



AGENDA REPORT

TO: Planning Commission
FROM: Mark Brodeur, Community and Economic Development Director
MEETING DATE: January 22, 2015
SUBJECT: Local Coastal Program Update – Visitor Accommodation and Visitor Commercial Land Use Designations and Development Regulations
CEQA: Not a “Project” under the California Environmental Quality Act (CEQA)

RECOMMENDATIONS

Receive report and provide general policy guidance regarding Visitor Commercial and Visitor Accommodation Land Use designations and development regulations.

DISCUSSION

Chapter 3, Article 2 of the Coastal Act supports public access to the coast, which includes overnight accommodations.

Section 3.3.4 of the existing City of Pacific Grove Local Coastal Program Land Use Plan contains policies related to Visitor Accommodations and Visitor Commercial uses. Visitor Accommodation permits:

- overnight lodging facilities and;
- limited appurtenant restaurants and shops where appropriated.

Visitor Commercial principal permitted uses include:

- Visitor accommodations;
- Food and drink establishments;
- Visitor-oriented retail commercial activities; and
- Public parking facilities.

The American Tin Cannery (ATC) site, located at 125 Ocean View Blvd. is currently designated Visitor Commercial and visitor accommodation uses, like a hotel are a principal permitted use.

Additionally, the properties along Sunset Drive located within the Coastal Zone boundary are designated Commercial in the General Plan. General Plan S.2.15.3 Sunset Service Commercial (SSC) provides for retail and services uses, offices, restaurants, gasoline service stations, fabrication and light manufacturing. This portion of the City, adjacent to the Asilomar Hotel and Conference Grounds, may benefit from changing the land use designation from Sunset Service Commercial, to Visitor Commercial and/or Visitor Accommodation to allow overnight lodging and/or visitor commercial uses that differ from the existing commercial uses and are more supportive of visitors to the area.

Development Regulations

Land Use Plan policies 3.1.1 and 3.3.5 include development regulations, such as limits on height, densities, and parking requirements for visitor commercial uses, including hotels. Section 3.1.1 limits heights to up to 40 feet in Coastal Planning Area 1, the location of the ATC, and Coastal Planning Area 3. The remainder of the Coastal area is limited to 25 feet. Parking requirements are also included.

Land Use Plan policy 3.3.5.3 includes development regulations that limit maximum hotel density to one unit per 2,500 square feet, building coverage to 50%. These regulations appear to have been developed to facilitate suburban, low density types of development, and may not be appropriate for more urbanized sites, like the ATC. Low density requirements may also inadvertently facilitate new higher cost visitor accommodations by limiting the number of rooms that can be constructed.

ATTACHMENTS

1. Existing Local Coastal Program Land Use Plan policies 3.1.1 & 3.3.5
2. Hotel Density Excerpts.

RESPECTFULLY SUBMITTED:



Mark Brodeur
Community and Economic Development Director

3. COASTAL ZONE LAND USE AND DEVELOPMENT

3.1 INTRODUCTION

Pacific Grove is an old city with a special heritage. Land use patterns throughout most of the city are well established. Little vacant land remains. In many ways, Pacific Grove's development has been exemplary. It is widely known as one of the most pleasant and livable communities on the California coast. 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.

Challenges that lie ahead for the city include ensuring that the shoreline areas always remain open for public use, and that adequate recreational support facilities are provided. Management of infilling within the Retreat area, and control of redevelopment of old structures will also be an increasingly difficult challenge in the years ahead.

With the annexation of the Asilomar Dunes area in 1980, the City assumed new land use planning responsibilities. Nearly half of the residential parcels in this area are undeveloped. Their location, in a scenic coastal area, and on sand dunes supporting several rare and endangered plants, makes careful control of future development critical.

These land use planning issues are specifically addressed by the Coastal Act. The sections that follow provide more detailed background, and set forth policies that support and strengthen existing City regulations in these areas. Figure 4, the Coastal Zone Land Use Plan, supports the policies and illustrates the general kinds, locations and intensities of uses to be permitted within the City's coastal zone. The land use policies that follow and Land Use Plan Map are, with only limited exceptions, a direct reflection of existing development and present City regulations.

3.1.1 Regulation of Development in Coastal Zone

1. All new development shall be consistent with the land use designations and other requirements of the certified Land Use Plan, including the certified land Use map (Fig. 4). Residential densities shall not exceed those specified on the

Land Use map, and may in specific instances be reduced by application of the Land Use Plan policies.

2. New buildings shall be limited to two stories (25 ft.) in height unless otherwise specified by this Plan. In Land Use Plan Areas I and III, the limit will vary but in no case shall it be more than three stories (40 ft.). Building height shall be measured as the distance above natural grade within the foundation perimeter, prior to grading or other development.

3. For all types of structural development, adequate parking spaces shall be provided, proportionate to expected use. Such parking shall generally be provided on-site, although off-site parking may be considered where necessary to save historic structures or where adequate assessments are made for provision of close-by off-site parking facilities. For the following classes of development, the minimum number of spaces shall be:

- a. For motels and bed-and-breakfast projects, one space per unit;
- b. For each family unit in a multi-unit residential structure, one and one-half spaces per unit for units of one or less bedrooms; two spaces per unit otherwise;
- c. For all other residential units, two spaces per unit; and
- d. For restaurants, professional offices and commercial developments, one space per 300 square feet of floor area.

4. The scenic native forest within Asilomar Conference Grounds, along Asilomar Avenue, and within the abandoned railroad right-of-way, shall, to the maximum feasible degree, be retained, consistent with the uses allowed by this Plan. Landscape trees which contribute to the scenic views elsewhere in the City's coastal zone shall be protected or, when necessary, replanted. All tree removal shall be in accordance with the City's existing tree protection requirements (City Ordinances Chapter 12.16, included as Appendix B).

5. This section shall be implemented through adoption of appropriate zoning ordinances, which will specify the procedures and standards for carrying out each chapter of this Plan, and will require that a coastal development permit be required for new development within the City's coastal zone jurisdiction.

3.1.2 Federal Lands

Hopkins Marine Lab property are designated for visitor-commercial uses. The privately owned lands seaward of Sunset Drive (near Lighthouse Avenue) are designated "rural" residential in the General Plan, but are shown in the 1975 Open Space and Conservation Plan as "unincorporated lands recommended for open-space."

The policies that follow supplement and strengthen existing policies and regulations by providing for:

- Reservation of specific areas for recreational uses, visitor accommodations, visitor-commercial and coastal-dependent uses;
- Development of implementation procedures to give priority to visitor-oriented uses over general commercial uses; and
- Improved and new visitor-serving facilities (parking areas, bike route and parking racks, visitor-information/interpretive sign program, and railroad right-of-way recreational trail).
- The City recognizes the desirability of a proposed extension to the recreation trail along the abandoned Southern Pacific right-of-way. The City will work jointly with the Monterey Peninsula Park District to pursue this project.

3.3.4 General Policies

1. Protection of sensitive habitats, natural landforms and scenic resources shall be major considerations in planning for recreation and visitor-serving facilities.

2. The following coastal zone areas or facilities shall be reserved for visitor-serving uses and are designated "V-A" (Visitor Accommodations) or "V-C" (Visitor Commercial) on the LCP Land Use Plan map:

- All existing visitor accommodations and restaurants,
- Vacant parcel adjacent to Chase Park,
- Areas inland of Ocean View Boulevard between Dewey Avenue and the City's eastern limits.

Principal permitted uses for areas designated "Visitor Accommodations" include:

- a) Overnight lodging facilities and limited appurtenant Public restaurants and shops where appropriate.

Principal permitted uses for areas reserved for "Visitor-Commercial" facilities include:

- a) Visitor accommodations,
- b) Food and drink establishments,
- c) Visitor-oriented retail commercial activities such as:
sporting and photographic equipment sales and rentals,
gift and curio shops, art galleries, craft and antique
sales, grocery stores,
- d) Public parking facilities

Secondary or conditional uses for this land use designation include:

- a) Public parking facility in conjunction with residential use not to exceed 20 units per acre (or up to 30 units per acre if density bonus is granted by City to provide housing for lower income households), if at least one public parking space per housing unit is provided. Such public parking shall be dedicated to visitor use only, shall be conspicuously signed, and shall be rigorously enforced. This public parking requirement is in addition to any parking requirements that would be ordinarily required for such housing units.

3. The following coastal zone areas or facilities shall be reserved for recreation uses and are designated "OS-R" (Open Space Recreational) on the LCP Land Use Plan map:

- All lands north of Ocean View Boulevard (except Hopkins Marine Station and Monterey Bay Aquarium which are designated Open Space-Institutional) and west of Sunset Drive (with the exception of several residential parcels west of Jewell Avenue which shall retain a residential designation),
- All city parks,
- Golf course at Lighthouse Reservation,
- Abandoned railroad right-of-way between Ocean View Boulevard and City Limits at Spanish Bay (except for easterly spur between Crocker Avenue and Sunset Drive; this easterly spur is an area of deferred certification).

Use of these open space areas shall be limited to low-intensity day-use recreational and educational activities such as walking, nature study, photography and scenic viewing, and access to the water for diving, boating, fishing, and swimming. Within the municipal golf course, continued use as a public golfing facility will be permitted. Bicycling shall be allowed on designated bike lanes, bike paths, and areas open to other vehicles.

4. The Asilomar Conference Grounds, the shorefront lands east of 3rd Street, and existing City, Navy and Coast Guard structural facilities at Lighthouse Reservation are designated OS-I" (Open Space-Institutional) on the LCP plan map. Principal permitted uses in these areas include the following:

- a) Asilomar Conference Grounds: overnight accommodations, conference facilities, and low-intensity coastal-related recreation to the extent compatible with maximum protection of designated natural and biotic resource areas.
- b) Hopkins Marine Station: coastal-dependent marine research and educational activities, aquaculture, and coastal-dependent recreation 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, and aquaculture.
- d) Lighthouse Reservation: existing coastal-related institutional and military structures, and low-intensity coastal-related recreation compatible with protection of designated natural and biotic resources, including Crespi Pond, sand dunes and existing stands of Monterey pines.

3.3.5 Specific Policies

1. Standards for new development on visitor serving parcels in the Asilomar dunes area designated for Visitor Accommodations shall be:

a) Maximum density for motel or hotel development shall be one unit per 2500 square feet of land.

b) Aggregate building coverage for parcels designated for visitor accommodations shall not exceed 50%.

c) Maximum height limits for parcels designated for visitor-serving uses shall not exceed 25 feet nor two stories above grade and 15 feet for accessory structures. The height shall be one story above grade and not more than 18 feet where the subject property or any portion thereof is zoned R-3-M (Multi-Family Residential-Motel-Adult Community

district) and is within 200 feet of any portion of any property zoned R-1, R-H, or R-2 (Single-Family Dwelling, Duplex districts).

d) A minimum setback of 20 feet shall be required for parcels designated for visitor serving uses if the subject property abuts R-1, R-H, or R-2 property, including streets abutting same. The setback shall be 10 feet for property abutting commercial or other R-3-M development or Districts.

e) All visitor accommodation units shall be for transient use only. Occupancy of such units shall be for a period not to exceed 30 days.

2. For all other areas designated Visitor Accommodation, standards for new development shall be the same as in Section 3.3.5.1(a), (b), and (e) above. Height limits shall be as specified in Section 3.1.1.2.

3. Conditions for new development on parcels designated for Visitor Commercial uses shall be determined by the City Planning Commission at the time a use permit is considered. At the minimum, such conditions shall apply the same density, site coverage, height, parking, setback and occupancy criteria as are applied to parcels designated for Visitor accommodations. Special requirements for provision of public parking shall apply as specified in Section 3.3.4.2 above, if uses other than visitor-serving development are approved for the site.

3.4 ENVIRONMENTALLY SENSITIVE HABITATS AND SCENIC AREAS

3.4.1 Background

The Asilomar Dunes residential area, bounded by Lighthouse Avenue, Asilomar Avenue, and Asilomar State Beach/Conference Grounds, is a highly scenic area of public importance, as well as the location of sand dunes supporting rare and endangered plants. These resource values are described more fully in Sections 2.3 and 2.5.7 of this plan. The area, which was annexed by the City in 1980, was previously subdivided into residential parcels. Approximately two thirds of the existing parcels are developed, and one third remains vacant.

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 plants. The retention of these resources will be affected by the siting and design of new homes and related facilities, and also by the

HOTEL DENSITY EXCERPTS

Item 7.b

Santa Cruz County's Proposed Amendment

Santa Cruz County proposes to amend both the Land Use Plan (LUP) and Implementation Plan (IP) portions of its Local Coastal Program (LCP) to update its visitor-serving accommodations policies. The proposed amendment encourages more diversity and flexibility for hotel planning and development by eliminating the formal density standard for hotels. Instead of relying on a numeric maximum density standard, hotel density will instead be regulated through the LCP's existing development provisions for setback minimums, height restrictions, environmentally sensitive habitat areas, water resources and public services, design review and other applicable policies.

Monterey

The State Parks property east of the Del Monte Beach subdivision is zoned "O" Open Space. The 1.9-acre area occupied by the hotel on the city's border is zoned VAF, Visitor Accommodation Facility, with a site coverage maximum of 600 sq.ft./room for three stories or more. The 196-room Monterey Beach Hotel is close to this density maximum, with a ratio of 665 sq.ft. of site area per room.