were carried out without these protections, they could cause adverse impacts, for example, by resulting in vegetation removal that disrupts or displaces sensitive habitat and species. In addition, workers carrying out manual treatment activities could adversely impact sensitive species if buffers and flagging (of sensitive species) is not carried out properly.

To protect ESHA and biological resources, the CalVTP (pursuant to Project Standard 2) and Coastal VTS (pursuant to Project Standard 3) include a significant number of safeguards. In general, these safeguards aim to: ensure review of site-specific records and reconnaissance-level surveying to determine the potential for sensitive species and habitat within treatment areas; provide resource-protection training for crews carrying out treatment activities; require measures to protect against impacts to sensitive habitats and species; and require other appropriate measures designed to address habitat concerns. The SPRs and Coastal VTS standards are described in more detail below.

For biological resources, a number of SPRs provide for design and treatment measures to protect against resource impacts. SPR BIO-1 requires a qualified professional, such as biologist, to conduct a data review and reconnaissance-level survey prior to commencing with treatment activities. Where sensitive biological resources are found pursuant to this survey, SPR BIO-3, SPR BIO-7, and SPR BIO-10 require a protocol-level survey for special status plants and habitats, special-status plant species, and special-status wildlife species. Treatment must then be designed to protect against adverse impacts (e.g., SPR BIO-4 and -5). Measures to protect chaparral and coastal scrub include designing treatment to meet appropriate fire return intervals by retention of appropriate native shrub cover to maintain habitat function. Further, work crews must undergo biological resource training, including proper implementation of biological SPRs and mitigation measures, as well as identification and avoidance of sensitive biological species (SPR BIO-2). A number of best management practices must also be implemented to prevent the spread of plant pathogens and invasive species, such as cleaning and sanitizing equipment, staging equipment in designated areas, and treating invasive biomass on-site (SPR BIO-6 and SPR BIO-9). Treatment will help protect habitat by prioritizing retention of larger, healthy native trees (e.g., SPR BIO-4 and BIO-8). Project proponents must also consult with Commission staff through the preparation of NOIDs to ensure projects are designed to protect the habitat function and values of the ESHA (SPR BIO-8). Further, Mitigation Measure BIO-4 requires avoidance of impacts to wetlands, including through buffers and restrictions on herbicide and prescribed herbivory usage. For a more detailed summary of these SPRs, see page 46 of [Exhibit 1](#).

In addition, the CalVTP includes numerous measures for addressing any residual impacts to biological resources. In general, these mitigation measures require avoidance and protection of listed and non-listed special status plants, habitats, and

wildlife species, through no-disturbance buffers (Mitigation Measures BIO-1a, 1b, 2a, and 2b) and other measures to address potential impacts overall. Where avoidance and protection of such biological resources is not feasible, compensatory mitigation is required, typically through the preservation and enhancement of similar species and/or habitat outside the treatment area, or through the purchasing of mitigation credits from conservation or mitigation banks (see, for example, Mitigation Measures BIO-1c and 2c). In addition, the coastal-specific standards (Coastal VTS) provide additional protections that build on and refine CalVTP requirements for the protection of ESHA and biological resources in the County's coastal zone (see page 41 of [Exhibit 1](#)). The Coastal VTS requires that forest health projects restore and enhance ecosystems and forests, protect watersheds, and promote long-term storage of carbon; restore and maintain vegetation cover to thresholds reflecting appropriate fire-return intervals; maintain vegetation cover and composition to comply with the standards set forth in the second edition of the Manual of California Vegetation so that habitat type conversion is avoided; and provide for a mosaic of native plants. Fire prevention projects are required to follow these standards to the extent feasible, while still achieving fire protection goals, and are limited to projects that are required to protect existing structures and/or infrastructure. Critically, the Coastal VTS requires that all vegetation treatment activities, excluding prescribed burning, follow a vegetation removal hierarchy that prioritizes thinning and removal of dead, dying, and diseased vegetation, followed by removal of invasive species, and lastly, removal of native species that are not endangered, threatened, rare or otherwise especially valuable.

The Coastal VTS also provides for additional standards that tier off the CalVTP SPRs. For example, the use of heavy machinery, herbicides, and prescribed herbivory must be limited to projects where their use is required and where demonstrated that they are the least environmentally damaging alternative. Further, the use of accelerants is limited to prescribed fire application where such use will not significantly disrupt or degrade ESHA, while riprap and chemical soil stabilizers that could significantly disrupt or degrade ESHA is prohibited. Similarly, wildlife-friendly fencing used pursuant to SPR BIO-11 must also allow for adequate ground clearance for smaller species to avoid entrapment and/or entanglement.

### **LCP Consistency Analysis**

For proposed forest health projects, the PWP is consistent with the County LCP because restoration of sensitive habitats, including riparian corridors, is allowed within and/or adjacent to ESHA and other sensitive resources. Specifically, and pursuant to Project Standard 4 of the PWP, the LCP allows for restoration activities within sensitive habitat areas if adequate protection measures are implemented to minimize adverse impacts. Since the PWP relies on the SPRs, mitigation measures, and Coastal VTS to safeguard sensitive habitats and species, including through protocol-level and reconnaissance surveys prior to treatment activities (SPR BIO-1, SPR BIO-3, and SPR BIO-7), design of treatment in a manner that avoids impacts to sensitive species (e.g., SPR BIO-1, SPR BIO-4, SPR BIO-5, SPR BIO-6, SPR BIO-8, and SPR BIO-12), and mitigation for significant environmental impacts within any sensitive habitat area (Mitigation Measures BIO 1c, 2c, and 3c), the PWP follows County LCP standards for both protection of ESHA and its restoration.

Further, more project-level requirements included in the County LCP, such as the requirement to invalidate technical reports (on biological resources) after one to five years (depending on the type of the report) from the date of acceptance (of the report) is met by SPR BIO-1, which limits habitat assessments submitted as part of the PSA process to one year from the date of PSA submittal to treatment commencement. Removal of significant trees pursuant to the PWP is consistent with the LCP's allowance of such removal when required to reduce fire risk and protect public health, safety, and welfare. In addition, the PWP's allowance for targeted use of herbicides (for both Fire Prevention and Forest Health projects) is consistent with the LCP's allowance of such chemicals in situations where a substantial risk to public health and safety exists or where the habitat itself is at risk (such as from extreme fire behavior that results from unnaturally high fuel loads).

Recent wildfires have demonstrated that if brush is allowed to grow unchecked, it becomes a hazard not only for an individual property, but for the neighboring properties and surrounding community as well. Without adequate vegetation management, including fuel breaks such as those proposed as fire prevention projects, catastrophic wildfires are likely to be more frequent and larger, thereby causing damage or destruction to homes, businesses, utility lines, roads (including due to landslides caused by post-fire erosion events), and other structures, as well as habitat degradation in certain cases. Fire prevention projects, which will generally be implemented as defensible spaces around existing structures in the WUI, or as fuel breaks along existing roads to provide strategic fire breaks and staging areas for fire fighters, can also be found consistent with the LCP. Unlike forest health projects, these projects are not explicitly designed for the purpose of ecological restoration, and by extension may have a greater likelihood of impacting coastal habitats and species. However, fire prevention projects are consistent with the LCP's allowance for maintaining the integrity of existing structures, roads, and other such development because they are necessary to maintain the safety, integrity, and utility of such development, and they are required to minimize and mitigate impacts to the extent feasible.

Specifically, like the Coastal Act, the County's IP identifies that authorizations for the maintenance of existing, legally-established structures, roads, and other such development is somewhat different than the manner in which most new development is authorized.<sup>5</sup> For situations involving Commission review of maintenance activities that take place in sensitive areas, the Commission does not analyze whether the existing underlying development that is being maintained is consistent with the LCP, as it was already authorized as required by the Coastal Act and LCP (or pre-dated such required authorization). Rather, the Commission only analyzes and regulates the methods of conducting the maintenance activities to ensure they are carried out in a manner most protective of coastal resources. Here, this means that the PWP may allow fire prevention activities that may affect coastal habitats, because such projects will help maintain the safety, integrity, and utility of existing structures, roads and other

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<sup>5</sup> See Coastal Act § 30610(d), 14 CCR § 13252, County IP § 13.20.060

development. However, it must impose measures to avoid, reduce, or mitigate for any impacts to coastal resources caused by the projects, including by following the forest health project guidelines as much as possible.<sup>6</sup> In this case, the PWP implementation overall is also premised on overall habitat enhancement in the County, and in fact the RCD's proposal makes clear that the majority of affected PWP acreage will be forest health projects, and thus by definition will result in overall ecological enhancement. And even for the minority of PWP acreage that might be the subject of fire prevention projects, these projects are required by the PWP to incorporate ecological enhancement principals as much as possible, and thus the cases where there may be fire prevention projects that don't lead to overall habitat enhancement are expected to be fairly limited.

In conclusion, the PWP provides a detailed series of prescriptions for protecting coastal habitats in Santa Cruz County, including CalVTP PEIR and the Coastal VTS requirements, protects coastal habitats and species, and provides appropriate mitigation for residual impacts. Therefore, the proposed PWP is consistent with the LCP's coastal habitat provisions.

#### **D. Water Quality**

The County's LCP ensures that water resources are protected through policies and ordinances that address surface water, including water supply; water quality and in-stream flows; and groundwater measures that address supply, recharge, and quality. Chapter 5 of the LUP contains numerous objectives for this purpose, including LUP Objective 5.5a for the protection and management of watersheds. Similarly, LUP Objective 5.5c aims to protect the water supplies and wildlife support values of the Least Disturbed Watersheds. LUP Objective 5.7 addresses the protection and enhancement of surface water quality and includes numerous policies that address potential impacts from new development. LUP Policy 5.7.3 and 5.7.4 pertain to erosion control measures, including sediment basins, to prevent siltation of streams. Chapter 16.22 of the IP controls impacts from erosion, including conditions that could lead to loss of topsoil and vegetative cover. Section 16.22.070 discusses measures to control runoff from activities subject to building permits, as well as development permits. Runoff generally must be retained on site, dispersed or detained over nonerodable vegetated surfaces, or carried in nonerodable channels or conduits to drainage courses; runoff from disturbed areas must be detained or filtered by vegetated filter traps, berms, or other means to prevent the escape of sediment from disturbed areas, while sediment or other organic materials must be deposited in areas where it will not be carried into

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<sup>6</sup> Further, and as described above, the PWP includes both CalVTP PEIR and related standards and mitigation measures that are designed to protect coastal habitats in fire prevention projects. For example, surveys will be conducted for sensitive species, project activities will halt if nesting birds are discovered, and non-shaded fuel breaks will mostly occur on ridges that are not adjacent to riparian areas and will include appropriate runoff control measures to ensure that sediment does not enter sensitive wetland or aquatic habitats. The Coastal VTS requires that removal of vegetation for fire prevention projects be "the minimum necessary to protect existing structures and infrastructure" and that such projects comply, to the maximum extent feasible, with various ecosystem protection measures.

streams and other waterbodies. Water quality protection is also important for maintaining healthy coastal habitats, in addition to the considerations detailed above.

Vegetation treatment activities under the PWP must be designed and implemented to protect water quality (consistent with PWP Project Standards 2 through 4). Without such requirements, vegetation treatment projects have the potential to adversely impact water quality. For example, mechanical removal of vegetation may introduce heavy machinery, such as masticators, into forested areas, potentially resulting in disturbed and compacted soils that could further contribute to erosion. The equipment used for mechanical removal of vegetation is also a potential risk to water quality through leaks and spills of fuels and other chemicals if such equipment is not maintained correctly, or if maintenance occurs near or within sensitive water resource areas. Where herbicides are applied, the risk for runoff, drift, and misapplication or spills can all threaten water quality, including leaching into groundwater.

To address these potential impacts, the CalVTP includes six SPRs that ensure the protection of water quality. For example, SPR HYD-1 requires project proponents to comply with the appropriate Waste Discharge Requirements and/or Basin Plan Prohibitions of the Regional Water Quality Control Board (RWQCB) to ensure that waste is disposed of in an appropriate manner. Similarly, prescribed herbivory must follow certain standards to guard against water quality impacts, including through the use of fencing to create buffers from sensitive water resources (SPR HYD-3), while Watercourse and Lake Protection Zones are to be established to ensure buffers between heavy machinery and prescribed burning activities are established (SPR HYD-4). For herbicide use, SPR HYD-5 protects non-target vegetation and special-status species by restricting herbicide use within and/or adjacent to various waterbodies. Relatedly, SPR HYD-6 requires treatment activities adjacent to roadways with existing stormwater drainage infrastructure to be maintained. Lastly, SPR HYD-2 prohibits the construction or reconstruction of any new roads, including temporary roads. For a summary of these hydrological SPRs, see page 46 of [Exhibit 1](#).

The CalVTP also includes a number of other SPRs that contribute to water quality protection, which are discussed in more detail under the relevant findings of this report (see Coastal Habitats and Coastal Hazards section). These include measures for incorporating buffers around water resources (SPR BIO-1); designing treatment activities to prevent the spillage of pesticides (SPR HAZ-5); requiring measures to maintain heavy equipment and follow proper herbicide disposal procedures (SPR HAZ-1 and SPR HAZ-7); minimizing erosion through soil stabilization, restrictions on heavy machinery use, and monitoring (SPR GEO-1 through SPR GEO-4, as well as SPR GEO-8); prohibiting the use of heavy equipment in sensitive resource areas (SPR GEO-7); designing prescribed burning to avoid high-intensity, severe burns (SPR AQ-3); and requiring drainage features and conditions to remain unchanged following treatment activities (SPR BIO-4 and SPR BIO-5).

Given the above standards, vegetation treatment activities carried out under the PWP would be designed and implemented consistent with the LCP through a number of measures that would avoid potential adverse impacts to water quality (consistent with

PWP Project Standards 2 through 4). As such, the PWP protects water quality and is consistent with the County LCP.

## **E. Visual Resources**

The Santa Cruz County LCP protects coastal zone visual resources, including views from public roads, and views of ridgelines and rural scenic areas. For example, LCP Objective 5.10a seeks to identify, protect and restore the aesthetic values of visual resources and LCP Objective 5.10b seeks to ensure that new development is appropriately designed and constructed to have minimal to no adverse impact upon identified visual resources. LUP Policy 5.10.3 specifically requires that disruption of landforms and aesthetic character caused by activities such as grading and timber harvesting are minimized, and that unavoidable impacts to views be mitigated by landscaping and screening development.

Treatment activities under the PWP are not anticipated to result in visual resource impacts given that proposed treatments will be designed to guard against significant, visible alterations (consistent with PWP Project Standards 2 through 4). Indeed, the SPRs and Mitigation Measures ensure that project sites be screened with sufficient vegetation within, at the edge of, or adjacent to treatment areas to screen views from outside the project area (SPR AES-3). Similarly, for mechanical and manual treatment, vegetation must be thinned and feathered to break up or screen linear edges to mimic forms of natural clearings to the extent feasible (SPR AES-1). In addition, all treatment types must also avoid staging equipment, including vehicles and vegetation debris, within viewsheds to the extent feasible (SPR AES-2).

Therefore, proposed PWP vegetation treatment projects would be designed and implemented consistent with the county's scenic and visual resource protection policies because PWP development standards would avoid, minimize and mitigate potential adverse visual resource and aesthetic impacts, and the proposed PWP is consistent with the LCP provisions protecting scenic and visual resources.

## **F. Coastal Hazards**

The County's LCP addresses hazards by ensuring that new development minimizes risk, including through hazard reduction measures, long-term structural stability and integrity, and the avoidance of landform-altering devices. More specifically, the County LCP includes numerous LUP policies "derived from the necessity to protect the community from natural hazards, as well as from hazards produced from the built environment." Chapter 6 of the LUP contains these policies, including those relevant to the vegetation treatment activities proposed under the PWP.

Vegetation treatment activities proposed under the PWP must be designed and implemented to ensure that existing coastal hazards are not exacerbated (consistent with PWP Project Standards 2 through 4). Without such standards, vegetation treatment projects could adversely impact coastal hazards, including by accidentally igniting a wildfire or causing inadvertent discharge of hazardous materials (e.g., accelerants,

herbicides, etc.) into the environment. A number of SPRs address the potential for hazards to affect health and safety, including exposure to hazardous materials or to physically hazardous situations. For hazards associated with machinery and equipment, the CalVTP requires that all machinery and equipment be maintained in accordance with manufacturing guidelines, as well as State and federal emissions requirements, including the use of spark arrestors for mechanized hand tools (SPR HAZ-1 and SPR HAZ-2). Tree cutting crews must also carry one fire extinguisher for every inventoried chainsaw, while every vehicle must be equipped with one long-handled shovel and one axe consistent with PRC Section 4428 (SPR HAZ-3). For herbicide use, a licensed Pest Control Advisor is required to prepare a Spill Prevention and Response Plan prior to beginning any herbicide treatment activities to provide protection to onsite workers, the public, and the environment from accidental leaks or spills of herbicides, adjuvants, or other potential contaminants (SPR HAZ-5). Project proponents must also coordinate all herbicide use with the County Agricultural Commissioner and obtain all required licenses and permits and follow all recommendations and regulations pertaining to the safe use of pesticides, including adherence to herbicide application parameters during application to minimize drift into public areas (SPR HAZ-6 and SPR HAZ-8). Disposal of herbicide containers must also adhere to regulations to ensure the prevention of contamination of waterbodies (SPR HAZ-7). Lastly, project proponents must post signage of herbicide usage occurring within or adjacent to sensitive areas such as schools and residential areas, as well as within 500 feet of any public area (SPR HAZ-9). A summary of the hazard SPRs can be found in [Exhibit 1](#).

In addition, the CalVTP includes a mitigation measure that requires the identification and avoidance of known hazardous waste sites. Because mechanical treatment and prescribed burning may result in soil disturbance that could disperse existing hazardous materials in the soil, Mitigation Measure HAZ-3 stipulates that project proponents must “make reasonable efforts...to determine if there are any sites known have previously used, stored, or disposed of hazardous materials.” Where hazardous materials are discovered, no soil disturbing activities or prescribed burning is to occur within 100 feet of the site boundaries. This ensures that hazardous waste sites are identified and avoided so that “exposure-related risks associated with the disturbance of a hazardous waste site” would not occur.

For hazards that may be a result of unstable geology and soils (e.g., landslides) associated with the implementation of vegetation treatment activities, the CalVTP includes eight geological SPRs. In general, these standards ensure that treatment activities do not contribute to erosion. For example, mechanical treatment and herbicide use must cease under specified environmental conditions, such as precipitation (SPR GEO-1 and SPR GEO-2). Project proponents must also stabilize soil disturbed during mechanical treatment, prescribed herbivory treatments, and prescribed burns through the use of mulch or an equivalent medium immediately after treatment activities, to the maximum extent feasible, to minimize the potential for substantial sediment discharge (SPR GEO-3). Potential for erosion must be assessed prior to treatment activities, while inspections for erosion during and following treatment activities are also required,

including remediation where necessary (SPR GEO-4). A summary of these geological hazard SPRs can be found on page 46 of [Exhibit 1](#).

In addition, the CalVTP includes other SPRs that address potential impacts from vegetation treatment activities that could result in hazardous conditions, including SPR AQ-3, which requires project proponents to prepare Burn Plans (with input from a qualified professional) for all prescribed burns, and which must minimize soil burn severity from broadcast burning to reduce the potential for runoff and soil erosion (see Air Quality and Greenhouse Gas Emissions section). Further, SPR UTL-1 requires project proponents to prepare a solid organic waste disposition plan for the disposal of materials outside the treatment area, which will ensure that organic waste that must be removed from treatment areas, such as diseased vegetation, is removed appropriately. SPR AD-3 requires project proponents to design and implement treatment activities in a manner that is consistent with applicable local plans, policies, and ordinances to the extent that the project is subject to them.

Lastly, the Coastal VTS limits the use of herbicides and heavy equipment and machinery to the maximum extent feasible. These standards will help ensure that sensitive resources and communities are protected from inadvertent exposure to hazardous materials and from adverse impacts stemming from the use of heavy machinery.

The PWP can therefore be found consistent with Santa Cruz County LCP provisions that address coastal hazards. This is because the SPRs and Coastal VTS ensure that vegetation treatment activities will be designed to minimize risks to life and property in areas of high geologic, fire and flood hazards, assure slope stability, and neither create nor contribute significantly to erosion, geologic instability, or destruction of surrounding areas.

## **G. Cultural Resources**

The County's LUP includes a suite of policies for the protection of archaeological, paleontological, tribal, and historical resources (hereafter collectively referred to as cultural resources). Five policies provide for the protection of archaeological resources, including: LUP Policy 5.19.1, which protects all archaeological resources until they can be evaluated by a qualified professional; LUP Policy 5.19.2, which requires an archaeological site survey for all projects with very high site potential; LUP Policy 5.19.3, which protects archaeological resources through site design and use restrictions, such as restricting grading to areas of a site not containing resources; LUP Policy 5.19.4, which requires a certified archaeologist to evaluate for archaeological resources and to develop protective standards where such resources are found; and LUP Policy 5.19.5, which prohibits any disturbance of Native American Cultural Sites without appropriate permits. Similarly, the County LCP includes six policies protecting historic resources, including through the maintenance of a historic resource inventory; the protection, enhancement, and/or preservation of such resources where discovered on sites proposed for development; and the review of development projects by a Historic Resources Commission.

The LCP IP carries out the aforementioned cultural resource protection policies of the LUP in greater specificity. For example, Sections 16.40.010 through 16.40.120 govern Native American Cultural Sites, with Section 16.40.040 requiring that excavation and ground disturbances cease and desist within 200 feet of any archaeological resource discovery.

Although the PWP provides for the protection of cultural resources through a number of measures, vegetation treatment activities could potentially impact known and unknown cultural resources through treatment activities that involve soil disturbance. For example, the removal of vegetation through manual treatment activities could result in the presence of workers in geographic areas that may include unknown cultural resources. Similarly, mechanical treatment could also result in the physical disturbance of land surfaces (e.g., masticator churning up the surface), which could impact shallow, undiscovered artifacts.

The CalVTP includes significant measures to protect cultural resources. Only qualified professionals or trained workers are authorized to implement the SPRs and Mitigation Measures, while pre-treatment research and reconnaissance surveying of treatment areas is required for all treatment activities. For example, SPR CUL-1 requires an archaeological and historical resource record search to be conducted pursuant to local or State agency procedures; SPR CUL-2 stipulates that California Native American Tribes in the counties where the treatment activity is located to be contacted and provided with a written description of the project objectives and location, as well as the proposed treatment activities and depth of excavation if ground disturbance is proposed; SPR CUL-3 necessitates a pre-field research to “inform survey design, based on the types of resources likely to be encountered within the treatment area, and to be prepared to interpret, record, and evaluate these findings within the context of local history and prehistory”; and SPR CUL-4 requires an archaeologist to conduct a site-specific survey of the treatment area and to provide a survey report.

Where cultural resources are known to exist or are discovered through project activities, the CalVTP provides for additional protection measures. First and foremost, SPR CUL-8 requires that all project crew members and contractors be trained in the protection of cultural resources, including halting work where archaeological resources are encountered and treatment activities involve soil disturbance. Relatedly, SPR CUL-5 and SPR CUL-6 both necessitate consultation with the culturally affiliated tribe(s) to develop protection measures for cultural resources in the treatment area. Such protection measures may include adjustments to the treatment location so that impacts to cultural resources are avoided, and/or changing the treatment design so that adverse impacts to cultural resources do not occur. Lastly, SPR CUL-7 requires project proponents to avoid treatment activities near historical resources (as defined by Section 15064.5 of the State CEQA Guidelines), including by prohibiting prescribed burning and mechanical treatment within 100 feet of such resources. Reduced buffers in such instances may be allowed only after consultant with and approval from a qualified archaeologist.

Despite the aforementioned measures to protect cultural resources, the CalVTP recognizes that ground disturbance during vegetation treatment activities could result in inadvertent damage to or destruction of cultural resources that are discovered during project operations. As such, Mitigation Measure CUL-2 requires all ground-disturbing activities within 100 feet of a discovered cultural resource to cease where such resources are discovered. A qualified archaeologist is also required to assess the resource and develop procedures to protect its integrity, including in-situ preservation amongst other measures. This follows County LCP standards (Project Standard 4 of the PWP), except that the County LCP requires cessation within 200 feet of a discovered cultural resource.

Given that the PWP adheres to the cultural resource SPRs and Mitigation Measures of the CalVTP, proposed vegetation treatment projects would be designed and implemented consistent with the LCP's cultural resource policies that require protection of such resources through record research, reconnaissance surveying, consultation with tribal entities, and protection through adjustments in treatment location or design (consistent with PWP Project Standards 2 through 4). Further, where greater protection is required under the LCP, such as in the required cessation of development activities where cultural resources are inadvertently discovered through ground disturbance, the PWP specifically requires compliance with the County LCP standard. Specifically, the PWP requires cessation of project activities within 200 feet of a discovered cultural resource, as required by the PWP, rather than just 100 feet, as required by the Mitigation Measure CUL-2.

As such, the proposed PWP is consistent with LCP provisions protecting cultural resources.

## **H. Public Access and Recreation**

The County's LCP mirrors the Coastal Act by ensuring that coastal public access and recreation is protected and maximized. LUP Objective 7.7a aims "to maximize public use and enjoyment...while protecting those resources from the adverse impacts of overuse."

Vegetation treatment activities could result in access restrictions or nuisance impacts (e.g., dust and smoke) to the extent that access and recreation is disrupted temporarily. Since public access and recreational opportunities throughout the treatable landscape occurs on land owned and operated by State and local agencies, special districts, non-profit organizations, and private entities, SPR REC-1 requires project proponents to coordinate with the owner or manager of any public recreation area or facility that would require temporary closure and to post notifications of the closure at least two weeks prior to the commencement of the treatment activities. Similarly, SPR HAZ-9 requires project proponents utilizing herbicide application within or adjacent to public recreation areas to post signs at each end of an herbicide treatment area and any intersecting trails. Further, SPR TRAN-1 would require the preparation of a Traffic Management Plan (TMP) "if traffic generated by the project would result in obstructions, hazards, or delays exceeding applicable jurisdictional standards along access routes for individual

vegetation treatments.” Measures included within a TMP could mitigate traffic impacts through signage, flaggers, or treatment schedule restrictions that aim to avoid peak vehicle traffic times.

For nuisance impacts, SPRs related to aesthetic and visual resources (see previous findings on Visual Resources), as well as air quality (see staff findings on Air Quality and Greenhouse Gas Emissions), would help “reduce disruption of recreation by requiring workers to store equipment outside of the viewshed, minimize smoke dispersion, suspend ground disturbing treatment activities when there is visible dust, and minimize the ingress/egress of heavy equipment along public roadway” (PEIR 3.14-7).

In addition, the coastal-specific standards in the Coastal VTS (see page 41 of [Exhibit 1](#)) include a public access and recreation provision requiring the protection of public access and public recreational areas and facilities during project operations to the maximum extent feasible. Measures to be implemented include minimization of trails closures, limiting the use of public parking spaces for staging operations, posting available accessway signage and using flaggers, and designing construction access corridors in a manner that has the least impact on public access. Completed vegetation treatment projects must also ensure that any impacted coastal public access and recreational amenities are restored to existed conditions. Thus, this standard builds upon the CalVTP SPRs and helps to ensure that impacts to access and recreational amenities are avoided and minimized, as well as restored upon project completion.

Therefore, proposed PWP vegetation treatment projects would be designed and implemented consistent with the LCP’s public access and recreation policies because PWP development standards would ensure that adverse impacts to public access and recreation would be avoided where possible, or minimized where avoidance would not be feasible (consistent with PWP Project Standards 2 through 4). Therefore, the proposed PWP is consistent with the LCP provisions protecting public access and recreation.

## **I. California Environmental Quality Act**

Pursuant to Public Resources Code Section 21067 and Sections 15050 and 15051 of Title 14 of the California Code of Regulations, the Board of Forestry is the lead agency for CEQA purposes, as it is the public agency with principal responsibility for carrying out the CalVTP, while the Santa Cruz County Resource Conservation District is a responsible agency tasked with implementing vegetation treatment under the PWP. As the lead agency under CEQA, the BOF certified its PEIR in December 2019 in accordance with State CEQA Guidelines Section 15168(c) for streamlining later vegetation treatment activities.

As an agency with a certified regulatory program under CEQA Section 21080.5, the Commission must consider alternatives and mitigation measures that would substantially lessen any significant adverse environmental effects that the proposal would otherwise have on the environment. Sections 13371 and 13356(b)(2) of Title 14

of the California Code of Regulations require that the Commission not approve or adopt a PWP unless it can find that: "...there are no feasible alternatives, or feasible mitigation measures,...available which would substantially lessen any significant adverse impact that the development...may have on the environment."

Alternatives to the proposed PWP were analyzed for their potential to substantially lessen any significant adverse impacts that the development may have on the environment. No such feasible alternatives were found.

The No Project alternative was determined not to meet the primary project objectives. Risks from wildfire are present in many areas of California, including natural areas and habitats in the coastal zone. The PWP is intended to allow a streamlined process to help increase the pace and scale of vegetation management activities intended to prevent damaging wildfires. The PWP would help the State meet its goals by authorizing projects over a 10-year period that reduce those fire risks. Without a PWP, vegetation management projects could be authorized through other channels, such as individual CDPs, but likely at a slower pace. If fewer projects move forward, adverse impacts to coastal habitats and species caused by vegetation management might be reduced, depending on which projects were undertaken. However, there would also be fewer habitat benefits from forest health projects, as fewer of these types of restoration projects would likely be carried out. Essentially, without a certified PWP, risk reduction through fuel management in the project area would be minimal, whereas risk reduction through fuel management is intended to be a key strategy in the State's fire prevention efforts. In addition, existing, artificially-high fuel loads in habitat areas would remain roughly the same, allowing for continued risk of hotter fires that risk damage to the habitat itself. In sum, without the PWP, there would be fewer restoration projects proposed and carried out, fewer fire prevention projects overall (which could lead to larger and more destructive wildfires), and potentially more requests for emergency permits and individual permits for smaller projects, which would fail to provide the region-wide, systematic approach to fuel management that the State has found is needed to deal with the fire risks in Santa Cruz County and throughout the State. The "no project" alternative would not meet the project objectives, nor would it be less environmentally damaging overall, although it may reduce near-term impacts to some areas depending on which projects were undertaken per the PWP.

Another alternative would be to limit the types of projects that could be implemented under the PWP to only forest health projects. The PWP would allow for the implementation of forest health projects and fire prevention projects in the project area to accommodate all aspects of the State's CalVTP. The PWP commits to a majority of the total acreage of covered projects to be forest health projects to ensure that benefits to the environment are maximized through forest health and ecological restoration planning in the PWP Program Area. Under an alternative that only permits forest health projects, a majority of the areas proposed for treatment under the PWP would still be eligible for treatment, and the fire prevention projects, which are less directly beneficial to the immediate habitat where they would occur, would not be allowed under the PWP (though still might be permitted on a case-by-case basis through CDPs). This alternative would have fewer impacts on habitat areas. However, recent wildfires have

demonstrated that if brush is allowed to grow unchecked, it becomes a hazard not only for an individual property, but for the neighboring properties and surrounding community as well. Fire prevention projects are a necessary part of fighting wildfires, as fuel breaks provide strategic locations for firefighters to stage equipment and potentially contain fires, while fire prevention around properties and infrastructure provide for a defensible space from approaching wildfires. Without these projects, the County could not achieve the fundamental objectives of the CalVTP to reduce wildfire risks and would not accommodate efforts to reduce the risk of wildfires with the most potential for harm to life and property. In the long-term, a suite of fire risk reduction measures is needed to protect habitat from severe fires, so the full benefits of a forest health only program wouldn't be achieved if the fire prevention projects weren't incorporated.

A third alternative is to reduce the overall PWP Program Area available for projects. The PWP program area covers approximately 52,500 acres of unincorporated Santa Cruz County coastal zone, encompassing all moderate, high, and very high fire hazards areas. A reduced program area alternative would limit the area where vegetation treatment activities could occur. By their nature, the proposed Program activities must take place within wildland areas of the County, many of which include coastal habitats protected under the LCP. As a result, projects will occur directly within these habitat areas. There are no alternative Program Area configurations that would avoid such areas. In addition, while the potential area for vegetation treatment projects is extensive, limiting the extent of the program area would not likely reduce impacts because implementation of the PWP treatment activities are not intended to occur throughout the entire Program Area. Rather, the PWP is designed to allow flexibility on the location of vegetation treatments based on treatment prioritization over a ten-year period, including by consideration of available funding, priority for high fire risk areas and communities in need, and available entities both willing and able to carry out treatment activities. The number and extent of projects in the proposed Program Area are not currently known; however, the Program Area is not anticipated to be the target of extensive funding and treatments. Maintaining a larger Program boundary allows the necessary flexibility to design projects that maximize effectiveness, as funding and circumstances arise. Therefore, the "reduced program area" alternative would not be less environmentally damaging overall, since the treatment activities will take place in habitat areas regardless of design and confining the projects to a smaller area would not reduce the potential number or extent of treatment activities, but would merely limit flexibility on design and implementation.

The Commission incorporates its findings on LCP consistency at this point as if set forth in full. These findings address and respond to all public comments regarding potential significant adverse environmental effects of the project that were received prior to preparation of this report. For the reasons discussed in this report, the PWP is consistent with relevant LCP requirements. There are no other feasible alternatives or mitigation measures available that would further lessen any significant adverse effects that the development would have on the environment. Thus, the PWP is consistent with CEQA.

## **APPENDIX A – SUBSTANTIVE FILE DOCUMENTS**

- Santa Cruz County Local Coastal Program
- Board of Forestry Certified Programmatic Environmental Impact Report (December 2019)
- Santa Cruz County Resource Conservation District Forest Health and Fire Resilience Public Works Plan