



**Santa Cruz County Regional  
Transportation Commission  
Transportation Policy Workshop**

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**AGENDA**

**Thursday, May 19, 2016  
9:00 a.m.**

**NOTE LOCATION THIS MONTH  
SCCRTC Conference Room  
1523 Pacific Ave  
Santa Cruz, CA**

NOTE

*See the last page for details about access for people with disabilities and meeting broadcasts.*

En Español

*Para información sobre servicios de traducción al español, diríjase a la última página.*

AGENDAS ONLINE

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City of Scotts Valley	Randy Johnson
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Santa Cruz Metropolitan Transit District	Karina Cervantez
Santa Cruz Metropolitan Transit District	Cynthia Chase
Santa Cruz Metropolitan Transit District	Ed Bottorff

*The majority of the Commission constitutes a quorum for the transaction of business.*

1. Introductions
2. Oral communications

*Any member of the public may address the Commission for a period not to exceed three minutes on any item within the jurisdiction of the Commission that is not already on the agenda. The Commission will listen to all communication, but in compliance with State law, may not take action on items that are not on the agenda.*

*Speakers are requested to sign the sign-in sheet so that their names can be accurately recorded in the minutes of the meeting.*

3. Additions or deletions to consent and regular agendas

### **CONSENT AGENDA**

*All items appearing on the consent agenda are considered to be minor or non-controversial and will be acted upon in one motion if no member of the RTC or public wishes an item be removed and discussed on the regular agenda. Members of the Commission may raise questions, seek clarification or add directions to Consent Agenda items without removing the item from the Consent Agenda as long as no other Commissioner objects to the change.*

### **REGULAR AGENDA**

4. Highway 17 Access Management Plan (AMP) update  
*(Caltrans, District 5)*
5. North coast rail trail segment of the Monterey Bay Sanctuary Scenic Trail (MBSST) Network – Proposed Phase 2  
*(Cory Caletti, Senior Transportation Planner)*
  - a) Staff report
  - b) Resolution to re-commit \$300,000 in funding to a Phase 2 north coast rail trail project and pursue all aspects of implementation
  - c) Initial scoping summary
  - d) Map of project area
6. 2016 Transportation Improvement Plan Ad Hoc Committee update – oral report
7. Next meetings

The next RTC meeting is scheduled for Thursday, June 2, 2016 at 9:00 a.m. at the City of Watsonville Council Chambers, 275 Main St., Ste 450, Watsonville, CA.

The next Transportation Policy Workshop is scheduled for Thursday, June 16, 2016 at 9:00 a.m. at the City of Santa Cruz Council Chambers, 809 Center St., Santa Cruz, CA.

## **HOW TO REACH US**

Santa Cruz County Regional Transportation Commission  
1523 Pacific Avenue, Santa Cruz, CA 95060  
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- La Selva Beach Library
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**AGENDA:** May 19, 2016

**TO:** Regional Transportation Commission

**FROM:** Cory Caletti, Senior Transportation Planner/Rail Trail Program Manager

**RE:** North coast rail trail segment of the Monterey Bay Sanctuary Scenic Trail (MBSST) Network – Proposed Phase 2

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## **RECOMMENDATIONS**

Staff recommends that the Regional Transportation Commission (RTC) approve the attached resolution ([Attachment 1](#)):

1. Authorizing the Executive Director to pursue implementation of "Phase 2" of the North Coast rail trail project to connect the currently funded "Phase 1" trail to the town of Davenport;
  2. Re-committing \$300,000, originally committed in August, 2015 but not utilized, in matching funds for preliminary work for the Phase 2 north coast project; and
  3. Directing staff to submit an application for a \$300,000 Surface Transportation Block Grant/Regional Surface Transportation Improvement Grant or other grant source available to fund the project.
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## **BACKGROUND**

At the November 2013 meeting, the RTC adopted a Master Plan for the Monterey Bay Sanctuary Scenic Trail (MBSST) Network and certified the final Environmental Impact Report. The Master Plan defines the "coastal rail trail," a proposed bicycle and pedestrian trail adjacent to the tracks on the 32-mile Santa Cruz branch rail line right-of-way, as the spine of a broader network of trails that will provide connections to activity centers, coastal access points, and other key destinations. The Master Plan has since received four awards for planning excellence and has been adopted by all the local jurisdictions through which the project traverses.

Since that time, three significant rail trail projects have been funded and are now underway:

- 1) The 2.1 mile City of Santa Cruz project extends from Natural Bridges Drive to Pacific Ave. The RTC provided \$4,060,000 towards the \$5.3M project which was defined as the highest priority trail section in the MBSST Master Plan. The City of Santa Cruz is providing \$1,080,000 toward the project and the California Coastal Conservancy is contributing \$50,000. An additional \$100,000 is provided by Ecology Action, Friends of the Rail and Trail, and Bike Santa Cruz

## *MBSST/North Coast Rail Trail – next phases*

County. Preliminary designs were shared through a public open house held in January 2016 and presentations to the RTC's Bicycle Advisory Committee, Elderly & Disabled Transportation Advisory Committee and Rail Trail Work Group.

- 2) The City of Watsonville's 1.2 mile rail trail extends from Walker Street to Lee Road. The RTC contributed \$1,040,000 and additional funding was provided by the Land Trust of Santa Cruz County (\$335,000), the state Active Transportation Program (\$600,000), the City of Watsonville (\$64,000) and Friends of the Rail and Trail (\$11,000). Preliminary Designs were shared through a public open house held in March, 2016 and through presentations to the RTC's Bicycle Advisory Committee, Elderly & Disabled Transportation Advisory Committee, and Rail Trail Work Group.
- 3) The 5.4-mile north coast project received a \$6,300,000 Federal Lands Access Program (FLAP) grant and will extend from Wilder Ranch to Yellowbank Beach. The project will be implemented by the Federal Highway Administration (FHWA) Central Federal Lands Highway Division (CFLHD). Additional funding was provided by the Land Trust of Santa Cruz County (\$3,300,000) and the California Coastal Conservancy (\$950,000).

In total, 8 miles of rail trail projects have been funded and are being developed with construction scheduled for 2017 and 2018.

## **DISCUSSION**

Since execution of agreements with FHWA in December, 2015, development of the 5-mile north coast rail trail project has been progressing rapidly. In late February, the CFLHD team visited Santa Cruz to conduct multi-day kick-off and stakeholder meetings, and perform additional field analysis to ground-truth previous scoping work. Stakeholders included State Parks, the California Coastal Commission, north coast farmers, and Commissioner Coonerty. Additional stakeholders are the County of Santa Cruz, Iowa Pacific, and the City of Santa Cruz Waster Department.

Preliminary designs are currently being prepared in anticipation of a public open house to be held on Tuesday, May 24<sup>th</sup>, 2016 from 6 to 7:30pm at the Veteran's Memorial Hall in downtown Santa Cruz.

### **"Phase 2" Cost Estimates and Scope**

In March and April, at the request of Commissioner Coonerty and RTC staff, the CFL team provided an estimate for implementing a "Phase 2" project which would extend the funded trail ("Phase 1") by an additional 2.1 miles to Davenport.

The Phase 2 project would construct a 12-foot paved trail and a parallel variable-width compacted gravel trail, an ADA compliant ramp, ADA parking stalls, one formal parking lot in Davenport, one formal parking lot at Yellowbank Beach and improved access to the current Boony Doon parking lot. An Initial Scoping Summary is provided as [Attachment 2](#) and a map of project area is provided as [Attachment 3](#).

## Benefits

Between San Vicente Redwoods, Cotoni-Coast Dairies, and the rail trail, well over 50 miles of bike and pedestrian trails will be built within the next few years. Between the three trail systems there is a 2 mile gap along the coast. Closing this gap, identified as a Phase 2 project, will create a continuous trail network from the Santa Cruz mountains, along the coast and into the City of Santa Cruz within a few years. Extension further down-coast into mid-county is also being pursued and greatly prioritized. Usage based on other similar projects is estimated to be more than 330,000 people per year.

Over the 4 year period between 2010 and 2013, 17 bicyclists and pedestrians have been hit by vehicles along Highway 1 between Davenport and Santa Cruz; ten (10) of these injuries occurred in the 2.1 mile section between Yellowbank Beach and Davenport. When the adjoining trails are complete, a significant inflow of people is expected in this region and without a trail connection, the number of injuries and fatalities could increase. Providing a multi-use trail separated from the highway will safely accommodate these additional users.

In addition, the town of Davenport has been hard hit by the closing of the cement plant and ecotourism is seen as a strong future economic base for the community.

## Cost Estimates

Cost estimates were provided for the Phase 2 project if implemented as part of Phase 1, or if implemented at a future time as a “stand alone” project. The latter figure was provided to inform Commissioners about savings resulting from economies of scale that could be realized should the projects be combined.

Because of closer proximity to coastal bluffs than the first 5.4 miles, Phase 2 will require more challenging engineering and construction. The potential for coastal erosion, soil instability, need to relocate utilities, and the grade differentials between nearby facilities and the rail right-of way result in a cost estimate of \$10.6M as combined with Phase 1 or \$11.6M if designed and constructed independently. The cost summary is summarized here:

<b>Phase 2 (Complete Project)</b>	<b>As part of Phase 1</b>	<b>Stand-alone</b>	<b>Difference</b>
Prelim Eng and Env'tl Compliance	\$ 910,000	\$ 1,300,000	\$ 390,000
Construction Engineering	\$ 550,000	\$ 1,100,000	\$ 550,000
Environmental Mitigation	\$ 600,000	\$ 600,000	\$ -
Utility Relocation	\$ 450,000	\$ 450,000	\$ -
Construction	\$ 7,100,000	\$ 7,100,000	\$ -
Contingency	\$ 1,000,000	\$ 1,000,000	\$ -
<b>Total</b>	<b>\$ 10,610,000</b>	<b>\$ 11,550,000</b>	<b>\$ 940,000</b>

While funding to construct the complete project is not available nor have options been identified at this time, getting the project to a shovel ready status would greatly strengthen potential success of future grant applications. Costs for a shovel ready project amount to \$1.5M if done as part of Phase 1 and a cost saving of nearly \$400,000 would be realized as demonstrated in the chart below.

<b>Reduced to shovel-ready scope</b>	<b>As part of Phase 1</b>	<b>Stand-alone</b>	<b>Difference</b>
Preliminary Eng & Env'tl Compliance	\$ 910,000	\$ 1,300,000	\$ 390,000
Utility Relocation	\$ 450,000	\$ 450,000	
Contingency (10%)	\$ 136,000	\$ 175,000	
<b>Total</b>	<b>\$ 1,496,000</b>	<b>\$ 1,925,000</b>	<b>\$ 390,000</b>

### **Funding Proposal**

In order to benefit from some economies of scale, RTC staff recommends authorizing the pursuit of a shovel-ready project that would include preliminary engineering, environmental compliance and utility relocation work. Funding could be secured through two steps.

In August 2015, the RTC committed to providing \$300,000 in matching funds for the 5.4-mile north coast project to complete the funding needed following additional scoping work conducted by CFLHD. The RTC authorized the Executive Director to secure federal Regional Surface Transportation Program (RSTP) funds. Those funds were not needed since the Land Trust of Santa Cruz County provided that needed match.

Staff has recently become aware of an opportunity to raise substantial funding from private sources. In light of this new opportunity, RTC staff recommends that the RTC recommit \$300,000 to the north coast trail project but apply those funds to Phase 2. Additionally, RTC staff recommends pursuing \$1.2M from the individual donors to fund the balance needed for a shovel ready project. If successful, public funding will leverage private funding at a 1 to 4 ratio. Authorization to CFLHD to proceed must be given by the end of May 2016 to allow biological surveys to be conducted that involve protocol level surveys for sensitive plant species during the specific flowering periods.

**Therefore, staff recommends that the RTC approve the attached resolution (Attachment 1) authorizing the Executive Director to**

- 1) recommit to providing \$300,000 to the north coast rail trail project;**
- 2) commit funds to Phase 2 of the project as described above or a reduced scope should full funding not be available;**
- 3) direct staff to submit applications to the RTSP program (now the Surface Transportation Block Grant) or other appropriate funding sources;**
- 4) authorize submission of subsequent grant applications to fund construction once the project nears shovel ready status; and**



- 5) **enter into any agreements needed to commit, apply for and/or receive necessary funds and amendments.**

**Staff recommends that should the RTC authorize the resolution, action to implement Phase 2 will not be taken unless commitment is made by individual donors to implement a shovel ready project by the end of May, 2016.**

## **SUMMARY**

Staff recommends that the Regional Transportation Commission (RTC) approve a resolution (Attachment 1) committing \$300,000 to completing preliminary engineering, environmental compliance and utility relocation for a 2-mile trail project connecting the 5.4 mile project currently under design to the town of Davenport.

### Attachments:

- 1.) Resolution to re-commit \$300,000 in funding to a Phase 2 north coast rail trail project and pursue all aspects of implementation
- 2.) Initial scoping summary
- 3.) Map of project area

**Attachment 1**

**RESOLUTION NO.**

Adopted by the Santa Cruz County Regional Transportation Commission  
on the date of May 19, 2016  
on the motion of Commissioner  
duly seconded by Commissioner

A RESOLUTION COMMITTING \$300,000 FOR A NORTH COAST RAIL TRAIL PROJECT  
AND ENTERING INTO NECESSARY AGREEMENTS FOR IMPLEMENTATION

WHEREAS, the Santa Cruz County Regional Transportation Commission (RTC) is charged with implementing the Santa Cruz County portion of the 2-county Monterey Bay Sanctuary Scenic Trail (MBSST) Network;

WHEREAS, in November 2013, the RTC adopted an award-winning MBSST Master Plan that defines a 50-mile bicycle and pedestrian trail system and outlines design, implementation, maintenance and operation guidelines;

WHEREAS, the spine of the trail will be built within the 32-mile RTC-owned railroad right-of-way from Davenport to Pajaro;

WHEREAS, Coastal Rail Trail projects are being implemented in the City of Santa Cruz, City of Watsonville, City of Capitola and the north coast of Santa Cruz County;

WHEREAS, funding for the trail has come from state, federal and local sources as well as private funding partners;

WHEREAS, the RTC is working with local jurisdictions' public works departments and the Federal Highway Administration's Central Federal Lands for implementation;

WHEREAS, the RTC has the opportunity to pursue a "Phase 2" of the north coast rail trail project to connect the currently funded Phase 1 project to the town of Davenport;

WHEREAS, the RTC committed \$300,000 to the Phase 1 project which was not utilized due to private contributions; and that \$300,000 redirected to Phase 2 has the potential to leverage \$1.2M in private donations to complete an additional 2.1-miles of the planned trail system; and

THEREFORE, BE IT RESOLVED BY THE SANTA CRUZ COUNTY REGIONAL TRANSPORTATION COMMISSION THAT:

1. The Executive Director, or his designee, is authorized to commit \$300,000 to a Phase 2 north coast rail trail project to provide an additional 2.1 miles of

trails and to work with private donors to secure matching funds;

2. The scope of the project may be scaled based on the actual amount of private funding realized;
3. RTC staff will submit applications to the Surface Transportation Block Grant Program (STBG) (previously the Regional Surface Transportation Program (RSTP)) or other appropriate funding sources to secure the \$300,000; and
4. The Executive Director, or his designee, is authorized to enter into any agreements or amendments needed to commit, apply for and/or receive necessary public or private funds towards the Phase 2 project.

AYES: COMMISSIONERS

NOES: COMMISSIONERS

ABSTAIN: COMMISSIONERS

ABSENT: COMMISSIONERS

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Zach Friend, Chair

ATTEST:

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George Dondero, Secretary

Distribution: RTC Fiscal  
RTC MBSST/Rail Trail Planner  
FHWA Central Federal Lands

**CENTRAL FEDERAL LANDS HIGHWAY DIVISION  
INITIAL SCOPING SUMMARY**

<b>Project Name:</b>	CA FLAP SCR T5(2) Monterey Bay Sanctuary Scenic Trail Phase 2	<b>Project Manager:</b>	James Herlyck
<b>Interagency Team:</b>	<ul style="list-style-type: none"> <li>• Santa Cruz County Regional Transportation Commission</li> <li>• Santa Cruz County Public Works Department</li> <li>• California Department of State Parks</li> </ul>	<b>Program Fiscal Year:</b>	TBD
<b>Scoping Estimate:</b>	Total Required for Funding: \$10.6m to \$11.6m (FY 2018) Length of Project: 2.1 miles and two parking lots		

**Scoping Estimate Details**

Preliminary Engineering and Environmental Compliance

If Combined with Phase 1: \$910,000  
 If Standalone Project: \$1,300,000

Construction Engineering

If Combined with Phase 1: \$550,000  
 If Standalone Project: \$1,100,000

Environmental Mitigation

\$600,000

Utility Relocation

\$450,000

Projected Construction Costs

FY 2016 \$6,500,000  
 FY 2017 \$6,800,000  
 FY 2018 \$7,100,000  
 FY 2019 \$7,400,000  
 FY 2020 \$7,700,000

Contingency  
 \$1,000,000

**Project Location**



**CENTRAL FEDERAL LANDS HIGHWAY DIVISION  
INITIAL SCOPING SUMMARY**

**Project Scope**

**General Project Description.** Phase 2 of Segment 5 will begin at the northern termini of Phase 1 at the Yellowbank parking Lot (Rail MP 29.0) and extend the multi-use trail 2.1 miles north to the Town of Davenport Parking Lot (rail MP 31.1). The trail will include a 12-foot paved trail and a parallel variable-width gravel trail, and will primarily be on the coast side of the existing railroad track. An ADA-compliant ramp will be built at the Town of Davenport Parking Lot, which would be formalized and paved, including ADA stalls which are non-existent today. Furthermore, the dirt, rough “parking area” at Yellowbank would be formalized and paved, including ADA stalls. Potentially ADA-compliant bathroom facilities could be added at this locations. The access from the Bonny Doon parking lot along Hwy would be improved to reduce erosion and maintenance. Unfortunately, the path is steep with grades as high as 17%. While access will be improved, it will not be designed to meet ADA standards since it would require significant environmental and financial impacts.

This phase of Segment 5 comes closer to the coastal bluffs than Phase 1 of Segment 5. This offers trail users more dramatic views of the beaches and ocean. It also poses more engineering and construction challenges due to potential coastal erosion and soil instability. During the design process, narrow areas that currently have an agricultural road, may not be able to provide a width enough corridor to separate agricultural and trail users.

**Highway Design and Safety.** The MBSST is a new rail and trails facility. The construction will meet all design standards for bicycle and shared use facilities. New railroad crossing panels will be installed and MBSST crossings of the railroad will meet current MUTCD standards for signing and markings. A continuous bicycle fence will be installed between the MBSST and the railroad track.

The new parking lot facilities and access point will be designed according to AASHTO and Caltrans standards. This project will require significant coordination with Caltrans because the parking lots are likely in Caltrans Right of Way and will reconstruct access points on CA HWY 1.

**Pavement.** The MBSST will include a 12’ continuous paved trail section and a variable width parallel unpaved section. The paved section will consist of asphalt pavement, and the unpaved will be topped with decomposed granite aggregate material.

The parking lots will consist of asphalt concrete pavement on aggregate base course. Concrete sidewalks, ramps, and stairs will be required at the access locations to the proposed path.

**Bridge/Structures.** No bridges required for the proposed MBSST. There are several potential Mechanically Stabilized Earth (MSE) retaining walls or Reinforced Soil Slope fills to widen the railroad fills to accommodate the MBSST.

**ROW and Utilities.** The majority of the trail component will be completed within the existing Railroad R/W owned by SCCRTC, which varies in width from 50 to 120 feet. There are several locations that the trail may lie on CA State Parks Wilder Ranch property to enhance the trail user experience. Detailed right of way mapping will be necessary to define the right of way boundaries. There is a high pressure gas transmission line that runs approximately parallel to the railroad track. It is anticipated that the line will need to be relocated at several locations due to wall construction. The cost for relocation of this line will depend on which entity, the SCCRTC or PG&E, has prior rights. There may be other public utilities within the corridor. An effort will be made during design to locate and identify these utilities to the extent possible. Multiple private irrigation pipelines likely are within the R/W, and will need to be relocated by adjacent agricultural users.

Detailed right of way mapping will be necessary to define the Right of Way boundaries. However, it is anticipated that the majority of the parking lot improvements will be completed within SCCRTC and Caltrans right of way. However, a portion of the existing parking lot at Davenport is privately owned. It is unclear at

**CENTRAL FEDERAL LANDS HIGHWAY DIVISION  
INITIAL SCOPING SUMMARY**

this time if the private owner is willing to grant an easement or sell rights to provide a full-wide parking lot. The size and location of the parking lot will be determined during design and property negotiations.

There are utility poles at the Yellowbank Beach Parking Lot that will require relocation. The cost for relocation of this line will depend on which entity, Caltrans or PG&E, has prior rights. There may be other public utilities within the corridor. An effort will be made during design to locate and identify these utilities to the extent possible. Also, it is proposed to install a flush toilet at the Town of Davenport Parking Lot. This will require connections to electrical, potable water, and sewer services. During the scoping effort, CFL has not fully identified the location or capacities of the closest connections. Thus the engineering and construction costs for these items are based on the most reasonable assumptions that could be made at this time.

**Geotechnical.** Geotechnical investigations will be conducted in deep fills where MSE or RSS fill applications may be necessary. Information from these investigations will be used for pavement design, and due diligence on potential hazardous materials along the existing railroad line.

**Drainage.** The existing railroad line includes several crossings of creeks and large drainage crossings; however, all of them are deep in the fill sections and likely will not be impacted if sufficient bench width is provided. No major drainage analysis is necessary, minor conveyance of the surface runoff along the MBSST and railroad will require small cross culverts.

The parking lots will require significant regrading and drainage improvements. Curb and gutter will be used to control the drainage within the new parking lots. All outlet locations will be protected with riprap and appropriate BMPs. Non-structural post-construction BMPs such as bioswales and biotrenches will be incorporated to the greatest extent possible to provide solutions to treating stormwater that have lower maintenance costs, are more sustainable, and are more aesthetically appealing.

**Environment and Permits.** A programmatic CEQA FEIR was completed for the entire 50-mile MBSST. This FLAP project is expected to be cleared via a CEQA Initial Study/Mitigated Negative Declaration (IS/MND) and a NEPA Categorical Exclusion. CLFHD will be the lead NEPA agency and SCCRTC will be the lead CEQA agency. Permitting could be complex if T&E species such as the Red Legged Frog have to be mitigated. Mitigation banks along the coast, and on-site mitigation could be challenging to locate. Permits anticipated include: 401/404, NPDES, CPUC GO-88 permit, Coastal Development Permit, a CA State Parks encroachment permit, and a Caltrans encroachment permit.

**Summary Project Schedule  
(Assumes Combined with Phase 1)**

**Design and NEPA/CEQA Compliance:** May 2016 to June 2017

**Utility Relocation:** June 2017 to April 2018

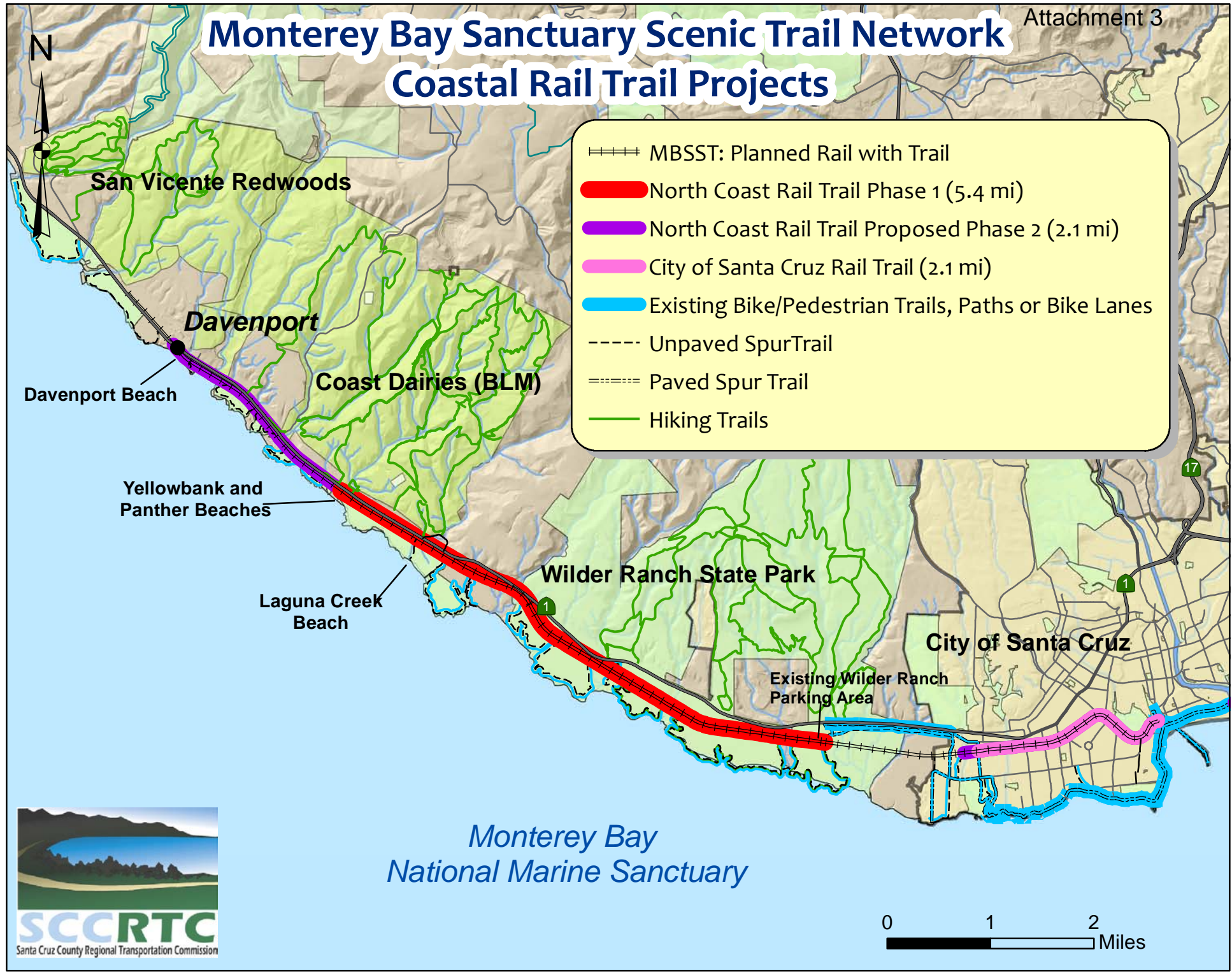
**401, 404, and other Permitting:** September 2016 to October 2017

**Construction:** April 2018 to December 2018\*

\*Dependent on funding availability, permit approval, and environmental restrictions among other factors

# Monterey Bay Sanctuary Scenic Trail Network Coastal Rail Trail Projects

- ==== MBSST: Planned Rail with Trail
- █ North Coast Rail Trail Phase 1 (5.4 mi)
- █ North Coast Rail Trail Proposed Phase 2 (2.1 mi)
- █ City of Santa Cruz Rail Trail (2.1 mi)
- █ Existing Bike/Pedestrian Trails, Paths or Bike Lanes
- Unpaved Spur Trail
- ===== Paved Spur Trail
- █ Hiking Trails



*Monterey Bay  
National Marine Sanctuary*

