

**CALIFORNIA COASTAL COMMISSION**

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**COASTAL DEVELOPMENT PERMIT APPLICATION  
REGULAR CALENDAR**

**Application number** ..... 3-00-067

**Applicant** ..... City of Monterey, attn.: Bill Reichmuth, Director of Public Works

**Project location** ..... Monterey Bay Coastal trail adjacent to Lighthouse Avenue, City of Monterey, Monterey County

**Project description** ..... Removal of existing asphalt concrete pavement, installation of new concrete pavement, installation of retaining walls 2 feet and 18 feet tall on the harbor side of the trail, installation of 3 foot high retaining walls on the landward side of the trail, installation of new landscaping, irrigation, and trail lighting and drainage, to result in widening of an approximately 600 foot long section of the trail from 12 feet to 22 feet.

**Approvals Received** ..... City of Monterey: Negative Declaration, 04/05/2000; Architectural Review, 03/08/2000.

**File documents** ..... Negative Declaration; Geotechnical Letter Report, Haro, Kasunich and Associates, 06/09/2000.

**Staff recommendation**... Approval with Conditions



California Coastal Commission  
August 10, 2000 Meeting in Huntington Beach  
Staff: S. Guiney, Approved by:

## Summary

The City of Monterey proposes to repair and widen a portion of the existing Coastal Trail adjacent to Lighthouse Avenue's Presidio Curve. The existing trail lies between Lighthouse Avenue and the Monterey harbor and is approximately 12 feet wide. It has suffered in recent years from erosion of the original railway bed materials on which it is located. The City proposes to widen this section of the trail to 22 feet to provide for two 7-foot bicycle lanes and one 8-foot pedestrian lane, with a 2-foot shoulder. This 22-foot trail width would become the City's standard for future widening of other portions of the coastal trail in Monterey. The proposal includes widening on both the landward and harbor sides of the trail, with most of the widening to occur on the harbor side. This widening would necessitate the construction of two retaining walls on the harbor side up to 18 feet in height. The City proposes to use a simulated stone treatment for these retaining walls.

The City of Monterey Coastal Trail is an extremely valuable public access resource with high usage by pedestrians, bicyclists and visitors generally. However, as proposed, the expansion would require large retaining wall structures. Although the existing recreational trail is in danger from erosion, the use of these structures can be minimized by limiting the paved width of the trail to 16 feet in locations where retaining walls would be necessary, and by requiring that the trail be located as far inland as is feasible. The 16 foot width would provide for reasonable maximum public access for both bike and pedestrian traffic, while minimizing shoreline structure construction and landform alternation. It also is consistent with the recommended design standards of Caltrans and with by pushing the trail as far inland as feasible. Overall, as conditioned for the submittal of revised plans addressing these concerns, the project strikes an appropriate balance that is consistent with both the public access policies and the shoreline structure policies of Chapter 3 of the Coastal Act, and it won't prejudice the completion of the City's Local Coastal Program.

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## **I. Staff Recommendation on Coastal Development Permit**

The staff recommends that the Commission, after public hearing, **approve** the proposed project subject to the standard and special conditions below. Staff recommends a **YES** vote on the motion below. A yes vote results in approval of the project as modified by the conditions below. The motion passes only by affirmative vote of a majority of the Commissioners present.

*Motion: I move that the Commission approve Coastal Development Permit Number 3-00-067 subject to the conditions below and that the Commission adopt the following resolution:*

*Approval with Conditions. The Commission hereby grants a permit for the proposed development, as modified by the conditions below, on the grounds that the modified development is consistent with the requirements of Chapter 3 of the California Coastal Act of 1976 (Coastal Act), will not prejudice the ability of the City of Monterey to prepare a local coastal program conforming to Chapter 3 of the Coastal Act, is located between the sea and the first public road nearest the shoreline and is in conformance with the public access and recreation policies of the Coastal Act, and will not have any significant adverse effects on the environment within the meaning of the California Environmental Quality Act (CEQA).*

## **II. Conditions of Approval**

### **A. Standard Conditions**

- 1. Notice of Receipt and Acknowledgment.** The permit is not valid and development shall not commence until a copy of the permit, signed by the permittee or authorized agent, acknowledging receipt of the permit and acceptance of the terms and conditions, is returned to the Commission office.
- 2. Expiration.** If development has not commenced, the permit will expire two years from the date



on which the Commission voted on the application. Development shall be pursued in a diligent manner and completed in a reasonable period of time. Application for extension of the permit must be made prior to the expiration date.

3. **Interpretation.** Any questions of intent or interpretation of any condition will be resolved by the Executive Director or the Commission.
4. **Assignment.** The permit may be assigned to any qualified person, provided assignee files with the Commission an affidavit accepting all terms and conditions of the permit.
5. **Terms and Conditions Run with the Land.** These terms and conditions shall be perpetual, and it is the intention of the Commission and the permittee to bind all future owners and possessors of the subject property to the terms and conditions.

## **B. Special Conditions**

1. **Revised Plans. PRIOR TO ISSUANCE OF THE COASTAL DEVELOPMENT PERMIT,** the permittee shall submit to the Executive Director for review and approval two copies of revised plans that show (1) the paved portion of the widened trail to be no more than 16 feet in width in those sections where retaining walls are required; and (2) the trail aligned inland to the maximum extent feasible. At no point shall the paved portion exceed 22 feet in width.
2. **Access and Construction Schedule.** (a) **PRIOR TO COMMENCEMENT OF CONSTRUCTION,** the permittee shall submit to the Executive Director for review and approval two copies of a construction schedule showing a progression of work that maintains maximum public access. The schedule shall provide for continual safe pedestrian and bicycle access on or near the coastal trail for the duration of the project. (b) Existing public access to the bluff beyond the trail and the rocky shoreline shall not be impeded by the as-built project except where necessary for public safety.
2. **Erosion and Nonpoint Source Pollution Control. PRIOR TO COMMENCEMENT OF CONSTRUCTION,** the permittee shall submit to the Executive Director for review and approval two copies of a Storm Water Pollution Prevention Plan. The approved plan shall be implemented in a time and manner to prevent runoff into the marine environment during construction, including the use of Best Management Practices where necessary for the collection and treatment of polluted runoff (e.g. oil and water separators in catch basins).
3. **Visual Resource Protection. PRIOR TO COMMENCEMENT OF CONSTRUCTION,** the permittee shall submit to the Executive Director for review and approval revised visual



representations of the proposed retaining wall construction that illustrate the use of materials and designs that mimic, to the maximum extent feasible, the surrounding natural environs.

4. **Archaeological Resources.** The permittee shall ensure that all earth moving activities shall be monitored by a qualified archaeological monitor. If archaeological resources are discovered, all work that could damage or destroy these resources shall be halted. A qualified archaeologist shall determine the nature and significance of the materials and develop appropriate mitigation measures using standards of the State Historic Preservation Office. The mitigation measures shall be approved by the State Historic Preservation Office and the Executive Director prior to re-commencement of construction.
  5. **Biological Resources.** Permittee shall implement the mitigation measures recommended in the Biological Report prepared by Jud Vandevere, dated "29 FEB 2000."
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### **III. Recommended Findings and Declarations**

The Commission finds and declares as follows:

#### **A. Project Location and Description**

The site of the proposed coastal trail widening is adjacent to Lighthouse Avenue's Presidio Curve in the City of Monterey between Fisherman's Wharf and the Coast Guard Wharf (see Exhibit 1) and is semi-enclosed by those two structures. The regional sanitary sewer line, encased in concrete, runs parallel to the trail at the base of the bluff and is partially exposed. The existing coastal trail has been repaired recently and is subject to erosion due to wave action and surface runoff. The trail is located on former railway bed fill material.

The proposed widening would not extend out to the sanitary sewer line. The trail currently provides pedestrian and bicycle access along the edge of Monterey Bay for about eight miles, from Sand City to Pebble Beach. The approximately 600 foot long portion of the existing trail proposed to be widened lies between Lighthouse Avenue and the Monterey harbor and is a key trail link between downtown Monterey and Fisherman's Wharf and the Monterey Bay Aquarium. The City proposes to widen this section of the trail from 12 feet to 22 feet to provide for two, 7 foot bicycle lanes and one, 8 foot pedestrian lane, with a two foot shoulder (see Exhibit 2). This 22-foot width would become the City's standard for future widening of other portions of the coastal trail in Monterey. The proposal includes widening on both the landward and harbor sides of the trail, with most of the widening to occur on the harbor side. Included would be two retaining walls on the harbor side up to 18 feet in height to prevent erosion and support the wider pedestrian and bike path. The City proposes to use a simulated stone treatment for these retaining walls (see Exhibit 4).



## **B. Standard of Review**

The City of Monterey does not have a certified LCP. Therefore, the standard of review for development in the City is the Coastal Act.

## **C. Coastal Access**

Coastal Act Sections 30210, 30211, 30212(a), 30213, and 30254 address the issue of public coastal access:

*30210. 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.*

*30211. Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.*

*30212. (a) Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where:*

- (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources,*
- (2) adequate access exists nearby, or,*
- (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.*

*30213. Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.*

*30214. (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.*

The coastal trail in the City of Monterey is part of a recreational access route of major significance. The trail connects the downtown and Fisherman's Wharf areas with Cannery Row and the Monterey Bay Aquarium. The trail is immensely popular with tourists and residents alike and is used not only to walk between different parts of Monterey, but also for jogging, bicycle riding, and sightseeing. The trail is well used, so much so that at times the crowds inhibit an optimum recreational experience for both pedestrians and bicyclists. On November 10, 1999, the City performed a count of people using this section of the trail from 6:00 a.m. to 5:15 p.m. On that one mid-autumn day, there were 2550 trail users (see Exhibit 5). Although there are no counts for summer use, it is well known that such use is significantly greater than non-summer time periods. Additionally, this section of the trail is only a small part of the total trail that extends from Sand City on the northeast about eight miles around the southern edge of Monterey Bay through the cities of Seaside, Monterey, and Pacific Grove. The location of the proposed trail widening provides highly scenic views of the Monterey Harbor and Monterey Bay. In general, the proposed work would provide for a safer, more accommodating coastal trail experience.

The section of the trail proposed to be widened is located on the old Southern Pacific Railroad right-of-way on a narrow shelf between Lighthouse Avenue and Monterey Bay (see Exhibit 3). There are four small bluff projections and three small, rocky beaches in the area of the proposed work. The small, rocky beaches are accessible from the water and from the trail on the blufftop. The work would not adversely affect that access.

The City has not yet determined how long the construction would take or exactly how public access



would be maintained throughout the construction period. Ideally, and if feasible, the City would keep at least one existing trail lane open during construction. If that were infeasible, then the City is considering using K rail to block off the lane of Lighthouse Avenue adjacent to the trail from vehicle use and direct pedestrian and bicycle traffic onto that roadway lane around the construction. Because the details of how long construction would take and how continued public pedestrian and bicycle traffic would be accommodated during construction are not yet clear, this permit is conditioned to require that the City submit details of length of time of construction and method of continued public access to the Executive Director for review and approval before construction begins.

Overall, this project would enhance a significant public access resource of the Monterey Bay area, and therefore is generally consistent with the broad mandate of the Coastal Act to maximize public coastal access. The permit also is conditioned to require a construction schedule that provides for continued public access during construction. To assure that existing access to the shoreline is not adversely affected by the rebuild of the trail, the permit is conditioned to assure that such access remains available unless precluded by public safety concerns. As discussed in the next section, though, slight modifications to the design are necessary to address the shoreline protection policies of the Coastal Act. While these modifications would not fully maximize access, they are consistent with sections 30210 and 30214, which recognize the need to implement the public access goals of the Coastal Act in balance with other resource protection concerns. As conditioned, the proposal is consistent with Coastal Act Sections 30210, 30212, 30213, and 30254 and will not prejudice the City's ability to develop and implement an LCP.

#### **D. Shoreline Protection**

Coastal Act Sections 30235 addresses the issue of shoreline protection:

*Section 30235. Retentions, 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.*

The Coastal Act limits the construction of shoreline structures, including cliff retaining walls, to situations where existing structures, coastal-dependent uses, or public beaches are in danger from erosion; sand supply impacts are mitigated; and where no feasible less environmentally damaging alternatives are available. As discussed below, the City of Monterey has submitted evidence that the existing recreational trail is currently experiencing erosion and that it is at relative degrees of risk depending on the location. The City has recently conducted repairs on the pathway as a





temporary measure.<sup>1</sup>

In terms of the general trail location, it is located on a relatively stable geologic formation. In contrast to much of the central coast of California, the Monterey Peninsula is granitic bedrock with a surface covering of old dune sands or other sedimentary marine deposits. Here, the bluff is mostly exposed granite with overlying layers of decomposed granite and terrace materials. The upper, overlying layers are the more susceptible to erosion than is the exposed granite. Thus, based on stereoscopic analysis of aerial photographs from 1949, 1967, and 1986, the geotechnical investigators estimated an annual erosion rate over the 37-year period covered by the photos as between 0.14 and 0.81 feet, with an average annual rate of 0.43 feet (just over 5 inches).<sup>2</sup>

In terms of erosion risks, though, it is also important to recognize that the trail is located on top of the former rail bed which partly consists of more loose fill material that is susceptible to both wave action at its base and surface runoff and erosion. According to the geotechnical letter report by Haro, Kasunich and Associates, "[t]he competent, lower granite typically has slower rates of erosion than the overlying decomposed granite and loose terrace material" and "[t]he overlying loose terrace and colluvium is more affected by terrestrial processes than wave action." As with loose terrace deposits generally, this type of material tends to erode episodically. As concluded by the City's submitted geotechnical analysis, "one heavy rain event could trigger the loss of 2 to 6 feet of material in a very short period of time."

The existing recreational trail is at risk from erosion and could be subject to more significant erosion episodes within the next winter season. There is already an existing tie-back wall made from railroad ties near the north end of the subject trail section that serves as a retaining wall. Although this tie-back wall would be removed as part of the project, it would be replaced by a larger wall. In addition, additional retaining wall structures would be constructed to address

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<sup>1</sup> Personal Communication, Bill Reichmuth, City of Monterey Public Works Director to staff, July 24, 2000.

<sup>2</sup> According to the geotechnical investigation, the project site

is located geographically in a natural, low-wave-energy location; a location which, in the past, only occasionally would experience high-energy wave action. Upon construction of breakwaters along the piers on either side of the project, the high energy events decreased from occasionally to rarely. In fact, when the impermeable breakwater under the eastern most pier was constructed, the natural accretion of sand in the study area stopped. This is evidenced in the aerial photos. The 1949 photos show a significant sand beach that extended into the study area. In the 1967 photos, the beach is no longer present.

The construction of the breakwaters on either side of the study area significantly reduced the amount of energy reaching the shore. Conversely, this construction, in stopping the flow of sand along the coastline, effectively removed the natural erosion protection barrier (the sand beach) and possibly negated the energy reduction provided by the breakwaters. Essentially, the retreat rate of the bluff probably remained about the same.



shoreline erosion and long-term stability of the recreational trail.

Although the existing recreational trail is at risk from shoreline erosion, which would allow for construction of shoreline structures under the Coastal Act, section 30235 also requires shoreline structure projects to mitigate sand supply impacts. In this case, though, there is no appreciable sand supply resource for beaches in the immediate vicinity. While the shoreline and the unconsolidated material upon which the trail is located is subject to infrequent wave attack and surface erosion, this erosion likely does not supply local beaches with a significant sand resource. This is due to the larger alteration of the shoreline in this vicinity when the breakwaters were constructed (see footnote 2 above). Indeed, because of the significant unnatural changes to the shoreline in this area, natural shoreline processes have been greatly altered and thus retaining walls would not be interfering with significant natural processes per se. It might also be observed that the repair and rebuilding of the recreational trail will actually enhance a significant public access resource in the City of Monterey thereby mitigating for the insignificant sand supply impact that may be associated with the retaining wall construction.

Section 30235 also requires that shoreline structures be the required alternative to address shoreline erosion. In this case, there is little question that some type of retaining wall structures are necessary to maintain and rebuild the existing recreational trail. The extent of any proposed shoreline structures, though, is partly a function of the proposed width of the recreational trail improvement – the wider the trail, the more extensive wall structure required. This is because of the steep angle of the bluff wall below the trail. As the trail is widened, longer walls are required to support the trail.

Every effort should be made to avoid and minimize shoreline structures. The City has considered the alternative of widening the trail inland. According to the City, though, this would require the removal of three cypress trees, each greater than 24 inches in diameter, and expensive shoring of Lighthouse Avenue during the construction of a new retaining wall between the street and the trail, because the trail would then be right up against the street. Nonetheless, it appears that there may be a few locations where the trail could be feasibly aligned inland. Although there may be an added expense, Section 30235 requires that feasible alternatives to minimize the impacts of shoreline structures be pursued. This can partly be accomplished by requiring that revised plans be submitted showing the trail located inland as far as is feasible.

Another alternative to significant shoreline structures would be to cantilever the additional trail width out over the bluff. This too would be very expensive and would require a large amount of digging and/or drilling into the bluff for the cantilever supports. More important, it is not clear that these alternatives would address the need, at some point, to undertake construction of protective structures to protect the trail, and perhaps Lighthouse Avenue, from erosion in the future. Because the trail is located on a narrow shelf between the bay and Lighthouse Avenue, any erosion of the trail could easily endanger the road.

It is also important to consider alternatives that balance the need for maximum public access here



with the need to minimize shoreline structures and landform alteration. Obviously a wider trail for pedestrians and bicyclists is preferred. Nonetheless, there are also reasonable limitations on trail designs where other coastal resources are at risk. As discussed earlier, the City has proposed a 22 foot wide trail (two 7-foot bike lanes and one 8-foot pedestrian lane). No particular reasoning beyond providing for maximum public access has been offered by the City. Through this project, though, the City has embraced this width as an appropriate standard for future redevelopment along the coastal trail in Monterey.

As currently designed, the City's proposed 22 foot width is not necessary to provide appropriate public access in light of the shoreline structure concerns raised by the project. First, although there is little systematic practice in the design and building of recreational trails, particularly those that accommodate both pedestrian and bicycle access (if not other "wheeled users"), there is considerable support for trail widths and designs that are both less than 22 feet and that still provide adequate access. For example, Caltrans design standards for two-way bike paths recommend a minimum width of just over 8 feet and a width of just over 11 feet for such paths in high use situations. In contrast, the City's proposal would allow for 14 feet for the two-way bikepath component. Even assuming a high use scenario, which is appropriate in this case, the total trail width would be closer to 19 feet, assuming the 8 foot pedestrian trail width.

Similarly, on-going discussions in both the City and County of Santa Cruz concerning recreational trail redevelopment along West and East Cliff Drives have identified widths of approximately 16 feet for multi-use pedestrian and bikepaths. While these jurisdictions are also considering differing designs from the Monterey model for separating and/or delineating the pedestrian and bike uses (Monterey would have one paved trail with colorizing to distinguish uses), 16 feet would appear adequate to accommodate these uses in urban areas with similar visitor and public access traffic as Monterey.<sup>3</sup>

It is also the case that an 8 foot pedestrian lane is desirable for crowded, high use areas, some width less than this is certainly appropriate where other resource constraints dictate such, and would not inhibit public access.<sup>4</sup> Thus, a six foot pedestrian lane, which is larger than the typical sidewalk, would provide adequate room for pedestrians to travel in both directions, especially if there is shoulder available on at least one side to allow some additional space between groups of pedestrians as they pass each other. Overall, Commission research of existing standards and other recreational trail proposals and designs, as well as evaluation of the access possibilities and limitations of various total widths supports limiting the width of the City of Monterey recreational

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<sup>3</sup> It should be noted that proposals for East Cliff Drive in Santa Cruz County have included this 16 foot multi-use path for more casual trail access, **in addition to** commuter bike lanes on the adjacent street, effectively providing even more width for access and non-vehicular traffic".

<sup>4</sup> There are clearly tradeoffs between balancing various uses. The City of Santa Cruz has been considering whether the 16 foot total width of a West Cliff Drive path should be distributed as 6 feet of pedestrian and 10 feet of bicycle trail, visa versa, or something in between.



trail to 16 feet total paved width (plus a two foot shoulder) in those locations where shoreline retaining walls are necessary. Although the City has proposed a uniform width for the entire length of the trail to maximize access opportunities, it is not unreasonable to pull the trail in at certain locations to protect competing resources. In this way the requirements of Section 30235 may be met, while allowing for the provision and enhancement of a significant access resource. It should be emphasized again that overall, this approach is consistent with Coastal Act Section 30214 which states in relevant part:

- (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 . . . [emphasis added]*

In conclusion, as conditioned to limit the width of the trail to 16 feet total paved width in locations where retaining walls are necessary, and to align the trail as far inland as is feasible, the proposed redevelopment of the Monterey coastal trail is consistent with Section 30235 of the Coastal Act.

### **E. Marine Environment and Environmentally Sensitive Habitat**

Coastal Act Sections 30230 and 30231 address the issue of protection of the marine environment:

*Section 30230. Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.*

*Section 30231. 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.*

**Section 30240.** *(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those 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 those areas, and shall be compatible with the continuance of those habitat and recreation areas.*

The proposed trail widening would occur mostly on the harbor side of the trail and would extend toward the harbor approximately 10 feet. There are four small bluff projections and three small, rocky beaches in the area of the proposed work. The trail widening would result in fill being placed on the harbor side of the existing trail and the construction of retaining walls in two sections to hold the fill. All of the proposed work would be above the mean high tide line although it is possible that construction material and/or fill material could enter the waters of the bay if special care is not taken during construction. Construction could also result in loss of dune buckwheat plants that could provide habitat for the Smith's blue butterfly, and endangered species.

In describing the local vegetation, the biological report prepared for the project states that

[t]he only plant community that will be impacted by the proposed project is that of introduced flora. Construction of the train bed many years ago reduced this habitat to a weedy bed with steep cliff terrain on the harbor side and the road around the curve on the inland side.

Nevertheless, according to the biological report, there are

a number of dune buckwheat plants are growing on the north side of the largest of the cliff projections toward the harbor. They could provide habitat for Smith's blue butterfly. No butterflies were seen during the February visit, however, the adult flight period of Smith's blue is from mid-June through September. The buckweats should be protected by fencing.

The retaining walls are proposed to be about 15 feet landward of the mean high tide line, at approximately elevation 2 feet. Regarding the proposed retaining walls, the biological report stated that

[t]he bases of some sections of the retaining walls are in the marine splash zone which is habitat for eroded periwinkles, *Littorina planaxis*. These very small snails are present and will be impacted by the construction of the walls.



However, these mollusks are not animals of concern. No marine plants and no other marine animals should be endangered by the planned construction, unless overburden is permitted to spill into the harbor

There are a number of rocks just offshore where harbor seals haul out. The biological report did not identify any adverse impact to the seals from the project.

Harbor seals, *Phoca vitulina richardsi*, haul out on rocks in the harbor just off the project area. The harbor is not one of their pupping areas and the adults should not be adversely affected by the project.

The biological report identified two potential impacts from the project and corresponding mitigation measures, as follows:

*Impact 1.* The endangered Smith's blue butterfly, if present, could lose possible food plants, which are the dune buckwheats that are growing on the northern side of the largest of the cliff projections, about ten meters west of the proposed wall.

*Mitigation 1.* A fence should be constructed so that the buckwheats are protected during construction.

*Impact 2.* Overburden from excavation, or other debris, could enter the marine environment, smothering sessile marine invertebrates and plants that are living a considerable distance from the project.

*Mitigation 2.* Soils and other materials should not be permitted to enter the littoral zone. Activity should be confined to the area where the keyways and talus are placed. Any areas of loose or unstable soil should be immediately stabilized after other parts of the project are completed. To prevent destabilization of the substrate and additional erosion, operators of heavy equipment near the bluff edge should exercise extreme care. The bluffs on either side of each project area should not be damaged.

The biological report concludes by stating that "[i]f this landscape plan is employed, the impacts of this project upon the area's plant and animal habitats will have been reduced to biologically-acceptable levels."

Finally, the proposed trail redevelopment includes installation of new landscaping, irrigation, and trail lighting and drainage. The new drainage system has the potential to improve the collection and treatment of urban runoff in the vicinity of the trail. As conditioned to assure implementation of appropriate Best Management Practices (e.g. oil/water separators) in the drainage system, the project is consistent with the water quality protection policies of the Coastal Act.



Overall, as conditioned to implement the mitigation measures identified in the biological report, the project will not have any adverse impacts to the marine environment or sensitive habitats or species and is therefore consistent with Coastal Act sections 30230, 30231, and 30240.

## **F. Visual Resources**

Coastal Act Section 30251 states:

*Section 30251. 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 30253. 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.*

The City proposes to construct the retaining walls with a simulated stone face, so that they would appear as if they were a natural part of the granite bedrock. The walls would be visible from Fisherman's Wharf and the harbor. The proposed method of treating the face of the walls would provide a more natural look than would concrete or wood and would not detract from the setting. In general, the proposed use of simulated stone will mitigate for the visual impacts of the retaining walls. It is important, though, that such simulated stone be designed and implemented in a way that most replicates a natural structure. It is not clear from submitted materials whether the project has yet been designed in sufficient detail to allow for such evaluation. Furthermore, the recommended condition for narrowing the trail where retaining walls are needed would result in a change in the design of the walls. Therefore, the project is conditioned for the submittal of revised photographic representations and revised plans for Executive Director review and approval prior to construction of the project. As proposed, the project is consistent with Coastal Act policies 30251 and 30253 regarding public views.



## **G. Archaeology**

Section 30244 of the Coastal Act states.

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

Archaeological resources are known to exist in the project vicinity. A Cultural Resource Evaluation for the Lighthouse Curve Road Widening Project was completed in 1987, which determined that prehistoric resources exist in the vicinity of the project. A more focussed report, Historic Property Clearance Report for the Proposed Monterey Bay Coastal Trail Improvements Project, completed in August 1999, determined that the proposed trail widening would have no effect on historic or archaeological resources. The old railroad roadbed on which the trail lies is a much-disturbed site. Just bayward of the project limits is the sanitary sewer, the installation of which further disturbed the project site area. Nevertheless, because there is a possibility that archaeological resources could be discovered, this permit is conditioned to require monitoring of the grading work by a qualified archaeological monitor and the employment of appropriate mitigation measures if archaeological resources are encountered. With this condition, the proposed project is consistent with Coastal Act Section 30244 regarding archaeological resources.

## **H. LCP Planning Process**

Coastal Act Section 30604(a) states:

*Prior to certification of the local coastal program, a coastal development permit shall be issued if the issuing agency, or the commission on appeal, finds that the proposed development is in conformity with Chapter 3 (commencing with Section 30200) and that the permitted development will not prejudice the ability of the local government to prepare a local coastal program that is in conformity with Chapter 3 (commencing with Section 30200). A denial of a coastal development permit on grounds it would prejudice the ability of the local government to prepare a local coastal program that is in conformity with Chapter 3 (commencing with Section 30200) shall be accompanied by a specific finding which sets forth the basis for that conclusion.*

For the reasons discussed in this report, the Commission finds that, as conditioned: the proposed project would not prejudice Commission action on future coastal planning decisions regarding development in Monterey; and is consistent with Coastal Act requirements that development not prejudice LCP planning efforts that conform to the Coastal Act.





**I. California Environmental Quality Act (CEQA)**

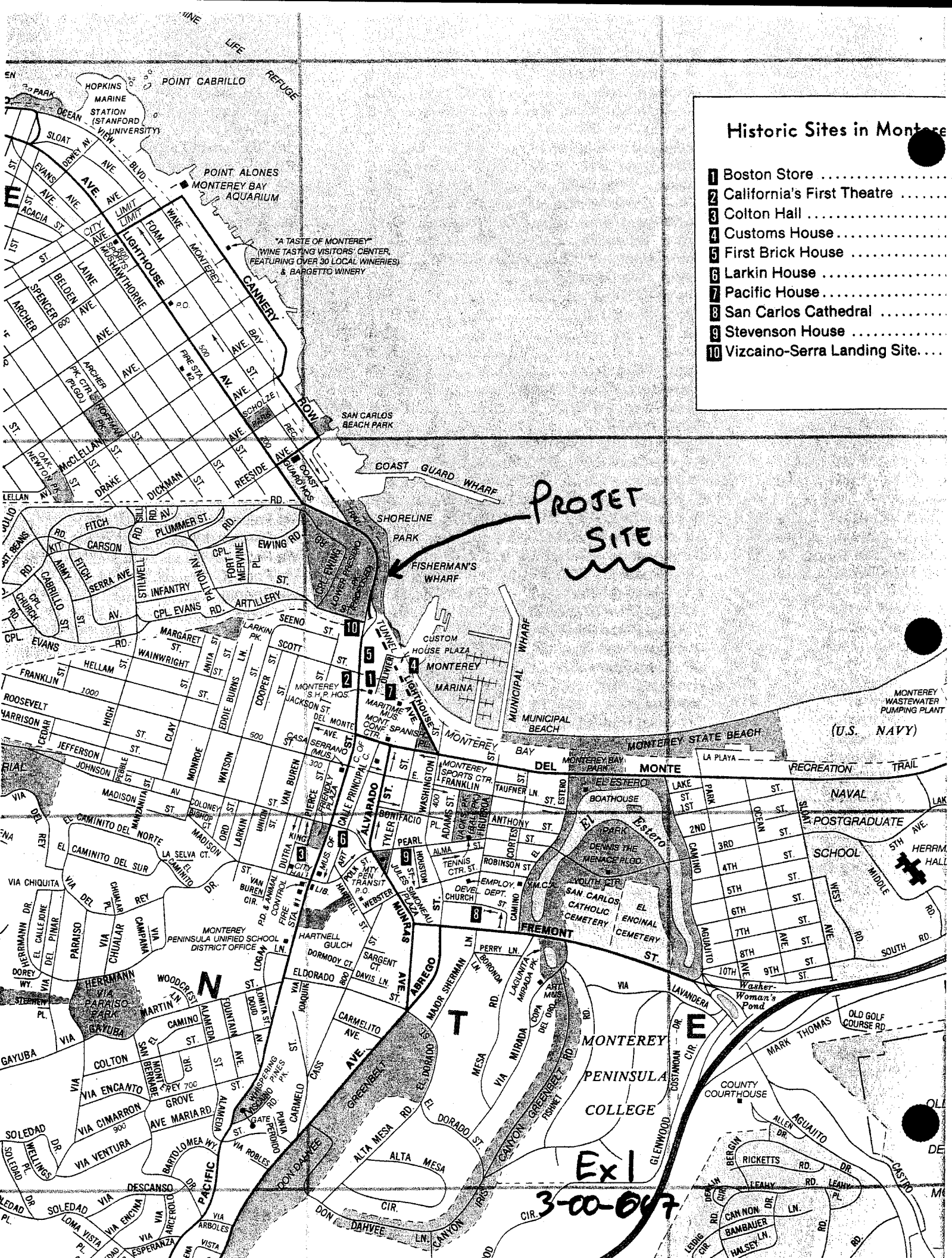
Section 13096 of the California Code of Regulations requires that a specific finding be made in conjunction with coastal development permit applications showing the application to be consistent with any applicable requirements of CEQA. Section 21080.5(d)(2)(A) of CEQA prohibits a proposed development from being approved if there are feasible alternatives or feasible mitigation measures available, which would substantially lessen any significant adverse effect that the activity may have on the environment.

The City adopted a negative declaration for the project. The Coastal Commission's review and analysis of land use proposals has been certified by the Secretary of Resources as being the functional equivalent of environmental review under CEQA. The proposed project's coastal resource issues were analyzed in the City's negative declaration and have been discussed in this staff report, and it has been concluded that the proposal will not have an adverse effect on coastal resources. Therefore, the Commission finds that as conditioned by this permit the project will not have any significant adverse effects on the environment within the meaning of CEQA.



# Historic Sites in Monterey

- 1 Boston Store .....
- 2 California's First Theatre .....
- 3 Colton Hall .....
- 4 Customs House .....
- 5 First Brick House .....
- 6 Larkin House .....
- 7 Pacific House .....
- 8 San Carlos Cathedral .....
- 9 Stevenson House .....
- 10 Vizcaino-Serra Landing Site.....



"A TASTE OF MONTEREY"  
 (WINE TASTING VISITORS' CENTER,  
 FEATURING OVER 30 LOCAL WINERIES)  
 & BARGETTO WINERY

**PROJET  
 SITE**

**Ex 1  
 3-00-047**

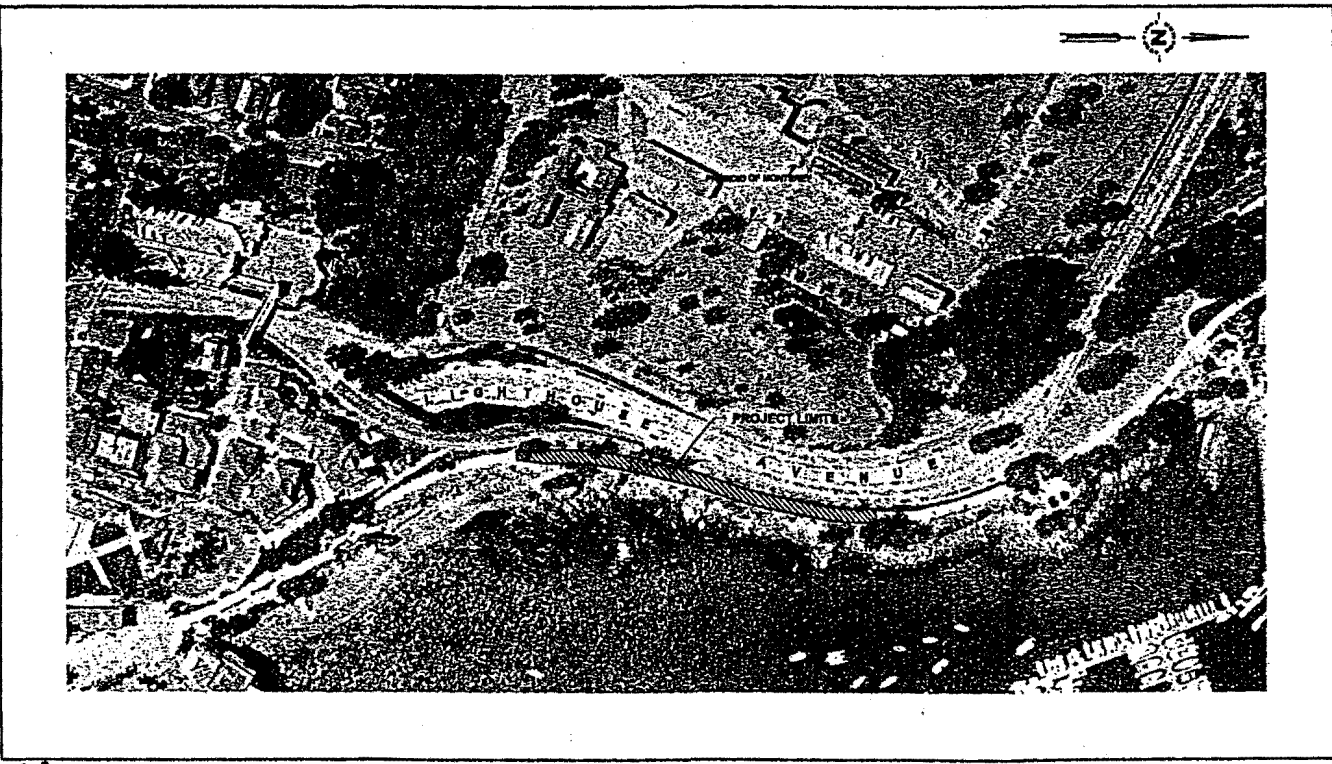


# PRESIDIO CURVE BICYCLE / PEDESTRIAN TRAIL WIDENING

## FEDERAL AID PROJECT NUMBER: CML-5086(008)

MONTEREY, CALIFORNIA

FOR USE IN CONJUNCTION WITH THE STANDARD DETAILS OF THE CITY OF MONTEREY AND THE STANDARD PLANS & SPECIFICATIONS OF THE STATE OF CALIFORNIA DEPARTMENT OF TRANSPORTATION, JULY 1992.



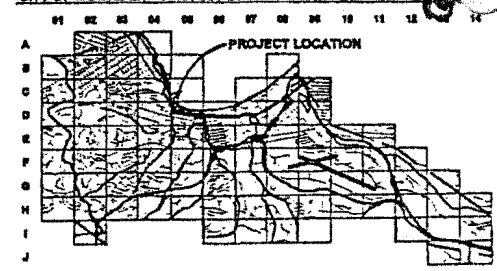
**LEGEND**

CC	CONCRETE
DC	EXISTING TREE
EW	STORM DRAIN MANHOLE
CF	CONCRETE
CP	COMPOUNDED STEEL PIPE
DP	COMPOUNDED METAL PIPE
HP	HIGH DENSITY POLYETHYLENE PIPE
O.C.	ON CENTER
SB	SEWERY SINK
ST	STEEL
SD	STONE DRAIN
SW	SEWER
W	WATER
M	MANHOLE
NEW	NEW CONCRETE

**SHEET INDEX**

COASTAL TRAIL WIDENING PROJECT - COVER SHEET	1
COASTAL TRAIL WIDENING PROJECT - PLAN SHEET	2
COASTAL TRAIL WIDENING PROJECT - PROFILE SHEET	3
COASTAL TRAIL WIDENING PROJECT - CROSS SECTIONS	4-6
COASTAL TRAIL WIDENING PROJECT - IRRIGATION PLAN	7
COASTAL TRAIL WIDENING PROJECT - PLANTING PLAN	7

**CITY OF MONTEREY - PROJECT LOCATION**



**CITY OF MONTEREY  
DEPARTMENT OF PUBLIC WORKS**

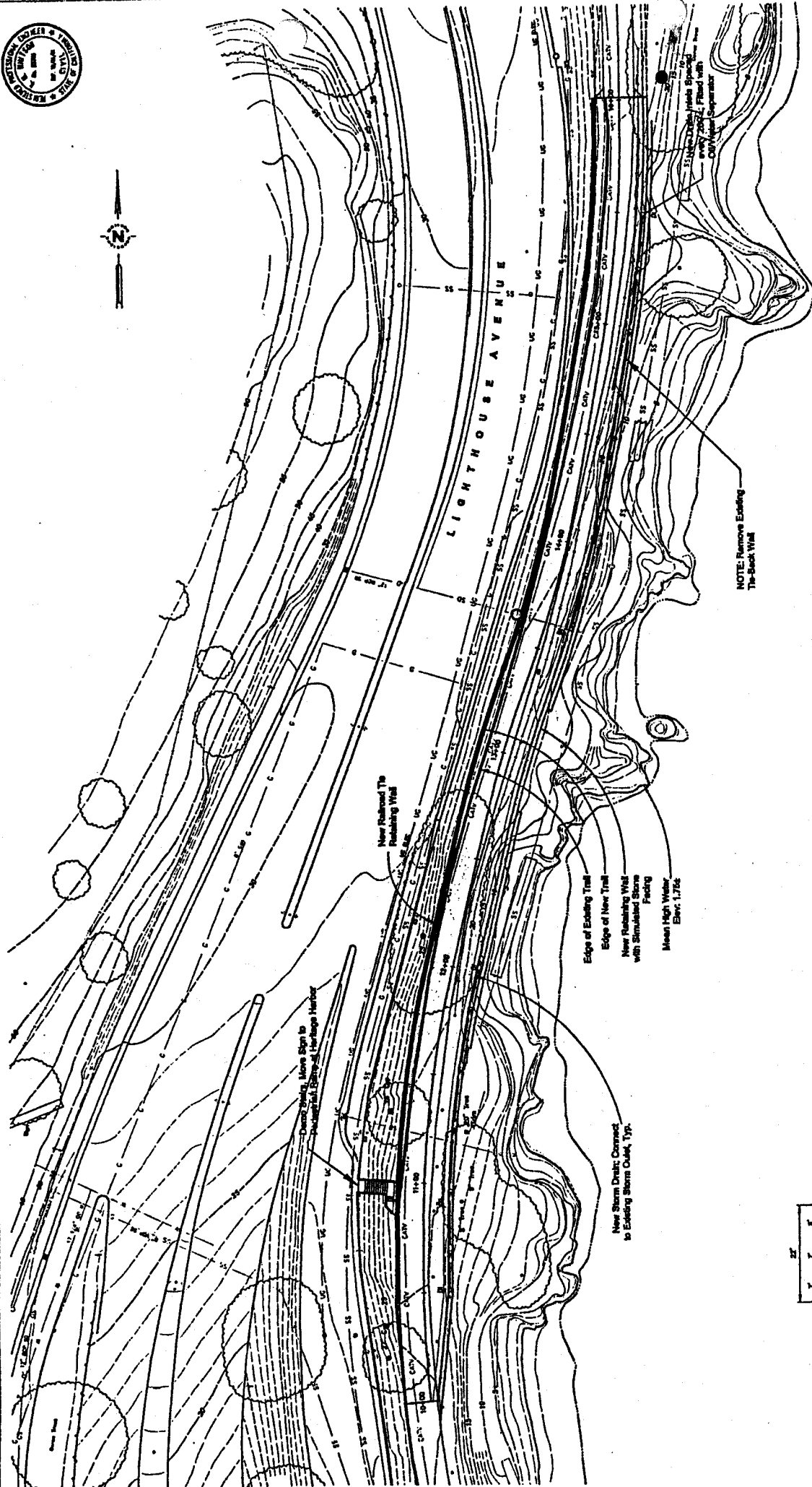
**PRESIDIO CURVE BICYCLE /  
PEDESTRIAN TRAIL WIDENING**  
FEDERAL AID PROJECT NUMBER: CML-5086(008)

**COVER SHEET**

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DRAWN BY: E.P.W.			
CHECKED BY:			
DATE:			
SCALE:			
INCHES:			
<b>APPROVED</b>			
<b>ENGINEER</b>	<b>CITY ENGINEER</b>	<b>REGIST. NO.</b>	<b>DATE</b>
<b>CAD DWG NAME: 50086(008)-2</b>	<b>PROJECT NAME:</b>		
<b>PRINT #:</b>	<b>DRAWING #:</b>		

ATTN: H. MONTI - 2

3-00-067  
 1/4  
 EX 2



NOTE: Remove Existing  
The-Back Wall

Edge of Existing Trail  
Edge of New Trail  
New Retaining Wall  
with Stimulated Stone  
Facing  
Mean High Water  
Elev. 1.756

New Storm Drain: Connect  
to Existing Storm Culvert, Typ.

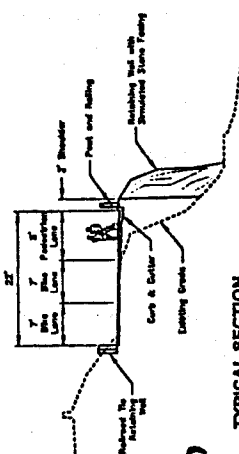
Change Existing Move Sign to  
Proposed Right-of-Way

CITY OF MONTEREY  
DEPARTMENT OF PUBLIC WORKS

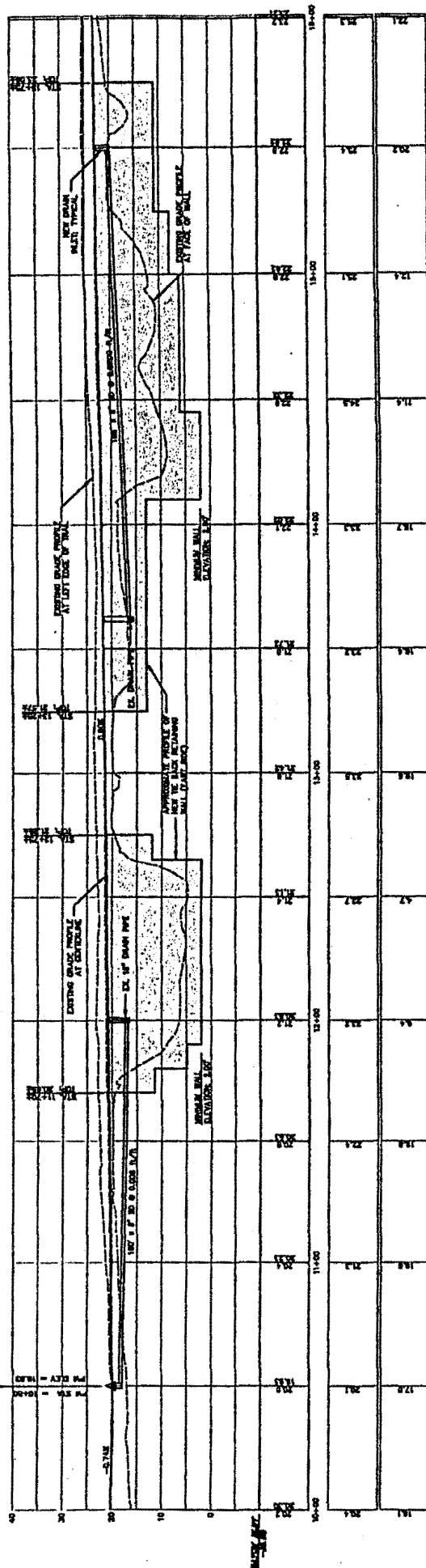
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 SHEET NO.: \_\_\_\_\_  
 TOTAL SHEETS: \_\_\_\_\_

APPROVED: \_\_\_\_\_  
 CITY ENGINEER: \_\_\_\_\_  
 CAD DRAWING NUMBER: \_\_\_\_\_  
 PROJECT: \_\_\_\_\_  
 DATE: \_\_\_\_\_

PRESIDIO CURVE BICYCLE /  
PEDESTRIAN TRAIL WIDENING  
FEDERAL AID PROJECT NUMBER: CAL-80-0000  
PLAN SHEET



EX 2  
3-00-067  
2/7



PROFILE  
Scale: H 1:20, V 1:10

CITY OF MONTEREY  
DEPARTMENT OF PUBLIC WORKS

REGISTERED BY: \_\_\_\_\_  
 DRAWN BY: \_\_\_\_\_  
 CHECKED BY: \_\_\_\_\_  
 DATE: \_\_\_\_\_  
 PROJECT NO.: \_\_\_\_\_  
 PROJECT NAME: \_\_\_\_\_  
 DRAWING NUMBER: 3-00-067

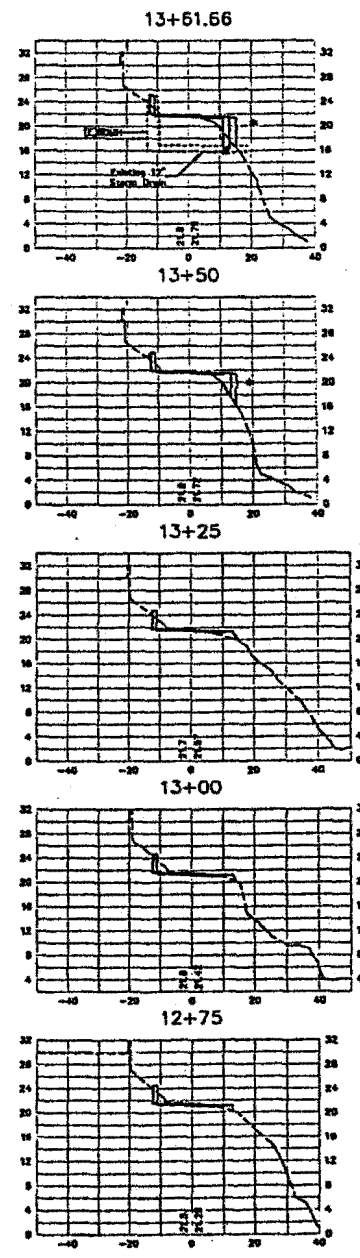
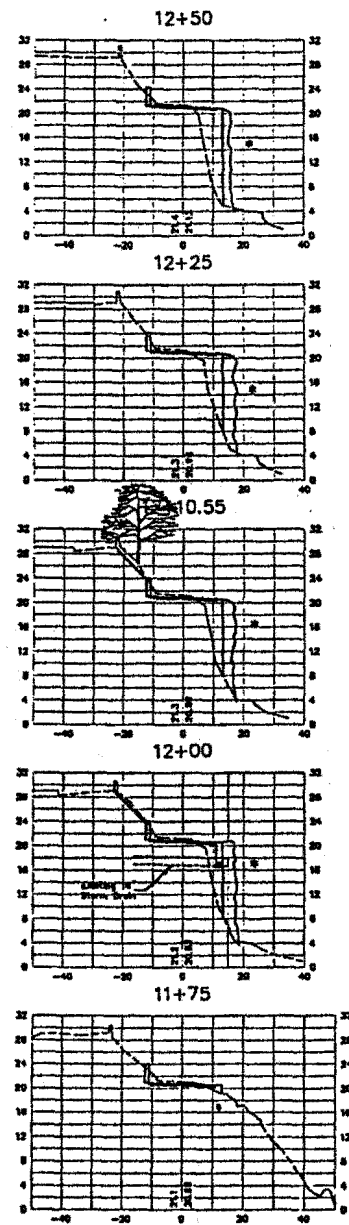
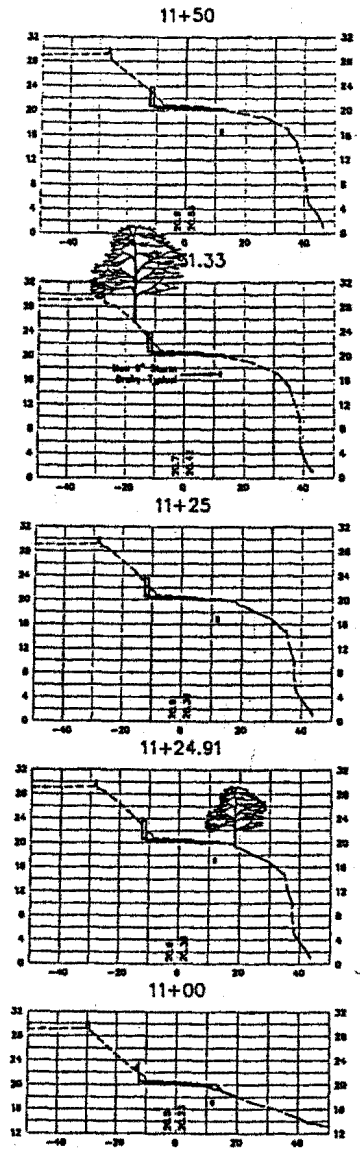
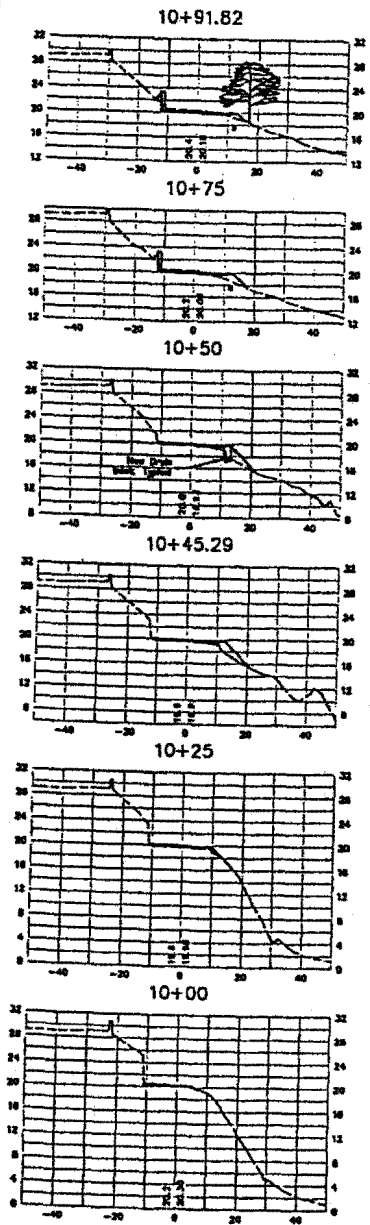
APPROVED: \_\_\_\_\_  
 CITY ENGINEER: \_\_\_\_\_  
 COUNTY ENGINEER: \_\_\_\_\_  
 COUNTY: \_\_\_\_\_  
 COUNTY PROJECT NO.: \_\_\_\_\_  
 COUNTY PROJECT NAME: \_\_\_\_\_  
 COUNTY DRAWING NUMBER: \_\_\_\_\_

Ex 2  
3-00-067  
3/7



**Cross Sections**  
 H:1"=20' V:1"=10'

\* RETAINING WALL WITH  
 IMBEDDED STONE FACING



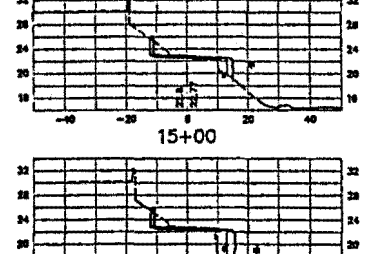
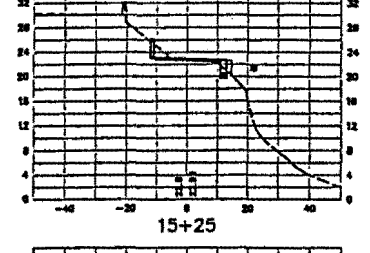
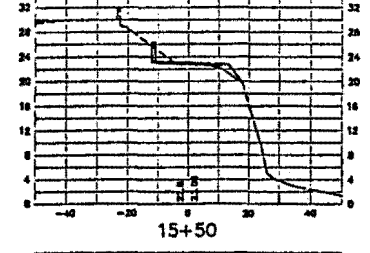
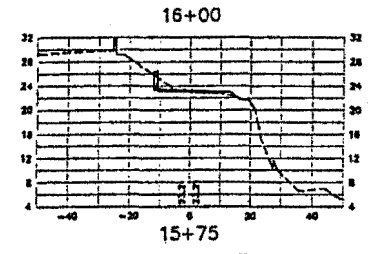
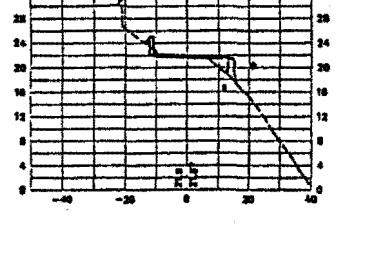
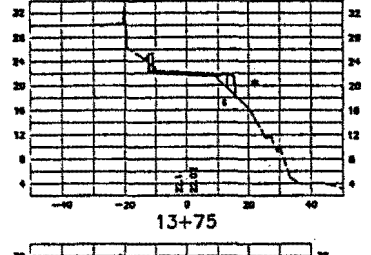
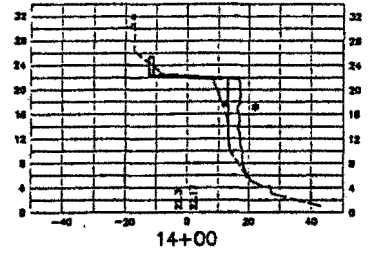
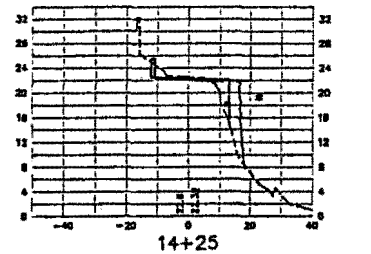
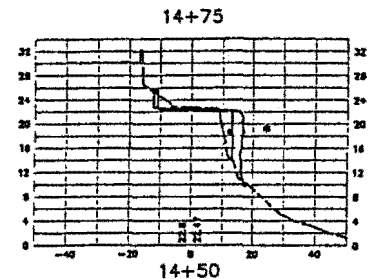
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CHECKED BY:		FEDERAL AID PROJECT NUMBER: CML-5068008	
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DATE:	APPROVED:	PROJECT NO.:	DATE:
SCALE:	CITY ENGINEER:	PROJECT NAME:	
SHEET:	CAD DWG NAME: 2008-12-2	DRAWING #:	
PRINT:			

EX-2  
 3-00-067  
 4/2



Cross Sections  
 H:1"=20' V:1"=10'  
 \* RETAINING WALL WITH  
 SIMULATED STONE FACING

Ex 2  
 3-00-067  
 5/7



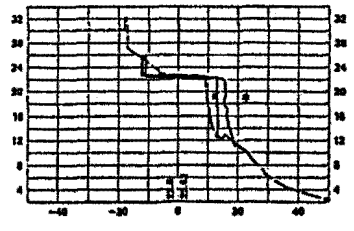
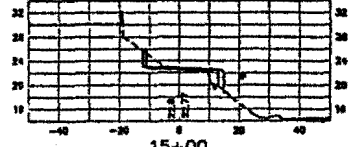
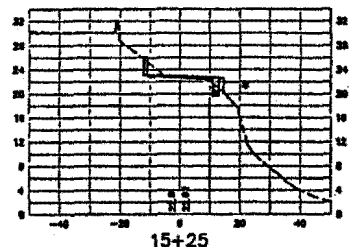
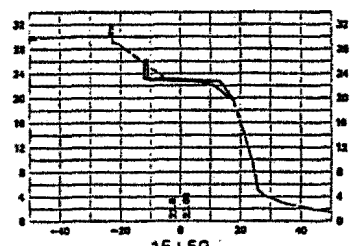
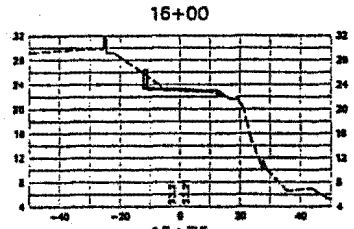
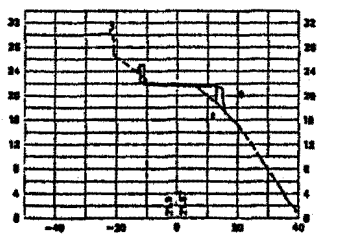
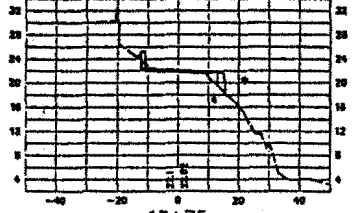
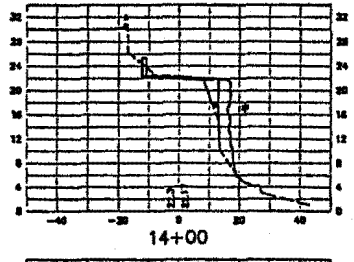
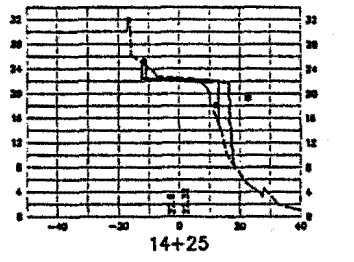
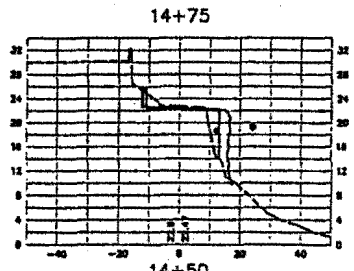
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DESIGNED BY R.P.W.	PRESIDIO CURVE BICYCLE / PEDESTRIAN TRAIL WIDENIN		
DRAWN BY R.P.W.	FEDERAL AID PROJECT NUMBER CML-000900		
CHECKED BY	CROSS SECTIONS		
DATE 4-24-00	APPROVED		
SCALE AS SHOWN	CITY ENGINEER	REVISION	DATE
SHEET 1 OF 1	CAD DWG NAME: 18033-2.dwg	PROJECT NAME	





**Cross Sections**  
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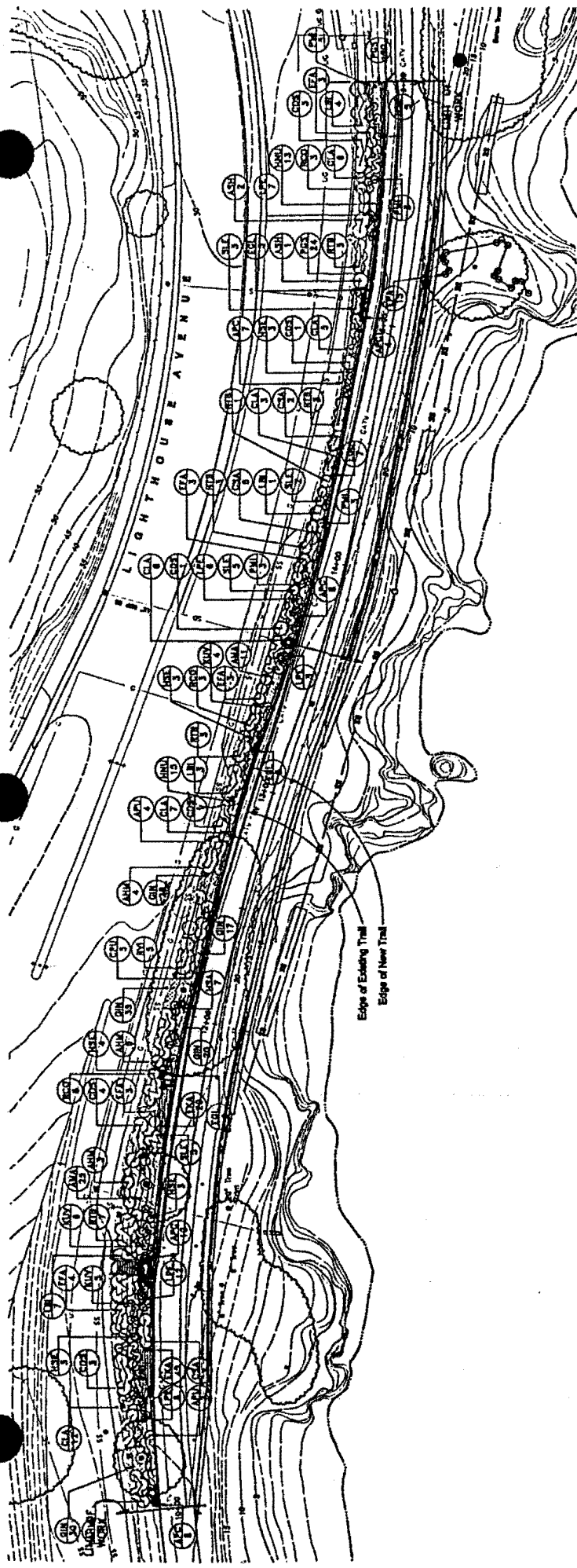
\* RETAINING WALL WITH  
 SIMULATED STONE FACING



3-00-067  
 Ex 2  
 d/r

CITY OF MONTEREY DEPARTMENT OF PUBLIC WORKS	
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CROSS SECTIONS	
DESIGNED BY	APPROVED
DRAWN BY	CITY ENGINEER
CHECKED BY	PROJECT NO.
DATE	DATE
SCALE	PROJECT NAME
FILE NUMBER	DRAWING
SHEET	
CAD DWG NAME: 3-00-067	
PRINT	





**KATHERINE KLAWANS SMITH ASLA**  
 LANDSCAPE ARCHITECTURE  
 2000 OFFICE: 400 4th Street, Suite 100, San Francisco, CA 94102  
 415.774.1111 | FAX: 415.774.1112 | WWW.KATHERINEKLAWANS.COM

**CITY OF MONTEREY**  
 DEPARTMENT OF PUBLIC WORKS  
 PRESIDIO CURVE BICYCLE /  
 PEDESTRIAN TRAIL WIDENING  
 FEDERAL AID PROJECT NUMBER: CVC-0066008  
**PLANTING PLAN**

APPROVED: \_\_\_\_\_ DATE: \_\_\_\_\_  
 CITY ENGINEER: \_\_\_\_\_  
 COUNTY ENGINEER: \_\_\_\_\_  
 COUNTY PUBLIC WORKS: \_\_\_\_\_  
 COUNTY PUBLIC WORKS: \_\_\_\_\_  
 COUNTY PUBLIC WORKS: \_\_\_\_\_  
 COUNTY PUBLIC WORKS: \_\_\_\_\_

PLANTING LEGEND	COMMON NAME	SPACING
SHRUBS & PERENNIALS		
A1	CORAL ALDIE	
A1A	MANZANITA	
A1B	SANDHILL SAGE	
A1C	ROCK ROSE	
A1D	CRIMSON-TIPPED ROCK ROSE	
A1E	WHITE CAMPBELLIA	
A1F	WHITE MICRANTHUS	
A1G	SEASIDE CALISTO	
A1H	BLUE GRASS	
A1I	CORAL BELLS	
A1J	RED HOT POKER	
A1K	TREE MALLOW	
A1L	SEA LAVENDER	
A1M	BEARD TONGUE	
A1N	CATALINA PERFUME	
A1O	MATILDA POPPY	
A1P	ROSEMARY	
A1Q	BEANBEEB BUSH EDGE	
A1R	GOLD COIN	4' O.C.
A1S	LAUREL HILL MANZANITA	
A1T	SAGELEAF ROCKROSE	
A1U	AUSTRALIAN PUCKER	3' O.C.
A1V	SANTA BARBARA DAISY	30" O.C.
A1W	NEON	7' O.C.
A1X	RED ANTHERED RIBBON	30" O.C.
A1Y	SUNHOSE	30" O.C.
A1Z	POTENTILLA GIBSON'S SCARLET	7' O.C.
	MULCH	
	1/4" MESH, 3" DEPTH	

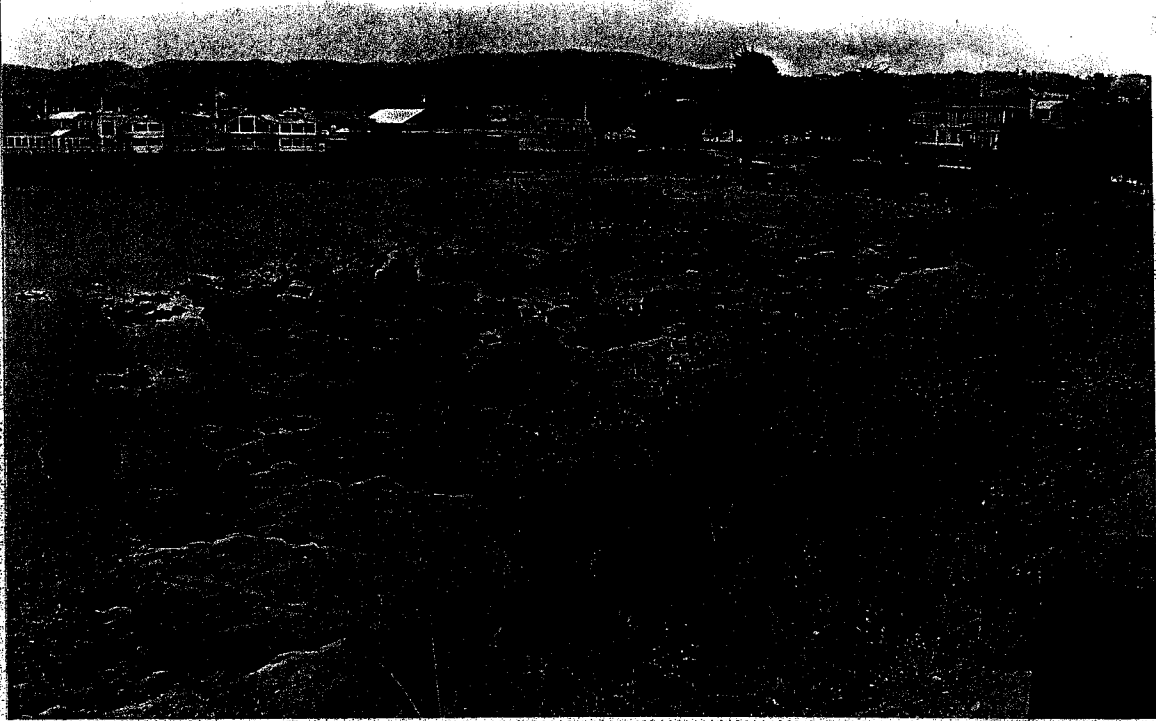
Ex2  
 3-00-067  
 7/7



Ex 3 1/7  
3-00-067



Ex 3 2/7  
3-00-067



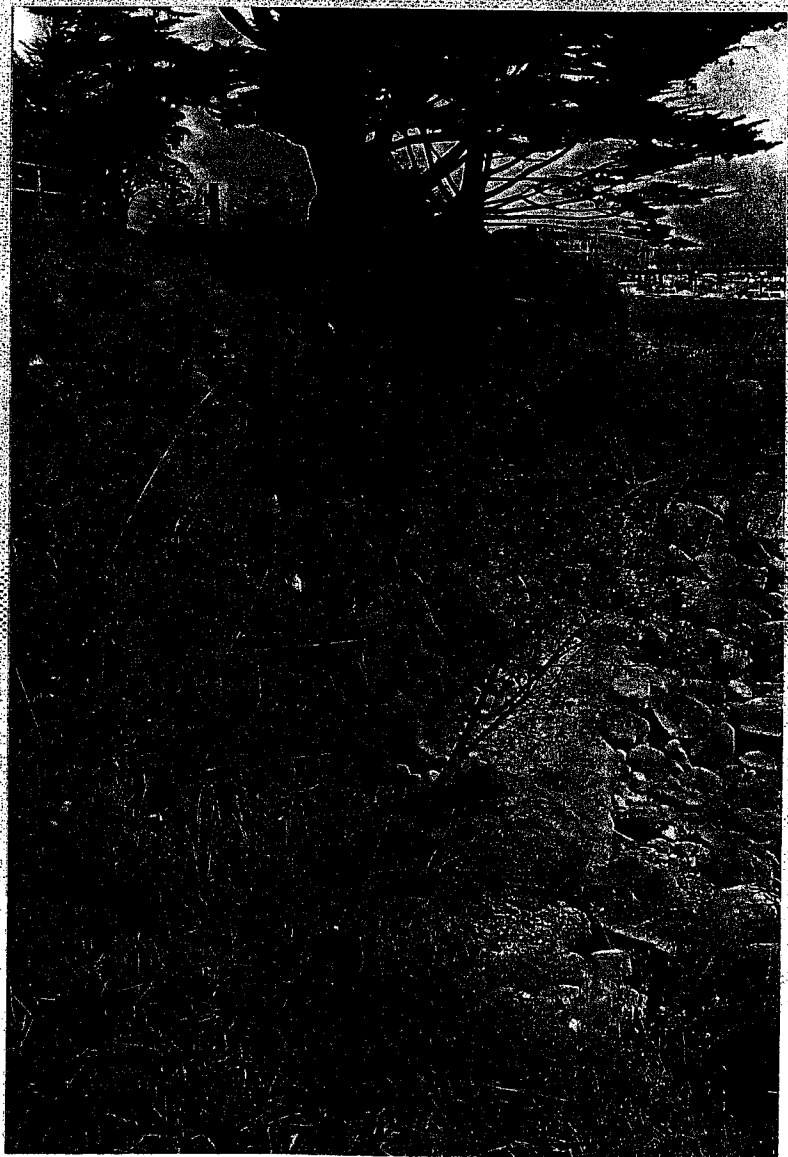
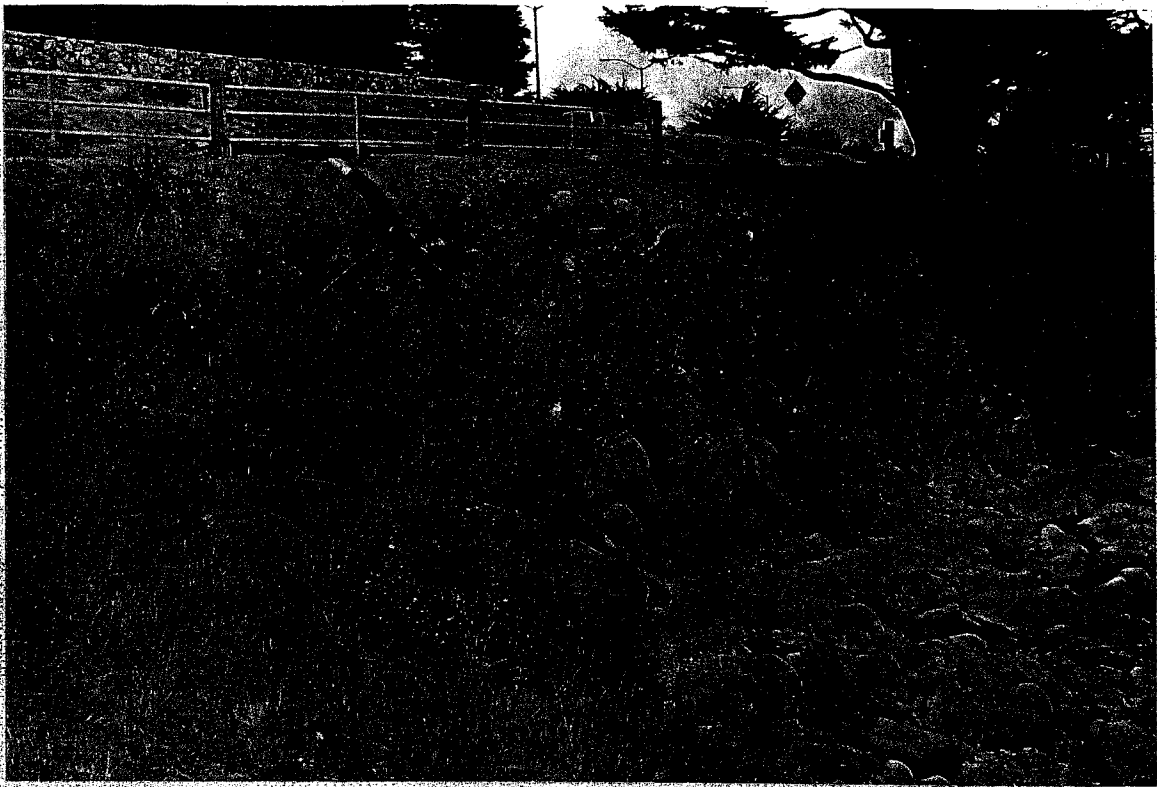
EX3 9/7

3-00-067



Ex 3 4/7  
3-00-067

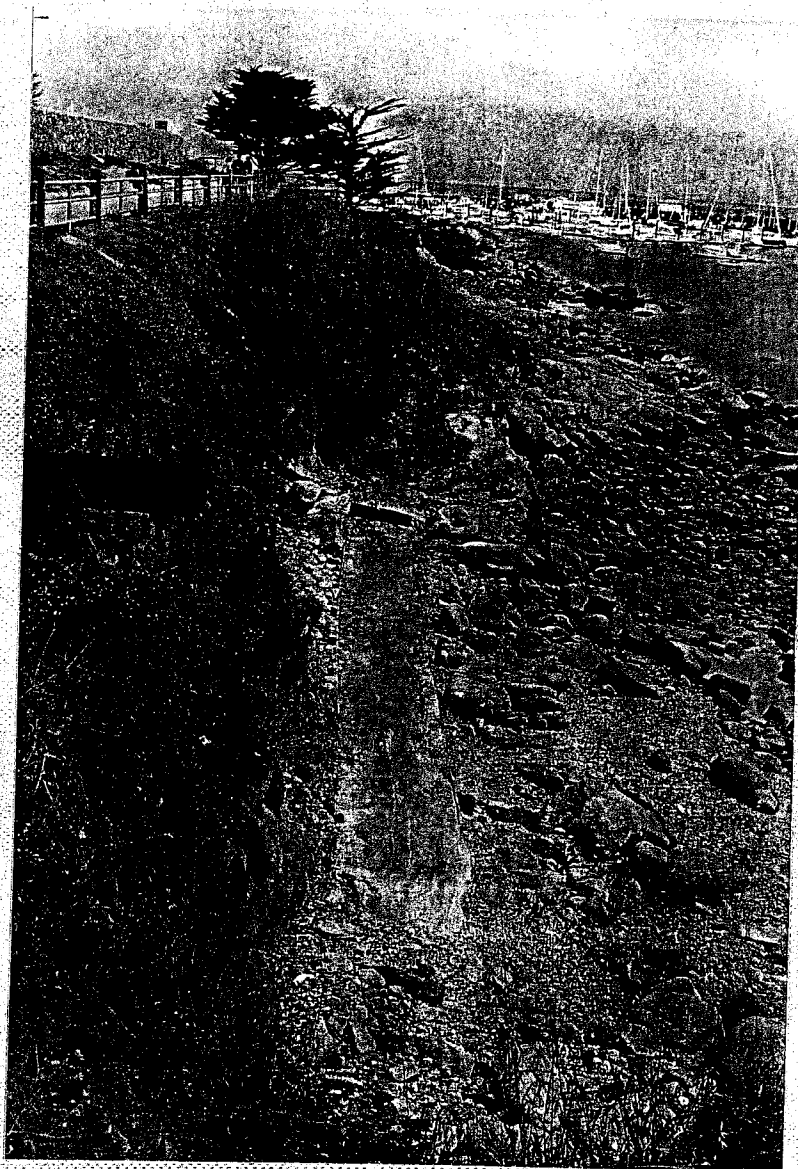




Ex3

3-00-067

5/2



Ex 3

3-00-067

6/7



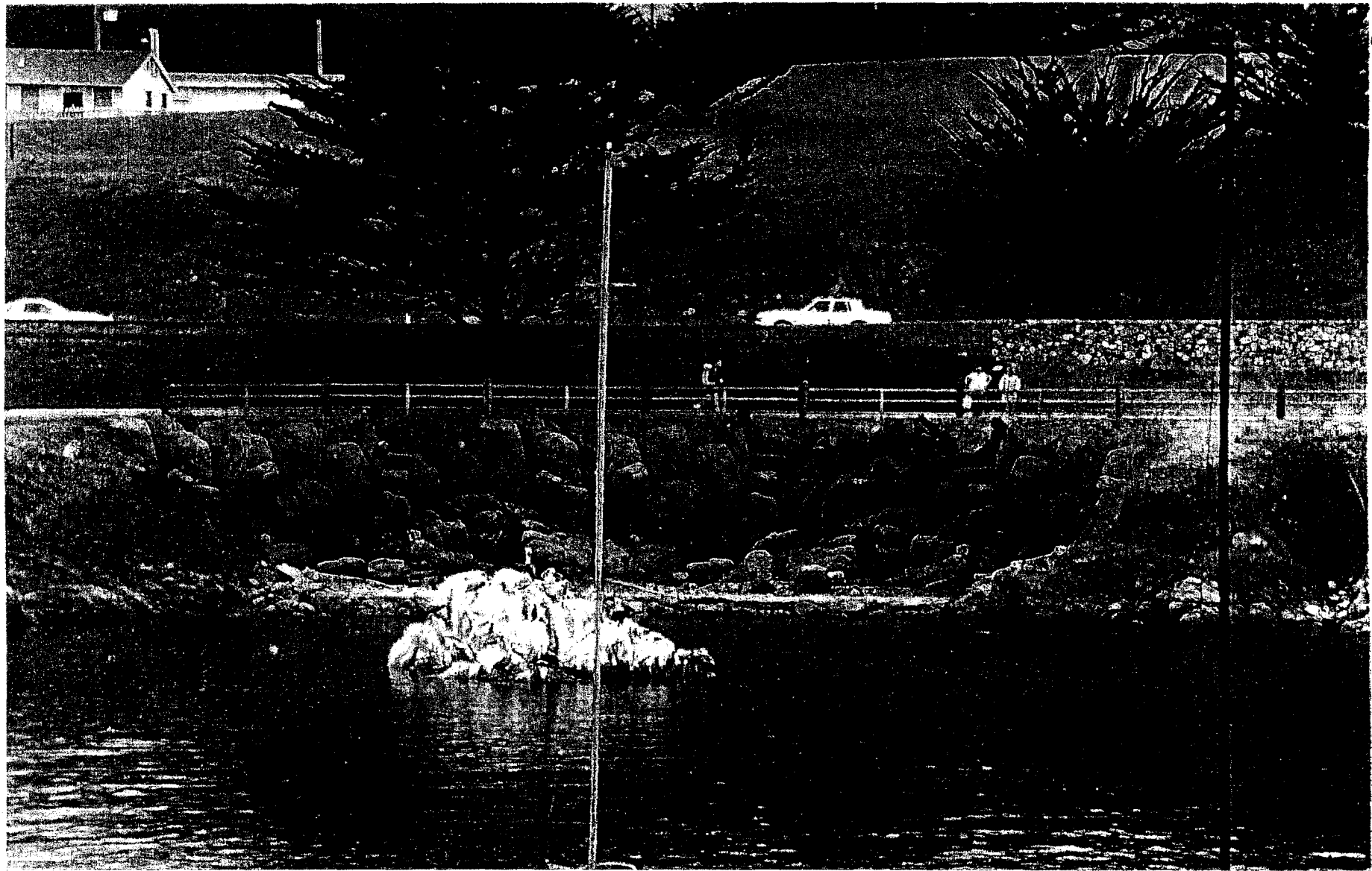
Ex3

3-00-067

7/7



Ex 4  
3-00-067



ATTACHMENT 7



**WHITSON ENGINEERS**

2600 GARDEN ROAD, SUITE 230, MONTEREY, CALIFORNIA 93940  
(831) 649-5225 - Fax (831) 373-5065

CIVIL ENGINEERING • LAND PLANNING • PROJECT MANAGEMENT

City of Monterey - Recreation Trail Improvements  
**Simulated Rock Alternative**

November 24, 1999

# MONTEREY BAY COASTAL TRAIL COUNTS

Ex 5

3-00-067

**Location:** MBCT @ Heritage Harbor/Custom Plaza

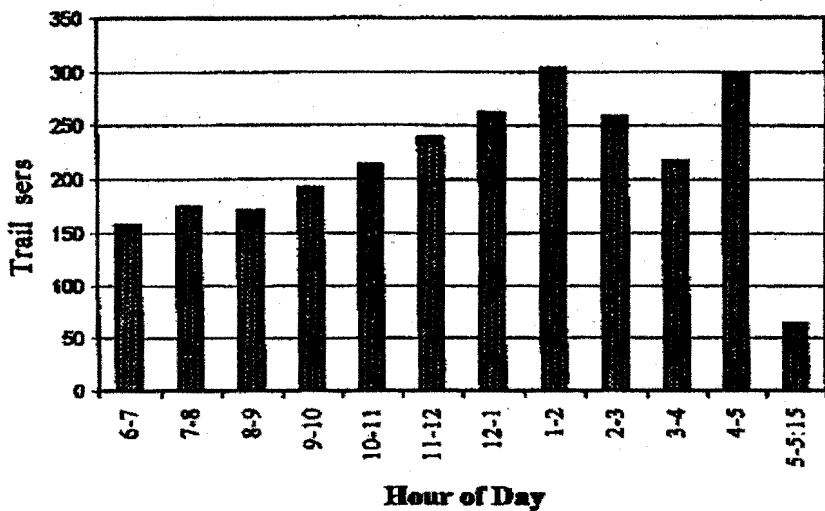
**Date:** November 10, 1999

**Start Time:** 6:00 a.m. **End Time:** 5:15 p.m.

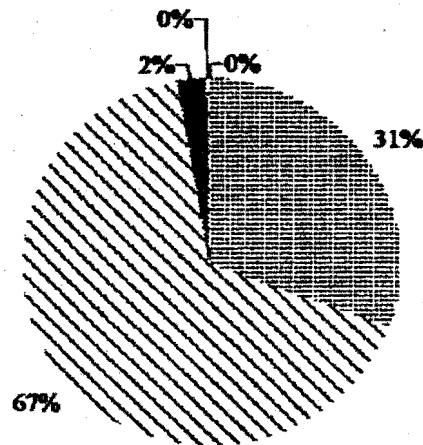
**Weather:** Clear, Sunny

	6-7	7-8	8-9	9-10	10-11	11-12	12-1	1-2	2-3	3-4	4-5	5-5:15	DAILY TOTAL
<b>Bicycles</b>	50	46	56	50	64	64	75	89	100	79	84	21	778
<b>Pedestrians</b>	106	127	114	133	143	171	178	211	149	128	199	41	1,700
<b>RollerBlades</b>	2	1	1	9	6	4	7	1	5	10	14	2	62
<b>Surreys</b>	0	0	0	0	0	0	2	3	4	0	0	0	9
<b>Other</b>	0	1	0	0	0	0	0	0	0	0	0	0	1
<b>Total Users</b>	158	175	171	192	213	239	262	304	258	217	297	64	2,550

**Monterey Bay Coastal Trail**



**Users by Mode**



Bicycles
  Pedestrians
  RollerBlades
  Surreys
  Other

JUN 21 1999 09:25 AM CITY OF MONTEREY P.O.B. MKS. 83164683467