

Mid-Coast Recreational Needs Assessment Final Document

Montara ♦ Moss Beach ♦ Princeton ♦ El Granada ♦ Miramar



Prepared for:
Parks and Recreation Division
San Mateo County Environmental Services Agency

October 29, 2002

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The community visioning process works best when, with open minds, we engage others in an honest and candid effort to improve the quality of our environment. The Mid-Coast is fortunate to have had the following persons commit their time, energy and creative thoughts to this vital needs assessment.

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I. INTRODUCTION

INTRODUCTION

Background

The Mid-Coast is the grouping of the residential communities of Montara, Moss Beach, El Granada, Princeton, and Miramar. Located in northwest San Mateo County, along the Pacific Ocean, the Mid-Coast area offers a unique landscape and lifestyle character. There is a strong sense of community in this residential settlement that is reinforced by the surrounding coastal terrain as well as a unique street system, a portion of which was designed by the 19th century community planner Daniel Burnham.

Despite the presence of these impressive neighborhood-forming elements however, the Mid-Coast area is missing an essential ingredient. The Mid-Coast community is lacking a system of neighborhood parks connected to a central community center by a system of paths and trails. This system of park oriented public spaces and trails needs to be part of the long term value and improved quality of life for the community. With a system of organized and interconnected public spaces structured around a vibrant and active community center, the Mid-Coast community could rival the life style quality of any semi-rural, low to medium density community in California.

Local groups such as the Mid-Coast Community Council, Mid-Coast Park Lands and others have continued to highlight the need for such a park and recreation system. Their advocacy within the community has enabled the County Board of Supervisors to focus on this issue.

The south limit of the assessment area is the northern Half Moon Bay city limit at Miramar. The north limit is the urban-rural boundary north of Montara. The Pacific Ocean shoreline forms the western limit. The east or inland boundary used in this study is the same as the easterly Project Area Boundary used in the *Mid-Coast LCP Update Report 2002*.

To assist the Mid-Coast realize this dream of community and neighborhood level of parks and recreation facilities, the County Parks and Recreation Division has commissioned this needs assessment and completion of this report to provide the Mid-Coast with a strategy for creating and implementing such a system.



Purpose of the Strategic Plan

The purpose of this assessment is to assist the Mid-Coast community in moving forward with their vision of a park and recreation system and outline a strategy for their implementation of the overall plan. Towards that end, this report will:

1. Produce a needs assessment of desired park and recreation elements
2. Provide the estimated costs of the park and recreation system
3. Outline funding and opportunities for implementation of the plan
4. Enable policy makers to implement an action plan

This assessment is the first major step in providing neighborhood and community park level recreation facilities and services to the Mid-Coast community. It augments the adopted *Mid-Coast Community Plan* from 1978 with a detailed analysis of the recreation needs, a refinement of park types and locations, and a discussion of costs and operations. The 1978 Plan identified the critical need for park and recreation planning in the Mid-Coast including trails, conservation and open space, and parks and recreation. Most importantly, this assessment is a roadmap for a course of action that leads to the implementation and perpetuation of a local parks system for the Mid-Coast.

These steps are designed to create significant momentum toward implementation of a local park system. They are also designed to be flexible enough to survive the inevitable modifications and refinement that a plan must accommodate on its way to becoming a reality.

The County's Role

The County's Parks and Recreation Division does recognize the need for such a system in the Mid-Coast area and therefore has collaborated with the consultant and the *Needs Analysis & Financing Options Study 2001*, prepared by Strategy Research Institute, and provided invaluable staff time in moving this study forward. The County has also funded these studies for the creation of a Mid-Coast entity ⁽¹⁾ to provide a neighborhood park and recreation system.

The County Parks and Recreation Division's role in this process is that of facilitator. The Division is not currently charged with the responsibility of constructing, maintaining, operating, or administering a neighborhood and community park system in the Mid-Coast area. It is not within the Division's Mission Statement, nor is it within the Division's current capabilities and resources. Should the Division be redirected to provide or assist with implementing such a local system, significant new resources (staff, capital, administrative, etc.) would have to be found and allocated.

⁽¹⁾ The word entity is used throughout this report to refer to the park and recreation district, agency, group or other type of organization that would plan, operate, maintain and fund this park and recreation system.

Preparation of this assessment and implementation of the Mid-Coast park and recreation system is very consistent with the *Shared Vision 2010 The Promise of the Peninsula* prepared by the County Board of Supervisors. Over a third of the ten commitments and twenty-five goals outlined in the County's shared vision are directly applicable to the Mid-Coast park system. See Appendix J for the Shared Vision 2010 Goals and Commitments.

History of the Mid-Coast

Despite the Mid-Coast's natural amenities, the area remained unsettled until the early part of this century. Early coastside settlements started in Half Moon Bay, San Gregorio, and Pescadero. The area was first subdivided during the real estate boom which followed the San Francisco earthquake and fire of 1906. The Ocean Shore Railroad, which went out of business in 1920, was being constructed at the same time and provided direct access into the area. Speculators quickly subdivided the lands along the railroad, but to their disappointment, San Francisco quickly rebuilt itself and there was no great exodus of residents from the city to the coast. Few of the subdivided lots were developed, and, in time, most of the curbs and sidewalks installed by the developers were buried under several feet of earth.

The community grew very slowly, with scattered residences being built throughout the area. By 1950, it had only 1,700 residents. However, in the early 1960's, the Henry Dolger Corporation, which had acquired approximately 8,000 acres of land in the mid-coast region, started preparing plans for extensive development in and around Montara and Moss Beach. Alarmed at what the developer of both San Francisco's Sunset District and much of Daly City had in store for the coastside, San Mateo County, with the help of a citizens advisory committee, adopted the *Montara-Moss Beach General Plan* in 1965. This plan rejected development on the scale proposed by the Dolger Corporation, but did indicate urbanization extending well beyond the "paper" subdivisions and onto environmentally sensitive hillsides. It would have allowed the population of Montara and Moss Beach to eventually grow to 30,000 people. The area covered by the plan did not include E1 Granada.

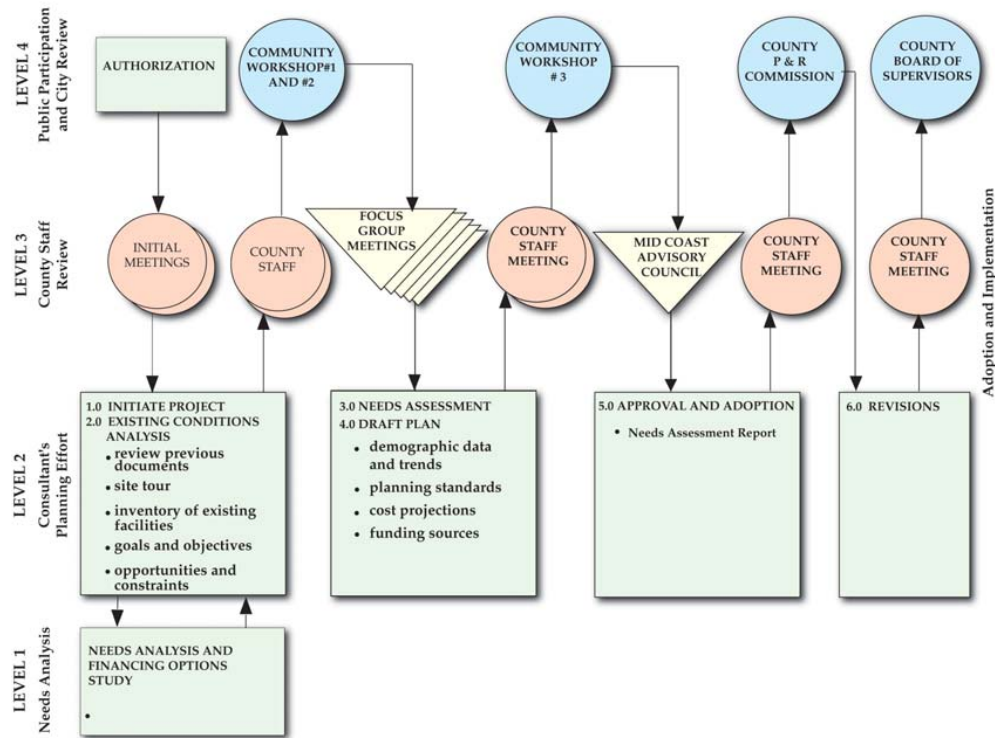
By 1970, only one subdivision had been constructed, and the Dolger Corporation had sold off its land holdings in the area to the Westinghouse Corporation (Half Moon Bay Properties). Growth pressures continued on the area. In 1978 a *Community Plan* was adopted for the area. In 1998 a *Mid-Coast Incorporation/Annexation Fiscal Study* was published, which explored either annexation of the Mid-Coast area by Half Moon Bay, or incorporation of the area as an independent city. The study found that a significant deficit, however, would be incurred if either of these scenarios were to become a reality.

The Planning Process

The planning process diagram in Figure 1 illustrates the four-level approach taken in the development of this plan, which has benefited from considerable public participation and assessment of community needs. Level 1 provided a central foundation for this needs assessment by providing a detailed needs analysis and financing options study. This statistically valid and scientifically accurate survey *Needs Analysis & Financing Options Study* prepared by Strategy Research Institute provided invaluable information in formulating this needs assessment.

This assessment will be presented and reviewed with the Mid-Coast Advisory Council, the County Parks and Recreation Commission, and the Board of Supervisors. Appropriate revisions will be made based on the direction received at each meeting.

Figure 1: The Planning Process



II. SUMMARY OF RECOMMENDATIONS

II. Summary of Recommendations

SUMMARY OF RECOMMENDATIONS

The Park and Recreation System

The park and recreation system envisioned in this needs assessment is limited to mini-parks, neighborhood parks, community parks, a community recreation building and a community wide trail system. The intent of the system is to fulfill the local neighborhood needs of Montara, Moss Beach, El Granada, Princeton, and Miramar. This park system would result in over 62 acres of parkland to fulfill existing population needs and an additional 50 acres for future population growth to expected build-out levels (see Table 5 on page 49 for a summary). These acreages are net useable acres, exclusive of riparian buffers, steep topography, wetlands and other natural constraints. Approximately 19.8 miles of trails, including 9.6 miles of Class 1 trails and 10.2 miles of hiking paths, would be part of this park system.

Acquisition, Development Costs and Funding

The park system described above would require an estimated \$31.5 million for the current population and an additional \$20.5 for the future build-out population (see Tables 7, 8 and 9 starting on page 62). A variety and combination of funding sources will be necessary to implement and operate the park system. One time fund sources such as State and Federal grants, bond measures, etc. are ideal for limited acquisition and development. Other ongoing and more stable sources of funding such as development fees, Quimby Act funding, and a parcel tax will also be necessary to adequately finance the system. It is likely that much of the acquisition and development funds will have to come from State and Federal grants, use of County-owned lands, a possible local parcel tax or bond measure, and other outside funding over the next twenty years.

Recreation Programming Costs

Funding for the many recreation programs would be primarily through a combination of user fees and agency subsidy. Some additional funding could come from corporate sponsors, volunteers, and a variety of other miscellaneous sources. It is vital that a stable adequate funding level be achieved through the primary sources. The cost for providing the recreation programs for the system would vary from \$145,000 annually for the current population to approximately \$262,000 at full build-out (see Table 10 on page 66).

II. Summary of Recommendations

Maintenance Costs

The costs for the maintenance of the parks, trail and community center building, and administration and management of the system is summarized in Table 10 on page 66. Funding for maintenance would likely be derived primarily from a parcel tax or special benefit assessment district with other sources providing a supplement. The *Needs Analysis & Financing Options Study* shows that 75% of the community would support this funding and would pay up to \$25 per year to do so.

Management Costs

The costs for the administration and management of the entire park, trail and recreation system is also summarized in Table 10 on page 66, both for the existing population and potential build-out. Services of funding for these costs would be similar to the maintenance costs.

Transportation

Throughout the public outreach and in the County's *Needs Analysis & Financing Options Study*, the community cited lack of transportation facilities as a major inhibitor to use of recreation park facilities. It is imperative that a comprehensive multi-faceted program be put in place to address this issue. The trail system is a major component of this program. Assistance will be required from other agencies (Caltrans, City of Half Moon Bay, County Public Works, Samtrans, etc.) to effect a better system. Funding for the trail system could come from a variety of County, Federal and State programs. Collaboration with a wide variety of public agency partners will be necessary to implement a well planned trail system.

Implementation

The Mid-Coast has been trying since the '70's to implement a local neighborhood park plan. Ongoing efforts have achieved some limited success, but a concerted effort is required to make the system a reality. The County's *Needs Analysis & Financing Options Study* scientifically measured community values and cited a strong level of support at the current time. This is matched by the State's recent passage of Proposition 12 and Proposition 40 yielding significant funding sources for local entities.

While the County has funded and facilitated this assessment, it may be more appropriate for a local entity to implement and manage this park system. A number of opportunities for partnering with a variety of entities have also been identified. These opportunities cannot be adequately seized without an organized and committed resource of experienced personnel. Comparing population and local interest, the Mid-Coast has much in common with the Half

II. Summary of Recommendations

Moon Bay community. The Half Moon Bay Park and Recreation program could be looked to as a model for the future local entity.

III. GOALS, OBJECTIVES AND POLICIES

GOALS, OBJECTIVES AND POLICIES

Specific actions taken by the Mid-Coast Community must be based on agreed-upon priorities that reflect the long-term goals and aspirations of the population. The policy statements that follow form the framework of this assessment and establish the philosophy and direction for the park and recreation system.

Goals are broad statements of purpose that reflect the community's collective vision of the future.

Objectives are the "yardsticks" by which the goals may be measured. They describe specific conditions that are desirable in order to attain a given goal.

Policies are specific statements that guide decision making and suggest actions to be taken to meet objectives and attain goals.

GOAL 1: PARK SYSTEM ACQUISITION AND DEVELOPMENT

Develop a public park system that provides adequate space and facilities to meet the varied needs of the existing and future population.

Objective 1.1: Provide six acres of developed parkland (mini, neighborhood, and community parks) for every 1000 residents in accordance with the standards established by this assessment.

Policies

- 1.1.1 Acquire and develop the acreage outlined in this assessment for mini, neighborhood and community parks by 2022.
- 1.1.2 Locate parks throughout the Mid-Coast to assure equitable distribution and convenient access for all residents.
- 1.1.3 Collaborate with all public agencies, institutions and cooperative parties to provide compatible and complementary park system to maximize the benefits for the greater coastside and avoid duplication of physical facilities.
- 1.1.4 Acquire and develop park acreage shown as net park and recreation space, exclusive of riparian corridors, wetlands, steep topography, heavily wooded areas and other beneficial natural areas.

Objective 1.2: Explore and utilize available options for acquiring parklands.

Policies

- 1.2.1 Acquire parkland in advance of, or in conjunction with, urban development.
- 1.2.2 Immediately research and acquire existing publicly owned lands for parks; acquisition.
- 1.2.3 Explore and utilize all forms of acquisition to minimize purchase costs. Forms may include fee simple, long term leases, easements, joint power agreements, donations, encroachment permits, etc.
- 1.2.4 If purchasing from owners, acquire parklands from willing sellers to avoid use of eminent domain.

GOAL 2: RECREATION PROGRAMMING

Develop a publicly supported recreation program to provide Mid-Coast Community with ample low-cost recreational, educational and cultural opportunities.

Objective 2.1: Provide for a broad range of active and passive and cultural recreation opportunities.

Policies

- 2.1.1 Construct a new community center building in the Mid-Coast to include, as a minimum, gymnasium, classes and recreation programs, teen activities, senior activities, daycare, and meetings. Locate new community center in the community park.
- 2.1.2 Collaborate with the School District to provide after hours recreation and educational activities at their facilities.
- 2.1.3 Provide active sports fields and facilities in the neighborhood community parks which will provide for the needs of the leagues and programs, and which, at the least meet the minimum national standards.

- 2.1.4 Collaborate with the School District to upgrade and maintain the fields and related grounds for the increased level of activity by residents during non-educational hours.
- 2.1.5 Collaborate with local day care, non-profits, churches and other institutions and private entities to enhance and expand recreational opportunities on an ongoing basis.
- 2.1.6 Support local groups in providing for special events (pumpkin festivals, air shows, harbor events, etc.).
- 2.1.7 Collaborate with Pacifica and Half Moon Bay as park and recreation providers.

Objective 2.2: Require high quality, state of the art planning and design for all park and facility development.

Policies

- 2.2.1 Ensure barrier-free access to all facilities and playgrounds; provide playgrounds meeting national safety standards.
- 2.2.2 Where possible, locate active recreation uses to minimize conflict with residential areas, sensitive habitats, and passive recreation areas.
- 2.2.3 Develop and update facilities to provide for changing recreation needs; allow for site and program flexibility by keeping site design flexible and unrestricted.
- 2.2.4 Conduct design workshops and public outreach as an integral part of the design and development process for all new public park and recreation facilities.
- 2.2.5 Incorporate design measures that will minimize long term maintenance and operation costs.
- 2.2.6 Evaluate and include appropriate provisions for limited parking consistent with the scale, character and use of the park relative to the neighborhood.
- 2.2.7 Provide for restrooms, drinking fountain and other amenities in the neighborhood and community parks.

GOAL 3: TRAILS SYSTEM

Develop a network of pedestrian and bicycle trails to link individual components of the park system and provide better non-motorized access throughout the Mid-Coast.

Objective 3.1: Develop a trail system in cooperation with the County, Golden Gate National Recreation Area (GGNRA), Mid-Peninsula Regional Open Space District (MPROSD), Coastal Conservancy, Peninsula Open Space Trust (POST), State Parks, Half Moon Bay, Caltrans and others.

Policies

- 3.1.1 Prepare a trail system assessment to establish a system of bikeways, hiking trails and bike lanes in accordance with State and County standards.
- 3.1.2 Include Class I (separate bike path), Class II (on-street bicycle lane), and Class III bikeways (shared traffic lane with signage) in the overall system consistent with the March 2000 *San Mateo County Comprehensive Bicycle Route Plan*.
- 3.1.3 Develop and maintain an educational program to promote bicycle use and safety.
- 3.1.4 Provide a local trail system that connects parks, residential areas and regional trails and facilities.
- 3.1.5 Encourage and support any and all agencies as required to provide a number of safe crossings to Highway 1.

Objective 3.2: Develop multi-use recreation trails and paths which link the community and accommodate the Mid-Coast community.

Policies

- 3.2.1 Utilize and improve existing trail systems by working cooperatively with other agencies.
- 3.2.2 Use linear features such as roads, riparian corridors, creeks, bluff tops, and topography to integrate trail system.
- 3.2.3 Coordinate trail planning with County departments, the *County Trails Plan 2001*, Half Moon Bay, Caltrans and others as noted in 3.1.

- 3.2.4 Include small sitting and picnic areas in the design of the trail system.
- 3.2.5 Develop linear park pathways along all creeks and riparian corridor to connect the foothills and areas east of the highway with the California Coastal Trail and areas west of Highway 1; minimize encroachment into riparian areas.

GOAL 4: IMPLEMENTATION

Develop a long- and short-term range program to achieve the policies set forth in this assessment through a combination of public and private funding, regulatory methods, and other strategies.

Objective 4.1: Establish a permanent ongoing source of funding for recreation programming, operations and maintenance, as well as acquisition and development.

Policies

- 4.1.1 Study establishment of a special benefits assessment district and other permanent funding sources to create a parks and recreation system to provide funding for the acquisition, development, and ongoing maintenance of park and recreation facilities.
- 4.1.2 Increase and expand the County's use of Quimby Act funding for the Mid-Coast.
- 4.1.3 Explore and institute development impact fees for new and remodel construction on the Mid-Coast.
- 4.1.4 Incorporate reasonable user fees into each recreation program to offset programming cost.

Objective 4.2: Ensure that the Mid-Coast Community pursues its fair share of State and Federal grants.

Policies

- 4.2.1 Hire staff, retain volunteers and/or retain a consultant to pursue funding for direct, matching, and challenge grants from other agencies wherever possible.

Objective 4.3: Utilize bond issues or other funding mechanisms as necessary to fund development of parks as allowed by the Mello-Ross Community Facilities Act, Quimby Act, or other legislation.

Policies

- 4.3.1 Determine the feasibility of funding specific park projects through bond, tax measures or other measures as noted in this assessment, and implement whenever feasible.

Objective 4.4: Utilize ordinances and park conservation or trail easements to ensure significant park and recreation opportunities.

Policies

- 4.4.1 Work with County planning staff to seek out opportunities on new development proposals.

Objective 4.5: Utilize existing lands owned by various government entities, open space groups, institutions and other sources to acquire parklands and trails.

Policies

- 4.5.1 Update and reevaluate inventory of all public agency owned lands (County, Harbor District, SamTrans and other district, State, MPROSD, GGNRA, etc) and analyze same for parkland opportunities.
- 4.5.2 Investigate level of cooperation or partnering for current or future collaboration on both private and public lands.
- 4.5.3 Recognize that acquisition can be more flexible, more creative and less expensive than fee simple acquisition; explore property transfers, trades, donations, partial purchases, joint purchases, easements, long-term leases, encroachment permits, and a variety of other legal means from willing sellers or property owners and not using eminent domain powers.

Objective 4.6: Study the feasibility of establishing a "Friends of the Parks and Recreation System" organization to provide private funding resources to the operating entity.

Policies

- 4.6.1 Establish a Mid-Coast Community organization and recruit individuals within the community who can donate or attract contributions to serve on the organization board.
- 4.6.2 Explore methods to acquire funding and contributions of land through the organization, including wills and bequests, stocks, gifts of life insurance, charitable remainder trusts, maintenance endowments and gifts catalogue.
- 4.6.3. Explore methods for land acquisition, including life estates, contributions of surplus real estate, sequential donations or purchases, tax delinquent property, and purchase and leaseback programs with landowners.
- 4.6.4 Develop an active volunteer program with industry, service clubs, community groups, and citizens. Identify interested corporations, clubs, or individuals and create an action plan tailored to fit the adopting organization's budget and interest.

Objective 4.7: Revise the existing County ordinances (which require dedication of land for recreation, or payment of a fee-in-lieu, or both, in accordance with the Quimby Act) to reflect current goals and funding requirements. (refer to policies 4.1.2, 4.1.3, and 4.1.4)

Objective 4.8: Explore availability of funds from all other sources.

Policies

- 4.8.1 Retain a grant writer or consultant to assist the entity in securing funding at as many sources as resources permit.
- 4.8.2 Focus on funding sources for which the entity will qualify best and be able to implement.

GOAL 5: OPERATION AND MAINTENANCE

Develop the necessary organizational staffing and funding mechanisms to ensure that all parks, recreation buildings, recreation programs, and trails are safe, well-maintained and well managed.

Objective 5.1: Ensure adequate revenue for the maintenance of all facilities.

Policies

- 5.1.1 Accurately forecast and plan for the short term and long term operation and maintenance of the overall system as an initial step in setting up the entity.
- 5.1.2 Update the maintenance and operations budget sufficient for the given level of parks development in any given year, to be funded through a reliable source.
- 5.1.3 As an initial step in planning each development project, accurately estimate the operations and maintenance impact of each new project and develop a realistic strategy and funding for its success.

Objective 5.2: Provide for secure, safe sanctuary and pleasant use of park and recreation facilities.

Policies

- 5.2.1 Maintain facilities at appropriate levels of the written maintenance program.
- 5.2.2 Collaborate with the School District to upgrade the quality design and maintenance level of any improvements on District lands to be used for community recreation.
- 5.2.3 Establish initial and ongoing positive relationships with local fire and law enforcement officials.
- 5.2.4 Establish and foster a "Park Watch" program in cooperation with local law enforcement officials.

IV. EXISTING CONDITIONS SUMMARY

EXISTING CONDITIONS SUMMARY

Setting

The Mid-Coast is comprised of the communities of Montara, Moss Beach, El Granada, Princeton, and Miramar arranged in a long, narrow configuration between the ocean and coastal hills. The topography of the area is characterized by sandy beaches, dunes, ocean bluffs, flat coastal plain, creeks, canyons, and hills. The Pacific Coast Highway bisects the area, creating a barrier between the east and west that is often difficult to traverse.

The area is geographically isolated by the Coast Range and Devil's Slide, and has remained a unique environment relative to the remainder of the Bay Area. Historically supported by farming, fishing, and timber, the area now is largely residential, with some employment and industrial base in Princeton, and is characterized by housing tracts interspersed among agricultural and floricultural fields. The open hills, beaches and underdeveloped flat lands create an atmosphere of "open space" that is in great contrast with nearby urban areas and is highly valued by coastal residents as well as regional visitors.

Geography, climate, and limited water and sewer capacity have restricted development and allowed the small-scale farming operations to continue. However, population pressure in the greater Bay Area and anticipated increases in water and sewer capacity create growth pressure that could likely lead to "build-out" of the Coastside within 20 years.

The social, cultural and economic characteristics of this area are closely tied to Half Moon Bay to the south. Devil's Slide's steep topography to the north separates the Coastside from Pacifica. Large expanses of agricultural and open space lands to the south separate it from Santa Cruz. While there are subtle differences, the Coastside area functions as a vital part of the large Coastside-Half Moon Bay Community.

Government Services

Since the Mid-Coast area is unincorporated, it relies on the County or special districts to provide many of its utility and public safety services. Law enforcement is provided by both the San Mateo County Sheriff with emergency support from the Half Moon Bay Police Department. Fire safety is provided by the Point Montara Fire District and the Half Moon Bay Fire District.

Water utilities are handled through Citizen's Utilities, recently bought out by California American Water Works in 2002. The Mid-Coast area has two sanitary districts; the Montara Sanitary District (MSD), which serves Montara and Moss Beach, and the Granada Sanitary District (GSD) which serves El Granada,

Princeton, Miramar, and northern Half Moon Bay. Power utilities are provided through Pacific Gas and Electric.

Schools in the Mid-Coast are operated by the Cabrillo Unified School District, which currently operates two elementary schools in the area, Farrallone and El Granada Schools.

Population

The current population of the Mid-Coast area is 10,356, according to the County Planning and Building Division calculations on 3,725 dwelling units times 2.78 persons per unit ⁽¹⁾. The number of households at build-out is projected to be 6,733 units that would yield a population of 18,718 ⁽¹⁾, which is an increase of 74%. The current build-out is based on current zoning for the area. Increased development pressure or slowed growth measures would alter this increase in either direction.

The under 19 years of age group totals 2,963 persons (28%), the 20 to 59 group totals 6,603 (62%) and the over 59 group totals 1,061 (10%) for a total of 10,627. Owners occupy 82% of the households with only 18% being renter occupied.

The number of family households is 2,794 (74%) versus 984 (26%) non-family households. Of this combined number of households, 41% have individuals under 18 years old and 13% have individuals over 65. The average household size is 2.75 and the average family size is 3.09. All of these households and individuals could be better served by a full range of park and recreation facilities for all age groups. Detailed information on population can be found in Appendix B on page 87.

The 2002 Census for the Coastside area of Montara, Moss Beach, El Granada, Princeton and Miramar shows that about 50% of the residents are of non-Caucasian origin. Incorporating the desires, needs and support of this diverse group would be valuable and provide a broader diversity of cultural opportunities. It would be prudent to provide targeted outreach measures in the planning process and in development and delivery of recreational programs. Some of these measures might include:

- bilingual notices and announcements
- bilingual translations at public workshops and meetings

⁽¹⁾ Draft of *Revised Mid-Coast Residential Development Data* (May 6, 2002), San Mateo County, Environmental Services Agency, Planning and Building Division

- notification of multi-cultural design features in the parks
- recreational programs in native languages
- and other measures

Existing Parks and Recreational Facilities

Within the Mid-Coast area, there are eleven parks and recreation facilities serving residents and others. The majority of these resources however, fall into the regional parks and recreation category. Regional parks and recreation facilities mainly provide opportunities for passive recreation and are used extensively by communities beyond the Mid-Coast area as well as Mid-Coast residents. Out of the eleven identified recreation resources, only five partially serve the local recreation needs of the Mid-Coast community. Table 1 provides a summary of the recreation resources within the study area. A more detailed description of these existing facilities is found in Appendix C on page 91.

Table 1: Existing Park and Recreation Facility Summary

Existing Park and Recreation Facilities and Operator	Appendix Page Number	Regional Park	Community Park	Neighborhood Park	Mini Park	School Site	Special Facility
Quarry Park Mid-Coast Parklands	72			X			
Farrallone View School Cabrillo School District	73					X	
El Granada School Cabrillo School District	74					X	
Hockey Rink at Airport Private Group	75						X
Moss Beach Park State Parks	76	X					
McNee Ranch State Park State Parks	78	X					
Graywhale Cove State Beach State Parks	79	X					
Montara State Beach State Parks	80	X					
James V. Fitzgerald Marine Reserve County Parks	77	X					
Pillar Point Marsh & Shoreline San Mateo County Harbor District	81	X					
El Granada/ Vallejo and Miramar Beaches City of Half Moon Bay	82	X					
Mirada Surf East County Parks	83			X			

Existing Recreational Programs

The only direct public recreation program provider to the residents of the Mid-Coast is the City of Half Moon Bay Parks and Recreation Department. There are no Cabrillo School District sponsored programs. The Half Moon Bay recreation booklet, *Leisure Guide*, is distributed to every household in Half Moon Bay and the five communities of the Mid-Coast three times a year. Programs are geared toward a wide range of groups from youths through adults.

In focus interviews with Half Moon Bay Park and Recreation directors, it was estimated that approximately 35% of the recreation program participants are from the Mid-Coast communities. Figure 2 provides a menu of programs offered for the summer of 2002. Most programs require payment of a users fee by both residents of Half Moon Bay and non-residents who pay \$3 more.

Figure 2: Half Moon Bay Recreational Programs

<p><u>Youth Programs</u></p> <p>Music for Children Children's Choir Camp-By-The-Sea Spanish Camp for Kids Zoom Buggy Creatures at the Ocean How to Count Like a Martian SuperMath Summer Camp Confetti Days Near and Far Camp Guitar & Base Music Studio Drumming for Children Ooohs, Ahhs, and Giggles Summer Gymnastics Camp Shely Pack Dancers</p>	<p><u>Youth Sports</u></p> <p>Make Me A Pro Sports Camp Make Me A Pro Cheerleader Camp Tennis on the Coast Youth Program McBlack Sports Camps Ice Skating Program Aquatics/Youth Learn-To-Swim Program</p>
<p><u>Teen & Adult Exercise, Music and Dance</u></p> <p>Teen Concerts Tai Chi Chih Dansport for Teens Hot Salsa Dancing Summer Strings Tribal Belly Dancing Drumming for Dancers Middle Eastern Drumming Jazzercise</p>	<p><u>Youth and Adult Activities</u></p> <p>5th Annual HMB Surf Classic HMB Surf Camp Surf Lessons Hoop Dreams Basketball Camp Coastside Volleyball Camp Golf (Beginning & Swing Improvement) Volleyball Nights Beginning Adult Sailing Men's Drop-In Basketball</p>
	<p><u>Lifestyles</u></p> <p>Community First Aid and Safety Dog Obedience Arts and Concerts in the Park Organize Your Priceless Photos Amateur Radio Emergency Services Evergreen Thumbs Home Design Made Easy</p>

The City also operates the outdoor pool located at the high school for the use of the general public. The City's Park and Recreation Department is run by a Director, assisted by one Recreation Coordinator and one Youth Coordinator, reports to the City Manager and Council, and is guided by the five-person Parks and Recreation Commission. The Department provides services to its 11,842 residents plus other Mid-Coast residents for a total count of about 20,000 people. This increased service area, beyond the City limits and service to Mid-Coast non-city residents, allows the City to provide a broad range of recreation programming and generate better revenues to offset the overall program expenses.

This again points up the need to collaborate with and complement any new recreational programming with Half Moon Bay's offer to provide that critical mass of participants to achieve a financially viable program. Achieving maximum public benefit in all programming with limited resources will be an ongoing challenge.

Half Moon Bay's basic revenues are from the City's general fund, user fees, and about \$10,000 a year from the County for senior-related needs. It is important to note that user fees seldom cover the full cost of recreational programming. This makes it necessary to sustain the programs with other dependable funding sources. User fees also need to be kept reasonably low to continue to attract participants.

There is also a shortage of developed facilities. Recreation programs are currently operating from the Ted Adcock Community Center, which is overburdened by the demand for recreational programs, community meetings and special events.

In evaluating the existing recreation program demand, there are a number of programs offered through the Half Moon Bay Park and Recreation department that have a waiting list due to lack of facility space. Listed below are those programs that could be expanded by the City or provided by a separate entity to meet the community's needs with the provision of additional facilities.

- child care
- gymnastics
- dog classes
- surfing camp
- gymnasium activities
- adult and other swimming activities
- community meeting rooms

All sport camps are very popular and have no enrollment cap. Enough coaches/campers are hired to facilitate as many participants as needed. Adult

education classes also have high enrollment with as many as 15 students per class.

In addition to the public programs provided by Half Moon Bay, there are a number of private and non-profit groups providing recreation programs to residents of the Mid-Coast. Additional program providers include:

- *Senior Coastsiders* -- provides a wide variety of services and programs for seniors.
- *Maverick's Swim Team* -- facilitates a winter swim program.
- *Boys and Girls Club* -- plans to build a center within Half Moon Bay.
- *YMCA* -- has a small office in Half Moon Bay.
- *Coastside Collaborative* -- a group of adults that care about youth in the community and organizes a range of programs from poetry readings to substance abuse awareness.
- *Coastside Children's Programs* -- provides after school and summer programs in mobile facilities at the school sites in Montara and El Granada.

Pacifica also has a comprehensive Park and Recreation program. Compared to the Mid-Coast resident involvement in Half Moon Bay, however, participation by Mid-Coast residents in Pacifica is relatively small, due in large part to the distance and a difficult drive up the coast. Their recreation booklet, *Activity Guide* is distributed quarterly to residents of Pacifica. The *Activity Guide* is not distributed to the Mid-Coast residents. Non-residents of Pacifica can request the *Activity Guide* and are permitted to participate in Pacifica's programs. Although detailed information was not available on the number of Mid-Coast resident participants in the Pacifica programs, it was reported that the aquatics program attracts the most Mid-Coast participation. The aquatics program is run out of the indoor Oceana pool site in Pacifica. Figure 3 below summarizes their current recreational programs.

Figure 3: Pacifica's Recreational Program

<u>Youth Classes</u>	<u>Teen & Adult Classes</u>
Swim Lessons	Swim Lessons
Toddler Time, Tiny Tots, & PreSchool	Aikido
Creative Dance	Ballroom Dancing
Ice Skating	Belly Dancing
Arts and Crafts	Breath, Movement & Voice
Martial Arts	Computer Classes
Play Groups	Ceramics
Cooking	Western Dance
Ballet	Dog Training
Golf	Energy Workshop
Hockey	Feldenkrais
Karate	Feng Shui
Piano	Golf
Shintaikido	Ice Skating
Tennis	Karate & Shintaikido
Summer Camps	Piano
	Self-Defense
	Yoga & Tai-Chi

Transportation

While the attractive remoteness of the Mid-Coast is certainly a “quality-of-life” opportunity, it is also a transportation constraint. Due to the limited transportation infrastructure and the nature of the linear coastal community development, Mid-Coast residents are challenged to travel in and throughout their community. Countywide residents reported that the distance to a park from homes and not being aware of the park’s location were the two biggest barriers to park visitation (see Figure 4 on page 142). Specific issues related to transportation include:

Highway 1

Highway 1 is the main arterial road traveling along the coast. High speed and large traffic volumes bisect the Mid-Coast community with an intimidating and dangerous traffic corridor. The *Local Coastal Plan Update 2002*, cites the poor level of service on Highway 1 in this area. Currently there are few safe points for pedestrians to cross the highway throughout the Mid-Coast. Bikers traveling along Highway 1 are also faced with a safety issue as there are no clear bike lanes or space along the roadway.

Trails

The trail system throughout the Mid-Coast community is sparse and nonfunctional as a system. There are two trail segments in the south portion of the area. There is a trail in Princeton connecting West Point Avenue to Pillar Point Marsh and Shoreline. The other trail is a portion of the California Coastal Trail. This segment is on the west side on Highway 1 connecting the south end of El Granada to Half Moon Bay. There are also a number of undeveloped, but projected regional trails outlined in the County Trails Plan 2001. See Map 3, page 83 for these alignments.

SamTrans

There are two public bus routes run by SamTrans. Route 294 provides service from Pacifica to the Caltrain station in San Mateo via Highway 1 and Route 92. The other is Route 17, Coast Shuttle providing exclusive service between the Mid-Coast and Half Moon Bay. Both these routes run approximately 1 ½ hours on weekdays and every 2 hours on the weekends. In the spring of 2002, there was a proposal to discontinue the Route 17 service. Due to local public concern and input, the Route 17 service was not discontinued and the schedule remained unchanged.

Family Taxi

Taking into consideration the issues previously mentioned – linear development, bisecting arterial highway, lack of trail system, and school bus system cuts -- the assumption can be made that many residents take the family taxi. The use of individual family vehicles as the "family taxi" undoubtedly contributes to the traffic congestion on the Mid-Coast. By developing a system of trails, even a few less vehicle trips per day for residents could be a significant cumulative, quality of life upgrade.

V. NEEDS ASSESSMENT PROCESS

NEEDS ASSESSMENT PROCESS

Public Workshop Summary

Several methods were used to help with the assessment of the community's needs and priorities regarding park and recreation facilities and programs in the Mid-Coast area of San Mateo County. The methods included hosting two community workshops, five focus interviews, and conducting the scientifically valid needs analysis survey, *Needs Analysis & Financing Options Study*.

Workshop 1

The first community workshop drew about 75 Mid-Coast residents. The workshop participants broke into five groups to generate lists of recreation programs they would like to see as part of a future park and recreation system. The lists of programs can be grouped into 15 categories to aid in understanding the overall program needs within the Mid-Coast. In addition to realizing program needs, facility and transportation needs were also identified during the break-out sessions. Table 2 on page 34 presents the individual group input and illustrates the overall workshop priorities.

Table 2: Workshop 1 Recreational Needs

Categories	Group 1	Group 2	Group 3	Group 4	Group 5	Group 6
Recreation Programs						
Sports-organized	X			X	X	X
Aquatic-ocean		X	X	X	X	X
Aquatic-pool	X		X			X
Roller sports			X	X		X
Dog programs				X	X	X
Horse programs					X	X
Environmental programs		X		X	X	X
Community Events	X				X	X
Exercise programs	X	X	X	X	X	
Dance/Gymnastics			X		X	X
Indoor Games					X	
Art/Music			X	X	X	X
Clubs & after school programs	X		X	X	X	X
Continuing education	X		X	X	X	X
Senior Programs	X					X
Recreation Facilities						
Open space area	X	X				X
Walking/jogging playground						X
Playground	X					X
Picnic areas						X
Softball/ baseball						X
Public swimming pool	X	X	X			X
Tennis						X
Roller sports		X				X
Community center				X		X
Dog area	X					X
Community garden				X		X
Outdoor game courts				X		X
Camping		X				X
Multi-use trails	X	X				X
Beach access		X				
Transportation						
Highway 1 safe crossings		X				X
Transportation for youth			X			

Out of the fifteen recreation programs, four categories consistently ranked high. This included aquatic-ocean programs, exercise programs, after school programs and clubs, and continuing education. Of the thirteen recreation facilities listed by workshop attendees, open space and public swimming pool facilities were a high priority. Transportation ranked as the largest issue. A lack of existing trail infrastructure and safe pedestrian crossings at Highway 1 contributes to the dangerous traffic situation in the Mid-Coast.

Workshop 2

At the second workshop, participants reviewed the recreation program and facility needs identified at the first workshop. Among the fifteen or so participants, a general prioritization of facilities and programs was established. Each participant was given 12 stickers to place on the list of local recreation needs generated at Workshop 1. Table 3 illustrates the tallied prioritization. This workshop included a facility prioritization exercise, where the eight workshop attendees discussed potential park and recreation site locations. Much of the trail routes and crossing information is illustrated on Map 3 on page 83.

Table 3: Workshop 2 Recreational Prioritization

Facility Category & Description	Participant Score	Facility Category & Description	Participant Score
Recreation Programs		Recreation Facilities	
Clubs & after school programs	5	Open space area	12
Community Events	4	Public swimming pool	11
Aquatic-ocean	1	Community center	10
Horse programs	1	Walking/jogging	8
Environmental programs	1	Roller sports	8
Transportation		Soccer/Football	7
Multi-use trails	11	Playground	5
Partnering/Funding		Dog area	4
Share fields with schools	4	More restrooms	3
		Picnic areas	1
		Softball/ baseball	1

Note: The higher the score, the higher the preference by the participants.

The results of Workshop 2 are consistent with Workshop 1 showing prioritization for many of the same needs. Community events and clubs, and after school programs were ranked as a high priority for recreation programs. For the recreation facilities (open space, public swimming pool, community center, and roller sport facility), all received over eight high priority stickers. Multi-use trails were also identified as a very high priority, along with the desire for safe pedestrian circulation through the Mid-Coast. The opportunity of partnering with the Cabrillo School District to share sport fields was also identified as a significant priority.

Workshop 3

Summary of Group Comments

July 22, 2002

Almost 30 people met in a classroom of El Granada School to hear a presentation on the July 12 draft of the *Mid-Coast Recreational Needs Assessment* and to provide public comment. Almost all in the group felt the assessment was essentially focused and indicative of the audience's feelings and aspiration. The one dissenter felt strongly that only open space should be acquired and no park and recreation development should occur.

The group concurred in the general allocation, size and breakdown of parks, recreation and trails. Many, however, were interested in how to move forward, what partnerships could be forged, how the plan could be funded and what would be the next steps in implementation.

Mid-Coast Community Council

Summary of Council and Audience Comments

July 24, 2002

Approximately 25 people attended an informal meeting of the Mid-Coast Community Council to hear a presentation of the *Mid-Coast Recreational Needs Assessment* and comments from the audience. The Council and the audience were generally pleased with development of the assessment to date. Audience comments were generally supportive with concerns including the location and quantity of trails, the perceived high cost of trails, safe highway crossings and funding.

The Council likewise was supportive and had a number of concerns and requests for additional assistance with an implementation program. Related issues included, but were not limited to, the potential degree of County involvement, what, if any, other local districts might be helpful, how the LCP and coastal access related to the plan, and how the plan would be funded.

Focus Interviews

A series of focused interviews were held with individuals of the Mid-Coast community. These individuals were selected for their previous knowledge of the community and their potential insight into the current local parks and recreation needs. The following is a summary of identified needs and opportunities collected at the five focus interviews.

Focus Interview 1 – 8/22/01

Paul Perkovic –Chair, Mid-Coast Community Council Park and Recreation Committee

Mary Kate Meyerhoffer – Montara Resident

Katheryn Slater Carter – Mid-Coast Resident

Barbara Kossy – Mid-Coast Resident

This interview generated a list of recreation facilities needed by the Mid-Coast community. The list includes:

- ocean oriented aquatic facilities
- community center
- public indoor pool
- ball fields
- dog areas
- playground and tot lots
- roller sport facility
- tennis courts
- open space

Transportation and beach access was brought up as an important issue among Mid-Coast residents. There currently is no connection from the east side of Highway 1 to the coastside trail that travels to Half Moon Bay. Some residents would rather see this trail connection than increase SamTrans bus service. Improvement to beach and McNee State Park access is desperately needed as existing access is dangerous.

Opportunities for partnering and funding were also discussed among the interviewees. A special park district between the Mid-Coast and Half Moon Bay could be investigated to share program and facility responsibilities. Developer fees and a community user card program could be implemented to generate funds for park construction, maintenance, and recreation programming. The large amount of land owned by the County and POST was mentioned as an excellent resource of available land for park development.

Focus Interview 2 – 8/22/01

Steve Jespersen – Half Moon Bay Parks and Recreation Director

Steve Jespersen provided insight into needs of the Mid-Coast community from experience in directing the park and recreation program in Half Moon Bay. Approximately 35% of the recreation program participants are Mid-Coast residents. This large constituency makes many of the Half Moon Bay programs viable. Unfortunately lack of facilities in Half Moon Bay and the Mid-Coast is the limiting factor for recreation programs. Additional open turf areas and indoor multi-purpose rooms are in desperate need. There is a desire for environmental programs and the Mid-Coast area is a resource for facilitating such programs.

Given the current active participation from the Mid-Coast community, Steve suggested a park and recreation partnership between Mid-Coast and Half Moon Bay. The Mid-Coast could create a park and recreation committee that works with Half Moon Bay.

Focus Interview 3 – 9/13/01

Debi Allum – Director, Boys and Girls Club

As director of the Boys and Girls Club, Debi Allum discussed programming, facility and transportation needs. Currently, the Boys and Girls Club is providing only limited programs due to a lack of facilities. The Club has programming money; the current need is for facility space to hold the programs. The Boys and Girls Club currently sponsors a very popular homework club at El Granada School. The Club also operates a skate board facility in Half Moon Bay. A roller sport facility in the Mid-Coast would be feasible given the Mid-Coast resident participation.

Transportation links to programs and facilities is a large need. Safe transportation for youths to attend programs is vital to the success of programs. Given the remote Mid-Coast development, transportation for all residents is everyday issue.

Focus Interview 4 – 9/13/01

Bern Smith – San Mateo County Parks and Recreation Commissioner

The largest need identified by Bern Smith is safe crossings at Highway 1. The existing signal intersections on Highway 1 are not accessible except by car. He stated that Transportation Enhancement Act funding might be available for pedestrian crossing improvements at Highway 1.

The County owns large amounts of land over a number of parcels in the Mid-Coast area. This is an opportunity to avoid costly land acquisition. In addition to a large resource of potential park land, there are several partnering opportunities. The Granada Sanitary District is an existing special district that could take on park and recreation responsibilities. They are also interested in the community center idea for additional meeting space. The Mid-Peninsula Regional Open Space District and POST are also willing open space partners active in the area.

Focus Interview 5 – 9/13/01

Paul Ringgold – Director of Stewardship, Peninsula Open Space Trust (POST)

Paul Ringgold discussed partnering opportunities with POST. POST purchases private land and sells it back to the public for traditional agriculture practices and low impact recreational uses. POST is successful in negotiating with willing land owners; however, public agencies often do not have the money to buy the land back. While the land is in POST ownership, the land goes largely unused for recreational purposes due to liability exposure issues.

Focus Interview 6 – 6/20/02

Rollie Wright –Parks and Recreation Acting Director, Half Moon Bay

Rollie Wright reported that approximately 40% of the Half Moon Bay recreational program users come from the Mid-Coast area. The community center, the pool at the high school, and Smith Field (ball field complex) are all recreational facilities in high demand and frequently overbooked. Adding more of these types of facilities in the Mid-Coast area would help meet program demand. Rollie also mentioned partnering with a potential Mid-Coast park and recreation entity. Once the Mid-Coast provides recreation facilities, a partnership could be made with the Half Moon Bay Parks and Recreation Department to facilitate recreational programs. Partnering with Half Moon Bay could provide the public with more of the high demand programs.

Needs Analysis & Financing Options Study

The County Parks and Recreation Division commissioned a survey of registered voters and the community-at-large (entire County) to develop a scientifically conducted public opinion survey focusing on the park and recreation needs of the County. Part of this survey focused exclusively on the Mid-Coast area. Results of the survey pertinent to assessing the recreation needs of the Mid-Coast area are:

Desired recreation facility prioritization

The recreation facilities prioritized by Mid Coast residents for local parks are detailed in Figure 14A in Appendix H on page 143. These facilities included:

- walking/jogging areas
- more restrooms
- playground areas
- picnic areas
- softball/baseball fields
- public swimming pool
- tennis courts
- soccer/football fields
- roller sports facility
- gym for indoor sports
- outdoor basketball courts

Multi-use trails were also a top priority for local parks with 79%, ranking them second on the priority list. While this is not a facility within local parks, it is the crucial element that links park and recreation facilities creating a true park system. Safe pedestrian circulation throughout the Mid-Coast area is a related critical issue.

Potential usage of “high priority” recreation facilities

Considering the implementation of the recognized high priority recreation facilities, 93% of people surveyed said they would visit said facility at least once a week. Figure 15 in Appendix H on page 145 illustrates a breakdown of potential usage.

Importance of playgrounds by number of school age children

Playgrounds for the Mid-Coast area were ranked as a number five priority by 72% of all Mid-Coast residents surveyed. Refer to Figure 17 in Appendix H on page 149 for comprehensive survey results.

These results generally reflect the opinions and priorities of the overall County in this same survey. These results are also similar to a Park and Recreation survey conducted by the State of California Department of Parks and Recreation published in 1998. Refer to Appendix F on page 133.

VI. PARK SIZES AND COMPARISONS

PARK SIZES AND COMPARISONS

The Neighborhood Park System

The focus of this assessment is to look at the park and recreation needs of the residents within their respective neighborhoods. Within these neighborhoods and the larger study area of Moss Beach, Montara, El Granada, Princeton, and Miramar, the assessment looks at three types of parks:

- mini parks
- neighborhood parks
- community parks

These three park types generally complement each other and will vary in size, content, natural features, and service areas. They depend on each other to provide a broad range of space and facilities to each neighborhood and the larger community in which they are located. They essentially are a system of parks and collectively are referred to as the neighborhood park system.

Their contents, size and other characteristics are described in the following Table 4 on page 47. It is also important to see how community parks, neighborhood parks, and the smaller mini parks fit into the overall hierarchy of park, recreation, and open space resources desirable for a neighborhood and the larger regional communities. Table 4 provides that comparison for a reference.

One may then ask in the development of a neighborhood park system, "How much space is needed for mini parks, neighborhood parks, and community parks?" closely followed by "What types of facilities and how many of each should be provided?" The establishment of realistic and attainable standards is an important step in the planning process for this unincorporated area of the County.

The standards are an expression of the minimum facilities acceptable to the local population. They are used to set goals and measure levels of attainment. They serve as a guideline to determine land requirements and help structure the overall land-use pattern of the community. Establishment of specific acreage standards is also required for mandating park exaction ordinances ("park-in-lieu" or "developer" fees).

National Standards

National and state park and recreation organizations and individual governmental agencies have established a varying range of definitions and standards including park type, size, access requirements, and site development guidelines. The standard derived from early studies of park acreages located within urban areas was the expression of acres of park land per unit of

population. Over time, six to ten acres per 1,000 population came to be the commonly accepted standard recommended by the National Parks and Recreation Association and used by a majority of communities.

The national standards are intended as guidelines to be modified to fit local conditions. Existing land use, housing densities, demographic characteristics, economic feasibility, topography, and perceived needs are among the local factors that were considered in the establishment of the following standards for the Mid-Coast. Other factors include the remoteness of this area to other nearby cities and communities with park and recreation facilities, the shortage and condition of limited public school facilities, lack of church, private and other institutional facilities.

Many potential park sites in all likelihood will also contain riparian, wetland, sensitive habitats, steep topography and other natural constraints. While these are certainly desirable neighborhood resources, additional acreage will be necessary to provide adequate buffers and provide net useable parks and recreation space. As minimum guidelines, the standards are intended to be used as a flexible planning tool. In practice, the standards will most likely not be met in some neighborhoods of the Mid-Coast, while they may be exceeded in others.

Proposed Acreage Standards and Park Classifications

Mini, neighborhood, and community parks for the Mid-Coast are the focus of this assessment. The basic standard for developed parkland (mini, neighborhood, and community parks) recommended by this assessment is six acres per 1,000 people. This is a lower, logical standard for the Mid-Coast area. It falls into the six- to ten-acre range suggested by the national standards. It is higher than many California cities whose service areas are largely built-out, but lower than some nearby coastal communities. Six acres represents a desirable goal that is achievable due to the degree of availability of level, developable land that exists on the Mid-Coast. It is also less than the City of Half Moon Bay's 8 acres/1,000.

This lower standard was also influenced by the economic resources of the Mid-Coast. The Mid-Coast's lack of commercial, hotel and other non-residential tax base makes it more challenging to generate sufficient revenues to support creation and operation of a large park and recreation system. Residential based communities traditionally are not able to generate sufficient tax revenues to support a wider array of public services including parks and recreation. Consequently, it seems prudent to realistically focus on the lower 6 acres/1,000 standard. The standards established in this plan have resulted from careful analysis of existing conditions, user needs, demographic information, available undeveloped acreage, and the desire by the community to support a program of park development and recreational programming.

Regional parks are included in a separate category and assigned their own standard (10 acres per 1000 people) because they provide for other recreational needs than do the three developed local park categories. Regional parks draw people from a much larger area than do local parks. They are characterized by unique natural resources and relatively large size, and provide outdoor recreation opportunities of regional significance. While regional parks may accommodate some of the local passive recreation demand, they frequently entail user fees and do not provide facilities suitable for local needs, such as turf play areas. The Mid-Coast is presently well served by regional parks including the State Beaches and County facilities such as Fitzgerald Marine Reserve and San Pedro Valley Park in Pacifica.

This regional park category is the niche in which the County has traditionally been most successful in fulfilling the needs of County residents. Planning, development, management, and operations within regional parks is vastly different than within the mini-neighborhood community park category, requiring different personnel, resources and management. Recreational programming within regional parks is relatively low to non-existent, unlike the neighborhood park category.

Trail System: There are no statistical acres/1,000 population, or miles/1,000 population in the national or state standards for trail greenway or linear park systems. Throughout the public workshops and in the *Needs Analysis & Financing Options Study* prepared for the County, it was very apparent that County residents and the Mid-Coast community have similar desires to have this element in their park systems. The limited transportation systems in the Mid-Coast would also reinforce the need for these non-motorized routes as well as their recreational fulfillment. Map 3 on page 83 illustrates the location and lengths of the trail types to be included in the system. Also, shown on Map 3 are regional trails as planned and indicated in *County Trails Plan - 2001* and alignments proposed in the *1977 Community Plan*. The *San Mateo County Comprehensive Bicycle Route Plan* March 2000 prepared by the City/County Association of Government, identifies bike routes for improvement.

School facilities often provide valuable opportunities for active recreation, and are currently underutilized for this purpose in the Mid-Coast. Several constraints exist for the inclusion of schools in a first-rate recreation system. Since educational use of the school grounds is the primary use, schools frequently are not available for general public use or league sports play.

Time constraints during weekly and seasonal educational periods are not the only constraints. The schools' increasing enrollments with corresponding need for building expansions usually consume field and court areas. School grounds are often under maintained and in need of rehabilitation. Funds for maintenance

are also often insufficient to provide safe, adequate facilities for the increased level and frequency of play desired for community use. In light of these limitations, recommended totals for additional acreage required to meet the 6 acres per 1,000 people standard do not include the existing school grounds.

Improvement and continued maintenance of school fields are recommended, however as a complementary component of the community's park and recreation system. Evaluation of potential park improvements should be carefully considered during the redesign of school facilities to assure conformance with park and recreation goals. A joint powers agreement between the District and the park entity could go a long way towards maximizing these limited resources for the community.

Table 4: Classifications & Minimum Park Standards

Park Type	Acres/ 1000 Pop	Size Acres	Service Radius
<p>1. Mini Park A facility designed to provide recreational opportunities for a small area within a neighborhood. Generally, a mini-park is designed for young children, however in some cases it may be designed for aesthetic purposes. 1/2 acre is the recommended minimum size to provide adequate buffer space and diversity of uses; however, in some cases smaller sites may be developed. One or more mini-parks should be provided in each neighborhood.</p>	0.5	½- 1	¼-½ mile
<p>2. Neighborhood Park The neighborhood park is designed to serve the recreational needs of children 6-15 years of age, as well as adults, pre-schoolers, and seniors. It would typically include family picnic areas, open turf areas for informal sports and play equipment. Lighted athletic fields would not be included. At least one neighborhood park should be provided in each neighborhood planning area.</p>	1.5	4 -12	½-¾ mile
<p>3. Community Park This park is designed to serve a wide variety of needs for youths and adults in both active and passive recreation. Facilities for sports fields, open turf areas, playgrounds, picnic areas, and off-street parking could included restrooms and related facilities. The park should also include facilities for pre-schoolers, young children, senior citizens and families. Components of neighborhood parks and mini-parks should be included in the Community Park. Lighted athletic fields for active sports may not be appropriate in the Mid-Coast area due to the proximity of existing homes. The Community Park includes facilities which serve neighborhoods and/or the entire Mid-Coast, and several would be an ideal site for the community center/recreation building complex.</p>	4.0	20-50	1 - 2 miles

Park Type	Acres/ 1000 Pop	Size Acres	Service Radius
<p>4. <u>Special Facility</u> A facility such as a community center with recreation building, gymnasium , teen center, aquatic center, or other cultural or athletic facility that serves a specific need for a portion of the area population. May be constructed as part of a Community Park.</p>	varies	varies	varies
<p>5. <u>Trail System</u> Open spaces that are developed along creeks, highways, right-of-ways, flood plain areas and ocean blufftops. Development may include jogging, bicycle and horseback riding paths, picnic areas and general aesthetic improvements; all functioning as recreational elements and/or transportation corridors.</p>	na	sufficient width to protect the resource and provide maximum use	na
<p>6. <u>Regional Park</u> Open space areas characterized by significant natural resources which provide passive recreation opportunities for both the local population and the surrounding metropolitan area; small portions of a regional park might be allocated to fulfill neighborhood park requirements.</p>	10	100 acres	Bay Area
<p>7. <u>Conservancy /Open Space Area</u> Tracts of land kept primarily in their natural state. They are used to preserve natural areas such as riparian zones, bluffs, wetlands and other lands of recreational and scenic interest. This category may also include areas devoted to preservation of historic or cultural resources and could include smaller portions of the sites satisfy local neighborhood recreational needs.</p>	na	sufficient to protect the resource	Mid-Coast

na = not applicable

Total Average Required

Table 5 below illustrates the impact of the acreage standards for only the neighborhood park system which covers mini, neighborhood, and community parks at both the existing population, as well as the additional acreage required to accommodate future population of the projected build-out. The Table provides the general park acreage for each of the three types of parks. The actual number and location of each park type is shown on Maps 1 and 2 on pages 81 and 82.

Table 5: Proposed Total Developed Park Acreage

park type	proposed standard; acres/1000	existing acreage	proposed total for existing population (10,356 pop.)	proposed total for future additional population at build out (8,362 pop.)	proposed total at build out population (18,718 pop.)
Mini Park	0.5	0	5.2	4.2	9.4
Neighborhood Park	1.5	4.0 ⁽¹⁾	15.6	12.5	28.1
Community Park ⁽²⁾	4.0	0	41.5	33.4	74.9
Total	6.0	4.0	62.3	50.1	112.4

Note: Numbers have been rounded to nearest tenth of an acre.

⁽¹⁾ "Park Planning Study for Quarry Park", Callander Associates, 1994 area qualifying as a neighborhood park under plan B, as shown in that study.

⁽²⁾ The community park may be a single park or two smaller parks totaling 74.9 acres.

Comparison with Other Cities

The Table below compares the national standards with the existing acreage and standards from several other California cities. School ground acreage is not included. The proposed eight acre standard could be viewed as ambitious when compared with other cities whose service areas are mostly developed, or as moderate when compared with other coastal cities.

Due to the largely undeveloped nature of the Mid-Coast, ample opportunity exists to realize the proposed standard. Unfortunately, Mid-Coast residents need to drive to Half Moon Bay for a minimal supply of parks or over the hill to peninsula cities for their neighborhood park needs.

Table 6: Comparative Park Acreage Standards by City

City and Population	Existing acres/ 1000 population	Standard Acres ⁽¹⁾ per 1000 pop
National Recreation and Park Association standards		6 to 10.5
Half Moon Bay (11,900)	0.8	8.0
San Carlos (25,000)	2.0	5.0
Vacaville (65,000)	4.0	4.0
Visalia (65,000)	1.3	5.0
Santa Cruz (42,000)	3.3	4.0
Benicia (25,000)	4.4	5.0
Hollister (18,900)	2.3	5.0
Lodi (52,000)	2.3	4.0
Gilroy (28,000)	3.8	4.3
Monterey (29,000)	11.6 ⁽²⁾	10.5
San Leandro (68,000)	1.7	3.0
San Mateo (86,000)	3.3	10.0
Milpitas (63,000)	2.8	3.0
Belmont (25,000)	3.2	8.5
Foster City (30,000)	4.3	4.3 ⁽³⁾
Menlo Park (28,000)	4.5	4.3 ⁽³⁾

⁽¹⁾ For combined total of mini park neighborhood and community parks.

⁽²⁾ This amount includes both active and passive acres/1,000, totaling 11.6. Active is only 3.9 acres/1000.

⁽³⁾ No standard has been established by this city. The amount shown is the existing total.

VII. SUMMARY OF NEEDS

SUMMARY OF NEEDS

The Mid-Coast needs assessment outreach process, along with the information collected through the existing conditions inventory, provided a clear picture of the overall park and recreation needs. The following is a summary of needs and opportunities for the Mid-Coast park and recreation system.

Park and Recreation Facilities

Local public park and recreation facilities within the Mid-Coast area are nearly non-existent with the exception of minimal facilities mostly under volunteer care. Applying the goal of 6 acres of park land per 1,000 residents, the Mid-Coast is currently 58 acres short of publicly owned and managed parkland serving existing local needs. The Mid-Coast currently needs 5 mini parks, 4 neighborhood parks, and a large community park or 2 smaller community parks. Approximately 50 additional acres would be required to accommodate any future population. Table 5 on page 49 summarizes these needs.

Through all three public input methods, there were a number of similar facility needs. A community center (recreation building), roller sport facility, playgrounds, sports fields and courts, open turf fields, dog areas, picnic areas, walking areas, and a trail system are the top local recreation facility needs.

Opportunities for park development include sizable amounts of publicly owned property and two school sites with the potential neighborhood park recreation facilities. Land acquisition costs could be significantly offset with the use of publicly owned lands. Joint use agreements with the School District could also update existing school recreation facilities and increase the level of on-going maintenance.

Recreation Programs

Many Mid-Coast recreation program needs are unable to be provided by the Half Moon Bay Parks and Recreation program. Swimming lessons, gymnastics, and dog classes typically have waiting lists due to lack of facility space. Ocean-based aquatic lessons, exercise programs, after school programs and clubs, continuing education, and community events are additional programming needs that were consistently noted during the public input process as being unmet.

Additional recreation building needs would have to be met to provide these recreation programs to Mid-Coast residents. A community center (recreation building) would house most of the identified programs including gymnastics, exercise programs, after school programs, continuing education classes, gymnasium activities, and other community events. It's imperative that the design of this building facility be sufficiently flexible to accommodate changing

recreation needs in future decades. Some of these needs might be fulfilled by increased use of the El Granada and Farrallone school buildings. A joint-use agreement with the school district to allow indoor and outdoor recreation programming of their sites would be beneficial to the Mid-Coast communities.

Many residents expressed interest for increased swimming pool programs and access to a public pool. The two pools currently serving the Mid-Coast are the indoor pool at Ocean High School in Pacifica and the outdoor pool at Half Moon Bay High School. Mid-Coast residents mostly use the Half Moon Bay pool. Pacifica reports the main Pacifica program that Mid-Coast residents use is the Pacifica aquatics program. Both of these aquatics programs are consistently filled to capacity and with waiting lists. Increasing usage of these facilities, if existing programming would permit, would probably only marginally fulfill overall Mid-Coast needs; serious consideration should also be given to replacement of the older pool in Half Moon Bay. If a pool is built in the Mid-Coast area, Half Moon Bay would also benefit from this new facility.

Transportation

Transportation is one of the most critical constraints related to meeting the recreation needs of the Mid-Coast community. Pedestrian safety was one of the biggest concerns voiced throughout the entire public input process. A pedestrian trail system needs to be implemented to connect park facilities and travel along Highway 1. Integral to a complete, safe trail system is the provision of safe Highway 1 crossings. Highway 1 is a congested arterial road dividing the Mid-Coast. As a result much commuting within the Mid-Coast is by vehicle, compounding the daily traffic congestion. In a related West Sacramento recreational study, people stated that they would be willing walk at least a half mile to a park site.

Prior successful trail segments of the Coastside trail do exist and were funded by various grant sources. Completion of this trail and connecting trails is a high priority for the Mid-Coast community. A comprehensive trail system was also envisioned in the *1977 Community Plan*. Additional grant funds may be available to continue safe trails along Highway 1, connecting to the California Coastal trail to Half Moon Bay and construction of safe pedestrian crossings. This and other trail opportunities are also noted in the *County Trails Plan - 2001*.

Partnering and Funding

Although partnering and funding is discussed at length, it should be noted that throughout the public input process a number of opportunities was discussed. The Mid-Coast Community Council, Peninsula Open Space Trust (POST), Mid-Peninsula Regional Open Space District, Half Moon Bay, and the Granada Sanitary Sewer District are all existing groups interested in furthering local

public recreation needs. Funding opportunities include developer fees, assessment district, user fees, and other grant funding is available to facilitate this program. See Table 4 on page 47 for a listing of potential funding sources.

All phases (acquisition, development, programming, operation and maintenance) of the park and recreation system will need to include partners as part of the process. This kind of intergovernmental and private/public/institutional partnering is a cornerstone to the economic success of a well managed system.

VIII. PARK SYSTEM PLAN AND COST

THE PARK SYSTEM'S COST

The Basic Categories

The costs in developing a park system can be organized into the five categories shown below. It is helpful to understand and distinguish the differences, since they have distinct and separate impacts on one time versus ongoing costs, separate funding resources and time schedule implications. These categories generally include the following costs:

- Acquisition: Cost of land, legal services, title costs, leases, easements, joint powers agreements, etc.
- Development: Topographic and boundaries surveys, environmental studies, design and other landscape architectural services, public outreach services, costs of construction, utilities connection fees, construction management and other costs associated with placing a park into public service.
- Programming: All costs associated with planning and providing the various recreation programs (ie., arts and crafts, dance, swim sessions, etc.); specifically salaries, materials, transportation costs, etc.
- Maintenance: Park land maintenance staff to maintain, repair and refurbish the physical facilities within the park, including grounds, buildings, and open space areas.
- Management: Salaries of professional management personnel and related overhead costs such as benefits and training, legal and financial services, grant writing and processing, miscellaneous administrative supplies and other costs to assure oversight of the park and recreation system.

Acquisition and development expenses are sizeable initial one time expenses and are fundable through a variety of local and outside sources. Programming, as well as maintenance, however, represent ongoing annual expenses that generally are funded only by local sources. Many park and recreation systems have found creative ways to meet this local need.

The funding relationship of the acquisition/development category to the programming and operations/management categories is one that warrants careful initial attention and ongoing balance. An example of this is the need to acquire parklands in the appropriate locations, of the size required, with the sites of reasonable topography, and natural, and neighborhood constraints. The acquisition must fulfill the immediate and future needs of the neighborhood.

Appropriate land acquisition will minimize the number of facilities, and provide the optimal size of facilities for the development of the site. Once developed to public standards of a quality design and with a reasonable degree of flexibility in the design, the parkland will fulfill the assessment goals. During this development process, care needs to be applied to incorporate design features that allow for economical maintenance of the facilities recreational programming of the site

Potential Acquisition and Development Program

As a starting point in planning, building and operating the Mid-Coast neighborhood park and recreation system, an estimate of the overall system wide cost has been included in this report. This will aid in setting up a capital improvement program, applying for grants, forecasting operations and maintenance costs and generally serve as an initial baseline. The following Tables 7, 8 and 9 outline this initial estimate. Costs are in 2002 dollars and do not account for inflation, escalating land costs, cost of debt service and other important factors that ultimate will be factored into a comprehensive financial plan. This estimate is based on the following:

- **Land Acquisition:** Land values are difficult to forecast, and will vary widely dependent upon zoning, market conditions, current land use, availability of utilities, location, existing ownership, partnering opportunities, and many other factors. Land values for parcels suitable for park development may range from approximately \$ 50,000 to 1,000,000 per acre.

It will be challenging to acquire acreage for park usage at mid-to-lower ranges. There are some unique conditions within this Mid-Coast area however, that may more favorably affect these land acquisition costs. There is a significant acreage in a number of parcels owned by existing public agencies such as the County, the San Mateo County Harbor District, Caltrans, the Peninsula Open Space Trust (POST), and the National Park Services at the Golden Gate National Recreation Area (GGNRA). These parcels may be available at no cost, a very low cost, as a long term lease, or other low cost means.

These parcels and groups represent unique partnering opportunities to achieve common public goals as well as implementation of a neighborhood park system. There may or may not be an exchange of funds, or if so perhaps, at a reduced or below market rate level. There may also be shared use opportunities to reclaim or share excess street right-of-way, medians, utility corridors or other creative partnerships combining private property owners and public agencies to create parklands. This report has used an average of \$190,000 per acre for acquisition costs; \$175,000 per acre for actual land acquisition and \$15,000 per acre for auxiliary acquisition expenses of title, legal, and related activities to acquire title or other assurances of the long term public interest in parklands.

Outright purchase of all parklands at \$190,000 per acre would be a tremendous burden to the park system. The amount of publicly owned acreage and the potential for partnering with others in this Coastside area

to fulfill this need is very high. It is conceivable that almost half of the total park acreage required could be acquired in this fashion. Consequently, the estimated cost per acre for acquisition has been reduced from the \$190,000 amount to \$95,000 per acre.

- **Park Development:** These costs also vary significantly, primarily with the size and complexity of the elements to be included in the park. High construction cost elements include playground, sport courts, picnic areas, restrooms, pathway lighting, parking, etc. Lower construction costs elements include irrigation and planting of the larger open space areas. Costs for larger community parks could be reasonably developed for \$220,000 to \$240,000 and this report uses \$220,000 per acre. The smaller neighborhood parks range from \$250,000 to \$280,000 per acre and this report uses \$265,000 per acre. The smallest parks, mini parks, usually have less expansive open areas and proportionally larger playground areas. This raises the costs per acre to about \$300,000 per acre as used in this assessment. These estimated costs per acre include construction, design and construction management.
- **Special Facilities Development:** This assessment plan also calls for a community center (recreation building) to be provided within the area. This recreation building could be similar in content and function to Half Moon Bay's Ted Adcock Community Center that is about 6,500 s.f. Added to this would be a gymnasium with associated storage and support space for an additional 7,200 s.f. totaling 14,200 s.f. for the entire community center.

Public recreation buildings have a range in costs per square feet commonly from \$300 to \$400/s.f. This estimate has used \$350 and a 14,200 s.f. structure, for a total estimate of \$4,970,000. This estimate includes some site development costs within 10' of the building as well as design, furnishings and construction management. No acquisitions costs are anticipated, as the building would normally be sited within a larger neighborhood park or preferably the community park.

A new aquatic building featuring an enclosed pool has not been included in Table 7 as part of this overall assessment. The addition of this special facility might range from \$2.5 to \$3.5 million dollars if it shared parking and land facilities within a park and had no acquisition costs. The ongoing maintenance operation and programming costs for such a facility might vary from \$200,000 to \$300,000 per year, an amount with a significant impact on a smaller park and recreation entity. A more detailed feasibility study should be completed prior to adding this to the assessment.

- Trail System Development:** It is anticipated that the trail system for this study would use existing public rights of way, utility corridor, public lands, and other corridors per local coastal plan regulations on private lands and other non-cash acquired lands. Consequently, no acquisition costs are shown, although some legal and administrative expenses might be incurred. Costs for Class 1 bike trails (8' wide paved) can vary from \$145 to 260/lf. This report has used an amount of \$201/lf or \$1,061,280/mile. Development costs for hiking trails are estimated at \$26,000/mile.

Acquisition and Development for Current and Future Population

The current population has a current deficiency in park recreation facilities that can be separated from future population deficiency. The costs to bring the park system in line with the current population to meet the proposed 6 acres of developed parks per 1,000 population standard is shown in Table 7. Table 8 outlines the costs associated with future population growth. Table 9 combines both. All tables also show the pro-rated cost per year if the entire park system was implemented within a 20 year period.

Table 7: Potential Acquisition and Development Costs for Current Population (10,356)

A.	Community Parks			
	acquisition	41.5 acres @ \$95,000/acre	=	\$3,942,500
	development	41.5 acres @ \$220,000/acre	=	9,130,000
B.	Neighborhood Parks			
	acquisition	11.6 acres @ \$95,000/acre	=	\$1,102,000
	development	15.1 acres @ \$265,000/acre	=	4,001,500
C.	Mini Parks			
	acquisition	5.2 acres @ \$95,000/acre	=	\$494,000
	development	5.2 acres @ \$265,000/acre	=	1,378,000
D.	Special Facilities			
	recreation bldg	14,200s.f. @ \$350/s.f.		\$4,970,000
	aquatic center	not included		
E.	Trail System			
	class 1	6.0 miles @ \$1,061,280		\$6,367,680
	hiking trails	6.3 miles @ \$26,000		163,800
TOTAL				(\$1,577,474 per year for 20 years)
				\$31,549,480

Table 8: Potential Acquisition & Development Costs for Additional Future Population (8,362)

A.	Community Parks			
	acquisition	33.4 acres @ \$95,000/acre	=	\$3,173,000
	development	33.4 acres @ \$220,000/acre	=	7,348,000
B.	Neighborhood Parks			
	acquisition	12.5 acres @ \$95,000/acre	=	\$1,187,500
	development	12.5 acres @ \$265,000/acre	=	3,312,500
C.	Mini Parks			
	acquisition	4.2 acres @ \$95,000/acre	=	\$399,000
	development	4.2 acres @ \$265,000/acre	=	1,113,000
D.	Special Facilities	—		—
E.	Trail System			
	class 1	3.6 miles @ \$765,000		\$3,820,608
	hiking trails	3.9 miles @ \$26,000		101,400
TOTAL				(\$1,022,750 per year for 20 years)
				\$20,455,008

Table 9: Potential Acquisition & Development Costs for Total Population (18,718)

A.	Community Parks			
	acquisition		=	\$7,115,500
	development		=	16,478,000
B.	Neighborhood Parks			
	acquisition		=	\$2,289,500
	development		=	\$7,314,000
C.	Mini Parks			
	acquisition		=	\$893,000
	development		=	\$2,491,000
D.	Special Facilities			
	recreation bldg.		=	\$4,970,000
E.	Trail System			
	class 1		=	\$10,188,288
	hiking trails			265,200
TOTAL				(\$2,600,244 per year for 20 years)
				\$52,004,488

Prioritization

With a new park system, one might assume that you naturally acquire first, develop next, and then operate/maintain. To maximize your funding opportunities, you need to collaborate with your partner in scenarios like this:

- a. a local open space group has plans to or has acquired some land that could accommodate a mini park as neighborhood park because of the land open spaces proximity to homes; acquisition is a priority!
- b. a local school has improved their sports field but can not afford to maintain them to the higher level needed for the increased level of use by recreational users needs versus the lower impact educational use; operation/maintenance is a priority!
- c. development pressures are increasing on an ideally located parcel and the owner is willing to sell to the fledging park district with long term favorable financing; creative acquisition partnering is a priority!
- d. a unique parcel owned by a government agency is proposed for an unpopular use in the neighborhood; time to push up the acquisition priority.
- e. special grant funds and recent proposition funding make trail development funds easier to acquire; maintenance of the trail is fairly low, so the fledgling park district gets their first mile of their trail system with the assistance of an adjoining agency who builds a connecting one mile long section.

Prioritization will not be easy; it will be driven by funding availability, opportunities created, and partnering. None of it will happen though, without achieving these first two priorities.

The First and Second Priorities

The first priority must be to work with the community on all aspects of implementation of this plan. The collective community efforts must be put toward generating and sustaining the financial and social commitment to implement the plan. With opportunities, constraints, and management decisions debated in an open, public and constructive outreach forum, difficult and sometimes compromising decisions will be supported by the community at large.

The second priority needs to be one of partnering with other public agencies, districts, trusts, individuals, businesses and others to maximize the park and recreation opportunities and the funding sources. Maximizing priority one and priority two will allow the agency to balance the following groups of priorities.

Balancing Priorities

Once established and operating within the first two priorities, the fledgling park and recreation entity will need to implement the plan on all fronts. Land and acquisition must be a priority. Sufficient undeveloped acreage is currently

available in a mix of private and public ownership. It will not always remain available and will never be less expensive.

The needs analysis to date and lack of available facilities to the south in Half Moon Bay make development of a large community park and a recreation center a high priority. The community park's location would likely be in the south portion of the study area, making acquisition and development of a neighborhood park in the north portion a more balanced implementation.

The trail system will likely be on a separate set of priorities since funding opportunities prevail, acquisition costs are almost nil, and operations/maintenance costs are low. Within this system, Highway 1 crossings and other safe transportation components would be higher priorities. Providing early comments on pending subdivisions and other development would also provide benefits in terms of easement reservations, planning, and perhaps even developer installation as a condition of approval.

Programming

The costs to provide the daily recreation programming for the park system will vary with the number of participants, diversity of programs and a host of other factors. One way to estimate these costs would be to evaluate Half Moon Bay's cost for providing recreation programs as \$275,260.

Half Moon Bay's recreation programs share the city's population of 11,842 plus some of the entire Mid-Coast. The exact number of persons served is estimated to be about 22,000 people, yielding a cost per capita of about \$14. Table 10 on page 66 uses this unit cost.

Maintenance

Maintenance of the grounds, building and related physical facilities within the park system is an ongoing permanent commitment. Maintenance costs would include staffing and operating the recreation programs as well as the overall administration and management of the entire system. Maintenance for the system has been estimated using existing costs from the City of Belmont's park system. The Belmont park system includes approximately 80 acres of mini, neighborhood, and community parks, some trails, and some landscape medians. The cost per acre is approximately \$16,300 and has been used as the cost basis unit in Table 10.

The estimated costs for maintenance of the recreation building or community center has been based on Half Moon Bay's 2001-2002 budget. An estimated 15% of their total building maintenance budget of \$586,950 is allocated to the maintenance of their community center on Kelly Avenue. The proposed recreation center for the Mid-Coast is estimated to be about 14,200/sf compared

to the 6,800/sf Half Moon bay center. Prorating this yields a yearly maintenance cost of \$183,770 for the current population. This estimate includes janitorial services, utilities, repairs, and other normal building maintenance. With the addition of future population, an additional amount of \$70,000 has been prorated into Table 10 below.

Management

These costs include the salaries and materials to cover the overall administration and management of the entire park and recreation system. Half Moon Bay’s 2001-2002² budget shows a \$477,140 amount for management of the entire park and recreation system. Based on a service population of 22,000 as noted in the preceding Programming section, the cost per capita currently would be under \$22. This amount would slide downward as the park system expands so the amount has been adjusted to \$19/capita. Population used in Table 10 below includes this larger service area.

Table 10: Potential Annual Maintenance, Programming and Management Costs²

Category	Cost Basics	Current 10,356 pop	Future Add 8,362 pop	Total 18,718 pop
Parks & Trails Maintenance	\$16,300 ac	\$1,015,490 ¹	\$816,630 ¹	\$1,832,100
Recreation Building Maintenance	\$183,700/ yr	\$183,700	\$70,000	\$253,700
Recreation Programming	\$14/ capita	\$144,984	\$117,068	\$262,100
Management	\$19/ capita	\$196,764	\$158,878	\$355,600
Total Estimate		\$1,540,900	\$1,162,600	\$2,703,500
Cost per Capita		\$149	na	\$144

Practically, the full \$2,703,500 annual system maintenance cost would not take effect until the entire system was implemented. If the Mid-Coast is unable to achieve their 6 acre/1,000 standard and only reach 4 or 5 acres, the anticipated operations and maintenance cost would be significantly less. Maintenance costs will probably be relatively low during the first three to five years and then rise somewhat proportionally to the facilities placed into service.

Continued professional management of the systems’ facilities is vital to keeping them in excellent service conditions and preserving capital investment. Most park systems make strategic use of seasonal or temporary non-skilled labor as well as enormous contribution from volunteers. The constant availability of skilled and experienced permanent park and recreation personnel is a mandatory prerequisite for keeping maintenance, programming and management costs under control.

¹ Based on 62.3 acres for current and 50.1 for future.

² Numbers rounded to nearest hundred.

IX. FUNDING THE PARK SYSTEM

FUNDING THE PARK SYSTEM

Commitment to the Vision

The goals and standards documented in this plan were developed with the assistance of the neighborhoods within Montara, Moss Beach, Princeton, Miramar and El Granada. The plan will not be effectively achieved without the continued commitment of these residents to this vision of a neighborhood park system. This continued involvement in all phases of the park system's development and operation must continue through their exploration of the:

- a. determination of funding strategies for implementation,
- b. creative partnering with other entities,
- c. shouldering a significant portion of the financial costs of acquisitions, development and maintenance, and
- d. continuous involvement in directing the site acquisition, design, development, operation maintenance and management of the system.

Funding of Existing Facilities

While the area may not have a "park and recreation" agency in place, the Mid-Coast residents have been able to muster an array of resources to provide the beginnings of a park and recreation system. These resources have produced the following facilities:

Quarry Park: Purchased by the County as a "holding" agency in 1994 due to development pressures, this 39 acre open space also fulfills the neighborhood park needs of the nearby neighborhood. Acquisition of nearby lands, perhaps in concert with a local open space trust, could expand it to a neighborhood park. Initial acquisition funding from the County used County general funds. Mid-Coast Park Lands is acquiring the park from the County. Mid-Coast is also responsible for the operation and maintenance of the Park.

Private Tot Lot: The private playground at Vermont and Etheldore in Moss Beach begins to fulfill mini park needs for the immediate neighborhood at no public cost.

Farrallone View School and El Granada School: Both sites have the potential for neighborhood facilities; land and facilities funded by the Cabrillo School District.

Trail System: Trails within the Fitzgerald Marine Reserve, the State Parks and the Harbor District lands have been funded through various State, County and District funds.

Existing Funding Sources

Other than those sources listed in the proceeding section, there is not a large number of existing sources with large amounts of money already in place to tap for immediate needs in this study area. "Existing" in this section is defined as funding currently appropriated and in place for use by the Mid-Coast residents. Other potential funding sources are discussed in the following paragraphs.

1. **Park-in-lieu-fee ordinance (Quimby Act).** Residential developers are required by the County to dedicate land, pay a fee in-lieu of dedication, or both depending on project size and the County's discretion. For this source to be an effective tool for revenue generation it would have to be significantly upgraded in its mandatory requirements. The County is currently considering upgrading and modifying their current Quimby Ordinance to provide a greater funding level county wide.
2. **County General Fund:** No monies are currently allocated from the County's general fund for park improvements in the unincorporated Mid-Coast area.
3. **Proposition 12 and Proposition 40 Funds:** Voters statewide approved State funding for parks and recreation projects under both propositions. The County has received per capita funding under Prop 12 and may be eligible for significantly more under Prop 40 on a competitive grant basis. These funds likely would have to be equally distributed throughout the County's unincorporated areas. It should be noted that personnel would need to be hired specifically for grant administration by the local entity.

Potential Funding Sources

This is the category of funding that presents the most realistic and best opportunities for funding all categories of the park system, acquisition, development and operations/management. To adequately tap into a meaningful supply of these funds however, it is almost mandatory that a significant degree of "self-funding" be accomplished by the residents of the Mid-Coast. One of the most significant findings of the 2001 *Needs Analysis and Financing Options Study* conducted by the Strategic Research Institute for the County, was that 75% of the Mid-Coast area supported the implementation of a special benefits assessment district or some form of parcel tax. That and other sources are shown in Table 11 on page 71.

Table 11: Potential Funding Sources

Source and Description	Likely to Fund *		
	Acq.	Dev.	O&M
1. Special Benefits Assessment District: A special assessment district or parcel tax where 100% of the money from the annual assessment would go to development and maintenance. A recent study ⁽¹⁾ shows Mid Coast residents might pay \$20 to 25/year under this program.		X	X
2. Development Impact Fees: It is recommended that the County adopt an impact fee ordinance that requires new development to mitigate impact on the Mid-Coast's park system. Such a fee could be imposed on new business, commercial, single-family, and multi-family residential development.	X	X	
3. County General Fund: Work with the County to include an ongoing amount for system funding.	X	X	X
4. General Obligations Bonds: Requires two-thirds vote of the County-wide electorate.	X	X	
5. Quimby Act: The County's current park dedication ordinance under the Quimby Act requires land dedication for each 1,000 residents (or fee in-lieu) of new subdivision projects. Because relatively few new subdivisions are expected in the Mid-Coast, this source might be limited. However, due to a provision of the Act, up to 5 acres per 1,000 residents may be required if a like amount of existing parkland is already provided. The County should revise its Quimby Act ordinance to reflect the higher amount of existing park acreage.	X	X	X
6. Mello-Roos Community Facilities District: The Mello-Roos Act of 1982 permits any city or county, special district, school district, joint powers authority or any other municipal corporation or district to establish a community facilities district to finance facilities, specific services, and operation and maintenance expenses. The district would finance facilities by issuing bonds or levying special taxes with the approval of a two-thirds majority of voters.	X	X	X
7. State and Federal Grants: Many federal and state grant funds are available to local governments. Possible sources for direct, matching, and challenge grants include:			
State Coastal Conservancy	X	X	
Federal Land ¹ Water Conservation Fund	X	X	
Wildlife Conservation Fund	X	X	
State Environmental License Plate Fund	X	X	

¹ Needs Analysis & Financing Options Study August 2001

Source and Description	Likely to Fund *		
	Acq.	Dev.	O&M
8. Landscaping and Lighting Assessment District: The Mid Coast could establish an ordinance to create one area wide assessment district under the Landscape and Lighting Act of 1972 to ensure funding for the ongoing maintenance and servicing of landscaping and lighting within the Mid Coast. This requires a re-vote every two years and other requirements makes it more unreliable as a steady funding source.			X
9. Private Sponsorship: Over 22,000 private foundations in the country actively make grants, with 2.5 billion dollars distributed each year. The Foundation Center in San Francisco (415/397-0902) maintains a nationwide library network which provides free access to all materials needed to research and prepare a proposal. Corporate sponsors are another potential source of money or land donations.	X	X	
10. Bond Measures: Specific park and recreation improvements could also be financed through a bond program, which varies somewhat from Item 1. Both 1 and 5 however do require voter approval.	X	X	
11. Park Bond Act of 2000: Recently approved by voters, the act includes generous funding for the following programs related to parks, recreation and trail systems. Per Capita Grant Program Roberti-Z'berg-Harris Urban Open Space and Recreation Grants Program Riparian and Riverine Habitat	X	X	
	X	X	
	X	X	
12. Trail Systems: Categorical or "block" grants from the State or Federal Government continue as the "financing technique of choice", if these funds are available. The problem with grants is that their availability is unpredictable. The trend at both the Federal and State level is not in the direction of more grants. An exception to this trend is in the area of transportation improvements. Several sources would be available for bicycle paths and trails, including the following: <ul style="list-style-type: none"> California Bikeways Act (State of California Department of Transportation) : A maximum of \$90,000 per project per year will be allocated from the \$360,000 in funds available per year from the Bike Lane Account. Rail Transportation Bond Act Initiative Statute (Prop116): A maximum of \$4 million per year is allocated by the California Transportation Commission through a competitive process. Funds will be provided for bicycle improvement projects that improve safety and convenience for bicycle commuters. Matching funds by local agencies are required. 			
	X	X	
	X	X	

Source and Description	Likely to Fund *		
	Acq.	Dev.	O&M
<ul style="list-style-type: none"> • Transportation Development Act (TDA) Article 3: A percentage of the State sales tax is provided as competitive block grants for implementation and development only (not acquisition) of local pedestrian and bicycle facilities. Examples of facilities acceptable for funding include bicycle lanes, bridges and Class I paths. 	X	X	
<ul style="list-style-type: none"> • Federal Bikeway Funds (23 U.S.C. Section 217): A maximum of \$4.5 million per year is available for 100 percent funding of independent bicycle facilities. While no matching funds are required, Federal Bikeway Funds are redirected from Federal Highway Funds and application must be made for authority to redirect funds for bikeways from State highway work. 	X	X	
<ul style="list-style-type: none"> • Rivers and Trails Conservation Assistance Program (National Park Service) : While no funds are available as part of the program, technical assistance is provided for trail development, free of charge by the Park Service. Assistance includes strategies for fund raising, procedures for public involvement, and guidelines for design implementation. 	X	X	
<ul style="list-style-type: none"> • Transportation Equity Act - TEA: Ideal source for recreational trails; also refined to a recreational trails program. 			
<ul style="list-style-type: none"> • Environmental Enhancement & Mitigation Project : State funded grants for purchasing enhancing resource lands and roadside recreational opportunities. 	X	X	
<ul style="list-style-type: none"> • Habitat Conservation Fund Grant Program: Per the California Wildlife Protection Act of 1990; could be used for acquisition of riparian habitat and wildlife corridors and urban trails; also for enhancement and restoration of riparian corridors. 			
<p>13. Gifts and Endowments: Contributions from private individuals or businesses are an attractive source of financing. They are normally accompanied by some gesture of recognition to the donor. Although fundraising through donations is unpredictable, it would help supplement other more-reliable sources.</p>	X	X	
<p>14. Volunteerism: Certain park improvements and maintenance activities can be accomplished with the help of volunteer labor. Neighborhood associations or a non-profit parks and recreation foundation could be helpful in organizing these efforts. The California Conservation Corps and prison inmate work furlough programs are also available.</p>		X	X

Source and Description	Likely to Fund *		
	Acq.	Dev.	O&M
15. School/Park Cooperative Agreements: The School District and Mid-Coast could enter into a joint powers agreement which would allow them to pool funds for operation and maintenance of school/park facilities. This would make good use of tax dollars by maximizing shared use of facilities, property, equipment, and personnel.		X	X
16. User Fees: The entity could collect direct fees from sports groups or charge fees for specific use of the facilities and the various recreation programs. Rental fees could be charged to groups or individuals for the use of a park area such as a group picnic area or the community center.			X
17. Non-profit Organization/ Friends of Parks: A non-profit group could be organized which would pursue funding for local parks and recreation. Such a group could also advance direct citizen assistance such as volunteer programs and set up donation funds.	X	X	X
18. Mid-Coast Park and Recreation District: A separate park and recreation district or a combined district to include a local district and/or in combination with the city of Half Moon Bay would allow all Mid-Coast residents to share and contribute to a single organization. This would reduce administration and management expenses, enhance funding opportunities and spread the costs over a wide tax base, including more commercial properties in Half Moon Bay. The district would assess and collect revenue for acquisition, development and maintenance of the park system for the entire Mid-Coast area.	X	X	X
19. Partnering with Open Space Districts and Trusts: As open space districts and trusts acquire such lands around the Mid-Coast it may be possible to share park space through use agreements to fulfill neighborhood community or mini park needs. With the district or trust purchasing larger parcels, the local park and recreation system could provide the development and acquisitions and maintenance funding.	X	X	

* Acq.= acquisition

Dev. = development

O&M = operation and maintenance

Regulatory Mechanisms

Regulatory methods for preserving open space and protecting resources are important as development proceeds on the Mid-Coast. These mechanisms often require cooperation between the County, developers and landowners, and are most suited to preserving passive recreation opportunities.

Greenbelt Zoning. The County's current zoning ordinance and Local Coastal Program provide adequate protection to the beaches, riparian corridors, and some hillside lands. This ordinance should be reviewed periodically to assure that adequate protection is maintained and how it might be creatively used to all parties' benefit.

Open Space Easements and Conservation Easements. The County may require the creation of easements as a condition of approval for new development. These easements can be used to provide public access for the trail system, conserve scenic open space areas as buffer areas to parks, and protect valuable natural resources.

Planned Unit Residential Development. This concept is currently used by the County to encourage the incorporation of creative design and preservation of open space into new residential developments. Most developments within the Mid Coast will be infill or property transfer projects of relatively small acreage which tend to diminish the full range of opportunities. The concept is still valuable and should be explored with every new development proposal.

Transfer of Development Rights. Under this concept, a landowner may be given the right to develop a privately-held, non conforming parcel in exchange for dedication of another parcel for recreation or conservation use. Opportunities may also exist for property transfers between public agencies of public and private entities where resultant park and recreation opportunities will benefit the community.

Separate and Reliable Funding

Achieving the goals set forth in this plan will require constant administration and management of an aggressive funding program backed by constant community support. The agency's personnel will need to be well versed in grant writing, community outreach, and administration of financial plans. Reliable adequate sources of funding are mandatory for the annual operations and maintenance of the facilities and programs to assure a quality program and continued community support.

Acquisition and development can be funded by a combination of a constant capital funding source and opportunity sources, such as the grant programs, etc. previously outlined. Again, the need and value of professional staff to locate, seize and achieve funding success with these capital sources will is paramount.

The more successful park and recreation agencies have focused on and secured these funding sources to provide the public with the park and recreation facilities envisioned.

Monitoring Process

It is very important that this twenty-year vision act as a long-term baseline and master plan for the Mid-Coast. Adherence to the goals, objectives and policies should allow the agencies directors and managers, and the community to adjust the plan to fit changing acquisition opportunities; tailor development to specific needs; and adequately address the operations and maintenance of the system.

The plan should be revisited at a three-to-five year period to keep focus on the long range vision, to incorporate refinements reflecting changing times and needs, and provide the community with an opportunity to recommit to the vision.

What Entity?

During the public workshops and meetings, a number of ideas were expressed as to what type of proposed "entity" might implement this assessment. All of the ideas and thoughts that emerged warrant more careful and thorough consideration. A brief summary of these is as follows.

- A. ***New Mid-Coast Park and Recreation District:*** This special district would cover the entire project area. It would have its own elected representatives, special taxing capability and be responsible to the five communities. Such a district would require careful planning, the approval of the Local Agency Formation Commission (LAFCO) and a vote of approval from the five communities.
- B. ***Combined Mid-Coast and Half Moon Bay District:*** This would also be a special district that would cover all of the Mid-Coast, as well as Half Moon Bay. It would have its own elected representatives, special taxing capabilities, and be responsible to all six communities. Such a district would also require careful planning, the approval of LAFCO and a vote of approval from the six communities.
- C. ***Montara Sanitary District:*** This existing sanitary district may have the legal capacity to add parks and recreation to their services. The Montara Sanitary District covers Montara, Moss Beach and lands north to Pacifica. The remaining part of this study is covered by the Granada Sanitary District. Adding parks and recreation services to the Montara Sanitary District might require the approval of LAFCO, as well as a vote of property owners in that District.

- D. ***Granada Sanitary District:*** This existing sanitary district would have to become a community services district to provide park and recreation services. The Granada Sanitary District currently provides sanitary services to El Granada, Miramar, Princeton and the Frenchman's Creek subdivision in Half Moon Bay. The remaining area is served by the Montara Sanitary District. Adding parks and recreation services to the Granada Sanitary District would require the approval of LAFCO, as well as a vote of property owners in that District.

The above list only summarizes these entities briefly mentioned during the public meetings. Other entities and variations, as well as the above, will need to be carefully explored by the Mid-Coast as one of the next steps in the implementation process.

