
11 Glossary

11.1 ABBREVIATIONS

ADA	Americans with Disabilities Act	JPA	Joint Powers Authority
ADT	Average Daily Trips made by vehicles or persons in a 24-hour period	LAFCO	Local Agency Formation Commission
ARB	Architectural Review Board	LCP	Local Coastal Program
BMR	Below-market-rate dwelling unit	LUP	Land Use Plan (of the Local Coastal Program)
CDBG	Community Development Block Grant	LOS	Level of Service
CEQA	California Environmental Quality Act	MIIS	Monterey Institute of International Studies
CHOMP	Community Hospital of the Monterey Peninsula	MPC	Monterey Peninsula College
CLG	Certified Local Government	MPWMD	Monterey Peninsula Water Management District
CIP	Capital Improvements Program	MRWMD	Monterey Regional Waste Management District
CMP	Congestion Management Plan	MRWPCA	Monterey Regional Water Pollution Control Agency
CNEL	Community Noise Equivalent Level	MST	Monterey-Salinas Transit
COG	Council of Governments	OPR	Office of Planning and Research, State of California
DLI	Defense Language Institute	PGUSD	Pacific Grove Unified School District
EIR	Environmental Impact Report	PUD	Planned Unit Development
FAR	Floor Area Ratio	TAMC	Transportation Agency for Monterey County
FORA	Fort Ord Reuse Agency	TDM	Transportation Demand Management
GMI	Gross Monthly Income	TRO	Trip Reduction Ordinance
HCD	Housing and Community Development Department of the State of California	TSM	Transportation Systems Management
HUD	U.S. Dept. of Housing and Urban Development	UBC	Uniform Building Code

- UHC** Uniform Housing Code
- WAVE** Waterfront Area Visitors Express

11.2 TERMS

Access/Egress • The ability to enter a site from a roadway and exit a site onto a roadway by motorized vehicle.

Acres, Gross • The entire acreage of a site.

Acres, Net • The portion of a site, excluding public rights-of-way, private roads, and public open space, used for density calculations.

Adverse Impact • A negative consequence for the physical, social, or economic environment resulting from an action or project.

Affordable Housing • Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 25 percent of its gross monthly income (GMI) for housing including utilities.

Agency • The governmental entity, department, office, or administrative unit responsible for carrying out regulations.

Air Pollution • Concentrations of substances found in the atmosphere that exceed naturally occurring quantities and which are undesirable or harmful in some way.

Ambient • Surrounding on all sides; used to describe measurements of existing conditions with respect to traffic, noise, air and other environments.

Annex, v. • To incorporate a land area into an existing district or municipality, with a resulting change in the boundaries of the annexing jurisdiction.

Appropriate • An act, condition, or state that is considered suitable.

Aquifer • An underground, water-bearing layer of earth, porous rock, sand, or gravel, through which water can seep or be held in natural storage. Aquifers generally hold sufficient water to be used as a water supply.

Archaeological • Relating to the material remains of past human life, culture, or activities.

Architectural Control; Architectural Review • Regulations and procedures requiring the exterior design of structures to be suitable, harmonious, and in keeping with the general appearance, historic character, and/or style of surrounding areas. A process used to exercise control over the design of buildings and their settings. (See "Design Review.")

Area; Area Median Income • As used in State of California housing law with respect to income eligibility limits established by the U.S. Department of Housing and Urban Development (HUD), "area" means metropolitan area or non-metropolitan county. In non-metropolitan areas, the "area median income" is the higher of the county median family income or the statewide non-metropolitan median family income.

Arterial • A roadway that is fed by local streets and collectors. Arterials connect to regional roadways and provide intra-city circulation routes.

Assessment District • (See "Benefit Assessment District.")

Assisted Housing • Generally multi-family rental housing, but sometimes single-family ownership units, whose construction, financing, sales prices, or rents have been subsidized by federal, state, or local housing programs including, but not limited to federal Section 8 (new construction, substantial rehabilitation, and loan management set-asides), federal Sections 213, 236, and 202, federal Section 221(d)(3) (below-market interest rate program), federal Section 101 (rent supplement assistance), CDBG, FmHA Section 515, multi-family mortgage revenue bond programs, local redevelopment and in lieu fee programs, and units developed pursuant to local inclusionary housing and density bonus programs. Housing Elements are required to address the preservation or replacement of assisted housing that is eligible to change to market rate housing by 2002.

Attainment • Complying with the State and federal ambient air quality standards within an air basin.

Bed and Breakfast Inn • Residential buildings used for limited occupancy visitor accommodations, which buildings were constructed at least 75 years prior to the date of application for such conversion.

Below-market-rate (BMR) • (1) Any housing unit specifically priced to be sold or rented to low- or moderate-income households for an amount less than the fair-market value of the unit. Both the State of California and the U.S. Department of Housing and

Urban Development set standards for determining which households qualify as “low income” or “moderate income.” (2) The financing of housing at less than prevailing interest rates.

Benefit Assessment District • An area within a public agency’s boundaries that receives a special benefit from the construction of one or more public facilities. A Benefit Assessment District has no legal life of its own and cannot act by itself. It is strictly a financing mechanism for providing public infrastructure as allowed under the Streets and Highways Code. Bonds may be issued to finance the improvements, subject to repayment by assessments charged against the benefiting properties. Creation of a Benefit Assessment District enables property owners in a specific area to cause the construction of public facilities or to maintain them (for example, a downtown, or the grounds and landscaping of a specific area) by contributing their fair share of the construction and/or installation and operating costs.

Bicycle Lane (Class II facility) • Bicycles travel in a one-way striped lane on a street or expressway.

Bicycle Path (Class I facility) • Bicycles travel on a right of way completely separated from any street or highway.

Bicycle Route (Class III facility) • Bicycles share the road with pedestrians and motor vehicle traffic. Bike routes are marked only with signs.

Bikeways • The general term for any marked bicycle facility. The Caltrans Highway Design Manual designates three types of bikeways: bike path, bike lane, and bike route. Each has standards for width, signs, and pavement marking.

Buffer Zone • An area of land separating two distinct land uses that acts to soften or mitigate the effects of one land use on the other.

Building • Any structure used or intended for supporting or sheltering any use or occupancy.

Buildout; Build-out • Development of land to its full potential or theoretical capacity as permitted under current or proposed planning or zoning designations.

California Environmental Quality Act (CEQA) • A State law requiring State and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an Environmental Impact Report (EIR) must be

prepared and certified as to its adequacy before taking action on the proposed project. General Plans require the preparation of a “program EIR.”

Caltrans • California Department of Transportation.

Capital Improvements Program (CIP) • A program, administered by a city or county government and reviewed by its planning commission, which schedules permanent improvements, usually for a minimum of five years in the future, to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the General Plan.

Carrying Capacity • Used in determining the potential of an area to absorb development: (1) the level of land use, human activity, or development for a specific area that can be accommodated permanently without irreversible change in the quality of air, water, land, or plant and animal habitats. (2) The upper limits of development beyond which the quality of human life, health, welfare, safety, or community character within an area will be impaired. (3) The maximum level of development allowable under current zoning. (See “Buildout.”)

Census • The official decennial enumeration of the population conducted by the federal government.

Channelization • (1) The straightening and/or deepening of a watercourse for purposes of storm-runoff control or ease of navigation. Channelization often includes lining of stream banks with a retaining material such as concrete. (2) At the intersection of roadways, the directional separation of traffic lanes through the use of curbs or raised islands that limit the paths that vehicles may take through the intersection.

Character (as used in historic preservation) • The aggregate of the elements of a building or district that makes it individual or unique.

City • City with a capital “C” generally refers to the government or administration of a city. City with a lower case “c” may mean any city, or may refer to the geographical area of a city (*e.g.*, the city’s bikeway system.)

Collector • A roadway that carries traffic between local streets and the rest of the circulation system.

Commercial • A land use classification that permits facilities for the buying and selling of commodities and services.

Community Development Block Grant (CDBG)

A grant program administered by the U.S. Department of Housing and Urban Development (HUD) on a formula basis for entitlement communities, and by the State Department of Housing and Community Development (HCD) for non-entitled jurisdictions. This grant allots money to cities and counties for housing rehabilitation and community development, including public facilities and economic development.

Community Noise Equivalent Level (CNEL) • A 24-hour energy equivalent level derived from a variety of single-noise events, with weighting factors of 5 and 10 dBA applied to the evening (7 PM to 10 PM) and nighttime (10 PM to 7 AM) periods, respectively, to allow for the greater sensitivity to noise during these hours.

Community Park • Land with full public access intended to provide recreation opportunities beyond those supplied by neighborhood parks. Community parks are larger in scale than neighborhood parks but are smaller than regional parks.

Compatible • Capable of existing together without conflict or detrimental effects.

Condominium • A structure of two or more units, the interior spaces of which are individually owned; the balance of the property (both land and building) is owned in common by the owners of the individual units.

Congestion Management Plan (CMP) • A mechanism employing growth management techniques, including traffic level of service requirements, standards for public transit, trip reduction programs involving transportation systems management and jobs/ housing balance strategies, and capital improvement programming, for the purpose of controlling and/or reducing the cumulative regional traffic impacts of development. State law requires all cities, and counties that include urbanized areas, to adopt and annually update a Congestion Management Plan.

Conservation • The management of natural resources to prevent waste, destruction, or neglect. The State mandates that a Conservation Element be included in the General Plan.

Consistent • Free from variation or contradiction. Programs in the General Plan are to be consistent, not contradictory or preferential. State law requires

consistency between a General Plan and implementation measures such as the Zoning Ordinance.

County • County with a capital “C” generally refers to the government or administration of a county. County with a lower case “c” may mean any county, or may refer to the geographical area of a county (*e.g.*, the county’s road system.)

Criterion • A standard upon which a judgment or decision may be based. (See “Standards.”)

Critical Facility • Facilities housing or serving many people, that are necessary in the event of an earthquake or flood, such as hospitals, fire, police, and emergency service facilities, utility “lifeline” facilities, such as water, electricity, and gas supply, sewage disposal, and communications and transportation facilities.

dB • Decibel; a unit used to express the relative intensity of a sound as it is heard by the human ear.

dBA • The “A-weighted” scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually 10 times more intense.

Dedication • The turning over by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions for approval of a development by a city or county.

Dedication, In lieu of • Cash payments that may be required of an owner or developer as a substitute for a dedication of land, usually calculated in dollars per lot, and referred to as in-lieu fees or in-lieu contributions.

Deficiency Plan • An action program to improve the level of service on the street and highway network of the Congestion Management Agency.

Density, Residential • The number of permanent residential dwelling units per acre of land. The Pacific Grove General Plan employs dwelling units per net acre as the measure of building intensity in residential land use districts. (See “Acres, Net.”)

Density Bonus • The allocation of development rights that allow a parcel to accommodate additional

square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location. Under California law, a housing development that provides 20 percent of its units for lower income households, or 10 percent of its units for very low-income households, or 50 percent of its units for seniors, is entitled to a density bonus.

Density, Control of • A limitation on the occupancy of land. Density can be controlled through zoning in the following ways: use restrictions, minimum lot-size requirements, floor area ratios, land use-intensity ratios, setback and yard requirements, minimum house-size requirements, ratios comparing number and types of housing units to land area, limits on units per acre, and other means. Allowable density often serves as the major distinction between residential districts.

Design Review; Design Control • The comprehensive evaluation of a development and its impact on neighboring properties and the community as a whole, from the standpoint of site and landscape design, architecture, materials, colors, lighting, and signs, in accordance with a set of adopted criteria and standards. “*Design Control*” requires that certain specific things be done and that other things not be done. Design Control language is most often found within a zoning ordinance. “*Design Review*” usually refers to a system set up outside of the zoning ordinance, whereby projects are reviewed against certain standards and criteria by a specially established design review board or committee. (See “*Architectural Control*.”)

Development • The physical extension and/or construction of urban land uses. Development activities include: subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill materials; and clearing of natural vegetative cover (with the exception of agricultural activities). Routine repair and maintenance activities are exempted.

Development Fee • (See “*Impact Fee*.”)

Development Rights • The right to develop land by a land owner who maintains fee-simple ownership over the land or by a party other than the owner who has obtained the rights to develop. Such rights usually are expressed in terms of density allowed under existing zoning. For example, one development

right may equal one unit of housing or may equal a specific number of square feet of gross floor area in one or more specified zone districts.

Discourage, v. • To advise or persuade to refrain from.

Disability • Physical or mental impairment that substantially limits one or more of the major life activities of an individual, or a record of such impairment, or being regarded as having such an impairment.

Duplex • A detached building under single ownership that is designed for occupation as the residence of two families living independently of each other.

Dwelling Unit • A room or group of rooms—including sleeping, eating, cooking, and sanitation facilities—that constitutes an independent house-keeping unit, occupied or intended for occupancy by one household on a long-term basis (*i.e.*, for more than 30 days.)

Easement • Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Easement, Conservation • A tool for acquiring open space with less than full-fee purchase, whereby a public agency buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land) or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)

Easement, Scenic • A tool that allows a public agency to use an owner’s land for scenic enhancement, such as roadside landscaping or vista preservation.

Ecology • The interrelationship of living things to one another and their environment; the study of such interrelationships.

Ecosystem • An interacting system formed by a biotic community and its physical environment.

Elderly • As generally used in the Housing Chapter, persons 65 years of age and older. The City’s secondary housing unit ordinance defines seniors as persons 60 years of age and older. (See “*Seniors*.”)

Emergency Shelter • A facility that provides immediate and short-term housing and supplemental services for the homeless. Shelters come in many sizes, but an optimum size is considered to be 20 to 40 beds. Supplemental services may include food, counseling, and access to other social programs. (See “Homeless” and “Transitional Housing.”)

Emission Standard • The maximum amount of pollutant legally permitted to be discharged from a single source, either mobile or stationary.

Encourage, v. • To stimulate or foster a particular condition through direct or indirect action by the private sector or government agencies.

Endangered Species • A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes.

Enhance, v. • To improve existing conditions by increasing the quantity or quality of beneficial uses. (See “Protect.”)

Environment • CEQA defines environment as “the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historic or aesthetic significance.”

Environmental Impact Report (EIR) • A report required of General Plans by the California Environmental Quality Act and which assesses all the environmental characteristics of an area and determines what effects or impacts will result if the area is altered or disturbed by a proposed action. (See “California Environmental Quality Act.”)

Erosion • (1) The loosening and transportation of rock and soil debris by wind, rain, or running water. (2) The gradual wearing away of the upper layers of earth.

Exaction • A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Fair Market Rent • The rent, including utility allowances, determined by the United States Department of Housing and Urban Development for purposes of administering the Section 8 Existing Housing Program.

Family • (1) Two or more persons related by birth, marriage, or adoption [U.S. Bureau of the Census]. (2) An individual or a group of persons living together who constitute a *bona fide* single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club, or other group of persons occupying a hotel, lodging house or institution of any kind [California].

Fault • A fracture in the earth's crust forming a boundary between rock masses that have shifted.

Feasible • Capable of being done, executed, or managed successfully from the standpoint of the physical and/or financial abilities of the implementer(s).

Feasible, Technically • Capable of being implemented because the industrial, mechanical, or application technology exists.

Finding(s) • The result(s) of an investigation and the basis upon which decisions are made. Findings are used by government agents and bodies to justify action taken by the entity.

Fire-resistive • Able to withstand specified temperatures for a certain period of time, such as a one-hour fire wall; not fireproof.

Floor Area, Gross • The sum of the horizontal areas of the several floors of a building measured from the exterior face of exterior walls, or from the centerline of a wall separating two buildings, but not including any space where the floor-to-ceiling height is less than six feet.

Floor Area Ratio (FAR) • The gross floor area of all the building(s) on a site, minus the exclusions within the zone, divided by the area of the site. For example, on a site with 10,000 net sq. ft. of land area, a Floor Area Ratio of 1.0 will allow a maximum of 10,000 gross sq. ft. of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 sq. ft. of floor area; an FAR of 2.0 would allow 20,000 sq. ft.; and an FAR of 0.5 would allow only 5,000 sq. ft. Exception: in the O and OSI designations, an average FAR is used for an entire land use district.

Gateway • A point along a roadway entering a city or county at which a motorist gains a sense of having left the environs and of having entered the city or county.

General Plan • A compendium of city or county policies regarding long-term development, in the form of maps and accompanying text. The General Plan is

a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council or Board of Supervisors. In California, the General Plan has seven mandatory elements (Circulation, Conservation, Housing, Land Use, Noise, Open Space, Safety and Seismic Safety) and may include any number of optional elements (such as Air Quality, Economic Development, Hazardous Waste, and Parks and Recreation). The General Plan may also be called a “City Plan,” “Com-prehensive Plan,” or “Master Plan.”

Geological • Pertaining to rock or solid matter.

Goal • A general, overall, and ultimate purpose, aim, or end toward which the City or County will direct effort.

Groundshaking • The vibration that radiates from the epicenter of an earthquake.

Groundwater • Water under the earth’s surface, often confined to aquifers capable of supplying wells and springs.

Group Quarters • Residential living arrangements—other than the usual house, apartment, or mobile home—in which two or more unrelated persons share living quarters and cooking facilities. Included are “institutional” group quarters, such as licensed residential care facilities for 25 or more persons and orphanages, and “non-institutional” group quarters, such as dormitories, shelters, and large boarding houses.

Guidelines • General statements of policy direction around which specific details may be later established.

Habitat • The physical location or type of environment in which an organism or biological population lives or occurs.

Hazardous Material • Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Hidden Lot • A parcel that contains more than one legal building site but only one dwelling unit.

Historic; Historical • An historic building or site is one that is noteworthy for its significance in local,

state, or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Preservation • The preservation of historically significant structures and neighborhoods in order to facilitate restoration and rehabilitation of the building(s) to a former condition. (See “Preservation.”)

Historic Resources Inventory • The list of existing structures initiated in 1978 through a matching grant from the State Office of Historic Preservation and adopted by the City of Pacific Grove. The list was updated by the Heritage Society and the City of Pacific Grove to include structures built prior to 1927.

Home Occupation • A commercial activity conducted solely by the occupants of a particular dwelling unit in a manner incidental to residential occupancy.

Homeless • Persons and families who lack a fixed, regular, and adequate nighttime residence. Includes those staying in temporary or emergency shelters or who are accommodated with friends or others with the understanding that shelter is being provided as a last resort. California Housing Element law, §65583(c)(1) requires all cities and counties to address the housing needs of the homeless. (See “Emergency Shelter” and “Transitional Housing.”)

Household • All those persons—related or unrelated—who occupy a single housing unit. (See “Family.”)

Householder • The head of a household.

Households, Number of • The count of all year-round housing units occupied by one or more persons. The concept of *household* is important because the formation of new households generates the demand for housing. Each new household formed creates the need for one additional housing unit or requires that one existing housing unit be shared by two households. Thus, household formation can continue to take place even without an increase in population, thereby increasing the demand for housing.

Housing and Community Development Department of the State of California (HCD) • The State agency that has principal responsibility for assessing, planning for, and assisting communities to meet the needs of low- and moderate-income households.

Housing Element • Article 10.6 of the California Government Code requires each city and county to

prepare and maintain a current Housing Element as part of the community's General Plan in order to attain a statewide goal of providing "decent housing and a suitable living environment for every California family." Under State law, Housing Elements must be updated every five years.

Housing Authority, Local (LHA) • Local housing agency established in State law, subject to local activation and operation. Originally intended to manage certain federal subsidies, but vested with broad powers to develop and manage other forms of affordable housing.

Housing Unit • The place of permanent or customary abode of a person or family. A housing unit may be a single-family dwelling, a multi-family dwelling, a condominium, a modular home, a mobile home, a cooperative, or any other residential unit considered real property under State law. A housing unit has, at least, cooking facilities, a bathroom, and a place to sleep. (See "Dwelling Unit," "Mobile Home," "Family," and "Household.")

Impact • The effect of any direct actions by humans or indirect repercussions of such actions on existing physical, social, or economic conditions.

Impact Fee • A fee, also called a development fee, levied on the developer of a project by a city, county, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000, *et seq.*, specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Implementation • Actions, procedures, programs, or techniques that carry out policies.

Improvement • The addition of one or more structures or utilities on a parcel of land.

Industrial • The manufacture, production, and processing of consumer goods. Industrial is often divided into "heavy industrial" uses, such as construction yards, quarrying, and factories; and "light industrial" uses, such as research and development and less intensive warehousing and manufacturing.

Infill Development • Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.

Infrastructure • Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads.

In-lieu Fee • (See "Dedication, In lieu of.")

Institutional Use • (1) Publicly or privately owned and operated activities such as hospitals, museums, and schools; (2) churches and other religious organizations; and (3) other nonprofit activities of a welfare, educational, or philanthropic nature that can not be considered a residential, commercial, or industrial activity.

Inter-agency • Indicates cooperation between or among two or more discrete agencies in regard to a specific program.

Integrity (as used in historic preservation) • The authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic period.

Intensity, Building • In the Pacific Grove General Plan, standards of building intensity for residential uses are stated as the allowable range of dwelling units per net acre. Standards of building intensity for non-residential uses are stated as maximum floor area ratios (FARs).

Issues • Important unsettled community matters or problems that are identified in a community's General Plan and dealt with by the plan's goals, objectives, policies, plan proposals, and implementation programs.

Joint Powers Authority (JPA) • A legal arrangement that enables two or more units of government to share authority in order to plan and carry out a specific program or set of programs that serves both units.

Landslide • A general term for a falling mass of soil or rocks.

Land Use • The occupation or utilization of land or water area for any human activity or any purpose defined in the General Plan.

Land Use Classification • A system for classifying and designating the appropriate use of properties.

Land Use Element • A required element of the General Plan that uses text and maps to designate the

future use or reuse of land within a given jurisdiction's planning area. The land use element serves as a guide to the structuring of zoning and subdivision controls, urban renewal and capital improvements programs, and to official decisions regarding the distribution and intensity of development and the location of public facilities and open space. (See "Mandatory Element.")

Land Use Regulation • A term encompassing the regulation of land in general and often used to mean those regulations incorporated in the General Plan, as distinct from zoning regulations (which are more specific).

L_{dn} • Day-Night Average Sound Level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The L_{dn} is approximately numerically equal to the CNEL for most environmental settings.

L_{eq} • The energy equivalent level, defined as the average sound level on the basis of sound energy (or sound pressure squared). The L_{eq} is a "dosage" type measure and is the basis for the descriptors used in current standards, such as the 24-hour CNEL used by the State of California.

Level of Service (LOS) • A qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. A level of service definition generally describes these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. The Highway Capacity Manual specifies six levels of service for each type of facility for which it provides analysis procedures. The levels of service are given letter designations, from A to F, with LOS A representing the best operating conditions and LOS F representing the worst. Generally, LOS F occurs when demand on the facility exceeds its capacity.

Liquefaction • The loss of soil strength due to seismic forces acting on water-saturated granular soils. A type of ground failure that can occur during an earthquake.

Local Agency Formation Commission (LAFCO) A five- or seven-member commission within each county that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Each

county's LAFCO is empowered to approve, disapprove, or conditionally approve such proposals. The LAFCO members generally include two county supervisors, two city council members, and one member representing the general public. Some LAFCOs include two representatives of special districts.

Local Coastal Program (LCP) • A local government's (a) land use plans, (b) zoning ordinances, (c) zoning district maps, and (d) within sensitive coastal resources areas, other implementing actions, which, when taken together, meet the requirements of, and implement the provisions and policies of, the California Coastal Act of 1976 at the local level.

Local Coastal Program Land Use Plan (LUP) • The relevant portion of a local government's General Plan, or local coastal element which are sufficiently detailed to indicate the kinds, location, and intensity of land uses, the applicable resource protection and development policies and, where necessary, a listing of implementing actions.

Low-income Household • A household with an annual income usually no greater than 80 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See "Area.")

L₁₀ • A statistical descriptor indicating peak noise levels—the sound level exceeded 10 percent of the time. It is a commonly used descriptor of community noise, and has been used in Federal Highway Administration standards and the standards of some cities and counties.

Maintain, v. • To keep in an existing state. (See "Preserve, v.")

Mandatory Element • A component of the General Plan mandated by State law. California State law requires that a General Plan include elements dealing with seven subjects—circulation, conservation, housing, land use, noise, open space, and safety—and specifies to various degrees the information to be incorporated in each element. (See "Land Use Element.")

May • That which is permissible.

Mean Sea Level • The average altitude of the sea surface for all tidal stages.

Median Strip • The dividing area, either paved or landscaped, between opposing lanes of traffic on a roadway.

Mineral Resource • Land on which known deposits of commercially viable mineral or aggregate deposits exist. This designation is applied to sites determined by the State Division of Mines and Geology as being a resource of regional significance, and is intended to help maintain the quarrying operations and protect them from encroachment of incompatible land uses.

Minimize, v. • To reduce or lessen, but not necessarily to eliminate.

Mining • The act or process of extracting resources, such as coal, oil, or minerals, from the earth.

Mitigate, v. • To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mixed-use • Properties on which various uses, such as office, commercial, institutional, and residential, are combined in a single building or on a single site in an integrated development project with significant functional interrelationships and a coherent physical design. A “single site” may include contiguous properties.

Mobile Home • A structure, transportable in one or more sections, built on a permanent chassis and designed for use as a single-family dwelling unit and which (1) has a minimum of 400 square feet of living space; (2) has a minimum width in excess of 102 inches; (3) is connected to all available permanent utilities; and (4) is tied down (a) to a permanent foundation on a lot either owned or leased by the homeowner or (b) is set on piers, with wheels removed and skirted, in a mobile home park.

Moderate-income Household • A household with an annual income between the lower income eligibility limits and 120 percent of the area median family income adjusted by household size, usually as established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See “Area” and “Low-income Household.”)

Must • That which is mandatory.

National Ambient Air Quality Standards • The prescribed level of pollutants in the outside air that cannot be exceeded legally during a specified time in a specified geographical area.

National Register of Historic Places • The official list, established by the National Historic Preservation Act, of sites, districts, buildings, structures, and objects significant in the nation’s history or whose artistic or architectural value is unique.

Need • A condition requiring supply or relief. The City or County may act upon findings of need within or on behalf of the community.

Neighborhood Park • City- or county-owned land intended to serve the recreation needs of people living or working within one-half mile radius of the park.

Noise • Any sound that is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying. Noise, simply, is “unwanted sound.”

Noise Attenuation • Reduction of the level of a noise source using a substance, material, or surface, such as earth berms and/or solid concrete walls.

Noise Contour • A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L_{dn} contour (measured in dBA) require noise attenuation in residential development.

Non-attainment • The condition of not achieving a desired or required level of performance. Frequently used in reference to air quality.

Nonconforming Use • A use that was valid when brought into existence, but by subsequent regulation becomes no longer conforming. “Nonconforming use” is a generic term and includes (1) nonconforming structures (by virtue of size, type of construction, location on land, or proximity to other structures), (2) nonconforming use of a conforming building, (3) nonconforming use of a nonconforming building, and (4) nonconforming use of land. Thus, any use lawfully existing on any piece of property that is inconsistent with a new or amended General Plan, and that in turn is a violation of a zoning ordinance amendment subsequently adopted in conformance with the General Plan, will be a nonconforming use. Typically, nonconforming uses are permitted to continue, subject to certain restrictions.

Objective • A specific statement of desired future condition toward which the City or County will expend effort in the context of striving to achieve a broader goal. An objective should be achievable and, where possible, should be measurable and time-spe-

cific. The State Government Code (§65302) requires that General Plans spell out the “objectives,” principles, standards, and proposals of the General Plan. “The addition of 100 units of affordable housing by 1995” is an example of an objective.

Office Use • The use of land by general business offices, medical and professional offices, administrative or headquarters offices for large wholesaling or manufacturing operations, and research and development.

Open Space Land • Any parcel or area of land or water that is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) the managed production of resources, (3) outdoor recreation, or (4) public health and safety.

Ordinance • A law or regulation set forth and adopted by a governmental authority, usually a city or county.

Ozone • A tri-atomic form of oxygen (O₃) created naturally in the upper atmosphere by a photochemical reaction with solar ultraviolet radiation. In the lower atmosphere, ozone is a recognized air pollutant that is not emitted directly into the environment, but is formed by complex chemical reactions between oxides of nitrogen and reactive organic compounds in the presence of sunlight, and becomes a major agent in the formation of smog.

Para-transit • Refers to transportation services that operate vehicles, such as buses, jitneys, taxis, and vans for senior citizens, and/or mobility-impaired.

Parks • Open space lands whose primary purpose is recreation. (See “Open Space Land,” “Community Park,” and “Neighborhood Park.”)

Peak Hour/Peak Period • For any given roadway, a daily period during which traffic volume is highest, usually occurring in the morning and evening commute periods. Where “F” Levels of Service are encountered, the “peak hour” may stretch into a “peak period” of several hours’ duration.

Planned Unit Development (PUD) • A proposed unified development, consisting at a minimum of a map and adopted ordinance setting forth the regulations governing, and the location and phasing of all proposed uses and improvements to be included in the development.

Planning and Research, Office of (OPR) • A governmental division of the State of California that

has among its responsibilities the preparation of a set of guidelines for use by local jurisdictions in drafting General Plans.

Planning Area • The Planning Area is the land area addressed by the General Plan. The Planning Area encompasses land within the city limits and land contiguous to the city in which development is considered to directly impact the City of Pacific Grove. (See Figure 1-2, Chapter 1, page 3.)

Planning Commission • A body, usually having five or seven members, created by a city or county in compliance with California law (§65100) which requires the assignment of the planning functions of the city or county to a planning department, planning commission, hearing officers, and/or the legislative body itself, as deemed appropriate by the legislative body.

Policy • A specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. (See “Program.”)

Pollutant • Any introduced gas, liquid, or solid that makes a resource unfit for its normal or usual purpose.

Pollution • The presence of matter or energy whose nature, location, or quantity produces undesired environmental effects.

Poverty Level • As used by the U.S. Census, families and unrelated individuals are classified as being above or below the poverty level based on a poverty index that provides a range of income cutoffs or “poverty thresholds” varying by size of family, number of children, and age of householder. The income cutoffs are updated each year to reflect the change in the Consumer Price Index.

Preserve, v. • To keep safe from destruction or decay; to maintain or keep intact. (See “Maintain.”)

Preservation (as used in historic preservation) • The process of sustaining the form and extent of a structure essentially as it exists. Preservation aims at halting further deterioration and providing structural stability but does not contemplate significant rebuilding. (See “Historic Preservation.”)

Principle • An assumption, fundamental rule, or doctrine that will guide General Plan policies, proposals, standards, and implementation measures. The State Government Code (§65302) requires that

General Plans spell out the objectives, “principles,” standards, and proposals of the General Plan. “Adjacent land uses should be compatible with one another” is an example of a principle.

Private Road, Private Street • A way for motor vehicle traffic not dedicated as a public street, which is used for ingress to or egress from one or more lots, and which is privately maintained. Usually, the owner posts a sign indicating that the street is private property and limits traffic in some fashion. For purposes of density calculations, aisles within and driveways serving private parking lots are not considered private roads.

Program • An action, activity, or strategy carried out in response to adopted policy to achieve a specific goal or objective. Policies and programs establish the “who,” “how” and “when” for carrying out the “what” and “where” of goals and objectives.

Protect, v. • To maintain and preserve beneficial uses in their present condition as nearly as possible. (See “Enhance.”)

Public and Quasi-public Facilities • Institutional, academic, governmental and community service uses, either publicly owned or operated by non-profit organizations.

Rare or Endangered Species • A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Ravelling • An erosion process in which the soil surface crumbles and falls away.

Recognize, v. • To officially (or by official action) identify or perceive a given situation.

Reconstruction (as used in historic preservation) • The process of reproducing by new construction the exact form and detail of a vanished structure, or part thereof, as it appeared during a specific period of time. Reconstruction should be undertaken only when the property to be reconstructed is essential for understanding and interpreting the value of an historic district and sufficient documentation exists to insure an exact reproduction of the original. (See “Historic Preservation.”)

Recreation, Active • A type of recreation or activity that requires the use of organized play areas including, but not limited to, softball, baseball, football and

soccer fields, tennis and basketball courts and various forms of children’s play equipment.

Recreation, Passive • A type of recreation or activity that does not require the use of organized play areas.

Recycle, v. • The process of extraction and reuse of materials from waste products.

Redevelop, v. • To demolish existing buildings; or to increase the overall floor area existing on a property; or both; irrespective of whether a change occurs in land use.

Regional • Pertaining to activities or economies at a scale greater than that of a single jurisdiction, and affecting a broad geographic area.

Regional Housing Needs Plan • A quantification by a COG or by HCD of existing and projected housing need, by household income group, for all localities within a region.

Regional Park • A park typically 150-500 acres in size focusing on activities and natural features not included in most other types of parks and often based on a specific scenic or recreational opportunity.

Regulation • A rule or order prescribed for managing government. Zoning and subdivision ordinances are largely made up of definitions, procedures, standards, and regulations.

Rehabilitation • (1) The repair, preservation, and/or improvement of substandard housing; (2) as used in historic preservation: the process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property that are significant to its historical, architectural, and cultural values. (See “Historic Preservation.”)

Remodeling (as used in historic preservation) • Making over or rebuilding all or part of an historic structure in a way that does not necessarily preserve its historical, architectural, and cultural features and character. (See “Historic Preservation.”)

Residential • Land designated in the City or County General Plan and zoning ordinance for buildings consisting only of dwelling units. May be improved, vacant, or unimproved. (See “Dwelling Unit.”)

Residential, Multi-family • Usually three or more dwelling units on a single site, which may be in the same or separate buildings.

Residential, Single-family • A single dwelling unit on a building site.

Residential Care Facility • A facility that provides 24-hour care and supervision to its residents.

Restoration (as used in historic preservation) • The process of returning a building to a documented prior condition. (See “Historic Preservation.”)

Restrict, v. • To check, bound, or decrease the range, scope, or incidence of a particular condition.

Retrofit, v. • To add materials and/or devices to an existing building or system to improve its operation or efficiency.

Rezoning • An amendment to the map and/or text of a zoning ordinance to effect a change in the nature, density, or intensity of uses allowed in a zoning district and/or on a designated parcel or land area.

Richter Scale • A measure of the size or energy release of an earthquake at its source. The scale is logarithmic: the wave amplitude of each number on the scale is 10 times greater than that of the previous whole number.

RIDES • A transportation program for persons with disabilities unable to use Monterey-Salinas Transit buses.

Rideshare • A travel mode other than driving alone, such as buses, rail transit, carpools, and vanpools.

Right-of-way • A strip of land occupied or intended to be occupied by certain transportation and public use facilities, such as roadways, railroads, and utility lines.

Rilling • An erosion process in which numerous small channels only several inches deep are formed.

Riparian Lands • Riparian lands are comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

Risk • The danger or degree of hazard or potential loss.

Runoff • That portion of rain or snow that does not percolate into the ground and is discharged into streams instead.

Sanitary Sewer • A system of subterranean conduits that carries refuse liquids or waste matter to a plant where the sewage is treated, as contrasted with storm drainage systems (that carry surface water) and septic tanks or leech fields (that hold refuse liquids and waste matter on-site).

Scenic Highway/Scenic Route • A highway, road, drive, or street that, in addition to its transportation function, provides opportunities for the enjoyment of natural and man-made scenic resources and access or direct views to areas or scenes of exceptional beauty or historic or cultural interest. The aesthetic values of scenic routes often are protected and enhanced by regulations governing the development of property or the placement of outdoor advertising.

Second Unit • A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot.

Section 8 Rental Assistance Program • A federal (HUD) rent-subsidy program that is one of the main sources of federal housing assistance for low-income households. The program operates by providing “housing assistance payments” to owners, developers, and public housing agencies to make up the difference between the “Fair Market Rent” of a unit (set by HUD) and the household’s contribution toward the rent, which is calculated at 30 percent of the household’s adjusted gross monthly income (GMI). “Section 8” includes programs for new construction, existing housing, and substantial or moderate housing rehabilitation.

Seismic • Caused by or subject to earthquakes or earth vibrations.

Seniors • Persons age 60 and older. (See “Elderly.”)

Shall • That which is obligatory or necessary.

Shared Living • The occupancy of a dwelling unit by persons of more than one family in order to reduce housing expenses and provide social contact, mutual support, and assistance. Shared living facilities serving six or fewer persons are permitted in all residential districts by §1566.3 of the California Health and Safety Code.

Shopping Center • A group of commercial establishments, planned, developed, owned, or managed as a unit, with common off-street parking provided on the site.

Should • Signifies a directive to be honored if at all possible.

Significance • As used in historic preservation, a term ascribed to buildings, sites, objects, or districts that possess exceptional value or quality in illustrating or interpreting the cultural heritage of the community when evaluated in relationship to other properties and property types within a specific historic theme, period, and geographical setting. A principal test of significance for historic property is integrity. (See “Historic Preservation.”)

Siltation • (1) The accumulating deposition of eroded material. (2) The gradual filling in of streams and other bodies of water with sand, silt, and clay.

Single-family Dwelling • A dwelling unit occupied or intended for occupancy by only one household.

Slope • Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Soil • The unconsolidated material on the immediate surface of the earth created by natural forces that serves as natural medium for growing land plants.

Solar Access • The provision of direct sunlight to an area specified for solar energy collection when the sun’s azimuth is within 45 degrees of true south.

Solid Waste • General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood. Organic wastes and paper products comprise about 75 percent of typical urban solid waste.

Specific Plan • Under Article 8 of the Government Code (§65450 *et seq.*), a legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. A specific plan may include all detailed regulations, conditions, programs, and/or proposed legislation that may be necessary or convenient for the systematic implementation of any General Plan element(s).

Sphere of Influence • The probable ultimate physical boundaries and service area of a city or district as approved by the Local Agency Formation Commission (LAFCo) of the County.

Standards • (1) A rule or measure establishing a level of quality or quantity that must be complied with or satisfied. The State Government Code (§65302) requires that General Plans spell out the objectives, principles, “standards,” and proposals of the general plan. Examples of standards might include the number of acres of park land per 1,000 population that the community will attempt to acquire and im-

prove, or the “traffic level of service” (LOS) that the plan hopes to attain. (2) Requirements in a zoning ordinance that govern building and development as distinguished from use restrictions—for example, site-design regulations such as lot area, height limit, frontage, landscaping, and floor area ratio.

Storm Runoff • Surplus surface water generated by rainfall that does not seep into the earth but flows overland to flowing or stagnant bodies of water.

Street Furniture • Those features associated with a street that are intended to enhance that street’s physical character and use by pedestrians, such as benches, trash receptacles, kiosks, lights, newspaper racks.

Street Tree Plan • A comprehensive plan for all trees on public streets that sets goals for solar access, and standards for species selection, maintenance, and replacement criteria, and for planting trees in patterns that will define neighborhood character while avoiding monotony or maintenance problems.

Subdivision • The division of a tract of land into defined lots, either improved or unimproved, which can be separately conveyed by sale or lease, and which can be altered or developed. “Subdivision” includes a condominium project as defined in Section 1350 of the California Civil Code and a community apartment project as defined in Section 11004 of the Business and Professions Code.

Subdivision Map Act • Division 2 (Sections 66410 *et seq.*) of the California Government code, this act vests in local legislative bodies the regulation and control of the design and improvement of subdivisions, including the requirement for tentative and final maps. (See “Subdivision.”)

Subsidize • To assist by payment of a sum of money or by the granting of terms or favors that reduce the need for monetary expenditures. Housing subsidies may take the forms of mortgage interest deductions or tax credits from federal and/or state income taxes, sale or lease at less than market value of land to be used for the construction of housing, payments to supplement a minimum affordable rent, and the like.

Substandard Housing • Residential dwellings that, because of their physical condition, do not provide safe and sanitary housing.

Substantial • Considerable in importance, value, degree, or amount.

Telecommuting • A work arrangement in which the worker stays at home or in a location other than the primary place of work, and communicates with the workplace via telephone lines. The use of modems, fax machines, and other electronic devices in conjunction with computers allows workers in some fields to “commute” to work electronically.

Topography • Configuration of a surface, including its relief and the position of natural and man-made features.

Transit • The conveyance of persons or goods from one place to another by means of a local, public transportation system.

Transit, Public • A system of regularly-scheduled buses and/or trains available to the public on a fee-per-ride basis. Also called “Mass Transit.”

Transitional Housing • Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing. (See “Homeless” and “Emergency Shelter.”)

Transportation Demand Management (TDM) • A strategy aimed at meeting transportation needs by changing demand patterns. TDM actions include shifting trips away from single-occupant driving to transit, car/vanpooling, walking, and bicycling; shifting trips to hours when there is more capacity; or even reducing overall demand for travel through computer technology and planned mixed-use developments. TDM can be an element of TSM (see below).

Transportation Systems Management (TSM) • The philosophy of improving the transportation system by managing it more effectively, rather than simply investing in costly roadway and parking expansion improvements. TSM measures are characterized by their low cost and quick implementation time frame, such as ride-sharing promotion; improvements in local bus fares, routes, and schedules; bicycle paths; pedestrian separations; curb-parking restrictions; and bus-stop relocation.

Trees, Street • Trees strategically planted—usually in parkway strips, medians, or along streets—to enhance the visual quality of a street.

Trip • A one-way journey that proceeds from an origin to a destination via a single mode of

transportation; the smallest unit of movement considered in transportation studies. Each trip has one “production end,” (or origin—often from home, but not always), and one “attraction end,” (destination).

Trip Generation • The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system. Trip generations of households are correlated with destinations that attract household members for specific purposes.

Truck Route • A path of circulation required for all vehicles exceeding set weight or axle limits, a truck route follows major arterials through commercial or industrial areas and avoids sensitive areas.

Tsunami • A large ocean wave generated by an earthquake in or near the ocean.

Underutilized Parcel • A parcel that is not developed to its full zoning potential.

Uniform Building Code (UBC) • A national, standard building code that sets forth minimum standards for construction.

Uniform Housing Code (UHC) • State housing regulations governing the condition of habitable structures with regard to health and safety standards, and which provide for the conservation and rehabilitation of housing in accordance with the Uniform Building Code (UBC).

Urban Design • The attempt to give form, in terms of both beauty and function, to selected urban areas or to whole cities. Urban design is concerned with the location, mass, and design of various urban components and combines elements of urban planning, architecture, and landscape architecture.

Use • The purpose for which a lot or structure is or may be leased, occupied, maintained, arranged, designed, intended, constructed, erected, moved, altered, and/or enlarged in accordance with the City or County zoning ordinance and General Plan land use designations.

Use, Nonconforming • (See “Nonconforming Use.”)

Use Permit • A discretionary land use entitlement designed to provide some flexibility from the strict terms of zoning regulations, issued to a property

owner and allowing a particular use or activity not allowed as a matter of right, requiring a finding that the use will not be detrimental to the neighborhood or to the city.

Variance • A discretionary land use entitlement designed to provide some flexibility from the strict terms of zoning regulations, issued to a property owner and allowing deviation(s) from the development standards otherwise applicable to property, requiring findings that there were special circumstances applicable to the property, that the entitlement is necessary to allow the owner to exercise substantial rights, and that the approval will not result in detriment to the neighborhood or to the city.

Very Low-income Household • A household with an annual income usually no greater than 50 percent of the area median family income adjusted by household size, as determined by a survey of incomes conducted by a city or a county, or in the absence of such a survey, based on the latest available eligibility limits established by the U.S. Department of Housing and Urban Development (HUD) for the Section 8 housing program. (See “Area.”)

View Corridor • The line of sight—identified as to height, width, and distance—of an observer looking toward an object of significance to the community (*e.g.*, ridge line, river, historic building, etc.); the route that directs the viewer’s attention.

Volume-to-capacity Ratio • The ratio found by dividing the volume of traffic by the capacity of the intersection. Volume is determined by counting vehicles; capacity is determined by applying standards based on size and type of intersection.

Wastewater Irrigation • The process by which wastewater that has undergone primary treatment is used to irrigate land.

Wetlands • Transitional areas between terrestrial and aquatic systems where the water table is usually at or near the surface, or the land is covered by shallow water. Under a “unified” methodology now used by all federal agencies, wetlands are defined as “those areas meeting certain criteria for hydrology, vegetation, and soils.”

Zoning • The division of a city or county by legislative regulations into areas, or zones, that specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

Zoning District • A designated section of a city or county for which prescribed land use requirements and building and development standards are uniform.

Zoning Map • Government Code §65851 permits a legislative body to divide a county, a city, or portions thereof, into zones of the number, shape, and area it deems best suited to carry out the purposes of the zoning ordinance. These zones are delineated on a map or maps, called the Zoning Map.