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# 4 Transportation

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The streets and roads in Pacific Grove reflect the history of the city's development. Initially a seaside campground in the pines for Methodist ministers, the city's first narrow, unpaved streets ran up from the Monterey Bay between canvas tents stretched over temporary wood foundations. Later the tents were converted into simple cottages, and people built Victorian homes in the Retreat. These turn-of-the-century houses and narrow streets now characterize the oldest section of Pacific Grove. Beloved for its charm, this area has a lack of on-site parking, little land to convert for parking, and roadways of 30 feet that limit on-street parking and restrict the flow of traffic.

The city's first main thoroughfare, Light House Road, ran from the original gated entrance on Pacific Grove's eastern boundary out to the lighthouse at Point Pinos. The Downtown evolved at the intersections of Light House Road (later Lighthouse Avenue) and Forest Avenue, Grand Avenue, Fountain Avenue, and 17th Street. As the city expanded southward, streets and blocks maintained the grid pattern of the Retreat, but later developments along the beach and golf course on the Monterey Bay side and in the dunes along the ocean during the 1920s, 30s, and 40s adopted curving and irregular residential street patterns. The final major increments to the city's street system came with the annexations of the Del Monte Park and Asilomar areas in the 1970s.

The road system that resulted from this evolution over the city's 120-year history provides residents with both constraints and unique advantages. Among the constraints, discussed in more detail in Section 4.2.1, are the Peninsula's restricted geography and the city's essentially built-out character, which create a lack of vacant land for street widening, new parking lots, or additional streets. However, the factors that pose difficulties for drivers of automobiles in the city actually enhance and encourage alternatives such as walking, biking, and public transport. Given its location on an oceanside peninsula, Pacific Grove enjoys a mild,

temperate climate year-round, which allows residents to rely on being able to walk or bike to shopping and work locally. The city is small enough, less than three square miles, to walk or bike comfortably anywhere. Bus service carries residents into the contiguous cities and the larger region beyond. Goals for the circulation system in Pacific Grove reflect the city's determination to maintain safe and convenient vehicular circulation, but also to expand and improve its walkways, bikeways, and public transportation. These goals attempt to preserve for its residents the luxury, already rare among California cities, of leaving their cars at home.

This chapter discusses Pacific Grove's transportation system and services in five main sections: System Goals, Streets and Roads, Transportation System Management, Parking, and Alternatives to the Auto. Each section begins with a description of existing conditions and concludes with the goals, policies, and programs relevant to that section. Issues and policies regarding public access to the shoreline are discussed separately in the Local Coastal Program Land Use Plan, adopted by the City in 1989, which is incorporated as an element of this General Plan.

## 4.1 SYSTEM GOALS

Unlike many American communities whose land use planning and development patterns have resulted in a dependency on the automobile, Pacific Grove is still in a position to adopt a strategy to minimize the demand for auto travel by providing improved facilities for walking, bicycling, and transit, discouraging solo driving, and encouraging telecommuting. Such a shift away from the automobile to alternative modes of transportation is anticipated not only to contribute to maintaining the environmental quality of Pacific Grove but also to contribute to the economic well-being of the community.

Because automobiles cause many of the negative impacts of growth and development, the local quality of life benefits from any trips made by walking, bicycling, and transit instead of driving. Further, where walking and bicycling, as alternative forms of transportation, do not need to be heavily subsidized, the local economy benefits by not having to contribute to offsetting the costs associated with mitigating traffic and parking impacts. By shifting away from the automobile, it is possible to maintain current levels of service on existing roadways while at the same time allowing for economic growth.

The following are the overall transportation system goals for this General Plan:

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**SYSTEM GOAL A** Create and maintain a transportation network, including pedestrian ways, bikeways, and streets, to provide for the safe and efficient movement of people and goods throughout the city consistent with the environmental goals of Pacific Grove.

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**SYSTEM GOAL B** Protect residential areas from high-volume, high-speed traffic through design features and traffic control that encourage such traffic to use designated major streets.

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**SYSTEM GOAL C** De-emphasize individual auto usage through Transportation Systems Management (TSM) while encouraging walking, bicycling, car/vanpooling, and greater transit ridership.

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The City has participated in the development and implementation of the *Congestion Management Plan for Monterey County (CMP)*, a regional transportation plan adopted by the Transportation Agency for Monterey County (TAMC) on February 26, 1992. Regional goals for reduced reliance on the automobile in the *CMP* compel Pacific Grove to work toward providing local alternatives that can reduce auto congestion. The City also participates in the Monterey

Bay Unified Air Pollution Control District, which seeks regional approaches to improved air quality. The programs adopted herein by the City thus recognize that the city's transportation is integrated with the rest of Monterey County, and that the City's programs are intended to advance these regional goals as well.

## 4.2 STREETS AND ROADS

This section assesses existing vehicular traffic conditions in Pacific Grove. It describes the conditions and constraints of the road system, traffic volume levels, levels of service, problem areas, traffic and accident patterns, and recommendations for change.

### 4.2.1 Existing Conditions and Constraints

Pacific Grove is located on the northern tip of the Monterey Peninsula. It is surrounded by Monterey Bay on the north and the Pacific Ocean on the west. Access to the city from surrounding communities and the region beyond is limited to several gateways into and out of the city, and a number of secondary entrances. The three most heavily traveled corridors into Pacific Grove are Holman Highway (Highway 68) which becomes Forest Avenue in the city, Central Avenue from Monterey, and High and Taylor Streets through the Presidio to Prescott Lane (see Figure 4-2, Circulation Map). Typical secondary entrances are from Del Monte Forest, from the Presidio of Monterey, where the streets are owned by the military, or from New Monterey.

The limited number of entryways into Pacific Grove constrains the city's ability to accommodate additional traffic. Limited entryways could also constrain access and evacuation in an emergency. Several additional factors make it unlikely that the City will significantly expand existing streets or construct new roads.

Del Monte Forest, which borders the city to the south, is accessible from Pacific Grove only via three toll gates: the Pacific Grove Gate at 17 Mile Drive south of Sunset Drive, the Country Club Gate at Congress Avenue and Forest Lodge Road, and the Fifth Gate off Holman Highway. These gates focus traffic onto a few Pacific Grove streets. As a result, traffic impacts on these streets can be severe. Pebble Beach Corporation controls access into Del Monte Forest by collecting tolls at these points, discouraging through traffic from Pacific Grove heading south through Del Monte Forest toward Carmel.



Typical narrow street in the Pacific Grove Retreat

Secondly, the Asilomar State Beach and Conference Grounds, operated by the State of California, stretches along part of the city's western edge, and limits potential new road alignments in that area. Asilomar also contributes to the number of vehicles traveling the city's roadways to reach this popular conference facility.

Most importantly, the city is almost completely developed, with less than 2 percent of its land vacant, and while further infill and intensification of current uses are anticipated, these are constrained by zoning designed to maintain residential densities and to protect the natural environment. Thus opportunities to build new roads are severely limited.

As a result of these constraints, there will be few opportunities to develop new road alignments without major detrimental impacts on existing developed properties in the city. Narrow streets in areas of existing development will probably not be widened due to the cost and disruption to existing properties, including over 1,200 structures listed on the Historic Resources Inventory. Lastly, there are limited alternatives for effectively increasing the north-south and east-west through-traffic carrying capacity of the street network.

#### 4.2.2 Functional Classification of Roadways

Pacific Grove has three categories of roads:

1. *Local Streets* provide immediate access to properties. Local streets' alignments are sometimes discontinuous. Streets that are not listed in Figure 4-1 are assumed to be local streets.

2. *Collectors* carry traffic between local streets and the rest of the circulation system. Ocean View Boulevard and Sunset Drive, although classified as collectors, function as scenic drives and carry a large volume of recreational traffic, especially on weekends.
3. *Arterials* are fed by local streets and collectors. They connect to regional roadways and provide inter-city circulation routes.

Figure 4-1 lists the collectors, arterials, and scenic drives in the city. Figure 4-2, the Circulation Map, shows the major roadways by functional classification.

#### 4.2.3 Roadway Widths and Physical Characteristics

Because the city's street system developed over 100 years, existing rights-of-way and pavement widths vary greatly. The width of a roadway, therefore, does not always correspond to its function in the overall circulation system. Generally, however, the wider the road, the more regional its function.

New streets are required to meet the City's standard cross-section requirements. New *local streets* are required to have a right-of-way width of 50 feet, with a pavement width compatible with the neighborhood street pattern. New *collectors* are required to have a right-of-way width of 60 feet, with a pavement width of 40 feet. *Arterials* are required to have a right-of-way width of 100 feet, with a pavement width of 84 feet that includes at least eight feet for bicyclists and an appropriate width for pedestrians.

#### 4.2.4 Signalized Intersections

As of 1994, four intersections in the City were controlled by traffic signals. All were on Forest Avenue: at Pine Avenue, Sinex Avenue, David Avenue, and Prescott Lane. Two of the four signals, those at David Avenue and at Prescott Lane, are located on Highway 68, and thus are controlled by Caltrans and not by the City.

#### 4.2.5 Traffic Volumes

In 1992, traffic volumes on Pacific Grove streets ranged from a few hundred vehicles per day on local streets to over 25,000 vehicles per day on the Holman Highway portion of Forest Avenue and over 16,000 vehicles per day on Central between Eardley and First Street. Figures 4-3 and 4-4 show traffic volumes on selected streets.

From 1988–1992, two-way average daily traffic volumes in Pacific Grove increased approximately 2 percent per year. Figure 4-3 shows that generally, traffic volumes on Saturdays are lower than on weekdays. Exceptions—streets that experience higher traffic volumes on Saturday—are Ocean View Boulevard, Central Avenue, Asilomar Avenue, and Sunset Drive. These streets are also used by visitors and residents for recreational traffic.

#### 4.2.6 Level of Service

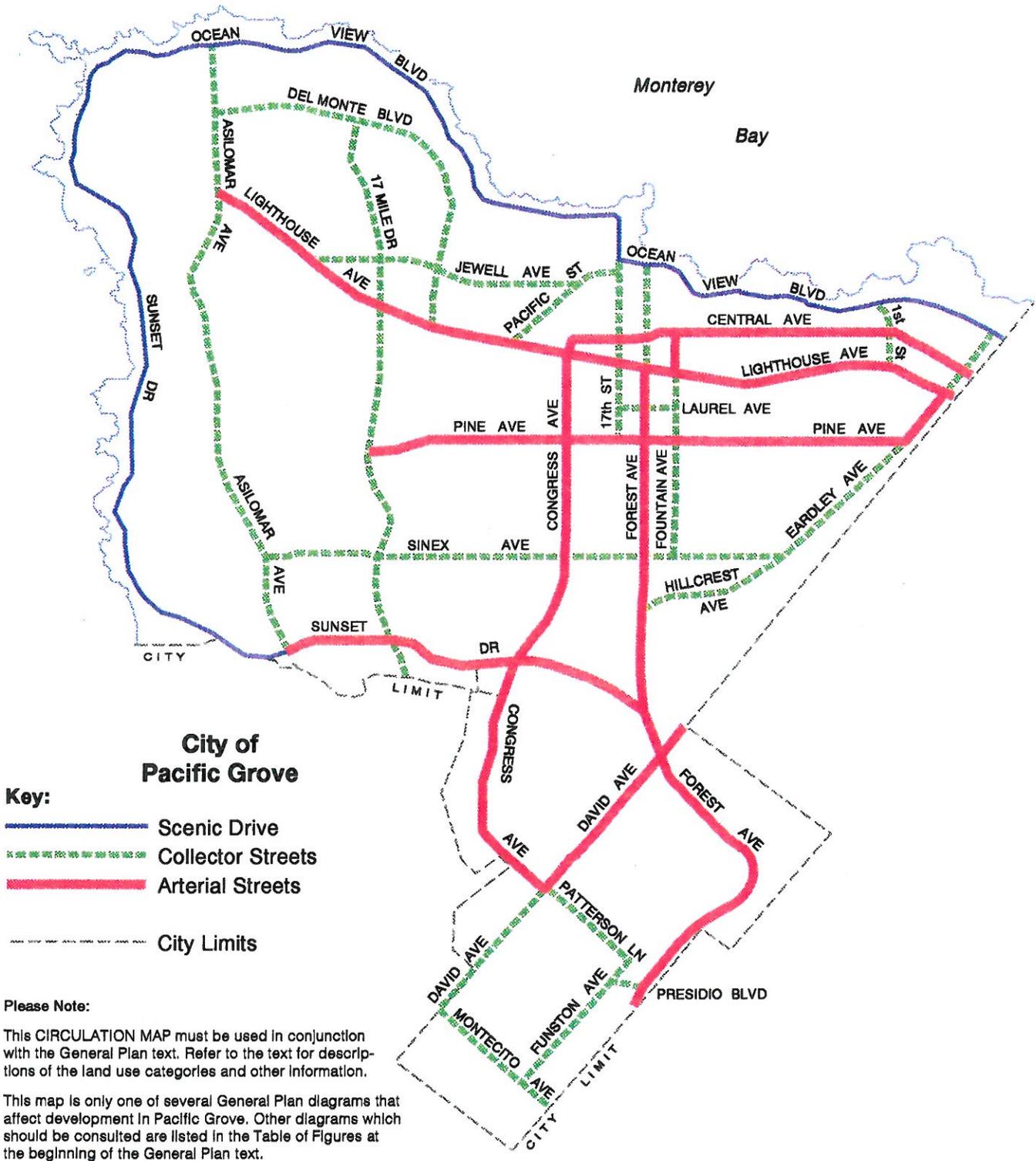
The *Highway Capacity Manual* defines level of service (LOS) as “a qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. A level of service definition generally describes these conditions in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety.”

**Figure 4-1**  
**Functional Classification of Roads**

Name	Collector	Arterial	Scenic Drive
1st Street (between Ocean View and Lighthouse)	●		
17 Mile Drive	●		
17th Street (between Ocean View and Pine)	●		
Asilomar Avenue	●		
David Avenue (between Montecito and Patterson)	●		
Del Monte Boulevard	●		
Eardley Avenue (south of Pine and north of Lighthouse)	●		
Forest Avenue (between Ocean View and Lighthouse)	●		
Fountain Avenue (between Lighthouse and Sinex)	●		
Funston Avenue (between Montecito and Patterson)	●		
Hillcrest Avenue (between Forest and Sinex)	●		
Jewell Avenue	●		
Laurel Avenue (between Fountain and 17th)	●		
Montecito Avenue	●		
Pacific Street	●		
Patterson Lane	●		
Sinex Avenue	●		
Central Avenue		●	
Congress Avenue		●	
David Avenue (between Congress and the Monterey city limit)		●	
Eardley Avenue (between Lighthouse and Pine)		●	
Forest Avenue (south of Lighthouse to city limit)		●	
Fountain Avenue (between Central and Lighthouse)		●	
Lighthouse Avenue		●	
Pine Avenue		●	
Sunset Drive (between Forest and Asilomar)		●	
Ocean View Boulevard	●		●
Sunset Drive (between Ocean View and Asilomar)	●		●

Source: Community Development Department, 1994

**Figure 4-2  
Circulation Map**





The *Highway Capacity Manual* specifies six levels of service for each type of facility for which it provides analysis procedures. The levels of service are given letter designations, from A to F, with LOS A representing the best operating conditions and LOS F representing the worst. Generally, LOS F occurs when demand on the facility exceeds its capacity.

The relevant analysis procedures to determine LOS for Pacific Grove are those for signalized intersections (Figure 4-5), two-way stop intersections (Figure 4-6), and all-way stop intersections (Figure 4-8). In a city without freeways or expressways, such as Pacific Grove, capacity restrictions occur almost exclusively at intersections.

LOS definitions for signalized intersections and all-

**Figure 4-3**  
**Traffic Volumes on Selected Streets**

Location	Traffic Volumes (vehicles/day)	
	Weekday	Weekend
Forest Avenue south of David [Holman Highway] (1991)	22,000*	
Central Avenue east of First Street (1992)	16,150	16,500
Forest Avenue north of Sunset (1992)	11,750	10,550
Lighthouse Avenue west of Congress (1992)	11,370	13,830
David Avenue west of Forest (1992)	10,620	9,700
Congress Avenue north of David (1992)	10,340	8,100
Forest Avenue south of Pine (1992)	9,600	8,500
Central Avenue between 14th and 15th (1992)	9,400	8,450
Ocean View Boulevard east of Forest (1992)	9,370	10,570
Lighthouse Avenue west of Eardley (1991)	8,100	8,100
Forest Avenue south of Lighthouse (1992)	7,600	9,100
Presidio Boulevard north of Highway 68 (1992)	7,020	5,270
Patterson Lane north of Benito Court (1993)	5,620	4,250

\*Annual average vehicles per day

Sources: Pacific Grove Public Works Department, 1992 and 1993; Caltrans, 1992

way stop intersections are based on average delay per vehicle for the intersection as a whole, while the LOS definition for two-way stops is based on reserve capacity (the difference between capacity and volume) for a particular movement. Major movements at two-way stop intersections are assumed to be unimpeded and therefore experience LOS A.

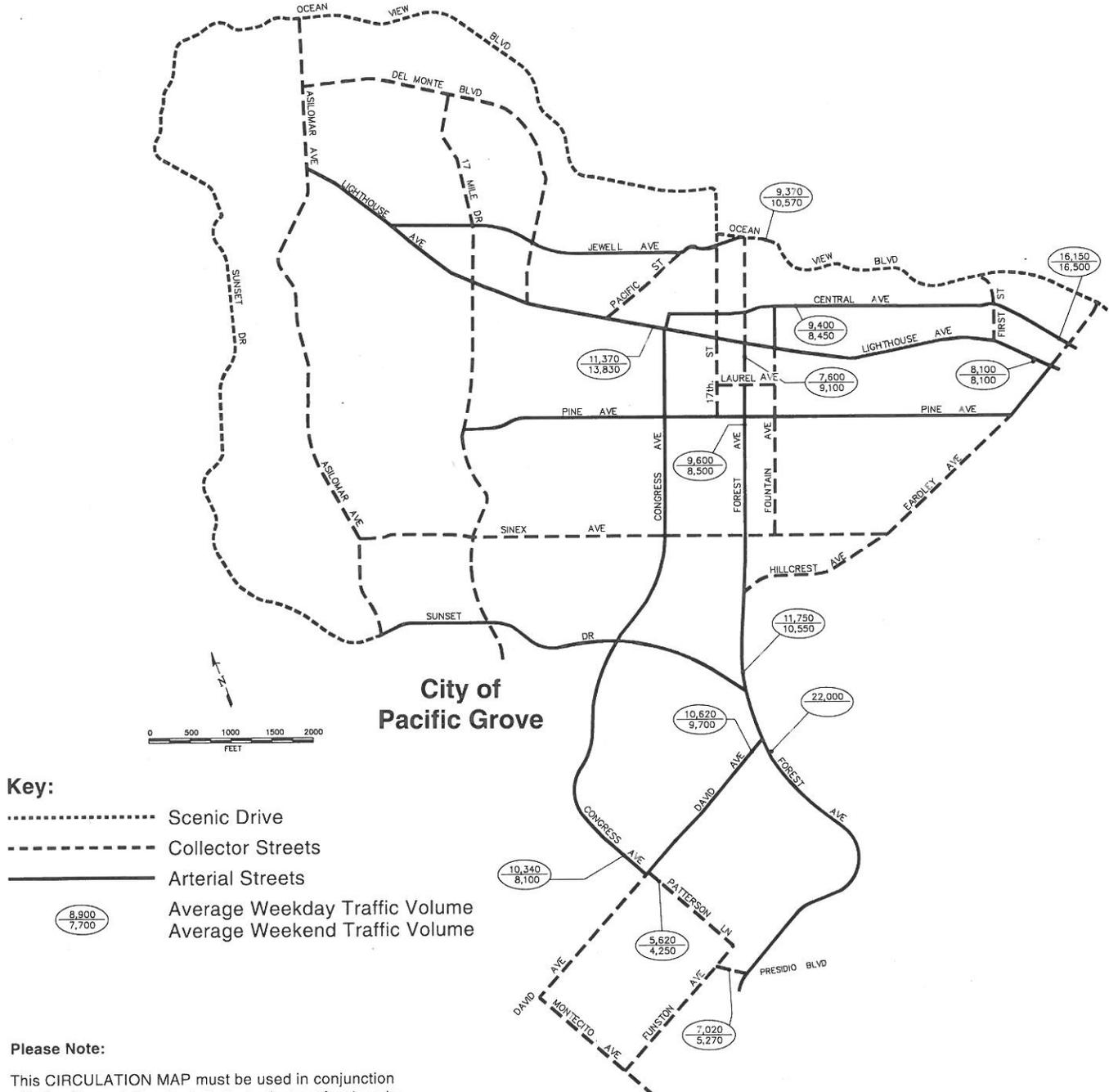
Drivers in different settings have different expectations of traffic conditions. In large cities, people expect and tolerate LOS D or E during peak periods. In smaller communities, people are less tolerant of poor levels of service. Funding and environmental constraints, however, usually prevent attainment of high levels of service at all intersections, even in small communities.

Levels of service at key intersections in Pacific Grove are shown in Figures 4-7 and 4-9. The worst LOS is for traffic making left turns from the stop signs at the T intersections at Forest/Sunset and Syida/Holman Highway, where the capacity for traffic stopping at the stop sign is barely sufficient to serve existing volumes. The signalized intersection experiencing the worst LOS is Forest/David, where PM peak average delay is about 38.8 seconds/vehicle, or LOS D. Since Forest Avenue south of Sunset is a segment of Holman Highway, a State highway, it is on the Congestion Management Program (CMP) network. TAMC monitors LOS on all CMP segments. The CMP specifies LOS D as the minimum acceptable level of service.

Holman Highway is a major entrance to the city. This is a two-lane highway with traffic signals at Highway 1, the Community Hospital of the Monterey Peninsula (CHOMP), and Pebble Beach's Fifth Gate. Monitoring in 1993 showed poor LOS at the Highway 1 signal, but good LOS at the other two. The LOS estimates, however, were based on volume rather than demand, and the LOS at the Community Hospital signal could be worse than reported by TAMC. TAMC is in the process of reassessing its procedures for evaluating LOS.

A level of service analysis of Downtown streets or scenic drives (Ocean View Boulevard and Sunset Drive) would not be meaningful because of the special nature of these streets. The Downtown streets are intended to provide access to commercial establishments and public facilities, and not simply to move traffic. Residential and commercial land uses are loca-

**Figure 4-4**  
**Traffic Volumes**



ted in close proximity in the area, reducing the need for automobiles. Narrow streets are laid out in a grid pattern, allowing for multiple routes from any origin to any destination Downtown. In such an area, congestion and parking problems are bound to occur. They can be ameliorated, but they cannot be completely resolved without destroying the very elements that make Downtown desirable in the first place.

The city's scenic drives are intended primarily for recreational travel. They follow the coast where the views encourage leisurely driving, walking, and bicycling.

#### 4.2.7 Existing and Potential Problem Areas

For the most part, Pacific Grove's collector and arterial streets and intersections handle their current daily traffic volumes well. Some weekday congestion occurs along parts of Central, Forest, David, and Congress, while weekend congestion occurs along Ocean View Boulevard.

**Impacts from Future Growth.** Traffic in the city has increased at a rate of 2 percent annually since the 1970s. Additional development would contribute to a further increase in congestion. There are six vacant

**Figure 4-5**  
**Level of Service Criteria for Signalized Intersections**

Level of Service	Vehicle delay (seconds)	Description
A	5	Very little delay. LOS A occurs when progression is extremely 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	5.1-15.0	Good progression or short signal cycle lengths. More vehicles stop than for LOS A, causing longer average delays.
C	15.1-25.0	Longer delays may result from fair progression or longer signal cycle lengths. Individual cycle failures, in which 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 the intersection without stopping.
D	25.1-40.0	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	40.1-60.0	Considered to be the limit of acceptable delay. These long delays generally indicate poor progression, long signal cycle lengths, and high v/c ratios. Individual signal cycle failures are frequent.
F	60.0	Considered to be unacceptable to most drivers. This condition often occurs with oversaturation, <i>i.e.</i> , when arrival flow rates 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 signal cycle lengths may also cause these high delays.

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

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

Source: Adapted from Highway Capacity Manual, Special Report No. 209, Transportation Research Board, Washington, D.C., 1985

**Figure 4-6  
Level of Service Definitions at Unsignalized Intersections (Four-way Stop)**

Level of Service	Average Stopped Delay (seconds/vehicle)
A	< 5
B	5 - 10
C	10 - 20
D	20 - 30
E	30 - 45
F	> 45

Source: Transportation Research Circular No. 373, Transportation Research Board, Washington, D.C., 1991

properties zoned for commercial use that could be developed, 262 buildable sites for single-family dwellings, and the theoretical potential for considerable intensification of use by adding dwelling units to existing properties or expanding existing commercial buildings. (See Chapter 2, Land Use, Figure 2-4.) In theory, under current zoning, at full build-out Pacific Grove could develop from a city of 7,700 dwelling units to one with 13,130 dwelling units. In addition, commercial floor space could increase by almost one million square feet of gross floor area. Full build-out is unlikely, however, during the life of this General Plan for reasons stated in Chapter 2. (See Section 2.5, Modern Development and Build-out.)

A reasonable projection of the likely future development in Pacific Grove and its impact on traffic volumes focuses on several of the gateways identified earlier, which could become chokepoints for greatly increased traffic. The worst levels of service in the city are along Forest Avenue entering the city from the south, and along Central Avenue entering from Monterey on the east. Development that raises traffic volumes, particularly on these streets, should provide mitigations for its increased traffic to maintain a level of service at intersections on these streets at no worse than current levels, and with a goal of no worse than LOS D.

The Transportation Agency of Monterey County (TAMC) has recently modeled projections of population and traffic growth in this region of Monterey County. Their model reinforces concern about these two gateways into and out of the city. Using socioeconomic data from the federal Census and employment trends from the California Employment Development Department, TAMC's model forecasts growth in traffic and then distributes it to the routes drivers are most likely to use. Their model's 20-year projections for traffic in Pacific Grove point to the Central Avenue gateway from Monterey as the area most likely to see significant increases in traffic.

TAMC predicts growth rates in traffic where David Avenue intersects with Lighthouse and Central, along the city's eastern boundary, of 1 percent per year, or between 21.7 and 23.2 percent over 20 years. The next-largest increase in traffic is projected for the Holman Highway/Forest Avenue corridor, where

**Figure 4-7  
Levels of Service at Selected Intersections in Pacific Grove, Average Stopped Delay\***

Intersection	Control Type	A.M. Peak Hour		P.M. Peak Hour	
		Average Stopped Delay	Level of Service	Average Stopped Delay	Level of Service
Congress/Cedar/Sunset	All-way STOP	8.2 sec/veh	B	8.6 sec/veh	B
Forest/David	Signal	30.0 sec/veh	D	38.8 sec/veh	D
Congress/Forest Lodge	All-way STOP	10.4 sec/veh	C	7.6 sec/veh	B
Patterson/David	All-way STOP	9.3 sec/veh	B	14.0 sec/veh	C
Presidio/Funston	All-way STOP	3.9 sec/veh	A	8.9 sec/veh	B
Hwy 68/S.F.B. Morse	Signal	4.9 sec/veh	A	6.9 sec/veh	B

\*Seconds/vehicle measures how long a vehicle is stopped and cannot move, and therefore a low seconds/vehicle ratio is desirable.

Sources: Del Monte Park Traffic Study, Final Report, TJKM, 1993; Pacific Grove Public Works Department; Robert M. Shanteau, Ph.D., P.E.

growth rates of 8 to 9 percent are projected over 20 years. These regional projections are useful indications of how regional growth may affect local transportation patterns, and they reinforce the City's forecast of where development will likely increase traffic.

In the commercial districts, development will most likely consist of remodeling or replacing older structures with buildings of similar size. This has been the trend in the Downtown area for the past 10 years. The Forest Hill area, which currently has no vacant lots, does have a number of aging residential buildings on large lots that may be replaced, probably with new commercial or professional space. Redevelopment of older commercial buildings is also likely in the Central-Eardley area, where the impact of the Monterey Bay Aquarium on the creation of new visitor-serving developments should continue to grow.

**The Forest/David Intersection.** In contrast to Downtown, the Forest Hill area is laid out in a more

**Figure 4-8**  
**Level of Service Definitions for Individual Movements at Unsignalized Intersections (Two-way Stop)**

Level of Service	Expected Delay	Reserve Capacity (vehicles/hour)
A	Little or no delay	≤ 400
B	Short traffic delay	300-399
C	Average traffic delays	200-299
D	Long traffic delays	100-199
E	Very long traffic delays	0-99
F	Extreme delays potentially affecting other traffic movements in the intersection	≤ 0

Source: Highway Capacity Manual, Special Report No. 209, Transportation Research Board, Washington, D.C., 1985

**Figure 4-9**  
**Levels of Service at Selected Intersections in Pacific Grove, Reserve Capacity\***

Intersection	Control Type	A.M. Peak Hour		P.M. Peak Hour	
		Reserve Capacity	Level of Service	Reserve Capacity	Level of Service
Forest/Sunset	1-way STOP				
NB left**		598 veh/hr	A	457 veh/hr	A
EB left		192 veh/hr	D	90 veh/hr	E
EB right		407 veh/hr	A	313 veh/hr	B
Presidio/Forest	1-way YIELD				
SB right		226 veh/hr	C	300 veh/hr	B
EB left		368 veh/hr	B	188 veh/hr	D
Syida/Hwy 68	1-way STOP				
SB approach		202 veh/hr	C	90 veh/hr	E
EB left		610 veh/hr	A	493 veh/hr	A
Lighthouse/Eardley	2-way STOP				
NB left		847 veh/hr	A	702 veh/hr	A
SB left		990 veh/hr	A	970 veh/hr	A
EB approach		464 veh/hr	A	373 veh/hr	B
WB approach		516 veh/hr	A	228 veh/hr	C
Central/Eardley	2-way STOP				
NB left		780 veh/hr	A	819 veh/hr	A
SB left		898 veh/hr	A	602 veh/hr	A
EB left		301 veh/hr	B	156 veh/hr	D
EB thru & right		533 veh/hr	A	393 veh/hr	B
WB left		291 veh/hr	C	130 veh/hr	D
WB thru & right		568 veh/hr	A	316 veh/hr	B

\*Reserve capacity, in vehicles/hour, is any spare capacity not taken up by existing traffic. A high reserve capacity is desirable.

\*\*NB refers to northbound, SB to southbound, EB to eastbound, and WB to westbound.

Sources: Del Monte Park Traffic Study, Final Report, TJKM, 1993; Pacific Grove Public Works Department; Robert M. Shanteau, Ph.D., P.E.

suburban non-grid pattern, which emphasizes directing traffic to the major streets. Alternate routes are usually inconvenient or unavailable. Therefore, care must be taken to ensure that intersections of major streets in the area do not become overloaded. The most critical intersection in the area is Forest/David, which is operating at LOS D. According to the Congestion Management Program, LOS D is minimally acceptable. Nevertheless, current operation at the intersection could be improved through the following Transportation Demand Management (TDM) measures: the addition of a right-turn-only lane on the westerly David approach; changing the signal phasing to add independent left turn phases on David; and re-timing the signal to improve traffic flow through the intersection.

In the mid-1970s, the developer of Country Club Gate Center, located at the intersection of Forest and David Avenues, was required, through permit conditions, among other improvements to widen David Avenue along his property frontage to provide sufficient width for a left turn lane in the center of the street and to provide sufficient land for the widening of Forest Avenue. These improvements were made for the purpose of mitigating the traffic impacts anticipated on the roadway system adjacent to Country Club Gate Center from the full build-out of the shopping center in accordance with Use Permit 1001. Although full build-out of the Country Club Gate Center has not yet occurred, the level of service at Forest and David Avenues has declined and is anticipated to continue to decline, due to the cumulative impacts of more vehicles per household, new development both within Pacific Grove and in areas adjacent to it, and increasing visitor trips on the adjacent street system.

If all current residential uses in the commercial districts were converted to mixed commercial and office use, and built to the maximum allowed floor area ratio, and if the Country Club Gate Center, located at the intersection of Forest and David Avenues, were to build the remaining commercial space allotted it in its use permit, the resulting increase in vehicles traveling through Forest/David would reduce the intersection's LOS from D to E. Project review for any future development in the area not previously approved and requiring new discretionary approvals such as, but not limited to, use permit, subdivision, or rezoning, will need to take into account the cumulative impacts of the traffic generated by such new development in combination with projects previously approved and considered vested by the City, such as Country Club

Gate Center. It is recognized by the city council that completion of development which has already been approved and has provided traffic mitigation measures will be allowed even if the level of service declines below desired standards. The Transportation Demand Measures described above are designed to forestall the worst effects of this impact.

**The Central Avenue Corridor.** Neither Central Avenue nor Lighthouse Avenue is controlled by stop signs or signals between David and Downtown Pacific Grove. As shown in Figure 4-3, traffic volumes on Central exceed 16,000 vehicles per day. These high volumes sometimes make it difficult for vehicles to enter or cross Central from the side streets. For instance, traffic turning left from Eardley Avenue onto Central experiences LOS D during the PM peak hour. As a result, many drivers have learned to avoid trying to enter or cross Central during peak periods, and they take alternate routes instead. Fortunately, Central is located in one of the areas of the city that is laid out in the grid pattern typical of older urban style development. Such a grid allows drivers to choose from a number of routes, some of which allow crossing Central at more favorable locations. Unfortunately, some of these alternate routes are on local residential streets. Since Eardley is designated a collector at Central, the City should take some action to encourage traffic to use Eardley rather than local residential streets. The most feasible choice would be to install a traffic signal. A trip reduction program could help prevent increases in future traffic, but is unlikely to reduce traffic significantly from current levels. An all-way stop would not be able to accommodate the traffic volumes on Central.

Eardley between Lighthouse and Pine Avenues is designated an arterial, yet it is controlled by a stop sign at Lighthouse. More typically, an intersection of two arterials would be controlled by a signal, but the intersection is operating acceptably the way it is.

In the Central-Eardley area, the Monterey Bay Aquarium, which straddles the boundary between Pacific Grove and Monterey, is currently, in 1994, developing a major expansion of its exhibit space. Already the Aquarium's popularity has exerted a major impact on the land use and traffic in its vicinity, encouraging visitor-serving businesses and new parking facilities. Although the lion's share of this impact has been on the neighboring city of Monterey, the impacts from the Aquarium have required the implementation of a residential parking permit program in Pacific Grove. With the expansion completed, additional

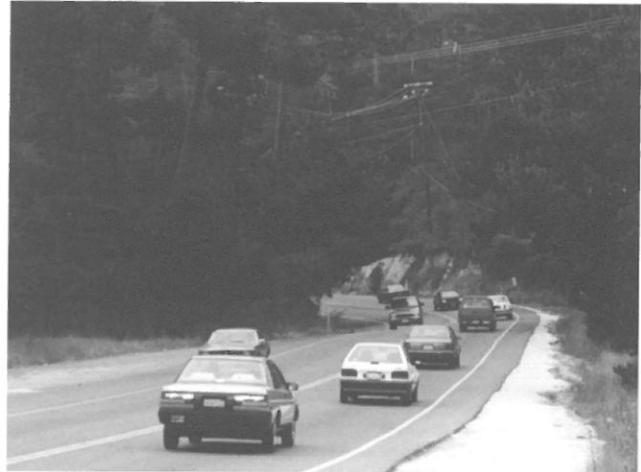
visitors can be expected to contribute to congestion and pressure for further development in the Central-Eardley area of Pacific Grove as well. From this and other potential development in the area, traffic along Central Avenue can be expected to increase by 4,270 vehicles per day to over 20,000 vehicles per day, reducing the LOS for left turns from Central to Eardley from D to E/F.

**Impact of the Presidio of Monterey.** The streets and intersections used by traffic traveling from the Presidio of Monterey are another area of potential concern, particularly on Prescott Lane, Forest Avenue, and their intersection. The use of Prescott Lane by Presidio traffic to reach Forest Avenue (Highway 68) has resulted in fairly heavy traffic on Prescott Lane during peak times. These traffic flows, the lack of continuous sidewalks on both streets, driveway entry and exit maneuvers along Prescott (a residential street), and the rolling topography of the roadways all have combined to create traffic and safety problems that may intensify.

**The Patterson Lane Corridor.** The corridor comprised by Patterson Lane, Funston Avenue, and Presidio Boulevard is an existing problem area. It is used by motorists as a short-cut between the intersection of Congress and David Avenues and Holman Highway. Residents along Patterson have urged the City to take steps to reduce the volume and speed of traffic on their street. At a minimum, sidewalks and gutters would improve the safety for pedestrians and school children walking along Patterson.

**Holman Highway.** Traffic volumes on Holman Highway between Pacific Grove and Highway 1 are high, but not high enough that they exceed the LOS standards in the Congestion Management Plan. In any case, current City policy does not support adding capacity to Highway 68, since that would not only be environmentally damaging to the forest along the highway, but would also funnel more traffic onto Forest Avenue from the south, add to the traffic on the street system in the Forest Hill area, and be counter to the goals of trip reduction.

As required by the Congestion Management Plan, Pacific Grove has adopted a Trip Reduction Ordinance (TRO) that will facilitate a shift from reliance on automobiles to alternative modes of transportation. This TRO is expected to decrease the growth rate of automobile travel in the city, thereby forestalling a worsening of traffic congestion.



Holman Highway

#### 4.2.8 Traffic Accident Patterns

In 1993, there were 241 reported traffic collisions within Pacific Grove, up slightly from 235 in 1992. Figure 4-10 tabulates the traffic collisions reported in those two years by type and severity. The primary collision factors were unsafe speed and failure to yield right-of-way. According to the Police Department, Pacific Grove does not have any high hazard locations.

#### 4.2.9 Goals, Policies, and Programs—Streets and Roads

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**GOAL 1** Create and maintain a road network that will provide for the safe and efficient movement of people and goods throughout the city consistent with the goals of the City and the protection of the environment.

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**GOAL 2** Protect residential areas from high-volume, high-speed traffic and its impacts.

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**POLICY 1** Adopt standards for street design and access that provide safe and efficient movement of goods and people consistent with environmental capacity.

**POLICY 2** Strive to maintain a level of service no worse than C during peak periods on

**Figure 4-10**  
**Type and Severity of Traffic Collisions in Pacific Grove, 1992 and 1993**

Motor Vehicle Versus	1992			1993		
	Property Damage	Injury	Death	Property Damage	Injury	Death
Pedestrian	1	3	1	1	9	
Bicycle	3	6		3	7	
Parked Motor Vehicle	53	2		55	4	
Other Motor Vehicle	95	26		95	28	
Fixed Object	20	8		19	5	
Other Object	2	--		5	--	
Non-collision	4	10		1	7	
Animal	1	--		2	--	
Subtotals	179	55	1	181	60	0

Source: SWITRS, California Highway Patrol, 1992 and 1993

**arterials and collector streets within the city. Accept level of service D during weekday peak-periods at intersections that in 1994 are close to or at the limits of LOS D on arterial routes outside the Downtown area.**

This General Plan attempts to coordinate land use and transportation by providing for improvements to the circulation system, where appropriate and affordable. At the same time, the Plan recognizes that current levels of service cannot be maintained everywhere if the city is to grow even moderately, provide additional housing, and avoid disrupting existing neighborhoods.

- Program A Implement the street classification system in Figure 4-2, Circulation Map, which identifies the functions of streets.
- Program B Use the City's Capital Improvement Program to implement the policies and programs in this chapter.
- Program C Continue maintenance of streets sufficient to avoid deterioration of facilities.
- Program D Share the cost of new road construction and rehabilitation as equitably as possible among benefiting property owners and/or users.
- Program E Inventory the level of service on all arterials and collector streets to establish a baseline for future traffic impact studies.

Program F Develop an ongoing program of traffic counts and accident analysis.

The purpose of the traffic studies is to monitor traffic and accident conditions in order to prevent congestion and unsafe or hazardous conditions from developing.

Program G Adopt an ordinance to require mitigation measures or mitigation fees to offset the negative impacts of proposed developments or intensifications along the city's arterials and collectors.

The ordinance will require applicants of projects exceeding a threshold (to be established as part of the ordinance) to engage qualified traffic engineers to conduct traffic impact analyses related to their individual developments. The ordinance will establish criteria for the scope of those analyses to ensure that they address the traffic impacts of the project and the cumulative impacts of other developments. The ordinance also will set forth standards for the kinds and levels of mitigation to be achieved. The desired outcome will be traffic engineering studies that identify potential traffic impacts and suggest mitigation measures that will keep traffic consistent within acceptable service levels. On the basis of the studies, the City will specify mitigation measures or require the payment of mitigation fees as conditions prior to approving developments or intensifications along the city's arterials and collectors.

Program H Adopt tour bus regulations, including designated routes.

Program I Continue the practice of designating truck routes and weight limits on sensitive streets.

The City will consider the weight and turning requirements of trucks in designating truck routes.

**POLICY 3 Ensure maximum evacuation traffic-carrying capacity for emergencies.**

Program J Establish and maintain emergency access agreements with the Presidio of Monterey, Del Monte Forest, and the City of Monterey.

Program K Incorporate procedures for emergencies and evacuations in the City's Emergency Response Plan.

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**GOAL 3 Communicate and cooperate with adjacent jurisdictions, the County, the State, and federal agencies concerning all transportation-related issues.**

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The following policies and programs will be pursued as staff time and resources allow.

**POLICY 4 Continue to participate in State, regional, and local transportation planning efforts to ensure coordination of the expansion and improvement of the region's transportation system.**

**POLICY 5 Continue to communicate formally and informally with adjacent jurisdictions to ensure cooperation in the development of transportation systems that cross jurisdictional boundaries.**

**POLICY 6 Work with other cities, the County, and the State to improve safety, to ensure adequate overall traffic capacity, to reduce congestion, and to minimize the circuitry and length of trips.**

Program L Coordinate with the City of Monterey on circulation improvements in the Lighthouse corridor and in the vicinity of the Monterey City boundary.

Program M Consider establishing a benefit assessment district to install sidewalks, widen the roadway, and install a two-way, left-turn lane along Prescott Lane.

The City will investigate the feasibility of participation by the Presidio of Monterey in the assessment district.

Program N Support and encourage continued efforts to implement safety improvements on Highway 68 (Holman Highway) while preserving, as much as possible, the views of the forest edges along the highway and the tree-framed vistas of Monterey Bay that motorists enjoy as they enter Pacific Grove along this route.

The City supports keeping Holman Highway between Pacific Grove and CHOMP as a basic two-lane section, since widening it to a basic four-lane section would destroy the views and vistas that now exist. The term "basic two-lane section," as used in this General Plan, means a highway having two through lanes between intersections and recognizes that turn lanes may be necessary at some locations to maintain a safe and orderly flow of traffic. The intent is to discourage additional vehicular traffic on the highway. Limited improvements such as turn lanes and paved shoulders for bicyclists are consistent with this effort as long as the forested character of the highway is maintained.

The City also supports expanding the segment between CHOMP and Highway 1 to a basic four-lane section, since it is a critical emergency route for the region.

### 4.3 TRANSPORTATION SYSTEM MANAGEMENT

Transportation System Management (TSM) is the philosophy of improving the transportation system by managing it more effectively, rather than simply investing in costly roadway and parking expansion improvements. TSM programs include low-cost, "fine tuning" improvements for the street system, as well as Transportation Demand Management (TDM) actions aimed at meeting transportation needs by changing demand patterns. TDM actions include shifting trips away from single-occupant driving to transit, car/vanpooling, walking, and bicycling; shifting trips to hours when there is more capacity; or even reducing overall demand for travel through computer technology and planned mixed-use developments.

**4.3.1 Goals, Policies, and Programs—  
Transportation System Management**

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**GOAL  
4** **Limit the increase in auto use through Transportation System Management (TSM). Increase transit ridership, carpooling, vanpooling, walking, and bicycling.**

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**POLICY 7** **Limit the increase in Vehicle Miles Traveled (VMT) in accordance with Air Quality Management Plan goals.**

Program O Limit growth in vehicle miles traveled to about 4.5 percent between 1994 and 2005, particularly by discouraging employees and residents from driving alone.

Program P Support the TAMC Congestion Management Program to encourage developers and major employers to prepare trip reduction plans.

Program Q Develop a trip reduction program for City employees.

Program R Cooperate with the TAMC Congestion Management Program in developing trip reduction programs for major employers.

Program S Encourage the use of alternative commute modes by the major institutions, such as the Monterey Bay Aquarium and the Asilomar State Beach and Conference Grounds.

Program T Encourage and facilitate formation of one or more Transportation Management Associations (joint public-private organizations that encourage use of alternatives to solo driving) in areas such as Downtown, Forest Hill, American Tin Cannery, etc.

Program U Support the use of parking management strategies as part of employee trip reduction programs, including voluntary establishment of parking fees for private parking provided by employers.

**POLICY 8** **Maximize the efficiency of the street system through low-cost physical improvements.**

Program V Identify and implement low-cost improvements.

Examples of low-cost physical improvements include channelization, striping, signal timing, and the addition of turn lanes.

**POLICY 9** **Encourage visitor use of public transit, private tour buses, bicycling, or walking.**

Program W Provide information to visitors on alternatives to the private automobile for touring Pacific Grove and distribute through hotels and major attractions.

**POLICY 10** **Encourage design for new and expanded development that facilitates access by transit, walking, bicycles, and carpools.**

## 4.4 PARKING

The allocation of land for parking automobiles in the city is becoming more of a problem as the number of cars per household increases. Whereas in 1960 households averaged one car, now they typically require two. This trend is documented in the evolution of the City's parking ordinance, where the off-street parking requirement has climbed steadily from the 1950s, when one space per unit was the norm, to 1.5 spaces per unit in the 1970s and two spaces per unit in the 1980s. Increasing demand for residential parking, coupled with the need for more parking in expanding commercial areas, has put pressure on competing land uses in the largely built-out city.

The Zoning Ordinance as of 1994 requires off-street parking for residential uses: new construction must provide two covered spaces for single-family dwellings, two spaces for multi-family units except for units with less than two bedrooms in which case 1.5 spaces are required. Residents adding to or remodeling existing dwellings, however, find it difficult to meet these parking standards. Many areas of the city, and especially the older sections such as the Retreat, are too densely developed to allow creation of the required number of off-street parking spaces. Parking variances from the norm have been granted by the planning

commission to address this reality, with the understanding that these variances mean increased parking on neighborhood streets.

There are no standards for off-street parking for commercial properties in Pacific Grove. For decades the only focus of commercial activity in the city was the Downtown. Decisions were taken in 1964 to fund the purchase and development of City parking lots through a commercial assessment district, rather than to require off-street parking in the Downtown. Five City lots provide parking in the Downtown, along with on-street parking.

A 1984 parking study of Downtown Pacific Grove quantified existing parking supply, demand, and occupancy. It projected future demand, identified sites for possible additional parking, and recommended a parking program for the Downtown. The study concluded that, while the parking space occupancy rate in 1984 was still within acceptable limits, new development would result in a shortage of 610 public parking spaces at full Downtown build-out. As a result of the study's recommendations, the City re-striped several of the City lots and gained 95 additional spaces. The study's more ambitious recommendations, for building multi-story parking structures, have proven to be more expensive than what commercial property-owners in the Downtown are ready to support.

Despite the absence of a requirement for off-street commercial parking in the commercial areas which have been annexed to the city more recently, the pattern of off-street parking for businesses is largely fixed. With some exceptions, off-street parking in the Central-Eardley and Forest Hill areas is found on small lots serving one or more businesses. Conditions attached to permits for new development in these areas can also be used to increase the available parking.

**4.4.1 Goals, Policies, and Programs—Parking**

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**GOAL 5**    **Ensure provision of adequate on- and off-street parking.**

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**POLICY 11**    **With the exception of properties in the former Downtown Parking District, require new development to provide adequate off-street parking.**

**POLICY 12**    **Consider establishing new parking districts in the Downtown and Central-Eardley commercial areas.**

**POLICY 13**    **Require commercial or professional office developments involving expansions, remodelings, or changes in use to provide off-street parking when on-street parking would cause problems of safety or parking congestion.**

All new commercial or professional office developments outside of Downtown will be required to provide off-street parking adequate to serve their clientele. Off-street parking will also be required for existing developments where an intensification or a change in use occurs, and one of the following conditions holds: (1) parking is allowed on-street, but traffic lanes are narrow and in places inadequate to carry current and anticipated traffic volumes, or (2) parking is not allowed along the street. Off-street parking may not be required where on-street parking is allowed and traffic lanes are adequate to carry current and anticipated traffic volumes. Parking requirements for commercial or professional office developments will be decided on a case-by-case basis through the permit process.

**POLICY 14**    **Require off-street parking for new residential developments, and for additions that increase the parking demand.**

Exceptions to the parking standards in the Zoning Ordinance will be considered on a case-by-case basis by the planning commission through the permit review process.

Program X    Review, and revise as necessary, off-street parking standards in the Zoning Ordinance.

In assessing the adequacy of its parking standards, the City will survey parking requirements in other California communities and review current published information on parking demand for various land uses.

The planning commission and city council may grant parking adjustments under the Zoning Ordinance. The City will consider granting parking adjustments only after all other possible actions and conditions have been identified and studied. The granting of parking adjustments may be conditioned upon developer payment of in-lieu fees in an amount (calculated

per space required but not provided) sufficient to cover the then-current costs of land acquisition, construction of parking spaces, or the cost of administering a residential parking program in adjacent residential neighborhoods.

**POLICY 15 Develop a specific circulation plan for the Downtown that addresses parking, among other things.**

The plan will recommend measures to improve capacity and safety, and to provide better service to businesses, residents, and visitors in the Downtown area.

**POLICY 16 Promote the efficient use of available public parking facilities.**

**POLICY 17 Consider constructing an additional public parking facility Downtown.**

**POLICY 18 Provide public parking spaces for persons with disabilities.**

Program Y The ADA Advisory Committee, working with the Traffic Commission, will identify where spaces for the disabled are lacking and propose the most feasible locations for creating the spaces needed.

**POLICY 19 If future growth in traffic volumes requires removing on-street parking places to provide additional traffic lanes, ensure that the spaces are replaced with an equal number of off-street spaces in the same vicinity, when feasible.**

Removing on-street parking to provide traffic lanes would have a negative effect on transit unless special efforts are made to preserve bus pull-out areas.

Program Z Implement and maintain public parking control measures, such as time limits and other controls, as necessary.

The City discourages the use of parking meters.

## 4.5 ALTERNATIVES TO THE AUTOMOBILE

People do not have to drive to get where they are going. Alternatives to the automobile are available both within the city and the surrounding area. Lack of capacity on key streets and the inability to widen them mean that the city will need to pursue an aggressive program of trip reduction. Furthermore, State legislation mandates the City to participate in regional transportation planning efforts to reduce automobile traffic. As stated in Sections 4.1 and 4.2.7, the City is required to participate in the Congestion Management Plan (CMP) process and to develop a Trip Reduction Ordinance (TRO).

### 4.5.1 Bus Service

As of 1994, Greyhound Bus Lines provided daily regional service from its temporary site at a gas station on Del Monte Avenue in Monterey. There are three departures daily to San Francisco, and three departures to points south, including Los Angeles, via Salinas. Two of the three northbound buses serve some 10 local communities between Monterey and San Francisco, including Castroville, Santa Cruz, and Los Gatos. The other northbound route is an express, stopping only in Gilroy and San Jose before arriving in San Francisco. Southbound buses make numerous stops on their way to Los Angeles, and passengers may make connections going east as well as south from Salinas. Six buses arrive daily in Monterey, three from San Francisco and intermediate points, three from Los Angeles. Once in Monterey, passengers continue on to Pacific Grove via either Monterey-Salinas Transit, taxi, or private auto.

Pacific Grove is a member of the Joint Powers Authority (JPA) that created Monterey-Salinas Transit (MST). MST provides local bus service for Pacific Grove and the rest of the Monterey Peninsula. As part of the MSTJPA, the City contributes almost all of its Local Transportation Funds to MST. As shown in Figure 4-11, MST operates four lines through Pacific Grove, all of which originate at the Monterey Transit Plaza in downtown Monterey. MST also runs buses throughout the Monterey Peninsula and to the Salinas and Watsonville Transit Centers, where connections can be made to Santa Cruz Metropolitan Transit.

**Figure 4-11  
Bus Routes in Pacific Grove**

Route Number	Route Name	Hours of Operation	Street Route
1	Asilomar	Half-hourly weekdays between 6:00 a.m. and 7:15 p.m., and hourly on Sundays and holidays	Enters city at Lighthouse; loops around Asilomar State Beach and Conference Grounds via 17 Mile Drive, Pico, Asilomar Avenue, Sunset, Sinex, Cedar, and Willow.
2	Pacific Grove	Hourly, weekdays	Enters city from Monterey on Pine Avenue, then loops around Fountain, Lighthouse, and Carmel Avenues, before heading back to Monterey along Pine.
14	Presidio	Hourly, 7 days	Enters city via Prescott Avenue, then runs along Forest, Sunset, 19th, Sinex, and Fountain before making a loop along Lighthouse Avenue, Asilomar Avenue, Del Monte Boulevard, Ocean View Boulevard, and Pacific Street, and another loop Downtown. It then retraces its path to Monterey.
15	David Avenue	Hourly, weekdays and Saturdays	Enters city at David Avenue and runs along David before making a loop around Del Monte Park via Montecito, Funston, Presidio, and Forest Avenue and heading back to Monterey.

Source: Monterey-Salinas Transit, 1993

In addition, since May 1992 MST has operated the Waterfront Area Visitors Express (the WAVE) between downtown Monterey and a terminus at the Monterey Bay Aquarium/American Tin Cannery with a monthly ridership of 25,000 to 30,000. The WAVE, which was funded as a pilot project by MST, the American Tin Cannery, the Monterey Bay Aquarium, and the Monterey Bay Unified Air Pollution Control District, is intended to reduce traffic congestion and auto emissions in the Monterey Bay Aquarium/American Tin Cannery vicinity. In summer 1994, the WAVE was extended to serve Downtown Pacific Grove as a demonstration project using Congestion Management and Air Quality funds, from the federal Intermodal Surface Transportation Efficiency Act.

As Figure 4-12 demonstrates, the MST bus service is an important mode of transportation to both local commuters and visitors in the city. More than 1,500 persons per day ride the bus on weekdays, and the most popular route, No. 1 Asilomar which runs to the conference grounds and beach areas, carries more than 5,000 persons per week.

**4.5.2 Transit Service for the Elderly and Disabled**

The City of Pacific Grove contributes a portion of its Local Transportation Funds to RIDES, a special countywide transit program for persons with disabili-

ties and elderly people who cannot ride MST. The service provides wheelchair lift-equipped vans Monday through Friday between 10:00 a.m. and 2:00 p.m. A taxi reimbursement program pays 50 percent of one-way fares of up to \$3.00, seven days a week, 24 hours a day.

**4.5.3 Rail Service**

Since Southern Pacific abandoned its line through the city, there has been no direct rail service to Pacific Grove. The Southern Pacific Transportation Company does, however, provide limited freight service to Seaside. Trains run three times a week and serve primarily Fort Ord and Lone Star Industries. For passenger service to the San Francisco Peninsula, connections can be made through Monterey-Salinas Transit to AMTRAK's Coast Starlight in Salinas. Caltrans is currently performing a rail feasibility study for the potential return of rail service to the City of Monterey.

**4.5.4 Air Transportation**

The Monterey Peninsula Airport is located at the eastern edge of the City of Monterey, adjacent to and south of the cities of Del Rey Oaks and Seaside. The airfield has one paved runway which is 6,600 feet long and equipped with an Instrument Landing System and high intensity runway lights. The control tower

**Figure 4-12  
Ridership on Bus Routes, 1992**

Route Number and Name	Weekday	Saturday	Sunday	Weekly Total
No. 1 Asilomar	825	721	427	5,273
No. 2 Pacific Grove	105	56	---	581
No. 14 Presidio	446	407	245	2,882
No. 15 David Avenue	246	190	---	1,420
<b>Total Riders on Pacific Grove Routes</b>	<b>1,622</b>	<b>1,374</b>	<b>672</b>	<b>10,156</b>

Source: Monterey-Salinas Transit, 1993

operates between 6:00 a.m. and 11:00 p.m. The publicly-owned airport is operated by the Monterey Peninsula Airport District, a special district with 40 employees.

As of 1994, six commercial airlines (American Eagle, Skywest-Delta, United, United Express, US Air, and US Air Express) served the airport with direct flights to Los Angeles, Orange County, San Jose, and San Francisco. There are 50 arrivals and 50 departures daily at the Monterey Peninsula Airport.

**4.5.5 Pedestrian Ways**

Much of Pacific Grove can be considered to be pedestrian-friendly. For example, the Retreat’s narrow streets and proximity to Downtown encourage walking. The City should continue to improve pedestrian amenities as opportunities become available.

By contrast, the Forest Hill area is not well suited for pedestrians. There are frequent gaps in the sidewalk system, and distances between origins and destinations are great. Traffic volumes are high and streets are wide, making the area “pedestrian-unfriendly.” Improvements should be made to bridge the gaps in the sidewalk system, particularly along David and Prescott. For example, stairs could be constructed from the intersection of Forest and David to the Country Club Gate Center.

The Central-Eardley area experiences heavy pedestrian traffic from the nearby visitor attractions and



*The Wave*

mixed land uses. A major feature of this area is the Monterey Peninsula Recreation Trail along the abandoned Southern Pacific Railroad right-of-way. This trail is owned by a Joint Powers Authority (JPA) composed of the City of Pacific Grove, the City of Monterey, and the Monterey Regional Park District. The segment between the Monterey Bay Aquarium and Lovers Point is a mile long, and includes a Class I Bikeway surfaced with asphalt and a walking trail surfaced with decomposed granite. This segment affords some of the best oceanside vistas in the world. Pacific Grove’s foresight in providing separate bicycle and walking paths has produced a facility that is popular with visitors and residents alike. The recreational trail extends northward to Castroville and southward to Carmel, forming an integral link in the regional pedestrian and bikeway system.

A number of unofficial, unmarked pedestrian trails traverse the Asilomar State Beach and Conference Grounds. Dunes within the Conference Grounds are continually subject to moderate or heavy recreational use. To protect the dunes, pedestrian access has been limited to a boardwalk that runs from the Conference Grounds buildings to the beach. Development of a recreation trail along the railroad right-of-way would provide an additional coastal access opportunity from the Conference Grounds.

Figure 4-13 is a map of Pedestrian Ways in Pacific Grove.

**4.5.6 Bicycle Facilities**

Bicycling is popular in the city of Pacific Grove, both for transportation and recreation. The terrain tends to



Enjoying the Monterey Peninsula Recreation Trail

be hilly, but the street patterns provide plenty of opportunities to avoid the worst hills. The steepest hill in the city, and one of the steepest in California, is on Patterson Lane between Benito and Piedmont. Fortunately, nearby Presidio Boulevard provides a more gentle ride up the same hill.

Bicycling is a common form of transportation in the Downtown area, and several businesses provide bicycle parking. The City could encourage more businesses to do the same. Bicycling in the Forest Hill area is not popular due to winding streets, steep hills, and the lack of bicycle parking at the businesses.

In 1991, the City of Pacific Grove added a segment to the Monterey Peninsula Recreation Trail by constructing a Class II Shoreline Bikeway between Ocean View Boulevard and Asilomar Avenue and Sunset Drive and Asilomar Avenue. An extension of the southern end of the Class II Shoreline Bikeway is currently being constructed in order to link the City's bicycle trail with a bike route in Del Monte Forest to the south. In 1992, the city council approved the Coastal Parks Plan component of the City's LCP and designated the portion of the Monterey Peninsula Recreation Trail along Ocean View Boulevard between Lovers Point and Asilomar Avenue as a Class III Bikeway. This General Plan proposes that Ocean View Boulevard from Eardley Avenue to 17th Street be designated a Class III Bikeway as an alternative to the popular Recreation Trail, which has become increasingly congested, especially during the summer months. (See Figure 4-14, Bikeways.)

### *Bikeway Classification System*

Bikeway is the general term for any marked bicycle facility. The Caltrans Highway Design Manual designates three types of bikeways. Each has standards for width, signs, and pavement marking.

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

**Bike Lane** (Class II) Bicycles travel in a one-way striped lane on a street or expressway.

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

#### 4.5.7 Goals, Policies, and Programs— Alternatives to the Automobile

**GOAL 6** Promote and maintain public and private rail and transit systems responsive to the needs of all Pacific Grove residents.

**POLICY 20** Support re-establishing the Del Monte Express train between Monterey and San Francisco.

**POLICY 21** Work to assure that Monterey-Salinas Transit (MST) bus service responds to local needs.

For example, bus service in Pacific Grove could be improved by linking the Del Monte Park area to the Downtown.

Program AA Encourage the provision of bus shelters at appropriate locations.

Program BB Continue to support the WAVE and its extension into Pacific Grove.

MST continues to seek funding for route extensions into Pacific Grove.

**POLICY 22** Encourage privately-owned transit systems—such as taxis, private bus companies, and para-transit services—to provide convenient transfers to and from public transit.

**POLICY 23** Work with the Monterey Peninsula Airport District and Monterey-Salinas Transit to support increased public transit service to the airport for visitors and residents.

**Program CC** Encourage the provision of improved transit services to and from the Monterey Peninsula Airport.

**Program DD** Work with hotels and motels in the city to encourage them to provide shuttle service for their guests.

As of 1994, MST serves the airport once an hour in each direction. There are no hotel or motel shuttles that routinely serve the airport. Many visitors who rent cars would not need to if alternative airport transportation were provided.

**Program EE** Work with MST in using MST's Design Standards Development Review Guidebook to evaluate development or capital improvements projects along MST routes.

**POLICY 24** Encourage Monterey-Salinas Transit to serve Pacific Grove with the smallest, most efficient low-emission buses practicable.

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**GOAL**  
**7**  
Promote pedestrian and bicycle travel as alternatives to automobile use.

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**POLICY 25** Create and maintain a safe and convenient system of pedestrian and bicycle pathways throughout the city.

**Program FF** Develop an inventory of existing sidewalks, pedestrian trails, and handicapped ramps. Identify gaps and other deficiencies in the pedestrian system. Use the City's Capital Improvement Program to

bridge the gaps and resolve the deficiencies.

**Program GG** Coordinate bicycle and pedestrian route planning with the City of Monterey, the Pacific Grove Unified School District, Monterey County, the State Department of Parks and Recreation, the U.S. Coast Guard, and the Monterey Peninsula Regional Park District (LUP, 5.4.2).

**Program HH** Require new development to pay its fair, legal, and equitable share of the costs to develop a comprehensive system of pedestrian and bicycle pathways.

**POLICY 26** Continue efforts to improve safety and reduce conflicts among various users of the Monterey Peninsula Recreation Trail.

**Program II** Improve segments of the Monterey Peninsula Recreation Trail that lie within Pacific Grove where conflicts between pedestrians and bicyclists have occurred due to trail design.

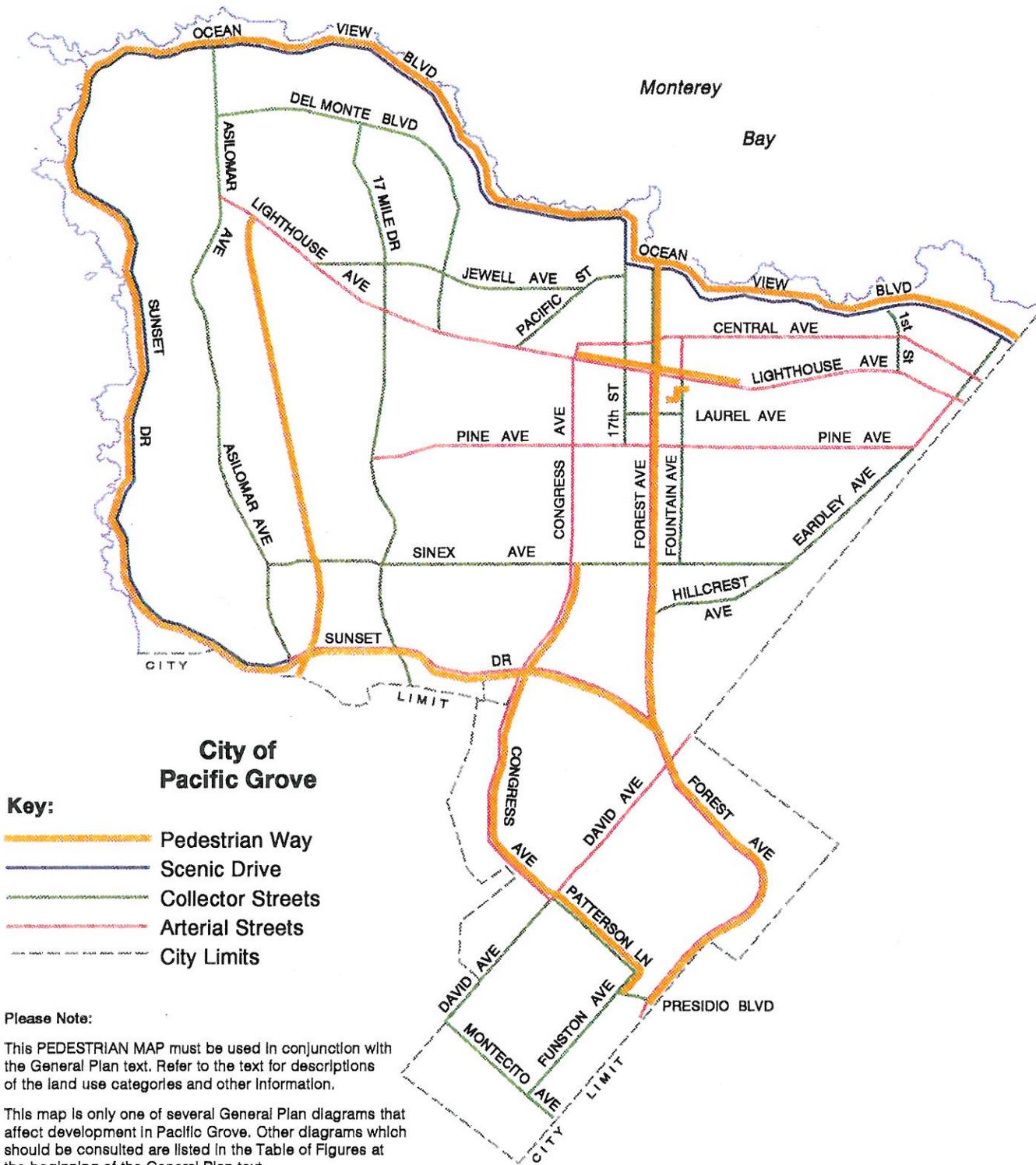
**Program JJ** Continue and improve enforcement and education efforts to reduce reckless bicycling and skating and to encourage pedestrians to stay on the unpaved portion of the Monterey Peninsula Recreation Trail.

**Program KK** Widen any narrow segments of the unpaved portion of the Monterey Peninsula Recreation Trail within Pacific Grove and continue efforts to maintain that portion in good condition.

**POLICY 27** Pursue the acquisition and development of the remainder of the Southern Pacific right-of-way within Pacific Grove for recreational, trail, and open space use.

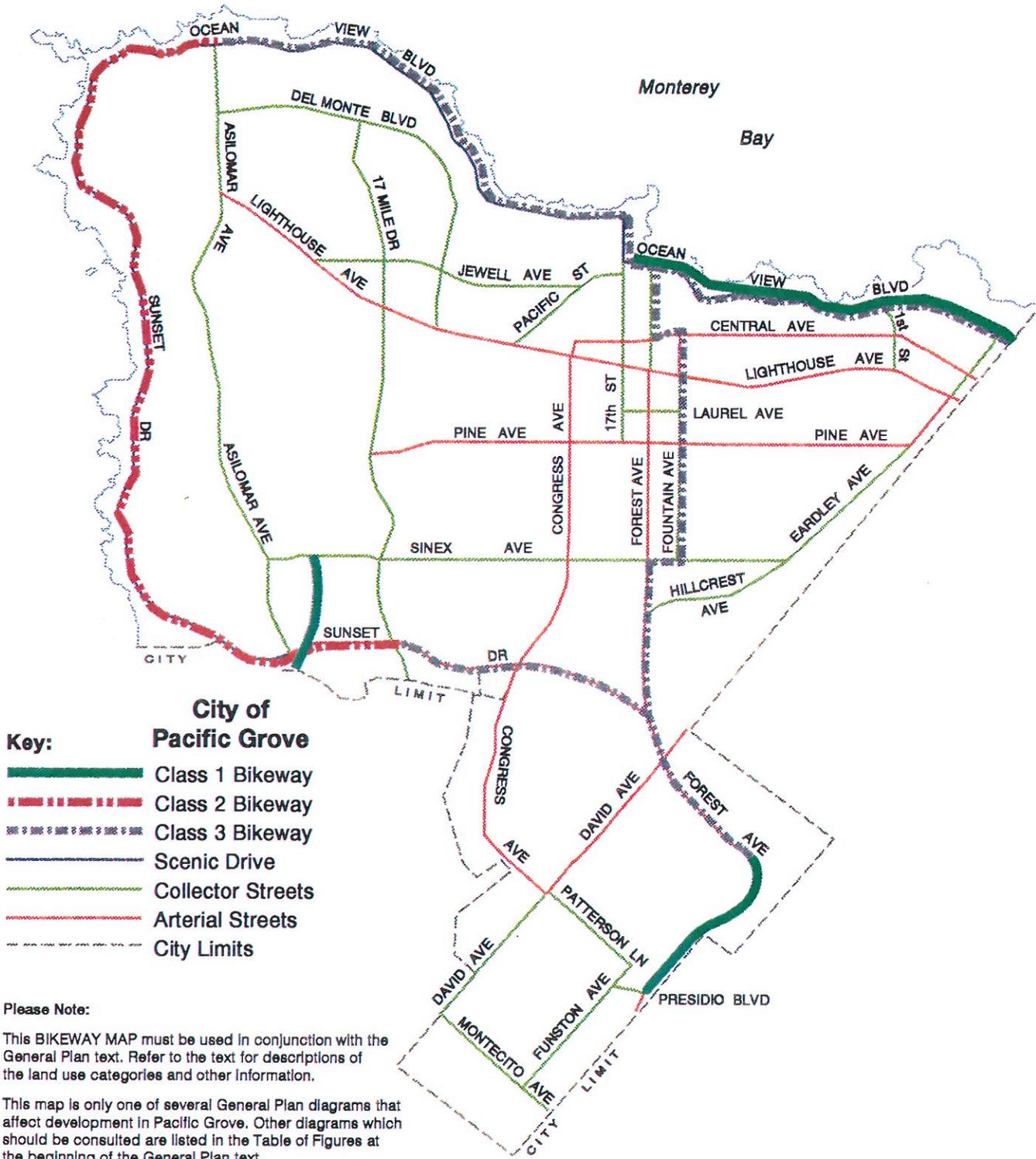
The part of the right-of-way not already purchased by the JPA and developed as a bicycle and pedestrian trail runs from Monarch Pines Mobile Home Park northwest through the municipal golf course before turning south. It then runs through the Pacific Grove Acres neighborhood to Sinex Avenue. The possible

**Figure 4-13  
Pedestrian Ways**





**Figure 4-14  
Bikeways**





conversion of this stretch of the right-of-way—which still belongs to the Southern Pacific Land Company—into a recreational trail has been a continuing topic of discussion. To insure continuity of Monterey Peninsula coastal zone access and recreational development, the formulation of development standards should be coordinated with Monterey City and County access plans for the Cannery Row/Fisherman’s Wharf and Spanish Bay areas. Alternate routes in the Monarch Pines Mobile Home Park area should be determined, and safe and defined access points to that route should be developed in a manner that reduces impacts on adjacent land uses (LUP, 4.2.6.4).

**POLICY 28 Separate bikeways from vehicle traffic to the maximum extent possible.**

**POLICY 29 To minimize traffic hazards, on-street bicycle routes should be provided only on streets where the available roadway width and traffic volumes permit safe coexistence of bicycles, pedestrians, and motor vehicles.**

While City policy is to emphasize bikeways that are separate from vehicle routes, the bicycle system will include streets that are signed bike routes (these are designated Class III under a classification system used by the State), striped bicycle lanes within public streets (Class II), and paths that are separated from streets (Class I). Pedestrian ways and bikeways—and where appropriate, vehicle routes—may be combined.

**POLICY 30 Require bicycle parking facilities at all new major public facilities, business and employment sites, shopping centers, and popular visitor destinations (LUP, 4.2.5.5).**

This LUP policy will be applied citywide.

Program LL Prepare and adopt requirements for secure bicycle racks at new commercial and employment sites.

Program MM Encourage existing businesses to supply bicycle parking facilities such as bike racks for customers and bike lockers for employees.

Program NN Provide bike racks for visitors and bike lockers for employees at City Hall, the Community Center, and other City facilities.

**POLICY 31 Consider bicycle and pedestrian safety when implementing improvements for automobile traffic operations.**

Program OO Expand the Pedestrian Ways and Bike-ways Plan components of the Circulation Plan to include access for persons with disabilities consistent with the Americans with Disabilities Act.

**POLICY 32 Develop a safety program for in-line skaters and skateboarders that involves education, enforcement, and provision of suitable facilities.**

Program PP Work for State legislation that defines skaters as either vehicles or pedestrians, whichever is safer and more appropriate.

Program QQ Work with Pacific Grove Unified School District to develop skating educational materials and skating curricula for schools.

Program RR Develop skating facilities within the city.

