Chapter 3.1
Land Use

Introduction

The first part of this chapter discusses physical land uses proposed by the project in relation to the patterns of existing development in the Del Monte Forest. The analysis in this chapter is based on the project application materials and plans; review of the Del Monte Forest LUP (County of Monterey 1984b) for general patterns of development; recent aerial photos of the Pebble Beach area; and a field trip to the major areas proposed for development, preservation, conservation, and resource management. The environmental setting used as the basis for evaluating the impacts of the Proposed Project is at the end of this chapter. The regulatory setting is in Appendix C.

An analysis of the consistency of the Proposed Project with the LUP and other relevant plans and policies follows the discussion of land use.
### Summary of Project Impacts

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- ㅇ = Significant Unavoidable Impact
- ㅇ = Significant Impact that can be Mitigated to Less-than-Significant
- ㅇ = Less than Significant Impact
- — = No Impact or Not Applicable to the development site

GC – Golf Course; EC – Equestrian Center; SBI – Inn at Spanish Bay; SBE – Spanish Bay Employee Housing; SBR – Spanish Bay Driving Range; PBL – The Lodge at Pebble Beach; SUB – Residential Subdivisions; CY – Corporation Yard Employee Housing; HWY – Highway 1/Highway 68/17-Mile Drive Improvement; RD – Roadway Improvements

### Relevant Project Characteristics

The following sections describe the project elements that could affect compatibility with adjacent uses and associated land use plans and policies. The letters associated with some of the project sites correspond to planning units described in the LUP and the Monterey County General Plan. A more comprehensive discussion of the Proposed Project is contained in Chapter 2, “Project Description.”

### Proposed Golf Course (Areas MNOUV)

The Proposed Project includes: demolition of the existing equestrian center, a single-family home and two cottages; construction of an 18-hole golf course including underground maintenance building, clubhouse, two on-course restrooms, a golf equipment and operations building, restroom, and parking; construction of 11 free-standing visitor-serving residence suites (with 24 rooms); and expansion of the existing driving range. Existing trails would be relocated on the site.
The Proposed Project also includes conservation areas on about 40 acres of the site, including 7 acres along Bristol Curve and 33 acres on the Signal Hill dune through conservation easements. The applicant also proposes resource management of the site wetlands, adjacent buffer areas, and an area of Pacific Grove clover habitat.

New Equestrian Center (Sawmill Site)

The proposed Equestrian Center would include a one-story equestrian clubhouse building with locker rooms, offices, and lounge; a two-story dormitory building complete with kitchen and common area to be used for overnight equestrian camps for children and adults; a covered arena and stall barn; four one-story stall barns and two covered tie-stall barns; a hay barn; a vehicle storage building; two one-story single family residences; one two-story four-family staff residential structure; a covered lunge ring; covered horse corral shelters; fenced training rings; a corral entry wall; and an expansion area for equestrian events. Equestrian trails would be extended from the existing Equestrian Center to the new center in order to continue to provide trail access to the coast.

Spanish Bay Resort

The Proposed Project consists of additions to The Inn at Spanish Bay, including the construction of two three-story visitor-serving buildings of 40 and 46 units; remodeling of existing office space to allow 5 additional guest units; construction of an additional 14,040 sq. ft. of meeting room space; renovation of the tennis courts to allow installation of a 443-space underground parking garage, tennis club and sales room building; and circulation and parking improvements. With build-out of the Proposed Project, there would be a total of 360 visitor-serving units at The Inn at Spanish Bay.

Spanish Bay Driving Range (Area C)

The Proposed Project includes a new golf driving range, a 3,000 sq. ft. golf teaching facility, and parking. Several wetlands on the site would be conserved through a conservation easement and a 50’ scenic buffer would be managed for resources around the perimeter of the site.

Spanish Bay Employee Housing (Area B)

The Proposed Project would construct 12 units of employee housing on cleared and forested portions of Area B, and preserve 20 acres through a conservation easement. New trails would connect the employee housing to the Spanish Bay resort.
Lodge at Pebble Beach

The Proposed Project includes the addition of approximately 500 sq. ft. of meeting space and the remodeling of existing meeting facilities (total meeting space: 5,500 sq. ft.). In addition, it includes 3,250 sq. ft. of circulation, support areas, restrooms and accessibility improvements at The Lodge. Five existing visitor-serving rooms would be removed and a new structure (Fairway One Building) would be built north of The Lodge, which would include 43 new visitor-serving units, a 154-space underground parking garage, a dining room, and a kitchen. A new structure with 20 visitor-serving units and support facilities (Colton Building) would be built east of the Lodge. This would bring the total number of visitor-serving units to 224 at build-out. A new two-story 224-space parking garage and 23 additional spaces would be built in the parking area behind the banks.

Residential Subdivisions

Area F-2

The Proposed Project includes a vesting tentative map subdividing the site into 10 residential parcels (plus two parcels for open space purposes). Part of an existing trail would be relocated on site. Resource management would be conducted on several small open space parcels on site.

Area F-3

The Proposed Project includes a vesting tentative map subdividing the site into 4 residential parcels (plus two parcels for open space purposes). Approximately 9 acres of this site are proposed for conservation through a conservation easement. Part of an existing trail would be relocated on site and a new trail segment would be built.

Area I-2

The Proposed Project includes a vesting tentative map subdividing the site into 11 residential parcels (plus four parcels for open space purposes). An existing trail would be relocated on site. The four open space parcels would be managed for their resources.

Area K

The Proposed Project includes a vesting parcel map that would separate a 3-acre residential lot from the parcel containing the adjacent golf course. A conservation
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easement is also proposed for 3.9 acres that includes land and west of Stevenson Drive, just north of the proposed residential lot.

Area PQR

The Proposed Project includes a vesting tentative map subdividing the site into 7 residential parcels with access from Sunridge Road (three parcels) and the end of Griffin Road (four parcels). An eighth parcel (233 acres), consisting of most of the site, would be preserved through a conservation easement. Several new recreational trails would also be built in the preservation area.

Corporation Yard Employee Housing

The Proposed Project would construct 48 employee housing units in eight buildings, with associated parking lot and access drives. New trails connecting the site to the existing HHNA system of trails would be built and an adjacent preservation area (7 acres) are proposed.

Preservation Areas

The proposed preservation areas described in Chapter 2 would be preserved through the dedication of conservation easements.

Impacts and Mitigation Measures

Criteria for Determining Significance

In accordance with CEQA, State CEQA Guidelines, Monterey County plans and policies, and agency and professional standards, a project impact would be considered significant if the project would:

A. Land Use Compatibility

- Introduce new land uses into an area that could be considered to be incompatible with the surrounding land uses or with the general character of the area;

B. Plan/Policy Consistency

- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to a general plan,
Impacts and Mitigation Measures

A. Land Use Compatibility

Impact LU-A1: The project introduces new land uses, but they are not incompatible with adjacent land uses. This is a less-than-significant impact.

As described above, current land uses within and adjacent to the Pebble Beach community consist of a series of golf courses with associated clusters of resort and clubhouse facilities, and dispersed low-density residential development within the setting of the coast and the Del Monte Forest.

Proposed commercial development such as the Proposed Golf Course, additions to the Spanish Bay Resort, the Spanish Bay driving range, Spanish Bay Employee Housing, additions to The Lodge at Pebble Beach, and the Employee Housing at the Corporation Yard are, in general, consistent with current development patterns and the overall intent of the Del Monte Forest LUP. These new developments would not be incompatible with surrounding uses, nor physically divide the community, for the following reasons:

- **Proposed Golf Course.** The Proposed Golf Course would be located near the existing Cypress Point and Spyglass Hill golf courses. The Proposed Golf Course layout calls for retained forest around the perimeter of the site to buffer the new development from adjacent residential areas. Existing equestrian uses would be relocated to the New Equestrian Center. While the development would increase the intensity of use of this area, golf course activity is a common and expected adjacent land use throughout the Del Monte Forest.

- **Spanish Bay Resort.** The additions at the Spanish Bay Resort adjoin existing visitor-serving facilities and the golf course. The intensity of use at the resort would increase with the Proposed Project; however it would be consistent and compatible with existing and surrounding developments.

- **Spanish Bay Driving Range.** The driving range location is adjacent to The Links at Spanish Bay. The proposed driving range layout calls for retained forest around the perimeter of the site to buffer the new development from adjacent residential areas. The intensity of use at the site would increase from its present condition; however, golfing related activities are a common and expected adjacent land use throughout the Del Monte Forest.
- **Spanish Bay Employee Housing.** The new housing would be located within an area of moderate disturbance and would be near to the Spanish Bay Resort. The existing recreational use of the site trails would continue. The new housing would be screened from view from nearby residential areas.

- **The Lodge at Pebble Beach.** The additions at The Lodge would adjoin existing visitor-serving facilities and the golf course. The intensity of use at The Lodge would increase with the Proposed Project; however it would be consistent and compatible with existing and surrounding developments.

- **Corporation Yard Employee Housing.** The adjacent use is commercial (Corporation Yard) and forest open space. Housing would be built on an existing disturbed area that is screened from view from the nearest residential areas. Since the site is disturbed, the introduction of housing into this area, while increasing the intensity of use on this site, would not be expected to be incompatible with adjacent use of recreational trails.

- **Residential Uses.** In general, proposed Residential Subdivisions are located adjacent to golf courses (F-2, F-3, I-2, and K) and/or residential development (Area I-2, PQR) of similar density. These land use relationships are typical of existing developments within the Proposed Project area and are found throughout the Del Monte Forest. To ensure compatibility of design and scale, County staff and the Del Monte Forest Land Use Advisory Committee would review plans for any proposed structures or infrastructure.

- **Equestrian Center.** The Sawmill site at present is not being utilized, except informally by recreational users who access the site via existing fire roads and designated equestrian trails. The Sawmill site was previously used for sand mining. The immediately adjacent surrounding area is part of the HHNA. Residential areas in Pacific Grove are located north of SFB Morse Drive, but are screened from the site by forest. Other residential areas are located northwest of the site within the Del Monte Forest, but are also screened from the site by forest.

The New Equestrian Center proposed for the Sawmill site would place a new recreational use immediately adjacent to HHNA and would increase the amount of use of recreational trails in the HHNA, which is evaluated in greater detail in Chapter 3.3, “Biological Resources”. The Sawmill site is presently designated open space forest, with a small portion designated for medium-density residential use.

The County considers a New Equestrian Center a compatible use at this site, in recognition of voter approval of Measure A, provided the use complies with all other applicable LUP policies and Coastal Implementation Plan (CIP) standards, as well as all relevant mitigation and permit conditions adopted by the County. It would provide a recreational transition between existing residential development and the preserved open space of the HHNA. This would be considered a less-than-significant impact of the Proposed Project. If the relevant portions of Measure A are not certified by the CCC, then the proposed equestrian center may not be approved in its current form.
Roads and Infrastructure. Proposed improvements include: roadway widenings, extensions and upgrades; forest road improvements; trail improvements, extensions and relocations; and infrastructure improvements, such as water, sewer, and storm drainage line extensions. All of these improvements would serve the proposed development and would not result in any long-term incompatibilities or division of communities. For the most part, proposed improvements represent alterations and additions to existing facilities, and would not result in the permanent disruption of or incompatibility with existing land uses.

Proposed new trails would use the existing trail system to maintain system continuity. None of the new trails, or relocation of existing trails, would significantly affect public access.

Impact LU-A2: The Relocated Equestrian Center may conflict with applicable County and Coastal Commission Spanish Bay Resort and Sawmill site permits and associated conservation easements. This is a significant impact that can be mitigated to a less-than-significant level provided the County and the Coastal Commission are able to amend the relevant permit conditions and either amend the related easements or make findings that the proposed use is consistent with these easements.

Sawmill Gulch is subject to permit conditions pursuant to permits granted by the County (1984) and the CCC (1985) for the Spanish Bay Resort, in addition to associated easements adopted pursuant to permit requirements.

As a result of revegetation efforts, previously disturbed portions of the Sawmill site are partially covered with planted Monterey pine, Bishop pine, and Gowen cypress trees. However, the revegetation has had mixed success in restoring the site.

Development of the New Equestrian Center at this location would reverse restoration efforts and result in the removal of this land from preservation. The proposed Equestrian Center would require the removal of substantial numbers of trees (both native and planted) and the construction of the facilities described above. Although the restoration to date has not fully replicated the surrounding forest, there has also been no further development of this area. Development of the Sawmill site for a new equestrian facility would result in the removal of 3 acres of native remnant forest and approximately 20 acres of restored forest. The project will retain about 18 acres of native forest and restoration forest around the edge and within the New Equestrian Center. The total area of the Sawmill site is 45 acres. Excluding the wetland areas and the retained forest, the area in which no restoration could be conducted with the project is 26 acres. The impact on biological resources due to development and foregone restoration is discussed in Chapter 3.3, “Biological Resources”.

The permit conditions and easement language would seem to indicate that, at the time, it was contemplated that the Sawmill site be restored to its natural function and protected, in general, from further development (County Sawmill Use Permit conditions 8, 9, 10, and 31; CCC permit conditions 5 and 28, easement
language). Further, rehabilitation and dedication of the upper Sawmill site
easement was required as a condition (County Permit Condition 28) of approval
of the Spanish Bay Resort in order to offset the impacts of developing the fifth
gate and entrance road (SFB Morse Drive). However, the language of the
conservation easements seems to allow some potential for recreational use,
though the specific intensity of that use is not explicitly identified in the
easements.

Policy 92 in the LUP states that previously mined areas are suitable for more
intensive development, and these areas should be permitted the development of
needed visitor accommodations including recreational facilities, among others.
This would seem to support more intensive recreational use within the Sawmill
site. However, past County and CCC permitting actions have resulted in
requirements to revegetate and restore the Sawmill site, and to record
conservation and scenic easements in association with Monterey County (County
Permit PC-5202) (County of Monterey 1984a) and CCC (Permit 3-84-226) (CCC
1984 permitting for the Spanish Bay Resort. These permit requirements
expressed prior intent to enhance the natural qualities of the formerly mined area,
to promote its integration and compatibility with the surrounding HHNA. There
appears to be a conflict in the intent of the prior permit requirements and the
policies in the existing LCP.

Mitigation is identified in Chapter 3.3 for the biological impacts of foregoing
restoration of the entire Sawmill site. The following mitigation would eliminate
any potential conflict between the proposed use and the prior permits.

Mitigation Measure LU-A2. Amend development conditions and
easements on the Sawmill site. The County and Coastal Commission
would need to amend the conditions placed on the Sawmill site. The
County would also need to either amend the recorded easement on the
lower Sawmill or make findings that the proposed use is consistent with
these easements. The Coastal Commission and the DMFF would also
need to either amend the recorded easement on the lower Sawmill or
make findings that the proposed use is consistent with the easement for
the upper Sawmill. Without these actions the relocated Equestrian Center
could not be developed as proposed.

B. Plan/Policy Consistency

The Proposed Project was examined for consistency with the policies of the
existing Del Monte Forest LCP, including the LUP and the CIP (zoning); the
Greater Monterey Peninsula Area Plan; the adopted Monterey County General
Plan and the following Spanish Bay permits:

- PC-5040 (Sawmill Borrow Site)
- PC-5405 (Conveyor Belt)
- PC-5874 (Amendment to new access gate condition of PC-5202)
Impact LU-B1: Proposed Project elements may be inconsistent with LUP, Area Plan, or General Plan policies. This impact would be a less-than-significant impact with mitigation in this document and additional conditions of approval to insure policy compliance.

The consistency of the Proposed Project with policies from the Del Monte Forest Land Use Plan, the Greater Monterey Peninsula Area Plan, and applicable General Plan policies was completed and this analysis is included within Appendix D. With the mitigations recommended in this document and additional conditions of approval, the Proposed Project was found to be consistent with all relevant County land use policies. See Appendix D for details.

Impact LU-B2: The Proposed Project could be inconsistent with existing general plan policies because it would include development in areas currently designated with a resource constraints overlay. Adequate sewer, water, and traffic capacity and circulation is available for the proposed project. With certification of Measure A, the resource constraints overlay would be removed.

All the proposed development sites, except the New Equestrian Center and The Lodge at Pebble Beach, are currently constrained from development by the designation of a resource constraints overlay pursuant to Policy 113 noted above. This overlay was placed due to constraints on water, sewer, and traffic capacity.

As discussed in Chapter 3.7, “Traffic and Circulation”, the project will result in an increase in traffic along internal roads in the Del Monte Forest and along neighboring highways (e.g., Highway 1 and 68). The project will also include certain improvements and changes to internal Del Monte Forest roads and to the Highway 1/68/17-Mile Drive interchange. The analysis of traffic conditions in this document identifies that the project would result in certain significant
impacts on traffic; however these impacts could be mitigated to a *less-than-significant* level by the measures proposed in Chapter 3.7, “Transportation and Circulation.” The analysis of cumulative traffic conditions identified that the project would contribute considerably to significant cumulative impacts on traffic capacity; however the project’s contribution to these impacts could be mitigated to a *less-than-significant* level by the measures proposed in Chapter 4.4, including payment of fair-share portions for certain Highway improvements.

As described in Appendix D, the County has determined that the project, as mitigated in this document, would be consistency with LUP Policy 113 regarding resource constraints.

*Measure A would remove the resource constraints overlay for all proposed project sites.*

**Impact LU-B3: Proposed Project elements conflict with applicable adopted land use designations in the existing LCP. This would be a less-than-significant impact with Measure A certification.**

This impact discussion excludes discussion of the resource constraints overlay and ESHA policies, which were discussed above. Table 3.1-1 summarizes land use designation consistency.

**Table 3.1-1. Summary of LUP Land Use Designation Consistency**

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<tr>
<th>Project Element</th>
<th>DMF LUP Land Use Designations</th>
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<td>Proposed Golf Course</td>
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<tr>
<td>New Equestrian Center</td>
<td>Inconsistent</td>
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<tr>
<td>Spanish Bay Resort</td>
<td>Inconsistent</td>
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<tr>
<td>Spanish Bay Employee Housing</td>
<td>Consistent</td>
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<td>Spanish Bay Driving Range</td>
<td>Consistent</td>
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<td>Lodge at Pebble Beach</td>
<td>Inconsistent</td>
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<tr>
<td>Residential Subdivision</td>
<td>Consistent</td>
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<td>Corp. Yard Employee Housing</td>
<td>Consistent</td>
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<tr>
<td>Preservation</td>
<td>Consistent</td>
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Specific portions of the project are inconsistent with the existing land use designations of the certified Del Monte Forest LUP.

- **Proposed Golf Course.** The Proposed Golf Course proposed in Areas MNOUV would be inconsistent with the existing Open Space Forest (OF) land use designation in a portion of Area O, which allows only low-intensity recreational facilities.¹ The Golf Course would be an allowable use in areas designated for residential or open space recreation (Policy 86). The proposed golf suites in Areas M and N at the new course require a visitor-serving

¹ A land use redesignation through LUP Policy 68a may potentially be able to bring the golf course use in Area O into compliance with existing land use policies. With the redesignation approved by the voters through Measure A, this mechanism is not necessary.
commercial designation. They are inconsistent with the existing Medium-Density Residential (MDR) land use designation.

- **The New Equestrian Center.** The New Equestrian Center would be inconsistent with the OF land use designation of most of the Sawmill site, which allows only low-intensity recreational facilities. However, it would be consistent with the non-Coastal land use designation of MDR with the approval of a use permit for the intended use, which would be considered a “public and quasi-public use” or “park.”

- **The Inn at Spanish Bay.** The 91 new guestrooms being proposed exceed the current limit on the number of guestrooms.

- **The Lodge at Pebble Beach.** The 58 new guestrooms being proposed exceed the current limit on the number of guestrooms.

The following developments are consistent with the land use designations in the LUP:

- **Spanish Bay Driving Range.** The proposed driving range is considered golf course development, which is a conditional use in areas designated MDR.

- **The Spanish Bay Employee Housing.** The proposed employee housing is considered residential use. The proposed 12 units would be within a larger area presently designated MDR (about 18 acres). The area surrounding the proposed housing would be dedicated with a conservation easement for preservation. The resultant density would be less than 1 unit per acre within the presently designated MDR area, which is less than the maximum for MDR (4 units/acre).

- **Residential Lots.** As shown in Table 3.1-2, in the Existing Setting section below, the proposed residential lots in Areas F-2, F-3, I-2, and K are all within areas presently designated for MDR and the proposed densities are far less than the maximum allowed, and would therefore meet the low-density residential (LDR)(minimum 1 acre/lot) requirements. The proposed residential lots within Area P are in an area designated LDR, but would be at a much lower density than the maximum allowed. Proposed residential lots are consistent with current LUP designations.

- **Corporation Yard Employee Housing.** The proposed employee housing is considered residential use. All residential uses are conditionally allowable in areas designated Coastal General Commercial (CGC), provided that the gross square footage of the residential use does not exceed the gross square footage of the commercial use.

The County considers the Proposed Golf Course, the New Equestrian Center, and the increase in visitor-serving units at The Lodge at Pebble Beach and The Inn at Spanish Bay to be consistent with the land use designations in the amended LCP, in recognition of voter approval of Measure A. Provided the proposed uses comply with all other applicable LUP policies and CIP standards and all relevant mitigation and permit conditions adopted by the County, this would be considered a *less-than-significant* impact. If the relevant portions of Measure A
are not certified by the Coastal Commission, then these aspects of the project may not be approved in their current form.

Environmental Setting

Regional Conditions

The Del Monte Forest is a community located along the private 17-Mile Drive. It is located on the Monterey Peninsula between the Cities of Carmel, Pacific Grove, and Monterey. The community is home to seven 18-hole golf courses and an executive par-3 nine-hole golf course. The community fronts on the Pacific Ocean, and is famous for its spectacular natural setting. In addition to the Spanish Bay and Pebble Beach resorts, and commercial facilities associated with the golf courses, there are substantial amounts of low-density residential development within the Del Monte Forest.

Part of the undeveloped portion of the Del Monte Forest is contained in the SFB Morse Botanical Preserve and HHNA on the eastern side of the community. A large, undeveloped portion of forest is also found in the Pescadero Canyon at the southern end of the community.

Site-Specific Conditions

The Proposed Project site consists of several discrete sites within the Del Monte Forest. The conditions of these sites are described below.

Proposed Golf Course (Areas MNOUV)

Existing land uses include the existing equestrian center, with its associated residences, stables, and facilities, and a golf driving range. Monterey pine forest and coastal dunes make up the remainder of the site. Adjoining land uses include the existing Cypress Point and Spyglass Hill Golf Courses which are zoned Open Space Recreational (OR), and residential development of low density, zoned MDR and LDR. Those portions of Portola Drive, Drake Road, and Stevenson Drive that cross the site would be abandoned, Stevenson Drive would be realigned, and Bristol Curve would be abandoned.

This site is currently designated low and medium-density residential (LDR/1 and MDR/2 & 4), open space recreation (OR) and open space forest (OF). The site is currently zoned Open Space Recreational (OR), Resource Conservation (RC), MDR/B8, and LDR/B8 (the “B8” is the resource constraints overlay).

Measure A would designate the entire site OR, except for 4 acres that would be zoned Visitor-Serving Commercial (VSC) to allow 11 visitor-serving units (with up to 24 rooms), and would remove the resource constraints overlay.
New Equestrian Center (Sawmill Site)

Existing land use consists of a former sand mining site that is partially revegetated as a result of past restoration efforts required under the Spanish Bay development permits in the mid-1980s. Vegetation on the site consists primarily of many small trees and invasive species. The site is currently undeveloped.

The site is adjoined on three sides by the HHNA, portions of which include the SFB Morse Botanical Preserve. This protected natural area consists of Monterey pine forest, Bishop pine, and Gowen cypress on hilly terrain. Single-family residential development is nearby to the north and west within the Del Monte Park neighborhood of Pacific Grove.

The Sawmill site is currently mostly designated OF except for 3 acres in the lower Sawmill area, which is outside the Coastal Zone and is designated MDR. The site is currently zoned RC in the areas designated OF.

*Measure A would designate the area within the Coastal Zone as OR. Measure A did not change the MDR designation in the lower portion of the site. Measure A also includes specific language stating that mined-out areas can be used for an equestrian center.*

Spanish Bay Resort

Existing land uses on the site include The Inn at Spanish Bay, with clubhouse, tennis courts, and hotel accommodations (269 rooms). Nearby land uses include The Links at Spanish Bay to the west, townhouses north of the Inn, remnant Monterey pine forest within development areas, Monterey pine forest to the south (Area C) and southeast (Area B), and LDR development to the south (in the Del Monte Forest) and northeast (in Pacific Grove).

The Inn at Spanish Bay site is designated for VSC, with the area to the north of the Inn designated for MDR. The entire site has a resource constraints overlay.

*Measure A would eliminate the current limit of 270 visitor-serving units. Future expansion of visitor capacity would be limited by zoning regulations rather than a set numerical limit.*

Spanish Bay Driving Range (Area C)

Area C is undeveloped Monterey pine forest. Nearby land uses include The Links at Spanish Bay to the west, townhouses north of the Inn, Monterey pine forest to the northeast (Area B), and LDR development to the south and west.

Area C is currently designated MDR/2. Area C is currently zoned MDR/B8, with a resource constraints overlay.
Measure A would change the designation for most of Area C to OR and remove the resource constraints overlay.

Spanish Bay Employee Housing (Area B)

Area B is primarily undeveloped Monterey pine forest. A portion of the area, set back from the adjoining roads, is cleared and vacant. Nearby land uses include The Links at Spanish Bay to the west, townhouses north of the Inn, Monterey pine forest to the southwest, and housing development to the east (in Pacific Grove). The Proposed Project would construct 12 units of employee housing on cleared and forested portions of Area B. New trails would connect the employee housing to the Spanish Bay Resort. The proposed preservation area in Area B is discussed separately below.

Area B is currently mostly designated MDR/2 with a portion designated OF. Area B is currently zoned MDR/B8 with a resource constraints overlay.

Measure A would retain the MDR designation on a portion of Area B to allow up to 12 units of employee housing. The resource constraints overlay would be removed. Measure A also includes specific language stating that employee housing may be provided on the site.

Lodge at Pebble Beach

Existing land uses at The Lodge at Pebble Beach include hotel accommodations (161 rooms), a restaurant, a commercial/retail area, two banks, offices, a tennis facility, and parking. Hotel accommodations are contained in The Lodge and a number of freestanding buildings within the overall Lodge complex. The complex adjoins the Pebble Beach Golf Links and LDR development.

This site is currently zoned CGC and VSC.

Measure A would eliminate the current limit of 161 visitor-serving units (which matches the existing number of units). No change in zoning or designation is included. Future expansion of visitor capacity would be limited by zoning regulations rather than a numerical limit.

Residential Subdivisions

Area F-2

Area F-2 is currently an undeveloped, forested area surrounded by the Poppy Hills Golf Course.
Area F-2 is currently designated MDR/2. The site is currently zoned MDR/B8, with a resource constraints overlay. 

Measure A would change this designation to LDR/1.5 and remove the resource constraints overlay.

Area F-3

Area F-3 is currently an undeveloped, forested area adjoining the Poppy Hills Golf Course. 

Area F-3 is currently designated MDR/2. The site is currently zoned MDR/B8, with a resource constraints overlay. 

Measure A would change this designation to LDR/4 and remove the resource constraints overlay.

Area I-2

Area I-2 is currently a vacant, forested site adjoining the Poppy Hill Golf Course and Viscaino Road. Adjoining lands on the south side of Viscaino Road are developed with residences zoned as LDR. 

Area I-2 is currently designated MDR/2. The site is currently zoned MDR/B8, with a resource constraints overlay. 

Measure A would change this designation to LDR/1.5 and remove the resource constraints overlay.

Area J

Area J consists of three forested lots of record that adjoin Spyglass Hill Golf Course and LDR development. 

Area J is currently designated MDR/2. The site is currently zoned MDR/B8 with a resource constraints overlay. 

Measure A would change this designation to LDR/2 & 4 for two existing lots and to open space forest for a 0.8 acre lot and remove the resource constraints overlay.
**Area K**

Area K consists of undeveloped, forested land between Stevenson Drive and the Spyglass Hill Golf Course, both east and west of Stevenson Drive. The golf course adjoins the site on three sides.

Area K is currently designated MDR/2 for the 10.6 acre area along Stevenson Drive and OR for the adjacent Spyglass Hill Golf Course. The site is currently zoned MDR/B8 for the 10.6 acre area with a resource constraints overlay and OR for the golf course area.

*Measure A would designate a 6.7-acre portion along Stevenson Drive as LDR/6 with the 3.9-acre west of Stevenson Drive to be designated OR. Measure A would zone the area LDR and OR with the constraints overlay removed. The designation and zoning on the golf course would be unchanged.*

**Area PQR**

The proposed residential area is located on the northern edge of Pescadero Canyon, a heavily forested area sheltering Pescadero Creek. It adjoins LDR development. This site (12.8 acres) is currently designated LDR/1 and zoned LDR/B-8 and RC. The proposed preservation area to the south is discussed below.

*Measure A would designate the proposed residential area for LDR/2 and remove the resource constraints overlay.*

**Corporation Yard Employee Housing**

This site is the existing Pebble Beach corporation yard and is developed with offices, a vehicle maintenance building, indoor and outdoor storage, and an ongoing rock and decomposed granite mining operation that is planned to cease operations by the end of 2003. The site is adjacent to the HHNA.

The Corporation Yard site is currently designated CGC. The site is currently zoned CGC/B8 with a constraints overlay.

*Measure A would not change the designation or zoning, but would remove the resource constraints overlay.*
Preservation Areas

Area B

The proposed preservation Area B (20.3 acres) is currently mostly designated MDR/2 with a portion designated OF and is zoned MDR/B8 with a resource constraints overlay.

*Measure A would designate all of the proposed preservation area as OF.*

Area D

Area D (17.1 acres) is a vacant, forested area along Congress Road that is zoned MDR. This area is outside the Coastal Zone.

*Measure A makes no changes relative to this area.*

Area G

Area G (47.9 acres) is a vacant, forested lot of record adjoining Poppy Hills Golf Course that is zoned MDR/B8.

Area H

Area H (53.8 acres) consists of a vacant, forested lot of record straddling Spruance Road and east of the Poppy Hills Golf Course that is zoned MDR/B8 and RC.

Area I-1

Area I-1 (40.5 acres) consists of a vacant, forested lot of record located along Lopez Road, between the Spyglass Hill and Poppy Hills Golf Courses that is zoned LDR/B-8, MDR/B-8, and RC.

Area J

A 0.8-acre lot is to be preserved by a conservation easement. Two existing lots are to be retained for potential future residential use (these are not part of the Proposed Project).
Area L

Area L (18.2 acres) consists of a long strip of vacant, forested land adjoining the north side of Spyglass Hill Golf Course, adjacent to Indian Village that is zoned MDR/B8.

Measure A would change the designation of these sites to OF and remove the resource constraints overlay.

Area PQR

The preservation area (233.1 acres) is currently designated LDR/1 on about 145 acres and OF on the remainder (88 acres). The site is currently zoned LDR/B8 and RC.

Measure A would designate the entire preservation area (233 acres) as OF and remove the resource constraints overlay.

Corporation Yard Preservation Area

This site (6.5 acres) is currently designated CGC and is zoned CGC/B-8 with a resource constraints area.

Measure A would not change the designation or zoning, but would remove the resource constraints overlay.

Spanish Bay Resort Permit Conditions, Associated Sawmill Site Use Permit Conditions and Associated Conservation Easements

Construction of the Spanish Bay Resort and related use of the Sawmill site was approved by the County and CCC in 1984 and 1985. As part of permit conditions (see discussion below) the applicant was required to undertake revegetation efforts at the disturbed portions of the Sawmill site, and to dedicate conservation and scenic easements over the upper and lower Sawmill site (as well as the adjoining HHNA).

County Permit Conditions. The applicant’s permit approved by the County for the Spanish Bay Resort (Use Permit PC-5202) (County of Monterey 1984a) contained the following condition:

- Spanish Bay Project Use Permit Condition 31. “All lands owned by the applicant designated as environmentally sensitive habitat within the Huckleberry Hill wildlife habitat shown in the Del Monte Forest LUP shall be placed in a scenic easement or conveyed in fee for conservation purposes
to the Del Monte Forest Foundation prior to occupancy or use of any phase of the project. The instrument effecting the conveyance shall be subject to approval of the Director of Planning and County Counsel and shall provide for enforcement by the County, if required. The County shall be named as a beneficiary in the event the Foundation ceases or is unable to adequately manage this area for habitat preservation.”

The applicant was also granted a Use Permit by the County for extraction of sand from the Sawmill site (Use Permit PC-5040) (County of Monterey 1984c) for the purposes of construction of the Spanish Bay Resort, which contained the following conditions:

- **Sawmill Use Permit Condition 8.** “The final graded slopes shall not exceed [a ratio of] 2:1. Slope tops shall be rounded to cause a more natural appearance. The final grade of the borrow site shall provide an internal basin to serve as a sediment basin for the borrow site, subject to the approval of the Director of Public Works and Director of Building Inspection.”

- **Sawmill Use Permit Condition 9.** “At the completion of extraction operations, stockpiled topsoil shall be spread on site and all exposed surfaces shall be seeded with rye grass or equivalent at 100 pounds per acre.”

- **Sawmill Use Permit Condition 10.** “The disturbed areas shall be revegetated with species currently found on-site within one year, subject to the approval of the Director of Planning. The revegetation plan shall include plantings of Monterey pines on terraces and benches to fill natural screens and to give appearance of natural forest cover and provide for plantings of Gowen cypress and Monterey pine in the pit floor. Said plan shall also conform with the OSAC standards.”

The Proposed Project includes a request to Monterey County to delete or amend Sawmill site permit conditions of approval 8, 9, and 10.

The applicant applied for and received an amendment to Permit PC-5040 to authorize the use of a conveyor system to transport sand from the Sawmill site to the Spanish Bay Resort site (Use Permit Amendment PC-5405) (County of Monterey 1984d), which contained the following relevant conditions:

- **Sawmill Use Permit Amendment Condition 13 (s).** “The applicant shall restore and revegetate the borrow site and adjacent deforested area as defined by the Director of Planning. Such revegetation shall conform to the Land Use Plan policies, and provide at least a one-to-one replacement...”

- **Sawmill Use Permit Amendment Condition 13 (t).** “The applicant shall grant a permanent scenic easement to the County of Monterey over the borrow site and adjacent deforested area as determined by the Director of Planning... The scenic easement shall: (1) permit the excavation of sand under use permit PC-5040; (2) permit the revegetation and restoration of the area it covers; (3) not permit further uses of the area it covers except those uses necessary to effectuate and maintain the restoration and revegetation plan.”
CCC Permit Conditions. The CCC issued the Coastal Development Permit for the Spanish Bay Resort in 1985 (Coastal Permit 3-84-226). Requirements include restoration of the Sawmill site and the dedication of a conservation easement for the HHNA. Pertinent Coastal Permit 3-84-226 conditions are summarized below:

- **Condition 5.** “Prior to transmittal of that portion of the permit which allows excavation of natural forest habitat at Sawmill gulch and/or road development within the Huckleberry Hill Natural Habitat Area, the permittee shall execute and record a document…irrevocably offering to dedicate to a public agency or a private association…an easement for the protection of natural and scenic resources within the area identified below. The terms and provisions of such offer shall be in accordance with the Del Monte Forest Land Use Plan (DMFLUP) as certified, particularly Policy 13 with respect to dedication of easements and Policy 26 with respect to dedication of the Huckleberry Hill wildlife habitat are (i.e., the Gowen cypress-Bishop pine habitats and adjacent areas within Del Monte Forest) shown as “Terrestrial Sensitive Habitat” and “Rare Plant” on Figure 2 of the LUP. Such scenic and conservation easement shall also encompass any additional area within Del Monte Forest shown within the “Huckleberry Hill Natural Habitat Area” on Figure 5 of the certified LUP. The term of the easement shall specifically identify the permanent preservation of existing natural habitats as the primary purpose of the dedication and shall provide for scientific study and public visitation consistent with this purpose.”

- **Condition 28.** “In the event that entrance road “Alternative C” is selected by permittee…permittee shall submit…a rigorous, enforceable habitat and scenic resource mitigation program. Such mitigation program shall include, at a minimum, the following measures: rehabilitation of the Upper Sawmill Gulch quarry site and its incorporation into the Huckleberry Hill Natural Habitat Area…”

Monterey County Conservation Easement. The conservation and scenic easement deed for the lower Sawmill site (23.8 acres) between Monterey County and the applicant was recorded in 1986. This is the easement required by County Permit PC-5040. This easement states that "no development or use of the Sawmill Borrow site shall take place except the following-described development and uses..."

A. Excavation and conveyance of sand for the Sawmill Borrow site and all construction, use, acts and activities necessary or incidental to carry out such excavation and conveyance as permitted pursuant to Use Permit PC-5040, as amended.

B. Restoration and revegetation of the Sawmill Borrow site and all acts and activities incidental thereto as required pursuant to Use Permit PC-5040, as amended.

C. Construction, maintenance, repair and use of the new road and all construction, use acts, and activities incidental thereto as permitted and
required pursuant to Combined Development Permit PC-5202 issued by
Grantee for the Spanish Bay Resort Project.

D. Construction, maintenance, repair, and use of public service and utility lines
and pipes, including but not limited to those for gas, electricity, telephone,
water, sewer, cable television, and drainage.

E. Maintenance, repair, and use of existing fire roads, pedestrian and equestrian
trails, and the development, maintenance, repair and use of new pedestrian
and equestrian trails.

F. Use for open space and recreational purposes and scientific study and the
construction, maintenance, repair and use of facilities related to maintenance
and use for open space, recreational and scientific study uses. Nothing in this
Deed authorizes or shall be construed as authorizing public access to the
Sawmill Borrow site, and any use of the Sawmill Borrow site by members of
the public shall be subject and subordinate to the rights, rules, and
regulations of Grantor.”

**Del Monte Forest Foundation Easement.** An offer to dedicate the HHNA
and the upper Sawmill Gulch area was made by the applicant in 1987 as required
by the CCC. This is the easement required by County Permit PC-5202 and CCC
permit 3-84-226.

According to Figure 2 in the Del Monte Forest LUP, the Sawmill site is not
designated “terrestrial sensitive habitat” or “rare plant” areas designated as
ESHA. According to Figure 5 and Figure 10 A in the LUP, neither the upper or
lower Sawmill appear to be within the identified boundary of the HHNA.

The easement states that “the primary purpose of this Offer is the permanent
preservation of natural plant and wildlife habitat.” It goes on to identify that “the
development and uses permitted under this Offer are the following:

A. Open space for plant and wildlife habitat protection

B. Management, maintenance and improvement activities for the conservation,
protection and enhancement of the natural habitat.

C. Public and private visitation and recreational uses and scientific study.

D. The construction, maintenance, repair and use of public service and utility
lines, pipes and minor transmission facilities (including those for gas,
electricity, telephone, water, sewer, and cable television), and facilities for
drainage and erosion and sedimentation control.

E. The construction, maintenance, repair and use of minor structural facilities
related to the maintenance or incidental use of the Huckleberry Hill Open
Space for natural habitat protection and outdoor recreation.

F. The maintenance, repair and use of existing fire roads, pedestrian and
equestrian trails, and construction, maintenance, repair and use of new
pedestrian and equestrian trails.
G. Maintenance, repair and use of the development and uses existing on the date of this Offer as specified in Exhibit "C" attached hereto an incorporated by this reference herein, subject to modification as provided for by Condition No. 23 of the Coastal Permit.

H. The construction, maintenance, repair and use of the development and uses authorized by the County Permit and the Coastal Permit.

I. The construction, maintenance, repair and use of those public and private roads generally shown in the Del Monte Forest LUP and additions and improvements related thereto, including structural support, interchanges, entrance gates and parking areas, subject to the limitations and requirements of the Del Monte Forest LUP.

J. Within Areas 3 and 6 as described in Exhibits "A" and "B" in addition to the development and uses described above, the construction, maintenance, repair, and use of facilities for plant propagation and general forestry activities (including facilities for firewood processing and storage) and facilities for active outdoor recreational pursuits (such as parks and picnic areas, but excluding tennis courts, off-road vehicle use or similar activities inconsistent with the primary purpose of this Offer). (Note Area 6 contains most of the upper Sawmill site).

K. Such future construction, development and uses as may be permitted under the Del Monte Forest LUP consistent with the primary purpose and intent to preserve and maintain the Huckleberry Hill Open space substantially as natural habitat open space under the provisions of this offer.

L. Maintenance and repair activities necessary for all of the above-described development and uses; provided, however, that grading and vegetation removal, unless permitted under the Forest Maintenance Standard referred to in Paragraph IV or otherwise authorized by governmental approvals shall not be deemed "maintenance and repair" but shall require separate governmental approvals.”

**Plans and Policies**

California planning law requires each city and county in the state to adopt a general plan for its future development. In addition, the Coastal Act requires cities and counties within the Coastal Zone to adopt a LCP.

These plans identify the allowable uses of land within their boundaries and establish policies both for the development and protection of resources. They form the foundation for zoning and coastal implementation plan ordinances that establish regulatory standards for development and resource protection. As described below, the LCP and its constituent plans provide a regulatory framework for the existing golf courses, visitor-serving commercial areas, residential areas, and resource protection areas that make up the Pebble Beach coastal area.
Amendments to a certified LCP must be reviewed and certified by the Commission before they may take effect. In reviewing proposed amendments, the Commission may approve, approve with modifications, or deny the proposal.

The CCC certified the County’s LCP, including the Del Monte Forest LUP and the CIP, in 1987. Taken together, these documents constitute the County’s LCP. This certification enables the County to consider and issue permits for projects that are consistent with the certified LCP.

The Proposed Project is primarily located within the Del Monte Forest LCP area. The entire portion of Pebble Beach within the coastal zone is also within the appeal jurisdiction of the CCC. This Proposed Project is unusual in that it is directly related to a land use initiative (Measure A) that has been approved by the Monterey County voters that would amend the existing Del Monte LUP upon certification by the CCC. Measure A is discussed separately below. Monterey County is also currently updating its general plan, including the Del Monte Forest LUP. Within the Del Monte Forest, the Draft General Plan Update includes the changes included within Measure A.

That portion of the Del Monte Forest which is not within the Coastal Zone is governed by the Greater Monterey Peninsula Area Plan (GMPAP), which like the Del Monte Forest LUP is part of the County’s General Plan. The only portions of the proposed project which are outside the Coastal Zone are:

- The northwestern edge of the relocated Equestrian Center, which is approximately three acres in size, and
- Area D, an area proposed for preservation, which is immediately north of the intersection of SFB Morse Drive and Congress Road and just to the north of the non-coastal portion of the relocated Equestrian Center.

There are several planning areas within the Del Monte Forest LUP. Elements of the project are located within the Pebble Beach, Spyglass Cypress, Gowen Cypress, Spanish Bay, Huckleberry Hill, Pescadero, and Middle Fork Planning Areas.

**Del Monte Forest LCP**

The following Del Monte Forest LUP and CIP land use designations are pertinent to the project:

**Residential Designations**

Residential land uses are described in terms of low-density residential and medium density residential under the LUP as follows:

- **Low Density Residential (LDR)** (maximum of 1 du/acre). Referred to as “LDR” in this document (because of the corresponding zoning), this
designates a specific minimum density of 1-unit/2 acres, 1-unit/1.5 acres, 1 unit/4 acres or a specific density that is assigned to an area.

- **Medium Density Residential (MDR)** (maximum of 4 du/acre). Referred to as “MDR” in this document (because of the corresponding zoning), this designation includes a specific density of either 2 units/acre, 4 units/acre, or a site-specific assigned density that is assigned to an area. (The two areas (Area D and a portion of the Sawmillsite) in the Proposed Project that are outside the Coastal Zone are designated MDR/4 in the GMPAP.)

Caretakers units, servants quarters, and other separate houses, but not senior citizen units, are considered units of residential development for the purpose of calculating density.

Golf Courses can be allowed as a conditional use in the LDR and MDR land use designations of the Del Monte Forest

**Commercial Designations**

Commercial designations include visitor-serving commercial, coastal general commercial, and institutional.

- **Visitor-Service Commercial (VSC)**. This category allows for uses providing basic support services and visitor needs associated with coastal recreation and travel. Major hotel or inn accommodations and support commercial facilities are principal uses. Residential uses consistent with LUP Land Use Maps and intensities may be permitted as secondary uses under this category at the density specified.

- **Coastal General Commercial (CGC)**. This category provides for commercial-use areas to support community needs. Future uses will be required to be compatible with the general retailing and community service character of this designation, as well as community services and storage facilities.

- **Institutional**. This designation is applied to a variety of uses, including the Robert Louis Stevenson School, PBSCD offices, firehouses, and a utility substation. The area of the Pebble Beach Company Corporation Yard immediately south of the proposed employee housing is also designated as institutional commercial (IC).

**Open Space Designations**

The two classes of open space applicable to the project are:

- **Open Space Recreational (OR)**. This category permits golf courses, the Beach and Tennis Club, and the existing Equestrian Center, as well as necessary support and maintenance facilities such as the pro shops, cart shops, parking areas, stables, and barns.
- **Open Space Forest (OF).** This category includes the SFB Morse Botanical Reserve, Huckleberry Hill Natural Area, riparian corridors, rare plants and specimen trees, and geological hazard areas. Permitted developments are trails, low-intensity recreational facilities, tree cutting, and public works only if consistent with all other plan policies.

Table 3.1-2 summarizes existing LUP zoning designations for each of the Proposed Project sites. Figure 3.1-1 shows the existing LUP designations on a map of the Del Monte Forest. The proposed Measure A changes in zoning designations are noted in Table 3.1-2 and are shown in Figure 3.1-2.

### Applicable Policies

In addition to the land use designations, the County has a number of land use policies relevant to the proposed project. These policies are in the:

- Del Monte Forest Land Use Plan (for land within the Coastal Zone);
- Greater Monterey Peninsula Area Plan (for land outside the Coastal Zone); and
- Monterey County General Plan (only those policies not superceded in the DMFLUP or GMPAP).

All relevant policies are included in the policy consistency analysis in Appendix D. The overall intent of these policies is to beneficially guide development within the County, taking into account the needs of County residents and the preservation of natural resources.

### Measure A

This Proposed Project is unusual in that it is directly related to a land use initiative (Measure A) (County of Monterey 2000) approved by 63.5% of the Monterey County voters that would amend the existing Del Monte LUP.

Upon certification by the CCC, Measure A would result in the following overall changes to the LCP:

- Increase lands designated forest open space by about 217 acres;
- Increase lands designated recreational open space by about 220 acres;
- Decrease the residential unit development potential allowed under the LCP’s land use designations by 856 lots from 7 planning areas with a decrease in density from medium to low, subject to other resource policies in the plan.
### Table 3.1-2. Del Monte Forest Zoning Designations Relevant to Project Sites

<table>
<thead>
<tr>
<th>Area</th>
<th>Proposed Project Use</th>
<th>Existing LCP Zoning</th>
<th>Post-Measure A Zoning</th>
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**Key:**
- LDR = Low-Density residential (LDR/X = X acres/unit)
- MDR = Medium-Density residential (MDR/X = X units/acre)
- VSC = Visitor-Serving Commercial
- CGC = Coastal General Commercial
- IC = Institutional Commercial
- OR = Open Space Recreation
- RC = Resource Conservation
- B-8 = Resource Constrained
Increase the amount of allowable visitor-serving units at The Lodge at Pebble Beach, The Inn at Spanish Bay and in one small area within Areas M and N; and


Much of Measure A is related to the Proposed Project, and its changes would greatly facilitate related permit approvals. The Proposed Project has incorporated the land use and policy changes included in Measure A in its plan of development. However, as noted previously, Measure A is not part of the Proposed Project analyzed in this document. Although approved by County voters in November 2000, Measure A will not become effective until the CCC certifies it. Accordingly, the baseline for assessing the Proposed Project in this document is the existing LUP/LCP.