

CITY OF PACIFIC GROVE
Land Use Plan and Implementing Ordinances

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Pacific Grove City Council
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Community Development Department
300 Forest Ave, Pacific Grove, CA 93950

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1.0 INTRODUCTION

1.1 PACIFIC GROVE LAND USE PLAN

The Pacific Grove Land Use Plan, in combination with a separately published Implementation Plan, comprises Pacific Grove's Local Coastal Program.

The Local Coastal Program (LCP) governs land use and development in the Pacific Grove Coastal Zone. The LCP takes effect after the California Coastal Commission certifies that this Land Use Plan conforms to the requirements of Chapter 3 of the California Coastal Act and that the accompanying Implementation Plan conforms with and carries out the provisions of the Land Use Plan. After certification, the LCP becomes the legally binding standard of review for evaluating Coastal Development Permit applications for development within most of the Pacific Grove Coastal Zone. It also becomes the coastal element of the Pacific Grove General Plan.

Pacific Grove's Coastal Zone is comprised of approximately 458 acres of land as shown on Figure 1, Coastal Zone and Planning Areas. The Coastal Zone also extends offshore three nautical miles from the mean high tide line, and the Coastal Commission retains jurisdiction in that area. With minor exceptions, development within that zone requires issuance of a Coastal Development Permit. Development includes activities such as the construction of buildings, divisions of land, and some uses of land that change the intensity of use or public access to coastal waters. The Coastal Act can be found at §30000 et seq. of the California Public Resources Code.

The Coastal Commission certified the predecessor of this Land Use Plan, Pacific Grove's 1989 Coastal Land Use Plan; however, Pacific Grove had not previously finalized or received certification of an Implementation Plan. Therefore, the City lacked a completed Local Coastal Program, and permitting authority under the Coastal Act in Pacific Grove's Coastal Zone remained with the Coastal Commission.

1.2 CALIFORNIA COASTAL ACT

In 1972 California voters approved a ballot initiative known as Proposition 20 ("The Coastal Initiative"), establishing the California Coastal Commission and six regional commissions. The charge of these commissions was to implement state policies in the Coastal Zone through the exercise of permit authority. Concurrently, the commissions were to prepare a comprehensive Coastal Plan "to preserve, protect, and where possible, to restore the resources of the Coastal Zone for the enjoyment of the current and succeeding generations." The Coastal Plan, completed in late 1975, served as the basis for permanent coastal legislation.

The permanent coastal legislation was initiated in 1976 when the state legislature passed the California Coastal Act of 1976 (Coastal Act). The Coastal Act requires each coastal city and county to prepare a Local Coastal Program that establishes the kind, location, and intensity of land and water uses appropriate to its portion of the Coastal Zone and consistent with state coastal policies, as well as the resource protection standards that such development must meet. In this way, the Coastal Act creates a partnership between local government and the state Legislature to implement broad state policies in the precise manner adopted by the local government and certified by the Coastal Commission. The Coastal Act is part of the state's Public Resources Code, beginning at §30000. Local Coastal Program policies and standards are intended to reflect and carry out the broad coastal resources planning and management policies contained in Chapter 3 of the Coastal Act (Public Resources Code §30200). The basic goals of the Coastal Act, as stated in Public Resources Code §30001.5, are to:

- a) Protect, maintain, and where feasible, enhance and restore the overall quality of the Coastal Zone environment and its natural and man-made resources.
- b) Assure orderly, balanced utilization and conservation of the Coastal Zone resources taking into account the social and economic needs of the people of the state.
- c) Maximize public access to and along the coast and maximize public recreation opportunities in the Coastal Zone consistent with sound resource conservation principles and constitutionally protected rights of private property owners.
- d) Ensure priority for coastal-dependent development and coastal-related development over other development on the coast.
- e) Encourage state and local initiatives and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses, in the Coastal Zone.

Figure 1: Coastal Zone and Planning Areas



- Legend**
- Planning Area Boundaries
 - City of Pacific Grove
 - Major Roads
 - Coastal Zone

Source: City of Pacific Grove, Google Earth 2013

Figure 1
Coastal Zone and Planning Areas
 City of Pacific Grove Land Use Plan

Local Coastal Programs contain the ground rules for future development by specifying appropriate location, type, and scale of new or changed uses of land and water and the protection of coastal resources by governing decisions that determine the short and long term conservation and use of coastal resources. While each Local Coastal Program reflects unique characteristics of individual local coastal communities, regional and statewide interests and concerns are also reflected because the LCP is certified to be in conformity with Coastal Act goals and policies.

1.3 PACIFIC GROVE LOCAL COASTAL PROGRAM

A central feature of the Coastal Act is the transfer to local governments of most permitting authority vested in the Coastal Commission by the Coastal Act until adoption and certification of a Local Coastal Program. The Local Coastal Program consists of a local government's land use plans, zoning ordinance, zoning district maps, other ordinances, and implementing actions, which when taken together, meet the requirements of, and implement the provisions and policies of the Coastal Act at the local level. Each Local Coastal Program will reflect the coastal issues and concerns of the local jurisdiction and must be consistent with the statewide policies of the Coastal Act. The adopted and certified Local Coastal Program becomes the legal standard of review for the issuance of Coastal Development Permits within the City's Coastal Zone. Certification by the Coastal Commission will result in the transfer of the primary authority to issue Coastal Development Permits to the local government, with the Coastal Commission retaining jurisdiction on appeal within designated appealable areas, as well as retaining permit issuing authority over development within tidelands, submerged lands, and public trust lands, whether filled or unfilled, and out to a distance of 3 nautical miles from the mean high tide line.

The preparation and public hearings on Local Coastal Program is an important process in determining the future of Pacific Grove's Coastal Zone. Like any planning program, the Local Coastal Program must remain current in order to be effective. The Coastal Act provides for Commission review of the Local Coastal Program at least every five years, and, in addition, the City may prepare and submit Local Coastal Program amendments for review by the Coastal Commission on a periodic basis. Like the initial LCP, amendments must also be certified by the Coastal Commission before becoming effective. The Coastal Act permits up to three Local Coastal Program amendments each year (Public Resources Code §30514(b)).

An LCP consists of two parts, a Land Use Plan and Local Implementation Plan.

1.3.1 Land Use Plan

The Land Use Plan is defined in the Coastal Act as the:

. . . relevant portions 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. (Public Resources Code §30108.5)

The Land Use Plan provides policy direction for decision-makers, property owners, and the public regarding coastal land use and development. It also includes a land use map that shows generally the uses that are appropriate in each area, maps of sensitive biological resources, and maps of other coastal resources, as appropriate, such as coastal public accessways and scenic resources.



Pacific Grove's Coastal Scenery. Photo Credit: City of Pacific Grove.

1.3.2 Implementation Plan/Zoning Ordinance

The Implementation Plan, or implementing actions, is defined in the Coastal Act as:

...the ordinances, regulations, or programs which implement either the provisions of the certified local coastal program or the policies of this division and which are submitted pursuant to §30502 [Designation of sensitive coastal resource areas]. (Public Resources Code §30108.4)

The Implementation Plan includes relevant portions of the zoning code applicable to the Coastal Zone and other programs needed to carry out the goals, policies, and land use designations of the Land Use Plan. The document lists allowable land uses for each land use designation, implements appropriate height, mass, and setback requirements for development, and specifies the coastal resources protection standards that allowable development must meet, all of which must be based upon Land Use Plan policies. In addition, it contains procedural requirements that govern the types of projects requiring a Coastal Development Permit, how a Coastal Development Permit can be obtained, and the opportunities for public participation in Coastal Development Permit review. The City of Pacific Grove's Implementation Plan is found in Chapter 23.90 of the Pacific Grove Municipal Code.

1.3.3 Coastal Parks Plan

The Pacific Grove *Coastal Parks Plan* was adopted as an element of the Land Use Plan in August 1998. The Plan applied to an area of approximately 248 acres, including the Lighthouse Reservation (Asilomar Avenue on the east, Lighthouse Avenue on the south, and the shoreline), Berwick Park, Lovers Point Park, Perkins Park, Asilomar State Beach and Conference Grounds, other land seaward of and including Ocean View Boulevard and Sunset Drive, and the Union Pacific railroad right-of-way (previously the Southern Pacific railroad now merged with Union Pacific railroad). The Coastal Parks Plan provided a tool for implementing certain trail, bikeway, parking and circulation, and visual quality policies of the 1989 Land Use Plan.

The 1998 Coastal Parks Plan is an Appendix of the Local Coastal Program for informational purposes only, and it is the City's intent to update the document in accordance with policies identified in this Land Use Plan, including sea level rise adaptation strategies, and accompanying actions in the Implementation Plan. The Coastal Parks Plan shall not be used as a standard of review for issuance of Coastal Development Permits until it has been updated and approved by the Coastal Commission.



View of mural adjoining Pacific Grove recreation trail. The mural depicts Pacific Grove's coastal natural habitats and the historical progression of Pacific Grove's built environment in the Coastal Zone.

Photo by Jean Anton 2015

1.4 LAND USE PLAN ORGANIZATION AND SUPPORTING DOCUMENTS

The Land Use Plan is divided into two major sections, each of which focuses on a major group of Coastal Act policies. The two sections are:

- Natural Systems and Resource Management
- Built Environment

Each section includes background information, a summary of applicable Coastal Act policies, and local Land Use Plan policies. For some topics it is useful to refer to specific sections of Pacific Grove's Coastal Zone, and for this purpose, the Coastal Zone has been divided into seven planning areas, as shown on [Figure 1, Coastal Zone and Planning Areas](#), presented earlier. The seven planning areas are:

Area I.	Point Cabrillo
Area II.	Pacific Grove Retreat
Area III.	Lovers Point
Area IV-A.	Ocean View Area
Area IV-B.	Point Pinos
Area V.	Union Pacific railroad right-of-way
Area VI.	Asilomar

Two reports were prepared to support the Land Use Plan in 2015, the *Final Background Report – Pacific Grove Local Coastal Program Update* (Appendix A) and the *Final City of Pacific Grove Climate Change Vulnerability Assessment* (Appendix B). Reports previously prepared for the City regarding archaeological resources, biological resources, and traffic and parking were also utilized to help inform Land Use Plan policy development. These documents are on file for review at the City of Pacific Grove Community and Economic Development Department and the Pacific Grove Public Library.

Each chapter contains introductory text, including background information and a description of the General Plan and other relevant policies and laws. Such introductory and background text, as well as the Appendices and background reports, provides some broad context for each chapter, but shall not be used as the legal standard of review for Coastal Development Permit decisions. Only the Land Use Plan policies shall be used as the legal standard of review. Additionally, any interpretation of its policies must be consistent with the coastal resources planning and management policies of the Coastal Act. Furthermore, the following rules of interpretation shall apply:

1. When used in the Land Use Plan, the words “shall,” “must,” “will,” “is to,” and “are to” are always mandatory;
2. “Should” and “may” are mandatory, unless there is a compelling reason to do otherwise; and
3. “Including” means “. . . including but not limited to. . .”

1.5 RELATIONSHIP OF THE LOCAL COASTAL PROGRAM TO OTHER PLANS AND LAWS

The Local Coastal Program is an element of the Pacific Grove General Plan. Within the Coastal Zone area of the City, the Local Coastal Program shall take precedence over the General Plan and its other elements where policies conflict. When the Local Coastal Program is silent, such as concerning the subject of noise, appropriate elements of the General Plan are in force, but shall not be used as a standard of review for Coastal Development Permits. In reviewing or carrying out projects outside the

Coastal Zone, the City will consider the effect of such projects or actions on Coastal Zone resources in order to ensure that the policies of the Local Coastal Program are achieved.

1.5.1 Citizen Initiatives Affecting Planning

Several provisions have become part of the City's Zoning Ordinance through the initiative process that affect the Coastal Zone. Many initiatives have been passed since 1948 that restrict certain types of multiple-unit developments, the development of motels and hotels, the use of George Washington Park, and the rezoning of land zoned either Unclassified "U" or Open Space "O". While these types of citizen initiative restrictions are not a part of the Local Coastal Program and shall not be used as a standard of review for coastal development permits, the City may be bound by such restrictions when issuing other discretionary local permits, such as a use permit.

1.6 RELATIONSHIP OF CITIZEN VOLUNTEER GROUPS TO THIS LAND USE PLAN

Since its incorporation in 1889, Pacific Grove has been a city of citizen volunteers dedicated to protection and maintenance of the unique natural and developed resources in the Coastal Zone. Citizens volunteer to serve on the City's boards, committees, and commissions, often with coastal stewardship as a goal. Citizens also support local organizations dedicated to preservation of the City's natural and developed resources, such as the Pacific Grove Museum of Natural History established in 1883, is renowned for its tradition of hands-on science education and nature preservation for the central coast of California, and the Heritage Society of Pacific Grove, formed in 1975 fosters an appreciation of the city's historical and architectural resources through preservation activities and public education. The Heritage Society assists the City in evaluating properties for their historical qualities

1.6.1 Monitoring Birdlife

City volunteers assist in carrying out the goal of maintaining and restoring the overall quality of the Coastal Zone environment. This includes a multi-year project of monitoring Black Oystercatchers, a keystone species and indicator of the overall health of the rocky intertidal community. Black Oystercatchers are shorebirds that are dependent on rocky intertidal shorelines, and they inhabit Pacific Grove's intertidal zone. They have nesting territories along the full length of the coastline and are permanent residents during the entire year with no regular migration. Black Oystercatchers nest on rocky islands falling under the jurisdiction of the Bureau of Land Management, and also on the shore side rocky coast within the City's jurisdiction, where they are impacted by human use and potential rising sea levels.

The City has partnered with the Audubon Society and the Bureau of Land Management to boost Black Oystercatcher monitoring by volunteers who first undergo training in the specifics of collecting data about these birds. The volunteers also collaborate with the U.S. Fish and Wildlife Service which initiated a major effort to identify the distribution and abundance of Black Oystercatchers, determine their reproductive success, and assess habitat and habitat threats in order to determine recommended actions for the long-term success of the California population. The Black Oystercatcher was selected as a U.S. Fish and Wildlife Service Focus Species for priority conservation action because of its small population size, restricted habitat, and threats to its habitat from human and natural factors. The monitoring efforts also benefit other birdlife such as Black Turnstone, Surfbird, and Wandering Tattler through proactive coastal stewardship, which furthers numerous biological resources and environmentally sensitive habitat policies in this Land Use Plan.



An adult Black Oystercatcher with its two chicks in the harbor seal rookery at Hopkins Marine Station. The Black Oystercatcher is a charismatic bird that feeds and nests on the shores of Pacific Grove. Pairs establish territories that they defend vigorously. Pacific Grove citizen volunteers monitor their nesting success after being trained in a program coordinated by the Pacific Grove Museum of Natural History. Photo by Kim Worrell

1.6.2 Marine Mammals

Pacific Grove's location at the southwest tip of Monterey Bay provides the opportunity to observe a variety of resident and migratory marine mammals from the shoreline or from boats. Humpback whales, Gray whales, dolphins, Southern sea otters, sea lions and Harbor seals are the most common sightings. Blue whales and Orcas also visit the area waters. A year-round colony of harbor seals located at a pocket beach and cove on the southwest side of Cabrillo Point, the site of Hopkins Marine Station, is one of the most popular natural marine resources.

Volunteers assist in educating and informing the public about marine mammals, including harbor seals. The thousands of residents and visitors who hike and bicycle on Pacific Grove's shoreline recreation trail encounter volunteer members from Bay Net, a volunteer group started by the Monterey Bay National Marine Sanctuary in 1995. These volunteers deepen public understanding by explaining harbor seals hauling out activity and pupping on the beaches, particularly the rookery adjoining Hopkins Marine Station. About 15 Bay Net member volunteers are active at any one time. They advance the Coastal Act goal of an educated and informed citizenry that protects the Coastal Zone's finite natural resources.

1.6.3 Point Pinos Lighthouse

A group of Heritage Society volunteers successfully renovated and enhanced the still-operating Point Pinos Lighthouse located in Area IV-B of Pacific Grove's Coastal Zone. Dating from 1855, it is the oldest working lighthouse on the Pacific Coast and a frequently-visited coastal landmark in the recreational open-space area of the Coastal Zone.

1.6.4 Monitoring Water Quality

Through numerous water quality monitoring programs, Pacific Grove has collected valuable water quality data that has informed resource managers, satisfied stormwater permit requirements, and are used by programs as an outreach tool to educate and inform the Pacific Grove community on how individual actions affect the environment. Since 1998, the Monterey Bay National Marine Sanctuary's Citizen Watershed Monitoring Network has trained volunteers to collect water quality samples in the City of Pacific Grove for both dry weather and wet weather events. The Urban Watch Program was developed in 1998, and is a dry season monitoring program where citizen volunteers monitor urban runoff flowing from storm drain outfalls using field kits to measure common urban pollutants such as chlorine and detergents. In 2007, the Monterey Regional Stormwater Management Program (MRSWMP), of which Pacific Grove is a member, began funding a regional stormwater monitoring program in which volunteers collect water samples from outfalls during the first major rain of the season. This program is called First Flush. In addition, the City of Pacific Grove has funded the Citizen Watershed Monitoring Network Program to do effectiveness monitoring related to infrastructure improvements, specifically for the dry weather diversion projects and sewer and storm drain repairs.

1.6.5 Intertidal Zone Monitoring

Pacific Grove's rocky intertidal areas with their tide pools, and the offshore kelp forests, are among the most diverse and species-rich habitats in the world. They have been protected here since the City's first marine refuge was created in 1931, and State Marine Protected Areas now extend along

the entire Coastline within the city boundaries. The rocky intertidal areas are popular for both recreational exploration and scientific research. Students in the Hopkins Marine Station's Marine Life Observatory program study and monitor marine life all along Pacific Grove's coast. The Pacific Grove Museum of Natural History coordinates a citizen science program, LiMPETS (Long-term Monitoring Program and Experiential Training for Students), that provides hands-on monitoring experiences empowering middle and high school students and teachers as ocean stewards while tracking changes along the coast. In addition, students and researchers at the University of California, Santa Cruz's PISCO program (Partnership for Interdisciplinary Studies of Coastal Oceans) now monitor both the rocky intertidal and the kelp forests of Pacific Grove.



CSU Monterey Bay students monitoring the intertidal in the LiMPETS program at Point Pinos.
Photo by John Pearse.

1.7 FORMER PACIFIC GROVE MAYOR JULIA PLATT THE EMBODIMENT OF THE SPIRIT OF THIS LAND USE PLAN

Pacific Grove is proud to carry on the legacy of Dr. Julia Platt, a legacy that goes back to 1899 when Dr. Platt arrived in Pacific Grove. Dr. Platt, then 42 years old, settled in Pacific Grove and worked tirelessly to improve the community by beautifying and providing access to the City's coast and protecting it from commercial overfishing and pollution. She opened up Lovers Point beach to the public, established Lovers Point Park, and provided the still unused plans for a park on the shore of Ocean View Boulevard between Asilomar and Acropolis Avenues. Her plan is included in the 2012 Point Pinos Trail Project. The plan was created by volunteer members of the Coastal Trail Improvement Subcommittee of the Pacific Grove Recreation Board, Historic Resources Committee, and Traffic Safety Commission.

As mayor from 1930 to 1932, Dr. Platt was instrumental in establishing in 1931 the Pacific Grove Marine Gardens and the Hopkins Marine Life Refuge offshore of today's Coastal Zone Areas I to IV-A. Today, three State Marine Protected Areas adjoin the coast of Pacific Grove:

1. Asilomar State Marine Reserve;
2. Pacific Grove Marine Gardens State Marine Conservation Area (partial remnant of Platt's Pacific Grove Marine Gardens); and
3. Lovers Point-Julia Platt State Marine Reserve (the remainder of her Pacific Grove Marine Gardens plus the original Hopkins Marine Life Refuge).

Four decades before California adopted the Coastal Act, Dr. Platt led Pacific Grove in achieving Coastal Act goals such as coastal access.



Coastal Access: Image of Julia Platt in 1931 knocking down the fence that blocked entrance to Lovers Point Beach.

From Monterey Public Library, History Room Archive.

1.8 PACIFIC GROVE COASTAL ZONE

For Coastal Act purposes, the Coastal Zone is the geographic area in which the policies of the Coastal Act apply. It is defined by Public Resources Code §30103 and is shown on a set of maps prepared and certified by the California Coastal Commission. The Coastal Zone extends offshore three nautical miles from the mean high tide line, and the Coastal Commission retains jurisdiction in that area. The Coastal Zone also extends landward a variable distance, and changes to its boundary are made only by the state legislature, except for certain minor adjustments.

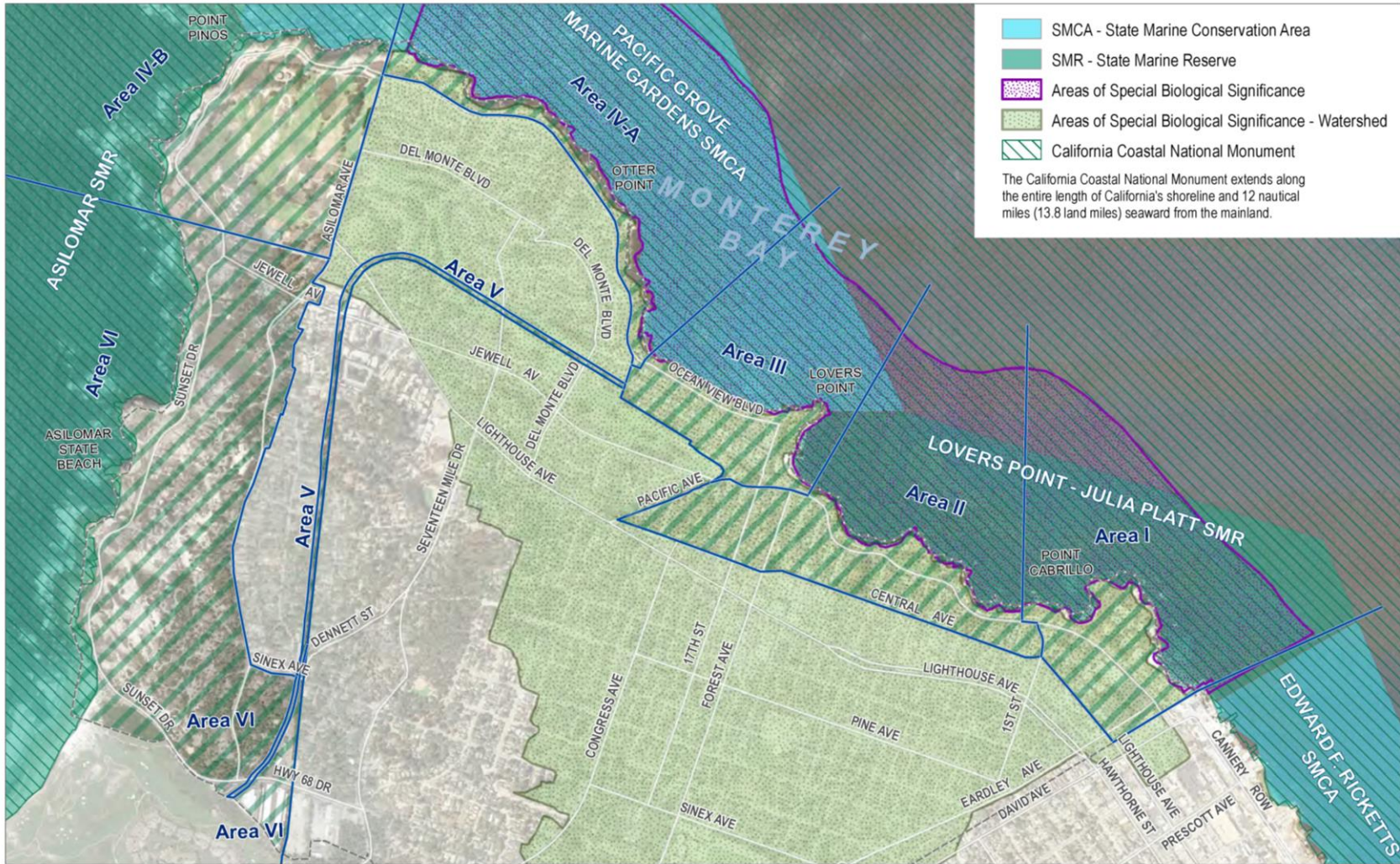
Pacific Grove's Coastal Zone encompasses approximately 458 acres of land, and the adjacent waters of Monterey Bay and the Pacific Ocean extending seaward to the State's outer limit of jurisdiction, as shown in Figure 1, Coastal Zone and Planning Areas. It extends approximately 5.4 miles along the

shoreline from the Monterey Bay Aquarium located at the City's northeastern city limits abutting the City of Monterey, to the City's southwestern city limits abutting the Del Monte Forest area, including the community of Pebble Beach, located in unincorporated Monterey County. In 1979 the California legislature removed approximately 300 acres from Pacific Grove's Coastal Zone in the area known as the Beach Tract (see Public Resources Code §30160 (e)).

Bureau of Land Management (BLM) managed lands of the California Coastal National Monument are located within the Coastal Zone off the shore of Pacific Grove as shown on Figure 2, Protected Areas. President Clinton established the California Coastal National Monument by Presidential Proclamation No. 7264 on January 11, 2000 under the authority of the Antiquities Act (16 U.S.C. 431-433). This national monument includes all rocks, small islands, exposed reefs, and pinnacles above water at mean high tide off-shore of Pacific Grove.

Per the Proclamation, the purpose of the California Coastal National Monument is to protect and manage the natural land and cultural resources by protecting "all unappropriated or unreserved lands and interest in the lands owned or controlled by the United States in the form of islands, rocks, exposed reefs, and pinnacles above mean high tide within 12 nautical miles of the shoreline of the State of California." The proclamation also functions to elevate California's offshore lands to a national level, focuses the primary management vision on the protection of geologic features and habitat for biota, and tasks the Bureau of Land Management with the ultimate responsibility for ensuring protection.

Figure 2: Protected Areas



- Legend**
- Planning Area Boundaries
 - City of Pacific Grove
 - Major Roads
 - ▨ Coastal Zone

Source: City of Pacific Grove, Google Earth 2013

Figure 2
Protected Areas
 City of Pacific Grove Land Use Plan

The rocks, small islands, exposed reefs, and pinnacles serve as breeding grounds for many marine and terrestrial species, including resident and migratory birds and marine mammals. The rocks support a diverse assemblage of rocky intertidal zone plants and animal species. In the area spanned by the California Coastal National Monument, people enjoy recreational activities such as fishing, kayaking, wildlife viewing, scuba diving, and snorkeling. The California Coastal National Monument is also of aesthetic and economic value to coastal communities because these rocks and islands provide beautiful scenery for local residents and visitors, as well as a focal point within a vast ocean viewscape.

For regulatory purposes, federal lands, such as the United States Coast Guard residences and the former National Oceanic and Atmospheric Administration Southwest Fisheries Science Center, both located in Planning Area IV-B, under federal law are considered excluded from the Coastal Zone and the City's Local Coastal Program jurisdiction.

Instead, federal lands are generally subject to a type of Coastal Commission jurisdiction known as "federal consistency review" provided by the federal Coastal Zone Management Act of 1972. Non-federal development on these federal lands will be subject to Coastal Development Permit review, issued by the Coastal Commission, and the Coastal Act as the legal standard of review, with the policies of the certified Local Coastal Program serving as guidance.

State lands, such as Asilomar State Beach and Conference Grounds, are located within the Coastal Zone and are subject to Coastal Development Permit requirements, with the policies of the certified Local Coastal Program primarily serving as the legal standard of review.

1.9 COASTAL DEVELOPMENT PERMITS

A Coastal Development Permit is a permit required for any "development," as defined in the Coastal Act, within the Coastal Zone pursuant to Public Resources Code §30600(a), unless otherwise exempted or waived. The primary purpose of a Coastal Development Permit is to ensure that development within the Coastal Zone is consistent with the Local Coastal Program and/or Coastal Act policies. "Development" is defined in the Coastal Act by Public Resources Code §30106. In accordance with the Coastal Act, many different types of projects including subdivisions, road extensions, and grading, constitute development that may require a Coastal Development Permit. Certain types of development are exempt from Coastal Development Permit requirements (Public Resources Code §30610). In addition, the Coastal Act contains provisions for Coastal Emergency permits in the event of an emergency (§30624).

Review and Appellate Authority

The permitting process under a certified Local Coastal Program enables the City to issue Coastal Development Permits per review authority procedures offset forth in the Implementation Plan. The Coastal Commission has appellate authority in certain areas and for certain types of development. In general, the Coastal Commission requires that all opportunities for local appeal be exhausted, prior to filing an appeal with the Coastal Commission unless the City charges an appeal fee, in which case an appellant may file an appeal of an approval directly with the Coastal Commission. Any policy in the Local Coastal Program that refers to the City or otherwise conveys discretionary authority to the City would also be applicable to the Coastal Commission when taking an action on a Coastal Development Permit that has been appealed.

The Coastal Commission has appeal jurisdiction over the following Coastal Development Permit applications (See Public Resources Code §30603):

- Development located within the geographic appeals area defined by the Coastal Act. This is the area located between the Pacific Ocean, including the Monterey Bay, and the first public road paralleling the ocean or within 300 feet of the inland extent of any beach or the mean high tide line of the ocean where there is no beach (whichever is the greater distance); on tidelands, submerged lands, or public trust lands; where the Commission does not retain permitting authority within 300 feet of the top of the seaward face of any coastal bluff; or areas within 100 feet of any estuary, stream, or wetland. These geographic appeal areas are shown on maps adopted by the Coastal Commission;
- Development located within sensitive coastal resource areas, such as the Asilomar Dunes Residential Area and the Asilomar Conference Grounds Environmentally Sensitive Habitat Area; and
- Development that constitutes major public works projects and/or major energy facilities projects.

1.10 TERMINOLOGY USED IN THE LAND USE PLAN

The following terms are used in this Land Use Plan:

- **Armor:** To fortify a structure or topographical feature to protect it from the effects of wave action, erosion and other natural forces (e.g., constructing a wall to armor the base of a sea cliff), or to construct a feature (e.g., a seawall, dike, or levee) to protect other resources (e.g., development or agricultural land) from flooding, erosion, or other hazards. The term soft armoring refers to a non-permanent, relatively short-term armoring (e.g., temporary sand bags, vegetated berms).

- **Best Management Practices (BMPs):** The methods, measures, and practices selected and designed to reduce or eliminate pollutants in storm water runoff, and/or to minimize changes in runoff flow characteristics resulting from development.
- **Clustered development:** The grouping of residential properties on a development site in order to use the extra land as open space, recreation or agriculture.
- **Coastal Act:** The California Coastal Act of 1976, California Public Resources Code §30000 et seq., as amended.
- **Coastal Dependent Use:** Any development, or use that requires a site on, or adjacent to, the ocean to function.
- **Coastal hazard:** Including, but not limited to, episodic and long-term shoreline retreat and coastal erosion, high seas, ocean waves, storms, tsunami, coastal flooding, landslides, bluff and geologic instability, and the interaction of same, and all as impacted by sea level rise.
- **Coastal Development Permit:** A permit granted for development undertaken on land or in water in the Coastal Zone in compliance with the California Coastal Act and the Local Coastal Program, and which authorizes development of a specific use on a specific site when found to be consistent with the policies and standards of the Local Coastal Program (and Coastal Act if applicable), subject to compliance with any conditions of approval imposed on the permit.
- **Coastal resources:** A general term used to refer to those resources addressed in Chapter 3 of the California Coastal Act, including the ocean, beaches, wetlands, agricultural lands, and other coastal habitats; certain types of coastal development; public access and recreation opportunities; cultural, archaeological, and paleontological resources; and scenic and visual resources. Coastal resources also include but are not limited to public access and public access facilities and opportunities, recreation areas and recreational facilities and opportunities (including for recreational water-oriented activities), lower cost visitor serving facilities (including lower cost accommodations), coastal-dependent and coastal-related uses, public views, natural landforms, marine resources, watercourses (e.g., rivers, streams, creeks, etc.), and their related corridors, water bodies (e.g. wetlands, estuaries, lakes, etc.), and their related uplands, groundwater resources, biological resources, environmentally sensitive habitat areas, agricultural lands and archeological and paleontological resources.
- **Coastal Zone:** That land and water area of the State of California from the Oregon border to the border of the Republic of Mexico, specified on the maps identified and set forth in Section 17 of that chapter of the Statutes of the 1975-76 Regular Session enacting this division, extending seaward to the state's outer limit of jurisdiction, including all offshore islands, and extending inland generally 1,000 yards from the mean high tide line of the sea. In significant coastal estuarine, habitat, and recreational areas it extends inland to the first major ridgeline paralleling the sea or five miles from the mean high tide line of the sea, whichever

is less, and in developed urban areas the zone generally extends inland less than 1,000 yards. The Coastal Zone does not include the area of jurisdiction of the San Francisco Bay Conservation and Development Commission, established pursuant to Title 7.2 (commencing with §66600) of the Government Code, nor any area contiguous thereto, including any river, stream, tributary, creek, or flood control or drainage channel flowing into such area.

- **Designated:** Officially assigned a specified status or ascribed a specified name or quality to.
- **Development:** The term “development” is defined in the Coastal Act and is synonymous with “new development.” The term is broadly defined to include (among others) proposed construction of buildings, or divisions of land. Specifically, in compliance with Public Resources Code §30106, “development” means “on land, in or under water, the placement or erection of any solid material or structure; discharge or disposal of any dredged material or of any gaseous, liquid, solid, or thermal waste; grading, removing, dredging, mining, or extraction of any materials; construction, reconstruction, demolition, or alteration in the size of any structure, including any facility of any private, public, or municipal utility; change in the density or intensity of use of land, including subdivision in compliance with the Map Act, and any other division of land, except where the land division is brought about in connection with the purchase of the land by a public agency for public recreational use; change in the intensity of use of water, or of access to water; and the removal or harvesting of major vegetation other than for agricultural purposes, and kelp harvesting.”
- **Environmentally Sensitive Habitat Area (ESHA):** Any area of land or water in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments (Public Resource Code §30107.5).
- **Feasible:** Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors.
- **Implementation Plan (IP):** Includes coastal resource protection standards that conform with and carry out the Land Use Plan. Effective standards and procedures ensure that the objectives of the Land Use Plan are achieved.
- **Land Use:** The purpose for which land or a structure is designed, arranged, intended, occupied, or maintained.
- **Land Use Plan (LUP):** The Land Use Plan is defined as “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.” (Public Resource Code §30108.5)

- **Local Coastal Program (LCP):** An LCP is a program for the use of property within the Coastal Zone. An LCP includes “the Land Use Plan, land use regulation maps, and specific implementing regulations such as coastal resource protection standards, which have been adopted by the local government and certified by the California Coastal Commission to implement the provisions and policies of the Coastal Act by the local governments.” (Public Resource Code §30108.6).
- **Major energy facility:** Any energy facility as defined by Public Resources Code §30107 and Title 14 California Code of Regulations Section 13012, and exceeding \$277,033 in estimated cost of construction as of 2019 with annual increases in accordance with the Engineering News Record Construction Cost Index.
- **Major public works project:** Any public works project as defined by Public Resources Code Section 30114 and Title 14 California Code of Regulations §13012 and exceeding \$277,033 in estimated cost of construction as of 2019 with annual increases in accordance with the Engineering News Record Construction Cost Index.
- **Major structural components:** The components that hold a structure upright, including the foundation, floor framing, exterior wall framing and roof framing of a structure.
- **Major vegetation:** Within Pacific Grove, major vegetation includes all Gowen Cypress regardless of size; Coast Live Oak, Monterey Cypress, Shore Pine, Torrey Pine, Monterey Pine six (6) inches or greater in trunk diameter measured 54 inches above grade, and native vegetation of any kind within Environmentally Sensitive Habitat Areas.
- **Mean High Tide Line:** The statistical mean of all the high tides over the cyclical period of 18.6 years, and shall be determined by reference to the records and elevations of tidal benchmarks established by the National Ocean Survey. In areas where observations covering a period of 18.6 years are not available, a determination may be made based on observations covering a shorter period, provided they are corrected to mean value by comparison with observations made at some suitable located control tide station.
- **Mean Sea Level:** The 19-year average height of the surface of the sea for all stages of the tide, usually determined from hourly height readings (see National Geodetic Vertical Datum of 1929).
- **National Geodetic Vertical Datum of 1929 (NVGD):** A fixed reference for elevations, equivalent to the 1929 Mean Sea Level Datum. The geodetic is fixed and does not take into account the changing stands of sea level. NGVD should not be confused with mean sea level.
- **Non-conforming structure (outside of Asilomar Dunes Residential Area):** A structure that was lawfully erected, but which does not currently conform with the property development regulations prescribed in the regulations for the district in which the structure is located by reason of adoption or amendment of the LCP or by reason of annexation of territory to the City or by natural changes to the landscape or landform such as erosion.

- **Non-conforming use (outside of Asilomar Dunes Residential Area):** An ongoing use of a structure or land that was lawfully established and maintained according to land use requirements that were in effect when the use was initiated, but which does not currently conform to the use regulations or required conditions for the land use designation in which it is located. Each of the following constitutes a non-conforming use:
 - The use is specifically prohibited or is not identified and interpreted to be a permitted or conditionally permitted use of the land use designation in which the use is located.
 - The use does not provide the number of parking spaces currently required, but provides the number of spaces required when the use was first lawfully established.
 - The use does not have an entitlement required to establish the existing use, where the use was established before the requirement was enacted.
- **Non-conforming Asilomar residential development:** Residential development on parcels within the Asilomar Dunes Residential Area that was legally permitted and in conformance with all applicable laws in effect at that time, but does not currently conform with all applicable current Asilomar Dunes Residential Area LCP policies and standards.
- **Pacific Grove Retreat or “Retreat”:** The area located between Pacific Avenue to the west and Dewey Avenue at the east, and north of Central Avenue. The boundaries extend to Lighthouse Avenue beyond the designated Coastal Zone.
- **Public access:** The right or privilege of citizens to visit or view an area or resource.
- **Public scenic view area:** An area, including as mapped on Figure 4, that provides the public at large with views of the beach and ocean, coastline, dunes and other unique natural features or areas.
- **Public scenic view point:** A location along public highways, roads, street ends, beaches, parks, coastal trails and accessways, including as mapped on Figure 4, that provides the public at large with views of the beach and ocean, coastline, dunes and other unique natural features or areas.
- **Sea Level Rise:** Gradual and long-term elevation of sea level can change, both globally and locally, due to (a) changes in the shape of the ocean basins, (b) changes in the total mass of water and (c) changes in water density. Factors leading to sea level rise under global warming include both increases in the total mass of water from the melting of land-based snow and ice, and changes in water density from an increase in ocean water temperatures and salinity changes. Relative sea level rise occurs where there is a local increase in the level of the ocean measured over time at established/representative local tidal gauges relative to the land, which might be due to ocean rise and/or land level subsidence.

- **Sensitive coastal resource areas:** An area in which the coastal resources, including scenic qualities and the views of scenic landscapes, and/or biological resources, are considered especially valuable.
- **Shoreline protective device:** Constructed features such as seawalls, revetments, riprap, earthen berms, cave fills, deep piers/caissons, and bulkheads built in a way that protects land or structures or other features against sea level rise, erosional forces and other coastal hazards.
- **Significant environmental impact (significant adverse impact on the environment):** A substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project, including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant. (CEQA Guidelines, 14 California Code of Regulations §15382).
- **Special Community:** An area that due to its unique characteristics is an important resource to the community and make the area a popular destination for visitors consistent with the intent of Public Resource Code §30253(e).
- **Stream:** Any stream mapped by USGS. The bank of the stream shall be field verified and generally defined as the watershed and relatively permanent elevation or acclivity at the outer line of the stream channel which separates the bed from the adjacent upland, whether valley or hill, and serves to confine the water within the bed and to preserve the course of the stream. In areas where the stream has no discernible bank, the boundary shall be measures from the line closest to the stream where riparian vegetation is permanently established.
- **Tide:** The periodic rising and falling of the water that result from gravitational attraction of the moon and sun, and other astronomical bodies, acting upon the rotating earth. The California coast has a mixed tidal occurrence, with two daily high tides of different elevations and two daily low tides, also of different elevations. Other tidal regimes are diurnal tides, with only one high and one low tide daily, and semidiurnal, with two high and two low tides daily, with comparatively little daily inequality between each high or each low tide level.
- **Tidelands:** All lands which are located between the lines of mean high tide and mean low tide.
- **Wetland:** Defined by §30121 of the Coastal Act as “lands within the Coastal Zone which may be covered periodically or permanently with shallow water and include saltwater marshes, freshwater marshes, open or closed brackish water marshes, swamps, mudflats, and fens.” The definition of wetland is further detailed by §13577 (b)(1) of the California Code of Regulations as land where “the water table is at, near, or above the land surface long enough to promote the formation of hydric soils or to support the growth of hydrophytes, and shall

also include those types of wetlands where vegetation is lacking and soil is poorly developed or absent as a result of frequent and drastic fluctuations of surface water levels, wave action, water flow, turbidity or high concentrations of salts or other substances in the substrate. Such wetlands can be recognized by the presence of surface water or saturated substrate at some time during each year and their location within, or adjacent to, vegetated wetlands or deep-water habitats.”

2.0 NATURAL SYSTEMS AND RESOURCE MANAGEMENT

Chapter Two discusses land use and development in relation to natural systems and resource management in Pacific Grove's Coastal Zone grouped into four topic areas. Coastal Act requirements for each topic are described followed by policies relevant to each topic. The four topic areas are identified by the abbreviations shown below:

1. Coastal Hazards (HAZ);
2. Water and Marine Resources (MAR);
3. Scenic Resources (SCE); and
4. Biological Resources and Environmentally Sensitive Habitat Areas (BIO).

2.1 COASTAL HAZARDS (HAZ)

2.1.1 Background – Coastal Hazards and Sea Level Rise

Large winter waves and bluff erosion have long been hazardous to the built environment, as well as to natural systems and resource management in the Coastal Zone. Now, added to those historical challenges are changes brought by global climate change and the effects of sea level rise. Global climate change is amplifying other threats to ocean and coastal ecosystems, including erosion, pollution, and habitat loss. This Land Use Plan contains policies to respond to and address these hazards in the City's planning and permitting process.

Among the most significant natural hazards along the Pacific Grove coastline are large winter storms and waves, and ongoing bluff and shoreline erosion. Impacts associated with storms, waves and erosion have fallen disproportionately on the built environment and natural systems at the ocean-land interface. In addition, the Hopkins Marine Station has long been listed as being particularly vulnerable to tsunamis. The City's *2015 Climate Change and Vulnerability Analysis* outlines many of these challenges but indicates that tsunamis have a relatively lower potential for damage to life and property due to the configuration of Monterey Bay and orientation of the Pacific Grove Coastline.

The geologic foundation of the entire Monterey Peninsula is a granitic rock called granodiorite overlain by marine terrace deposits. The marine terrace deposits are typically between 2 and 12 feet thick and capped by topsoil. The marine terrace deposits general consist of uncemented, friable, thinly laminate to thickly bedded silty very fine to coarse grained sand with pebbles and cobbles. The upper six inches to four feet of the marine terrace deposits are dark brown and clay rich due to topsoil. The

base is generally marked in spots by a cobble and pebble rich deposit where the terrace deposits rest on top of the wave-cut platform. The contact between the granodiorite rock and marine terrace deposits typically has a seaward gradient. The terrace deposits exposed in the upper bluff are extremely erodible and unstable. When ocean wave run up impacts the terrace deposits, they erode, particularly near the base. That process undermines the terrace deposits and the upper terrace deposits slump downward onto the bedrock platform.

The granodiorite rock is sturdy in earthquakes, resists waves, and generally breaks up into sand and gravel rather than mud so the water is clear. The upper portion of the granite is highly weathered and portions are prone to erosion. At depth the granite is less weathered and is very erosion resistant. Pacific Grove's Coastal Zone also includes areas of sand dune on the Asilomar coast, and marine terrace deposits along both the bay and ocean shores. There are rock bluffs consisting of bedrock that is slowly eroding and decomposing, which separates the exposed rocky shore and beaches from the coastal terrace and dune landforms immediately inland. There are also rock outcrops and promontories, boulders, offshore sea stacks, and a string of islets off of point Pinos, all of which contribute to an extraordinarily scenic coastline. The granodiorite erodes very slowly, replenishing the sand supply which is not fed by the littoral drift that disperses into other beaches on the southern shore of Monterey Bay.

The Asilomar Dunes complex is a distinct geologic formation that extends from Point Pinos to Cypress Point in Pebble Beach. In Pacific Grove, the Asilomar Dunes encompass the area between Asilomar Avenue and the shoreline. The dune landforms are composed almost entirely of pure quartz sand, which accounts for the beautiful white sand beaches whose well-rounded frosted quartz grains indicate they were at one time in a dune field in the open air, away from the water.

The exposed granite rock mass at the Pacific Grove shoreline is generally erosion-resistant, except for localized erosion where wave action at faults can break the rock. This fracturing is minimal both on the City's northeast shoreline along Monterey Bay, due to its orientation away from the predominantly northwest direction of the waves; and on the Asilomar coastline along the open ocean, due to the many off-shore reefs that dissipate the wave energy. The most rapid erosion along the shoreline has occurred in the natural coastal terrace deposits and midden, and various areas of rock and soil fill. A combination of ground squirrel and other animal activities; wave and tidal action; stormwater runoff and heavy pedestrian use has resulted in localized shoreline erosion sometimes affecting trails, bluffs, parking lots, and even the road. The City has historically sought to remedy this problem through a sea wall and rip rap revetment construction program and other shoreline armoring. As a result, the natural and scenic character of the Bay shoreline within the City has been altered to some extent by shoreline armoring that has been installed between Point Pinos and the Monterey Bay Aquarium at the City's eastern boundary.

While bluff erosion along the Pacific Grove shoreline has generally been a localized problem, the winter storms of 1982-83 resulted in extensive damage. Rip rap revetments were washed out, storm drains were damaged, and parking areas were destroyed by the strong waves from these storms. Except for Hopkins Marine Station, a

portion of the Monterey Bay Aquarium, two single family residences, and sewer pumping stations, the immediate shoreline area is used predominately for open space recreational purposes.



Damage from strong storm surges at Hopkins Marine Station. Photo Credit - Gary Griggs, Ph.D., presentation: Sea-Level Rise, Shifting Shorelines and El Niño 11/11/15



Monterey Herald pictures of storm surges crashing over Ocean View Boulevard, Pacific Grove CA. Photo Credit- Monterey Herald, 2001.

The natural coastal hazards and sea level rise policies in the Land Use Plan recognize the potential risks and hazards associated with development along Pacific Grove's coast, including the probable impact of climate change and associated sea level rise. Land Use Plan policies both govern potential development in this area and address potential impacts. The best available science at the time of Coastal Development Permit review, including data and information recommended for use by the California Adaptation Planning Guide and the California Coastal Commission's Sea Level Rise Policy Guidance must be used to help determine sea levels and potential hazards until such time as new data and information is available. This data may include:

- Cal-Adapt interactive website designed to provide data and information produced by the State's scientific and research community that provides a view of how climate change might affect California at the local level;
- The National Research Council's 2012 Report: Sea Level Rise for the Coasts of California, Oregon and Washington: Past Present and Future; and
- Local data as available, which in the case of Pacific Grove currently includes the data set from the Monterey County Multi-Jurisdictional Hazard Mitigation Plan – Final Draft 2014 and the City of Pacific Grove Climate Change Vulnerability Assessment, completed in January 2015.
- Monterey Tide Gauge (NOAA Station 9413450).

All the above listed reports project that climate change will intensify a variety of coastal hazards, as a result of sea level rise.

A *Climate Change and Vulnerability Analysis Report*, as well as a *Background Report*, both dated January 12, 2015 were prepared in support of the Local Coastal Program. Potential climate changes that may affect Pacific Grove's Coastal Zone include increases in temperature, shifts in precipitation, higher sea level, more severe storms, and ocean acidification. Although a secondary impact of climate change, Pacific Grove's Coastal Zone is also at increased risk of exposure to wildfire. Specific changes are difficult to predict, and considerable complexities arise when calculating potential risks.

The City's *Climate Change and Vulnerability Analysis* found that Pacific Grove's development pattern, particularly the City's coastal park and trail system, in conjunction with setting development back from the coast, well-position the City's residential and commercial areas to help withstand effects of sea level rise and tsunami inundation. Additionally, the City's location on granitic bluffs also limits erosion susceptibility. Nevertheless, the City may be susceptible to potential impacts, as all areas along California's coast are subject to some level of inherent hazards risk. The climate change and vulnerability assessment modeling showed potential flooding along the City's coastline, including the City's coastal park system and developed residential areas. Additionally, modeling utilized in the *City's Climate Change and Vulnerability Analysis* showed erosion potential, again primarily along the City's north shore, which, in the long run, would affect the City's coastal parks and trails along with areas developed with residential, commercial and institutional uses. Figure 3, Coastal Hazards and Areas of Potential Sea Level Rise, shows the areas of potential hazards related to projected sea level rise as identified in the *Climate Change and Vulnerability Analysis* prepared in 2015.

The best available and most recent scientific information with respect to the effects of long-range sea level rise, including the coastal hazards analysis identified in the *Background Report* and *Climate Change and Vulnerability Analysis*, must be considered in the preparation of findings and recommendations for all geologic, geotechnical, hydrologic, and engineering investigations. Furthermore, the City will continue to consider the findings of future scientific studies that increase and refine the body of knowledge regarding potential sea level rise and coastal hazards in Pacific Grove and along the Monterey Bay, and possible responses to it. Additionally, the City may utilize the variety of academic institutions and non-governmental organizations in the region with expertise in climate change such as the University of California Santa Cruz, California State University Monterey Bay, Naval Postgraduate School, Middlebury Institute for International Studies at Monterey, Stanford-Hopkins Marine Station, Stanford-Center for Ocean Solutions, the Nature Conservancy, and the Monterey Bay Aquarium, to assist the City with data collection and research regarding the potential impacts of climate change and possible adaptation responses. Also, data from the Monterey Tide Gauge (NOAA Station 9413450) which was installed in 1973 can be utilized to report local sea levels and track sea level rise.

2.1.2 Coastal Act Policies – Coastal Hazards and Sea Level Rise

Various parts of the Coastal Act support policies in Local Coastal Program Land Use Plan that address climate change, sea level rise, and coastal hazards. Additionally, the California Coastal Commission Sea Level Rise Policy Guidance provides information for local municipalities updating Local Coastal Programs. The guidance document recognizes that the Coastal Act supports:

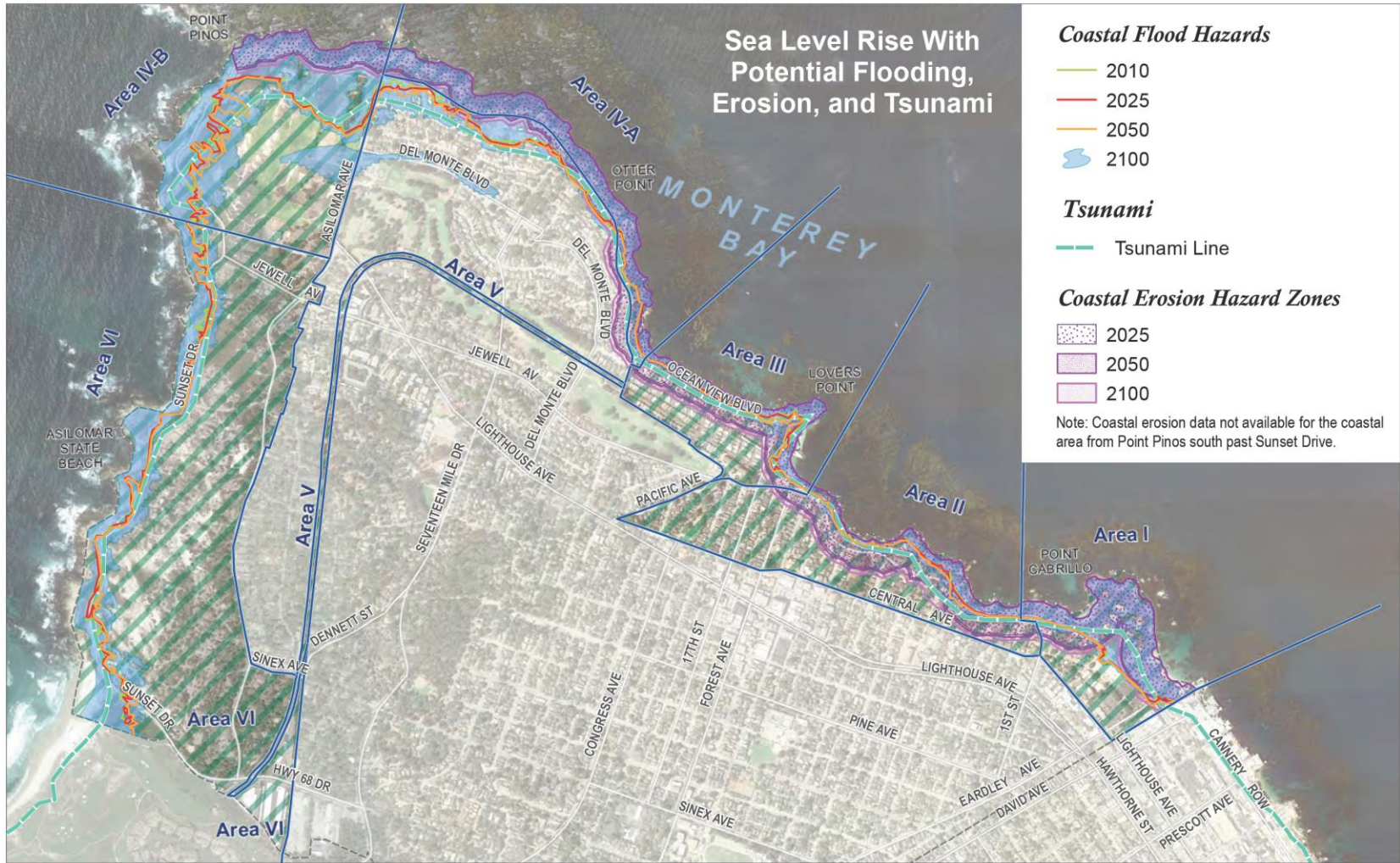
1. Use of best available science to guide decisions;
2. Minimization of coastal hazards through planning and development standards;
3. Maximization of protection of public access, recreation, public views and other coastal resources; and
4. Maximization of agency coordination and public participation.

Coastal Act policies relating to shoreline processes and natural hazards require that shoreline protection structures, such as seawalls, only be permitted where they serve coastal-dependent uses or protect existing structures or beaches in danger from erosion. The Coastal Act also requires that shoreline protection structures be designed to eliminate or mitigate adverse impacts on local shoreline sand supply (Public Resources Code §30235). Further, other coastal policies require that any development, such as shoreline protective devices, among other things, be sited and designed to:

1. Prevent degrading impacts to Environmentally Sensitive Habitat Areas (Public Resources Code §30240);
2. Mitigate adverse impacts to archeological resources (Public Resources Code §30244);
3. Protect ocean views, minimize the alteration of natural land forms, and be visually compatible with and subordinate to the surrounding character of the area (Public Resources Code §30251); and
4. Provide, and not interfere with, maximum public recreational access to and along the shoreline (Public Resources Code §§30210, 30211 and 30212).

Finally, Coastal Act policies require that all new development minimize risks to life and property in hazard areas (Public Resources Code §30253(a)) and not create, nor contribute to, erosion, instability, destruction of a site, or require protective devices that substantially alter natural bluff and cliff forms (Public Resources Code §30253(b)).

Figure 3: Coastal Hazards and Areas of Potential Sea Level Rise



- Legend**
- Planning Area Boundaries
 - City of Pacific Grove
 - Major Roads
 - ▨ Coastal Zone

Source: Pacific Institute 2009, City of Pacific Grove, Google Earth 2013

Figure 3
Coastal Hazards

City of Pacific Grove Land Use Plan

2.1.3 General Plan and Other Policies – Coastal Hazards and Sea Level Rise

The Pacific Grove General Plan commits ocean front lands to open space and recreational uses. The combination of public ownership and existing City policies and ordinances severely limit physical structures on the immediate shoreline area. The effect of the policies and public ownership along the shoreline is to help reduce the risks to life and property from storm and tsunami hazards and bluff erosion. However, certain policy areas, such as the effect of the construction of shoreline protective devices, among others, are not specifically covered by the Pacific Grove General Plan and are addressed in this Land Use Plan, the Implementation Plan, and the future Shoreline Management Plan. The Pacific Grove shoreline is an irreplaceable resource and its preservation as a natural living shoreline is a matter of great public importance. Therefore, the intent of the Local Coastal Program is to ensure that shoreline protective devices and other shoreline altering development are only utilized in limited situations and only when all coastal resource impacts are appropriately and proportionately mitigated, consistent with this Section.

2.1.4 Land Use Plan Policies – Coastal Hazards and Sea Level Rise

The following Land Use Plan policies on shoreline hazards supplement existing City policies and regulations by providing for:

- New development and redevelopment that is sited and designed to be safe from potential coastal hazards and in a manner that may not require future shoreline protective devices;
- Specific attention to the possible effects of shoreline protective device construction;
- Implementation of City policy calling for detailed park planning along the shoreline in order to maximize public access, find methods to minimize bluff erosion, and reduce other potential impacts on coastal resources; and
- Expanded policies addressing protection from storm wave and tsunami hazards and the impacts associated with sea level rise while protecting coastal resources.



Tsunami Hazard Zone Sign. Photo Credit: www.NOAA.gov

HAZ-1. The City will continue to gather information on the effects of sea level rise and other coastal hazards on Pacific Grove’s shoreline, including identifying vulnerable areas, structures, facilities, and resources, specifically areas with priority uses such as public access and recreation resources, Environmentally Sensitive Habitat Areas, and existing and planned sites for public infrastructure. Updates to the LCP, including through any vulnerability assessment, shall use the best available science, including the best available scientific estimates of expected sea level rise and potential resultant impacts. The information gathered should address multiple time frame horizons (e.g. 2025, 2050, and 2100) and sea level rise scenarios, as appropriate and feasible.

HAZ-2. Based on the information gathered over time per Policy HAZ-1, the City will conduct an evaluation at least every 10 years (and in response to significant storm events resulting in erosion) as to whether additional policies and other actions for inclusion in the LCP are necessary in order to better address the impacts of sea level rise and other coastal hazards, particularly those related to erosion.

As applicable, such periodic evaluations may result in LCP changes to hazard policies designed to:

- a) require relocation of existing or planned development, including development already protected by shoreline protective devices, to safer locations or higher elevations and restoring shoreline areas to natural conditions if feasible, including working with entities that plan or operate infrastructure;
- b) modify allowable land uses in hazardous areas, and modify siting and design standards for development, to avoid and minimize risks and better protect coastal resources;
- c) better protect wetlands and Environmentally Sensitive Habitat Areas;
- d) update standards for determining erosion rates;
- e) ensure long term protection of the function and connectivity of existing public recreational access facilities and resources; and
- f) require modifications to existing shoreline protective devices to ensure that such devices are meeting then-current standards and are functioning in a way that has the least impact on coastal resources as possible, including evaluation of possible removal and shoreline restoration.

HAZ-3. The City will monitor sea level rise and request changes to the Coastal Zone boundary, as appropriate and feasible. The City will minimize the need for construction of new shoreline protective devices through management and, where necessary, restoration of the coastal park lands, including control of pedestrian use, parking, and ground squirrel and other rodent, vermin, or animal activities.

HAZ-4. The City will maintain a warning system and procedures for protection of life and property in coastal areas that are subject to storm and tsunami hazard, including informing visitors to the shoreline of the potential danger of large waves, and will coordinate closely with the Monterey

County Office of Emergency Services on the implementation and future amendment of the Monterey County Multi-jurisdictional Hazard Mitigation Plan. New development subject to tsunami hazards shall prepare a tsunami preparedness plan that describes evacuation procedures and other protocols for addressing a potential tsunami event.

HAZ-5. The City will endeavor to coordinate planning and management of the coastal park lands with adjacent jurisdictions and other public agencies such as the City of Monterey, Monterey County, State Water Resources Control Board, National Oceanic and Atmospheric Association (Monterey Bay Sanctuary), Bureau of Land Management (California Coastal National Monument), the California Department of Parks and Recreation, the California Department of Fish and Wildlife, the United States Coast Guard, and the California State Lands Commission, which has decision-making authority on policies that affect land below the mean high tide line. The City should also coordinate planning and management of the coastal park lands on its downcoast borders with the Pebble Beach Company and other large private landowners, where feasible.

HAZ-6. The City will prepare a Shoreline Management Plan (SMP), consistent with the parameters set forth in HAZ-2, to evaluate potential actions to guide the management of public parklands along the shoreline while considering the effects of sea level rise, best protecting coastal resources, as well as circulation and utility infrastructure. The SMP, when approved by the Coastal Commission, will function as a tool to help maximize public access and protect coastal resources along the City's shoreline.

HAZ-7. The City will strive to minimize erosion of the shoreline by directing people to use public access pathways and stairways. The City will coordinate public recreation and access points with the Bureau of Land Management to ensure that public access use is designed to mitigate adverse impacts to the California Coastal National Monument and its geological, biological, cultural, and visual resources.

HAZ-8. Development shall minimize risks to life and property in areas of high geologic, flood, and fire hazard. Development shall also assure stability and structural integrity, shall not create nor contribute significantly to erosion, geologic instability, or destruction of the site, and shall not substantially alter natural landforms. Public infrastructure, public recreational access facilities, and coastal-dependent development shall be developed in a manner consistent with Policy HAZ-10, and may qualify for shoreline protective devices only if in imminent danger from erosion consistent with HAZ-15 and HAZ-16. All other development shall be developed in a manner consistent with Policy HAZ-9.

HAZ-9. Development shall be sited and designed to avoid impacts from coastal hazards, including but not limited to, erosion, episodic and long-term shoreline retreat, flooding, inundation, storm waves, high seas, tidal scour, and tsunamis, including in relation to sea level rise, over the life of the development. As a condition of approval for all coastal development that at some point during its lifetime may be subject to coastal hazards, the

Applicant shall record a deed restriction against the properties involved in the application acknowledging that the development site may be subject to coastal hazards.

HAZ-10. New public recreational access facilities (e.g. public parks, trails, and paths), public infrastructure (e.g. public roads, sidewalks, and public utilities), and coastal-dependent development (any development or use that requires a site on, or adjacent to, the sea to be able to function such as Hopkins Marine Station) shall be sited and designed in such a way as to limit potential impacts to coastal resources over their lifetime. See also Policy HAZ-15.

As appropriate, such development may be allowed within shoreline areas only if it meets all of the following criteria:

1. The development shall to the maximum extent feasible be sited and designed to be removable without significant damage to shoreline and/or bluff areas.
2. The development shall only be allowed when it will not cause, expand, or accelerate instability of a bluff.

HAZ-11. In order to minimize potential damage to life and property from coastal hazards, development and the use of land below the 20-foot elevation (as measured from mean high tide) shall be limited to coastal dependent and coastal related development, open space, low intensity public recreational access facilities and uses, public infrastructure, allowable shoreline armoring and coastal access facilities, and, at Lovers Point, Hopkins Marine Station, and Monterey Bay Aquarium, coastal dependent development. Other legally established existing development and uses below the 20-foot elevation may remain, but shall be relocated above the 20-foot elevation (or simply removed) should it become threatened by coastal hazards or should they redevelop. Costs for relocation shall be borne by the property owner. Regardless, no new major critical public infrastructure (e.g., new water/wastewater treatment facilities) shall be allowed seaward of Ocean View Boulevard or Sunset Drive. To the maximum extent feasible, existing major critical public infrastructure shall be relocated outside of this area.

HAZ-12. Development proposed in potential hazard areas, including but not limited to those that are mapped as hazardous in Figure 3, shall be evaluated for potential coastal hazards at the site, based on all readily available information and the best available science. If the initial evaluation determines that the proposed development may be subject to coastal hazards over its lifetime, a site specific hazards report prepared by a qualified geologist/engineer is required, the purpose of which is to ensure that such development can be built in a manner consistent with applicable LCP coastal hazards policies.

HAZ-13. Repair and maintenance of existing legally established shoreline protective devices (including restacking dislodged rock rip-rap in revetments within the approved revetment

profile and texturing/contouring a vertical seawall per the approved surface treatment, but not including replacement, augmentation, addition or expansion) shall only be allowed if the shoreline protective device is required to protect public infrastructure, public recreational access facilities, and coastal-dependent development in critical danger from erosion (i.e., when a site-specific analysis determines the development would be unsafe to use or occupy within two years). If it is not so required, then the shoreline protective device shall be removed and the affected area restored. Any such allowable repair and maintenance projects shall include measures to address and mitigate for any coastal resource impacts the device is having, including with respect to public views and public recreational access.

- HAZ-14.** New shoreline protective device development (including replacement, augmentation, addition and expansion associated with an existing device) shall only be allowed where required to protect public recreational facilities (e.g., public parks trails, and paths), public infrastructure (e.g., public roads, sidewalks, and public utilities), and coastal-dependent development (e.g., certain Hopkins Marine Station development) in imminent danger from erosion. Such devices shall only be utilized if no other feasible, less environmentally damaging alternative is available, such as relocation, beach nourishment, non-structural drainage and native landscape improvements, or other similar non-structural options. Such non-structural options shall be used and prioritized wherever possible to protect coastal resources, including coastal habitats, public recreational uses, and public access to the coast.

Where such non-structural options are not feasible in whole or in part, soft structural alternatives (e.g., sand bags, vegetation, etc.) shall be used and prioritized wherever possible before more significant shoreline protective devices (including, but not limited to, seawalls, revetments, breakwaters, groins, bluff retention devices, and piers/caisson foundation systems). Shoreline protective devices shall not be constructed to protect non-coastal-dependent development, other than public recreational facilities and public infrastructure that do not otherwise constitute coastal-dependent development, or where other measures can adequately mitigate erosion hazards. All construction associated with shoreline protective devices and repair or maintenance or augmentation of existing protection devices shall be designed to eliminate or mitigate adverse impacts to the California Coastal National Monument and its geological, biological, cultural and visual resources.

- HAZ-15.** New shoreline protective devices shall be sited and designed to avoid coastal resource impacts to the maximum extent feasible, including through eliminating or mitigating all adverse impacts on local shoreline sand supply (including sand and beach area that are lost through the shoreline protective device's physical encroachment on a beach, fixing of the back beach, and prevention of new beach formation in areas where the bluff/shoreline

would have otherwise naturally eroded, and the loss of sand-generating bluff/shoreline materials that would have entered the sand supply system absent the device); protecting and enhancing public recreational access; protecting and enhancing public views; minimizing alteration of, and be visually subordinate to, the natural character of the shoreline; avoiding impacts to archeological resources; and protecting other coastal resources as much as possible.

Shoreline protective devices shall be required to mitigate impacts to shoreline sand supply, public access and recreation, and any other relevant coastal resource impacts in 20-year increments, starting with the building permit completion certification date. Permittees shall apply for a coastal permit amendment prior to expiration of each 20-year mitigation period, proposing mitigation for coastal resource impacts associated with retention of the shoreline protective device beyond the preceding 20-year mitigation period, and such application shall include consideration of alternative feasible mitigation measures in which the permittee can modify the shoreline protective device to lessen its impacts on coastal resources, including potential removal.

- HAZ-16.** When development is proposed, property owners with any structures that are associated with and/or protected by existing shoreline protective devices shall be required to provide an assessment of the continued efficacy of such devices, including an evaluation of whether the devices can be removed or modified (and affected areas restored to natural conditions) in light of the development proposed (e.g., if the development is being relocated inland) to better protect coastal resources, in terms of public recreational access resources, while still providing necessary coastal hazard protection. If the assessment indicates that they can be so removed or modified, including if the assessment indicates that there is greater coastal resource benefit to removal or modification of the shoreline protective device, then the removal or modification shall be required as a condition of any approval for the development. In all cases, shoreline protective devices shall only be authorized until the time when the qualifying development that is protected by such a device is no longer present and/or no longer requires armoring.

2.2 WATER AND MARINE RESOURCES (MAR)

2.2.1 Background – Water and Marine Resources

Pacific Grove’s water and marine resources include the rocky intertidal and subtidal areas of the coastline interspersed with sandy beaches and coastal bluffs, all of which provide diverse and highly valued public coastal habitats. The City’s shoreline includes natural habitats such as beaches, tide pools, rock formations and offshore kelp forests. The rocky intertidal area between the high and low tide lines, as well as the offshore kelp forests and nearshore waters of the Monterey Peninsula, are

among the most diverse and species rich of any habitat in the world. This is a result of the conditions along the Pacific Grove coast, including but not limited to early morning or late afternoon tides, moderate weather, foggy skies, nutrient-rich upwelling water, hard rock, and coarse sand. Pacific Grove's water and marine resources have attracted the University of California, Berkeley, and Stanford University to establish marine laboratories here in the 19th century, and Edward Ricketts, now considered the preeminent marine biologist of his time, to establish his collecting business in Pacific Grove in the early 20th century. World class marine biological research continues in Pacific Grove at Stanford Hopkins Marine Station, and the intertidal areas around Point Pinos in particular continue to attract classes from K-12 through colleges and universities. Pacific Grove's intertidal, in fact, is very special and unique to Pacific Grove. American politician and conservationist Julia Platt recognized that when she was mayor in the early 1930s and successfully established the Pacific Grove Marine Gardens Fish Refuge and Hopkins Marine Refuge.

This rich, diverse and primarily public marine environment along the Pacific Grove coastline is protected and controlled by a variety of local, state, and federal regulations, including:

- The Asilomar State Marine Reserve, the Pacific Grove Marine Gardens State Marine Conservation Area, and the Lovers Point - Julia Platt State Marine Reserve, which are protected by the California Department of Fish and Wildlife;
- An Area of Special Biological Significance, which is protected by the State Water Resources Control Board and the Central Coast Regional Water Quality Control Board;
- The Monterey Bay National Marine Sanctuary, which is protected by the National Oceanic and Atmospheric Administration; and
- The California Coastal National Monument, which is protected by the Bureau of Land Management.

In addition, the tidelands grant to the City from the State of California, approved by the Governor James Rolph on June 9, 1931, prohibits use of those tidelands for "commercial, industrial or revenue producing uses or purposes" although use of the tidelands for "boat and yacht harbors, boating and yachting, swimming tanks, and other like and kindred purposes" is allowed.

In March 2012, the State Water Resources Control Board adopted a statewide General Exception to permit storm water discharges to the Area of Special Biological Significance, with Special Protections. The Pacific Grove Area of Special Biological Significance is one of 34 state-designated Areas of Special Biological Significance in near shore waters along the California coast. Areas of Special Biological Significance are a subset of state water quality protection areas in the ocean along California's coast that require special protection per the *California Marine Managed Areas Improvement Act*. Their protection is promulgated by the State Water Resources Control Board through the *California Ocean Plan*. The *Ocean Plan* prohibits the discharge of waste to a designated Area of Special Biological Significance. Special Protections have also been adopted by the State Water Resources Control Board as part of the statewide National Pollutant Discharge Elimination

System storm water permit that applies in Pacific Grove. The City completed a Compliance Plan, in 2016, which addresses implementation of structural and non-structural controls to reduce pollutant loads to the Area of Special Biological Significance.

Additionally, the California Coastal National Monument established in 2000 includes within its boundaries all the rocks, small islands, exposed reefs, and pinnacles above water at mean high tide off-shore of Pacific Grove. These are under the jurisdiction of the Bureau of Land Management and serve as habitat for a variety of birds, including species of concern such as the Black Oystercatcher and other animals.

Crespi Pond, a small but valuable wetland which has gone dry during periods of drought, is located on Ocean View Boulevard between Point Pinos and the western end of Asilomar Avenue. Crespi Pond provides a stopping place for migrating bird species including terns, gulls, many species of ducks, and Canada geese; and hundreds of different birds continue to be sighted. It is a site for ornithological studies, and is of interest to the scientific community.



American coot (Fulica americana) at Crespi Pond. Photo credit Nature ID

Majella Slough, a small freshwater wetland, is located south of Sunset Drive within the Asilomar State Beach and Conference Grounds. Majella Slough provides valuable and sensitive riparian habitat that is rare within the City limits. Stormwater runoff from nearby areas collects in the Slough, which then flows into the Pacific Ocean. Pollution control for runoff is a necessary step to help ensure the long term health of this important habitat.

2.2.2 Coastal Act Policies – Water and Marine Resources

Coastal Act policies relating to marine resources require that these resources be maintained, enhanced and, where feasible, restored; that areas of special biological significance be given special protection;

and that development be sited and designed in such a way as to protect the biological productivity of coastal waters and to maintain healthy populations of species (Public Resources Code §30230 and 30231). Control over specific types of adverse impacts on coastal waters, such as polluted runoff, wastewater discharges, etc., and spillage of hazardous substances is also required (Public Resources Code §30232 and 30233).

Additional policies require protection against disruption of sensitive habitat areas, both within and adjacent to the habitat (Public Resources Code §30240); and require protection of coastal waters, wetlands, estuaries and lakes from inappropriate diking, filling and dredging, with specified exceptions (Public Resources Code §30233); and require that alterations of rivers and streams be only allowed for specific purposes subject to specific criteria and mitigations (Public Resources Code §30236).

2.2.3 General Plan and Other Policies – Water and Marine Resources

Pacific Grove General Plan regulations and policies pertaining to water and marine resources are supplemented by the regulations establishing, and the policies of, the Monterey Bay National Marine Sanctuary, three State Marine Protected Areas, namely Asilomar State Marine Reserve, Pacific Grove Marine Gardens State Marine Conservation Area, and Lovers Point-Julia Platt State Marine Reserve, the California Coastal National Monument, and the Area of Special Biological Significance.

The Land Use Plan policies on water and marine resources that follow supplement existing City policies and regulations by providing for:

- Coordinated state/federal/local enforcement of existing regulations and enhanced management of the Marine Gardens;
- Control over runoff and erosion affecting offshore waters; and
- Cooperation in long-term ecological and water quality monitoring studies.

2.2.4 Land Use Plan Policies – Water and Marine Resources

Refer also to the Storm Drainage policies in §3.4.8.

MAR-1. Protect the City of Pacific Grove’s marine, coastal and tideland resources, including the waters and habitats of the Pacific Grove Area of Special Biological Significance, California State Marine Reserves and State Marine Conservation Areas, the Monterey Bay National Marine Sanctuary, and the California Coastal National Monument, all of which are vital to the community’s environmental, economy and special character. The City will continue to work with the California Department of Fish and Wildlife, the National Oceanic and Atmospheric Administration, and the Bureau of Land Management

in developing and maintaining a coordinated approach for enforcing federal, state, and local regulations protecting these unique areas.

MAR-2. Wetlands including Crespi Pond and the Majella Slough riparian area shall be considered Environmentally Sensitive Habitat Areas, and governed by Coastal Act policies 30233, and 30240. No alteration of freshwater wetlands (including Crespi Pond and Majella Slough) shall be allowed, except for maintenance dredging and similar activities essential for restoration and/or enhancement of natural habitats, as well as other uses and development specified in the Biological Resources and Environmentally Sensitive Habitat Areas chapter of this Land Use Plan, and only where there is no feasible less environmentally damaging alternative and where feasible mitigation measures have been provided to minimize adverse environmental effects.

MAR-3. To reduce the potential for degradation or impairment of water quality, including the Pacific Grove Marine Gardens State Marine Conservation Area and Area of Special Biological Significance, the City will continue to investigate and implement new measures to reduce potential pollutants in storm water and irrigation runoff and require the following:

- No diking, filling, dredging, or other uses inconsistent with the terms of the grant of tidal protection from the State of California or Coastal Act Policy 30233 shall be allowed in the City's tidelands.
- Development shall include specific measures to help reduce potential pollutants and water quality impairment, including controlling the disposal of chemicals and hazardous materials, controlling the use of pesticides and herbicides, maintaining existing storm water capture programs, applying low impact development designs and requiring on-site retention and/or reuse of runoff.
- The City will utilize ecologically responsible pest control methods and integrated pest management to the extent feasible on public property and encourage this practice on private property.
- Drainage plans and erosion, sediment and pollution control measures shall be required as conditions of approval of every application for new development that has the potential to impair water quality.
- Development that has the potential for water quality impairment shall, at a minimum, be designed to meet National Pollutant Discharge Elimination System stormwater runoff requirements.
- Construction phase storm water pollutant controls shall be required for development that has the potential for water quality impairment, including erosion controls, sediment traps and filtering of off-site storm water flows,

capture of site-generated pollutant sources, street sweeping of dirt tracked off-site, litter control, post-construction monitoring, and other best management practices. Construction-phase water quality impacts shall be avoided by minimizing the disturbed area, phasing grading activities, implementing soil stabilization and pollution prevention measures, and preventing unnecessary soil compaction.

- MAR-4.** The City will endeavor to work with the Pacific Grove Natural History Museum, California Department of Fish and Wildlife, Central Coast Regional Water Quality Control Board, National Oceanic and Atmospheric Administration, and Bureau of Land Management to maintain information and interpretation programs to increase public awareness of the valuable marine resources and habitat in the marine reserves and conservation areas, the Sanctuary, National Monument, and Area of Special Biological Significance.
- MAR-5.** Marine resources shall be maintained, enhanced, and where feasible, restored. Special protection shall be given to species and areas of special biological significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.
- MAR-6.** The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protection riparian habitats, and minimizing alteration of natural streams.
- MAR-7.** Development shall minimize to the extent practicable new impervious surfaces, especially impervious areas directly connected to water and marine resources, and, where feasible, increase the area of pervious surfaces in re-development to reduce runoff.
- MAR-8.** Plan, site, and design development in a manner that maintains or enhances on-site infiltration, reduces runoff, minimizes the transport of pollutants in runoff generated from the development, and recharges groundwater. Runoff shall be appropriately collected, filtered, and treated by Best Management Practices (BMPs) to minimize pollutant loading to the maximum degree feasible.
- MAR-9.** Developments of Water Quality Concern, including gas stations/carwashes, and industrial development are those that have a greater potential for adverse impacts to water quality

and hydrology due to the extent of impervious surface area, type of land use, and/or proximity to coastal waters, and require additional and context specific “best management practices” (BMPs) to protect and enhance water quality.



Tide pools at Point Pinos in Pacific Grove. Photo credit: NBNMS website.

2.3 SCENIC RESOURCES (SCE)

2.3.1 Background – Scenic Resources

Pacific Grove’s extraordinary coastal setting is among the most publicly accessible and spectacular in the world. Its scenic resources in the Coastal Zone include nearly continuous unobstructed views of the sea, harbor seals can be seen on its beaches, whales in the Bay, and sea otters frolicking in kelp beds. Year-round there are people enjoying the recreation trail and the sandy beaches at Lovers Point. The dunes in the Asilomar Dunes area provide another dramatic visual resource within Pacific Grove’s coastal area.

The City’s scenic resources are publicly visible from not only areas in the City’s Coastal Zone but also from areas on Monterey Bay, across the bay, and from some locations along Highway 1. Few structures exist seaward of Ocean View Boulevard or Sunset Drive, and most of the shoreline is in public ownership with public access provided in many areas by a heavily-used recreation trail along a major portion of the coastline. Pacific Grove’s scenic coastline is a significant draw for tourists. [Figure 4, Scenic Areas](#), shows the areas designated by the City as having special scenic significance.

Lighthouse Reservation, Point Pinos Lighthouse, a portion of the city’s golf course, and a rocky intertidal shoreline are located west of Asilomar Avenue and north of Lighthouse Avenue. A recreation trail along the shoreline connecting Perkins Park to the east with Asilomar State Beach to the south is in the early development stages. The rocky islets jutting out to the northwest are part of

the California Coastal National Monument. They are surrounded with dramatic, algal-covered intertidal rocks, and tidepools that draw visitors from around the world. The Great Tidepool, located on the southwest corner of Lighthouse Reservation, is a significant site because it is central to the data Ed Ricketts collected when developing his ideas about ecology, habitats and in writing his world famous text *Between Pacific Tides*.

South of Lighthouse Reservation the Asilomar Dunes neighborhood is a scenic area of public importance that has been developed with single-family residential dwellings interspersed amongst open dunes. However, some areas are undeveloped and this softens the contrast between existing development and the dunes, including the expansive open space located seaward of Sunset Drive.

Public views inland from Sunset Drive toward the dunes and forest-front zone are a valuable scenic resource. Careful siting and design help to provide compliance with the biological resources, scenic and visual resources, and community character and design policies of this Land Use Plan. The Asilomar Dune's unique visual and biological characteristics are an important resource to the community and make the area a popular destination for visitors. As such, the Asilomar Dunes is considered a "special community" within the context of Resources Code §30253(e). Policies are included in this Land Use Plan while specific development standards, such as residential design standards, height limits, and landscape treatments are included in the Implementation Plan, to ensure the area's unique characteristics and spectacular public views are protected consistent with provisions of the Coastal Act.

Retention and protection of public views to the maximum extent possible is of major importance, because of the visual access to coastal waters and coastal resources they provide.

In Pacific Grove, natural features such as trees, beaches, and the rocky shore, as well as a prominent recreation trail contribute to the scenic views and the character of its Coastal Zone.



Pacific Grove Coast. Photo credit Doug Brown.

2.3.2 Coastal Act Policies – Scenic Resources

The Coastal Act addresses visual access and protects the visual qualities of coastal areas as a resource of public importance.

As stated in Public Resources Code §30251, “Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.”

2.3.3 General Plan and Other Policies – Scenic Resources

The Pacific Grove General Plan designates most shorefront lands for open space. Natural Resources Element Goal 3 is to preserve public visual access to the ocean. Urban Design and Structure Element Goal 2 calls for the enhancement of the relationship between the City and the Pacific Ocean and Monterey Bay. However, to a great extent, the Pacific Grove General Plan relies on more detailed policy in the Local Coastal Program to protect and preserve coastal open space lands and public viewsheds, including from encroaching urban development that might harm natural resources or diminish coastal views.

Figure 4, *Scenic Areas*, shows the areas designated by the City as having special scenic significance; however, it is also the policy of the City to consider and protect the visual quality of all scenic areas that are part of the public viewshed, whether designated or not, as a resource of public importance. The portion of Pacific Grove’s Coastal Zone designated scenic includes: all public view areas along Pacific Grove’s shoreline; all areas seaward of Ocean View Boulevard and Sunset Drive as shown on Figure 4, *Scenic Areas*; Lighthouse Reservation lands; Asilomar Conference Ground dune lands visible from Sunset Drive; lands fronting on the east side of Sunset Drive; the Asilomar Dunes residential area, and the forest-front zone between Asilomar Boulevard and the crest of the high dune (from the north side of Pico Avenue intersection to Sinex Avenue).

The Land Use Plan policies on scenic resources that follow supplement existing City policies and regulations by providing for:

- Designation of “scenic areas”
- Preservation and enhancement of public views to and along the ocean and scenic coastal areas



0 1800 feet

Legend

- Coastal Zone Boundaries
- City of Pacific Grove
- Scenic View Areas
- ▲ Scenic View Points

Source: City of Pacific Grove 1989 and 1998, Air Photo 2016

Figure 4
Scenic Areas

City of Pacific Grove Land Use Plan

- Preservation and enhancement of the public coastal views from inland locations;
- Minimization of alteration of natural land forms, ensuring visual compatibility with the open space character of surrounding areas and, where feasible, restoring and enhancing visual quality in visually degraded areas; and
- It is understood that these policies preserve public coastal views and do not place restrictions on private views.

2.3.4 Land Use Plan Policies – Scenic Resources

Land Use Plan policies for protection of Scenic Resources are prefaced by (SCE). Additional policies for protecting Scenic Resources are included as Community Design policies in §3.1.3.

- SCE-1.** Public views to and along the shoreline shall be protected and enhanced, and alteration of natural landforms shall be minimized.
- SCE-2.** Preserving and enhancing the scenic qualities of the Coastal Zone is a priority in all City actions and decisions. Development that could adversely impact public views and scenic coastal areas shall only be allowed where it protects, preserves, and, if feasible, enhances such scenic and visual qualities.
- SCE-3.** Where appropriate, protect special communities and neighborhoods that, because of their unique characteristics, are popular visitor destination points for recreational uses or are locally important historic areas.
- SCE-4.** The portion of Pacific Grove’s Coastal Zone designated as having special scenic significance (i.e. scenic public view areas or scenic public view points) includes all areas designated on Figure 4 Scenic Areas, including all public view areas along Pacific Grove’s shoreline; areas seaward of Ocean View Boulevard and Sunset Drive; Lighthouse Reservation lands and Point Pinos Lighthouse; Asilomar Conference Ground dune lands visible from Sunset Drive; the Asilomar Dunes residential area; lands fronting the east side of Sunset Drive and the forest-front zone between Asilomar Avenue and the crest of the high dune (from the north side of Pico Avenue intersection to Sinex Avenue); public street ends along Central Avenue and other areas in which future study may support special scenic significance designation. The City will consider and protect the visual quality of these special scenic areas as a resource of public importance.
- SCE-5.** The City will designate scenic areas of the Coastal Zone, including those areas described in Policy SCE-3, as areas having special scenic significance requiring the imposition of project-specific development standards designed to protect these scenic areas (refer to Figure 4, Scenic Areas).

Development standards for such special scenic significance areas shall include, but not be limited to, special siting and design criteria including height and story limitations, bulk and scale limitations, screening and landscaping requirements, natural materials and color requirements, minimizing lighting that spills into nighttime public views, avoiding glares from windows and reflective surfaces, requirements to prepare landscaping plans utilizing drought tolerant and native plants that protect and enhance scenic resources; minimizing land coverage, grading, and structure height; and maximizing setbacks from adjacent open space areas. Clustering to maximize open space views may also be considered.

Development within visually prominent settings, including those identified on Figure 4, and on all parcels that abut Ocean View Boulevard and Sunset Drive, shall be sited and designed to avoid blocking or having a significant adverse impact on significant public views, including by situating buildings, access roads, and related development in a manner and configuration that maximizes public viewshed protection, and through such measures as height and story limitations, and bulk and scale limitations. Clustering development to maximize open space views may also be considered.

- SCE-6.** All new utilities shall be located underground or outside of public view.
- SCE-7.** Structures, including fences, shall be subordinate to and blended into the environment, including by using appropriate materials that will achieve that effect. Where necessary, modifications shall be required for siting, structural design, shape, lighting, color, texture, building materials, access, and screening to protect such public views.
- SCE-8.** The City will encourage redevelopment, rehabilitation, or relocation of existing structures in scenic view areas to improve visual appearance and to attract visitors to the City's coastline.
- SCE-9.** Trees that are a visually integral part of the coastline and contribute to the scenic views in the Coastal Zone shall be protected or, when necessary to remove, including due to disease or danger to existing structures, replanted to ensure their continued scenic utility.
- SCE-10.** The scenic native forest within Asilomar Conference Grounds, along Asilomar Avenue, and within the Union Pacific railroad right-of-way, shall be protected and retained, to the maximum feasible degree, consistent with the uses allowed by the Land Use Plan. Development shall mitigate for any impacts to the native forest, including through a required reforestation plan to propagate and plant seedlings of pine using local seeds to regenerate the pine forest in coordination with Asilomar State Park. In considering potential development projects, siting and design shall be required to minimize to the extent feasible the removal of trees and understory vegetation and damage to soil resources. Siting, design, and land use concepts that minimize removal and damage should be applied and are preferred. Retained trees that are located close to construction

areas shall be protected from inadvertent damage by construction equipment through wrapping of trunks with protective materials, bridging or tunneling under major roots where exposed in foundation or utility trenches, and other measures appropriate and necessary to protect the well-being of the retained trees.

SCE-11. Permanent open space may be achieved through dedication of scenic conservation easements by property owners or by acquisition of fee title or development rights by the City, another governmental entity, or by a private foundation. Public access, such as designated trails, of these open space areas shall be encouraged if it does not negatively impact habitat or public views. The City encourages assistance from the state or suitable foundations in the acquisition of these important areas.

SCE-12. Site location and development of wireless telecommunication facilities shall preserve the visual character and aesthetic values of the site and surrounding land uses and shall not significantly impact public scenic views. Attaching wireless equipment to existing structures, camouflaging, co-location and undergrounding equipment is encouraged. Unless inconsistent with federal or other applicable law, wireless telecommunications facilities shall be prohibited seaward of Sunset Drive and Ocean View Boulevard.

2.4 BIOLOGICAL RESOURCES AND ENVIRONMENTALLY SENSITIVE HABITAT AREAS (BIO)

2.4.1 Background – Biological Resources and Environmentally Sensitive Habitat Areas

Environmentally Sensitive Habitat and Biological Sensitivity

Coastal Act §30107.5 defines Environmentally Sensitive Habitat Area as “...any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments.” The Pacific Grove Coastal Zone supports a wealth and diversity of environmentally sensitive habitats. Many of these, especially in the marine environment, are in an essentially undisturbed condition yet are endangered by changes in land use or offshore activities. Terrestrial habitats range from those that have undergone complete conversion to urban use, to those in largely natural condition that benefit from active conservation management. Sensitive habitats receive protection under specific laws that guide local, state, and federal agencies. Regulations such as sections of the Fish and Game Code, the Federal Migratory Bird Treaty Act, the Marine Mammal Protection Act, and the Federal Endangered Species Act of 1973 help to protect sensitive marine

resources. Wildlife habitats are protected when located in legally designated areas such as the State's Marine Protected Areas, and rare and endangered plants are singled out for preservation under State and Federal legislation. Examples of such legally designated areas include Areas of Special Biological Significance (ASBS) identified by the State Water Resources Control Board; State Marine Protected Areas; rare and endangered species habitat; all coastal wetlands and lagoons; all marine wildlife haul-outs, breeding and nesting area; education, research and wildlife reserves; near shore reefs; tide pools; sea caves; islets and offshore rocks; kelp forests; indigenous dune plant habitats; riparian habitats Monarch butterfly mass overwintering sites; and forest areas. Environmentally Sensitive Habitat Area can include several types of sensitive habitats, which require careful management to protect native resident and migratory species. Sensitive habitats and species include the following:

- Coastal bluff, which provides habitat for species such as Menzies' wallflower (*Erysimum menziesii* and sub-species);
- Coastal sand dunes and sand dune areas such as the Asilomar Dunes, which are themselves a scarce and rare resource and also provide habitat for such species as black legless lizard (*Aniella pulchra nigra*), Menzies' wallflower, Monterey spineflower (*Chorizanthe pungens*), and Tidestrom's lupine (*Lupinus tidestromii*) and other listed species;
- Native Monterey pine forest which includes large stands of trees (often in association with sand dunes, a lower canopy dominated by Coast live oak, understory forest species and ground cover of low herbaceous plants) that extend into Pacific Grove from the Del Monte Forest represent one of only four places on earth where such native Monterey pine forest exists, and also provide habitat for such species as Monarch butterfly (*Danaus plexippus*);
- Wetlands and waterways features as defined by Coastal Act §30121, including Majella Slough or the coastal brackish marsh Majella Creek Marsh, which provides valuable riparian habitat within the Asilomar State Beach and Conference Grounds. Crespi Pond is another wetland which supports a significant patch of dense freshwater marsh vegetation dominated by broad-leaved cattail and California bulrush, and which also provides foraging and nesting habitat for local and migratory birds as well as other native species. Crespi Pond is part of the City-designated Lighthouse Reservation and golf course, identified as an area of Scientific and Ecological Significance; and
- Intertidal and subtidal areas including kelp forests which provide habitat for numerous plants, invertebrates, and fishes.

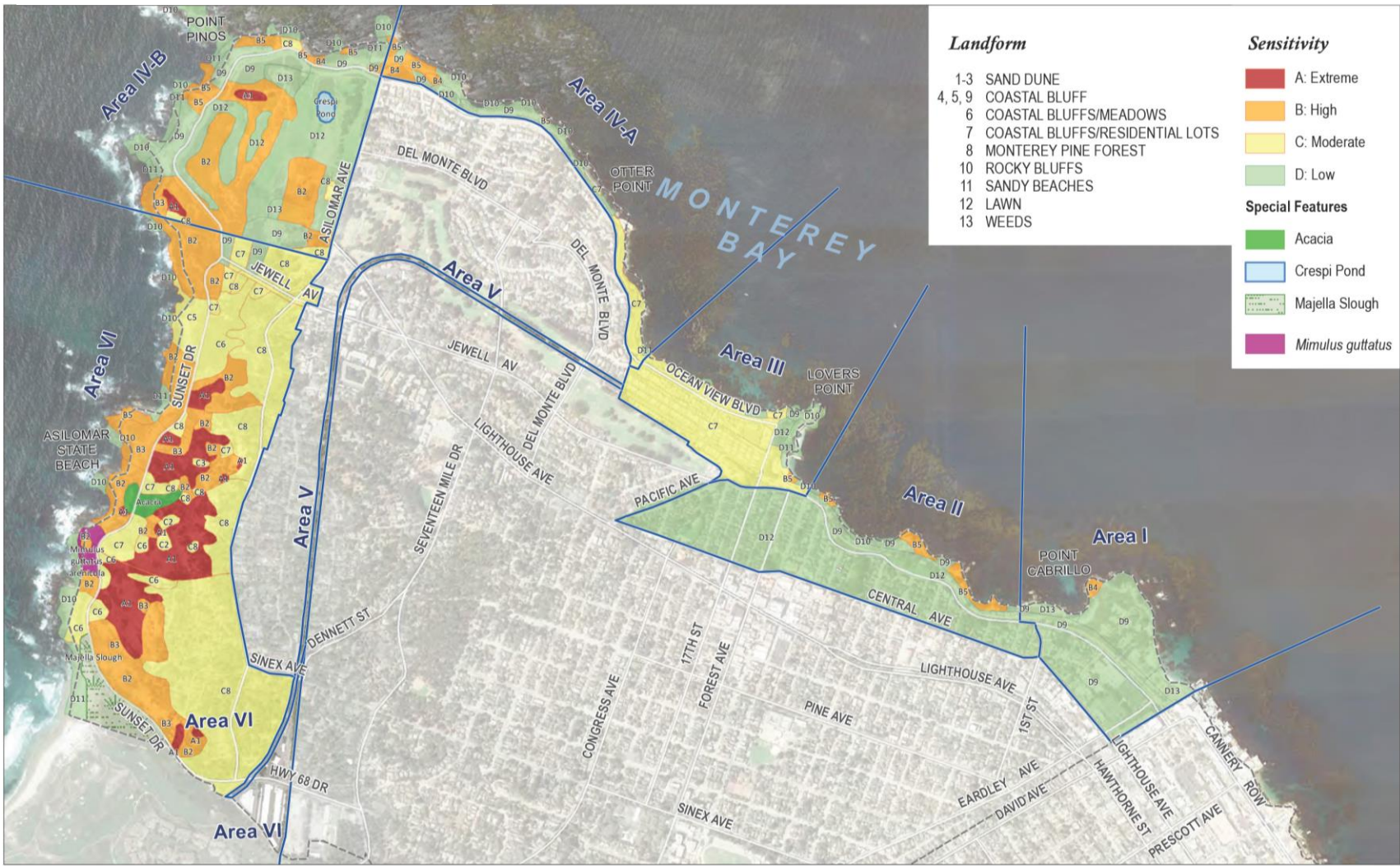
Other types of Environmentally Sensitive Habitat Areas, that are not yet known, may also be determined within the Coastal Zone based upon new information. For example, the United States Fish and Wildlife Service or California Department of Fish and Wildlife may identify and protect a new species that is dependent upon habitat types found within the Coastal Zone. Environmentally Sensitive Habitat Areas are most likely to be found within the extreme, high, and moderate sensitivity areas identified in Figure 5, Land Habitat Sensitivity Map, which shows the areas of special biological significance. However, Environmentally Sensitive Habitat Areas may be found anywhere in the City, and it is incumbent upon the development review process to provide appropriate means of identifying and protecting such resources, whether known or currently mapped or not. A biological resources study is necessary to verify if habitat in a particular location qualifies as Environmentally Sensitive Habitat Area.



Monarch butterfly clustering in Pacific Grove. Photo Credit Pacific Grove Museum of Natural History.

The shoreline pine forest sand dune association and the pine eucalyptus forest provide overwintering habitat of the Monarch butterfly. The principal Monarch butterfly clustering sites in Pacific Grove are located very near, but not within the Coastal Zone, in the vicinity of the Butterfly Grove Inn and in George Washington Park. However, the butterfly populations use areas within the Coastal Zone for feeding and transit to the groves, and these areas may be capable of providing overwintering habitat in the future.

Figure 5: Land Habitat Sensitivity Map



Legend

- Planning Area Boundaries
- - - City of Pacific Grove
- Major Roads

Source: City of Pacific Grove, Google Earth 2013

*Note: Data is retrieved from City of Pacific Grove's 1989 Local Coastal Program - Land Use Plan.

Land Habitat Sensitivity Map

City of Pacific Grove Land Use Plan

The land habitat of greatest sensitivity is the sand dune complex from the Lighthouse Reservation to Asilomar Conference Grounds. Not only are native dune plants fragile and dune formations easily destabilized, but the dunes are also habitat for three threatened and endangered plant species - Menzies' wallflower, Monterey spineflower, and Tidestrom's lupine. Additionally, the native dune vegetation in the Asilomar Dunes includes other dune species that play a special role in the ecosystem; for example, the bush lupine, which provides shelter for the rare black legless lizard, and the coast buckwheat, which hosts the endangered Smith's blue butterfly. Human disturbance and competition from exotic vegetation continue to threaten the survival of these rare plants. Remaining plants are found in limited areas on private land in the Asilomar area and on public property in the northern portion of the Asilomar State Beach and Conference Grounds.

Asilomar Dunes Residential Area

The Asilomar Dunes Residential Area, bounded by Lighthouse Avenue, Asilomar Avenue, and Asilomar State Beach and Conference Grounds, is the location of sand dunes that support rare and endangered biological resources. Therefore, the entire area is designated as an Environmentally Sensitive Habitat Area and a Sensitive Coastal Resource Area for purposes of appeal per Public Resources Code §30603. The area, which was annexed by the City in 1980, was previously subdivided into residential parcels. Approximately one dozen existing parcels are undeveloped.

Issues affecting land use planning in this area therefore relate to protection of both the existing scenic qualities of the area and the sand dune habitat of the rare and endangered species. The retention of these resources will be affected by the siting, design, and land coverage allowed for new homes and related facilities, redevelopment of existing homes, and also by the total amount of residential development that is allowed.

Environmentally Sensitive Habitat Areas are located in other areas of the City's Coastal Zone as well. These include, but are not limited to, riparian and sand dune habitats within Asilomar State Beach and Conference Grounds; the Crespi Pond wetland, dune habitats within the Lighthouse Reservation; and any areas which may be determined as important habitat for Monarch or Smith's blue butterflies.

The Asilomar Dunes' unique biological characteristics are an important resource to the community and make the area a popular destination for visitors. As such, the Asilomar Dunes is considered a "special community" within the context of Resources Code §30253(e). Policies are included in this Land Use Plan to ensure the area is protected consistent with provisions of the Coastal Act.

Characteristic Flora and Fauna

The City has several flora and fauna that play a significant part in the visual and cultural identity of the City. Characteristic flora include rosy ice plant (*Drosanthemum floribundum*), and several trees: Monterey pine (*Pinus radiata*), and Monterey cypress (*Cupressus macrocarpa*) and Coast Live Oak (*Quercus agrifolia*). Characteristic fauna include Monarch butterfly, Black-tailed deer (*Odocoileus hemionus*), Harbor seals (*Phoca vitulina richardii*), Southern sea otter (*Enhydra lutris nereis*),

Humpback whale (*Megaptera novaeangliae*), Gray whale (*Eschrichtius robustus*), Brown Pelican (*Pelecanus occidentalis*), Brandt's Cormorant (*Phalacrocorax penicillatus*), Double-crested Cormorant (*Phalacrocorax auritus*) and Pelagic Cormorant (*Phalacrocorax pelagicus*) and Black Oystercatcher (*Haematopus bachmani*). Refer to Chapter 2.2 for discussion and policies regarding Water and Marine Resources.

The Pacific Grove General Plan recognizes the trees of Pacific Grove as “major natural resources.” Accordingly, the Local Coastal Program recognizes that certain trees are “major vegetation,” the removal of which constitutes development that requires a Coastal Development Permit. A Coastal Development Permit is required for removal of all native trees within the Coastal Zone including all Gowen Cypress regardless of size; Coast Live Oak, Monterey Cypress, Shore Pine, Torrey Pine, Monterey Pine six (6) inches or greater in trunk diameter measured 54 inches above grade.

2.4.2 Coastal Act Policies – Biological Resources and Environmentally Sensitive Habitat Areas

The Coastal Act requires protection of Environmentally Sensitive Habitat Areas. These areas must be protected against “any significant disruption,” including impacts from development in adjacent areas. Only resource-dependent uses are allowed in Environmentally Sensitive Habitat Areas, and uses adjacent to Environmentally Sensitive Habitat Areas must be compatible with continuance of the habitat areas (Public Resources Code §30240). The Coastal Act defines Environmentally Sensitive Habitat Areas as “any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments” (Public Resources Code §30107.5).

2.4.3 General Plan and Other Policies – Biological Resources and Environmentally Sensitive Habitat Areas

The Natural Resources Element states the preservation of open space areas as a principal objective. Natural Resources Element Policy 12 recommends the City develop methods to maintain endangered species within the Asilomar Dunes neighborhood, Asilomar State Beach and Conference Grounds, the lighthouse, the Pacific Grove shoreline, and other appropriate areas. The Lighthouse Reservation, Golf Course, and adjacent shoreline areas are owned by the City. The remainder of the immediate shoreline area, with two exceptions of privately owned areas, is park land owned and managed by the California Department of Parks and Recreation.

The Asilomar State Beach and Conference Grounds is covered by the *Asilomar State Beach and Conference Grounds General Plan (Asilomar General Plan)*, approved by the California State Park and Recreation Commission in 2004 under Resolution 19-2004. The *Asilomar General Plan* contains a detailed evaluation of biotic resources, including: vegetation community types, special status plant

species, wildlife species by vegetation community types, special status animal species, and wildlife management issues. The *Asilomar General Plan* includes goals and guidelines to manage these resources.



Wooden boardwalk through natural dune habitat in Asilomar Dunes, Pacific Grove. Photo Credit wikipedia.org.

Asilomar Dunes Residential Area

The Asilomar Dunes complex is an Environmentally Sensitive Habitat Area extending several miles along the northwestern edge of the Monterey Peninsula. The entire Asilomar Dunes complex extends from Point Pinos at the Lighthouse Reservation and beyond Pacific Grove through Spanish Bay to Fan Shell Beach in Pebble Beach. Within Pacific Grove, this dunes complex extends through two protected areas, the Lighthouse Reservation area and Asilomar Dunes State Park, that sandwich a residential-dune community. Although this residential-dune area is often described as Asilomar Dunes more broadly, it is actually only a part of the larger Asilomar Dunes complex.

The Asilomar Dunes extend inland from the shoreline dunes and bluffs through a series of dune ridges and inter-dune swales to the edge of more urban development in some cases and the edge of the native Monterey pine forest in others. The unusually pure, white quartz sand in this area was formerly stabilized by a unique indigenous dune flora. However, only a few acres of the original habitat area, which spans almost five miles of shoreline and includes the Asilomar residential neighborhood in Pacific Grove, remain in a natural state. The balance of the original habitat has been lost or severely damaged by sand mining, residential development, golf course development, trampling by pedestrians, and the encroachment of non-indigenous introduced vegetation. While a number of preservation and restoration efforts have been undertaken, most notably at the Spanish Bay Resort in Pebble Beach, Asilomar State Beach, and in connection with previously approved residential developments on private lots, much of the Asilomar Dunes complex remains in a degraded state. Even so, it remains a valuable habitat area because it supports certain plants and animals characteristic of this environmentally sensitive habitat that are themselves rare or endangered.

The Asilomar Dune complex includes up to ten plant species and one animal species of special concern that have evolved and adapted to the desiccating, salt-laden winds and nutrient poor soils of the Asilomar Dunes area. The best known of these native dune plants are federally-listed endangered species, which are the Menzie's wallflower, Monterey spineflower, and the Tidestrom's lupine, which have been reduced to very low population levels through habitat loss. Additionally, the native dune vegetation in the Asilomar Dunes also includes other dune species that play a special role in the ecosystem, such as the bush lupine, which provides shelter for the rare black legless lizard, and the coast buckwheat, which hosts the endangered Smith's blue butterfly. Native Monterey pine trees that comprise the forest-front, an area where the central dune scrub plant community intersects the native Monterey pine forest community, serve to minimize environmental stresses to the interior trees of the forest, reduce tree failures that result when trees are more directly exposed to wind, and are considered critical in maintaining the stability of the landward extent of the sand dunes.

Because of these unique biological and geological characteristics of the Asilomar Dunes, the Coastal Commission has a long history of identifying all properties in the Asilomar Dunes area with these dune system features, both in the City of Pacific Grove and Monterey County, as being located within Environmentally Sensitive Habitat Areas. At the same time, the Coastal Commission has historically permitted residential development in the Asilomar Dunes area, subject to exacting siting and design restrictions, and off-site dune restoration and enhancement requirements. Per the City's General Plan, the City controls the siting of all improvements on the property and controls maximum lot coverage. In addition, the City can impose mandatory conditions pertaining to resource protection. Easements have been requested by the City, in some instances, to help protect dune and plant habitat.

Development of a single residence on each existing vacant parcels of record could result in approximately a dozen additional units or new homes in the Asilomar Dunes if these parcels are all legal and are not otherwise put to open space uses such as being acquired by State Parks. There are approximately 70 existing single-family residences in the Asilomar Dunes Residential Area now.

As part of the Coastal Development Permit process prior to Local Coastal Program certification, the Coastal Commission has typically conditioned permits in the Asilomar Dunes area to require protection of rare and endangered plant habitat. These requirements have included the following:

- Review of the site by a qualified landscape or botanical consultant to determine the existence and location of rare and endangered plants;
- Survey of the site prior to and during construction to determine the existence of black legless lizards and provide for the safe relocation of any lizards found on site;
- Preparation of grading and landscape plans to minimize adverse impacts of development and construction activities on dunes and endangered plant species, including transplanting and propagation where necessary;
- Limitation of site coverage for new development, and re-siting or redesigning of the project to minimize impacts on botanic resources;

- Special siting and design criteria, including avoiding accessory development antithetical to the open space dune environment, such as obtrusive fencing, clustering to maximize continuous dune areas, height and story limitations, bulk and scale limitations, screening and landscaping requirements, natural materials and color requirements, minimizing lighting that spills into nighttime public views, avoiding glares from windows and reflective surfaces, etc.;
- Dune restoration and enhancement on and off site; and
- Requirements for a deed restriction to protect the non-developed portions of a site from disturbance and allow entry for restoration purposes.

The policies that follow support limited residential development in Asilomar Dunes, and build upon the long coastal development permitting history and protocols established by the Coastal Commission for this special area. These policies are designed to recognize the special nature of a residential area in the dunes, allowing such residential development yet at the same time appropriately limiting it to help offset the impacts of residential development in the dunes by ensuring that it is subordinate to and protective of the dune setting. Overall development is controlled to a level consistent with Coastal Act requirements concerning protection of scenic resources and Environmentally Sensitive Habitat Areas. Many properties in Asilomar Dunes have obtained Coastal Development Permits and are subject to ongoing obligations under those permits, including habitat maintenance requirements and deed restrictions that limit residential development on those lots in perpetuity.

The Land Use Plan policies on biological resources and Environmentally Sensitive Habitat Areas that follow supplement existing City policies and regulations by providing for:

- Management of City and state shoreline areas to reduce impacts on and restore native plant habitat;
- Protection and enhancement of Environmentally Sensitive Habitat Areas, and in particular the important Asilomar Dunes complex; and
- Minimization of the disturbance of habitats for rare and endangered species by new development on private and public land.

2.4.4 Land Use Plan Policies – Biological Resources and Environmentally Sensitive Habitat Areas

Flora and Fauna

BIO-1. Environmentally Sensitive Habitat Areas, or “ESHAs,” are defined as any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments. In Pacific Grove these areas include, but are not

limited to, dune, wetland, streams, coastal bluff, sandy and rocky beaches, intertidal and subtidal zones, tide pools, kelp forests, offshore reefs, rocks, and islets, and rookery areas.

- BIO-2.** Development in Environmentally Sensitive Habitat Areas, as defined in BIO-1 and Coastal Act §30107.5, shall be limited to uses dependent on the resource (e.g., habitat restoration, scientific research, and low-intensity public access and recreation), and shall be sited and designed to protect against significant disruption of habitat values including to rare and endangered species. Other stabilizing native dune plants shall also be protected, relocated, or replanted with similar native plants.

The City will determine and designate other areas in the Coastal Zone which have high biological sensitivity and establish appropriate protections for those areas.

Notwithstanding, one house may be constructed on legal lots of record within the Asilomar Dunes Residential Area provided that the development area is limited in size and located in the portion of the lot that results in the least impact on sensitive habitat.

- BIO-3.** Applications for development within and near Environmentally Sensitive Habitat Areas, including wetlands and streams, shall be accompanied by a habitat assessment prepared by a qualified biological and a botanical survey by a qualified expert prepared at the owner's expense, prior to consideration of a project within the City.

The habitat assessment and botanical survey shall, at a minimum, identify and confirm the extent of the Environmentally Sensitive Habitat Area, document any site constraints and the presence of sensitive species, recommend buffers and development setbacks and standards to protect the Environmentally Sensitive Habitat Area, recommend mitigation measures to address any allowable impacts, and include any other information and analyses necessary to understand potential Environmentally Sensitive Habitat Area impacts as well as measures necessary to protect the Environmentally Sensitive Habitat Area resource as required by the Local Coastal Program.

- BIO-4.** Preserve and maintain wetlands in the Coastal Zone as productive wildlife habitats and protect wetlands against significant disruption of habitat values. The only allowed uses within wetlands shall be those specified in Coastal Act §30233 (see also MAR-2). Development shall be set back from wetlands a minimum of 100 feet. A wider buffer may be required based on the results of a site assessment that finds a buffer greater than 100 feet in width is necessary to protect wetland resources from the impacts of the proposed development, including construction and post- construction impacts. Existing development may be redeveloped provided it does not create new impacts nor increase impacts to wetlands.

- BIO-5.** Preserve and maintain coastal streams, and limit development within streams to those specifically allowed per Coastal Act §30236. Development shall be set back from streams through buffers of a sufficient width to protect streams from the impacts of adjacent uses, including impacts from construction and post- construction activities, and such buffers shall be maintained in a natural condition. The only development and uses allowed within the buffer are those that help to protect stream resources, such as plantings for screening, buffering and habitat continuity/enhancement. The buffer shall be the following, whichever is wider on both sides of the stream:
- a) The area extending 50 feet from the outer edge of the riparian vegetation (measured perpendicularly from the direction of the stream itself); or
 - b) The area extending 100 feet from the top of the stream bank (measured perpendicularly from the direction of the stream itself); or
 - c) Wider setback distances as recommended by a site-specific biological site assessment.
- BIO-6.** Invasive non-native plants, such as Pampas grass, Acacia, Genista, and non-native ice plant, pose a threat to the indigenous plant community and are prohibited in any landscaping plan.
- BIO-7.** The City will preserve its character-defining flora and fauna, such as rosy ice plant (*Drosanthemum floribundum*), Monterey pine, Monterey cypress, Coast Live Oak, Monarch butterfly, Harbor seal, Southern Sea Otter, Humpback and Gray Whale and Black Oystercatcher.
- BIO-8.** Development shall protect habitats for the overwintering Monarch butterfly population in Pacific Grove. The City will encourage the planting and preservation of vegetation useful to all life stages of the Monarch butterfly, including the planting and preservation of native plants, and will ensure that any new development within the Coastal Zone in proximity to trees or vegetation used by butterflies throughout their life cycle will not adversely affect the butterflies or their habitat.
- BIO-9.** The City will work with Pacific Grove residents, members of the Pacific Grove Museum of Natural History, the California Native Plant Society, and the California Department of Parks and Recreation in efforts to:
- a) Protect, maintain, and enhance the habitat areas of Menzies' wallflower and Tidestrom's lupine;
 - b) Propagate rare and endangered plants such as Menzies' wallflower, Monterey spineflower, and Tidestrom's lupine and any others that may become endangered or rare, for use in dune restoration/enhancement projects;

- c) Identify and educate the public about rare and endangered plants; and
- d) Develop methods of maintaining these and other native dune plants within Asilomar Dunes, Asilomar State Beach and Conference Grounds, and other appropriate areas.

BIO-10. Development shall be designed to protect the black legless lizard and its habitat.

BIO-11. The City will implement seal pupping protection measures, including installation of split-rail fencing, installation of temporary “no climb” wood lattice fencing or other alternative that provides visual access, and educational signage if found necessary to prevent harm or harassment of harbor seals during the spring pupping season generally February through May, at various locations along the Pacific Grove shoreline east of Berwick Park and immediately adjacent to the Pacific Grove Recreation Trail. Impacts to public access from such measures shall be minimized. In addition, the City may use trained volunteer docents, including National Oceanic and Atmospheric Administration trained Bay Net volunteer docents when available, to educate and engage the public on the activities of the seals, and to monitor and document all activities in the vicinity of the program, including any unauthorized human interruptions.

BIO-12. The City will protect Black Oystercatchers and their rocky intertidal habitat along the City’s shoreline. The City shall work in cooperation with the California Central Coast Black Oystercatcher Monitoring Project or its successor, the Pacific Grove Museum of Natural History, Monterey Audubon Society, and other appropriate entities and research efforts, to implement identified conservation measures necessary to carry out this policy. The California Central Coast Black Oystercatcher Monitoring Project, which monitors and assesses Black Oystercatcher populations and breeding success, is developing specific conservation measures, and will coordinate with the City, California Coastal National Monument/BLM, and California Department of Parks and Recreation at Asilomar as appropriate to their respective jurisdictional authority.

Protective measures shall include an education program, using interpretive signage, outreach material, and docents to promote public understanding of the sensitive nature of the Black Oystercatcher habitat and the importance of not disturbing breeding pairs. The California Central Coast Black Oystercatcher Monitoring Project coordinators or their designees may seek permission from the appropriate landowner (e.g., City of Pacific Grove, California State Parks, Bureau of Land Management, etc.) to apply for a Coastal Development Permit on the landowners behalf to place temporary signage, physical barriers, and wildlife monitoring cameras where appropriate, at vulnerable nesting areas during the breeding season (March into September) to help reduce disturbance. Impacts to public access from such measures shall be minimized.

- BIO-13.** Any conservation measures intended to protect habitats or species that could reduce public coastal access, including barriers or signs limiting or restricting use of existing lateral and/or vertical accessways, shall require a Coastal Development Permit, and shall include appropriate mitigation measures to reduce any access impacts as much as possible while still achieving the primary conservation goal.
- BIO-14.** The City will encourage native, drought resistant vegetation and species compatible with the scale and character of current vegetation within the Coastal Zone.
- BIO-15.** The City will continue to encourage the Hopkins Marine Station to remove exotic plants, restore a native bluff plant community, and reduce erosion on the rocky outcrop. Any new development or redevelopment at Hopkins shall include a landscape plan that effectively utilizes native vegetation to reduce erosion.
- BIO-16.** Development at the National Oceanic and Atmospheric Administration site on Lighthouse Avenue shall be required to maximize restoration and preservation of dune habitat, including through reductions in site coverage and removal of fencing.
- BIO-17.** Careful management practices shall be in place to responsibly relocate mountain lions that occasionally prey on deer, coyotes that prey on domestic animals, and bears who may venture into the community to forage in garbage cans. The University of California Santa Cruz's Puma Project can assist with mountain lion relocation, along with the California Department of Fish and Wildlife.
- BIO-18.** The City will maintain and enhance the Monterey pine and cypress stands, Coast live oak and canopy within the Coastal Zone to the maximum extent feasible, taking care that new plantings do not adversely affect public views. This program should continue to be updated periodically with a complete inventory of the trees within the Coastal Zone to determine the age of the trees, disease, if any, and the needs for continued reforestation in the City. The City's 2015 Tree Inventory shall be included as a guiding resource. Best Management Practices for protecting the Critical Root Zone of trees designated for preservation will be carried out.
- BIO-19.** Within Pacific Grove, certain trees and native vegetation within Environmentally Sensitive Habitat Areas are considered "major vegetation," where the removal of which constitutes development that requires a Coastal Development Permit. A Coastal Development Permit is required for removal of all native trees, including all Gowen Cypress regardless of size, Coast Live Oak, Monterey Cypress, Shore Pine, Torrey Pine, and Monterey Pine six (6) inches or greater in trunk diameter when measured at 54 inches above grade. New tree planting shall be an on-going effort in order to replace diseased and dead Monterey pine, Monterey cypress and coast live oak trees, taking care that new plantings do not adversely affect public views. Replanting of a tree as replacement of major vegetation is required within the same vicinity. Dead trees (snags)

on City property within the Coastal Zone should be retained, where possible, to provide habitat, including for cavity-nesting birds.

Asilomar Dunes Residential Area

- BIO-20.** Limited residential development may occur in Environmentally Sensitive Habitat Areas in the Asilomar Dunes Residential Area. Development in the Asilomar Dunes Residential Area shall be carefully sited and designed to ensure maximum protection of: dunes, including with respect to sensitive species and including degraded dunes, the native oak and Monterey pine forests which stabilize the inland edge of the high dunes along Asilomar Avenue southwards from the vicinity of its intersection with Pico Avenue; and public views, particularly views from along the first public road and the California Coastal Trail.
- BIO-21.** Development within the Asilomar Dunes Residential Area shall require habitat assessment in all cases. In addition to habitat assessment requirements more generally, such assessments associated with the Asilomar Dunes Residential Area shall identify measures to be applied that maximize protection of dunes, other habitats, and public views.
- BIO-22.** Within the Asilomar Dunes Residential Area contiguous areas of undisturbed dunes shall be maintained and reestablished, wherever feasible, to help protect Environmentally Sensitive Habitat Areas and associated habitat values. Clustering of development, including in relation to development on adjacent lots, is required if it results in larger contiguous open space and Environmentally Sensitive Habitat Areas and/or better protects public views. Development adjacent to Environmentally Sensitive Habitat Areas shall be sited and designed to keep development intensity as low as possible including through application of applicable planning criteria (e.g., related to drainage design, roadway design, and public safety) and coastal resource protection requirements.
- BIO-23.** The City will focus preservation efforts, including seeking and applying funds to purchase vacant parcels in Asilomar Dunes, in order to permanently preserve this area as much as possible as open space.
- BIO-24.** Development in the Asilomar Dunes Residential Area that consists of new development on vacant parcels or development that must conform to all LCP requirements according to BIO-29 shall be sited and designed to avoid and limit impacts on dune habitat and visual landscapes as much as possible, including avoiding development antithetical to the open space dune environment. Policies limit residential development in this area in order to maximize protection of sensitive dune habitat and scenic public view areas. Residential development is limited to be subservient to the overall dune aesthetic. These standards shall be met through application of all of the following:

- a) Residential development within the Asilomar Dunes Residential Area shall be confined within a Residential Development Envelope. The Residential Development Envelope shall consist of the Primary Coverage Area (as described in subsection (b) below) and the Outside Use Area (as described in subsection (c) below). For purposes of all Asilomar Dunes Residential Area policies, “cover” and “coverage” and other like terms shall mean any development/use that is not open sand dune area devoted to dune habitat.
- b) The Primary Coverage Area shall be limited to 15 percent of the total lot area. For purposes of calculating the Primary Coverage Area, residential buildings and garages (excluding only roof eaves and similar architectural features that do not extend more than three feet over any dune area), driveways, patios, decks, and any other features that cover dune areas shall count as lot coverage for properties within the Asilomar Dunes Residential Area. When calculating coverage, areas of dune that are not completely covered, but that are committed to non-dune use through siting and design of proposed development (e.g., areas between stepping stone pathways, areas between pathways and the house, etc.) shall also count as coverage.
- c) The Outdoor Use Area shall be limited to a maximum of 750 square feet per lot; shall be located immediately contiguous to the Primary Coverage Area; and shall be otherwise sited and designed to maximize dune protection on and off the site. The only purpose of the Outdoor Use Area shall be to provide an area of dune within which typical outdoor residential activities can take place (e.g., BBQs, lounge chairs, etc.). The Outdoor Use Area may include an unobtrusive perimeter fence, provided that such fencing shall be limited to a maximum of six (6) feet in height as measured from existing grade and shall allow for free passage of sand, seeds, and wildlife. The Outdoor Use Area may be increased above the 750 square-foot maximum if the Primary Coverage Area is reduced an equivalent amount.
- d) As a condition of coastal development permit approval, all other areas of the lot outside of the Residential Development Envelope shall be restored/enhanced and maintained in a natural dune condition within which the only allowed development, use, and activities are those associated with dune restoration/enhancement and protection. All dune restoration, enhancement, and protection areas shall be covered by both a dune restoration, enhancement and protection plan prepared by a qualified dune restoration professional, as well as a deed restriction or other similar legal restriction adhering to the property (i.e., a conservation easement, etc.) designed to limit allowed development, use, and

activities in perpetuity to those associated with dune restoration, enhancement and protection.

- e) Fencing and other such barriers shall be prohibited in the Asilomar Dunes Residential Area, with the exception of 1) Outdoor Use Area perimeter fencing discussed in subsection (c) and 2) when proven to be more protective of the dune habitat and visual landscape than the prohibition. Fencing, other than Outdoor Use Area perimeter fencing, shall be limited to minimal symbolic fencing (e.g. post and single-cable fencing) that is required to protect native dune habitat and allows for free passage of sand, seeds, and wildlife.
- f) Development shall only be approved if the area in the public right-of-way between the lot frontage and the paved portion of the road is also restored/enhanced and maintained in a natural dune condition within which the only allowed development, use, and activities are those associated with dune restoration, enhancement and protection.
- g) Detached second residential units and all other detached accessory structures shall be prohibited.

Accessory dwelling units which are attached to, or contained within, the primary residence may be allowed if they do not result in additional adverse impacts to sensitive resources and overall site coverage on the lot does not exceed the maximum coverage requirements stated in BIO-24.

- h) Development should be clustered, including in relation to adjacent development, to maximize continuous dune areas as much as possible, including through such means as shared driveways, which are encouraged.
- i) The front setback on Sunset Drive shall be a minimum of 75 feet. The front setback in all other areas shall be 20 feet. All new development shall meet these setback requirements with the exception of driveways and mailboxes/address signs, which shall be sited and designed to limit their visibility as much as possible. Driveway coverage shall be limited to the minimum necessary to provide required vehicular access.
- j) Development shall minimize exterior lighting that is publicly visible, including avoiding light spill into dune areas, and development shall limit glares (e.g., from windows and reflective surfaces), to the extent practicable.
- k) Development shall be located on the least environmentally sensitive and least visually prominent portion of the site, and shall be limited in size and scale to be as integrated and consistent with the dune landscape as possible.

- l) Development shall use natural materials and hues that integrate and blend with the dune landscape as much as possible.
- m) Development shall incorporate landscape screening through dune restoration (including using dune hummocks and depressions) and native landscaping in such a way as to minimize impacts on the public dune viewshed. Development on parcels that are visible from Sunset Drive or the recreational trail shall be limited to 18 feet in height and shall appear as one story as seen from Sunset Drive or the recreational trail. Development on all other parcels shall be limited to 25 feet in height (and can appear as/be two stories) so long as impacts to public views of scenic dune resources are minimized.
- n) Sidewalks shall be prohibited in the Asilomar Dunes Residential Area. Pedestrian and universal access mobility improvements shall be limited to boardwalks that are sited and designed to best protect dune resources and public views, and to best integrate into existing and planned public recreational access systems.

BIO-25. In addition to the restoration requirements specified in Policy BIO-24(d) and (f), all areas of new dune coverage associated with development on legal lots of record in the Asilomar Dunes Residential Area shall be required to be mitigated on a 2:1 square foot basis by providing for off-site restoration or enhancement of degraded dune areas in the Asilomar Dunes area. This requirement may be addressed through offsite restoration/enhancement and/or proportionate contributions to the City's Environmental Assessment Fund provided such funds are used exclusively for dune restoration, enhancement, and protection efforts in the Asilomar Dunes area.

BIO-26. In order to maintain existing low densities necessary to protect coastal scenic and habitat resources, subdivisions shall be prohibited.

BIO-27. The City will prioritize restoring, enhancing, and maintaining dune areas in the right-of-way to the maximum degree feasible, including through use of the City's Environmental Assessment Fund targeting areas most in need and within most significant public viewsheds.

BIO-28. The City will endeavor to work with the Coastal Commission to diligently enforce dune habitat and visual resource requirements and restrictions that apply to existing development in the Asilomar Dunes Residential Area, including actively evaluating and ensuring compliance with Coastal Development Permit requirements to ensure that dune and visual resources are appropriately mitigated and protected as required.

BIO-29. Development associated with existing legal non-conforming Asilomar residential development shall require that all development on the site be brought into conformance with the LCP requirements, including with respect to lot coverage and dune restoration/protection requirements, if such development consists of either: 1) alteration

of 50% or more of one or more of the residential development's major structural components (each measured separately) ; or 2) alteration to such residential development that leads to a 50% or more increase in floor area; where all such alterations are measured cumulatively from [the date of the Commission's certification of this LCP]. Alterations that do not affect major structural components and do not increase floor area do not count towards the above conformance threshold. Such redevelopment shall be located roughly in the same location as the existing development, unless a different location would be more protective of dune resources and public views. Development associated with non-conforming Asilomar residential development that does not reach the above conformance thresholds shall only be allowed if coverage remains the same or is reduced; there is no new coverage of existing dune habitat (whether degraded or not); all remaining dune habitat on the site is restored and permanently protected; and an offsetting area of offsite dune habitat is restored and maintained such that the total area that will be restored (i.e. on and offsite) is equal to at least 85% of the total lot area.

- BIO-30.** Development associated with conforming Asilomar residential development shall only be allowed if the total site coverage remains at or below the maximum Residential Development Envelope coverage allowed per the LCP; new coverage is located immediately adjacent to existing coverage areas and in the least sensitive area of the lot in terms of dune resources and public views; contiguous areas of dune habitat are not fragmented and, if feasible, made less fragmented; all remaining dune habitat is restored and permanently protected; no sensitive plants are disturbed; all areas of new coverage are mitigated at a ratio of 2:1.

Asilomar State Beach and Conference Grounds

- BIO-31.** The City will support, as appropriate, California Department of Parks and Recreation's dune protection efforts at Asilomar State Beach and Conference Grounds, including those efforts designed to:
- a. Implement a dune restoration program including restricting public access, if necessary, in the northern portion of the Asilomar State Beach and Conference Grounds to protect the habitat of rare and endangered dune plants;
 - b. Undertake dune stabilization programs on the central and southern dunes, including planting of native vegetation and contain or direct recreational activities to well-defined areas;
 - c. Ensure that expanded or replacement facilities in dune areas and in the sensitive forest-front transition zone adjacent to the sand dunes are restricted to the existing coverage footprints, building envelopes, or outside of dune areas and the

forest-front zone if possible, and if not possible located outside of the most sensitive areas;

- d. Maintain the native forest of Asilomar State Beach and Conference Grounds and; where necessary, utilize plantings of nursery stock pine trees grown from site-specific stock; and
- e. Preserve and protect the Majella Slough on state property south of Sunset Drive from human intrusion.

3.0

BUILT ENVIRONMENT

Chapter Three discusses the built environment in Pacific Grove’s Coastal Zone. Five topics are addressed. Coastal Act requirements for each topic are described followed by policies related to each topic. Policy topics are identified by the abbreviation shown below:

1. Community Design (DES)
2. Land Uses and Designations (LUD)
3. Cultural Resources (CRS)
4. Public Infrastructure (INF)
5. Parks, Recreation, and Public Access (PRA)

3.1 COMMUNITY DESIGN (DES)

3.1.1 Background – Community Design

Two organizing principles have shaped Pacific Grove’s community design: keeping the shoreline open and accessible to the public and a sustained commitment to a low-scale residential character in the built environment. Very early, the City set aside most of its shoreline as permanent open space for public recreational use and enjoyment. Older neighborhoods, especially the original Pacific Grove Retreat, have been carefully preserved by the community for their historical interest, architectural values, and the charm they give to the City as a whole. The City’s continuing commitment to its founders’ dual principles has resulted in a coastline of unsurpassed natural beauty and a complementary built environment.

With the annexation of the Asilomar Dunes area in 1980, the City assumed new land use planning responsibilities. The location in a scenic coastal area and on sand dunes supporting several rare and endangered plants and animals requires the City to provide and adhere to strict land use regulations for future development in this area. These land use planning issues are specifically addressed by the Coastal Act, and implemented in the Land Use Plan’s Biological Resources and Environmentally Sensitive Habitat Areas chapter.

The Lighthouse Reservation area, shown as Area IV-B on the Land Use map, is owned by the United States Government and the City. The former National Oceanic and Atmospheric Administration Southwest Fisheries Center, Point Pinos Lighthouse and United States Coast Guard installation

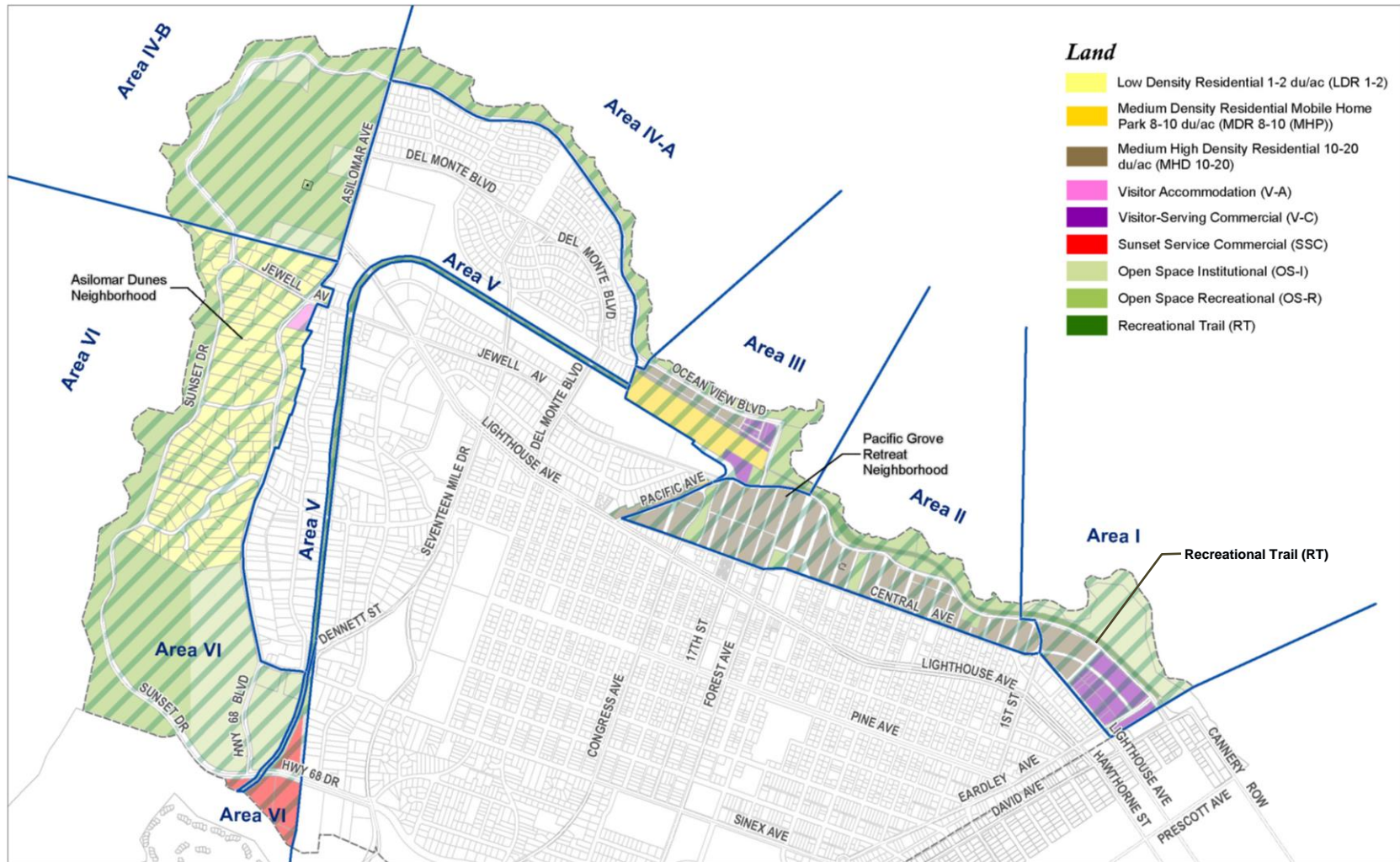
presently operate there. The off shore rocks, of which many connect to the shore during low tides, are included in the federal California Coastal National Marine Monument. The balance of the Lighthouse Reservation is operated by the City for public park purposes, pursuant to a special agreement with the United States Coast Guard. Federal agencies are not subject to the coastal development permit jurisdictions of either the City or the Coastal Commission, but are subject to the Coastal Commission's federal consistency process provided for by the federal Coastal Zone Management Act of 1972.

Nearly continuous unobstructed views of the sea are possible along the Pacific Grove shoreline. Few structures exist seaward of Ocean View Boulevard or Sunset Drive; with the exception of the inland Sunset Service Commercial Area where structures are built on both sides of Sunset Drive. The inland side of Ocean View Boulevard, east of Asilomar Avenue is essentially "built out" and has assumed a residential character. West of Asilomar Avenue, the inland view from Ocean View Boulevard is predominantly open space consisting of a golf course at Lighthouse Reservation. The few structures present, the City and United States Coast Guard facilities, are situated some distance from Ocean View Boulevard.

South of Lighthouse Reservation, the Asilomar Dunes area has been developed with low-density single-family residential dwellings set amongst coastal dune habitat. However, not all the Asilomar Dunes area lots have been developed, and requirements associated with permitted development as well as the remaining vacant lands serve to soften the contrast between existing development and the expansive open space throughout the dunes, including the predominantly undeveloped areas seaward of Sunset Drive.

[Figure 6, Coastal Zone Land Use Plan Designations](#), supports the policies and illustrates the general types, locations, and intensities of uses to be permitted within the Coastal Zone. The land use policies that follow and Land Use Plan Designation figure are, with only limited exceptions, a reflection of existing development and present City regulations.

Figure 6: Coastal Zone Land Use Designations



- Legend**
- Planning Area Boundaries
 - City of Pacific Grove
 - Major Roads
 - Coastal Zone

Source: City of Pacific Grove 2014, Google Earth 2013

Figure 6
Coastal Zone Land Use Designations
City of Pacific Grove Land Use Plan

3.1.2 Coastal Act Policies – Community Design

The Coastal Act includes state policies relating to the location of development. New residential, commercial, or industrial development are to be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it and must minimize adverse impacts ((Public Resources Code §§30250, 30253 (a) and 30253 (b)).

The Coastal Act also addresses visual access and character of development. Coastal area scenic and visual qualities are to be protected as resources of public importance. Development is required to be sited to protect public views, to minimize natural landform alteration, and to be visually compatible with the character of surrounding areas. Where feasible, visual quality in visually degraded areas is to be restored and enhanced. New development in highly scenic areas, such as those designated in the 1971 California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government, shall be subordinate to the character of its setting (Public Resources Code §30251).

3.1.3 General Plan and Other Policies – Community Design

The Pacific Grove General Plan Urban Structure and Design Element identify the City’s coastal corridor as an important scenic resource for residents and visitors. Urban Structure and Design Element Policy 2 requires architectural review for all new structures, and for exterior changes to existing structures. Urban Structure and Design Element Policy 6 calls for the beautification of the Sunset Drive commercial district. The Pacific Grove General Plan designates all shorefront lands for open space, except for a commercial area adjacent to Monterey and a residential designation on privately-owned property seaward of Sunset Drive.

There are legal non-complying structures throughout the community, including those built before the current zoning was put into effect. Although they fail to meet current zoning standards, these structure, for the most part, are not objectionable. Indeed, they make a positive contribution to the cherished eclectic character and historic resources of Pacific Grove. Redevelopment and restoration of these eclectic cottages is vital to the community character and the maintenance of the community’s limited housing stock. In some cases, that may mean rehabilitating over 50% of the structure to remove damaged or failed substructure. The City has been keenly aware of not placing roadblocks to redevelopment or maintenance of the aging housing stock which might exacerbate and cause further irreparable damage to the sensitive nature of these older homes.

The *Resource Management Plan/General Development Plan* and the *Dunes Restoration Plan for Asilomar State Beach and Conference Grounds* do not propose any development on the ocean side of Sunset Drive, with the exception of boardwalks through the dunes and pedestrian control fencing to direct visitors to designated accessways.

The Land Use Plan policies on community design that follow supplement existing City policies and regulations by providing for:

- Management of densities in coastal residential areas;
- Control of the design and siting of structures within scenic areas; and
- Preservation of the overall existing character of development within the Coastal Zone.

3.1.4 Land Use Plan Policies – Community Design

Refer also to the Scenic Resources policies in §2.3.4.

DES-1. All new development shall be consistent with requirements of the certified Local Coastal Program, including the certified Land Use Designations figure (Figure 6).

DES-2. Residential densities, except for allowable second units, shall not exceed those specified on the Land Use Designations figure.

All residential development shall be sited and designed to be low scale, provide appropriate building articulation, and to avoid dominating blue water ocean views or domineering over other development in the adjacent vicinity. Building heights shall be limited to 25 feet in height, except that residential development within Areas I and II in Figure 6 may be allowed up to a maximum of 30 feet so long as public views are not significantly impacted.

In the Asilomar Dunes Residential Area, development within lots that are visible from Sunset Drive or the recreational trail shall be limited to a maximum of 18 feet in height and shall appear as one story from Sunset Drive or the recreational trail, with development allowed at up to two stories and a maximum of 25 feet in height on all other lots in the area so long as dune visual resources are protected consistent with the LUP.

DES-3. The height limit for commercial development in Land Use Plan Areas I and III will vary, but in no case shall structures be more than 40 feet high . Minor exceptions to such height limit may be allowed for mechanical appurtenances that do not impact public views. Detached commercial signs shall be of a size, location, and appearance such that they do not detract from the area’s scenic qualities and cause visual clutter and blight.

DES-4. Development standards for scenic areas, including those identified in Figure 4, shall minimize land coverage, grading, and structure height, and provide for setbacks from adjacent public open space areas.

DES-5. Development at Lovers Point, the Hopkins Marine Station property, and the Lighthouse Reservation lands shall be minimized, shall conform to the overall scale and character of existing development at these locations, and shall ensure the protection of existing public views to the maximum extent feasible.

Hopkins Marine Station shall be encouraged to remove exotic plants and restore a native bluff plant community, and consider the removal of any exposed chain link fence. These outcomes shall be required through conditions of approval associated with development at Hopkins Marine Station that impacts or involves these features.

- DES-6.** New lighting fixtures shall be mounted at low elevations and fully shielded to direct lighting downward, and away from the shoreline. Lighting along walkways should be mounted on low bollards or ground buttons. Lighting shall be focused on targeted use areas, and floodlighting shall be prohibited. Exterior lighting fixtures should complement the architectural style of structures. Lighting shall be limited to that necessary to provide for public safety, and shall be sited and designed to limit glares and light spill off-site.
- DES-7.** Legally established non-conforming structures (outside of the Asilomar Dunes Residential Area) may be maintained, repaired, redeveloped and expanded so long as the degree of any non-compliance is not increased. Notwithstanding, historic resources within the Pacific Grove Retreat area may seek relief from standards to protect and maintain their historicity with a finding that such relief protects coastal resources.
- DES-8.** Exceptions to the height limit may be allowed if found necessary as a hazard adaptation response to accommodate and elevate historic structures within the Pacific Grove Retreat area, provided that public views are protected to the maximum extent feasible.

3.2 LAND USES AND DESIGNATIONS (LUD)

3.2.1 Background – Land Uses and Designations

Priority land uses, as defined by the Coastal Act, include recreation and visitor-serving and coastal-dependent uses. Coastal-dependent uses in Pacific Grove include portions of the Hopkins Marine Station facilities at Point Cabrillo, the United States Coast Guard and former National Oceanic and Atmospheric Administration Southwest Fisheries Center facilities at Point Pinos, and the Monterey Bay Aquarium (partially within city limits).

Priority uses that provide for recreation and visitor-serving opportunities for both Pacific Grove residents and visitors are numerous within the Coastal Zone, and are available to a broad economic range of users. The shoreline parks, trail network and parking areas make it possible for pedestrians and motorists to enjoy nearly the entire length of the Coastal Zone, from Cannery Row in Monterey to the southern limits of Asilomar State Beach and Conference Grounds. At several points, direct access to beaches is available by stairways or paths. The abundant life of Monterey Bay's waters attracts numerous divers; the Monterey Bay Aquarium provides other visitors to the Coastal Zone a similar opportunity to observe marine life.

A paved multi-use Recreational Trail stretches from the Monterey Bay Aquarium area to Lovers Point. From Lovers Point the railroad-right-of-way is blocked by existing development in several places and goes through the golf course where there may be conflicts. From the golf course to City limits by Spanish Bay, the railroad-right of-way is used and needs to be further developed and acquired. A bike route extends along Ocean View Boulevard from Lovers Point to Spanish Bay.. An interpretive sign program at popular visitor destinations within the Coastal Zone could further enhance the visitor’s shoreline experience.

Concentrations of visitor-oriented commercial facilities within the Coastal Zone are located at Lovers Point and near Cannery Row. In addition to overnight accommodations and dining facilities available at the Asilomar State Beach and Conference Grounds, there are privately-operated motels, and restaurants. Other existing recreation and visitor-serving facilities include the municipal golf course and the Lighthouse Museum at Lighthouse Reservation.

3.2.2 Coastal Act Policies – Land Uses and Designations

Coastal Act policies related to priority uses require that Coastal Zone waters and oceanfront land suitable for recreational use be protected for recreational use and development. Additionally, visitor-serving and commercial recreational facilities are given priority on suitable private lands over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry, and that upland areas necessary to support coastal recreational uses be reserved, where feasible, for such uses (Public Resources Code §§30220-30223). Coastal-dependent uses are given further preference (Public Resources Code §30254). The Coastal Act also requires that lower cost visitor and recreational facilities be protected, encouraged and, where feasible, provided, and gives preference to development providing public recreational opportunities (Public Resources Code §30213). Additional policies address the location and amount of recreation or public facilities development to mitigate against the impacts of overcrowding or overuse ((Public Resources Code §§30212.5, 30250(c) and 30252(6)).

3.2.3 General Plan and Other Policies – Land Uses and Designations

Existing land uses within Pacific Grove’s Coastal Zone are designated for various use types by the Pacific Grove General Plan, and are consistent with the land use designations with a few exceptions: existing visitor accommodations at Jewell and Asilomar Avenues and existing visitor accommodations and the adjacent restaurant on Sunset Drive across from the Asilomar State Beach and Conference Grounds are designated in the General Plan, respectively, medium residential and general commercial; the existing coastal-dependent educational uses at the Hopkins Marine Lab property are designated for open space institutional uses.

The Land Use Plan policies that follow supplement existing City policies and regulations by providing for:

- Reservation of specific areas for recreational uses, visitor accommodations, visitor-commercial and coastal-dependent uses;
- Improved and new visitor-serving facilities (e.g., vehicle parking areas, bike route and parking racks, visitor-information/interpretive sign program, and recreational trail); and
- The opportunity to extend and improve the Recreational Trail.

3.2.4 Land Use Plan Policies – Land Uses and Designations

LUD-1. Protection of sensitive habitats, natural landforms, scenic resources, and other coastal resources is a priority in all City actions and decisions, and all development standards (including with respect to height, setback, density, lot coverage, etc.) shall be interpreted as maximums (or minimums) that shall be reduced (or increased) so as to protect and enhance such resources to the maximum extent feasible. Development shall only be authorized when the proposed use is allowed per the applicable land use designation, and when it meets all applicable Local Coastal Program policies and standards.

A significant portion of the Coastal Zone may be considered Environmentally Sensitive Habitat Area. Please refer to the Land Habitat Sensitivity Map and policies in §2.4.4, Biological Resources and Environmentally Sensitive Habitat Areas, Land Use Designations.

LUD-2. In addition to all applicable Land Use Plan policies, the specific standards for development at the American Tin Cannery building/property located in Assessor Parcels (APN) 006-231-001, 006-234-004, 006-234-005, and the portion of Sloat Avenue between Eardley Avenue and Dewey Avenue (C-V-ATC zoning district) can be found in the Implementation Plan.

LUD-3. The Land Use Plan Designations figure shall officially designate land uses for the Coastal Zone, according to the following land use designations ((NOTE: numbers note maximum dwelling units per acre (e.g., LDR 1-2 means a maximum of one to two dwelling units per acre))):

LDR 1-2	Low Density Residential
MDR 8-10 (MHP)	Medium Density Residential for Mobile Home Park
MHD 10-20	Medium-High Density Residential
V-A	Visitor Accommodation
V-C	Visitor Serving Commercial
SSC	Sunset Service Commercial

OS-I	Open Space Institutional
OS-R	Open Space Recreational
RT	Recreational Trail

In all land use designations, open space, public park and recreational facility opportunities are allowed uses in addition to the uses specified below.

Permitted Residential Uses

LUD-4. Allowed uses for Coastal Zone areas designated LDR 1-2:

- a. single-family residences;
- b. scenic reserves;
- c. natural habitat reserves;
- d. guest/auxiliary/second housing units up to the permitted densities, except detached units within the Asilomar Dunes Residential Area are prohibited; and
- e. uses accessory to the above listed uses.

LUD-5. Allowed uses for Coastal Zone areas designated MDR 8-10 (MHP):

- a. mobile homes; and
- b. uses accessory to the above listed uses.

LUD-6. Allowed uses for Coastal Zone areas designated MHD 10-20:

- a. single-family residences;
- b. multi-family residential units;
- c. guest/auxiliary/second housing units at the permitted densities;
- d. boarding houses;
- e. professional office uses;
- f. assembly halls;
- g. bed and breakfast facilities; and
- h. uses accessory to the above listed uses.

Permitted Visitor Uses

LUD-7. Allowed uses for Coastal Zone areas designated V-A:

- a. overnight lodging facilities;
- b. bed and breakfast facilities;
- c. limited appurtenant eating establishments and shops where appropriate;
- d. visitor-serving commercial and retail uses; and
- e. uses accessory to the above listed uses.

LUD-8. Allowed uses for Coastal Zone areas designated V-C:

- a. overnight lodging facilities and appurtenant uses;
- b. eating and drinking establishments;
- c. visitor-serving retail, service commercial (e.g., banks, grocery stores and gas stations), and event venues;
- d. institutional uses oriented to tourism;
- e. public and private parking facilities; and
- f. uses accessory to the above listed uses.

LUD-9. Allowed uses for the Coastal Zone areas designated SSC:

- a. heavy commercial uses such as lumber yards, building supply centers, home and design centers, business service centers, hardware stores, and indoor and outdoor storage facilities;
- b. industrial uses such as fabrication and light manufacturing;
- c. retail and services uses;
- d. offices;
- e. uses allowed in the areas designated V-C;
- f. uses accessory to the above listed uses.

Permitted Open Space Uses

LUD-10. Allowed uses for Coastal Zone areas designated OS-R:

- a. low-intensity recreational and educational activities such as walking, nature study, photography and scenic viewing, and temporary events at Lovers Point;
- b. facilities to access the water for recreational and educational activities such as diving, small craft boating, fishing, and swimming;

- c. within the municipal golf course only, continued use as a public golfing facility; and
- d. facilities for non-motorized modes of transportation including designated bike paths, bike lanes, and trails.

Other uses for Coastal Zone areas designated OS-R are limited to visitor-serving commercial uses that are incidental to and in support of public recreation, provided that such uses do not adversely affect coastal access or other coastal resources. Proposed uses and associated landscape plantings, signs, utilities, and other related development shall not obstruct or interfere with public views of the ocean or bay from Ocean View Boulevard, Sunset Drive, Lighthouse Reservation lands, or the Asilomar State Beach and Conference Grounds. The proposed uses shall meet all of the following criteria:

- the use supports, facilitates, and enhances recreational use and enjoyment of OS-R areas;
- the use provides convenient services for recreational users engaging in permitted uses in OS-R areas, including food services and construction of additional public restroom buildings; and
- permanent commercial uses must utilize existing or restored structures without the construction of new structures.

In the portions of the Union Pacific railroad right-of-way designated OS-R, the City will conduct a study evaluating trail alignment, possibly on the road, to link Lovers Point to Asilomar Beach and Spanish Bay. No development shall be allowed within the corridor that would compromise its utility for public recreational access or open space. Development that could impair the use of the corridor as a potential public accessway shall be conditioned to require dedication of a through public recreational access easement to an appropriate public agency prior to issuance of permits; or purchase of a suitable and similar alternate route. If an alternate route is established, it must result in through public access between the Lovers Point area and the existing Spanish Bay trail system, utilizing the railroad right-of-way wherever feasible. If the railroad right-of-way is merged with adjoining parcels, the following easements shall be granted:

- an open space easement, encompassing the entire railroad right-of-way segment; and
- a public access easement, at least 12 feet in width, for the purpose of establishing a public recreational trail route.

LUD-11. Allowed uses for Coastal Zone areas designated OS-I:

- a. Asilomar Conference Grounds: overnight accommodations, conference facilities, low-intensity coastal-related recreation, and very limited public recreational access to protect coastal habitat to the extent compatible with protection of designated natural and biotic resource areas.
- b. Hopkins Marine Station and NOAA facility: coastal-dependent marine research and educational activities, aquaculture, and coastal-dependent recreation and public recreational access that is compatible with maintenance of coastal-dependent scientific and educational uses.
- c. Monterey Bay Aquarium: coastal-dependent marine research, educational and recreational activities and facilities, aquaculture, and public recreational access.
- d. Lighthouse Reservation: existing coastal-related institutional and military structures, low-intensity coastal-related recreation, and public recreational access compatible with protection of designated natural and biotic resources, including Crespi Pond, sand dunes and existing stands of Monterey pines.
- e. Critical infrastructure consistent with Local Coastal Program policies regarding coastal hazards and sea level rise.

LUD-12. Allowed uses for Coastal Zone areas designated RT:

- a. Monterey Peninsula Recreation Trail bicycle and pedestrian path; and
- b. appurtenant public recreational uses; and
- c. uses accessory to the above listed uses.

3.3 CULTURAL RESOURCES (CRS)

3.3.1 Background – Archaeological Resources

Native American Period (Pre-1500)

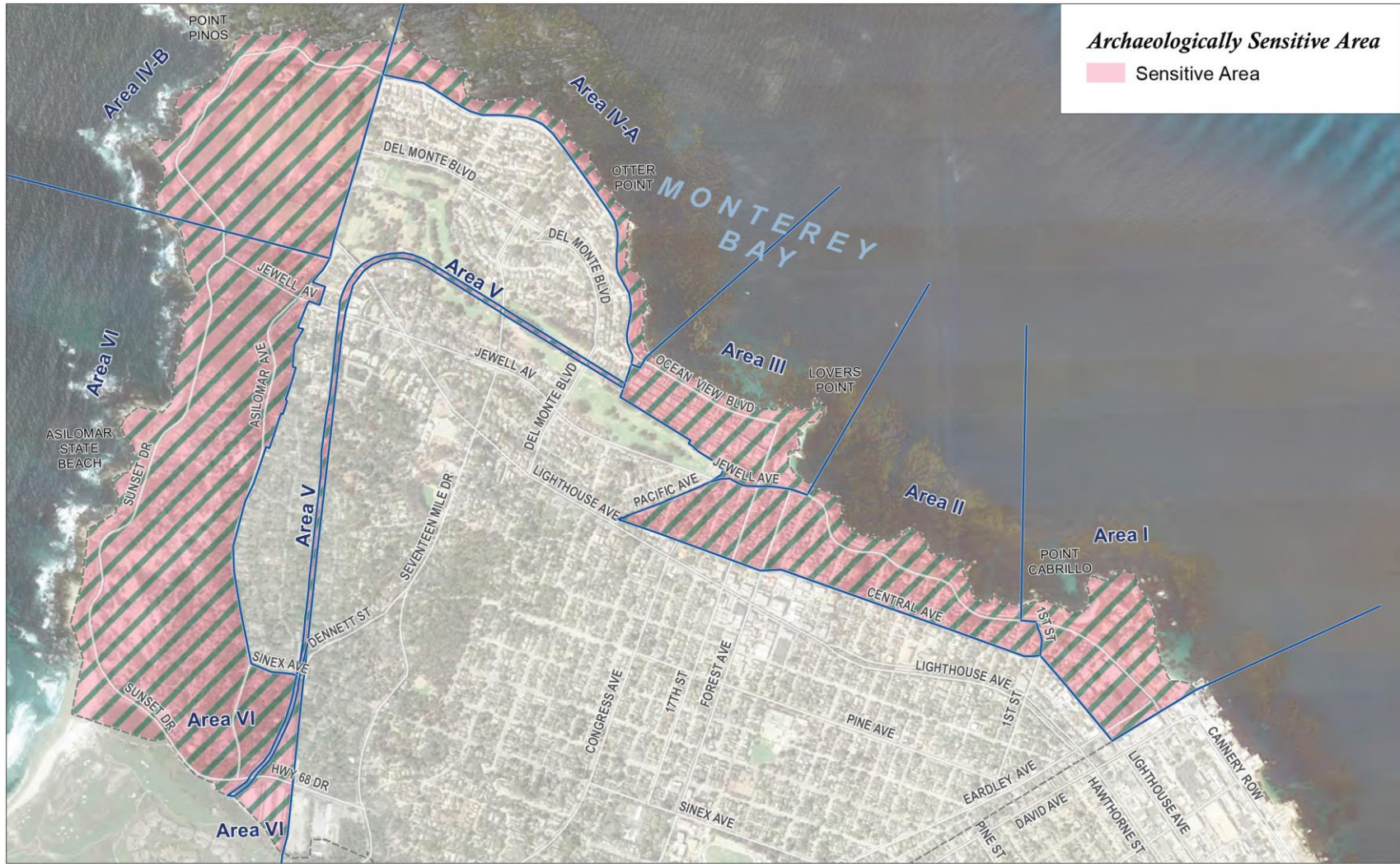
A generalized Archaeological Sensitivity Map for Pacific Grove designates the Coastal Zone as an area where there is a likelihood of prehistoric cultural resources, which is reflected in [Figure 7, Archaeological Sensitivity Map](#). In order to protect archaeological resources, and consistent with the Archaeological Resources Protection Act of 1979, detailed archeological reports are not publically available.

Over 7,000 years ago Rumsien Ohlone and Esselen peoples inhabited this coastal area of Pacific Grove, long before European contact. Extensive Archaeological research has been undertaken over the years. In keeping with the City’s high regard for its past history, and in support of the preparation

of the Land Use Plan, the City hosted a well-attended presentation by archaeologists during the summer of 2015 at Lovers Point Park.

The Ohlone linguistic group inhabited ancestral lands ranging from San Francisco Bay to Big Sur and numbered at least 15,000 before European contact. The Ohlone Costanoan Esselen Nation represents at least 19 villages of native peoples from the Monterey Peninsula and regions to the south. Archaeological resources are located throughout the Coastal Zone.

Figure 7: Archaeologically Sensitive Area



0 1800 feet

Legend

- Planning Area Boundaries
- City of Pacific Grove
- Major Roads
- Coastal Zone

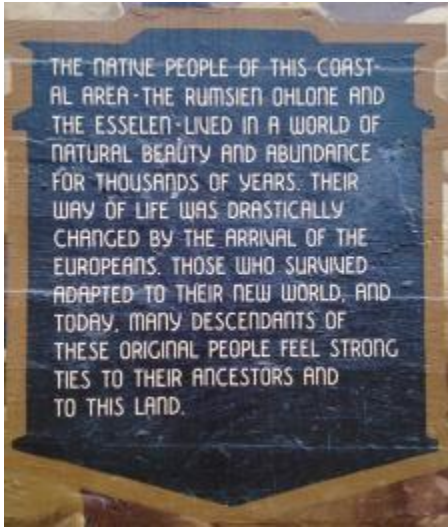
Source: City of Pacific Grove 1989, Google Earth 2013

Archaeologically Sensitive Area

City of Pacific Grove Land Use Plan

3.3.2 Coastal Act Policies – Archaeological Resources

The Coastal Act requires that any potential adverse impacts on archaeological and paleontological resources from development shall be mitigated through reasonable measures (Public Resources Code §30244).



The sign to the left appears on a 100+ foot mural painted on a wall adjoining Pacific Grove's recreation trail. Scores of people pause daily and examine the mural which portrays Pacific Grove's coastal environment since the pre-historic Ohlone cultures to the late 19th century founding of the City. The sign's message – that descendants of these original people feel strong ties to their ancestors and this land – seems to describe not only family descendants, but the love for Pacific Grove's timeless quality experienced by nearly everyone who visits Pacific Grove's Coastal Zone. Photo Credit – Jean Anton, 2015.

3.3.3 General Plan and Other Policies – Archaeological Resources

The Pacific Grove General Plan Historic and Archaeological Resources Element contain a discussion of the City's archaeological resources. As stated in §7.5 of the Historic and Archaeological Resources Element:

The entire Pacific Grove Coastal Zone has been designated an Archaeologically Sensitive Area. There are archaeological resources elsewhere in the Planning Area. A 1974 survey of Monterey County found archaeological sites within the Pacific Grove Planning Area. A 1977 archaeological survey conducted in connection with the Monterey-Pacific Grove regional sewer project revealed the existence of a 4,000-year old village site. More recent studies also indicate the likelihood of prehistoric cultural resources.

As part of the Coastal Development Permit process, the Coastal Commission has historically conditioned permits in Pacific Grove to require protection of archaeological resources. These requirements have included the following:

- Review of the site by a qualified professional archaeologist to determine its value;
- Preparation of environmental review documenting project impacts to archaeological resources under the California Environmental Quality Act;

- Re-siting or redesigning the project to minimize impact on archaeological resources; and
- Preparation and implementation of an archaeological mitigation plan which could include excavation or protection of the resource for future study by covering with fill or other mitigation measures.

3.3.4 Land Use Plan Policies – Archaeological Resources

- CRS-1.** The City will conduct consultations with any federally-recognized California tribal government listed on the most recent notice of the United States Federal Register and any non-federally recognized California tribe listed on the California Tribal Consultation List maintained by the California Native American Heritage Commission that identifies as native to the Monterey Peninsula, including the Ohlone Costanoan Esselen Nation, in accordance with state law.
- CRS-2.** The City will ensure the protection, preservation, and proper disposition of archaeological resources within the Coastal Zone by assessing the potential impact of proposed development and ensuring, to the maximum extent feasible, that tribal concerns are considered before actions on proposed development are taken and that such impacts are avoided, minimized, or mitigated in conformity with the Coastal Act and other applicable legal requirements.
- CRS-3.** The City will assist developers and landowners by providing early identification of sensitive sites so that archaeological resources can be considered and protected during the early phases of project design. The City shall require new development to prepare an archaeological report by a qualified professional and, where appropriate, shall require mitigation measures to adequately protect and preserve potential archeological resources.
- CRS-4.** The City will update the background information for all archaeological sites identified within the Coastal Zone to develop a current assessment of the resources’ potential historical significance and evaluate their vulnerability to climate change, including those sites recommended or determined to be eligible for listing in either the National Register of Historic Places or the California Register of Historic Resources; and conduct the further research needed in order to determine the present condition of each site and to make an assessment of their potential eligibility for listing on either register, and therefore, their potential historical importance.

3.3.5 Background – Historic Resources

Pacific Grove is a small coastal town located at the tip of the Monterey peninsula adjacent to the Pacific Ocean and Monterey Bay. It is defined by a unique combination of natural features, rich history and traditional neighborhoods that create a special place for its residents and attracts visitors

from around the world. It is part of the rocky shoreline of Central California with accessible pocket beaches and is framed by Monterey Pines and Cypress trees in a backdrop of rising ridge lines that result in a spectacular relationship of forest and sea.

The City of Pacific Grove features an outstanding collection of historic buildings located in a magnificent coastline setting. With its origins as a summer religious retreat, referred to as the Retreat, the primary organizing feature of its early development was the subdivision of land into small lots designed for seasonal use. The City of Pacific Grove's Coastal Zone includes a portion of the Retreat which is considered to be a "special community" and new development shall protect this special community and neighborhoods, and its unique natural and built resources, as provide in the Coastal Act. Today, each neighborhood exhibits features that enhance the livability and "home town" character of the community.

The Spanish Period

During the Spanish expeditions in the 1500's, Juan Rodriques Cabrillo sailed by Monterey Bay in the fall of 1542, which he called "Bahia de los Pinos" or Bay of the Pines. On the same voyage, Cabrillo called Point Pinos, "Cabo de Pinos." In 1602, Sebastian Vizcaino sailed a fleet of three ships north from Mexico to explore the "Alta" California coast. During his visit he renamed the bay to be "Puerto Monte-Ray" or Monterey Bay, and the cape or point, to be "Punta de los Pinos" also known as Point Pinos. During 1769 and 1770, Father Juan Crespi was part of the overland trips conducted by Gaspar de Portolla and Father Junipero Serra. On May 2, 1770, Father Crespi wrote in his diary about the "Salty Lagunas" at Punta de los Pinos, which are now called Crespi Pond.

The Mexican Period

From 1821 to 1846, Mexico ruled over Alta California, and in 1833 the "Rancho Punta de Pinos" land grant was awarded by the governor of Mexico to a soldier from the nearby Monterey Presidio. That land was bounded by the Pacific Ocean on the west and Monterey Bay to the north, and westerly of the easterly boundary line, drawn from Point Alones (Abalone Point) to the north and to Cypress Point now part of Pebble Beach to the south. The City of Pacific Grove roughly aligns with the boundaries of Rancho Punta de Pinos. There is no visible evidence of buildings or structures from the Native American, Spanish period, or Mexican Periods in Pacific Grove.

Post Mexican-American War

The war ended in in 1848. In 1849, California was admitted into the United States and the Point Pinos Station was constructed in 1854 on U. S. government land. It is the oldest structure in Pacific Grove and continues to operate to this day. During that period of transition, Chinese immigrants built a small fishing village for about 500 people in a small sheltered cove west of Alones Point that was occupied from approximately 1850-1906. At the turn of the century there were increasing demands from the

residents to remove the Chinese Fishing Village for a variety of reasons, some driven by ethnic prejudice and others that were economic. In 1905, the Pacific Improvement Company, owners of the land, gave notice to the fishing village leaseholders that their leases would not be renewed. A devastating fire erupted on May 16, 1906 destroying the village and the Pacific Improvement Company, owners of the property, did not rebuild the structures. After a brief stand-off, the former residents of the village moved to Cannery Row when a property owner, J.B. McAbee offered a twenty-year lease on his beach.¹



*Point Pinos Lighthouse.
Pacific Grove's Coastal
Scenery. Photo Credit:
Stephen Bay,
BayImage.net/City of
Pacific Grove website
at
www.cityofpacificgrove.org.*

After California joined the United States, the U. S. Coast Survey prepared a detailed map in 1852 of Monterey and coastline including Point Pinos to aid in navigation. As mentioned above, the Lighthouse that was built in 1854 remains in operation. It is listed on the National Register of Historic Places.

In 1859, developer David Jacks bid on and paid slightly more than \$1,000 for 30,000 acres of Pueblo Lands surrounding the settlement of Monterey. In 1864, Mr. Jacks purchased Pueblo Lands from the Mexican era Rancho de los Pinos. Eventually, it is estimated that Mr. Jacks controlled approximately 100,000 acres of Monterey County land—including all of what would become the city of Pacific Grove. For the most part, these vast landholdings were used for ranching operations, functioning much as they had during the Mexican era.

¹ City of Pacific Grove Final Historic Context Statement, October 31, 2011, Page and Turnbull, pages 127-130.

Pacific Grove Retreat

The historic Pacific Grove Retreat (Retreat) is partially located in the Coastal Zone. Within the Coastal Zone, the Retreat is bounded by Pacific Avenue to the west, Dewey Avenue to the east, and Central Avenue to the south. Outside of the Coastal Zone, the Retreat boundaries extend to Lighthouse Avenue to the south. Due to the Retreat's unique historic, architectural, and scenic characteristics the area is an important resource to the community and draws many visitors. As such, the area of the Retreat within the Coastal Zone is considered a "special community" within the context of Coastal Act §30253(e) and policies included in this Land Use Plan ensure the area is protected.

The Pacific Grove Retreat dates to 1875, when about 100 acres of land near Jewell Park and Lovers Point were donated by David Jacks for the establishment of a Methodist retreat center. The unique architectural and visual character of the Pacific Grove Retreat is due to its historic origins as a 19th century coastal Methodist coastal retreat – the only such relatively intact community remaining on the Pacific coastline.

An outstanding feature of the Pacific Grove Retreat is the number and concentration of late 19th and early 20th century structures that have survived. Over half of the 385 residential structures in the Coastal Zone portion of the Pacific Grove Retreat are identified in the City's Historic Resources Inventory. The area between Pacific Street and Grand Avenue is particularly rich in historic buildings and possesses a significant concentration, linkage, and continuity of sites, buildings, structures, and objects united historically or aesthetically by their physical development.

The 1875 Methodist Literary and Scientific Circle Meetings introduced the concept of scientific studies along the Pacific Grove coast. The Chautauqua movement with its national goals to promote "study in nature, art, and science" established its West Coast headquarters at the Retreat in 1879. The annual summer assemblies provided public education via lectures, concerts, and theatrical performances and a four-year reading course. Chautauqua Hall was built in 1881. In July 1889, the City was incorporated, and the first railroad service was established.

Pacific Grove continued to fill in the vacant lots of the Retreat, attracted visitors to auto camps and to develop new neighborhoods, such as Mermaid Avenue (aka "Bungalow City") The Beach Tract, City of Homes, Fairway Homes, etc.

Current land use in the Coastal Zone portion of the Pacific Grove Retreat is predominantly single-family residential. Newer multiple-unit dwelling from the mid to late 20th century period are concentrated near the commercial center on Lighthouse Avenue and along Ocean View Boulevard. Interspersed among the streets of historic homes are several small parks – Caledonia, Greenwood, Jewell, and Andy Jacobsen. The scale, vegetation, and physical features of the parks make a distinctive contribution to the total composition of the Pacific Grove Retreat.

Historic Structures and Other Resources

At Asilomar State Beach and Conference Grounds, historic and architectural resources are found in the eleven buildings (circa 1913) designed in the American Arts and Crafts Movement genre by the pioneering California woman architect Julia Morgan. The Julia Morgan buildings at Asilomar State Beach and Conference Grounds and the land between them have been designated as a National Landmark District, which is the highest level of recognition for a cultural resource in the United States.

The renowned Hopkins Marine Station of Stanford built at Cabrillo Point in 1917 near the Monterey Boat Works factory (circa 1916), was originally built at Lovers Point in 1892 as the Hopkins Seaside Laboratory, and was the first marine science research facility on the California coast.

Dr. Julia Platt became mayor in 1931 and obtained special California State Legislation that year designating an underwater Marine Garden as part of the City. Pacific Grove is the only city in the state with the right to control the lands beneath the ocean along its coastline. Two miles of the Marine Garden Fish Refuge adjoin both the Pacific Grove Retreat and a portion of the Beach Tract.

The City of Pacific Grove Historic Resources Inventory is on file at the City and lists the address, date of construction and the first owners of the historic structure. The Pacific Grove *Historic Context Statement*, approved by the City Council on October 19, 2011, identifies development patterns and significant property types within the City. It is intended to be used as a tool to better understand, evaluate and conserve the City's historic resources. Maps depicting the historical periods of development generally reflect the neighborhoods of those eras. Two Ad Hoc Committees regarding historic resources met in 2013 and 2016, and made several recommendations to improve efforts to preserve the City's historic fabric.

3.3.6 Coastal Act Policies – Historic Resources

The California Coastal Act seeks to minimize the adverse impacts to historical and archaeological resources within the Coastal Zone by requiring mitigation of any adverse impacts to these resources by any development (Public Resources Code §30244).

Two Coastal Act policies address protection of special communities. The Coastal Act requires that the unique characteristics of special communities and neighborhoods be protected (Public Resources Code §30253(e)) and provides that scenic and visual qualities of coastal areas are a resource of public importance which deserve protection from incompatible new development (Public Resources Code §30251).

The Coastal Zone area within the incorporated limits of the City of Pacific Grove includes the historic Pacific Grove Retreat which is a “special community” within the meaning of Public Resources Code §30253(e), and as described in: Part II “Findings and Policies” for Special Communities and

Neighborhoods of the California Coastal Plan, December 1, 1975, as provided in Public Resources Code §30002 and §30102.

Public Resource Code § 30253.e states new development shall “Where appropriate, protect special communities and neighborhoods that, because of their unique characteristics, are popular visitor destination points for recreational uses.”

3.3.7 General Plan and Other Policies – Historic Resources

In the past, the City took steps to protect historic resources including the Pacific Grove Retreat. Among these are:

- The preparation of the Historic Resources Inventory (1978);
- Adoption of the Pacific Grove Historic Context Statement (2011);
- The requirement that all exterior modifications be reviewed and approved;
- Revised zoning for the Pacific Grove Retreat;
- Formulation of design criteria as reflected in the City’s *Architectural Review Guidelines for Single-Family Residences*;
- Regulation of the demolition of historic structures;
- The use of the Historic Building Code for improvements to older structures as required by state law; and

The Julia Morgan buildings at Asilomar State Beach and Conference Grounds and the land between them have been designated as a National Landmark District, which is the highest level of recognition for a cultural resource in the United States. Any proposed alteration of the historic buildings or surrounding area are required to follow guidelines and review processes administered by the State Office of Historic Preservation (Public Resources Code §5024.5).

The following policies on historic resources extend and strengthen existing protective measures. The policies are intended to:

- give explicit recognition to the Pacific Grove Retreat, the Julia Morgan structures, and other historical, architectural and cultural resources in the Coastal Zone;
- give clear status to the City’s Design Review Criteria,;
- add further protection against demolition of historic buildings; and
- promote a range of historic preservation methods and opportunities.

3.3.8 Land Use Plan Policies – Historic Resources

- CRS-5.** The Pacific Grove Retreat’s unique characteristic and architectural heritage contribute to the aesthetic, social, and economic well-being of the community, both for residents and visitors. The City will encourage the protection, maintenance, and enhancement of the unique historical, architectural, siting and visual characteristics of the Pacific Grove Retreat. Prior to any City review or regulatory action, all structures within the Retreat area constructed 50 years ago or more shall be evaluated for local historic significance. Historic resources in the Retreat area may seek relief from standards pursuant to DES-6.
- CRS-6.** All proposed development actions, including City public works projects, shall be consistent with maintaining the current scale and character of the Pacific Grove Retreat.
- CRS-7.** Rehabilitation, reconstruction, remodeling, or exterior modification of existing structures with historic or architectural significance in the Pacific Grove Retreat, and other neighborhoods in the Coastal Zone, shall relate to or retain the lines of the original design as much as possible and alterations shall provide evidence of substantial compliance to the Secretary of the Interior standards for historic resources.
- CRS-8.** Design review shall be required as part of the Coastal Development process in order to maintain historical continuity and visual harmony of new development within the Pacific Grove Retreat and other neighborhoods in the Coastal Zone.
- CRS-9.** In order to protect historic structures, unwarranted demolition shall be avoided by implementing standards for demolition.
- CRS-10.** The City will continue its ongoing programs of citizen involvement in carrying out its historic preservation policies and programs.
- CRS-11.** The City will continue to implement the Housing Rehabilitation Loan Program, and any other similar future programs, to assist property owners in the maintenance of structures in the Pacific Grove Retreat and other historical properties in good condition in order to retard physical deterioration. Possible approaches will include incentives, code enforcement, award programs, rehabilitation programs, and use of the California State Historic Building Code
- CRS-12.** Other historic or architecturally unique structures, including the Julia Morgan structures at Asilomar State Beach and Conference Grounds, shall be protected and maintained to the fullest extent possible. In order to preserve structures designed by Julia Morgan at the Asilomar State Beach and Conference Grounds, the City will encourage the State Historian to consult with the City on design review prior to any proposed exterior alterations.

CRS-13. The City will maintain and update the Historic Resources Inventory, with assistance from professional consultants and the Heritage Society of Pacific Grove, to provide a current description of the historic and visual character of the Pacific Grove Retreat and of the other historical neighborhoods in the Coastal Zone.

3.4 PUBLIC INFRASTRUCTURE (INF)

3.4.1 Background – Water Supply, Conservation, and Wastewater

Clean, potable water is a precious resource, particularly on the Monterey Peninsula and in Pacific Grove. Pacific Grove’s potable water is supplied by California-American Water Company (Cal-Am), a privately-owned utility. Potable water is regulated by the Monterey Peninsula Water Management District and by the City’s Municipal Code, Chapter 11.65. The Monterey Peninsula Water Management District maintains water allocation data for peninsula agencies and should be contacted for further information.

Pacific Grove obtains its water supply from surface water in Carmel Valley and from groundwater resources in the Carmel Valley and Seaside Groundwater Basins. Withdrawals from the Carmel Valley are governed by the State Water Resources Control Board and implemented by the Monterey Peninsula Water Management District. The Seaside Groundwater Basin is adjudicated and overseen by the Seaside Groundwater Basin Watermaster.

Cal-Am has been mandated to develop new water supplies for the Monterey District service area in order to decrease reliance on the Carmel River (pursuant to State Water Resources Control Board Order 95-10 and Cease and Desist Order 2009-0060) and the Seaside Basin (pursuant to the Seaside Basin Adjudication in California American Water v. City of Seaside, et al. (Monterey Superior Court, Case No. M66343). Various options ranging from water conservation measures to a desalinization plant are being explored. Several seawater desalination projects located outside of the City have been proposed that could supply water to the City in the future. In addition, the City’s Local Water Project is working to bring the decommissioned wastewater treatment plant back online to use treated water to irrigate the municipal golf course, cemetery, and other uses in lieu of potable water.

Currently, Pacific Grove has extremely limited water to distribute and maintains a Water Wait List. Water is allocated in accordance with Chapter 11.68 of the City’s Municipal Code. If a project requires additional water beyond what is allocated by the Monterey Peninsula Water Management District, an applicant may apply to place a project on the Water Wait List. To ensure that unanticipated water demands will not preclude coastal priority uses, Local Coastal Program policies support water conservation and reduction.

The City’s main sewer trunk line enters the Coastal Zone at Arena Avenue, from where it follows Asilomar Avenue northward, then Ocean View Boulevard eastward to Monterey. The entire distance

along Ocean View Boulevard is force main, and there are six pump stations located along the main between Arena Avenue and the eastern City limits. Most of the Ocean View Avenue force main, and five of the six pump stations between Arena Avenue and the eastern city limit, are within 150 feet of the shoreline. The remaining two pump stations are located in Planning Area VI, and neither of these is located within 150 feet of the shoreline. From Monterey, wastewater is pumped through the regional interceptor to the Monterey Regional Water Pollution Control Agency's treatment plant in Marina. Some of the wastewater treated at the Marina wastewater plant is recycled for irrigation of cropland. Many single-family residences in the Asilomar Dunes neighborhood use individual septic systems and are not connected to the City's sewer system. Connecting to the sewer system is typically triggered with redevelopment, as a condition of the building permit.

The City has significant wastewater infrastructure potentially at risk under combined sea level rise and coastal storm flooding, but duplication of this infrastructure would be infeasible at the current time and relocation to higher elevations would be difficult to accomplish. Phased and prioritized relocation of sewer lines would be more feasible to accomplish and could potentially be coordinated with long-term system maintenance or capital investment. A plan that took into account age and condition of the infrastructure, capacity and functionality of the infrastructure, and susceptibility to damage, would need to be developed in order to establish priorities for system relocation. Measures to safeguard against inundation damage to critical pump station facilities might be necessary as a short-term approach.

3.4.2 Coastal Act Policies – Water Supply, Conservation, and Wastewater

The Coastal Act limits expansion of new public works facilities to those improvements necessary to accommodate planned development or uses permitted by the Coastal Act. Where existing or planned public works can accommodate only a limited amount of new development, priority is given to recreation, coastal-dependent land uses, essential public services, and basic industries vital to the economic health of the region, state, or nation (Public Resources Code §30254).

3.4.3 General Plan and Other Policies – Water Supply, Conservation, and Wastewater

The Pacific Grove General Plan Public Facilities Element notes that Public Facilities Element Goal 1 is to maintain an adequate level of service in the City's water system to meet the needs of existing and future development. Public Facilities water supply policies prioritize available water allocation to best serve the City's needs, to accommodate coastal priority uses, and to ensure the provision of adequate fire flow.

The City has completed a Local Water Project. The City Council updated City ordinances and policies allocating new water into one of the City's four potable water reserve categories,

commercial, residential, governmental and community. Policies are needed to ensure that a portion of the water available to the City for new development is reserved for priority uses within the Coastal Zone such as public recreation, coastal-related commercial recreation, coastal-related visitor-serving facilities, and coastal-dependent industry. Non-priority uses like residential and general commercial uses within the Coastal Zone would then compete with the uses outside the Coastal Zone for the unreserved water available to the City for development.

The Land Use Plan policies on water supply and conservation that follow, supplement existing City policies and regulations by providing for:

- Reservation of a portion of the City’s available water supply for Coastal Act priority use development;
- Permitting new development only when there is adequate existing and long-term water supply to serve the development;
- Using reclaimed wastewater and captured runoff for irrigation and other beneficial uses where feasible; and
- Encouraging native low-water /drought resistant landscaping; to be planted in new development projects in order to conserve water, and require drip or micro-spray irrigation systems for both temporary and permanent irrigation.

3.4.4 Land Use Plan Policies – Water Supply, Conservation, and Wastewater

INF-1. The City Council shall annually review the City’s water allocation regulations and procedures, and the status of the City’s water reserves. To the maximum extent feasible, the City will reserve a sufficient quantity of water to accommodate coastal priority uses designated by the Land Use Plan (i.e. public access and recreational uses and visitor-serving uses) from its allotted water supply. This allocation shall include considerations of constrained and unconstrained water demand, taking into account sources and timing of new water supply, as well as the City’s overall land use and economic policies.

INF-2. Development shall only be approved if it is first clearly demonstrated that the development will be served by an adequate existing water allocation and sustainable long-term water supply. Individual private water systems, except for rainwater collection are prohibited.

INF-3. Recycled wastewater shall be used as much as possible to irrigate the Municipal Golf course, the City cemetery, and other landscaping areas, to the extent recycled water is reasonably available for such purpose.

INF-4. Wastewater disposal systems which minimize or eliminate marine resource pollution, and which provide for reclamation of wastewater for reuse, shall be encouraged.

- INF-5.** Development shall only be approved if it is first clearly demonstrated that the additional wastewater discharge associated with such development will not significantly adversely impact coastal resources, including marine resources. New development, including redeveloped structures, shall connect to the public wastewater treatment system.
- INF-6.** When considering new development or redevelopment/renovation projects, the City will consider the existing property domestic water allocation, the potential for on-site conservation and capture, and available City supplemental water as part of the water allocation.
- INF-7.** The City will continue to pursue the development of sustainable water supplies and develop new infrastructure, to the extent feasible, within locations not susceptible to coastal hazards.
- INF-8.** The City will maximize potential sources of new water by utilizing, where feasible, reclaimed wastewater and captured runoff for open-space irrigation. Development approval shall, as appropriate, include dual piping systems designed to allow for use of reclaimed water for irrigation and toilets in the future.
- INF-9.** New or expanded water or wastewater facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the Land Use Plan.
- INF-10.** The City will consider the relocation of critical water and wastewater infrastructure, as necessary and feasible, to protect those services from the effects of sea level rise and other coastal hazards.
- INF-11.** The City will encourage water conservation measures for new development to the greatest possible extent including, but not limited to, the use of water conservation fixtures and equipment including but not limited to high-efficiency washing machines and dishwashers, recirculation pumps, low-flow showerheads, shower shut-off valves, faucet aerators, etc., off-set of proposed water use, drip or microspray irrigation, storm water capture, greywater collection and reuse and native drought resistant landscaping.

3.4.5 Background – Storm Drainage

The City has five major storm drain lines, all of which collect storm water run-off at higher elevations and dispose of it offshore. Two lines drain westward into the Pacific Ocean and three drain northward into Monterey Bay. Numerous other outfalls serve local drainage areas. The most significant concern of the storm drain lines are the potential for discharge to result in marine resource degradation and the functionality of the outfalls. Storm water outfalls can function above or below the water line, but those discharging below the water line must be designed accordingly. An underwater storm water discharge pipe will be filled with sea water to the tide elevation, and thus capacity for storm water

within the pipe will be reduced. Underwater pipes can also collect sand from the ocean, also reducing capacity. An outfall sitting at the tide line would be best designed with a check valve to keep ocean water from entering. In some cases, pumping storm water out of the collection pipe might be desirable to overcome the counter-pressure of sea water and prevent storm water backing up where it reaches the tide level. In all cases, striving for appropriate filtration and treatment of storm water runoff prior to discharge is a priority of the City.

3.4.6 Coastal Act Policies – Storm Drainage

The Coastal Act does not specifically address urban storm drainage systems. For flood control to protect existing development or public safety, channelization and other structures are permitted if no feasible alternatives exist (Public Resources Code §30236). The Coastal Act does require that marine resources and other waterbodies be protected against degradation, and thus issues associated with pollutants in runoff are important Coastal Act considerations (e.g., Public Resources Code §§30230, 302310, 30233 and 30240).

3.4.7 General Plan and Other Policies – Storm Drainage

The Pacific Grove General Plan Public Facilities Element includes two goals relating to accommodation of storm water flows: accommodate runoff and avoiding and mitigating potential pollutants in runoff associated with existing and future development; and prevent property damage caused by flooding.

3.4.8 Land Use Plan Policies – Storm Drainage

Refer also to the Water and Marine Resources policies in §2.2.4.

INF-12. In order to minimize impacts from coastal hazards as well as to avoid impacts to water quality, public access, and scenic and visual resources, there shall be no net increase in beach outfalls and the City will seek and pursue opportunities to consolidate and/or eliminate reliance on storm water outfalls that convey storm water onto the beach and/or into Monterey Bay or Pacific Ocean. Outfalls that are below sea level, or are likely to be below sea level with sea level rise and/or high storm tides, shall be designed to prevent the entry of sea water and sand to the extent practical, and shall be regularly monitored and maintained to avoid marine resource degradation. Further, outfalls shall be sited and designed, to minimize public view impacts including as seen from the beach and other shoreline public viewing areas as much as possible, including through concealing, screening, and camouflaging outfalls, and through the use of natural storm and energy dissipaters to reduce erosion and improve visual appearance.

INF-13. The City will implement, where feasible, “best management practices” (BMPs) in parking areas near the coast to capture sediments and other pollutants, to filter and treat runoff prior to discharge, and to incorporate water quality protection features, such as Low Impact Development designs, into new or upgraded storm water system facilities and adjacent areas.

3.4.9 Background – Transportation

The City’s principal traffic circulation system within the Coastal Zone includes Ocean View Boulevard and Sunset Drive as a continuous two-lane scenic drive, and portions of the City’s major thoroughfares: Central Avenue and Highway 68. Asilomar Avenue also provides north-south access to the Asilomar State Beach and Conference Grounds and Point Pinos.

A *Pacific Grove LCP Transportation Analysis* prepared by Hatch Mott MacDonald and included in the Local Coastal Program Background Report, found that traffic volumes, as well as tourist and recreation activity, are expected to increase about 20 percent over the next 25 year period. The analysis indicates that for the most part, traffic increases of 20 percent would not be expected to result in significant impacts to traffic operations in the Coastal Zone through 2035. That is not to say that such conclusion will be assured, and it is incumbent on the City to ensure that new development is analyzed for its potential to adversely impact circulation in accordance with the California Environmental Quality Act. The following paragraphs summarize facilities that are explained in more detail in Appendix A.

Transit Service

Monterey-Salinas Transit Routes 1 (Asilomar-Monterey) and 2 (Pacific Grove-Del Monte Center) provide limited transit service within Pacific Grove. Both routes provide service on one-hour headways on both weekdays and weekends. Connections to other transit routes that serve the region are provided at the Monterey Transit Plaza, located in downtown Monterey. Route 1 provides service between the Monterey Transit Plaza and Pacific Grove with service to portions of the Pacific Grove Coastal Zone. Coastal Zone locations served by Route 1 include the Asilomar State Beach and Conference Center, Point Pinos Lighthouse, and Lovers Point Park. Route 2 circulates within Pacific Grove, but does not serve areas within the Coastal Zone. Route 2 interfaces with Route 1 at a stop located at Lighthouse Avenue and Fountain Avenue.

Bicycle Facilities

The Coastal Zone contains the southernmost section of the Monterey Bay Sanctuary Scenic Trail. The Monterey Bay Sanctuary Scenic Trail provides a public trail along the shoreline of the Monterey Bay National Marine Sanctuary, extending between Pacific Grove and Marina, with planned extension into Santa Cruz County. The segment of the Monterey Bay Sanctuary Scenic Trail in Pacific Grove

extends between the easterly City limits near Eardley Avenue to Ocean View Boulevard at Lovers Point. It has a paved portion (a Class I Bike Path which is separated from vehicle travel lanes) and an adjacent gravel path designated for pedestrians. The path varies in width from 10 feet to 22 feet. Bicyclists, pedestrians, and surreys share the path. Ocean View Boulevard extending from Eardley Avenue to Asilomar Avenue is a Class III bikeway. A Class III bikeway consists of a shared right-of-way with vehicles in a travel lane. Ocean View Boulevard-Sunset Drive, between Asilomar Avenue and Seventeen Mile Drive, is striped with Class II bike lanes. A Class II bikeway provides a striped bike lane on the outside of each vehicle travel lane.

Pedestrian Facilities

This critical public resource shall be protected from all adverse impacts including coastal hazards. Sidewalks are provided along most, but not all streets in the Coastal Zone Areas I, II, and III. In Areas IV-A, IV-B, and VI there are typically no sidewalks, but portions of these areas contain pedestrian trails as a part of Asilomar State Beach and Conference Center. Area V consists entirely of the Union Pacific railroad right-of-way that is currently, and has historically, been used as a walking path by the community. There exists a designated Recreational Trail along almost all of the City's shoreline that provides pedestrian access along the shoreline from the City of Monterey to the Del Monte Forest.

Parking

On-street parking can be found in all Planning Areas of the Coastal Zone, except for Area V, which consists only of the Union Pacific railroad right-of-way. Certain areas have time limitations; however, only Planning Area I currently has any metered parking. There are no parking lots in Areas I or II, and there are 32-space and 17-space lots in Area III near Lovers Point Park. Parking within Planning Areas IV-A, IV-B, and VI are largely shoulder and pullout parking along Sunset Drive; however, Area VI does not have any pullouts. Most of the parking occurs on the roadway shoulder on the ocean side of Sunset Drive. Asilomar State Beach and Conference Center provides parking areas for its users and visitors, as do the businesses in the commercial area. Universal access facilities are located at various locations. Many of the parking areas are unpaved, and some have experienced erosion as a result. With the exception of the metered parking adjacent to Hopkins Marine Station, the remainder of the coastal access parking along the shoreline (e.g., along Ocean View Boulevard and Sunset Drive) is currently free, some of which is conditioned to be free in perpetuity by prior Coastal Development Permits.

3.4.10 Coastal Act Policies – Transportation

The Coastal Act provides that new development contribute to the improvement of coastal access by facilitating transit, providing non-automobile circulation, providing adequate parking, and correlating residential development with the provision of on-site recreational facilities and adequate local public

parks (Public Resources Code §30252). The Coastal Act limits expansion of new public works facilities to those improvements necessary to accommodate new development or uses permitted by the Coastal Act (Public Resources Code §30254).

3.4.11 General Plan and Other Policies – Transportation

The Pacific Grove General Plan Transportation Element supports the present pattern of traffic circulation. The Ocean View Boulevard/Sunset Drive two-lane alignment is maintained to protect adjacent park lands, retain the scenic character, provide public access including parking access, avoid the need to acquire right-of-way, and reduce traffic safety problems where feasible. Some redesign to improve pedestrian and bicycle safety may be sought. No major road improvements in the City’s Coastal Zone are proposed currently, but improvements to facilitate bicycle and pedestrian movements are envisioned to encourage non-motorized access. Signalization and other traffic improvements may become necessary at certain intersections as additional development takes place. The Pacific Grove General Plan calls for such improvements to be provided by the adjacent development.

3.4.12 Land Use Plan Policies – Transportation

- INF-14.** The City will seek to make “complete streets” improvements to the existing circulation system serving the Coastal Zone for expanded use by all users including pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles.
- INF-15.** Asilomar Avenue shall remain a City thoroughfare providing access to Asilomar Conference Grounds and an alternate coastal access route between Highway 68 and Ocean View Boulevard.
- INF-16.** The City will require a construction phase traffic control plan for new development that has the potential to disrupt circulation on arterial or collector streets.
- INF-17.** Transit service and other means of transportation should be increased, where feasible, as a means of providing access for residents without automobiles, increasing the efficient use of coastal access roads, and as an approach to minimize adverse effects from special event traffic.
- INF-18.** The designation of a continuous bicycle route along Ocean View Boulevard and Sunset Drive, extending from the existing bike route sign at Eardley Avenue and Ocean View Boulevard to the south end of Asilomar State Beach, shall be retained, and shall be extended to the Seventeen Mile Drive intersection. The City will seek to upgrade this segment to a Class I bicycle path on the seaward side of the road preferably, or to a Class II or III bicycle lane if a Class I bicycle route is infeasible due to siting constraints.

- INF-19.** New development near popular visitor destinations shall be required to provide bicycle racks to encourage bicycle use.
- INF-20.** The City will continue to pursue acquisition of the Union Pacific railroad right-of-way, or an alternative route where acquisition is not feasible, to help provide for continued and enhanced recreational trail/open space use.
- INF-21.** The City will connect the Recreational Trail between Lovers Point to Asilomar State Beach and Spanish Bay.
- INF-22.** New development in the Coastal Zone shall include adequate off-street parking to minimize the disruption of significant coastal access routes. All traffic impacts associated with new development shall be mitigated appropriately.
- INF-23.** The City will improve, relocate, or appropriately manage parking pull-outs along Ocean View Boulevard east of Asilomar Avenue, for the purpose of restoration and protection of “edge” areas and prevention of erosion, consistent with protection of sensitive habitats and encourage walking with the addition of a formal trail that would reduce vehicle and pedestrian conflicts.
- INF-24.** The City will coordinate with relevant local, state, or regional, transportation agencies to study the effects of coastal hazards and sea level rise and the City will prepare a Shoreline Management Plan (SMP) that identifies adaptation strategies that could be used to address the specific vulnerabilities of public parkland along the shoreline and associated infrastructure. The SMP will evaluate the need to protect coastal resources, and maximize public access as sea level rises, and shall include various options for relocating or protecting circulation facilities in the Coastal Zone, including trails, streets, and bicycle lanes in a way that achieves these goals.

3.5 PARKS, RECREATION, AND PUBLIC ACCESS (PRA)

3.5.1 Background – Parks, Recreation, and Public Access

Public access is one of the major goals of the Coastal Act. The Coastal Act states that “each local coastal program...shall contain a specific public access component to assure that maximum public access to the coast and public recreation is provided” (Public Resources Code §30500). This section focuses on opportunities to preserve, provide, and enhance public access to the unique and diverse features of the City’s shoreline. Parks front the shoreline for most of the Coastal Zone. The City owns four shoreline parks comprising over 23 acres, and additional parkland is owned by the California Department of Parks and Recreation. There is unprecedented public coastal access throughout Pacific Grove’s Coastal Zone. See Figure 8.

Several terms are used throughout this section and are defined below:

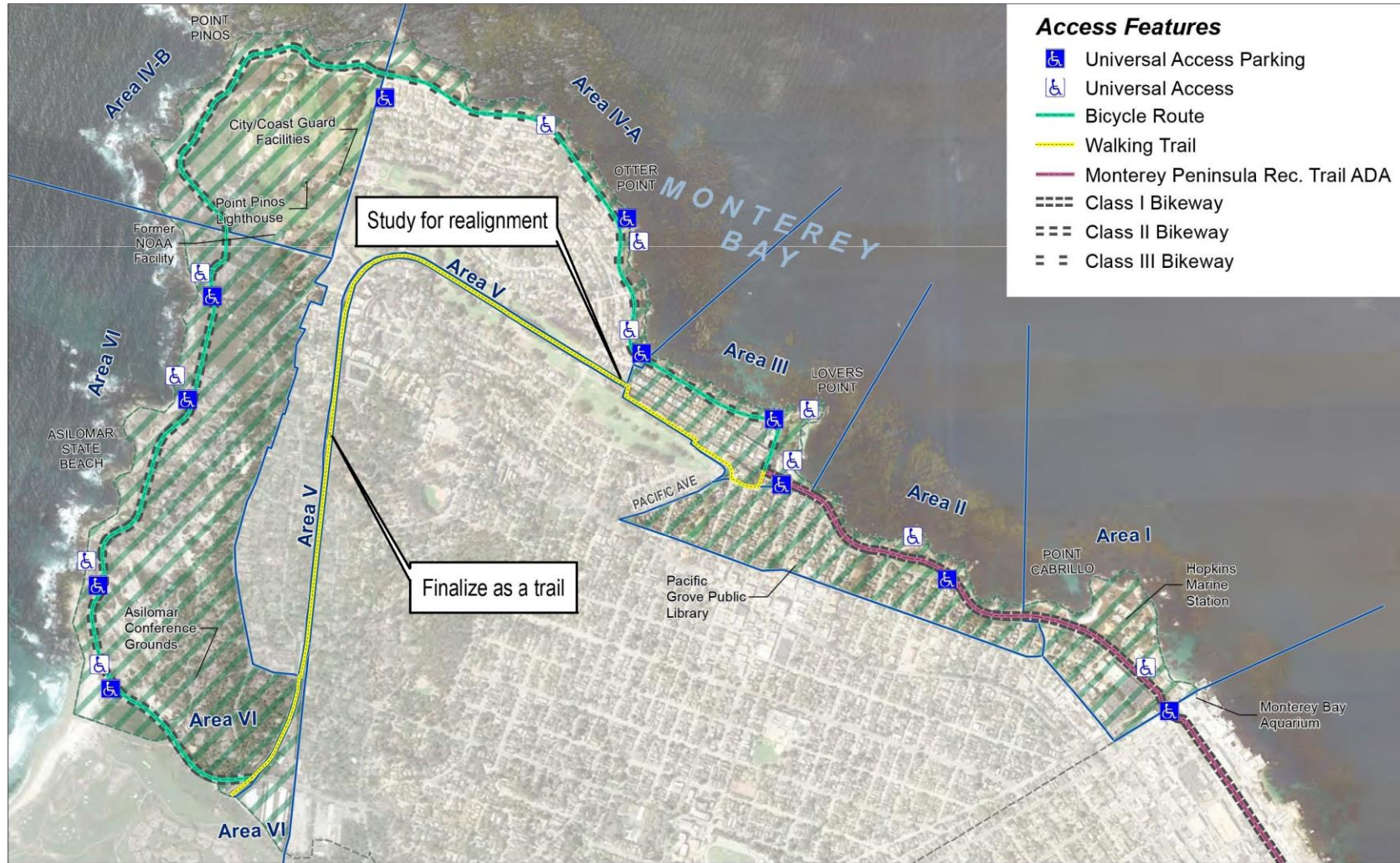
1. **Shoreline Access** is the provision of pedestrian access and other forms of universal access including bicycle, stroller, etc. from a public thoroughfare to and along the shoreline.
2. **Lateral Accessway** is an area of land providing public access along the edge and parallel to the shoreline either along the beach or coastal blufftop trail where access along the beach is not available.
3. **Vertical Accessway** is an area of land providing a connection between the first public road, trail, or use area nearest the sea, or a lateral accessway, and the immediate shoreline, beach, publicly-owned tidelands, and ocean. In cases of steep grades changes, it may include stairs or ramps to access the water's edge and beaches.

The following discussion describes the major lateral and vertical access areas, and areas providing visual access to coastal waters. Key features described are shown on [Figure 8, Coastal Parks, Trails, and Resources](#).

Area I: Point Cabrillo

The Monterey Bay Aquarium occupies Point Alones on the eastern shore of Pacific Grove. The aquarium is separated from Stanford University's Hopkins Marine Station by a 10-foot wide trail connecting the Recreational Trail with visual access overlooking the sandy beach (Fisher Beach) and offshore kelp forests. Most of the buildings of Hopkins Marine Station are distributed on Point Cabrillo, west of Point Alones. All of the property of Hopkins Marine Station is fenced, and public access is limited to facilitate long-term monitoring and experimental studies in the rocky intertidal area around Point Cabrillo. The fence serves as a barrier between the City's Recreational Trail and the sensitive bluff habitat and marine mammal habitat on Stanford University's property. A second small beach, Agassiz Beach on the eastern side of Point Cabrillo, provides access to the offshore kelp forests for Stanford's divers and small boats. On the western side of Point Cabrillo, a third small beach, West Beach is used by harbor seals to haul out and as the major rookery. The harbor seals, which are present throughout the year, are visible through the black chain-link fence along the Recreational Trail that parallels Ocean View Boulevard. The Hopkins Marine Station property extends westward along the coast to the junction of Third Street and Ocean View Boulevard.

Figure 8: Coastal Parks, Trails, and Resources



- Legend**
- Planning Area Boundaries
 - City of Pacific Grove
 - Major Roads
 - Coastal Zone

Source: City of Pacific Grove 1989 and 1998, Google Earth 2013

Figure 8
Coastal Parks, Trails, and Resources

City of Pacific Grove Land Use Plan

Vertical access to the shoreline at the east end of the Hopkins Marine Station property is provided by an easement required by the City in connection with re-subdivision of a portion of the Hopkins Marine Station property. It is connected to Ocean View Boulevard via a 10 foot wide strip which has been deeded to the City from the former Southern Pacific railroad.

Pedestrian use of the recreation trail north of Ocean View Boulevard is continuous and constitutes a major lateral access facility. Negotiations are continuing to acquire the remaining section of right-of-way, with all of the right-of-way through the golf course and cemetery having been acquired for use by the golf course and cemetery operations. The balance of the right-of-way from Lighthouse Avenue to Sunset Drive would be acquired for open space and an informal trail.

Signs directing visitors to the shoreline are located at the 1st Street/Central Avenue intersection, and the Ocean View Boulevard/Eardley Avenue intersection. A “bike route” sign is located on the north side of Ocean View Boulevard, at the foot of Eardley Avenue; this is one of two bike route signs within the Coastal Zone.

A parking lot between Sloat Avenue and Central Avenue, connected by a pedestrian bridge to the American Tin Cannery, provides parking for that development. Ten striped parallel spaces on the south side of Ocean View Boulevard provide additional parking. Street parking is available throughout the area. Unobstructed bay views are available at the inland Coastal Zone boundary along Central Avenue at 1st Street and Eardley Avenue.

Area II: Pacific Grove Retreat

There are no formal or designated accessways in this area, but a path network over the blufftop Shoreline Park provides continuous pedestrian access between Area I and Area III. Vertical access to pocket beaches is available by descending steep paths. Access on the blufftop and headlands and to the beaches is unmanaged. Concerns for user safety deserve attention.

The Union Pacific railroad right-of-way is currently a recreation trail along its entire stretch through this area. Access to the path is available through Berwick Park and, near 13th Street. Parking along either side of Ocean View Boulevard is available throughout Area II. From Central Avenue there are clear bay views along many of the local streets. The view down Grand Avenue of the rocks at Lovers Point is especially impressive. Along Ocean View Boulevard, continuous views of the bay are available. The undeveloped bluffs and headlands afford fine views of Lovers Point and Monterey.

Area III: Lovers Point

The Lovers Point area contains three beaches – one on either side of the pier, and one just west of the point itself. Stairways have been developed to serve all three beaches, and are connected by walkways and sidewalks on the blufftop. The beaches are utilized by sunbathers, picnickers, and divers. Universal access is available to the pier and to the beach south of the pier.

A path system commences at Lovers Point and continues westward to Perkins Park. Benches are located along the paths at several locations west of 17th Street. Small steps at the Ocean View Boulevard curb line provide direct access to the paths. Maintenance of the trails and vegetation has resulted in little danger to the blufftop habitat; however, erosion potential could be reduced by directing pedestrians to beach stairways. Access to the pedestrian path on the railroad right-of-way is available from the parking lot at the foot of Forest Avenue and 16th Street.

On-street parking spaces are available on 17th Street, on the north side of Ocean View Boulevard between Grand Avenue and 17th Street, and on the north side of Ocean View Boulevard. Besides the on-street parking spaces, a parking lot is located at the Ocean View Boulevard/17th Street intersection. Some parking spaces in this lot are designated for universal access. This parking lot is located at the westerly terminus of the Monterey Bay Sanctuary Scenic Trail.

In addition, a small parking lot with a two-hour time limitation that contains 17 diagonal, curbside and interior parking spaces is located on the outside of the roadway curve between 17th Street and Ocean View Boulevard. Two of the spaces in this parking area are designated for use by universal access. A universal access curb ramp located between these two spaces provides access to a pedestrian trail that connects to Lovers Point Park and overlooks the shore land area.

Views of the bay are generally continuous along Ocean View Boulevard. Lovers Point Park and Perkins Park provide numerous prime bay vantage points for the pedestrian. Bay views are also available to guests of multi-level motels along Ocean View Boulevard.

Area IV-A: Ocean View Area

A continuous path network runs the length of this portion of Perkins Park, from Lovers Point to Asilomar Avenues, providing a blufftop pedestrian link between Areas III and IV B. Numerous benches are located along the paths.

At four points (near the foot of Coral Street, Beach Street, Shell Avenue, and Sea Palm Avenue) stairways provide vertical access to small beaches. Currently, free parking is unrestricted in this area. Pullouts and parking on the bay side of Ocean View are located at: 1) Sea Palm Avenue 2) Otter Point between Acropolis and Coral Streets; and 3) between Asilomar Avenue and Acropolis Street. Picnic facilities are located at the Asilomar/ Acropolis pullout.

There is a Class III or shared right-of-way bicycle route in this area. Unrestricted bay views are available from Ocean View Boulevard, and from the paths and auto pullout areas in Perkins Park. Otter Point affords a popular vantage point for viewing the bay.

Area IV-B: Point Pinos

In this area, owned by the City and the United States Government, an informal path continues from the west end of Perkins Park, westward along the headlands and then southward to the last Ocean

View Boulevard pullout, near the 18th hole of the municipal golf course. Pedestrian access to the beaches is through informal paths. Unmanaged pedestrian access in the headlands area has resulted in considerable trampling of vegetation.

Parking pullout areas are protected by rip rap and pullouts vary in design, with some vehicles parked at the very edge of the headlands. Impacts to the bluff vegetation and resulting erosion are evident in several areas due to parking. Vehicle parking also occurs on the shoulder of Ocean View Boulevard adjacent to the dunes. Inland of Ocean View, parking is available on the Lighthouse grounds, and also on Asilomar Avenue at the entrance to the Lighthouse grounds. There are no parking restrictions in Area IV.

Signs stating “Marine Refuge” are located at the Ocean View Boulevard pullout at the foot of Asilomar Avenue, and on Ocean View at the foot of Lighthouse Avenue. Three informational signs concerning sensitive habitat for Black Oystercatchers and marine mammals have been placed within the Point Pinos area by the Bureau of Land Management’s California Coastal National Monument. The California Coastal National Monument rocks, exposed reefs, islands, and pinnacles are managed to protect biological, geological, cultural and visual resources. Signs prohibiting water contact activities and climbing on the Point Pinos rocky headlands are located on the beach opposite the former location of the United States Coast Guard fog horn that was removed in 2011. Visitor-directional signs are located at the Asilomar/Lighthouse Avenues intersection, and directly in front of the lighthouse entrance on Asilomar Avenue. Unrestricted bay and ocean views are available from Ocean View Boulevard, as well as from the Asilomar/Lighthouse Avenues intersection at the southeast corner of Area IV.

The former National Oceanic and Atmospheric Administration Southwest Fisheries Center facility at Point Pinos includes an exterior mural designed by Ray Troll entitled “Green Seas/Blue Seas: The California Current, Climate Change and Sustainable Fisheries” that depicts a century of history of the fisheries and fishing industry in Monterey Bay.

Area V: Union Pacific Railroad

In 1982, a joint powers agency consisting of the cities of Pacific Grove and Monterey, together with the Monterey Peninsula Regional Park District acquired the portion of the abandoned Union Pacific railroad right-of-way between Custom House Plaza in Monterey and Lovers Point. In 1984, the portion of the right-of-way between the Monterey Bay Aquarium and Lovers Point was developed as a designated Recreational Trail for pedestrians and cyclists. The remainder of the right-of-way was not purchased at the time.

The former right-of-way at the mobile home park is now privately owned and inaccessible. The route of the right-of-way from the mobile home park at Lovers Point passes through the City golf course and then through areas developed with single- and multi-family homes and motels. Limited ocean views are available from the right-of-way. Access to the right-of-way is provided at the various road

intersections with the former railroad tracks from Del Monte Boulevard to Pico Avenue. However, because the right-of way is now privately owned at the mobile home park and also passes through the golf course, the City should study the realignment of this proposed trail system to connect Lovers Point to Asilomar and Spanish Bay, ideally along the coastline.

Area VI: Asilomar

Dunes within the Asilomar State Beach and Conference Grounds are continually subject to moderate or heavy recreational use, depending on location. Interpretive signs have been used with limited success to guide people away from sensitive areas. A striped pedestrian way crosses Sunset Drive.

Development of the proposed Recreational Trail along the railroad right-of-way would provide an additional access opportunity. The only public parking facilities in the area are those at the Asilomar State Beach and Conference Grounds, including along the road. There are no restrictions on street-side parking in Area VI. Visitor-directional signs are located at the Asilomar Avenue intersections with Sinex Avenue and with Sunset Drive. There is an on-street bike lane at Asilomar along Sunset Drive out to Highway 68.

With the exception of the Sunset Service Area, any new development within this area will be on the inland side of Sunset Drive. Consequently, there is no possibility for development to interfere with ocean views from the portion of the road north of the Sunset Service Area. The Asilomar State Beach and Conference Grounds' dune areas adjacent to Sunset Drive possess considerable visual interest, and should be protected.

Asilomar State Beach makes up the majority of this planning area's shoreline lands. Two single-family residences are situated between the northern boundary of the State Beach and the southern boundary of Point Pinos' open shorefront lands. Lateral access is provided across both of these properties, providing for a continuous public trail connection between the Lighthouse Reservation shoreline area and Asilomar State Park shoreline area on either side of the residences, respectively. A continuous trail network, providing both lateral and vertical access opportunities, extends the length of the State Beach property.

There are no designated public parking facilities within Area VI. Currently public vehicle parking occurs on the shoulders and pullouts along Sunset Drive, with the heaviest concentrations occurring south of Pico Avenue. There are no restrictions on parking other than overnight parking. For a considerable distance, large rocks have been placed along the east side of Sunset Drive to prevent automobile intrusion onto State park property. Signs identifying the State Beach, warning of rip current hazards, and prohibiting camping and unleashed dogs are located at frequent intervals along Sunset Drive.

Continuous unobstructed ocean views are available from Sunset Drive, except at the two residences opposite Jewell Avenue and in the area of the Sunset Service area. Remaining undeveloped dune lands in the Asilomar dunes area, on the inland side of Sunset Drive, serve to lessen the contrast

between existing development and the undisturbed open space of Asilomar State Beach and Asilomar Conference Grounds. Maximum retention of open areas within the Asilomar dunes will help protect the visual qualities of this area.

3.5.2 Coastal Act Policies – Parks, Recreation, and Public Access

The Coastal Act requires that each Local Coastal Program contain a public access component (Public Resources Code §30500(a)). Other Coastal Act policies address public access, specifically requiring that any development occurring within the Coastal Zone shall not interfere with the public’s right of access. In addition, new development must provide access from the nearest public road to the shoreline so long as it is not inconsistent with public safety, military security needs, or protection of fragile coastal resources (Public Resource Code §§30210 through 30212).

Public facilities shall be distributed throughout an area in order to mitigate against impacts of overcrowding or overuse of any single area. In addition, new public works facilities must accommodate needs generated by development consistent with the provisions of the Coastal Act (Public Resources Code §§30212.5, 30252, and 30254).

3.5.3 General Plan and Other Policies – Parks, Recreation, and Public Access

The Pacific Grove General Plan Parks and Recreation Element contains numerous policies and recommendations regarding preservation of open space lands for the purpose of providing outdoor recreation. The Land Use Plan provides specific policies or recommendations regarding the provision of public access to the shoreline. The Land Use Plan policies on parks, recreation, and public access that follow supplement existing City policies and regulations by providing for specifics on coastal access and recreation.

3.5.4 Land Use Plan Policies – Parks, Recreation, and Public Access

PRA-1. The City will strive to provide safe and adequate access to and along the City’s shoreline and other points of public interest. The City will, to the maximum extent feasible, maintain a continuous pedestrian coastal trail, the length of the City’s Coastal Zone, seaward of Ocean View Boulevard/Sunset Drive. The City will adopt trail design standards, including width, pitch, surface condition, erosion control, proximity to the mean high tide line, and potential effects of sea level rise, including but not limited to temporary flooding, storm waves, erosion, and permanent inundation, when carrying out trail maintenance and/or upgrade activities. The City will also take into consideration designs and mitigations of potential adverse impacts to the California Coastal National Monument resources from public use and access. All public access trails and related

development shall be sited and designed to effectively integrate into the natural shoreline aesthetic as much as possible.

PRA-2. The City will enhance access to its shoreline, while maintaining the Coastal Zone’s unique character, by reducing the impact of automobiles. This shall be accomplished, in part, by encouraging use of public transit within the Coastal Zone, and by providing non-vehicular Coastal Zone access opportunities for bicycles and pedestrians. When considering a Coastal Development Permit application for any development that could reduce or degrade public parking opportunities near beach access points, shoreline trails, or parklands, including any changes in parking timing and availability, evaluate the potential impact on public coastal access, and ensure existing levels of public access are maintained, including through ensuring that alternative access opportunities, including bike lanes and parking, pedestrian trails, and relocated vehicular parking spaces, are provided so as to fully mitigate any potential negative impacts and maximize access opportunities. Any revenue from fee-based parking programs within the Coastal Zone shall only be used to fund public access improvements within the Coastal Zone.

PRA-3. Any sign that could reduce public coastal access, including signs limiting public parking or restricting use of existing lateral and/or vertical accessways, shall require a Coastal Development Permit. Appropriate signing should be considered for popular visitor destinations and access points in conjunction with other sign programs under coastal access and habitat protection policies. However, excessive signs and other visually intrusive landscape features shall be avoided. The City will develop a coordinated sign program for the City’s shoreline area to ensure consistency of information and presentation, and to ensure that such signs effectively integrate into the shoreline with the least amount of impact to public views.

PRA-4. The City will update the Coastal Parks Plan for inclusion in the Local Coastal Program, for all public parks within Pacific Grove’s coastal zone, including the Lighthouse Reservation. The purpose of the Coastal Parks Plan, including as it relates to shoreline access is to:

- a. Provide improved and enhanced accessways and control unrestricted parking by use of appropriate barriers or other means, consistent with the visual resource and public access protection policies of this plan;
- b. Improve the existing sign program to include interpretive information pertaining to public safety, public access, protection of sensitive habitats, and special natural or man-made features;
- c. By regulating public use and access to the shoreline, prevent overuse and damage to biological, cultural, geological, and visual resources by developing regulations concerning maximum public usage; and

- d. Provide standards for maintenance, management, and development of the City's coastal parklands in a manner consistent with the Resource Management policies of the Land Use Plan.
- e. Implement the Coastal Commission approved Shoreline Management Plan in conformance with Policy Haz-6.

PRA-5. As part of the planning process for any updates to the Coastal Parks Plan, and/or as part of the Coastal Development Permit review process for any development within the Planning Areas identified below, the City will analyze the potential impacts of coastal hazards and sea level rise, and identify opportunities to ensure continued public access over time. The City will also consider the following opportunities:

- a. Planning Area I: Encourage Hopkins Marine Station to maintain a low profile, low visibility fence or barrier that is sited and designed to limit public view degradation as much as possible. Pursue opportunities to provide lateral and vertical access along the Hopkins shoreline as much as possible without negatively impacting the habitat or the scientific mission of the Station. Encourage enhanced visitor and public access, circulation and parking at the American Tin Cannery building and property;
- b. Planning Area II: provide well-defined trails along the bluffs with stairways to provide access to the water and direct recreation to Berwick Park, but balance the need to protect Environmentally Sensitive Habitat Areas;
- c. Planning Areas III and IV: create formal trail network and restore native vegetation and reduce erosion by directing pedestrians to beach stairways along the coast.
- d. Planning Area IV: clearly define parking areas from 17 Mile Drive west to protect bluff vegetation and reduce erosion, while maximizing public coastal access, and seek means to reduce conflicts between automobile and pedestrians and cyclists (e.g., ingress/egress direction, etc.);
- e. Planning Area VI: on state-owned lands west of Sunset Drive, reduce habitat damage by vehicles and reduce conflicts with pedestrians/bicyclists;
- f. Planning Areas I, II, III, IV and VI: develop an accessways maintenance program for all existing and new shoreline accessways;
- g. Planning Area V: Study potential recreation trail realignment between Lovers Point Park and Lighthouse Ave.;
- h. Consider relocation or renovation of parking areas to reduce erosion and delineate specific tour bus pullout areas and tour bus parking elsewhere should be prohibited; and

- i. Develop adaptation strategies for the potential of higher storm waves, erosion, and other coastal hazards due to anticipated sea level rise. Strategies may include considering the addition of natural granite boulders to the shore area in key locations to dissipate wave energy; a plan for relocation of stair wells and access trails, points and signage, etc.; or other strategies that protect/preserve public access and recreation opportunities.

PRA-6. Excessive signs and other visually intrusive landscape features shall be avoided.

PRA-7. The City will encourage the State to continue to implement the Resource Management Plan for Asilomar State Beach and Conference Grounds to the extent its implementation is consistent with the Local Coastal Program and the Coastal Act and to include provisions for designated accessways which are both safe and non-disruptive of sensitive habitats.

PRA-8. Development with the potential to impact public access, whether during construction or after, shall develop a Public Access Management Plan designed to identify and limit impacts to public access. Plans shall identify peak use times and measures to avoid disruption during those times, minimize road and trail closures, identify alternative access routes, and provide for public safety. Plans associated with temporary events shall include additional strategies to avoid impacts to parking and access, including, but not limited to, the use of shuttles to off-site parking locations and bike valet programs.

PRA-9. New development shall ensure that public access opportunities are maximized, including though offsetting any temporary (e.g., during construction) and potential permanent impacts to public access (including in terms of increased traffic leading to impacts to public access use of the City's circulation system) appropriately and proportionally. Development shall provide for public access enhancements and improvements as much as possible, including in terms of providing public access use areas in private development projects (e.g., visitor serving development) as appropriate. Development that does not meet these requirements shall be denied.

PRA-10. The City may seek a Coastal Development Permit to establish paid public parking spaces with reasonable rates in appropriate places, including in areas unencumbered by existing Coastal Development Permits, in order to establish a dedicated funding source to improve and enhance coastal access.

PRA-11 Lower cost visitor-serving facilities, including overnight accommodations and public recreational opportunities, shall be provided and encouraged. Existing lower-cost accommodations shall be protected and maintained. Overnight accommodations are reserved for transient uses only (30 days or less).

PRA- 12 New development shall avoid adverse impacts to the availability and provision of lower and moderate cost visitor accommodations in the City. If new development would result

in a decrease in the available supply of existing lower cost visitor accommodations, or would fail to provide a range of affordability, or fail to use land suitable for lower cost accommodations for that purpose, mitigation shall be required as determined by a project-specific impact analysis.

PRA-13 Short term vacation rentals are considered a lower cost visitor accommodation and are permitted in the coastal zone so long as such rentals do not adversely impact coastal resources or unduly burden residential neighborhoods.