

COUNTY OF SAN MATEO

ENVIRONMENTAL SERVICES AGENCY

Date: June 19, 2001

**TO:** Honorable Board of Supervisors

**FROM:** Marcia Raines, Director *MR*

**SUBJECT:** EXECUTIVE SUMMARY  
San Bruno Mountain State and County Park Master Plan

PROPOSAL

The San Mateo County Parks Division has prepared an update to its 1982 Master Plan. The Parks and Recreation Commission has recommended that the Draft San Bruno Mountain Master Plan be conceptually approved by the Board of Supervisors as revised based on public input.

RECOMMENDATION

That the Board of Supervisors:

1. Conceptually approve the updated Draft San Bruno Mountain State and County Park Master Plan (consisting of the Draft Plan dated April 20, 2000 and its Addendum January 3, 2001) including revisions requested from the California Department of Parks and Recreation, in order to replace the 1982 San Bruno Mountain State and County Park General Plan.
2. Direct the County Parks Division to proceed with environmental review so that the Final Master Plan can be adopted.

BACKGROUND

The San Mateo County Parks and Recreation Division has prepared an update to the San Bruno Mountain State and County Park Master Plan, last adopted as a General Plan in May of 1982. Since the adoption of the General Plan, several changes have occurred that need to be taken into consideration for the complete management of the Park's natural, cultural, and recreational resources.

The primary change occurred when the Habitat Conservation Plan (HCP) was adopted six months after the approval of the 1982 General Plan. The HCP greatly influenced the management and operation of the Park for the enhancement of habitat for the species of concern. It also established various development agreements with the surrounding communities, developers and private interests. This, in turn, resulted in growth of the population on the perimeter of the Park, which is now placing an increasing demand on the Park for recreational resources. Land to be donated and "dedicated" for habitat to the San Bruno Mountain State and County Park was included in these development agreements as mitigation for the impact of the development to the endangered species. This future addition of land also needs to be managed by the County for natural, cultural and recreational resources.

The purpose of the proposed Master Plan is to incorporate these changes, evaluate the existing conditions, review Park operations and determine current and future demand for land use and facilities. To present all of this information, this Master Plan is separated into the following elements:

- Objectives and Policies
- Resources
- Land Use and Facilities
- Operations and Maintenance

For the purposes of this Master Plan, all real property associated with the State and County Park has been included in this plan. This land includes lands owned by the State (excluding Owl and Buckeye Canyons in California Department of Fish and Game ownership) and County, and parcels identified for future dedication under the HCP. The Master Plan does not distinguish between property under current park management and lands yet to be dedicated. Dedications could be under the form of fee simple dedication (County will own land outright) or as an easement (County will have rights to use and manage land, but not own it).

The California State Park and Recreation Commission will need to approve the revised Master Plan and as such has requested the following changes in the final draft to make it consistent with State Park planning documents (Attachment C):

1. Page 2-1 contains the mission of the San Bruno Mountain State and County Park. To meet the requirements of Section 5002.2(b) of the Public Resources Code, the mission should be redefined as a "declaration of purpose."
2. The maps included in the Master Plan should clearly show the area within State ownership.

Staff recommends these changes be made to ensure consistency between State and County Park planning documents.

Staff is requesting that the Board of Supervisors conceptually approve the Draft Master Plan so that the environmental review can proceed. An Environmental Impact Report (EIR) will likely be required. The Board of Supervisors has previously dedicated \$35,000 to County Parks to proceed with preparation of an EIR. Following completion of the EIR, the Draft Master Plan and Draft EIR will be brought back to the Board of Supervisors for approval and certification respectively.

Following approval of the Master Plan, there will be new costs associated with implementation that will be brought back to the Board for consideration through the normal budget process. The Parks Division is not requesting any new funding commitment at this time. The Parks Division is committed to finding outside grant funding to assist in paying for some of the recommendations resulting from the Draft Master Plan.

COUNTY OF SAN MATEO  
ENVIRONMENTAL SERVICES AGENCY

Date: June 19, 2001

**TO:** Honorable Board of Supervisors  
**FROM:** Marcia Raines, Director  
**SUBJECT:** San Bruno Mountain State and County Park Master Plan

**PROPOSAL**

The San Mateo County Parks Division has prepared an update to its 1982 Master Plan. The Parks and Recreation Commission has recommended that the Draft San Bruno Mountain Master Plan be conceptually approved by the Board of Supervisors as revised based on public input.

**RECOMMENDATION**

That the Board of Supervisors:

1. Hear a presentation by staff on the San Bruno Mountain State and County Park Master Plan.
2. Open the public hearing.
3. Close the public hearing.
4. Conceptually approve the updated Draft San Bruno Mountain State and County Park Master Plan (consisting of the Draft Plan dated April 20, 2000 and its Addendum January 3, 2001), including revisions requested by the California Department of Parks and Recreation, in order to replace the 1982 San Bruno Mountain State and County Park General Plan.
5. Direct the County Parks Division to proceed with environmental review so that the Final Master Plan can be adopted.

**BACKGROUND**

The San Mateo County Parks and Recreation Division has prepared an update to the San Bruno Mountain State and County Park Master Plan, last adopted as a General Plan in May of 1982. Since the adoption of the General Plan, several changes have occurred that need to be taken into consideration for the complete management of the Park's natural, cultural, and recreational resources.

The primary change, occurred when the Habitat Conservation Plan (HCP) was adopted six months after the approval of the 1982 General Plan. The HCP greatly influenced the management and operation of the Park for the enhancement of habitat for the species of concern. It also established various development agreements with the surrounding communities, developers and private interests. This, in turn, resulted in growth of the population on the

perimeter of the Park, which is now placing an increasing demand on the Park for recreational resources. Land to be donated and "dedicated" for habitat to the San Bruno Mountain State and County Park was included in these development agreements as mitigation for the impact of the development to the endangered species. This future addition of land also needs to be managed by the County for natural, cultural and recreational resources.

The purpose of the proposed Master Plan is to incorporate these changes, evaluate the existing conditions, and determine current and future demand for land use and facilities, and review of Park operations. To present all of this information, this Master Plan is separated into the following elements:

- Objectives and Policies
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## CHRONOLOGY

March 7, 1998	Public Workshop #1 takes place. The purpose of this workshop was to involve the public in the process of developing a Master Plan for the park.
February 1- March 19, 1998	Master Plan questionnaires distributed.
June 25, 1998	Public Workshop #2 takes place.
March 26, 1998	Focus Group meeting #1 takes place. The purpose of this meeting was to involve individual stakeholders in the process of developing a master plan for the park.
July 8, 1998	Focus Group meeting #2 takes place.
May 10 to July 10, 2000.	Draft Master Plan distributed for public comment.
June 27, 2000	Park and Recreation Commission hold a public hearing to receive comments on the Draft Master Plan.
February 1, 2001	Park and Recreation Commission recommended to the Board of Supervisors that: (1) the updated Draft San Bruno Mountain State and County Park Master Plan (consisting of the Draft Plan dated April 20, 2000 and its Addendum January 3, 2001) be conceptually approved to replace the 1982 San Bruno Mountain

State and County Park General Plan, and (2) the County Parks Division be directed to proceed with environmental review so the Final Master Plan can be adopted.

February 15, 2001

Letter received from the California Department of Parks and Recreation.

**A. Draft Master Plan (April 20, 2000)**

To develop a comprehensive Master Plan, it was important to work within the framework of the County of San Mateo General Plan policies, the California Department of Parks and Recreation Operating Agreement, the HCP, and other State and County regulations. In addition, it was equally important to evaluate the information presented in this Plan such as locations of rare and endangered plant and butterfly species, existing land uses and conditions, areas of opportunities for development and recreational and educational needs of the community. Within these parameters, the following major recommendations were made in the Draft Master Plan (April 20, 2000).

**1. Resource Management**

Following evaluation of current needs and existing efforts, the Master Plan made the following recommendations:

- Be proactive about invasive non-native vegetation and grasslands management, above and beyond current HCP vegetation management activities.
- Develop both a Resource and Cultural Resources Management Plan to develop a more comprehensive approach to resource management to address all of the park's natural and cultural resources. Most resource work in the park currently stems from the HCP and focuses primarily on the endangered butterfly species and their habitat.
- Develop a Trail Plan to address the improvement and maintenance of existing and proposed trails for different users as well as elimination of unauthorized trails.
- Develop an active program recommending to reduce and eventually eliminate non-native feral cat populations.
- Develop an active program to reduce poaching of threatened and endangered butterflies.

**2. Land Use and Facilities**

After evaluating appropriate recreational uses and facilities for San Bruno Mountain, the Master Plan made the following recommendations:

- Continue to manage the Park as a open space preserve, with the particular goal of maintaining and enhancing its value as habitat for endangered species. Recreational uses and access should be permitted to the extent that they are compatible with the preservation of park resources such as, walking/hiking, jogging, sightseeing, nature studies, bicycling, horseback riding (in designated areas) and picnicking.

- Explore opportunities for the development of new recreation facilities like the Day Camp on the Colma side of the park. Such facilities could be developed in partnership with surrounding cities and are to be limited to appropriate sites that are designated for development in the HCP.
- Gain a better understanding of the adjacent residential populations use of the Park, increase monitoring of sensitive habitats that may be impacted by visitor use, and increase outreach to homeowners' associations to introduce the park and its issues.
- Work with local cities to provide access and funding for trail connections from park boundaries to surrounding cities.
- Continue the existing policy banning dog use.
- Consider acquisition of the Communications Towers if the property becomes available for purchase.
- Create a park center with interpretive exhibits adjacent to the native plant botanical area.
- Increase signage at key points around the perimeter of the park by placing welcoming signs at the Saddle entrance, and other park access points, and at all community trailheads.
- Increase the maintenance of existing park roads for park access.
- Pursue transfer of the California Department of Fish and Game's portions of Owl and Buckeye Canyons for inclusion into the Park.

### 3. Operations and Maintenance

In regards to operations and maintenance, the Master Plan made the following recommendations:

- In order to complete the goals of the Master Plan four additional full time equivalent positions should be added to the current full time permanent rangers and 1.5 full time equivalent Park Aide positions. The additional staff should consist of (in order of priority) a Resource Specialist, a Ranger support staff, and two Interpretive Specialists.
- Improve the existing park maintenance facility at its current location, and improve existing utilities. Study incorporating all, or partial functions of the maintenance facility with the development of the proposed Park Center.
- Plan for upgrading deficient park utility systems. Study the cost benefits of self-contained alternative systems versus standard systems.
- Improve community relations by creating a Park Advisory Committee, implement regular activities with school groups, integrate park issues with school curriculum, and work with the Friends of San Bruno Mountain to broaden their membership and activities.
- Ensure recommended protocol be followed for dedication of lands or easements under the HCP so that: (1) developers or homeowners' associations are responsible for maintenance or improvements on dedicated parcels; (2) developers are required to survey

and mark parcels prior to dedication; (3) there is no liability and parcels meet standards for acceptance prior to dedication; and (4) the County does not accept island parcels not directly connected to the Park.

- That the Parks Division work with SamTrans to add a bus route with connections between regional transit stations (BART and CalTrain) to the Park along the Guadalupe Canyon Parkway.

**B. Addendum to the Draft Master Plan (January 3, 2001)**

As a result of public comments on the Draft Master Plan, a number of clarifications to existing recommendations were made. The following additional recommendations were added:

1. Resource Management

- Eucalyptus stands with significant historic and aesthetic values should be considered for preservation; however selected eucalyptus stands should not continue where those stands can be successfully eradicated and replaced with native habitat planting. Areas to be cleared should be no larger than that which the County has the ability and resources to perform necessary and well-planned restorations.

2. Phased Implementation

- A list of phased steps to implementation has been made ranging from short-term (1-2 years), medium-term (3-5 years), and long term (5-10 years).

**C. Conformance with Other Plans**

1. San Bruno Mountain Habitat Conservation Plan (HCP)

The HCP states the following objective regarding the State and County Park development:

The County Park is intended to be used as a regional recreation area for the surrounding urban centers, inviting people to learn about the unique ecology of San Bruno Mountain. It will also serve as a way to preserve that ecology. Therefore, the HCP approach to the County Park is to conserve existing habitat by minimizing the effects of the encroachment of humans and introduced plant species. This will be achieved by minimizing construction activities, limiting access to particularly sensitive areas, and eradicating unwanted plants or trees. For the purposes of consistency, the planning areas described in the HCP is consistently used in the Master Plan. As developed, the Master Plan is in conformance with the goals and objectives of the General Plan. For a further analysis of consistency of the Habitat Conservation Plan and County General Plan, see Pages 1-6 and 7 of the Draft Master Plan.

2. California Department of Parks and Recreation

San Bruno Mountain is a combination of State and County lands. The management of the State Park land was established under an operating agreement in 1980 between the State of California and the County of San Mateo. This agreement allows for the development, operation, control, and maintenance of State property in conjunction with the County property. The area owned by the State is regularly referred to as the "Saddle Area" in this Master Plan, and other planning documents. New development, construction or improvements to enhance recreational facilities at

the park have been designed in accordance with the current State General Plan for San Bruno Mountain. As developed, the Master Plan is in conformance with the goals and objectives of the State General Plan for San Bruno Mountain State Park. For a further analysis of consistency of the Master Plan and State General Plan for San Bruno Mountain State Park, see Pages 1-8 of the Draft Master Plan.

The California State Park and Recreation Commission will need to approve the revised Master Plan, and as such has requested the following changes in the final draft to make it consistent with State Park planning documents (Attachment C):

- a. Page 2-1 contains the mission of the San Bruno Mountain State and County Park. To meet the requirements of Section 5002.2(b) of the Public Resources Code, the mission should be redefined as a "declaration of purpose".
- b. The maps included in the Master Plan should clearly show the area within State ownership.

Staff recommends these changes be made to ensure consistency between State and County Park planning documents.

### 3. County General Plan

Under the County General Plan standards for natural areas, the Park is to assure the protection of the natural environment. Recreational activities defined within the Park to be compatible with this management use, and recreational development should be limited to those activities that make the Park available for public enjoyment. In addition, the County General Plan states the majority of development within the Park should be maintained within a facilities cluster. As developed the Master Plan is in conformance with the goals and objectives of the General Plan. For further analysis of the General Plan see pages 1-9 and 10 of the Draft Master Plan.

### ENVIRONMENTAL REVIEW

Staff is requesting that the Board of Supervisors conceptually approve the Draft Master Plan so that the environmental review can proceed. An Environmental Impact Report (EIR) will likely be required. Following completion of the EIR the Draft Master Plan and Draft EIR will be brought back to the Board of Supervisors for approval and certification respectively.

### FISCAL IMPACT

The Board of Supervisors has previously dedicated \$35,000 to County Parks to proceed with preparation of an EIR. Following approval of the Master Plan there will be new costs associated with implementation that will be brought back to the Board for consideration through the normal budget process. The Parks Division is not requesting any new funding commitment at this time. The Parks Division is committed to finding outside grant funding to assist in paying for some of the recommendations resulting from the Draft Master Plan.

### ATTACHMENTS

In accordance with Section 15074<sup>©</sup> of the Public Resources Code the location and custodian of the documents or other material which constitute the record of proceedings under which the decision is based, can be reviewed by contacting Park Planner Sam Herzberg at 650/363-1823.



## **ATTACHMENTS**

To review or obtain a copy of Attachments A and B, please contact either the Parks and Recreation Division, 455 County Center, 4<sup>th</sup> Floor, Redwood City, CA 94063, (650) 363-4020, or the Clerk of the Board, 400 County Center, Hall of Justice and Records, Redwood City, CA 94063, (650) 363-4123.

Attachment A: Draft San Bruno Mountain State and County Park Master Plan (April 20, 2000)

Attachment B: Addendum to the San Bruno Mountain State and County Park Master Plan:  
Response to Comments and Proposed Revisions to Draft Master Plan (January 3, 2001)

Attachment C: Letter from California Department of Parks and Recreation (January 31, 2001)



DEPARTMENT OF PARKS AND RECREATION

Rusty Areias, Di

Bay Area District  
250 Executive Park Blvd., Suite 4900  
San Francisco, CA 94134-3306  
(415) 330-6300

January 31, 2001

Mr. Sam Hersberg  
County of San Mateo  
Parks and Recreation Division  
455 County Center, 4<sup>th</sup> Floor  
Redwood City, CA 94063

Dear Sam,

As we have discussed, the California State Park and Recreation Commission will need to approve the revised San Bruno Mountain State and County Park Master Plan. We would appreciate some changes in the final draft to make it consistent with State Park planning documents.

Page 2-1 contains the mission of San Bruno Mountain State and County Park. To meet the requirement of Section 5002.2(b) of the Public Resources Code, we request that the mission be redefined as a "declaration of purpose."

We would also like to request that the maps included with the Master Plan clearly show the area within state ownership.

If you have any questions, please call me at (415) 330-6323. Thank you for your assistance.

Sincerely,

Joanne Kerbavaz  
District Ecologist