

APPENDIX D

CARMEL-BY-THE-SEA
GENERAL PLAN REVISION
EXPANDED INITIAL STUDY/EIR ADDENDUM

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INTRODUCTION AND PROJECT DESCRIPTION

INTRODUCTION

The City's current General Plan was revised and adopted in 1984. The Plan contains goals, objectives, and policies for the following elements: Land Use; Circulation; Housing; Sociocultural and Public Facilities; Significant Buildings; Open Space/Conservation/Scenic Highways; Environmental Safety; and Noise.

In May 1986, the City Council appointed a Committee to critique the General Plan, and in July 1986, instructed this Committee to submit specific suggestions for revision of the General Plan. The current draft plan is a revision of the 1984 General Plan. Five public hearings before the Planning Commission have been held to receive public comments on the General Plan.

PROJECT DESCRIPTION

The proposed 1987 General Plan is a revision of the 1984 Plan with some modification, elimination, or addition of policies and text. Overall, the revision retains the majority of the 1984 Plan's policies. Updated data and supporting information have been included, and the grouping of goals, objectives, and policies has been organized more efficiently. A summary of changes in policy direction for each element of the General Plan is provided below. Revision of the Housing Element of the General Plan is not yet complete and is, therefore, not included in this review.

Land Use: The revised element continues to seek to preserve and maintain the predominant residential character of the City as the prevailing land use goal. The revision maintains the general outline of land use designations. The revision continues to call for limiting commercial activity both as to its scope and physical land spread. Mixed uses in commercial districts continue to be encouraged. The two primary changes in the revised Land Use Element are:

- 1) Elimination of two policies to create a separate commercial zoning designation and regulations along Ocean Avenue. A new policy has been added which seeks to ensure that the special and unique character of Ocean Avenue and

the adjoining commercial area is protected through administration of land use and design regulations.

- 2) Addition of several new policies that seek to maintain a mix of commercial uses that are compatible with Carmel's residential village character. A new objective seeks to protect and enhance the balanced mix of uses in the central business area, particularly along Ocean Avenue, to ensure a high quality, pedestrian-oriented commercial environment providing a wide variety of goods and services to local residents. Periodic review of the business mix to assess achievement of these policies is also recommended in the revised General Plan.

Policies to encourage residentially oriented and "quality" businesses are maintained, but policies directed toward reduction of specific visitor oriented businesses (i.e., gift shops, jewelry stores, art galleries) have been replaced by a more general policy to help maintain a balanced mix of uses, and to control and reduce where possible the number of business uses that are found to be out of proportion with a balanced mix of uses necessary to protect the residential character and economic objectives of the community. - New policies have been added to limit the number of uses in commercial districts selling food for immediate consumption by pedestrians (i.e., restaurants, bakeries, delicatessens and specialty food stores) to reduce the generation of litter.

Other changes to the Land Use Element include:

- o Addition of a policy to monitor the mix of uses in the commercial and multi-family districts in order to maintain a land use transition to the single-family residential district. A policy to redefine uses in these districts to improve this transition has been eliminated.
- o Addition of a policy to require adoption of a specific plan for the Mission Ranch and Hodges properties prior to annexation that would maintain the economic viability of existing commercial uses on the Mission Ranch, accommodate compatible additional development on the Hodges property, and preserve the wetlands.
- o Addition of several new policies which reiterate the goal to retain the scale and character of the City and reflect development patterns in existing neighborhoods through maintenance of zoning regulations, prevention of creation of lots less than 4,000 square feet, encouragement of larger lots, and careful review of lot line adjustments.

- o Addition of a new policy to require architectural and site design in commercial and multi-family districts to be compatible with the City's traditional village character. Several policies have been added to control unsightly signing design elements.
- o Addition of policies to continue to allow existing public and quasi-public land uses in the R-1 district, but to limit their expansion, control design, and minimize impacts on the neighborhood, with a prohibition against establishment of new facilities.
- o Addition of a new policy to develop measures to restrict commercial short-term rental of single-family residences in the R-1 district. A policy in the 1984 plan which calls for aggressively enforcing the prohibition against illegal transient rentals has been eliminated.
- o Strengthening of several policies regarding protection of the City's natural and scenic resources by prohibiting construction on beaches, insuring that development does not block important public views, and preservation of significant areas of vegetation and open space as part of future subdivisions.
- o Addition of text related to intensity of land use and second floor construction.

Circulation: This element contains only limited changes from the 1984 version. Objectives and policies have been reorganized and some supporting information has been updated or revised. The element continues to seek an orderly and safe transportation system that also preserves the residential character and village atmosphere of Carmel. There has been little change in the basic policies to maintain existing street configurations, improve traffic flow and parking, encourage alternate transportation modes for employees working in Carmel, and recognize pedestrian circulation. Specific changes include:

- o Addition of a new policy to explore removal of some parking on one side of some narrow commercial streets concurrent with the addition of new off-street parking and creation of loading zones.
- o Addition of a new objective and associated policies giving support to Caltrans and Monterey County to reduce congestion on Highway One. Policies supporting the Hatton Canyon project have been modified to endorse project alternatives that direct traffic to/from the City toward

Ocean Avenue and Rio Road and which are designed to be aesthetically compatible with Carmel's natural setting.

Public Facilities and Services: This optional element continues to recognize the importance of social, cultural, recreational and public facilities to Carmel's unique environment. Support is given to a number of public and private providers of these services or activities. Policies have essentially remained unchanged except for those discussed below. Background information has been updated.

- o Addition of policies which support ambulance services, Carmel Foundation, and Carmel Youth Center.
- o Addition of a new policy that recognizes the significance of the Carmel Mission.
- o Addition of language in policy supporting the improvement of Sunset Center.

Historic/Cultural/Architectural Resources Element: The scope of this optional element has been expanded from the previous Significant Buildings element. Goals and policies are directed to buildings and sites which may have not only architectural significance, but also other historic or cultural values. The element provides a set of guidelines to be used for designation of a significant building and proposes establishment of an ordinance to define a procedure for the preservation of historical, cultural, or architectural resources. The Planning Commission continues to be the body responsible for reviewing the historic, cultural and architectural significance of buildings and sites with recommendations from a citizen's committee. New policies include:

- o Maintenance of designated buildings would be entirely voluntary. Revised policies allow repairs, rebuilding or restoration of nonconforming buildings if done in strict conformance with the documented design. The property owner is given the option, however, to exercise this choice or otherwise be subject to the applicable regulations of the underlying zone district. A policy in the 1984 General Plan which seeks mandatory protection requirements for certain commercial uses, but allows voluntary requirements for residential uses, has been eliminated.
- o The remodeling, alteration or rebuilding of any portion of a candidate or designated significant building would be prohibited if such action would create or increase a nonconformity.

- o Onsite, offsite or in-lieu parking requirements could be waived during restoration of a designated building if they had not already been met.
- o In order to prevent wide scale exemption of nonconforming buildings, another new policy seeks to prevent the designation of an excessive number of buildings.
- o The interior of a building is also included as an element of review for designation as a significant building.

Open Space/Conservation/Scenic Highways Element: All goals, objectives, and policies of the 1984 General Plan have been retained and reorganized with the continued basic goal of protecting, conserving, and enhancing Carmel's unique resources and scenic corridors. New policies include:

- o Participation in periodic review of the Monterey Peninsula Water Management District's allocation to maintain an equitable distribution of water;
- o Participation in studies supporting the development of new water sources;
- o Exploring use of natural springs in the City for landscaping;
- o Supporting the efforts of the Carmel Sanitary District to construct pump and storage facilities so that only secondary effluent is discharged into Carmel River and bay;
- o Continuation of Carmel's tree preservation program is also included as a new policy in this element.

Environmental Safety Element: The revised element incorporates all policies of the 1984 General Plan and reorganizes the format of policies. The only change is the addition of two new policies regarding drainage: to retain, where feasible, the City's natural open water courses for surface runoff and to require drainage analyses for new developments to insure the availability of adequate drainage systems.

Noise Element: Only one policy has been modified and no other changes in objectives or policies have been made. The policy has been modified to "attempt to modify hours of truck delivery. The existing policy seeks to restrict hours of truck delivery. The list of issues of local significance has been expanded to include additional noise sources.

ENVIRONMENTAL IMPACT ASSESSMENT

ENVIRONMENTAL SETTING

The City of Carmel-by-the-Sea is located in northwest Monterey County. The City is bounded by the Pacific Ocean to the west, the unincorporated area of Pebble Beach to the north, and unincorporated areas to the east and south. State Highway 1 is located to the east of the City which is a primary route in the area and links the City to the City of Monterey. Approximately one square mile in area, the City's elevation varies from 0 to 500 feet above sea level, sloping gently from Highway 1 west to Carmel Bay. Vegetation generally consists of evergreen trees. The City is generally built out with few remaining vacant parcels.

POTENTIAL IMPACTS

The adoption of a General Plan constitutes a project under the California Environmental Quality Act (CEQA) and State EIR Guidelines, and therefore is subject to environmental review. If any aspect of the proposed General Plan revision, either individually or cumulatively, may significantly affect the environment, an EIR must be prepared. An EIR was prepared and certified for the City's 1984 General Plan. No significant unavoidable, adverse impacts were identified. In most instances, adopted policies represent mitigation measures for potential adverse impacts, and therefore are considered to have beneficial effects.

The 1984 EIR is incorporated by reference into this document as the majority of the policies remain unchanged and have already been evaluated in the previous EIR. This Initial Study focuses on the potential environmental effects of new or modified policies. In evaluating the proposed General Plan revision, it is important to note that a general plan is a policy document and as such need not be evaluated at the same level of detail as a specific development project. The State CEQA Guidelines clearly acknowledges this difference by indicating that the degree of specificity in environmental review should correspond to the degree of specificity involved in the underlying activity. Environmental review on a general plan should focus on the secondary effects that can be expected to follow from the adoption of the plan, but need not be as detailed as review of specific construction projects that may follow.

The following sections evaluate potential impacts that may result from implementation of the revised General Plan. Adoption of the revised plan will not alter general land use designations, locations, or development patterns nor result in any direct development or environmental impacts. The revised plan retains the majority of the policies contained in the 1984 General Plan, which will serve to mitigate the impacts of cumulative buildout within the City. The buildout potential within the City is similar to the 1984 General Plan, and the environmental effects of the revised plan would not increase from those discussed in the 1984 General Plan EIR. Therefore, no significant impacts are expected as a result of adoption of the revised General Plan.

Land Use/Growth

Residential Land Use: The revised Land Use Element retains a primary goal to preserve and maintain the residential character of the City. There have been no specific changes in land use designations, or location of existing zone districts within the City. Therefore, the potential amount and location of development that could occur in the future remains unchanged from the existing 1984 General Plan.

The revised element (and 1984 Plan) indicates that the City is over 95% built out with only a few remaining vacant parcels available for future development. Both the 1984 and revised plan contain a policy which encourages mixed residential/commercial uses in commercial zones. The revised Plan also encourages formation of lots larger than the existing 4,000 square foot lots allowed in the R-1 district when such a pattern already exists in the surrounding neighborhood.

Updated information in the revised plan provides estimates indicating that approximately 850 residential units could be constructed on vacant or underutilized lots in the City. This includes about 205 single-family residences and 646 multi-family residences. Included in this calculation are units that could be built on new parcels created from a lot split (approximately 94) and second story units that could be constructed above commercial uses (approximately 540). The potential development of second story residential units in commercial districts is an estimate and may not actually occur.

The revised Element also indicates that about 660 single-family residential units could be created from demolishing existing structures and reconfiguring existing ownership patterns of legal lots of record. However, the element also

indicates that realistically, lot splits where a lot line is unencumbered by a structure or a multiple lot building site is in one ownership, are more likely to occur.

Therefore, while the revised Plan does not alter potential residential growth/land use patterns in the City, it does provide a more accurate estimate of future buildout. This is summarized in Table 1. This cumulative buildout would occur over time and at scattered locations throughout the City, and could create potential incremental impacts upon traffic, service demands, and natural resources. A new policy in the revised element responds to these potential impacts by calling for evaluation and mitigation of impacts of proposed lot line adjustments and subdivisions on traffic, access, trees, topography, utilities and public services, to be administered through the approval process.

Table 1
Potential Residential Buildout

	<u>Existing</u>	<u>Potential</u>	<u>Total Buildout</u>
Single-Family Residential	2,589	N/A	2,589
Vacant lots	N/A	111	111
Potential new parcels created from multiple lot parcels	N/A	94	94
Subtotal	2,589	205	2,794
Total Potential Parcels Based on Original Subdivisions	N/A	663	3,252
Multiple-Family Residential			
R-4 District	46	106	152
Commercial District	369	540	909
Other	200	N/A	N/A
Subtotal	615	646	1,261
TOTAL	3,204	851	4,055

Source: Revised Land Use Element

Second story units also would contribute to cumulative impacts, but given their location in commercial areas, such units could somewhat minimize traffic impacts and would be in keeping with the City's goals and policies of retaining the City's residential character and pedestrian atmosphere. In addition, construction of most second story residential units are subject to review and approval under the City's use permit requirements. This will allow for review and mitigation of potential impacts.

Commercial Land Uses: Potential commercial development is limited to redevelopment as there are virtually no vacant commercially designated sites. The revised Plan does not specifically alter commercial zone district boundaries or intensity of use. The revised Plan retains policies that encourage residentially oriented businesses and "quality commercial uses" as well as a policy which seeks to limit the scope and physical land spread of commercial uses.

As with residential uses, the revised plan provides estimates on buildout projections and indicates that approximately 860 new employees could be generated over the next 35 years by future commercial development under present zoning regulations. This buildout is based on an average commercial growth rate of about 5,000 square feet per year over the last five years, and assumes approximately 1 employee per 375 square feet of retail space and 1 employee per 150 square feet of office space. The majority of potential commercial buildout is second story construction which would result in office or service-related uses under existing zoning regulations. This commercial space typically has a higher rate of employee occupancy per square foot than retail and could result in fairly steady employee growth. However, this total buildout would be reduced if second story residential units are constructed instead, as is proposed in the revised plan.

The revised plan slightly modifies existing policies regarding the type of uses allowed. The revised Plan eliminates a policy from the 1984 General Plan which seeks to reduce the number of certain retail uses, including, but not limited to, restaurants, bars, art galleries, real estate offices and jewelry stores in the C-1-C district. Rather than identify certain uses which should be limited, the revised Plan adds an objective and policies that call for maintenance of a mix of commercial uses that are compatible with the character of Carmel as a residential village. The revised plan calls for control and possible reduction of the number of businesses that are found to be out of proportion with a balanced mix of uses necessary to protect the City's residential character. The revised plan also calls for a

limit on the number of businesses selling food for immediate consumption. This is the only type of use that is specifically proposed for possible limitation in the revised Plan. The revised plan also continues to encourage location of visitor oriented retail businesses primarily in the core commercial area.

The revised policy allows for a broader base of review, whereas the 1984 Plan targets specific uses which should be reduced. This could be perceived as a lessening of restrictions which may result in a potential inducement for a change in commercial uses toward those uses previously targeted for reduction. Increased uses which primarily serve visitors would be inconsistent with other City goals and policies to maintain the residential character of the City. The revised plan seeks to maintain a balance of commercial uses and encourage residentially oriented businesses without identifying uses which should be reduced in number (except for businesses selling food for immediate consumption). Under the revised plan, permit applications could be reviewed according to the extent and proximity of similar uses at the time of the application, rather than seeking to reduce certain specified uses.

If the proposed General Plan policies are actively implemented through project review, they could have the same effect as the 1984 policies which target specific uses for possible reduction. The City's existing zoning regulations establish criteria for various uses, which in effect, limit these uses. For the most part, the Ordinance does not allow visitor-serving uses in any other district but the Central Commercial District, and most of these uses require conditional use permit approval, with special findings for approval.

Development Within the City's Sphere of Influence: Since the adoption of the City's 1984 General Plan, a Sphere of Influence for Carmel has been adopted by LAFCO. A Sphere of Influence represents the probable ultimate physical boundary and service area of a local jurisdiction. The boundaries of the City's adopted sphere are less than what was requested by the City and identified in the 1984 General Plan. The boundaries of the adopted sphere generally are Pescadero Canyon to the north, the Hatton Canyon roadway right-of-way to the east and Carmel River to the south. The majority of the Sphere includes existing developed subdivisions (Carmel Woods, Hatton Fields, Mission Fields, and the Mission Tract).

The revised Plan retains policies that call for continuation of existing low intensity development in the Sphere, and that upon annexation these areas be zoned for residential and low

intensity land use that reflects existing patterns. It also retains a policy to adopt a separate zoning ordinance provision for residential areas in the sphere of influence to maintain the existing development pattern and lot size within the developed sphere areas. Another policy is maintained which calls for retention of county zoning for existing commercial uses upon annexation until further study determines appropriate City zoning.

Because the land within the City's Sphere is primarily developed and General Plan policies are aimed at maintaining the existing land patterns, no significant development potential or change in land use patterns will occur as a result of the revised Plan. Additional development could occur on Mission Ranch and the adjacent Hodges property. The revised General Plan adds a policy requiring adoption of a specific plan prior to annexation of these properties which would maintain the economic viability of the existing commercial uses on the Mission Ranch, accommodate additional compatible development on the Hodges property and preserve the wetlands. County zoning would be maintained until appropriate low intensity uses are defined for these properties through the specific plan process.

The revised Plan also retains a policy which calls for conversion of school sites to single-family residential uses, parkland, or public uses, if educational uses are discontinued. These facilities are located in the City's Sphere of Influence and include Briarcliff Academy, Carmel High School, and Carmel River School.

Circulation/Parking

The revised General Plan does not alter land use/development potential or circulation policies. Increased traffic will occur over time as the City reaches buildout, and will further worsen already congested conditions on some City streets, particularly during the summer, when visitor traffic increases. Given the lack of vacant commercially designated lands, and current and proposed policies to maintain the outer limits of existing commercial district boundaries, the potential buildout of the City could result in more residential than commercial development. Single story structures in commercial areas could develop as residential apartments, as General Plan policies encourage mixed commercial and residential uses. Redevelopment of or change in existing retail uses also could occur.

Residential development typically has substantially lower trip generation rates than commercial retail and office deve-

lopments. As an example, an 8,000 square foot lot could yield different trip rates and traffic for different uses as shown on Table 2. Because of the uncertainty of when buildout might occur and to what extent, it is difficult to estimate potential increased traffic volumes with any accuracy. Increased commercial development is likely to increase user and employee traffic, especially on some congested downtown streets. Retention of policies to encourage mixed commercial and residential uses will help minimize traffic increases resulting from future buildout.

Table 2
Comparison of Daily Traffic Generation Rates

<u>Use</u>	<u>Trip Rate</u>	<u>Daily Trips</u>
o Single-family Residential, 4,000 sq. ft/lot = 2 lots	10.1/unit	20
o Apartments 1980 sq. ft/apt = 4 apts.	5.3/apt	21
o Commercial Retail, single story @ 85% coverage = 6,800 sq.ft.	61/1000 sq.ft	415
o Commercial Office, single story @ 85% coverage = 6,800 sq. ft.	11.7/1000 sq.ft	80
o Second story Addition Office= 3,000 sq.ft	11.7/1000 sq.ft	35
Apt = 6± apts	5.3/apt	32

Based on existing City zoning regulations and trip rates developed by Wilbur Smith & Associates, Three Phase Implementation Program, Draft Phase One Report, June 1986.

In response to potential traffic increases, the Circulation Element retains goals and objectives to provide and maintain a transportation system that promotes orderly and safe transportation of people and goods and at the same time preserves the residential character and village atmosphere of Carmel and limits the distribution, character, and intensity of land uses which generate levels of traffic beyond the capacity of the street system. The revised plan also retains other policies which will help mitigate cumulative traffic impacts through:

- o Discouraging high volume through-traffic in residential areas and constructing improvements which eliminate the adverse impacts of high volume through-traffic;

- o Controlling and minimizing non-resident traffic wherever possible;
- o Evaluating methods to improve circulation with regards to truck deliveries and double parking;
- o Encouraging and participating in programs that promote alternative modes of transportation for employees working in Carmel;
- o Supporting efforts of Caltrans and Monterey County to reduce traffic congestion on Highway One, as well as Hatton Canyon alternatives which direct traffic to and from the City on Ocean Avenue and Rio Road rather than Carpenter Street or Serra Avenue; and
- o Monitoring traffic volumes and mitigating adverse impacts of congestion and unsafe traffic conditions, wherever possible.

Future buildout will also increase parking demand within the City's commercial district. The revised Circulation Element retains policies included in the 1984 plan which will help mitigate parking impacts. These include:

- o Requiring that all new developments provide sufficient off-street parking;
- o Investigating possible parking locations in the commercial and R-4 areas, and the possibilities of a commercial parking assessment district to finance parking facilities with benefit to and impact on City residents being the primary factors when evaluating off-street parking facilities;
- o Defining a residential parking permit systems to limit residential parking areas to residents;
- o Exploring provision of a parking area outside of the City for tour bus parking;
- o Retaining short term parking supply;
- o Continuing the City's strict enforcement of parking regulations.

A new policy has been added which seeks to explore removal of some parking on one side of some narrow commercial streets concurrent with the addition of new off-street parking. This could facilitate designation of more truck loading areas, and therefore improve overall traffic flows.

Public Services and Facilities

The revised General Plan retains policies regarding provision of public services. Future buildout of the City will increase public service demand, most significantly water supply. The revised plan continues to seek to protect and increase Carmel's available water supply, to give water and sewer capacity priority to residential uses and existing lots of record, and to institute additional conservation measures including retrofitting. The City's Water Conservation Ordinance establishes a water management plan for the City to reduce unnecessary water consumption in existing and new development and provide direction for use of the City's limited water resources. A new policy in the revised plan calls for the City to participate in studies supporting the development of new water sources. These policies and existing ordinance will regulate future land uses to insure available water supply. Other policies presented in the Public Facilities and Services Element provide for continued support and maintenance of other City public services and cultural and recreational resources.

Aesthetics

Overall policy direction remains unchanged from the 1984 General Plan. A major goal in the Land Use Element is to recognize the qualities and attributes that make up the unique architectural character of Carmel, retain these qualities in existing buildings, and encourage the use of them in new structures. Objectives and policies in the Land Use Element are retained which seek to preserve the scale and character of the community, especially in the commercial districts, through the administration of land use and design standards. Architectural and site design review is required in commercial and multi-family districts to insure compatibility with the traditional village character. In addition, several new policies have been added in the Land Use Element to control design of signs and other advertising to avoid unsightly, bizarre, and/or out of scale visual impacts, including exterior lighting and lights from window displays.

These policies and existing design standards will mitigate potential visual impacts resulting from future development in the City. In particular, second story construction could have an adverse effect upon the village atmosphere and scale, if not properly designed. The revised plan also retains a policy to control the scale and mass of two story buildings

through design review, and indicates that guidelines should retain design flexibility, should not be so restrictive that all buildings look alike, and should recognize that in certain areas, the absence of setbacks is positive and contributes to the character of Carmel.

The revised plan retains an objective to control excessive scale and bulk of structures in residential districts through appropriate zoning regulations, such as lot coverage, setbacks, mass, and height of structures to be consistent with structures in the neighborhood. A new policy requires Planning Commission review of proposed residential developments that involve severe slopes, large structures or unusual design to protect the residential character of neighborhoods and to avoid inharmonious or out of scale development. New policies also have been included in the revised plan which require that design modifications to existing public and quasi-public uses in the R-1 district be reviewed by the Planning Commission and that design standards are applied which are consistent with R-1 design regulations.

In addition to structural design elements, the natural resources and scenic quality of the City is recognized, and policies are retained in the revised General Plan which seek to ensure that development, whether commercial or residential, does not diminish the village character by excessively blocking important public views and disturbing natural topography, mature trees, or other native vegetation. A new policy has been added which seeks to preserve significant areas of vegetation and open space when approving subdivisions. Continuation of the City's tree preservation ordinance, promotion of undergrounding of utilities, and implementation of the City's Local Coastal Plan are policies that are retained in the revised plan.

The Open Space/Conservation/Scenic Highways Element also retains policies to protect, conserve, and enhance designated open space, the urban forest, beach and shoreline, and sensitive habitats. The Noise Element also identifies the relative quiet environment of the community, another aesthetic quality, and contains policies that seek to preserve low ambient noise levels.

