

**UNIT 450**

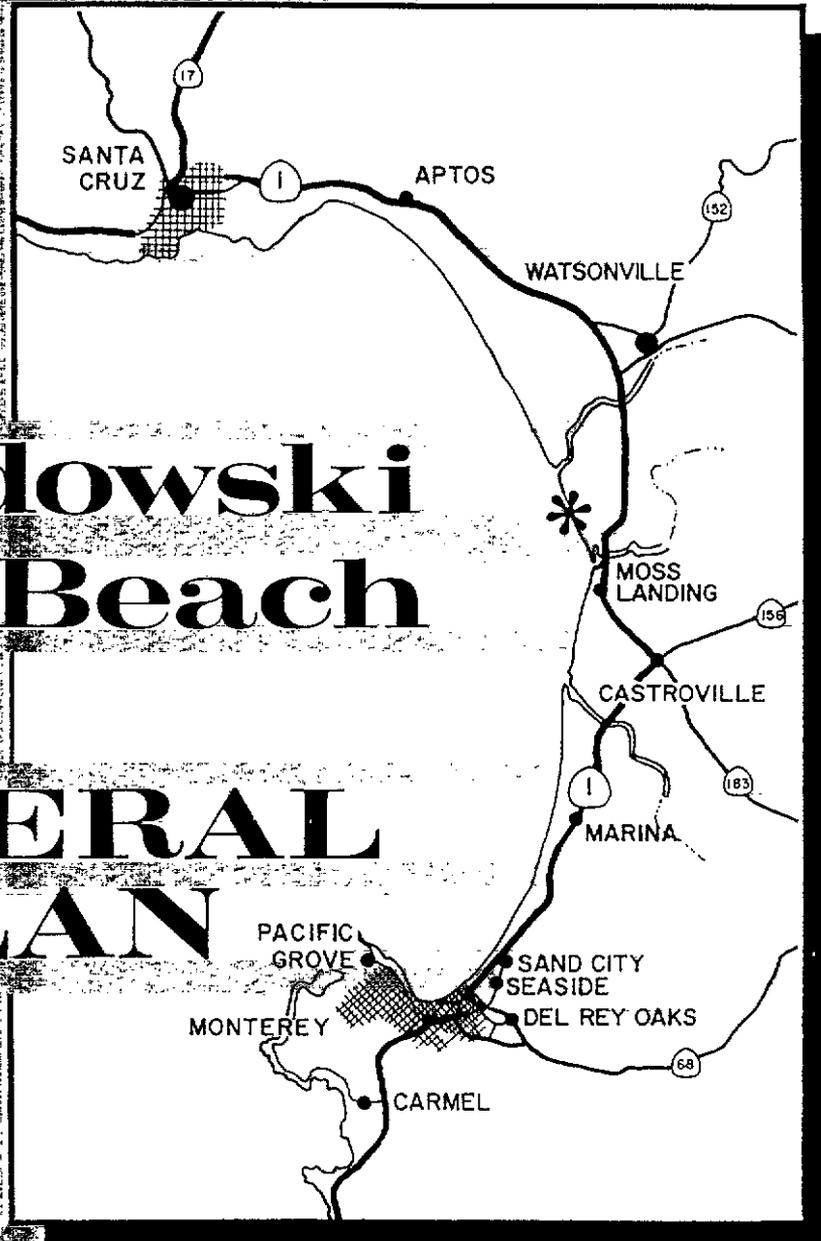
**ZMUDOWSKI STATE BEACH**

**GENERAL PLAN**

**August 1987**

# Zmudowski State Beach

# GENERAL PLAN



*George Deukmejian, Governor  
Gordon Van Vleet, Secretary for Resources  
Henry R. Agonias, Director*

*State of California - The Resources Agency  
Department of Parks and Recreation*



State Parks and Recreation Commission Approval — August 1987

DEPARTMENT OF PARKS AND RECREATION

## STATE PARK AND RECREATION COMMISSION

P. O. BOX 2390, SACRAMENTO 95811



Resolution 51-87  
adopted by the  
CALIFORNIA STATE PARK AND RECREATION COMMISSION  
at its regular meeting in Pacific Grove on  
August 14, 1987

WHEREAS, the Director of the Department of Parks and Recreation has presented to this Commission for approval the proposed General Plan for Zmudowski State Beach; and

WHEREAS, this reflects long-range development plans to provide for optimum use and enjoyment of the unit as well as the protection of its quality;

NOW, THEREFORE, BE IT RESOLVED that the State Park and Recreation Commission approves the Department of Parks and Recreation's Preliminary General Plan for Zmudowski State Beach, dated May 1987, subject to such environmental changes as the Director of Parks and Recreation shall determine advisable and necessary to implement the provisions and objectives of said plan.

ZMUDOWSKI STATE BEACH  
GENERAL PLAN  
SEPTEMBER 1990

George M. Deukmejian  
Governor

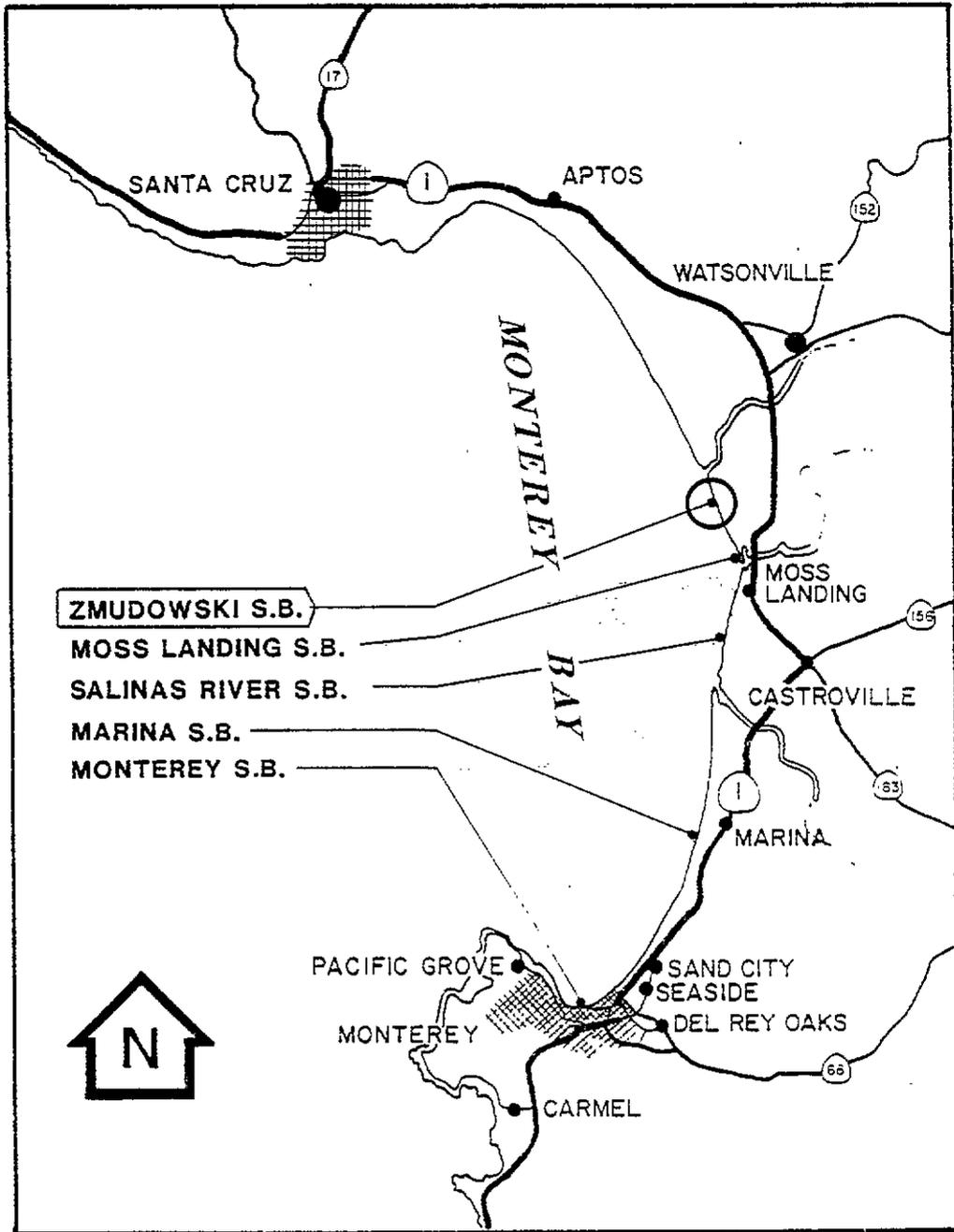
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## ZMUDOWSKI STATE BEACH

### Unit Data

#### STATISTICS

Size: 155 acres  
 Ocean Frontage: 10,500 linear feet.  
 Existing Facilities: 75 car parking lot  
 Visitation: 93,000 visitors

#### VISITOR USE

Primary recreation activities include:

- Sunbathing
- Horseback riding
- Beachcombing
- Surf fishing
- Photography
- Bird watching

#### RESOURCES

- Pajaro River Mouth estuary
- Sandy beach
- Vegetated sand dunes

#### ISSUES AND CONCERNS

- Dune management and controlled beach access
- Beach and dune erosion control
- Resource protection-Pajaro River Mouth
- Day-use parking, restrooms, beach access
- Base of operations
- Exotic plants species control(ammophila)

## ZMUDOWSKI STATE BEACH GENERAL PLAN

### SUMMARY

This General Plan for Zmudowski State Beach was prepared as part of an overall general planning process for five state beaches in the northern portion of Monterey County. The others are Marina, Monterey, Moss Landing, and Salinas River State Beaches.

A separate General Plan has been developed for each unit so as to clearly present the material, and more importantly to aid in the future implementation of this plan.

The plans have been developed through extensive coordination within the various departmental divisions and offices, a series of public meetings and user questionnaires, and interaction with local agencies.

All five of these state beaches are similar in that they consist of a stretch of ocean beach backed by coastal dunes. Each is unique, however, in respect to dune heights, vegetation, human disturbance, and recreation opportunities. The beaches themselves are the primary recreation resource, providing opportunities for jogging, fishing, swimming, surfing, horseback riding, and a wide variety of other uses.

This collection of beaches serves visitors both from the adjacent communities and statewide. With the exception of Monterey State Beach, these units present a rural and somewhat isolated experience for visitors. (The City of Monterey and its collection of cultural and recreational resources draw visitors statewide. The proposals of the Monterey State Beach General Plan reflect that relationship.)

Collectively these General Plans provide a wide array of uses; however, individually they will provide only those recreational uses and development that are compatible with the resource values of the unit.

Zmudowski State Beach is located across the Pajaro River from Sunset State Beach (this river forms the Santa Cruz-Monterey County line). The access off State Highway 1 winds back and forth through two miles of agricultural fields to the back dunes parking area.

The prime resources are the Pajaro River mouth estuary, the sandy beach, and the vegetated sand dunes. These mostly stabilized sand dunes support a typical coastal strand community which is rather dense in places. Dune grass (Ammophila arenaria), an introduced species, is one of the common species. Monterey paintbrush, a rare plant, also occurs in the foredune community.

The river mouth and estuary provide an important feeding and resting area for a variety of shorebirds and the brown pelican, an endangered species. It is also an important breeding habitat for snowy plovers.

Horseback riding, surf-fishing, and birdwatching are popular recreational activities at this state beach.

Existing facilities include a single unpaved parking lot for 75 cars, portable toilets, boardwalk access to the beach, and trash containers. No operations or maintenance facilities are located at this unit, and visitor contact is made by ranger patrol from the sector office at Marina State Beach.

Most of the proposals as described in the plan will ameliorate existing adverse conditions at the state beach. They will provide a long-term solution to the needs of the public for circulation, parking, equestrian trails, beach access, improved maintenance, esthetics, and visitor protection. In addition, the natural resources will be better protected.

Key recommendations of the plan:

- o Classify the area at the mouth of the Pajaro River as a natural preserve primarily for the snowy plover breeding habitat. Limit recreational activities to the beach and along designated dune trails with periodic closures during breeding seasons.
- o Designate equestrian and hiking trails through the dunes, to include closure of certain existing random trail routes.
- o Existing parking lot will be redesigned to increase capacity, with provisions for visitor contact, equestrian staging area, and permanent restrooms.
- o Dune revegetation will be included to ensure a proper level of dune management and resource protection as a part of all trail and facility development.
- o Interpretive signing will be constructed near the parking lot and Pajaro River mouth to explain resource values and sensitivity.
- o The department should consider any land that may become available for acquisition near the main entrance for: added parking, equestrian use, operations and maintenance facilities for the north county beaches, and possible overnight camping.

# INTRODUCTION

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# ZMUDOWSKI STATE BEACH GENERAL PLAN

## INTRODUCTION

General management and development guidelines in this plan will remain flexible through review and continued updating. The plan will act as the primary source of information for future park management and use. Specific proposals will be further refined when specific items are funded for implementation.

This plan includes the following elements:

The Resource Element is a summary of the natural, cultural, esthetic, and recreational resources of the area; it sets management policies for protection and use of these resources.

The Land Use and Facilities Element describes current and proposed land uses, and describes proposed facilities.

The Interpretive Element describes proposals and programs for public information and interpretation.

The Concessions Element describes the use of concessions in the unit.

The Operations Element describes operational guidelines for the unit.

The General Plan as a whole serves as the draft environmental impact report. Environmental impact information is presented in the Environmental Impact Element. Further environmental assessment will be performed when specific construction or management programs are proposed, and if significant environmental impacts differing from those specified in this General Plan are found, further environmental documents will be filed.

In preparing the plan, several initial goals and objectives have been established to serve as a general guide.

1. Identify the unit's cultural and natural resources.
2. Identify existing and potential problems, and provide solutions.
3. Determine land use, development, and visitor activities that are compatible with the purpose of the unit and the surrounding area.
4. Determine the potential environmental impacts of the land uses and visitor activities.
5. Establish policies for maintenance and operation, protection and preservation, development, and interpretation of the resources.
6. Establish a sequence of unit development.
7. Provide an information document for the public, the legislature, department personnel, and other government agencies.

# RESOURCE ELEMENT

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## ZMUDOWSKI STATE BEACH GENERAL PLAN

### RESOURCE ELEMENT

This Resource Element was prepared to meet requirements set forth in Section 5002.2, Subsection (b) of Division 5, Chapter 1 of the Public Resources Code and Chapter 1, Section 4332 of Title 14 of the California Administrative Code. In compliance with this section of the Public Resources Code, the Resource Element sets forth long-range management objectives for the natural and cultural resources of the unit. Specific actions or limitations required to achieve these objectives are also set forth in this element; maintenance operations and details of resource management are left for inclusion in specific resource management programs that will be prepared at a later date.

Discussions about lands not now owned by the Department of Parks and Recreation have been included. The discussions are intended for planning purposes and do not represent an intention or commitment for acquisition.

### Unit Description

Zmudowski State Beach (220 acres) is at the northwest corner of Monterey County within the Coastal Strip Landscape Province. The nearest State Park System units are Sunset State Beach adjacent to Zmudowski to the north and Moss Landing State Beach less than a mile south. Castroville is 6 miles south, Watsonville is 6 miles north, and the community of Moss Landing is 2 miles south.

This unit is bordered on the north by the Pajaro River, the west by agricultural fields, and the south by privately owned dune land. The unit is 2 miles west of State Highway 1.

### Resource Summary

#### Natural Resources

##### Topography

Zmudowski State Beach, located in Monterey County, is contiguous with Sunset State Beach; the Pajaro River forms the northern boundary of this unit. Aspect is generally southwest-facing; elevational range is sea level to 30 feet. As at Sunset State Beach, the prominent physiographic features of this unit are the sand dunes. However, here the foredunes rise gently from the beach. Parking lot construction has altered the natural configuration of the dunes in the vicinity of the lot. Total ocean frontage is approximately 10,500 linear feet.

##### Meteorology

Northern California experiences a Mediterranean climate with cool, wet winters and warm, dry summers. The waters of the Pacific Ocean have a profound moderating effect on temperatures along the coast, producing a maritime temperature regime with mild temperatures year-round. Mean daily maximum

temperatures for the months of May through November at Zmudowski State Beach are in the low to mid 60s and mean daily minimums are in the high 40s. For December through April, mean daily maximums are in the high 50s and mean daily minimums are in the middle 40s. Mean annual precipitation is estimated at 18 inches. Most of this precipitation (83%) occurs during the months of November through March.

Windy conditions are the norm around Monterey Bay; the weather station in the City of Monterey reports wind speeds of 4 to 15 miles per hour about 75% of the time, and strong winds, 16 to 31 miles per hour, are recorded 5% of the time. Calm, winds less than 4 miles per hour, is recorded about 20% of the time.

Fog, or fog-generated low clouds, occurs during all seasons, but is most common on summer mornings and evenings. The Monterey Bay area has fog 12% of the time during July through September. As a consequence of the foggy summers and frequent winter storms, this area only receives about 3,000 hours of sunshine per year or about 70% of possible.

Microclimatic zones, areas which depart from the general climatic factors (e.g., insolation, temperature, or soil moisture), are generated at Zmudowski State Beach by the ocean, the prevailing breeze, the coastal fog, the sandy beach, and the sand dunes.

Water reflects only half as much solar insolation as land; hence, the ocean stores more energy during the day and releases more energy at night. However, because of its lower specific heat, the land warms up and cools down two to three times as fast as the ocean. These energy storage and temperature differences, together with the prevailing onshore breeze, moderate high and low temperatures near the coast. When the coastal fog moves onshore, it enhances this moderating effect. At first, it produces a sudden chill that chases visitors from the beach; thereafter, it acts as a thermal blanket, keeping air and soil temperatures almost constant.

White beach sand, and surf, reflect about half the solar radiation. This extra half-dose of sunshine accounts for the unexpected sunburns of many inexperienced beach users. The high reflectivity of the sand dunes and their low water-holding capacity create a cool, arid habitat.

#### Hydrology

Zmudowski State Beach is located in the Watsonville Hydrologic Area in the Central Coast Hydrologic Basin. The mouth of the Pajaro River forms the northern boundary of the unit; 31 acres of the Pajaro River drainage area are within Sunset and Zmudowski State Beaches. Land use in the Pajaro River drainage area includes residential, agricultural, livestock, and industrial. The river is regulated by five reservoirs. Two ponds form seasonally southeast of the mouth of the Pajaro River within the unit. Soils in this area are underlain by a high water table. Floodways and floodplains occur along the Pajaro River. Coastal flooding can result from tidal inundation during winter storms or from tsunamis. Surface water in the Pajaro River is contaminated by coliform bacteria, heavy metals, and pesticide residues. Groundwater quality is also poor, and seawater has intruded into the aquifer.

## Geology

Zmudowski State Beach is within the Salinian block of the southern Coast Ranges geomorphic province. The Salinian block is a wedge of continental material bounded on the northeast by the San Andreas fault zone (about 9 miles northeast of Zmudowski SB) and on the southwest by the Sur-Nacimiento fault zone. The continental basement rocks of the Salinian block are granitic and metamorphic in nature, and owe their origin to a distant time and place, having "ridden" northwest along the boundary between the Pacific and North American plates which juxtapose very different basement rocks. However, no bedrock is exposed at Zmudowski State Beach. Only a narrow band of remnant dunes and the sandy beach are exposed.

The dunes and beach of Zmudowski State Beach are highly erodible, as they submit to the sometimes erosive effects of the meandering mouth of the Pajaro River, to unbuffered ocean wave attack, and the network of volunteer trails cutting through the vegetated dunes. Comparison of historical aerial photos with modern coverage reveals that the beach has narrowed considerably and the bluff line of the dunes is retreating eastward, as storm waves and high tides expend their energy on the yielding sand deposits.

## Soils

A variety of soils and land types are found within Zmudowski State Beach: coastal beaches, dune land, Alviso silty clay loam, and Oceano loamy sand.

The coastal beach land type occurs on narrow sandy beaches and adjacent sand dunes and consists of sand, gravel, or cobbles, or a mixture of these. Coastal beaches are exposed during low tides and inundated at high tide. Drainage is very poor to excessive; erodibility is high.

Dune land is a miscellaneous category consisting of sloping to very steep terrain derived from wind-deposited sand. Drainage and permeability are very rapid. The wind erosion hazard is high.

Alviso silty clay loam, drained, occurs on 0 to 2% slopes. Under natural conditions, soils in the Alviso series consist of very poorly drained soils that have formed in alluvium derived from sediment, commonly in basins and tidal flats. The surface layer is commonly gray, neutral, and 5 inches thick; the subsurface layer is light gray and alkaline. Erodibility is minimal and runoff is very low. Shrink-swell potential is moderate. Alviso silty clay loam is found along the northern and eastern boundaries of Zmudowski State Beach.

The Oceano series consists of excessively-drained soils that have formed in wind-deposited sands on old stabilized dunes. Slopes are 2 to 15%. Runoff is slow to medium; erosion hazard is slight to moderate. Shrink-swell potential is low. The surface layer is grayish brown, 18 inches thick, with a medium acid reaction. Subsoil is brown, yellowish-brown, light brown, and light yellowish-brown. Reaction is slightly acid to medium acid. Oceano loamy sand is found adjacent to the parking area at Zmudowski State Beach and along the northern boundary of the unit.

## Plant Life

Three plant communities are found at Zmudowski State Beach: foredune, coastal scrub, and dune pond. The foredune community is the most extensively represented at the unit.

The foredune community is naturally low in species diversity. The common species are sea fig (Carpobrotus aequilaterus), beach bur (Ambrosia chamissonis), sea rocket (Cakile maritima), beach morning glory (Calystegia soldanella), and European dune grass (Ammophila arenaria). Mock heather (Haplopappus ericoides), bush lupine (Lupinus arboreus), and beach sagewort (Artemisia pycnocephala) are the dominant species of the coastal scrub. The seasonal dune pond at the north end of the unit supports some saltwater indicators: salt grass (Distichlis spicata), pickleweed (Salicornia virginica), jaumea (Jaumea carnosa); and some exotic species: white sweet clover (Melilotus albus), New Zealand spinach (Tetragonia tetragonioides), and castor bean (Ricinus communis).

The most obvious influence on the native flora of Zmudowski State Beach is the introduction of European dune grass. The grass dominates the dunes in the northern end of the unit. Heavy trampling in the parking area and the southern end of the unit has resulted in large blowouts.

Castilleja latifolia (Monterey paintbrush), a rare plant listed by the California Native Plant Society, occurs at Zmudowski State Beach in the foredune community. Its distribution appears to be limited to areas that have not been invaded by the exotic European dune grass.

Exotic species comprise 28% of the incomplete species list for Zmudowski State Beach. However, the percentage of exotic species cover within the unit may be higher due to the dominant stands of European dune grass throughout the northern end.

## Animal Life

Habitat diversity at Zmudowski State Beach is limited. The biotic communities found within this unit include coastal strand, coastal dune, and coastal salt marsh.

Coastal strand includes the littoral zone and beach. Harbor seals may use the beach as a "haul-out" area (place of rest). Gulls and shorebirds commonly rest on the beach between periods of foraging in the intertidal zone. Seabirds commonly roost upon the large open delta that forms at the mouth of the Pajaro River. These birds include Heermann's and California gulls, the endangered California brown pelican, several species of tern, and willets, sandpipers, and sanderlings. The mouth of the Pajaro River is also important breeding habitat for snowy plovers.

The foredune at Zmudowski State Beach has been planted with European beach grass which intergrades with coastal dune scrub. The invasion of coastal dune scrub by European beach grass has reduced its wildlife habitat value. Mammals include several species of mice, the California vole, the pocket gopher, and brush rabbit. Many birds, such as the song sparrow, American goldfinch, and

American kestrel, utilize coastal dune scrub. Amphibians and reptiles are represented by the Pacific tree frog, coast garter snake, and southern alligator lizard. The black legless lizard may occur in the coastal dune scrub at Zmudowski State Beach.

A seasonal pond forms in the rear dune area just south of the Pajaro River mouth. This small wetland provides wildlife habitat for species normally associated with a coastal salt marsh. American avocets and black-necked stilts are seen regularly in this area.

Aquatic habitats within Zmudowski State Beach, primarily the Pajaro River mouth, provide habitat for at least 16 fish species. Most of these species are euryhaline and usually are found where fresh and salt waters mix. A unique species collected only from Zmudowski and Sunset State Beaches is the arrow goby. These fish are usually associated with protected embayments and were not reported as having been collected from the mouth of the Pajaro before. Only two species collected or reported as collected from here were essentially freshwater species, the introduced brown bullhead and the native prickly sculpin. Both species can tolerate moderate salinities. Other common species that can be found here include threadfin shad, Pacific herring, steelhead, mosquitofish, topsmelt, threespine stickleback, striped bass, shiner perch, tidewater goby, longjaw mudsucker, yellowfin goby, staghorn sculpin, and starry flounder. The mud crab and the opossum shrimp were also collected here.

The state and federally listed endangered Santa Cruz long-toed salamander has been reported from McClusky Slough, less than one mile from Zmudowski State Beach. It may also occur in Zmudowski Slough which is adjacent to the state beach.

#### Marine Life

Located within Monterey Bay, the marine environment off Zmudowski State Beach is within the Central California Seascape Province, a region of characteristic geological and biological features extending south from San Francisco Bay to Point Conception.

The marine ecosystem consists of two principal environments, benthic and pelagic. The pelagic habitat is the open water from the surface to the sea floor. Benthic habitats are on the ocean floor and are defined on the basis of depth, substrate, and tidal influences. There are two significant benthic habitats at Zmudowski State Beach, intertidal and subtidal.

Intertidal benthic habitat is the sandy beach area between high and low tides. This zone is limited in biological productivity due to the daily exposure to the atmosphere and the constantly shifting sand. Nevertheless, some species, primarily burrowing animals, occur here. The most common burrowing animals are blood worms and the mole crab. Scavengers are also present, primarily beach hoppers. When the tide is in, several fish, including surf perch, diamond turbot, and round stingray, utilize this habitat. When the tide is out, the major vertebrates are foraging shorebirds such as willets and sanderlings.

Subtidal benthic habitat extends from the lowest tide line to a depth of 30 feet and is primarily composed of unconsolidated sand. The dominant species that dwells within the substrate is the polychaete tube worm. Species that dwell on the substrate include dungeness crab and short-spined sea star. Fish that commonly occur in this zone are sanddabs, California halibut, and starry flounder.

The pelagic community is composed of floating and swimming organisms. Floating organisms include the phytoplankton, zooplankton, crustaceans, jellyfish, and copepods. Fish in this zone include surf perch, rockfish, and night smelt. Marine mammals occurring occasionally in this zone include harbor seals and California sea lions. A number of inshore seabirds such as western grebe, surf scoter, Caspian tern, and gulls also utilize this habitat.

The State-listed (threatened) Guadalupe fur seal may occasionally forage near Zmudowski State Beach (a small male was found beached in Monterey Bay in 1977). The federally-listed (threatened) southern sea otter occurs in Monterey Bay and may occasionally be seen from the unit migrating between kelp beds, its preferred habitat. Many of the fish and birds that inhabit the marine environment off Zmudowski State Beach are of commercial, recreational, and ecological importance.

### Ecology

Many small ecosystems occur in the coastal and marine environments of Monterey Bay. These small terrestrial and aquatic are interrelated by physical and biological elements.

Streams, bluffs, and cliffs contribute sediments to marine ecosystems, which are then redistributed by littoral and ocean currents. As a result of the current pattern in Monterey Bay, the benthic marine environment at Zmudowski is sandy. Nutrients associated with these sediments are important to marine life in the nearshore zone. Upwelling of cold bottom waters, however, provides the greatest source of nutrients. These nutrients enhance the biological productivity in nearshore marine ecosystems. Because of the upwelling associated with the Monterey submarine canyon, Monterey Bay is situated in one of the richest marine basins in California.

With extensive agricultural encroachment upon adjacent areas, the ecosystems in the unit are important as a vestige of the natural condition, or as significant habitat for specific plants and animals. The California Natural Areas Coordination Council (CNACC) has identified the Pajaro River mouth as a natural area, primarily for its roosting value to various seabirds. The unit itself was also listed for the coastal strand vegetation that is supported there.

### Cultural Resources

#### Archeological Sites

A 1984 archeological survey of Zmudowski State Beach recorded one historic trash dump and one prehistoric/historic site located in the leeward side of the dunes. Both sites include household glass and ceramic fragments, probably

left by residents or itinerant workers on nearby farms beginning around the turn of the century. One site, MNT-1290H, includes six flakes of chert, a locally available rock commonly used by Native Americans to make stone tools such as projectile points. Both sites are highly disturbed and are overlain with recent trash. Neither site appears to have significant scientific, historic, or interpretive value.

### Standing Structures

There are no historic standing structures in Zmudowski State Beach.

### Ethnographic Background

The Indians who lived along the coast from San Francisco Bay to Monterey Bay are generally referred to as Costanoan, though the name Ohlone has become more popular in recent years among native descendents. The terms are an abstraction for a linguistic family of eight distinct languages. Three different languages were spoken on Monterey Bay: Awaswas from Aptos upcoast to Davenport, Mutsun in the Pajaro and lower Salinas River valleys, and Rumsen from about Marina downcoast to the Sur River.

Political organization was limited to a tribelet level consisting of one or more villages, served by a chief and council of elders. Each of the approximately 50 tribelets was like an autonomous nation. Tribelet territories were apparently well defined and defended, with warfare commonly mentioned in historical accounts. Marine resources provided items for trade to inland neighbors, primarily mussels, abalone shells, salt, and dried abalone. Pinon pine nuts and obsidian were obtained as imports.

Prayers, offerings, dreams, dances, and shamanism were important in Ohlone religious life. Musical instruments included whistles, flutes, rattles, and a musical bow. Several types of games and gambling were popular. Most houses were dome-shaped, using thatch to cover a pole framework, and large enough for 10 to 15 persons. Animal skins were used for robes (on cold days), blankets, and bedding, along with tule mats. Baskets were used for storing household items, and especially for collecting, processing, and storing food.

Acorns provided the bulk of the diet, supplemented by a variety of other nuts, seeds, berries, roots, and shoots. Animals were hunted, trapped, and fished, including most of the mammals and reptiles in the area, waterfowl and other birds, and insects. Extensive burning of brush and grasslands helped to improve the hunting and gathering potential of their lands while reducing the danger of wildfires. Beached whales, sea otters, and sea lions were roasted and eaten. Mussels and abalone were gathered, though this resource was probably never abundant along the sandy bay from Aptos to Monterey.

The seven missions in Ohlone territory had cataclysmic and devastating effects on the native population and traditional culture. The Indians living around Monterey Bay were drawn into missions at Santa Cruz, San Juan Bautista, and San Carlos.

## Historic Background

Gaspar de Portola's 1769 expedition, and the Rivera-Palou and Hezeta and Palou expeditions of 1774 and 1775, initiated Spanish occupation and missionization of the Monterey Bay area. This missionization activity proved disastrous for the Native Americans. Mexican secularization of the mission system in 1834 further dispersed the remaining Costanoan peoples. Simultaneously with orders for mission secularization came requests for Mexican land grants.

The land encompassing present-day Zmudowski State Beach lay unclaimed during the Mexican-Californian period, however. Following statehood, the land was surveyed as public domain and swamp and overflow lands. The 1867 U.S. Surveyor General's survey plat records no landmarks in the present-day state beach, but defines the swamp and overflow boundaries.

The following year, in November 1868, James Hart of Monterey County filed for and received a preemption patent for 155 acres of the public domain encompassing the southern section of the present-day unit. This parcel was subsequently acquired by the Martin Zmudowski family, post-statehood settlers in the Pajaro Valley.

Although farming occurred on the lands east of Zmudowski in the 19th and 20th centuries, present-day Zmudowski State Beach remained undeveloped until the State of California acquired the original 155-acre parcel, which included 9,124 feet of ocean frontage, from Mary Zmudowski in 1950.

Later additions to the unit included an 11-acre parcel from Chamberlain Land Company in 1962, a 54-acre parcel from Lypps, McColley, Ashcraft, and Sullivan in 1972, and a 20-acre use permit from the State Lands Commission. The State Lands Commission parcel is along the beach at the mouth of the Pajaro River.

### Esthetic Resources

Primary scenic resources at Zmudowski State Beach are the solitary sandy beach, the broad expanse of the bay, and the low rolling sand dunes. In spring, scattered wildflowers add splashes of color to the dunes.

The rutted, eroded access road, ruts and potholes in the parking area, and sand encroachment give the entrance to this unit a somewhat unkempt, unattractive appearance.

The primary auditory feature at Zmudowski is the generally prevailing sound of the ocean surf.

### Recreation Resources

The coastal area of Santa Cruz and Monterey counties is one of the major recreation destinations in California. This area was the destination for roughly one out of 20 recreation trips (4.6%) within the state by Californians in 1980. These trips brought 5,760,000 recreation visitors to the two counties, not including local residents and visitors from out of state. In addition to these "destination" visitors, this area is very popular with persons touring through or enroute to another destination.

Zmudowski State Beach reported a visitor attendance of more than 90,000 day users in 1984-85. Summer accounted for 42% of this use, fall for 11%, winter for 23%, and spring for 24%.

Nineteen major recreation activities currently occur at Zmudowski State Beach; of these, nine are strongly dependent on the ocean or ocean beach and six are dependent on other natural resources of the unit. Coastal sand dunes are of limited occurrence in California, and recreation activities that are primarily dependent on the dunes are of outstanding statewide significance. Activities at Zmudowski State Beach include photography, painting, bird watching, other nature study, and esthetic appreciation. Activities that are primarily dependent on sandy beaches, and which would not heavily impact the adjacent sand dunes because at this unit they are typically a low density use, include sunbathing, beachcombing, surf fishing, and equestrian use.

There is relatively little SCUBA and snorkel diving activity adjacent to this state beach because the uniform sandy substrate does not provide habitat for the diverse and colorful assemblages of marine plants and animals which attract recreational divers to other areas in the Monterey Bay region.

### Resource Policy Formulation

#### Classification

Zmudowski State Beach has been a unit of the State Park System since 1950. The unit was classified as a state beach by the State Park and Recreation Commission in November 1962. The Public Resources Code defines a state beach as a type of state recreation unit as follows:

5019.56. State Recreation Units. State recreation units consist of areas selected, developed, and operated to provide outdoor recreational opportunities. Such units shall be designated by the Commission by naming, in accordance with the provisions of Article 1 (commencing with Section 5001) and this article relating to classification.

In the planning of improvements to be undertaken within state recreation units, consideration shall be given to compatibility of design with the surrounding scenic and environmental characteristics.

State recreation units may be established in the terrestrial or underwater environments of the state and shall be further classified as one of the following types: . . .

(d) State beaches, consisting of areas with frontage on the ocean, or bays designed to provide swimming, boating, fishing, and other beach-oriented recreational activities. Coastal areas containing ecological, geological, scenic, or cultural resources of significant value shall be preserved within state wildernesses, state reserves, state parks, or natural or cultural preserves.

### Declaration of Purpose

The purpose of Zmudowski State Beach is to protect, perpetuate, and make available to the people, for their benefit and enjoyment forever, the scenic, natural, cultural, and recreational resources of the ocean beach and the adjacent coastal dunes.

The function of the California Department of Parks and Recreation at Zmudowski State Beach shall be to preserve and protect the coastal dunes and the related native vegetation and to make opportunities for ocean beach-oriented recreation available to the public.

### Zone of Primary Interest

The zone of primary interest is that area outside the unit where land use changes could adversely affect the resources of Zmudowski State Beach. This zone includes the adjacent agricultural lands where management practices, particularly the use of pesticides and fertilizers, affects the quality of air and groundwater within the State Beach. The department is also concerned about land use practices on the Pajaro River watershed and the water management of the river, since the river mouth is at the northern end of this unit.

In addition, the department is interested in all lands, no matter how far away, that through their use and development adversely affect the unit's resources and features. Air pollution is a regional problem that affects the unit's resources and may be created by changing land uses on distant lands. Another problem affecting the unit is the damming of rivers and the building of breakwaters and other structures along the coast, which disrupt littoral sand movement and may increase coastal erosion.

### Resource Management Policies

Resource management in the State Park System is governed by laws contained in the Public Resources Code and the California Administrative Code, and is further guided by directives approved by the department's director and by policies approved by the State Park and Recreation Commission. General policies related to the unit classification and the declaration of purpose have been addressed in previous sections.

Specific departmental Resource Management Directives amplify the legal codes and provide clearer management guidelines. Directives especially pertinent to existing or potential problems related to the management of resources within Zmudowski State Beach are:

- #15 State Recreation Units; protection of resources
- #18 State Beaches; avoid using sandy beaches for secondary uses
- #19 State Beaches; protection of resources
- #33 Exotic Plant Species
- #35 Wildlife Protection
- #46 Environmental Quality
- #58 Cultural Resource Protection
- #70 Archeological Sites

Directives #18 and #19 are particularly relevant to planning issues for the state beaches along Monterey Bay:

(18) Insofar as is possible in state beaches, the entire area of the sandy littorals will be available for recreation use and visual enjoyment. It is an objective of the department to avoid use of natural sandy beaches for parking or for other supportive or secondary uses.

(19) The scenic, natural, and cultural values of state beaches, including the ecological relationships of the littoral, tidal, and nearshore areas will be identified, evaluated, and protected so the total quality of the recreation experience may be perpetuated and enhanced.

Following several years of significant storm damage in many coastal State Park System units, the department adopted a policy for coastal erosion on October 24, 1984. The intent of the policy is to avoid construction of new permanent facilities in areas subject to coastal erosion, and to promote the use of expendable or movable facilities where the expected useful life is limited due to their location in erosion-prone areas. The policy reads as follows:

The Department of Parks and Recreation shall avoid construction of new structures and coastal facilities in areas subject to ocean wave erosion, seacliff retreat, and unstable cliffs, unless specific determinations have been made that the risk of loss of the facility is clearly offset by the investment and need for the facility. Measures shall be taken to minimize human-induced erosion by reducing: concentrated surface runoff from use areas, elevated groundwater levels from irrigation and urbanization, and surface disturbance of blufftop soils. In recognition of California's actively eroding coastline, new structures and facilities located in areas known to be subject to ocean wave erosion, seacliff retreat, or unstable bluffs shall be expendable or movable. Structural protection and re-protection of developments shall be allowed only when the cost of protection is commensurate with the value (physical and intrinsic) of the development to be protected, and when it can be shown that the protection will not negatively affect the beach or the near-shore environment.

In addition to the policies, laws, and directives that apply statewide, the following resource policies have been developed for Zmudowski State Beach:

#### Monitoring Erosion and Sand Loss

Beach erosion and seacliff retreat have been recognized as serious threats to public facilities and use of coastal units of the State Park System. Better baseline information on erosion rates is needed to plan for appropriate land use, resource management, and visitor safety.

Policy: A monitoring program shall be established at Zmudowski State Beach to document beach elevation and width. The monitoring program should include the comparison of recent and historical aerial photos, ground photos with explanations, and installation of permanent monuments, if necessary. The program should be coordinated with the U.S. Geological Survey (which has already begun a beach monitoring program), U.S. Army Corps of Engineers, California Department of Boating and Waterways, and the University of California at Santa Cruz.

### Sand Replenishment

The beach at Zmudowski State Beach has narrowed in recent years, as severe storms have removed some of the buffering sand wedge below the dunes, carrying the beach sand to deep water and possibly into the Monterey submarine canyon. The U.S. Army Corps of Engineers is embarking on a Monterey Bay erosion study, as is the California Department of Boating and Waterways, in cooperation with the Department of Parks and Recreation, U.C. Santa Cruz, and the U.S. Geological Survey. These studies are primarily data collection efforts; however, they will be oriented to developing solutions to perceived problems. One potentially beneficial solution to increased erosion and loss of land base and valuable structures would be to supplement the wave-buffering beach with appropriately-sized materials from offshore or inland sources.

Policy: DPR should coordinate with the various agencies studying storm damage and beach erosion problems of Monterey Bay to develop regional nonstructural solutions to the erosion problems. Beach replenishment should receive serious consideration as an ongoing, nondestructive solution to the problem, which will also result in a more substantial recreational land base.

### Shoreline Protective Devices

Some people may suggest that segments of Zmudowski State Beach be protected by riprap, revetments, seawalls, or other structures to protect public or private developments. Pressure to allow the proliferation of such devices can be expected, as the potential hazards increase and the beach erodes. Structural protection measures are not consistent with the general objectives for resource management within the State Park System. In certain circumstances, however, when the public facility is of greater necessity and importance than the natural and recreational resources that may be negatively affected, structural protective measures may be appropriate.

Policy: Structural protective measures shall be undertaken only if nonstructural measures (i.e., relocation of facility, setback, redesign, or beach replenishment) are not feasible. If a protective structure is constructed (i.e., riprap, rock revetment, seawall, etc.), the structure shall not:

- 1) Significantly reduce or restrict beach access;
- 2) Adversely affect shoreline processes and sand supply;
- 3) Significantly increase erosion on adjacent properties;
- 4) Cause harmful impacts on vegetation, wildlife, or fish habitats;
- 5) Be placed further than necessary from the development requiring protection; or
- 6) Create a significant visual intrusion.

## General Vegetation Management

It is the goal of the department to preserve and perpetuate representative examples of natural plant communities common to the unit and the region. The plant communities at Zmudowski State Beach have been influenced by intense recreational use and invasion by exotic species. The net results of such impacts and alterations include the loss of vegetation and sand, unnatural community structures, alteration of the extent and distribution of many native species, and the invasion of exotics which creates deleterious competition with native species.

Policy: The primary objective of vegetation management shall be to manage toward a natural condition with a minimum of disruption to natural processes. The secondary objective shall be to restore and perpetuate the native plant communities that prevailed in the area prior to Euroamerican influences.

## Coastal Dune Management

Dune systems are composed of unconsolidated sand that has been transported from the beach environment by strong onshore winds. The dunes are stabilized with vegetation. Human activities in the dunes can destroy the vegetation and thereby destabilize the dunes. Typically, once vegetation is removed, a dune blowout forms where steady sand movement makes natural revegetation of the area very difficult. If human use of the blowout area continues, natural revegetation is virtually impossible.

Coastal dunes provide important plant and animal habitats. Many species are endemic to this habitat type. The use of coastal areas for residential, agricultural, and industrial purposes has destroyed most of the native coastal dune habitat in California. Heavy recreational use has lowered the quality of the dune habitat in many areas. Along Monterey Bay, most of the remaining natural dune environment is within units of the State Park System. The continued existence of coastal dunes and the species dependent upon this habitat type is dependent upon the effective stewardship of the coastal dune resource by the department.

Policy: Human activities within the dunes shall be regulated to prevent destruction of the natural dune environment. Hiking, horseback riding, hang gliding, and other recreation uses shall be restricted to designated areas and routes. Destabilized areas within the dunes shall be revegetated. In order to maintain the genetic integrity and diversity of California native plants, revegetation efforts will utilize native plants from local populations.

## Rare and Endangered Plants

The Monterey Bay area is rich in rare, endangered, and endemic species. Of 18 rare plant species known to occur in the bay's coastal strand and scrub habitats, seven have been confirmed to occur in State Park System units. Castilleja latifolia (Monterey paintbrush) is known to occur within Zmudowski State Beach.

Protection of rare and endangered species habitat is an important objective in the management of the State Park System. Rare and endangered plants can be inadvertently destroyed by development of facilities, maintenance programs, visitor use, or other activities, especially when the exact population locations, habitat requirements, and tolerances are not known.

Policy: Rare and endangered plants found within Zmudowski State Beach boundaries shall be protected and managed for their perpetuation.

Systematic surveys for rare and endangered plants shall be made throughout the unit. If any rare or endangered species is found, all populations shall be mapped and management plans developed for their protection and perpetuation.

Prior to any site-specific development or heavy use activities, additional surveys for rare or endangered plants shall be made during the flowering season in the areas that will be impacted.

#### Landscaping

Exotic species can detract from the natural appearance of the unit, escape into the wild and displace native species, have less habitat value for native wildlife, be more prone to insect attack and disease, and require permanent irrigation and greater maintenance costs.

Policy: Landscaping in developed areas should consist of species indigenous to the unit. If exotic species are used, these shall be species that are incapable of naturalizing in the wild and would not require a permanent irrigation system.

#### Allowable Use Intensity

The California Public Resources Code, Section 5019.5, requires that a land carrying capacity survey be made prior to the preparation of any development plan for any park or recreation area. Section 5001.96 further requires that attendance be held within limits so established. Allowable use intensity is a refinement of the land carrying capacity concept and is prepared as part of the Resource Element of the General Plan in fulfillment of the above code sections.

Allowable use intensity is just one of several factors considered in developing the Land Use Element of the General Plan. Other factors that may also be considered in determining land use for any unit of the State Park System are classification and purpose, recreation needs, design considerations, and social carrying capacity or the desired quality of the recreation experience.

Allowable use intensity determinations establish the limits of development and use an area can sustain without an unacceptable degree of deterioration in the character and value of the scenic, natural, and cultural resources. Determinations are based on analysis and integration of resource management and protection objectives, resource constraints, and resource sensitivities information.

Resource management objectives are defined by the Public Resources Code and other law, unit classifications and declarations of purpose, and by specific declarations of resource management policy presented in this Resource Element.

Resource constraints are factors that would make visitor use or facility development unsafe, economically impractical, or undesirable. They are determined by evaluating such factors as erodibility and compaction potential of soils, geologic hazards, slope stability and relief, hydrologic conditions, potential for pollution of surface waters, and flooding.

Sensitivities are conditions, locations, or values of resources that warrant restricted use or development to protect resources. Sensitivities are evaluated by considering such factors as the ability of the ecosystem to withstand human impact (ecological sensitivity), not only in the short term but also over a more extended time span; the fragility and significance of archeological and historical resources; vegetation characteristics such as durability, fragility, and regeneration rates; and wildlife considerations such as tolerance to human activity, population levels, and stability. Sensitivities may also include scenic resources; rare, threatened, or endangered plants, animals, and habitats; unique or scientifically important botanic features; and other resources of regional or statewide significance.

Based on the preceding factors, allowable use intensities for lands within Zmudowski State Beach were determined and are shown on the Allowable Use Intensity Map. Four use intensity categories have been developed: very low, low, moderate, and high. The very low intensity zone includes the Pajaro River mouth which is important roosting and nesting habitat for a variety of bird species. The low intensity zone is the dune area. The moderate intensity zone is the sandy beach where the environment can withstand heavy visitor use but is subject to ocean wave attack. The high intensity zone is the level land inland from the dunes.

# LAND USE AND FACILITIES ELEMENT

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## ZMUDOWSKI STATE BEACH GENERAL PLAN

### LAND USE AND FACILITIES ELEMENT

#### Existing Land Use and Facilities

Zmudowski State Beach consists of vegetated dunes, sandy beach, and a natural area of the Pajaro River mouth at the northern border of Monterey County. Surrounding land uses include Sunset State Beach to the north, agriculture inland, dunes, and marsh land near Moss Landing State Beach to the south.

Access to this state beach is from Giberson Road off Highway 1. It traverses agricultural fields, making numerous 90° turns, winding its way to a single unpaved parking lot for 75 cars. Other facilities include portable toilets, boardwalk access to the beach, and trash containers. No operations or maintenance facilities are located at this unit. Visitor contact is made by ranger patrol from the sector office at Marina State Beach.

#### Proposed Natural Preserve

The mouth of the Pajaro River is an important wildlife area and is proposed for classification as a natural preserve to protect and enhance the natural values, including the snowy plover breeding habitat.

Recreational activities associated with this unit will be limited to the beach and along designated dune trails. Periodic closures during wildlife breeding seasons, or closure of specific dune areas to allow for revegetation, may be necessary to ensure that the environmentally sensitive habitats are protected.

#### Proposed Land Use and Facilities

Primarily, existing land uses within existing unit boundaries will be unchanged. The proposals and recommendations made in this plan are intended to guide future resource management programs and the preparation of specific development plans of new operations and visitor-serving facilities.

#### Beach and Trail Access

Beach and trail access will continue from the existing parking lot and boardwalk locations. Interpretive, equestrian, and hiking trails will be designated to the beach and through the dunes with appropriate signing and trail markers.

Dune revegetation programs shall be included as part of all trail development to ensure the proper level of dune management and resource protection. Trail designation will include closure of certain existing random routes through the backdunes and appropriate signing to inform users of the area's resource sensitivity. Actual trail routes will be determined through coordination between operations, natural resource staff, and equestrian group representatives.

## Parking

The existing parking lot should be redesigned to increase vehicle capacity to approximately 150 cars, improve access, and upgrade circulation at the unit entrance. Redesign of existing parking shall not impact adjacent wetlands and must include dune revegetation and resource protection measures.

Provisions for visitor contact, disabled access requirements, and an equestrian staging area will be considered in future site development plans for parking and entrance improvements.

No additional parking lots are proposed at Zmudowski State Beach within the boundaries of current state ownership. However, if additional lands become available near the main access location, they should be considered for potential visitor parking and equestrian use.

## Comfort Station

Permanent restroom facilities are proposed near the main parking lot to serve beach users in this immediate area. Resource sensitivity and future availability of water and sewer connections will be determining factors in facility design and method of disposal. However, with the present information, the most appropriate method is the use of holding tanks. New facilities shall be accessible to elderly and disabled persons.

## Interpretive Facilities

Interpretive signing will be installed near sensitive resource areas and along trails to explain the significance and fragility of these areas.

A free-standing exhibit shelter with interpretive panels will be located at the main parking area near the boardwalk access to the beach.

## Operations and Maintenance Facilities

The unit operations and maintenance functions are carried out from northern sector headquarters of the Monterey District at Marina State Beach. The current state ownership does not include lands having development potential for desirable administrative and maintenance facilities serving the north beaches. However, if additional lands become available near the unit entrance, they should be considered for potential development of unit and sector operations and maintenance facilities for the north county beaches. Overnight public use may also be possible at this location.

This plan proposes facilities within existing ownership that will provide for the necessary visitor contact, park surveillance, and emergency and patrol vehicle access.

## Contact Station

A kiosk or entrance station may be built at the entrance road to provide visitor contact and orientation, visitor safety, and possible fee collection (see Operations Element, page 48, for discussion).

### Employee Housing

The placement of one or more trailer pads at a location at the southern end of this unit is under consideration. In addition to providing employee housing, this facility could elevate the levels of unit surveillance and public safety. It could also provide a site for limited storage of equipment and materials. Currently there is no legal access to this area. This proposal will require negotiations for right-of-way access between the county road and state beach property, and investigation of available water and power connections and sewage disposal.

### Patrol Access

Emergency and patrol vehicle beach access routes shall be maintained for ranger and emergency personnel.



# INTERPRETIVE ELEMENT

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## ZMUDOWSKI STATE BEACH GENERAL PLAN

### INTERPRETIVE ELEMENT

#### Interpretive Period

The department will interpret the flow of history at Zmudowski State Beach, from geologic time to the present.

#### Interpretive Themes

Several themes are appropriate for interpretation at Zmudowski State Beach. These themes cover both the natural history of the beach as it exists today, and the formation of the beach over time. The themes are as follows:

- Pieces of sunshine
- Meeting of the waters
- Waves of change, streams of destruction
- Riches from the sea
- Building grain-by-grain
- Living with the shifting sand
- A bill for every purpose
- Coastal weather, coastal crops
- Staying safe at the beach
- Rebuilding the natural garden
- A journey for survival
- Steps of destruction

#### Expanded themes:

Pieces of sunshine: Spring in the foredune and coastal scrub communities of Zmudowski State Beach is very colorful. A variety of wildflowers bloom during that period of the year, attracting visitors interested in art, photography, and the enjoyment of beauty. Some of the plants that can be seen are: sea fig, sea rocket, beach morning glory, bush lupine, and mock heather. Monterey paintbrush, a rare plant listed by the California Native Plant Society, also occurs at Zmudowski State Beach.

Meeting of the waters: The northern boundary of Zmudowski State Beach is the Pajaro River. The meeting of fresh with sea water creates a unique environment, called an estuarine area. Organisms that cannot tolerate fresh water are unable to live there, as are those that must have strictly fresh water to survive. The result is a community of animals that can live with both fresh and salt water. The river and ocean boundary is also a popular feeding area for many shorebirds and is therefore subject to use restrictions.

Waves of change, streams of destruction: The Pajaro River has a great impact on the geologic makeup of Zmudowski State Beach. The sediments washed downstream by the river merge with sand brought by waves from up the coast to be transported southward by ocean waves and currents to build up the beach. The same currents and waves also erode the sand during storms and heavy surf, making the beach narrower and steeper. When the sand is transported as far south as Moss Landing, it ends up in the Monterey Submarine Canyon and leaves the sand transport cycle.

Riches from the sea: Zmudowski State Beach is a very popular fishing beach, particularly in the vicinity of the Pajaro River mouth. Early in the spring, steelhead are present, while fall is the time to catch striped bass. Shiner perch are available year-round. The kinds of fish caught and the method of surf fishing used are topics of interest to the visitors.

Building grain-by-grain: Sand dunes along Monterey Bay have formed over time by the combined forces of wind and waves. The sand deposited on the beaches by the waves is blown inland by the wind until it comes to rest against vegetation or other obstructions. The grains gradually build up to form dunes. Zmudowski's dunes are very easily eroded. Over time, they have suffered from erosion by the Pajaro River, ocean wave attack, and volunteer trails through the vegetation.

Living with the shifting sand: The seemingly barren sand dunes are home to several varieties of plants and animals. The adaptations these organisms have made to the constant wind and lack of moisture makes them unique. Indeed, some of them live nowhere else. An understanding of these organisms will help the visitor to better understand the dunes.

A bill for every purpose: The shorebirds that visit Zmudowski State Beach and the Pajaro River mouth come to feed, to rest, and to breed. A greater understanding of the kinds of food these birds eat can be gained by observing their bills and where they are feeding. Those with long bills probe deep into the sand for the small creatures who live there. Those with short bills peck through the windrows of kelp and along the edges of the waves for crustaceans and marine worms. The birds also follow their food as it moves up and downstream at the Pajaro River, and up and down the banks with the tides.

Coastal weather, coastal crops: The cool, often foggy, summers in Monterey County are ideal for growing many vegetables. Some that are grown in the area of Zmudowski State Beach are: lettuce, cabbage, radishes, zucchini, celery, and parsley. The Salinas Valley's position as a primary vegetable producer has earned it the nickname of "The Nation's Salad Bowl." The Monterey coast's position in this "Bowl" can be brought out through interpretation of the kinds of crops grown in the fields the visitor passes through enroute to Zmudowski State Beach.

Staying safe at the beach: Zmudowski State Beach is a popular recreation beach. Wind surfing, swimming, and other ocean-oriented sports occur here. But, the seemingly quiet waters of the ocean off Zmudowski State Beach hide rip currents and undertows that can turn an afternoon at the beach into a tragedy.

Rebuilding the natural garden: Over time, the constant use of the dunes by visitors for recreation has caused erosion, as well as blow outs of sand. Steps are now being taken to correct the damage. Seeds and seedlings of dune vegetation are being planted in barren areas, and foot traffic is restricted to specified areas. These measures, with public cooperation, will soon restore the dunes to their natural beauty.

A journey for survival: Frequently, during the months from December through February, visitors to the beaches around Monterey Bay can see California gray whales or blue whales passing by the shore on their journey south to Baja

California. This is a journey for survival. The coming of winter storms and icy water effectively deprives the whales of their food sources in the Bering Sea, Arctic Ocean, and Aleutian Island area. Another impetus to the whales' trip to warmer waters is the pending birth of their young. The young whales are born without the all-important layer of fat to insulate them against the cold water, and they need time in the warm southern waters to develop it. After reaching Baja California, the whales rest and eat until March, when they begin the 6,000 mile return to the northern seas. The return trip is usually farther off shore and the whales are a little less visible from the beaches.

Steps of destruction: The plant and animal life of the dunes exist in a precarious balance between life and death. The recreation potential of the beaches and dunes is recognized, and recreational use is allowed, within certain limits. One of the most important guidelines to be followed when enjoying the dunes at the state beaches, whether on foot or on horseback, is to stay on the existing trails. Each step off these trails can mean erosion of a sand bank, the death of a young plant, or the loss of a source of food and shelter for the animals that live in the dunes.

### Proposed Interpretation

#### Facilities

There are currently no interpretive facilities at Zmudowski State Beach. The lack of buildable land precludes any extensive interpretive structures. Consequently, minimal interpretive facilities such as free-standing exhibit shelters with panels are proposed. A program of seasonally rotating panels is strongly suggested. A possible location of exhibit shelters is the parking area, adjacent to the beach access trail.

Subject to classification of the natural preserve, interpretive signing should be installed to explain the preserve's significance and fragility.

#### Visitor Activities

Visitor involvement in interpretation at present consists of occasional personal contact with the Visitor Services staff. These contacts will, of course, continue. Casual contacts should be supplemented with guided walks on the beach and in the dunes on the themes outlined above.

#### Interpretive Associations and Collections

There are no interpretive associations at Zmudowski State Beach, nor any interpretive collections associated with the unit.

#### Interpretive Priorities

1. Construct exhibit shelter(s).
2. Develop a series of interpretive panels and a suitable seasonal rotation program for those panels.
3. Institute a series of guided interpretive walks on the themes listed in this element.

# CONCESSIONS ELEMENT

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## ZMUDOWSKI STATE BEACH GENERAL PLAN

### CONCESSIONS ELEMENT

This Concessions Element consists of an evaluation of existing concession activities, the potential for additional visitor services and revenues, and appropriate concession policies and guidelines consistent with the unit's classification and the provisions of all elements of this General Plan.

A concession is a general term for a grant of authority by the department to another party, permitting that party to make specific use of parklands and/or facilities for a specified period of time.

It is the department's policy to enter into concession contracts for provision of products, facilities programs, and management and visitor services that will provide for enhancement of visitor use and enjoyment, as well as visitor safety and convenience. Such concessions should not create added financial burden on the state and, wherever possible, shall either reduce costs or generate revenues that aid in maintaining and expanding the State Park System. In carrying out this policy, the department must adhere to the provisions of the Public Resources Code that forbid commercial exploitation of resources in units of the State Park System, which limits the kinds of improvements and activities that are allowed.

At this time, there are no concessions at Zmudowski State Beach due to the existence of adequate commercial development in adjacent communities and the lack of recreational activities that might generate a need for commercial facilities in the unit.

#### Potential Concession Activities

Zmudowski State Beach is close to necessary retail services. Proposed improvements at this state beach, which include parking, restrooms, and trails, may increase the demand on local retailers but will not require the provision of commercial services within the unit. However, special event activities compatible with the unit's environment can be approved by the appropriate unit manager.

Because of the above situation, and because of the lack of available sites for commercial facilities, no new concession facilities are being proposed in this General Plan. It is felt that this approach will encourage private efforts when and where they are needed, in a manner that is still advantageous to the public without adversely affecting park values.

# OPERATIONS ELEMENT

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## ZMUDOWSKI STATE BEACH GENERAL PLAN

### OPERATIONS ELEMENT

This element outlines broad goals for the unit operations in view of the other elements within the General Plan, and it also identifies existing or potential operational problems and strategies for solving them.

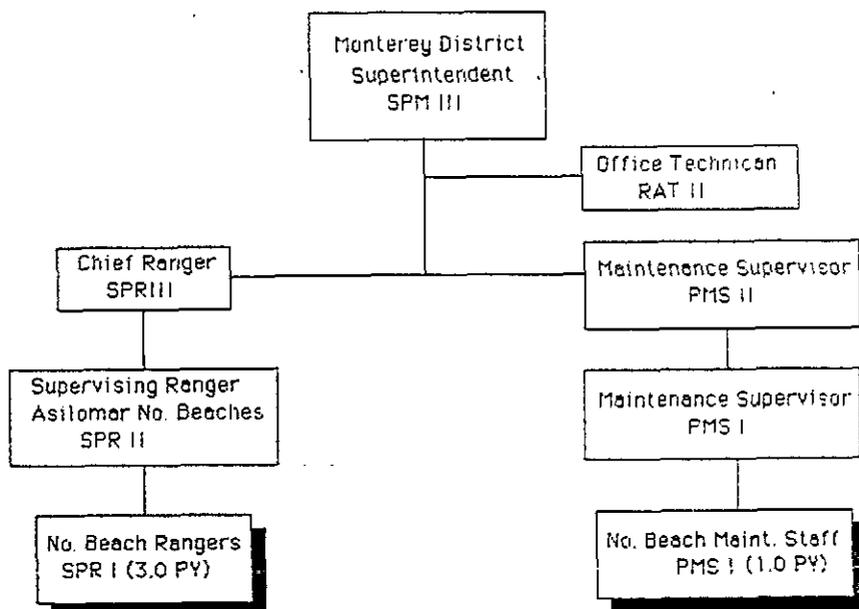
#### Existing Situation

Operations responsibilities are carried out under the on-site guidance of first line supervisors as directed by a district superintendent. The district reports to the regional director.

At the district level, operations are divided into three functions: administration, maintenance, and visitor services.

Zmudowski State Beach is the most northern unit of the district serving it. The maintenance and operations staff directly responsible for this unit are centered at Marina State Beach.

The organizational structure of the Monterey District staff associated with North Sector Beach units (Monterey State Beach, Marina State Beach, Salinas River State Beach, Moss Landing State Beach, Zmudowski State Beach) is as follows:



The specific areas of focus include law enforcement, visitor safety, maintenance, and resource management.

### Law Enforcement

This unit, the most isolated unit on Monterey Bay, has a no-fee access with no staff on regular duty assigned exclusively to this unit. The remoteness of this unit is an attraction in itself, and more frequent patrol is needed. There is a need for a closer base of operation so that the department can become more visible to the public. This would improve public contact, reduce criminal activity, and allow for quicker response to emergency situations. Installation of a gate a year ago improved the patrol problem as park staff closes the unit one-half hour after sunset and opens it at sunrise. Limited options available for gate locations allow parking immediately outside the gate as well as along the roadsides leading to the unit. Cooperative efforts by the county will be necessary to control night use during high-use seasons. Both sides of the road should be posted for control during closure. Also during periods of high use, the limited parking lot has forced people to park along the county road serving the unit. This has had an impact on owners of the adjacent private fields and caused additional patrol.

During the 4th of July holiday, there is a high impact on the natural resources of this unit, specifically from fireworks. It is next to impossible for the operations staff to keep the large number of people off the dunes and make them leave the beach after sunset. To improve this situation, the present solution has been to close the park all day so that limited staff resources can concentrate on other north sector units heavily impacted during the holiday period.

### Visitor Safety

Visitor safety problems at the unit are related to the following conditions:

1. The unit has no continual contact available.
2. The area has aquatic dangers which are left to the visitor's responsibility.
3. The Pajaro River mouth has dangerous periods due to outgoing currents and the changing shoreline shape.
4. The adjacent condominium development brings uninformed visitors to the shoreline and the river and into the proposed preserve areas any time of the day or night.

### Maintenance

The maintenance functions of this unit include the typical litter cleanup, garbage collection, and chemical toilet cleanout. The isolation of this unit gives rise to a substantially increased amount of vandalism, both to cars and park property, including signs and fencing. The boardwalks and fencing recently installed on the dunes for dune restoration are also becoming an expensive maintenance item.

It takes a concentrated effort by the operations staff to provide a level of maintenance at the unit that is acceptable to the public, the local community, and to the department itself. To assist in this, the district has obtained the services of county court referrals to aid in maintenance on weekends. The program was established by the county for persons convicted of drunk driving. The program requires department direct supervision of these workers and continued department coordination with the county. However, the program has substantially improved the visual quality of the entrance and parking area, as well as the beach and dunes. It has also demonstrated a department presence in the unit which acts as a silent monitor to discourage negative use. Court referrals cannot be depended upon to meet long-term operational needs.

Currently, all chemical toilets in these beach units are pumped by department staff with pumping equipment borrowed from other districts. The district is looking into the potential for contracting this service out.

The condominium development contiguous to this unit and Sunset State Beach also increases maintenance because residents have continual access, night and day, to the beach and natural areas.

#### Resource Management

The protection and stabilization of sand dunes is a sizable program. Initial restoration and stabilization takes approximately three to five years to bring an area to a point of natural equilibrium. However, following that, it requires an ongoing program to contain and revegetate blowouts, remove sand from paved areas, and replace boardwalks and other facilities. Continual monitoring with quick repair of the hot spots and lowering or removal of stabilization devices is part of an annual program. The Monterey District has no heavy equipment and must rely on equipment and operators from others to keep the paved areas open.

With the increased interest in horseback riding on the beach, local stables are renting horses and transporting them by trailer to the beach. As a result, a larger number of users are uninformed about the safe use of horses, as well as about impacts the horses have on the natural area, which has increased maintenance and operational activities and costs.

#### General Plan Implementation

The proposals of the General Plan set a direction for improved visitor services and resource protection through improved facilities, public contact, and resource policies. This will require a complement of appropriate operations programs to implement the goals of the plan. It will require an expansion of user contact and ongoing dune maintenance programs in a very dynamic environment.

As a result, the visitor's awareness of the department's presence will improve protection of the resources. General law enforcement, visitor contact, and the response to emergencies will also be improved by this presence.

The department recognizes equestrian beach use as a justified enjoyable recreation activity. It recognizes also that proper design, public information, and user cooperation are a key to protecting the natural

resources and minimizing maintenance. It is anticipated that cooperative programs within the equestrian community are essential to blending this use with the resources. The results of such an effort should be rewarding to both the department and user groups. Any cooperative programs will require a major involvement by the operations staff to generate and administer equestrian volunteer groups for such things as patrol and user education. It is anticipated that as this unit becomes more popular, these volunteer programs will become more essential to maintaining the desired level of multiple uses.

Implementation of a park-staff horse patrol program will greatly improve resource protection and visitor safety. This will require special identification and training of staff to work with the user groups as well as to patrol.

The department expects it can maintain a no-fee access to this unit, as requested by the county, for some time in the future. We anticipate, however, that the demand for beach access will continue to grow, and that fees to offset costs of increased services and resource protection may become necessary.

Future staffing and support budgets must consider the fact that these units need extensive sand removal, requiring a specialized type of equipment. At this time, the department district office does not have this equipment. Future operations plans will likely require quick access to such equipment because the public demand for access cannot tolerate lengthy closures.

Because of the remoteness of this beach, radio equipment would be a positive addition to maintenance crews serving the area.

#### Volunteer Program

Several ideas are possible for volunteer involvement:

- Volunteer equestrian patrol groups may be requested to provide an interpretive function as well as to monitor equestrian use. This activity would also overlap with information dissemination to any users on the beach. Radio equipment would enable this patrol to request emergency equipment and report violations.
- The Point Reyes Observatory carries on research programs at this unit, doing weekly surveys of the various bird activities that take place on the beach and dunes. This is a potential source of volunteer interpretation.
- The district has a school outreach program which goes to the schools to inform and to invite school groups to come to the park.
- In the future, there may be the desire to develop a cooperative association for additional interpretation and assistance for several units on Monterey Bay.
- Various surfing groups also expressed an interest in volunteer activities.

# ENVIRONMENTAL IMPACT ELEMENT

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## ZMUDOWSKI STATE BEACH GENERAL PLAN

### ENVIRONMENTAL IMPACT ELEMENT

#### Preface

The General Plan, with all its elements, constitutes an environmental impact report (EIR) as required by state law (Public Resources Code Sections 5002.2 and 21000 et seq.). The Environmental Impact Element will comprise "adequate" discussion in accordance with the seven topics usually discussed in an EIR.

When a point has been adequately discussed in another part of the General Plan, it is covered in this element by a reference to that discussion, to avoid redundancy.

#### Summary

Following are the major environmental effects that will result from implementation of this project, and major mitigation measures that will reduce or eliminate those environmental effects.

In general, the effects of the proposed project on the resources and for the public will be beneficial. The proposed Pajaro River Mouth Natural Preserve, dune vegetation and restoration, boardwalks and marked trails, increased patrols and interpretive projects, all will help to protect the natural resources and reverse the trend of the past. The Monterey paintbrush, a threatened plant species, will be better protected, as will the threatened southern sea otter and the snowy plover.

The main facility improvements will be to the parking lot. An entrance station and turn-around area will be added. A mobile home and administrative facilities may be added to better serve the visiting public. If additional land is acquired, additional parking can be made available.

#### Project Description

The Resource Element, the Land Use and Facilities Element, and to a lesser degree the other elements in this plan propose how the unit will be used, how resources will be protected, and what facilities will be constructed.

#### Description of the Environmental Setting

Refer to the Resource Element, in particular, for a description of the natural and cultural environment of this state beach. The Land Use and Facilities Element and, to a lesser degree, other elements also describe the existing natural environment and human influences on the environment. The following is additional information which does not appear in those elements.

#### Air Quality

Air quality along the Monterey Bay coast is good because of the influx of clean air off the Pacific Ocean. The Salinas II Monitoring Station records for 1985 indicate that gaseous and particulate pollutants were below state and national standards on all recorded days. Available records at other central coast monitoring stations substantiate these findings.

## Circulation

Road access to Zmudowski State Beach is by paved minor county roads -- Giberson Road and Struve Road -- from State Highway 1 (Cabrillo Highway). Struve Road connects to Highway 1. Giberson Road connects from Struve Road to the beach parking lot, which is approximately midpoint along the 1-3/4 miles of state beach, near a wetland area. The access roads combined are approximately 2-1/2 miles from Highway 1. Giberson Road is narrow, with several right-angle turns around fields of crops. Average daily traffic (ADT) count by Monterey County is 550 vehicles for Giberson Road and 700 on Struve Road north of Giberson, and 1,000 south of Giberson. These counts would be higher on weekends.

## Public Services

There are no utilities connected to this remote beach. Restrooms are portable, and are pumped out by maintenance personnel.

Fire and rescue protection is handled by department staff, and is also provided by the North County Fire District in Castroville and the Monterey County Sheriff's Department. The Castroville Station has fire engines, a rescue unit, and other equipment. Response time would be 10-20 minutes, depending on traffic, location, and other circumstances.

Typical problems to which the rescue unit and sheriff have responded are capsized boats, accidents, and visitor problems, such as fights and drunkenness.

Hospitals in the area are Watsonville Community Hospital in Watsonville, Natividad Medical Center and Salinas Valley Memorial Hospital in Salinas, Fort Ord Hospital for military personnel, and Community Hospital between Monterey and Carmel on the Monterey Peninsula.

## The Significant Environmental Effects of the Proposed Project

Most of the proposals as described in the Land Use and Facilities Element and the Resource Element will ameliorate existing adverse conditions at the state beach. Following are listed several possible significant effects to the environment that presently exist or may be caused by the project, with a discussion of each.

Soils and Geology: Proposed improvements of the existing parking lot and other construction of facilities and trails in the dune area could denude and disturb some sandy soil.

Sand dune destabilization could cause sand dunes to move into nearby wetland areas, roads, and fields of row crops. Sand dunes also contain many native plant and wildlife species. (See the Resource Element.)

Energy: Construction equipment used for the project will use energy. This is a short-term effect. Long-term energy use includes beach maintenance, emergency and patrol vehicles, and the use of cars by the public to reach their destinations.

Vegetation and Wildlife: Some native vegetation and wildlife may be inadvertently affected by proposed project construction and, intentionally or unintentionally, by the public. *Castilleja latifolia* (Monterey paintbrush), a rare plant listed by the California Native Plant Society, occurs in the foredune community at Zmudowski State Beach.

The state listed (threatened) Guadalupe fur seal and the federally listed (threatened) southern sea otter have been seen offshore. The beach is rich in wildlife, and the area near the Pajaro River mouth is a breeding area for the snowy plover. The snowy plover and the black legless lizard, which may occur in this unit, are both DFG species of special concern. There is a possibility that the public may disturb wildlife in this unit.

Esthetics: The existing appearance of the parking lot, comfort station, and trash receptacles is unattractive. The proposed project will improve esthetics, as well as other conditions. This will be discussed further under Mitigation Measures.

Traffic Circulation: Improved surveillance by state personnel, a refurbished parking lot, and other amenities may increase numbers of visitor to the unit, putting a strain on county roads. On the other hand, fewer people may use Zmudowski if a fee is collected for use of the unit and there is more surveillance by department staff. The end result may be about the same number of vehicles as presently.

During peak use periods, there may be times when the supply of parking spaces will be inadequate for the number of people wanting to use the state beach. This may cause people to park along the county road, leading to frustration and traffic congestion.

Recreation Safety: Certain hazards exist for the unwary recreationist. These include ocean or surf hazards such as riptides, tides, and unexpected high waves. Winter storms and rare tsunami conditions are especially dangerous.

#### Mitigation Measures

Soils and Geology: The Resource Element describes how revegetation will help stabilize the dunes. Areas that have been denuded by past use and project development will be replanted with native vegetation.

Trails for equestrians and recreationists will be signed and marked. Boardwalks will help protect the dunes and make it easier for the public to reach the beach.

Sand will be removed from parking lot and roadway and replaced in appropriate locations that will not impact dune revegetation.

Beach erosion is a regional and statewide problem. Our department will work with the Corps of Engineers and other agencies in finding long-range solutions (see Resource Element policies).

Energy: Use of construction machinery will be minimized in order to conserve energy.

Vegetation and Wildlife: Resource policies for plants and animals as presented in the Resource Element will be followed. Plant surveys will be made prior to development of trails and facilities. Based on these site specific surveys, facilities and trails will be sited so that all sensitive resources are avoided.

The plan proposes designating a 73-acre area near the Pajaro River mouth as a natural preserve. This an important breeding habitat for snowy plovers and a resting area for many birds.

The boardwalks and marked trail through the dunes will help protect dune vegetation and wildlife, as well as preventing sand erosion. Interpretive displays will also educate the public and make them more aware of the biota of this state beach.

Esthetics: The proposed project will improve the esthetics. The new entrance and parking area will improve the appearance of the unit. Additional personnel will help control vandalism and litter. The end result will be a more attractive, safer, and cleaner area for visitors to this State Park System unit.

Traffic: The proposed paved parking, new entrance and turn-around area will benefit the state beach. The county will need to be consulted on how to handle vehicles during periods when the beach parking lot reaches capacity. The policy of closing this state beach on July 4 will probably continue until deemed otherwise (see Operations Element).

Beach Safety: Unit personnel, with backup help from the county, will help visitors who are in difficulty because of injuries, etc. Signs warning visitors about surf conditions and no lifeguard on duty will be prominently displayed.

Interpretive displays and unit personnel will assist with information to the public (see Interpretive Element).

#### Any Significant Environmental Effects Which Cannot Be Avoided if the Proposal Is Implemented

Most environmental problems can be effectively mitigated, as described in this plan. One that cannot be mitigated is the limited parking which may result in traffic problems on peak use days. These occasions would be infrequent, and this is not a significant effect.

If additional property is acquired, it could be used for parking, which would ease the existing problem considerably.

#### Alternatives to the Proposed Project

The preferred alternative is described in this plan. None of the alternatives considered differ significantly from the proposed plan.

The No Project alternative was also assessed. All of the existing problems described in the Resource Element would probably be exacerbated by this alternative.

The Relationship Between Local Short-Term Uses of the Environment  
and the Maintenance and Enhancement of Long-Term Productivity

The proposed short-term uses of the area will be similar to the present uses. The proposed project should be a long-term solution to the needs of the public for parking, equestrian trails, beach trail access, improved maintenance, and visitor protection. In addition, the natural resources will be better protected.

Any Significant Irreversible Environmental Changes Which Would Be  
Involved if the Proposed Project Should Be Implemented

There would be commitment of nonrenewable resources, such as oil, gasoline, and gravel, to construct roads, parking areas, and other facilities.

The Growth-Inducing Impacts of the Proposed Action

This project will not increase human population in the area. The number of parking spaces being proposed in the existing area is about the same as the number of cars that now park in the parking lot along the entrance road on a weekend day. If adjacent land is acquired and parking is constructed, then additional cars and visitors can use the beach.

Comments and Responses  
General Plan and Draft Environmental Impact Report  
Monterey Bay State Beaches in Monterey County  
SCH #86011401

Review copies were provided to the following on or subsequent to May 19, 1987.  
The review period ended July 3, 1987.

State Clearinghouse (10 copies)  
Association of Monterey Bay Area Governments  
The Honorable Henry J. Mello, Member of the Senate  
The Honorable Sam Farr, Member of the Assembly  
The Honorable Leon E. Panetta, House of Representatives  
Honorable Karin Strasser Kauffman, Chairman, Monterey Co.  
Board of Supervisors  
California Coastal Conservancy, Peter Grenell  
California Highway Patrol, J. R. Munson  
California Coastal Commission, Edward Brown  
Monterey Regional Park District, Board of Directors,  
Monterey County Planning Director, Salinas  
Monterey North County Fire District, Mark Perira, Castroville  
Monterey County Sheriff, Salinas  
Monterey County Park and Recreation Director, Richard Brandan, Salinas  
Monterey, Fred Cohn, City Manager  
Monterey, Manager, City Planning  
Seaside, City Manager  
Seaside, Ernest Franco, City Planning and Inspection  
Marina, City Manager  
Marina, Recreation and Park Commission  
Marina, Planning Director  
Marina, City Water District, Manager  
Moss Landing Harbor District, Manager  
Moss Landing Marine Lab, Gary Greene  
Sand City, Planning Department, Peter Chamberlain  
Pacific Grove, Natural History Museum, Vern Yadon  
Santa Cruz, Bill Ferral, Resource Planning and Management  
U. S. Army Corps of Engineers, Los Angeles  
U. S. Army Corps of Engineers, San Francisco, Tom Kendall  
U. S. Army, Fort Ord, Environmental Office Director  
U. S. Naval Postgraduate School, Monterey, Debora Waxer  
U. S. Coast Guard, Monterey, Nick Casara CWO 4  
U. S. Fish and Wildlife Service, Endangered Species, Sacramento  
Sierra Club State Park System Task Force, Robert Mark, Palo Alto  
Sierra Club State Park System Task Force, Murray Rosenthal, Los Angeles  
Sierra Club Local Task Force, Carl Larson, Monterey  
Point Reyes Bird Observatory, Gary Page, Stinson Beach  
California Native Plant Society, Bruce Cowan, Pacific Grove  
Pacific Gas and Electric Co., Wayne Yamagina, Salinas  
Marina Chamber of Commerce  
Elkhorn Slough (NES), Mark Silberstein, Watsonville  
Kitty Hawk Sports, James Johns, Marina

Monterey Dunes Colony, Castroville  
 Sea Mist Farms, Castroville  
 California Land Management, Palo Alto  
 Lone Star Industries, Pleasonton  
 Monterey County Horseman's Association, Castroville  
 Northern California Morgan Horse Assn., Karin Foy, Livermore  
 California State Horse Assn, et al., M. A. Miller-Dowdy, Watsonville  
 North County Trails Committee, Watsonville  
 Mary Ann Mathews, Carmel Valley  
 Tom Gillott, Salinas  
 Santa Cruz Horse Association, Susan Herzberg, Santa Cruz  
 David Shonman, Pacific Grove  
 Lee Holthausen, Watsonville  
 Watsonville Saddlites, Anna Clary, Watsonville  
 San Martin Horseman's Association, Sheri & Dave Elliot, San Martin  
 California Dressage Society, Jane Escola, Gilroy  
 Henry Coe-Pine Ridge Association, Sally Ryser, Morgan Hill  
 Summit Riders Horsemen's Association, Anne Plucy, Los Gatos  
 Mission Trails Appaloosa Association, Morgan Hill  
 Northern California Morgan Horse Association, Margie Barrett, San Martin  
 Equestrian Trails, Inc., Cathy Conway, Castroville  
 Horse Heaven, Patricia Sanaran, Aptos  
 Larkin Valley Horsemen's Association, Watsonville  
 Natividad 4-H Horse, Bill Moe, Salinas  
 Sugar Loaf Farm, J. C. Frommhagen, Soquel  
 American Vaulting Assoc., Soquel  
 Santa Cruz County Pony Club, Watsonville  
 Cienega Valley Horseman's Assoc., San Juan Bautista  
 Equestrian Trails, Inc., Vic Farr, Carmel Valley  
 Fort Ord Riding Group, Fort Ord  
 American Morgan Horse Association, D. Dawson, Gilroy  
 Heritage Trails Association, Soquel  
 Peruvian Paso Association, Aromas  
 Año Nuevo Volunteer Horse Patrol, Watsonville  
 Westwind Equestrian Center, Freedom  
 4-H Horse Leader, G. R. Beauchaine, Salinas  
 Carmel Valley Trails Association, Carmel Valley  
 R. Cali & Bro. Feed, Santa Cruz  
 El Rancho Escondido Arena, C. "Sam" Samples, Salinas  
 Dianne Harrington, San Jose  
 Northern California Junior Rodeo Association, Terry Andrade, Hayward  
 Santa Clara County Horsemen's Association, San Jose  
 Full House Farm Newsletter, Los Altos

A notice announcing location of copies of documents for public review was published in the following newspapers:

Monterey Peninsula Herald  
Salinas Californian

Documents were available at the following locations for public review:

Dept. of Parks and Recreation  
Central Coast Region Headquarters  
2211 Garden Road  
Monterey, CA 93940

Harrison Memorial Library  
Ocean Avenue and Lincoln Street  
Carmel, CA 93922

Marina Branch Library  
371 Carmel Avenue  
Marina, CA 93933

Seaside Branch Library  
550 Harcourt Avenue  
Seaside, CA 93955

Pacific Grove Library  
Central and Fountain Avenues  
Pacific Grove, CA 93950

Monterey City Library  
625 Pacific Street  
Monterey, CA 93940

Monterey County Library  
Castroville Branch  
11266 Merritt  
Castroville, CA 95012

Main Library, Salinas  
John Steinbeck Library  
110 West San Luis Street  
Salinas, CA 93901

Comments were received from the following local, State and Federal agencies and private organizations. No private individuals commented.

Federal Agencies

U. S. Army Corps of Engineers  
U. S. Department of Interior, Fish and Wildlife Service

State Agencies

California Coastal Commission  
California Department of Transportation, District 5  
Regional Water Quality Control Board, Central Coast Region

Local Agencies

Monterey County Planning Department  
City of Monterey, City Manager  
City of Marina, City Manager

Private Organizations

Point Reyes Bird Observatory

Comments and Responses to Comments

Following are the comments received. Each comment has been given a number and the response to that comment has the same number.



**DEPARTMENT OF THE ARMY**  
**SAN FRANCISCO DISTRICT, CORPS OF ENGINEERS**  
**211 MAIN STREET**  
**SAN FRANCISCO, CALIFORNIA 94105 - 1905**  
June 15, 1987

Environmental Branch

To: Mr. James M. Doyle  
Environmental Review Section  
Department of Parks and Recreation  
P.O. Box 942896  
Sacramento, California 94296-0001

Subject: General Plan and DEIR Monterey State Beaches in Monterey County

Your request for comments from this office was received on 21 May 1987 by your letter dated 19 May 1987.

The proposed construction project may require Department of the Army Authorization under Section 10 of the River and Harbor Act of 1899 and/or under Section 404 of the Clean Water Act. A copy of our pamphlet "U.S. Army Corps of Engineers Permit Program, A Guide for Applicants" is enclosed. For additional information please contact our Regulatory Functions Branch at 415-974-0418.

Any impacts on wetlands, threatened or endangered species, other valuable fish and wildlife resources, or on cultural resources are among the important environmental considerations for all Corps permit applicants. Other areas of environmental concern specific to this project are: We encourage the proposed coordination with the Corps on erosion monitoring.

Questions concerning our AB 884 review can be referred to the undersigned at 415-974-0443. Thank you for including us in your review process.

Roderick A. Chisholm, II  
Environmental Branch  
Planning/Engineering Division

Enclosure



# United States Department of the Interior

## FISH AND WILDLIFE SERVICE

SACRAMENTO ENDANGERED SPECIES OFFICE  
2800 Cottage Way, Room E-1823  
Sacramento, California 95825-1846

JUN 19 1987

In Reply Refer To:  
JAB/l-1-87-TA-471

Mr. James M. Doyle  
Environmental Review Section  
California Department of Parks  
and Recreation  
P.O. Box 942896  
Sacramento, California 942296-0001

Subject: Preliminary General Plans for Five State Beaches along  
the Shore of Monterey Bay, Monterey County, California

Dear Mr. Doyle:

In response to your letter of May 19, 1987, we are providing comments on the preliminary general plans for five State Beaches found along the southeastern shore of Monterey Bay in Monterey County. The beaches from north to south are Zmudowski, Moss Landing, Salinas River, Marina, and Monterey.

We generally concur with the resource management policies contained in these plans, especially those relating to the restoration of native flora and the removal or suppression of exotic plants. Moreover, we agree that thorough and systematic surveys for the "rare and endangered" flora should be completed prior to any activities potentially affecting candidate plants. We urge you to incorporate into these plans similar policies for the protection of rare and endangered animal species. If your Department has comparable policies for conserving rare and endangered fauna, they are not stated in the preliminary general plans.

2 -

Two rare or endangered animal species that occur within State Beaches along the Monterey Bay shoreline are the Smith's blue butterfly and black legless lizard. The Smith's blue butterfly, a federally-listed endangered species, occurs at Marina and Salinas River State Beaches and may occur at Monterey State Beach. The black legless lizard (Anniella pulchra nigra), a Category 2 candidate species, is known to occur at Marina and Monterey State Beaches. The preliminary general plans address

many of the issues related to protecting the Smith's blue butterfly and its habitat. However, they do not adequately consider the needs of the black legless lizard, or accurately describe its distribution within State Beaches along the Monterey Bay shoreline.

2  
cont.

The black legless lizard has a limited historic range that has been subject to habitat fragmentation and loss from a variety of developments and introduction of exotic "weedy" vegetation such as iceplant. Legless lizards with intermediate characteristics between the black legless lizard and more common silvery legless lizard (A. p. pulchra) have been recorded from Salinas River and Zmudowski State Beaches. Although the black legless lizard does not enjoy the legal protection afforded by the Endangered Species Act of 1973, as amended, we recommend that your agency develop and implement policies that perpetuate this fossorial species and its associated habitat. A copy of a U.S. Fish and Wildlife Service inventory report, providing specific locality records for the State Beaches along the Monterey Bay shoreline, is enclosed to assist your environmental planning process.

3

Some of the proposed land uses and facilities discussed in the five plans seem to conflict with the resource management policies mentioned above. For example, visitor use likely will increase at all five beaches as a result of the proposed addition, expansion, or redesign of parking lots to accommodate additional cars and visitors. Other new facilities (i.e., comfort stations, picnic areas) also encourage additional visitor use. Aside from the apparent conflict generally with resource management policies, the intensive use of these five State beaches likely will increase the "people problems" in the dunes, as evidenced by the need to close trails at Moss Landing and Zmudowski, and restrict foot travel to designated routes.

4

Another similar contradiction in the preliminary general plan for Marina State Beach is the designation of a hang glider use area within the proposed "natural preserve". Although we support preserve designation to provide needed protection for the candidate plants [Menzie's wallflower (Erysimum menziesii) and slender-flowered gilia (Gilia tenuiflora subsp. arenaria)] and federally-listed endangered Smith's blue butterfly (Euphilotes enoptes smithi), the proposed "natural preserve" evidently will permit rather intensive use of the northern dune area at Marina State Beach. Heavy recreational use within this area may result in the "incidental take" of the butterfly. If such "take" is likely, a permit to "take" the butterfly must be obtained pursuant to Section 10(a) of the Endangered Species Act. Development of a conservation plan, a necessary component of a Section 10(a) permit application process, must detail the impacts of the proposed taking on the butterfly. Moreover, the

5

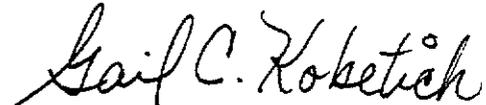
conservation plan should specify the mitigation measures the permit applicant (e.g., Department of Parks and Recreation, City of Marina) will undertake and funding mechanisms made available to implement such mitigation, and alternatives to the proposed project that were considered and the reasons why these alternatives were not implemented by the Department of Parks and Recreation.

5  
cont.

Currently, the Marina Coastal Zone Planning Task Force (Task Force) of the City of Marina is developing a conservation plan to ultimately accompany a Section 10(a) permit application. The permit, if granted, would allow for the "incidental take" of Smith's blue butterfly within identified portions of the Marina Dunes largely to the north of Marina State Beach. Although the Marina State Beach is represented on the Task Force, "incidental take" relating to ongoing or proposed activities at the State beach has not been considered as part of this conservation plan and permit application. Perhaps, the Department of Parks and Recreation would like to include activities on their lands potentially affecting "take" by expanding the scope of this process to ensure compliance with the Endangered Species Act.

Similar conflicts may occur at Salinas River State Beach if development activities or intensive human uses are allowed in areas where the Smith's blue butterfly occurs. Questions relating to these comments should be addressed to either Jim Bartel or Ed Lorentzen at 916/978-4866. Thank you for the opportunity to comment on these plans.

Sincerely,



Gail C. Kobetich  
Field Supervisor

Enclosure

cc: David Shonman, City of Marina, Marina Coastal Zone Planning  
Task Force, 211 Hillcrest Avenue, Marina, CA 93933  
Chief, Endangered Species, Portland, OR (AFWE-SE)  
Field Supervisor, Ecological Services, Sacramento, CA (ES-S)

## OFFICE OF PLANNING AND RESEARCH

100 TENTH STREET  
SACRAMENTO, CA 95814

July 3, 1987

James M. Doyle  
CA Department of Parks & Recreation  
P.O. Box 942896  
Sacramento, CA 94296-0001Subject: General Plans for Monterey Bay State Beaches  
SCH# 86011401

Dear Mr. Doyle:

The State Clearinghouse submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is closed and the comments of the individual agency(ies) is(are) enclosed. Also, on the enclosed Notice of Completion, the Clearinghouse has checked which agencies have commented. Please review the Notice of Completion to ensure that your comment package is complete. If the package is not in order, please notify the State Clearinghouse immediately. Your eight-digit State Clearinghouse number should be used so that we may reply promptly.

Please note that recent legislation requires that a responsible agency or other public agency shall only make substantive comments on a project which are within the area of the agency's expertise or which relate to activities which that agency must carry out or approve. (AB 2583, Ch. 1514, Stats. 1984.)

These comments are forwarded for your use in preparing your final EIR. If you need more information or clarification, we suggest you contact the commenting agency at your earliest convenience.

Please contact Norma Wood at 916/445-0613 if you have any questions regarding the environmental review process.

Sincerely,

A handwritten signature in dark ink, appearing to read "David C. Nunenkamp".

David C. Nunenkamp  
Chief  
Office of Permit Assistance

cc: Resources Agency

Enclosures

RECEIVED

JUL 6 1987

67

RFD

7-4153

## CALIFORNIA COASTAL COMMISSION

CENTRAL COAST DISTRICT  
701 OCEAN STREET, ROOM 310  
SANTA CRUZ, CA 95060  
(408) 426-7390



June 23, 1987

James Doyle  
California Department  
of Parks and Recreation  
P.O. Box 942896  
Sacramento, CA 94296-0001

Subject: Marina State Beach Preliminary General Plan and  
Monterey State Beach Preliminary General Plan; State  
Clearinghouse Notice of Completion 86011401

Dear Mr. Doyle:

We have reviewed referenced plans and have the following comments:

Marina State Beach

We support the State Park proposal to designate the major part of the dune area at Marina State Beach as a Natural Preserve to protect and perpetuate the resource values of the park. Since federally and state listed endangered species have been located in the dunes and since the dunes ecosystem itself is a fragile and easily disrupted habitat, Coastal Act policy 30240 would apply to the area. This policy protects environmentally sensitive habitat against disruption and allows only uses dependent on resources within the area, and in areas adjacent to sensitive habitat areas, development is to be sited and designed to prevent degradation and to be compatible with the continuance of such habitat areas.

There appear to be some discrepancies between the area identified as a proposed Natural Preserve and the kinds of uses considered appropriate (Allowable Use Intensity Map) and the the Land Use Map designations. The following points should be considered in your planning:

6 - (1) In addition to the hang glide area shown at the main parking lot, the Land Use Map shows an indentation into the area of the Natural Preserve and indicates the area to be used for hang gliding. This would appear to conflict with the Category II "Low" use intensity of the Allowable Use Intensity Map which indicates that hiking and picnicking in designated areas are the only appropriate uses in this category. If your agency determines that this area is not category II, it should justify the change in

6 - cont. designation and should provide for minimizing disruption of the dune, e.g., providing boardwalks and platforms for the recreationalists to reduce destruction of the plant life that anchors the dune. There is insufficient discussion in the text as to the development of the hang glide facilities to fully understand what is being proposed.

7 - (2) Regarding the hiking and picnicking designations the areas indicated for picnicking on the Land Use Map are appropriately located. However, in the area adjacent to Lake Court previous field surveys had indicated a significant back dune habitat. There may be sections of this area that should be preserved.

8 - (3) Regarding hiking trails in the preserve, the use of boardwalks is recommended. Boardwalks are shown at either end of the reserve but it appears that trails will then continue into the dunes. The existing boardwalk greatly facilitates access and discourages random walking over the dunes. We suggest additional boardwalks and that unguided walks be restricted to boardwalks to protect the restoration and preservation program being undertaken by your department.

9 - (4) We also suggest that in addition to the excellent policies provided on shoreline erosion and protective structures that the General Plan's Bluff Setback Policy correlate development setback with erosion rate and life span of project, that is, identify a target erosion time span (e.g. 100 year erosion setback) that must be met for new permanent development.

Monterey State Beach - Sand Dunes Drive area

10 - (1) No allowable use intensity map was included as the text indicated (p.20). The two allowable uses proposed, (a) high use - highly disturbed sand dunes and (b) moderate use - sandy beach, do not appear appropriate to the higher dune area coterminous with the adjacent Ponderosa property. The federally endangered Smith's blue butterfly has been surveyed in this area. Though the Land Use Map proposes restoration of this area, it is not clear that there is a long term commitment to manage this area for habitat protection.

11 - (2) En route camping would provide for a critical public need consistent with the Coastal Act if appropriate protection of dune habitat is provided.

12 - (3) To the degree feasible under General Plan procedural regulations we would recommend clarification of the status of the Seaside and Sand City parcels and additional information on future plans for these and other properties for potential inclusion in the Monterey State Park units.

James Doyle  
June 23, 1987  
Page 3

With consideration of the above comments these State Park General Plans provide excellent public recreational opportunities while protecting the natural resources that make the areas desirable for recreational use. If you have any questions or if we can be of assistance, please call.

Sincerely,

  
Joy Chase  
Coastal Planner

cc: Mary Gunter  
Norma Wood, OPR Clearinghouse  
1913A

## DEPARTMENT OF TRANSPORTATION

P.O. BOX 8114

SAN LUIS OBISPO, CA 93403-8114

Telephone: (805) 549-3111

TDD (805) 549-3259



Date: June 29, 1987

Mr. James M. Doyle  
Calif. Dept. of Parks and Recreation  
P.O. Box 942896  
Sacramento, CA 942896-0001

File: MON-001-var.  
G.P. for Mon. Bay  
State Beaches  
SCH#: 86011401

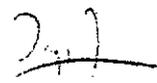
Subject: Intergovernmental Review

Dear Mr. Doyle:

Caltrans District 5 staff has reviewed the above-referenced document. The following comments were generated as a result of the review:

13 [ Caltrans has no particular concerns other than the fact that expanded and improved parking at the various state beaches will cause incremental increases in traffic turning moves on Route 1. As you are no doubt aware, Route 1 already operates at a very low level of service (F). Additional traffic just exacerbates the existing problems.

If you have any questions, please contact me at (805) 549-3139.

  
A. C. Carlton  
District 5  
Intergovernmental Review Coordinator

cc: Terry Roberts, State Clearinghouse  
JMA, VLN, CSW

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JUL 1 1987

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# Memorandum

To : State Clearinghouse  
1400 Tenth Street, Room 121  
Sacramento, CA 95814

Date: June 11, 1987

From : William R. Leonard, Executive Officer  
California Regional Water Quality Control Board  
Central Coast Region—1122 Laurel Lane  
San Luis Obispo, California 93401

Subject: MONTEREY STATE BEACHES - PRELIMINARY GENERAL PLAN REVIEW

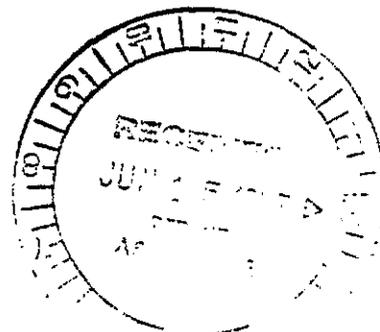
(4) - We reviewed preliminary general plans for California State Beaches located in Monterey County (Zmindowski, Moss Landing, Salinas River, Marina, and Monterey). At each facility we note there is discussion of restroom facilities "proposed", but no discussion of where the wastewater goes. Restroom facilities should be sewered wherever sewers are available. If restrooms are constructed using on-site septic tank-leachfield systems, they should be built in accordance with specifications in the Board's Resolution No. 83-12 and applicable county criteria.

Very truly yours,

*William R. Leonard*  
WILLIAM R. LEONARD  
Executive Officer

JFC/se

stclearhs.1tr2





# MONTEREY COUNTY

## PLANNING DEPARTMENT

(408) 422-9018 - P.O. BOX 1208 - SALINAS, CALIFORNIA 93902

ROBERT SLIMMON, JR.  
DIRECTOR OF PLANNING

July 1, 1987

Mr. James M. Doyle, Supervisor  
Environmental Review Section  
Department of Parks and Recreation  
P.O. Box 942896  
Sacramento, CA 94296-001

Dear Mr. Doyle:

The Department has reviewed the preliminary General Plans for the following State Beaches located in the unincorporated areas of northern Monterey County: Zmudowski, Moss Landing and Salinas River. These documents were analysed with respect to the proposed land uses and facilities planned for each park unit and the certified North County Land Use Plan (LUP) of Monterey County's Local Coastal Program. The LUP is the controlling land use document upon which all State Park General Plans and proposed projects will be evaluated for consistency. Some of the detail comments which follow later address consistency issues. Resolvment of issues will be facilitated through County and State Coastal Commission consideration of the General Plan Program as an amendment to the certified LUP.

The LUP contains a Public Access Component and provides policy for the protection of access opportunities, management plans and programs, priorities for improvements and management for access and recreational facilities, trails, public safety, habitat and resource protection, visual, land use compatibility, parking and facilities and signs and maps. The LUP identifies the Department of Parks and Recreation as the responsible agency for the development of access and recreational facilities for these three State Park units.

In general, we find the preliminary General Plans consistent with the Public Access Component contained in the LUP. However, we note an absence of reference to this controlling land use document and policies (with the exception of its citation as a selected reference) in any of the three plans. The coastal planning effort in Monterey County has, and continues to be a mutual effort among property owners, special interest groups and local, state and federal agencies. The Department of Parks and

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15 - Recreation contributed substantial background information to support various aspects of the LUP during its preparation and provided valuable input to assure your management concerns and objectives were included. Planning Department staff have met several times with your staff and have attended public hearings in this State Beach General Plan Program. We are therefore concerned that the preliminary General Plans contain no planning history or identification of the planning process in which this present Program evolved. We would recommend an addition section on the local planning effort and development of the LUP consistent with the Coastal Act of 1976; the Coastal Commission planning effort; as well as State Parks and Recreation General Plan Program and how that Program is part of the comprehensive coastal planning process. At present, the documents stand alone and are not reflective of the rich planning process which has occurred. The General Plan Program needs to be placed into the context of the entire coastal planning process. The following are specific comments to each of the three park units previously identified:

Zmudowski

16 - 1. p.2 Key Recommendations

- o Permanent restrooms requiring public sewer and water are not feasible due to lack of public services to the site. Expansion of such public utilities to this site is also not feasible. Permanent restrooms will require on-site water and septic systems.

- 17 - 2. o Equestrian use is not presently provided for in the LUP.

- 18 - 3. o Dune management plans will require County and State Coastal Commission review and approval.

- 19 - 4. o Signing should also include hazardous or restricted use warnings; if appropriate.

- 20 - 5. o Operation and maintenance facilities and overnight camping will require County and State Coastal Commission approval.

21 - 6. p.5 Unit Description, 2nd paragraph

- o This unit is bordered on the north by the Pajaro River, the east by agricultural fields...

- 22 - 7. p.12 Historic Background, 5th paragraph, 3rd line
  - o "...in 1972, and a 20-acre use permit from the State Lands Commission." Please clarify, explain and/or correct.
- 23 - 8. p.14 Resources Management Policies
  - o Resource Management in the State Park System in the Coastal Zone is governed by laws contained in the Public Resources Code and the California Administrative Code. Additional state agencies, such as the Coastal Commission, State Land Commission, State Coastal Conservancy, Department of Fish and Game and the Department of Boating and Waterways all have laws and regulations for resource management that must be considered in the development of State Park General Plans along the coast.
- 24 - 9. p.16 Shoreline Protective Devices
  - o Application of this policy assumes some level of facility (i.e. structure, etc.) exists at Zmudowski. Since no facility exists warranting structural protection, this section can be deleted.
- 25 - 10. p.22 Parking
  - o Expanded parking will require County review and approval.
- 26 - 11. p.22 Comfort Station
  - o See Comment #1
- 27 - 12. p.22 Interpretive Facilities
  - o Signage will require County review and approval consistent with LUP Policy 6.4.J.
- 13. p.22 Operations and Maintenance
  - o Any facilities will require County review and approval.
- 14. p.23 Employee Housing
  - o Any housing or equipment storage will require County review and approval

- 28 - [ 15. p.27 Proposed Interpretation
- o If the second sentence under "Facilities" is correct "...the lack of buildable land precludes any extensive interpretive structures," How can improvements such as: Employee housing, operations and maintenance facilities and parking be proposed in this General Plan?
- 29 - [ 16. p.33 General Plan Implementation
- o Upon Parks and Recreation Commission approval of the General Plan, the Department of Parks and Recreation should submit an amendment application to the LUP for County and State Coastal Commission consideration.
17. Mapping
- o Land Use and Facilities and Allowable Use Intensity Maps should be amended into the LUP.
- 30 - [ 18. p.35 EIR
- o Air Quality. The Monterey Bay Unified Air Pollution District is presently non-attainment for ozone.

MOSS LANDING

- 31 - [ 19. p.12 Recreation Resources
- o Substantial public testimony regarding the use of Moss Landing State Beach by a significant number of surfers was given at the May 28, 1986 public hearing in Marina. This section should include a discussion of this highly popular form of recreation at Moss Landing.
20. p.14 Resource Management Policies
- o See Comment #8.
- 32 - [ 21. p.15 Shoreline Protective Devices
- o See Comment #9 as it relates to Moss Landing State Beach

- 33- 22. p.23 Existing Land Use and Facilities, 2nd para.
  - o Add Monterey County, State Coastal Conservancy, State Lands Commission, Department of Boating and Waterways and the Coastal Commission to the list of responsible agencies having a role in land and water management around Moss Landing State Beach.
- 34- 23. p.35 General Plan Implementation
  - o See Comment #16
  - o See Comment #22 for agencies involved in land and water management responsibilities
- 35- 24. Mapping, see comment #17 regarding Land Use and Use Intensity Maps
- 36- 25. p.37 EIR
  - o Air Quality, see comment #18

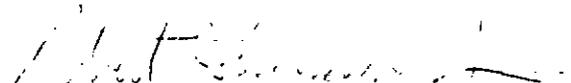
SALINAS RIVER

- 37- 26. p.11 Animal Life
  - o The City of Marina and State Coastal Conservancy have funded a Habitat Conservation Plan (HCP) for the Smith's blue butterfly consistent with the Engangered Species Act. The study area includes the coastal dunes south of Salinas River Wildlife Management Area to Marina State Beach. Information regarding rare and endangered plants and animals developed from the HCP should be included in this document.
- 38- 27. p.19 Shoreline Protective Devices
  - o See comment #9 as it relates to Salinas River State Beach
- 39- 28. p.21 Rare and Endangered Plants
  - o The previously cited HCP (in preparation) has located Chorizanthe pungens Benth. Var. pungens and Erysimum Menziesii in the study area to the south. It is therefore probable these species also occur at Salinas River State Beach.
- 40- 29. p.26 Parking
  - o See comment #10

- 41 - [ 30. p.27 Comfort Station  
o See comment #1
- 42 - [ 31. p.28 Employee Housing  
o See comment #14
- 43 - [ 32. p.38 General Plan Implementation  
o See comment #16
- 44 - [ 33. Mapping, see comment #17 regarding Land Use and Use  
Intensity Maps
- 44 - [ 34. p.42 EIR  
Air Quality, see comment #18
- 45 - [ 35. p.43 Vegetation and Wildlife  
o See comment #27

Thank you for the opportunity to respond to the preliminary General Plans for Zmudowski, Moss Landing and Salinas River State Beaches. We look forward to your responses and inclusion of our comments in the final General Plans. Further, we look forward to participation in the public hearing process at Asilomar this August.

Sincerely, . . .

  
Robert Slimmon, Jr.  
Director of Planning

cc: Supervisor Strasser Kauffman  
Supervisor Del Piero  
Edward Y. Brown, Coastal Commission



June 19, 1987

Mayor:  
RON ALBERT  
Councilmembers:  
TERESA CANEPA  
CARL OUTZEN  
LYDE ROBERSON  
LUTH VREELAND  
City Manager:  
JOHN DUNN

Mr. James Doyle, Supervisor  
Environmental Review Section  
Department of Parks and Recreation  
P. O. Box 2390  
Sacramento, CA 95811

Re: Monterey State Beach Preliminary General Plan

Dear Mr. Doyle:

On behalf of the City of Monterey, I would like to thank you for the opportunity to review the Preliminary General Plan for Monterey State Beach.

The Preliminary General Plan has been reviewed by the Monterey Parks and Recreation Commission at their meeting of June 2, 1987, and by the Monterey City Council at their meeting of June 16, 1987. Each found the document consistent with existing City policy and policy documents, and endorsed its passage by the State Parks and Recreation Commission.

Our staff has compiled the following technical comments related to the document:

- 46 — [ 1. Page 20. The allowable use intensity maps were not included in the City's copies of the Preliminary General Plan.
- 47 — [ 2. Page 21. In the second paragraph under Existing Conditions, it is suggested that the wording be changed to read, "Obstruction of views to the Bay from Del Monte Avenue affect the unit's current recreational values."
3. Page 22. The first sentence under Access should read, "There is no legal vehicle access to this unit." In the next sentence the word "primarily" should be inserted before "within the old railroad right-of-way."

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47  
cont.

The illegal accesses discussed in the second paragraph will be remedied with the installation of additional barriers, which is scheduled for July, 1987.

4. Page 23. It is suggested that the sentence, "The City of Monterey perceives the open space as a more urban park space" be deleted. Although there has been some preliminary discussion regarding the future use and design of this open space area, no decisions or policy direction have been set.

48

5. Page 25. A water line and a cable TV line run concurrently with the sewage collection line discussed in the document. It is the water line and not the sewage line that is visible. It should be noted that the City is budgeting funds to relocate these lines because of the potential for future loss. The relocation of these lines will lessen the City's need for Sand Dunes Drive for utility access.

49

6. Page 26. With the relocation of the sewer line, alternate service for the proposed comfort station may be required.

50

7. Pages 25 and 26. The improvements discussed for the Sand Dunes Drive area are consistent with the Del Monte Beach LUP, but the LUP does not mention the possibility of overnight camping. We feel that en-route camping would be consistent with the Coastal Act, and appropriate for this location if security concerns can be addressed.

51

8. Page 27. It may be desirable to discuss a potential relationship between the underwater recreation area suggested in the Plan, and a similar area proposed for the Cannery Row region.

52

9. Page 39. Any effort to preserve the habitat for the Smith's Blue Butterfly should be coordinated with other efforts that have occurred, are ongoing, or may be implemented in surrounding areas.

53

10. Page 40. The Public Services section should mention the City's sewer and water lines running through the property, and their potential for damage or loss from ocean forces.

Mr. James Doyle, Supervisor  
June 19, 1987  
Page Three

53  
cont.

11. Fold-out map. On sheet 1 of the Land Use and Facilities map, the Recreation Trail is shown incorrectly as passing through the Southern Pacific property adjacent to the City beach. The Trail presently follows an interim alignment adjacent to Del Monte Avenue. It also may be appropriate to show the future improvements proposed for the City beach in the Harbor LUP, such as the beach craft launch area in the area of Wharf #2.

Again, thank you for the opportunity to review this document. Should you have any questions, please contact Mr. Fred Cohn of my office at (408) 646-3760.

Sincerely,



Lee Riordan  
City Manager (Interim)

dt

- c Community Development Director
- Parks and Recreation Director
- Senior Administrative Analyst
- City Clerk
- Ms. Mary Gunter, District Superintendent,  
Monterey District



*City of Marina*  
 217 HILLBROOK AVENUE  
 MARINA, CALIFORNIA 95553  
 (408) 384-3715

July 2, 1987

Mr. James M. Doyle, Supervisor  
 Environmental Review Sections  
 Department of Parks and Recreation  
 P. O. Box 2390  
 Sacramento, CA 95811

Dear Mr. Doyle:

The City Council of the City of Marina had an opportunity to review the Marina State Beach Preliminary General Plan. One of our Councilmembers, Joan Blake, made the following comments after her careful review of it.

- 54 - Page 15 Zone of Prime Interest  
 Don't care for all the "concern" about Water District, and why the concern over Corp Yard? Gas Hazard? This isn't clear at all. Also, fail to see how the rest is of so much concern, as Parks primary job is for visitor serving reasons, and RV and Motels bring in what Parks is about.
- 55 - Page 28 Staying Safe  
 Swimming? This needs to be stricken from para.
- 56 - Page 35 Maintenance - Para III  
 Dislike user fee - fines for littering should first be tried - funds should be used only for improvements.
- 57 - Land Use Plan  
 One hand says erosion, then Plan shows parking and restrooms in what could be considered near danger zone.

Thank you for the opportunity to review the Plan.

Sincerely,

LARRY W. BAGLEY  
 City Manager

LWB/frc

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**JUL 6 1987**

**RPD**

# POINT REYES BIRD OBSERVATORY

4990 Shoreline Highway, Stinson Beach, California 94970  
Telephone (415) 868-1221

June 17, 1987

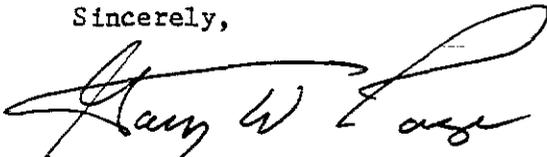
James M. Doyle  
Environmental Review Section  
State of California  
Department of Parks and Recreation  
P.O. Box 2390  
Sacramento, CA 95811

Dear Mr. Doyle:

58 This letter (responding to the preliminary general plans for Zmudowski and Salinas River state beaches) addresses only protection to nesting Snowy Plovers through the proposed Natural Preserves. I think the steps taken in both plans are excellent. A particularly valuable approach has been to limit access at Zmudowski Beach to the existing entry points. Since the Natural Preserve at Salinas River State Beach requires the same kind of protection, the park system should not open access to the south end of the beach in the future (see page 27). Access at the south end will make it much more difficult to limit human disturbance to the Natural Preserve. It will also increase public access to the Salinas River Wildlife Refuge, another important plover breeding site. Access to sensitive areas should be restricted to walk-in traffic only.

Snowy Plovers breed along the entire length of Salinas State Beach. As beach use increases by the public, breeding plovers will become more and more restricted to the preserves. The total number of plovers using state beaches will decrease with the loss of nesting sites in heavily used areas, thus the preserves will become essential to protecting this species. I believe it is particularly important not to allow access to the south end of Salinas River State Beach.

Sincerely,



Gary W. Page  
Director Coastal and Estuarine Program

## Response to Comments

1. It does not appear that any of our actions will require a permit from the U. S. Army Corps of Engineers. We wish to continue to coordinate with the Corps on erosion monitoring.
2. Existing State and Federal laws and DPR policies provide for protection of rare and endangered fauna. One of our objectives for all of these units is to protect and restore native dune ecosystems. Meeting this objective should benefit the native flora and fauna including rare, threatened, and endangered species. Specific management actions to benefit the black legless lizard and the Smith's blue butterfly will be undertaken as specific needs and funding are identified. DPR funded a study of the Smith's blue butterfly at Marina SB in 1986. A copy of the report was sent to the U.S. Fish and Wildlife Service (USFWS) Endangered Species Office in Sacramento.
3. The Department believes that if carefully designed and regulated the land use and facility proposals can be implemented without conflicting with resource management policies. If conflicts develop, the resource management policies will take precedent over land use and facilities proposals.
4. Hang gliding within the proposed Natural Preserve will be severely limited to a relatively few experienced pilots operating from a small launch area. No significant impact is predicted.
5. The relatively intense visitor use of the northern area at Marina State Beach will be limited to the ocean beach and the immediate vicinity of the parking area. Access to the dunes in this area is currently limited to a designated boardwalk trail. The surrounding dune area is fenced and officially closed to all public use. These restrictions will continue as long as needed to protect the listed species which occur in this area. We do not believe that incidental take of Smith's blue butterfly is likely through the implementation of these plans. We will keep the USFWS and the California Department of Fish and Game (DFG) informed about DPR activities which may affect sensitive species in this and the other units.
6. Please refer to response #4.
7. The land use and facilities map is schematically drawn. Sections of significant back dune habitat near Lake Court could be included in the Natural Preserve. Also see response #3.
8. We agree that boardwalks greatly facilitate access and discourage random walking over the dunes. The Department is studying the construction and maintenance costs of the boardwalks and their effectiveness. The trail connecting the two terminuses of the boardwalk would be posted and at some time in the future a boardwalk may be constructed. All use would be restricted to boardwalks and designated trails in the preserve.

9. Pages 18 and 19 in the Marina State Beach General Plan discuss the Department's bluff setback policy. We haven't identified a target erosion timespan, but we believe that permanent facilities setback in the zone of demonstration would not be threatened for many years. The many factors that involve shoreline bluff erosion make a target date prediction extremely difficult.
10. The allowable use intensity map for Monterey State Beach was inadvertently omitted. The federally endangered Smith's blue butterfly and other endangered and threatened species will be protected here as well as in other State Beaches. (See responses #2 and 3.)
11. We agree that en route camping would provide a critical public need in the Sand Dunes Drive area of Monterey State Beach. The Department has a commitment to protect the dunes habitat. State Park Rangers will enforce rules and regulations concerning restrictive use in certain designated areas. (Also see response #3.)
12. The status of parcels that may be acquired cannot be discussed in this General Plan because of the sensitive nature of the proposals.
13. This comment is noted. The Department supports possible solutions to the traffic problems.
14. We agree. Restrooms will be sewerred whenever sewer lines are available now or in the future. Septic tanks and leach lines will be used if conditions permit this. A pumpout system will be used otherwise. We will work at having water and sewer lines to as many restrooms as possible in the future.
15. The general plans for these State Beaches were coordinated with local, State and Federal agencies. We believe the plans are consistent with the Local Coastal Plan (LCP), even though the text may not include a large volume of background material on that subject.
16. See response #14.
17. Equestrian use has been authorized at Zmudowski, Moss Landing, and Salinas River State Beaches. The County LCP should be amended.
18. Comment noted and we will seek approval.
19. Comment noted.
20. See response #18.
21. Corrections, deletions and additions noted.
22. The Department has a lease from the State Lands Commission for a 20-acre parcel at the mouth of the Pajaro River. This parcel is operated as part of Zmudowski State Beach. The lease enables the Department to protect resources, enforce rules and regulations and allow public use.

23. See response #21.
24. This policy was included because shoreline protective devices have been or may be suggested. Residents of the development to the north of Zmudowski have built a seawall on their property. We feel that this policy needs to be included and should not be deleted from any of the General Plans.
25. See response #18.
26. See response #14.
27. See response #18.
28. Please see pages 22 and 23 in the Zmudowski S.B. General Plan. These proposals are conditional to additional land and other requirements.
29. When the Department proceeds with planning for implementation, we will submit plans and maps for approval. (See response #18.)
30. See response #19.
31. See response #21.
32. See response #24.
33. See response #21.
34. See response #29.
35. See response #21.
36. See response #19.
37. See response #19.
38. See response #24.
39. See response #19.
40. See response #18.
41. See response #14.
42. See response #18.
43. See response #29.
44. See response #10.

45. See response #24.
46. See responses #10 and 21.
47. See response #21.
48. See responses #21 and 19.
49. See responses #19 and 14.
50. See response #11.
51. See response #21.
52. See response #10.
53. See response #21.
54. We disagree. The Department is very concerned about surrounding properties and local activities that could affect State Park System units. For example, traffic to the corporation yard and water district affect traffic and congestion on Reservation Road and access to Marina State Beach. Likewise, the mining of sand affects the sand replenishment to State Beaches. The sewer operation could affect visitor health. Many more examples could be given.
55. We disagree. Swimming, while not a major activity, is a valid recreation activity.
56. See response #19.
57. See response #9. The drawings are schematic and the permanent facilities appear closer to the edge of the bluff than in fact they will be.
58. We agree that the nesting areas for the snowy plover need as much protection as possible. The proposed future access point at the south end of Salinas River State Beach is still a preliminary consideration. This would be an interpretive area for visitors and an observation point. Access would be prohibited during sensitive periods.

### SELECTED REFERENCES

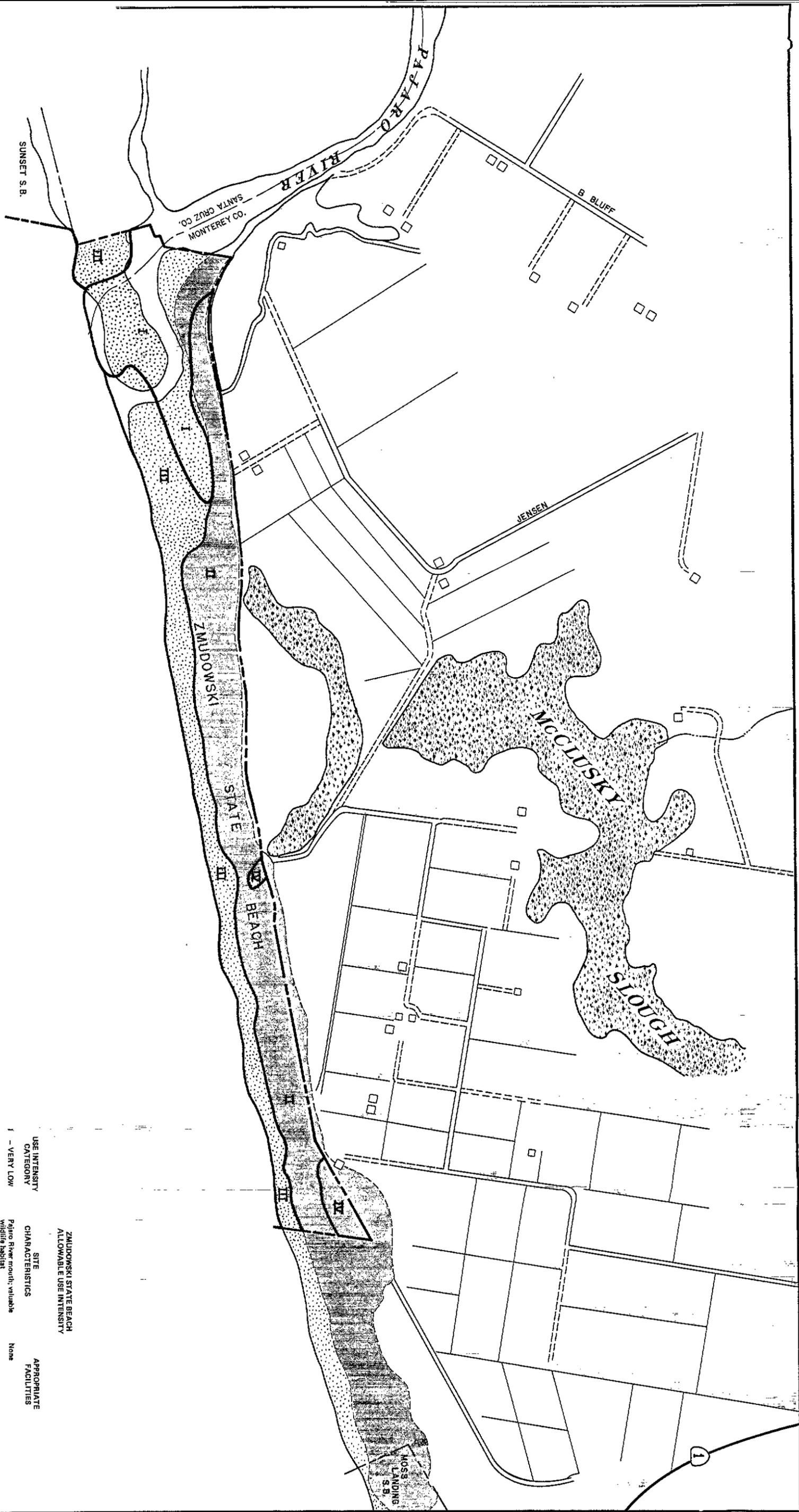
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Scheuring, Ann Foley (ed.), A Guidebook to California Agriculture, University of California Press, Berkeley, 1983.

United States Army Corps of Engineers, Geomorphology Framework Report, Monterey Bay, Coast of California Storm and Tidal Wave Study, Los Angeles District, Planning Division, Coastal Resources Branch, Los Angeles, Dec. 1985.



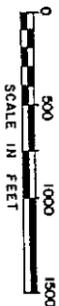
This map is based on natural, cultural, and scenic constraints and sensitivities. Other factors such as land use, socioeconomic, and design factors may indicate that a higher or lower use intensity is desirable in particular areas. If appropriate mitigations are feasible and can be incorporated in the planning process, higher use intensities may be acceptable.

This map is useful only for general planning purposes. Small sensitive resource areas and small areas without constraints are not mapped. Once site specific proposals for land use or facilities have been developed, the proposed location should be checked for resource sensitivity on the various resource maps on file in the Department's Resource Protection Division office. Site specific field investigations may also be necessary.

STATE PARK BOUNDARY

USE INTENSITY CATEGORY	SITE CHARACTERISTICS	APPROPRIATE FACILITIES
I - VERY LOW	Pajaro River mouth; valuable wildlife habitat Flood zones	None
II - LOW	Coastal dunes	Picnic sites and trails. Parking and restrooms only in areas where little native vegetation now exists
III - MODERATE	Sandy beaches Areas inland from the dunes	Fire rings, portable restrooms and picnic sites Campgrounds, picnic areas and administrative support facilities
IV - HIGH		

ZMUDOWSKI STATE BEACH  
ALLOWABLE USE INTENSITY



ZMUDOWSKI STATE BEACH  
ALLOWABLE USE INTENSITY MAP  
RESOURCE ELEMENT

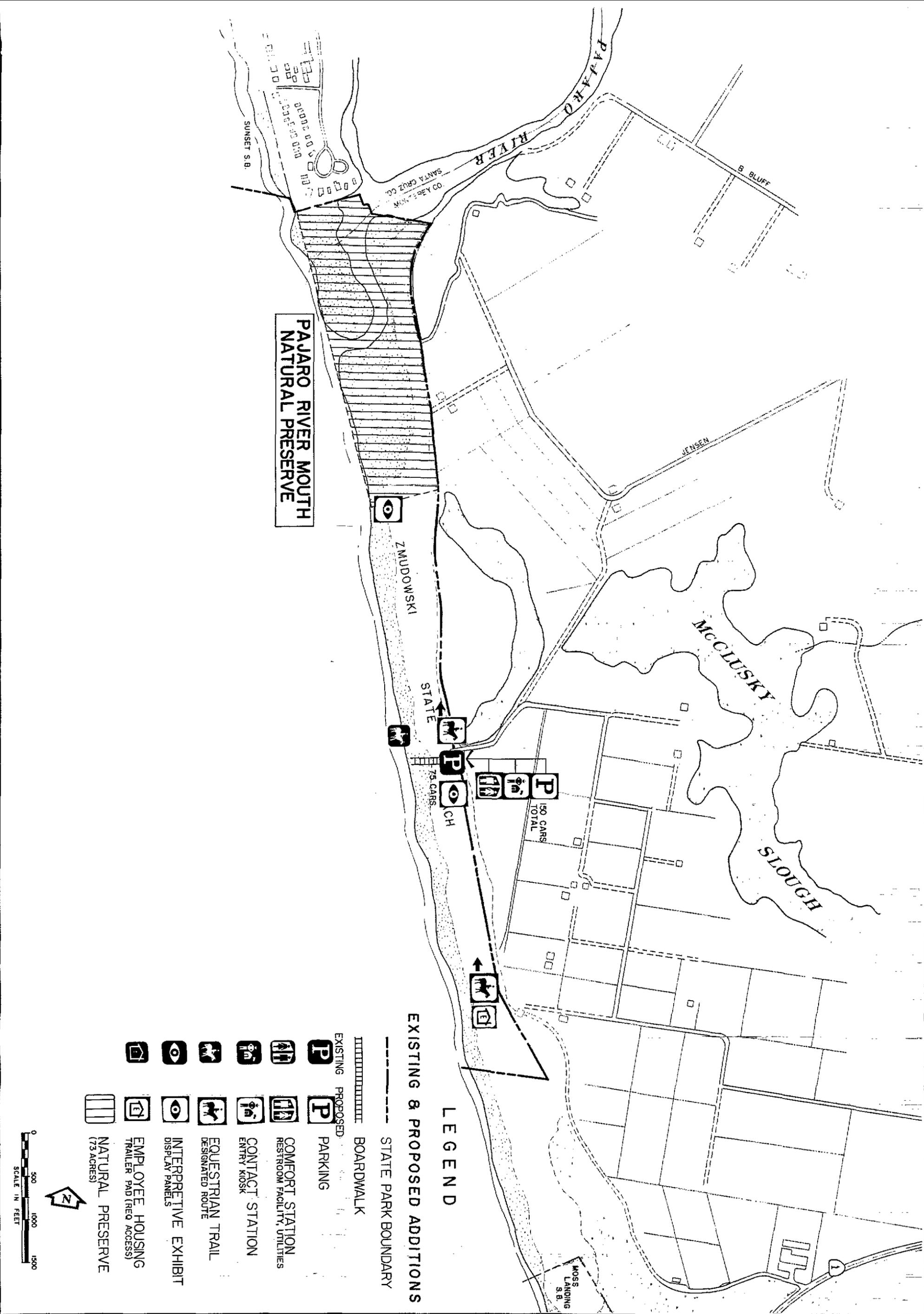
RESOURCES AGENCY OF CALIFORNIA  
DEPARTMENT OF PARKS AND RECREATION  
STATE PARKS AND RECREATION COMMISSION  
APPROVED \_\_\_\_\_ DATE 8-14-87

REVISIONS	DATE	DESIGNED
		DRAWN
		CHECKED

DRAWING NO.  
21396

SHEET NO.  
1

OF



ZMUDOWSKI STATE BEACH

**LAND USE AND FACILITIES**

GENERAL PLAN

RESOURCES AGENCY OF CALIFORNIA  
DEPARTMENT OF PARKS AND RECREATION  
STATE PARKS AND RECREATION COMMISSION  
APPROVED DATE 8-14-87

REVISIONS	DATE	DESIGNED
		D. KECK
		DRAWN
		JKD MAY 87
		CHECKED

DRAWING NO.  
**22856**

SHEET NO.

OF

This report was prepared by:

David Keck, Associate Landscape Architect  
Kenneth Gray, Associate Resource Ecologist  
Eileen Hook, State Park Interpreter II  
Kenneth Pierce, Associate Park and Recreation Specialist  
Paula Jones, State Park Ranger IV  
Jeff Cohen, Research Writer

Under the Supervision of:

Robert Acrea, Senior Landscape Architect  
Kerry Gates, Supervising Landscape Architect  
Mary Wright, Monterey District Superintendent  
Richard G. Rayburn, Chief, Resource Protection Division  
Robert D. Cates, Chief, Development Division  
Keith L. Demetrak, Chief, Office of Interpretive Services