

DEPARTMENT OF TRANSPORTATION

DISTRICT 4

OFFICE OF ENVIRONMENTAL ANALYSIS

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*Making Conservation
a California Way of Life.*

January 8, 2020

Mr. Bill Maslach, Senior Parks and Recreation Specialist
California Department of Parks and Recreation – Sonoma Mendocino Coast District
P.O. Box 123
Duncan Mills, CA 95430-0123

Dear Mr. Maslach,

The California Department of Transportation (Caltrans) hereby notifies you of our intent to make a *de minimis* finding pursuant to Section 4(f) of the U.S. Department of Transportation (USDOT) Act of 1966 (49 United States Code [U.S.C.] 303[c]) for a highway-improvement project anticipated to occur on land owned by the California Department of Parks and Recreation (State Parks).

Caltrans requests your concurrence on this *de minimis* finding. Caltrans has determined that a Section 4(f) *de minimis* finding is appropriate for the temporary construction easements (TCEs) and permanent drainage easement (PDE) needed for restoring drainage systems on a portion of State Parks land. This work is associated with the Culvert Rehabilitation Project on State Route (SR) 1 in Sonoma County, California. Pursuant to the California Environmental Quality Act (CEQA) an Initial Study with Proposed Negative Declaration is being prepared for this project (Guidelines Section 15070). Prior to making a final determination, Caltrans will prepare a public notice and provide the public an opportunity to review and comment on the preliminary *de minimis* impact findings made in the Section 4(f) evaluation during a 30-day public review period. Possible methods of public involvement include, but are not limited to, newspaper advertisements, notices posted on bulletin boards, and project websites.

Background

Field surveys conducted by Caltrans Offices of Hydraulics and Maintenance in 2016 determined that several drainage systems within a 13-mile stretch of SR 1, post miles (PM) 41.2-54.6, in Sonoma County, have either materially or hydraulically failed. Conditions include but are not limited to:

- Corroding and rusting linings
- Deteriorating flare ends
- Inadequate pipe sizes
- Erosion of upstream and downstream banks
- Debris built-up

To prevent further damage of the drainage systems, and maintain the structural integrity of the roadway, the 27 locations are prioritized for rehabilitation through the State Highway Operation and Protection Program (SHOPP).

Project Location

The project corridor is located on a 13-mile segment of SR 1. This portion of the highway is predominantly narrow, and rolling, with interchanging straight and curving alignments. Throughout the project limits the corridor traverses areas of forest, marine bluff, coastal canyon, grazing land, and remote towns. The highway consists of 11-foot lanes with shoulders ranging from 0-1 foot. Advisory speed limits range from 20-40 mph.

A 3.4-mile stretch of this project is located within State Parks land, Salt Point State Park. TCEs impacting Park property (PM 41.65-43.37) begin on the north shore of Stump Beach Cove, following the roadway north, and ending just north of Cannon Gulch. Within the prescribed area, Salt Point State Park is on either side of the roadway, precluding PMs 42.8-43.2, where Park land is limited to the west side of the highway.

Project Description

The project proposes to restore 27 drainage systems either by repair or replacement. The first 10 locations are located along the roadway that travels through Salt Point State Park. Of those 10, the project will require 6 locations (PM 41.65-43.47) to extend beyond Caltrans right of way, and onto State Parks land. Description of the drainage work and the TCE requirements at each of the 6 locations are described in Table 1:

Table 1: Locations and Description of Drainage Work and Easements

Location	PM	Existing Pipe: length and Type	Proposed Rehabilitation Strategy	TCE: west/east of roadway (square feet)	PDE: west/east of roadway (square feet)
4	41.65	12" x 40' Corrugated Steel Pipe (CSP)	<ul style="list-style-type: none"> • Replace with a 24" x 55" x 40' Corrugated Steel Pipe Arch (CSPA) • Grade upstream and downstream 	200 west	
5	42.11	18" x 40' CSP	<ul style="list-style-type: none"> • Replace with a 24" x 40' CSP • Place inlet with two-sided opening on both upstream and downstream ends • Grade downstream 		
6	42.36	18" x 40' CSP	<ul style="list-style-type: none"> • Replace with an 18" x 45' CSP • Replace headwall upstream • Grade downstream 	100 west	
7	42.41	18" x 40' CSP	<ul style="list-style-type: none"> • Replace with a 30" x 40' CSP • Place headwall on upstream end • Rock Slope Protection (RSP) on downstream end 	200 east	
				250 west	250 west
8	42.93	12" x 40' CSP	<ul style="list-style-type: none"> • Replace with an 18" x 50' CSP • Regrade ditch east of roadway • Grade upstream and downstream 	100 west	
9	43.37	18" x 35' Reinforced Concrete Pipe (RCP)	<ul style="list-style-type: none"> • Replace with 24" x 35' RCP • Place Flared End Section (FES) and RSP on downstream end 		

			<ul style="list-style-type: none"> • Place inlet approximately 30' north of cross culvert. This inlet will connect two existing inlets that run parallel to the roadway (within a ditch) and convey water into the culvert crossing • Connect the 2 existing inlets (located in the northbound lane) with a 28" x 20" x 30' CSPA • Grading locally as needed 		
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Common culvert design elements anticipated to occur on, or adjacent to State Parks property include the following:

Rock Slope Protection: PM locations 42.41 and 43.37. This work consists of placing large rocks on the slopes of a creekbank to prevent erosion. To install RSP, loose rock and sediment are removed and the slope is graded to a depth of relatively stable sediment. Fabric or gravel is then placed over the sediment, followed by the large rocks. Specific to this project, soil-filled RSP will be utilized so that a blend of local soil and fine compost is placed into rock voids and applied as a topsoil that is seeded with locally sourced native species. Rock used in RSP would be selected to blend with the native rock and soil.

Headwall: PM location 42.36. Headwalls are concrete walls typically installed at the upstream end of a culvert, although they may also be used at the downstream outlet. In this system, headwalls function as a retaining wall helping to provide structural stability and reduce erosion of the side slopes.

Flared End Section: PM location 43.37. Flared end sections are a type of end treatment used at the entrance of a culvert to improve the hydraulic efficiency of the drainage system and retention of the surrounding embankment.

Drainage Inlet: PM locations 42.11 and 43.37. Drainage inlets are above-ground openings to an underground storm drain system. Drainage inlets convey surface water into a storm drain system.

Ditch Grading: All locations. Grading work includes modifying the existing topography by removing vegetation, excavating as needed, and rearranging the earth. Grading identified will be done primarily to accommodate installment of the larger diameter pipes and match the terrain to the entrance of the culvert.

Use of Section 4(f) Park Resources:

Most of the work for this project is located within Caltrans right of way. However, 650 square feet of temporary access, and a 250 square foot PDE will be required on the west side of SR 1. 200 square feet of temporary access will also be necessary on the east side of SR 1.

De Minimis Impact

De minimis impact is defined in 23 CFR 774.17 as follows:

“For parks, recreational areas, and wildlife and waterfowl refuges, a *de minimis* impact is one that would not adversely affect the features, attributes, or activities qualifying the property for protection under Section 4(f).”

The project will maintain all existing nonstandard features that are impacted by the project's actions (i.e. shoulder width, cross slope, sight distance, etc.). During the development of the project, Caltrans will incorporate all feasible Project Features (PFs) and Avoidance and Minimization Measures (AMMs) to minimize harm to State Parks consistent with *the Sonoma State Route 1 Repair Guidelines* (March 2019). Drainage features that cannot be covered will be colored with an earth- tone coating to match the adjacent environment. All disturbed soil area within both Caltrans and State Parks right of way will be treated with erosion control measures and replanted with native vegetation appropriate for the region.

Public access within Salt Point Park, via SR 1, will be maintained throughout the duration of the project. Each of the six locations will utilize a one-way traffic control system on SR 1, allowing accessibility to the park, and minimizing impacts to visitors.

Section 4(f) de minimis Impact Determination

Although the proposed project requires temporary easements and a permanent easement within Salt Point State Park, the attributes and features of State Parks land that qualify it for Section 4(f) protection would not be adversely impacted by the project. The project will incorporate all feasible measures and design goals to

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minimize harm to the park. The temporary and permanent easements associated with the project would not result in an adverse impact on the primary functions of the park. Therefore, based on the 4(f) analysis, and consistent with the coordination requirements of 23 CFR 774.5(b)(2), Caltrans has made a preliminary Section 4(f) *de minimis* impact determination for the Sonoma 1 Culvert Rehabilitation Project - North (PM 41.2-54.6).

Caltrans requests concurrence with the *de minimis* impact determination pursuant to Section 4(f) of the USDOT Act of 1966 (49 USC 303[d]). For convenience, enclosed is an example of language that may be included in your response letter on California Department of Parks and Recreation letterhead. If you have any further questions regarding this request, please contact Arnica MacCarthy, Marin & Sonoma Branch Chief at (510) 286-7195. We look forward to your prompt reply.

Sincerely,

Arnica MacCarthy
Marin & Sonoma Branch Chief

Enclosures:
Section 4(f) Evaluation, Sample Concurrence Language, Layout Sheets

The California Department of Parks and Recreation (State Parks), as owner and manager of Salt Point State Park, concurs with Caltrans determination that the Sonoma 1 Culvert Rehabilitation Project – North will result in a Section 4(f) *de minimis* impact at Salt Point State Park Property (PM 41.65-43.37). This letter demonstrates compliance with Section 4(f) provisions as defined in 23 CFR 774.17.

Signature:  Date: 1/24/2020
Name: Terry L. Bentons Title: DIST. Supt. II

California Department of Parks and Recreation

Memorandum

*Making Conservation
a California Way of Life.*

To: Arnica MacCarthy
Marin & Sonoma Branch Chief
Division of Environmental Analysis

Date: December 20, 2019

File: 04- 1K750

From: Liz Nagle
Associate Environmental Planner, Marin & Sonoma
Division of Environmental Analysis

Subject: **Section 4(f) Analysis for Sonoma 1 Culvert Rehabilitation Project- North (PM 41.2 -54.6), Sonoma County**

1. Introduction

This technical memorandum is being prepared to present Section 4(f) findings for incorporation into the Initial Study/Negative Declaration (IS/ND) for the Sonoma 1 Culvert Rehabilitation Project – North, postmiles (PM) 41.2-54.6. Federal law requires Section 4(f) evaluation be completed for any project that receives funding or requires approval from the U.S. Department of Transportation (U.S. DOT).

Section 4(f) is codified in Federal law at 23 United States Code (U.S.C.) 138 and 49 U.S.C. 303 and, herein referred to as Section 4(f). Guidance in preparing this technical study was obtained from the Caltrans Standard Environmental Reference (SER) Chapter 20 on Section 4(f), and the Federal Highway Administration's (FHWA) online Section 4(f) Environmental Review Toolkit.

1.1 Section 4(f) Overview

Section 4(f), codified in federal law in 49 USC 303, declares that "it is the policy of the United States Government that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites." Section 4(f) protected resources include publicly-owned parks; recreational areas of national, state or local significance; publicly-owned school playgrounds, wildlife, or waterfowl refuges; or lands from a historic site of national, state, or local significance.

Section 4(f) specifies that the Secretary [of Transportation] may approve a transportation program or project requiring the use of publicly owned park land, recreation area, or wildlife and waterfowl refuge of national, state, or local significance, or land of a historic site of national, state, or local significance (as determined by the federal, state, or local officials having jurisdiction over the park, area, refuge, or site) only if:

- there is no prudent and feasible alternative to using that land; and
- the program or project includes all possible planning to minimize harm to the park, recreation area, wildlife and waterfowl refuge, or historic site resulting from the use.

If historic sites are involved, then coordination with the State Historic Preservation Officer (SHPO) is also needed.

2. Project Background

The Sonoma 1 Culvert Rehabilitation Project- North spans a 13-mile corridor along State Route (SR) 1, PM 41.2-54.6, in Sonoma County, California. The project includes restoration of 27 culvert locations along the highway that have either materially, or hydraulically failed. Existing conditions include:

- Corroding and rusting linings
- Deteriorating flare ends
- Inadequate pipe sizes
- Erosion of upstream and downstream banks
- Debris built-up

To prevent further damage of the drainage systems and maintain the structural integrity of the highway, the 27 locations have been prioritized for rehabilitation through State Highway Operation and Protection Program (SHOPP) funds.

3. Presence of Section 4(f) Property

A 3.4-mile stretch of this project is located within a protected Section 4(f) property, California Department of Parks and Recreation (State Parks), Salt Point State Park. Salt Point State Park qualifies for protection under Section 4(f) as a publicly-owned park. Within the State Park, the project proposes both Temporary Construction Easements (TCEs) and a Permanent Drainage Easement (PDE) from PM 41.65-43.37, beginning on the north shore of Stump Beach Cove, following the highway north, and ending just north of Cannon Gulch. Throughout the 3.4-mile segment, Salt Point State Park is on either side of the highway, precluding PMs 42.8-43.2, where State Park land is limited to the west side of the highway.

4. Salt Point State Park Recreational Activities/Resources

With 6,000 acres and 20 miles of hiking and equestrian trails within Salt Point State Park, SR 1 provides easy access to a variety of recreational activities throughout the park, including, camping, picnicking, fishing, diving, kayaking, horseback riding, and hiking.

5. Description of Anticipated Section (4)f Impacts

The project proposes to restore 27 drainage systems either through repair or replacement. The first 10 locations are located along the highway that travels through Salt Point State Park. Of those 10, the project will require 6 locations (PM 41.65-43.47) to extend beyond Caltrans right-of-way, and onto State Parks land. Description of the drainage work and easement requirements at each of the 6 locations are described below:

Table 1: Locations and Description of Drainage Work and Easements

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It is anticipated that a majority of the work for culvert replacement will be done in a cut-and-cover fashion, working from atop the highway and replacing either the east, or west end of the drainage system at a time. All work will be performed immediately adjacent to the highway and locally around culverts as needed.

6. Section 4(f) Use Definitions

When a proposed project is adjacent to or on a property protected under Section 4(f), the impacts of the proposed project must be evaluated. Section 4(f) defines the impact level by types of “use.” These “uses” occur when any of the conditions discussed in the following subsections are met.

Permanent/Direct Use

A permanent use of a Section 4(f) resource occurs when property is permanently incorporated into a transportation facility. Permanent use may occur as a result of partial or full acquisition or a permanent easement that allows permanent access onto the property for maintenance or other transportation- related purposes.

Constructive Use

A constructive use of a Section 4(f) resource occurs when a transportation project does not permanently incorporate land from the resource, but the project’s proximity results in impacts so severe that the protected activities, features, or attributes that qualify the property for protection under Section 4(f) are substantially impaired. Substantial impairment occurs only if the protected activities, features, or attributes of the resource are substantially diminished.

Temporary Occupancy

A temporary use of a Section 4(f) resource results when Section 4(f) property is required for project construction-related activities, the property is not permanently incorporated into a transportation facility, and the activity is not considered adverse by the agency with jurisdiction in terms of the preservation purpose of Section 4(f).

Temporary impacts to a Section 4(f) property may trigger the application of Section 4(f). 23 Code of Federal Regulations (CFR) 774.13(d) defines the following five temporary occupation exception criteria that must be met to determine that a temporary occupancy does not rise to the level of permanent/direct or constructive use for the purposes of Section 4(f):

- Duration is temporary (i.e., the occupancy is shorter than the time needed for construction of the project and there is no change in ownership of the property).
- Scope of work is minor (i.e., the nature and magnitude of the changes to the Section 4(f) properties are minimal).
- There are no anticipated permanent adverse physical impacts or permanent interference with the protected activities, features, or attributes of the property.
- The property is restored to the same or better condition that existed prior to the project.
- There is documented agreement from the appropriate federal, state, or local officials exists having jurisdiction over the property regarding the previously listed conditions.

Use of State Parks property resulting from the project’s actions include approximately 650 square feet of TCEs, and a 250 square foot PDE on the west side of SR 1; and a 200 square foot TCE on the east side of SR 1.

De minimis Impact Determination

When impacts to a Section 4(f) property are minor, as agreed to by the agency with jurisdiction over that property, Section 4(f) regulations can be satisfied through a *de minimis* determination.

De minimis impact is defined in 23 CFR 774.17 as follows:

- For parks, recreational areas, and wildlife and waterfowl refuges, a *de minimis* impact is one that would not adversely affect the activities, features, or attributes qualifying the property for protection under Section 4(f).
- For historical sites, *de minimis* impact means that Caltrans has determined that, in accordance with 36 CFR 800, no historical property is affected by the project or the project would have “no adverse effect” on the property in question. The SHPO and Advisory Council on Historic Preservation, if involved, must be notified that Caltrans intends to enter a *de minimis* finding for properties where the project results in “no adverse effect.”
- The officials with jurisdiction must concur in writing with a *de minimis* determination. For recreational or refuge properties, concurrence from the officials having jurisdiction over the properties is required. For historical sites, concurrence from the SHPO is required.

7. Sonoma 1 Culvert Rehabilitation Project – North: Preliminary *De minimis* Determination

The Sonoma 1 Culvert Rehabilitation Project – North will have an overall minor use of a Section 4(f) protected property and meets the criteria for a *de minimis* impact. The protected activities, features, and attributes of Salt Point State Park that qualify it for protection under Section 4(f) will not be substantially impaired by the project’s actions. The project will maintain all existing nonstandard features that are impacted (i.e. shoulder width, cross slope, sight distance, etc.). During the development of the project, Caltrans will incorporate all feasible measures and design goals to minimize harm to State Parks consistent with the Sonoma State Route 1 Repair Guidelines (March 2019). Drainage features that cannot be covered will be colored with an earth- tone coating to match the adjacent environment. In addition, all disturbed soil area within both Caltrans and State Parks right-of-way will be treated with erosion control measures and replanted with locally sourced native vegetation appropriate for the region.

Public access within Salt Point State Park via SR 1, will be maintained throughout the duration of the project construction. Each of the six locations will utilize a one-way traffic control system on SR 1, allowing accessibility to the State Park, and minimizing impacts to visitors.

8. Conclusion

Although the proposed project requires TCEs and a PDE within a Section 4(f) property, the attributes and features of State Parks land that qualify it for protection would not be adversely impacted by the project. The project will incorporate all feasible measures and design goals to minimize harm to the State Park. The TCEs and PDE associated with the project would not result in an adverse impact on the recreational opportunities or primary functions of the State Park. Before final determination, the Section 4(f) evaluation will have been noticed and available for a 30-day public review period. Therefore, based on the 4(f) analysis, and consistent with the coordination requirements of 23 CFR 774.5(b)(2), the project qualifies for a *de minimis* impact determination.

9. Avoidance and Minimization Measures

Comply with Final Sonoma State Route 1 Repair Guidelines. Project elements will comply with the *Final Sonoma State Route 1 Repair Guidelines* (Guidelines; Caltrans, 2019b). The

Guidelines were compiled on an inter-agency basis to provide guidance that integrates and balances safety, mobility, and maintenance goals with environmental values consistent with design best suited for the SR 1 corridor. Components of the Guidelines that apply to this project include: 1) Rock used in RSP will be selected to blend with the native rock and soil; 2) Soil-filled RSP will be utilized so that a blend of local soil and fine compost is placed into rock voids and applied as a topsoil that is seeded with locally sourced native species; 3) Ditches will be designed to blend into the surrounding landscape and concrete and metal facilities will be treated to match the surrounding terrain; and 4) Drainage pipes will be hidden from view where feasible and pipes that cannot be hidden will be colored with earth-tone coating to conceal them.

Apply Context Sensitive Solutions. Project design will follow concepts of context sensitive solutions. Project elements will incorporate aesthetic treatments and be designed such that they harmonize to the extent possible with the adjacent landscape (e.g., drainage elements colored to blend their surroundings). These and other adaptations will help minimize impacts to the visual character of the area and support visual unity throughout the project area and within the highly scenic coastal highway corridor.

Avoid Unnecessary Removal of Vegetation. Project elements have been adjusted to avoid impacts to visual resources (e.g., existing native trees and vegetation will be further refined during the project design phase). Vegetation removal due to construction will be minimized to the greatest extent feasible.

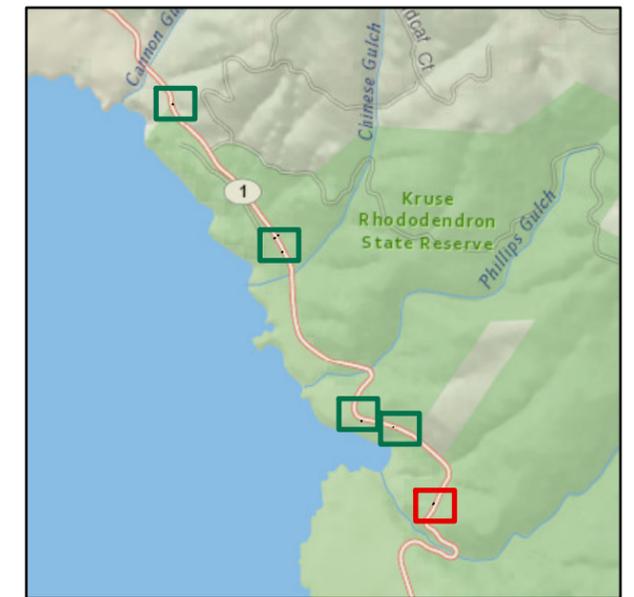
Protect Vegetation Outside the Limits of Construction. Trees and vegetation outside of the clearing and grubbing limits will be protected from the contractor's operations, equipment, and materials storage.

Revegetate Disturbed Areas Upon Completion of Construction. Following construction, seeding with locally native plants will enhance the visual quality and character of the corridor and help to quickly revegetate any disturbed areas. As appropriate, areas of RSP will be vegetated.

Develop a Transportation Management Plan. To offset temporary disruptions during construction, a traffic management plan (TMP) will be developed by Caltrans with input from the local community during the project design phase. The TMP will include one-way traffic controls, flag workers, and construction phasing to reduce impacts to local residents and maintain access to destinations along SR 1. The TMP will ensure continued project corridor access for emergency services. Thus, police, fire, and medical services would not be adversely affected by the proposed Project. The TMP will include coordination with Sonoma County and public notification in the event of an emergency. The TMP will ensure access to residential driveways that are near construction activities.

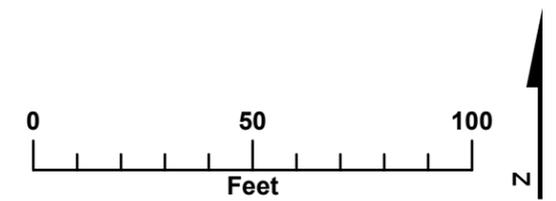
10. Coordination

Coordination with State Parks regarding the preliminary Section 4(f) findings of this analysis was initiated in October 2019. To-date, a draft letter to State Parks detailing impacts of the project on Park property, and Caltrans intent to adopt a *de minimis* impact determination has been prepared and shared with State Parks staff for their review. It is anticipated that before release of the final environmental document, a finalized Section 4(f) letter will be completed and coordinated with State Parks for the agency's written concurrence on the *de minimis* impact determination.



LEGEND

- - - - Caltrans Right of Way
- Project Footprint
- Staging Area
- Temporary Construction Easement



Imagery Source:
Sonoma County Spring 2018

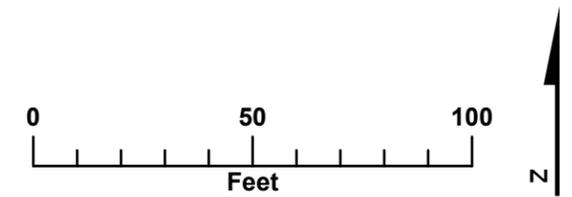


Figure 1 of 5
Construction Easements within Salt Point State Park
 Sonoma 1 Drainage System Restoration Project - North
 EA 04-1K750, SON-1 Post Mile 41.22
 Sonoma County, California



LEGEND

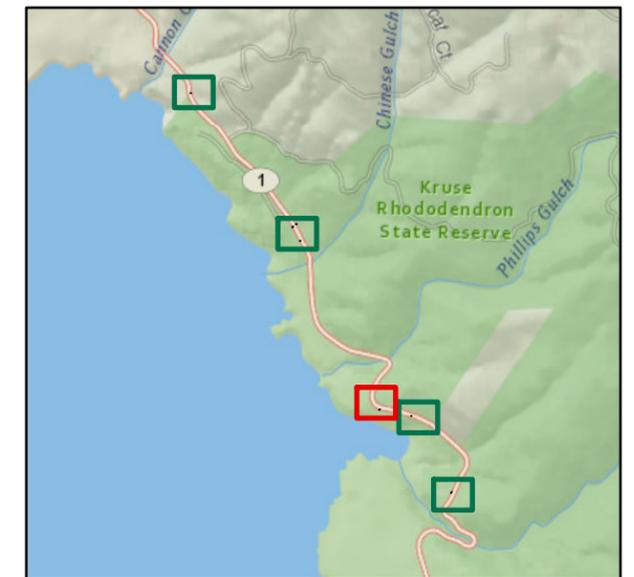
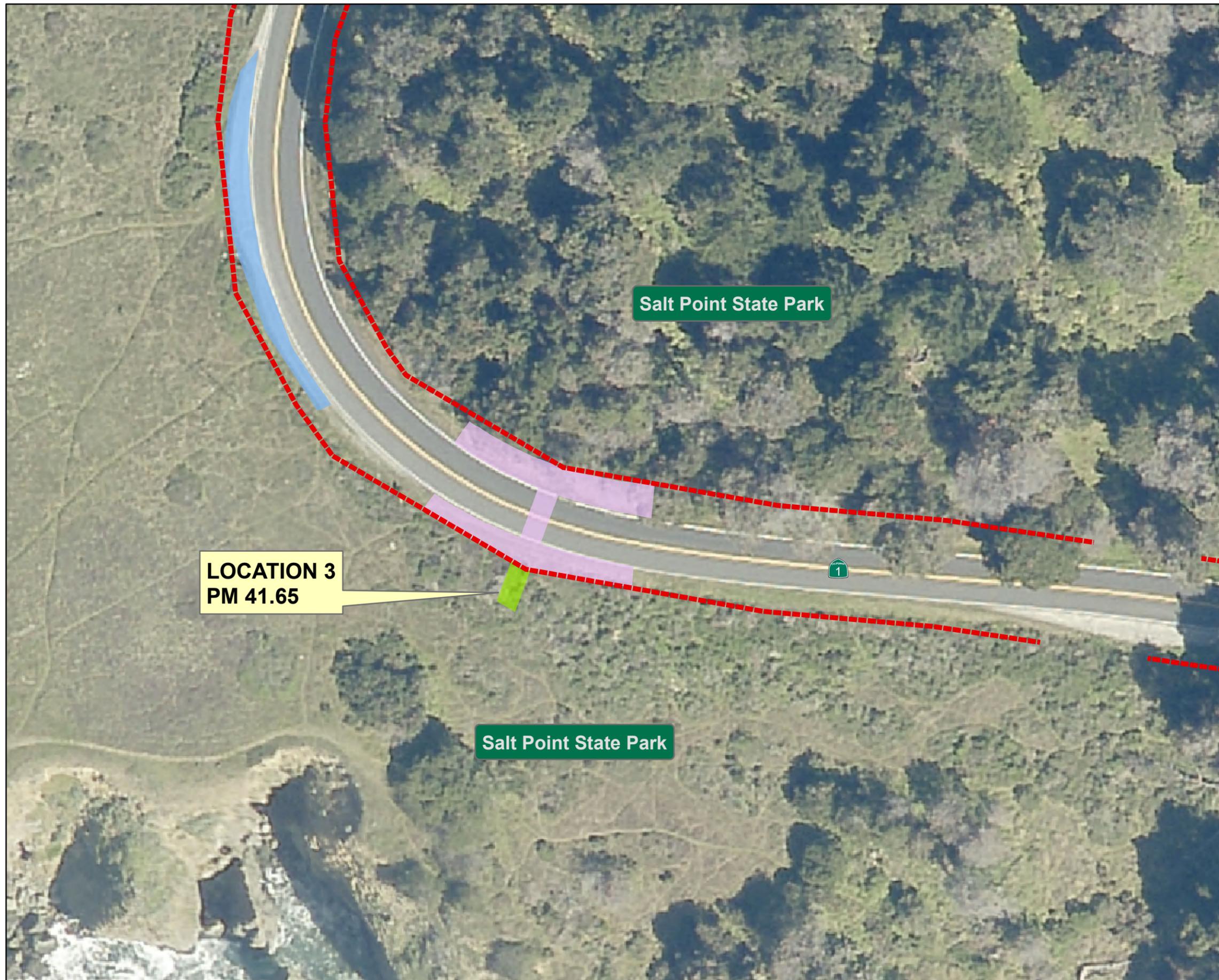
- - - Caltrans Right of Way
- Project Footprint
- Staging Area
- Temporary Construction Easement



Imagery Source:
Sonoma County Spring 2018

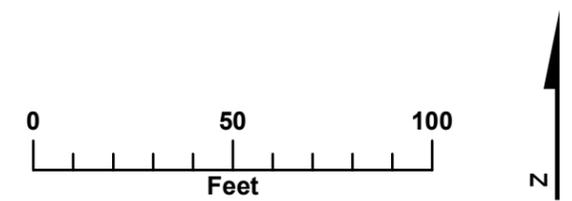


Figure 2 of 5
Construction Easements within Salt Point State Park
 Sonoma 1 Drainage System Restoration Project - North
 EA 04-1K750, SON-1 Post Mile 41.56
 Sonoma County, California



LEGEND

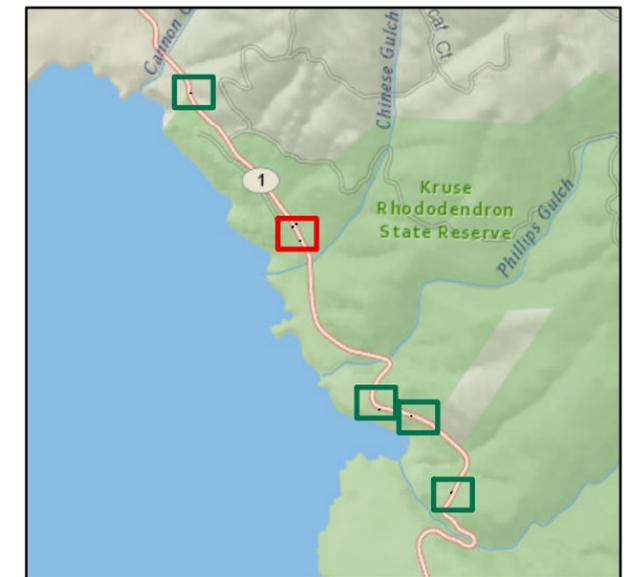
- - - Caltrans Right of Way
- Project Footprint
- Staging Area
- Temporary Construction Easement



Imagery Source:
Sonoma County Spring 2018

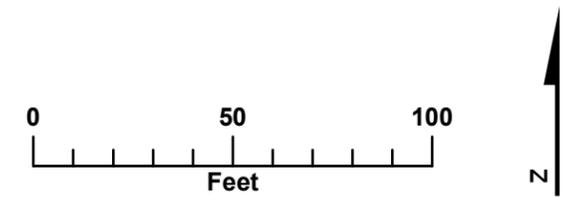


Figure 3 of 5
Construction Easements within Salt Point State Park
 Sonoma 1 Drainage System Restoration Project - North
 EA 04-1K750, SON-1 Post Mile 41.65
 Sonoma County, California



LEGEND

-  Caltrans Right of Way
-  Permanent Drainage Easement (PDE)
-  Temporary Construction Easement (TCE)
-  Project Footprint
-  Staging Area



Imagery Source:
Sonoma County Spring 2018

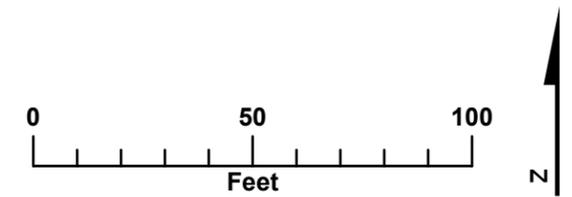


Figure 4 of 5
Construction Easements within Salt Point State Park
 Sonoma 1 Drainage System Restoration
 Project - North
 EA 04-1K750, SON-1 Post Mile 42.36 and 42.41
 Sonoma County, California



LEGEND

- - - - Caltrans Right of Way
- Temporary Construction Easement (TCE)
- Project Footprint
- Staging Area



Imagery Source:
Sonoma County Spring 2018



Figure 5 of 5
Construction Easements within Salt Point State Park
 Sonoma 1 Drainage System Restoration Project - North
 EA 04-1K750, SON-1 Post Mile 42.93
 Sonoma County, California