

## CALIFORNIA COASTAL COMMISSION

CENTRAL COAST AREA OFFICE

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Filed: July 24, 1996  
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 180th Day January 20, 1997  
 Staff Report: July 24, 1996;  
 Hearing Date: August 15, 1996  
 Staff: J. Chase  
 Doc.No. 39685REP.

CONSENT CALENDAR  
STAFF REPORT

PROJECT INFORMATIONAPPLICANT: City of Monterey

Agent: Tom Reeves, Public Works

APPLICATION NO. 3-96-085PROJECT LOCATION: Lighthouse Curve (Lighthouse Avenue between Custom House Tunnel and Private Bolio Road), Monterey, Monterey CountyPROJECT DESCRIPTION: Lighthouse Curve widening project; approximately 800 lineal feet; add one and reconstruct two easterly (inbound) lanes; reconstruct two existing westerly (outbound) lanes; construct barrier wall in median; replace a section of asphalt surfaced recreational trail with concrete; replace decorative wall along recreation trail with rock faced crash barrier; underground overhead lighting conductors; remove 2 cypress trees.ZONING: Road not zoned. Recreational. Trail - Open Space.LCP JURISDICTION: Monterey CityLOCAL APPROVALS RECEIVED: City Council March 5, 1996; Design and Architectural Review.. CEQA: EIR 1988 (see below)SUBSTANTIVE FILE DOCUMENTS: Final Environmental Impact Report Lighthouse Curve Widening Project, Earth Metric Inc., May 1988.SUMMARY OF STAFF RECOMMENDATIONS

The proposed development will improve safety and traffic flow on "Lighthouse Curve", a segment of the Lighthouse Avenue corridor which is a vehicular recreational access route of major significance and is paralleled by the Monterey Peninsula Regional Recreational Trail, a

pedestrian/bicycle route of major recreational value. The "Curve", located between the Presidio and Shoreline Park is constrained by geologic, historical and archaeological values.

The staff recommends approval of the development with conditions to submit final plans, a construction schedule that protects vehicular and pedestrian access to the greatest degree feasible and a plan to protect archaeological resources.

The City of Monterey Public Works Department reports that the conditions are acceptable.

### STAFF RECOMMENDATION

Staff recommends that the Commission adopt the following Resolution:

#### Approval

The Commission hereby grants a permit for the proposed development on the grounds that the development will be in conformity with the provisions of Chapter 3 of the California Coastal Act of 1976, will not prejudice the ability of the local government having jurisdiction over the area to develop a Local Coastal Program in conformance with the provisions of Chapter 3 of the Coastal Act, is located between the sea and the first public road nearest the shoreline or is the first public road nearest the shoreline and is in conformance with the public access and public recreation policies of Chapter 3 of the Coastal Act, and will not have any significant adverse impacts on the environment within the meaning of the California Environmental Quality Act.

### RECOMMENDED CONDITIONS

#### Standard Conditions

1. Notice of Receipt and acknowledgement. The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
2. Expiration. If development has not commenced, the permit will expire two years from the date this permit is reported to the Commission. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.
3. Compliance. All development must occur in strict compliance with the proposal as set forth in the application for the permit, subject to any special conditions set forth below. Any deviation from the approved plans must be reviewed and approved by the staff and may require Commission approval.

4. Interpretation. Any questions of intent or interpretation of any conditions will be resolved by the Executive Director or the Commission.
5. Inspections. The Commission staff shall be allowed to inspect the site and the project during its development, subject to 24 hour advance notice.
6. Assignment. The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
7. Terms and Conditions Run with the Land. These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

#### Special Conditions

1. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT, the permittee shall submit to the Executive Director for review and approval:

a. FINAL PLANS. Final engineered construction, landscape, drainage, and staging area plans. The landscape plan shall emphasize drought resistant native plants. The drainage plan shall be designed so that runoff is first retained, filtered and treated to remove suspended particules, heavy metals and oils. A copy of the Storm Water Pollution Prevention Plan shall be submitted. The staging area shall be located unobtrusively offsite and screened from public view.

b. CONSTRUCTION SCHEDULE TO MINIMIZE IMPACTS ON ACCESS. A construction schedule showing a progression of work that maintains maximum access shall be submitted. The schedule shall be consistent with the EIR mitigation measures which require no work on weekday evening ("rush") hours unless a minimum of four lanes of through traffic is provided; and, if feasible, prohibition of work on the weekends particularly during tourist season. If weekend work is required an expanded bus or shuttle service between downtown and Cannery Row shall be provided. A minimum of two outbound and one inbound traffic lanes shall remain in operation. The schedule shall provide for continual safe pedestrian and bicycle access on or near the Recreational Trail for the duration of the project.

During construction requests for exceptions to scheduling may be submitted for the review and approval of the Executive Director. Requests for exceptions shall be accompanied by information to substantiate that no significant additional impacts on coastal vehicular or pedestrian access will occur.

c. ARCHAEOLOGICAL RESOURCE PROTECTION. A plan consistent with the EIR mitigations including a scope of work; and, prior to award of bid for construction, a report on

the archaeological subsurface testing and recommendations for monitoring, evaluation, and mitigation. An archaeologist shall be on site during construction. If archaeological resources are discovered, all work which could damage or destroy these resources should be temporarily suspended. A qualified archaeologist shall determine the nature and significance of the archaeological materials and develop appropriate mitigation measures using standards of the State Historic Preservation Office. The revised plan shall then be approved by the State Historic Preservation Office and the Executive Director and shall be fully implemented by the permittee.

## FINDINGS AND DECLARATIONS

The Commission hereby finds and declares:

### 1. Project Location and Description.

Lighthouse Avenue is the first public road paralleling the sea through most of the City of Monterey. It passes through the Custom House Tunnel and curves along the bay, pressed between the Presidio Hill and the coastal bluff. Lighthouse Curve links downtown Monterey and Fisherman's Wharf to Cannery Row and the heavily visited Monterey Bay Aquarium as well as to Pacific Grove and Asilomar. It is the primary vehicular connection between these popular visitor attractions. See Exhibit 2.

The proposed project will help mitigate existing traffic flow problems. For approximately 800 lineal feet along the Curve between Private Bolio Road to near the Custom House Tunnel entrance on the lanes outbound from Monterey one lane will be added and the existing two will be reconstructed. The two existing inbound lanes abutting the Presidio of Monterey will be reconstructed but will not increase in width. Ten parking spaces will be lost in the widening. A section of the recreational trail along the bluff top in the project area will be changed from asphalt to concrete; and the decorative wall along the trail will be replaced with a rock faced crash barrier. A concrete barrier will also be placed along the center divider. The overhead lighting conductors will be undergrounded. Two cypress trees will be removed. There will be approximately 25 cubic yards of cut and 75 cubic yards of fill.

### 2. Traffic, Circulation, Recreational Trail and Public Access

Section 30254 of the Coastal Act states in part that "new or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division..."

Section 30210 of the Coastal Act provides for maximizing public access and recreational opportunities; Section 30211 provides that development shall not interfere with existing access to the sea and Section 30213 provides that lower cost visitor and recreational facilities shall be protected and encouraged.

Lighthouse Avenue corridor is part of a vehicular recreational access route of major significance. The City has considered numerous improvements to traffic circulation between the Central Business District and New Monterey/Cannery Row which lies a mile northwest of downtown. Traffic circulation between these districts has been problematic because a single major throughfare, Lighthouse Curve, a segment of Lighthouse Avenue that forms an arc separating the foot of the Presidio Hill promontory from the shoreline, carries the majority of through traffic. The significant historical and archaeological sites within the Presidio prohibit construction of additional major arterials through the property and the City's Shoreline Park lies adjacent to the arterial on the oceanside.

In 1988 the City of Monterey adopted a Final Environmental Impact Report for the widening of Lighthouse Curve. The proposed project was to mitigate for existing and projected traffic flow problems. The objective was to improve Lighthouse Curve from the north end of the Custom House Tunnel to Private Bolio Road from four to six lanes and install a traffic signal at Lighthouse and Private Bolio Road. Two alternatives were reviewed, "A" which would utilize 30,000 sq.ft. of the U.S. Army Presidio of Monterey and "B" which would use a 7 ft. by 225 ft. strip of shoreline Park. In 1993 a comprehensive Transportation Study for the City of Monterey by Wilbur Smith Associates, recommended two alternatives for improving the Lighthouse Avenue corridor. Both options included widening Lighthouse Curve but to five lanes, with three lanes outbound and two lanes inbound and signalization of the intersection of Foam Street and Drake Avenue if warranted. In March 1996 the City approved a modified version of the EIR Alternative B which would provide for the 5 lanes as recommended in the Transportation Study. There would be no substantive change on the Presidio or inward bound lanes; no lane would be added; the roadway would be resurfaced. On the shoreline, a lane would be added to create three outward bound lanes.

The EIR had anticipated "Phase I" improvements which included several improvements to Lighthouse Avenue and its cross streets in New Monterey to be implemented prior to start of Lighthouse Curve widening. However, the Lighthouse Corridor improvement plan has been revised and these measures will not be completed prior to but will be coordinated with the widening project.

The proposed project will improve safety and traffic flow by adding a lane and by installation of a traffic barrier in the center island. This will improve vehicular access to the shoreline consistent with Section 30254 which provides that public facilities be designed to accommodate uses consistent with the Coastal Act and with Section 30311 which calls for maximizing public access to the coast.

Construction Impacts on Vehicular and Pedestrian Access: No construction schedule has been developed. The applicant (Tom Reeves, Public Works, 7/23/96, personal communication) estimates that work will commence after Labor Day and will take approximately three to four months. Though EIR mitigation measures require that no more than one lane be closed at a time, according to the City Public Works Department this cannot

be done when working on the median barrier. Construction will require closing of two lanes for work on the roadway median barrier. However, as many lanes as possible will be maintained in operation. The tentative plan is to construct the third outbound lane adjacent to the Recreational Trail, then close the center lanes on both sides and retain at least two outbound lanes and one inbound lane at all times. After completion of the road work, the new shoreline lane will be used for pedestrian and bicycle travel while the work is done on the Recreational Trail. Because of the heavy use of the roadway and the Recreational Trail, it is important to maintain the maximum possible use.

The permit has been conditioned to require submittal of the construction schedule showing a progression of work that maintains maximum access. The EIR mitigation measures adopted by the City require no work on weekday evening hours unless a minimum of four lanes of through traffic is provided; and prohibition of work on the weekends particularly during tourist season. If weekend work is required an expanded bus or shuttle service between downtown and Cannery Row should be used.

Recreational Trail: The Monterey Peninsula Recreational Trail extends unbroken from Fort Ord in the north to Asilomar. It is a very popular pedestrian and bicycle commute and recreational route and is particularly heavily used in the Monterey City and Pacific Grove areas. The trail parallels Lighthouse Avenue from the City's northern boundary to Cannery Row. The proposed development will resurface a section of the trail. A section of retaining wall between the roadway and the trail will be replaced with a rock wall. The wall height will be limited to 3 feet to maintain the open visual feeling on the trail and roadway. As discussed above the construction will be scheduled to maintain access along the trail through appropriate detours.

Therefore, as conditioned to provide for a construction schedule and progression that protects existing access and mitigates for construction interruption of vehicular and pedestrian access, the proposed development is consistent with Section 30254 and 30210 and 30213 of the Coastal Act.

### 3. Archaeology

Section 30244 of the Coastal Act provides:

Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

A Cultural Resource Evaluation for the Lighthouse Curve Road Widening Project in the City of Monterey was done by Archeological Resource Management, November 1987. Based on the archival background search, the surface survey and other data, the evaluation determined that it was clear that prehistoric resources exist in the study area. Within the overall deposit are tools, faunal remains, cooking debris and human burials.

The EIR had identified two alternative road widening projects both of which would have created three lanes each direction. Alternative A which would have impacted archaeological resources in the Presidio was rejected. A modified reduced Alternative B proposal was approved by the City of Monterey which adds an additional lane along Shoreline Park and encroaches into the park. It is likely archaeological resources will be encountered in excavation and grading. The City reports that an archaeologist will be on site for excavations. The coastal permit has been conditioned to require compliance with the EIR mitigation measures.

As conditioned to require appropriate archaeological monitoring and mitigation, the proposed development is consistent with Section 30244 of the Coastal Act which requires protection of archaeological and paleontologic resources.

#### 4. Water Quality

Section 30230 of the Coastal Act states:

Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

Section 30231 of the Coastal Act states:

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

The construction activities will generate dust and erosion contributing to sedimentation of runoff which would degrade the water quality of Monterey Bay and thereby adversely impact its marine resources. In addition roadway surfaces collect oils and metal particles from vehicles as well as litter which are washed into the storm drains during the first major storms of each winter season. The EIR mitigations require stabilization of "exposed substrates in some manner", design of curbs and drainage so that runoff is retained, filtered, and treated to remove suspended particles, heavy metals and oils. The applicant also reports that a Storm Water Pollution prevention plan will be prepared and implemented.

The permit has been conditioned to required submittal of the final construction, drainage, and landscape plans and the storm water pollution prevention plan for review and approval of the

Executive Director. The plans will be reviewed against the Storm Water Best Management Practices Handbooks to assure consistency with Coastal Act marine resource policies which require protection of the biological productivity and quality of coastal waters. Therefore, as conditioned, the proposed development is consistent with the Sections 30230 and 30231 of the Coastal Act.

5. LCP/CEQA

The Monterey City Local Coastal Program Land Use Plan has been segmented. The Harbor area Land Use Plan has not been certified by the Coastal Commission. As conditioned, the proposed development will not have any significant impact on coastal resources, is consistent with the policies of Chapter 3 of the Coastal Act and will not prejudice the ability of the City of Monterey to prepare and implement a Local Coastal Program consistent with the Coastal Act policies.

The City adopted an Environmental Impact Report for this development in September 1988.



# Monterey



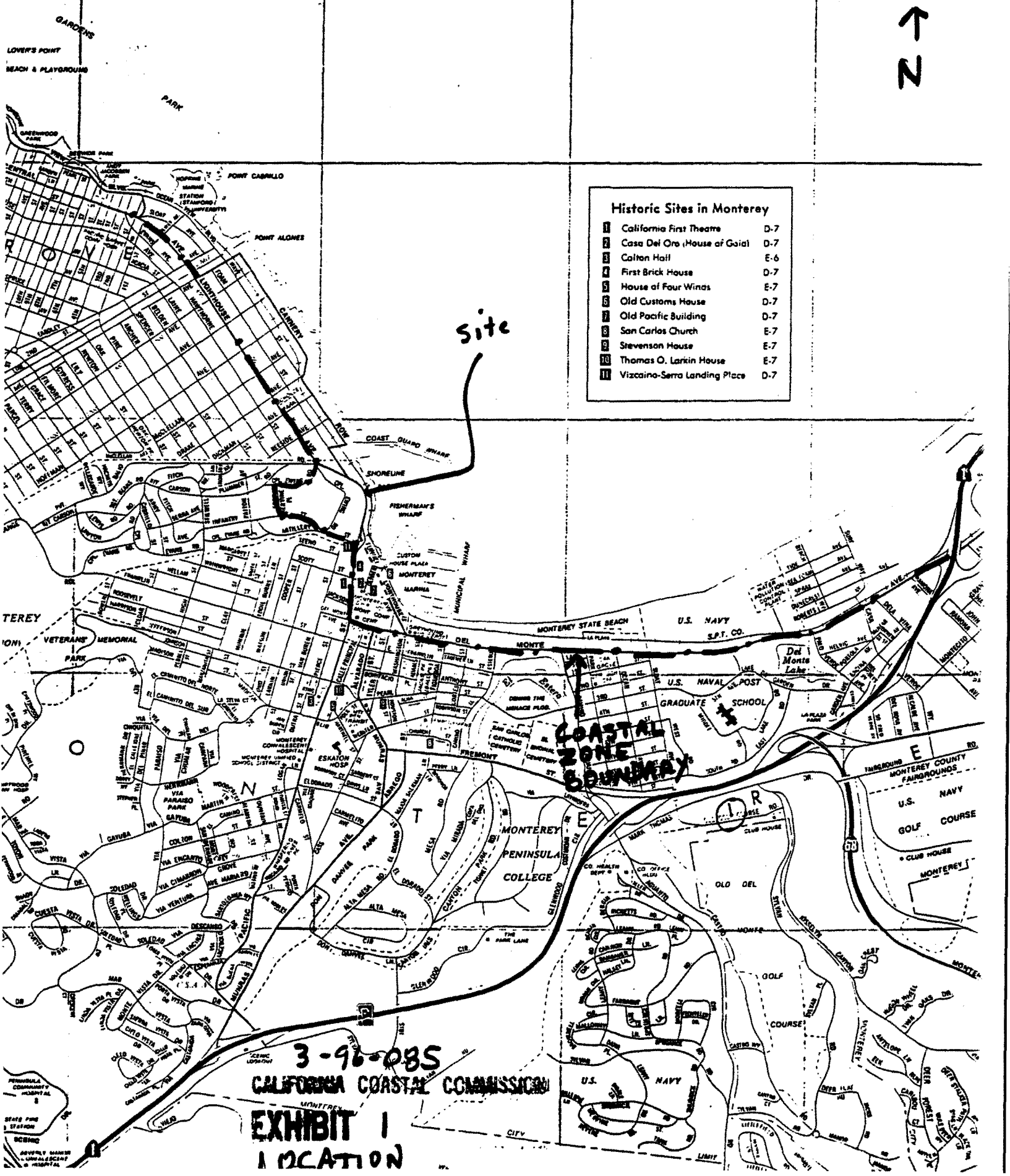
Historic Sites in Monterey		
1	California First Theatre	D-7
2	Casa Del Oro (House of Gaia)	D-7
3	Colton Hall	E-6
4	First Brick House	D-7
5	House of Four Winds	E-7
6	Old Customs House	D-7
7	Old Pacific Building	D-7
8	San Carlos Church	E-7
9	Stevenson House	E-7
10	Thomas O. Larkin House	E-7
11	Vizcaino-Serra Landing Place	D-7

site

**COASTAL ZONE BOUNDARY**

3-96-085  
CALIFORNIA COASTAL COMMISSION




**EXHIBIT I**  
**LOCATION**

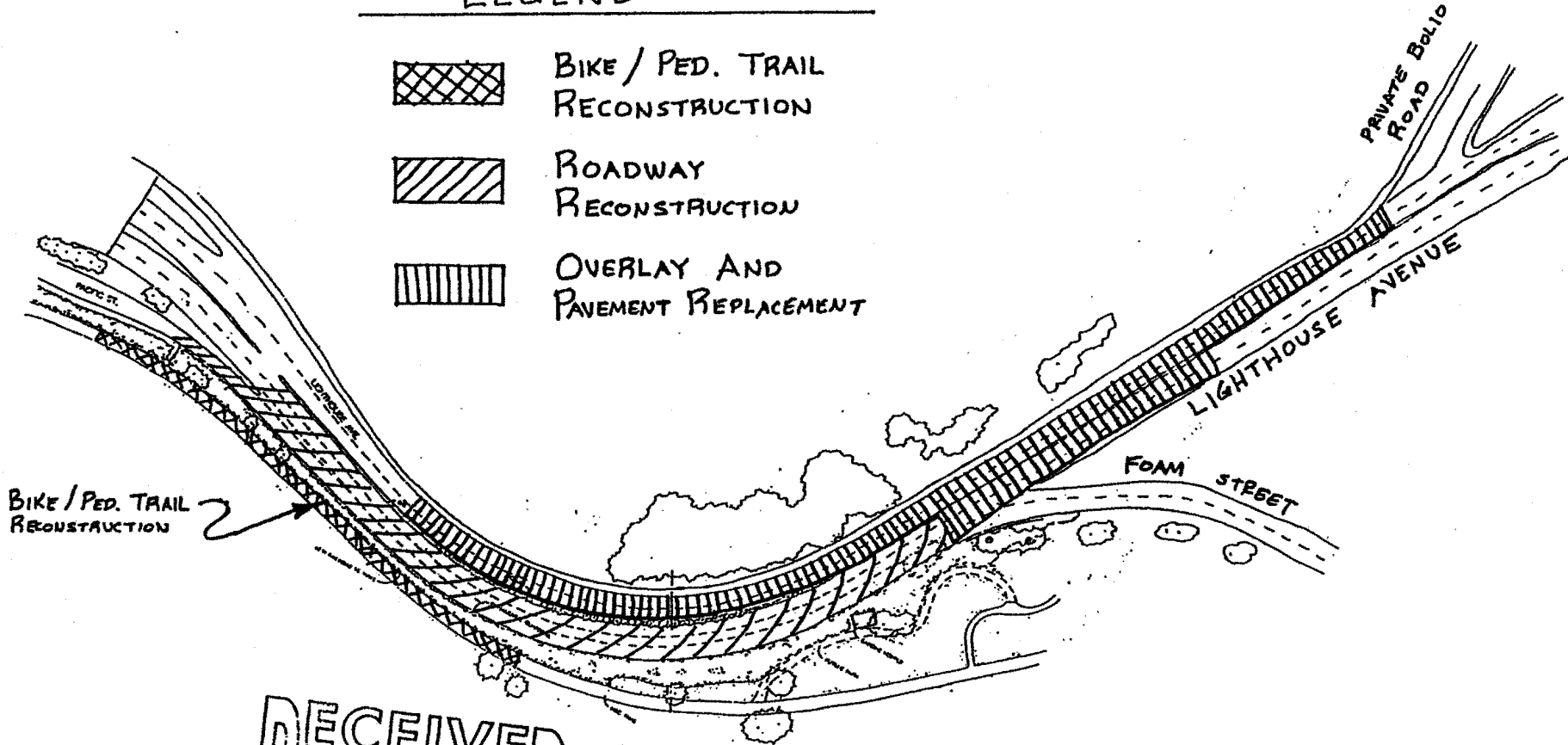


# LIGHTHOUSE CURVE WIDENING AND BIKE / PEDESTRIAN TRAIL RECONSTRUCTION SITE PLAN

Attachment 4

## LEGEND

-  BIKE / PED. TRAIL RECONSTRUCTION
-  ROADWAY RECONSTRUCTION
-  OVERLAY AND PAVEMENT REPLACEMENT



3-96-085

CALIFORNIA COASTAL COMMISSION

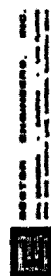
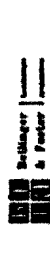
EXHIBIT 2

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JUL 16 1996

CALIFORNIA  
COASTAL COMMISSION  
SOUTHERN COAST AREA

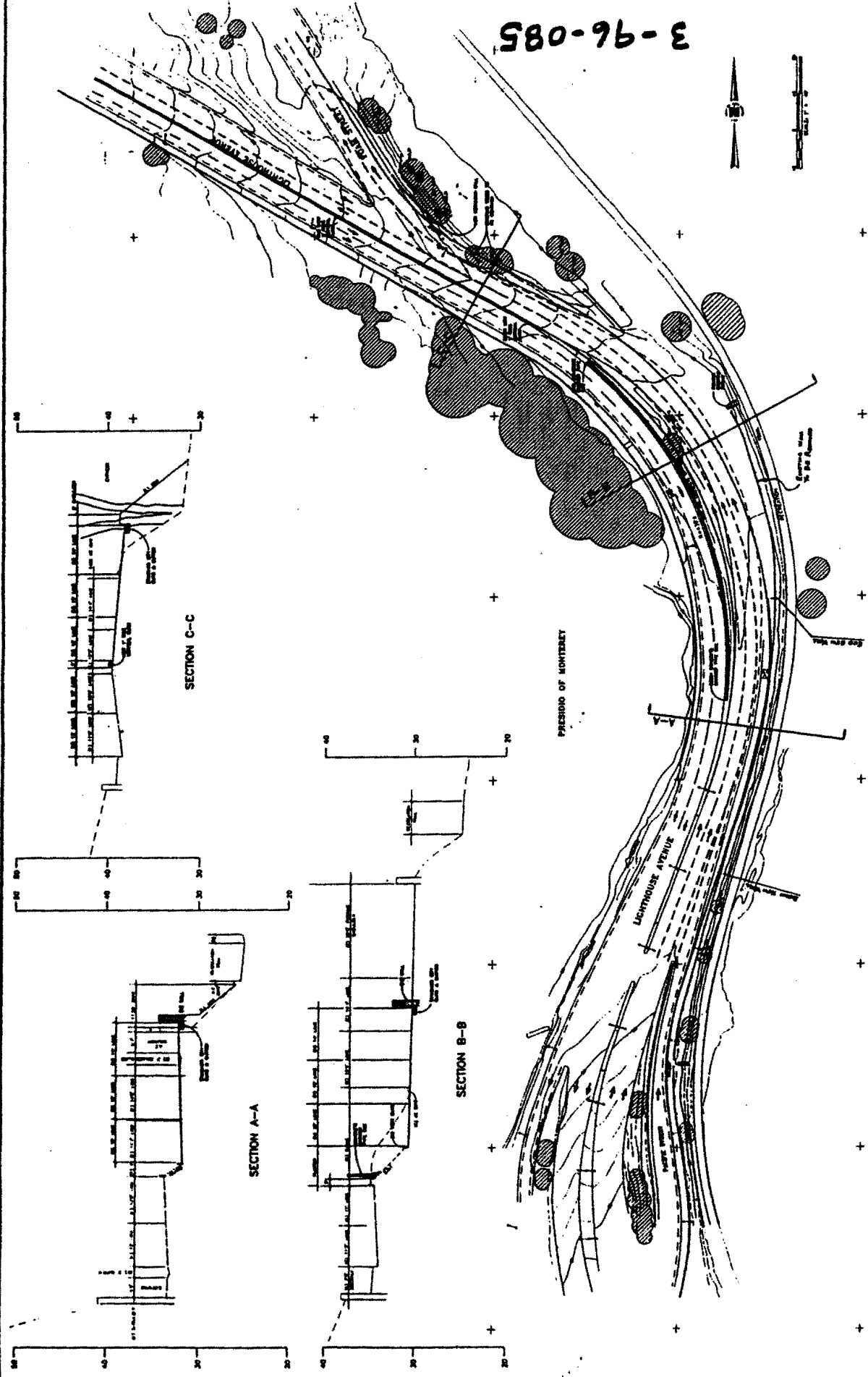
# LIGHTHOUSE AVENUE - CURVE WIDENING

NOTE:  
DATE OF AERIAL PHOTOGRAPH, 1972


 CALIFORNIA COASTAL COMMISSION  

 HILLIARD & FOSTER  
 1000 ...  
 SAN FRANCISCO, CALIF. 94104

3-96-085

EXHIBIT 3  
CALIFORNIA COASTAL COMMISSION



SECTION C-C

SECTION B-B

SECTION A-A

ATTACHMENT 11