

Forest Hill Specific Plan

City of Pacific Grove, November 1998

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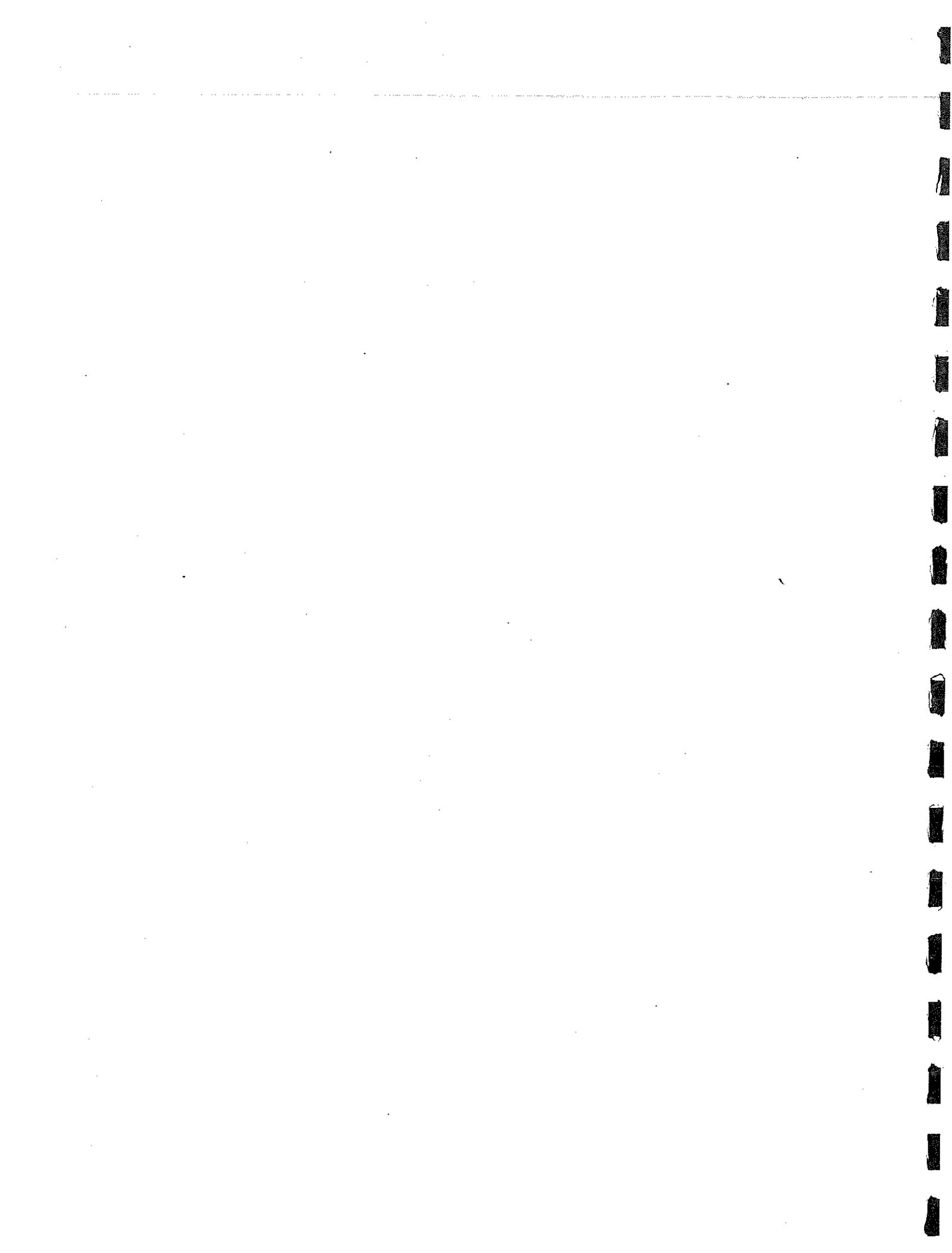
B. Oldfield

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Adopted by the City Council of the
City of Pacific Grove, November 1998

Prepared by

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Figure 1-1: Project Area



PROBLEMS AND ISSUES

The Forest Hill Coordinating Group (the FHCG—a special commission appointed by the City Council¹) met monthly, except for December 1997, from January 30, 1997, to February 26, 1998. The FHCG hosted three public workshops on May 17, June 3, and July 15, 1997, to identify problems, raise issues and concerns, and spell out objectives and potential solutions. As identified in the three workshops, the major issues to be analyzed in this Specific plan included vehicular and pedestrian circulation; on- and off-street parking; buffers between commercial and residential uses; and the visual importance of the Forest Avenue entrance to the entire community of Pacific Grove. More specifically, the following problems were identified and discussed:

1. Pedestrians

The existing street layout limits access by foot or bike from surrounding neighborhoods to Forest Hill businesses. Bus stops are poorly located relative to walkways and street crossings. Sidewalks are discontinuous, do not provide pedestrian access, and are difficult to use and are unsafe. The sidewalks also are unattractive and lack landscaping, trees, and benches. Further, they do not meet the requirements of the Americans with Disabilities Act (ADA), which went into effect in 1992.

The FHCG and the City's consultants therefore sought to improve the pedestrian experience. This included ways to bring pedestrians and bikes through to Forest Avenue from the residential areas between existing major cross-streets; looking into possibilities for relocating bus stops and improving walkways and street crossings; providing continuous sidewalks on both sides of Forest Avenue; establishing uniform standards and guidelines for sidewalk width, material, and construction; looking for ways to reduce sidewalk grades; constructing new sidewalks and retrofitting existing sidewalks to meet ADA requirements; and adding street furniture and landscaping to sidewalks where width allows.

Working Group members observed that crossing Forest Avenue on foot (even at traffic signals) is difficult and dangerous, and that some intersections even lack crosswalks. For example, there is no safe opportunity to cross Forest Avenue at Stuart Avenue, and it is difficult and unsafe to cross Stuart Avenue between Forest Avenue and Bishop Way. The FHCG examined alternative ways to add cross-walks and safety islands or to otherwise provide easier and safer pedestrian crossings without compromising the function of Forest Avenue as an arterial.

¹ Committee members included (in alphabetical order) David Blaskovich, alternate, Natural Resources Committee; Bob Bratty, PG Commercial Property Owners; Steve Covell, Planning Commission; John Fischer, Natural Resources Committee; Carmelita Garcia, ADA Advisory Committee; Don Gasperson, PG Traffic Commission; Frances Grate, Beautification Committee; Robert Huit, Councilmember and Chair; Christie Martine, Councilmember; William Riley, PG Chamber of Commerce; Sylvia Schuck, Forest Hill resident; David Sellars, Forest Hill resident; and Don Whitsett, Beautification Committee alternate.

CHAPTER 1. INTRODUCTION

BACKGROUND

Pacific Grove is located in northwest Monterey County, northwest of the City of Monterey. The city is generally bordered on the west and north by the Pacific Ocean and Monterey Bay. Pacific Grove's population in 1997 was 17,000.

Forest Avenue is one of two main entrances to Pacific Grove. Anyone driving in to Pacific Grove from State Highway 1 via Holman Highway (State Route 68) must pass through the Forest Hill Commercial Area, a strip development that marks the southern entrance to the city.

In 1993, commercial uses occupied 55 acres—about 3 percent of all existing land in the city. The Forest Hill Commercial Area is 15.6 acres. Although not all of this land is yet developed as commercial, the commercially designated area represents about a quarter of the commercial land area available in Pacific Grove.

In October 1996, the City Council approved preparation of a Specific Plan for the Forest Hill Commercial Area. The Plan had been proposed as an action Program in the City's 1994 General Plan: Land Use Program Z calls for the City to "Develop a Specific Plan for the Forest Hill Commercial District that provides for the orderly improvement and redevelopment of the area while maintaining harmony with the adjacent residential areas." Urban Structure and Design Program F directs the City to "Develop a specific plan for the Forest Hill commercial area that recognizes its importance as an entrance to the city while respecting nearby residential uses."

Other General Plan Policies and Programs

Throughout the General Plan, there are statements and policies that list what needs to be accomplished in the Forest Hill Commercial District. Together, they establish the program for this Specific Plan:

The General Plan, page 15, quotes a statement in the City Charter to the effect that "Pacific Grove is primarily a city of homes and that business and industry shall be compatible with its residential character." General Plan Land Use Policy 13 states, "Assure that new commercial development is designed to avoid the appearance of strip development." Land Use Policy 9 states, "Strive to preserve significant public view corridors." Land Use Programs A and B direct the City to "Create buffers between commercial and residential areas where feasible," and to "Continue to regulate the intensity of commercial uses, and maintain the underlying distinctions of each commercial area."

The General Plan (page 30) gives the Forest Hill Commercial District its own specific land use designation (FHC) and advises what uses may occur there and at what density:

"This designation provides for retail and service uses, offices, restaurants, gasoline service stations, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The floor area ratio (FAR) should not exceed 1.0. This designation is applied on the General Plan Land Use Map to the Forest Hill commercial area south of David Avenue."

The Urban Structure and Design chapter of the General Plan (page 137) states: "Since the major commercial areas (exclusive of the Downtown) are also the entrances to the city, upgrading the design of these areas is particularly important." Policy 5 gives "priority to improving the Forest Hill commercial area." The General Plan continues (page 138), "In the Forest Hill commercial area, sidewalks and other pedestrian circulation areas and traffic patterns need to be more clearly defined." Page 139: "Urban streets (such as...Forest Avenue...) warrant an urban planting plan and a careful choice of street trees." Urban Structure and Design Policies 10 and 11 direct the City to "Ensure that the use of signs in Pacific Grove is not excessive but appropriate" and to "Reduce the visual chaos that results from overhead wires, light poles, and a high density of commercial signs." Program H and the text continue: "Establish a sign program for the city's several commercial areas. Developing a sign hierarchy would be particularly useful in reducing the number of signs intended to be visible from the road. Stronger sign guidelines regarding size, location, and lighting would also be helpful."

A note on page 140 reads: "During the undergrounding of Forest Hill utilities, the City will work with the State Department of Transportation (Caltrans) to improve traffic and pedestrian patterns."

WHY A SPECIFIC PLAN?

A Specific Plan covers the same subjects as the General Plan, but in greater detail and for a smaller area. This Specific Plan provides a clear set of policies and regulations focused on the Forest Hill Commercial Area. These include location and size of streets, walks, and other infrastructure, standards for development, and methods of financing public improvements.

The Specific Plan Area, as shown on Figure 1-1 (*The Project Area*), covers both sides of Forest Avenue, from David Avenue to approximately 250 feet south of Piedmont Avenue. In general, the project area extends one lot deep on each side of Forest Avenue with two exceptions: The project area also includes the parcel at the southeast corner of Piedmont Avenue and Ransford Circle and the parcel at the southeast corner of David Avenue and Ransford.

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The Working Group also noted that Forest Avenue is neither bike-friendly nor bike-safe. They considered whether to sign Forest Avenue as a Class III bike route or redesign the right-of-way to include Class II bike lanes on both sides of the street.

2. Vehicular traffic

The FHCG noted that Forest Avenue traffic doesn't flow smoothly. The two-way center left-turn median fails to guide motorists, and some people drive the center lane from Prescott north to David, using it to turn left only at David. Some northbound traffic diverts to residential streets to get to David Avenue without traversing Forest Avenue. Cars generally speed on Forest Avenue, which means that vehicles turning left out of business properties must risk crossing two lanes of fast-moving traffic as well as concern themselves with who is driving in the center turn lane and at what speed and in what direction.

As a result, the FHCG looked into reducing the length of the double-left-turn median or finding some way to interrupt its present continuity. They sought ways to prevent vehicles from cutting through parking lots to avoid signalized intersections, and they considered whether to install barriers and no-turn signs where needed and feasible. They examined a number of ideas for slowing vehicular traffic on Forest Avenue, while being careful not to interfere with Forest's primary function as an arterial, lest they inadvertently encourage traffic diversion to residential streets (which, in turn, could force corrective actions on residential streets).

3. Parking

Most off-street parking is now located between businesses and Forest Avenue. There is very little parking at the rear—and almost no parking at the sides—of buildings. Parking lot entrances are unclear and difficult to access. Stores are only accessible from one parking lot or by parking directly in front of the building. It is not easy to shop at more than one store or shopping center without moving the car. Further, parking lots are poorly designed and difficult to navigate. In addition, the parking lots are unattractive: They lack landscaping, tree islands, and other improvements.

The FHCG therefore decided to examine standards that would encourage new buildings and additions to be built closer to the street and to provide parking at the sides and rear of buildings (as the Sizzler Restaurant does at Forest Hill Boulevard). They also wanted to investigate opportunities for combining and redesigning private parking lots to increase the number of spaces, improve vehicular traffic flow, and add tree islands, striped walkways for pedestrians, and landscaping and screening. The FHCG and the consultants thought it might be possible to consolidate and reduce the number of driveway entrances and, separately, preclude the present practice of head-in parking accessed directly from Forest Avenue.

Working Group members advised that trucks do not have adequate access to delivery entrances to stores on the west side of Forest Avenue: Trucks enter via Ransford Avenue

and drive through private lots or park along the back alley. Signing appropriate entrances and routes for truck deliveries was one of the Group's proposals.

4. Buffers between commercial and residential uses

Issues dealing with the rear buffer between residential and commercial properties on the east side of Forest Avenue remained unresolved until the tenth meeting of the Forest Hill Coordinating Group. A 10-foot sewer easement runs along the back edge of the commercial lots. Three approaches were considered: (1) Require use permits and architectural review for all new buildings and uses. (2) Establish very clear regulations with no exceptions. (3) Limit the types of uses in the buffer area (*e.g.*, to parking). In general, the FHCG supported regulations and standards that would:

- Clearly list what kinds of uses are, and are not, permitted on the easement and within the buffer;
- Describe the size and type of building that can be placed against—but not within—the buffer (although this needs to be flexible enough to accommodate different lot sizes and topography);
- Provide commercial property owners with a clear definition of the types of uses and buildings that are permitted up against the near edge of the rear buffer; and
- Mitigate the impact of noise and lights from commercial properties onto residential properties.

The FHCG agreed to a 10-foot rear buffer between residential rear property lines and commercial parking lots, and the placement of sound walls at the edge of parking lots.

5. Visual importance of the Forest Avenue entrance to Pacific Grove

Forest Avenue is one of two main entrances to Pacific Grove. The Specific Plan establishes a strong design vision for the area, with design concepts for a gateway treatment at the south end of the project area, recommendations for building form and orientation, and proposals for pedestrian amenities. The overall harsh appearance of the street would be softened with landscaping, trees, medians, better street lights, consistency of design, better signage, and screening of parking lots.

WHAT THIS PLAN CONTAINS

The Forest Hill Specific Plan has six chapters:

Chapter 1, Introduction, includes the reasons for the Specific Plan, depicts the area it covers, outlines the overall content of the Plan, and describes the planning process employed.

Chapter 2, Land Use, includes the Land Use Plan map, a description of the land use categories, and the uses that are allowed. *Of primary importance is that no changes have*

been made to the existing land use category—FHC, and therefore no revisions to the Land Use goals, policies, and programs in the Pacific Grove General Plan are required.

Chapter 3, Urban Design, describes the existing Forest Hill Commercial Area in design terms, sets forth urban design goals and policies, and contains an Illustrative (conceptual) Plan of how the Forest Hill Commercial Area might look after the Specific Plan's policies for public improvements are carried out. The chapter also contains a comprehensive exposition of design guidelines, streetscape design standards, a list of acceptable plant materials, guidelines for special areas and sites, and design review submittal requirements to be adopted as part of this Specific Plan.

Chapter 4, Circulation, describes existing road and traffic conditions and major circulation issues demanding attention, sets forth circulation goals, policies, action programs, and design standards, and recommends specific traffic and road improvements.

Chapter 5, Municipal Services, covers storm drainage in the Plan area, the effect of new development on storm flows, undergrounding of overhead utilities, and a very brief review of water supply and distribution, sewer service, and fire and police protection. Proposed policies related to these subjects are set forth.

Chapter 6, Implementation, lists and explains a number of financial mechanisms, some of which the City may be able to use to carry out the Specific Plan.

PREPARING THE PLAN—THE PROCESS

The Specific Plan was prepared in three tasks. The first task was to make an assessment of the area and to develop concepts. In this phase, the project team assessed the Forest Hill project area in terms of gateway features, traffic circulation and parking, pedestrian circulation and amenities, and visual qualities (including signage), and analyzed the relationship of the commercial district to adjacent residential neighborhoods. The consultants also reviewed existing base information, including an Architectural Charrette conducted in May 1993. Based on the analysis, the team prepared preliminary concepts for gateway treatment, streetscape, building form and orientation, and vehicular, bicycle, and pedestrian circulation. Task 1 included a work session with the Forest Hill Coordinating Group on May 17, 1997.

Subtasks included meeting with City staff; preparing and confirming goals and objectives; identifying key features; identifying issues, opportunities, and constraints; identifying potential funding sources; and preparing preliminary design concepts.

The second task focused on refining concepts developed in Task 1. Based on the goals and objectives identified in Task 1, the project team worked with the FHCG to list constraints and opportunities, refine the design concepts, and prepare policies and preliminary implementation programs for gateway enhancements, streetscape improvements, signage, building form and scale, pedestrian amenities and linkages, and vehicular circulation and parking. The refined concepts, policies, and preliminary implementation programs showed the possibility and practicality of various design arrangements of medians, landscaping,

and walkways to improve the function, character, and appearance of Forest Avenue. They were presented to the Forest Hill Coordinating Group and the community-at-large for their review and critique at workshops held on June 3 and July 15, 1997.

Task 3 was documentation of the Specific Plan. Based on the design concepts and policies for public and private sector improvements selected in Task 2, the project team prepared this document. Emphasis is placed on gateway enhancements and streetscape features for the public right-of-way, and guidelines and regulations to guide private development. The plan focuses on building setbacks, architectural quality, landscape, signs and lighting, traffic circulation and parking, pedestrian access and orientation, municipal services, and recommendations regarding implementation and funding.

Following is a synopsis of key events at each of the meetings of the FHCG.

Forest Hill Coordinating Group Meeting No. 1. Members of the Coordinating Group first met on January 30, 1997. They discussed their duties and responsibilities, agreeing that the specific plan process would rely heavily on community involvement and participation. Public input would generally precede consultant efforts, with consultants responding to direction from the FHCG and the community. The FHCG established a regular meeting date and time of 3:30 PM on the fourth Thursday of each month at the Pacific Grove Community Center.

FHCG Meeting No. 2. On March 27, 1997, the lead consultant met with the FHCG. He discussed the qualifications of each consultant on the project team and their role in developing the plan, defined a specific plan and its functions as established by State law, outlined possible tasks for the Coordinating Group, and responded to questions about the overall process and timetable.

Meeting No. 3. On April 24, 1997, the consultants met with City staff and officials (Mike Huse, City Manager; Tony Lobay, Community Development Director; Robert Huitt, Councilmember and Chair of the FHCG; and Christie Martine, Councilmember and member of the FHCG) to confirm the work schedule, collect base information, and discuss the workshops. City staff agreed to arrange a meeting between Tom Feeney of the Pacific Group and Forest Hill commercial property owners to discuss their plans for future development in the project area. The staff also provided additional names of people to invite to the first workshop and approved an assignment to the FHCG for the first workshop.

The project team then met with the Coordinating Group, which agreed to hold the first workshop (primarily for the FHCG, key City staff, and representatives of the City Traffic Commission and utility companies) on Saturday, May 17. A second workshop (open to the community at-large) would be held on Tuesday, June 3, from 6:00 PM to 9:00 PM; and a third workshop (also open to the community at-large) on Tuesday, July 15 from 6:00 PM to 9:00 PM. The FHCG also discussed their concerns about the project area and reviewed a number of development projects that had been submitted to the City previously. The FHCG developed a list of assets to preserve and the most serious problems in the Forest Hill area.

Meeting No. 4. A special meeting, and the first of three “workshops,” was held on Saturday, May 17, 1997, from 10:00 AM to 12:30 PM. The FHCG reviewed issues raised by commercial property owners as well as problems and assets expressed by the Coordinating Group. The FHCG ranked objectives of Forest Avenue, stating that Forest Avenue is primarily an arterial connector for regional traffic. Regarding objectives, the group listed (in priority order) making Forest Avenue more attractive, making it safer for pedestrians, slowing down vehicular traffic, increasing parking, increasing pedestrian use, and making the street safer for bicyclists. The discussion fit into four overarching goals—improve appearance, traffic flow, access, and safety.

Meeting No. 5. The FHCG met on May 22, 1997, to review the results of Workshop #1. The consultants reviewed the four fundamental goals of the plan (improve appearance, traffic flow, access, and safety) and asked the FHCG to comment on a five-page list of issues and objectives the consultants had prepared from comments made and issues raised at the workshop. The consultants presented six maps and diagrams covering the planning framework, key features, issues and opportunities; two alternative design concepts for the Forest Avenue right-of-way; and slides from other areas showing the possible types of improvements.

Most FHCG comments focused on the two right-of-way design concepts, including using medians as a safe place for pedestrians to pause while crossing Forest Avenue, providing safe parking along the street, adding lanes for bicycle travel, retaining double left turn lanes in most areas, and improving safety and visibility for those entering and leaving parking lots.

Meeting No. 6. A second workshop was held on Tuesday, June 3, 1997, from 6:00 to 9:00 PM. More than 50 residents, business owners, and commercial property owners from the Forest Hill area participated, plus the mayor, two councilmembers, and four City staff members. The consultants described the location and features of the project area and the consultant’s role in preparing the plan. Participants, who were seated at tables of eight, were asked to list their concerns about the area and comment on the problems, goals, issues, and objectives that had been developed at previous meetings. Most of the tables had lively discussions about the project area and reached consensus on a number of issues and potential solutions.

The second half of the workshop focused on alternative concepts. A brief slide presentation started a discussion about ways in which the street could be changed. One concept emphasized the edge of Forest Avenue; the other emphasized a landscaped median.

Meeting No. 7. A Committee meeting was held on June 26, 1997. The Group confirmed seven goals that had been refined in response to comments made at Workshop #2. The consultants presented diagrams of improvements to the public right-of-way which would address the goals. The consensus of the FHCG was for a combination of on-street parking, a landscaped edge, and landscaped medians at selected locations along Forest Avenue where a median could be installed without having a negative impact on left turns into and out of businesses.

A brief presentation and discussion of the project to underground utility lines on Forest Avenue was made by John Leech and Mark Edwards of Pacific Gas and Electric, in conjunction with Steve Leiker, the City's Public Works Director. PG&E noted they were in the preliminary engineering phase, and requested plans for the public right-of-way and "critical points of conflict" (such as bus turnouts) by September 1997, plus information on the type and location of street lights.

Meeting No. 8. The third and last workshop was held at the Senior Center on July 15, 1997, from 6:00 to 9:00 PM. More than 30 residents, business owners, and commercial property owners from the Forest Hill area participated, plus the mayor, three councilmembers, and three City staff members. The first half of the workshop addressed public right-of-way improvements, including the gateway treatment at the southern end of Forest Avenue, and limiting medians to the northern and southern ends of the project area to avoid blocking left-turn access to businesses. The second half focused on private property. Landscaping improvements were suggested to screen unattractive parking lots. Placement of buildings on the lot, treatment of the buffer areas between commercial and residential, and sign controls were discussed.

The public had the opportunity to comment on the proposed improvements, most of which were well received. Concerns included the location of, and need for, a pedestrian signalized cross walk across from Trader Joe's; bicycle access; the need for a right turn lane for northbound Forest Avenue traffic heading east on David; building heights at the edge of the rear buffer between Forest Avenue commercial and Seaview residential; and who would bear the costs of making the improvements and caring for new trees and landscaping.

Meeting No. 9. The FHCG met on July 24, 1997, to resolve issues left over from Workshop #3. After reviewing the consultants' lists of resolved and unresolved issues, the Group asked for more discussion about proposals for the buffer between Forest Avenue and Seaview. The consultants asked the FHCG to address remaining unresolved issues—most of which involved Forest Avenue improvements at the northern end of the project area. The consultants then presented a slight variation for the public right-of-way design for the northern end of Forest Avenue.

Meeting No. 10. At the meeting of August 28, 1997, a representative of Caltrans attended to discuss his agency's view of the proposed right-of-way improvements. He said Caltrans was primarily concerned about improvements that increase their legal liability. As a result, any raised median or mid-block pedestrian crossing would be unacceptable unless they improve the safety and function of the street. In practice, Caltrans will look at proposed improvements on a case-by-cases basis. He also proposed having Caltrans relinquish control of the Holman Highway right-of-way within the city limits to the City of Pacific Grove.

The remainder of the meeting was dedicated to discussing proposed improvements and issues that had not been resolved. Unresolved issues dealing with the rear buffer were discussed at length. The FHCG agreed to a 10 foot rear buffer between residential rear property

lines and commercial parking lots, and the placement of sound walls at the edge of the parking lots.

Meeting No. 11. At the meeting of September 25, 1997, the FHCG reviewed the unresolved issue of height limits. City staff presented planimetric maps of the project area that were prepared by the City specifically for the Specific Plan because neither the City nor Caltrans had any current maps of the area.

Meeting No. 12. On October 23, 1997, the Consultants distributed an Administrative Draft of the Specific Plan and “walked” the FHCG through the document.

Meeting No. 13. The FHCG met on November 20, 1997, to discuss comments on the Draft of the Specific Plan. They agreed to add a statement discussing the role of City oversight committees and to recommend a low screening wall without a trellis in front of the Fairway Center and Trader Joe’s.

Meeting No. 14. The final meeting between consultants and the FHCG was held on January 22, 1998. Knox & Associates presented responses to comments on the Draft Specific Plan submitted by Robert Huitt, Frances Grate, and Bob Bratty.

Meeting No. 15. On February 26, 1998, the FHCG held their last meeting. They removed the pedestrian pathways from Ransford to Forest Avenue but decided to keep the pedestrian actuated crosswalk at Trader Joe’s, added a memorial bench and tribute tree program, removed building height definitions, and revised programs regarding storm drainage.

Planning Commission and City Council Meetings and Hearings. The Draft Specific Plan was published in March 1998, and was distributed in the Forest Hill area. The Planning Commission held public hearings on the Draft Specific Plan on the following dates: June 4, June 18, July 2, and August 6, 1998. The Planning Commission enlarged the proposed mid-block pedestrian crossing and pedestrian-actuated traffic signal location at Trader Joe’s to a 430-foot long zone between Prescott Lane and Forest Hill Boulevard. The exact location of the crosswalk will depend on opportunities to reduce curb cuts and combine parking lots as redevelopment occurs on properties located in this segment of Forest Avenue. The Commission also removed the last section of Chapter 3 that instructed the City to create special sign regulations for the Forest Hill Commercial Area because they did not want to establish sign standards in Forest Hill that differ from those for downtown.

In addition to the Planning Commission’s four hearings, the City Council held a public hearing on the Forest Hill Specific Plan on September 2, 1998. The Council accepted the Planning Commission recommendations with two exceptions. They revised Policy 4.11 to *Provide for the development of striped on-street bicycle lanes along both sides of Forest Avenue*, and retained general design guidelines for signs—but without specific sign standards—for the Forest Hill Commercial Area.

ADOPTING THE PLAN

A Specific Plan is adopted in the same manner as a general plan, except that it may be adopted by resolution or ordinance (Government Code §65453). The entire Plan is adopted as official City policy, including the Illustrative Plan (See Figure 3-3) and any language relating to it.

An important component of adopting the Specific Plan is review by appropriate committees within the City. Each of these committees has a representative on the FHCG who is responsible for making recommendations to the City Council on aspects of the Plan within their jurisdiction. The committees include Beautification, Natural Resources, Americans with Disability Act (ADA) Advisory, and Traffic Commission. The Beautification Committee makes suggestions regarding street furniture, landscaping, design plans, and other beautification projects. The Natural Resources Committee makes recommendations regarding trees and parks. The ADA Advisory Committee comments on access issues in light of the federal Americans with Disabilities Act. The Traffic Commission advises on traffic impacts. In addition, the FHCG included representatives from the Planning Commission (recommends on all matters pertaining to physical development), Chamber of Commerce, property owners, and residents.

On September 2, 1998, the Pacific Grove City Council voted unanimously to adopt the Planning Commission's recommendation for the Forest Hill Specific Plan, as well as leave in the sign guidelines as recommended by the Planning Commission with modifications, approve the negative declaration, and direct staff to put the Plan in final form and bring it back to the Council for final approval.

In adopting the Plan, the requirements of the California Environmental Quality Act were followed. The City staff prepared all necessary Environmental Review documents, including checklists, initial assessments, and a Negative Declaration, together with all attendant notices for posting, mailing, and publication in local newspapers. These documents were reviewed by a consulting environmental specialist and were approved by the City Council prior to adoption of the Specific Plan.

AMENDMENTS

Specific Plans are amended in the same manner as general plans, except that such amendments are not limited to four per year (Government Code §65453). The procedure outlined below is intended for the general guidance of the City, and persons or agencies who may wish to apply to the City to amend the Specific Plan. More detailed information on processing and timing is available from the Community Development Department.

1. Prior to filing an official application for a Specific Plan amendment, the prospective applicant or his or her agent should discuss the proposed amendment with the City's Community Development Director. This will give the applicant a first-hand opportunity to learn the details of the amendment process as well as any concerns the City may have about the proposed changes.

2. Should the applicant decide to proceed with an amendment, the next step is to file an official application with the Community Development Department and pay the required processing fee.

All applications requesting a change in the Specific Plan must be accompanied by a development plan of sufficient detail to ascertain the potential impacts of the proposed project on the site and the surrounding area. What constitutes sufficient detail will be determined by the Community Development Director on a case-by-case basis. Also, the Director may determine, in the case of an application which deals solely with a change in the adopted text of the Plan, whether a detailed development plan will be required.

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

3. Once an application is submitted, it will be placed on an agenda for public hearing before the City's Planning Commission. Prior to the Planning Commission hearing, the City, in accordance with the Government Code, will provide notice to the public of the hearing date and the item to be discussed. Typically this will involve a legal notice in the *Monterey Herald* and a notice mailed to all property owners within 300 feet of the subject property.

4. The Community Development Director will prepare a report to the Planning Commission for the public hearing, describing in detail the proposed amendment, any environmental or other impacts that may result, and comments from other City departments or affected governmental agencies. The Director's report also will state whether the Commission should recommend the amendment to the City Council for approval or denial. The staff report will be delivered to the Commission and mailed to the applicant. The staff report, comments from the applicant, and other public testimony will become factors in the Commission's action.

Required findings

State law requires that any decision on a General Plan amendment must be supported by findings of fact, and the same applies to decisions on Specific Plan amendments or revisions. Such findings will constitute the rationale for making a decision either to approve or deny the amendment. At least the following standard findings should be made for each Specific Plan amendment.

1. The proposed amendment is deemed to be in the public interest.
2. The proposed Specific Plan amendment is consistent and compatible with the City's General Plan, including any implementation programs in the General Plan that may be affected.
3. The potential impacts of the proposed amendment have been assessed and have been determined not to be detrimental to the public health, safety, or welfare.

4. The proposed amendment has been processed in accordance with the applicable provisions of the California Government Code and the California Environmental Quality Act (CEQA).

City-initiated amendments, and amendments requested by other public agencies, will be subject to the same basic process and requirements described above. This includes appropriate environmental review, public notice, and public hearings leading to an official action by Council resolution.

Antiques;
Art supplies, galleries, and studios;
Bakery goods stores;
Barber and beauty shops and salons;
Books, new and used, for sale or rent;
Bicycles;
Body, skin, and nail care;
Business and professional offices;
Business office equipment;
Cameras and photographic supplies;
Candy and ice cream;
Clothing stores, including dressmaking and tailoring;
Collection agencies;
Computers and electronic equipment, typewriters, and repair;
Contractors;
Copying, including blueprinting;
Delicatessens and cheese shops;
Drapery and shade stores;
Drugstores;
Electric and electronic appliances;
Exercise equipment;
Floor coverings;
Flowers and house plants;
Food and groceries;
Frame shops;
Furniture;
Furriers;
Hardware and garden supply;
Hobbies and crafts;
Gift shops;
Gunsmiths;
Ice cream stores;
Jewelers;
Lamps, lighting, and furnishings for homes and offices;
Locksmiths;
Luggage and leather goods;
Magazines, news stores, and newsstands;
Mail order catalog stores;
Music, including instruments and sheet music; *(list continues on following page)*

Offices;
Optical stores;
Paint and wallpaper;
Parking spaces and loading areas;
Photographic or camera shops or studios;
Picture framing shops;
Pool supplies and service;
Private mail and packaging services;
Radio, TV, home sound equipment, and similar appliances and systems;
Records, tapes, and compact discs, audio and video, for sale or rent;
Residential uses;
Restaurants and cafes;
Shoe stores and shoe shine parlors;
Smoke, cigar, and tobacco shops;
Sporting goods (including hiking and mountaineering supplies and equipment);
Stamp and coin stores;
Stationery;
Tailor, dressmaking, and reweaving shops;
Telephone answering;
Toys;
Travel agencies;
Variety stores;
Watch and clock sales and service; and
Yarn stores.
Other uses named in Section 23.32.020(a) of the Municipal Code (zoning ordinance) and uses which are determined by the Community Development Director to be of the same general character.

The following uses, however, would be allowed only after special review and the granting of a use permit by the Planning Commission. The primary purpose of the review is to assure an appropriate mixture and balance of uses in the Forest Hill Commercial Area—a mix and balance that the uses listed below could jeopardize, either because their location could interfere with enhanced pedestrian circulation in the retail district or because the individual or aggregate size of the proposed facilities could overwhelm the Forest Hill Commercial Area. Further, some of the uses listed on pages 19 and 20 might require building or storage areas that would be too large or otherwise inappropriate in the Forest Hill Commercial Area:

Ambulance services;
Amusement and video arcades;
Appliance repairs and rentals;
Auctioneers; (*list continues on following page*)

CHAPTER 2. LAND USE

BACKGROUND

This Specific Plan follows and updates the goals and policies of the City of Pacific Grove 1994 General Plan.

The area covered by the Forest Hill Specific Plan is shown in Figure 1-1: both sides of Forest Avenue, from David Avenue to approximately 250 feet south of Piedmont Avenue. In general, the project area extends one lot deep on each side of Forest Avenue with two exceptions: The project area also includes the parcel at the southeast corner of Piedmont Avenue and Ransford Circle and the parcel at the southeast corner of David Avenue and Ransford.

Contents of this Chapter

This chapter includes the Land Use Plan map, a description of the land use categories, and the uses that are allowed. *Of primary importance is that no changes have been made to the existing land use category—FHC, and therefore no revisions to the Land Use goals, policies, and programs in the Pacific Grove General Plan are required.*

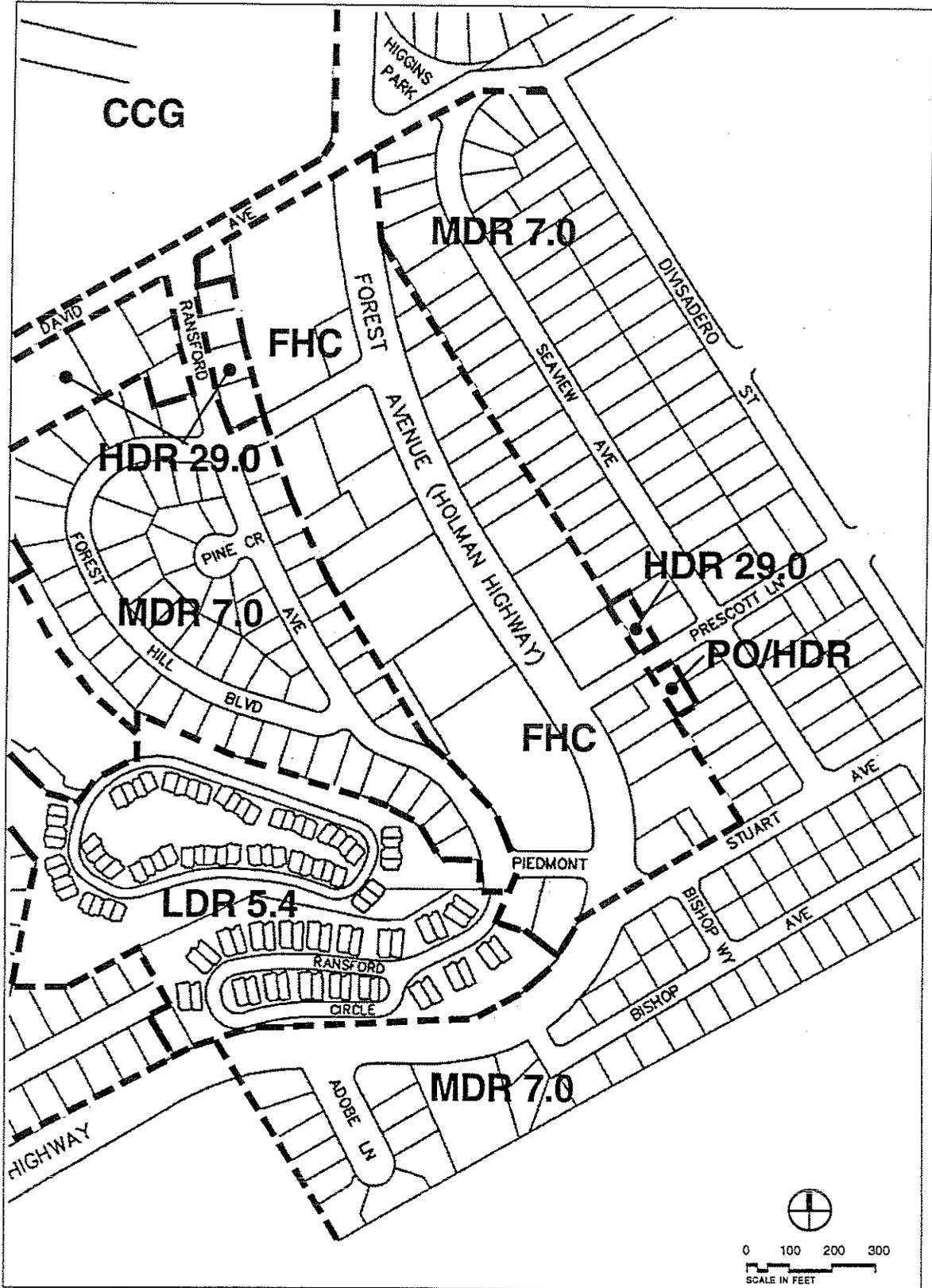
DESCRIPTION OF THE LAND USE PLAN

The Pacific Grove General Plan designates all of the land in the area of the Specific Plan as “Forest Hill Commercial” (FHC). As defined on page 30 of the General Plan, “This designation provides for retail and service uses, offices, restaurants, gasoline service stations, multifamily residential units, public and quasi-public uses, and similar compatible uses. The floor area ratio should not exceed 1.0.”

“The C-1-zoned area along both sides of Forest Avenue between David and Stuart Avenues contains a mixture of retail, office, and multifamily residential uses. Most of the lots in this area are not developed to their zoned potential—most buildings are small and only one story in height. These lots back up against the R-1-zoned lots along Seaview and Ransford Avenues. (Private) redevelopment of these commercial lots could result in development incompatible with the adjacent single-family houses.” (General Plan, page 20.)

Figure 2-1 is the Land Use Plan for this Specific Plan. The definition for the single land use category (FHC) applied within the project area of the Specific Plan is the same as the FHC category in the General Plan (as quoted in the fourth paragraph on this page). The FHC category has, in the past, allowed a variety of commercial and residential uses including duplexes and retail sales and services and offices. Potential specific uses include, but are not limited to, the list of uses beginning on page 17.

Figure 2-1: Land Use Plan



Automobile agencies;
Auto glass and installation;
Automobile service stations and repair shops;
Auto parts and repair, except in conjunction with an approved service station;
Banks and other financial services, including title companies;
Bars and cocktail lounges
Billiard parlors;
Boat sales;
Bowling alleys;
Catering services;
Colleges (business, professional, or trade);
Commercial recreation (including bowling, pool, and video arcades);
Dance studios and academies;
Department stores;
Employment agencies;
Exterminators;
Home furnishings, except lamps and lighting;
Home appliances, except small electrical appliances;
Laundry and dry cleaning pick-up stores, excluding any dry-cleaning on-site;
Linen supply services;
Liquor, wine, and beer, off-sale;
Massage therapy business;
Mobile home sales;
Mortuaries;
Parcel delivery services;
Plant nurseries;
Plumbing shops and supply;
Print shops;
Private clubs, lodges, or fraternal organizations;
Produce markets;
Recycling facilities;
Upholstery shops;
Used car lots; and
Veterinarians.

Other uses named in Section 23.32.020(c) of the Municipal Code (zoning ordinance) and uses which are determined by the Planning Commission to be of the same general character.

RESOURCE PROTECTION POLICIES

It is important to the implementation of this Specific Plan that properties with significant topographic, visual, historic, cultural, or archaeological features be protected, maintained, and enhanced during and after development. To maintain those features, this Specific Plan envisions providing the Planning Commission and City Council with flexibility in the review and treatment of Forest Hill development proposals in accordance with the following policies:

Policy 2.1 Maintain significant natural and topographical features as valuable physical and visual resources.

These may include knolls, ridgelines, hills, hillocks, rock outcrops, tree groves, specimen trees, and the like.

Policy 2.2 Preserve buildings and sites of architectural and historic merit.

Policy 2.3 Encourage development to conform to natural contours and to reduce the amount of grading needed.

Policy 2.4 Avoid development that would result in unacceptable fire, flood, slide, or other safety hazards.

Policy 2.5 Avoid development that conflicts with water use policies and view shed protection.

A view shed is simply the area within view from a defined observation point. The intent of this policy is to protect the distant views of trees and ocean as seen by drivers and passengers of vehicles northbound on Forest Avenue.

Policy 2.6 Maximize the amount of permeable ground area.

This could be accomplished by adding landscaped area wherever possible. In some cases, the number of parking spaces could be reduced (at the Safeway parking lot, for example). In other cases, it may not be desirable to reduce parking because that may cause commercial parking to spill over onto residential streets.

Policy 2.7 Maintain a harmonious relationship between commercial development and the surrounding natural and constructed (residential) environment.

In this regard, the Planning Commission's and City Council's intent is to have a height limit of thirty-five feet.

Additional Goals and Policies

This Specific Plan contains additional goals and policies in Chapters 3, 4, and 5 (Urban Design, Circulation, and Municipal Services).

CHAPTER 3. URBAN DESIGN

INTRODUCTION

The Forest Hill Commercial Area has an extraordinary location and natural setting that can be an important source of identity and value to the community. Residents and business owners alike have strong feelings about enhancing the existing character of the Forest Hill Commercial Area while welcoming its expansion to provide needed commercial services and shopping.

The purpose of the Urban Design Element is to provide clear guidelines for all future public and private development or redevelopment in the Forest Hill Commercial Area, so that the architecture and landscape design of any additions or new development will improve the area's appearance. Therefore, this Urban Design Element describes important design goals and policies for the Forest Hill Commercial Area, and includes illustrative drawings and a comprehensive set of Building and Site Design Guidelines (page 43).

Design Review in Pacific Grove

All development proposals in the Forest Hill Specific Plan Area are subject to mandatory review by the Architectural Review Board and the Planning Commission. The Design Guidelines in this Chapter will be adopted as criteria for the evaluation of a building, an addition, or an entire development. Developers and their designers are urged to carefully review The Forest Hill Specific Plan, with particular attention to the Building and Site Design Guidelines, before site planning and building design studies begin.

Design Review is a comprehensive evaluation of those characteristics of a development which have an impact on neighboring properties and the community as a whole. The process carefully examines a project's quality of site planning, architecture, and landscape design, and important details such as signage and lighting. The purpose is to ensure that new development or additions to existing development carefully consider the context in which they take place. Every project should conscientiously try to develop a compatible relationship with the natural setting, neighboring properties, and the design goals for Forest Hill.

EXISTING CHARACTER

City of Pacific Grove

The City of Pacific Grove is laid out along a Peninsula that juts north into Monterey Bay and west into the Pacific Ocean. The city has the distinct feel of a small town carefully placed on the hills that slope down to the coast. It is given strong natural definition by both the water foreground and background hills. Views and outlooks to the hills, bay, and ocean are spectacular.

One of the most dramatic features of the Forest Hill Commercial Area is the path to its southern entrance on Holman Highway (Forest Avenue). The combination of the continuous descent from Highway 1 and the dense tree cover creates a strong sense of entering a special world. However, the traveler, on entering the Forest Hill Commercial Area, finds few trees and a largely unplanned and over-paved commercial strip.

Forest Hill Commercial Area

Figures 3-1 (*Key Features*) and 3-2 (*Issues and Opportunities*), illustrate specific key features of, and issues and opportunities in, the Forest Hill Commercial Area. In general, the area is characterized by:

- Large and small one- and two- story commercial buildings and strip malls (circa 1965 and later), a few large (but many small) parking lots, and a wide road with little landscape or definition.
- A wide, busy, arterial road without a defined street edge or street amenities such as trees, and in some areas, without sidewalks, curbs, and gutters.
- Visual clutter caused by the variety of building setbacks and layouts, unplanned parking lots, incomplete street sections, varying signage, and overhead wires.
- An unfriendly pedestrian atmosphere because of incomplete sidewalks, poorly designed pedestrian pathways to building entrances, and a block and building pattern and wide arterial road that gives the area an intimidating scale.
- An area cut off from surrounding residential neighborhoods because it has few connecting streets and no attractive pedestrian pathways.
- Architecture that is inconsistent with the rest of Pacific Grove (*i.e.*, buildings do not use horizontal wood siding, foundations of local stone, or other natural materials commonly found in Pacific Grove's carpenter-built structures).
- Distinctive natural features that break-up the harshness of the Commercial Area such as the grove of Monterey Pines on the east side of Forest Avenue between Forest Hill Boulevard and Prescott, the steeply descending grade of Forest Avenue toward the ocean, and picturesque views of the ocean (going north) and of the hills (going south).

Figure 3-1: Key Features

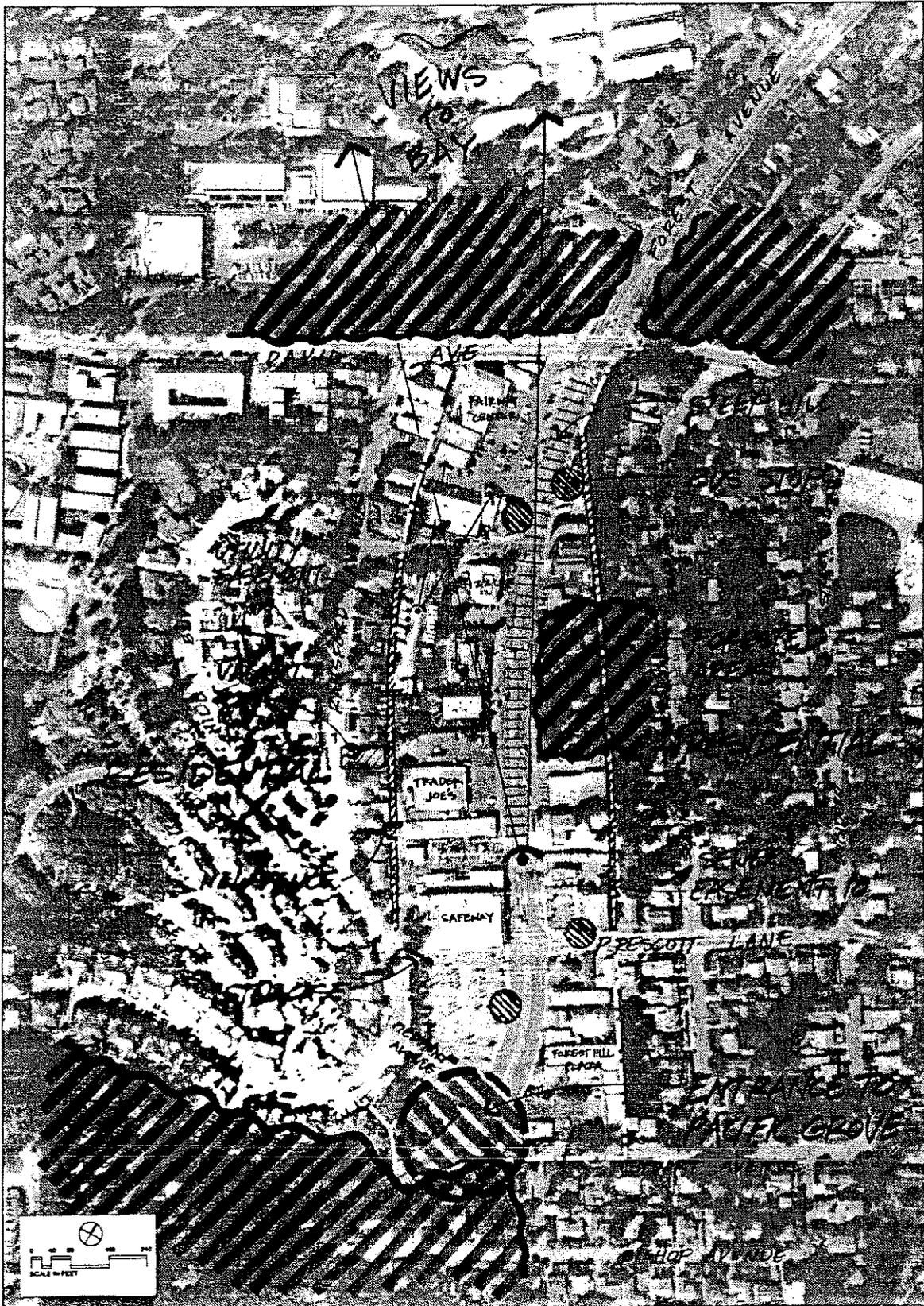
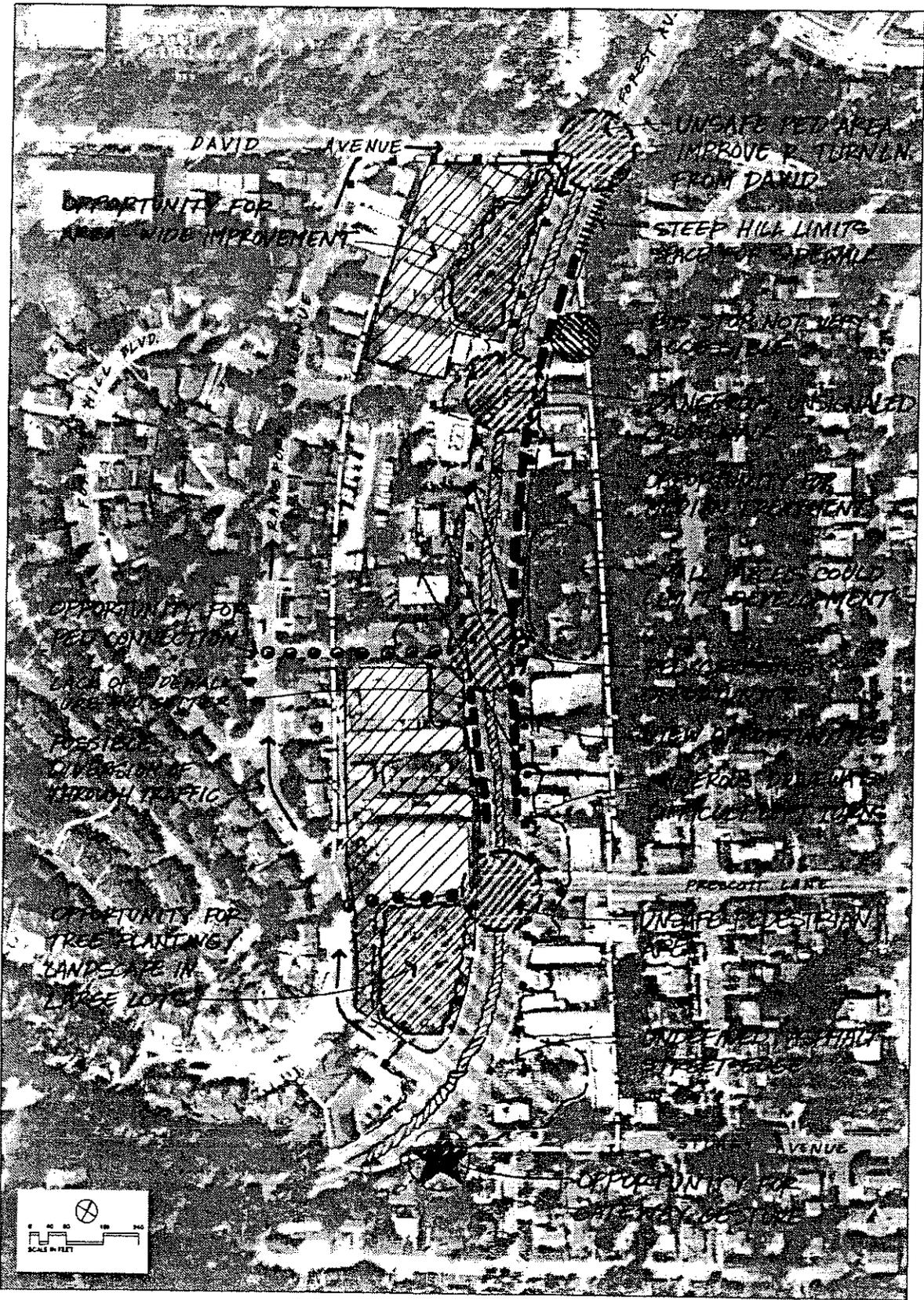


Figure 3-2: Issues and Opportunities



ISSUES AND POLICIES

1. Image and Appearance of Forest Avenue

The most common issue raised by public workshop participants and members of the Forest Hill Specific Plan Coordinating Group was the appearance of Forest Avenue. Residents and some business owners said that the:

- Overall appearance of the street is too chaotic and harsh;
- The width of the street and asphalt is overwhelming;
- Sidewalks on the street are unattractive and discontinuous;
- Parking lots are highly visible and unattractive;
- Business fronts and shopping areas are cluttered and unattractive; and
- The entrance to Pacific Grove from the south on Holman Highway is unsightly and confusing.

The policies below will improve the image and appearance of Forest Avenue.

Policy 3.1 Enhance and unify the appearance of Forest Avenue with new street trees, street furniture, medians, and other streetscape improvements, as appropriate.

The City should initiate a tribute tree and memorial bench program to defray the cost of these improvements.

Policy 3.2 Create a defined street edge and narrow the perceived width of Forest Avenue with street trees, sidewalks, buildings placed close to the street, and other streetscape amenities, as appropriate.

Policy 3.3 Adopt guidelines for development along Forest Avenue that will improve the appearance of the streetfront for motorists and pedestrians, diminish the view of parked cars, improve the visual interest and appearance of buildings, and diminish the overall image of asphalt along Forest Avenue.

Policy 3.4 Develop a signage program that reduces the visual clutter along Forest Avenue and unifies the image of the street.

Policy 3.4 implies adoption of a sign amortization process that requires the removal of signs in the Forest Hill Commercial Area that do not conform with the current City sign ordinance (1989).

Policy 3.5 Coordinate the project to underground utility lines on Forest Avenue with the goals, policies, and action programs of this Plan.

Policy 3.6 Locate parking lots behind and to the side of businesses.

Policy 3.7 Create a landscape treatment for the street and for parking lots that is distinctive and complements the landscape of the Monterey Peninsula.

Policy 3.8 Create a gateway at the south end of the Forest Hill Commercial Area welcoming people to the City of Pacific Grove.

The City may want to consider a competition to select a designer or public artist to design the gateway.

2. Traffic Flow

While most of the issues with respect to traffic flow are covered in Chapter 4 on Circulation, a number of design recommendations will impact the movement of vehicles. Participants at the public workshops expressed the following concerns:

- Traffic on Forest Avenue does not flow smoothly—two-way left turn lanes fail to guide motorists;
- Motorists use the two-way turn left lanes to bypass traffic in the through lanes;
- Vehicles cut through residential streets and commercial parking lots to avoid signalized intersections.

The policies below are recommendations that will maintain arterial traffic flow on Forest Avenue and reduce or eliminate the intrusion of through traffic into local neighborhoods.

Policy 3.9 Reduce the number of curb cuts along Forest Avenue to reduce the number of turns and better organize traffic.

Policy 3.10 Discourage traffic from using adjacent residential streets. (See Policies 4.15, 4.16, 4.17, and 4.18 on page 69.)

Policy 3.11 Provide measures to guide traffic and ensure that the two-way left turn lane is not used as an additional through lane. (See Policy 4.13 on page 65.)

3. Residential Properties

In addition to traffic diversions into neighborhoods, residential property owners are concerned about the buffer between businesses on Forest Avenue and homes on Seaview and Ransford Avenues, and trash in the Forest Hill Area that gets blown into their back yards.

Policy 3.12 Develop a "rear buffer" treatment at the rear of commercial properties that back up to residential uses that diminishes noise, glare, and other nuisances that can disturb residents.

Policy 3.13 Make an effort to keep the Forest Hill Commercial Area free of trash.

This may include providing trash receptacles along Forest Avenue and improving trash collection and City enforcement measures.

4. Economic Development

The fundamental concern of business owners in the Forest Hill Commercial Area was to maintain visibility of and access to their establishments.

Policy 3.14 Improve vehicular circulation for traffic entering and leaving businesses.

Policy 3.15 Improve on-street parking to serve businesses along Forest Avenue.

See Figure 3-6 on page 34 and Table 4-12 on page 72, and note that landscape policies may somewhat reduce on-street parking.

5. Pedestrian Access

A lot of discussion during the development of this specific plan centered on making the Forest Hill Commercial Area more pedestrian-friendly. Residents complained about the current condition of Forest Avenue and parking lots in the Forest Hill Commercial Area. These include:

- Sidewalks are difficult to use because they are discontinuous, steep, constructed of different materials, and not in conformance with ADA requirements;
- Crossing Forest Avenue (even at traffic signals) is difficult and dangerous for pedestrians;
- Riding a bike on Forest Avenue is difficult and unsafe;
- Traffic on Forest Avenue makes it dangerous for bicyclists, and for drivers to exit their cars; and
- Parking lots are poorly designed and difficult to navigate for pedestrians.

The following policies address these complaints by improving pedestrian and bike access, safety, walks, and crossings.

Policy 3.16 Enhance the pedestrian environment with a continuous sidewalk along both sides of Forest Avenue and with a system of pedestrian linkages to primary building entrances along the street.

This would include measures to ensure that the sidewalks meet ADA requirements.

Policy 3.17 Create an additional pedestrian crossing across Forest Avenue between Forest Hill Boulevard and Prescott Lane. (See Policy 4.7, page 64.)

The new crosswalk should be built within a zone that is 300 feet north of Prescott and 200 feet south of Forest Hill Boulevard. The zone stretches approximately 430 feet from the northern edge of Forest Hill Shopping Center to the northern edge of Fraley's Coast Gasoline. The exact location will depend on opportunities to reduce curb cuts and combine parking lots as redevelopment occurs on properties located in this segment of Forest Avenue.

Policy 3.18 Where possible, consolidate driveways and parking lots.

Policy 3.19 Work with Monterey Salinas Transit to relocate the bus stop on the east side of Forest Avenue across from the Fairway Center to the east side of Forest Avenue just south of Forest Hill Boulevard.

Moving the stop closer to the crosswalk at Forest Avenue and Forest Hill Boulevard will improve pedestrian safety and access to connecting bus lines and shops on the west side of the street.

FOREST AVENUE STREET DESIGN

Forest Avenue is a major gateway to the city. It is also an arterial roadway and a major shopping street with commercial establishments on either side. The proposed improvements to Forest Avenue are intended to enhance the image of the street, promote comfortable pedestrian movement, improve traffic flow through the area, and provide convenient access to businesses.

Figure 3-3 (*Illustrative Plan*) shows the proposed improvements to Forest Avenue. The Plan proposes to improve the function and appearance of the street with continuous street tree plantings on both sides of Forest Avenue; landscaped medians; new sidewalks, curbs, and gutters; a low screening wall in front of large parking lots (with a trellis structure attached to the walls at Safeway); new street furnishings; and a community "gateway" feature on Forest Avenue at Stuart Avenue. Pedestrian enhancements to Forest Avenue include new and improved sidewalks, a new mid-block crosswalk across Forest Avenue between Prescott Lane and Forest Hill Boulevard, and new bus shelters. Vehicular circulation on Forest Avenue is improved by two new right turn lanes at Forest and David Avenues, street medians that direct traffic and reduce travel down the center turn lane, on-street parking, and a realigned Stuart Avenue.

Street Improvements

Illustrated in Figure 3-4 (*Proposed Street Improvements*), the recommended street improvements are:

1. New crosswalks on Forest Avenue at David Avenue (north side) and on David Avenue at Forest Avenue (east side).
2. New right turn lane from eastbound David Avenue to southbound Forest Avenue.
3. New right turn lane from northbound Forest Avenue to eastbound David Avenue.

4. Removal of parking lot driveway on David Avenue at Fairway Center.
5. New low wall—illustrated in Figure 3-7 (*Street Furnishings*)—along the back of sidewalk at Fairway Center, Trader Joe's, and Safeway to screen views of the large parking lots while allowing visual access to the buildings behind.
6. Four landscaped medians at selected locations to improve the image of the street, direct traffic, and prevent the use of the center turn lane as a travel lane.
7. New sidewalk, curb, and gutter along portions of the street now lacking those amenities.
8. Relocated bus stop to just south of Forest Hill Boulevard, providing more convenient access to Forest Avenue crosswalk at Forest Hill Boulevard.
9. New Forest Avenue crosswalk in an area that is at least 300 feet north of the signal at Prescott Lane and 200 feet south of Forest Hill Boulevard. The new crosswalk, along with existing crosswalks at David Avenue, Forest Hill Boulevard, and Prescott Lane, will offer more frequent opportunities for pedestrian crossing of Forest Avenue. The four crosswalks are at a comfortable distance for pedestrians and a safe interval for autos.
10. Street Trees along the length of Forest Avenue in bulb-outs between driveways (discussed under Street Furnishings, page 35, and in Chapter 4, Issue #7, page 66).
11. Stuart Avenue is realigned to intersect Forest Avenue at a 90 degree angle, improving the safety of turns in and out of Stuart and discouraging traffic from using Seaview Avenue to bypass Forest Avenue.
12. New gateway feature on Forest Avenue at Stuart Avenue announcing one's arrival into the city.
13. New low walls and trellises—illustrated in Figure 3-7 (*Street Furnishings*)—along the back of sidewalk at Safeway to screen views of the large parking lot.
14. (This recommended improvement is not shown on Figure 3-4): New pedestrian "bulbouts" (extended sidewalks) to shorten the distance to cross Forest Avenue at the crosswalks at Forest Hill Boulevard (southeast corner) and Safeway (northwest corner). See Figure 3-8 (*Forest Avenue at Fairway Center*) which illustrates the bulbout at Forest Hill Boulevard.
 - In addition, these recommended improvements are not shown on any figure:
15. Undergrounding all above-ground utilities. Pacific Bell and PG&E have started this project.
16. Striped five-foot-wide on-street bicycle lanes on both sides of Forest Avenue and bicycle detection loops at traffic signals.
17. A retaining wall on the east side of Forest Avenue from David Avenue south for approximately 250 feet to permit construction of a right turn lane and sidewalk.
18. Coordinating and synchronizing traffic signals.

Figure 3-3: Illustrative Plan

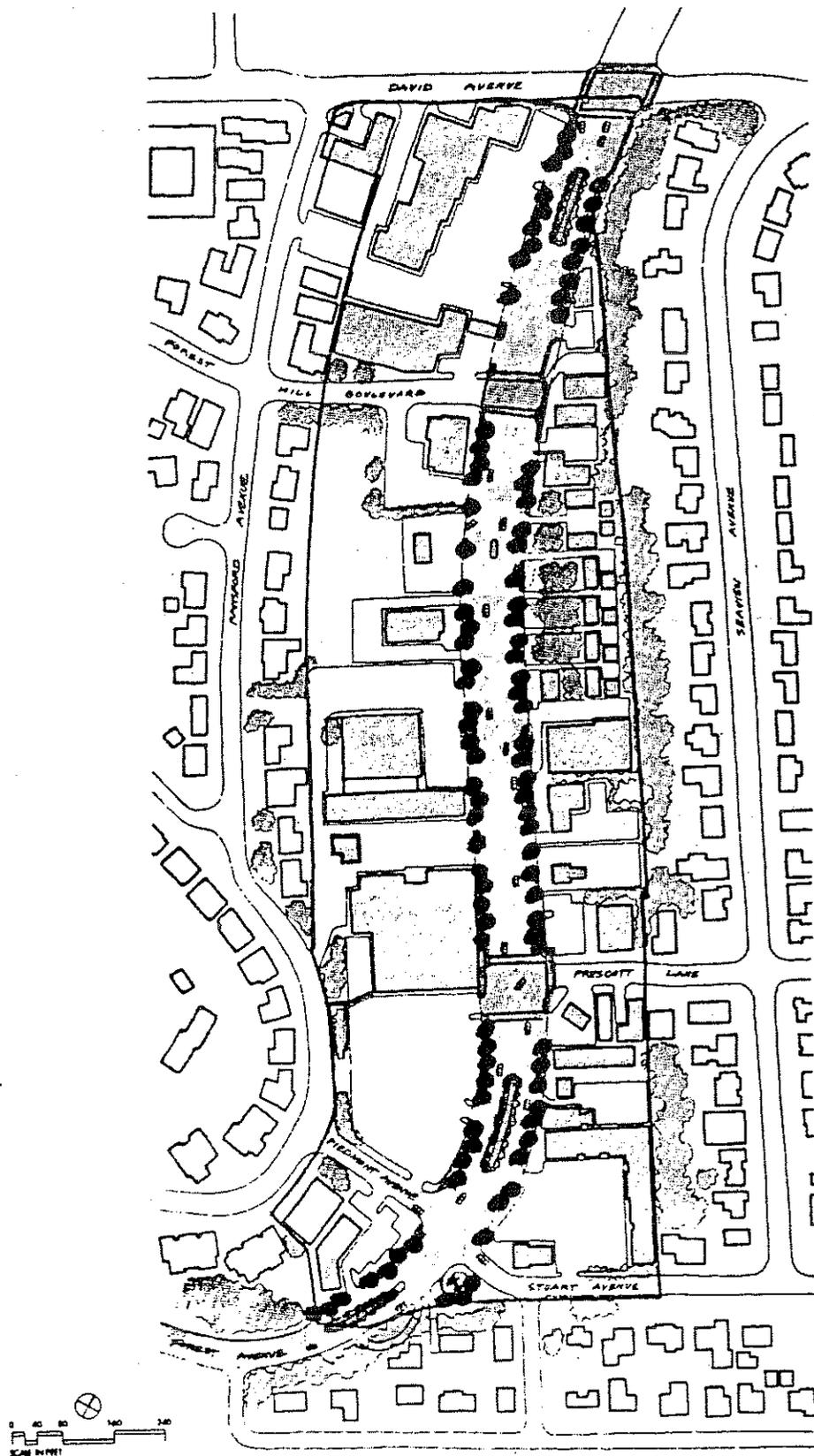
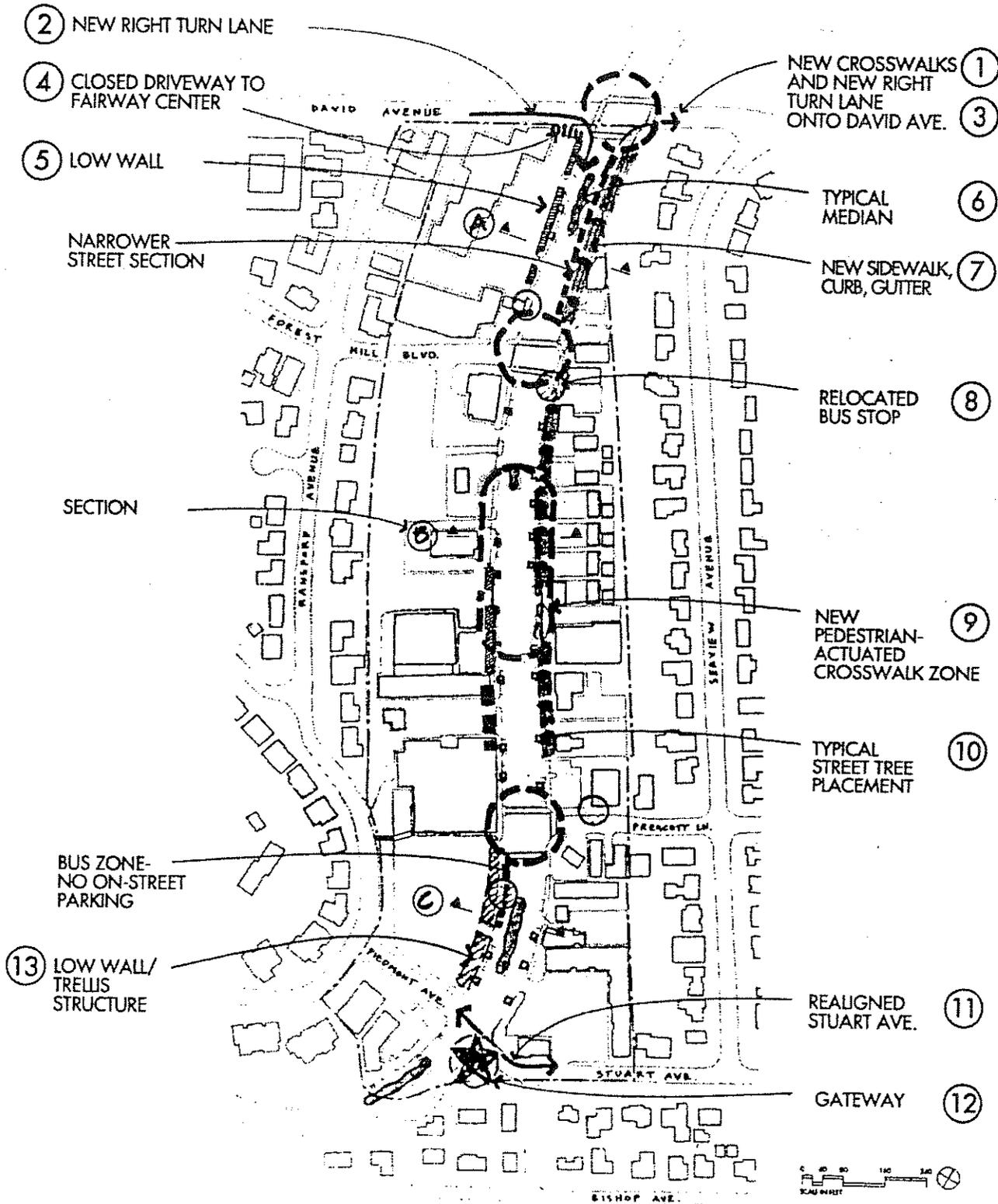


Figure 3-4: Proposed Street Improvements

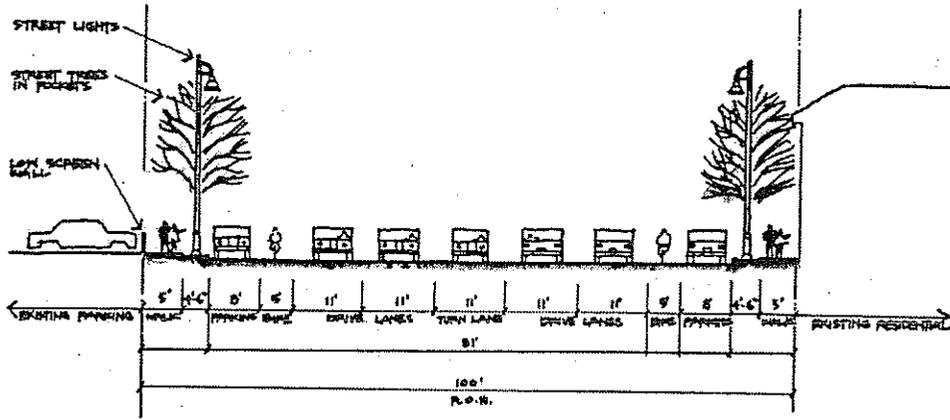


Street Standards

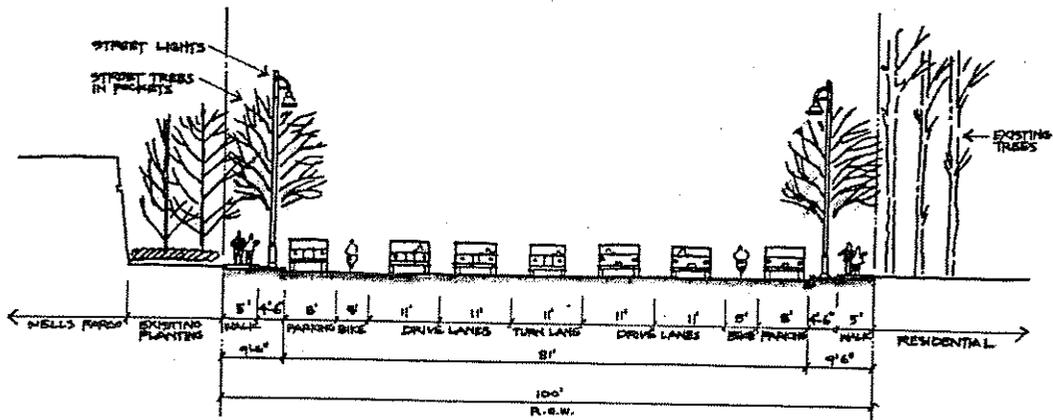
Figure 3-5 (*Proposed Sections*) depicts street standards for Forest Avenue. The sections correspond to lettered locations identified in Figure 3-4 (*Proposed Street Improvements*). The street standards for Forest Avenue include four 11'-0" travel lanes, one 11'-0" center turn lane or landscaped median, bike lanes, parking lanes, and a 9'-6" sidewalk within a 100' right-of-way. A similar street section, with a wider sidewalk, is recommended for the 105' wide right-of-way at Safeway. The street sections propose street trees, street furnishings, and, in some locations, a low wall to screen the view of cars in the three largest parking lots in the area. In front of Safeway, the low walls would be augmented by a trellis. The street configuration at the northern end of Forest Avenue, with its more restrictive topography, is described later (see Forest Avenue at Fairway Center, page 39).

Figure 3-6 (*On-Street Parking Concepts*) illustrates the layout of street trees and on-street parking spaces and their corresponding minimum dimensions. In addition to those illustrated, the minimum distance of a parking space from an intersecting street (as opposed to a driveway) is 20 feet. The figure also illustrates vertical sight line ("planting/view") requirements as they relate to ground cover plantings and trees.

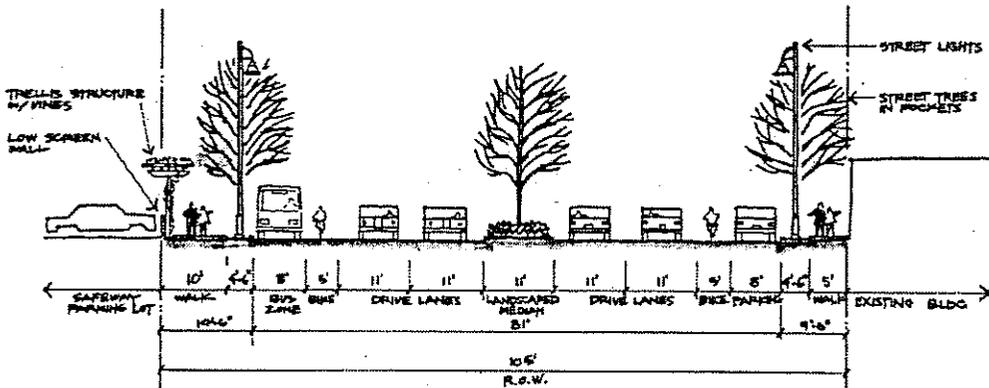
Figure 3-5: Proposed Sections



SECTION A

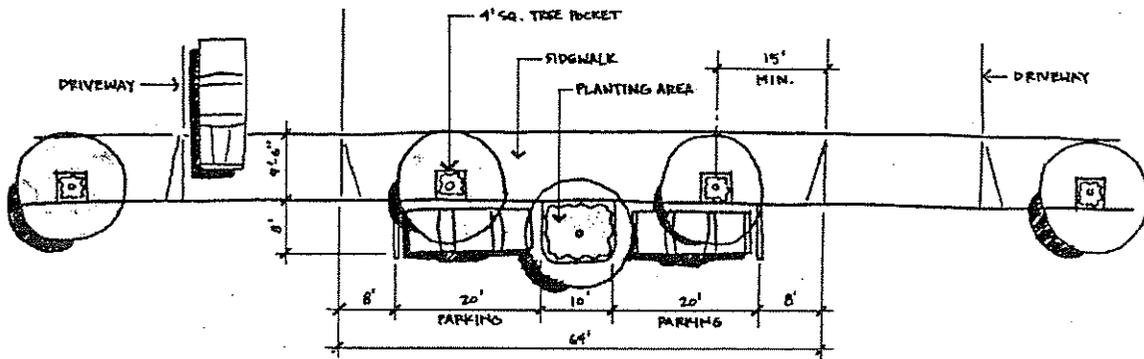


SECTION B

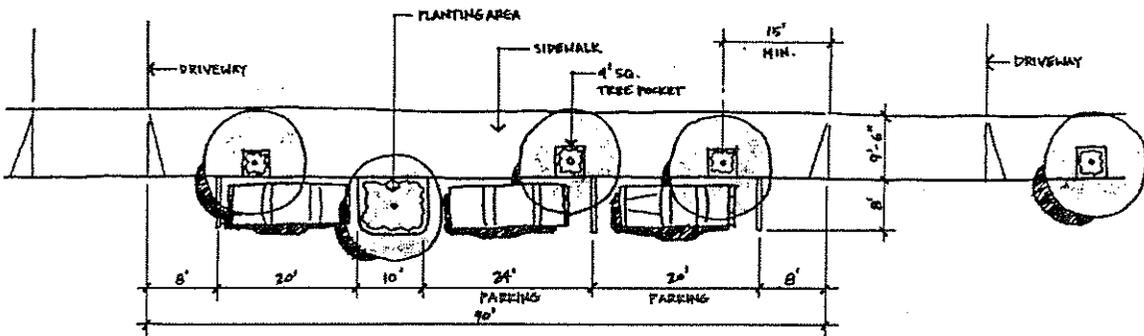


SECTION C

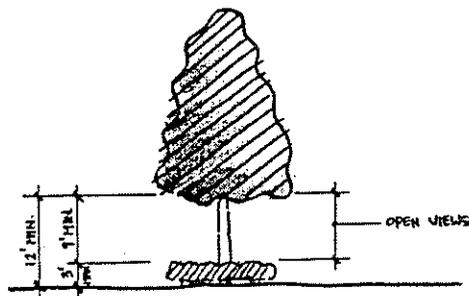
Figure 3-6: On-street Parking Concepts



CONCEPT A



CONCEPT B



PLANTING AND VIEW REQUIREMENTS

Street Furnishings

Described below are the suggested and proposed street furnishings for Forest Avenue. Figure 3-7 (*Street Furnishings*) illustrates the proposed street furniture. The street furniture is contemporary in design, providing a clean modern look that visually unifies the street, complements the newer retail development along Forest Avenue, and provides a comfortable setting for pedestrian circulation. All street furniture, except for street grates, is proposed to be the same dark ("forest") green in color.

Crosswalks

Crosswalks are a 10' wide zone, defined by 12" wide white thermoplastic striping along the outer edge.

Sidewalk

Sidewalks are conventional grey concrete paving with broom finish.

Street and Median Trees

Street trees are located along Forest Avenue to unify the street and enhance the pedestrian experience. The trees are planted approximately 20' on center in 4' x 4' tree wells in the sidewalk and in 8'-0" x 7'-6" planting islands between on-street parking stalls. Trees in the street medians are planted informally, reflecting the surrounding coastal forest while contrasting with the formal sidewalk planting.

The following trees are proposed:

- Sidewalk and Planting Islands: *Platanus acerifolia* "Yarwood" - London Plane Tree. The Natural Resources Committee considered and approved this recommendation.
- Street Median: *Cupressus macrocarpa* - Monterey Cypress. The Natural Resources Committee approved and recommended this tree where the median is at least 11 feet wide (Figure 3-5 in this Plan recommends 11-foot medians.)

The following ground cover is suggested:

- Ground cover (planting islands and median): *Rosmarinus officinalis* "Huntington Blue" - Rosemary.

To promote optimum tree health, adequate soil volume (300 to 500 cu. ft. of uncompacted soil per tree) and drainage should be provided. To accommodate root growth, tree planter trenches should be created by interconnecting the plant pits with large volumes of soil under the sidewalk.

Street and median trees shall be maintained (watered, pruned, etc.) by the City. Note: The current Pacific Grove Tree Ordinance requires all property owners to maintain the trees and shrubs within any street planting areas immediately adjacent to their properties. How-

ever, there is also a City policy that the City maintains all street trees in the business districts. The Forest Hill Commercial Area is a business district, and the City is currently hand-watering the existing street trees.

The City will develop a "tribute tree" donation program to defray the cost purchasing and maintaining the trees.

Street Tree Grates

Street tree grates are 48" square cast iron tree grates, with expandable tree opening and narrow slot openings for pedestrian safety. (Model #R-8706-1, manufactured by Neenah Foundry Company, Neenah, WI.)

Street Lights

The street lights are contemporary dome-shaped "Luminaire" with a decorative post and mounting. The light fixture has a segmented optical system for cut-off performance, directing light onto the roadway and minimizing glare into adjacent residential neighborhoods. Banner attachments are available. Illumination levels are comparable to Caltrans' standards. The street lights have the following specifications:

- Type: Domus Series, DMS 10. (Manufactured by Lumec, Boisbriand, Quebec, Canada.) Catalog No. 250HPS-DMS10-SG3-VOLTAGE-PM-1A-SAM8V-25'-BABD22(2)-1X36-G-12-1/2-DEC-GN8-TX.

- Spacing: 90' on center, on both sides of the street, directly across from each other
- Lamp Height: 25'
- Wattage: 250 HPS
- Color: "Textured Dark Green"

Transit Shelters

Located at the back of sidewalk, the transit (bus) shelters are 4' x 12' in size and consist of a metal frame and clear tempered glass enclosure on three sides. The vaulted roof is made of lexan or allucobond. Night lighting is provided by light fixtures discretely located in the roof trim. A public telephone may be included as a part of the shelter. The shelter's metal color is dark green, consistent with other street furniture. (Manufactured by Daytech Mfg. Ltd., Toronto, Canada.)

Seating

The City will develop a "memorial bench" program to develop seating along Forest Avenue.

Trash Receptacles

Located near the transit shelters, the trash receptacles are perforated steel trash receptacle with a side opening. They have a 20" diameter and are 42" high (30 gallon capacity). The receptacles have a powder coated finish and a color of "Ivy". (Model No. PK5002-20-42; manufactured by Landscape Forms, Kalamazoo MI.)

Low Screening Wall

A low wall is provided at the right-of-way line at Fairway Center, Trader Joe's, and Safeway to partially screen large parking areas from public view. The low walls are natural color poured-in-place concrete, 8" wide by 36" high.

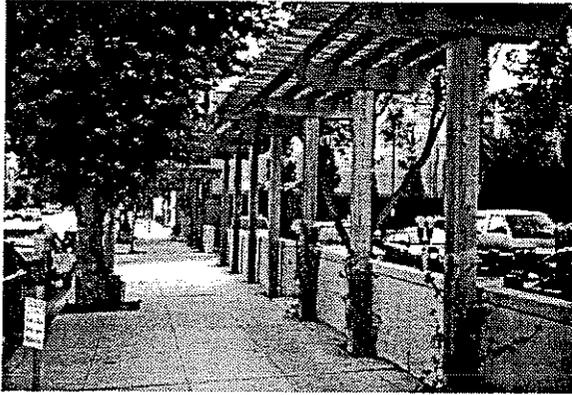
- Along the wall (5' on center): *Ficus pumila* - Creeping Fig.
- Groundcover in planting strip: *Fragaria chiloensis* - Wild strawberry.

Trellis

A wood trellis structure, 9 -10 feet in height, is located immediately adjacent to and above the low walls to provide additional screening of the Safeway parking lot. The posts are 8" x 8", spaced at 5 to 6 feet on center. The overhead structure should be at least 4' wide to support vines. An 8" wide planting strip is located along the front of the wall.

- Vines at each post: *Distictis buccinatoria* - Blood-red Trumpet Vine or *Solanium jasminoides* - Potato Vine.

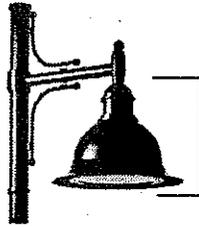
Figure 3-7: Street Furnishings



Low Screen Wall with Trellis



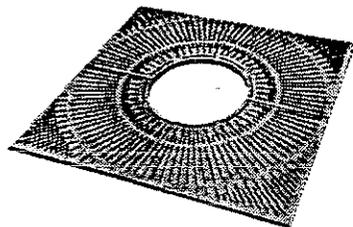
Transit Shelter



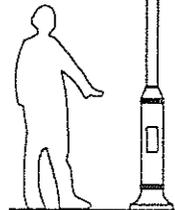
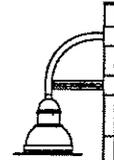
Street Light Fixture



Trash Receptacle
(does not include ash urn)



Tree Grate



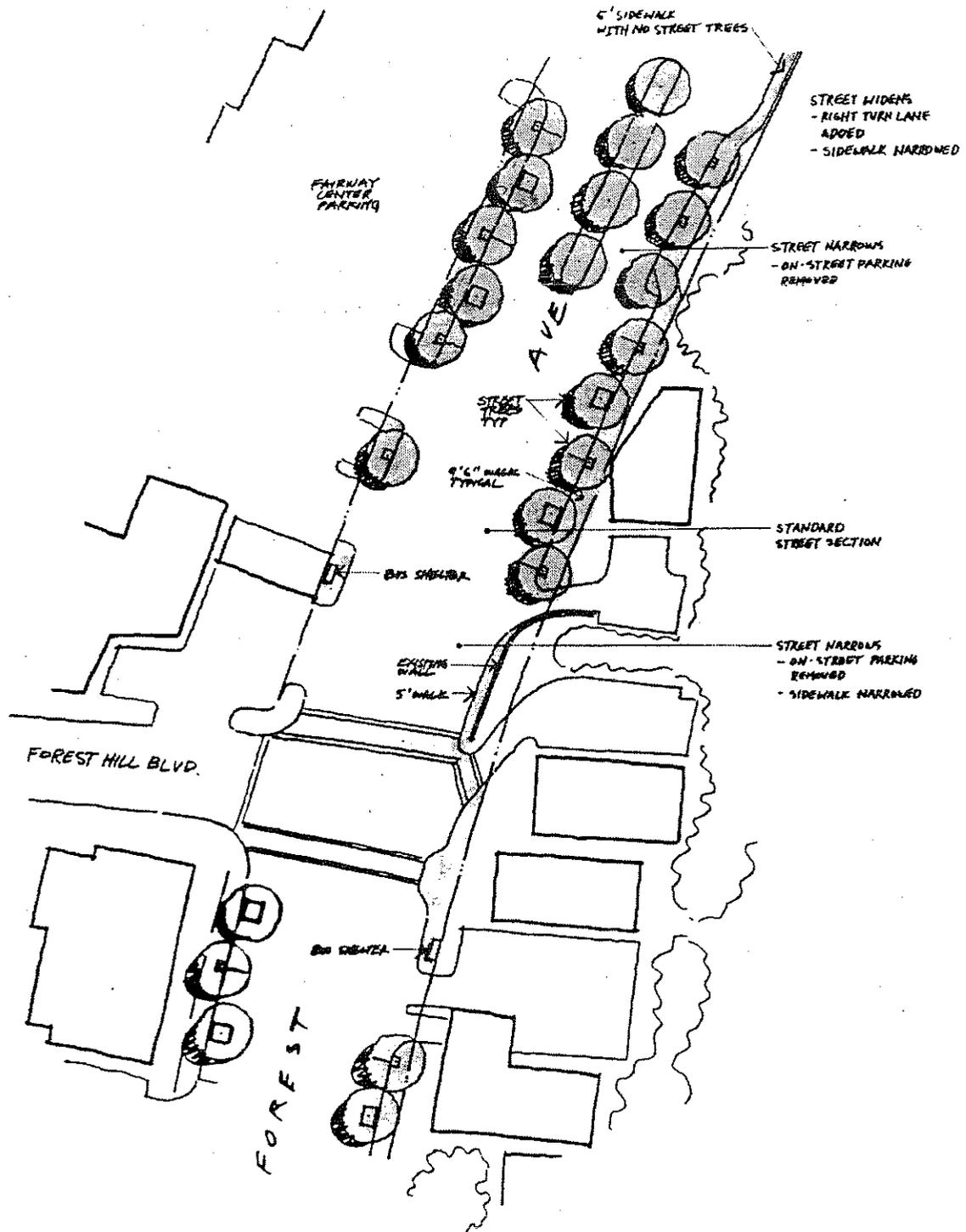
Street Light

Forest Avenue at Fairway Center

Due to steep grade changes along the eastern side of Forest Avenue, the street sections within the 100' right-of-way varies, as illustrated in Figure 3-8 (*Forest Avenue at Fairway Center*). The street in this area exhibits four conditions, from north to south, as described below. The exceptions to the standard street section are cited below, and all comments pertain to the eastern side of Forest Avenue:

- Northernmost portion of Forest Avenue nearest David Avenue: an additional turn lane is added, on-street parking is removed, and the sidewalk is reduced in size from 9'-6" to 5'-0". A retaining wall is added to support the bank immediately on the east. Note: Because of limited space, the intent is that no street trees will be located on the east side of this roadway section.
- Area between turn lane and first (northern) building (parcel): On-street parking is removed, with a smaller or no retaining wall in this area.
- Area in front of the first (northern) building (parcel): This area exhibits the standard street section.
- Area across from north side of Forest Hill Boulevard: On-street parking is removed, and the sidewalk is reduced in size from 9'-6" to 5'. This accommodates the existing retaining wall location although some alterations to the wall may be needed.

Figure 3-8: Forest Avenue at Fairway Center



Pedestrian Crossing Between Prescott Lane and Forest Hill Boulevard

The Specific Plan recommends an additional crosswalk on Forest Avenue in an area that is at least 300 feet north of the signal at Prescott Lane and 200 feet south of Forest Hill Boulevard. The proposed crosswalk will have a pedestrian-actuated crossing light synchronized with the traffic lights at Prescott Lane and David Avenue. A center island on Forest Avenue offers temporary refuge for pedestrians and prevents drivers from using the left turn lane as a through lane. The light will have separate “walk” and “don’t walk” phases for each half of the street to provide improved coordination for through traffic. With its synchronized timing, the crosswalk signal will not interfere with traffic flow but will allow for safe pedestrian crossing of Forest Avenue.

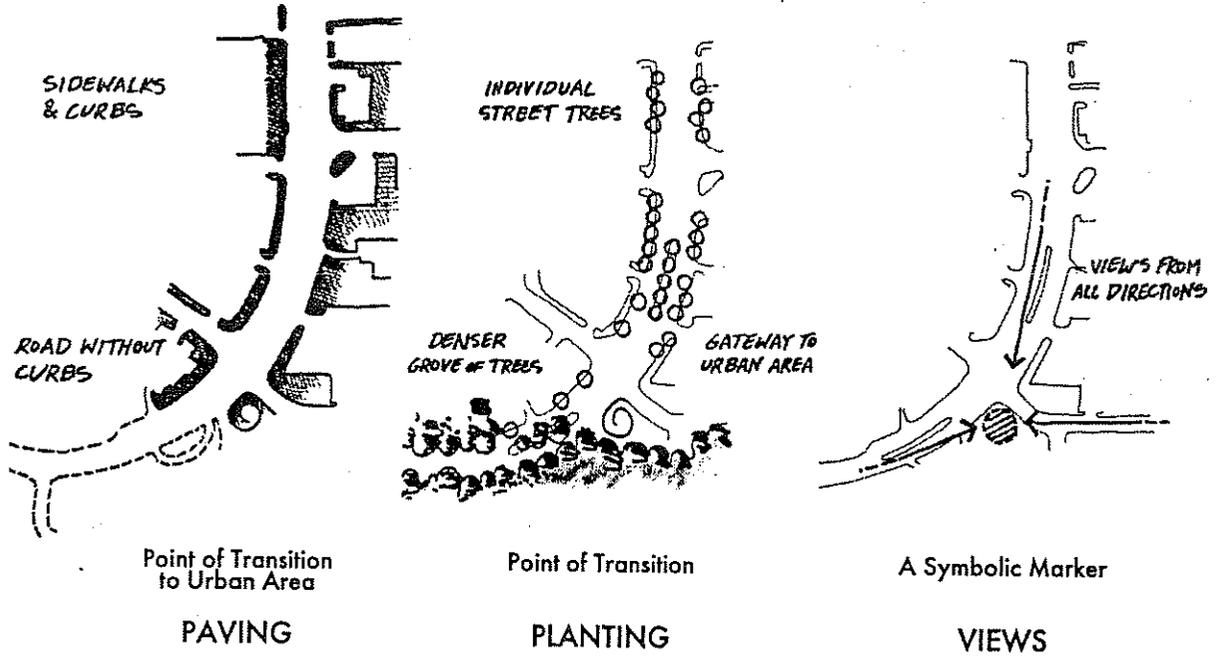
Southern Gateway

A gateway welcoming people to Pacific Grove will be constructed beside Forest Avenue at Stuart Avenue on land left over from the realignment of Stuart. Illustrated in Figure 3-9 (*Gateway Treatment*), the gateway should:

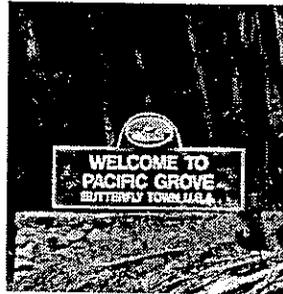
- Include appropriate landscape and the words “Pacific Grove”;
- Be easily seen by motorists but not interfere with motorists’ sight lines;
- Include imagery pertinent to the community of Pacific Grove.

The City may want to consider having a competition to select a designer or public artist to design the gateway.

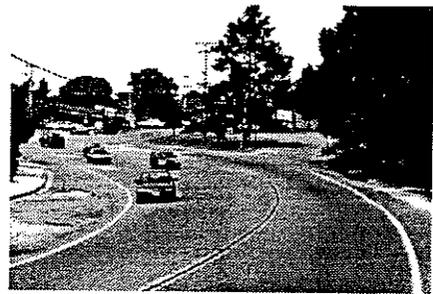
Figure 3-9: Gateway Treatment



SOUTHERN GATEWAY



A WELCOME SIGN



SOUTH GATEWAY CLOSEUP

BUILDING AND SITE DESIGN GUIDELINES

The Building and Site Design Guidelines for the Forest Hill Commercial Area provide direction for improving the appearance and function of development along Forest Avenue.

Building Layout

Building-Street Edge

As illustrated in Figures 3-10 and 3-11 (*Building Layout Concepts I & II*), buildings should *generally* be built close to the property line of Forest Avenue (0 to 20 feet) in order to narrow the appearance of the street, to promote a well-defined and cohesive street frontage, and to diminish the dominant image of the parking lots. Buildings should maximize their frontage along the street. The main building facade should be parallel to the street, and buildings sited at an oblique angle to the street should be avoided. Buildings with retail space at the ground level should match the elevation of the adjacent public walk to allow easy access.

The area between the building and Forest Avenue should be well landscaped or provide for the extension of the sidewalk and pedestrian areas as appropriate. The setback area could support outdoor cafes and retail extension areas that promote active street frontages. Parking between the front elevation of the building and the street is generally prohibited.

Building Entrances

Commercial uses should have their primary entrances oriented to Forest Avenue, although entrances oriented to the parking lot are acceptable.

Pedestrian Flows

A clearly defined continuous pedestrian walkway connecting the public sidewalk to the building entrances shall be provided. The pedestrian walkways shall be 6' wide (minimum), pavers or non-skid concrete paving. Where the access route passes through a parking area, a 6' wide path will be designated for pedestrian use. Pedestrian walkways through parking lots will be marked by slightly raised or contrasting pavement or 9-inch wide white stripes painted along the outer edges, or both.

A pedestrian pathway should be provided along any facade featuring a customer entrance and along any facade abutting parking areas.

Building Setbacks

Buildings should be set back from the property line at Forest Avenue and at other streets 0 to 20 feet. The minimum building setback requirements for the side and rear of the parcels are 0 feet and 10 feet, respectively.

Figure 3-10: Building Layout Concepts I

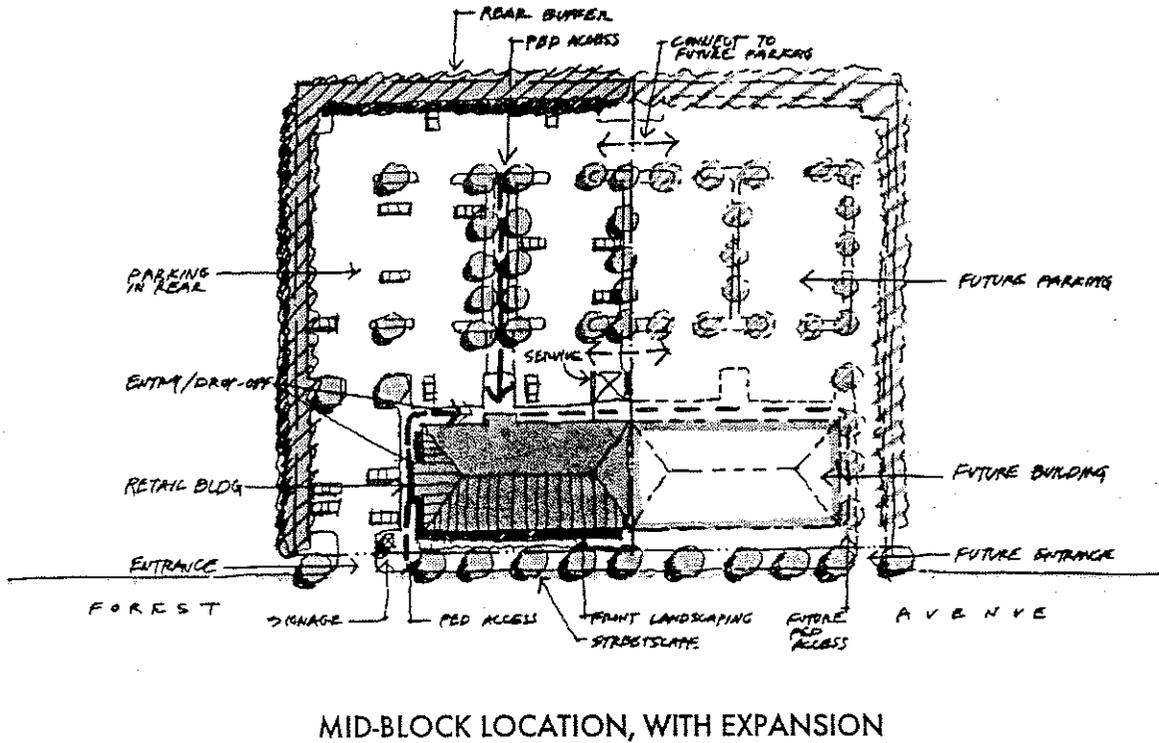
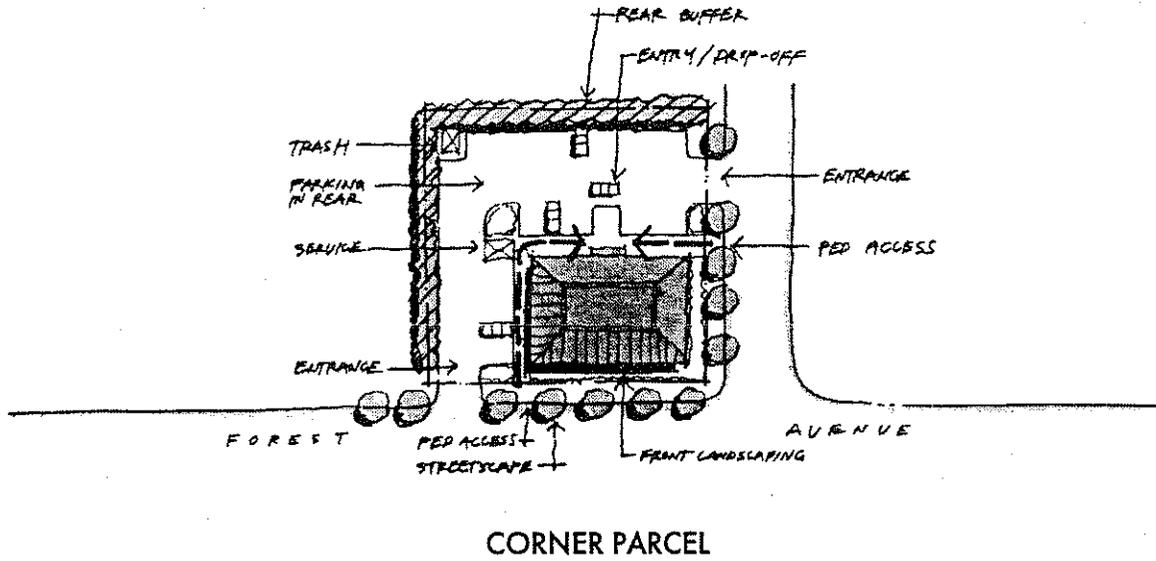
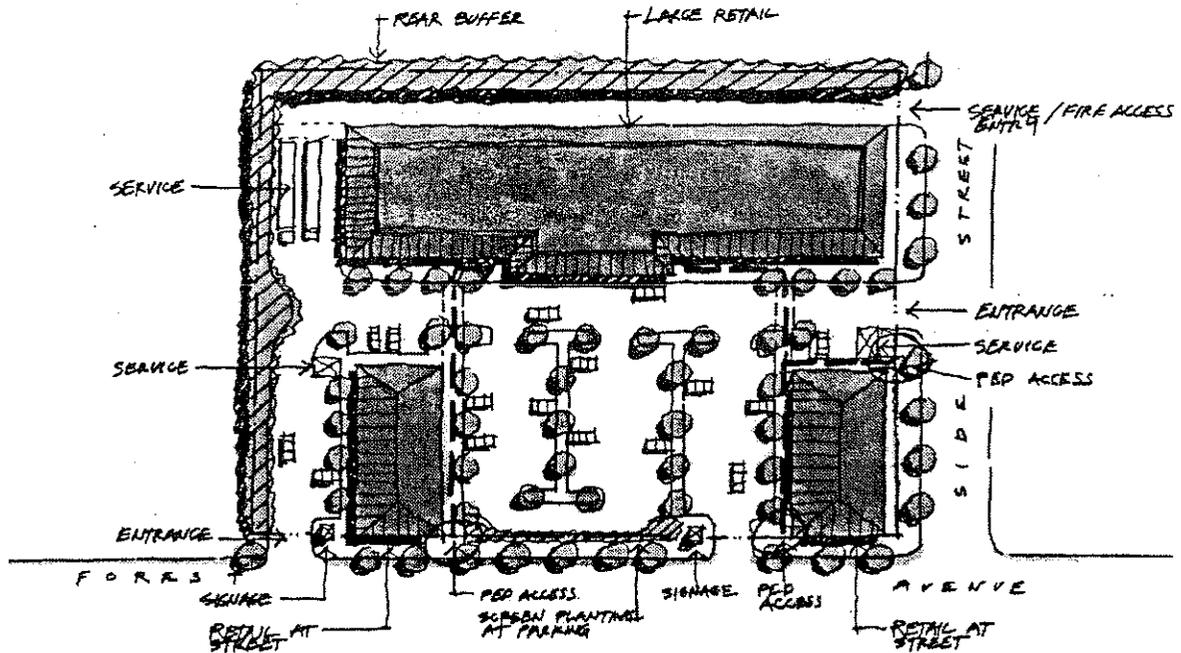
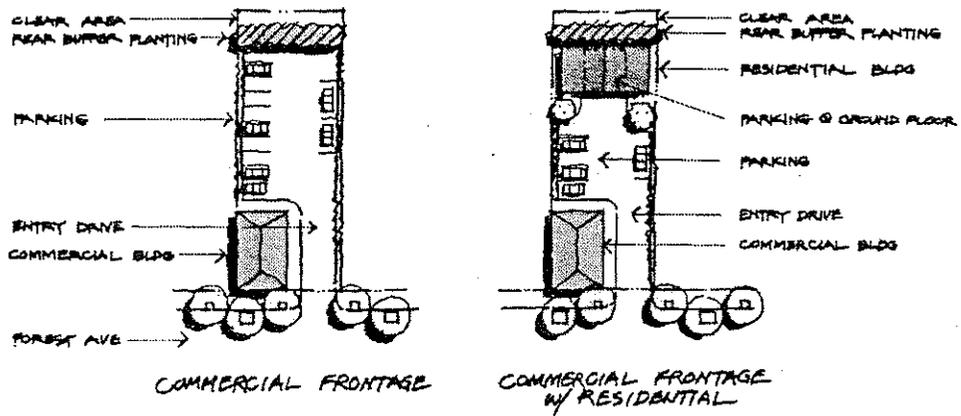


Figure 3-11: Building Layout Concepts II



LARGE PARCEL



NARROW PARCEL

NOTE: There may be an easement at the end of the property.

Building Height

The maximum building height shall be 35 feet.

Service Area

Truck loading facilities should be an integral part of the development and should be carefully screened from public view. All exterior garbage and refuse facilities and mechanical equipment should be located behind buildings and screened in a manner that is compatible with the overall building and site design. Screening may be provided by shrub planting, wall, or "solid" fencing.

Drainage

Potential surface drainage problems onto neighboring properties should be minimized, and adequate drainage on-site for each parcel should be provided.

Vehicular Circulation

Driveways

Curb cuts for driveways should be limited to a minimum number. Only one curb cut on Forest Avenue shall be permitted for each property, except for developments with a high degree of vehicular circulation. The curb cuts should be located to allow for safe and smooth traffic and pedestrian flow along Forest Avenue. They should be placed a minimum of 50 feet from street intersections.

The use of shared driveways between adjoining parcels is encouraged. When feasible, new development should be linked to adjacent properties by common circulation areas for cars and people. When no development exists on adjacent properties, consideration should be given to how sites can develop common circulation linkages in the future.

Curb cuts should be as narrow as practical. Driveways should have a dimension of 12 feet for one-way traffic and 20 feet for two-way traffic. Some uses with a large volume of ingress and egress traffic, such as gasoline stations, could have wider driveway dimensions.

Corner and Driveway Visibility

Visibility at street corners and visibility at driveways connecting with a public street shall be maintained as areas of unrestricted visibility. The area of unrestricted visibility pertains to an area between 3 and 12 feet above grade in the following places:

- At street corners, a triangle shaped area with two sides of the triangle formed along both right-of-way lines for a distance of 25 feet.
- At driveways, a triangle shaped area with two sides of the triangle formed along the edge of the driveway and the right-of-way line for a distance of 10 feet.

Paving

All driveways, parking, and service areas shall be surfaced and maintained with asphalt, concrete, or other permanent, impervious surfacing material sufficient to—

- Prevent mud, dust, and loose material from escaping the paved areas.
- Control hazardous substances or wastes from affecting the quality of the ground or surface waters.

Parking Areas

Location

As illustrated in Figures 3-10 and 3-11 (*Building Layout Concepts I & II*), parking lots should be located to the rear of the property behind the building. (Parking should not be located in the required [rear] setback area, however.) While parking at the rear is preferred, parking at the sides of buildings is acceptable.

Dimensions

All parking lots should use 90 degree parking. The parking dimensions shall be 8.5 feet by 18 feet (Universal Stall), with an aisle width of 24 feet. Parallel parking is permitted. Dimensions for parallel parking shall be a minimum of 8.5 feet by 22 feet per parking space. Parallel parking spaces should be wider than 8.5 feet if placed alongside a wall.

All parking stalls adjacent to and perpendicular to a planting area or walkway shall have a wheel stop located 2'-6" from the face of curb (or edge of planting area or walkway).

Accessible Parking

All parking areas shall comply with the requirements of the Americans with Disabilities Act (ADA) Title III and the California Administrative Code Title 24.

Landscape Treatment

Landscape Character

The planting treatment shall be informal in character, complementing the indigenous landscape of the Monterey Peninsula. Selected species of trees should be planted in massings reminiscent of the nearby coastal forest. Contemporary or "ornamental" planting themes that meet the needs of each parcel are also acceptable. Planting shall be placed in all areas of the site not used for buildings, pedestrian areas, parking, or other designated functions. The plants shall be attractive and well-maintained by the property owners. A significant portion of the planting (60 percent minimum) should consist of plant species that need little water.

All planting areas shall be provided with an automatic irrigation system that is adequate to support the vegetation selected. Irrigation systems shall be designed and installed so as to limit runoff and over-spray.

Preservation of Existing Trees

Native pines and cypress and other mature trees are important resources that contribute to the landscape character of Forest Hill. Mature trees, considered those with trunks six inches in diameter or larger, should be retained wherever feasible. The existing trees may be removed only when it is demonstrated that preservation of the trees would result in an unreasonable solution for the proposed use or where a condition of hazard or danger of disease exists. The preservation of existing trees should be consistent with Pacific Grove Municipal Code, Title 12.

Existing mature trees to be removed shall be replaced with new trees. The number of replacement trees will be determined by the City on a case-by-case basis, depending on the number, size, and health of the existing trees to be removed. Replacement trees shall be in addition to and not substitute as requirements for new parking lot trees or other required trees.

Measures shall be taken to protect existing trees during construction on or development of the parcel.

Parking Lot Planting

As illustrated in Figure 3-12 (*Parking Lot*), the perimeter of the parking area, landscape islands in the parking lot, and small areas unused for parking and circulation shall be landscaped. One tree should be planted for every four parking spaces. Existing trees may be included in the required total.

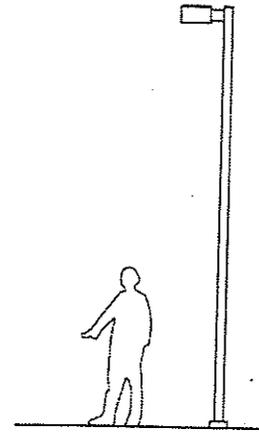
One or a combination of the following tree species should be used:

- *Quercus agrifolia* - Coast Live Oak
- *Cupressus macrocarpa* - Monterey Cypress
- *Pinus radiata* - Monterey Pine (disease resistance clones)
- Liquidambar
- *Mitrosideros*-New Zealand Christmas Tree
- Other tree species as recommended by the City Forester

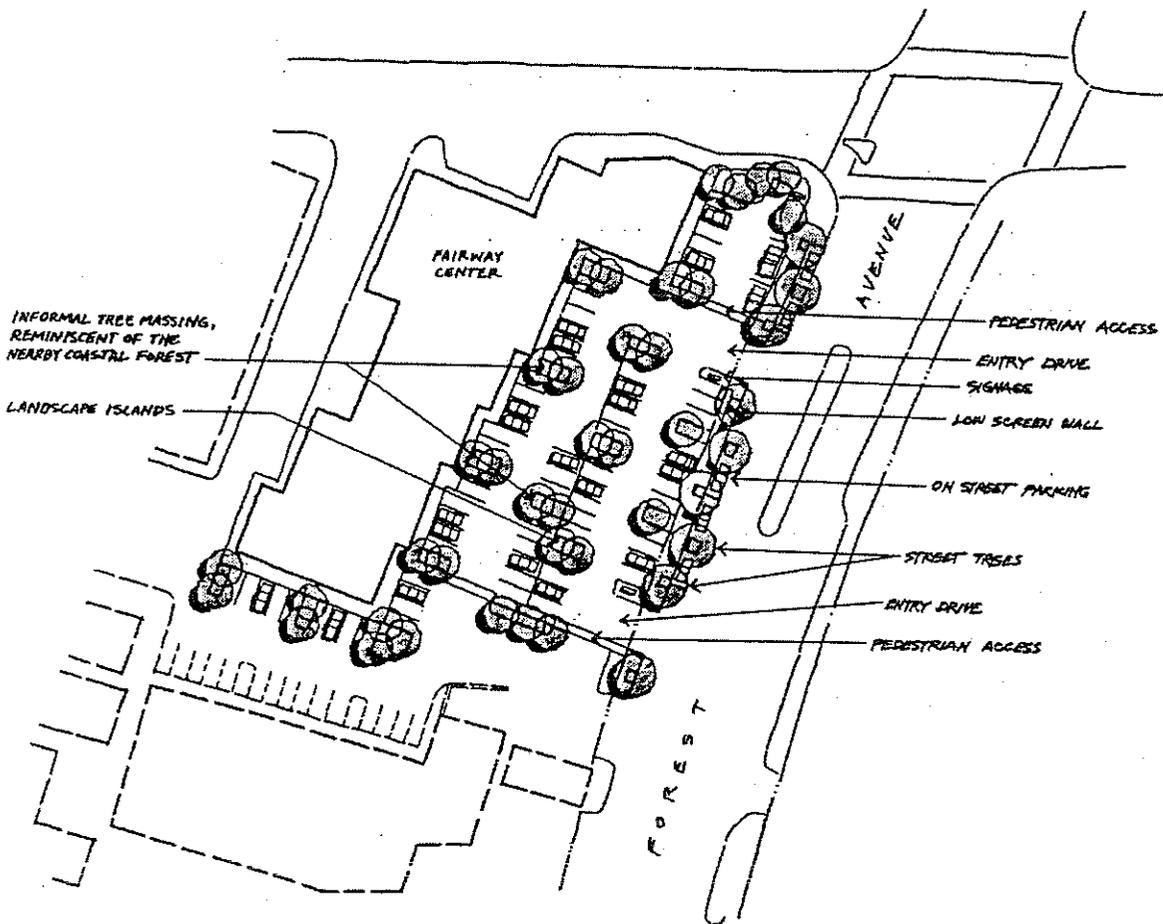
Figure 3-12: Parking Lot



Landscape Treatment at Parking Perimeter



Parking Lot Light Fixture



Proposed Landscape Treatment of Fairway Shopping Center Parking Lots

A six-foot-wide minimum landscape buffer should be provided at the perimeter of all parking areas, except for a 10-foot wide buffer at the rear of the site next to residential uses (see Rear Buffer Treatment below). The planting in the landscape areas fronting the street shall be at least 2'-6" in height, visually screening the off-street parking.

In the interior of the lots, landscape islands, with a minimum width of six feet including curb, should be provided at the end of all parking bays. A landscape island should also be provided within a row of parking bays. The island, the size of one parking space, should occur at least at every seventh parking bay (*i.e.*, no more than six parking spaces should occur in a row without a landscape island). Each landscape island shall be planted with a minimum of two trees.

All planting areas shall be protected by a six-inch-high curb.

Site Lighting

Parking lots shall be adequately illuminated for the safe movement of traffic and pedestrians, and all lighting shall be directed away from residential properties in such a way as to not create a nuisance.

The light fixture shall have a square extruded aluminum housing and arm support, mounted on a 20' high square aluminum pole. Luminaire and pole shall have a bronze anodized finish and a segmented optical system for cut-off performance. Venting of the optical system or electrical components is not required or permitted. (Model # EH-19 Series, manufactured by Garco Lighting, San Leandro CA.)

Illumination requirement for parking areas shall be 0.6 foot candles minimum on pavement, with a uniformity ratio (average: minimum) of 4:1, as recommended by the IESNA (Illuminating Engineering Society of North America) Lighting Handbook, 8th Edition.

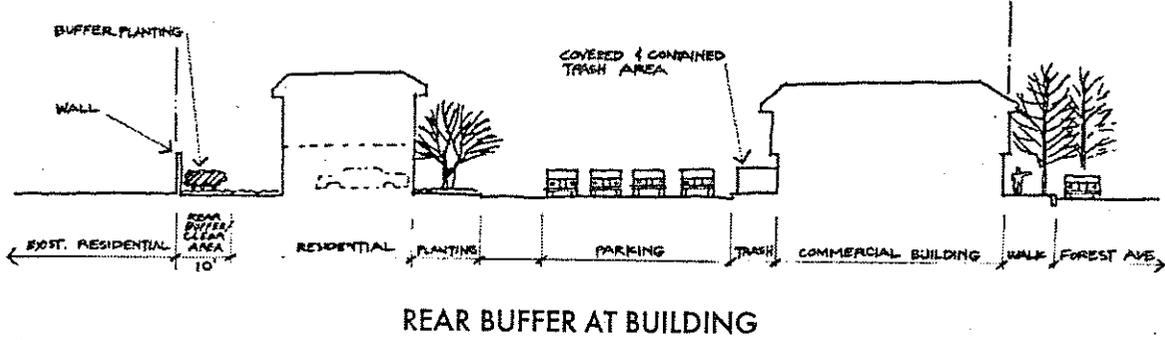
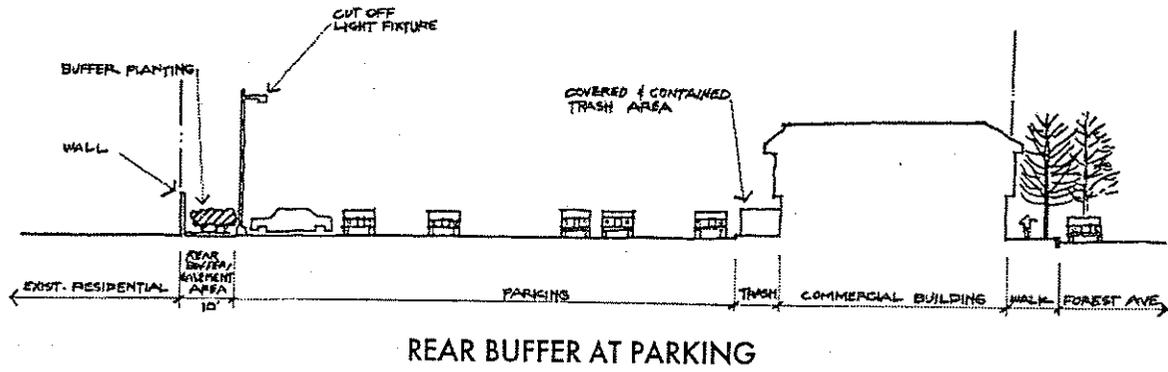
Rear Buffer Treatment

A rear buffer shall be provided at the rear of parcels that back up to residential uses to mitigate noise, glare, and other nuisances that can disturb residents. Illustrated in Figure 3-13 (*Rear Buffer*), the rear buffer includes treatment of a required 10-foot setback and other measures affecting site design and building layout.

The treatment of the rear buffer shall include:

- **Screening wall.** A concrete block wall or solid fence shall be constructed at the property line to screen views and to mitigate the noise from the adjacent (commercial) property. The wall or fence height shall be at least 6', but no higher than 8'.

Figure 3-13: Rear Buffer



•**Setback area.** A minimum 10-foot wide rear setback area is required. A 20-foot wide setback is preferred. The setback area shall be landscaped and remain clear of improvements such as parking lots, buildings, or storage sheds.

•**Planting.** The setback area shall be landscaped with shrubs 4' or higher. Tree planting shall not be allowed in the required 10-foot setback where there are planting restrictions on utility easements, but is encouraged adjacent to the 10-foot setback.

•**Limitation of uses.** Service, loading, and outdoor storage facilities are prohibited within 20 feet of the rear property line. Those facilities should be located directly behind the buildings they serve, which in turn should have a minimum setback from Forest Avenue, and the service facilities should be shielded from view with landscape, wall, or fencing. They should also be screened from view from above.

Consistent with this Specific Plan, buildings should be placed close to Forest Avenue. Second story balconies facing adjacent residential property are prohibited on buildings located on the rear half of the parcel.

•**Restrictions on light, storage and trash.** Lighting (whether mounted on buildings or free-standing) should not create glare into adjacent residential property. Cut-off light fixtures should be used to direct light away from residences. Storage and trash should be covered, contained, and screened from view with landscape, wall, or fencing.

Architectural Treatment and Materials

Building Articulation

The architectural treatment of buildings should be varied and articulated to create interest and diversity along Forest Avenue. Buildings should avoid the appearance of monolithic projects. To add complexity to the elevation, buildings should incorporate architectural details such as moldings, cornices, horizontal and vertical elements, and recessed and varied fenestration.

To avoid long and monotonous facades, buildings longer than 100 feet should incorporate recesses and projections along at least 20 percent of the length of the facade. The change of plane at the ground level should be accompanied by a change of plane at the eave or roof.

Street Frontage Treatment

Clear, untinted glass should be used on all building facades facing Forest Avenue to allow for visual interaction between public areas and the activities within. The ground level should achieve at least 50 percent transparency. Blank walls facing Forest Avenue are prohibited.

Window Treatment

Fenestration of buildings should employ a punctured wall treatment, with high quality window casings that are recessed from the building face to provide shade and detail. The use of clear anodized aluminum and stainless steel window frames is discouraged.

Building Colors and Materials

Buildings should convey solidity and durability and employ high quality materials. The use of precast concrete, concrete masonry units, articulated stucco, wood siding, sandstone, and native stone is appropriate. The use of smooth faced concrete block, tilt-up concrete panels, pre-fabricated steel panels, brick or brick facing, and tile is discouraged. The use of high intensity colors, metallic colors, black or florescent colors, and neon tubing as an accent material is prohibited.

Mechanical Equipment

Mechanical equipment should be screened from view by using a roof design that is architecturally integrated with the rest of the building.

Signage

Signs in the Forest Hill Commercial Area are regulated by the City's Sign Ordinance and the guidelines below.

- **General design guidelines.** In addition to the criteria in the City's Sign Ordinance, signs in the Forest Hill Commercial District should adhere to the following general design criteria: All signs should be of a minimum size and height to adequately identify a business for motorists on Forest Avenue.

- Sign design should be carefully integrated with site and building design to create a unified appearance for the total property.

- Signs should be carefully located for safety so as not to block driveway views of on-coming traffic.

- Illumination should be projected onto the sign face. The light source should be fully shielded from view. Internally illuminated plastic signs are discouraged.

- Color of all signs and sign components should be limited to two in addition to black and white.

- Typefaces should be chosen for their simplicity and clarity.

- Sign posts and other structural elements should be made of wood or metal. Metal should be white, earth-tone, or black in color. Wood elements should have a natural stain finish or be left to weather naturally.

- No sign, other than a projecting sign or a sign installed by a public agency, shall be placed in a public right-of-way. Any such existing signs should be promptly removed or modified so as not to impinge on the public right-of-way.
- No signs are allowed above the highest portion of the building or outside the face of the building.
- No signs are allowed on the roofs of buildings, nor on the faces of mansard roofs.

CHAPTER 4. CIRCULATION

DESCRIPTION OF EXISTING CONDITIONS

Regional and Local Roadways

State Route 68 is the major southern access into Pacific Grove. SR 68 connects Highway 1 with the Asilomar State Conference Grounds. Between State Highway 1 at the top of Carmel Hill to the Pacific Grove City Limits, SR 68 is called Holman Highway. From the Pacific Grove City Limits to Sunset Avenue, SR 68 follows Forest Avenue. Forest Avenue continues to downtown Pacific Grove, while SR 68 follows Sunset Avenue to Asilomar Avenue to the Asilomar gate. SR 68 is four lanes between Stuart Avenue and Sunset Avenue; the rest is two lanes.

The portion of Forest Avenue from about 200 feet south of Stuart Avenue extending north for three long blocks to David Avenue is the Forest Hill Commercial Area. Prescott Lane and David Avenue extend east to Cannery Row. Prescott Lane, David Avenue, and Stuart Avenue provide access to residences to the east of Forest Avenue. Prescott Lane also provides access to the Defense Language Institute. Prescott Lane and Stuart Avenue end at Forest Avenue in T-intersections, but David Avenue continues west to connect with the Country Club Gate Center and the Country Club Gate to Pebble Beach. David Avenue, Piedmont Avenue, and Forest Hill Boulevard provide access to residences to the west of Forest Avenue.

The average daily traffic (ADT) on Forest Avenue varies from 17,600 vehicles per day (vpd) at Prescott Lane to 23,300 vpd at David Avenue.

The streets to the east of the Forest Hill Commercial Area form a rectangular grid, while the streets to the west are curvilinear. All streets are paved.

Functional Classification

Forest Avenue from the city limits to Lighthouse Avenue is functionally classified as an arterial in the City's General Plan. Since it is a State highway, State legislation also includes the portion within the City Limits, north to Sunset Avenue, in the Monterey County Congestion Management Program (CMP) network.

David Avenue from Congress Avenue to the Monterey city limits is classified as an arterial in Pacific Grove's General Plan. The remaining streets in the area (Piedmont Avenue, Prescott Lane, Stuart Avenue, Ransford Avenue, and Forest Hill Boulevard) are classified as local streets.

Intersection Levels of Service in 1992

The Level of Service (LOS) scale describes intersection operating conditions during a peak hour. For signalized intersections, the LOS is based on the average delay per vehicle. Table 4-1 describes each signalized intersection LOS in qualitative terms.

Table 4-1: Level of Service Criteria for Signalized Intersections

Level of Service	Vehicle Delay (seconds)	Description
A	Less than 5	Very little delay. LOS A occurs when progression is very favorable, and most vehicles arrive at the intersection during the green phase. Most vehicles do not stop at all. Short signal cycle* lengths may also result in little delay.
B	5 to 15	Good progression or short signal cycle lengths. More vehicles stop than for LOS A, causing somewhat longer average delays.
C	15 to 25	Longer delays may result from fair progression or longer signal cycle lengths. Individual cycle failures, in which some vehicles wait through more than one signal cycle, may begin to appear. The number of vehicles stopping is significant at this level, although many still pass through without stopping.
D	25 to 40	Influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long signal cycle lengths, or high v/c ratios.** Many vehicles stop, and the proportion of vehicles not stopping declines. Individual signal cycle failures are noticeable.
E	40 to 60	Considered to be the limit of acceptable delay. These long delays generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual signal cycle failures are frequent.
F	More than 60	Considered to be unacceptable to most drivers. This condition often occurs with oversaturation, <i>i.e.</i> , when arrival flows exceed the capacity of the intersection. It may also occur at high v/c ratios, with many individual signal cycle failures. Poor progression and long cycle lengths may also cause these high delays.

* A signal cycle is the complete sequence of signal indications, *i.e.*, green-yellow-red.

** V/C is the ratio found by dividing the *volume* of traffic by the *capacity* of the intersection. *Volume* is determined by counting vehicles; *capacity* is determined by applying standards based on size and type and intersection, the makeup of the traffic, presence of pedestrians and parking, *etc.*

Source: Adapted from Highway Capacity Manual, Special Report 209, Third Edition, Transportation Research Board, Washington, D.C., 1994.

Since no intersection turning counts were performed for this Specific Plan, it was not possible to calculate existing 1997 intersection Levels of Service. Rather, PM peak traffic counts as reported in the 1992 CMP Monitoring Report were used. Levels of service are at their worst on Forest Avenue during the PM peak. The levels of service for the two signalized intersections are shown in Table 4-2.

Table 4-2: Signalized Intersection Levels of Service, 1992

Location	P.M. Peak Hour	
	Average Delay	LOS
Forest Avenue at David Avenue	28.7	D
Forest Avenue at Prescott Lane	21.7	C

Although existing peak hour traffic volumes on Forest Avenue are high, the signalized intersections operate at acceptable Levels of Service.

Because traffic signals "platoon" the traffic on Forest Avenue, and the two-way left turn lane allows for left turns to be made in two segments separated by traffic signals, capacity for traffic turning left from side streets at unsignalized intersections and driveways is sufficient, even during the peak hours. Left turning drivers, however, may have to wait as long as half-a-minute to make their turns before the vehicle platoons on Forest Avenue pass.

Traffic Safety

Since Forest Avenue is a State highway, Caltrans is the agency that keeps the accident records. Two types of accident statistics are reported here. Accident rates at *signalized intersections* are based on the number of vehicles entering the intersection, and are reported in accidents per million vehicles (accs/MV). Table 4-3 shows the accident rate for the two signalized intersections in the project area. It also provides a comparison with the statewide average for similar intersections (1) for all accidents and (2) for injury accidents only (there were no fatalities). Forest/David has a 16 percent lower total accident rate and a 45 percent lower injury rate than the statewide average. Forest/Prescott has a 23 percent higher total rate than the statewide average, but a 15 percent lower injury accident rate.

Accident statistics are also reported based on a *section of highway*. These are based on the number of accidents along the section, its length, and the number of vehicles traveling over it, and are reported in accidents per million vehicle miles (acc/MVM). Table 4-4 shows the accident rate along Forest Avenue in the study area. Forest Avenue has a 23 percent higher total accident rate than the statewide average, but a 7 percent lower injury accident rate. There were no fatalities.

The safety of bicyclists and pedestrians is a key issue in the Forest Hill area. On average, there is about one bicycle accident on Forest Avenue in the Forest Hill area every 3.6 years and one pedestrian accident every 1.8 years.

Overall, traffic safety on Forest Avenue is very good. Ordinarily, accident rates need to be 100 percent higher than the statewide average before an accident problem is considered to exist. Bicycle and pedestrian accident rates are very low.

Table 4-3: Accident Rates at Signalized Intersections

Location	Total accidents			Injury accidents only		
	Number of accidents between 1/1/90 and 12/31/96	Accident rate	Statewide average	Number of accidents between 1/1/90 and 12/31/96	Accident rate	Statewide average
Forest Avenue at David Avenue	27	0.38 acc/MV	0.45 acc/MV	8	0.11 acc/MV	0.20 acc/MV
Forest Avenue at Prescott Lane	26	0.37 acc/MV	0.30 acc/MV	8	0.11 acc/MV	0.13 acc/MV

Table 4-4: Accident Rates Along Forest Avenue

Total accidents			Injury accidents only		
Number of accidents between 1/1/90 and 12/31/96	Accident rate	Statewide average	Number of accidents between 1/1/90 and 12/31/96	Accident rate	Statewide average
62	3.27 acc/MVM	2.66 acc/MVM	21	1.11 acc/MVM	1.19 acc/MVM

Speeds

The speed limit on Forest Avenue in the Forest Hill area is 35 mph. Speed limits are based on the 85th percentile speed of a sample of vehicles. Eighty-five percent of drivers travel at this speed or less. Caltrans also reports the “10 mile-per-hour (mph) pace,” which is the 10 mph interval within which the largest percentage of vehicles travel. The latest data available from Caltrans are for 1992. At that time, the speeds were as shown in Table 4-5.

Table 4-5: Speed Statistics on Forest Avenue, 1992

Location	85 th percentile		10 mph pace	
	Northbound	Southbound	Northbound	Southbound
Forest Hill Blvd.	37.8 mph	35.0 mph	28-38 mph	24-34 mph
Piedmont Ave.	36.6 mph	37.5 mph	28-38 mph	28-38 mph

Source: Caltrans speed survey, 1992

Programmed Improvements

By the summer of 1998, PG&E and Pacific Bell will be undergrounding Forest Avenue utilities from Stuart to David Avenues. Access to Forest Hill Commercial Area properties will be subject to disruption during construction.

Parking

As of 1997, the existing parking supply in the Forest Hill Commercial Area appears to be adequate for demand, although it is not well or evenly distributed. It consists primarily of off-street parking, with major parking lots provided at Safeway, Fairway Shopping Center, Trader Joe's, Blockbuster, the Sizzler Restaurant, and a few smaller parking lots.

Off-street parking spaces are provided for patrons only, and are not available to absorb overflow from other parking lots. Overflow must be accommodated at curbside (on-street) parking. The current lack of sidewalks tends to create the perception of a parking shortage. The fact, however, is that during peak shopping periods, parking space is always available within a short distance.

Transit, Bicycle, and Pedestrian Circulation

Bus service to and through the Forest Hill Commercial Area is provided by Monterey Salinas Transit (MST) on lines "14 Presidio" and "15 David Avenue." Line 14 travels Forest Avenue between Prescott Lane and Sunset Avenue, connecting with downtown Pacific Grove and downtown Monterey. Line 15 makes a loop through the residential area to the west of the Forest Hill Commercial Area, connecting with downtown Monterey. Passenger buses of about 30-seat capacity are typically operated on these routes. Ridership is below available capacity. Buses depart from the Forest Hill Commercial Area on the following schedule:

Table 4-6: Transit Departures from Forest/David

Line 14 Presidio	Line 15 David Avenue
6:54 AM	6:44 AM
7:54 AM	7:21 AM
8:54 AM	8:21 AM
9:54 AM	9:21 AM
10:54 AM	10:21 AM
11:54 AM	11:21 AM
12:54 PM	12:21 PM
1:54 PM	1:21 PM
2:54 PM	2:21 PM
3:54 PM	3:21 PM
4:54 PM	4:21 PM
5:54 PM	5:21 PM
7:24 PM	6:26 PM
8:24 PM	
9:24 PM	
10:24 PM	

Each year, MST collects ridership information for submission to the federal government. Among this information is the number of boardings and deboardings for each line in a week. Table 4-7 shows this information for Lines 14 and 15 in the Forest Hill Commercial Area.

Table 4-7: Weekly Public Transit Boardings and Deboardings

	Boardings	Deboardings
Line 14 Presidio Outbound from Monterey Transit Plaza		
Prescott/Forest	17	138
Forest/David	0	87
Sunset/Forest	25	32
Forest/Prescott	1	27
Forest/Syida	0	10
Line 14 Presidio Inbound to Monterey Transit Plaza		
Sunset/Forest	33	33
<i>Table continues next page</i>		

	Boardings	Deboardings
Forest/David	7	37
Forest/Forest Hill	88	14
Prescott/Seaview	17	23
Line 15 David Avenue Outbound from Monterey Transit Plaza		
David/Seaview	5	52
Forest/Forest Hill	62	75
Forest/Prescott	2	14
Forest/Syida	0	0
Line 15 David Avenue Inbound to Monterey Transit Plaza		
David/Ransford/Forest	89	25
David/Divisadero	6	5

The maximum load on *Line 14 Presidio* was 27; on *Line 15 David Avenue* it was 19.

School Transportation

Pacific Grove High School, Pacific Grove Middle School, and Forest Grove Elementary School are near the Forest Hill Commercial Area. Some students and staff from these schools travel through the Forest Hill Commercial Area on the way to or from school. Some of the students travel on the Pacific Grove School District's four 80-passenger buses, while the rest walk, bicycle, or are driven. Table 4-8 shows the number of students and staff at each school, 1997-1998.

Table 4-8: Pacific Grove School District Attendance and Staffing, 1997-1998

School	Students	Staff
Pacific Grove High School	600	50
Pacific Grove Middle School	600	31
Forest Grove Elementary School	450	28

Bicycle/Pedestrian Facilities

There are no formal bicycle facilities in the Forest Hill Commercial Area. Bicycle travel is generally accommodated along the right side of wide outside lanes. Little or no bicycle parking is provided.

Pedestrian facilities are poor. Although some sidewalks exist, they are not generally continuous. There is a pedestrian trail along the west side of Forest Avenue extending well to the south of Piedmont.

ISSUES AND POLICIES

1. Access to adjacent businesses and apartments

Perhaps the most important circulation issue in this Specific Plan is how to provide for ease of arterial flow while still serving the adjacent businesses and apartments. If arterial traffic does not move smoothly, some drivers will seek to bypass Forest Avenue and use local residential streets instead. Reduction of through traffic on neighborhood residential streets provides important safety, noise, and air quality benefits. At the same time—through-traffic needs aside—business owners on Forest Avenue depend on the ability of customers to reach their businesses, and apartment residents rely on Forest Avenue to reach their dwellings. The existing two-way left turn lane aids immensely in providing left turn access to and from businesses and apartments. A brief summary of the alternatives follows:

- Adding a frontage road along one or both sides of Forest Avenue was reviewed and eliminated, since the 100' right-of-way is not wide enough to accommodate frontage roads without reducing the number of through lanes. **Four lanes are needed to accommodate existing through traffic volumes.**

- Slowing down traffic was reviewed and eliminated, since it would encourage through-traffic to use residential streets.

- Lowering the speed limit was reviewed and eliminated, since it could not be justified based on the results of speed survey information, and this would be difficult to enforce.

Policy 4.1 Provide for easy arterial flow while still serving adjacent businesses and apartments.

Policy 4.2 Maintain four through lanes to accommodate existing traffic volumes.

Policy 4.3 Continue to provide two-way left turn lanes for convenient access to and from businesses and residential units along Forest Avenue.

2. Parking

A lack of adequate parking is perceived as a major issue. Businesses rely on sufficient parking to attract customers. The City, however, does not have minimum parking standards in its zoning code. A brief summary of the alternatives follows:

- Providing angle parking on Forest Avenue was reviewed and eliminated as impractical, since it would be deleterious to traffic safety and would cause disruptions to through traffic. It would also lower the capacity of the through lanes.

- Providing parking along frontage roads was reviewed and eliminated because the right-of-way is too narrow to provide frontage roads.

- Providing *public* parking in off-street lots was reviewed and eliminated because no land is available. Even if it were, the City cannot afford to buy the land and construct one

or more parking lots. An assessment district was discussed with—but was opposed by—a number of the business owners.

- Establishing minimum parking standards through the zoning code was reviewed and recommended.

Policy 4.4 Establish minimum parking supply and design standards for Forest Hill Commercial in the zoning ordinance or by amending this Plan. See Tables 4-13 and 4-14 for examples of such standards.

The City may wish to measure the existing building square footage in the Forest Hill Commercial Area and the number of existing parking spaces, and establish a standard based on the current ratio.

3. Crossing Forest Avenue on foot

A concern exists over pedestrians crossing the approximately 85 feet from curb to curb. Although pedestrian accident rates are low, the perception is that crossing Forest Avenue on foot is hazardous. The two signalized intersections are equipped with marked crosswalks and pedestrian signals. Marked (but unsignalized) crosswalks are also provided at Forest Hill Boulevard. A brief summary of the alternatives follows:

- Providing Forest Avenue with a continuous median was reviewed and eliminated because the existing two-way left turn lane better integrates the two sides of the commercial street, allowing left turns in and out of all commercial properties. A continuous median would prevent most left turns into and out of businesses and would force many vehicles to make U-turns at intersections. Maintaining the two-way left turn lane in most locations outweighs the inconvenience to pedestrians.

- Providing a traffic signal at Forest Hill Boulevard was reviewed and eliminated because it would need to serve vehicular traffic also, and because it is not warranted for either vehicular or pedestrian traffic volumes (either existing or anticipated). The signal would need to turn red for both directions of Forest Avenue at the same time, disrupting progressive arterial flow.

- Providing a mid-block pedestrian signal in an area that is at least 300 feet north of the signal at Prescott Lane and 200 feet south of Forest Hill Boulevard was reviewed and recommended. It would be timed to turn red separately for the north and south traffic streams on Forest Avenue. Still, the signal is not warranted since not enough pedestrians currently cross Forest Avenue and the pedestrian accident rate is not high. Caltrans would need to be indemnified, since liability for installing an unwarranted pedestrian signal would be an issue.

- Maintaining the marked crosswalks at David Avenue, Forest Hill Boulevard, and Prescott Lane was reviewed and recommended. Caltrans, however, may disagree with retaining the Forest Hill Boulevard crosswalk. Based on recent research that pedestrian accidents occur at a higher rate at *marked* crosswalks than at unmarked crosswalks, Caltrans

has adopted a policy of no longer providing marked crosswalks. In some locations, Caltrans has been removing marked crosswalks in conjunction with repaving the street.

Policy 4.5 Prevail on Caltrans to maintain all existing marked crosswalks on Forest Avenue in the project area.

Policy 4.6 Petition Caltrans to stripe two additional crosswalks at David and Forest Avenues. That would provide a marked walkway across each leg of the intersection and promote the continuity and use of sidewalks.

Policy 4.7 Petition Caltrans to allow the City to install a mid-block pedestrian crossing and pedestrian-actuated traffic signal between Forest Hill Boulevard and Prescott Lane. (See Policy 3.17, page 27.)

Policy 4.8 Petition Caltrans to allow the placement of pedestrian "bulbouts" (extended sidewalks) to shorten the distance to cross Forest Avenue at the crosswalks at the corner of Forest Hill Boulevard (southeast corner) and at Safeway (northwest corner).

4. Sidewalks

The lack of sidewalks discourages the use of Forest Avenue by pedestrians, makes walking difficult and, in some cases, exposes pedestrians to street traffic. Much of the Forest Hill Commercial Area was built before the area was annexed into the City of Pacific Grove, and County standards did not require construction of sidewalks. A brief summary of the alternatives follows:

- Shifting traffic lanes to provide room for sidewalks was reviewed and eliminated because it would result in the misalignment of traffic lanes and would reduce existing on-street parking.

- Requiring that any new development also provide sidewalks was reviewed and recommended, even though it may be some time before all of the missing links are built.

- Construction of a retaining wall to make room for a sidewalk on the east side of Forest Avenue from approximately opposite Forest Hill Boulevard to David Avenue was reviewed and recommended. Funding could be available from the State for this improvement.

Policy 4.9 Require that any new developments or additions provide sidewalks to the standards set forth in this Specific Plan and in accordance with the street cross-sections shown in Figure 3-5 on page 33. (Also see Street Standards, page 32, and Street Furnishings, page 35, in Chapter 3.)

For example, this means that the sidewalk in front of the Sizzler Restaurant should be narrowed by one foot.

Policy 4.10 Construct a retaining wall on the east side of Forest Avenue from David Avenue south approximately 250 feet.

5. Bicycle facilities

Forest Avenue does not consistently have sufficient width for bicycles and automobiles to travel side by side. No provision is made for bicycle travel at intersections. Also, there is little or no bicycle parking.

- Providing an off-street bike path was reviewed and eliminated because it would have to cross numerous driveways and streets.

- Providing striped on-street bike lanes was reviewed and recommended, since the existing pavement width is for the most part sufficient. Additional width would need to be provided in the lane adjacent to the hill on the east side of Forest Avenue between approximately Forest Hill Boulevard and David Avenue. Sufficient width exists at signalized intersections to continue the bike lane through the intersections. Bicycle detection in the bike lanes should be provided at the traffic signals. Detection sensitivity in other lanes should be adjusted to detect bicycles. (See Policy 3.19, page 28.)

- Adding to the City zoning code a requirement to provide bicycle parking in new developments was reviewed and recommended, since this would encourage the use of bicycles for everyday transportation, including shopping, at a small cost when designed into the development.

Policy 4.11 Provide for the development of striped on-street bicycle lanes (Class II Bicycle Facility) along both sides of Forest Avenue.

Policy 4.12 Require new developments and major additions to provide Class II bicycle parking in convenient locations near the main entrance.

Class II facilities are stationary objects to which the user can lock the frame and both wheels of the bicycle with only one lock furnished by the user. The number of bicycle parking spaces provided should be no fewer than 10 percent of the automobile parking spaces provided.

6. Improper use of two-way left turn lane by through traffic

A concern exists that some drivers improperly travel more than a short distance in the two-way left turn lane. A brief summary of the alternatives follows:

- Further study was made of the desirability of short median islands and was recommended, since these would stop this practice without creating too much additional hazard to through traffic. Such islands would also provide a place for low landscaping or trees or both. Additional data collection and study are needed to justify the islands in the face of the modest additional hazard created for vehicles.

Policy 4.13 Construct four medians along Forest Avenue to guide traffic and ensure that the two-way left turn lane is not used as an additional through lane. (See Policy 3.11 on page 26.)

The intent of the medians is to allow Forest Avenue to function as an arterial roadway while permitting controlled turning movements into and out of businesses along the street.

7. Landscaping along Forest Avenue

Forest Avenue circulation was not seen as independent from urban design and environmental concerns. These concerns played a vital part in the Forest Hill Coordinating Group's decisions regarding circulation design. One of the most important of the design concerns was the desire for additional landscaping along the edges of Forest Avenue. A brief summary of the alternatives follows:

- Providing bulb-outs for landscaping and trees adjacent to driveways was reviewed and eliminated because they would require additional parallel parking maneuvers that would, in turn, interfere with the smooth movement of arterial traffic and create hazards for bicyclists.

- Providing bulb-outs *between* driveways was reviewed and recommended, since the open area provided by the adjacent driveway would facilitate the parking maneuver without interfering with adjacent traffic.

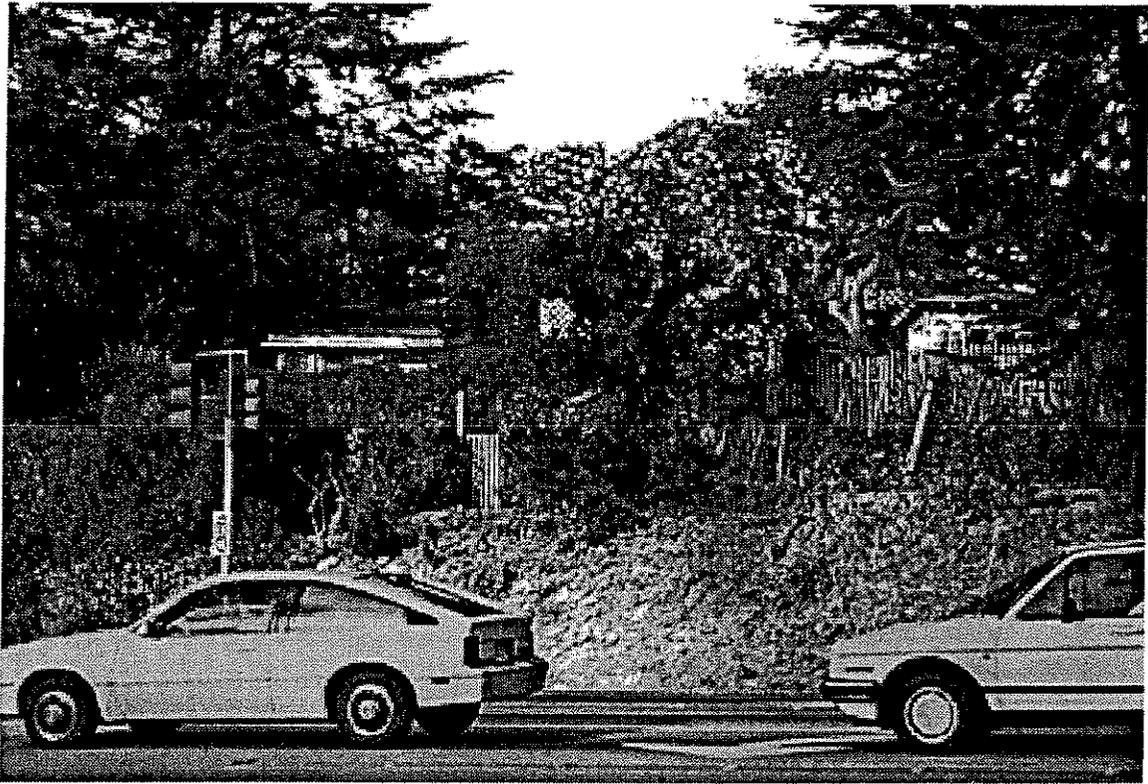
Policy 4.14 Plant street trees in bulbouts between driveways along Forest Avenue.
(See Figure 3-6, page 34.)

8. Diversion of through traffic on neighborhood streets

Residents of neighborhood streets are concerned about the volume and speed of traffic on their streets. They also report that trucks use neighborhood streets and cut through commercial parking lots to avoid problems with turns and delay at the Forest/David intersection. There is insufficient room for an eastbound truck to make a right turn at that intersection. A brief summary of the alternatives follows:

- Adding an eastbound right turn lane from David Avenue to Forest Avenue southbound was reviewed and recommended because it would accommodate trucks and other traffic. This would require acquiring a narrow strip of land from the adjacent property owner. This same right-turn improvement was also recommended in the Del Monte Park Traffic Study, prepared by TJKM Transportation Consultants in 1993. A wide radius would be needed to accommodate turning trucks. To minimize pedestrian crossing distances, it would be desirable to include a "pork chop" pedestrian island at the southwest corner of the intersection.

- Adding a northbound right turn lane from Forest Avenue to David Avenue eastbound was reviewed and recommended because it would facilitate traffic flow at the intersection, reducing diversion onto neighborhood streets. This would require removal of a portion of the abutting hill and construction of a retaining wall.



Dirt bank at southeast corner of Forest and David Avenues. (See map, page 68.)

•Coordinating and synchronizing the existing traffic signals at Prescott, David, and Sunset was reviewed and recommended because it would provide for smoother arterial flow. The distances and speeds involved would necessitate the use of an approximately 60-second signal cycle, which in turn would require the elimination of the split phasing on David Avenue. In other words, both legs of David would get the green signal at the same time.

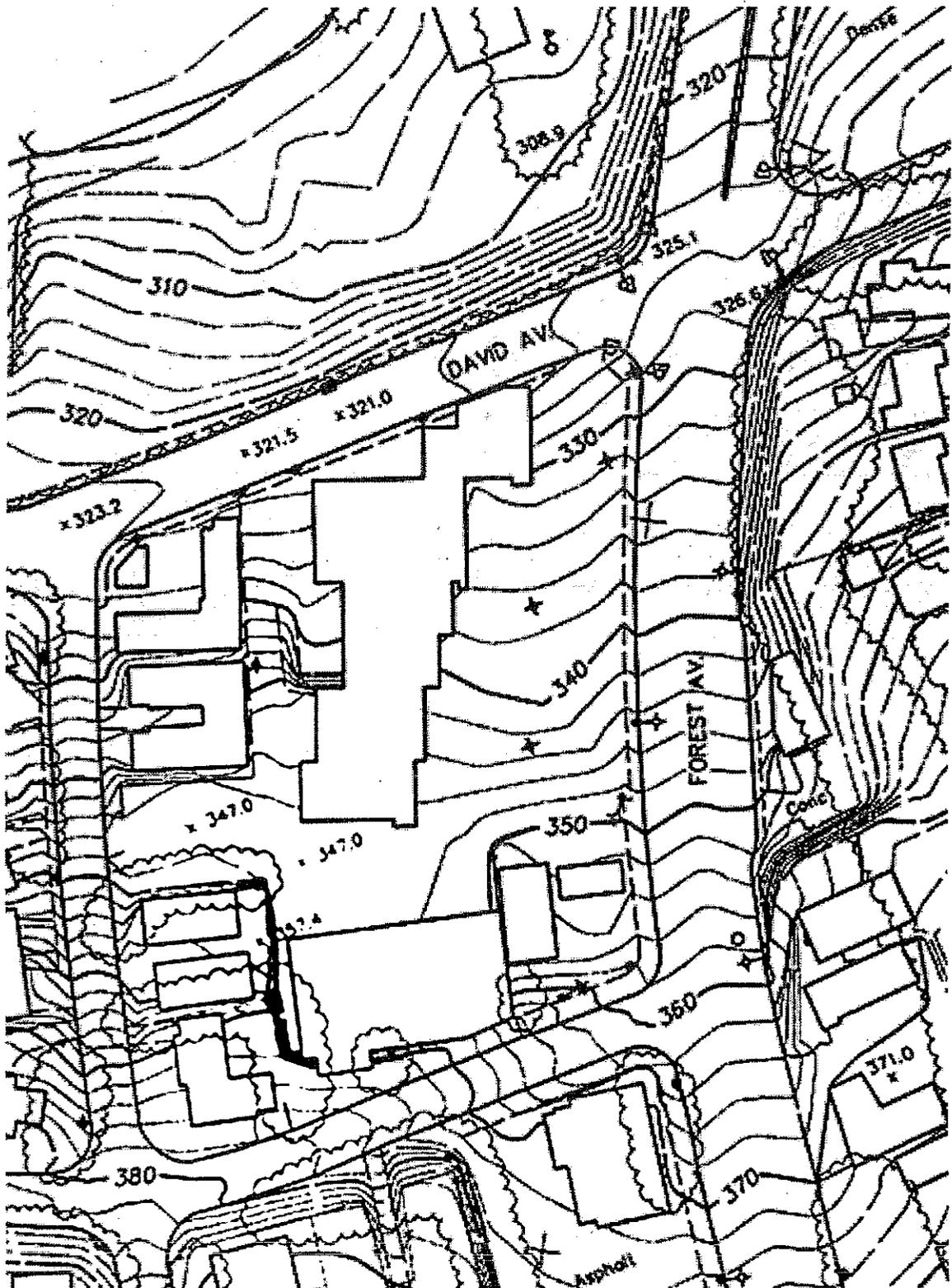


Figure 4-9: Planimetric map showing dirt bank, southeast corner, Forest and David.

•Discouraging through traffic from using neighborhood streets with means such as barriers, turn restrictions, one-way streets, street closures, and speed humps was reviewed and eliminated because of opposition from neighbors that these measures would inconvenience residents and increase travel distances. Also, improving the flow on Forest Avenue was seen as a better way to reduce through traffic.

Policy 4.15 Add an eastbound right turn lane from David Avenue to Forest Avenue southbound.

This would remove the Fairway Center's north driveway on Forest Avenue and require purchasing a narrow strip of land from the Fairway Shopping Center.

Policy 4.16 Add a northbound right turn lane from Forest Avenue to David Avenue eastbound.

This will require constructing a retaining wall.

Policy 4.17 Coordinate and synchronize traffic signals to smooth arterial traffic flow.

9. Stuart Avenue

Currently, Stuart Avenue ends at Forest Avenue in a "Y" instead of a right angle "T" intersection.

Reconstructing the Stuart Avenue intersection from a "Y" to a right angle "T" was reviewed and recommended. It has been found that "Y" intersections are more hazardous than right angle "T" intersections. This particular "Y" intersection encourages drivers turning right from northbound Forest Avenue to Stuart Avenue to do so at high speed. It also encourages use of Stuart and Seaview Avenues by through traffic. In addition, the "T" intersection uses less land than a "Y", providing an opportunity for entryway landscaping to mark this south gateway to the city.

Policy 4.18 Realign the Forest Avenue and Stuart Avenue "Y" intersection to a 90 degree "T" intersection.

CIRCULATION IMPROVEMENTS AND STANDARDS

Street Improvements

The following street improvements proposed by this Forest Hill Specific Plan can also be found under Street Improvements in Chapter 3. Most of the numbers correspond to Figure 3-4 (*Proposed Street Improvements*) on page 31.

1. New crosswalks on Forest Avenue at David Avenue (north side) and on David Avenue at Forest Avenue (east side).
2. New right turn lane from eastbound David Avenue to southbound Forest Avenue.
3. New right turn lane from northbound Forest Avenue to eastbound David Avenue.

4. Removal of parking lot driveway on David Avenue at Fairway Center.
6. Four landscaped medians at selected locations to improve the image of the street, direct traffic, and prevent the use of the center turn lane as a travel lane.
7. New sidewalk, curb, and gutter along portions of the street now lacking those amenities.
8. Relocated bus stop to just south of Forest Hill Boulevard, providing more convenient access to Forest Avenue crosswalk at Forest Hill Boulevard.
9. New Forest Avenue crosswalk in an area that is at least 300 feet north of the signal at Prescott Lane and 200 feet south of Forest Hill Boulevard. The new crosswalk, along with existing crosswalks at David Avenue, Forest Hill Boulevard, and Prescott Lane, will offer more frequent opportunities for pedestrian crossing of Forest Avenue. The four crosswalks are at a comfortable distance for pedestrians and a safe interval for autos.
10. Street Trees along the length of Forest Avenue in bulb-outs between driveways (discussed in Chapter 3 under Street Furnishings, page 35, and in this chapter, Issue #7, page 70).
11. Stuart Avenue is realigned to intersect Forest Avenue at a 90 degree angle, improving the safety of turns in and out of Stuart and discouraging traffic from using Seaview Avenue to bypass Forest Avenue.
14. (This recommended improvement is not shown on Figure 3-4): New pedestrian "bulbouts" (extended sidewalks) to shorten the distance to cross Forest Avenue at the crosswalks at Forest Hill Boulevard (southeast corner) and Safeway (northwest corner). See Figure 3-8 (*Forest Avenue at Fairway Center*) on page 40 which illustrates the bulbout at Forest Hill Boulevard.
 - In addition, these recommended transportation improvements are not shown on any figure, and there is no Number 15:
16. Striped five-foot-wide on-street bicycle lanes on both sides of Forest Avenue and bicycle detection loops at traffic signals.
17. A retaining wall on the east side of Forest Avenue from David Avenue south approximately 250 feet to permit construction of a right turn lane and sidewalk.
18. Coordination and synchronization of traffic signals.

Street/Road Design Standards

The above roadway improvements will be constructed to City standards, with curb, gutter and sidewalks. Sidewalks 9.5 feet wide are recommended on Forest Avenue.

Bicycles will use striped five-foot bike lanes on Forest Avenue, and will be prohibited from using sidewalks. Recommended sections for Forest Avenue are shown in Table 4-10.

Table 4-10: Roadway Sections for Forest Avenue

Location	Recommended Width in Feet		
	Right-of-way	Pavement	Sidewalk
South of David Avenue (at and opposite Fairway Center)	100	83	5
At Forest Hill Boulevard	100	81	9.5
At Prescott	100	81	9.5
At Safeway	105	81	West side 14.5 East side 9.5

Parking Supply and Design

The parking supply needed for any new uses or expansions planned for the Forest Hill Commercial Area can only be estimated by applying parking demand rates to the planned floor areas by type of use. These parking demand rates estimate the peak daily parking demand generated by each use, per unit of floor area or other measure. The demand estimate is then reduced by 15 percent for linked trips (trips for two or more destinations in the Forest Hill Commercial Area).

Existing off-street parking supply in the Forest Hill Commercial Area is assumed to remain, so that demand generated by existing uses will continue to be met as it is today, in both on- and off-street spaces. No existing excess capacity is available to meet future demand. Changes proposed to curbside on-street parking are shown in Table 4-12 in order to provide an estimate of new demand for off-street parking spaces. Demand for parking can be estimated using the parking demand rates shown in Table 4-11. These new off-street parking spaces could be built either by private developers or by the City, using a parking assessment district or other funding mechanism.

Table 4-11: Parking Demand Rates

Land use	Rate, spaces per thousand sq. ft.*
Grocery	3.2
Drug	4.5
Restaurant	7.5
General	3.2
Convenience	6.5
Specialty	4.5
Financial	2.9
Services	4.0
* Source: Institute of Transportation Engineers, Parking Generation, 1985	

Table 4-12: Proposed On-street Parking Along Forest Avenue

Location	From	To
East side Forest Avenue from David to Forest Hill Blvd.	5 spaces to	5
East side Forest Avenue (from Forest Hill Blvd. to Prescott)	12 spaces to	14
East side Forest Avenue (from Prescott to Stuart)	8 spaces to	5
West side Forest Avenue (from David to Forest Hill Blvd.)	11 spaces to	6
West side Forest Avenue (from Forest Hill Blvd. to Prescott)	19 spaces to	16
West side Forest Avenue (from Prescott to Piedmont)	0 spaces to	3
West side Forest Avenue (from Piedmont to project boundary)	7 spaces to	7
Total On-street Parking	62 spaces to	56

Parking Supply Standards

Parking supply standards are intended to ensure that adequate parking is provided for Forest Hill Commercial Area uses. Supply standards ensure that sufficient, but not excessive, parking and loading spaces will be made available concurrently with the demand for that space, and will be within acceptable walking distance of uses generating the demand. Detailed examples can be found in the zoning ordinances of other jurisdictions.¹ One such parking supply standard for downtowns is listed in Table 4-13.

¹ See, for example, the *City of Palo Alto Zoning Ordinance*, Chapter 18.83: Off-street Parking and Loading Regulations. See also, the Urban Land Institute, *The Dimensions of Parking*, Washington, D.C. 152 pp., 1983.

Table 4-13: Sample Parking Supply Standards

Land Use	Parking Spaces Required ²
Bank	2.9 per 1,000 sq. ft.
Professional Office	4.0 per 1,000 sq. ft.
Personal Services	4.0 per 1,000 sq. ft.
Intensive Retail	4.5 per 1,000 sq. ft.
Restaurant	0.25 per seat; 7.5 per 1,000 sq. ft.
Residential land uses	1 space per bedroom, maximum of 2 per unit, plus 1 guest space per 10 units

Parking Design Standards

Design standards ensure that access, internal circulation, stall dimensions, accessibility, and amenity (landscaping, lighting, *etc.*) are acceptable and consistent with other adopted design standards. A sample of a parking design standard is listed in Table 4-14. Many other design standards would be necessary for appropriate and comprehensive regulation of parking facilities; those listed illustrate some of the standards needed.

Table 4-14: Sample Parking Design Standards

Element	Standard
Standard 90° stall	8' 6" x 18'
Angle stall	45°, 8' 6" wide
Parallel stall, closed	20' 0" long, 7' 6" wide
Parallel stall, open ended	18' 0" long, 7' 6" wide
Landscaped area	5–10 percent of total parking area
Aisle width	28'
Handicapped	1 per 25 spaces
Driveway width, one-way	12'
Driveway width, two-way	20'
Driveway spacing	10–15'
Sidewalk width	9.5 ft.; 3.5 ft. clear of obstructions

Transit, Bicycle, and Pedestrian Circulation

Public Transit

No changes to bus frequency are needed to accommodate the Forest Hill Specific Plan.

² Adapted from: Institute of Transportation Engineers, *Parking Generation*, 1985.

Bicycles and Pedestrians

To encourage and facilitate pedestrian travel in the Forest Hill Commercial Area, the Specific Plan proposes that Forest Avenue be reconstructed with sidewalks and bike lanes on both sides of the street.

Sidewalks

Forest Avenue will have 9.5'-wide sidewalks on both sides of the street. Minimum clear width of the sidewalks (after allowing for street furniture, landscaping, trees, and permitted encroachments) should be 3.5 feet. Pedestrian walkways will be needed between off-street parking areas at the rear of buildings and along the building frontage. All sidewalks must have handicap ramps at curb crossings. To provide pedestrians with the maximum clear area at crosswalks, this Plan proposes the following design standard: that all sidewalks be kept clear of encroachment by trees, landscaping, lamp or sign posts, traffic signal fixtures, benches and private newspaper racks within a five-foot radius of crosswalk lines.

For details, see Table 4-15.

Table 4-15: Planned Sidewalks (both sides of Forest Avenue)

Segment	Length	Sidewalk Width	Area (sq. ft.)
East side Forest Avenue: David to north crosswalk @ Forest Hill Blvd., 5' segments at either end	180'	5'	900
East side Forest Avenue: David to north crosswalk @ Forest Hill Blvd., 9.5' wide segment	250'	9.5'	2,375
East side Forest Avenue: North crosswalk at Forest Hill Blvd. to Prescott	910'	9.5'	8,645
East side Forest Avenue (Prescott to Stuart)	425'	9.5'	4,040
East side Forest Avenue (Stuart to southern edge of Specific Plan Area)	250'	9.5'	2,375
West side Forest Avenue (David to Forest Hill Blvd.)	430'	9.5'	4,085
West side Forest Avenue (Forest Hill Blvd. to sidewalk widening @ Safeway)	780'	9.5'	7,410
West side Forest Avenue (sidewalk widening @ Safeway to Piedmont)	490'	14.5'	7,105
West side Forest Avenue (Piedmont to southern edge of Specific Plan Area)	230'	9.5'	2,185
TOTAL	3,945'		39,120

Additional pedestrian pathways or unpaved trails should be provided where needed to connect southward along Forest Avenue.

Bicycles

Five-foot lanes will be striped for bicycles on both sides of Forest Avenue. (See Policy 4.11.)

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CHAPTER 5. MUNICIPAL SERVICES

This chapter identifies and discusses existing, proposed, and needed Specific Plan area improvements concerning drainage, water, sewerage, and fire and police protection.

STORM DRAINAGE

Storm drainage improvements may be needed to accommodate and accompany any growth and changes in the Specific Plan area. This section discusses general drainage patterns in Pacific Grove and refers to pertinent policies and programs in the City's General Plan.

Effect of Development on Flows

The quantity of runoff is increased as urban development takes place. As more of the land surface is made impervious, the possibility for infiltration of water into the soil is diminished. Peak flow rates also increase with urbanization. New buildings and commercial additions along Forest Avenue will alter current runoff patterns to some extent and will affect the quantity and quality of the stormwater.

There is anecdotal evidence that flooding has occurred in the Forest Hill Commercial area. Despite these occurrences, Forest Avenue is not considered to have a serious and continuing history of flooding.¹ Indeed, no flooding occurred during the major storm of February 2-3, 1998.

General Plan Descriptions and Policies

The General Plan (page 156) notes that the natural landscape of Pacific Grove peaks near the city boundary with the Presidio and slopes gently north and west toward Monterey Bay and the Pacific Ocean. This slope gives the city a mostly unobstructed natural gravity drainage system. Pacific Grove is on a peninsula without any significant streams and no true floodplains.

Also explained in the General Plan (page 144), is that the city "has two major drainage basins, each of which drains approximately half the city. The northeasterly basin drains northerly into Monterey Bay. The southwesterly basin drains westerly into the Pacific Ocean." (The Forest Hill Commercial Area is in the southwesterly basin and drains to the Pacific Ocean via an 8" main under David Avenue.) "The drainage flows on the surface on private properties and public streets, and in underground culverts... . With improvements completed in the 1980s, the storm drainage system...can accommodate all anticipated storm waters."

¹ Director of Public Works Steve Leiker.

Public Facilities Policy 14 of the General Plan seeks to "Ensure that new development pays its fair share of the costs of drainage system improvements related to that development." Program L directs the City to "Adopt appropriate ordinances to require that all new construction deliver excess runoff to streets or to drainage easements designed to receive it."

Drainage Policies

A combination of on- and off-site drainage improvements probably will be needed to resolve existing problems and serve new development in the Specific Plan Area. (Note, however, that the final size and location of drainage facilities can only be determined after the grading plans for each proposed development or addition are complete.) Therefore, with specific reference to the Forest Hill Commercial Area, these policies are established:

On-site Drainage

Policy 5.1 Identify and address storm drain problems in the Forest Hill Commercial Area as part of a system-wide master plan study to be undertaken by the City.

Policy 5.2 Finance storm drain improvements in the Forest Hill Commercial Area in a manner consistent with that utilized throughout the City.

Off-site Drainage

Policy 5.3 Since all Specific Plan Area development will add to the flow of stormwater, special drainage fees should be collected from Specific Plan Area development to contribute to construction funds for Specific Plan Area storm drainage and flood control improvements.

It would be possible to establish mitigation fees for developments in the Specific Plan Area based on future detailed engineering studies, on the overall cost of the public works needed, on the quantified share or contribution from the Specific Plan Area, and on the likely availability of any federal, State, or City funds for the drainage projects.

WATER SUPPLY

Pacific Grove is served by the California-American Water Company (Cal-Am). Water supply withdrawals are governed by the Monterey Peninsula Water Management District (MPWMD). The water supply is limited and will remain so in the Specific Plan Area for the foreseeable future. The City's General Plan notes (page 141): "Limited water supply has direct and obvious implications for the amount of new development that can take place in Pacific Grove." (Also see "Fire Protection" at the end of this Chapter.)

Distribution

The Specific Plan Area is served by the 20,000 gallon Presidio Terrace Tank above Bishop Avenue. An 8" main traverses Piedmont Avenue between Ransford and Forest Avenue, Forest Avenue between Piedmont and Prescott Lane, and Prescott Lane between

Forest and Divisadero Street. The remainder of the area is served by 4- and 6-inch pipelines. Figure 10-4 in the General Plan (page 160) shows the major water mains in the city and the location of the Presidio Terrace Tank.

Planned Local Improvements

While no plans have been made to improve the water system in the Forest Hill Commercial Area, it is important to note that both the water pressure and volume at Prescott Lane and Forest Avenue near Safeway and continuing south are inadequate. The problem is that this area is at the highest point on the hill and is supplied by a small water tank located behind Bishop Avenue. There is not enough difference in elevation between the two points to build adequate water pressure for firefighting purposes. As an example, in 1997 Cal-Am replaced an old water main with a new eight-inch water main feeding the Bishop and Adobe Lane areas. Before the main improvement, the hydrant at Adobe Lane and Holman Highway (approximately 600 feet south of the project area) flowed at 230 gallons per minute. After the improvements it flows at 400 gallons per minute. In this example, the fire flow even after the improvement is still insufficient.²

Water Service Policies

The goal is to have a water system that will provide for peak use, fire flow, and emergency reserve needs throughout the Forest Hill Commercial Area. Accordingly, the following policies are adopted as part of this Specific Plan:

Policy 5.4 Allow development in the Forest Hill Commercial Area only to the degree that Cal-Am is able to supply and distribute water to the area.

Policy 5.5 Provide loops as necessary to ensure continuous service and reliability of fire flow in the event of a rupture in the mains or other interruption in service.

Policy 5.6 Install mains and laterals so as to provide completed loops, these increments to be financed by the property owners and developers in the areas benefiting from the installation.

Policy 5.7 Design a water system for the Forest Hill Commercial Area adequate to meet the user, fire, and emergency needs associated with commercial "build-out" based on the General Plan

Policy 5.8 Condition all development approvals on the completion of water mains and connections, and on the availability of supply.

SEWER SERVICE

The City's sewage collection system is a component of the Monterey Regional Water Pollution Control Agency (MRWPCA). Sewage is conveyed from the Forest Hill

² Fire Chief Gregory H. Glass.

Commercial Area through a City-owned and operated network of 6"-18" diameter gravity mains to force mains and pumping stations along Ocean View Boulevard operated by the MRWPCA, and then to the Monterey Regional Wastewater Treatment Plant before being discharged into Monterey Bay. (General Plan, page 143.)

Collection System Needs

The treatment plant has more than adequate capacity for the build-out of the Forest Hill Commercial Area. However, the plant has an infiltration/inflow problem: groundwater and storm water enters and increases the load on the sanitary sewer system. Pacific Grove's sewage collection system is generally an older system that will continue to deteriorate with age. A 1986 engineering study recommended a long term management and maintenance program for the entire MRWPCA system, including Pacific Grove.

Sewer Service Policies

To ensure adequate sewer service, the following policies, based on and taken from the General Plan, should be applied to all development in the Forest Hill Commercial Area:

Policy 5.9 Require that all new development in the Forest Hill Commercial Area provide adequate sewer service and be connected to the City sewer system. (General Plan Public Facilities Policy 7.)

Policy 5.10 Condition the approval of all new development on the provision, by the applicant, of required sewer improvements.

Policy 5.11 Require the installation of grease traps in all restaurants. (General Plan Public Facilities Policy 10.)

Policy 5.12 Incrementally repair and/or replace sewer system infrastructure to prevent excessive infiltration/inflow. (General Plan Public Facilities Policy 9.)

EMERGENCY RESPONSE

The City's Multi-Hazard Emergency Plan covers responses to earthquakes, hazardous materials incidents, ocean oil spills, tsunamis, transportation incidents, and nuclear emergencies (General Plan, page 157). Health and Safety Program G and Figure 10-2 of the General Plan identify Forest Avenue southbound as a major evacuation route for Pacific Grove. The improvements proposed for Forest Avenue in this Plan take into account the street's designation as an evacuation route.

FIRE PROTECTION

Fire and emergency services in the Forest Hill Commercial Area are currently provided by the Pacific Grove Fire Department from a single fire station at 600 Pine Avenue at

Forest. No new stations are proposed. No additional facilities or capital equipment, *e.g.*, pumpers, will be needed to serve the Forest Hill Commercial Area.³

According to page 162 of the City's General Plan, however, "Lack of water supply and low pressure can seriously constrain fire fighting capabilities... As of 1994, areas within the city with inadequate water supply for normal fire protection" included "the 1100 and 1200 blocks of Forest Avenue" (which is the Forest Hill Commercial Area). While Cal-Am has completed a distribution system of looped mains in the Forest Hill Commercial Area, there are still locations in the Area with inadequate flows and pressure for fire protection.

The upgrading required for the Forest Hill Commercial Area includes not only adequate flow capacity and an increased number of hydrants, but on-site improvements as well. General Plan Health and Safety Policies 13 through 17 and Programs O, P, and Q are relevant to the Forest Hill Commercial Area. They require new development to provide necessary water service, hydrants, on-site fire suppression systems (including sprinklers and pumps), and adequate access for fire equipment.

POLICE

Police services in the Forest Hill Commercial Area are provided by the Pacific Grove Police Department. The Department's only station is located next to the Fire Station and City Hall on the west side of Forest at 580 Pine.

Between 1990 and 1993, police response times averaged between two and five minutes citywide. No new facilities are required or planned in conjunction with further development of the Forest Hill Commercial Area. General Plan Health and Safety Policies 25 and 26 apply citywide: Maintain adequate levels of equipment and service and provide minimum response times for emergency calls. Policy 27 applies more specifically to Forest Hill. It encourages commercial developments to supplement police services through the use of private patrols and security personnel.

³ Fire Chief.

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CHAPTER 6. IMPLEMENTATION

This chapter describes how the Plan will be implemented. The first section (Proposed Implementation Projects) lists specific implementation programs to carry out the goals and policies discussed in the previous chapters. It likely will take some time before all the improvements are made. The public improvements will require the City to set aside capital improvement funds or to establish other funding mechanisms or both. The private improvements are likely to take effect only with new development, additions, or renovations.

Estimated costs for the specific improvement projects were not part of the work scope for this Specific Plan and have not been determined. However, the second section of this chapter (Potential Financing Vehicles and Preliminary Funding Program) describes the most applicable funding mechanisms available to the City.

PROPOSED IMPLEMENTATION PROJECTS

This section describes the *major* implementation programs that need to be undertaken to successfully implement the goals and policies spelled out in this Plan. Tables 6-1 and 6-2 list the public and private improvement projects along with the policy that created the project and whether or not will be a City capital improvement project (CIP).

Public Improvements

Each public improvement project will require a specific set of City-approved engineering and construction drawings.

Table 6-1: Public Improvement Projects

Project Description	Comments	CIP
1. Ensure completion of underground utility lines project consistent with design standards in this Plan. (See Policy 3.5.)	Coordinate with PG&E and Pacific Bell	No
2. Rectify any storm drainage problems in the Forest Hill Commercial Area. (See Policies 5.1 and 5.2.)	In 1998, the City started a city-wide master plan study of storm drainage problems	Yes
3. Provide continuous sidewalks on Forest Avenue consistent with standards in this Plan. (See Policies 3.16 and Table 4-15.)		Yes
4. Redefine, restripe, and repave the street consistent with Figure 3-3 (<i>Illustrative Plan</i>); include bike lanes, new right turn lanes, and realignment of Stuart Avenue. (See Policies 3.2, 3.9, 3.11, 3.15, 3.17, 4.2, 4.3, 4.11, 4.14, 4.15, 4.16, and 4.18.)		Yes
<i>Table continues next page</i>		

Project Description	Comments	CIP
5. Petition Caltrans to approve proposed street treatment and realignment. (See Policies 3.11, 3.15, 3.17, 4.5, 4.6, 4.7, 4.8, 4.10, 4.11, 4.13, 4.14, 4.15, 4.16, 4.17, and 4.18.)		No
6. Develop memorial bench and tribute tree programs to purchase and maintain street trees and benches. Initiate a program to purchase and install other plants and street furniture recommended by this plan. (See Policies 3.1 and 3.7.)	Establish Programs	Yes
7. Establish a program to create an attractive gateway. (See Policy 3.8.)	Establish Process	Yes
8. Construct a retaining wall along the east side of Forest at the corner of Forest Avenue and David. (See Policy 4.10.)		Yes

Private Improvements

Table 6-2: Private Improvement Projects

Project Description	Action Necessary	CIP
1. Institute a public/private partnership to reduce and collect trash in the Forest Hill Commercial Area. (See Policy 3.13.)	Establish Process	No
2. Set parking supply and design standards for the Forest Hill Commercial Area. (See Policies 4.4 and 4.12, and Tables 4-13 and 4-14.)	Amend C-1 district zoning or Specific Plan.	No
3. Improve parking lot appearance and traffic flow. (See Policy 3.7, 3.9, 3.14, and 3.18.)	City to Facilitate Process	No

POTENTIAL FINANCING VEHICLES

This section of the Plan briefly describes the major sources of funding which are available for public improvements. These descriptions are general in nature and are intended for use in preliminary discussions. Specific financing vehicles can only be selected after discrete projects and their costs have been determined. Charter cities have the authority to structure financing vehicles to meet their own needs. Before committing to any particular funding vehicle, the City Attorney and the City's bond counsel should be consulted.

Special taxes

Cities, counties, and special districts may impose special taxes with a two-thirds vote. The money collected is available only for a specific program. Also, because it is not an assessment, it is not limited to the relative benefit it provides to the taxpayer. These taxes cannot be *ad valorem*. Typically they are per parcel or per square foot of the parcel.

Mello-Roos Act

The 1982 Mello-Roos Community Facilities Act is one of the most common vehicles for a special tax. The proceeds can be used for direct funding or to pay off bonds. There is a precise procedure for establishing a Mello-Roos district. One of the principal requirements is, if there are fewer than 12 voters in the district, the owners of half or more of the property in the district must give approval. The district need not be contiguous and can be defined to include those property owners who favor the district.

A Mello-Roos tax is not a special assessment, so there is no requirement that the tax be apportioned on the basis of property benefit. However, an apportioning can be done at local option. It can be used to pay for a wide range of public facilities. A Mello-Roos tax can also pay for planning and design, as well as certain services, such as police protection, fire protection, and recreation programs.

Special Benefit Assessments

A special assessment is a charge imposed on particular real property for a local public improvement of direct benefit to that property. The legislative body of a city may create a special assessment district that defines the properties that will pay for the improvement. Thus special assessment districts are also referred to as benefit assessment districts.

Since the passage of Proposition 218, all special assessment districts must be approved by a mail-in ballot of two-thirds of the property owners (weighted by the amount of the assessment on the property). In cases where a few property owners control a majority of the assessed value, this can make the decision process simpler. At the same time, it requires providing sufficient information and evaluation for the property owners to accept the need for the assessment. Some of the most commonly used assessment acts are noted below.

Improvement Acts of 1911 and 1915

This act may be used for a long list of improvements, including streets, sidewalks, and landscaping. If assessments are not paid in 30 days, a bond is issued. However, the City maintains no obligation to the bondholder. The improvement Bond Act of 1915 does not authorize assessments, but does provide a vehicle for issuing assessment bonds. Under this act, the City incurs a contingent liability for the bonds.

Integrated Financing District Act

Assessments levied under this act can be used to pay the cost of planning, designing and constructing capital facilities and to reimburse a private investor in the project. The

District can levy an assessment contingent on *future* development and allows reimbursement for funds advanced by an investor. This vehicle is most suited to situations where substantial new development is anticipated.

Parking District Laws

The Parking District Laws of 1943 and 1951 provide for assessments (and through the 1911, 1913, and 1915 acts for bonding) for acquisition, construction, operations and maintenance of parking facilities. District formation proceedings are initiated based on petition of the involved landowners. The parking facilities can include a certain amount of related improvements such as landscaping and pedestrian access.

The Pedestrian Mall Law of 1960

This law authorizes cities to establish pedestrian malls (including power of eminent domain), restrict auto traffic within the mall, and to levy benefit assessments for funding.

Parking and Business Improvement Area Law of 1989

This law enables cities to establish areas of benefit (Business Improvement District-BID) and to levy assessments on *businesses* within those areas to finance improvements (parking, parks, fountains, benches, lights, *etc.*) and for promotion, events and other activities. Some cities have found it difficult to collect this assessment.

The assessment may be apportioned among different zones of benefit. If written protests are received from the owners of businesses which would pay 50 percent or more of the assessment, the assessment must be set aside for one year. Because of this provision, and because there is no lien on property created, this type of BID is not commonly used for capital improvements, but rather for promotion. A BID assessment is normally collected as part of the business license tax.

Property and Business Improvement District Law of 1994

This law is similar to the 1989 law except that it levies the assessment on the property owners rather than the businesses. The jurisdiction must first receive a written petition signed by property owners who would pay 50 percent or more of the assessment. There are some additional improvements which can be financed under this law. Also, these funds can be used for economic development, security, sanitation, street cleaning, *etc.* This is significant since most assessment districts cannot provide maintenance.

It should be noted that most cities (including Pacific Grove) now consider commercial rental properties to be "businesses," and thus commercial property owners can be assessed under the provisions of a BID as described above. In some cities, the city matches the funds which are secured via a BID.

Exactions

Exactions are direct charges and dedications collected on a one-time basis for a service provided or as a condition of an approval being granted. The purpose must relate to the need created by the development. The amount must be proportional to the cost of the service or improvement. There are four major forms of exactions:

- Dedication of land and fees in lieu of dedication
- Subdivision reservation for public use
- Project design and improvements
- Fees

Exactions in various forms can be used to pay for public improvements. The most common and applicable forms are described below.

Architectural Review

Many communities use the architectural review process to identify various ways to enhance a project, including public improvements such as landscaping, courtyards, and other public spaces. In Pacific Grove, the architectural review process can include consideration of landscaping, sidewalks, and other public amenities.

Zoning Change Requirements

Some cities have enacted a zoning ordinance for Planned Communities. It is intended to accommodate developments requiring flexibility not otherwise attainable under other districts. It is intended for comprehensively planned developments which are of substantial public benefit.

In Palo Alto, for example, prior to approving any Planned Community district, the planning commission and the city council must make a finding that "the district will result in public benefits not otherwise attainable" and shall specifically cite the public benefits expected to result from use of the planned community district." Virtually all public benefit packages have included contributions to public improvements such as downtown street furniture, street trees, tree grates, alleys, lighting, and the like. These contributions have ranged up to \$100,000 and more for large projects. If such an approach were taken in Pacific Grove, it would require amending the current Planned Unit Development (PUD) ordinance, which does not require a finding of public benefit.

Development Fees

There are several forms of fees which are common:

- In lieu fees
- Impact fees (including "linkage fees")

- Mitigation fees

These terms are frequently interchanged and can refer to the same fee depending on the context.

In the past, Pacific Grove imposed a developer fee on the developer of a condominium complex near the Forest Hill area. However, no existing development fee *per se* is charged by the City.

Based in part on a U.S. Supreme Court Ruling in 1987, the California legislature adopted AB 1600 which sets the rules for a reasonable relationship between government exactions and the purpose of the condition for development. These rules are in a constant state of interpretation based on court rulings.

Capital Improvement Program

Many cities fund public improvements through their Capital Improvements Program (CIP). In Pacific Grove, the CIP is financed from a variety of sources including the General Fund, enterprise funds, and grants. The City of Pacific Grove has prepared a Capital Improvement Program for FY 1996-97 through 2001-2002. This program is a blueprint for the future and addresses the infrastructure requirements of the city. It is a fluid document that is subject to annual review. The currently estimated capital improvement for the six year horizon of the program is a total of \$7.3 million. None of the projects specified are in the Forest Hill area; however, the CIP indicates that the City is interested in providing for its long term capital needs.

As of 1997, the CIP is undergoing a thorough study by the new Director of Public Works. The City does not have an ongoing tree and planting program, but this may change as a result of the review of the CIP. It is anticipated that this review will result in a process whereby all capital projects for the city are in a master plan and are funded only through the Capital Improvements Budgeting process.

General Taxes

General taxes can include excise taxes, utility users taxes, transient occupancy tax, and property tax. Each of these types of taxes have substantial difficulties as a source of funding:

1. Proposition 13 requires a two-thirds voter approval for property tax increases or a special tax.
2. Excise taxes related to use of property (for example, on construction activity) do not regulate, and are not a condition of permit. While not subject to Proposition 13, it is difficult to pass such a tax. It is also difficult to clearly define an excise tax, which makes such a tax to legal challenge.
3. Proposition 62 (1986) requires a majority vote on all general taxes. Prop 218 extended this requirement to charter cities.

4. Special taxes require a two-thirds vote.

This report assumes that the improvements for the Forest Hill area will not be financed through increased general taxes, because of the above noted difficulties and because of controversies involved in using a general tax to make improvements in one area of the city.

Donations and Grants

Local Donations

Some cities have been successful in obtaining grants and donations from individuals and service organizations for landscaping and improvements in commercial or industrial areas. In some cases this has involved a fundraising campaign for amenities such as trees and street furniture. The Yount Trust is an example of such a private donation which is currently generating approximately \$40,000 per year for beautification projects in Pacific Grove. There is a Beautification Committee and a Natural Resources Committee which are advisory to the Pacific Grove City Council. However they do not raise funds for these activities. Many cities have established a local non-profit organization for purposes of receiving grants and donations for landscape improvements. Such entities are eligible for small grants from organizations such as Global Re-leaf and California Re-leaf, and from the California Department of Forestry (CDF). January, 1998 will be the last round of funding for the current CDF Urban Tree Program, under which a city may receive up to \$30,000. Other initiatives are under consideration to replace this program.

State Grants: Department of Transportation

The Department of Transportation (Caltrans) has established the Environmental and Mitigation Fund to fund beautification improvements to roadsides to mitigate the effects of transportation projects. The next appropriation is expected in November, 1997. Typical grants range from \$200,000 to \$250,000. Up to 25 percent local matching is usually required.

Transportation Agency for Monterey County (TAMC)

TAMC is Monterey County's State-designated Regional Transportation Planning Agency, Congestion Management Agency, and Local Transportation Commission. It is a 21-member agency made up of officials from each of the cities in the county. They act as a clearinghouse for many funding sources for transportation-related projects. The Transportation Development Act provides funding which is directed through TAMC and provided \$425,000 to Pacific Grove in the current year, all of which is spent on public transit. (Monterey County has not passed a sales tax for transportation projects.)

The State gas tax allocation is provided directly to each jurisdiction for street maintenance. Pacific Grove currently (1997) receives approximately \$300,000 annually. All of this and more is used for the City's street maintenance program.

State transportation revenues are provided through the project-specific allocations in the seven-year State Transportation Improvement Program (STIP) and the Federal Regional Surface Transportation Program (RSTP, formerly FAUFAS). Pacific Grove receives approximately \$68,000 per year from this program, which is subject to annual appropriations.

TAMC also acts as the interface between the cities and numerous State programs for transportation-related projects. Pacific Grove received a grant from RSTP to replace downtown street lights with historical lights to increase pedestrian traffic. However, grants are given annually based on funds available and competing projects, so it is not possible to plan for long term funding needs through these grants.

Transportation Enhancement Activities (TEA) Program

This is a competitive federal grant program (ISTEA) to fund a wide range of projects which enhance the transportation system, including historic preservation, pedestrian access, bike routes, public transportation, and so forth. TEA project applications are submitted to TAMC for regional prioritization.

Congestion Mitigation and Air Quality Improvement (CMAQ) Program

This federal program provides funding for transportation projects which are likely to contribute to attainment of air quality standards. CMAQ projects may be on state highways, local roads, or local transit systems. The types of projects which are most applicable include those which emphasize pedestrian and bicycle access. The emphasis on state highways and pedestrian and bicycle access may be of particular relevance to the Forest Hill Commercial Area.

Tax Increment Financing

Redevelopment funding has become the predominant means of financing public improvements in blighted (and downtown) areas in California. Pacific Grove does not have a redevelopment agency, and such a program would in all likelihood not provide substantial funding for a community which is virtually fully built out and not blighted. Also, due to legislative actions, it is becoming increasingly difficult to establish that a condition of "blight" exists. Further, there can be a very long process of negotiation with other jurisdictions, particularly with counties and school districts, regarding the amount of tax increment which can be taken.

As a kind of substitute for redevelopment agencies, Infrastructure Financing Districts (IFD) are a new way for a city to finance infrastructure improvements. The law provides that each affected taxing agency must grant its approval before any of its portion of the tax increment can be collected by the IFD. Also, the IFD has no power of eminent domain.

Other Sources

In addition to the funding sources described above, there are several other potential sources which do not fit into any category:

PG&E

PG&E has an ongoing program to underground electrical wires under Rule 21A of the Public Utilities Commission (PUC). Pacific Grove has requested under-grounding of utilities on Forest Avenue, and a 1998 start-up is anticipated.

Caltrans

Caltrans has a program to install signals at intersections which are deemed a threat to safety. The City of Pacific Grove has held discussions about this, which is discussed in more detail below.

Community Development Block Grants (CDBG)

CDBG funds are used by many cities for public improvements. Pacific Grove is not an "entitlement city" for CDBG, so it can receive CDBG funds only through the State's Small Cities competitive process. Even though Pacific Grove does not meet the requirements for an "entitlement city", other cities which did not meet the requirements have become entitlement cities, for example Monterey and Seaside. However at this point in time, funding from this source is unlikely.

PRELIMINARY FUNDING PROGRAM

This section of the report presents a preliminary funding program for public capital costs based on review of background information, the characteristics of various funding sources, and discussions with City staff. Of course a detailed financing plan can only be developed after a detailed plan and cost estimate are developed. However, the following are considered the most likely funding sources for the public improvements which may be required in the Forest Hill Commercial Area.

Experience with financing public improvements in other communities indicates several general guidelines which have been observed:

1. In virtually all cases, more than one funding source is used.
2. Redevelopment funding is the most common source of money.
3. Capital improvement programs and assessment districts are used about equally.
4. Various other sources have been utilized, but usually where there were special circumstances; *e.g.*, FEMA after the Loma Prieta earthquake, ISTEA

grants where transportation enhancements were constructed, and private trust funds where the capital was donated.

5. Most cities do not have a consistent policy, but rather utilize whichever funds are appropriate in the circumstances.
6. Many cities consciously try to use funding from a number of different sources to achieve a sense of buy-in to the project.

Cost of Improvements

The cost of improvements for this project will have to be estimated in detail before proceeding with project implementation. Once these costs are available, they may need to be adjusted for several factors:

1. Soft costs such as design, engineering, and finance.
2. Elimination of costs which are likely to be covered as a result of compliance with the General Plan or the Zoning Ordinance.
3. Phasing to establish which costs can reasonably be postponed.

Potential Funding Sources

In light of the forgoing, the sources of funding deemed most appropriate and likely to be available for use in the Forest Hill Commercial Area are outlined below.

Capital Improvement Budget

Once the current review of the Capital Improvements Program is complete, it is likely that some capital funds will be available on an ongoing basis for commercial areas of the city. This will of course raise the issue of the allocation of these funds, which will require some consensus building. Based on experience in other communities, merchants and property owners frequently try to relate the share of the CIP allocated to their commercial district to its share of the sales tax revenue generated for the City Treasury. While this is one indicator of the size and importance of the district it is not the only criterion which is used. For example, the need for specific improvements and their relationship to other improvements needed in the city will play a part.

Assessment District

As described earlier in this chapter, there are a number of different types of assessment districts, each with its own applications. Proposition 218 has made the procedures for establishment of assessment districts uniform in most cases.

Pacific Grove does not currently have any assessment districts, and financing vehicles have not been definitively identified at this point. However, property and business owners must recognize that they will be asked to pay for some share of the improvement costs in

the area. This may or may not be in the form of an assessment. This decision can only come after a process of investigation, discussions about cost sharing, and a detailed estimate of the financial implications of the alternatives.

Assessments can be calculated based on total square feet or on linear feet of frontage for situations where this more accurately reflects the benefits received by each parcel, for example street improvements along the front of parcels. Also, many assessment districts have several zones of benefit depending on the proximity to the improvements. It should be noted that assessment districts can be costly to implement because of the costs to issue bonds for a relatively small sum. Also, many leases provide for assessments to be passed through to the tenant. Thus an assessment on the property owners would be a *de facto* assessment on merchants.

Caltrans

Since Forest Hill is a State Highway, Caltrans is responsible for improvements and maintenance deemed necessary for safety. In the event that the State relinquishes the State highway designation to this section of the highway, there is a precedent whereby Caltrans would correct all deficiencies before turning over the highway to the City. Such improvements could include curb, gutter, and sidewalks, as well as assuring good condition of the pavement.

Also, there has been discussion between the City and Caltrans about installing traffic signals at Forest and Sunset. The total cost is estimated at \$100,000. The City Council is now considering whether to provide the \$35,000 in matching funds requested.

Exactions

Some form of exaction seems to be applicable and available for the improvements in this area. These exactions could apply to expansions and building improvements as well as to any large new development in the area. Exactions could take various forms, or a combination:

- Developer fee (as a general policy stated in advance).
- Dedication or easements of some portions of property for public rights-of-way and/or open spaces.
- Architectural review.

Donations

Private donations can take many forms, including tree planting and landscaping, individual donations, corporate, in-kind donations, fundraising events, volunteers, and so forth. It seems likely that this could be a source for actual improvements or for funds for this project.

Grants

Various potential sources of grants were described above. It is difficult to determine which particular programs will be available in several years. Also, it is risky to predict receipt of funding until the details of the project are better defined and a specific application has been completed. However, at this point there are several sources for grants which seem most appropriate and should be pursued as the planning progresses.

- TAMC (various).
- Transportation Enhancement Activities (ISTEA).
- Congestion Mitigation and Air Quality Improvement Program.
- California DOT Environmental and Mitigation Fund

In summary, there appear to be a good number of potential funding sources for the types of public improvements contemplated for the Forest Hill Commercial Area. As has been the case in other communities, funding of the improvements will likely require cooperation and a partnering among business owners, commercial property owners, and the City. The final financing plan for Forest Hill public improvements will incorporate funding from several of these primary sources.