

Group 3 Organizations

1. Sierra Club

**Comment Letter on the
San Pedro Waterfront Project
Draft EIR**

Submitted by the Sierra Club

December 2008

December 8, 2008

Dr. Ralph G. Appy
Port of Los Angeles
425 S. Palos Verdes Street
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U.S. Army Corps of Engineers, Los Angeles District
Regulatory Division, Ventura Field Office
Attn: Dr. Spencer D. MacNeil
2151 Alesandro Drive, Suite 110
Venura, CA 93001

Re: Comments on the Port of Los Angeles San Pedro Waterfront DEIS/EIR.

Dear Dr. Appy and Dr. MacNeil,

Please accept these comments filed on behalf of the Sierra Club by its Harbor Vision Task Force regarding the Waterfront Draft EIR/S.

Thank you,

Tom Politeo

Hello again to déjà vu on the Waterfront

We have decided to take a somewhat different track in our comments on this EIR—to put more emphasis on the sort of things we'd like to see done and why rather than on shortcomings with this EIR. This EIR does have its strengths and weakness, and shows a yeoman's improvements, but admittedly, it is just a step in the process of developing a good plan.

At one time, people talked about developing a world class waterfront. Google shows over a million entries for “world class” and “waterfront” together. Yahoo shows more than 4 million. Our interest in this is to encourage world-class leadership in the design of the waterfront and to take a big jump in improving sustainability. There is a “sustainability” plan that has developed rather organically in part of the community which has enjoyed broad support, the Sierra Club supports the plan insofar as it goes, though we hope to go further. The Chamber of Commerce adopted sustainability as an organizing objective for the work it does. It has supported option #4 in the DEIR, which is the closets of the port's options to the sustainability plan. The Chamber may have gone further, but fears delays to the project.

For the waterfront to be truly sustainable, it needs to make a marked improvement in reducing climate change, be an economic success and help foster a of related objectives that support or flesh out these goals. This goes much deeper than unscrewing incandescent bulbs and replacing them with florescent lights to save an energy and money. The way our civilization is organized is itself not conducive to sustainability and we need to take some leading steps to change that.

Sustainability is not an either-or game. If our waterfront is environmentally sustainable but is an economic failure, it will not attract others to do the same and will invite redevelopment efforts that may not be sustainable themselves. The economic success can't just be for today, like the environmental success, it needs to be enduring and provide a solid foundation for future environmental and economic improvement.

San Pedro Bay is itself an important asset to California and the nation. It is important to the nation's economy, it is important to a number of state and federal agencies because it is home to part of the California Coastal Trail. It is important to fisheries and our food supply. As such, this site offers extensive opportunities to build a project on multi-agency cooperation and to bring in additional funding from outside. A pioneering effort toward sustainability should itself attract further interest in planning and funding, something which may be especially important to the state and region if, as some think, that globalization has peaked and that the next trend will be toward relocalization.

It may be hard to maintain enthusiasm over an EIR that seems to come back over and over again, like heartburn after a greasy meal, but we believe there is a lot to be enthusiastic about here, if we get on about the business of developing the most sustainable urban development we can achieve.

We hope a revised Draft EIR will present at least a couple of clearly sustainable alternatives that do not involve placing a cruise terminal at Kaiser Point in the foreseeable future. Drafting an EIR that permutes every possible mathematical combination of cruise ship locations seems to miss the point of deeper environmental issues that must be addressed.

Introduction

When our nation was young, Thomas Jefferson sought a constitutional limit to debt, so that one generation would not be able to indenture the next generation with its overspending. He also wrote that though the one generation may use the earth's resources, that they shouldn't deplete those resources, leaving a diminished earth for the next generation.

On both these accounts, we are in deep trouble today—and it is a bit disheartening that after more than 200 years, we are dealing poorly with such fundamental issues of sustainability and ethics.

Beacon Economics reported on Friday, December 5th, that we find ourselves in the economic pickle we are in because we have overspent in an unsustainable manner. This may not come as a big surprise to anyone, because of all the debt problems we have, and because it seems that borrowing is the only thing that has been keeping our economy in high gear for a good many years. There are many who have said similar recently, and many, like Kevin Phillips, who have been speaking of looming consequences from our fiscal irresponsibility. During the Bush presidency, we doubled our national debt. This, before adding corporate, consumer and mortgage debt to the mix.

Our civilization is also marching almost fearlessly into the greatest environmental crisis humankind will ever experience: climate change. Though we have already started feeling the advance pain from this looming crisis, it isn't as strong a kick in the pants as our economic woes have been. However, if we don't act decisively now, it will become the most pressing problem we have ever faced and we will be unable to avert immense suffering no matter how much we try and how much additional debt we can throw at the problem.

The science on climate change indicates we need to reduce our carbon emissions by a factor of five to one by 2050, or we will run headlong into a global catastrophe. If we are to allow for modest population and economic growth, including the rise of emerging nations, we may well need to reduce our carbon emissions by a factor of seven to one over current uses. We won't get there by changing to fluorescent lighting or switching to gas-only powered hybrids. We will need to do all these things and obtain some fundamental productivity improvements to the way our civilization works.

To deal effectively with two serious problems we face at the same time, it behooves us to find common solutions that help us advance both economic and environmental issues at the same time. Since both our headaches derive from a consumption problem, it is realistic to expect we can do both at once. There are other related problems that may benefit as well from a long and hard look at underlying causes.

The fixes won't come by doing business as usual, or taking tried and true approaches. This is how we got in the fine mess we're in today. Einstein describes it as insanity to keep doing the same thing and expect a different result. It may very well be, that the quality of our answers can be measured in terms of how much of a departure they are from business as usual.

In the time of a shrinking economy, we'd be smart to scrutinize the cost of our plans carefully, but not apprehensively. We shouldn't be afraid to make wise investments that further solving our economic and environmental problems—especially if they go to the core of both problems. Nor should we be afraid to structure a foundation which is less costly but embraces future expansion when the economy once again improves.

A good number of analysts are saying that we have seen the peak of globalization this year, and that economic relocalization is the next trend. Just as the change to globalization offered its opportunities, relocalization will offer its. For a region that has gained so much from globalization, prudence suggests this is past the time for diversification. By starting a green technology incubator, the Chamber of Commerce has been working to get more eggs into other baskets as part of its own commitment to sustainability.

This may all seem big-picture thinking for an EIR that at face value may have little more than local impact. But it's not, not if you subscribe to the idea that we need to think globally but act locally. Moreover, a shining success with the Waterfront Project might have repercussions that are felt around the world, perhaps not with a big splash but at least a gentle nudge. Los Angeles is the Big City on the West Coast and holds half of the largest port complex in the nation. This puts us in a better position to help the world take notice, and bestows on us the responsibility of world-class leadership.

EIR evaluation

The EIR process is itself canted toward moving projects forward. It doesn't require improvements over what may be the most deplorable baseline conditions, it simply requires that new projects don't make those conditions worse. It further permits the lead agency to invoke overriding considerations to approve problematic projects so long as the best reasonable efforts have been made to keep those projects green.

Though this standard may seem modest, it has been up to the task in most areas, holding the line on preventing further environmental degradation. However, this task isn't up to the task of, nor is it intended to conduct essential environmental repairs. That process is above and beyond the call of administrative duty required by an EIR. By itself, a project doesn't need to improve on unfortunate baseline conditions. It doesn't need to provide leadership.

An EIR may sometimes step ahead of its requirements, and score above average marks. Or it may slip behind, relying on "overriding considerations" in its approval, and score less than average marks. It may do both and average out.

Yet, over the issue of climate change, in a post AB-32 situation, we are calling for something extraordinary out of this EIR. This, simply because we are facing extraordinary challenges. We want not just a C, or even a C+, but an A or an A+. Put another way, it's the bottom of the ninth, the bases are loaded, the winning run is on home plate, and we need a grand slam.

So, this isn't simply a matter of dotting the i's and crossing the t's in CEQA. It is about pushing into new territory because business as usual in the same old familiar territory is not up to securing our future.

We hope that the sort of massive effort that is demonstrated by a 6000 page administrative record can be marshalled into a design that is not simply a "bullet proof" document designed to withstand court challenges, but a visionary document that is designed to lead the region, and perhaps the nation and world, into a far greener, sustainable and economically rewarding future.

Economics

The economics of the Waterfront Plan has been a continuing concern to us. Partly over the issue of having early work prejudice later work because we might be reluctant to tear out an early investment in favor of a different design. In the process, we may violate CEQA by prejudicing planning or obfuscating total environmental impact.

We have equally been concerned that this project is a resounding economic success—something which may now be a greater challenge than ever. However, if people are to emulate the actions of greening we take on here, a success is important.

The recent economic downturn offers new concerns. First, the question of what we can afford to do and when can we afford to do it. Today's immediate fiscal constraints should not be a limit on the possibilities of the plan, though they will necessarily limit what parts of the plan we choose to do now. Rather, we should design a good plan, up to the task of attaining our objectives, and go about implementing it incrementally, as we can afford to or as investment partners become available.

Moreover, this plan should make an important investment in greening our lifestyle and economy. As such, it should not simply represent a sunk cost with no hope of getting a return, but an investment in the future, one which may play a key role in sustaining the area and port.

If indeed globalization has peaked, our waterfront plan may also represent an important step toward diversification. With the economy in a downturn, a the plan itself may offer an important and much needed boost to the area.

Scale of Projects Presented Here

This document is intended to present ideas of things that might be done. It is another matter to determine which of these ideas are ones that can be afforded.

Cool Cities Waterfront

When we try to pick out anything by itself, we find it hitched to everything else in the Universe.

—John Muir, 1911.

The Sierra Club has proposed the development of a “Cool Cities” Waterfront as part of our “Cool Cities” campaign to implement Kyoto protocol goals one city at a time.

Our goals in the Cool Cities Waterfront are:

- Promote a lifestyle change that improves our quality of life and mobility while decreasing climate-changing emissions. This needs to put fun and sizzle into a foot-loose, car-free urban experience.
- Economic success so that the changes are copied elsewhere, further multiplying the reducing in climate-changing emissions.
- Promoting international cooperation and research in building a sustainable civilization and economy.

Among the objectives we seek in attaining these goals are:

- Increase the number of visitors who come to the waterfront area
- Decrease the number of car trips made to the waterfront area
- Increase the number of visitors who come by public transit or on foot or bicycle
- Create a fun urban experience that lures people out of their cars and entices them to walk and use public transit.
- Free up land used by cars (for parking and roadways) to direct visitor-serving uses, generally to better improve the utilization of land to achieve more open space and more density in the same general area.
- Provide for a strongly localized economy that is not dependent for its success on national chain stores or restaurants
- Provide a distinctive local “San Pedro” or “Los Angeles Harbor” character that draws on local heritage, geography and industry to create an experience which is distinctive, enjoyable and which cannot be easily replicated elsewhere.
- Ensure that this local character is not obliterated by its own success by supplanting it with cookie cutter stores and restaurants.
- High-standard LEED construction.
- The largest pedestrian-only urban district in the state
- Supported by a large pedestrian-oriented downtown.
- An educational component built into the urban experience through art, exhibits, displays that concerns itself with sustainability and restoration of the marine environment.
- An international quality drawing on the areas diverse ethnic heritage and on Los Angeles’ sister cities around the world.
- Things for people of all ages to do, individuals, couples and families.
- Things for people of all physical abilities to do
- Living history (as with the Red Car) and views to the future (as with solar power and LEED construction).
- Complement downtown development and support local residential neighborhoods
- Provide a regional point of interest which is well connected by public transit to other regional points of interest or walking districts.

We believe that the L.A. Waterfront project is a good place to initiate this sort of effort because it is the project is largely a municipally run project with a agency that has demonstrated a good degree of effectiveness. The proximity of the waterfront to other urban development lands offers special opportunities to initiate multi-agency cooperation and provide for interesting public-private partnerships in development.

Challenges

The current draft EIR breaks some important new ground. However, it leaves some significant challenges.

- First, a disheartening absence of a marine research center in this Waterfront Project EIR. A research center with hands-on access to the water and research vessels, run with an open-to-the public visitor component is an important service which can only be conducted in a tidelands area. Its values to the area to help draw visitors, educate the public, provide for high-scale work and advance our understanding of the marine environment is important. This should be restored to the process.

In conjunction with this, we need to take a closer look at what our plans are for the adaptive reuse of Warehouse One, and for what bulk-break operations we may maintain in this vicinity.

- Second, between the Waterfront Project and the Cabrillo Marina Phase II EIRs, there is no adequate provision for establishing a youth-sailing program site nor is there an adequate provision for expanding marina slips to accommodate more visiting boats (though there has been some effort in this regard). It is very important toward the objectives of building a sustainable community that we have adequate youth programs, from Top Sail to learning how to sail or kayak available. Adequately run, these programs would be regional in scope, since there is a lack of such opportunities on a regional basis.
- Third, the planning process does not appear to have involved other agencies with interest in the California Coastal Trail alignment and implementation. The Port of Los Angeles cannot align the California Coastal Trail on its own, nor can it put up signs for the trail on its own, because it is not the authorized agency to do so. It must act in cooperatively to bring this about. The Waterfront EIR must demonstrate that this is going on.
- Fourth, the scope of the project area is inadequate to provide an optimal design in terms of environmental quality and equally, in terms of economic opportunities to support further urban in fill development, which is an important strategy in helping reduce climate change. In this regard, the plan fails to consider off-site parking adequately, and places almost all the parking burden within the waterfront area. Further, any transit planning to support the waterfront must be coordinated with transit planning for the adjoining residential and commercial districts.
- Fifth, the plan takes no serious steps in helping promote travel to the site by public transit and to reduce car trips to the area. Again, this sort of plan is best worked in a larger scope, which should include at least a buffer district or codevelopment area adjacent to the waterfront. Some small steps are taken in this direction, but they are not enough. We cannot hope to achieve the magnitude of change needed to avert climate change crisis without a far more comprehensive efforts in planning every EIR which impacts urban lifestyle as this one does.
- Sixth, the plan reneges on agreements established in the Waterfront Enhancements Projects. Part of the compromise for that plan involved building a parking at the end of 22nd Street in exchange for interim enhancements in the Ports o' Call area. Those interim enhancements are now cancelled and this is a significant breach of faith. Economic considerations were given for this change, but the Sierra Club, which took interest in this effort, and merchants directly impacted, were not consulted before the unilateral action was offered. This is unacceptable.

Moreover, a major question of the Sierra Club's inquiry and complaint in this process dealt specifically with the economics. We were concerned that funds poured into an earlier aspect of the project might subsequently prejudice subsequent planning and work. We were told that this was not an issue, that any initial outlay would not prejudice later work.

But now, economics are cited as dropping an element of the project we sought, whereas they are not being cited to keep a temporary element of the project we opposed. We are left in the uneasy position of thinking that there must be elements of the opposed project which mesh with future plans which were made behind closed doors.

- Seventh, we are concerned with project segmentation, since the footprint the parking lot built at the base of 22nd Street presages the EIRs plans to realign Samson Boulevard. Combined with project elements not done, this gives the strong impression of back-room planning and violation of CEQA planning requirements by piecemealing work.
- Eighth, we are concerned about the lack of an adequate master planning process and segmentation of environmental impact with other projects which overlap or surround this project. In the least, these impacts include interaction between the Waterfront Project EIR and the Waterfront Enhancements Project MND, Cabrillo Marina Phase II, the harbor

channel deepening plans, work planned for US 110/SR 47. There are past repercussions with Pier 400.

There isn't an environmentally adequate master plan from which all these projects follow, where the master plan addresses transportation and transit infrastructure, parking strategies, habitat restoration, and related objectives in a well-thought-out manner.

Nor has there been any corresponding thought given to the use of San Pedro Bay for recreational uses which are dependent on the tidelands as well. This includes past impact to sailing caused by Pier 400 and future impacts by misusing land in the Cabrillo Marina Phase II Project, by a possible eel grass habitat (which would block sailing) by the channel deepening project, and in the Waterfront Project which may further pinch sailing and other water sports with a cruise terminal placed in an inopportune location.

If nothing else, post AB 32, there should have been a review of the master planning process with respect to climate change issues to see how plans may have been improved to better meet objectives of reducing greenhouse emissions. This is a complex task in an urban environment and cannot be fudged into place with a little bit of hand waving. It clearly involves the generation of car trips, but it also involves the reduction of car trips and the length of car trips made through alternative transportation strategies. Further, the availability of regional-quality recreational opportunities, especially those accessible by public transit, is part of this strategy as well.

- Ninth, the mudflat at Ports o' Call should be kept in place and doubled in size and be part of an on-site educational exhibit. It should not be removed. The removal of parking from the Ports o' Call area and opportunities offered by the Plaza Park Terraces provide for more than ample space to maintain a known-working mudflat.

California Coastal Trail

The lead agency for California Coastal Trail projects is the California Coastal Commission. Even if port area is exempted from this, a thorough trail cannot be properly planned and completed without design efforts that coordinate the portion inside the harbor with those that connect to it and to alternate and connecting routes that travel inland.

The plans for the CCT began in 1972 with the California Coastal Act. In 1999, Governor Gray Davis established the CCT as California's Millennium Trail. The recognition was furthered by the Clinton White House. In 2001, the California State Legislature passed AB 908 to complete the CCT. A nominal completion date for the trail was to be in 2008, with the understanding that it would remain a work in progress. The Harbor/Watts EDC itself worked on CCT implementation plans, for both the trail itself and connecting routes, in the San Pedro Bay area

As a result of these and processes, the following agencies and nonprofits all have an interest in developing the California Coastal Trail:

- The California Coastal Conservancy
- The Coastal Commission
- California State Parks
- The National Park Service
- The Harbor Watts EDC
- County Parks and Recreation
- Coastwalk

Each of these agencies should be play an active role in designating the CCT's alignment. They all have expertise that can be brought to bear in helping plan the trail. Additional nonprofit groups in the Southern California area that have taken interest in aspects of the trail include The L.A. Wheelmen and the Sierra Club.

Diverse Trail

The CCT is a diverse trail that offers trail users experiences that include

- Hiking through California's Lost Coast, a rugged wilderness area in northern California.
- Traveling through large parks
- Traveling along sandy beaches and stumbling over rocky beaches
- Traveling through rural areas
- Traveling through urban areas

Taken together, these experiences are California, they are California's coast. The trail is to feature the coast in all of these areas, getting trail users as close to the coastline as possible and offering inland alternative routes and connecting routes to inland destinations and trails.

Multi-track trail

The CCT is a multi-track trail, with separate tracks for any mode of muscle-powered transit imaginable, including:

- Hikers
- Urban walkers
- Joggers
- Skaters

- Bicyclists (urban and mountain)
- Equestrians

In some locations, all the different uses may need to share the same track. In others, they may be well separated. In still others, some of these uses may need to share a roadway. In yet others, some uses, like riding horseback may not be possible.

So, the trail can be thought of like a ribbon of yarn running along California's coast. In some sections, the threads in the yarn are well separated. In others, they run close together. In still others, they are atop of one another.

Through the San Pedro area, it is important that the trail give reasonably good support to all of the above uses except, perhaps, the last. There has been some interest to connect the Palos Verdes equestrian trail system to the L.A. River and to recreate a historic rancho as a teaching facility in the Wilmington area. These may bring an equestrian element near by, but possibly not into San Pedro.

The ability of different uses to share the same stretch of trail depends a lot on the number of users that section of trail will have. A sparsely used trail section can support as many different uses as its type of surface will support. In a more crowded area, segregating different uses becomes more important.

Trail Organization

From the California Coastal Trail information web site:

In the case of the Coastal Trail, existing development patterns or other constraints along some parts of the coast may dictate that more than one user mode will be obliged to share a single-trail alignment. But in areas that are subject to intensive use, experience has taught us that parallel tracks may be needed to accommodate different modes and to minimize conflicts. Experience has also shown us that if the trail to be accepted and supported in our coastal communities, it must be adapted to local circumstances and sensibilities. One size does not fit all, nor would any single standardized model work for the entire Coastal Trail.

Therefore the Coastal Trail will be comprised of many differing segments, each with its own character, reflecting the great diversity and variety found among our coastal communities. The trail also needs to be adaptable to environmental constraints, which may vary immensely over the course of a year. The challenge is to provide an orderly alignment to the trail system while at the same time allowing for community individuality. Thus, to assure a consistent high level of quality and connectivity throughout the length of the state, common principles are needed. To meet this need, and to provide a framework for the task of identifying the route of the trail, Coastal Commission staff has drafted a set of Coastal Trail alignment principles, based on shared values. These principles are: proximity to the sea, connectivity, integrity, respect, and feasibility. Each of these principles, explained below is based on the following premise:

The Basic Premise:

The Coastal Trail is not a single designated pathway spanning the length of California's shoreline. It should be envisioned as a yarn comprised of several different but roughly parallel threads—here widely separated, there drawn together—with each thread being a particular trail alignment or trail improvement that responds to a specific need or accommodates a particular purpose. One thread may be for beach walkers, another for bicyclists, another may be merely an interim or temporary alignment, or may be placed where it is because of topography, land ownership or natural barrier. Some threads may be seasonal paths to detour around a snowy plover nesting site, circumvent a sprayed agricultural field, or bypass winter high water where a fast-flowing river cuts a barrier across the beach. Yet when we step back, we can see that all the threads form a coherent whole.

The Coastal Trail will rival any long distance trail in the world for scenic beauty, diverse landscapes and interesting locations. ... Whether strolling along the Venice Beach boardwalk or contemplating a sunset from a secluded beach on the north coast, people who use the trail will enjoy and respect this fragile and unforgettable coastline, and wish to conserve it for future generations.

Specific principles for laying out the CCT are then considered in detail. Briefly quoted in the following, they apply to all of the different components trail:

PROXIMITY. Wherever feasible, the Coastal Trail should be within sight, sound, or at least the scent of the sea.

CONNECTIVITY. The trail should effectively link starting points to destinations. ... Our challenge is to create non-automotive alternative connections that are sufficiently appealing to draw travelers out of their automobiles.

INTEGRITY. The Coastal Trail should be continuous and not compromised by motor traffic. ...

RESPECT. The trail must be located and designed with a healthy regard for the protection of natural habitats, cultural and archaeological features, private property rights, neighborhoods, and agricultural operations along the way. ...

Respect also requires understanding that this trail will exist in a context of other trail designations, including the Pacific Coast Bike Route, Humboldt Bay Trail, Lost Coast Trail, ... Where the Coastal Trail alignment incorporates or is a component of these other trails, the Coastal Trail should be no more than a concurrent designation.

FEASIBILITY. To achieve timely, tangible results with the resources that are available, both interim and long-term alignments of the Coastal Trail will need to be identified.

—Donald Nierlich

<http://www.californiacoastaltrail.info/cms/pages/trail/done.html>

Trail Economic Benefits

In a 2002 survey of potential home purchasers conducted by the American Association of Homebuilders, recreational trails were described as the second most important community amenity.

The CCT will have a beneficial environmental effect, both directly in procuring a natural corridor along the coast and indirectly by promoting the educational benefits derived from broadened public access to the shoreline. And in-so-far as the guidelines call for developing connections to inland population centers, it will bring such advantages to those communities

And finally, the completion of the trail would have significant economic benefits given that California is already the most visited state in the nation, and outdoor recreation—and particularly walking—are high among the visitors' recreational choices. "In the rural North Coast, where traditional resource dependent economies are in decline, scenic and open space values are high and on tourism is on the rise." [And] "In the more urban coastal communities of central and southern California, public beaches and scenic open space enhance the quality of residential life and help to provide a competitive edge in the effort to attract new employers. The commercial tourism industry in these areas, already a strong component of the regional economy, is also strengthened by continuing public investment in accessible recreational amenities."

Conservancy Executive Officer Sam Schuchat's evaluation of the plans to complete the Coastal Trail, quoted in part at the beginning here, are shared by many. To paraphrase, completing the CCT will have lasting value for California; the costs of accomplishing this are reasonable, and the benefits manifest.

—Donald Nierlich

<http://www.californiacoastaltrail.info/cms/pages/trail/done.html>

Supporting Uses

The completion of the trail entails providing amenities to its users, preferably anything they need to hike the trail should be available on the trail or very near to it. This includes drinking water and camping sites. In developed areas, where the trail supports a more urban experience, places to buy food.

In urban, rural and wild places, it also involves side trips from the CCT to other points of interest. These may be urban, rural or wild in nature, a wilderness area, an urban park, a vista point, an historic marker, a place where there are things to do, such as kayaking or touring a museum.

Bike Trail Types

Bike trails are divided into three designations:

Bike path: A first-class route for bicycles only which doesn't share a roadway with motor vehicles or a sidewalk with pedestrians.

Bike lane: A special lane on a roadway shared with cars—the lane is designated for bicycle only, though cars may enter the lane to turn or park.

Bike Route: A designated route for bike travel where there are no special bike travel lanes. Bikes and cars must share the road.

Even among bike paths, the quality of the path varies, depending on issues such as:

- sections with forced dismounts, typically because of pedestrian traffic
- sections where car access needs to be provided over the bike path
- distance the bike path is separated from a roadway, with respect to the bike paths exposure to road noise, dust and exhaust
- setting, involving views, vistas, passing by points of interest
- comfort, involving shade trees along the path, rest points, water stops, availability of clean restrooms
- connectedness to other bike paths
- quality of surface

Objectives for the California Coastal Trail in the San Pedro Waterfront area.

At least the following five uses should be supported from Cabrillo Beach to the Vincent Thomas Bridge:

- urban walking on paved surfaces
- jogging on hardpack surfaces
- skating on paved surfaces
- bicycling on paved surfaces
- ADA accessible route

In particular:

- Bicyclists should be able to enter Cabrillo Beach and make it all the way to the Vincent Thomas Bridge on a bike path (without sharing the road with cars) and without forced dismounts to walk a bike through a pedestrian area. They should be able to leave and enter the area at both ends without having to dismount as they come in or leave. There should be connecting bike paths, lanes or routes that they can take that leave the waterfront area through the length of the waterfront.
- Skaters should be able to make it through the entire length without having to remove their skates because a continuous, approved skating route is not available. Skaters may need to share sections of the route with bicycles or pedestrians. (Skaters zigzag and bicycles travel straight, pedestrians do both. Mixing skaters and bicycles on a route requires enough width so cyclists can pass zigzagging skaters safely.)
- Walkers, hikers and joggers should have numerous options to complete this route.
- Joggers should be able to jog this entire area on a contiguous jogging route, most of which is comprised of hardpack surfaces. Where hardpack surfaces can't be readily provided, paved surfaces can be used instead. Hardpack is preferred since it is softer than asphalt. In turn, asphalt is softer than concrete.
- Where possible, there should be loop options for all courses, so that people can travel in one direction on one route and return on another—or at least partly return on another, to add interest and variety to the route. This also helps distribute visitors over a wider area.

- An ADA accessible route can generally share the same path as urban walking surfaces. There may be places where an alternative is needed, due to a steep slope or stairs.

Additional Amenities

A number of additional amenities will help make the CCT more successful:

- Camping sites for through hikers, by permit only, at Cabrillo Beach and the Youth Camp (currently run by the Boy Scouts). An additional camping site near the Vincent Thomas Bridge or on Knoll Hill. Multiple camping sites provide alternatives in the event one site is closed (for a festival, filming, or other use). They also provide planning options to hikers who may be weary and want the first stop they can find, or may want to press on as far as they can manage.
- An outdoor skating rink where inline and roller skates can stop and skate to music. The open space used for this may be a multi-use area used for other purposes with designated hours for skating.
- Places to lock up bikes and sometimes bike safes (or vaults) should be provided amply along the route, particularly near places where cyclists may want to stop.
- Discrete mileage markers so people can tell how far they went.
- Discrete route signs, so trail users can find their way around and know which paths are intended for which users. Directional signs should lead people to and from the CCT in the waterfront area and to inland alternate route. Signing needs to be done in combination with CCT authorities.
- Ample rest stops, benches with shade trees and drinking fountains. Places where people can sit and eat a snack.
- Adequate (but not excessive) night lighting.
- Clearly posted alternatives during closures for special events and route planning that helps makes alternatives as viable as possible.
- Twenty-four hour accessibility for the main route. Just as people can walk and drive on our streets 24 hours a day, the trail routes should be accessible at all hours. Doing less, gives motorists a preferred status.
- Transit service can support the CCT by offering people who want to do long walks or jogs a ride back. Planning the CCT should take this into account.

Trail Quality Importance

Attracting trail users to the San Pedro Bay area is a matter of competing with trail uses in other areas, for us, with other Southern California urban areas. Creating a high caliber trail with good amenities, good separation from roadways, as little cross automotive traffic as possible, attention to details, good separation for different modes of travel (bikes vs. walkers, etc.) are important to providing a good experience.

Creating diverse route options for the trail also helps improve the quality of the trail experience by offering more to see, and different types of a landscape. For example, in the Ports o' Call area, three possible options are:

A waterside route along the waterfront's edge. This fulfills the close-to-water objective for the CCT. It offers the most open views, closet view of the industrial harbor, of visiting ships and of storefronts facing the water.

A second inland route can be designed like a grand pedestrian street, line with trees that provide a lush shade canopy, passing past shops, museums, restaurants, galleries, places for kids to play and public plazas. The wide course should provide room for sidewalk sales, street vendors, picnic spots, rest stops, and the like.

A third route along the top of the Plaza Park Terraces can look over Ports o' Call and the waterfront from above, offering an aerial perspective of Ports o' Call.

Connector Trails

The Harbor Watts EDC has done a study of possible connecting trails for the California Coastal Conservancy. The trails outside of the port area are clearly not the Port's responsibility, but the Port should work with other agencies to help complete this system.

Bike lanes and designated walking routes along city streets that act as a "business loop" for the trail and reach other inland points of interest are important.

Wilmington Connection

Between the Wilmington and San Pedro waterfront plans, the importance of a connection for the CCT between San Pedro and Wilmington may be overlooked.

It is important for a separate bike path and pedestrian lanes to be completed along the sides of John S. Gibson Road, Front Street and Harbor. There are some particularly hazardous choke points. One is at the north end of John S. Gibson where it reaches Harry Bridges. The second is immediately north of the cruise center, under and just north of the Vincent Thomas Bridge.

This route is one which is frequented by big rig trucks. It is important to have a separated bike path and pedestrian sidewalk along this entire route, so that trail users aren't run over, knocked down or blown over by trucks. Maximize the separation between motorized and non-motorized traffic will help make this section more pleasant, as will a good shade tree canopy and other amenities.

By Knoll Hill, the trail can take two optional paths. One up to the top of Knoll Hill and over to the other side. The other, around the north and east sides of Knoll Hill along the roadway.

Along John S. Gibson, the trail can take two similar paths. One along the roadway. The atop the bluffs, perhaps atop a green-roofed parking lot which is proposed for that location.

Recognition of California Coastal Trail as a Legacy Millennium Trail

September 2, 1999--After years of hard work by the Coastwalk Board, volunteers and staff, the Coastal Trail has attained national recognition as the official representative for California as a Millennium Legacy Trail. The Millennium designation recognizes 12 important National Trails, whereas Legacy Trails recognize one trail in each of the 50 states to represent the essence and spirit of that state. Community Trails are those that have strong positive impacts on the communities they serve.

The Coastwalk Board of Directors, supported by State Parks, the Coastal Conservancy and Coastal Commission, nominated the California Coastal Trail as the state's representative. On September 2nd Governor Davis picked the CCT to represent California as the Millennium Legacy Trail.

To celebrate the Millennium, the White House, under First Lady Hillary Clinton, created a series of cultural events to take place through the year 2000. Millennium Trails will recognize the value of trails, their contributions to America's history, and the legacies they create for future generations.

To celebrate this wonderful recognition for the CCT, Coastwalk will sponsor a variety of special events during the coming year.

—Richard Nichols, (former) Coastwalk Executive Director

Relation of California Coastal Trail to Quality of Life

I believe that continuing investment in public access to California's coastline and parks is essential to maintain and improve our quality of life. As the State's population continues to grow, more recreational facilities will be needed; well-designed hiking, biking and equestrian trails provide urban residents with opportunities to enjoy nature without imperiling sensitive habitat areas...

... The California Coastal Trail is a concept that has captured the imagination of public officials at all levels of government. Inherent in a project of this scope, substantial physical and administrative obstacles lie ahead; we look forward to working with our State, local and federal partners and the private sector to meet these challenges. In doing so, the support that this project has received from local community groups should be rewarded with an implementation program that reflects the highest quality of design and environmental protection...

The intent of the SB908 report is summarized in the report's letter of conveyance, written by Sam Schuchat, the Executive Officer of the Coastal Conservancy:

—Richard Nichols

<http://www.californiacoastaltrail.info/cms/pages/trailldone.html>

Letter of Conveyance

What will the trail be like and how will it be built

After considerable discussion and consideration of prior descriptions of the Coastal Trail in legislative documents, the Working Group agreed on this definition of the California Coastal Trail:

A continuous public right-of-way along the California coastline; a trail designed to foster appreciation and stewardship of the scenic and natural resources of the coast through hiking and other complementary modes of non-motorized transportation.

In addition, a broader set of objectives were drawn for the Coastal Trail Project:

- 1. Provide a continuous trail as close to the ocean as possible, with vertical access connections at appropriate intervals and sufficient transportation access to encourage public use.*
- 2. Foster cooperation between State, local and federal public agencies in the planning, design, signing and implementation of the Coastal Trail.*
- 3. Increase public awareness of the costs and benefits associated with completion of the Coastal Trail.*
- 4. Assure that the location and design of the Coastal Trail is consistent with the policies of the California Coastal Act and local coastal programs, and is respectful of the rights of private landowners.*
- 5. Design the California Coastal Trail to provide a valuable experience for the user by protecting the natural environment and cultural resources while providing public access to beaches, scenic vistas, wildlife viewing areas, recreational or interpretive facilities and other points of interest.*
- 6. Create linkages to other trail systems and to units of the State Park system, and use the Coastal Trail system to increase accessibility to coastal resources from urban population centers.*

—Sam Schuchat

California Coastal Conservancy Executive Officer

(Per source reported by Richard Nichols)

<http://www.californiacoastaltrail.info/cms/pages/trailldone.html>

Cars and Traffic

Many of the environmental, social and economic problems we have today trace to an excessive dependence on automobiles. In a perfect world, most all of us should live and work in the same community. Unfortunately, there are large numbers of Southern Californians who live in Temecula or Lancaster and work in Los Angeles.

These long commutes are absurd in their personal burden on the drivers. Marathon commuters spend the equivalent of two additional work days commuting. This is a strain on their personal lives, leading to a condition known as time poverty. This adversely impacts the quality of family and community life. It places a burden on highway infrastructure, which is itself subsidized by funding from other sources besides gasoline taxes and vehicle registration. It damages the environment with toxic and greenhouse emissions and with the various negative impacts caused by paved roadways.

This is a problem around much of the state and nation. Many people who worked in San Jose bought homes in Stockton—and the Sierra Club sued Stockton successfully for not containing its rampant sprawl. This will become a problem in developing nations like China, since they seem bent on emulating America's love affair with cars.

In Southern California, about one third of our urban land is used for cars. It is used for streets and highways, parking lots, parking structures and garages. It is used for car sales lots (which are almost always sprawling), parking imported cars by the docks, and car repair facilities.

And, as much of land is used for roadways, we are still facing regional gridlock and watching mobility decrease. Highway projects are not able to keep up with demand. Worse, they are becoming increasingly expensive as we pass a point of diminishing returns on new infrastructure projects.

In many areas, the footprint cars exert takes up more than half of the available land. “Acres of free parking” is hardly free in terms of the environmental and economic opportunities that are lost for trapping so much land. It's like flushing money down the toilet.

It is shameful to see how much of our tidelands we have surrendered to cars and squandered on parking and roadways. Even the notion that somehow a “grand boulevard” should be part of our waterfront design, or that the entrance to our waterfront area should look great when viewed from the front seat of a car is a monumental blunder stuck in an old way of thinking. Fortunately, the Draft EIR does go somewhat toward reducing the automotive footprint in some ways, but no where near far enough.

The land squandered to parking that cannot serve a double use is taken away from us for other uses. It makes it that much harder to create “location” or “destination.” So, we end up with a city with “no there there.”

In moving this plan forward, we need to take every parking space out of the waterfront area that we possibly can—so that the waterfront can be put to good use for water-dependent and water-benefiting activities.

We need to be sure that roadways do not stifle or hurt the pedestrian and bicyclist experience. Instead of dealing with roadways from the perspective of “traffic engineering” we should be dealing with them from the perspective of “pedestrian engineering.” That is, if it is convenient to pedestrians to cross at every corner at an intersection, they should be able to do so, and cars should pick up the slack with the way traffic lights are timed, not pedestrians.

If we cut off obvious routes to pedestrians so that cars can move more freely, all we do is discourage people from walking and encourage people to drive. There can be no victory here. We'll only get more cars and a bigger traffic headache.

The Waterfront Project should treat pedestrians like kings, not second class citizens. The status of cars should be secondary.

Street Realignments and Parking

A number of realignments to Harbor Boulevard and other streets can help improve the pedestrian-orientation of the waterfront and downtown areas (they should both be improved together). These changes will also help increase the connections that tie downtown and residential neighborhoods to the waterfront area. They should also help improve public transit connections. Lastly, the changes should facilitate more efficient use of the land, creating more development opportunities, increasing the attainable density while improving the quality of life and visitor experience by providing for higher quality open space.

One of the most egregious wastes of land is parking in the waterfront or tidelands area, especially flat parking lots (contrasted with multi-story parking structures). Parking lots and structures both have a large footprint that creates a dead zone with little pedestrian or visitor appeal. They are not attractive to walk around and especially unattractive to walk through. In the tidelands area, this waste is accentuated, since this land could be put to better use with direct water-benefitting or water-dependent uses.

Except for very limited circumstances, we do not believe there should be any parking in the tidelands area, and that all parking to support this area should be moved to nearby locations outside of the tidelands area, when these locations are available. For day use, parking should remain fairly close, within a few blocks walking or a short shuttle hop. For long-term use, as with the cruise center, we have more latitude to move parking further away. The placement of shorter-term parking should also be coordinated with and support other development efforts and not be done in a vacuum.

We believe these changes are an essential component of fighting climate change by promoting responsible, sustainable urban infill development. This type of development offers residents a rich near-to-home experience, reducing the need to travel. It further reduces the dependency on automobiles for those who do travel allowing them to take more efficient modes of transportation.

Harbor Boulevard.

This description follows the street map, traveling from north to south.

From Swimford to 5th Street, Harbor Boulevard should be split into separate south and northbound sections, each about 36' wide.

The southbound lanes would travel along Beacon Street's current alignment. The northbound lanes would be moved to the east about 40' to travel where Harbor Boulevard's southbound lanes currently travel.

This split would:

- Reduce the total apparent width of Harbor through this section, reducing the maximum width of a single street that pedestrians must cross.
- Move the northbound lanes of Harbor Boulevard to the west, making it possible to provide additional space around the signature "dancing waters" fountain installed near Harbor and Swimford.
- Improve the pedestrian, jogging and cycling experience by providing for additional separation from the roadway and reducing mode-conflicts in the water fountain area.
- De-emphasize the automotive footprint
- Provide for additional possible space for light rail to enter the area.
- Improve the opportunity to do "over the boulevard" construction.

At 5th Street, Harbor would continue south in roughly its current alignment, moving slightly to the east. From 5th to 7th, we would prefer a street design that favors wide sidewalks or pedestrian courses on each side of the Boulevard. A combination of realignment and redevelopment designs on the west side of Harbor should permit amply wide sidewalks which can be planted with shade trees. The median strip down the middle of the boulevard here should also be wide enough to accommodate shade tree planting.

By the time Harbor Boulevard passes on the east side of the city hall building, Harbor will be moved about 10' to 15' to the east. This additional space will permit wider sidewalks and a better presentation for the landmark city hall building. Currently, the sidewalk on the east side of this building is narrow, and the building is squeezed too close to the street.

These 10' are not a whimsical or capricious change. Good urban designs that favor a pedestrian experience need to provide room for that experience, in which people can walk well separated from roadways on sidewalks that are not cramped. In terms of urban aesthetics, it permits a far superior presentation for the signature city hall building, like a good frame around a picture.

Just south of 7th Street, Harbor Boulevard will enter the Plaza Park Terraces and travel inside the building. It may drop in elevation somewhat as it approaches and enters the building. It may travel at split levels inside the building, with north and southbound lanes at different elevations. Ramps inside the structure would provide access to parking and conference center loading docks. They would also provide street-based deliveries access to the Ports o' Call areas. Deliveries would be carried out primarily before and after business hours.

Harbor Boulevard would resurface just before it reaches Crescent as it travels toward 22nd Street in roughly its current course. We would prefer a design through this section which establishes a substantial median between the north and southbound lanes. This section of the Boulevard might be lined with three rows of trees, one on each side and one down the middle. Three robust rows of trees can establish a wonderful canopy and substantially soften the Boulevard as it travels through this section.

Harbor Boulevard would terminate at 22nd Street.

Harbor Boulevard and bike lanes. A good waterfront design should accommodate a contiguous bike path that doesn't require dismounts from Crescent Avenue, to Swimford, so that bike lanes along Harbor Boulevard might not be necessary—even though they may be a good supplement to the bike lanes. (A bike lane is a striped off section of a roadway travelled by cars which is dedicated to bikes. A bike path is a pathway separated from a road, which is designated for bikes only, and which is not open to cars or pedestrians). If a bike lane is built along the full length of Harbor, there would be special challenges presented to the design inside the Plaza Park Terrace building that may call for a separate path inside this structure.

We would expect bike lanes to be provide along Harbor from Crescent to 22nd Street.

Cruise and Visitor Center Streets

The Cruise and Visitor Center area stretches from the Vincent Thomas Bridge to almost 5th street, just east of Harbor Boulevard. This area should be a car-free area, with no roadway extensions to support automobiles. Passengers should arrive in this area via public transit, muni, metro or shuttle busses, charter coach buses, the Red Car, light rail and possibly by taxi. If warranted, a future design might include a people mover approach.

As a result, we would like to see all street extensions and roadways in the Cruise and Visitor Center area abandoned, except for those discretely placed roadways needed for delivery service. We would prefer to see bus pick up and drop off, including public and charter buses, to use a bus terminal located across the street (west of Harbor Boulevard) from the cruise terminal area. Luggage pick up and drop off service could be provided in this location, so that passengers don't need to drag their bags to and from the cruise terminal.

The current design extends First Street across the Cruise Ship Promenade, and forces pedestrians and cyclists using the promenade to walk around the extension to First Street. The extension to First Street across this area should be removed, and the curb which obstructs bike and foot travel on the promenade should be removed as well.

All the parking lots in the current Cruise Terminal area should be removed completely. Even ADA parking can be accomplished with a free valet service to maximize the amount of land available for other uses. The only type of "parking" that should be available here is for loading materials needed by the cruise terminal, for work crews, and for cruise terminal and visitor staff that need to make multiple departures and returns during their shift. Spaces for port police or other official vehicle parking used in the course of duty (not just parked there) should also be provided.

Downtown Plaza Streets

We favor closing the extensions of 5th and 6th Streets and Samson in the downtown plaza area east of Harbor Boulevard to ordinary vehicular traffic. This area should be set up for pedestrian use only and that the roadway surfaces should be changed to reflect pedestrian orientation.

However, it will be necessary to provide vehicles access to 5th Street and to the Ports o' Call area through this area for the exceptional uses described below. However, the total number of vehicles trips to support all this exceptional access is small, and all roadway designs should favor pedestrian, cycling, skating and other similar uses, rather than motor vehicles. The pedestrian orientation should be evident both functionally and aesthetically.

The fire station will continue to need vehicle access for its on-duty staff and for on site parking for them as well, in the event they need to travel to another location as part of carrying out their duties. Fire engines will need access to Harbor Boulevard through 5th Street, and on into the Ports o' Call area, roughly where Samson currently travels into Ports o' Call.

The monument area is area is likely to draw disabled individuals, and continued ADA parking in this area is important. That said, we believe that there are better opportunities to present many of these monuments in other areas.

The perimeter of the pedestrian/plaza area can provide for service and delivery vehicle parking in this location.

It is important to provide emergency vehicle access to Ports o' Call from its north side. This might be accomplished with a roadway aligned roughly where Samson Way is now. Or it may be may be better accomplished with an extension to 7th street instead. Either way, emergency vehicles should be able to access Ports o' Call from the north side without having to enter the Plaza Park Terrace. This access would be done by driving over pedestrian corridors and plazas, not over streets dedicated to motor vehicles.

The configuration of downtown plaza areas can also provide a staging area for emergency services.

Ports o' Call Streets

All streets in the Ports o' Call area, including Samson and Nagoya, will be abandoned and closed to motor vehicle traffic. The entire Ports o' Call area, from the downtown Plaza (6th Street) to the Southern Pacific Slip will be designed as a large pedestrians-only area, accommodating pedestrians, bicyclists and skaters.

It is important to maintain pedestrian pathways that are wide enough for emergency vehicle and delivery access. However, the surface treatment and aesthetics should be carried out as if only pedestrians, cyclists and skaters use the area. Traffic flow for delivery and emergency vehicles should be close enough to zero to not pose any issues with respect to capacity.

Nevertheless, emergency, oversized and delivery vehicle access to the Ports o' Call area is important and should be provided from the north via 6th or 7th, from the south, via Berth Road by Southern Pacific Slip, and through the Plaza Park Terraces. The primary route for delivery vehicle access may be through the Terraces or from the north.

Any of these three access routes could also be used for vehicles arriving for special events, like car shows, traveling shows.

22nd Street Area Streets

The section of Samson Way that parallels the Southern Pacific Slip is to be abandoned and removed. Vehicle access to the Ports o' Call area is to be provided from Berth, possibly on the east side of the Southern Pacific Slip. This access would be used primarily for emergency vehicles and may also be used for delivery vehicles and special events.

We favor a design for 22nd Street and Harbor Boulevard that permits wide sidewalks on both sides of the two streets and a landscaped center median. Shade trees would be planted on the sidewalks on both sides of the street and down the center median, providing an lush shade canopy and softening the hardscape created by the streets.

All the streets in this area should include bike lanes, this in addition to any bike paths that may also be included in this area.

There should be no one level parking lots in this area, and there especially should be no new ones in the Cabrillo Marina Phase II project, with the following exceptions, most of which remain to service existing uses. Parking would remain for fishermen by the Southern Pacific Slip. Parking and loading needed to support the fish market area would remain. On-street parking for Canetti's should remain. The smaller existing parking lots in the 22nd Street Landing and Yacht Club area should remain. These smaller parking lots also provide visual corridors between taller buildings to see into the marina area.

Any additional near-site parking needed in this area should be provided with two or more story parking structures. The height limit should be set so as not to interfere with the viewshed or important site lines.

Cruise Ship Parking

Harbor Freeway East: The majority of parking for cruise ship passengers should be provided at a satellite location. We prefer a location between the Harbor Freeway and John S. Gibson Boulevard. This location should readily hold 5000 parking spaces, without rising above the top of the bluffs paralleling the Harbor Freeway. The building could have a green roof, and provide some coastal scrub habitat and an alternative walking path for people walking the California Coastal Trail. Easy access to the structure from the Harbor Freeway could occur along John S. Gibson Boulevard, limiting car traffic entering both Wilmington and San Pedro.

This Harbor Freeway site can provide parking for a number of uses:

- the cruise terminal
- day-use and long-term visitors to Wilmington and San Pedro
- park and ride travelers using public transit
- Municipal fleet, transit and oversized vehicle parking

Shuttle bus service, a possible light rail transit stop and Red Car service could connect people to this location to nearby and remote urban destinations.

Harbor Freeway West

The land around the current sanitation yard between the Harbor Freeway and Gaffey is poorly utilized. A green-roofed structure built into the hill in this location could serve the same sort of uses as the Harbor Freeway East location. However, this location would likely not be as good to service Wilmington and possibly to service park and ride uses.

However, this site offers more possibility for mixed use. For example, it could offer office, light manufacturing or retail space, in addition to parking. The area should be large enough to provide for a green roof area next to a graded section of the hill. Together, the roof and adjoining hillside may be large enough to provide much needed ball fields for the area that were lost with an less progressive development for Target.

The best choices for this location are connected to other issues, this involves land-use planning for the former Naval housing site and after-hour facility policies set by the LAUSD.

Vincent Thomas Bridge Location

There is a small, trapped property next to the on/off ramps for the Vincent Thomas Bridge where a motel is currently located. This area could possibly hold a multi-story parking structure that could be accessed directly by a ramp from the 110/SR47 interchange. This location could be used for premium and valet parking for the cruise terminal as well as for passenger drop off and pick up.

A single reverse lane (separated by a median) traveling northbound under the bridge on the west side of Harbor Boulevard might be feasible to permit this location to have direct access to the northbound Harbor Freeway.

A pedestrian bridge may connect this site to the Cruise and Visitor Center so people don't need to cross Harbor.

Transit Center Location

We propose joint use development just east of the existing Harbor Boulevard and south of the Vincent Thomas Bridge. This area can be developed into a green-roofed transit center, with some parking, and bus stops, that serves the cruise terminal area and this section of San Pedro. The area would include the current Cal Trans lot and the land between the Cal Trans lot and the current Harbor Boulevard.

North and southbound Harbor could be built into the structure for this stretch, so that a green-roofed plaza connects the community to the west with the waterfront to the east. The top of the plaza or park would look down on the waterfront and the signature water fountain. The front of this building, or at least the top floor, could provide restaurant or retail space that takes advantage of the views of the water fountain and cruise center below.

Buffer Development Area

The section of San Pedro roughly east of Palos Verdes, south of the Vincent Thomas Bridge and north of 9th Street offers an opportunity for redevelopment which is coordinated with the Waterfront Project.

We will present our ideas on this area at a later time. It is important to note that this area should play a supporting role in parking, transportation and in pedestrian mobility to the waterfront area.

Downtown San Pedro

There are some existing parking lots in the downtown San Pedro area which may have a large enough footprint to permit building a reasonably-sized parking structure.

There should be a clear pedestrian course from the waterfront area to downtown. We should explore what it would take to close 6th Street to cars east of Center or Palos Verdes to create a walking connection to the waterfront. The Red Car might travel along 6th to Pacific.

Cruise and Visitor Center

We propose that the area between the Vincent Thomas Bridge and 5th Street (just north of the fire station) is used for a cruise terminal and visitor center complex. Three cruise terminals can be put in this location and a fourth structure, a multi-purpose visitor-welcoming center could be placed here as well. The visitor center should provide additional support to cruise terminal passengers as well as other visitors to the tidelands and Harbor area.

The chain link and razor wire fences that cordon off the current parking area next to the Cruise Ship Promenade should be removed. Pedestrians and casual visitors should have full access to the open space in this area, and to the Visitor Center.

Security-based designs may restrict access beyond certain points inside the cruise terminals to ticketed passengers, authorized visitors and employees. Public access may also be restricted in areas adjacent to where the ships dock and by cargo loading zones. For other reasons, we have already suggested that motor vehicle traffic to this area is strictly limited.

However, we do not want to see general access to this area restricted because of poor designs, poor planning or overzealous security measures. The stated objective in the design of the California Coastal Trail is that people should be able to be right next to the water, and if not, that they should be able to be as close to it as possible and to be able to see it as best as possible.

We are concerned about the aesthetics in this location and its potential impacts on viewshed and site lines. The existing monolithic cruise terminal is little more than a big, uninteresting box which effectively blocks the view of cruise ships. There are other designs possible, and which have been put in place in other locations, that improve the ability to see cruise ships form on land. The same designs improve visibility of the waterfront when ships are at sea.

We are also aware of the economics of tearing down an existing, functional structure—or even substantially remodeling it to provide a more signature look for the location. However, we would not want to see new construction repeat this mistake and we would want to leave the door open for future replacement of the existing structure if it is not replaced now.

We believe there is more land available in this location than needed to support three cruise terminals, but that there may not be room for more than three berths. We oppose the use of any of this land for parking, as this site is too valuable to be used that way.

Visitor Center.

A signature visitor center should be added to the Cruise Terminal area that serves as a welcome center for people arriving in town, as a place for people to meet up, as a place for visitors to learn about sites to visit, accommodations, tours, rent bicycles, buy transit tickets, look up transit routes, etc.

The center could also serve as a place where arriving and departing transit users can drop off and pick up luggage so that they can tour around town in advance or after a hotel stay or cruise trip. Broadly, the center should be able to help make travel without a car more convenient and easy.

Visitors should be able to get light refreshments or snacks here, sit and relax indoors, ask docents questions about their visit, buy or download audio-video tours, and learn about cultural events.

Businesses in the travel industry may want to have customer service offices or agents in this location.

Good Neighbor Policy

Each cruise ship company should sign on to a good neighbor pledge as a condition of expanding business in this area. This includes:

- using AMP for all new ships
- phasing out any non-AMP calls by 2015.

- Using the lowest sulfur marine fuels available only within a 20 miles of the port.
- Limiting all noise and sounds to those essential for navigation. This policy would prohibit the playing of loud theme music (that can be heard outside of the cruise center), or blowing horns or whistles with any sounds not needed for navigation, for example, blowing out a corporate theme. This policy would extend to any such sounds that could be heard on land while the ship is at sea.
- using union or livable-wage labor for all on-land operations.
- hiring locally for all land-based operations (the environmental justification is shorter commutes and sustainable communities).
- Unannounced on ship inspections to ensure there is no illegal waste dumping at sea and that low-sulfur fuel policy is complied with.
- Encouraging the use of public and charter transit services for all passenger arrivals and departures
- A ticketing policy that includes a free public transit service the cruise terminal area. Passengers would be able to book two free MTA transit passes that they could use up to a week before arriving for the cruise and up to a week after leaving. The passes would offer sufficient zone capacity to cover trips from LA area airports and to Union Station. Additional passes would be provided for the Red Car and satellite parking shuttle bus service on a similar basis.
- Cooperative baggage handling that permits through passengers to have checked luggage shipped from local air ports (LAX) and Union Station to and from the cruise terminal at no extra charge to the passengers.
- Baggage service that allows visitors that arrive and depart by public transit to drop and pick up their bags the cruise ship transit center or visitor center. This service would allow people to arrive early and drop off their bags before their cruise, to be footloose and baggage free as they tour the Harbor area. Likewise, they could return from the cruise, knowing that they can walk about town, without dragging their bags along.

Cruise Expansion

The Sierra Club opposes the placement of a cruise terminal in the Kaiser Point area—especially on the southwest side of Kaiser point facing Cabrillo Beach. We do not oppose the temporary use of this location to receive cruise ships on a regular basis during construction in the Cruise and Visitor Center area. We do not oppose occasional cruise terminal use in this area, for infrequent special occasions, when the first three cruise terminals by the Vincent Thomas Bridge are in full operation. We would still prefer to see some or all of these ships received on the east side of Kaiser Point.

We suggest that a fourth cruise terminal could be placed by the former Westways facility with a water cut to enable cruise ships to berth at that location. This site should only be used for cruise service when demand exceeds capacity in the Vincent Thomas area.

If demand reaches that level, we might not oppose a fifth cruise terminal on the east side of Kaiser Point, facing away from Cabrillo Beach.

Ports O Call Area

The Ports o' Call area is to be developed as a pedestrian-only area without any automobile traffic. The entire design of Ports o' Call is to favor access by pedestrians, bicyclists and skaters—though skaters and bicyclists may have some restrictions on where they can go.

Cars are to be kept entirely out of Ports o' Call. The two streets servicing Ports o' Call, Samson Way and Nagoya, are to be abandoned and removed. The extension of 6th Street to Samson Way is to be removed as well.

Arrivals to the Ports o' Call area are to emphasize walk-in visits from downtown, arrival by Red Car or public transit. The design of Ports o' Call is to provide walk-in and “ride-in” gateways or entrances, with the idea that “ride in” means by Red Car or other public transit, not by driving in a car.

Automotive access to Ports o' Call is to occur from Harbor Boulevard, in roughly its current location, along the west edge of Ports o' Call, over the section of Harbor which is north of 17th and south of 7th Street. Harbor Boulevard is to have direct access to site-adjacent parking in this location, from which visitors can access Ports o' Call by car. The primary use of this parking shall be for short term visits (under 2 hours) rather than long-term day use visits.

There needs to be a lot of thought into how Ports o' Call will be built out. From an environmental perspective, the Sierra Club has not been as concerned about the number of square feet built. We support urban in fill development so long as that development is itself strong in supporting environmental, economic and community sustainability goals. Rather, our concerns are focused on:

- The aesthetics of the construction and complex
- The intangible and emotional appeal of the complex to lure people out of their cars and into a more auto-independent lifestyle which is rich in walking, cycling and the use of public transit. The destination needs to be fun and inviting itself, and take full advantage of the aesthetic improvements possible when cars are removed from the scene. The walking needs to be good and rewarding. There need to be many great places, in both public and private spaces, where people can meet up.
- The functional ability of the complex to support walking and a pedestrian-oriented lifestyle. Walking must be easy, pleasant, convenient and supported by public transit as well as other amenities and services to make it convenient.
- Sight lines (viewshed)
- The quality and quantity of landscaping to help support a pleasant visitor experience and provide a connection with nature within an urban context
- The liberal use of public art with space for its display (some of which may be open for art to be placed in the future).
- The recognition of the grounds (the space between the private shops) as a public commons and not as a privatized retail center or shopping mall. The tidelands area should not be privatized.
- The use of the highest attainable LEED construction standards
- The mix of shops, restaurants, museums, galleries, exhibit spaces and other visitor-serving structures so that they support a rich visitor experience. Success of the center is important for it to help create a market for pedestrian-oriented urban experiences.
- The ability of the shops to support locally-based businesses and to hire local employees and provide livable or family-wage employment and benefits.
- The balance of build-out with the growth of downtown San Pedro, so that the Ports o' Call area helps build the region, rather than pulling retail dollars away from downtown. (Part of this will be determined by mix of commercial to non-commercial spaces, such as restaurants and shops vs. museums and other visitor-serving venues. Phased in construction in Ports o' Call can help ensure that Ports o' Call doesn't draw the lifeblood from downtown San Pedro, but rather that each helps the other improve.

Our concern with the initial and enduring financial success for Ports o' Call stems from the fact that we want to promote a transit- and pedestrian-oriented lifestyle. To do that, we need successful developments that embody these principles. If we get the

development we want, but it is poorly executed and doesn't succeed, it will not help promulgate an environmentally-responsible form of urban planning.

Ports o' Call Theme

We would like to see a theme established for Ports o' Call that involves both an international and an environmental component. For example, "International cooperation in establishing a sustainable world economy which is in balance with nature." Aspects of the Ports o' Call design should help support this theme. San Pedro has an ethnic heritage that is strong and diverse in its international connections, a strong labor history, a long-running interest in art, and deep-seated concerns about the environment.

Open Spaces and Plazas.

The overall Ports o' Call area should have a significant amount of open plaza space free of any non-movable obstructions. These areas could be home to a variety of special events, including smaller circuses and other tent shows, or open air exhibitions (such as for classic cars). The plazas could also be used for public gatherings, smaller concert or performance spaces, large picnics, and other special events.

Water Feature

A water feature has been proposed for Ports o' Call that would consist of a series of shallow canals that were not directly connected to the ocean (in other words, not water cuts, but land-based canals). These could include a pool or lake. Visitors could canoe or kayak the canals or take a gondola ride.

A marine biologist has suggested that by filling the canals with saltwater that is circulated back to sea, and artificially raising and lower the water level, we could simulate a marine tide pool environment and populate the canal with an "underwater garden" that could provide educational and research opportunities as well as a point of interest to the public.

Depending on elevation profiles, it might well be possible to extend this canal system south toward 22nd Street, and to provide a small pond for canoeing and kayaking (or paddle boats) in that location and to extend the watercourse north toward the cruise terminal.

Features for the Family and Children

There should be a sufficiently long list of things that we might offer in Ports o' Call so that we are forced to choose from among the best. Among the suggestions we've heard is a Carousel that has sea animals (birds, mammals, fish, and imaginary beasts) carved by different folk traditions from Los Angeles Sister Cities. The merry-go-round could further feature a calliope that plays folks music from these diverse cultures, as well as from San Pedro's own heritage and merry-go-round favorites. Such a feature could create a whimsical attraction for kids that also demonstrates international cooperation and concern for the marine environment.

Similar ideas include passive and active sculptures with marine themes, some of which would just be great to look at, others of which would be fun for kids to crawl around.

Ports o' Call Roadways

Ports o' Call will need pathways for pedestrians, cyclists, skaters and joggers. All four should be able to get here on contiguous trails from Cabrillo Beach and work their way north to the Cruise Center and beyond. Pedestrians would have the most access, with the greatest restrictions on skaters and cyclists. Through some areas, routes would be exclusive, in other areas they will need to be shared. Even so, cyclists and skaters should be able to make it from the Beach to the Cruise Center without dismounting or removing their skates, though their options for doing so may be reduced.

Some of the pedestrian, cyclists or skating courses need to be wide enough to support vehicular traffic. This includes emergency vehicles and delivery trucks. Tough deliveries may be canted toward before and after hour access, there may be need to provide some access during normal business hours. Trucks may then need to wait for pedestrians and others to clear a path for their travel.

Some of these roadways may be open to special cars by invitation for special events. For example, a show of woody cars, classic cars, new electric vehicles, etc.

Rail Spurs

It may be very wise to maintain (perhaps by moving track) some industrial capacity rail spurs down pedestrian courses in Ports o' Call which can be closed for special events. The connection to a rail backbone would permit visiting rail shows involving historic trains and passenger cars to be on display inside Ports o' Call. It would also permit railcar conventions to roll into town and park here for a few days before training away.

Mudflats

The mudflat at Ports o' Call should be kept in place and doubled in size and be part of an on-site educational exhibit. It should not be removed. The removal of parking from the Ports o' Call area and opportunities offered by the Plaza Park Terraces provide for more than ample space to maintain a known-working mudflat.

Merchant Operations and Continuity

If the current Ports o' Calls structures are to be demolished, and many are deserving of no less, existing merchants must have new facilities in place so that they don't have to lose a day of business. The new facilities may be temporary, as many may move back to existing locations closer to the water.

Sponsorships

The general Ports o' Call area should not undertake any form of exclusive or semi-exclusive sponsorship that would preclude other corporate product displays from the area. For example, one car manufacturer should not have an exclusive sponsorship that might preclude a display of green tech cars from other manufacturers. We hold that any form of such exclusive sponsorship arrangement is a form of privatization of the area, in that offers exclusivity that precludes other visitors or activities. This sort of privatized use is inappropriate in a project area on tidelands property.

Plaza Park Terraces

We propose the construction of a “Plaza Park Terraces” complex along the western edge of Ports o’ Call above Harbor Boulevard. The primary objectives of this complex are:

- To provide a contiguous, structural land bridge, connecting the San Pedro bluffs from 7th to 17th Street, to the waterfront, without forcing pedestrians to cross Harbor Boulevard at grade level.
- To provide a transit stop for light rail into San Pedro
- To provide a home for a 75,000 square foot (approximate) conference or mini-convention center which can serve about 1000 visitors.
- To provide visitor draw with a large outdoor amphitheater and a beautiful venue for concerts and other performances.
- To provide a beautiful, terraced plaza that overlooks the waterfront (atop a green-roofed structure).
- To house Harbor Boulevard as it travels from 7th to 17th Street inside the structure.
- To provide a structure to house short-term parking for Ports o’ Call.
- Improve urban utilization of a strip of land which is currently underutilized and which otherwise presents use challenges because of sharp elevation changes.
- To uplift Beacon Street.

Additional uses will be determined by available investments. They include:

- To provide a public hall and teleconferencing center that can hold public meetings, satellite government meetings, and similar public or private events.
- To provide additional spaces with a view for commercial or institutional use (such as for restaurants, galleries, exhibition halls or museums).
- To provide a space for some larger structural uses, such as movie theaters or performance spaces.

The exact structure of this center would depend on the type of investment available to build it.

Extent of the structure

The Plaza Park Terraces would have a green roof, with a public plaza on the roof and possibly with some turf area for sports play. The rooftop would be at the approximate level of Beacon Street, as it travels parallel to Ports o’ Call from 7th to 17th. Beacon Street does change its elevation by a couple of stories over this distance, so the rooftop of the Plaza Park Terraces would be on more than one level, so as never to rise too high above Beacon. None of the Plaza Park Terrace structure would rise above the highest level of Beacon.

The top of the Plaza Park Terraces would serve as an eastward extension to Plaza Park, which is immediately on the east side of Beacon Street. This extension would extend east, out over Harbor Boulevard, over the railroad tracks and toward Samson Way. The exact distance of this extension is to be determined, and will likely vary. At its widest point, the Plaza Park Terraces might extend about 300’ east of Beacon.

Grading

The construction of Plaza Park Terraces may involve grading to remove dirt which is later used to provide a terraced eastern face for the structure as it looks over Ports o’ Call. Depending on the scale of effort selected, this grading may be minimal or extensive.

At largest foreseeable extent, land would be dug out starting under the centerline of Beacon Street and heading east toward the waterfront.. This area could be dug out extensively to provide a larger “underground” space to increase the number of square feet

available inside the structure for various purposes.

In this scenario, the elevation of Harbor Boulevard itself might be dropped, and the northbound and southbound lanes might be placed at different elevations. The total cut may exceed the subsequent fill.

Beacon Street Realignment

We propose moving Beacon Street east by about 10' to widen the sidewalk on the west side of Beacon Street. The wider sidewalk on the west side of Beacon would provide for more space for pedestrian activity on this side of the street, and for a better place to plant a row of shade trees to improve urban cooling. The widening of the sidewalk anticipates future visitor serving structures being placed on the west side of Beacon. Beacon Street itself would not be widened, and would remain at about 40' wide.

Investment

We would see the Plaza Park Terrace being built as part of public-private partnership. Either the majority or all of the Terraces may be outside of the tidelands area, but it would also provide a tidelands-supporting role in both the improved community access it provides, and in providing parking for the tidelands area and public transit access. (Reportedly, the railroad tracks just west of Ports o' Call are outside of the tidelands zone.)

If much of the structure is outside of the tidelands area, it would be free to house a general purpose movie theater complex, which is precluded from the tidelands area. (Though an IMAX theater which focuses on marine topics may be permissible in a tidelands area.)

This said, we recognize that so far, no one has wanted to build a movie theater in other redevelopment efforts in the downtown San Pedro area. We further recognize that the Cinemark Complex in Long Beach is doing poorly, and Long Beach has had to run it via a management company, because they haven't found a theater company to run it. Moreover, that this theater complex draws life away from the AMC complex on nearby Pine Avenue.

Successful efforts in revitalizing the Ports o' Call and downtown San Pedro area may change the demographics, but that may be too big a leap of faith for an investor during an economic downturn. We also recognize that much of the San Pedro market takes its movie money out of town, to Torrance, Palos Verdes and further.

Front Face

The front face of the building would open out over Ports o' Call and look to the east. Starting at the north, by 7th Street, the building would gain a couple of stories in elevation as you head south toward 10th Street, where is approximately where it might reach its maximum height.

We envision a terraced front facade for the structure that might take several major steps on its way from the top to the bottom. The terraces would involve pathways and landscaping and might incorporate benches and picnic spots where people can take in the view from above. Sections, especially just below the top, would give preference to galleries and restaurants to take in the view. Pedestrians would already have the most magnificent views from the very top of the roof.

The terracing on the front face may involve a continuous "ramp" that switchbacks (zigzags) from top to bottom, so it is possible that someone could get all the way from the top to the bottom along a fairly gentle slope without every climbing stairs.

Fountains and waterfalls

The top of the structure could contain a water fountain and reflecting pool. The water from the top fountain could cascade to the bottom in either a single large fall or a succession of smaller falls and “rivers” through the structure. Some front facing businesses, such as restaurants or galleries, could have a view from behind the waterfalls. Walkways could also travel behind the falls. Solar power could be used to pump reclaimed urban water from the bottom back to the top.

Stairs to Funiculars

It's a several story difference from the highest point at the top of Beacon to the waterfront down below. This difference offers the opportunity for grand staircases that lets people walk down from above, and gives the more ambitious a chance to climb back to the top. Elevators can provide ADA access. Glass elevators built in front of the structure could provide good views. Escalators may play a role in moving additional large numbers of people, as is common in transit stations. Ramps may play a role as well. The design of these features could help showcase an entrance to the structure from above and below, and access to transit facilities, the conference center and restaurants or shops.

An alternative to a vertical elevator might be one built on a slant. Funiculars are popular with some and could also provide mid-way stops so people can get on and off on different floors.

Canyon

The best visual designs for the Plaza Park Terrace might not involve a monolithic structure, but rather one that is broken up into one or more sections for visual interest and relief. Some of this may be accomplished with natural elevation changes, as noted elsewhere.

Another design option mixes a top-to-bottom stairway with an watercourse that flows into the building from a fountain on the top to a receiving pool or fountain on the bottom. Multiple water courses and pedestrian paths could run from top to bottom through an interior landscaped “canyon” which sits below a glass roof as in a large atrium, conservatory or sunroom.

This could create a delightful pedestrian course from top to bottom, nestled inside a botanical display with an artificial stream. Park benches could permit places for people to stop and relax or read inside.

Indoor galleries or restaurants could face the canyon and take advantage of its lush setting.

Conference Center

A conference center or mini convention center with a capacity of about 1000 visitors has been recommended by the Chamber of Commerce, with a footprint of about 75,000 square feet. If built as a perfect square, this structure would be about 275' on a side. Additional space is needed for loading docks and parking.

One of the reasons we are keen to site such a structure in an “underground” facility, is that it could create a big “dead zone” if placed inside Ports o' Call—a big box that most visitors have little hope of taking advantage of, since it will tend to serve special purpose events. Also, this sort of building is typically inward looking, it doesn't take advantage of looking out through its windows and doesn't benefit much from a spectacular setting.

So, it seems natural to place a conference center like this in what might be largely an inward looking space, such in the underground volume of the Plaza Park Terrace.

Other Features

Climbing walls have become a popular urban sport—and some use them to prepare for rock climbing. The large elevation difference from top to bottom presents the opportunity to create a climbing wall along a section of the structure.

Water slide are another popular summertime feature and the elevation difference offers an opportunity to incorporate a water slide.

Plaza Park Amphitheater

The elevation difference from the top of Beacon to the bottom of Ports o' Call is substantial, and we believe it is possible to build a large amphitheater that takes advantage of the elevation difference. Depending on the design, it may be possible to fit a 10,000 seat theater in this location. For comparison, the Hollywood bowl seats about 18,000 and the Greek Theater seats about 6000. (We are not necessarily suggesting any particular size.)

If run like the Hollywood Theater, patrons could bring in their own dinners and refreshments and eat beneath the summer stars as they watched a show. A light rail stop near the theater, the Red Car below, and lots of nearby restaurants could lead for wonderful urban experience for people coming to see a show here while leaving their cars at home.

The site could provide a picturesque location for the largest outdoor theater overlooking the Pacific (at least in the U.S.). The east by south-east facing view for the theater would mean that the setting sun should never be a problem for spectators (though performers might not be so fortunate).

The back rows of the theater would start perhaps 50' west of Beacon. Seating would proceed down slope toward Ports o' Call, with the stage located a short ways north of the end of the Southern Pacific Slip (north of Utros).

The entire theater doesn't need to be built out at first. The space can be set aside for the theater and it can be expanded incrementally as the area around the theater is built up and patronage increases.

There may be some tidelands trust challenges to the land use. Part of the site will fall on tidelands property.

Harbor Boulevard would run beneath the seats of the theater.

Cabrillo Beach

Cabrillo Beach should be developed to be more like a natural, resort beach with better capacity to serve regional recreational uses for beach-going uses. On hot days, visitors are drawn to Cabrillo Beach from as far away as Southern California's inland valleys (San Fernando, San Gabriel) twenty and more miles away. The beach is clearly one of regional importance.

The specific improvements at the beach should support comprehensive mission of increasing available lands for direct visitor uses while reducing the automotive footprint by reducing car trips, roadways and parking lots. Increased uses should take advantage of the area and ideally be dependent on access to the water and tidelands area.

Arrival to the beach should favor people coming on foot, by bicycle, the Red Car or by public transit. Both entrance designs and roadways should support the idea that this is an area in which pedestrian use and public transit rank much higher than cars do.

Besides its parking lots and roadways, the Cabrillo Beach area also has a sizable swath of underutilized land which could be used to expand picnic facilities or provide for informal ball fields.

There are additional opportunities and challenges which should be considered as part of improving Cabrillo Beach. There has been discussion that with sufficient improvements, Cabrillo Beach may be worth of being part of the California State Parks system. This is certainly a noteworthy idea, so long as traditional community uses and festivals continue to have access to the beach.

Our Waterfront Plan should include these objectives for the Cabrillo Beach area:

Shaded Picnic Grounds Increase tree-shaded picnic locations. Tree-shaded picnic sites on the beach are at a premium on warm and hot summer days, filling up well before other beach uses are anywhere near capacity. There should be increases to both grassy and sandy tree-shaded areas, with a target of doubling or tripling the number of available picnic sites. Locations nearer the water seem to carry an additional caché.

People clearly come to Cabrillo Beach to cool off, the hotter the day, the more visitors arrive. Shaded areas fill up first, and people going to sandy areas of the beach bring their own shade (large umbrellas or tents) with them. People desperate for shade will even align their bodies along the narrow shade of palm tree trunks just to be in the shade. We should assess creating one or two small, shaded grove in some area of the beach that could provide additional places for "shade" bathers or other people who want to relax in a shady area. A mix of California native trees may grow well in this location and could provide an additional educational value. Torrey and Monterey pines may be possibilities. As a note, eucalyptus and non-native other trees grow well in this location.

Some picnic goers ask for large sinks or water stations to be available in reasonable proximity of picnic sites.

There is some interest in the Cabrillo Beach Boosters to recreate historic structures that would service beach goers for picnic uses. These plans should be evaluated to see if they can play a role in increasing the beach's ability to service visitors.

Bathrooms A perennial complaint by beach goers is that the bathrooms are not adequate for peak crowds and are often not in good condition. There are no separate bathrooms to conveniently service picnic locations. Additional complaints involve the lack of open restrooms during evening summer hours, up until 10 p.m. when the beach closes. These concerns should be assessed and addressed.

Beach-Goer Shops Small, permanent structures should be created to provide a place for small business or community organizations to service beach-goer needs. This includes lunch, snack and beverage service, rentals for umbrellas, kayaks, windsurfing gear, skates and bicycles, a sundries shop offering sunscreen, picnic supplies, firewood and retaining or expanding the museum gift shop. These services are important to make the beach visitor-friendly for people who did not bring their cars. First, it supports spontaneous visits by folks who might not have planned to go to the beach in visiting the area, but find themselves there. Second, it makes on-foot mobility easier, since visitors can get anything they need at the beach without having to schlep it. The location and placement of these structures should be sensitive to the aesthetics of the beach location and its environment, but still be able to provide convenient service to visitors.

A small plaza space might be provided near snack, beverage or lunch stands to provide a place where more urban visitors can also sit down and enjoy refreshments in a beautiful setting.

Cabrillo Cove Recreation Area. We propose designating the area shown on the second map as the Cabrillo Cove Recreation Area. This area would emphasize recreation including: sun bathing, beach-going, swimming, wading, kayaking, canoeing, paddling, rowing, sailing, small-boating, fishing, windsurfing, nature watching and possibly diving. The area should be kept free of industrial-sized operations, including cruise ships, inasmuch as almost all of the rest of San Pedro Bay's waters are devoted to large-scale industrial use. This location is intended to provide an intimate experience to visitors and to provide a safe and sheltered location for recreation. Further, we oppose the construction of walled-in, eel grass facility in this location, and an impediment to sailing and recreation and because we are dubious about the merits of building in walled-in marine habitat as too artificial a construct. We do not see an occasional large ship, such as a military craft visiting for the Forth of July, or an infrequent cruise ship calls as problematic.

Stephen White Drive Entrance The southwest entrance to Cabrillo Beach is off Stephen M. White Drive, along Breakwater and Vickery Circle. The existing entrance should be torn out and replaced by a narrower entrance using a permeable surface, shown as "C" on the first map. This entrance should be like a driveway, not more than about 20' wide, which might normally be used by pedestrians and cyclists. This entrance should be closed to normal motor vehicle traffic, except for access by emergency vehicles. Additionally, this entrance may be open for certain special events.

Excess pavement along the existing White/Vickery entrance should be removed (the two "A"s on the first map) and replaced with grass, sidewalks or plaza surfaces as appropriate. The statue of Cabrillo at the White Drive entrance might be better displayed as a result and the entrance itself could showcase a pedestrian and cyclist oriented design. Some have suggested making a small skating area just north of the Bathhouse (the adjacent A and T on the small map). It would take further planning to know if this is the best use for this area.

Along White Drive, and stretching into the beach area, there is a swath of underutilized land shown by "B" on the first map. This area could be improved to provide additional shaded picnic grounds. With some grading, a section of it could provide an area for informal turf-based sports play. The area could also be used for future Aquarium expansion, using a green-roofed structure to preserve the recreational area.

Utilities All electric, telephone and similar utility lines should be underground in this location. Locked utility boxes should be available in key locations (possibly on the sides of structures or in other strategic locations) to provide electric power, telephone or internet service to various locations on the beach for special events.

Over time, the parking lot and roadway footprint in Cabrillo Beach should be reduced 4:1 over current space. This includes the parking lot along the breakwater the main parking lot between Salinas de San Pedro and the Cabrillo Aquarium. Part of this reduction may be achieved by the construction of a two-story parking lot north of the Cabrillo Aquarium and adjacent to the Ft. Mac Arthur bluffs, with the top of the parking lot as low below the bluff line as possible.

Pavement & Pedestrian Paths We are concerned that there is already too much pavement at Cabrillo Beach, and that some of the efforts to widen pedestrian paths with no further objectives may be either excessive or misguided.

There are two principle causes for choke points along the through beach-side walkway along Cabrillo's inner beach.

The first is a lack of seating. There is a small embankment on the inland side of much of this concrete path. People sit along this embankment with their feet on the path and often with friends standing in the middle of the path facing them. There is a second small embankment where there sand drops away from the path on the beach side of the path. Sometimes people sit here, feet in the sand and back to the path. Though widening the pathways somewhat may help with this, so will providing more seating in picnic and other areas and reducing the grade difference. If the pathway is widened without reducing the grade differentials, this problems will continue.

The second are showers that are located immediately next to the pathway. People queue up for the showers along the pathway obstructing travel for people walking along the pathway. This situation can be best improved by moving the shower pads a little further from the pathway.

Starting at the White Drive entrance, and working past the Bathhouse and Aquarium and north along Shoshonean Road, we should supply three distinct tracks for the California Coastal Trail. One for pedestrians (who might not want to walk on a sandy beach), a second for cyclists and a third for joggers. A fourth track, or shared use, should be available for skaters. Of these, the jogging path would consist of hardpack, the other surfaces would be paved.

A pedestrian course which doesn't share the road with cars should be provided out to the breakwater. Since car traffic should be kept to a minimum on this route, it may be fine for it to be shared by bicycles and skaters. Over time, we should explore providing a fair-weather pedestrian route over the breakwater toward Angel's Gate. It is quite something to walk all this way to the Angle's Gate Lighthouse and could be an appealing draw to visitors.

Open Space and Views One of the important aspects of Cabrillo Beach is that it provides a lot of open space with unobstructed views. The expansion of picnic grounds, whether by shade trees or fixed structures, could interfere with the openness of the vistas from Cabrillo. Care should be taken in implementing these projects not to unnecessarily obstruct views or a sense of open skies. The Sierra Club opposes a permanent location for large ships (such as cruise ships) at the southwest edge of Kaiser Point (location "L" on the second map). We want to establish and preserve as open and natural a feel for views from Cabrillo as we can, and more importantly, to establish and preserve the integrity of a recreation area on as shown on the second map.

Red Car. The Red Car should be brought to Cabirillo Beach. There is some discussion as to the best location to put its southernmost terminus. In front of the Aquarium and in front of the Bathhouse have both been mentioned. The "T" on the map shows a possible Bathhouse location. There has been some thought that the Red Car should extend to the beginning of the fishing pier. Possibly the Red Car may only go as far south as the north end of Cabirillo Beach, by an expanded Salinas de San Pedro. At that location, the Red Car might drop off and pick up people at a grand, north-side entrance to the beach.

Bringing the Red Car further and further into Cabirillo Beach should be weighed against the cost and the benefits of doing so. The convenience of having it reach further into the beach also needs to be weighed against the service schedule and round-trip time, which gets impacted by longer and longer routes.

If the Red Car terminus is near a developed part of the beach, such as by the Aquarium, Bathhouse or a beach concession stand area, its stop has added utility. Perhaps the most utility would be had if the Red Car stopped at a concession area located near both the Aquarium and Bathhouse.

One other idea has been suggested, which is that the Red Car travel all the way out to the Angel's Gate Lighthouse — and that there is some additional small amenity at the lighthouse, such as a platform where people can sit between Red Car trips and taken in the scenery. This train to the lighthouse (or to nowhere), would certainly make for an interesting ride and possible visitor draw. However, it would take a lot of Red Cars attracting a lot of visitors to pay for an expensive proposition like this.

Salinas de San Pedro Salinas de San Pedro is to be expanded slightly and visitor access to the area is to be improved significantly. The facility is currently kept locked up and it is necessary to visit the Cabrillo Aquarium to get a key. Not many visitors know this, and it is a significant deterrent to visiting the area to have to go get a key. The area "walled off" with vegetation, much of it non-native, which also make it more difficult to see into the area and provides shelter for ferrule cats in an area where they can be especially problematic. Consistent security and with providing any screening that may be necessary for visiting birds, this area should be opened up and visitor access should be made easier.

Ferrule cats pose a significant problem in many beach areas. There are particularly high concentrations of ferrule cats near Salinas de San Pedro. A redesign of this facility that removes non-native landscaping and opens up the area may help reduce this problem.

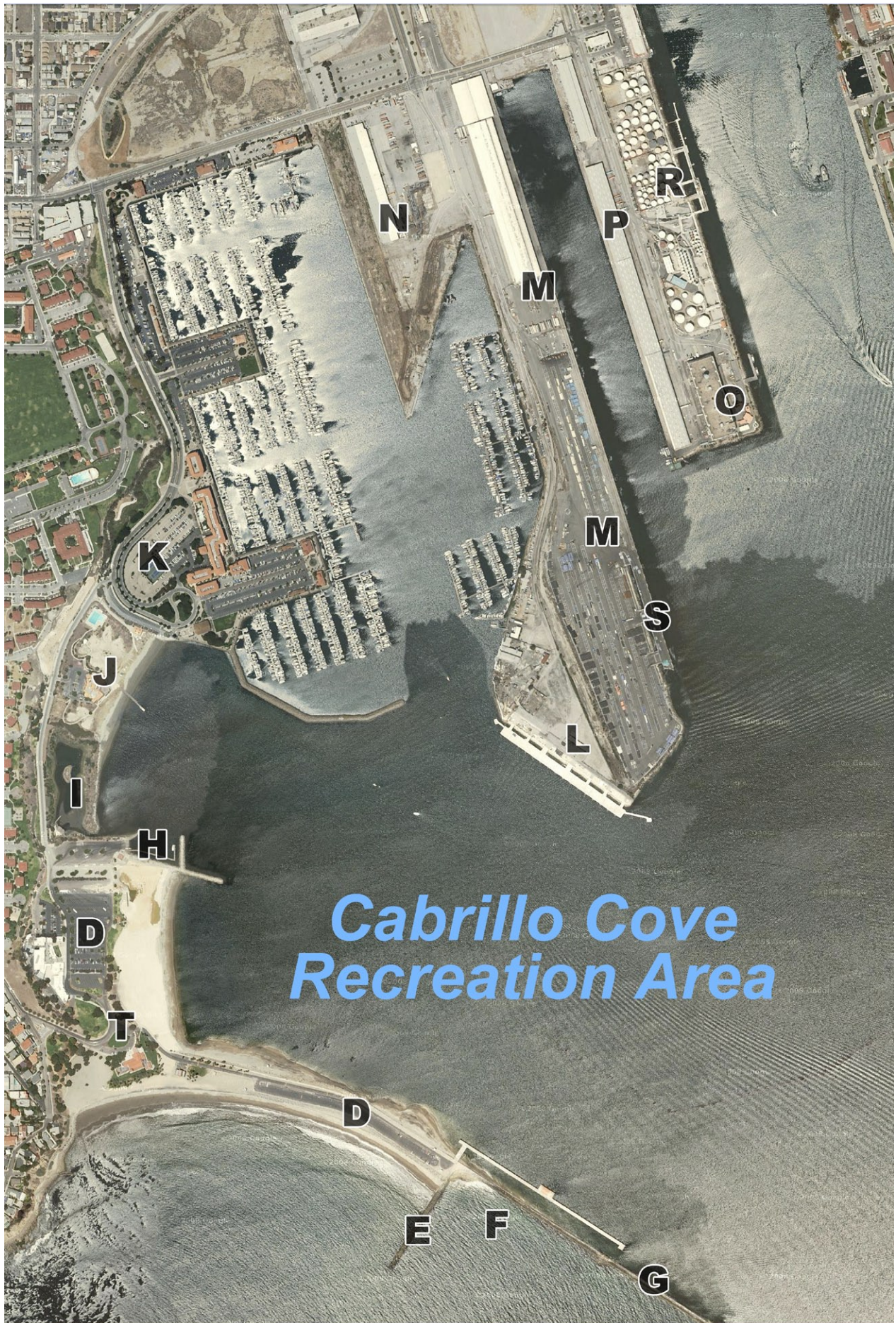
Inner Cabrillo Beach. Even after the replacement of sand at Inner Cabrillo Beach (see second map), there is a problem with water quality in this location, and signs are occasionally placed here advising people not to swim. Removal of a jetty on the north side of the beach has been proposed and may improve water quality. If this fails to do so, it may be necessary to take additional measures to increase water circulation into this area.



Guide to Cabrillo Area Maps

The map above shows the Stephen M. White entrance to Cabrillo. The map on the next page shows the larger Cabrillo Beach and Marina area. The list below is the legend for the letters on the maps.

- A. Remove paved areas for better display of state of Cabrillo and to increase picnic areas and landscaping.
- B. Provide better use of underutilized land, possibly to expand picnic grounds or provide turf space for informal ball play.
- C. Reduce Stephen M. White entrance to Cabrillo to a limited-access driveway, normally only used by cyclists, pedestrians and emergency vehicles. This driveway may be opened for special events for car traffic.
- D. Reduce parking area and roadway footprint along breakwater and at inner beach. A small parking structure located next to the Cabrillo Aquarium, next to the bluffs (and not higher than them) could be considered. Part of the outer parking area might provide a first camping location for Coastal Trail hikers.
- E. The jetty could be moved to the south east, farther out along the breakwater. Either the current or new location, the jetty could be extended with a pier that provides a walk out into Pacific as a point of interest or for fishing.
- F. If the jetty is moved further out along the breakwater, a sandy, south facing beach could be expanded somewhat in this area.
- G. An above-the-breakwater walkway could stretch out to the Angel's Gate Lighthouse. Depending on the design, the walkway may be closed due to inclement weather, heavy seas and unusually high tides.
- H. The boat launch is to be moved to another location, possibly leaving a reduced facility for small, non-motorized watercraft only.



*Cabrillo Cove
Recreation Area*

- I. Salinas de San Pedro is to be expanded somewhat. Visitor access is to be improved markedly and should not need to be dependent on getting a key. Unnecessary obstructions to viewing the area should be removed, and non-native vegetation should be removed as well.
- J. The Youth Facility should be administered by a public agency and available to all. There is possibly some underutilized land around this facility that could be part of expanding Salinas de San Pedro to the north. Access to the beach adjoining this area should be kept limited. This area may be a second location to provide permit-only camping for California Coastal Trail hikers.
- K. This location is an existing flat parking lot. It should be built up, but not higher than the bluffs, to permit two or perhaps three levels of parking. A similar two-story treatment might be applied to some of the other nearby parking lots. Additional commercial space might be provided by building it over some of the other existing parking lots in this area. This location could be good Red Car stop on the way to Cabrillo Beach and could help bring people from parking to the beach and boost visitors to the hotel and adjacent businesses.
- L. The southwest berth at Kaiser Point could be used for visiting ships. This could be used on a temporary basis for cruise ships, during reconstruction of a cruise center near Vincent Thomas Bridge. After the rebuilt cruise center is opened, this area could accept an occasional cruise ship for special occasions, which may include an infrequent fourth cruise ship calling on the harbor at the same time. The Sierra Club opposes frequent calls on this location by large ships, to preserve the recreational integrity of the area. Park space has been proposed for this area as well.
- M. The two M's on the map designate an area where a Marine Research Center should be located and roughly a location where the Cabrillo boat launch should be located.
- N. This area should be used to expand marina facilities, providing for slips for more boats, including visiting boats. The area should also be used for providing a youth sailing facility. We believe that the current designs for Cabrillo Marina Phase II for this location are inappropriate.
- O. An adaptive reuse program should be established for Warehouse One. The warehouse also comprises a potentially valuable filming site.
- P. The old warehouses could be part of a Marine Research Center and could well be used for continued bulk-break operations.
- R. The old Westways site should be fully cleaned up and remediated, so that we are not constrained in its future use. We recommend this site for a possible fourth cruise terminal, with a watercut so the ships can pull out of the Main Channel.
- S. If there should ever be strong cause for a fifth cruise terminal, because calls on the first four cruise terminals are that frequent, the Sierra Club might consider placing a fifth cruise terminal at this location. We remain concerned, however, about the possible intrusion a ship at this location would have on the quality of recreation in the "Cabrillo Cove" area.
- T. The Red Car should be brought to Cabrillo Beach. Just how far into the beach area is a matter for study. Here, it is shown finishing between the Aquarium and Bathhouse.

Original Comment Letter on Segmentation

For the record, here is the concerns we had expressed back in 2005.

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October 27, 2005

U.S. Army Corps of Engineers, Los Angeles District
Regulatory Branch
c/o Dr. Joshua Burnham
915 Wilshire
Los Angeles, California 90017-3401

Dr. Ralph G. Appy
Port of Los Angeles
425 S. Palos Verdes Street
San Pedro, Ca. 90731

Re: Scoping Comments on the Bridge to Breakwater Project and Waterfront Enhancement Project Segmentation

Dear Sirs,

The following comments on the Bridge to Breakwater project (B2B) are submitted on behalf of the Sierra Club - Harbor Vision Task Force.

The Sierra Club appreciates the opportunity to take part in the scoping process for the combined Environmental Impact Report/Environmental Impact Statement (EIR/EIS) for the proposed B2B project and looks forward to commenting on the draft document for the project.

LAND USE AND PLANNING CONSISTENCY:

The plan does not fit into (or it is not shown how it fits into) integrated, subregional and regional master planning for the area, including not only the port, but also the bay and adjacent neighborhoods. As such, the plan seems to pull some of its objectives out of a hat. What is the basis for a 50-50 split between open space and development? What master planning element or standard suggests that ratio? The B2B project must be consistent with the planning for the surrounding area. Inconsistencies must be disclosed and evaluated.

The EIR/EIS must analyze the project's consistency with all relevant community, city, and port planning. This includes the San Pedro Community Plan, the Wilmington Community Plan, Los Angeles Port Master Plan and all other applicable plans. The EIR/EIS must analyze how the project will conform to the Objectives and Policies of all the relevant plans.

San Pedro Community Plan

The San Pedro Community Plan emphasizes the importance of coordinating development with the Port of Los Angeles. Goal 19 of the Community Plan includes “*minimizing* adverse environmental impacts to neighboring communities from port-related activities.” (emphasis added.)

Furthermore, Objective 19-2 of the Community Plan is to “Coordinate the future development of the Port with the San Pedro Community Plan, the Beacon Street Redevelopment Project, and development of the Central Business District of San Pedro.”

The EIR/EIS should analyze how the B2B project will comport with the goals set out in the San Pedro Community Plan. Specifically, the San Pedro Community Plan requires future development to address the inadequate transition between residential and commercial uses. See San Pedro Community Plan I-4. The EIR/EIS must analyze how the project will address this issue.

Neighborhood Integration: The San Pedro Community Plan also calls for a better-integrated relationship between San Pedro and the Port of Los Angeles. San Pedro Community Plan I-4. The realignment of Harbor Boulevard has the potential to segregate the San Pedro community from the recreational and commercial aspects of the B2B project. A six-lane highway will create a physical as well as psychological barrier between the residential areas of San Pedro and the recreational and commercial facilities of the project. The EIR/EIS must address how the project will fully integrate the existing San Pedro community and avoid cutting the community off with physical barriers.

Transportation: The B2B EIR/EIS must analyze the project’s consistency with the San Pedro Community Plan’s Goal 11 of developing a public transit system that improves mobility with convenient alternatives to automobile travel. The current master plan fails to adequately consider transportation options that might fall outside of the immediate plan area, so more environmentally sustainable options may be shut out. The EIR/EIS should also analyze how the B2B project will comport with the broad transportation objectives of the San Pedro Community Plan.

The EIR/EIS should consider consistency with other San Pedro Community Plan policies including, but not limited to: providing adequate landscaping and buffering in industrial areas, and providing more safe, public recreational water access.

Port Master Plan

The EIR/EIS should address which aspects of the project will be inconsistent with the Port Master Plan (PMP) and thus will require consideration of amendments to the PMP. The EIR/EIS should discuss several alternatives to proposed amendments to the PMP.

INDIRECT ENVIRONMENTAL EFFECTS:

The EIR/EIS should evaluate the indirect environmental effects of social and economic changes caused by the project. CEQA Guidelines section 15064 states:

“In evaluating the significance of the environmental effect of a project, the lead agency shall consider ... reasonably foreseeable indirect physical changes in the environment which may be caused by the project.”

Furthermore, CEQA Guidelines section 15131 states:

“An EIR may trace a cause and effect from a proposed decision on a project through anticipated economic or social changes resulting from the project to physical changes caused in turn by the economic or social changes.”

See also *Citizens Association for Sensible Development of Bishop Area v. County of Inyo* (1985) 172 Cal.App.3d 151, 171 (concluding that an EIR should consider physical deterioration of downtown area to the extent such possibility is demonstrated to be an indirect environmental effect of the proposed project).

The B2B project has the potential to substantially affect the existing residential and commercial uses in San Pedro and thus affect the physical environment of San Pedro. For example, the project's new commercial facilities may draw patrons from existing San Pedro businesses causing an economic downturn in the area. Such a downturn may result in increased urban blight, a significant environmental effect on the aesthetics of San Pedro. The EIR/EIS should analyze such environmental effects caused by economic changes brought on by the project.

NARROW PROJECT OBJECTIVES:

Instead of providing broad planning goals, the B2B Plan sets forth very narrow project objectives. This approach to planning will likely prejudice the CEQA/NEPA process of analyzing alternatives to the project. For example, the development of two new cruise vessel berths is stated as part of the project's purpose of utilizing deep water in the port. However, by defining a project purpose as a particular type of development, the plan effectively forecloses any kind of meaningful alternatives analysis. This approach to project planning was rejected by the Seventh Circuit in *Simmons v. U.S. Army Corps of Engineers* (7th Cir. 1997) 120 F.3d 664, at page 666:

“One obvious way for an agency to slip past the strictures of NEPA is to contrive a purpose so slender as to define competing ‘reasonable alternatives’ out of consideration (and even out of existence).”

The court in *Simmons* went on to say:

“An agency cannot restrict its analysis to those ‘alternative means by which a particular applicant can reach his goals.’ [Citation]”

120 F.3d at 669. In addition to the cruise vessel berth objective, the objective of developing a single, continuous highway likewise confuses development components with project objectives.

The B2B EIR/EIS should avoid these planning mistakes and set the project's purposes from broader public master planning perspectives so that responsible agencies and the public may consider a meaningful range of genuine project alternatives.

Cruise Terminal Serving Development

The plan seems designed to set up commercial amenities that are desired by the cruise industry, but fails to state this goal explicitly. These narrow commercial objectives are another example of the plan putting the cart before the horse. Instead of deferring to industry-specific growth targets, the EIR/EIS should analyze the possibilities of commercial development from a broad, public policy perspective.

VAGUE PROJECT OBJECTIVES:

Some of the plan objectives are poorly stated or vague. For example, the plan states that one of its CEQA objectives is to “develop the project area in an environmentally responsible and sustainable manner.” It is unclear from the plan what this objective means as applied to the project. What do the terms “environmentally responsible” and “sustainable” mean practically? Do they mean high-efficiency, green buildings, public transit-oriented development and habitat restoration?

The EIR/EIS should offer concrete options for environmentally responsible and sustainable development. The EIR/EIS should elaborate on how the project will be developed in a responsible and sustainable manner. The EIR/EIS should analyze the options of imposing energy standards on certain elements of the project such and requiring certain levels of public transit service.

California Coastal Trail: Furthermore, the plan’s treatment of the California Coastal Trail is inadequate. The plan states that the trail coincides with the Promenade. However, the Promenade is not continuous through the area, and does not have good connections to Coastal Trail routes shown as it enters and leaves the project area. The plan should spell out two routes for the trail, a coastline route and a direct route. It should state objectives features needed to make that trail viable, just as it has stated objectives features to make cruise terminal development viable.

As stated in CEQA Guidelines section 15125, an EIR “shall discuss any inconsistencies between the proposed project and applicable general plans and regional plans.” The imprecision of several of the B2B plan’s objectives may make it more difficult for responsible agencies and the public to consider the project’s consistency with applicable local planning. The EIR/EIS should clarify these vague objectives as much as possible so that the environmental review process is transparent and effective.

HABITAT

The EIR/EIS must analyze how the B2B project will affect the natural coastal ecological habitat in the project area and the surrounding area. The natural habitats of the port have been severely damaged over the years. The B2B project has the distinct potential to exacerbate this problem. However, applicable local plans as well as the Coastal Act mandate that natural ecological habitats be preserved and restored.

Several Coastal Act provisions mandate conservation and restoration of the natural ecological and scenic quality of the coastal zone.

Coastal Act section 30230: “Marine resources shall be maintained, enhanced, and, where feasible, restored.”

Coastal Act section 30231: “The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment ...”

Coastal Act section 30251: “The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas ... and, where feasible, to restore and enhance visual quality in visually degraded areas.”

Coastal Act section 30232: “Protection against the spillage of crude oil, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials.”

Continued negative impacts to natural habitat include damage to the Pacific Flyway, marine life, lost recreational opportunities, and the blighting of the viewshed through industrialization. In accordance with the above provisions of the Coastal Act, the EIR/EIS should analyze how the project will restore these damaged resources and preserve them for the benefit of wildlife and enjoyment by the public.

LOW-COST VISITOR AND RECREATION FACILITIES

The EIR/EIS should analyze the ways in which the project will implement the Coastal Act’s goal of providing low-cost visitor and recreation facilities. Coastal Act section 30213 provides:

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

The project maps seem to outline many high-cost objectives such as high-rise hotels. We question the propriety of such developments in light of the mandate of Coastal Act section 30213. The EIR/EIS should analyze how such high-cost developments will serve the purposes of 30213 and how they may influence other parts of the project in the same context.

Environmental Justice

It is a matter of concern that communities that are adjacent to commercial ports, such as East San Pedro, South Wilmington, and West Long Beach, rely on ports’ harbor commissions to regulate and protect the nearby coastal areas. Whereas communities that are far from commercial ports, such as Malibu, Santa Monica, and Santa Barbara, enjoy the protection of the Coastal Commission for their coastal areas.

The respective institutional mandates of the harbor commission and the Coastal Commission result in great disparity between the protection afforded to the different sets of communities. Residential property values along almost all of the California coast are firm, except near commercial container ports. There, real estate prices drop quickly as the port (or its more industrial area) is approached. The neighborhoods nearest the ports tend to be low-income, minority neighborhoods, often with lower concentrations of English speakers.

It appears that the current regulatory regime offers better protection to individuals living further from the ports than to those living closer to them. The EIR/EIS should address how the project and the harbor commission will deal with this disparity in environmental justice and how the project will afford equal protection to the neighbors of the project as is afforded to residents in other coastal communities. In this connection, the EIR/EIS drafters should keep in mind that the greater the existing environmental problems and degradation are, the lower the threshold should be for treating a project’s contribution to cumulative impacts as significant. (See *Communities for a Better Environment v. California Resources Agency* (2002) 103 Cal.App.4th 98, 118-120; see also *Kirkorowicz v. California Coastal Comm.* (2000) 83 Cal.App.4th 980, 995 (the level of degradation of wetlands is not a reason to downplay a project’s adverse, wetlands impacts; failure to protect wetlands on the grounds that they are “already” degraded “would encourage developers to find threats and hazards to all wetlands located in economically inconvenient locations.”).)

COMMUNITY DIVISION

The B2B NOP states that the project will have a “less than significant impact” with respect to division of an

established community. However, this is based on the erroneous premise that the existing waterfront is not part of the San Pedro Community. The San Pedro community consists of all its parks, bluffs, beaches, and waterfront.

The realignment of Harbor Boulevard will create a significant physical and psychological barrier between the residential areas of San Pedro and the waterfront facilities. The San Pedro Community Plan calls for a better-integrated relationship between San Pedro and the Port of Los Angeles. San Pedro Community Plan I-4. The realignment of Harbor Blvd. has the potential to segregate the San Pedro community from the recreational and commercial aspects of the B2B project.

The EIR/EIS must address how the project will fully integrate the existing San Pedro community and avoid cutting the community off with physical barriers.

PROJECT SEGMENTATION

Cumulative Effects

Should the Waterfront Enhancement Project (WEP) not be evaluated in concert with the B2B project? Presently, the WEP is being evaluated on the basis of a mitigated negative declaration. However, it appears that the WEP is actually just a component of the larger B2B project and the characterization of the WEP as a separate undertaking seems improper project segmentation.

CEQA requires that agencies evaluate the *whole* of a project so that “environmental considerations do not become submerged by chopping a large project into many little ones--each with a minimal potential impact on the environment--which cumulatively may have disastrous consequences.” (*Bozung v. Local Agency Formation Com.*, *supra*, 13 Cal.3d at pp. 283-284.)

It is imperative that the EIR/EIS evaluate the environmental effects of the WEP in concert with the effects of the B2B. The WEP may alter the nature of the baseline from which the B2B is evaluated so as to obfuscate the true impact of the two projects on the environment.

Foreclosing of Project Alternatives

Furthermore, it appears that certain elements of the WEP will create prejudicial momentum in favor of certain aspects of the B2B project. Specifically, the parking lot/open space structure at the south end of 22nd Street in San Pedro is of concern. The WEP MND shows green space here, and a very wide pedestrian path and parking lots. The footprint of these features corresponds uncannily to other development features in the B2B plan. The pedestrian path follows the subsequent realignment of Harbor Boulevard (which would eliminate the bottom of 22nd Street).

It appears that the structure at the end of 22nd Street is a mere place-holder for future development under the B2B plan. Such methods of piecemeal planning foreclose the opportunity for meaningful alternatives consideration. The proposed shape in the WEP for the 22nd street structure seems to anticipate the proposed open space and commercial development in the B2B plan. Consequently, development of the B2B will be predisposed to follow the pattern set out by the WEP, and thus the WEP actually creates a more significant impact than if it is considered in isolation. The kind of piecemeal environmental evaluation that will result from this situation was rejected in *City of Antioch v. City Council of the City of Pittsburg* (1986) 187 Cal. App.3d 1325, where the development of a segment of highway was determined to influence and facilitate future development:

“ ‘Construction of the roadway will have a cumulative impact of opening the way for future development.’ The location and design of the road and appurtenant sewage and water distribution facilities will strongly influence the type of development possible.”

187 Cal.App.3d 1325, 1335. The court declined to consider the highway segment “in isolation from the development it presage[d],” (at 1336) and ordered the city to consider the cumulative effects of the road segment and the future development which it would facilitate.

For these reasons, we request that the MND for the WEP project be withdrawn, and that the B2B-related development in the WEP be evaluated in the B2B EIR/EIS.

Thank you very much for your consideration and attention to our concerns.

Sincerely,

LAW OFFICES OF FRANK P. ANGEL

Matthew Heerde

Completing the
California
Coastal Trail



Completing the California Coastal Trail



DON NIERLICH



January 2003

This report is prepared pursuant to Chapter 446, Statutes of 2001.



Gray Davis, Governor

Mary Nichols, Secretary for Resources

Members of the Coastal Conservancy

Paul Morabito, Chairman

Larry Goldzband, Vice-Chairman

Tim Gage, Director of Finance

Gary Hernandez

John Lormon

Mary Nichols, Secretary for Resources

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Susan Hansch, California Coastal Commission (alternate)

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Assemblymember Christine Kehoe

Sam Schuchat, Executive Officer

State Coastal Conservancy

1330 Broadway, Suite 1100

Oakland, CA 94612

(510) 286-1015



January 31, 2003

To the Members of the Legislature:

This report is submitted pursuant to Senate Bill 908 of 2001.

Completing the California Coastal Trail provides a strategic blueprint for a recreational facility that will have lasting value for California. The Coastal Trail will enable Californians to enjoy our coastal treasures and will attract visitors from around the world. The costs of accomplishing this are reasonable and the benefits manifest.

I believe that continuing investment in public access to California's coastline and parks is essential to maintain and improve our quality of life. As the State's population continues to grow, more recreational facilities will be needed; well-designed hiking, biking, and equestrian trails provide urban residents with opportunities to enjoy nature without imperiling sensitive habitat areas. State bond funds approved by California voters in 2000 and 2002 should enable the Coastal Conservancy, State Parks, the Wildlife Conservation Board, and other State agencies to complete many of the needed improvements within the next few years.

The California Coastal Trail is a concept that has captured the imagination of public officials at all levels of government. Inherent in a project of this scope, substantial physical and administrative obstacles lie ahead; we look forward to working with our State, local, and federal partners and the private sector to meet these challenges. In doing so, the support that this project has received from local community groups should be rewarded with an implementation program that reflects the highest quality of design and environmental protection.

We greatly appreciate the assistance provided to this planning effort by the many local volunteers associated with Coastwalk, and for the collaboration of our colleagues at State Parks and the Coastal Commission.

Sincerely yours,

A handwritten signature in black ink, appearing to read "Sam Schuchat".

Sam Schuchat
Executive Officer

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Preparing This Report

THE LEGISLATURE AND the Governor directed the Coastal Conservancy, through SB908 of 2001, to report on a proposed trail that would stretch 1,300 miles along the entire California coast, across dozens of political jurisdictions, and to develop that report within a thirteen-month period (by January 31, 2003).

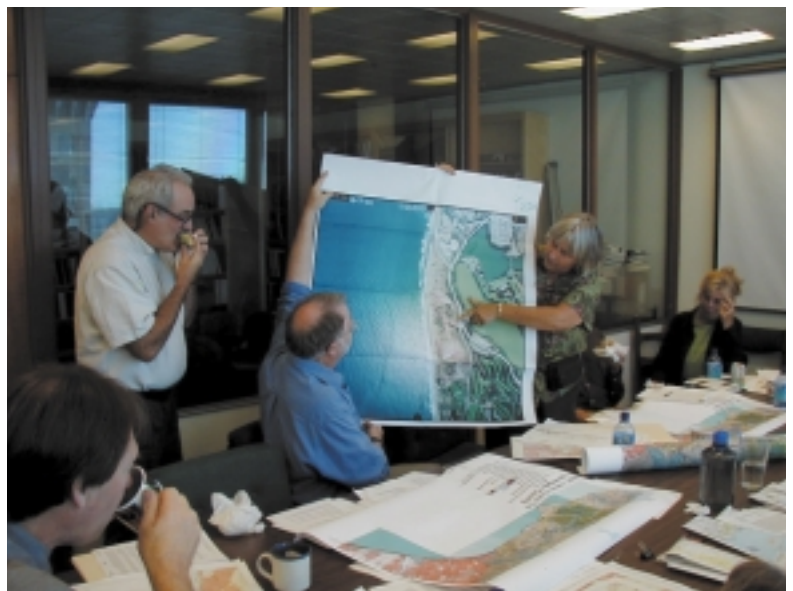
To meet this challenge, the Conservancy relied principally on two sources of information: (1) the Local Coastal Programs adopted by 60 local governments, further elaborated through interviews with staff members of these local agencies and the Coastal Commission; and (2) the two-volume *Hiking the California Coastal Trail* (by Bob Lorentzen and Richard Nichols) developed by the non-profit organization Coastwalk, Inc., and further elaborated through many site visits conducted by Coastwalk volunteers.

The collection and initial analysis of this information was principally conducted by Coastal Conservancy staff and mapped under the management of the Technical Services Division of the California Coastal Commission.

To evaluate policy issues regarding development of the Coastal Trail, and to develop recommendations regarding priority actions necessary to complete the trail, staff members of the Coastal Conservancy, the State Parks Department, and the Coastal Commission have worked in on-going consultation with the staff and board members of Coastwalk. This group met monthly during 2002 to oversee the production of this report.



DON NIERLICH



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The Coastal Trail Working Group

Goals for the California Coastal Trail

AS AN INITIAL STEP in defining what will be required to complete the Coastal Trail, the “Coastal Trail Working Group” (Coastal Conservancy, State Parks, Coastal Commission and Coastwalk, Inc.) agreed on the following:

Definition of the California Coastal Trail

A continuous public right-of-way along the California coastline; a trail designed to foster appreciation and stewardship of the scenic and natural resources of the coast through hiking and other complementary modes of nonmotorized transportation.

Objectives in Completing the California Coastal Trail

1. Provide a continuous trail as close to the ocean as possible, with connections to the shoreline (“vertical access”) at appropriate intervals and sufficient transportation access to encourage public use.
2. Foster cooperation between State, local, and federal public agencies in the planning, design, signing, and implementation of the Coastal Trail.
3. Increase public awareness of the costs and benefits associated with completion of the Coastal Trail.
4. Assure that the location and design of the Coastal Trail is consistent with



RICHARD NICHOLS

Hikers at Klamath River Overlook, Del Norte County



CARLA CHENAULT

Pfeiffer Beach, Big Sur

the policies of the California Coastal Act and local coastal programs, and is respectful of the rights of private landowners.

5. Design the California Coastal Trail to provide a valuable experience for the user by protecting the natural environment and cultural resources while providing public access to beaches, scenic vistas, wildlife viewing areas, recreational or interpretive facilities, and other points of interest.
6. Create linkages to other trail systems and to units of the State Park system, and use the Coastal Trail system to increase accessibility to coastal resources from urban population centers.



LINDA HANES

Fort Ross, Sonoma County

A Brief History of the California Coastal Trail

THE COAST OF CALIFORNIA has been used as a trail for as long as people have inhabited the land. Native tribes residing near the coast on a permanent or seasonal basis used the readily accessible beaches and coastal grassland bluffs as transportation and trading routes, and many subsequent visitors have trod those same paths.

The Portolá expedition of 1769 marked the first overland journey by Europeans along the California coast. This was followed a few years later by the de Anza expeditions. This latter effort is now commemorated by the Juan Bautista de Anza National Historic Trail, which shares part of its route with the Coastal Trail. In 1910 and 1911, J. Smeaton Chase explored the California coast on horseback. His record of this journey, published as *California Coast Trails*, describes the pleasure of traveling “within sight of the sea and within sound of its wise, admonitory voice.” More recently, in 1996, a determined band from the nonprofit group Coastwalk hiked the entire California coast to demonstrate that it was possible to do so despite many impediments.

In 2003, Coastwalk members plan to repeat this feat, again hiking the whole coast from Oregon to Mexico.

Policy makers and coastal managers have long planned for a continuous coastal trail in California. The Coastal Act of 1976 required local jurisdictions to identify an alignment for the California Coastal Trail in their Local Coastal Programs. In 1972, Proposition 20 provided that “A hiking, bicycle, and equestrian



Red Hill Trail, Sonoma County

DON NIERLICH



Coastwalk Whole Coast Hike, 1996

RICHARD NICHOLS



COURTESY OF THE MANHATTAN BEACH HISTORICAL SOCIETY

Early Manhattan Beach Pier

trails system shall be established along or near the coast” and that “ideally the trails system should be continuous and located near the shoreline.”

The California Coastal Trail was designated California's Millennium Legacy Trail in 1999 by Governor Davis and the White House Millennium Trail Council, encouraging federal agencies to assist in developing it.

State legislation in 2001 aimed at a focused effort to complete the Coastal Trail. Assembly Concurrent Resolution 20 (Pavley) declares the Coastal Trail an official state trail and urges the Coastal Commission and Coastal Conservancy to work collaboratively to complete it. Senate Bill 908 (Chesbro) charges the Coastal Conservancy, in cooperation with the Coastal Commission and State Parks Department, to submit to the Legislature a plan that describes how the Coastal Trail may be completed by 2008.



MARC BEYELER

Present-day Manhattan Beach Pier

Perspectives on Designing the Coastal Trail

What Should the Coastal Trail Be?

RICHARD NICHOLS

Executive Director, Coastwalk

PASSAGE OF SB 908, the Coastal Trail bill, was preceded by almost 20 years of advocacy by Coastwalk. Coastwalk brought this vision into public awareness by introducing people to the California Coastal Trail and the wonders of the coast with hiking and camping excursions in all 15 coastal counties. The task of Coastwalk, a non-profit citizens' organization, has been to educate the public, elected officials, and state agencies in the values and benefits of a continuous trail along the state's entire shoreline.

Hikers find inspiration and pleasure in walking a simple path along an interesting route. Coastwalk envisions a 1,300-mile hiking trail linking California's northern and southern borders through some of the planet's great landscapes; a trail that will extend along beaches, bluffs, and roadsides, through ancient redwood forests, over sand dunes, mountains, and cactus-covered hillsides, through towns, cities, parks, and historic sites. Respecting and protecting the terrain, the California Coastal Trail will vary widely, according to the character of the landscape and the built environment. In many areas it will be a path for hikers and equestrians through wilderness and along beaches; in other areas it will be a paved, urban pathway,



LINDA HANES

Sonoma State Beach

accessible to bicyclists, skaters, wheelchair riders, and others using nonmotorized transportation. It will be a braided trail in many places, designed as a cohesive system to accommodate many people and different uses.

The uniqueness of the California Coastal Trail derives from its proximity to the sea. The seashore offers openness and a sense of space that will encourage people to leave cars behind and explore this rare environment on

foot. The Coastal Trail will rival any long-distance trail in the world for scenic beauty, diverse landscapes and interesting locations.

Whether strolling along the Venice Beach boardwalk or contemplating a sunset from a secluded beach on the north coast, people who use the trail will enjoy and respect this fragile and unforgettable coastline, and wish to conserve it for future generations.



STEVE HORN

East Beach Coastal Trail, City of Santa Barbara

Principles for Designing the Coastal Trail

LEE OTTER

Central Coast District, California Coastal Commission

LINDA LOCKLIN

Coastal Access Program, California Coastal Commission

THE COASTAL COMMISSION and local communities have been working since 1972 to increase public access to the shoreline. Many, many opinions have been expressed regarding the appropriate design of public access facilities, and many proposals have been put forward for the establishment of a single set of standards for public trails along the California coast. These suggested standards generally address such topics as trail width, surfacing, setbacks from the edge of the coastal bluff, trail furniture, signing, and necessary accommodations for the needs of various user groups. The topic that seems to stimulate the most heartfelt and animated discussions, however, is the trail alignment, namely, just where should the trail go?

To answer this question in regard to the Coastal Trail we must know what user groups the trail will be designed to accommodate: hikers? bicyclists? mountain bikes or road bikes? people in wheelchairs? equestrians? We must also consider seasonal variations, such as beaches that are narrower in winter, nesting season for snowy plovers and least terns, and the elephant seal migration.

In the case of the Coastal Trail, existing development patterns or other constraints along some parts of the coast may dictate that more than one user mode will be obliged to share a single-trail alignment. But in areas that are subject to intensive use, experience has



DEWITT JONES

taught us that parallel tracks may be needed to accommodate different modes and to minimize conflicts. Experience has also shown us that if the trail is to be accepted and supported by our coastal communities, it must be adapted to local circumstances and sensibilities. One size does not fit all, nor would any single standardized model work for the entire Coastal Trail.

Therefore the Coastal Trail will be comprised of many differing segments,

each with its own character, reflecting the great diversity and variety found among our coastal communities. The trail also needs to be adaptable to environmental constraints, which may vary immensely over the course of a year. The challenge is to provide an orderly alignment to the trail system while at the same time allowing for community individuality. Thus, to assure a consistent high level of quality and connectivity throughout the length of the state, common principles are needed.

To meet this need, and to provide a framework for the task of identifying the route of the trail, Coastal Commission staff has drafted a set of Coastal Trail alignment principles, based on shared values. These principles are: proximity to the sea, connectivity, integrity, respect, and feasibility. Each of these principles, explained below, is based on the following premise:

The Coastal Trail is not a single designated pathway spanning the length of California's shoreline. It should be envisioned as a yarn comprised of several different but roughly parallel threads—here widely separated, there drawn together—with each thread being a particular trail alignment or trail improvement that responds to a specific need or accommodates a particular purpose. One thread may be for beach walkers, another for bicyclists, another may be merely an interim or temporary alignment, or may be placed where it is because of topography, land ownership, or natural barrier. Some threads may be seasonal paths to detour around a snowy plover nesting site, circumvent a sprayed agricultural field, or bypass winter high water where a fast-flowing river cuts a barrier across the beach. Yet when we step back, we can see that all the threads form a coherent whole.

The following principles of alignment would apply to all of the different components of the California Coastal Trail:

Proximity

Wherever feasible, the Coastal Trail should be within sight, sound, or at least the scent of the sea. The traveler should have a persisting awareness of the Pacific Ocean. It is the presence of the ocean that distinguishes the seaside trail from other visitor destinations.

Connectivity

The trail should effectively link starting points to destinations. Like pearls on a string, our parks, ports, communities, schools, trailheads, bus stops, visitor attractions, inns, campgrounds, restaurants, and other recreational assets are strung along the edge of our coast. They are already connected by roads, streets, and highways. Our challenge is to create alternative non-automotive connections that are sufficiently appealing to draw travelers out of their automobiles.



CARLA CHENAULT

Coastal Trail at Moonstone Beach, San Luis Obispo County



JOHN BRENNAN



ROBERT BUJTEMAN

Integrity

The Coastal Trail should be continuous and separated from motor traffic. Continuity is vitally important: if a chain is missing a link, it is useless. Where such separation is absent, the safety, pleasure, and character of the trail are impaired. Appropriate separation can take many forms. Substantial horizontal distance is generally the most desirable, thus avoiding the sight, sound, and scent of the internal combustion engine. Separation is also possible through vertical displacements of gradient, underpasses, vegetative buffer strips, barrier rails, and other means.

Respect

The trail must be located and designed with a healthy regard for the protection of natural habitats, cultural and archaeological features, private property rights, neighborhoods, and agricultural operations along the way. Manmade features such as boardwalks, guidewires, and fencing can be used to protect wetlands, dunes, archaeological sites, and agricul-

tural fields. Screening fences and vegetative barriers not only protect residential privacy but may also minimize disturbance of sensitive bird habitats.

Respect also requires understanding that this trail will exist in a context of other trail designations, including the Pacific Coast Bike Route, Humboldt Bay Trail, Lost Coast Trail, San Mateo Coastside Trail, Monterey Bay Sanctuary Scenic Trail, Santa Monica Mountains Backbone Trail, Los Angeles South Bay Bicycle Trail, etc. Providing a clear identity for the Coastal Trail on maps, signs, and brochures should not compete with or displace these existing trail identities. Where the Coastal Trail alignment incorporates or is a component of these other trails, the Coastal Trail should be no more than a concurrent designation.

Feasibility

To achieve timely, tangible results with the resources that are available, both interim and long-term alignments of the Coastal Trail will need to be identified.

What Would Be the Public Benefits of Completing the Coastal Trail?

OUTDOOR ACTIVITIES are engrained in the culture of California and are a key attraction to the 300 million people who make California the “most visited state in America.” The completed California Coastal Trail will be a state resource and a national treasure. Because of the diversity of the California coast, this trail will draw a far more varied mix of visitors than is usually found among trail enthusiasts.

Long-distance trails provide far-reaching benefits to the communities through which they pass. Trails have significant, well-documented quality-of-life benefits to health, the economy, and the environment.

Economic Benefits

Studies indicate that trails are an economic boon for communities.

The American Hiking Society's fact sheet, *The Economic Benefits of Hiking*, states, “In the year 2000, almost one-third of Americans, that's 67 million people, went hiking. The USDA Forest Service is predicting a steep increase in backpacking and hiking . . . over the next 50 years.” The report goes on to say, “communities are recognizing the economic, social, and health benefits of trails and hiking . . . [and] Revenues generated from trail-related recreation and sports activities provide substantial income and employment opportunities.”



Venice Beach Boardwalk

DON NIERLICH

Many studies support these conclusions:

- In 2000 Americans spent \$213 million on hiking boots, \$284 million on backpacks, \$78 million on tents, and \$86 million on sleeping bags, according to the American Hiking Society.
- Recreational trails were described as the second-most-important community amenity in a 2002 survey of potential home purchasers conducted by the American Association of Homebuilders, and a 1995 study by American Lives, Inc. found that homebuyers rated proximity to walking and bicycle paths as the third-most-important factor in choosing a home.
- A 1995 survey of real estate agents in the Denver metropolitan area indicated that 73 percent of the agents believed that a nearby recreational trail would make it easier to sell a home.
- A study in Boulder, Colorado indicated that the average value of a home adjacent to a park area with trails would be one-third greater than the value of the same property 3,200 feet away from the park.
- In a 1998 National Park Service survey, 61 businesses located along the 35-mile Missouri State Trail reported that the trail was having a positive effect on their business.

The California Coastal Trail promises to deliver the benefits indicated in these studies. On the rural north coast, where traditional resource-dependent economies are in decline, scenic and open-space values are high and tourism is on the rise. Long-distance trails serve to attract visitors who will spend money at restaurants, hotels, campgrounds, retail stores, and movie theatres.

In the more urban coastal communities of central and southern California, public beaches and scenic open space enhance the quality of residential life and help to provide a competitive edge in the effort to attract new employers. The commercial tourism industry in these areas, already a strong component of regional economies, is also strengthened by continuing public investment in accessible recreational amenities.

Environmental Protection and Enhancement

If well-designed and managed, the California Coastal Trail can be a powerful tool for conserving the environment, protecting habitat, and providing public access to natural areas in the coastal zone.

- Trails provide corridors for animals to travel between protected habitat areas.
- Established, marked trails help to channel human use so as to minimize impacts, enabling people to experience environmentally sensitive areas without damaging those resources.



PHILIP SADLER

A trail designed to protect sensitive habitat

- Bringing people into closer contact with natural resources will foster an appreciation of environmental values and provide opportunities to encourage environmental stewardship through interpretive programs and trailside materials.
- By encouraging nonmotorized transportation, trails may reduce the release of carbon dioxide and other pollutants. (Over one year, substituting human-powered transportation for two miles of daily driving will spare the air of 730 pounds of carbon dioxide emissions.)
- Development of the Coastal Trail will be subject to all regulatory requirements of the California Coastal Act, assuring an appropriate balance between public use and the protection of sensitive natural resources.



Lupine, Sonoma County

DON NIERLICH

Quality-of-Life Benefits

Recreation

The noun “recreation” is defined as “refreshment of one’s mind or body through some activity that amuses or stimulates.” The verb “recreate” is defined “to refresh mentally or physically.” For millions of people these definitions convey the very reason they use trails. Hiking and other forms of outdoor activity have an immediate and positive effect on physical, mental, and spiritual well-being.

Pleasant surroundings such as greenways, parks, and tree-lined streets in cities, and open space, farms, parks, and wilderness areas in the country, only heighten these benefits. Human desire to actively connect with nature not only benefits human well-being, but benefits the lives and habitats of other creatures. Aldo Leopold said in *A Sand County Almanac*, “When we see land as a community to which we belong, we may



Free recreation for children, youth, and adults along Venice Beach

DON NIERLICH

begin to use it with love and respect.”

Trails lead many people to the idea that we humans must save the land and all the creatures on it.

Recreational activities also benefit communities. They enhance a community’s sense of place, strengthen families, build support for parks and trails, add to economic diversity and health, and lower the cost of skyrocketing health care.

Recreation, then, has a much deeper meaning than just “having fun.” Recreation contributes to personal health and encourages respect for nature. People are happier; communities are stronger.

People who love the coast come to respect its fragile beauty, people who walk the coast want to share it with others in an environmentally sensitive way, and the Coastal Trail can inspire these sentiments.

Transportation

The concept of using trails for transportation—moving oneself or things from one place to another—rather than for recreation, is not readily understood or accepted in a culture dominated by the automobile. We as a culture have drifted away from the idea of using our own energy instead of fossil fuel to transport ourselves. Polls have shown that many people would bike to work if trails existed. Studies have indicated that half of all trips are for three miles or under. If we as a society turn from the regular use of the automobile and either walk or ride to work, our health will improve, stress related to traffic congestion will drop, air quality will improve, we will have less reliance on fossil fuels, and we will save money by using our own bodies instead of automobiles.



STEVE HORN

Bicycling on the Coastal Trail in Los Angeles County

Public Health Benefits

A multitude of scientific studies prove that regular exercise is good for mind and body. The American Heart Association suggests that a vigorous 30 to 60 minute walk three or four times a week can help to control weight, prevent heart disease, decrease hypertension, relieve stress and depression, slow the aging process, prevent and control diabetes, improve arthritis and relieve back pain. It is surprising to learn that in spite of this conclusive evidence only about fifteen percent of American adults participate in even moderate regular exercise.

Simply put, it is invigorating and energizing to be in nature. As Francesca Lyman writes in an article in the Trust for Public Land's *Land and People* magazine, there is "a growing body of evidence in a variety of disciplines—from biology to environmental psychology to landscape architecture—that natural surroundings may make us humans healthi-

er, and maybe even happier and smarter." This connection between trails, nature, and health, as embodied in the Trails and Greenways movement to create greenways in and around cities, has been understood by outdoor adventurers and "nature lovers" for years.

Now, through improving accessibility to coastline trails, there is an opportunity for many more people to experience these healthful benefits. In a society in which many people are overweight and chronic illness such as heart disease is rising, a lack of convenient access to recreational opportunities is commonly cited as a barrier to regular exercise. The Coastal Trail will be close to millions of homes and workplaces and it can provide a low-cost exercise alternative to indoor fitness facilities. Along with the many other trails systems that are slowly growing, the Coastal Trail can make a significant contribution to encouraging physical fitness and reducing public health costs.

What Would Be the Public Costs of Completing and Operating the Coastal Trail?

THE CALIFORNIA COASTAL Trail will offer experiences that range from a stroll on a sandy beach to roller skating on a concrete esplanade; and from a horseback ride through deep forest to a hike along a barren bluff. To provide these public recreational experiences a variety of financial commitments are required, including both one-time capital outlay for acquisition of new rights-of-way, construction of a variety of trail surfaces, installation of directional and interpretive signs, improvements to numerous public highways, etc., and ongoing expenditures for supervising public use of these facilities and planning for their maintenance and repair.

While the costs of specific trail improvement projects will vary from site to site, by comparison with the known costs of recent acquisition and trail improvement projects it is possible to provide a reliable estimate of the total capital outlay costs necessary to complete the Coastal Trail in accordance with the recommendations made in this report.

Acquisition and Construction

For the purpose of providing a planning estimate, the principal capital outlay costs of completing the Coastal Trail may be described for the following categories:



The California Conservation Corps works on wilderness trails.



PEETER VILMS

California Conservation Corps workers construct trails throughout the state.

- **Acquisition of new right-of-way for nonmotorized trails**, including both (a) fee title acquisitions and (b) acquisition of trail easements only;
- **Construction of new trails**, including both (a) hard-surface, all-weather, fully accessible pathways and (b) rural trails of lesser surfacing and utility;
- **Improvements to highway shoulders** to enable nonmotorized traffic to use these routes safely;
- **Installation of signs**, for directional and interpretive purposes; and
- **Planning, design, environmental analyses, and permitting** for all of the above.

These categories do not take into account unique conditions that may add substantially to the cost of completing the trail, or the indirect costs of recreational support facilities that may be associated with trails. These would include the **construction of urban waterfront esplanades** for high-volume traffic areas; the **construction of bridging, stairways, boardwalks, raised embankments, etc.**, that may be needed to provide trail continuity in difficult topographic conditions or areas of unusual environmental sensitivity; and the **construction of parking facilities, restrooms, and other access support amenities**. Even for planning purposes, these extraordinary costs cannot be estimated with any

degree of accuracy in advance of specific project designs.

Figure 1 (below) indicates the estimated number of miles within each county for which capital improvements would be required in order to complete the trail as recommended in this report.

Figure 2 (following page) indicates the estimated cost of carrying out each category of activity. A range of costs has been provided for each category of capital outlay activity, reflecting the variety of circumstances along the 1,300 mile trail route. These cost estimates have been derived from actual Coastal Conservancy project expenditures representative of each type of action, adjusted for inflation to current dollars. Estimated costs of “land acquisition” assume the purchase of public trail rights-of-way only, whether

by easement or fee title, not the total cost of acquiring larger coastal parcels.

These are rough estimates of capital outlay costs, for planning purposes. Reflecting that, a range of costs has been provided. More accurate cost estimates would require the completion of site-specific studies—whether appraisals of property or designs and environmental analyses for construction—beyond the scope of this report. Nonetheless, some basic conclusions may be drawn about the capital outlay costs of completing the Coastal Trail:

- Given the sensitivity of the Coastal Trail route, costs of planning, design, environmental analysis, and permitting will be substantial, and at many sites may exceed the costs of physical construction.

Figure 1. Improvements Needed to Complete the Coastal Trail: Estimated Linear Miles by County

County	Highway Corridor Improvements	Acquisition/ Construction on Private Lands	Construction on Public Lands	Current Improvements Adequate	Totals
Del Norte	4 miles	4 miles	17 miles	46 miles	71 miles
Humboldt	3 miles	50 miles	9 miles	92 miles	154 miles
Mendocino	54 miles	25 miles	7 miles	41 miles	127 miles
Sonoma	26 miles	7 miles	4 miles	25 miles	62 miles
Marin	17 miles	9 miles	66 miles	58 miles	150 miles
San Francisco	—	—	2 miles	9 miles	11 miles
San Mateo	21 miles	14 miles	33 miles	18 miles	86 miles
Santa Cruz	6 miles	20 miles	10 miles	7 miles	43 miles
Monterey	22 miles	20 miles	53 miles	34 miles	129 miles
San Luis Obispo	—	44 miles	7 miles	43 miles	94 miles
Santa Barbara	37 miles	31 miles	3 miles	17 miles	88 miles
Ventura	21 miles	—	6 miles	25 miles	52 miles
Los Angeles	22 miles	5 miles	25 miles	34 miles	86 miles
Orange	11 miles	3 miles	3 miles	28 miles	45 miles
San Diego	1 miles	37 miles	—	71 miles	109 miles
TOTAL	245 miles	269 miles	245 miles	548 miles	1307 miles

**Figure 2. Estimated Capital Outlay Costs to Complete the Coastal Trail, by County
(Estimate in Thousands of Dollars)**

County	Highway Corridor Improvements ¹	Acquisition of New Right-of-Way ²	Trail Construction			Totals ⁶	
			Hard Surface ³	Rural ⁴	Signing ⁵		
Del Norte	\$600	\$200	\$1,900	\$6,500	\$1,200	\$60	\$10,260
Humboldt	\$500	\$2,200	\$22,500	\$22,400	\$700	\$140	\$46,240
Mendocino	\$8,100	\$1,100	\$11,300	\$1,200	\$3,800	\$70	\$24,470
Sonoma	\$3,900	\$300	\$3,000	\$500	\$3,900	\$60	\$11,360
Marin	\$2,600	\$400	\$3,900	\$6,900	\$9,700	\$170	\$23,270
San Francisco	—	—	—	\$900	\$50	\$10	\$960
San Mateo	\$3,200	\$600	\$6,400	\$5,900	\$1,800	\$50	\$17,350
Santa Cruz	\$1,000	\$900	\$9,100	\$4,700	\$3,200	\$60	\$18,060
Monterey	\$3,300	\$900	\$9,100	\$20,200	\$5,800	\$160	\$38,560
San Luis Obispo	—	\$2,000	\$20,000	\$3,200	\$5,700	\$100	\$29,000
Santa Barbara	\$5,600	\$1,400	\$14,000	\$6,000	\$2,500	\$60	\$28,160
Ventura	\$3,200	—	—	\$2,400	—	\$20	\$5,620
Los Angeles	\$3,400	\$200	\$2,100	\$20,600	\$100	\$100	\$26,300
Orange	\$1,600	\$200	\$1,600	\$6,700	—	\$40	\$9,940
San Diego	\$200	\$1,600	\$16,500	\$15,200	—	\$100	\$32,000
TOTAL	\$37,200	\$12,000	\$121,400	\$123,300	\$38,450	\$1,200	\$321,550

Notes:

- 1 Estimated cost per mile of trail: \$150,000. Assumes four-foot paved improvement to existing highway right-of-way with minimal grading; includes all planning, design, and permitting costs.
- 2 Estimated cost per mile of trail: \$45,000 to \$450,000. Assumes twenty-five foot trail corridor, approximately three acres per linear mile; range includes rural and suburban average values.
- 3 Estimated cost per mile of trail: \$400,000. Assumes four-foot asphalt path with limited grading; includes all planning, design, and permitting costs.
- 4 Estimated cost per mile of trail: \$130,000. Assumes five-foot natural surface trail with minimal grading; includes all planning, design and permitting costs.
- 5 Assumes approximately one sign per mile of trail. The estimated cost for existing trail segments is \$500 per sign, assuming Coastal Trail demarcation will be attached to existing signs. The cost for segments identified as “Needs Substantial Improvements” is \$1500 per sign.
- 6 Using the upper range of estimated acquisition costs.

- Costs of acquisition of new public rights-of-way needed to extend the trail across current private lands typically will not be stand-alone costs. Most of the shorefront properties across which the Coastal Trail will extend are sites of multiple resources (e.g., scenic, habitat, recreation) for which public acquisition would be a priority even without the Coastal Trail route, and the total cost of public acquisition of these sites will be much greater than the amount indicated as needed for the Coastal Trail alone.

This suggests that it may be more accurate to view the new trail rights-of-way not as a new public cost, but as a public benefit that would add to the reasons for public purchase of coastal resource properties.

Operation and Maintenance

The administrative costs of supporting use of public trail facilities fall into three general categories:

- **Personnel and equipment to provide supervision and management of trail systems**
- **Personnel and equipment to maintain and repair trail systems**
- **Creating and distributing descriptive and guidance information**

Because substantial portions of the Coastal Trail already exist within public parklands, the added administrative costs associated with completing the Coastal Trail would be principally for the management of newly acquired trail rights-of-way.

Future public costs of operating the Coastal Trail should be controlled through a program encouraging local community volunteer participation in trail operation and maintenance efforts. This would be consistent with successful programs that already exist, such as Caltrans' Adopt-a-Highway program and the Coastal Commission's Adopt-a-Beach program. Volunteer participation would also be compatible with the increasing involvement of nonprofit community land trusts in the acquisition of coastal resource lands that would provide trail corridors. A statewide program fostering volunteer trail management can draw on the successful experience of the largest public trail system in the United States: the 2,100-mile Appalachian Trail, which



DON NIERLICH

Volunteer trail crew ends a hard day's work.

for its development, operation, and management relies on a volunteer organization of more than 4,000 trails activists.

The State should use the Internet as a means of organizing and encouraging volunteer participation in management of the Coastal Trail, and for distributing information to potential trail users. In conjunction with nonprofit advocacy groups representing segments of the principal user groups (e.g., hikers, bicyclists, equestrians, persons with disabilities) and with public and private tourism advocates, it should be possible over time to provide a significant portion of the cost of an Internet site through non-State contributions. A relatively small State investment in developing the initial format and content of an electronic Coastal Trail information portal would provide the foundation for a long-term program of public involvement that would reduce State costs and maximize benefits of the trail.

Issues and Constraints: Challenges to Completing the Coastal Trail

Environmental Impacts and Resource Concerns

THE COAST OF CALIFORNIA has many identities—sandy beaches, expansive blufftop grasslands, wilderness forests, open farmlands, and dense urban areas. As the Coastal Trail passes through these varied landscapes, it will mirror its surroundings: a paved path along the beach that is a valuable recreational

asset on the vibrant Los Angeles waterfront would be inappropriate for the redwood forests of Del Norte County.

- Providing trail designs that are appropriate to local contexts may be the most difficult aspect of implementing the Coastal Trail concept. Under the general heading of “environmental impact,” several distinct issues should be recognized:



CARLA CHENAUIT

Too many people can harm sensitive tidepool inhabitants.

PLOVERS

Western snowy plovers are small shorebirds that breed on Pacific coast beaches from Mexico to Washington. The Pacific coast population was listed as threatened under the federal Endangered Species Act. Declining populations are primarily a result of habitat loss due to urbanization. Of the remaining population of plovers, 70–80 percent nest on California beaches. Plovers seek many of the same characteristics in a breeding beach that humans seek for recreation. Plover habitat consists primarily of coastal wetlands and coastal dunes. Plovers nest in the sand high on the beach where they will easily be able to detect predators. Joggers, off-leash dogs, all-terrain vehicles, and even kite flyers conflict with Plover nesting.

Nesting season for Plovers is from March to September. In an attempt to recover plover populations, portions of beach are periodically closed to afford greater protection. Beach closures may necessitate the designation of alternative routes for portions of the Coastal Trail that pass close to nesting sites during times of the year most critical to plover breeding.



KEN GARDINER

Western snowy plover, Pescadero Beach

- The shoreline is habitat to a great variety of marine and terrestrial plants and animals, and many of these species are threatened or endangered as a result of habitat loss through human intervention. Pre-European cultural artifacts are also found on many nearshore sites. Trail routing and construction will be required to meet stringent regulatory standards and to avoid or minimize potential impacts to sensitive habitats. To realize the basic vision of a continuous near-shore trail, extraordinary design efforts will be required to protect these resource areas.
 - Within or adjacent to sensitive habitat areas, trail improvements can help to channel public use so as to minimize impacts. The installation of a wooden boardwalk within a sensitive dune system or adjacent to a wetland may increase total public access yet result in fewer environmental impacts than uncontrolled, informal access. Projects using such designs should include plans to monitor the impacts of public use, to identify any further mitigation needs, and to aid in future designs.
 - Development of the Coastal Trail system should include an emphasis on public education. Through well-designed directional signing and interesting interpretive displays, in conjunction with the efforts of site docents, it should be feasible to provide substantial public access opportunities even at highly sensitive sites. Strong volunteer organizations can assist public agencies to manage public use, and to conduct long-term monitoring studies.
- Many rare and endangered animal species seek protection along the beaches of California to breed and raise their young. Northern elephant seals, which were hunted nearly to extinction in the 1800s, now return every year to several

California beaches to breed and raise their pups. California least terns and western snowy plovers lay their eggs on sandy beaches. Wetland and tidepool creatures reside in the intertidal area throughout the year. With an increased understanding of the threats to natural habitat that may accompany human use, a variety of legal protections have been adopted for these sensitive areas. Some of these, now and in the future, will directly affect the ability of the public to use the beach. Already, access to some areas along the coast includes seasonal detours due to seal pupping or snowy plover nesting, while at other sites use permits or docent-led access programs may restrict entry to a few persons per day.

People are more likely to want to protect what they are able to see. Encouraging public access that includes learning about these ecosystems is the best way to create a community of coastal stewards. The coastal environment is home to one of the most com-

plex ecosystems on earth, and the Coastal Trail should highlight its riches. Completing the Coastal Trail should help to manage the impacts of visitors on that environment, helping to protect the resources that make the California coast a wondrous place.



ANTHONY GALVAN

Northern elephant seal with pup



CARLA CHENAUIT

Wildlife watchers need to be taught or reminded not to disturb wild animals, such as these elephant seals in San Luis Obispo County.

Legal, Administrative, and Institutional Concerns

WHILE THE CALIFORNIA Coastal Trail will provide countless direct and indirect benefits to California residents and visitors, some complex issues associated with the California Coastal Trail Project also must be considered.

Private Development

Perhaps the greatest challenge is presented by the extensive private development atop coastal bluffs and along beaches that has taken place in recent decades. Homes and other structures, including revetments and seawalls, built behind beaches and atop bluffs along some reaches of the coast, have diminished public access and also reduced the availability of land required to complete the Coastal Trail. In some coastal areas, homes or protective structures have been erected directly on the beach, diminishing beach width and fixing the landward boundary of beaches that would naturally migrate inland. In many areas seawalls are suspected of aggravating beach erosion. Diminished beaches allow fewer opportunities for coastal recreation and less room for the Coastal Trail. As the sea level rises, shoreline homes may be protected but some beaches will be flooded and lost to the public.

A major goal of the Coastal Trail is to bring people to the coast. Where shoreline structures prevent passage along a beach or bluff, trail users will be compelled to use routes farther inland, perhaps beyond the sight and sound of the sea. One of the challenges for Coastal Trail proponents will be to find a balance between coastal property owners' rights and the rights of the rest of California's residents and visitors to access and enjoy the coast.



RICHARD NICHOLS

Structures on the beach limit continuous access.



DON NIERLICH

Houses on the beach may block access to the public shore at high tide.



PEETER VILMS

Beach structures may put hikers in danger when waves are high.

Public and Quasi-Public Development

Both the United States armed forces and various privately or publicly owned utilities occupy large portions of the coast from which the public is excluded, largely because of concerns about security. Diablo Canyon Power Plant, Vandenberg Air Force Base, Point Mugu Naval Air Weapons Station, and Camp Pendleton Marine Corps Base are some of the largest coastal landholders in this category, occupying significant swaths of oceanfront.

In these situations, State agencies need to work in cooperation with public or private landholders to provide the maximum degree of public access that is consistent with security requirements. Although access may not be possible in the foreseeable future, a dialogue must be maintained, so that if an opportunity does arise, the agencies will be ready for it. This approach has proved successful on Monterey Bay: the U.S. Army is in the process of turning over Fort Ord to the State Parks Department.

Conflicts among Users

Hikers, joggers, bicyclists, equestrians, wheelchair users, roller-bladers, and others seek improved coastal recreation opportunities. Every effort will be made to include all user groups and make the California Coastal Trail as inclusive as possible. However, not all areas will be able to accommodate all modes of recreation. Topography and other natural features will impose some constraints and in some places only a footpath may be possible.

In many areas it should be possible to accommodate different modes of use through establishing separate routes, thus reducing user conflicts. For example, in Marin County, the proposed Cross-Marin Trail from Point Reyes to the Golden Gate Bridge is being promot-



In Half Moon Bay, walkers and bicyclists share the trail with equestrians.

PEETER VILMS

ed by bicycle advocacy groups as a solution to the restriction on vehicular use within the Point Reyes National Seashore wilderness area. In Sinkyone State Park, the wilderness designation limits access to the trail near the shore to hikers and equestrians but, in keeping with the “braided trail” concept, a primitive roadway along the rugged hills can provide a parallel course for mountain bikers. In areas of the south coast, the sandy beach may be the preferred route for hikers, while proposed rails-to-trails conversions provide a near-shore multi-use facility.

Specific limitations on trail uses are generally the responsibility of local management entities, whether federal, State, or local agencies. In developing the Coastal Trail system, the State can support these management efforts by providing assistance with user education, assisting enforcement efforts, and developing sufficient facilities to meet a wide range of user demands.

Where multiple modes of use are permitted along a single route, public agencies should seek the involvement of user advocacy groups to disseminate

information about rules and resource constraints. Public education and peer pressure are likely to be the most effective means of keeping the traffic within acceptable environmental parameters and encouraging respect and courtesy along the trail.

Interagency Coordination

Maintaining interagency coordination is essential if the Coastal Trail is to be completed successfully. Core participants in the planning process will need to maintain communications with local jurisdictions, park districts, and land trusts who are, and will be, implementing trail projects. The existence of many interested groups can be advantageous to seeing a project completed, but it can also cause misunderstandings and delays if communication is not maintained. Ultimately, the best Coastal Trail alignment will be one that includes all interested parties in the planning process.

Railroad Rights-of-Way

Conflicts arise when public trails must cross railroad rights-of-way to reach the shoreline, and at many locations existing tracks create barriers to legal access. Railroad operators, aware of safety and liability issues, make great efforts to ensure that trains will not endanger people or property, frequently seeking to maintain physical barriers and generally resisting new grade crossings. To facilitate access along the coast, the possibility of establishing more railroad crossings needs to be investigated. Engineered structures enabling nonmotorized passage over or under the railroad are expensive, but may also be the safest alternative.

At the same time, adaptation or conversion of railroad rights-of-way may provide unique opportunities to develop continuous paths for nonmotorized travel at relatively low cost. Local efforts are now under way to convert some of the coastal



RICHARD NICHOLS

Crossing rivers on a railroad trestle may be hazardous to walkers.

railroad rights-of-way to recreation trail corridors, with potential major adaptation projects under consideration in Santa Cruz, Orange, and San Diego Counties.

The Americans with Disabilities Act

The California Coastal Trail is a public facility and therefore must comply with the Americans with Disabilities Act (ADA). The federal Access Board, the agency responsible for developing ADA accessibility standards, is currently working to develop guidelines for outdoor recreation facilities. The Access Board has had some difficulty in establishing ADA design guidelines for trails, especially in seeking to balance the need for man-made improvements that improve access with the desire to maintain the natural features of trails. In

2003, the Access Board is expected to release its outdoor recreation guidelines for public comment and will include with them an analysis of the costs and benefits of implementing the proposed guidelines.

In the absence of formal guidelines, new Coastal Trail segments should be



Nicholas Canyon County Beach



Mother's Beach



Leo Carrillo State Park

designed to provide access to multiple users where topography permits, and signs should provide information regarding the physical condition of the trail ahead. Information such as slope, surface type, and width can tell users whether the trail meets their accessibility needs. This information should be collected and disseminated for new Coastal Trail segments as they are completed.

State Highways 1 and 101: The California Department of Transportation and the California Coastal Trail

The California Department of Transportation (Caltrans) has been providing infrastructure for the movement of the state's populace and commerce for over 100 years. Today's transportation system, owned and maintained by Caltrans, has evolved from dirt supply roads used by California's miners and merchants in the early 1850s into a 15,000-mile network throughout the state, supporting both motorized and nonmotorized travel.

As the California State Highway system provides a continuous coastal route along Highways 1 and 101, the Coastal Trail will provide a continuous coastal route for nonmotorized travel. Although the objective of the Coastal Trail is to provide a non-highway route, in some areas along the coast there are very limited opportunities to develop any trail outside of the existing roadway corridor. The limitations may be due to topography, existing private development, or environmental sensitivity. In cases where State Highways provide the only feasible alternative for continuous travel along the coast, it is essential that trail advocates and parks agencies work cooperatively with Caltrans to develop solutions that will support all modes of travel. These solutions may be varied, ranging from shoulder improvements along State Highways 1 and 101 to the



LINDA HANES

Hikers on the highway shoulder: State Highway 1 in Mendocino County



RICHARD NICHOLS

Hikers have to share the narrow Bixby Bridge in Big Sur with highway traffic.



CARLA CHENAULT

Caltrans signs warn motorists to respect bicyclists who share the highways.



Sharing the right-of-way with motor vehicles, Santa Barbara County

development of a separated, off-road facility for nonmotorized users within a Caltrans right-of-way.

Caltrans has been very supportive of nonmotorized users along State facilities and has worked to establish safe travel conditions for all users. Projects include the Pacific Coast Bicycle Route, which identifies a route for bicyclists from the Oregon border to the Mexico border along existing coastal roadways. Additional support of alternate modes of

transportation is evident in the publication of “Accommodating Nonmotorized Travel” (DD-64) and other documents providing guidelines for signing and design of nonmotorized facilities.

There is also significant State and federal transportation legislation that allocates transportation funds to support infrastructure for nonmotorized travel, in particular the federal Transportation Equity Act for the Twenty-First Century (“TEA-21”).

Horses and Bicycles on the Coastal Trail

Coastal Bicycle Travel

CHRIS MORFAS

*Executive Director, California
Bicycle Coalition*

WHILE MANY TRAILS provide useful recreational bicycling opportunities, cyclists traveling along the coast are best served by ensuring that roads accommodate them properly and that motorists are encouraged to share the road with them.

Recreational trails can serve families that enjoy short bike rides as part of car trips. Paved trails should meet Caltrans standards, so that bicyclists can safely share those facilities with joggers, skaters, parents with baby strollers, etc. Generally, unpaved trails can be enjoyed by both bicyclists and hikers if this dual use is expected and approached with courtesy by all. Signs indicating destinations,



SUNSHINE

points of interest, and approaching road intersections are very helpful.

Improving coastal roads to include bicyclists is challenging. While many urban streets or rural highways can be provided with a wide outside lane, bike lane, or shoulder, efforts to widen coastal roads—frequently located within or adjacent to sensitive natural areas—can be enormously expensive and environmentally undesirable. Nevertheless, many sections of State Highway 101 and State Highway 1 could be made safer for bicyclists, and California can see some well-designed examples of how to do it along Highway 101 on the Oregon coast.

Perhaps the most cost-effective way to enhance coastal bicycle travel would be by modifying the behavior of motorists. Reducing speed limits to enhance the safety of pedestrians and bicyclists, permissible under California law, could



JON VAN COOPS

Parts of Caltrans's coast-long Pacific Coast Bike Route will serve as Coastal Trail bicycle paths.

establish a more cooperative roadway environment.

Attitudes matter, too. Bicyclists traveling along the coast tend to be highly skilled and very capable of safely sharing roads with motorists, so long as motorists recognize a bicyclist's right to use the roadway. Travel lanes on coastal roads are often narrow, and the California Vehicle Code allows a bicyclist to use the full travel lane if that lane is too narrow for a motorist to pass a bicyclist without leaving the lane. The recognition by motorists of the need to share the road is especially important for southbound bicyclists who, if they fall off the right side of the road, may never be heard from again. The role of law enforcement in reminding motorists that bicyclists do indeed belong on roadways is vital. In most instances, as long as motorists are willing to slow for a few seconds to execute a safe pass, bicyclists and motorists can both safely enjoy the wondrous beauty that is the California coastal experience. For more information on this topic, you can reach the California Bicycle Coalition at www.calbike.org.

The Coastal Trail Should Include Equestrian Uses

RUTH GERSON

President, Santa Monica Mountains Trails Council

EQUESTRIAN TRAILS groups have been involved for many years in advocating for expanded opportunities for access to public lands. The equestrian community can support the proposed California Coastal Trail if all agencies concerned with designing and completing the trail will bear in mind and plan for the needs of horses and riders.

Advocates for trails should endorse the effort to develop a multi-use trail. If the California Coastal Trail is presented



CARLA CHENAULT

Bicyclists use the Coastal Trail for recreation and transportation.



GORDON LEON

On a wilderness trail in Rancho Palos Verdes, Los Angeles County

as a hiking trail that will consider other trail users as an afterthought, then the project has a built-in bias. To be open-minded to suggestions for a true multi-use Coastal Trail, you need to honestly consider the range of uses typical of a multi-user facility, with the most commonly accepted ones being hiking, bicycling, and horseback riding. Other types of trail users may also need to be identified and accommodated.

To address the needs of equestrian users, the Coastal Trail should provide:

- Ready access to the Coastal Trail from local feeder/connector trails, including wide dirt shoulders along local roads and roadway underpasses;
- Trailhead parking that is a short distance from the trail and offers safe access to the trail;
- Parking facilities that are large enough for trucks and trailers, as equestrians cannot access the trail if they cannot park their rigs;
- Opportunities for overnight camping along the trail, so that users may fully enjoy the experience of sunrises and sunsets, marine vistas, and wildlife, without having to drive their vehicles every day;
- Trailheads that are not paved and are not excessively rocky or slippery;
- A trail that is away from the sounds and dangers of roads and major highways as much as possible; and
- Connections with other trails systems that have been designed to accommodate equestrian use, including the ones already recognized for their scenic and historic values, such as the Juan Bautista de Anza Trail, the Santa Monica Mountains Backbone Trail, and the California Riding and Hiking Trail.

Another important consideration for developing the Coastal Trail would be to emphasize continued public access to lands that are already in public ownership. Where County Parks, State Parks, and Federal Parks already have land



Rancho Palos Verdes

GORDON LEON

along the coast, it would be advantageous to align the trail through those public lands.

As the Coastal Trail project moves along, public hearings should be held with plenty of advance notice to encourage attendance. The public benefits from attending presentations by the responsible agency, and everyone benefits from the discussion that ensues from those presentations.

The Santa Monica Mountains Trails Council has been involved for 30 years with expanding public access in the Santa Monica Mountains, working closely with California State Parks, the Santa Monica Mountains Conservancy, and the National Park Service. We appreciate the opportunity to add the voice of the equestrian community to the effort to develop and maintain a public trail system along the California coast.

Creating an Image for the Coastal Trail: A Signing and Graphics Program

THE CALIFORNIA COASTAL Trail will be a statewide feature linking many distinctive communities along the California coastline. Because of its length and the wide variety of landscapes through which the Coastal Trail will run, the creation of a coordinated signing program is of central importance. Certainly, signs will be needed to guide trail users and provide them with practical information. More essential, however, is the need to weave the diverse strands and segments of the trail into a unified whole.

Our challenge is to identify and define the Coastal Trail conceptually as a single entity in a manner that is flexible enough to accommodate the wide variety of landscapes, jurisdictions, and user groups encompassed by the California Coastal Trail. The following goals, objectives, and standards have been formulated to address this challenge.

Primary Goals:

- Create a graphic identity for the Coastal Trail.
- Designate the route of the Coastal Trail.
- Preserve the scenic beauty of the California coastline.

Accomplishing these goals will entail the installation of stand-alone signs that identify the route and provide comprehensive information, as well as the placement of small “blazes” or insignias that can be added to existing trail markers. At the same time, it is important



Too many signs can detract from the enjoyment of a trail.

that signing efforts not contribute to visual clutter and degrade scenic resources.

Objectives of the Signing Program for the California Coastal Trail:

- Present necessary information in a manner that is clear, informative, and sensitive to the scenic beauty of natural and man-made landscapes.
- Create a variety of sign formats that can be easily and inexpensively integrated with existing signing programs.
- Comply with local land use regulations and Coastal Act requirements.
- Provide local jurisdictions with signing guidelines.

- Supplement, not replace, local trail designations.
- Avoid the proliferation of duplicate signs.

The intent of a statewide signing program should be to coordinate with public land managers in those areas where the Coastal Trail follows the route of an existing trail system. However, certain general standards can be applied to most portions of the Coastal Trail regardless of location or jurisdiction.

General Standards:

- Identification signs for the Coastal Trail should be placed at all staging areas, trailheads, junctions, and special features.
- Signage along major inland connecting trails should direct users to the Coastal Trail.
- The location of CCT staging areas should be indicated from highways and major roadways.
- Signs should use international symbols as much as possible.
- ADA-compliant portions of the trail should be clearly indicated.

Completing the Coastal Trail will be a years-long project involving hundreds of public agencies and nonprofit organizations and millions of dollars. The signing program is as integral to completing the trail as the acquisition of rights-of-way and the construction of pathways. In order to assure that the goals of the signing program are met, it is recommended that the following actions be undertaken within the next year.

Priority Actions:

- Conduct a design competition to develop a graphic identifier (logo) for the Coastal Trail.



Signs like this one at Marina del Rey, Los Angeles County, indicate public accessways to beaches.

DON NIERLICH

- Develop detailed signing standards in close cooperation with federal, State, and local agencies having jurisdiction over portions of the trail.
- Work with federal, State, and local jurisdictions to display the Coastal Trail logo on existing portions of the trail.
- Initiate discussions with Caltrans to develop a signing program for State Highways 1 and 101 where those are the principal route of the Coastal Trail.

Recommendations for Action: Statewide Policy Initiatives

THE ADMINISTRATION and the Legislature should consider the following:

1. **Commitment to Completing the Coastal Trail.** The State should consider making a long-term commitment to completing the Coastal Trail, including designating funding sources for completion, maintenance, and repair. The Legislature should consider designating a portion of the State's share of the federal Land and Water Conservation Fund for this purpose.
2. **Integrate the Coastal Trail into State Transportation Plans.** The California Transportation Commission should consider incorporating the Coastal Trail into the State Transportation Improvement Program, and Caltrans should consider emphasizing improvements to nonmotorized traffic safety. Where Highways 1 or 101 provide links in the Coastal Trail, the Coastal Conservancy and the Coastal Commission should work with Caltrans to identify priority sites and design feasible means of implementing shoulder widening and other improvements for nonmotorized traffic safety.
3. **Use the Coastal Trail to Increase Accessibility to State Recreational Facilities.** The Coastal Trail should be incorporated into the State Outdoor Recreation Plan as a State facility, pursuant to ACR20. State Parks should complete its evaluation of accessibility conditions along the principal trail routes within park units to identify priority areas for actions that would increase accessibility for children, seniors, and persons with disabilities, including both trail improvements and informational signing.
4. **All State Programs Should Support Completing the Coastal Trail.** Whenever a State agency uses or grants funds as a part of a land acquisition project within the coastal zone, the acquiring agency or organization should provide an easement for nonmotorized public passage along the existing or potential route of the Coastal Trail.
5. **Eliminate Shoreline Obstructions.** Wherever practical, existing man-made structures that impede public access along the shoreline should be removed or redesigned to facilitate public access. To avoid the loss of public recreational access where new shoreline development is proposed, the State Lands Commission should provide review and comment as requested by the Coastal Commission regarding the current location of the mean high tide line.

Recommendations for Action: Projects to Implement the Coastal Trail

TO COMPLETE SIGNIFICANT portions of the California Coastal Trail within each coastal county, the following projects (listed from north to south) should be accomplished over the next three years:

Del Norte County

1. Work with private landowners to design improvements at the border crossing to create a clear continuity in the Coastal Trail from California to Oregon.
2. Encourage Caltrans to design improvements for pedestrians and bicycles at the crossings of the Smith River and the Klamath River along State Highway 101.
3. Design and build multi-use trails across the recently acquired Point St. George headland, connecting Crescent City with Tolowa Dunes State Park.
4. Complete the pedestrian and bicycle access improvements described in the Crescent City Harbor Trail Study.
5. Support State Parks in their effort to provide inland trails within the recently acquired Mill Creek property to connect with the coastal trail.

Humboldt County

1. Support implementation of the Humboldt Bay Trails Feasibility Study to develop a continuous trail system around the east side of Humboldt Bay.
2. Complete the extension of the Hammond Trail from the Mad River bridge south, developing links to Arcata and Eureka.



A site on the future Crescent City Harbor Trail, Del Norte County

DIANE MUTCHIE



The Hammond Trail is being extended in Humboldt County.

LINDA HANES

3. Restore the Hammond Trail pedestrian/bicycle bridge across the Mad River.
4. Using abandoned railroad right-of-way, develop the Annie and Mary Trail to encourage nonmotorized access to the coast by linking Arcata with Blue Lake and other inland communities.
5. Work with private landowners to acquire public access rights at several locations from Centerville Beach to Cape Mendocino.
6. Encourage Caltrans to design improvements for pedestrians and bicycles on the bridges crossing the Eel River and Mattole River.



JEN RICE

Completed section of the Annie and Mary Trail, Humboldt County

Mendocino County

1. Work with private landowners to acquire public access rights and improve a trail corridor connecting

Usal Road and Westport-Union Landing State Park.

2. State Parks should complete restoration of the Pudding Creek trestle to connect MacKerricher State Park with the city of Fort Bragg.



RIXANNE WEHREN

Pudding Creek trestle, Mendocino County



MENDOCINO LAND TRUST

Caspar State Beach, Mendocino County



POINT CABRILLO LIGHTKEEPERS ASSOCIATION

Point Cabrillo Light Station, Mendocino County

3. Complete a system of trail improvements separate from State Highway 1 that will connect Russian Gulch State Park, Point Cabrillo Reserve, Caspar Headlands, Caspar State Beach, and Jug Handle State Reserve.
4. Work with private landowners to acquire public access rights along the bluffs from Dark Gulch to Albion Cove and the Albion Headlands.
5. Work with private landowners to acquire public access rights and improve a trail corridor connecting Manchester State Beach and the Point Arena Pier.

Park and Fort Ross State Historic Park to provide safe pedestrian access west of State Highway 1.

3. Work with private landowners to acquire additional public access rights west of State Highway 1 extending northward from Salt Point State Park, for the development of a blufftop trail and recreational support facilities.

Sonoma County

1. Work with private landowners to acquire public access rights and improve a trail corridor connecting Salt Point State Park, Stillwater Cove Regional Park, and Fort Ross Historic State Park, consistent with the recommendations of the North Russian River Parcel Analysis Study.
2. Encourage State Parks to extend the existing trails within Salt Point State



LINDA HANES

Salt Point, Sonoma County

- 4. Provide safe pedestrian access separate from State Highway 1 through the extension of the Kortum Trail between the Sonoma Coast State Beaches units at Wright's Beach and North Salmon Creek Beach.
- 5. Complete a design plan for pedestrian and bicycle access through the

community of Bodega Bay, including specific land acquisition and improvements needed to alleviate the current safety problems along State Highway 1.

- 6. Work with private landowners to acquire public access rights between Bodega Bay and Estero Americano.



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View from Kortum Trail, Sonoma County



JAMIE SCHMIDT

State Highway 1, Bodega Bay, Sonoma County



JON BREYFOGLE

Blufftop near the Estero Americano, Sonoma County

Marin County

1. Work with private landowners to acquire public access rights between Estero Americano and Dillon Beach.
2. Work with private landowners to obtain trail easements across the protected open space east of Tomales Bay, and install improvements needed to minimize conflicts with working ranchlands.
3. Work with the Golden Gate National Recreation Area (GGNRA) and State Parks to acquire parcels east of Tomales Bay and west of State Highway 1.
4. Work with Point Reyes National Seashore to connect existing trails through the park to create a continuous trail from the northern to southern extents of the park.
5. Encourage the GGNRA to develop trails closer to the coast where topography permits.



CARLA CHENAULT



CARLA CHENAULT

At Tomales Bay, in Marin County, hikers can walk among cattle as they traverse active ranch lands.



CARLA CHENAULT

View of Tomales Bay from Highway 1, Marin County

San Francisco County

1. Assist the National Park Service to design and construct a trail along Lincoln Boulevard between State Highway 1 and Baker Beach.
2. Encourage the U.S. Army Corps of Engineers to ensure permanent public trail and bicycle access as part of any effort to control beach erosion south of Sloat Boulevard.
3. Construct stairs over the wastewater outfall pipe on the beach below Fort Funston.

San Mateo County

1. Work with public and private landowners to design and construct a trail west of Skyline Boulevard from the San Francisco County line south to Pacifica.
2. Encourage Caltrans to assure pedestrian and bicycle access along the abandoned State Highway 1 right-of-way at Devil's Slide, and transfer this property to the GGNRA for permanent management.
3. Encourage the National Park Service and the City of Pacifica to design and construct trail segments on the public properties at Mori Point and the Pedro Point Headlands.
4. Work with San Mateo County and private landowners to design and construct a trail on the landward portion of the Fitzgerald Marine Reserve.
5. Design and construct trail improvements along the existing public trail easements on Cowell Ranch and Purisima Farms, and transfer these easements to State Parks or another suitable agency for permanent management.



STAN BLUJHM

Wastewater outfall on the beach below Fort Funston, San Francisco County



PRENTISS WILLIAMS

Devil's Slide, San Mateo County



Artist's rendition of the proposed trail at Whaler's Cove, San Mateo County

6. Work with the Peninsula Open Space Trust to facilitate transfer to State Parks of the Whaler's Cove and Bolsa Point properties, and encourage State Parks to design and construct trail improvements on these properties.
7. Work with State Parks to design and construct a trail west of State Highway 1 through Año Nuevo State Park that will avoid degrading sensitive habitat areas.
4. Work with Santa Cruz County to identify a trail alignment through Live Oak and work with the County, State Parks, and private landowners to identify a trail alignment from Capitola to the County line.
5. Encourage and assist in the completion of the Monterey Bay Sanctuary Scenic Trail.

Santa Cruz County

1. Work with the Santa Cruz County Regional Transportation Commission to acquire the former railroad right-of-way and develop the multi-use trail from Davenport to Watsonville.
2. Complete the environmental analysis and design of a principal trail alignment through the former Coast Dairies property in cooperation with the Trust for Public Land and others, and construct the trail.
3. Work with State Parks to complete the coastal trail segment across the Gray Whale Ranch property and open the property to the public.



Railroad corridor, Santa Cruz County



CARLA CHENAULT

View of Gray Whale Ranch from below Wilder Ranch State Park, Santa Cruz County

Monterey County

1. Encourage and assist in the completion of the Monterey Bay Sanctuary Scenic Trail.
2. Encourage the Pebble Beach Company to maintain public access to the existing trail systems in the Del Monte Forest and between Asilomar and Carmel Beach, and to improve nonmotorized access along 17-Mile Drive between Cypress Point and Forest Lake Road, and provide public financial assistance to facilitate such use.
3. Encourage Caltrans to complete the Coast Highway Management Plan and



LEE OTTER

Bicyclist on Highway 1 in Big Sur, Monterey County

improve pedestrian and cycling safety along State Highway 1 in Big Sur.

4. Encourage the development of a trail network through Palo Corona Ranch that will provide connections to the coast.
5. Provide a public trail connection from Andrew Molera State Park across Deer Ridge to Pfeiffer Beach.
6. Assist State Parks to reestablish the Coastal Trail through Garrapata State Park.
7. Encourage the U. S. Forest Service to develop a trail through the forest and along the seaward slope between State Highway 1 and the Coast Ridge Trail.



CARLA CHENAULT

Informal trails at the Estero Bluffs Property, San Luis Obispo County

San Luis Obispo County

1. Design a public trail west of State Highway 1 from the Monterey County line south to San Simeon to provide safe pedestrian access that will avoid degrading sensitive habitat areas, and work with private landowners to acquire necessary access rights.
2. Implement the East-West Ranch Management Plan to develop a public trail and support facilities providing access to this recently acquired property.
3. Work with public and private landowners to acquire public access

rights and develop a blufftop trail along the Harmony Coast between South Cambria and the Estero Bluffs property.

4. Assist State Parks to develop a trail and associated access facilities on the recently acquired Estero Bluffs property.
5. Construct the Morro Bay Waterfront Boardwalk along the east side of the Morro Bay National Estuary.
6. Support State Parks' work with private landowners to acquire and develop a public trail corridor through the Irish Hills, connecting Montaña de Oro State Park with Avila Beach, as a feasible near-term alternative to a coastal blufftop trail through the Diablo Canyon Power Plant property.



CARLA CHENAULT

Beach closure for security concerns, Diablo Canyon Power Plant, San Luis Obispo County

Santa Barbara County

1. Work with private landowners to acquire public access rights west of Highway 101 between Jalama County Park and Gaviota State Park.
2. Work with private landowners to acquire public access rights west of Highway 101 between Refugio State Park and Gaviota State Park.

3. Assist Santa Barbara County to design and implement pedestrian and bicycle trail improvements parallel to Highway 101 along the Gaviota Coast.
4. Assist Caltrans in evaluating and improving nonmotorized access opportunities along the Highway 101 corridor between Rincon Beach County Park and Carpinteria State Beach.

3. Restore the pedestrian and bicycle pathway damaged by erosion at Surfers' Point (County Fairgrounds).

Ventura County

1. Assist Caltrans in evaluating and improving nonmotorized access opportunities along the Highway 101 corridor between the County line and Mussel Shoals.
2. Design a recreational access trail along the Santa Clara River to encourage nonmotorized access to the coast from inland cities.



STEVE HORN

Eroded shoreline at Surfer's Point, Ventura County



COURTESY PETER BRAND

Along the route of the proposed river parkway, Santa Clara River, Ventura County



AIRPHOTO USA

Aerial view of Ormond Beach, Ventura County

4. Encourage the U.S. Navy to provide a shoreline public access connection on the Naval Construction Battalion Center, Port Hueneme, consistent with military security requirements.
5. Provide pedestrian and bicycle paths in conjunction with planning for restoration of the Ormond Beach wetlands, to connect with the trail in Port Hueneme.
6. Work with the City of Oxnard to design and construct recreational support facilities at the terminus of Arnold Road to improve beach access opportunities and avoid impacts to sensitive habitat areas.
3. Link the inland portions of the Santa Monica Mountains National Recreation Area with the coast by assisting the National Park Service, State Parks, the Santa Monica Mountains Conservancy, and the City of Malibu to acquire necessary rights-of-way and develop improvements to complete the Coastal Slope Trail.
4. Extend the pedestrian/bicycle path from Washington Street to the north jetty of Marina del Rey, and support the seasonal ferry service for pedestrians and cyclists across the channel to Playa del Rey.

Los Angeles County

1. Assist Caltrans in evaluating and improving nonmotorized access along the State Highway 1 corridor from Leo Carrillo State Beach to the beginning of the South Bay Bicycle Path near Temescal Canyon. Encourage Caltrans and local agencies to extend bicycle and pedestrian improvements through Malibu.
2. Facilitate continuous lateral access along the Malibu shoreline from Leo Carrillo State Beach to the city limit.



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State Highway 1 corridor, Malibu coastline, Los Angeles County



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Coastlink Ferry demonstration project, Los Angeles County

5. Assist the Cities of Los Angeles and Long Beach in providing a continuous pedestrian and bicycle trail around the western and northern edge of the harbor area from Cabrillo Beach to the Los Angeles River Trail.



DON NIERLICH

Marina del Rey bicycle path, Los Angeles County

Orange County

1. Implement the planned State Highway 1 improvements between Seal Beach and Anderson Street in Huntington Beach to create a separated nonmotorized trail.
2. Encourage local agency efforts to work with private landowners and acquire public access rights necessary to provide a trail connection to the coast from Aliso Creek Regional Park.
3. Encourage local agency land acquisitions, trail design, and development to provide a public access connection to the coast from Laguna Coast Wilderness Park.
4. Complete improvements of “missing links” to provide safe pedestrian and bicycle access adjacent to State Highway 1 between the cities of Laguna Beach and Dana Point.



CARLA CHENAULT

Crystal Cove State Park, Orange County, serves as a coastal connection to Laguna Coast Wilderness Park.

5. Support the effort by the City of San Clemente to provide a safe pedestrian and bicycle trail along the railroad right-of-way west of State Highway 1.

San Diego County

1. Encourage the U.S. Marine Corps to reopen the Camp Pendleton coastal bicycle trail when consistent with military security requirements, and to consider opening this trail to pedestrian use.
2. Support local agency efforts to develop a safe pedestrian and bicycle trail along the railroad right-of-way west of State Highway 1 between the cities of Carlsbad and Del Mar.
3. Design a recreational access trail along the San Diego River to encourage nonmotorized access to the coast from inland cities.
4. Complete improvement of the Bayshore Bikeway around South San Diego Bay.
5. Design and construct a trail linking Border Field State Park with the San Ysidro community and the city of Imperial Beach, in conjunction with planning for habitat restoration within the Tijuana River Estuary.



JIM KING

Tijuana River National Estuarine Research Reserve, San Diego County



JIM KING

Beach at Border Field State Park, San Diego County

What Do the Map Symbols Mean?



Needs Substantial Improvements (red line)

In these areas, substantial public actions are needed to: (1) acquire and develop new rights-of-way to establish the location of the California Coastal Trail; or (2) increase accessibility through major new trail improvements on existing public lands.

Improvements Adequate (green line)

In these areas the location of the California Coastal Trail is well established and open to the public, and major improvements to increase accessibility are unnecessary or infeasible.

Pacific Coast Bicycle Route (blue dotted line)

The route of the Pacific Coast Bicycle Route established by the Department of Transportation

Connecting Trails (thin black line)

Major trails promoting nonmotorized access to the coast from inland communities, including both existing trail systems and those currently in planning or development

Continuous Shoreline Passage (blue hatched shading)

These portions of the California coast, including both sandy beach and rocky shorefront, are open to the public and continuously passable for able-bodied persons during most tides and times of the year. (NOTE: This designation does not imply a lack of need for additional points of vertical access to the shoreline.)

Parklands (pink areas)

These areas include federal, State, and local parklands.

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For further information and updates
on the California Coastal Trail, see:
www.californiacoastaltrail.info

