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**STAFF REPORT: REGULAR CALENDAR
APPLICATION NUMBER 3-00-097**

Application number 3-00-097, Sandholdt Road Bridge Replacement

Applicant Monterey County Department of Public Works
c/o Paul Greenway

Agent King Thomas, LSA Associates (LSA)

Project location Sandholdt Road Bridge crossing at Old Salinas River Channel, southern end
of Moss Landing Harbor, North Monterey County.

Project description Construction of new two-lane bridge, with two bike lanes and one pedestrian
walkway, and removal of existing one-lane bridge over Old Salinas River
Channel, at southern end of Moss Landing Harbor, North Monterey County.

Approvals Received Monterey County Historic Resources Review Board design approval (dated
Nov 9, 2000), Monterey County Planning Commission combined coastal
development permit (PLN 000197) and design approval (dated Nov 15, 2000);
US Army Corps of Engineers (USACOE or Corps) authorization under
Nationwide Permit 23, Categorical Exclusion (dated Aug 16, 2000); Central
Coast Regional Water Quality Control Board (RWQCB) 401 Standard Water
Quality Certification (dated Sept 13, 2000).

File documents CCC Coastal Development Permit Application, File Number 3-00-097;
Monterey County CDP 000197; *Initial Study and Negative Declaration for
Sandholdt Road Bridge (SCH 99081050)* prepared by LSA Associates,
Certified by Monterey County Board of Supervisors 10/12/99; *Geotechnical
Engineering Investigation Report for Sandholdt Road Bridge* by Parikh
consultants (May 2000).



California Coastal Commission

January 10, 2001 Meeting, Los Angeles, California

Summary of Staff Recommendation:

The staff recommends that the Commission **approve, with conditions**, the proposed demolition and reconstruction of the Sandholdt Road Bridge at Moss Landing. The project is necessary to conduct seismic retrofit of the existing bridge and to bring it into compliance with Federal Highway Management safety standards, which require two-way access. The project is essential for safe ingress and egress to the western spit, referred to locally as "The Island", as well as for the coastal dependant and coastal related operations located on the Island and adjacent to the Moss Landing Harbor, as called for in Coastal Act Section 30234. With the removal of the existing bridge, and a portion of the existing bridge abutments, the project will actually reduce the total amount of fill in and adjacent to the Old Salinas River from 0.25 acres to 0.09 acres (a net reduction of 0.16 acres or nearly 7,000 sf). The project is an allowable development that provides an incidental public service by replacing the existing bridge with a new bridge designed to meet seismic and highway safety standards. The project is the least environmentally damaging alternative and includes adequate mitigation measures to ensure that the project will not result in significant environmental impacts. The project has therefore been designed and conditioned by this permit, as well as by Coastal Development Permit issued by the County of Monterey, to protect water quality, marine resources, community character and visual resources, and public access and recreational opportunities as required by Chapter 3 policies of the Coastal Act of 1976.

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List of Exhibits

- A. Regional Location Map
- B. Project Vicinity Map
- C. Aerial Photos of Project Vicinity
- D. Assessor Parcel Maps
- E. Project Plans
- F. Photo Simulation of Proposed Bridge
- G. Mitigation Measures included in Mitigated Negative Declaration
- H. Monterey County Planning Commission Resolution 00063

1. 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 following motion:

***Motion:** I move that the Commission approve Coastal Development Permit Amendment Number 3-00-097, 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), and will not prejudice the ability of the Monterey County to implement its certified local coastal program in conformance with Chapter 3 of the Coastal Act. The project is located between the sea and the first public road nearest the shoreline, 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).*

A yes vote would result 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.

2. 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. **Scope of Permit.** This permit allows for the development of a new two-lane bridge across the Old Salinas River Channel at the south end of the Moss Landing Harbor. The new bridge will include two bicycle lanes and a pedestrian sidewalk, and will be constructed approximately 75 feet of the existing one-lane bridge. The existing one-lane bridge and other dilapidated pilings in the area shall be removed following construction. All pilings shall be removed to a depth of -15 feet llw.

At the conclusion of the project, all disturbed areas will be revegetated with locally adapted, native plant species, as similarly required in the Monterey County CDP (Resolution 00063). Construction equipment and work platforms, including the temporary trestle, shall also be completely removed at the conclusion of the project and disturbed public parking areas shall be restored.

2. **Final Plans.** Permittee shall submit final plans to the Executive Director for review and approval, **PRIOR TO COMMENCEMENT OF CONSTRUCTION.** Any modifications following Executive Director review and approval must also be submitted to the Executive Director for review and determination of materiality prior to implementation. The final plans shall include:
 - a. **Final Site Plans.** Plan shall show all project elements including equipment storage and staging locations, the extents of project activities, the areas to be restored following completion, and areas where samples are to be taken prior to removal of the existing bridge and the temporary trestle to be used during construction.
 - b. **Erosion Control Plans.** With respect to any portion of the facility entirely or partially within the Commission's original (i.e., undelegated) jurisdiction, an Erosion Control Plan identifying all relevant best management practices (BMPs) to be implemented during construction. Silt fences, or a functional equivalent, shall be installed across the Old Salinas river Channel at the north and south extents of the project area. Erosion control plans shall contain provisions for specifically identifying and protecting all nearby adjacent ESHA areas (with sandbag barriers, filter fabric fences, straw bale filters, etc.). Erosion control plans shall also include provisions for stockpiling



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and covering of stored materials, temporary stormwater detention facilities, and restrictions on any grading and earthmoving during the rainy season. The purpose of such plans is to prevent project-related runoff and sediment from entering the waters of the Old Salinas River, and Moss Landing Harbor.

The Erosion Control Plan should make it clear that: (a) dry cleanup methods are preferred whenever possible and that if water cleanup is necessary, all runoff will be collected to settle out sediments prior to discharge from the site; (b) off-site equipment wash areas are preferred whenever possible; if equipment must be washed on-site, the use of soaps, solvents, degreasers, or steam cleaning equipment should not be allowed; in any event, this wash water should not be allowed to enter storm drains or any natural drainage; (c) concrete rinsates, if any, should be collected and they should not be allowed into storm drains or natural drainage areas; (d) good construction housekeeping should be required (e.g., clean up all leaks, drips, and other spills immediately; refuel vehicles and heavy equipment off-site and/or in one designated location; keep materials covered and out of the rain (including covering exposed piles of materials used in the treatment process and wastes); dispose of all wastes properly, place trash receptacles on site for that purpose, and cover open trash receptacles during wet weather); and finally (e) all erosion and sediment controls should be in place prior to the commencement of grading and/or construction as well as at the end of each day.

- c. **Restoration Plan.** For any portion of the facility entirely or partially within the Commission's original (undelegated) jurisdiction, PRIOR TO THE COMMENCEMENT OF RESTORATION, the Permittee shall submit a restoration plan for all areas disturbed by project construction. The plans shall include provisions for restoring some wetland vegetation to the area previously occupied by the earlier bridge abutments. An annual monitoring program shall be developed and implemented to measure the results of wetland restoration at this location, for at least five years. The results of annual monitoring shall be submitted to the Executive Director for review and approval and adaptive management measures may be developed as necessary.

The plans for restoration and revegetation of upland areas shall provide for the eradication of invasive, non-native plants and shall clearly identify the type, size, extent and location of all plant materials, any irrigation system and other landscape features proposed for the entire site. The plan should include any temporary drip irrigation system, if needed, to establish the plantings, as well as a schedule for plant installation. All plantings will be maintained in good growing conditions throughout the life of the project. The plans submitted shall include evidence of review and approval by the Monterey County Planning and Building Inspection Department.

3. **Public Access.** Permittee shall ensure that construction and demolition operations are conducted so as to minimize, to the greatest extent possible, any interference with public access to the beach both north and south of Sandholdt Road Bridge (i.e., Salinas River State Beach and Moss Landing Beach). Public parking areas disturbed during construction shall be restored.
4. **CEQA Mitigation Measures.** All mitigation measures cited in the Mitigated Negative Declaration



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dated October 12, 1999 for Sandholdt Road Bridge document shall be implemented (see Exhibit G).

5. **Conformance with USACOE Requirements.** PRIOR TO COMMENCEMENT OF OPERATIONS UNDER THIS PERMIT, the permittee shall submit to the Executive Director for review a copy of the USACOE Permit, letter of permission, or evidence that no Corps permit is necessary.
6. **RWQCB Approval.** PRIOR TO COMMENCEMENT OF OPERATIONS UNDER THIS PERMIT, the permittee shall submit to the Executive Director for confirmation evidence of a Water Quality Certification, waiver, or other evidence of the review and approval by the Regional Water Quality Control Board (RWQCB) for construction activities in and adjacent to the Old Salinas River and Moss Landing Harbor.
7. **Other Jurisdictional Compliance.** PRIOR TO COMMENCEMENT OF OPERATIONS UNDER THIS PERMIT, the permittee shall submit to the Executive Director for review and approval evidence of compliance with the requirements of other agencies having jurisdiction.
 - a. State Lands:
 1. Evidence that no State Lands are involved in the development; or
 2. State Lands are involved in the development and all permits, including dredging, required by the State Lands Commission have been obtained, or
 3. State Lands are involved in the development, but pending a final determination an agreement has been made with the State Lands Commission for the project to proceed without prejudice to that determination.
 - b. Monterey Bay Unified Air Pollution Control District: Evidence of compliance with all conditions of the MBUAPCD. Such conditions shall be submitted for the Commission file. Any limitations on hours for construction operations shall be indicated.
8. **Revisions and Amendments.** The Permittee shall undertake development in accordance with the approved final plans. Any proposed changes to the approved final plans (including any changes to project impact areas or procedures for handling and disposal of removed materials) shall be reported to the Executive Director. No changes to the approved final plans shall occur without a Commission amendment to this coastal development permit unless the Executive Director determines that the change is immaterial or that no amendment is necessary.
9. **Incorporation of County's Conditions.** The relevant conditions for the portion of the project within the Coastal Commission's jurisdiction, adopted by the Monterey County Planning Commission (Resolution 00063, approved November 15, 2000), attached to this permit as Exhibit H, are incorporated as conditions of this permit (with the incorporation or appropriate wording as necessary). Any revision or amendment of these adopted conditions and mitigation measures, or of



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the project plans as approved pursuant to the County's review procedures for activities occurring within the Commission's jurisdiction shall not be effective until reviewed by the Executive Director for determination of materiality, and if found material, approved by the Commission as an amendment to this coastal development permit.

The County's special conditions of Resolution 00063, with the incorporation or appropriate wording as necessary (*italicized*) are described as follows:

Prior to the Issuance of the Grading Permit

5. No land clearing or grading shall occur on the subject parcel between October 15 and April 15 unless authorized by the Director of Planning and Building Inspection. (Planning and Building Inspection)
6. Prior to the issuance of the grading permit, 3 copies of a drainage plan shall be prepared by a registered civil engineer or architect to address on-site impacts for review and approval by the Water Resources Agency. Stormwater runoff from impervious surfaces shall be dispersed at multiple points, over the least steep available slopes, with erosion control at outlets. (Water Resources Agency) *A copy of the drainage plan, showing evidence of County approval, shall be submitted to the Coastal Commission prior to issuance of this coastal permit.*
7. Prepare a spill response plan or contract with a qualified local spill containment/cleanup contractor that is capable of responding to accidental releases of petroleum or other hazardous material. (Environmental Health)
8. Prepare a marine mammal and bird mitigation plan (to be approved by USF&WS and CDFG) and have a qualified marine/wildlife biologist or agency-approved monitor on-site during in-water construction. Provide that monitor with the authority to utilize methods to remove sensitive species and to delay in-water activities if marine mammals or sensitive bird species are within the immediate vicinity of construction. (United States Fish & Wildlife Service, California Department of Fish and Game, and Planning and Building Inspection) *A copy of the mitigation plan, showing evidence of USF&WS and CDFG approval, shall be submitted to the Coastal Commission prior to issuance of this coastal permit.*
9. A pre-construction survey shall be conducted to determine whether nesting swallows are present at the bridge site (federal Migratory Bird Treaty Act). If nesting swallows are present, construction would not be allowed to disturb them during the nesting season, February 15-September 1. If it is not possible to schedule bridge work outside this time frame, one of the following measures shall be implemented if the proposed work would affect nesting swallows, subject to prior approval by USFWS:
 - Remove nests, if present, before February 15, before the swallows return to the site. Nest removal must be repeated at a frequency necessary to prevent nest completion or until a



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swallow exclusion device can be installed. Nest removal shall not cause injury or death to adult swallows.

- Removal of nests after February 15, during the nesting season, would require a permit from the USFWS. This permit requires compelling justification that work is essential to public safety and critical in time. Coordinate with United States Fish & Wildlife Service and California Department of Fish and Game for condition compliance with Condition #23. (United States Fish & Wildlife Service, California Department of Fish and Game and Planning and Building Inspection)

10. Final drawings shall include those design considerations expressed by the Moss Landing Advisory Design and Historic Resources Review Board, including surface texturing, exterior patterns, rounding corners and rail openings to reduce bulk and mass of the structure and shall be approved by the Director of Planning and Building Inspection. (Planning and Building Inspection) *Two copies of the final drawings of the bridge exterior, showing evidence of design approval, shall be submitted to the Executive Director for review and approval, prior to issuance of this coastal permit.*

Prior to Occupancy or Final Inspection

11. All exterior lighting shall be unobtrusive, harmonious with the local area, and constructed or located so that only the intended area is illuminated and off-site glare is fully controlled. Three 3 copies of an exterior lighting plan which shall indicate the location, type, and wattage of all light fixtures and include catalog sheets for each fixture. The exterior lighting plan shall be subject to approval by the Director of Planning and Building Inspection. (Planning and Building Inspection) *A copy of the lighting plan, showing evidence of County approval, shall be submitted to the Coastal Commission.*
12. If during the course of construction activity on the subject property, cultural, archaeological, historical, paleontological resources are uncovered at the site (surface or subsurface resources) work shall be halted immediately within 50 meters (165 feet) of the find until it can be evaluated by a qualified professional archaeologist. The Monterey County Planning and Building Inspection Department and a qualified archaeologist (i.e., an archaeologist registered with the Register of Professional Archaeologists) shall be immediately contacted by the responsible individual present on-site. When contacted, the project planner and the archaeologist shall immediately visit the site to determine the extent of the resources and to develop proper mitigation measures required for the discovery. (Planning and Building Inspection) *The Executive Director of the Coastal Commission, shall also be promptly notified of any such discovery. The archaeological mitigation plan shall be prepared pursuant to the standards of the State Historic Preservation Office. This mitigation plan shall then be approved by the State*



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Historic Preservation Office and the Executive Director of the Coastal Commission and fully implemented by the property owner.

13. The site shall be landscaped. At least three weeks prior to filing for a Certificate of Completion, three copies of a landscaping plan shall be submitted to the Director of Planning and Building Inspection for approval. The landscaping plan shall be in sufficient detail to identify the location, specie, and size of the proposed landscaping materials and shall be accompanied by a nursery or contractor's estimate of the cost of installation of the plan. Before use, landscaping shall be either installed or a certificate of deposit or other form of surety made payable to Monterey County for that cost estimate shall be submitted to the Monterey County Planning and Building Inspection Department. (Planning and Building Inspection) *Two copies of the landscaping plan, showing evidence of County approval, shall be submitted to the Executive Director for review and approval PRIOR TO COMMENCEMENT OF ANY LANDSCAPING OR RESTORATION.*
14. Do not allow construction debris or material to enter the slough, either directly or indirectly. Stockpiles must be kept far enough from the banks to prevent material from entering the slough. Water from equipment washing shall be prevented from entering the slough. (Public Works)
15. Complete in-water construction activities from June through October when it is likely that sensitive fish species (steelhead and tidewater gobies) are not present and harbor seal pupping has been completed. Coordinate with United States Fish & Wildlife Service and California Department of Fish and Game for condition compliance with Condition #10. (USF&WS, CDF&G, Planning and Building Inspection)
16. Store petroleum products and other hazardous materials a recommended distance of at least 20 meters (65 feet) from the shoreline and construct a berm around the storage site sufficiently high to retain 1.5 times the amount of stored liquids. The fueling of all vehicles and construction equipment shall occur off site. (Environmental Health)
17. Prior to initiation of in-water construction, a qualified biologist should brief all workers on the status, location, and sensitivity of special status species, and instruct them on appropriate actions to be taken to minimize impacts in the event a special status species is observed or if an accidental spill occurs. (Public Works)
18. To minimize the potential for adverse effects to southern sea otters and harbor seals that may be present in the vicinity of the project site, implement the following measures:
 - The contractor shall designate a worker(s) to monitor on-site compliance with the mitigation measures. The monitor shall have the authority to halt any action that might result in injury or mortality to southern sea otters and harbor seals. The monitor(s) shall use their presence, herding boards, hand-clapping, or water hoses to encourage sea otters and harbor seals to leave any area where they may be at risk from project activities. Methods that are less disruptive, such as the



presence of the monitor or hand-clapping, shall be used initially. If these methods are not successful, more intrusive methods, such as herding or water hoses, may be used.

- The use of "seal bombs" is prohibited per Moss Landing Harbor District Ordinance Code § 14.110(6).

- The monitor shall maintain a record of all interactions with sea otters encountered during project activities. This information shall include for each interaction:

- 1) response of sea otters to project activities;
- 2) response to intentional harassment;
- 3) approximate number of animals involved; and
- 4) any unusual behavior or circumstances observed. (Public Works)

19. To ensure avoidance of impacts to species potentially occurring in the sand dunes west of the project site, including globose dune beetle and black legless lizard, store and operate project related equipment on the west side of the slough, only on existing paved areas. Construction workers shall be informed that construction vehicles and work activities shall avoid the dunes area. Additional fencing shall be installed to prevent access onto the dunes area from the area encompassed by the construction limits. (Public Works)
20. All construction equipment must conform to the provisions of Caltrans Standard Specifications, Section 7-10/I, "Sound Control Requirements." This section requires the contractor to comply with Chapter 10.60 Noise Control of the Monterey County Code that applies to any work as part of the contract. (Environmental Health)
21. Portable equipment should be located as far as possible from the noise sensitive locations, including Salinas River State Beach and Moss Landing Community Park. (Environmental Health)
22. Construction vehicle staging areas and equipment maintenance areas should be located as far as possible from sensitive receptor locations. (Environmental Health)
23. Temporary fill placed on the site during construction and materials from demolition of the existing bridge will be transported off site and disposed of at an approved landfill facility. (Public Health)
24. Sample and analyze sediment removed from the steel pilings, and dispose of that sediment at a site approved to accept such material. (Environmental Health)

Continuous Permit Conditions:

25. All cut and/or fill slopes exposed during the course of construction shall be covered, seeded with native grasses or otherwise treated to control erosion in coordination with the consulting biologist,



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subject to the approval of the Director of Planning and Building Inspection. (Planning and Building Inspection)

26. All landscaped areas and replanted trees shall be continuously maintained by the applicant and all plant material shall be continuously maintained in a litter-free, weed-free, healthy, growing condition. (Planning and Building Inspection)
27. Place silt curtains up current and down current of the in-water construction activities to reduce turbidity impacts outside the immediate construction zone. (Public Works)
28. Dispose of all excess material generated by the project at an approved off-site location, outside areas subject to US Army Corps of Engineers jurisdiction. Sample and analyze sediment removed from the steel pilings and dispose of that sediment only at a site approved to accept such material. (Public Works)
29. Remove temporary fill from the site at project completion and restore the area(s) to the final *approved* grading plan. (Public Works)
30. Upon project completion, revegetate all areas disturbed by construction related activities with locally adapted, native plant species. (Planning and Building Inspection)
31. Obtain construction permit from Moss Landing Harbor District (MLHD) for any construction, on over or under MLHD property. (Public Works)
32. The existing bridge shall be removed including the existing pilings. The existing piling should be removed to a depth of -15 LLW. (Public Works)

3. Recommended Findings and Declarations

The Commission finds and declares as follows:

A. General Project Location

The Sandholdt Road Bridge is located at the southwestern end of Moss Landing Harbor and within the unincorporated community of Moss Landing on the North Coast of Monterey County (Exhibit A).

Moss Landing Harbor is one of six developed harbors located along the Central Coast, and is the primary commercial fishing port in Monterey Bay area. The Harbor is centered at the mid-point of the arc of Monterey Bay, approximately 26 miles south of Santa Cruz and approximately 18 miles north of Monterey. (See Exhibit A for regional location map and Exhibit B for site vicinity map.). Moss Landing Harbor shelters a substantial commercial fishing fleet, as well as recreational vessels and deep water



research ships. The Moss Landing Harbor District maintains a total of 488 berths within the Harbor which are used by commercial fishing, recreational and research vessels. Approximately 175 recreational boats and 200 commercial boats are berthed in the Harbor. The Harbor is also home to the largest number of research vessels berthed within the Central Coast area, supporting the Monterey Bay Aquarium Research Institute, the California State University Moss Landing Marine Lab, and the Elkhorn Slough National Estuarine Research Reserve.

The Sandholdt Road Bridge crosses the southern end of the Moss Landing Harbor where the Old Salinas River Channel enters the harbor (Exhibit B). The Sandholdt Road Bridge connects Moss Landing Road on the east side of the Old Salinas River Channel, with Sandholdt Road to the west. The bridge provides access to the narrow spit of land west of the Old Salinas River Channel and the harbor, locally referred to as "the island." Once across the channel, Sandholdt Road bends northward and extends to the north end of the island. The major land uses located on the island include commercial fishing and handling facilities, oceanographic and marine-related research facilities, commercial visitor serving facilities (restaurant and pub), marine related industries (boat yard, canvas repair shop, etc.) and a few residential properties (Exhibit C). Land uses east of the bridge include the Moss Landing Harbor District facilities, and visitor serving facilities (restaurant and antique stores) near the Moss Landing Road/Sandholdt Road intersection. The northern parking lot for the Salinas River State Beach is located on the island just south of the bridge.

The Sandholdt Road Bridge provides the only public access way to serve the land uses located on the north end of the island. Portrero Road provides a second road crossing across the Old Salinas River Channel south of the Sandholdt Road Bridge, but ends just west of the channel at the southern parking lot for the Salinas River State Beach (Exhibit B). A dirt service road connects the two State Beach parking lots, but no vehicular through traffic is allowed. The dirt service road is open to park vehicles, equestrians and pedestrian use only, as it traverses through environmentally sensitive dunes.

B. Project Description and Background

According to the project description submitted by the applicant, the project includes the construction of a new two-lane steel and concrete bridge and removal of the existing one-lane timber and concrete bridge. One of the wooden piers was damaged during the 1989 earthquake. The new bridge will be located about 75 feet south of the existing bridge and construction limits will encompass a 125-foot long reach of the Old Salinas River Channel (see Exhibit E). As proposed, the new bridge will be approximately 375 feet long and 40 feet wide, with two 12-foot wide travel lanes, a 4-foot wide bicycle lane on each side and one 5-foot sidewalk on the north side. The new bridge will be constructed with four spans with three pairs of support columns (six columns total). No streetlights are planned for the bridge, although the design does include down-cast lighting along the sidewalk to ensure that only the intended footpath area is illuminated.

Most construction activities will occur south of the existing bridge. To aid in construction on the new bridge, a temporary trestle will be constructed south of the new bridge site to support concrete forms and provide equipment access during bridge construction. The temporary trestle will be approximately 55



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feet wide and will be constructed using steel pilings. A work barge may also be moored in a boat slip or anchored adjacent to the bridge during the construction phase of the project to provide storage space for construction equipment and materials. The existing bridge will remain in service until the new bridge is complete and open to traffic, and then will be demolished and removed. Following completion of the new bridge, the temporary trestle and other dilapidated pilings located along the shoreline will be removed.

Approximately 150 linear feet of the east bank and 200 feet of the west bank of the Old Salinas River Channel will be affected by the placement of the bridge abutments and rock slope protection, and by the removal of the existing bridge approaches. Construction of the bridge supports will result in the fill of approximately 0.002 acres of open water habitat in the Old Salinas River Channel. Additionally, construction of the new bridge abutments and placement of rock slope protection will result in the permanent fill of approximately 0.088 acres of waters of the United States (including 0.034 acres of tidal slough and tidal mudflats, and 0.054 acres of tidal salt marsh below the annual high tide line). Therefore, the total amount of fill proposed by the project is 0.090 acres. To mitigate for the impact of this fill, the project proposes removing the existing bridge pilings and removing the unused portion of the existing bridge abutments and grading the resulting 0.124 acre area to an elevation of 0 feet MLLW for the restoration of tidal slough and tidal mudflat habitat.

As the project involves construction of new bridge approaches and bridge abutments at least partially within the jurisdiction of Monterey County, the project required a coastal development permit from the Monterey County Planning Commission. Following review and approval by the Historic Resources Review Board on September 7, 2000, the Monterey County Planning Commission approved the project on November 15, 2000 (Resolution 00063). Following recommendations made during the HRRB review process, the applicant incorporated certain design modifications into the project plans to improve the aesthetic appearance of the structure and to include a historical context to the site. As a result of this process, construction will include pre-stressed spans with steel trim to reduce the thickness of the overall structure, will have the bottom edges contoured to improve the aesthetic appearance of the structure, will have a "Texas-type" bridge railing, with 4-inch wide vertical openings for increased visual access, and will include a brass plate to be located on the railing describing the history of the bridge site (Exhibit F). Conditions of the County's CDP, designed to assure conformance with LCP and Coastal Act policies have been included in this permit.

As the Sandholdt Road Bridge is the only public access point serving the island, its existence and physical condition are critical to those coastal dependent and coastal related businesses and institutions located on the island. The Negative Declaration prepared for the County DPW by LSA (October 12, 1999) notes that the existing Sandholdt Road bridge crossing is a one-lane, wood pile-supported structure. According to the IS/ND, the existing bridge does not meet current American Association of Safety and Highway Transportation Officials geometric standards for rural roads, current highway capacity structural requirements or Caltrans seismic safety standards.

The proposed demolition and reconstruction of the Sandholdt Road Bridge at Moss Landing is necessary to conduct seismic retrofit of the existing bridge and to bring it into compliance with Federal Highway



Management safety standards, which require two-way access. The project is essential for safe ingress and egress to the island, as well as for the day-to-day activities of the coastal dependant and coastal related operations located on or adjacent to the island and Moss Landing Harbor.

The objectives of the proposed project are to provide long-term access and public safety benefits for coastal dependent and coastal related land use west of the Old Salinas River and Moss Landing Harbor via the Sandholdt Road Bridge, by providing a safer bridge structure that meets current seismic and geometric roadway standards, by providing a more efficient two-way access for both day-to-day and emergency operation, and by providing two bicycle lanes and a five-foot pedestrian sidewalk for improved public access.

C. Standard of Review

A portion of the proposed development would take place within the Old Salinas River Channel and the Moss Landing Harbor, which are both within the Commission's original permit jurisdiction area. In general, original Commission jurisdiction is over existing and former (now filled) tidelands. Lands above mean high tide have been delegated to the Monterey County jurisdiction. The bridge abutments and bridge approaches are located partially or entirely above mean high tide, where the coastal permit authority has been delegated to Monterey County. However, the footing of the bridge abutments and the pilings and span will be constructed within the Commission's original permit jurisdiction.

The standard of review for new development in the Commission's original jurisdiction area is the Coastal Act. The standard of review for new development located within Monterey County's coastal permit jurisdiction is the certified Local Coastal Program (LCP). Monterey County's Certified LCP includes the North County Land Use Plan (LUP) with specific requirements for the Moss Landing Area. The county has determined that the project components within its jurisdiction are consistent with the requirements of the certified LCP. This permit encompasses the balance of the project, located in the Commission's original jurisdiction. Because portions of the project, such as the bridge abutments, span the jurisdictional boundary, and because in numerous respects coastal resource issues demand that the project be understood in its entirety, regardless of jurisdictional boundaries, the following findings, where necessary, discuss portions of the project located beyond the Commission's original jurisdiction area.

E. Issues Discussion

1. Fill in Coastal Waters and Wetlands

Diking, filling or dredging of open coastal waters and wetlands is allowed under the Coastal Act only for very specific limited purposes, as defined by Coastal Act Section 30233, which states that:

Section 30233.

(a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, where there is no



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feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following:

(5) Incidental public service purposes, including but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines..

...(c) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary.

Construction of the new bridge supports (six columns total) will result in the permanent fill of approximately 0.0017 acres of open water and channel bottom. Additionally, construction of the new bridge abutments will result in the permanent fill of approximately 0.088 acres of waters of the United States (including 0.034 acres of tidal slough and tidal mudflats, and 0.054 acres of tidal salt marsh below the annual high tide line). The project also involves the temporary fill of open water and channel bottom habitat for construction of a temporary trestle, which will be removed following completion of the new bridge.

Permissible Use –

The Monterey County Department of Public Works has proposed the bridge replacement project in order to improve public safety of the bridge, which was damaged during the 1989 Loma Prieta earthquake. The fill required for construction of the new bridge is incidental to the improved bridge design and the transportation service provided by the existing bridge. The Commission has determined through past actions that certain bridge seismic retrofit projects constitute “incidental public service purposes” under Section 30233(a)(5). For example, in Application 1-96-71 (Caltrans’ seismic retrofit of the Pudding Creek Bridge in Fort Bragg), the Commission found that “for a public service to be incidental, it must not be the primary part of the project or the impacts must have a temporary duration.” In the present case, the Commission finds the replacement of the one-lane bridge with a wider, two-lane bridge is primarily to provide safe vehicular and pedestrian access to the island, with the public safety purpose of the proposed bridge replacement incidental to the transportation service provided by the existing bridge.

The project provides an “incidental public service” by constructing a bridge that will be less prone to collapse or damage during potential earthquakes, by widening the bridge to two lanes in order to allow for both access to and evacuation of facilities on the island in case of emergency, and by improving the turning radius at each bridge approach to meet AASHTO geometric highway design standards.

Least Environmentally Damaging Feasible Alternative –

The applicant evaluated five different project alternatives, including the proposed project, the no build alternative, seismic retrofit of existing bridge, narrower bridge alternative and a present alignment rebuild alternative. The proposed project (new bridge located 75 feet south of existing bridge) is the least environmentally damaging feasible alternative that accomplishes all project objectives as described in Section 3B, above. The project will result in only minor and in most cases temporary environmental



impacts that, with the implementation of mitigation measures described in the Initial Study and Mitigated Negative Declaration (certified and adopted by the Monterey County Board of Supervisors October 12, 1999), and as conditioned herein, will result in less than significant impacts.

Additionally, the new bridge will be constructed with a total of only six support columns, and will remove the existing bridge and 61 wooden support pilings, which will improve the functional capacity of the estuary and wetland system, as required by Section 30233(c), by reducing the amount of structural impediments to flow and hence improving tidal exchange within the harbor, the Old Salinas River channel and the adjacent fringing tidal salt marsh.

Mitigation Measures

The total amount of fill proposed by the project is 0.090 acres. To mitigate for the impact of this fill, the project proposes removing the existing bridge structure and pilings, and removing the unused portion of the existing bridge abutments. Removal of the unused portion of the existing bridge abutments will result in grading a 0.124-acre area to an elevation of 0 feet for the restoration of tidal wetland. The County's CDP (conditions 28 and 33) requires revegetation of all disturbed areas and all cut and/or fill slopes exposed during construction, using locally adapted, native plant species. This permit similarly requires revegetation of this area using the dominant wetland species in the area, *Salicornia* sp. (pickleweed). It is expected that the restoration plan would include a narrow fringe of wetland plants at the upper tidal limit, with most of the area to be restored to mudflat habitat. An annual monitoring program shall be developed and implemented to measure the results of wetland restoration at this location, for at least five years. The results of annual monitoring shall be submitted to the Executive Director for review and approval and adaptive management measures may be developed as necessary.

Additional mitigation measures, described in the October 1999 Initial Study and Mitigated Negative Declaration, have been incorporated into this permit to ensure that the project adequately protects water quality, marine resources, other biological resources, environmentally sensitive habitats, and archaeological resources.

Conclusion

The project provides an "incidental public service" by improving public safety and access between the mainland and the coastal dependant and coastal related land uses west of the Old Salinas River and Moss Landing Harbor. The project is the least environmentally damaging feasible alternative available that meets all project objectives. Adequate mitigation measures will be provided to minimize adverse environmental effects, and the new bridge construction will enhance the function of wetland and estuarine function by improving tidal exchange within the harbor, the Old Salinas River Channel and the fringing tidal salt marsh. Therefore, the Commission finds that the proposed bridge replacement project (as described in Special Condition 1) is consistent with Coastal Act Section 30233 described above.



2. Marine Resources

Coastal Act Sections 30230 and 30231 require that:

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.

With regards to water quality, Coastal Act Section 30412 (b) states that

Section 30412.

(b) The State Water Resources Control Board and the California regional water quality control boards are the state agencies with primary responsibility for the coordination and control of water quality. ... The commission shall assure that proposed development and local coastal programs shall not frustrate this section. The commission shall not ... modify, adopt conditions, or take any action in conflict with any determination by the State Water Resources Control Board or any California regional water quality control board in matters relating to water quality or the administration of water rights.

Except as provided in this section, nothing herein shall be interpreted in any way either as prohibiting or limiting the commission, local government, or port governing body from exercising the regulatory controls over development pursuant to this division in a manner necessary to carry out this division.

2a. Biological Resources

Marine mammals, fish and seabirds make use of both the aquatic and terrestrial environments provided within and adjacent to the Old Salinas River Channel and Moss Landing Harbor. According to the Initial Study and Mitigated Negative Declaration (IS/MND), species that are listed or are proposed for listing that could occur on the project site are the tidewater goby (federally endangered), California brown pelican (federally and state endangered) and the southern sea otter (federally threatened and California fully protected species).

The biological assessment conducted for the project, however, concludes that the proposed bridge



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construction is not likely to adversely affect the tidewater goby (*Eucyclogobius newberryi*) or the California brown pelican (*Pelecanus occidentalis californicus*). The tidewater goby is unlikely to occur at the site because of strong tidal flows and elevated salinity (between 30 and 33 ppt). The California brown pelican is also not likely to be adversely affected by the project because of the small area of disturbance, the temporary nature of project construction, the species' ability to avoid the area, and the amount of other suitable habitat in the project vicinity. Of the three species mentioned, only the southern sea otter (*Enhydra lutris nereis*) is likely to be adversely affected by the project, since the project will occur in an area of potential foraging habitat. However, because of the small area of disturbance and temporary nature of project construction, and because with the removal of the older bridge and pilings the project will actually reduce the amount of permanent fill located in open water, impacts to the southern sea otter are expected to be minor and temporary in nature.

Mitigation measures have been incorporated into the project to ensure that the southern sea otter is not harmed during construction activities, including having designated monitors on-site during construction to halt any project activity that might result in injury or mortality. The monitors will be allowed to intentionally direct the sea otters away from the construction area by using their physical presence, hand-clapping, herding boards or water hoses if necessary. Use of seal bombs, however, shall not be allowed. The monitors shall be required to record all interactions with the sea otters encountered during project activities, including the approximate number of animals involved, any unusual behavior observed, the response of the sea otters to project activities and the response to the intentional harassment. These mitigation measures have been incorporated as special conditions of this permit to protect marine mammals and shorebirds during construction.

Other animal species of concern mentioned in the IS/MND include bats and swallows. It was determined that the existing bridge does not provide adequate roosting habitat for bats. However, two species of swallows, the barn swallow (*Hirundo rustica*) and the cliff swallow (*Petrochelidon pyrrhonota*), construct mud nests on manmade structures, and have the potential to build nesting colonies on the Sandholdt Road bridge. While no swallows were observed during past site visits, the permit has been conditioned to conduct a pre-construction survey to determine if nests are present. If nests are present, construction activities will not be allowed to disturb the swallows during nesting season, between February 15 and September 1. If construction work can not be completed outside of this time frame, nest removal would require USFWS approval.

No special status plant species known to occur in the general vicinity are expected to be present on the project site, because of the absence of suitable habitats and the extent of disturbance to the site. No coastal dune, coastal scrub or coastal bluff scrub habitats are present on site. Upland vegetation within the project area consists primarily of non-native, annual grasses and broad-leaved, ruderal (weedy) forbs. Pickleweed (*Salicornia virginica*), jaumea (*Jaumea carnosa*) and sand spurrey (*Spergularia marina*) dominate wetland vegetation, located between mean high tide and tidal mudflats. The slough channel bottom and tidal mudflats include diatoms and marine algae, but are devoid of vascular plants. According to the Marine Resources report included in the IS/MND, no eelgrass beds have been observed in the project area. Eelgrass beds have been mapped near the mouth of Elkhorn Slough and are known to



exist within Moro Cojo Slough southeast of the Harbor.

As described above, the project will result in the permanent fill of approximately 0.09 acres due to the placement of new pilings and bridge abutments in the Old Salinas River Channel. This includes approximately .0017 acres for the bridge pilings and 0.088 acres for the bridge abutments. Fill for the bridge abutments will cover approximately 0.054 acres of tidal marsh and 0.034 acres of open water habitat. The new bridge will also result in the permanent shading of about 0.28 acres of open water habitat. However, the organisms inhabiting the channel can migrate in or out of the shaded area as necessary, and so are not expected to be affected by the impacts of shading. As the project also includes the removal of the old bridge abutments on the east and west side of the channel, it will restore a 0.124 acre area to wetland by grading the area to 0 ft elevation. The project has been conditioned to require that this area be revegetated with locally adapted native wetland plant species.

Therefore, as conditioned to insure that southern sea otters and nesting swallows are not harmed by construction activities, and by requiring wetland restoration be conducted in the area of the old bridge abutments, the project shall be in compliance with Coastal Act Sections 30230 and 30231 to protect marine and biological resources.

2b. Water Quality

Major concerns have been raised throughout the years regarding pesticides, heavy metal, and other toxic materials that may be present in the sediments of the Salinas River and network of sloughs in the Elkhorn Slough complex. DDT, toxaphene, dieldrin, endrin, aldrin, and endosulfan are major persistent pesticides that have historically been used for agricultural operations throughout the Salinas Valley. With the exception of endosulfan these chemicals have now been banned for use in California. They are insoluble in water but highly soluble in lipids or animal fatty tissue where they tend to concentrate.

Studies undertaken to examine water quality (AMBAG 1992) suggests that though previously banned, these persistent organochlorine pesticides are still present in agricultural fields and are absorbed to fine grained sediments leaving the fields, thereby finding their way as suspended sediments in surface water bodies. These contaminated sediments enter the Salinas River system by runoff, percolation, and wind transport where they are passed through the food chain via bioaccumulation.

Agricultural runoff and the by-products of boating and industrial uses have also more directly affected water quality in the Harbor. Additionally, every storm or any project involving disturbance of sediments in the drainage area of the Old Salinas River Channel and its main tributary, Tembladero Slough, is a contributor of contaminants to Moss Landing Harbor and ultimately to the Monterey Bay National Marine Sanctuary.

Federal channel sediments were initially found to be contaminated in 1993 and most of the inner harbor dredging was postponed till appropriate upland facilities could be developed. The USEPA (5/31/99) reviewed sediment testing data provided by the USACOE (including a two volume report titled *Chemical Analysis, Toxicity Evaluation and Bioaccumulation Exposure of Sediments from Moss Landing Harbor for Fiscal Year 1998 Maintenance Dredging*, dated February 1999, by ToxScan, Inc),



and determined that none of the Inner Harbor Federal Channel dredged material was suitable for unconfined aquatic disposal ...

“...due to a combination of significant acute toxicity to sensitive marine organisms... and significant bioaccumulation of DDT compounds in tissues of marine organisms exposed to sediments from all of the [federal channel] areas. (Consequently, the USEPA supports the use of an upland rehandling and disposal site for disposing of any unsuitable materials dredged in the Harbor.)”

Additionally, some of the materials dredged from the south harbor closest to the Sandholdt Bridge during the year 200 dredging event were required to be disposed of at a confined upland disposal site because of high levels of contaminants.

Therefore, to ensure that water quality in the Old Salinas River Channel, the Moss Landing Harbor and the Monterey Bay National Marine Sanctuary is protected, the project has been conditioned to require adequate water quality protection measures. These measures include using silt curtains across the channel at the project construction limits, and testing the sediments removed during construction and bridge removal. All sediments removed shall be sampled and analyzed to determine the appropriate location for disposal. All materials removed from the site, including excavated sediments, may be disposed only at a site approved to accept such material.

As conditioned, the project will include measures and monitoring protocols to ensure protection of water quality and marine resources in Moss Landing Harbor and so will be in conformance with Sections 30230 through 30233 of the Coastal Act.

3. Environmentally Sensitive Habitats

Coastal Act Section 30240 requires that:

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.

Section 30240(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.

Environmentally sensitive habitats are areas in which plant or animal life or their habitats are rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments (Coastal Act Section 30107.5; and Monterey County LCP, 1982). Environmentally sensitive habitats within the project area include the waters of the Old Salinas River Channel, the fringing tidal wetlands and tidal mudflats lining the channel. Other environmentally sensitive habitat areas adjacent to the project area include the beach and



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dune areas of the Salinas River State Beach southwest of the bridge.

The south harbor area itself has been heavily used by commercial and recreational boaters since its construction in the mid 1940's and as such has very little fringing salt marsh or environmentally sensitive habitat other than the degraded benthic invertebrate communities that may exist. Additionally, the high level of disturbance in the project vicinity is associated with the commercial buildings, parking lots, roadway and placement of fill and equipment storage in the open space area southeast of the existing bridge.

In general, development activities that are not resource dependent or that would result in the significant disruption of habitat values are not allowed in environmentally sensitive habitat areas (Coastal Act Section 30240). Further guidance is provided by Coastal Act Section 30255, which specifies that even coastal-dependent development shall not be sited in a wetland except as provided elsewhere in the Coastal Act. The applicable exception is found in Coastal Act Section 30233, which allows fill in wetlands and open coastal waters for the purpose of providing incidental public services. As described in Finding E1 above, the proposed project qualifies as an allowable use consistent with Section 30233, and provides adequate mitigation for impacts to wetland habitat. The project is a coastal-dependant development in that a bridge crossing required for transportation across the Old Salinas River Channel is required to be located in and adjacent to the Old Salinas River Channel.

The project limits may temporarily impact a small number of existing parking spaces adjacent to the northeast and southwest corners of the project site. The affected area includes the public parking facilities belonging to the Salinas River State Beach and the Moss Landing Harbor. While the small areas occupied will be restored following completion of the project, both of these areas will continue to be accessible to the public for the recreational use. Additionally, construction related activities will be sited and designed to prevent impacts which would significantly degrade these areas. Fencing material will be used to mark all dune areas adjacent to the Salinas River State Beach parking lot and no construction workers or construction activities will be allowed in these protected dune areas. Similarly, project related equipment, vehicles and/or materials will not be allowed to be stored or operated on unpaved areas west of the channel. All construction equipment will be required to conform to sound control requirements and will be located as far as possible from sensitive receptor locations. These measures will ensure that the project will be compatible with the continuance of recreational use of these areas and the habitat use of the adjacent beach and dune areas.

Therefore, as designed to minimize impacts to the fringing saltmarsh wetlands and to mitigate for the construction of new bridge abutments, no significant disruption of environmentally sensitive habitat will result. Mitigation measures have also been included to insure that temporary construction activities will be compatible with the continued habitat and recreational use of adjacent areas and are sited and designed so they will not significantly degrade these areas. Therefore, the project is in compliance with Coastal Act Section 30240 and 30255.

4. Community Character and Visual Resources



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Coastal Act Section 30251 requires that:

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.

Moss Landing Harbor is located on the scenic shoreline of Monterey Bay, behind sandy peninsulas (sand spits) on both sides of the harbor entrance. The northern spit includes the low-lying dunes within Moss Landing State Beach. The southern spit is densely developed with commercial fishing facilities, boatyards, marine research support facilities, a fish market and restaurant, tavern, warehouses, and a few residential structures. On the east side of Highway 1 are the massive industrial buildings of the Duke Energy power plant and other industrial structures. The visual resource that appears to attract the most public attention in the Moss Landing Harbor area is the developed "harborscape" itself, with its great variety of pilings, piers, docks, weathered wooden buildings, and its many different vessels of all descriptions.

The Sandholdt Road Bridge is located seaward of Highway 1 and provides an excellent vantage point for views north into the south harbor, and south to the wetlands and open coastal waters of the Old Salinas River. In addition to public views from the bridge, scenic harbor vistas are enjoyed from water level by a substantial number of recreational visitors that use the bridge to access Moss Landing State Beach and the visitor serving facilities on the "island". This user group would include visitors at the State Beach, commercial and recreational boaters, students, faculty and visitors of the Moss Landing Marine Lab and MBARI facilities and patrons to the restaurants and marine industry facilities on the "island."

The existing one-lane is 281 feet long and 14 feet wide, with no sidewalks or bicycle lanes. According to historical evaluation of the site, conducted by the applicants consultant LSA, no records exist regarding the original construction of the existing bridge. However, the earliest aerial photographs of the Moss Landing taken between 1937 and 1942, show the existence of a bridge crossing the old Salinas River course. According to the Cultural Resources Report included in the IS/MND, a new deck was constructed on the bridge in 1949, and includes the following description of the existing bridge, as taken from the Dokken Engineering 1988 report:

The deck is made of 18 pre-cast concrete sections. The sections adjacent to the abutments are 23'-3" long and the sections over the piers are 29'8" long. There is a construction joint in the center of the structure. The structure has 17 spans of approximately 16' each. Each of the piers are made with a timber pier cap, three timber piles, and timber cross braces. Abutment 18 was damaged during the 1989 earthquake. It was replaced with a concrete diaphragm type abutment. The structure is mostly on a straight stretch of road with normal abutments and



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bents. The approaches on both sides have two sharp curves... Maintenance records indicate that the timber piles may all have core rot...

Conclusions of the cultural resources study indicate that the Sandholdt Road Bridge does not appear to be eligible for inclusion in the National Register under any of the criteria used for making such a determination, noting that:

... [the bridge] is not associated with events that have made a significant contribution to the broad patterns of our history... the bridge is not associated with the lives of persons significant in our past... bridge architecture does not embody the distinctive characteristics of a type, period or method of construction, nor does it represent the work of a master, nor does it possess high artistic values, nor does it represent a distinguishable entity whose components may lack individual distinction...[and] the bridge has not yielded, nor is it likely to yield information important in history.

The proposed bridge replacement is intended to support coastal-dependent uses located on the island, and provides an integral transportation route for access to the island. Therefore the project has a high priority under the Coastal Act. Following recommendations made during the HRRB review process, the applicant incorporated certain design modifications into the project plans to improve the aesthetic appearance of the structure and to include a historical context to the site. As a result of this process, construction will include pre-stressed spans with steel trim to reduce the thickness of the overall structure, will have the bottom edges contoured to improve the aesthetic appearance of the structure, will have a "Texas-type" bridge railing, with 4-inch wide vertical openings for increased visual access, and will include a brass plate to be located on the railing describing the history of the bridge site.

Therefore, given the temporary construction impacts, removal of the original bridge and support piers, and revised design that improves the aesthetic appearance of the bridge and hand railings, the project will not significantly alter scenic public views at Moss Landing Harbor. Therefore, the Commission finds that this project is consistent with Section 30251 of the Coastal Act.

5. Geologic and Flood Hazards

Section 30253. 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.*

The geologic setting of the project site is described in the Initial study/Mitigated Negative Declaration and the Geotechnical Engineering Investigation Report, dated May 20000 prepared by Parikh



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Consultants. According to the geotechnical report, the general site geology is comprised of artificial fill overlying basin deposits. Basin deposits consist of unconsolidated plastic clay and silty clay containing much organic material with interbedded thin layers of silt and silty sand, which were deposited in a variety of environments including estuarine lagoon, tidal flat, marsh-filled slough, flood basin and lake environments.

According to the IS/MND, the project is located in a seismically active area with faults located to the south and the east, and the area has a known potential for liquefaction. However, as the project consists of replacing a seismically deficient bridge with a new bridge built to current seismic standards, the project is expected to reduce the risk to life and property in this area. The geotechnical report provides findings and design recommendations based on the potential for liquefaction during a seismic shaking event. The replacement bridge has also been designed for the 100-year flood condition and the invert elevation of the replacement bridge will be 8 feet NGVD, which will allow 4 feet of vertical clearance above average mean high water and a 2-foot clearance during the 100-year flood condition. Based on the preliminary hydraulic analysis performed for the project by Norman S Braithwaite, Inc., base flood elevations, considering both tidal and riverine conditions for the most probable 100-year water surface elevation at Sandholdt Bridge is 6 feet NGVD.

Other than rip-rap placed at the base of the bridge abutments to protect them from shoreline erosion, the project will not require the construction of protective devices that would substantially alter natural landforms. Removal of the old bridge abutments will also be conducted as mitigation for construction of the new abutments and will restore a more natural shoreline configuration to the existing bridge area.

As the project has been designed to minimize the risk to life and property in a high geologic and flood hazard area, and shall restore the natural landform character to the existing bridge area, the Commission finds that the project is consistent with Coastal Act policy 30253.

6. Public Access and Recreation

Coastal Act Section 30604(c) requires that every coastal development permit issued for any development between the nearest public road and the sea includes a specific finding that the development is in conformance with the public access and recreation policies of Chapter 3 of the Coastal Act. The proposed project is located seaward of the first public through road, State Highway Route 1.

Coastal Act Sections 30210 and 30213 specifically protect public access and recreation. In particular:

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.

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



Additional Coastal Act policies that provide for maximizing public access and recreational opportunities include Section 30251 regarding the protection of scenic views (see Visual Resources finding above) and those policies which address recreational boating access. Specifically, Section 30234 of the Coastal Act provides that facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. Section 30234.5 states that the economic, commercial, and recreational importance of fishing activities shall be recognized and protected. Thus, commercial and recreational boating and fishing are Coastal Act priority uses.

Moss Landing Harbor provides public access and recreational opportunities of regional and Statewide significance. Boat launching and berthing facilities, two kayak rental companies, Elkhorn Slough and Monterey Bay tours are all available here. Fishing, harbor-side dining, nature observation and similar pursuits are available at the harbor, while beachcombing, shopping and camping are available at adjacent areas. Entry to the Salinas River State Beach is free, and many other opportunities such as boat launching and dining are definitely in the affordable end of the range. The proposed seismic retrofit project will strongly benefit public access and recreation, in two ways: 1) by maintaining two way access between the "island" and the "mainland" at all times, and, 2) by providing both bicycle lanes and a pedestrian walkway across the bridge. Four-foot wide bicycle lanes will be located on each side of the bridge and a five-foot pedestrian sidewalk will be located on the north side of the bridge.

As described in Section E3 above, construction activities southwest and northeast of the bridge will temporarily impact a small number of public parking spaces at the State Beach and Harbor district parking lots. However, this impact will be of limited duration and the parking areas will be restored following construction.

In conclusion, replacement of Sandholdt Road Bridge is necessary to protect Coastal Act priority coastal dependent uses.

The project will increase the public access and recreational opportunities in the project area by including bicycle lanes and a pedestrian sidewalk on the new bridge. The project also improves the vehicular access across the bridge by replacing the existing one-lane bridge with a two-lane bridge for bi-directional traffic circulation across the new bridge. The new bridge has been designed to meet seismic safety standards and geometric standards and so will improve the safety of both pedestrians and motorists travelling to and from the island west of the harbor. The project provides for improved public safety and increased public access and recreational opportunities consistent with Coastal Act Sections 30210 and 30213. Therefore, as conditioned to restore parking areas temporarily disturbed during construction, the proposed project will maximize public access and recreational opportunities consistent with policies of the Coastal Act.

8. LCP Planning Process

The Moss Landing Harbor lies within the North County segment of the Monterey County Local Coastal Program (LCP). The LCP includes the North County Land Use Plan (LUP), which incorporates the



Moss Landing Community Plan, and the Coastal Implementation Plan sections that apply to this area. This coastal development permit covers only those portions of the project within the Commission's original jurisdiction, i.e., construction of the bridge abutment footings and portions of the bridge located in or across the Old Salinas River Channel. Within the Commission's original jurisdiction, the policies of the Coastal Act rather than the LCP are the standard of review for development projects. Nonetheless, the LCP remains useful in an advisory capacity, to provide appropriate context for land use decisions, and to provide consistency between original and delegated areas of coastal zone jurisdiction.

A review of the applicable policies does not reveal any conflicts between the proposed project and the LCP. The LCP policies reflect Coastal Act protection of coastal dependent commercial and recreational boating and allow for the possible replacement of the Sandholdt Road Bridge. The LCP recognizes the expense and difficulties of retaining the existing one-lane bridge at the existing location, and indicates that bridge replacement would probably not be able to be accomplished without federal funding assistance. The LCP notes that without some form of outside funding, the costs associated with maintenance of the existing bridge could put such pressures on public funding the County could be forced to abandon the bridge crossing. It also states that if the existing bridge were abandoned, new access would need to be provided to the island, consistent with LCP policies. The Monterey County Planning Commission has found that the project is consistent with LCP policies and has approved a coastal development permit for the replacement bridge.

Additionally, the proposed project, as conditioned by this permit, will conform with Chapter 3 of the California Coastal Act and will not prejudice the ability of the local government to implement a Local Coastal Program that conforms to Chapter 3 of the Coastal Act.

9. 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 effects the activity may have on the environment.

The Monterey County Department of Public Works addressed the CEQA requirement by filing an Initial Study and Mitigated Negative Declaration (IS/MND) for the project. The Monterey County Board of Supervisors certified the IS/MND on October 12, 1999. Mitigation measures provided in the IS/MND document and developed during the planning process will reduce or eliminate all potential impacts to less than significant levels.

Beyond this, the Secretary of Resources has certified the Coastal Commission's review and analysis of land use proposals as being the functional equivalent of environmental review under CEQA. In the course of the Commission's application review, several potential environmental impacts were identified and are discussed in this staff report. These included, but are not limited to, potential water quality



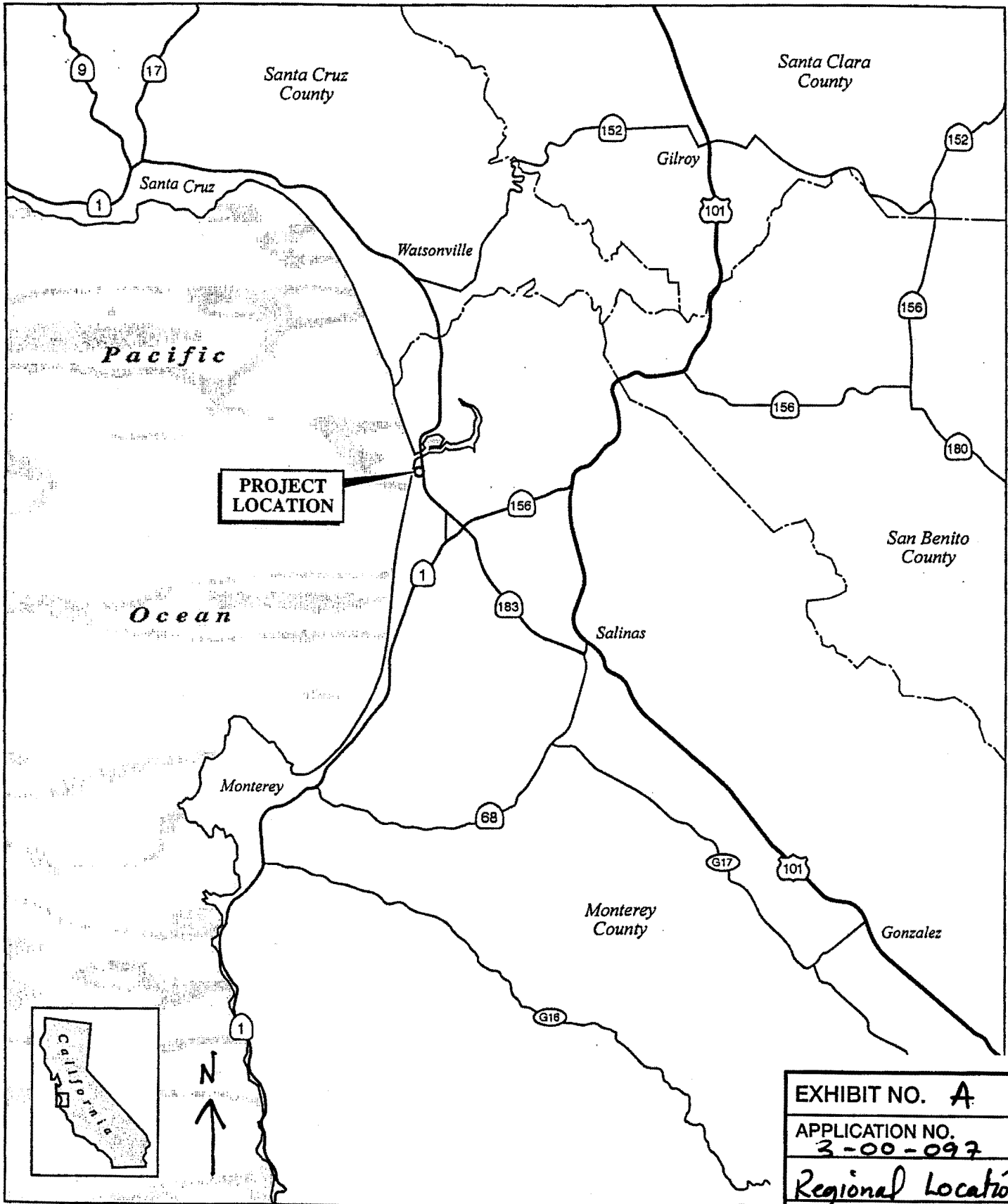
3-99-097 Staff Report: Regular Calendar

Sandholdt Road Bridge Replacement

Page 27

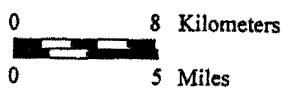
impacts, potential for harm to southern sea otters, and the temporary displacement of a small amount of public parking. However, appropriate measures have been identified to avoid or mitigate such impacts, and are incorporated in the conditions attached to this permit. Accordingly, the Commission finds that, as conditioned by this permit, the proposed project not have any significant adverse effects on the environment within the meaning of CEQA.



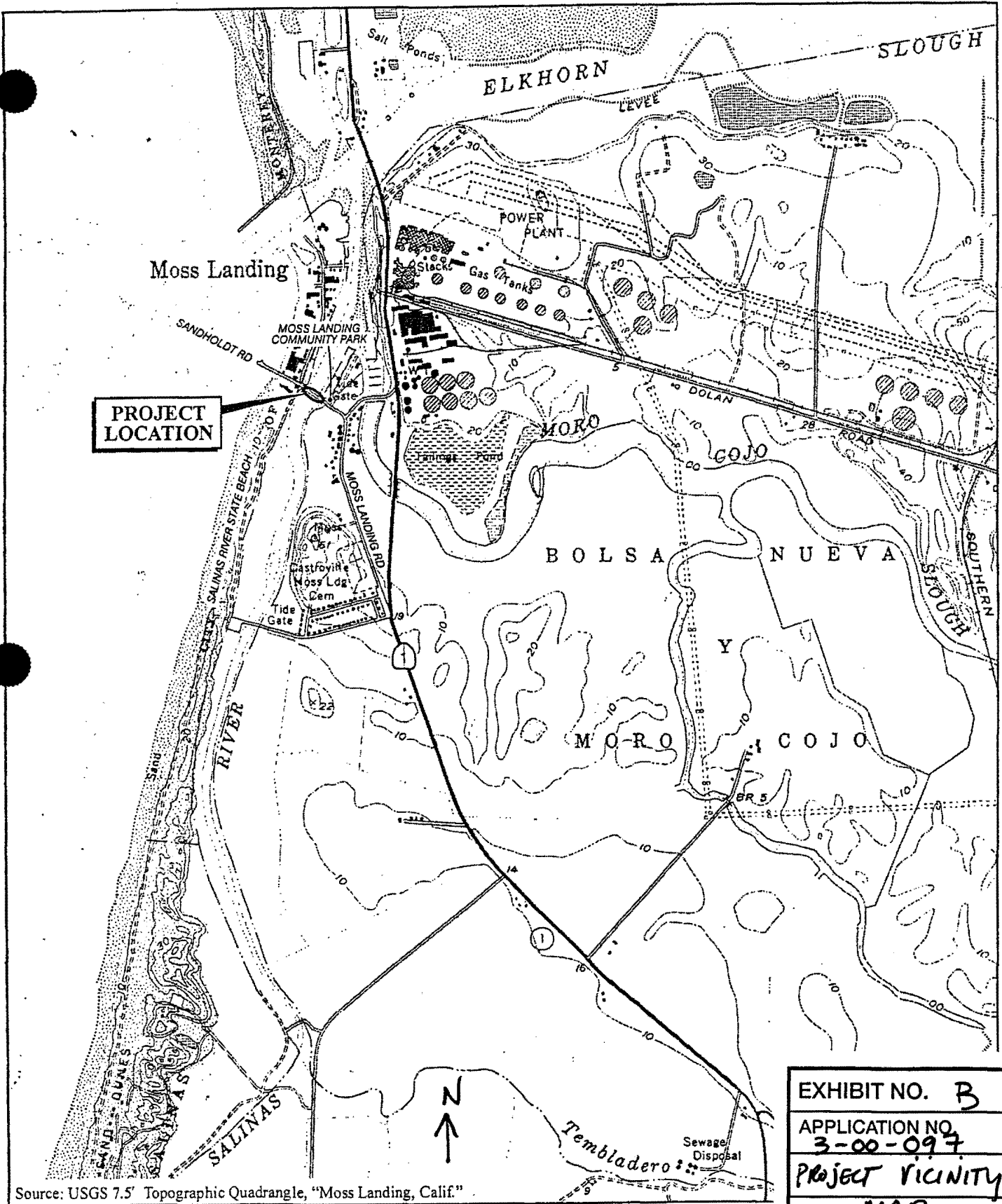


3/26/99 (DEC732B)

EXHIBIT NO. A
APPLICATION NO. 3-00-097
<i>Regional Location</i> <i>Map</i>
California Coastal Commission



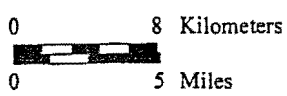
Regional Location
 Monterey County Bridge Replacement
 Sandholdt Road Bridge over Moss Landing Slough
 County Bridge # 112; State Bridge #44C-108
 05-MON-0



Source: USGS 7.5' Topographic Quadrangle, "Moss Landing, Calif."

23/99(DEC732B)

EXHIBIT NO. B
APPLICATION NO. 3-00-097
PROJECT VICINITY
MAP
California Coastal Commission



Project Location
Monterey County Bridge Replacement
Sandholdt Road Bridge over Moss Landing Slough
 County Bridge # 112; State Bridge #44C-108
 05-MON-0



EXHIBIT NO. C 142
APPLICATION NO. 3-00-097
Aerial Photos of Project Vicinity
California Coastal Commission

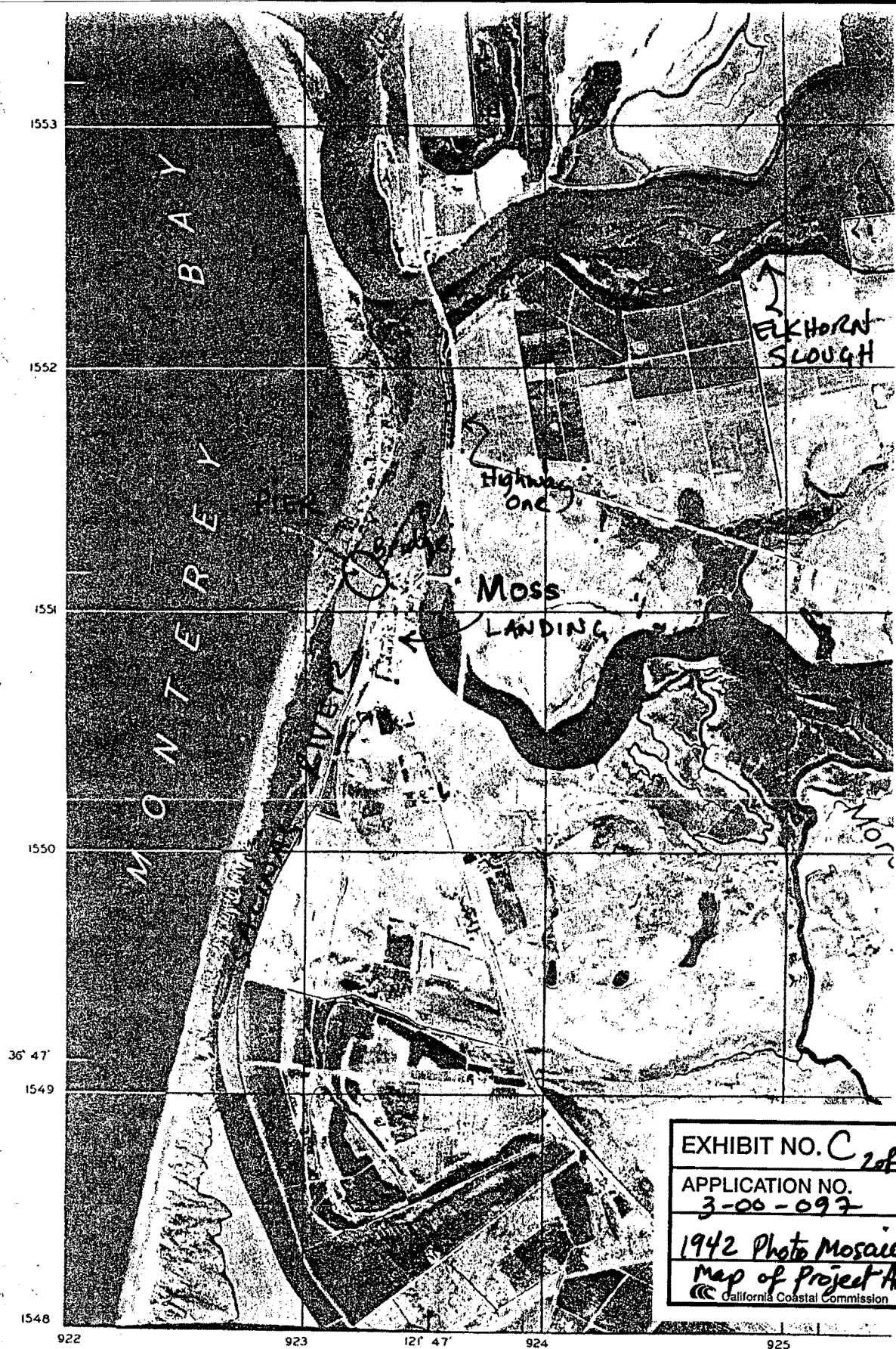


EXHIBIT NO. C <i>2 of 2</i>
APPLICATION NO. 3-00-097
1942 Photo Mosaic Map of Project Area California Coastal Commission

Prepared under the direction of The Engineer, Ninth Service Command
 Controlled mosaic by U.S. Department of Agriculture,
 Western Division Laboratory - AAA 1942.
 Control by U.S.C. & G.S. and U.S.G.S.
 Aerial photography by U.S. Army 1941 & 1942 and
 Fairchild Aerial Surveys, Inc. 1937 & 1939.
 Polyconic Projection, North American Datum of 1927.

War Department,
 US Army Corps of Engineers
 Photo Map, Monterey County
 1942. No. 71-28

ONE THOUSAND YARD GRID
 MAPS IN THE U.S.: ZONE
 (THE LAST THREE DIGIT)

15.C3 M57
 1942

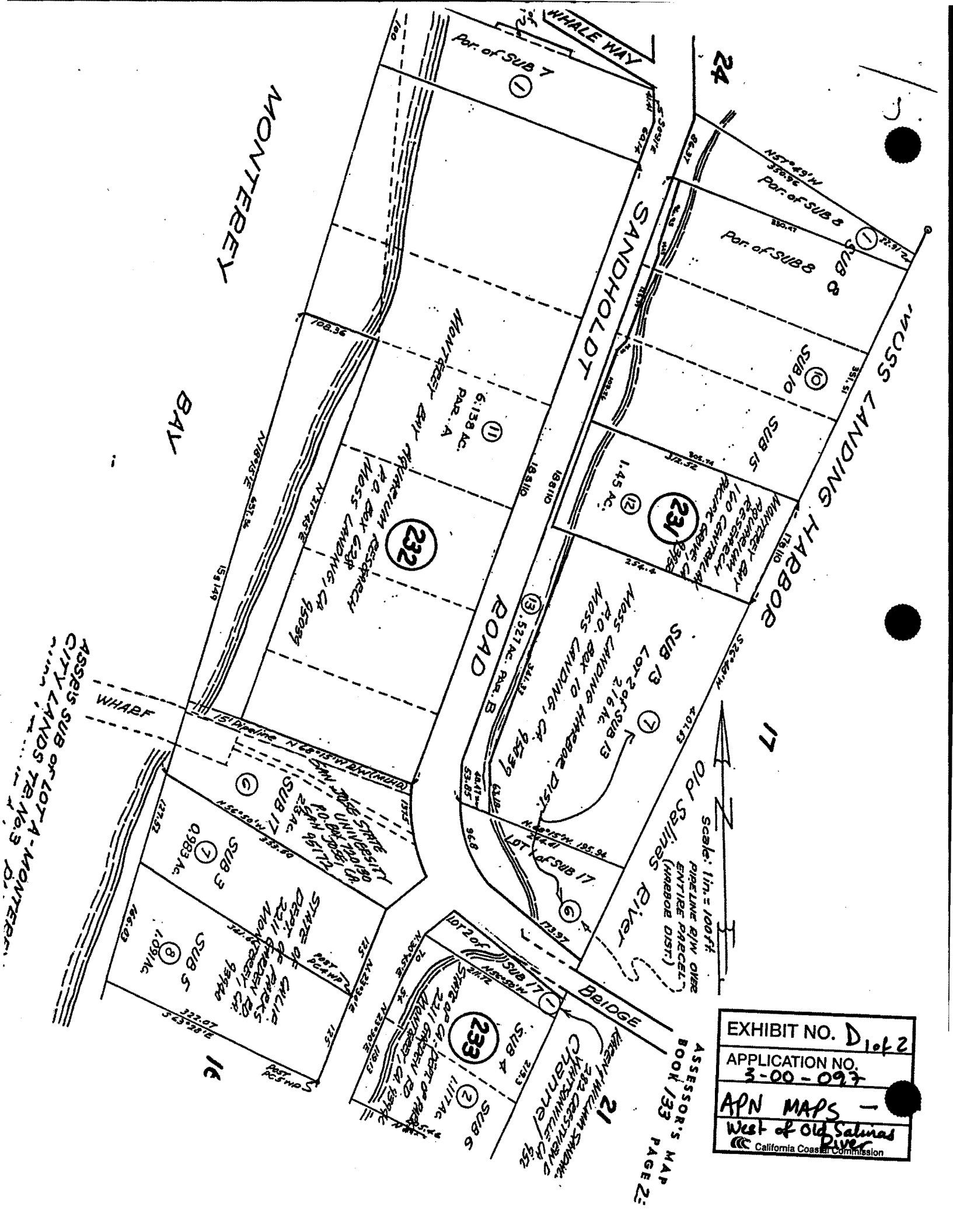


EXHIBIT NO. D102
 APPLICATION NO.
 3-00-097
 APN MAPS -
 West of Old Salinas River
 California Coastal Commission

ASSESSOR'S MAP
 BOOK 133 PAGE 2

AGENT WILLIAM SHANKS
 282 CRESTVIEW DR
 WHEATSBURY, CA 95707
 21

ASSESS SUB OF LOT A - MONTEREY
 CITY LANDS TR. NO. 3 D.

MONTEREY

BAY

SANDHOLDT

ROAD

WHARF

BRIDGE

Old Salinas River
 PIPELINE B/W OVER
 ENTIRE PARCEL
 (HARBOR DIST.)

MONTEREY BAY
 AQUARIUM RESERVE
 Moss Landing, CA
 95039

SUB 3
 0.983 AC

SUB 5
 1.081 AC

SUB 11
 6.138 AC
 PAR. A

232

231

233

SUB 4
 2.033

SUB 6
 1.117 AC

SUB 12
 1.45 AC

SUB 13
 Lot 2 of SUB 13
 2.16 AC

SUB 17
 Lot 1 of SUB 17

SUB 17
 Lot 2 of SUB 17

SUB 17
 Lot 3 of SUB 17

SUB 17
 Lot 4 of SUB 17

SUB 17
 Lot 5 of SUB 17

SUB 17
 Lot 6 of SUB 17

SUB 17
 Lot 7 of SUB 17

SUB 17
 Lot 8 of SUB 17

SUB 17
 Lot 9 of SUB 17

SUB 17
 Lot 10 of SUB 17

Scale: 1 in. = 100 FT

North Arrow

SECTION 17

SECTION 24

SECTION 16

SECTION 15

SECTION 8

SECTION 7

SECTION 1

MONTEREY BAY
 SANDHOLDT
 WHARF
 BRIDGE
 Old Salinas River
 MONTEREY BAY AQUARIUM RESERVE
 Moss Landing, CA
 95039

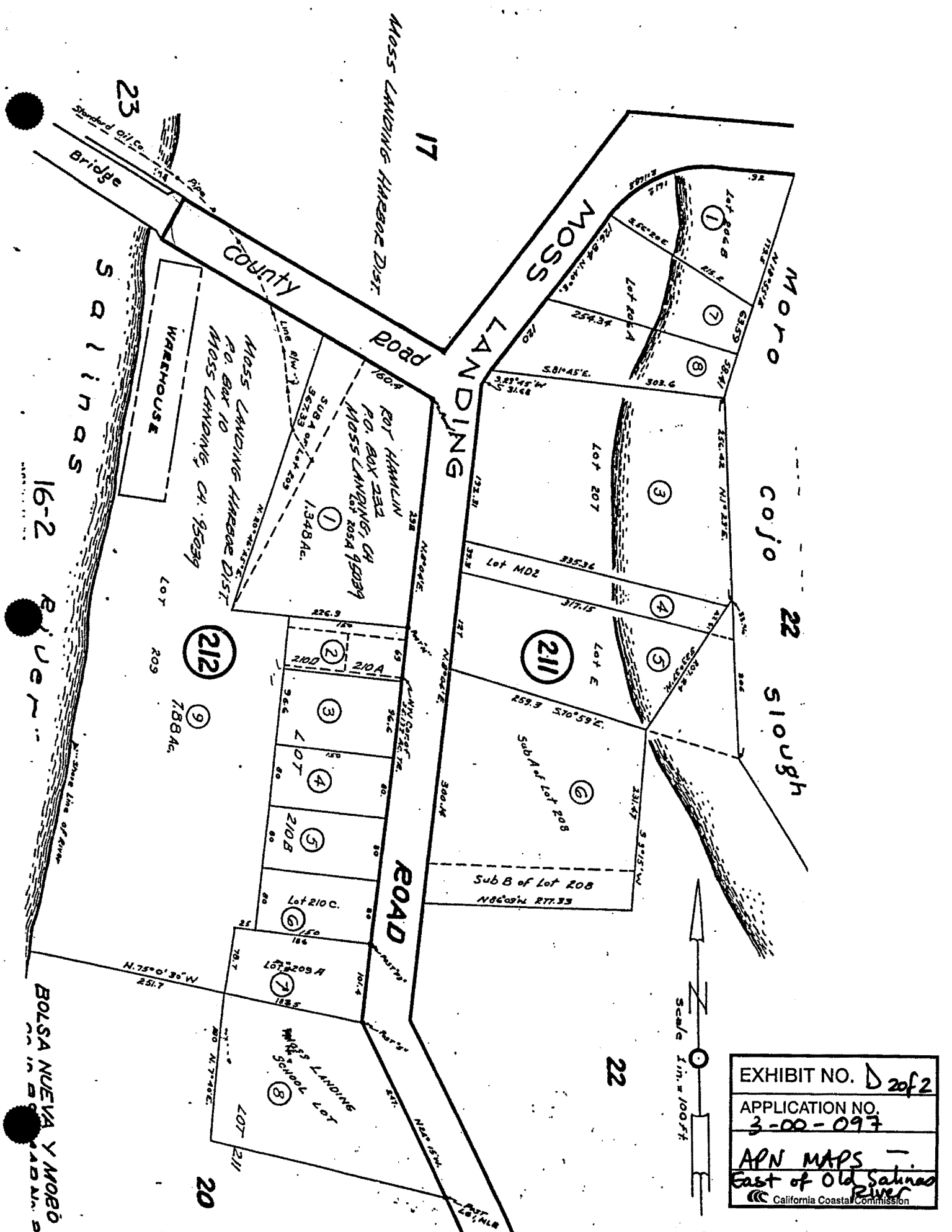


EXHIBIT NO. D 2 of 2
 APPLICATION NO.
 3-00-097
 APN MAPS -
 East of Old Salinas River
 California Coastal Commission

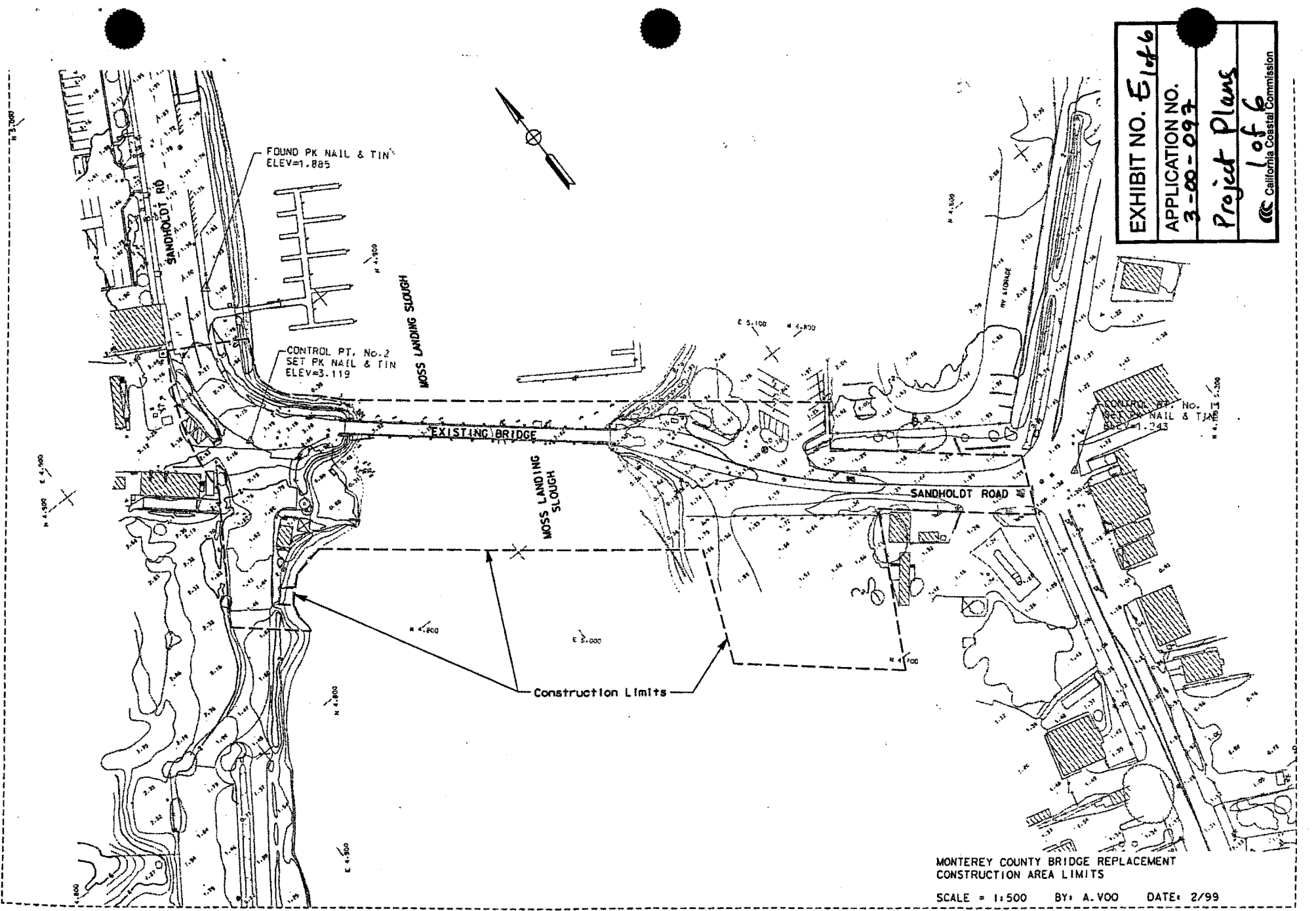


EXHIBIT NO. E 1 of 6
APPLICATION NO. 3-00-097
Project Plans
1 of 6
California Coastal Commission

MONTEREY COUNTY BRIDGE REPLACEMENT
CONSTRUCTION AREA LIMITS

SCALE = 1:500 BY: A.VOO DATE: 2/99

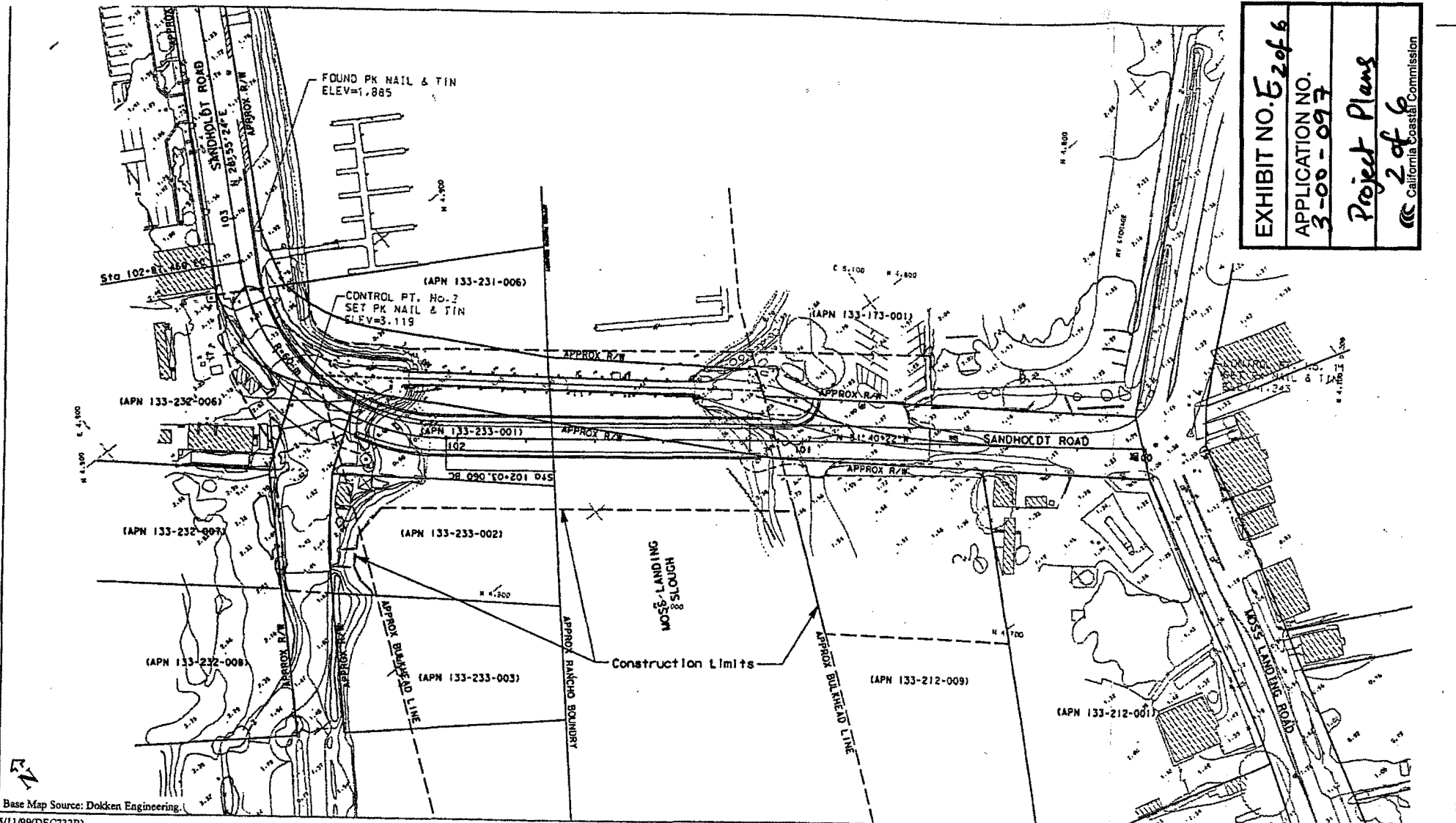
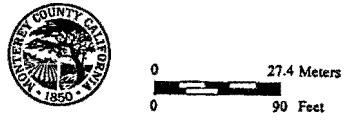
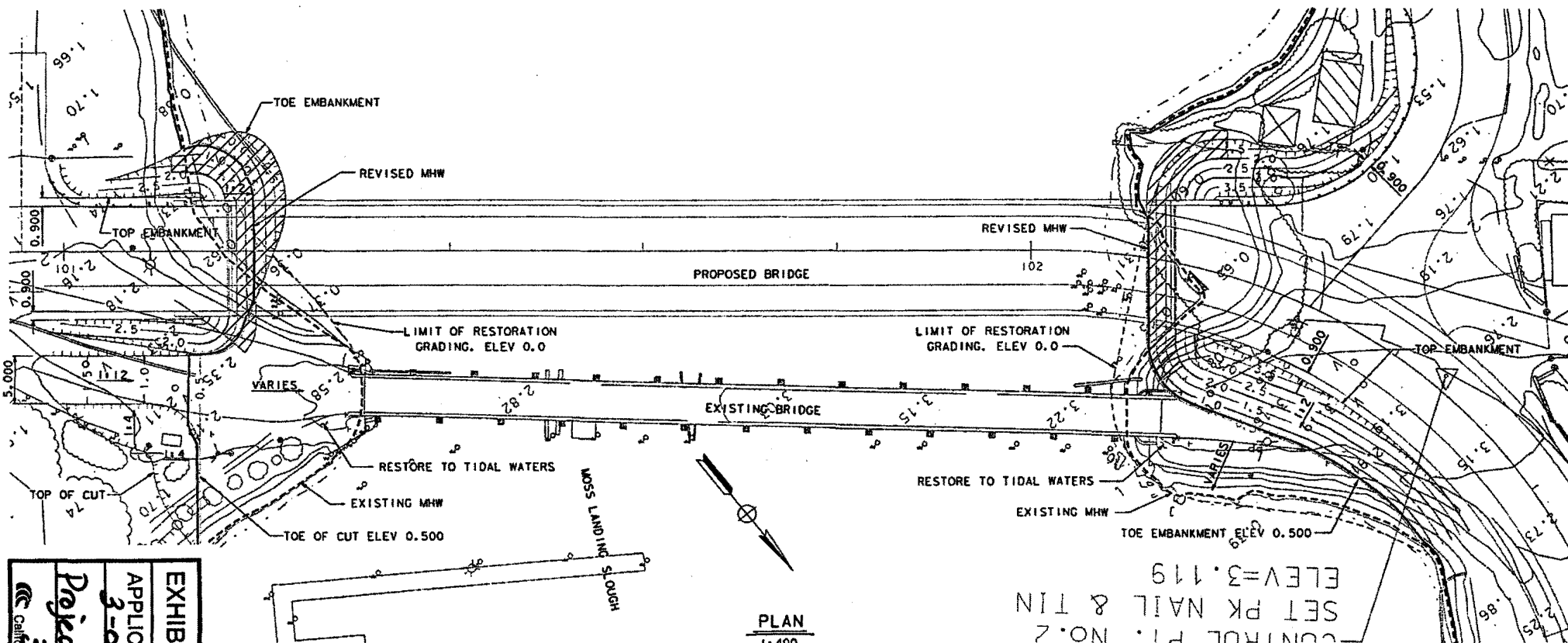


EXHIBIT NO. 5 of 6
APPLICATION NO.
3-00-097
Project Plans
2 of 6
 California Coastal Commission

Figure 3

Proposed Improvement Plan
 Monterey County Bridge Replacement
 Sandholdt Road Bridge over Moss Landing Slough
 County Bridge # 112; State Bridge #44C-108
 05-MON-0





CONTROL P.I. NO. 2
 SET PK NAIL & TIN
 ELEV=3.119

EXHIBIT NO. E 3011
 APPLICATION NO. 3-00-097
 Project Plans
 3 of 6
 California Coastal Commission



DOKKEN
 ENGINEERING
 120 Central Avenue
 San Francisco, CA 94107
 (415) 771-1101

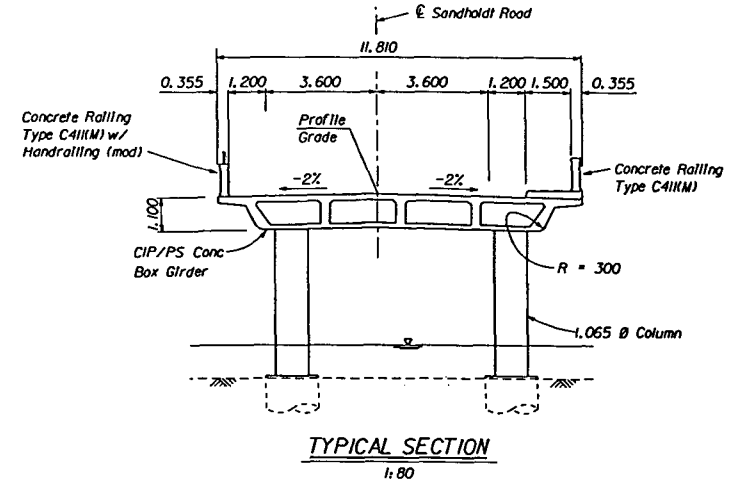
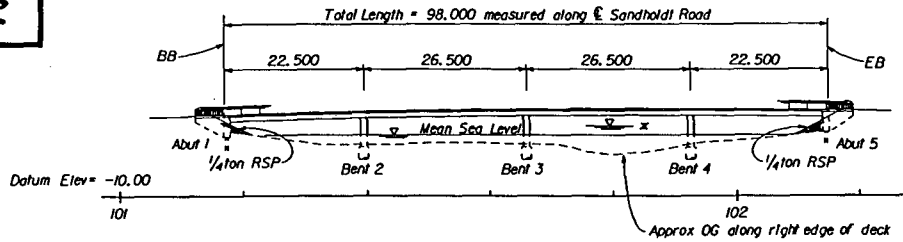
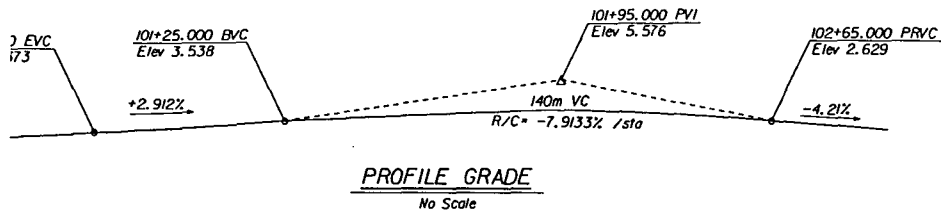
LEGEND
 - - - - - EXISTING MHW
 ——— REVISED MHW (AFTER GRADING)
 MHW IS ELEVATION 0.6 METERS



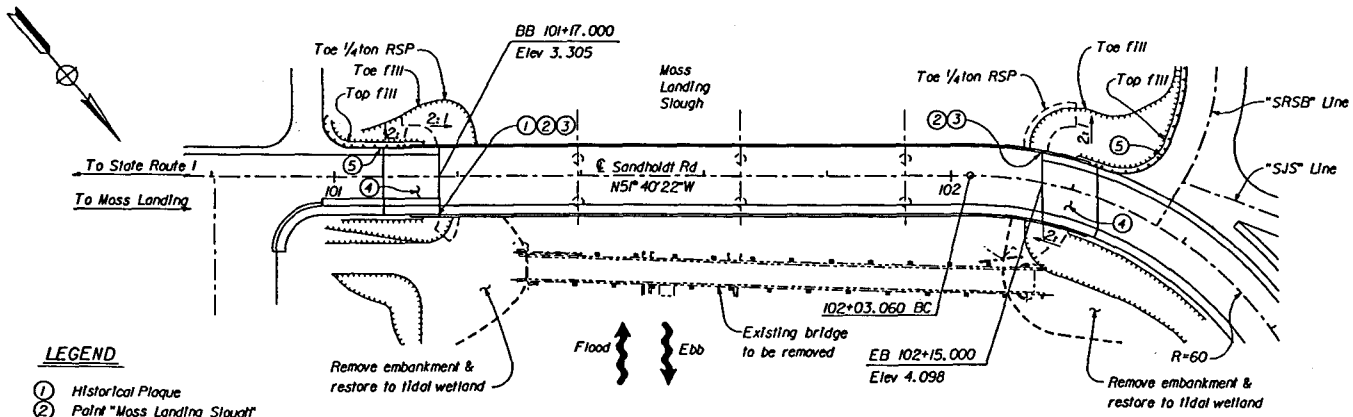
MONTEREY COUNTY PUBLIC WORKS
 BRIDGE DESIGN
 312 EAST ALISAL STREET
 SALINAS, CALIFORNIA 93901
 (831) 755-4800/FAX 755-4954

MEAN HIGH WATER SANDHOLDT ROAD BRIDGE OVER MOSS LANDING SLOUGH County NO. 112, State No. 44C-108		DATE	DWG. NO.	SHEET
SCALE	CONTRACT NO.	98010		OF

EXHIBIT NO. E496
APPLICATION NO. 3-00-097
Project Plans
 California Coastal Commission



ELEVATION 1:400 * For Hydrologic and Tide Summary see "Foundation Plan" sheet.



- LEGEND**
- ① Historical Plaque
 - ② Point "Mass Landing Slough"
 - ③ Point "Br. No. 44C-108" and year constructed
 - ④ Structure Approach Type N19D) mod
 - ⑤ MBGR, see "Road Plans"
 - Denotes exist bridge

CURVE DATA

$R = 60m$
 $\Delta = 80^\circ 35' 46''$
 $T = 84.400m$
 $L = 50.880m$

Notes:
 All dimensions are in meters unless otherwise shown.
 For Pile Data Table, see "Foundation Plan" sheet.

Submitted by	Design Engineer	CHECKED BY
DESIGN BY	Project Engineer	CHECKED BY
DRAWN BY		CHECKED BY
SPECIFICATIONS WRITTEN BY		CHECKED BY
Approved/Recommended by	Senior Project Engineer	

DOKKEN ENGINEERING

2054 Blvd Canal Drive
 Redondo Beach, CA 90576
 (310) 856-0942

MONTEREY COUNTY PUBLIC WORKS

BRIDGE DESIGN

312 EAST ALISAL STREET
 SALINAS, CALIFORNIA 93901
 (408) 755-4888/FAK 755-4958

GENERAL PLAN SANDHOLDT ROAD BRIDGE OVER MOSS LANDING SLOUGH			
County No. 112, State No. 44C-108			
DATE	DWG. NO.	DWG. NO.	SHEET
SCALE	CONTRACT NO.	VIEW: PS/PLANS	1
As Noted		XXXXXX	OF X

HYDROLOGIC SUMMARY

DRAINAGE AREA: 405 square kilometers

FREQUENCY (years)	50
DISCHARGE (Cubic meters per second)	113
WATER SURFACE (Elevation at bridge)	1.83

Flood plain data are based upon information available when the plans were prepared and are shown to meet Federal requirements. The accuracy of said information is not warranted by the State, County, or consultants and interested or affected parties should make their own investigations.

TIDE SUMMARY

Extreme High Water Level*	+1.67
Mean Higher High Water (MHHW)	+0.83
Mean High Water (MHW)	+0.61
Mean Tide Level (MTL)	+0.07
Mean Lower Low Water (MLLW)	-0.79
Extreme Low Water Level*	-1.66

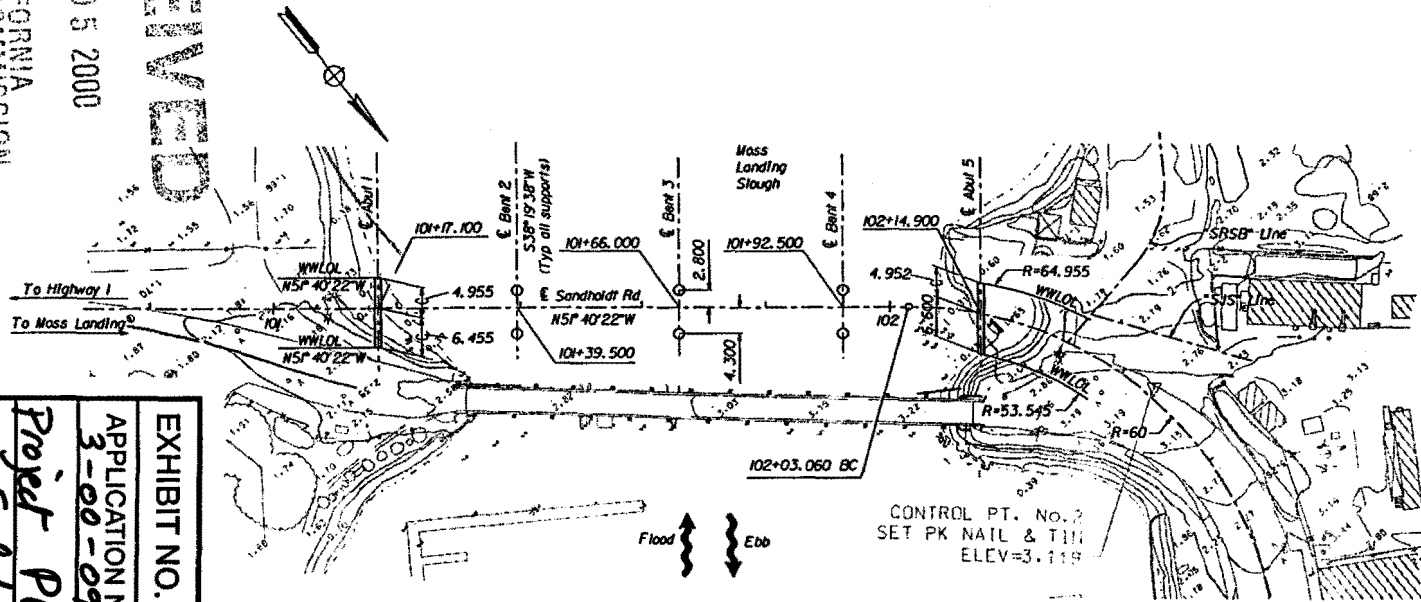
* Extreme high and low water levels are based on observations from the San Francisco Presidio Tide Station, #94 4290.

PILE DATA TABLE

Location	Pile Type	Design Loading	Nominal Resistance		Cut-off Elevation	Design Tip Elevation			Specified Tip Elevation
			Compression	Tension		(1)	(2) & (3)	(3)	
Abut 1	CISS PP 610x19.05	1000 kN	1500 kN	0 kN	0.075	-26.0 (1)	-18.3 (2) & (3)	-26.0	
Bent 2	CISS PP 1700x31.75	5500 kN	9000 kN	0 kN	-2.000	-37.0 (1)	-27.3 (2) & (3)	-37.0	
Bent 3	CISS PP 1700x31.75	5500 kN	9000 kN	0 kN	-2.000	-37.0 (1)	-27.3 (2) & (3)	-37.0	
Bent 4	CISS PP 1700x31.75	5500 kN	9000 kN	0 kN	-2.000	-37.0 (1)	-27.3 (2) & (3)	-37.0	
Abut 5	CISS PP 610x19.05	1000 kN	1500 kN	0 kN	0.075	-26.0 (1)	-18.3 (2) & (3)	-26.0	

Pile tip elevation is controlled by the following demands:
 (1) Compressions; (2) Tensions; (3) Lateral Loads;
 (4) Scour Potential exist to Elev. -5.5 @ Bents 2, 3 & 4;
 (5) Specified tip elevation shall not be raised.

RECEIVED
 CALIFORNIA COASTAL COMMISSION
 CENTRAL COAST AREA
 DEC 05 2000



Notes:
 All dimensions are in meters unless otherwise shown

EXHIBIT NO. ES-6
APPLICATION NO. 3-00-097
Project Plans
 California Coastal Commission

CURVE DATA

R = 60m
Δ = 80°35'46"
T = 84.100m
L = 50.880m

PLAN

1:400

DOKKEN ENGINEERING

3051 Sand Coast Drive
 Newport Beach, CA 92610



MONTEREY COUNTY PUBLIC WORKS

BRIDGE DESIGN

312 EAST ALisal STREET
 SALINAS, CALIFORNIA 93901
 (408) 755-4888/FAX 755-1998

FOUNDATION PLAN

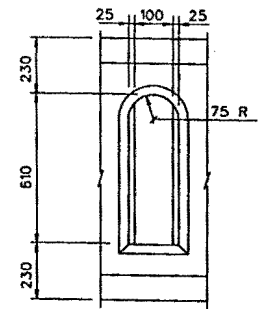
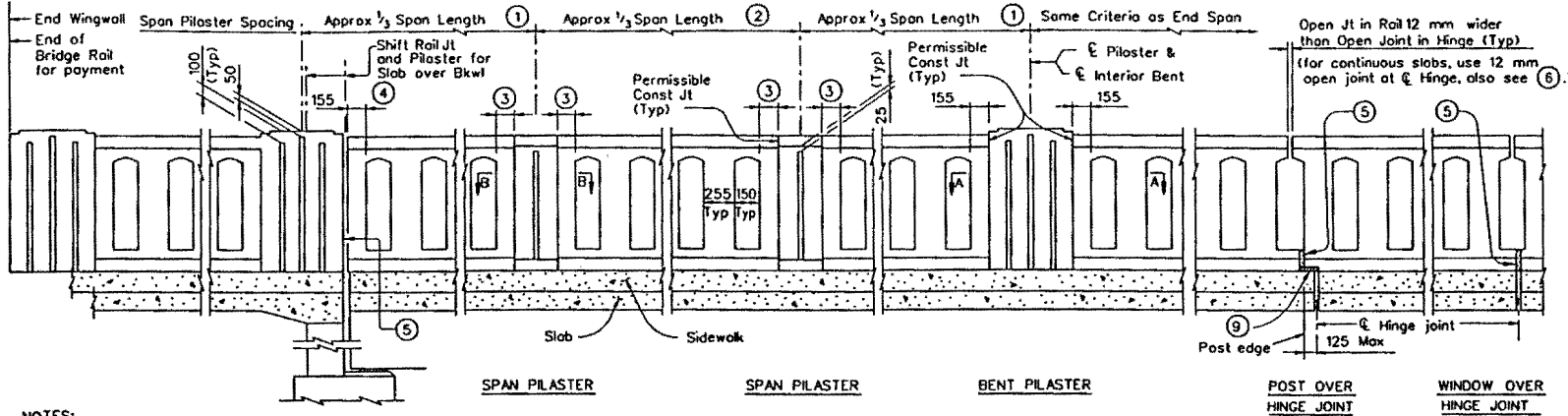
SANDHOLST ROAD BRIDGE
 OVER MOSS LANDING SLOUGH
 County No. State No. 44C-108

DATE	DWG. NO.	DWG. NO.	SHEET
SCALE	CONTRACT	VIEWS/SPREADS	OF
As Noted		XXXXX	3

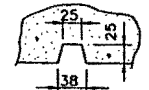
RECEIVED

DEC 05 2000

CALIFORNIA
COASTAL COMMISSION
CENTRAL COAST AREA



WINDOW DETAIL

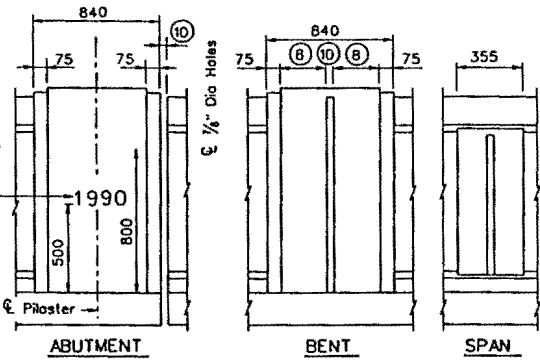


DETAIL A

NOTES:
ABUT PILASTER

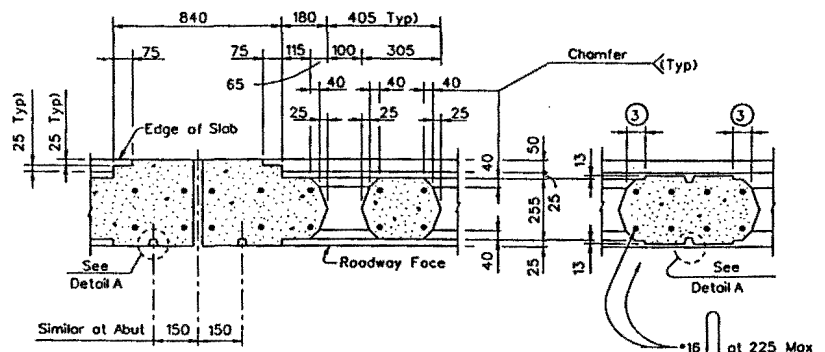
- ① Number of windows shall be equal.
- ② Number of windows shall not be less than the amount in ①. Span Pilasters may be spaced at 1/3 points in long spans. See Bridge Layout or other plan sheets.
- ③ Dimension shall be the same for all posts adjacent to Span Pilasters in a span. Dimension may vary from span to span, Min - 75 mm, Max - 200 mm.
- ④ For rail without Pilasters, Min - 155 mm, Max - 380 mm.
- ⑤ Material used in joint may be left in place if it is compressible and light in color such as the following materials: styrofoam, molded cork granules, sponge rubber sheet, etc. If forming material is not left in place, the bottom 180 mm shall be plugged with joint sealing compound (for all rail joints).
- ⑥ Place 12 x 230 x 305 mm Preformed Bituminous Fiber Material between deck and rail at fixed joints. Shift 1/2 bars.
- ⑦ Shift 1/2 bars from region below 12 mm.
- ⑧ Dimensions shall be the same on each side of joint.
- ⑨ Reduce by 50 mm or field bend over Bituminous Fiber Material.

RAIL WITH PILASTERS



EXTERIOR PILASTER ELEVATIONS

RAIL WITHOUT PILASTERS



SECTION A-A

SECTION B-B

GENERAL NOTES

This rail has been successfully evaluated by full-scale impact tests. Test documentation may be found in Research Report 1185-3F, "Aesthetically Pleasing Concrete Combination Pedestrian - Traffic Bridge Rail - Texas Type C411", of Research Study 2-5-89/90-1185, Texas Transportation Institute, August 1990. Face of rail and parapet shall be vertical transversely unless otherwise approved by the Engineer. See Bridge Layout or other plan sheet for Numbers and dimensions ①, ② & ③. Average mass of railing with no overlay increase and no pilasters is 521 kg/m.

in largest deck
at Pilaster over
slabs.

EXHIBIT NO. E-6 of 6
APPLICATION NO. 3-00-097
Project Plans
California Coastal Commission

DE DOKKEN
ENGINEERING
3054 Grand Central Blvd
Rancho Cordova, CA 95670
916-858-0642



MONTEREY COUNTY PUBLIC WORKS
BRIDGE DESIGN

312 EAST ALHAMBRA STREET
SALINAS, CALIFORNIA 93901
(408) 755-4088/FAX 755-4958

TEXAS RAILING DETAILS NO. 1
SANDHOLDT ROAD BRIDGE
OVER MOSS LANDING SLOUGH
COUNTY NO. 112, STATE NO. 44C-108

DATE	DWG. NO.	DWG. NO.	SHEET
SCALE	CONTRACT NO.	VIEW: PS PLANS	OF X
NONE	XXXXXX		

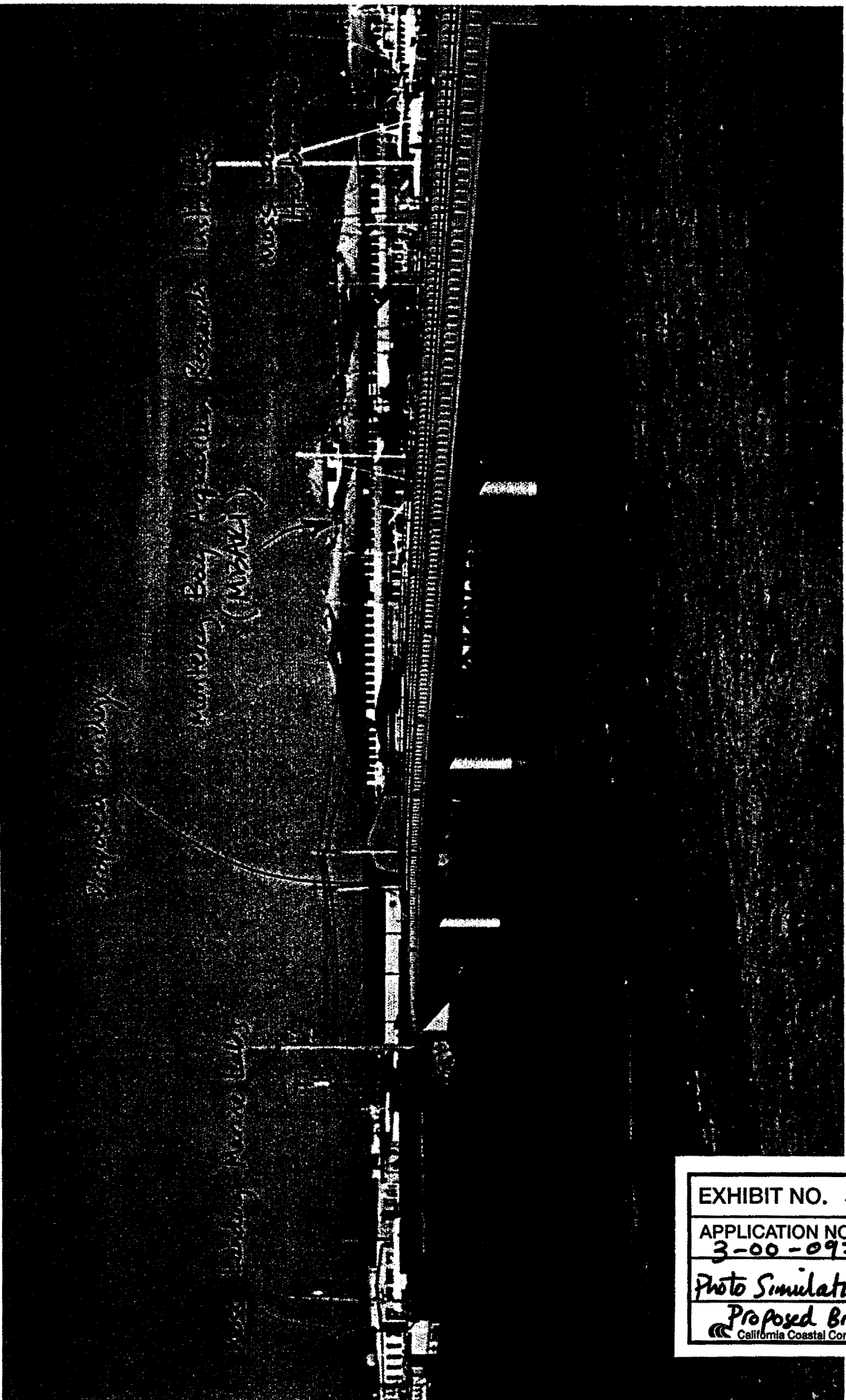


EXHIBIT NO. F

APPLICATION NO.
3-00-097

Photo Simulation of
Proposed Bridge
California Coastal Commission