



# North Coast Facilities Management Plan

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## Santa Cruz County

March 2024





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# North Coast Facilities Management Plan

January 2024



## Working Group Land Managers:

- Bureau of Land Management
- California Department of Transportation
- California State Parks
- County of Santa Cruz
- Land Trust of Santa Cruz County
- Santa Cruz County Regional Transportation Commission
- Trust for Public Land

## Other Working Group Members:

- The Office of Congressman Jimmy Panetta
- The Office of House of Representatives Anna Eshoo
- The Office of State Senator John Laird
- The Office of Assemblymember Mark Stone
- Santa Cruz County's Third District Supervisor Justin Cummings
- Santa Cruz County Sheriff's Office
- California Coastal Commission
- California Highway Patrol
- Davenport/North Coast Association
- Sempervirens Fund
- Amah Mutsun Land Trust
- Resource Conservation District of Santa Cruz County
- California State Coastal Conservancy

### Funded By:

California State Coastal Conservancy and California State Parks

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Scott Creek County Beach  
Photo credit: Terry Way.





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Grehyhound Rock Coastal Access  
Photo credit: Terry Way.



# 1. INTRODUCTION AND CONTEXT

The North Coast Facilities Management Plan (NCFMP or Plan) is the result of a highly collaborative effort, with coordination between many government and nonprofit agencies and local stakeholders, with input from the community and visitors.

Stakeholders include the Bureau of Land Management, California Department of Transportation, California State Parks, County of Santa Cruz, Land Trust of Santa Cruz County, Santa Cruz County Regional Transportation Commission, Trust for Public Land, California State Coastal Conservancy, The Office of Congressman Jimmy Panetta, The Office of House of Representatives Anna Eshoo, The Office of State Senator John Laird, The Office of Assemblymember Mark Stone, Santa Cruz County's Third District Supervisor Justin Cummings, Santa Cruz County Sheriff's Office, California Coastal Commission, California Highway Patrol, Davenport/North Coast Association, Sempervirens Fund, Amah Mutsun Land Trust, and the Resource Conservation District of Santa Cruz County.

These agencies and stakeholders met over the course of a year and half as the Working Group to guide development of the Plan and coordinate agency, stakeholder, and public interests throughout the Plan process.

**Chapter 1** contextualizes the planning effort, introduces the Plan area, and describes external demands on the Plan area by visitors. This chapter outlines the purpose of the Plan and details the agencies involved in its creation and implementation. Chapter 1 further describes the existing conditions at each property addressed by the Plan and the process of public engagement undertaken as part of Plan development.

**Chapter 2** focuses on the vision and goals for the Plan, explaining the purpose and describing the review of relevant planning documents for themes and overlapping goals, priorities, and recommendations. Chapter 2 also covers the revision and refinement of the vision and goals with partner agencies and the public, and includes the Plan's guiding vision and goals.

**Chapter 3** describes the Plan's recommended short-term and long-term capital improvement projects for the North Coast, as well as the Working Group's project identification process. Projects are organized by nine different "zones," spanning the North Coast area. Each zone is illustrated on a map, showing both existing conditions and the location of proposed projects and trails, paths, and routes. This chapter also

describes the prioritization of the recommended projects developed by the Working Group.

**Chapter 4** addresses implementation. Initiatives to facilitate collaboration between public lands managers on the North Coast are presented as well as opportunities for improved management efficiencies. This chapter also proposes next steps to implement the integrated approach, funding strategies for priority projects, and potential studies and strategies for future consideration to continue progress toward the Plan's vision and goals.

The Plan concludes with **Chapter 5**, which describes the future of the North Coast and how agencies will continue to meet and adapt to changing conditions.

## 1.1 Context

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Due to its spectacular beauty, recreational opportunities, and proximity to the population centers of Santa Cruz, Silicon Valley, and the Bay Area, the north coast of Santa Cruz County (North Coast) is experiencing an increasing number of visitors. During the COVID-19 pandemic, beaches in San Mateo and Monterey Counties as well as many in Santa Cruz County were closed while the North Coast beaches remained open. This led to a significant and sustained increase in visitors to North Coast beaches. Large numbers of visitors who were not previously familiar with the area now continue to recreate there, which has exacerbated the need for more and improved facilities and the management of the various properties on the North Coast.

Most of the properties that constitute the North Coast are lands preserved through agricultural easements or held in public trust with mandates for resources conservation and public access as feasible. Over 22,000 acres of land with intended public access have been added since 2005. Acquisitions of these properties were accompanied by major public campaigns, but most have not yet developed or implemented public access plans.

The lands accessible to the public on the North Coast are owned and managed by numerous public and nonprofit agencies. Despite such broad involvement, visitor amenities, infrastructure, and law enforcement services are limited and do not always meet the public expectation for safe and enjoyable conditions.

While the North Coast's beaches, parks, and trails provide huge benefits to local residents and visitors, several public safety concerns and risks are associated with the use of these resources. Beach access paths are generally steep and rocky, which may cause injuries. Visitors are unaware of hazardous ocean conditions, which has resulted in ocean rescues and drowning incidents. Increase in visitation, and specifically the use of fireworks, presents increased fire risks. Congestion along Highway 1, particularly on weekends during the high season, has led to an increase in vehicle collisions and hazardous conditions for bicyclists and pedestrians.

The Plan area is also home to numerous unpaved, unofficial parking areas with undefined boundaries. Without proactive management, parking lots can expand, damaging habitat and creating dangerous situations for users from both natural hazards and traffic hazards.





Grayhound Rock  
Photo credit: Santa Cruz County Parks.



In addition, high demand for limited space leads to unsafe driving behavior in parking areas and while slowing, stopping on, exiting, entering, and crossing the highway. Drivers who park on the inland side of the highway must cross, becoming pedestrians using unmarked crossings often with poor visibility.

The limited visitor amenities also present a burden to small farm operations adjacent to public lands and to vulnerable plant and animal communities. The lack of restrooms results in trailside defecation, urination, and access routes littered with toilet paper, often on easements through agricultural lands. Increased visitation has also exacerbated the issue of litter in many locations along the coast. Due to limited trash receptacles and infrequent collection, the existing trash receptacles are frequently overflowing, feeding excess populations of ravens, crows, and ground squirrels that prey on threatened and endangered species. When available, trash receptacles are typically at the top of the bluffs above the beaches, and visitors do not see or use the receptacles and instead leave trash on the beach.

Some beaches are far from roadways and/or not visible from the roadway, which limits access and surveillance by enforcement bodies and access for emergency services. These conditions make it challenging to address the hazards and impacts created by activities like parties, unpermitted camping, and littering.

Growing concern about public safety and environmental health, and the interest in maintaining quality visitor experiences led the County to apply for and secure a grant from the California Coastal Conservancy and California State Parks to fund the development of the NCFMP.

## 1.2 The North Coast Plan Area

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The Plan area extends from the northern border of Santa Cruz County in the state of California, abutting San Mateo County, to the northern edge of the City of Santa Cruz, and from the western edge of Santa Cruz County along the Pacific Ocean to up to one mile inland (see Figure 1-1, North Coast Plan Area). In many places, the accessible or potentially accessible areas are limited by topography such as coastal bluffs and cliffs to much less than one mile inland from the Pacific Ocean. This boundary generally describes the accessible or potentially accessible areas of the North Coast.

There is one main road through the Plan area, California State Route 1 (Highway 1) with short, narrow, and sometimes unpaved alternate routes allowing access slightly closer to the coast or slightly more inland. There are only two roads intersecting with Highway 1 and traversing farther inland, and both are steep, narrow, and windy, and one of them is a loop, only connecting back to Highway 1.

Inactive railroad tracks parallel Highway 1 through the southern half of the Plan area, generally on the coastal side of the highway, except at the northern terminus between Highway 1 and Cement Plant Road where the tracks cross to the inland side of the highway and continue for 0.71 miles.

Within the Plan area are the community of Davenport (population of 509), a few businesses mostly concentrated in Davenport, and an unpaved airstrip in the northern portion of the Plan area.



Figure 1-1. North Coast Plan Area



The majority of the land is open and undeveloped, used for agriculture or protected and made available to the public when possible. The landscape includes cliffs, bluffs, coastal mountains, and numerous beaches: Waddell Beach, Greyhound Rock Coastal Access, Scott Creek Beach, Davenport Landing, Davenport Beach and Bluffs, Shark Fin Cove, Bonny Doon Beach, Panther Beach, Yellowbank Beach, Four Mile Beach, Three Mile Beach, and Wilder Beach. The following parks and open spaces provide public access and recreation: Big Basin Redwoods State Park, Greyhound Rock Coastal Access, Scott Creek County Beach, Davenport Landing Beach, Davenport Beach and Bluffs, Coast Dairies State Beaches, and Wilder Ranch State Park. Additionally, several properties in the North Coast are planned for future public access, including San Vicente Redwoods, Cotoni-Coast Dairies National Monument, and Santa Cruz Branch Rail Line.

## 1.3 Visitor Demand

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Over three million people live within an hour's drive (on a light-traffic day) of a beach on the North Coast, primarily in Santa Cruz, Santa Clara, and San Mateo Counties. Despite slowing population growth in California, the number of people living in these areas is expected to continue to increase over at least the next 40 years, and it is reasonable to expect demand for visits to the North Coast to continue to grow alongside population growth.

The COVID-19 pandemic greatly increased demand for outdoor recreation opportunities, and it is not yet clear if this increase is temporary or will be sustained. Other factors that routinely affect demand include seasonality, weekday/weekend availability, weather, media attention, and the attraction of easily accessible facilities.

Although the North Coast is not considered a disadvantaged community (DAC), farm workers reside on the North Coast and experience conditions associated with disadvantaged or vulnerable communities, such as no vehicle, limited English proficiency, people of color, not US citizen, renter, and very low income.

In addition, residents from DACs (including the City of Watsonville and other regionally defined disadvantaged communities in the urban areas of Santa Cruz) access the North Coast for outdoor recreation opportunities: always invaluable to quality of life, and crucial during a public health crisis like the COVID-19 pandemic.

## 1.4 Purpose of the Plan

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An urgent need exists for coordination and collaboration between agencies and for development of a cohesive plan for sustainable recreation management, needed visitor facilities, and funds to implement and maintain both. Many individual plans have been drafted and/or approved for public lands within the region, including the Bureau of Land Management's California Coastal National Monument Resource Management Plan for Cotoni-Coast Dairies (2021); State Parks' Coast Dairies Long-Term Resource Protection and Access Plan (2001) and Big Basin Redwoods State Park Final General Plan and Monterey Bay Sanctuary Scenic Trail Master Plan 2013 and Environmental Impact Report (EIR) (2013); and Santa Cruz County's North Coast Beaches General Plan (1987), North Coast Beaches Unified Plan (1990), and North Coast Beaches Master Plan (1991). However, no recent consolidated facilities and management plan with coordinated goals and objectives or sample work products exists.







In response to this, and at the invitation of the Third District County Supervisor Justin Cummings and Senator John Laird, a group of State and local government representatives, community members, and subject matter experts established a Working Group to draft a comprehensive and long-term plan to coordinate and improve facilities and management on the North Coast - the NCFMP. The Plan is a guiding document and identifies goals, actions, and priorities to achieve increased efficiency in project planning and coordination, decrease operation and management plan conflicts, and increase potential for grant funding for capital projects.

This Plan is intended to articulate a cohesive understanding of facility needs along the northern coast of Santa Cruz County and opportunities or strategies to address them. This coordinated Plan documents progress made toward leveraging a range of resources to enhance the visitor experience, manage visitor impacts, and preserve natural resources. The Plan represents an achievement in terms of coordination between agencies, to address concerns on the North Coast, from discussions of differences and limitations of each agency's capital improvement process to coordinated engagement efforts with stakeholders and the public.

The Plan focuses on long-term infrastructure because of the significant time and funding required to implement these projects. This Plan is not a project document; implementation of listed projects and priorities will require project level environmental studies, design/engineering, and in some cases, funding to be identified. The recommendations in Chapter 4 include continuation of the Working Group, which may be able to address shorter-term approaches and programmatic needs. The North Coast Facilities Management Plan offers a roadmap to when and how facilities projects should be developed.

## 1.4.1 Involved Agencies

As coordination between agencies is a prime directive of this Plan process, this section provides an orientation to the agencies involved in the NCFMP, including those who manage property or who have a jurisdictional or regulatory role within the Plan area. Staff from these agencies participated in a Working Group that met throughout the development of the NCFMP to guide development of the Plan. Agencies that have projects identified in the Plan are listed here with the symbol and color used to represent their proposed projects throughout the Plan. Agencies that participated in the Working Group but do not have listed projects are included on the next page.



**Bureau of Land Management (BLM)** is a federal agency and part of the Department of the Interior, and is responsible for administering federal lands. BLM manages Cotoni-Coast Dairies National Monument.



**California Department of Transportation (Caltrans)** is a State agency responsible for highways throughout the state. Caltrans manages Highway 1 and is responsible for permitting all ingress and egress from Highway 1 to adjacent properties.



**California State Parks (State Parks)** is a State agency that manages the State parks system. State Parks manages Big Basin Redwoods State Park, Coast Dairies State Beaches, and Wilder Ranch State Park.



**County of Santa Cruz (County Parks)** is a County agency responsible for managing a diverse parks system including neighborhood and regional parks, coastal access points, trails, and



Waddell Beach  
Photo credit: State Parks

cultural and recreational programs for all ages throughout the unincorporated county. County Parks manages Scott Creek County Beach and Davenport Landing Coastal Access.



**Land Trust of Santa Cruz County (Land Trust)** protects, cares for, and connects all people to the vibrant natural and working lands that are essential for our community and nature to thrive together for generations to come. Land Trust manages Davenport Bluffs and San Vicente Redwoods, which is nearby but outside of the Plan Area.



**Santa Cruz County Regional Transportation Commission (RTC)** is an autonomous regional agency responsible for transportation planning and implementation efforts that cross city-county boundaries in Santa Cruz County. RTC manages Santa Cruz Branch Rail Line and is pursuing implementation of the Monterey Bay Sanctuary Scenic Trail (MBSST) including the North Coast Rail Trail.



**Trust for Public Land (TPL)** is a national nonprofit that works to create parks and protect public land so that everyone will have access to the benefits and joys of the outdoors for generations to come. TPL is involved in the development of the Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies.



**Agency To Be Determined** (Agency TBD) may be used in the Plan when a project has been identified as a need or priority, but ownership, management responsibility, and/or agency mandate are yet to be assigned.

Other agencies that participated in the Plan's Working Group include:

- The Office of Congressman Jimmy Panetta
- The Office of House of Representatives Anna Eshoo
- The Office of State Senator John Laird
- The Office of Assemblymember Mark Stone
- Santa Cruz County's Third District Supervisor Justin Cummings
- Santa Cruz County Sheriff's Office
- California Coastal Commission
- California Highway Patrol
- Davenport/North Coast Association
- Sempervirens Fund
- Amah Mutsun Land Trust
- Resource Conservation District of Santa Cruz County
- California State Coastal Conservancy

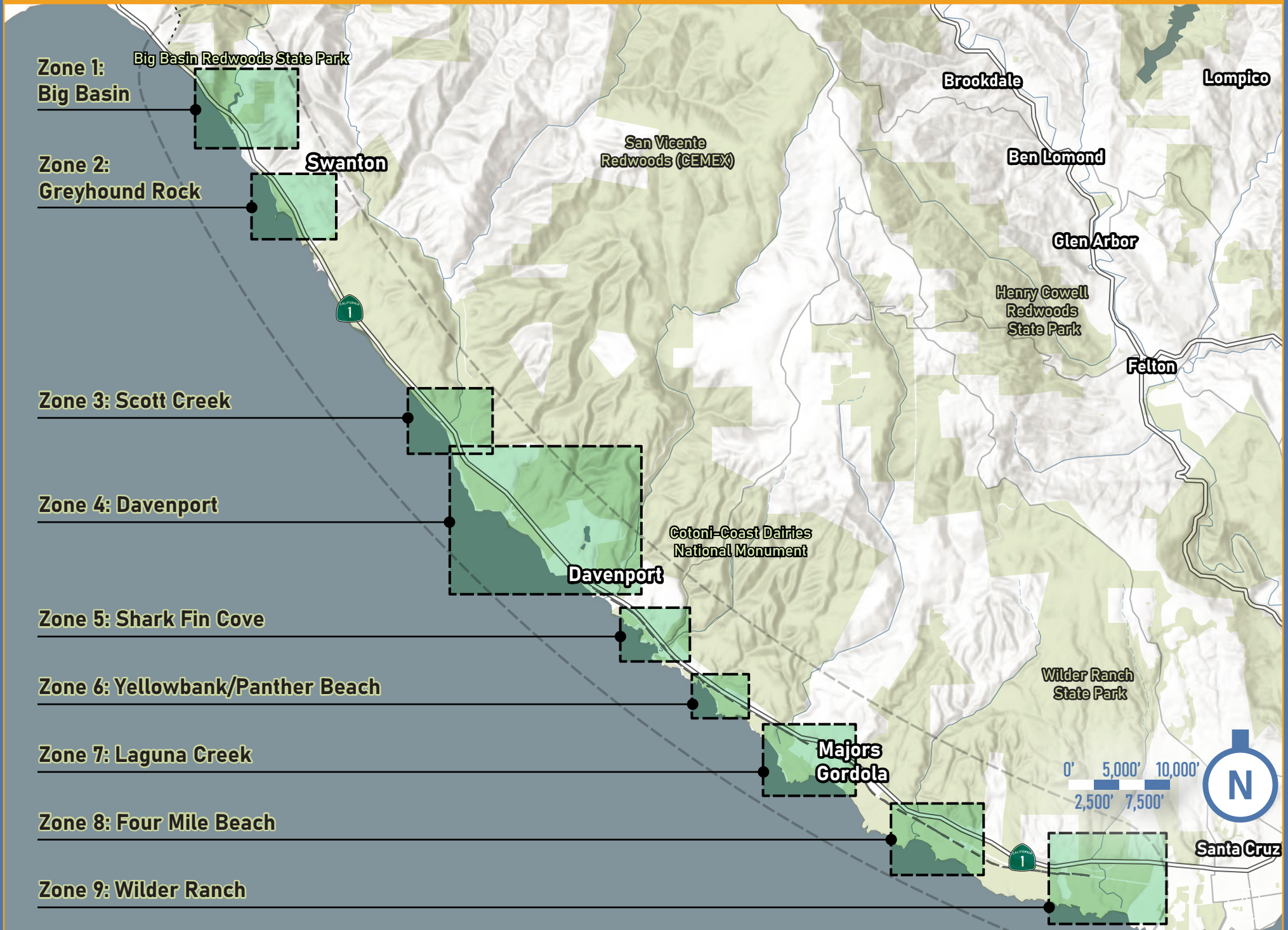
## 1.5 Existing Conditions

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The North Coast has had limited development due to limited access and harsh conditions. The following maps illustrate existing conditions and visitor-serving facilities on the North Coast. Zones were identified based on visitor access points and public lands to focus development of the Plan. The distribution of zones through the Plan area is shown in Figure 1-2. Figures 1-3 through 1-11 examine the Plan area by zones numbered one through nine from north to south, allowing for a closer look at conditions clustered by amenity and access nodes. Figure 1-12 shows the overall distribution of amenities. A discussion of the challenges presented by the existing conditions follows.

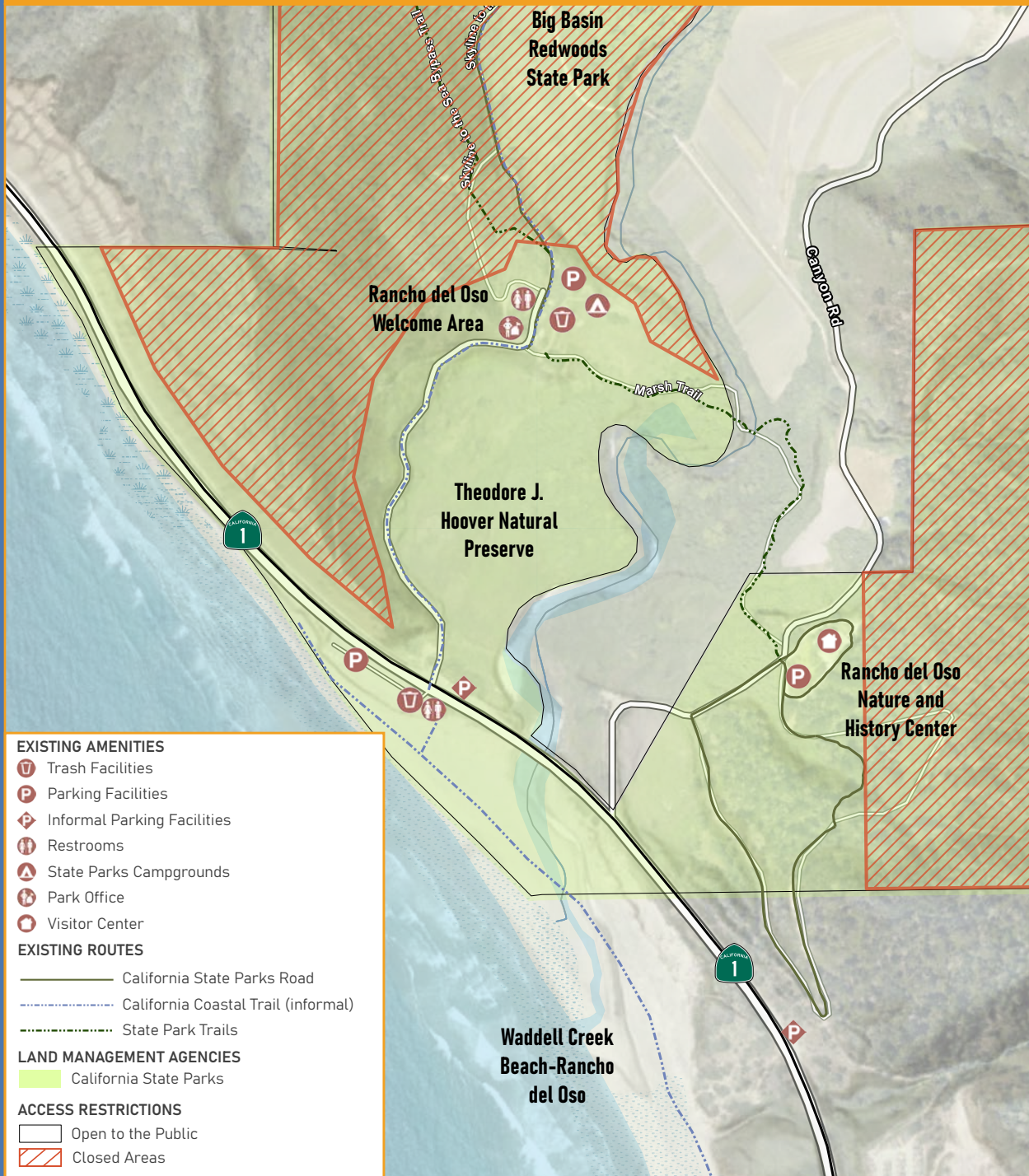


Figure 1-2. North Coast Plan Area Zones





**Figure 1-3. North Coast Existing Conditions – Zone 1: Big Basin**



Zone 1 is defined by the northern boundary of the Plan area and Big Basin Redwoods State Park. Western access to Big Basin Redwoods State Park is exclusively in this zone, focused on Rancho del Oso and Waddell Beach, both owned and managed by California State Parks. Along Highway 1, Waddell Beach amenities include unpaved parking areas on both sides of the highway, and two vault toilets with trash cans on the coastal side of the highway. The 2020 CZU Lightning Complex Fire heavily impacted the majority of Big Basin Redwoods State Park, leading to the park's closure post-fire. Portions of the park, including the Rancho del Oso Visitor Center Area, which itself was not impacted by the fire, are currently open. This area includes a paved parking lot with Americans with Disabilities Act (ADA)-accessible spaces, restrooms, a park office, and trash receptacles. Due to closure of many of the park's trails, the equestrian camping area at Rancho del Oso is currently available for walk-in camping only. Limited trail access is also available from Rancho del Oso, while an extensive planning effort is underway for the eventual reconstruction of lost facilities and re-opening of closed portions of the park.



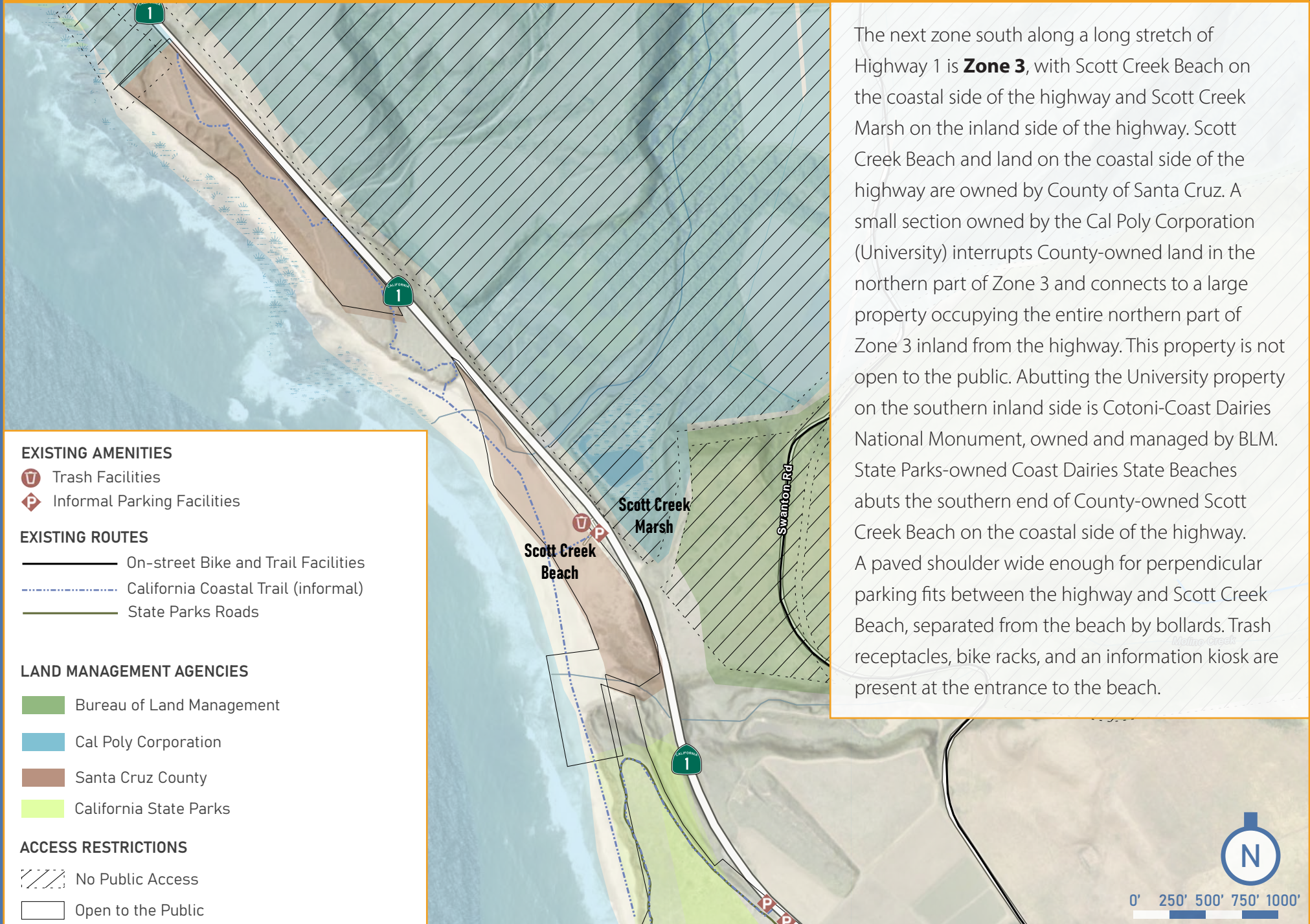


Figure 1-4. North Coast Existing Conditions - Zone 2: Greyhound Rock





**Figure 1-5. North Coast Existing Conditions – Zone 3: Scott Creek**





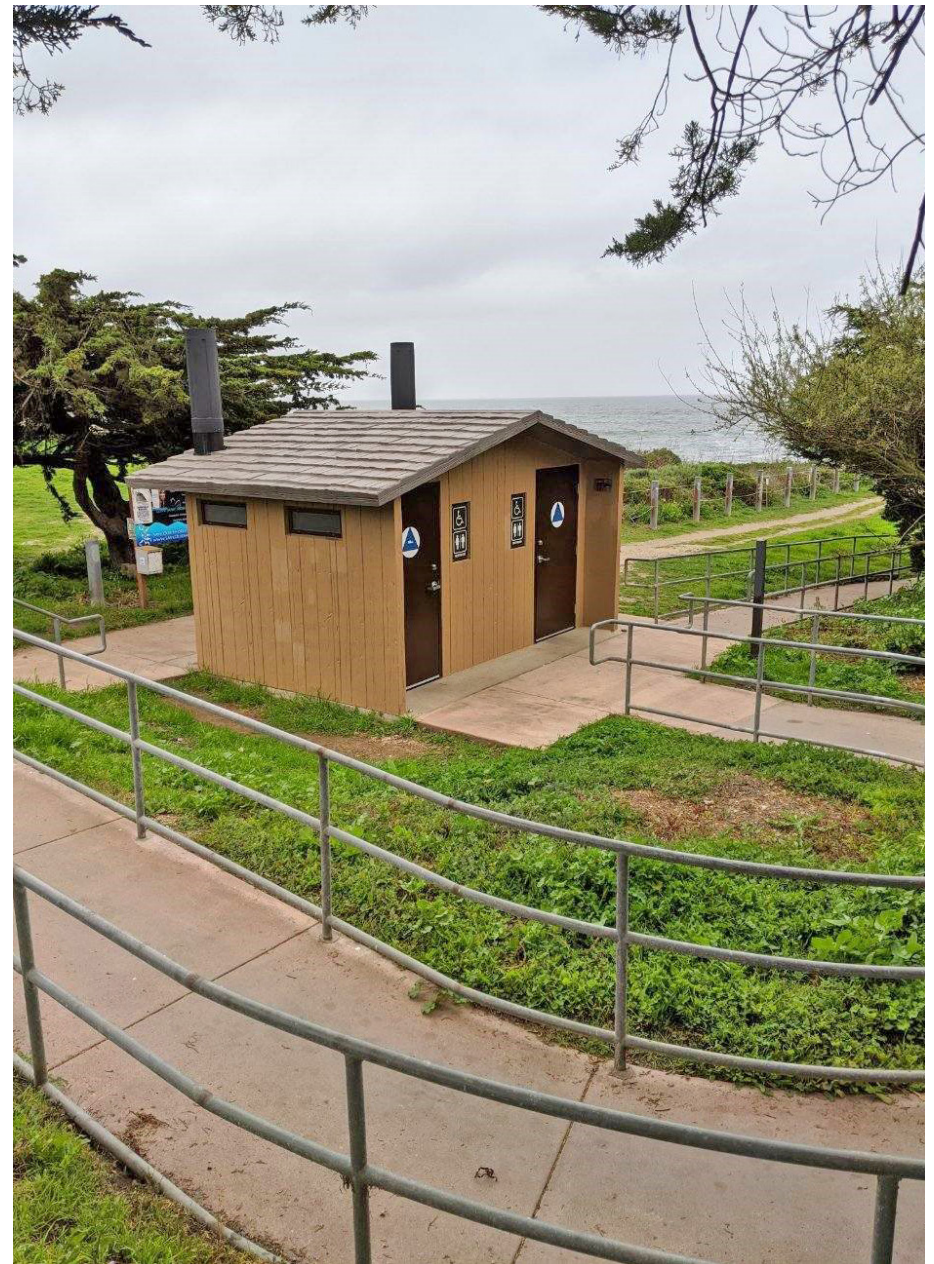


Scott Creek Lagoon  
Photo credit: Terry Way



**Zone 4** includes the Davenport area. The inland part of Zone 4 is Cotoni-Coast Dairies National Monument, owned and managed by BLM, encircling the privately-owned CEMEX Plant property and the community of Davenport. Coast Dairies State Beaches, owned and managed by State Parks, continues down the coastal side of the highway, interrupted by the CEMEX property at Davenport Bluffs, which has a public access easement. Davenport is the northern terminus of the Santa Cruz Branch Rail Line, managed by RTC, which continues south adjacent and parallel to Highway 1. At the north end of the zone, two small informal pullout parking lots on the coastal side of Highway 1 provide access to a loop trail out to the edge of the bluff and extending south to Davenport Landing Beach, managed by County Parks. Davenport Landing Beach can be accessed via Davenport Landing Road, a loop road on the coastal side of Highway 1 with one end at Swanton Road's southern terminus and the other end at Cement Plant Road's northern terminus. Unpaved shoulder parking, an ADA-accessible parking space, a few perpendicular unpaved parking spaces, trash receptacles, an ADA-accessible ramp, and a restroom are at the access point to the beach.

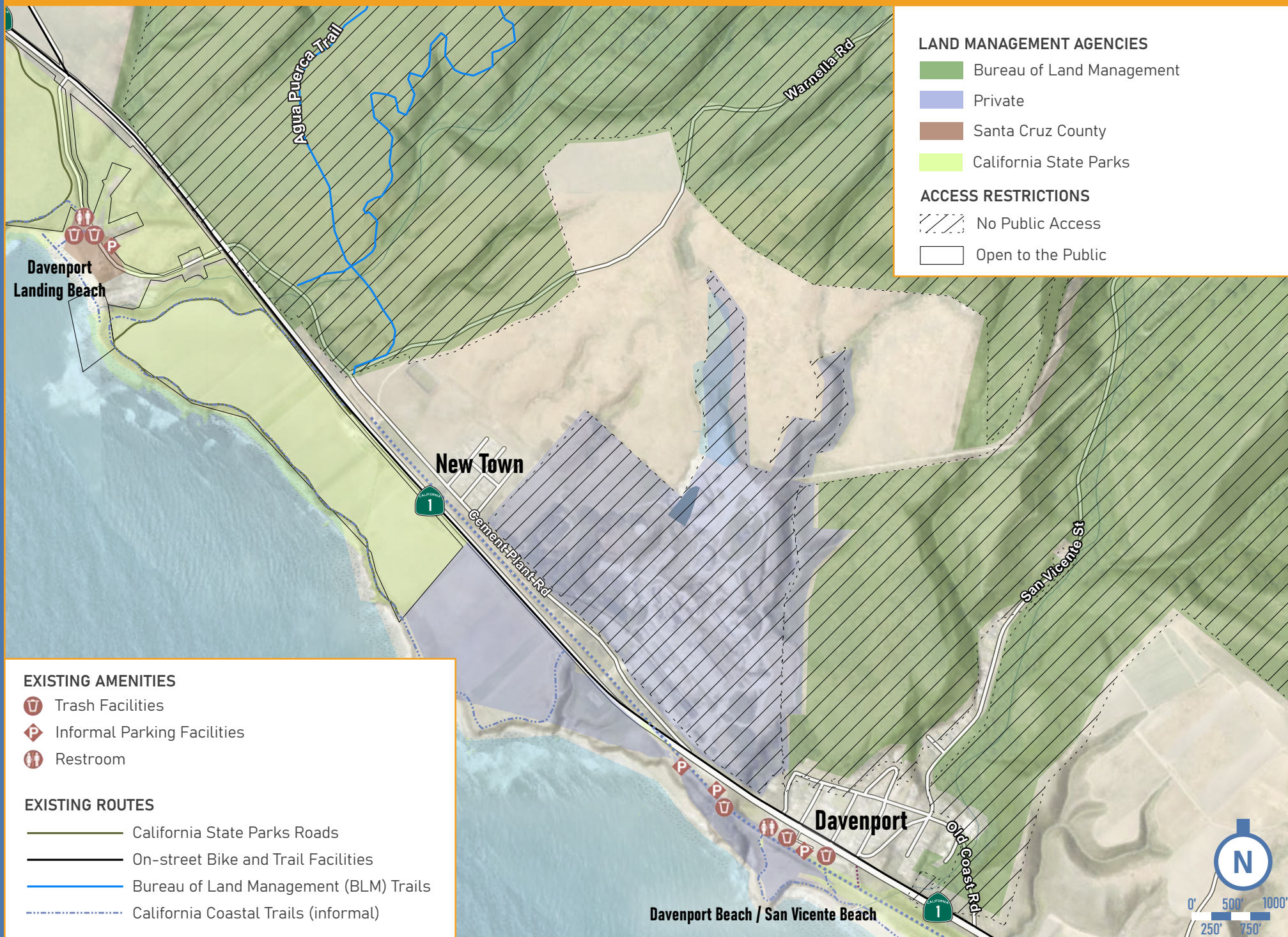
Traveling south on Cement Plant Road, the small hamlet of New Town Davenport precedes the former CEMEX cement plant. Where Cement Plant Road rejoins Highway 1 just before Davenport, three large informal parking area are on the coastal side of the highway leading into Davenport. Davenport is concentrated on the inland side of the highway. On the coastal side of the highway is Davenport (or San Vicente) Beach, which is not officially managed by any agency. An informal parking area connects to several trails that traverse the railroad tracks to access the beach and cliffs. Trash receptacles are available at several points along the trails and parking area, and one portable restroom is present.



Davenport Landing Restroom. Photo credit: Santa Cruz County Parks.



**Figure 1-6. North Coast Existing Conditions - Zone 4: Davenport**







Trash at Bonny Doon Beach. Photo credit: Noel Bock.

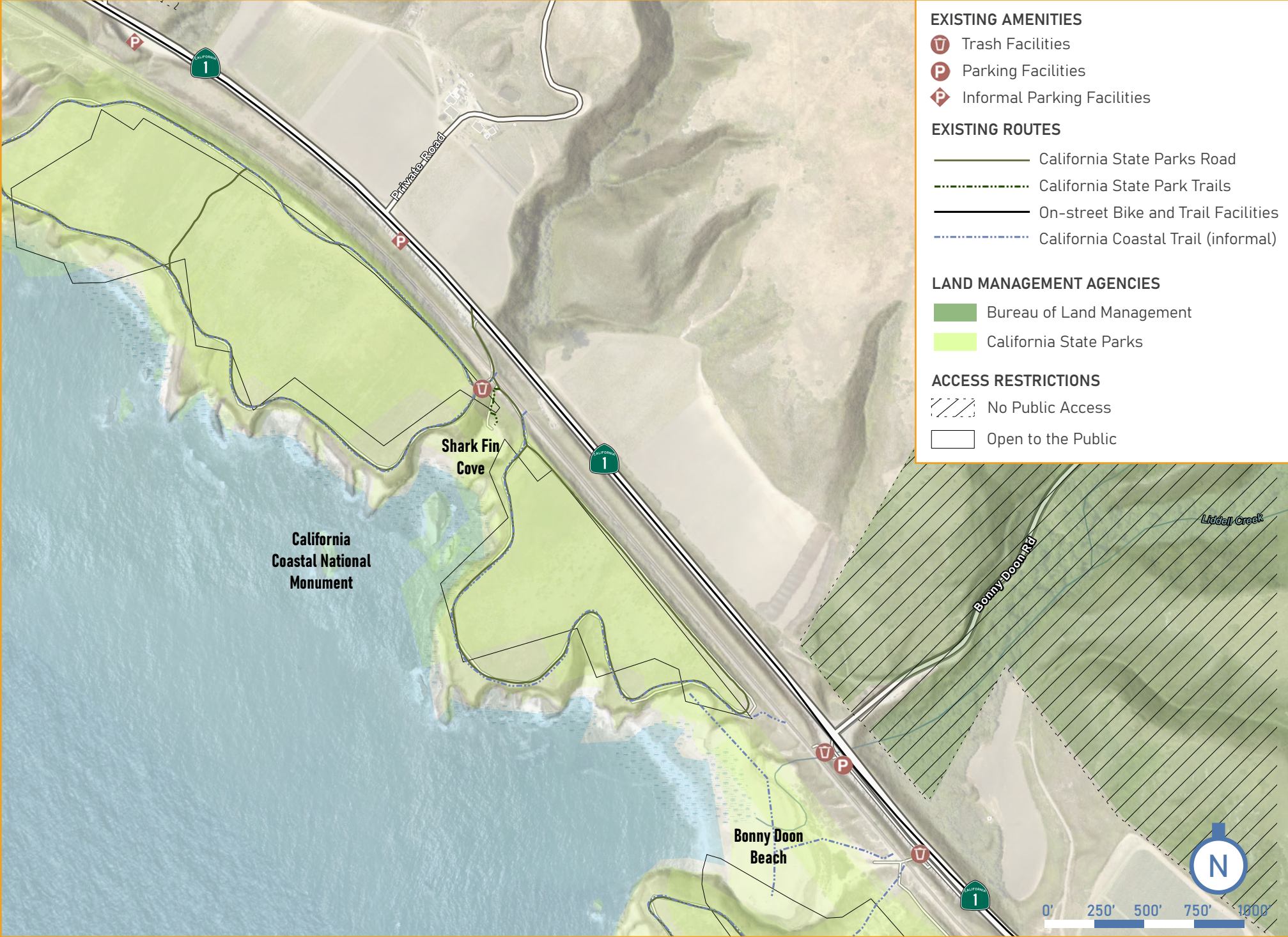


Shark Fin Cove parking. Photo credit: Santa Cruz County Parks.

In **Zone 5**, all land and beaches on the coastal side of the Santa Cruz Branch Rail Line, which is managed by RTC and continues through this zone, is owned and managed by State Parks. Inland of Highway 1, Cotoni-Coast Dairies National Monument surrounds Bonny Doon Road and continues to the south, managed by BLM. A small, informal pullout parking area on the coastal side of Highway 1 is at the north end of Zone 5, providing additional access to trails to Davenport Beach. Farther south, a long unpaved informal shoulder parking area with a trash receptacle in the Caltrans right-of-way connects with short trails to Shark Fin Cove and blufftop trails. At the south end of Zone 5, south of the intersection of Bonny Doon Road and Highway 1, is Bonny Doon Beach. Amenities include trash receptacles and a paved, formalized parking lot with marked spaces.



Figure 1-7. North Coast Existing Conditions - Zone 5: Shark Fin Cove





**Figure 1-8. North Coast Existing Conditions – Zone 6: Yellowbank–Panther Beach**

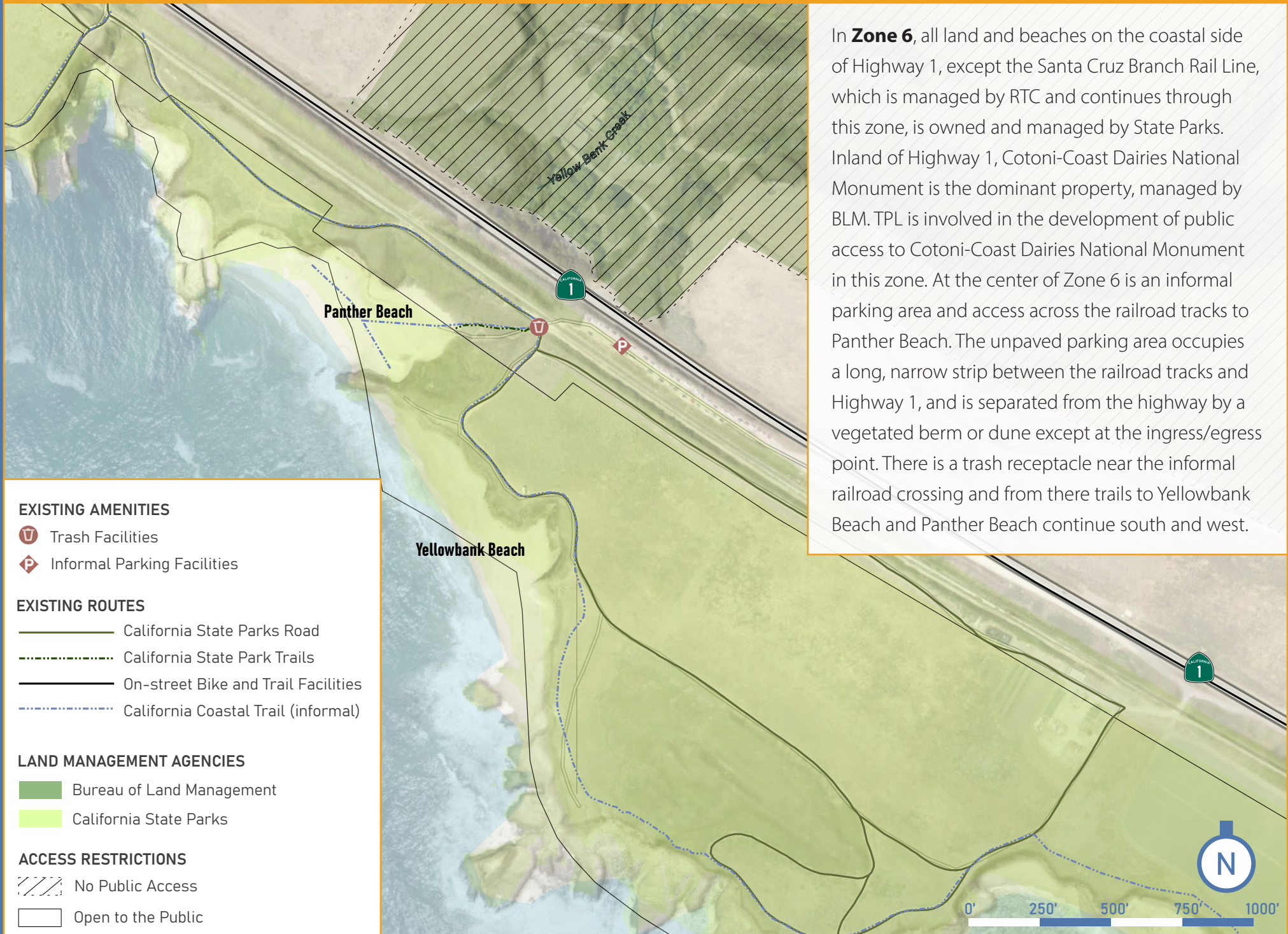
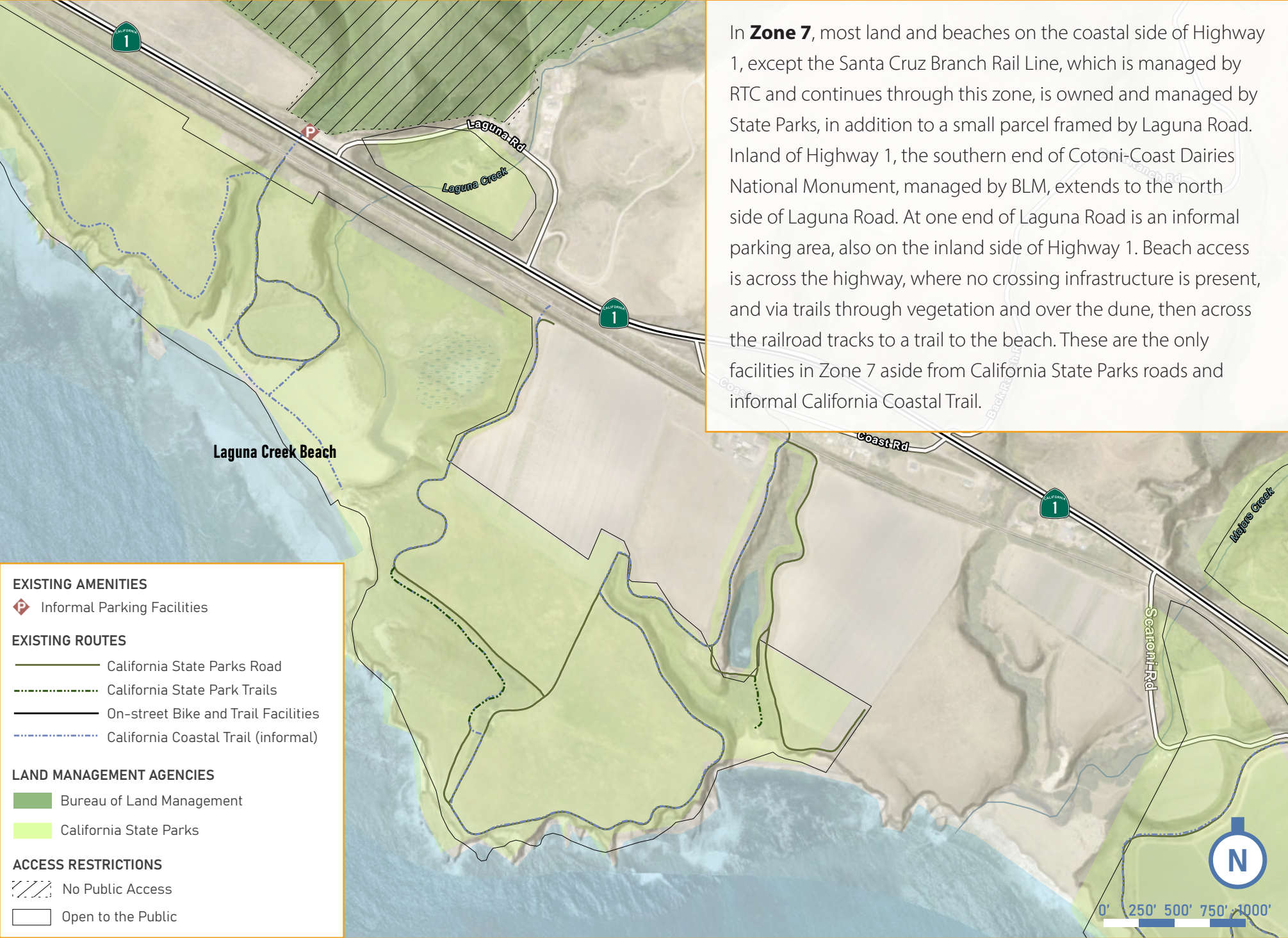




Figure 1-9. North Coast Existing Conditions – Zone 7: Laguna Creek







Four Mile Beach  
Photo credit: State Parks

**Zone 8** is shown in Figure 1-10. The entirety of this zone is owned and managed by State Parks as Wilder Ranch State Park, except the Santa Cruz Branch Rail Line, which is managed by RTC and continues through this zone, and the Caltrans right-of-way for Highway 1. Zone 8 includes Four Mile Beach and access to a variety of trails in Wilder Ranch State Park, including an unpaved shoulder parking area just south of the turnoff for the Baldwin Loop Trailhead on the inland side of Highway 1. On the coastal side of Highway 1, just south of the Baldwin Loop Trailhead, is an unpaved parking area with a trash receptacle for Four Mile Beach partially separated from the highway by vegetation, followed by another informal parking area on the inland side of the highway further south, to provide additional access to Baldwin Loop Trail. Informal trails connect the parking area to a segment of the California Coastal Trail and California State Park road and trails and the beach. Farther south on Highway 1 is another very small, paved informal shoulder parking area at a gate to a State Parks road connecting to Three Mile Beach and segments of the California Coastal Trail.



Figure 1-10. North Coast Existing Conditions – Zone 8: Four Mile Beach







Wilder Ranch Cultural Preserve  
Photo credit: State Parks

At the south end of the Plan area is **Zone 9**, shown in Figure 1-11, with the southern end abutting the edge of the City of Santa Cruz. All public lands in this zone are owned and managed by State Parks as Wilder Ranch State Park. The Santa Cruz Branch Rail Line, which is managed by RTC, continues through this zone. Off of Coast Road on the coastal side of Highway 1, Wilder Ranch Day Use Parking offers paved formal paid parking, trash receptacles, and a restroom. From here, there is access to the Wilder Ranch Interpretive Center and picnic areas, as well as the Old Cove Landing Trail and Ohlone Bluff Trail, which traverse the edge of coastal bluffs and provide views of the ocean and infrequent, informal beach access. There are trails to other parts of Wilder Ranch State Park that are accessed via an underpass of Highway 1. On the inland side of Highway 1, some trash receptacles are available along these trails. There is a large, unpaved shoulder parking area on the coastal side of Highway 1 near the Wilder Ranch Interpretive Center that provides more immediate access to Wilder Ranch State Park trails on the inland side of Highway 1. Access is either across the highway where no crossing infrastructure exists, or down a steep informal trail on the coastal side to the underpass. A paved multi-use path parallels Highway 1 from the underpass to the City of Santa Cruz and provides a popular route for bicyclists, pedestrians, and equestrians to access Wilder Ranch.



Figure 1-11. North Coast Existing Conditions - Zone 9: Wilder Ranch





## 1.5.1 Existing Amenities

The distribution of existing amenities on the North Coast can be seen in Figure 1-12. Restrooms are in limited supply along the North Coast, with only Zones 1, 2, 4, and 9 offering this crucial amenity over a 15-mile stretch of world-class views and recreation. Restrooms and paved parking areas are concentrated at the north and south ends of the Plan area, with fewer and more informal facilities in between. The available facilities are primarily State Parks facilities. Trash receptacles have more consistent distribution through the Plan area, but historically, servicing of both trash and restroom facilities has not kept up with demand, resulting in reduced efficacy of the facilities.

Of the 22 parking areas available in the Plan area, only 6 are formalized. An additional 17 unpaved areas are used as informal parking areas by visitors. Many are located along Highway 1, exposing visitors to fast-moving traffic. These informal parking areas often occur on Caltrans-managed right-of-way, which precludes formalization of designed parking.

## 1.5.2 Discussion

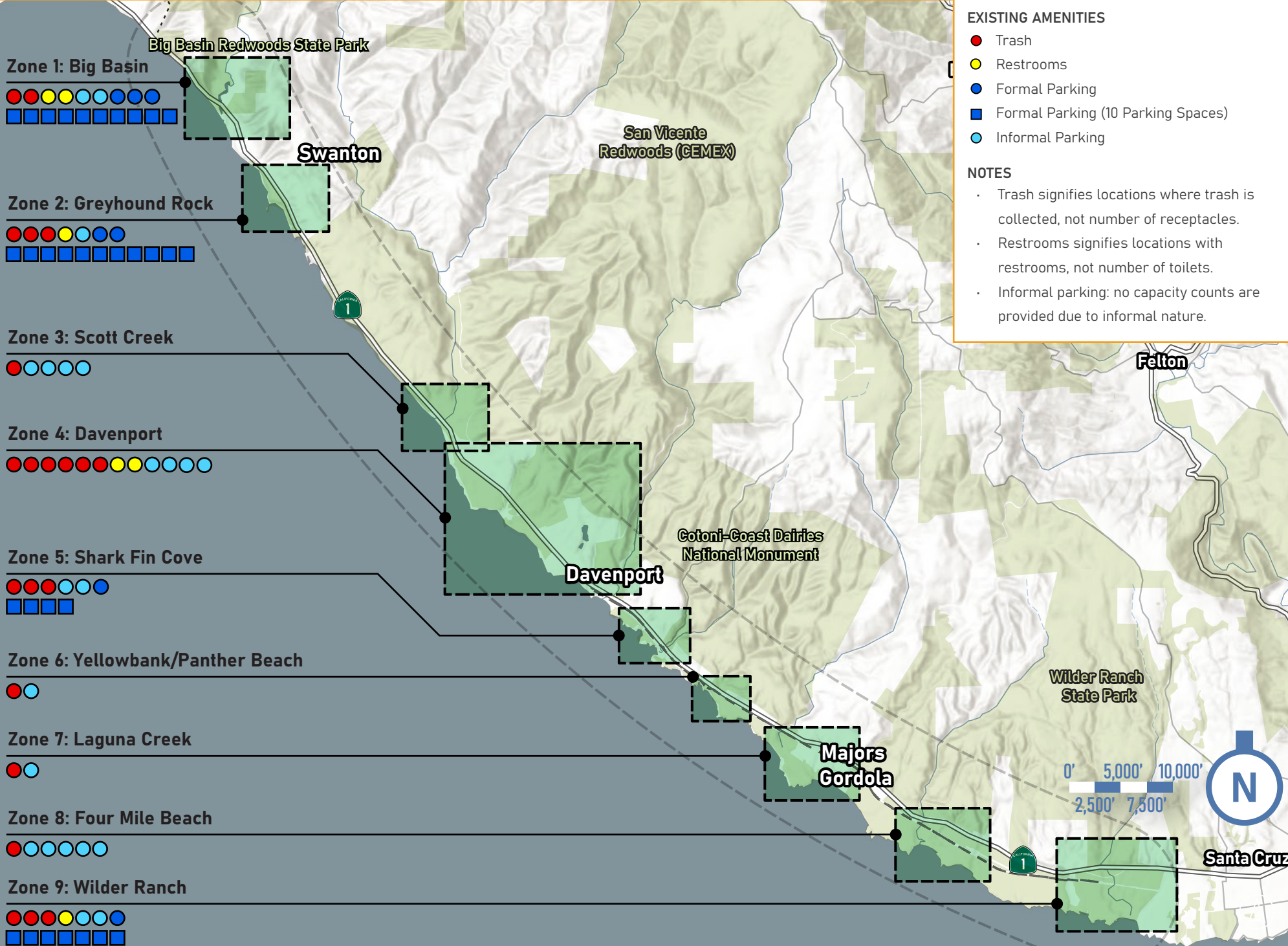
Throughout the Plan area and especially in the middle zones, fragments of formal trails, a proliferation of informal trails, and a variety of landowners creates a complex landscape in terms of access and regulation. Active agricultural land adjacent to public lands and public access routes, formal or informal, results in conflicts. The public may trespass on private property unknowingly, thinking they are on public land, as most property boundaries in the Plan area are not fenced at the property line. Agricultural activities may present health hazards from dust or chemicals to users of adjacent public trails or

lands. Litter and waste, due to lack of restrooms and trash receptacles, create environmental hazards and impacts on public land and private land. Informal trails may present hazards to members of the public, which landowners (public and private) have a responsibility to prevent. The responsibility for emergency response and enforcement is also complex: frequent issues include injury from recreational activities, exposure to hazardous or unsafe conditions, and trespass or inappropriate activity. Furthermore, the jurisdiction each property falls under is complex and opaque and the public's knowledge of which enforcement body to contact is limited. When combined with the remote and extreme nature of the North Coast, provision of emergency services and policing is complex and challenging.

The NCFMP process underlined the challenges to providing safe, adequate facilities along the North Coast, from the formalization of parking areas and in finding suitable flat sites with minimal impacts to sensitive resources, to the management and provision of public safety for users. No single agency can provide all the facilities needed nor address the challenges presented by the current conditions, reinforcing the need for a coordinated, multi-agency approach to improving and managing open space along the North Coast.



Figure 1-12. North Coast Existing Amenities





## 1.6 Public Engagement

The creation of the NCFMP was spurred by the needs and demands of both agencies and the public. To ensure that the Plan addressed the concerns of and incorporated the contributions of local and regional members of the public, the development of the Plan included engagement activities to publicize the process, invite contributions, and collaborate with stakeholders.

Engagement was focused into two rounds around key project phases: Round 1, Confirming the Vision, and Round 2, Reviewing the Plan.

### 1.6.1 Round 1: Confirming the Vision

The purpose of Round 1 was to raise awareness about the NCFMP, provide information about the purpose and goals of the NCFMP, and educate the public about the need for coordinated efforts among agencies. At the initiation of Round 1, marketing materials were developed to be distributed during both rounds of engagement. Round 1 activities focused on stakeholder interviews, an online survey, and pop-up events.

Marketing materials included a project fact sheet, a project page on the County Parks website with project mailing list signup and comment/question submission, and a pop-up toolkit to enable partner agencies and organizations to easily access relevant project materials and resources and host successful outreach events.

The online survey was first released to the public on October 3, 2022. It was distributed on paper flyers at in-person pop-up events: State Parks hosted tables at six public events between October 7 and October 19, 2022, including at the Watsonville Farmers Market, Felton

Farmers Market, Downtown Santa Cruz Farmers Market, Welcome Back Monarch Day and Open Streets Santa Cruz events at Natural Bridges State Park, and the Cloverdale Ranch Midpeninsula Regional Open Space District (MROSD) open house. County Parks held a pop-up on November 15, 2022. Various organizations also promoted the survey to their audiences via email newsletters and social media posts, including Friends of the North Coast (FONC), Davenport/North Coast Association (D/NCA), and Rural Bonny Doon Association (RBDA). The online survey closed on November 30, 2022. Between October 3 and November 30, 2022, there were 214 complete survey responses. Contact was made with over 400 people at these events, and over 100 people expressed specific interest in the NCFMP.

Stakeholder interviews were held in October and November 2022 with FONC, D/NCA, and RBDA. At each interview, a brief presentation provided context on the project, including scope and overall schedule, vision and goals, and opportunities for community engagement. Questions about the presentation and discussion of stakeholder issues were the primary focus of the interviews. Stakeholder groups provided feedback on the Plan's vision and goals and priority improvements for the North Coast.

Key input from the survey centered around the need for safe access, adequate facilities for visitors especially trash and restrooms, and parking. Several locations received comments indicating high interest from the public including Davenport Beach, Bonny Doon Beach, and access to Cotoni-Coast Dairies National Monument. Results from the survey were shared with the Working Group and informed finalization of the vision and goals, which informed subsequent phases of the Plan development. A summary of Round 1 survey results is included as Appendix A.



## 1.6.2 Round 2: Reviewing the Plan

The purpose of Round 2 was to confirm the priority of the projects identified by the NCFMP Working Group with the public and update the public on the progress in the NCFMP process. Round 2 activities focused on an online survey, pop-up events, and a public meeting.

### 1.6.2.1 Engagement

Materials included the online survey, two questions linked to a geographic information systems web-based map (GIS webmap), outreach posters with zone maps and proposed project tables, posting of the draft Plan on the County Parks website, and a pop-up toolkit to enable partner agencies and organizations to easily access relevant project materials and resources and host successful outreach events.

The online survey was first released to the public on November 9, 2023. Poster boards prepared for outreach events adapted the two questions to an in-person format by using three dots per participant for prioritizing projects and adding sticky notes with comments to collect comments on maps of the Plan area and lists of proposed projects by zone. In addition, the posters and paper flyers included a QR code and short URL to the online survey. In-person events included: State Parks tabled at 3 public events between November 22 and December 9, 2023, including at Ano Nuevo State Park, Wilder Ranch State Park, and Holidays on the Ranch event at Wilder Ranch State Park; County Parks attended the Community Action Board food distribution event at Davenport Resource Service Center on November 21, 2023 and invited feedback on the proposed projects and attendee needs, comments, and concerns about the North Coast; County Parks also hosted a public meeting on November 30, 2023 which was held in Davenport

at Pacific Elementary School and also available for remote participation via Zoom. Various organizations also promoted the survey to their audiences via email newsletters and social media posts, including Friends of the North Coast (FONC) and Davenport North Coast Association (DNCA), and Santa Cruz County's Third District Supervisor Justin Cummings. The online survey closed on December 20, 2023. Between November 11, 2023 and December 20, 2023, there were 293 complete survey responses and approximately 400 people contacted during outreach.



Community Engagement Round 2 Pop-up at Holidays at the Ranch, Wilder Ranch State Park



The project prioritization question reaffirmed the public's desire for projects that improve biking and walking access and safety, provide basic visitor facilities like restrooms and trash, and manage traffic safety hazards. It also elevated equestrian access and a need for projects that address, or communication that conveys, efforts to protect the environment and especially habitat. The votes for projects in Big Basin Redwoods State Park likely represent general interest in the restoration of the Park, which is being handled as part of a separate planning effort currently underway.

Key input from the comments centered around traffic safety concerns, the desire and support for alternative transportation options, and both a clear expectation of increased public access and great concern about visitor impacts. Several locations received comments indicating high interest from the public including all projects in Zone 4 in and around Davenport and access to Cotoni-Coast Dairies National Monument.

### 1.6.2.2 Equity

Focused outreach to low-income Spanish-speaking residents of the North Coast identified an overall need for multilingual access, especially signage, as well as bus service to and from areas on the North Coast, and access to bicycles to be able to use the forthcoming North Coast Rail Trail. Comments also reinforced traffic safety concerns, especially for pedestrians, the need for a safe crossing of Highway 1 at Davenport, and a desire for low-cost camping and other accommodations on the coast. This group surfaced additional potential projects that are detailed in Chapter 4. Many of these residents noted that this was the first time their input had been sought in a public planning process, so there is a need for continued engagement with this community.

### 1.6.2.3 Outcomes

Based on the results from the project prioritization, project scores for "Public/Stakeholder Support" were adjusted and the priority project tables were recalculated (see section 3.3). The comments and public engagement process informed the recommendations included in Chapter 4.

A summary of Round 2 survey results is included as Appendix B.

In addition, Round 2 elicited comment letters from Big Creek Lumber, D/NCA, and FONC, whose comments have chiefly been incorporated as recommendations in Chapter 4 and are also available in Appendix B. Some Working Group agencies also submitted comments on the draft Plan, all of which have been addressed in the content of the Plan.



## 2. VISION AND GOALS

This chapter describes the Plan's guiding vision and goals. To guide the coordination needed by several public agencies and the community for development, operations, implementation, and funding of facilities on the North Coast, the development of the Plan included drafting and refining a vision for the North Coast and goals in specific areas that partners and stakeholders identified as integral to comprehensive improvements.

### 2.1 Purpose

The Plan's vision statement and goals guided the selection of a set of high-priority projects with support from the North Coast's various agencies and organizations to enhance the North Coast visitor experience, manage visitor impacts, and preserve natural resources. They can also be used to guide future collaboration and prioritization efforts for the North Coast.



Aerial view of Davenport Landing. Photo credit: Terry Way.

## 2.2 Vision Development Process

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The process for articulating the vision and goals for the North Coast began with review of 21 existing plans and other documents (see Table 2-1) relevant to planning in the area. From these, common themes of goals, priorities, and recommendations for the various North Coast properties were extracted and condensed.

To develop the vision statement, the overarching sentiment behind the common themes was combined with the impetus for the Plan – the urgent need for coordination and management improvement on the North Coast – to articulate the desired state that would result from implementation of the NCFMP. This draft was refined in collaboration with partner agencies and vetted with the public as described in Section 2.3.

The key and recurring themes from the background document review led to seven categories for the goals: Regional Planning and Partnerships; Public Safety; Public Access and Regional Connections; Stewardship, Maintenance, and Facilities; Vegetation Management; Plant and Animal Habitat Conservation and Restoration; and Historic, Cultural, and Archaeological Resources. Goal statements for each category were developed with partner agencies, incorporating priorities expressed by the public.

At the September 2022 Working Group meeting, the partner agencies discussed and offered input to ensure the vision and goals aligned with their agencies' functions, and to incorporate the multifaceted management needs into these important guiding statements. The discussion included whether partner agency representatives agreed with the Draft Vision and Goals, if they found them consistent with the background document review content, and providing input on adjustments to the wording of the vision statement and goals.

As part of Round 1 of community engagement, the survey sought input on which goal categories resonated with survey participants most: they were asked to mark their top three goal categories. After this round of community engagement, the goal statements and a summary of the survey input were brought back to the Working Group partner agencies for final refinement. The resulting vision and goals are presented in Section 2.3.

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### Notes for Table 2-1. Existing Planning Documents (pg. 39)

**Source:** PlaceWorks, 2023.

**Notes:** BLM = Bureau of Land Management, Land Trust = Land Trust of Santa Cruz County, RTC = Santa Cruz County Regional Transportation Commission, TPL = Trust for Public Land.



**Table 2-1. Existing Planning Documents**

Document Name	Year of Adoption	Agency
Wilder Ranch State Park Draft Environmental Impact Report (EIR)	1980	State Parks
Wilder Ranch State Park Final EIR and General Plan	1980	State Parks
General Plan for the North Coast Beaches	1987	County of Santa Cruz
North Coast Beaches Unified Plan	1990	County of Santa Cruz
North Coast Beaches Unified Plan, Appendix I	1990	County of Santa Cruz
North Coast Beaches Master Plan, Appendix II	1991	County of Santa Cruz
North Coast Beaches Master Plan, Appendix III Draft EIR	1991	County of Santa Cruz
Santa Cruz County General Plan and Local Coastal Program	1994	County of Santa Cruz
Coast Dairies Long-Term Resource Protection and Access Plan	2001	TPL
Big Basin Redwoods State Park Final General Plan and EIR	2013	State Parks
Monterey Bay Sanctuary Scenic Trail Network Master Plan	2014	RTC
San Vicente Redwoods Public Access Plan	2018	Land Trust
Santa Cruz Coastal Reuse Plan for CEMEX Property (Draft)	2019	County of Santa Cruz
Regional Transportation Commission North Coast Rail Trail Final EIR, Volume 1	2019	RTC
Regional Transportation Commission North Coast Rail Trail Final EIR, Volume 2	2019	RTC
Regional Transportation Commission North Coast Rail Trail Final EIR, Volume 3	2019	RTC
Regional Transportation Commission North Coast Rail Trail Final EIR Addendum	2020	RTC
Cotoni-Coast Dairies California Coastal National Monument Draft Resource Management Plan Amendment and Environmental Assessment	2020	BLM
Decision Record for the California Coastal National Monument Resource Management Plan Amendment for Cotoni-Coast Dairies Subunit	2021	BLM
Regional Transportation Commission Coastal Rail Trail Segment 5 Project Fact Sheet	2021	RTC
Santa Cruz County Active Transportation Plan	2022	County of Santa Cruz

## 2.3 Vision Statement and Goals

### 2.3.1 Vision

**The Santa Cruz North Coast is a recreation destination and natural resource treasure along the coastline of Santa Cruz County.** The North Coast will be recognized as a unified region that is safe, accessible, and navigable by the public. Public agencies and their partners are committed to coordinating development, operations, and land management efforts at a regional level to support safe and equitable public access to open space, provide enjoyable recreation, protect natural and cultural resources throughout the North Coast, and foster an environment where public open space and facilities are compatible with adjacent, existing uses.

### 2.3.2 Goals

The Santa Cruz North Coast land management agencies and organizations will coordinate and collaborate to achieve the following shared goals for the North Coast.



**Regional Planning and Partnerships.** Closely coordinate with various program and management partners and engage with stakeholders and neighbors to ensure a clear process for development, use, operations, and management of North Coast properties throughout the planning process and after implementation of the North Coast Facilities and Management Plan.



**Vegetation Management.** Restore and protect native vegetation for long-term survival, especially by managing and eradicating non-native plant species.



**Plant and Animal Habitat Conservation and Restoration.** Preserve sensitive habitat areas to protect biological resources by avoiding development in these areas, and work to restore habitats that have been heavily impacted.



**Historic, Cultural, and Archaeological Resources.** Protect and mitigate impacts to historic, cultural, and archaeological resources in consultation and collaboration with local tribes or other historical and cultural experts.



**Public Safety.** Increase public awareness and implement safety measures related to geologic, water, and roadway hazards so that visitors can access, use, and recreate in the North Coast safely.



**Public Access and Regional Connections.** Expand public access to coastal resources, while respecting the privacy of local stakeholders and landholders. This can be achieved by adding new access points, increasing parking capacity along Highway 1, expanding the regional trail network, and increasing alternative transportation options.



**Stewardship, Maintenance, and Facilities.** Improve the visitor experience and meet visitor demand to the North Coast by adequately providing and maintaining visitor-serving facilities and amenities, clear wayfinding, and rich interpretive signage throughout the region.







Rancho del Oso, Big Basin  
Redwoods State Park  
Photo credit: State Parks



# 3. RECOMMENDED PROJECTS

## 3.1 Project Development Process

To identify projects consistent with the vision and goals outlined in Chapter 2, a list was compiled of projects recommended by previous planning efforts and priority capital improvement projects from involved agencies. Agencies reviewed the project list and indicated the status of each project and time horizon, as well as which NCFMP goals would be met by each project. The review effort resulted in a focused list of projects that are still relevant, not yet complete, and aligned with Plan goals. PlaceWorks reviewed the feedback from the public survey and stakeholder interviews and added several potential projects based on needs and suggestions from Round 1 engagement.

PlaceWorks mapped the listed projects and grouped them into zones to identify areas of overlap in project scope and necessary coordination among agencies. Involved agencies discussed the zone groupings, implementation priorities, and management issues at a Working Group meeting. Additional agency meetings were held to review and refine the draft project list using an internal geographic information system (GIS)-based webmap, resulting in a Draft Project List of 40 projects from 6 North Coast agencies.

The involved agencies agreed that certain projects should not be included in the project list at this time. Some projects that were initially

reviewed and included in early drafts of the project list are not included in the final list because they were either already completed or no longer relevant due to changing circumstances over time.

The CEMEX Redevelopment project is currently on hold and is a privately owned property. A Coastal Reuse Plan has been produced for the site and a preferred alternative has been selected. While several nonprofits and government agencies are interested in opportunities on the site, the land is still entirely privately held, only environmental cleanup has been continued, and no funding for the required environmental impact report (EIR) and local coastal program (LCP) amendments nor implementation have been pursued. Thus, it falls outside the scope of the NCFMP. The full project list at the completion of the NCFMP is shown in Table 3-1. Public support heard during Rounds 1 and 2 of community engagement is reflected in the Public/Stakeholder Support column of Table 3-1.



**Table 3-1. Full Project List**

Zone #	Zone	Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies to Coordinate With	High Priority	Public/ Stakeholder Support
1	Big Basin	Bicycle Camp	Planned - 20 years	Develop a bicycle camp and walk-in campground facilities. Consider alternative forms of camp facilities, such as yurts or tent cabins, with provisions to serve backpackers and touring bicyclists using the CCT and Highway 1 Pacific Coast Bike Route (PCBR).	Campground	Big Basin Redwoods SP	California State Parks			Yes
1	Big Basin	Horse Camp Upgrades	Planned - 20 years	Upgrade or reconfigure the horse camp and equestrian staging facilities to improve campsites, trailer parking and vehicle circulation.	Campground	Big Basin Redwoods SP	California State Parks			Yes
1	Big Basin	Visitor Experience Upgrades	Planned - 20 years	Address public health and safety issues, accessibility requirements, aesthetics, interpretation, and management of visitor capacity.	Visitor Facilities	Big Basin Redwoods SP	California State Parks			Yes
1	Big Basin	Resource Surveys and Site Plans	Planned - 20 years	Conduct additional site-specific surveys, as necessary, to identify natural and cultural resource sensitivities and protective measures, and prepare site plan(s) to determine the location, size, and configuration of desired public use and park operations.	Planning	Big Basin Redwoods SP	California State Parks			
1	Big Basin	Roadside Habitat Monitoring and Protection	Planned - 20 years	Protect special status plant and wildlife habitats, conduct resource surveys and monitor use along roadways and near sensitive habitats, implement resource management and protective measures to eliminate or mitigate human impacts on significant natural resources.	Habitat	Big Basin Redwoods SP	California State Parks			Yes
1	Big Basin	Regional Overnight Multi-use Trail Loop	Potential	Multi-use trail loop that would provide several overnight camping options along the route, as well as regional connections to the California Coastal Trail and Skyline-to-the-Sea Trail. Exact trail alignment has not been determined.	Trails	Big Basin Redwoods SP	California State Parks			Yes
1	Big Basin	Day Use Parking and Pedestrian Highway Safety	Planned - 20 years	Incorporate day use parking (50 -100 spaces) distributed on either side of Highway 1 depending on resource constraints and future roadway alignment, with safe pedestrian access from the inland side of the highway to Waddell Beach.	Parking	Big Basin Redwoods SP	California State Parks	Caltrans		Yes
1	Big Basin	Waddell Beach Parking	Planned - 20 years	Maintain and expand Waddell Beach parking facilities, as feasible, to support beach activities and ocean view parking.	Parking	Big Basin Redwoods SP	California State Parks	Caltrans		
1	Big Basin	CCT Connections	Planned - 20 years	Re-establish trail connections to California Coastal Trail from Big Basin Redwoods SP.	Trails	Big Basin Redwoods SP	California State Parks	RTC		
1	Big Basin	Highway Improvements	Planned - 20 years	Improve highway signage and implement effective measures to slow vehicle traffic and provide early warning to motorists for approaching intersection and pedestrian crossing.	Highway	Big Basin Redwoods SP	Agency TBD	Caltrans, State Parks, CCC		
1	Big Basin	MBSST Segment 1	On hold	Improvements include 0.87 miles of Class III on-street/road shoulder bike route, 0.19 miles unpaved native soil trail, unpaved roadway shoulder on coastal side of Highway 1, and potentially fencing.	Trails	North Coast Rail Trail/Highway 1	RTC	State Parks, Caltrans		Yes

**Table 3-1. Full Project List**

Zone #	Zone	Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies to Coordinate With	High Priority	Public/ Stakeholder Support
2	Greyhound Rock	Greyhound Rock Overnight Accommodations	Potential	Proposed uses include trail development (California Coastal Trail), overnight cabins, discovery center, dining hall and kitchen. Existing uses include: fishing access, picnic tables, beach access, coastal overlook, RV camping.	Visitor Facilities	Greyhound Rock County Park	Agency TBD	CDFW, State Parks, Caltrans, Coastal Conservancy, CCC, County of Santa Cruz	Yes	Yes
2	Greyhound Rock; Scott Creek	MBSST Segment 2	On hold	4.77 miles of primarily existing road shoulder improvements due to limited available space and adjacent public land on the coastal side of Highway 1, routine road edge clearing, signs, and shoulder pavement striping, and potentially fencing.	Trails	North Coast Rail Trail/Highway 1	RTC	State Parks, Caltrans		Yes
3	Scott Creek	Scott Creek Coastal Resiliency Project	Planned - 10 years	Scott Creek Bridge replacement and lagoon restoration with future north and south parking lots.	Infrastructure, Conservation	Highway 1 and Scott Creek Beach	Caltrans	RTC, RCD, CDFW, County of Santa Cruz, Wildlife Conservation Board, Coastal Conservancy, USFWS Coastal Program, and NOAA Fisheries	Yes	Yes
3	Scott Creek	Restroom at Scott Creek Beach	Potential	Restroom at Scott Creek Beach	Visitor Facilities	Scott Creek Beach	Agency TBD	County of Santa Cruz, RTC, Caltrans	Yes	Yes
3	Scott Creek	MBSST Segment 3	On hold	1.11 miles (5,870 linear feet) multi-use paved path (Class I), one pre-engineered bike/pedestrian bridge, 150-foot span, and fencing may be considered when project is implemented.	Trails	North Coast Rail Trail	RTC	State Parks		Yes
4	Davenport	RMZ #1 Phase 1	Underway/ Imminent	Molino Bank Loop – Hike, Bike Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, County Public Works		
4	Davenport	RMZ #1 Phase 2	Planned - 10 years	Agua Puerca Loops and Warnella Loops – Hike, Bike Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, County Public Works		
4	Davenport	Historic Feature Preservation and Restoration	Planned - 5 years	Preserve and restore the Mocettini Cheese Barn and the other historic features nearby.	Historic Preservation	Cotoni-Coast Dairies National Monument	BLM	CCC, Office of Historic Preservation, National Parks Service, State Parks	Yes	Yes



**Table 3-1. Full Project List**

Zone #	Zone	Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies to Coordinate With	High Priority	Public/ Stakeholder Support
4	Davenport	Cement Plant Road Multi-Use Path	Potential	Class I multi-use path on inland side of Cement Plant Road from Warnella Road to Highway 1 and continuing along inland side of Highway 1 from Cement Plant Road to Ocean Street to connect Cotoni-Coast Dairies' parking lot to Davenport and North Coast Rail Trail.	Trails	CEMEX Property, Davenport, and Highway 1	County of Santa Cruz	Caltrans, RTC, and BLM	Yes	Yes
4	Davenport	Parking for Northern Trailhead	Planned - 5 years	Parking (47-69 spaces) near Warnella Road and Cement Plant Road - exact location TBD	Parking	Cotoni-Coast Dairies National Monument	BLM	CCC, Santa Cruz County, County Public Works, Caltrans	Yes	Yes
4	Davenport	MBSST Segment 4	On hold	1.38 miles multi-use rail trail (Class I), 1.41 miles bluff trail (Segment 4A), 0.85 miles on-street bike lanes (Segment 4B), a Highway 1 crossing at Davenport Landing Road, a rail crossing in front of cement plant property, 3 road crossings, and potentially fencing.	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	State Parks, Santa Cruz County, Caltrans		Yes
4-9	Davenport; Shark Fin Cove; Yellowbank/ Panther Beach; Laguna Creek; Four Mile Beach; Wilder Ranch	Excursion Train	Potential - depending on railroad operator interest	Excursion train to run along the Santa Cruz Branch Rail Line from Davenport to Santa Cruz.	Rail	Santa Cruz Branch Rail Line	RTC, City of Santa Cruz, and County of Santa Cruz		Yes	Yes
4-9	Davenport; Shark Fin Cove; Yellowbank/ Panther Beach; Laguna Creek; Four Mile Beach; Wilder Ranch	North Coast Rail Trail/ MBSST Segment 5 - Phases I and II (California Coastal Trail)	Underway/ Imminent	7.5-mile continuous paved ADA accessible bicycle and pedestrian trail connecting Wilder Ranch to Davenport. Safety and mobility improvements adjacent to Highway 1 with the addition of two new parking lots and restrooms (one at Davenport and one at Yellowbank/Panther), and an at-grade pedestrian crossing of Highway 1 in Davenport.	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	FHWA-CFL, State Parks, County of Santa Cruz	Yes	Yes
5	Shark Fin Cove	Parking at Shark Fin Cove	Potential	Add formalized parking at Shark Fin Cove	Parking	Shark Fin Cove	Agency TBD	Caltrans, State Parks, County of Santa Cruz, RTC	Yes	Yes
5	Shark Fin Cove	Restroom at Shark Fin Cove	Potential	Restroom at Shark Fin Cove	Visitor Facilities	Shark Fin Cove	Agency TBD	Caltrans, State Parks, County of Santa Cruz, RTC	Yes	Yes
6	Yellowbank/ Panther Beach	RMZ #3 Phase 2	Planned - 10 years	Cotoni Trail 02 - Hike, Horse Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, State Parks, RTC		
6	Yellowbank/ Panther Beach	RMZ #3 Phase 1	Planned - 5 years	Cotoni Trail 01 - Hike, Horse Trail; Yellowbank Connection; Yellowbank N Loop - Hike, Horse Trail; Yellowbank S Loop - Hike, Bike, Horse Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, State Parks, RTC		

**Table 3-1. Full Project List**

Zone #	Zone	Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies to Coordinate With	High Priority	Public/ Stakeholder Support
6	Yellowbank/ Panther Beach	North Coast Rail Trail/ MBSST Segment 5 - Phase III (Highway 1 Overcrossing)	Underway/ Imminent	Pedestrian overcrossing of Highway 1 at Yellowbank/Panther parking lot to connect to Cotoni-Coast Dairies trailhead.	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	FHWA-CFL, State Parks, County of Santa Cruz, BLM, Caltrans	Yes	Yes
6	Yellowbank/ Panther Beach	Panther Beach Access Improvements	Planned - 5 years	Public access improvement to Panther Beach from the top of the bluff	Trails	Panther Beach	State Parks	State Parks	Yes	Yes
6	Yellowbank/ Panther Beach	Restroom at C-CD Parking Lot	Potential	Build restroom with potable water at Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies National Monument	Infrastructure	Panther Beach	TPL	BLM		Yes
6	Yellowbank/ Panther Beach	Yellowbank Beach Access Improvements and Restoration	Planned - 20 years	Highway 1 turning lanes and bus stop; parking lot with guard rail, fee boxes, and relocation of electrical poles; concrete stairs with handrail; trash cans; vault toilets; beach clean-up; emergency telephone; signs; and coastal scrub revegetation.	Visitor Facilities	Yellowbank Beach	State Parks	Caltrans		Yes
6	Yellowbank/ Panther Beach	Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies National Monument	Potential	Development of trailhead parking lot for up to 77 spaces, 3 ADA spaces, and 5 pull-through equestrian trailer spaces put forth by TPL and FONC to provide southern access to Cotoni-Coast Dairies.	Parking	TPL property near Yellowbank Beach	TPL	BLM, Caltrans		Yes
7	Laguna Creek	Laguna Creek Beach (GP: Access and Preserve)	Planned - 20 years	Add paved shoulders for turning onto Laguna Creek Road to parking lot, pedestrian safety improvements, visitor amenities (i.e., trash, vault toilets, signs), widen access trail section between railroad track and highway, grading, wetland and nesting area preservation. Restoration of historic buildings.	Highway	Laguna Creek Beach	State Parks	Caltrans		
7	Laguna Creek	Laguna Creek Beach Marsh Preservation	Planned - 20 years	Beach clean-up, marsh/snowy plover preservation	Habitat Preservation	Laguna Creek Beach	State Parks			Yes
8	Four Mile Beach	Four Mile Beach Parking Lot	Planned - 20 years	Parking lot at Four Mile Beach	Parking	Four Mile Beach	State Parks	Caltrans	Yes	Yes
8	Four Mile Beach	Restroom at Four Mile Beach	Potential	Restroom at Four Mile Beach	Visitor Facilities	Four Mile Beach	State Parks		Yes	Yes
9	Wilder Ranch	Old Cove Landing Trail Accessibility Improvements	Planned - 10 years	Upgrade the Old Cove Landing Trail at Wilder Ranch to an ADA accessible trail	Trails	Wilder Ranch State Park	State Parks		Yes	Yes



**Table 3-1. Full Project List**

Zone #	Zone	Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies to Coordinate With	High Priority	Public/ Stakeholder Support
9	Wilder Ranch	Wilder Ranch Cultural Preserve	Planned - 20 years	Wilder Ranch Complex renovate Bolcoff Adobe and Grainery	Cultural Preserve	Wilder Ranch State Park	State Parks		Yes	Yes
9	Wilder Ranch	MBSST Segment 6	On hold - Alternate route provided on Caltrans Multi-use Trail along Highway 1	1.49 miles (7,830 linear feet) - Wilder Ranch trailhead to Moore Creek	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	City of Santa Cruz		

## 3.2 Projects By Zone

In this section, projects are discussed by zone in approximate north-to-south order. Details about each project are captured in a table and the dominant conditions and needs are discussed. Projects that exist in more than one zone are shown and labeled on all maps, but are included only once in the project table accompanying each zone. More information on these projects may be found in nearby zones. Existing infrastructure is shown on each map. Projects referred to as “planned” or “proposed” have the support and leadership of one or more agencies and are included in agency planning. Projects referred to as “potential” have been suggested by the public, consultant, or participating agency during the NCFMP process. Some of the potential projects have been determined by the Working Group to be high priority because they fill needed gaps and are feasible to pursue, though most do not yet have a lead agency who will manage planning and implementation.

Recommendations for continuing development of “potential” projects and identification of additional projects needed to fulfill the vision and goals as well as meet more needs articulated by the public during community engagement are included in Chapter 4.

### 3.2.1 Zone 1. Big Basin

While Zone 1 is more developed and able to accommodate visitors than many parts of the North Coast, the popularity of these resources and the pressure on them results in other development needs.

Along Highway 1, several projects are proposed in Zone 1 (see Figure 3-1 and 3-2 and Table 3-2). Waddell Beach Parking would support beach activities and ocean view parking by expanding parking facilities at a popular beach. The Day Use Parking and Pedestrian Highway Safety project would expand parking facilities on both sides of the highway and provide pedestrian crossing infrastructure from the inland parking areas to the beach, where no crossing infrastructure currently exists. The CCT Connections project would re-establish trail connections to the California Coastal Trail from Big Basin Redwoods State Park, improving hiking options and pedestrian infrastructure in Zone 1. The Highway Improvements project would improve navigation and safety for vehicles and pedestrians at the busy intersections with State Parks roads and parking areas. The MBSST Segment 1 would improve the on-road bike route in Zone 1.

Inland, in Big Basin Redwoods State Park's Rancho del Oso area, additional projects are proposed to improve the visitor experience and protect landscapes and habitat. These projects are subject to change given the extensive planning effort underway for the park. The Resource Surveys and Site Plans project is a step in preparing for responsible development in the park by identifying natural and cultural resource sensitivities and protective measures, then determining how desired public use and park operations can fit in. The Horse Camp Upgrades project and Bicycle Camp project will provide additional accommodation to targeted user groups and may include camping

alternatives like yurts or tent cabins. Roadside Habitat Monitoring and Protection will protect special-status plant and wildlife habitats from increased visitor use by eliminating or mitigating human impacts on significant natural resources. Visitor Experience Upgrades will address public health and safety issues, accessibility requirements, aesthetics, interpretation, and management of interpretation facilities and visitor amenities. The Regional Overnight Multi-use Trail Loop is a potential trail project that would provide overnight camping options and regional connections to the California Coastal Trail and Skyline-to-the-Sea Trail.





Figure 3-2. North Coast Proposed Projects - Zone 1: Big Basin

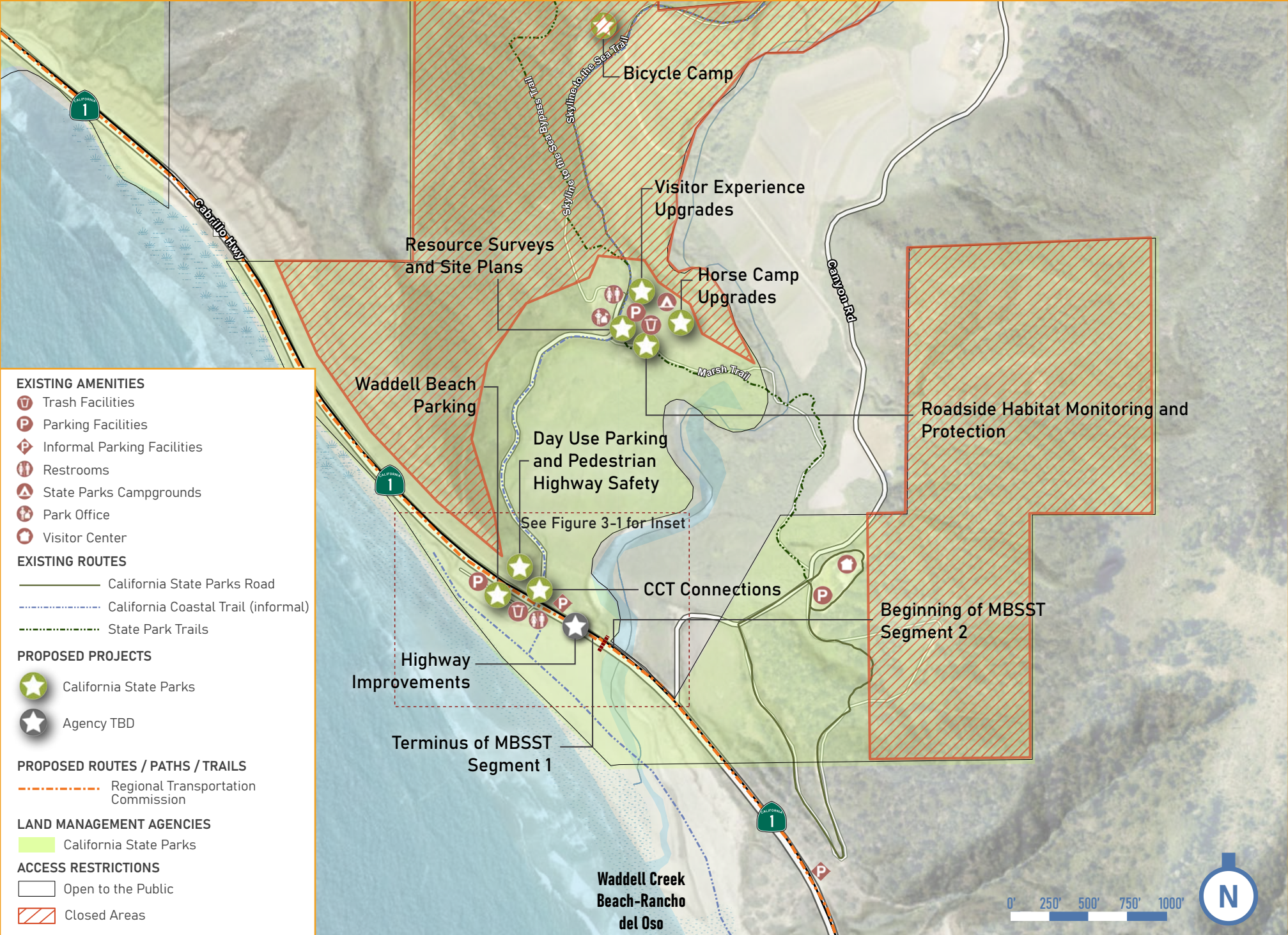


Table 3–2. Zone 1. Big Basin Project List

Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
Bicycle Camp	Planned – 20 years	Develop a bicycle camp and walk-in campground facilities. Consider alternative forms of camp facilities, such as yurts or tent cabins, with provisions to serve backpackers and touring bicyclists using the CCT and Highway 1 Pacific Coast Bike Route (PCBR).	Campground	Big Basin Redwoods State Park (SP)	California State Parks	—
Horse Camp Upgrades	Planned – 20 years	Upgrade or reconfigure the horse camp and equestrian staging facilities to improve campsites, trailer parking, and vehicle circulation.	Campground	Big Basin Redwoods SP	California State Parks	—
Visitor Experience Upgrades	Planned – 20 years	Address public health and safety issues, accessibility requirements, aesthetics, interpretation, and management of visitor capacity.	Visitor facilities	Big Basin Redwoods SP	California State Parks	—
Resource Surveys and Site Plans	Planned – 20 years	Conduct additional site-specific surveys, as necessary, to identify natural and cultural resource sensitivities and protective measures, and prepare site plan(s) to determine the location, size, and configuration of desired public use and park operations.	Planning	Big Basin Redwoods SP	California State Parks	—
Roadside Habitat Monitoring and Protection	Planned – 20 years	Protect special-status plant and wildlife habitats, conduct resource surveys, and monitor use along roadways and near sensitive habitats, implement resource management and protective measures to eliminate or mitigate human impacts on significant natural resources.	Habitat	Big Basin Redwoods SP	California State Parks	—
Regional Overnight Multi-use Trail Loop	Potential	Multi-use trail loop that would provide several overnight camping options along the route, as well as regional connections to the California Coastal Trail and Skyline-to-the-Sea Trail. Exact trail alignment has not been determined.	Trails	Big Basin Redwoods SP	California State Parks	—
Day Use Parking and Pedestrian Highway Safety	Planned – 20 years	Incorporate day-use parking (50–100 spaces) distributed on either side of Highway 1 depending on resource constraints and future roadway alignment, with safe pedestrian access from the inland side of the highway to Waddell Beach.	Parking	Big Basin Redwoods SP	California State Parks	Caltrans
Waddell Beach Parking	Planned – 20 years	Maintain and expand Waddell Beach parking facilities, as feasible, to support beach activities and ocean view parking.	Parking	Big Basin Redwoods SP	California State Parks	Caltrans
CCT Connections	Planned – 20 years	Re-establish trail connections to California Coastal Trail from Big Basin Redwoods SP.	Trails	Big Basin Redwoods SP	California State Parks	RTC
Highway Improvements	Planned – 20 years	Improve highway signage and implement effective measures to slow vehicle traffic and provide early warning to motorists for approaching intersection and pedestrian crossing.	Highway	Big Basin Redwoods SP	Agency TBD	Caltrans, State Parks, CCC
MBSST Segment 1	On hold	Improvements include 0.87 miles of Class III on-street/road shoulder bike route, 0.19 miles unpaved native soil trail, unpaved roadway shoulder on coastal side of Highway 1, and potentially fencing.	Trails	North Coast Rail Trail/Highway 1	RTC	State Parks, Caltrans

Source: PlaceWorks, 2023. Notes: BLM = Bureau of Land Management, Caltrans = California Department of Transportation, CCC = California Coastal Commission, Land Trust = Land Trust of Santa Cruz County, RTC = Santa Cruz County Regional Transportation Commission, TBD = To be determined, TPL = Trust for Public Land.





Rancho del Oso, Big Basin  
Redwoods State Park  
Photo credit: State Parks



### 3.2.2 Zone 2. Greyhound Rock

As the only developed publicly accessible area in Zone 2, Greyhound Rock Coastal Access currently provides parking, restrooms, trash facilities, and coastal access. Existing uses are for fishing, picnicking, beach access, vista points, and self-contained limited-stay recreational vehicle (RV) camping. The proposed Greyhound Rock Overnight Accommodations project would construct trails, overnight cabins, a discovery center, and a dining hall with kitchen. This project would relieve pressure on Big Basin Redwoods State Park for interpretation and accommodation in the northern part of the North Coast, while

providing an alternative to tent camping available at Big Basin Redwoods State Park.

The MBSST Segment 2 would improve the on-road bike route in Zones 1 through 3. Zone 2 is shown on Figure 3-3 and area projects are listed in Table 3-3.

Table 3-3. Zone 2. Greyhound Rock Project List						
Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
Greyhound Rock Overnight Accommodations	Potential	Proposed uses include trail development (California Coastal Trail), overnight cabins, discovery center, dining hall, and kitchen. Existing uses include fishing access, picnic tables, beach access, coastal overlook, RV camping.	Visitor Facilities	Greyhound Rock County Park	Agency TBD	CDFW, State Parks, Caltrans, Coastal Conservancy, CCC, County of Santa Cruz
MBSST Segment 2	On hold	4.77 miles of primarily existing road shoulder improvements due to limited available space and adjacent public land on the coastal side of Highway 1, routine road edge clearing, signs, and shoulder pavement striping, and potentially fencing.	Trails	North Coast Rail Trail/ Highway 1	RTC	State Parks, Caltrans

**Source:** PlaceWorks, 2023.

**Notes:** Caltrans = California Department of Transportation, CCC = California Coastal Commission, CDFW = California Department of Fish and Wildlife, RTC = Santa Cruz County Regional Transportation Commission, State Parks = California State Parks.



Figure 3-3. North Coast Proposed Projects - Zone 2: Greyhound Rock



### 3.2.3 Zone 3. Scott Creek

As there is currently some parking and beach access at Scott Creek, provision of a restroom is imperative to accommodate the basic needs of visitors and prevent the nuisances caused by a lack of restrooms. While likely difficult to implement due to sea level rise, the potential Restroom at Scott Creek Beach Project is important infrastructure for the North Coast. The Scott Creek Coastal Resiliency Project will replace the Highway 1 bridge over Scott Creek and restore the lagoon to increase sea level rise resiliency, while providing expanded parking facilities, which will improve visitor access and road safety in Zone 3.

MBSST Segments 2 and 3 expand multimodal access through the North Coast. Segment 2 is primarily existing road shoulder improvements on

Highway 1 along the coastal side to designate bicycling and pedestrian areas, while Segment 3 begins a separated multi-use paved path that includes a bridge over Scott Creek. See Figure 3-4 for a map of Zone 3. Table 3-4 lists projects in the area.

Notes for Table 3-4. Zone 3. Scott Creek Project List

Source: PlaceWorks, 2023.

Notes: Caltrans = California Department of Transportation, CDFW = California Department of Fish and Wildlife, NOAA = National Oceanic and Atmospheric Administration, RCD = Resource Conservation District of Santa Cruz County, RTC = Santa Cruz County Regional Transportation Commission, State Parks = California State Parks, TBD = To be determined.

Table 3-4. Zone 3. Scott Creek Project List						
Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
Scott Creek Coastal Resiliency Project	Planned - 10 years	Scott Creek Bridge replacement and lagoon restoration with future north and south parking lots.	Infrastructure, Conservation	Highway 1 and Scott Creek Beach	Caltrans	RTC, RCD, CDFW, County of Santa Cruz, Wildlife Conservation Board, Coastal Conservancy, USFWS Coastal Program, and NOAA Fisheries
Restroom at Scott Creek Beach	Potential	Restroom at Scott Creek Beach	Visitor Facilities	Scott Creek Beach	Agency TBD	County of Santa Cruz, RTC, Caltrans
MBSST Segment 3	On hold	1.11 miles (5,870 linear feet) multi-use paved path (Class I), one pre-engineered bike/pedestrian bridge, 150-foot span, and fencing may be considered when project is implemented.	Trails	North Coast Rail Trail	RTC	State Parks



Figure 3-4. North Coast Proposed Projects - Zone 3: Scott Creek





### 3.2.4 Zone 4. Davenport

Projects proposed in Zone 4 are chiefly on Bureau of Land Management (BLM) land and focus on creating infrastructure to enable public access to designated portions of Cotoni-Coast Dairies National Monument. Trail construction in recreation management zone (RMZ) #1 consists of an underway Phase 1 and planned Phase 2, both of which will increase hiking and biking trails on the North Coast. Access to the new trails will be centralized, and facilities will be developed to serve the trailhead, such as the Parking for Northern Trailhead project and nearby Historic Feature Preservation and Restoration project, which may include interpretive and educational opportunities to further connect visitors to the National Monument and the history of the land.

The North Coast Rail Trail begins in Zone 4 and will provide parking in the community of Davenport, as well as restrooms, bike racks, benches, and concrete rail crossings, in addition to the trail itself which runs 7.5 miles from Davenport to Wilder Ranch State Park. These amenities will address some of the needs identified in the NCFMP process for more facilities at popular and challenging Davenport Beach and Bluffs. The forthcoming North Coast Rail Trail alignment and amenities are shown in orange on the Zone Maps.

Additional potential connections between features and facilities in Zone 4 include the Cement Plant Road Multi-Use Path project, MBSST Segment 4 project, and Excursion Train project, each of which would provide alternative transportation in a hard-to-serve corridor and connect the main part of Davenport with car-free access to additional beaches and trails, as well as providing a safe bicycle and pedestrian route from New Town to Davenport. Given the underway North Coast

Rail Trail, coordination between projects to avoid duplicative efforts and ensure maximum public benefit is crucial in this area. See Figure 3-6 for a map of Zone 4 and Figure 3-5 for a map inset showing projects in Davenport. Area projects are listed in Table 3-5 and the North Coast Rail Trail is featured on page 59.

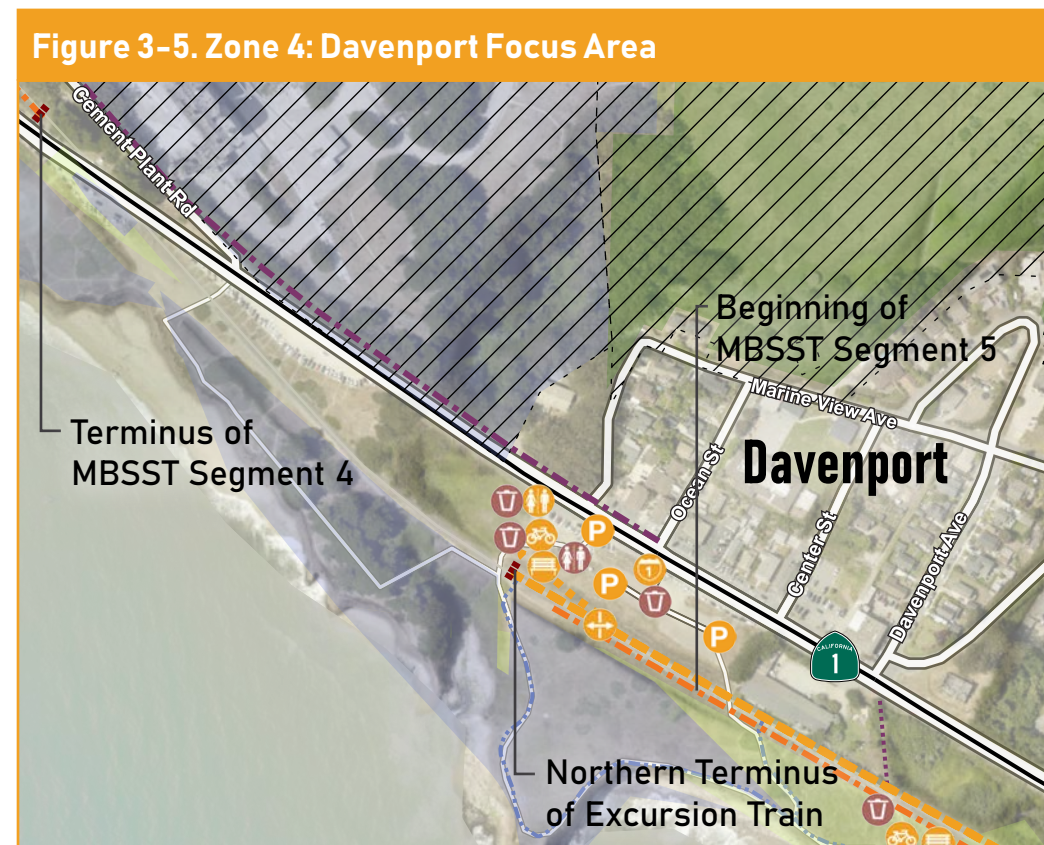
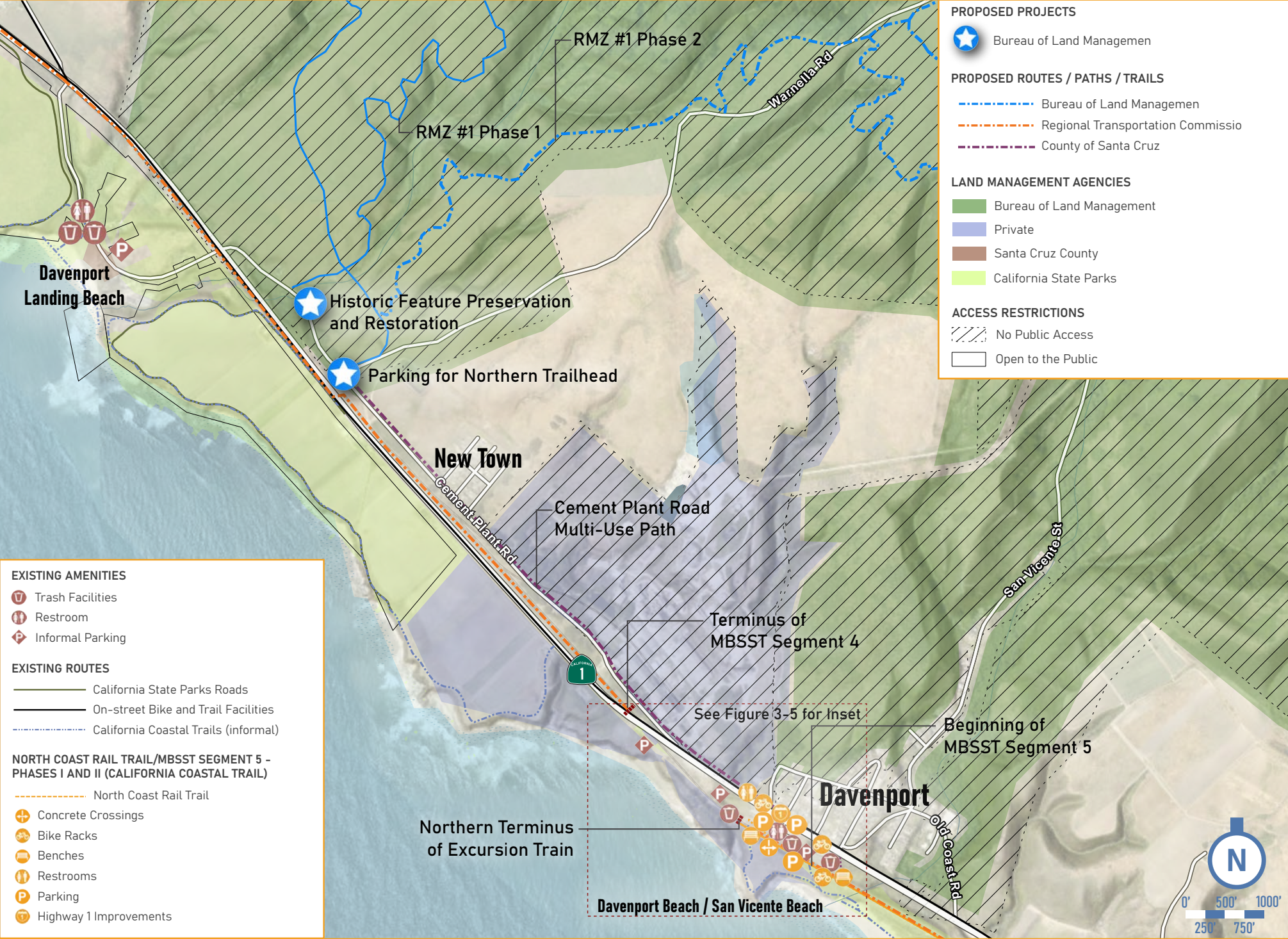




Figure 3-6. North Coast Proposed Projects - Zone 4: Davenport



**Table 3-5. Zone 4. Davenport Project List**

Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
RMZ #1 Phase 1	Underway/ Imminent	Molino Bank Loop – Hike, Bike Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, County Public Works
RMZ #1 Phase 2	Planned - 10 years	Agua Puerca Loops and Warnella Loops – Hike, Bike Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, County Public Works
Historic Feature Preservation and Restoration	Planned - 5 years	Preserve and restore the Mocettini Cheese Barn and the other historic features nearby.	Historic Preservation	Cotoni-Coast Dairies National Monument	BLM	CCC, Office of Historic Preservation, National Parks Service, State Parks
Cement Plant Road Multi-Use Path	Potential	Class I multi-use path on inland side of Cement Plant Road from Warnella Road to Highway 1 and continuing along inland side of Highway 1 from Cement Plant Road to Ocean Street to connect Cotoni-Coast Dairies' parking lot to Davenport and North Coast Rail Trail.	Trails	CEMEX Property, Davenport, and Highway 1	County of Santa Cruz	Caltrans, RTC, and BLM
Parking for Northern Trailhead	Planned - 5 years	Parking (47-69 spaces) near Warnella Road and Cement Plant Road - exact location TBD	Parking	Cotoni-Coast Dairies National Monument	BLM	CCC, Santa Cruz County, County Public Works, Caltrans
MBSST Segment 4	On hold	1.38 miles multi-use rail trail (Class I), 1.41 miles bluff trail (Segment 4A), 0.85 miles on-street bike lanes (Segment 4B), a Highway 1 crossing at Davenport Landing Road, a rail crossing in front of cement plant property, 3 road crossings, and potentially fencing.	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	State Parks, Santa Cruz County, Caltrans
Excursion Train	Potential, depending on railroad operator interest	Excursion train to run along the Santa Cruz Branch Rail Line from Davenport to Santa Cruz.v	Rail	Santa Cruz Branch Rail Line	RTC, City of Santa Cruz, and County of Santa Cruz	—
North Coast Rail Trail/ MBSST Segment 5 - Phases I and II (California Coastal Trail)	Underway/ Imminent	7.5-mile continuous paved ADA-accessible bicycle and pedestrian trail connecting Wilder Ranch to Davenport. Safety and mobility improvements adjacent to Highway 1 with the addition of two new parking lots and restrooms (one at Davenport and one at Yellowbank/Panther), and an at-grade pedestrian crossing of Highway 1 in Davenport.	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	FHWA-CFL, State Parks, County of Santa Cruz

**Source:** PlaceWorks, 2023. **Notes:** BLM = Bureau of Land Management, Caltrans = California Department of Transportation, CCC = California Coastal Commission, RTC = Santa Cruz County Regional Transportation Commission, State Parks = California State Parks, TBD = To be determined.



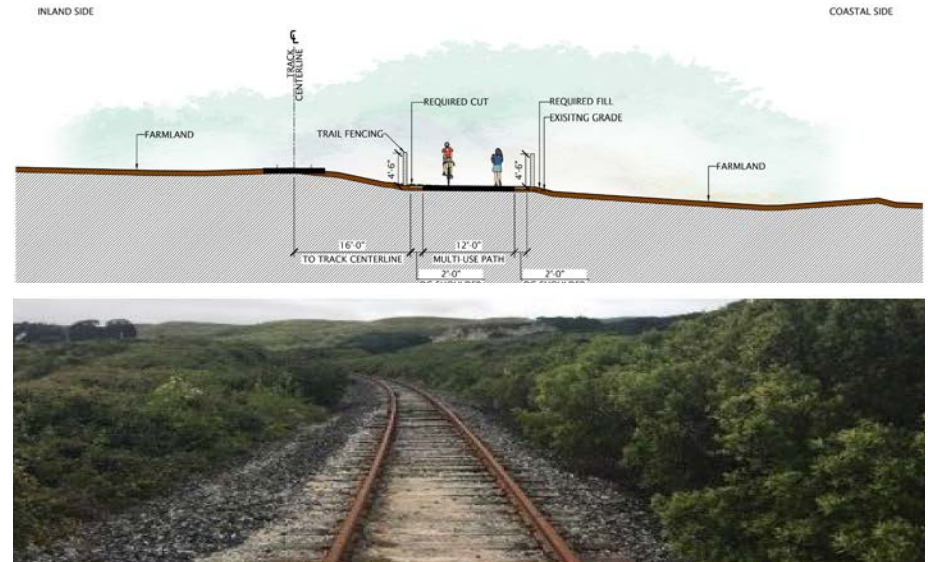
# North Coast Rail Trail

The North Coast Rail Trail Project is a 7.5-mile multi-use bicycle and pedestrian trail proposed to extend along the Santa Cruz Branch Rail Line railroad corridor from Davenport in the north in unincorporated Santa Cruz County to Wilder Ranch State Park in the south (Zones 4-9). The project comprises the majority of Segment 5 of the larger Monterey Bay Sanctuary Scenic Trail (MBSST) Network.

The North Coast Rail Trail is divided into three phases. Phase I covers 5.4 miles from Wilder Ranch to Panther/Yellowbank Beach. Phase II spans 2.1 miles from Panther/Yellowbank Beach to Davenport and includes new parking lots and restrooms in Davenport and at Panther/Yellowbank Beach, improved access to the parking lot at Bonny Doon Beach, and a pedestrian crossing of Highway 1 in Davenport. Phase III includes construction of the Cotoni-Coast Dairies Highway 1 overpass that connects the North Coast Rail Trail on the coastal side of Highway 1 to Cotoni-Coast Dairies National Monument on the inland side of Highway 1.

The North Coast Rail Trail Project Phases I-III are fully funded. Phase I and Phase II final design and permitting are scheduled to be complete in 2023 and construction funding is programmed for 2024. Phase III is scheduled to complete environmental review in 2024, design in 2025, and begin construction in 2027.

The trail and associated amenities that will be built as part of the forthcoming North Coast Rail Trail project are shown in orange on the maps for Zones 4-9 to distinguish them from other planned or proposed amenities.



Proposed track and trail layout (top); Santa Cruz Branch Rail Line (bottom).  
Photo Credit: RTC.

**Source:** <https://sccrtc.org/projects/multi-modal/monterey-bay-sanctuary-scenic-trail/north-coast-rail-trail/>

### 3.2.5 Zone 5. Shark Fin Cove

The North Coast Rail Trail/MBSST Segment 5 - Phases I and II will connect Davenport to Santa Cruz and residents of both to beaches and trails along the way. The potential Excursion Train continues through Zone 5 en route to Santa Cruz; stops have not yet been identified.

The public has called for improved parking and provision of a restroom at Shark Fin Cove. As in previous zones, where there is beach access, it is prudent to provide restrooms to prevent unwanted urination and defecation around trails and parking lots as well as parking lots with safer ingress and egress to Highway 1. An agency to implement the potential restroom and parking projects has yet to be identified. At Bonny Doon Beach, the North Coast Rail Trail/MBSST Segment 5 – Phases I and II, which is under development, will include the trail, bike racks, benches, and concrete crossings where needed in Zone 5. See Figure 3-7 for a map of Zone 5 and Table 3-6 for a list of projects in the area.



Shark Fin Cove. Photo credit: State Parks

Table 3-6. Zone 5. Shark Fin Cove Project List

Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
Parking at Shark Fin Cove	Potential	Add formalized parking at Shark Fin Cove	Parking	Shark Fin Cove	Agency TBD	Caltrans, State Parks, County of Santa Cruz, RTC
Restroom at Shark Fin Cove	Potential	Restroom at Shark Fin Cove	Visitor Facilities	Shark Fin Cove	Agency TBD	Caltrans, State Parks, County of Santa Cruz, RTC

**Source:** PlaceWorks, 2023. **Notes:** Caltrans = California Department of Transportation, FHWA-CFL = Federal Highway Administration Central Federal Lands, RTC = Santa Cruz County Regional Transportation Commission, State Parks = California State Parks, TBD = To be determined. .



Figure 3-7. North Coast Proposed Projects - Zone 5: Shark Fin Cove



### 3.2.6 Zone 6. Yellowbank-Panther Beach

Projects proposed in Zone 6 include several on BLM land on the inland side of the highway focused on creating infrastructure to enable public access to designated portions of Cotoni-Coast Dairies National Monument. Trail construction in RMZ #3 consists of two planned phases, the first of which will increase hiking, biking, and equestrian trails on the North Coast while the second focuses exclusively on equestrian trails. Access to the new trails will be centralized, and facilities will be developed to serve the trailhead, such as the Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies National Monument project and possibly the Restroom at C-CD Parking Lot project, both of which would be led by TPL.

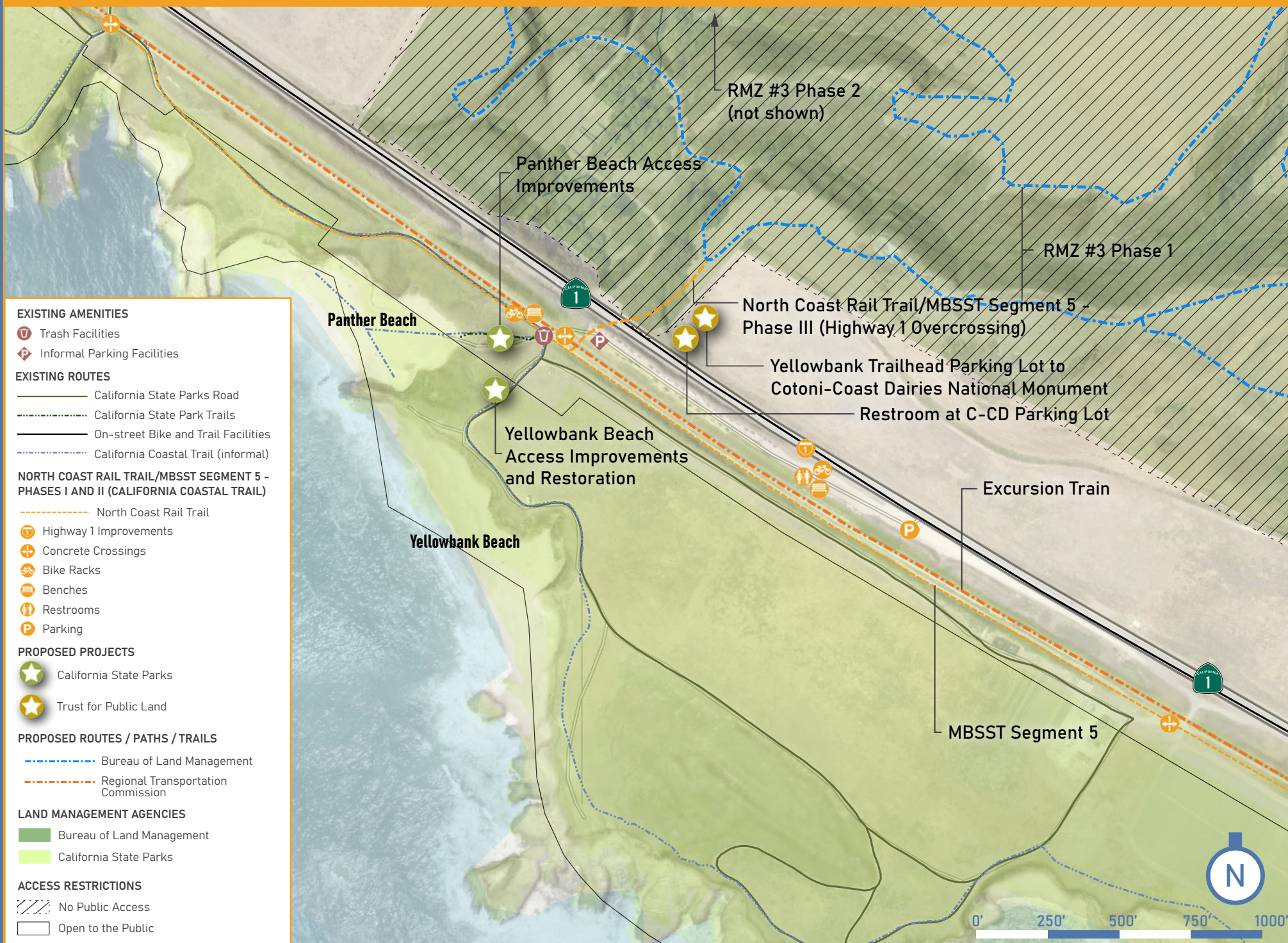
The planned North Coast Rail Trail/MBSST Segment 5 - Phase III “Highway 1 Overcrossing” will provide a vital, safe pedestrian crossing of Highway 1 at this already-busy nexus. The overcrossing will connect the North Coast Rail Trail and State Parks properties on the coastal side of Highway 1 to the planned trails of Cotoni-Coast Dairies National Monument on the inland side of the highway. As projects are completed, this zone will see an increase in highway ingress and egress as well as parking activity, all of which can create vehicle to vehicle conflict zones and pose safety hazards to pedestrians. The turning lane and formalized parking lot entrance will mitigate vehicle hazards.

Adjacent but separate projects will focus on the coastal side and include Panther Beach Access Improvements, and Yellowbank Beach Access Improvements and Restoration, to improve beach access, safety, and protect habitat, and will include signage.

The North Coast Rail Trail/MBSST Segment 5 - Phases I and II in Zone 6 will provide the trail, benches, bike racks, restrooms, parking, and concrete crossings. Some of the amenities provided by the North Coast Rail Trail are also described in the Yellowbank Beach Access Improvements and Restoration project, and this project may need an adjusted scope to reflect the amenities that will be built by the North Coast Rail Trail. The potential Excursion Train continues through Zone 6 en route to Santa Cruz; stops have not yet been identified. See Figure 3-8 for a map of Zone 6 and Table 3-7 for a list of projects in the area.



**Figure 3-8. North Coast Proposed Projects - Zone 6: Yellowbank-Panther Beach**



**Table 3-7. Zone 6. Yellowbank-Panther Beach Project List**

Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
RMZ #3 Phase 2	Planned - 10 years	Cotoni Trail 02 - Hike, Horse Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, State Parks, RTC
RMZ #3 Phase 1	Planned - 5 years	Cotoni Trail - Hike, Horse Trail; Yellowbank Connection; Yellowbank N Loop - Hike, Horse Trail; Yellowbank S Loop - Hike, Bike, Horse Trail	Trails	Cotoni-Coast Dairies National Monument	BLM	CCC, State Parks, RTC
North Coast Rail Trail/ MBSST Segment 5 - Phase III (Highway 1 Overcrossing)	Underway/ Imminent	Pedestrian overcrossing of Highway 1 at Yellowbank/Panther parking lot to connect to Cotoni-Coast Dairies trailhead.	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	FHWA-CFL, State Parks, County of Santa Cruz, BLM, Caltrans
Panther Beach Access Improvements	Planned - 5 years	Public access improvement to Panther Beach from the top of the bluff.	Trails	Panther Beach	State Parks	State Parks
Restroom at C-CD Parking Lot	Potential	Build restroom with potable water at Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies National Monument	Infrastructure	Panther Beach	TPL	BLM
Yellowbank Beach Access Improvements and Restoration	Planned - 20 years	Highway 1 turning lanes and bus stop; parking lot with guard rail, fee boxes, and relocation of electrical poles; concrete stairs with handrail; trash cans; vault toilets; beach clean-up; emergency telephone; signs; and coastal scrub revegetation.	Visitor Facilities	Yellowbank Beach	State Parks	Caltrans
Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies National Monument	Potential	Development of trailhead parking lot for up to 77 spaces, 3 ADA spaces, and 5 pull-through equestrian trailer spaces put forth by TPL and FONC to provide southern access to Cotoni-Coast Dairies.	Parking	TPL property near Yellowbank Trailhead	TPL	BLM, Caltrans

**Source:** PlaceWorks, 2023. **Notes:** BLM = Bureau of Land Management, Caltrans = California Department of Transportation, CCC = California Coastal Commission, FHWA-CFL = Federal Highway Administration Central Federal Lands, FONC = Friends of the North Coast, RTC = Santa Cruz County Regional Transportation Commission, State Parks = California State Parks, TBD = To be determined, TPL = Trust for Public Land.





Yellowbank - Panther  
Photo credit: State Parks.

### 3.2.7 Zone 7. Laguna Creek

As no restrooms or trash receptacles are currently available in Zone 7, the proposed Laguna Creek Beach improvements would provide important visitor infrastructure for the three beaches in this zone. Improvements would include paved turnings from Highway 1 to Laguna Road and the existing parking area, pedestrian crossing facilities to access the coast side of the highway, restrooms, trash receptacles, signage, historic building restoration, and wetland and nesting area preservation. An additional project, Laguna Creek Beach Marsh Preservation, would focus on beach cleanup and marsh preservation to improve habitat for the snowy plover (*Charadrius nivosus*), which is listed as a threatened species by the federal Endangered Species Act.

The North Coast Rail Trail/MBSST Segment 5 - Phases I and II in Zone 7 includes the off-street trail with a set of bike racks and benches near Laguna Creek Beach, a trash receptacle at the intersection with the existing trail to the beach, and concrete crossings of State Parks roads and Scaroni Road. The potential Excursion Train continues through



Laguna Creek Beach. Photo credit: State Parks

Zone 7 en route to Santa Cruz; stops have not yet been identified. See Figure 3-9 for a map of Zone 7 and Table 3-8 for a list of projects in the area.

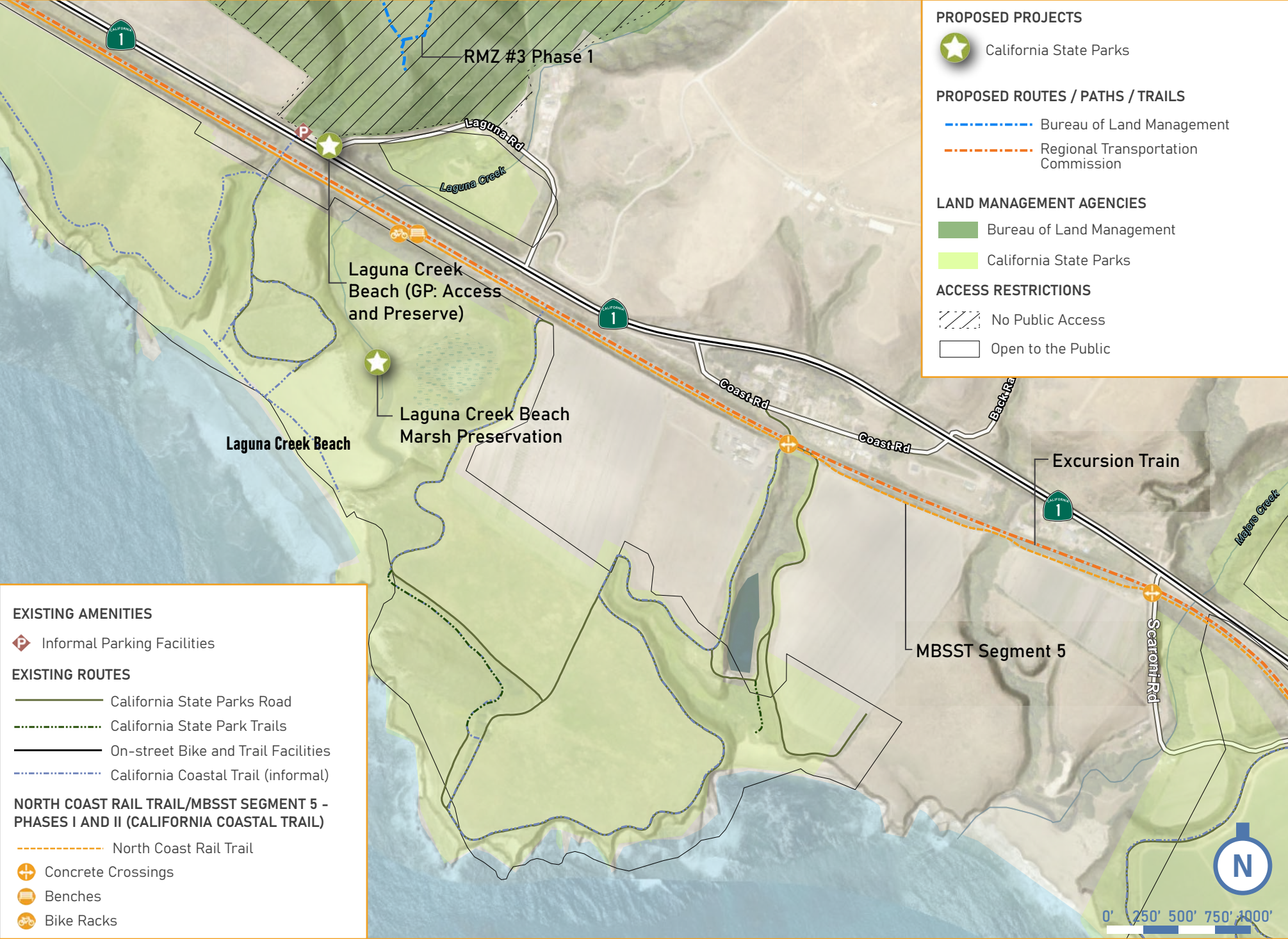
Table 3-8. Zone 7. Laguna Creek Project List

Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
Laguna Creek Beach (GP: Access and Preserve)	Planned - 20 years	Add paved shoulders for turning onto Laguna Creek Road to parking lot, pedestrian safety improvements, visitor amenities (i.e., trash, vault toilets, signs), widen access trail section between railroad track and highway, grading, wetland and nesting area preservation. Restoration of historic buildings.	Highway	Laguna Creek Beach	State Parks	Caltrans
Laguna Creek Beach Marsh Preservation	Planned - 20 years	Beach cleanup, marsh/snowy plover preservation	Habitat Preservation	Laguna Creek Beach	State Parks	---

Source: PlaceWorks, 2023. Notes: State Parks = California State Parks.



Figure 3-9. North Coast Proposed Projects - Zone 7: Laguna Creek



### 3.2.8 Zone 8. Four Mile Beach

While several options for parking exist in Zone 8, all are unpaved or quite small. The proposed Four Mile Beach Parking Lot project would upgrade the parking areas closest to Four Mile Beach, improving access to the California Coastal Trail segment that connects Highway 1 with Four Mile Beach and Three Mile Beach. A restroom is proposed at the Four Mile Beach parking area. The North Coast Rail Trail/MBSST Segment 5 - Phases I and II will also provide benches, trash receptacles, and bike racks in Zone 8, along with three concrete crossings. The potential Excursion Train continues through Zone 8 en route to Santa Cruz; stops have not yet been identified. See Figure 3-10 for a map of Zone 8 and Table 3-9 for a list of projects in the area.



Four Mile Beach. Photo credit: State Parks

Table 3-9. Zone 8. Four Mile Beach Project List						
Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
Four Mile Beach Parking Lot	Planned - 20 years	Parking lot at Four Mile Beach.	Parking	Four Mile Beach	State Parks	Caltrans
Restroom at Four Mile Beach	Potential	Restroom at Four Mile Beach	Visitor Facilities	Four Mile Beach	State Parks	---

Source: PlaceWorks, 2023. Notes: State Parks = California State Parks.



Figure 3-10. North Coast Proposed Projects - Zone 8: Four Mile Beach



### 3.2.9 Zone 9. Wilder Ranch

In Zone 9, adequate parking and restrooms are available for the existing recreational facilities in Wilder Ranch State Park. Projects in this zone are mostly upgrades, such as the Old Cove Landing Trail Accessibility Improvements project, which will make an existing trail into an ADA-accessible trail along the bluffs above Old Cove Landing and Wilder Beach. The Wilder Ranch Cultural Preserve project is the renovation of Bolcoff Adobe and Grainery in the Wilder Ranch Complex, to preserve and interpret the history of the place for visitors.

The North Coast Rail Trail/MBSST Segment 5 - Phases I and II's southern terminus will be near the Interpretive Center in Wilder Ranch, and

bike racks, trash, and benches will be added adjacent to the existing parking lot. The MBSST Segment 6 project is proposed along the Santa Cruz Branch Rail line, but is on hold because an alternate route, a paved multi-use trail parallel to Highway 1, already exists. The potential Excursion Train continues through Zone 9 en route to Santa Cruz; stops have not yet been identified. See Figure 3-11 for a map of Zone 9 and Table 3-10 for a list of projects in the area.

**Table 3-10. Zone 9. Wilder Ranch Project List**

Project Name	Status	Project Description	Project Type	Property Name	Agency	Other Agencies To Coordinate With
Old Cove Landing Trail Accessibility Improvements	Planned - 10 years	Upgrade the Old Cove Landing Trail at Wilder Ranch to an ADA accessible trail	Trails	Wilder Ranch State Park	State Parks	---
Wilder Ranch Cultural Preserve	Planned - 20 years	Wilder Ranch Complex renovate Bolcoff Adobe and Grainery	Cultural Preserve	Wilder Ranch State Park	State Parks	---
MBSST Segment 6	On hold - Alternate route provided on Caltrans Multi-use Trail along Highway 1	1.49 miles (7,830 linear feet) - Wilder Ranch trailhead to Moore Creek.	Trails	North Coast Rail Trail/Santa Cruz Branch Rail Line	RTC	City of Santa Cruz

**Source:** PlaceWorks, 2023. **Notes:** State Parks = California State Parks, RTC = Santa Cruz County Regional Transportation Commission.



Figure 3-11. North Coast Proposed Projects - Zone 9: Wilder Ranch



## 3.2.10 Potential Projects

Potential projects have been suggested by the public, consultant, or participating agencies during the NCFMP process, some of which were determined by the Working Group to be high priority because they fill needed gaps and are feasible to pursue, though many do not yet have a lead agency who will manage planning and implementation. Recommendations for continuing development of potential projects are included in Chapter 4.

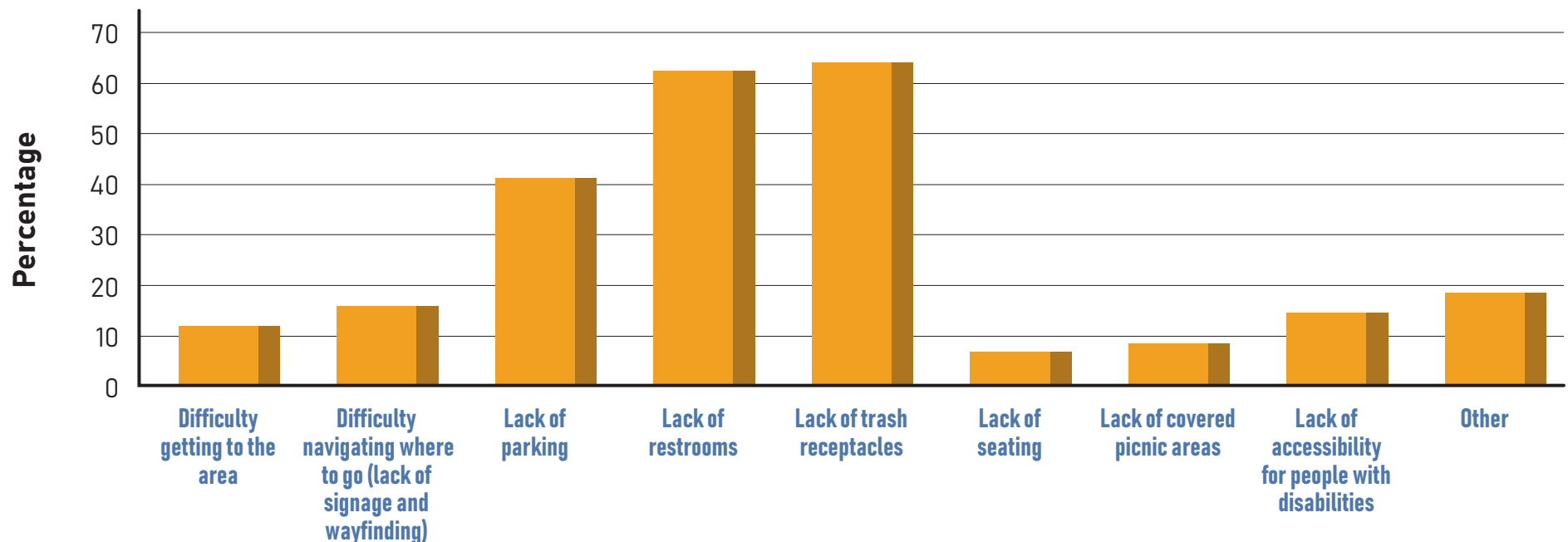
The projects in this section have already been mentioned in their respective zones. However, as the issues these projects address are of high concern to the public, examining them as a group and ensuring that the needs they address are met one way or another is important

for future collaborative management on the North Coast.

These projects chiefly address basic visitor amenities, such as restrooms and trash receptacles, as well as parking facilities, as these were areas of greatest difficulty identified by survey respondents during Round 1 of community engagement of the NCFMP process, as shown in Figure 3-12. In addition, in written comments, the most frequently mentioned issues were trash, restrooms, and parking.

Feedback in Round 2 of community engagement indicated that the draft Plan should address trash, restrooms, parking sufficiency, and confirmed these as priorities. Traffic safety and alternative transportation were also identified as top issues in Round 2. While some

**Figure 3-12. Visitor Challenges**





**Table 3-11. Potential Projects List**

Project Name	Zone	Project Description	Project Type	Property Name	Agency
Regional Overnight Multi-use Trail Loop	Zone 1: Big Basin	Multi-use trail loop that would provide several overnight camping options along the route, as well as regional connections to the California Coastal Trail and Skyline-to-the-Sea Trail. Exact trail alignment TBD.	Trails	Big Basin Redwoods State Park	State Parks
Greyhound Rock Overnight Accommodations	Zone 2: Greyhound Rock	Proposed uses include trail development (California Coastal Trail), overnight cabins, discovery center, dining hall, and kitchen. Existing uses include fishing access, picnic tables, beach access, coastal overlook, RV camping.	Visitor Facilities	Greyhound Rock County Park	Agency TBD
Restroom at Scott Creek Beach	Zone 3: Scott Creek	Restroom at Scott Creek Beach	Visitor Facilities	Scott Creek Beach	Agency TBD
Cement Plant Road Multi-Use Path	Zone 4: Davenport	Class I multi-use path on inland side of Cement Plant Road from Warnella Road to Highway 1 and continuing along inland side of Highway 1 from Cement Plant Road to Ocean Street to connect C-CD parking lot to Davenport and North Coast Rail Trail.	Trails	CEMEX Property, Davenport, and Highway 1	County of Santa Cruz
Excursion Train	Zones 4-9: Davenport; Shark Fin Cove; Yellowbank/ Panther Beach; Laguna Creek; Four Mile Beach; Wilder Ranch	Excursion train to run along the Santa Cruz Branch Rail Line from Davenport to Santa Cruz.	Rail	Santa Cruz Branch Rail Line	RTC, City of Santa Cruz, and County of Santa Cruz
Parking at Shark Fin Cove	Zone 5: Shark Fin Cove	Add formalized parking at Shark Fin Cove	Parking	Shark Fin Cove	Agency TBD
Restroom at Shark Fin Cove	Zone 5: Shark Fin Cove	Restroom at Shark Fin Cove	Visitor Facilities	Shark Fin Cove	Agency TBD
Restroom at C-CD Parking Lot	Zone 6: Yellowbank/ Panther Beach	Build restroom with potable water at Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies National Monument	Infrastructure	Panther Beach	TPL
Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies National Monument	Zone 6: Yellowbank/ Panther Beach	Development of trailhead parking lot for up to 77 spaces, 3 ADA spaces, and 5 pull-through equestrian trailer spaces put forth by TPL and FONC to provide southern access to Cotoni-Coast Dairies.	Parking	TPL property near Yellowbank Trailhead	TPL
Restroom at Four Mile Beach	Zone 8: Four Mile Beach	Restroom at Four Mile Beach	Visitor Facilities	Four Mile Beach	State Parks

**Source:** PlaceWorks, 2023. **Notes:** Caltrans = California Department of Transportation, FONC = Friends of the North Coast, RTC = Santa Cruz County Regional Transportation Commission, State Parks = California State Parks, TBD = To be determined, TPL = Trust for Public Land

potential projects address these issues, the level of public concern indicates that more projects addressing these issues are pertinent for improved visitor and resident experience on the North Coast. Outreach to low-income Spanish-speaking residents of the North Coast identified a need for multilingual signage and public transportation and surfaced additional desired projects that are detailed in Chapter 4, which the Working Group may consider adding as potential projects.

The potential projects identified in this section would fill in the gaps in restrooms, currently available only in Zones 1, 2, 4, and 9, with projects in Zones 3, 5, 6, and 8. See additional details listed in Table 3-13.

Parking facilities tend to be more developed at each end of the North Coast in State Parks; one potential project and a multitude of proposed projects, along with underway North Coast Rail Trail parking lots at Davenport and Yellowbank/Panther, will augment parking facilities in the middle zones.

Upgrades to parking and restrooms will increase operations and maintenance investments in underserved areas of the North Coast. As these facilities will likely include trash receptacles, this overall increase in investment and attention will result in improved trash management. In addition, the sum of these new facilities and the official presence to operate and maintain them will prevent many nuisance and safety issues identified throughout the NCFMP process.

## 3.3 Priority Projects

While establishment of the project list was an important milestone in the NCFMP process, there was an additional need to identify priority



Four Mile Beach. Photo credit: State Parks

projects for expedited coordination and implementation by responsible agencies. Prioritization criteria and weighting were discussed and finalized at a Working Group meeting. A points system was agreed upon to integrate various agency priorities and result in an overall priority list. Weighting was accomplished by assigning points to each criterion. Planned time horizon is assigned points along a scale, and all other criteria are assigned on a binary basis: all points are assigned if true, and no points are assigned if false. The final prioritization criteria and weighting are shown in Table 3-12.

The points assigned to projects in the full final project list were applied to produce priority project lists. Applying the points for all criteria results in an overall priority list. Applying points for select criteria results in priority lists that emphasize certain criteria. An overall priority list and two select priority lists are discussed in this section.



**In Table 3-13**, all weighting criteria have been applied to the project list and the list has been sorted so the highest-priority projects are at the top. The High Priority section represents infrastructure projects that are most ready and most important to be implemented on the North Coast: they are partially funded, prioritized within their implementing agency, and meet several NCFMP goals, as well as having public and stakeholder support, needing to leverage the coordination opportunity between agencies presented by the NCFMP process, address climate resiliency, and contribute to public safety. The High Priority projects shown scored 65 to 95 points out of 100 points possible from prioritization criteria and weighting. The Medium Priority projects generally lack funding, are not yet a priority for the implementing agency, or address a more narrow need and so do not meet multiple NCFMP goals or address urgent issues of public safety and climate resiliency. The Medium Priority projects shown scored 40 to 55 points out of 100 points possible. The Low Priority projects generally meet fewer prioritization criteria, and scored 10 to 35 points.

**In Table 3-14**, “High-Priority Project as Indicated by Agency”, “Public and/or Stakeholder Support”, and “Public Safety Project” weighting criteria have been applied to the project list and the list has been sorted so the highest-priority projects are at the top. While all prioritization criteria are valuable for evaluating projects, this combination of criteria represents a concise evaluation of projects based on three key enabling factors: agency priority, public support, and the urgency brought by public safety concern. Only high and medium priority projects are shown to focus the reader on the projects that meet these conditions.

**Table 3-12. Prioritization Criteria and Weighting**

Criterion	Points if True
Project Status / Planned Time Horizon	
■ Planned – 5 years or underway/imminent	20 points
■ Planned – 10 years	15 points
■ Planned – 20 years	10 points
■ Potential	5 points
■ On hold	0 points
High-Priority Project as Indicated by Agency	20 points
Public and/or Stakeholder Support	15 points
Multiagency Coordination among North Coast Agencies Needed	10 points
Partially Funded	10 points
Meets 3 or more NCFMP Goals	5 points
Climate Resiliency Project	10 points
Public Safety Project	10 points

**In Table 3-15**, “Partially Funded” and “Multiagency Coordination among North Coast Agencies Needed” weighting criteria have been applied to the project list and the list has been sorted so the highest-priority projects are at the top. This combination of criteria underscores a tension in projects between having funding (an enabling condition) and needing coordination (a potential barrier). This table highlights projects that would most benefit from Working Group attention in future meetings.

The priority project tables included in this section demonstrate prioritization results when different criteria are applied to a project list. A tool has been created for the Working Group to apply different sets of criteria and review the resultant priority project tables. The Working

**Table 3-13. North Coast Priority Projects – All Criteria Applied**

<b>Project</b>		<b>Agency</b>	<b>Zone</b>
<b>High Priority</b>	Scott Creek Coastal Resiliency Project	Caltrans	3
	Parking for Northern Trailhead	BLM	4
	Historic Feature Preservation and Restoration	BLM	4
	Cement Plant Road Multi-Use Path	County of Santa Cruz	4
	Greyhound Rock Overnight Accommodations	Agency TBD	2
	Parking at Shark Fin Cove	Agency TBD	5
	Panther Beach Access Improvements	California State Parks	6
<b>Medium Priority</b>	Four Mile Beach Parking Lot	California State Parks	8
	RMZ #1 Phase 1	BLM	4
	Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies NM	Trust for Public Land	6
	MBSST Segment 3	RTC	3
	MBSST Segment 2	RTC	2
	MBSST Segment 1	RTC	1
	MBSST Segment 4	RTC	4
	Restroom at Shark Fin Cove	Agency TBD	5
	Old Cove Landing Trail Accessibility Improvements	California State Parks	9
	Wilder Ranch Cultural Preserve	California State Parks	9
	RMZ #3 Phase 1	BLM	6
	Restroom at Scott Creek Beach	Agency TBD	3
	Restroom at Four Mile Beach	California State Parks	8
	RMZ #3 Phase 2	BLM	6
	RMZ #1 Phase 2	BLM	4
<b>Low Priority</b>	Day Use Parking and Pedestrian Highway Safety	California State Parks	1
	Highway Improvements	Agency TBD	1
	Regional Overnight Multi-use Trail Loop	California State Parks	1
	MBSST Segment 6	RTC	9
	Visitor Experience Upgrades	California State Parks	1
	Roadside Habitat Monitoring and Protection	California State Parks	1
	Laguna Creek Beach Marsh Preservation	State Parks	7
	Bicycle Camp	California State Parks	1
	Horse Camp Upgrades	California State Parks	1
	Yellowbank Beach Access Improvements and Restoration	State Parks	6
	CCT Connections	California State Parks	1
	Waddell Beach Parking	California State Parks	1
	Restroom at C-CD Parking Lot	TPL	6
	Resource Surveys and Site Plans	California State Parks	1
	Panther Beach (GP:Access)	State Parks	6
	Laguna Creek Beach (GP:Access and Preserve)	State Parks	7



Group may use this to identify certain project types based on current agency funding availability, types of grants under consideration, and in long-term planning for the region. As the project list may change over time as new projects are added and priority projects are completed, the tool will enable ongoing project prioritization.

The full project list at the completion of the NCFMP with assigned points based on prioritization criteria is included as Appendix C.

**Table 3-14. North Coast Priority Projects – High-Priority Project as Indicated by Agency, Public and/or Stakeholder Support, and Public Safety Project**

Project		Agency
High Priority	Cement Plant Road Multi-Use Path	County of Santa Cruz
	Greyhound Rock Overnight Accommodations	Agency TBD
	Scott Creek Coastal Resiliency Project	Caltrans
	Parking at Shark Fin Cove	Agency TBD
	Four Mile Beach Parking Lot	California State Parks
	Parking for Northern Trailhead	BLM
	Historic Feature Preservation and Restoration	BLM
Medium Priority	Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies NM	Trust for Public Land
	Restroom at Scott Creek Beach	Agency TBD
	Restroom at Shark Fin Cove	Agency TBD
	Restroom at Four Mile Beach	California State Parks
	Old Cove Landing Trail Accessibility Improvements	California State Parks
	Panther Beach Access Improvements	California State Parks
	Wilder Ranch Cultural Preserve	California State Parks

**Table 3-15. North Coast Priority Projects – Partially Funded and Multiagency Coordination among North Coast Agencies Needed**

Project		Agency
High Priority	Scott Creek Coastal Resiliency Project	Caltrans
	RMZ #1 Phase 1	BLM
	Parking for Northern Trailhead	BLM
Medium Priority	Yellowbank Trailhead Parking Lot to Cotoni-Coast Dairies NM	Trust for Public Land
	MBSST Segment 6	RTC
	MBSST Segment 3	RTC
	MBSST Segment 2	RTC
	MBSST Segment 1	RTC
	MBSST Segment 4	RTC
	Cement Plant Road Multi-Use Path	County of Santa Cruz
	Greyhound Rock Overnight Accommodations	Agency TBD
	Highway Improvements	Agency TBD
	Restroom at Shark Fin Cove	Agency TBD
	Parking at Shark Fin Cove	Agency TBD
	CCT Connections	California State Parks
	Waddell Beach Parking	California State Parks
	Panther Beach Access Improvements	California State Parks
	RMZ #3 Phase 2	BLM
	RMZ #1 Phase 2	BLM
	RMZ #3 Phase 1	BLM
	Historic Feature Preservation and Restoration	BLM

# 4. IMPLEMENTATION

## 4.1 Coordination Framework

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For each project in the Plan, the first hurdle is funding the one-time capital cost of planning, designing, and building coastal access facilities, whether the approach is the enhancement or expansion of existing facilities or the creation of entirely new facilities. The process will depend on the agency that owns the land in question, their unique funding resources, and their long-range capital budgeting processes.

The second hurdle is to ensure the enhanced facilities will remain safe, appealing, and effectively operated and maintained over the long term. Economically efficient means of operating and maintaining facilities once they are in place may depend more on geographic proximity than on agency ownership, however. Especially with routine general maintenance functions, there are economies of scale: an agency that maintains an appropriately sized maintenance staff based in a maintenance yard in relatively close proximity to North Coast facilities will be lower cost and more responsive than a land manager whose staff must travel a long distance to reach a relatively isolated location. For example, as recreation opportunities begin to be made available to the public in Cotoni-Coast Dairies National Monument, the Bureau of Land Management (BLM) may find it more logical to contract with nearby County or State Parks maintenance operations to service their

new facilities. At least in the short term, this may be more economical and feasible than bringing in staff from Monterey County on a daily basis or immediately staffing up on the North Coast. Similarly, the Land Trust may find it makes little sense to build their own operations and maintenance staff to handle limited holdings.

To advance the implementation of the Plan, this chapter presents an initiative to facilitate collaboration between the managers of lands open to the public on the North Coast.

## 4.2 Operations and Maintenance Assumptions

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To serve as a tool for agency coordination, the recommended project list and prioritization tool spreadsheet provided to the Working Group includes estimates of the scale of annual budget resources that will likely be required for each project. The estimates of operations and maintenance (O&M) costs are based on several assumptions and on analysis of historical O&M cost experience of the County. The major assumption, however, is that a rational staffing and travel pattern can be established with an O&M provider able to handle a geographic territory, or a series of travel circuits, where a minimal number of staff can visit multiple coastal access facilities in a single day to keep them



safe, clean, and operating well. The following steps were taken to add O&M costs to the project list spreadsheet, which is included as a tool for the Working Group with the final Plan.

In the planning for the North Coast Rail Trail extension, County Parks estimated O&M costs, including an average cost per full-time-equivalent staff (FTE) per hour for general maintenance, as well as a factor for vehicle costs, supplies, septic pumping, and other charges. The following were assumed as part of this estimation:

- County Parks estimated an average fully burdened FTE staff cost for the mix of maintenance skills required to be \$55.00 per hour.
- County Parks' methodology added a factor of \$250 per day of visiting the County of Santa Cruz's locations on the North Coast, which includes equipment and materials, truck expenses, cleaning supplies, paper products, garbage bags, dumpster service fees, septic pumping charges, miscellaneous tools and hardware, and other costs. For an eight-hour workday, these expenses add \$31.25 per hour to the staff time costs.
- The routine costs of O&M for visitor-serving infrastructure on a rational daily circuit can thus be projected at \$86.25 per hour, or \$690 per FTE day.

An examination of the current California Civil Service Pay Scales determined that \$55 per hour fully burdened cost is consistent with FTE time for State Parks Maintenance Workers I and II with time from a Park Maintenance Supervisor. It is reasonable to assume BLM or any other agency operating on the North Coast will face essentially the same costs.

Given that the same average hourly costs may be used across agencies, the methodology then relies on estimated hours required to maintain each project and frequency of service visits to arrive at total hours per year for each project on the list. General maintenance duties in each project area will include cleaning and resupplying restrooms, litter removal, trash receptacle dumping, and routine graffiti removal. The responsible agencies are currently providing emergency clean up, hazardous tree abatement, and response to homeless encampments, and other community concerns on an as-needed basis to undeveloped areas, and these random costs are assumed to be ongoing and not attributable to the development of new coastal access facilities.

An example calculation for adding restrooms, such as vault toilets at Laguna Creek Beach or Panther Beach, is: Each new staging area that includes a restroom and trash can or dumpster will add one average O&M hour per staff visit, including travel time between stops, at a frequency of 3 to 5 visits per week, which equals 208 hours per year of additional budget if calculated using the midpoint of 4 visits per week. The resulting incremental cost is \$17,940 per year for a restroom and trash receptacle at a staging area.

Where the situation is primarily creating a new formal parking lot, such as the proposed project at Four Mile Beach, the following were assumed: Litter and trash receptacle pick up 3 to 5 times per week for a total of 208 hours per year, and \$17,940 annual O&M cost. If parking fees are levied on peak days, it is assumed that the revenue collected will offset the labor cost of staffing a kiosk or maintaining and servicing an automated collection system.

For each project that is adding a significant new trail, such as the Molino Bank Loop or the Hike, Horse Trail at Yellowbank, the following

were assumed: 4-person trail maintenance crew, averaging a 40-hour week per year, or 160 hours and \$13,800 per year.

County Parks has already estimated costs per mile for O&M along the North Coast Rail Trail, and those costs have been included in the project list for those projects.



Bonny Doon. Photo credit: Noel Bock.

## 4.3 Next Steps

The following section describes actions that can be taken in the near future to maintain the momentum created by the NCFMP process.

### 4.3.1 Continue the Working Group

Quarterly meetings of the Working Group, convened by County Parks, will create ongoing opportunities for coordination about the projects identified in this Plan and other projects and needs that have been identified or may arise along the North Coast. The Working Group should continue to seek ways to fill gaps in needs while fulfilling agency mandates. Working Group coordination has the potential to reduce duplication in work, share the burden of seeking grant funding, and maintain coordinated communication with the public including outreach, which will ease the difficulties and increase the cohesion of efforts to implement new projects on the North Coast. Working Group coordination will be crucial for implementing the O&M framework. Quarterly meetings will sustain the coordination initiated during the development of the NCFMP. These meetings may be held virtually, though an in-person meeting every one to two years is recommended for updating priorities. Meetings should address each of the strategies and focused sub-groups identified in section 4.3.2, as well as the funding landscape as discussed in section 4.4. In addition, an updated project list should be prepared and circulated for each meeting. Communication with the public about meetings and decisions is addressed in 4.3.2.2.

As with the NCFMP process, hiring a consultant to facilitate quarterly Working Group meetings and convene some of the sub-groups



identified in 4.3.2 may facilitate continuation of the group and allow County Parks to participate more fully as a member agency, although funding would need to be secured.

## 4.3.2 Implement Strategies and Focused Sub-Groups

Strategies and focus areas were identified in Round 2 of community engagement. They may be grouped by capital improvement strategies and programmatic priorities, and are discussed here. The Working Group should implement these focused sub-groups and participants should meet outside of quarterly Working Group meetings. Meeting outside of quarterly Working Group meetings will allow frank agency discussions, a valuable part of the NCFMP process, to continue. The Working Group may identify additional strategies and focus areas, and focused sub-groups, as needed.

### 4.3.2.1 Capital Improvement Strategies

**Coordinated opening of Cotoni-Coast Dairies National Monument public access and North Coast Rail Trail, including traffic safety issues.** Since projects on these properties are both underway, share facility nodes in zones 4 and 6, and include many of the high priority projects identified by the Plan, coordination between implementing agencies on opening of facilities and communication with the public is valuable and will likely increase project success. BLM, RTC, and Caltrans should be core members of a focused sub-group working on this strategy, and the Working Group should support.

**Highway coordination and traffic safety.** As Caltrans is not the implementing agency for many projects but has approval authority

over projects that involve egress from and ingress to Highway 1 and traffic safety was identified as the top concern in the Round 2 survey, there is a clear need for increased coordination with Caltrans. Projects on the North Coast may also benefit from an increased public understanding of how highway changes are approved, activated, or enacted by Caltrans, so a communications campaign may be in order. In addition, the upcoming Transportation Demand Management study by RTC will identify opportunities to reduce traffic, increase transit options, and improve bicycling and pedestrian safety as well as provide data that can inform decision-making for years to come. This study should conduct focused engagement with the low-income Spanish speaking community on the North Coast since this group expressed a strong need for public transportation. Santa Cruz County, RTC, and Caltrans should be core members of a focused sub-group working on this strategy, and the Working Group should support. Due to the articulated urgency of traffic safety concerns, this group should coordinate with the quick wins group to find low-cost, temporary, short-term actions. Implementing agencies with high priority projects that interact with Highway 1 should also participate in this group as project priority rises and until implementation is complete.

**Resource protection, including environmental protection, vegetation management, habitat conservation and restoration as well as historical, cultural, and archaeological resources.**

While the Plan includes some projects that address these issues, the Plan is not a comprehensive, area-wide plan addressing the cohesive needs on these topics. Generally, each agency is responsible for these issues on their own properties and planning efforts to address these issues. However, the public perception is that these issues are insufficiently addressed in the Plan area. Agencies can look for low-

effort, high-visibility opportunities to change this perception, such as putting up rope with habitat protection signs around trampled areas. A communications effort highlighting the resource planning and protection already undertaken by various North Coast agencies may support a shift in public perception as well. RTC, County Parks, BLM, and State Parks should be core members of a focused sub-group working on this strategy, and the Working Group should support.

#### 4.3.2.2 Programmatic Priorities

**Quick wins.** Short-term projects or pilots can begin to address safety issues and visitor amenity needs in the immediate term and in a more temporary or low-cost way than capital improvement projects will do. Suggested projects include portable toilets and coordinated multilingual and graphic signage, including multilingual NCRT signage. County Parks, RTC, State Parks, and Caltrans should be core members of a focused sub-group working on this strategy, and the Working Group should support.

**Restrooms and trash.** Though the Plan identified several projects that would fill gaps in restroom and trash receptacle and collection needs, nothing has yet changed on the ground. There is a need for frequent provision of toilets and trash receptacles as well as sufficient servicing of both throughout the North Coast. In coordination with the quick wins group, a focused sub-group should identify locations, quantities, and frequency of service needed for portable toilets and trash receptacles and identify possible service providers. To implement, the sub-group will need to seek approval by landowners to use external service providers and funding. The Working Group should discuss who should be core members of a focused sub-group working on this strategy.

**Public access transparency and consistency.** There is a noted tension between the California Coastal Commission mandate for maximizing access to the coast and the ability of public lands agencies and law enforcement agencies to ensure a safe and enjoyable visitor experience and a peaceful resident experience. Outreach results indicated a preference by those living and working on the North Coast that parking areas and beaches be closed at night. Aligning the various access policies of different agencies and communicating this effectively to the public via cohesive signage and a communications campaign would contribute to a more consistent visitor experience, as well as reduce trespass and disturbance affecting local residents. This sub-group should coordinate with the communications sub-group to provide a resource with contact information by landowner or managing agency for the Working Group and public to report emergencies and enforcement issues appropriately.

In addition, a representative group from the Working Group should engage the California Coastal Commission in discussion to continue the effort to find a compromise that works well for balancing public access and public safety on the North Coast. State Parks, County Parks, BLM, and any other managers of parking areas for public lands, especially beaches, should be core members of a focused sub-group working on this strategy as well as the Sheriff's Office and other enforcement agencies, and the Working Group should support. There may be other policies that conflict with public and landowner preference, and this sub-group or another may need to be formed to handle those conflicts.

**Operations and maintenance.** Though a coordination framework and associated efficiencies have been identified, each government agency has specific hiring and staffing guidelines and requirements





Four Mile Beach. Photo credit: State Parks

that may make it difficult to hire shared positions. In addition, maintenance of proposed facilities may be by different agencies than those responsible for construction. Maintenance agreements between agencies will be needed for Plan implementation. Identifying funding for maintenance activities is already challenging, and coordinating inter-agency funding of maintenance requires dedicated advocacy. County Parks, RTC, BLM, State Parks, and Caltrans should be core members of a focused sub-group working on this strategy, and the Working Group should support.

**Communications, transparency, and engagement.** Given the high level of resident involvement and concern in addition to visitor engagement, a persistent public presence for the North Coast can help direct and utilize this energy. This presence may take the form of

a website and periodic email newsletters reporting on the Working Group meetings, and possibly a social media presence promoting responsible use of the area though this is a more intensive presence to produce and moderate. These communications would increase transparency, the need for which was heard in Round 2. The ongoing coordination of the Working Group will enable improved engagement in the Plan area, and it is crucial that the Working Group approach this with an equity lens. The original scope for the NCFMP did not emphasize equity, and ongoing planning as well as implementation of projects have an opportunity to improve in this regard. This focused sub-group can organize communications with specific user groups, such as equestrians, mountain bikers, and bicyclists, who voiced specific recreational interests and about whose impacts concerns were expressed during the Plan process, as well as with targeted groups to achieve equity goals. Engagement should be in both English and Spanish. The Working Group should discuss who should be core members of a focused sub-group working on this strategy.

### 4.3.3 Use the Map

The webmap developed for the NCFMP process may continue to serve individual projects and overall coordination efforts for the North Coast. Ownership will be transferred to County Parks, and through continued meeting of the Working Group, coordination of use and customization of the map and interactivity features for future outreach efforts can be made available without the setup costs.

In addition, a public version of the map can serve as a primary resource for the public, especially nonlocal visitors to the North Coast, to understand the varying access and use opportunities on North Coast properties. Displaying property boundaries and linking to agency

websites can create a fairly evergreen resource for visitors that requires minimal maintenance. Public agency websites and Google maps were two of the most mentioned sources of information about North Coast parks and beaches in the survey, demonstrating that visitors are already turning to maps and agency websites. This alone may help address some of the issues identified during the Plan process. The public version of the map should be made available in English and Spanish.

### 4.3.4 Use the Prioritization Tool

The prioritization tool created for the NCFMP will continue to be a useful tool as the Working Group can apply different sets of criteria and review the resultant priority project tables. The Working Group may use this to identify certain project types based on current agency funding availability, types of grants under consideration, and in long-term planning. As the project list changes over time with the addition of new projects and completion of priority projects, the tool will enable updated project prioritization.

This may be accomplished by collecting changes in the month before the quarterly Working Group meeting, updating the prioritized project list, and sharing a summary of changes made and changes in project priority. Collection of changes includes adding new projects that have been identified, removing projects that have been completed or eliminated, and updating project status including funding, timeline, coordinating agencies, and other information in the project list spreadsheet.

Additional projects were suggested by residents during Round 2 focused outreach to low-income Spanish-speaking residents and are included in Table 4-1.

**Table 4-1. Projects Suggested By Low-Income Spanish-Speaking Residents During Round 2 Engagement**

Zone	Project	Notes
<b>All Zones</b>	Multilingual Signage and Access Information	There is a need for improved signage, in English and Spanish, clarifying which spaces and trails are open to the public, that provide an orientation to the North Coast region, and that highlight safety issues.
<b>All Zones</b>	Public Transportation	Many residents lack consistent access to a vehicle and either walk or bike along Highway 1. There is a desire for public transportation options along the North Coast and connecting to Santa Cruz.
<b>Zone 2: Greyhound Rock</b>	Fish Cleaning Station	
<b>Zone 4: Davenport</b>	Traffic light or safe pedestrian crossing of Highway 1 at Davenport	Traffic speeds in this area are dangerous. There needs to be a safe crossing installed at Davenport and a way to slow vehicles.
<b>Zone 4-9: Davenport to Wilder Ranch</b>	Provide shade for North Coast Rail Trail	To avoid heat-related health issues
<b>Zone 4-9: Davenport to Wilder Ranch</b>	Provide multilingual signage for North Coast Rail Trail	



The Working Group should add these projects as potential projects to the project list and continue conversations with the community that suggested these projects to better understand the needs and communicate progress on solutions.

### 4.3.5 Identify Leadership for Key Projects

The purpose of Working Group meetings is to identify project possibilities, priorities, leadership, and involved parties.

The Working Group should strive to identify potential agency leadership and progress to confirming leadership at each meeting. Each meeting should include a review of priority projects and discussion of needed coordination, funding possibilities, and agency constraints, as well as a review of new potential or proposed projects on the North Coast and review of the full project list by zone to assess potential for agency leadership and upgraded priority.

Lead agencies on projects are responsible for advancing development of the project and leading coordination with involved parties outside of Working Group meetings.

## 4.4 Funding Opportunities

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In addition to the utility to agencies with lands on the North Coast and a demonstration of coordination to the public, the Plan can help elected officials identify projects that address challenges along the North Coast. By presenting a vision for a better functioning and more attractive future, elected officials can elevate specific projects in competition with other priorities for funding from public agencies.

Due to diverse land ownership and management patterns in the area, virtually all levels of government have involvement, including Federal, State, regional and local public agencies. Funding may be made available from the capital budgeting processes employed at all levels for new capital investments and from annual allocations in current budgets for ongoing O&M costs. Existing fiscal resources at each level have the potential to be augmented by new revenue sources such as dedicated new taxes, various types of new assessment districts or service districts, and issuance of bonds for major capital projects.

In addition, projects on the North Coast may be eligible for grant programs and there is potential for philanthropic support through multiple nonprofit organizations and land management groups active on the North Coast.

The types of projects identified in the Plan are well-aligned with the current landscape of available grant programs, and future grant programming is likely to be aligned as well. Relevant grant types include park and open space access, transportation, resource protection, and climate and resiliency. Potential grant sources are included as Appendix E.

Funding capital improvements is only the first challenge. Securing commensurate operational funding increases for the law enforcement, emergency response, interpretation, sanitation and trash, and natural and cultural resources protection necessary to assure a safe and rewarding visitor experience are critical to sustainably addressing the deficit in investment in the North Coast.

Continued meetings of the Working Group are an ideal venue for collaboration on funding approaches, and a portion of each quarterly

meeting should be dedicated to discussing funding needs and opportunities. A focused sub-group may be appropriate as well.

## 4.5 For Future Consideration

The proposed and potential projects included in the Plan represent the most ready, high-priority projects identified by involved agencies and the public during the Plan process. The community and stakeholder engagement process identified numerous strategies, actions, programs, projects, and innovations in addition to those listed in section 4.3.2 that could contribute to achievement of the Plan's vision and goals. These may be further explored by the Working Group as part of future phases of the project, as well as inform future visioning and planning efforts on the North Coast. These are included as Appendix D.



Scott Creek Beach Volunteers. Photo credit: Santa Cruz County Parks.





Scenic North Coast Greyhound Rock  
Photo credit: Terry Way



## 5. CONCLUSION

The NCFMP process began to meet the need for increased coordination between agencies to address the challenges experienced by visitors and locals on the stunning North Coast of Santa Cruz County. As described in Chapter 1, during and following the COVID-19 pandemic, the North Coast has experienced an increasing number of visitors. The large numbers of visitors who now recreate in the area has exacerbated the need for more and improved facilities and the management of the various properties on the North Coast to ensure public comfort, safety, and to safeguard resources in this sensitive area.

Conditions of the future are not predictable: agencies plan projects for implementation in 20 years, while the social, financial, political, and environmental circumstances in which those projects will be happening cannot be foreseen. Ongoing coordination is the key to flexible, responsive, effective management of properties and projects on the North Coast.

In addition to identifying priority projects expressed in the Plan, the NCFMP process was an achievement in and of itself as a coordinated effort between multiple agencies. Continuing the meetings of the Working Group will maintain the coordination venue and culture for agencies working on the North Coast, create resource efficiencies among agencies, and increase agency capacity to address the public's concerns on the North Coast.

Through continued coordination, agencies will be more able to take advantage of funding opportunities, tackle projects to address the impacts of climate change, and prioritize projects that create safe and enjoyable experiences for both local residents and visitors to the North Coast.



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**North Coast Facilities Management Plan | Santa Cruz County**