

**CALIFORNIA COASTAL COMMISSION**

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June 10, 1998

TO: Commissioners And Interested Parties

FROM: Tami Grove , Deputy Director  
Charles Lester, District Manager  
Joy Chase, Staff Analyst

SUBJECT: **Revised Findings, City of Pacific Grove Major  
Amendment No. 1-97 to the Local Coastal Program  
Land Use Plan for Public Hearing and Commission  
Action at Its Meeting Of July 7-10,1998, Hyatt Regency  
San Francisco, No. 5 Embarcadero Center, San Francisco, CA 94111**

At its meeting of March 13, 1998 the Commission approved Pacific Grove LCP Amendment #1-97, Coastal Parks Plan Amendments 1, 2, 4, 5, 6, and 7 as submitted and Amendment 3 with one modification. The Commission directed staff to revise the findings to reflect the Commission action. As discussed in the revised findings, the Commission found that the designation of a Class III Bikeway on Ocean View Boulevard was the appropriate designation and was consistent with the certified Land Use Plan and the Coastal Act access and recreation policies.

New text is underlined. Deleted text is ~~struck through~~. See pages 2, 3, 10 and 11.

Staff is recommending that the Commission adopt these findings to reflect its previous action.

**MOTION:**

I move that the Commission approve the Revised Findings for Amendment #1-97 to the City of Pacific Grove Land use Plan.

Staff recommends a YES vote. Only those Commissioners who previously voted to adopt the findings and modifications are eligible to take action on these revised findings. These are Commissioners Areias, Wan, Tuttle, Staffel, Reilly, Potter, Johnson, Flemming, Lowenthal, Armanasco, and Allen. An affirmative vote of a majority of the Commissioners eligible to vote is needed to pass this motion.

SUGGESTED MODIFICATIONS ADOPTED BY THE COMMISSION

Key: additions are underlined.

AMENDMENT 3

MODIFICATION 1. Amendment 3, Chapter 5, Parking and Circulation, shall be modified to add a Guideline 12 as follows:

12. Prior to certification of the Local Coastal Program, Traffic Commission recommendations for the reorganization of existing parking areas as authorized by the City Council and any exclusionary parking programs shall be submitted to the Coastal Commission for coastal permit review. Following certification of the Local Coastal Program, any exclusionary parking programs shall require a Local Coastal Program Amendment.

AMENDMENT 2

MODIFICATION 2. ~~Amendment 2, Chapter 4, Bikeways, Guideline 2 and 3, shall be modified as follows:~~

~~2. As an interim measure designate 17th Street, between the terminus of the Monterey Bay Coastal Trail on the south and Ocean View Boulevard on the north, as a Class III Bikeway and retain parking on both sides of the street.~~

~~3. As an interim measure due to the existing narrow street width, the proximity of residences, and the intensity of varied recreational uses (including walking, cycling, diving, and other coastal recreational uses), designate Ocean View Boulevard from 17th Street at Lovers Point to its intersection with Asilomar Avenue as a Class III Bikeway.~~

MODIFICATION 3: Amendment 2, Chapter 4, Bikeways, Guideline 4, shall be modified as follows:

~~4. Using stencils painted on the road surface, direct bicyclists from the Monterey Bay Coastal Trail Class I Bikeway to the continuation of the bicycle route along 17th and Ocean View Boulevard.~~

In the long term establish a Class I or Class II bikeway between the end of the existing Monterey Bay Coastal Trail Class I Bikeway at 17th Street to Asilomar Avenue. The bikeway shall, to the extent feasible, use existing paved surfaces of Ocean View Boulevard. This alignment may require conversion of the street to one-way traffic and/or reduction of street parking along the seaward side of the the boulevard. Such Class I or Class II bikeway shall be established as soon as feasible; and, if not previously undertaken, should be incorporated in any major development project(s) in this oceanfront corridor (such as rebuilding of Ocean View Boulevard or replacement of the regional sanitary sewer line).

AMENDMENT 4

~~MODIFICATION 4. Amendment 4, Chapter 8, Access Guide, shall be amended to provide for internal consistency as follows: Map 4 Esplanade/Otter Point, Recommended Actions, Bikeways (p. 66) and Map 5, Lovers Point, Recommended Actions, Bikeways (p. 70) shall be modified to add an Action to require that a Class I or Class II bikeway shall be established between the end of the existing Monterey Bay Coastal Trail Class I bikeway at 17th Street to Asilomar Avenue on Ocean View Boulevard.~~

## REVISED FINDINGS

### 1. Background

Area Description and Location: The City of Pacific Grove was incorporated in 1889 and has a 1990 census population of 16,117. It is located 120 miles south of San Francisco. Pacific Grove encompasses almost three square miles of land that wraps around Point Pinos, the southernmost point of Monterey Bay and lies between the City of Monterey upcoast and Pebble Beach in Monterey County to the South. The proposed Coastal Parks Plan planning area encompasses approximately 248 acres of public lands in the Pacific Grove coastal zone including Point Pinos Lighthouse Reservation and the municipal golf course; the Asilomar State Beach and Conference Grounds; the Southern Pacific right-of-way; and all the city lands seaward of Oceanview Boulevard and Sunset Drive and the public roads paralleling the sea. These are largely undeveloped lands designated Open Space/Recreational or Open Space/Institutional in the City's certified Land Use Plan.

Procedural Background: The Pacific Grove Land Use Plan was certified by the Commission on December 15, 1988. The Land Use Plan contains four major sections: Resource Management, Land Use and Development, Public Facilities, and Public Shoreline Access.

Chapter 2, Resource Management, of the Land Use Plan, General Policy 2.3.4, policy 3, states:

As funding is available the City will develop a Coastal Parks Plan for the management and restoration of the Pacific Grove coastal parklands, including the Lighthouse Reservation. The purpose of the Plan, in part, is to:

- a) Rehabilitate areas damaged by pedestrian/auto/ground squirrel overuse;
- b) Revegetate with native bluff and dune plants where feasible;
- c) Protect habitats of rare and endangered species;
- d) Provide defined pathways or boardwalks, where desirable, and control unrestricted parking by appropriate barriers or other means; and
- e) Expand existing signs to include interpretive information for visitors.
- f) Implement LCP policies on coastal access, visual resources, and seawall construction.
- g) Preserve any Monarch butterfly overwintering sites which may be identified, and enhance vegetation used for nectaring and feeding by the Monarchs.

The Coastal Parks Plan (Parks Plan) historically was considered to be part of the Local Coastal Program Implementation. However, a review by the Commission legal staff and the

City of Pacific Grove revealed that in fact the Coastal Parks Plan was a policy document and was more appropriately amended into the Land Use Plan. The Parks Plan has provisions to guide design, management, restoration and enhancement of the coastal parks planning area. The Implementing Ordinances currently being developed by the City will provide the detailed regulations to effectively implement the policies found in the certified Land Use Plan as amended to incorporate the Coastal Parks Plan.

The City's public notices identified the Coastal Parks Plan as one component of the Implementation Plan, the other being the forthcoming zoning regulations. Nevertheless, the public notices allowed for full public participation in the process consistent with the Commission's Administrative Regulations. The City's resolution of submittal to the Coastal Commission approves and submits the Parks Plan as a component of the Local Coastal Program. Attached as Exhibit B1 is a letter from the Pacific Grove Community Development Director asking the Commission to process the submittal as a Land Use Plan amendment. Attached as Exhibit B2 is a letter from the City Manager requesting a March 1998 Commission hearing.

The standard of review for a Land Use Plan amendment is Chapter 3 of the Coastal Act (California Code of Regulations Section 13528). As an amendment to the Land Use Plan the Coastal Parks Plan must also be consistent with the certified Land Use Plan as well as the Coastal Act.

## 2. Public Access and Recreation

Section 30001.5(c) of the Coastal Act states:

The Legislature further finds and declares that the basic goals of the state for the coastal zone are:...(c) Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resources conservation principles and constitutionally protected rights of private property owners.

Section 30210 of the Coastal Act states:.

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 30211 of the Act protects the public's right of access to the sea where acquired through use or legislative authorization and Section 30212 provides for new public access from the nearest public roadway to the shoreline and along the coast. Section 30212.5 of the Coastal Act provides for the distribution of public facilities, including parking, to mitigate against overcrowding and overuse by the public of any single area.

Section 30213 of the Coastal Act states in part:

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

The recreational policies of the Coastal Act Sections 30220 through 30244 give priority to recreational and coastal dependent uses in coastal areas and on oceanfront lands. Section 30223 provides that upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

The focus of the proposed Coastal Parks Plan is public access and recreation and the resource elements that affect its quality. With limited exceptions Pacific Grove's oceanfront lands are already in public ownership. The certified Pacific Grove Land Use Plan states that the only beaches lacking public access in the City are those adjacent to Stanford's Hopkins Marine Lab where sensitive resources exist. Land Use Plan policy 5.4.3 provides for the development of a Coastal Parks Plan for the coastal parklands which improves accessways, signing, prevents overuse and provides standards for management of access. The goals of the Land Use Plan for the Coastal Parks Plan are fully consistent with the Access and Recreation Policies of the Coastal Act discussed above.

Chapters 1 and 2 provide an Introduction and a discussion of the Goals and Objectives of the Coastal Parks Plan. Chapters 3 through 7 of the Coastal Parks Plan comprise the main body of the plan, each chapter providing first a concept and then the guidelines for future improvements. Chapters 3 through 7 address trails, bikeways, parking and circulation; coastal resources; and visual quality and appearance.

Chapter 8 establishes an access guide; and Chapter 9 provides for a seawall program.

**Amendment 1: Chapter 3, Trails:** The Pacific Grove Coastal Parks Plan seeks to establish a continuous, barrier free and safe trail system along the shoreline while protecting significant coastal resources. The Plan has 23 guidelines to improve trail access in general and in specific areas. Guidelines promote improvements to make the trails wheelchair accessible including guidelines on width, slopes and trail materials. The guidelines recommend consolidation of trails and the use of landscaping and other erosion control measures to minimize impacts on vegetation and improve habitat and the visual context. They also provide for construction of trail sections to join discontinuous segments of the trail. The Southern Pacific right-of-way is proposed for acquisition as a recreational trail/open space corridor. The Plan also requires retention of existing public restrooms, identifies a specific additional site, and recommends consideration of additional sites.

Figure 3, Trails, of the enclosed Coastal Parks Plan visually describes the existing and proposed trail system.

Chapter 3, Trails, of the Coastal Parks Plan maintains existing access and provides for improvements which will maximize future public access and is consistent with the Access and Recreation policies of the Coastal Act.

**Amendment 2: Chapter 4, Bikeways.** Pacific Grove has many miles of bikeways. The Coastal Parks Plan will provide for Phase III of the City's Bikeway Plan which will connect

existing Phases I and II to provide a continuous coastal bikeway system through the City and also connect to the Monterey City bikeway and the Del Monte Forest access routes. This bikeway through the City is designated as a segment of the Monterey Bay Coastal Trail.

Phase I is a Class I Bikeway (a trail separate from vehicles) from the Monterey Bay Aquarium to Lover's Point; Phase II is a Class II Bikeway (a separate bike lane adjacent to each vehicle lane) from the City limits at Del Monte Forest along the coastal roads around Lighthouse Reservation. In Phase III the City proposes to connect the two existing bikeway segments with a Class III bikeway along Ocean View Boulevard between 17th Street at Lovers Point to its intersection with Asilomar Boulevard.

A Class III Bikeway is established by signing the road to indicate that the vehicular lanes are shared with bicyclists. Bicycle use is a secondary use.

The Monterey Peninsula Regional Park District has expressed serious concerns regarding the safety of bicyclists on a Class III bikeway.

#### Bikeway Classifications and Design Criteria

The Caltrans California Highway Design Manual, July 1993 provides Bikeway Classifications and Design Criteria restated below.

- Class I Bikeways (bike paths) are facilities with exclusive rights of way, with cross flows by motorists minimized.... Class I bikeways [are described] as serving "the exclusive use of bicycles and pedestrians". However, experience has shown that if significant pedestrian use is anticipated, separate facilities for pedestrians are necessary to minimize conflicts. Class I Bikeways are bike paths entirely separate from roadways. The minimum paved width for a two-way bike path is eight feet with a two foot wide graded area on either side. The minimum paved width for a one-way bike path is five feet.
- Class II Bikeways (bike lanes) for preferential use by bicycles are established within the paved areas of highways. Bikelane stripes are intended to promote an orderly flow of traffic by establishing specific lines of demarcation between areas reserved for bicycles and lanes to be occupied by motor vehicles. Bike lanes shall be one-way facilities. When bike lanes are located between the parking area and the traffic lanes, the bike lane minimum width is five feet. Where parking is prohibited and the bike lane is located contiguous to the curb, the minimum width of the bike lane is four feet.
- Class III bikeways (bike routes) are intended to provide continuity to the bikeway system. Bike routes are established along through routes not served by Class I or II bikeways, or to connect discontinuous segments of bikeway (normally bike lanes). Class III facilities are shared facilities, either with motor vehicles on the street, or with pedestrians on sidewalks, and in either case bicycle usage is secondary. Class III facilities are established by placing Bike Route signs along roadways. Minimum widths for Class III bikeways are not presented.

The Coastal Parks Plan illustrates the three Types of Bikeways in Figure 5, page 30, as they would apply in Pacific Grove.

Coastal Parks Plan Policies at Issue:

The policies of the Coastal Parks Plan at issue are described in Chapter 4 (pages 25-30), Bikeways. Guidelines 2 and 3 state:

2. Designate 17th Street, between the terminus of the Monterey Bay Coastal Trail on the south and Ocean View Boulevard on the north, as a Class III Bikeway and retain parking on both sides of the street.
3. Due to the existing narrow street width, the proximity of residences, and the intensity of varied recreational uses (including walking, cycling, diving, and other coastal recreational uses), designate Ocean View Boulevard from 17th Street at Lovers Point to its intersection with Asilomar Avenue as a Class III Bikeway.

The Assessor's Parcel Maps show that 17th Street between the terminus of the Monterey Bay Coastal Trail and Ocean View Boulevard to the north along Lovers Point is a two-block segment with a 40 foot right-of-way. It has two travel lanes, one in each direction, and parking on both sides of the street. The adjacent Lovers Point Park is a popular headland with a wide grassy area, public restrooms, trails, and a small beach. The Class I Monterey Bay Coastal Trail from the north ends at Lovers Point Park.

Ocean View Boulevard between 17th Street and Asilomar Avenue is approximately one mile in length. The boulevard on the seaside abutts Pacific Grove's shoreline park, a narrow, linear park running the length of Ocean View Boulevard. The park is colorfully landscaped with native and exotic plants and has a narrow dirt or decomposed granite pedestrian path or paths for most of its length. The Ocean View Boulevard right-of-way is 60 feet wide between Sea Palm and Asilomar Avenues. Traffic travels in both directions and there is parking on both sides of the street. The actual developed road width is typically about 40 feet though there is not a uniform width. It is not clear if the other 20 feet of right-of-way has become a portion of Shoreline Park or, on the inland side of the Boulevard, has been landscaped by the property owners. Surveys of the encroachments are not available.

The Ocean View Boulevard right of way is 40 feet between 17th and Sea Palm Avenues. Traffic travels in both directions and there is parking on both sides of the street.

Monterey Bay Regional Park District Comments of Concern (Letters attached as Exhibits B, C, and D)

In letters (January 29 and July 8, 1997), to the City of Pacific Grove, the Monterey Peninsula Regional Park District (MPRPD) described its area and mission as follows,

The Monterey Peninsula Regional Park District is a special district whose boundaries include the City of Pacific Grove. The District represents over 150,000 residents of the greater Monterey Peninsula. The District's mission is to acquire and protect undeveloped open space for public use and habitat protection wherever and whenever possible. To support this mission, the District has been a primary force in the creation

of the Monterey Bay Coastal Trail and an outspoken advocate of coastal public access and protection.

In commenting on Chapter 4, Bikeways, of the Coastal Parks Plan, the MPRPD said:

The District is very strong on the minimum designation of the Monterey Bay Coastal trail as a Class II trail. The proposal to designate sections of the trail as Class III is inconsistent with the plan's (and the City's) stated guideline "to achieve a safe and continuous coastal bikeway system..." (page 27). The Plan also states that, "Due to the existing narrow street width... and the intensity of varied recreational uses...[the trail along] Ocean View boulevard from 17th Street at Lovers Point to its intersection with Asilomar Avenue...[is to be designated] as a Class III Bikeway" (page 27). We believe that *because* of the narrowness of the street and the variety of uses that a Class II designation and striping is a necessity for safety. The integrity and safety of this linear accessway should have priority over the convenience of parking cars.

The MPRPD further comments on Map 5, Recommended Actions, Bikeways, (page 70)

Map 5; Recommended Actions, Bikeways: We recommend that the City include a third action item that, "Provide a continuous Class II bikeway along Ocean View Boulevard and 17th Street from the terminal end of the existing Class I trail." We suggest eliminating seaward side parking which will also have the benefit of truly establishing "...continuous unobstructed views along Ocean View..." and optimizing bicycle safety.

The MPRPD also wrote:

The District realizes the tough choice that needs to be made with regard to the on-street seaward parking issue, but is also quite cognizant of the spectacularly unique opportunity the City has to truly protect and enhance its precious coastal viewshed while facilitating non-motorized experiences and vastly improving bicycle safety.

And finally, the MPRPD wrote on February 9, 1998 that the Board of Directors by a unanimous vote approved the following motion:

The Board reaffirms its position as written in the letters of January 29 and July 8, 1997. Ideally, we would like to see the creation of a Class II bikeway between Lovers Point and Asilomar Boulevard as a continuation of the Monterey Bay Coastal Trail. We understand the physical, safety, environmental and emotional constraints the City faces at this time, but we encourage the City to create a Class II bikeway whenever it may become feasible to do so, and as the opportunity arises for road repairs, sewer replacement and/or changes in the coastal vegetation.



Discussion

Section 30501(b) of the Coastal Act states that recommended uses that are of more than local importance should be considered in the preparation of local coastal programs. Such uses may be listed generally or the commission may, from time to time, recommend specific uses for consideration by any local government.

The California Code of Regulations, Section 13513. Uses of More Than Local Importance, states in part:

(a) General categories of uses of more than local importance that shall be considered in preparation of LCPs and LRDPs include but are not limited to: (1) state and federal parks and recreation areas and other recreational facilities of regional or statewide significance...(6) uses of larger-than-local importance, such as coastal agriculture, fisheries, wildlife habitats, or uses that maximize public access to the coast, such as accessways, visitor-serving developments, as generally referenced in the findings, declarations, and policies of the California Coastal Act of 1976.

Section 30001.5(c) of the Coastal Act states that one of the basic goals of the state for the coastal zone is to maximize public access and public recreational opportunities consistent with sound resource conservation principles and constitutionally protected rights of private property owners. Section 30210 provides in part that maximum access and recreational opportunities shall be provided for all the people consistent with public safety needs, the need to protect public rights, rights of private property owners, and natural resource areas from overuse. Section 30212.5 provides for the distribution of public facilities, including parking, to mitigate against overcrowding and overuse by the public of any single area. Section 30213 protects lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

There are many facets to public access and recreation. The City's greatest recreational asset is probably its visual setting. It is well known for its beautiful coastline. Ocean View Boulevard and its continuation Sunset Drive do not act as thoroughfares but as a safe and convenient scenic drive. The parallel shoreline park is carpeted with colorful iceplants and other exotic and native plants. Narrow pedestrian trails meander along the coast in an almost continuous path. Automobiles can be parked on either side of the street for convenient access to the park and rocky coast. Scuba diving is popular in certain areas along the shore. All of these recreational uses are supported by the Coastal Act and can be identified as of regional importance. Managing these recreational uses to protect coastal resources while maximizing physical access and maintaining a quality recreational experience was a primary goal of the Coastal Parks Plan.

Recreationalists of all categories hike and bike the Monterey Bay Coastal Trail in large numbers. The City's Class I Monterey Bay Coastal Trail ends at Lovers Point. The Point is a park with restrooms and benches. Restaurants are immediately adjacent. However, the long term goal of the Monterey Peninsula Regional Park District is to provide a trail designed for recreational and bicyclist commuter use region wide. Under the proposed policies of the Coastal Parks Plan the Class I trail would shift to Class III at Lovers Point and bicycles would intermingle with automobiles. Though Ocean View Boulevard traffic is basically sightseers and

slower than thoroughfare traffic, nevertheless only more confident bicyclists are comfortable sharing the road with automobiles. A shared roadway tends to exclude less skilled bicyclists and families with children.

A goal of the Coastal Parks Plan is to "ensure the opportunities for people of all ages, needs and capacities to enjoy safe bicycling." The Plan says Phase III "will establish a continuous coastal bikeway and promote safe bicycle travel for local and regional users along the entire city shoreline". It is questionable whether a Class III bikeway can fulfill this goal.

The Commission staff met with the City of Pacific Grove elected officials, City Manager and planning and public works staff, and with the Director of the Monterey Peninsula Regional Park District. The group toured the bikeway alignment and discussed several options to provide a safer continuous regional bike trail.

Options discussed in more or less detail included (1) elimination of parking on the oceanside of Ocean View Boulevard; (2) converting Ocean View Boulevard to one way traffic which would provide for Class II bike lanes on each side of the street or could allow for the landward alignment of the roadbed freeing the ocean side of the right of way to develop a Class I bike path paralleling the existing pedestrian trail; (3) where Ocean View Boulevard is not wide enough to accommodate parking, two-way vehicular traffic and a bike path, establishing a Class I bike path with the landward edge of Shoreline Park and Lovers Point Park (would convert several segments of existing informal pedestrian path to a full-width paved shared use facility); (4) widening Ocean View Boulevard at its narrowest points to provide for Class II bike lanes in addition to 2-way traffic and parking on both sides of street (could involve encroachment into the edge of Shoreline Park).

These alternatives raise several issues. If parking is removed from one side of the street to provide bike lanes, displaced parkers may move into the neighborhoods. The residents are opposed to the increased parking congestion. If the Shoreline Park trail is widened to include a bike lane, park landscaping could be impacted. Though the Ocean View right-of-way between Asilomar and Sea Palm is 60 feet and the developed road area varies but is approximately 40 feet, a large part of the right of way is not being used for bicycle or vehicular access. However, the source of encroachments is not documented by survey. A survey would need to be undertaken to determine the source of the encroachments. If there is residential encroachment, it could be in the form of landscaping, patios or buildings. Though removal of landscaping, on either side of the right of way may be possible, removal of buildings probably could not be considered feasible in the foreseeable future.

The potential for one-way traffic, freeing a lane for conversion to bike use, was not considered by the City during the planning process. However, A successful example of such a conversion (to allow for blufftop pedestrian trail and park) is found nearby: Scenic Road in Carmel.

However, the City of Pacific Grove extensively reviewed most of the other alternatives during the planning process and did not find them acceptable. The Commission received additional extensive written and oral testimony at the Commission hearing of March 13, 1998 supporting the City's position that the Ocean View Boulevard recreational corridor with the recommendations in the Coastal Parks Plan including the Class III Bikeway would provide

successful and comprehensive access and is consistent with the certified LUP and the Coastal Act.

The City expressed its responsibility to provide for the interests of all users- vehicular, bicycle, and pedestrian, to accommodate the disabled, and to maintain a balance between users. The City reported that because of the the narrowness of Ocean View Boulevard and the natural and constructed character of the shoreline from Lovers Point to Asilomar Avenue, a Class III Bikeway was the appropriate designation. This designation is consistent with the California Highway Design Manual which points out to planners that:

*It is emphasized that the designation of bikeways as Class I, II, and III should not be construed as a hierarchy of bikeways; that one is better than the other. Each class of bikeway has its appropriate application. (Topic 1002.1)*

The Commission finds that a Class III Bikeway designation is appropriate for this section of roadway.

Therefore, as modified Chapter 4, Bikeways, of the Coastal Parks Plan will improve and maximize future public access and is consistent with the Access and Recreation policies of the Coastal Act.

~~Nevertheless, the Monterey Bay Coastal Trail is of regional significance and can function as both a recreational and a commuter route. The greater the continuity and safety of the route the better it will serve the public. The alternatives available to the City are diverse and allow choices that can minimize impacts to parking and landscaping. Within the broader context the establishment of a successful regional bikeway on balance will more closely achieve the goals of the Coastal Act than preservation of two way traffic or on street parking. The MPRPD has indicated their willingness to assist the City both in planning and in funding to achieve a safe continuous Trail. The Commission staff has also indicated its support to assist the City in solving this issue.~~

~~Staff recommends Chapter 4, Bikeways, Guidelines 2 and 3 be modified to provide that a Class III bikeway is an interim measure and that Guideline 4 be modified to require that in the long term a Class I or Class II bikeway be established between the end of the existing Monterey Bay Coastal Trail Class I bikeway at 17th Street and along Ocean View Boulevard to Asilomar Avenue. To the extent possible the existing paved surfaces should be used. The conversion should be completed as soon as feasible. Please see Modifications 2 and 3.~~

**Amendment 3: Chapter 5, Parking and Circulation.** The Land Use Plan states that no major road improvements in the coastal zone area are proposed. General Policy 4.2.4.2 of the LUP provides that access shall be enhanced by reducing the impact of the automobile by in part encouraging the use of the bus system and by providing pedestrian/bicycle trails. Specific policy 4.2.5. states that preparation of the Coastal Parks Plan shall include an investigation of means to maximize safety of pedestrians and bicyclists. (Pedestrian and bicycle use is also addressed under Trails and Bikeways.)

The City's principle traffic circulation system within the coastal zone includes Ocean View Boulevard and Sunset Drive as a continuous two lane scenic drive. According to the Parks Plan, the coastal parking and circulation system is not always adequate for the current level of demand and the Plan proposes to optimize parking opportunities by organizing and delineating spaces in some existing parking areas both to manage parking and to enhance safety conditions for vehicles, bicyclist and pedestrians. The City does not propose to increase or expand parking areas because it is considered incompatible with preservation of shoreline assets. Coastal Parks Plan Circulation Policy 4 recommends limiting the number of parked cars along Sunset Drive and Ocean View Boulevard west of Asilomar Avenue to smaller parking pockets to maximize and enhance coastal views, control public access, and protect habitat.

Coastal Act access policies seek to enhance and maximize access but also recognize that parking areas and other public facilities need to be distributed to mitigate against overuse of any single area (PRC 30213). The City has indicated that the current level of parking is the maximum acceptable consistent with maintaining a quality coastal experience. The Coastal Parks Plan recommends that reorganization of shoreline parking will be undertaken after a Traffic Commission study and recommendation and City Council authorization. An issue of growing concern to the Coastal Commission is the use of exclusionary parking as a management tool, e.g. residential preferential parking programs. Some programs have been found consistent with Coastal Act access policies; others have not. Preferential parking programs are subject to coastal development permit requirements. Though no such program is currently proposed, to ensure that the City and the Commission work closely to solve parking management issues consistent with Chapter 3 of the Coastal Act, a policy should be added to the Coastal Parks Plan that clarifies this subject. The policies need to clarify that prior to certification of the Local Coastal Program the Commission has coastal permit review jurisdiction of both the Traffic Commission Study and any exclusionary parking programs that may be proposed, both of which will be important in achieving an appropriate balance. Because each proposed exclusionary parking program raises different and often important access issues, the Commission finds that a blanket acceptance of such programs under the Local Coastal Program is inappropriate and that following certification of the Local Coastal Program, exclusionary parking programs shall require a Local Coastal Program Amendment.

Staff recommends that a Guideline 12 shall be added to Amendment 3, Chapter 5, Parking and Circulation, to provide that prior to certification of the Local Coastal Program Traffic Commission recommendations for the reorganization of existing parking areas as authorized by the City Council and any exclusionary parking programs shall be submitted to the Coastal Commission for coastal permit review. Following certification of the Local Coastal Program, any exclusionary parking programs shall require a Local Coastal Program Amendment.

Please see Modification 1. As modified Amendment 3, Chapter 5, Parking and Circulation, is consistent with the Access Policies of the Coastal Act.

**Amendment 4: Chapter 8, Access Guide.** The Coastal Parks Plan provides an Access Guide with recommendations to maximize public access to and along the Pacific Grove coast, including trails, bikeways, and parking. The planning area is divided into six areas: Asilomar South, Asilomar North, Point Pinos, Esplanade/Otter Point, Lovers Point and Berkwick Park/Monterey Bay Aquarium. Each planning section describes existing conditions including

ownership; land use, trail access, bike access, road access, parking, transit access, existing public safety issues and then recommends actions consistent with the guidelines of the proceeding chapters. Maps and sections are provided for each area.

To provide for internal consistency in the Coastal Parks Plan regarding the requirement for a Class I or Class II bikeway along 17th/Ocean View in recommended Modification 3 to Amendment 2 Bikeways, Chapter 8, Access Guide, Map 4 Esplanade/Otter Point, Recommended Actions, Bikeways (p. 66) and Map 5, Lovers Point, Recommended Actions, Bikeways (p. 70) should be modified to require that a Class I or Class II bikeway shall be established. See Modification 4.

With the proposed modifications, the Chapter 8 Access promotes good management, maintenance and rehabilitation of existing public access opportunities and provisions for additional improvements to public access. As discussed above with proposed modifications the concepts and guidelines are consistent with the Coastal Act and are consistent with the certified Land Use Plan.

### 3. Natural Resources

**Amendment 5: Chapter 6, Coastal Resources.** Chapter 6 of the Coastal Parks Plan addresses four specific resources: Land Resources, Water and Marine Resources, Scenic Resources, and Archaeologic Resources. The policies of the Parks Plan build on those of the existing Land Use Plan.

Section 30240 of the Coastal Act requires protection of environmentally sensitive areas and limits development to resource dependent uses. In Land Resources, the Plan requires a detailed study by a qualified botanist/biologist prior to any development of any trails or other development and requires boardwalks and fencing as mitigation if needed. The Plan also recommends bluff and dune restoration between Asilomar State Beach and Asilomar Avenue. Other guidelines include removal of exotics and restoration with native species, a formal agreement with State Parks for management of the seaward area of Lighthouse Reservation, protection of Monarch butterfly nectar sources, and a deer management program. These guidelines are consistent with protection of sensitive habitat and Section 30240 of the Coastal Act.

The Marine Environment Article, Sections 30230 through 30233, of the Coastal Act provides for protection, maintenance, and enhancement, where feasible, of marine resources. The biological productivity and quality of coastal waters must be protected to maintain optimum populations of marine organisms and diking, filling and dredging is limited to coastal dependent uses such as ports and maintenance dredging.

The Plan's Water and Marine Resources guidelines promote strict enforcement of state and local regulations for the Pacific Grove Marine Gardens and Areas of Special Biological Significance. Visitor management through signing, fencing and educational efforts is promoted. Crespi Pond and Majella Slough, the area's two wetlands, are limited to maintenance dredging and restoration activities to prevent eutrophication and sedimentation. The Coastal Plan identifies the appropriate diver access points where parking and stairways

exist. The guideline directions are consistent with the more detailed certified Land Use Plan policies and with the Marine Resource policies of the Coastal Act.

**Scenic Resources.** The guidelines repeat the Coastal Act policies for protecting visual resources and emphasize the use of local, native and drought tolerant species and avoidance of plants that would block coastal views. See discussion Chapter 7, Visual Quality and Appearance below.

**Archaeological Resources:** Section 30244 of the Coastal Act provides that where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

In addition to the policies of the certified LUP the Coastal Parks Plan in its Archaeological Resources guidelines provides for consultation with a qualified archaeologist to review the sites for all proposed improvements in the planning area and to provide adequate mitigation if significant resources are found. This reaffirms the policies of the Land Use Plan and is consistent with the Coastal Act Section 30244.

#### 4. Visual Resources

**Amendment 6: Chapter 7, Visual Quality and Appearance.** Section 30251 of the Coastal Act states in part:

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...

According to the proposed Coastal Parks Plan the concept for the visual quality and appearance of the Pacific Grove shoreline is to preserve and enhance three distinct and identifiable characters along the coast: the urban park, the garden park and the rugged coast. Along Ocean View Boulevard from the City of Monterey to Lovers Point the oceanside is public beach frontage and the inland side is residential and commercial. The public lands feature the highly used Monterey Bay Coastal Trail and many urban amenities: tables, restrooms, telephones, trash cans. The "garden park" area begins where the Coastal Trail ends and is replaced by narrow, dirt footpaths that meander through a carpet of ice plant. Although this iceplant is not a native species, the magenta flowers characteristic of the plant form a "magic carpet" which has come to be identified with Pacific Grove and which is proposed to be protected by the Park Plan. The "rugged coast" begins as the road nears the end of Pt. Pinos and swings south toward Asilomar and the City limits. This stretch is generally undeveloped with large granite outcroppings and open rolling dunes.

The guidelines promote protection of these three characters. Restoration will be with native plant species except in the "garden area" where certain non-natives have become a defining visual asset. Where coastal protection is required in the non-urban areas the use of golden granite riprap is recommended; seawalls are recommended for the urban areas. Signing and

benches must be compatible with the natural qualities of the area. New tree plantings are restricted to areas where they will not block views. These and the other guidelines are consistent with the Coastal Act scenic resource policy and with the certified Land Use Plan.

#### 5. Natural Hazards

Section 30253 of the Coastal Act states in part:

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

Section 30235 of the Coastal Act states:

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion, and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fish kills should be phased out or upgraded where feasible.

**Amendment 7: Chapter 9, Seawall Program.** The Pacific Grove LUP General Policy 2.1.4 provides that the City will minimize the need for new seawall construction through development of an overall Coastal Parks Plan addressing management and, where necessary, restoration of the Pacific Grove coastal park lands, including control of pedestrian use, parking and ground squirrel activities. Any necessary seawall construction and maintenance will be integrated into a Coastal Parks Plan. LUP Policy 2.1.4.3 limits new seawall construction to protection of existing coastal dependent recreational uses and support facilities in critical danger from erosion.

Chapter 9 of the Coastal Parks Plan identifies the repair requirements and urgency for the five major seawalls along the shoreline: Sea Palm Parking Lot and Lovers Point West wall require immediate attention; Hayes Perkins/Otter Point and the Coral Street Beach walls are near-term projects and Lovers Point East is considered a long term priority. Two other areas are identified as possibly requiring shoreline protection: the Crespi Pond inlet and a segment near Point Pinos. These areas are eroding. The Seawall Program recommends that structural protection measures are allowed only when all non engineering solutions have been exhausted; that structures cannot, among other provisions, significantly reduce or restrict beach access, affect shoreline processes, or increase erosion. The Plan recommends the use of seawalls or riprap as consistent with the character of the coastal area and provides directions for preventing erosion, e.g., removing ground squirrels, diverting water runoff.

These provisions are consistent with Coastal Act policies 30253 and 30235 and with policies of the certified Land Use Plan.

6. California Environmental Quality Act

The Coastal Commission's Local Coastal Program development and certification process has been designated by the Secretary of Resources as the functional equivalent of the California Environmental Quality Act (CEQA). No significant impacts are associated with the proposed amendments. The City of Pacific Grove found the amendments exempt from CEQA. Therefore, the Commission finds that Major Amendment #1-97 is consistent with the provisions of the California Environmental Quality Act.