

PROPOSED PROCESS FOR WRITING THE MASTER PLAN FOR THE BIG SUR PORTION OF THE CALIFORNIA COASTAL TRAIL

PURPOSE

The purpose of this process is to agree on the Master Plan for the portion of the California Coastal Trail that passes through Big Sur (The Trail).¹

AREA

The Trail shall be located within the area from the Pacific Ocean on the west, generally to the eastern boundary of the California Coastal Zone, and from the Carmel River on the north to San Carpoforo Creek in San Luis Obispo County on the south (The Area). For purposes of this document, the "Big Sur Community" shall include all individuals who are residents and/or landowners within The Area.

PLANNING SEGMENTS

To implement the planning process in this proposal, The Area shall be broken into the planning segments described in Appendix B.

ORGANIZATION

The following groups are/will be formed to implement this process for writing The Trail Master Plan:

- *The Executive Committee,*
- *The Local Workgroups* (one for each Trail planning segment),
- *The Steering Committee, and*
- *The Coastal Trail Working Group*

These groups shall have the composition, duties and responsibilities described below. Also, refer to the Communication Flow Chart found in Appendix C.

¹ The executive committee decided this work does not include a "community trail" or other trails. Which is not to say that use of the CCT by the Big Sur Community cannot be considered when choosing The Trail alignment and/or design.

EXECUTIVE COMMITTEE

NAME

The name of the executive committee shall be the *Executive Committee for the Big Sur Portion of the California Coastal Trail* (Executive Committee).

EXECUTIVE COMMITTEE PURPOSE

The Executive Committee's mission statement is as follows:

Our mission is to guide the planning and implementation of the California Coastal Trail through Big Sur, in a way that protects the ecosystems of the Big Sur Coast, and the Big Sur Community, for the benefit of our visitors, residents, and landowners alike.

The Executive Committee's purpose shall be to develop and steward a grassroots, community-based planning process for The Trail by:

1. Drafting this proposal, and amending it as needed.
2. Developing universal Local Workgroup protocols and requirements for the purpose of ensuring that the process is fair, transparent and responsible.
3. Establishing a thorough and ongoing disclosure process, for the purpose of disclosing conflicts of interest that might compromise the integrity of the Master Plan process.
4. Keeping the community, interested agencies and the general public informed of meeting dates, and encouraging their participation.
5. Working to resolve conflicts if they arise and providing advice to the Steering Committee and Local Workgroups.
6. Assisting Local Workgroups.
7. Informing Local Workgroups about provisions of the Guidelines, for example, issues regarding private property, privacy rights, liability, critical viewshed, environmentally sensitive habitat areas, etc.
8. Utilizing resources of the California Coastal Conservancy, its consultants and public and private agencies, to obtain helpful and necessary materials, information, etc., and provide them to the Local Workgroups.
9. Interfacing with the Coastal Conservancy, its consultant(s), and other state and public and private agencies, and if need be the State Legislature, to support the Master Plan developed through the process outlined in this proposal.

EXECUTIVE COMMITTEE MEMBERSHIP

Membership of the Executive Committee shall be comprised of the residents and property owners within The Area who responded to the invitation to participate, who have attended trail meetings, and who are listed in Appendix A. Residents and property owners within The Area may petition for removal of any member of the Executive Committee.

LOCAL WORKGROUPS

NAME

The name of each Local Workgroup shall be *The Local Workgroup for Segment [insert segment number (1 to 6)] of the Big Sur Portion of the California Coastal Trail*.

LOCAL WORKGROUP PURPOSE

There shall be one Local Workgroup for each trail segment. Each Local Workgroup shall determine the alignment of The Trail through that Local Workgroup's segment, subject to review and agreement by the public property owners whose land the alignment falls upon and by any private property owners who have invited The Trail to be planned across their land.

Each Local Workgroup shall also determine trail design and attributes for each portion of its segment, and shall also reach agreement with public agencies as to which agency will be responsible for management, maintenance and policing for each portion of its segment.

Local Workgroups shall communicate with the Local Workgroups to their immediate north and south (as appropriate) to ensure that The Trail alignment for each segment connects with those to the north and south.

LOCAL WORKGROUP MEMBERSHIP

Each Local Workgroup shall be comprised of individuals who reside and/or own property within the pertinent segment who wish to join and participate. Designated representatives of public agencies that own land or have management responsibility for land within the segment shall be encouraged to participate in Local Workgroup meetings for the segment as a voting member of the Local Workgroup. For consistency's sake, public agencies are encouraged to designate one (and the same) individual to represent the agency for each Local Workgroup for the duration of The Trail Management Plan drafting process.

Local Workgroups shall keep minutes of each meeting including a record of motions and decisions.

All Local Workgroup meetings shall be open to the public. The intent is to make participation in Local Workgroup meetings as inclusive as possible.

LOCAL WORKGROUP REPRESENTATIVES

Each Local Workgroup shall vote to decide on one individual to represent the Local Workgroup on the Steering Committee.

LOCAL WORKGROUP DECISION-MAKING

Local Workgroups should make decisions by consensus to the extent possible. If agreement cannot be reached after reasonable attempts at resolution, members of the Local Workgroup may request that the Executive Committee resolve the disagreement.

PUBLIC AGENCY PARTICIPATION ON LOCAL WORKGROUPS

Public agency participation will be subject to funding available for staff time. At the discretion of individual public agencies, representatives may participate as voting members of the Local Workgroups but voting is not required. Public agency representatives will inform The Trail Master Plan process of applicable requirements within the scope of their authority and expertise, subject to the formal approval by the agency. Public agency representatives shall endeavor to keep Local Workgroups informed about whether an alignment being considered is acceptable to the agency under its applicable requirements. The Trail alignment shall not be planned in a location where The Trail would be inconsistent with the requirements identified by the respective agency/agencies during the planning process.

STEERING COMMITTEE

NAME

The name of the steering committee shall be *The Steering Committee for the Big Sur Portion of the California Coastal Trail* (Steering Committee).

STEERING COMMITTEE PURPOSE

The purpose of the Steering Committee shall be to provide an overview of The Trail planning process undertaken by Local Workgroups. The Steering Committee shall also act as a communication conduit between the Executive Committee and the Local Workgroups.

STEERING COMMITTEE MEMBERSHIP

Membership of the Steering Committee shall be comprised of five representatives elected by the Executive Committee, plus one representative elected by each Local

Workgroup (for a total of 6 Local Workgroup representatives). Individuals who live within or own property within a trail segment may petition the Executive Committee to remove their Local Workgroup representative from the Steering Committee. Should such removal occur, a vote for a replacement representative shall be held by the Local Workgroup.

COASTAL TRAIL WORKING GROUP

NAME

The name of the group shall be *The Coastal Trail Working Group for the Big Sur Portion of the California Coastal Trail*.

COASTAL TRAIL WORKING GROUP PURPOSE

The Coastal Trail Working Group will provide an additional opportunity for interface between community members on the Executive Committee and representatives from public agencies. This structure will allow agency representatives to offer input to community members if they are unable to attend Local Workgroup or other meetings.

COASTAL TRAIL WORKING GROUP MEMBERSHIP

Membership of the Coastal Trail working group shall be comprised of the Executive Committee members and agency representatives.

GUIDELINES FOR THE MASTER PLAN PROCESS

GUIDELINES FOR PUBLIC OUTREACH

Ongoing outreach shall keep the public, residents, and property owners informed of meeting dates and activities of the Local Workgroups, the Steering Committee and the Executive Committee. Interested public agencies shall designate their contacts, who shall be kept similarly informed. The Steering Committee shall be responsible for informing the Executive Committee of meeting dates and other relevant information, and the Executive Committee shall be responsible for communicating the information to the public. All meetings (Local Workgroup, Steering Committee and Executive Committee) shall be open to the public and the public shall be encouraged to contribute to the discussion.

WEBSITE

An interactive website shall be developed by the Executive Committee to facilitate public outreach and input and communication and coordination between Local Workgroups, the Steering Committee, the Executive Committee and the Coastal Trail

Working Group. The State of California is hereby requested to contribute to the cost of the website.

GUIDELINES FOR THE TRAIL'S ALIGNMENT

A. The Trail's alignment shall:

1. Be within The Area.
2. Avoid impacting Big Sur's sensitive environment or its scenic quality, improving existing trail conditions where possible.
3. Afford users an enjoyable and unique experience, to the benefit of visitors, residents and landowners alike.
4. Utilize only existing public lands or existing public easements over private land (including the Highway 1 right of way). About seventy-five percent of the land in Big Sur is currently in public ownership, and the Highway 1 right-of-way spans the entire area. There is sufficient land in public ownership and within existing easements so there is no need to require private landowners to provide for The Trail. Moreover, the CCT advocacy book, *Hiking the California Coastal Trail*, assumes most of the CCT through Big Sur will be in the Highway 1 right-of-way.
5. Take into account feasibility and cost of construction, ease of maintenance, policing, parking, and other associated considerations.
6. Be sited so as to avoid trespass or impacts on privacy or uses of private property, by maintaining adequate separation between The Trail and private land or by other appropriate means.
7. Be mapped and otherwise described with sufficient detail to make it readily knowable where The Trail will be located, including which parcels and ownerships The Trail crosses.
8. Be located consistent with the "critical viewshed policy" in Monterey County's Big Sur coastal planning area, provided however, should the critical viewshed policy preclude The Trail within the Highway 1 right-of-way the Big Sur Local Coastal Program may be amended to allow The Trail to be within the critical viewshed if it is located within the Highway 1 right-of-way and does not diminish motor-vehicle carrying capacity of the Highway.
9. Be a single alignment, which by default shall be to accommodate a hiking trail; however the Local Workgroups may identify portions of The Trail that can accommodate other uses, which may be on parallel trail beds on the alignment.
10. Be located consistent with 4 above, and public agencies will inform Local Workgroups through participation of the requirements for planning The Trail on public land. Subject to funding, agencies will participate in the planning process to inform the Local Workgroups if an alignment being considered

would conflict with maintenance activities.² The location of The Trail may not interfere with maintenance activities of the existing highway.

- B. Notwithstanding guidelines A.4 and A.6 above, private landowners may voluntarily invite The Trail to cross their property if that can be done without the need to require access over neighboring private property. "Voluntarily" means acting or done without compulsion or obligation. In no case shall a portion of the alignment be left undecided if it would imply a future alignment over private land. Landowners do not have to initiate conversation, community and agency stakeholders may ask landowners if they have an interest in voluntarily having a trail right-of-way on their property.
- C. In order that Local Workgroups may align The Trail to avoid significant impact to sensitive habitats, the Executive Committee will obtain from the Coastal Commission, Coastal Conservancy, or other sources if need be, a list of clear definitions for all environmentally sensitive habitat areas in The Area, and shapefiles (geographic data files) showing known locations of environmentally sensitive habitat. Private landowners shall not be responsible for the cost of surveys for environmentally sensitive habitat.³
- D. In order that Local Workgroups may know the location of proposed alignments for The Trail, and of property lines near proposed alignments, land surveys may be needed. Private landowners shall not be responsible for the cost of land surveys.⁴

GUIDELINES FOR THE TRAIL'S DESIGN AND MANAGEMENT

- A. Different portions of The Trail within each segment may be designed with a different character (e.g., one portion may be a dirt hiking trail while another portion may be designed for use by hikers, bicycles and/or equestrians). However, each Local Workgroup should strive to ensure that portions of The Trail with similar intended uses will have a similar appearance and design.
- B. No portion of The Trail shall be established or opened for use until a public agency has assumed responsibility for maintaining and policing the portion, including demonstrating funding adequate to ensure these duties can be performed for so long as The Trail is open for public use.⁵ The obligations

² Should funding not be available for agency staff to actively participate in the planning process, or for the cost of land and habitat surveys, the planning process shall stop until such time as funding becomes available. This is needed to avoid an inadequately informed planning process resulting in a deficient plan and wasted time of citizen and other agency participants. Stopping the process is consistent with Section 5 of SB 908, which states the following: "This act shall be implemented only during those fiscal years for which funding is provided for that purpose in the annual Budget Act."

³ See footnote 2.

⁴ See footnote 2.

⁵ This language does not preclude non-profits from helping the agency. For example, the Local

include, but are not limited to, the following:

1. Ensure sufficient trail funds to maintain and patrol The Trail.
 2. Provide sufficient parking at entrances of The Trail.
 3. Provide routine maintenance of The Trail to keep The Trail bed accessible and safe by controlling/reducing erosion, overgrowth, obstructions, and hazardous conditions such as hazardous wildfire fuel loads and dead or dying trees or tree limbs.
 4. Provide security patrols to prevent illegal camping and campfires and vandalism and other damages to adjoining lands.
 5. Prepare and provide educational materials about trail use and property and environmental ethics/etiquette.
 6. Install standardized signs and symbols to designate trail activities, explain trail conditions, facilitate trail navigation, provide warnings, and discuss prohibited activities or use restrictions such as the prohibition of smoking, fires, fireworks, animals, possession of dangerous weapons, or other activities that affect the safety of trail users.
 7. Provide amenities (such as portable toilet and water) at strategic locations on The Trail.
- C. The agency may delegate its obligations to a non-profit, community-based organization, or other entity, especially when so provided in the Trail Management Plan, but shall remain responsible should such delegee fail to meet the obligations. The pertinent portion of The Trail shall be closed to use should the responsible agency fail to meet any of the above obligations, until such time as the obligations are met. The same entity or agency that is responsible for opening and maintenance of The Trail, or a portion thereof, shall preserve sufficient funds to implement suspension of use or closure if warranted.
- Provided however, if a private landowner voluntarily invites The Trail onto private land, that portion of The Trail may be opened for public use if a public agency or the private landowner agrees to be responsible for maintaining and policing that portion of The Trail.
- D. In order that Local Workgroups may design The Trail using best practices, the Executive Committee will request that the Coastal Commission provide design details for creek crossings. On National Forest System lands, trail design criteria will follow USFS Trails Management Handbook. The planning and design of any California Coastal Trail (CCT) facilities need to comply with all local, state, and federal laws, regulations and guidelines. The Conservancy shall inform local workgroups of all requirements applicable to The Trail, which the Conservancy

Workgroups should consider the USFS Adopt a Trail program as an option.

shall obtain from each agency for lands they manage on which The Trail alignment may be located. Public Resources Code section 31408(b) states, "To the extent feasible, and consistent with their individual mandates, each agency of the state with property interests or regulatory authority in coastal areas shall cooperate with the Conservancy with respect to planning and making lands available for completion of the trail, including constructing trail links, placing signs and managing the trail."

GUIDELINES FOR THE TRAIL MANAGEMENT PLAN'S CONTENT

The Trail Management Plan shall include at a minimum:

1. The provisions and guidelines in this proposal, incorporated into The Trail Management Plan.
2. A map and other description of The Trail's alignment sufficient to know where The Trail will go, including which parcels it will cross (with ownerships).
3. Funding for all aspects of trail development, including design, construction, maintenance and management must be identified prior to trail construction. The Trail Management Plan shall designate a project sponsor or sponsors for each portion of The Trail, who shall be responsible for securing funds for development of the applicable portion of The Trail. The project sponsor will designate an implementing agency for the applicable portion of The Trail. The Implementing Agency is that entity charged with successful completion of each of the following phases:
 - a. Conceptual approval (in the state right-of-way)
 - b. Environmental review and all permits
 - c. Preparation of plans, specifications, and estimates
 - d. Acquisition of rights-of-way from those who voluntarily invite The Trail onto their land⁶
 - e. Construction
4. A clear statement that private landowners shall not be required to involuntarily fund costs associated with The Trail. Notwithstanding the foregoing, the plan may provide that private individuals; organizations; and local, state and federal government may voluntarily choose to help pay costs associated with The Trail, provided that the contribution is made without compulsion or obligation. The plan shall provide that the default entity responsible for payment of all costs associated with The Trail shall be the State of California, subject to the parameters of SB 908 (this does not preclude the use of other funding sources). The plan shall provide that costs

⁶ Throughout this document, "voluntarily" shall mean as that term is defined in the Guidelines For The Trail's Alignment, B., on page 7.

associated with The Trail may include, but are not limited to, the following activities related to, constructing, maintaining and managing The Trail:

- a. Land survey work;
- b. Environmental review (including, but not limited to, biological surveys) and associated mitigation measures and monitoring;
- c. All governmental permit approvals and any associated condition compliance needed for The Trail's construction;
- d. Construction, maintenance and security;
- e. Any other expenses related to The Trail.

Notwithstanding the foregoing, the local, state or federal government may develop private-public partnership structures and collaborative strategies with entities that voluntarily and willingly choose to assist with funding or with performance of such activities. Should such an assisting entity default on its obligation, and the government agency does not have sufficient funding or other resources to directly provide the activity contemplated by such partnership or collaborative strategy, the activity shall be temporarily suspended until such time as funding or other means of performance of such activity are provided. Should such suspended activity be maintenance, security or other activity related to use and/or management of The Trail, the affected portion of The Trail shall be closed to the public until sufficient funding or other resource is secured and the activity is resumed.

- 5. A clear statement that land visible from The Trail, or near it, shall not ever have its use limited or otherwise affected due to its visibility from The Trail, or its proximity to it, including but not limited to that The Trail and lands near it shall not ever be considered a vantage point when determining the location of the Critical Viewshed (as defined in the Big Sur Coast Land Use Plan).
- 6. A clear statement that The Trail shall be closed to public use if use of land visible from The Trail, or near The Trail, is limited due to the land's visibility from The Trail or its proximity to it, including but not limited to if views from The Trail are considered when determining the location of the Critical Viewshed.
- 7. A process for approval of the completed Trail Management Plan by the Big Sur Community.
- 8. A clear statement that community support for the Trail Management Plan only applies to the plan as approved by the Big Sur Community, and that any amendments to the Trail Management Plan will require reaffirmation by the Big Sur Community through a process comparable to the initial community approval process.

9. A description of the responsible agency and its proposed management duties for each portion of The Trail, consistent with the guidelines in this proposal and each respective agency's approval process. A description of existing trails and related amenities that will be crossed by The Trail (or which The Trail will follow for its alignment).
10. A description of the type and location of sensitive habitats near the alignment of The Trail, and the measures that will be used to avoid impacts on the habitat by The Trail and its users.
11. A description of the measures that will be used to protect drinking water sources near The Trail from impacts by The Trail and its users.
12. A statement of the maximum carrying capacity for each portion of The Trail. To prevent environmental/habitat damage from overuse, statements of use restrictions that may be applied to any portion of The Trail by the managing agency or landowner. Such restrictions on use of The Trail, up to and potentially including periodic closures, shall be the minimum required to prevent or correct significant degradation caused by The Trail or its use.
13. Ensure that public agencies are afforded the ability to exercise their lawful authority over the land they manage. The process shall respect that public agencies have mandates for land and resource management that they are required to follow.

The Local Workgroups may provide recommendations for operations and management to the agencies that will be responsible for maintaining and managing portions of The Trail.

PROCESS FOR AMENDING THIS DOCUMENT

The Executive Committee anticipates that changes to the process described in this document may be needed after the process of writing The Trail Master Plan begins. After adoption of this proposal and its approval by the Big Sur Community, the Executive Committee may amend this document as needed, provided that the amendment is first provided in context to all members of the Executive Committee, and at least one Executive Committee meeting is held at which the amendment is open for discussion. After an amendment is approved by the Executive Committee, it shall not become effective until after the amendment has been approved by the Big Sur Community in a manner comparable to the community's initial approval.

Appendix A

TENTATIVE NOMINATIONS FOR EXECUTIVE COMMITTEE

Jack Ellwanger
Mary Trotter
Betty Withrow
Pam Peck
Lisa Kleissner
Kerri Frangioso
Jon and Corrine Handy
John Doud
Tracy Cheseborough
Mike Gilson
Belinda Shoemaker
Lygia Chappellet
Mike Caplin
Honey Williams
Thomas Rettenwender
Barbara Woyt

Appendix B

The Planning Segments used to define the area within which The Trail shall be planned by each Local Workgroup are generally as follows (note that the north boundary of segments 2 through 6 is defined by the south boundary of the preceding segment, and note that segment 6 is broken into three subsegments). Local Workgroups may adjust segment boundaries to avoid splitting parcels or ownerships. The eastern boundary for all segments is generally the eastern boundary of the coastal zone (areas further east may be included if needed). See the following GoogleEarth images for graphic representation of the approximate location of planning segment boundaries (note that ownerships and lines in images may lack accuracy).

Planning Segment 1 --- North boundary is generally the Camel River, including Carmel River Beach trailhead (on Scenic Road, within Carmel River State Beach). South boundary is generally Soberanes Canyon, including Soberanes Canyon trailhead (post mile marker 65.8 on Highway 1). This segment does not include any portion of the John Doud Ranch. This segment is approximately 7 miles north to south.

Planning Segment 2 --- North boundary is the southern boundary of Planning Segment 1. South boundary is generally to Andrew Molera State Park Beach, including the Andrew Molera State Park main trailhead (post mile marker 51.1, near junction of Old Coast Rd. and Highway 1). This segment is approximately 15 miles north to south.

Planning Segment 3 --- North boundary is the southern boundary of Planning Segment 2. South boundary is generally Ventana Inn entrance road (post mile marker 44.5 on Highway 1), including the Coast Ridge trailhead. This segment is approximately 7 miles north to south.

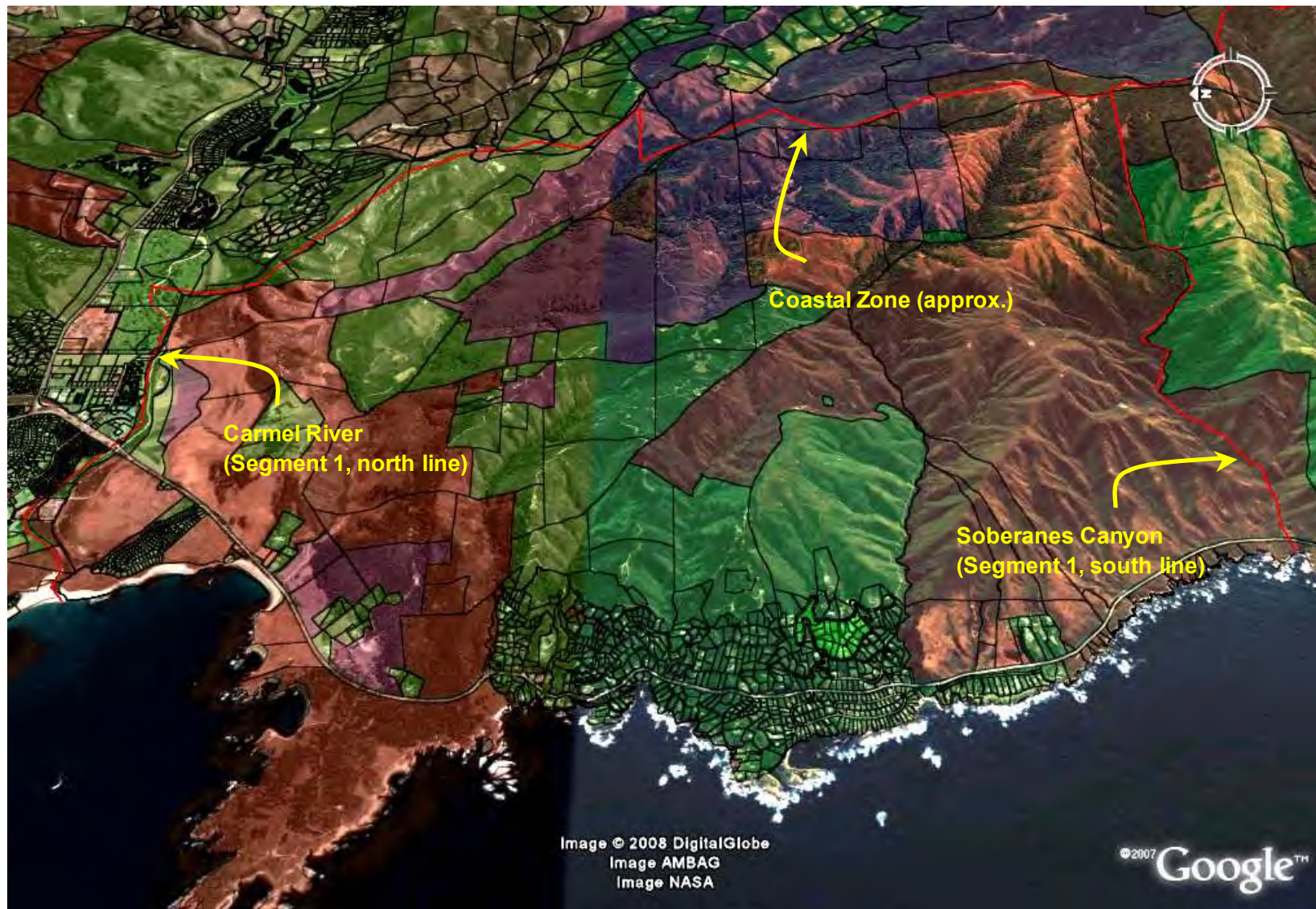
Planning Segment 4 --- North boundary is the southern boundary of Planning Segment 3. South boundary is generally McWay Canyon, including the McWay Canyon trailhead in Julia Pfeiffer Burns State Park (post mile marker 35.8 on Highway 1). This segment is approximately 9 miles north to south.

Planning Segment 5 --- North boundary is the southern boundary of Planning Segment 4. South boundary is generally Limekiln Creek, including the Limekiln Creek trailhead in Limekiln State Park (post mile marker 21.0 on Highway 1). This segment is approximately 15 miles north to south.

Planning Segment 6a --- North boundary is the southern boundary of Planning Segment 5. South boundary is generally Pacific Valley/Sand Dollar Beach, including Sand Dollar Beach trailhead (post mile marker 14.0 on Highway 1). This segment is approximately 7 miles north to south.

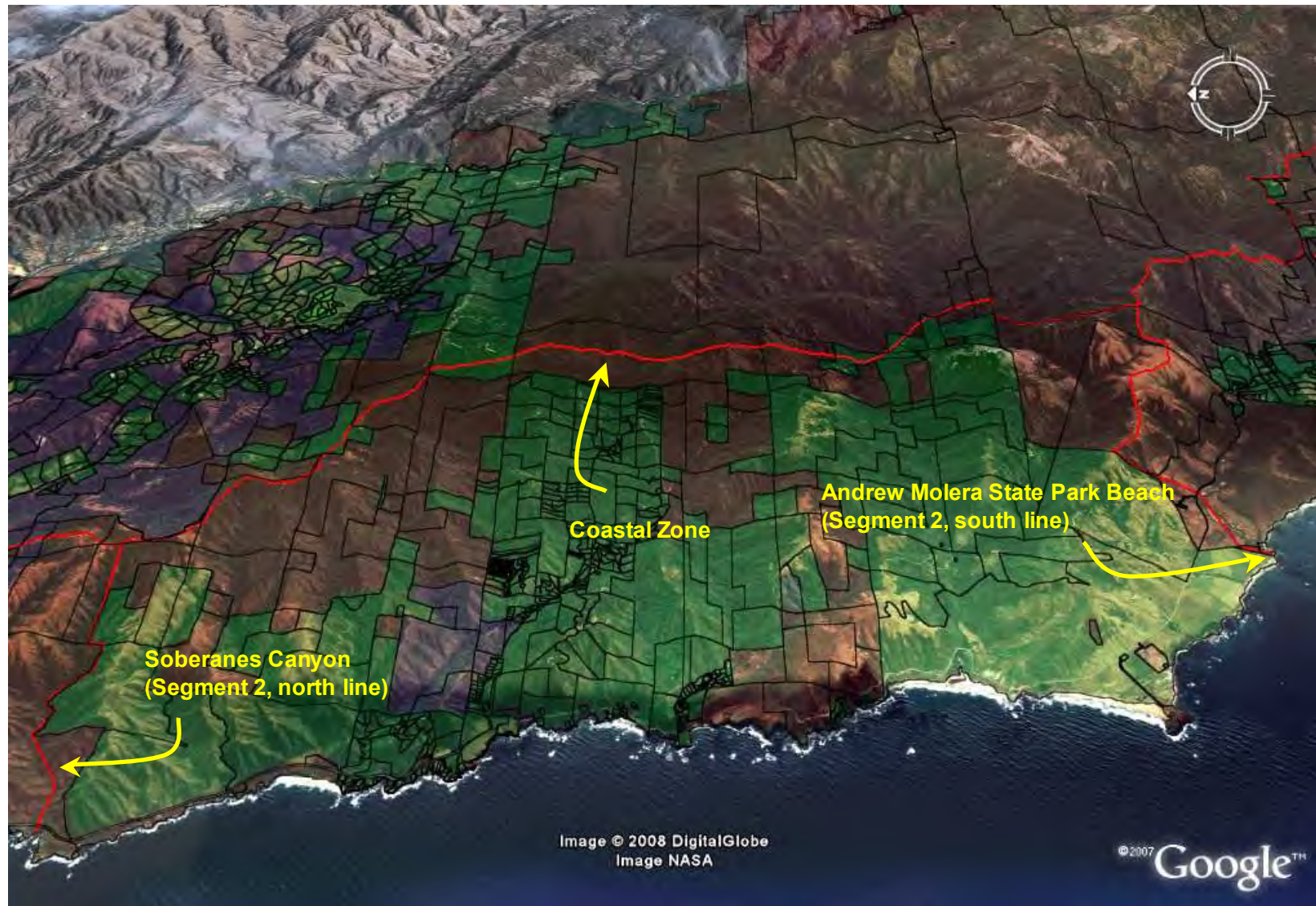
Planning Segment 6b --- North boundary is the southern boundary of Planning Segment 6a. South boundary is generally Salmon Creek, including the Salmon Creek/Silver Peak Wilderness trailhead (post mile marker 2.4 on highway 1). This segment is approximately 12 miles north to south.

Planning Segment 6c --- North boundary is the southern boundary of Planning Segment 6b. South boundary is generally San Carpoforo Creek (San Luis Obispo County post mile marker 71.3 on Highway 1). This segment is approximately 5 miles north to south.







Planning Segment 1 -- Generally, from the Carmel River south to Soberanes Canyon.

- ~ Segment Boundary
- Private Land
- Conservation Org. Land
- Public Land



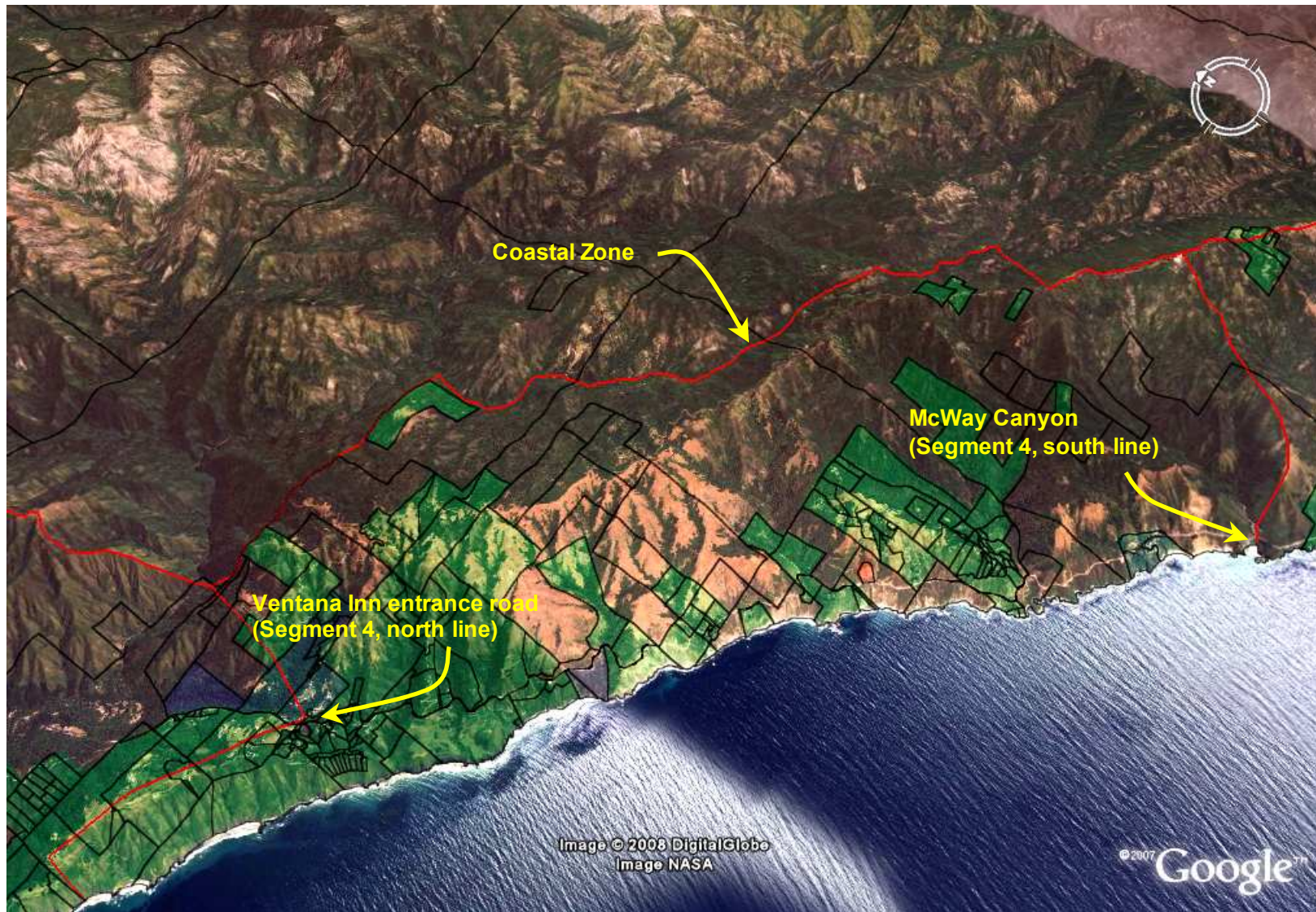
Planning Segment 2 -- Generally, from Soberanes Canyon south to Andrew Molera State Park Beach.

-  **Segment Boundary**
-  **Private Land**
-  **Conservation Org. Land**
-  **Public Land**




Planning Segment 3 -- Generally, from Andrew Molera State Park Beach south to Ventana Inn entrance road.

-  Segment Boundary
-  Private Land
-  Conservation Org. Land
-  Public Land



Planning Segment 4 -- Generally, from Ventana Inn entrance road south to McWay Canyon.

-  Segment Boundary
-  Private Land
-  Conservation Org. Land
-  Public Land



Planning Segment 5 -- Generally, from McWay Canyon south to Limekiln Creek.

-  Segment Boundary
-  Private Land
-  Conservation Org. Land
-  Public Land



Planning Segment 6 -- Generally, from Limekiln Creek to San Carpoforo Creek (lines subject to change after SLO county data is obtained).

-  Segment Boundary
-  Private Land
-  Conservation Org. Land
-  Public Land

APPENDIX C

Flow of Communication Chart

The draft flow of communication chart below demonstrates how the different committees and work groups will interact. The Local Workgroup meetings will be public. Each of the six Local Workgroups will communicate with adjacent Local Workgroups to ensure coordinated alignment of their respective trail segments. The Steering Committee will provide an overview of The Trail planning process undertaken by each of the six Local Workgroups. The Steering Committee will also work with the Executive Committee to provide updates on Local Workgroup progress. The Executive Committee will guide the overall community planning process by developing and stewarding a grassroots, community-based planning process for The Trail. The Executive Committee will also be responsible for interfacing with agency representatives, including but not limited to at Coastal Trail Working Group meetings. The Executive Committee is also tasked with working to resolve conflicts that may arise.

