

STATE COASTAL CONSERVANCY

Project Summary  
April 19, 1995

SAN PEDRO POINT RESTORATION  
PHASE II ACQUISITION

Files Nos. 92-014; 93-018  
Project Manager: Christopher Kroll

**RECOMMENDED ACTION:** Approval of the San Pedro Point Restoration Plan and authorization to: accept grant funds from the Intermodal Surface Transportation Efficiency Act of 1991 ("ISTEA"); disburse the ISTEA grant funds and Conservancy matching funds for the San Pedro Point Phase II acquisition; and enter into a management agreement with the Pacifica Land Trust for this acquisition.

**LOCATION:** Between State Highway 1 and the Pacific Ocean, south of the City of Pacifica, San Mateo County, approximately 10 miles south of the City of San Francisco (Exhibit 1)

**PROJECT CATEGORY:** Public Access/Coastal Restoration

**ESTIMATED COST:** No new expenditure of Conservancy capital funds is requested as part of the current recommendation. In December 1993, the Conservancy approved reservation of the required match funds (12 percent of the total project cost) and an additional \$12,000 to cover costs pertaining to the transfer of the property (i.e. closing costs, etc.). Total project financing is as follows:

Cash Contributions:

ISTEA Funds	\$792,000
SCC Matching Funds (app.12/93)	<u>120,000</u>
Total Cash Contribution	\$912,000

In-Kind Contributions:

Conservancy in-kind contributions will consist of staff time devoted to securing permanent management in cooperation with the Pacifica Land Trust (PLT) and the city of Pacifica. The Conservancy has already made a substantial in-kind contribution to this project since 1993 in the form of technical assistance from staff. The PLT has also provided a very significant in-kind contribution in the last two years and they will increase that contribution as they provide for management of Parcel 2 and further refinement of the restoration plan. The PLT will seek grant funds, volunteer labor and materials, donations, and possible direct assistance from other government agencies to implement future restoration activities. Until a management plan

outlining the responsibilities of the PLT is prepared, these in-kind services cannot be quantified.

**PROJECT SUMMARY:** Staff recommends that the Conservancy approve the San Pedro Point Restoration Plan, attached as Exhibit 2. Staff further recommends that the Conservancy accept the ISTEA grant for the Phase II acquisition (Parcel 2), and that the Conservancy purchase Parcel 2 and enter into a management agreement with the Pacifica Land Trust for the interim management of Parcel 2.

The plan, which was prepared for the Pacifica Land Trust (PLT) with technical assistance from Conservancy staff, includes discussion of the existing conditions of the site, significant issues facing development of the property for park use, history of the planning process, and a discussion of opportunities and constraints and potential uses of the property.

Based on this background and analysis, the plan recommends that the Conservancy:

- Use federal highway money (ISTEA) to acquire Parcel 2 (Phase II acquisition) and hold title to the property for an interim period while a permanent management entity is sought;
- Enter into a management agreement with the Pacifica Land Trust (PLT) to provide for management of Parcel 2 during this interim period; and
- Continue to work with the PLT, the City of Pacifica, and other parties to create a permanent management solution for the entire 246-acre San Pedro Point property (Parcels 1 & 2).

San Pedro Point is a prominent rocky headland jutting into the Pacific Ocean, 15 miles south of San Francisco. The 246-acre property consists of dramatic 600-foot high cliffs along the ocean and several steep ridgelines and small valleys. San Pedro Point is a local and regional landmark, forming the gateway between urbanized northern San Mateo County and the rugged, pastoral central and southern San Mateo County coastline. The point has traditionally been a landmark for ships entering San Francisco Bay and the bluffs provide spectacular 360-degree views of the coastline north to Point Reyes and south to Devil's Slide and of Montara Mountain and the northern Santa Cruz Mountains to the east. The diverse habitats and microclimates of the property have resulted in a great variety of different plant assemblages, including a rare coastal prairie community. This example of coastal prairie has been found at only one other location, in northern Sonoma County. The mix of plant species is much greater at San Pedro Point than generally occurs on the San Mateo County coast.

San Pedro Point holds great promise to become a major regional park facility that will preserve a very significant and beautiful natural landform, protect sensitive plant and animal species, and also provide important recreational opportunities, including completing a gap in the Coastal Trail. It is important that the Conservancy act now to accept the ISTEA funds and agree to purchase Parcel 2, as the option agreement between the property owner and the PLT and the Conservancy expires on June 30, 1995. ISTEA is clearly the best and the only source of funding to secure the second phase acquisition (see Exhibit 3). If the Conservancy does not proceed with the acquisition now, the two crucial factors of the availability of other funds in the future and the willingness of the property owners to wait any longer are both very uncertain.

The plan also recommends that the Conservancy conclude an agreement with the Pacifica Land Trust for interim management of Parcel 2. Neither the Conservancy nor the PLT is set up to operate and manage park facilities but, in this interim period, the PLT has agreed to perform basic managerial functions for the property acquired by the Conservancy. Meetings have been held with several potential managers, including the National Park Service and the San Mateo County Department of Parks and Recreation, to discuss their possible future role in a park facility at San Pedro Point. These discussions are continuing and staff is confident that a resolution to the management issue will be reached in the near future.

The Conservancy has provided critical leadership in this project, assisting the Pacifica Land Trust in securing this major coastal resource area at a time when other public agencies could not. The Conservancy must continue to take this lead role, responding to the impending loss of the purchase option and the opportunity provided by the federal grant funds. Other, more traditional agencies will "take over" this project at some point in the future, and the public will enjoy the long-term benefits of habitat protection and new recreational facilities. The Pacifica Land Trust will continue to develop its volunteer efforts for planning and restoration of the property, and will likely retain a long-term management role under any future public owner. Without the unique contribution of the Conservancy, however, none of this would be happening, and this project illustrates the importance of the Conservancy approach—flexible, problem-solving, timely—for the success of the permanent work of preserving the coast.

San Pedro Point holds great promise to become a major regional park facility that will preserve a very significant and beautiful natural landscape, protect sensitive plant and animal species, and also provide important recreational opportunities, including completing a gap in the Coastal Trail. It is important that the Conservancy act now to accept the ISTEA funds and agree to purchase Parcel 2, as the option agreement between the property owner and the PLT and the Conservancy expires on June 30, 1995. ISTEA is clearly the best and the only source of funding to secure the second phase negotiation (see Exhibit 3). If the Conservancy does not proceed with the negotiation now, the two critical factors of the availability of other funds in the future and the willingness of the property owners to wait any longer are both very uncertain.

The plan also recommends that the Conservancy conclude an agreement with the Pacific Land Trust for interim management of Parcel 2. Neither the Conservancy nor the PLT is set up to operate and manage park facilities but, in this interim period, the PLT has agreed to perform basic managerial functions for the property acquired by the Conservancy. Meetings have been held with several potential managers, including the National Park Service and the San Mateo County Department of Parks and Recreation, to discuss their possible future role in a park facility at San Pedro Point. These discussions are continuing and staff is confident that a resolution to the management issue will be reached in the next future.

The Conservancy has provided critical leadership in this project, assisting the Pacific Land Trust in securing this major coastal resource area at a time when other public agencies could not. The Conservancy must continue to take this lead role, responding to the impending loss of the purchase option and the opportunity provided by the federal grant funds. Other, more traditional agencies will "take over" this project at some point in the future, and the public will enjoy the long-term benefits of habitat protection and new recreational facilities. The Pacific Land Trust will continue to develop its volunteer efforts for planning and restoration of the property, and will likely retain a long-term management role under any future public owner. Without the unique contribution of the Conservancy, however, none of this would be happening, and this project illustrates the importance of the Conservancy's quick, flexible, problem-solving, timely-for-the success of the permanent work of preserving the coast.

STATE COASTAL CONSERVANCY

Staff Recommendation  
April 19, 1995

SAN PEDRO POINT RESTORATION

PHASE II ACQUISITION

Files Nos. 92-014; 93-018  
Project Manager: Christopher Kroll

STAFF

**RECOMMENDATION:** Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31104, 31200-31215 and 31400-31405 of the Public Resources Code:

"The State Coastal Conservancy hereby approves the San Pedro Point Restoration Plan, attached to the accompanying staff recommendation as Exhibit 2, and authorizes:

1. Acceptance of an Intermodal Surface Transportation Efficiency Act ("ISTEA") grant in the amount of seven hundred ninety-two thousand dollars (\$792,000) for the San Pedro Point Phase II acquisition;
2. Disbursement of the seven hundred ninety-two thousand dollars (\$792,000) in ISTEA grant funds and an amount not to exceed one hundred twenty thousand dollars (\$120,000) for the San Pedro Point Phase II acquisition;
3. The Executive Officer of the Conservancy to enter into an agreement with the Pacifica Land Trust for management of the acquired property pursuant to the Restoration Plan, pending disposition of the property to a permanent management entity, subject to the following condition: the Pacifica Land Trust shall enter into an agreement with the Conservancy, pursuant to Government Code Section 831.5, to provide non-discriminatory public access to the property; and
4. The dedication of staff resources to continue to work toward a permanent management solution."

Staff further recommends that the Conservancy adopt the following findings:

"Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The Conservancy is authorized by Public Resources Code Section 31104 to accept federal grants and is authorized by Public Resources Code section 31204 to

- provide the local share of any federally supported coastal restoration project;
2. The California Transportation Commission has approved a grant of \$792,000 to the Conservancy under the ISTEA program for acquisition of the San Pedro Point property;
3. The San Pedro Point property has been identified by local, state and federal agencies as an area containing sensitive land and marine resources, and its acquisition was designated by the Metropolitan Transportation Commission as the top-ranked project from the nine-county San Francisco Bay region for the 1993 ISTEA program;
4. The San Mateo County Local Coastal Program designates San Pedro Point as an outstanding scenic resource and lists it as a priority for public acquisition;
5. As described in the Conservancy's findings of August 21, 1992 and December 9, 1993, the proposed acquisition is consistent with the Conservancy enabling legislation, Conservancy coastal access and coastal restoration program guidelines, and the Coastal Act of 1976;
6. The Pacifica Land Trust is a nonprofit organization existing under Section 501(c)(3) of the Internal Revenue Code and having among its primary purposes the conservation of land resources; and
7. An agreement with the Pacifica Land Trust for interim management of the acquired property is consistent with the coastal restoration plan and with the Conservancy's authority under Public Resources Code Section 31200 to make grants to nonprofit organizations for restoration of coastal lands, and with the Conservancy's authority under Public Resources Code Section 31400.3 to provide nonprofit organizations with such assistance as is needed in establishing coastal access sites."

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**STAFF DISCUSSION:**

**Project Description:** Staff recommends that the Conservancy approve the San Pedro Point Restoration Plan and accept the ISTEA grant for the Phase II acquisition (Parcel 2). Staff further recommends that the Conservancy purchase Parcel 2 and enter into a management agreement with the Pacifica Land Trust for the interim management of Parcel 2.

The San Pedro Point Restoration Plan which was prepared for the Pacifica Land Trust (PLT) with technical assistance from

Conservancy staff, includes discussion of the existing conditions of the site, significant issues facing development of the property for park use, history of the planning effort undertaken by Conservancy staff and the PLT, and a discussion of opportunities and constraints and potential uses of the property. Several public meetings have been held since July 1993. In October 1993, a public tour of the property and a workshop were held. A range of potential alternative public uses of the property were presented to the community at the workshop in October and to the Pacifica City Council in November 1993. Conservancy staff has been directly involved in all of these efforts.

Based on this background and analysis, the plan recommends that the Conservancy use ISTEA funds to acquire Parcel 2 as an interim step in the transition of the property to public use. The plan also recommends that the Conservancy conclude a management agreement with the PLT to provide for management of Parcel 2 in the interim period before permanent management has been secured. Finally, the plan recommends that the Conservancy continue to work with the PLT, the city of Pacifica and other parties to create a permanent management solution to the question of management of San Pedro Point.

The Conservancy and the PLT have jointly applied for an ISTEA grant to fund the Phase II purchase. ISTEA is a federal transportation program that provides grant funds for environmental enhancement projects for a limited six-year period. These grants of federal funds are available to local, state, and federal agencies on a competitive basis. In California, the grants program is administered by the California Department of Transportation and the California Transportation Commission.

Conservancy staff has submitted a grant proposal requesting \$792,000 in order to purchase Parcel 2 of the San Pedro Point property. The total acquisition cost for Parcel 2 is \$900,000. The ISTEA grant would provide \$792,000, the remainder of the cost (\$108,000) is the 12% match amount required of the Conservancy as project applicant. An additional amount of \$12,000 was set aside for administrative costs pertaining to the transfer of the property, "closing" costs, and other related costs.

The purchase option for Parcel 2 runs through June 1995. The property owners have agreed to sell the property for a price below its fair market value. An appraisal approved by the Department of General Services established the value of Parcel 2 at \$1,050,000. Parcel 1, purchased in 1992 by the city of Pacifica with Conservancy funds, was also acquired for an amount significantly below fair market value.

It is important that the Conservancy act now to accept the ISTEA funds and agree to purchase Parcel 2 as the option agreement expires on June 30 and the ISTEA funds are or will be available

soon. The ISTEAs are the best and so far only monies available to be used to purchase Parcel 2.

As no long term management solution has been worked out for the San Pedro Point property, the Conservancy is the logical entity to purchase Parcel 2. The city of Pacifica holds title to Parcel 1, but the entire property (Parcel 1 & 2) because of its size and the scope of its resources, is more appropriately a regional rather than a city park. The PLT has agreed to be the interim manager of Parcel 2. The Conservancy, the PLT and the city would coordinate management of the property (Parcel 1 & 2) in the interim period before a long-term management solution has been identified. There is presently no public access to the two properties and public access during the period of PLT management will be limited to scientific and planning purposes unless and until further improvements are authorized by the Conservancy.

Following acquisition, the Conservancy, PLT and the city of Pacifica will continue to work to refine and expand the restoration plan for the property, including consideration of vegetative restoration, erosion control, public access, and other potential improvement projects. PLT will seek grant funds, volunteer labor and materials, donations, and possible direct assistance from the National Park Service and other government agencies to implement such programs.

**Project Financing:** No new Conservancy expenditure of capital funds is requested as part of this action; continued administrative costs will be incurred as staff time is spent on the project.

The contribution of the Conservancy extends beyond past funding requests and represents an investment of staff time in providing guidance and technical assistance throughout this planning effort. Since work on Phase II began in March 1993, the Conservancy has contributed approximately \$90,000 in staff time to the project. Staff time has been spent gathering background data, meeting with local politicians and community groups, facilitating public meetings and workshops, leading a public tour of the property, applying for federal grant monies, and preparing the coastal restoration plan. All this work was done in cooperation with the PLT, whose members have devoted a significant amount of time to most of these tasks and others, in addition to those named. The contribution of time, labor, and expertise from the PLT is comparable to the efforts of Conservancy staff applied to this project.

Based on our projected level of involvement and commitment of staff time to this project, an additional Conservancy contribution of approximately \$30,000 in staff time is anticipated for the next two years. The PLT will be providing at least that much if not more as they take over interim management responsibilities for Parcel 2 and continue to take the lead in the search for a permanent manager of the entire property. The PLT will also take the

lead in coordinating with the city of Pacifica on management and security issues that affect both properties.

**Site Description:** San Pedro Point is the ocean terminus of the Montara Mountain ridge system. The property varies in elevation from 50 to 650 feet above sea level, including the most prominent coastal ridgeline on the San Francisco Peninsula. The landform of the steep cliffs, prominent peak and offshore rocks provides a distinctive signature image at the south end of Pacifica and the site is highly visible from State Highway 1. From the ridges and peaks of the property one can view north to San Francisco, the Marin headlands, and Point Reyes, west to the Farallon Islands, south along the steep cliffs of Devil's Slide, and east to Montara Mountain and the scenic ridgelines of the Golden Gate National Recreation Area.

The San Pedro Point headland is the first significant scenic landmark one sees from Highway 1 south of San Francisco. San Pedro Point has been a landmark of the central coast since at least the time of Cabrillo who noted sighting the point in 1542. Early Spanish maps of the area always prominently called out San Pedro Point. The headland has traditionally been a landmark for ships off the coast but it also presents a dramatic view from Highway 1 from both the north and the south. In addition, portions of the rail bed of the historic Ocean Shore Railroad are still intact and visible on the property.

San Pedro Point also helps form the community identity of Pacifica. It has been called the "Diamond Head of Pacifica" as it resembles in form and significance the landmark of Honolulu. The San Mateo County Local Coastal Program designates San Pedro Point as a natural feature of "outstanding scenic value."

Site vegetation includes Monterey pine and eucalyptus forests, coastal scrub and rare coastal prairie. The latter two plant communities are high in biological diversity and of very significant value for both individual plant species and as examples of these community types. Several individual plant subspecies and plant associations of very limited distribution occur at this site.

**Project History:** In 1984, the city of Pacifica appointed an Open Space Task Force to identify significant open space and recreation sites remaining in private ownership. The 1988 report of this group cited San Pedro Point as an important property for public preservation and recommended the appointment of a committee to explore feasible means of acquiring this site and other high priority properties.

In 1989, the Conservancy, the Trust for Public Land, and the Peninsula Open Space Trust (POST) provided technical assistance to Pacifica residents in establishing a local land conservation organization, the Pacifica Land Trust (PLT), that could take a leading role in the accomplishment of the community's open space goals. With the assistance of POST, the PLT reached agreement

with the owners of the San Pedro Point property on a phased acquisition plan.

In August 1992, the Conservancy granted the city of Pacifica \$615,000 for the acquisition of Parcel 1 and authorized the Conservancy to act as a co-optionee with the Pacifica Land Trust for a purchase option for Parcel 2. The option on Parcel 2 is effective through June 1995.

The Conservancy in its August 1992 action also authorized the Pacifica Land Trust to prepare a coastal restoration plan for the entire San Pedro Point property. Several public meetings have been held since July 1993. In October 1993, a public tour of the property and a workshop were held. A range of potential alternative public uses of the property were presented to the community at the workshop in October and to the Pacifica City Council in November 1993. Conservancy staff has been directly involved in all of these efforts.

In August 1993, the Conservancy and the Pacifica Land Trust jointly applied for an Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) grant for the Phase II acquisition (Parcel 2). The application was given the highest rating of any San Francisco Bay Area project in the second round of the ISTEA program.

In December 1993, the required local match for the ISTEA grant was approved by the Conservancy. The project has since been approved by the California Transportation Commission. Funding for the acquisition is expected by June 1995.

**Alternatives:** If the Conservancy elects not to proceed with the Phase II acquisition utilizing the ISTEA grant and match funds, it is extremely unlikely that the Pacifica Land Trust or the City of Pacifica or another public agency or nonprofit organization will be able to provide alternative funding before the option expires on June 30, 1995. The owners of the property agreed to a three-year option for Parcel 2 but without some assurance that another funding source is likely if the Conservancy rejects the purchase, it is very uncertain that an option renewal or new option would be amenable to the owners.

If acquisition is not pursued at this time it is very possible that Parcel 2 will eventually be developed and future use of Parcel 1 as a public park or open space would be significantly reduced as all existing and potential access to Parcel 1 must cross Parcel 2. An opportunity to create a significant regional open space within 15 miles of San Francisco would be lost.

**Concerns and Responses:** One of the most significant obstacles facing the development of a public park at San Pedro Point has been the question of who will manage the park. The Conservancy is acting in a facilitating role in securing the acquisitions of the two parcels and assuming

title to Parcel 2 but it has been made clear to all parties involved in this project that this involvement is temporary and that the Conservancy does not have the resources to operate or manage park facilities. The Pacifica Land Trust is similarly not set up to operate parks; its focus being acquisition through donation or purchase and public education. While there is almost universal consensus that the property is of great significance for its great beauty, resource and open space value, and location near a major metropolitan area, it has been difficult in a period of economic stagnation and government revenue decline to secure a government entity who is willing and able to accept new management responsibilities.

From the start it was not clear who the ultimate owner and manager of public open space at San Pedro Point would be. In 1992, the nonprofit Peninsula Open Space Trust (POST) working with the newly established Pacifica Land Trust (PLT) saw an opportunity to secure the property for public use and acted quickly. POST requested that the Conservancy provide funding for the first phase acquisition. The city of Pacifica agreed to take title to Parcel 1. The acquisition was secured before the question of management had been addressed.

Since 1993, Conservancy staff and the PLT have been meeting with potential managers and discussing the issue of the future management of San Pedro Point with them. Potential managers of the property include the city of Pacifica, San Mateo County, the California Department of Parks and Recreation, and the National Park Service. Meetings have been held with each one of these entities to discuss their possible future role in a park facility at San Pedro Point. Each one of the potential managers has serious constraints on its ability to take on additional management and financial responsibilities at this time.

Two of the potential managers have expressed a strong interest in the property and have indicated an interest in discussing either direct management or some form of joint management involving more than one party. These discussions are continuing and staff is confident that a resolution to the management issue will be reached in the near future.

**PROJECT SUPPORT:** Phase II Acquisition at San Pedro Point has widespread local support from legislators, public agencies, environmental organizations, community groups, and local citizens. Letters of support are attached as Exhibit 6.

**CONSISTENCY WITH  
CONSERVANCY'S  
ENABLING LEGISLATION,  
PROGRAM GUIDELINES,  
COASTAL ACT:**

The discussion of these items and the findings adopted with the August 21, 1992 and December 9, 1993 staff recommendations (Exhibits 4 & 5) remain applicable to the project.

The coastal restoration plan recommends management of the acquired property by the nonprofit Pacifica Land Trust during the interim period until a permanent management agency is determined. The Conservancy will enter into an agreement with the nonprofit to provide for such management, pursuant to the Conservancy authority to provide assistance to nonprofit organizations to implement coastal restoration projects pursuant to Public Resources Code Section 31200 and to aid in the establishment of a system of coastal accessways pursuant to Public Resources Code Section 31400.3.

**COMPLIANCE**

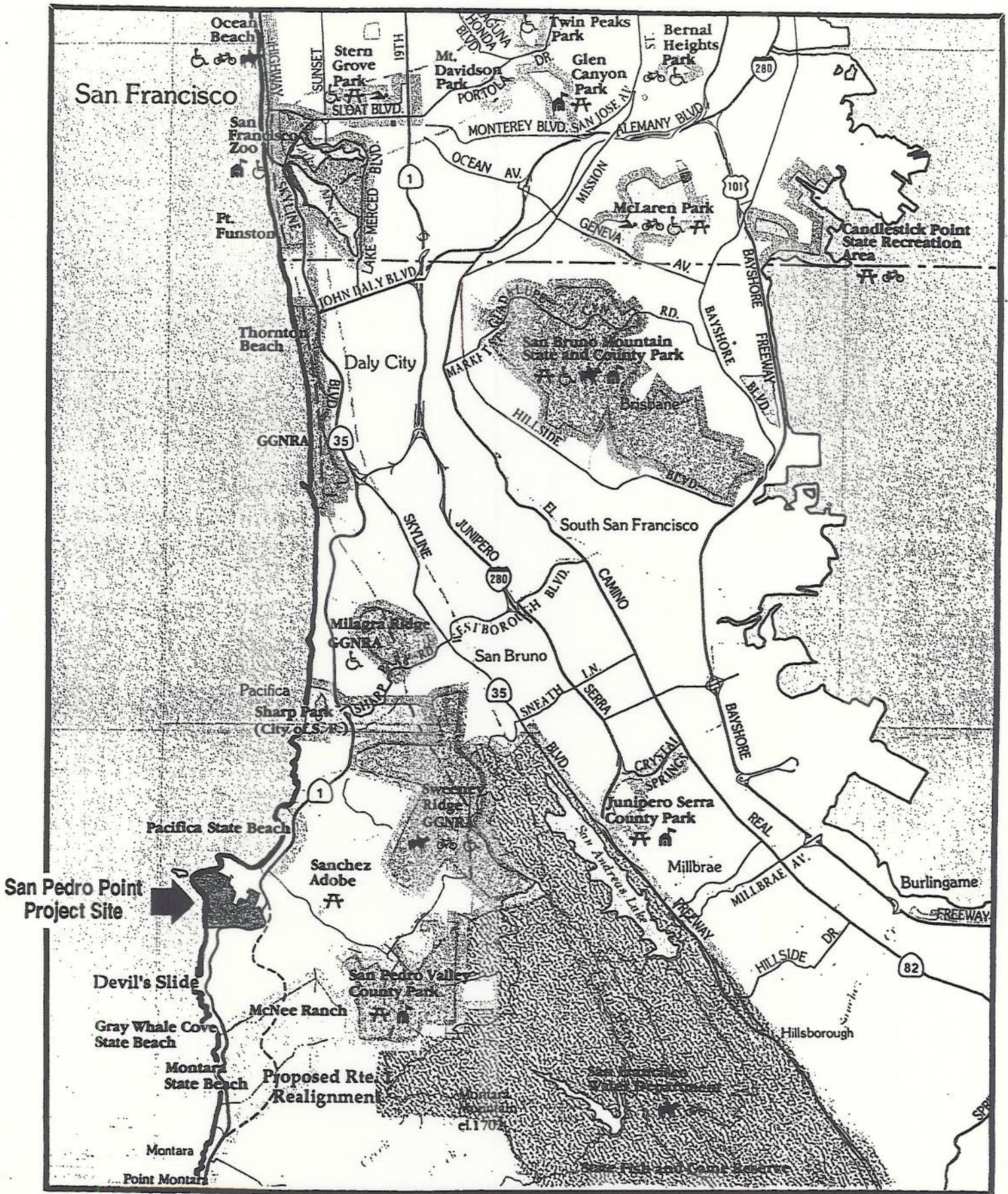
**WITH CEQA:**

The proposed San Pedro Point Phase II acquisition is categorically exempt from review under CEQA. 14 California Administrative Code Section 15316 exempts land acquisition for the creation of parks from CEQA review. This project complies with the requirements of that section, in that: (1) the land is in a natural condition; and (2) the management plan for this site has not been completed.

Upon approval, staff will file a Notice of Exemption for this project.

**EXHIBIT 1**

**Maps**



# SAN PEDRO POINT

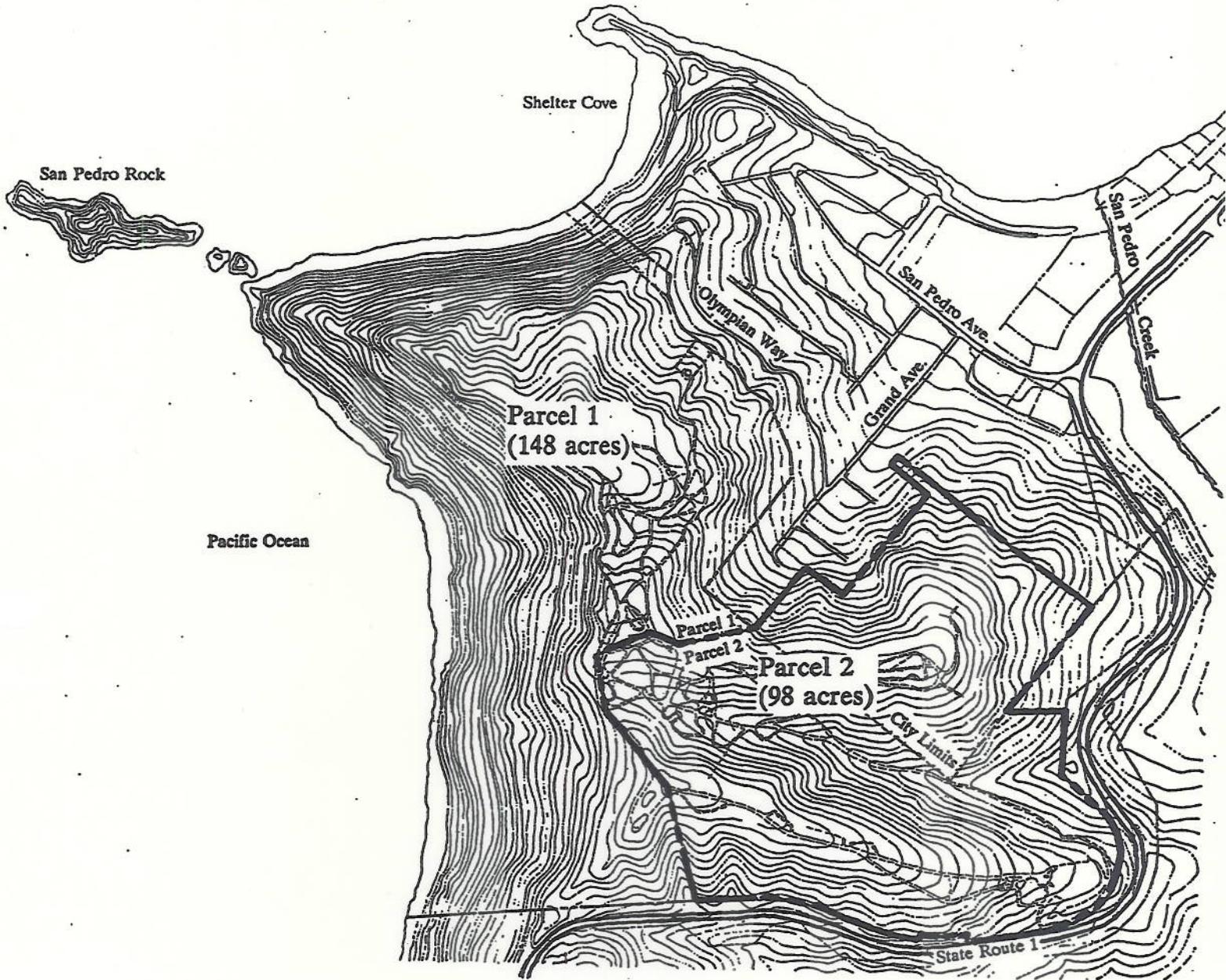
## Context

C-14

State Coastal Conservancy

Pacifica Land Trust

City of Pacifica



# SAN PEDRO POINT

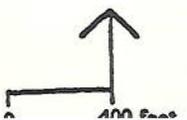
TEA PROJECT SITE

*State Coastal Conservancy*

C-15

*Pacifica Land Trust*

*City of Pacifica*



**EXHIBIT 2**

**San Pedro Point Restoration Plan**  
*Distributed to Board Members only.*

**EXHIBIT 3**

**1994 Annual Report, Metropolitan Transportation Commission**

### Road With a View

Highway 1: The number of the road might stand for the place it occupies in the hearts of those who love it and, especially, those who live near it.

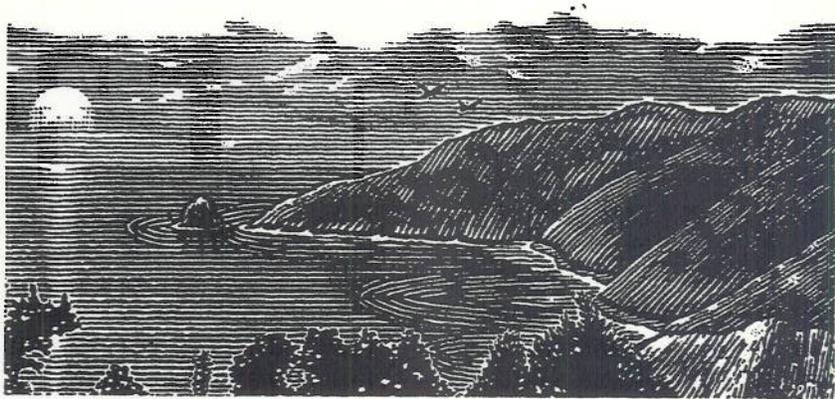
Given the passionate devotion to this ribbon of asphalt curling along California's coast, it is not surprising that citizens from Pacifica would react with concern to the prospect of development along San Pedro Point, a particularly picturesque stretch of the coastal road. What may seem surprising, though, is their rescue of the threatened vista using federal transportation dollars.

Actually, preservation of the San Pedro Point viewshed, protection of its natural habitat and maintenance of public access to the coast are right in line with the goals of the Transportation Enhancement Activity provisions of ISTEA. Recognizing this, in August 1993 the California State Coastal Conservancy joined with the Pacifica Land Trust, a local conservation group, to apply for TEA funds to acquire 98 acres of open space before an option to purchase the land expired.

In March 1994, MTC ranked their application first overall among all regional applicants for ISTEA Enhancements funds. Later, the California Transportation Commission awarded the project a \$792,000 federal Enhancements grant.

To this amount the Coastal Conservancy added \$108,000 of its own funds to complete the purchase of the endangered coastal headland.

"Without the infusion of this ISTEA



money, we would have lost the chance to preserve this parcel of land," said Christopher Kroll, project manager for the Coastal Conservancy. — Joe Curley

*from Transactions*

1994 Annual Report  
Metropolitan Transportation Commission  
February 1995

**EXHIBIT 4**  
**Staff Recommendation**  
**December 9, 1993**

STATE COASTAL CONSERVANCY

Project Summary  
December 9, 1993

SAN PEDRO POINT RESTORATION  
PHASE II ACQUISITION

File No. 92-014

Project Managers: Christopher Kroll/Julie Isbill

**RECOMMENDED ACTION:** Reservation of an amount not to exceed \$120,000 as the "match" funds required for the Conservancy's grant application pursuant to the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) for the San Pedro Point Phase II Acquisition.

**LOCATION:** Between State Highway 1 and the Pacific Ocean, south of the City of Pacifica, San Mateo County, approximately 10 miles south of the City of San Francisco (Exhibit 1)

**PROJECT CATEGORY:** Coastal Restoration/Public Access

**ESTIMATED COST:** If the grant application is approved, the Conservancy will be required to provide a "match" of approximately 12 percent of the total project cost. Project financing would be as follows:

ISTEA Funds Requested	\$792,000
SCC Match Required	108,000
Administrative Costs	<u>12,000</u>
<b>TOTAL PROJECT COST</b>	<b>\$912,000</b>
<b>NET CONSERVANCY COST</b>	<b>\$120,000</b>

**PROJECT SUMMARY:** Staff recommends that the Conservancy reserve matching funds for the grant application made pursuant to the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) for the San Pedro Point Phase II Acquisition. This project has been recommended for funding by the Metropolitan Transportation Commission (MTC) which has forwarded that recommendation to the California Transportation Commission (CTC) for further consideration. Under the ISTEA application procedures, the grant application will not be considered by the CTC unless the submitting agency has committed to providing the required match funds. It is recommended that the Conservancy now make that needed commitment.

Conservancy staff has submitted a grant proposal requesting \$792,000 for acquisition of Parcel 2 of the San Pedro Point property (Exhibit 2). MTC has given this project the *highest* ranking of any project in the nine-county San Francisco Bay

Area. The CTC will review the MTC list in January 1994 and will adopt a statewide ISTEAs program list in March 1994.

The San Pedro Point property consists of a total of approximately 246 acres. In August 1992, the initial acquisition of 148 acres was accomplished by the City of Pacifica under a grant from the Conservancy (Exhibit 3). The nonprofit Pacifica Land Trust holds an option on the remaining 98 acres ("Parcel 2"). The Conservancy funding for the Phase I acquisition was derived from the 1988 Proposition 70 appropriation "ear-marked" in the bond act for San Mateo Coast acquisitions. The San Pedro Point project was highly ranked under the criteria for these San Mateo Coast funds. This same source would provide the recommended "matching" funds to the ISTEAs grant.

LOCATION: Between State Highway 1 and the Pacific Ocean, south of the City of Pacifica, San Mateo County, approximately 10 miles south of the City of San Francisco (Exhibit 1)

PROJECT CATEGORY: Coastal Restoration/Public Access

ESTIMATED COST: If the grant application is approved, the Conservancy will be required to provide a "match" of approximately 13 percent of the total project cost. Project financing would be as follows:

\$130,000	ISTEA Funds Requested
108,000	SCC Match Requested
<u>12,000</u>	Administrative Costs
\$912,000	TOTAL PROJECT COST
\$130,000	NET CONSERVANCY COST

PROJECT SUMMARY: Staff recommends that the Conservancy reserve matching funds for the grant application made pursuant to the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) for the San Pedro Point Phase II Acquisition. This project has been recommended for funding by the Metropolitan Transportation Commission (MTC) which has forwarded that recommendation to the California Transportation Commission (CTC) for further consideration. Under the ISTEAs application procedure, the grant application will not be considered by the CTC unless the submitting agency has committed to providing the required match funds. It is recommended that the Conservancy now make that needed commitment.

Conservancy staff has submitted a grant proposal requesting \$130,000 for acquisition of Parcel 2 of the San Pedro Point property (Exhibit 3). MTC has given this project the highest ranking of any project in the nine-county San Francisco Bay

STATE COASTAL CONSERVANCY

Staff Recommendation  
December 9, 1993

SAN PEDRO POINT RESTORATION  
PHASE II ACQUISITION

File No. 92-014  
Project Managers: Christopher Kroll/Julie Isbill

**STAFF  
RECOMMENDATION:**

Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31104, 31200-31215 and 31400-31405 of the Public Resources Code:

"The State Coastal Conservancy hereby commits to reserve an amount not to exceed one hundred twenty thousand dollars (\$120,000) as the match funds required as part of the Conservancy's grant application pursuant to the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA); to fund any cost increases beyond \$792,000; and to carry out the acquisition as programmed in the Metropolitan Transportation Commission (MTC) Transportation Improvement Program (TIP) for the San Pedro Point Phase II Acquisition."

*S.P.P. will be acquired*

Staff further recommends that the Conservancy adopt the following findings:

"Based on the accompanying staff report and attached exhibits, the State Coastal Conservancy hereby finds that:

1. The San Pedro Point site has been identified by local, state and federal agencies as an area containing sensitive land and marine resources;
2. The San Mateo County Local Coastal Program designates San Pedro Point as a natural feature of outstanding scenic value. Acquisition of San Pedro Point is listed as a priority for expenditure of public funds;
3. The proposed acquisition remains consistent with the findings made by the Conservancy on August 21, 1992, regarding the Conservancy's enabling legislation, coastal restoration and access program guidelines and the Coastal Act;
4. The Conservancy is authorized by Public Resources Code Section 31104 to apply for and accept federal grants; and

5. The Conservancy is authorized by Public Resources Code Section 31204 to provide the local share of any federally supported coastal restoration project."

**STAFF DISCUSSION:**

**Project Description:**

Staff recommends that the Conservancy reserve matching funds for the grant application made pursuant to the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) for the San Pedro Point Phase II Acquisition. This project has been recommended for funding by the Metropolitan Transportation Commission (MTC) which has forwarded that recommendation to the California Transportation Commission (CTC) for further consideration. Before the application can proceed any further in its review process, the administering authorities require that the submitting agency commit to providing the required match funds and assure completion of the project.

ISTEA provides for \$200 million in grants for environmental enhancement projects over a period of six years. These grants of federal funds are available to local, state, and federal agencies on a competitive basis. In California, the grants program is administered by the State Department of Transportation (Caltrans) and the final award of grants to selected projects will be made by the CTC.

Conservancy staff has submitted a grant proposal requesting \$792,000 in order to purchase Parcel 2 of the San Pedro Point property. The total acquisition cost for Parcel 2 is \$900,000. The ISTEA grant would provide \$792,000; the remainder of the cost (\$108,000) is the 12 percent match amount required of the Conservancy as project applicant. An additional amount of \$12,000 is to be set aside for administrative costs pertaining to the transfer of the property, closing costs, and other related costs.

The purchase option for Parcel 2 runs through June 1995. The property owners have agreed to sell the property for a price below its fair market value. An appraisal approved by the Department of General Services establishes the value of Parcel 2 at \$1,050,000. Parcel 1, purchased last year by the City of Pacifica with Conservancy funds, was also acquired for an amount significantly below fair market value.

In its August 1992 action, the Conservancy also authorized the preparation of a coastal restoration plan for the entire 246-acre property (Parcels 1 & 2). The objective of the plan is to provide guidance for public use of the property emphasizing resource protection and enhancement and public access. The Conservancy grant to the Pacifica Land Trust was conditioned such that the plan must provide for a maximum amount of public recreation use on the site consistent with the preservation of natural resource values. Feasible linkages of the property with existing or

planned public recreation areas in the vicinity and analysis of potential sources of funding for operation and management of the property were also required as elements of the plan.

Conservancy staff have been working directly with the Pacifica Land Trust and the City of Pacifica since March 1993 on the preparation of the coastal restoration plan. Several public meetings have been held since July. In October, a public tour of the property and a workshop were held. A range of potential alternative public uses of the property were presented to the community at the workshop in October and to the Pacifica City Council in November. Presently, Conservancy staff in cooperation with the land trust and city staff are preparing a draft of the plan. It is anticipated that the draft plan will be completed in February 1994 and a final plan will be presented to the Conservancy in April 1994.

**Site Description:** San Pedro Point is the ocean terminus of the Montara Mountain ridge system. The property varies in elevation from 50 to 650 feet above sea level, including the most prominent coastal ridgeline on the San Francisco Peninsula. The landform of the steep cliffs, prominent peak, and offshore rocks provides a distinctive signature image at the south end of Pacifica and the site is highly visible from State Highway 1. From the ridges and peaks of the property one can view north to San Francisco, the Marin headlands, and Point Reyes, west to the Farallon Islands, south along the steep cliffs of Devil's Slide, and east to Montara Mountain and the scenic ridgelines of the Golden Gate National Recreation Area.

The San Pedro Point headland is the first significant scenic landmark one sees from Highway 1 south of San Francisco. San Pedro Point has been a landmark of the central coast since at least the time of Cabrillo who noted sighting the point in 1542. Early Spanish maps of the area always prominently called out San Pedro Point. The headland has traditionally been a landmark for ships off the coast but it also presents a dramatic view from Highway 1 from both the north and the south. In addition, portions of the rail bed of the historic Ocean Shore Railroad are still intact and visible on the property.

San Pedro Point also helps form the community identity of Pacifica. It has been called the "Diamond Head of Pacifica" as it resembles in form and significance the landmark of Honolulu. The San Mateo County Local Coastal Program (LCP) designates San Pedro Point as a natural feature of "outstanding scenic value."

Site vegetation includes Monterey pine and eucalyptus forests, coastal scrub and rare coastal prairie. The latter two plant communities are high in biological diversity and of very significant value for both individual plant species and as examples of these community types. Several individual plant subspecies and plant associations of very limited distribution occur at this site.

**Project History:** In 1984, the City of Pacifica appointed an Open Space Task Force to identify significant open space and recreation sites remaining in private ownership. The 1988 report of this group cited San Pedro Point as an important property for public preservation and recommended the appointment of a committee to explore feasible means of acquiring this site and other high priority properties.

In 1989, the Conservancy provided technical assistance to Pacifica residents in establishing a local land conservation organization, the Pacifica Land Trust, that could take a leading role in the accomplishment of the community's open space goals. With the assistance of the Peninsula Open Space Trust (POST), the land trust reached agreement with the owners of the San Pedro Point property on a phased acquisition plan.

In August 1992, the Conservancy granted the City of Pacifica \$615,000 for the acquisition of Parcel 1 and authorized the Conservancy to act as a co-optionee with the Pacifica Land Trust for a purchase option for Parcel 2. The option on Parcel 2 is effective through June 1995.

The Conservancy in its August 1992 action also authorized the preparation of a coastal restoration plan for the entire San Pedro Point property. Conservancy staff and the Pacifica Land Trust have been developing a plan, with the cooperation of the City of Pacifica, since March 1993. It is anticipated that the draft plan will be completed in February 1994 and a final plan will be presented to the Conservancy in April 1994.

**Alternatives:** At this time, there is no alternative to ISTEAs funding if Parcel 2 is to be acquired before the purchase option expires in June 1995. This project has already been given the highest ranking of any proposed ISTEAs project in the San Francisco Bay Area for the current grant round.

If ISTEAs funding is not pursued at this time, it is unlikely that other funds would be found before the option expires in 1995. If the option expires, the property owners would likely resume their development plans for Parcel 2. If Parcel 2 is developed, the use of Parcel 1 for public open space and recreation will be significantly reduced.

**CONSISTENCY WITH  
CONSERVANCY'S  
ENABLING LEGISLATION,  
PROGRAM GUIDELINES,  
COASTAL ACT:**

The discussion of these items in the August 21, 1992 staff recommendation (Exhibit 3) remains applicable to the project.

**COMPLIANCE  
WITH CEQA:**

The proposed San Pedro Point Phase II Acquisition is categorically exempt from review under CEQA. 14 California Administrative Code Section 15316 exempts land acquisition for the creation

of parks from CEQA review. This project complies with the requirements of that section, in that (1) the land is in a natural condition; and (2) the management plan for this site has not been completed.

Upon approval, staff will file a Notice of Exemption for this project.

**EXHIBIT 5**

**Staff Recommendation**

**August 12, 1992**

**STATE COASTAL CONSERVANCY**

**Project Summary  
August 21, 1992**

**SAN PEDRO POINT RESTORATION**

**File No. 92-014  
Project Manager: Steve Horn**

**REQUESTED ACTION:** (1) Authorization to disburse an amount not to exceed \$615,000 to the City of Pacifica for acquisition of fee title to 148 acres and a purchase option for an additional 98 acres; and (2) authorization to disburse an amount not to exceed \$40,000 to the Pacifica Land Trust for preparation of a coastal restoration plan for the entire 248-acre property.

**PROJECT LOCATION:** From State Highway 1 to the Pacific Ocean, at the southern boundary of the City of Pacifica, San Mateo County, approximately 10 miles south of the City of San Francisco (Exhibits 1 and 2).

**PROGRAM CATEGORY:** Coastal Access/Coastal Restoration

**PROJECT COSTS: Current**

\$600,000 phase I acquisition  
15,000 phase II option  
40,000 restoration planning  
\$655,000 SCC total

**Future (subject to possible SCC authorization)**

\$900,000 phase II acquisition  
unknown restoration/recreation improvements

**PROJECT SUMMARY:** The subject property is the San Pedro Point headland, an extremely prominent ridge along State Highway 1. It is recommended that the Conservancy provide funding for: (1) acquisition of the shoreline portion of this property, approximately 148 acres; (2) an option to purchase the remaining 98 acres; and (3) preparation of a coastal restoration plan for repair and enhancement of the natural resources of the entire site and for development of public recreation uses on it.

This project is a joint effort of the Conservancy with the City of Pacifica and two nonprofit organizations, the Pacifica Land Trust (PLT) and the Peninsula Open Space Trust (POST). Title to the property will be held by the City of Pacifica, with operational responsibility in the hands of PLT. PLT would also be the lead in preparing the coastal restoration plan, with technical assistance from Conservancy staff.

The San Pedro Point property is significant both for its existing site resources, including its visual significance and its forest and grassland vegetation, and for its recreational potential given the location of the site as a logical link in a series of parks that are readily accessible from nearby major urban population areas.

The current private landowners have agreed to sell the subject property on terms beneficial to the public. The sale price for Phase 1 would be \$250,000 below the current appraised value, and the sale price for Phase 2 would be \$150,000 below the current appraised value. The public would have until 1995 to complete the purchase of Phase 2, providing an opportunity for additional funding to be derived from a park bond act in either 1992 or 1994.

It is urgent that this acquisition be carried out now while there is a willing seller at a reasonable price. The current owners are in arrears in payments on a debt secured by a deed of trust, and the property could be lost through foreclosure. In the absence of public acquisition, it is expected that successor private owners will proceed with the effort to develop the property based upon the subdivision plan for 217 units that has been presented to the Pacifica Planning Department. The holders of the trust deed have indicated a willingness to hold off foreclosure proceedings only through September 1992.

PROJECT COSTS:

250,000	Phase I acquisition
150,000	Phase II option
40,000	restoration planning
200,000	ROC cost

Estimated Acquisition Costs (S.C. authorization)

500,000	Phase II acquisition
40,000	restoration/restoration improvements

PROJECT SUMMARY:

The subject property is the San Pedro Point headland, an extremely prominent ridge along State Highway 1. It is recommended that the Conservancy provide funding for (1) acquisition of the abutting portion of this property, approximately 148 acres; (2) an option to purchase the remaining 98 acres; and (3) preparation of a coastal restoration plan for repair and enhancement of the natural resources of the entire site and for development of public recreation uses on it.

This project is a joint effort of the Conservancy with the City of Pacifica and two nonprofit organizations, the Pacific Land Trust (P.L.T.) and the Peninsula Open Space Trust (POST). Title to the property will be held by the City of Pacifica, with operational responsibility in the hands of P.L.T. P.L.T. would also be the lead in preparing the coastal restoration plan, with technical assistance from Conservancy staff.

**STATE COASTAL CONSERVANCY**

**Staff Recommendation  
August 21, 1992**

**SAN PEDRO POINT RESTORATION**

**File No. 92-014  
Project Manager: Steve Horn**

**STAFF**

**RECOMMENDATION:** Staff recommends that the State Coastal Conservancy adopt the following resolution pursuant to Sections 31200-31215 and 31400-31411 of the Public Resources Code:

"The State Coastal Conservancy hereby authorizes disbursement of an amount not to exceed six hundred fifteen thousand dollars (\$615,000) to the City of Pacifica for acquisition of fee title to approximately 148 acres and for a purchase option for an additional parcel of approximately 98 acres, as described in Exhibits 1 and 2 of the accompanying Staff Recommendation. The Executive Officer is authorized to enter into an agreement with the City of Pacifica, the Pacifica Land Trust, and others as needed to make the Conservancy a co-optionee for the subject 98-acre parcel.

The Conservancy further authorizes disbursement of an amount not to exceed forty thousand dollars (\$40,000) to the Pacifica Land Trust for preparation of a coastal restoration plan for the entire 248-acre area described in Exhibits 1 and 2.

These authorizations are subject to the following condition: The coastal restoration plan shall provide for a maximum amount of public recreation use on the subject site, consistent with the preservation of natural resource values, and shall analyze feasible means of linking the subject area with other existing or planned public recreation areas in the vicinity so as to encourage public use of the subject site. The restoration plan shall include an analysis of all potential sources of funding for acquisition of the phase II area and for operation and management of all acquired lands."

Staff further recommends that the Conservancy adopt the following findings, based upon the project analysis, exhibits and attachments contained in this staff report:

"The State Coastal Conservancy hereby finds that:

1. The Conservancy is authorized by Public Resources Code Sections 31200 and 31207 to make grants to nonprofit organizations for the preparation of coastal restoration plans.

2. The Point San Pedro site has been identified by local, State, and federal agencies as an area containing sensitive land and marine resources;
3. The certified Pacifica Local Coastal Program identifies the need for public action to preserve and enhance the habitat and recreational resources of the Point San Pedro area;
4. Acquisition of a portion of the Point San Pedro site is consistent with Chapter 9 of the Conservancy's enabling legislation, regarding public accessways, and will serve greater-than-local needs;
5. The project conforms with the Conservancy's Guidelines and Procedures for its Public Access and Coastal Restoration programs; and
6. The Pacifica Land Trust is a nonprofit organization qualified to receive Conservancy grant funding pursuant to Public Resources Code Section 31013."

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**STAFF DISCUSSION:**

**Project Description:** It is recommended that the Conservancy assist the City of Pacifica and two nonprofit land conservation groups in their effort to acquire the San Pedro Point property, restore and enhance its natural resources values, and develop public recreational uses on it.

To make acquisition feasible, the 248-acre property would be segmented into two sections. "Phase 1," a 148-acre parcel containing the ocean frontage, would be purchased immediately. "Phase 2," a 98-acre parcel containing the most developable portions of the total property, would be subject to a purchase option through 1995. The current private owners have also agreed to sell the property for a price below its fair market value. An appraisal approved by the Department of General Services establishes the values of the Phase 1 and Phase 2 areas at \$850,000 and \$1,050,000 respectively. The acquisition and option agreement with the current owners provides for sale of Phase 1 for \$600,000 and of Phase 2 for \$900,000. Thus if both segments were ultimately purchased, the public would obtain for \$1,500,000 property valued at \$1,900,000.

To assure that the maximum public benefit will derive from the recommended acquisition, and to evaluate concepts for use of the area subject to purchase option, it is recommended that a coastal restoration plan be prepared for the entire 248-acre property. This process would develop current information on biological, archeological, and scenic resources, as well as on site constraints including soils stability and traffic circulation, and would

produce a plan for enhancement of resources and public access to the site. As conditioned, the Conservancy grant would be used to develop a plan that would maximize public use consistent with the avoidance of significant environmental impacts. Conservancy staff would work directly with the Pacifica Land Trust and the City of Pacifica to develop a planning process open to participation by local residents. The resultant coastal restoration would permit the Conservancy and other public agencies to better describe and evaluate the public benefits of acquisition of the Phase 2 area pursuant to the recommended purchase option. It is estimated that completion of the coastal restoration plan would require about one year.

Any acquisition of the Phase 2 area pursuant to the recommended option will be dependent upon development of a new funding source (e.g., a new bond issue, ELPF appropriation, Proposition 111 grant, etc.). The option will be in effect through June 1995, to provide an adequate period to enable this funding to be secured. The total option payment for this parcel will be \$15,000, which will not be applicable toward the purchase price.

**Project History:** In 1984, the City of Pacifica appointed an Open Space Task Force to identify significant open space and recreation sites remaining in private ownership. The 1988 report of this group cited San Pedro Point as an important property for public preservation, and recommended the appointment of a City committee to explore feasible means of acquiring this site and other high-priority properties.

In 1989, the Conservancy provided technical assistance to Pacifica residents in establishing a local land conservation organization that could take a leading role in the accomplishment of the community's open space goals. With on-going assistance from the Peninsula Open Space Trust, one of the pioneer land trusts in California and one of the most successful in conservation of major properties, the Pacifica Land Trust has reached agreement with the owners of the San Pedro Point property on a phased acquisition plan that will provide the public and the nonprofit land trust with the best possible opportunity to raise the funds needed to implement the acquisition.

**Site Description:** San Pedro Point is the ocean terminus of the Montara Mountain ridge system. The property varies in elevation from 50 to 650 feet above sea level, including the most prominent coastline ridge on the San Francisco Peninsula. The landform of the steep cliffs, prominent peak and offshore rock provides a distinctive signature image at the south end of Pacifica, and the site is highly visible from State Highway 1. From the ridges and peaks of the property one can view the entire Gulf of the Farallones from Point Reyes to the Farallon Islands.

The site is located in proximity to both major urban population centers and several existing park units (see Exhibit 3). San Pedro Point is one of only four private properties located between San Pedro State Beach and GGNRA to the north and McNee Ranch State Park to the south, and it is the only one of these four with the strong potential for private development. Trail linkages that can be readily developed across the subject property would take a major step toward the goal of linking these parks together.

Site vegetation includes Monterey pine and eucalyptus forests, coastal prairie, and coastal scrub. The latter two plant communities are high in biological diversity and of very significant value for both individual plant species and as examples of these community types. Several individual plant subspecies of very limited distribution occur at this site.

Site wildlife is that typically associated with the principal vegetation types; no rare or endangered animal species are known to occur at this site.

The proposed division of the site into the phase 1 (immediate acquisition) and phase 2 (purchase option) segments is designed to permit the principal public purposes to be achieved even if the purchase option cannot be exercised. Phase 1 would include all of the coastal prairie, one of the eucalyptus/pine forests, all of the ocean frontage, the highest and most visible peaks on the property, one sheltered valley, and the old coastside railroad right-of-way. Road access to the phase 1 area would be provided from State Highway 1, on an easement over the phase 2 area. With the acquisition of phase 1, the coastal trail link could be developed and some enhancement of wildlife habitat could be carried out. Acquisition of the phase 2 area will be necessary for the bulk of the desired site restoration to be completed and for the development of major recreational support improvements (e.g., picnic grounds, interpretive center, etc.).

The subject property is within the sphere of influence of the City of Pacifica, and 31 acres are currently within city limits. The remainder of the property is currently unincorporated San Mateo County.

**Alternatives:** Unless the subject property is acquired by the public as recommended, it is virtually certain that it will be the subject in the near future of an application for annexation into the City of Pacifica for residential subdivision and development. If residential development is approved for the site, which would be likely given the proximity of the site to existing urban infrastructure, the public would lose forever the opportunity to develop the site for recreational purposes. If the site were developed, the existing conditions of erosion might be cured as a condition of development, but significant areas of forest and grassland would necessarily be built upon and thus not available for enhancement

of wildlife values. At the discretion of the regulatory agencies responsible for consideration of such a development proposal, impacts on the scenic qualities of the site, as seen from Highway 1 or nearby parklands, might be significantly negative.

It is desirable to acquire the subject site for public use, both for enhancement of plant and animal habitat and for development of public recreational uses serving the urban population, and there is no better alternative than the recommended action. Delay in acquisition will certainly result in a greater public expense, particularly if a decision to acquire is made after the private landowners have commenced development permit proceedings.

**PROJECT FINANCING:** This project will use, for its initial phase, principally funding that is designated for and limited to projects in San Mateo County. Of the total of \$655,000, \$450,000 will be derived from this source, with the remainder coming from "general-purpose" Conservancy funds. Consistent with the provisions of the bond act through which these "ear-marked" San Mateo County funds were provided to the Conservancy, this project has been evaluated on six specified criteria and determined to be both qualified for use of the funds and of a high priority relative to other potential sites. This ranking obtains for the initial 148-acre purchase parcel as well as for the entire 246 acres including the option parcel.

Use of these "ear-marked" San Mateo County funds for this project will exhaust this source (originally an \$8 million appropriation); thus any future Conservancy expenditures for this or other San Mateo County projects will need to be provided either from Conservancy "general-purpose" funds, from special appropriations such as Proposition 117, or from a future bond act.

**PROJECT SUPPORT:** This project is supported by the City of Pacifica, by the Pacifica Land Trust and the Peninsula Open Space Trust, by the Superintendent of the Golden Gate National Recreation Area, and by numerous local conservation groups and residents. Letters received regarding the project are attached (see Exhibit 4).

**CONSISTENCY WITH CONSERVANCY'S ENABLING LEGISLATION:** Under Public Resources Code Section 31400 *et seq.* the Conservancy is given a principal role in the implementation of a system of public accessways to and along the State's coastline. The Conservancy will carry out this role with acquisition of this property. The recommended expenditure of funds for acquisition is consistent with Sections 31400.1, 31400.2, and 31402 of the Public Resources Code, which authorize the Conservancy to provide up to the total cost of acquisition by public agencies of interests in land suitable for public accessways to and along the coast, and/or for the Conservancy itself to acquire such interests.

As required Section 31400.1 and described below, the subject accessway would serve greater-than-local needs.

The Conservancy is authorized by Public Resources Code Section 31200 *et seq.* to make grants for the purposes of coastal restoration where conditions of "... inadequate park and open space, incompatible land uses, or other conditions, are adversely affecting the coastal environment or impeding orderly development." The current circumstances at Point San Pedro, including the indicated need for use of site for open space purposes as well as the opportunities to provide public access and repair the impacts of prior uses, clearly create the need for Conservancy action as sought by the City of Pacifica and local conservation organizations.

To initiate coastal restoration actions, the Conservancy is authorized and directed by Public Resources Code Sections 31203 and 31207 to fund the preparation of coastal restoration plans and to seek in such plans to sensitively integrate man-made features, such as recreation facilities, into the natural environment. Consistent with Public Resources Code Section 31201, the Pacifica LCP indicates that public action is necessary to protect the open space and other resource values of the subject site.

Public Resources Code Section 31200 permits the Conservancy to authorize a nonprofit organization to undertake coastal restoration activities; the recommended grant for preparation of a coastal restoration plan by the Pacific Land Trust is consistent with the Conservancy's authority under this section. The Pacifica Land Trust is a qualified nonprofit organization pursuant to Public Resources Code Section 31013.

The Conservancy is authorized by Public Resources Code Section 31207.1 to option lands within coastal restoration areas during the period of preparation of the coastal restoration plan.

**CONSISTENCY WITH  
CONSERVANCY'S  
PROGRAM GUIDELINES:**

The recommended acquisition project is consistent with the Public Access Program project criteria, as follows:

**Serves Greater-Than-Local Need:** The subject site is located approximately 10 miles south of the City of San Francisco. Existing nearby park units, both shoreline and inland, are already heavily used by recreational visitors from throughout the Bay Area. The site is readily accessible by automobile from State Highway 1 and Interstate 280, and a principal project purpose is the development of trail facilities that would link the site with existing parks. The project would clearly provide recreational services serving regional needs.

**Increased Access:** Public access through the site is currently prohibited, although it has been provided in the past to recreational motorcyclists. Acquisition of the site and preparation of a coastal restoration plan as recommended will facilitate the development of a major new link in the California Coastal Trail, taking advantage of the graded roadbed of the former coast railroad running on the hillside along the shoreline.

**Consistency with the Local Coastal Program:** The project would protect the site resources consistent with the certified Pacifica LCP.

**Consistency with Access Standards:** The site provides an adequate area to develop improved trails and recreational support facilities consistent with the Conservancy's Access Standards.

**Unavailability of Funding:** The City of Pacifica does not have financial resources available for acquisition of this site. The bulk of the recommended acquisition funding would be provided from Proposition 70 funds specifically limited to high-priority San Mateo County projects such as this.

The recommended project is also consistent with the Conservancy's Guidelines for the Coastal Restoration Program, including the following key project criteria:

**Urgency:** The recommended project presents an opportunity for beneficial action based upon the financial distress of the current private landowners; the current owners are not only willing to sell to the public, but they have agreed to a sale price substantially below the appraised market value of the property and terms of sale tailored to make public acquisition more feasible. Unless the Conservancy takes action now, this opportunity will be lost. If the property is not purchased now, it is likely that the successors to the current owners will pursue residential development approvals for the subject site, almost certainly making any future public acquisition effort more difficult and expensive.

**Need:** There is no public agency other than the Conservancy able to react to the current opportunity and secure the subject site. The Peninsula Open Space Trust has its financial resources tied up in several other public acquisition projects, including the continuing Cowell Ranch project, and thus is not now able to act. Absent public acquisition, preservation of the significant resources of the site would rely on the regulatory process. While this approach may be adequate to preserve some or all of the existing scenic and biological resources, regulation alone cannot enhance wildlife habitat by restoring the degraded portions of the site, nor will regulation enable the public to make use of the site for recreation and shoreline access. These public benefits can only be achieved by the recommended Conservancy acquisition grant.

**Scope:** The recommended project would contain all of the elements necessary to address and resolve the planning issues presented. Acquisition of the nearshore parcel would enable the development of major new public access facilities, even absent acquisition of the second phase parcel. Through the Conservancy's coastal restoration plan grant, the city and the local land trust will work with the local community to maximize both public recreational use of the site and enhancement of its biological resources. The restoration planning process will also focus on feasible means of financing both the phase 2 acquisition and needed site improvements. This plan will be available well in advance of the option termination date, allowing it to become a marketing document for solicitation of project funding from sources other than the Conservancy.

**CONSISTENCY WITH  
COASTAL ACT:**

The City of Pacifica certified Local Coastal Program (LCP) designates the 31-acre portion of the site within city limits as Residential Open Space, with very low density limits and substantial restrictions on development. The remainder of the property, approximately 215 acres, is within unincorporated San Mateo County and is designated in the certified County LCP for residential use at very low densities.

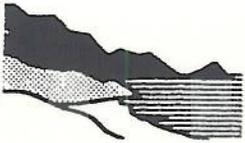
The Pacifica LCP identifies the site as visually prominent and calls for avoidance of development along the ridgeline or elsewhere on steep slopes. The LCP also provides that desirable "open spaces now in private ownership... should be protected [to] remove the uncertainty about the future use of these lands." The subject site was designated as a high priority for acquisition by the City Open Space Committee, and the City has requested the assistance of the Conservancy in implementing this LCP goal.

**CONSISTENCY  
WITH CEQA:**

Land acquisition for the creation of parks is categorically exempt from review under the California Environmental Quality Act (CEQA), under 14 California Code of Regulations, Section 15316. This project complies with the requirements of that section, in that: (1) the land is in a natural condition; and (2) the management plan for this site has not been prepared.

Preparation of a coastal restoration plan for the area to be acquired and the area subject to option is categorically exempt from review under CEQA pursuant to 14 California Code of Regulations, Section 15262. A Conservancy restoration plan is a planning and feasibility study solely for the purposes of enabling the Conservancy to consider environmental factors of the site prior to making any decision on the need for any further project development by the Conservancy.

**EXHIBIT 6**  
**Letters of Support**



# Pacifica Land Trust

P. O. Box 988  
Pacifica, CA 94044

RECEIVED  
APR 19 1995  
STATE COASTAL CONSERVANCY

March 31, 1995

Ms. Penny Allen, Chair  
Mr. Michael Fischer, Executive Director  
California State Coastal Conservancy  
1330 Broadway, Suite 1100  
Oakland, CA 94612-2530

**Subject: Agreement No. 93-010, San Pedro Point Restoration Plan**

Dear Ms. Allen, Mr. Fischer and Board Members:

The purpose of this letter, written on behalf of the Pacifica Land Trust (PLT), Board of Directors, is to support and recommend approval of the subject project Restoration Plan and acquisition of the final portion of the San Pedro Point site for public and preservation purposes.

The effort to obtain, protect, restore and develop public use of the San Pedro Point Property has, from the very start been a joint effort of the State Coastal Conservancy and the PLT. The cooperation and inter-action between the volunteer members of the PLT Board of Directors and the professional staff of the Coastal Conservancy has been exemplary. This effort has also involved representatives of the City of Pacifica and guidance and assistance from the Peninsula Open Space Trust. Particular recognition must be given to the excellent work of Mr. Christopher Kroll of the Conservancy staff who has managed the project and prepared the final plan.

In accordance with the referenced agreement, both the PLT and the Coastal Conservancy have been actively involved in the preparation of the plan for the property. The PLT, utilizing Conservancy granted funds, has selected and employed several consultants to assist in the development of information required for development of the plan and other aspects of the planning process for the site. The final plan prepared by Mr. Kroll, reflects all of these inputs including those derived from community workshops and presentations conducted by both the Coastal Conservancy and the PLT.

In conjunction with the planning activities, the Coastal Conservancy assisted the PLT in identifying possible sources for funding the purchase of the remaining portion of the site. To this end the Coastal Conservancy and the PLT jointly applied for funding through the federal ISTE program. That process, which has been successful, has also required considerable time and effort by both Conservancy staff and PLT members.

It is understood that the Board will, at their meeting on April 19, 1995, be presented with the final plan and be requested to take action on acceptance of the plan, the ISTE funding, provision of the required matching funds and acquisition of the remaining property by the Coastal Conservancy. This latter action appears to be an unavoidable and unique requirement of the ISTE funding mechanism.

Pacifica Land Trust

P. O. Box 388  
Pacifica, CA 94044



To support this action, the Conservancy and PLT are drafting an interim management agreement through which the PLT will agree to participate and assume responsibilities with respect to the maintenance and management of the site. The PLT is also actively engaged in efforts to identify a governmental entity to ultimately accept ownership of the full parcel and assure its long term management and preservation for public purposes.

Clearly the plan and presentation to be given the Board in April is the conclusion of an extended but rewarding series of joint Coastal Conservancy/PLT actions. We have long been partners in this project and the PLT will remain committed to the project and to providing any and all assurances necessary and meeting any requirements to insure a successful outcome and preservation of this unique and valuable natural resource. We therefore, respectively request that the Board also support this program through the acceptance of the plan and positive affirmation of the funding requirements and acquisition of the remaining San Pedro Point property. Please contact us if there are any questions or if we can be of any further assistance.

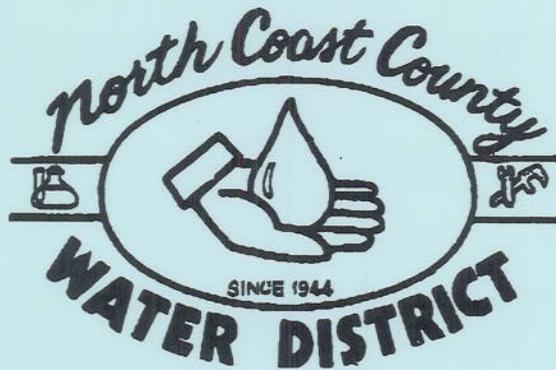
Sincerely,

Dr. Radford (Skid) Hall  
President, Pacifica Land Trust  
Board of Directors

**DIRECTORS**

RUSSELL F. CONROY, *PRESIDENT*  
MAY GEE, *VICE PRESIDENT*  
LEE L. FORSTER  
BOB VETTER  
TOM PICCOLOTTI

2400 Francisco Blvd.  
P.O. Box 1039, Pacifica, CA 94044

**STAFF**

DAVID A. STEVENS  
*GENERAL MANAGER*  
ROBERTA BECHTEL  
*DISTRICT SECRETARY*  
PETER M. NELSON  
*SUPERINTENDENT*

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April 18, 1995

Mr. Michael Fisher  
Executive Director  
State Coastal Conservancy  
1330 Broadway  
Suite 1180  
Oakland, CA 94612-2530

Dear Mr. Fisher:

I am writing on behalf and at the request of the North Coast County Water District Board of Directors regarding State Coastal Conservancy consideration for final approval of funding for acquisition of property located on Pedro Point in Pacifica. Please be advised that during the Board's April Regular Meeting, the Directors unanimously voted to support the land acquisition and would therefore recommend that you accept the ISTEAA grant.

Related to this issue and for your information, the District is currently investigating the purchase of property on Pedro Point for purposes of water reservoir relocation. In discussions with Mr. John Murphy of the Pacifica Land Trust, it has been determined that the proposed District project would free up additional property within the original land acquisition. Moreover, the relocation to the end of Grand Avenue may provide a point of access to the entire property and the District is willing to work cooperatively to achieve that objective.

Please feel free to contact me if you may have further questions, comments or would like additional information regarding this matter.

Yours truly,

DAVID A. STEVENS  
General Manager



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April 18, 1995

Ms. Penny Allen  
Board Chairperson  
California State Coastal Conservancy  
1330 Broadway, Suite 1100  
Oakland, CA 94612

Subject: Acquisition of Parcel Two, Pedro Point Headland, Pacifica, CA

Dear Ms. Allen:

It is my understanding that the Coastal Conservancy is entertaining public comments regarding the importance of the acquisition of the eastern parcel of Pedro Point headland. As you know, I am a resident of the Pedro Point neighborhood in Pacifica, a former Pacifica councilmember, and a biologist employed at San Francisco State University as Director of Special Projects for the SFSU Conservation Biology Program. I also performed the Biological Assessment for Pedro Point headland that was required for potential funding of this acquisition. Consequently, I believe that I have good first-hand knowledge of the property in question, its relationship to the western part of the headland, and how it fits in with larger issues such as coastal conservation in general and specifically its importance to the City of Pacifica.

Let me begin by stating my conclusion: in my view, the acquisition of this property should be of the highest priority and I strongly urge the conservancy to follow through with this purchase so that the full conservation and recreational value of the acquisition of the western portion of the headland can be realized.

This conclusion is based in part on the following points. I am certain that there are several other reasons that will be introduced by other contributors which are equally compelling:

1. The eastern portion of the headland is an integral biological complement to the western property. The eastern slopes are more protected from severe maritime conditions that characterize the western slopes and coastal bluffs. This has permitted the establishment of a large forest of monterey pine and eucalyptus on the eastern margin of the property. The monterey pine forest on the northern slopes of the middle ridge, in particular, are still quite rich in understory native shrubs, grasses, and herbs. This forest clearly serves as a breeding site for several species of songbirds and very likely for raptors as well. It also has a pleasant aesthetic quality that will serve important recreational values.

Southern slopes on the eastern ridges, particularly the south ridge, also contain some of the best "needle grass (*Nasella pulchra*) prairie" on the headland. This prairie is rich in native herbs and provides habitat for several fossorial mammals. These in turn provide an important food resource for resident raptors and other small carnivores. Although not confirmed, there have been reports of bobcats on the headland and this habitat is undoubtedly important for this species if, in fact, they occur on Pedro Point.

Conservation biologists are recognizing more and more the importance of landscape scale diversity of habitats for the survival of many individual species. Loss of this habitat mosaic could have a serious impact on resident wildlife.

2. Pedro Point headland is a relatively intact remnant of a maritime biota unique to the northern San Francisco Peninsula. Much of this biota has been lost to urbanization in Pacifica and in San Francisco. The acquisition of Pedro Point headland will permit the restoration of habitats associated with this distinctive biota and promote the conservation of this threatened ecosystem. It is critical to have as much of this habitat as possible to derive full value out of this restoration effort.

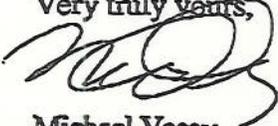
3. While it is biologically important, the eastern property is less ecologically sensitive and provides the best long term potential for public recreational staging areas. This functional attribute can not be under-emphasized in terms of maximizing the full public recreation and conservation value of Pedro Point headland. Many of us in Pacifica believe that the future economic base of this community will be a visitor serving economy for people who come to Pacifica to enjoy its coastal and open space resources. Clearly, Pedro Point headland could play an important role in this regard but, speaking as one familiar with our neighborhood, public use of this property will be easiest to accomplish and probably most effective if it is channeled through the southern portion of the property rather than through the neighborhood. The eastern property is vital to these future plans.

4. Loss of the eastern portion of the property to development will severely undermine the recreational and conservation goals of the original purchase and jeopardize the integrity of the western property. The only sure way to prevent future development of the eastern portion of Pedro Point headland is to follow through with its acquisition for public open space.

The people of Pacifica, and those who recognize the great ecological value of Pedro Point headland to the conservation of our coastal heritage, will be eternally grateful to the Pacifica Land Trust, the Peninsula Open Space Trust, the Coastal Conservancy, and the City of Pacifica for its initiative in acquiring this land for public conservation and recreation. However, for this act to be a full success, the remaining portion of the headland must be secured. Once that is accomplished, we can move forward to plan and implement responsible recreation and stewardship activities that will bring out the full luster of this investment in our future.

Again, on behalf of all of us, thank you for your past support and please take this last step towards turning this vision into reality.

Very truly yours,



Michael Vasey  
Director of Special Projects  
Conservation Biology Program

cc: Ms. Arlene Patton, Pacifica Land Trust