



Parks, Open Space and Trails Commission

March 16, 2021

POST Engagement

- November 2020 POST Meeting: Introduction to General Plan 2040
- **Tonight: Existing Policy Review and Input on Key Issues**
- March 30, 2021 Community Workshop: Open Space, Conservation, Parks & Recreation, and Safety
- May 2021 Ranch Board Meeting: input on Recreation policies
- May 2021 POST Meeting: Workshop Review and Policy/Program Input with rec. to the Planning Commission



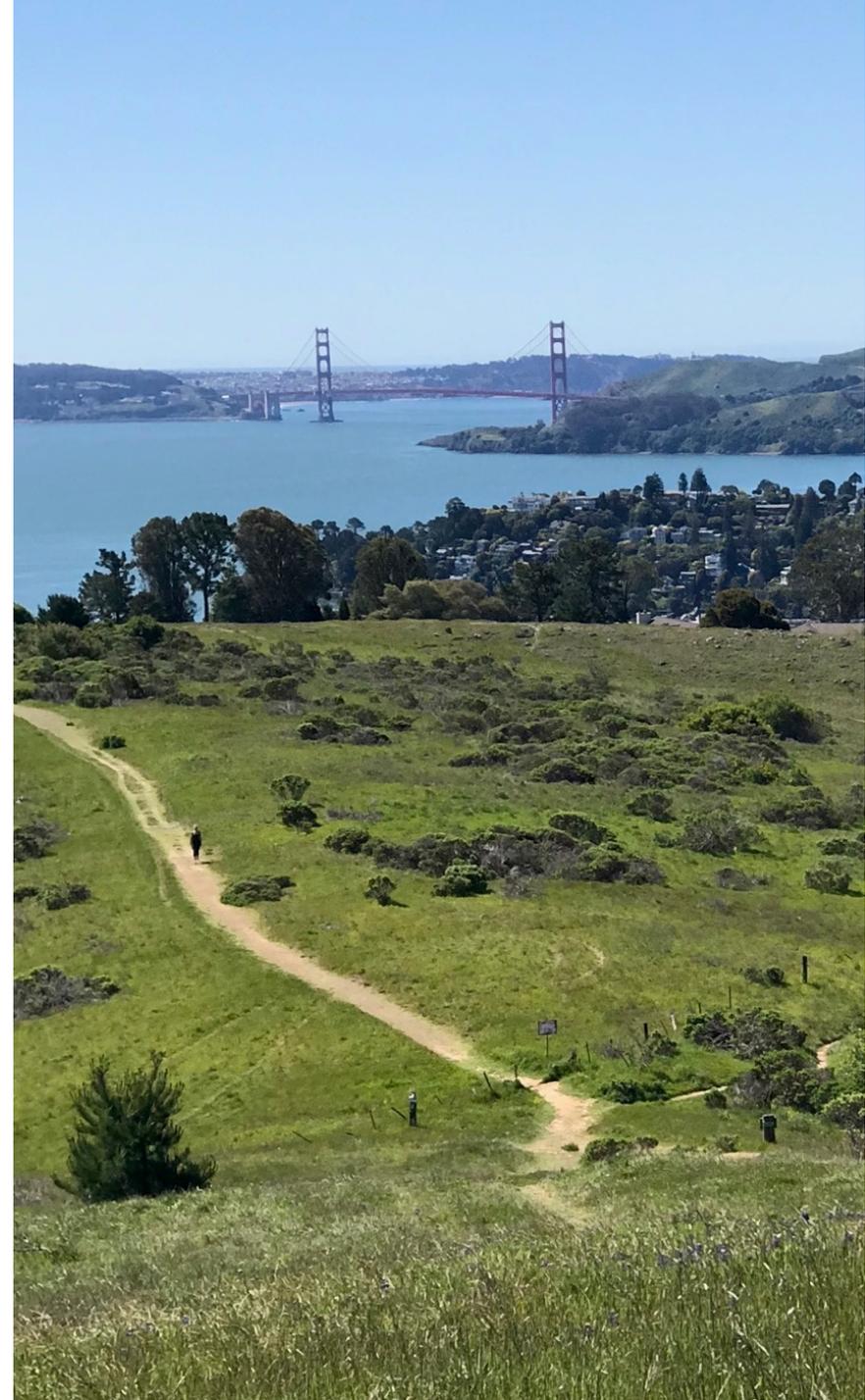
General Plan Elements

Required Elements:

- Land Use
- Mobility
- Housing
- **Open Space**
- **Conservation**
- Safety
- Noise

Additional Elements:

- Downtown
- **Parks and Recreation**



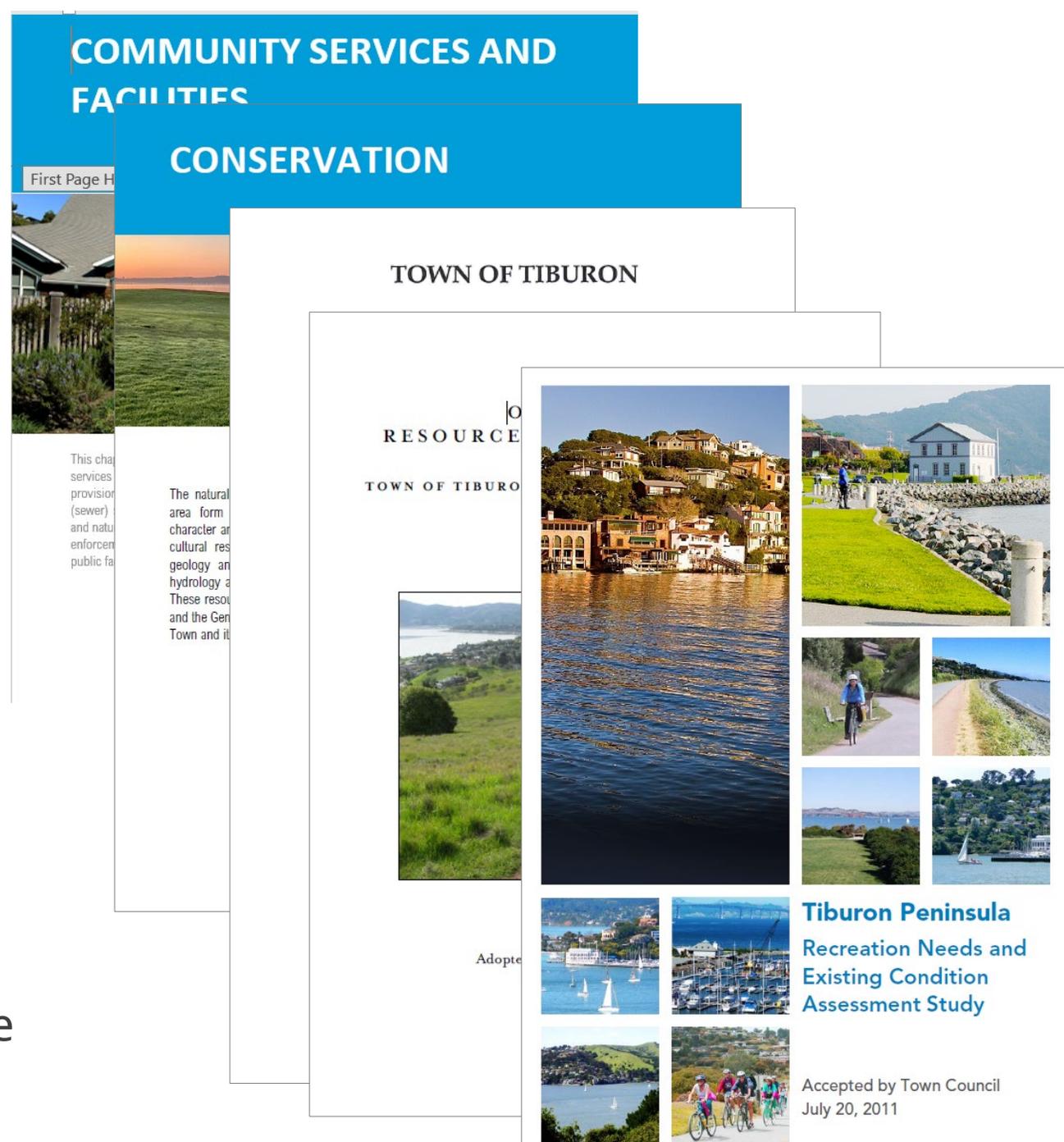
General Plan 2040

- Articulates a community's vision for the future
- Update to the 2005 Plan
- Will plan for next 20 years
- Contains goals, policies, and implementing programs
- Approvals of new development projects, public projects, and capital improvements require findings of consistency with the General Plan



Background Material

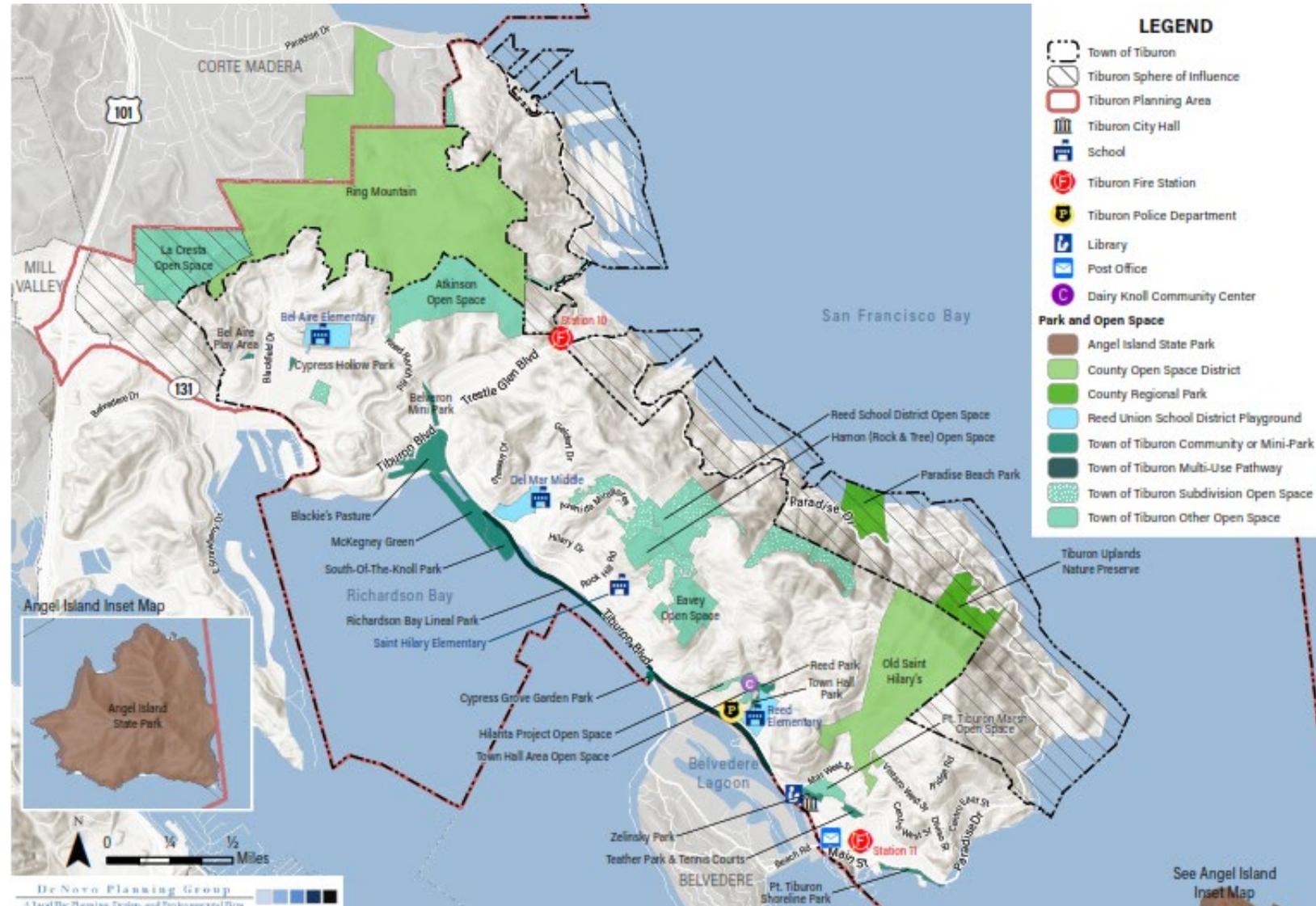
- Existing Conditions Reports
 - Parks & Open Space
 - Conservation
- 2005 General Plan
- Open Space Management Plan (2010)
- Tiburon Peninsula Recreation Needs Assessment (2011)
- Bay Trail Gap Study (2012)
- Bike & Pedestrian Master Plan (2016)
- Meetings with stakeholders and focus groups
- Results from Setting Priorities survey
- Background material is available on the website at CreateTiburon2040.org



Parks and Open Space

Blessed with open space...

- Public Parks – 57 acres
 - Shoreline Park
 - Blackie’s Pasture, Old Rail Trail
 - Neighborhood Parks (Cypress Hollow, Bel Aire Play Area, Belveron, Zelinsky)
 - South of Knoll Playground
 - McKegney Green
 - Tennis Courts at Teather Park
- Regional Parks – 37 acres
 - Paradise Beach
 - Tiburon Uplands Preserve
- Public Open Space – 770 acres
 - Ring Mountain Preserve
 - Middle Ridge
 - Old St. Hilary’s Preserve
- Angel Island State Park – 726 acres



See Angel Island Inset Map

Parks and Open Space

- Current parkland/population ratio:
94 acres (Tiburon and County regional parks)/9,540 residents =
5.9 acres/1,000 population
- Quimby Act park In-lieu fee for new development set at current 5.0 acres/1,000 goal
- Presently no park in-lieu funds available for new acquisitions or park improvements



Recreation Programs

- Belvedere-Tiburon Joint Recreation Committee established in 1975 to administer and operate recreation programs for Bel/Tib residents
- The Ranch provides over 500 classes & activities/year with over 4,800 participants
- The Ranch funding is largely fee-based for classes and programs



2011 Recreation Needs Assessment

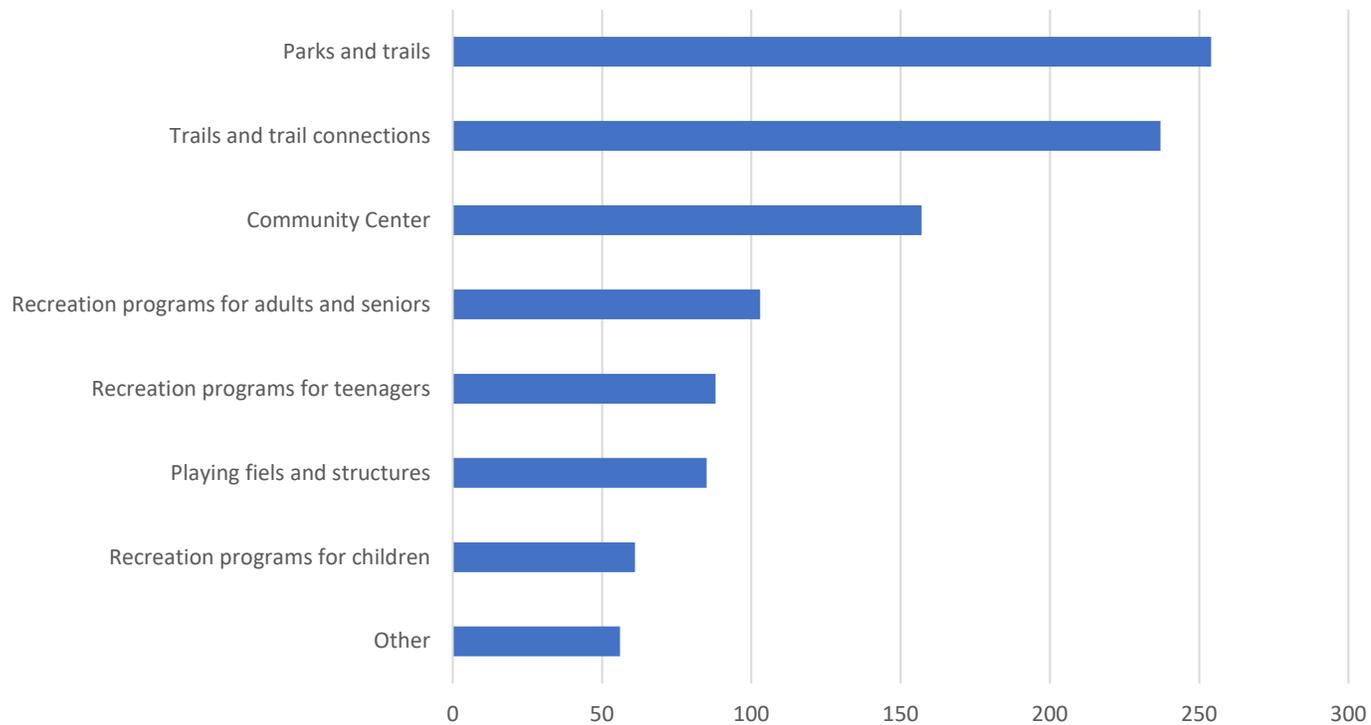
- Residents are mostly satisfied with the availability of recreation facilities.
- 90% of residents were satisfied with the availability of recreation programs, classes and events.
- Gap analysis indicated no obviously underserved categories. Ratings of “teen programs” were lower, approaching a level to recommend increases.
- 48% of residents rated highly the need for a community center. Challenges with cost and available site.



Community Feedback 2021

Jan. 2021 General Plan web survey (448 respondents):

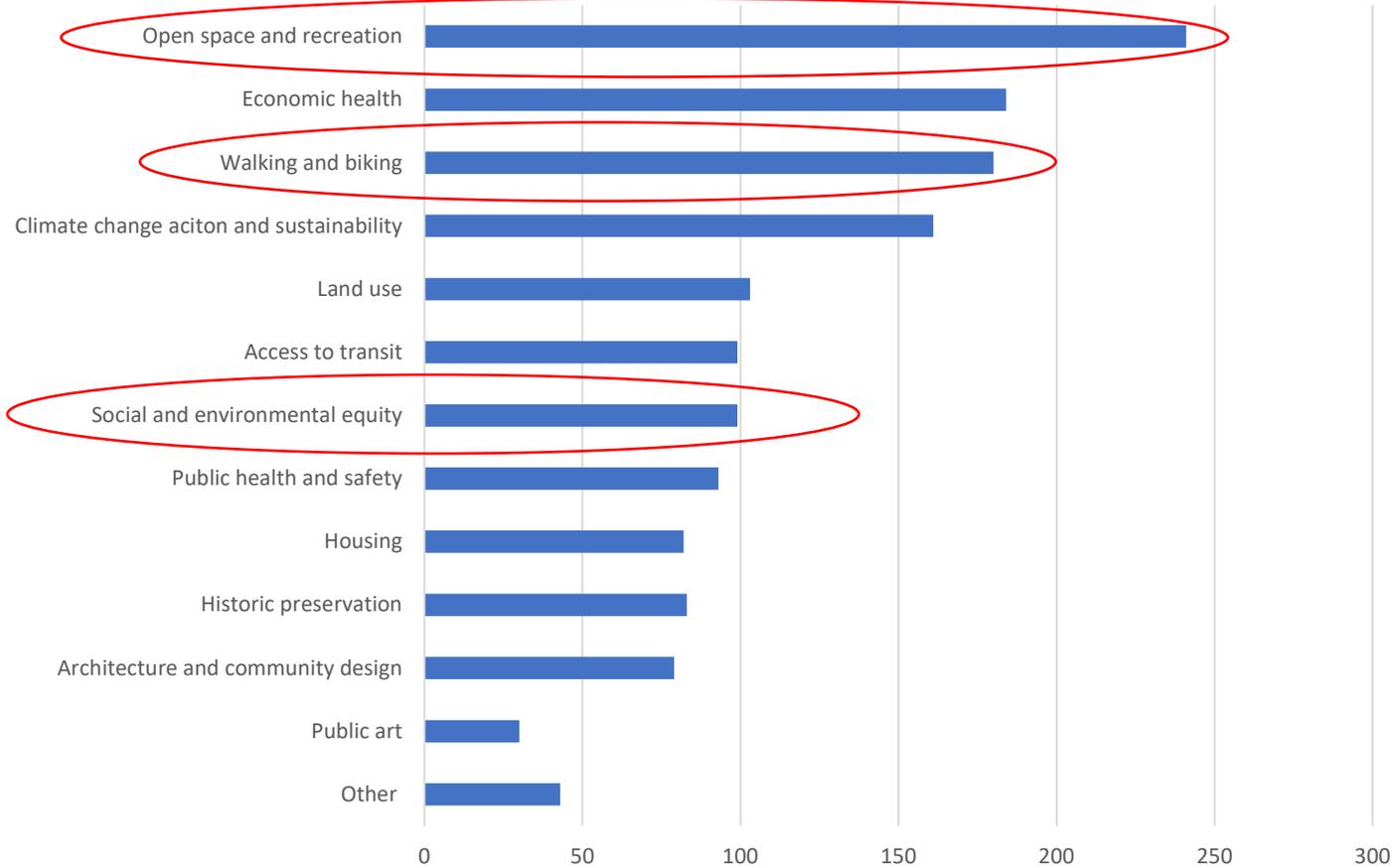
What recreation facilities and services would you like to see more of in Tiburon?



Community Feedback 2021

Jan. 2021 General Plan web survey (448 respondents):

What do you believe are the highest priorities for the Town of Tiburon to address in the General Plan Update?



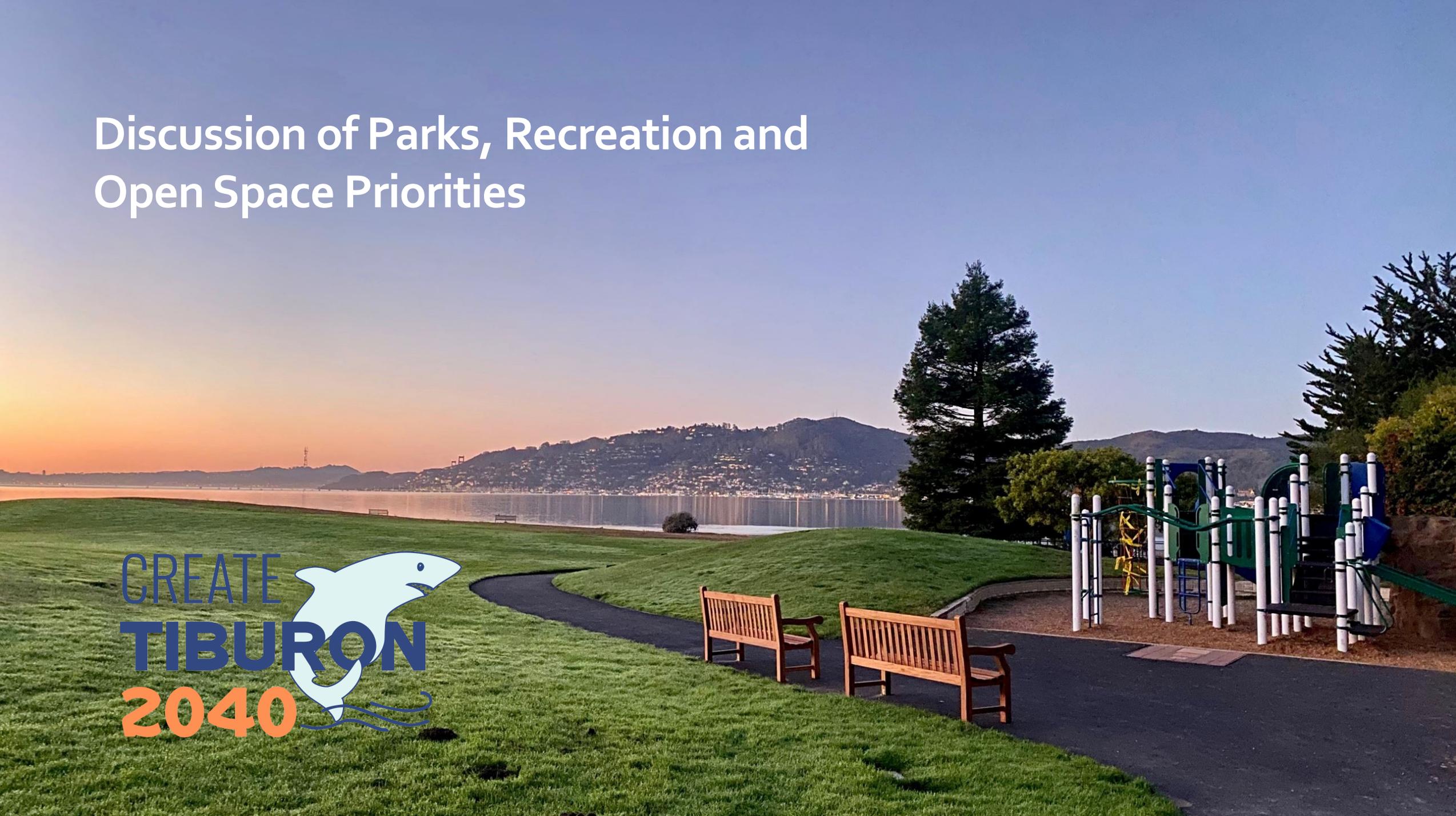
Community Feedback 2021

Jan. 2021 General Plan stakeholder interviews:

- Preserve environmental properties of Blackie's Pasture and adjacent beach. Participants oppose new uses such as boat haul out, corporation yard, and pool at Richardson Bay Sanitary District building (may be redeveloped). Group prefers augmenting open space and restoring wetlands. Beach restoration project is only designed for 1 foot of sea level rise and is in an area with few vulnerable assets. Money would be better spent addressing more pressing sea level rise threats and environmental equity.
- Ban pesticides and use IPM, especially in public areas.
- Avoid adverse impacts of public access to bay and open space.



Discussion of Parks, Recreation and Open Space Priorities



Possible Parks & Recreation Policy Priority Areas

- Need for expanded or updated park or recreation facilities
- Maintenance of park facilities
- Funding of park improvements
- Need for expanded recreation programs
- Equitable access to park facilities and recreation programs

Possible Open Space Policy Priority Areas

- Preservation of public open space
- Maintenance of existing public or private open space, including vegetation management for fire prevention
- Securing public access to portions of open space land most appropriate for public use (e.g., trail gap closure)
- Protection of environmental resources (e.g., habitat areas, wetlands, shoreline)

Evaluation of General Plan 2020 Parks/Recreation/Open Space Goals, Policies and Programs



Definition of General Plan Goals, Policies and Programs

Goal: A general statement of values or aspirations held by the community.

- It is the end towards which the Town will direct its efforts.
- A goal is short yet broad in scope.

Policy: A specific statement that guides decision-making.

- Policies define how the goals will be interpreted and implemented.
- It indicates a commitment of the Town Council to a particular course of action.
- To be useful to guide action, policy language must be clear and unambiguous.

Program: Defines exactly what is to be done to put a policy into practice.

- Might include new programs to be undertaken by the Town, discrete time-specific actions, or further planning actions.

Definition of General Plan Goals, Policies and Programs

What shouldn't be included in Policies and Programs?

- Restatement of ongoing Town activities or programs and routine functions.
- Actions or criteria that are required by federal or state law.
- Very specific program directions (should be general enough to allow pursuit of alternative means of implementation, funding, etc.)

Evaluation of General Plan 2020 Goals, Policies and Programs

For consideration:

- Are there existing issues of importance that aren't addressed in existing goals or policies?
- Does the existing language of the goals, policies and programs reflect current Town objectives or is editing needed?
- Are there existing goals, policies or programs that are no longer needed?

Key: Retain As Is Revise Delete New

Evaluation of Tiburon 2020 General Plan: PARKS & RECREATION ELEMENT GOALS, POLICIES, AND PROGRAMS

ID	Text	Implementation Status/Staff Evaluation
Goals		
Goal PR-A	To provide sufficient land and facilities for a balanced system of parks and recreation opportunities that serve all ages.	Should the goal include reference to accessibility (e.g., to serve all ages and abilities)?
Goal PR-B	To anticipate population growth and to plan for and provide funds for the acquisition of adequate lands or installation of adequate facilities to address future parks and recreation needs of the community.	
Park Land & Facilities Policies		
Policy PR-1	Sufficient park land and recreational facilities shall be maintained over time. A ratio of 5.0 acres of park land per 1,000 persons is established for the Planning Area pursuant to the Quimby Act.	Current parkland/population ratio is 5.9 acres/1,000. A ratio of 5 acres/1,000 is the current Quimby Act dedication/in-lieu fee requirement, which is very typical and recommended to remain as is.
Policy PR-2	The Town of Tiburon shall continue to require new parkland dedication and/or collection of in-lieu fees during the development review process.	In-lieu fees are collected in conjunction with new residential development. There are currently no in-lieu fees available.
Policy PR-3	The Town shall continue to use park funds and any future in-lieu fees for improvement of existing and future parks and for parkland acquisition purposes.	
Policy PR-4	The Town shall pursue federal, state, county, and other funds to assist in the maintenance, improvement, and acquisition, of existing and/or future park facilities.	

ID	Text	Implementation Status/Staff Evaluation
Policy PR-5	The Town shall strive to adequately fund the ongoing maintenance of the park and recreation facilities under its ownership.	
Policy PR-6	The area known as Blackie's Pasture (see Diagram 8.4-1) shall be retained for passive, informal recreational use.	
Policy PR-7	Existing water recreation opportunities shall be maintained and may be enhanced where practicable or for example, by the establishment of a small watercraft launching facility available to the public.	
Policy PR-8	Additional public shoreline access from publicly accessible land, especially in areas where none currently exists, shall be encouraged.	
Policy PR-9	The Town shall continue to increase, enlarge, and enhance its network of public trails within the Tiburon Planning Area.	
Policy PR-10	Public convenience facilities such as restrooms, bicycle racks, drinking fountains, and trash receptacles are encouraged and may be provided by the State of California, the Town of Tiburon, and/or the local community.	
Implementing Programs for Park Facilities		
Program PR-a	The Town should work with the Belvedere-Tiburon Recreation Department and the City of Belvedere to consider the long and short term need for additional parklands, sporting facilities, picnic facilities, play areas, and to develop a master plan for <u>additional programs to meeting</u> the community's recreational programming and <u>facilities</u> needs.	Recommend deleting the reference to preparing a parks/recreation master plan. The 2011 Rec. Needs Assessment found generally high levels of satisfaction of existing park facilities and recreation programs. Preparation of a master plan would be a very costly study with limited benefit if there are not significant unmet recreational needs and community support for funding major improvements.

ID	Text	Implementation Status/Staff Evaluation
Program PR-b	The Town shall examine <u>evaluate</u> development applications for the existence and potential creation of easements and/or trails that connect or continue to allow public access to shoreline, <u>recreation</u> and open space areas; Town Staff shall monitor construction with a view toward the successful creation and/or maintenance of such easements and/or trails.	Minor edit.
Program PR-c	The Town should <u>may</u> explore the need and desirability for establishing a community center which would accommodate recreational and other needs for the entire community. <u>The analysis should include a site suitability study and consider the potential for utilizing the existing Ranch property.</u>	The 2011 Rec. Needs Assessment found a moderately high level of desire for a community center but challenges in finding a suitable site or funding.
Recreation Programming Policies		
Policy PR-11	The Town shall continue to work cooperatively with the Belvedere/Tiburon Joint Recreation Committee <u>to administer and operate recreation programs and facilities for the residents of Belvedere and Tiburon.</u>	Addition of language re: the purpose of the BTJRC.
Policy PR-12	Recreation programming should be responsive to and serve the needs, interests, and desires of the entire community.	
Policy PR-13	Recreation programs should be offered on a year-round basis.	
Policy PR-14	Recreation programs should provide <u>a majority of</u> activities that are affordable to the community. <u>Provide financial support to allow full access to recreation programs by residents of need.</u>	The Ranch has provided financial scholarships as funding has allowed. Currently no funding is set aside for program subsidies.

ID	Text	Implementation Status/Staff Evaluation
Angel Island Policies		
Policy PR-15	<p>The Town shall cooperate <u>Maintain a positive, mutually beneficial working relationship</u> with the California Department of Parks and Recreation <u>and Angel Island administration</u> to ensure that Angel Island remains a unique state resource and that the village-like character of Downtown Tiburon is protected.</p>	Combine the two Angel Island policies which are similar.
Policy PR-16	<p>The Town shall facilitate a positive, mutually beneficial relationship between the Angel Island administration and the Tiburon community.</p>	



Evaluation of Tiburon 2020 General Plan: **OPEN SPACE** GOALS, POLICIES, AND PROGRAMS

ID	Text	Implementation Status/Staff Evaluation
Goals		
Goal OSC-A	To maximize, protect, <u>preserve</u> and enhance the Town's unique open space and natural beauty.	
Goal OSC-B	To provide and permanently preserve as much open space as possible to protect shorelines, open water, wetlands, significant ridgelines, streams, drainageways, riparian corridors, steep slopes, rock outcroppings, special status species and their habitat, woodlands, and areas of visual importance, such as views of and views from open space.	
Goal OSC-C	To permanently protect to the maximum extent feasible, the unique open space character of the Town which is attributable to its large amounts of undeveloped land and open water.	
Goal OSC-D	To permanently protect as conservation areas, to the maximum extent feasible, all lands and other areas in the public trust.	
Goal OSC-E	To manage the Town's open spaces for the benefit of the entire community.	
Goal OSC-F	To preserve and improve the quality of the environment through resource restoration and conservation, management, and pollution control.	
PRIME OPEN SPACE PRESERVATION		
General Open Space Preservation Policies		
Policy OSC-1	The Town shall strive to permanently preserve through setbacks, dedication, purchase, easement, or other appropriate means exceptional structures, sites, open <u>space</u> and sensitive environmental resources. The Town shall strongly encourage the permanent protection of open space <u>through</u> : conveyance of fee title to an appropriate government agency or land trust; by easement; deed restriction; or other appropriate mechanism acceptable to the Town.	

ID	Text	Implementation Status/Staff Evaluation
Policy OSC-2	In considering whether open space land shall be dedicated to the Town or other public entity, the benefits to the community of public ownership shall be weighed against the costs of management efforts and other liabilities associated with owning the land.	
Policy OSC-3	The Town shall strive to secure, through trail easements that connect to other public trails or through other appropriate <u>legal</u> mechanisms, public access to those portions of open space land most appropriate for public use.	Proposed edit re: legally permissible options.
Policy OSC-4	Public or private open space shall be permanently protected. It is the Town's general policy that <u>publicly-owned</u> open space land will not be traded or sold and should only be traded in exchange for open space which provides <u>improved trail connections, resource protection or other public benefits.</u>	Proposed edit to allow beneficial exchange of public open space land.
Policy OSC-5	The Town hereby establishes a goal that a minimum of 50% of the area of lands designated as Planned Development – Residential shall be preserved as permanent open space.	Recommend deleting. Need to respond to state housing mandates will likely require more use of Planned Development zoning and a 50% open space requirement would be prohibitive.
Policy OSC-6	The Town prefers clustering of lots in new subdivision design to maximize the preservation of open space to the greatest extent feasible. However, where the Town determines that a project would better conform to the goals and policies of the General Plan, "estate lot" type development (i.e., large homes on large lots) may be considered. Easement, deed restriction, or other appropriate mechanism acceptable to the Town shall be used to preserve open space within common areas or individual lots.	
Open Space Continuity Policies		
Policy OSC-7	Where possible, land that is proposed for preservation as permanent open space shall be contiguous to existing open space and/or open space areas that may in the future be permanently preserved.	

ID	Text	Implementation Status/Staff Evaluation
Policy OSC-8	Where appropriate, <u>undeveloped</u> greenbelts shall be required to separate development areas or to link open space areas.	Minor edit.
Implementing Programs for Prime Open Space Preservation		
Program OSC-a	Applicants shall be required to demonstrate that proposals for development minimize environmental impacts and comply with the General Plan and applicable regulations, <u>ordinances</u> and guidelines. The Town shall require that an assessment of environmental constraints and Prime Open Space characteristics be prepared prior to the submittal of Precise Development Plan applications for large undeveloped parcels.	
Program OSC-b	The Town shall review development applications that are submitted to the County and that are within the Town's sphere of influence and areas of interest <u>in order to</u> encourage conformance with Town policies, including minimizing the visual impact of development on surrounding hills visible from the Town.	
Program OSC-c	The Town shall require an environmental assessment for development proposed on sites that may contain sensitive biological resources, including wetlands, occurrences of special-status species and sensitive natural communities, native wildlife nurseries and nesting locations, and native wildlife movement corridors. The assessment shall be conducted by a qualified professional to determine the presence or absence of any sensitive resources which could be affected by proposed development, shall provide an assessment of the potential impacts, and shall define measures for protecting the resource and surrounding buffer habitat.	
Program OSC-d	Where hillslope stabilization is proposed as part of development proposals, or wherever such stabilization is required by the Town to protect public safety, the Town shall require the project to evaluate all slope repair-related modifications such as the secondary impacts of subsurface drainage on site and watershed ecological communities, including special-status species, sensitive natural communities, and wetlands. In the event impacts are likely,	

ID	Text	Implementation Status/Staff Evaluation
	modifications to the proposed project shall be considered. In the event avoidance and project modification are infeasible, appropriate on- or off-site habitat mitigation shall be required prior to project approval, as mandated by the State and federal regulatory agencies.	
Program OSC-e	The Town shall establish a clearinghouse of information for public use related to protection of sensitive biological and wetland resources, maintain contacts for agencies responsible for their protection, and encourage programs dedicated to the restoration and management of the remaining natural area.	
Program OSC-f	The Town shall consider revising and expanding the Tiburon Tree Ordinance to provide protection of both individual trees and native woodlands. Factors to consider in expanding the current ordinance include the importance of protecting smaller sapling trees and balancing their protection against those of designated “protected trees”, defining critical management guidelines necessary to maintain healthy woodlands, and methods to encourage natural regeneration in woodland habitats.	The Tree Ord. was not revised to address native woodlands and sapling trees. Chapter 15 (Views & Sunlight Obstruction from Trees) was added to allow for tree trimming to preserve views.
OPEN SPACE MANAGEMENT		
Open Space Management Policies		
Policy OSC-41	The Town shall encourage conservation and education uses of its public open space lands.	
Policy OSC-42	The Town may authorize or provide conservation and education facilities, including nature trails, interpretive exhibits, day camps, nature study areas and other related facilities in areas where the impacts on the natural environment will be minimal.	
Policy OSC-43	The Town shall encourage and seek agreements with other governmental jurisdictions such as County, State, Federal and other agencies for funding, acquisition, maintenance and use of open space areas.	
Policy OSC-44	The Town shall encourage and promote cooperation and participation of private groups, organizations, and individuals in the planning, operation and preservation of open space lands as deemed necessary.	

ID	Text	Implementation Status/Staff Evaluation
Policy OSC-45	The Town shall, where desirable, coordinate the use of its open space lands with other public and quasi-public lands that are contiguous or otherwise inter-related to Town open space.	
Policy OSC-46	The Town may engage in or authorize landscape restoration and/or enhancement programs where the natural landscape has been altered or degraded and when funding and resources allow on its open space land.	
Implementing Program for Prime Open Space Management		
Program OSC-g	The Town shall develop and adopt an Open Space management program that identifies maintenance projects and funding sources.	Should this be restated to implement the adopted Management Plan?

Discussion of Survey Questions to be used at March 30 Public Workshop



Possible Survey Questions for Public Workshop

Q1: What parks or trail improvements are needed?

- Trail connections
- Trail signage
- Play structures for children
- Sports fields
- Benches
- Picnic tables
- Restrooms
- None of the above
- Other

Q2: What kind of additional recreation facilities should the Town provide?

- Community pool
- Bocce courts
- Pickle ball courts
- Launch area for kayaks and paddleboards
- Skate park
- Bike park
- None of the above
- Other

Possible Breakout Room Questions for Public Workshop

Q1: Are there specific undeveloped open space areas that should be priorities for acquisition or public easements, particularly those that provide connections between preserved open space?

Q2: Are there specific park or trail improvements that should be priorities?

Q3: Is there sufficient access to recreational facilities and programs? Are there specific age groups or type of residents that have insufficient access?

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