

Executive Summary

[Page i] The Point Sur State Historic Park (PSHSP) General Plan was adopted by the State Park and Recreation Commission (SPRC) in September 2004. Following that action, the Department of Parks and Recreation (CSP) found that the rehabilitation of the housing on the site was not feasible due to costs associated with extensive mold contamination. In addition, a CEQA lawsuit was filed against CSP, alleging impacts with hydrologic and biologic resource issues, and visual impacts in a critical viewshed. The proposed removal of the housing has resolved the issues associated with the CEQA litigation. This Amendment to the General Plan removes the references to the use of the existing housing units at Pt. Sur SHP.

Point Sur State Historic Park (SHP) is located on the coast of Monterey County, approximately 23 miles south of the City of Monterey. The Park is currently part of the State Park System's Monterey District. Point Sur SHP is comprised of four parcels including the former Naval Facility (NAVFAC), the Light Station complex (which includes two beaches), the Schoolhouse site, and the Spring site. Associated with the Park are two easements: the road between the Schoolhouse site and the Light Station parcels and the road between Highway 1 and the water storage tanks. This Preliminary General Plan/Draft EIR is focused on the former Naval Facility and the Light Station complex.



[Page 1-5] In 2000, the 38.54 acre NAVFAC parcel was acquired. At the time, the identified acquisition purposes were to:

- Provide a safe staging area for the Point Sur Light Station
- Provide employee housing for full-time and seasonal State Park employees and allow removal of current employee housing inappropriately located in critical resource areas within other Big Sur State Parks.
- Improve the critical viewshed by removing unneeded structures from the Highway 1 viewshed.

Since acquisition and incorporation of this parcel into Point Sur SHP, there has been increased awareness of the cultural significance of the site itself.

Spirit of Place

The dramatic sight of the Point Sur Light Station atop the massive rock at the ocean's edge has long been a visual beacon for residents and travelers in Big Sur. Connected to the mainland by a tapering wedge of sand, Moro Rock at Point Sur is a peninsula that can appear as an island to passing ships and motorists. From the rock one has a panoramic view of both the ocean and the coast, where little development is visible other than the NAVFAC.

Point Sur SHP presents a continuum of maritime history. The Light Station was constructed in 1889 in a distinctive architectural style, and it is an important symbol of Monterey County's maritime past. The NAVFAC was one of a number of submarine listening stations that proved vital to national defense for several decades during the Cold War.

The Light Station itself is set on an ecologically and aesthetically significant Moro Rock. Several sensitive plant and animal species occur in the area. Birds nest on the rock and the beach below, and marine life flourishes offshore.

PURPOSE OF GENERAL PLANS

A General Plan is the primary management document for a park unit of the State Park System. The plan provides a purpose, vision, and long-term goals and guidelines. It defines a broad framework for Park development, ongoing management, public use, and future direction. General plans set the direction of park development and management for the future. The plan must be consistent in its vision for the Park Unit and general in its scope. Because the plan will be in place for a long time, it must also be flexible in its proposals for solving future management problems and issues that are certain to arise.

The development of a General Plan for Point Sur SHP became a priority when the California Department of Parks and Recreation (DPR) acquired the decommissioned NAVFAC in 2000. The acquisition raised questions about how to

manage and use the property, existing buildings, and infrastructure. These issues are best addressed through the General Plan process. In addition, the Light Station's preservation goals and objectives had to be reviewed and refined in light of the new acquisition, as part of a program of Park-wide maintenance. Unfortunately, since the adoption of the General Plan in 2004, it was found that the residential structures on the NAVFAC site had deteriorated to a point that the houses and utility infrastructure were no longer useable. The purpose of this amendment is to remove the use of the residential structures from the General Plan.

While general plans define an overall framework for a park's future resource stewardship, visitor use and services, and interpretation, more focused planning must follow to address the details that a general plan cannot. Management plans identify more definite objectives and methods

[Page 2-5] Existing Facilities

Over 6,000 people visit the Park each year. Visitors join a guided tour up the steep road of Moro Rock to the Light Station. From there they are afforded spectacular views along central California's rugged Big Sur coast. The Big Sur area is delineated by the Carmel River in Monterey County to the north and San Carpoforo Creek in San Luis Obispo County to the south. Atop the rock sits the Light Station complex, where the two most prominent buildings, previously used by the head and assistant lighthouse keepers, are vacant. Other buildings at the Light Station are used for storage and limited interpretive displays. The Mess Hall, constructed in the 1940s, currently houses a small museum and gift shop operated by the Central Coast Lighthouse Keepers, the non-profit cooperating association associated with the Park.

A combination of overhead and underground electrical lines are used to provide the site with electricity. The water system at the Light Station has not operated since approximately 1970. Portions of the historic water system are present but currently unused. The existing fire protection and water supply systems are inadequate. Fire protection at the Light Station is limited to pressurized water carts and hoses located outside the buildings. Water is delivered by truck. Portable pump-out toilets are maintained for staff and visitors.

The building inventory at the NAVFAC included 24 employee housing units. Eleven of the employee housing units had been rehabilitated and were temporarily occupied by State employees. The thirteen remaining employee housing units were not able to be rehabilitated. All residential structures are now slated for removal. The remaining buildings at NAVFAC are unoccupied and lack functional utilities.

To improve the viewshed and reduce hazards, a demolition contract was completed in 2003 at the NAVFAC. Three severely deteriorated metal buildings were removed, and asbestos was removed from five additional buildings.

The NAVFAC utilities included water, septic, electricity, telephone, and roads. Many of these utilities are sub-standard and have deteriorated past the point of being capable of use. The maintenance and former employee housing areas had electrical service. The former employee housing area also had telephone service, a central propane gas system, sewer mains connected to a central septic system, and a water system, which is not functional. The water system consisted of a well and pump near the Big Sur River in Andrew Molera State Park, a supply line from the well to the hillside east of NAVFAC, two redwood storage tanks on the hillside east of NAVFAC, and distribution water

lines from the tanks to the former employee housing area. The water system also supplied fire hydrants in the former employee housing area. The water storage tanks for NAVFAC are located on a separate parcel of land on the hillside east of the highway. Easements owned by the department connect the noncontiguous parcels to the main parcels.

A non-functioning sewage treatment plant is located near the westerly edge of the NAVFAC including an abandoned offshore sewage outfall. Storm water drains and ditches collect water from paved areas throughout NAVFAC and convey water to an outfall near the ocean. NAVFAC has asphalt paved access roads and parking areas. Abandoned underground steam lines connect an old steam plant to other vacant buildings at the site.

[Page 4-4] Former Point Sur Naval Facility (NAVFAC)

The Park's primary visitor entrance from Highway 1 will be the gate into the NAVFAC, where appropriate signage and visitor contact facilities are planned (see Figure 4, Page 2-4). Existing buildings will be rehabilitated for use as a Park office, visitor information, and tour staging area. From this location, visitors can join docent and Park staff led tours (Light Station, beach, NAVFAC), enjoy interior and exterior interpretive and informational exhibits regarding the Park, or take a self-guided walking tour of the NAVFAC. New easements will be sought to connect NAVFAC and Moro Rock.

In 2001, State Parks obtained Coastal Commission authorization for the demolition of several NAVFAC structures at Point Sur State Historic Park. At the same time, development of this General Plan had begun. Monterey District did not want to proceed with any demolition until further research had been completed and considered regarding the buildings' historic significance; they were judged ineligible. The NAVFAC buildings were also rated on their visual impact, particularly from scenic Highway 1. Buildings were ranked from 1 to 4, 1 denoting lowest impact on the viewshed to 4, rated as the highest impact on scenic Highway 1. Recommendations were made by DPR, in recognition of the special scenic qualities of the Big Sur coast, to remove buildings that were most visually intrusive and in the worst condition. These recommendations were very important to this planning effort. Some of the remaining buildings will be part of a program of rehabilitation and re-use, others, as discussed below, may be demolished. Every effort was taken to maintain continuity of historic or past usage with future re-use, as some of the NAVFAC rehabilitated buildings will be part of the interpretive program at the Park. (See Table 4, Page 4-36) After consultation with the State of California's Historic Preservation Office (SHPO) and further evaluation it was concluded that a total of eight structures could be removed. In April, 2003, three buildings (#166 Firehouse, #144 Bowling Alley, and #145 Gym) were completely removed down to the concrete pads. In addition, asbestos-containing materials were removed from 5 additional buildings to facilitate their future demolition.

The following recommendations for the future disposition of the remaining buildings at the NAVFAC are based on current knowledge. This plan's recommendations are not meant to preclude other uses based on future information and/or needs. Partnerships with other agencies and entities may lead to additional uses not yet being considered. It is recommended, however, that to the degree possible, adaptive re-use correspond to the structure's historic function: Administration, Personnel, Public Works, Operations, Utilities.

To aid in the interpretation of the NAVFAC's cultural significance, it is recommended that remaining structures should, to the degree possible, retain the architecture and landscaping features of the NAVFAC era. There may be

times when this is not feasible or desirable. For example, it is desirable to remove the high-security chain-link fence surrounding the site with less visually obtrusive fence that would maintain separation between the site and adjacent cattle grazing while allowing greater movement of other wildlife.

The rows of existing mature cypress and pine trees that provide a vegetative screen of many of the remaining structures from Highway 1 will be maintained through replacement plantings.

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Naval Research Center

The existing Naval Research Center, located in the Terminal Equipment Building at the NAVFAC is owned and operated by the U.S. Navy. The Navy plans to replace this existing structure with a smaller more efficient building. California State Parks will explore the possibility of forming partnerships with the Navy and research agencies to further the goal of public education at Point Sur SHP. The data collection and information gathered from the Research Center could form the basis for cooperative development of interpretive exhibits and other programs. Topics might include current research on the coastal marine habitat, acoustical research, and Cold War era history.

Infrastructure

Water Supply – The Park Unit currently has no permanent source for water. The future of the Park's health, safety and welfare depends on a reliable source of water (both for fire protection and drinking water). During the General Plan process, many water source concepts were studied to serve future Park needs, such as drilling new wells on and off site, rebuilding the spring inlet supply in the eastern portion of the Park, and a desalinization system for NAVFAC. However, a combination of reasonable alternate approaches may be necessary as additional buildings are rehabilitated and adapted for future uses. Water distribution lines should be replaced with new facilities and individual water shut off provided at each building.

Sanitation – The NAVFAC has a functioning septic system that serves the employee housing area, which will be removed. The septic system is in need of maintenance and possible upgrades to provide reliable waste water disposal. Prior to occupying additional buildings at the NAVFAC septic system upgrades and expansion will be needed. The Light Station has pump out toilets to serve visitors and staff.

There is no easily developable area at the Light Station for a septic leach field. The most likely waste water disposal scheme for the Light Station, other than pump out toilets, is to convey waste water from Moro Rock to the NAVFAC via a small diameter force main. The development of a sewage disposal system at the Light Station would require concurrent development of a water supply.

Heat – Per the Historical Structures Report (HSR) for the Head and Assistant Keeper's Dwellings, permanent heating systems should be installed in both structures. Additional heating system installations may be necessary in other Light Station structures as well, based on future HSR recommendations. The employee housing at the NAVFAC was heated with propane gas. The propane gas was distributed to the residences from a central propane tank.

Electrical – The NAVFAC has overhead electric service with pad mounted transformers. The equipment is in poor condition and requires upgrading. The site is subject to pervasive high winds and salt spray. These conditions indicate that if future upgrades to the electrical system are should include replacement of overhead lines with underground facilities. The Light Station is served by an overhead electrical line from Highway 1 to the base of Moro Rock. The electrical line is underground from the base of Moro Rock to the Light Station complex. Future electrical upgrades should include undergrounding the electrical line from Highway 1 to the base of Moro Rock. Undergrounding the electrical lines will increase viewshed quality and prevent exposure of equipment to salt spray and high winds. [Page 4-18]

Aesthetic Resources

Preservation and enhancement of the special aesthetic quality of the Big Sur coastline is important to State Parks. Situated in the Coastal Zone, Point Sur SHP is a dominant feature of that coastline, and actions taken at the Park will influence the overall aesthetic and visual character of the Highway 1 corridor along the Big Sur Coast. The plan for the future of the Point Sur SHP seeks to ensure that there is a balance in efforts to enhance the viewshed, while preserving the Park's distinctive natural and cultural resources. Cultural resources considered significant may include a number of NAVFAC buildings that are proposed for rehabilitation. Consideration of aesthetic values played an important role in the ranking of individual buildings at NAVFAC.

In recognition of the importance of Big Sur's Highway 1 corridor, and particularly the scenic qualities of that corridor, State Parks has been an active participant in the collaborative creation of the Coast Highway Management Plan (CHMP) which will be finalized in 2004. The CHMP characterized the corridor's intrinsic qualities that are important for long-term preservation, summarizes the major issues identified by stakeholders, presents strategies and actions to address the issues, and proposes a structure for implementation. State Parks supports the principles, goals, and objectives outlined in the CHMP. While such support does not suggest unanimous agreement on all specific management strategies and practices, it does indicate a willingness to work toward collaborative solutions.

Goal: Preserve and enhance the unique scenic environment at Point Sur SHP.

Guideline: Assess impacts of maintaining NAVFAC buildings on the level of visual intrusion in the immediate area, the overall Park setting, and the viewshed as seen from scenic corridor, Highway 1.

Guideline: DPR's rehabilitation program for selected buildings, if any, at the NAVFAC, may require additional vegetative screening to enhance the viewshed as seen from scenic corridor, Highway 1.

Guideline: Be an active participant in the Coast Highway Management Plan (CHMP) implementation plan.

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Goal: Preserve and enhance the unique scenic environment at Point Sur SHP.

Guideline: Assess impacts of future projects on the level of visual intrusion in the immediate area, the overall Park setting, and the viewshed as seen from scenic corridor, Highway 1.

Guideline: DPR's rehabilitation program for selected buildings at the NAVFAC, may require additional vegetative screening to enhance the viewshed as seen from scenic corridor, Highway 1.

Guideline: Evaluate the appropriateness of the continued presence of the existing cypress trees should the employee housing units be removed.

Establish a maintenance program for the stand's continued health and rejuvenation, if necessary to maintain screen function.

Guideline: Be an active participant in the Coast Highway Management Plan (CHMP) implementation plan.

138 Filling Station	1957 Security	Retain	Exemplifies Public Works Area of NAVFAC.
146 Waste Treatment Plant	1962 Utility	Demolish.	
148 Shop Storage	1962 Utility	Retain. Potential uses: maintenance support facility.	Exemplifies Public Works Area of NAVFAC.
169 Fuel Storage Shed	1977 Utility	Retain. Potential uses: maintenance support facility.	Exemplifies Public Works Area of NAVFAC.
Paint Storage	n.d. Utility	Retain. Potential uses: maintenance support facility.	Exemplifies Public Works Area of NAVFAC.
Guardshack	c.1970 Security	Retain. Potential uses: bus shelter for school children.	Exemplifies Administration Area of NAVFAC.

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[Page 5-6]The NAVFAC

- Establish the main Park entrance and public access at the existing NAVFAC entrance road.
- Provide day use facilities for visitor orientation and interpretation. Provide adequate visitor and staff parking, including ADA compliant parking.
- Rehabilitate or restore some existing NAVFAC structures for staff administrative and maintenance use.
- Manage the undeveloped portions of the NAVFAC parcel towards a natural condition for the perpetuation and enhancement of native ecosystems.
- Upgrade existing storm water facilities and comply with current non-point source pollution guidelines.
- Initiate efforts to provide a road easement (through an agreement with adjacent property owners) to connect a visitor parking lot at NAVFAC with the schoolhouse site.
- Enhance the Highway 1 viewshed and ensure public safety through the removal of some existing structures.

Aesthetic Resources

Threshold

The threshold level for an aesthetic impact consists of a management or development activity that will substantially degrade the existing aesthetic character or quality of a site and/or its surroundings, or is incompatible with the character of the Park. This includes, but is not limited to, activities that are visually offensive to both visitors and Park neighbors.

Impact

Potentially significant, unless mitigated

Discussion

The Big Sur coast is noted for its dramatic scenic vistas and clean ocean air which contribute to the high quality of aesthetic resources in the area. In addition to these spectacular features, Point Sur SHP contains some unique natural and cultural elements. These include Moro Rock, the distinctive low growing vegetation, the small sandy beach and dune complex, as well as the sense of isolation felt while viewing the historic Light Station and associated buildings standing atop Moro Rock and the Cold War era structures of the NAVFAC remaining on the coastal terrace. Views from Highway 1 allow the visitor expansive and spectacular views of the Park features and the scenic coastline.

Any changes that substantially degrade the visual experience for Park visitors and others viewing the Park from adjacent property have the potential to cause significant impacts. The significance of visual impacts is dependent on the expectations and perceptions of the viewers. Visitors expecting a wilderness experience may perceive the presence of facilities or numerous visitors to generally be more offensive than visitors expecting higher levels of service or social interaction.

The following are identified in the plan as facilities that, if developed, could create significant adverse visual impacts within the Park:

Renovation/adaptive reuse of other existing structures for park administrative and visitor serving functions;

- Parking for visitor orientation, Light Station and NAVFAC tours;
- New access road to the Light Station complex and beach area;
- Interpretive exhibits/facilities;
- Trails;
- Informational signage.

The development of new facilities and retention of existing facilities could create adverse visual impacts if proper design for color, scale, location, style, materials, and architectural mass are not carefully considered. In the natural landscape or historic setting, the use of inappropriate colors, design, and materials for new facilities or renovated structures may be visually offensive.

A parking area with reflective parked vehicles and inappropriate lighting could be a very obvious human-made intrusion to a relatively open natural landscape. Development of outdoor interpretive structures could create adverse visual impacts for Park visitors and people viewing the Park from adjacent properties, including the Highway 1 corridor. High-profile directional, informational, and interpretive signs along trails, roads, and highways could also contribute to visual clutter. Inappropriate lighting throughout the Park, including the employee housing area, may create negative visual impacts and obscure the dark night sky in this generally remote location along the Big Sur coast. Obstructing an existing viewshed may be considered an adverse impact.

The impacts to visual resources are considered potential because the actual size, location and design of the facilities or structures has not been determined.

Mitigation

Visual impacts can be avoided or reduced by appropriate site design, and selection of materials. Specific project designs will define aesthetically appropriate design features, identify visual resources, and identify optimum methods for protecting existing resources.

Appropriate native plant species and/or site grading should be used to screen or soften the visual effect of parking areas, appropriate visitor facilities, roads, and trails; buffer any intrusive or distracting views and activities outside Park boundaries; and enhance scenic views. Inappropriate materials and colors for site facilities should be replaced with the appropriate materials and colors to enhance the historic resources and the existing environment. Construction and maintenance activities should be scheduled to decrease the impacts to visitors and adjacent property owners. Roads and trails should be sited to minimize visual impacts. As appropriate, utilities should be placed underground.

The Department of Parks and Recreation has begun the removal of several buildings at NAVFAC, as approved by the Coastal Commission in 2001, in order to enhance the scenic viewshed along the Big Sur Coast. The General Plan proposes to evaluate additional removal of structures as it becomes necessary. Structure removal may open viewsheds and enhance the scenic resources of the area. The reconstruction of any buildings and features would be considered as potential viewshed impacts. In addition, guidelines for fencing and other features would be developed to maintain appropriate aesthetic standards.

All plans and projects will be in compliance with local, state, and federal permitting and regulatory requirements and subject to subsequent tier CEQA review and project specific mitigation. Mitigation will be implemented in later planning and development stages.

Conclusion Impacts to aesthetic resources can be reduced to a less than significant level by implementing the General Plan guidelines and project specific mitigation measures.

Responsibility: Department of Parks and Recreation Staff/Landscape Architect, and other mandated contracting authorities

Monitoring/Reporting: Completion of required resource evaluations and development plans prior to implementation of specific projects, as part of the subsequent tier CEQA review

[Page 5-28]Alternative C – Removal of All Structures from the NAVFAC Site

Description

Alternative C would require that all structures at the NAVFAC site be removed – including the twenty four employee housing units and any renovated structures currently used for Park administration and maintenance. After structure removal, the NAVFAC site could be restored with native vegetation appropriate to the region and coastal terrace habitat. The area could be managed towards a natural condition for the perpetuation and enhancement of native biota.

The existing entrance and gate to the NAVFAC would remain, to be used as access to the Naval Research Facility, an existing research facility owned and operated by the US Navy (not currently open to the public).

Renovation and guided tours of the Light Station complex would continue. Tour staging would remain at the Schoolhouse site and at the base of Moro Rock. There may be expanded interpretive exhibits at the Light Station documenting NAVFAC and the interpretive importance of these Cold War era structures.

Evaluation

Alternative C would provide enhancement of the scenic viewshed with the removal of all structures on the NAVFAC. The only structure remaining in this area would be the Terminal Equipment Building (currently referred to as the Naval Research Center), a research facility currently owned and operated by the US Navy. The area has the potential to be restored to coastal prairie habitat using species native to the region.

Without the additional visitor facilities, staff employee housing, or Park administrative and maintenance areas there is the potential for reduced impacts to sensitive species and habitats (including wetlands), water quality, and aesthetics. However, the removal of existing and potential employee housing would be a substantial impact in this area due to the current critical demand for affordable employee housing along the Big Sur coast. Facilities for Park administration and Park maintenance would need to be constructed at another Park facility in the region. Potential additional impacts to that Park Unit may occur, as well as increased vehicle trips between Park locations.

Inadequate tour staging and visitor orientation facilities would continue with this alternative. Interpretation of a significant era in our history would also be diminished by removal of the structures.