Pacific Grove Highway 68 Study

September / October 2016

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Adopted September 28, 2016, by the TAMC Board of Directors and October 5, 2016, by the Pacific Grove City Council

The Pacific Grove Highway 68 Study was developed jointly by the Transportation Agency for Monterey County, the City of Pacific Grove and the California Department of Transportation (Caltrans). It was funded by Caltrans through the Sustainable Transportation Planning Grant Program.

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1 | Introduction

1 | Overview of the study

The Pacific Grove Highway 68 Study was launched in July 2015 to look at ways to improve two streets that are part of State Route 68 through Pacific Grove: Forest Avenue and Sunset Drive. The ultimate goal of the study is to create a more "complete" corridor—one that works better for different forms of transportation and for people of all ages and abilities. The study corridor encompassed Forest Avenue from the city limit to Sunset Drive; and Sunset Drive from Forest Avenue to Asilomar Avenue. In particular, the study explored ways to improve conditions for pedestrians and cyclists, who are among the most vulnerable users of the transportation system and are not served adequately by the corridor.

The study was led by the Transportation Agency for Monterey County (TAMC), with the help of transportation planning consultants, but is a joint effort of TAMC and two other agencies: the City of Pacific Grove and District 5 of the California Department of Transportation (Caltrans), which serves the Central Coast counties. While the day-to-day work on the study was conducted by TAMC staff and consultants, the process was overseen by a multi-agency project team. The team consisted of representatives of the three partner agencies and of the two main consulting firms on the project. The team met in person at several key points in the process and held bi-weekly conference calls to discuss the project status and plan upcoming activities.

This report documents the planning process for the project. More importantly, it proposes location-specific design concepts and includes other recommendations to improve conditions for pedestrians and cyclists and, more generally, to enhance the appearance of the corridor. The recommendations were formulated to respond closely to the key needs, concerns and suggestions expressed by the community through the planning process.

2 | Planning process

The planning process for the Pacific Grove Highway 68 Study was meant to provide a comprehensive framework for addressing several key objectives:

- Determine the needs and concerns—particularly with regard to walking and biking—of corridor users and other stakeholders: residents, students, workers, merchants, visitors, and staff and appointed and elected officials at the three partner agencies.
- Respond to these needs and concerns by recommending a set of improvements—again, with a focus on walking and biking—that are effective, are affordable and have public support.
- Engage the local community so as to strengthen the constituency for the recommended investments and improvements.
- Create a plan that serves as an advocacy document for securing funds from federal, state, regional, local and private sources to implement the desired improvements.

The planning process lasted just over a year, from July 2015 through August 2016. The process consisted of the following five main tasks:

1. Inventorying **existing conditions and issues** relevant to non-motorized transportation in the corridor to establish the physical

and planning contexts for the project and to provide initial insights into the walking and bicycling experience in the corridor.

2. Conducting a **needs assessment process** to hear the concerns and needs of corridor stakeholders and the broader public, learn about the obstacles and challenges to walking and biking in the corridor, and solicit ideas and suggestions for improving conditions.

3. Developing draft **conceptual designs** to address the locations and issues of greatest community interest and need; obtaining public input on the draft designs; and revising the designs based on the input received.

4. Preparing a draft **plan document** that incorporates the work products from the previous tasks, lays out the recommendations for the corridor and describes considerations related to implementing the recommendations.

5. Finalizing the plan and guiding it through the **formal approval process** by the TAMC Board of Directors and the Pacific Grove City Council.

3 | Contents of the plan

The contents of this document generally follow the order of the tasks outlined above. In addition to this chapter **(Chapter 1, Introduction),** the document consists of four chapters and a number of appendices:

- **Chapter 2, Existing Conditions,** presents key findings and results from the existing conditions inventory. The inventory consisted of a walking field survey of the corridor, supplemented by a review of additional conditions and issues such as key destinations, the corridor's right-of-way and traffic characteristics, and traffic collisions involving pedestrians or cyclists, among others.

- **Chapter 3, Needs Assessment,** describes the various opportunities that existed for the public to provide input on needs; summarizes the approximately 500 comments received through the various channels for public input; and condenses the comments into a list of the community's key needs and concerns related to the corridor.

- **Chapter 4, Recommendations,** includes conceptual designs for addressing needs and concerns at key locations; an inventory of sidewalk gaps along the corridor; and a set of other, miscellaneous recommendations for improving conditions.

- **Chapter 5, Implementation,** presents cost estimates for the improvements shown as part of the conceptual designs; a list and discussion of the most promising ways to fund the proposed improvements; and a list of recommended next steps to advance implementation of the study.

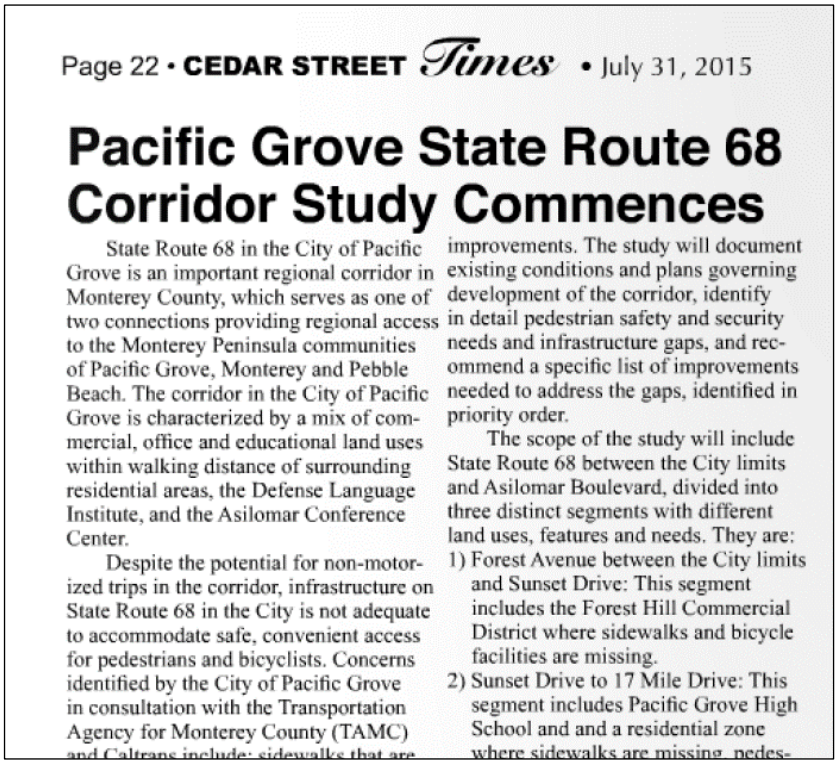
- The **appendices (A to I)** contain mainly the comments received from the public on needs and on the draft conceptual designs, as well as participants' observations from the walking field survey and detailed technical information related to some of the project tasks.

4 | Public outreach

Meaningful public participation is essential for a planning effort to enjoy community buy-in and acceptance. This is especially true in a community as involved and engaged as Pacific Grove. With this in mind, the planning process for the Pacific Grove Highway 68 Study included extensive outreach to corridor users and other stakeholders.

The public outreach strategy for the study included community workshops; presentations to stakeholder groups; online surveys; corridor-wide postcard mailers to residents and property owners; updates and announcements to the project's email distribution list, on the project website (PGhwy68.org), on TAMC's and the City of Pacific Grove's websites, and through TAMC's MySidewalk account; and outreach to local media, among other activities. Public outreach occurred throughout the planning process, but special efforts were made during two project phases: (i) to obtain input on needs and concerns; and later, (ii) to obtain feedback on the draft conceptual

designs. Below is a summarized timeline of key outreach efforts carried out as part of the Pacific Grove Highway 68 Study.



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Pacific Grove State Route 68 Corridor Study Commences

State Route 68 in the City of Pacific Grove is an important regional corridor in Monterey County, which serves as one of two connections providing regional access to the Monterey Peninsula communities of Pacific Grove, Monterey and Pebble Beach. The corridor in the City of Pacific Grove is characterized by a mix of commercial, office and educational land uses within walking distance of surrounding residential areas, the Defense Language Institute, and the Asilomar Conference Center.

Despite the potential for non-motorized trips in the corridor, infrastructure on State Route 68 in the City is not adequate to accommodate safe, convenient access for pedestrians and bicyclists. Concerns identified by the City of Pacific Grove in consultation with the Transportation Agency for Monterey County (TAMC) and Caltrans include: sidewalks that are

improvements. The study will document existing conditions and plans governing development of the corridor, identify in detail pedestrian safety and security needs and infrastructure gaps, and recommend a specific list of improvements needed to address the gaps, identified in priority order.

The scope of the study will include State Route 68 between the City limits and Asilomar Boulevard, divided into three distinct segments with different land uses, features and needs. They are:

1) Forest Avenue between the City limits and Sunset Drive: This segment includes the Forest Hill Commercial District where sidewalks and bicycle facilities are missing.
2) Sunset Drive to 17 Mile Drive: This segment includes Pacific Grove High School and and a residential zone where sidewalks are missing, pedes-

July–August 2015: Preliminary outreach to the community to introduce the project and to begin to build an email list for purposes of sending out updates and announcements. Postcards were mailed to residents and property owners in the corridor, and presentations were given to the Pacific Grove City Council, Planning Commission and Traffic Safety Commission, and to TAMC's Board of Directors and Bicycle and Pedestrian Facilities Advisory Committee. Articles about the project appeared in the Carmel Pine Cone and Cedar Street Times.

September 9, 2015: A walking field survey of the corridor was conducted to assess physical conditions in person. The walk covered the stretch from Asilomar Avenue to Stuart Avenue; it was attended by 17 representatives of the partner agencies, consultants and key stakeholder groups and organizations. The survey is described in more detail in Chapter 2, Existing Conditions.

October–November 2015: Extensive outreach was conducted as part of the needs assessment process. The process is described in much greater detail in Chapter 3, Needs Assessment. Activities included:

- Online survey, which ran for a month, from October 21 through November 22, and received 221 responses.
- Interactive "pinnable" map on which people could post comments It was open during the same period as the online survey, and received 58 comments.
- Lunch-time presentation on Thursday, November 19, at Pizza My Way (1157 Forest Avenue) aimed at corridor merchants and other key stakeholders but open to the broader public.
- Evening community workshop, also on November 19, at the First United Methodist Church (the Butterfly Church; 915 Sunset Drive).

April–May 2016: Extensive outreach was again conducted to obtain feedback from the public on the draft conceptual designs. Similar to outreach for the needs assessment, activities included an online survey (ran for just over three weeks and received 190 responses); a stakeholder breakfast presentation and an evening community workshop, both on April 19; and presentations to the Pacific Grove City Council, Traffic Safety Commission and Planning Commission, and to TAMC's Board of Directors and Bicycle and Pedestrian Facilities Advisory Committee.

August–October 2016: Outreach was conducted to announce the draft study report and to solicit comments on it. Presentations were again given to the Pacific Grove Traffic Safety Commission and to TAMC's Bicycle and Pedestrian Facilities Advisory Committee. Lastly, presentations were again given to the Pacific Grove City Council and to the TAMC Board of Directors to solicit formal agency approval or adoption of the study report.

2 | Existing Conditions

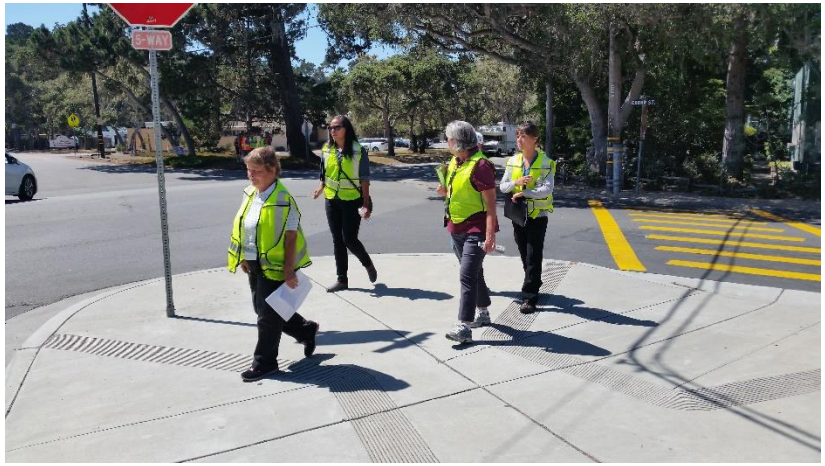
1 | Overview

The first substantial task in the planning process for the Pacific Grove Highway 68 Study was to conduct a survey or inventory of existing conditions in the corridor. The inventory consisted of two parts: (i) a walking field survey of the corridor to assess physical conditions in person; and (ii) a review of additional relevant conditions and issues in the corridor, such as key destinations, the corridor's right-of-way and traffic characteristics, and traffic collisions involving pedestrians or cyclists, among others.

This chapter summarizes observations and key findings from the walking field survey and the review of additional conditions. The survey and review served to establish the physical and planning contexts for the study and to provide initial insights into the public's experience of using the corridor, particularly for walking and biking. The observations and findings were subsequently supplemented with the results of a needs assessment process, which relied on the public's input to consider issues and conditions from the community's point of view. That process is described in detail in Chapter 3. Together, the existing conditions survey and needs assessment informed the recommended improvements for the corridor.

2 | Field survey

As mentioned above, a walking field survey of the corridor was conducted on Wednesday, September 9, 2015 to assess physical conditions in person. The actual walk was preceded by an introductory presentation about the project given by the consultants, and it was followed by a debriefing session to discuss participants' observations of the walk. The walk covered the stretch from Asilomar Avenue to Stuart Avenue. Because the remainder of the study corridor—from Stuart Avenue to the city limit—does not have sidewalks, that segment was surveyed separately by the consultants by car. The presentation and debrief were held at the First United Methodist Church (the "Butterfly Church," at 915 Sunset Drive, in Pacific Grove).



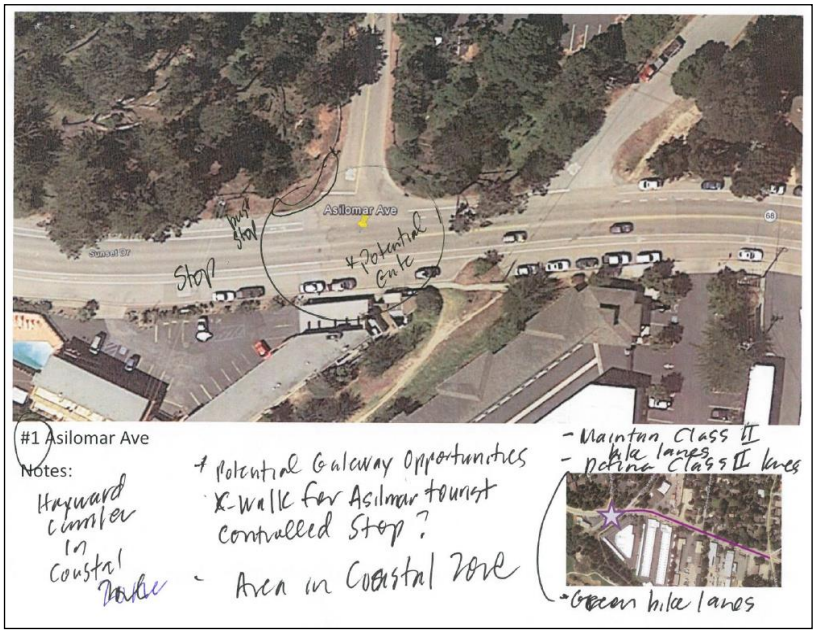
The walk was attended by representatives of the partner agencies, consultants, and key stakeholder groups and organizations. Listed in alphabetical order, the participants were:

- Moe Ammar (Pacific Grove Chamber of Commerce).
- Marilou Ayupan (Mark Thomas & Co.; consultant).
- Jocelyn Francis (Pacific Grove Police Department).
- Daniel Gho (Pacific Grove Public Works Department).
- Ariana Green (Transportation Agency for Monterey County).
- Robert Huitt (Pacific Grove City Council).
- Jessica Kahn (Pacific Grove Public Works Department).
- Matt Kelly (Pacific Grove Unified School District).
- Kathleen Lee (Office of County Supervisor Dave Potter).
- Niko Letunic (Eisen | Letunic; consultant).
- Meghan Mitman (Fehr & Peers; consultant).
- John Olejnik (Caltrans District 5).
- Lisa Rheinheimer (Monterey–Salinas Transit).
- Terri Schaeffer (Pacific Grove Community and Economic Development Department).
- Anais Schenk (Fehr & Peers; consultant).

- Rena Weaver (Blind & Visually Impaired Center of Monterey County).
- Fred Williamson (Pacific Grove Community and Economic Development Department; intern).

3 | Observations from the field survey

Below are general conclusions about the observations or themes that emerged through the field survey. Participants' observations were recorded during the debriefing session and have been summarized in Appendix A (A-1 through A-3, each covering a different segment). In addition, key issues, obstacles and opportunity areas observed by participants were subsequently combined with those raised by the public through the needs assessment process, and are shown on annotated aerial photographs in the next chapter.



These were the main **walking-related issues** raised:

- Discontinuous sidewalks throughout, and in some places even lack of shoulder.
- Difficult or challenging intersections to cross (see below for a list); related to this, need for more marked crosswalks.
- Dangerous driver behavior (speeding, failing to yield, distracted driving).
- In the Forest Avenue commercial district, many driveways.

The main **biking-related issues** were:

- Lack of bike lanes in most places, and even no signed routes.
- On Forest Avenue, steep grades.
- Speeding and disrespectful drivers.

The main **intersections of concern** were:

- Forest/Stuart/Piedmont Avenues (very difficult to cross; opportunity for gateway treatment).
- Forest Avenue at Prescott Lane, at Forest Hill Boulevard and at David Avenue (challenging or difficult to cross).
- Forest Avenue/Sunset Drive (challenging to cross; needs wayfinding signage).
- Sunset Drive/Congress Avenue/Cedar Street (confusing, five-legged intersection).
- Sunset Drive/17 Mile Drive/Maple Street (another five-legged intersection, though less confusing).

Other **commonly raised issues** included:

- Lack of disabled-access features.
- Encroachment by private property into the public right-of-way.
- Overly wide lanes at several locations.
- Congested pick-up and drop-off times at the high school.
- Uninviting or unattractive streetscape, particularly in the Forest Hill commercial district.

4 | Setting

To supplement the findings from the field survey, research was conducted into additional relevant conditions and issues in the corridor, including the project setting, land use pattern and other topics presented later in this chapter. California State Route 68—or Highway 68—is one of a few, limited entryways into Pacific Grove. It begins in the city as Asilomar Avenue, at Sinex Avenue, and runs in a generally eastbound direction to end at Highway 101 near downtown Salinas (the segment south of Pacific Grove, to Highway 1, is known as Holman Highway). The study corridor consists of two streets in the southern part of Pacific Grove that make up part of Highway 68: (i) Forest Avenue from the city limit to Sunset Drive, through the city's Forest Hill neighborhood; and (ii) Sunset Drive from Forest Avenue to Asilomar Avenue (see Figure 1, the project area and context map, on the next page). The length of the study corridor is 1.8 miles.

The study corridor generally connects the west side of the city of Monterey and points beyond to the ocean at Spanish Bay and Asilomar State Beach. Cross streets provide access to the rest of Pacific Grove, including downtown; and to Pebble Beach/Del Monte Forest to the south. Beginning at the city limit and moving north then west, the corridor's major cross streets are David Avenue, Congress Avenue, 17 Mile Drive and Asilomar Avenue. As part of a state route, Highway 68 through Pacific Grove is currently owned, controlled and maintained by Caltrans rather than by the City.

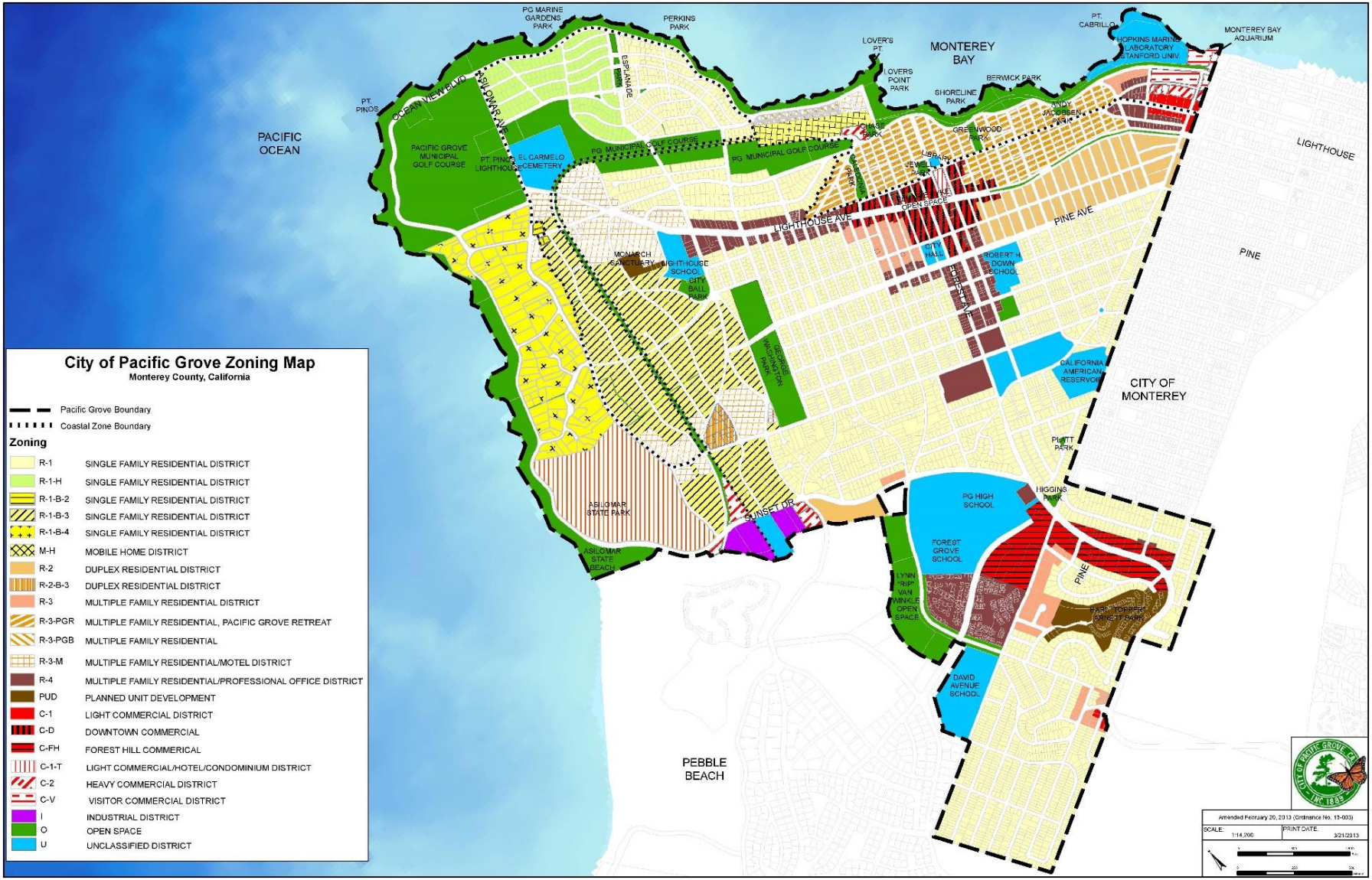
5 | Land uses

A variety of land uses lie along the study corridor, as shown in Figure 2, the City of Pacific Grove's zoning map. The first segment of the corridor, from the city limit to Stuart Avenue, is characterized by both low- and medium-density residential. The second segment, from Stuart Avenue to just past David Avenue, is almost entirely commercial, with a variety of supermarkets, restaurants and neighborhood- and citywide-serving retailers and professional services. The commercial segment is followed by a short transitional zone, from David Avenue to Sunset Drive, fronting a mixture of commercial and residential uses and also Higgins Park.

Sunset Drive from Forest Avenue to Congress Avenue is fronted on the south side by Pacific Grove High School and on the north side by medium-density residential. Between Congress Avenue and 17 Mile Drive there is medium-density residential on the north side; on the south is the Mission Linen property—a county island completely surrounded by incorporated Pacific Grove—and the First United Methodist Church (the Butterfly Church). Lastly, the segment of Sunset Drive from 17 Mile Drive to Asilomar Avenue is Pacific Grove's only remaining industrial and heavy-commercial area. This area also has scenic qualities, namely views of the ocean and pine forests. Pockets of high-density housing in the form of smaller-scale apartment buildings are found scattered along the corridor.

Figure 1 | Project area and context map

Figure 2 | City of Pacific Grove zoning map



6 | Key destinations

As mentioned above, the corridor generally connects Monterey to the ocean, and points in between to the north and south. Along or very near the corridor are more specific destinations important to Pacific Grove and adjacent communities. Beginning at the southern end of the route, the main destinations (shown on the project area and context map) are:

- The **Presidio of Monterey**, an active military installation and the home of the Defense Language Institute Foreign Language Center.
- **Forest Hill commercial district**, on Forest Avenue between Stuart Avenue and just past David Avenue. The district includes the Safeway and Trader Joe's supermarkets, the Fairway Shopping Center (on the southwest corner of David Avenue) and the Country Club Gate shopping center (on the northwest corner of David Avenue).
- **Pacific Grove Middle School**, a few short blocks north of the corridor, at the corner of Forest Avenue and Sinex Avenue. This is the city's only middle school.

- **Pacific Grove High School**, the city's only high school, located near the intersection of Forest Avenue and Sunset Drive.
- **Forest Grove Elementary School**, a short distance south of the corridor, along Congress Avenue.
- **Rip Van Winkle Open Space**, just off the corridor, extending between Congress Avenue and 17 Mile Drive and south to Forest Lodge Road. The heavily forested area is popular with joggers and walkers and as an off-leash dog area.
- Two houses of worship: **First United Methodist Church,** or the Butterfly Church (at 915 Sunset Drive), and **Kingdom Hall of Jehovah's Witnesses** (1100 Sunset Drive).
- **Sunset Drive commercial district,** between 17 Mile Drive and Asilomar Avenue, and housing a mix of light industrial uses and other uses.
- **The Inn at Spanish Bay / Links at Spanish Bay**, one of the Pebble Beach golf resorts, just south of Sunset Drive, off 17 Mile Drive.
- **Asilomar State Beach and Conference Grounds**, a California state park unit, located at the western end of the study corridor. The park incorporates both a 1-mile strip of beach and a historic, rustic conference hotel spread throughout 30 buildings. A pedestrian trail runs through the beach dunes.

7 | Street network

A city's streets may be classified by their function, which typically corresponds with the amount and speed of traffic on them. This functional classification typically encompasses, from busiest to least busy, freeways, arterials, collectors and local streets. The Pacific Grove General Plan classifies both Forest Avenue and Sunset Drive (to Asilomar Avenue) as arterials (see the context map). Arterials are medium-speed, medium-volume roads that generally connect to freeways or to other arterials. David Avenue and Congress Avenue are also designated as arterials. Sunset Drive north of Asilomar Avenue is classified by the General Plan as a "scenic drive," intended primarily for recreational travel.

17 Mile Drive and Asilomar Avenue are classified as collectors. These are lower-speed, lower-volume streets than arterials. They generally serve shorter trips and distribute cars from local streets to the arterials.

The rest of the street network in the corridor area is made up of local streets. These are low-speed, low-volume, neighborhood-serving streets whose main purpose is to provide access to fronting properties. Local streets that intersect with the Highway 68 corridor include, among others, Stuart Avenue, Prescott Lane, Forest Hill Boulevard, Morse Drive, 19th Street, Cedar Street, Walnut Street, Grove Acre Avenue and Crocker Avenue.

8 | Right-of-way characteristics

The study corridor is two travel lanes wide, except for the stretch of Forest Avenue from Prescott Lane to Sunset Drive, which is four lanes wide. There are center turn lanes on Forest Avenue for a short stretch as it enters the city and from Piedmont Avenue to Sunset Drive; and on Sunset from near Forest Avenue to Congress Avenue. As mentioned earlier, Highway 68 through Pacific Grove is currently owned, controlled and maintained by Caltrans rather than by the City.

The only relatively long stretch of continuous sidewalk in the corridor is on the south side of Sunset Drive from David Avenue to Congress Avenue, a segment that encompasses the high school. There are bits of discontinuous sidewalk on the following stretches:

- **East side of Forest Avenue**: From Piedmont Avenue to just past Prescott Lane, from Forest Hill Boulevard to just before David Avenue and from Morse Drive to Sunset Drive; also, there is a walking path roughly parallel to Forest Avenue through Higgins Park.
- **West side of Forest Avenue**: From just before Piedmont Avenue to Sunset Drive.
- **North side of Sunset Drive**: Across from the high school and for a short distance west of Grove Acre Avenue.
- **South side of Sunset Drive**: In the area of the Butterfly Church and from 17 Mile Drive to Asilomar Avenue.

There are marked crosswalks across Forest Avenue at Prescott Lane, Forest Hill Boulevard, David Avenue and Sunset Drive; and across Sunset Drive at Forest Avenue, 19th Street, Congress Avenue and 17 Mile Drive. Relatively long stretches with no marked crosswalks occur on Forest Avenue between the city limit and Prescott Lane; and on Sunset Drive from Congress Avenue to 17 Mile Drive and from 17 Mile Drive to Asilomar Avenue.

While cyclists may use the entire corridor, the only dedicated bicycle facilities are bike lanes on Sunset Drive from Asilomar Avenue to 17 Mile Drive, on both sides of the street. There is a shoulder of varying width on Forest Avenue from the city limit to Stuart Avenue; and a wide shoulder on Sunset Drive from 17 Mile Drive to Congress Avenue (cars are allowed to park on this shoulder, however). Elsewhere bicycling is generally accommodated along the right side of wide outside lanes.

9 | Traffic characteristics

At the city limit, the speed limit on Highway 68 is 40 mph. It decreases to 35 mph through the Forest Avenue commercial district, and further to 25 mph on Sunset Drive. There are three signalized intersections in the study corridor: at Forest Avenue/Prescott Lane, Forest Avenue/David Avenue and Forest Avenue/Sunset Drive.

Table 1 below shows annual average daily traffic (AADT) in 2010 and 2035 for five stretches of the corridor as reported in Caltrans' State Route 68 Concept Report (see a description of the report in the "Related Plans" section later in this chapter). Traffic is light as Highway 68 begins at Sinex Avenue, at 3,700 AADT. Within a mile, it increases to 20,600 AADT at Forest Avenue. Generally, traffic volumes on the highway increase moving east as the route serves more residential and commercial areas. The report shows that AADT has remained relatively constant from 1994 to 2010 (the latest year for which the report includes data); this is consistent with the slow population growth in the area. The transportation model for the Monterey Bay Area predicts that traffic will continue to grow slowly, and in some areas decrease, due to housing and jobs shifts in the region.

Table 1 | Annual average daily traffic along the corridor

From	To	2010 Count AADT	2035 Model AADT
Sinex Ave. (PM 0.00)	Sunset Dr. (PM 0.22)	3,000-3,600	3,400 - 4,100
Sunset Dr. (PM 0.22)	Forest Dr. (PM 1.12)	6,500-14,000	6,600 -14,300
Forest Dr. (PM 1.12)	Prescott Ln. (PM 1.50)	20,000	19,800
Prescott Ln. (PM 1.50)	Presidio Blvd. (PM 1.99)	22,000-25,400	21,900 -25,300
Presidio Blvd. (PM 1.99)	SR-1 (PM L4.20)	25,400	26,200

To supplement Caltrans' data, traffic counts were conducted as part of the project study on April 6–8, 2016. Counts were conducted at two locations: (i) Sunset Drive in front of the high school, in the west- and east-bound directions; and (ii) Forest Avenue in front of Trader Joe's, in the north- and south-bound directions and on the inside and outside lanes. Table 2 at right shows the AADT counts at these locations. These volumes are generally consistent with those in the Caltrans data. (Counts for the Forest Avenue northbound outside lane are not being reported because they appear to have been measured incorrectly; the AADT count was found to be 589, which is much lower than the three other counts on Forest.) Full summary reports are included in Appendix B.

Table 2 | April 6–8, 2016 traffic counts

	AADT
Sunset Drive, westbound lane	2,606
Sunset Drive, eastbound lane	3,338
Sunset Drive, both lanes	*5,944*
Forest Avenue, southbound inside lane	4,517
Forest Avenue, southbound outside lane	3,647
Forest Avenue, northbound inside lane	3,376
Forest Avenue, three lanes above	*11,540*

10 | Traffic collisions

This section looks at traffic collision data in the corridor. Data in the first section is from the California Highway Patrol's Statewide Integrated Traffic Records System (SWITRS), a database of collisions as reported to and collected by local police departments and other law enforcement agencies. Data in the second section is from Caltrans' State Route 68 Concept Report (see also the "Related Plans" section).

Pedestrian and bicyclist victims

According to SWITRS, during the 11-year period from 2004 through 2014 there were ten collisions with motor vehicles in the corridor that resulted in a pedestrian or cyclist fatality or injury (Appendix C includes the SWITRS records with details about the collisions). These ten collisions resulted in:

- Two pedestrian fatalities: at Forest Hill Boulevard in 2004 and at 19th Street in 2006.
- Three pedestrians with injuries: at Morse Drive, at Forest Avenue/Sunset Drive and near Congress Avenue/Cedar Street.
- No bicyclist fatalities.
- Five bicyclists with injuries: at David Avenue, at Grove Acre Avenue (two), between Grove Acre Avenue and Crocker Avenue, and at Asilomar Avenue.

Figure 1, earlier in this chapter, shows a map with the locations of these collisions. As shown on the map, six of the collisions were spread out along a stretch of the corridor from Forest Hill Boulevard to Congress Avenue/Cedar Street. However, the other four collisions—all involving cyclists—were clustered along a short segment from Grove Acre Avenue to Asilomar Avenue. This indicates a possible collision hotspot, and a potential area of concern.

Intersection collision rates

Caltrans' Concept Report for Highway 68 compares actual intersection collision rates for the corridor to statewide average collision rates for similar intersections. As shown in Table 3 below, the report finds seven intersections in the study corridor with "much higher" collision rate than the statewide average rate (rates are per million vehicle miles for a three-year period from April 2007 through March 2010).

It is worth noting that five of the seven intersections are found within a short stretch at the start of the study corridor. Meanwhile, the remaining two intersections, at or near the other end of the corridor, have the highest collision rates by far.

Table 3 | Intersection collision rates along the corridor

	Actual	*Statewide average*
Asilomar Avenue	**0.60**	0.15
17 Mile Drive	**0.71**	0.25
Prescott Lane	**0.27**	0.25
Piedmont Avenue	**0.19**	0.15
Bishop Avenue	**0.19**	0.15
Adobe Lane	**0.22**	0.15
Presidio Boulevard	**0.31**	0.15

11 | Transit service

Walking and bicycling become more practicable the better they are integrated with transit. Transit service in the study corridor is provided by Monterey–Salinas Transit (MST). The agency operates two bus routes that stop in the corridor (see the project context map—Figure 1—for the location of bus stops):

- **Line 1, Asilomar–Monterey**: Regular daily route that runs along 17 Mile Drive, Sunset Drive and Asilomar Avenue. Bus stops on the corridor are at Sunset Drive/17 Mile Drive and Sunset Drive/Grove Acre Avenue.
- **Line 2, Pacific Grove–Carmel**: Regular daily route that runs along 19th Street, Sunset Drive and Forest Avenue, then loops around to David Avenue toward Monterey. Bus stops include Sunset Drive/Forest Avenue, Forest Avenue/Forest Hill Boulevard, Forest Avenue/Syida Drive and David Avenue/Forest Avenue.

In addition, Line 21, Pebble Beach–Salinas Express, is an express, commute-hour route that runs through, but does not stop in, the study area. The line runs in part along 17 Mile Drive, Sunset Drive and Forest Avenue but the nearest stops are at David Avenue/Wave Street and at the Inn at Spanish Bay.

All MST regular, fixed-route buses are fully accessible and equipped with a wheelchair lift. Passengers who are not able to use buses due to their disability may be eligible for the MST's paratransit program. MST buses are outfitted with front-mounted racks for two or, in some cases, three bicycles; two additional bikes may be stowed in the wheelchair securement area at the driver's discretion. Bikes always ride free with paying passengers.

Figure 3 | Map of MST bus routes in the project area

12 | Related planning efforts

The Pacific Grove Highway 68 Study is the most specific effort conducted to date to address walking and bicycling in the corridor. However, over the years several other planning efforts and documents have been prepared that also could have a bearing on non-motorized transportation in the corridor. The main documents reviewed as part of the corridor study are summarized in this section. They are:

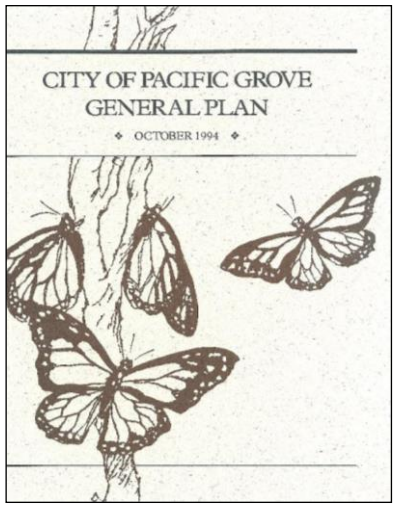
- Pacific Grove General Plan.
- Forest Hill Specific Plan.
- State Route 68 Concept Report.
- TAMC Bicycle and Pedestrian Master Plan.
- Monterey Bay Area Complete Streets Guidebook.
- Main Street, California.

The primary purpose of reviewing these documents was to identify general considerations and specific previously recommended improvement projects and actionable policies which ought to be reflected in the Pacific Grove Highway 68 Study.

Pacific Grove General Plan (1994)

The City's General Plan contains numerous general policies that are supportive of, and seek to encourage, walking and bicycling as ways of reducing car dependence. Most of these policies are found in the plan's Transportation Element (or chapter). Specific to the study area, the plan acknowledges that, unlike much of Pacific Grove, "the Forest Hill area is not well-suited for pedestrians," with frequent sidewalk gaps. It states, as an example of potential improvements, that "stairs could be constructed from the intersection of Forest and David to the Country Club Gate Center."

The plan includes a map of "pedestrian ways" in the city. The map is reproduced in Figure 4, on the next page. The entire length of the study corridor north of Presidio Boulevard is denoted as a pedestrian way, as are Congress Avenue and the abandoned railroad right-of-way next to and parallel to Crocker Avenue. The plan does not provide any policy directions for these facilities.



The plan also includes a map of both existing and proposed bikeways (though the map legend does not differentiate between the two types). This map appears to propose bike paths along the first stretch of the study corridor, from Presidio Boulevard to Piedmont Avenue, and also on the segment of the railroad right-of-way parallel to Crocker Avenue from Sunset Drive to Sinex Avenue. Forest Avenue to David Avenue and Sunset Drive to 17 Mile Drive are designated as bike routes (with signage, but no bike lanes). The rest of Sunset Drive is shown as having bike lanes. The bikeways map is reproduced in Figure 5.

The plan supports keeping Highway 68 through Pacific Grove as a two-lane roadway, though it "recognizes that turn lanes may be necessary at some locations." It states that "limited improvements such as…paved shoulders for bicyclists are consistent" with the plan's intent to discourage additional traffic.

Figure 4 | Map of pedestrian ways in Pacific Grove from the City's General Plan

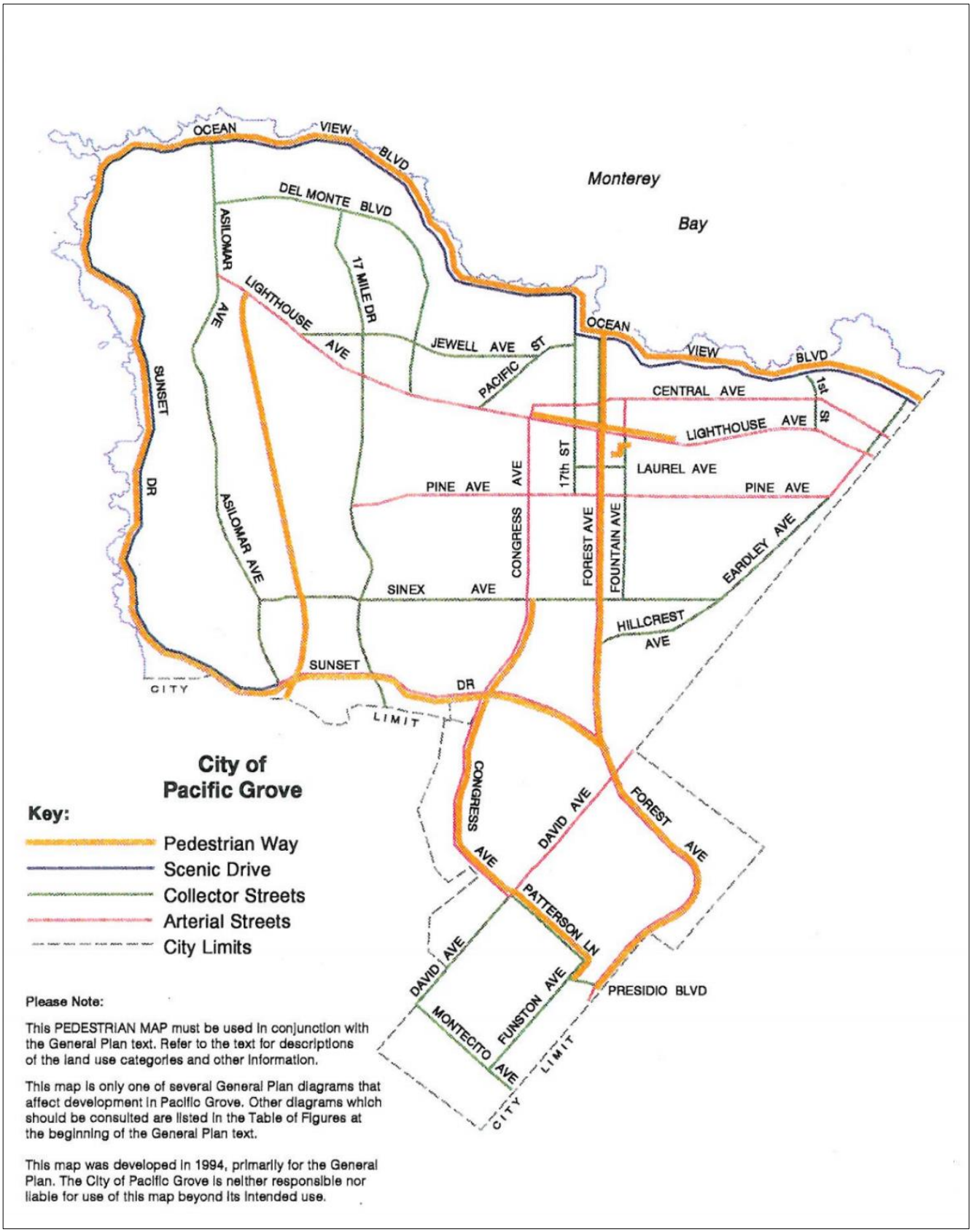
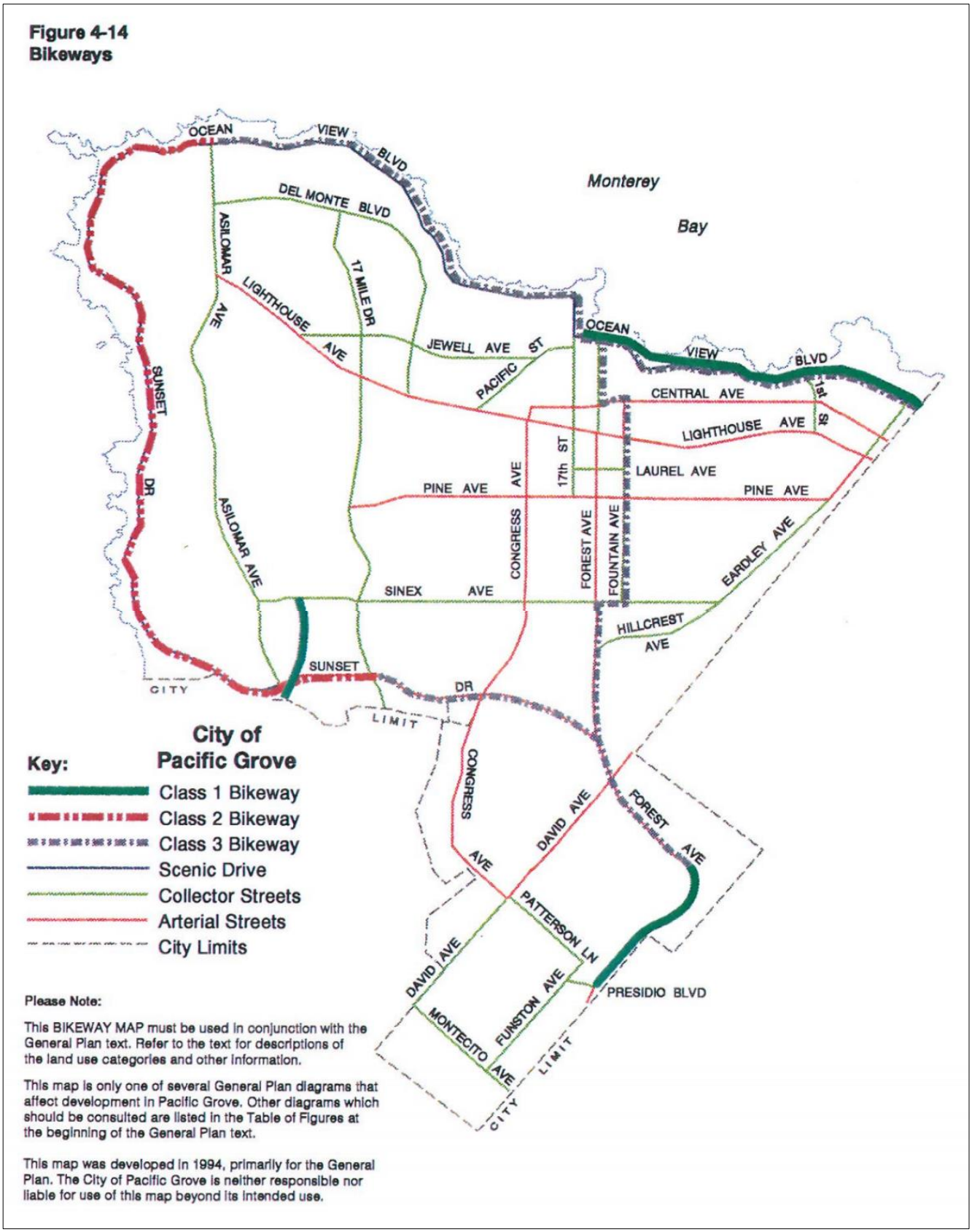


Figure 5 | Map of bikeways in Pacific Grove from the City's General Plan



Forest Hill Specific Plan (1998)

This plan supplements the General Plan by providing additional policy direction for the Forest Hill area. The study area covers both sides of Forest Avenue—extending generally one lot deep on each side—from David Avenue to just south of Piedmont Avenue. The plan analyzes five major issues identified by the community as particular areas of concern: walking, driving, parking, buffers between commercial and residential users, and the visual importance of the Forest Avenue entrance to the city.

During the planning process, the community established that walking in the area (and also biking) was challenging: sidewalks are discontinuous and do not meet accessibility requirements; crossing Forest Avenue, even at traffic signals, is difficult; some intersections lack marked crosswalks; the streetscape is unattractive; and bus stops are poorly located for pedestrian access. The plan includes numerous policies that could be applicable to the Pacific Grove Highway 68 Study (the policies have been edited for brevity):

- 3.1: Enhance the street with trees, street furniture, medians and other streetscape improvements.
- 3.2: Create a defined street edge and use streetscape improvements to narrow the perceived width of the street.
- 3.8: Create a gateway monument for the corridor. [Elsewhere, the plan specifies that it be located on the side of Forest Avenue at Stuart Avenue, on land left over from a recommended redesign of the intersection. The plan also suggests that the City conduct a competition to select a designer or artist to design the gateway.]
- 3.9: Reduce the number of curb cuts.
- 3.16: Create a continuous sidewalk on both sides of the street.
- 3.18: Consolidate driveways.
- 4.2: Maintain four through lanes.
- 4.3: Continue to provide two-way left-turn lanes.
- 4.5: Maintain the existing marked crosswalks.
- 4.6: Provide marked crosswalks across all legs of the intersection at David Avenue.
- 4.7: Install a mid-block crossing and pedestrian-actuated signal between Forest Hill Boulevard and Prescott Lane.
- 4.8: Install bulbouts at the crosswalks at Forest Hill Boulevard (southeast corner) and at Safeway (northwest corner).
- 4.9: Require new developments to provide sidewalks to standards set forth in the plan.
- 4.11: Stripe bike lanes on both sides of the street. [Elsewhere, the plan specifies five-foot lanes.]
- 4.12: Require new developments to provide ample and convenient bike-parking racks.
- 4.13: Construct medians to ensure that the two-way left-turn lane is not used as a through lane.
- 4.14: Plant street trees in bulbouts between driveways.
- 4.15: Add an eastbound right-turn lane from David Avenue to Forest Avenue southbound.
- 4.16: Add a northbound right-turn lane from Forest Avenue to David Avenue eastbound.
- 4.18: Realign the "Y" intersection at Stuart Avenue to a 90-degree "T" intersection.

The plan includes a figure depicting some of the recommended street improvements along Forest Avenue and another one illustrating cross sections at different points along the street. These two figures are reproduced in Figures 6 and 7, on the pages that follow.

Figure 6 | Recommended improvements along Forest Avenue from the Forest Hill Specific Plan

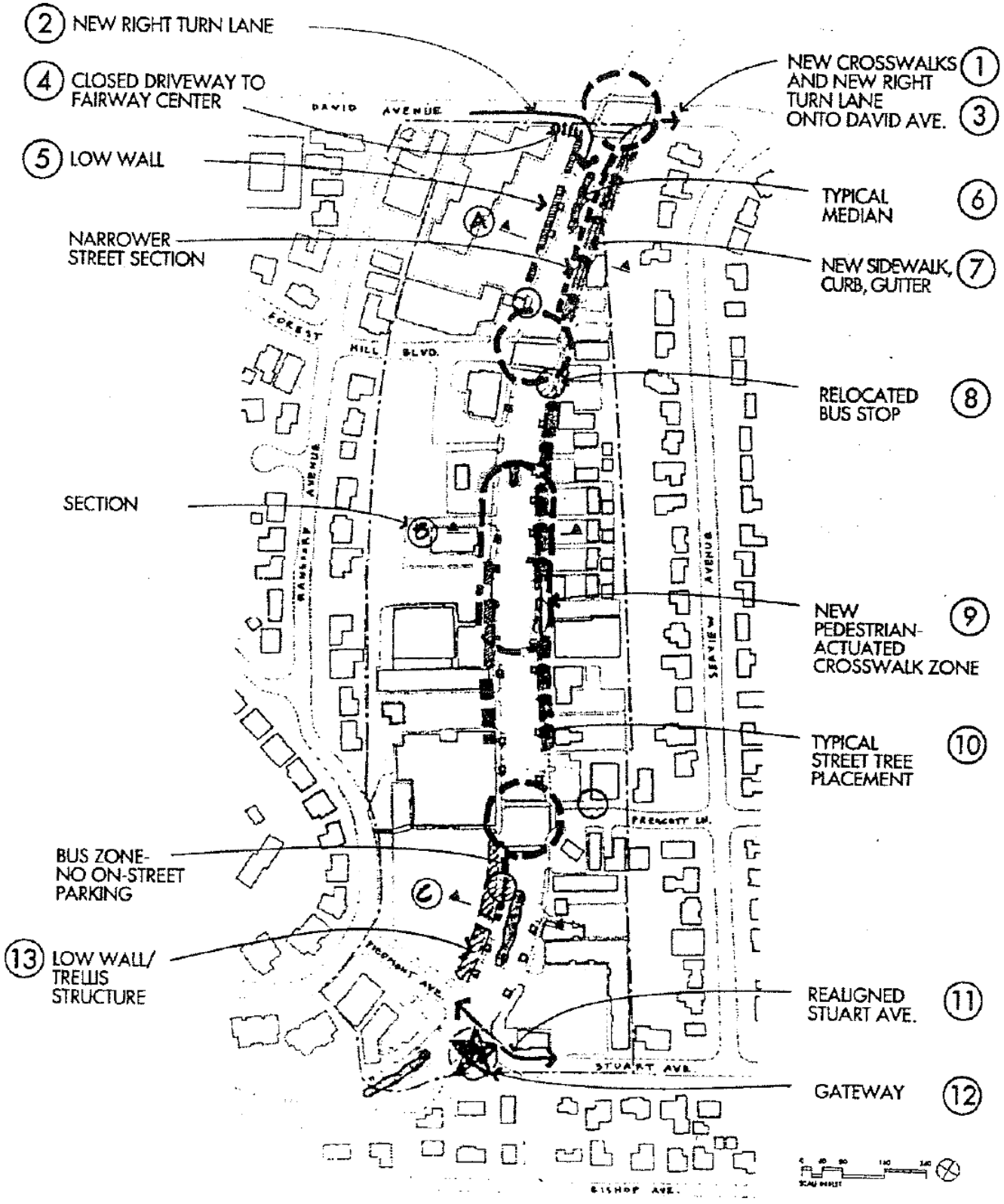
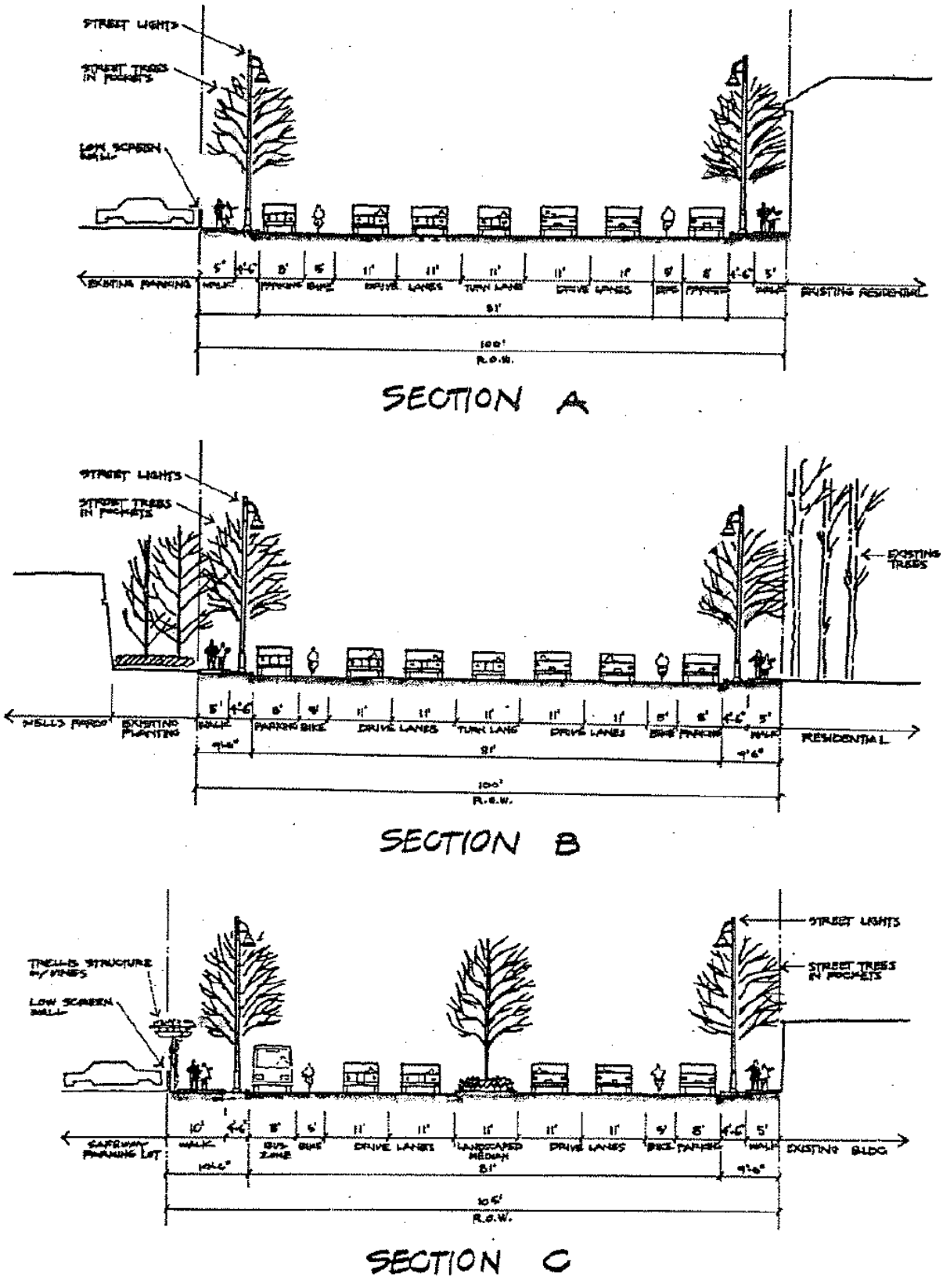


Figure 7 | Cross sections along Forest Avenue from the Forest Hill Specific Plan (the cross sections correspond to the lettered locations in the previous figure)



State Route 68 Concept Report (2013)

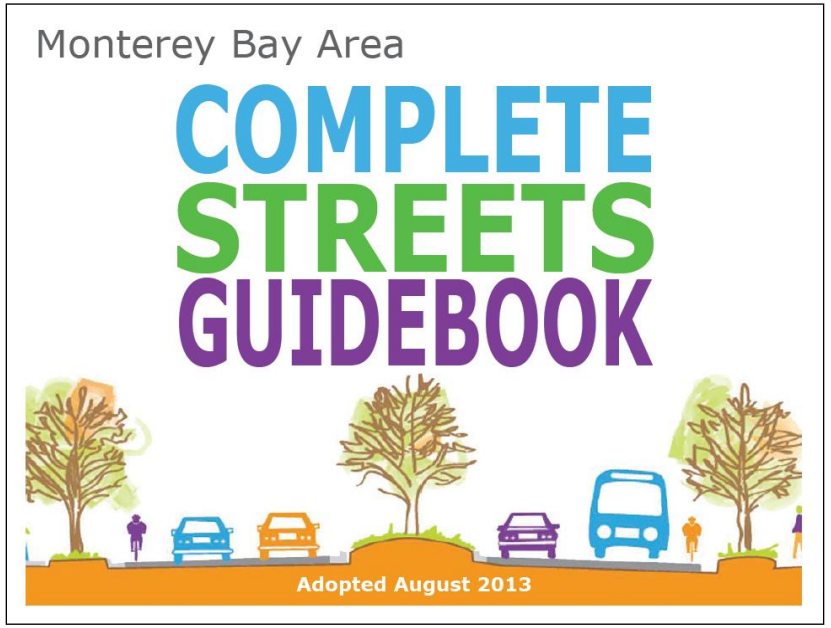
The Concept Report, prepared by Caltrans, is essentially a long-range, master plan for Highway 68. Segment 1 of the corridor, as designated by Caltrans, extends from Sinex to Highway 1. Because this segment is "within an urbanized area with physical constraints," the report does not envision widening it. Instead, the report's recommended strategies for Segment I are to maintain traffic-signal control through the urbanized area and to consider operational improvements when appropriate or as land use developments occur. Moreover, since the segment serves primarily local users, the report recommends pursuing "relinquishment," or ceding ownership and management control of the corridor to the local jurisdictions, including the City of Pacific Grove.

TAMC Bicycle and Pedestrian Master Plan (2011)

TAMC's plan compiles and prioritizes proposed bicycle and pedestrian improvements submitted by the County and its cities as well as other relevant public agencies. The plan identifies one pedestrian improvement in the study corridor, though not as a priority project: lighted crosswalk, pavement markings and signs at Forest Avenue/Forest Hill Boulevard (planning-level cost estimate: $170,000). The plan also identifies one non-priority bicycling project: bike lanes on Forest Avenue between Prescott Lane and Presidio Boulevard (estimated cost: $20,800).

Monterey Bay Area Complete Streets Guidebook (2013)

This guide was developed by a consortium of public agencies to assist local jurisdictions in planning, designing and implementing "complete streets" projects. (Complete streets are meant to accommodate different forms of transportation and people of all ages and abilities.)



The guide includes, among other sections, performance measures for evaluating the effectiveness of complete street projects; descriptions of different types of complete streets and roadway users; design principles and guidelines for the design of various street features; an overview of complementary programs in the areas of education, encouragement and enforcement; talking points to engage decision-makers and the broader public; and a project-review checklist, which TAMC uses to score projects for funding allocation under the competitive Regional Surface Transportation Program.

Main Street, California (2013)

Caltrans' "Guide for Improving Community and Transportation Vitality" provides guidelines and suggestions for the planning and design of "main street"-type projects that enhance multimodal access, livability and sustainability. The guide's intended audience includes internal Caltrans staff and the agency's partners and other stakeholders.

The guide describes and illustrates design features and considerations that constitute best practices in the design of livable streets. These include, among others:

- Design speed and speed limit.
- Appropriate number and width of traffic lanes.
- Intersection design, including roundabouts.
- Sidewalks.
- Accessible design.
- Pedestrian refuge/crossing islands.
- Curb extensions or bulbouts.
- Bikeways.
- Street lighting.
- Landscaping.
- Gateway monuments and community identification.
- Storm water management strategies.

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3 | Needs Assessment

1 | Overview

The purpose of the needs assessment process for the Pacific Grove Highway 68 Study was to consider issues and conditions in the corridor from the community's point of view. The process consisted of gathering input from the general public and from key stakeholders on the barriers, obstacles and challenges to walking and biking on the corridor; the needs and concerns of corridor users; specific problem areas and locations; and ideas and suggestions for improving conditions.

This chapter describes the various opportunities available to the public for public engagement and participation, and presents and summarizes the approximately 500 comments received through the various channels for public input. The comments directly informed the next task in the planning process, which was to develop recommended improvements for the corridor.

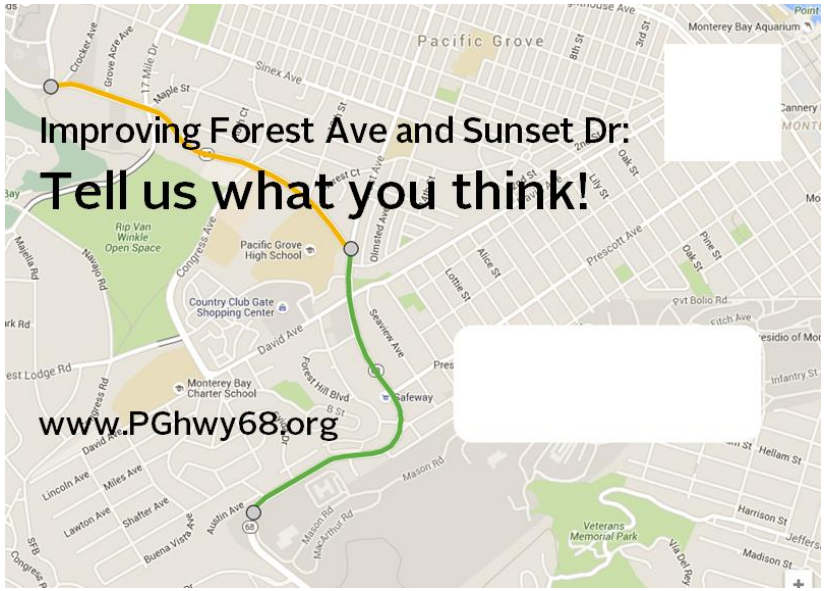
2 | Opportunities for public input

Community input on needs was gathered through the following five main channels:

- **Survey**, administered primarily online. It ran for a month, from October 21 through November 22, 2015.
- **Interactive map** on which people could pin comments. The map was open for comments during the same period as the survey.
- **Stakeholder luncheon**, held on Thursday, November 19, 2015.
- **Public workshop**, also held on November 19, 2015, in the evening.
- By **email and phone**.

In order to inform and engage the public, the opportunities for participation listed above were announced and publicized in numerous ways:

- Mass email to the 100 or so people on the project's email list.
- Postcard mailing to approximately 1,000 households on and near the corridor (see postcard image below).



- Posts on the webpage for the corridor study (www.PGHwy68.org) and on TAMC's and the City of Pacific Grove's websites.
- Mention in the Pacific Grove City Manager's weekly email bulletin.
- Personalized notifications to contacts at the following local media outlets: Cedar Street Times, Monterey Herald, Carmel Pine Cone and "Bicycling Monterey" blog.
- Post on MySidewalk (an online platform for planning-related public outreach and engagement), through TAMC's account (see image on next page).
- Flyers distributed in person to corridor merchants (this was the main way in which the stakeholder luncheon was publicized).

3 | Key themes from the comments

The 500 or so comments received presented a rich picture of the community's thoughts and opinions about Pacific Grove Highway 68. From these comments, several themes emerged as especially important areas of concern regarding the corridor and as key focus areas for improvements; these themes are summarized below. In addition, key location-specific challenges and opportunities identified by the public have been combined with those observed by participants of the walking field survey of the corridor conducted in September 2015 (see the previous chapter) and are shown on the aerial photographs on the pages that follow (Figures 8–11).

These were the main **walking-related issues, needs or concerns** expressed through the comments:

- Lack of a continuous sidewalk on either side of the corridor, with many specific locations cited.
- Careless or aggressive driver behavior in the form of speeding, distracted driving and failure to stop for or yield to pedestrians.
- Difficulty in crossing Forest Avenue, particularly at Piedmont Avenue / Stuart Avenue, at Prescott Lane and at David Avenue.
- Inadequate street lighting, particularly on Sunset Drive.
- Difficulty navigating the two five-way intersections on Sunset Drive, especially the one at Congress Avenue / Cedar Street.
- Difficulty in crossing Sunset Drive west of 17 Mile Drive.

The main **biking-related issues, needs or concerns** expressed were:

- Lack of continuous bike lanes or other clearly marked, sufficiently wide and well-maintained dedicated space for cyclists on either side of the corridor.
- Careless or aggressive driver behavior in the form of speeding, distracted driving and a general lack of respect toward cyclists and unwillingness to "share the road" with them.
- Inadequate street lighting, particularly on Sunset Drive.

In terms of making the corridor **more attractive and inviting** to all users the main needs or concerns were:

- Street trees, planted medians and other landscaping, with an emphasis on native, drought-resistant plants.
- "Rationalizing" (minimizing, clarifying or simplifying) the many driveways on the Forest Avenue commercial strip.
- Attractive gateway markers and, particularly to assist tourists, wayfinding signage.

Post about the corridor study on TAMC's MySidewalk account

October 23

Transportation Agency for Monterey County posted

Making Forest Avenue and Sunset Drive work better for everyone!

#Safety, #Livability, #Transportation in Monterey, CA, Pacific Grove, CA, Monterey County, CA

The Pacific Grove Highway 68 Study is looking at ways to improve two streets in Pacific Grove: Forest Avenue and Sunset Drive (from the city limit to Asilomar Avenue). The study aims to create a more "complete" corridor--one that works better for users of different forms of transportation and for... **Read More**

The rest of this chapter describes in more detail the main ways in which the public and stakeholders could provide input for the needs assessment and, more importantly, summarizes the comments received. Appendices D and E list in full the comments received through the survey and through the interactive map.

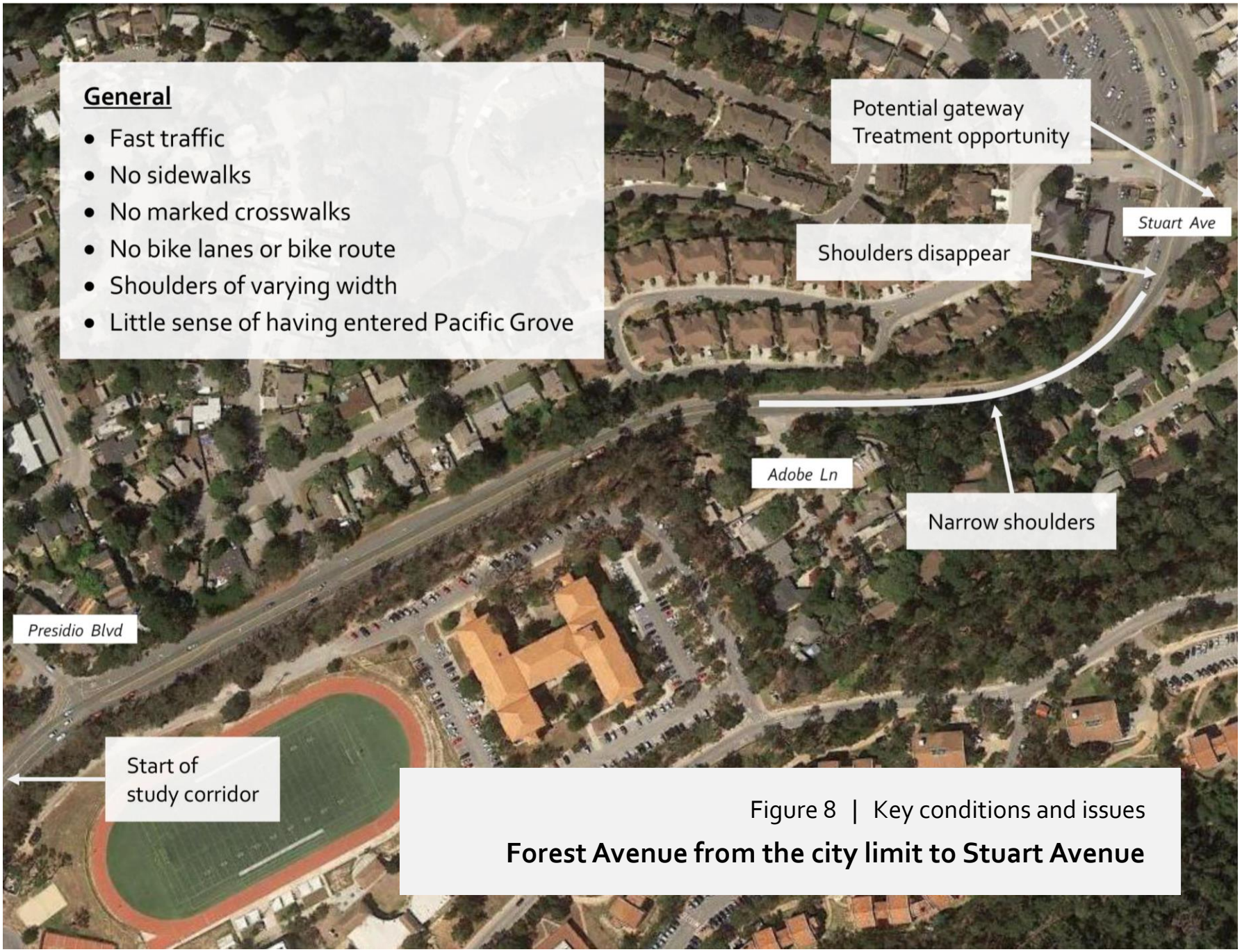


Figure 8 | Key conditions and issues

Forest Avenue from the city limit to Stuart Avenue

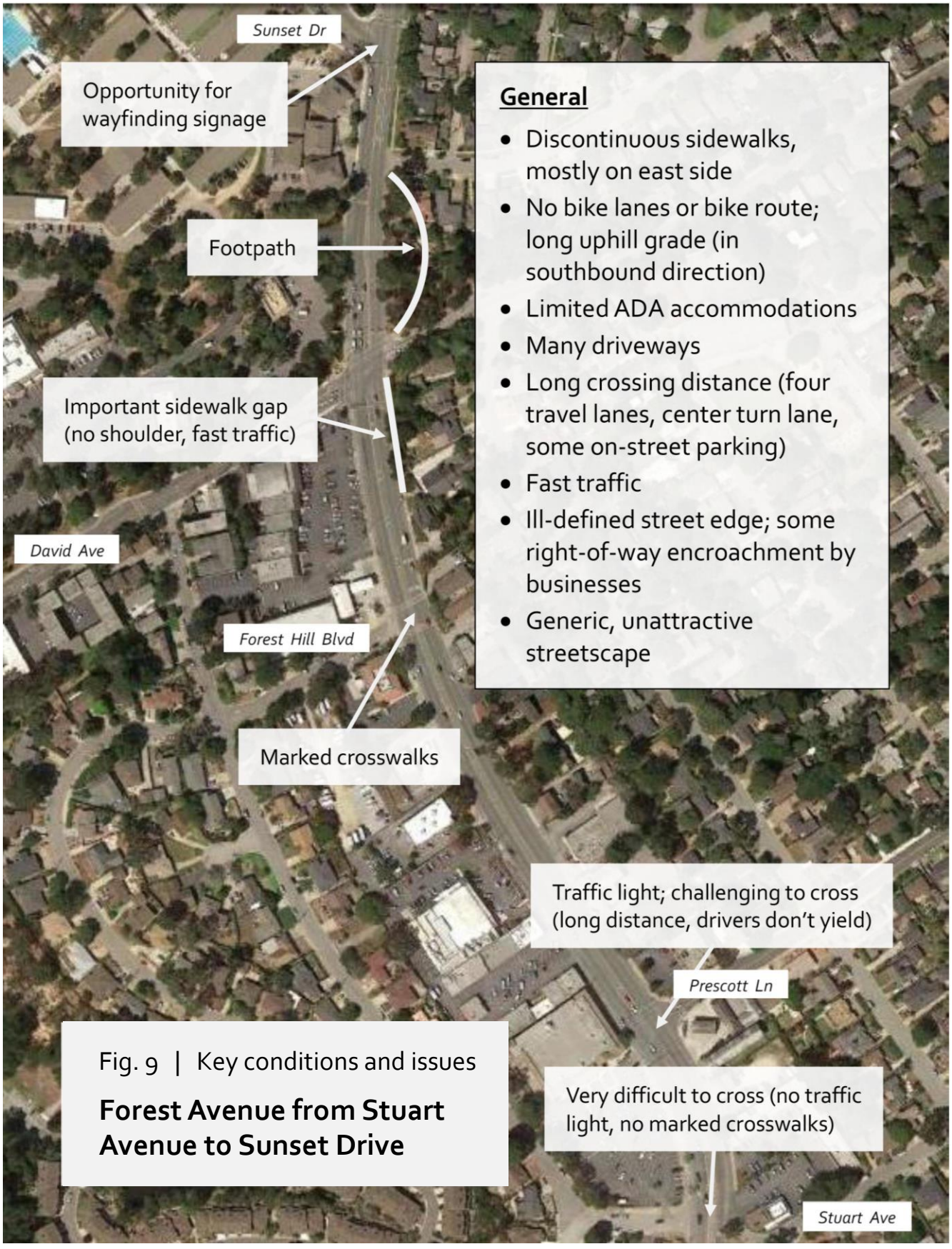


Fig. 9 | Key conditions and issues

Forest Avenue from Stuart Avenue to Sunset Drive

Figure 10 | Key conditions and issues

Sunset Drive from Forest Avenue to Walnut Street

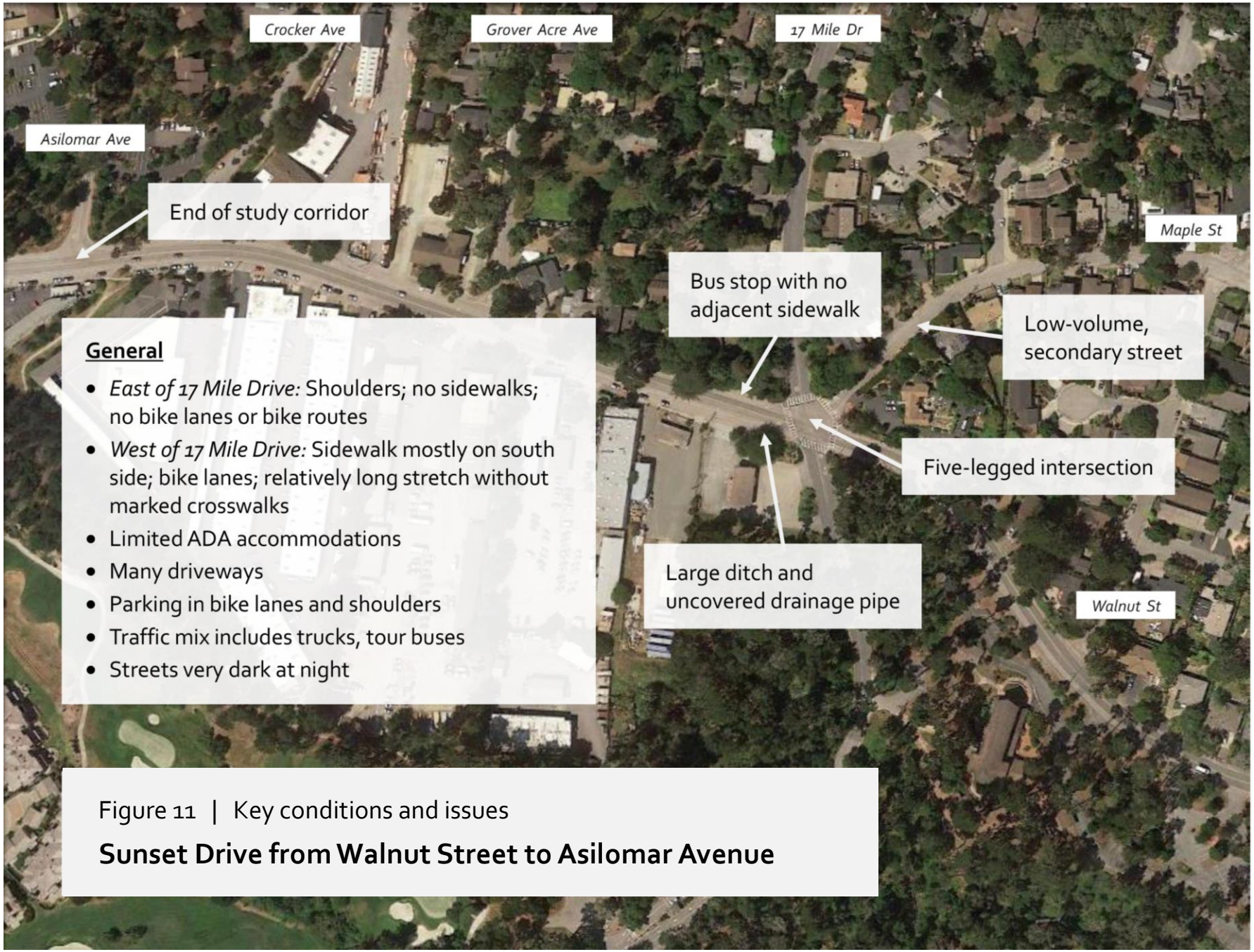


Figure 11 | Key conditions and issues

Sunset Drive from Walnut Street to Asilomar Avenue

4 | Survey

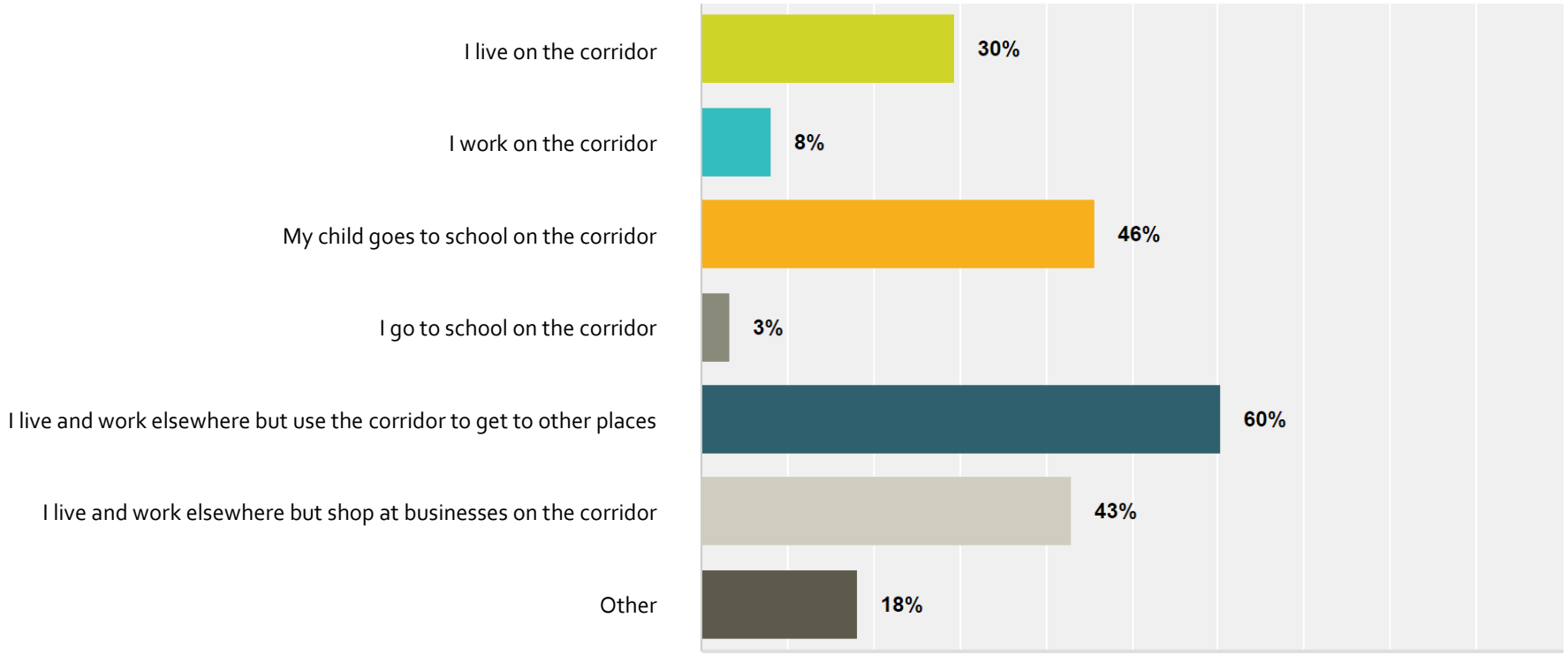
A survey on walking, biking and other needs concerning Pacific Grove Highway 68 was conducted for one month, from October 21 through November 22, 2015. The survey was administered online, through SurveyMonkey.com. The survey received 221 responses. Respondents were eligible to win one of three $50 gift cards for Amazon.com. The survey contained 15 questions, all of which were optional.

Below is a description of each question and of the responses given under each one. As indicated below all comments submitted through the survey are listed in Appendices D-1 through D-6. (The comments have been edited only to remove personal identification information.)

Connection to Pacific Grove Highway 68

The first question asked, *What is your connection to the Pacific Grove Highway 68 corridor (Forest Avenue / Sunset Drive)? (Check all that apply.)* 219 people responded to this question.

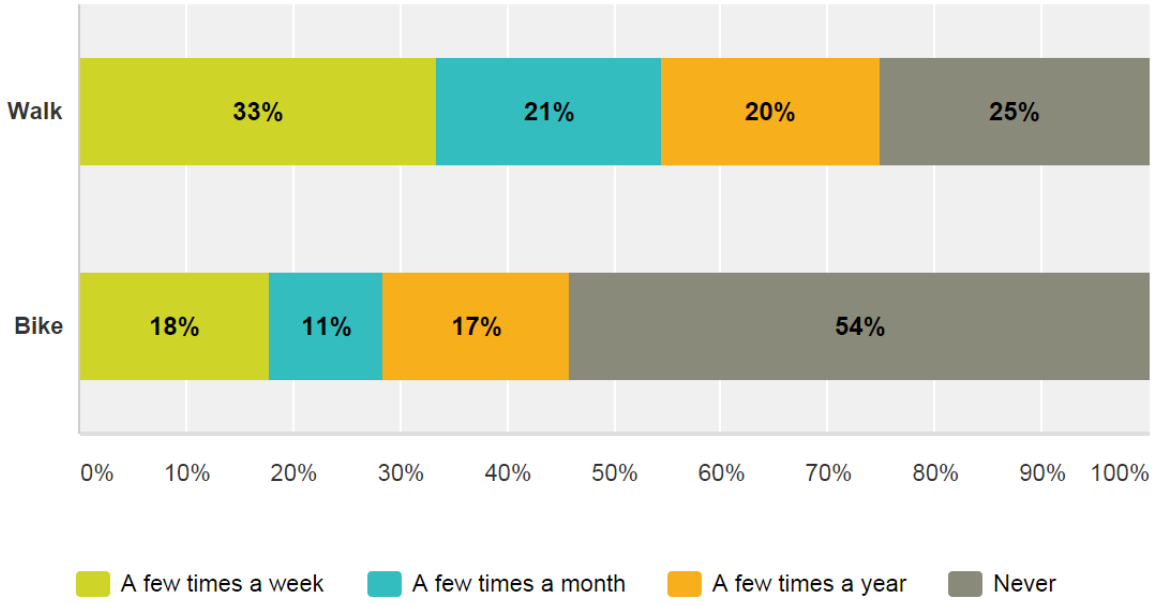
As the chart below shows, while fewer than 30% of respondents live on the corridor, respondents have other significant connections to it. For example, 42% have children who go to school on the corridor; 60% live and work off the corridor but use the corridor to get to other places; and 46% live and work elsewhere but shop at businesses on the corridor. 39 people responded "Other" and specified their answer; these answers are listed in Appendix D-1.



Walking or biking for transportation

Question 2 asked, *How often do you walk or bike on either Forest Avenue or Sunset Drive for transportation (to go to school, to work, to the store, etc.)?*, with two rows of answer choices, one for walking and one for biking. 215 people responded regarding walking and 179 responded regarding biking.

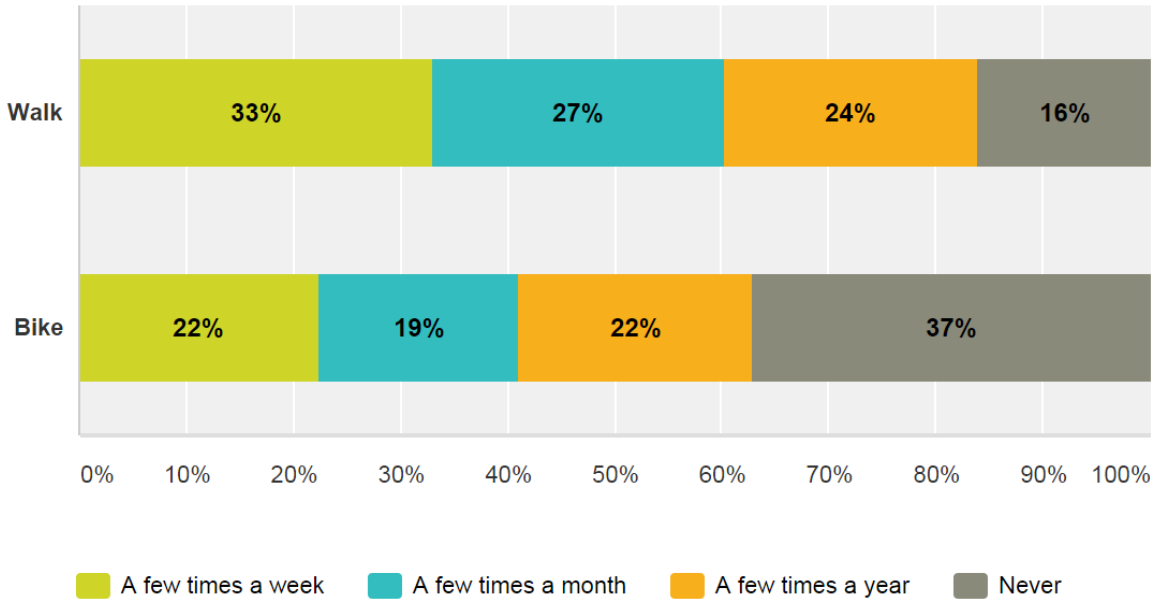
As the chart below shows, one third of respondents walk, and 18% bike, on the corridor for transportation a few times a week. At the other end of the spectrum, a quarter never walk, and more than half (54%) never bike, on the corridor for transportation.



Walking or biking for fun, recreation or exercise

Question 3 asked, *How often do you walk or bike on either Forest Avenue or Sunset Drive for fun, recreation or exercise?*, with two rows of answer choices, one for walking and one for biking. 212 people responded regarding walking and 183 responded regarding biking.

As the chart below shows, one third of respondents walk, and 22% bike, on the corridor for fun, recreation or exercise a few times a week. On the other hand, 16% never walk, and 37% never bike, for those purposes.



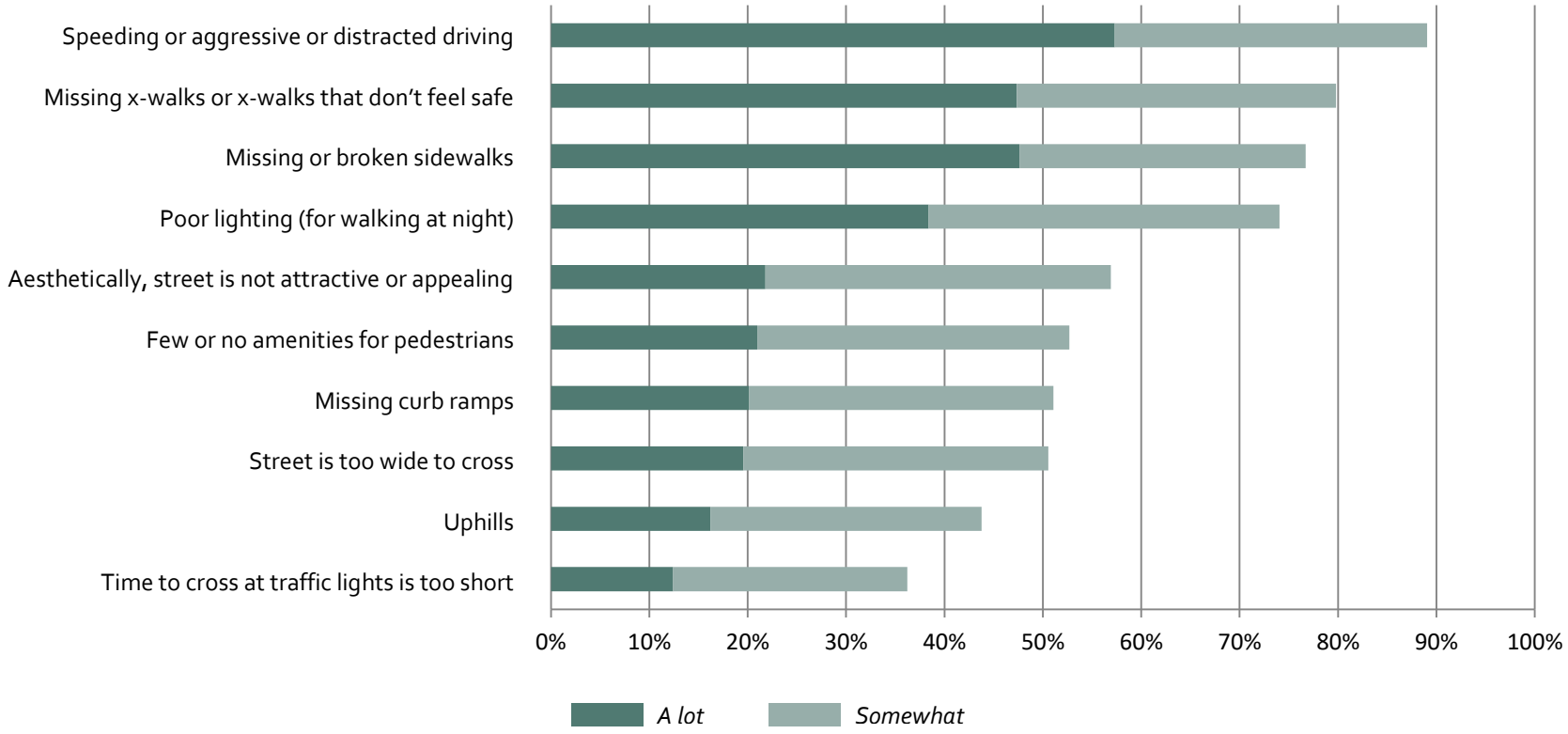
Challenges and obstacles to walking on Forest Avenue

Question 4 listed ten potential challenges and obstacles to walking and asked respondents, *In your opinion, how much do they discourage you or other people from walking on Forest Avenue?* (The challenges were always listed in random order.) The answer choices were "a lot," "somewhat" and "not too much."

194 people responded to this question. The chart below shows how many people responded "a lot" (in dark blue) or "somewhat" (light blue) for each item.

As the chart shows, four challenges or obstacles stand out, seen by more than 70% of respondents as discouraging people "a lot" or "somewhat" from walking on Forest Avenue. These could be interpreted as the most important or significant challenges to walking on that street:

- Speeding or aggressive or distracted driving (cited by 89% of respondents as discouraging people "a lot" or "somewhat" from walking).
- Missing crosswalks or crosswalks that don't feel safe (80%).
- Missing or broken sidewalks (77%).
- Poor lighting (for walking at night; 74%).



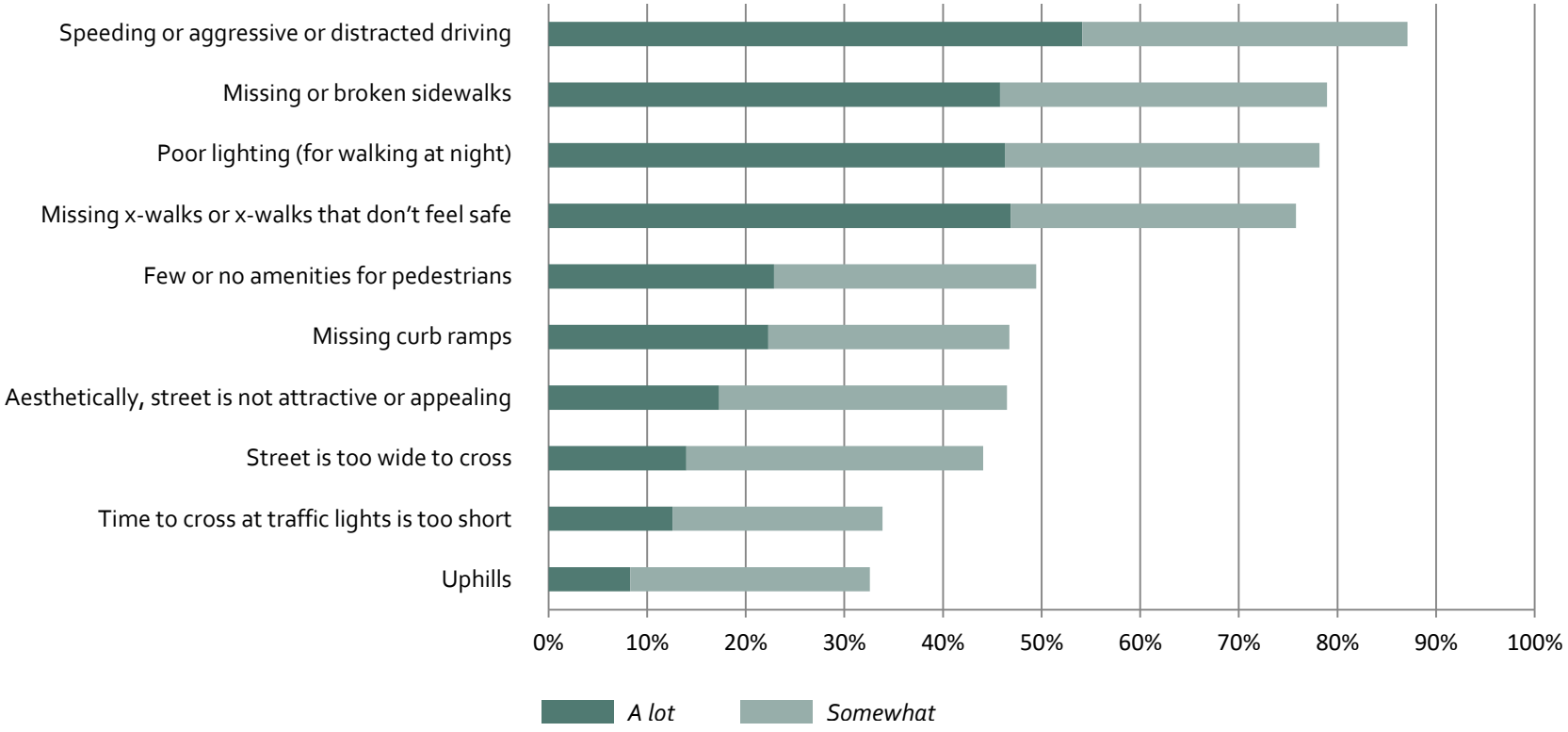
Challenges and obstacles to walking on Sunset Drive

Similarly, question 5 listed ten potential challenges and obstacles to walking and asked respondents, *In your opinion, how much do they discourage you or other people from walking on Sunset Drive?* (The challenges were always listed in random order.) The answer choices were "a lot," "somewhat" and "not too much."

194 people responded to this question. The chart below shows how many people responded "a lot" (in dark blue) or "somewhat" (light blue) for each item.

Four challenges or obstacles stand out—the same four as on Forest Avenue—seen by more than 75% of respondents as discouraging people "a lot" or "somewhat" from walking on Sunset Drive. These could be interpreted as the most significant challenges to walking on that street:

- Speeding or aggressive or distracted driving (87% of respondents).
- Missing or broken sidewalks (79%).
- Poor lighting (for walking at night; 78%).
- Missing crosswalks or crosswalks that don't feel safe (76%).



Other general challenges to walking

This open-ended question asked, *Did we forget any general challenges or obstacles to walking on Forest Avenue or Sunset Drive? If so, list them here.* 57 responses were submitted, which are listed in Appendix D-2. Most of these comments did not raise new challenges or obstacles but rather echoed those listed in the question, particularly broken or discontinuous sidewalks, including on both sides of the street. Among additional challenges cited, several were mentioned multiple times:

- Cars running stop signs.
- Cars parked on the shoulders.
- The two five-way intersections on Sunset Drive.
- Blind intersections and poor sightlines, which make it difficult for drivers to see pedestrians (and cyclists).
- Illegal U-turns across from the high school, after students are dropped off or picked up.

Challenging locations, and ideas to improve walking

This open-ended question asked, *Are there particular blocks or intersections along Forest Avenue or Sunset Drive that are especially difficult or challenging for pedestrians?* Do you have ideas or suggestions for how to improve conditions for people on foot? 95 responses were submitted, which are listed in Appendix D-3. The most common themes among the responses were:

Particularly challenging locations

- Forest Avenue south of Piedmont Avenue (fast traffic, no sidewalks, no crosswalks, no bike lane, narrow shoulder).
- Crosswalks on Forest Avenue at crossings without stop signs or traffic lights.
- Forest Avenue between Safeway and Wells Fargo, and across the street from Pizza My Way to David Avenue (no sidewalks).
- Forest Avenue / David Avenue intersection (missing sidewalks, some approaches without crosswalks).
- Sunset Drive at the high school (student drop-offs and pick-ups, students jaywalking, cars making U-turns).
- Sunset Drive / Congress Avenue / Cedar Street intersection (confusing for all).
- Sunset Drive west of Congress Avenue (no sidewalks, dark at night) and as it nears Asilomar Avenue (no crosswalks).
- Sunset Drive / 17 Mile Drive / Maple Street intersection.

Ideas and suggestions

- Traffic light or roundabout at Sunset Drive / Congress Avenue / Cedar Street, or reconfigure the intersection.
- Continuous sidewalks on both sides of Forest Avenue and Sunset Drive.
- Flashing in-pavement lights at crosswalks.

Ideas to make the corridor more attractive and appealing

This open-ended question asked, *On a related note, do you have any ideas or suggestions to make Forest Avenue or Sunset Drive more aesthetically attractive and appealing?* 87 responses were submitted, which are listed in Appendix D-4. Below are common themes from those responses.

- Landscaping: planted medians, street trees, native, drought-resistant plants, flowering shrubs.
- More street lighting; also benches.
- Continuous, wider sidewalks.
- Attractive signage.
- Focus on safety rather than on aesthetics.

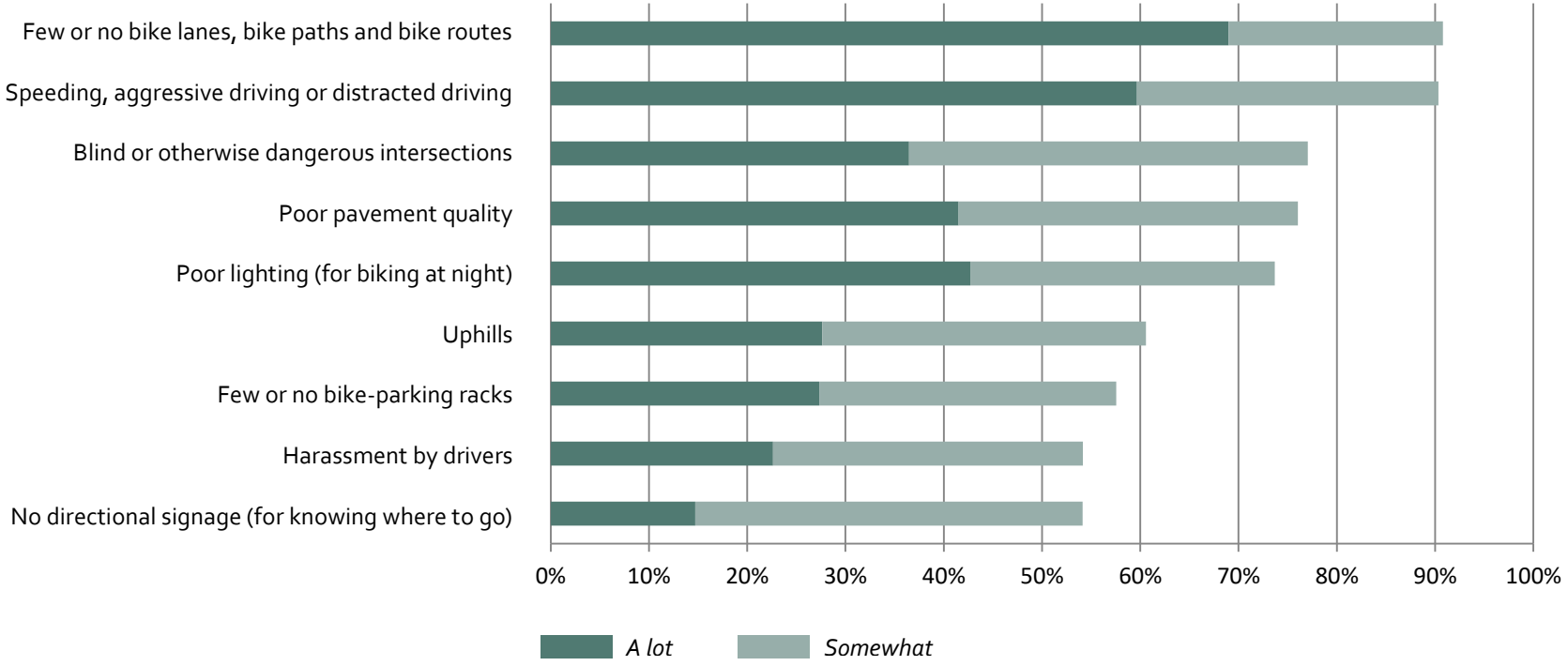
Challenges and obstacles to biking on Forest Avenue

Question 9 listed nine potential challenges and obstacles to biking and asked respondents, *In your opinion, how much do they discourage you or other people from biking on Forest Avenue?* (The challenges were always listed in random order.) The choices were "a lot," "somewhat" and "not too much."

178 people responded to this question. The chart below shows how many people responded "a lot" (in dark blue) or "somewhat" (light blue) for each item.

As the bar chart below shows, two challenges or obstacles stand out, seen by 90% or more of respondents as discouraging people "a lot" or "somewhat" from biking on Forest Avenue. These could be interpreted as the most important or significant challenges to biking on that street:

- Few or no bike lanes, bike paths and bike routes (91% of respondents).
- Speeding, aggressive driving or distracted driving (90%).



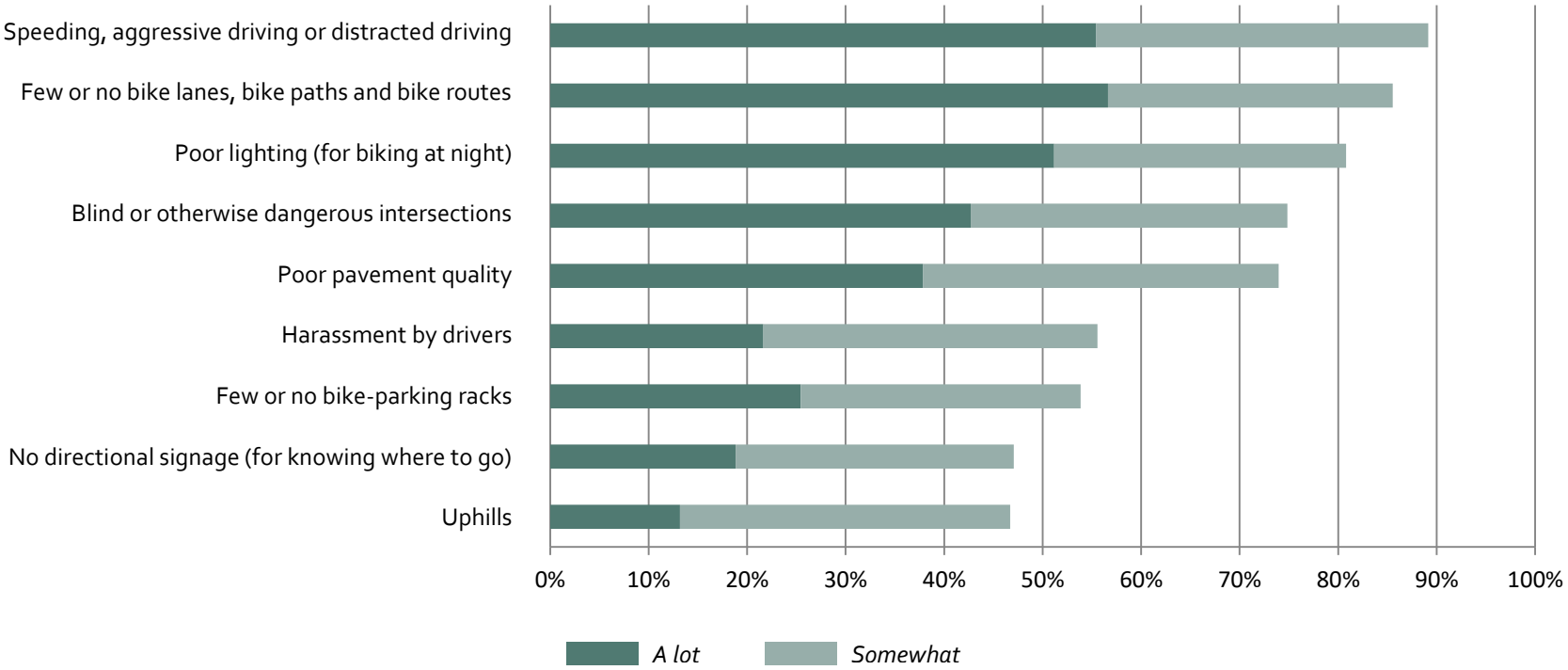
Challenges and obstacles to biking on Sunset Drive

Similarly, question 10 listed nine potential challenges and obstacles to biking and asked respondents, *In your opinion, how much do they discourage you or other people from biking on Sunset Drive?* (The challenges were always listed in random order.) The answer choices were "a lot," "somewhat" and "not too much."

177 people responded to this question. The chart below shows how many people responded "a lot" (in dark blue) or "somewhat" (light blue) for each item.

Three challenges or obstacles were seen by more than 80% of respondents as discouraging people "a lot" or "somewhat" from biking on Sunset Drive. These could be interpreted as the most significant challenges to biking on that street:

- Speeding, aggressive driving or distracted driving (89% of respondents).
- Few or no bike lanes, bike paths and bike routes (86%).
- Poor lighting (for biking at night; 81%).



Other general challenges to biking

This open-ended question asked, *Did we forget any general challenges or obstacles to biking on Forest Avenue or Sunset Drive? If so, list them here.* 26 responses were submitted, which are listed in Appendix D-5. Most of these comments do not raise new challenges or obstacles but rather echo those listed in the question, particularly the lack of bike lanes, clearly marked and ideally separated from car traffic. One additional challenge cited is the lack of bicycle-detecting traffic lights.

Challenging locations and ideas to improve biking

This open-ended question asked, *Are there particular stretches or intersections on Forest Avenue or Sunset Drive that are especially difficult or challenging for bicyclists? Do you have ideas or suggestions for how to improve conditions for people on bikes?* 37 responses were submitted, which are listed in Appendix D-6. Below are common themes from the responses (there were few, as the comments addressed many different issues).

Particularly challenging locations

- Intersection of Forest Avenue and David Avenue (poor-quality pavement, lack of bike-detection technology, narrow approaches on David).
- Five-way intersection at Sunset Drive / Congress Avenue / Cedar Street (confusing; too many traffic movements leading to conflicts among users).

Ideas and suggestions

- Continuous, sufficiently wide and well-marked bike lanes; eliminate on-street parking to create room for bike lanes.

Age

This question asked respondents how old they are. 189 people responded to this question. The table at right shows the age breakdown of the respondents.

	Count	*Pct*
Under 18	5	3%
18–34	11	6%
35–44	42	22%
45–54	54	29%
55–64	46	24%
65 and older	31	16%
	189	100%

Student, parent or neither

Question 14 asked people if they were a student, a parent/guardian or neither. 190 people responded, as follows:

	Count	*Pct*
Student at Forest Grove Elementary School	0	0%
Student at Pacific Grove High School	5	3%
Parent or guardian of a student	94	49%
None of the above	91	48%
	190	100%

Drawing for gift cards / sign-ups for announcements

- 149 people indicated that they would like to be entered in the drawing for one of three $50 gift cards for Amazon.com. (The drawing was held using an online service for this purpose called Random.org. Three winners were picked at random. They were notified of having won and were emailed their gift card.)
- 112 people indicated that they would like to receive future updates and announcements about the Pacific Grove Highway 68 Study.


Pacific Grove Neighbors...
Drive Friendly
Please drive friendly!
FUNDING FOR THIS PROGRAM PROVIDED BY A GRANT
FROM THE CALIFORNIA OFFICE OF TRAFFIC SAFETY THROUGH THE BUSINESS, TRANSPORTATION AND HOUSING AGENCY

5 | Interactive map

An online map was made available on which people could pin markers with location-specific, as well as general, comments. The map was open for comments for one month, during the same period as the survey, from October 21 through November 22, 2015. It was administered through a service called ZeeMaps. While the map is no longer open for posting, the map and comments submitted may still be viewed at http://j.mp/1KoZlAi.

58 comments were posted on the map. Commenters were asked to categorize their comments as walking-related, biking-related, or about both walking and biking or another issue. The comments are summarized below under those three categories and are listed in their entirety in Appendix E.

Walking

31 comments submitted through the map were categorized by commenters as walking-related. These comments are listed in Appendix E-1 and their locations are shown in Figure 12. Below are the main conclusions about these comments:

- Just over half the comments occur in the stretch of Forest Avenue from Prescott Lane to Forest Lodge Road.
- The biggest cluster of comments is at and around the Forest Avenue/David Avenue intersection.
- The following needs and concerns were mentioned several times:
  - Lack of or discontinuous sidewalks, mentioned for various locations.
  - Difficulty crossing Forest Avenue at several locations, not only in the commercial area but also south of it.
  - Speeding, particularly on Forest Avenue.

Biking

Five comments were categorized as biking-related. These comments are listed in Appendix E-2 and their locations are shown in Figure 13. There were no overriding themes in the few comments submitted.

Both walking and biking or other issues

22 comments were categorized as being about both walking and biking or about another issue. These comments are listed in Appendix E-3 and their locations are shown in Figure 14. Below are common themes from these comments:

- Lack of or discontinuous sidewalks and bike lanes, mentioned for various locations.
- Poor pavement condition, mentioned for various locations.
- Need to simplify the Sunset Drive / Congress Avenue / Cedar Street intersection.

Figure 12 | Interactive map: location of walking-related comments

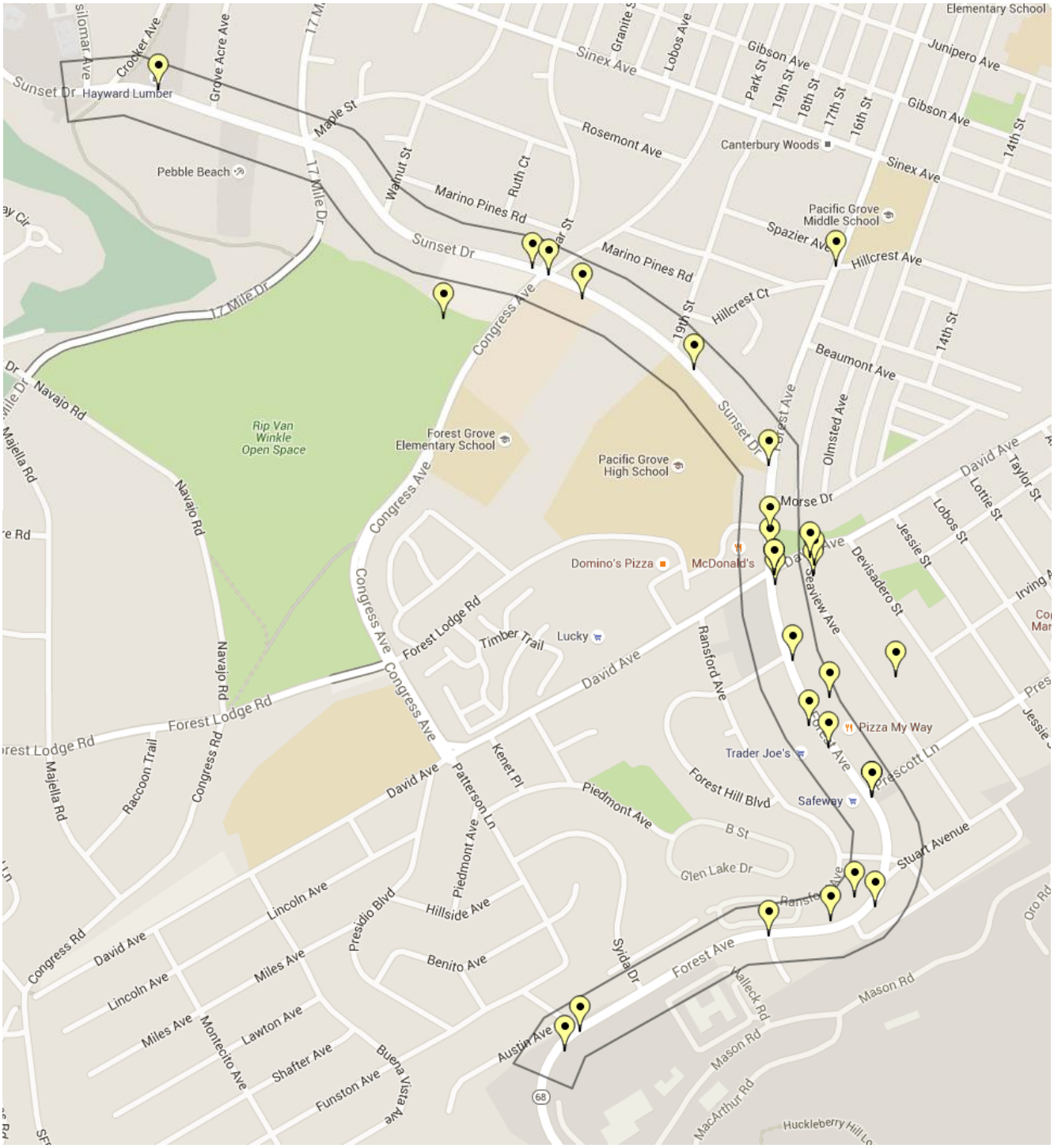


Figure 13 | Interactive map: location of biking-related comments

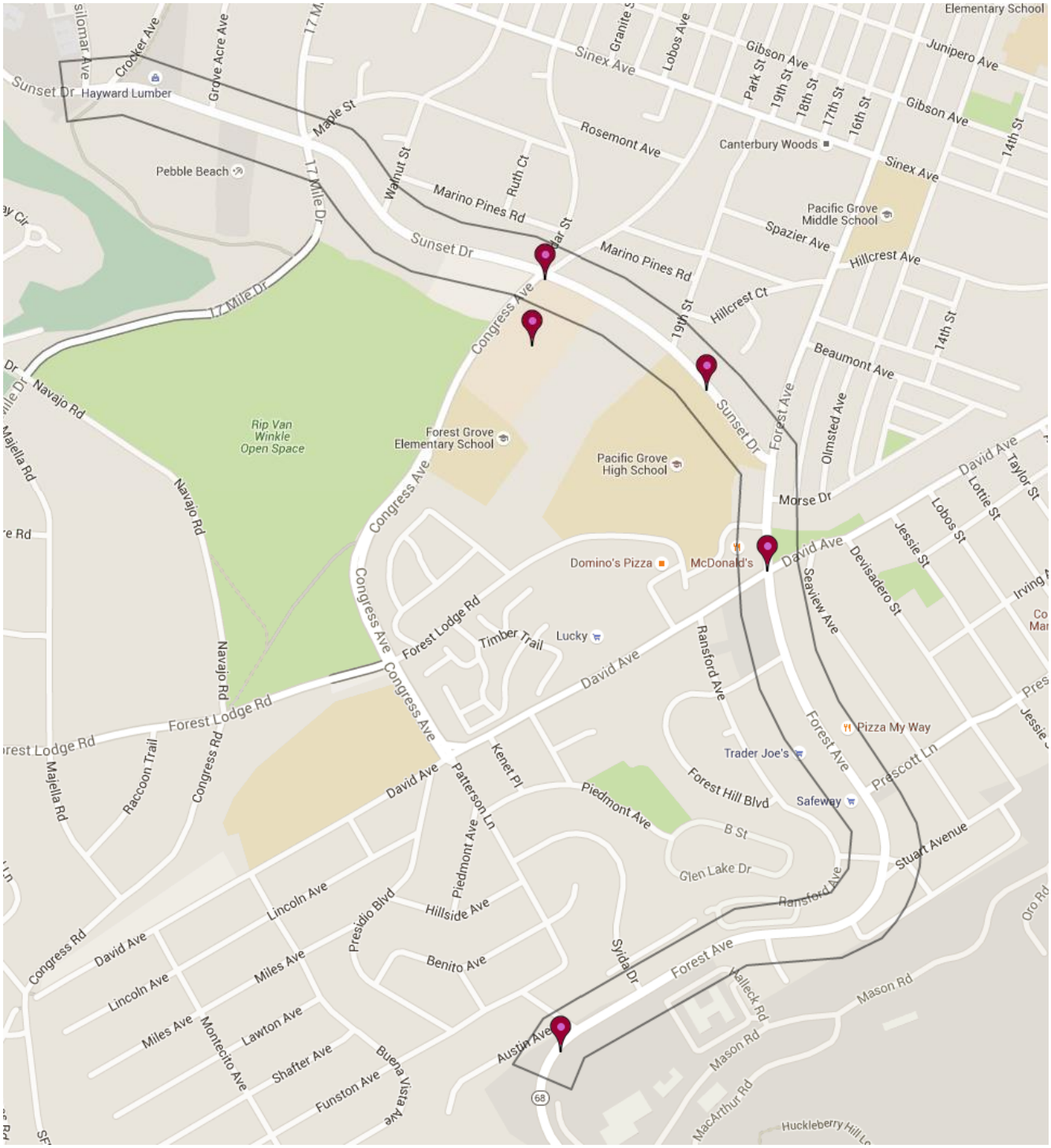
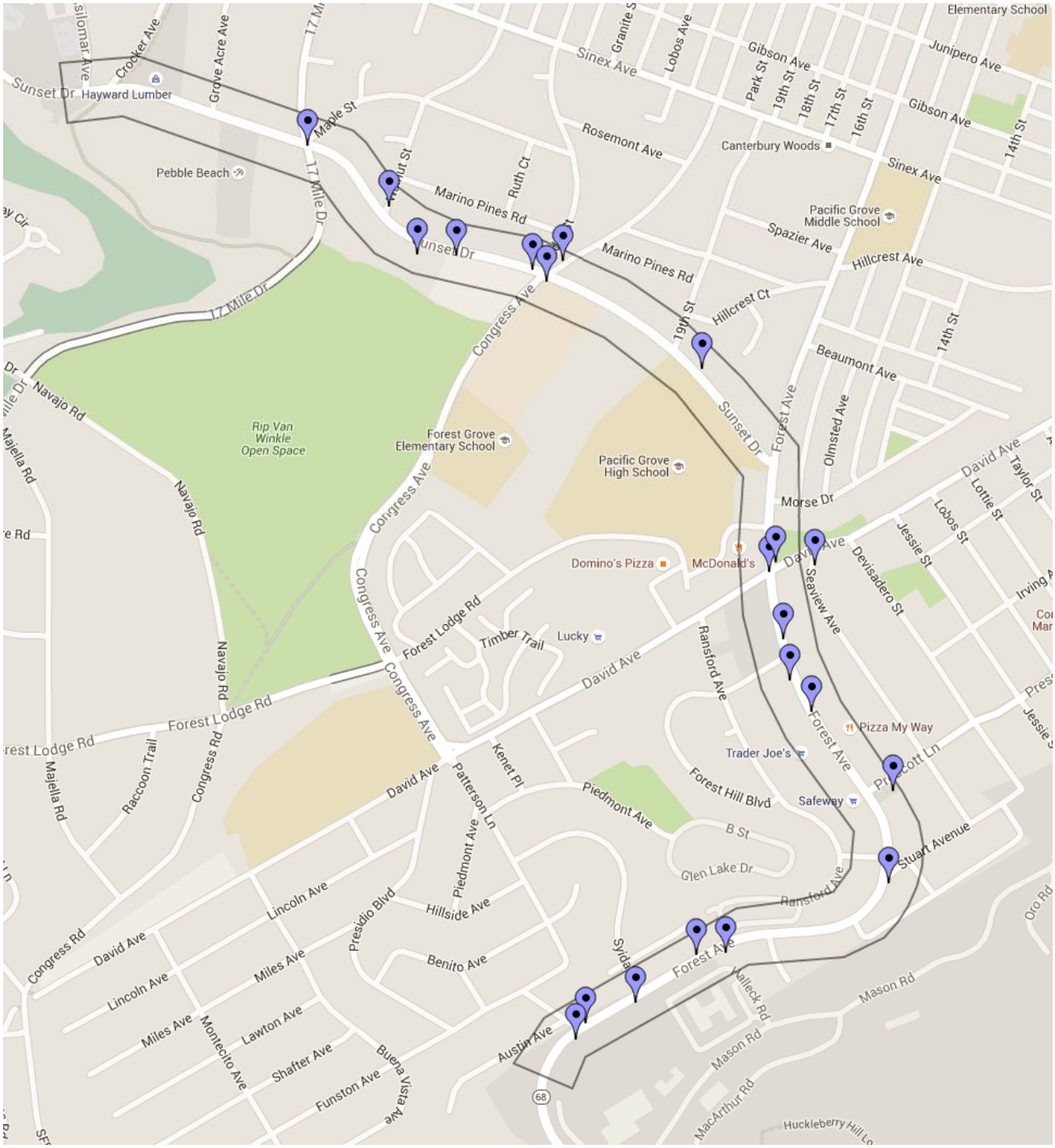


Figure 14 | Interactive map: location of comments about both walking and biking or about another issue

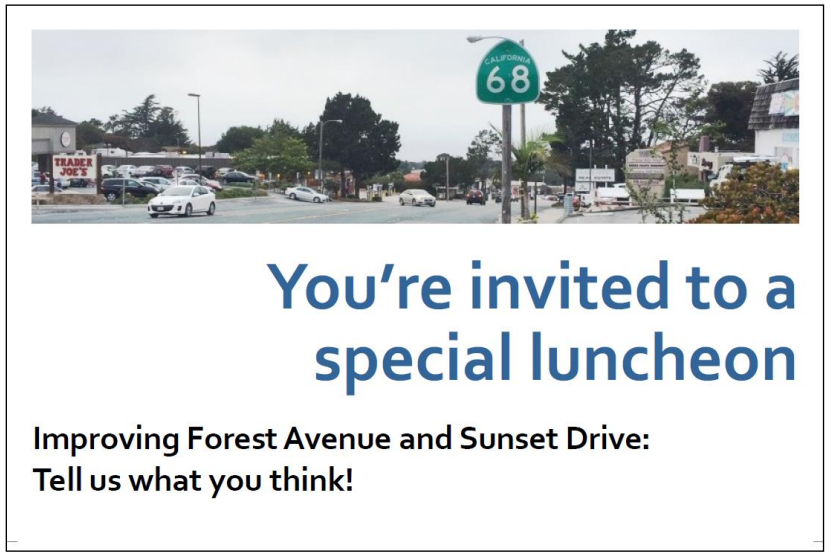


6 | Stakeholder luncheon

The project hosted a luncheon on Thursday, November 19, 2015 at Pizza My Way (at 1157 Forest Avenue) aimed at corridor merchants and other key stakeholders but open to the broader public. The event was attended by ten people. The luncheon consisted of a slide-show presentation by the project consultants about the study, and two discussion sessions. The group was asked to discuss (i) the main challenges to walking and biking on the corridor, and ideas and suggestions for improving conditions; and (ii) the potential types of improvements that could be considered for the corridor. Comments made during the group discussions are summarized below.

Discussion session I: Challenges and ideas

- Biking is challenging on Forest Avenue due to traffic, grades, lack of dedicated bike space.
- Lack of continuous sidewalks. Because of this, people sometimes have to walk on the street itself. The situation is made worse by the many driveways.
- Related to the above, the many driveways confuse some drivers, who don't know where they're supposed to pull into.
- The Forest Avenue strip is the City's greatest tax base but gets no attention.
- Cars stack up on the street waiting to pull into the Trader Joe's parking lot.
- Nicer aesthetics would change the perception of the corridor. So would proper, well-designed signage.
- The street has a mix of drivers turning and continuing straight.
- No crosswalk at Asilomar or at Hayward Lumber.
- Prescott intersection is dangerous for pedestrians.
- Pedestrians need safer crossings.
- The Forest Hills Specific Plan addressed many of the issues being discussed.
- Low tenant turnover rates and high costs of desired improvements have made it difficult to implement the Forest Hills Specific Plan.



Front side of flyer announcing the stakeholder luncheon

Discussion session II: Potential types of improvements

- Need a gateway feature/public art/signage on Forest.
- Consider street trees for beautification.
- Forest Avenue needs a median or at least pedestrian refuges/islands.
- Need a better pedestrian crossing in front of the Fishwife.
- Not enough being considered to slow traffic down.
- Some businesses don't want to be in charge of maintaining streetscaping/landscaping improvements.
- Lighting is a "huge" concern (incl. for drivers, who worry about hitting a pedestrian or cyclist).
- Supportive of improvements generally but don't make it difficult to access the businesses.
- Strategically placed entrances would alleviate the issue of the numerous driveways.
- Also need strategically placed pedestrian refuges/islands.

- Is there any data to show how having a sidewalk on only one side of the street creates a safety problem? It might increase hazards for pedestrians by making them cross the street.
- Slowing traffic down would bring more customers in by increasing the visibility of storefronts. Sidewalks would do the same and also by encouraging foot traffic.
- Lack of sidewalks contributes to a "rural" feeling, which some people like.
- Caltrans discourages signs, banners, monuments on the grounds that they distract drivers.
- Has the strip ever considered a business improvement district?
- Would like to see a map showing the ROW overlaid with an aerial to show where the residential encroachment is occurring.

In addition, an intern at the City of Pacific Grove collected the comments below as he distributed flyers about the luncheon to corridor merchants on Sunset Drive:

- Lack of parking for the State Beach at Asilomar forces beach goers to park up the street off state land, making it a city problem.
- Merchant faces the street 8–12 hours a day and sees collisions and many close calls and dangerous situations. She is concerned about the significant foot traffic from the beach to cars parked up and down Sunset. Also, as cars come around the last turn from the beach east bound, they speed up significantly.
- Work trucks parked on the street for lack of better parking block the sight of drivers trying to pull out of parking lots.
- Bicyclists can't see cars preparing to pull out onto Sunset.
- Bicyclists use the gravity assist of steep grade on Sunset to pick up speed, giving them little reaction time if a car pulls out; also they do not stop at intersections when going westbound down the hill.
- High school needs a drop-off lane to prevent backed-up traffic.
- Turn large frontage at businesses into diagonal parking.
- Would like to see parking for more cars.
- Pedestrians have to run across the nearest crosswalks due to the speed of traffic.
- Merchant does not want any more traffic calming, as it slows his trucks down.

7 | Public workshop

The project hosted a public workshop on the evening of Thursday, November 19, 2015 at the First United Methodist Church (the Butterfly Church, at 915 Sunset Drive). The event was attended by 15 members of the public. The workshop followed the same structure as the stakeholder luncheon, consisting of a slide-show presentation and two discussion sessions. For purposes of the discussion sessions, the attendees were divided into two groups. Comments made during the discussion sessions by each of the two groups are summarized below.

Discussion session I: Challenges and ideas (Group 1)

- The corridor is dangerous to cross.
- Don't remove traffic lanes. A road diet in Sacramento didn't work well—15k-20k drivers were inconvenienced for a handful of cyclists.
- Need sidewalks between the driveways at the Butterfly Church.
- Would love a roundabout at the Sunset/Congress/Cedar intersection.
- See people "treated like target practice" at that intersection; also see drivers texting, talking.
- Businessman concerned not only for the public but also for employees and vendors.
- Need better, handicap-accessible sidewalks. Should Caltrans pay for this?
- Has a relative in a wheelchair and it is impossible for her to get into the apartment building; has to find two men to lift her in.
- Congress Avenue south of Sunset is "wonderful" because of the path up to the elementary school.
- In-pavement lighted crosswalks, like the one at the high school, should be put in elsewhere.
- Particularly at night, deer cross Congress Avenue but also Sunset Drive.
- Conditions for biking are great west of 17 Mile Drive because of the bike lanes.
- Biking on Sunset at night is challenging. The pavement is smooth but lighting is needed.
- On Sunset Drive, people park on the shoulder in front of the multifamily housing.
- Cyclists ignore stop signs—fear that building infrastructure for bicyclists will encourage more bad behavior.
- Sidewalks should be a much bigger priority than bike lanes.
- Many kids in the apartment buildings on Sunset west of Congress. Also, many seniors, people in wheelchairs, with walkers, with canes feel shut in because of the condition, or lack, of sidewalks.
- The corridor is not pedestrian-friendly like the rest of Pacific Grove.
- The commercial strip is a "mess" when it rains (drainage, elevation changes, street is heavily crowned).
- Related to the above, don't make changes that would divert water further to the high school. As it is, the football field floods during heavy rains.
- Questions/concerns about roundabouts, namely in terms of traffic flow and safety for pedestrians.
- Glad the City brought back the crossing guard.

Discussion session I: Challenges and ideas (Group 2)

- Traffic moves really fast from the SR 1 off ramp to the City of Pacific Grove city limits. Think about slowing the traffic down before it enters the city limits to set the speed expectations for driving through the City.
- On Sunset the streets are literally crumbling at the edges. In other words the existing infrastructure is not well maintained.
- Bicyclists use the Sunset section of the corridor as a training facility and there are also a lot of tourists on bicycles because of proximity to ocean and visitor facilities.
- Storm water drainage is not adequate. It currently gushes down the street making it difficult for all bikes and pedestrians.
- Traffic speeds are too high throughout the corridor.
- On street parking reduces pedestrian visibility and is dangerous for bicyclists. This is made worse during high school events.
- Consider people who live in the apartment buildings on Forest. They have a really difficult time getting in and out of their homes on foot because of lack of pedestrian facilities on Forest.
- Sidewalk and driveway at McDonalds is not safe for pedestrians. High school kids currently cut behind McDonalds and cross at David near Ransford Ave which is not any safer than crossing at Forest and David, but they do so because they think it's shorter and safer.
- Driving along the corridor is dangerous because there are so many driveways that it causes driver confusion.
- Need wayfinding signage for tourists and visitors.
- There is support for the existing wayfinding guidelines which have resulted in new signage that residents really like.
- Some traffic calming features such as speed tables and pedestrian hybrid beacon are not attractive and do not fit the community character. These types of measures are more appropriate for a commercial corridor character but not for Sunset Drive.
- Consider a stop sign at 19th / Sunset. Could align driveway with the intersection to create a four way stop. The driveway needs to be improved anyway.
- Would like to see sidewalks on both sides of Forest.
- On-street parking on Forest is dangerous for both the drivers who park and try to get out of their car as well as for drivers passing.
- Stuart Ave is a high activity pedestrian crossing and is very dangerous because of drivers entering the corridor at high speeds from SR 1.
- Would like to see an auditory crossing prioritized at David as well as improved crossing times at all of the signals on Forest.

Discussion session II: Potential types of improvements (Group 1)

- Traffic calming features needed.
- Roundabout at Congress.
- Traffic-calming median on Forest Avenue (with pedestrian refuge); control left turns with the median.
- Add an art/gateway feature on Forest Avenue and on Sunset near Asilomar.
- Narrow lanes on Forest Avenue and at Congress.
- Maintain the number of lanes on Forest Avenue to accommodate trucks and other large, slow-moving vehicles.
- Sidewalks on both sides of the street along the entire corridor.

- Safer crossing treatment near Trader Joe's – use different colored pavers and pedestrian refuge/bulbouts.
- Consider overhead pedestrian beacon on Forest (but some do not like the aesthetics).
- Consider Rapid Flashing beacons instead of lighted crosswalks on Sunset.
- DG path on southside of Sunset near the High School (also in need of general cleanup – someone dumped a sofa on the side of the road).
- Painted bike lanes on Forest would help bicyclists feel more comfortable – now they ride on the few existing sidewalks.
- Get rid of the pick-up/drop-off in front of the high school – turn it into bus-only pick-up/drop-off.

Discussion session II: Potential types of improvements (Group 2)

- The bulb-outs downtown haven't been successful; they extend too far out, so drivers bump into them when parking.
- Forest Avenue: Find ways to combine beautification and traffic calming.
- When installing sidewalks, perhaps use a "softer" sidewalk treatment.
- Install signage along the corridor to direct drivers to the beach, downtown. But use signage that slows them down rather than speed them along.
- Create and promote the "Old Town" identity.
- Install a median that can act as a pedestrian refuge and also contains public art.
- Speed tables are not attractive.
- Painted bike lanes, flashing lights, excessive signage are not appropriate for Pacific Grove.
- Sidewalk on both sides of Forest, with proper curb and gutter.
- Need to slow down traffic otherwise none of the other improvements will matter.
- Very short crossing time at the Safeway.
- Audible pedestrian signal at Forest/David (a couple of blind people live nearby).
- The strip along Higgins Park (no sidewalk) is an accident waiting to happen.
- Sunset/Congress/Cedar intersection:
  - Simplify the intersection by cutting Cedar off (it is the "interloper").
  - Consider a smaller roundabout, like in the city of Marina.
  - Because of the many kids present, a full stop, or a stoplight, would be better than a roundabout at Sunset/Congress/Cedar.
  - Improvements shouldn't divert traffic to other, smaller streets. Others countered that people are diverting already because they want to avoid that intersection, so improvements would actually help the situation.
- Sunset/17 Mile Dr/Maple St intersection: Do not like the idea of closing Maple St, also not sure if roundabout is desirable there.
- Take back encroached-upon right-of-way; establish a street edge and a "regular street order."

8 | Email and phone

In the various outreach communications, the project encouraged residents to contact TAMC staff by email or phone as another option for providing input. The first six comments below were submitted by email while the last one was conveyed over the phone. The comments have been edited lightly to remove personal identification information, and information not related to needs, concerns and conditions.

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❶ 30 year resident living on […]. For the sake of all residents, these traffic laws should be enacted and ENFORCED: 25 mph in more highly congested areas and 30 mph throughout the town. For the desire to get somewhere 1-2 minutes sooner why should it be any faster and unsafe. Second: no after hour truck delivery ie after 9, before 7. Third, enforce excessive noise as is the law for motorcycle or vehicle.

Bicycle lanes, sidewalks where possible. Lets us claim the habitat for the people who live here and not just in their reckless haste those passing through as tourists or residents of next door communities. Put cameras at strategic points and send the citations when applicable. Drive like it was your own neighborhood and your children present.

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❷ My husband […] and I live near Funston and Buena Vista in PG and do lots of shopping at Lucky, Safeway, Trader Joe, etc. […]. For most of this I either walk or ride my bike. We would like to see some safety improvements if there is funding available.

1. Make crosswalks at all 4 parts of the Forest and David intersection and make a sidewalk on the side of Forest that doesn't have one--up to Forest and Prescott. Add a pedestrian light with a button to push midway between David and Prescott to make it easier for pedestrians to cross Forest. I think an elderly pedestrian was killed awhile back trying to cross Forest at Forest Hill.

2. A dangerous place for pedestrians and bikes is the curve near the tire shop beyond Prescott. On one side is a dropoff and on the other side are speeding cars--very narrow place to walk. I walk there several times a week and always try to go quickly around that corner. The rest of the way to the corner of Holman Hwy and Presidio seems pretty safe.

We think that the corner of Forest and Sunset have been vastly improved and don't need any further work.

---

❸ I live at the corner of Highway 68 and Adobe Lane in Pacific Grove. I have noticed two areas of concern regarding Hwy 68 as follows:

I watch people walking in the dirt on the North side of Hwy 68 between Presidio Blvd. and Piedmont Ave. on a continuous basis. The sidewalk ends just after Presidio on Hwy 68 and then picks up again on Hwy 68 just before Piedmont (In front of the Good Year Tire store). I believe a big safety improvement would be to connect the two ends of the sidewalk on Hwy 68. (See map below).

A second issue is vehicles at the stop sign at Adobe Lane have very limited visibility (to the left) regarding traffic coming into Pacific Grove. When making a right hand turn onto Hwy 68, from Adobe Lane, vehicles coming into Pacific Grove on Hwy 68 have to brake hard to not rear end the vehicles entering the Hwy. This occurs when vehicles on 68 have not slowed prior to entering the residential area. Better visibility from the Stop sign at Adobe Lane, looking to the left, would improve the issue.

---

❹ Please include a policy to “assess the aesthetic qualities of the highway” using established methodologies for aesthetic visual impact assessments. The study should identify the scenic qualities of the trees, views (vistas) of the ocean and bay and shoreline, views of the corridor from the public areas such as Asilomar, etc. I believe that "gateways" occur in a series of scenes indicating arrivals and

departures, such as arriving from the east and the first glimpse of the sea and horizon which is repeated, especially at the foothill commercial section. Or, arriving at Asilomar: the gateway to the dunes, beach and bluffs and open stretch of ocean. Those must be protected. As well, the reverse as one leaves the coast the views of the forest are seen as layers of the foreground followed by tiers of treetop canopies up to Huckleberry Hill.

The route serves as an important backdoor to Pacific Grove for commuters and visitors, but needs to be re-tooled to provide a safe and scenic route for pedestrians and bicyclists. It appears there is room to weave a pedestrian trail through the woods along the south side of 68 west of the high school. There needs to be a safe link from 17 mile drive west to the beach. The 4 ' wide bike lanes are too narrow and the uneven shoulders too dangerous. The deer corridors must be studied, identified and protected with signs on the road but open on each side of the road for the animals.

---

5 I for one hope that an effort will also be included to make the Hwy 68 - Forest Ave corridor more automobile friendly, in order to take some thru traffic load off nearby residential streets such as Presidio, Funston and Patterson Lane.

If to much emphasis is placed on making Forest Ave bike and pedestrian friendly, it could simply exacerbate the current problem of high thru traffic flow through some nearby neighborhoods.

Certainly the coordinated timing of traffic lights along Forest Ave. and Sunset Drive to improve automobile flow should be considered, as should some overpasses/underpasses for the sought after improvements for pedestrians and bicycles trying to safely cross Forest Ave. and Sunset Drive.

6 It's the intersection of Asilomar Ave. and 68 (at the Fishwife), which has become a challenge to navigate, especially when conference attendees and Fishwife patrons park on both sides of the intersection. There are 'No Parking' signs, but drivers often ignore the signage and park right up to the corners of the intersection so that drivers can't see oncoming traffic or bikes before making the turn. Since you live right nearby, maybe you have seen this for yourself...

I've had a couple of close calls there recently and was told by the Asilomar maintenance team that I am not the only one. I know that a traffic "test strip" was installed recently, presumably to see if the amount of traffic warranted the installation of a traffic light.

I think improving the "NO PARKING" signage at the intersection of 17 Mile Dr. and Asilomar would help matters. Just yesterday, I was turning onto Asilomar Ave. in front of the Fishwife. An older man had just parked his truck under the "NO PARKING ANYTIME" sign on the Asilomar side of the intersection. I told him that police have started to ticket for parking there and he was very surprised-he hadn't seen the "No PARKING" signs and promptly moved his car when I pointed it out.

---

7 Woman who lives near the intersection of Hwy 68 and Syida Dr. has multiple sclerosis and uses a service dog. She finds it difficult to walk from her house to the Forest Hill Shopping Center and would like a more "secure" path to replace the uneven dirt path that exists today.

She also commented that the foxtail grass along the side of the highway is overgrown and affects the health of her service dog. She asked who is responsible for maintaining the vegetation and if Caltrans would control the foxtail grass.

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4 | Recommendations

1 | Chapter overview

As described in the introductory chapter, among the key objectives of the Pacific Grove Highway 68 Study were (i) to determine the needs and concerns of corridor users and other stakeholders particularly with regard to walking and biking; and (ii) to respond to those needs and concerns by recommending a set of realistic improvements to improve conditions.

The walking field survey and the needs assessment process revealed numerous community needs related to walking and biking and, more generally, to making the corridor more attractive and inviting. These are outlined in more detail in Chapter 3 but the main ones may be summarized as follows:

- Lack of continuous sidewalks and bikeways.
- Difficulty in crossing Forest Avenue and in navigating the two five-way intersections on Sunset Drive.
- Careless or aggressive driver behavior.
- Lack of streetscaping and landscaping amenities, including wayfinding signage and lighting, particularly on Sunset Drive.

To address these and other needs, this chapter contains a set of recommended improvements along the corridor, on both Forest Avenue and Sunset Drive. The recommended improvements are meant to respond closely to the input expressed by the community, and their ultimate goal is to make Pacific Grove Highway 68 a more "complete" corridor—that is, one that works better for different forms of transportation and for people of all ages and abilities. The recommendations are grouped under the following three sections:

- Conceptual designs for addressing challenges at several key locations along the corridor.
- An inventory of the corridor's sidewalk gaps, or missing sidewalk segments, given that the lack of continuous sidewalks is arguably the community's top concern.
- Other, miscellaneous recommendations for improving conditions, including at locations not addressed in the previous two sections and general ones not specific to a particular location.

2 | Conceptual designs

As one response to the findings on needs and concerns, the project team prepared conceptual designs for seven locations along the corridor that were identified by the public as areas of special concern. The conceptual designs are illustrations showing potential ways to address challenging conditions at these locations. The designs for each of the seven locations are shown and described on the pages that follow. The seven locations are listed below and shown in Figure 15:

1. Sunset Drive from Asilomar Avenue to 17 Mile Drive.
2. Southwest corner of Sunset Drive and 17 Mile Drive.
3. Sunset Drive from Congress Avenue to Forest Avenue.
4. Intersection of Sunset Drive, Congress Avenue and Cedar Street.
5. Forest Avenue through the commercial district.
6. Intersection of Forest Avenue and Prescott Lane.
7. Intersection of Forest and Stuart / Piedmont Avenues.

Front side of postcard announcing the draft conceptual designs

Extensive outreach was conducted to obtain feedback from the public on the draft conceptual designs. The scope of the outreach was similar to that for the needs assessment process (see Chapter 3). Activities included:

- Online survey, which ran for just over three weeks, from April 8 through May 2, 2016, and received 190 responses.
- Breakfast presentation on Tuesday, April 19 at Fifi's Bistro Cafe (1188 Forest Avenue) aimed at corridor merchants and other key stakeholders but open to the broader public. The presentation was attended by approximately 20 members of the public.
- Evening community workshop also on Tuesday, April 19 at the First United Methodist Church (the Butterfly Church, at 915 Sunset Drive). The workshop was similarly attended by approximately 20 members of the public.
- Presentations to five public agency bodies, all open to the public:
  - TAMC Bicycle and Pedestrian Facilities Advisory Committee (Wednesday, April 6).
  - Pacific Grove Planning Commission (Thursday, April 7).
  - Pacific Grove Traffic Safety Commission (Tuesday, April 12).
  - TAMC Board of Directors (Wednesday, April 27).
  - Pacific Grove City Council (Wednesday, May 4).

The activities were advertised widely, including through a postcard mailing to approximately 1,000 households on and near the corridor (see postcard image at left); mass email to the 100 or so people on the project's email list; post on the project webpage (www.PGHwy68.org); mention in the Pacific Grove City Manager's weekly email bulletin; personalized notifications to contacts at local media outlets; and flyers distributed in person along the corridor.

The survey results, responses and comments are presented in Appendix F. Appendix G contains comments received at the stakeholder breakfast and at the community workshop. Appendix H contains several additional public comments submitted during the task on conceptual designs, most of them submitted by email to TAMC's Project Manager.

Before discussing the conceptual designs over the next few pages, a few qualifications and clarifications are needed:

- The designs explore a variety of traffic engineering concepts, including roundabouts and a "road diet" (removal of travel lanes). More extensive traffic study and analysis—beyond what was possible under the scope of this project—will be needed to determine the feasibility of these concepts.
- In particular, any proposed intersection changes affecting traffic operations will require a Caltrans "Intersection Control Evaluation" (ICE). The ICE process considers the benefits and disadvantages to safety, cost, maintenance and other factors of various intersection-control alternatives, including traffic lights, stop signs and roundabouts.

- Also, proposed changes will need to be evaluated not only as stand-alone projects but also for how they affect traffic operations upstream and downstream, and the corridor as a whole. For example, even though the conceptual designs do not propose changes to the intersections at Forest and David and at Forest and Sunset, changes elsewhere will need to be evaluated for their impacts and effects on these two important intersections.
- The conceptual designs shown in this chapter are planning illustrations rather than engineering drawings. As such, they are meant for planning rather than implementation purposes. They are conceptual, or preliminary, explorations of potential changes and redesigns to streets and intersections. Before the types of designs shown here can be implemented, they will need to be studied further and refined, and detailed drawings—with precise dimensions and measurements—will need to be prepared.
- The draft conceptual designs elicited many concerns from the public regarding maintenance, particularly of landscaping on such facilities as medians, roundabouts, corner bulb-outs and the proposed rain garden. Before implementing the improvements shown in this chapter, Caltrans or the City should have a funding strategy in place to address the maintenance, upkeep and repair of facilities, inclusive of landscaping.

Figure 15 | Map of conceptual design locations

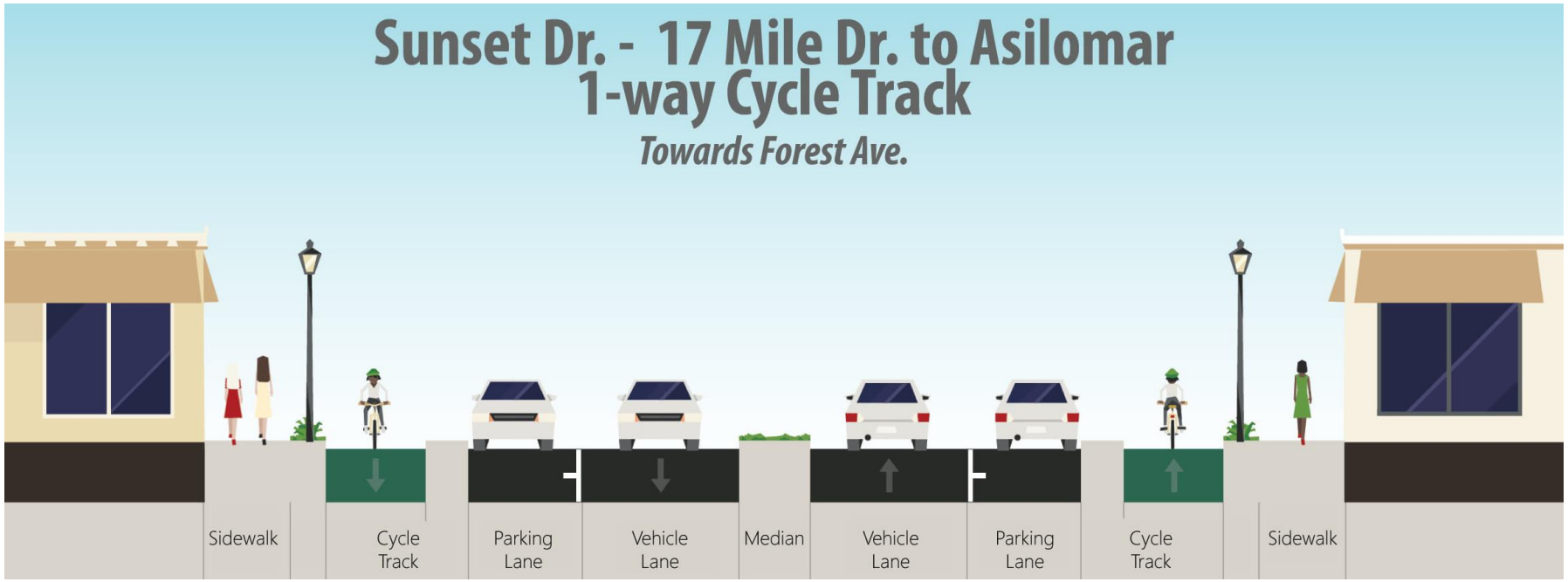
1 Sunset Drive from Asilomar Avenue to 17 Mile Drive

This location was chosen due to its lack of continuous sidewalk on both sides and the desire for a more protected bikeway for the many less-experienced recreational cyclists who use this stretch of Sunset Drive. The conceptual design for this segment, shown below, is a cross section of the street's right-of-way looking east toward Congress Avenue and Forest Avenue. The design envisions continuous sidewalks, street lights and "cycle tracks" on both sides of the street. (Cycle tracks are bike lanes physically separated from cars; they are described at http://nacto.org/publication/urban-bikeway-design-guide/cycle-tracks, for example.) There would continue to be two travel lanes for drivers (one in each direction, separated by a median, if space allows) and on-street parking on both sides of the street.

The design shown below is unchanged from the draft version presented to the public in April–May. A large majority of the people who responded to the public survey felt that the design would be an improvement over the current situation, even if it had some drawbacks. (Appendices F-6 and F-7 include the results of the two survey questions about this design.) However, to respond to concerns raised, any final plans for this segment should ensure that:

- The cycle tracks allow cyclists to make left turns and do not impede access for disabled people in parked cars and access to bus stops.
- The median does not impede turns into driveways;
- There is a maintenance strategy in place to keep the cycle tracks free of debris and for the upkeep of any landscaped median.
- Less expensive treatments such as raised markers, rumble strips or painted buffers be considered instead of raised concrete curbs, in order to reduce the cost of the cycle tracks.

Consistent with complete streets principles, corridor improvements, on both Sunset and Forest should incorporate improvements to bus stops such as shelters, lighting, seating and sidewalk access.



❷ Southwest corner of Sunset Drive and 17 Mile Drive — Rain garden

This location emerged as an area of concern due to the presence of a large, exposed storm water pipe (see photo at right, top). The pipe is unsightly and creates a falling hazard for pedestrians.

The design concept for this area (illustration at right, bottom) would install a proper sidewalk and fill in the ditch between the road and the sidewalk with a "rain garden." (Rain gardens are planted areas designed to manage storm water runoff; they are described here, for example: www.raingardennetwork.com.) As shown, the rain garden would address the falling hazard and beautify the site. However, to fully address storm water flooding concerns, it would likely need to be connected to the City's storm drain system or be part of a much larger rain garden network in the immediate area.

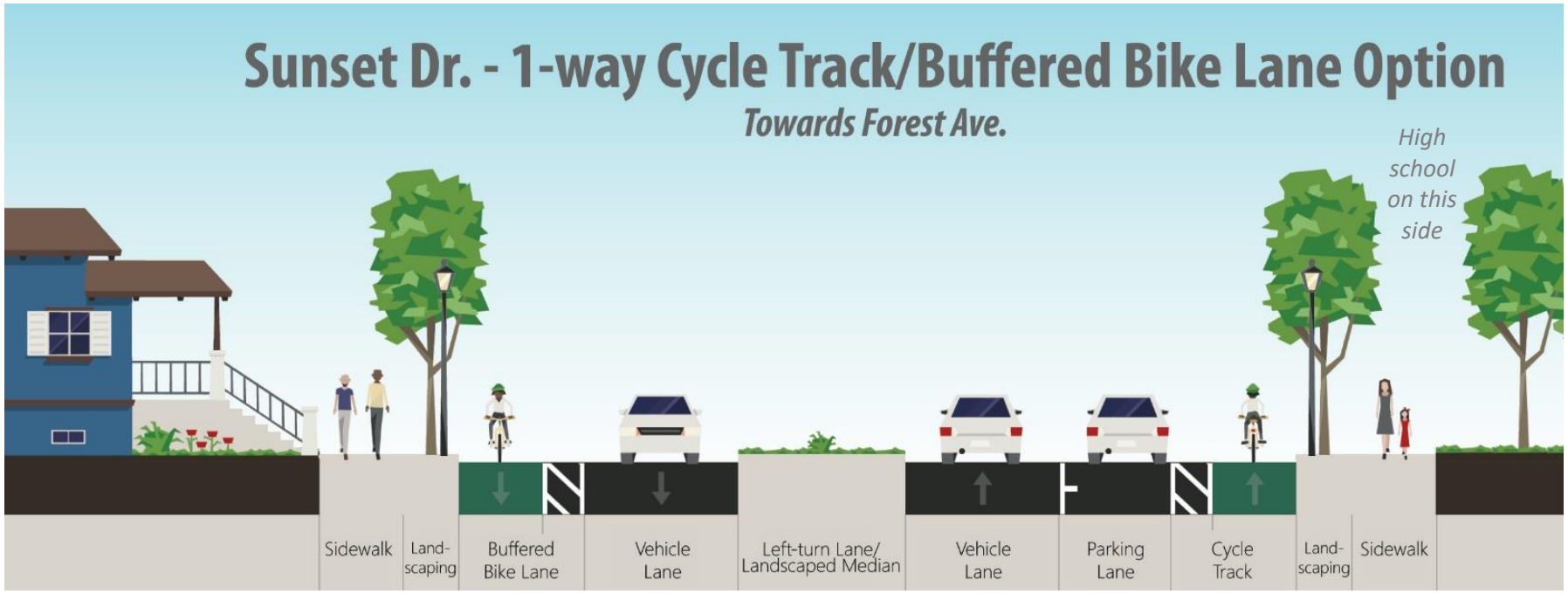
The conceptual design is unchanged from the draft version presented to the public. A large majority of the people who responded to the survey expressed positive comments about the proposed design. (Appendix F-8 includes the comments received on the survey question about it.) However, to respond to concerns raised by the public, the rain garden should use native, drought-tolerant plants or other lower-maintenance plantings, and there should be practices in place for proper maintenance of the landscaping.

❸ Sunset Drive from Congress Avenue to Forest Avenue

The third location is the stretch of Sunset Drive in front of the high school. It was chosen due to the lack of continuous sidewalks and designated bikeway. For this location, the project team developed three design alternatives. All three alternatives included continuous sidewalk on both sides, a landscaped median with left-turn pockets in the center of the street and parking on at least one side, and all three maintained two travel lanes (one in each direction). The main difference among the alternatives was in the provision of bike facilities. The first alternative included a two-way cycle track on the south side of the street, next to the high school, between the parking lane and the sidewalk. The second alternative featured a proper multi-use path, for both cyclists and pedestrians, instead of the cycle track. The third alternative included, on one side of the street, a bike lane separated from moving traffic by the parking lane and, on the other side, a bike lane separated from traffic by a painted buffer.

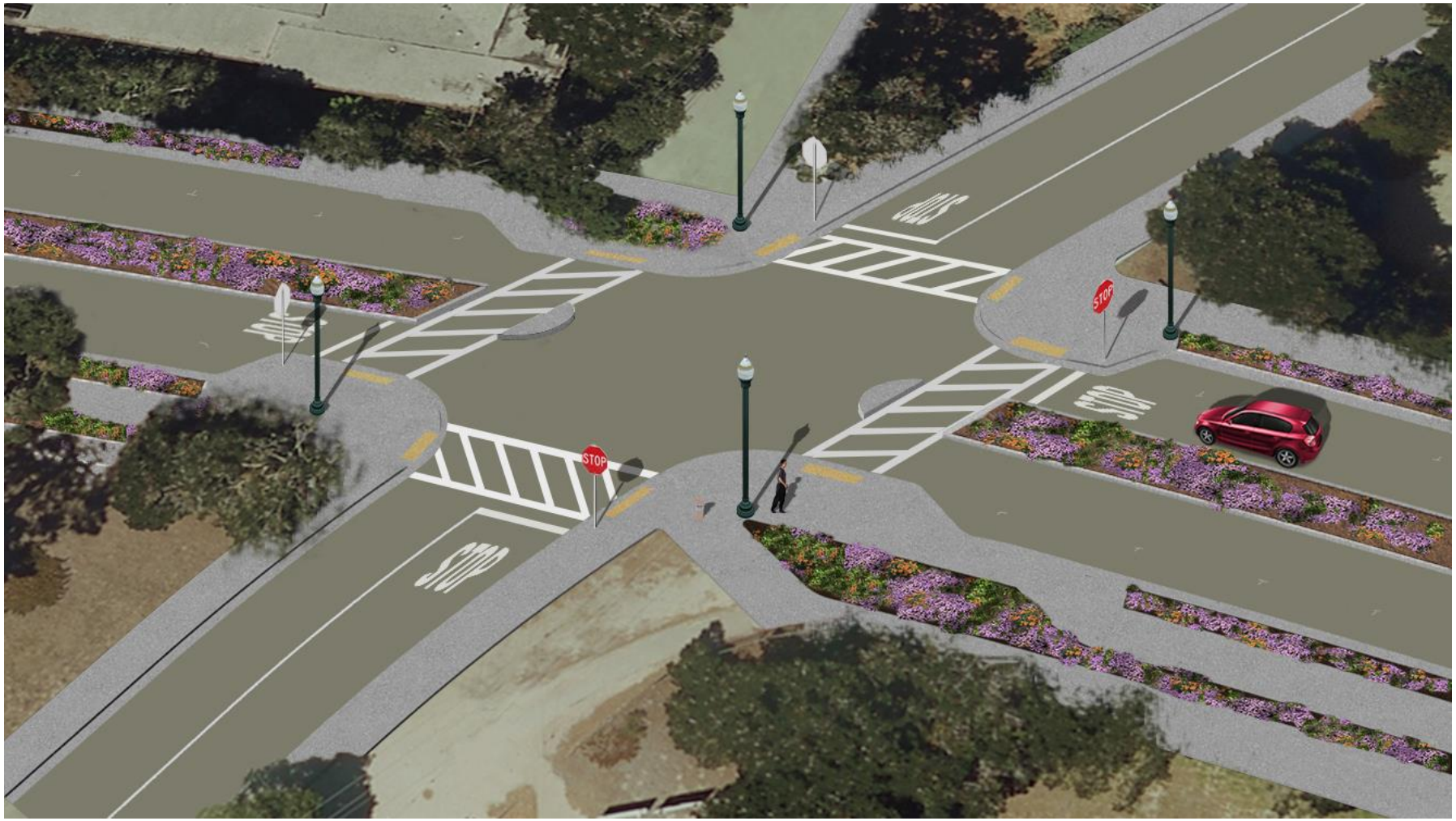
The three alternatives are shown in Appendix F-9, along with the responses received on the survey question about them. While almost half of survey respondent preferred the second alternative (with the multi-use path on one side of the street), this study recommends the third alternative. Its key benefit is that by providing one-way bikeways on both sides of the street, it allows cyclists coming from or going toward the Asilomar segment (see conceptual design #1, earlier) to continue riding on the same side of the street.

The recommended design is shown below; it is a cross section of Sunset Drive looking east, toward Forest Avenue (the high school would be on the right side of the drawing). The design is unchanged from the draft version presented to the public, with one exception: it has been corrected to show the parking lane as it currently exists, on the south side of the street next to the high school.



4 Intersection of Sunset Drive, Congress Avenue and Cedar Street

One location that many people expressed concerns about is the confusing five-legged intersection of Sunset Drive, Congress Avenue and Cedar Street. For this location, the project team developed two design options. The first alternative, shown below, would redesign the intersection as a simple four-legged intersection, with stop signs on both Sunset and Congress. It includes a landscaped median with pedestrian "refuges" in the middle of Sunset. The design shown below is unchanged from the draft version presented to the public. Almost 80% of people who responded to the survey said that the design would improve conditions, though more than 30% of respondents did not like the idea of closing Cedar Street. (The results of the survey questions about this design are included in Appendices F-10 and F-12.)



The second alternative, shown below, would redesign the intersection with a small landscaped roundabout. Roundabouts are circular intersections in which traffic flows almost continuously in one direction around a central island. They are described in more detail at these links, for example:

- http://safety.fhwa.dot.gov/intersection/innovative/roundabouts/
- http://dot.ca.gov/dist1/roundabouts/roundabout_english.pdf
- http://dot.ca.gov/dist1/roundabouts/roundabout_english.pdf
- http://www.nytimes.com/2015/07/31/automobiles/wheels/as-americans-figure-out-the-roundabout-it-spreads-across-the-us.html?_r=0

More and more cities are adopting roundabouts, as people learn about their benefits and become familiar with them. The main benefits of roundabouts are to traffic flow and traffic safety. Roundabouts reduce speeds and smooth out traffic flow by allowing drivers to keep a constant speed, rather than require them to stop at stop signs or traffic lights. The result is often less congestion and reduced travel times, even as average speeds are lowered. When collisions happen in roundabouts, they tend to occur at slower speeds and are usually sideswipes rather than more-severe head-ons or broadside crashes (as in conventional intersections). Also, the costs to construct and operate roundabouts are significantly less than to install and operate traffic lights.

If designed properly, roundabouts also have safety benefits for pedestrians. For one thing, cars are moving more slowly, as they are not able to speed through a roundabout. Also, as shown in the roundabout image above, crosswalks are set further back from traffic, giving drivers more time to react to pedestrians before merging into or out of the roundabout. Triangular islands between lanes of traffic give pedestrians a place to wait if necessary. For their part, cyclists can ride through the roundabout with traffic or walk their bikes along the pedestrian crosswalks, as they would in a traditional intersection.

More information about the benefits of roundabouts can be found at these links, for example:

- http://safety.fhwa.dot.gov/intersection/innovative/roundabouts/fhwasa10006/#s2
- https://www.wsdot.wa.gov/Safety/roundabouts/benefits.htm
- http://blog.aisinsurance.com/2015/02/02/benefits-of-roundabouts/#.V7i0JJgrKM8
- http://www.westlafayette.in.gov/egov/documents/1248454990_237030.pdf

Many drivers, including in Pacific Grove, are not familiar with how roundabouts function or with their benefits. Perhaps accordingly, public reaction on the draft roundabout design shared with the community was mixed: more than half thought it would be an improvement—even though there were concerns—while almost 40% felt that the proposal would make conditions worse (see Appendices F-11 and F-12 for the results of the survey questions about this design). To address concerns about the closure of Cedar Street, the draft design has been revised as shown above to keep the street open as a southbound one-way street—meaning that cars could exit from Cedar into the intersection but not enter Cedar from the intersection. Due to space limitations, a roundabout could not be accommodated at this intersection if Cedar Street remains a two-way street.

Both intersection designs are presented here as potential options, especially since Caltrans is required to consider roundabouts as an alternative whenever it redesigns an intersection on one of its highways. However, the designs need further study and public outreach, beyond what was possible under the scope of this study. Two areas in particular would need further attention before the proposals can move beyond the conceptual design stage:

- Targeted outreach should be conducted among neighborhood residents to better understand their wishes and concerns related to a potential full or partial closure of Cedar Street. Moreover, a detailed traffic study should be prepared that examines the benefits and disadvantages of closing the street, particularly for residents of the street and of nearby streets that could be impacted by diverted traffic.

- Much evidence exists that roundabouts tend to be safer and to manage traffic flow better than conventional intersections. However, people are generally unaware of the benefits of roundabouts and many drivers in Pacific Grove are not familiar with how they function. An informational campaign should be carried out to educate city residents, particularly decision-makers and key stakeholders, about roundabouts so that the community can make more informed decisions about them.

5 Forest Avenue through the commercial district

The fifth location is the stretch of Forest Avenue through the Forest Hill commercial district—essentially from Stuart Avenue/Piedmont Avenue to David Avenue—and just beyond, to Sunset Drive. Here the main issues include the lack of continuous sidewalk on both sides of the street and of a designated bikeway, and an unattractive, uninviting streetscape.

For this location, the project team developed two options for redesigning Forest Avenue as a more "complete street," with continuous pedestrian and bicycle facilities. Both alternatives would provide continuous sidewalks and bike lanes on both sides of the street. Also, instead of a continuous turn lane in the center of the street, there would be a landscaped median with turn pockets. There would continue to be on-street parking on both sides.

The first alternative, shown below, is the "basic" option; it is a cross section of Forest Avenue looking south, heading out of the city. By providing continuous sidewalks and buffered bike lanes (separated from traffic by a painted buffer) and also street lights, this alternative addresses the main walking- and biking-related concerns heard from the public. The design shown below is unchanged from the draft version presented to the public. Almost 90% of people who responded to the survey said that the design would improve the street significantly or at least somewhat. (The results of the survey questions about this design are included in Appendices F-13 and F-15.)

Due to space limitations, this alternative does not afford the opportunity for more extensive streetscape improvements—such as wide sidewalks, benches and frequently spaced street trees—that the version shown on the next page would. One way to partially remedy this would be to replace a certain number of on-street parking spaces at key, strategic locations with tree wells for street trees; or with "parklets," sidewalk extensions into the parking lane that provide space for seating, tables, landscaping, bike racks and other amenities (more information on parklets can be found here, for example: https://en.wikipedia.org/wiki/Parklet).

The second alternative, shown below, is the "enhanced" version (it too is unchanged from the draft version presented to the public). This option would retain the median and the on-street parking but would remove one travel lane on each side of the street. The freed-up space would be used for wider sidewalks, street trees and other features and amenities to give Forest Avenue the "look and feel" of a small-town commercial street—similar to Lighthouse Avenue—rather than of a highway strip. Public reaction on this design was much less positive: more than half (53%) of survey respondents felt this design would worsen conditions—though almost a quarter (23%) said it would be a big improvement while 21% indicated it would improve the street somewhat (see Appendices F-14 and F-15 for the results of the survey questions about this design).

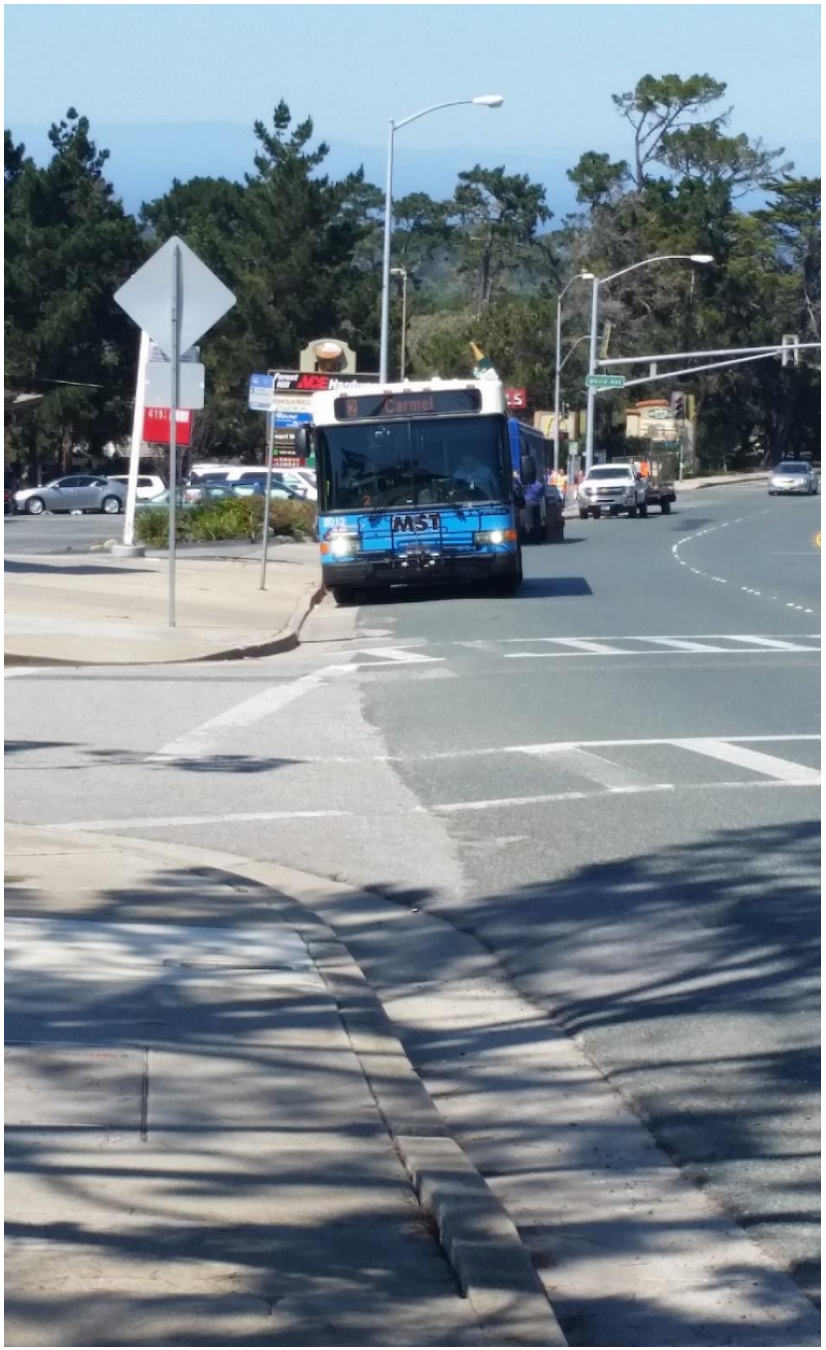
This study recommends pursuing at least the basic complete street option for Forest Avenue. At the same time, and despite the concerns raised by the public, the enhanced version is also retained here as a potential option because it could have significant safety benefits. Forest Avenue appears, at least at first glance, to be a reasonable candidate for lane reduction. Traffic volumes are either below or within the rule-of-thumb threshold volume of 15,000–25,000 vehicles per day for two-lane streets. Also, the street is already only two lanes on both sides immediately outside the commercial district. Most congestion occurs at intersections, due to turning movements, rather than on straightaway segments. For this reason, two-lane streets can function smoothly even with heavy traffic, provided that there is a center turn lane. That said, Forest Avenue has many mid-segment turning movements into driveways, which is a complicating factor.

Reducing the number of lanes would reduce speeding and make it easier for pedestrians to cross, making for a traffic-calmed street that is safer and more pleasant for strollers, shoppers and other people on foot. While the enhanced complete street option is presented here as a potential option, the community's response makes it clear that the design needs extensive further study and outreach before it can be seriously considered.

Specifically, Caltrans or the City should conduct a detailed traffic and parking study to explore a number of key issues, concerns and suggestions raised by the public related to the elimination of travel lanes, which are listed below:

- Congestion impacts, particularly at intersections and at major driveways.
- Traffic diversion to adjacent streets.
- Circulation and access for emergency responders, large delivery trucks and transit and tour buses.
- Possibility of removing the on-street parking, on one or both sides of the street, instead of the travel lanes.
- Possibility of removing only one travel lane (so that there would be two lanes in one direction and one lane in the other direction).
- Feasibility and optimal design of a raised median, given the many turning movements into driveways.
- Opportunities to minimize the number of driveways by consolidating parking lots.
- Potential ways to reduce the queuing outside the Trader Joe's.
- Assessment, at least on a qualitative level, of potential traffic safety benefits.

The traffic and parking study should be accompanied by a community-wide outreach effort to help people make more informed decisions about a possible lane reduction. Outreach should target not only Pacific Grove residents but also Forest Avenue merchants, groups related to the visitor and tourism industry (such as the Pebble Beach Company and Pacific Grove Chamber of Commerce) and residents of neighboring jurisdictions. The effort should inform the public about the results of the study, and lead the community through an informed discussion of the advantages, disadvantages and trade-offs involved. Also, an option is to reduce the number of travel lanes on a temporary basis for a few weeks through a pilot project (without making permanent changes). A pilot project would test the effects of lane reduction on traffic operations and would gauge the community's level of support for a more permanent redesign.



6 Intersection of Forest Avenue and Prescott Lane

A conceptual design was prepared for this location for two reasons: (i) people mentioned that it is challenging to cross Forest Avenue here and (ii) it is otherwise a standard intersection that could serve as a template for improvements at other crossings along the corridor. This design aims to make the street crossing easier through the addition of textured crosswalks (a visual cue for drivers to expect pedestrians), corner bulb-outs (sidewalk extensions that shorten the crossing distance) and mid-crossing pedestrian islands (for slower-moving pedestrians who cannot make it across before the light changes again).

The draft design was well received by the public, except that many people were concerned about the removal of the right-turn lane at Prescott that was shown in the design (see Appendix F-16). That was an oversight and has been corrected in the final design below. Also, the design assumes the removal of one or two travel lanes on Forest Avenue as discussed under conceptual design location #5. If the lane configuration remains as is, there would not be room for a corner bulb-out at this location—though similar bulb-outs could still be used at other intersections along the corridor including at Forest Hill Boulevard, Forest Avenue/Sunset Drive, and along Sunset.

❼ Intersection of Forest and Stuart / Piedmont Avenues

Concerns over this location included difficulty in crossing Forest Avenue, confusing traffic flow and the lack of a sense of entrance into Pacific Grove. For this location, the project team developed two design options. The first alternative, shown below, would redesign the intersection as a simple, less confusing four-legged intersection, with stop signs on Stuart and Piedmont Avenues (but not on Forest). The intersection would include various measures to improve the street crossing, including corner bulb-outs (sidewalk extensions), ladder-striped crosswalks and flashing pedestrian crossing signs.

More than 70% of people who responded to the survey said that the design would improve conditions, though almost 30% said it had drawbacks. (The results of the survey questions about this design are included in Appendices F-17 and F-19.) The design shown below is unchanged from the draft version, with one exception: in response to public comments, it has been modified to restore the driveway on Piedmont Avenue for the Safeway supermarket.

The second alternative, below, would redesign the intersection as a roundabout. (Roundabouts and their benefits are discussed fairly extensively under conceptual design location #4, the intersection of Sunset Drive and Congress Avenue.) Besides being a traffic-control device, a roundabout here could serve as a landscaped, decorative gateway element into the city. Public reaction on this design was less positive than for the first alternative (or for the roundabout at Sunset and Congress, for that matter). Almost half of survey respondents thought it would make matters worse (see Appendices F-18 and F-19). The design shown below has been modified from the draft version to restore the Safeway driveway on Forest Avenue.

Both intersection designs are presented here as potential options. The roundabout is retained as an option both for its significant potential benefits but also because Caltrans is required to consider roundabouts as an alternative whenever it redesigns an intersection on a state route. However, as with the conceptual designs for the intersection of Sunset and Congress, these concepts need further traffic study and analysis, as well as additional public outreach. Traffic design and engineering issues that need further study include how to ease the transition between the two- and four-lane segments of Forest on either side of the intersection, and whether the roundabout could be single-lane (rather than double-lane), given existing traffic volumes.

3 | Sidewalk gaps

The conceptual designs shown in the previous section focus attention on locations identified by the public as being of special concern, and they illustrate potential high-profile solutions to identified challenges. However, it is important not to lose sight of the fact that the corridor's single biggest need is arguably something as basic and fundamental as continuous sidewalks. Sidewalks are essential for a complete and livable street. Sidewalk projects could unify the community in supporting and advocating for improvements in the corridor, would begin to give shape to the vision of a complete corridor and could serve as the catalyst for subsequent, more extensive improvements.

With those considerations in mind, this section is an inventory of the missing sidewalk segments, or gaps, in the corridor. Tables 4 and 5 on the next page list all the street segments—including their approximate length—on either side of Forest and Sunset that lack sidewalks. (The segment on the east/south side of Forest between Adobe Lane and the city limit is not included; it is not expected that sidewalk would be built along this segment because there are no residential, commercial or other active land uses there.) Also, the gaps are shown in Figure 16. As shown in the figure, most of the gaps are included in the corridor options discussed as part of the conceptual designs.

For the reasons mentioned above, this report considers filling the sidewalk gaps a top priority for implementation. Since the vision is of a complete corridor, the expectation is that sidewalk would be built on both sides of the street (except along the segment mentioned above, on Forest Avenue south of Adobe Lane). Constructing sidewalks to fill the following gaps are particularly high priorities:

- **S-4** and **S-5:** To provide continuous sidewalk on at least one side of Sunset Drive between 17 Mile Drive and Congress Avenue, preferably on the side of the street fronted by residences.
- **F-2:** Segment with fast traffic that lacks even a shoulder.
- **F-8** or **F-3:** To provide continuous sidewalk on at least one side of Forest Avenue between Forest Hill Boulevard and Prescott Lane.

While a high priority, the construction of missing sidewalk segments will need to wait until several preliminary steps have taken place. These steps are described in the "Other Considerations" and "Next Steps" sections of the next chapter and include: survey to confirm the widths and edges of the corridor's public right-of-way; correction of any encroachment into the right-of-way by private property; refinement of the designs for the various corridor segments and intersections; and preparation of preliminary engineering drawings. This is especially true of Forest Avenue through the commercial district, where the potential width of the sidewalks varies greatly, depending on decisions to be made about the future number of travel lanes on this segment.

Table 4 | Sidewalk gaps on Sunset Drive

Map key	*From*	*To*	*Length (linear ft)*
North side (westbound, toward the ocean)			
S-1	Asilomar Avenue	Crocker Avenue	110
S-2	Crocker Avenue	1100 Sunset Drive (Kingdom Hall of Jehovah's Witnesses)	430
S-3	Grove Acre Avenue	17 Mile Drive	540
S-4	Maple Street	Walnut Street	610
S-5	Walnut Street	Cedar Street	960
S-6	Congress Avenue	19th Street	820
S-7	642 Sunset Drive	636 Sunset Drive	110
S-8	630 Sunset Drive	Sunset Drive frontage of 1036 Forest Avenue	210
South side (eastbound, toward Forest Avenue)			
S-9	17 Mile Drive	915 Sunset Drive (Butterfly Church—minor driveway)	310
S-10	915 Sunset Drive (Butterfly Church—parking lot)	Congress Avenue	770
		Subtotal, Sunset Drive:	*4,870*

Table 5 | Sidewalk gaps on Forest Avenue

Map key	*From*	*To*	*Length (linear ft)*
East side (northbound, toward Sunset Drive)			
F-1	Morse Drive	David Avenue	380
F-2	David Avenue	1107 Forest Avenue	250
F-3	1121 Forest Avenue	1199 Forest Avenue	780
F-4	1225 Forest Ave (Patisserie Bechler)	North leg of Stuart Avenue	100
F-5	North leg of Stuart Avenue	South leg of Stuart Avenue	100
F-6	South leg of Stuart Avenue	Bishop Avenue	290
F-7	Bishop Avenue	Adobe Lane	480
West side (southbound, heading out of the city)			
F-8	1170 Forest Avenue (Trader Joe's)	1188 Forest Avenue (Fifi's Bistro Cafe)	370
F-9	1224 Forest Avenue (Pacific Grove Goodyear)	Syida Drive	1,450
F-10	Forest Avenue frontage of 1001 Funston Avenue	Presidio Boulevard	130
F-11	Presidio Boulevard	City limit	320
		Subtotal, Forest Avenue:	*4,650*

Figure 16 | Map of sidewalk gaps

4 | Other recommendations to improve conditions

The previous two sections presented design concepts at key locations along the corridor and inventoried the corridor's sidewalk gaps. This section outlines a series of other, miscellaneous recommendations for improving conditions in the corridor, either at locations not addressed previously or general ones not specific to a particular location.

1. Sunset Drive from 17 Mile Drive to Congress Avenue / Cedar Street

This stretch of the corridor lacks sidewalks (except for a short segment on the south side of the street) and dedicated bikeways. As of the writing of this report, Caltrans is developing plans for a footpath or meandering sidewalk on the south side of Sunset Drive between 17 Mile Drive and Congress Avenue, along the frontage of the Butterfly Church (at 915 Sunset) and Mission Linen (801 Sunset; see Figure 17 for a fact sheet on the project). To fulfill the vision of a complete street, a sidewalk should also be built on the north side of the street, especially because that side is fronted by residential properties and has the nearest bus stop (on the west side of 17 Mile Drive). Bicycle facilities in this stretch should provide a continuous connection with proposed bikeways west of 17 Mile Drive (see the conceptual design for location #1) and east of Congress (conceptual design location #3). A cycle track should be considered on the south side of the street; on the north side, given the many driveways, a bike lane would be more appropriate, with a painted buffer if there is sufficient street width.

2. Forest Avenue from Stuart / Piedmont Avenues to the City limit

This stretch of the corridor also lacks sidewalks (except for two segments on the west, or north, side of the street) and dedicated bikeways. Traffic is fastest here, and the road shoulders vary greatly in width or are non-existent. The study recommends a sidewalk on the west side of Forest the entire length of this stretch, and on the east side from Stuart/Piedmont Avenues to Adobe Lane. No sidewalk is recommended south of Adobe Lane on the east side of Forest because there are no active land uses there. To accommodate cyclists, the shoulders on both sides should be widened to the extent permitted by the available right-of-way. The travel lanes could be edged with rumble strips to alert drivers who drift into the shoulders, provided there is sufficient width that the rumble strips do not interfere with cyclists' path of travel.

3. ADA accommodations

The walking field survey, as well as public input, revealed that the corridor has few accommodations for individuals with disabilities. As part of its Americans with Disabilities Act (ADA) improvements program, Caltrans is in the process of installing additional wheelchair-accessible curb ramps in the corridor, and any future improvements will need to comply with the ADA. Accommodations for disabled pedestrians include not only accessible curb ramps but also:

- A sufficiently wide "path of travel" free of obstructions.
- Level sidewalks.
- Driveways that are relatively flush with the sidewalk.
- Accessible pedestrian signals at traffic lights.
- Detectable warning surfaces at intersections.

The City and TAMC should work with staff at Caltrans District 5—which covers Monterey, among other counties—to implement additional accessibility improvements on Pacific Grove Highway 68 through Caltrans' ADA program.

Figure 17 | Caltrans fact sheet on the planned footpath on the south side of Sunset Drive

Highway 68 ADA Improvements In Pacific Grove

17-Mile Drive to Congress Avenue

Project Purpose

- To comply with the Americans with Disability Act (ADA) by removing obstructions to pedestrian access along Highway 68 from 17-Mile Drive to Congress Avenue.

Parked vehicles block pedestrian access to Highway shoulders

Project Need

Commonly traveled path is not accessible (non-compliant with ADA standards)

Proposed Work

- Construct ADA compliant pathway along the eastbound side of Highway 68
- Improve existing sidewalk
- Construct/reconstruct curb ramps as necessary

Other Potential Alternatives

- Consider parking restrictions and upgrade shoulder to ADA standards
- Construct sidewalk on westbound side

Schedule

- Complete Initial Scoping Document: Spring 2017
- Begin Environmental Studies: Summer 2018 (if funding is available)
- Begin Construction: 2022

Caltrans District 5, 50 Higuera Street, San Luis Obispo, CA 93401
Kathy DiGrazia, Project Manager (805) 542-4718
kathy.digrazia@dot.ca.gov

April, 2015

4. Other street crossing improvements

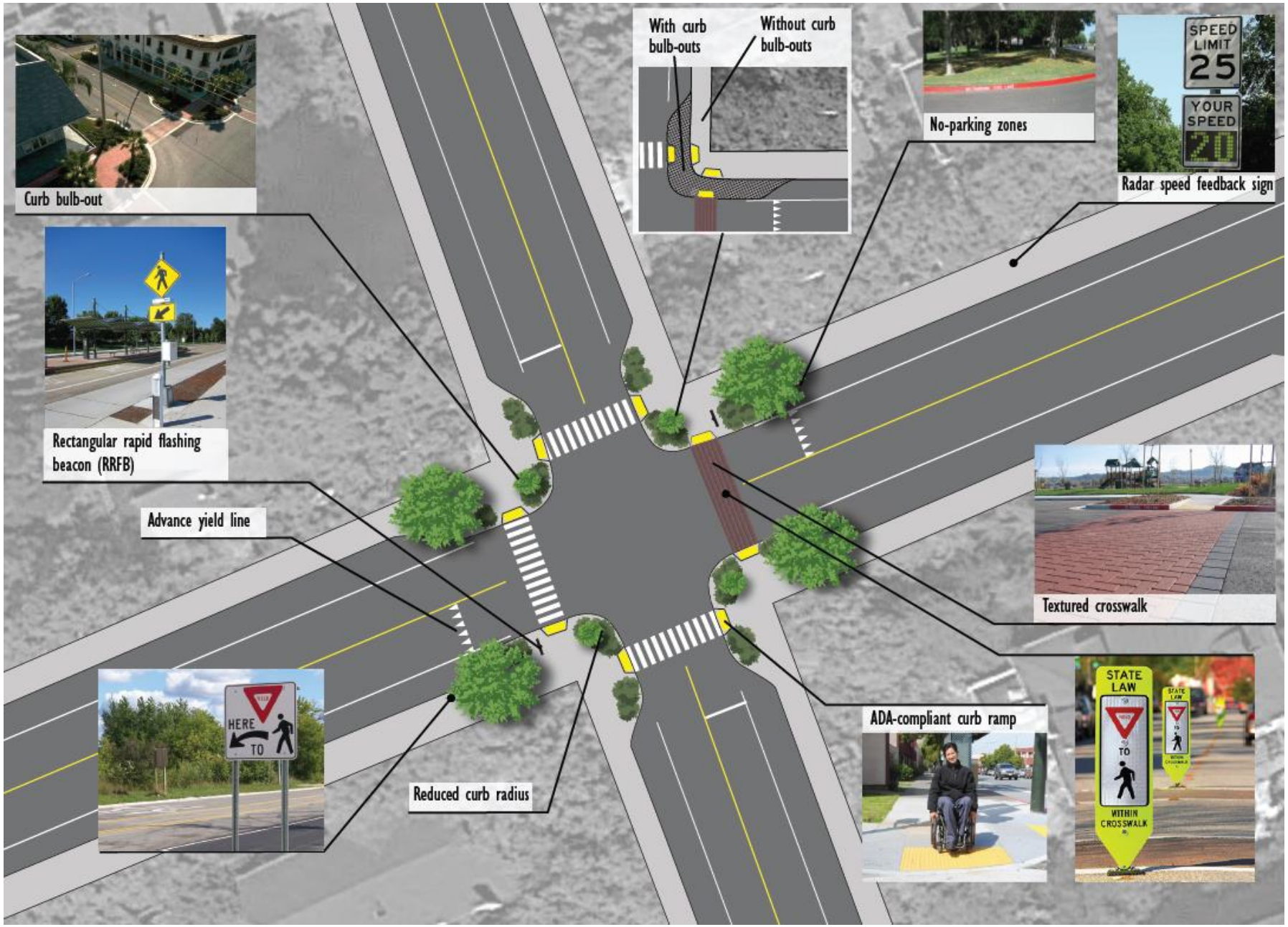
The conceptual designs present options for making it easier for pedestrians (and also cyclists) to navigate three especially tricky or confusing intersections: Forest at Stuart/Piedmont, Forest at Prescott and Sunset at Congress/Cedar. However, there are other street crossings in the corridor that some pedestrians find challenging, particularly on Forest, which is the wider, busier street. These include: (i) Forest at Forest Hill Boulevard, (ii) Forest/David, (iii) Forest/Sunset and (iv) Sunset/17 Mile Drive/Maple.

There are many measures to make crossings safer and easier for pedestrians. Some of the most common ones are listed below and a sampling of them is illustrated in Figure 18:

- Specially colored and textured pavement at crosswalks.
- Pedestrian-activated flashing crossing signs, flashing digital speed signs on the approaches to the intersection and other warning signage.
- Advanced yield or stop lines, which encourage drivers to stop further back from the crossing.
- Sidewalk "bulb-outs" or extensions, which shorten the crossing distance; they also reduce the corner radius, making drivers slow down as they turn the corner. Bulb-outs provide opportunities to incorporate landscaping. They should be designed so as to not encroach into cyclists' path of travel and to accommodate fire trucks and other large vehicles.
- Pedestrian refuges or islands in the center of the street.

Caltrans and the City should consider installing a combination of these measures at the intersections listed above. Not all measures are appropriate for all intersections, however. Signalized intersections call for different types of measures than unsignalized ones, for example. Signalization makes traffic movements more predictable, so there is less need for warning signs and signals. On the other hand, signalized intersections tend to go hand in hand with wider streets and heavier, faster traffic. Such conditions often warrant measures such as bulb-outs and median refuges. Enhancement measures for a particular intersection should be determined in consultation with affected neighbors.

Figure 18 | Sample crossing improvements



5. Safe routes to school program

As Caltrans and the City improve conditions for walking and biking in the corridor, the City should encourage, support and partner with the Pacific Grove Unified School District in developing and implementing activities that encourage more students to walk and bike to school. A safe routes to school program in Pacific Grove could:

- Offer traffic-smarts training, "bike rodeos," bike skills-drills clinics and other types of traffic safety education aimed at students.
- Organize "walking school buses" and "bike trains" for children to walk or bike to school in a group, escorted by parents or guardians.
- Sponsor monthly or seasonal "Walk and Roll to School" days, supported with special activities and incentives.
- Offer traffic safety activities aimed at high school students, including the California Highway Patrol's (CHP) "Every 15 minutes" program (a two-day program about drinking, driving and other personal safety topics); CHP's "Start Smart" class for teen drivers and their parents; and walk- and bike-to-school competitions with prizes and incentives.
- To address objections or concerns by parents, conduct workshops for parents on safe routes to school topics such as traffic safety, personal security for pedestrians and cyclists, and the logistics of walking and biking to school.

It is worth noting that the November 2016 election ballot in Monterey County will include a sales-tax measure for transportation. Called the Transportation Safety & Investment Plan, the measure, if approved by the voters, would provide $600 million over 30 years for a wide range of transportation improvements around the county. Of that amount, $20 million would be dedicated for a countywide Safe Routes to School program. The program would enable local school districts to offer activities such as those listed above, as well as similar other efforts.

6. Street lights

A common complaint from the public about the corridor concerned dark streets at night. Street lights increase traffic safety by enabling drivers, pedestrians and cyclists to see each other better; they also increase people's sense of personal comfort and security with regard to crime. Forest Avenue and especially Sunset Drive have few street lights; the existing lights are spaced widely apart and are for the most part highway-scaled, designed to light the roadway for drivers rather than the sidewalk.

Conventional street lights are expensive improvements. However, the City has been installing solar-powered lights, which are much less costly, as they do not require trenching to extend electric power or the components of a hard-wired system.

Street lights should be considered a lower priority than continuous sidewalks, which are a more fundamental improvement. Nevertheless, the starting presumption should be that new sidewalk construction in the corridor will include some street lighting. Priority should be given to street lights near intersections (to make it easier for drivers to see pedestrians wishing to cross) and at bus stops. Street lights should be pedestrian-scaled, similar to the one pictured at right, which is located at the corner of Forest and Morse Drive.

7. Enhanced traffic enforcement

Throughout the study, members of the community expressed many concerns about illegal, aggressive or careless driver behavior. The many public comments are a sign that current law enforcement efforts do not have a sufficient or desired deterrent effect. The City can begin to address the situation through an enhanced traffic law enforcement and education effort consisting of the following:

- Regular enforcement campaigns aimed at the causes of residents' main traffic-related complaints: speeding, distracted driving and drivers not yielding to pedestrians. Campaigns should be announced in advance to raise awareness and give people an opportunity to modify their behavior.
- Using enforcement as an opportunity for education by distributing traffic-safety materials instead of, or in addition to, citations.
- Installation of flashing digital speed signs or deployment of speed trailers on Forest and Sunset as awareness and educational tools.
- Rotating traffic safety and educational messages on the City's website, electronic marquee and social media channels; and posters and bumper stickers with Pacific Grove-specific traffic safety messages for use in City buildings and on City vehicles, and make them available to the public for free.
- Online form on the City's website to report locations experiencing chronic traffic violations and to request enforcement action.
- Perhaps most crucially, additional police officer resources dedicated to traffic enforcement.

8. Wayfinding signage

A number of residents suggested that traffic in the corridor could be made smoother and more orderly if the many visitors to the area had better direction to key destinations. One way to do this is through clear and attractive wayfinding signage. (Wayfinding refers to the various ways in which people orient themselves and navigate from place to place.) In addition to helping drivers orient themselves, wayfinding signage could give the corridor a clearer identity and sense of place. Signage should direct visitors to the main proximate tourist destinations in the area—Asilomar Conference Grounds, the ocean and beach, downtown Pacific Grove, Pebble Beach—and would be especially useful at Forest/Sunset and at Sunset/17 Mile Drive. Signage could reflect local themes and motifs, and should be designed with ample opportunity for input from the community.

5 | Implementation

1 | Chapter overview

This chapter contains four sections dealing with implementation of the improvements discussed in the previous chapter:

- Cost estimates for the improvements shown as part of the conceptual designs.
- The most promising ways to fund the proposed improvements.
- Other implementation-related considerations or challenges to keep in mind.
- "Next steps," or short- and medium-term actions to advance implementation of this study report.

2 | Cost estimates

This section puts a price tag on some of the proposed improvements. First, Table 6 below shows the estimated cost to fill in the sidewalk gaps—that is, to construct the missing sidewalk segments—on Sunset and Forest. Sidewalk costs depend on a number of factors, and accurate estimates are difficult to make without knowing the specifics of a design. However, for planning purposes an average cost has been assumed at $400,000 per mile of five-foot-wide sidewalk with curb and gutter and no special features or amenities.

Table 6 | Estimated cost to complete sidewalk gaps

	Length (linear ft)	*Estimated cost*
Sunset Dr., north side (segments S-1 to S-8)	3,790	$287,000
Sunset Dr., south side (segments S-9 and S-10)	1,080	$82,000
Forest Ave., east side (segments F-1 to F-7)	2,380	$180,000
Forest Ave., west side (segments F-8 to F-11)	2,270	$172,000
Total	**9,520**	**$721,000**

Next, the table on the following page shows estimated costs for the ten conceptual designs, covering seven locations, presented in the previous chapter. Details of the cost estimates for each of the ten designs are provided in Appendix I.

The cost estimates warrant a number of qualifications and clarifications:

- As with sidewalks, costs for all improvements depend on numerous factors, and it is very difficult to arrive at accurate estimates based on conceptual designs lacking engineering details and specifications. Nevertheless, it was felt it would be useful for planning purposes to have rough, order-of-magnitude cost estimates.
- To be conservative, the estimates generally err on the side of over-estimating costs. For example, the estimates assume a high level of improvement over existing conditions, including a new roadway base and amenities such as street lighting and landscaping. Also, the estimates include 10% of construction costs for additional, unforeseen "minor items" and another 30% as a construction contingency to allow for unexpected changes. All these are significant areas in which costs could be reduced.
- Approximately a third of the estimated cost of each project is for support, or non-construction, costs, namely "mobilization" (moving equipment, materials and labor to and from the site), project management and administration, preliminary engineering (plans, specifications and estimates) and environmental documentation.
- Each project estimate includes $25,000–$65,000 (more for the costlier projects, less for the smaller ones) for more-or-less mandatory items for construction projects in California nowadays: storm water pollution prevention plans, water pollution control, construction site management and traffic control.
- The costliest projects on the list are the roadway reconfigurations: (designs 1, 3 and 5). For these projects, some of the biggest items by cost include street lighting and landscaping. This suggests that costs could be decreased substantially by eliminating street lights

from the designs or by limiting them to high-priority locations such as intersections (to make it easier for drivers to see pedestrians wishing to cross), and also by limiting the extent of landscaping to the highest-impact uses: possibly street trees on Forest Avenue and a gateway design element at Forest/Stuart/Piedmont Avenues. Reducing the extent of landscaping would also reduce future maintenance costs (see the "Other Considerations" section, below).

- This section looks only at the cost side of the proposed improvements. However, it should be kept in mind that public-sector infrastructure improvements to an area often attract increased economic activity and private-sector investment in the form of development projects. This boosts local businesses and results in higher sales and property tax receipts for the City.

Table 7 | Estimated costs of conceptual designs

Conceptual design	*Estimated cost*
❶ Sunset Drive from Asilomar Avenue to 17 Mile Drive	$1,982,000
❷ SW corner of Sunset and 17 Mile Drive — Rain garden	$230,000
❸ Sunset Drive from Congress Avenue to Forest Avenue *	$4,720,000
❹ Sunset Drive / Congress Avenue / Cedar Street	
• Four-way alternative	$778,000
• Roundabout alternative	$977,000
❺ Forest Avenue through the commercial district **	
• Basic complete street alternative	$2,716,000
• Enhanced complete street alternative	$3,040,000
❻ Intersection of Forest Avenue and Prescott Lane	$348,000
❼ Forest / Stuart / Piedmont Avenues	
• Four-way alternative	$619,000
• Roundabout alternative	$857,000

** The design concept focuses on the segment from Congress to Forest; however, the cost estimate is for improvements from 17 Mile Drive to Forest.*

*** From Sunset Drive to Stuart/Piedmont Avenues.*

3 | Funding

As demonstrated in the previous section, the cost to transform Pacific Grove Highway 68 into a "complete" corridor will be substantial, on the order of several million dollars. Because this is a very large amount for a city of Pacific Grove's size, most of the funding will need to come not from the City's own funds but rather from government grant programs, from Caltrans (as the owner of the right-of-way) and from other outside sources. Some improvements could be implemented as part of broader transportation projects (through a complete streets approach) or as part of development or redevelopment projects.

Government grants

At the end of this chapter is a table of potential federal, state and regional/county sources of grant funding for pedestrian and bicycle improvements in the corridor. Only likely sources are included; a number of additional sources exist but are for types of pedestrian and bicycle projects not represented in the corridor (for example, trails through public open space lands or improvements to facilitate higher-density infill development). Most of the grant programs are competitive, meaning that Pacific Grove will be vying for those funds against other municipalities. To take full advantage of available outside funding, Caltrans, TAMC and City staff will need to collaborate on preparing and submitting grant applications to various funding agencies. The funding landscape changes frequently, with new programs being created and old ones ceasing to exist. While the table provides current information as of summer 2016, agency staff will need to make an effort to stay up to date on news and announcements related to funding sources and programs.

Complete streets

Many of the walking and biking needs in the corridor stem from the fact that Forest Avenue and Sunset Drive were designed at a time when full consideration was not given to pedestrians and cyclists. Indeed, the top needs identified by the public are basic: continuous sidewalks and bikeways to enable people to walk or bike down the street safely and comfortably. One way to begin to remedy this

situation is by adopting a complete streets approach to transportation. Complete streets are those that are planned and designed for safe and convenient access by all users (as appropriate, depending on the context of the streets).

Encouragingly, Caltrans has in recent years adopted an agency-wide complete streets policy and has developed implementation materials to consider the needs of all transportation modes in their planning and other activities. The City and TAMC should work with staff at Caltrans District 5 to address pedestrian and bicycle needs on Pacific Grove Highway 68 through the next four-year cycle of Caltrans' **State Highway Operation and Protection Program** (SHOPP; the current cycle covers Fiscal Years 2016–17 through 2019–20). The SHOPP funds the maintenance and repair of the State Highway System, safety improvements and some highway operational improvements. The planning of SHOPP projects offers the opportunity to evaluate multi-modal needs and, if appropriate, to include complete streets elements into the project scope early in the project development process.

In another relevant example of a more inclusive transportation mindset, TAMC has incorporated a complete streets checklist in the application for competitive funds under the agency's **Regional Surface Transportation Program,** which funds a wide variety of projects (see Table 8, under "Regional/County" funding sources). The checklist is meant to encourage jurisdictions to consider the needs of all roadway users in the planning and design of all their transportation projects and, if warranted and feasible, to incorporate bicycle and pedestrian components as part of those projects.

Development projects

In addition to applying for government grants, the City could require that fronting sidewalks be constructed and streetscape amenities such as street lights be installed as a condition of approval for development and redevelopment projects in the corridor. Even in a relatively slow-growing jurisdiction like Pacific Grove, such opportunities present themselves continually, as land uses change and as buildings are replaced or upgraded. A number of the sidewalk gaps listed in the previous chapter—particularly those in the Forest Hill commercial district—could be completed fully or in part over the next few years in this manner.

City funding

As explained earlier, most of the funding for the improvements outlined in this study will need to come from a variety of outside sources. Nevertheless, the City of Pacific Grove should dedicate some of its own funds for corridor improvements through the City's capital budget and as part of the Capital Improvement Plan (CIP). The CIP is a long-range plan that identifies capital projects and equipment purchases and provides an implementation schedule. Capital projects are for repairs, maintenance, improvement or acquisition of City assets; they are generally not recurring, and have an initial cost of at least $5,000 and an estimated useful life of more than one year. The City could dedicate funds—even if it is small amounts—for construction of discrete sidewalk segments in the corridor, for example. This would demonstrate the City's commitment to the corridor's needs, lend momentum to implementation efforts and possibly make available matching funds for grants from other government agencies.

Table 8 | Most promising grant funding sources

Funding source	*Administering agency*	*Frequency of call for projects*	*Notes*	*Corridor recommendations potentially well-suited for funds*
Federal				
TIGER Discretionary Grants *www.transportation.gov/tiger*	U.S. Department of Transportation	Annual; next expected in February 2017.	For capital projects. Highly competitive at the national level (only about 5% of applicants' projects are funded.).	Sidewalk gaps, crossing enhancements, intersection redesigns / roundabouts bikeways.
State				
State Active Transportation Program *www.dot.ca.gov/hq/LocalPrograms/atp*	Caltrans and California Transportation Commission	Varies; next TBD but likely not until 2018 at the earliest (most recent was in spring 2016).	Consolidation of several older grant programs, including State SR2S and Bicycle Transportation Account. Funds a wide range of capital and non-capital projects. Gives some preference to projects in disadvantaged communities. Competitive among jurisdictions statewide.	Sidewalk gaps, crossing enhancements, bikeways, Safe Routes to School activities, other programmatic activities.
Highway Safety Improvement Program *www.dot.ca.gov/hq/LocalPrograms/hsip.html*	Caltrans	Varies; next TBD (most recent was in summer 2016).	For projects and programs that reduce traffic fatalities and serious injuries by correcting or improving a specific problem. Competitive at the state level.	Improvements that target causes of collisions involving pedestrians or cyclists in the corridor (requires more research).
California Office of Traffic Safety grants *www.ots.ca.gov/Grants/default.asp*	California OTS	Annual; applications will next be available "after December 1, 2016."	For traffic-safety education, awareness and enforcement programs aimed at drivers, pedestrians and cyclists.	Activities in the areas of Safe Routes to School and traffic safety, education and enforcement.

Funding source	*Administering agency*	*Frequency of call for projects*	*Notes*	*Corridor recommendations potentially well-suited for funds*
Regional / county				
Transportation Development Act 2% Program (TDA Article 3) *www.tamcmonterey.org/wp-content/uploads/2015/09/TDA-Guidelines-2016.pdf*	Transportation Agency for Monterey County	Every three years. Next in 2017.	Funds are derived from a ¼-cent general sales tax collected by the State and returned to Monterey County. Approximately $350,000 available annually. Two percent may be used for the planning and construction of most pedestrian and bicycle facilities and up to 5% of this amount may be used education programs. Competitive among Monterey County jurisdictions.	Sidewalk gaps, crossing enhancements, bikeways.
Regional Surface Transportation Program	Transportation Agency for Monterey County	Every three years. Next in 2017.	Funds are distributed on both a fair- share and a competitive basis to local jurisdictions for a wide variety of transportation projects. Annual apportionments of funds range from $3 million to $4 million and may be used on on-street pedestrian and bicycle facilities.	Sidewalk gaps, crossing enhancements, intersection redesigns / roundabouts, bikeways.
Transportation Safety & Investment Plan (*pending voter approval, November 2016)* *www.tamcmonterey.org/programs/transportation-safety-investment-plan*	Transportation Agency for Monterey County	Unknown / to be determined.	Sales-tax measure for transportation on the November 2016 ballot. Would provide $600 million over 30 years for transportation improvements around the county, including: • $10 million for improvements along Holman Highway 68 (Monterey to Pacific Grove). • $12.3 million for the City of Pacific Grove. • $20 million for countywide Safe Routes to School program.	Sidewalk gaps, crossing enhancements, intersection redesigns / roundabouts bikeways, Safe Routes to School activities.

4 | Other considerations

Beyond the need to obtain funding, below are other key implementation-related challenges or considerations for Caltrans and the City to keep in mind as part of the process to improve Pacific Grove Highway 68.

Right-of-way confirmation

The conceptual designs in the previous chapter show potential reconfigurations of the public right-of-way on both Sunset Drive and Forest Avenue. To accommodate the new reconfigurations, the designs assume certain right-of-way widths. However, these widths are based on Caltrans drawings with unverified dimensions. Before proceeding with further planning of these designs, Caltrans or the City should conduct a study to confirm the width, and edges, of the public right-of-way throughout the corridor (something that was beyond the scope of the present study). Depending on actual widths, the conceptual designs might need to be adjusted by, for example, altering the width of travel lanes, turn lanes, parking lanes, medians, sidewalks or bikeways.

Encroachment of the public right-of-way by private property

On a related topic, it appears that in many places along the corridor there has been gradual encroachment over time by private property into the State's right-of-way. One likely sign of this is the presence of privately maintained landscaping and privately marked parking spaces between the roadway and the line of utility poles, as shown in the image to the left. There is evidence of this on both Sunset and Forest and by both residential and commercial properties. If the right-of-way width study confirms encroachment, Caltrans and the City will need to begin efforts to reclaim the public right-of-way. This should include an extensive public outreach effort to inform residents and businesses of potential violations and answer likely questions, and instituting a timeline for property owners to correct conditions by vacating the public right-of-way.

Caltrans relinquishment

As mentioned elsewhere in this report, Highway 68 through Pacific Grove is a state highway, and therefore is owned, controlled and maintained by Caltrans rather than by the City. State ownership of a thoroughfare can mean less local control over traffic management, less flexibility in street design and a longer permit process for changes to the street and even for fronting development projects. For these reasons, cities and counties sometimes pursue a process called relinquishment, through which Caltrans cedes ownership and control of a state highway to the local jurisdiction. Caltrans has generally been receptive to relinquishment of non-freeway state routes that do not serve a regional function due to the potential cost savings to the agency of no longer having to maintain the roadway.

Pacific Grove should explore the pros and cons of having Caltrans relinquish Highway 68 through the city. As suggested above, the potential benefits include greater local control, including over street design. The trade-off—a potentially significant one—would be the cost of taking on maintenance and liability for the roadway in perpetuity. However, because of the benefits to Caltrans of

relinquishment, cities have often been successful in negotiating for one-time street repair costs as part of the process. An additional consideration is that even as Caltrans is open to relinquishment, the agency has also become receptive to a complete streets approach and to more flexible pedestrian- and bicycle-friendly street designs. That means that instead of pursuing relinquishment—a process that takes roughly at least two years—the City might wish to encourage and support Caltrans in implementing desired changes to the corridor.

Maintenance

If implemented, the recommended improvements will increase maintenance and repair costs for Caltrans or the City of Pacific Grove. These costs are not reflected in the estimates listed previously, which are only for construction. Maintenance of on-street bikeways can usually be incorporated into existing repaving and street sweeping programs, but maintenance and repair of new sidewalks, streetscaping features and street trees and other landscaping will require significant additional resources. At the same time, it is worth remembering that the conceptual designs elicited many concerns from the public regarding maintenance, particularly of landscaping on such facilities as medians, roundabouts, corner bulb-outs and the proposed rain garden.

Before implementing any of the recommended improvements, Caltrans or the City should have a realistic funding strategy in place to address the maintenance, upkeep and repair of facilities, inclusive of landscaping. Grant funding is generally not available for such expenses, so a local revenue source or sources—possibly a parcel tax—will need to be identified. Any funding source should include an automatic increase linked to inflation, and also be able to support a reserve fund for any larger, emergency maintenance needs, such as repairing damage after a storm. The City might also consider a volunteer community-based program for the maintenance of new landscaping and other features.

5 | Next steps

Redesigning Forest Avenue and Sunset Drive are long-term projects that will take at least several years. However, there is a number of shorter-term actions that Caltrans and the City can take to smooth the way for the implementation of projects and, in the meantime, to begin to improve conditions in the corridor. Below is a list of some of these "next steps." They are not listed in order of importance or priority, but rather in rough sequential order, and they should be implemented as staff time and funding permit.

- ☐ Conduct detailed traffic studies and analyses (including a parking study, in the case of Forest Avenue) to identify potential impacts to traffic operations of redesigning the Sunset/Congress and Forest/Piedmont intersections and of reducing the number of travel lanes on Forest.

- ☐ Conduct public outreach efforts to inform the community and obtain additional input on roundabouts and lane reduction projects, and also on more specific issues such as a potential full or partial closure of Cedar Street.

- [ ] Conduct a right-of-way survey to verify the width and boundaries of the State's right-of-way along the corridor and to determine the extent of encroachment by private property into the right-of-way.

- [ ] If the right-of-way survey finds a substantial amount of encroachment, conduct public outreach to inform residents and businesses of potential violations, and institute a timeline for property owners to vacate the right-of-way.

- [ ] Based on the results of the right-of-way survey, detailed traffic studies and additional public outreach, refine the concepts behind the designs presented in this report and develop preliminary engineering drawings, including dimensions and measurements; also, begin initial studies under the California Environmental Quality Act (CEQA) for environmental review of the projects.

- [ ] Consider a pilot project for temporarily reducing the number of travel lanes on Forest, to test the effects on traffic operations and to gauge the community's reactions.

- [ ] Continue to explore the process of corridor "relinquishment," whereby Caltrans would cede control of Pacific Grove Highway 68 to the City.

- [ ] Encourage, support and partner with the Pacific Grove Unified School District on activities that encourage students to walk and bike to school. These could include traffic safety education, walking school buses and bike trains for children to travel to school in a group, and seasonal "Walk and Roll to School" days.

- [ ] Strengthen and support enforcement of traffic laws in the corridor through regular enforcement campaigns and a variety of educational and awareness materials.

- [ ] Develop an attractive wayfinding signage program to give the corridor a clearer identity and sense of place, and to help people, particularly out-of-towners, orient themselves.

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