

CITY PLAN  
FOR  
SAN DIEGO  
CALIFORNIA



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••• [ 1926 ] •••

*A Comprehensive City Plan*  
FOR  
*San Diego, California*

PREPARED FOR  
THE CITY PLANNING COMMISSION  
THE HARBOR COMMISSION  
THE PARK COMMISSION  
*of* SAN DIEGO

BY

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HARVARD SQUARE, CAMBRIDGE, MASS.

1926





SAN DIEGO FROM THE HARBOR

Photograph by Averett

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I am a firm believer in city planning as a means of eliminating waste, raising living standards, and achieving higher standards of community life. Good city planning is one of the first obligations which we owe to the future as part payment of our debts to past generations.

—*Herbert Hoover.*

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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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### *Principal Recommendations of the City Plan of* SAN DIEGO, CALIFORNIA

#### I.

##### MAJOR STREETS AND THOROUGHFARES

- (1) Improvements of Coast Route from the North after it enters the city limits of San Diego.
- (2) Straightening and improving of Main Entrance into San Diego by paralleling Santa Fe right-of-way from Morena through Old Town to Witherby Street.
- (3) Widening and straightening various important connecting thoroughfares as listed.
- (4) Extension of National Avenue northward diagonally from Twelfth Street to Sixth Street, and southward from Twenty-sixth Street to National City line.
- (5) Extension of Sixth Street from University Avenue across Mission Valley to Camp Kearney Highway.
- (6) New thoroughfare across the Dutch Flats to connect with Mission Beach Boulevard.

#### II.

##### HARBOR AND WATERFRONT DEVELOPMENT

- (1) Harbor Drive and Esplanade.
- (2) Industrial District: Market Street to National City, including Belt Line Railroad.
- (3) Recreational Waterfront Units: Roseville Yacht Basin, Date to Laurel Street Unit, Twenty-eighth Street Unit.
- (4) Municipal Landing Field.
- (5) Cabrillo Portal Entrance and Civic Center.
- (6) Marine Park and Battery Park.

#### III.

##### PARK SYSTEM AND RECREATIONAL

- (1) Bay Front and Around the Harbor Drive and Parkway.
- (2) Outer Circuit Parkway: out via Mission Valley, across East San Diego and back via Chollas Valley.
- (3) Mission Bay Parkway.
- (4) Parkway Connections between Balboa Park and the Waterfront.
- (5) Parking of existing streets as links in General Park System.
- (6) Park Reservations in the Canyons, and other local community Park Areas.



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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### *Report on a Comprehensive City Plan* SAN DIEGO, CALIFORNIA

#### 1. INTRODUCTION

What are the most pressing and fundamental subjects to consider in the replanning of San Diego? Are they not:—

1. The essential nature and character of a Southern California city such as San Diego should be.

that in the replanning. Rather, insofar as the expression of the city is worthy, the new plans should emphasize it. The first thing which is looked for by him who adequately approaches the problem of city planning is, then, that intangible something which the city says, which is the secret of its own peculiar charm among cities. And when he has found this, it tempers his whole recasting

#### WHAT CITY PLANNING IS:

1. An aid to the man in the street to visualize his city properly planned.
2. A practical, sensible way of providing a place for everything with everything in its place.
3. An instrument for uniting the citizens to work for the city's future.
4. An efficient means of avoiding duplication and waste in public improvements.

#### WHAT CITY PLANNING IS NOT:

1. Simply a "Beautification" Plan.
2. A scheme for raising tax rates or running the city into debt.
3. A visionary dream too expensive or impracticable to accomplish.
4. Arbitrary restriction of the use of private property.

2. The regional planning for a metropolitan district, because San Diego's planning problems are not coterminous with the city boundaries.

In the report on the improvement of San Diego, which I made 18 years ago, appeared this quotation: "This individuality of the town is an important factor. It is the most precious thing the city has, and there must be no destruction of

of the city; subtly, unconsciously, it affects his every scheme."

Without doubt San Diego should be a more distinctive city in its physical development. Its topography, its climate, its purposes are all different from the average American city. Not to be distinctive is an advantage lost, and some things in San Diego cannot now be changed. The question is, what can be done to recover lost ground

*Individuality  
of San Diego*

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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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ENTRANCE TO SAN DIEGO HARBOR

Photograph by U. S. Naval Air Station

and lead the city toward a more distinctive San Diego for the future? Careful development based on the character of the site of San Diego, the peculiar merits of the climate and the possibility of a different quality of life in Southern California, remains to be considered later in the planning proposals.

The history of the settlement of San Diego is of unusual interest, and while much has been done to preserve places of historical association, much

### *Historical Monuments*

still remains to be done. For example, the site of the San Diego Mission, the complete planning and development of Old Town under an appropriate and consistent scheme, and the making the most, under public ownership and control, of these and other spots, like Ramona's Marriage Place, should be given attention by the City authorities or by a representative and well-supported organization concerned primarily with the preservation and



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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enhancement of places of unusual historic, literary and scenic interest. No better illustration could be cited of what can be done in this direction than the plan that has been prepared recently for the Presidio Hills Memorial Park.

A distinctive development for San Diego would be greatly influenced by a comprehensive zoning scheme, controlling the use, height and area of buildings. The failure to regulate building growth has resulted, in many parts of the city, in an unfavorable, and in some cases, unsightly distribution of building development. This also brings lower land values and a lack of property stability.

due to a failure to comprehend more adequately the need of taking care of not one, but of both the commercial and tourist interests of the city, each in its proper place.

### 2. REGIONAL PLANNING FOR A METROPOLITAN DISTRICT

One of the outstanding requirements of San Diego is regional planning for what may very properly be called a metropolitan district. In some respects the boundaries of San Diego may appear too wide already for city purposes. In other respects they are too narrow. The point is that for

### ZONING

Protects Factory Owners In Factory Districts  
Protects Shop Owners In Business Districts  
Protects Home Owners In Residence Districts

For the owner of a small home, Comprehensive Zoning gives protection similar to that which the wealthy can buy through purchasing in "restricted districts."

*Need for Zoning* Before a comprehensive and legal zoning plan can be worked out for San Diego that will meet the approval of the people of the city, it will be necessary to agree on the essentials of a future city plan, secure a better zoning enabling act from the California State Legislature, and carry on a popular publicity campaign in the interests of broad zoning, demonstrating its methods and advantages. Zoning that is properly conceived would not interfere with the best commercial development of the city. In fact, most of the discussion of the conflict of commercial and tourist interests in San Diego is

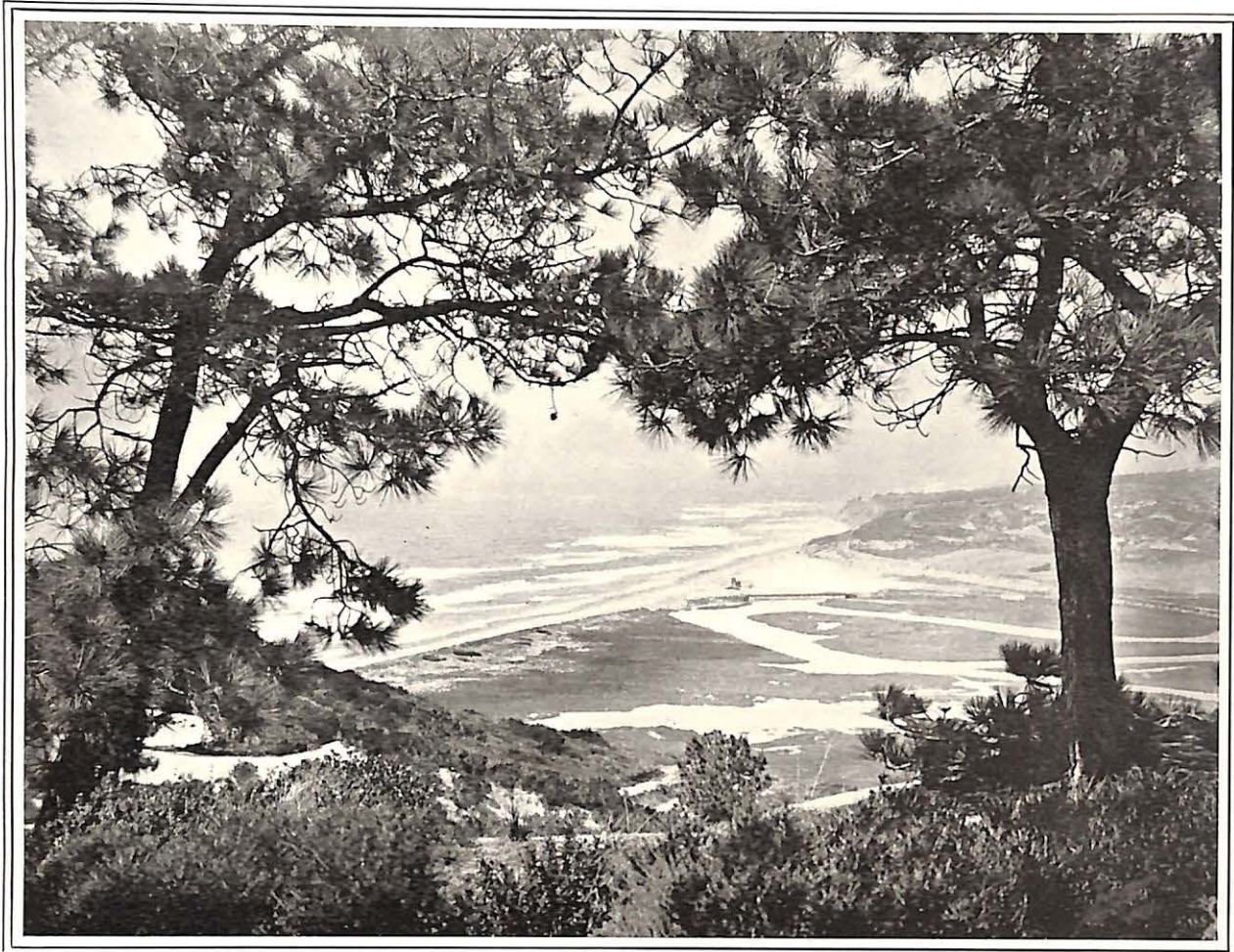
urban purposes the present boundaries of San Diego are not altogether logical. For example, the city extends too far to the north. There is in that direction a large territory beyond the San Diego River and the Mission Valley, a stretch of over ten miles from north to south, which, barring Mission Beach, Pacific Beach, and La Jolla, with a few other minor exceptions, does not appear to be adapted on account of its extent, location and topography, for development in the immediate future as an integral part of the City of San Diego. On the other hand, the



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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PACIFIC OCEAN FROM TORREY PINES PARK

territory south of the official boundary of the city extending almost as far as the Mexican line, is by location and character, and by relation to the present city as now developed, a more logical part of San Diego. This matter of city boundaries in a regional sense is one of vast importance in the proper planning and administration of the municipality, knitting San Diego together as the most important natural harbor city of Southern California.

The San Diego metropolitan district, in the

sense in which the term is used here, cannot exactly be defined, but it would seem that it should include, under some properly organized commission, not only San Diego, but also National City,

*The Metropolitan District*

Chula Vista, Coronado, and perhaps some of the more distant places to the east of the present city boundaries. This idea of regional planning for the San Diego metropolitan district should be carried forward and express itself in a broader San Diego city plan.



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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Recommendations of a Metropolitan or Regional character influencing land outside of the City Area:—

(1) Proposed Parkway thoroughfare as a continuation of Harbor Drive south around San Diego Bay to Coronado.

*Regional Recommendations* (2) Proposed Parkway thoroughfare through the Sweetwater Valley.

(3) Proposed Parkway thoroughfare through Telegraph Canyon.

(4) Proposed Parkway thoroughfare through Las Chollas Valley to La Mesa.

(5) Proposed Parkway thoroughfare to Lemon Grove.

(6) Proposed Parkway thoroughfare through Alvarado Canyon.

(7) Proposed Murphy Canyon Parkway.

(8) Back Country Park circuit from Alvarado Canyon Parkway through Grantville along the San Diego River to El Cajon and back by Mt. Cowles and La Mesa Reservoir.

(9) A proposed north bound Parkway thoroughfare continuing north from Murphy Canyon through Miramar and on to Black Mountain. This to connect with the proposed canyon Parkway connections in Los Penasquitos Canyon, Carroll Canyon, Soledad Canyon, Rose Canyon, San Clemente Canyon.

(10) Coronado Peninsula.

(a) A proposed filling of land on Coronado Peninsula making provision for an outlet for San Diego Bay, so as to keep the bay clean.

(b) Early provision for a public beach on the Coronado Peninsula.

### Reservoirs

In connection with reservoirs which are Metro-

politan and Regional in purpose and use, there should be developed reservations and drives which will serve the whole district. In other localities large reservoirs and their catchment areas serve this double purpose and in the case of San Diego, where the reservoirs are many and varied in size, a splendid opportunity arises to make use of these features of beauty for recreational purposes. Attention to the roads leading to and connecting these reservoirs will also aid in the proper development of the great back country.

The following reservoirs are within the Metropolitan District of San Diego:

Torrey Pines Reservoir	Murray Reservoir
San Dieguito Reservoir	La Mesa Reservoir
Lake Hodges	Sweetwater Reservoir
Cuyamaca Lake	Otay Reservoir
Diverting Dam	Barrett Reservoir
Grossmont Reservoir	Morena Reservoir

### Agriculture and Truck Garden Areas

Soil conditions and water supply are strong factors in the location of Agriculture and Truck Garden Areas around San Diego. Unless something is done to discourage it, these existing areas are in danger of subdivision into residential lots. A common method of encouraging gardening is by

*Agricultural Belt* lowering assessments and taxes on agricultural areas inside the city limits or in any locality where subdivision into residential lots seems imminent. This lowering of taxes compared to the amount of taxes which would be necessary if the land were subdivided should help in keeping intact the present Agriculture and Truck Garden Areas, which are so valuable an asset to any community both for



## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

their produce, and their helpfulness in preserving open spaces.

### 3. SCHOOLS AND PLAYGROUNDS

One of the chief forms, perhaps the chief form of localization in a comprehensive plan for San Diego, is to be found in the public schools and playgrounds. School sites, both special schools and grade schools, have been studied with regard to the factors affecting the efficiency of the schools, the distribution of population and the relation of school sites to parks, parkways and other recreational grounds. San Diego is altogether inadequately provided with local or neighborhood parks and large playfields, and prompt action should be taken in this matter because of the increased cost of acquiring suitable land later.

San Diego has a Senior High school, three Junior High Schools and twenty-seven Elementary Schools. The Senior High School is situated in Balboa Park, which gives it a fairly central location. The three Junior High Schools have been distributed at widely separated points.

The following was the enrollment in the San Diego City Schools for the school year of 1925-1926:

Kindergarten .....	2,394
Elementary .....	12,612
Junior High School.....	5,105
Senior Highs.....	2,785
Part Time.....	551
Smith-Hughes .....	1,188
Evening High.....	4,796
Junior College—Specials.....	32
	29,463

There were 772 teachers in the day schools and 84 in the Evening School, making a total of 856.

The city plan is concerned chiefly with the right distribution of schools, with provision of more adequate space for existing schools and securing well-located and ample areas for the school system as the city develops. The present distribution of schools in San Diego shows splendid forethought in locations within easy walking distance to the present built-up areas of the city. In most cases the type of architecture selected is particularly fitting to the climate and environment. However, in very few cases is there ample area for play yards, either on the school lot or on adjoining lots. It is a good plan usually for a school to own the whole of the property within the block in which it stands, for in this way the building is afforded a better setting, and unless the block is under size, there will be room for expansion of the school when increase of population calls for it, and also enough space for supervised play and exercise, which is an important feature of the curriculum of modern schools.

#### Recommendations for Schools and Playgrounds

1. That playgrounds be provided for each school wherever possible.
2. That large playfields for organized sports and recreation be provided at—
  - a. Balboa Park Parade Ground and Athletic Field.
  - b. East San Diego Playfield.
  - c. Mission Hills Playfield (Mission Valley.)
  - d. Point Loma Playfield (Mission Bay Reservation).
  - e. Pacific Beach Playfield.
  - f. La Jolla Playfield.

*Playfield Sites  
Recommended*

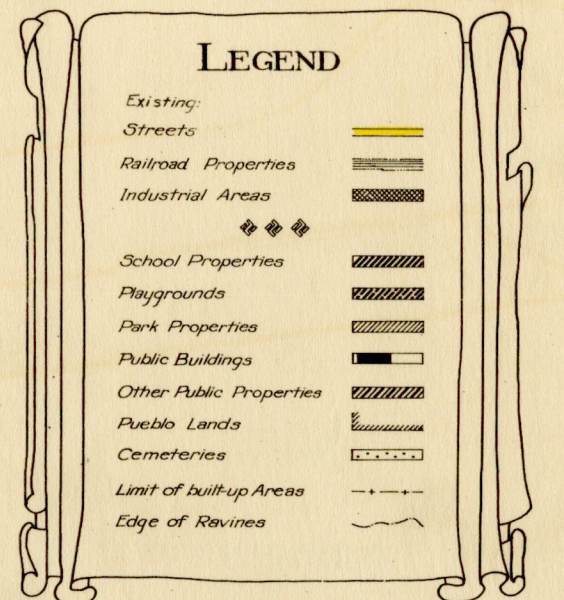


# SAN DIEGO, CALIFORNIA

## ♦ PLANNING PROPOSALS ♦

- ROADS
- RAILROAD PROPERTIES
- INDUSTRIAL AREAS
- SCHOOLS
- PLAYGROUNDS
- PARKS
- OTHER PUBLIC PROPERTIES
- CEMETERIES
- PUBLIC BUILDINGS

## MAJOR STREET PLAN PREPARED FOR CITY PLANNING COMMISSION



Survey Material  
Compiled by Kenneth A. Gardner

JOHN NOLEN, CITY PLANNER  
HARRY J. WALKER  
JUSTIN R. HARTZOG ASSOCIATES  
HARVARD SQUARE  
CAMBRIDGE, MASS.  
1925

REPRODUCTION BY A. S. S. & S. S. S.



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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These playfields are located so as to serve the particular district of San Diego after which they are named, an arrangement which aids in creating interest in the competition of sports for different sections of the city.

In addition to these playfields, other recreational areas are recommended, as follows:

- a. Navy and Marine Recreational Area as a part of the Waterfront program.
- Proposed* b. La Jolla Municipal Beach.
- Recreational Areas* c. Pacific Beach.
- d. Ocean Beach.
- e. Silver Strand.
- f. Twenty-Eighth Street—Waterfront Recreational Area.

These playfields are located so as to serve the full development of the school center is very desirable from a planning point of view. The focal building generally would be the public school, although it might be a branch library, community building or other neighborhood feature. With the school or other community building, there should usually be combined a neighborhood playground. Such a building is not complete without a play space, and the playground needs the school as much as the school needs the playground. Moreover, the requirements which make the location a good one for a school building would also, barring topographical difficulties, make it a good one for a playground. The Neighborhood Center thus becomes a natural grouping of school, library or other community buildings, combined with playground, neighborhood park or other open space for community life, serving more complete neighborhood needs according to the density of population, land opportunities, etc. Comprehensive city planning can do little more than indicate

the most suitable spots for the neighborhood centers and outline their chief features. The complete plans for these centers must be worked out locally after the main considerations have been determined.

In addition to the recommendations given above, we present in the Appendix a fuller statement with reference to the School Playground, dealing with space required for games, and school playground standards of city grade schools and the high school. (The Appendix is available at the office of the City Planning Commission).

### 4. THOROUGHFARES

A system of traffic thoroughfares adequate in width and suitable in alignment and grade, providing convenient circulation throughout the city territory and in the region thereabout is one of the most fundamental requirements of San Diego. In fact, such a thoroughfare system, in the minds of most people, is the most essential feature of the modern city.

The two State Highways, one leading north with Los Angeles as its objective; the other eastward ending at El Centro are the main trunk arteries. The system of county roads which is one of the best in the State, includes:

(1) A route south through National City and Chula Vista to Tia Juana and so on into Baja California.

(2) The Encanto Lemon Grove Route which the Imperial Valley stages take to Jamul up the Potrero Grade to Campo and so on to the State Highway beyond Buckman Springs.

(3) The Cuyamaca Loop leading out from La



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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Mesa and El Cajon to Alpine and Descanso, then around Cuyamaca Lake and Pine Hills to Santa Ysabel and Ramona.

(4) The so-called Inland Route to Los Angeles leaving the coast route at the Old Town Bridge proceeding to the former site of Camp Kearney and Miramar over the Poway grade to Escondido and thence northward to Los Angeles.

Besides these four main sections of the county road system leading away from San Diego, there are lesser arteries and cross connections completing the necessary lines of intercommunication.

San Diego is also the western terminus of several transcontinental highways enabling tourists to come direct to San Diego over the most southern routes.

The Bankhead Highway, originating at Washington, D. C., passes through Richmond, Va., parts of Tennessee, Arkansas, and Texas. At Kent, Texas, it joins the Old Spanish Trail and continues to its western terminus at San Diego. The Lee Highway begins at New York City and passes over a somewhat similar route to San Diego.

The main entrance to San Diego by land is from the north along the Coast route. The portions of this Highway which come under the

*Entrance Highway* jurisdiction of the State Highway Commission are constantly being improved by widening and elimination of bad curves. The section contained within the city limits of San Diego, however, has bad grades and as it approaches the city proper it makes several right angled turns which should be studied with a view toward realignment. It should also be possible to better the gradient at Torrey Pines grade and on the stretch above the Biological Station.

In spite of its irregular topography, San Diego was laid out according to a typical rectangular scheme, with few diagonal cross connections or contour streets.

The Horton Addition, platted 85 years ago with little or no attempt to fit the land conformation has had its influence upon all subsequent layouts. It includes the business district of modern

*Existing Street Design* San Diego, has a typical "gridiron" design providing, with few exceptions, uniform 80-foot streets and uniform 200x300-foot blocks. Market Street, which was supposed to develop as the main business street, is 100 feet wide. Broadway from the Municipal Pier to Third Street, is 120 feet.

As the city developed, the land adjoining the Horton Addition was similarly cut up into uniform blocks on a gridiron plan. In some of the outlying sections, the block size was increased to 300x600 feet, with a center alley and the street width reduced to 60 feet. This is the predominant type of layout in San Diego, and the 80-foot street width in the downtown district and 60-foot width in the suburbs are almost uniform. Of late years, there have been some subdivisions laid out on curved lines, but they are few in number and limited in extent.

As a result of the application of the checkerboard type of layout to a very uneven topography, many of the streets as shown on the City Maps, could not possibly be constructed. *Street Grades* Disregard for topography has also resulted in a high percentage of streets of steep gradient. This is especially true of the east and west streets from Elm to Maple, running from Balboa Park to the waterfront, and the streets of similar orientation in the eastern part of the city beyond Twenty-fifth Street. Even Broadway has



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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PART OF THE DOWN TOWN BUSINESS DISTRICT  
(Balboa Park in the Background)

a stiff grade at this point, and it is for this reason that it is difficult to make through streets continuous.

The north and south through streets, as for example, India, Fourth and Fifth, together with Twelfth and its continuation in Park Boulevard, have better gradients throughout their length from the waterfront to the drop above Mission Valley.

### Thoroughfares

The traffic thoroughfare problem of San Diego

can best be approached by first taking into account the system covering the whole city. This thoroughfare system, as shown on the Major Street plan, provides for arterial leads north, east and south, with streets parallel to them in the more congested areas. A system of circuit leads connects with the arterial system, giving by-pass thoroughfares for congested areas and as many cross-town links as topography will permit.

### *Proposed Thoroughfare System*



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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EL PRADO AND PLAZA DE PANAMA, BALBOA PARK

The thoroughfare system is made up of a selection of existing streets combined with proposed new streets and connections.

The following recommendations are made for creating new thoroughfare streets and connecting links in the major street plan of San Diego.

(1) The relocation and widening of the main entrance thoroughfare from the north from Witherly Street to Morena. The merits of this direct

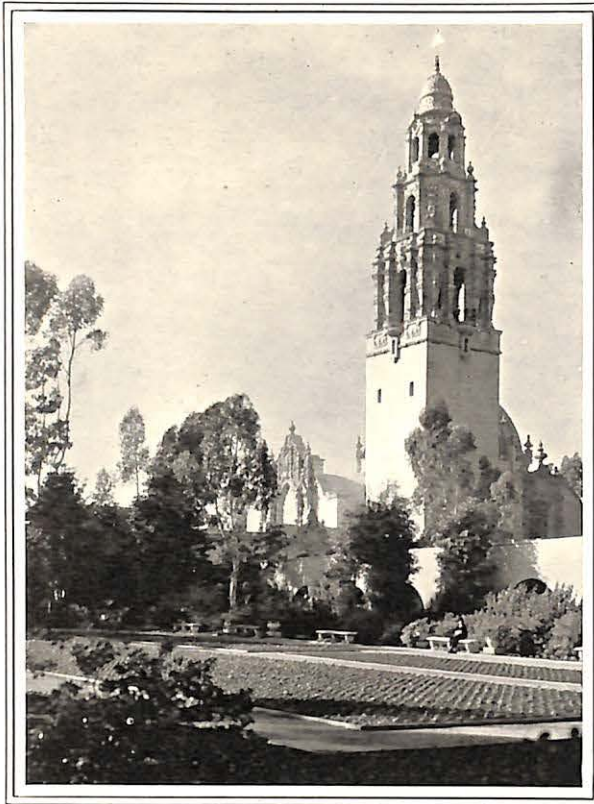
*Recommendations* route are obvious, and the logic of its location has already been shown by the location of the railroad. This proposed highway will open up a section which will need more streets for its development, and by adopting it, a key-note will be given for the street, and block arrangements which will follow in the development of the adjoining property.



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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Photograph by Harold Taylor

CALIFORNIA BUILDING, BALBOA PARK

(2) A proposed thoroughfare across the Flats to connect Mission Beach Boulevard. The location and development of this important thoroughfare will bring with it advantages both local and widespread throughout the Major Street Plan. For example:

(a) It will give an easy and direct thoroughfare line from San Diego to the north coast.

(b) It will relieve the increasing congestion of traffic on the existing Voltaire Boulevard Route.

(c) Its location gives opportunity for a generous and beautiful Boulevard treatment.

(d) It will bring into prominence and give opportunity for a large tract of property which has heretofore had no incentive or outlet for

development. The enhancing of property values in this region would be a fine asset to the city.

(3) Industrial Waterfront Highway, Market Street to City limits, where it will connect with a San Diego Bay Drive with leads to Coronado and the South.

(4) Extension of Twenty-eighth Street as a main connection between Golden Hill and Logan Heights to the waterfront beyond.

(5) A thoroughfare connection under Thirtieth Street bridge connecting Pershing Drive to the proposed canyon parkway on the East. This recommendation includes the extension of Balboa Park up the canyon, giving Balboa Park a direct contact with East San Diego by attractive park-like thoroughfares.

(6) Extension of National Avenue northward, diagonally from Twelfth Street to Fifth and Sixth Streets—southward from Twenty-sixth Street to National City. The concentrated traffic south to Tia Juana demands a thoroughfare for automobiles without interference of street car tracks. National Avenue can be made a direct lead by giving it favorable connections with Fifth and Sixth Streets.

(7) Connection between foot of Sixth Street Grade and mesa on north side of the San Diego River. This mesa land is now in line for fine residential development. Here the street layout and main thoroughfares should take advantage of the canyons. Sixth Street grade has a direct connection with Murray's canyon.

(8) Harbor Drive, a part of the proposed San Diego Harbor Development functions in the Major Street Plan as a great collecting and distributing thoroughfare. Its development will facilitate the movement of traffic throughout the whole of San Diego.



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

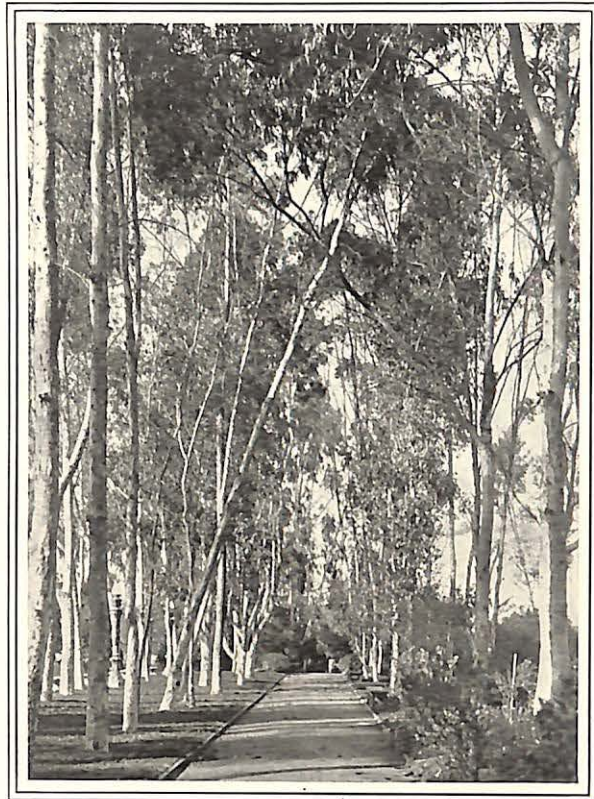
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*Existing  
Thoroughfares*      Selection of Existing Streets  
for emphasis in Major Street  
Plan.

Broadway.  
Fourth Street.  
Fifth Street.  
Kettner Boulevard and thence through Moore  
Street and Barnett Avenue to Point Loma.  
India Street.  
State Street.  
Twelfth Street, with its extension through Bal-  
boa Park.  
Sixteenth Street (N Street to C Street) and its  
extension.  
Twenty-fifth Street (N Street to B Street) in  
Balboa Park.  
Twenty-eighth Street (Waterfront to Juniper).  
National Avenue (City Boundary to Twelfth  
Street).  
Woolman Avenue (City Boundary to Twenty-  
fifth Street).  
Imperial Avenue.  
Market Street.  
C Street.  
University Avenue.  
Washington Street (Fifth Street to Hawk).  
Fort Stockton Drive (Hawk to Witherby).  
Adams Avenue (Park Boulevard to Thirtieth  
Street).  
Chatsworth Boulevard (Point Loma).  
Rosecrans Boulevard (Point Loma).  
Voltaire Street (Ocean Beach).

### 5. PARK SYSTEM

A system of parks is imperatively needed for San Diego, if the city is to be distinctive or successful. Recreation on a scale greater than the average city and of high and unusual quality is



Photograph by Harold Taylor

EUCALYPTUS TREES, BALBOA PARK

called for in the best interests of San Diego, from every standpoint.

There is no park system for San Diego now. In my report on a comprehensive plan for San Diego, prepared in 1908, attention was drawn to the fact that in a city like San Diego, stretching for more than twenty miles up and down the coast, with an almost infinite variety of scenery, no single park, even though it be as large and attractive as Balboa Park, is sufficient. A system of parks is unquestionably demanded. Such a system should include characteristic parks in every part of the city and in the territory adjacent thereto. It was suggested in that earlier report that such a

*Need for  
Park System*

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RELIEF MAP OF SAN DIEGO METROPOLITAN DISTRICT, PREPARED BY THE SAN DIEGO CHAMBER OF COMMERCE



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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park system should comprise especially a number of waterfront parks including public beaches; an outlook park on Point Loma; large reservations, both in and overlooking the Mission Valley; an historic memorial park in Oldtown; an extension of Torrey Pines; and probably a more distant high point, like Mount Helix.

Balboa Park is one of the largest, most unusual and strikingly beautiful parks in the world and yet from a broad city planning point of view, considering the whole of the park problem for the City of San Diego, and especially considering the other requirements of the city, such as main thoroughfares and the best utilization of all the land of the city, it might be questioned by some whether Balboa Park, as it exists today, is fully justified. The broad extent of the Park, its shape, and some of its unfavorable boundaries, also the great cost of its development and maintenance,

*Balboa Park* are factors that should receive open-minded consideration by those in San Diego who are most friendly to an extensive park program. Under present conditions, it appears to be the best policy now to hold the Park as it is, exclusively and rigidly for well-defined park purposes, without further encroachment, with the exception of two carefully located, adequate lines of communication across the park, in general, one north and south, and one east and west. In any case, for the sake of the park itself, the whole of the area should be studied and planned at this time, as is now being done under the direction of the Board of Park Commissioners. In this way the boundaries of Balboa Park can be more logically and reasonably fixed and a definite policy adopted with regard to the better utilization for park purposes of the whole of its area, under the undivided responsibility and con-

trol of the Board of Park Commissioners. It is fortunate for San Diego to have the plan for Balboa Park carried on simultaneously with a comprehensive city plan.

The Park System of San Diego is made up of proposed new boulevards and drives, and a selection of existing streets and roads for park treatment, which by following the pronounced natural features of the San Diego country, will give them beauty and park-like character. These are arranged so as to give circuits of parkways around the city, and also connect the various park-like public areas. Such strong natural features and parks as San Diego Bay, Point Loma, Mission Bay, San Diego River, Mission Valley, Las Chollas Valley, Mount Soledad, Torrey Pines, Balboa Park, and the many canyons, demand convenient circulation from one to the other.

### GENERAL PARK SYSTEM PLAN RECOMMENDATIONS

- I. Bay Front and Harbor Drive.
- II. Outer Circuit Parkway.
  - (1) Mission Valley Parkway on both sides of the River.
  - (2) Canyon Grade through Normal Heights and East San Diego to Las Chollas Valley.
  - (3) Las Chollas Valley Road and Creek Bed to foot of Twenty-eighth Street.
  - (4) Harbor Drive back to Mission Valley Parkway.
- III. Inner Circuit Parkway.
  - (1) Mission Valley Parkway.
  - (2) Mission Grade across Normal Heights to Wilson Avenue.

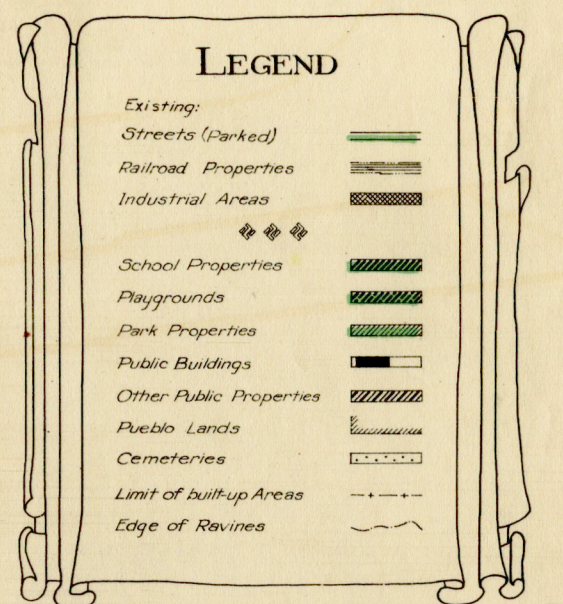


# SAN DIEGO, CALIFORNIA

## ♦ PLANNING PROPOSALS ♦

- ROADS (PAVED)
- RAILROAD PROPERTIES
- INDUSTRIAL AREAS
- SCHOOLS
- PLAYGROUNDS
- PARKS
- OTHER PUBLIC PROPERTIES
- CEMETERIES
- PUBLIC BUILDINGS

## GENERAL PARK SYSTEM PREPARED FOR BOARD OF PARK COMMISSIONERS



Survey Material  
Compiled by Robert A. Gardner



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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LILY POOL AND NATURAL HISTORY BUILDING, BALBOA PARK

Photograph by Herbert Fitch

- (3) North Branch Las Chollas Valley Parkway to Lemon Grove Road.
  - (4) Market Street to Harbor Drive.
- IV. Parking of Existing Streets as Links in General Park System.
- (1) Connections between Waterfront and Balboa Park.
    - (a) Ash Street and A Street from Proposed Civic Center to Balboa Park.
    - (b) Date Street, Fir Street, Ivy Street, Laurel Street, Twelfth Street, Twenty-eighth Street — From Waterfront to Balboa Park.
  - (2) Parked Streets.
    - (a) State Street (Market Street to Reynard Way) and Reynard Way.
    - (b) Normal Street (University Avenue to El Cajon Boulevard).



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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SAN DIEGO HARBOR, SHOWING RECLAMATION OF TIDE LANDS

Photograph by Naval Air Station

- (c) Park Boulevard (Balboa Park to Adams Avenue).
- (d) Mission Cliff Drive. Through Normal Heights passing Mission Cliff Gardens and existing city park on Adams Avenue and connecting with Mission Valley Parkway.
- (3) Point Loma Circuit.
  - (a) Barnett Street—Lytton Street—Chatsworth Boulevard.
  - (b) Catalina Boulevard to Government Reservation line.
  - (c) Upper Road and Coast Road in Government reservation.
  - (d) Cliffs Boulevards and Sunset Esplanade.
  - (e) Canyon Street (Catalina Boulevard to Harbor Drive).
- (4) La Jolla System.
  - (a) Parking of present thoroughfare



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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MUNICIPAL PIERS, NOS. 1 AND 2

Photograph by Naval Air Station

through La Jolla and Torrey Pines north.

- (b) A Circuit through the Mt. Solidad Reservation to Rose Canyon to Mission Bay Parkway and then back to La Jolla on coast route.

V. Canyon reservations for parkways are recommended for mesa land north of Mission Valley, and at present undeveloped. Of these canyons, San Clemente is the most

prominent; however, all canyons tributary to Rose Canyon and Mission Valley are included.

### VI. Park System in Balboa Park.

- (1) Park Avenue — Sixth Street down Sixth Street Grade to Mission Valley Parkway.
- (2) Extension of Eleventh Street along existing Road under Cabrillo Bridge emerging from Park at Ninth Street.



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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- (3) Pershing Drive.
- (4) Proposed Road as an extension of Twenty-second Street through Switzer Canyon emerging in Florida Street.
- (5) Proposed eastern boundary road as extension of Twenty-eighth Street.
- (6) Proposed connection under Thirtieth Street Bridge joining Pershing Drive north branch of Las Chollas Valley.
- (7) Proposed Parkway connection through Balboa Park between Date Street and Pershing Drive.
- (8) Proposed Boulevard treatment of the boundary road on the north between Twenty-eighth Street and Park Boulevard.

Recommendations which are new as against those which are partly new and partly existing.

### Proposed New Links in Park System

1. Parkway across Dutch Flats connecting Mission Beach with main lead into San Diego.
2. Mission Valley Parkway.
3. Revised Old Town Grade passing through Presidio Heights Reservation.
4. Possible trucking road through Canyon, emerging in Florida Street.
5. Eleventh Street entrance to Balboa Park (north).
6. North and East Boundary Roads to Balboa Park.
7. Parkway through north branch of Las Chollas Valley.
8. Connection between Pershing Drive and Las Chollas Valley under Thirtieth Street Bridge.

9. Parkway in old creek-bed joining Twenty-eighth Street Recreational Center to Lemon Grove Road.
10. Mission Bay Drive through Game Preserve.

### Reservations for Park Purposes

1. Complete system of canyon reservations throughout Residential Districts.
2. Mission Bay Game Preserve.
3. La Jolla Municipal Beach.
4. Pueblo Park land near Torrey Park.
5. Pacific Beach Municipal Beach.
6. Ocean Beach Municipal Beach.
7. Silver Strand Municipal Beach.

## 6. WATERFRONT, RAILROADS AND INDUSTRY

Comprehensive planning of the waterfront for commerce and recreation is one of the chief contributions that city planning can make to the prosperity of San Diego. The waterfront of San Diego, which is unquestionably one of its chief assets from both the commercial and recreational point of view, has not heretofore been comprehensively planned. Developments have proceeded in a more or less haphazard, inconsistent and wasteful fashion. The results at the present time are not what they might be. A better policy has recently been adopted, and this policy, backed by a definite plan, should be one of the three chief features of a general comprehensive plan, the others being a system of main thoroughfares and a system of parks and parkways.

The chief railroad problems of San Diego are the better co-ordination of the railroads with the waterfront and with the street system, the removal



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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Photograph by Naval Air Station

AERIAL VIEW OF UNDEVELOPED WESTERN PORTION OF SAN DIEGO AND HARBOR

of grade crossings, and the location of the principal railroad yards in the southern section of the city in more direct relation to the industrial property and commercial wharves. As compared with most American cities the general location of the railroads in San Diego is on the whole a favorable one. The Santa Fe station, which serves also for the San Diego and Arizona Railroad, is attractive, appropriate and convenient for service.

### RECOMMENDATIONS FOR WATERFRONT

The main feature in making the waterfront available for the variety of uses which it must serve is the proposed Harbor Drive, 200 feet in width which we recommend should run from the southern city boundary of San Diego to the U. S. Naval Reservation at Point Loma. With this feature

*General  
Features*



## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

established, we recommend that the Harbor be zoned for uses in the following manner:

ZONE A—City Boundary to Market Street.  
Commerce and Industry.

ZONE B—Market Street to Pier No. 1.  
Business and Commerce.

ZONE C—Pier No. 1 to Cedar Street.  
Civic Center and Portal Entrance.

ZONE D—Cedar Street to Laurel Street.  
Recreation—Hotel District.

*Waterfront* ZONE E—Laurel Street to U. S.  
*Zones* Marine base.  
Municipal Landing Field

ZONE F—From Municipal Landing Field to southwest boundary of U. S. Marine Base and U. S. Naval Training Station.

ZONE G—U. S. Naval Training Station to U. S. Naval Reservation.  
Recreation—Yacht Basin.

ZONE H—U. S. Naval Reservation and U. S. Military Reservation to the tip of Point Loma.

The Harbor Drive, passing through all these zones, must adapt itself to the various uses, hence in Zones A and B, it must be of sufficient width for heavy hauling and loading during the day. After working hours it will serve for pleasure driving. In Zones C, D, E, F, and G, the Harbor Drive will be intensively used for general north and south bound city traffic, also functioning as a collecting and distributing thoroughfare for the city, relieving the congestion in the present downtown district by affording by-pass routes around congested areas. Aside from the value of the Harbor Drive as a

traffic artery, it will be the feature of the San Diego Parkway System, giving approximately ten miles of waterfront drive along San Diego Bay.

### ZONE A—City Boundary to Market Street

Our recommendation for the use of this area of the waterfront is directly in line with that in Staniford's report, and the policy adopted by the Harbor Board. In general, we endorse their recommendation that this area be developed for the future industrial and commercial outlet of San Diego, with railroad belt line facilities and connections to adequate piers for shipping. However, this great length of waterfront intensively used for commercial purposes should, in order to function properly with the city plan and its requirements, also furnish recreational features for the workers who will logically be housed in the industrial residential areas immediately back of it.

We recommend, therefore, that a recreation area be established at the foot of Twenty-eighth Street, and that here swimming, boating and play will be afforded in a proper setting. This Twenty-eighth Street reservation is happily located at the end of a very important traffic thoroughfare, and has a further importance in the proposed Park System of San Diego in that it will be the gateway from the Harbor Drive to the most important park circuit up Las Collas Valley. Another point of importance here is the recommendation that the Harbor Drive comes inland, skirting the U. S. Destroyer Repair Base, and then continues around the Bay to Coronado.

Market Street should mark the north boundary of industry for San Diego. At this point also exists the connecting point by ferry to Coronado.



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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SAN DIEGO FROM A GOVERNMENT PLANE

Photograph by Naval Air Station

It is especially fitting that such an important focal point have recognition in the city plan. *Battery Park* It is therefore recommended that Battery Park be created on the waterfront to mark this important focal point and to serve as a waterfront development for suitable recreation and park purposes, and also have adequate traffic thoroughfares.

There could be located here a Marine Aquarium, a suitable ferry house, open space to be

enjoyed by city workers at their noon hour, and a lasting civic monument, distinctive in its openness and suitable surroundings.

### **ZONE B—Market Street to Pier No. 1**

In the growth of San Diego, this section of the waterfront will increase in activity as a passenger and freight embarking area. It will always be in effect a portal entrance to the business section of San Diego.

*Commercial Zone*



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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It is recommended that Pier No. 1 be the last pier to the north erected for commercial use, and that this zone mark a barrier to commercial activity to the north.

### ZONE C—Pier No. 1 to Cedar Street

San Diego has a fine opportunity to create on this part of her waterfront one of the most outstanding and distinctive civic features ever attempted.

It is recommended: (1) that in this zone be established the Civic Center and Portal Entrance of San Diego. (2) That a recreation pier be built to balance Pier No. 1, and that thereby a basin be created of sufficient depth to serve pleasure boats and yachts; that the recreation pier be made to serve as a place for concessions such as dining, dancing, fishing clubs, city club and other semi-public associations. (3) That the land immediately back of this portal basin be developed as a Civic Center for City, County, State and Government buildings; that an archway be the center of the scheme, with a street running through it to the retail business section over a viaduct, eliminating the railroad grade crossing. (4) That this area be called the Cabrillo Portal Entrance, in honor of the discoverer of San Diego Bay.

### ZONE D—Cedar Street to Laurel Street

It is recommended that a recreational area be allotted to this portion of the waterfront, and that its relation to Balboa Park be emphasized. It is also recommended that this section of the city be looked upon as capable of intensive residential expansion, creating an apartment house district, that hotels be encouraged to select sites along Atlantic Avenue, facing the waterfront, and that

the architecture of these waterfront buildings be restricted by height, setback and other legal arrangements so that unity may result. This zone of the waterfront should be looked upon as an attraction for tourists, and if properly handled, could be made a most delightful asset to San Diego.

### ZONE E—Laurel Street to U. S. Marine Base

This area offers excellent advantages for the landing of aircraft, both inland and water.

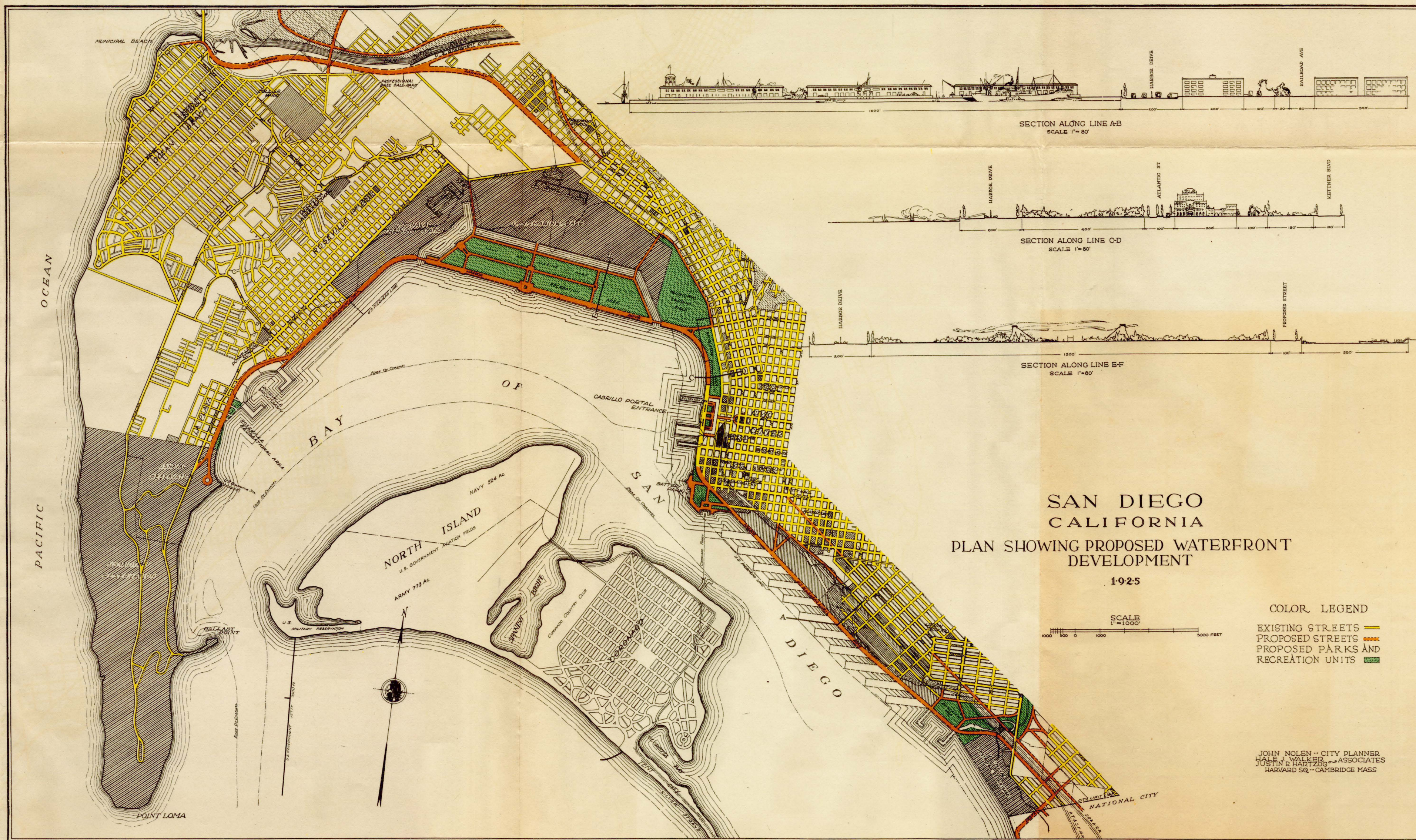
It will be a feature of the many invitations to San Diego. Few cities have such an opportunity for creating a centrally located aircraft port, and the advantages in convenience of location, close to the heart of the city, would surely give great benefits to the San Diego of the future.

### ZONE F—From Municipal Landing Field to Southwest Boundary of U. S. Naval Training Station

It is recommended that an island be built on the Dutch flats directly off the U. S. Marine Base, which will carry the continuation of the Harbor Drive as a municipal feature, and furnish also an area for recreation and parade grounds and such use for the U. S. Marine Base and U. S. Naval Training Station. A channel of adequate depth is recommended to give access to the government properties lying back of the island, and bridges are proposed at either end of the island connecting with the main land.

This arrangement will serve the best interests of both the government and the city, and it is imperative that the Harbor Drive be continued along the waterfront in order that it may serve its purpose. This scheme for segregation by creat-





SECTION ALONG LINE A-B  
SCALE 1"=80'

SECTION ALONG LINE C-D  
SCALE 1"=80'

SECTION ALONG LINE E-F  
SCALE 1"=80'

# SAN DIEGO CALIFORNIA PLAN SHOWING PROPOSED WATERFRONT DEVELOPMENT 1925

SCALE  
1"=1000'  
1000 500 0 1000 5000 FEET

COLOR LEGEND  
EXISTING STREETS ———  
PROPOSED STREETS ———  
PROPOSED PARKS AND  
RECREATION UNITS ———

JOHN NOLEN - CITY PLANNER  
HALE J. WALKER - ASSOCIATES  
JUSTIN R. HARTZOG  
HARVARD SQ. - CAMBRIDGE MASS



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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ing an island seems to be the best solution whereby the privacy of government institutions can be preserved.

### ZONE G—U. S. Naval Training Station to U. S. Naval Reservation

This zone should serve as a recreational outlet for the residential area immediately back of it—Point Loma and La Playa.

It is recommended that the Harbor Drive continue through the area skirting the *Roseville* proposed *Roseville Yacht Basin*, joining at the Naval Reservation with a road which will run through the Reservation and connect with Catalina Boulevard.

### ZONE H—From the U. S. Naval Reserve to the Tip of Point Loma

This area is occupied entirely by reservations of the U. S. Government, a small section by the U. S. Navy and the major portion by the U. S. Army. It comprises an unspoiled tract of great natural beauty, and the main roads are open to the public under government regulation. The outlook from the plaza at the end of the drive commands one of the most remarkable views in the accessible world. As Charles Dudley Warner pointed out years ago, this site is "one of the three or four really great prospects which the traveller can recall, astonishing in its immensity, interesting in its peculiar details. The general features are the great ocean, blue, flecked with sparkling, breaking wavelets, and the wide, curving coast line, rising into mesas, foot-hills, ranges on ranges of mountains, the faintly seen snow peaks of San Bernardino and San Jacinto to the Cuyamaca and the flat top of Table Mountain in Mexico. Directly under us on one side are the fields of kelp, where

the whales come to feed in winter; and on the other is a point of sand on Coronado Beach, where a flock of pelicans have assembled after their day's fishing, in which occupation they are the rivals of the Portuguese. The perfect crescent of the ocean beach is seen, the singular formation of North and South Coronado Beach, the entrance to the harbor along Point Loma, and the spacious inner bay, on which lie San Diego and National City, with low lands and heights outside, sprinkled with houses, gardens, orchards, and vineyards. The near hills about this harbor are varied in form and poetic in color, one of them, the conical San Miguel, constantly recalling Vesuvius. Indeed, the near view, in color, vegetation, and form of hills, and extent of arable land, suggests that of Naples, though on analysis it does not resemble it. If San Diego had half a million people, it would be more like it, but the Naples view is limited, while this stretches away to the great mountains that overlook the Colorado desert. It is certainly one of the loveliest prospects in the world, and worth long travel to see."

### Recommendations for Railroads and Industry

(1) The zoning for use of the harbor front has its direct influence upon the land immediately back of it. This establishes the industrial part of San Diego primarily in that section of the city south of Market Street. This location is favorable in relation to prevailing winds, and is the logical place for the industrial section of the city.

(2) The present location of the fish industries has shown many evidences of its illogical situation. Odors from these factories are taken by prevailing winds across a fine residential section of the city. These factories should be removed, on the expiration

*Fish Industry*



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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of the present leases, to below Market Street, where special attention should be given to providing a fishing wharf.

(3) It is recommended that all railroad yards serving the industrial and commercial sections of San Diego, be located in the southern section of the city nearby, on land within the city limits if available, or on land in National City.

*Railroad Yards*  
*Belt Line Railway*  
(4) That the Belt Line Railway right-of-way serving the proposed commercial piers be widened so as to provide room for expansion for future growth of industry and commerce.

(5) That grade elimination be provided for Laurel Street over the Santa Fe Railway, so that a safe connection can be obtained to the Harbor Drive.

(6) That as a part of the Civic Center, a grade elimination be provided near or between Ash and A Streets, so that the Civic Center and also the Harbor Drive will have safe and convenient connection.

(7) That a suitable plaza, as an approach to the city, be created in front of the present railroad passenger station, with C Street as its central axis.

### 7. THE CITY CENTER

San Diego has needed a civic center for a quarter of a century or more, and should begin building it now. Such action would not merely give the city the buildings necessary for its municipal life, but would transform the civic spirit of the community, raise the civic pride of the citizens and attract favorably the attention of visitors. At the present time San Diego has no municipal building to which it can point with pride, notwithstanding the fact that everything

that the city is or hopes to be depends in a measure upon having valid claims for beauty on which the city can make good.

One of the chief means to achieve beauty in any city, so far as public action is concerned, is a well-conceived and well-developed civic center. In this field San Diego, a city of nearly 150,000 people, has at present no reason to rest content. This matter is one of such importance to private prosperity as well as to public interests, that if there are insuperable difficulties in getting promptly broad public action, private initiative and private funds should be sought.

We have prepared several studies of civic center schemes for San Diego in connection with the present movement for a comprehensive plan, and this subject has been discussed with the City Planning Commission, the City authorities and other interested parties. We are of the opinion that there is special merit in the larger proposal which we made and for which a plan was submitted that established an open Plaza at India and A Streets, with a grouping of public buildings around the Plaza and an impressive approach from the Waterfront Portal. The advantage of this scheme is not merely in the proposed location of the public buildings and the open space that would give them foreground and setting, but in the effect that it would have in making the whole retail business section of San Diego more attractive. It seems, however, in view of the high cost of land now on account of San Diego's failure to act earlier, and the heavy indebtedness of the City, that the best practical solution can be found in using the tide lands site between Altantic Avenue and Harbor Drive as the Civic Center for San Diego. There is great distinction in such a site, and if properly worked out, the result cannot fail



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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to be gratifying in many particulars. The disadvantages that attach to inharmonious surroundings can, by careful planning and control, be gradually overcome.

The central retail business district of San Diego now comprises an area extending about ten blocks east and west, and nearly twenty blocks north and south, the present center being at Broadway and Fifth Street. On the whole, this is a well located

*The Business District* business district, and it has many of the merits of a regular layout for a retail shopping district.

Aside from a larger size business block, which cannot now be had, the chief needs of the retail business district of San Diego are a more adequate open Plaza, combined with better access to the waterfront, the regulation of buildings in the business district with regard to their area and height, and more provision for the downtown parking of automobiles.

The recommendation that the Civic Center for San Diego be located on the waterfront, carries with it another recommendation upon which the fitness of the location depends, which is that an elevated street be built across the railroad tracks, giving safe, convenient and agreeable access from

*Waterfront Site for Civic Center* the down town city area. The grades at A and Ash Streets and India are such that an elevated street could be constructed there conveniently. It is proposed that this elevated street be marked at its entrance to the Civic Center scheme by a monumental archway which would symbolize the Gateway to San Diego from the Water. This elevated street, being so important a feature of the proposed Civic Center, should form the main axis of the Civic Center scheme, widening into a spacious plaza at the waterfront, around which

City, County and Government buildings could be grouped.

The Civic Center, so located, would mark the Portal Entrance to San Diego, and it seems fitting that that Portal Entrance be named in honor of Cabrillo, who in 1542, first discovered the Bay of San Diego.

### 8. SAFEGUARDING NEW CITY DEVELOPMENTS

Plats should be accepted only when conforming to the general city plan and upon the approval of the City Plan Commission. With few exceptions the block and lot system of San Diego has been mainly a haphazard affair without any particular rhyme or reason. As a rule, the plats have been made by operators or private owners of real estate, primarily from the point of view of the subdivision of the property at a profit, a perfectly proper procedure, but, under the circumstances little attention could be given to the relation of these relatively small holdings to the topography,

*Subdivision Control* or to each other, or to the general requirements of the city in its broader aspects. In some instances, the results are unfortunate and in most instances are now beyond hope of change except in details. Where the subdivision has endeavored to follow the contour of the land the amount of property controlled has usually been small and the effect, therefore, only local. Many of the streets which have been laid out in the rectangular fashion have not corresponded with adjoining subdivisions, and as a result these streets frequently are not continuous.

A platting guide has been prepared by Mr. Gardner under the direction of the City Plan Commission, which is a big step in the right direction.



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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In our platting guide for the use of city planning commissions, we have covered in a general way, what the local officials should require of property owners or developers. We do not believe that all these requirements should be incorporated

*Platting Guides  
for Subdividers*

in set rules and regulations. There should be room for discussion of main requirements with regard to street locations and their subdivision, the size of blocks, the lotting, the reservation of land for parks, recreation areas and public building sites.

A number of cities have recently prepared their own platting guides and printed them in good form for distribution among the owners of property, real estate firms engaged in land subdivision, and others. An excellent example of such a publication is that of Milwaukee, Wisconsin.

### 9. MAKING CITY PLANNING REAL IN SAN DIEGO

The city plan for San Diego has placed its emphasis on things that can be carried out—changes of the right character that can be made in the right places and at the right time. They are presented in such a way as to give a suggestion of the urgency of the various requirements. There are still wonderful opportunities on the waterfront, in the unoccupied canyons and in a general

*City Planning  
Procedure*

scheme of city planning improvements carried out gradually from year to year, step by step. Therefore, the chief reasons for a critical examination of the merits and faults of things as they are in San Diego today from a city planning point of view may be stated as—First, to see what can still be done to correct the haphazard procedure in the past—Secondly, to apply principles in the future

development to a more successful laying out and development of the new territory about to be occupied—Thirdly, to avoid changes that will not justify the cost or effort because they are piecemeal and temporary and do not strike at the root—Finally, to waken the people of San Diego to the practical need and importance of comprehensive planning by showing the gravity and cost of errors already made, the elements of weakness in the present city planning policy, and the magnificent opportunity that still exists for the future of San Diego, if action is taken in time.

In considering the carrying out of the recommendations of this report as shown on the new plans for San Diego, it may be profitable to look back for a moment and review briefly the chief recommendations included in the City Planning Survey of eighteen years ago, and the progress that has been made. The work was in many respects different from the present Comprehensive City Planning Studies. It was more of a survey and program than an actual plan, and more general in character and less detailed in its recommendations.

The principal proposals of that report, however, were as follows:

(1) A Civic Center and Plaza to be developed in the heart of the city. Little or no progress has been made on this subject, except in the formation of public opinion, which is now more alive to its necessity. The dredging of the harbor and filling of the waterfront presents an opportunity that did not exist earlier.

(2) The improvement of the Bay Front for commerce and recreation. While much remains to be done, the advance of the actual developments on the Bay Front is exceedingly gratifying,



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## PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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PORTION OF THE INDUSTRIAL DISTRICT OF SAN DIEGO

and they would justify in themselves the whole city planning effort of 1907-08.

(3) Developments at the foot of Date and Elm Streets, together with "a Paseo," or panhandle to Balboa Park. Aside from the developments on the waterfront itself, nothing has been accomplished as a result of this proposal .

(4) The improvement of the railroad and water approaches. There have been substantial developments of a good order in the approaches

to San Diego, especially in the new and appropriate railroad station.

(5) Additional small squares and open spaces. Very little has been accomplished.

(6) Playgrounds for the use of children. Through the effort of the Play and Recreation Department and the co-operation of other organizations and individuals, there has been a substantial expansion of the playground facilities. The present report adds to this program, and there is



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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a good prospect of reaching a high standard of facilities.

(7) Streets and Boulevards. The biggest change that has taken place in cities during the years between the two city planning studies for San Diego has been in the demands made upon streets and boulevards. The present conditions were not then foreseen with any definiteness. Nevertheless, the report of 1908 contained recommendations for the widening and construction of main thoroughfares 150 feet in width, and the making of a system of important boulevards 200 feet in width. No one can estimate the advantages to San Diego if these recommendations had at that time been taken seriously.

(8) The early report proposed the establishment of a genuine park system, including not only Balboa Park and the Bay Front, but parks on Point Loma, beach reservations at various points, parks for La Jolla, Soledad Mountain, Mission Cliff, Fort Stockton and the Torrey Pines. While something has been done, much of this program still remains to be carried out, and to the original proposals are now added a more complete, more definite and better integrated park system plan.

Making city planning real in San Diego depends upon the carrying out of the city plan. Few phases of this movement are more important than the question of how to get action. Experience demonstrates that there are right and wrong methods of getting action, but it is difficult to draw a sharp line between right and wrong methods because circumstances and local conditions play an important part. As cities are individual, so the city planning methods employed must be individual.

Among the wrong methods of getting action in city planning, three may be mentioned. One is the

promotion of city planning by a single class of a community, either official or unofficial. City planning, for success, requires the backing of the whole community. Another wrong method is excessive or untimely promotion, or the attempt to carry out too big a scheme at one time. Examples of this error might be taken from many American cities.

The greater number of failures to get action, however, have been due, as an analysis of the work of the last decade will show, to inadequate promotion and publicity. City planning has suffered most of all from a lack of energetic effort corresponding to that used for success in other fields.

Right methods of getting action on city planning should normally include every one of the following, and often in addition some special methods adapted to the particular local requirements.

(1) An official planning board. Some special official agency in charge of city planning, such as the City Planning Commission of San Diego, is essential to action.

(2) Adequate provision for the legal side of city planning. Success depends upon legal authority for the establishment of the city plan; the acquisition of land for various public uses; building regulation and zoning; and city planning finance, including tax and debt limits, special assessment, etc. City planning law is constantly changing, and fortunately for friends of this movement it is changing in the right direction. Its advance depends largely upon public opinion.

(3) A broad, yet sound financial policy. There is a distinction between the cost of a survey and



# SAN DIEGO, CALIFORNIA

## ♦ PLANNING PROPOSALS ♦

- ROADS
- RAILROAD PROPERTIES
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- OTHER PUBLIC PROPERTIES
- CEMETERIES
- PUBLIC BUILDINGS

## COMPREHENSIVE CITY PLANNING STUDY PREPARED FOR CITY PLANNING COMMISSION

**LEGEND**

Existing:  
Streets  
Railroad Properties  
Industrial Areas  
School Properties  
Playgrounds  
Park Properties  
Public Buildings  
Other Public Properties  
Pueblo Lands  
Cemeteries  
Limit of built-up Areas  
Edge of Ravines

Survey Material  
Compiled by Kenneth A. Gardner



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## PLANNING PROPOSALS for SAN DIEGO, CALIFORNIA

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city plan and the cost of the execution of city planning projects. The actual cost of the planning work is small, and would be justified usually merely as a form of municipal publicity, even if no immediate action were taken. The cost of the execution of a city plan during a long period may be large, but this cost should be less with a comprehensive city planning program than without it. In order that those in charge of the development of the city may proceed economically, as has been well said, they must be able to proceed with confidence, method and system steadily step by step to carry to completion a well-considered plan.

(4) Constant fundamental education of public opinion, month in and month out. There should be direct education in city planning, especially as related concretely to local problems. The city planning commission should direct and execute the educational campaign and publicity that should accompany a large city planning program such as San Diego is now adopting. In no other way can the discussion be authoritative. The city planning commission, however, cannot hope to be thoroughly effective unless it secures also the active co-operation of the voluntary social, civic and other groups of citizens. The whole public can be reached only by the assistance of the chamber of commerce, women's club, labor union, the American Legion, churches and other organizations to which the people of the city are accustomed in their daily life to look for information and guidance.

(5) The printing of city plan reports, the discussion of city planning proposals, local exhibitions, the use of motion pictures, etc. All appropriate, effective means of publicity, should

be drawn into the service of city planning. The making of public opinion for municipal improvements is like making public opinion for anything else. It is done through the printing press, employing to the full the opportunities afforded by graphic and vivid presentation, by the public exhibition of plans, by moving pictures, by the distribution of pamphlets and popular leaflets, by public meetings, illustrated lectures and by free and wide discussion.

(6) A persistent follow-up city planning organization. In order that the proposals of the city planner may be successfully followed up, it is necessary to provide definitely some effective city planning machinery in the form of a permanent local city office, and also for the continuation of the same kind of service that the comprehensive city plan itself involved. Not only should a local assistant be regularly employed, but some arrangement should be made for continuing at least in a supervising capacity the services of a widely experienced city planner to make visits occasionally, and to prepare periodically, a review of the work in hand.

Finally, it may be said that all of these methods are necessary to get action in city planning for San Diego that is farsighted and looks toward permanent results. With this should also go a recognition that city planning, like other large public projects, depends upon the adoption of plans that take into account what is best not merely for one class of the community nor for a special interest, and not from the point of view of one year only, but considering the welfare of the city in the long run and the people as a whole.



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PLANNING PROPOSALS *for* SAN DIEGO, CALIFORNIA

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