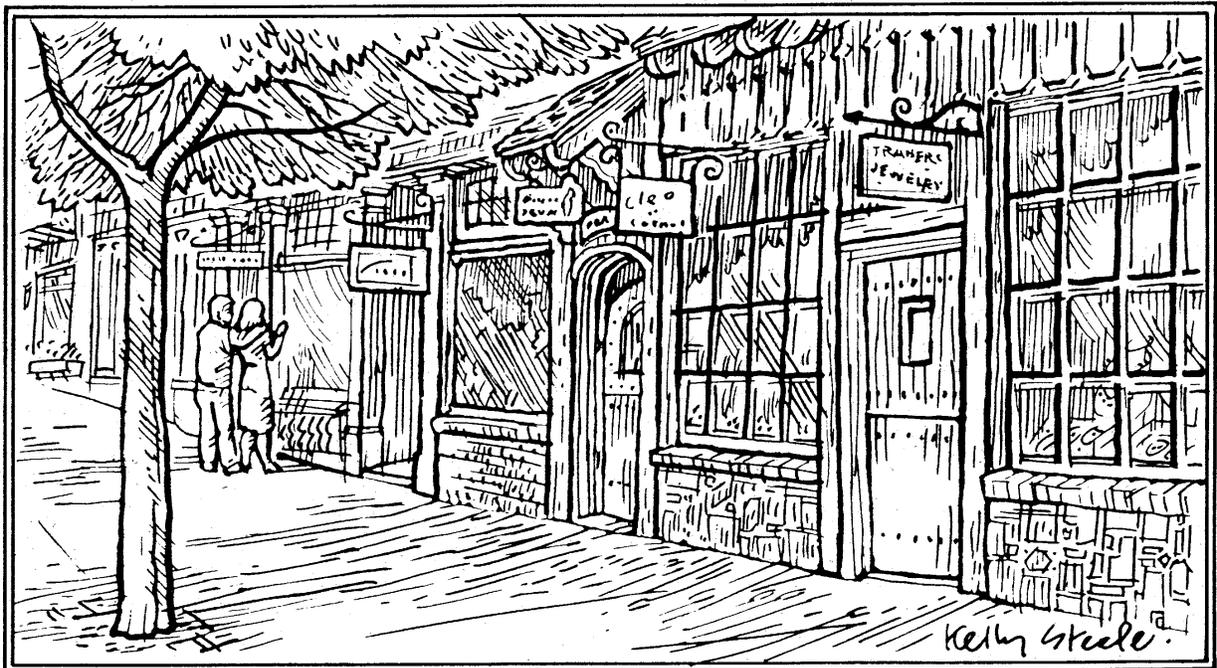


---

---

# Land Use and Community Character Element





# LAND USE AND COMMUNITY CHARACTER ELEMENT

## Introduction

Carmel-by-the-Sea is internationally recognized as a unique small coastal community with a residential village character. Early development was predominantly residential. Commercial development began as small-scale village enterprises designed to serve the needs of the local residents. Through the years, these commercial uses have expanded to cater largely to visitors. (LUP)

Located adjacent to Carmel Bay with gently rising slopes, the City has conscientiously retained its residential village character in a forest setting, dominated by Monterey Pines. The special character of this residential coastal community is considered a unique asset of statewide and national significance that should be maintained as a resource both for local residents and for visitors. The incorporated limits of the City of Carmel-by-the-Sea shall be designated a special community and a highly scenic area within the meaning of Coastal Act sections 30251 and 30253 and for the purposes of implementing section 30610 and corresponding regulation section 13250 of the California Code of Regulations. New development shall protect this special community and its unique characteristics. (LUP)

## Scope and Purpose

This Chapter of the General Plan includes topics typically covered a in Land Use Element. The Land Use Element has the broadest scope of the seven required General Plan Elements and has been required by California law in all General Plans since 1955. It relates to many of the community issues in the other elements and plays a major role in synthesizing all land use issues, constraints and opportunities. According to State guidelines, the Land Use Element should:

- “Promote a balanced and functional mix of land uses consistent with community values,
- Guide public and private investment, and
- Reflect the opportunities and constraints affecting land use identified in the other elements of the General Plan.”



This Element discusses existing land uses, analyzes existing and potential conflicts between land uses and offers recommendations in the form of policy statements concerning specific issues unique to Carmel. The term “land use” refers generally to broad categories such as residential or commercial. The term describes physical improvements on land such as a house, motel, or retail outlet. Land use also describes the human activities that take place. Carmel's land use policies must be linked with the overriding social, economic and community values in Carmel. This Element integrates land use policies with issues of design, aesthetics and historic preservation as part of the Coastal Land Use Plan for the City.

### **Issues of Local Significance**

The preservation of the residential character in Carmel is central to all land use issues that are addressed in this Element. The General Plan Advisory Committee evaluated land use issues for over six months. Based on the input from that Committee, the feeling of Carmel residents is that there tends to be too much commercial use in Carmel and that this could be detrimental to the character and residential focus of the community. The mix of commercial uses for Carmel should be carefully considered and effort should be made to encourage a mix that is beneficial to the city. This effort should also promote and encourage more resident serving commercial uses, and in general high quality businesses. The issues can be summarized as follows.

- Maintaining a predominantly residential village character.
- Encouraging land uses which provide goods and services for local residents.
- Managing the commercial areas and tourist related businesses and activities in Carmel in a manner that is economically sound for the community and not detrimental to Carmel's residential character.
- Evaluating the existing mix of businesses in the City and encouraging a mix appropriate to the needs of the community.
- Providing land use policies, which define the appropriate level of commercial activity within the existing boundaries of the commercial district.
- Limiting land uses that consume excessive amounts of water, but with the understanding that the severity of water shortages will vary from year to year and may be mitigated by new supplies.



- Pre-zoning of County lands within the City's Sphere of Influence to assure compatibility with Carmel's land use policies.
- Providing adequate housing opportunities for Carmel residents in the residential and commercial areas, and other land use provisions necessary to implement the policies of the Housing Element.
- Preserving the unique character of the residential district through design approval of new structures, additions and exterior remodels.

Providing land use policies to ensure implementation of the policies in the other General Plan Elements and the Local Coastal Plan.

## Community Character and Development Background

### Community Character

Incorporated in 1916, Carmel-by-the-Sea is a relatively young city by historical standards. Prior to 1888, there was no commercial center and few residences. The City's development pattern evolved from its natural setting and from the subdivision and construction activity that took place over a relatively short time period during the City's first half century. This activity established a unique city with a strong residential focus, a respect for the natural environment, a compact development pattern and a wide variety of architectural designs. (LUP)

The natural setting of Carmel is dominated by a southwest-facing slope, which rolls gently towards the Pacific Ocean. This slope is intersected by several drainages resulting in a variety of hills, cross slopes and other topographic challenges. Within these drainages and on the upper slopes of the City, a natural Monterey Pine forest existed. These trees formed an upper canopy. A lower canopy of Coast Live oaks also was part of the forest. On the lower slopes (approximately west of present day Casanova Street) were sand dunes and coastal scrub. The beach along Carmel's shore is made of fine, white sand. These natural features are part of the community character and attracted settlers and visitors to Carmel, just as they do today. (LUP)

The first subdivisions were filed before incorporation beginning in 1888 forming the basis for subsequent development and the City's road system (see Figure 1.1 Chronology of Major Subdivisions). These subdivisions established a grid of streets and avenues with virtually no respect for topography or other natural constraints. Blocks of 20 lots each



(ten lots per block face) were created by most of these subdivisions. Each lot typically measured 40 feet by 100 feet with the long axis of the lot running east-west. This represents a potential residential density of 11 units per acre. Streets were established on paper at 50 to 60 feet in width. In Carmel's early days these streets were unpaved or nonexistent. (LUP)

The combination of the City's natural setting and these subdivision patterns is responsible for much of the City's character. The keys to making this marriage of a grid subdivision and a constrained environment work were to avoid over-building and to recognize the natural constraints at each location. For example, most roads were not paved to their full, dedicated width. Instead, the minimum width necessary for access and safety was the standard. This allowed roads to follow the best topography within the rights-of-way and to avoid significant trees. This also reduced road-building costs and the number of engineering improvements required. The unused rights-of-way could then be left in natural vegetation, giving the adjacent building sites the appearance of a larger size and more open space. As lots were sold and re-sold, the original lots were combined into larger holdings and often re-divided. This activity created a mix of lot sizes that responded more rationally to the unique site constraints in each block. Early homebuilders also planted and protected trees as an asset to the property and the community. The subdivision's east-west lot axis proved beneficial. Most lots have a long southern exposure providing maximum access to the sun's light and heat. This increased the popularity of outdoor living in garden and patio spaces and influenced residential building design. The subdivision orientation also maximized the number of lots with a potential ocean view. (LUP)

The aftermath of the 1906 earthquake sent a stream of refugees down from San Francisco. Others came from East coast communities in New York and New Jersey where the Arts & Crafts movement and Bohemian lifestyle had already taken hold. Development in Carmel-by-the-Sea was rapid in the 1920s and 1930s. By 1922, nearly the whole village was subdivided. This coincided with the arrival of artists, poets, writers, photographers, musicians, actors, and professors—the first of the Bohemians. (LUP)

From simple beginnings, the City quickly developed a residential community and a strong, centralized business district. By 1940, just 24 years after incorporation, Carmel had a population of 2,837 and a housing stock of 1,575 units. This developmental period was critical in establishing community character. The dominant themes that continue to shape the City today were formed in these early years:



- Meeting the full range of local human needs, including health, safety shelter, social interaction, culture, commerce and growth, while accommodating the needs of coastal visitors;
- Designing buildings, infrastructure, and other improvements to a human scale;
- Enhancing and protecting the Monterey Pines, Coast Live oaks and other species of the natural environment that contributes to the high quality of life;
- Respecting the past as a continuing legacy that challenges each citizen to preserve the City's character in spite of on-going change;
- Preserving Carmel's primarily residential character with business and commerce subordinate to its residential character. (LUP)

## Residential Development

### Early Influences

The single-family residential district is characterized by its architectural diversity, its informal roads and by its forest of pines and oaks. Residential neighborhoods surround the business district and display a wide architectural variety due to age, aesthetic and architectural preferences, lot size and through each building's response to site conditions. No tracts of similar homes were constructed in Carmel, and no one block was constructed in a single period of time. See Figure 1.1: Chronology of Major Subdivisions. (LUP)

Carmel City was the vision of Santiago Duckworth who purchased part of the Las Manzanitas Rancho from Honoré Escolle in 1888. Duckworth subdivided 164 acres bounded by Monte Verde, Pescadero Canyon and First Street, Monterey Street, and Ocean Avenue. In 1902, James Devendorf and Frank Powers took over the unsold land from Duckworth and formed the Carmel Land Company. (LUP)

Although Devendorf inherited Duckworth's County-approved map of Carmel City with its conventional grid pattern, he did not hesitate to curve roads around trees or topographical features in later additions. His respect for the natural environment was in contrast to many developers who flattened hills and cleared trees. Devendorf encouraged the planting of trees so much that an illusion has been created of an area more wooded than it was originally. When he sold a lot, he threw in a few trees for good measure. If he actually got cash for the lot—which rarely happened—the buyer might have had a whole grove presented to him as a bonus. Early photographs show open meadows or coastal scrub with few trees west of Monte Verde except in natural canyons or near

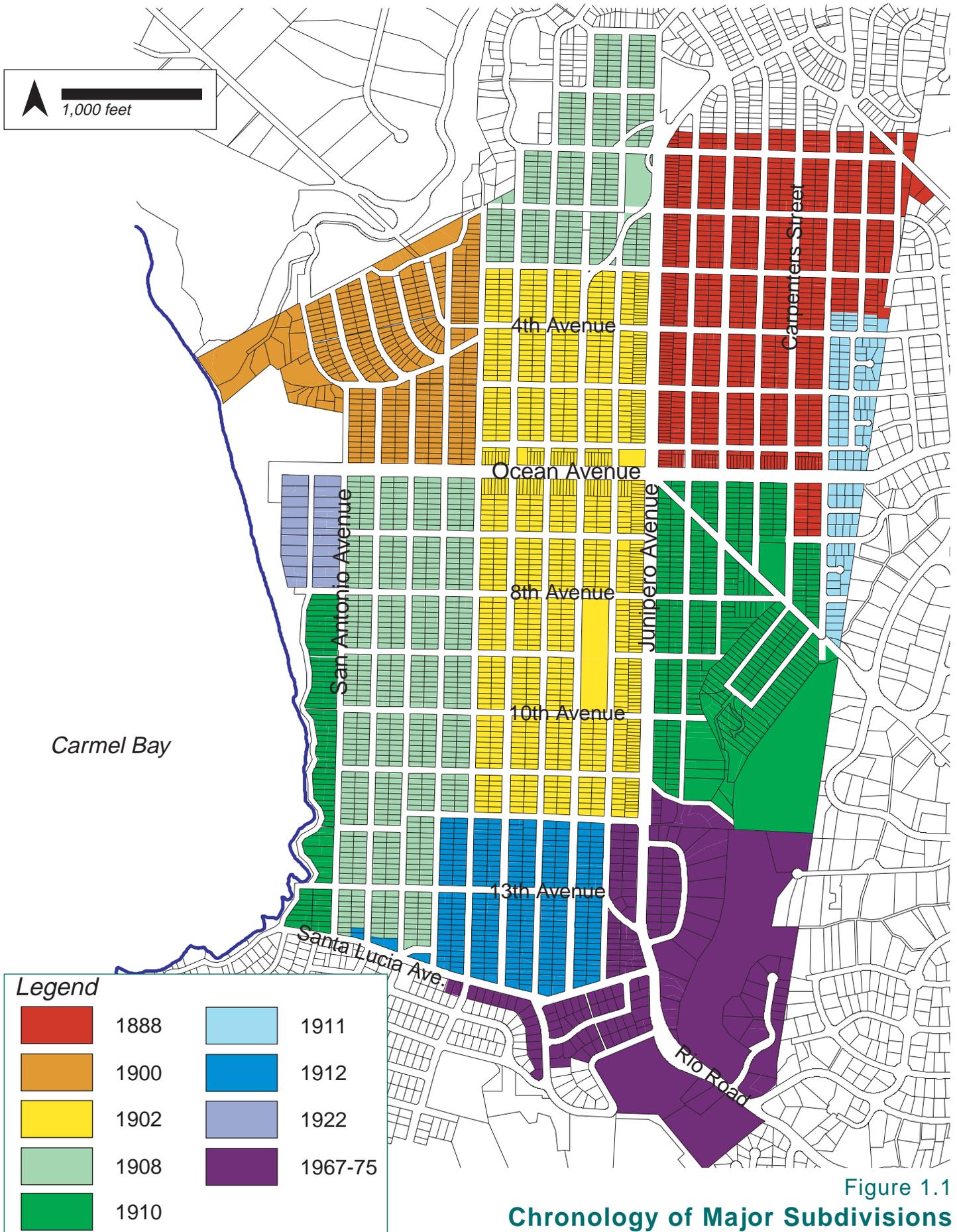


Figure 1.1  
Chronology of Major Subdivisions



watercourses. The efforts of Devendorf and others who followed have created a more forested character for Carmel-by-the-Sea. (LUP)

Many of the earliest homes built in Carmel-by-the-Sea were one-story cottages typical of turn of the century housing elsewhere in the country. Details of such cottages related them either to the Queen Anne style, the Colonial Revival style or the Craftsman style. Cottages of these types were built through the first decade of the twentieth century. (LUP)

As Carmel continued to develop, its architecture was strongly influenced by the Arts and Crafts Movement. A reaction against the impersonal production of the Industrial Revolution and the loss of pride of craftsmanship, the movement had its roots in England but gained momentum in the United States after the 1893 Colombian World's Exposition in Chicago. After 1893 dozens of arts and crafts societies were formed across the nation, including one in Carmel. Both the aesthetic characteristics of the Craftsman style, and its philosophic underpinnings, which linked it to progressive political, social, and artistic movements in the early twentieth century, made it popular with Carmel's academic, literary, and artistic residents. (LUP)

Craftsman homes were characterized by horizontal proportions seen in the spreading lines of low-pitched, overhanging gable roofs and informal building plans; reliance on the honest use of materials such as wood, brick, and stone; the use of undisguised structural elements such as exposed beams, braces, and rafters for architectural beauty; and the enjoyment of the natural setting through porches, outdoor spaces, and the clustering of windows into horizontal bands. The architectural precedents for Craftsman homes were the wood traditions of Japan and India, as well as past styles such as the American Colonial and The English Tudor. M.J. Murphy, Charles Summer Greene and many others worked in Carmel with this style. Typical features of Craftsman homes in Carmel include stucco or shingled siding, "L" or "U" shaped plans which enclose a patio, and windows—either sliding, hinged casement, or double-hung sash in operation—which are framed by extended lintels and sills. The heyday of Craftsman building in Carmel lasted from about 1905 to 1930. (LUP)

In the 1920s the emerging popularity of architectural revival styles set the stage for a burst of individualism and creativity in Carmel during the 1920s and 1930s. The English, French, Spanish, Italian, and other revival styles provided architectural inspiration. This fashion coincided in Carmel with an increase in building of summer homes by the well-to-do, as well as with new demands for traditional amenities by year-round residents. Many of Carmel's early larger homes date from this era. The rich diversity created by this tradition, as well as the earlier periods of Craftsman building, continues to influence each street and neighborhood today. (LUP)



In the decades that followed, Carmel embraced many other architectural traditions such as Modern, the Bay Area Tradition and other styles. The LUP includes policies to update the Context Statement periodically as future amendments to the Plan to document these and other more recent architectural expressions that continue to shape Carmel. (LUP)

### Responding to Change

With its aging housing stock, the City is undergoing a remarkable turnover of housing that is likely to continue over the next several decades as older homes are replaced or remodeled to meet the needs of current owners. The City is charged with protecting and preserving the established design character of Carmel as well as its historic resources. The City must plan for this change in a way that preserves the community character. This does not mean that changes should be avoided, but that when change occurs, it should not be out of character and, indeed, can be welcomed as a neighborhood improvement. To achieve this there must be community consensus on the elements essential to the City's character. Citizens must have confidence that building, zoning, and design ordinances will preserve these essential elements through new construction and remodels. (LUP)

Were there a single architectural style that exemplified Carmel's character it would be easy to define and encourage this style in new construction. However, one of the unique strengths of Carmel has been its ability to embrace a multitude of architectural styles—indeed to encourage creativity and invention in its buildings. The result is an eclectic mix of architecture that nonetheless fits well together and with the environmental setting. There are several attributes that serve to bind these different designs together:

**Scale.** Underlying much of Carmel's design character is a respect for scale. Scale can be defined as a relationship of size among two or more objects. In Carmel, the scale tends to be small and related to human size. The City itself is compact, its lots are small, and its streets are narrow. The character established by existing small homes and cottages reinforces this intimate size relationship. All of these contribute to a human scale and a pedestrian-friendly, built environment. (LUP)

**Site Design.** Another characteristic that transcends architectural style is good site design. Houses that follow the topography tend to complement the land rather than override its constraints. A respect for trees, preserving natural drainages and carefully integrating new landscaping with belts of existing native vegetation are all examples of the good site design principles that are characteristic of Carmel. (LUP)

**Sensitivity.** When the City was young, few lots were developed and houses were often smaller. Under these conditions it was easy to avoid crowding neighboring buildings.



However, as each lot develops and as houses grow to maximum allowed floor area it becomes increasingly difficult to preserve a visual separation between houses. This can impact privacy, views, and neighboring properties. (LUP)

These brief descriptions are only a beginning. If the character of the residential districts is to be conserved through the coming years of rebuilding and remodeling, the City's implementing ordinances must guide rebuilding, rehabilitation and remodeling processes to ensure that new construction fits in with the design traditions and historical character that are already established. Policies in this element provide guidance to achieve this result. (LUP)

### **Public and Quasi-public Uses**

Table 1.1 lists land uses that are located in the single-family residential district and are considered as public and quasi-public. Public uses include those lands and structures publicly owned, accordingly zoned, or dedicated to public activities. Quasi-public land uses include nonprofit organizations, churches, and other facilities. Publicly owned and operated facilities are identified and discussed in other elements of the General Plan, while park and open space lands are addressed in discussions of recreational facilities and in the Open Space/Conservation/Scenic Highways Element of this General Plan.

Existing quasi-public uses in the R-1 district such as churches, clubs and membership organizations represent both a service to the community and a potential conflict with the living environment of residential neighborhoods. Policies in the General Plan related to these uses are primarily intended to protect the values of residential neighborhoods when changes to these uses are proposed. While minor alterations or additions to existing structures may be allowed, significant additions or changes in use that would interfere with adjoining neighborhoods should not be allowed.

**Table 1.1: Public and Quasi-Public Uses In the Residential District**

|     | <b>USE</b>                          | <b>LOCATION</b>  |
|-----|-------------------------------------|--|
| 1.  | Cherry Foundation                   | NW corner Guadalupe & 4 <sup>th</sup>                  |
| 2.  | PG&E                                | NE corner Juniper & 2 <sup>nd</sup>                    |
| 3.  | Carmel Foundation                   | E/s 8 <sup>th</sup> bet. Dolores & Lincoln             |
| 4.  | Carmel Presbyterian Church          | SE corner Junipero & Mt. View                          |
| 5.  | All Saints Church                   | South of 9 <sup>th</sup> , Dolores & Lincoln           |
| 6.  | Library Parking Lot/Murphy Site     | NW corner Lincoln & Sixth                              |
| 7.  | Women's Club                        | W/s San Carlos bet. 8 <sup>th</sup> & 10 <sup>th</sup> |
| 8.  | Carmel Red Cross                    | SE corner Dolores & 8 <sup>th</sup>                    |
| 9.  | American Legion Hall                | E/s corner Dolores, 8 <sup>th</sup> & 9 <sup>th</sup>  |
| 10. | Christian Science Church            | North of 6 <sup>th</sup> bet. Lincoln & Monte Verde    |
| 11. | Carmel Mission/Juniper Serra School | Rio Road   |
| 12. | Segal Foundation                    | W/s Monte Verde bet. Ocean & 7 <sup>th</sup>           |
| 13. | Senior Parking/Housing              | NW corner Dolores & 5 <sup>th</sup>                    |
| 14. | Masonic Hall                        | W/s Lincoln bet. 7 <sup>th</sup> & 8 <sup>th</sup>     |

Source: Department of Community Planning and Building, 1990



## Commercial Development

### Early Influences

Commercial development in Carmel began as small-scale village enterprises designed to serve the needs of the residents. Through the years the commercial activities centered along Ocean Avenue, which serves as the main street of Carmel's commercial area. Residential development continued at a slow pace; homes were constructed by local builders for individual homeowners. Carmel's natural beauty was a primary factor in the developing land use patterns; preservation of a village in a forest was and continues to be an important concern to many of the residents.

Prior to adoption of Carmel's first zoning ordinance and land use regulations, visitor accommodations began to appear in areas primarily intended for small-scale residential development. To avoid expansion of these hotel/visitor accommodations into the residential neighborhood, the community determined that some limitations would have to be placed on such expansion.

Zoning is often considered the primary tool to implement land use regulation within a community. Carmel's first zoning ordinance was adopted in 1924. The ordinance had three zones, the largest being Zone 3: "Family Residential Only". The other two zones, Zone 1 and Zone 2, were directed at limiting the expansion of businesses into the residential area.

Zone 1: "Business" generally was centered within a 16-block core area that is located within today's business district. Zone 2: "Apartments, hotels, art shops, tea rooms, boarding houses, and non-profit theatrical establishments," was located generally west and slightly south of the "Business" zone. This zone allowed a mix of land uses - those which had developed over the years and were somewhat unique to Carmel's cultural heritage. The 1924 zoning ordinance map illustrated in Figure 1.2.

In 1925, zoning was revised to limit commercial development to the boundaries of the present commercial district. The 1925 zoning ordinance map indicated four zones; Zone 1 - "Single Family Residential", Zone 2 - "Business and Multi-Family", Zone 3 - "Industrial/Wholesale", and Zone 4 - "Obnoxious Industrial". Very few, if any, industrial uses were located in the City in 1925, and few existed in 1988. Figure 1.2 illustrates the 1925 zoning ordinance map.

In 1929, Ordinance No. 96 which set the primary direction for future development in Carmel was adopted by the City Council.



## “ARTICLE 1 — GENERAL PURPOSE

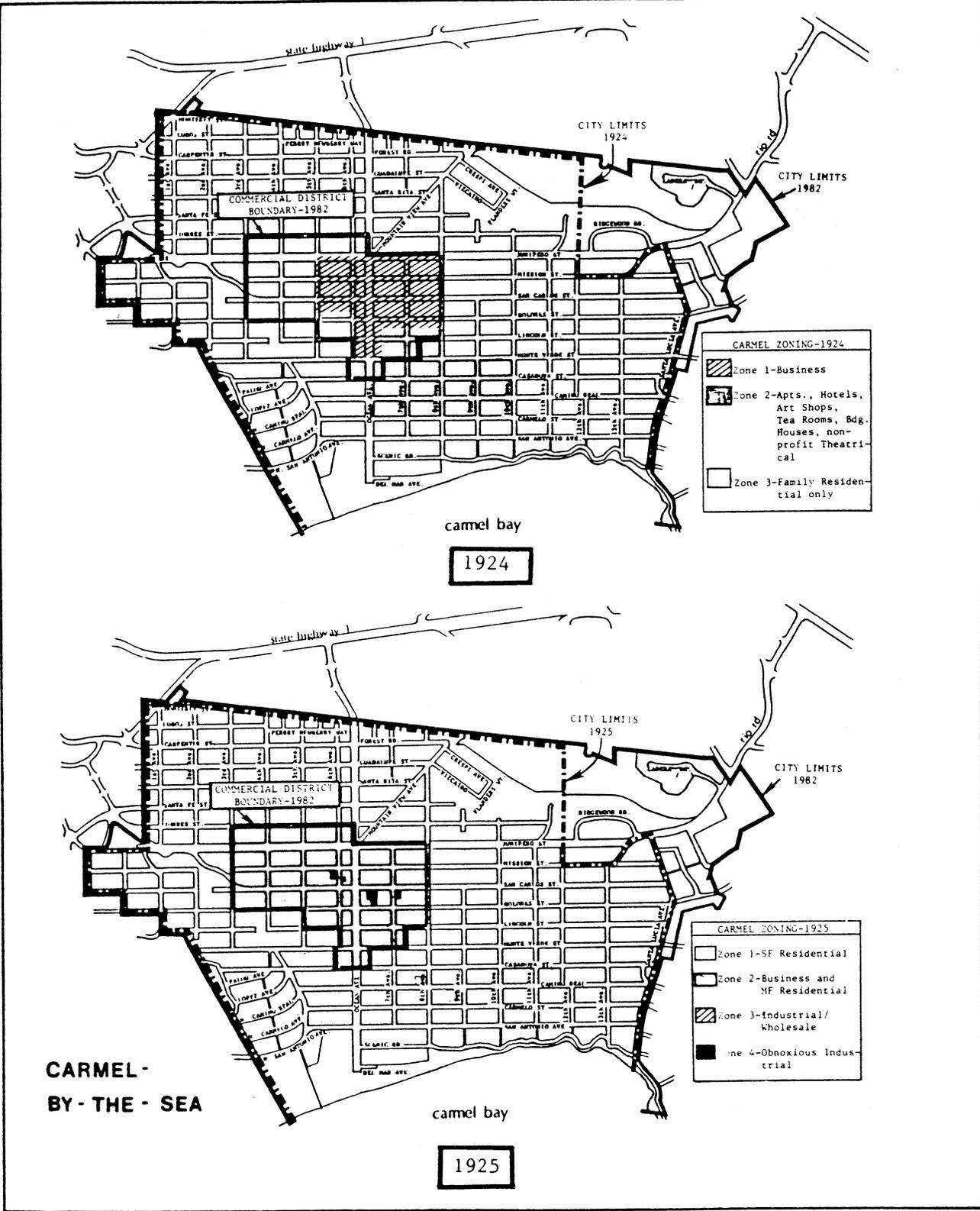
STATEMENT OF INTENT. The City of Carmel-by-the-Sea is hereby determined to be primarily, essentially and predominantly a residential city wherein business and commerce have in the past, are now, and are proposed to be in the future, subordinated to its residential character; and that said determination is made having in mind the history and the development of said city, its growth and the causes thereof; and also its geographical and topographical aspects, together with its near proximity to the cities of Pacific Grove and Monterey, and the businesses, industries, trades, callings and professions in existence and permissible therein.”

Over the years, there were further refined zoning maps, as illustrated in Figure 1.2. With each successive map, more zones were delineated with increased regulations and land development requirements. From the simple three-zone map in 1924, Carmel had adopted ten specialized zones by 1964 and as revised in 1985 and 1987.

### [The Commercial District Today \(2001\)](#)

Carmel’s commercial district is a 39-acre area located near the center of the City and is surrounded by residential neighborhoods. The core of the commercial district (See Figure 1.3) is dominated by ground floor retail activity operating from relatively small shops located in many of Carmel’s oldest commercial buildings. This area supplies goods and services to residents and visitors alike. Unique shops and the design qualities of this core area encourage pedestrian exploration and discovery making the city’s downtown a strong visitor attraction. Architecture in the commercial core is diverse with many of the revival styles typical of the 1920s and 1930s on display. Scattered throughout this area are landscaped courtyards and intra-block walkways that provide important visual breaks and variety in building form and commercial business locations. (LUP)

Surrounding the core area of the commercial district is a less intensively developed buffer area dominated by motels and apartments. This area forms a transition from the busy central core to the relative quiet of the surrounding residential neighborhoods. Since this buffer area is not retail-oriented and most sites are developed to provide a setting for permanent and transient residential uses, the buildings tend to have greater setbacks, more open space, more landscaping and more parking. These characteristics are appropriate for the land uses present in a buffer district. Design regulations for the core and buffer areas should support these differences. (LUP)

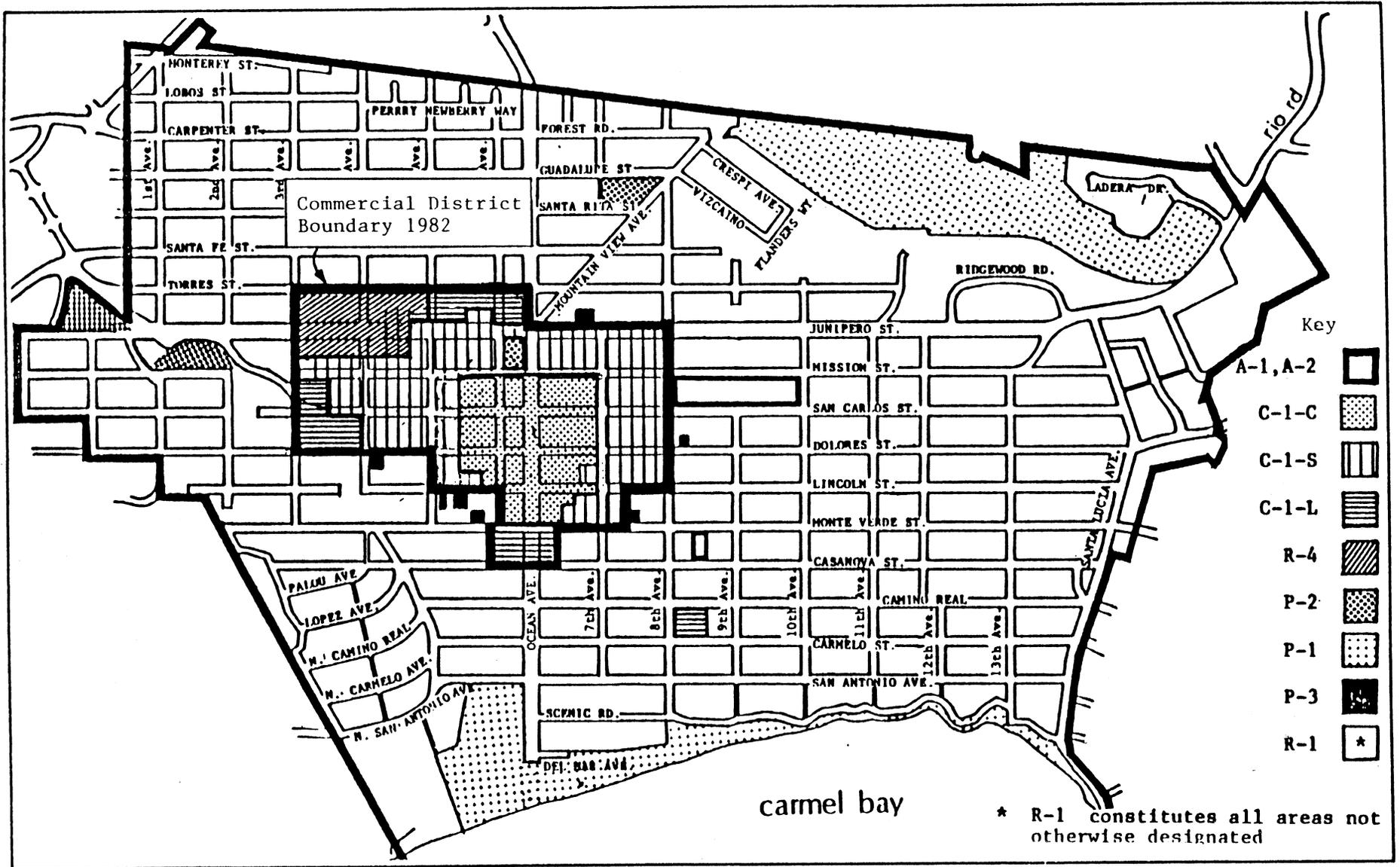


Carmel-by-the-Sea



SCALE  
1"=1875'

FIGURE 1.2 CARMEL ZONING: HISTORICAL PERSPECTIVE

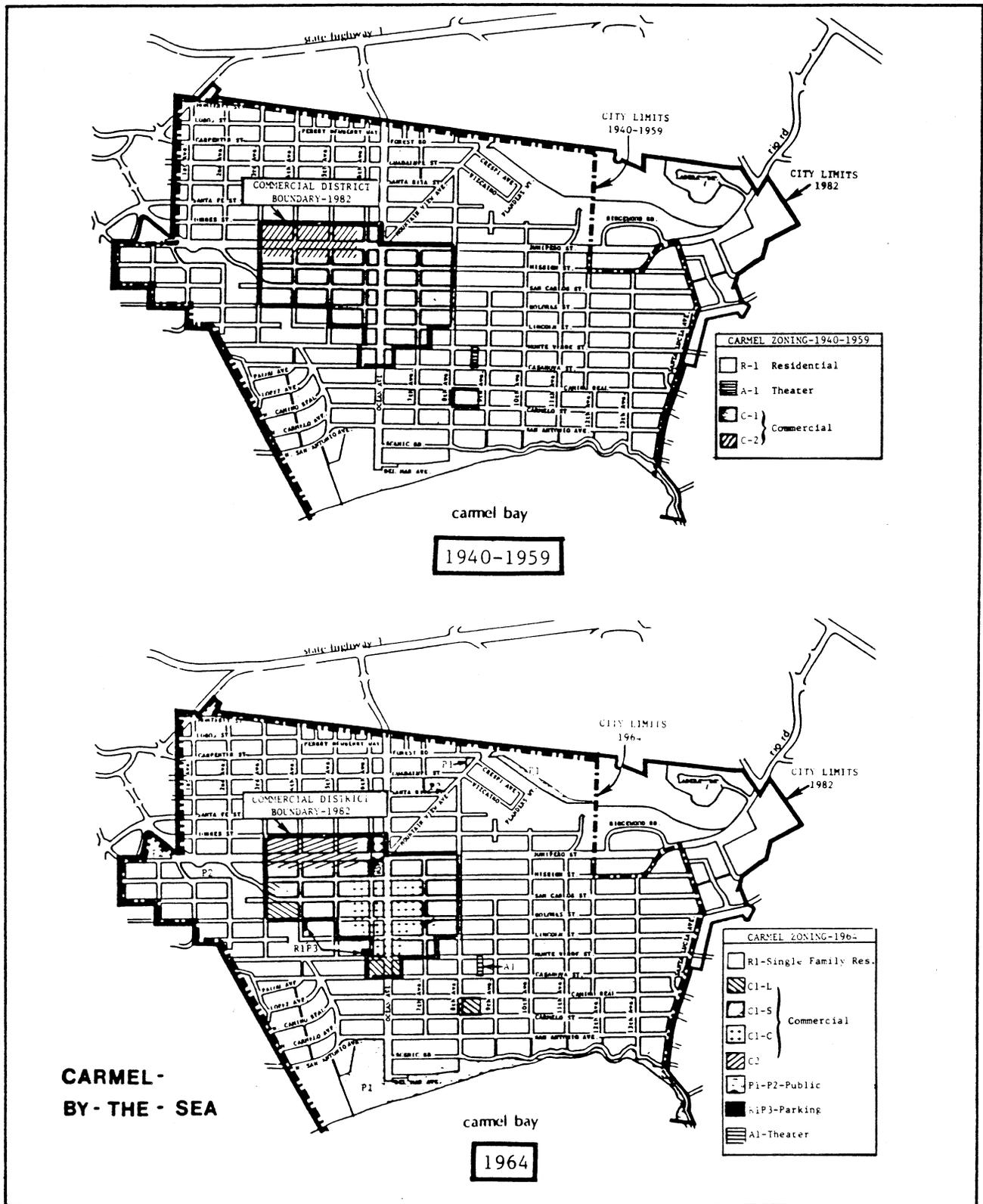


Carmel-by-the-Sea



SCALE  
1"=1000'

FIGURE 1.2 CITY ZONING CATEGORIES, 1982



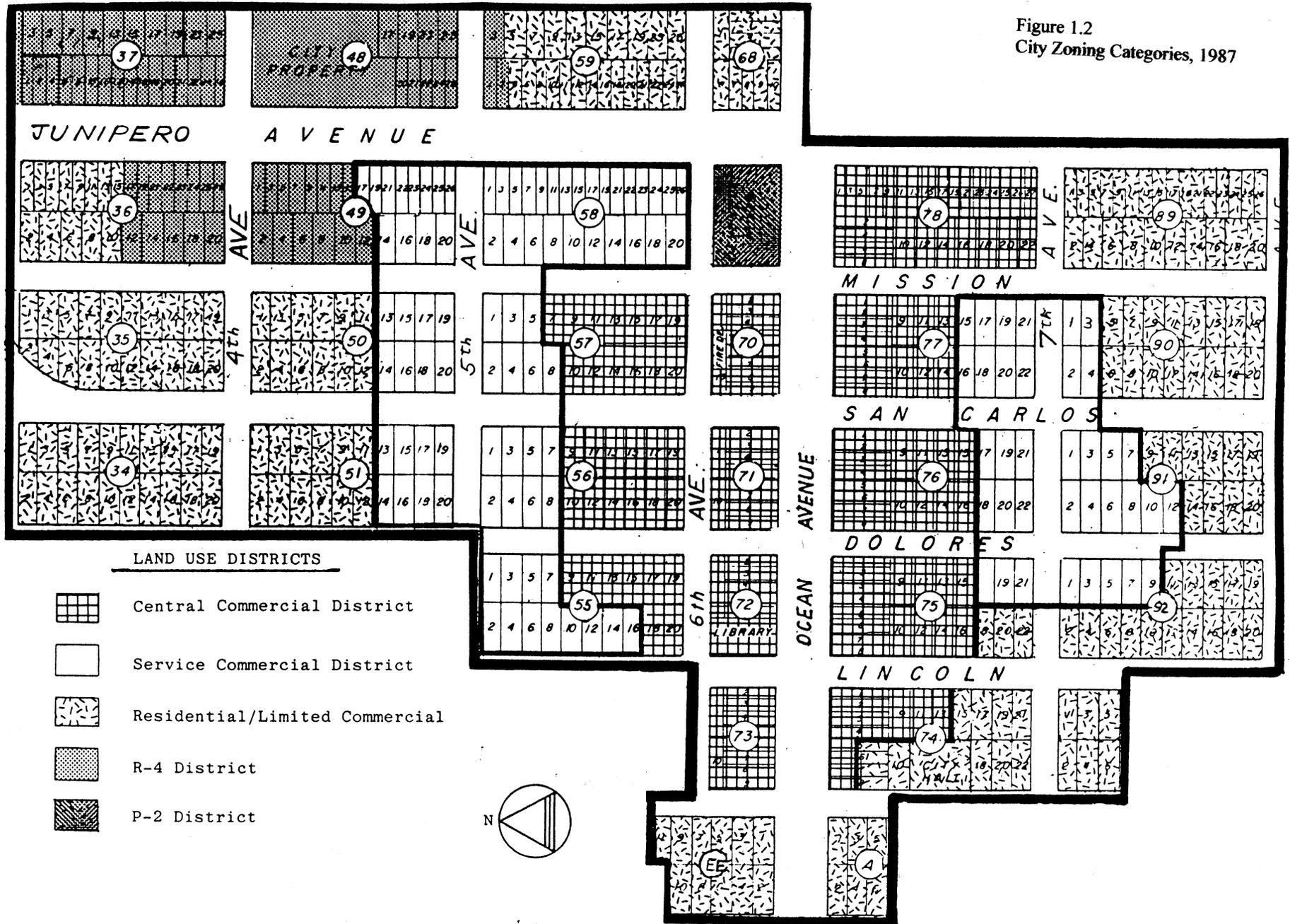
**Carmel-by-the-Sea**

 **N**

**SCALE**  
1"=1875'

**FIGURE 1.2 CARMEL ZONING: HISTORICAL PERSPECTIVE (CONTINUED)**

Figure 1.2  
City Zoning Categories, 1987





Carmel is host to hundreds of thousands of visitors each year who come to enjoy its unique character, its beautiful beach, its cultural attractions and other amenities. This visitor industry is consistent with the purposes of the Coastal Act and the commercial uses found in Carmel's commercial area reflect a predominance of visitor-serving commercial use. For example, in spite of its small population of 4,081 residents Carmel has:

- 32 jewelry stores;
- 50+ restaurants;
- 120+ art galleries;
- 120+ clothing stores; and
- 50 hostelrys with 948 authorized lodging units. (LUP)

To provide visitors with overnight accommodations, 50 percent of all commercially zoned land in Carmel-by-the-Sea has been developed and occupied by hotel and motel uses. A significant number of single-family residences also accommodate visitors on a monthly rental basis to augment commercial motel and hotel lodgings. Along with the City of Monterey, Carmel-by-the-Sea has the highest ratio of hotel/motel rooms to residential housing units of any City in Monterey County. There is approximately one hotel or motel room for every three residential dwelling units in the City. Table 1 compares the number of hotel/motel rooms to the number of housing units for various cities in northern Monterey County. (LUP)

**Table 1.2: Hotel and Motel Rooms per Dwelling Unit—Northern Monterey County Coastal Cities**

| City                  | Number of Lodging Rooms | Number of Dwelling Units | Approximate Number of Dwelling Units per Hotel/Motel Room |
|-----------------------|-------------------------|--------------------------|---|
| Carmel-by-the-Sea     | 948                     | 3,433                    | 3.6   |
| City of Monterey      | 4462                    | 13,448                   | 3.0   |
| City of Pacific Grove | 1,087                   | 8,071                    | 7.4   |
| City of Marina        | 543                     | 8,699                    | 16.0  |
| City of Seaside       | 664                     | 11,190                   | 16.8  |

Sources: Monterey County Convention & Visitors Bureau; California Department of Finance, January 2000; EMC Planning Group. (LUP)

This data demonstrates that Carmel provides more than adequately for visitor commercial uses and is fully consistent with the intent of the Coastal Act. (LUP)

Indeed, there is some risk that further visitor commercial development could unbalance the community in ways that would diminish its character and make it less of an attraction for visitors. Part of what makes Carmel so unique and attractive is the way that it has carefully balanced visitor and local needs over the years. Carmel remains a functioning city where residents live, work, and play as they engage in community life and pursue their dreams and aspirations. The fact that Carmel remains a full-time community, and not just a commercial tourist trap, is not lost on those who visit here. Tourists seek destinations that have unique qualities where they can see new things and have new experiences. The existence of village life is part of Carmel's attraction and needs to be protected if the City is to fulfill the intent of section 30253 of the Coastal Act. For these reasons this Land Use Plan includes well-established policies that support existing hotels and motels, prohibits new units and supports a healthy balance in other resident and visitor commercial uses. (LUP)



## Land Use Designations

Preservation of the existing land use pattern is a fundamental policy of this Land Use Plan and is controlled through the City's Coastal Implementation Plan. These two documents work together to provide policy direction and regulations designed to protect the City's unique residential village character. Additionally, the City has prepared several Master Plans and Management Plans on special topics to aid in maintaining the City's character. (LUP)

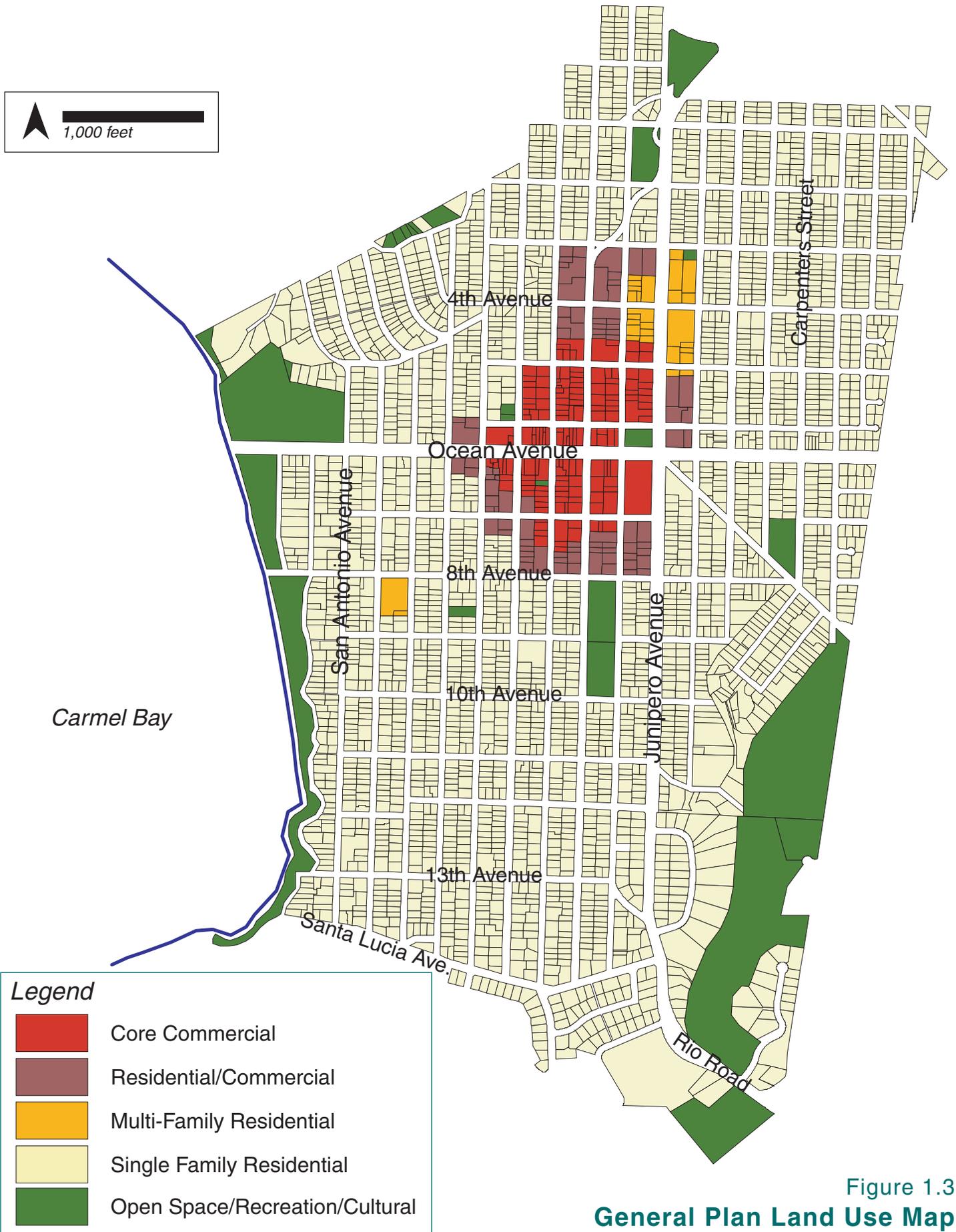
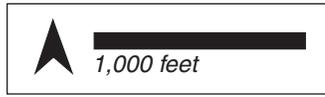
There are four primary land use designations used in the City of Carmel-by-the-Sea Coastal Land Use Plan, and these correspond with more detailed designations contained in the Implementation Plan. Each is described below, and Figure 1.3 shows the Land Use Plan Diagram. (LUP)

### Residential

This land use plan identifies two primary residential land use designations – Single-Family Residential and Multi-Family Residential. Each designation is described below. (LUP)

**Single-Family Residential.** This area is intended to provide for single-family residential development at densities ranging from two (2) units per acre to eleven (11) units per acre. Assuming an average population of 1.5 to 2.5 persons per unit this allows a maximum population density of 16.5 to 27.5 persons per acre. Public/quasi-public uses and overnight accommodations currently operating under a use permit are also allowed. Above-ground building intensity in this area may not exceed 45 percent floor area ratio and all development requires at least 45 percent open space. Proportionately less floor area and greater open space are required on larger lots. (LUP)

**Multi-Family Residential.** This area is intended to provide for multiple family residences at a maximum density of thirty-three (33) units per acre or forty-four (44) units per acre when affordable housing is provided. Existing hotel and motel uses are allowed and may be reconstructed. Existing commercial buildings occupied by uses serving residential needs are also allowed, although additional commercial floor space is not. This area is also appropriate for public uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre. Maximum building intensity for this area is limited to 80 percent to 90 percent floor area ratio depending on the quality of design. Minimum required open space is 45 percent of each site. (LUP)



**Legend**

- Core Commercial
- Residential/Commercial
- Multi-Family Residential
- Single Family Residential
- Open Space/Recreation/Cultural

Figure 1.3  
**General Plan Land Use Map**



## Commercial

This land use plan identifies two primary commercial land use designations – Core Commercial and Residential/Commercial. Each designation is described below. (LUP)

**Core Commercial.** This area is intended to provide for a wide range of retail and service uses in scale with the overall residential character of the community. More intense commercial activities such as retail, restaurant and visitor commercial uses are appropriate in this area. Less intensive development may be appropriate to preserve the unique character and ambiance along Ocean Avenue. Mixed-use developments of commercial and multi-family residential uses at a maximum density of thirty-three (33) units per acre are allowed. This area is also appropriate for public service uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre. (LUP)

Maximum building intensity in the core commercial area is limited to 95 percent and 135 percent floor area ratio for one and two story buildings, respectively. More open space and less floor area is required on larger sites. Throughout the Core Commercial area, floor area bonuses (up to 15 percent) and density bonuses (up to 35 percent) are allowed as incentives for affordable or senior housing and for special design amenities. (LUP)

**Commercial/Residential.** This area is intended to provide for a mix of residential dwellings and a limited range of office and service uses in scale with the character of the community. Less intense commercial uses and visitor accommodations are allowed in this area. Mixed-use developments of commercial and multi-family residential uses at a maximum density of thirty-three (33) units per acre are allowed. This area is also appropriate for public service uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre. (LUP)

Maximum building intensity in the Commercial/Residential area is limited to 70 percent and 80 percent for one and two story buildings, respectively. More open space and less floor area is required on larger sites. Throughout the Commercial/Residential area, floor area bonuses (up to 15 percent) and density bonuses (up to 35 percent) are allowed as incentives for affordable or senior housing and for special design amenities. (LUP)

## Open Space/Recreation/Cultural

These areas are intended to provide for public open space, beach and recreation lands available for public use, and public and quasi-public facilities created to promote cultural and senior-citizen activities. Uses and facilities that are committed to public recreation,



cultural activities, and senior-citizen activities, that are compatible with the natural resources are allowed. (LUP)

**Table 1.3: Land Area Statistics for City of Carmel-by-the-Sea  
(Acreage in Various Districts and Use)**

| <b>Zone</b>                          | <b>Description</b>                      | <b>Acreage</b> | <b>Subtotal</b> | <b>Percent of Total Acres</b> |
|--------------------------------------|---|----------------|-----------------|-------------------------------|
| <b>Commercial Districts</b>          |   |                |                 |                               |
| CC                                   | Central Commercial                      | 11.71          |                 | 1.83                          |
| SC                                   | Service Commercial                      | 9.92           |                 | 1.56                          |
| RC                                   | Residential/Commercial                  | 18.06          |                 | 2.83                          |
|                                      |   |                | <i>39.69</i>    | <i>6.22</i>                   |
| <b>Cultural Theatrical Districts</b> |   |                |                 |                               |
| A-1                                  | Theater District                        | .28            |                 | .04                           |
| A-2                                  | Community and Cultural Center           | 3.90           |                 | .61                           |
|                                      |   |                | <i>4.18</i>     | <i>.65</i>                    |
| <b>Park and Beach Districts</b>      |   |                |                 |                               |
| P-1                                  | Park                                    | 56.57          |                 | 8.86                          |
| P-2                                  | Recreation                              | 9.08           |                 | 1.42                          |
|                                      |   |                | <i>65.65</i>    | <i>10.28</i>                  |
| <b>Residential Districts</b>         |   |                |                 |                               |
| R-1                                  | Single Family Residential               | 344.85         |                 | 54.01                         |
| R-4                                  | Multi Dwelling                          | 5.81           |                 | .91                           |
|                                      |   |                | <i>350.66</i>   | <i>54.92</i>                  |
|                                      | <b>Streets and Public Rights-of-Way</b> | 178.3          | 178.3           | 27.93                         |
|                                      | <b>TOTAL</b>                            |                | <b>638.48</b>   | <b>100.00</b>                 |

(GP Amendment 90-01)

Source: Carmel LCP, 1980; Department of Community Planning and Building, 1987.



**Preservation of the Central Business District.** Ocean Avenue constitutes a major linear park through the heart of the commercial district. It has for years housed businesses that are attractive to both visitor and resident alike. It has been, and continues to be, the nucleus of visitor attention.

The attraction of the area creates pedestrian congestion on the majority of weekend days throughout the summer and during holiday periods. Pedestrian counts taken during the Memorial Day weekend in 1984 found a peak hour volume of 2,400 persons crossing through the southeast corner of Ocean Avenue and San Carlos Street.

Pedestrian congestion detracts from the shopping and walking experience and the overall economic vitality in the commercial district, especially on Ocean Avenue. The large number of establishments offering food that can be consumed immediately on the sidewalks and litter and food debris left, also detract from the pedestrian experience.

Because of the attraction of Ocean Avenue, the businesses and properties have a commercial advantage and are the most sought after and desirable in the central business district. These pressures create high rent scales and an economic environment in which only businesses with high volume sales, small inventory, or which are corporately owned can compete. The high quality, independently or locally owned business which has been the traditional character of the business district is at a distinct disadvantage and through the years the trend has been that these types of businesses have moved away from an Ocean Avenue location.

**Reevaluation of Certain Commercial Zones.** The concept of creating a buffer between the commercial and residential areas is important. Maintaining the overall existing commercial district boundary as discussed above is one step in the process. Uses in the various zones should be reviewed for their effect on the overall business district as well as on the preservation of a peripheral buffer zone. Using the current SIC Manual as a base from which to identify land uses will continue to provide the City with a standardized methodology to inventory land uses. The areas used to establish this buffer are the RC and R-4 districts. Future development in these areas should be designed to achieve a smooth transition to the R-1 district in both design and land use.

**Unrelated Additional Uses In Businesses.** Many stores in Carmel are licensed as a singular business with a primary sales focus but provide unrelated additional goods or services as well. In some cases, the additional uses tend to constitute 50% or more of the business and the presence of these goods or services changes the appearance of the business. Certain additional uses may not be considered compatible (e.g., a camera store selling T shirts). This pattern in stores has an influence on the character and quality of the



community. Methods of regulating the provision of these additional uses may entail one or a combination of the following:

- A very defined regulation which would only allow single or primary uses specified under the four digit classification (industry number) for a single retail outlet as established in the current North American Standard Industrial Classification (NASIC) and allow only strictly ancillary uses. These ancillary uses would have to be directly related to the primary business. The impact would be to make numerous existing uses in the commercial area nonconforming as a retail outlet may offer non-related goods or services. This method, however, would be easier to enforce on new businesses.
- A less defined method which would limit unrelated additional uses to a certain percentage of the floor area and/or display area. This alternative could also make some retail outlets nonconforming should the percentage of the additional use area, or some other factor, be less than the currently allowed 10%.

Determining the appropriate amount of unrelated additional goods or services may be based on square footage in an establishment, display area, or gross sales receipts. Controlling the amount of these uses based on square footage or display area would be easier to enforce than sales receipts and would also address the visual impact of such uses on the character of the commercial district.

**Nonconforming Uses.** In 1979, the City's Planning and Zoning Code was amended to prohibit all uses other than apartments, offices and non-retail uses on the second floor of buildings in the commercial and the R-4 districts. Current uses that were allowed prior to 1979 but then prohibited by these amendments are considered to be "nonconforming". Nonconforming uses are allowed to continue with restrictions on expansion.

**Commercial District Boundaries.** Continuing the definite boundary of the entire commercial district (which encompasses several commercial zones) presents an important physical and psychological separation between residential and downtown commercial uses. Carmel, as a coastal community, has State mandated Coastal Act policies it must implement regarding the provision of visitor serving uses. In addition, Carmel's economic base is strongly influenced by the level of commercial activity. While the role that these types of commercial activities have in the community is recognized, these uses should be located in or near the central area and should not disrupt the residential character. Therefore, an important policy in this Element is that the total commercial district shall be contained within the 1982 boundary as shown in Figure 1.2. Also seen as an extension of the commercial district is off-street parking located in the R-1 district.



## Cultural Resources and Historic Preservation

Historic resources are an important element of Carmel-by-the-Sea's community character. These resources and the City's approach to protecting them are discussed below. (LUP)

## Architecture and Community Character

Each generation has left its imprint by contributing to the diversity of architecture found in Carmel. The rich, visual experience found here owes much to this mix of architectural styles. As noted above, early development in Carmel was greatly influenced by the Arts and Crafts movement. This movement stressed the use of simple designs and natural materials—quite unlike the extravagantly detailed architecture of the earlier Victorian period. In the 1920s and 1930s several European Revival styles became popular. Later periods saw the introduction of more modern styles. Underlying this architectural diversity, are environmental influences and patterns of scale and form that consistently reappear to establish Carmel's character. (LUP)

Environmental influences include natural elements such as topography, vegetation and climate. As Carmel-by-the-Sea has developed over time, efforts have been made to adapt man-made elements to these underlying natural conditions. In the residential districts, roads are typically not built to full width and they curve and undulate to follow the topography and to make room for trees. In the commercial districts, sidewalks often curve or are frequently interrupted by trees and mini-parks. Most shops and businesses are built to face sidewalks and courtyards to promote an open exchange between interior and exterior. (LUP)

In recognition of this close relationship between the natural and built environments, and perhaps intended to enhance this fit, many of the City's buildings have been designed with natural materials, pleasant open spaces and abundant landscaping with native plants. Carmel Stone, local granite and the frequent use of wood in hand carved doors, window frames, sills, moldings, roofing materials and signs are all design features that contribute to the village character of the City. These form a contrast to the glass, steel, plastic and featureless gray concrete so often found in other, more urban cities. (LUP)

Attention to detail and emphasis on fine craftsmanship can be seen in the varied architecture of Carmel; local builders have embellished their work with detailing and individual style, which creates a unique and appealing building design. Most of Carmel-by-the-Sea's historic buildings exhibit myriad detailing, some of it intricate and some bold: surfaces are broken up by ridges, insets, decorative tiles, cavities, niches and abrupt changes of material; textures exhibit a great variety, from smooth-troweled plaster, brick,



stone, rock or exposed aggregate to painted, carved or unfinished wood; corners often include bevels, bullnoses, cornices and moldings. (LUP)

The open spaces between buildings in the commercial district are an integral part of the design of the community. The significant buildings in this district tend to use open space, particularly courtyards, and building spaces and shapes that encourage pedestrian exploration and circulation. Courtyards invite pedestrians onto private property away from the street. These courts increase the amount of building surfaces and facades on a building, and encourage the creation of additional and smaller shop spaces. In this way, the building design within the central commercial district has subtly influenced the land use patterns and economic vitality of the City as a whole. (LUP)

Courtyards also tend to conceal many open spaces and building forms from the direct view of pedestrians along the street. Through such concealment, pedestrians are encouraged to explore the limits of these open spaces and discover hidden shops off the beaten path. This alternative pedestrian circulation pattern is encouraged in the City's commercial buildings through the use of arches to define building openings, inviting textures on pedestrian walking surfaces, directory signs at court entrances to identify what lies within, and the unfolding mystery of revealed open spaces and new building forms as pedestrians wander through the commercial courts and walkways. These courtyards are even more effective when they are linked from street to street, or from one property to another. Through-block interconnections also serve as shortcuts for local residents who, by knowing these alternate routes, can avoid crowded sidewalks. These unique open spaces and intra-block connections are an important part of the design character of the commercial district and, when associated with significant buildings, should be protected in a similar manner as the buildings to which they relate. (LUP)

### **Protection of Historic Resources**

Although the Coastal Act does not specifically discuss historic preservation, this topic is related to the preservation of character required by sections 30251 and 30253 of the Act. The purpose of this component of the Land Use Plan is to provide a framework for policies that address the preservation of the diverse and valuable historic resources in Carmel. Its primary goals are to educate residents and visitors about the unique architectural, cultural and historic identity of Carmel-by-the-Sea, and to promote the identification and preservation of structures and sites that best represent this history. The addition of this component to the Coastal Plan reflects Carmel's commitment to the preservation of its important historic resources and the City's recognition of the role that historic resources play in defining community character. (LUP)

When evaluating resources for potential historic value, the threshold of 50 years old is often used by historic resource professionals as a trigger that such a review is needed.



The passing of fifty years provides sufficient time for evaluators to determine whether a particular resource may have become significant in a particular context. Of course, it is also important that decision makers have the discretion and ability based on the recommendation of a qualified professional to determine that resources less than 50 years old are historic, as sometimes a younger resource does rise to a level of historic significance. The Carmel LCP provides the appropriate policies and procedures to allow evaluation of potential historic resources, whether older than 50 years or not. (LUP)

The types of historic resources in Carmel are classified using the criteria established in the California Register of Historic Resources.<sup>1</sup> These range from architecturally significant historic buildings and collections of residences that form distinctive neighborhoods to those associated with important persons or events in Carmel's history. It also includes street features, landscaping, and both prehistoric and historic archaeological resources. (A more definitive discussion of historic resources found in Carmel is contained in the Historic Context Statement. See Appendix-F.) All these significant historic resources contribute to the City and its Sphere of Influence. They help to create a unique identity for the City that promotes Carmel as an attractive place for both residents and visitors. These buildings and sites serve as important reminders of Carmel's rich history and the patterns in which it developed. Extending beyond its contributions to the quality of life in Carmel, preservation of cultural resources also provides direct economic benefits by maintaining the character and charm that makes this an attractive visitor destination. The character of Carmel, while being diverse and eclectic, also provides an established historical context for contemporary architects and builders to work within so that their designs can become new, compatible contributions to the community. (LUP)

To be most effective, historic preservation efforts should be integrated with the City's other permit processes such as design review and land use development approvals. This plan contains policies that respond to the Coastal Act through a combined approach of conservation and preservation. *Conservation* allows change and new construction as long as it is consistent with established character. This approach is appropriate for new buildings, remodels, façade changes and public way improvements involving non-historic

---

<sup>1</sup> The California Register has four criteria for historic significance. These are: (1) the resource is associated with events that have made a significant contribution to broad patterns of local or regional history or the cultural heritage of California or the United States; or (2) the resource is associated with the lives of persons important to local, California or national history; or (3) the resource embodies the distinctive characteristics of a type, period, region, or method of construction or represents the work of a master or possesses high artistic values; or (4) the resource has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation.



resources. The City implements conservation of its character through its Design Guidelines for the residential district, the commercial district and for the public way. The overall character of the City can be conserved through appropriate policies related to the urbanized forest, roadway design and building design. *Preservation* requires that historic resources be protected and rehabilitated without changes that would damage their integrity<sup>2</sup>. Specific historic resources will be preserved after identification through an ongoing survey and then implementing preservation programs that are effective. Only changes consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties will be allowed unless environmental review demonstrates that this is not feasible. (LUP)

A greater understanding of and appreciation for the cultural heritage of Carmel can be fostered through a comprehensive historic preservation program. This includes the preservation of local architectural resources and archaeological artifacts and sites, as well as conservation of the landscape features such as the parks, seashore, roadside greenbelts and natural setting that have played an integral role in making Carmel what it is today. This program will help to promote an ethic of cultural stewardship, encouraging the entire community to become actively involved in retaining and protecting these special resources of Carmel-by-the-Sea. (LUP)

The initial step in an historic preservation program is a reconnaissance survey of potential historic resources. This is followed by thorough research and documentation in an intensive survey using the themes established in the Carmel Historic Context Statement

that explore the historic people, periods, places and events important to Carmel.<sup>3</sup> This survey process identifies all resources that have historic significance and are eligible for

---

<sup>2</sup> Integrity is based on why a property is significant. Ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant. The steps in assessing integrity are (1) defining the physical features that must be present for a property to represent its significance, (2) determining whether these features are still visible enough to convey significance, (3) determining whether the property needs to be compared to other similar properties to understand its significance and (4) determine which aspects of integrity are vital if the property is to qualify as a resource (adapted from the National Register of Historic Resources, Bulletin #15).

<sup>3</sup> An historic context is a body of information about historic properties organized by theme, place and time. A single historic context describes one or more important aspects of the development of an area relating to its history, architecture, archaeology and culture. A context may be based on one or a series of events, patterns of community development, or associations with the lives of a person or group of persons that influenced the destiny and character of a place or region (from National Register Bulletin #24). Currently there are five themes developed in Carmel's Historic Context Statement. They are: (1) Prehistory and Hispanic Settlement, (2) Economic Development, (3) Government, Civic and Social Institutions (4) Architectural Development in Carmel and (5) Development of Art and Culture.



listing on the California Register of Historic Resources. These sites, structures and objects are then listed on the Carmel Inventory of Historic Resources. Those properties not listed in the Inventory shall be considered not historically significant unless additional information or the passage of time initiates the need for re-evaluation. The Carmel Inventory of Historic Resources shall be updated on an ongoing basis as new resources are surveyed. Properties not yet surveyed shall be evaluated on a case-by-case basis as the need arises (e.g., including for all site assessments, etc.). (LUP)

Complementary policies and programs which will further the preservation of Carmel's cultural resources include:

- Study and resolve possible existing conflicts between Building, Fire, Health and Housing Codes. Allow use of the State Historic Building Code.
- Initiate measures to take advantage of state and federal Capital Improvement Programs for the preservation and enhancement of Carmel's cultural resources.
- Delineate tax advantages and tax incentives within the private and public sectors.
- Study zoning codes and coordinate land use planning with historic preservation goals.
- Explore public funding opportunities at the federal, state, regional or local levels, to underwrite preservation activities.
- Investigate private sector funding and lending policies detailing less restrictive preservation code requirements.
- Encourage citizen support of the preservation of its cultural resources by cooperating with and encouraging local historic preservation programs. (LUP)

In addition to the Inventory, the City also will establish a local Register of Historic Resources. Owners may voluntarily request listing on the register as a way to provide public recognition of their historic resource and to receive enhanced benefits. Registered properties will receive a plaque that can be mounted on the property to identify its historic significance. Registered properties also will appear on any maps of cultural resources that are used to publicize and celebrate the City's rich history. Finally, registered properties may access enhanced financial benefits that are established for historic resources such as fee reductions for building permits and participation in Mills Act programs that reduce property taxes. It is desirable to place on the local register as



many of the City's identified historic resources as possible so that the educational value of the program is maximized. (LUP)

### **Archaeological Resources**

Archaeological resources from both the prehistoric period and the early historic period can be found in Carmel. Before establishment of the Carmel Mission and subsequent ranching and settlement by Europeans native populations occupied the coastal area of Monterey. During this pre-history period, the Carmel Area provided food and materials for the Costanoan/Ohlone culture. The establishment of the Carmel Mission and the early years of European settlement marked a new period that also is important to an understanding of the cultural development throughout the Carmel region as well as California. (LUP)

This historical development pattern in Carmel is similar to that of other urban areas in California that have produced archaeological resources dating from the late nineteenth and early twentieth centuries. Potential finds from the area's early historical period will typically consist of such things as the foundations of former buildings, evidence of early utilities, refuse deposits and privy pits. Such underground features can often address research questions that are beyond the scope of written history, and can thus be significant finds. (LUP)

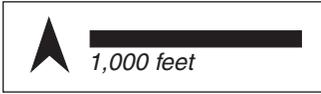
It should be kept in mind that archaeological resources pertaining to the Native American, Spanish and Mexican eras also could be buried in the previously built out areas of the City. Early buildings tended to have a smaller impact on the landscape than modern buildings. Consequently, there is a potential for archaeological resources to have survived intact under buildings, roads, and other features of the landscape. (LUP)

General areas of archaeological significance are shown in Figure 1.4. Policies to protect these resources are included in this Element. (LUP)

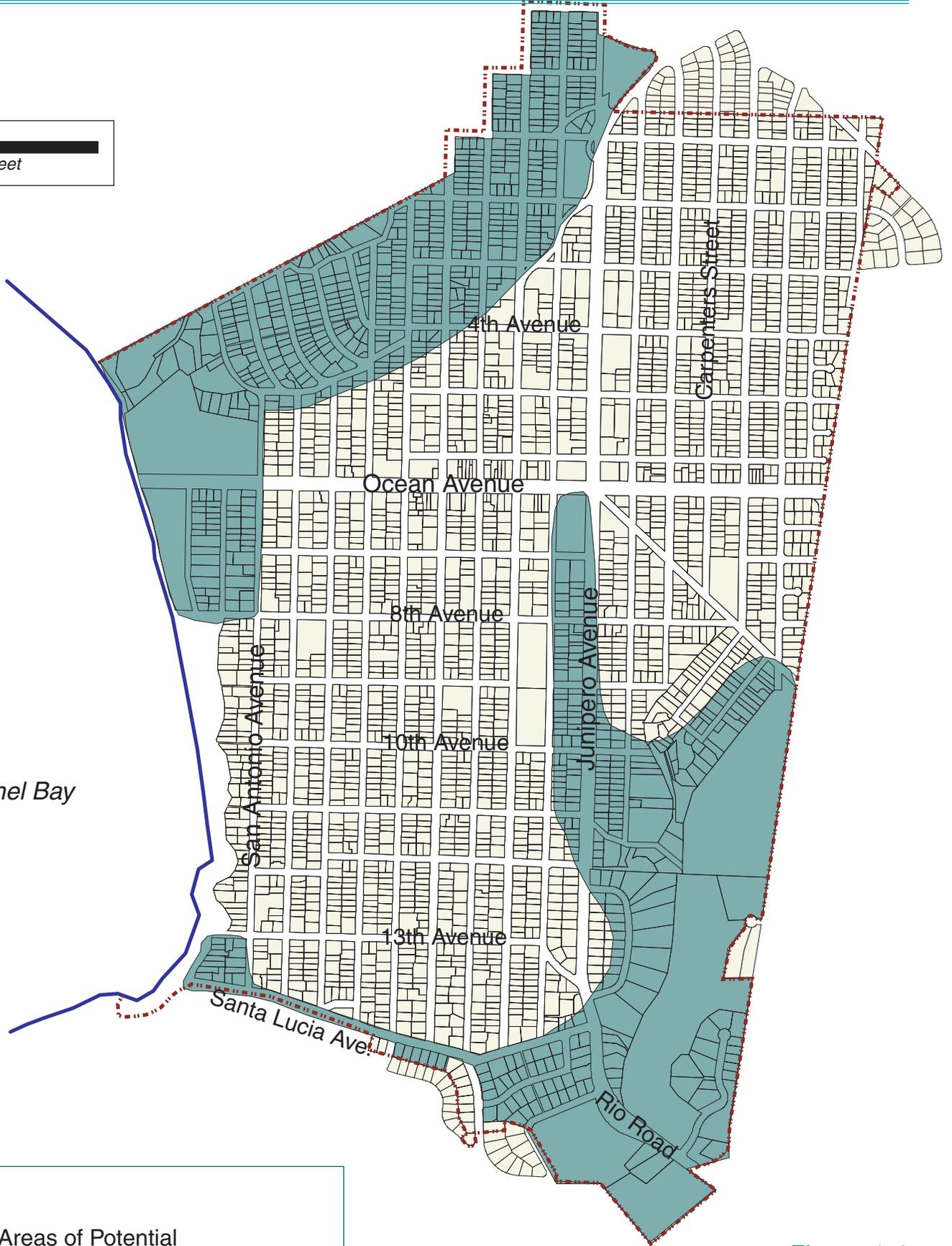
### **Community Infrastructure**

The ongoing improvement of public and private property must rely on adequate public services. When such services are constrained, efforts must be made either to increase their capacity or to allocate their use for the greatest benefit. (LUP)

In Carmel-by-the-Sea, the most critical infrastructure needs for the future are water, roads, and drainage. The improvement of property creates opportunities to implement long-term infrastructure plans that benefit the whole community such as utilities undergrounding and improved communications infrastructure. (LUP)



Carmel Bay



**Legend**

-  Areas of Potential Archaeological Significance
-  City Limits

Figure 1.4  
**Areas of Potential Archaeological Significance**



## Water Resources

Water is a critical resource for development throughout the Monterey Peninsula. Carmel-by-the-Sea is one of eight land use jurisdictions that are part of the Monterey Peninsula Water Management District. This special district coordinates water supply planning, distribution infrastructure and environmental protection. Water sources include the Carmel River system (river, aquifer, and reservoirs) and aquifers that underlie the City of Seaside. No water is imported from State or Federal water projects. (LUP)

After reaching its safe, long-term capacity in the late 1980s, the Water District declared a moratorium on new connections and imposed limits on the remodeling of homes and expansion of commercial buildings. A strong conservation program and the development of a well in the Seaside Aquifer allowed the District to end the moratorium in 1993. Water is now distributed as a finite resource to each member jurisdiction through a District-wide allocation program. This supply is again nearly exhausted and constrains most development projects. (LUP)

The City's share of District water resources is internally allocated to land use categories based on policies in the Local Coastal Program and secondarily in the Conservation, Land Use, and Housing Elements of the General Plan. These policies affirm the City's commitment to lots of record, and residential use (new homes, apartments, and remodeling) as the largest allocation for new development. In particular, existing subdivided lots of record zoned for housing should always be considered "first in line" for limited water resources. New subdivisions of land should be limited until existing subdivided lots have a secure water supply to serve full build-out and additional water allocation units have been obtained from the District. As documented above, visitor-serving uses throughout the City have been well accommodated with prior water allocations to achieve consistency with the Coastal Act. Augmenting scarce water supplies to serve planned growth continues to be a City policy. (LUP)

The City will monitor activities of the Water District and cooperate in developing programs to conserve water as well as to increase supplies. The City will support water projects that are financially and environmentally sound. Water projects and programs also must not lead to unacceptable levels of rationing during droughts. (LUP)

## Transportation, Roads and Drainage

The grid network of roads serving the community is a vital infrastructure asset that is under stress and deteriorating. A challenge facing the City is how to plan for the long-term maintenance of roads, and provide adequate road capacity while preserving their unique design character. (LUP)



Many roads serve as part of the City's storm water drainage system, and therefore these two infrastructure systems are linked. As existing homes are rebuilt or enlarged their connection to roads and impact on drainage often changes. Larger homes cover more site area with impermeable surfaces causing more runoff. New driveways must interface with road edges without causing damage or interfering with drainage capacity. The City has adopted water quality and drainage control measures that apply during design review and building permit review of new and remodeled homes. Additionally, the amount of site coverage and impermeable surfaces proposed in new development has been limited to protect some percolation and infiltration capability on each site. (LUP)

Urban drainage carries pollutants to Carmel Bay, an Area of Special Biological Significance and part of the Monterey Bay National Marine Sanctuary. Long-term planning must reduce these pollutants to comply with the Clean Water Act. This will require the development of improved drainage standards, storm water treatment and a means of funding City-wide improvements. The City has established a Storm Water Utility to address these issues and Best Management Practices that serve to minimize runoff and direct it onto permeable surfaces before it is conveyed to Carmel Bay. Likewise, the City is evaluating the feasibility of consolidating some storm water drains and fitting them with debris filters and oil and water separators. Street design topics are covered in this section of the Land Use Plan. Drainage issues and pollution mitigation are covered in the third section under Protection of Coastal Resources. (LUP)

As development throughout the City continues, road and drainage improvement programs must continue to include aesthetic considerations as well as safety and function in the design. Street and drainage design should retain a “hand crafted” as opposed to “machine made” appearance, yet still perform the intended functions. Construction should use equipment that has the least environmental impact possible. Care must be taken not to overbuild City streets through excessive widening or unnecessary realignments that might make Carmel streets appear more broad, straight or urban. (LUP)

The historic character of Carmel's narrow roads, with their respect for topography and their protection of trees, should be retained as a contributing element of neighborhood design. Often, there is a perception of too many vehicles and excessive traffic throughout the City. Narrow roadways and roadside vegetation help to slow traffic and, if designed properly, can make the City's streets safer for pedestrians. This is important in a village without sidewalks, where so many residents include walks in their daily routine. (LUP)



## Carmel's Sphere of Influence

The State of California has authorized Local Agency Formation Commissions (LAFCO) to determine the ultimate boundaries of local jurisdictions. A Sphere of Influence represents the probable ultimate physical boundary and service area of a local government. Within that boundary, an Urban Service Area is designated. This area is an area now served by existing urban facilities, utilities and services or proposed to be within the next two years. The Urban Transition Area is an area likely to be provided with urban services within a five to twenty year time frame.

In May 1986, the Monterey County Local Agency Formation Commission (LAFCO) approved a Sphere of Influence for the City of Carmel-by-the-Sea as shown on Figure 1.5. This shows the ultimate boundary of the City generally to be Pescadero Canyon on the north, the Hatton Canyon rights-of-way to the east and Carmel River to the south. Included in the Urban Service Area are Carmel Woods, Hatton Fields, Mission Fields, Carmel Point and the beach area immediately north of Carmel Beach.

Carmel Woods consists of approximately 170 acres north of the City limits. County zoning permits medium density (1-5 units per acre). This area is fully developed with single-family residences on 4,000 - 10,000 square foot lots. The Robert Louis Stevenson School, a private elementary school serving area children, is also located in this area.

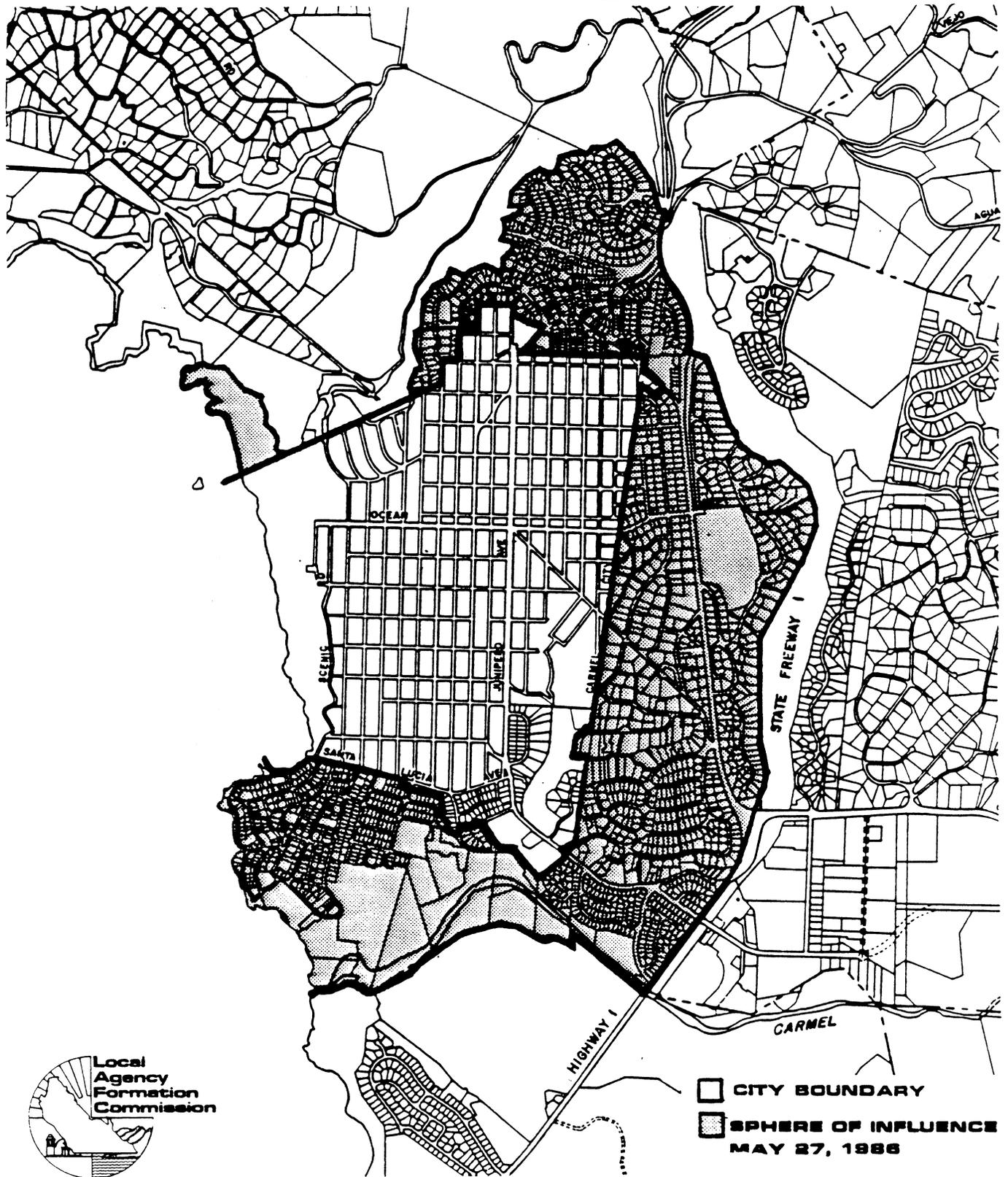
Hatton Fields consists of 300 acres of single-family residences east of the City limits and west of Highway 1. Medium-density zoning is permitted by the County and the area is developed in predominantly larger lots.

Mission Fields is an area located southeast of the City and west of Highway 1. This area is developed with medium density residential sites and is zoned at that density. The Carmel River Inn, forty-unit motel adjacent to Highway 1 and the Carmel River, is an exception to the residential development. Most of the Mission Fields area is in the 100 year flood plain of the Carmel River.

The Mission Tract area is immediately south of the City. This area includes medium density residential uses, the Mission Ranch, Hodges Property, the Carmel River School, and Carmel Sanitary District Wastewater Treatment Plant. The Mission Ranch is developed with 26 visitor units, a restaurant, and a tennis club. A large portion of the Mission Ranch and adjacent Hodges property are undeveloped and include part of the wetlands of the Carmel River Lagoon. These properties are zoned medium density residential, resource-conservation and schools.

Carmel Point is a 150-acre residential neighborhood south of the City, north of Carmel River and along the coast. Other uses in the area include two visitor accommodations and

FIGURE 1.5



0' 2000'  
SCALE IN FEET

CARMEL  
by the Sea

Sphere of Influence  
and Urban Service Boundaries



the Carmel River Beach. This area is County-zoned medium density residential, parks and resource conservation.

Carmel Hills, within the City's Urban Transition Area, is 115 acres between Highway 1 and the proposed Hatton Canyon Roadway. This area includes single-family residences, zoned at medium density and the Carmel High School. About 75 lots in the Carmel Hills area are on septic tanks and not served by sanitary sewage otherwise provided by the Carmel Area Wastewater District.

Most of the residential area in the Sphere of Influence is in larger lots than the City's standard 4,000 square foot size. Rezoning these properties to Carmel's standard R-1 zoning would be inappropriate since it would not reflect existing development patterns and may increase density in the fringe areas of the community. Adopting a separate R-1 ordinance provision for these potential annexation areas similar to what has been adopted in the past, would maintain the existing lot sizes and density. Special consideration should be given to the Mission Ranch and Hodges properties since they represent the largest undeveloped areas within the Sphere of Influence.



## Goals, Objectives and Policies

### Community Character and Land Use

**G1-1 Continue to preserve and maintain the predominance of the residential character in Carmel through appropriate zoning and land development regulations in all districts.**

**G1-2 Preserve the residential village character and perpetuate a balance of land uses compatible with local resources and the environment. (LUP)**

**O1-1** Retain the established patterns of land use throughout the City. (LUP)

**O1-2** Limit commercial activity, both as to its scope and physical land spread within the present commercial and multifamily districts.

**P1-1** Preserve the boundaries of the single-family residential area and allow rezoning within this area only to less intensive uses such as open space or parkland. (LUP)

**P1-2** Contain the commercial district within an area no larger than the 1982 boundary shown in Figure 1.3 of the Land Use Element. (LUP)

**P1-3** Consider prohibiting on-street parking in certain areas of the R-1 district for non-residential purposes as part of a City-wide parking management program. Allow through a conditional use permit the improvement of existing off-street parking areas in the R-1 district as identified in **P1-142**.

**P1-4** Preserve the multifamily district as a residential area. Prohibit new commercial construction in this area but allow the existing amount of commercial space and existing hotels/motels to remain as a conforming use. (LUP)

**P1-5** Preserve the development pattern established in the commercial area with a central core area of ground floor retail and service activities surrounded by a less intensive buffer area of residential, motels, offices and other uses. (LUP)



- P1-6** Monitor the mix of permitted and conditional uses in the commercial and multifamily land use districts in order to maintain a transition of land use to the single-family residential district.
- P1-7** Develop specific densities for apartments and condominiums in all commercial and the multifamily districts.
- P1-8** Continue to encourage mixed land uses that create new second floor apartments located over ground floor retail and service uses in the commercial district on streets where a pattern of second story buildings already exists. (LUP)
- P1-9** Develop a definition of high intensity land use based on the impacts the use has on adjoining land uses, and allow high intensity land uses only when the adverse impacts of such uses can be mitigated.
- O1-3** Preserve the economic integrity of the community and maintain an economic philosophy toward commercial activity ensuring compatibility with the goals and objectives of the General Plan.
- P1-10** Provide incentives to property owners to encourage resident serving business in all commercial land use districts.
- P1-11** Encourage unique, quality commercial uses that serve the intellectual, social, material, and day-to-day needs of both the local community and visitors.
- O1-4** Maintain a mix of commercial uses that are compatible with the character of Carmel as a residential village.
- P1-12** Continue the numerical land use classification system as established in the current edition North American Industrial Classification System (NAICS) to inventory the existing commercial operations and the primary goods and services provided. Permit ancillary uses only when related to the primary use.
- P1-13** Adopt specific requirements or ordinances defining a maximum percentage of ancillary uses, together with maximum areas of window display to be devoted to advertising or displaying secondary goods and/or services.



- P1-14** Discourage evening commercial activity, especially on the perimeter of the commercial district that may be detrimental to the livability of adjacent residential areas.
- P1-15** Require that all retail uses shall be conducted within a fixed place of business within the City. No individual retail sales or soliciting from business to business (“in and about”) shall be allowed.
- P1-16** Periodically review the mix of business uses in all commercial districts to assess the progress in achieving the land use objectives of the community and the success of policies and ordinances in achieving those objectives.
- P1-17** Prohibit the creation of any additional motel units within the City.
- P1-18** Prohibit the creation of any stock cooperatives within the City/also prohibit the demolition and/or conversion of any apartment units to create condominiums.
- O1-5** 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.
- P1-19** Limit the number of business uses in the commercial district selling food for immediate consumption by pedestrians, including restaurants, bakeries, delicatessens and specialty food stores to reduce the generation of litter and food material on public rights-of-way and to help maintain a balanced mix of uses.
- P1-20** Encourage outdoor eating areas that are in character with the design of the commercial district, do not adversely impact adjacent residential land uses, interfere with pedestrian or vehicular circulation, or result in a net increase in the mount of restaurant seating.
- P1-21** 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.



- P1-22** Establish methods that will result in limiting or reducing the number of certain uses including but not limited to drinking places, art galleries, gift shops, T-shirt shops, and jewelry stores in the Central Commercial Land Use District. Fast food operations are prohibited.
- O1-6** Recognize the natural resources and scenic quality of Carmel as a coastal community and allow uses in the community that are consistent with local needs, the Carmel Local Coastal Plan, and the California Coastal Act.
- P1-23** Prohibit any construction of substantial or permanent structures on the beach or within Carmel Bay except where required to protect existing structures in danger from erosion. Require design review for any structure proposed and minimize conflict with the scenic and aesthetic character of the beach environs through such review.
- P1-24** Implement Carmel's adopted Local Coastal Plan.
- P1-25** Recognize Carmel's Areas of Land Use Sensitivity, as shown in Figure 1.4 in future land use decisions.
- P1-26** Adopt as Carmel's Land Use and General Plan map Figure 1.3 of this Element.
- P1-27** Continue to ensure that development, whether commercial or residential, does not diminish the village character by excessively blocking important public or private views and disturbing natural topography, mature trees, or native growth.
- P1-28** Preserve the significant coastal views identified in the R-4 district for public enjoyment
- O1-7** Adopt standards for subdivisions that will retain the scale and character of the City and reflect the subdivision and development patterns within existing neighborhoods. (LUP)
- P1-29** Prevent the creation of new lots of less than 4,000 square feet in area. Encourage the formation of larger lots with proportionately lower allowable site coverage and floor area and with greater potential for open space. (LUP)



- P1-30** Prohibit any further subdivision and/or creation of new building sites west of San Antonio Avenue and within any block fronting on North San Antonio Avenue or Scenic Road. (LUP)
- P1-31** Discourage any future subdivision of land or lot-line adjustment unless it can be demonstrated that the character of the block and neighborhood will be maintained. (LUP)
- P1-32** Preserve significant areas of vegetation and open space when approving subdivisions and lot line adjustments through the appropriate siting of buildings and other allowed improvements. (LUP)
- P1-33** Evaluate and minimize the impacts of proposed lot line adjustments and subdivisions on traffic, access, trees, topography, utilities and public services through the approval process. (LUP)
- P1-34** Inventory all building sites that contain portions of lots or lot fragments left over from previous subdivisions. Consolidate all lots or portions of lots with adjoining lands within the same building site through the filing of lot merger or lot line adjustment documents when additional development is proposed. (LUP)
- P1-35** Establish criteria for evaluating lot line adjustments and subdivisions that will protect environmental resources, and ensure that proposed lots will be consistent with the pattern of existing parcel sizes within the surrounding neighborhood. (LUP)
- P1-36** Avoid the creation of land use and design nonconformities through approvals of lot line adjustments, subdivisions and the creation of building sites.

### Residential Development

- O1-8** Preserve the traditional characteristics of scale, good site design and sensitivity to neighboring sites in the single-family residential district through the design approval of new homes, additions and exterior remodeling. Encourage the construction of residences that are diverse and innovative in design yet compatible with the forest setting, site design and materials established by other structures within the neighborhood and adopted Residential Design Guidelines. (LUP)



- P1-37** Require design review for new homes and second story additions in the residential district. Require design review for exterior remodeling that significantly affects the character or appearance of structures and sites in the R-1 District. Ensure that approved designs do not disrupt the existing neighborhood character by introducing inconsistent design elements.
- P1-38** Each site shall contribute to neighborhood character including the type of forest resources present, the character of the street, the response to local topography and the treatment of open space resources such as setbacks and landscaping. It is intended by this policy that diversity in architecture be encouraged while preserving the broader elements of community design that characterize the streetscape within each neighborhood. (LUP)
- P1-39** Site improvements shall be compatible with, and sensitive to, the natural features and built environment of the site and of the surrounding area. Design solutions should relate to and take advantage of site topography, vegetation and slope. Designs shall recognize the limitations of the land and work with these limitations rather than ignoring them or trying to override them. (LUP)
- P1-40** Residential designs shall maintain Carmel's enduring principles of modesty and simplicity and preserve the City's tradition of simple lines set amidst a forest landscape. Buildings shall not present excess visual mass or bulk to public view or to adjoining properties. Buildings shall relate to a human scale in their forms, elements and in the detailing of doors, windows, roofs, and walkways. Oversized design elements make structures appear dominating and monumental. This out-of-scale character represents a poor fit to the human form, vitiates the more intimate, rural charm and village character of Carmel-by-the-Sea and should be avoided. (LUP)
- P1-41** The design of structures shall be coordinated with open space to enhance the park-like environment of the City. Open space should be distributed around buildings to provide visual relief from structural bulk and a distinct separation from buildings on adjacent sites. Designs shall coordinate structural elements with landscaping to achieve a pleasing overall site design. (LUP)



- P1-42** Prior to submittal of design plans for new development that will alter the building footprint, add a second story or involve excavation, a site plan shall be prepared by a qualified professional to document topography, drainage features, existing trees and structures, street edge, and existing conditions on adjacent properties. Using this site plan, the City's planning staff and City Forester shall prepare a preliminary site assessment that includes an evaluation of the design character, streetscape attributes, potential historic resources, and forest resources of the block and neighborhood as well as the resource constraints of the site. Submittal of a Forest Enhancement and Maintenance Plan shall be required from project applicants in response to the site assessment. The Plan shall address the impacts of the proposed development on the existing forest conditions of the site. Site Plan designs shall recognize the constraints of the land and work within these limitations. Minimize the extent of excavation and fill on a site to avoid adverse impacts on trees and ensure that new development follows the natural contours of the site. (LUP)
- P1-43** Maintain and enhance the informal, vegetated, open space character of the City's rights-of-way. Trees in the rights-of-way shall not be removed to provide parking. With the exception of driveways, installation of new paving in the rights-of-way by private property owners is prohibited. (LUP)
- P1-44** Prohibit the removal of significant trees (as determined by the City Forester) unless it would prevent a reasonable economic use of the site or pose a threat to health and safety. Locate buildings and other site structures to avoid removal and pruning and otherwise minimize damage to existing significant trees. Avoid impacts to trees by avoiding/minimizing impacts to the root protection zone identified by the City Forester during the preliminary site assessment. Establish continuity of landscape elements throughout each neighborhood. Replace trees removed for construction with appropriate trees of the urbanized forest. Require that they be nurtured until well established. (LUP)
- P1-45** All demolitions, rebuilds, remodels, and substantial alterations shall be consistent with the following findings:



- The design uses simple/modest building forms and a limited number of roof planes, and a restrained employment of offsets and appendages consistent with the City's Design Objectives.
- Mass of the building relates to the context of other homes in the vicinity.
- The development is similar in size, scale, and form to buildings on the immediate block and neighborhood.
- The development does not require removal of any significant trees unless necessary to provide a viable economic use of the property or protect public health and safety. All buildings and structures will be setback a minimum of 6 feet from significant trees. (LUP)

**P1-46** Require design review of proposed developments in the residential districts that are near designated parkland or that involve severe slopes, large structures or unusual design, to protect the character of individual neighborhoods and avoid inharmonious or out-of-scale development. (LUP)

**P1-47** Apply the City's Residential Design Guidelines that explain the qualities that are characteristic of the community to assist in the preparation and approval of plans for residential development through the design review process. Include provisions for scale, mass, bulk, height, setbacks, open space, landscaping, exterior materials, lighting and community character. Establish procedures for using the guidelines that will allow flexibility and creativity in architectural expression yet maintain continuity in the design character of the residential district. (LUP)

**P1-48** Establish maximum limits on site coverage and floor area in order to preserve open space and avoid excessive mass and bulk. Establish provisions for a smaller ratio of allowable coverage and floor area on larger sites and on sites constrained by environmental factors to preserve open space, vegetation, natural landforms and the character of surrounding neighborhoods. (LUP)



- P1-49** Limit above-grade floor area on 4,000 square foot lots to a maximum of 1,800 square feet. Projects with less above-grade square footage shall be preferred. Structural coverage shall not exceed 45% of the site. Total site coverage (structural and other impermeable coverage) on 4,000 square foot lots shall not exceed 55% of the site. Locate open space so that it visually links with adjacent properties. (LUP)
- P1-50** Establish landscaping standards to preserve the urban forest of Monterey Pines, Monterey Cypress, Redwoods and Coast Live Oaks, and encourage informal gardens using native vegetation to maintain the natural character of open spaces in the residential areas. (LUP)
- P1-51** Consider the effect of proposed residential construction on the privacy, solar access and private views of neighbors when evaluating design review applications. Avoid designs that are insensitive to the designs of neighboring buildings. Attempt to achieve an equitable balance of these design amenities among all properties affected by design review decisions. (LUP)
- P1-52** Establish and enforce permit standards for properties fronting on and to the west of North San Antonio and Scenic Road (the Beach District). The standards shall address identification and preservation of possible prescriptive rights of access, securing continuous lateral access and protection of public viewsheds to and along the coast. Limit the height of buildings in this area to 18 feet. (LUP)
- P1-53** Promote the undergrounding of utilities where feasible and with minimum detriment to the root systems of trees. (LUP)
- P1-54** Limit exterior lighting to prevent glare and preserve the traditional low levels of illumination during hours of darkness.
- O1-9** Recognize the contribution of existing public and quasi-public land uses in the R-1 district that serve local needs. Allow these existing uses to continue, but limit their expansion and minimize impacts on surrounding R-1 neighborhoods. (LUP)



- P1-55** Limit public and quasi-public uses in the R-1 district (such as schools, churches, clubs and foundations) to those sites already established. Prohibit the establishment of new sites and the enlargement of existing sites. (LUP)
- P1-56** Require use permits for all public and quasi-public uses in the R-1 district and only allow modifications to these uses through use permit amendments. Limit the physical expansion of any existing structures and the construction of new facilities and uses to those that will not materially increase traffic, noise, parking demand, ~~and~~ or create other adverse impacts on surrounding R-1 neighborhoods. (LUP)
- P1-57** Require design modifications to existing public and quasi-public uses in the R-1 district to be reviewed by the Planning Commission. Apply design standards to such modifications that are consistent with R-1 design regulations applying to residential property.
- P1-58** Establish criteria for the intermixing and replacement of public and quasi-public uses on existing sites, such as school use at a church, etc.

### **Commercial Development**

- G1-3** 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. (LUP)
- O1-10** Apply design regulations for the commercial district that will protect its established character while supporting the land uses contained therein. (LUP)
- O1-11** Maintain pedestrian-oriented and attractive commercial and multifamily districts that are well integrated into the residential character of the community.
- P1-59** Preserve the existing land use pattern in the commercial district with retail uses limited to the core area at ground level surrounded by a buffer area of residential uses, motels and offices that provide a transition to the residential district. Ensure that land use and design standards for these two areas remain coordinated. (LUP)



- P1-60** Encourage visitor-oriented retail businesses to be located primarily in a core area of the total commercial district.
- P1-61** Allow resident-oriented businesses in all areas of the commercial district and particularly encourage such businesses in areas that also are in close proximity to community, cultural and public facilities within the commercial district.
- P1-62** Continue to encourage the established mixed-use pattern (residential over commercial uses) in all commercial districts. (LUP)
- P1-63** Protect the special and unique character of Ocean Avenue and the surrounding commercial area. Ensure, through the administration of land use and design regulations, that the architecture, landscape, scale and ambience of this area is maintained. (LUP)
- P1-64** Through design review require architectural and site design within the commercial land multifamily districts to be compatible with the traditional village character.
- P1-65** Prohibit new driveways on Ocean Avenue leading to off-street parking facilities in the central commercial district to conserve the pedestrian-oriented design character of this area and avoid auto/pedestrian conflicts. (LUP)
- P1-66** Retain the scale and variety of design established in the retail core when considering changes to buildings that are not historic. Protect, preserve and rehabilitate historic commercial architecture that represents the character, ambience and established design context of the commercial area. (LUP)
- P1-67** Preserve all existing courtyards in the core of the commercial district as a distinctive architectural feature of the City's pedestrian-oriented retail area. Encourage the establishment of new courtyards and intra-block walkways. (LUP)



- P1-68** Implement design regulations and design guidelines to ensure that buildings and storefronts in the retail core maintain the design features characteristic of this area including appropriate scale, minimal setbacks, attractive landscaping and consistency in the treatment of windows, awnings, exterior materials and building lines throughout each building. (LUP)
- P1-69** Continue to control the scale and mass of both one and two story buildings through design review. Guidelines should retain design flexibility, should not be so restrictive that all buildings would look alike, and should recognize that in certain areas, the absence of setbacks is positive and contributes to the character of Carmel.
- P1-70** Retain a less intensively developed buffer area surrounding the core that provides a transition to the residential neighborhoods. Ensure that design standards for this buffer area reflect more open space, landscaping, setbacks and on-site parking typically needed for the uses in this area. (LUP)
- P1-71** Adopt appropriate ordinances that will regulate uses, including the intensity of land use, in a manner that is consistent with the character of Carmel, including the concept of planned commercial zoning through the permit procedure and specific criteria for such use permits.
- P1-72** Maintain zoning regulations that avoid land uses of large size and scale (5,000 square feet or more) that have high traffic and parking generation rates such as retail or restaurant uses. (LUP)
- P1-73** Require that any development of mini-malls or merchandise marts is subject to review by the Planning Commission.
- P1-74** Periodically review and, if necessary, revise commercial design regulations to ensure that alterations and new buildings will contribute to the character and identity of Carmel-by-the-Sea.



- O1-12** Intensify enforcement of zoning codes to maintain the residential character of the City.
- P1-75** Identify all existing non-conforming uses. Those determined to be both desirable and appropriate for the zones in which they are located should become allowed or conditional uses. Consider the amortization of all other non-conforming uses.
- P1-76** Develop and maintain an effective program for the systematic enforcement of all codes.
- P1-77** Annually inspect motels in the R-1 district for conformance with their use permit and/or appropriate code regulations.
- P1-78** Review and develop measures to restrict commercial short-term rental of single-family residences in the R-1 district.
- P1-79** Continue to prohibit the sale of interests in and rights to use real property in the City on a timesharing basis.
- O1-13** Maintain diligent control over signs and other advertising or notice-attracting facilities in order to avoid unsightly, bizarre, and/or out of scale visual impacts, including exterior lighting and lights from window displays. (LUP)
- P1-80** Prohibit unsightly design elements such as excessive numbers of signs, nonfunctional awnings, exterior displays, interior displays, and excessive interior lighting used primarily as advertising or attention-getting features visible from the public rights-of-way. (LUP)
- P1-81** Prohibit business signs incorporating lights, luminous or fluorescent paints, or movement. (LUP)
- P1-82** Encourage business signs that are simple in graphic design, informative of the business use, and compatible in color and design with adjoining structures. (LUP)



## Cultural Resources

### Historic Preservation

**G1-4 Promote the identification and preservation of historic resources including buildings, structures, objects, sites, districts, and archaeological resources that represent the unique architectural, cultural, and historic and prehistoric identity of Carmel-by-the-Sea. The definition of historic resources shall include the built environment, prehistoric resources and historic archaeological resources. (LUP)**

**O1-14** Maintain an inventory of historic resources. (LUP)

**P1-83** Conduct an ongoing historic survey to identify and document historic resources throughout the City. The City shall engage historic preservation professionals meeting the qualifications established by the State Office of Historic Preservation to conduct all research, historic evaluation and documentation using accepted methodology and standards of the profession. All surveyed resources that meet the criteria established by City policy shall be included in the Carmel Inventory of Historic Resources (Carmel Inventory). The Carmel Inventory shall include historic resources significant at a State or National level (Primary Resources), historic resources significant at a local or regional level (Local Resources) and historic resources that are contributors to a district. The Carmel Inventory shall be updated on an ongoing basis as new resources are surveyed. (LUP)

**P1-84** All resources previously surveyed and evaluated by the City that meet the criteria established by the City's LCP shall, as of the date of certification of the Carmel-by-the-Sea LCP, be deemed included in the Carmel Inventory of Historic Resources. (LUP)

**P1-85** Maintain an Historic Context Statement that documents the historic periods, themes, events, people, architects and builders who have contributed to the cultural and developmental history of the City. Use the Historic Context Statement to identify, document and understand the importance of historic resources. Exclusion from this document shall not preclude a finding of significance for any resource. The Historic Context Statement shall be updated at least every five years. Updates shall be submitted to the California



Coastal Commission as LCP amendments. (See Appendix F: Historic Context Statement, Carmel-by-the-Sea, 1997). (LUP)

- P1-86** Apply California Register of Historical Resources (California Register) criteria<sup>4</sup> to identify and document all historic resources. Use the Historic Context Statement to interpret the California Register criteria in determining the significance of Carmel's historic resources. (LUP)
- P1-87** Establish procedures to add historic resources to the Carmel Inventory based on recommendations from a qualified professional, as part of the City's ongoing survey process. To qualify for listing in the Carmel Inventory, historic resources shall meet at least one of the California Register criteria, shall be representative of at least one theme included in the Historic Context Statement and shall retain substantial integrity<sup>5</sup>. Integrity (association, feeling, setting, location, design, materials and workmanship) shall be documented by comparing the existing condition of the resource with the original building plans or early photographs or other substantial evidence (e.g. literature review, architectural files, land records, Sanborn maps, etc.) and/or by physical inspection by a qualified historic preservation professional. (LUP)
- P1-88** To qualify for listing in the Carmel Inventory, an historic resource eligible under California Register criterion #3 only, shall (1) have been designed and/or constructed by an architect, designer/builder or contractor whose work has contributed to the unique sense of time and place recognized as significant in the Historic Context Statement; (2) have been designed and/or constructed by a

---

<sup>4</sup> The California Register has four criteria for historic significance. These (1) are associated with events that have made a significant contribution to broad patterns of local or regional history or the cultural heritage of California or the United States; or (2) are associated with the lives of persons important to local, California or national history; or (3) embody the distinctive characteristics of a type, period, region, or method of construction or represents the work of a master or possesses high artistic values; or (4) has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation.

<sup>5</sup> Integrity is based on why a property is significant. Ultimately, the question of integrity is answered by whether or not the property retains the identity for which it is significant. The steps in assessing integrity are (1) defining the physical features that must be present for a property to represent its significance, (2) determining whether these features are still visible enough to convey significance, (3) determining whether the property needs to be compared to other similar properties to understand its significance and (4) determine which aspects of integrity are vital if the property is to qualify as a resource (adapted from the National Register of Historic Resources, Bulletin #15).



previously unrecognized architect, designer/builder or contractor if there is substantial, factual evidence that the architect, designer/builder or contractor contributed to one or more of the historic contexts<sup>6</sup> of the City to an extent consistent with other architects, designer/builders or contractors identified within the Historic Context Statement.; (3) be a good example of an architectural style or type of construction recognized as significant in the Historic Context Statement; or (4) display a rare style or type for which special consideration should be given. (LUP)

- P1-89** Properties that display particularly rare architectural styles and vernacular/utilitarian types shall be given special consideration due to their particularly unusual qualities. Such rare examples, which contribute to diversity in the community, need not have been designed by known architects, design/builders or contractors. Rather, rare styles and types that contribute to Carmel's unique sense of time and place shall be deemed significant. (LUP)
- P1-90** Establish a Historic Preservation Board with powers and duties to administer the City's Historic Preservation Program. Establish requirements for Board members to demonstrate historic knowledge of Carmel, knowledge of history, architecture, archaeology, or past experience with preservation. (LUP)
- P1-91** Establish procedures for the Historic Preservation Board, based on recommendations from qualified professionals, to remove historic resources from the Carmel Inventory based on substantial evidence (e.g. incorrect evidence, invalid analysis, or loss of integrity of the identified historic resource). An historic resource listed on the Carmel Inventory shall be presumed historically significant and shall not be removed unless substantial evidence demonstrates that it is not an historic resource. (LUP)

---

<sup>6</sup> An historic context is a body of information about historic properties organized by theme, place and time. A single historic context describes one or more important aspects of the development of an area relating to its history, architecture, archaeology and culture. A context may be based on one or a series of events, patterns of community development, or associations with the lives of a person or group of persons that influenced the destiny and character of a place or region (from National Register Bulletin #24). Currently there are five themes developed in Carmel's Historic Context Statement. They are: (1) Prehistory and Hispanic Settlement, (2) Economic Development, (3) Government, Civic and Social Institutions (4) Architectural Development in Carmel and (5) Development of Art and Culture.



- P1-92** Notify property owners upon identification of each historic resource included in the Carmel Inventory. Provide information to property owners on the City's preservation program and explain the benefits and responsibilities of owning an historic resource. Encourage owners to place their historic resource on National, State or Local Registers to maximize potential benefits to the owner and to the public. (LUP)
- P1-93** Use the Carmel Inventory to identify historic resources for purposes of required coastal development permit and California Environmental Quality Act (CEQA) review of proposed projects. Historic resources on the Carmel Inventory shall have a presumption of significance pursuant to CEQA § 21084.1 and shall be treated as historical resources under CEQA. Failure to include a property on the Carmel Inventory shall not preclude a future determination that it qualifies as an historic resource based on new evidence. (LUP)
- P1-94** Establish a process to help preserve and provide public recognition of historic resources. (LUP)
- P1-95** Establish a Carmel Register of Historic Resources (Carmel Register). Place all surveyed historic resources that are significant at the National or State level (i.e. Primary Resources) on the Carmel Register. (LUP)
- P1-96** Establish a process for the voluntary registration of local historic resources. Invite and encourage the owners of all local historic resources identified on the Carmel Inventory to register these resources. Provide regulatory and monetary incentives to encourage voluntary registration of local historic resources identified in the Carmel Inventory. (LUP)
- P1-97** Establish a process for the registration of historic districts identified in the Carmel Inventory. Register a district unless owners of more than 50% of the contributors within the district boundary file an objection to the registration. (LUP)
- O1-15** Protect the design character and context of the residential and commercial areas to maintain an appropriate setting for historic resources. (LUP)



- P1-98** Ensure, through the City's development review processes, that new and altered buildings, whether historic resources or not, are consistent with review standards and zoning ordinances. (LUP)
- P1-99** Implement guidelines for the commercial and residential areas that reflect the design context established by historic patterns of development and explain, illustrate, and establish standards to perpetuate the City's design context, setting, and community character consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for Preserving, Rehabilitating and Restoring Historic Buildings (Secretary of the Interior's Standards and Guidelines). (LUP)
- P1-100** Implement guidelines for civic design to preserve unique community character resources (e.g. public structures, street signs, landscape features and materials, etc.). Incorporate the concept of cultural landscapes (e.g. streets and other non-building open space features) in future revisions to the Historic Context Statement and develop guidelines for their preservation. (LUP)
- P1-101** Use the State Historical Building Code for historic buildings and properties. Foster a greater understanding of this Code among architects and building professionals. (LUP)
- P1-102** Minimize adverse impacts to historic resources from natural disasters by promoting seismic safety, flood protection, and other building safety programs. Ensure the preservation of historic resources identified in the Carmel Inventory through the development and implementation of an effective emergency response plan. (LUP)

**G1-5 Protect and enhance historic resources. Ensure that City ordinances, development review processes and administrative policies support, facilitate and coordinate with preservation activities. Provide incentives for property owners to preserve and rehabilitate historic resources. (LUP)**

**O1-16** Pursue and support the use of appropriate Federal, State, local, and private grants, loans, tax credits, and tax relief. Develop or assist financial, technical, and legal assistance programs to encourage or assist with rehabilitation and maintenance. Participate in the State and Federal preservation process and programs. Make application to the State for



becoming a Certified Local Government (CLG), which enables the City to receive technical training. (LUP)

**O1-17** Incorporate historic preservation principles into the City's project review processes. Avoid and minimize potential impacts on historic resources when developing and enforcing land use, design review, zoning, building code, fire code, environmental review, and other City regulations. (LUP)

**P1-103** Use the Secretary of the Interior's Standards and Guidelines as the standard of review for development projects affecting historic resources. The City shall retain qualified professionals to evaluate and present to the Historic Preservation Board for review proposed exterior changes to historic resources to determine whether they are consistent with the Secretary of Interior's Standards and Guidelines. (LUP)

**P1-104** Prohibit the demolition of all historic resources and prohibit changes to historic resources that are inconsistent with the Secretary of Interior's Standards and Guidelines unless it is determined through environmental review that alternatives consistent with the Secretary of Interior Standards are not feasible. When completing environmental review of any project affecting an historic resource, require exploration of one or more alternative designs that would be consistent with the Secretary of the Interior's Standards and Guidelines Standards. (LUP)

**P1-105** Apply the Design Review Guidelines to ensure preservation, protection, enhancement, rehabilitation, reconstruction, and perpetuation of existing structures of historic significance in a manner consistent with the character of the village. Such criteria shall include, but not be limited to, architectural design, size, scale, height, spatial relationships, window, dormers, appurtenances, proportion and placement of improvements on the parcel, and landscaping, including planting or removal of vegetation. (LUP)

**P1-106** Recognize existing architectural features and styles when reviewing alterations to historic resources. Strive to achieve compatibility between these historic elements and proposed changes. Allow historic resources included in the Carmel Inventory to retain existing land use and/or design nonconformities when proposed rehabilitation or repairs are found to be consistent with



the Secretary of Interior's Standards and Guidelines. Allow changes to historic resources in the Carmel Inventory that expand an existing design nonconformity or create a new design nonconformity only when this is found to be necessary to achieve consistency with the Secretary of Interior's Standards and Guidelines. (LUP)

- P1-107** Minimize adverse impacts to historic resources from natural disasters by promoting seismic safety, flood protection, and other building safety programs. Ensure the preservation of resources identified in the Carmel Inventory through the development and implementation of an effective emergency response plan. Prohibit and adopt penalties for intentional neglect and/or vandalism of historic resources ("demolition by neglect"). (LUP)

### Archaeological Resources

- O1-18** Identify and protect archaeological resources within Carmel. (LUP)

- P1-108** Maintain an Archaeological Overlay District in the Carmel Zoning Ordinance. Include the area of potential archaeological significance (Figure 1.4) and the commercial and R-4 Districts within the Overlay District. Establish the Archaeological Resources Management Report (AMAR Preservation Bulletin) as the standard report format for all documentation. Accept reports only from Registered Professional Archaeologists (RPA). (LUP)
- P1-109** Require a Phase I Archaeological Study performed by a Registered Professional Archaeologist to determine whether significant archaeological resources may be present when excavation activity is proposed within the Overlay District. (LUP)
- P1-110** All available measures, including redesign and obtaining archaeological easements, shall be pursued to avoid development on sensitive archaeological sites. Site preservation shall be preferred over excavation of the resource. (LUP)
- P1-111** If archaeological resources are discovered during construction, work shall cease immediately and the resource shall be preserved or the impact mitigated according to these policies. This policy shall apply Citywide. (LUP)



- P1-112** P6-27 Require monitoring and either safe retrieval, collection and archiving or preservation in-situ of all identified archaeological resources. Conduct all testing, monitoring and mitigation of impacts in accordance with the recommendations of a Registered Professional Archaeologist and consistent with the requirements in the State CEQA Guidelines section 15064.5. (LUP)
- P1-113** Transmit all archaeological resource reports and attachments to the Northwest Information Center as designated by the State Office of Historic Preservation. (LUP)

## Community Infrastructure

### Water Resources

- G1-6 Protect, conserve and increase Carmel's available water resources and water quality.** (LUP)
- O1-19** Maintain and enhance a viable domestic water supply for the City through conservation techniques and direct involvement in regional water policies, including cooperation with the Monterey Peninsula Water Management District (MPWMD) and the California-American Water Company. (LUP)
- P1-114** Monitor efforts of the Carmel Area Waste Water District and other cooperating agencies in the development of a non-potable water reclamation (recycling) program to conserve available potable water resources; participate in any reallocation of water after implementation of the reclamation program. (LUP)
- P1-115** Monitor the capacity of the Carmel Area Wastewater District for wastewater treatment. Ensure sufficient capacity is available for all projected development with priority given to uses consistent with the Coastal Act, including residential uses, and that this capacity is considered in all land use decisions.
- P1-116** Where existing public services including water can accommodate only a limited amount of new development, priority uses, including essential public services, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by services to other development. (LUP)
- P1-117** Institute conservation measures to preserve compliance with the City's water allocation limits. Retrofit commercial and residential



buildings with conservation devices. Consider adopting ordinances that will impose penalties for non-essential water use. (LUP)

- P1-118** Monitor the Monterey Peninsula Water Management District to ensure sufficient capacity is available to Carmel to fulfill the goals of the General Plan.
- P1-119** Participate in water conservation programs established by the City or as developed by the California-American Water Company and the Monterey Peninsula Water Management District. (LUP)
- P1-120** Participate with other jurisdictions and with the Monterey Peninsula Water Management District in periodic reviews of the District-wide allocation system in order to maintain equitable distribution of potable water and participate in studies supporting the development of new water sources. (LUP)
- P1-121** Use appropriate vegetation for all public rights-of-ways. Require drought-tolerant plants for at least 75% of the commercial and residential landscaping on each development site. Require the use of native plants and/or non-invasive drought-tolerant plants adapted to the Central Coast environment in all landscapes plans for new development. (LUP)
- P1-122** Explore and utilize natural springs within the City for landscaping and other public purposes. (LUP)
- O1-20** Maintain an effective program to monitor water use in the City and to ensure the availability of water to fulfill the goals of the General Plan. (LUP)
- P1-123** Applications for new development shall demonstrate an adequate public (i.e. publicly-managed) water supply (e.g. the Cal-Am/MPWMD system or their successor agencies) to support the proposed development. Private water supplies are prohibited to serve existing and new development.

Applications for new development shall not be filed without a City determination that (1) no new water is required to serve the new development; or (2) there is water available in the City's allocation from the regional supply to support the new development. This determination shall include an evaluation of the proposed



development's water demand, based on MPWMD's water unit value system (or equivalent regional system in effect at the time of the determination). All water transfers and corresponding retirements, if any, shall be described and agreed to prior to any City determination.

Prior to the commencement of construction of new development, evidence of water service, in the form of a water use permit from the Monterey Peninsula Water Management District (or successor agency), shall be provided to the City Planning Department. (LUP)

- P1-124** Establish priorities for ongoing water use in the event that further reduction of water consumption is required (e.g. during droughts or State-ordered cutbacks). (LUP)
- P1-125** Prohibit new subdivisions requiring additional water resources until water supplies are available to, and reserved for, all existing subdivided parcels. (LUP)
- P1-126** Monitor development in the Sphere of Influence for impacts on the capacity of the Carmel Area Wastewater District and Monterey Peninsula Water Management District.

### Sphere of Influence

- O1-21** Develop plans for the Sphere of Influence and Urban Service Areas that provide a logical, orderly direction for possible future annexations.
- O1-22** Amend the City's Land Use Code to provide zoning requirements for existing and future land uses in the Sphere of Influence.
- P1-127** For areas within the City's Sphere of Influence encourage the continuation of existing low intensity development and ensure through pre-annexation zoning that land uses and densities are compatible with Carmel.
- P1-128** Adopt separate zoning ordinance provisions in the residential areas for the Sphere of Influence to maintain current existing lot uses and assure compatibility with existing development.
- P1-129** Upon annexation, zone areas for residential use and low intensity land use reflecting existing patterns. Retain county zoning for



existing commercial uses upon annexation until further study determines the appropriate zoning category.

**P1-130** Prior to any possible annexation, adopt plans and land use regulations for the Mission Ranch that would maintain the existing visitor serving uses and preserve the wetlands.

**P1-131** Control habitable uses in the flood hazard zones.

**P1-132** Revert the Robert Louis Stevenson School, Carmel High School and Carmel River School sites to single-family residential uses, parkland or public uses compatible with the surrounding neighborhoods when educational uses are discontinued.

**O1-23** Support efforts to reduce congestion on Highway-1.

**P1-133** Support efforts of Monterey County and Cal Trans to reduce traffic congestion on Highway-1 between Carpenter Street and Rio Road.

**P1-134** Support efforts to improve and maintain quick and convenient access to community services located on Highway-68 and at the mouth of Camel Valley.

**P1-135** Support Highway Improvement Project for Safe Route-1 (near Carmel) alternatives that direct traffic entering and leaving the City toward ocean Avenue and Rio Road rather than Carpenter Street or Serra Avenue.

**P1-136** Monitor the volumes and environmental effects of traffic entering and leaving the City and mitigate adverse impacts of noise, congestion and unsafe traffic conditions wherever practical.

**P1-137** Support a Highway Improvement Project for State Route-1 (near Carmel) alternative that is designed to be aesthetically compatible with Carmel's natural setting with minimal environmental impact.

**P1-138** Explore opportunities with the State Department of Transportation and Monterey County for establishing a park and ride facility within the Hatton Canyon alignment rights-of-way.

**P1-139** Support a Highway improvement Project Alternative for widening the existing alignment of State Route-1 near Carmel.