

1 Introduction

This is the 1994 Pacific Grove General Plan. It supersedes the City's 1973 General Plan and any and all elements of the General Plan subsequently adopted, except for the Local Coastal Program Land Use Plan (LUP) which was adopted by the City on June 7, 1989. The LUP, while adopted and published as a separate document, is an element of this General Plan.

1.1 AREA COVERED BY THE PLAN

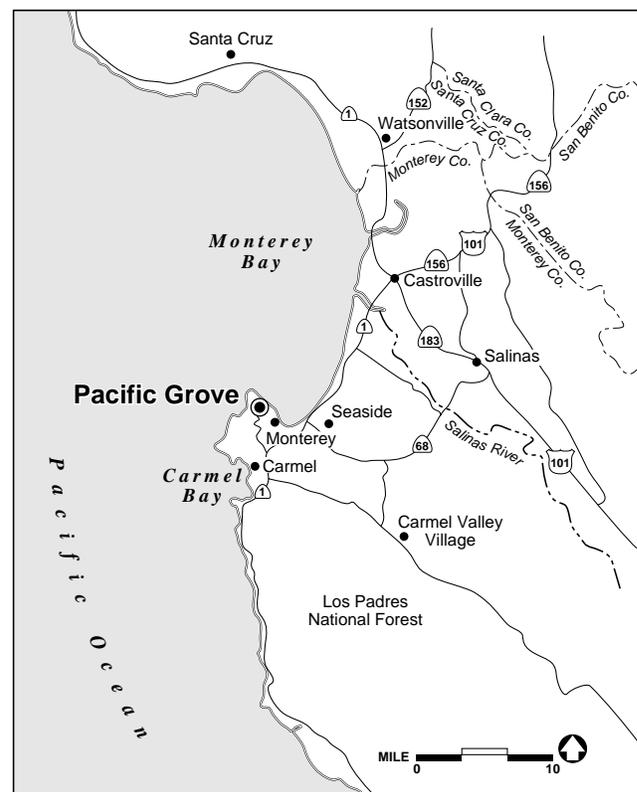
The Pacific Grove General Plan is a comprehensive, integrated, and internally consistent statement of Pacific Grove's development policies for the city and its Sphere of Influence. ("Sphere of Influence" means "the probable ultimate physical boundaries and service area of a city or district as approved by the Local Agency Formation Commission of the County.") In preparing background material for the Plan, the City considered existing conditions and trends within a larger "Planning Area" that includes unincorporated areas south of the city and portions of the City of Monterey. (Figure 1-2 is a map of the Planning Area, showing the city limits and the boundaries of the Sphere of Influence.)

All Planning Area lands outside of the city limits of Pacific Grove, including those within the Sphere of Influence, are regulated by the Monterey County or City General Plan and the County's or City's Zoning Ordinance. Nevertheless, the City of Pacific Grove is concerned about the growth of these areas and their impact on Pacific Grove residences and businesses. The northern part of Del Monte Forest especially has strong economic and social ties to Pacific Grove. The area is part of the Pacific Grove Unified School District, and residents of the area do much of their convenience shopping in Pacific Grove. Two of the five gates to Del Monte Forest open onto Pacific Grove streets. Thus, the City's main concerns about the Planning Area within Del Monte Forest relate to traffic (addressed in Transportation, Chapter 4 of this General Plan) and to providing public facilities and services including libraries, parks, and recreation fa-

cilities and programs (addressed in Chapters 5 and 9). The portions of the City of Monterey within the Planning Area are located near David Avenue and Prescott Lane, including the Presidio of Monterey. The Central Avenue and Prescott Lane gateways link Pacific Grove and Monterey. Thus, traffic is the City's primary concern in the Planning Area within Monterey.

State law permits the City to plan for areas outside of its immediate jurisdiction, if those areas have a direct relationship to the City's planning needs. Pacific Grove will work with the County and City of Monterey to encourage County and City of Monterey land use decisions within the Pacific Grove Sphere of Influence and the Planning Area that are compatible with this General Plan.

**Figure 1-1
Pacific Grove's Regional Location**



1.2 WHAT IS THE GENERAL PLAN?

The General Plan responds to, and its authority derives from, the California Government Code, Section 65302. It is the principal policy document for guiding future conservation and development of the city. It represents an agreement among the citizens of Pacific Grove on basic community values, ideals, and aspirations to govern a shared environment. The Plan has a long-term horizon, addressing an approximately 15-year time frame. Yet it brings a deliberate, overall direction to the day-to-day decisions of the city council, its commissions, and City staff. The Plan—

- Expresses the desires of Pacific Grove residents in regard to the physical, social, economic, cultural, and environmental character of the city;
- Serves as a comprehensive, day-to-day guide for making decisions about land use, economic development, road improvements, and protecting natural resources and the public health and safety;
- Defines a realistic vision of what the city intends to be in 15 years;
- Charts the course of conservation and development that will determine the future character of Pacific Grove;
- Serves as the City’s “constitution” for land use and community development (all zoning, subdivision, and public facilities ordinances, decisions, and projects must be consistent with the General Plan).

1.3 ORGANIZATION OF THE PLAN

State law requires cities to prepare General Plans covering at least seven subjects—land use, circulation (transportation), housing, open space, conservation, noise, and safety. General Plans may also address any other subjects which, in the judgment of the legislative body, relate to the physical development of the city (Government Code §65303).

The Plan is made up of a text, diagrams, and other illustrations. The text is arranged in chapters. Figure 1-3 at the end of this chapter shows the relationship of the Pacific Grove General Plan chapters to the seven elements and the subordinate issues that State law requires to be addressed.

Starting with Chapter 2, each chapter begins with a description of existing conditions or a discussion of problems or both. Desired future conditions are stated in the form of *goals, policies, and programs* which are the essence of the Plan.

1.3.1 Maps and Diagrams

Accompanying this text as an integral part of the General Plan is the official Land Use Map. The map is drawn at a scale of one inch to 400 feet on a 1992 base map. Maximum allowable population densities and building intensities are presented in Chapter 2, Land Use, for the categories shown on the Land Use Map.

A separate Circulation Map appears as Figure 4-2 in Chapter 4, Transportation. This map shows the existing and proposed street system, with streets categorized according to their function as local streets, collectors, or arterials.

1.3.2 What Is Adopted

All of the text in Chapters 1 through 11 is adopted, including historical and physical background. These statements are all a part of the General Plan. Figure 1-2, the Land Use Map, the maps in the transportation chapter, and the noise contour map in Chapter 10 are adopted. All other maps and graphic illustrations and their captions, unless otherwise specified in the related text and their titles, are illustrative or provide basic information, and are not adopted as statements of policy.



Entering Pacific Grove

**Figure 1-2
Pacific Grove City Limits, Planning Area, Sphere of Influence, and Coastal Zone Boundaries**

1.3.3 Goals, Policies, and Programs

Goals are long-range in nature; policies and programs are intermediate or short-range. *Goal*, *policy*, and *program* are defined below, printed with the numbering system and typeface used in Chapters 2 through 10.

GOAL
1 A general, overall, and ultimate purpose, aim, or end toward which the City will direct effort.

POLICY 1 A specific statement of principle or of guiding actions which implies clear commitment but is not mandatory. A general direction that the City elects to follow, in order to meet its goals.

Program A An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal.

Sources for policies and programs are indicated by parenthetical notations:

- Direct State mandate (SM);
- Local Coastal Program Land Use Plan (LUP).

Language that is needed to further explain a particular goal, policy, or program immediately follows it. Clarifying language has the same force or obligation as the policy or program it explains.

In summary, goals determine *what* should be done, and *where*. Policies and programs establish *who* will carry out the goals, *how*, and *when*. Together they will determine the nature of the environment and the future character of Pacific Grove. Explanatory text leads up to and follows the goals, policies, and programs.

The reader is directed to the specific goals, policies, and programs in each chapter. The major themes of the Plan are paraphrased and summarized, below.

Chapter 2, Land Use. Preserve and enhance the character of Pacific Grove while accommodating suitable new development. Maintain the city’s residential character and the scale of its neighborhoods. Enhance the attractiveness and viability of existing commercial areas. Upgrade the appearance of Downtown, and other commercial areas, retaining and emphasizing the historical styles.

Chapter 3, Housing. Maintain, improve, and rehabilitate the city’s existing housing. Promote a balance of housing types, densities, and cost ranges for all economic segments of the population. Designate sufficient land for residential use at densities appropriate to meet local and regional housing needs. Encourage energy efficiency in both new and existing housing.

Chapter 4, Transportation. Provide safe and efficient transportation facilities for moving people and goods within Pacific Grove. Do everything possible to reduce negative impacts of local and regional traffic on Pacific Grove and its neighborhoods. Make it easier to move around Pacific Grove without having to use a car. Provide safe, paved, bicycle and pedestrian paths to schools, shopping areas, recreation facilities, and open space areas. Improve traffic safety for motorists, bicyclists, and pedestrians. Assure adequate transit service in Pacific Grove (*e.g.*, bus, special shuttles, airport limousine) as alternatives to the auto.

Chapter 5, Parks and Recreation. Provide active and passive park and recreation facilities and programs for people of all age groups and capabilities.

Chapter 6, Natural Resources. Comprehensively manage Pacific Grove’s natural vegetation, tree canopy, and wildlife habitat. Promote tree planting. Protect the city’s coastal and biological resources. Preserve and enhance public visual access to the ocean. Protect the area’s groundwater. Protect endangered species.

Chapter 7, Historic and Archaeological Resources. Nurture a greater awareness of and sensitivity toward Pacific Grove’s historic and archaeological heritage. Identify, protect, and preserve the structures of Pacific Grove’s cultural and architectural history, including its many buildings of Victorian styles and other late nineteenth and early twentieth century architecture. Protect archaeological sites consistent with State and federal regulations.

Chapter 8, Urban Structure and Design. Preserve, enhance, and strengthen Pacific Grove’s livable and attractive environment, its community identity, and its special “sense of place.” Enhance the relationship between the City, the Pacific Ocean and Monterey Bay. Develop, maintain, and enhance the City’s landscape, streetscape, and identifiable community characteristics. Improve the visual environment by improving signing and continuing undergrounding of overhead wires.

Chapter 9, Public Facilities. Provide water to meet the needs of existing and future development, assuring adequate fire-flow rates. Promote water conservation. Main-

tain adequate sewage collection and disposal services. Accommodate storm water runoff and protect property from flooding. Promote the recovery of reusable water from the storm drainage system.

Collect and dispose of solid waste while reducing the amount of waste generated.

Develop a Civic Center plan. Provide for library and museum needs. See to the siting of public facilities to promote public convenience while protecting surrounding development from negative impacts.

Chapter 10, Health and Safety. Do what the City can, within reason, to protect the community from injury, loss of life, and property damage resulting from natural disasters and hazardous conditions. Increase public awareness of potential danger from flooding, seismic activity, landslide, fire, and other natural hazards, and of methods to avoid or mitigate their effects. Protect Pacific Grove from accidental exposure to hazardous materials. Provide aid in the event of natural or man-made disasters. Protect people and property from fire and crime. Protect Pacific Grove from the harmful effects of excessive noise.

1.4 GLOSSARY

Chapter 11 is a glossary of terms. It is provided to assist the reader in understanding the Plan and to ensure that the terms used in the Plan are clearly defined to establish intent and to prevent misinterpretation. The glossary will be compared to the definitions in the City's Zoning Ordinance so that any conflicts may be promptly remedied at the time of Plan adoption, or soon thereafter.

1.5 TECHNICAL APPENDIX

A separate Technical Appendix contains background material used in preparing the General Plan, including a Background Report first published in February 1988 and republished in August 1991, and the Draft and Final Environmental Impact Reports. The Background Report helped the City identify which planning issues to address in the General Plan and provided the foundation for formulating the Plan's goals, policies, and programs.

The Technical Appendix, while important to a thorough understanding of the General Plan process, is not adopted as policy by the City, nor is it essential to the day-to-day use and implementation of the Plan. Anyone wishing to review the Technical Appendix may do so at the offices of the Community Development Department.

1.6 THE GENERAL PLAN PROCESS

In 1986, the City decided to consolidate and update its General Plan to provide public decision-makers and private developers with clearer and more effective policy guidance. The eight-year process to prepare the Plan began with the hiring of a multi-disciplinary consulting team late in 1986 and culminated in the adoption of a new Plan in 1994. Highlights of that process include:

- *Appointment by the city council of a General Plan Committee consisting of two councilmembers and two planning commissioners.* This "steering committee" met during the entire process of preparing the Plan to review progress and provide guidance to the staff and consultants.
- *Consultant preparation of a detailed Background Report published in February 1988.* The report, which describes existing conditions and planning opportunities, was updated and republished in August 1991.
- *First General Plan workshop, February 1988.*
- *Consultant preparation of an Issues and Options Report in March 1989.* Based largely on the Background Report, this report identified the 28 most critical issues to be addressed in updating the General Plan.
- *Review of the Issues and Options Report at three community workshops in April and May 1989.*
- *Seven public hearings before the planning commission on the Issues and Options Report in fall 1989.*
- *Three planning commission meetings to deliberate recommendations to the city council on the Issues and Options Report in January and February 1990.*
- *Four public hearings before the city council on the Issues and Options Report during March through May 1990.*
- *Four city council special meetings in July and August 1990 to provide initial policy guidance with respect to the issues raised in the Options Report.*
- *Consultant preparation in July 1991 of a Policy Document comprised of goals, policies, implementation programs, and diagrams.*
- *Publication and distribution of a complete draft of the Plan in August 1992.*
- *An Informational Workshop for the public on the Draft General Plan in September 1992.*

- *Four public hearings held jointly before the city council and the planning commission on the Draft General Plan between September and December 1992.*
- *Eight deliberations by the planning commission on the Draft General Plan between June and September 1993.*
- *A public hearing in November 1993 before the city council on the Draft General Plan as recommended by the planning commission.*
- *Thirty special meetings of the city council between November 1993 and August 1994 to deliberate the Draft General Plan as recommended by the planning commission.*

The result of this effort is a new General Plan built upon the ideas of Pacific Grove’s citizens. It is a guide in text and maps to opportunities and conditions for conservation and development of the city and its resources, based on an optimal balance among the social, environmental, and economic needs of—and costs to—the community.

1.7 ADMINISTERING THE GENERAL PLAN

It is the intent of the city council to implement this General Plan by establishing annual planning goals based on the Plan, developing implementing ordinances and regulations, and providing the requisite staff resources. The city council is also mindful that its intention to implement this General Plan is based on the availability of funding and that some goals, policies, and programs might not be achieved if funds are unavailable.

Once adopted, the General Plan does not remain static. As time goes on, the City may determine that it is necessary to revise portions of the text or add policies or programs to reflect changing circumstances or philosophy.

State law provides direction on how cities can maintain the General Plan as a contemporary policy guide: it requires each planning department to report annually to the city council on “the status of the plan and progress in its implementation” (§65400[b]). The city council may respond to the planning department review by setting goals for the coming year. In addition, the City should comprehensively review the Plan every five years to determine whether or not it is still in step with community values and conditions.

1.8 AMENDING THE PLAN

State law permits General Plan amendments up to four times per year per mandatory element (Government Code §65358[b]). In practice, most amendments propose a change in the land use designation of a particular property. Any citizen wishing to amend the General Plan should follow the procedure outlined below. (More detailed information on processing and timing is available from the Community Development Department.)

1. Prior to filing an official application for a General Plan amendment, the prospective applicant or his or her agent should discuss the proposed amendment with the City’s Community Development Department staff. This gives the applicant a first-hand opportunity to find out the details of the amendment process as well as any concerns the City may have about the proposed changes.
2. Should the applicant decide to proceed with an amendment, the next step is to file an official application with the Community Development Department and pay the required processing fees.

All applications requesting a change in land use designation must be accompanied by a development plan of sufficient detail to ascertain the potential impacts of the proposed project on the site and the surrounding area. What constitutes “sufficient detail” is determined by the Community Development Director on a case-by-case basis.

Environmental review in accordance with the provisions of the California Environmental Quality Act (CEQA) will be required of every General Plan amendment.

3. Once an application is submitted, it will be placed on an agenda for public hearing before the City’s planning commission according to the schedule established by the planning commission for General Plan amendments. Prior to the planning commission hearing, the City, in accordance with State Government Code, will provide notice to the public of the hearing date and the item to be discussed. For an individual amendment, this typically involves a legal notice in the designated local newspaper and a notice mailed to all property owners within 300 feet of the subject property. (When major amendments are proposed that affect the entire community, such as this comprehensive update of the Plan, State law provides for alternative methods of notification that do not require individual notices to be mailed to all property owners.)

4. Community Development Department staff will prepare a report to the planning commission for the public hearing, describing in detail the proposed amendment, any environmental or other impacts that may result, and comments from other City departments or affected governmental agencies. The staff also will state whether the commission should recommend the amendment to the city council for approval or denial. The staff report is sent to the commission and the applicant. The staff report, comments from the applicant, and other public testimony become factors in the commission's action.
5. The planning commission recommendation is reported to the city council. The council holds a public hearing and acts on the proposed amendment.

Good planning practice suggests that any decision on a General Plan amendment must be supported by findings of fact. These findings are the rationale for making a decision to either approve or deny a project. At least the following standard findings should be made for each General Plan amendment:

- The proposed amendment is deemed to be in the public interest.
- The proposed General Plan amendment is consistent and compatible with the rest of the General Plan and any implementation programs that may be affected.
- The potential impacts of the proposed amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare.
- The proposed amendment has been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

City-initiated amendments, as well as amendments requested by other public agencies, are subject to the same basic process and requirements described above to insure consistency and compatibility with the Plan. This includes appropriate environmental review, public notice, and public hearings leading to an official action by council resolution.

1.9 RELATION TO OTHER DOCUMENTS

The City regulates the use of property within its jurisdiction through the General Plan and zoning, subdivi-

vision, and building regulations for the purpose of promoting the health, safety, and welfare of the public. The General Plan is a legal document, adopted by the city council, which bears on development and redevelopment in the city. Other legal documents are also adopted by the city council and affect development in the city. They include the Local Coastal Program Land Use Plan (LUP), the Zoning Ordinance, the Subdivision Ordinance, and building regulations. The General Plan is at the apex of all of these land use regulations. Following adoption of the General Plan, any regulations in the zoning, subdivision, building, and other ordinances that are not consistent with the Plan will be amended to insure consistency.

The Local Coastal Program Land Use Plan (LUP) is required under the provisions of the California Coastal Act of 1976, as amended, for all areas within the state's coastal zone. The LUP for Pacific Grove was adopted by the city council on June 7, 1989, as an element of the City's General Plan. Although every attempt has been made to assure consistency between the LUP and the chapters of the General Plan, in the event of conflict, the LUP takes precedence over the General Plan within the coastal zone.

The Zoning Ordinance is one of the many programs that implement the General Plan. It is more detailed than the Plan and regulates development lot-by-lot, based on the General Plan's goals, policies, and Land Use Map. The Zoning Ordinance divides the city into districts, or zones, that specify allowable uses for real property, and size restrictions for buildings within these districts.

The Subdivision Ordinance regulates and controls the design and improvement of subdivisions, including condominiums, and establishes requirements for tentative and final maps.

The General Plan is organized to fit Pacific Grove and the way the City conducts its review and approval of land use and development. The organization of the Plan does not always correspond with the way that State law sets forth the requirements for elements of General Plans. The following table, Figure 1-3, shows the relationship of the chapters in this General Plan to the requirements in the State-mandated elements.

**Figure 1-3
Relation of General Plan Chapters to State-mandated Elements**

Mandated Elements		General Plan	
		Chapter	Pages
Land Use Element	Distribution of:		
	Housing, Business, Industry	2	11-31
	Open Space	5-6	93-112
	Recreation Facilities	5	94-101
	Educational Facilities	9	148-149
	Public Buildings	9	145-149
	Land Use Map		Pocket
	Flood Areas	10	156
	Population Density/Building Intensity	2	25-31
	Implementation	2	13-24
Circulation Element	Description of Existing System	4	67-69
	Map of Existing System	4	69
	Description of Proposed System	4	67-69
	Map of Proposed System	4	69
	Utilities	9	142-143
		10	159-160
	Implementation	4	77-91
Housing Element	Potential Housing	3	52-55
	List of Housing Sites	3	54
	Governmental Constraints	3	56-59
	Non-Governmental Constraints	3	59-61
	Energy Conservation	3	61-62
	Quantified Objectives	3	64
	Implementation	3	38-64
	Public Participation	1	5-6
	Progress on Housing Programs	3	33-35
Conservation Element	Forests/Rivers/Wildlife/Implementation	6	105-116
	Water/Implementation	6	105-107
		9	141-142
	Soils/Implementation	6	107
		10	154
	Flood Control/Implementation	10	156
Open Space Element	Description	5	93-102
		6	105-112
	Trails	4	84-91
		5	100
	Implementation	6	113-116
Safety Element	Seismic Hazards/Maps/Implementation	10	151-156
	Slope Instability/Maps/Implementation	10	154-155
	Flooding/Implementation	10	156
	Fire Hazard/Implementation	10	161-165
	Emergency Response/Implementation	10	157-161
	Hazardous Materials/Implementation	10	161,164
Noise Element	Noise Sources	10	166
	Noise Contours	10	167
	Implementation	10	166-169