STATE OF CALIFORNIA – THE RESOURCES AGENCY PETE WILSON, *Governor*

CALIFORNIA COASTAL COMMISSION
45 FREMONT STREET, SUITE 2000
SAN FRANCISCO, CA 94105-2219
CE AND TDD (415) 904-5200

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STAFF REPORT AND RECOMMENDATION

ON CONSISTENCY DETERMINATION

Consistency Determination No.	**CD-047-97**
Staff:	JRR-SF
File Date:	4/11/1997
45th Day:	5/26/1997
60th Day Extended To:	11/7/1997
Commission Meeting:	11/6/1997

FEDERAL AGENCY: FOREST SERVICE

DEVELOPMENT LOCATION: Sycamore Canyon Road and Pfeiffer Beach, Big Sur, Los Padres National Forest, Monterey County (Exhibit 1)

DEVELOPMENT DESCRIPTION: Reconstruction of existing parking lots, construction of restroom, boardwalk, entrance kiosk and turn around, gate, revegetation of disturbed areas, and implementation of traffic management plan (Exhibit 2)

SUBSTANTIVE FILE DOCUMENTS:

1. CD-080-95, Consistency Determination by Forest Service for rehabilitation of Pfeiffer Beach Day Use Area.

2. Pfeiffer Beach Day Use Rehabilitation Project, Environmental Assessment, June 1997.

3. Sycamore Canyon Road/Pfeiffer Beach Transportation Analysis, September 1996.

4. Biological Opinion for the Pfeiffer Beach Rehabilitation Project, Monterey County, California (1-8-95-F-33), U.S. Fish and Wildlife Service, July 3, 1995.

EXECUTIVE SUMMARY

The Forest Service submitted a consistency determination for the rehabilitation of existing deteriorated recreational support facilities at Pfeiffer Beach in Big Sur. Specifically, the proposed project includes construction of a boardwalk from the parking area to the beach, relocation and expansion of bathrooms, repaving of existing parking areas and access roads, construction of an entrance kiosk and turn-around, restoration of one of the overflow parking areas (reducing the amount of parking), and implementation of a traffic management plan. Based on public comments and a re-evaluation of the project, the Forest Service modified its consistency determination to make the following commitments: 1) a single stage transportation management proposal that includes signage on Highway 1 and posting an attendant to enforce the sign; 2) construction of a turn around lane on Sycamore Canyon Road just below Highway 1; and 3) implementation of the transportation plan before the re-development of the recreational facility. Finally, the Forest Service proposes to monitor the effectiveness of its transportation management efforts.

The Commission previously objected to the Forest Service's consistency determination for the infrastructure and facilities improvements described in that project (CD-080-95), because the improvements to the recreational support facilities in the area would have the effect of drawing more people to the beach, and thus, add to an already serious traffic problem. This existing problem interferes with the public's ability to get to the shoreline and represents a public safety issue because emergency vehicles may have difficulties accessing this area during peak recreation periods. In objecting to the previous consistency determination, the Commission found that, without traffic management, the improvements would increase the traffic problem in a manner inconsistent with the access policies of the California Coastal Management Program (CCMP). As a result of that objection, the Forest Service agreed to prepare a transportation plan for Sycamore Canyon Road, the only access road to Pfeiffer Beach. The Forest Service has completed that transportation plan and has incorporated the recommendations of that plan into this consistency determination. Additionally, the proposed project reduces the number of designated parking spaces, but the reduction is necessary to protect natural resources and the carrying capacity of the beach and Sycamore Canyon Road. Thus, the Forest Service has modified the proposal, as requested by the Commission under Section 30214 of the Coastal Act, to address critical transportation impacts and manage access in a manner taking into account the various site's constraints and unique features. Therefore the proposed project is consistent with the access and recreation policies of the CCMP.

The project benefits habitat resources because the boardwalk will direct people away from those areas containing those sensitive resources. The project is consistent with the water quality policies of the Coastal Act, because the Forest Service will re-pave the overflow parking lot using "best management practices" to direct runoff away from the stream, and thus mitigate for an existing source of water quality degradation. Additionally, the boardwalk will reduce erosion into the stream. Finally, the traffic management program will reduce habitat impacts associated with indiscriminate parking. Therefore, the project is consistent with the habitat and water quality policies of the CCMP.

STAFF SUMMARY AND RECOMMENDATION:

I. Project Description.

The Forest Service proposes to reconstruct two parking areas within the Pfeiffer Beach Day Use Area facility, providing up to 65 vehicle parking spaces and supporting approximately 195 people at one time. The Forest Service will restore the remaining existing overflow lot to natural conditions. The Forest Service proposes to repave the existing Pfeiffer Beach connector road and construct a boardwalk from the main parking lot to the beach and an entrance kiosk with a turn around lane and gate. Additionally, the project includes the removal of the existing two-unit vault toilet, construction of a new four unit restroom, a host site trailer pad, an information kiosk, a bike rack, and an entrance gate and the installation of a public phone. Additionally, the project includes implementation of a traffic management plan for Sycamore Canyon Road.

Based on public comments and a re-evaluation of the project, the Forest Service modified its consistency determination to make the following commitments: 1) a single stage transportation management proposal that includes signage on Highway 1 and posting an attendant to enforce the sign; 2) construction of a turn around lane on Sycamore Canyon Road just below Highway 1; and 3) implementation of the transportation plan before the re-development of the recreational facility (Exhibit 3). Finally, the Forest Service proposes to monitor the effectiveness of its transportation management efforts.

II. Status of Local Coastal Program.

The standard of review for federal consistency determinations is the policies of Chapter 3 of the Coastal Act, and not the Local Coastal Program (LCP) of the affected area. If the Commission certified the LCP and incorporated it into the CCMP, the LCP can provide guidance in applying Chapter 3 policies in light of local circumstances. If the Commission has not incorporated the LCP into the CCMP, it cannot guide the Commission's decision, but it can provide background information. The Commission has partially incorporated the Monterey County LCP, including the Big Sur Segment, into the CCMP.

III. Federal Agency's Consistency Determination.

The Forest Service has determined the project to be consistent to the maximum extent practicable with the California Coastal Management Program.

IV. Staff Recommendation:

The staff recommends that the Commission adopt the following motion:

MOTION. I move that the Commission concur with the U.S. Forest Service's consistency determination.

The staff recommends a YES vote on this motion. A majority vote in the affirmative will result in adoption of the following resolution:

Concurrence.

The Commission hereby **concurs** with the consistency determination made by the Forest Service for the proposed project, finding that the project is consistent to the maximum extent practicable with the California Coastal Management Program.

VI. Findings and Declarations:

The Commission finds and declares as follows:

A. Public Access and Recreation Resources. Section 30210 of the Coastal Act provides that:

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse

Section 30213 of the Coastal Act provides that:

Lower cost visitor and recreational facilities shall be protected, encouraged, and where feasible, provided. Developments providing public recreational opportunities are preferred.

Section 30214 of the Coastal Act provides that:

> *(a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following:*
>
> *(1) Topographic and geologic site characteristics.*
>
> *(2) The capacity of the site to sustain use and at what level of intensity.*
>
> *(3) The appropriateness of limiting public access to the right to pass and repass depending on such factors as the fragility of the natural resources in the area and the proximity of the access area to adjacent residential uses.*
>
> *(4) The need to provide for the management of access areas so as to protect the privacy of adjacent property owners and to protect the aesthetic values of the area by providing for the collection of litter.*
>
> *(b) It is the intent of the Legislature that the public access policies of this article be carried out in a reasonable manner that considers the equities and that balances the rights of the individual property owner with the public's constitutional right of access pursuant to Section 4 of Article X of the California Constitution. Nothing in this section or any amendment thereto shall be construed as a limitation on the rights guaranteed to the public under Section 4 of Article X of the California Constitution.*
>
> *(c) In carrying out the public access policies of this article, the commission and any other responsible public agency shall consider and encourage the utilization of innovative access management techniques, including, but not limited to, agreements with private organizations which would minimize management costs and encourage the use of volunteer programs.*

Section 30221 of the Coastal Act provides that:

> *Ocean front land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be*

accommodated on the property is already adequately provided for in the area.

Section 30223 of the Coastal Act provides that:

Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

Section 30252 of the Coastal Act provides that:

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

Section 30252 of the Coastal Act provides that:

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision of extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of on-site recreational facilities to serve the new development.

Section 30253 of the Coastal Act provides, in part, that:

> *New Development shall:*
>
> ....
>
> *(5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.*

Section 30254 of the Coastal Act provides, in part, that:

> ....
>
> *Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.*

The Big Sur segment of the Monterey County's LCP policy 4.1.3.A.5 provides, in part, that:

> *Sycamore Canyon Road ... should be maintained at a level that resident and visitor traffic can safely be accommodated. Improvements to the width or alignment of these roads shall only be approved when negative visual and environmental impacts will not result and where the improvements will not adversely impact adjacent residents. Pedestrian access shall be provided where feasible. Priority uses shall not be precluded on these roads by non-priority developments.*

Big Sur LCP policy 4.2.3 provides that:

> *Consideration should be given to regulating vehicular access to Pfeiffer Beach on Sycamore Canyon Road during peak periods. A temporary gate at Highway 1 operated by the parks and Recreation Department is a possible approach. A shuttle service between Pfeiffer Big Sur State Park and Pfeiffer Beach should also be considered.*

1. **Character of the Area.** Because of the very special nature of the Big Sur Coast, the Commission has concerns about any activity that will affect the character of this area. If the pristine and natural character of this portion of the coast is significantly degraded, it would change this unique recreational resource. Therefore, the Commission is evaluating the Forest Service's proposed project for its effect on the character of the Big Sur Coast.

Although the overall character of the Big Sur coast is a wild and natural shoreline, the Forest Service has already improved the Pfeiffer Beach area to enhance the recreational experience. There are existing paved parking and restrooms. The development proposed by the Forest Service includes reconstruction of the paved parking, an increase in the size of the restrooms, and the addition of a boardwalk. This development is consistent and compatible with the character the existing developed recreational facilities at Pfeiffer Beach. Additionally, the project will reduce the number of parking spaces from 85 to 65 and strictly limit access to the area based on parking capacity. Thus, the project will reduce overcrowding, eliminate the need to park vehicles in non-designated areas, and prevent over use of the beach. By reducing the number of cars and visitors, the Forest Servicehas responded to the above-cited LCP planning mandateds to consider the area's carrying capacity and will improve the character of the area.

2. **Facilities Improvements.** The Forest Service proposes to improve existing access facilities at Pfeiffer Beach. These access improvements include re-constructing the existing parking areas, relocation and expansion of bathrooms, and construction of a kiosk, turn around, gate, and boardwalk. These improvements support recreational use of this beach. The bathroom expansion and relocation is necessary to meet existing demand. Additionally, the existing location of the restrooms prevent adequate ventilation and the new location will improve the ventilation of these facilities. The boardwalk will improve access to the beach while minimizing impacts to habitat resources. There are sensitive habitat areas and archaeological sites near the beach access trail. The boardwalk will unobtrusively focus pedestrian traffic away from sensitive areas. Additionally, the boardwalk will reduce erosion and compaction occurring at the beach trail. Finally, both the bathroom and boardwalk will improve coastal access for persons with disabilities. Finally, re-constructing the existing parking areas will improve parking in the area. The main parking lot is in a deteriorated condition and in need of repaving. Additionally, there are two existing overflow parking lots without striping. Disorganized parking in these areas is chaotic and increases the traffic problems in the area. The Forest Service will eliminate one of these overflow areas and pave and stripe the remaining lot. Thus, the project will reduce existing parking and organize the remaining overflow lot in a manner that will eliminate one of the factors contributing to the traffic problem.

3. **Traffic.** The Coastal Act protects public access resources from impacts associated with increases in traffic and requires management access opportunities in a

manner that takes into account, among other things, public safety. Increases in traffic congestion make it more difficult for the public to drive to coastal recreation areas, and thus can interfere with public access to the shoreline. The Big Sur Coast LCP expresses the need to reserve limited highway capacity for recreational traffic and minimizes non-priority uses that would use up traffic capacity. Additionally, the LCP also identifies a serious traffic issue concerning Sycamore Canyon Road, the only access road to Pfeiffer Beach. The LCP states that:

> *Sycamore Canyon Road, a private one-lane road over which the U.S. Forest Service holds easements for public access to Pfeiffer Beach, is carrying traffic during peak use periods that exceeds its safe capacity. This is leading to conflicts between recreational and residential traffic.*

In reviewing the earlier consistency determination for the facilities' improvement portion of this project, the Commission found that it would improve the recreational facilities at Pfeiffer Beach and would draw more people to Pfeiffer Beach. Thus, the project would increase traffic on Sycamore Canyon Road. This increase in traffic would further exacerbate congestion on an already unsafe road and interfere with the ability of emergency vehicles to get into the area. Therefore, the Commission found that that project would affect traffic by allowing it to further exceed the road's safe capacity. Additionally, the Commission found that the traffic impacts generated by that project were inconsistent with the access policies of the Coastal Act. The Commission also found that the project would be consistent with the CCMP if the Forest Service prepared and implemented a transportation plan for Sycamore Canyon Road as part of the project.

The Forest Service recently completed a transportation analysis for Sycamore Canyon Road (Exhibit 4). The study is the product of a team made up of representatives of the Forest Service, Coastal Commission, Caltrans, California Department of Parks and Recreation, Monterey County, and the public. In that study, the analysis team concluded that "the road appears to handle the traffic demand most of the time, but there are about 50 days per year where the peak demand exceeds the prudent capacity of the road." (Transportation Analysis, page 18.) The transportation plan describes the service level of Sycamore Canyon Road as follows:

- Road is at Service Level A (ideal traffic movement) 70% of the time (255 days)
- Road is at Service Level B 14% of the time (52 days)
- Road is at Service Level C 14% of the time (49 days)
- Road is at Service Level D (worst traffic congestion) 2% of the time (9 days)

(Transportation Analysis, page 18.)

The study concludes that the maximum number of vehicles that the road can reasonably accommodate is 150 vehicles per hour in both directions. (Transportation Analysis, page 16.) The study includes the following conclusion concerning road capacity:

> *To remain within the acceptable traffic service level range, the* ***peak allowable capacity should not exceed 120 VPH*** [Vehicles Per Hour] *(both directions).*
> *However, the Analysis Team recommends that* ***service Level "A" should become the goal*** *in order to maintain the quality experience level while driving from Hwy. 1 to Pfeiffer Beach, and to facilitate multiple modes of travel, such as hiking and biking.*
> *To* ***meet this goal, the maximum allowable traffic flow should be no more than 40 VPH (Westbound) or 80 VPH (both directions).***
> (Emphasis added, Transportation Analysis, page 19.)

The study also concludes that parking capacity rather than road capacity is the major factor adversely affecting traffic. In evaluating the relationship between parking and traffic, the plan contains a conclusion that states:

> *Based on the empirical data that is available, the Analysis Team recommends that the capacity of the parking facility is between 45 and 87 spaces ....*
> *The lowest level of development (45 parking spaces) would assure that the driving experience from Hwy. 1 to Pfeiffer Beach, becomes part of the recreation experience, and make the road more inviting to hiking and biking use.* (Transportation Analysis, page 19.)

Despite the recommendations within the Transportation Study, the Forest Service proposal allows for 65 parking spaces, which will reduce the existing capacity by 20 spaces. This level of use will generate a maximum traffic level of approximately 100 VPH, which is higher than the ideal goal recommended in the study. This level of use is less than then maximum capacity of the road (120 VPH) identified in the analysis, and thus within the carrying capacity of the road. The Forest Service believes that the parking capacity provides a balance between the recreational experience of the Sycamore Canyon Road and maximizing public access to the shoreline. Since the level of use proposed by the Forest Service (100 VPH) is less than the maximum capacity of the road (120 VPH), the project will not adversely affect access to the coast. In fact, the project will reduce road use and improve access to the shoreline. Therefore, the Forest Service's decision to increase the level of use over the ideal level recommend in the transportation analysis will not adversely affect coastal resources.

To ensure that vehicular use does not exceed road capacity, the Transportation Analysis includes consideration of the following traffic management alternatives.

A. Convert Sycamore Canyon Road to hike/bike trail

B. Discourage use of private vehicle and encourage use of shuttle

C. Improve Sycamore Canyon road to County standards and encourage county to maintain it;

D. Minimum intervention/two stage approach

E. Install fully automated controls.

The team used fifteen criteria to rate the alternatives. Based on this rating process, the team selected alternative D (minimum intervention/two stage approach) as the preferred alternative. The Forest Service modified the alternative to have it fully implemented in a single phase. This alternative includes a manually operated wood sign near the intersection of Highway 1 and Sycamore Canyon. The sign will inform the public whether the road is open or closed depending on the availability of parking spaces. Additionally, the Forest Service will enforce the sign's restrictions by stationing an additional employee near the intersection of Highway 1 and Sycamore Canyon Road. The Forest Service also modified this alternative to include a turn around lane on Sycamore Canyon Road, just west of Highway 1. Finally, the Forest Service agreed to implement the transportation plan before constructing the recreational facilities improvements (Exhibit 3). This traffic management alternative also requires continued monitoring of traffic on Sycamore Canyon Road. If monitoring demonstrates that this alternative fails to adequately manage traffic, the Forest Service will reconsider other alternatives identified in the plan.

The Commission finds that the proposed project will improve traffic conditions on Sycamore Canyon Road, and thus improve public access to the shoreline. Currently, the Forest Service does not manage parking or traffic in this area. The Forest Service estimates that the site currently has the parking capacity of 87 vehicles. However, the Forest Service has data indicating that as many as 154 cars have parked in the area, which results in indiscriminate parking creating traffic congestion and pedestrian safety concerns. Additionally, the unmanaged parking causes environmental impacts such as soil compaction, increased erosion, and vegetation trampling. The proposed project will reduce the parking capacity from 87 vehicles to 65 and strictly enforce vehicular access to Sycamore Canyon Road based on parking capacity. These measures will significantly reduce the traffic impact and improve public access to the shoreline.

4. Parking. The proposed project results in a reduction in currently available parking. At Pfeiffer Beach, there is an estimated parking capacity of 87 vehicles. Additionally, the Forest Service allows indiscriminate parking to occur at any area that will accommodate a vehicle. The indiscriminate parking has resulted in as many as 154 vehicles parking within the Pfeiffer Beach facility. The proposed project will reduce the designated parking capacity to 65 vehicles and, through vehicular access management based on parking capacity, eliminate the practice of indiscriminate parking. Since there is no other road access or parking facilities for Pfeiffer Beach, the project will reduce the overall number of cars that will be able to gain access to the only parking area during peak periods, and thus reduce ability of the public to get to the shoreline.

Sections 30210 and 30214 of the Coastal Act allow the Commission to consider access management measures that are necessary to protect the carrying capacity of the beach or other natural resources. The Forest Service proposes the reduction in parking for several reasons. First, and primary, the current parking situation results in significant traffic delays during peak periods. The traffic delays interfere with access to the shoreline, as well as interfering with access by emergency vehicles and local residents.

Additionally, the purpose of the parking restrictions is, in part, to protect natural resources and maintain the carrying capacity of the beach. The indiscriminate parking results in significant habitat impacts. People park in any area able to accommodate a vehicle regardless of habitat impacts. Sycamore Canyon contains sensitive habitat areas including riparian and stream resources and endangered species habitat. The uncontrolled parking results impacts to most of these habitat areas. The measures proposed by the Forest Service to manage indiscriminate parking are necessary to protect habitat resources.

The Forest Service has also determined that the existing improved parking capacity of 85 vehicles may allow for public use of Pfeiffer Beach at a level greater than the carrying capacity of that beach. Considering the size and expected public use of this beach, the Forest Service determined the recreational carrying capacity of Pfeiffer Beach is 215 people at one time (EA, page 11). Current transportation data suggests an average of three people per vehicle for traffic into Pfeiffer Beach (pers. comm. William Metz, USFS). If the Forest Service maintains current levels of designated parking, then a maximum of 261 people could use the beach at one time. This maximum use would exceed the Forest Service estimated carrying capacity of 215 people at one time. Considering this data, the reduction in parking is also necessary to maintain the carrying capacity of the beach.

5. Conclusion. In conclusion, the Commission finds that the proposed improvements will support public access to the shoreline and recreational use of the

coastal zone. Additionally, the proposed improvements will not affect the visual and recreational character of Pfeiffer Beach or the Big Sur Coast. These improvements will benefit public use of Pfeiffer Beach by improving the infrastructure and other facilities and enhancing handicapped access. Additionally, the Forest Service proposes to manage traffic, as directed by the Commission and mandated under Section 30214, to address critical transportation issues and improve access in a manner taking into account the various site's constraints and unique features. Finally, the proposed parking restrictions are necessary to protect coastal resources, including access to the shoreline, beach carrying capacity, and habitat resources. Therefore, the Commission finds the project consistent with the access and recreational policies of the CCMP.

B. Water Quality. Section 30231 of the Coastal Act provides that:

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.

Past management practices of the Forest Service have adversely affected water quality of Sycamore Creek. Specifically, the Forest Service has graded and eventually paved (with chip seal) the overflow parking lots. However, the Forest Service did not design these modifications with "best management practices" and as a result they allow non-point source pollution to degrade the water quality of the stream.

The proposed project involves the re-paving of one of the existing overflow parking areas and restoring the other overflow area to natural conditions. The Forest Service has designed the repaving to minimize water quality impacts. Specifically, the Forest Service designed the proposed project with eighteen separate "best management practices." These "best management practices" include erosion control plans, slope stabilization, control of drainage, and control of construction in streamside management zones. These "best management practices" will prevent polluted runoff from the re-surfaced areas from significantly degrading water quality of the stream. Therefore, the Commission finds that the proposed project is consistent with the water quality policies of the CCMP.

C. Habitat Resources. Section 30240 of the Coastal Act provides that:

> *(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on such resources shall be allowed within such areas.*
>
> *(b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade such areas, and shall be compatible with the continuance of such habitat areas.*

The project area contains sensitive dune, riparian, and stream resources. The Forest Service has designed the proposed project to avoid any adverse effects on these resources. Except for the proposed boardwalk, the Forest Service will limit the project to already developed areas that do not contain any sensitive habitat resources.

On the other hand, the Forest Service will construct the proposed boardwalk outside the existing development footprint. One of the purposes of this boardwalk, however, is to reduce impacts to sensitive resources from existing public access routes. Currently, public access routes go through and are next to sensitive resources of the area and public use of these routes has resulted in degradation of these resources. The Forest Service proposed to construct the boardwalk, in part, to minimize habitat impacts. Additionally, it has designed the boardwalk to avoid existing resources and to become the primary access route from the parking lot to the beach. Thus it will reduce the ongoing degradation of sensitive resources.

Finally, the proposed project will improve habitat protection by eliminating the existing indiscriminate parking that occurs after the existing parking lots are full. That indiscriminate parking occurs on any area that can accommodate a vehicle regardless of any habitat impacts. This type of parking results in adverse impacts to riparian, stream, meadow, and other upland habitats. As part of the proposed project, the Forest Service will manage traffic on Sycamore Canyon Road in a manner that reflects the designated parking capacity. In other words, the Forest Service will discourage vehicle use of Sycamore Canyon Road if the parking lot is full. Such management practices will reduce the indiscriminate parking and benefit habitat resources. In evaluating, the project the U.S. Fish and Wildlife Service concluded that the project "will result in less impact upon riparian habitat and increased protection of riparian and aquatic areas." (Letter dated September 19, 1997, Exhibit 5.)

The U.S. Fish and Wildlife Service also analyzed the project for effects on the federally listed species. The two species of concern are the California red-legged frog (*Rana*

aurora draytonii), currently listed as threatened, and the Smith's blue butterfly (*Euphilotes enoptes smithi*), listed as endangered. The Service concludes that the proposed project will not affect the California red-legged frog. (Letter dated September 19, 1997, Exhibit 5.) With respect to the Smith's blue butterfly, the Fish and Wildlife Service determined that project will not adversely affect the butterfly, because the Forest Service's proposes to minimize the take of the butterfly and to revegetate disturbed areas with native species including seacliff buckwheat, host plant for the butterfly. Considering these facts, the Fish and Wildlife Service concludes that:

> *After reviewing the current status of Smith's blue butterfly, the environmental baseline for the action area, the effects of the proposed Pfeiffer Beach rehabilitation, and the cumulative effects, it is the Service's biological opinion that rehabilitation of the Pfeiffer Beach facilities, as proposed, is not likely to jeopardize the continued existence of Smith's blue butterfly.* (Biological Opinion, page 6)

In conclusion, the Commission finds that the proposed project will not only avoid impacts to sensitive resources, it will reduce ongoing degradation. Therefore, the Commission finds the proposed project consistent with the habitat policies of the CCMP.

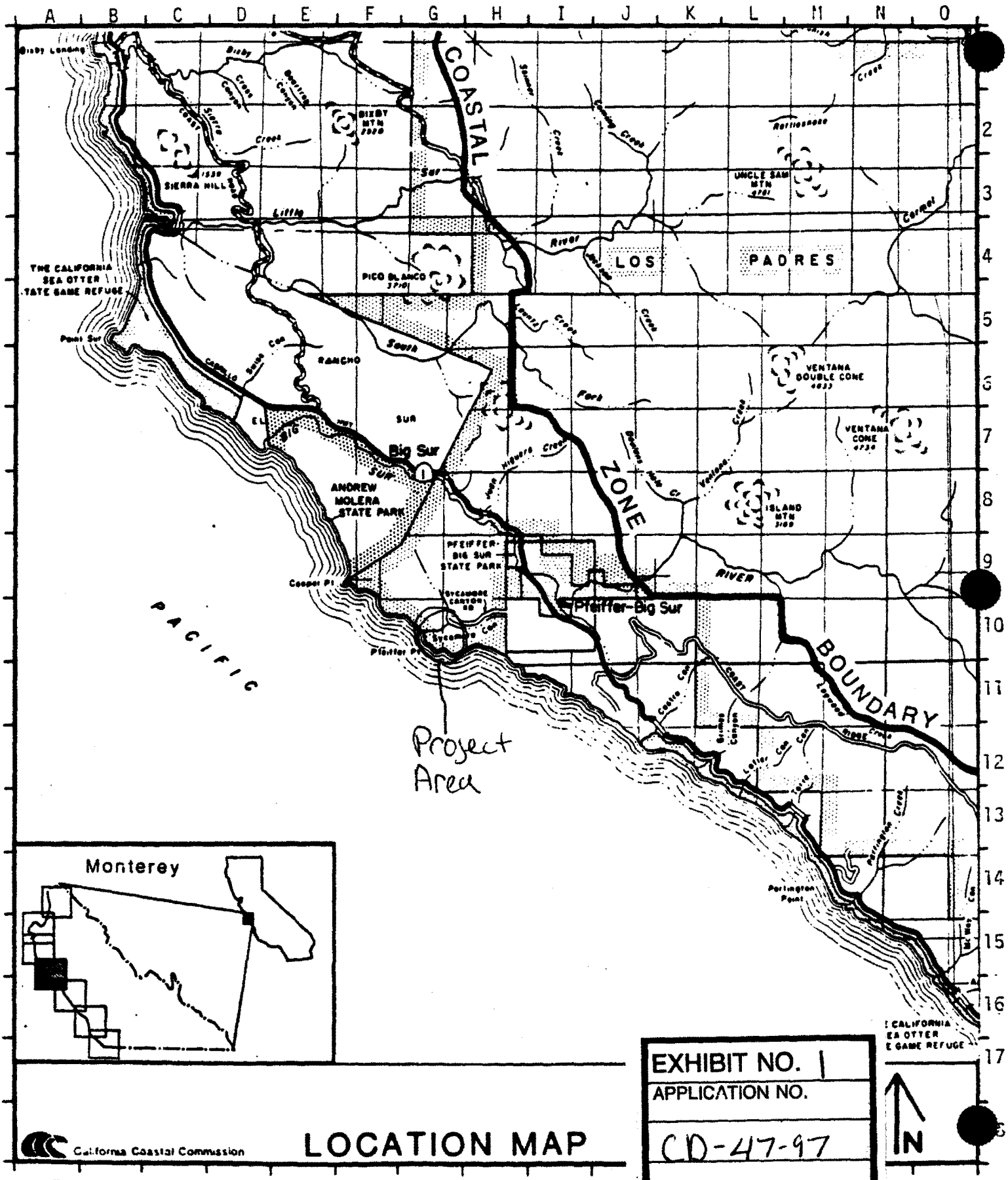

EXHIBIT NO. 1
APPLICATION NO.
CD-47-97
California Coastal Commission

California Coastal Commission

LOCATION MAP

County of Monterey

Attachment C

of 7

PFEIFFER BEACH
ALTERNATIVE 3- MODERATE REHABILITATION

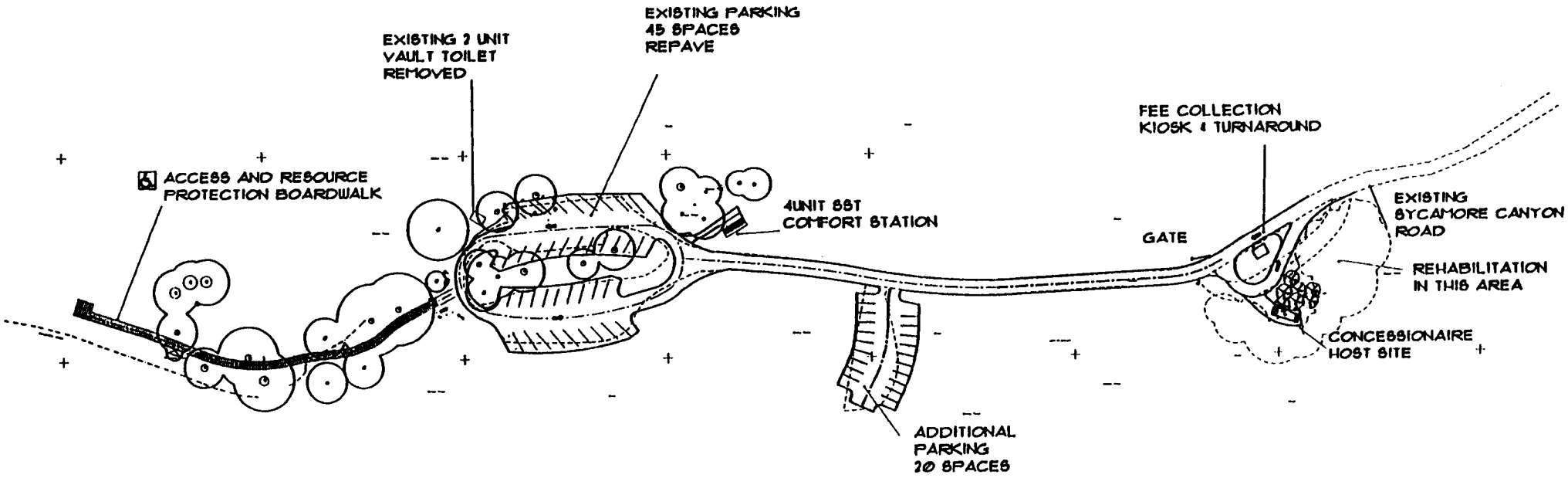

EXHIBIT NO. 2

APPLICATION NO.

CD-47-97

California Coastal Commission

Forest Service
Los Padres National Forest
Monterey Ranger District
406 So. Mildred Ave.
King City, CA 93930
TEL (408) 385-5434
FAX (408) 385-0628
TDD (408) 385-1189

Reply to: 2300, Pfeiffer Beach

Date: October, 16, 1997

Mr. Peter Douglas
Executive Director
California Coastal Commission
45 Fremont Street, Suite 2000
San Francisco, CA 94105-2219

Dear Mr. Douglas:

This letter addresses the Forest Service's proposed Pfeiffer Beach Day Use Area Rehabilitation Project. I feel it is important to clarify several issues with the California Coastal Commission (CCC) regarding the proposed project prior to the Public Hearing and Consistency Determination scheduled in November, 1997. As this will be the third time the Forest Service has come before the CCC on this matter, it is imperative that the Commissioners have a solid understanding of this project and the associated public benefits.

Existing Use - Sycamore Canyon Road Carrying Capacity

At the request of the Big Sur Multi-Agency Council and the CCC, the Forest Service prepared a Sycamore Canyon Road Transportation Analysis (1996). See enclosed copy of Sycamore Canyon Road Transportation Analysis. The analysis team included a Forest Service Engineer and Recreation Planner, a California Coastal Commission Planner, a Caltrans Traffic Engineer, a Monterey County Traffic Engineer, a California Department of Parks and Recreation Ecologist, and a resident member of the Multi-Agency Advisory Council. Key findings and conclusions from the analysis can be summarized as follows:

1. The existing traffic Service Level on Sycamore Canyon Road is as follows:
Service Level A (approximately 80 VPH both directions) = 70% of the time or 255 days/yr
Service Level B (approximately 100 VPH both directions) = 14% of the time or 52 days/yr
Service Level C (approximately 120 VPH both directions) = 14% of the time or 49 days/yr
Service Level D (approximately 140 VPH both directions) = 2% of the time or 9 days/yr

2. The analysis concludes that to remain within an acceptable traffic Service Level range, a peak allowable capacity should not exceed 120 VPH both directions (Service Level C). Although the analysis recommends Service Level A (80 VPH both directions), I have selected Service Level B (100 VPH both directions) because it provides adequate public transportation safety, maintains the recreational route experience and accommodates acceptable levels of public coastal access approximately 307 days per year.

3. The analysis reports that Sycamore Canyon Road can theoretically accommodate 150 VPH both directions (East and West, 75 vehicles each direction) with varying degrees of congestion and delay. There is no history or documentation of a serious traffic accidents since the Forest Service assumed road maintenance responsibilities in 1972. The analysis also points out that necessary emergency response procedures can be accommodated even during peak traffic days.

PBDUA Parking Capacity

1. Traffic surveys indicate peak parking demand on weekends is less than 60 spaces, accounting for about 307 days/yr or 75% of the time. On the remaining 58 days/yr, or about 25% of the time, the peak demand has been observed to be in excess of 154 parking spaces. This condition exists a few hours per day on the peak use days.

2. The analysis shows that at 60 VPH (westbound traffic, one way) the parking demand is 90 spaces. This indicates that the capacity of the parking facility is the limiting factor, not the capacity of the road.

3. Based on the analysis, PBDUA should accommodate between 60 and 87 parking spaces. A 60 space parking facility appears to be adequate for all weekends, sundays and midweek holidays which account for 307 days/yr, or approximately 75% of the time. On the remaining 58 days, the peak demand will exceed 60 parking spaces.

4. The analysis recommends the PBDUA parking capacity should be between 45 and 87 parking spaces. A lower level of development assures the driving, hiking and biking experience is maintained.

Proposed Project:

PBDUA Rehabilitation. As described in PBDUA EA (1997). I would like to clarify and emphasize the following points:

1. Currently, the Forest Service manages PBDUA for approximately 87 parking spaces which equates to 261 PAOTS. [Originally, the 87 parking spaces reflected 2.5 persons/vehicle representing approximately 217 PAOTS.] However, recent Forest Service research for PBDUA indicates 3.0 persons/vehicle. Based on this new information and the need to scale down PBDUA rehabilitation efforts to mitigate forest resource impacts and public concerns, the proposed project provides the Forest Service with an opportunity to provide a quality PBDUA recreation facility, while sustaining forest resources and promoting safe and reasonable access to Pfeiffer Beach.

2. The carrying capacity of Pfeiffer Beach is 215 PAOTS (FS, 1986) at peak use. Using 3 people per vehicle this equates to about 65 parking spaces supporting 195 PAOTS (3 x 65 = 195 PAOTS). This supports FS management objectives (sustainability of ecosystem health) for Pfeiffer Beach and the recommendations of the the transportation analysis team.

Sycamore Canyon Road Transportation Management Plan - Modified Option D

1. Rehabilitation of the PBDUA provides a peak parking capacity of 65 parking spaces, which equates to a peak hourly flow of approximately 100 VPH both directions. This correlates directly to a Service Level B, which is the preferred traffic Service Level.

2. Transportation Management Plan - Option D. Option D was the highest rated transportation management plan considered by the analysis team. Option D rated high for residents right to access, high for full public access with existing easement, medium for meeting Local Coastal Plan, high for adaptability for change of conditions, medium for acceptance of local residents, medium for acceptance of visitors, high for allowing emergency vehicle access, and high for accommodating maximum numbers of persons at one time.

3. Based on public input responding to the PBDUA Environmental Assessment (1997), I modified the preferred Transportation Management Plan - Option D to more accurately reflect public comments and new information. Specifically, the modifications to Option D are as follows:

a. Option D would be modified to go directly to Stage 2. Stage 1 remains as originally intended (manually operated sign) but by-passes the visitor honor system by having an attendant to enforce the sign on Sycamore Canyon Road (approximately 150 yards from the Highway 1 intersection) as the PDDUA parking capacity is reached.

b. A turn-around lane is constructed at the second turnout just below Highway 1. This represents a significant modification to Option D by incorporating the turn-around lane component of Option E. See enclosed Sycamore Canyon Road Turn-around Lane Conceptual. Forest Service would reconstruct existing turnout into a turnaround lane to facilitate the turning around of PBDUA destined vehicles. This would prevent vehicles from accessing Sycamore Canyon Road once the PBDUA parking capacity is reached, significantly reducing potential traffic congestion within the Sycamore Canyon Road corridor.

The Forest Service is actively working with the local Sycamore Canyon property owner and Caltrans and have reached agreement in concept on the need for the turn-around lane. Discussions are underway to acquire the necessary rights-of-way for this aspect of the project.

c. Forest Service would implement PBDUA Rehabilitation and Sycamore Canyon Road Transportation Plan (modified Option D) into phases. Phase 1 consists of implementing all aspects of modified Option D, prior to commencing with PBDUA rehabilitation activities. This will allow traffic management to be in place before PBDUA is closed for re-construction. Phase 2 consists of rehabilitating the existing PBDUA facility.

The transportation management control plan addressed under modified Option D would be implemented prior to the re-construction of PBDUA when the facility will be closed to public access. At that time the Forest Service would start monitoring modified Option D to see how effective it is for controlling traffic congestion along Sycamore Canyon Road. After PBDUA rehabilitation, transportation management would begin when the 65 space parking capacity is reached (which corresponds to Service Level B). Signage, attendant and turnaround lane will preclude the traffic volume on Sycamore Canyon Road to exceed Service Level B. Monitoring of Option D would be on-going. Modifications, as necessary, would be incorporated to mitigate traffic congestion.

Since the August 13 CCC hearing on the subject, the Forest Service met on September 19 with members and representatives of the Sycamore Canyon Property Owners Association. This meeting was facilitated by Commissioner Dave Potter and was very productive from the standpoint of identifying and discussing the property owners specific issues and concerns with the proposal. A second meeting is scheduled for October 29 at PBDUA to resolve as many issues and concerns as possible and hopefully gain their support for the proposal.

In summary, the Forest Service feels that the proposed project provides a quality recreational experience, while maintaining adequate and safe public access for both local residents and forest visitors. I believe the proposed project is consistent, to the maximum extent practicable, with the California Coastal Act, Big Sur Coastal Land Use Plan and Monterey County Coastal Implementation Plan. I believe we have, in good faith, worked with the CCC and local Sycamore Canyon Road residents to develop a project that will be successful. To not rehabilitate PBDUA concurrent with the traffic management plan as proposed would perpetuate the unacceptable existing conditions, and would not be in the public interest. I look forward to the November CCC meeting, and a Consistency Determination vote on the proposed project.

Sincerely,

BRUCE EMMENS
District Ranger

SYCAMORE CANYON ROAD/PFEIFFER BEACH

TRANSPORTATION ANALYSIS

September 1996

OPTIONAL FORM 99 (7-90)

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Executive Summary

This report is comprised of two main components:

A. Section I - Development of options to manage the Sycamore Canyon Road.

B. Section II - Traffic analysis for the Sycamore Canyon Road.

A. Development of options to manage the Sycamore Canyon Road.

Los Padres national Forest has determined that the Pfeiffer Beach Day Use Area represents a major recreation facility on the Big Sur Coast, and intends to keep it open to the public indefinitely. Furthermore, the Agency has determined that the support facility is due for rehabilitation.
The rehabilitation effort should be implemented to protect the visual and physical resources, while making the facility suitable for public use.
The rehabilitation effort is not intended to increase use of the site from it's current level. The facilities should be constructed for a 20-year life.

The Sycamore Canyon Road, which is the only access to Pfeiffer Beach, has become the subject of great concern, because of the peak traffic demands which occur periodically.

A multi-agency task force was created to develop ideas on the management of the Sycamore Canyon Road. The team developed the following management options:

Option "A" - Convert Sycamore Canyon Road to hike/bike trail for visitors.

Option "B" - Discourage use of private vehicle/Encourage use of shuttle.

Option "C" - Improve Sycamore Canyon Road to County standard, and encourage County to maintain it.

Option "D" - Minimum intervention/Two stage system.

Option "E" - Install fully automated controls.

These options were rated using evaluation criteria developed by the team, and scored, using the non-numerical system of low, medium and high.

The option with the most number of "high's" and the least number of "low's" was option "D", Minimum intervention/Two stage system.

The analysis team determined that the current situation of totally unrestricted access on Sycamore Canyon Road is unacceptable, and recommends that one of the options is implemented prior to, or concurrent with, the rehabilitation project.

B. Traffic analysis for Sycamore Canyon Road.

a. Road Carrying Capacity.

Using the available traffic data, the Analysis Team developed the road carrying capacity for Sycamore Canyon Road.
With no access restrictions, the traffic situation on the Sycamore Canyon Road is currently characterized as follows:

Service level A = 70% (255 days)
Service level B = 14% (52 days)
Service level C = 14% (49 days)
Service level D = 2% (9 days)

It was determined that the Sycamore Canyon Road could accomodate a peak load of 150 VPH (both directions), with varying degrees of congestion and delays.
However, the Analysis Team recommends that service level "A" should become the goal in order to maintain a quality experience level while driving from Hwy.1 to Pfeiffer Beach, and to facilitate multiple modes of travel, such as hiking and biking.

b. Capacity of parking facility

The available traffic data indicates that the peak parking demand on weekdays and even on typical sundays, is less than 60 spaces. This accounts for about 307 days per year, or 75% of the time. On the remaining 58 days, or about 25% of the time, the peak parking demand has been observed to be in excess of 154. This level of peak demand usually lasts a few hours on peak use days.

The regression analysis indicates that the parking facility can be as much as 90 spaces, while allowing a peak of 60 VPH (westbound direction).

This indicates that the parking facility is the limiting factor, and not the capacity of the road. It has been determined that an 87 space parking facility is the maximum available space.

Based on the regression analysis and the parking demand data obtained during the traffic surveys, the capacity of the parking facility should be between 45 and 87 spaces, with an adequate number of toilets to accomodate the median use level.
The lowest level of development (45 parking spaces), would assure that the driving experience from Hwy.1 to Pfeiffer Beach, becomes part of the recreation experience, and make the road more inviting to hiking and biking use.

Background.

The Pfeiffer Beach Day Use Area rehabilitation project was proposed by the U.S. Forest Service in 1995. The project proposal was developed with the oversight of a steering committee, composed of key staff and line officers of the Los Padres National Forest.
The project proposal consisted of improvements to the Pfeiffer Beach support facility, but excluded consideration to the traffic situation on the Sycamore Canyon Road.
The local public articulated concerns regarding the traffic issue during scoping and during the public review process. The decision notice was subsequently formally appealed, and withdrawn by the Forest Service.

The decision to assemble an ad hoc team composed of representatives from the Big Sur multi-agency council membership, was made as a result of strong opposition of the Pfeiffer Beach Rehabilitation project by the local public. The Forest Service agreed to withdraw the decision notice, and conduct a transportation analysis to develop an array of management options for the Sycamore Canyon Road. This decision was reached following the Coastal Commission vote to object to the Forest Service consistency statement for the project.
In the process of developing the management options for the Sycamore Canyon Road, it became clear that it would be very helpful to obtain some traffic data on which to base the level of development at Pfeiffer Beach.
It was discovered that there was some traffic data available. This data was collected by a local resident in Sepember 1994. The team decided to conduct additional traffic surveys. Section II of this report was prepared by using all of the available traffic data.

Objectives For The Analysis Team.

The objectives for the analysis team were as follows:

1. Develop management options for moving people from Hwy.1 to Pfeiffer Beach, including assessment of the pros and cons of each, such as, politics, feasibility, cost, implementation timeframes, maximum number of persons at one time (PAOT), level of development, service vehicle access, emergency vehicle access, resident access, potential for growth, concessionaire acceptance, etc.

2. Develop the most feasible options to implementation detail.

3. Develop evaluation criteria.

4. Evaluate each of the management options.

5. Define a project proposal with each of the options.

6. Perform a representative traffic survey to determine the road carrying capacity based on empirical data.

7. Determine the parking demand for the Pfeiffer Beach Day Use Area.

Analysis Team Composition.

The analysis team was composed of the following:

Tony Varia, Civil Engineer
U.S. Forest Service
406 South Mildred Ave.
King City, Ca. 93930
408-385-5434

Martha Amundsen, Recreation Planner
U.S. Forest Service
406 South Mildred Ave.
King City, Ca. 93930
408-385-5434

Lee Otter, Planner
California Coastal Commission
725 Front St., Suite 300
Santa Cruz, Ca. 95060
408-427-4863

Nevin Sams, Traffic Engineer
Caltrans
P.O. Box 8114
San Luis Obispo, Ca. 93403
805-549-3017

Ken Gray, Ecologist
Calif. Dept. of Parks And Recreation
2211 Garden Road
Monterey, Ca. 93940
408-649-2862

George Divine, Senior Traffic Engineer
Monterey County Dept. of Public Works
312 East Alisal
Salinas, Ca. 93901
408-755-4937

Barbara Woyt*, Resident Member of The Multi-Agency Advisory Council
P.O. Box 120
Big Sur, Ca. 93920
408-667-2309

* Barbara Woyt became a member of the team after the first meeting.

Process Used By The Analysis Team.

The following process was used by the analysis team to conduct the analysis:

A. Define objectives for the group.
-Give background on the project proposal and primary objections by the public.
-Discuss the Sycamore Canyon Road access situation.
-Display proposed timeline desired by the steering committee.
-Develop and agree on a process for the analysis.

B. Generate alternatives to transport people from Hwy.1 to Pfeiffer Beach, giving proper consideration to the visitor/resident mix.

C. Allow each team member to select their favorite management option, and develop it to implementation detail.

D. Develop evaluation criteria.

E. Evaluate each management option developed by the team members, on a relative scale.

F. Conduct a representative traffic survey on Sycamore Canyon Road to determinethe use pattern at Pfeiffer Beach Day Use Area.

G. Submit results of the analysis to the Forest Steering Committee in report form.

SECTION I - MANAGEMENT OPTIONS

The following options to manage the Sycamore Canyon Road were developed by the analysis team, using the process described above.

Option "A".
Convert Sycamore Canyon road to hike/bike trail for visitors.

Description of system:

This system consists of phasing Sycamore Canyon Road into a hiking and biking trail, after the improvements are completed.
The ultimate system would function as follows:

A. Residents, guests and commercial enterprises serving the area residents,would be allowed to drive to their destination without restriction.

B. Recreational visitors would only be allowed to enter Sycamore Canyon road on foot or on a bicycle.
They would enter the trail system at Pfeiffer Big Sur State Park, the Big Sur Station, and at Ventana Inn. They would be allowed to park at these various trail head facilities.

C. Persons with disabilities would be allowed to drive to the beach.

Facilities needed:

A. This option is predicated on extending the Mount Manuel Trail from the State Park (2 miles), the Pine Ridge Trail from the Big Sur Station, along the East side of Hwy. 1, to point accross from Sycamore Canyon Road (1 mile). Also, constructing a trail from Ventata Inn to the same point (1 mile).
Then constructing an underpass under Hwy.1 to allow hikers and bikers safely under the highway on to Sycamore Canyon Road.
The Sycamore Canyon Road would be turned into a trail for visitors, and remain a motor vehicle access road for the residents, their guests and commercial traffic serving the residents.

B. Install a gate at highway 1 that would allow free resident access, but restrict all other traffic.
Construct a pedestrian and bicycle bypass around the gate.

C. The parking area at the beach would accomodate a few vehicles, and bicycles.
The toilets and the trail improvements to the beach would be constructed.

**** Estimated cost of improvements for access (less cost of project):**

A. Construct 4 miles of trail, 20000 LF @ $10	=	$ 200,000
B. Construct underpass at Hwy.1	=	$ 400,000
C. Construct automated gate and signs at Hwy.1	=	$ 125,000
D. Misc. equipment and supplies	=	$ 25,000
Total Estimated Cost of Improvements	=	$ 750,000

** See page 9.

Option "B".
Discourage use of private vehicle/Encourage use of shuttle.

Description of system:

This option consists of controlling access to Sycamore Canyon Road by staffing it on Hwy.1 and at the entry to the parking area. The person at the parking area would be in contact with the person at the highway to determine how many vehicles would be allowed on the road. An entry fee would be collected at the highway.

A shuttle bus would be used at peak periods. This option would explore the possibility of encouraging local businesses to conduct the shuttle operation as part of a service package to their guests and other visitors. A shuttle service could be operated by anyone of a number of entities to provide a public service in conjunction with their business, or for a profit.

The focus of this option is to try to discourage unplanned and excessive vehicle use of Sycamore Canyon Road by providing alternative modes of access, and to charge a fee to drive to the beach.

Facilities needed:

A. Provide staff (concessionnaire) to control access on Sycamore Canyon Road. Equip staff with reliable two-way radio.

B. Install gate and sign on Hwy.1. Sign would be automated to inform the using public when parking area is full and advice that the road is temporarily closed.

C. Construct parking area coceptually as currently proposed, to accomodate the design PAOT.

**** Estimated cost of improvements for access (less cost of project):**

A. Install two gates and automated sign.	= $ 20,000
B. Misc. equipment and supplies	= $ 20,000
Total Estimated Cost of Improvements	= $ 40,000

C. Operating cost:

2 personnel for 150 days/year	= $ 50,000
Vehicles and equipment	= $ 25,000
Total Yearly Operating Cost	= $ 75,000

** See page 9.

Option "C".
Improve Sycamore Canyon road to County standard, and encourage County to maintain (follow LRMP direction).

Description of system:

This option would call for improving the Sycamore Canyon Road to meet the requirements on the Monterey County Dept. of Public Works (see appendix "B"), and to encourage Monterey County to accept the road as a fully dedicated county road, and maintain it as such.
The required width for a rural sidehill cul-de-sac road, serving more than 5 acres, is 20 feet overall, according to Monterey County.
As a dedicated county road, Sycamore Canyon Road would be treated as any other county road, and provide unrestricted access to residents and visitors alike.

Facilities needed:

Improving Sycamore Canyon Road to Monterey County standard will require the following:

1. Widen the road to a minimum of 20 feet finished width.
2. Construct drainage structures consistent with the characteristics of the road.
3. Construct a structural section capable of handling the volume and type of traffic that will be prevalent on the road.
4. Install traffic signs and other devices as required.
5. The parking area and associated facilities would be constructed as proposed.

**** Estimated cost of improvements for access (less cost of project):**

A. Widen road to 20 foot width	= $ 300,000
B. Construct drainage structures	= $ 250,000
C. Surface entire road (2.2 miles)	
5,000 tons of A/C @ $45.00/ton	= $ 225,000
8,000 tons of A/B @ $30.00	= $ 240,000
D. Signing & other devices	= $ 35,000
E. Misc. materials and construction	= $ 50,000
Total Estimated Cost of Improvements	= $ 1,100,000

Note: This option is by direction of the Land and Resource Management Plan (LRMP), but inconsistent with the Local Coastal Plan.

** See page 9.

Option "D".
Minimum intervention/two stage system.

Description of system:

This system would require little or no permanent improvements. It consists of a two stage approach, and would only be implemented as needed.
Historically, the demand tends to exceed the capacity of the facilities, about 50 days per year.

Stage 1 - Stage 1 consists of installing a simple sign at Hwy.1. The sign would be hand operated to say either:

ROAD CLOSED or ROAD OPEN

This sign would be operated by an attendant, who would change the reading on the sign as conditions change in the parking area.

Stage 2 - If the honor system method proposed above fails, stage 2 would be implemented.
Stage 2 would require the use of a sign and an attendant to enforce the sign. Implementation of stage 2 will require a minimum of two people; one at the entrance to Sycamore Canyon Road at Hwy.1, and another at the entrance to the parking area, to monitor the occupancy. They will communicate with hand held radios. The person at Hwy.1 will change the reading on the sign as conditions at the parking area change.

In the event that both stage 1 and stage 2 fail to accomplish the desired results, a system such as the one described in Option "E", is recommended.

Facilities needed:

A. Manually operated wooden sign capable of displaying a number of messages.

B. Personnel with hand held two way radios.

C. The parking area at the beach would be minimally improved with a small toilet building, and some type of accessible trail to the beach. The other two (overflow) parking areas should be restored to natural.
It is recommended that all terrain wheelchairs are considered to carry people with disabilities to the beach.

**** Estimated cost of improvements for access (less cost of project):**

A. Cost of improvements: sign at Hwy 1 = $ 1,000

B. Operating cost:

2 personnel for 150 day/year	= $50,000
Vehicles and equipment	= $25,000
Total Yearly Operating Cost	= $75,000

** See page 9.

Option "E"

Fully automated controls.

Description of system:

A. The system will consist of a fully automated entry control device, that will allow a predetermined number of visitor vehicles per given unit of time, and unlimited resident access. It will also allow resident guest and service vehicle access, as well as on-demand emergency vehicle access.

B. In addition to vehicle access, there could be shuttle service, operated by a concessionnaire, whereby the shuttle would run at some designated interval between pickup points along highway 1 and Pfeiffer Beach.
The cost of the shuttle would have to be considerably less than the vehicle fee (less than 1/4), in order to encourage use.
This would require developing a parking area on highway 1 for people to use.
The large turnout on Hwy. 1, just North of the Sycamore Canyon Road intersection might be a possibility.

Resident and guest access:

- Residents will be allowed to enter and exit at all times by entering a code on the key pad.
- Resident guests will be allowed to enter with approval of resident.

- Service vehicles (delivery vehicles, contractors, etc.) will be allowed to enter with approval of resident, unless the vehicle serves a number of people, in which case they may apply for their own access pass.

Visitor access:

Recreationists will be charged a pre-determined fee to enter the site. The visitor will be instructed to deposit the fee in the electronic booth (bills or coins).

At this point, two things may occur:

1. The booth accepts the fee, issue a ticket, and allow the visitor to enter.
This will be the case most of the time.
The visitor will be asked to display the ticket that was issued on the dashboard of his car. Failure to do so may result in a citation.

2. If the parking area is full, or if it is desired to limit the number of vehicles on that day, the booth will not accept the fee, and will display a digital message instructing the visitor on how to proceed.

Walk-in visitors or visitors on bicycles will be allowed to enter at all times without a fee.

Facilities needed:

A. At the second turnout just below Hwy 1.

1. Reconstruct turnaround by improving existing turnout and widening the road about 10 feet on the South side. It may be necessary to acquire additional right of way at this location.

2. Install a steel gate in narrow section of road just below turnout.

3. Install electronic entry booth so that it is accessible to drivers entering Sycamore Canyon Road from Hwy. 1.

B. At the entry to the parking area.

1. Install a vehicle counter that is capable of counting vehicles entering and exiting the parking area, and transmitting this information to the entry booth near the highway.

2. Construct a bicycle/pedestrian bypass so that the vehicle counter is not activated.

3. Construct parking area as currently designed, except to add bicycle racks for at least 12 bikes, and a loading/unloading area for the shuttle bus.

C. On the road.

1. Underground power from the nearest power pole to the entry booth.

2. A signal wire installed on the side of the road between the entry booth and the vehicle counter.

3. Install "No Parking" signs on the road for at least 1/2 mile from the Pfeffer Beach parking area, to assure that all visitors are acknowleged by the counter at the entry, and to keep all turnouts available for passing.

**** Estimated cost of improvements for access (less cost of project):**

A. Electronic equipment, including power supply.	= $150,000
B. Signal wire from Hwy.1 to parking area. 12,000 LF @ $5.00	= $ 60,000
C. Vehicle counter at parking area.	= $ 10,000
D. Misc. equipment & supplies.	= $ 10,000
Total Estimated Cost of Improvements	= $230,000

** The estimated costs represent approximations, used to make very general comparisons. These estimates do not include the cost of the project itself, nor do they include the staffing costs.

Evaluation Criteria:

The following evaluation criteria was developed by the analysis team:

1. Cost (Low cost = High; High cost = Low).
   a. capital investment
   b. operation and maintenance

2. Technically feasible.

3. Preserves resident's right to access.

4. Full public access with existing easement (all transportation modes).

5. Meets Land and Resource Management Plan (LRMP).

6. Meets Local Coastal Plan (LCP).

7. Adaptibility to change of conditions.

8. Ability to charge user fees - meet the Land and Water Conservation Fund Act (LWCFA).

9. Acceptance of local residents.

10. Acceptance of visitors.

11. Allows emergency vehicle access.

12. Protects resource values, i.e., wetland habitat, natural habitat, visual, archaelogical, cultural, recreational quality.

13. Ease of implementation.

14. Compatible with concessionaire operation.

15. Accomodates the maximum numbers of persons at one time (PAOT).

Options developed by team:

|A| Convert road to hike/bike trail.

|B| Discourage use of private vehicle/encourage use of shuttle.

|C| Improve road to County standard/County road.

|D| Minimum intervention /two stage system.

|E| Fully automated control system.

Sycamore Canyon Road/Pfeiffer Beach Analysis
Evaluation of Options

Criteria/ Option →	|A|	|B|	|C|	|D|	|E|	REMARKS
1.	a. Low b. Med.	a. Med. b. Med.	a. Low b. Low	a. High b. Med.	a. Med. b. Med.	b=Additional Staff Needed
2.	Med.	Med	Low	Med	Med	|C|=Feasible but Difficult
3.	High	High	High	High	High	
4.	Low	High	High	High	High	
5.	Low	High	High	High	High	
6.	High	Med.	Low	Med.	Med.	
7.	High	High	Med.	High	High	
8.	Low	High	High	High	High	
9.	Med.	Med.	Low	Med.	Med.	
10.	Low	Med.	High	Med.	Med.	
11.	High	High	High	High	High	
12.	Med.	Med.	Low	Med.	Med.	|A|=Assuming USDA-FS Management
13.	Low	Med.	Low	High	High	
14.	Low	Med.	High	High	High	
15.	Med.	High	High	High	High	|A|=Fees charged at FS Boundary

Rating Summary:

|A|	High = 4	Med = 5	Low = 7
|B|	High = 7	Med = 9	Low = 0
|C|	High = 8	Med = 1	Low = 7
|D|	High = 10	Med = 6	Low = 0
|E|	High = 9	Med = 7	Low = 0

SECTION II - Traffic Analysis

Description of Project Area.

Sycamore Canyon extends from Hwy.1 to Pfeiffer Beach, approximately 2.1 miles. The road parallels the intermittent creek, and much of it is adjacent to the creek separated by retaining walls.
The road serves approximately 55 residential parcels, 20% of which remain undeveloped. It is unknown if Monterey County plans to issue the remaining building permits.

Pfeiffer Beach has become an extremely popular destination attraction on the Big Sur coast, for both local and out of area visitors. The appeal is so great that during times of total road closures necessitated by flood damage and emergeny road repairs, many visitors choose to walk the 2.1 mile road to the beach, rather than leave the area without visiting Pfeiffer Beach.
The Forest Service has not charged fees for day use, but with the advent of concessionaire management, a parking fee will be charged effective in summer 1996. It is anticipated that the newly established fee will have some effect on the use pattern.

Physical Characteristics of Sycamore Canyon Road.

The Sycamore Canyon Road is essentially a single lane road varying in width from 12 feet to 24 feet, with about 40 wider spots which serve as turnouts. The turnouts occur at unspecified intervals, and vary in width and length. The turnouts were not engineered, and do not meet the Forest Service standard for configuration or spacing along the road.
See exhibit "A" for standard turnout information.

The road is approximately 2.1 miles from Hwy.1 to the parking area, at the end. The posted maximum speed is 15 MPH. The road gradient varies from 2% to 12%. Of the 2.1 miles, two way travel is possible in approximately 1.8 miles; the rest of the road (0.3 miles), is too narrow to allow two way traffic. Consequently, when two vehicle meet in these narrow areas, someone has to back up to the nearest turnout or wide spot to allow the opposing vehicle to get by.

In order to grasp Sycamore Canyon Road in its proper perspective, one must have a mental picture of Sycamore Canyon, which is the backdrop for the road. Perhaps the best depiction of Sycamore Canyon was given by a local resident, as follows:
"The 2.1 mile single lane road traverses a uniquely beautiful canyon where the first homesteaders made their home. The rich biodiversity offers the visitor an opportunity to enjoy a seasonal cycle of natural visual resources.
The top of the canyon is flanked by steep walls of ferns and heavily mossed bay trees viewed through the dappled light. The blossoming of the buckeye trees provides a sight/scent experience to rival any of the whole coast. Diverse wildflowers, ferns and berries occur the full length of the intermittent stream. The majestic redwoods of mid-canyon give way to the riparian fields where the stream is lined by the sycamore trees, for which this canyon is

named. On the hills rising to the South, wind-sheared stunted redwood groves attest to the powerful winds that mold this opening onto the beach and sea. Willows protect the flood plain of the stream as it meanders to the estuary providing habitat for the wetland wildlife species."

In general, two way travel becomes difficult or impossible where the road is less than 20 feet wide. The longest segment of narrow road (about 650 feet), occurs about midway from SR 1 to Pfeiffer Beach. At this location, the road is 12 to 14 feet wide with one or two, very short, turnouts that will accomodate one vehicle. Traffic jams are likely to occur in this area when three or more vehicle clusters meet similiar clusters traveling in the opposite direction.

The likelyhood of this condition occurring is greater when the hourly traffic volume surpasses 120 VPH (both directions).
Some other factor that may contribute to severe jamming or gridlock are:

1. Number of vehicles in the clusters.
2. Size of vehicles.
3. Driver alertness and driving experience.
4. Weather conditions.
5. Road maintenance condition.
6. Time of day and day of week.

It appears that the most severe congestion will occur when two or more factors are present simultaneously.

Traffic Flow Information.

There are two sets of traffic data available for Sycamore Canyon Road, as well as some casual anecdotal observations made by a number of individuals over the years.
The first set of data was obtained by Howard Strohn, a resident of Sycamore Canyon, who collected some excellent traffic information during the Labor Day weekend in 1994. Mr. Strohn took westbound traffic counts and parking occupancy counts at Pfeiffer Beach, from August 31, 1994 to September 8, 1994. This will be referred to as the September 1994 traffic survey.
This data was subsequently used to compile a report by a local citizen group called "Coastwatch". The report is called "A Coastwatch Report", dated March 14, 1996 (a copy of this report is available from Coastwatch).

The Coastwatch Report makes a number of recommendations on the management strategies of the Pfeiffer Beach Day Use Area, and Sycamore Canyon Road.
The report appears to have a number of inconsistencies, which may hamper the logical flow of conclusions and recommendations.
Some of these inconsistencies will be discussed in the pages that follow.

The data obtained in the September 1994 survey will be used in this report, but we cannot be assured of the methodology or the accuracy of the data. The data was collected by a single individual who made his observations from the midpoint between Hwy.1 and Pfeiffer Beach.

The second set of data was obtained from May 17, 1996 to May 19, 1996, and May 25, 1996 to May 28, 1996.

This is referred to as the May 1996 traffic survey.

The May 1996 traffic survey was conducted with Forest Service staff, as part of the overall effort of the Analysis Team to conduct the transportation analysis.

The following data was obtained in the May 1996 traffic survey:

A. Two way visual traffic counts near Hwy.1, documenting types of vehicles (autos, trucks, etc.), and number of occupants for all westbound vehicles, from 8:00 AM to 8:00 PM., on all days.

B. Two way visual traffic counts at the entry to the parking area at Pfeiffer Beach, documenting types of vehicles, number of occupants in all westbound vehicles, and length of stay for each vehicle, from 8:00 AM to 8:00 PM, on all days.

C. Hourly vehicle count in the parking areas from 8:00 AM to 8:00 PM, on all days.

D. Two way visual traffic counts at the midpoint between Hwy.1 and Pfeiffer Beach, documenting types of vehicles, and number of occupants in all westbound vehicles, during the peak traffic periods on selected days. The main objective at this station was to make visual observation and video documentation of major traffic conflicts.

Analysis of Traffic Data.

The traffic data obtained in both the September 1994 and the May 1996 traffic surveys, is summarized in exhibits "B" and "C", respectively.

Although it is somewhat inconsistent to make direct comparisons between the two traffic surveys, because the data collection stations are not the same, the assumption will be made that the numbers collected at the midpoint in the September 1994 survey, represent the entire traffic on the road, and equate to the numbers collected at the entry near Hwy.1, in the May 1996 survey. The traffic data was collected and displayed in vehicles per hour in each direction, because the hourly traffic flow on Sycamore Canyon Road is much more critical than the average daily traffic (ADT), which is the average 24-hour volume for a given period of time. Because Sycamore Canyon Road is a single lane road with turnouts, it is very susceptible to peak hour traffic conflicts, and the hourly traffic volume is much more meaningful.

Utilizing the data obtained in the September 1994 and the May 1996 traffic surveys, and by using the principle of extrapolation, the following observations are made:

A. On a yearly basis, with the current situation of totally unrestricted access, a motorist traveling the Sycamore Canyon Road, can expect to experience the conditions described in the following chart:

[1] Service Level (Days)	[2] Peak VPH (Westbound)	[3] No. of Days Predicted	[4] Peak Parking Demand	[5] Estimated % of Time Per Year
A (Weekdays)	37	255	54	70%
B (Sundays & Hol.)	49	52	43	14%
C (Saturdays)	58	49	76	14%
D (3-Day Weekends)	>60*	9	154	2%

* Note: In the current situation, with totally unrestricted access, there are only a few hours per day that the one way traffic exceeds 60 VPH (See Exhibits "B" and "C").

[1] See Exhibit "D" for description of service levels.
[2] These figures were obtained from the September 1994 or the May 1996 traffic surveys.
[3] See exhibit "E" for clarification.
[4] These figures were obtained from the September 1994 or the May 1996 traffic surveys.
[5] Figures are rounded off. See exhibit "E".

Interpreting The Chart:
As a way of interpreting the chart, on weekdays, which equates to 255 days/year or 70% of the time, a motorist can expect service level "A" conditions most of the time.

On Sundays and mid-week holidays, which account for 52 days/year, or 14% of the time, the motorist can expect service level "B" conditions for part of the day.

On Saturdays, 49 days/year or 14% of the time, the motorist can expect service level "C" conditions for part of the day.

On 3-day weekends, i.e., Memorial Day, Independence Day, and Labor Day, the motorist can expect service level "D" conditions for part of the day.

It is recognized that on Sycamore canyon Road, it may be necessary to back up to allow an uncoming vehicle to pass, under any service level, if two vehicles happen to meet in those narrow parts of the road previously described.

B. During the May 1996 traffic survey, we had one hour in excess of 120 VPH (both directions), and several hours approaching 120 VPH. There were no serious traffic conflicts observed. The observations that were made in the most constricted part of the road, at the midpoint, were that any traffic conflict was resolved within a matter of a few seconds.

During the course of the May 1996 traffic survey, several potential conflicts were observed at the mid-point. Some involving small clusters of vehicles meeting oncoming traffic. This is considered a major ingredient in the creation of a potential traffic jam or gridlock.
In all cases, the drivers resolved the conflicts expediently by utilizing the small turnouts, waiting for oncoming traffic prior to entering the narrow area, and in some cases, backing up to the nearest turnout to allow oncoming traffic to pass.
In the seven days of the traffic survey, we were unable to capture any video of major traffic conflicts, because, to our knowledge, they did not occur.

There are alleged reports of severe traffic jams lasting several minutes, occurring when the hourly volume was considerably less than 120 VPH.
In the Coastwatch report dated March 14, 1996, the following statement is made to describe the traffic situation at the midpoint of the road: "The time length of jams can range from two to three minutes and more. The peak time jam could be five to ten minutes, and occasionally fifteen to twenty minutes."

We can only assume that the term "jam" implies the length of time that the traffic congestion existed, and not time that opposing traffic is not moving past a given point.

The analysis in the Coastwatch Report appears to lead the reader to conclude that 45 VPH was the maximum acceptable traffic flow in the narrow test section, when in fact, 92 VPH were observed going through during the time that the most congestion, jamming, and gridlock was described by the author.

It must be understood that by allowing two-way traffic on a single lane road, some degree of conflict is anticipated.
In theory, these conflicts can be safely and quickly resolved by utilizing the available turnouts. As the traffic volume is allowed to get larger and larger, turnouts should be placed closer and closer, until, at some point, the turnouts should be continuous, which produces a double lane road.

C. Safe carrying capacity - The issue of safe travel on Sycamore Canyon Road has been raised.
The following aspects of safety deserve attention:

1. Accident rate - Accident frequency is a critical measure of highway safety. Accident frequency is a good indicator of serious problems on a segment of road or highway.

The Forest Service is not aware of any serious vehicular accidents on Sycamore Canyon Road since the Agency assumed responsibility in the early 1970's. This is not to say that there haven't been minor encounters over the years, but if they did occur, they were not reported to the Forest Service.

2. Emergency vehicle response time - Emergency vehicle response to the beach or to a private residence, is a very serious concern.
On Sunday, May 26, 1996, during the traffic survey, several test runs of a small fire tanker from Hwy.1 to the beach were conducted. The test runs were conducted from 1:00 PM to 3:00 PM, which is the peak traffic period.
The two directional traffic volumes during the runs were as follows: At 1:00 PM = 97 VPH; at 2:00 PM = 112 VPH; at 3:00 PM = 122 VPH.
Each time, it took about 11 minutes to travel the length of the road, without red lights and siren.
It is speculated that the response time would be greater if the emergency vehicle was a fire truck, and the traffic volume was in excess of 120 VPH.
It is also speculated that in the event of a true emergency, by using red lights and siren, and controlling access at the highway, an emergency vehicle could still get through, because the siren would resound for a long distance down canyon, and eastbound drivers would tend to pull off in the turnouts and wait for the emergency vehicle to pass.
To increase the probability of quick emergency vehicle response, the Forest Service should stipulate that the concessionaire receive training on handling emergency situations, and have available at all times, means of communication.

3. Safe traffic flow - As discussed earlier, a single lane road is intended for relatively low traffic volumes, and as the traffic volume increases, some traffic conflict and congestion is fully expected. This congested condition does not, in itself, make the road unsafe.

However, as the traffic volume approaches a certain number, the number of conflicts increase, and safety can be jeopardized.

It is, therefore, desirable to maintain the peak traffic levels below a certain volume. This can be accomplished by implementing one of the management options outlined in Section I, of this report.

It is recognized that totally unrestricted access on Sycamore Canyon Road with its present configuration, could result in an unacceptable condition at certain peak use periods.
Based on the traffic data that is available, and the professional judgement of the Analysis Team, the maximum number of vehicles that the road can reasonably accomodate is 150 VPH (both directions).
This traffic volume is theoretically possible for a very short duration, but should not be sustained for extended periods of time.

Determination of Capacity of The Parking Facility.

A. Relationship between traffic volume and parking demand

There is a direct correlation between traffic volume on the road, and parking demand, as expected. There is also a correlation between the weather conditions at the beach and the parking demand; visitors tend to stay longer when it's sunny and relatively warm and the wind is calm, and stay less when the weather is unpleasant or uncomfortable. Since the weather conditions at Pfeiffer Beach can be drastically different even on the same day, it is very difficult to make any predictions about the length of stay on any given day, with any degree of accuracy.

During the May 1996 traffic survey, the weather was probably typical in terms of the mixture of foggy, overcast in the morning and sunny and pleasant in the afternoon, and windy in late afternoon.
The observation made was that the extremes were between 3 minutes and 4 hours. The median length of stay was 30 to 60 minutes.

B. Parking demand on yearly basis

The parking demand data that was collected in the May 1996 and the September 1994 traffic surveys (see exhibits "F" and "F-1"), indicates that the peak parking demand during the weekdays and even on a normal Sunday, is less than 60. The data also shows that the peak parking demand on a normal Saturday and on at least two days of 3-day weekends, is over 60.
Assuming that this holds true for the entire year, the parking demand is less than 60 spaces for about 307 days per year, and more than 60 spaces for about 58 days per year (refer to exhibits "E", "F", and "F-1").

C. Relationship between traffic flow and parking demand

A regression analysis was done using the peak westbound hourly flow for the independent variable, and the peak parking demand for the same days, as the dependent variable.

This graph (exhibit "G"), illustrates that for a peak hourly flow of 60 VPH, which equates to traffic service level C, the parking demand is about 90 spaces.
This graph is also useful in determining that the capacity of the parking facility is the limiting factor, not the capacity of the road. The road carrying capacity is greater than the capacity of the parking facility.

This is demonstrated by the fact that on Sunday, September 4, 1994, a near 90 VPH rate was maintained for at least 3 consecutive hours, indicating that there was no backlash effect operating. Had that been the case, the hourly counts would have diminished considerably. The vehicle count in the parking facility exceeded the capacity several times over.

Findings and Conclusions.

A. Management Options for Sycamore Canyon Road.

FINDINGS:

Los Padres National Forest has determined that the Pfeiffer Beach Day Use Area represents a major recreation facility on the Big Sur Coast, and intends to keep it open to the public indefinitely.

The Sycamore Canyon Road is the only public access road to Pfeiffer Beach, as well as the only access for about 40 developed residential parcels, and about 20 undeveloped.

Currently, there is unrestricted access on Sycamore Canyon Road for both residents and visitors, except that motorhomes and trailers are not adviced.

The road appears to handle the traffic demand most of the time, but there are about 50 days per year where the peak demand exceeds the prudent capacity of the road.
This number may get larger in the next 20 years.

The analysis team determined that the current situation is not acceptable, and developed five options to deal with the traffic situation.
These options were rated against a set of evaluation criteria.

CONCLUSIONS:

The Analysis Team recommends that one of the management options described in Section I, is implemented prior to, or concurrent with, the rehabilitation project.

B. Road Carrying Capacity.

FINDINGS:

The available traffic data indicates that under the current situation of unrestricted access, the traffic service level on Sycamore Canyon Road is as follows:
Service level A = 70% (255 days)
Service level B = 14% (52 days)
Service level C = 14% (49 days)
Service level D = 2% (9 days)

There is no history of vehicular accidents on Sycamore Canyon Road. There has never been a documented report of a serious traffic accident since the Forest Service assumed road maintenance responsibility in 1972.

It is believed that by using appropriate emergency response procedures, including making provisions for traffic to be blocked at the Pfeiffer Beach parking area during an incident, an emergency vehicle could travel from Hwy.1 to Pfeiffer Beach in about 11 minutes, even on peak traffic days.

It has been determined that the Sycamore Canyon Road could accomodate a peak load of 150 VPH (both directions), with varying degrees of congestion and delays. This traffic volume should not be sustained.

CONCLUSIONS:

In order to remain within the acceptable traffic service level range, the peak allowable capacity should not exceed 120 VPH (both directions).
However, the Analysis Team recommends that service level "A" should become the goal in order to maintain a quality experience level while driving from Hwy.1 to Pfeiffer Beach, and to facilitate multiple modes of travel, such as hiking and biking.
To meet this goal, the maximum allowable traffic flow should be no more than 40 VPH (West-bound), or 80 VPH (both directions).

C. Capacity of Parking Facility.

FINDINGS:

There is a direct correlation between parking demand and traffic volume on the Sycamore Canyon Road.

The traffic surveys indicate that the peak parking demand on weekdays and even on typical Sundays is less than 60 spaces. This accounts for about 307 days or 75% of the time. On the remaining 58 days, or about 25% of the time, the peak demand has been observed to be in excess of 154 spaces. This condition only exists a few hours per day on the peak days.

A regression plot of peak hourly flow vs peak hourly parking demand, indicates that at 60 VPH, the parking demand is 90 spaces.
This analysis indicates that the capacity of the parking facility is the limiting factor, and not the capacity of the road.

Based on the regression analysis and the parking demand data obtained during the traffic surveys, the capacity of the parking facility should be between 60 and 87 spaces. The latest design proposal determined that the maximum number of parking spaces possible in the available area, is 87 spaces.

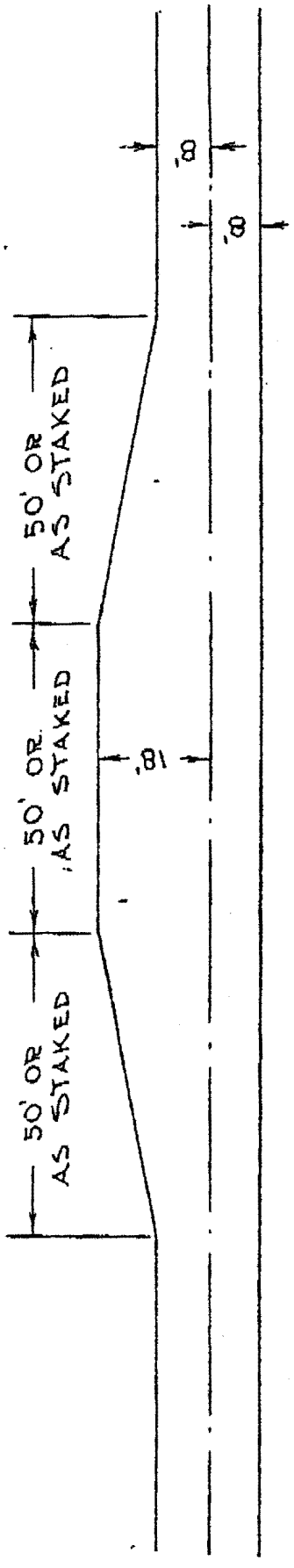
A 60 space parking facility appears to be adequate for all weekdays, sundays and midweek holidays, which account for 307 days per year, or approximately 75% of the time.
On the remaining 58 days, the peak demand will exceed 60 parking spaces.

CONCLUSIONS:

Based on the empirical data that is available, the Analysis Team recommends that the capacity of the parking facility is between 45 and 87 spaces, with an adequate number of toilets to accomodate the median use level,
The lowest level of development (45 parking spaces) would assure that the driving experience from Hwy.1 to Pfeiffer Beach, becomes part of the recreation experience, and make the road more inviting to hiking and biking use.

Exhibit "A"

PLAN



TURNOUT

EXHIBIT "B"

TRAFFIC FLOW (Cars per Hour) ON SYCAMORE CANYON ROAD (WEST BOUND)
LABOR DAY WEEKEND, 1994
HOUR BY HOUR

	A	B	C	D	E	F	G	H	I	J	K	L
1	DAY	10:30-11:15	11:15-12:15	12:15-1:15	1:15-2:15	2:15-3:15	3:15-4:15	4:15-5:15	5:15-6:15	6:15-7:15	7:15-8:00	TOTAL
2	SAT 9/3	-	48	50	59	63	52	38	25	18	13	366
3	SUN 9/4	46	60	85	84	92	57	16	-	-	-	440
4	LABOR DAY MON 9/5	30	31	45	43	50	36	32	28	18	7	320
5	WEEKEND AV. PER HOUR	38	47	60	62	68	48	25	26	18	10	
6	TUES 9/6	13	19	16	20	38	37	33	16	17	8	216
7	WED 9/7	13	32	31	25	14	20	17	22	8	9	191
8	THU 9/8	10	37	29	23	28	31	14	24	23	7	226
9	WEEKDAY AV. PER HOUR	12	23	25	23	26	29	22	21	16	8	
10	38	112	227	255	254	285	233	134	115	84	44	

Data courtesy of Howard Strohn.

Note: This data was collected at the midpoint between SR 1 and Pfeiffer Beach.

SYCAMORE CANYON ROAD
TRAFFIC SURVEY - MAY 1996
TOTAL VEHICLES PER HOUR (VPH)

EXHIBIT "C"

DAY	LOCATION	0800 -0900		0900 -1000		1000 -1100		1100 -1200		1200 -1300		1300 -1400		1400 -1500		1500 -1600		1600 -1700		1700 -1800		1800 -1900		1900 -2000		TOTALS		BOTH DIRECT. TOTALS	DAILY AVG %		WEATHER CONDITIONS AT BEACH
		W	E	W	E	W	E	W	E	W	E	W	E	W	E	W	E	W	E	W	E	W	E	W	E	W	E		LOCAL	VISITOR	
FRI	@HWY 1	10	13	15	17	20	21	24	18	15	19	21	13	22	18	36	29	31	37	11	27	16	9	14	8	235	229	464	46	54	Overcast, rain, windy
5/17	@ BEACH	5	3	5	2	9	8	13	14	13	11	10	7	14	8	28	19	15	21	9	27	4	5	2	4	127	129	256			
SAT	@HWY 1	6	9	18	7	13	8	40	18	58	20	43	33	53	46	34	53	33	49	38	60	26	29	18	25	330	357	737	18	82	Sunny, some fog, light wind
5/18	@ BEACH	4	2	10	2	11	4	37	10	34	15	56	43	43	44	36	35	32	46	25	46	13	23	11	27	312	301	613			
	@MIDPOINT	6	8	17	7	14	10	40	18	55	25	45	36	54	44	31	50	-	-	-	-	-	-	-	-						
SUN	@HWY 1	2	7	15	13	49	12	44	56	42	26	40	39	39	46	34	53	33	49	38	60	26	26	22	15	384	402	786	27	73	Sunny, windy p.m.
5/19	@ BEACH	4	1	7	3	35	8	48	52	33	27	35	33	36	42	24	28	15	18	18	23	15	21	9	10	279	266	545			
	@MIDPOINT	2	5	16	10	-	-	-	-	-	-	-	-	38	49	26	32	2	2	-	-	-	-	-	-						
SAT	@HWY 1	10	18	12	7	25	15	27	21	38	25	62	26	54	24	56	26	38	58	34	64	30	56	23	33	409	373	782	19	81	Overcast a.m., sunny p.m.
5/25	@ BEACH	5	1	6	8	14	10	28	8	30	14	50	19	55	20	43	51	31	65	40	56	21	28	10	22	339	302	635			
	@MIDPOINT	10	14	9	8	23	16	30	18	33	27	58	26	65	30	31	53	31	56	37	63	-	-	-	-						
SUN	@HWY 1	8	8	22	15	28	21	53	16	68	32	57	40	67	45	40	82	50	68	38	69	27	57	14	30	472	483	955	17	83	Sunny, windy p.m.
5/26	@ BEACH	2	1	19	8	22	7	45	11	64	34	51	31	59	58	41	67	49	65	9	42	17	38	12	21	390	383	773			
	@MIDPOINT	6	8	15	15	29	21	47	13	66	30	60	41	65	49	39	81	52	70	35	64	-	-	-	-						
MON	@HWY 1	10	14	13	10	20	21	44	23	38	27	42	23	31	35	31	50	33	39	22	39	13	23	-	-	297	304	601	29	71	Sunny, light wind
5/27	@ BEACH	6	4	2	7	11	5	40	15	40	27	25	16	30	40	20	35	23	27	13	31	-	-	-	-	210	207	417			
	@MIDPOINT	-	-	-	-	-	-	-	-	-	-	41	26	30	37	-	-	-	-	-	-	-	-	-	-						
TUE	@HWY 1	10	24	11	15	21	11	27	17	27	24	26	27	21	26	22	32	26	29	15	16	-	-	-	-	206	221	427	44	56	Partly cloudy, windy
5/28	@ BEACH	2	1	2	0	7	3	20	10	21	15	10	13	16	15	16	18	14	18	8	11	-	-	-	-	116	104	220			
HOURLY TOTAL	@HWY 1	56	93	106	84	176	109	259	169	286	173	291	201	287	240	253	325	244	329	196	335	138	200	91	111	2383	2369				
	@ BEACH	28	13	51	30	109	45	231	120	235	143	237	162	253	227	208	253	179	262	122	238	70	115	44	84	1767	1692				
HOURLY AVG.	@HWY 1	8.0	13.3	15.1	12.0	25.1	15.6	37.0	24.1	40.9	24.7	41.6	28.7	41.0	34.3	36.1	46.4	34.9	47.0	28.0	47.9	19.7	28.6	13.0	15.9	28.4	28.2				
	@ BEACH	4.0	1.9	7.3	4.3	15.6	6.4	33.0	17.1	33.6	20.4	33.9	23.1	36.1	32.4	29.7	36.1	25.6	37.4	17.4	34.0	10.0	16.4	6.3	12.0	21.0	20.1				

* NOTE: VEHICLE COUNTS AT THE MIDPOINT WERE ONLY TAKEN DURING PEAK USE PERIODS.

Exhibit "D"

Traffic Service Levels

for single lane roads

	A	B	C	D
Flow	Free flowing with adequate parking facilities.	Congested during heavy traffic such as during peak logging or recreation activities.	Interrupted by limited passing facilities, or slowed by the road condition.	Flow is slow or may be blocked by an activity. Two way traffic is difficult and may require backing to pass.
Volumes	Uncontrolled; will accommodate the expected traffic volumes.	Occasionally controlled during heavy use periods.	Erratic; frequently controlled as the capacity is reached.	Intermittent and usually controlled. Volume is limited to that associated with the single purpose.
Vehicle Types	Mixed; including the critical vehicle and all vehicles normally found on public roads.	Mixed; including the critical vehicle and all vehicles normally found on public roads	Controlled mix; accommodates all vehicle types including the critical vehicle. Some use may be controlled to vehicle types.	Single Use; Not designed for mixed traffic. Some vehicles may not be able to negotiate. Concurrent use traffic is restricted.
Critical Vehicle	Clearances are adequate to allow free travel. Overload permits are required.	Traffic controls needed where clearances are marginal. Overload permits are required.	Special provisions may be needed. Some vehicles will have difficulty negotiating some segments.	Some vehicles may not be able to negotiate. Loads may have to be off-loaded and walked in.
Safety	Safety features are a part of the design.	High priority in design. Some protection is accomplished by traffic management.	Most protection is provided by management.	The need for protection is minimized by low speeds and strict traffic controls.
Traffic Management	Normally limited to regulatory, warning, and guide signs and permits.	Employed to reduce traffic volume and conflicts.	Traffic controls are frequently needed during periods of high use by the dominant resource activity.	Used to discourage or prohibit traffic other than that associated with the single purpose.
User Costs	Minimized; transportation efficiency is important.	Generally higher than "A" because of slower speeds and increased delays.	Not important; efficiency of travel may be traded for lower construction costs.	Not considered.
Alignment	Design speed is the predominant factor within feasible topographic limitations.	Influenced more strongly by topography than by speed and efficiency.	Generally dicated by topographic features and environmental factors. Design speeds are generally low.	Dictated by topography, environmental factors, and the design and critical vehicle limitations. Speed is not important.
Road Surface	Stable and smooth with little or no dust, considering the normal season of use.	Stable for the predominant traffic for the normal use season. Periodic dust control for heavy use or environmental reasons. Smoothness is commensurate with the design speed.	May not be stable under all traffic or weather conditions during the normal use season. Surface rutting, roughness, and dust may be present, but controlled for environmental or investment protection.	Rough and irregular. Travel with low clearance vehicles is difficult. Stable during dry conditions. Rutting and dusting controlled only for soil and water protection.

EXHIBIT "E"

Breakdown of typical year:

MONTH	WEEKDAYS	SAT.	SUN.	MID-WEEK HOLIDAYS	3-DAY WEEKENDS
January (31)	22	4	4	1	
February (28)	20	4	4		
March (31)	21	5	5		
April (30)	22	4	4		
May (30)	22	3	3		3
June (30)	20	5	5		
July (31)	22	3	3		3
August (31)	22	5	4		
September (30)	20	3	4		3
October (31)	23	4	4		
November (30)	20	5	4	1	
December (31)	21	4	5	1	
Totals:	255	49	49	3	9
% of Year	70%	14%		14%	2%

SYCAMORE CANYON ROAD
TRAFFIC SURVEY
PARKING DEMAND

EXHIBIT "F"

HOUR	FRI 5/17	SAT 5/18	SUN 5/19	SAT 5/25	SUN 5/26	MON 5/27	TUE 5/28
0800	4	0	2	1	9	3	0
0900	2	2	3	6	10	4	1
1000	3	9	9	6	13	1	2
1100	5	15	43*	10	23	8	6
1200	7	41	30	30	55	30	17
1300	6	57	36	47	85	39	26
1400	10	89	38	85	115	53	19
1500	21	86	30	106	110	53	17
1600	30	76	27	104	86	42	13
1700	24	64	21	69	75	28	8
1800	7	37	16	52	39	13	2
1900	4	25	8	30	18	8	-
2000	2	19	5	16	11	-	-
TOTALS	125	480	225	562	649	282	111

* -WEDDING PARTY
-PEAK PARKING DEMAND

EXHIBIT "F-1"

PARKING AT PFEIFFER BEACH, LABOR DAY WEEKEND, 1994 – PEAK HOUR

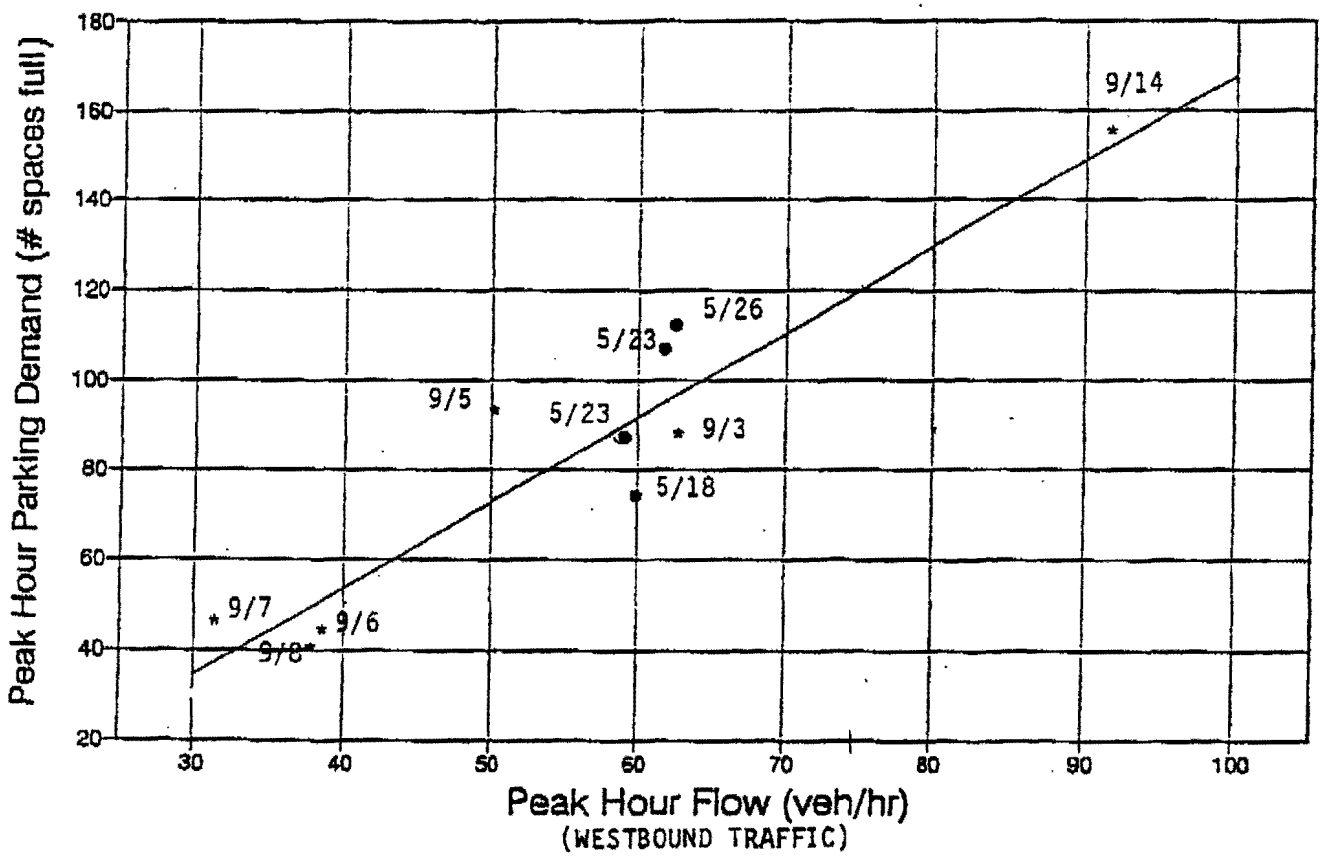
	A	B	C	D	E	F	G	H	I	J
1		WED 8/31	THU 9/1	FRI 9/2	SAT 9/3	SUN 9/4	MON 9/5	TUE 9/6	WED 9/7	THU 9/8
2	MAIN PARKING LOT	46	43	17	54	68	62	42	44	39
3	1ST AUXIL LOT	6	0	1	18	29	15	0	0	1
4	2ND AUXIL. LOT	0	0	0	6	27	6	0	0	0
5	ALONG ROADSIDE	0	0	0	7	30	6	0	0	0
6	TOTAL VEHICLES	54	43	18	85	154	93	42	44	40
7	TIME OF DAY	1:30 P.M.	1:55 P.M.	1:40 P.M.	1:50P.M.	1:40 P.M.	2:30 P.M.	2:28 P.M.	1:47 P.M.	1:47 P.M.
8	WIND IN PARKING LOT	SLIGHT	SLIGHT	VERY WINDY	SLIGHT	SLIGHT	SLIGHT-OCAST	SLIGHT	SLIGHT	BREEZY
9	TEMP.	64	65	74	80	69	67	65	65	74
10			TRAFFIC ON SYCAMORE CANYON ROAD (WEST BOUND)							
11	TIME OF COUNT			11:00-4:00	11:15-4:15	11:15-4:15	11:15-4:15	11:15-4:15	11:15-4:15	11:15-4:15
12	VEHS. DOWN CANYON			108	272	378	205	129	122	146
13	MOTORCYCLES			1	3	4	2	1	1	3
14	WALKERS			0	1	4	0	2	0	1
15	BICYCLES			2	0	3	0	0	10	1
16	BUS/MTR.HOMES			1	1	1	1	2	0	1
17	(EXTENDED COUNT)									
18	TIME OF COUNT				11:15-8:00	10:30-4:30	10:30-8:00	10:30-8:00	10:30-8:00	10:30-8:00
19	VEHS. DOWN CANYON				368	440	320	216	191	228
20	MOTORCYCLES				3	4	2	1	2	5
21	WALKERS				1	4	0	2	0	4
22	BICYCLES				01	3	1	0	11	1
23	BUSES/MTR HOMES				1	1	1	2	0	1
24	VEHS. DOWN ROAD WHEN PARKING LOT COUNT MADE			70	121	222	150	69	87	83
25	VEHS. PARKED @ BEACH			18	85	154	93	42	44	40
26	TURN AROUNDS & LOCAL TRAFFIC			52	36	68	57	27	43	43
27	% PARKED AT BEACH			0.26	0.7	0.69	0.62	0.61	0.51	0.48

Data courtesy of Howard, Strohn

EXHIBIT "G"

SYCAMORE CYN. RD./PFEIFFER BEACH

RELATIONSHIP BETWEEN TRAFFIC FLOW AND PARKING DEMAND



Nevin Sams
Traffic Engineer

Appendix "A".

Relationship between max. PAOT peak parking demand and peak traffic volume.

The following relationship must be in balance:

(1)		(2)		(3)
300 PAOT	-------->	90 Parking Spaces	-------->	150 VPH (both directions)

(1) It was determined that the recreation facility, i.e., Pfeiffer Beach, has the capacity to support a maximum of 300 persons at one time (PAOT), without excessively impacting the resources that exist at the site.
This number dictates the maximum size of the parking area.

(2) Assuming 2.5 people per car,
90 cars X 2.5 persons per car = 225 persons at one time (PAOT).
225 PAOT < 300 allowable PAOT.

(3) It is theoretically possible to move 150 vehicles per hour on a road like Sycamore Canyon Road, with varying degrees of congestion and possible delays.

The traffic on Sycamore Canyon Road consists of resident traffic and visitor traffic.
There are an estimated 40 homes that depend on Sycamore Canyon Road as their primary access.

Assume that 1/2 of 90 spaces are to be filled, and assume 1 trip for 1/2 the residents in any given peak hour.

45 VPH (visitors) + 20 VPH (residents) = 65 VPH (total vehicles per peak hour)

65 VPH (westbound) = 130 VPH (both directions) < 150 VPH (both directions)

Assuming that during the peak periods, westbound traffic would be metered a maximum of 1 vehicle for every 30 sec. This would allow a maximum of 120 VPH to enter.

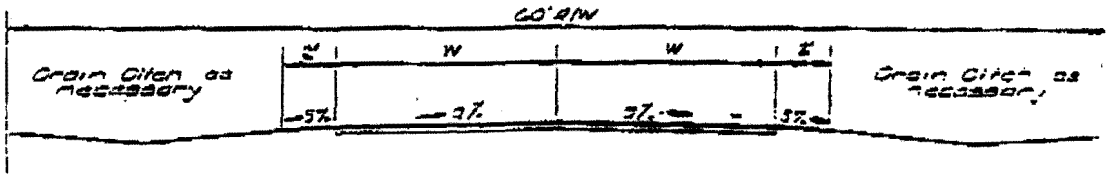
@ 30 sec. intervals and @ 15 MPH, westbound vehicles would be separated by approximately 600 feet, which would allow sufficient manuevering space for two way traffic.

Appendix "B"

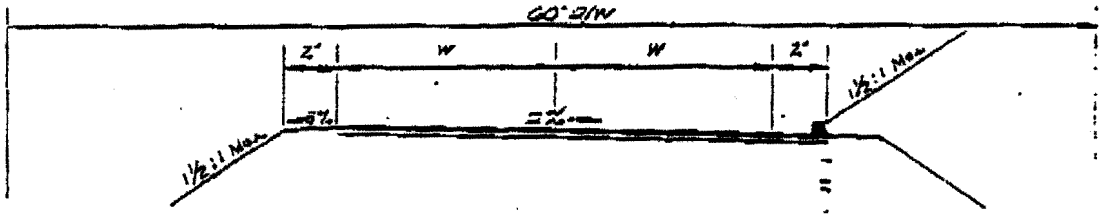
STANDARD STREET CLASSIFICATIONS

TRAFFIC	STREET TYPE
10,000 vehicles expected in 20 years 1,500 left turning movements per day	Major Divided Street
This street is so designated by a Master Plan, Precise Plan or Road Classification Plan adopted by the Board of Supervisors. 5,000 vehicles or more, but less than 15,000 vehicles expected in 20 years	Major Street
Collect or carry vehicular traffic through a subdivision and that is not expected to serve in the future as a major street. 400 units with two or more entrances or 200 units 800 to 3,000 vehicles expected in 20 years	Secondary Street.
100 units - abutted by residential lots and provide access to not more than 100 units. 300 to 1,000 vehicles expected in 20 years	Tertiary Street
30 units or less - begins and terminates on the same cross street and provides access to not more than 30 abutted units Maximum 300 vehicles expected in 20 years	Loop Street
16 units or less on dead-end street to provide access to a limited number of abutting units and cannot be extended to serve a greater number of dwelling units Maximum 200 vehicles expected in 20 years	Cul-de-sac Street
Special purpose street types	Industrial Street - Half-width Street - Frontage Road - Alley - Split-level

APPENDIX "B"



RURAL ROAD



RURAL SIDEHILL ROAD

Street Classification	W Urban Sec.	W Other Sec.
Secondary Road	11'	10'
Tertiary Road	10'	9'
Cul-de-sac Road	9'	8'

MONTEREY COUNTY DEPT. OF PUBLIC WORKS

STANDARD DETAILS

RURAL ROAD (PRIVATE ONLY)

APPROVED [signature] DATE 10-24-77

REVISED | DATE

PLATE NO. 5

Appendix "C"

Modes of Travel for Sycamore Canyon Road

Highway 1 to Pfeiffer Beach

Ideas brainstormed at meeting on January 16, 1996 at Conference Room, Multi-Agency Facility, Big Sur, California.

- Improve road to beach to county standards
- Vehicle access with a sign at Highway 1 indicating Full or Vacancy.
- Sign/Fully automated using a token, i.e. airport parking.
- Token purchased at MAF
- Host staffed gate
- Shuttle using turnout at Highway 1 as terminal
- Car pool only (diamond lane)
- Virtual reality technology available at MAF instead of traveling road
- Vehicle size restrictions
- When parking lot full, allow only 1 vehicle at a time to enter as 1 vehicle leaves
- Improve number and quality of turnouts
- Restrict parking to designated parking areas
- No parking along road
- More patrol/enforcement of illegal parking
- Restrict auto access during high fire danger/peak hazard periods, or when emergency vehicle access/travel time exceeds 15 minute response.
- No change
- No change and residents use Clear Ridge Road
- Using fees to regulate volume of use
- Using keys to regulate volume of use
- Use by reservation
- Walk-in/Bike use only
- Walk-in/Bike plus residents and persons with disabilities

Appendix "C"

- Walk-in/Bike plus residents,persons with disabilities and shuttle
- Road with parallel hiking path
- Parking lot near Highway 1
- Vehicle access but one way at a time. i.e. Enter on hour, exit on 1/2 hour.
- Signal Light
- Under pass at Highway 1
- Under pass at Highway 1, need to expand parking at MAF
- Off site-ticket sales for shuttle
- Hotels/Lodge/Motels/Campgrounds provide shuttle for their guests
- Several shuttle stops, i.e. Campgrounds, River Inn, Post Ranch, etc.
- Shuttle Only
- At certain times or day or on certain days of the week, close to auto access.
- Shuttle during times when auto access is restricted
- Bike rental/bike surrey rentals
- Staffing at parking lot
- DPR employee at Highway 1 waving people on, when full
- Volunteers to staff road at heavy use times

Appendix "C"

AUTO USE

- No Change
- No parking along road
- More patrol/enforcement of illegal parking
- Restrict parking to designated areas
- Car pooling only (diamond lane)
- Vehicle access with a sign at Highway 1 indicating when full or vacancy
- When parking lot is full, allow only 1 vehicle at a time to enter, as 1 vehicle leaves.
- Staffing at parking lot
- A host at staffed gate
- Sign and fully automated system using tokens, i.e. airport parking
- Tokens purchased at MAF
- Improve road to county standards
- Improve number and quality of turnouts
- Vehicle access to one way at a time, i.e. enter on the hour, exit on 1/2 hour.
- Signal light
- Vehicle size restriction
- Use fees to regulate volume of use
- Use keys to regulate volume of use
- Use by reservation
- DPR employee at Highway 1, waving people on when full
- Volunteers to staff road at heavy use times

Appendix "C"

NON-AUTO

- Virtual reality technology available at MAF instead of traveling road
- Walk-in/Bike use only
- Under pass at Highway 1
- Under pass at Highway 1, need to expand parking at MAF
- Bike rental/bike surrey rentals

Appendix "C"

SHUTTLE

- Shuttle only
- Shuttle using turnout at Highway 1 as terminal
- Off site-ticket sales for shuttle
- Hotels/Motels/Campground/Lodge provide shuttle for their guest
- Several shuttle stops, i.e. campgounds, River Inn, Post Ranch, etc.

Appendix "C"

OTHER IDEAS/COMBINATION OF IDEAS

- At certain times of day or on certain days of the week close to auto access
- Shuttle during times when auto access is restricted
- Parking lot near Highway 1
- Road with parallel hiking path
- Restrict auto access during high fire danger/peak hazard periods, or when emergency vehicle access/travel time exceeds 15 minute response
- No change and residents encouraged to use Clear Ridge Road
- Walk-in/Bike access plus residents and persons with disabilities
- Walk-in/Bike access plus residents, persons with disabilities, and shuttle.

TO: Rec 9/2
CC: SMRD
CC: FS
TE 9/29
Will

SEP 29 REC'D

United States Department of the Interior

FISH AND WILDLIFE SERVICE

Ventura Fish and Wildlife Office
2493 Portola Road, Suite B
Ventura, California 93003

EXHIBIT NO. 5
APPLICATION NO. CD-47-97
2 pages
California Coastal Commission

September 19, 1997

Jeanine Derby
Forest Supervisor
Los Padres National Forest
6144 Calle Real
Goleta, California 93117

Subject: Pfeiffer Beach Rehabilitation Project, Monterey County, California

Dear Ms. Derby:

The U.S. Fish and Wildlife Service (Service) has reviewed your request for concurrence that the biological opinion issued for the Pfeiffer Beach Rehabilitation Project (1-8-95-F-33) in Monterey County, California is still valid with recent modifications to the scope of the project. The Forest Service has scaled down the level of modification of the existing project site which will result in less impact upon riparian habitat and increased protection of riparian and aquatic areas. The project modification will also result in added rehabilitation of parking sites using native plants.

The biological opinion analyzed the effects of the proposed project on the federally endangered Smith's blue butterfly (*Euphilotes enoptes smithi*). The California red-legged frog (*Rana aurora draytonii*), currently listed as a threatened species, was proposed for listing at the time the biological opinion was issued.

The Service has reviewed the environmental assessment for the Pfeiffer Beach Day Use Rehabilitation Project, dated June 1997, and concurs that the terms and conditions of the existing biological opinion are still valid for the amended proposal. We also concur that the proposed action would not adversely affect the California red-legged frog and further consultation pursuant to section 7 of the Endangered Species Act of 1973, as amended, is not necessary. If the Forest Service discovers new information that reveals effects of the proposed action that may adversely affect the California red-legged frog, formal consultation should be reinitiated at that time.

The Service appreciates your efforts to develop a programmatic management plan, pursuant to conservation recommendation number two, addressing the effects of ongoing land uses within the Los Padres National Forest which may pose the potential to affect host buckwheat plants

used by the Smith's blue butterfly. We look forward to reviewing the programmatic management plan and coordinating further on this proposal. If you have any questions, please contact David Pereksta of my staff at (805) 644-1766.

Sincerely,

Judy Holman

Diane K. Noda
Field Supervisor