
2 Land Use

Land use is a major focus of the General Plan. Pacific Grove's land use pattern is well established and unlikely to change. This chapter describes the history of land use planning in Pacific Grove, discusses the major issues that face the city, and presents the goals, policies, and programs that will determine how land use and growth will be managed in Pacific Grove between 1994 and 2010.

2.1 HISTORY OF LAND USE PLANNING IN PACIFIC GROVE

Pacific Grove was founded in 1875 as the Methodist Seaside Retreat. In evolving into a predominantly single-family community, the town retained the natural qualities that originally contributed to its charm, beauty, and popularity.

In 1883, the Methodists sold the Retreat property to the Pacific Improvement Corporation (PIC), a subsidiary of the Southern Pacific Railroad. By then, much of the property had been divided into small lots meant to accommodate the tents of seasonal visitors. On July 16, 1889, Pacific Grove incorporated. Over the next few decades, a number of areas were added to the city, and the Victorian homes that came to define Pacific Grove's residential character were built.

(For a more complete history of the area and the city, see Chapter 7, Section 7.1, "A Brief History of Pacific Grove.")

Municipal land use planning in Pacific Grove dates from 1919, when Samuel F. B. Morse reorganized the PIC into Del Monte properties and sold much of its land—including waterfront property—to Pacific Grove. In so doing, Morse declared that the waterfront "should be forever restricted against building or use other than what would be desirable to the citizens of Pacific Grove." This declaration, along with others advocating the retention of the city's natural beauty and encouraging architectural control of its development, marked the beginning of a history of conscientious land use planning.

The City's first planning commission was created in 1929. Thirty years later, Pacific Grove's first "Master Plan" was adopted (1958). In 1971, the City established a planning department, and a new General Plan was adopted in 1973. The 1973 General Plan remained in effect—with additions along the way—until the adoption of this General Plan in 1994.

2.2 CITIZEN INITIATIVES AFFECTING PLANNING

Several provisions have become part of the City's Zoning Ordinance through the initiative process. This section summarizes initiatives passed since 1948. Provisions approved by initiative restrict certain types of multiple-unit developments, the development of motels, the use of George Washington Park, and the rezoning of land zoned either "U" (Unclassified) or "O" (Open Space).

The initiative restricting the use of Washington Park was approved in 1948. It provides that the park is to be used only for recreation and pleasure purposes, and prohibits trailer camps, campgrounds, and public or private businesses.

A 1955 initiative created the R-3-M zoning district, and confined motels to this zone.

In 1978, in response to an initiative petition, the City Council rezoned the R-3-A District bounded by Lighthouse Avenue, the easterly city limits, Pine Avenue, and 15th Street to R-2.

The initiative that regulates multiple-unit developments involving condominiums and planned unit developments (PUDs) was passed in 1982. Its intent was to assure that condominium and PUD developments conform with land use and zoning standards applicable to single-family uses. It restricts condominium and PUD densities (number of dwelling units per acre) to no more than 125 percent of the density of the nearest single-family residential district. In order "to avoid the conversion and loss of the city's residential stock and

character,” the initiative also prohibited time-share projects in Pacific Grove.

A 1986 initiative prohibits the development of hotels and motels in all but existing R-3-M districts. It also prohibits the establishment of any new R-3-M districts, and sets the density of R-3-M uses at a minimum of 2,500 square feet of land for each family unit and hotel or motel unit.

Another initiative measure passed in 1986 requires that all property within the city zoned “O” or “U” as of July 14, 1986, must retain such zoning until an ordinance to change the zoning is approved by the voters. The parcels affected include parks and recreation areas, Pacific Grove Unified School District properties, and municipal properties.

In 1994 the city council placed a measure on the ballot. The measure—to allow condominiums and hotel use in the Holman’s block of the Downtown—was passed by the city’s voters.

**Figure 2-1
Annexations, 1964–1994**

Area	Date	Acres
David Avenue School	March 1964	16.49
Congress Avenue	March 1964	0.03
Point Pinos	May 1966	84.00
Del Monte Park	September 1972	195.00
Thornton	February 1974	0.28
Sunset	March 1975	14.81
Alston-Lee	March 1975	0.24
Forest Grove No. 1	January 1976	3.00
Forest Grove No. 2	November 1976	17.11
Winslow’s Addition	December 1976	0.10
Asilomar	October 1979	130.70
Total 1964–1994		461.76

Source: Monterey County LAFCO

**Figure 2-2
Pacific Grove Existing Land Use,
November 1993**

Land Use Type	Acres	Percent of City
Residential		
Single-family Residential	634.4	34.7
Single-family w/Second Unit	11.8	0.6
Duplexes	56.0	3.0
Multi-family	67.2	3.7
Condominiums	41.5	2.3
Mobile Homes	15.1	0.8
Rest/Group Homes	12.2	0.7
Subtotal	838.2	45.8
Commercial/Professional		
Transient Lodging	22.1	1.2
Mixed Residential / Commercial / Office	2.3	0.1
Commercial	54.9	3.0
Heavy Commercial	10.5	0.6
Offices in R-4 Zone	2.7	0.1
Subtotal	92.5	5.0
Parks and Open Space*		
Parks and Recreational Facilities	85.1	4.6
Golf Course	90.0	4.9
Cemetery	12.3	0.6
Asilomar	103.0	5.6
Other Open Space	51.5	2.8
Subtotal	341.9	18.7
Public/Private Facilities		
Government-owned Facilities	12.4	0.6
Public Schools	85.8	4.7
Private Educational Facilities	13.5	0.7
Public Utilities	9.6	0.5
Subtotal	120.8	6.6
Other		
Churches	12.0	0.7
Miscellaneous	2.4	0.1
Vacant	31.8	1.7
Streets	390.4	21.3
Subtotal	436.6	23.9
Total	1830.0	100.0

*See Chapter 5 for descriptions of parks and open space areas.

Source: Community Development Department, November 1993

2.3 RECENT ANNEXATION HISTORY AND POLICY

By 1964, the city’s land area totalled 1,368 acres. After the Monterey County Local Agency Formation Commission (LAFCO) was established in 1964, Pacific Grove annexed 11 areas totalling 462 acres (see Figure 2-1).

The most recent (and second largest) addition was the Asilomar annexation, 131 acres in 1979. As of 1994, the city’s total area was 1,830 acres.

2.4 EXISTING LAND USE

For this General Plan revision, a citywide survey classified existing land uses for every property in Pacific Grove. Figures 2-2 and 2-3 summarize the survey’s findings.

The predominant land use in Pacific Grove is residential, and most of that is single-family. Commercial uses are largely related to goods and services, with almost no land available for industrial uses. A generous amount of land is devoted to parks and natural areas that are free and open to the public.

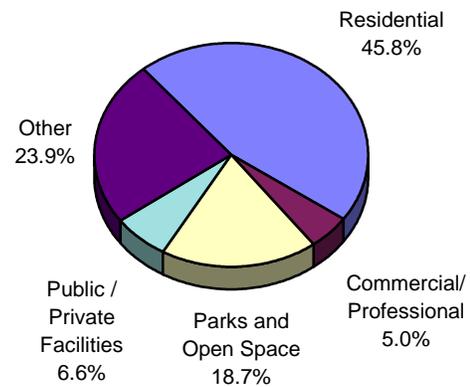
Most significant is that Pacific Grove is almost fully built-out. There is very little buildable vacant land in the city. The land use issues in Pacific Grove, therefore, focus primarily on managing existing uses and infill, and potential intensification.

2.5 MODERN DEVELOPMENT AND BUILD-OUT

By the 1980s, it was clear that any further growth in Pacific Grove would occur only as vacant lots were developed and as uses on existing developed lots were intensified. As of 1993, less than 2 percent (31.8 acres) of Pacific Grove’s land area was vacant and available for additional development.

As vacant land became more scarce and land prices rose, property owners turned increasingly to redevelopment and intensification. Because housing and land costs are high in Pacific Grove and because much of Pacific Grove’s housing stock is made up of smaller units, many property owners and residents have added on to existing housing to meet their needs for more room. In a more open housing market, families would be able to move to larger homes in the area. Property tax policies

Figure 2-3
Existing Land Use in Pacific Grove
November 1993



Source: Community Development Department, November 1993

established by Proposition 13 in 1978, however, discourage families from “moving up.”

In addition, some residential lots are not developed to their full potential under the zoning (for example, single-family homes on R-3- or R-4-zoned lots). Over time, some of these single-family homes are likely to be replaced with apartments. Where the General Plan and zoning allow, development on existing residential parcels will be intensified by replacing existing single-family homes with multi-family buildings. In other areas, second units or other additions will be built onto existing structures. On existing commercial parcels, intensification will occur where existing residences on commercially-zoned sites are converted to commercial use, and where old buildings are torn down and new ones are put up.

According to estimates made by the City in May 1994, an additional 5,431 residential units could be built within Pacific Grove’s city limits. Of these, 4,303 residences (262 single-family, 3,426 second units, and 615 multi-family units) could be built in residentially-zoned areas based on existing zoning. Sixty-eight of these single-family units and 37 of the multi-family units (105 in total) could be built on now-vacant lots. Of the remaining units, 3,426 would be second units attached to existing single-family homes, 566 would be added on underutilized multi-family-zoned lots, 145 units could be built on sites derived from multiple-lot parcels (133 single-family units, 12 duplex units), and 61 units could be built on parcels with potential for subdivision.

Besides the 4,303 new units on residentially-zoned land, current zoning allows additional units in commercially-zoned areas. Assuming a density of 2,200 square feet of land per unit, the commercial areas could accommodate another 1,128 residential units. Figure 2-4 summarizes this information.

In 1988, the City estimated that remaining commercially-zoned, vacant parcels could accommodate about 270,000 square feet of new commercial development. In addition, the amount of commercial space that could be added under the General Plan and zoning theoretically could exceed one million square feet.

The theoretical build-out projections, while necessary to define the maximum development potential of this General Plan, point to much greater development than can be supported by recent trends. The Monterey Peninsula Water Management District’s moratorium on new construction in response to the prolonged drought of 1987 through 1992 curtailed new construction in the city. Because there are few sources of new water for development on the Monterey Peninsula, the limited

water supply will continue to shape land use in this area in the future.

The most recent source of new water for the Monterey Peninsula is the Paralta well in Seaside. Its water is allocated to the various local jurisdictions by the Monterey Peninsula Water Management District. As of September 1994, Pacific Grove has less than eight acre-feet of water remaining in its allocation from the Paralta well. Realistically, the potential for new development in Pacific Grove will not be realized unless additional new sources of water become available. At the time of the adoption of this General Plan, the city council was attempting to acquire a portion of the water from the Pebble Beach water reclamation project.

Of the 5,431 new units possible in the theoretical build-out projection for Pacific Grove, 3,426 are new secondary units on sites with existing single-family dwellings. However, over the past 10 years during which zoning has allowed secondary units, only 42 have been built. Leaving aside the lack of water, this experience suggests that there will be a steady trickle of new secondary units, but not a flood of thousands. All other sources of new units—intensification of use on current

**Figure 2-4
Residential Unit Development Potential**

Type of Zoning District	Existing	Maximum Potential Additional	Total Build-out
Dwelling Units in Single-family Residential Districts			
Building Sites Derived from Multiple Lot Parcels		133	133
New Subdivisions		61	61
Second Units	40	3,426	3,466
Vacant Sites		68	68
Current Dwelling Units (not including existing second units)	4,047		4,047
Subtotal	4,087	3,688	7,775
Dwelling Units in Multi-family and Commercial Districts			
Commercial	119	1,128	1,247
Multi-family	3,182	566	3,748
Building Sites Derived from Multiple Lot Parcels in R-2 (2 DUs per site)		12	12
On 23 Vacant Sites		37	37
Subtotal	3,301	1,743	5,044
Condominium Dwelling Units			
Condominiums	314	unknown	314
Total Residential Units	7,702	5,431	13,133

Source: Community Development Department, May 1994

sites, subdivision of lots, development of buildable lots, and vacant lots—would produce at most 2,000 units, and again, past trends lead to the conclusion that new development will occur at a measured pace.

Over the years, City decision-makers have become increasingly aware of the potential for land divisions (lot splits and subdivisions) which—although they comply with the City’s minimum standards—create incongruities in lot size or shape compared to neighboring properties. Goal 2, and Land Use Policies 4 through 7, address this issue.

The rapidity and extent of infill and intensification will depend on—in addition to water—market demand, land values, rent levels, overall economic conditions, tax laws, and the City’s regulatory policies. As infill and intensification occur, the City intends to preserve Pacific Grove’s residential character and ease the pressure on its aging infrastructure.

Goals, policies, and programs in Sections 2.6 through 2.14 and throughout the General Plan address how the city may and should develop.

2.6 DEVELOPMENT POTENTIAL AND ANNEXATION

Until now, the City has had no formal annexation policy. According to State law, a city’s General Plan may cover “any land outside its boundaries which, in the planning agency’s judgment, bears relation to its planning.” The City of Pacific Grove has selected for its Planning Area the existing incorporated city plus the unincorporated Spanish Bay, Country Club, and Gowen Cypress areas of Del Monte Forest to the south, and the Presidio and portions of Monterey bordering David Avenue. Figure 1-2 shows the Planning Area and other boundaries.

The much smaller Sphere of Influence (the city’s ultimate service area boundary), adopted for Pacific Grove in 1984 by LAFCO, includes only the existing incorporated city plus the three-acre Mission Linen property at Sunset Drive and Congress Avenue. The Mission Linen property is a county island completely surrounded by incorporated Pacific Grove. LAFCO policies support its eventual annexation.

Except for the Mission Linen property, the City does not expect to annex the adjacent unincorporated areas. Nevertheless, it is concerned about the growth and flow of traffic from them, and the likely impact of that traffic

on the City of Pacific Grove and its residences and businesses. The unincorporated portions of Del Monte Forest within Pacific Grove’s Planning Area still have development potential for 285 residential units.

These unincorporated areas have strong economic and social ties to Pacific Grove. They are part of the Pacific Grove Unified School District, and residents of the area do much of their convenience shopping in Pacific Grove. Two of the five gates to Del Monte Forest open onto Pacific Grove streets. Thus, the City’s main planning concerns about development in Del Monte Forest relate to traffic (addressed in the Transportation Chapter of this General Plan) and to providing public services including schools, library, and recreation facilities and programs.

Against this background of land use history, the City has adopted the following goals, policies, and programs:

GOAL 1 Provide for orderly, well-planned, and balanced development consistent with the historic nature of Pacific Grove, the capacity of the City’s infrastructure, and ability to assimilate new growth.

GOAL 2 Repair and upgrade the City’s infrastructure.

POLICY 1 Seek to preserve Pacific Grove’s traditional “hometown” qualities.

POLICY 1.5 Protect Pacific Grove’s residential character by prohibiting the short-term (less than 30 consecutive calendar days) rental of residential property in residential zoning districts, except to the extent such use is allowed in the Coastal Zone under the Local Coastal Program. The Pacific Grove Municipal Code shall be consistent with this Policy.

Policy 1.5 was added by the Initiative to Preserve and Protect Pacific Grove’s Residential Character. Policy 1.5 may be repealed or amended only by a vote of the people. The Initiative also amended the Pacific Grove Municipal Code to be consistent with Policy 1.5, including a requirement that existing transient use of residential



An example of Pacific Grove’s “hometown qualities”

property inconsistent with Policy 1.5 be discontinued within 18 months from the date the Initiative was approved by the voters.

POLICY 2 **Ensure that new development is compatible with adjacent existing development.**

“Compatible” means “capable of existing together without conflict or detrimental effects.” This policy applies broadly and citywide to residential and commercial uses. Its purpose is to ensure harmonious or at least unobtrusive development in terms of use, density, intensity, and architectural character. It is not intended to restrict new buildings or additions to exact duplications of styles or heights. This policy also is **not** intended to restrict the conversion of single-family dwellings to apartments if the parcel is zoned for multi-family use and if there are other multi-family uses nearby.

POLICY 3 **Balance a property owner’s ability to develop with the desirability of maintaining neighborhood character.**

POLICY 4 **Continue to preserve Pacific Grove’s character and regulate development so as not to overburden the City’s infrastructure.**

Some streets and water lines are currently deficient and would be strained by build-out to current zoning.

POLICY 5 **Avoid creating land divisions that result in lots smaller than prevailing lot sizes in the neighborhood, or which are**

inconsistent with the configuration of surrounding lots.

POLICY 6 **Preserve significant areas of vegetation and open space when approving land divisions.**

Significant can mean, for example, a single specimen tree, vegetation serving as habitat, or a grove of several native trees which enhance the canopy and scenic beauty of a neighborhood.

POLICY 7 **Evaluate and mitigate the impacts of proposed land divisions on traffic, access, trees, topography, environmentally sensitive habitat, utilities, and public services, through the approval process.**

In order to mitigate the impacts, the number of lots to be created may be reduced.

POLICY 8 **View more favorably those land divisions where existing buildings with historic or architectural significance are retained and/or improved rather than demolished.**

POLICY 9 **Strive to preserve significant public view corridors.**

POLICY 10 **Strive to protect property owners’ rights to privacy and reasonable access to light, air, and sunshine.**

The policies above are carried out by the programs below.

Program A Create buffers between commercial and residential areas where feasible.

Program B Continue to regulate the intensity of commercial uses, and maintain the underlying distinctions of each commercial area.

Program C Revise height and lot coverage standards to regulate the size and mass of residential additions and expansions.

Program D Consider including floor area ratios (FARs) in the zoning regulations for residential areas.

Floor area ratios regulate building mass and scale.

Program E Adopt land division standards that will retain the scale and character of the city and will reflect the subdivision and development patterns within existing neighborhoods.

Program F Require land divisions within, or immediately adjacent to, environmentally sensitive habitat to keep development intensity as low as possible immediately adjacent to the sensitive habitat (LUP, 3.4.4.3).

This program will help maintain contiguous areas of undisturbed land in open space. Residential development in such areas, including driveway and utility connections, will be allowed if it can be demonstrated that environmentally sensitive habitat and associated wildlife values will be protected through mitigation measures.

Program G Ensure that zoning, licensing, enforcement, and other controls are adequate to fairly govern the supplemental use of residential properties for business purposes.

The City recognizes that the current provisions for home businesses are working well, and will examine and make modifications to the regulations in the future as needed.

Goals, policies, and action programs that establish the philosophy, approach to, and workings of Pacific Grove’s system for managing land use and growth appear throughout this chapter. Goals, policies, and action programs relating to architectural review are found in Chapter 8, Urban Structure and Design.

2.7 ECONOMIC VITALITY AND COMMUNITY CHARACTER OF COMMERCIAL AREAS

Pacific Grove is a town that takes pride in its residential character. As expressed in public meetings and workshops, Pacific Grove residents want the character of the city to remain predominantly residential.

The City supports and encourages retail and commercial uses which provide goods and services for a peninsula-wide trade area. It recognizes, however, that it will always be in a very competitive retail market because of its location at the tip of the Monterey Peninsula and its relative distance from major highways. The City also

foresees that in the future a greater proportion of its economic vitality may come from visitor-serving enterprises.

The character of Pacific Grove is one of a small town where residents can live, work, do business, shop, and have recreational facilities—a self-contained community. The businesses of the city should provide a balance which preserves this character.

GOAL 3 Designate land in commercial and office categories adequate to provide goods and services for the needs of Pacific Grove and its trade area.

POLICY 11 Ensure that commercial uses are balanced, and that business and industry are compatible with the city’s residential character.

This policy reflects the City Charter statement that “Pacific Grove is primarily a city of homes and that business and industry shall be compatible with its residential character.”

POLICY 12 Promote and maintain a healthy local economy while preserving the local community character.

POLICY 13 Assure that new commercial development is designed to avoid the appearance of strip development.

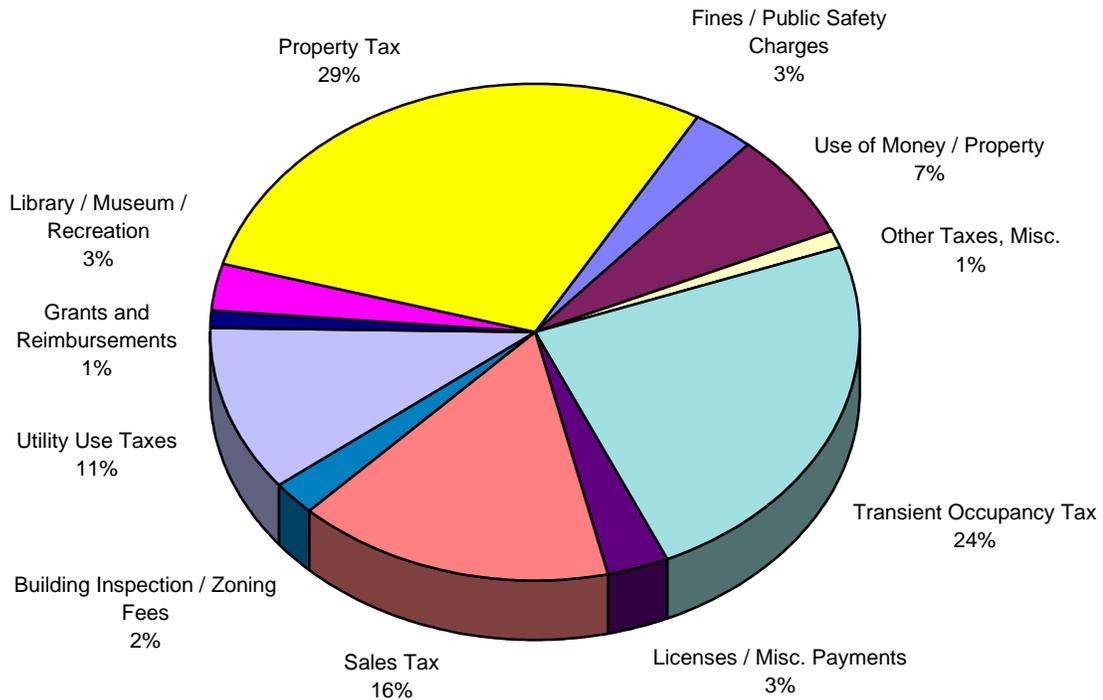
POLICY 14 Promote Pacific Grove businesses and industries.

Program H Work with local business groups and associations, such as the Pacific Grove Chamber of Commerce, to promote local businesses to local residents, and to encourage local residents to support Pacific Grove businesses.

Program I Develop a strategy to retain and attract businesses that meet the shopping and service needs of Pacific Grove and area-wide residents.

Program J Encourage the City of Pacific Grove to do business within its boundaries whenever practical.

**Figure 2-5
General Fund Revenue, Fiscal Year 1993-94**



Source: City of Pacific Grove, 1994

2.7.1 Land Use and Fiscal Policy

City revenues pay for the services provided to the community, such as police, fire, and library services. Since Proposition 13, Pacific Grove has become more dependent on revenues from sales taxes and transient occupancy taxes. The major components of Pacific Grove’s budget revenues are shown in Figure 2-5. A city’s sales taxes and transient occupancy taxes are influenced the most by the economy and local decisions on development and growth.

The current tax structure and declining municipal revenues encourage cities to make land use decisions based on the amount of tax revenues a project can generate. A reasonable consideration of the effects of land use decisions on revenue can help ensure an adequate budget for City services, but an overemphasis can distort the appropriate balance of land uses in the community. Basing land use decisions on revenues favors commercial and office development over the preservation or construction of housing. Too much emphasis on tax revenues creates pressures for large, high-intensity projects.

Pacific Grove will pursue a balanced planning approach by providing for a variety of housing while maintaining an attractive business climate.

The City will continue to weigh the nature and intensity of development, including concerns about traffic, design, compatibility, and regional effects, against the role that transient occupancy and sales tax revenues play in Pacific Grove’s continued economic well-being.

GOAL 4 Maintain strong and stable sources of City revenues while promoting an appropriate balance of land uses in the city.

POLICY 15 Encourage land uses that generate revenue to the City while maintaining a balance with other community needs, such as housing, open space, and recreation.

POLICY 16 Attract and retain a variety of businesses and services in the community.

- Program K Work with the business community to understand their economic needs.
- Program L Streamline the permit review process while maintaining the character of Pacific Grove.

- Program M Consider providing incentives to retain the existing motels in the R-3-M zone.
- Program N Consider amending the Zoning Ordinance to carry out Policy 17.

2.7.2 Visitor Accommodations

In 1993, there were 22 motels and hotels and seven bed and breakfast inns in Pacific Grove with a combined total of 748 rooms. Most of the motels and hotels are located along the western end of Lighthouse Avenue and along Asilomar Avenue. The bed and breakfast inns, which are converted historic structures, are located in the R-3-PGR and the R-4 zoning districts. In addition, Asilomar State Beach and Conference Grounds has 313 rooms for guests, bringing the total of visitor accommodations to 1,061 rooms.

The relatively few hotel and motel units within Pacific Grove contribute significantly to City revenues through the 10 percent transient occupancy tax. Motel, hotel, and inn guests also contribute to Pacific Grove’s economy by patronizing local restaurants and retail businesses.

In 1986, Pacific Grove voters passed Measure C, an amendment to the City’s Zoning Ordinance that placed additional limits on motel and hotel development in the city. As a result, parcels within the R-3-M district may be rezoned only to R-1, R-H, or R-2 where already developed as such, and no new R-3-M districts may be created.

Although most of the motels and hotels in Pacific Grove are developed to their zoned potential, several older motels are not. If occupancy rates drop in these older motels and they become unprofitable, the owners may consider replacing them with new, larger motels or with multi-family residential, which also is allowed in the R-3-M district. It is not clear whether it would be more profitable for the owners to replace their motels with new motels or with apartment buildings. If they are replaced with multi-family residential, the City will lose some of its current motel tax revenue and the possibility for any revenue increase. Replacing existing motels with motels developed to the maximum density allowed in the R-3-M district would result in a net gain of 48 units on four sites.

POLICY 17 Discourage the replacement of motels with residential uses in areas zoned R-3-M as a means of protecting the City’s revenue base.

POLICY 18 Support hotel development in the former Holman’s block of the Downtown, as allowed by adoption of an initiative measure by city’s voters in June 1994.

Pacific Grove’s Zoning Ordinance allows the conversion of large residential buildings, at least 75 years old, to bed and breakfast inns. As a means to preserve older houses, bed and breakfast inns are allowed with a use permit in the R-3-PGR, R-4, and C zoning districts. However, the City wishes to control uses which may result in negative impacts on surrounding properties.

- Program O Permit expansions of bed and breakfast inns that do not have negative impacts on the surrounding residential neighborhoods. Proposals to add units that are separate from the original structure will be considered on a case-by-case basis.

Because the intent of the bed and breakfast ordinance is to preserve historic structures, potential expansions of these businesses are subject to guidelines that further this intent. (1) Bed and breakfast inns are permitted to expand into structures that were located on the property when the inn was created, with a use permit; (2) Inns are permitted to expand into additional new structures, separate from the original historic structure, if there is space on the property to build and the new structure maintains the architectural integrity of the site, with a use permit; (3) Inns may apply to the planning commission to expand onto properties contiguous to the original property, with a use permit, with such expansions to be decided on a case-by-case basis depending on the architectural and historic status of the structures proposed for expansion and the circumstances of the properties and the surrounding neighborhood.

2.7.3 Liquor Sales

Pacific Grove was the last “dry” city in California. The sale of alcoholic beverages was prohibited within the city limits until 1969 when the city council adopted an ordinance repealing prohibition. That action was ratified by voters when they defeated a referendum calling for repeal of the ordinance. Since then, the City has approved several

permits for general on-site liquor sales outside the Downtown area.

In 1987, the City approved its first application for general on-site sales of hard liquor Downtown. While there are several restaurants in the city that serve beer and wine with meals, the approval of hard liquor raised concerns among elected officials and residents about the appropriateness of general on-site liquor sales Downtown and how they might affect the quality of life, traffic, parking, and general public safety in Pacific Grove.

POLICY 19 Continue to allow on-site liquor sales only in conjunction with full food service.

2.8 DOWNTOWN

Downtown—the city’s commercial core along Lighthouse Avenue—is bounded approximately by Cypress Avenue, Central Avenue, 12th Street, and Pine Avenue. Most of Downtown is zoned C-1 and is developed with older two-story buildings with ground floor retail commercial establishments and second floor residential and professional uses.

2.8.1 Existing Conditions and Trends

Pacific Grove’s Downtown business district contains a mixture of commercial uses typical of many core business districts. These businesses serve both local and area residents and visitors. Although local services seem to predominate, there is regional pressure to attract more tourism to compensate for the loss of the military component in the economy.

Many Downtown commercial buildings are old and do not meet current codes. Bringing these buildings up to code when businesses are expanded or new uses are developed can be expensive. State legislation passed in 1986 (SB 547) requires that buildings that might be hazardous in the event of an earthquake be identified and that steps be taken to mitigate structural hazards. The City has done the work required by SB 547, and property owners have taken remedial measures.

In general, renovation of commercial buildings in downtown Pacific Grove is desirable and should be encouraged when it upgrades the safety of the buildings while maintaining historical character and provides for balanced uses.

In 1994, a number of Downtown buildings were vacant including the largest building which once housed an historic department store which served as the downtown commercial anchor.

Existing parking facilities will not be adequate to accommodate all the commercial development that might occur Downtown under existing zoning. A 1984 parking study commissioned by the City recommended a three-phase program to expand parking in the area, including construction of one or more parking structures.

Downtown’s aesthetic liabilities include inappropriate and out-of-scale street light fixtures, the application of inappropriate facades on historic buildings, and lack of trees and landscaping.

2.8.2 Downtown Quality and Character

The overall structure of Downtown is satisfactory and does not require major changes. The Downtown can be divided into sections, based on the difference in scale, architectural style, and setbacks of buildings along Lighthouse Avenue and those on the side streets. (See Section 8.1.4 for a discussion of Downtown’s visual character.)

What is required is a comprehensive strategy to focus City and private efforts on improvements to enhance Downtown’s efficiency, economic vitality, and appearance.

GOAL 5 Enhance the appearance of Downtown.

POLICY 20 Focus City and private efforts on improvements in a comprehensive strategy to enhance Downtown.

POLICY 21 Upgrade the visual quality of streets in the Downtown.



Downtown's out-of-scale street light fixtures

- Program P Review and revise design guidelines for projects in the Downtown business district and find ways to encourage good design.
- Program Q Prepare a detailed plan for preserving the character of Downtown while enhancing its efficiency, economic vitality, and appearance.

The City should take the lead in preparing the plan and implementing it. Emphasis will be placed on increasing landscaping and expanding pedestrian facilities on Lighthouse Avenue without sacrificing parking opportunities. The plan should include considerations for street, pedestrian, and bikeway improvements. It should also address parking, sidewalks, street trees, and street lights.

The City should attempt to establish architectural compatibility between major civic buildings. It should also consider the need for a parking garage and inves-

tigate allowing “air space” development over Downtown parking lots.

- Program R Replace Downtown street lights with more appropriate fixtures as funding becomes available.

POLICY 22 Review and revise height and story limits to maintain compatibility of new and remodeled buildings with the existing character of Downtown.

POLICY 23 Encourage new residential uses in the Downtown, but limited to the upper stories of new and existing buildings.

The City will consider providing a third-story floor area bonus for upper-story restaurant and /or residential use.

- Program S Consider establishing separate building standards for Downtown parcels fronting on Lighthouse Avenue and for parcels fronting on side streets.

- Program T Provide for expanded uses for the former Holman’s block such as mixed commercial/residential use and/or transient visitor services (i.e., hotel/restaurant/shops).

The City took the lead in proposing a successful ballot measure allowing hotel and condominium development on the former Holman’s block. This change is intended to attract development of and investment in the Holman’s anchor block (bounded by Lighthouse, Fountain, Central, and Grand Avenues) that will increase city revenue while maintaining the character of the Downtown and the city.

2.9 CENTRAL-EARDLEY COMMERCIAL DISTRICT

The Central-Eardley commercial district is a transition from Monterey’s Cannery Row/ Lighthouse Avenue Commercial District to the Pacific Grove Retreat residential neighborhood. Uses include retail commercial, restaurants, and offices, serving both visitors and local residents, and some residential. Zoning in the area has included R-4 (higher density residential and professional office uses), C-1 (low intensity commercial uses and residential), C-2 (heavier intensity commercial uses and residential), and V-C (visitor commercial uses).



Central-Eardley commercial area

This area is experiencing spill-over from Cannery Row visitors using this commercial area.

Across the city line, the New Monterey Neighborhood and the Cannery Row/Lighthouse Neighborhood border Pacific Grove. The New Monterey Neighborhood is primarily single-family homes, interspersed with multi-family. The Cannery Row/Lighthouse Neighborhood is primarily commercial, catering to both visitors and residents.

The City of Monterey Planning Department estimated in 1987 that existing zoning in the New Monterey Neighborhood would allow a net addition of 788 units—a 30 percent increase in the number of housing units in the area. The Monterey Planning Department also identified approximately 10.5 acres of underutilized commercially-zoned land and 7.6 acres of vacant commercially-zoned land in the Cannery Row/ Lighthouse Neighborhood that could be developed with commercial uses.

The Central-Eardley district is one of two major gateways to Pacific Grove. The City wants to continue to allow a variety of commercial uses in this district, but wants to limit any new or changed uses in the R-4 zone to high density residential by not permitting additional professional office uses.

POLICY 24 Designate Central-Eardley as a special commercial district recognizing its gateway and transitional functions.

Program U Review the zoning in the Central-Eardley district.



Forest Hill commercial area

Program V Restrict the uses in the R-4 zone to high density residential.

Program W Review parking needs in the Central-Eardley district and consider a parking structure.

Program X Create a plan to enhance the area's role as a major gateway to the city through elements such as signs, paving, landscaping, and lighting.

2.10 FOREST HILL

The C-1-zoned area along both sides of Forest Avenue between David and Stuart Avenues contains a mixture of retail, office, and multi-family 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. Redevelopment of these commercial lots to their zoned potential could result in development incompatible with the adjacent single-family homes.

The Forest Hill Commercial District is one of two major gateways to Pacific Grove. While new commercial development could improve the appearance of Forest Hill, the City would like to reduce any potential incompatibilities with adjacent single-family homes. At the same time, the City does not want to preclude reinvestment in or improvement of the area.

POLICY 25 Draft and adopt guidelines for preparing a Specific Plan for the Forest Hill area,



Sunset Drive commercial area

recognizing its function as a major gateway to the city.

- Program Y Review and amend, as necessary, the Zoning Ordinance to establish a story maximum, a maximum height limit, and a buffer zone through the use of design features, such as landscaping, in the rear yard setback in the Forest Hill Commercial District.
- Program Z 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.

The intent of the above policy and programs is to promote uses that are reasonable and compatible with adjoining residential areas. The plan should, in addition to provisions of Program Y, address all aspects of a commercial area that is an entryway to Pacific Grove. The plan should include but not be limited to setbacks, architectural quality, landscaping, signs, lighting, traffic circulation, parking, and pedestrian access. Where possible the plan should mitigate adverse effects on neighboring residential areas.

2.11 SUNSET SERVICE COMMERCIAL AREA

The Sunset Drive commercial district is at the south edge of the city between 17 Mile Drive and Asilomar Avenue. It houses a mix of uses including a lumber yard, a motel, restaurants, light industrial uses, retail businesses, and the City Corporation Yard. Most importantly, it is the

city's only remaining industrial and heavy commercial area. The City's intent is to maintain a mix of service commercial uses in this area.

This area also has scenic qualities important to the city—views of the ocean, hills, and pine forests.

POLICY 26 Provide for retention of the commercial/industrial uses in the Sunset Drive commercial district, while addressing the scenic qualities of this area.

Program AA Consider amending the Zoning Ordinance to eliminate uses incompatible with General Plan policy regarding the Sunset Service Commercial Area.

The intent of this program is to consider eliminating residential uses, including mobile home parks, in order to preserve the limited land area available for industrial and heavy commercial uses within the city.

Program BB Consider amending the Zoning Ordinance to establish height limits and provisions for landscaping in the Sunset Service Commercial Area.

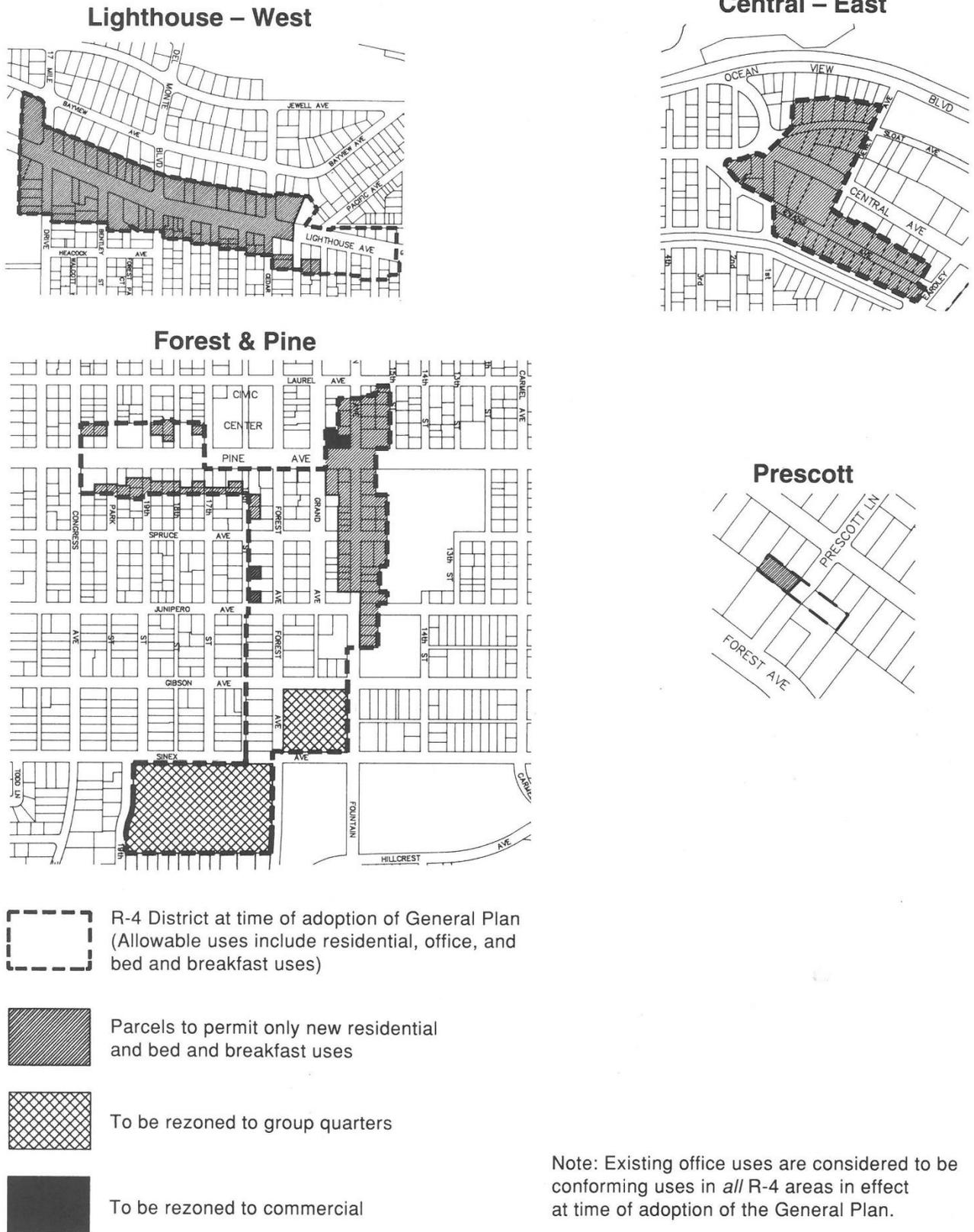
Program CC Encourage a public/private effort to upgrade the visual quality of the Sunset Service Commercial Area.

2.12 PROFESSIONAL OFFICE DEVELOPMENT OUTSIDE COMMERCIAL DISTRICTS

Historically, the R-4 District regulations have allowed residential uses (single-family and multi-family) and professional offices. Over the years, many older residential units in R-4 areas have been converted to offices. These conversions have, in some cases, preserved buildings whose architecture is valued in Pacific Grove, but may also have reduced the supply of moderately-priced housing, and may have contributed to increased parking problems and traffic congestion, particularly along Forest Avenue.

The City will continue to allow office uses in certain of these areas, with a use permit, but will emphasize residential uses in others. Existing offices will be allowed to continue as conforming uses. (See Figure 2- 6.)

Figure 2-6
R-4 Zoning District Changes



POLICY 27 Permit office uses in the commercial districts and other areas historically used for such purposes.

POLICY 28 Ensure that office development does not overbalance the residential character in the areas historically zoned R-4.

The City will look favorably on proposals where existing housing is preserved and/or where offices preserve the character of existing buildings in these areas.

Program DD Continue to allow professional office and multi-family residential uses: (a) on parcels along Forest Avenue between Pine Avenue and Sinex Avenue, with the exception of the Forest Hill Manor property, and require that offices front only on Forest Avenue; (b) on parcels along Grand Avenue between Pine Avenue and Gibson Avenue, including the midblock and corner parcels at the northwest corner of Fountain Avenue and Gibson Avenue, but with the exception of the parcel at the southeast corner of Grand Avenue and Pine Avenue which is developed with apartments that will remain a residential use only; (c) on parcels fronting on Pine Avenue between 17th Street and Congress Avenue, and on the south side of Pine Avenue between Forest Avenue and 17th Street, and require that offices front only on Pine Avenue; (d) on parcels zoned R-4 on the date of the adoption of this General Plan between Cypress Avenue and Granite/Pacific Streets, on parcels fronting the south side of Lighthouse Avenue between Granite Street and Cedar Street, and on the midblock parcel along the north side of Lighthouse Avenue between Pacific Street and Cedar Street; (e) on the midblock parcel along the south side of Prescott Lane between Forest Avenue and Seaview Avenue that has historically been zoned R-4.

Program EE Rezone the following areas from professional office and multi-family residential uses to residential uses only: (a) parcels zoned R-4 on the date of the adoption of this General Plan on the easterly side of Fountain Avenue between Pine Avenue and Gibson Avenue, and on the westerly side of Fountain Avenue between Pine

Avenue and Junipero Avenue, with the exception of the northwesterly parcel at the intersection of Fountain Avenue and Junipero Avenue; (b) the parcels zoned R-4 on the date of the adoption of this General Plan between 16th Street and Congress Avenue excluding those parcels fronting on Pine Avenue; (c) parcels on Lighthouse Avenue west of Granite Street, excluding parcels along the south side of Lighthouse Avenue between Cedar Street and Granite Street, and excluding the midblock parcel along the north side of Lighthouse Avenue between Pacific Street and Cedar Street; (d) the parcels zoned R-4 on the date of the adoption of this General Plan along the westerly side of 15th Street between Pine Avenue and Laurel Avenue, and along the easterly side of Fountain between Laurel Avenue and Pine Avenue, and the interior parcels on the westerly side of Fountain between Pine Avenue and Laurel Avenue; (e) the parcels zoned R-4 on the date of the adoption of this General Plan between Eardley Avenue and 2nd Street and between Lighthouse Avenue and Sloat Avenue; (f) the parcel zoned R-4 on the date of the adoption of this General Plan on the north side of Prescott Lane.

Program FF Rezone the three parcels zoned R-4 on the date of the adoption of this General Plan on the north side of Pine Avenue between Fountain Avenue and Grand Avenue from professional office and multi-family residential uses to commercial uses.

2.13 NONCONFORMING USES

There are nonconforming uses throughout the city. Although they fail to meet current standards, these uses, for the most part, are not objectionable. Indeed, they make a positive contribution to the cherished eclectic character and historic resources of Pacific Grove.

Regulations for nonconforming uses and buildings were revised in 1989 to allow their restoration if 25 percent or less of their usable floor area is damaged by fire or earthquake. If damage exceeds 25 percent of usable floor area, a case-by-case determination is made through the use permit process. In order to grant any use permit, the planning commission must make the finding that the use or building applied for will not be

detrimental to persons or property in the neighborhood or to the general welfare of the city.

To address the concerns expressed during public hearings regarding difficulty in obtaining insurance and financing for nonconforming uses, this General Plan provides for restoration of nonconforming uses and buildings damaged by a catastrophic event without requiring a use permit or variance.

POLICY 29 Permit nonconforming uses and structures damaged by fire or other calamity to continue or rebuild to their predamaged size and location, using the then-current Uniform Code requirements.

Program GG Amend the Zoning Ordinance to provide for restoration of nonconforming uses and structures destroyed to any extent by fire or other catastrophic event without a use permit.

2.14 SUBSTANDARD VACANT LOTS

Minimum area and frontage requirements for building sites are established for the various zoning districts in the Zoning Ordinance. Vacant lots which have less area or width than required are called substandard lots and do not qualify as building sites. The City has amended the building site requirements in some areas to more closely correspond to existing lot sizes. However, a few vacant substandard lots remain unbuildable under current regulations.

Except where they were set by an initiative, as is the case in the First Addition which is zoned R-2, building site requirements can be amended by the city council. In the First Addition, approval by the voters would be required to change the existing 4,000 and 5,000 square foot building site area requirements to allow building on a smaller vacant parcel, *e.g.*, 3,600 square feet.

The few, vacant, substandard lots are often located in areas where similar-sized lots have been built upon. The City needs to consider the conditions under which building on these vacant lots would be compatible with the orderly development of the city.

The Subdivision Map Act provides for merger by the City of contiguous substandard parcels held by the same owner, under certain specified conditions. A local

ordinance in conformance with State law is required if the City chooses to implement this type of merger.

POLICY 30 Establish regulations under which existing substandard vacant lots may become building sites based on neighborhood norms.

Program HH Amend the Zoning Ordinance to specify conditions under which substandard vacant lots may be considered building sites.

POLICY 31 Study regulations to allow the City to initiate merger of contiguous substandard parcels held by the same owner.

2.15 LAND USE MAP, CATEGORIES, AND STANDARDS

All land within Pacific Grove can be grouped into categories, as shown on the Land Use Map provided with this General Plan.⁹ The Land Use Map depicts proposed land use for Pacific Grove through the year 2010. (A “map” is similar to a “diagram”—which is all that the State planning law requires—but a map may be more specific. The Attorney General in 67 Ops. Cal. Atty. Gen. 75 [1984] discussed the difference between the words “map” and “diagram,” stating that a “map” refers to preciseness whereas “diagram” represents approximation.) While the law does not require specificity as to individual parcels, the boundary lines between land use designations on Pacific Grove’s Land Use Map are delineated as specifically as possible, in most cases following parcel lines.

Listed on the following pages are the land use categories that appear on the Land Use Map, along with their definitions. While the land use categories are implemented through more specific and detailed zoning designations, the General Plan provides the overall parameters of density and intensity. In addition, there is a brief description of where in the city the designation may be found.

By law, “standards of population density and building intensity” must be determined for each land use category. The Pacific Grove General Plan uses floor area ratio to establish measures of building intensity in non-residential land use districts, and employs dwelling units per net acre as the measure of building intensity in residential land use districts. Residential land use districts employ measures of building intensity and of

population density. Non-residential districts only employ measures of building intensity. In this General Plan, in the event of a discrepancy between residential units per acre and persons per acre, the building intensity in units per net acre (and not the density of population) governs. The densities designated (in dwelling units and in persons per net acre) are maximums which are to be allowed only in developments that promote the City's goals for orderly, well-planned, and balanced development consistent with the historic nature of Pacific Grove and the capacity of and the limits imposed by the City's infrastructure, and ability to assimilate new growth. (See Land Use Goal 1.)

Although Pacific Grove ordinances are written with the intent of providing realistic standards for each zone, in the determination of allowable building density or intensity, whether residential or commercial, the maximums assigned to the various land use categories do not constitute an entitlement, nor is there any guarantee that any individual project, when tested against the policies of the General Plan, will be able to or will be permitted to achieve the maximums indicated.

Standards of building intensity for residential uses are stated as the allowable range of dwelling units per *net* acre. In the cases of the Low Density Residential (LDR) and Medium Density Residential (MDR) designations, the density ranges for specific neighborhoods have been tailored to ensure compatibility with adjacent residential development patterns. Neighborhood planning areas are shown in Figure 2-7.

The dwelling unit densities apply only to the creation of new lots. Existing legal building sites which are smaller than permitted under these densities will remain conforming lots of record.

Standards of population density for residential uses were derived by multiplying the allowable number of dwelling units per net acre by the assumed average number of persons per dwelling unit. The average number of persons per dwelling unit for each residential designation was extrapolated from estimates by the California Department of Finance for Pacific Grove, and ranges from 2.0 to 2.25 persons per unit. These figures are averages, and they are not intended to be used as measures of how many people may be allowed to live in a dwelling unit; nor is there any intent by the City that these averages be used to deny the addition of rooms to dwelling units.

Standards of building intensity for non-residential uses are stated as maximum floor area ratios (FARs). FAR is defined in Figure 2-8 and in the Glossary.

2.15.1 Residential

Low Density Residential (LDR). Four low density residential categories are specified. The LDR1.0 designation provides for single-family homes. It is the city's lowest density residential category, allowing a maximum of one unit per net acre. Assuming an average of 2.25 persons per dwelling unit, this category allows up to 2.25 persons per acre. It is applied on the General Plan Land Use Map to most of the Asilomar Dunes neighborhood.

The LDR2.0 designation provides for single-family homes, up to two units per net acre. Assuming an average of 2.25 persons per dwelling unit, this category allows up to 4.5 persons per net acre. It is applied on the General Plan Land Use Map to parcels in the Asilomar Dunes neighborhood that front on Asilomar Avenue north of Pico Avenue.

The LDR4.4 designation provides for single-family homes, secondary residential units ("second units"), public and quasi-public uses, and similar and compatible uses. Residential densities are allowed to a maximum of 4.4 units per net acre. Assuming an average of 2.25 persons per dwelling unit, the LDR4.4 designation allows up to 10 persons per acre. It is applied on the General Plan Land Use Map to the Pacific Grove Acres neighborhood.

The LDR5.4 designation provides for single-family homes. Residential densities are allowed to a maximum of 5.4 units per net acre. Assuming an average of 2.25 persons per dwelling unit, the LDR5.4 designation allows up to 12 persons per acre. It is applied on the General Plan Land Use Map to the Glen Townhomes and Glen Heights condominium planned unit development. The several LDR designations, their maximum densities in units and persons per acre, and where they are applied on the General Plan Land Use Map are shown in Figure 2-9.

Figure 2-7
Neighborhood Planning Areas

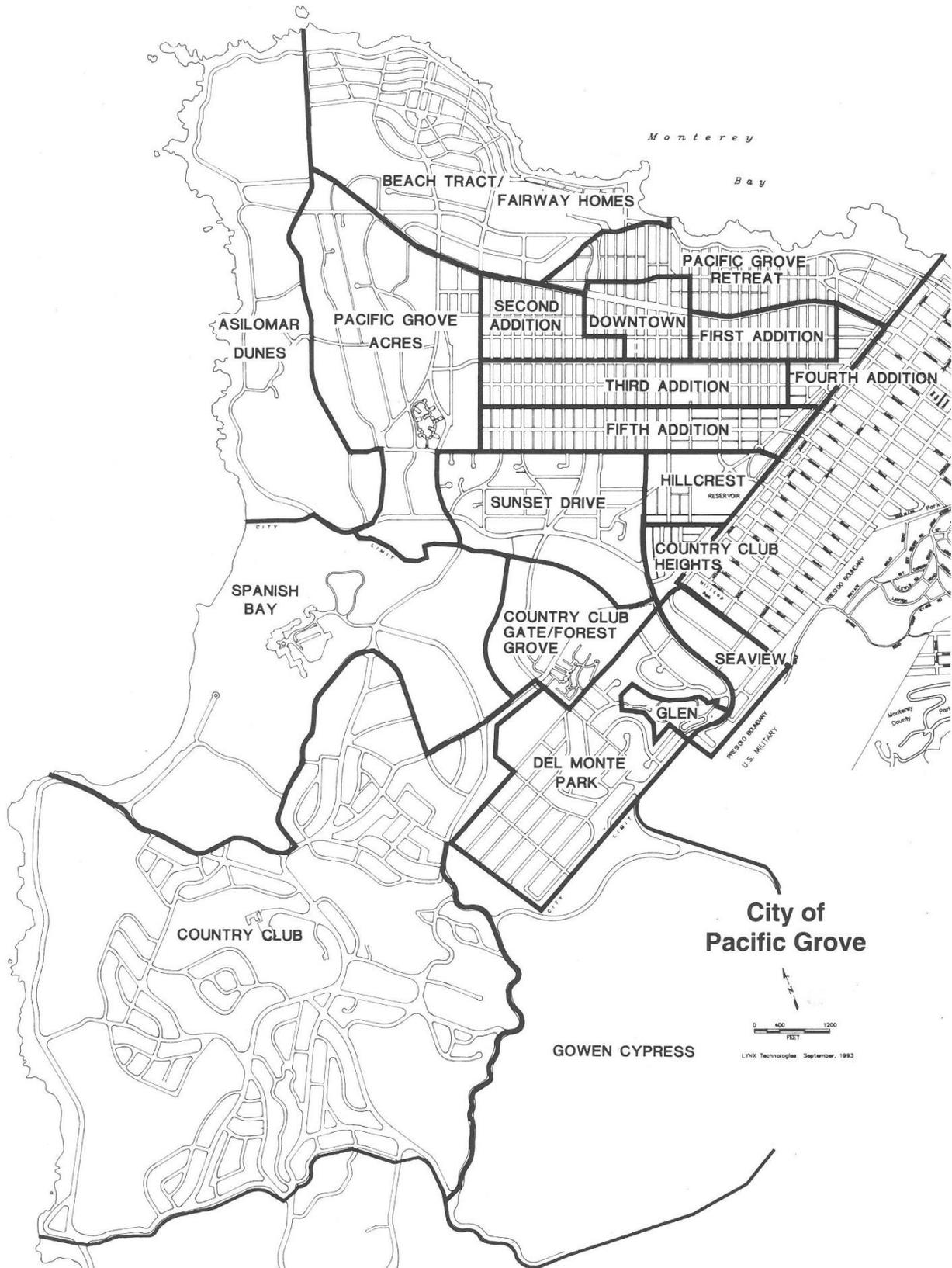
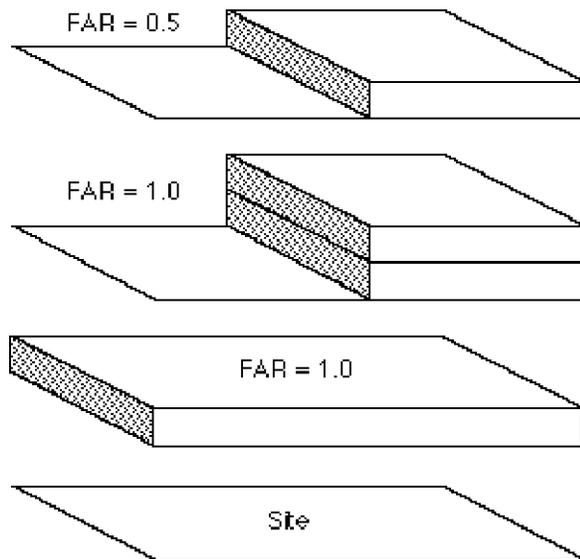


Figure 2-8
Diagrammatic Examples of Floor Area Ratios



Floor Area Ratio (FAR) is commonly used in zoning and is generally defined as the maximum gross floor area permitted on a site, divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net square feet of land area, a Floor Area Ratio of 1.0 will allow 10,000 gross square feet of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 square feet of floor area; an FAR of 2.0 would allow 20,000 square feet; and an FAR of 0.5 would allow only 5,000 square feet.

Source: Naphtali H. Knox & Associates, Inc.

Figure 2-9
Allowable Densities for Creating New Lots in Low Density Residential Neighborhoods

Designation	Neighborhood	Minimum Lot Size in Square Feet	Maximum Density Units per Acre	Maximum Persons per Acre	Most Intense Use Permitted
LDR 1.0	Asilomar Dunes	43,560	1.0	2.25	SFD
LDR 2.0	Asilomar Dunes along Asilomar Avenue north of Pico Avenue	21,780	2.0	4.5	SFD
LDR 4.4	Pacific Grove Acres	10,000	4.4	10	SFD & SU
LDR 5.4	The Glen	N/A	5.4	12	SFD

SFD = Single-family dwelling
 SU = Secondary residential unit

Source: Community Development Department, July 1992

Medium Density Residential (MDR). This designation provides for single-family, duplex, and multi-family residential units, public and quasi-public uses, and similar and compatible uses. Within the MDR designation, secondary residential units are allowed in all R-1 zones. This designation provides a residential density ranging from 7 to 17.4 units per net acre. Assuming an average of 2.0 persons per dwelling unit, it allows between 14 and 34 persons per acre. The several MDR designations, their maximum densities in units and

persons per acre, and where they are applied on the General Plan Land Use Map are shown in Figure 2-10.

High Density Residential (HDR). This designation provides for single-family, duplex, and multi-family residential units, bed and breakfast inns, public and quasi-public uses, and similar and compatible uses. It has four tiers or levels: residential densities range up to 19.8 units per net acre in the HDR19.8 district; up to 21.8 units per net acre in the HDR21.8 district; up to 24.8 units per net acre in the HDR24.8 district; and up to 29.0

Figure 2-10
Allowable Densities for Creating New Lots in Medium Density Residential Neighborhoods

Designation	Neighborhood	Minimum Lot Size in Square Feet	Maximum Density Units per Acre	Maximum Persons per Acre	Most Intense Use Permitted
MDR 7.0	Country Club Gate Condos	N/A	7.0	14	SFD
MDR 7.0	Seaview / Forest Hill Boulevard	6200	7.0	14	SFD & SU
MDR 7.3	Fairway Homes / Beach Tract/ Hillcrest / Country Club Heights/ Sunset /Methodist Church Site	6000	7.3	14	SFD & SU
MDDR 8.7	Dennett Duplex Block	10000	8.7	17	Duplex
MDR 9.3	Forest Grove Condos	N/A	9.3	18	SFD
MDR 9.7	Del Monte Park	4500	9.7	19	SFD & SU
MDR 10.0	Pine Garden Lane	4350	10.0	20	SFD & SU
MDR 10.9	Fourth and Fifth Additions	4000	10.9	21	SFD & SU
MDR 12.1	Second and Third Additions/ Forest Park Tract	3600	12.1	24	SFD & SU
MDDR 17.4	Corner of Congress & Sinex	5000	17.4	34	Duplex

SFD = Single-family dwelling
 SU = Secondary residential unit

Source: Community Development Department, July 1992

units per net acre in the HDR29.0 district. The High Density Residential designation assumes an average of 2.0 persons per dwelling unit, which would allow up to 58 persons per net acre in the HDR29.0 designation. The several HDR designations, their maximum densities in units and persons per acre, and where they are applied on the General Plan Land Use Map are shown in Figure 2-11.

Professional Office or High Density Residential (PO/HDR). This designation provides for single-family, duplex, and multi-family residential units, professional offices, bed and breakfast inns, public and quasi-public uses, and similar and compatible uses. This designation provides for a residential density of up to 29.0 units per net acre. Assuming an average of 2.0 persons per dwelling unit, it would allow up to 58 persons per net acre. The PO/HDR designation is applied on the General Plan Land Use Map to Forest Avenue between Pine and Sinex Avenues, to Pine Avenue between Grand and Congress Avenues, and to Lighthouse Avenue between Cypress Avenue and Cedar Street.

Mobile Home Residential (MHR). This is a residential category that allows only mobile homes and accessory uses, up to 14 units (about 28 persons) per net acre. Its primary purpose is to protect existing mobile home parks from being converted to other residential or non-residential uses. This designation is applied on the

General Plan Land Use Map to the Monarch Pines Mobile Home Park.

Group Quarters (GQ). This category allows residential living arrangements—other than the usual house, apartment, or mobile home—in which two or more unrelated persons share living quarters and cooking facilities. Its purpose is to allow “institutional” group quarters, such as licensed residential care facilities for 25 or more persons and orphanages, and “non-institutional” group quarters, such as dormitories, shelters, and large boarding houses. Residential densities range from 13 to 55 bedrooms per net acre. Since the GQ designation assumes one person per bedroom, the residential density is the same as the number of bedrooms per net acre. This designation is applied on the General Plan Land Use Map to existing group quarters facilities: Canterbury Woods, Forest Hill Manor, Del Monte Rest Home, and Gateway Center.

On adoption of this General Plan, the Zoning Ordinance will be revised to reflect that residential care facilities for six or fewer persons are allowed in any Residential district, and that residential care facilities for 7 to 24 persons are allowed in multi-family districts with a use permit.

Group Quarters shall be limited to the boundaries shown on the Land Use Map.

2.15.2 Visitor Accommodations

Visitor Accommodation or Medium High Density Residential (VA/MHDR). This is a medium high density residential designation that also allows hotels, motels, adult communities, retirement homes, and rest homes. The maximum density for both visitor accommodation units and residential units is 17.4 units (about 35 persons) per net acre. The maximum density at 17 Mile Drive Village is 9.3 units per net acre. The VA/MHDR designation is applied on the General Plan Land Use Map to the western end of Lighthouse Avenue and to the western end of Sinex Avenue, and to the 17 Mile Drive Village site.

Visitor Accommodation (VA). This designation provides for overnight lodging facilities and limited appurtenant public restaurants and shops where appropriate (LUP, 3.3.4.2). The VA designation is applied on the Land Use Map to two existing motel sites (at Asilomar and Jewell Avenues and on Sunset Drive) within the coastal zone. Floor area ratio should not exceed 0.5.

2.15.3 Commercial

Downtown (D). This designation provides for retail and service uses, offices, restaurants, entertainment and cultural facilities, multi-family residential units above the ground floor, gasoline service stations, public and quasi-public uses, and similar and compatible uses. While many of these uses are allowed in other commercial districts, the intent of the D category is to promote personal services and retail sales while enhancing the vitality and character of the city’s historic commercial area.

The combined floor area ratio for commercial and office uses should not exceed 2.0. However, a bonus of up to 0.3 FAR may be granted for specific upper floor uses that further the goals of the General Plan. The maximum residential density will range from 20 to 30 units per net acre, and residential densities will not exceed the maximum density in the nearest residential designation unless a finding is made that a higher density will further the goals of the General Plan. An average of 2.0 persons per dwelling unit is assumed, for a maximum of 40 to 60 persons per acre. Use permits will be required for residential uses in the D classification.

The D designation is applied on the General Plan Land Use Map to the Downtown commercial core along Lighthouse Avenue. Downtown includes a portion of the

Figure 2-11
Allowable Densities for Creating New Lots in High Density Residential Neighborhoods

Designation	Neighborhood	Minimum Lot Size in Square Feet	Maximum Density Units per Acre	Maximum Persons per Acre	Most Intense Use Permitted
HDR 19.8	Pacific Grove Retreat	3600	19.8	39	Multi-family 2200 sq.ft. per dwelling unit
HDDR 21.8	R-2 Section of First Addition (bounded by Lighthouse Avenue, the easterly city limits, Pine Avenue, and 14th Street)	3600	21.8	43	Duplex 2000 sq.ft. per dwelling unit
HDR 24.8	Mermaid Avenue neighborhood	1760	24.8	49	Multi-family 1760 sq.ft. per dwelling unit
HDR 29.0	Multi-family areas west and south of the Downtown; Sunset Drive west of Cedar; Forest Avenue north of Country Club Gate Center; multi-family areas adjacent to Forest Hill; Presidio Boulevard/Funston Avenue multi-family area	3600 for Additions to the PG Retreat 4000 interior lot, 6000 corner lot for other areas	29.0	58	Multi-family 1500 sq.ft. per dwelling unit

Source: Community Development Department, July 1992



Presidio-Austin commercial area

Pacific Grove Retreat and is bounded roughly by Central Avenue, 12th Street, Pine Avenue, and Cypress Avenue.

Central-Eardley Commercial (CEC). This designation provides for retail and service uses, offices, restaurants, parking lots, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The floor area ratio should not exceed 1.5 for parcels fronting on Central Avenue and 2.5 for parcels fronting on the south side of Sloat Avenue between Dewey Avenue and Eardley Avenue. The floor area ratio for the American Tin Cannery site should not exceed 2.0.

This designation is applied on the General Plan Land Use Map to the commercial area bounded by the eastern city limits, Ocean View Boulevard, Dewey Avenue, and the rear property lines of parcels fronting on the south side of Central Avenue.

Forest Hill Commercial (FHC). 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 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.

Country Club Gate Shopping Center (CCG). This designation provides for retail and service uses, grocery stores, restaurants, offices, public and quasi-public uses, and similar and compatible uses. The floor area ratio should not exceed 0.22 in accordance with Use Permit No. 1001. The CCG designation is applied on the General Plan Land Use Map to the Country Club Gate Shopping Center at Forest and David Avenues.

Presidio-Austin Commercial (PAC). This designation provides for retail and service uses, offices, multi-family residential units, public and quasi-public uses, and similar and compatible uses. The floor area ratio should not exceed 0.75. The PAC designation is applied on the General Plan Land Use Map to the Presidio-Austin commercial area.

Sunset Service Commercial (SSC). This designation is intended to provide for retail and services uses, offices, restaurants, gasoline service stations, fabrication, and light manufacturing. However, heavy commercial, industrial, and manufacturing uses are allowed with a use permit. The floor area ratio should not exceed 1.3. The SSC designation is applied on the General Plan Land Use Map to the Sunset Drive commercial/industrial area.

Visitor Commercial (VC). This designation provides for visitor accommodations, food and drink establishments, visitor-oriented retail commercial activities, public parking facilities, and public parking facilities in conjunction with residential use (LUP, 3.3.4.2). The floor area ratio should not exceed 1.5. The maximum density for residential use is 20 units per acre (or up to 30 units per acre if a density bonus is granted to provide housing for lower income households). The VC designation is applied to certain coastal zone areas in the vicinity of Lovers Point. Visitor accommodations are allowed only in the R-3-M zoning district.

Neighborhood Commercial (NC). This designation provides for neighborhood and locally-oriented retail and service uses. The intent of this category is to limit uses to the current and historical uses of the properties to which the category is applied. No use will be allowed without a use permit. The floor area ratio for commercial uses should not exceed 0.4 or the prevailing floor area ratio in the surrounding neighborhood, whichever is greater, and buildings will be limited to one story. This designation is applied on the General Plan Land Use Map to the existing commercially-used site at the corner of Shafter and Buena Vista Avenues, to the Mission Linen site at Congress Avenue and Sunset Drive, to the nursery site on David Avenue west of Patterson Lane, and to the mortuary site on the corner of Lighthouse Avenue and Monterey Avenue.

2.15.4 Public

Public (P). This designation provides for government-owned facilities, including government buildings and grounds, public schools and school district offices, and similar and compatible uses. Floor area ratio should not

exceed the FAR for the zoning district in which the use is located. In the case of properties zoned "U" (Unclassified), the FAR should not exceed the floor area ratio of the least intensive adjacent district. The P designation is applied on the General Plan Land Use Map to all City facilities, to the post office, and to Pacific Grove Unified School District properties.

This designation does not include quasi-public uses such as private schools, hospitals, convalescent hospitals or nursing homes, churches, or utilities. Consistent with the General Plan, the Zoning Ordinance provides that churches, schools, hospitals, public utilities, and quasi-public buildings may, with a use permit, be permitted in any district.

2.15.5 Open Space

Open Space (O). This designation provides for recreation areas, wildlife and forest preserves, and waterfront areas. Parks, playgrounds, public or civic buildings, structures, and parking facilities, to the degree they are pertinent to and compatible with open land uses, are allowed with a use permit. On the Local Coastal Program Land Use Plan map, the use of coastal zone areas or facilities designated OS-R (Open Space Recreational) is limited to low-intensity, day-use recreational activities (LUP, 3.3.4.3). The FAR for development in O-designated areas should not exceed 0.1. The O designation is applied on the General Plan Land Use Map to City-, State-, and federally-owned parks and open space.

Open Space-Institutional (OSI). This designation provides for coastal-related facilities and activities within the coastal zone (LUP, 3.3.4.3). Floor area ratio should not exceed 0.2. The OSI designation is applied on the General Plan Land Use Map to Asilomar Conference Grounds, the shorefront lands east of Third Street (Hopkins Marine Station and Monterey Bay Aquarium), and existing City, Navy, and Coast Guard facilities at the Lighthouse Reservation.

