

MONTEREY COUNTY BOARD OF SUPERVISORS

Sam Karas, Chairman

Marc Del Piero

Dusan Petrovic

Barbara Shipnuck

Karin Strasser Kauffman

MONTEREY COUNTY PLANNING COMMISSIONERS

Calvin Reaves, Chairman

Thomas Mill, 1st Vice Chairman

Lynn Riddle, 2nd Vice Chairwoman

Peter Cailotto

Louis Calcagno

Tom Glau

David Hendrick

Manuel Jimenez

Jo Stallard

GREATER SALINAS AREA PLAN CITIZENS ADVISORY COMMITTEE

Hans Sappok, Chairman

Michael Boggiatto

Ellyse Burke

Donald Cranford

Hardy Nielsen

William Pennycook

Kevin Quinn

Bruno Sala

The Committee dedicates this report to the memory of fellow CAC member Jack Coakley

MONTEREY COUNTY PLANNING DEPARTMENT

Robert Slimmon, Jr., Director of Planing

Raymond W. Lamb, Assistant Director of Planning

Project Staff:

Frank E. Brunings, Project Planner

Steve Early, Graphics Supervisor

Steven Sigala, Project Graphics

Carmelia Moon, Word Processing

Approved by the Monterey County Planning Commission January 9, 1985.

UPDATE INDEX

GREATER SALINAS AREA PLAN

As Adopted by the Monterey County Board of Supervisors for the following dates:

1. **July 14, 1987** - Adopt Boronda Neighborhood Improvement Plan and Land Use Designations.
2. **November 29, 1988** - MAP CHANGE - APN 177-071-16 - Change land use designation from "Farmlands" to "Commerical."
3. **August 24, 1993** - MAP CHANGE - APN 153-111-3, 4, 5, 6, 7 - Change land use designation from "Farmlands, 40 Acre Minimum" to "Low Density Residential, 2.5 Acres/Unit".
4. **August 24, 1993** - MAP CHANGE - APN 137-141-20 - Change land use designation from "Farmlands, 40 Acre Minimum" to "Industrial".
5. **December 14, 1993** - MAP CHANGE - APNs 177-051-033-000; 177-054-004-000; 177-055-007-000 SPRECKELS - Change land use designation from "Farmlands, 40 Acre Minimum" to "High Density Residential, 5.1 Units/Acre."
6. **June 14, 1994** - MAP CHANGE - APNs 177-101-011-000 - Change land use designation from "Farmlands, 40 Acre Minimum" to "Commercial" for a 0.826 acre parcel located immediately east of the Town of Spreckels. **NOTE:** Final Implementation pursuant to recordation of the Final Map.
7. **November 29, 1994** - MAP CHANGE - APN 211-101-002-000M - Change land use designation from "Medium Residential, 5 Units/Acre" to "Low Density Residential, 1 Acre/Unit" for several parcels in the Gabilan Acres area north of Salinas (by Monterey County).
8. **February 14, 1995** - MAP CHANGE - APNs 177-132-005, 006 - Change land use designation from "Farmlands, 40 Acre Minimum" to "Industrial."
9. **February 14, 1995** - MAP CHANGE - APNs 107-031-003, 004, 014, 027, 028, 030, 031, 032, 036, 037. Change land use designation from "Farmlands, 40 Acre Minimum" to "Low Density Residential, 5 Acres/Unit."
10. **January 9, 1996** - ADD POLICY 26.1.4.3 regarding sewer and water requirements for proposed subdivision.

GREATER SALINAS AREA PLAN PHILOSOPHY

The Greater Salinas Area Plan was prepared under the guidance of the Greater Salinas Area Plan Citizens Advisory Committee (CAC) appointed by the Board of Supervisors. The CAC members represented a wide cross-section of concerns for growth, preservation of natural resources and maintenance of the agricultural economy.

When the CAC was in the process of preparing the Greater Salinas Area Plan, the Planning Area was facing major economic and environmental issues. The Area experienced major plant closings (Firestone, Spreckels, Peter-Paul, Dave Walsh) and attendant job losses. The Area was experiencing the largest increase in housing prices in recent memory and affordable was rapidly disappearing. The Area was threatened by the despoliation of its natural resources. The Salinas River was one of the most polluted in the State. Levels of salinity in the groundwater were increasing. The creek, riparian and wetland vegetation were threatened with channelization and urban encroachment. And the Area's farmland needed protection being irretrievably converted to urban uses.

These challenges prompted the CAC to craft a Plan which would address the above issues in a comprehensive manner. The Plan provides policies and land uses which create opportunities for jobs and housing. Equally important is ensuring that growth's impact on the Area's resources is tempered by directing a compact, community centered, growth pattern toward the foothills and away from agricultural lands. The Plan promotes the management of the Area's creeks, its wetlands, its oak woodlands and its ground water. Where growth occurs, these resources retain priority because existing natural communities must be integrated into the development. Growth is also required to be socially responsible. That is, it must pay for the improvements and the new public facilities which serve it and provide housing affordable to low and moderate income households.

The Greater Salinas Area Plan seeks to strengthen the agricultural economy. Policies allow greater flexibility in the size and use of agricultural parcels. The CAC felt that these features would promote a greater variety of agricultural activities on farmland. Additionally, agricultural land previously designated for urban uses have been redesignated as farmlands. Area Plan policies also fosters long-term agricultural production by reinforcing urban/agricultural boundaries to prevent land speculation around the urban fringe.

In sum, the Greater Salinas Area Plan seeks to provide for the real needs of present and future, yet unborn, County residents. It is anticipated that County residents, through the land uses and policies reflected in this Plan, will find productive jobs, affordable housing, an active agricultural economy, and an abundance of the scenic and natural resources which typify the high quality living environment found in Greater Salinas today.

TABLE OF CONTENTS

GREATER SALINAS AREA PLAN PHILOSOPHY 3

INTRODUCTION

PART I: INVENTORY AND ANALYSIS

CHAPTER I: NATURAL RESOURCES.....11

- Geography.....12*
- Climate.....12*
- Geology.....14*
- Mineral Resources.....14*
- Soils and Slope14*
- Farmlands.....16*
- Water Resources.....18*
 - Dams and Groundwater.....18*
 - Streams and Lakes18*
- Vegetation.....19*
- Wildlife.....19*
- Environmentally Sensitive Areas20*
- Archaeological Resources20*

CHAPTER II: ENVIRONMENTAL CONSTRAINTS.....23

- Seismic and Geologic Hazard24*
- Flood Hazards.....27*
- Fire Hazards.....27*
- Miscellaneous Hazards.....30*
- Emergency Preparedness.....30*
- Air Quality.....30*
- Water Quality.....31*
- Noise Hazards31*
 - Traffic Noise.....31*
 - Airport Noise.....33*
 - Industrial Noise Sources.....33*

CHAPTER III: HUMAN RESOURCES.....	34
<i>Demographic Analysis.....</i>	<i>35</i>
<i>Population Trends.....</i>	<i>35</i>
<i>Unincorporated Area.....</i>	<i>35</i>
<i>Incorporated Area.....</i>	<i>36</i>
<i>Population Characteristics.....</i>	<i>36</i>
<i>Racial and Ethnic Composition.....</i>	<i>36</i>
<i>Age Structure.....</i>	<i>37</i>
<i>Socioeconomic Characteristics.....</i>	<i>38</i>
<i>Educational Level.....</i>	<i>38</i>
<i>Household Income.....</i>	<i>39</i>
<i>Planning Area Economy.....</i>	<i>40</i>
<i>Agriculture.....</i>	<i>40</i>
<i>Construction.....</i>	<i>40</i>
<i>Manufacturing.....</i>	<i>40</i>
<i>Financial Services.....</i>	<i>40</i>
<i>The Service Sector.....</i>	<i>41</i>
<i>Federal, State and Local Government.....</i>	<i>41</i>
CHAPTER IV: AREA DEVELOPMENT.....	42
<i>Existing Land Use.....</i>	<i>43</i>
<i>Residential.....</i>	<i>43</i>
<i>Commercial.....</i>	<i>43</i>
<i>Industrial.....</i>	<i>43</i>
<i>Public Land Ownership.....</i>	<i>43</i>
<i>Agriculture.....</i>	<i>46</i>
<i>Unimproved Lands.....</i>	<i>46</i>
<i>Current Holding Capacity.....</i>	<i>46</i>
<i>Residential Holding Capacity.....</i>	<i>48</i>
<i>Commercial Holding Capacity.....</i>	<i>48</i>
<i>Industrial Holding Capacity.....</i>	<i>48</i>
<i>Transportation.....</i>	<i>48</i>
<i>State Highways.....</i>	<i>48</i>
<i>County Roads.....</i>	<i>49</i>
<i>Use of Roads and Highways.....</i>	<i>52</i>
<i>Scenic Highways and Visual Sensitivity.....</i>	<i>52</i>
<i>Public Transit Services.....</i>	<i>54</i>
<i>Truck Transportation.....</i>	<i>55</i>
<i>Air Transportation.....</i>	<i>55</i>
<i>Railroad Transportation.....</i>	<i>55</i>
<i>Southern Pacific Transportation Company Freight Service.....</i>	<i>55</i>
<i>AMTRAK Passenger Service.....</i>	<i>56</i>
<i>Non-Motorized Transportation.....</i>	<i>56</i>

<i>Special Use</i>	84
<i>Spheres of Influence</i>	84
<i>Land Use Philosophy</i>	84
<i>Major Land Use Recommendations</i>	85
<i>Area of Development Concentration</i>	85
<i>Residential</i>	86
<i>Commercial</i>	88
<i>Industrial</i>	88
<i>Agricultural</i>	88
<i>Resource Conservation</i>	89
<i>Public/Quasi-Public</i>	89
<i>Transportation</i>	89

CHAPTER VI: PLAN IMPLEMENTATION	91
<i>Ordinances</i>	92
<i>Capital Improvements Program</i>	93
<i>Ongoing Review</i>	93

CHAPTER VII: ENVIRONMENTAL IMPACT REPORT	94
---	-----------

APPENDICES

<i>Appendix A: Glossary</i>	A-1
<i>Appendix B: Monterey County General Background Reports</i>	B-1

LIST OF FIGURES

<i>Figure 1: Greater Salinas Planning Area and Vicinity</i>	3
<i>Figure 2: Slope</i>	5
<i>Figure 3: Important Farmlands</i>	7
<i>Figure 4: Archaeological Sensitivity and Historical Sites</i>	12
<i>Figure 5: Seismic Hazards</i>	15
<i>Figure 6: Landslide and Erosion Susceptibility</i>	16
<i>Figure 7 Flood Prone Areas</i>	18
<i>Figure 8: Fire Hazards</i>	19
<i>Figure 9: Existing Land Uses</i>	34
<i>Figure 9a: Existing Land Uses (detail)</i>	35
<i>Figure 10: Williamson Act Contracts</i>	37
<i>Figure 11: Major Roadways by Function</i>	40
<i>Figure 12: Annual Average Daily Traffic on Major Roads and Highways</i>	43
<i>Figure 13: Land Use Plan</i>	87
<i>Amendments to the Land Use Plan</i>	following page 87

LIST OF TABLES

Table 1: Monterey County 1981 Air Emission Estimates of Reactive Air Contaminants.....22

Table 2: Planning Area and County Populations in 1970, 1976, 198025

Table 3: County Planning Area Population by Race and Spanish Origin.....27

Table 4: Educational Level -- 1970 and 1980.....28

Table 5: Median Household Income 1976 - 1980.....29

Table 6: Greater Salinas Annual Average Daily Traffic.....41

Table 7: Archeological/Historical Sites in the Greater Salinas Planning Area.....50

Table 8: Selected Housing Information for the Greater Salinas Planning Area.....51

Table 9: Housing Counts -- 1970 - 1980 and Year 2000 Forecast.....53

CHAPTER I: NATURAL RESOURCES

In preparing an area plan for the Greater Salinas Planning Area, it is essential to have an understanding of the opportunities and limitations of the Area's physical features and natural resources. Natural characteristics shape the setting in which physical development takes place. The Planning Area's unique combination of natural resources provides considerable opportunities for a variety of land uses.

The natural resources discussed in this Plan can be characterized either as those which are unaffected by man or as those which may be depleted or destroyed through improper management. Geography, climate, and geology, for example, are essentially unchanged by man's activities. The remaining categories of this section--minerals, soils, water, vegetation, wildlife, environmentally sensitive areas, ocean resources, and archaeological resources--may be significantly altered or even destroyed through misuse.

NATURAL RESOURCES

GEOGRAPHY

As shown in Figure 1 the Greater Salinas Planning Area is bordered by the North County Planning Area on the north, the Greater Monterey Peninsula and Toro Planning Area on the west, the Central Salinas Valley Planning Area on the south, and the San Benito-Monterey county line on the east. Within the Planning Area boundary lies the incorporated city of Salinas.

The geophysical features of the Planning Area were formed by the meandering Salinas River and framed by the ridgelines of the Gabilan and Sierra De Salinas mountain ranges. The height of the Gabilan Range is exemplified by Fremont Peak which looms 3,171 feet above sea level. Towering directly southwest of Fremont Peak is Mt. Toro which, at 3560 feet, marks the terminus of the Sierra De Salinas Range. The barren, golden slopes shaping the valley provide a strong contrast to the dark carpet of rich, productive topsoil covering the valley floor. Parts of the surrounding foothills are sculpted by rainfall into steep rugged ravines. These ravines funnel rainfall into creeks, into lakes which dot the valley floor, and eventually into the Salinas River.

The Salinas River bisects and runs along the entire length of the Valley. It has a length of 155 miles with headwaters at Lakes San Antonio and Nacimiento and mouth at the Pacific Ocean. The Salinas River flows year-round although primarily below-surface during the summer months.

The City of Salinas is the major urbanized population center in the Planning Area. Current City limits cover about 12,100 acres or about 11.6% of the total Planning Area acreage. The activities of the City's 94,600 people, a population which is expected to grow to 137,000 people by the year 2000, will undoubtedly shape the pattern of growth and preservation in the Greater Salinas Planning Area.

CLIMATE

The climate of the Planning Area is characterized by moderate temperatures throughout the year, mild winter rainy seasons and cool dry summers. Mean daily temperatures range between 55 - 65 degrees F. with average summer temperatures of 70-75 degrees F. Coastal fog usually extends inland in the morning and late evenings, adding cool moisture to the lower valley during the dry summer.

Annual average precipitation, which falls primarily during the winter season, ranges from 14 - 15 inches in the Valley and from 18 - 20 inches on Fremont Peak.

Figure 1
Greater Salinas Planning Area and Vicinity

GEOLOGY

The primary geological component of the Gabilan range and the base rock of the Salinas Valley is granite. During past geologic activity, three subsequent layers have settled on the valley's granite bedrock.

The first was the Miocene formation composed of shale and sandstone, the second was the Pliocene formation composed of marine sediments, and the most recent formation, the Quaternary, is composed of alluvium deposits, terraces and fans. The alluvial deposits along with traces of underlying soils have contributed to the high agricultural productivity of soils in the Salinas Valley.

MINERAL RESOURCES

Since the turn of the century, a variety of natural materials such as sand, gravel, clay, limestone, and dolomite have been extracted from the Greater Salinas Planning Area. Today extraction is mainly limited to sand and dolomite. Salinas River sand is used in construction; dolomite is also used in construction, in agriculture as a soil conditioner, in making steel, and in making milk of magnesia.

SOILS AND SLOPE

Soil types found in the Planning Area are divided into three categories based on suitability for septic system effluent absorption, dwellings without basements, and development of roads and streets. Soil constraints considered in determining suitability include slope, depth to bedrock, soil strength, shrink-swell potential, and the presence of water.

Categories of soil constraints are rated as low, moderate, and high. Soils in areas with a low constraint rating are favorable for most land uses and any limitations can be easily overcome. Soils with moderate constraints have properties which render them unfavorable for specified uses, but in such cases limitations can usually be overcome by special planning and design. Areas with soils given a high constraint rating have soil properties which are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required, and development may be entirely precluded. Soils in the Greater Salinas Planning Area which have a low constraints rating are located on the fairly level lands paralleling the Salinas River, Old Stage Road, and a narrow band of land along Gabilan Creek. Areas of moderate soils constraints are the lands directly northeast and west of Salinas. Areas with a high level of constraint are found in the steep slopes of the Gabilans and the lands directly west of Salinas. The majority of the Planning Area contains soils in the high constraints category.

Figure 2
Slope

Slope is a significant factor in determining soil stability, rate of erosion, and runoff velocity. Figure 2 demonstrates that, generally speaking, areas of low and moderate slopes correspond roughly to areas of low and moderate soil constraints. Areas having slopes in excess of 30 percent are generally suitable only for open space, low intensity recreation, watershed, or grazing. Figure 2 is a generalized depiction of slope within the Planning Area and as with soils constraints, site specific analyses will be necessary to identify particular areas where slope will or will not have an impact on development.

FARMLANDS

The Soil Conservation Service has developed and adopted a system for categorizing important farmlands in California and the rest of the nation. The system distinguishes four categories of farmlands, each with specific criteria. The categories are prime farmlands, farmlands of statewide importance, unique farmlands, and farmlands of local importance. Prime farmland is land best suited for producing food, feed, forage, fiber and oilseed crops. Farmlands of statewide importance is land other than prime that has a good combination of physical and chemical characteristics for producing food, feed, forage, fiber and oilseed crops. Additionally, such lands must be irrigated to be included in these two categories. Unique farmland is land other than prime and farmland of statewide importance that is currently used for the production of specific high value food and fiber crops. Farmlands of local importance have been defined as lands which fail to qualify as prime farmlands or farmlands of statewide importance only because they are not irrigated.

As shown in Figure 3, prime farmlands are located throughout the Planning Area and cover sizable areas east and west of Salinas. Farmlands of statewide importance occur in areas north of Salinas in scattered patches north of Boronda and near Spence and Potter Roads; unique farmlands occur in isolated spots near Espinosa Lake and near Spence Road. The farmlands of local importance are located in large areas east of Old Stage Road and in isolated spots in the upper Gabilan Creek and Natividad areas. The farmlands of local importance in the Planning Areas are primarily grazing lands not currently used for the cultivation of food or fiber crops. The suitability for cultivation of these lands must be weighed against the limitations of the area, adjacent uses, access, and availability.

Figure 3
Important Farmlands

WATER RESOURCES

Dams and Groundwater

Water resources in Greater Salinas are mainly derived from the Salinas River which carries water both above and below ground. The flow of the Salinas River is controlled by the monitored release of water from San Antonio and Nacimiento Reservoirs located in south Monterey County and San Luis Obispo County. The two reservoirs yield a total of 262,350 acre-feet per year which is used almost exclusively for the artificial recharge of the Salinas groundwater subbasin. The release of water, which percolates through ponds in the Salinas Riverbed, supplies the Planning Areas' water need for homes and agriculture and stems the rate of saltwater intrusion.

The Planning Area has two monitored groundwater basins known as the Pressure Area which runs along the south-west side of the valley and the East Side Area which runs along the north-east side of the valley. Both groundwater basins supply an estimated 9 million gallons per day and virtually all of this water is pumped from either the 180- or 400-foot aquifer. There is a deeper aquifer (below 700 feet) where the potential for a future supply of water is now being investigated. Also, an investigation into the 900-foot aquifer by geologists estimated a total storage capacity of 12 million acre-feet for that aquifer.

Although overdrafting problems in the Pressure Area have been alleviated by the construction and operation of the dams, the East Side Area's water level has continually declined. It appears that the East Side Area does not receive a substantial recharge from the dams. This occurs because clay layers severely restrict groundwater movement between the two groundwater basins. The East Side Area ground water levels are far below their pre-1945 levels and are continuing to fall.

Streams and Lakes

The Planning Area's surface hydrology contains five creeks which drain into the Valley from the Gabilan Mountains. These creeks include Quail Creek along the Area's southern border, and Alisal, Natividad, Santa Rita, and Gabilan Creeks. None of these creeks flows all year long. The Planning Area also contains a number of seasonal lakes. Intermittent lakes in the area include Merritt Lake, Espinosa Lake, and Santa Rita Lake along the northern border of the area; Fontes Lake and Boronda Lake in the Boronda area; Markley Swamp and Mill Lake in Salinas' Rossi-Rico area; Carr Lake in East Salinas; Heins Lake just south of the Airport; and Smith Lake located just north of Hartnell Road and Alisal Creek. Most of these lakes were once connected by a natural channel which has since been artificially improved. Now known as Reclamation Ditch #1665, it is managed by the Monterey County Flood Control and Water Conservation District. It is the principal drainage for surface water from the north and east sections of Greater Salinas.

VEGETATION

The Greater Salinas Area contains five distinct communities of native vegetation. These communities include: wetlands, riparian, chaparral, grassland, and broadleaf evergreen. Wetlands, specially, saltmarshes can be found in the far west corner of Greater Salinas in the backwaters of Tembladero and Moro Cojo Sloughs. Here, wetland vegetation species are distributed according to their tolerance of saltwater concentration. The varying degrees of salinity create a special niche for each salt tolerant plant species and such conditions can yield a very diverse plant community. Indicator plants in a salt marsh habitat include pickle weed, alkalai heath, Frankenia, and blue-green algae. Along the fringes of the slough where elevations are slightly higher, salt grass becomes abundant; pickle weed is still present and coast goosefoot, alkalai heath, and winter annuals are other important plant constituents. Freshwater wetlands can be found around Espinosa Lake, and around Marklee Swamp and Fontes Lake near Boronda. The riparian community is found along the Planning Area's permanently and seasonally flowing fresh water streams and along certain parts of the Salinas River. Indicator trees include black cottonwood, white alder, box elder, California bay laurel and willow. Shrubs commonly found along the riverbank include wild rose, wild blackberry, snowberry, and mugwort. The chaparral community may be found on the dry slopes of the Gabilan Mountains. Dominant plant species of chaparral vary considerably due to local conditions but common species include chamise, manzanita coast live oak, interior live oak, and knobcone pine. Grassland is found on the lower foothill slopes of the Gabilans and on the eastern and northern portions of Greater Salinas. Many of the current indicator species such as rye, wild oats, brome grass, meadow fescue, needle grass, bluegrass, and blue bunch grass were introduced by white settlers. Besides the introduced annual grasses, grassland often contains native herbaceous plants such as lupine, clarkia, clover, storksbill, bird's foot trefoil, and owl's clover. Broadleaf evergreen vegetation is found mainly on the shady slopes of the Gabilan Mountains. Indicator tree species include madrone, tan oak, coast live oak, blue oak, valley oak and interior live oak. Common understory plant species include poison oak, miner's lettuce, toyon, California buckeye, oak mistletoe, climbing bedstraw, and mule ears.

WILDLIFE

A rich assortment of animals live in the plant communities described above because most animal communities are closely associated with plant communities. The saltmarsh wetlands, for example, provide an important stopover point along the Pacific Flyway for migratory birds such as ducks and geese. Depending on the time of year, wetlands also provide habitat for great blue herons, snowy egrets, and clapper rails (a rare and endangered species). Mammals to be found near wetlands include coyotes, skunks, and occasionally, badger. Riparian vegetation along the Salinas River supports a number of birds such as herons, egrets, kites, hawks, flycatchers, warblers, tree swallows, bushtits, titmice, and chickadees. Mammals frequenting the riverbanks include raccoons, striped and spotted skunks, black tailed deer, red and grey foxes, coyotes, and a large variety of rodents. The Salinas River supports a native population of black fish, Sacramento suckers, sculpins, and sticklebacks. The chaparral, grassland, and broadleaf communities in

the Gabilan Mountains harbor many birds of prey such as hawks, owls, and eagles. Mammals found in broadleaf forests habitat include skunks, foxes, coyotes, deer, wild hogs, and rodents.

ENVIRONMENTALLY SENSITIVE AREAS

No comprehensive survey of Greater Salinas has been undertaken to determine the species and location of rare and endangered plants and animals in the area. Public and private organizations such as the California Native Plant Society, the California Department of Fish and Game, the California Natural Areas Coordinating Council, the Heritage Conservation and Recreation Service, and the California State Water Resources Control Board have programs that identify natural areas and/or rare and endangered flora and fauna. The inventories developed by these organizations are an initial step in conservation of areas with educational, research, and scenic value.

Of the five natural areas described, the lower Salinas River and its adjoining estuaries, salt marshes, and sloughs are considered to be the most environmentally significant. This area contains the tidal portions of the Salinas River. The important habitat at the lower Salinas River is threatened by both the quality and quantity of flow in the River. The area between Highway 68 and the River mouth consists of 12 miles of woodlands, lagoon, mudflats, and salt marsh. This area contains some of the most productive biotic communities and, therefore, provides habitat for many species of birds and other wildlife.

Two species of birds considered to be rare, threatened, or endangered live in the area: the California brown pelicans and the least terns. Also, the coast wall flower is classified as a threatened plant.

ARCHAEOLOGICAL RESOURCES

Less than 5% of the total land area of Monterey County has been surveyed for archaeological importance. However, nearly 1,100 more sites have recently been identified. Based on this research, the County has established criteria and guidelines for reviewing proposed development during the initial environmental review. Additional professional studies may be required for any project on a site where there is a high possibility of an archaeological site.

Using available information and applying the various topographic characteristics most often associated with such sites, the County has delineated archaeological sensitivity zones. Three zones, low, moderate, and high, have been established to indicate the probability of the presence of an archaeological site.

In Greater Salinas, the areas (Figure 4) which have high archaeological sensitivity are found in a narrow band along Gabilan Creek and follows its course towards the Salinas lowlands. Early Monterey County cultures oriented their settlements near water where food was plentiful. Therefore, those areas with a history of abundant water will most likely contain scattered archaeological sites. Other areas are less likely to have archaeological significance.

Current assumptions about Greater Salinas' archaeological resources may be discarded as new scientific evidence becomes available from future discoveries. The County's policies to conserve and identify its archaeological resources are intended to promote these discoveries and thus increase the knowledge of man's prehistoric past.

Figure 4
Archaeological Sensitivity and Historical Sites

CHAPTER II: ENVIRONMENTAL CONSTRAINTS

The environmental constraints analysis identifies conditions and hazards that threaten people and property. The analysis identifies hazard prone or sensitive areas that may or may not be occupied by people. The term "constraints" implies that because of possible negative effects of development in specific hazardous areas, land uses must be critically analyzed and, where necessary, restricted. Environmental constraints include seismic, geologic, fire, flood, noise, and miscellaneous hazards as well as air and water quality.

ENVIRONMENTAL CONSTRAINTS

SEISMIC AND GEOLOGIC HAZARDS

Greater Salinas has been the epicenter of two major earthquakes in the recent past. The first occurred on December 27, 1924; the next occurred on May 26, 1959. Both registered 5.1 on the Richter scale. The only known fault in Greater Salinas is the Gabilan Creek Fault (see Figure 5) which runs along Gabilan Creek into Dunn and Long Canyons. Geotechnical studies performed in the County list the Gabilan Creek Fault as potentially active. Seismic hazards in the Planning Area are illustrated on Figure 5.

The San Andreas Fault, which runs about three miles east of Greater Salinas, constitutes a major seismic risk to the Area. The fault has been classified as "active" in accordance with the Alquist-Priolo Special Studies Zones Act of 1972. It is generally agreed that the San Andreas Fault is capable of producing an earthquake up to 8.5 on the Richter scale. Any future quake would probably have an epicenter closer to the Planning Area than the 1906 San Francisco epicenter.

The Salinas Valley is highly susceptible to liquefaction during an earthquake. Liquefaction is defined as the collapse of water-saturated soil structure due to seismic activity. Besides earthquake magnitude and duration, ground water depth, soil texture, and grain size determine liquefaction potential.

Liquefaction commonly leads to ground failure which is also very likely to occur in Greater Salinas during a major earthquake. Ground failure potential is related to the intensity and duration of shaking, the location and magnitude of the earthquake, and the characteristics and conditions of soil and geology.

A seismic event such as an earthquake may also trigger the failure of South County dams which would result in sizable hazards down stream. A break in either of the county-owned dams of Nacimiento or San Antonio would cause a flood of major proportions. Most of the inundated area would be west of Highway 101 to the lower elevations of the Sierra de Salinas. All of Spreckels and parts of Salinas would be flooded. However, these events would be tempered by the long warning time--about twenty hours--before flood waters arrived.

Geologic hazards such as landslides and erosion (Figure 6) within Greater Salinas have the highest probability of occurring in the Gabilan Mountains. Susceptibility to these geologic hazards are greatest along the Gabilan Creek fault line. Development may increase the potential for landslides if improperly engineered or poorly located. Structures should generally not be located on previous slide areas since these areas often remain unstable. Site studies should be conducted to determine the extent of landslide hazard for specific projects in order to determine the proper engineering needed to ensure safety.

Figure 5
Seismic Hazards

Figure 6
Landslide and Erosion Susceptibility

FLOOD HAZARDS

On the whole, the potential for major floods has been curbed because the string of lakes connected by Reclamation Ditch #1665 acts as a flood buffer by concentrating initial flood runoff in relatively undeveloped areas thus reducing inundation on higher ground. Carr Lake, close to Salinas, can have as many as 750 acres flooded during the occurrence of a 100 year flood. The Reclamation Ditch is able to drain the accumulated storage within a few days after the rains stop.

Still, large parts of Greater Salinas have been designated as flood prone by the national government which qualifies those properties for protection under the Federal Flood Insurance Protection Act. These areas closely correspond to the 1970 U.S.G.S. estimate of the 100-year flood plain as shown in Figure 7. New construction is subject to stringent protective measures including the requirement that a structures' first occupied floor be above the 100 year flood level.

Figure 7 also shows the extent of inundation in the event of a major dam failure in the Salinas Valley. However, this information assumes total and immediate dam failure, resulting in maximum flooding. It should also be understood that the map shows flooding at depths of six inches or greater, and that structural damage or casualties need not be a problem within all areas inundated by the dam failure.

FIRE HAZARDS

The California Division of Forestry is mandated by the state to prepare Wildland Fire Hazard Maps for each county, rating fire hazards as low (urban/agricultural), moderate, high, or very high. These classifications are based on slope, climate, fuel loading (e.g. vegetation), and water availability. Wildland fires are a major hazard in many areas of Monterey County. The Salinas Rural Fire District, which services almost all of unincorporated Greater Salinas, claims wildland fires to be the major cause of fires in the District.

Extensive acreages of rugged, highly flammable terrain and expanding residential development can literally add fuel to the fire. Within Greater Salinas, the areas with high and very high fire hazard conditions (Figure 8) are located east of Old Stage Road. Throughout the Salinas Valley, the existence of buildings such as tractor or tool sheds in grasslands without adequate fire safety standards, such as brush clearance, can constitute a potential fire hazard.

Figure 7
Flood Hazards

Figure 8
Fire Hazards

MISCELLANEOUS HAZARDS

Miscellaneous hazards include pesticides, herbicides, fertilizers, hazardous chemicals, caustic materials, or explosives. The Greater Salinas Planning Area does not contain any significant manufacturing or refining operations for hazardous chemicals, nor do any currently operating industrial operations appear to produce significant amounts of hazardous waste products.

In the cultivated portions of the Planning Area, the use of chemical fertilizers, herbicides, and pesticides is high. This has contributed to nitrate contamination of some groundwater basins and, until recently, a contamination of the food-chain by toxic chemicals whose concentrations in wildlife magnify as each succeeding predator becomes prey for other predators. The development of herbicides and pesticides which affect only specific species and which will chemically break down after a given period of exposure, will continue to minimize this hazard.

Infrequent hazards are posed by accidents involving transport of hazardous alignment chemicals, caustics, explosives, or radioactive materials on highways and railroads traversing Monterey County. Highway 101 and the Southern Pacific rail line are the two most likely candidates for such a mishap because they are most likely to be carrying such materials through Monterey County.

EMERGENCY PREPAREDNESS

Safety planning is concerned with the prevention of hazards and the ability to deal with emergencies should they arise. While prevention is the most cost-effective and least stressful way to save lives and protect property, the County must also be prepared if disaster should strike. The County must anticipate possible needs and be able to respond to all emergencies to the fullest extent of its resources.

The 1982 General Plan document, explains the types of affirmative actions needed to respond to widespread emergencies. Further information on these actions can be obtained from the Monterey County Emergency Plan prepared by the County Communications Department.

AIR QUALITY

An estimated 75 tons of emissions, in the form of organic gases, are generated in Monterey County daily (1981 estimate). The 1982 Air Quality Plan for the Monterey Bay Region prepared by the Monterey Bay Unified Air Pollution Control District and the Association of Monterey Bay Area Governments identifies motor vehicle use, petroleum production, organic solvent use, and pesticide application as major contributors to the ozone air quality problem in the County. Additionally, the plan identifies transport of air pollutants into the basin from the Bay Area as a contributor to local air quality degradation.

In Table 1 the breakdown of total county emission estimates can be seen. The emissions are in the form of reactive organic gases. These gases are hydrocarbons known to significantly contribute to the ozone problems in this basin. It should be pointed out that the emissions in Table 1 reflect reactive hydrocarbons for the entire County. Significant sources of organic gases in Greater Salinas include fuel combustion for electric utilities, industrial processes, pesticide applications, and on-road vehicles. The amount of pesticides released into Monterey County's air basin has more than doubled in recent years, from 16.6 tons per day in 1977 to 34.5 tons per day in 1981. In 1977 pesticides accounted for 26.5% of the County's total air pollutants; by 1981 the share of pesticide emissions had increased to 45% of all air emissions. In addition to the reactive organic gas emissions, other pollutants (specified in the Clean Air Act) are also of concern: nitrogen oxides, sulfur oxides, carbon monoxide, and particulate matter.

WATER QUALITY

As stated in the section describing Greater Salinas' water resources, water is derived mainly through wells penetrating the 180-foot and 400-foot aquifers. These aquifers are recharged by the Salinas River at points upstream of the Planning Area. All other drainage courses in Greater Salinas are seasonal and there are no perennial lakes or reservoirs of substantial size.

The most serious groundwater problems in Greater Salinas result from the effects of saltwater intrusion extending inland along the coast. Though saltwater intrusion extends into both the 180-foot and 400-foot aquifers, there is substantially less intrusion in the 400-foot aquifer. Also, water drawn from the uppermost soil layers (0-40 ft.) is of extremely poor quality due to natural mineralization (hardness) and nitrate pollution.

The State Water Resources Control Board points to surface runoff and sewage discharged into the Salinas River as the primary causes of surface water pollution in Greater Salinas. Levels of several chemicals in the Salinas Valley water have exceeded recommended public health limits. Accordingly, water for both irrigation and residential use are now limited in certain areas. The two most important contaminating chemicals are chloride and nitrate. Chlorides are found mainly in areas intruded by saltwater, while principal sources of nitrogen contamination are agricultural applications, animal husbandry operations, municipal and industrial wastes, and septic systems.

NOISE HAZARDS

Traffic Noise

Probably the most pervasive noise source in Greater Salinas is U.S. Highway 101. At the Sanborn Road intersection noise levels are up to 75.4 dbA, perhaps the loudest road noise level

TABLE 1

**Monterey County 1981 Air Emissions Estimates
of Reactive Air Contaminants**

SOURCE	REACTIVE ORGANIC GASES - TONS PER DAY -
STATIONARY SOURCES	
Fuel Combustion	
Oil and Gas Production	0.14
Other Manufacturing and Industrial	0.13
Electric Utilities	0.15
Residential	0.05
Waste Burning	
Agricultural Debris	0.90
Range Management	0.30
Other Waste Burning	0.29
Solvent Use	
Dry Cleaning	0.63
Degreasing	0.40
Architectural Coating	1.94
Other Surface Coatings	3.46
Asphalt Paving	2.13
Domestic and Commercial	1.55
Petroleum Process, Storage and Transfer	
Oil and Gas Extraction	1.45
Marketing	2.64
Industrial Processes	
Food and Agricultural	0.72
Miscellaneous Processes	
Pesticide Application	34.48
Unplanned Fires	0.87
MOBILE SOURCES	
On Road Vehicles	18.35
Miscellaneous	6.00
TOTAL	76.58

Source: Monterey Bay Unified Air Pollution Control District, 1983.

in the County. High road noise levels (74.5dbA) are also found at the Highways 101 and 183 intersection. Both measurements were taken at distances of 50 feet from the noise source. In relation to most urban land uses--residences and lodging, schools, libraries, churches, hospitals, nursing homes, auditoriums, playgrounds, office buildings--the above noise levels are considered unacceptable according to California Department of Health Standards

Southern Pacific Railroad and AMTRAK lines also create adverse noise impacts within Greater Salinas. Noise level contours measured along Southern Pacific Transportation Company's coastal main line show noise levels in excess of 60dbA. Although some selected land uses are compatible with these noise levels, as a general rule, residential development should be located away from all railroad rights-of-way.

Airport Noise

Salinas Municipal Airport is one of two major non-military airports in the County. The greatest sound intrusion from the airport occurs when planes land, take off, or run up their engines while on the ground. The sound associated with general aviation propeller aircraft (piston and turbo prop) is produced primarily by the propellers and secondarily from the engine and exhaust. The sound characteristics of general aviation aircrafts are similar to those of two and three engine commercial aircraft. Around Salinas Municipal Airport, noise levels over a given 24 hour period range from 55-65 dbA.

Industrial Noise Sources

The one industrial noise source which has been identified in Greater Salinas is the Kaiser dolomite quarry along Old Stage Road. Noise levels at the site vary from 60-70 dbA. Intrusive sounds stem from natural resource processing, mechanical sound sources, and related truck traffic.

CHAPTER III: HUMAN RESOURCES

The human resources component encompasses the demographic and socioeconomic analyses of the Greater Salinas Planning Area. The size, characteristics, distribution, and structure of the Planning Area's population, growth trends, and population projections are explored in the demographic section. The social and economic characteristics of the population--level of education, personal income, number of low income households, and employment--as well as the area's economic base are analyzed in the socioeconomic section. The size and composition of the current and projected population and its economic resources form the foundation for major planning decisions and are essential in forecasting demand for housing, jobs, land, water, recreation facilities, and transportation systems.

HUMAN RESOURCES

DEMOGRAPHIC ANALYSIS

Population Trends

The population of Greater Salinas has grown significantly since 1970. The Planning Area's population has grown from 66,945 in 1970 to 81,469 in 1976, an increase of 21.7% in six and one-half years. Table 2 indicates that the number of Greater Salinas residents was 89,517 in 1980, an increase of almost 34% in ten years. Greater Salinas ranked fourth in percentage population increase among Monterey County's eight planning areas.

TABLE 2
Planning Area and County Populations in 1970, 1976, and 1980

<u>Location</u>	<u>1970 Population</u>	<u>1976 Population</u>	<u>Percent Change 1970-1976</u>	<u>1980 Population</u>	<u>Percent Change 1970-1980</u>
Greater Salinas					
Planning Area	66,945	81,469	21.7%	89,517	33.7%
<i>Unincorporated</i>	<i>8,049</i>	<i>8,031</i>	<i>-0.2%</i>	<i>9,038</i>	<i>12.3%</i>
<i>Salinas</i>	<i>58,896</i>	<i>73,438</i>	<i>24.7%</i>	<i>80,479</i>	<i>36.6%</i>
Monterey County	247,450	272,097	10.0%	290,444	17.4%

**Sources: 1970 and 1980 U.S. Census of Population;
1976 Mid Decade Census**

Unincorporated Area

The population of the unincorporated area of the Planning Area was 8,049 in 1970 and increased to 9,038 by 1980, an increase of only 989 people in ten years. Annexations of inhabited areas by Salinas have resulted in loss of population in the unincorporated area. For example, the annexation of the Alisal area in 1963 and the Santa Rita area in 1974 resulted in a loss of approximately 20,000 people in the unincorporated area of Greater Salinas.

Incorporated Area

The City of Salinas has continued to grow since its incorporation on March 4, 1874 from its original size of approximately 2,000 acres and a population of 770 to approximately 10,000 acres and a population of 80,479 in 1980. Three significant annexations have occurred during the past 20 years: (1) the 1963 Alisal annexation of approximately 1,200 acres and 16,500 people (2) the 1974 Santa Rita annexation of approximately 400 acres and 3,500 people and (3) the annexation of 1200 acres within the "northeast" planning area of the City.

An examination of population growth in Salinas with Monterey County from 1940 to 1980 shows that during that period, Salinas grew dramatically and is now clearly the largest city in the County. In 1940 Salinas was a small town of 11,586 people and in each successive decade since then, Salinas has doubled its population by annexing adjacent land.

The City has since continued to expand and has experienced 37% increase in population between 1970 and 1980. In 1980, Salinas had a population of 80,479, roughly the same as the combined population of the Cities of Seaside, Pacific Grove, Monterey, and Marina.

The fastest growing areas are projected to be in the recently annexed northeast area of Salinas as stated in the North/East Salinas Land Use Plan adopted by the Salinas City Council on March 2, 1981.

The annexation focuses growth in the northeast area of the City, generally bounded by Natividad Road, Williams Road, and the proposed Boronda Road extension. The City projects that the North/East Area will have a population of about 25,000 people and 8,400 homes when fully developed.

Population Characteristics

Racial and Ethnic Composition

Table 3 indicates that the Planning Area's population was about 52% white compared to almost 60% for the County. Persons of Spanish origin comprised 38% of the Planning Area's population compared with almost 26% for the County. The unincorporated area had a higher proportion of persons of Spanish origin with 42% in that category while the City of Salinas had 38%.

Compared with the County, the Planning Area had a slightly higher percentage of Asians and Pacific Islanders; it had 7% of its population in this category while the County had 6.8%. On the other hand, the Planning Area had a much lower percentage of Blacks, 1.7% compared with 6.3% for the County.

TABLE 3***County and Planning Area Population
by Race and Spanish Origin***

<i>Race and Spanish Origin</i>	GREATER SALINAS					
	<i>Salinas</i>		<i>Unincorporated Area</i>		<i>Monterey County</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
White	41,816	51.9	4,280	47.4	173,456	59.7
Black	1,370	1.7	86	0.9	18,425	6.3
Asian, Pacific Islander	5,601	7.0	764	8.5	19,696	6.8
American Indian, Eskimo, Aleut	186	0.2	35	0.4	522	0.2
Spanish	30,655	38.1	3,809	42.1	75,129	25.9
Other	851	1.1	64	0.7	3,216	1.1
<i>TOTAL</i>	80,479		9,038		290,444	

Source: 1980 U.S. Census of Population.

Age Structure

In 1980 Greater Salinas Planning Area residents were, on the average, slightly younger when compared to the average age in the County. Planning Area residents had a median age of 27.2 years versus 27.7 years for the County. Proportionately, the Planning Area had more younger residents with over 27% of its population under 14 years old versus 23% in that same age category in the County. Within the Planning Area, the unincorporated area had the largest proportion of residents, 28.6%, in the "under 14" age category. With regards to the "15-54" age category, the Planning Area at 56.6% fell below the 59.1% the County had for that category. For the upper age category of 55 years old and over, the Planning Area also fell below the County, with 17.3% in that category while the County had 17.6%.

SOCIOECONOMIC CHARACTERISTICS

Educational Level

Table 4 shows the 1970 and 1980 educational attainment level as measured by the percentage of persons 18 years old and older who have completed high school. The Planning Area has made modest gains in educational achievement since 1970. It experienced an increase in the percentage of adult high school graduates from about 55% in 1970 to 60% in 1980. Compared with the rest of the County, however, the Planning Area slipped behind in the proportion of residents who were high school graduates. Table 4 shows that in 1970 the difference in percent high school graduates between the Planning Area and the County was eight percentage points; In 1980, this gap widened to 11 percent. Thus, even though the proportionate number of high school graduates in the Planning Area increased in the past decade, the rate of increase in high school graduates fell slightly below that of the County.

TABLE 4

EDUCATION LEVEL--1970 AND 1980

	<i>1970 Percent High School Graduates</i>	<i>1980 Percent High School Graduates</i>
Total Unincorporated	40.0	58.0
Salinas	57.0	60.0
Total Planning Area	55.0	60.0
Total County	63.0	71.0

Source: 1970, 1980 U.S. Census of Population

Household Income

Table 5 compares the rise in median household income between 1976 and 1980 for the unincorporated area, for Salinas, and for the County as a whole. Table 5 shows that median household income levels within the Planning Area improved within the past six years when compared with the countywide median income level. Accordingly, the Planning Area's median income level which was 95% of the countywide median in 1976 increased to 99% of the countywide median income level (\$17,661) in 1980. The rise in household income may be attributed to corresponding rises in wages and additional household members contributing income.

When comparing median income levels between Salinas and the unincorporated area, it becomes clear that unincorporated area residents had on the average, a higher income level. The 1976 unincorporated area median income of \$12,395 rose to \$19,573 in 1980, representing a 58% increase. Salinas had a 1976 median income of \$11,204 which rose 54% to \$17,342 in 1980--a slightly lower percentage increase than that experienced in the unincorporated area.

TABLE 5
MEDIAN HOUSEHOLD INCOME --1976 AND 1980

	<i>1976 Median Income</i>	<i>Percent of County Income</i>	<i>1980 Median Income</i>	<i>Percent of County Income</i>
Total Unincorporated Area	12,395	104	19,573	111
Salinas	11,204	94	17,342	98
Total Planning Area	11,305	95	17,550	99
TOTAL COUNTY	11,855		17,661	

*Sources: 1980 U.S. Census of Population;
1976 California Mid Decade Census*

Planning Area Economy

The economy of the Greater Salinas Planning Area is based on agriculture and agricultural services, construction, manufacturing, financial services including insurance and real estate, the service sector, and federal, state, and local governments.

Agriculture

Of the industries mentioned above, the most important in the Planning Area is agriculture. About 86% of the Planning Area's land is in agriculture. And although the Planning Area contains only 7% of the County's agricultural land, it contains about 20% of the County's prime agricultural land; almost all of it is in agricultural production.

Much of the Planning Area's economic health is dependent on the performance of its agricultural industry. Countywide, about 33% of the County's employees work in agriculture and related services such as food processing.

One of the primary crops in the Planning Area is lettuce. About 25% of all the agricultural workers in the County are involved with lettuce production. Other major crops which are labor intensive include cut flowers, strawberries, broccoli, cauliflower, and other vegetables. All are grown within the Planning Area.

Construction

The construction industry's activities depend primarily on growth in other sectors of the economy which raise the demand for industrial, commercial, and residential structures. The AMBAG report on the local economy projects that construction will experience about a 16% growth rate or about 330 jobs between 1976 and 1995.

Manufacturing

In general, manufacturing employment growth has been relatively steady in the County since 1960. Between 1960 and 1977, manufacturing employment in Monterey County increased by 5,200, representing an average annual growth rate of 4.9%. By comparison, the state's manufacturing employment growth increased at an average annual rate of only 1.5%. In 1976 the number of people employed in manufacturing was about 9,000; the Greater Salinas Planning Area contains about 65% of the manufacturing employment in Monterey County.

Financial Services (Insurance and Real Estate)

This sector of the economy is similar to construction in that it depends on growth in other sectors of the economy and population growth. The AMBAG economic base study projects a 16% increase in the number of employment opportunities in this sector between 1976 and 1995—an increase of about 256 jobs during that period.

The Service Sector

The service sector is not a large sector of the economy but one that has been growing rapidly. Since growth in this sector is highly dependent on the rise in income and leisure, it is expected to rise moderately in Greater Salinas as reflected by the substantial percentage increase in median income levels between 1976 and 1980. A rise in household income means more clothing purchased, more meals eaten out, and more medical care for Planning Area residents. It also means a parallel increase in service sector employment.

Federal, State, and Local Government

National and state levels of government have branch facilities in the Planning Area and contribute greatly to employment opportunities in the County. Additionally, County government and Salinas city government are both headquartered in the Planning Area. According to a report of the Private Industry Council of Monterey County, about 20.8% of the employed work force in the County is employed by one of the three government levels. Growth in this sector is population dependent, and jobs will increase with the population. The AMBAG report on the local economy estimates that the 9,200 government sector jobs in 1976 are projected to increase to 15,100 jobs (or 64%) by 1995.

CHAPTER IV: AREA DEVELOPMENT

The Area Development component of the Greater Salinas Area Plan includes the subjects of land use, holding capacity, housing, transportation, and public services and facilities. These represent the major considerations in the spatial distribution of human activities and the facilities necessary to support them. Area development encompasses the environment built by man.

The existing land use analysis examines the pattern of existing development; that is, it examines the extent and location of land developed with various uses. Current holding capacity analysis examines the availability of vacant land for various development uses and provides an estimation of total development potential under the existing General Plan. The housing analysis describes characteristics and trends in housing supply and conditions. The transportation section describes Greater Salinas' transportation network for the movement of people and goods. The adequacy of services and infrastructure is analyzed in the section concerning public services and facilities.

EXISTING LAND USE

The Planning Area contains a total of 102,792 acres. Of this figure 12,545 acres (almost 12 percent of the Planning Area) is contained within the City of Salinas. This figure includes the City's May 1984 annexation of about 1,645 acres in the northeast area. The following paragraphs describe existing land uses in the unincorporated portion of the Planning Area. Existing land uses are shown on Figures 9 and 9a.

Residential

Unincorporated area residential land use in Greater Salinas totaled 1,264 acres or about 1.2 percent of the Planning Area. These residential uses exist primarily north of Salinas in the Bolsa Knolls area and in Spreckels.

Single family uses, with 1,175 acres, are by far the dominant residential category, while multiple unit residences occupy only about 89 acres.

Commercial

Commercial land uses in the unincorporated Greater Salinas comprised only 59 acres or about 0.06 percent of the area. Most of the commercial areas are located just north and south of Salinas along U.S. Highway 101, in the Boronda area west of Salinas, and in the community of Spreckels.

Industrial

Industrial land uses in unincorporated Greater Salinas totaled 1,204 acres--about 1.2 percent of the Planning Area. Industrial land uses include the Spreckels Sugar Refinery, the former Firestone Tire Plant, the Kaiser dolomite quarry, and sewage treatment facilities for the City of Salinas which are located south and southwest of the City.

Public Land Ownership

Public and quasi-public land uses which include schools, churches, police and fire stations, and parks total 877 acres or about 0.9 percent of the area. The largest portion of quasi-public land includes 523 acres of land administered by the Bureau of Land Management. Major recreational uses include the Salinas Golf and Country Club and Fremont Peak State Park. The Boys Ranch northeast of Salinas was a major correctional facility for juveniles and occupies nearly 100 acres. Educational facilities total 27 acres.

FIGURE 9
EXISTING LAND USE

FIGURE 9A
EXISTING LAND USE (DETAIL)

Streets, highways, and railroads in unincorporated Greater Salinas amounted to 1,206 acres or about 1.2 percent of the Planning Area. Major highways in the area provide access to and from the City of Salinas. Major access roads include U.S. Highway 101 and State Highways 68 and 183. Other significant county roads include Blanco Road, Reservation Road, Old Stage Road, and San Juan Grade Road. Railroad lines are located parallel to State Highway 183 and part of U.S. Highway 101 and provide for the transport of freight and passengers into the Planning Area, south through the Salinas Valley, and north to Castroville and to destinations beyond.

Agriculture

The largest land use category in Greater Salinas is agriculture, which totaled 86,300 acres or approximately 84% of the Planning Area. Extensive areas of irrigated row crops are planted in the extremely fertile lands near the Salinas River, while the Gabilan foothills east of Salinas are used primarily for grazing. Lands under Williamson Act agricultural contracts are shown in Figure 10.

Unimproved Lands

Unimproved lands and watershed areas totaled 607 acres, about 0.6 percent of the Area. Most of these lands are located in the area owned by the Bureau of Land Management in the Gabilan Mountains.

CURRENT HOLDING CAPACITY

The term "holding capacity" refers to the sum of existing development (1980 Census) and potential development allowable under the Monterey County General Plan. The calculation of current holding capacity provides a general indication of the amount of development possible if every parcel in the Planning Area were developed to the extent permitted under the adopted General Plan. Since it is difficult to determine the time frame within which a certain holding capacity would be reached, figures represented in this section are considered to represent ultimate holding capacity under the 1982 adopted countywide General Plan.

According to Assessor's records, there were 1,327 vacant parcels within the Greater Salinas Planning Area. This figure included vacant parcels in Salinas and in the unincorporated area, but did not include additional acreage proposed as part of this Area Plan.

FIGURE 10
WILLIAMSON ACT LANDS

Residential Holding Capacity

Although much of the Planning Area's existing residential development is contained in Salinas, comprising 28,383 units or 91%, only 2,714 units or 9% of the total are located in the unincorporated area. Most existing residential development in the unincorporated area is found in Spreckels, Boronda, Bolsa Knolls, Gabilan Acres, Natividad Area, and Country Club Meadows.

The residential holding capacity of the Planning Area has increased since the Northeast annexation by the City of Salinas. Acreage once projected to buildout to its potential as farmland is now scheduled to develop at urban densities. It is projected that annexation will result in about 8,000 new housing units. The total (existing plus potential) residential holding capacity for the Planning Area is about 50,000 units. Using 1980 U.S. Census information on the number of persons per household, the total housing unit buildout would house about 149,000 persons.

Commercial Holding Capacity

The total commercial holding capacity for the Planning Area is 1,003 acres. The majority of that amount, 883 acres, is in Salinas. The remainder, 120 acres, is in the unincorporated area. The existing commercial development in the Planning Area is heavily weighted toward Salinas, which has thirteen times the amount of existing commercial development contained in the unincorporated area. However, the unincorporated area has over half of Salinas' potential for commercial development in terms of land planned and available for commercial uses.

Industrial Holding Capacity

The Planning Area's total industrial holding capacity is 2,708 acres. Of this total, 1,847 acres are located in the City of Salinas and 861 acres are located in the unincorporated area. There are a total of 1,119 acres of potential industrial development in the Planning Area. Of that total, 476 acres are in Salinas and 643 acres are located in the unincorporated area.

TRANSPORTATION

The Planning Area's transportation system is primarily a network of state highways, county roads, and city streets. Locations of state highways contribute to their main role as intercity travel corridors. Highways 68 and 101 are designated as having statewide significance for their roles as principal intercity routes while Highway 183 serve major arterial functions similar to major county roads. County roads connect the more remote areas of the County with cities and highways.

Figure 11 shows the Planning Area's major roadways by function. Those roads not designated on the map as a principal arterial, minor arterial, or collector road are considered to be "nonclassified" and provide access to specific properties only.

State Highways

Highway 101, a principal arterial, bisects Greater Salinas and is one of the state's primary north-south arterials. It parallels the Pacific Coast as it passes through California, Oregon, and Washington to the Canadian border. The four-lane, divided highway enters the County's northeastern corner, and extends through the Salinas Valley connecting Prunedale, Salinas, Chualar, Gonzales, Soledad, Greenfield, King City, San Lucas, San Ardo, and Bradley. At the southern edge of the County, Highway 101 exits into San Luis Obispo County at Camp Roberts.

The 1981 annual average daily traffic (AADT) volumes (Table 6) for that portion of Highway 101 within the Planning Area ranged from a low of 17,600 vehicles at Spence Road to a high of 33,000 vehicles at Espinosa Road. Truck traffic on Highway 101 between Airport Blvd. and Junction 156 E. in San Benito County accounted for 16.6% of the total traffic volume.

Highway 68, a principal arterial and scenic route, is a major route between the Monterey Peninsula and Salinas; the route also provides access to Carmel Valley via Laureles Grade Road. When Highway 68 crosses Reservation Road into Greater Salinas, the two-lane highway increases to four lanes. In Salinas, Highway 68 becomes part of Main and John Streets, and ends at Highway 101. The 1981 AADT volumes on Highway 68, between Reservation Road and Blanco Road, was 20,200 vehicles. Truck traffic on Highway 68, between Reservation Road and Blanco Road, accounted for 4.6% of the total traffic volume.

Highway 183, a minor arterial, is a two-lane highway which connects Salinas and Castroville; it merges with Highway 1 at its northwest end. Only the north 1.8 mile portion of Highway 183 (North County Planning Area) is not within the Greater Salinas Planning Area. In 1981, traffic volumes (AADT) on Highway 183 were 12,100 vehicles at the Salinas City limits and 15,500 vehicles at its junction with Route 156. Truck traffic on Highway 183, between Salinas and Highway 1, varied from 15% to 19% of the total traffic volume. Thus, on a percentage basis highway 183 has a much truck traffic as Highway 101.

County Roads

Over half of the Planning Area's paved road surfaces are either county roads or city streets. Most fit the nonclassified functional category by serving as minor rural or local access routes. Figure 11 indicates that many county roads, particularly those connecting densely populated portions of the Planning Area, function as minor arterials and collectors. Thus, maintenance of these county roads is essential for residents in population centers and for agricultural activities in rural areas. Roads such as Blanco Road, Boronda Road, Davis Road, Espinosa Road, Harkins Road, Laurel Drive, Natividad Road, Old Stage Road, San Juan Grade Road, Spence Road and Spreckels Boulevard have become important elements of the overall circulation system of the Planning Area.

FIGURE 11
MAJOR ROADWAYS BY FUNCTION

TABLE 6
GREATER SALINAS ANNUAL AVERAGE DAILY TRAFFIC

Use of Roads and Highways

Use of roads and highways is measured by daily vehicle miles of travel (DVMT) and annual average daily traffic (AADT). In contrast to DVMT data which show only general trends in road use, AADT data are compiled to determine the amount of use of specific roads or road segments. The latest available AADT data for Greater Salinas' major county roads and state highways are represented in Figure 12. Highest traffic counts are, of course, in and around urban areas and on major highways.

A majority of the roads in the Planning Area have experienced increased traffic volumes between 1978 and 1982. Although state highway AADT data for 1982 is not available at this time, traffic on State Highway 68 has increased only 6% between 1978 and 1981 from Reservation Road to Blanco Road, and traffic on State Highway 101 increased a significant 17% from Espinosa Road north to State Highway 156. All listed minor arterials and collector roads had increased traffic between 1978 and 1982, with the exception of East Laurel Drive (from Natividad Road easterly to the Salinas City limits) and East Blanco Road (from State Highway 68 easterly to the Salinas City limits) which had no changes in AADT during this period.

The Monterey County Board of Supervisors and the Monterey County Transportation Commission has continued their support for a North County Highway 101 bypass shown as "Proposed Freeway" in Figure 11. The southerly two miles of the bypass near the Salinas City limits are included in the Greater Salinas Planning Area. From a local perspective, the project is needed to ease North County's traffic problems. It is estimated that the bypass would reduce traffic on the existing Highway 101 route by 50%--even more for large trucks. From a statewide perspective, the existing route through North County is one of the last remaining local access segments on Highway 101 between Los Angeles and San Francisco. Thus, the bypass is needed to make the highway a full-fledged expressway. An additional advantage for the bypass option is that two-thirds of the right-of-way needed for the project has already been purchased by the state.

Scenic Highways and Visual Sensitivity

Two roads in Greater Salinas are very scenic. They are:

- 1) Old Stage Road,
- 2) Reservation Road,

Areas adjoining these routes contribute significantly to the scenic beauty of Greater Salinas' roads and to this area in general. They are therefore identified as visually sensitive. These visually sensitive areas will require responsible management by adjoining landowners if their character is to be retained. Within the Planning Area, these include the land adjacent to and east of Old Stage Road and adjacent to and north and south of Reservation Road.

FIGURE 12
ANNUAL AVERAGE DAILY TRAFFIC ON MAJOR ROADS AND HIGHWAYS

Old Stage Road at Williams Road affords pristine views of Fremont Peak and the Gabilan Mountain Range. This view is maintained as Old Stage Road undulates north past the Kaiser Dolomite Quarry. Past the quarry, Old Stage Road veers east and follows Gabilan Creek along the base of Sugarloaf Peak.

Reservation Road offers Greater Salinas residents an excellent scenic relief from the busy urban setting in Salinas and the surrounding expanse of agricultural fields. Reservation road is framed by the riparian habitat provided by the flow of the Salinas River on the north and the 400-foot bluffs marking the edge of the Fort Ord Military Reservation on the south. Going further east, the Road reveals natural features such as Pilarcitos Canyon and Cavalry Bluff on the south and the meandering Salinas River on the north. As Reservation Road approaches the City of Marina and the Pacific Coast, it passes through the coastal strand vegetative community.

Standards for county scenic routes require that measures be taken to protect the scenic appearance of the visual corridor. These measures include regulations of land use and development intensity detailed site planning, control of outdoor advertising, control of grading and landscaping, and design review of structures and equipment. The scenic route designation can provide an effective and expedient method to protect valuable visual corridors adjacent to county roads. However, scenic resource protection for the general public must also consider the effects of management on properties adjacent to designated scenic routes. Management criteria must allow for continued agricultural operations and foster the continued reasonable use of land.

Public Transit Services

The existing transit system in Greater Salinas consists of fixed route service provided by Monterey-Salinas Transit, Greyhound Bus Lines, and a special transportation program for the elderly and handicapped.

Monterey-Salinas Transit (MST) provides transportation service to the Monterey Peninsula cities and North County. MST also connects with the Santa Cruz Metropolitan Transit District. A fleet of buses provide service on 13 fixed routes. Approximately 85% of the Planning Area population is within a quarter mile of MST service.

Greyhound Bus Lines provides transportation service throughout the United States and Canada. The bus terminal for the Salinas-Monterey area is located in downtown Salinas. Local service is provided between Salinas and the cities on the Monterey Peninsula and the Salinas Valley cities. Inter-regional services are provided from the Salinas-Monterey area to the San Francisco Bay region and to Southern California.

The County also contracts for special transportation services with Rural Health Project, Inc., a private non-profit organization. This organization provides door-to-door service to those frail elderly and handicapped persons in the Greater Salinas urbanized area who cannot use public transit.

Truck Transportation

Greater Salinas is one of the major hubs in the County's truck transportation network. Salinas is one of the County's major produce distribution centers and Highways 68, 101 and 183 provide the major corridors for intercity and interregional truck movements in Greater Salinas. County roads serve major and minor intracounty movements which the state highways cannot accommodate.

Highway 101 is the County's most prominent trucking corridor. The counting stations along Highway 101 indicate that trucks traveling this highway account for at least 16% of the Planning Area's total traffic. Commodity movement along the Highway 101 corridor is predominantly long distance, as indicated by the large proportion (over 50%) of large capacity vehicles.

Highway 183 has some of the highest truck traffic loads in the County. Over 1,600 trucks per day traverse Highway 183 near the Salinas City limit, but over 70% of these are low capacity trucks which provide local commodity movement.

Air Transportation

Greater Salinas contains one of the county's three major civilian airports. The Salinas Municipal Airport is three miles southeast of the city center. The airport, owned by the City of Salinas and located within the city limits, is identified by the State and National Aviation System Plans as a basic transport facility serving general aviation, including commuter service, air taxi, private aircraft, and corporate aviation.

Railroad Transportation

Rail transport is provided through Greater Salinas by the Southern Pacific Transportation Company which supplies freight service and AMTRAK which provides passenger service. The railroad system in the County consists of one main track and one branch track. The main track enters the region in the north at Watsonville Junction and extends southward through Castroville to Salinas. From Salinas, it heads south through the Salinas Valley to San Luis Obispo County and, eventually, to San Diego. The branch line begins at Castroville and follows Highway 1 to the Monterey Peninsula.

Southern Pacific Transportation Company Freight Service

All rail freight service in Monterey County is provided by the Southern Pacific Transportation Company. Freight stations are located at Castroville, Gonzales, Salinas, and Watsonville Junction (Pajaro). Spur tracks serve local industrial sites. The primary products shipped by rail are fresh and frozen vegetables, sugar beets, food products, sand and gravel, and rocks.

AMTRAK Passenger Service

Salinas is the only city in Monterey County which has rail passenger service. The Coast Starlight train serves the Salinas station traveling southbound to Los Angeles and San Diego and northbound to San Francisco, Oakland, and Seattle. The overnight train, the Spirit of California, also serves Salinas going between Sacramento and Los Angeles.

Non-Motorized Transportation

Non-motorized transportation includes biking, equestrian, and pedestrian modes.

The City of Salinas has adopted a 1-1/2 mile bike lane along Pajaro Street between East Market and San Joaquin Street. The North Davis Road extension also provides a bike lane from Central Avenue to West Laurel Drive. A study was made in 1982 to include the following streets into the City's bike system: Blanco Road, West Alisal, Sherwood Drive, Natividad Road, East Laurel Extension, Alvin Drive, North Main Street, John Street, and Williams Road. On-Street parking and narrow street widths appear to be the major obstacle to designating streets as bikeways in Salinas.

Other bikeways suggested by Caltrans include San Juan Grade Road, West Laurel Drive, Highway 183, and along Highway 101 (north and south of Salinas). Routes which are designated as bikeways are not the only bike accessible routes available. The unincorporated area also contains many roads which have relatively low traffic volumes and are of sufficient widths for bike riding. However, caution must be used on these routes because they are shared with motor vehicle traffic.

PUBLIC SERVICES AND FACILITIES

Fire Protection Services

Fire protection services in Greater Salinas are provided primarily by the Salinas Rural Fire Protection District; however, the extreme north-west portion of the area is serviced by the Castroville Fire Protection District, and the entire town of Spreckels is protected by the Spreckels Volunteer Fire Department. The City of Salinas provides its own municipal fire protection services.

Police Protection Services

The Sheriff's Office of Monterey County is the primary provider of police services to the unincorporated area of the County. Services include response to citizen requests, investigations, arrests, preserving the peace, and preventing crimes by regular uniformed patrol. Besides enforcing laws within the unincorporated area, other duties of the Sheriff include maintaining the county jail facilities and its prisoners, carrying out the requests and orders of both municipal and superior court judges, and providing bailiffs for those courts.

Other Law Enforcement Agencies

The California Highway Patrol has jurisdiction and law enforcement powers on all county roads, freeways, and state highways outside incorporated cities. The Highway Patrol is particularly concerned with enforcement of the vehicle code and with providing responses to traffic accidents. The California Highway Patrol facilities are located near Salinas, and they have 68 full-time officers operating out of that office.

Education Facilities

Greater Salinas is provided elementary educational services by seven different elementary school districts. Most districts, such as the Alisal Union, is experiencing steady enrollment levels. However, Graves and Spreckels Elementary School Districts are experiencing declining enrollments.

The Salinas Union and the North Monterey County Unified High School Districts provide high school educational services to this Planning Area. The Salinas Union High School District has been experiencing declining enrollments, while the North County Unified District, a newly formed district, shows no conclusive enrollment trends.

Greater Salinas is within the Hartnell Community College District. The District encompasses Prunedale, Bradley and parts of San Benito County as well.

Health and Medical Services

Greater Salinas is fortunate to have three of the County's six civilian hospitals. All three hospitals -- Natividad Medical Center, Alisal Community Hospital, and Salinas Valley Memorial Hospital -- are in Salinas; they provide medical and surgical services and also have intensive care units.

There are six skilled nursing or convalescent homes in Salinas with a total of 468 licensed beds.

Other important health services are available from the Monterey County Health Department which provides public and personal health services for its residents.

Social Services

The Department of Social Services and the Community Services Department provide a wide range of public assistance services and programs aimed at improving the socioeconomic conditions of disadvantaged county residents. Offices and facilities for these two departments are located in Salinas.

County Library Services

There are no permanent county library service facilities in Greater Salinas. The closest county library is located in Prunedale which is one of the County's two main branches. Spreckels is one of the stops of the library's 9,000-volume book mobile. Library service for reference material or special titles is available on request through the bookmobile. It should be noted that Salinas has an excellent library facility in the John Steinbeck Library.

County Government Facilities and Services

Greater Salinas is the seat of county government. Most of the County's functions are administered from the courthouse building on West Alisal Street in Salinas. Some county functions have branch offices in the courthouse annexes in Monterey and King City.

Park and Recreation Facilities

There are no county parks within Greater Salinas. The closest county parks is the 4,789-acre Toro Park in the Toro Planning Area and the 404-acre Manzanita Park in North County. Fremont Peak State Park is partly within the Planning Area, but access to the park is made through San Benito County. Most of the public recreation facilities are found within the City of Salinas' 338 acres of municipal park system.

Historic Sites

Within Greater Salinas there are five historic sites worthy of being placed on either the National Register of Historic Places or the State Historic Landmarks Register. Perhaps one of the most significant historic sites in the County is the Adobe residence built by Jose Eusebio Boronda in 1846. The Boronda Adobe is on the National Register as is the Bradley Sargent house in Salinas, which was designed by the popular architect William Weeks. The Battle of Natividad which was fought between American and Californian (Mexican) forces in 1846, the Hill Town Ferry site (near Spreckels, and the Boronda Adobe are included on the State Historic Landmarks Register. Figure 4 shows the location and Table 7 provides a listing of historic sites found in the unincorporated area. Those not listed on formal historic registers are retained as County historic sites and are of local historic value.

Domestic Water Service

There are a number of water companies which supply Greater Salinas with potable water. Water West services Bolsa Knolls Subdivision with 1,546 connections; California Water Service Company is a provider for almost all of Salinas with 14,917 connections; Cal Water also services the Boronda County Sanitation District with 250 connections; the Alco Water Company services east Salinas with 3,550 connections; and Spreckels Water Company provides water service to Spreckels and has 190 connections. Water services in Greater Salinas are also provided by mutual water companies and through private wells.

Wastewater Treatment

Wastewater from Salinas and Spreckels is treated by four treatment plants located in the Planning Area. Three plants are owned by the City of Salinas for their municipal and industrial wastes; the remaining treatment facility handles wastes from the Town of Spreckels and the sugar plant when it was in operation. Residences not connected to treatment plants use individual septic systems. It is anticipated that Boronda will have sewage treatment facilities within one year.

Solid Waste Disposal

Greater Salinas is served by the privately owned Rural Garbage and Disposal Service, and collection service within Salinas is provided by the Salinas Disposal Service.

Gas and Electrical Services

Electrical power and natural gas service in Monterey County is provided by the Pacific Gas and Electric Company (PG&E). PG&E is an investor-owned utility company regulated by the Public Utilities Commission.

Electrical transmission lines, serving the Greater Salinas Planning Area, are located along Highway 68 from the Reservation Road substation. The electrical lines are generally above ground, but have been buried in new development sites. Natural gas pipelines are also located along Highway 68.

Television and Radio Communication Facilities

There are three television stations serving the County, each affiliated with one of the major national networks.

Monterey Peninsula TV Cable is providing Greater Salinas with cable television service. Its services are available to all subdivisions and homes in the City of Salinas and the Boronda Area.

Of the 17 local radio stations, seven are AM and ten are FM. With varying reception quality, all may be received in Greater Salinas.

Telephone Service

Telephone services are provided throughout the County by Pacific Telephone. The telephone cables are generally above ground.

TABLE 7
ARCHAEOLOGICAL/HISTORICAL SITES IN THE GREATER SALINAS PLANNING
AREA

TABLE 8
SELECTED HOUSING INFORMATION FOR THE GREATER SALINAS PLANNING
AREA

HOUSING

As shown in Table 8, the 1980 U.S. Census figures indicate that the Greater Salinas Planning Area contained 29,430 households or about 31% of the County's households. Of this number, 2,573 households were in the unincorporated area and 26,857 households or 91% were in the City of Salinas. The Planning Area's average household size of 2.98 persons per household is obtained by dividing household population by the number of households. When compared with the County's average household size of 2.85 persons per household, the Planning Area's households were, on the average, slightly larger. Within the Planning Area, the unincorporated area's average household size of 3.46 persons per household was larger than Salinas' average household size of 2.94 persons per household.

A comparison between 1980 U.S. Census and 1976 Mid-Decade figures for the Planning Area reveals a slight overall decrease in household size. However, the unincorporated area's household size increased from 3.41 persons per household while Salinas household size decreased from 2.97 persons per household. The County's household size also decreased slightly from 2.86 persons per household.

With regard to household composition, 76% of the Planning Area's households were family households with Salinas having only 75% and the unincorporated area having 83%. The County as a whole, however, had about 73% of its total households in families.

The Planning Area had about 21% of its households living in one-person households with just over 36% of that figure consisting of elderly living alone. The County had the same percentages as the Planning Area for both categories.

Housing Unit Increase

As shown in Table 9, between 1970 and 1980 the Planning Area's housing stock increased 46%, from 21,207 housing units in 1970 to 31,097 in 1980. During this time, the County experienced only a 37% increase in housing units. Also, during this time, Salinas had the greatest percentage increase in housing units, 50%, compared with a 25% increase in the unincorporated area. The Planning Area's total housing unit increase of 9,890 housing units between 1970 and 1980 represented about 36% of the County's housing unit increase.

Housing Unit Share

In 1980, the Planning Area contained 30% of the County's housing stock with about 91% in Salinas and 9% in the unincorporated area. The Planning Area's 1980 percentage share of the County's housing stock is slightly more than its 1970 share of only 28%. The Planning Area's 1980 share amounted to 31,208 housing units, with 28,383 in Salinas and 2,825 in the unincorporated area.

Housing Unit Type

The 1976 California Mid-Decade Census provides information on five different housing types: single family detached, single family attached or townhouses, multiple family dwelling (duplex, triplex and fourplex), multi-family dwellings (apartments), and mobile homes. The Planning Area's major housing unit type was single family detached at 64% of the housing stock. The next largest housing type was apartment units at 15.6%. Multiple family dwellings consisted of 10.6% of the Planning Area's housing stock. The smallest housing types were mobile homes at 5.8% and townhouses at 4%.

TABLE 9
HOUSING COUNTS--1970, 1976, 1980, AND YEAR 2000 FORECAST

	<i>1970</i>	<i>1976</i>	<i>Percent Increase 1970-76</i>	<i>1980</i>	<i>Percent Increase 1976-80</i>	<i>2000 Forecast</i>	<i>Percent Increase 1980-2000</i>
Unincorporated	2,251	2,365	5.1	2,714	14.7	2,920	7.6
Salinas	<u>18,956</u>	<u>24,734</u>	<u>30.5</u>	<u>28,383</u>	<u>14.7</u>	<u>45,750</u>	<u>61.2</u>
Total Planning Area	21,207	27,099	27.8	31,097	14.7	48,760	56.5
County	75,795	92,960	22.6	103,557	11.4	159,000	53.6

Sources: *1970, 1980 U.S. Census of Population; 1976 California Mid-Decade Census; Recht, Haustath and Associates, AMBAG Population and Employment Report, 1979.*

Within the Planning Area, the unincorporated area had a larger percentage of single family detached homes than Salinas, 81% versus 62%. The unincorporated area had 13% of its housing stock in mobile homes and 5% in multiple family dwellings. The smallest portions of the unincorporated area's housing stock was in multi-family units at 0.9% and in townhouses at 0.1%. Next to single family units, Salinas' largest portion of units, 18.4%, consisted of multi-family apartments. Salinas had 11% of its housing stock in multiple family units and 4.5% in townhouse units. Unlike the unincorporated area, Salinas had a smaller percentage, 5.1%, of its housing stock in mobile home units.

Housing Tenure

Housing availability can be measured by housing tenure which refers to the way housing units are occupied. Ideally, the Planning Area's housing stock should be evenly divided between owner-occupied and renter occupied housing units. This balance is more critical in times of high housing prices because most families will need to rent until prices become affordable.

The Planning Area as a whole had a fairly even owner-occupied/ renter proportion: 52% and 48% respectively. Salinas' tenure proportion was the same as the Planning Area's. The unincorporated area's tenure proportion was 58% owner-occupied and 42% renter occupied.

Income

Income levels are a measure of the potential demand for housing. Though interest rates and home financing packages are primary determinants of housing affordability, income levels allow the housing producer to assess the number and type of units which can be produced at prices affordable to Planning Area households.

The 1980 U.S. Census shows that the Planning Area's median household income of \$17,550 was about 99% of the County's median household income of \$17,661. Within the Planning Area, the unincorporated area had a median household income of \$19,573 while Salinas had, \$17,342.

Median Home Values

The 1980 U.S. Census figures shows the Planning Area's median home value was \$72,000, about 84% of the County's median home value of \$86,500. Within the Planning Area, the unincorporated area had a median home value of \$73,400, and the median home value in Salinas was \$71,900.

Median Monthly Rents

Planning Area's median monthly rent level of \$249 was 95% of the County's rent level of \$263. Within the Planning Area, the unincorporated area, at \$213, had a lower median monthly rent level than Salinas' level of \$252.

Housing Vacancy Rates

The effective vacancy rate for the Planning Area shows that housing availability had reached critical lows. The Planning Area had an effective vacancy rate of 0.8% in for-sale units, 2.5% in rental units, an overall vacancy rate of 3.2%. Within the Planning Area, the unincorporated area had a 0.6% for-sale vacancy rate and a 1.9% rental vacancy rate, while Salinas has a 0.9% for-sale vacancy rate and a 2.5% rental vacancy rate. Vacancy rates maintained at this level keep housing prices high.

Housing Condition

The 1980 U.S. Census shows that about 1.0% of the Planning Area's housing units had no plumbing. By comparison, 0.9% of the County's housing stock was without plumbing. The Planning Area's percentage of housing units without plumbing was matched by the percentages found in unincorporated area and Salinas.

Overcrowding

Overcrowding, like vacancy rates, can be used to measure housing availability. When a large percentage of units are overcrowded it may indicate that large families are making do with smaller homes, children remain at home longer, and families "double up" in one house. The incidence of overcrowding is expected to decline once the housing market "opens up" and families are able to purchase or rent homes of a suitable size.

Of the total number of occupied housing units within the Planning Area, almost 13% were overcrowded. By comparison, only 9.4% of the County's housing units were overcrowded. The Planning Area and the County had the same median household size - 5.6 persons per household - in overcrowded units. This figure indicates that an overcrowded household was, on the average, 2.7 persons larger than a non-overcrowded household.

For the unincorporated area, over 15% of the housing units were overcrowded. In Salinas, 12.6% of the housing units were overcrowded. The unincorporated area's median household size in overcrowded units was 6.2 persons per unit, while Salinas' was only 5.6 persons per unit.

The incidence of overcrowding was most pronounced in rental units. The unincorporated area had 9.6% of its rental units overcrowded; Salinas had 8.8%; the Planning Area had 8.9%; and the County had only 6.4%. By comparison, the unincorporated area had 5.8% of its owner-occupied units overcrowded; Salinas had 3.8%; the Planning Area had 4.0%; and the County had only 3.1%.

Thus, when comparing the Planning Area's figures on overcrowding with those for the County as a whole, it is clear that the incidence of overcrowding was greater in the Planning Area. And overcrowding was more a problem within the unincorporated area, particularly for renters.

CHAPTER V: THE PLAN

THE PLAN

This Area Plan focuses on the balancing of present character with future needs, conservation of resources with opportunities for development, and the needs of the County as a whole with the sentiments of local communities. The foundation of the plan is the body of goals, objectives, and policies of the Monterey County General Plan. All of those goals, objectives, and policies shall apply to Greater Salinas and are supplemented by the policies in this Area Plan. The Greater Salinas Area Plan land use plan, however, shall supersede the countywide land use plan for this area. The Greater Salinas Area Plan, including the land use plan, was adopted as an amendment to the Monterey County General Plan and is consistent with the intent and overall direction of the countywide plan.

Major assumptions of the Greater Salinas Area Plan include the following:

ASSUMPTIONS

1. Federal, state and county standards for public health, safety, and welfare will not change significantly and will be judiciously administered and enforced.
2. The County will continue its support and commitment for a freeway realignment of Highway 101 (Highway 101 bypass through Greater Salinas and North County).
3. The problems of groundwater overdrafting and saltwater intrusion will be arrested through an increase in water supply.
4. Agriculture will continue to be a priority land use.
5. Priority will also be placed on land uses for jobs and housing when needed to support balanced growth.
6. Specific areas within the Planning Area may be found unsuitable for the type or density of land use proposed by the Greater Salinas Area Land Use Plan as more detailed information is generated through individual project environmental impact reports and other relevant environmental studies.
7. County, state, and federal budget limitations will continue to significantly restrain construction of major capital improvements, thereby placing the cost burdens of needed capital improvements directly on the beneficiaries through the use of private capital and user fees.
8. The environmental and scenic qualities of the Planning Area are valued resources and worthy of protection.

9. Air pollution levels in the San Francisco Bay Area will continue to contribute to air pollution problems in the County's air basin.

ISSUES

Environmental and Scenic Resources

1. What measures should be used to provide for the preservation of the two rows of walnut trees along Spreckels Blvd.?
2. What measures should be used to provide for the preservation of the oak grove at Williams and Old Stage Road?
3. What measures should be used to retain Gabilan and/or Natividad Creek in their current state and allow for possible future restoration efforts with urban development?

Soil Erosion

1. What measures can be used to prevent soil erosion into Carr Lake, Gabilan Creek and effects on hillsides as a result of development?
2. What erosion control methods should be applied on newly developed lots?

Drainage

1. What runoff problems occur when adequate on-site holding ponds are not provided in new development?
2. What drainage problems occur when agricultural land is covered by greenhouses?
3. Are there drainage and flooding problems which occur in a specified area along Boronda Road?

Water Quality

1. What measures should be taken to stem the current extent of water quality deterioration?
2. Is wastewater reclamation a solution to water quality problems?

Farmlands and Grazing Lands

1. What voluntary economic incentives should be used as a method to preserve farmland around specified areas of Salinas?
2. Should the Plan provide for the redesignation of grazing and farmlands in the Area of Development Concentration Study Area to other land use designations?
3. Should the Plan provide for the need for greenhouse operations which are on-site soil dependent to acquire 10-acre parcels without residential development on those parcels?
4. Should the Greater Salinas Plan change the General Plan designation of those parcels of farmland which are not "viable" as defined in the County General Plan?

Commercial, Industrial, and Housing

1. Should development proposals be considered for the ADC study area?
2. Is there a need to reserve some portion of land uses designated as industrial for industries which support the agricultural economy?
3. Is there a need to provide for the preparation for, and location of, light industries?
4. Should there be more housing or commercial development in Spreckels?

Public Facilities and Services

1. What are the methods to insure that private development "pays its fair share" for required services and facilities?

Historic Sites

1. Are there methods for retaining historic sites without detriment to the landowner?

SUPPLEMENTAL POLICIES*

Natural Resources

Water Resources

- 6.1.3 (GS) Where appropriate, development shall be designed to maintain groundwater recharge capabilities. Runoff shall be carried to recharge areas when feasible.
- 6.1.4 (GS) New development shall be phased so that the existing water supplies are not committed beyond their safe long-term yields in areas where long-term yield can be determined. Development levels that generate a water demand which exceeds the safe yields of local aquifers shall only be allowed when additional satisfactory water supplies are secured.
- 6.2.2 (GS) The County shall place a high priority on water development projects that can offer a viable water supply to water deficient areas in Greater Salinas.

Vegetation and Wildlife Habitats

- 7.1.3 (GS) All vegetation on land exceeding 30 percent slope, particularly chaparral and broad leaf evergreen, should remain undisturbed to minimize erosion and retain important visual amenities.
- 7.1.4 (GS) Riparian corridors should be preserved.
- 7.2.3 (GS) Native plant materials should be used to integrate the manmade environment with the natural environment and to screen or soften the visual impact of new development.

Environmentally Sensitive Areas

- 11.1.6 (GS) Environmentally sensitive areas shall be preserved as open space. Surrounding land uses shall not destroy an area's habitat capacity and its role within the ecosystem.

Environmental Constraints

Seismic, Geologic, and Flood, and Fire Hazards

- 15.1.1.1 (GS) The Greater Salinas Planning Area Seismic Hazards map included in this report shall be used to delineate high seismic hazard areas addressed by the

countywide General Plan. Areas shown as moderately high, high, or very high hazard shall be considered to be "high hazard" areas for the purpose of applying General Plan policies in Greater Salinas. This map may be revised as new accepted geotechnical investigations dictate.

- 16.2.3.1 (GS) Agriculture and open space shall be the priority land use within the flood plain.
- 16.2.7.1 (GS) Properties in the Planning Area shall be protected from flooding caused by runoff from new development by using appropriate design and engineering techniques and through establishment of appropriate districts and zones. Developers shall submit a preliminary drainage plan prior to any discretionary development approvals.
- 17.4.1.1 (GS) In high and extreme fire hazard areas, development should be clustered and should be separated from wildland by fuel breaks in order to concentrate development in fire manageable areas.
- 17.4.13 (GS) The Greater Salinas Planning Area Fire Hazards map shall be used to identify areas of high and extreme fire hazard as addressed by policies in the countywide General Plan.

Air and Water Quality

- 20.1.1.1 (GS) Land use decisions shall conform to the requirements of the Monterey Bay Unified Air Pollution Control District.
- 20.1.5.1 (GS) Scattered development shall be discouraged in order to reduce vehicular emissions by decreasing home to destination distances.
- 21.1.2.1 (GS) The County shall encourage water suppliers to use the most currently feasible techniques to enhance the quality of water within Greater Salinas.
- 21.1.7.1 (GS) The County shall require water quality analysis for all new domestic wells in the Greater Salinas Planning Area.

Area Development

General Land Use

- 26.1.2.1 (GS) Land use patterns shall promote compact, orderly, community-centered growth.
- 26.1.4.1 (GS) The general area north of Russell Road between Harrison Road, San Juan Grade Road, and the boundary between Rancho Bolsa Nueva y Moro Cojo

and Rancho Bolsa de Escarpines shall be designated as an Area of Development Concentration. Area Plan land uses shown within the ADC shall only be developed after a specific plan on the entire ADC has been prepared and adopted. The specific plan shall incorporate all of the development guidelines and principles for the Rancho San Juan ADC adopted as part of the Greater Salinas Area Plan.

26.1.4.3 (GS)

A standard tentative subdivision map and/or vesting tentative and/or preliminary project review subdivision map application for either a standard or minor subdivision shall not be approved until:

- 1) The applicant provides evidence of an assured longterm water supply in terms of yield and quality for all lots which are to be created through subdivision. A recommendation on the water supply shall be made to the decision making body by the County's Health Officer and the General Manager of the Water Resources Agency, or their respective designees.
- 2) The applicant provides proof that the water supply to serve the lots meets both the water quality and quantity standards as set forth in Title 22 of the California Code of Regulations, and Chapters 15.04 and 15.08 of the Monterey County Code subject to the review and recommendation by the County's Health Officer to the decision making body.

26.1.14.1 (GS)

The City of Salinas, the County, and LAFCO should jointly define those areas appropriate and sufficient to accommodate the City's orderly urban growth for an established period of time. Joint planning efforts should occur with the following objectives:

- a. provide for orderly annexation in a direction which is mutually beneficial for City growth and the preservation of farmlands;
- b. assure complete infilling of existing urban areas, efficient use of land proposed for annexation, and prevent premature urbanization;
- c. guarantee that productive farmlands are preserved, enhanced and expanded;
- d. maintain a continuing tradition of communication between the County and the City of Salinas in areas of mutual planning concern;
- e. assure County support of City growth areas through designation of the "Urban Reserve" category in the County Land Use Plan.

- f. establish an appropriate tax base for the provision of services
- g. assure reciprocal support for growth areas indicated by the Area Plan and the City Sphere of Influence
- h. determine a tax increment split between the City of Salinas and the County of Monterey contingent upon agreement that the County's economic interests will be assured on the Rancho San Juan ADC.
- i. guarantee, require, and preserve the County's long-term land use and economic interests north of Russell and San Juan Grade Roads as a condition of any agreement between the City of Salinas and the County of Monterey to correspond with the life of the Greater Salinas Area Plan (20 years). Such agreements shall be included in the zero tax transfer agreement affecting preservation of county lands outside of the "Urban Reserve" designated for the City of Salinas between San Juan Grade and Williams Road.

26.1.14.2 (GS) The County shall work with the City of Salinas to develop a precise Neighborhood Improvement Plan for that portion of the Boronda area within the City's adopted sphere of influence. Such programs should include provisions for improved circulation, public facilities, and land use and development controls. Boronda is considered a geographic extension of the Rossi-Rico area and plans for both areas should be related.

26.1.14.3 (GS) Until such time as a Neighborhood Improvement Plan is prepared and existing sewage treatment capacity is increased, a building permit moratorium on projects which will add flow to the sewage system shall remain in effect.

26.1.14.4 (GS) The County shall submit all building permit requests and all requests which require discretionary approval to the City Department of Community Development for review and recommendation.

Residential Land Use

27.1.5 (GS) Development in the town of Spreckels shall be allowed only under the following conditions:

- a. that the development occurs within the land use boundary shown in the 1982 General Plan;
- b. that new development is harmonious with existing development in exterior treatment, building lines, and bulk and height specifications;

- c. that the developer submits project plans or drawings showing building design, color scheme, landscape plans, and parking layout to the Planning Commission or its designee prior to development approval.

27.3.2.1 (GS) Compatible open space shall be located between developed residential areas to define communities (This policy is not in lieu of General Plan Policy 27.3.2, and 27.3.3).

Commercial Land Use

28.1.1.1 (GS) Development of commercial land uses designated near Highway 68 and the Salinas River shall be allowed only if such uses:

- a. are planned general commercial rather than neighborhood serving;
- b. will protect and where feasible, enhance the riparian habitat along the Salinas River;
- c. will not further deteriorate water quality in the Salinas River;
- d. are adequately screened from viewpoints along Highway 68, Spreckels Lane, and Spreckels Boulevard by minimizing tree removal and by landscaping frontage areas. Furthermore, because of the proximity of agricultural lands, commercial uses which support farm activities shall be encouraged.

28.1.1.2 (GS) Development of commercial land uses between Harrison Road and Highway 101 shall be allowed only if such uses:

- a. are planned general commercial rather than neighborhood serving except in those cases where the commercially designated parcel is one acre or less. In those cases the commercial land use shall be neighborhood serving and the zoning category shall specify such uses.
- b. are adequately screened from viewpoints along Harrison Road and the current route of Highway 101 as well as the proposed Highway 101 bypass route. Appropriate screening methods along Harrison Road shall include landscaping with plants and trees.
- c. are reviewed by a design review committee and found to be consistent with nearby development and design guidelines in the area.

28.1.1.3 (GS) The land near Spreckels designated as industrial may also be developed

partially or wholly as agriculturally related commercial. Any agriculturally related commercial development shall comply with the following conditions:

- a. Will prepare a comprehensive development plan as a planned general commercial project.
- b. Will protect, and where feasible, enhance the riparian corridor along the Salinas River.
- c. Will not further deteriorate water quality in the Salinas River or area ground water quality.
- d. Will preserve the walnut trees along Spreckels Blvd.
- e. Will be compatible with the agricultural activities on the adjoining parcel.

Industrial Land Use

29.1.3.1 (GS) Industrial projects which will emit air pollutants and/or toxic liquid discharges shall obtain all applicable permits from the County and State Health Departments, Regional Water Quality Control Board,(and) Monterey Bay Unified Air Pollution Control District and any other applicable agencies having appropriate jurisdiction prior to final project approval. Projects may require additional environmental review, depending on the project site.

29.1.5 (GS) Industrial development on land near Spreckels currently designated as "Industrial" shall be approved under the following conditions:

- a. that proposed uses shall be agriculturally oriented industrial uses and that marketing efforts for the Spreckels industrial site shall be aimed toward agriculturally oriented industrial uses;
- b. that a development plan shall be prepared prior to the establishment of any use or the construction of any building on any undeveloped land;

- c. that development is phased so that existing industrial uses are developed or redeveloped first and so that remaining farmlands can remain in production as long as possible.
- d. that development include an effective buffer between industrial uses and the town of Spreckels either through landscaped open space, berming, or some other acceptable method.
- e. that expansion of currently designated "Industrial" land (25 acres) located in the "upper bench" area east of the existing Spreckels factory site be expressly allowed on the 31 acres designated as "Farmlands". A land use change from "Farmlands" to "Industrial" shall be allowed by use permit only for the expansion of the initial industrial use located in the "upper bench" area. Expansion shall not be allowed beyond the upper bench area (56 acres). Section "c" of this Policy shall apply only after the 56 acre "upper bench" area has been fully developed.
- f. that subsequent development through division or use permit will require a condition, where applicable, to place farmlands into permanent agricultural use.

Agricultural Land Use

30.0.3.1 (GS) The area bounded by Potter Road, Old Stage Road, Highway 101, and by parcels bordering the north side of Spence Road and parcels along the Encinal Road extension, and other areas which may be deemed appropriate shall be designated a "special treatment" area to permit on-site soil dependent agricultural operations such as green houses. Minimum parcel size in this area shall be 10 acres. Subdivision of land in this area shall be approved only under the following conditions:

- a. that the residential development rights or parcels formed through subdivision approval be dedicated by means of an agricultural conservation easement, to the County or a qualified organization such as that specified in Section 501(c)(3) of the Internal Revenue Code;
- b. that a drainage management plan to mitigate run-off to adjoining farmlands has been prepared for the entire special treatment area;
- c. that pertinent structures such as processing, packaging supply and boiler sheds will have concrete foundations no thicker than 4 inches and will be no larger than 4000 square feet.
- d. that the allowance of one mobile home will be only for a caretaker or security

personnel and not for residential purposes;

- e. that no uses other than agriculture will be allowed on subdivided parcels.

30.0.5.1 (GS) In recognition of the limitations of using Williamson Act contracts to preserve farmlands, efforts by landowners to acquire the benefits derived by donating development rights to a duly established Farmland Trust or other qualified organization which meets the criteria of Section 501(c)(3) of the Internal Revenue Code, shall be encouraged.

30.0.8 (GS) Agricultural Support Services (coolers, Cold rooms, loading docks and farm equipment shops) may be allowed, subject to obtaining a use permit, on lands designated as "Farmlands", provided that the following findings are made based upon substantial evidence in each case:

- a. That the land on which the support facilities are proposed is not suitable for cultivation due to terrain, soil or other physical constraints.
- b. That such support facilities are necessary or appropriate in connection with the cultivation, harvesting or processing of crops raised by the applicant on same portions of the subject property.
- c. That the maintenance and operation of such support facilities will not impair the ability to produce crops on the balance of the subject property or on neighboring properties.

Support facilities allowed under this policy shall be subject to the following standards:

- a. Such support facilities may be used in connection with the cultivation, harvesting, processing or storage of crops grown on the subject property or crops grown by the applicant or by others on lands in close proximity to the subject property, particularly when such action would retain or increase the amount of farmland for crop production.
- b. The land on which such support facilities are constructed shall no be subdivided from the balance of the subject property.
- c. Such support facilities be compatible with land uses on neighboring properties.

Road and Highway Transportation

39.1.2.1 (GS) The County shall evaluate and implement one of the following alternatives in

order to fund any necessary circulation improvements which may be needed to accommodate traffic generated as a result of development in the Rancho San Juan ADC, and other development indicated in the Greater Salinas Area Plan: 1) Assessment Districts 2) Developer contributions, 3) Joint Powers Agreements, 4) Issuance of Bonds 5) Intergovernmental Grants 6) Single purpose County Service Areas, 7) Users Fees 8) Regional Gasoline Tax, 9) Special taxes, 10) and any other method which may be appropriate.

- 39.1.4.1 (GS) Implementation of all land uses within the Greater Salinas Area Plan shall occur only if there will be no significant unmitigated impact on traffic circulation.
- 39.2.7 (GS) Development and circulation patterns shall be designed to maximize the use of local and collector roads for trips within communities while providing access to principal arterial roads and highways for longer distance trips.
- 39.2.8 (GS) The County shall, together with the City of Salinas, develop a Master Circulation Plan for the Greater Salinas Area. The Plan shall be prepared under the following guidelines:
- a. Improve traffic conditions within Salinas by directing non-Salinas destinations around Salinas.
 - b. Provide for construction or re-alignments of roads which would improve the overall circulation pattern in the Planning Area and improve circulation within the City of Salinas and its Sphere of Influence.
 - c. Outline financial responsibilities for provision and maintenance of road improvements.
 - d. Ensure the improvements are for circulation purposes only and that such improvements do not lead to policies encouraging growth between the City limits and Area roads where such growth would be inappropriate.
 - e. Ensure that the Master Circulation Plan does not compromise or encourage growth to farmlands designated in the Monterey County General Plan that are located beyond the Sphere of Influence west and south of the City of Salinas
 - f. That roads necessary to service development in the City of Salinas should not be constructed in the unincorporated area of the County on prime farmland

39.3.3 (GS) The County shall support the rerouting of Highway 101 in conformance with the planned CALTRANS bypass route between Russell Road and Crazy Horse Canyon Road and as shown on the adopted Countywide Land Use Plan. The County shall designate the bypass route project as its number one transportation priority and shall consider current measures by CALTRANS to improve and upgrade the existing route as temporary and inadequate for solving the traffic and safety problems on Highway 101.

Scenic Highways

40.1.1.1 GS) The Highway 101 bypass shall be designated a scenic highway and subject to the same scenic standards held in the North County Area Plan. The design of the Highway 101 bypass shall include a minimum of two interchanges within the ADC Area as specified within the ADC Specific plan. The bypass design shall also incorporate sound deflection berms with appropriate landscaping and such measures shall be held consistent with its "scenic highway" designation.

40.1.1.2 (GS) Old Stage Road shall be designated a 'scenic road' within this Area Plan. All residential properties to be developed along Old Stage Road shall be subject to design approval. The voluntary efforts of landowners in preserving the scenic character of Reservation Road (and Old Stage Road) should be encouraged. Appropriate scenic preservation measures shall include but not be limited to screening of development with vegetation, treatment of exterior surfaces with earth tones and setbacks.

Parks and Recreation Facilities

51.2.4.1 (GS) Portions of Gabilan Creek shall be evaluated for a linear park as defined by the County's Parkland Classification System at such time when the County can support another regional park. Until such time, Gabilan Creek shall:

- a. be maintained in a natural riparian state;
- b. be kept in a freeflow state devoid of dams;
- c. be allowed its natural flood capacity through required setbacks conforming to the 100 year flood plain; and
- d. be kept free from urban encroachment by residential development through required dedication of land in the floodplain corridor.

51.3.3 (GS) Developers of new residential, industrial and commercial subdivisions shall be required to provide facilities dedicate land and/or pay fees in lieu of dedication

for the acquisition and development of recreational facilities which directly serve the needs of the subdivision.

- 51.4.1.1 (GS) The general area along Russell Road between the City limits of Salinas and the ADC boundary shall be designated as a community park and shall be shown as "Farmlands" with a "Public/Quasi-Public" overlay. The park site is to be established to surround Gabilan Heights Middle School on three sides and fall within a line drawn about 1,100 feet north of Russell Road running parallel to Russell Road between the Bolsa Knolls Subdivision and the Proposed Highway 101 bypass right-of-way. The entire park shall be considered out of the ADC. Park acquisition and provision of recreational services may be accomplished through park dedication, formation of a Community Services District or through a direct benefit assessment district to be administered by Monterey County or by an appropriate District.

Historic Preservation

- 52.1.6.1 (GS) The walnut trees along both sides of Spreckels Boulevard are held to be both scenic and historic resources and should be preserved and maintained as long as possible. Efforts by Spreckels and countywide residents to raise funds for tree maintenance through private efforts and/or through non-profit agencies such as Parks Foundation, shall be encouraged.
- 52.1.6.2 (GS) The County should support the efforts of the Monterey County Historical Society to preserve the County's historic resources. Society efforts which should receive support include:
- a. attempts to attract more tourists to the Boronda Adobe site;
 - b. attempts to make the Adobe a site for festival events and other ceremonial functions;
 - c. efforts to preserve the Darrington Adobe; and
 - d. any other Society actions which are deemed appropriate to establish the Adobe site as a revenue source for the Historical Society.

Sewage Treatment and Water Facilities

- 54.1.2.1 (GS) New development shall be required to pay its proportional share of local costs of infrastructure improvements required to service such development, as well as ongoing operating and maintenance costs.
- 54.1.5 (GS) Master plans for sewer and water delivery systems shall be prepared as part of a specific plan for Areas of Development Concentration by the developer(s) in conjunction with the appropriate agencies which shall include, but are not limited to, County Public Works Department, County Flood Control District, County Health Department, County Planning Department, Central Coast Regional Water Quality Control Board, and Monterey Regional Water Pollution Control Agency.

Housing

- 62.2.3 (GS) Where established as part of an Area of Development Concentration, a Development Incentive Zone must be used exclusively for the development of affordable housing.

RANCHO SAN JUAN AREA OF DEVELOPMENT CONCENTRATION DEVELOPMENT GUIDELINES AND PRINCIPLES*

****NOTE: This body of Development Guidelines and Principles for guiding the preparation of the Rancho San Juan ADC Specific Plan was adopted in conjunction with Policy 26.1.4.1 (GS).***

GENERAL DEVELOPMENT GUIDELINES

The Salinas North Area of Development Concentration shall be developed as a planned community with industrial, residential, commercial, public, and open space uses.

The ADC Specific Plan shall include phasing of development, transportation improvements and other traffic mitigation for Highway 101 and adjacent arterial roadways.

The adopted Highway 101 bypass right of way traverses the ADC area and shall be addressed within the ADC specific Plan in conjunction with internal and external traffic circulation improvements.

The Highway 101 freeway bypass should provide the major access route to the site, major arterials within the site will directly connect to freeway interchanges.

Any parcel within the ADC which contains any portion of the proposed right-of-way of the Highway 101 bypass shall have conveyed such right-of-way to the County or Caltrans before development approval. Even if all the right-of-way has been conveyed, development which has any significant unmitigated impact shall not commence until the Highway bypass construction date has been set.

Residential development of the ADC shall be in three phases (shown in Figure 13). Those projects closest to industry (phase I) should be developed within the first 1-5 years of Specific Plan adoption. The upland residential development (phase II) should be developed 5-10 years after Specific Plan adoption. Phase III shows residential land uses and should be built out 10-20 years after Specific Plan adoption. If housing growth exceeds the County's ability to provide needed jobs, some phase III residential land uses should be redesignated to industrial to meet the demand for jobs.

The majority of the flat areas, particularly those closest to Highway 101, within the site should be reserved for light industrial uses.

The rolling hill areas of the site should be designated for clustered residential, commercial, office, and public uses.

The valleys of the rolling hill area should generally be used for circulation, flood control, recreation, and open space uses.

The steep north facing slopes within the site should be reserved for open space and conservation uses.

The south and west facing slopes within the site should be used for compactly clustered, terraced residential uses to take maximum advantage of views and sun exposure.

Neighborhood serving commercial and public uses should be integrated into the community to maximize easy access and create community activity centers.

Runoff from the site shall be controlled to alleviate downstream flooding potential.

Wastewater treatment, storage and disposal shall be provided on lands within and adjacent to the site.

Completed Master Plans for sewer and water systems prepared as part of the ADC Specific Plan shall first require approval from the Director of Environmental Health before such Master Plans can be considered a part of the ADC Specific Plan. Such Master Plans shall specify the method of treatment and disposal and include a 120 day storage requirement for all treated wastewater.

Services in the ADC shall be provided through the use of a Community Facilities District (CFD) or other appropriate funding mechanism to finance and carry out the construction of police, fire, flood and storm protection, parks and any other facilities which may be found by the Board of Supervisors to be appropriate under Chapter 2.5 of the California Government Code. A Community Services District (CSD) or County Service Area (CSA) shall be used to provide for the operations and maintenance for those facilities not already provided for under a CFD and/or for those services not already provided for under existing County Special Districts. These services may include sewer, water, roads and transportation, street lighting, utility undergrounding, and any other facilities which may be found by the Board of Supervisors to be appropriate under Section 61000 et. seq. of the California Government Code. The CFD and CSD or CSA shall be considered "dependent" Districts with the Board of Supervisors acting as the District's Board of Directors.

INDUSTRIAL DEVELOPMENT PRINCIPLES

Light clean industrial uses that offer long-term employment opportunities to the region shall be encouraged to locate within the site.

Industrial uses that need large quantities of water for production, could cause groundwater contamination or significant point source air pollution emissions shall not be permitted within the ADC area.

Industrial development will be planned in clusters to maximize external landscaped open space and

make efficient use of parking facilities, pedestrian and automobile circulation systems, and internal courtyards and common spaces.

Industrial development will be attractively designed and landscaped in a park-like manner in conformance with design criteria associated with "planned industrial parks".

Industrial buildings and parking facilities should be set back with 100 foot open space buffers from adjacent incompatible land uses to minimize potential conflicts.

A maximum overall ground coverage of generally 25% is allowed for buildings within designated industrial areas.

A visitor serving accommodation such as a hotel should be encouraged as part of the ADC. The nature and extent of such a facility should be determined only after the proper marketing and feasibility studies have been prepared and evaluated.

RESIDENTIAL DEVELOPMENT PRINCIPLES

The average gross density of the planned residential area will be 5.1 units per acre.

High density residential development should be clustered at a net density of 15 units per acre to maximize external landscaped open space areas and internal courtyards and common spaces and leave valley floors open for drainage, circulation, and recreation.

A mixture of housing types at various densities will be provided on the site according to site conditions and clustering opportunities.

The highest net densities of residential development should be located on south and west facing slopes and adjacent to open space recreation areas.

Residential development shall be attractively designed and landscaped in conformance with design criteria associated with "planned residential areas."

The design of housing should incorporate private, semi-private, and public outdoor areas.

Clustered housing areas should be planned to encourage a sense of neighborhood community through provision of common open space, recreation, and public facility areas.

Fifteen percent of the total housing units developed shall be affordable to low and moderate income households and provided within the site and integrated into the overall development as the project is built out. Deed restrictions will be used to ensure that affordable units are retained.

COMMERCIAL DEVELOPMENT PRINCIPLES

Neighborhood serving commercial uses should be integrated into the planned residential area.

Commercial uses should be located to be highly accessible by automobile, bicycle, and walking.

A mixture of neighborhood serving commercial uses will be located along with facilities such as street furniture which maximize opportunities for social interaction and enjoyment of the natural beauty of the site.

Commercial uses that serve employees of industrial areas should be located within or adjacent to planned industrial parks.

Mixed use development of ground floor commercial and upper floor residential should be provided in selected areas of the site.

Commercial and public uses should be integrated into a community center for the site.

Commercial uses will be developed in conformance to design criteria associated with planned commercial and residential areas.

PUBLIC FACILITIES DEVELOPMENT PRINCIPLES

Public uses including a fire station, library, schools, community centers and, if needed, a police station should be provided within the site.

Schools should be located to provide convenient access to the community.

School Districts will be consulted when enrollment projections are made and Planning Department Staff will consult with School Districts in locating new schools.

Fire and police stations should be located in areas adjacent to major arterials and freeway interchanges.

Other public community facilities should be located in the community center with neighborhood serving commercial uses.

Public facilities should be developed in phases as part of a master facilities plan as the project area is built out to respond to community needs.

A community facility such as a major religious institution is considered appropriate and desirable for inclusion within the boundaries of the ADC. The facility should be about 15-20 acres in size and should be located adjacent to the proposed Community Park. If a Church site has been purchased

and planned for development, then the specific plan may show 10 acres of "High Density Residential" adjacent to the church site. Both uses are to be included within the ADC boundary and are to receive waste disposal services from within the ADC. If a church site is not secured by the time the specific plan is adopted, then the area shall be shown as "Industrial" and the residential provision shall be deleted.

OPEN SPACE, RECREATION, AND CONSERVATION DEVELOPMENT PRINCIPLES

Community open space areas shall be provided in the planned residential area for recreation, visual aesthetics, drainage, flood control, conservation, noise buffer, and circulation uses.

Open spaces areas shall separate and define clustered residential neighborhoods and other distinct land uses from each other.

Recreation facilities including hiking and equestrian trails, bicycle paths, picnic areas, playgrounds and an 18-hole golf course shall be provided in open space areas.

Open space should be provided in the planned industrial area for aesthetics, temporary flood control ponds, recreation, and noise buffers.

Open space areas should be provided within clustered residential areas as internal public spaces for neighborhood use and enjoyment.

Existing stands of native oak trees shall be retained to the maximum extent possible and left in open space. Additional stands of oaks and other native vegetation shall be planted in appropriate open space areas.

Flood control ponds should enhance and restore wildlife habitats and provide recreation opportunities.

Riparian vegetation should be established or re-established in appropriate areas of the site.

CIRCULATION DEVELOPMENT PRINCIPLES

Arterial streets should connect industrial and residential areas to the Highway 101 bypass and to County arterial roads such as Russell Road and San Juan Grade Road.

Collector streets should connect to arterial streets from residential clusters and industrial development areas.

All residential clusters shall have two routes to enter and exit for emergency situations.

On street parking should generally be discouraged for arterial streets and major collector streets. Off street parking areas will be provided in industrial, commercial, and high density residential areas.

Most roadways should be developed in a phased manner as development of the site proceeds. Arterial roadways will be developed at the outset of the project.

Roadways should be designed to discourage the flow of through traffic that does not have destinations within the site.

Roadways shall be located to minimize the need for grading of slopes and filling of natural drainage ways.

INFRASTRUCTURE DEVELOPMENT PRINCIPLES

Wastewater treatment, storage, and disposal shall be provided to serve development of the site. The capacity of these facilities will be expanded incrementally as part of a master facilities plan as development proceeds.

The wastewater treatment, storage, and disposal facilities and other facilities and services shall be operated through a newly formed County Sanitation District, Community Facilities District or Community Services District.

Wastewater shall be treated to a level appropriate for spray irrigation in the open space areas of the industrial area and noise buffer areas along the freeway.

At the onset of the project, wastewater treatment, storage, and disposal facilities will be located within the site. As development proceeds an additional disposal area shall be provided adjacent to the site in the Rancho San Juan North.

Water service will be provided from wells located within the site. A public or private water utility or other appropriate entity shall be formed to supply water and maintain the facilities.

FLOOD CONTROL, GRADING, AND DRAINAGE DEVELOPMENT PRINCIPLES

Flood control ponds shall be provided for each drainage basin in the site to hold peak runoff flows and reduce downstream flooding.

Flood control ponds shall be designed to mitigate peak runoff increases resulting from development of the site.

Open space areas and parking lots should be planned to serve as temporary overflow areas during

heavy rainfall periods.

Grading of the site shall be conducted to follow the topography of the site and maintain its rolling hill character. Cut and fill grading on steep slopes shall be limited.

Wherever feasible, prominent natural drainage ways should be maintained. These drainage ways will enhance the open space recreation and trails system of the site.

WATER CONSERVATION DEVELOPMENT PRINCIPLE

Development within the site will use flow reduction devices and other water conservation fixtures. Residential open space areas should be landscaped with vegetation that has low irrigation requirements. Industrial landscaping should be irrigated with reclaimed water except immediately adjacent to outdoor activity areas.

DESIGN REVIEW PRINCIPLES

As the planning for the Rancho San Juan ADC progresses, detailed design criteria will be developed to guide industrial, commercial, public, and residential development. The guidelines will provide both a standard for guidance and evaluation while leaving flexibility for creative architectural concepts.

A design review committee will be formed by the County to evaluate proposed projects.

Development in the Rancho San Juan ADC shall occur under the guidance of specific development standards and criteria and shall employ such concepts as natural, or earth-tone exterior treatments, articulated facades, and landscaping amenities. The standards should be approved by a design review committee composed of architects and design professionals formed by the County to evaluate proposed projects.

AREA LAND USE PLAN

The Greater Salinas Planning Plan land use plan, as represented by Figure 13, is a graphic representation of the general distribution and location, extent, and intensity of future land uses and transportation routes in this Planning Area. The land use plan, which must be used in conjunction with countywide General Plan goals, objectives, and policies and the supplemental area policies contained within this Plan, constitutes a "blueprint for the future" of Greater Salinas for the next 20 years. It is important to note that this land use plan represents the desires of the Greater Salinas community, as expressed by the Greater Salinas Area Plan Citizens Advisory Committee, and as stated in the opening philosophy of this document.

The Greater Salinas Area Plan is intended to provide refinement to the countywide General Plan in order to reflect neighborhood concerns which could not be addressed at the countywide level. However, changes for this area plan must be consistent with the intent and overall direction of the countywide plan. Thus, changes at the area plan level which require changes in land use type or intensity must be consistent with the General Plan's goals, objectives, and policies.

Preparation of the Land Use Plan

The land use plan was prepared after careful consideration of various factors which are critical with regard to the County's planning program. These factors include the countywide General Plan, the Growth Management Policy, the existing land use pattern and emerging growth centers in Greater Salinas, current subdivision activity, adopted and proposed specified plans, and county and state plans for the rerouting of Highway 101. Finally, aspects of the land suitability study were incorporated into land use and density decisions.

Land Suitability

The first step in developing a land use plan for the Greater Salinas Planning Area was a comprehensive study of the area's resources and environmental constraints. The best available information for the area was collected, studied, and mapped where appropriate. Some of the subjects of study were soil characteristics, geologic and seismic hazards, topography, vegetation, flood hazards, fire hazards, road capacities and access, water quality and availability, and public services. Findings on these topics are summarized in the inventory and analysis section of this document*.

* The complete Greater Salinas Area Plan Inventory and Analysis is available at the Monterey County Planning Department.

Areas subject to erosion, landslide, and seismic hazards are identified in Figure 5. Areas subject to flooding are identified in Figure 7. Areas of high and extreme fire hazards are identified in Figure 8. Out of the above factors, topography, soil conditions, geologic hazards, and flood hazards were studied more closely to determine the relative land suitability within the Greater Salinas Planning Area for three broad categories of land use: grazing, farmlands, and development.

Once the relative suitability of different areas for these three general land uses has been determined, policy decisions based on countywide and area policies must be made to weigh the relative values of each suitable use for different areas. By considering the suitability maps, the existing land use pattern, and the capacity of present and anticipated public services, a sound land use map may be developed.

Of the three land use types considered in the land suitability analysis, inherent physical characteristics of the Planning Area show that agriculture and grazing have the largest degree of potential. A significant amount of the Planning Area, however, has a moderate suitability for development.

The largest appropriate use in the Planning Area is agriculture. Undoubtedly rich Valley soils and the sizable farming-dependent economy will continue to maintain agriculture as the priority land use in the Planning Area. The challenge of the land use plan is to retain and possibly expand the land base for agricultural use relative to competing land use pressures.

Those areas in the Planning Area not devoted to farmlands are highly or moderately suitable for grazing. If these two categories were to be accepted as priority land uses, they would combine to supersede the potential for development in the Planning Area.

Remaining areas contain extremely low suitability for any land use category. As noted previously, these include areas with steep slopes, floodways, and existing landslides. Such conditions generally preclude farming, grazing, and development activities. The areas, particularly the Salinas River and Gabilan Creek, may be suited for appropriate levels of environmental protection. Protection of riparian resources in increasingly urbanized areas may provide a lasting benefit for area residents.

The land suitability study should be used as a guide to assess land use priorities. Any procedures for determining the best land uses in the Planning Area should consider competing needs for land within the Planning Area and establish which of those needs are more important. Any tradeoffs which occur between land uses should be done so as to present a balanced land use plan which sets the stage for agriculture, grazing, housing, industry, and any other activities essential to Planning Area residents.

Land Use Designations

All proposed major land uses are indicated by one of seven basic designations: residential, commercial, industrial, agricultural, resource conservation, public/quasi-public, and transportation. These basic designations, along with an overlay designation for urban reserve, are discussed in

the following paragraphs. It should be noted that all references to development densities are expressed in gross acres and all densities are maximum densities. These maximum densities will be allowed only where there is provision for an adequate level of facilities and services and where plan policy requirements and criteria can be met.

Residential

This category applies to areas to be used for the development of housing at various densities. Within the time frame of this plan, the County will direct residential development into areas designated according to the following density categories*:

- Rural Density -- greater than 5 acres per unit;
- Low Density -- 5 acres per unit up to 1 acre per unit;
- Medium Density -- less than 1 acre per unit up to 0.2 acres per unit (i.e., more than 1 unit per acre up to 5 units per acre); and
- High Density -- less than 0.2 acres per unit up to 0.05 acres per unit (i.e., more than 5 units per acre up to 20 units per acre).

Commercial

This category applies to areas which are suitable for the development of retail and service commercial uses, including visitor accommodation and professional office uses. In general, building intensity for commercial areas shall conform to standards which limit building height to a maximum of 35 feet and lot coverage to a maximum 50 percent, excluding parking and landscaping requirements.

Industrial

This land use category applies to areas designated for the development of suitable types of manufacturing, research, mineral extraction, and processing operations. In general, building intensity for industrial areas shall conform to standards which limit building height to a maximum range of 35 feet to 75 feet and lot coverage to a maximum of 50 percent, excluding parking and landscaping requirements.

* Where clustering is allowed, total site density shall not exceed the density allowed by the appropriate residential category. In addition, on development sites where clustering is allowed, minimum lot sizes may be reduced consistent with environmental, health, and other planning requirements.

Agricultural

This category includes the sub-categories of farmlands, rural grazing, and permanent grazing.

The farmlands sub-category includes those farmlands designated by the State Department of Conservation as prime, of statewide importance, unique, or of local importance. The minimum parcel size for these farmlands shall be 40 acres.

The permanent grazing sub-category is applied to those portions of the Planning Area in which grazing or other agricultural uses are to be preserved, enhanced, and expanded. On permanent grazing lands, minimum parcel sizes shall be 40 acres and larger. Subdivision of land may be allowed only for agricultural purposes, for farm labor housing, or in order to create a building site for immediate family members and spouses.

The rural grazing sub-category is applied to grazing lands which are located in the County's developing areas, which are not restricted by a 20-year Williamson Act contract, and on which the County intends to allow mixed residential and agricultural land uses. In rural grazing areas, minimum parcel sizes shall range from 10-acre minimum to a 160-acre minimum. Clustering of residential uses shall be encouraged provided that total site density shall not exceed that allowed by the appropriate rural grazing land use category. Density for clustering shall be numerically consistent with minimum lot size; e.g., in an area which is designated rural grazing with a 10-acre minimum, allowable density shall be 10 acres per unit. As a condition of clustered residential development approval, the developer shall be required to enter into a permanent restriction to ensure continued grazing use on those portions of the property not developed for residential use.

Resource Conservation

This category is intended to ensure conservation of a wide variety of the Planning Area's resources while allowing for some limited use of these properties. Typical of lands included in this category are watershed areas, riparian habitats, scenic resources, and lands which are generally remote, have steep slopes, or are inaccessible. This category also includes the floodways of the Planning Area's major rivers as well as its major water bodies. Uses in resource conservation areas must be in keeping with the conservation intent of this category. For example, allowed uses may include grazing and other agricultural uses and passive recreation such as camping, riding, and hiking.

Minimum parcel sizes in resource conservation areas shall range from 10-acre to 160-acre minimums. Residential uses are not a primary use in this category and will be allowed only if the applicant can demonstrate that conservation values are not compromised. Density for residential uses, if allowed, shall range from 10 acres or more per unit to 160 acres or more per unit.

Public/Quasi-Public

This category is applied to a wide variety of existing and proposed uses which are either operated by a public agency or which serve a large segment of the public. Public/quasi-public uses include the following:

- 1) Schools (public and private)
- 2) Parks, recreation areas, and public and privately operated recreational facilities (i.e., tennis clubs and golf courses with accessory uses such as a clubhouse, pro shop, restaurant and/or administrative/business office)
- 3) Natural Reserves
- 4) Emergency Services (i.e., police, fire, and hospital)
- 5) Solid and Liquid Waste Disposal
- 6) Military
- 7) Religious Facilities
- 8) Other Public Facilities

Transportation

This category includes highways, major arterials (i.e., major county roads), scenic routes, recreational trails, railroads, airports, and harbors.

Urban Reserve

This is an overlay designation which may be used in conjunction with any of the County's land use categories. It is used to denote areas which the County believes should be annexed and developed in a phased manner as part of an incorporated city in order to ensure effective provision of urban services. Until such time as annexation occurs, the County will allow those land uses which are shown on the land use plan in conjunction with the urban reserve overlay. While under County jurisdiction, allowed land uses within urban reserve areas are specified at densities which will not compromise the future annexation plans of any city, will promote beneficial county traffic patterns, and will enhance emergency preparedness.

Area of Development Concentration

Areas of development concentration are those portions of the unincorporated area within which development is to be concentrated in order to better achieve other aspects of growth management such as preservation, enhancement, and expansion of agricultural lands and protection of other natural resources. Areas of development concentration shall provide adequate infrastructure to the development such as water, sewage treatment, roads, commercial facilities, schools, and fire protection. Developments of this type should be proposed as specific plan amendments to the General Plan, shall be in consonance with the goals, objectives, and policies of the General Plan, and must meet criteria delineated in the Monterey County Growth Management Policy.

Special Use

Schools, churches, hospitals, and public facilities such as community halls, although classified as public/quasi-public uses, may be considered in any land use category provided that such use is compatible with existing land uses in the area.

Spheres of Influence

An important boundary line is shown on the land use plan which, although not a land use designation per se, is of critical concern for the County's planning program. This is the adopted or proposed sphere of influence boundaries. It represents the probable 20-year growth areas for the cities and must be approved by the Monterey County Local Agency Formation Commission (LAFCO).

Land Use Philosophy

The Greater Salinas Area Plan is based on a philosophy which accepts the necessity for both growth and preservation. Growth is spurred by increases in the County's population, not so much from people moving into the County but rather through increases in the population birth rate. Those born and reared in Monterey County should be able to count on affordable housing when it is their time to begin a household. Thus, the Plan provides space for more housing in order to generate affordable shelter for County residents. Additionally, the Plan also proposes to create jobs by providing space for the kind of industries currently experiencing rapid growth. On the other hand, County residents should be able to count on a high quality living environment. The Plan's policies enhance and protect the naturally occurring features in the area and directs development into a pattern designed to maximize open space and reduce the environmental impact. In sum, the Plan balances growth needs with policies and programs which provide for the long-term preservation of the County's agricultural and natural resource lands.

The Plan proposes to accomplish the aforementioned intention by directing almost all future growth into a designated Area of Development Concentration (ADC). The ADC concept is permitted by the adopted Growth Management Policy. This Policy states that the ADC concept shall be "encouraged" when it can be shown to preserve and protect agricultural and natural resource lands. The Policy further prescribes that the ADC should be "reasonably close" to existing cities and should be developed for "higher intensity" land uses. The Policy also prescribes "appropriate levels of public services" to support that level of development.

By directing long term growth at a measured pace into an ADC, the Plan solves a number of problems which arise with traditional County development. First, by allowing higher densities clustered around existing natural features, it reduces the magnitude of large-lot low-density development which can scar the hillsides. Second, by addressing the demand for housing in a concentrated manner it reduces piecemeal development occurring in scattered sites and weakens continued pressures to develop agricultural and natural resource lands in other parts of the County. Third, by concentrating development, one can predict the cumulative impact of

development and one can prepare for needed public facilities and other development support networks. Fourth, the "higher intensity" development permits developers to furnish shelter at more affordable prices while still retaining scenic open space through clustering. Finally, concentrated housing can be easily linked to nearby jobs and service centers reducing lengthy auto commutes and related air pollution. The ADC directs and concentrates industrial park and housing land uses into the foothills away from agricultural lands thereby marking the beginning of an environmentally and socially responsive development pattern for the County.

Besides directing development away from agricultural lands, the Plan promotes agricultural preservation by encouraging the continued use and expansion of farmland trusts as a preservation tool. It also allows farmland subdivision for agricultural purposes into 10 acre lot sizes in "special treatment" areas if the development rights in such lots are forfeited. Forfeiture of development rights guarantees that no housing units will ever be built on that agricultural land. Moreover, the Plan has changed previously adopted non-farmland land use designations back to a farmland designation where such land is shown to be agriculturally productive.

Major Land Use Recommendations

The following sections describe major recommendations for each of the designations shown graphically on the Land Use Plan (Figure 13). The land uses and designated densities must be reviewed in conjunction with the Plan's policies. Certain areas may be less suited for a particular density due to environmental constraints or overriding scenic value than other areas with the same density. For example, areas with steep terrain will have a lower density because of the slope density policy.

Area of Development Concentration

The area bounded by Harrison, Russell, San Juan Grade Road, and the Planning Area Boundary has been designated as the Rancho San Juan Area of Development Concentration according to criteria specified in the County's adopted Growth Management Policy (an ADC study area designation is specified for this area in the countywide General Plan). The Land Use Plan (Figure 13) shows mainly industrial and high density residential land uses for areas to be developed.

As stated in Policy 26.1.4.1 (GS), land uses within this area are illustrative only and a specific land use configuration as well as plans for sewers, circulation, drainage, and other factors will be determined at a more detailed planning level through a Specific Plan (Specific Plans are defined in Govt. Code Sec. 65450-65457). No development in the ADC will take place until a specific plan is adopted. Furthermore, the Specific Plan will include the development guidelines and principles adopted as part of this Area Plan.

The 2,000 acre Rancho San Juan ADC is intended to provide for the County's long-term (15-20 years) need for residential and economic growth. It is anticipated the ADC will accept about 5,500 new residences which averages about 300 new dwelling units per year. This rate is about half the current annual rate of household growth for the unincorporated area. The residential growth

pattern departs from the prevailing pattern in Monterey County because it proposes residential clustering rather than subdivision into 1-10 acre minimums. Development guidelines specify a cluster/open space pattern allowing better land utility and reducing the occurrence of hillsides scarred by the access and site development needs of individual estates.

The ADC will also accept about 500 acres of planned industrial development. Industrial land uses were judged appropriate here because of the perceived need to add new industry to the current economic base and because the State Highway 101 bypass route through the ADC effectively linked this area to other regional light industry networks.

After the Rancho San Juan ADC has been established the foothills/ bench area east of Old Stage Road should be designated as an "ADC study area" for the next planning cycle.

Residential

Aside from the major residential growth for the Rancho San Juan ADC, new residential expansion has been very limited. A rural density residential category (16.5 ac/du) is shown a 33 acre parcel along the eastern limits of the City of Salinas in order to correct past land use inconsistencies. A low density (5 ac/du) residential category is shown along the upper reaches of Old Stage Road just before Mud Creek. This density represents the prevailing established land use pattern within the area shown. Low density residential (4 ac/du) and (5 ac/du) is also shown for portions of land on Old Stage Road near Zabala Road. These designations reflect an approved subdivision. Fifty acres adjacent to the "Gabilan Acres" along San Juan Grade Rd. are designated low density residential (1 ac/du). The designation reflects a finding that the previous "farmland" designation was applied to an area which is not "viable" farmland.

The remaining residential areas include:

- 1) Natividad/Old Stage Rd. - Rural Density (10 ac/du)
- 2) Natividad/Old Stage Rd. - Low Density (5 ac/du)
- 3) Harrison Road - Low Density (5 ac/du)
- 4) Bolsa Knolls - Low Density (1 ac/du)
- 5) Salinas Golf and Country Club Subdivision - Low Density (1 ac/du)
- 6) Martinez Road - Low Density (1 ac/du)
- 7) Harrison Road - Low Density (1 ac/du)
- 8) The Bluff Subdivision - Low Density (1.1 ac/du)
- 9) Bolsa Knolls - Medium Density (5 du/ac)
- 10) Gabilan Acres - Medium Density (5 du/ac)
- 11) Spreckels - High Density (5.1 du/ac)
- 12) Highway 183/South of Boronda - High Density (8 du/ac)

FIGURE 13
ADOPTED LAND USE PLAN

Commercial

The plan shows commercial centers in areas where commercial is already an established use and expands commercial development adjacent to existing commercial centers. Expanded commercial is shown along Harrison Road and in the "Hilltown" area near Highway 68 and Spreckels Boulevard. Both centers are to be planned general commercial allowed with a use permit conditioned on adequate screening. The "Hilltown" site is established to support existing commercial uses and is intended primarily for agriculturally related commercial uses. In some case previously designated "farmlands" were found "not viable" and changed to "commercial". Commercial designations in Spreckels, near Hitchcock Road and Highway 68, in Boronda, and in Bolsa Knolls reflect existing commercial establishments.

Industrial

Under this Plan, the Rancho San Juan Area of Development Concentration and Spreckels are expected to provide the major industrial land use in the Planning Area. ADC industrial land is slated for the "industrial park" category of light industrial development. Land use designations for the entire ADC are to be governed by a specific plan, the contents of which are specified by state law and the ADC development guidelines and principles adopted as part of this Area Plan. According to Policies 28.1.1.3 (GS) and 29.1.5 (GS), Spreckels industrial can either be slated for agriculturally related industries or agriculturally related commercial uses depending on market demand for each category. Because the current and traditional uses have been agriculturally related industrial and the site is surrounded by farmland, the agriculturally related industrial category is preferred. Expanded industrial is also shown on Gould Road and Highway 101 across from the "Firestone" site. Industrial land uses in Boronda, along Highway 101, along Highway 183 and along Old Stage Road, reflect existing industrial centers.

Agricultural

The Plan designates as "Farmlands", practically all the bottomlands of the Salinas Valley. Pockets of farmland east of Old Stage Road are "locally important" farmlands which currently are not irrigated. Pockets of locally important farmland are also shown in the Gabilan Creek and Mud Creek Valleys. Most of the eastern foothills are shown in the Permanent Grazing category. Permanent Grazing is also shown for a triangular shaped area in the eastern corner of the Rancho San Juan ADC and on the western border of the Planning Area near Reservation Road.

A portion of the Farmlands category has been set aside for special treatment. This includes about 900 acres bounded by Highway 101, Potter, Old Stage, and Spence Roads. In accord with policy 30.0.3.1 (GS), land within the special treatment area can be subdivided for agricultural purposes. It should be noted however that subdivision requires among other things the forfeiture of the residential development rights of each lot subdivided into less than forty acres. By dedicating those rights in accord with the policy condition, the landowner is entitled to the tax advantages offered under the California Conservation Easement Act of 1979 (Civil Code Section 815-816).

Resource Conservation

The Resource Conservation designation is applied to only two sections in the Planning Area - the remote and steeply sloped areas of the Gabilans (40 ac/du) and around Espinosa Lake (10 ac/du). This designation is designed to protect the lake resource from inappropriately sited residential development. Thus, the density standard would allow clustered residences when desirable from a resource conservation standpoint.

Public/Quasi-Public

Major uses in this category include the Sheriff's Posse Grounds, the Boys Ranch, Salinas wastewater treatment plants, schools, Spreckels Memorial Park and Hall, and the Salinas Golf and Country Club.

Transportation

The only major improvement to the transportation system in Greater Salinas that is shown on the land use plan is the Highway 101 bypass which begins at Russell Road and Highway 101 and extends north through the ADC. The state is now preparing to purchase land for the construction right of way.

There are two scenic routes shown in the Greater Salinas Area Plan. The Highway 101 bypass is indicated as a scenic route because it traverses primarily unspoiled land where development is expected. A "scenic route" designation will ensure that ensuing development will maintain and enhance existing scenic qualities. Because of its remarkable scenic qualities, Old Stage Road is also shown as a County Scenic Route. According to policy 40.1.1.2 (GS), Old Stage Road should receive voluntary improvement measures by adjacent landowners. The measures are similar to those imposed on other adopted County scenic routes.

CHAPTER VI: PLAN IMPLEMENTATION

PLAN IMPLEMENTATION*

As in the Monterey County General Plan, the Greater Salinas Area Plan consists of policies and a future land use map, and is a comprehensive long-range plan designed to guide the area's development and resource conservation. It is the product of an analysis of information found in a back-ground report and resource maps compiled in a study of the planning area. It reflects physical opportunities and limitations for growth.

The Greater Salinas Area Plan, as part of the General Plan, is to be used as the basis for discretionary actions by the Board of Supervisors and the Planning Commission. While the General Plan sets the framework for community development, the day-to-day actions of the County truly shape the community. Thus, the manner in which the Plan is implemented is the real test of the worth of its goals, objectives, and policies, and eight area plans.

The following sections discuss aspects of implementing the countywide General Plan which will also apply to the eight area plans. Because each area plan is a sub-unit of the General Plan, references to the "General Plan" are intended to include the Greater Salinas Area Plan.

Most tools for implementation of the General Plan derive from the County's corporate powers and police powers. State law requires the County to have subdivision and building regulations; most other measures are optional. If the goals, objectives, and policies of the General Plan are to be served effectively, the implementing measures must be carefully chosen, adapted to local needs, and carried out as an integrated program of complementary and mutually reinforcing actions. In addition to the requirements that the General Plan address nine specific elements and be internally consistent, implementing measures must be consistent with the General Plan. Ordinarily an action, program, or project is consistent with the General Plan if it will further the objectives and policies of the General Plan and not obstruct their attainment.

Some of the more important implementation measures for the County include zoning regulations, subdivision regulations, capital improvements programming, preparation of specific plans, and project review under the California Environmental Quality Act.

* Excerpted from Chapter 6 of the Monterey County General Plan.

ORDINANCES

Zoning Ordinance

Zoning is the primary tool for implementing the General Plan. In its simplest form, zoning is the division of a geographical area into districts, accompanied by a written description of allowable land uses and development standards for each of the districts. The function of zoning is to translate the comprehensive, long-range, and relatively broad policies of the General Plan into single purpose, short-range, and specific development standards for each piece of property in the County. Proper zoning will help to ensure that development on any parcel in the County is in conformance with the updated General Plan.

Planning law stipulates that no open space zoning ordinance may be adopted, no building permits issued, and no subdivision map approved unless consistent with the Plan's policies regarding open space. Revising the zoning ordinance to secure conformity with the General Plan will include the establishment of appropriate zoning districts and densities to implement the Plan, specification of zoning for each parcel, and continued enforcement and amendment as appropriate.

Subdivision Ordinance

In order to ensure conformity to the General Plan, the County is directed to regulate the "design and improvement" of subdivisions, which includes the physical layout of lots, dedication of public improvements and easements, and other measures. Furthermore, the County is authorized by the Subdivision Map Act to require dedication of public improvements or require payment of in-lieu fees for improvements such as streets, drainage, local transit, school sites, parks and recreation, coastal access, and erosion control.

The subdivision ordinance should address the issues of on-site improvements, off-site improvements, and protection of environmentally sensitive areas. Specific subdivision proposals must demonstrate consistency with the General Plan on these points as well as on the issue of proper timing or other issues addressed in the subdivision ordinance.

Other Ordinances

Other existing ordinances and policies which will be reviewed in the interest of consistency with the General Plan and to facilitate its implementation include the Erosion Control Ordinance, the Noise Pollution Ordinance, the Official Plan Line (OPL) Ordinance, the Building Ordinance, energy policies, and the Growth Management Policy. These must reflect the goals, objectives, and policies adopted in the Monterey County General Plan.

CAPITAL IMPROVEMENTS PROGRAM

The network of publicly owned facilities such as roads, streets, water and sewer facilities, public buildings, and parks forms the skeletal structure of a community. Certain public facilities, particularly water and sewer facilities and roads and streets, play a major role in determining the location, intensity, and timing of future development.

Because of their importance in the growth of the community, state law requires that decisions about capital facilities be reviewed for consistency with the adopted General Plan. All departments within the County and all other local governmental agencies, including cities, school districts, and special districts that construct capital facilities, must annually submit to the Planning Commission a list of projects being planned or constructed in the coming year. The Planning Commission must review the projects for conformity to the General Plan. A similar review for individual capital projects is also required.

Rather than consider individual capital improvement projects or only those projects to be undertaken in a single year, the County will prepare and annually revise a Capital Improvements Program (CIP) covering a period of at least six years. Because of the tremendous influence that capital improvement projects have on physical development within a jurisdiction, the Capital Improvements Program has important strategic value for implementing General Plan policies. It can help shape and phase growth according to adopted policies.

Major steps in the development of a CIP are (1) selection of necessary improvements and projects to implement the General Plan, (2) establishment of priorities to promote staged development of capital facilities in a manner consistent with the General Plan, and (3) development of adequate and equitable financing for each project. The CIP should be reviewed annually and revised to reflect the County's evolving needs and fluctuating budgetary constraints.

ONGOING REVIEW

Due to the nature of the General Plan, most of its implementation is an ongoing process. Further specification and guidance is extended through the development of area plans, specific plans, and review under the California Environmental Quality Act (CEQA).

A sphere of influence represents the probable 20-year physical boundaries and service area for local cities or special districts. Within a sphere of influence, urban development will be directed to areas adjoining existing urban areas that are within the urban service boundary of a city or special district. The urban service boundary concept is designed to accommodate urban development phased over a five-year time period. It is anticipated that incorporating the urban service boundary concept into the overall General Plan framework will provide a valuable tool for controlling the location and timing of urban development in Monterey County.

Specific plans may be used in all or part of the County to ensure systematic execution of the General Plan. A specific plan must include all detailed regulations, conditions, programs, and proposed legislation to implement each of the required General Plan elements. By coordinating efforts of the public and private sectors in a detailed manner, specific plans provide for the efficient and focused application of General Plan policies in developing portions of the County.

Every proposed development project must be evaluated for potential environmental effect under regulations set forth in the California Environmental Quality Act. This review ensures that the same concern for the environment which went into the formulation of the General Plan will be brought to bear on each development project proposed under the Plan. Preparation of an environmental impact report will be required for those projects which may have significant effects on the environment.

The General Plan may be amended to reflect changing community values, conditions, and needs. With a few exceptions, no mandatory element may be amended more frequently than four times during any calendar year. Each amendment may encompass several different changes. General Plan amendments are considered projects and are subject to environmental review under CEQA. The Plan should only be considered for amendment when the County determines, based on new information, that a change is necessary.

Monterey County's Growth Management Policy and its General Plan must be consistent with one another. Data and policies in the Plan supporting the objectives of growth management can provide a solid rationale upon which the regulations may rest. A share of the countywide growth management allocation shall be incorporated into each area plan.

The Growth Management Policy and the General Plan should be in harmony to avoid conflicts. Competing interests, obligations, and objectives are balanced in the General Plan. Furthermore, tools used to implement the General Plan are often used to implement the Growth Management Policy: zoning and subdivision regulations and capital improvements program. Use of all implementation tools must be consistent with the General Plan.

APPENDIX A GLOSSARY

ACTIVE FAULT: A fault along which there has been displacement during the last 11,000 years.

AGRICULTURAL LAND USES: Those uses of an agricultural nature which occur on farmlands designated as prime, of statewide importance, unique, or of local importance. Agricultural land uses also include grazing and any other uses which occur on properties designated as "agricultural" on the General Plan and/or area plan land use map(s).

AMBAG: Association of Monterey Bay Area Governments--a voluntary association of local governments organized under the California Joint Powers Authority for the purpose of providing regional planning services in the areas of the economy, transportation, land use, housing, air quality, and water quality.

AVERAGE DAILY TRAFFIC (ADT): The average number of vehicles traveling (in both directions) on a particular section of road during a 24-hour period.

BROADLEAF EVERGREEN: A plant community encompassing the evergreen oak woodlands and forests whose representative species include madrone, tan oak, live oak, blue oak, and valley oak.

CEQA: Environmental Quality Act of 1970--a public law requiring all public agencies (state and local) to prepare and certify an environmental impact report on any project they propose to carry out which may have a significant effect on the environment.

CHAPARRAL: An evergreen plant community of drought-adapted shrubs usually found on dry slopes and ridges.

COASTAL SCRUB: A plant community related to the chaparral community in that it consists primarily of low-growing, woody shrubs. However, the coastal locale and heavier soils of the coastal scrub communities contribute to faster growing, more herbaceous plants than those in the chaparral communities.

COASTAL STRAND: A plant community most commonly comprised of low-lying succulent plants found on sand dunes and bluffs close to the ocean.

COLLECTOR ROAD: A road for traffic moving between arterial and local roads, generally providing access to adjoining land.

APPENDIX B
MONTEREY COUNTY GENERAL PLAN BACKGROUND REPORTS

Monterey County Planning Department, Agricultural Background Study of Monterey County, January, 1982.

Monterey County Planning Department, Current Holding Capacity Analysis of Monterey County, January, 1981.

Monterey County Planning Department, Demographic Analysis of Monterey County, April, 1980.

Monterey County Planning Department, Environmental Constraints Analysis of Monterey County: Part I Seismic and Geologic Hazards, December, 1980.

Monterey County Planning Department, Environmental Constraints Analysis of Monterey County: Part II Flood, Fire and Miscellaneous Hazards; Emergency Preparedness, April, 1981.

Monterey County Planning Department, Environmental Constraints Analysis of Monterey County: Part III Air and Water Quality, April, 1981.

Monterey County Planning Department, Environmental Constraints Analysis of Monterey County: Part IV Noise Hazards, March, 1981.

Monterey County Planning Department, Evaluations of Past Planning Documents, December, 1979.

Monterey County Planning Department, Existing Land Use Analysis of Monterey County, May, 1980.

Monterey County Planning Department, Fiscal Capacity Analysis of Monterey County, April, 1981.

Monterey County Planning Department, Historical Overview of Monterey County, August, 1981.

Monterey County Planning Department, Housing Needs Analysis of Monterey County, June, 1980.

Monterey County Planning Department, Housing Plan, September, 1981.

Monterey County Planning Department, Inventory of Adopted Goals, Objectives, and Policies for the Monterey County General Plan, March, 1981.

Monterey County Planning Department, Land Suitability Study, unpublished.