

TABLE 1: Draft Basic Policy Statement Revisions

BASIC POLICY STATEMENT	RELATED SERVICE PLAN STATEMENTS	CHANGE CONSIDERATIONS TO BASIC POLICY
INTRODUCTION “...to try to save for everyone, for the hostile and indifferent as well as the committed, some of the health that flows down across the green ridges from the Skyline, and some of the beauty and refreshment of spirit that are still available to any resident of the valley who has a moment, and the wit, to lift up his eyes unto the hills.” - Wallace Stegner	PERSPECTIVE / DEFINITION: The introduction statement was written before the District expanded its jurisdiction to the coastside. It is inscribed at Long Ridge Open Space Preserve in a plaque dedicated by Wallace Stegner’s wife on May 19, 1996*. The perspective not necessarily inclusive of the view from the coastside extending from the Skyline to the Pacific Ocean. * The Valley of Hearts Delight – True Tales from Around the Bay. Page 45.	Leave quote intact. Add footnote: <u>“The quote by Wallace Stegner was written prior to the initiation of the District’s Coastal Protection Program. Wallace Stegner donated the first parcels of land, which are now part of Long Ridge Open Space Preserve. A dedicated bench at the Preserve on which the quote resides faces west toward the coastside and the Pacific Ocean.”</u>
OPEN SPACE: ▪ Is land area that is allowed to remain in or return to its natural state. Open space lands may include compatible agricultural uses. ▪ Protects areas of scenic beauty and preserves natural habitats necessary to sustain plant and animal life, especially native and endangered species. ▪ Offers opportunities to the public for education, recreation, and renewal of spirit. ▪ Enhances public safety by preventing development of areas prone to landslides, earthquake damage, flooding, and wildland fires.	PERSPECTIVE / DEFINITION: The Basic Policy statement recognizes agriculture as a compatible open space use and, under “Agriculture and Revenue-Producing Use” (see below), agriculture is supported. However, the objective of the Service Plan goes further in “preserving and fostering existing and potential agricultural operations in San Mateo County in order to keep the maximum amount of prime agricultural land and all other lands suitable for agriculture in agricultural production”. The Service Plan includes agriculture as open space not only as a compatible use. The intent is to maintain agriculture in perpetuity on the coastside. Additionally, agriculture is not a “natural state”. Agricultural lands are working lands for the managed production of resources.	Amend to read: OPEN SPACE ▪ Is land area that is allowed to remain in or return to its natural state. Open space lands may include compatible agricultural uses. <u>retains conservation values and includes natural, restored, undeveloped, underdeveloped, and working agricultural land.</u> ▪ Protects areas of scenic beauty and preserves natural habitats necessary to sustain plant and animal life, especially native and endangered species. ▪ <u>Protect biodiversity and natural resources</u> ▪ <u>Protects natural and/or rural character.</u> ▪ Offers opportunities to the public for education, recreation, and renewal of spirit.

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	Open space by definition is many things including agriculture (reference: California Code, Government Code - GOV § 65560).	- Enhances public safety by preventing development of areas prone to landslides, earthquake damage, flooding, and wildland fires. <u>On the Coastsides, encourage viable agricultural uses of land resources.</u>
MISSION STATEMENT The District's mission is: <i>To acquire and preserve a regional greenbelt of open space land in perpetuity; protect and restore the natural environment; and provide opportunities for ecologically sensitive public enjoyment and education.</i>	GAP/CONFLICT: The Basic Policy does not include preserving agricultural land of regional significance, preserving rural character, and encouraging viable agricultural use of land resources. It is noted that the Service Plan Mission Statement seemingly refers to agricultural land as differentiated from open space land. That may be an internal inconsistency in the Service Plan. See also definition of open space above.	Modify and expand to read: MISSION STATEMENT The District's mission <u>outside of the Coastsides Protection Area</u> is: <i>To acquire and preserve a regional greenbelt of open space land in perpetuity; protect and restore the natural environment; and provide opportunities for ecologically sensitive public enjoyment and education.</i> <u>The District's mission within the Coastsides Protection Area is:</u> <u><i>To acquire and preserve in perpetuity open space land and agricultural land of regional significance; protect and restore the natural environment; preserve rural character; encourage viable agricultural use of land resources; and provide opportunities for ecologically sensitive public enjoyment and education.</i></u>
OBJECTIVES 1. Open Space Land Preservation: The District seeks to purchase or otherwise acquire interest in the maximum feasible area of strategic ² open	GAP/CONFLICT: The Basic Policy was adopted long before the Service Plan when, at the time, it was appropriate to reference only "baylands and foothills". This is a very	Revise to read: 1. Open Space Land Preservation: The District seeks to purchase or otherwise acquire interest

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space land within the District, including baylands and foothills. The District seeks to link its open space lands with federal, state, county, and city parklands and watershed lands. 2. Open Space Acquisition Policies, Pgs. 2-6	specific perspective excluding the Coastsides ocean front, agricultural plains, and the Santa Cruz Mountains. The Basic Policy objective is also silent on preserving an existing or potential agricultural operation / land. See also definition of open space above.	in the maximum feasible area of strategic² open space land within the District, including baylands, foothills, <u>skyline, and coastsides</u>. The District seeks to link its open space lands with federal, state, county, and city parklands and watershed lands <u>and, on the coastsides, protect the rural character and open space values of working agricultural lands</u>. 2. Open Space Acquisition Policies, Pgs. 2-6
Policies District Purpose a. As an open space agency, the District’s primary purpose is to preserve open space. Development of traditional park and recreation facilities is the responsibility of the cities and counties.³ 3. Master Plan/Open Space Acquisition Policies, Pg. 3; Land Acquisition Policies, Pg. 3, Par. F	GAP/CONFLICT: The Basic Policy does not include a District of preserving existing and potential agricultural operations in order to keep the maximum amount of prime agricultural land and other lands suitable for agriculture in agricultural production. See also definition of open space above.	Change to read: Policies District Purpose a. As an open space agency, the District’s primary purpose is to preserve open space. Development of traditional park and recreation facilities is the responsibility of the cities and counties.³ <u>On the coastsides, the District also works to preserve agricultural lands of regional significance.</u> 3. Master Plan/Open Space Acquisition Policies, Pg. 3; Land Acquisition Policies, Pg. 3, Par. F
Strategic Emphasis b. The District uses its available resources primarily to acquire or otherwise preserve land outside the Urban Service Area boundaries of cities that has regionally significant open space	GAP/CONFLICT: The Service Plan is more broad-reaching alluding to work and /or approvals within the City of Half Moon Bay. However, this is also very specific to one jurisdiction, which would only apply to certain projects and activities. Therefore,	▪ None required. Use of the word “primarily” for acquiring or otherwise preserving land outside Urban Service Areas does not limit occasional District actions within Urban Service Areas.

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value and that might be lost to development if the District fails to act.⁴ _____ 4. Master Plan/Open Space Acquisition Policies, Pg. 6	mention of the City of Half Moon Bay may be more appropriate for the Service Plan versus adding to the Basic Policy.	
Open Space Acquisition c. The District acquires land most often through fee simple interest (outright ownership). Options and installment purchases may be employed to this end. To conserve funding for preservation, the District may seek to preserve open space without outright ownership of the land. The District may act as a landbank through acquisition of less than fee interest to accomplish the same results with less immediate expenditure of the District’s funds. Examples include acquisition of a remainder interest following a life tenancy; open space, conservation, or scenic easements; and purchase and leaseback arrangements. The District actively strives to acquire open space through gifts and matching grants. Gifts of land with life tenancy are encouraged. Other creative open space preservation techniques are explored and utilized when possible.⁶ _____ 6. Land Acquisition Policies, Pgs. 5 - 10	GAP/CONFLICT: The Basic Policy emphasizes fee simple acquisition and alludes to other methods; the Basic Policy language may be considered vague in terms of conserving the coastside agriculture. The Service Plan instead places strong emphasis on agricultural easements.	Change to read: Open Space Acquisition b. The District acquires land most often through fee simple interest (outright ownership). Options and installment purchases may be employed to this end. To conserve funding for preservation, <u>or to allow farmers and ranchers to retain ownership of working agricultural lands</u>, the District may seek to preserve open space without outright ownership of the land. The District may act as a landbank through acquisition of less than fee interest to accomplish the same results with less immediate expenditure of the District’s funds. Examples include acquisition of a remainder interest following a life tenancy; open space, conservation, <u>agricultural</u>, or scenic easements; <u>and or</u> purchase and leaseback arrangements. The District actively strives to acquire open space through gifts and matching grants. Gifts of land with life tenancy are encouraged. Other creative open space preservation techniques are explored and utilized when possible.⁶ _____ 6. Land Acquisition Policies, Pgs. 5 - 10

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The District desires to acquire open space from willing sellers. Eminent domain will be used only in strict compliance with the District’s eminent domain policies: <i>“The District does not want to use eminent domain as a means of purchasing land unless the property concerned is an open space parcel of critical importance or is under some dire emergency, such as immediate destruction of natural resources, or clearing for development purposes. Even under such urgent circumstances, however, eminent domain would still be used only as a last resort. The District would continue to use negotiations as its objective in purchasing the land.”</i>⁷ 7. Polices Regarding Use of Eminent Domain, Ordinance No. 86-1	GAP/CONFLICT: The Service Plan specifically eliminates any use of eminent domain and requires the Board to adopt it by ordinance and be referenced in every governing document and proposal by the District within the Coastside. Amendment required. The Service Plan states: ▪ <i>“Within the Coastal Annexation Area, the District shall only acquire lands or interests in lands from willing sellers. The power of eminent domain will not be exercised by the District within the Coastal Annexation Area. This policy is a Basic Policy for the Coastal Annexation Area.”</i>	Change to read: The District desires to acquire open space from willing sellers. <u>By ordinance, the District is prohibited from using eminent domain within the Coastside Protection Area. Elsewhere,</u> eminent domain will be used only in strict compliance with the District’s eminent domain policies: <i>“The District does not want to use eminent domain as a means of purchasing land unless the property concerned is an open space parcel of critical importance or is under some dire emergency, such as immediate destruction of natural resources, or clearing for development purposes. Even under such urgent circumstances, however, eminent domain would still be used only as a last resort. The District would continue to use negotiations as its objective in purchasing the land.”</i>⁷ 7. Polices Regarding Use of Eminent Domain, Ordinance No. 86-1 <u>Land Acquisition Policies and Procedure, pg 13.</u>
Master Plan, Regional Open Space Study d. To guide the District’s open space preservation efforts, the District produces a master plan and a regional open space study. The master plan sets forth guidelines for District acquisitions and shows the relative desirability of potential open space land acquisitions. The regional open space study shows the general extent of lands and public access improvements existing and under	GAP/CONFLICT: Specific reference to agriculture is missing. See also discussion related to the definition of “open space”. References to the Master Plan and Regional Open Space Study are obsolete	▪ No change required as working agricultural lands are included in the definition of open space above. Change to read: Master Plan, Regional Open Space Study <u>Vision Plan, Conservation Atlas Database</u> d. To guide the District’s open space preservation efforts, the District <u>developed a 40-year Vision</u>

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consideration to complete the District’s greenbelt mission. Both documents are subject to periodic review and modification by the Board of Directors after public hearings. The regional open space study is subject to periodic technical updates. Both documents are submitted to the counties, cities, and other conservation-oriented local, state, and federal agencies and organizations for review and comment in order to encourage coordination with their planning and policies.		<u>Plan with extensive public engagement and maintains an accompanying Conservation Atlas and Geographic Information Systems database produces a master plan and a regional open space study.</u> The master plan <u>Vision Plan</u> sets forth <u>a regional vision for open space and identifies priority action portfolios and areas that guide</u> guidelines for District acquisitions. <u>The Conservation Atlas further assists conservation efforts by showing</u> shows the relative desirability of potential open space land acquisitions <u>to enhance the greenbelt.</u> The regional open space study <u>These tools are updated on a regular basis.</u> <u>The Vision Plan and individual Preserve Use and Management Plans show the general extent of planned use and management actions, including public access improvements and working agricultural lands. show the general extent of lands and public access improvements existing. -and under consideration to complete the District’s greenbelt mission.</u> Both documents are subject to periodic review and modification by the Board of Directors after public hearings. The regional open space study is subject to periodic technical updates. Both documents are submitted <u>Copies of proposed Plan Amendments, or new Preserve Plans, are provided</u> to the counties, cities, and other conservation-oriented local, state, and federal public agencies, <u>indigenous tribes, local</u> organizations, <u>and to the public</u> for

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		review and comment in order to <u>ensure broad outreach, engagement, and input.</u> encourage coordination with their planning and policies. <u>These plans require Board review and approval at public meetings.</u>
OBJECTIVES 2. Open Space Management: The District follows management policies that ensure proper care of the land, that provide public access appropriate to the nature of the land, and that are consistent with ecological values and public safety.⁸ ^{8.} Resource Management Policies	GAP/CONFLICT: The Basic Policy does not reference the continuation of agricultural uses that protect natural resource and open space values. See also definition of open space above.	▪ No change required as working agricultural lands are included in the definition of open space above.
Policies Resource Management a. The District protects and restores the natural diversity and integrity of its resources for their value to the environment, and the public, and provides for the use of the preserves consistent with resource protection.⁹ ^{9.} Resource Management Mission Statement	GAP/CONFLICT: The Basic Policy does not reference how in preserving agricultural lands, the District is also protecting natural resource and open space values. See also definition of open space above.	Change to read: Policies Resource Management a. The District protects and restores the natural diversity and integrity of its <u>natural</u> resources for their value to the environment, and the public. <u>The District's agricultural conservation work serves in part to protect many underlying natural resource values, such as wildlife connectivity, soil health, and groundwater recharge.</u> <u>The District</u> provides for the use of the preserves consistent with resource protection.⁹ ^{9.} Resource Management Mission Statement
Public Access and Constraints b. The District provides public access to the open space lands for low-intensity recreational uses.	GAP/CONFLICT: The Basic Policy does not reference the avoidance of impacts to agricultural uses from public access	Public Access and Constraints b. The District provides public access to the open space lands for low-intensity recreational uses.

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The District’s highest priority is acquiring land to complete the greenbelt and to protect natural resources on open space land. Public access will be provided gradually to ensure that the higher priorities of acquisition and resource protection are maintained. Developing facilities and managing public use activities while protecting natural resources and providing for public safety may require limits on access to some open space lands. Areas found to be vital wildlife or plant habitats are designated as refuge areas, and in these areas, access will be severely restricted. In addition to protection of sensitive natural resources, factors that may delay or limit access include the carrying capacity of the land, geologic features, restoration efforts, the ability to plan and implement trails, parking, restrooms, map boards and signs, and identification and mitigation of potential safety hazards.¹⁰ ^{10.} Resource Management Policies	activities, as well as the avoidance of public access impacts to surrounding private lands. A number of Service Plan statements provide greater detail in avoiding agricultural lands and protecting private property.	The District’s highest priority is acquiring land to complete the greenbelt and to protect natural resources on open space land. <u>Ecologically sensitive</u> public access will be provided gradually to ensure that the higher priorities of acquisition and resource protection are maintained. <u>Measures are incorporated to reduce potential conflicts between public access and agricultural land uses as well as adjacent private property.</u> Developing facilities and managing public use activities while protecting natural resources, <u>open space values</u> and providing for public safety may require limits on access to some open space lands. Areas found to be vital wildlife or plant habitats are designated as <u>conservation management units</u> refuge area, and in these areas, access will be severely restricted <u>or limited</u>. In addition to protection of sensitive natural resources, factors that may delay or limit access include <u>agricultural use</u>, the carrying capacity of the land, geologic features, restoration efforts, the ability to plan and implement trails, parking, restrooms, map boards and signs, <u>fencing</u>, and identification and mitigation of potential safety hazards.¹⁰ ^{10.} Resource Management Policies
Because of the District’s commitment to maximum open space preservation efforts, expenditure guidelines will be established for the amount of funding available for recreational	Staff Note: Although not directly related to the Service Plan, the Basic Policy language is outdated with a need to update the growth	Because of the District’s commitment to maximum open space preservation efforts, <u>expenditure guidelines will be established for the amount of funding available for recreational</u>

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improvement projects and restoration activities.¹¹ 11. Average Seven Percent Growth Guideline for District Operating Expenses and Annual Budget	guidelines that are used to control administrative expenses.	improvement projects and restoration activities. <u>the District relies heavily on dedicated capital funding sources, including grant funds, to complete recreational improvement projects and restoration activities.</u> 11. Average Seven Percent Growth Guideline for District Operating Expenses and Annual Budget
Recreational Use and Improvements c. Improvements on District lands are generally limited to facilities (i.e. parking areas, trails and patrol roads, restrooms, mapboards, and signs) for low-intensity recreational uses. Low-intensity recreation avoids concentration of use, significant alteration of the land, and significant impact on the natural resources or on the appreciation of nature.^{12, 13} 12. Resource Management Policies 13. Land Acquisition Policies, Pg. 3, Par. F	GAP/CONFLICT: No reference in the Basic Policy to improvements related to public access and active agriculture. Avoidance of existing prime agricultural lands, unique farmlands, farmlands of statewide importance, or fragmenting agricultural operations are not referenced in the Basic Policy. Staff Note: If the listing of special use facilities in the Basic Policy is the totality of facilities versus examples, the policy should use “e.g.,” not i.e.”)	Recreational Use and Improvements c. Improvements on District lands are generally limited to facilities (i.e. <u>e.g.</u>, parking areas, trails and patrol roads, restrooms, mapboards, <u>fencing</u>, and signs) for low-intensity recreational uses. Low-intensity recreation avoids concentration of use, significant alteration of the land, and significant impact on the natural resources, or on the appreciation of nature, <u>or on working agricultural lands</u>.^{12, 13} 12. Resource Management Policies 13. Land Acquisition Policies, Pg. 3, Par. F
Special Use facilities, (i.e. nature centers, historic structures, picnic tables, or backpack camps), and Special Use activities (i.e. large recreation events, hang gliding, or off-leash dog areas), are considered on a case by case basis. In some cases Special Use activities may require a permit. These types of uses may be allowed when they do not monopolize significant areas of natural land, do not significantly impact	GAP/CONFLICT: The Service Plan prohibits camping. Staff Note: If the listing of special use facilities in the Basic Policy is the totality of facilities versus examples, the policy should use “e.g.,” not i.e.”)	Change to read: Special Use facilities, (i.e. <u>e.g.</u>, nature centers, historic structures, picnic tables, or backpack camps, <u>off-leash dog areas or farm stands</u>), and Special Use activities (i.e. <u>e.g.</u>, large recreation <u>cultural</u> events, hang gliding, or off-leash dog areas <u>trail runs</u>), are considered on a <u>case-by-case</u> basis. In some cases, Special Use activities may require a permit. These types of uses may

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natural or aesthetic resources, and provide benefits such as environmental education, heritage resource protection, or public enjoyment and appreciation of nature. The cost of management and exposure to liability of these types of facilities and activities may be a factor in deciding whether to permit them on District lands.		be allowed when they do not monopolize significant areas of natural land, do not significantly impact natural or aesthetic resources <u>or agricultural uses</u>, and provide benefits such as environmental education, heritage resource protection, or public enjoyment and appreciation of nature. The cost of management and exposure to liability of these types of facilities and activities may be a factor in deciding whether to permit them on District lands.
Agriculture and Revenue-Producing Use f. The District supports the continued agricultural use of land acquired for open space as an economic and cultural resource, including, but not limited to, grazing, orchards, row crops, and vineyards.	GAP/CONFLICT: The Service Plan allows for options other than fee-simple acquisition including selling back some agricultural lands or securing easements rather than acquisition.	The District supports the continued <u>agricultural</u> use of <u>viable agricultural</u> land acquired and <u>protected</u> for open space as an economic and cultural resource, including, but not limited to, grazing, orchards, row crops, and vineyards.
The District does not consider commercial logging as agriculture. The District requires sound agricultural management practices on land it manages or monitors, in accordance with its Resource Management Policies.¹⁷ ¹⁷. Resource Management Policies, Goals 10 and 11	GAP/CONFLICT: The Service Plan allows limited logging when in the best interest of managing the ecological values, protecting public safety, or controlling disease within a property or watershed. The Service Plan also allows purchase of property or an easement with an approved timber harvest plan. Nonetheless, the District does not consider commercial logging that is solely for the purpose of revenue generation as a form of allowable agriculture. Limited logging is considered on a case-by-case basis when the purpose is forest health.	Change to read: The District does not consider commercial logging as agriculture. The District requires sound agricultural management practices on land it manages or monitors, in accordance with its Resource Management Policies <u>and Agricultural Policy</u>.¹⁷ <u>On a case-by-case basis, the District may purchase property or an easement that includes approved timber harvest plans. The District does not propose commercial harvest of timber on District-owned property that is solely for the purpose of revenue generation. The District may pursue individual timber harvest plan¹⁸ for the purpose of managing the ecological values, wildfire resiliency, protecting public safety, or</u>

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		<u>controlling disease within the property or watershed. In such cases, the timber may be sold with revenues used to fund land management work.</u> 17. <u>Agricultural Policy and</u> Resource Management Policies, Goals 40 FM and 44 ES 18. <u>There is a District prohibition on selling timber for profit to directly support the District's general funding. Any revenue generated from selective logging or timber sales as part of forest management activities must be used for restoration and forest management purposes.</u>
Policies Cost Constraints a. Because the District is committed to maximum preservation efforts, administrative expense growth is limited by following an average annual operating expenses growth guideline, and by utilizing the help of other governmental agencies, private entities, contractual services, and volunteers.²² ²². Average Seven Percent Growth Guideline for District Operating Expenses and Annual Budget	Staff Note: Although not directly related to the Service Plan, the Basic Policy language is outdated with a need to update the growth guidelines that are used to control administrative expenses.	Change to read: Policies Cost Constraints a. Because the District is committed to <u>maintain a conservative fiscal outlook to ensure maximum support of its mission,</u> administrative expense growth is limited by following an average annual operating expenses growth guideline <u>the growth in tax revenues, by evaluating the ratio of operating expenses,</u> and by utilizing the help of other governmental agencies, private entities, contractual services, and volunteers. 22. Average Seven Percent Growth Guideline for District Operating Expenses and Annual Budget