Acquisition Plan

A Blueprint for Agricultural and Open Space Preservation









Sonoma County Agricultural Preservation and Open Space District



Our Mission

The Sonoma County Agricultural Preservation and Open Space District permanently preserves the diverse agricultural, natural resource and scenic open space lands of Sonoma County for future generations. To this end, the District conserves greenbelts between cities (community separators), farmland, biological resources, wildlife habitat and land for public recreation.

Introduction

Conserving open space for future generations

What will Sonoma County be like for our grandchildren and their children? Will the best agricultural and natural landscapes have disappeared under increasing population and development pressure? Or will these lands be preserved for future generations?

The Association of Bay Area Governments (ABAG), the Bay Area's regional planning agency, predicts strong growth pressures for the North Bay. ABAG's Projections 2000 estimates that over the next twenty years, Sonoma County will experience a 25 percent increase in population and a 47 percent increase in the number of new jobs. What role will the District's land acquisition program play in maintaining and enhancing our quality of life in the face of this potential growth? As the agency entrusted by the citizenry with forever preserving agricultural and open space lands throughout Sonoma County, the District knows that difficult conservation choices must be made. Acquisition is but one tool for land conservation and we cannot acquire all the desirable open space in need of preservation.

Where should the District focus its land conservation priorities? How can we equitably balance open space preservation among agricultural, greenbelt, natural resource and recreational needs? As the District's conservation blueprint, *Acquisition Plan 2000* provides a comprehensive strategy for targeting open space protection efforts in the highest priority areas.

About Sonoma County

Sonoma County encompasses over one million acres of hills, mountains, valleys and river drainages, such as the 1,485 square mile Russian River Watershed. The Russian River and its numerous tributaries provide spawning habitat for several species of threatened native fish, including Chinook salmon, Coho salmon and steelhead trout. The County supports numerous habitats containing over 1,416 plant species, many of which are found nowhere else in the world.

Agriculture has long shaped Sonoma County's identity and quality of life, and is an important component of the region's diverse economy. As the 16th largest agricultural County in California, Sonoma County produced over \$483 million worth of crops in 1998. Sonoma County's agricultural sector includes grapes, dairy products, livestock, poultry, vegetables, nurseries, and field and tree crops. While vineyards and wine grape-related businesses are a significant sector of the agricultural economy, Sonoma County remains a diverse agricultural region. Sonoma County has also been a leader in efforts to control urban sprawl and maintain the identity of its cities through strong General Plan policies and enactment of Urban Growth Boundaries (UGBs) in a majority of the County's nine incorporated cities.

About the District

The District is one of the top ten farmland and open space preservation programs in the Nation and the first special district established for the purpose of protecting agricultural lands. It is one of the few jurisdictions in the Nation to use a sales tax for the purchase of conservation easements to protect agricultural lands and preserve open space. The Agricultural Preservation and Open Space District is a dependent Special District formed under Government Code Section 65562 and Section 5500 et seq. of the California Public Resources Code. The intent of the District is to "I firmly believe from what I have seen that this is the chosen spot of all the earth as far as nature is concerned."

-- Luther Burbank





To learn more about land conservation and sources of information, see the Appendices to Acquisition Plan 2000. further State policy on the preservation of open space and to implement the Open Space and Agricultural Resources Elements of the 1989 Sonoma County General Plan. The boundaries of the District are coterminous with the boundaries of Sonoma County, and the County Board of Supervisors serves ex-officio as the Board of Directors.

In November 1990, Sonoma County voters approved Measures A and C. The formation of the Sonoma County Agricultural Preservation and Open Space District was the result of the public's concern over the urbanization and the displacement of agricultural land and open space in Sonoma County. The purpose of Measure A was to establish the District while Measure C called for a 1/4 percent sales tax over a 20-year period to fund agricultural preservation and open space acquisition. The Sonoma County Open Space Authority ("Authority"), an independent entity created by the Board of Supervisors, is responsible for levying the sales tax. Through a contract, the Authority provides primary funding for the District's acquisition program. The sales tax provides an annual allocation of approximately \$13 million for the District's land conservation program. (*See Appendices for the full text of Measures A and C.*)

The 17-member Open Space Advisory Committee, appointed by the District Board of Directors, is comprised of representatives from various interest groups and the cities. The Advisory Committee is responsible for advising the District Board and staff on policy matters as requested, and making recommendations for proposed land and easement acquisitions. The District's Acquisition Program involves coordination among the Board of Directors, the Open Space Authority and the Advisory Committee.

The District has no power of eminent domain. **The District can only purchase interests in real property from willing sellers.** The principal focus of the program is to acquire conservation easements, but the District may acquire fee rights in property where the project is in conformity with the Expenditure Plan. (*See Expenditure Plan on pages 3 and 30.*) The District also holds open space easements deeded through the County's development approval process.

Accomplishments to date

To date, the District has completed 80 land conservation projects and protected over 27,000 acres through easement or fee acquisition at a cost of \$50 million. The District has conserved 1,685 acres on 21 properties within the Community Separators and close to 20,000 acres on 49 agricultural properties. Over 20 District projects covering 2,565 acres will allow for public recreation, such as community recreation, regional and State parks and trails. These recreational facilities will be developed and managed by local, regional and State park agencies.



Relationship to other plans



Acquisition Plan 2000 complies with Measures A and C passed by voters in the November 1990 Sonoma County general election, and ensures that land acquisitions are consistent with both the voter-approved Expenditure Plan and the 1989 Sonoma County General Plan. The relationship of the Acquisition Plan to relevant State law, and County and special district plans and regulations is described below.

State Law

State law recognizes that open space land is a limited and valuable resource which must be conserved wherever possible. State law defines "open space land" as "any parcel or area of land or water which is essentially unimproved and devoted to an open space use..." Open space uses are broadly defined to include areas used for the preservation of natural resources, the managed production of resources, outdoor recreation, and public health and safety.

State law requires that each County and city prepare an Open Space Element as part of its General Plan that addresses how preservation of open space lands will be implemented. The 1989 Sonoma County General Plan implements legal requirements for preservation of open space land through various plan elements, including Open Space, Resource Conservation, Land Use, Public Safety, and Agricultural Resources.

The Open Space Element contains four classifications of open space: scenic resources, biotic resources, outdoor recreation and archaeological/historic resources. Open space designations adopted as part of the General Plan include, but are not limited to, community separators, scenic landscape units, scenic corridors, critical habitat areas and riparian corridors.

The Agricultural Resources, Land Use and Resource Conservation Elements include policies to protect agricultural lands and other sensitive areas. The General Plan establishes three categories of agricultural lands to enhance and protect land for continued agricultural production and to provide for a full range of agricultural uses. These categories are Land Extensive Agriculture, Land Intensive Agriculture and Diverse Agriculture.

Expenditure Plan

The purpose of the voter-approved Expenditure Plan (Measure C) is to implement parts of the 1989 Sonoma County General Plan by preserving agricultural land use and open space. The Expenditure Plan is based on the Open Space and Agricultural Resources Elements. Designated open space areas in the Expenditure Plan reference some but not all open space uses designated in the General Plan. The Expenditure Plan open space designations are community separators, scenic landscape units, scenic corridors, critical habitat areas and riparian corridors.

The Expenditure Plan is administered by the District through a contract with the Open Space Authority. This contract requires the District to prepare an Acquisition Plan which must be consistent with the Expenditure Plan. *Acquisition Plan 2000* is consistent with the Open Space Authority's Expenditure Plan because the acquisition categories which it creates prioritizes conservation areas within the Expenditure Plan's open space designations.

The Open Space Authority has the responsibility to ensure that the District's Acquisition Plan and each conservation project are consistent with the Expenditure Plan. The Board of Directors has the responsibility for ensuring that the District's Acquisition Plan and individual projects are consistent with the 1989 Sonoma County General Plan.

Environmental Regulations

Adoption of the Acquisition Plan, individual property acquisitions and other District activities must conform to the California Environmental Quality Act (CEQA), where applicable. The District adopted guidelines for the implementation of CEQA in October 1991. District projects which may involve Federal funding must conform to the National Environmental Policy Act (NEPA).





Methods of Land Preservation

Conservation tools

The District fulfills its purpose to protect agricultural and open space lands by working only with willing landowners and by acquiring two types of real property interests: **conservation easement** (partial interest) and **land in fee** (full interest).

Conservation Easement

The District's primary land acquisition tool is a legally binding deed and agreement between a landowner and the District in which the landowner voluntarily limits development and other uses of the property to protect its conservation values. A conservation easement granted to the District runs with the land in perpetuity. This means that it is a condition of title that cannot be severed by sale, death or other change of ownership. The conservation easement permanently stays with the land as it passes from generation to generation, from owner to owner.

Conservation easements are beneficial to landowners, the District and the public because:

- Conservation easements are an efficient use of public funds. They save taxpayer money by costing less than buying land in fee.
- Conservation easements help keep land in the family because a landowner can generate needed capital without selling off the land.
- By acquiring a conservation easement, the District accomplishes its land conservation goals without owning and managing the land. Land management continues to be the responsibility of the landowner, subject to the terms of the conservation easement agreement.
- Rest Conservation easements can reduce estate taxes.

Land in Fee

The District also acquires land outright for public purposes, such as for a park or wildlife preserve. The District may on occasion purchase land in fee and resell it with conservation easement restrictions that achieve the District's agricultural preservation and open space purposes. The ability to purchase land in fee enables the District to respond quickly to open space opportunities. Even if used infrequently, fee purchase is a necessary tool for maintaining an effective land conservation program.

Selecting a conservation method

The method the District uses to preserve each property depends on a number of factors, such as:

- Conservation goals and priorities of the District
- Reference with the second seco
- Resources present on the property
- Financial resources of the Authority

"It is our task in our time and in our generation to hand down undiminished to those who come after us, as was handed down to us by those who went before, the natural wealth and beauty which is ours."

-- John F. Kennedy



The District meets the unique challenges of each conservation transaction by selecting the right tool (i.e., conservation easement or fee acquisition) and utilizing the full range of real estate practices, including options, that best fulfill its agricultural preservation and open space purposes.

Benefits to landowners

What are the benefits to landowners of granting land or conservation easements to the District? Certainly many transactions are financially motivated. Often non-financial benefits are important as well. The peace of mind that comes from protecting land can be its own reward. One farmer put it this way: *"Nobody's going to trick around with this land after I'm gone. That's a real comfort to me."*

By working with the District, landowners can establish a living legacy. What follows is a summary of the financial benefits of working with the District.

The District engages in three types of transactions:

- Market Sales: The District pays full price ("fair market value") as determined by an independent appraisal.
- **Below Market Sales:** The District pays less than full price. Some belowmarket sales qualify as "bargain sales" (part gift, part sale) under IRS regulations so that the gift part of the transaction qualifies as a tax deductible charitable contribution.
- Outright Gifts: The District accepts, without payment to the landowner, land in fee or conservation easement. Such outright gifts to the District, with limited exceptions, qualify as tax deductible charitable contributions for State and Federal income tax purposes.

Payment for transactions cannot exceed fair market value, as determined by an independent appraisal. The amount of payment – fair market value or less – is negotiated based on a number of factors, including the landowner's financial motivation to sell or donate.

Income Tax deduction

Income tax benefits associated with qualified bargain sales and gifts provide an important financial incentive to landowners. When a landowner makes an outright gift to the District, the fair market value of the land or conservation easement at the time of the gift may qualify as a tax deductible contribution for State and Federal income tax purposes, provided that IRS requirements are met. With a bargain sale that meets IRS requirements, the landowner receives part cash and part tax benefits. The difference between the appraised value and the bargain sale price may qualify for State and Federal income tax deduction.

Capital Gains Tax reduction

The income tax deductions earned by qualified gifts and bargain sales can be used under some circumstances to reduce capital gains tax. In planning gifts of land and conservation easements, timing is an important factor for maximizing tax benefits. Timed properly, the charitable deduction earned by the gift can help to offset capital gains tax liability from the sale of appreciated assets, such as stock or real estate. For example, because a bargain sale is part gift and part sale, the charitable deduction earned by the gift can under some circumstances reduce capital gains tax liability, if any, resulting from the sale.

Estate Tax reduction

Surging real estate values and high estate taxes (i.e., inheritance) are making it more difficult for landowners to pass their property on to the next generation. Although the Taxpayer Relief Act of 1997 (TRA) eases estate tax rates and increases the Federal exemption from \$625,000 in 1998 to \$1-million in 2006, estates valued in excess of those exemptions are taxed at rates as high as 55 percent. The most important estate tax benefit of the conservation easement is that it may reduce the value of the estate, thus resulting in the reduction or elimination of estate taxes. This subtraction from the





value of estate property may occur regardless of whether the conservation easement is sold or donated.

With the enactment of TRA, an additional tax benefit is available for families who donate conservation easements. This new exclusion, IRS Code §2031(c), provides that a decedent's executor may exclude an additional 40 percent of the value of land protected by a qualified conservation easement. The exclusion is limited to \$500,000 per estate. It applies to land only, not to improvements, and additional rules and conditions must be met. This new exclusion is a significant incentive to conservation easement donors seeking estate tax relief.

Property Tax advantages

The result of granting a conservation easement to the District is that property tax will either be reduced or be unchanged. Granting a conservation easement does not increase property tax because it does not trigger reassessment under Proposition 13. A conservation easement may reduce property tax by limiting the land's uses and consequently reducing the land's assessed value. For example, property tax based on a high assessment before the conservation easement would likely be reduced afterward. Unchanged would be property tax that is already low based on a low assessment, such as land held in the same ownership for a long time or land under a Williamson Act Contract. The Sonoma County Assessor's Office is the best source of information about how transactions with the District might affect the assessed value of your land.

The preceding tax information is general in nature. It should not be considered legal advice and should not be relied upon as a substitute for professional advice.



The Plan

Purpose

Acquisition Plan 2000 directs the land conservation efforts of the Sonoma County Agricultural Preservation and Open Space District ("District") and assists the District in carrying out the 1990 voter-approved measures for preserving agricultural and open space lands in Sonoma County. *Acquisition Plan 2000* uses a geographic information system for a science-based analysis of agricultural, greenbelt, natural resource and recreational lands. This Plan will be used by the District to set land acquisition priorities and evaluate properties.

Overview of Acquisition Plan 2000

Acquisition Plan 2000 is a science-based conservation plan that will guide the District's land conservation program. This Plan consists of four important components that will collectively guide the District in identifying and evaluating high priority lands for acquisition. The diagram below illustrates how these components combine to form the basis of *Acquisition Plan 2000*.

The Plan establishes four Acquisition Categories: *Agriculture, Greenbelts, Natural Resources* and *Recreation*. The Plan's goals, objectives and policies provide the overall direction for acquisitions within each category. The Plan's maps provide a graphic illustration of the priority areas within each of the four acquisition categories. **Acquisitions outside the mapped areas may be considered where consistent with the goals, objectives and policies of the acquisition category.** The District has developed a computerized Geographic Information System (GIS) which will generate a "property evaluation report" and rank the desirability of a property's acquisition against multiple factors set forth in the Plan.

For a description of how the District will use GIS to generate a "property evaluation report," see the Implementation section of Acquisition Plan 2000.







Developing the Acquisition Plan

Acquisition Plan 2000 evolved during an intensive review and revision of the District's initial Acquisition Plan and categories. As part of this review, the District convened a Working Group comprised of members of the Open Space Authority and Open Space Advisory Committee. The Working Group assisted staff in the review of technical information, proposed categories, acquisition policies, resource maps and implementation measures.

District staff also convened technical workshops and invited a broad spectrum of local agricultural, regional planning, natural resource and recreational professionals to discuss how best to categorize and prioritize agricultural and open space acquisitions. Each workshop focused on a specific agricultural or open space resource and brought together agricultural representatives from dairy, vineyard, ranching and small farms as well as local biologists, botanists, wetlands ecologists, experts on fish, urban planners and recreation providers. These experts discussed the unique needs of each resource, evaluated and updated open space maps and identified conservation priorities. The resulting *Acquisition Plan 2000* text and science-based maps clearly define and delineate open space priorities within each of the four acquisition categories (i.e., properties designated "Priority Greenbelt" are compared to other properties designated "Priority Natural Resource"). The Acquisition Plan maps do not identify specific parcels or convey specific offers of purchase by the District.

Summary of Acquisition categories « Agriculture:

Farms, dairies, livestock ranches, vineyards and other agricultural lands that contribute to the County's agricultural economy and provide valuable open space.

Goal: Protect agricultural lands to maintain and enhance the continued viability of agriculture in Sonoma County.

🕷 Greenbelts:

Community Separators and Scenic Landscape Units, as identified in the Expenditure Plan, including areas around and between communities that contribute to the open space character of the region.

Goal: Preserve land between and around cities for open space and agricultural uses to help maintain community identity.

Natural Resources:

Forestlands, oak woodlands, wetlands, areas containing threatened and endangered species, fish spawning streams and other areas of biotic significance identified in the Expenditure Plan, including lands with high concentrations of individual or multiple natural resources.

Goal: Acquire land that preserves critical habitat and other biological resources of significance.

Recreation:

Sites with multiple natural resource features suitable for acquisition as parks, preserves or public access projects can include lands identified in adopted city and County recreational plans, where consistent with the Expenditure Plan.

Goal: Assist local, regional and State agencies in establishing a Countywide recreation system by acquiring land for a diversity of future recreational purposes.

Acquisition Plan 2000 also provides sufficient flexibility in annual acquisition objectives to allow for purchases of other important open space lands that may fall outside of the designated Acquisition Categories as mapped.

How does the District select specific properties for conservation? See the Program Goals and Implementation section of Acquisition Plan 2000.



Agriculture



It is a maxim universally agreed upon in agriculture, that nothing must be done too late; and again, that everything must be done at its proper season; while there is a third precept which reminds us that opportunities lost can never be regained. -- Pliny the Elder, 23-79 A.D.



Preservation of the County's rural landscape and a desire to assist farmers, dairy operators and ranchers to stay on the land was a driving force behind the creation of the Agricultural Preservation and Open Space District.

The "working landscapes" of Sonoma County are an irreplaceable economic and historic resource. They are imbedded in the culture of this place we call "home". North Bay dairies in Sonoma and Marin Counties, which are a significant source of the milk and milk products consumed in the Bay Area, are struggling to survive. Land competition, speculation and the prospect of urban encroachment threaten the economic viability of farms and livestock operations close to existing cities. By preserving dairies, farms and ranches, the District also ensures that the scenic landscapes they comprise will forever be preserved.

The *Agriculture Acquisition Category* encompasses a variety of "working landscapes" throughout Sonoma County and was developed to help focus the District's agricultural land conservation efforts. Ranchers assisted District staff in identifying the highly productive coastal grasslands in the southwest part of the County, between Bodega Bay and Petaluma, as an important grazing region for livestock. Other experts assisted the District in prioritizing farms within greenbelts which include agricultural lands for orchards, vineyards, nurseries and forage crops.

GOAL: Protect agricultural lands to maintain and enhance the continued viability of agriculture in Sonoma County.

Priority Agriculture

Priority Agriculture as mapped in *Acquisition Plan 2000* will focus specific conservation outreach efforts within two geographic areas:

- **Coastal Agriculture:** The productive grasslands extending from Bodega Bay to the Marin County line and east to Highways 116 and 101.
- **Greenbelt Agriculture:** The agricultural lands which provide separation between and around the County's nine cities.

The District will work cooperatively with willing landowners, public agencies and private conservation partners to conserve multiple properties within these two priority agricultural areas as well as other agricultural lands in the County. In doing so, the District will enhance its agricultural preservation efforts while preserving scenic open space and natural resources.

Coastal Agriculture

Coastal Agriculture as mapped in *Acquisition Plan 2000* includes lands which possess one or more of the following characteristics:

- Located on the unincorporated lands within the highly productive coastal agricultural belt which extends south of Bodega Bay to the Marin County line and east to Highways 116 and 101.
- Flat to gently sloping coastal grazing land with high grassland productivity.
- Ranches sizable enough to sustain an economically viable operation (forage, dairy, cattle, sheep, poultry, etc.).
- Ranches in the vicinity of other conserved lands.

"Conservation means harmony between men and land. When land does well for its owner, and the owner does well by his land; when both end up better by reason of their partnership, we have conservation."

-- Aldo Leopold





The Coastal Agriculture area covers approximately 13,000 acres, and is the largest expanse of highly productive grassland in Sonoma County. The majority of dairies remaining in Sonoma County are located within this area, close to a growing number of District-protected agricultural properties. The District's goal in this coastal agricultural belt is to work pro-actively to assemble agricultural lands of sufficient size and number to facilitate continued economic support for local agriculture, including Sonoma County's dairy industry. The District will consider conserving other important grazing properties, including lands in the Sonoma Creek and Petaluma River watersheds that substantially contribute to the agricultural viability of Sonoma County.

Greenbelt Agriculture

Greenbelt Agriculture as mapped in *Acquisition Plan 2000* includes lands which possess one or more of the following characteristics:

- Lands adjacent to cities that are in active agriculture or have the potential for agricultural use.
- Lands adjacent to cities with highly productive soils for growing agricultural crops.
- Lands adjacent to cities that are suitable for community agricultural operations, such as farmers markets, small family farms and co-ops.

The importance of preserving agricultural properties within the Greenbelts is paramount because they protect the scenic lands around each city and prevent continuous urbanization. While farms located outside of Urban Growth Boundaries and within General Plan-designated Community Separators may be protected from development in the near future, the District's goal is to ensure that these important open space areas adjacent to cities are forever preserved.

Other agricultural lands

Acquisition Plan 2000 provides sufficient flexibility in annual acquisition objectives to allow for purchases of essential lands that may not fall within the *Agriculture Acquisition Category* as mapped, provided such acquisitions are consistent with the Expenditure Plan. The District will use its GIS database to evaluate the relative conservation value and priority of each property. *(See Property Evaluation Process on page 23.)* This information will be used to determine if District participation is warranted. The District will respond to other opportunities to work cooperatively with willing landowners, local communities and farm organizations to preserve important agricultural lands throughout Sonoma County.



"You cannot save the land apart from the people or the people apart from the land."

-- Wendell Berry



Agricultural Acquisition objectives and policies

Solution of a continued use of a continued lands within Coastal Agriculture and Greenbelt Agriculture areas.

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The following policies are applicable to Objectives 1 and 2 above.

Policy 1-2a: Establish key conservation partnerships to facilitate acquisition of multiple contiguous agricultural properties within Coastal Agriculture and Greenbelt Agriculture areas.

Policy 1-2b: Implement marketing programs to agricultural landowners in Coastal Agriculture and Greenbelt Agriculture areas to inform them of the benefits of participating in the District's land conservation program.

Policy 1-2c: Use a variety of real estate tools such as conservation easements, options, fee acquisition, resale and lease, as appropriate, to maintain agricultural uses in Coastal Agriculture and Greenbelt Agriculture areas.

Policy 1-2d: Work cooperatively with small agricultural operators to lease or buy back properties conserved by the District for the growing and marketing of locally grown crops.

Policy 1-2e: Work cooperatively with organizations that promote and market agricultural products grown or processed in Sonoma County.





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In belonging to a landscape, one feels a rightness, an at-homeness, a knitting of self and world. -- Scott Russell Sanders



The loss of open space to urban sprawl and a desire to preserve the separation between our cities helped fuel creation of the District. Acquisition of conservation easements and fee title of land within greenbelts can significantly contribute toward permanently preserving lands adjacent to cities for important agricultural, scenic, recreational and natural resource purposes. Greenbelts are also areas where acquisition can achieve multiple conservation goals.

The *Greenbelt Acquisition Category* encompasses lands within community separators, scenic landscape units and critical habitat areas referred to in the Expenditure Plan and other important lands identified for their scenic value in city general plans. Greenbelts support the Community Separators designation in the 1989 Sonoma County General Plan by helping to maintain the existence of separate, identifiable cities and communities and preventing corridor-style urbanization. (*See Appendices for General Plan descriptions of the major community separators in the County.*)

GOAL: Preserve land between and around cities for open space and agricultural uses to help maintain community identity.

The Acquisition Plan map designates two types of greenbelts: Priority Greenbelts and Expanded Greenbelts.

Priority Greenbelts

Priority Greenbelts as mapped in *Acquisition Plan 2000* are lands surrounding incorporated cities which possess one or more of the following characteristics:

- Highly visible open space and agricultural lands with outstanding scenic qualities.
- Lands between cities and urban areas which have maintained their open space character.
- Prominent viewsheds and geographic features integral to preserving the rural and open space character of the community.
- Tuportant scenic lands identified in general plans of cities.
- Lands adjacent to scenic highways and scenic corridors which act as "gateways" to Sonoma County.
- A Linear open space areas or "greenways" along creek channels.

Examples of Priority Greenbelts include the Petaluma Hill Road corridor, Highway 12 between Santa Rosa and Sonoma, and Highway 12 between Santa Rosa and Sebastopol.

Expanded Greenbelts

Expanded Greenbelts as mapped in *Acquisition Plan 2000* are those rural open space lands that provide a one-mile buffer beyond cities and highways as extended greenbelt protection areas. These lands serve to help preserve rural character.

Acquisition of these lands is a secondary and longer-term priority of the District.

"I look forward to an America which will not be afraid of grace and beauty, which will protect the beauty of our natural environment... and which will build handsome and balanced cities."

-- John F. Kennedy





Other lands near cities

Acquisition Plan 2000 provides sufficient flexibility in annual acquisition objectives to allow for purchases of essential lands that may not fall within the *Greenbelt Acquisition Category* as mapped, provided such acquisitions are consistent with the Expenditure Plan. The District will use its GIS database to evaluate the relative conservation value and priority of each property. This information will be used to determine if District participation is warranted.

Greenbelt Acquisition objectives and policies

Objective 1: Preserve sites with dominant viewsheds and geographic features (i.e., prominent ridgelines) bordering each of the nine cities.

Policy 1a: Give priority to land acquisitions within greenbelts that preserve community identity.

Solution 2: Facilitate continued use of agricultural lands within greenbelts.

Policy 2a: Cluster protected lands to maximize continued agricultural viability and protect scenic values.

- Objective 3: Work with willing landowners, city governments, the real estate industry and land trusts to conserve specific properties that contribute substantially to the protection of key scenic features, ridgelines and greenbelts.
- Objective 4: Facilitate acquisition of multiple contiguous properties within greenbelts.

Policy 4a: Establish key conservation partnerships to facilitate multiple contiguous acquisitions within greenbelts.

Policy 4b: Implement marketing programs to benefit landowners within greenbelt areas.

Policy 4c: Use a variety of real estate tools, including but not limited to, conservation easements, options, fee acquisition, resale and lease, as appropriate to encourage continued use of agricultural lands near cities.

Policy 4d: Utilize the District's Open Space GIS and real estate databases to undertake an aggressive marketing program to landowners within Priority Greenbelts.

Solution Solution Serve Linear open space ("greenways") along major creeks and Sonoma County Water Agency channels for wildlife and recreation.



GIS can assist the District in identifying high priority lands within greenbelts.



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Natural Resources rce



A thing is right when it tends to preserve the integrity, stability and beauty of the biotic community. -- Aldo Leopold

Natural Resources

From the Mendocino Highlands and rugged Mayacamas Range in the north to the Laguna de Santa Rosa and oak-studded prairies in the south, Sonoma County is endowed with rich biological resources. The influence of geology, topography, and numerous microclimates has combined to create a landscape of unparalleled beauty and diversity. Sonoma County's natural ecosystems support numerous plant and animal species, some of which are found nowhere else, and other genetic resources of enormous economic and biological value.

Unfortunately, these natural resources are increasingly threatened by impacts of land conversion, declining water quality, habitat destruction and fragmentation. The cumulative effect of individual losses is impaired ecosystem function and decline of wildlife and plant species. Acquisition of conservation easements and fee title of land within high priority natural resource areas will help conserve significant elements of Sonoma County's biological diversity.

The *Natural Resources Acquisition Category* recognizes the wealth of biological resources throughout Sonoma County and seeks to focus District land conservation efforts within areas of high natural resource value. Acquisition priorities are based on ecological boundaries, large blocks of highly productive habitat and habitat linkages, and rare natural communities and species. Areas were chosen based on significant ecosystem function, watershed value, quality of the resource and number of resources known to be present.

GOAL: Acquire land that preserves critical habitat and other biological resources of significance.

Priority Natural Resources

Priority Natural Resources as mapped in *Acquisition Plan 2000* are lands located within one or more of the following natural resource areas:

Priority Oak Woodlands

Oak woodland habitats are estimated to cover approximately 20 percent of the County's land area. Oak woodlands are among the richest wildlife habitats, with at least 349 animal species relying at least partly on oak woodlands during key parts of their life cycles, including wide ranging species such as mountain lion, deer and raptors. Sonoma County's oak woodland habitats are at risk from residential development, agricultural conversion, clearing for firewood, poor regeneration and disease. Some types of oak woodlands face greater threats than others, such as oaks located on lower elevation slopes and valley bottoms where development is increasing. Valley oak woodlands are especially rare in Sonoma County and are declining statewide.

Land acquisition efforts will focus on conserving large stands of contiguous oak woodland and connecting habitat linkages throughout the County, such as in the Mark West Creek, Big Sulphur Creek and Sonoma Creek watersheds; lower elevation slopes at greatest risk for conversion that maintain the scenic quality of oak-dominated landscapes; and areas that conserve and restore valley oak-dominated woodlands within the Santa Rosa Plain, Laguna de Santa Rosa and other areas of the County.

Priority Coast Range Forests

Coast range forests support unique California forest types that stand as a majestic link to our past. While logged extensively in the past, the west County still supports large



"Who can say how much of nature can be destroyed without consequence? And who can say what the human spirit will be crying out for one hundred years from now?"

-- Terry Tempest Williams



blocks of conifer forests that are intermixed with hardwood forests, chaparral and grasslands, providing habitat for many species of wildlife. Patches of mature forest are unique for providing habitat structure that is specifically required by some species (i.e., spotted owl). However, mature conifer stands are often threatened because of their small size and limited number. These special sites are a high priority for protection by the District.

Land acquisition efforts will focus on conserving areas with significant stands of mature redwood forests within the Coast Range, especially those containing old growth and second growth, and which contribute substantially to watershed protection. Such areas could include, but not be limited to, South Fork Gualala River, Willow Creek and Austin Creek watersheds; corridors connecting large forest patches; forests containing high quality fish-bearing streams; and forests adjacent to other conservation lands. In addition to preserving patches of mature redwood forests through fee purchase, protection of forests can also occur through the purchase of conservation easements.

Priority Riparian, Wetland and Upland Areas

Riparian corridors, wetlands and uplands serve as wildlife habitat, absorb storm and flood water, and reduce pollutant and sediment loads in watershed runoff. The marshes, tidal sloughs and seasonal wetlands of the San Pablo Baylands perform critical water quality, fisheries and wildlife habitat functions. Tributaries and headwaters of the Russian River basin are the primary spawning habitat for several species of native fishes, including steelhead and coho salmon. Maintaining adequate riparian cover along and over streams is critical to protecting inland and coastal fisheries. Because of the presence of superior habitat, food, water and shelter opportunities, riparian areas are extremely attractive to wildlife. Riparian areas support over half of the reptiles and three quarters of the amphibians found in California, and are critical to the survival of salmonids, birds and other wildlife. Riparian zones are important corridors for predator species such as bobcat, mountain lion, coyote and fox. In many areas of Sonoma County, riparian zones are often the only viable corridors between highly fragmented landscapes. It is estimated that Sonoma County has lost between 70 and 90 percent of its riparian habitat.

The Laguna de Santa Rosa has been described as the most significant natural freshwater marsh in the northern Coastal Range. The Laguna contains many rare and unusual plant and animal communities, including vernal pools. The Laguna also acts as a sizable open space buffer or separator between the cities of Santa Rosa and Sebastopol.

Land acquisition efforts will focus on conserving contiguous areas of high quality riparian habitat, adjacent uplands and wetlands critical to protecting watershed values, fish habitat and water quality, including but not limited to the Petaluma River, San Pablo Baylands, Salmon Creek and Sonoma Creek, the Russian River and its tributaries such as the Laguna de Santa Rosa, Mark West Creek, Mayacamas Creek, Austin Creek and Santa Rosa Creek. The District will work with willing landowners to acquire through conservation easement, fee acquisition or outright gift, broad zones of habitat or "meander belts" along critical reaches of rivers and streams for preservation and restoration of riparian and upland habitat and flood plain.

Priority Biodiversity

Conserving critical habitat, particularly areas that support multiple plant and animal species, is the best way to preserve biodiversity and prevent the decline and the ultimate loss or extinction of species. However, habitat for some species has decreased to the point that these species are now listed as threatened or endangered. The preservation of biological diversity or "biodiversity" encompasses conservation efforts targeted to large landscapes as well as to individual species. Sonoma County hosts 14 different plant associations supporting over 1,416 plant species, one quarter of which are listed as rare and endangered. Sonoma County ranks second among California's 58 counties in the number of plant species listed by the State as rare, threatened or endangered. In addition, 61 animal species are either listed, candidates for listing or designated species of concern. By protecting the land on which other species live and forage, we also protect the ecosystems upon which humans depend. Land acquisition efforts

"No one with an open mind could walk through an old-growth redwood forest without being humbled."

-- Reed Noss

"As soon as we take one thing by itself, we find it hitched to everything else in the universe."

-- John Muir



will focus on conserving sites with multiple threatened and endangered species and rare plant communities and sites with disproportionately high amounts of any one priority natural resource, including but not limited to the Santa Rosa Plain, Laguna de Santa Rosa, Estero Americano, Bodega Bay coastal dunes, San Pablo Baylands and serpentine soils of the Cedars and Mayacamas Range.

Other Natural Resource Lands

Acquisition Plan 2000 provides sufficient flexibility in annual acquisition objectives to allow for acquisition of essential lands that may not fall within the *Natural Resources Acquisition Category* as mapped but which are consistent with the Expenditure Plan. There may be other lands not within one of the identified priority natural resource areas that may contain valuable biotic resources worthy of conservation. The District will use its GIS database that includes natural communities and species information to evaluate the relative conservation value and priority of each property. This information will be used to determine if District participation is warranted.





Natural Resources Acquisition objectives and policies

- Objective 1: Acquire and preserve properties with large unfragmented oak woodland and forest areas.
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- Objective 4: Work with willing landowners and public agencies to acquire through conservation easement, fee acquisition or outright gift, areas critical to preserving watershed function, including broad zones of habitat or "meander belts" along critical reaches of rivers and streams for preservation and restoration of riparian and upland habitat and flood plain.

Policy 4a: Establish conservation partnerships to facilitate acquisition of priority natural resource lands within oak woodlands, coast range forests, riparian/wetland/upland areas, Laguna de Santa Rosa, and threatened and endangered species locations.

Policy 4b: Preserve properties that contribute significantly to maintaining the scenic qualities of oak-dominated hillsides.

Policy 4c: Work cooperatively with local, regional, State and Federal agencies to acquire and conserve lands within the Laguna de Santa Rosa.

To bjective 5: Preserve areas that provide connectivity to other protected lands.

Policy 5a: Identify and conserve key habitat linkages connecting other protected properties.

Policy 5b: Assist local, regional and State agencies in establishing or expanding public parks which preserve Sonoma County's unique natural habitats.





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Recreation



What would happen to our sense of who we are if we could not easily escape our frantic, urban lives and gain a welcome reprieve in nature? -- Audrey Rust

Recreation

Recreation is an identified priority within the District's *Acquisition Plan 2000* because of the public's desire to preserve land throughout Sonoma County for a variety of recreational opportunities, including regional and State parks, open space preserves, urban parks and community recreation.

The *Recreation Acquisition Category* recognizes that the District's role in recreation is to acquire land for recreational purposes. The voter-approved Expenditure Plan allows the District to purchase land in fee for recreation where the public use would not be inconsistent with the Expenditure Plan's open space designations. Responsibilities for development, operation and maintenance of parks or recreation sites lie with the appropriate local, regional and State park agencies for which the District has purchased the land.

By acquiring a variety of properties for recreational uses, the District assists in providing for diverse open space and recreational opportunities for Sonoma County. Land acquisition is only the initial step to a "place" becoming a "park." To open parks and provide access points to the public, the responsible park agency must sign and fence the property, mitigate potential safety hazards to the public, document the property's natural and cultural resources and prepare a park management plan. Public park facilities require funding for staffing, operation and maintenance which must be provided by the responsible park agency or other public or private entity. The District will work cooperatively with agencies to prioritize recreation projects of mutual interest. The District will give priority to those recreational projects where adequate funding for development, operation and maintenance can be secured and where public use can occur in a timely manner.

GOAL: Assist local, regional and State agencies in establishing a Countywide recreation system by acquiring land for a diversity of future recreational purposes.

Priority Recreation

Priority Recreation areas are mapped in *Acquisition Plan 2000* as an overlay on the District's other acquisition priority areas. Recreational projects identified in adopted agency plans and consistent with the 1989 Sonoma County General Plan and the District's Acquisition and Expenditure Plans would be considered by the District to be Priority Recreation sites.

Other Recreational Opportunities

There may be other land conservation opportunities not previously identified in adopted local, County and State agency plans that would be consistent with the 1989 Sonoma County General Plan, Expenditure Plan and recreational needs of Sonoma County residents. The District will work cooperatively with park and recreation agencies and other conservation partners to identify and act on these opportunity projects as necessary. "I do not understand how anyone can live without some small place of enchantment to turn to."

-- Marjorie Kinnan Rawlings





Recreation Acquisition objectives and policies

Solution Plan 2000 maps, the 1989 Sonoma County General Plan and other adopted agency recreational plans as guides, work cooperatively with regional, State and Federal park providers and non-profit partners to implement high priority park and public access projects in a timely manner.

Policy 1a: Give priority to the 14 trails as mapped on Figure OS-4a in the 1989 Sonoma County General Plan.

Solution 2: Assist local, regional, State and Federal agencies and non-profit partners in establishing parks and preserves which protect Sonoma County's unique natural habitats, scenic areas and other open space resources of regional importance.

Policy 2a: Establish cooperative partnerships with public agencies and non-profit conservation organizations to facilitate acquisition of potential sites for future recreation.

Policy 2b: Coordinate efforts with non-profit partners and landowners to expand the District's Public Outings Program to provide additional opportunities for tours of District-protected properties.

Policy 2c: Coordinate with local, regional, State and Federal agencies to make available publicly-owned rights of way and creek channels to public access.

Policy 2d: Utilize the District's Competitive Matching Grant Program to provide grants to cities, the County, other governmental agencies and non-profit organizations for local open space, public access and recreation projects.

Policy 2e: Give priority to public recreation projects that are included within adopted agency plans, that are consistent with the 1989 Sonoma County General Plan, and where the managing agency or organization can demonstrate its commitment and ability to accept the property and open it to public use in a timely manner.

Objective 3: Acquire interests in land for recreational opportunities, including public access where consistent with the Expenditure Plan and with preserving agricultural use and open space values.

Policy 3a: Inquire about individual landowner's interest in allowing for public access as a part of the District's project application process.

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Recreation is both a use and a means to protect the open space resources and natural character of a property through land acquisition.



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Program Goals and Implementation



We have a moral commitment to leave for future generations a livable environment, even perhaps a better one than the one we inherited. -- Amatai Etzioni

Program Goals and Implementation

The following goals, objectives and policies apply to the District's Program and establish the context for specific District acquisition and selection criteria.

Goals

- 1. Double the acreage of District-protected lands (currently 27,000 acres) within the next five years.
- 2. Conserve open space and agricultural land within the four acquisition categories described in *Acquisition Plan 2000*, consistent with the Expenditure Plan.
- 3. Protect agricultural and open space lands and resources that are at risk of loss (e.g., threatened by urban development or a change in land use).
- 4. Allocate a minimum of \$10 million to each acquisition category every three years for high priority land acquisitions.

Objectives

- 1. Protect lands of sufficient size to be viable over the long-term rather than acquiring small isolated pockets of land with minimal resource or public value and high stewardship costs.
- 2. Solicit purchase of land or easements from willing sellers of high priority lands through community outreach and marketing.
- 3. Establish conservation partnerships with public agencies and private organizations to complete significant acquisitions. The District will seek matching funding from foundations, State and Federal agencies and other conservation partners to leverage funds for acquisition of open space lands.
- 4. Work with willing landowners, city governments, real estate industry and land trusts to conserve specific properties that contribute substantially to the protection of all acquisition categories.
- 5. Negotiate land purchases at less than fair market value ("below market sale") whenever possible.
- 6. Accept outright gifts of land which meet acquisition objectives.

Policies

- 1. Acquire open space throughout Sonoma County within each of the four acquisition categories (*Agriculture, Greenbelts, Natural Resources* and *Recreation*).
- 2. Provide sufficient flexibility in annual acquisition objectives to allow for purchases of essential lands that may not fall within Acquisition Plan categories as mapped.
- 3. Seek to aggregate parcels of contiguous protected lands within each category.
- 4. Conform to the State Public Resources Code and provide for the consideration of cities' general plans as they relate to the preservation of open space.

"What we do today must last forever. Perhaps there are a few more mountains, lakes or chunks of chaparral that need saving. Maybe there is some oak woodland or valley marsh, bold headland or quiet canyon that would be nice to have intact when tomorrow dawns."

-- Raymond Dasmann



- 5. Conserve open space lands prioritized in adopted County, city and special district plans.
- 6. Provide grants to cities, County, other governmental agencies and local non-profit organizations through the District's Competitive Matching Grant Program to acquire land for open space and community recreational uses.
- 7. Enforce protection of conservation values on District lands through effective stewardship and monitoring practices.
- 8. Consider acquisition of surplus lands from public and non-profit agencies which further acquisition objectives.
- 9. Encourage the Local Agency Formation Commission (LAFCO) to include within its "policies and priorities for conversion of open space lands" the consideration of lands permanently protected by conservation easement.
- 10. Work with the County's Permit and Resource Management Department (PRMD) to ensure that open space easements conveyed to the District through the development process further the Acquisition Plan and Expenditure Plan. Consider in-lieu fees instead of open space easements where small isolated pieces of open space would not further the District's land acquisition program and would result in increased stewardship costs.
- 11. Inform owners of agricultural and natural resource lands about tax incentives related to gifts of land for open space purposes.
- 12. Consider the open space and natural resource values of properties, to the extent legally possible, in the process of appraising land for open space conservation.

Implementation

The District will utilize a diversity of land transaction tools, appropriate to the needs of the project, to respond to a variety of conservation opportunities. Consistent with the Expenditure Plan, the District will seek to maximize the use of conservation easements as the preferred acquisition tool. Implementation of *Acquisition Plan 2000* will be carried out in the following ways:

Evaluating land conservation potential





Acquisition Plan 2000 uses a computerized Geographic Information System (GIS) with superior mapping and analysis capabilities to create integrated maps of available agricultural, greenbelt, natural resource and recreational information about Sonoma County. This science-based tool allows the District to overlay multiple map layers of land and resource information, including agricultural, natural resource and open space features present in an area of interest. Also, geographic information such as property size, land use, proximity to protected land, and distance from cities and roads can be quickly obtained. With this type of quantitative information, District staff and decision-makers can more easily and objectively evaluate the conservation potential of properties throughout the County, provide a consistent scientific rationale for selecting and prioritizing conservation projects, and easily update the GIS as new information becomes available.

Conservation partnership projects

Typically, conservation easements and land purchases are negotiated by District staff. Under some circumstances, it may be necessary and appropriate to utilize land trusts, conservancies or others to facilitate a land transaction. The District will utilize such public/private conservation partnerships where advantageous to achieve desired conservation goals and pursue open space opportunities within each of the Plan's four acquisition categories (*Agriculture, Greenbelts, Natural Resources* and *Recreation*).

Seeking willing sellers in high priority areas

Acquisition Plan 2000 calls for the District to be pro-active in soliciting landowner participation to expand preservation of agricultural and open space lands, especially in high priority areas. The District will conduct marketing and outreach efforts to

landowners within priority areas to encourage their voluntary participation in the District's land conservation program. The District will involve representatives of agricultural, environmental, real estate, recreational and other interests in such outreach efforts.

Competitive matching grant program

The District will notify cities, other local and State governmental entities and nonprofit conservation organizations within Sonoma County of the availability of funds under the District's Competitive Matching Grant Program. The program periodically allocates grants to cities and non-profits, with an emphasis on projects which affect both incorporated and unincorporated lands and watercourses. **Use of District funds under this program shall be restricted to projects involving willing sellers.** The District will work with the Open Space Authority in furtherance of the existing Expenditure Plan to provide an allocation in the District's budget for local open space, community recreation and public access projects.

Setting annual project goals: Expenditure Plan and Annual Budget

The District will work with the Open Space Authority to allocate a minimum of \$10 million to each acquisition category every three years for high priority land acquisitions. This budgetary allocation is a goal. The Open Space Authority will retain the flexibility to make necessary adjustments to annual funding allocations as necessary to keep the acquisition program fiscally in balance.

In furtherance of the existing Expenditure Plan, the District will also establish annual acquisition project goals within each acquisition category based on an evaluation of the prior year's land acquisitions.

Property evaluation process

The District's property evaluation process begins when a landowner files an application. Each application is evaluated on its own merits after careful investigation of the property and its resources.



All properties submitted to the District for consideration will be evaluated. The District will use a variety of means to evaluate and select competing conservation projects, including a "property evaluation report." District staff will use the GIS to generate a report that evaluates each property based on characteristics that have been mapped, such as location, agricultural, natural resource and open space features, property size, proximity to protected lands, distance from cities and roads, and potential risk of loss. Site visits must be conducted to verify the accuracy of the preliminary evaluation generated by the GIS analysis.

Selection factors

The District uses various factors to guide its evaluation and selection of projects, which may be located either within or outside the Plan's mapped priority areas. These factors reflect the goals, objectives and policies set forth in this Plan. Though not an all-inclusive recital, the following examples of favorable and unfavorable factors are presented to illustrate the reasons to proceed, or not proceed, with a potential project. The District may consider one factor or a combination of factors in its decision.



Examples of favorable factors that would lead the District to pursue a potential acquisition:

- Quality of conservation values being protected
- · Project size enhances maintenance of conservation values
- Strategic location (where acquisition is key to protecting other land in the same area)
- Agricultural viability and suitability (soil, microclimate, water availability, etc.)
- Connectivity to intact natural areas
- Adjacency to protected lands (potential for aggregation of properties)
- Ecological value (unique site, beneficial habitat, species diversity, protection of endangered species, etc.)
- High risk of loss without District participation
- Outstanding scenic values
- High recreational value as identified in adopted plans of local, regional, State and Federal recreation agencies
- Development potential, including certificates of compliance
- Intent of landowners to donate
- Strong landowner commitment to perpetuating conservation values
- Land or conservation easement can be acquired with reasonable effort in relation to its value or cost

Considerations or factors that may lead the District to NOT pursue a potential acquisition:

- Little or no identified agricultural, greenbelt, resource, or recreational value
- The property is small and there is little likelihood of adjacent properties being protected
- Landowner insists on provisions in the easement which would diminish the property's conservation values or the District's ability to enforce the easement
- Land is part of or adjacent to a development which is likely to have an adverse impact on the conservation values sought to be protected
- An easement would be unusually difficult to monitor and enforce
- There is likelihood of destructive trespass, dumping, or probable hazardous waste contamination
- There are complex title issues, boundary disputes, or legal actions pending





Appendices

Acknowledgements

Board of Directors

Supervisor Mike Cale, 1st District Supervisor Mike Kerns, 2nd District Supervisor Tim Smith, 3rd District Supervisor Paul Kelley, 4th District Supervisor Mike Reilly, 5th District

Counsel Steven Woodside, County Counsel

Sue Gallagher, Deputy County Counsel

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District Management

Steve Sharpe, Acting General Manager Maria J. Cipriani, Assistant General Manager

Principal Collaborators: University of California, Integrated Hardwood Range Management Program (IHRMP)

Integrated Hardwood Ran Adina Merenlender, Ph.D. Colin Brooks, GIS Analyst Nancy Wright, GIS Analyst

Working Group Members

Charles Cooke, Open Space Authority Fred Euphrat, Open Space Authority Caryl Hart, Open Space Advisory Committee Kate Sater, Open Space Advisory Committee Bev Wasson, Open Space Advisory Committee Bob Anderson, Alternate, Open Space Authority Paul Hammond, Alternate, Open Space Advisory Committee

Cartography

Michael Hansen, GIS Technician

Design, Production and Printing

Costill Graphics, Inc.

District logo design

Grey Visual

Technical Advisors

Bob Anderson, United Winegrowers Craig Anderson, LandPaths Chris Arnold, Sonoma County Permit & Resource Management Department Steve Barnhardt, Professor, Santa Rosa Junior College Harold Berkemeier, Mayors & Councilmembers Association, Cotati Jeff Bovee, California Department of Parks & Recreation Chris Brown, Greenbelt Alliance Allan Buckman, California Department of Fish & Game Betty Burridge, Madrone Audubon Society Richard Burns, Bureau of Land Management Lisa Bush, Marin Agricultural Land Trust Jill Butler, California Department of Forestry & Fire Protection Greg Carr, Sonoma County Permit & Resource Management Department Bob Coey, California Department of Fish and Game Caitlin Cornwall, Sonoma Ecology Center Richard Dale, Sonoma Ecology Center Jaannie Dranginis, Madrone Audubon Society Maxine Durney, Southern Sonoma Resource Conservation District Maxine Durney, Sourieri sonoma account and Ted Eliot, Bird Expert Katie Etienne, Salmon Creek Watershed Fred Euphrat, Registered Professional Forester Nicholas Frei, Sonoma County Grapegrowers Association Karen Gaffney, Circuit Rider Productions, Inc. Bud Getty, California Department of Parks and Recreation Dayna Ghiradelli, Dairy Advisor, University of California Cooperative Extension Merle Griffin, U.S. Army Corps of Engineers Betty Guggolz, California Native Plant Society Loo Hackbling, LondPaths Lee Hackeling, LandPaths Doug Hanford, Restoration Advisor Ruskin Hartley, Save-the-Redwoods League Kerry Heise, Rare Plant Botanist Greg Hendrickson, Pacific Forest Trust Jodi Hilty, University of California, Berkeley Bill Kortum, Environmentalist

Project Manager Andrea Mackenzie, Senior Open Space Planner

Consultants

Chandler Lee, Planning Consultant Joan Vilms, Conservation Consultant

Staff Assistance

Marta L. Puente, Open Space Planning Technician Lori S. MacNab, AICP, Associate Planner Misti Arias, Assistant Planner Maria J. Cipriani, Assistant General Manager Leticia Rosas-Mendoza, Receptionist Jim Botz, District Counsel

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Acquisition Plan 2000

Technical Advisors (cont'd)

Art LaFranchi, Dairymen Association Suzanne Lang, California Department of Forestry and Fire Protection Stephanie Larson, Livestock Advisor, University of California Cooperative Extension Andrew Lorand, SRJC Agriculture & Natural Resources Jake Mackenzie, Mayors & Councilmembers Association, Rohnert Park George McClelland, Dairymen Association Jim McCray, Sonoma County Regional Parks Kent Mitchell, Mayors & Councilmembers Association, Healdsburg Gerald Mugele, Madrone Audubon Society Mark Neal, California North Coast Grape Growers Association Bob Oller, Sonoma County Water Agency Pete Parkinson, Sonoma County Permit & Resource Management Department Renee Pasquinelli, California Department of Parks and Recreation Greg Posely, California Department of Conservation Farmland Mapping & Monitoring Tim Pudoff, County of Sonoma, Information Systems Department Richard Rogers, Sonoma County Permit & Resource Management Department Philip Sales, Sonoma County Regional Parks Department Sandy Sharp, Bodega Land Trust Scott Stinebaugh, City of Santa Rosa Board of Public Utilities Ben Stone, Economic Development Advisory Board Dee Swanhuyser, Bay Area Ridge Trail Council Chris Thomas, County Administrator's Office Rocky Thompson, Circuit Rider Productions, Inc. Michael Tovani, Sonoma County Water Agency Rhonda Wallace, California North Coast Grape Growers Association Bev Wasson, Grapegrower Dick Wayman, California State Coastal Conservancy Kerry Williams, Sotoyome Resource Conservation District

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Open Space Authority

Al Alys Bob Anderson Charles Cooke Jean Kapolchok Liza Prunuske Fred Euphrat (alternate)

District Staff

Misti Arias Dino Bonos Maria J. Cipriani Michael Hansen Lori S. MacNab, AICP Andrea Mackenzie Kathleen Marsh Stuart Martin Marta L. Puente Leti Rosas-Mendoza Paul Rowan Steve Sharpe Carol Van A. Vonno



Open Space Advisory Committee

Helen Bacigalupi Harold Berkemeier Theodore L. Eliot, Jr. Mark Green Paul Hammond Douglas Hanford Caryl Hart Cathy Harvey Jake Mackenzie Chris Maloney Kent Mitchell Dennis Murphy Susan Bryer Starr Jennifer McCallum Voight Beverly Wasson

Former District Staff and Open Space Advisory Committee members who served during the preparation of *Acquisition Plan 2000* David Wm. Hansen, General Manager (1991-1998) Katherine Austin Richard Charter

Richard Charter Patricia Hilligoss Steve Rabinowitsh Bill Roop Kate Sater Diane Test

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American Farmland Trust, 1200 18th Street NW, Suite 800, Washington, DC 20036. 800/431-1499 Internet site: www.farmland.org

Bay Area Open Space Council, 246 John Street, Oakland, CA 94611. 510/654-6591 Internet site: www.openspacecouncil.org

California State Coastal Conservancy, 1330 Broadway, 11th Floor, Oakland, CA 94612-2530. 510/286-4176 Internet site: www.coastalconservancy.ca.gov

Land Trust Alliance, 1319 F Street NW, Suite 501, Washington, DC 20004-1106. 202/638-4725 Internet site: www.lta.org

The Nature Conservancy, 201 Mission Street, 4th Floor, San Francisco, CA 94105. 415/777-0487 Internet site: www.tnc.org

Sonoma Land Trust, 1122 Sonoma Avenue, Santa Rosa, CA 95405. 707/526-6930 Internet site: www.sonomalandtrust.org

The Trust for Public Land, 116 New Montgomery Street, 4th Floor, San Francisco, CA 94105. 800/714-5263 Internet site: www.tpl.org

Mapping methods and acknowledgements

Agriculture

All farms mapped by the Agricultural Commissioner and the Sonoma County Grape Growers Association that fall within the Priority Greenbelts are a priority for acquisition. Also, rangeland experts in the County identified the grasslands of the southwest, between Bodega Bay and Petaluma, as a critical grazing region for livestock, including cows and sheep.

Data Acknowledgements:

- Major Highways and Rivers: County of Sonoma, Information Systems Department
- Roads and Streams: U.S. Census Bureau 1994 TIGER data
- Cities: California Gap Analysis 1999 and County of Sonoma, Information Systems Department
- Priority Greenbelts: Sonoma County Agricultural Preservation and Open Space District (1999) with input from technical experts in County/City planning and zoning
- Sonoma County Grapegrowers Association 1997, digitized by Circuit Rider Publications, Inc.
- Dairy: IHRMP, North Coast GIS Lab 1999
- County of Sonoma, Agricultural Commissioners Office: Spray data, current

Greenbelts

Priority Greenbelts were mapped to include lands between and around cities and areas undergoing urban growth and rural parcelization. Priority Greenbelts include Community Separators and Scenic Landscape Units, as identified in the Expenditure Plan. The Open Space District's technical advisors felt that a broader vision of Sonoma County's potential growth should include the designation of a more expansive greenbelt that protects both rural areas and major County highways. Expanded Greenbelts as mapped are those rural open space lands that provide a one-mile buffer beyond cities and highways as extended greenbelt protection. Acquisition of Expanded Greenbelts is a secondary and longer-term conservation priority of the District.

Data Acknowledgements:

- Major Highways and Rivers: County of Sonoma, Information Systems Department
- Roads and Streams: U.S. Census Bureau 1994 TIGER data
- Cities: California Gap Analysis 1999 and County of Sonoma, Information Systems Department
- Priority Greenbelts: Sonoma County Agricultural Preservation and Open Space District (1999) with input from technical experts in
- County/City planning and zoning
- Community Separators: 1989 Sonoma County General Plan



Natural Resources: Oak Woodlands, Forest and Riparian Corridors

Oak woodland priority areas were selected using the following steps. 1) All hardwood-dominated communities were identified from the California Department of Forestry (CDF) vegetation map, which is based on 1990-satellite imagery with 100-foot by 100-foot resolution. 2) Hardwoods in coastal forests were removed in order to prioritize oak dominated community types; this was done by eliminating coastal hardwood areas overlapping with the Gap Analysis Project (GAP) Wildlife Habitat Relationship types that include redwood and tanoak. 3) The remaining interior oak woodlands were then prioritized by selecting only core areas defined as continuous stands of oaks, unbroken by less than 150 feet, and no closer to an urbanized area than 150 feet. The minimum size for core areas in the northeast, where extensive habitat remains, was 250 acres. In the southeast, where oak woodland stands tend to be much smaller, all core woodlands greater than 50 acres were included. The Laguna de Santa Rosa has highly valued Valley Oak trees. Therefore, all hardwoods mapped by CDF and found on aerial photographs were used to identify remaining Valley Oaks in the Laguna de Santa Rosa. 4) All core oak woodlands included in the calc more areas there are are being the provide the oak woodland priority map are below 1700 feet because these low elevation areas were considered to be more susceptible to development. The oak woodlands technical group and public input refined the criteria used in this process. The priority forestland was developed by first identifying all core conifer dominated stands greater than 250 acres from the CDF vegetation map. Only core areas that overlapped with the redwood vegetation map developed at Humboldt State in 1988 and GAP redwood vegetation polygons were included in the final map along with sites identified by the forestland technical advisory group as highly valued mature stands. The riparian corridors identified include all tree and shrub cover identified from the CDF vegetation map within 300 feet of the streams mapped in the U.S. Census Bureau TIGER line and California Denartment of Fish and Came streams layer. and California Department of Fish and Game streams layers.

Data Acknowledgements:

Stream Corridors, Priority Forest Lands and Priority Oak Woodlands: IHRMP, North Coast GIS Lab 1999

Major Highways, Rivers, Streams and Cities: County of Sonoma, Information Systems Department

Natural Resources: Biodiversity (threatened and endangered species, wetlands, and areas with a potential for high vertebrate richness) Threatened and endangered species are mapped as terrestrial or aquatic dependents. Data was compiled from the California Department of Fish and Game's Natural Diversity Database and members of the California Native Plant Society. Wetlands can be difficult to map due to their small size and ephemeral nature. Wetlands mapped represent the best available digital information but do not include all wetlands in the County. The information used was taken from the National Wetlands Inventory for the southern part of the County south of the town of Sonoma, and vernal pools identified as part of the CDGG Lands and Natural Areas Program. Added to these sites are all areas mapped as water from satellite imagery provided by CA GAP (1990 image), CDF (1990 image), and Humboldt State University (1994 image). Habitats that are associated with the greatest possible number of vertebrate species ("species rich areas") according to the CDFG's Wildlife Habitat Relationship Models were mapped using the CA GAP polygon data. The rich mosaic of habitat types found in these areas include a mix of several oak species as well as conifer trees and some open grasslands and support a wealth of biodiversity.

Data Acknowledgements:

Wetlands: National Wetlands Inventory, U.S. Fish and Wildlife Service 1992, California Department of Forestry, Vegetation 1990, Klamath Region Vegetation 1994, California Gap Analysis Vegetation 1998

- Threatened and Endangered Species: Natural Diversity Database, California Department of Fish and Game, March 1999
- Species Richness: IHRMP 1999, derived from California Gap Analysis WHR models 1999
- Salmon Streams: Bob Coey, Central Coast Region, California Department of Fish and Game 1999 Major Highways and Rivers: County of Sonoma, Information Systems Department
- Roads and Streams: U.S. Census Bureau 1994 TIGER data
- Cities: California Gap Analysis 1999 and County of Sonoma, Information Systems Department

Recreation

Recreation is mapped as an overlay on the Acquisition Plan's other conservation priorities to identify areas where multiple open space objectives can be met. The Recreation Map shows parks identified in the 1989 Sonoma County General Plan Parks with a one-mile diameter circle around each park location.

Data Acknowledgements:

- Major Highways and Rivers: County of Sonoma, Information Systems Department
- Roads and Streams: U.S. Census Bureau 1994 TIGER data
- Cities: California Gap Analysis 1999 and County of Sonoma, Information Systems Department
- Proposed Parks and Trails: 1989 Sonoma County General Plan Priority Forest Lands and Priority Oak Woodlands: IHRMP, North Coast GIS Lab 1999
- Priority Greenbelts: Sonoma County Agricultural Preservation and Open Space District (1999) with input from technical experts in County/City planning and zoning



Measures A & C

In February 1990, the Sonoma County Board of Supervisors sponsored AB 3630, the enabling legislation for the Sonoma County Agricultural Preservation and Open Space District. In August 1990, the Board created the Open Space Authority to finance the acquisition of interests in agricultural and open space lands through a 1/4 percent sales tax. The Open Space Authority requested that the Board call a special election on the Authority's measure imposing a 1/4 percent sales tax and Expenditure Plan.

The District was formed under Section 5500 et. seq. of the Public Resources Code. Acquisition and management of lands by the District will conform to the provisions of the enabling legislation. Specifically, Section 6 states that the District shall not exercise the power of eminent domain. Further, the District may not validly convey any interest in real property actually dedicated and used for park or open space purposes, or both, without the approval of two-thirds of the District's Board of Directors, and consent of a majority of the voters of the District in a special election called by the Board and held for that purpose (Section 5540).

COUNTY OF SONOMA OPEN SPACE DISTRICT FORMATION

MEASURE A

Shall the Sonoma County Agricultural Preservation and Open Space District be created and established?

FULL TEXT OF MEASURE A RESOLUTION NO. 90-1532 Dated: August 14, 1990

RESOLUTION OF THE BOARD OF SUPERVISORS OF THE COUNTY OF SONOMA, STATE OF CALIFORNIA. CONCLUDING THE PUBLIC HEARING, CALLING A SPECIAL ELECTION ON THE FORMATION OF THE SONOMA COUNTY AGRICULTURAL PRESERVATION AND OPEN SPACE DISTRICT AND THE ESTABLISHMENT OF AN ANNUAL APPROPRIATIONS LIMIT, ORDERING NOTICE OF ELECTION, ORDERING CONSOLIDATION OF THE SPECIAL ELECTION WITH THE GENERAL ELECTION TO BE HELD ON NOVEMBER 6, 1990, REFERRING THE MATTER TO THE LOCAL AGENCY FORMATION COMMISSION EXECUTIVE OFFICER PURSUANT TO PUBLIC RESOURCES CODE SECTION 5517.1, AND RESCINDING RESOLUTION NO. 90-1419, DATED JULY 24, 1990.

WHEREAS, this Board did on July 10, 1990 adopt resolution no. 90-1286 noticing a public hearing on the question of the formation of the proposed Sonoma County Agricultural Preservation and Open Space District; and WHEREAS, that public hearing has been correctly noticed and all persons present were allowed to hear and be heard; and

WHEREAS, following the conclusion of the public hearing this Board did adopt resolution no. 90-1419, dated July 24, 1990 which resolution incorrectly set forth the language of the ballot measure in a manner that does not meet the requirements of Public Resources Code section 5518:

NOW, THEREFORE, BE IT RESOLVED that this Board of Supervisors hereby finds, declares, determines and orders as follows:

- That the foregoing recitations are true and correct. 1. 2
 - That the public hearing is concluded.
- 3.
- The name of the district shall be the Sonoma County Agricultural Preservation and Open Space District. The reason for forming the district is to further the state policy on the preservation of open space expressed in Government Code section 65562 and to implement the Agricultural and Open Space Elements of the 1989 Sonoma County 4. General Plan.
- 5.
- 6.
- That the District shall only purchase interests in real property from willing sellers. That all lands within the boundaries of the district will be benefited by being included within the district. It is proposed that the district will be financed by gifts, grants, special taxes, general obligation bonds and other sources 7. of revenue authorized by law or any combination thereof.
- 8 The boundaries of the district be coterminous with the boundaries of the County of Sonoma.
- 9 The annual appropriations limit of the district shall be \$20 million.
- A special election on the following question is hereby called to be held on November 6, 1990: Shall the Sonoma County Agricultural Preservation and YES 10.
- Open Space District be created and established?
- The special election is hereby ordered consolidated with the November 6, 1990 general election and the County Clerk is 11. hereby authorized and directed to do all things required by law to conduct the election. In accordance with Public Resources Code section 5517, the Clerk shall cause a certified copy of this resolution to be

NO

- 12
- published once a week for three successive weeks prior to the date of the election in the <u>Press Democrat</u>. In accordance with Public Resources Code section 5517.1, the Clerk shall deliver a copy of this resolution, within five days of its adoption, by registered mail to the Executive Officer of the Sonoma County Local Agency Formation Commission for 13 the preparation of an impartial analysis to be included with the sample ballot.
- That the formation of the District is exempt from the requirements of the California Environmental Quality Act as a program or project which is submitted to a vote of the people [California Administrative Code §15378(b)(4)]. That resolution no. 90-1419, dated July 24, 1990, is hereby rescinded. 14.
- 15.

SUPERVISORS:

AYES: SO O

NICHOLAS: absent	HARBERSON: aye	SMITH: absent	CARPENTER: aye	ESPOSTI: aye
AYES: 3 NOES: 0			,	,
SO ORDERED				



COUNTY OF SONOMA AGRICULTURE AND OPEN SPACE PRESERVATION MEASURE C

Shall the people of Sonoma County approve an ordinance for agricultural land preservation and open space acquisition, imposing a 0.25 percent sales tax for a period not to exceed 20 years, with an annual appropriations limit of \$40 million?

FULL TEXT OF MEASURE C

AGRICULTURAL LAND PRESERVATION AND OPEN SPACE EXPENDITURE PLAN

EXHIBIT A

The purpose of this expenditure plan is to implement the 1989 Sonoma County General Plan by preserving agricultural land use and open space. This purpose will be accomplished primarily through the purchase of development rights from willing sellers in areas of the County which are designated in the General Plan Open Space Element but may include the purchase of fee interests for public recreation where the public use would not be inconsistent with the Open Space designation provided below.

Designated open space areas include community separators, scenic landscape units, scenic corridors, critical habitat areas and riparian corridors.

1. <u>Community separators</u> are generally located between cities, providing visual relief from continuous urbanization. These lands are frequently subject to development pressures, and therefore, have been identified as priority sites for acquisition to prevent urban sprawl, to retain the rural and open character of the County and to preserve agricultural uses.

2. Scenic landscape units and scenic corridors are areas of high visual quality.

3. <u>Critical habitat areas and riparian corridors</u>, such as wetlands, rare and endangered species locations, fresh and salt water marshes, oak savannahs, streams and watercourses, are environmentally sensitive areas requiring protection and careful management.

4. <u>Other areas of biotic significance</u> which may be adversely impacted by development and incompatible land use are the Petaluma River, Laguna de Santa Rosa, and San Pablo Bay margin.

5. <u>Other open space projects</u> including, but not limited to, urban open space projects within incorporated areas of Sonoma County. Funds for these projects will be available on a competitive matching grant basis, with preference given to acquisition and development projects which affect both incorporated and unincorporated lands and watercourses. Examples of such projects include restoration of the Petaluma River and Santa Rosa Creek.

This expenditure plan shall be administered by the Sonoma County Agricultural Preservation and Open Space District and the Authority shall enter into a contract with the District for that purpose.

DIRECTORS: ALYS: aye ANDERSON: absent COOKE: aye GILLEN: aye GOUIG: aye MERZ: aye AYES: 5 NOES: 0 ABSTAIN: 0 ABSENT: 1

WHEREUPON, the Chair declared the above and foregoing ordinance duly adopted and SO ORDERED s/ Charles Cooke, Chairperson Attest: s/ Eeve T. Lewis

Summary of Initial Acquisition Plan (1992)

The initial District Acquisition Plan was adopted December 15, 1992 and revised November 15, 1994. This Acquisition Plan described the District's level of interest in acquiring real property interests in the following categories:

Category One: The District has a clear and committed interest in acquiring interests in Category One lands and will actively pursue acquisition in these areas. These areas are important to preserve for agricultural use and/or open space in order to avoid continuous urbanization.

Category Two: This category encompasses areas important to maintaining the scenic quality of the County and to preserve continued agricultural productivity. This is a large area where acquisition and preservation by the District will not be possible in all areas. The District will act where considered most urgent or advantageous on a case by case basis.

Category Three: Lands important to protecting natural resources and watershed values. The District will act in these areas in cooperation with other agencies, when any major change in circumstances threatens important resources or where opportunities such as bargain sales and gifts may occur. These areas, although important, are not considered to be under immediate threat, and therefore, the initial role of the District is a supportive one.

Other Areas: The District has the legal ability to acquire interests in lands throughout the County. The District will act in these areas where exceptional circumstances warrant response to a clear and legitimate threat to, or significant degradation of, the County's agricultural, open space or natural resources.

The District also administers a Competitive Matching Grant Program, consistent with the Expenditure Plan, which provides funding to protect urban open space and projects affecting both incorporated and unincorporated lands and watercourses.



1989 Sonoma County General Plan: Identified community separators

A characteristic which distinguishes Sonoma County from many parts of the San Francisco Bay Area is the continued existence of separate, identifiable cities and communities. Some land areas need to remain open or retain a rural character in order to avoid corridor-style urbanization. These lands may not necessarily be highly scenic in their own right, but provide visual relief from continuous urbanization and are a special type of scenic border – a community separator. They are frequently subject to pressure for development because they are close to developed areas and major roads. Many property owners are concerned that open space policies may affect their property values.

The following eight areas have been identified as community separators:

1. **Petaluma/Novato** Approximately 2755 acres are designated to retain open space between Petaluma and the Marin County line. Dominant features include rolling hills with trees and farms located along the valley floor. Additional commercial development would detract from this rural atmosphere. This community separator is bounded on the north by the Petaluma Urban Service Boundary as shown in Figure LU-5h of the Land Use Element, on the east by NWPRR rail right-of-way, on the south by the Sonoma/Marin County line, and on the west by the existing community separator boundary as shown in Figure OS-5h of the Open Space Element from the Sonoma/Marin County line to the northerly boundary of APN 019-260-001, then westerly to I Street, then northerly to the Petaluma Urban Service Boundary, but excluding any lands currently designated as Commercial in Figure LU-5h.

2. **Petaluma/Rohnert Park** This separator between Petaluma, Penngrove and Rohnert Park/Cotati includes Liberty Valley, one of the outstanding views in the County. Development on existing rural residential lots would be intrusive unless properly sited and screened. About 3360 acres have been designated within this separator.

3. **Rohnert Park/Santa Rosa** Approximately 1700 acres between Rohnert Park and Santa Rosa are designated in order to retain an open space break between these cities. Large parcels along Stony Point Road and Petaluma Hill Road create relief from the urban area and provide views of fields and hills. Rural development now limits the visual separation, but urban development along this corridor would block views of the mountains and create a more intense urban form. Planting around any new structures would help maintain the rural character.

4. **Santa Rosa/Sebastopol** While some "strip development" exists along the Highway 12 corridor between Santa Rosa and Sebastopol, scenic views of the Laguna de Santa Rosa, oak-studded pastures and Mt. St. Helena are available. Approximately 1400 acres are designated to maintain the visual separation between these cities. Retention of the existing oak woodlands and riparian vegetation is critical to the scenic value of this area.

5. Windsor/Larkfield/Santa Rosa This 2000 acre separator provides an open space break along the Highway 101 and Old Redwood Highway corridors between Santa Rosa, Larkfield-Wikiup, and Windsor. Significant views are available to the west across fields and vineyards to the Mendocino Highlands and to the east over the Mark West Springs Hills to Mt. St. Helena. Development in the area may significantly reduce rural quality.

6. **Windsor/Healdsburg** Approximately 1200 acres along the Highway 101 corridor would be retained as open space to prevent Windsor and Healdsburg from merging. Screening of future development in the rolling hills to the east of the freeway would maintain scenic quality in this area.

7. **Northeast Santa Rosa** This 3500 acre separator extends along Highway 12 near the Oakmont community and follows the ridgeline above Rincon Valley northwest of Calistoga Road. Included in this area are scattered rural residential development and open oak woodlands. Urban encroachment in the hillside areas and valley floor would detract from the visual quality.

8. **Glen Ellen/Agua Caliente** Approximately 1400 acres between Glen Ellen and Agua Caliente/Boyes Hot Springs are designated to separate these urban areas. Highway 12, extending through the Valley of the Moon, provides expansive views of the Sonoma-Napa mountains and vineyard covered hillsides. Intense development along the valley floor and mountainsides would lessen the scenic quality in this area.



The Sonoma County Agricultural Preservation and Open Space District permanently preserves agricultural, greenbelt, natural resource and recreational lands for future generations.



Visit our website at http://www.sonoma-county.org

To request additional copies of this printed Acquisition Plan 2000, the complete plan on Compact Disc, a 12-page Executive Summary or for more information about the District, please contact:

SONOMA COUNTY AGRICULTURAL PRESERVATION AND OPEN SPACE DISTRICT 747 Mendocino Avenue, Suite 100, Santa Rosa, CA 95401 Phone (707) 524-7360 Fax (707) 524-7370

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