

**CALIFORNIA COASTAL COMMISSION**

CENTRAL COAST DISTRICT OFFICE  
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**Th9a**

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Appeal Filed.....10/4/2001  
49th day (waived).....11/22/2001  
Substantial Issue Found.....2/6/2003  
Staff.....S.Craig  
Staff report.....4/17/2003  
Hearing date.....5/8/2003

## REVISED STAFF REPORT: APPEAL DE NOVO HEARING

**Appeal number**.....A-3-STC-01-099; West Cliff Drive Multiuse Path Widening  
**Applicant**.....Department of Public Works; Attn: Mr. Tony Lau  
**Local Government**.....City of Santa Cruz  
**Local Decision**.....Approved with conditions (September 18, 2001)  
**Project Location**.....West Cliff Drive (Between Bay Street and Swanton Blvd.), Santa Cruz (Santa Cruz County)  
**Project Description**.....Widening of West Cliff Drive Multiuse Path from 8-12 feet to 14 feet between Bay Street and Swanton Blvd.  
**File Documents**.....City of Santa Cruz Certified Local Coastal Program (LCP); City of Santa Cruz Coastal Development Permit Application File 00-097; Geologic Review (8/27/01) Nolan, Zinn, and Associates  
**Staff Recommendation** ..Approval with Conditions

### Synopsis of the staff recommendation:

The proposed project would widen the existing 8-to-12-foot wide multiuse path along the south side of West Cliff Drive between Bay Street and Swanton Boulevard for a total distance of approximately 13,500 linear feet (about 2.5 miles). The path would be widened to 14 feet for the majority of its length by extending the path into the existing road right of way, thus reducing the width of West Cliff Drive.

At the February 6, 2003 meeting in San Diego, the Commission determined that a substantial issue existed with respect to the grounds on which the appeal was filed. The Appellants raised a variety of contentions, which were addressed in the substantial issue staff report. This *de novo* report includes analysis of a variety of potential impacts of the project on biological resources, landscaping, water quality and erosion (due to construction), public access, recreation, and safety, as well as the lack of a West Cliff Drive integrated management plan, the development of which was required in a previous permit issued to the City by the Commission.



California Coastal Commission  
May 2003 Meeting in Monterey *DSL*

Staff recommends that the Commission approve the proposed development subject to a number of conditions in order to find the project consistent with the LCP and Coastal Act. These conditions include the following requirements:

- Submission of a West Cliff Drive Integrated Management Plan as part of the City’s General Plan/LCP update or independently as an LCP amendment, by January 2007;
- Submission of a West Cliff Drive shoreline erosion management strategy;
- Prohibition of traffic detours down Pelton Avenue between October 15<sup>th</sup> and February 28<sup>th</sup>, to protect overwintering monarch butterflies;
- Submission of a landscaping plan that includes noninvasive, drought-tolerant plants for all landscaped strips/islands impacted by the path widening;
- Surveys for pigeon guillemots and black swifts prior to construction of each section of the path widening, with appropriate construction setbacks if the surveys determine the presence of nesting birds;
- Submission of a West Cliff Drive street-side parking plan.

As conditioned, the project will be consistent with the Coastal Act and the City of Santa Cruz LCP. Therefore, Staff recommends approval.

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7. Exhibits

- Exhibit 1: Project Vicinity Map
- Exhibit 2: Project Map
- Exhibit 3: Management Plan Condition
- Exhibit 4: City's LCP/General Plan Letter
- Exhibit 5: City's Conditions of Approval
- Exhibit 6: Parking Areas
- Exhibit 7: City's Resolution
- Exhibit 8: Native Bluff Plant List
- Exhibit 9: California Pest Plant List
- Exhibits 10-14: Correspondence

## **1. PROJECT PROCEDURAL HISTORY**

The City Council of Santa Cruz approved the project on September 18, 2001, subject to multiple conditions. The West Cliff Drive Owners' Association, Mr. Aldo Giacchino, and Mr. John Walker appealed this approval to the Coastal Commission. The Applicant provided a 49-day waiver on October 17, 2001. On February 6, 2003, the Commission held the substantial issue hearing on the project and found that the appeals raised a substantial issue in terms of the project's consistency with the City of Santa Cruz LCP. As a result, the Commission took jurisdiction over the coastal development permit (CDP) for the project.

## **2. STAFF RECOMMENDATION ON COASTAL DEVELOPMENT PERMIT**

Staff recommends that the Commission, after public hearing, **approve** a coastal development permit for the proposed development subject to the standard and special conditions below.

**MOTION:** *I move that the Commission approve Coastal Development Permit No. A-3-STC-01-099 for the development as conditioned by this recommendation.*

### **STAFF RECOMMENDATION OF ADOPTION:**

Staff recommends a **YES** vote. Passage of this motion will result in approval of a coastal development permit, as conditioned in this recommendation, and adoption of the following resolution and findings. The motion passes only by an affirmative vote of a majority of the Commissioners present.

### **RESOLUTION TO APPROVE THE COASTAL DEVELOPMENT PERMIT:**

The Commission hereby approves the coastal development permit on the grounds that, as conditioned, the development will be in conformity with the policies of the City of Santa Cruz Local Coastal Program, and is located between the sea and the first public road nearest the shoreline and is in conformance with the public access and recreation policies of the California Coastal Act of 1976 (Coastal Act). Approval of the coastal development permit complies with the California Environmental Quality Act because either: (1) feasible mitigation measures and/or alternatives have



been incorporated to substantially lessen any significant adverse effects of the development on the environment; or (2) there are no feasible mitigation measures or alternatives that would substantially lessen any significant adverse effects of the development on the environment.

### **3. 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. **Conditions Imposed by Local Government.** This action has no effect on conditions imposed by the City of Santa Cruz pursuant to an authority other than the Coastal Act.
2. **West Cliff Drive Integrated Management Plan.** **PRIOR TO JANUARY 1, 2007**, the City shall submit a West Cliff Drive Integrated Management Plan (as part of the General Plan/LCP update or independently as an LCP amendment) for Commission review and certification. The Management Plan will provide updated policies for future public development along West Cliff Drive that balance a number of objectives including, but not limited to, protecting beach access, maximizing public access and recreation along the multiuse path, drainage and water quality, landscaping, biological resources, and responses to shoreline erosion. The City shall also submit two reports (the first due by May 2004, the second due by May 2005) detailing the progress made thus far toward development of the Management Plan.



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- 3. Interim Shoreline Erosion Management Strategy.** **BY NOVEMBER 15, 2003**, the City shall submit to the Executive Director for review and approval an interim shoreline erosion management strategy for the West Cliff Drive recreational path. The purpose of this strategy is to avoid emergency shoreline response to the maximum extent possible. The strategy shall include the following: (1) identification of the areas along West Cliff Drive where shoreline erosion or other shoreline hazards may cause a threat to the structural stability of the West Cliff Drive path, associated improvements, or other public infrastructure **within the next five years**; (2) for those areas identified pursuant to section (1) of this condition, a preliminary evaluation of possible alternative responses to such erosion, including assessment of shoreline retreat (i.e. relocation of structures in danger from erosion) and alternative shoreline structure designs to minimize impacts to coastal resources. The analysis of structural alternatives shall include evaluation of the technical feasibility of using vertical seawalls, including structures that are contoured, textured, and otherwise designed to mimic the surrounding cliff face; (3) a preliminary analysis of mitigation measures for anticipated impacts of structural alternatives (e.g. beach area covered); and (4) discussion of potential funding sources for identified potential shoreline erosion responses.
- 4. Monarch Butterflies.** Construction shall be staged such that traffic detours on Pelton Avenue will not take place during the months that monarch butterflies are overwintering at Lighthouse Field, i.e. between October 15<sup>th</sup> and February 28<sup>th</sup>.
- 5. Bird Surveys.** **PRIOR TO CONSTRUCTION OF EACH PROJECT SECTION** (for any construction undertaken between mid-April and September 1st), the City shall submit to the Executive Director for review and approval a pigeon guillemot and black swift nesting bird survey of the adjacent coastal bluffs and caves for each project section, performed by a qualified wildlife biologist. If the survey determines the presence of nesting birds, construction in that project section shall be delayed until after the nesting season *or* if construction occurs during the nesting season: 1) the City shall maintain a minimum 1,000-foot construction setback from the nesting sites for construction activities that involve curb, asphalt, or concrete removal and compaction activities, until the nesting season is completed, and; 2) the City shall maintain a 200-foot construction setback from nesting sites during concrete form construction activities, insertion of new sediment and grease traps, and repaving activities, until the nesting season is completed.
- 6. Parking.** **PRIOR TO CONSTRUCTION**, the City shall submit a parking plan to the Executive Director for review and approval. This parking plan shall show all the inland street-side parking areas that will be retained in the project, consistent with those areas shown in Exhibit 6. For each section of the project in which inland street-side parking spaces exist, the City shall mark the parking spaces in these areas with "parking T's" prior to completion of construction of each section of the project.
- 7. Landscaping Plan.** **PRIOR TO CONSTRUCTION**, the City shall submit a landscaping plan to the Executive Director for review and approval. The landscaping plan shall apply to all the landscaped areas (landscaped strips or landscaped islands) impacted (either partially or totally) by the path-widening project. The landscaping plan shall include removal of all invasive plants (e.g., ice



plant) currently located in the impacted landscaped areas. The landscaping plan shall provide for planting of non-invasive drought-tolerant plants appropriate to the coastal bluff location. No plants from the *California Exotic Pest Plant Council's Exotic Pest Plants of Greatest Ecological Concern in California* list (see Exhibit 9) may be used in the landscaping plan. The City shall maintain the landscaped areas for the life of the project.

#### **4. RECOMMENDED FINDINGS AND DECLARATIONS**

The Commission finds and declares as follows:

##### **A. Project Location**

The project site is the existing 2.5-mile West Cliff Drive multiuse path between Bay Street and Swanton Boulevard (see Exhibits 1 and 2 for location maps). The project site is located adjacent to West Cliff Drive within the existing road pavement and right-of-way, and within a residential and coastal recreational area.

A portion of the project site is located within a general Monarch butterfly habitat area designated in the City's General Plan/Local Coastal Program on Map EQ-9. The project site is adjacent to cliffs used as nesting sites by pigeon guillemots and black swifts, also shown on Map EQ-9. These three species are designated as sensitive species in the City's LCP.

##### **B. Project Description**

The project consists of widening the existing 8-to-12-foot wide multiuse path along the south side of West Cliff Drive between Bay Street and Swanton Boulevard for a total distance of approximately 13,500 linear feet (about 2.5 miles – see Exhibit 2). The project would widen the path to 14 feet except in four areas (approximately 8% of the path's length) where the roadway would be reduced to less than 22 feet if the path were widened to 14 feet. In these areas the path would range in width from 10.5 feet to 13.5 feet. A portion of the path, approximately 1,300 linear feet in the vicinity of the Lighthouse, has already been widened to 14 feet and is not subject to further improvement as part of the approved project. The project will be constructed in two phases over a two-year period: Phase 1 from Bay Street to Woodrow Avenue (7,000 linear feet); Phase 2 from Woodrow Avenue to Swanton Boulevard (6,500 linear feet) (see Exhibit 2 for location map of phases). The proposed path widening would be constructed in several small stages within each phase to minimize recreational and vehicular traffic impacts.

Widening of the path into the existing road right of way will reduce the width of West Cliff Drive from the existing width of 23-40 feet to 22-36 feet. The road width would be reduced to 22 feet for approximately 8% of its length. One lane in each direction will be maintained. The width of the majority of West Cliff Drive will be in the 24-foot range.



Construction of the project includes the following:

1. Removal of existing curb, gutter, and catch basins;
2. Construction of new curb, gutter, and installation of new catch basins;
3. Raising the widened portion of the path to match the elevation of the existing path;
4. Paving a level course on the newly raised portion of the path;
5. Repair of the existing path, header boards and erosion problems;
6. Paving the full width of the path.

### **C. City Approval**

The City of Santa Cruz created an 11-member West Cliff Drive Task Force in March 1997 to study the issues and problems surrounding the West Cliff Drive pathway, which is a 2.5-mile multiuse path on the seaward side of West Cliff Drive. The Task Force presented the City Council with recommendations in January 1998 that included widening the path to 16 feet wherever possible and reducing the roadway width along West Cliff Drive to 20 feet to slow motor vehicle speeds. Due to concerns from residents and the Fire Department regarding the 20-foot road width, the project was modified to include a 14-foot path width and road narrowing to 22 feet in several locations. An Initial Study was completed for the proposed project on May 24, 2001. The Zoning Administrator adopted the Mitigated Negative Declaration and approved the Design and Coastal Permits on August 1, 2001. The West Cliff Drive Owners' Association appealed the Zoning Administrator's approval to the City Council on August 9, 2001. On September 18, 2001, the City Council approved the path-widening project, without change to the conditions placed on the project at the Zoning Administrator level.

## **5. COASTAL DEVELOPMENT PERMIT DETERMINATION**

### **A. West Cliff Drive Management Plan**

LCP Parks and Recreation Policy 1.7.6 requires development of a West Cliff Drive integrated plan and states:

*Develop and implement an integrated design, land use, recreation, cliff stabilization, and landscaping plan for West Cliff and East Cliff Drives to enhance public access, safety and recreational enjoyment in these areas.*

- *Create a continuous pathway along the coast by enhancing physical linkages between West Cliff and East Cliff Drives and the Beach Promenade*
- *Lay out criteria for maintaining riprap, protection of paleontological resources and bird nests, and trail maintenance*
- *Monitor the beach profile and recreational use of beaches to obtain baseline information for analyzing riprap proposals and their recreational impacts and establish criteria for a maximum permitted coverage of sandy beaches by seawalls*
- *Analyze facilities and the need for additional or rehabilitation of existing lighting, restrooms, drinking fountains, artistic and landscape enhancements, benches, bike*



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*parking, directional and interpretive signs, accessways, stairways, overlooks, and improved safety proposals*

- *Develop design criteria for shoreline structures (e.g., minimize amount of material and coverage; emphasize use of non-glare, non-reflective, natural or natural-appearing materials, incorporation of access facilities)*
- *Ensure continued monitoring of and possible remedial work for wastewater outfall protective rock (pursuant to Moffatt and Nichol's "Santa Cruz Outfall Monitoring Program")*
- *Develop locational and non-point source pollutant criteria for dealing with drainage discharges*
- *Examine the feasibility of periodic street closure or limiting vehicular access along the length of West Cliff Drive and consider opening up West Cliff Drive between Washington and Beach Streets to bicycles and pedestrians only.*

Consistent with LCP Parks and Recreation Policy 1.7.6, the Commission previously required submission of a West Cliff Drive integrated plan as part of permit condition compliance. In 1998, the City applied for permit 3-90-111-A2 to construct engineered armor stone (riprap) revetments at two locations on West Cliff Drive. Special Condition #5 of that permit required the City to submit to the Commission for review and approval a West Cliff Drive Integrated Development and Management Plan (Plan), consistent with Parks and Recreation Policy 1.7.6 (see Exhibit 3 for the full text of Special Condition #5). The Plan was to be submitted within two years of approval of permit 3-90-111-A2 (i.e., by 6/8/00). At the time of this staff report, the Plan had not been submitted to the Commission. Thus, the permit condition has not been fulfilled and the City is in violation of CDP 3-90-111-A2.

The purpose of Parks and Recreation Policy 1.7.6 is to develop a plan that analyzes West Cliff Drive regarding the variety of issues that affect the area, including shoreline erosion and restoration, drainage and water quality, public facilities, public access and recreation, biological resources, landscaping, etc. An integrated management plan would identify and analyze the existing conditions along West Cliff Drive including areas highly subject to erosion, identification of the full right-of-way and options for its use, areas where existing riprap potentially could be replaced by contoured and textured vertical seawalls, etc. An integrated management plan would address the concerns and issues on West Cliff Drive in a comprehensive manner. In particular, such a plan would provide a framework for future public development along West Cliff Drive that balances the objectives of protecting beach access, maximizing public access along the multiuse path, responding to shoreline erosion, and so forth.

The City submitted a draft West Cliff Drive Integrated Management and Development Plan in April 2002, to Commission staff. The Plan presented in one document the various land use, design, recreation, circulation, environmental quality, coastal erosion and safety policies and standards in the current LCP that are particularly important in protecting and managing West Cliff Drive coastal resources and public access features. The Plan contained additional background information not present in the certified LCP;



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however, the Plan did not contain any comprehensive statement of objectives, new analysis, or new policies regarding the important issues discussed above.

City staff and Commission staff have since met on several occasions (including at West Cliff Drive) to further discuss the issues and additional types of policies Commission staff would like to see in the Plan. Most recently, staff has received a letter from Planning Director Eugene Arner stating that a progress report on the draft Plan will be submitted to the Commission in April 2003 and that the City plans to include the Plan in its General Plan/LCP update, which the City is currently undertaking (see Exhibit 4).

LCP Parks and Recreation Policy 1.7.6 does not require completion of the Plan prior to new development on West Cliff Drive. Also, regarding condition compliance for coastal development permit 3-90-111-A2, the City has begun to diligently pursue completion of an integrated Plan for West Cliff Drive, and will include the Plan in its General Plan/LCP update in the next several years. In conversation with City planning staff, completion of the General Plan/LCP update is tentatively scheduled for 2006. Special Condition #2 requires that the City submit the required West Cliff Drive Integrated Management Plan, either as an individual plan as an amendment to the LCP or as part of the entire LCP/GP update, by January 1, 2007. As conditioned, the project is consistent with Parks and Recreation policy 1.7.6 of the certified City of Santa Cruz LCP regarding development of an integrated plan for West Cliff Drive.

### **B. Hazards**

Applicable City of Santa Cruz LCP policies regarding hazards and development along coastal bluffs and beaches include:

**Land Use Policy 3.5.1:** *Protect coastal bluffs and beaches from intrusion by non-recreational structures and incompatible uses and along the shoreline require new development or remodeling to be sited and designed so as to avoid a "wall" of buildings.*

**LU Policy 4.4:** *Public works projects (including new roads, wastewater facilities and water facilities) in any area within the City (including the Coastal Zone) will be subject to the same land use policies as private development.*

**Community Design Policy 2.2:** *Preserve important public views and viewsheds by ensuring that the scale, bulk, and setback of new development does not impede or disrupt them.*

**Safety Policy 1.2:** *Mitigate hazards posed by cliff retreat.*

**Safety Policy 1.2.2:** *Require site-specific geologic investigations for all development within 100 feet of existing coastal bluffs.*

**Safety Policy 1.2.3:** *Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or protect existing structures or public beaches in danger from erosion, and*



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*when designed to eliminate or mitigate adverse impacts on local shoreline sand supply.*

**Environmental Quality Policy 4.1.3:** *Require coastal protective structures, signs, and public facilities to be sensitive to the natural setting and minimize alteration of the natural shoreline.*

The City of Santa Cruz has constructed shoreline protective structures along West Cliff Drive since the 1960's. Severe winter storms of 1977-78, 1979-80, and 1982-83 resulted in significant erosion damage. In the early 1990's, eight revetments were reconstructed and expanded and, in a major erosion control effort, the City constructed seven new rock revetments (CDPs 3-90-111 and 3-90-111-A1). In 1997-98, heavy rain and storm waves again eroded away large sections of bluff in several locations along West Cliff Drive and the City constructed two additional revetments in these areas (CDP 3-90-111-A2). After the severe storms of December 2002 caused additional bluff erosion that damaged the multiuse path, the City was granted an emergency permit to armor an area of the eroding unstable bluff with seven tons of riprap (CDP 3-03-004-G).

City of Santa Cruz Public Works staff state that the expected life of the path-widening project is 25 years. Given the amount of bluff erosion that has regularly occurred along West Cliff Drive since the 1970's, it is reasonable to expect that additional significant shoreline erosion will occur in the next 25 years, or over the life of the project. LCP Safety Policy 1.2.3 allows for development of shoreline protective devices to protect existing structures, such as the multiuse path. In recent years, the primary response to shoreline erosion along West Cliff Drive has been the installation of riprap, often done as the result of an emergency situation. The incremental installation of riprap has numerous ill effects on a number of coastal issues: Riprap covers pocket beaches (inconsistent with Land Use Policy 3.5.1), is visually and aesthetically unattractive (inconsistent with Community Design Policy 2.2), and is insensitive to the natural setting and does not minimize alteration of the natural shoreline (inconsistent with Environmental Quality Policy 4.1.3). In addition, riprap harbors garbage and rats, and may inhibit public access to remaining beach areas due to difficulties in traversing the riprap.

Ideally, the response to shoreline erosion along West Cliff Drive would not be driven by emergencies; instead, a comprehensive plan would be in place that would include evaluation of the areas most likely to erode in the near future, as well as an alternatives analysis of possible responses to shoreline erosion, with the emphasis on preserving pocket beaches and maintaining visual aesthetics along this beautiful and highly accessed part of the coast.

As stated above in Finding A, the City will be completing the West Cliff Drive Integrated Management Plan (Plan) as part of the City's LCP/General Plan update, which will not be completed for another three to four years. The Plan will include a section on shoreline erosion management that will contain new policies regarding shoreline erosion response and shoreline restoration. Erosion along West Cliff Drive, however, will continue during the years before the Plan is completed. Therefore, in order to protect the multiuse path and West Cliff Drive, and in order to avoid emergency responses to erosion in order to maximize protection of other coastal resources, Special Condition #3 of this permit requires development of an interim shoreline erosion management strategy for West Cliff Drive. This erosion management strategy will require the City to identify the areas along West Cliff Drive that are most



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likely to erode within the next five years and threaten the multiuse path and other infrastructure. In addition, the City will evaluate a range of alternative responses to shoreline erosion in these identified areas, including a no structure alternative for areas where it may be possible to move the path and other infrastructure inland, as well as structural alternatives, including the construction of vertical seawalls that are contoured and textured to mimic the surrounding cliff face. The interim strategy will also identify likely mitigation issues for potential structural development, as well as discuss possible funding sources for possible shoreline structure projects. The Commission recognizes that the placement of riprap as a response to erosion is often cost effective, but it should be the least preferable option for the many reasons stated above. In general, it should only be allowed if an independent geologic investigation (as required by Safety Policy 1.2.2) determines that riprap is the only structurally feasible alternative. The condition to develop an interim shoreline erosion response strategy will provide the mechanism to avoid, to the maximum extent practicable, emergency responses, as well as maximize the potential for alternatives that minimize impacts to coastal resources while protecting an important public access resource. As conditioned, the project is consistent with the Land Use, Environmental Quality, Community Design, and Safety policies of the certified City of Santa Cruz LCP regarding development of shoreline protective structures in response to hazards.

### C. Biological Resources

Applicable City of Santa Cruz LCP policies regarding protection of natural vegetation communities and wildlife habitats are as follows:

**Environmental Quality Policy 4.1.2:** *Preserve the habitat of and minimize disturbance to seabird rookeries and roosting areas along the coastline.*

**Environmental Quality Policy 4.5:** *Continue the protection of rare, endangered, sensitive and limited species and the habitats supporting them as shown in Map EQ-9 or as identified through the planning process or as designated as part of the environmental review process. (See Map EQ-9).*

**Environmental Quality Policy 4.5.3:** *Protect monarch butterfly overwintering sites and ensure adequate buffering of these sites from development.*

**Environmental Quality Policy 4.5.3.2:** *Require development in the vicinity of designated monarch sites to undergo environmental impact analysis and for development affecting sites prepare a management plan addressing preservation of the habitat that includes criteria such as:*

*Prohibiting the cutting, thinning, pruning or removal of any tree or shrub (especially nectar plants used by monarchs) except as necessary for safety of homes or persons and requiring replacement of comparable vegetation; prohibiting pesticide use and keeping all water sources clean; allowing construction only during the months when monarchs are not present; and keeping smoke from infiltrating monarch roosting sites.*



**Environmental Quality Policy 4.5.4:** *Preserve Black Swift and Pigeon Guillemot habitat by monitoring the effects of erosion repair work along West Cliff Drive and timing construction in areas near these habitats to avoid disturbing them during the nesting season, ensuring that no significant adverse impact occurs.*

The project site is located within a general monarch butterfly habitat area designated in the City's General Plan/LCP. Monarch butterflies use a eucalyptus grove at Lighthouse Field on Pelton Avenue (which intersects with West Cliff Drive) as an overwintering roosting site. Pelton Avenue will be used as a detour during a portion of the project's construction. This will result in substantially increased traffic on Pelton Avenue in the vicinity of the monarch butterfly roosting area (from approximately 800 vehicles per day to an estimated 7,000 vehicles per day). The additional traffic on Pelton Avenue could adversely affect monarch butterflies that are roosting at Lighthouse Field by contributing to increased mortality of monarch butterflies stranded on the roadway by cold temperatures and storm winds during the fall and winter. Thus, the City conditioned its approval to require that construction be staged to avoid detours down Pelton Avenue during the late fall and winter months (see Exhibit 5, Condition #17). The City, however, would allow detours to take place down Pelton Avenue until October 31<sup>st</sup>. According to a recent study of the monarch butterfly overwintering site at Lighthouse Field<sup>1</sup>, by October 25, 2001 the monarch butterfly population at Lighthouse Field had already reached 3,300 individuals. Commission staff also consulted with a local monarch butterfly expert (John Dayton) who stated that there could be an impact to butterflies (due to traffic mortality) if the detour is allowed to take place until the end of October because by that time the monarch butterfly population is well along towards its peak winter population. Therefore, it was recommended that the detour be completed no later than October 15th. For these reasons, Special Condition #4 is needed to ensure that the detour down Pelton Avenue does not take place between October 15<sup>th</sup> and February 28<sup>th</sup>. With this condition, the project is consistent with the Environmental Quality policies of the certified LCP regarding protection of monarch butterflies.

The LCP defines black swifts and pigeon guillemots as sensitive species. Sensitive species are those species that rely on specific habitat conditions that are limited in abundance, restricted in distribution, or are particularly sensitive to development. The project site is located within a general black swift and pigeon guillemot habitat, as shown on Map EQ-9 in the City's LCP. These birds use coastal bluffs and caves for habitat. Black swifts are a California species of special concern. The local breeding population is present from late May to September. Black swifts are sensitive to disturbance during the nest building, egg laying, and incubation phases of the nesting cycle, which locally spans from late May to early July. Pigeon guillemots are fairly common along rocky shores. This species nests in cliff crevices with a breeding season from mid-April through August. Originally, the City planned to complete the path widening between September and November, outside both bird species' nesting season. Thus, the City did not condition its approval to require protections for these bird species. However, the City now proposes to do some of the work in the spring and summer, which could affect these species. Thus, Special Condition #5 is needed. This condition will require that surveys for pigeon

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<sup>1</sup> Leong, K.L.H. 2002. Lighthouse Field State Beach Monarch Butterfly Overwintering Site, First Year Study, Winter 2001-2002. Internal Report. 44 p.



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guillemots and black swifts be done prior to any construction work done between mid-April and September 1st. If the surveys determine the presence of pigeon guillemots or black swifts, then completion of the path widening in that project section will not commence until the nesting season is complete *or* the City will maintain minimum specific construction setbacks from the nesting sites, depending on the type of construction activity. With this condition, the project is consistent with Environmental Quality Policies 4.1.2, 4.5, and 4.5.4 regarding protection of sensitive species.

In conclusion, this approval is conditioned such that detour traffic down Pelton Avenue will not be allowed during the monarch butterflies' overwintering period, from October 15<sup>th</sup> through February 28<sup>th</sup>. In addition, surveys will be performed for black swifts and pigeon guillemots prior to construction of each section of the project. If nesting birds are found, substantial construction setbacks from the nesting sites will be required. Therefore, as conditioned, the project is consistent with the Environmental Quality policies of the certified City of Santa Cruz LCP regarding protection of biological resources.

### **D. Public Access, Recreation, and Safety**

Applicable Coastal Act Public Access policies include:

**Coastal Act Section 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.*

**Coastal Act Section 30213 (in part):** *Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.*

Applicable City of Santa Cruz LCP policies regarding public access, recreation, and safety include:

**LCP Parks and Recreation Policy 1.7:** *Develop plans to repair, maintain and maximize public access and enjoyment of recreational areas along the coastline consistent with sound resource conservation principles, safety, and rights of private property owners.*

**LCP Parks and Recreation Policy 1.7.1:** *Maintain and enhance vehicular, transit, bicycling, and pedestrian access to coastal recreation areas and points.*

**Zoning Ordinance Section 24.08.400:** *The purpose of the design permit is to promote the public health, safety and general welfare through the review of architectural and site development proposals and through application of recognized principles of design, planning and aesthetics and qualities typifying the Santa Cruz community...*

**Zoning Ordinance Section 24.08.430(7):** *The site plan shall minimize the effect of traffic conditions on abutting streets through careful layout of the site with respect to location, dimensions of vehicular and pedestrian entrances, exit drives and walkways; through the adequate provision of off-street parking and loading facilities; through an adequate circulation pattern within the boundaries of the*



*development; and through the surfacing and lighting of off-street parking facilities.*

**Land Use Policy 3.5:** *Protect coastal recreation areas, maintain all existing coastal access points open to the public, and enhance public access, open space quality and recreational enjoyment in a manner that is consistent with the California Coastal Act.*

**Land Use Policy 3.5.3:** *Require new development and public works projects to provide public access from the nearest public roadway to the shoreline and along the coast, except where it is inconsistent with public safety, protection of fragile coastal resources, or where adequate access exists nearby.*

**Land Use Policy 3.5.4:** *Wherever feasible and appropriate, distribute public facilities (including parking areas) throughout the coastal recreation area to mitigate the impacts of overcrowding or overuse by the public of any single area.*

**Land Use Policy 3.5.5:** *Develop and implement plans to maximize public access and enjoyment of recreation areas along the coastline.*

**Land Use Policy 5.3.5:** *Ensure that visitor-serving facilities are arranged and developed in a compact, integrated manner to reduce automobile circulation and emphasize pedestrian movement.*

**Land Use Policy 5.6:** *Require land use development to integrate into the larger circulation system by interconnecting its system of roads, pedestrian and bike paths with existing facilities and also design access to nearby areas in a manner that minimizes the necessity for automobile travel and potential automobile and pedestrian/bike conflicts.*

West Cliff Drive consists of a 2.5-mile stretch of two-lane roadway directly adjacent to the bluffs above the Pacific Ocean (see Exhibit 2). Residential use is found on the inland side of West Cliff Drive, with only one house located on the bluff side. Highlights along West Cliff Drive include the Steamer's Lane surfing area, the Mark Abbott Memorial Lighthouse, Lighthouse State Beach, and the multiuse path. West Cliff Drive draws tourists and locals alike for the natural beauty of the coastline and the variety of public recreation and access amenities found along this stretch of the coast. The popularity of the multiuse path has created conflict among its many users due to its relatively narrow width, which varies from 8 to 12 feet.

The approved project would increase the width of the path to 14 feet, except where the roadway would be reduced to less than 22 feet. The path will be between 10 ½ and 13 ½ feet in four areas, with an accompanying road width of 22 feet. Areas of reduced path width and 22-foot road width account for approximately 8% of the project's length.

The LCP contains a number of policies to provide for enhancement of public access and recreation. For example, LCP Parks and Recreation Policy 1.7.1 requires the maintenance and enhancement of vehicular, transit, bicycling, and pedestrian access to the coast. LCP Land Use Policies 3.5 and 3.5.5 call for enhancing and maximizing public access to coastal recreation areas. Regarding safety, LCP Parks and Recreation Policy 1.7 requires maximization of public access along the coastline consistent with



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safety. LCP Land Use Policy 5.6 requires that access be designed to minimize potential automobile and pedestrian/bike conflicts.

The approved project does not provide separation of bicyclists and pedestrians on the path. The LCP, however, does not require separation of users on multiuse paths nor does it require any specific widths for multiuse paths. In addition, the California Highway Design Manual does not provide specific standards for widths of paths that allow for separation of bicyclists and pedestrians, but does recommend physical separation where possible. Some locales, such as Monterey, have developed 16-foot wide separated paths (10 feet for bicyclists (five feet in each direction, which is consistent with the Highway Design Manual's Class II Bikeway standards) and 6 feet for pedestrians) with different path materials for bicyclists (asphalt) and pedestrians (decomposed granite). City of Santa Cruz Public Works staff states that there is insufficient room along the West Cliff Drive path to adequately physically separate the different types of users, especially given the four "pinch points" where the path must narrow down to below 14 feet due to bluff and street-width constraints. One option that would allow for a larger path with separated users would be to reconfigure West Cliff Drive into a one-way street. The City, however, rejected this option because of concerns expressed by recreational users of West Cliff Drive and residents of the neighborhoods surrounding West Cliff Drive regarding limits to their access.

The City also considered reducing the road width to 10 feet per lane, for a total of 20 feet, which is the minimum road width allowable under American Association of Highway and Transportation Officials (AASHTO) guidelines. This would allow a 16-foot wide path for the majority of the path's length, which would potentially allow for physical separation between bicyclists and pedestrians for most of the path's length. West Cliff Drive, however, is a Designated Fire Access Route in Santa Cruz. The City's Fire Chief expressed concern to the City regarding the Fire Department's ability to respond effectively to emergencies if the road was reduced in width to 20 feet. The City's Fire Chief states that the 14-foot-wide path, which allows for a minimum street width of 22 feet, has mitigated the Fire Department's concern in this regard.

As stated above, a number of LCP policies provide for the enhancement of public access and recreation along the coastline. During the summer months and on weekends the existing multiuse path is often crowded, especially in certain areas, such as between Bay Street and the Lighthouse. The addition of two to six feet in width of the multiuse path will enhance the experience for recreational users of the path by allowing more room for path users, consistent with Parks and Recreation and Land Use policies requiring enhancement of recreation and public access.

LCP Parks and Recreation Policy 1.7, Zoning Ordinance 24.08.400, and Land Use Policy 3.5.3 require that new development, including public access and recreational development, provide for public safety and minimize potential automobile and pedestrian/bike conflicts. Widening of the path will improve safety because of the additional area that will be available to path users. Regarding commuter and other fast-moving bicyclists along West Cliff Drive, the option of dedicated bike lanes on West Cliff Drive to accommodate fast-moving commuting bicyclists (as opposed to slower moving recreational bicyclists that use the path) would require a minimum of 10 feet of width for the bike lanes (5 feet in each direction). To do so would require a combination of widening the road, narrowing the multiuse path,



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West Cliff Drive Multiuse Path Widening – De Novo Hearing  
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and removing parking, or possibly making West Cliff Drive a one-way street. The project is designed primarily to improve recreational access, and not to provide a commute corridor for bicyclists. The width of West Cliff Drive under the project will range from 22 feet to 36 feet. The road will be reduced in width to 22 feet for 8% of its length. The majority of West Cliff Drive will be in the 24-foot-wide range or greater, which generally should be adequate for fast-moving bicyclists to share with motor vehicles. Fast-moving commuting bicyclists also have the option of using Delaware Avenue, a wide street located nearby, instead of West Cliff Drive (see Exhibit 2). Given the high use of the path by both pedestrians and recreational bicyclists, it is doubtful that many high-speed commuting or racing bicyclists will use the path because they will need to slow down to avoid the many recreational users on the path. In any event, the wider path will be an improvement over the existing path in terms of providing more room which should lessen recreational user conflicts, especially in locations where the path is only eight feet wide currently. Thus the project is consistent with the Parks and Recreation and Land Use Policies of the LUP regarding safety.

Motor vehicle drivers on West Cliff Drive will be somewhat affected because of the narrowed road width and passing bicyclists. However, the minimum road width of 22 feet (for 8% of the length of West Cliff Drive) is two feet greater than the minimum allowed by AASHTO. In addition, a narrower road width will have the effect of slowing traffic, which should increase safety and recreational enjoyment. Also, it is the responsibility of drivers to drive with care and adhere to the speed limit (25 mph on West Cliff Drive) and give the right-of-way to pedestrians and bicyclists. Finally, Delaware Avenue is also an attractive option for motorists looking for a faster way through this section of Santa Cruz, rather than the slower paced, scenic drive offered by West Cliff Drive.

Currently, there are a number of sections along the inland side of West Cliff Drive that provide unmarked street-side parallel parking for visitor use. Parking is also available in parking bays along West Cliff Drive, as well as along the many side streets that intersect with West Cliff Drive. Per the City's staff report and according to Chris Schneider, Assistant Director of Public Works, there will be no loss of parking along West Cliff Drive due to widening of the path and narrowing of the road. The number of spaces at parking bays as well as the number of parallel parking spaces along West Cliff Drive will not be reduced. The project plans clearly show that all the parking spaces in the existing parking bays will be retained. Street-side parallel parking, however, is not shown on the plans. To ensure that the currently available street-side parallel parking is retained, Special Condition #6 requires that the City submit a parking plan that details all inland street-side parking that will be retained in the project, consistent with the currently allowable inland street-side parking shown in Exhibit 6. In addition, this condition requires the City to mark these parking spaces such that it is clear to the public that parking is allowable in these areas. With this condition, the project is consistent with the Parks and Recreation and Land Use Policies, as well as the Zoning Ordinance, of the City's LCP regarding protection of public access.

In conclusion, the widened multiuse path will provide more space for recreational users and should lessen user conflicts, consistent with the public access, recreation, and safety policies of the LCP. The width of West Cliff Drive will be reduced to 22 feet over only 8% of its length, which is two feet greater



than that required under AASHTO guidelines. This width is acceptable to the City's Fire Department. The majority of the road will be 24 feet or greater in width, which generally should be adequate for fast-moving bicyclists. In addition, a narrower street should slow traffic, which will improve public safety. Also, as discussed above the project will increase and enhance public access along this popular route. Finally, Special Condition #6 requires the retention of all existing street-side parking. As conditioned, the project is consistent with the Parks and Recreation and Land Use Policies and Zoning Ordinance regulations of the certified City of Santa Cruz LCP regarding protection of public access, recreation, and safety. In addition, the project, as conditioned, is consistent with Coastal Act Sections 30210 and 30213 regarding maximization of public access and provision of lower cost visitor and recreational facilities, especially those providing public recreation opportunities.

## **E. Landscaping**

Applicable Coastal Act Public Access policies include:

**LCP Environmental Quality Policy 4.6:** *Encourage the planting and restoration of native rather than non-native vegetation throughout the City and also in areas where plants or habitats are diseased or degraded.*

**LCP Community Design Policy 2.2.1 (In part):** *Develop siting, scale, landscaping and other design guidelines to protect visually sensitive areas and ensure that development is compatible with the character of the area. Areas to be protected include...scenic coastal areas...*

**LCP CD Policy 5.2:** *Prepare and implement corridor plans for imageable paths addressing visitor-serving uses, high traffic volumes, pedestrian and bicycle access, building and parking siting and design, landscaping theme, undergrounding of utilities, commercial/residential transition, comprehensive signs and other amenities.*

**LCP CD Policy 6.2.4:** *Develop and adopt a landscape ordinance for new and rehabilitated landscaping with specific irrigation designs, planting and maintenance plans emphasizing unity, aesthetics, water efficiency and stressing the planting of a diversity of native, drought-resistant species.*

- *Compose a list of recommended landscaping species that are native, drought tolerant and have forage value for wildlife.*
- *Compose a list of noxious and invasive species and educate the public about their disadvantages.*
- *Make drought resistant trees and native species a part of the Master Street Tree List.*

**LCP Parks and Recreation Policy 1.4.6:** *Implement long-term use and landscape plans for West Cliff and East Cliff Drives (See policy PR 1.7.6).*

**LCP Parks and Recreation Policy 1.9.3:** *Where feasible, plant species that are native, drought-resistant and may be best suited for providing cover and food sources for wildlife and, where appropriate, provide educational signs about water conservation practices and plantings.*



**LCP Land Use Policy 4.4:** *Public works projects (including new roads, wastewater facilities and water facilities) in any area within the City (including the Coastal Zone) will be subject to the same land use policies as private development.*

**LCP Economic Development Policy 5.6.4:** *Improve visual appearance of visitor routes and entrances to the City.*

Landscaped areas along the seaward side of West Cliff Drive consist of landscaping strips/islands located between West Cliff Drive and the multiuse path, large and relatively flat bluff top areas on the seaward side of the path, and lawn areas adjacent to the Lighthouse/Surf museum. Between Bay Street and the Lighthouse (which is the heaviest used portion of the path) most of the strips/islands are landscaped with attractive drought tolerant, noninvasive plants such as sages and sea lavender. Once past the Lighthouse, however, virtually all the landscaping, whether in landscaped strips/islands or along the bluff top, consists of ice plant (*Carpobrotus edulis*). The California Exotic Pest Plant Council describes this species of *Carpobrotus* as belonging to *List A-1: Most Invasive Wildland Pest Plants; Widespread* (see Exhibit 9, pg. 1).

As described above, except for one small section near the Lighthouse, the path will be widened by extending the width of the sidewalk in the direction of the West Cliff Drive roadway. Where there is a strip or island between the path and the roadway, the path will be widened into the landscaped area. In general, landscaping along the large bluff top areas will not be impacted by the project.

Other than provisions protecting existing trees along the path, the City's conditions of approval (see Exhibit 5) do not include any requirements for landscaping. A resolution regarding the project, passed and adopted by the City Council, included findings that provided for development and implementation of a landscaping plan by the Parks and Recreation Department after the path-widening project is completed (see Exhibit 7). No specific date for completion of these tasks was included, however.

As discussed above, West Cliff Drive draws tourists and locals alike for the natural beauty of the coastline and the variety of public recreation and access amenities found along this stretch of the coast. Currently the landscaping along the majority of the multiuse path consists of invasive ice plant. LCP Community Design Policy 6.2.4 encourages, but does not absolutely require, the planting of a diversity of native, drought-tolerant species and discourages the use of invasive species, such as ice plant. In addition, LCP Community Design Policy 5.2 requires the preparation and implementation of corridor plans (including landscaping themes) for paths that address visitor-serving uses, such as West Cliff Drive and the multiuse path. LCP Economic Development Policy 5.6.4 calls for improving the visual appearance of visitor routes, such as West Cliff Drive, in the City. Given the importance of West Cliff Drive to the City, to tourists, and to locals, the path widening is an opportune time to provide for additional landscaping consistent with the requirements of the LCP.

The larger bluff top areas will not be affected by the path widening; thus, this approval does not require these areas to be re-landscaped as part of the path-widening project. Future development of the West Cliff Drive Integrated Management Plan, however, will need to provide for noninvasive, drought-



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West Cliff Drive Multiuse Path Widening – De Novo Hearing

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tolerant, preferably native landscaping along the bluff top areas. Widening of the path *will* impact numerous landscaped islands/strips, which are primarily landscaped with nonnative, invasive ice plant at this time. Special Condition #7 requires that any landscaped strip/island impacted by the path-widening project shall be re-landscaped in its entirety with noninvasive, drought tolerant species, preferably native species (see Exhibit 8 for a bluff top native species list). Because the LCP does not expressly require only native landscaping and because the multiuse path is located in an urbanized residential area, nonnative species may be used as long as they are noninvasive and drought-tolerant. The City will avoid using any species listed on the California Exotic Pest Plant Council's *Exotic Pest Plants of Greatest Ecological Concern in California* (see Exhibit 9). In addition, this approval is conditioned to require that the City maintain the new landscaping for the life of the project. As conditioned, the project is consistent with the City's LCP policies regarding landscaping.

### **F. Water Quality/Erosion**

Applicable LCP policies regarding water quality and erosion include:

**Environmental Quality Policy 2.3.1:** *Design and site development to minimize lot coverage and impervious surfaces, to limit post-development runoff to predevelopment volumes, and to incorporate storm drainage facilities that reduce urban runoff pollutants to the maximum extent possible.*

**Environmental Quality Policy 2.3.1.3:** *Require low-flow-velocity, vegetated open channels, area drains incorporating grease and sediment traps, groundwater recharge facilities and detention ponds directly connected to impervious areas.*

**Environmental Quality Policy 2.3.1.5:** *Ensure that all parking lots, roads, and other surface drainages that will flow directly into coastal waters have oil, grease, and silt traps.*

**Environmental Quality Policy 3.1:** *Require site design and erosion control measures in areas subject to erosion hazards or adjacent to streams and wetland areas to minimize grading activities and vegetation removal.*

**Environmental Quality Policy 3.1.2:** *Prohibit grading and earth disturbance during wet winter months and ensure that any grading or stockpiles are stabilized and revegetated (or covered) before winter months.*

**Environmental Quality Policy 3.1.3:** *Require an erosion control plan for all new projects located within or adjacent to erosion hazard areas, and for all development proposals involving slopes exceeding 10%.*

#### **1. Water Quality**

In general, the path will be widened by extending the width of the sidewalk in the direction of the West Cliff Drive roadway. Where there is a landscape strip between the path and the roadway, the path will be widened into the landscape strip. Where the path and roadway are adjacent (the majority of the



project), the widening will involve moving the curb, which currently separates the existing path from the roadway, into the road, resulting in narrowing of the roadway and widening of the path.

The project includes a modest increase in impervious surface in those areas in which the widened path will extend into existing landscaping. The great majority of the path, however, will be widened directly into West Cliff Drive, which already consists of an impervious surface. Thus, the project will result in a minimal addition to the existing impervious surface of West Cliff Drive, consistent with Environmental Quality Policy 2.3.1. New gutters and new storm drain inserts with appropriate grease and sediment traps will be installed as part of the project, consistent with Environmental Quality policies 2.3.1.3 and 2.3.1.5.

A geologic review was completed to evaluate the project with respect to geologic impacts and constraints. The geologic review also reviewed the drainage provisions of the project and determined that the drainage provisions in Phase I of the project plan will protect the sea cliff and adjacent areas from increased erosion or instability. In Phase II, specific drainage provisions will have to be developed for the several portions of the existing sidewalk that are below the grade of West Cliff Drive. Currently, the drainage sheet-flows toward the bluff top in this area. The geologic review recommends three possible options for these below-grade areas. Of these three, Commission water quality staff states that option #1 (which provides for sloping of the path toward the cliff in combination with erosion resistant planting strips along the seaward side of the path) is the preferable option, consistent with Environmental Quality Policy 2.3.1.3. City Public Works staff states that this is the option the City is planning to undertake in these below-grade areas (Pers. Comm. Chris Schneider, Assistant Director of Public Works).

## **2. Erosion**

The geologic review concluded that the project would be exposed to potential instability due to sea cliff retreat and landsliding of the bluff during the project's lifetime, but that the project's exposure will be the same as that of the existing path. This seems a reasonable conclusion given that the path will be widened inland and away from the bluff top, except for a 150-foot section that will be extended approximately four feet towards the bluff top and will result in a path that is 30 to 95 feet from the bluff top edge. In any event, the City conditioned its approval to require an erosion control plan that includes erosion control measures on the outer edge of the bluff during construction and requiring that grading be done during periods of dry weather and prohibiting earth-moving activities between December 1<sup>st</sup> and March 1<sup>st</sup> (see Exhibit 5, conditions #12 and #14). These conditions provide consistency with Environmental Quality policies 3.1, 3.1.2, and 3.1.3.

## **3. Conclusion**

In conclusion, the project will result in a minimal increase in impervious surface. The project includes the installation of grease and silt traps. The City conditioned its approval to require erosion control measures to protect the bluff top during construction and to prohibit grading during wet weather and during winter months. In areas where the widened path will be below the grade of West Cliff Drive, the



## **Appeal A-3-STC-01-099 Staff Report**

West Cliff Drive Multiuse Path Widening – De Novo Hearing

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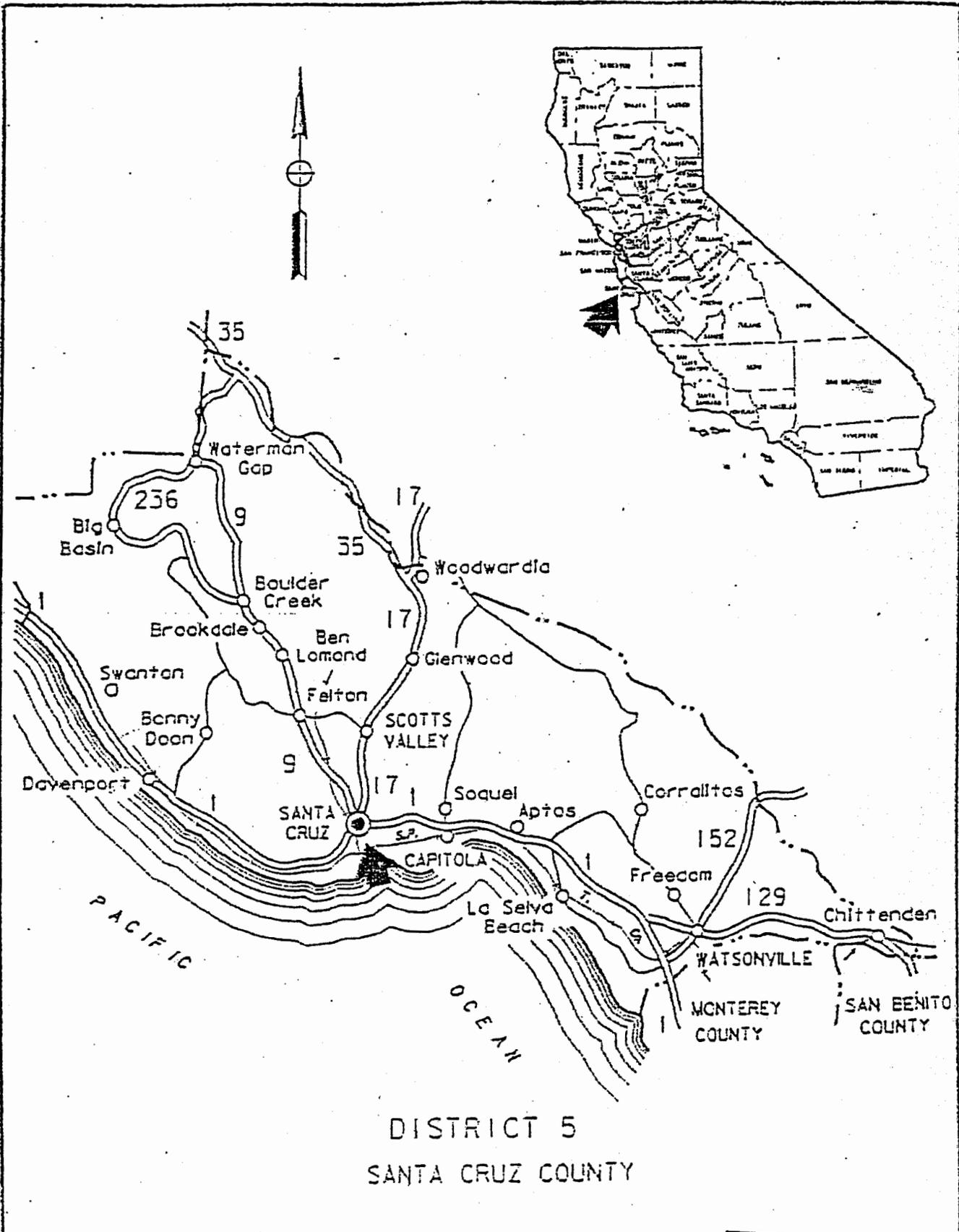
drainage will be directed to vegetated, erosion resistant strips on the seaward side of the path. In light of all of the above, the project, as conditioned by the City, is consistent with the Environmental Quality policies of the certified City of Santa Cruz LCP regarding protection of water quality and prevention of erosion.

### **6. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

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

The Coastal Commission's review and analysis of land use proposals has been certified by the Secretary of Resources as being the functional equivalent of environmental review under CEQA. This staff report, which is incorporated into this finding in its entirety, has discussed the relevant coastal resource issues with the proposal, and has recommended appropriate mitigations to address adverse impacts to said resources. All public comments that staff has received have been responded to in the staff report. Accordingly, the project is being approved subject to conditions, which implement the mitigating actions required of the Applicant, by the Commission (see Special Conditions). As such, the Commission finds that only as modified and conditioned by this permit will the proposed project not have any significant adverse effects on the environment within the meaning of CEQA.





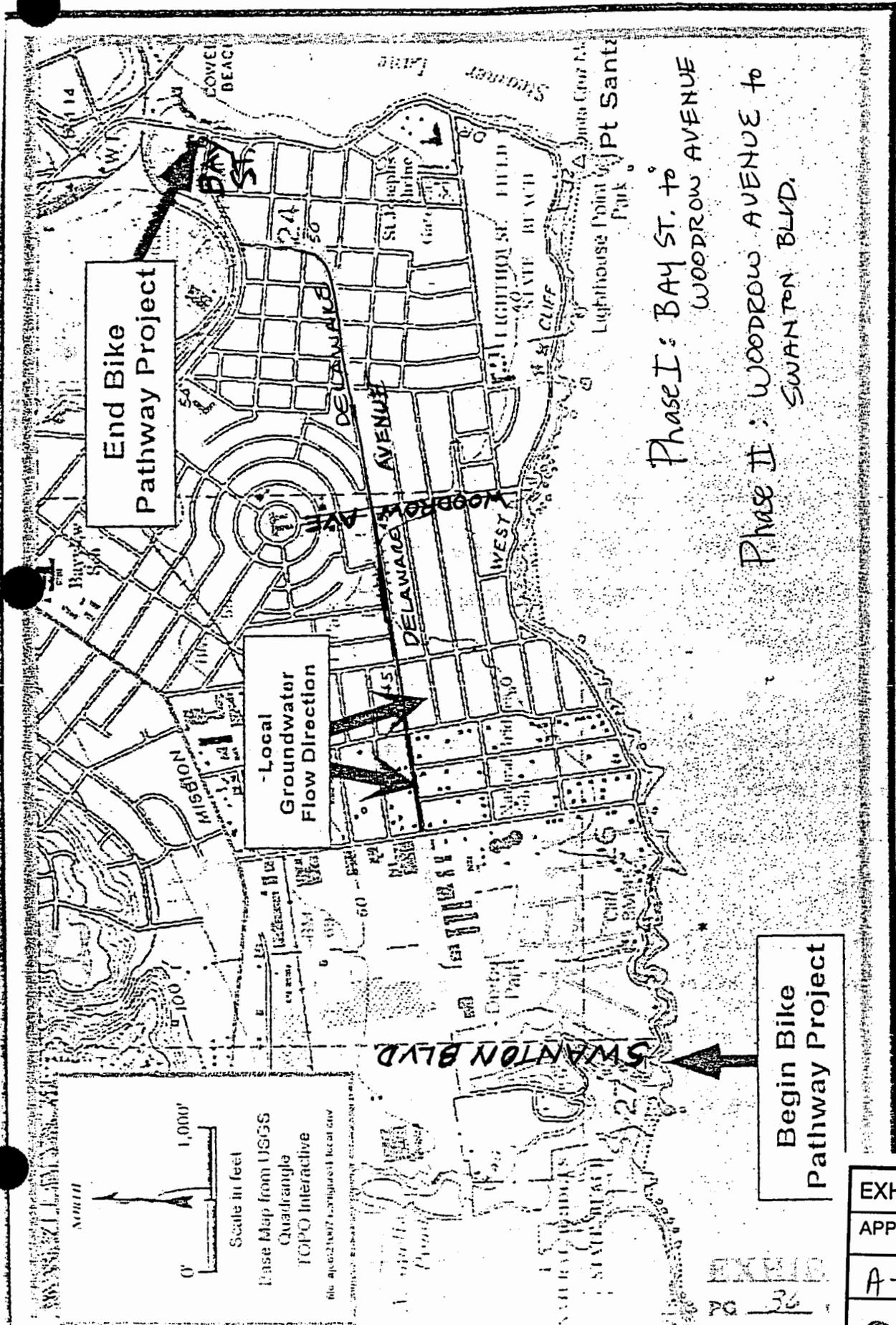
DISTRICT 5  
SANTA CRUZ COUNTY

Map 1. Project Vicinity

EXHIBIT NO. <i>1</i>
APPLICATION NO.
A-3-STG-01-099
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California Coastal Commission

7/12/2001

7/1



Phase I: BAY ST. to WOODROW AVENUE

Phase II: WOODROW AVENUE to SWANTON BLVD.

FIGURE 1  
Job # 21007

Location Map  
Initial Site Assessment (ISA)  
West Cliff Drive Pathway Widening Project  
Santa Cruz, California

Hayes & Associates  
Ecology and Environmental Engineering  
19400 Drive, Watsonville, Ca. 95076  
(722 - 3580 (831) 662 - 3100

EXHIBIT NO. 2  
APPLICATION NO.  
A-3-STC-01-099  
PR 1061  
California Coastal Commission

approved by the Executive Director. No concrete or construction debris shall be allowed to enter ocean waters. All construction materials and debris must be removed from the bluff/beach at the conclusion of the construction operation.

### 3. Final Engineering Report:

Within 30 days of completion of the project the applicant shall submit an engineering report by a qualified professional engineer verifying that the seawall has been constructed in conformance with the final approved plans.

4. PRIOR TO COMMENCEMENT OF CONSTRUCTION, the permittee shall provide to the Executive Director for review and approval:

A. U. S. Army Corps of Engineers Permit: A copy of a U. S. Army Corps of Engineers permit, letter of permission, or evidence that no Corps permit is necessary.

B. Monterey Bay National Marine Sanctuary Approval: Written evidence of approval from the Monterey Bay National Marine Sanctuary or documentation that no such approval is necessary.

C. Shotcrete Management Provisions: A copy of the the contractor's shotcrete management plan.

Any modifications to the approved project may require, as determined by the Executive Director, an amendment to this permit or a separate coastal development permit.

5. West Cliff Drive Integrated Development and Management Plan. WITHIN TWO YEARS OF THE APPROVAL OF THIS PERMIT, the permittee shall submit to the Commission for review and approval a West Cliff Drive Integrated Development and Management Plan which will provide for integrated design, land use, recreation, cliff stabilization, and landscaping for the West Cliff Drive corridor consistent with Local Coastal Program Parks and Recreation Element Policy 1.7.6. Provided the City has made regular progress towards completion of the Management Plan, this time period may be extended by the Executive Director for good cause (including funding contingencies). The submittal shall include a schedule of implementation and shall identify potential funding sources. Subsequently, the City shall submit annual implementation status reports to the Executive Director by July 1 of each year.

While the City is not responsible for conducting a region-wide sand supply/beach replenishment study, the City shall agree to participate in such study, to the extent that funding is available.

EXHIBIT NO. 3
APPLICATION NO.
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ZONING/PERMIT PROCESSING  
 831/420-5100 • FAX 831/420-5101  
 INSPECTION SERVICES  
 831/420-5120 • FAX 831/420-5101

COMPREHENSIVE PLANNING,  
 HOUSING AND  
 COMMUNITY DEVELOPMENT  
 831/420-6250 • FAX 831/420-6458

PLANNING DEPARTMENT

809 Center Street • Room 206 • Santa Cruz, CA 95060 • cityplan@ci.santa-cruz.ca.us  
 EUGENE O. ARNER, DIRECTOR

January 16, 2003

**RECEIVED**

JAN 16 2003

Susan Craig  
 California Coastal Commission  
 725 Front Street, Suite 300  
 Santa Cruz, CA 95060

CALIFORNIA  
 COASTAL COMMISSION  
 CENTRAL COAST AREA

**Re: West Cliff Drive Pedestrian/Bike Path Widening Project Appeal (Appl. No. 00-097,  
 Coastal Commission Appeal No. A-3-STC-01-099)**

Dear Ms. Craig:

Thank you for meeting with us to discuss the City's current projects in the West Cliff Drive area. This letter is to clarify issues related to the City's West Cliff Drive Pedestrian/Bike Path project, on appeal to the Coastal Commission. First, the project as originally planned would not impact Black swifts or Pigeon guillemots which have been known to nest on the coastal bluffs along West Cliff Drive, as the construction period would not coincide with their nesting season. Due to project delays construction could occur during nesting season, beginning this spring. In order to avoid potential impacts to these birds the City will conduct nesting surveys prior to any work activities. Should nesting birds be found, work will be delayed in that area for a distance to be determined by a qualified biologist. Construction will not begin in that area until it has been determined that the nesting is ended for that season.

Commission staff has requested that we clarify the status of the West Cliff Drive Plan. The City has prepared and submitted to the Commission staff an administrative draft plan compiling all relevant planning documents and projects in the West Cliff Drive area approved by the City to date. Commission staff have requested that additional items be addressed in the plan and that the plan ultimately be incorporated into the City's Local Coastal Plan. The City is currently working on putting together the additional items requested, in addition to preparing technical information for the plan. Since we are in process of preparing a General Plan Update, which will include an update of the LCP, the City will incorporate the West Cliff Drive plan into the General Plan/LCP update process. As stated in an earlier letter, we will provide additional information to you in April, however, it will be in the form of an update on the City's progress on the West Cliff Drive plan including any new materials prepared to date.

EXHIBIT NO. 4
APPLICATION NO.
A-3-STC-01-099
pg 1 of 2 California Coastal Commission

Susan Craig  
Coastal Commission  
January 16, 2003  
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I trust that the above information will respond to your concerns. We look forward to the appeal of the West Cliff Drive Path project being heard by the Coastal Commission soon. Feel free to contact me if you have any other questions with regard to this project.

Sincerely,



Eugene O. Arner  
Director of Planning and  
Community Development

cc: Christophe Schneider  
Ken Thomas  
Juliana Rebagliati  
Mike Ferry

EXHIBIT NO. 4
APPLICATION NO.
A-3-STC-0109
pg 2 of 2 California Coastal Commission

EXHIBIT "A"

CONDITIONS OF APPROVAL FOR PROJECT AT

West Cliff Drive between Bay and Swanton — Application # 00-097

WESTCLIFF DRIVE BICYCLE/PEDESTRAIN PATH WIDENING PROJECT  
BETWEEN BAY STREET AND SWANTON BLVD.

1. If one or more of the following conditions is not met with respect to all its terms, then this approval may be revoked.
2. All plans for future construction which are not covered by this review shall be submitted to the City Planning and Community Development Department for review and approval.
3. This permit shall be exercised within three (3) years of the date of final approval or it shall be come null and void.
4. If, upon exercise of this permit, this use is at any time determined by the Zoning Board to be incompatible with the surrounding neighborhood, revocation of, or amendment to, this permit by the Zoning Board could occur.
5. The use shall meet the standards and shall be developed within limits established by Chapter 24.14 of the Santa Cruz Municipal Code as to the emission of noise, odor, smoke, dust, vibration, wastes, fumes or any public nuisance arising or occurring incidental to its establishment or operation. Construction activities shall be limited to the hours of 7AM to 6PM Monday through Friday.
6. The applicant shall be responsible for the completeness and accuracy of all forms and supporting material submitted in connection with any application. Any errors or discrepancies found therein may result in the revocation of any approval or permits issued in connection therewith.
7. All final working drawings shall be submitted to the Zoning Administrator for review and approval.
8. The development of the site shall be in substantial accordance with the approved plans submitted and on file in the Department of Planning and Community Development of the City of Santa Cruz. Major modifications to plans or exceptions to completion may be granted only by the City authority which approved the project.
9. All requirements of the Building, Fire, Public Works and Water Departments shall be completed.
10. During all grading and subsurface excavations (including utility-line trenching), construction will be halted if significant archaeological or paleontological resources are discovered. For the purpose of this use permit, significant archaeological resources shall include the remains

CONDITIONS OF APPROVAL

For West Cliff Drive bicycle/pedestrian path widening – 00-097

of previous Indian living areas or human burials. In the instance of Indian living areas, these objects shall be recorded and mapped prior to further excavation on that portion of the site. In the event human burials are discovered during excavation, work shall be halted and the County Coroner, the Northwest Indian Cemetery Protective Association (NICPA), and other appropriate authorities shall be notified. Mitigation measures developed by the applicant and authorized archaeologists shall be subject to the approval of the Planning Department.

11. Any information developed as a result of this survey shall be forwarded to the County Archaeological Society, the County Historical Museum, and the Santa Cruz Collection, University of California Library.
12. An erosion control plan shall be submitted for review and approval that includes erosion control measures on the outer edge of the coastal bluff during construction.
13. Any tree marked for preservation which is subsequently removed shall be replaced by two (2) specimen trees of a variety and at locations specified by the Zoning Administrator. All such trees shall be replaced prior to the end of construction.
14. Grading shall be done during periods of dry weather and protective measures shall be incorporated during grading to prevent siltation from any grading project halted due to rain. No earth-moving activities shall occur between December 1 and March 1.
15. Prior to site grading all trees and/or tree stands indicated for preservation on approved plans shall be protected through fencing or other approved barricade. Such fencing shall protect vegetation during construction and shall be installed to the satisfaction of the Director of Planning and Community Development.
16. Prepare and implement a traffic control plan to guide vehicles and pedestrians during temporary road closures. The plan shall include potential implementation of traffic control measures during road closures as may be needed to prevent traffic conflicts between pedestrians and vehicles. The plan shall include signage for detours.
17. MITIGATION MEASURE: That construction be staged so that any areas requiring traffic detours on Pelton Avenue be scheduled first and completed preferably by October 1<sup>st</sup>, but no later than October 31<sup>st</sup>, to protect wintering monarch butterflies. Prohibit detours along Pelton between November and February, during the Monarch butterfly overwintering period.
18. Material and equipment storage shall not interfere with free and safe passage of pedestrians, bicycles or vehicular traffic.
19. Notify fire, police, ambulance and transit services of anticipated street closures two months in advance of the construction.
20. That the Public Works Department work with the Santa Cruz Metropolitan Transit District (SCMTD) to revise the proposed plan between Swanton Blvd. and Chico to allow the SCMTD to continue using that section of West Cliff Drive, if possible.

Exhibit 5  
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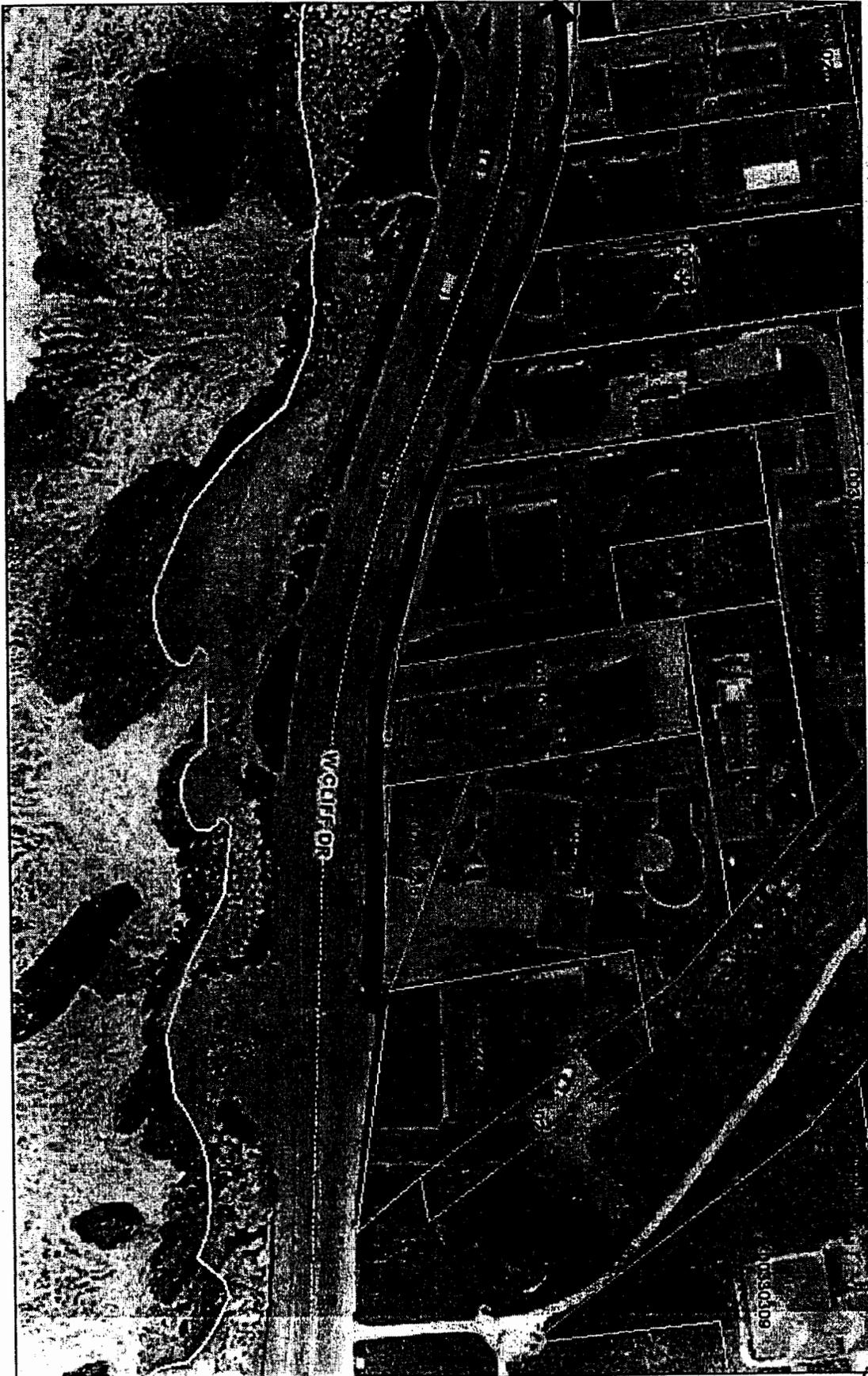






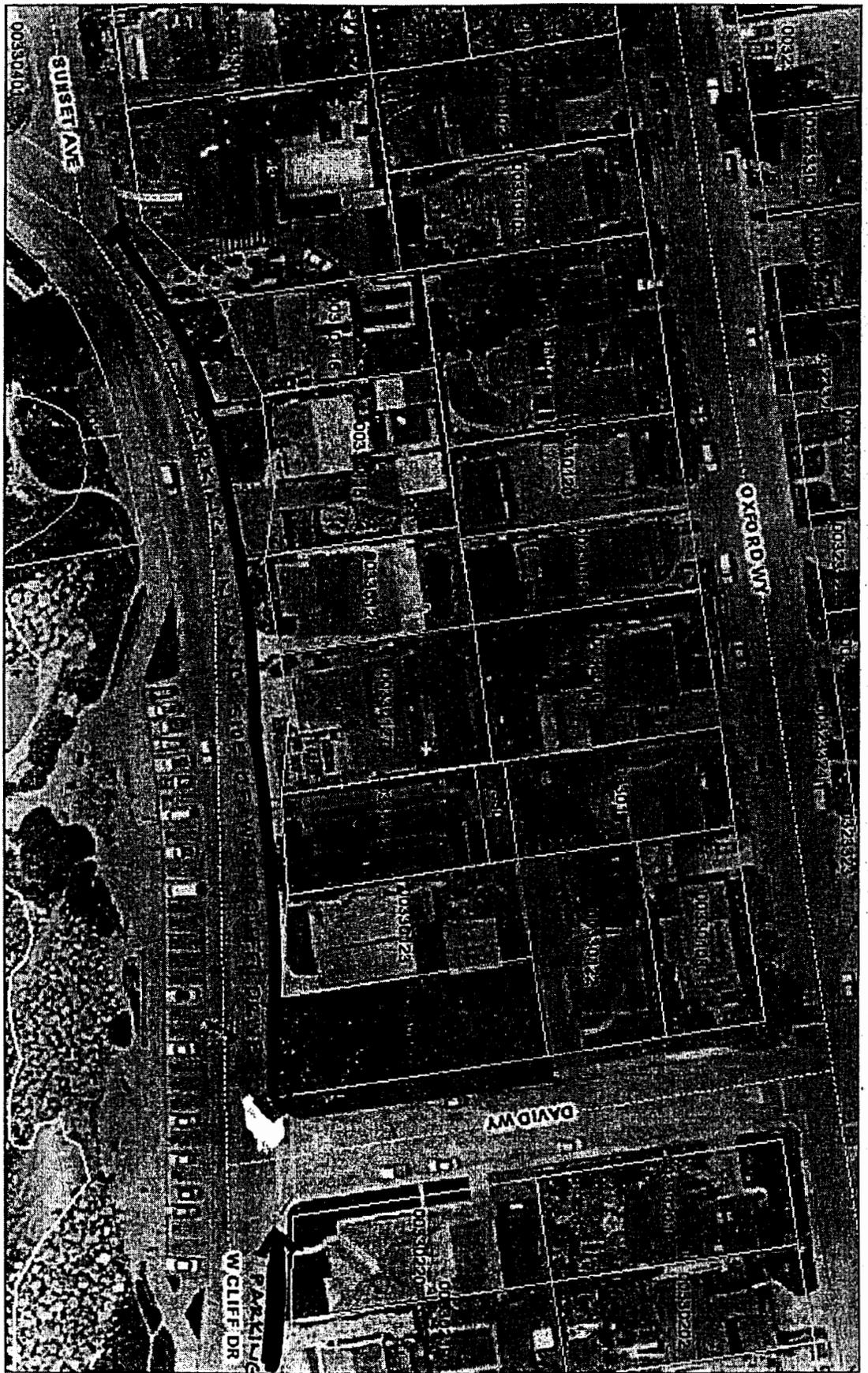
A-3-STC-01-099  
West Cliff Drive Multiuse Path Widening

11/24



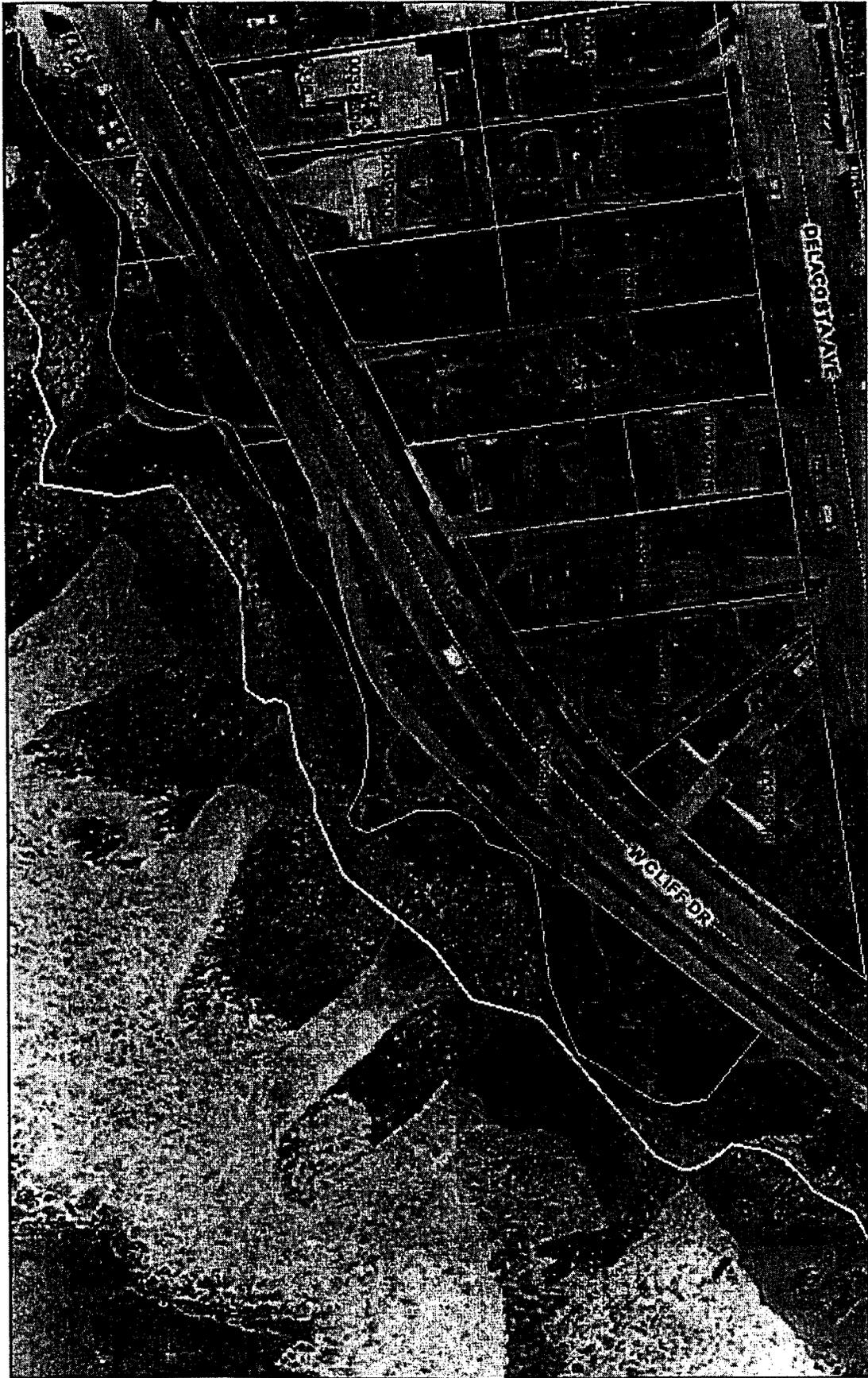
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West Cliff Drive Multiuse Path Widening

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West Cliff Drive Multiuse Path Widening



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West Cliff Drive Multiuse Path Widening

Exhibit <sup>6</sup>  
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West Cliff Drive Multiuse Path Widening

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**A-3-STC-01-099**  
**West Cliff Drive Multiuse Path Widening**

Exhibit <sup>6</sup>  
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WHEREAS, the City council held a public hearing on September 11, 2001 to consider the appeal of the Coastal and Design Permits for the widening project and made the following findings:

With Respect to the Design Permit Findings, Section 24.08.430:

1. The West Cliff Drive bicycle/pedestrian path widening is consistent with the General Plan designation of Coastal Recreation and the Local Coastal Land Use Plan in that both plans encourage coastal access and improving public access to recreational opportunities along the coast. (1)
2. The design of the path will not impact coastal views and will generally follow the existing trail as it meanders from Bay Street to Swanton Boulevard. The path is being widened to accommodate the numerous users as well as the different types of users. In conjunction with the widening, the narrowing of West Cliff is designed to reduce traffic speeds and thereby increase the safety of pedestrians and bicyclists. (2,3,4)
3. The path has several mature trees along the frontage that will require root pruning; however, no trees are proposed for removal. A minor amount of non-native ice plant will be removed in limited areas. Some existing landscaping will be relocated by two to four feet. The entire length of the path will be widened towards West Cliff Drive and away from the ocean to minimize alterations of existing bluffs. (5)
4. The project will enhance the public's view of the ocean by widening the path and making it safer for an increase number of people as well as an increase variety of users. (6)
5. The project will include the requirement for a traffic plan that provides detour routes to adjacent streets and notification to public safety agencies about anticipated street closures. The plan will enhance bicycle travel, will not remove any parking and will reduce traffic speeds on West Cliff by narrowing the paved width. (7,8)
6. Landscaping as well as drinking fountains, bicycle parking facilities and public art will be developed by the Parks and Recreation Department for approval and implementation after the widening project is complete. (9)
7. The construction will be limited to operate between the hours of 7AM to 6PM Monday through Friday to comply with any noise or vibration impacts. (10)
8. Discreet signage to indicate the multipurpose use of the path is proposed. Final signage will be approved by the City Council. (11)
9. City building and water conservation regulations, which require drought-tolerant landscaping, will apply to the final landscape design. (13)

Findings 12, 14, 15 and 16 are not relevant to the project.

With Respect to the Coastal Permit Findings, Section 24.08.250:

10. The proposed path is at grade therefore, no public views to the coastline will be affected. (1)
11. The Initial Study found that the proposed traffic detour plan along Pelton Avenue could potentially impact over-wintering Monarch Butterflies in Lighthouse Field. To mitigate the potential impact, the Department of Public Works will be conditioned to complete the work requiring the Pelton Avenue detour preferably by October 1<sup>st</sup> and no later than October 31<sup>st</sup>. No detours will be allowed on Pelton between November and February. The Initial Study had several recommended Conditions of Approval that will be incorporated into the approval including archeological resources, erosion control, hours of construction activity, traffic control, material storage locations and notification to public safety agencies about anticipated street closures. The path has several mature trees along the frontage that will require root pruning, however no trees are proposed for removal. A minor amount of non-native ice plant will be removed in limited areas. The entire length of the path will be widened towards West Cliff Drive and away from the ocean to minimize alterations of existing bluffs. (2)
12. The West Cliff Drive bicycle/pedestrian path widening is consistent with the General Plan designation of Coastal Recreation and the Local Coastal Land Use Plan in that both plans encourage coastal access and improving public access to recreational opportunities along the coast. (3)
13. The project will maintain all public access points to the coast as well as all of the existing on-and off-street parking spaces. The widening of the path will increase visitor-serving needs by enabling a higher number of people to use the West Cliff Drive bicycle/pedestrian path in a safer manner. (4,5)

With Respect to the Shoreline Protection Overlay Zone, Section 24.10.2430:

14. The Initial Study found that the proposed traffic detour plan along Pelton Avenue could potentially impact over-wintering Monarch Butterflies in Lighthouse Field. To mitigate the potential impact, the Department of Public Works will be conditioned to complete the work requiring the Pelton Avenue detour preferably by October 1<sup>st</sup> and no later than October 31<sup>st</sup>. No detours will be allowed on Pelton between November and February. The Initial Study had several recommended Conditions of Approval that will be incorporated into the approval including archeological resources, erosion control, hours of construction activity, traffic control, material storage locations and notification to public safety agencies about anticipated street closures. The path has several mature trees along the frontage that will require root pruning, however no trees are proposed for removal. A minor amount of non-native ice plant will be removed in limited areas. The entire length of the path will be widened towards West Cliff Drive and away from the ocean to minimize alterations of existing bluffs. (1)

15. The proposed work will not impact the bluff in that the path will be widened towards the existing street. The plan includes repairing the existing erosion problems as part of the widening project including the installation of retaining walls. (2)
16. The Conditions of Approval will include the requirement for accepted engineered erosion control measures. (3)
17. The proposed path is at grade therefore, no public views to the coastline will be affected. (4)
18. There are no paleontological resources identified in the Initial Study between the existing path and along West Cliff Drive. A standard project condition requires work stoppage if archaeological remains are discovered during grading or earthwork for the project. (5)
19. The project will maintain all public access points to the coast as well as all of the existing on- and off-street parking spaces. The widening of the path will increase visitor-serving needs by enabling a higher number of people to use the West Cliff Drive bicycle/pedestrian path in a safer manner. (6)
20. The proposed project will be conditioned with the mitigation measure outlined in the Initial Study attached as Exhibit B. (7)
21. The project is consistent with the scale of the area in that it will be at grade and consistent in width throughout the entire project area. (8)
22. Required findings for a Design Permit have been made for the proposed project. (9)
23. The project is consistent with Local Coastal Program, General Plan, and California Coastal Act policies. (10)

NOW THEREFORE, BE IT RESOLVED by the City Council of the City of Santa Cruz, that Permit 00-097 requesting approval of a Coastal and Design Permit for the widening of the West Cliff Drive pedestrian/bikepath is hereby approved subject to the Conditions of Approval attached hereto as Exhibit A.

**Native Bluff Plant List (Updated 4.18.2002)**

<b>Plant name</b>	<b>Common name</b>
Achillea millefolium	yarrow
Artemisia californica	California sagebrush
Bromus carinatus var. maritimus	seaside brome
Ceanothus griseus var. horizontalis	Carmel creeper
Ceanothus griseus var. horizontalis	Yankee Point
Dudleya caespitosa	live forever or coast dudleya
Dudleya farinosa	live forever
Elymus glaucus	blue wild rye
Erigeron glaucus	seaside daisy
Eriogonum latifolium	buckwheat
Eriogonum parvifolium	dune buckwheat
Eriophyllum staechadifolium	lizard tail
Fragaria chiloensis	beach strawberry
Grindelia stricta	gumweed
Leymus pacificus	beach wild rye
Mimulus aurantiacus	sticky monkey flower
Myrica californica	wax myrtle
Poa douglasii	maritime bluegrass
Rhamnus californica	coffeeberry

# The California Exotic Pest Plant Council

## List A-1: Most Invasive Wildland Pest Plants; Widespread

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Ammophila arenaria</i>	European beach grass	Coastal dunes	SCo,CCo,NCo
<i>Arundo donax</i>	giant reed, arundo	Riparian areas	cSNF,CCo,SCo,SnGb,D,GV
<i>Bromus tectorum</i>	cheat grass, downy brome	Sagebrush, pinyon-juniper, other desert communities; increases fire frequency	GB,D
* <i>Carpobrotus edulis</i>	iceplant, sea fig	Many coastal communities, esp. dunes	SCo,CCo,NCo,SnFrB
<i>Centaurea solstitialis</i> <sup>C</sup>	yellow starthistle	Grasslands	CA-FP (uncommon in SoCal)
<i>Cortaderia jubata</i>	Andean pampas grass, jubatagrass	Horticultural; many coastal habitats, esp. disturbed or exposed sites incl. logged areas	NCo,NCoRO,SnFrB,CCo,WTR,SCo
<i>Cortaderia selloana</i>	pampas grass	Horticultural; coastal dunes, coastal scrub, Monterey pine forest, riparian, grasslands; wetlands in ScV; also on serpentine	SnFrB,SCo,CCo,ScV
<i>Cynara cardunculus</i> <sup>B</sup>	artichoke thistle	Coastal grasslands	CA-FP, esp. CCo,SCo
<i>Cytisus scoparius</i> <sup>C</sup>	Scotch broom	Horticultural; coastal scrub, oak woodlands, Sierra foothills	NW,CaRF,SNF,GV,SCo,CW
<i>Eucalyptus globulus</i>	Tasmanian blue gum	Riparian areas, grasslands, moist slopes	NCoRO,GV,SnFrB,CCo,SCoRO,SCo,nChl
<i>Foeniculum vulgare</i>	wild fennel	Grasslands; esp. SoCal, Channel Is.; the cultivated garden herb is not invasive	CA-FP
<i>Genista monspessulana</i> <sup>C</sup>	French broom	Horticultural; coastal scrub, oak woodlands, grasslands	NCoRO,NCoRI,SnFrB,CCo,SCoRO,sChl,WTR,PR
<i>Lepidium latifolium</i> <sup>B</sup>	perennial pepperweed, tall whitetop	Coastal, inland marshes, riparian areas, wetlands, grasslands; potential to invade montane wetlands	CA (except KR,D)
<i>Myriophyllum spicatum</i>	Eurasian watermilfoil	Horticultural; lakes, ponds, streams, aquaculture	SnFrB,SnJV,SNH(?); prob. CA
<i>Pennisetum setaceum</i>	fountain grass	Horticultural; grasslands, dunes, desert canyons; roadsides	Deltaic GV,CCo,SCo,SnFrB
<i>Rubus discolor</i>	Himalayan blackberry	Riparian areas, marshes, oak woodlands	CA-FP
<i>Senecio mikanioides</i> (= <i>Delairea odorata</i> )	Cape ivy, German ivy	Coastal, riparian areas, also SoCal (south side San Gabriel Mtns.)	SCo,CCo,NCo,SnFrB,SW
<i>Taeniatherum caput-medusae</i> <sup>C</sup>	medusa-head	Grasslands, particularly alkaline and poorly drained areas	NCoR,CaR,SNF,GV,SCo
<i>Tamarix chinensis</i> , <i>T. gallica</i> , <i>T. parviflora</i> & <i>T. ramosissima</i>	tamarisk, salt cedar	Desert washes, riparian areas, seeps and springs	SCo,D,SnFrB,GV,sNCoR,sSNF,Teh,SCoRI,SNE,WTR
<i>Ulex europaeus</i> <sup>B</sup>	gorse	North, central coastal scrub, grasslands	NCo,NCoRO,CaRF,n&cSNF,SnFrB,CCo

## Noxious Weed Ratings

- F: Federal Noxious Weed, as designated by the USDA; targeted for federally-funded prevention, eradication or containment efforts.
- A: CA Dept. of Food & Agriculture, on "A" list of Noxious Weeds; agency policies call for eradication, containment or entry refusal.
- B: CA Dept. of Food & Agriculture, on "B" list of Noxious Weeds; includes species that are more widespread, and therefore more difficult to contain; agency allows county Agricultural Commissioners to decide if local eradication or containment is warranted.
- C: CA Dept. of Food & Agriculture, on "C" list of Noxious Weeds; includes weeds that are so widespread that the agency does not endorse state or county-funded eradication or containment efforts except in nurseries or seed lots.
- Q: CA Dept. of Food & Agriculture's designation for temporary "A" rating pending determination of a permanent rating.

For most species nomenclature follows *The Jepson Manual: Higher Plants of California* (Hickman, J., Ed., 1993).

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Exhibit 9

# Exotic Pest Plants of Greatest Ecological Concern in California

## List A-2: Most Invasive Wildland Pest Plants; Regional

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Ailanthus altissima</i>	tree of heaven	Riparian areas, grasslands, oak woodlands, esp. GV, SCo	CA-FP
<i>Atriplex semibaccata</i>	Australian saltbush	SoCal, coastal grasslands, scrub, "high marsh" of coastal salt marshes	CA (except CaR, c&sSN)
<i>Brassica tournefortii</i>	Moroccan or African mustard	Washes, alkaline flats, disturbed areas in Sonoran Desert	SW, D
<i>Bromus madritensis</i> <i>ssp. rubens</i>	red brome	Widespread; contributing to SoCal scrub, desert scrub type conversions; increases fire frequency	CA
<i>Cardaria draba</i> <sup>B</sup>	white-top, hoary cress	Riparian areas, marshes of central coast; also ag. lands, disturbed areas	Problem only in CCo
<i>Conicosia pugioniformis</i>	narrow-leaved iceplant, roundleaf iceplant	Coastal dunes, sandy soils near coast; best documented in San Luis Obispo and Santa Barbara cos.	CCo
<i>Cotoneaster pannosus</i> , <i>C. lacteus</i>	cotoneaster	Horticultural; many coastal communities; esp. North Coast, Big Sur; related species also invasive	CCo, SnFrB, NW
<i>Cytisus striatus</i>	striated broom	Often confused with <i>C. scoparius</i> ; coastal scrub, grassland	SnFrB, CCo, SCo, PR
<i>Egeria densa</i>	Brazilian waterweed	Streams, ponds, sloughs, lakes; Sacramento-San Joaquin Delta	n&sSNF, SnJV, SnFrB, SnJt, SNE
<i>Ehrharta calycina</i>	veldt grass	Sandy soils, esp. dunes; rapidly spreading on central coast	CCo, SCoRO, WTR
<i>Eichhornia crassipes</i>	water hyacinth	Horticultural; established in natural waterways, esp. troublesome in Sacramento-San Joaquin Delta	GV, SnFrB, SCo, PR
<i>Elaeagnus angustifolia</i>	Russian olive	Horticultural; interior riparian areas	SnJV, SnFrB, SNE, DMoj
<i>Euphorbia esula</i> <sup>A</sup>	leafy spurge	Rangelands in far no. CA, also reported from Los Angeles Co.	eKR, NCo, CaR, MP, SCo
<i>Ficus carica</i>	edible fig	Horticultural; Central Valley, foothill, South Coast and Channel Is. riparian woodlands	nSNF, GV, SnFrB, SCo
<i>Lupinus arboreus</i>	bush lupine	Native to SCo, CCo; invasive only in North Coast dunes	SCo, CCo, NCo
<i>Mentha pulegium</i>	pennyroyal	Santa Rosa Plain (Sonoma Co.) and Central Valley vernal pools; wetlands elsewhere	NW, GV, CW, SCo
<i>Myoporum laetum</i>	myoporum	Horticultural; coastal riparian areas in SCo	SCo, CCo
<i>Saponaria officinalis</i>	bouncing bet	Horticultural; meadows, riparian habitat in SNE, esp. Mono Basin	NW, CaRH, nSNF, SnFrB, SCoRO, SCo, PR, MP, SNE, GV
<i>Spartina alterniflora</i>	Atlantic or smooth cordgrass	S.F. Bay salt marshes; populations in Humboldt Bay believed extirpated	CCo (shores of S.F. Bay)

## <sup>2</sup>Distribution by geographic subdivisions per the Jepson Manual

CA=California  
 CA-FP=California Floristic Province  
 CaR=Cascade Ranges  
 CaRF=Cascade Range Foothills  
 CCo=Central Coast  
 ChI=Channel Islands  
 CW=Central Western CA  
 D=Deserts  
 DMoj=Mojave Desert  
 DSon=Sonoran Desert  
 GB=Great Basin

GV=Great Valley  
 KR=Klamath Ranges  
 MP=Modoc Plateau  
 NCo=North Coast  
 NCoRI=Inner NCo Ranges  
 NCoRO=Outer NCo Ranges  
 NW=Northwestern CA  
 PR=Peninsular Ranges  
 SCo=South Coast  
 SCoRI=Inner SCo Ranges  
 SCoRO=Outer SCo Ranges

ScV=Sacramento Valley  
 SnJV=San Joaquin Valley  
 SN=Sierra Nevada  
 SNE=East of SN  
 SNF=SN Foothills  
 SNH=High SN  
 SnFrB=San Francisco Bay Area  
 SnGb=San Gabriel Mtns  
 SW=Southwestern CA  
 Teh=Tehachapi Mtns  
 WTR=Western Transverse Ranges

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Exhibit 9

# The California Exotic Pest Plant Council

## List B: Wildland Pest Plants of Lesser Invasiveness

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Ageratina adenophora</i> <sup>F</sup>	eupatory	Horticultural; coastal canyons, coastal scrub, slopes, Marin to San Diego Co; San Gabriel Mtns.	CCo,SnFrB,SCo,SCoRO
<i>Bassia hyssopifolia</i>	bassia	Alkaline habitats	CA (except NW,SNH)
<i>Bellardia trixago</i>	bellardia	Grasslands, on serpentine, where a threat to rare natives	NCoRO,CCo,SnFrB
<i>Brassica nigra</i>	black mustard	Coastal communities, esp. fog-belt grasslands; disturbed areas	CA-FP
<i>Cardaria chalepensis</i> <sup>B</sup>	lens-podded white-top	Wetlands of Central Valley	CA
<i>Carduus pycnocephalus</i> <sup>C</sup>	Italian thistle	Grasslands, shrublands, oak woodlands	sNCo,sNCoR,SNF,CW,SCo,ScV
<i>Centaurea calcitrapa</i> <sup>B</sup>	purple starthistle	Grasslands	NW,sCaRF,SNF,GV,CW,SW
<i>Centaurea melitensis</i>	totalote, Malta starthistle	Widespread; sometimes misidentified as <i>C. solstitialis</i> ; perhaps a more serious invader than currently recognized	CA-FP,D
<i>Cirsium arvense</i> <sup>B</sup>	Canada thistle	Especially troublesome in riparian areas	CA-FP
<i>Cirsium vulgare</i>	bull thistle	Riparian areas, marshes, meadows	CA-FP,GB
<i>Conium maculatum</i>	poison hemlock	Mainly disturbed areas but may invade wildlands; known to poison wildlife; early expanding stage in many areas, esp. San Diego Co. riparian, oak understory	CA-FP
<i>Crataegus monogyna</i>	hawthorn	Horticultural; recent invader, colonizing healthy native forest around Crystal Springs reservoir on S.F. peninsula	SnFrB,CCo,NCo,NCoR
<i>Ehrharta erecta</i>	veldt grass	Wetlands, moist wildlands; common in urban areas; potential to spread rapidly in coastal, riparian, grassland habitats	SnFrB,CCo,SCo
<i>Erechtites glomerata</i> , <i>E. minima</i>	Australian fireweed	Coastal woodlands, scrub, NW forests, esp. redwoods	NCo,NCoRO,CCo,SnFrB,SCoRO
<i>Festuca arundinacea</i>	tall fescue	Horticultural (turf grass); coastal scrub, grasslands in NCo, CCo	CA-FP
<i>Hedera helix</i>	English ivy	Horticultural; invasive in coastal forests, riparian areas	CA-FP
<i>Holcus lanatus</i>	velvet grass	Coastal grasslands, wetlands in No. CA	CA exc. Dson
<i>Hypericum perforatum</i> <sup>C</sup>	Klamathweed, St. John's wort	Redwood forests, meadows, woodlands; invasion may occur due to lag in control by established biocontrol agents	NW,CaRH,n&cSN,ScV,CCo,SnFrB,PR
<i>Ilex aquifolium</i>	English holly	Horticultural; coastal forests, riparian areas	NCoRO,SnFrB,CCo
<i>Iris pseudacorus</i>	yellow water iris, yellow flag	Horticultural; riparian, wetland areas, esp. San Diego, Los Angeles cos.	SnFrB,CCo,sSnJV,SCo
<i>Leucanthemum vulgare</i>	ox-eye daisy	Horticultural; invades grassland, coastal scrub	KR,NCoRO,n&cSNH,SnFrB,WTR,PR
<i>Mesembryanthemum crystallinum</i>	crystalline iceplant	Coastal bluffs, dunes, scrub, grasslands; concentrates salt in soil	NCo,CCo,SCo,ChI
<i>Myriophyllum aquaticum</i>	parrot's feather	Horticultural; streams, lakes, ponds	NCo,CaRF,CW,SCo
<i>Olea europaea</i>	olive	Horticultural and agricultural; reported as invasive in riparian habitats in Santa Barbara, San Diego	NCoR,NCoRO,CCo,SnFrB,SCoRO,SCo
<i>Phalaris aquatica</i>	Harding grass	Coastal sites, esp. moist soils	NW,cSNF,CCo,SCo
<i>Potamogeton crispus</i>	curlleaf pondweed	Scattered distribution in ponds, lakes, streams	NCoR,GV,CCo,SnFrB,SCo,ChI,SnGb,SnBr,DMoj
<i>Ricinus communis</i>	castor bean	SoCal coastal riparian habitats	GV,SCo,CCo
<i>Robinia pseudoacacia</i>	black locust	Horticultural; riparian areas, canyons; native to eastern U.S.	CA-FP,GB
<i>Schinus molle</i>	Peruvian pepper tree	Horticultural; invasive in riparian habitats in San Diego, Santa Cruz Is.	SNF,GV,CW,SW,Teh

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Exhibit 9

# Exotic Pest Plants of Greatest Ecological Concern in California

## List B: Continued

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Schinus terebinthifolius</i>	Brazilian pepper	Horticultural; riparian areas	sSCo
<i>Senecio jacobaea</i> <sup>B</sup>	tansy ragwort	Grasslands; biocontrol agents established	NCo,wKR,s&wCaR, nSNF, nScV,SW
<i>Spartium junceum</i>	Spanish broom	Coastal scrub, grassland, wetlands, oak woodland, NW forests, esp. redwoods; also roadcuts	NCoRO,ScV,SnFrB, SCoRO,SCo,sChI,WTR
<i>Verbascum thapsus</i>	woolly or common mullein	SNE meadows, sagebrush, pinyon-juniper woodlands; shores of Boggs Lake (Lake Co.)	CA
<i>Vinca major</i>	periwinkle	Horticultural; riparian, oak woodland, other coastal habitats	NCoRO,SnFrB, CCo, sSCoRO,SCo

## Red Alert: Species with potential to spread explosively; infestations currently restricted

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Alhagi pseudalhagi</i> <sup>A</sup>	camel thorn	Noxious weed of arid areas; most infestations in California have been eradicated	GV,sSNE,D
<i>Arctotheca calendula</i> <sup>A</sup>	Capeweed	Seed-producing types are the problem; most are vegetative only	NCo,SnFrB,CCo
<i>Centaurea maculosa</i> <sup>A</sup>	spotted knapweed	Riparian, grassland, wet meadows, forest habitats; contact CA Food & Ag if new occurrences found	CaR,SN,nScV,nCW,MP, nSNE,sPR,NW
<i>Crupina vulgaris</i> <sup>F,A</sup>	bearded creeper, common crupina	Aggressively moving into wildlands, esp. grassland habitats	NCoR (Sonoma Co.),MP
<i>Halogeton glomeratus</i> <sup>A</sup>	halogeton	Noxious weed of Great Basin rangelands; report locations to CA Food & Ag; goal is exclusion from CA	GB
<i>Helichrysum petiolare</i>	licorice plant	North coastal scrub; one population on Mt. Tamalpais, w. Marin Co.	Not in Jepson
<i>Hydrilla verticillata</i> <sup>F,A</sup>	hydrilla	Noxious water weed; report locations to CA Food & Ag; eradication program in place; found in Clear Lake (Lake Co.) in 1994	NCoRI,n&cSNF,ScV,SCo,D
<i>Lythrum salicaria</i> <sup>B</sup>	purple loosestrife	Horticultural; noxious weed of wetlands, riparian areas	sNCo,NCoRO,nSNF,ScV, SnFrB,nwMP
<i>Ononis alopecuroides</i> <sup>Q</sup>	foxtail restharrow	Eradication efforts underway in San Luis Obispo Co.; to be looked for elsewhere in CA	CCo; not in Jepson
<i>Retama monosperma</i>	bridal broom	First noted at Fallbrook Naval Weapons Station, San Diego Co; could rival other invasive brooms	San Diego Co.; not in Jepson
<i>Salvinia molesta</i> <sup>F</sup>	giant waterfern	Ponds, lakes, reservoirs, canals	Napa, Sonoma cos., lower Colorado River; not in Jepson
<i>Sapium sebiferum</i>	Chinese tallow tree	Horticultural; riparian, wetland habitats, open areas and understory	ScV,SnFrB; not in Jepson
<i>Sesbania punicea</i>	scarlet wisteria tree	Horticultural; riparian areas; American River Parkway, Sacramento Co., Suisun Marsh, San Joaquin River Parkway	ScV,SnJV; not in Jepson
<i>Spartina anglica</i>	cord grass	Scattered in S.F. Bay	Not in Jepson
<i>Spartina densiflora</i>	dense-flowered cord grass	Scattered in S.F. Bay, Humboldt Bay salt marshes	CCo,NCo
<i>Spartina patens</i>	salt-meadow cord grass	One site in S.F. Bay, also Siuslaw Estuary, OR and Puget Sound, WA	CCo

A-3-STC-01-099

Exhibit 9

# The California Exotic Pest Plant Council

## Need More Information

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Acacia dealbata</i>	silver wattle	Aggressive in natural areas?	SnFRB, SCoRO, SCoRI, CCo
<i>Acacia decurrens</i>	green wattle	Sometimes confused with <i>A. dealbata</i> ; aggressive in natural areas?	Unknown
<i>Acacia melanoxylon</i>	blackwood acacia	Reported from S.F. Bay area, central coast, Santa Cruz Is.; spreads slowly; other areas?	SnFrB, SCoRO, SCo, CCo
<i>Aeschynomene rudis</i> <sup>B</sup>	rough jointvetch	Princeton area, Colusa Co.; pest of rice crops; potential threat to riparian, wetland habitats?	ScV
<i>Agrostis avenacea</i>	Pacific bentgrass	Invading vernal pools in San Diego area; attempts at manual eradication unsuccessful so far; problem in other areas?	sNCo, sNCoR, SNF, GV, CW, nSCo
<i>Aptenia cordifolia</i>	red apple	Habitats where invasive?	CCo, SCo, sChI
<i>Asphodelus fistulosus</i>	asphodel	Common in SCo highway rights-of-way, other disturbed sites; threats to wildlands?	sSnJV, SCo
<i>Carduus acanthoides</i> <sup>A</sup>	giant plumeless thistle	Threatens wildlands?	NCoRI, nSN, SnFrB, nSCoRO, MP
<i>Cistus ladanifer</i>	gum cistus	Horticultural; invades coastal sage scrub, chaparral; areas where problematic?	sCCo, SnGb
<i>Cordylina australis</i>	New Zealand cabbage	Infestation at Salt Point State Park; bird-dispersed; other problem areas?	Not in Jepson
<i>Cotoneaster</i> spp. (exc. <i>C. pannosus</i> , <i>C. lacteus</i> )	cotoneaster	Horticultural; bird-distributed; which species are problems in wildlands?	Unknown
<i>Cupressus macrocarpa</i>	Monterey cypress	Native only to Monterey Peninsula; planted and naturalized CCo, NCo; threat to wildlands?	CCo
<i>Descurainia sophia</i>	flixweed, tansy mustard	Entering Mojave wildlands through washes; threat to wildlands?	CA
<i>Dimorphotheca sinuata</i>	African daisy, Cape marigold	Horticultural; reported as invasive in w. Riverside Co., Ventura Co.; problem elsewhere?	SnJV, SCoRO, SCo, PR
<i>Echium candicans</i> , <i>E. pininana</i>	pride of Madeira, pride of Teneriffe	Horticultural; riparian, grassland, coastal scrub communities; spreads by seed	CCo, SnFrB, SCo, sNCo
<i>Ehrharta longiflora</i>	veldt grass	Reported from San Diego	Not in Jepson
<i>Erica lusitanica</i>	heath	Threat to wildlands?	NCo (Humboldt Co.)
<i>Euphorbia lathyris</i>	caper spurge, gopher plant	Invades coastal scrub, marshes, dunes; Sonoma, Marin cos.; threat to wildlands?	NCo, CCo, GV, SCo
<i>Gazania linearis</i>	gazania	Horticultural; invades grassland in S.F., coastal scrub?	CCo, SCo
<i>Glyceria declinata</i>	"	Although reported from Central Valley vernal pools, genetic research is needed to confirm identity; plants that have been called <i>G. declinata</i> key in Jepson to native <i>G. occidentalis</i>	Uncertain; not in Jepson
<i>Hedera canariensis</i>	Algerian ivy	Horticultural; invasive in riparian areas in SoCal?	Not in Jepson
<i>Hirschfeldia incana</i>	Mediterranean or short-pod mustard	Increasing in western, southern Mojave; threat to wildlands?	NCo, SNF, GV, CW, SCo, DMoj
<i>Hypericum canariense</i>	Canary Island hypericum	Reported in San Diego area, coastal sage scrub, grassland; threat to wildlands?	SCo
<i>Hypochaeris radicata</i>	rough cat's-ear	Widespread in coastal grasslands, wetlands; threat to wildlands?	NW, CaRF, nSNF, ScV, CW, SCo
<i>Isatis tinctoria</i> <sup>B</sup>	dyers' woad	Well-known invader in Utah; threat to wildlands?	KR, CaR, nSNH, MP
<i>Ligustrum lucidum</i>	glossy privet	Horticultural; spreading rapidly on Mendocino coast; problem in other areas?	NCo; not in Jepson
<i>Limonium ramosissimum</i> ssp. <i>provinciale</i>	sea lavender	Reported spreading in Carpinteria Salt Marsh; problem in other areas?	Not in Jepson

A-3-STC-01-099

Exhibit 9

# Exotic Pest Plants of Greatest Ecological Concern in California

## Need More Information: Continued

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Ludwigia uruguayensis</i> (= <i>L. hexapetala</i> )	water primrose	Invasive in aquatic habitats; non-native status questioned?	NCo, sNCoRO, CCo, SnFrB, SCo
<i>Malephora crocea</i>	ice plant	Invades margins of wetlands, bluffs along SCo	CCo, SCo, sChI
<i>Maytenus boaria</i>	mayten	Horticultural; scattered in riparian forests, ScV; east SnFrB	ScV, SnFrB
<i>Mesembryanthemum nodiflorum</i>	slender-leaved iceplant	Abundant on Channel Islands; invades wetlands; habitats where problematic?	SnFrB, SCo, ChI
<i>Nicotiana glauca</i>	tree tobacco	Disturbed places; not very competitive with natives in coastal scrub, chaparral; spreading along Putah Creek (Yolo Co.); problems elsewhere?	NCoRI, c&sSNF, GV, CW, SW, D
<i>Oxalis pes-caprae</i>	Bermuda buttercup	Invades disturbed sites; invasive in undisturbed habitats?	NCo, NCoRO, CCo, SnFrB, SCoRO, SCo
<i>Parentucellia viscosa</i>		Threat to NCo (Humboldt Co.) dune swales?	NCo, NCoRO, CCo, SCo
<i>Passiflora caerulea</i>		Horticultural; reported from SoCal; threat to wildlands?	SCo; not in Jepson
<i>Pennisetum clandestinum</i> <sup>FC</sup>	Kikuyu grass	Disturbed sites, roadsides; threat to wildlands?	NCo, CCo, SnFrB, SCo, Santa Cruz Is.
<i>Phyla nodiflora</i>	mat lippia	Most varieties in CA are native; taxonomy unclear; status of plants in vernal pools, wetlands?	NW(except KR, NCoRH), GV, CCo, SnFrB, SCo, PR, D, Son
<i>Pinus radiata</i> cultivars	Monterey pine	Cultivars invading native Monterey, Cambria forests, where spread of pine pitch canker is a concern	CCo
<i>Piptatherum miliaceum</i>	smilo grass	Aggressive in SoCal creeks, canyons; threats to wildlands?	NCo, GV, CW, SCo
<i>Pistacia chinensis</i>	Chinese pistache	Horticultural; invades riparian areas and woodlands in ScV	ScV
<i>Prunus cerasifera</i>	cherry plum	Oak woodland, riparian areas; esp. Marin, Sonoma cōs.; bird-distributed; problems elsewhere?	SnFrB, CCo
<i>Pyracantha angustifolia</i>	pyracantha	Horticultural; spreads from seed in S.F. Bay area; bird-distributed; problem elsewhere?	sNCoRO, CCo, SnFrB, SCo
<i>Salsola soda</i>	glasswort	Threat to salt marshes?	nCCo, SnFrB
<i>Salsola tragus</i> <sup>F</sup>	Russian thistle, tumbleweed	Abundant in dry open areas in w. Mojave Desert, Great Basin; not limited to disturbed sites; threats?	CA
<i>Salvia aethiops</i> <sup>B</sup>	Mediterranean sage	Creates monocultures in E. Oregon grasslands; threat to CA wildlands?	MP
<i>Stipa capensis</i>		Distribution and threats?	Not in Jepson
<i>Tamarix aphylla</i>	athel	Spreading in Salton Sea area; threats to wildlands?	nSnJV, nSCo, D
<i>Tanacetum vulgare</i>	common tansy	Jepson reports as uncommon, escape from cultivation in urban areas; problem in wildlands?	NCo, NCoRO, CaRH, SCoRO
<i>Verbena bonariensis</i> , <i>V. litoralis</i>	tall vervain	Horticultural; invades riparian forests, wetlands; extensive along ScV riparian corridors; roadsides (Yuba Co.); elsewhere?	ScV, nSnJV, nSnFrB, CCo



A-3-STC-01-099

Exhibit 9

West Cliff Drive Multiuse Path Widening

1999 CHPPC List 9

# The California Exotic Pest Plant Council

## Annual Grasses

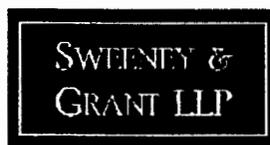
Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments	Distribution <sup>2</sup>
<i>Aegilops triuncialis</i> <sup>B</sup>	barbed goatgrass	Serpentine soils, grasslands	sNCoR, CaRF, n&cSNF, ScV, nCW
<i>Avena barbata</i>	slender wild oat	Lower elev. in SoCal; coastal slopes, coastal sage scrub, disturbed sites	CA-FP, MP, DMoj
<i>Avena fatua</i>	wild oat	Lower elev. in SoCal; coastal slopes, coastal sage scrub on deeper soil, disturbed sites	CA-FP, MP, DMoj
<i>Brachypodium distachyon</i>	false brome	Expanding in SoCal; common in Orange Co.	sNCoR, sCaRF, SNF, GV, CW, SCo, sChI
<i>Bromus diandrus</i>	ripgrut brome	Coastal dunes, coastal sage scrub, grasslands	CA
<i>Lolium multiflorum</i>	Italian ryegrass	Wetland areas, esp. vernal pools in San Diego Co.; common in disturbed sites	CA-FP
<i>Schismus arabicus</i>	Mediterranean grass	Threat to Mojave and Colorado desert shrublands?	SnJV, CW, sChI, D
<i>Schismus barbatus</i>	Mediterranean grass	Threat to Mojave and Colorado desert shrublands?	SnJV, SW, D

## Considered, but not listed

Latin Name <sup>1</sup>	Common Name	Habitats of Concern and Other Comments
<i>Albizia lophantha</i>	plume acacia	Not invasive
<i>Anthoxanthum odoratum</i>	sweet vernal grass	Disturbed sites on coast; Marin, Sonoma, Mendocino cos.
<i>Carpobrotus chilensis</i>	sea fig	Native status in question; not a threat to wildlands
<i>Centranthus ruber</i>	red valerian	Horticultural; roadcuts in Marin Co.; not a threat to wildlands
<i>Convolvulus arvensis</i> <sup>C</sup>	field bindweed	Disturbed sites; ag lands
<i>Coprosma repens</i>	mirror plant	No evidence of wildland threat
<i>Crococsmia x crocosmiiflora</i>		Generally in disturbed coastal, urban areas, roadsides
<i>Digitalis purpurea</i>	foxglove	Horticultural; scattered in prairies, meadows, disturbed sites; not a major wildland threat
<i>Dipsacus sativus, D. fullonum</i>	wild teasel, Fuller's teasel	Roadsides, disturbed sites
<i>Fumaria officinalis, F. parviflora</i>	fumitory	S.F. Bay area, Monterey Bay salt marshes, sandy disturbed sites
<i>Medicago polymorpha</i>	California bur clover	Grasslands, moist sites; mainly restricted to disturbed sites
<i>Melilotus officinalis</i>	yellow sweet clover	Restricted to disturbed sites in CA
<i>Nerium oleander</i>	oleander	Horticultural; not invasive, although reported from riparian areas in Central Valley, San Bernardino Mtns.
<i>Picris echioides</i>	bristly ox-tongue	Disturbed areas
<i>Silybum marianum</i>	milk thistle	Disturbed areas, especially overgrazed moist pasturelands; may interfere with restoration
<i>Xanthium spinosum</i>	spiny cocklebur	Identified as native in <i>The Jepson Manual</i> (Hickman, 1993) and <i>A California Flora</i> (Munz and Keck, 1968); restricted to disturbed areas
<i>Zantedeschia aethiopica</i>	calla lily	Horticultural; mainly a garden escape in wet coastal areas
<i>Zoysia cultivars</i>	Amazoy and others	Horticultural; no evidence of wildland threat

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April 8, 2003

**RECEIVED**

APR 10 2003

CALIFORNIA  
COASTAL COMMISSION  
CENTRAL COAST AREA

Ms. Diane Landry  
District Manager  
Central Coast District Office  
California Coastal Commission  
725 Front Street, Suite 300  
Santa Cruz, California 95060

Re: Appeal No. A-3-STC-01-099  
West Cliff Drive Multiuse Path Widening

Dear Ms. Landry:

On behalf of Appellant West Cliff Drive Owners Association (Association), I respectfully submit the following in response to your request for input as the Commission and its staff prepare for the Commission's Substantial Issue hearing on the above-captioned appeal at the Commission's May meeting in Monterey. In brief, while the Association must insist that the proposed project not go forward without modification, particularly without the City of Santa Cruz (City) having completed the West Cliff Drive Integrated Development and Management Plan (Plan), the Association remains willing to work with the City in designing a mutually acceptable conservation project as part of the formulation of the long-sought-after Plan.

**A. The Current Project Cannot Be Approved Because it is Inconsistent with the City's LCP and the Commission's Previous Directives.**

As you are aware, this appeal arises out of efforts by the City to widen a 2.5-mile stretch of existing path that runs between West Cliff Drive and the coast. Virtually all of the widening (to an average of 14 feet) would be accomplished by tearing up and narrowing the existing roadbed of West Cliff Drive. As we have stated previously, however, the proposed project is inconsistent with the City's Local Coastal Program (LCP) and the Commission's unambiguous directives to the City in at least three respects:

**1. The Project is Flawed and Incomplete.**

The City's flawed and incomplete project at best promises only incremental widening of the existing path with few benefits; at worst, the project will do great environmental damage. That

Ms. Diane Laundry  
California Coastal Commission  
April 8, 2003  
Page 2 of 4

is, the project threatens the cliffs with further erosion, threatens and greatly limits coastal access, and threatens the safety of automobile drivers, bicyclists, and pedestrians.

**2. The Project Lacks the Required West Cliff Drive Integrated Management Plan.**

A completed integrated management plan is necessary and required by the approved LCP, not to mention the previous Coastal Commission permit issued to the City in 1998. Major traffic and access issues have been exacerbated by the lack of integrated planning for the Monterey Bay coastline.

**3. The Project Lacks a Coastal Erosion Plan.**

A completed coastal erosion plan is necessary and required by the approved LCP. A cliff stabilization plan would enhance safety along the coast and temper the risk of an environmental disaster.

For these reasons, together with the reasons set forth in the Association's letter of appeal, it is apparent the path-widening project as currently proposed by the City is inconsistent with both the City's LCP and the Commission's unambiguous directives to the City. Therefore, the project as currently proposed should not receive a coastal development permit.

**B. West Cliff Drive Is a Statewide Resource, Not Simply a Venue for Local Agendas. A WCD Integrated Management Plan Is Critical to Guarantee Statewide Access to this Resource. The WCD Roadway Connects Recreational and Educational Venues for Statewide Access.**

The West Cliff Drive roadway access is a critical component of the State of California's shoreline economic and ecological community. The roadway provides statewide access for 3,500,000 people to numerous coastal resources, including two state parks: the Santa Cruz Historic Wharf, the designated National Historic Boardwalk, the Roaring Camp Railroad Terminus at the Boardwalk, the Depot Station Park, the beautiful and historic Shoreline Drive, the event-driven Lighthouse Field State Park, the Natural Bridges State Recreation and Ecological Park, the nationally recognized Seymour Marine Discovery Center at the Long Marine Laboratory and may provide access to the possibly forthcoming Monterey Bay National Marine Sanctuary Visitors Center. It is apparent that the City has not considered the consequences of now denying easy access to these precious resources to all Californians in order to confine enjoyment of these resources to a local few.

In short, the proposed project puts statewide access to West Cliff Drive and these resources at risk. No advance planning, either for the near future or the long term, has been done. Disparate

Ms. Diane Landry  
California Coastal Commission  
April 8, 2003  
Page 3 of 4

projects, especially concerning West Cliff Drive and the damaged cliffs, are being handled on a piecemeal basis. But intelligent and integrated planning must be done *now* in order to conserve the cliffs and to preserve statewide access for people on the two-way roadway. The required WCD integrated management plan is vitally necessary and must be completed before massive redevelopment and piecemeal projects are underway. For these additional reasons, the project as currently proposed should not receive a coastal development permit.

**C. The West Cliff Drive Community Stands Ready to Assist the City in Developing Present and Future Projects Under the Auspices of a WCD Integrated Management Plan that Preserves What is Right with West Cliff Drive Today.**

At present, West Cliff Drive and its environs have the following characteristics, all of which would be detrimentally affected by the City's proposed project.

(1) West Cliff Drive is a City designated roadway for rapid emergency response to assist stranded surfers, visitors who fall into the sea, and all accidents and rescue operations on the lower west side of Santa Cruz.

(2) Today, bicycles have a choice of tracks: slow bicycles may traverse the path, integrated with other pedestrian visitors, or join with fast bicycles who navigate the roadway in order to avoid elderly, handicapped, children, walkers, and doggers.

(3) Delaware Avenue, nearby, is currently a striped transit roadway for fast bicycles.

(4) Now, residents of nearby streets are not burdened with bottlenecked West Cliff Drive traffic.

(5) Residents and tourists have room to back out of their driveways onto a two-way street.

(6) Oceanside parking bump-outs can safely accommodate 166 automobiles of coastal visitors, surfers, and bicycle-toting cars, matched by 80-plus inland, parallel parking spaces, which are necessary to handle weekend overflow parking for ocean access. (These numbers do not include Lighthouse parking lots).

(7) Parking can be enhanced at the densest point of use, at Lighthouse State Park, by improving roadway access to inland parking areas.

(8) Beautiful existing cliffside vegetation is a primary resource for residents, visitors, and cliffside health, in saving more of the land-based damaged cliffs from falling into the sea.

Ms. Diane Landry  
California Coastal Commission  
April 8, 2003  
Page 4 of 4

Because these beneficial characteristics of West Cliff Drive and the surrounding neighborhood would be adversely affected by the proposed project, the Association is firmly opposed to the WCD project. But while maintaining its insistence that the current project cannot go forward, the Association nevertheless reiterates its continued and longstanding willingness to work with the City and Coastal Commission staff in designing a mutually acceptable WCD management plan that emphasizes repair and cliff conservation. This conservation-based design should be part of the larger process of formulating the necessary and long-awaited West Cliff Drive Integrated Development and Management Plan, particularly as that plan addresses cliff conservation. Indeed, without the integration of any City project into a larger West Cliff Drive planning process, it is certain that any money and effort devoted to widening the cliffside path would be wasted and very destructive to the roadway and the cliffs.

Repair of the existing cliffside path—*without* moving any gutters and curbs—should be one of the very first items addressed in the comprehensive planning process. We envision that, with a diligent effort by the City, a tentative plan addressing the path as part of a larger effort at conservation of the cliffs could be formulated. It is not the Association's intention that the multiuse path be ignored. Although this process may take some time, it is worth pointing out that, in all fairness, the responsibility for any delay lies with the City. Had the City complied with the Coastal Commission's directive five years ago to prepare a WCD integrated management plan, this dispute would not have arisen. The time it will take to undertake the necessary planning process simply ensures a well-planned and environmentally sound coastal environment in Santa Cruz. Such time will, in the long term, be time well spent.

In closing, the Association again expresses its willingness to work with the City to design a mutually acceptable West Cliff Drive Integrated Management Plan. We trust that the City will reconsider its recent refusals to respond substantively to the Association's overtures. It is our hope that, with reasonable efforts by all parties concerned, something positive for West Cliff Drive can be accomplished.

Thank you for your consideration.

Cordially,

SWEENEY & GRANT LLP



Eric Grant

**RECEIVED**

APR 01 2003

H REED SEARLE  
26 MARCH, 2003

CALIFORNIA  
COASTAL COMMISSION  
CENTRAL COAST AREA

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U. S. A.  
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3 PRINCE ARTHUR RD.  
LONDON NW3 6AX  
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FROM U.S. 011-44-207-794-4514  
FAX FROM U.S. 1-303-479-8080

Ms. Susan Harris  
Ms. Cheryl Schmitt  
Ms. Susan Craig  
Mr. Chris Schneider

Re: Lighthouse Field; West Cliff Drive path widening

I will be away from Santa Cruz and at the London address above until late May. Could I please request that I be notified in London of any hearings, filings etc as to which any public input is appropriate? After May, I can be reached at my Santa Cruz address. I can also be reached anytime at [hrsearle@compuserve.com](mailto:hrsearle@compuserve.com)

I continue to believe that Lighthouse Field should be considered as part of the general West Cliff Drive area. The Field should be in harmony with the ambiance of West Cliff Drive and with the Monterey Bay Sanctuary Trail. I also believe that the best long-range plan for West Cliff Drive is to close the eastbound lane and to devote that lane to non-motorized wheeled vehicles. If that is impossible, then I support the path widening. I understand that a West Cliff Drive plan is somewhere in the mill, and I would appreciate whatever opportunity there is to provide some input in that process.

I would like to have the opportunity to make my thoughts in these matters known to the appropriate bodies/authorities.

Sincerely,



H Reed Searle

sc/cl

March 13, 2003

**RECEIVED**

California Coastal Commission  
725 Front Street, Ste. 300  
Santa Cruz, CA 95060

MAR 14 2003

CALIFORNIA  
COASTAL COMMISSION  
CENTRAL COAST AREA

Atten: Mr. Charles Lester

Ref: West Cliff Drive Integrated Management Plan

Dear Mr. Lester:

It has come to my attention that a representative of the California Coastal Commission is scheduled shortly to visit the West Cliff Drive area to assess what steps need to be taken by the City of Santa Cruz in its proposal to carry out a two million dollar West Cliff Drive path project. This visit is long overdue in my view and I thank the Coastal Commission for carrying out this on-site visit to observe the fragile coastline along the Cliff.

It is my opinion that this separate city plan for this pathway development not be finalized until the city completes a comprehensive West Cliff Drive Integrated Management Plan. It is my understanding this requirement for such a plan has been ordered by the Coastal Commission for some time, but the city continues to circumvent this order. It is hoped that your representative will see the valid argument of several hundred people that we want to see a master plan and not be subject to special projects by the whims of transit politicians and officers in charge of city affairs.

My family has lived along West Cliff Drive for over fifty years. During that time we have seen many changes. Some of these changes have been good and some bad. It is time to get a comprehensive plan for our area and not carry out piecemeal projects.

Sincerely,



Lawrence T. Cowper  
1046 West Cliff Drive  
Santa Cruz, CA 95060

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FEB 21 2003

CALIFORNIA  
COASTAL COMMISSION  
CENTRAL COAST AREA

February 18, 2003

California Coastal Commission  
Central Coast District Office  
725 Front Street  
Santa Cruz, CA 95060

SERVICE AUTHORITY  
FOR FREEWAY  
EMERGENCIES  
(SAFE)

RE: West Cliff Drive Multiuse Path Widening, Appeal No. A-3-STC-01-099

RAIL/TRAIL  
AUTHORITY

Dear Commissioners:

I am writing on behalf of the Bicycle Committee of the Santa Cruz County Regional Transportation Commission to urge you to concur with your staff's recommendation to find that Appeal No. A-3-STC-01-099 raises no substantial issue with respect to the grounds on which the appeal has been filed under Section 30603 of the Coastal Act.

COMMUTE  
SOLUTIONS

The SCCRTC Bicycle Committee is very familiar with the West Cliff Drive path widening project, having reviewed allocation requests from the City of Santa Cruz for Transportation Development Act funds on several occasions over the history of the project. The Committee has recommended that the City modify its plans to include a center stripe and ample signage instructing users on proper pathway etiquette, but does not feel that the City's proposed plans present a public danger.

TRANSPORTATION  
POLICY WORKSHOP

Specifically, the Bicycle Committee does not agree with the appellants' assertion that the project will create a safety hazard, thus reducing public access and recreational enjoyment of the area. Rather, we feel that the addition of two to six feet in width of the multiuse path is likely to enhance the experience for recreational users of the path by providing more room. It is unfortunate that this extra width will come at the expense of the adjacent roadway, thus affording faster moving cyclists who choose to ride with cars less room, but we do not feel that the proposed roadway narrowing will force significant numbers of faster cyclists to use the path and consequently threaten pedestrians. The majority of the roadway will remain 24 feet or greater in width, which, although not wide enough for bike lanes, should be enough space for slow moving autos to share with faster cyclists.

BUDGET &  
ADMINISTRATION  
PERSONNEL  
COMMITTEE

INTERAGENCY  
TECHNICAL  
ADVISORY  
COMMITTEE

BICYCLE COMMITTEE

Thank you for considering our recommendation and for your continued diligence in maintaining access to California's coastline.

ELDERLY & DISABLED  
TRANSPORTATION  
ADVISORY COMMITTEE

Sincerely,

  
Kem Akol,  
Chair, SCCRTC Bicycle Committee

S:\Bike\Committee\CORR\2003\0203\Coasal Commish.doc

cc: City of Santa Cruz

**RECEIVED**

February 11, 2003  
223 Alta Avenue  
Santa Cruz, CA 95060

FEB 13 2003

CALIFORNIA  
COASTAL COMMISSION  
CENTRAL COAST AREA

Charles Lester  
Deputy Director  
California Coastal Commission  
725 Front Street  
Suite 300  
Santa Cruz, California 95060

Dear Sir:

I was surprised to read that the Coastal Commission is questioning the widening of the pedestrian/bike path along West Cliff Drive.

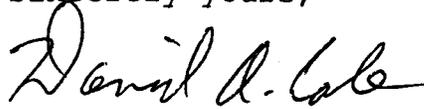
I live two blocks off West Cliff and seldom drive it since it is the slowest, longest way to get anywhere on the West Side. I do however walk it daily, as do hundreds of other residents and visitors. The path hosts a wide age range of people with a wide variety of conveyances - skate boards, roller blades, bikes, baby carriages, wheel chairs etc. Due to its popularity, it is often a crowded and somewhat dangerous place. I was once almost forced off the curb into oncoming traffic.

As you know, the trail varies in width and only at its widest points can it really handle the traffic it gets during good weather. That is why I don't understand the commission's reluctance to let the City of Santa Cruz widen the path. The story in the paper indicated the West Cliff residents objected that narrowing the road would force bicycles onto the path. But right now all but the fastest bikers use the path anyway, and cause the majority of dangerous situations.

I guess I am most surprised that the commission, which is such a strong advocate for coastal access, would side with

a minority of West Cliff Drive residents in this situation. I hope that commission members take an opportunity to walk West Cliff and observe first hand the need for a wider walkway. I hope they will reconsider and allow the City of Santa Cruz to provide adequate access to its non-driving citizens and visitors.

Sincerely yours,



David A. Cole