



Coastal Caretakers
PO Box 70038
San Diego CA 92167

CITY OF SAN DIEGO PLANNING COMMISSION
City of San Diego Planning Commission
1222 First Ave, 5th floor
San Diego, CA 92101

DATE: August 15, 2024

SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705 POINT LOMA AVE. "THE POINT" PROJECT #1086681

An appeal was filed for Project # 1086681, the Point, 4705 Point Loma Ave, San Diego, CA and a hearing has been scheduled for August 29, 2024. Since the Appeal was originally filed, the city has made additional information available through a Public Records Act (PRA) request and through the standard method of reviewing Accela files with the City of San Diego Development Services Department (DSD) Records Department. As a result, the individual topics presented in the appeal are augmented in this information. This is in addition to the original submission.

The topics covered in both the original submission and the current data are:

Historicity, Environmental Determination, Conflicts and Errors, Sewage, Trash, Commercial Use, Parking, *Ocean Beach Community Plan and Local Coastal Program* Compliance, Public Safety, Specific Project Details, and Level of Permit. The Historical and Community Plan data contain attachments from City documents.

Thank you for your attention to the many details of projects presented as part of "Complete Communities.



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SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705
POINT LOMA AVE. "THE POINT" PROJECT #1086681

CATEGORY: HISTORICAL [see also OCEAN BEACH COMMUNITY PLAN AND LOCAL
COASTAL PROGRAM]

This information is provided as additional information and part of the subject appeal for distribution and further use.

HISTORICAL: Ocean Beach is an approved Historical District, and is not legal to include in Complete Communities. This designation of Ocean Beach as historical has become a previously unrecognized controversial point within Complete Communities' definition. The only justification for the DSD's approach is one email between two DSD employees. It became essential to the city to squelch this approach because it involves all of Ocean Beach. Although the original Appeal contained extensive justification for the Historic Designation, the following information is additional information to also be included. In addition, *Ocean Beach Community Plan and Local Coastal Program* background information approved by the Planning Commission and the Coastal Commission provides even more information as background for recommendations. As with other recommendations in that document, alternatives were presented, but were never implemented.

Frequent City documentation includes "Emerging Cottage" as a defined Historical designation. An essential piece of evidence comes from the Historical Review Board of the City of San Diego Policy Review, October 27, 2011 (attached), entitled:

POLICY 4.1 - ADOPTED BY HSB ON JANUARY 7, 1977 AMENDED BY HRB ON AUGUST 28, 2000 AMENDED BY HRB ON APRIL 25, 2002 AMENDED BY HRB ON OCTOBER 27, 2011 PROCEDURE ON ESTABLISHING HISTORIC DISTRICTS.

Under Section 3, EXISTING DISTRICTS, The Ocean Beach Cottage Emerging Historical District is addressed in detail. The conclusion is perfectly clear, stating about it:

"In addition, the district's long history as a historic district precludes conversion to a Multiple Property Submission. Therefore, the district will continue to be regulated under the prior policy."

The last sentence in the section does make Ocean Beach a separate case:

"However, no new districts will be processed under this district type."

Ocean Beach remains, as it always has been, unique.

The latest reviewed changes to the Land Use Plan by the city in March 2024, under "Blueprint San Diego," approved by the Planning Commission have this to say under Section 9, HISTORIC PRESERVATION:

"9. HISTORIC PRESERVATION

NO CHANGES MADE – future edits will move forward under a separate historic preservation effort Bernie and Kelley are working on."

On July 1, the City Council voted unanimously to adopt the 2024 LDC Update. Certification from the California Coastal Commission is required before the changes can take effect within the Coastal Zone, which is anticipated to occur later in 2025.¹

Attached:

HISTORICAL RESOURCES BOARD POLICY 4.1, last amended by HRB on October 17, 2011, *PROECEDURE ON ESTABLISHING HISTORIC DISTRICTS*, Section 3, *Existing Districts*. "SD historic district policy 2011 (111027districtpolicy41).pdf."

¹ CITY PLANNING DEPARTMENT UPDATES, Land Development Code Update, Aug 14, 2024

HISTORICAL RESOURCES BOARD

POLICY 4.1: ADOPTED BY HSB ON JANUARY 7, 1977
AMENDED BY HRB ON AUGUST 28, 2000
AMENDED BY HRB ON APRIL 25, 2002
AMENDED BY HRB ON OCTOBER 27, 2011

PROCEDURE ON ESTABLISHING HISTORIC DISTRICTS

1. PURPOSE AND INTENT

This policy is intended to guide the designation of historical districts within the City of San Diego. A *Historical District* is a significant concentration, linkage, or continuity of sites, buildings, structures, or objects that are united historically, geographically, or aesthetically by plan or physical development and that have a special character, historical interest, cultural or aesthetic value, or that represents one or more architectural periods or styles in the history and development of the City (SDMC 113.0103.) Designated historic districts are those districts designated by the Historical Resources Board pursuant to Land Development Code Chapter 12, Article 3, Division 2, and included in the City of San Diego Historical Resources Board Register, or listed in or determined to be eligible for listing in the California Register of Historic Resources or the National Register of Historic Places. Individuals or groups interested in submitting a historic district nomination for designation should review the *Guidelines for Preparing a Historic District Nomination in Consultation with Staff* (District Nomination Guidelines) for direction on how to proceed.

2. BACKGROUND

The City of San Diego Historical Resources Board (previously the Historical Sites Board) adopted its first policy on historical districts on January 7, 1977. The original policy did not distinguish different district types and provided twelve guidelines that were to be used in assessing a district's historical significance. The policy was updated on August 28, 2000, and it was at this time that districts were first separated into distinct categories. These categories included Geographic, Thematic, and Emerging. On April 25, 2002 the district policy was revised again to include the Archaeological District and the Voluntary/Traditional Historical District types.

Since the policy revision in 2002 that resulted in five district types, several issues with the district policy have been identified. Among these issues are the confusion created by different district types; the difficulty in regulating the various district types with the existing Historical Resources Regulations; the difficulty in establishing some district types; the difficulty in preserving the integrity of other district types; and the fact that the existing policy accommodated too many varying levels of community support and degrees of research and survey work. In addition, while the City is permitted to adopt its own district policy based on local preservation needs, the existing policy was not consistent with State

As a result of these issues, the District Policy was amended in 2011 with the goal of simplifying the designation and regulation of historical districts. The district types were reduced from five to one, a standard geographic historical district. Resources that are thematically related but not located within a geographically limited and defined boundary shall be addressed through a Multiple Property Submission, consistent with National Park Service Bulletin 16B, [How to Complete the National Register Multiple Property Documentation Form](#). Archaeological districts will now be processed as a standard geographical historic district under this policy.

3. EXISTING DISTRICTS

All but one of the existing districts were established as standard geographic districts, meaning they were confined to a defined geographic area, and all identified contributing properties were designated at the time the district was established. This amended district policy will not impact the way these districts are regulated. However, the Ocean Beach Cottage Emerging Historical District was established with only a context statement and period of significance to establish the significance of the district, as well as a few properties which fell within that context and period of significance that were eligible for designation under HRB Criterion F. A complete intensive survey was never completed, and therefore all eligible contributing properties are not known. Owners of properties which fall within the context statement and period of significance may bring their properties forward for designation as contributors to the district. Only those properties identified and designated as contributors are currently regulated.

Because the Ocean Beach Cottage district does not have a full intensive survey, is based on a context statement and period of significance, and is limited to those properties that fall within the context and period that are volunteered by the property owner for designation, conversion of this district to a standard geographic district is not feasible. In addition, the district's long history as a historic district precludes conversion to a Multiple Property Submission. Therefore, the district will continue to be regulated under the prior policy. Property owners may continue to bring properties forward for designation under the established context and period of significance, and the district shall remain voluntary in nature. However, no new districts will be processed under this district type.

4. CRITERIA

The district must be evaluated and determined to be significant under one or more of the adopted Designation Criteria A-E. Contributing resources are designated under Criterion F. The Board's adopted *Guidelines for the Application of Historical Resources Board Designation Criteria* provides guidance on the proper application of the designation criteria:

Criterion A - Exemplifies or reflects special elements of the City's, a community's or a neighborhood's historical, archaeological, cultural, social, economic, political, aesthetic, engineering, landscaping or architectural development.

Criterion B - Is identified with persons or events significant in local, state or national history.

Criterion C - Embodies distinctive characteristics of a style, type, period or method of construction or is a valuable example of the use of natural materials or craftsmanship.

Criterion D - Is representative of a notable work of a master builder, designer, architect, engineer, landscape architect, interior designer, artist or craftsman.

Criterion E - Is listed or has been determined eligible by the National Park Service for listing on the National Register of Historic Places or is listed or has been determined eligible by the State Historical Preservation Office for listing on the State Register of Historical Resources.

Criterion F - Is a finite group of resources related to one another in a clearly distinguishable way or is a geographically definable area or neighborhood containing improvements which have a special character, historical interest or aesthetic value or which represent one or more architectural periods or styles in the history and development of the City.

Research Considerations: When evaluating the district under the adopted designation criteria above, the following research considerations may be useful in developing a context and establishing significant themes:

Common Heritage: An area associated with groups of existing or former residents who, because of their common employment or heritage have contributed significantly to the City's development. Such an area will usually contain structures of architectural interest identified with common heritage and traditional functions.

Traditional Activity: An area or district associated with traditional activity, such as a central market, an educational or transportation facility, wharves, or warehousing. Such an area may also be remarkable for the particular architectural styles or method of construction associated with its original or traditional activity. Often a traditional activity has significantly shaped the history of the community which it served adding to its historic significance. If the traditional function exists in the present, it serves to illustrate the similarities and differences between past and present.

Rare Past: A district which was once representative of common existence during a specific historic era but is now rare or unusual. Such as: an example of architecture, artistry, or design once common, now rare, or a function or use once common, now rare.

Development Progression: Neighborhoods or districts illustrating the progressive development of style and changes in architectural and cultural taste.

Consistent Plan: Districts illustrating the development of coherent or consistent planning and design, or innovations in planning philosophy.

Public Works: Districts which illustrate the development of public works and other significant engineering achievements. During all historical periods structural aspects have been important, but after 1850, systems or construction employing steel and masonry contributed greatly to the evolution of commercial, industrial, and public buildings and therefore take a large part in the study of architecture of late periods.

Features of Daily Living: Districts which illustrate the details of daily living during a previous period. Equipment or mechanical devices such as call bells, speaking tubes, dumbwaiters, fans, or similar systems are examples.

Industrial Evolution: Districts which illustrate the evolution of an industrial era and its effects on humanity. Examples include company towns, glassworks, factories, manufacturing processes, and marketing developments. Aspects of these which have been instrumental in changing modes of work, altering working conditions, improving living standards, and generally affecting the social order may also manifest significance.

Craftsmanship: Examples of workmanship, craftsmanship, artistry, or design which would today be economically infeasible or difficult to reproduce and/or are of benefit to the contemporary community as significant reminders of the past.

Building Groupings: Building groupings where the significance and importance of the individual structures is increased because of their relationship to a grouping or row of other significant structures, which may or may not be of a similar period or design style.

Landmark Supportive: District of quality buildings or sites, often made up of individual landmark structures supported by other structures of somewhat lesser importance. Such districts are normally easily definable and have a significance over and above the sum of the values of each historic site because of the total historic environment.

5. OBJECTIVE

The objective of a District is to maintain the scale and basic character of the subject district and other designated historic districts through:

- a. Protection and preservation of the basic characteristics and salient architectural details of structures insofar as these characteristics and details are compatible with the historical district, as defined by the Board in the Statement of Significance adopted for each district.
- b. Affording the widest possible scope for continuing vitality through private renewal and architectural creativity, within appropriate controls and standards. The Board intends to foster a climate in which each district may continue to exist as a living, changing neighborhood and not a static museum.
- c. Encouraging development of vacant property and redevelopment of incompatibly developed properties in accordance with the character of the area.
- d. Encouraging continuous research into San Diego's human past and culture for the benefit of future generations.

6. DOCUMENTATION

The following information is required to designate a historical district. These requirements are discussed in greater detail in the District Nomination Guidelines.

Geographic Boundaries: Specific geographic boundaries are established to encompass the historically significant area, sites and features.

A Context and Statement of Significance: Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear. The nomination must place the district within its historic context and develop a statement of significance that describes how the district is significant within that context under one or more of the adopted HRB Criteria A-E. [For a more detailed discussion regarding historic contexts, refer to the District Nomination Guidelines.](#)

Site Surveys: All properties within the district boundaries are evaluated and identified as contributing to the historical significance of the district, or as non-contributing sites. State of California Department of Parks and Recreation Forms (DPR-523 Forms) are provided for all properties within the District boundaries.

Contributing Sites: Contributing sites are those that meet the significance characteristic of the District and are specifically designated historical resources. These sites shall be eligible for all the benefits and responsibilities of historic designation, including the application of the Historical Building Code, Tax Code Incentives, and US Secretary of Interior Standards for development.

Non-contributing Sites: Non-contributing sites are those that have been substantially modified so that they no longer contribute to the historical integrity of the district, or sites that were developed subsequently and have no inherent historical significance or features. These sites are not eligible for benefits resulting from historical designation, except if the owner subsequently restores original historic fabric and features making it a contributing site to the district. In these cases, the Board shall hold a public hearing where the status of the site from non-contributing to contributing can be assessed and approved.

Vacant Parcels: Vacant parcels within the boundaries of a District will be deemed to have significance if they relate to the quality and character of the district, otherwise they will be classified as non-contributing sites. Alteration of vacant sites will be reviewed in a manner consistent with the applicable historical district's approved development guidelines.

District Features: The Board will determine upon designation of a Historic District those features and characteristics deemed essential to the maintenance of the district's architectural and/or historic integrity.

Development Guidelines: If deemed necessary to maintain the historical and/or architectural integrity of a historical district the Board will prepare and adopt a set of development guidelines to be used in development project review for contributing and non-contributing sites, and other district features such as streets, etc., to provide an appropriate context for the application of US Secretary of Interior Standards.

Demolition and Alteration: Alteration to a contributing site within a historical district must comply with the applicable provisions of the San Diego Land Development Code. For example, a Site Development Permit is required for substantial alteration within historical districts and a recommendation of the Historical Resources Board is required prior to Planning Commission decision on a Site Development Permit. Furthermore, if a deviation for demolition or removal of a contributing structure within a historical district is approved, the applicant must obtain approval for

new development before the issuance of a Demolition/Removal Permit. (San Diego Land Development Code sections 126.0502, 126.0503, 143.0250, and 143.0260(c).

Inter-Department and Agency Support: Participation of appropriate City departments will be sought to assist with the preparation of a historical district. Upon designation of a historical district, actions of Departments which could affect said district, including proposed changes in land use, changes in traffic patterns and street closing, public improvements, encroachment permits, etc. should be forwarded to the Board for review and recommendation, consistent with the applicable historical district development guidelines and Section 111.0206d(4) of San Diego Land Development Code which empowers the Board *"To adopt standards and guidelines to be used by the Board in reviewing applications for development permits involving designated historical resources."*

7. BOARD ACTION

The following actions are required for the City of San Diego Historical Resources Board to establish a historical district:

- a. **Designation request:** Any organization, or individual can bring forth a request for historical district designation, as detailed in the District Nomination Guidelines. The request should also include a petition endorsed by a substantial number or a majority of the affected property owners. If the request is brought forth by the City, based on comprehensive historical studies available to the City, staff shall include information showing the extent of community support and involvement in the preparation of the Historic District Document. For all nominations, staff will solicit the level of support and opposition from property owners within the proposed district boundary consistent with the process outlined in the District Nomination Guidelines, and shall provide that information to the Board.
- b. **Historical Report:** The request shall include a Historical Report with information about the proposed historical district, including a Methods section, Context, Statement of Significance, Period of Significance, boundaries or area of effect, DPR-523 Forms, and Development Guidelines as needed. Information will be submitted to staff of the Historical Resources Board for review.
- c. **Board Review:** Two meetings of the Board are required to establish a historical district. Upon receipt of a complete historical district designation package, the Historical Resources Board staff shall schedule the item for review by the Board. At this time the Board shall evaluate the completeness and adequacy of the information submitted establishing the significance of the proposed historical district at a regularly scheduled Board meeting. If the information submitted is found adequate, a second noticed public hearing shall be scheduled for the next available Board hearing.
- d. **Noticing:** Notices will be mailed as required by the San Diego Land Development Code Section 123.0202 (b) to all affected property owners, and community planning groups, neighborhood associations, historical societies, and other interested parties.
- e. **Site Visit:** Historical Resources Board members are required to physically visit the district area and view the sites within the district's boundary before taking any action.

- f. **Board Hearing:** The Board will hear public testimony on the establishment of the historical district, and take appropriate action. The action of the Board to designate a historical district may be appealed to the City Council as established by the San Diego Land Development Code Section 123.0203.

- g. **Implementation:** Upon Board designation of a historical district the boundaries of said district shall be transmitted to all affected City departments so they may be aware of the Board's interest and involvement in any actions that could potentially affect the historical integrity and significance of the district. The Board shall review any development request affecting a significant historical resource as established by the various sections of the City of San Diego Land Development Code, to provide the appropriate recommendations to the decision maker. Additionally, contributing sites within a historical district shall be eligible for the Mills Act Program provided they meet the standards of the program.



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DATE: August 15, 2024

SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705 POINT
LOMA AVE. "THE POINT" PROJECT #1086681

CATEGORIES: ENVIRONMENTAL DETERMINATION, ALSO SEWAGE, SAFETY, SPECIFIC
PROJECT DETAILS, LEVEL OF PERMIT [also covered in other sections].

This information is provided as an additional part of the subject appeal for distribution and further use.

This project has the potential to damage the geological cliffs at Sunset Cliffs. The Sunset Cliffs Resilient Master Plan of 2024 is being developed by the City Planning Department; therefore it is necessary to reference SSMP from 2007 and updates.

Although the community did not know about the increase in units from 8 to 20 in time to file an Environmental Appeal, the Planning Commission itself has the responsibility to protect the environment and the community from the effects of the Project as it has been designed. The Planning Commission now plays the role formerly played by the Hearing Officer and is now assumed by you. The environment is your responsibility, with or without the appeal.

This appeal should be accepted, taking into consideration the environmentally sensitive lands 800 feet from the Project. Additionally, rainwater and other drainage flow from the Project west and then south, where they discharge at Froude through Sunset Cliffs Natural Park and into the ocean.

According to a Dudek 2012 report provided to the City of San Diego, the subject property falls within a stormwater drainage basin that discharges into Sunset Cliffs Natural Park. The increased water flow from the project and multiple ADUs that use the same discharge is a concern related to increased erosion, flooding, and public safety.

The City of San Diego recognizes the need to address the risks of rising sea levels, storm surges, and coastal erosion. The City conducted a sea level rise vulnerability assessment to better understand these risks.

Sunset Cliffs is an identified environmentally sensitive land with serious erosion based on wave action and stormwater runoff. When Climate Change actions like rising tides and rain come together, flooding, erosion, and water safety are real concerns. Waivers and categorical exemptions have been written into CCHS ordinances, particularly this project.

The Municipal Codes over-ridden by Complete Communities served a purpose. They ensured that developers provided a safe home for the residents. This project did not have a prior public hearing by a Hearing Officer; the City Planning Commission serves as the Hearing Officer. The City has NOT provided the appellant or public proof of action based on Municipal Codes designed for livability and safety.

IMAGES BELOW ARE TAKEN 800 FEET FROM THE PROPOSED PROJECT (AS STATED BY THE DEVELOPER IN THEIR ADVERTISEMENT), SHOWING THE STORM WATER DRAINAGE AND THE DAMAGE OF SENSITIVE LANDS KNOWN AS SUNSET CLIFFS WITH EXTREME (BUT FREQUENT) STORM CONDITIONS.





4800 BLOCK POINT LOMA AVE

There is no Site Development Permit or Neighborhood Development Permit associated with this project, although they were formerly legal requirements for every project. This is related to the reduction to Process 2 instead of Process 3 for a project of this size. This reduction in the Process level enabled the current legal level Municipal Code to be ignored.

Below are direct quotes from Municipal Code 126.0402. Each of the following issues is based on Current Municipal Codes.

MC 126.0402

(o) A Neighborhood Development Permit is required for development on a site that contains a designated historical resource, traditional cultural property, important archaeological site, or a designated contributing resource to a historical district and includes a specific historic preservation development incentive as described in Section 143.0240.

(p) A Neighborhood Development Permit is required for development that proposes deviations to the development regulations within the mixed-use zones. A Neighborhood Development Permit may not be used to request deviations listed in Section 131.0710

(c). Ch. Art. Div. 12 6 4 4 San Diego Municipal Code Chapter 12: Land Development Reviews (4-2024)

(q) A Neighborhood Development Permit is required for development that provides affordable housing, in-fill projects, and/or sustainable buildings identified in Section 143.0915, where a Site Development Permit or Planned Development Permit would otherwise be required.

(r) A Neighborhood Development Permit is required for a Lot Line Adjustment on a premises containing environmentally sensitive lands as described in Section 143.0110. ¹

(s) A Neighborhood Development Permit is required for development that deviates from the Climate Action Plan Consistency Regulations as described in Section 143.1403(c).²

With these and other similar Municipal Code requirements removed from the review package, determining the environmental impact is impossible. The city is combating this by providing Large Scale Environmental Determinations that will be usable by multiple developers, but this, like other land-use documentation, is still in process. It is not likely to cover occurrences, particularly in sloped and coastal areas, which are unique to the site.

The Environmental Determination initially required as a part of the 8-unit project was swept away without documentation for both projects, except for two conflicting and inconsistent Cap checklists:

PRJ-681097 RELATED TO PRJ-1086681 ENVIRONMENTAL REPORT

- 18 PUBLIC UTILITIES: EAS defers to PUD-Water and Sewer regarding water and sewer utilities; please see the discipline's issues for further direction. (From Cycle 1)
- 23 CEQA DETERMINATION: The Environmental Impact Report (EIR) for the Ocean Beach Community Plan update has been certified, and includes the adoption of the Mitigation, Monitoring and Reporting Program. As such, the project may be subject to the applicable mitigation framework measures in the Final EIR. (From Cycle 1)
- 24 CEQA DETERMINATION: The proposed development may also be exempt from CEQA pursuant to Section 15332 (In-fill development projects) of the State CEQA Guidelines. The project is consistent the applicable land use and zoning designations and regulations; occurs within city limits on a site no more than 5 acres surrounded by urban uses; has no value as habitat for endangered, rare, or threatened species; would not result in significant traffic, noise, air quality or water quality effects; and can be served by required utilities and public services. (From Cycle 1)
- 25 CEQA DETERMINATION: The EAS review of CEQA compliance for the project will remain in extended environmental initial study status. The project processing timeline requirements under CEQA will be held in abeyance until the review issues of all reviewing disciplines are adequately addressed. (From Cycle 1)

Cycle 3 12/13/21

Given the slope and Coastal access issues, particularly with sewage potentially flowing uphill, an MND would have been expected for a project of this scope.

A discussion is provided in Category CONFLICTS AND ERRORS, which discusses variations in the Climate Action Plan (CAP) Checklist. Climate change impacts the world, and particular areas are deemed sensitive lands that are more vulnerable to the impacts of climate change. Sunset Cliffs has serious erosion based on wave action and storm water run-off. Some projects need an evaluation based on the unique needs of the area.

¹ The proposed project at 4705 Point Loma Avenue is one block east of the Pacific Ocean and the geological cliffs at Sunset Cliffs. We don't know if there is a lot line adjustment, but we do know that the project is uphill from the Ocean. Sunset Cliffs is identified as environmentally sensitive land by the City. (see above photos).

² The Climate Action Plan identifies rising ocean levels and increased flooding. This project has waivers re: landscape requirements, which will impact storm drainage and cliff erosion.



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SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705 POINT
LOMA AVE. "THE POINT" PROJECT #1086681

CATEGORY: CONFLICTS AND ERRORS INTRODUCED IN PLAN TRANSITION,
SEWAGE

This information is provided as an additional part of the subject appeal for distribution and further use.

The proposed and approved Project at 4705 Point Loma Ave is a poster child for Complete Communities. Originally approved or near approval for 8 units with no community opposition, it reappeared as 20 units with significant impacts. An appeal was filed before two sources of Project Records were available to the community: Accela, requiring a visit to DSD Records, and a PRA Request, resulting in a first delivery of documents. The reviews below provide some details of problems associated with these documents, apparently the result of converting an 8 unit complete project to a 20 Unit Complete Project. Project was approved by City of San Diego staff, Christian Hoppe Project Manager, on May 24, 2024. If either the developer or DSD read them as a complete and complimentary package is unknown. Although the differences below may seem trivial, most influence the calculations resulting from the various study findings.

Because it sits on the Southeastern Corner of the Ocean Beach Community Plan area, the project has the potential to impact both Ocean Beach and Peninsula Communities. It does not appear that City Staff read these documents in detail. The Planning Commission has the responsibility for returning the Project to DSD for obvious corrections.

For the developer, the documents were put together so quickly that they contained errors in the This set of objections is related to errors in the submission. because it was a quick revision of an earlier project. Observations made herein are based on two sources: The formal Accela

documents reviewed at the City of San Diego Records department after the approval (See Attachment A) and the documents provided as a result of a Public Records Act (PRA) request.

In particular, the only permit granted is a Coastal Development Permit. However, all the plans and correspondence reference a Site Development Permit, for example, "Site Development Plans PRJ□1086681.pdf." Why a Site Development Permit (SDP) or possibly a Neighborhood Development Permi (NDP) is not required is unknown.

The Project seldom has the same name twice. The Project number is not contained within the documents below and must be deduced when it includes the number "20 Units." The following Project names are observed with two different project applications:

<i>Project Name in Document Title</i>	<i>Which Project?</i>	<i>Document</i>
The Pointe	20 units, Project # 1086681	Architect's presentation title
The Point	20 units, Project # 1086681	Program Manager's Title, Misc. documents
Proposed Multi-Family Development Point Loma Avenue Residences 4705 - 4711 Point Loma Avenue	20 units, Project # 1086681	Geotechnical Study
Point Loma Units	20 units, Project # 1086681	PRA SWQMP Report
Point Loma MDU	8 units - Project # 681097	Prior application for 8 units
4705 POINT LOMA AVE UNITS	8 units - Project # 681097	Prior application for 8 units
4705 Point Loma	20 units, Project # 1086681	Water Demand Study
<no title>	No project; no units	DSD-HISTORIC

The following list the specific documents reviewed to form the Objection.

Objections to 4705 Point Loma Water Demand Study

1. Item 1 – Population determination defines a density of 3.0 persons per dwelling for a total of 60 persons. However, the Sewage Study defines a density of 3.5 persons per dwelling for a total of 70 persons. The calculations of one or both of these studies are flawed.
2. The signature provides the Engineer, RCE 54021, with a 1-30-24 signature, the only indication of which Project this report represents.
3. After the first two Engineering-stamped pages, excerpts from the City of San Diego Public Utilities Department, Water Facility Design Guidelines provide the rest of the report content. However, the version contains a link: Peaking day factors correspond to the zones identified in the Public Utilities Department Water System HGL Zones. In that table, the Elevation of Point Loma Ave appears to be in the HGL Zone. This fact is not addressed in the report.
4. Two pages of the report provide the analysis and engineering signature. The point of this is that the report does not address the elephant in the room – the 70-year-old water lines, which previously supplied at most 2 toilets and 2 sinks, will now support 20 toilets, 20 showers, 40 sinks, 20 dishwaters, and an unknown number of washing machines. The Water Demand Study,

although not required to do so, is deficient in addressing the needs of the public which also depend on these water lines for service.

Objections to Point Loma Avenue Residences Planning Sewer Study

This study is identical on Accela and via the PRA Request.

1. Item 1 – Population Determination (Proposed Site) - defines a density of 3.5 persons per dwelling for a total of 70 persons. However, the sewage study defines a density of 3.0 persons per dwelling for a total of 60 persons. The calculations of either this study or the Water Demand Study are flawed.

2. This study also defines very little of the Project, such as Project Number and address. It would be generic for any property, and for any project in the 4700 block of Point Loma Ave, and that appears to be the intended domino effect of small, private businesses that were put in place to serve the neighborhood 70 years ago, will soon be able to use these same documents to become 20 or more units. The number of units is the only Project identifying information.

3. The Document is based on the **Sewer Design Guide, 2013**. It is clearly an old document, as the current document is: **Sewer Design Guide (Revised May, 2015)** City of San Diego Public Utilities Department 9192 Topaz Way • San Diego, CA 92123 Tel (858) 292-6300 Fax (858) 292-6310.

3. Another indication of an older study not updated is that it is signed and stamped by the engineer with an older, expired stamp as of the date of the approval: Signed and expired 12-31-2023. The former standards required a current engineering state designation. This simple change is possible, but it was not required by DSD and did not happen.

4. The Document is based on the **Sewer Design Guide, 2013**. It is clearly an old document, as the current document is: **Sewer Design Guide (Revised May, 2015)** City of San Diego Public Utilities Department 9192 Topaz Way • San Diego, CA 92123 Tel (858) 292-6300 Fax (858) 292-6310.

Although the review for the 8-unit project at the same location shows upstream sewage flow, that direction is now missing on plans and documents.

5. This document is flawed and outdated and conflicts with the more current documents provided by the applicant for this Project. This study should be rejected and required to meet current standards.

6. This sewage system already supports single-family homes with capacity failures. In addition, the stormwater drain system connects with the Sewage system because the City of San Diego Low Flow Stormwater Protection Program is not addressed in the *Sewage Study*.

This increase in sewage usage is the same as water usage except for plant watering and drinking and cooking water. This is another place where reality is missing from City requirements, with the city requirements themselves not being met.

Objections to *THE CAP CHECKLIST, Different in Accela and PRA Documents*

The CAP checklist in Accela is very generic and could be used anywhere in the block with no changes and for most sites in Ocean Beach with no changes. However, the CAP Checklist from the PRA is more detailed, but it has never made it to Accela in City records before project approval. Neither checklist indicates the Project it is for, so it is hard to tell which one to evaluate for the Current 20-unit Project. The correct CAP checklist provided by PRA should be uploaded to Accela if this objection is upheld so there is no ambiguity as to which one is right.

Objections to *New CDP Affordable Housing Expedite Project - Ocean Beach, PRA*

This document contains the following statement, which conflicts in the number of parking spaces designated:

"The structure will consist of 4 for-rent residential dwelling units and 10 at-grade parking spaces on the first floor with 8 for-rent residential dwelling units on the second and third floors, for 20 dwelling units."

Objections to *Affordable/In-Fill Housing & Sustainable Buildings Expedite Program Findings*

At this time, the number of parking spaces has changed:

ITEM 4: "The proposed project will provide a total of 9 parking spaces for residential use."

Although parking is deemed a luxury for in-fill housing, it would be helpful to have a consistent number. The most recent plans show 8 parking spaces.

Objections to *Stormwater Requirements Applicability Checklist*

This unstamped form is signed by an Assistant Engineer. Form DS-560 (09-21) is the current form. There are no Stormwater requirements; however, the street has a history of overflowing during storms.

Objections to *SUSTAINABLE ENERGY LETTER*

This technical document does not reference a project number, an address, or the number of units. The letter in its entirety is:

"January 17, 2023

THE POINT SUSTAINABLE ENERGY LETTER

The proposed project is not being submitted for the Expedite Program through the sustainable energy guideline; therefore a Sustainable Energy Letter is not required."

One might think it would not be submitted if it was not required. On the other hand, one might expect to see a little more justification for why it is not required since it WAS submitted.

Objections to *Geotechnical Report*

2.2 The Geotechnical Study states, "Proposed Development Based on our review of the concept architectural plans, it is our understanding that the existing structure is to be razed, and two new

residential buildings consisting of multi-story structures built over garages will be constructed. Associated appurtenances, including driveways and walkways, are also planned."

This is a clear indication that the Report was designed for 8 units. Is this one building or two? No other reports mention two buildings except the original report. Comments on the Geotechnical Report will be provided separately, as a more recent one has not been obtained through the PRA request system.

No Title – Historic Designation

No Title is on the Project Issues Report, the address is given as: 4705 Point Loma Ave, 1376 Ebers St, and states that the project was not eligible, a determination was good for five years from 4/17/2018 for five years. Even though it was expired, the determination was made that it was still good because no new information was provided. Now, new information has been provided, and is detailed extensively in the Appeal Addendums.

ACCELA DOCUMENTS REVIEWED PROJECT # 1086681

On June 10, 2024, Accela documents for 4705 Point Loma Ave, Project # 1086681, at the city website and printed copies obtained of those not copyright marked. Printed copies were provided until time ran out. In addition to those available to the OB Planning Board, if the document was directly covered in the Appeal, it is marked with an asterisk. Undated documents where the date was deduced from the signature have dates enclosed in brackets. The Copyright statement on the plans made them unavailable as copies. Reviewed documents are:

1. DSD-Historic Andrew wood adwood@sandiego.gov: The Property at 4705 Point Loma Av, 1376 Ebers St St APN 448-342-1100*.
2. *Preliminary Drainage Study Point Loma Units*, Prepared for K. D. Development, Inc. by Christensen Engineering & Surveying, [December 26, 2022].
3. *Point Loma Avenue Residences Planning Sewer Study, PRJ 1086681* Signed by Antony K Christensen, 08-25-2023. [States 20 residential units. The Project is located in zone CC-4-2. Directed by the Public Utility Department reviewer to use a population of 3.5 per dwelling unit resulting in total population of 70 for the ultimate Project.]
4. *Climate Action Plan Consistency Checklist* [no date, no signature. No project identifier].
5. *4705 Point Loma Water Demand Study*, PRJ 1086681, [Signed Anthony K. Christensen, 1-30-2024].



Coastal Caretakers
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San Diego CA 92167

CITY OF SAN DIEGO PLANNING COMMISSION
City of San Diego Planning Commission
1222 First Ave, 5th floor
San Diego, CA 92101

DATE: August 15, 2024

SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705 POINT
LOMA AVE. "THE POINT" PROJECT #1086681

CATEGORY: COMMERCIAL

This information is provided as an additional part of the subject appeal for distribution and further use.

This project replaces a commercial space that at one time housed a food, meat and produce market, which met all of the needs of the needs of the local community by providing groceries within walking distance, and (as a matter of historical significance) the larger needs of the Point Loma Commercial Tuna Fleet. Today, these needs have been determined to be inconsequential. Residential units on the ground floor replace the commercial space which housed the businesses that were there. This was accomplished through the use of the Complete Communities Waivers, as presented to the Ocean Beach Planning Board that is:

INCENTIVE #1:

THE PROJECT SITE FALLS INTO BASE ZONE CC-4-2, PER SDMC SECTION 131.0540, RESIDENTIAL DEVELOPMENT IS PERMITTED ONLY WHEN A COMMERCIAL STRUCTURE IS PART OF THE PROPOSED DEVELOPMENT. IN ORDER TO UTILIZE THE COMPLETE COMMUNITIES HOUSING SOLUTION PROGRAM & PROVIDE THE HIGHEST NUMBER OF RESIDENTIAL DWELLING UNITS, WE PROPOSE TO DEVIATE FROM THIS SECTION & ELIMINATE THE REQUIREMENT FOR COMMERCIAL DEVELOPMENT & ALL THE REGULATIONS THAT RELATE TO THE COMMERCIAL DEVELOPMENT.

In this case, the entire commercial use is wiped out. In addition to stating, “Eliminate the requirement for commercial development,” it adds “all the regulations that relate to the commercial development.” This deviation changes the entire character of the neighborhood and eliminates the potential that there will once again be a neighborhood food market at the corner of Point Loma Avenue and Ebers Street.

However, the details are more precise in the Notice of Right to Appeal Environmental Determination, April 10, 2024, which states:

This project also requests two deviations (concessions): a deviation from Base Zone CC-4-2 to eliminate the need to include commercial development and a deviation from SDMC Table 142.-4C [regarding trees].

The actual and specific deviation is not documented. The plans are copyrighted, and as a result not quoted directly.

The plans that are approved adhere more closely to the Planning Board Slide, also stating that they eliminate the requirements of 131.0540, a more specific definition, also stating:

“WE PROPOSE TO DEVIATE FROM THIS SECTION AND ELIMINATE THE REQUIREMENTS FOR COMMERCIAL DEVELOPMENT AND ALL THE REGULATIONS THAT RELATE TO COMMERCIAL DEVELOPMENT.”

Retention of commercial uses in the CC4-2 zoned Point Loma Avenue commercial district is vital to the health of the surrounding neighborhood. More particularly, the project site was at one time a grocery store. The nearest grocery stores to the proposed project are Crisp on Newport Avenue (approximately one mile away) and Jensens, at the intersection of Catalina Blvd. and Talbot Street (approximately one mile away up a very steep hill). Removal of the ground floor commercial requirement of Municipal Code Section 131.0540 is in direct violation of both the Municipal Code and the Ocean Beach Community Plan and Local Coastal Program, adopted November 9, 2015. There are multiple separate regulations for development in Municipal Code Section 131.0540 specific to the CC-4-2 Zone applicable to the project and City cannot grant a blanket commercial deviation from Base Zone CC-4-2 to eliminate all applicable requirements of the zone. Furthermore, it directly conflicts with Mayor Gloria’s “15 minute, walk able city” vision, where residents have convenient access to vital needs (like food) within close proximity to their homes. The previous submission of this project, which was abandoned by the developer, proposed 8 residential units, which could be constructed on the project site, while still retaining the ground floor commercial space.

Redevelopment of the project site, retaining the ground floor commercial requirement, would not only maintain compliance with the Ocean Beach Community Plan and Local Coastal Program, but would be an appropriate project for the proposed location.

Reference: Municipal Code Section 131.0540; Ocean Beach Community Plan and Local Coastal Program, November 9, 2015



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DATE: August 15, 2024

SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705 POINT LOMA
AVE. "THE POINT" PROJECT #1086681

CATEGORY: SAFETY, TRASH

This information is provided as part of the subject appeal for distribution and further use.

Replacing a former grocery store, these twenty units are close to St Peter's by the Sea Pre-School and Warren Walker School. The Warren Walker School has facilities across two blocks, juxtaposing the proposed project within the campus locations. In addition, the school has an entire block on both sides of a corner with very restricted parking, limiting parking availability even more. In addition, Warren Walker has obtained one of the parking lots at St. Peter's for parking use, which also contains basketball hoops and is marked as intended for sports use and not parking during certain areas.

This objection concerns Safety for people, primarily children. The Geotechnical report acknowledges safety concerns minimally. It does not address seismic stability and other factors in detail but refers to the City of San Diego Seismic Safety Study, Grid 16, and does not provide further analysis. It also states, "The contractor shall be responsible for the safety of the project." There are no further analyses of safety in other technical documents.

At the Ocean Beach Planning Board, one objection was to potential safety hazards for children during construction, later with an additional 60-70 new residents and 40 dogs, and with the future potential of Vacation Rentals with temporary residents and events.

In addition, one trash bin for 60-70 people and 40 dogs as projected residents, the surrounding sidewalks and streets are already questionable for what dogs leave behind, and also people with no trash receptacle nearby. A new Maintenance Assessment District (MAD) or, less likely, a Business Assessment District (BID) will be needed to solve this new problem, as seen on the tax bills associated with expenses for the new investors.

Although a fire station is nearby, the developer's application does not address its availability in case of Fire. The police presence in this neighborhood is rare. The Park Rangers assigned to patrol the Sunset Cliffs Natural Park area have a very large geographical area to cover and are seldom visible.

As described in the Ocean Beach Community Plan and Local Coastal Program, the building height must meet Federal Aviation Authority authorization. These requirements were met and remain in conformance with 49 U.S.C., Section 44718 and, if applicable, Title 14 of the Code of Federal Regulations, part 77, with a "DETERMINATION OF NO HAZARD TO AIR NAVIGATION." This is an example of correctness, perhaps because it met a Federal Regulation.

In short, it was possible but not necessary in complete communities to address safety issues in this complex community, but not a requirement to do so. As a result, the safety concerns of the community were left unaddressed.



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SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705 POINT
LOMA AVE. "THE POINT" PROJECT #1086681

CATEGORY: PARKING

This information is provided as part of the subject appeal for distribution and further use.

"The City of San Diego's parking regulations assume that nearly all residents will own a car and use it as their primary form of transportation. New developments are required to include a significant amount of parking, even within areas with high levels of transit service."

Parking is one of the most contentious subjects raised at the Ocean Beach Planning Board meeting. The new tenants, soon to be residents and neighbors in the community, will be affected by the lack of nearby and safe public parking. Parking for the local businesses and residents who use street parking is already in short supply. Please know that the automobile traffic congestion on Sunset Cliffs Blvd is a daily concern. Plans are in the early stages to make Sunset Cliffs Blvd a one-way street because of ocean erosion. Point Loma Ave is a main street that feeds into Sunset Cliffs Blvd and there is a single school with a split campus located approximately 300 feet to the west and also 300 feet to the east (with an intersection) of the Project.

The promise of public parking is still the topic of many planning documents, but transportation hubs, transit plans, and other government activities have not led to any improvements except for people who ride bicycles.

The City Municipal Code does address parking extensively, and the blanked exemptions provided by Complete Communities is clear that automobiles are not part of the planning. However, the Municipal Code still addresses these issues, and they should be included in your decision making process. These are:

MC 142.0540 Site Development Permit and the Transportation Demand Management.

§ 142.0540(b)). Applicants looking to provide reduced parking must obtain a Site Development Permit and an approved Transportation Demand Management (TDM) plan, proving that they can reduce peak-period parking through methods such as transit, walking, biking, carpooling, telework, or flextime. Assuming the permit is approved, at least 85 percent of the parking spots originally required must be provided and the development must submit a viable plan for restoring originally required parking in case demand increases or the TDM is not effective.

The Project is in the **Parking Impact Overlay Zones** which “are areas where, due to anticipated high parking demand, minimum parking requirements for residential developments are set higher than the baseline (see § 142.0525, Table 142-05C for exact figures). These zones consist of areas near beaches (beach impact areas), including much of La Jolla and Pacific Beach, and neighborhoods surrounding college campuses (campus impact areas), as shown in Table 132-08A (§ 132.0802). For multi-dwellings, minimums are 0.25 spots per unit higher than the baseline in most cases. Single-unit dwellings of more than five bedrooms in campus impact areas are required to have one parking spot per bedroom.

Affordable Homes (§ 142.0527)

“The reduced parking demand rules can apply for buildings that are entirely affordable, or for the subset of affordable homes in a mixed-income development. Parking requirements for these developments are much lower than the baseline.”

Note: 3 of 20 units are said to be affordable, but the area’s median housing price puts the affordable bar and likely outside of their reach (35% of a renters total income).

The project promoters say that the parking spaces will be rented and add to the owners’ profit. The architect says that there are potentially 40 renters, and 40 cars. That means the possibility of 51 new cars in the area of the school. The potential for injury to pedestrians is considerable. Parked cars will block the vision of drivers and pedestrians (some as young as Pre-K).

The community is concerned about traffic congestion and parking overload.

Climate change impacts the world, there are particular areas that are deemed sensitive lands that are more vulnerable to the impacts of climate change. Sunset Cliffs is an identified environmentally sensitive land, and has serious erosion based on wave action and storm water run-off. When the rising tides and rain come together, flooding, erosion, and water safety are

real concerns. While waivers and categorical exemption have been written into CCHS ordinances, there is an awareness that some projects need an evaluation based on the unique needs of the area.



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SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP 4705 POINT
LOMA AVE. "THE POINT" PROJECT #1086681

CATEGORIES: LEVEL OF PERMIT

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The use of Level 2 for projects that would formerly have been required to meet Level 3 SDP or an NDP has a short-term goal and the goal of Complete Communities. As stated in the initial submission of the appeal of this project, the purpose is to avoid further levels of appeal. This adds that it also removes many review details or shifts them to the Building Permit Process. However, the Building Permit process has no venue for public review. It is entirely invisible to the public once the Permit at a higher level is permitted, usually an SDP. This leaves the Planning Commission in the position of acting as the Hearing Officer.

More seriously, for Ocean Beach, it is a small attempt at closing the door to a Coastal appeal. As stated in the initial submission, the purpose is to avoid further levels of appeal. This adds to the fact that it removes many review details or shifts them to the Building Permit Process. However, the Building Permit process has no venue for public review. It is entirely invisible to the public once the CDP is approved, usually an SDP, but not in this case.

More seriously, for Ocean Beach, granting a Coastal Development Permit by the City as Process 2 has the expected outcome of limiting the extent of appeals that can be filed by opposition to the overriding of Zoning laws.

The City of San Diego Municipal Code §126.0710 *Appeals to the Coastal Commission* states: (a) A Coastal Development Permit that has been approved by the City may be appealed to the

Coastal Commission if the coastal development that is authorized by the permit is located within the appealable area of the Coastal Overlay Zone.”

The city’s acknowledgment of this project focuses very little on the coastal aspect but the beach is a primary asset for the developers’ advertisements. The advertisement seeking funding for the project states, “within 800 feet of the beach.” It neglects to state that Complete Communities has the powerful effect of creating zero parking for the general public as local residents expand their efforts to find any parking for their vehicles near where they live. The Coastal Commission, not the city, chooses how they accept appeals and how they are scheduled. This door may be closed at the city, but it is open elsewhere.



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SUBJECT: APPEAL OF APPROVAL OF COMPLETE COMMUNITIES CDP - 4705
POINT LOMA AVE. "THE POINT" PROJECT #1086681

CATEGORY: ADHERENCE TO THE OCEAN BEACH COMMUNITY PLAN AND
LOCALCOASTAL PROGRAM, [see also HISTORICAL]

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The Ocean Beach Community Plan and Local Coastal Program, 2016, was voted to represent formal and approved documents by both the Coastal Commission and the City of San Diego, with implications that it would conform to later variations in the Land Use Plan. Although the latest version of the city-wide Land-use Plan is currently undergoing finalization, it did not provide any modifications to HISTORIC DESIGNATIONS or COMMERCIAL uses, categories in the original Appeal of this project. This document provides additional data about HISTORICITY (covered in the initial appeal), followed by other data associated with the document in Section II. No comments rely on recommendations or future planning goals; instead, they focus on the existing requirements elsewhere, which had been approved and formed a basis for the Community Plan recommendations. Of course, Complete Communities were a future concept and not addressed in name or concept in 2015.

The Historical Section in the Community Plan is provided in Section 9 and Appendix C. It supports the historical designation for Ocean Beach, which was adopted on Nov. 9, 2015, and Certified by the California Coastal Commission on Jan. 7, 2016.

The Municipal Code today, in spite of DSD comments to the contrary, is very specific as quoted here:

“§143.1002 (0-2021-53) Application of Complete Communities Housing Solutions Regulations

(b) The regulations in this **Division shall not apply** to the following types of development:

(6) Development located within a **designated historical district** or subject to the Old Town San Diego Planned District.”

As this seemed ambiguous to DSD, a summary is: "The regulation in this division shall not apply to development located within a designated historical district." Ocean Beach is a designated Historical District.

The OB Community Plan provides ample substantiation of this designation, with details provided in the original Appeal. The Community Plan document addresses an enormous amount of attention to the HISTORIC aspects, a part of this appeal by inclusion, attached here. It substantiates the ongoing data in support of the Ocean Beach Cottage Emerging Historical District in thirteen places. Although it does discuss some other possible configurations, alternative configurations were never implemented, and the boundaries of this historical district remain as they were legally approved. These portions of the *Ocean Beach Community Plan and local Coastal Program* are attached.

By the same token, The Land Use Plan does not negate all legally required uses of commercially zoned property for commercial purposes. Although documented elsewhere, the attached document lists elements called out in this plan that are not covered in Complete Communities but are ignored by the DSD review. As part of its historical characteristics, the evolving Ocean Beach community provided commercial services in several locations. People preferred small grocery stores that were walkable from their homes. Restaurants and tourist attractions were also popular. It is impossible to document the entire spectrum of commercial uses; the word appears 146 different times throughout, as the community plan discusses it as a Land Use Element, Urban Design Element, Visitor-Serving Commercial Preservation area, Social Element, and Noise Element all discuss these uses. At one time, mixed-use for these older, single-story buildings was the City approach, but parking made this approach less workable. It turned out that people wanted to shop when most people were off work. The business ground floor units were converted to residential to solve this problem, resulting in the "Complete Communities" solution.

This documents the address, although on the outer edge of the District, as clearly included as the Planning Direction for the site. It should be added that this site also falls under the purview of the Peninsula Community Plan, as documented in the Appeal. In the rush to change the community of Ocean Beach too quickly and too far, the City has overstepped its authority as documented in Complete Communities for these areas.

PART II – STATEMENTS IN THE COMMUNITY PLAN WHICH APPLY

The Ocean Beach Community Plan and Local Coastal Program focuses on future plans and recommendations. As a result, it provides very little guidance for Complete Communities and their definitions. As a Guiding Principle, it states, "The Ocean Beach Community Plan and Local Coastal Program identifies Ocean Beach as a small-scale coastal village." It is a long-distance reach to "Complete Communities." A further principle to "Foster the small-scale character of Ocean Beach, maintain an unobstructed and accessible beach frontage, and promote a pedestrian-friendly community" is inconsistent with the scope and size of the 20-unit development at 4705 Point Loma Ave, replacing a former neighborhood grocery store. The following are excerpts from

the Ocean Beach Community Plan and Local Coastal Program, which are relevant and independent of recommendations and plans – statements approved by the Planning Commission and California Coastal Commission. These are the statements directly outside the Historical District discussion above. It is specifically designed to conform to the General Plan. When written in 2016, it is not specified if the General Plan is intended to be of that date. We must conclude that since the city develops it, it is the General Plan that is current at any given moment. The following are **specific quotes** from sections of the Community Plan, and no project documents exist which address how these requirements are met in other ways except for FAA Approval:

“Ocean Beach
1.2 Related Plans and Documents
Land Development Code

As City staff reviews discretionary projects, including variance requests, an evaluation of how the proposed project implements the overall intent of the plan and conforms with its policies will be conducted.

Airport Land Use Compatibility Plan (ALUCP)

The Airport Land Use Commission adopted the Airport Land Use Compatibility Plan (ALUCP) for Lindbergh Field to establish land use compatibility policies and development criteria for new development within the Airport Influence Area. The policies and criteria protect the airport from incompatible land uses and provide the City with development criteria that will allow for the orderly growth of the area surrounding the airport.

Proposition “D”

In 1972, the voters passed Proposition D (City Clerk Document No. 743737) in a city-wide ballot, which limited the height of buildings west of the Interstate 5 to thirty (30) feet. The entire Ocean Beach Community Plan area is encompassed by the height restriction of Proposition “D”.

1.3 California Coastal Resources

The Ocean Beach community is entirely within the Coastal Zone boundary with the California Coastal Commission retaining original permit jurisdiction within the area near the ocean

2. Land Use Element

2.0 Discussion

The Point Loma Avenue District, located at the southern limit of the community, is a small commercial district containing a number of commercial establishments interspersed with single-family and multi-family housing.

Recommendations: 2.2 Commercial. The Voltaire Street, Newport Avenue and the Point Loma Avenue Districts comprise vibrant commercial areas with residential units scattered above or near commercial uses.

All three commercial districts, Newport Avenue, Voltaire Street, and Point Loma Avenue Districts are designated Community Commercial which can accommodate mixed-use residential/ commercial development at densities of 0 to 29 dwelling units per acre.

4.3 Mixed-Use Village and Commercial Districts

There are three distinct commercial districts in Ocean Beach: the Voltaire Street, Newport Avenue, and Point Loma Avenue areas (Figure 4-1). The commercial districts are entirely within the coastal zone.

Community Commercial – Residential Permitted

Provides for shopping areas with retail, service, civic, and office uses for the community at large within three to six miles. It can also be applied to Transit Corridors where multifamily residential uses could be added to enhance the viability of existing commercial uses. 0 - 29 du/ac CC-4-2 with FAR of 2.0.

5.2 Water, Waste Water, and Storm Water

The major existing storm water conveyance system in the community consists of: the Abbott Street, Bacon Street, Newport Avenue, and Point Loma Avenue systems, each of which has a system to divert non-storm low water flows to the sanitary sewer systems during dry weather periods. There are also a few smaller non diverted storm drain systems located along the coast. The City has adopted the Master Storm Water Maintenance Program to address flood control issues by cleaning and maintaining the channels to reduce the volume of pollutants that enter the receiving waters.

7.3 Erosion

Bluff erosion between the Fishing Pier and Adair Street is also a problem.

7.4 Storm Water and Urban Runoff Management

Water flows resulting from either storms or from the population's use of water both require management strategies to protect public safety and property in the case of extreme water events, and to recognize environmental and aesthetic requirements and benefits associated with everyday use of outdoor water. Urban runoff is storm water runoff generated from surfaces associated with urbanization. It picks up pollutants from city streets, parking lots, sidewalks, building roofs and other surfaces which then enter the storm drains and waterways. Even if the community's waterway and drainage areas do not contain development near or adjacent to them may cause impacts to natural areas

Recommendations: 7.4.2 Apply all Best Management Practices found in General Plan, Conservation Element Section C, D and E, to reduce the impacts of construction on adjacent properties and open space or other environmentally sensitive areas...Incorporate criteria from the City's Storm Water Standards Manual and the Low Impact Development (LID) practices into public and private project design

Ocean Beach: The Community (1930-Present) Transition to Community (1930-1945)

The third commercial district Ocean Beach Community Plan and Local Coastal Program C-18 Appendix C was a small strip along Point Loma Avenue between Ebers Street and Sunset Cliffs Boulevard.

Appendix C

In 1972, voters in the City of San Diego passed Proposition D, which limited the height of new structures in the coastal zone west of Interstate 5 (excluding Downtown and Little Italy) to not more than 30 feet. The ballot language in favor of Proposition D stated that the intended purpose of the proposition was to preserve “the unique and beautiful character of the coastal zone of San Diego,” and prohibited buildings that obstructed “ocean breezes, sky and sunshine.” The passage of Proposition D was instrumental in protecting San Diego’s coastal communities from over-development and helped to preserve the small scale seaside character of Ocean Beach. “

Discussing the quotes above, information is provided as it related to the specific project:

1.2 Related Plans and Documents – most of these are not relevant, except for the Environmentally Sensitive Lands. This project is advertised as 800 feet from the beach. The plan explicitly states, however, "All development in Ocean Beach must comply with the regulations set forth in the LDC." This is not possible to determine and there are no guidelines because the LDC changes so frequently and intensively.

The project displays intent to comply with this document, in the instance of FFA Planning, a Federal interaction, as is demonstrated with its requirement to conform to the Airport Land Use Compatibility Plan and its project letter from the FAA regarding the relationship to the airport.

Although not in violation of Proposition D, the 30 ft Height Limit, the recent Pacific Beach project has indicated that this is not required for projects which meet the criteria designed to by-pass it. We are therefore stating that Proposition D IS applicable in Ocean Beach, the plan stating, "Proposition “D” In 1972, the voters passed Proposition D (City Clerk Document No. 743737) in a city-wide ballot, which limited the height of buildings west of the Interstate 5 to thirty (30) feet. The entire Ocean Beach Community Plan area is encompassed by the height restriction of Proposition “D”. The 30-foot height restriction, measured in accordance with the Municipal Code."

The plan also recognizes coastal resources, stating in Section 1.3 California Coastal Resources: "The Ocean Beach community is entirely within the Coastal Zone boundary with the California Coastal Commission retaining original permit jurisdiction within the area near the ocean, illustrated by Figure 1-2. Table 1.1 identifies Coastal Act issues and corresponding Plan elements."

5.2 Water, Waste Water, and Storm Water. Maintaining, monitoring and upgrading the community’s existing infrastructure occurs on an ongoing basis. Replacement of storm water infrastructure is based on a prioritization process and is performed through the General Fund, as funding allows. Storm water runoff and tidal actions contribute to erosion of the bluffs, which directly impacts the ocean’s water quality. Storm water drains from

the hillsides east of Ocean Beach and from the upland Hill Neighborhood of the community toward the coast. Sand berms are regularly installed at Ocean Beach Park to prevent further erosion and associated flooding from tidal action. The major existing storm water conveyance system in the community consists of: the Abbott Street, Bacon Street, Newport Avenue, and Point Loma Avenue systems, each of which has a system to divert non-storm low water flows to the sanitary sewer systems during dry weather periods. There are also a few smaller nondiverted storm drain systems located along the coast. The City has adopted the Master Storm Water Maintenance Program to address flood control issues by cleaning and maintaining the channels to reduce the volume of pollutants that enter the receiving waters. The review of the 8-unit Project at the same location specifically spelled out problems with upstream sewage and drainage, a direction lost by the time it became 20 units, and water now flows downstream from the same site.

COASTAL ACT CHAPTER 3 SECTION 30253 New development shall do all of the following: (a) Minimize risks to life and property in areas of high geologic, flood, and fire hazard. (b) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs. (c) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Board as to each particular development. (d) Minimize energy consumption and vehicle miles traveled. (e) Where appropriate, protect special communities and neighborhoods that, because of their unique characteristics, are popular visitor destination points for recreational uses. Although the Coastal Commission has recently approved yet another change to the City of San Diego Land-Use Plan, it has not yet been finalized for implementation.

7.4 Storm Water and Urban Runoff Management Water flows resulting from either storms or from the population's use of water both require management strategies to protect public safety and property in the case of extreme water events, and to recognize environmental and aesthetic requirements and benefits associated with everyday use of outdoor water. Urban runoff is storm water runoff generated from surfaces associated with urbanization. It picks up pollutants from city streets, parking lots, sidewalks, building roofs and other surfaces which then enter the storm drains and waterways. Even if the community's waterway and drainage areas do not contain development near or adjacent to them may cause impacts to natural areas. The General Plan Conservation Element contains policies to manage urban runoff, including protecting and restoring water bodies and preserving natural attributes of floodplains and floodways. The Element also contains policies supporting water quality protection through development practices to protect water quality. The City complies with the requirements of its National Pollutant Discharge Elimination System Permit by documenting Best Management Practices – designed to prevent pollutants from entering storm water and urban runoff – in its annual Urban Runoff Management Plan. Three areas within the community are mapped as being within the 100-year floodplain by the Federal Emergency Management Agency. See Figure 7-3. The City's Land Development Code contains regulations to guide the location of development and protect health and safety as well as the floodplain.”

While recognizing that recommendations and plans in the Ocean Beach Community Plan are not binding, the facts and current conditions as approved by the Planning Commission and the California Coastal Commission provide facts, which the application for a 20-unit apartment house

at 4705 Point Loma Avenue fails to address. They are part of Complete Communities, where noise and safety are no longer issues. The things that are important to people have been removed.

The following area is the quote from the Community Plan and Local Coastal Program which addresses the Historical Nature of the Community. The Planning Commission approved it. The architect presenting the new Complete Communities Project is the same person who chaired the Planning Commission when the Ocean Beach Community Plan and Local Coastal Program was approved in 2015. The recommendations and plans are not relevant under Complete Communities; the facts remain true and in some cases binding.

ATTACHMENT: EXCERPT FROM THE OCEAN BEACH COMMUNITY
PLAN AND LOCAL COASTAL PROGRAM -HISTORICAL INFORMATION

OCEAN BEACH

Community Plan and Local Coastal Program

HISTORICAL SECTIONS ONLY - SECTION 9
AND APPENDIX C, APPROVED DOCUMENT
SUPPORTING HISTORICAL DESIGNATION FOR
OCEAN BEACH. . Adopted Nov. 9, 2015. Certified
by the California Coastal Commission on Jan. 7,
2016.

November 9, 2015

Chapter Nine:

HISTORIC PRESERVATION ELEMENT



9. Historic Preservation Element

Introduction

The purpose of the City of San Diego General Plan Historic Preservation Element is to preserve, protect, restore and rehabilitate historical and cultural resources throughout the City of San Diego. It is also the intent of the element to improve the quality of the built environment, encourage appreciation for the City's history and culture, maintain the character and identity of communities, and contribute to the City's economic vitality through historic preservation. The element's goals for achieving this include identifying and preserving historical resources, and educating citizens about the benefits of, and incentives for, historic preservation.

Ocean Beach has a rich history that has been shaped by its seaside location, natural resources and economic booms and busts. Native Americans visited and camped in Ocean Beach for thousands of years, gathering shell fish and plants and fishing off-shore. Remains of early campsites and these abundant coastal resources can be found throughout the community. European immigrants and later Americans were likewise drawn to Ocean Beach for picnics on the sand dunes, visits to Wonderland Park and sunny vacations along the shoreline. By the late 1920s, with the grading of streets and installation of a sewer system, development of a hotel, entertainment venues, a theater and scores of permanent beach cottages and bungalows, Ocean Beach made the transition from a seaside resort to a community.

9.0 Discussion

The Ocean Beach Historic Preservation Element contains specific goals and recommendations to address the history and cultural resources unique to Ocean Beach in order to encourage appreciation of the community's history and culture. These policies along with the General

Plan policies provide a comprehensive historic preservation strategy for Ocean Beach. A complete discussion of the community's Prehistory and History can be found in the Historic Context Statement (Appendix C).



Wonderland Amusement Park (1913-1916) at the time had the west coast's largest roller coaster called the Blue Streak Racer.

HISTORIC PRESERVATION GOALS

- Preserve and identify Ocean Beach's rich history.
- Greater use of educational opportunities and incentives related to historical resources in Ocean Beach.
- Increase Heritage Tourism opportunities.

9.1 Identification & Preservation of Historical Resources

Ocean Beach contains a variety of property types and architectural styles reflecting the significant themes and associated periods of development in the community. Identified themes discussed in the historic context statement (Appendix C) include:

Theme: Resort Town (1887-1930)

Periods:

Carlson and Higgins (1887-1890)
Quiet Years (1890-1907)
D.C. Collier (1907-1913)
Height of the Resort Era (1913-1930)



Theme: Ocean Beach, The Community
(1930–Present)

Periods

Transition to Community (1930-1945)
Post-War Development (1945-1970)



Craftsman Bungalow are a common architectural style found in Ocean Beach.

In addition to General Plan **Historic Preservation Element** Policies, the following recommendations are specific to Ocean Beach:

Recommendations

- 9.2.1 Conduct subsurface investigations at the project level to identify potentially significant archaeological resources in Ocean Beach.
- 9.2.2 Protect and preserve significant archaeological resources. Refer significant sites to the Historical Resources Board for designation.
- 9.2.3 Ensure adequate data recovery and mitigation for adverse impacts to archaeological and Native American sites at the project level. In order to determine ethnic or cultural significance of archaeological sites or landscapes to the Native American community, meaningful consultation is necessary.
- 9.2.4 Include measures during new construction to monitor and recover buried deposits from the historic period and address significant research questions related to prehistory.
- 9.2.5 Identify, designate, preserve, and restore historical buildings in Ocean Beach and encourage their adaptive reuse.
- 9.2.6 Conduct a reconnaissance survey of the Planning Area to identify more precisely the location of potentially significant historic resources.
- 9.2.7 Conduct an intensive survey of the Planning Area to identify any remaining resources not previously brought forward for designation as part of the Ocean Beach Cottage Emerging Historical District. Convert the District to a Multiple Property Listing under the Beach Cottage context.
- 9.2.8 Conduct an intensive survey of the three commercial areas at Voltaire Street, Newport Avenue and Point Loma Avenue to determine whether or not historic districts may be present at these locations and process any potential districts.
- 9.2.9 Evaluate Depression-era and Post-World War II structures for significance to the post-War development of Ocean Beach and for architectural significance within the San Diego Modernism Historic Context Statement.
- 9.2.10 Catalogue and preserve historic street lighting and furniture. Maintain and preserve other non-structural features of the historic and cultural landscape, such as sidewalk scoring and coloring, sidewalk stamps and landscaping.
- 9.2.11 Develop a historic context statement related to the surfing culture of Ocean Beach to assist with the identification, evaluation and preservation of resources significant to that history.



Historic Strand Theatre.

9.2 Designated Historical Resources

The City of San Diego Historical Resources Board has designated 73 properties within the Ocean Beach Community Planning Area.

Ocean Beach's designated resources includes one archaeological resource, called the Ocean Beach Gateway Site. The site is a prehistoric campsite occupied as part of a series of major encampments along the course of the San Diego River. It was occupied during the Archaic and Late Prehistoric periods. Artifacts include grinding tools, flaked tools used for scraping, pounding and cutting, pottery, animal bone, marine shell, fire-affected rock, and other lithic materials used during the occupation of the site. Sparse and fragmentary scatter of historic materials from the 1920s-1930s were also found.

The seventy-two other designated resources are contributing resources to the Ocean Beach Cottage Emerging Historical District, which is comprised of beach cottages and bungalows built between 1887 and 1931 within the boundary of the original Ocean Beach subdivision. Two of the 72 contributing resources are designated as individually significant structures – the Strand Theater and the Ocean Beach Library.

The Strand Theater is a Mission Revival style structure on the north side of Newport Avenue. The Strand became an important landmark in the community and spurred additional commercial growth along Newport Avenue. The building has undergone several modifications over the years, but was designated as Historic Resource Site #561 (as well as Ocean Beach Cottage Emerging Historical District Site #442-064) for its importance to the Ocean Beach community as well as the Ocean Beach Cottage Emerging Historical District. The building has been adaptively reused and currently serves as retail space.

The Ocean Beach Library located at 4801 Santa Monica Avenue was constructed in 1928 in a Spanish/Monterey style and is designated as Historical Resources Board Site #565 (as well as Ocean Beach Cottage Emerging Historical District designated as individually significant structures – the Strand Theater and the Site #442-065).

The library was designated for its importance to the Ocean Beach community and the Ocean Beach Cottage Emerging Historical District, as well as for its architectural significance and quality.



Ocean Beach during its formative years, when people use to reach this community along the actual coastline.

9.3 Educational Opportunities and Incentives Related to Historical Resources

Revitalization and adaptive reuse of historic buildings and districts has many benefits. These include conservation of resources, use of existing infrastructure, local job creation and tax revenue from consumer purchases, supports small business development and heritage tourism, and enhances quality of life and community character.

There are a number of incentives available to owners of historic resources to assist with the revitalization and adaptive reuse of historic buildings and districts. The California State Historic Building Code provides flexibility in meeting building code requirements for historically designated buildings. Conditional Use Permits are available to allow adaptive reuse of historic structures consistent with the U.S. Secretary of the Interior's Standards and the character of the community.

The Mills Act, which is a highly successful incentive, provides property tax relief to owners

to help rehabilitate and maintain designated historical resources. Additional incentives recommended in the General Plan, including an architectural assistance program, are being developed and may become available in the future. In addition to direct incentives to owners of designated historical resources, all members of the community enjoy the benefits of historic preservation through reinvestment of individual property tax savings into historical properties and an increased historic tourism economy. There is great opportunity to build on the existing tourism base drawn to the community's beaches by highlighting and celebrating the rich history of Ocean Beach.

In addition to General Plan Historic Preservation Element Policies, the following recommendations are specific to Ocean Beach for implementation of educational opportunities and incentives for preservation of the community's historical resources.



Aerial photograph of Ocean Beach during its formative years.

Recommendations

- 9.3.1 Include well-preserved archaeological artifacts in an exhibit that could temporarily be housed at the Ocean Beach Library to better inform the public about the prehistoric occupation and the historic development of Ocean Beach.
- 9.3.2 Provide opportunities for education and interpretation of Ocean Beach's early resort town history through the distribution of printed brochures and walking tours, and the installation of interpretative signs, markers, displays, and exhibits at public buildings and parks.
- 9.3.3 Partner with the Ocean Beach Historical Society to better inform and educate the public on the merits of historic preservation by providing information on the resources themselves, as well as the purpose and objectives of the preservation program. Support the ongoing efforts of the Ocean Beach Historical Society to advance the understanding and preservation of the history of Ocean Beach.
- 9.3.4 Promote the maintenance, restoration, rehabilitation and continued private ownership and utilization of historical resources through a variety of financial and development incentives.
- 9.3.5 Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.
- 9.3.6 Work with local businesses and organizations, such as the Ocean Beach Main Street Association and the Ocean Beach Historical Society, to create and promote new heritage tourism programs.



Residential home during Ocean Beach's early years.

9.4 Historically and Culturally Significant Buildings

Historic and cultural preservation efforts can be some of the most effective tools used to maintain the small-scale character of the community. The Ocean Beach Cottage Emerging Historical District, which is comprised of beach cottages and bungalows constructed between 1887 and 1931, is a voluntary program that allows property owners to apply for historical designation under the guidelines of the National Historic Preservation Act of 1966.

All new development or improvements, as applicable, to an existing structure 45 years or older must go through the City's Historic Review process.



Sacred Heart Catholic Church of Ocean Beach.

Recommendations

- 9.4.1 Encourage the reuse of materials and the adaptation of historically significant structures to help sustain the community character.
- 9.4.2 Preserve notable landmarks and areas of historic, architectural or aesthetic value.
- 9.4.3 Promote the preservation of buildings and features that provide continuity with the past.
- 9.4.4 Encourage new buildings to express a variety of architectural styles, but to do so with full awareness of, and respect for, the height, mass, articulation and materials of the surrounding historic buildings and culturally significant resources.
- 9.4.5 Look to historic buildings for design and architectural ideas and inspiration.

9.5 Cultural Heritage Tourism

Ocean Beach is well positioned to benefit from its history. The entire community is within the Ocean Beach Cottage Emerging Historical District, and historically designated buildings within the Newport Commercial District include the Strand Theater, and the Ocean Beach Library. Ocean Beach recognizes the benefits associated with preserving historic resources and creating additional destinations for visitors and residents. Holding cultural events such as those sponsored by the Ocean Beach Historical Society and other organizations, showcasing period architecture, and conducting walking tours are methods to increase interest in Ocean Beach. Preservation and promotion of these resources could continue to help create new businesses, provide job opportunities, and increase property values by inspiring local job creation, generating tax revenue from consumer purchases, supporting small businesses, and enhancing quality of life and community character.

Recommendations

- 9.5.1 Expand cultural heritage tourism opportunities, such as the preservation of the Strand Theater and encourage its use as a mixed-use entertainment venue. Conduct walking tours of historical resources, and protect historical properties and cultural assets.
- 9.5.2 Partner with the Ocean Beach Main Street Association, Ocean Beach Historical Society and other environmental preservation organizations and interested parties to promote conservation, restoration, educational programs, tours, stewardship, and create cultural tourism programs focusing on the community's seaside heritage.

Appendix C:
**HISTORIC CONTEXT
STATEMENT**

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C.1 Executive Summary

This historic context statement was prepared in support of the Ocean Beach Community Plan Update (OBCPU). The purpose of the context statement is to provide the historic context for the development of Ocean Beach and identify themes significant to that development. The information in this document will be used to identify locations in Ocean Beach which contain significant historical resources. In addition, this document will shape the goals and recommendations of the Historic Preservation element of the OBCPU.

C.2 Project Overview

The historic context and survey apply to the area bounded by the limits of the Ocean Beach Community Planning Area. The Community Planning Area is bounded by San Diego River on the north, the Pacific Ocean on the west, Froude and West Point Loma Boulevard on the east, and Adair Street on the south. As this document is intended to inform the OBCPU, the context statement does not address events or resources outside of the Planning Area which many may consider part of the history of Ocean Beach, including Sunset Cliffs and the Theosophical Institute.

Investigations for the historic context statement included archival research and a cursory windshield survey. Archival research was conducted to gain specific information about the development of Ocean Beach within the context of the City and County of San Diego. Archival research included an examination of various documents relating to the history of Ocean Beach. Items reviewed included primary and secondary sources such as historic maps, historic photographs, current aerial photographs, cultural resource studies, building evaluation reports, master's theses, previous historic context statements, and first-hand accounts and oral histories. Research was conducted at the San Diego Public Library, the University of California San Diego Library, the San Diego State University Library, and the San Diego City Clerk's archives.

A records search was conducted in support of the OBCPU. The records search revealed 10 historical sites have been recorded within Ocean Beach. In addition to those resources recorded at SCIC, the City of San Diego has designated 73 properties within the Ocean Beach Community Planning Area, including one archaeological resource, the Ocean Beach Gateway Site. The site is a prehistoric campsite occupied as part of a series of major encampments along the course of the San Diego River. It was occupied during the Archaic and Late Prehistoric periods. Artifacts include grinding tools, flaked tools used for scraping, pounding and cutting, pottery, animal bone, marine shell, fire-affected rock, and other lithic materials used during the occupation of the site. Sparse and fragmentary scatter of historic materials dating from the 1920s and 1930s were found as well. The seventy-two other designated resources are contributing resources to the Ocean Beach Cottage Emerging Historical District, which is comprised of beach cottages and bungalows built between 1887 and 1931 within the boundary of the Planning Area, as well as a small area immediately west of the Planning Area which is part of the original Ocean Beach subdivision. Two of the 72 contributing resources are designated as individually significant structures – the Strand Theater and the Ocean Beach Library. A complete listing of all contributing resources can be obtained by contacting the City's Historical Resources section of the City Planning & Community Investment Department.

Historic Context

Introduction

The history of a region provides the context for the identification, evaluation and management of historical resources. The historic context statement is the foundation for preservation planning and is a valuable tool for understanding, identifying, and evaluating the historic resources of Ocean Beach. Based on one or more themes, a geographical area, and periods of significance, the context statement describes the broad patterns of historical development of a community or region that are represented by the physical development and character of the built environment. It also identifies important associated property types, and establishes eligibility criteria and integrity thresholds.

The broad patterns of the historical development of Ocean Beach are represented by several themes presented below.

- Resort Town (1887-1930)
 - » Carlson and Higgins (1887-1890)
 - » Quiet Years (1890-1907)
 - » D.C. Collier (1907-1913)
 - » Height of the Resort Era (1913-1930)
- Ocean Beach, The Community (1930–Present)
 - » Transition to Community (1930-1945)
 - » Post-War Development (1945-1970)

In addition, the prehistoric context for Ocean Beach is presented along with significant research questions that may be addressed by the archaeological and Native American resources extant within the planning area.

Pre-History

The prehistory of the region is evidenced through archaeological remains representing up to 10,500 years of Native American occupation. The myths and history that is repeated by the local Native American groups now and at the time of earlier ethnographic research indicate both their presence here since the time of creation and, in some cases, migration from other areas. The earliest archaeological remains in San Diego County are believed by some investigators to represent a nomadic hunting culture characterized by the use of a variety of scrapers, choppers, bifaces, large projectile points and crescentics, a scarcity or absence of milling implements, and a preference for fine-grained volcanic rock over metaquartzite materials. A gathering culture which subsisted largely on shellfish and plant foods from the abundant littoral resources of the area is seen in the archaeological record dating from about 6000 BC to AD 650. The remains from this time period include stone-on-stone grinding tools (mano and metate), relatively crude cobble-based flaked lithic technology and flexed human burials.

The Late Prehistoric Period (AD 650 to 1769) in the City of San Diego is represented by the people ancestral to the Kumeyaay people of today. Prehistorically, the Kumeyaay were a hunting and gathering culture that adapted to a wide range of ecological zones from the coast to the Peninsular Range. A shift in grinding technology reflected by the addition of the pestle and mortar to the mano and metate, signifying an increased emphasis on acorns as a primary food staple, as well as the introduction of the bow and arrow, pottery, obsidian from the Obsidian Butte source in Imperial County, and human cremation serve to differentiate Late Prehistoric populations from earlier people in the archaeological record. However, living Kumeyaay people trace their ancestors to the earliest cultural remains found throughout their traditional territory in San Diego County.

The Kumeyaay are generally considered to be a hunting-gathering society often with a bipolar settlement pattern. While a large variety of terrestrial and marine food sources were exploited, emphasis was placed on acorn procurement and processing as well as the capture of rabbit and deer. Kumeyaay houses varied greatly according to locality, need, choice and availability of raw materials. Formal homes were built only in the winter as they took some time to build and were not really necessary in the summer. During the summer, the Kumeyaay moved from place to place, camping where ever they were. In the winter they constructed small elliptically shaped huts of poles covered with brush or bark. The floor of the house was usually sunk about two feet into the earth. Most activities, such as cooking and eating, took place outside the house.

The cooking arbor was a lean-to type structure or four posts with brush over the top. Village owned structures were ceremonial and were the center of many activities. Sweathouses were built and used by the Kumeyaay men. They were built around four posts set in a square near a river or stream and usually had a dug-out floor. The sweathouse was also used sometimes as a place for treating illnesses.

Ethnohistory

The Ethnohistoric Period, sometimes referred to as the ethnographic present, commences with the earliest European arrival in San Diego and continued through the Spanish and Mexican periods and into the American period. The founding of Mission San Diego de Alcalá in 1769 brought about profound changes in the lives of the Kumeyaay. The coastal Kumeyaay were quickly brought into the mission or died from introduced diseases. Earliest accounts of Native American life in San Diego were recorded as a means to salvage scientific knowledge of native lifeways. These accounts were often based on limited interviews or biased data collection techniques. Later researchers and local Native Americans began to uncover and make public significant contributions in the understanding of native culture and language. These studies have continued to the present day and involve archaeologists and ethnographers working in conjunction with Native Americans to address the continued cultural significance of sites and landscapes across the County. The Kumeyaay are the identified Most Likely Descendants for all Native American human remains found in the City of San Diego.

Recorded Archaeological Sites

Several prehistoric and historic period archaeological resources have been identified within the Ocean Beach community. Three prehistoric shellfish refuse mounds were recorded in 1967 by C. N. Nelson with little detail or specifics. Systematic test excavations at one of these sites (CA-SDI-47) was undertaken by DeBarros in 1996 resulting in the recovery of large amounts of shellfish remains, lithic waste, and two radiocarbon dates indicating occupation of the site ca 500BC and AD 800. These dates place this site at the very early Late Prehistoric period. DeBarros suggests the site reflects a prehistoric campsite used for the procurement, processing and consumption of shellfish. The site is located near a now filled-in embayment of Mission Bay and the San Diego River. Another of these sites (CA-SDI-46) was investigated by Smith in 1992 and 1999. This site is a prehistoric campsite occupied as part of a series of major encampments along the course of the San Diego River. It was occupied during the Archaic and Late Prehistoric periods. Artifacts include grinding tools, flaked tools used for scraping, pounding and cutting, pottery, animal bone, marine shell, fire-affected rock, and other lithic materials used during the occupation of the site. Sparse and fragmentary scatter of historic materials dating from the 1920s and 1930s was found as well. The site was found to be eligible for listing on the National Register of Historic Places and was designated a historical resource by the City's Historical Resources Board in 1999 (HRB Site #398).

An earlier Archaic period shell midden was originally identified in 1991 and updated in 2001 following discovery of additional deposits during sewer and water line trenching. This site also evidenced abundant amounts of shellfish remains with little lithic artifacts. This site is not thought to represent a habitation area but rather a food processing site where the processed shellfish were discarded. Another prehistoric shell midden discovered during excavation for sewer and water lines evidenced similar abundant deposits of shellfish remains and limited lithic waste. It seems clear from this small number of sites that shellfish procurement and processing was a major activity within Ocean Beach during prehistoric times. New construction should continue to be monitored for potential deposits that can address significant research questions related to prehistory.

Historic period deposits have also been uncovered during replacement of water and sewer lines within existing streets and alleys and during construction of new buildings within established neighborhoods. The deposits consist of household and business refuse discarded from the 1910s through approximately 1955. An array of bottles, glass, ceramic sherds, buttons, metal objects, porcelain tableware, medical paraphernalia, cosmetics containers, and children's toys have been identified in these refuse deposits. Some pieces are well preserved and could be used to precisely date the refuse; other items are less intact. The deteriorated wooden supports, rock retaining wall, and cross-beams of the southern side of the 1914-1915 Mission Bay Bridge were identified during construction monitoring. This resource was determined to be significant and other portions of the bridge support system may be present.

These historic period artifacts can shed light on everyday living of the early residents and visitors of Ocean Beach. New construction should include measures to monitor and recovery these deposits. The better preserved items should be included in an exhibit that could temporarily be housed at the Ocean Beach Library to better inform the public about the historic period of development of the area.

Archaeological Property Types and Significance

An archaeological site must consist of at least three associated artifacts within a 50 square meter area, or a single feature and must be at least 45 years of age. Archaeological sites containing only a surface component are generally considered not significant, unless demonstrated otherwise. Such site types may include isolated finds, bedrock milling stations, sparse lithic scatters, and shellfish processing stations.

All other archaeological sites are considered potentially significant. The determination of significance is based on a number of factors specific to a particular site including site size, type and integrity; presence or absence of a subsurface deposit, soil stratigraphy, features, diagnostics, and datable material; artifact and ecofact density; assemblage complexity; cultural affiliation; association with an important person or event; and ethnic importance. Research questions that can be addressed by significant archaeological resources are presented in Appendix A to the General Plan and in the Prehistoric and Historic Archaeology of Metropolitan San Diego: A Historic Properties Background Study (ASM Affiliates, Inc. 2008). Although the specific questions differ for each of the prehistoric periods, archaeological research questions generally fall into the following domains: chronology, environmental change, settlement systems, social organization, subsistence, technology, ornamentation, and social change.

A site will be considered to possess ethnic significance if it is associated with a burial or cemetery; religious social or traditional activities of a discrete ethnic population; an important person or event as defined by a discrete ethnic population; or the mythology of a discrete ethnic population. In order to determine ethnic or cultural significance of archaeological sites or landscapes to the Native American community, meaningful consultation is necessary.

Early History (1769-1887)

Spanish Period (1769-1822)

Spanish colonization of Alta California began in 1769 with the founding of Mission San Diego de Alcalá by Father Junípero Serra. Concerns over Russian and English interests in California motivated the Spanish government to send an expedition of soldiers, settlers and missionaries to occupy and secure the northwestern borderlands of New Spain through the establishment of a Presidio, Mission, and Pueblo. The Spanish explorers first camped on the shore of the bay in the area that is now downtown San Diego. Lack of water at this location, however, led to moving the camp on May 14, 1769 to a small hill closer to the San Diego River and near the Kumeyaay village of Cosoy. The Spanish built a primitive mission and presidio structure on the hill near the river. Under Spanish rule, land was divided into presidios, missions and pueblos. The presidios were military installations which provided protection for the missions. It was expected that eventually each mission and presidio would become a civilian community, or pueblo, once the indigenous population had been converted into Catholics and Spanish citizens.

Bad feelings soon developed between the native Kumeyaay and the soldiers, resulting in construction of a stockade which, by 1772, included barracks for the soldiers, a storehouse for supplies, a house for the missionaries and the chapel, which had been improved. The log and brush huts were gradually replaced with buildings made of adobe bricks. Flat earthen roofs were eventually replaced by pitched roofs with rounded roof tiles. Clay floors were eventually lined with fired-brick. In August, 1774 the Spanish missionaries moved the Mission San Diego de Alcalá to its present location six miles up the San Diego River valley (modern Mission Valley) near the Kumeyaay village of Nipaguay. The initial Spanish occupation and mission system brought about profound changes in the lives of the Kumeyaay people. Substantial numbers of the coastal Kumeyaay were forcibly brought into the mission or died from introduced diseases. Beginning in 1791, military commandants were authorized to grant house lots and planting fields near the presidios. This gradual outgrowth resulted in the establishment of Old Town San Diego as a presidial pueblo.

Mexican Period (1822-1846)

In 1822, the political situation changed as Mexico won its independence from Spain and San Diego became part of the Mexican Republic. The Mexican Government opened California to foreign trade; began issuing private land grants in the early 1820s, creating the rancho system of large agricultural estates; secularized the Spanish missions in 1833; and oversaw the rise of the civilian pueblo. By 1827, as many as 30 homes existed around the central plaza and in 1835, Mexico granted San Diego official pueblo (town) status. At this time the town had a population of nearly 500 residents, later reaching a peak of roughly 600. The secularization in San Diego County triggered increased Native American hostilities against the Californios during the late 1830s. The attacks on outlying ranchos, along with unstable political and economic factors helped San Diego's population decline to around 150 permanent residents by 1840. When the Americans took over after 1846, the situation had stabilized somewhat, and the population had increased to roughly 350 non-Native American residents. The Native American population continued to decline, as Mexican occupation brought about continued displacement and acculturation of Native American populations.

Prior to Spanish settlement of San Diego in 1769, the area currently known as Ocean Beach had been used for seasonal gathering of shellfish and various plants by the Kumeyaay Indians for over 800 years. Under both Spanish and Mexican rule, Ocean Beach was used for picnics and light recreation, but the area was too remote and lacked fresh running water required for settlement. Families would travel from Old Town by ox-drawn cart with the men on horseback. Carrying their own water, visitors traveled past the sand dunes - which covered several acres near the shore - to the mussel beds between Narragansett and Santa Cruz Streets. Ocean Beach was referred to at this time as “Los Médanos” or “Los Meganos” (“The Dunes”), “The Rocks” and “The Mussel Beds”. Because Ocean Beach was not settled during the Spanish and Mexican Periods, no extant buildings or structures from these periods are expected to be identified within Ocean Beach.

American Period (1846-Present)

When United States military forces occupied San Diego in July 1846, the town’s residents split on their course of action. Many of the town’s leaders sided with the Americans, while other prominent families opposed the United States invasion. In December 1846, a group of Californios under Andres Pico engaged U.S. Army forces under General Stephen Kearney at the Battle of San Pasqual and inflicted many casualties. However, the Californio resistance effectively ended by January 1847. The Americans assumed formal control with the Treaty of Guadalupe-Hidalgo in 1848 and introduced Anglo culture and society, American political institutions and especially American entrepreneurial commerce. Under the Treaty, residents were guaranteed property rights held under Mexican Law; however, a process for claiming land was not established until 1851 with the passage of the Land Act. After a lengthy process, San Diego was granted over 47,000 acres of land it held as a pueblo, a claim that could be substantiated by a mapped survey of pueblo lands completed in 1845 by Santiago Arguello, Jose Antonio Estudillo, Jose Matias Moreno, Captain Henry Delano Fitch and others. Later maps divided the pueblo lands into lots. All or portions of Pueblo lots 192, 193, 195, 202, 203, 204, 205 and 206 comprise present-day Ocean Beach.

San Diego grew slowly during the next decade. San Diegans attempted to develop the town’s interests through a transcontinental railroad plan and the development of a new town closer to the bay. The failure of these plans, added to a severe drought which crippled ranching and the onset of the Civil War, left San Diego as a remote frontier town. The troubles led to an actual drop in the town’s population from 650 in 1850 to 539 in 1860. Not until land speculator and developer Alonzo Horton arrived in 1867 did San Diego begin to develop fully into an active American town. Horton’s development of a New San Diego (modern downtown) in 1867 began to swing the community focus away from Old Town and began the urbanization of San Diego. Expansion of trade brought an increase in the availability of building materials. Wood buildings gradually replaced adobe structures. Some of the earliest buildings to be erected in the American Period were “Pre-fab” houses which were built on the east coast of the United States and shipped in sections around Cape Horn and reassembled in San Diego. Development spread from downtown based on a variety of factors, including the availability of potable water and transportation corridors. Factors such as views and access to public facilities affected land values, which in turn affected the character of neighborhoods that developed. At the time downtown was first being built, there began to be summer cottage/retreat development in what are now the beach communities.

Not long after the American period began, the U.S. Coast Survey reported in 1851 that the San Diego River, which had changed course from its outlet in False Bay (Mission Bay) and was now emptying into San Diego Bay, posed a serious threat to the economic vitality of San Diego. False Bay had gained its moniker after early explorers discovered that the bay was too shallow to be navigable due to silt deposits from the river. It was feared that San Diego Bay would meet the same fate unless the river was diverted back to False Bay. In 1853 Lt. George Horatio Derby of the U.S. Army Corps of Engineers was sent to San Diego to build a dike. He was ordered to deepen the old channel and build a levee from the foot of Presidio Hill to the foot of Point Loma, nearly 2,000 yards. The rather flat and direct connection between Old Town and Ocean Beach created by the dike served as a new means of access for visitors, who continued to picnic there. The dike was washed away by flooding two years later, but was reconstructed in 1877.

The first permanent settler of Ocean Beach took up residence around the time the Derby Dike was first constructed. Little is known of him, other than his last name – Palmer – and that he built a shack at an unknown location where he hosted visitors to Ocean Beach until at least the 1870's. Newspapers carried announcements and advertisements for outings and events at Ocean Beach which referred to "Palmer's Place", "Palmer's Old Town Resort" and "Palmer's Ocean House." Ocean Beach itself appears to have been referred to on occasion as "Palmiro's" and "Palmiro's Mussel Beds." In 1872, Old Town boosters hosted a Fourth of July Celebration at Ocean Beach, hoping to draw revelers away from "New Town" with advertisements promising a free lunch of mussels and musical entertainment. The event was a success, with nearly the entire population of Old Town – approximately 200 – in attendance.

The second permanent resident of Ocean Beach appeared in the late 1870's or early 1880's. "Captain" Abraham Thomas built a shack at the foot of the cliff just south of the present pier. He constructed a well and a windmill near the sand dunes and laid a pipeline from there to his house and corral on Newport Street. From his shack on the beach he served meals and rented fishing poles and bathing suits to visitors, stabling and caring for their horses at his corral. Families that frequented Ocean Beach for camping trips during this time included the Oscar family, the Gregory family, the Mumfords, and the Moffetts. Thomas passed away in September 1913. "General" A.B. Crook moved in with Thomas in 1886 while he built two cottages of his own, "The Winona" and "La Blanche", and a blacksmith shop. He also planted a potato patch at the north end of the beach and raised chickens. No clear evidence of Thomas or Crook's structures can be found on the 1921 Sanborn Maps.

The Resort Town (1887-1930)

Carlson and Higgins Establish Ocean Beach (1887-1890)

In 1887 the first subdivision map was filed within the limits of the current community planning area. The coming of the railroad in 1885 ushered in an era of tremendous growth for San Diego, as well as unprecedented real estate speculation. The number of new subdivision maps jumped from zero in 1884 to four, nineteen, and 51 in the years 1885, 1886 and 1887, respectively. Twenty-three year old William H. (Billy) Carlson and his business partner, Frank J. Higgins sought to capitalize on the boom, marketing real estate in Oceanside, Lakeside Ramona, Del Mar, La Jolla and Lugonia, as well as neighborhoods in the City of San Diego. Together they purchased 600 acres of Pueblo lots 195, 202 and 203 which they divided into 84 blocks, three of which could only be considered slivers of land south of Point

Loma Avenue. The subdivision was bounded by Brighton Avenue to the north, the Pacific Ocean to the west, Point Loma Avenue to the south, and generally Guizot Street to the east. The blocks were predominantly 600 feet long by 300 feet wide, each containing a 20 foot alley running west to east and 48 lots measuring 140 feet deep by 25 feet wide. Irregularly shaped blocks and lots were located along the coast. Avenues, running generally west to east, measured 80 feet wide and were named after resort towns; while Streets, running generally north to south, measured 60 feet wide. Improvements such as water and sewer systems were not provided. Their subdivision, "Ocean Beach" was filed as map number 279 with the County Recorder on May 28, 1887.

Carlson and Higgins had grand plans for their new subdivision which included a resort hotel à la Hotel del Coronado and a railroad to access their rather remote subdivision. They began running ads on April 24, 1887 which claimed that over two thousand lots had been sold without advertising. Lots initially sold for \$40 and \$60, with \$20 down and the balance paid within a year. They hosted large picnics, enticing potential buyers out to Ocean Beach with mussel roasts, free ice cream, bands, hot air balloons, and rental bathing suits. With each event, lot prices increased to \$300-\$400 per lot by August 1887. Still, lots – which were significantly less expensive than those in New Town which were selling for thousands of dollars – were priced to draw average income and vacation buyers. By January 1888, construction of Carlson and Higgins' resort hotel at the foot of Niagara Avenue, Cliff House, was completed at the cost of \$85,000. The Victorian style building bore a modest resemblance to the Hotel del Coronado, another anchor to a resort community. Cliff House featured round towers and bays crowned with steeply pitched roofs, as well as broad wrap-around porches that looked out to the ocean and the beach below. Cliff House drew vacationers and potential buyers to Carlson and Higgins' new subdivision, but the lack of transportation remained problematic.

Carlson planned a railroad running along three sections: San Diego to Old Town, Old Town to Roseville and Roseville to Ocean Beach. Issues with financing reduced the railroad to the Roseville-Ocean Beach section, as ferry access to Roseville was already available. The Ocean Beach Railway ran from Roseville Warf up Carlson Canyon (now Nimitz), over Tennyson and Voltaire, to Brighton and Cable; west on Cape May to Bacon; south to Del Monte; east to De Foe (now Sunset Cliffs Boulevard and referred to as such from this point forward) and south again to Point Loma Avenue. No more than several months after its opening in April 1888, the rail line was discontinued, largely due to the fact that the company which had sold the rail ties to Carlson demanded their return for non-payment. Carlson continued to work on establishing his railroad sections, but the national economic "bust" of 1888 curtailed his plans as well as development in Ocean Beach. The population of San Diego dropped from 35,000 at the height of the boom in 1887 to only 15,000 just three years later. Banks failed, debts went unpaid and properties were abandoned. The pressure was too much for Higgins, who was placed in an insane asylum in 1889 before committing suicide. Carlson sold Cliff House and moved on to other ventures, becoming Mayor of San Diego in 1893.

The Quiet Years (1890-1907)

At the end of the 19th century, Ocean Beach reverted back to a remote vacation and picnic destination and would remain that way for the next twenty years. The Loring and Gibbs families were among those who camped in Ocean Beach regularly during this time. In 1898 Cliff House burned down, eliminating the only lodging. By 1900 there were several shacks scattered throughout Ocean Beach, and at least one home. Still without improvements such as water and sewer connections, residents and visitors drew their water from the well located on the alley south of Santa Monica near Bacon Street or a

cistern north of Saratoga Avenue and east of Ebers Street . The location of the cistern allowed some settlement on the hillside. By 1908, early residents recall that there were just 18 houses in Ocean Beach, some of which were vacation shacks or tent houses. Vacation shacks were typically single wall board and batten construction, 400 to 600 square feet in size on a pier and post foundation with minimal interior amenities. Some were true shacks; others had features such as front porches and garages off the alleys. Tent houses consisted of canvas stretched over a wooden frame, complete with a gable roof, windows and on occasion a front porch. Lifelong resident and historian Ruth Varney Held provided a narrative of early settlers in her book *Beach Town*, which is summarized in Table C.1 on the following page.

Table C.1 Early Ocean Beach Settlers

Family	Year	Location
"Captain" Abraham Thomas	circa 1880	Shack at the foot of the cliff just south of the present pier; a well and a windmill near the sand dunes.
"General" A.B. Crook	1886	Location unknown
D.C. Collier	1887	Shack at the foot of Coronado Avenue and Bacon Street.
Bellamy	circa 1890	Saratoga Avenue and Guizot Street* (outside of the OB Planning Area, within the original Ocean Beach Subdivision).
Archer	1893	4604 Pescadero Avenue
Ernest Julius Pester	1894-1903	Near Saratoga and Guizot* (outside of the OB Planning Area, within the original Ocean Beach Subdivision).
Hockings	circa 1900	Vacation shack at unknown location
Wade	circa 1900	Vacation shack at the Mission Bay entrance
Frank McElwee	1905	Permanently camped behind 2030 Abbott Street
Reid	1905	Foot of Santa Cruz Street ("Bonnie Doon")
Moffett	1905	4651 Niagara Avenue
Steinberg	1906	Newport Avenue
Mulville	1906	Del Mar Avenue at Cable Street
Phillips	1906	Brighton Avenue and Ebers Street
Colan	1907	Bought the old Corral from Thomas, had a livery stable, and lived at 1957 Bacon Street.
W.A. Thomas	1907	4986 Santa Monica Avenue
Dr. C.C. Valle	1907	Newport Avenue above Ebers Street.
McGregor	1908	Cable Street near Niagara Avenue
Charles Moore	1908	Location unknown
G.H. Johnson	1908	4984 Newport Avenue
Lucy Hoover	1908	5062 Narragansett Avenue
F.J. Peeler	1908	5067 Niagara Avenue
George Ulrich	1908	On Muir Avenue, above Sunset Cliffs Boulevard

D.C. Collier: The Father of Ocean Beach (1907-1913)

Another semi-permanent resident during this time was David Charles (D.C.) Collier Jr., son of a lawyer, judge and newspaper man who moved to San Diego with his family in 1884. At 16 years of age Collier purchased one of the first lots sold by Carlson on the oceanfront at the foot of Bacon Street and Coronado Avenue where he built a modest vacation shack. He would later expand the shack and live in it part time. By 1906 he had added a pool and some apartments and named his property Alligator Rock Lodge. After graduating law school Collier began practicing in his father's law office. Clients still feeling struggling with the economic bust often paid Collier in lots – nearly worthless at the time – in communities ranging from East San Diego to Normal Heights, North Park, Pacific Beach and Ocean Beach. Finding himself thrust into the real estate business, Collier began selling and developing lots in these communities.

Collier began his development ventures in Ocean Beach in 1907 with the filing of subdivision map 1080, Ocean Beach Extension, and map 1079, Ocean Beach Extension No. 2 on August 28, 1907. Both maps were filed at the request of Ralston Realty Company, of which Collier was president; however ownership is listed as Point Loma Syndicate (D.C. Collier, President) and Abstract Title and Trust Company of San Diego, respectively. Ocean Beach Extension was bounded by the Pacific Ocean on the west, Brighton Avenue to the south, Abbot Street to the east, and included the lots on the north side of Long Branch Avenue to the north. The block numbers, 85 and 86, picked up where Carlson's Ocean Beach subdivision left off. A "Park and Children's Playground" measuring roughly 180 feet by 351 feet is shown on the block east of Spray Street, and is the first park land specifically identified and set aside on a subdivision map in Ocean Beach. Immediately to the west, Ocean Beach Extension No. 2 was bounded by Abbot Street on the west, Brighton Avenue to the South, and included the lots on the east side of Bacon Street to the east as well as the lots on the north side of Long Branch Avenue to the north. Block numbering continued with 87, 88 and 89. Full blocks in both subdivisions measured roughly 215 feet wide by 600 feet long with 15 foot alleys running west to east and an average lot size of 40 feet wide by 100 feet deep. It is unclear why Collier chose to deviate from the 25 foot wide lot standard established by Carlson which he would apply to his next and much larger subdivision, Ocean Beach Park.

The subdivision map for Ocean Beach Park, map 1167, was filed around February 1909 by Union Title and Trust Company, the managing agent for Collier's Ocean Beach Park Syndicate. The subdivision was bounded by a line drawn 96 feet east of Bacon Street on its west side; Brighton Avenue to the south; the properties on the east side of Froude Street, then jogging over to Seaside Street on the east; and included the properties on the north side of West Point Loma Boulevard to the north. Blocks were numbered one through twenty-nine and measured generally 215 feet wide by 600 feet long, with some irregular blocks. Lots measured 25 feet wide by 100 feet deep on average. Alleys ran west to east and measured 15 feet wide. Collier maintained the 60 foot width of the north/south Streets established by Carlson; but established significantly narrower west/east Avenues which measured only 50 feet wide, with the exception of Voltaire Street and West Point Loma Boulevard which measured 80 feet wide. The configuration of Collier's Ocean Beach Extension No. 2 resulted in the interruption of Long Branch Avenue just east of Bacon Street by lots 3 and 4 of block 89. The City of San Diego purchased the blocks in 1914 to connect the two sections of Long Branch, but the work would not be completed for years. In August of 1909 Collier filed subdivision map 1217, Ocean Beach Park Annex, which reconfigured and lengthened some of the lots in blocks 28 and 29 of the Ocean Beach Park subdivision, along the north side of West Point Loma Boulevard.

Collier understood that as a developer he would need to provide significant improvements to entice buyers to his new subdivision and establish a viable neighborhood. Improvements completed by Collier would include grading of streets, installation of water, gas and electricity infrastructure, a functional streetcar line, and a two-room schoolhouse. On February 15, 1909 Collier's Syndicate petitioned the City of San Diego to allow them to lay 20,000 linear feet of two-inch water pipe through Ocean Beach Park, connected to the City's water main located at the southeasterly portion of Pueblo Lot 207. The water lines would run down the east/west streets, connecting with a north/south line running down Seaside and Froude Streets. On March 1st, the Syndicate petitioned the City to have the city engineer establish and stake the route where the water pipe would be laid, noting that grading would be required to complete the work and that ten houses were to begin construction within the next sixty days. Then on December 17, 1909 the Syndicate petitioned the City once again, this time for permission to grade Lotus, Green, Larkspur, Castellar, West Point Loma Boulevard, and portions of Froude, Ebers and Sunset Cliffs Boulevard by private contract.

Collier submitted plans for his streetcar, the Point Loma Railroad, to the City on May 18, 1909. Covering much the same ground as Carlson's failed Ocean Beach Railway, the Point Loma Railroad ran from Old Town and Middletown down Rosecrans, then headed northwest up McCaulay Street through Wabaska Canyon (now Nimitz Boulevard) to Tennyson Street and Wabaska Drive, then continuing northwest on Voltaire Street to Bacon Street where it turned south down Bacon Street to Santa Cruz Avenue. The line would later be extended up Santa Cruz to Sunset Cliffs Boulevard; and then extended again to Guizot Street, southeast to Santa Barbara and Orchard Avenue to the station at Catalina, then back north to Voltaire, forming a loop. Collier sold the Point Loma Railroad to John D. Spreckels not long after completion. Collier also constructed a two-room schoolhouse at Sunset Cliffs Boulevard and Santa Monica Avenue in 1908. Although not located within his own subdivisions, the school was centrally located within the overall Ocean Beach community. Some residents at the time felt that the school was too far from the recent improvements. Initial enrollment was very low, with only 35 students in 1910-11. Grades 1 through 8 were taught in one room, and upper grades in the other. Collier's investments and efforts to lay the foundation of a community were fruitful. Completion of the streetcar line resulted in a flurry of lot sales, with at least one source recalling as many as 100 houses completed by 1910, and served by seven established businesses.

The last new subdivision filed completely within the limits of the current Ocean Beach Planning Area was Ocean Bay Beach, map 1189, filed by Willson Chamberlain on June 22, 1909. Ocean Bay Beach was bounded by Mission Bay on the north, the Pacific Ocean on the west, Ocean Beach Extension and Ocean Beach Extension No. 2 to the south, and included the properties on the east side of Bacon Street to the east. Block numbers resumed where Ocean Beach Extension No. 2 left off, and numbered from 90 to 103. Block and lot configurations generally mirrored that of Collier's Ocean Beach Park – blocks 215 feet wide by 600 feet long, some irregular, with lots 25 feet wide by 100 feet deep on average. Alleys ran west to east and measured 15 feet wide. Street names and widths took their cue from the surrounding established subdivisions, the one exception being Chamberlain Court, a 150 foot long street shoehorned between blocks 100 and 101. The intersection of Chamberlain's subdivision with Collier's two Ocean Beach Extension subdivisions resulted in the only two substantial blocks in Ocean Beach which lack an alley – blocks 86/91 and 87/92 between Muir Avenue and Long Branch and West Point Loma and Bacon Street. Chamberlain constructed a plunge or "bathing pavilion" on the sand at the foot of Voltaire and his own home on lower West Point Loma Boulevard in 1908.

The Height of the Resort Era (1913-1930)

In 1913, in an effort to promote Ocean Beach as a resort town and weekend destination, Chamberlain and his business associates at the Ocean Bay Beach Company built Wonderland Park, San Diego's first large amusement park on the site of Chamberlain's soon-to-be-demolished bathing pavilion. Covering 8 paved acres at the foot of Voltaire Street with a grand entrance accented by two white towers and 22,000 lights, Wonderland boasted the largest roller coaster on the coast; a casino that included a large dance pavilion and a café that could seat 650 for dinner; a zoo containing monkeys, lions and bears; and over 40 attractions, including a giant water slide. The park was wildly successful, bringing an estimated 35,000 visitors to Ocean Beach on the first day of operation alone. Visitors to Wonderland and Ocean Beach strolled down the boardwalk to the cliffs, stopping at the various concession stands along the way. Increased popularity and development brought additional improvements for Ocean Beach, including finish grading of streets in the original Ocean Beach subdivision and the installation of a sewer system in 1913-1914. Following a tragic incident in 1913 in which 13 swimmers in the water off of Ocean Beach drowned, the City established the first lifeguard service consisting of three lifeguards attached to the Police Department who were assigned to guard the beaches around Wonderland Park. In 1914 Fire Station No. 15 was constructed on the north side of Newport Avenue near Cable Street. The Fire Station was a two-story Mission Revival style structure that cantilevered over the sidewalk on a large low-point stucco arch support. (Fire Station 15 was relocated to its current site at 4711 Voltaire Street in 1949 and the original station was subsequently demolished.) A small store-front branch of the library opened on Abbott Street in 1916.

By 1915 Wonderland's immense popularity was overshadowed by the Panama-California Exposition, headed by Director-General D.C. Collier. In 1916 a flood irreparably damaged the roller coaster, dealing a harsh blow to the struggling amusement park, which would close its doors shortly thereafter. Ocean Beach, however, continued to thrive. Extremely popular with weekend visitors, the boardwalk and beaches continued to bustle with activity, especially at the foot of Newport Avenue where local businessmen catered to those seeking recreation, leisure and social activity. R.G. Vallin had opened a popular dance hall in 1910-11 at the foot of Newport Avenue. William (Bill) Benbough opened his own dance hall in 1916-17 at the corner of Santa Monica Avenue and Abbott Street. He converted it to a skating rink a few years later and opened the Ocean Beach Dancing Pavilion, a large mission-style ballroom that dominated the beach front at the foot of Newport Avenue in 1918 – the same year that O.F. Davis built a merry-go-round at the foot of Santa Monica Avenue. In 1919 William Dougherty built the Silver Spray Apartments and the Silver Spray Plunge, a warm salt-water pool on the rocks just above the foot of Narragansett Avenue. The plunge was very popular with local swimmers, divers and swimming clubs who used the pool for practice.

By this time the social dynamic in Ocean Beach was changing. Young people were no longer visiting with their families, but with friends instead. Groups of friends would gather and enjoy the seaside amenities at Ocean Beach, play the ukulele and sing songs, and have a hamburger at Mac's on Abbot and Newport. The surfing culture, initially limited to boys and young men who would lie on the boards and ride them in, began to take off in 1916 when Duke Kahanamoku of Hawaii exhibited his considerable skill riding the board while standing. Local swimming instructor and lifeguard George Freeth, also from Hawaii, became the local surfing expert and instructor. In 1926, Ocean Beach resident Faye Baird would become, by some accounts, San Diego's first female surfer.

The first church in Ocean Beach was located in a tent in the heart of activity at the foot of Newport Avenue. The Union church eventually moved to a permanent redwood structure on the north side of Santa Monica Avenue 200 feet west of Sunset Cliffs Boulevard, made possible in part by funding from the Congregationalists. The Union Congregationalist Church remained in that location until 1928, when they sold their lot to the library and their membership dissolved. The building was given to the Ocean Beach School, who relocated it to their site and used it for classrooms until 1944, when it was donated to the Ocean Beach Women’s Club and relocated to its present site at the southwest corner of Muir Avenue and Bacon Street for their club. The location of the Union Congregationalist Church near Santa Monica and Sunset Cliffs Boulevard provided an anchor which drew other churches, including The Sacred Heart, Ocean Beach First Baptist, Holy Trinity Episcopal Church, and Bethany Lutheran Church, all of which would locate their congregations within a three block area along Sunset Cliffs Boulevard between Santa Monica and Brighton Avenues. A summary of the churches found in Ocean Beach, as well as their construction date and location, can be found in Table C.2 on the following page.

Table C.2 CHURCHES IN OCEAN BEACH

Church	Date Built	Location	Status
Union Congregational Church	1914	The north side of Santa Monica Ave, 200 feet west of Sunset Cliffs Blvd	EXTANT Given to the Ocean Beach School in 1929 and relocated to 4719 Santa Monica Avenue. Given to the Women’s Club in 1944 and relocated to the southwest corner of Muir Avenue and Bacon Street, where it currently sits.
Sacred Heart Church	pre-1921	The NW corner of Sunset Cliffs Blvd and Santa Monica Ave	DEMOLISHED Relocated to NE corner of Sunset Cliffs Blvd and Saratoga Ave in 1923. Demolished to make way for the new church.
	circa 1931	The NE corner of Sunset Cliffs Blvd and Saratoga Ave	EXTANT (in-situ)
Ocean Beach First Baptist Church	1922	The NE corner of Sunset Cliffs Blvd and Santa Monica Ave	EXTANT (in-situ)
Holy Trinity Episcopal Church	1925	The SE corner of Sunset Cliffs Blvd and Brighton Ave	EXTANT (in-situ)
Point Loma United Methodist Church	1930	The SW corner of Sunset Cliffs Blvd and Saratoga Ave	EXTANT (in-situ)
Elim Gospel Mission (Elim Assembly of God)	circa 1930	The NE corner of Ebers Street and Cape May Ave	EXTANT (in-situ), remodeled

Bethany Lutheran Church	1936		DEMOLISHED
	1960	The NE corner of Sunset Cliffs Blvd and Cape May Ave	EXTANT (in-situ)

Review of the 1921 Sanborn Maps reveal the development patterns and land uses that developed in Ocean Beach during the first quarter of the twentieth century. Development was most dense to the north in Collier's improved Ocean Beach Park subdivision and along the coast. Small dwelling units, generally set toward the front of the lot, are scattered with the greatest intensity in the areas closest to the streetcar line, specifically, Voltaire Street, Muir Avenue, Long Branch Avenue and Brighton Avenue between Bacon and Ebers Streets. Some apartments, lodging and multiple detached dwellings are located in this area, but no commercial uses, which are found nearly exclusively along Newport Avenue. These uses included a post office, drug store, bakery, hardware and feed store, two auto garages, and a laundry on Niagara. Development consisting of multiple units, either attached or detached, was located in the greatest concentration closer to the coast and along streets south of Saratoga Avenue. The school and local churches were located near the geographic center of the community at Sunset Cliffs and Santa Monica, but were still remote for many members of the community.

A lodging house was located on the south side of Newport roughly mid-block between Bacon and Cable Streets. Built circa 1900, the Newport Hotel (originally the Pearl Hotel) is reportedly the oldest remaining hotel in Ocean Beach, and is currently home to the Ocean Beach International Hostel. Recreational and entertainment uses, including the aforementioned dancing pavilions and bath houses were located along the coast. The first theater in Ocean Beach, built in 1913 by Joseph H. James, was a small movie house called the Ocean Theatre and was located on the south side of Newport not far from Benbough's dance pavilion. James sold the theater in 1921 to Raymond Ericsson, who, after several years running the Ocean Theatre, decided to build a new theater with modern features. In 1925 he built the Strand Theater, a Mission Revival style structure on the north side of Newport Avenue roughly one block to the east. The Strand became an important landmark in the community and spurred additional growth along Newport Avenue.

The hillsides to the east were very sparsely developed, particularly east of Ebers Street, which was not mapped by the Sanborn Fire Insurance Company in 1921. Construction up to this point was a combination of the simply constructed vacation cottages described earlier, as well as more substantial cottage development intended for permanent residence. These homes typically had foundation walls, stucco siding or a wood shingle exterior, full lath and plaster interior partitions, service porches, closets, gas floor furnaces and fireplaces. Most homes prior to the mid-1920's were designed in the Craftsman style or a vernacular variant. Modest Spanish Revival style bungalows emerge in the mid-1920's as the popularity of the style increased following the 1915 Exposition. Larger estate homes were located at the top of the hill, outside of the Ocean Beach subdivision and the current Ocean Beach Planning Area.

Another feature of note on the 1921 Sanborn Map is a wooden bridge to Mission Beach extending north off of West Point Loma Boulevard between Abbott and Bacon Streets. The bridge was built in 1915 by the Bay Shore Railroad Company to provide access to and promotion of the new subdivision of Mission Beach. The 1,500 foot long bridge connected to the southern tip of Mission Beach. At 50 feet wide, the bridge carried a trolley line, two lanes of vehicular traffic, and a sidewalk on each side for pedestrians and those wanting to spend an afternoon fishing in Mission Bay. The popularity of the new resort town to the north eventually drew visitors away from Ocean Beach when Mission Beach’s Belmont Amusement Park was completed in 1925. By 1930 Ocean Beach’s “resort” era was over, but the foundation had been laid for rather self-sufficient neighborhood with a distinct sense of place.

Ocean Beach: The Community (1930-Present)

Transition to Community (1930-1945)

By the late 1920’s Ocean Beach had begun the transition from a seaside resort to a community. The local silent theater had been replaced with the new Strand Theater. Street paving began in the mid-1920’s and would continue through the end of the decade. In 1926 Albert G. Spalding subdivided his land at the southern end of Ocean Beach and named it Sunset Cliffs (map no. 1889). (This context shall reference this significant subdivision only in passing, as the vast majority of it is located within the Peninsula Community Planning Area, with only the northernmost portion located in the Ocean Beach Planning Area.) In 1928 the current Ocean Beach Branch Library opened on the southwest corner of Santa Monica Avenue and Sunset Cliffs Boulevard. Local clubs and social organizations, such as the Ocean Beach Women’s Club and the Tuesday Club helped to foster a sense of community. The local Chamber of Commerce promoted local businesses and provided support. In 1930 the Ocean Beach Lighting District was formed and decorative street lights were installed. Plans of Lighting District No. 1 called for 128 lamps, as detailed in Table C.3 on the following page.

Table C.3 OCEAN BEACH LIGHTING DISTRICT NO. 1

Street	Bounded By	Lamp Type
Abbott Street	Newport Avenue & West Point Loma Blvd	Union Metal No. 883
Newport Avenue	Abbott Street & Sunset Cliffs Blvd	GE Marbellite No. 1110
Santa Monica Avenue	Abbott Street & Bacon Street	GE Marbellite No. 1110
Voltaire Street	Abbott Street & Froude Street	GE Marbellite No. 1900
Bacon Street (SW side)	Newport Avenue & Santa Monica Avenue	GE Marbellite No. 1110

Also in 1930, the first zoning maps and regulations were established in the City. Zoning in Ocean Beach was divided into three residential zones of varying density and a commercial zone. The commercial zones (C) were identified in three separate locations and resulted in three separate commercial districts. The first was located along Voltaire Street from roughly Sunset Cliffs Blvd to Abbott Street, and along Abbott Street from Muir Avenue north along West Point Loma Boulevard down Bacon Street just past Muir Avenue. The second was located down Newport Avenue from Sunset Cliffs Blvd to the ocean, down Santa Monica Avenue and Niagara Avenue from Bacon Street to the ocean, and along Sunset Cliffs Boulevard from Newport Avenue to Narragansett Avenue. The third commercial district

was a small strip along Point Loma Avenue between Ebers Street and Sunset Cliffs Boulevard. High density residential zones (R-4) were located generally west of Sunset Cliffs Boulevard and low density residential zones (R-2 and R-1) were located generally east of Sunset Cliffs Boulevard. Although City-wide zones have changed and expanded over the years, the land use designations and allowable residential density have remained relatively unaltered in Ocean Beach since the first zoning action, which is reflected in the development patterns in Ocean Beach.

The Great Depression brought development in Ocean Beach and San Diego as a whole to a crawl. Local merchants extended credit to struggling residents in the tight-knit community. Little new development occurred during this time. Development which did occur expressed a more contemporary design aesthetic in the Streamline Moderne and Minimal Traditional styles. These styles, with their sleek, simple styling and minimalist use of traditional design elements were well suited to the lean times of the Depression and World War II. In 1938-39, with great opposition from the community, streetcar service through Ocean Beach was discontinued in favor of bus service. Decommissioned streetcars were sometimes salvaged and reused as housing within the community.

Post-War Development (1945-1970)

The population and development in Ocean Beach exploded in the wake of the World War II. Between 1940 and 1950 the population of Ocean Beach doubled from 12,500 to 25,000 as military personnel, the wartime civilian workforce, and later returning GIs and their families flooded the community. Single family housing and low residential multi-family housing began to fill the once-sparse hillside. Areas west of Sunset Cliffs Boulevard with higher land values and residential density allowances developed and redeveloped with more dense multi-family housing developments consisting of apartment courts and the now-ubiquitous “6-pack” and “8-pack” apartments.

Stylistically, residential development transitioned from Minimal Traditional to Contemporary, Post and Beam, and Ranch styles. Single family homes were typically one story with a small footprint characteristic of development throughout Ocean Beach’s history. Multi-family development, especially the higher density multi-family development west of Sunset Cliffs Boulevard, was typically two stories and deviated from the small scale residential development which had characterized Ocean Beach prior to the War. The building footprint covered much of the lot, and in a number of cases spanned two or more lots. With the end of trolley service to Ocean Beach and the ever increasing popularity of the car, multi-family housing development began to incorporate parking into the site design.

By the early post-War period the bath houses and dance halls along the coast were gone, replaced by store fronts and lodging. The Ocean Beach Recreation Center, designed by William Templeton Johnson and Harold Abrams, was built across from the school on Santa Monica Avenue in 1945. Commercial development along Newport Avenue intensified to serve the growing resident population. New buildings were added and older buildings updated to reflect post-War styles. The City began paving the alleys through Ocean Beach in 1940 and would continue through the 1960s. The wood fishing bridge connecting Ocean Beach to Mission Beach was permanently closed in 1950 and demolished the following year, to be replaced by a new bridge one half mile to the east. Upset residents petitioned the City to keep the bridge, but were promised instead that a new fishing pier would be constructed. It eventually was built 15 years later at the foot of Niagara Avenue.

The dredging of Mission Bay and the re-routing of streets required by the construction of Interstate 5 in the 1950s began to isolate Ocean Beach once again. Many Ocean Beach residents appreciated this isolation, which protected the unique character of the community. This same isolation and relative inaccessibility attracted the “hippie element” during the 1960s which evolved into an independently-minded entrepreneurial business community of co-ops and home-grown businesses in the 1970s. By the 1980s many of these independent businesses along Newport Avenue struggled to compete with chain stores in surrounding communities. As variety, clothing and department stores closed, antique stores began moving in to the vacant storefronts, creating a unique shopping experience along Newport Avenue which continues to thrive.

In 1972, voters in the City of San Diego passed Proposition D, which limited the height of new structures in the coastal zone west of Interstate 5 (excluding Downtown and Little Italy) to not more than 30 feet. The ballot language in favor of Proposition D stated that the intended purpose of the proposition was to preserve “the unique and beautiful character of the coastal zone of San Diego,” and prohibited buildings that obstructed “ocean breezes, sky and sunshine.” The passage of Proposition D was instrumental in protecting San Diego’s coastal communities from over-development and helped to preserve the small scale seaside character of Ocean Beach.

Property Types and Themes

Ocean Beach contains a variety of property types and architectural styles reflecting the significant themes and associated periods of development in the community. Identified themes discussed in the context statement include:

- Resort Town (1887-1930)
 - » Carlson and Higgins (1887-1890)
 - » Quiet Years (1890-1907)
 - » D.C. Collier (1907-1913)
 - » Height of the Resort Era (1913-1930)
- Ocean Beach, The Community (1930–Present)
 - » Transition to Community (1930-1945)
 - » Post-War Development (1945-1970)

Residential structures are the most prevalent structure types, with low-density development located on the hillside east of Sunset Cliffs Boulevard and higher-density development located west of Sunset Cliffs Boulevard. Commercial development is located primarily along three locations at Voltaire Street, Newport Avenue and Point Loma Avenue. Institutional uses, such as schools, churches and government buildings are generally grouped along Sunset Cliffs Boulevard. Architectural styles vary and transition from simple vernacular shacks and tents in the earliest period of development, to Craftsman and Spanish Revival style buildings during the first third of the twentieth century, to Streamline Moderne and Minimal Traditional styles during the Depression and World War II years, and finally Contemporary, Post and Beam, and Ranch styles in the post-War Period through 1970. Each of these property types is discussed in greater detail, including eligibility criteria and integrity thresholds, in the following sections. A summary of the character defining features of each of these styles is found in Table C.4 below.

Table C.4 Summary of Character Defining Features

Style/Type	Period	Character Defining Features
Vernacular Shacks	1887-1915	<ul style="list-style-type: none"> » Single wall board and batten construction; » 400 to 600 square feet in size; » Pier and post foundation; » Minimal interior amenities; and may also include » Front porches; and » Garages off the alleys.
Vernacular Tents	1887-1915	<ul style="list-style-type: none"> » Canvas stretched over a wooden frame; » Gable roof; » Windows; and may also include » Front porch
Craftsman	1905-1930	<ul style="list-style-type: none"> » Gabled roofs; » Overhanging eaves with exposed rafter tails (clipped or boxed eaves are less common); » Wood siding in shingle or lap form; and » Windows are typically simple one-over-one single or double-hung wood windows and casement windows, although multi-lite windows may be present.
Spanish Revival	1915-1940	<ul style="list-style-type: none"> » Flat roofs with simple parapets or gabled clay tile roofs (or a combination of both); » Stucco walls; and » Windows are typically one-over-one single or double-hung wood windows and casement windows, although multi-lite windows may be present.

Streamline Moderne	1925-1950	<ul style="list-style-type: none"> » Flat roofs with coping or a flat parapet; » Asymmetrical façade; » Horizontal massing and emphasis; » Smooth stucco or concrete exterior finish; » Horizontal accents; » Restrained detailing; and may also include » Curved building corners; » Curved horizontal railings, overhangs, & coping with horizontal projections above doorways & at the cornice; » Steel sash windows; » Corner windows; » Glass block; and » Round "porthole" windows.
Minimal Traditional	1935-1955	<ul style="list-style-type: none"> » Compact size, which is usually single story; » Low-pitch gabled or hipped roofs with shallow overhangs; » Simplified details of limited extent, reflecting traditional or moderne themes; » Use of traditional building materials; and may also include » Simple floor plan with minimal corners; » Small front porches; » Modestly sized wood framed windows; and » Detached or attached front-facing garages.
Style/Type	Period	Character Defining Features
Contemporary	1955-1965	<ul style="list-style-type: none"> » Strong roof forms, typically with deep overhangs; 0 » Large windows, often aluminum framed; » Non-traditional exterior finishes such as vertical wood siding, concrete block, stucco, flagstone and mullion-free glass; and may also include » Angular massing; » Sun shades, screens or shadow block accents; » Attached garages or carports; » Split-level design; » Horizontally oriented commercial buildings; » Distinctive triangular, parabolic or arched forms; » "Eyebrow" overhangs on commercial buildings; and » Integrated, stylized signage on commercial buildings.

Post and Beam	1950-1970	<ul style="list-style-type: none"> » Direct expression of the structural system; » Horizontal massing; » Flat or shallow pitch roofs; » Floor-to-ceiling glass; and may also include » Repetitive façade geometry; » Minimal use of solid load bearing walls; » Absence of applied decoration; » Strong interior/exterior connections; » Open interior floor plans; and » Exterior finish materials of wood, steel and glass.
Ranch	1950-1975	<ul style="list-style-type: none"> » Horizontal massing, usually single-story; » Low sloped gabled roofs with deep overhangs; and may also include » Attached carports or garages; » Traditional details such as wood shutters, wood windows, and wide brick or stone chimneys; and » Traditional building materials such as wood shingle roofing, wood siding, brick, stucco and stone.

Residential

Residential development will include a range of building types and configurations – from small single wall shacks to framed bungalows, duplexes, bungalow courts, “6 pack” and “8 pack” apartments and larger apartment buildings. These buildings will reflect the same stylistic trends as commercial and institutional development, including vernacular, Craftsman, Spanish Revival, Streamline Moderne, Minimal Traditional, Contemporary, Post and Beam, and Ranch styles.

The earliest residential development is somewhat scattered, as indicated in the list of early settlers in Table 3. Development following Collier’s subdivision and improvements was generally clustered within those improved areas near transit. However, by 1921 residential development was dispersed throughout Ocean Beach, primarily west of Sunset Cliffs Boulevard with some low-density development on the hillside. Build-out of the community occurred during the post-War years, at which time empty lots on the hillside were in-filled with low-density residential development and areas west of Sunset Cliffs were developed and redeveloped with higher density residential development.

HRB designation Criteria most likely applicable to residential buildings eligible for individual listing are HRB Criterion A as a special element of the neighborhood’s development, Criterion B for an association with a historically significant individual, Criterion C as an architecturally significant structure, and Criterion D as a notable work of a Master Architect or Master Builder. To be eligible for individual listing

a building must retain a majority of its character-defining features and elements. Properties significant under HRB Criterion A may still be eligible for listing with less of the historic fabric and features intact, provided that it retains sufficient integrity related to the resource's significance in the development of the community. Similarly, properties significant under HRB Criterion B may still be eligible for listing with less of the historic fabric and features intact, provided that it retains sufficient integrity of association with the historically significant individual. Residential cottage and bungalow buildings may also be eligible under HRB Criterion F as a contributing resource to the Ocean Beach Cottage District, provided that the property falls within the period of significance (1887-1931). Properties significant under HRB Criterion F as a contributing resource need not be individually significant nor retain all of their original elements. However, the property must retain sufficient integrity to convey the significance of the District.

Single Family

The earliest residential development pre-dating Collier's subdivision activities in 1907 would consist primarily of vernacular vacation shacks and some single family housing, including tent houses. Some vacation shacks may still be extant and may have been retrofitted with more substantial framing. Tent houses will no longer be present in their original configuration, but may have been retrofitted to accommodate permanent residency.

Residential development following 1907 and prior to 1930 began to shift from vacation rentals to primary residences. These homes typically had foundation walls, stucco siding or a wood shingle exterior, full lath and plaster interior partitions, service porches, closets, gas floor furnaces and fireplaces. Most homes prior to the mid-1920s were designed in the Craftsman style or a vernacular variant. Modest Spanish Revival style bungalows emerge in the mid-1920s as the popularity of the style increased following the 1915 Exposition.

Residential development during the Depression expressed a more contemporary design aesthetic in the Streamline Moderne and Minimal Traditional styles. These styles, with their sleek, simple styling and minimalist use of traditional design elements were well suited to the lean times of the Depression and World War II. Residential Development following World War II transitioned from Minimal Traditional to Contemporary, Post and Beam, and Ranch styles. Single family homes throughout these development periods were typically one story with a small footprint. East of Sunset Cliffs Boulevard the underlying 25 foot lots were often combined into 50 foot wide lot developments, while single family residential development to the west of Sunset Cliffs Boulevard can be found on lots measuring both 25 feet and 50 feet.

Multi-Family

Early multi-family development consisted primarily of clustered shack and cottage developments. Multi-family residential examples of Craftsman, Spanish Revival, Streamline Moderne and Minimal Traditional architecture may be found in duplex and bungalow or apartment court configurations and will typically be single story, although some two story examples may be found. Many of these developments have a central courtyard component, although they may not reflect traditional bungalow courtyard configurations. Duplex units, either attached or detached, are prevalent throughout the community.

World War II and Post-War multi-family residential structures were developed at a greater intensity. The building footprint covered much of the lot (or more than one lot) and almost always incorporated two

stories. These larger apartment court, “6-pack” and “8-pack” apartment buildings are located west of Sunset Cliffs Boulevard and in a number of cases replaced older development. In response to the increasing popularity of the car and the elimination of the trolley line, on-site parking was incorporated into most post-War multi-family developments.

Commercial

Commercial development in Ocean Beach reflects the resort town and small community character of the Planning Area. Commercial development will include visitor and resident-serving commercial structures such as shops, restaurants and offices; hotels and other lodging catering to visitors; and entertainment venues such as theaters, dance halls, skating rinks, and swimming pools. These buildings will reflect the same stylistic trends as residential and institutional development, including vernacular, Craftsman, Spanish Revival, Streamline Moderne, Minimal Traditional, Contemporary, Post and Beam, and Ranch styles.

Commercial areas are found primarily in three locations: to the north along Voltaire Street between Abbott Street and Sunset Cliffs Boulevard (including the blocks immediately north and south of Voltaire Street on Abbott Street, Bacon Street and Sunset Cliffs Boulevard); in the center of the community down Newport Street from the beach to Sunset Cliffs Boulevard, as well as portions of Santa Monica Avenue and Niagara Avenue generally west of Bacon Street; and to the south along Point Loma Boulevard from the beach to Ebers Street. Retail, office and entertainment uses are found primarily in these areas. Hotels and lodging are also located in the core commercial areas and scattered throughout the community west of Sunset Cliffs Boulevard and especially near the shore.

HRB designation Criteria most likely applicable to commercial buildings eligible for individual listing are HRB Criterion A as a special element of the neighborhood’s development, Criterion C as an architecturally significant structure, and Criterion D as a notable work of a Master Architect or Master Builder. To be eligible for individual listing a building must retain a majority of its character-defining features and elements. Properties significant under HRB Criterion A may still be eligible for listing with less of the historic fabric and features intact, provided that it retains sufficient integrity related to the resource’s significance in the development of the community. Commercial buildings may also be eligible under HRB Criterion F as a contributing resource to the Ocean Beach Cottage District, provided that the property falls within the period of significance (1887-1931) and is directly tied to the historic context and significance of the District in an important way. It is also recommended that the commercial areas be intensely surveyed to determine whether or not a commercial historic district may be present at one or more of the commercial areas. Properties significant under HRB Criterion F as a contributing resource need not be individually significant nor retain all of their original elements. However, the property must retain sufficient integrity to convey the significance of the District.

Retail and Office

Retail and office buildings can be found throughout the Planning Area, but are located primarily along Voltaire Street, Newport Avenue area, and Point Loma Boulevard. There are no retail or office buildings currently designated. Retail and office buildings are typically smaller one or two story buildings on 25-foot wide lots, but some are built across two or more lots. Typically, those spanning more than one lot were built or expanded in the post-War period. Retail and office buildings are commonly either wood frame construction or masonry construction. Pre-War and a number of post-War retail and office buildings are sited immediately adjacent to the sidewalk, while other post-War retail and office buildings are set back from the sidewalk with parking provided in front of the building. Due to

the ever-changing nature of retail and office buildings, alterations to storefronts and fenestration to accommodate new tenants are likely to have occurred. Such changes should not preclude designation, especially in a district context. However, properties evaluated for individual significance, particularly under HRB Criteria C and D, must still retain sufficient integrity to convey the style and/or significant association.

Hotels and Lodging

Hotels and lodging within Ocean Beach date back to the earliest development in the Planning Area and the construction of Cliff House. Other lodging and accommodations followed, including the Pearl Hotel (1900) on Newport Avenue which is reportedly the oldest remaining hotel in Ocean Beach and now home to the Ocean Beach International Hostel. Hotel and lodging uses are scattered in the area west of Sunset Cliffs Boulevard and concentrated to some degree along commercial and coastal areas. Early hotels and lodging generally consisted of two story buildings built across one or two lots. Many of the small vacation shacks and tents were also available for rent, and are similarly found along commercial areas, coastal areas and transportation routes. Post-War hotels and lodging were larger and located at prime coastal locations, including the Ocean Villa Hotel at the foot of Voltaire Street on the former Wonderland Park site, and the San Vincente Inn Hotel (now the Ocean Beach Hotel) at the foot of Newport Avenue.

Entertainment

As a seaside resort town, Ocean Beach was home to a number of dance halls, bathing houses, skating rinks, theaters, and even an amusement park. As visitors were drawn away to new resort areas and attractions such as Mission Beach, the Planning Area transitioned to a more traditional community with fewer entertainment venues. The Wonderland amusement park at the foot of Voltaire Street closed its doors shortly after a flood severely damaged the roller coaster in 1916. Only a closed dance hall and a vacant building remain at the Wonderland Park site on the 1921 Sanborn Map, with all remnants of the park gone by the time the 1950 map was prepared. R.G. Vallin's 1910 dance hall at the foot of Newport Avenue is not present on the 1921 Sanborn Map. William Benbough's 1918 Ocean Beach Dancing Pavilion, also at the foot of Newport, is seen on the 1921 map, as is his 1916 dance hall at the southeast corner of Santa Monica and Abbott Street, which he had converted to a skating rink. The 1916 building is no longer present on the 1950 Sanborn Map. The Ocean Beach Dancing Pavilion is present on the 1950 map, but was also converted to a skating rink. The Pavilion was demolished and replaced by parking (the current use) by the time the 1956 map was prepared.

The 1921 Sanborn Map also shows a bath house on the west side of Abbott Street between Santa Monica and Newport Avenues and the Silver Spray Plunge on the bluffs just north of Narragansett. The bath house is gone by the publication of the 1950 map and the Silver Spray Plunge by the 1956 map. The merry-go-round built by O.F. Davis in 1918 at the northwest corner of Santa Monica Avenue and Abbott Street was briefly considered for reuse as a recreation center before the current recreation center was built in 1945. The merry-go-round was demolished sometime after the publication of the 1956 Sanborn Map and has been replaced with parking. The 1956 map also shows the presence of a bowling alley at the southeast corner of Santa Monica Avenue and Bacon Streets which is not present on the 1950 Sanborn Map. This building remains, but no longer serves as a bowling alley. The significance and integrity of the building has not yet been evaluated.

Theaters readily served visitors and residents alike, and appear to be one of the few entertainment venues remaining, although they have been converted to new uses. The 1921 Sanborn Map shows the location of the Ocean Theatre, labeled as “Moving Pictures”, at 5051 Newport Avenue. By 1950 the theater had been converted to a store and the address changed to 5049 Newport Avenue. A building with a similar footprint remains at this location today and serves as a restaurant. No clear evidence of a theater use remains, and the significance and level of integrity has not been evaluated. In 1925 the Ocean Theatre was replaced by the Strand Theater, a Mission Revival style structure on the north side of Newport Avenue roughly one block to the east. The Strand became an important landmark in the community and spurred additional growth along Newport Avenue. The building has undergone several modifications over the years, but was nonetheless designated as Historic Resource Site #561 for its importance to the Ocean Beach community as well as the Ocean Beach Cottage Emerging Historical District. The building has been adaptively reused and currently serves as retail space.

Based on available information, it is not expected that many entertainment venues are extant. The existing buildings at the sites of the former Ocean Theater and bowling alley should be evaluated for significance and integrity. The HRB designation Criterion most likely applicable to these buildings is HRB Criterion A for significance within the development of the community. However, this determination cannot be made without an intensive level evaluation.

Institutional

As a seaside resort community, Ocean Beach contains smaller community serving institutional buildings. These include a library, school, recreation center, fire, police and lifeguard stations, a post office and churches. These buildings will reflect the same stylistic trends as residential and commercial development, including vernacular, Craftsman, Spanish Revival, Streamline Moderne, Minimal Traditional, Contemporary, Post and Beam, and Ranch styles. Institutional uses are generally concentrated around the area of Sunset Cliffs Boulevard and Santa Monica Avenue.

HRB designation Criteria most likely applicable to institutional buildings eligible for individual listing are HRB Criterion A as a special element of the neighborhood’s development, Criterion C as an architecturally significant structure, and Criterion D as a notable work of a Master Architect or Master Builder. To be eligible for individual listing a building must retain a majority of its character-defining features and elements. Properties significant under HRB Criterion A may still be eligible for listing with less of the historic fabric and features intact, provided that it retains sufficient integrity related to the resource’s significance in the development of the community. Institutional buildings may also be eligible under HRB Criterion F as a contributing resource to the Ocean Beach Cottage District, provided that the property falls within the period of significance (1887-1931) and is directly tied to the historic context and significance of the District in an important way. Properties significant under HRB Criterion F as a contributing resource need not be individually significant nor retain all of their original elements. However, the property must retain sufficient integrity to convey the significance of the District.

Government

The original Fire Station No. 15 built in 1914 in the Mission Revival style on the north side of Newport Avenue near Cable Street was demolished after the fire station was relocated in 1949. The new fire station is located at 4711 Voltaire Street, near the northeast edge of the Planning Area. The original school built by Collier in 1908 was demolished in 1923 and replaced with the current Ocean Beach School on the same site at Sunset Cliffs Boulevard and Santa Monica Avenue. The school is designed in the Spanish Revival style and appears to retain a fairly high degree of integrity, although there have been additions of permanent and temporary buildings to the school site. The Ocean Beach Library located at 4801 Santa Monica Avenue was constructed in 1928 in a Spanish/Monterey style and is designated as Historical Resources Board Site #565 (as well as Ocean Beach Cottage Emerging Historical District Site #442-065). The Ocean Beach Recreation Center, located at 4726 Santa Monica Avenue, was designed by Master Architects William Templeton Johnson and Harold Abrams and built in 1945. The structure is an International style masonry structure and appears to retain a high degree of integrity. A small police substation and lifeguard station is present on the 1950 Sanborn Map at the foot of Santa Monica Avenue. The current lifeguard station is located at the same location (1950 Abbott Street), and may have been expanded into its current configuration. The Post Office at 4833 Santa Monica Avenue, designed in the Modernist Contemporary style, was built c.1960 according to water permit records.

Churches

Ocean Beach is home to several community-serving churches, most of which are clustered along Sunset Cliffs Boulevard between Brighton Avenue and Santa Monica Avenue. The first permanent church in Ocean Beach was a redwood structure located on the north side of Santa Monica Avenue 200 feet west of Sunset Cliffs Boulevard and was occupied by the Union Congregationalist Church. In 1928 the building was given to the Ocean Beach School, who relocated it to their site and used it for classrooms until 1944, when it was donated to the Ocean Beach Women's Club and relocated to its present site at the southwest corner of Muir Avenue and Bacon Street for their club. The building is still in use and has undergone some modifications. A summary of the churches found in Ocean Beach, as well as their construction date and location, can be found in Table 4 of the context statement.

Objects and Streetscape Features

Objects and streetscape features contribute to the historic and cultural landscape of the Ocean Beach community. These resources may include remnants of streetcar lines, including streetcars converted to housing and track buried in paving; historic light posts; sidewalk stamps, coloring and scoring related to one of the historic periods; and infrastructure projects such as the pier. Mature landscaping, especially those within the public right-of-way, also contribute to the historic streetscape and should be preserved whenever possible.

Many of the objects and streetscape features may not be eligible for individual listing. These resources will most likely be eligible for listing under Criterion F within the context of a District designation. However, the historic light posts, taken together and listed under a multiple property listing, may be eligible for designation. Many of the light posts have undergone painting and have been modified with the addition of parking signs and community identification signs and banners. These modifications are not significant and would not preclude designation.

Finally, although not addressed in detail in this context statement, resources which embody or reflect the surfing history and culture of Ocean Beach, which extends from the early part of the twentieth century through the present, may be significant and should be evaluated. This may be done on a property-by-property basis; however, development of a complete context related to the surfing culture of Ocean Beach should be undertaken to assist with the identification, evaluation and preservation of these resources.

Survey Results

Survey efforts were limited to a cursory windshield survey conducted by historical resources staff in 2007 and 2009. Staff observed early residential cottage/bungalow structures scattered throughout the Planning Area, not all of which have been evaluated for significance to the Ocean Beach Cottage Emerging Historical District. Post-World War II development is scattered throughout the community, but is found in the greatest concentrations on the hillside to the far east and south, and west of Sunset Cliffs Boulevard close to the ocean where land values and density allowances are higher. The three commercial districts appear to retain at varying degrees of integrity. Individually significant resources may be present throughout the community. Historic street lighting is extant in several locations, including Abbott Street, Newport Avenue, Santa Monica Avenue, Voltaire Street and Bacon Street, as detailed in Table 5.

Recommendations

Based on the historic context and cursory windshield survey, a complete reconnaissance survey should be completed for the Planning Area to identify more precisely the location of potentially significant historic resources. The Ocean Beach Cottage Emerging Historical District should be intensely surveyed to identify any remaining contributing resources not previously brought forward for designation. It is also recommended that the three commercial areas at Voltaire, Newport and Point Loma Avenue be intensely surveyed to determine whether or not districts may be present at these locations. Post-World War II structures should be evaluated for significance to the post-War development of Ocean Beach and for architectural significance within the City-wide Modernism Context Statement. Historic street lighting and furniture should be catalogued and preserved. A complete context related to the surfing culture of Ocean Beach should be undertaken to assist with the identification, evaluation and preservation of resources significant to that context. Lastly, it is recommended that interpretation of Ocean Beach's early resort town history be pursued in the form of interpretative signs, markers, displays, exhibits and/or printed brochures.

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