

CHAPTER 3

ENVIRONMENTAL SETTING

This chapter of the EIR generally addresses the project area's environmental setting and existing and designated land uses in the project area. This section also provides an overview of relevant land use plans and policies applicable to the project and describes the cumulative development scenario. Additional existing setting information specific to each environmental issue area is provided and a detailed analysis of the project's consistency with particular plans, policies, and implementation measures is included within each issue area discussion in Chapter 4 of this EIR.

3.1 PHYSICAL SETTING

3.1.1 Regional Setting

The project site is located in the unincorporated community of Pebble Beach, within Monterey County, California (refer to Figure 2-1). The site is within the Spyglass Cypress Planning Area of the Del Monte Forest coastal zone area. The Del Monte Forest coastal zone area is a large, almost exclusively privately held land area located along approximately 7 miles of central California shoreline that extends inland 3 to 4 miles in places. The 775-acre Spyglass Cypress planning area encompasses the shoreline south of Seal Rock Creek to and including Cypress Point, and is principally comprised of the Cypress Point and Spyglass Hill Golf Courses. This area also includes limited residential parcels, protected open space areas, and several coastal access points along 17-Mile Drive.

The Cypress Point shoreline is rugged and rocky with fairly shallow soil and rock outcrops supporting the endemic Monterey cypress. The northerly portion, generally inland of Fan Shell Beach and the Seal Rock area, is primarily made up of dune habitat (associated with the southernmost extent of the Asilomar Dunes dune system) with a native Monterey pine forest transition zone that extends inland.

3.1.2 Local Setting

The project site consists of a 2.165-acre parcel located approximately 750 feet southeast of the intersection of 17-Mile Drive and Signal Hill Road (refer to Figure 2-2). The site is within the LDR land use category and is zoned LDR/1.5-Design Control District, within the Coastal Zone. The site is currently developed with a single-family residence designed by architect Richard Neutra. The residence was found eligible for listing on the NRHP by the SHPO on June 13, 2014, and is listed in the CRHP.

The project site slopes downward from east to west, with the existing residence located at the upper end of the parcel near Signal Hill Road. The existing natural grade of the upper end of the parcel (underlying the area proposed for development) ranges from 105 to 95 feet above msl, resulting in an average grade of 100 feet above msl. Elevations at the lower end of the parcel (proposed for dune restoration) range from approximately 95 to 50 feet above msl. The project site is located on a remnant native sand dune, which is classified as an environmentally sensitive habitat area and is subject to the policies of the Del Monte Forest Area LUP. Existing vegetation includes native dune habitat, Monterey cypress trees, eucalyptus and Monterey pine trees, iceplant, and European beach grass.

Properties north and south of the project site along Signal Hill Road are also within the LDR category and are developed with large, single-family residences. Lands west of the project site

are within the LDR and Recreation categories and support undeveloped dune habitat within a vacant residential parcel and the Cypress Point Golf Course. The area east of the project site on the opposite side of Signal Hill Road is within the Shoreline designation and consists of undeveloped dune habitat. This area is designated as a Preservation Area by the Del Monte Forest LUP.

Land use and zoning designations are shown in Figures 3-1 and 3-2, below.

3.2 REGULATORY SETTING

State CEQA Guidelines §15125(d) states, “the EIR shall discuss any inconsistencies between the proposed project and applicable general plans and regional plans.” While CEQA requires a discussion of consistency with public plans, inconsistency does not necessarily lead to a significant impact. Inconsistency with public plans creates significant impacts under CEQA only when an adverse physical effect on the environment would result from the inconsistency. This section generally describes the plans and policies applicable to the proposed project. A detailed consistency analysis is included within each environmental issue area discussion in Chapter 4 of this EIR. Although a preliminary determination regarding project consistency is made, it is the responsibility of the County Planning Commission or Board of Supervisors, the lead CEQA decision makers, to make the final determination regarding consistency issues.

3.2.1 Applicable Plans and Policies

The following plans and policies are applicable to the proposed project and are described in the following sections:

- California Coastal Act
- Del Monte Forest Area Land Use Plan, dated May 2012
- Monterey County Coastal Implementation Plan
- Monterey County Zoning Coastal Implementation Plan, Title 20 (CIP Section 1)
- Del Monte Forest Coastal Implementation Plan, Part 5, dated May 2012
- Local Coastal Program, certified 1987
- 1982 Monterey County General Plan
- 2014-2019 Housing Element
- Water Quality Control Plan for the Central Coast Basin
- 2008 Air Quality Management Plan
- 2014 Regional Transportation Plan

3.2.1.1 State Plans and Policies

California Coastal Act

The California Coastal Act (Public Resources Code [PRC] §30000 et. seq.) is intended to “protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources.” The coastal zone is established by the California Coastal Commission (CCC), which has authority to permit, restrict, or prohibit certain development within the zone. The Coastal Act mandates protection of public access, recreational opportunities, and marine and land resources.

Figure 3-1. Land Use Designations

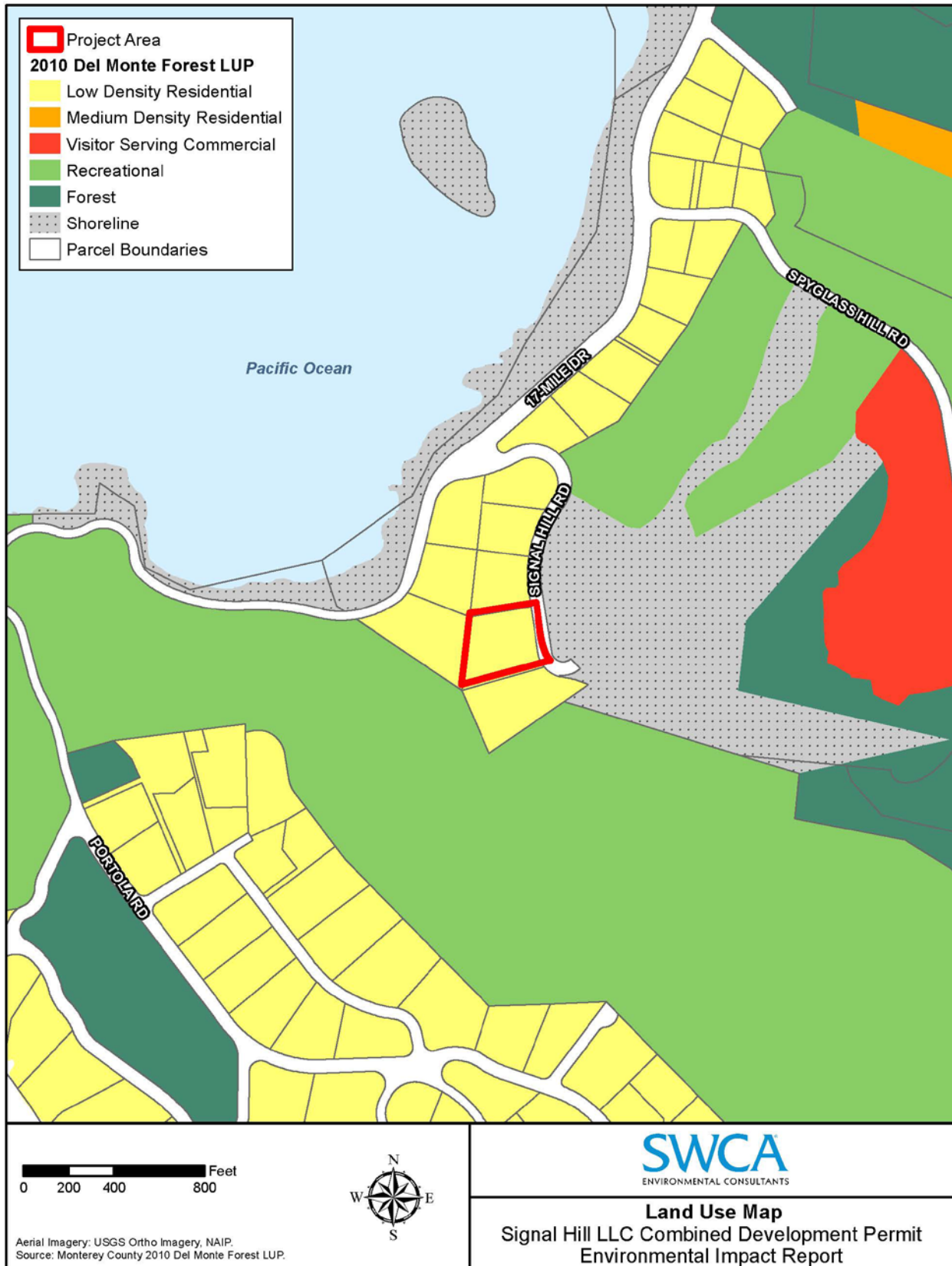
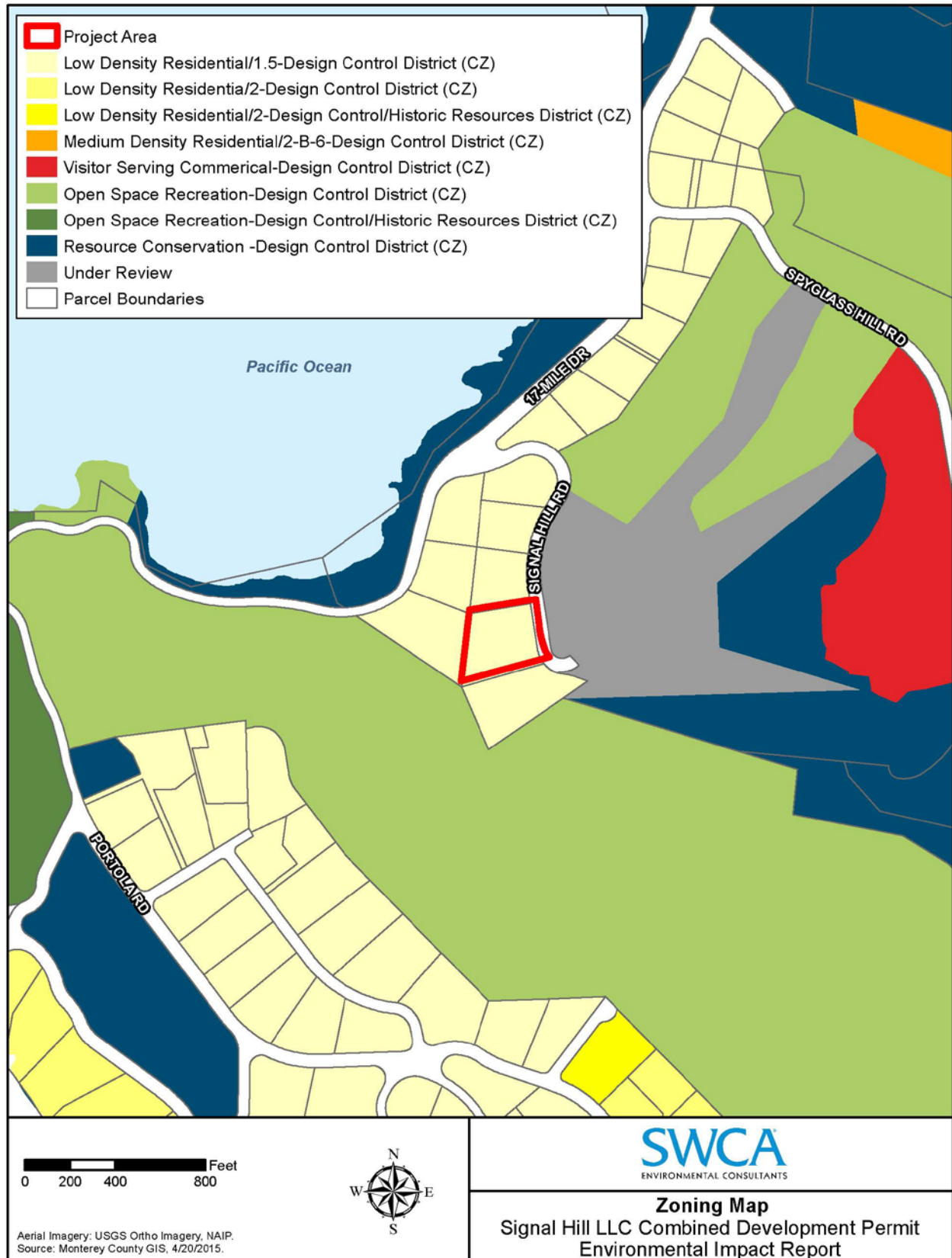


Figure 3-2. Zoning Map



This umbrella legislation requires local governments to prepare a land use plan and schedule of implementing actions to carry out the policies of the Coastal Act within local jurisdictions. Each local government within the state coastal zone must prepare a LCP for the portion of the coastal zone within its jurisdiction. The LCP must be certified by the CCC. The LCP includes a land use plan and implementing ordinances and actions. The land use plan that is part of the LCP indicates the kind, location, and intensity of land uses and applicable resource protection and development policies in the coastal zone.

3.2.1.2 County of Monterey Plans and Policies

Del Monte Forest Area Land Use Plan

The project site is located within the County of Monterey Del Monte Forest Area LUP. The Del Monte Forest Area LUP was first certified in 1984, and was last amended and adopted on May 22, 2012. The LUP is a component of the Monterey County LCP. The Del Monte Forest runs along 7 miles of almost all privately owned land and continues inland for 3 to 4 miles. Key LUP policies include: preservation of the freshwater and marine resources, protection of environmentally sensitive habitat areas, long-term preservation of forest areas, hazard avoidance, protection of scenic and visual resources, preservation of cultural resources, land use and development consistent with the LCP, adequate circulation and access, adequate water and wastewater services, provisions for housing opportunities, and maximization of public access to and along the shoreline.

The LUP is organized into six chapters:

- *Chapter 1, Introduction*, provides background context and information related to the Coastal Act, the County of Monterey LCP, and the Del Monte Forest LUP, including presenting the LUP's overall key policies.
- *Chapter 2, Resource Management Element*, identifies the main natural resource policies and provisions of this LUP, including identifying the Del Monte Forest natural resource setting, and the ways in which such resources are to be protected and managed over time.
- *Chapter 3, Land Use and Development Element*, identifies the main land use and development policies of the LUP, including parameters related to the balance between coastal zone resource conservation and development, as well as land use designations for Del Monte Forest property. The LUP is organized around eight planning areas and includes land use and development consideration for each of the planning areas. This chapter also includes a description of the Pebble Beach Company 2011 Concept Plan.
- *Chapter 4, Land Use Support Element*, presents the land use support policies of the LUP. It describes existing support systems in the forest, as well as the system improvements necessary to support forest development and land uses, including requirements related to provision of sometimes limited services. The chapter addresses circulation, water and wastewater services, and housing.
- *Chapter 5, Public Access Element*, presents additional public access policies, including identifying specific physical and visual access facilities and requirements along the Del Monte Forest shoreline and within the area as a whole. This chapter provides direction on how best to maximize public access and recreational opportunities in light of the unique ownership and private use patterns within the Del Monte Forest Area.

- *Chapter 6, Implementation*, describes the LUP's implementing mechanisms, and provides for its administration through the county's delegated coastal permitting authority.

Monterey County Coastal Implementation Plan

The Monterey County Coastal Implementation Plan was adopted by the Monterey County Board of Supervisors and certified by the CCC in May 2012. The Coastal Implementation Plan is published in six parts, including: Title 20 – The Coastal Zoning Ordinance (Part 1); Regulations for Development (Parts 2 through 5, applicable to specific planning areas); and Appendices and Applicable County Ordinances (Part 6). Parts applicable to the proposed project are described below.

Title 20 – The Coastal Zoning Ordinance of the County of Monterey

The Coastal Zoning Ordinance implements the Monterey County LCP. It establishes districts, regulations, and permit processes for unincorporated areas of the County within the Coastal Zone. The ordinance identifies land uses which are allowed within each coastal zoning district (or allowed subject to a discretionary permit process), and uses which are prohibited. The ordinance also regulates structural height, bulk, and setbacks, and prescribes other site development amenities and requirements such as parking, landscaping, and lighting control, within each district.

The Coastal Zoning Ordinance's identified purposes are:

- a. To assist in providing a definite plan of development for the County, and to guide, control, and regulate the future growth of the County, in accordance with the zoning plan;
- b. To protect the character and the social and economic stability of agricultural areas, residential areas, commercial areas, industrial areas, and other areas within the County and to assure the orderly and beneficial development of such areas;
- c. To protect the public safety from the location of structures and other uses of land which may cause interference with existing or prospective traffic movement on highways;
- d. To implement the Monterey County LCP, specific plans, and the policies and standards adopted by the Monterey County Board of Supervisors;
- e. To provide regulations of sufficient clarity and detail for the location and nature of Zoning Districts to provide the appropriate authorities and the public with clear standards and direction in the land use decision making process;
- f. To provide a sufficient level of review and public hearing processes for adequate and necessary public participation in the review of development projects; and
- g. To provide standards and procedures for preservation and exercise of property development rights.

Specific regulations in Title 20 applicable to the project are briefly described below.

Low Density Residential District

This district identifies areas to accommodate low density and intensity uses in the rural and suburban areas of the County. Allowable uses include the first single-family residence per legal

lot of record. The Coastal Zoning Ordinance establishes site development standards for the LDR District related to minimum building site area, maximum development density, structure height and setbacks, minimum distance between structures, maximum building site coverage, floor area ratio, parking, landscaping, lighting, and signs. The project site is within the LDR District.

Design Control District

The Design Control District (“D” District) provides regulation of the location, size, configuration, materials, and colors of structures and fences in areas of the County where design review of structures is considered appropriate to assure protection of the public viewshed, neighborhood character, and to assure the visual integrity of certain developments without imposing undue restrictions on private property. Proposed development within the “D” district is subject to submittal and approval of a Design Approval Application. The “D” district applies to all areas within the Del Monte Forest Land Use Plan.

Historic Resources District

The Historic Resources District (“HR” District) provides incentives and regulation for the protection, preservation, enhancement, and perpetuation of structures and areas of historic, architectural, and engineering significance that contribute to the historic heritage of Monterey County, and to encourage conservation of the County’s important representative and unique archaeological sites and features. The regulations in this chapter require any application for development or alteration of existing structures within the “HR” District to be reviewed by the Historic Resources Review Board. Feasible mitigation measures recommended by the Historic Resources Review Board must be made conditions of approval of any application. It also requires rezoning to add an “HR” District as a condition of approval of an application for demolition or alteration of an identified historic resource.

Development on Slopes in Excess of 30%

This section establishes regulations, procedures, and standards to consider development on slopes in excess of 30%. Development in these areas requires a Coastal Development Permit except in specifically identified situations.

Historic Resources

This section provides regulations for historic resources and is intended to provide flexibility of zoning standards to encourage and accommodate the renovation and rehabilitation of historic resources and structures within historic districts. The section provides that the Director of Planning and Building Inspection may grant an exception to zoning district regulations when necessary to permit the preservation or restoration of or improvements to a structure designated as historically significant, including regulations related to parking, yards, height, and site coverage. Allowable exceptions do not include approval of uses not otherwise allowed by applicable zoning district regulations.

Ridgeline Development

This section provides regulations for proposed ridgeline development, including requirements for a Coastal Development Permit based on findings that the ridgeline development will not create a substantially adverse visual impact when viewed from a common public viewing area and no alternative location exists on the site which would allow a reasonable development without the potential for ridgeline development.

Part 5 – Regulations for Development in the Del Monte Forest Land Use Plan Area (Chapter 20.147)

Part 5 of the Coastal Implementation Plan establishes regulations, standards, and procedures to implement the policies of the Del Monte Forest LUP, including those related to freshwater and marine resources, environmentally sensitive habitat areas, forest resources, hazards, scenic and visual resources, cultural resources, land use and development, circulation, water and wastewater, housing, and public access. These regulations were adopted by the County on May 22, 2012.

Other Applicable County Ordinances

Other applicable County Ordinances include Titles 15, 16, and 18. Relevant sections that apply within the Coastal Zone and are applicable to the project are briefly described below.

Title 15 – Public Services

Title 15, Chapter 15.04 Small Water Systems

This chapter is intended to ensure that the water delivered by domestic public water systems of Monterey County shall be pure, wholesome, and potable at all times. The chapter establishes regulations for the construction or operation of domestic water systems, including operational requirements, water quality standards, design and construction standards, and monitoring and reporting requirements.

Title 15, Chapter 15.20 Sewage Disposal

This chapter regulates the disposal of wastewater associated with human habitation. It prohibits the use or maintenance of any building, structure, or place where people reside, congregate, or are employed unless all wastewater discharge lines are connected either to a permitted septic tank system or to an approved sanitary sewer system.

Title 16 – Environment

Title 16, Chapter 16.08 Grading

The purpose of this chapter is to safeguard health, safety, and the public welfare, to minimize erosion, protect fish and wildlife, and to otherwise protect the natural environment of Monterey County. This chapter establishes rules and regulations to control all grading activities (including excavations, earthwork, road construction, fills, and embankments), establishes the administration procedure for issuance of permits, and provides for approval of plans and inspections of grading construction.

Title 16, Chapter 16.12 Erosion Control

The purpose of this chapter is to eliminate and prevent conditions of accelerated erosion that have led to, or could lead to, degradation of water quality, loss of fish habitat, damage to property, loss of topsoil or vegetation cover, disruption of water supply, or increased danger from flooding. This chapter requires control of all existing and potential conditions of accelerated (human-induced) erosion. It sets forth required provisions for project planning, preparation of erosion control plans, runoff control, land clearing, and winter operations, and establishes procedures for administering those provisions.

Title 18 – Buildings and Construction

This title establishes the building standards of Monterey County, permit requirements, and authority of the Building Official. It prohibits the use of any building or structures which are not allowed under this title and it formally adopts the 2013 California Building Code (California Code of Regulations [CCR] Title 24, Part 2, Volumes 1 and 2), which is based on the 2012 International Building Code with applicable amendments from the State of California, and the local amendments identified within Title 18, as the Building Code for the County of Monterey.

1982 Monterey County General Plan

California state law requires each city and county to adopt “a comprehensive, long-term general plan for the physical development of the county or city, and any land outside its boundaries which bears relation to its planning.” The General Plan has been called the local land use “constitution” or “blueprint” for the community’s long-term vision of future growth. A general plan must address nine specific subject areas: land use, circulation, housing, conservation, open space, seismic safety, noise, scenic highways, and safety.

The policies of the General Plan underlie most land use decisions. The County’s zoning ordinance and any specific plans are required to be consistent with the General Plan. In addition, subdivisions, development projects, capital improvements, development agreements, and many other land use actions must conform to the adopted General Plan. These and other requirements for the General Plan are set out in state planning law (California Government Code §65300 et seq.).

The 1982 Monterey County General Plan is applicable to all areas of the county within the Coastal Zone. The General Plan is organized into four components: natural resources, environmental constraints, human resources, and county development. Each of these components addresses subject matter required for one or more mandatory general plan elements. Some components also address subject matter which the County is permitted, but not required, to address.

The General Plan includes policy guidance at two levels of detail: countywide and for each of the County’s geographic sub-areas, known as planning areas. The General Plan includes both the General Plan document, which contains countywide goals, objectives, and policies, and the countywide LUP. Applicable goals, objectives, and policies of the 1982 General plan have been included in this EIR analysis, as appropriate.

Water Quality Control Plan for the Central Coast Basin

The Water Quality Control Plan for the Central Coast Region (Basin Plan) is the Central Coast Regional Water Quality Control Board’s (RWQCB) master water quality control planning document. It designates beneficial uses and water quality objectives for waters of the State, including ocean water, surface waters, and groundwater. It also includes programs of implementation to achieve water quality objectives. Periodically, Central Coast RWQCB considers amendments to the Basin Plan. Each amendment is subject to an extensive public review process. At a public hearing, Central Coast RWQCB may act to adopt the amendment. Adopted amendments are subject to approval by the State Water Resources Control Board (SWRCB), the Office of Administrative Law, and, in most cases, the U.S. Environmental Protection Agency (USEPA).

2008 Air Quality Management Plan

The Monterey Bay Unified Air Pollution Control District (MBUAPCD) is one of 35 air districts established to protect air quality in California. Its jurisdiction is the North Central Coast Air Basin (NCCAB), comprised of Monterey, Santa Cruz, and San Benito Counties. In 1988, the State Legislature adopted the California Clean Air Act (CCAA), which required each nonattainment district in the state to adopt a plan showing how the State Ambient Air Quality Standard (AAQS) for ozone would be met in their area of jurisdiction.

The CCAA (Health & Safety Code §§40910 et seq.) required initial preparation of an Air Quality Management Plan (AQMP) in 1991, with subsequent updates every 3 years. This is MBUAPCD's fifth update to the 1991 AQMP. There have been many changes both in terms of air quality and the regulatory setting since the initial AQMP in 1991. In particular, in 2006, the California Air Resources Board (CARB) revised the State AAQS and made it considerably more stringent by adding an 8-hour average to the standard, which previously only included a 1-hour average. Both components of the standard must now be met before CARB can designate that an area has attained the standard. Therefore, the 2008 AQMP is a transitional plan shifting the focus of planning efforts from achieving the 1-hour component of the State AAQS to achieving the new 8-hour requirement.

The plan includes an updated air quality trends analysis, an updated emission inventory, control measures to meet AAQS for ozone, and an updated description of the area's Transportation Control Measures.

2014 Regional Transportation Plan

The Transportation Agency for Monterey County (TAMC) is designated by the State of California to serve as the Regional Transportation Planning Agency for the County. The mission of TAMC is to proactively plan and fund a transportation system that enhances mobility, safety, access, environmental quality, and economic activities by investing in regional transportation projects serving the needs of Monterey County residents, businesses, and visitors.

The 2014 Regional Transportation Plan (RTP) is a road map to meeting transportation challenges and achieving TAMC's goals. TAMC prepares the RTP every 4 years, which provides a basis for actions to allocate state and federal funding to transportation projects. The main components of the 2014 RTP include: a policy element, a financial element and fund estimate, transportation investments included in the plan, and environmental documentation.

TAMC prepares its plan in coordination with the Association of Monterey Bay Area Governments (AMBAG), which prepares a Metropolitan Transportation Plan for the three-county Monterey Bay Area in its role as the federal Metropolitan Planning Organization for this region. These plans outline TAMC's priorities for meeting future transportation and mobility needs, consistent with adopted policy goals and objectives, as well as within the constraints of transportation revenues forecast over a 20-year planning horizon.

3.3 CUMULATIVE DEVELOPMENT SCENARIO

3.3.1 CEQA Requirements

State CEQA Guidelines §15355 defines a "cumulative impact" as two or more individual effects that, when considered together, are considerable or which compound or increase other environmental impacts. Cumulative impacts are changes in the environment that result from the

incremental impact of development of the proposed project and all other nearby “related” projects. For example, the traffic impacts of two projects in close proximity may be insignificant when analyzed separately, but could have a significant impact when the projects are analyzed together.

The State CEQA Guidelines require that cumulative impacts be discussed when a project’s incremental effect is cumulatively considerable. The discussion of cumulative impacts must reflect the severity of the impacts and their likelihood of occurrence, but the discussion need not provide as much detail as is provided for the effects attributable to the project alone. The discussion should be guided by the standards of practicality and reasonableness. State CEQA Guidelines §15130 states that the following elements are necessary to support an adequate discussion of cumulative impacts:

Either:

- 1. A list of past, present, and probable future projects producing related or cumulative impacts, including, if necessary, those projects outside the control of the agency, or*
- 2. A summary of projections contained in an adopted local, regional or statewide plan, or related planning document, that describes or evaluates conditions contributing to the cumulative effect.*

3.3.2 Cumulative Development Scenario

For the purpose of this EIR, a list of past, present, and reasonably anticipated future projects will be used for the cumulative analysis (State CEQA Guidelines §15130).

The County Planning Department has provided a list of past and present projects occurring in the Del Monte Forest Area (refer to Appendix B). Since 2008, approximately 270 permit applications within the Del Monte Forest Area have been approved by the County, including requests for administrative permits, coastal administrative permits, coastal development permits, and combined development permits. Of them, approximately 80% were for single-family residential developments. The remainder included commercial redevelopment (approximately 5%), tree removals and other minor driveway and landscaping improvements and/or revegetation (approximately 6%), infrastructure improvements (approximately 2%), demolition of existing structures (approximately 2%), parcel/land use modifications (approximately 3%), and miscellaneous (e.g., Pebble Beach Company Concept Plan, revisions to conservation easements, minor amendments and extensions to existing permits [approximately 3%]).

In 2012, the County approved the Pebble Beach Company Concept Plan (PLN100138) to allow phased development and preservation of the remaining Pebble Beach Company properties located within the Del Monte Forest Area. The Concept Plan consists of 12 vesting tentative maps for the subdivision of approximately 899.6 acres, resulting in the creation of 90 to 100 single-family residential lots, the renovation and expansion of visitor-serving uses, and the preservation of 635 acres as forested open space. Entitlements included multiple Coastal Development Permits, Coastal Administrative Permits, and Design Approvals to allow the following: new structural development at four primary sites (The Lodge at Pebble Beach, The Inn at Spanish Bay, Spyglass Hill, and the Pebble Beach Equestrian Center); new and amended General Development Plans at five locations; lot line adjustments; structural and hardscape development, including associated grading; development within 100 feet of environmentally sensitive habitat; development on slopes exceeding 30 percent; tree removal; and development within 750 feet of

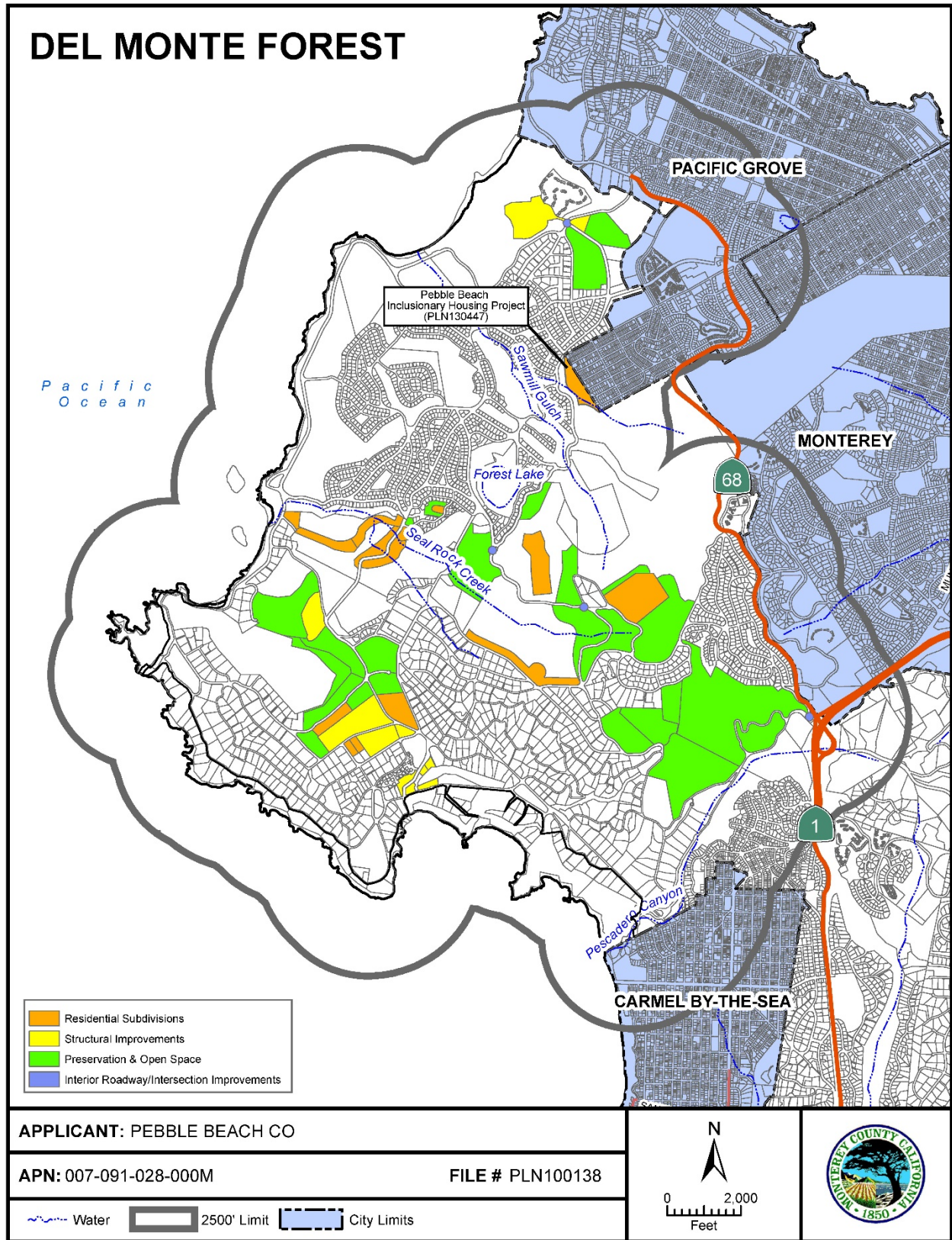
a known archaeological resource. The Concept Plan projects are located throughout Pebble Beach and are shown in Figure 3-3, below.

In 2016, the Pebble Beach Inclusionary Housing Project (PLN130447) was approved to satisfy an inclusionary housing Condition of Approval of the Pebble Beach Company Concept Plan. The project consists of 24 affordable housing units on a vacant site located easterly of SFB Morse Drive and south of Ortega Road, in an area also known as Area D. The approved development consists of 2.7 acres of development footprint and 13.2 acres set aside as permanent open space.

For purposes of this EIR, the cumulative development scenario focuses on the Del Monte Forest Area and development consistent with the growth pattern observed over the last 10 years and as envisioned in the approved 2012 Pebble Beach Company Concept Plan. The cumulative development scenario assumes a similar level and type of growth in the Del Monte Forest Area as has occurred since 2008. The list of past and present projects occurring in the Del Monte Forest Area since 2008 is provided in Appendix B. The location of entitlements approved under the 2012 Pebble Beach Company Concept Plan are shown in Figure 3-3.

Based on these assumptions, cumulative impacts are assessed in Chapter 4, Environmental Impact Analysis, under each resource issue.

Figure 3-3. Pebble Beach Company Concept Plan Approved Entitlements



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