Mission Beach

Precise Plan and Local Coastal Program Addendum

MISSION BEACH

PRECISE PLAN

AND

LOCAL COASTAL PROGRAM ADDENDUM

City of San Diego Planning Department

202 C Street, MS 4A
San Diego, CA 92101

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MISSION BEACH PRECISE PLAN

The following amendments have been incorporated into this December 2005 posting of this Plan:

Amendment	Date Adopted by Planning Commission	Resolution Number	Date Adopted by City Council	Resolution Number
Mission Beach Precise Plan adopted	May 15, 1974	R-238	July 11, 1974	R-748201
Adopted and incorporated the Local Coastal Program addendum into the Mission Beach Precise Plan			February 2, 1982	R-25575
Local Coastal Program amended in response to actions by the California Coastal Commission			April 3, 1984	R-260410
Defined the types of uses allowed within Mission Beach Park and deleted references to the Plunge Building			June 30, 1986	R-266132
Implemented Proposition G			November 21, 1989	R-274772

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OFFICE OF
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236-6450

April, 1974

The Honorable Mayor and City Council
The City Planning Commission
City of San Diego, California

I am pleased to present to you the accompanying Mission Beach Precise Plan which has been developed and endorsed by the citizens of the Mission Beach community and the staff of the San Diego City Planning Department. The Plan represents a comprehensive guide toward the maintenance and future development of Mission Beach.

This Plan has been prepared over the last three years during which time bi-weekly meetings have been held between the department staff and the group representing the community, the Mission Beach Precise Planning and Implementation Organization. That organization has also held quarterly evening meetings in the community, all of which have been noticed by flyer to every dwelling unit. Several mail outs have been made to every property owner of record including an initial notification of intent to form the Organization, a summary of the first draft of the Plan, a questionnaire, and a notice of the availability of a summary of the final Plan upon request. This excellent communication has been the hallmark of the Organization over the last three years.

The Plan recognizes the absolute uniqueness of Mission Beach and offers 150 goals and recommendations as a guide toward protecting and preserving the community and those unique things about it. Extremely small lots, high density, and a variety of life styles presently characterize Mission Beach. A limited vehicular circulation system and an extensive system of pedestrian paths define the residential lands, the supporting commercial services, and the beaches. The overall goals of the Plan are to continue the present density patterns by developing special zoning regulations tailored to the community, to promote the continuation of a balanced community, to accommodate visitors to the beach while minimizing their impact upon residents, and to enhance the overall quality of the physical environment.

It is recommended that the Planning Commission approve and recommend City Council adoption of the Mission Beach Precise Plan as a comprehensive guide for the future of Mission Beach.

Respectfully submitted,

James L. Goff
Planning Director

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LEGAL FOUNDATION

Section 65101 of the Government Code of the State of California, Section 41(c) of the Charter of the City of San Diego, Section 103.0101 of the San Diego Municipal Code as well as several related City Council Policies give authority to the preparation of Community Plans. The Mission Beach Precise Plan (Plan) has been prepared in conformance with these enabling laws.

The Plan has been prepared to serve as a guide for future public and private development within the community. Once this Plan is adopted by the City Council, any amendments, additions or deletions will require that the Planning Commission and City Council follow the same procedure of holding public hearings as was required in the initial adoption of the Plan. While this Plan sets forth many proposals for implementation, it does not establish new regulations or legislation, nor does it rezone property. However, it must be clearly pointed out that adoption of this Plan will require subsequent public hearings to be held to determine whether or not to rezone property so that it is consistent with Plan proposals. This requirement for consistency between Zoning Regulations and adopted plans is set forth within Assembly Bill 1301, passed by the state legislature in November, 1971. Finally, the amendment of other City Ordinances such as subdivision, housing, building or other development controls must also be enacted separately through the regular legislative process.

Proposals within this Plan have been coordinated with the Progress Guide and General Plan for the City of San Diego (General Plan) and the Mission-Pacific Beach Community Plan. It is felt, from the studies that have been undertaken, that a harmonious relationship exists with respect to the general goals and policies of community and citywide significance. Should differences occur in the future regarding proposals contained in this Plan and the Mission-Pacific Beach Community Plan or the City's General Plan, they may be resolved during the course of the concurrent hearings held at the time of the amendment of this or the Mission-Pacific Beach Community or General Plan. This procedure is in accordance with City Council Policy 600-7. It should be also pointed out that the periodic comprehensive review of the General Plan may produce recommendations for changes in this Plan. Again, the normal procedures for legislative actions, including public hearings, must be followed before changes to these documents can be accomplished.

The preparation of this Plan also considered the area’s relationship to the surrounding City plan for Mission Bay Park. As a result, a harmonious relationship exists between these two areas of concern.

EVOLUTION OF THE PLAN

This Plan is the product of many years of planning effort within this beach community. The Plan was completed by the Mission Beach Precise Planning and Implementation Organization in conjunction with City staff in September of 1973. However, the framework for preparation of this Plan goes back to 1967 when the San Diego City Council formally recognized the Mission-Pacific Beach Community Planning Organization. This organization was charged with the responsibility of preparing a comprehensive community plan to guide future development of Mission and Pacific Beaches. The combined efforts of the City of San Diego and the Planning Organization resulted in the adoption of the Mission-Pacific Beach Community Plan in November 1970.

A recommendation in the Mission-Pacific Beach Community Plan was that a precise planning study be initiated for Mission Beach upon the adoption of the Mission-Pacific Beach Community Plan. It was recognized that many conclusions, goals and proposals concerning Mission Beach were general in nature. It was further recognized that these generalizations needed a great deal of refinement. Consequently, the plan recommended that Mission Beach prepare its own Precise Plan in order to give more attention to specific problems. It was suggested that a plan should be founded on the advice of residents and property owners in the Mission Beach community. The plan suggested that the Mission Beach Precise Plan include an analysis and definition of existing and potential land use development, circulation and parking, necessary guidelines for both public and private elements of the community in order to take full advantage of the ocean and bay environment, density proposals, and whatever other specific problems existed within the Mission Beach community. The Mission Beach Precise Plan as set forth in the following pages attempts to accomplish these tasks.

Upon adoption of the Mission-Pacific Beach Community Plan by the City Council in November of 1970, organizational procedures were begun in order to create a citizens committee to aid in the preparation of the Mission Beach Precise Plan. The six Mission Beach representatives to the Mission-Pacific Beach Community Planning Organization served as the core of the new Mission Beach committee.

Organizational meetings were held in the community in February and March of 1971. Notices were mailed to every property owner and attached to the door of every resident in the community. At these meetings, nine additional members of the community were elected by residents, property owners and business people to serve on the executive board. The community was divided into five sub-districts. (See map, page 16.) Three residents or property owners represent each area. Since that time the 15-member board has met bi-weekly at City Hall with staff of the Planning and Community Development Departments. Some 75 meetings have resulted in over 200 hours of dialogue during Plan preparation. Quarterly public meetings have been held in the community during the evening in order to inform the residents and property owners of progress on the Plan. Input from the community has been solicited, and vacancies on the executive board have been filled through elections at these meetings. Notices have been distributed to every dwelling in Mission Beach informing the residents of the place and time of the meetings and their general content. The news media also published notices of such meetings.

In addition to preparation of the Plan, the committee has worked on various implementation programs. These include the creation of a temporary 35-foot height limit throughout the beach until permanent controls are developed, the creation of a special zone (R-2B) for South Mission Beach, rezoning of all commercially zoned property in Mission Beach in order to gain stronger sign control, review of all requests for zone variances, and aid in the design of improvements to Mission Boulevard.

The committee also attends meetings and hearings of the City Council, the Planning Commission, the Zoning Administrator, the Zoning Board of Appeals, the Park and Recreation Board and other such bodies in order to advance their position when items of particular interest to Mission Beach are being considered. The efforts of the members of this Committee have been invaluable in aiding the City in preparing this Mission Beach Precise Plan.

LIQUOR

HISTORY

Mission Beach is built entirely upon a sand bar created by joint action of the San Diego River and the Pacific Ocean. Because of the difficulties in developing on sand, Mission Beach developed later than its neighbors, Pacific Beach and Ocean Beach. A subdivision syndicate composed of the Rife Brothers, George L. Barney and John F. Forwards, Jr., made some of the first improvements to Mission Beach, including the bridge connecting Mission Beach with Ocean Beach.

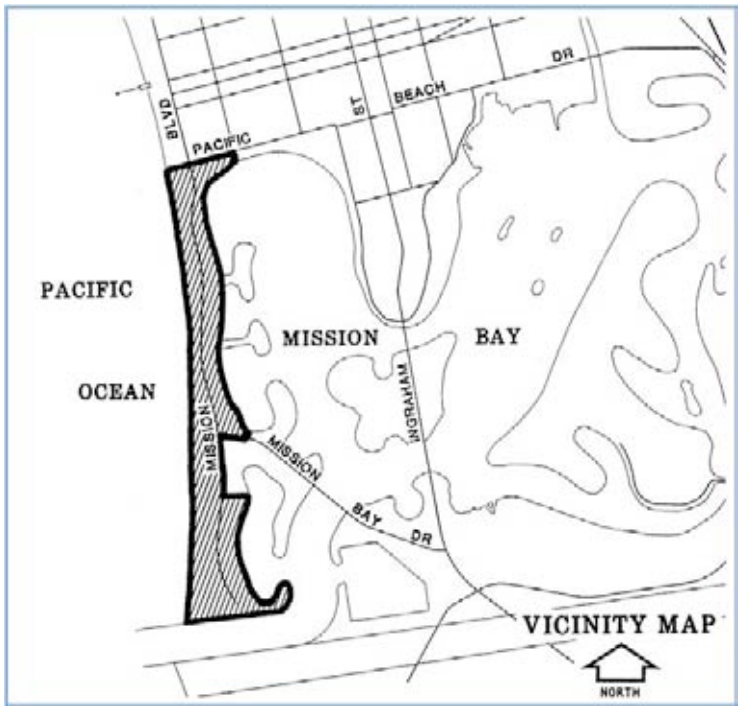
In 1914, encouraged by the success of land sales in nearby Ocean Beach and Pacific Beach, John D. Spreckles offered lots for sale with George L. Barney acting as a general agent. Starting in 1916, J.M. Asher built a tent city, a large swimming pool, a bay front pier and a bathhouse. Activity in the beach community soon encouraged the transit company to extend the streetcar line from Ocean Beach to Mission Beach. The tent city continued to prosper and was an attraction until about 1922. At that time the City of San Diego's new health code resulted in the removal of non-permanent dwellings. Before they disappeared, however, permanent houses began to spring up in Mission Beach.

In 1925, in order to stimulate real estate sales and to increase the income of the electric railway which he owned, John D. Spreckles built the present Mission Beach amusement center, now called Belmont Park, at a cost of about $4,000,000. San Diegans flocked to the beach and the center maintained its popularity. At the death of John Spreckles, his organization granted the entire amusement center to the City of San Diego for the enjoyment of its people. Eventually, at the urging of the Mission Beach Civic Organization and other civic groups, California made Mission Bay a state park. Later, San Diego took over the area from the state, recognizing the recreational potential of the bay. This was the beginning of Mission Bay Park which was opened in September, 1949.

The removal of the rail line and the bridge to Ocean Beach and the development of West Mission Bay Drive through the park resulted in the circulation system that Mission Beach has today. The last decade has seen the beginning of a change in the character of the residential buildings in the community from small cottages to apartments.

The situation of Mission Beach makes it one of the most unique recreational areas in San Diego. In spite of its location between the bay and the ocean, Mission Beach has not transformed from a residential to a recreational community.

STUDY AREA



Mission Beach, located on a peninsula two miles long and up to 1/4 of a mile wide, is the most densely developed community in the City of San Diego. At the time of the 1970 census, it contained about 3,100 dwelling units housing 5,600 people on barely 100 acres of privately owned land. Lot sizes are the smallest in the City of San Diego. The largest standard lot size is 2,400 square feet, the smaller 1,250 square feet.

Very little consolidation of these lots has taken place. Residential structures are in the form of either wooden cottages constructed 30 to 40 years ago, or small apartment buildings. There is a complete mixture of single-family and multifamily structures, as well as a total mixture of residential densities on a lot-by-lot basis. Zoning in San Diego was designed for much larger lots than those found in Mission Beach. Consequently, almost all development that occurs must have a variance from the zoning code.

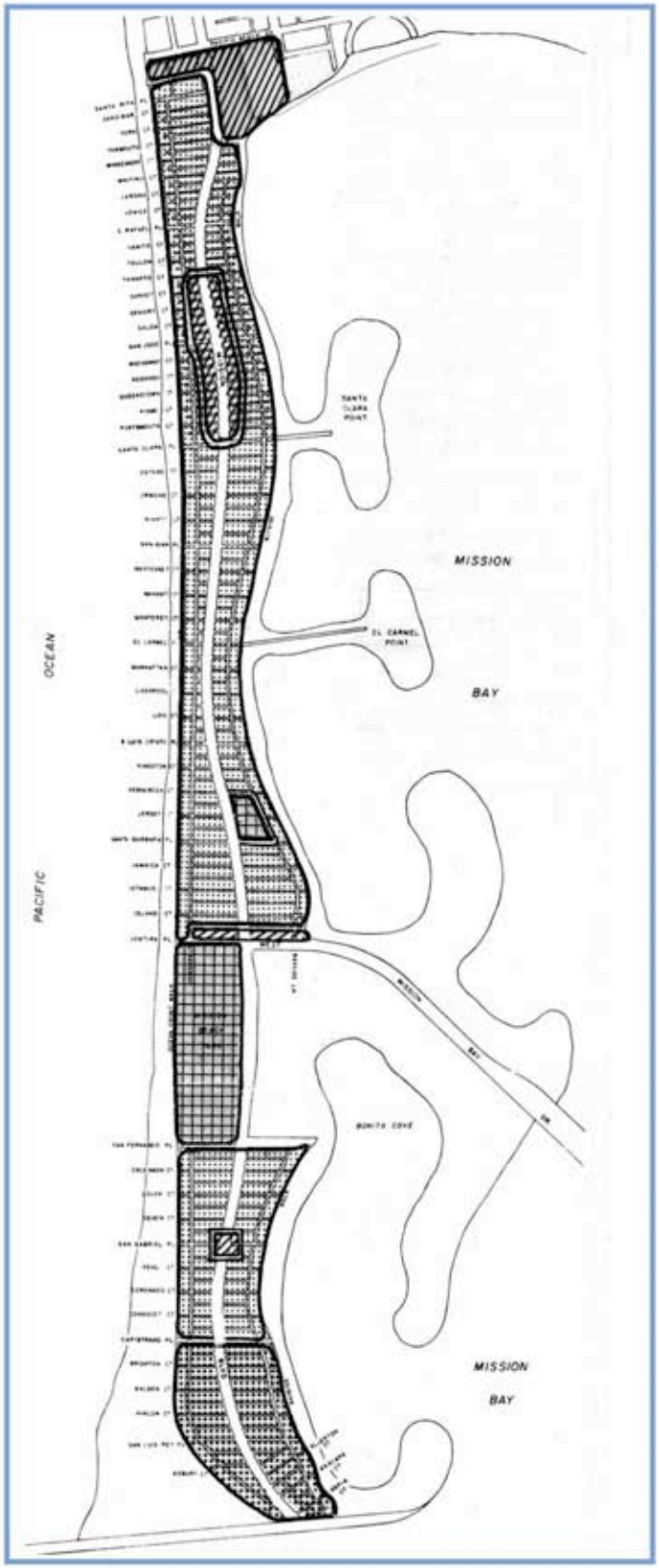
There are 16 acres of commercially zoned land in Mission Beach excluding Mission Beach Park. Only four acres of this is in commercial use. Existing establishments consist mostly of eating and drinking places and small craft shops. The community lacks convenience facilities supplying a full range of goods and services. There is surprisingly little commercial recreational activity in Mission Beach at present considering its situation between the Pacific Ocean and Mission Bay Park.

The only public school in the community is for special education. There is no public library, although bookmobile service exists. Open space in Mission Beach is in the form of beaches. The community has no neighborhood parks. Police and fire protection are both considered adequate except when Mission Boulevard is blocked with traffic. At such a time it is virtually impossible to move fire equipment within the community. The circulation system in Mission Beach consists of the Mission Boulevard axis, two streets running parallel to the Boulevard, and a series of alleys and pedestrian courts perpendicular to Mission Boulevard spaced at 50- or 80-foot intervals. Most homes in Mission Beach front on the pedestrian courts which have a ten-foot right of way. Traffic congestion is common especially at the height of beach use in the summer. Parking is also critical. Most dwelling units fail to provide an adequate amount of off-street parking. Except for Mission Boulevard and the Places, there is very little on-street parking available. This results in a high degree of illegal parking.

	LAND USE				ZONING				
Subarea	**Residential**	**Commercial**	**Vacant**	**Total**	**R-4**	**R-2B**	**CS**	**CN**	**Total**
V	16	4	2	**22**	11		11		**22**
IV	17		1	**18**	18				**18**
III	21	2	2	**25**	23		1	1	**25**
II	13		1	**14**	12		2		**14**
I	21		2	**23**		22	1		**23**
MB Pk		17		**17**			17		**17**
Total	**88**	**23**	**8**	**119**	**64**	**22**	**32**	**1**	**119**

Mission Beach is characterized at the present time by a general lack of amenities. Commercial districts reflect an inordinate number of signs and billboards. The stores lack necessary maintenance of the outside. Residential areas are characterized by a general lack of landscaping. Much new construction lacks imaginative design. The overall community is cluttered with wires and poles. Lack of trees and vegetation is severe. All of these factors give one of the most expensive communities in San Diego an uninviting appearance.

The historic development of Mission Beach has resulted in serious problems for the Community, as outlined above. Present development is compounding these problems. Future development, hopefully, will begin to change this trend in order to resolve the many problems that face Mission Beach today. This is the challenge set for the Community and the purpose for which the Mission Beach Precise Plan was prepared.

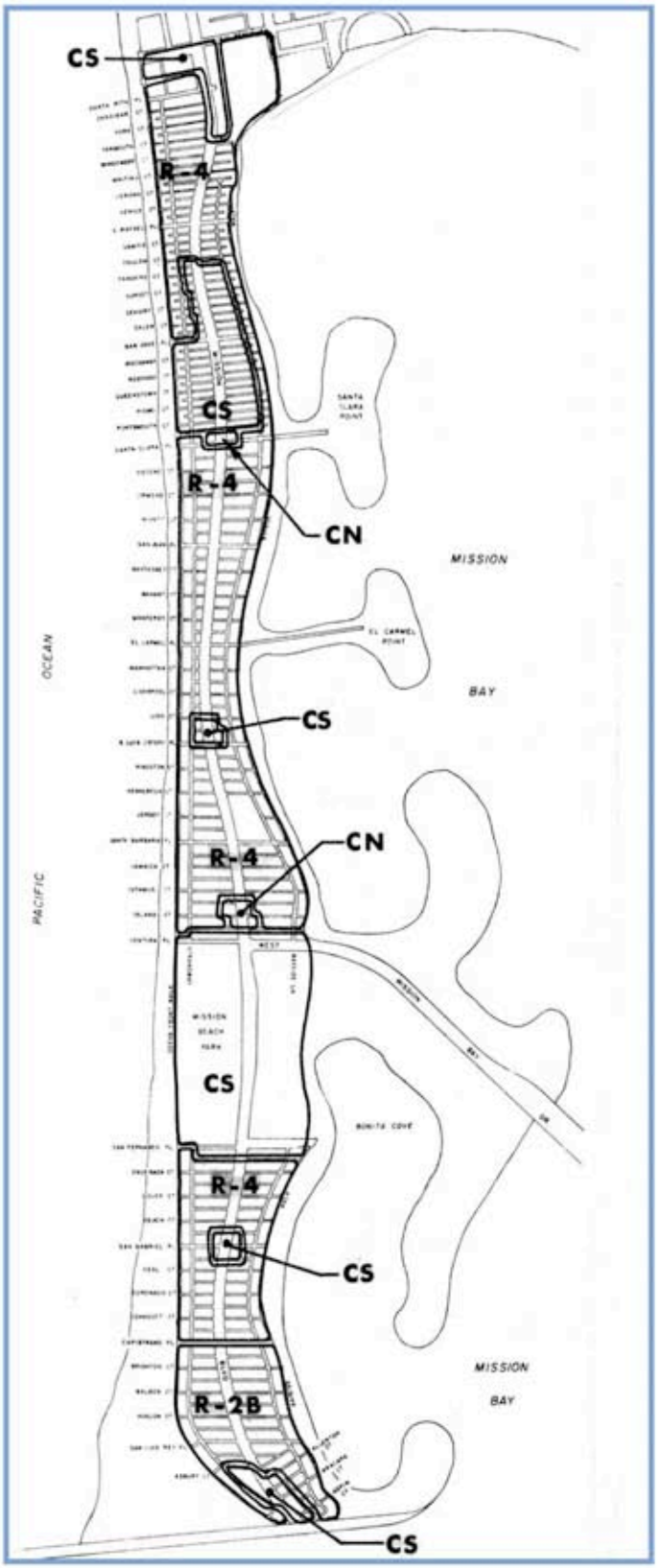


legend

- residential (10-40 units per acre)
- residential (15-80 units per acre)
- mixed commercial
- public facilities

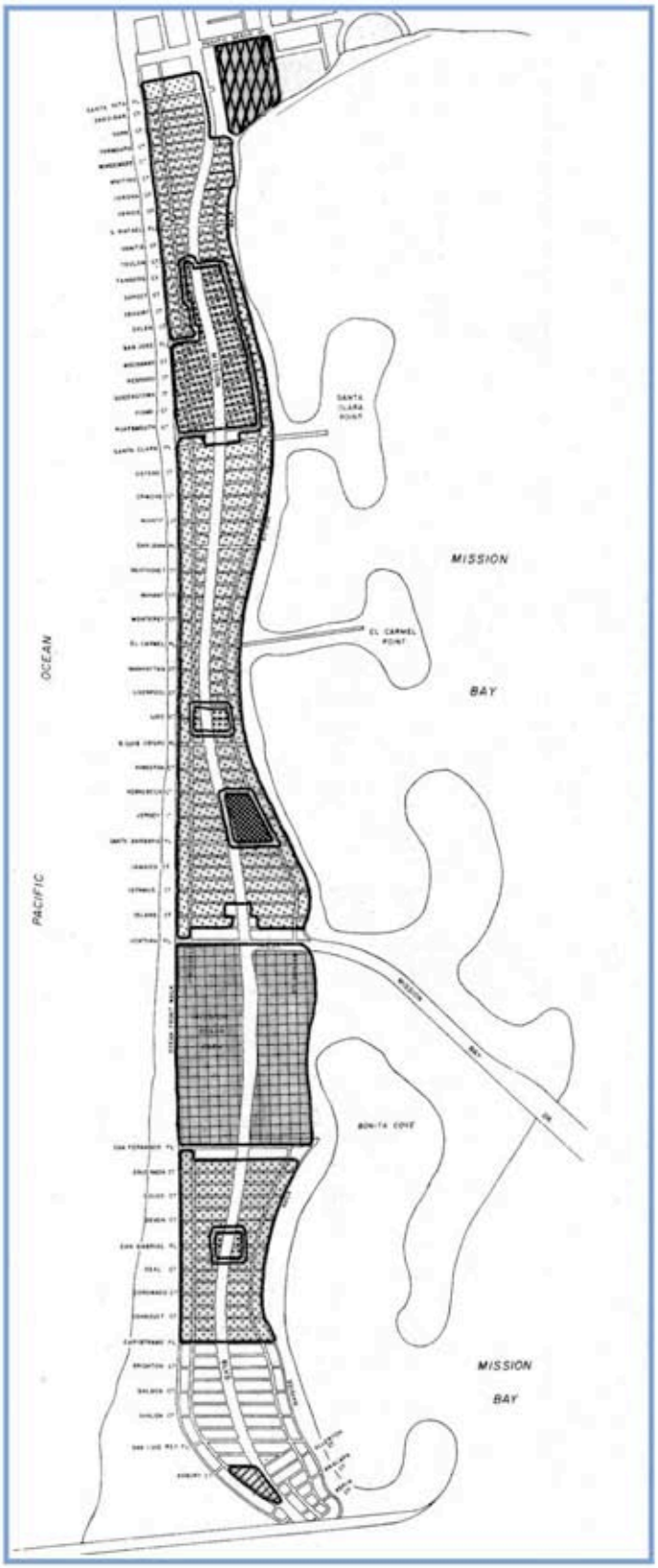
Existing Land Use

Mission Beach Precise Plan



Existing Zoning

Mission Beach Precise Plan



Note: This map illustrates those situations where Plan proposals are inconsistent with present zoning. Shown are the necessary rezonings if the zoning is to conform to the Plan. The use of a planned district would replace all zones with regulations tailored to Mission Beach. The content of district regulations would be similar but different from the zone proposals shown on the map.

legend

- r4 to r2-b
- r4 to r1-40
- cs to cn
- cs to r2-b
- cs to r1-40
- r4 to cs

Zoning - Plan Conflict

Mission Beach Precise Plan

GROWTH PROJECTION

The Plan establishes an overall limitation on growth and development in the future that is less than existing zoning permits, and less than the Mission-Pacific Beach Community Plan suggests.

There is no specific timeframe in which this development is likely to occur. That depends entirely upon action within the private market. In order to place the density proposals into perspective, the following table shows the recent population and housing situation compared to a projection of total dwelling units and population if the Plan is carried out.

The limitation of 36 dwelling units per acre could result in an eventual density of 42 dwelling units per acre overall, because much property is already developed well over the 36-unit per acre density. If families can be encouraged to locate in Mission Beach the declining number of people per dwelling unit can be checked and reversed, resulting in the 8,000 population figure.

MISSION BEACH POPULATION AND HOUSING PROJECTION*

	Overall DU/AC	Total Dwelling Units	Occupied Dwelling Units	People/DU	Population
1960	28	2,700	2,250	2.3	5,200
1965	30	2,850	2,550	2.1	5,400
1970	33	3,200	2,850	2.0	5,700
1971	34	3,250	2,900	2.0	5,800
1972	35	3,350	3,000	2.0	6,000
Fully Developed	**42**	**4,000**	**3,800****	**2.1**	**8,000**

*Based on 96 acres of residential land.
**5% vacancy factor.

OVERALL GOALS

- The continuation of the existing medium-density character of Mission Beach, exemplified by the overall low profile and random mix of housing types and styles.

- The creation of development regulations, tailored to the special needs of Mission Beach, to replace existing zoning within the community.

- The promotion of a community balanced by housing types, dwelling unit sizes, a variety of individuals and family sizes, housing price, and racial and ethnic composition.

- The accommodation of visitors to the community in a manner that minimizes their impact upon the residents.

- The accommodation of those commercial facilities necessary for the convenience of residents of the area and tourists attracted to the area.

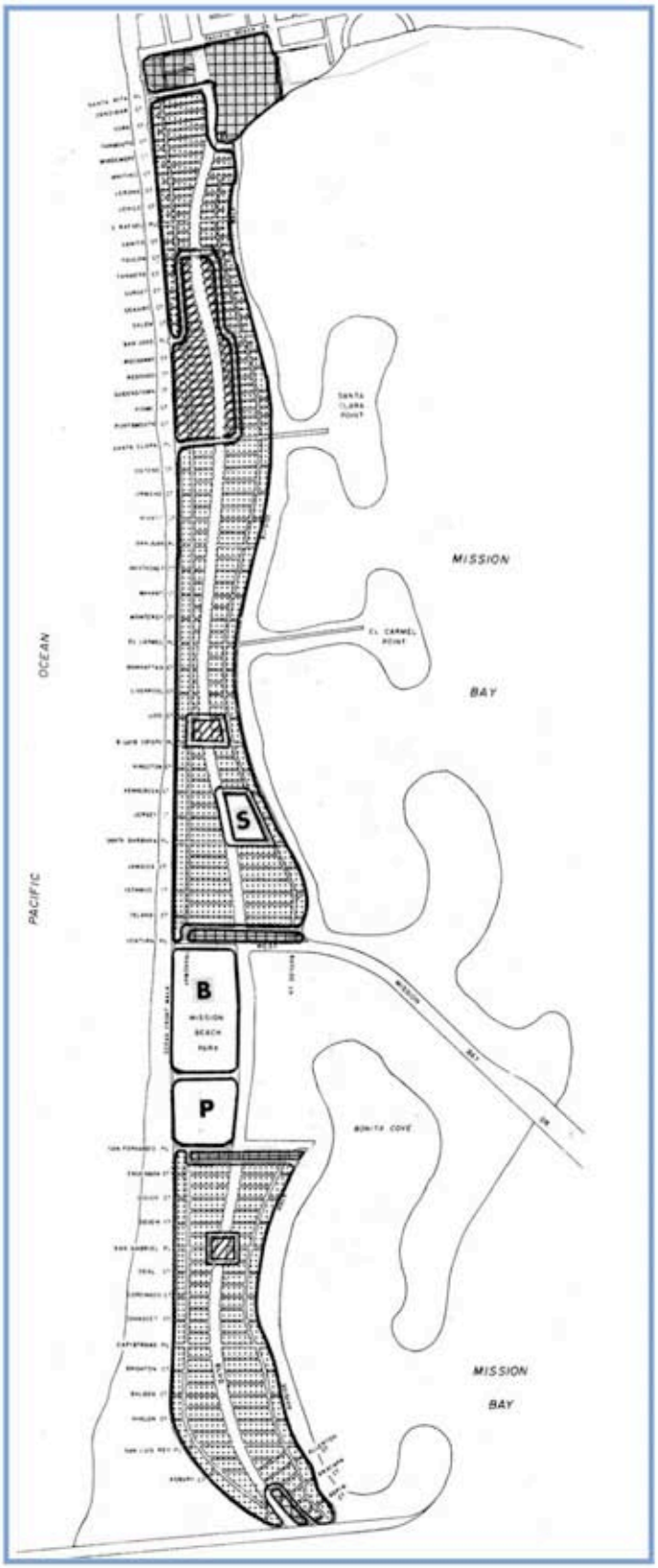
- The provision of community facilities necessary for the education, relaxation, safety and health of people within the Mission Beach community.

- The reduction of the overall vehicular congestion existing in Mission Beach.

- The provision of increased parking in order to reduce the serious deficit that presently exists.

- The promotion of alternative forms of transportation to serve Mission Beach including mass transit, shuttle service and bicycles.

- The enhancement of the overall quality of the physical environment in Mission Beach.



legend

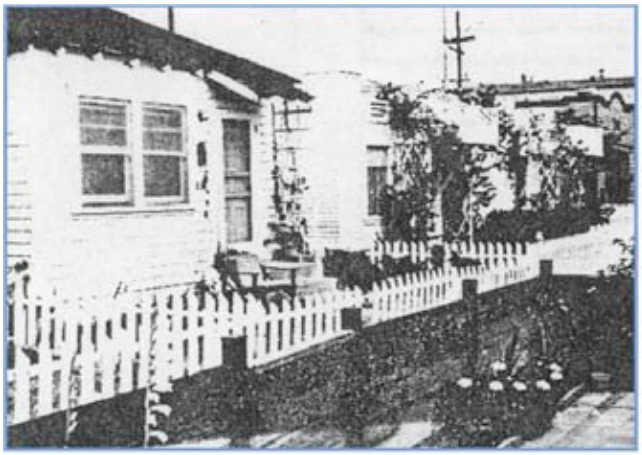
- residental (36 units per acre)
- neighborhood commercial
- commercial recreation

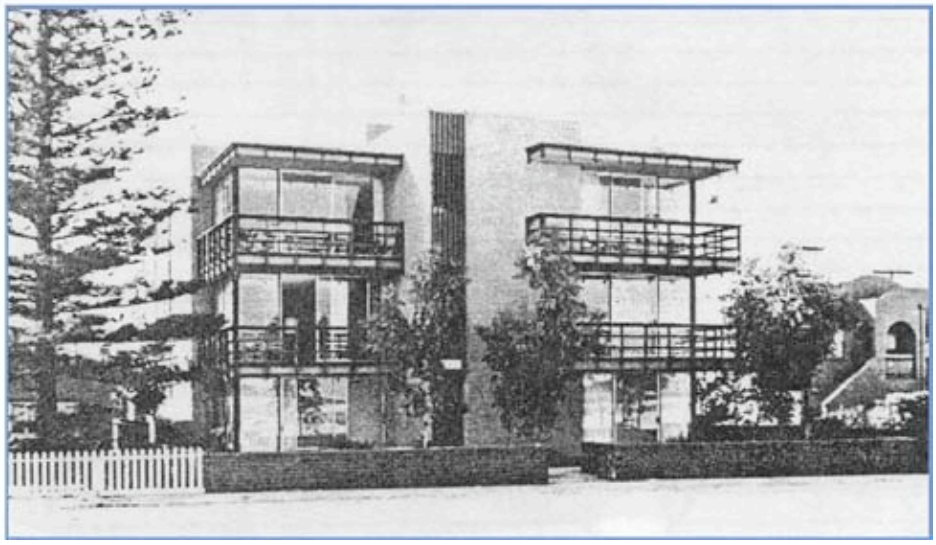
public facilities

- P parking
- B belmont amusement park
- S school

Mission Beach Land Use Plan

Mission Beach Precise Plan





RESIDENTIAL ELEMENT

Mission Beach is presently characterized by a low-profile compact series of residential structures. Community attitudes indicate that an effort must be made to encourage the retention of those characteristics that make Mission Beach the distinct and unique community that it is today.

There are a number of problems that exist at present, however, some of which are being amplified by new development. These include the threat of overbuilding in terms of density, excessively bulky buildings that are out of scale with respect to their site and the community, lack of parking, lack of landscaping, and the lack of adequate height regulation. Seventy-five percent of the residential zoning in Mission Beach is R-4, which allows a potential density of 108 units per net residential acre. The continuation of the use of this zone over the years is the reason for the problems today. Each of these problems has been contributing to the environmental degradation of Mission Beach over the years.

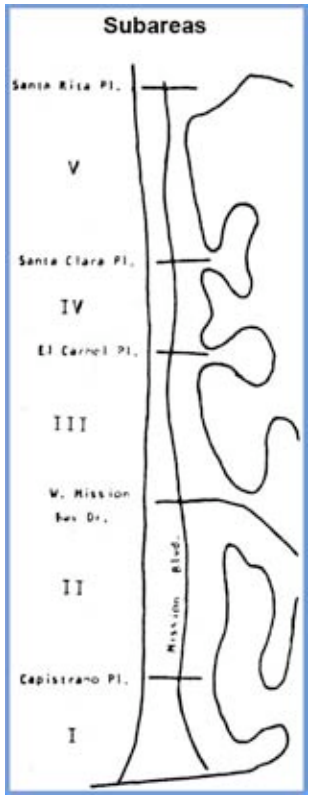
The other 25 percent of the residential land (located in South Mission Beach south of Capistrano Place) is zoned R-2B. This zone, recently created especially for that area, is compatible with the character of the residential development in that area. South Mission Beach consists mainly of one- and two-family residences, and has an overall lower density than the rest of Mission Beach.

GOALS

- The continuation of the existing medium-density character of Mission Beach exemplified by the overall low profile and random mix of housing types and styles.
- The establishment of an overall maximum density in Mission Beach in order to prevent overdevelopment.
- The permanent control of height and building bulk so that structures in Mission Beach will not have adverse affects on surrounding property, the beaches, and the community in general.
- The encouragement of good building, site and neighborhood design through the use of bonuses as rewards for extraordinary development.
- The insurance of necessary health and safety conditions such as the provision of adequate light and air, and storage of trash and garbage.
- The insurance of necessary environmental amenities such as the provision of open space, landscaping and vegetation.
- The development of increased on-site residential parking requirements in order to alleviate the critical parking shortage.
- The replacement of R-4 zoning in Mission Beach with development regulations tailored to the community.
- The incorporation of the R2-B zone into special development regulations tailored to South Mission Beach.

Subarea		R15 Amount	R15 Percent	R2 Amount	R2 Percent	R2A Amount	R2A Percent	R3 Amount	R3 Percent	R3A Amount	R3A Percent	R4 Amount	R4 Percent	Total Amount	Total Percent
V	**Parcels**	10	2	18	3	115	21	254	47	115	21	30	6	**542**	**36**
	Acreage	1	2	1	5	5	26	8	39	5	22	1	6	**21**	**24**
IV	**Parcels**	7	4	11	6	74	39	56	30	29	15	11	6	**188**	**12**
	Acreage	1	5	1	7	5	38	3	27	2	16	1	7	**13**	**15**
III	**Parcels**	5	2	24	8	103	35	88	30	62	21	12	4	**294**	**20**
	Acreage	1	3	2	9	7	31	6	31	4	21	1	5	**21**	**24**
II	**Parcels**	-	-	10	4	91	37	84	35	48	20	10	4	**243**	**16**
	Acreage	-	-	1	5	6	34	6	36	3	19	1	6	**17**	**19**
I	**Parcels**	5	2	31	13	124	53	67	29	7	3	1	-	**235**	**16**
	Acreage	1	4	3	16	8	51	4	25	-	3	-	1	**16**	**18**
Total	**Parcels**	**27**	**2**	**94**	**6**	**507**	**34**	**549**	**37**	**261**	**17**	**64**	**4**	**1,502**	**100**
	Acreage	**4**	**3**	**8**	**8**	**31**	**35**	**27**	**32**	**14**	**17**	**4**	**5**	**88***	**100**

*This excludes eight acres of vacant residential land.
Source: research Section, San Diego City Planning Department, September 1971.
Acreages rounded to the nearest whole number.



PHYSICAL DEVELOPMENT PROPOSALS

The solution to the physical problems attendant to residential development in Mission Beach lies in the creation of special development regulations to supercede the existing ones. The following Plan proposals will establish the criteria for these regulations. These criteria should apply to all residential development north of Capistrano Place. The development south of Capistrano Place should be regulated by the basic criteria as intended by the R-2B zone.

Density

Consuming almost all of its lot, this building is developed at over 90 units/acre.

The 1970 Census revealed that Mission Beach is developed to an average of about 33 dwelling units per net residential acre. If full development occurred under the R-4 zoning, Mission Beach could be developed to a density of over 70 dwelling units per acre. Because of the intense overcrowding and circulation problems that this would cause, it is necessary to limit density well below this figure. If new development is going to resolve rather than contribute to these problems, it should be limited to an average density of 36 dwelling units per net residential acre. On a lot-by-lot basis, the realistic limitation of present development is two units on a typical 1,250 square foot lot (25' x 50') and 4 units on a typical 2,400-square-foot lot (30' x 80') or about 72 units per net residential acre. The 1,250-square-foot lot is the standard lot size north of Santa Clara Place and the 2,400-square-foot lot the standard south of Santa Clara Place. The proposed limitation of 36 dwelling units per acre would permit one unit on a 1,250-square-foot lot and two units on a 2,400-square-foot lot. These building blocks are the basis for the 36-unit per net residential acre density limitation. The proposed 36 units per acre, while less than presently permitted, is twice the existing density of any community in San Diego.

Building Bulk

Because the lots are so small in Mission Beach, the problem of excessive building bulk is severe. This can have a detrimental impact on surrounding properties by blocking light and air. The means of controlling bulk are through setback requirements (yards), lot coverage and floor area ratios. The latter will be discussed in the next section. The need to control bulk and to ensure open space is of vital importance. In establishing controls, however, care has been taken not to be so stringent as to prohibit reasonable development of property. Certain criteria, then, has been established that takes both sides of the question into account.

The Courts and Places in Mission Beach provide the only pedestrian open space system other than the beaches. Every residence fronts on either the beach or a Court or Place. Consequently, their preservation is a top priority. Therefore, the existing requirement of a 15-foot setback should be maintained on all Courts and Places south of Santa Clara Place.

Because of the extremely small lot sizes north of Santa Clara, a ten-foot setback is acceptable on single lots. For property on the south side of Courts, there is an additional problem of shadow control that will necessitate further setbacks for development over two stories. This will be discussed under height limitation.

Rear yards and street side yards in Mission Beach abut alleys in almost all cases. Because these alleys are strictly utilitarian, no setback is necessary above the first story. A setback should be necessary only to ensure maneuverability of automobiles in and out of parking stalls. Most alleys are only 16 feet wide, whereas the minimum turning radius necessary for an automobile is as great as 21 feet.

Interior side yards present a dilemma because of the narrow lots. Subtracting anything from either side of a 25- or 30-foot lot leaves very little buildable area. One solution is common wall construction with a zero-foot side yard. This can only be implemented, however, when two or more lots are developing simultaneously. Otherwise, a minimum of a three-foot side yard plus an additional two feet for each story over two is necessary to insure even minimum light and air. This is less than would be required on a large lot but the most that can be reasonably required for very small lots. On consolidated lots, larger side yards are in order because larger lots allow more flexibility in site design. Where possible, minimum side yards should be four feet with an increase of three feet for each story over two.

A special situation is the setback for yards fronting on beaches. Because of the adequate open space of the beaches, a requirement of ten feet is reasonable in most cases. Buildings over two stories should provide additional setback for at least the third story in order to prevent shadows from encroaching on the beaches except for those lots north of Santa Clara where any setback greater than ten feet would deny reasonable use of the property.

All of these yard requirements, if taken at the minimum, could still permit bulky buildings. A further requirement, total lot coverage, added to the yard requirements is necessary to combat excessive bulk. A coverage of 50 percent for interior lots and 60 percent for corner lots will help to insure a reasonable control on bulk for 2,400-square-foot lots. For the l,250-square-foot lots a requirement of 60 percent is reasonable. As the size of the lot increases through consolidation, the lot coverage permitted should be reduced accordingly. Again, small lots developed one at a time are going to result in less than desirable open space and bulk control. More stringent requirements, however, would prevent reasonable development of the lot. Some consolidation of lots will be necessary to achieve an overall effect of space between buildings, especially with the 1,250-square-foot lots.

Floor Area Ratio

While density can be regulated by limiting the number of dwelling units per lot, and bulk can be controlled through setbacks and coverage requirements, these limitations still do not completely solve the critical problem of building bulk in Mission Beach. A lot permitted four dwelling units for example, could contain four small apartments @ 800 square feet each or four large apartments @ 1,600 square feet each. The latter case, with 6,400 square feet, allows twice the building as the former with its 3,200 square feet. For this reason, a further limitation is necessary. This limitation is floor area ratio. The ratio is as follows:

$$FAR = \frac{\text{total floor area}}{\text{total land area}}$$

This ratio limits the total living space per lot. Floor area includes most living space but should exclude legal parking, open stairways, trash storage areas, small balconies open on two or more sides, and roof decks. This requirement comes much closer to controlling building bulk based on the size of the lot. The basic ratio for use in Mission Beach should be about 1.0. This requirement should be variable, somewhere between .9 up to 1.2, based on the provision by the developer of certain bonuses such as open space and parking. This ratio, then, works in conjunction with density in controlling the overall development of any particular parcel. A property, therefore, having 4,800 square feet of lot area would be permitted 4,800 square feet of floor area if the ratio were 1.0. It could be developed (depending on limitations concerning total dwelling units) with four units of 1,200 square feet each, three units of 1,600 square feet each, or any other combination not exceeding the maximum floor area or number of units allowed. This permits a maximum amount of flexibility while insuring that a particular piece of land is not overdeveloped.

Consolidation

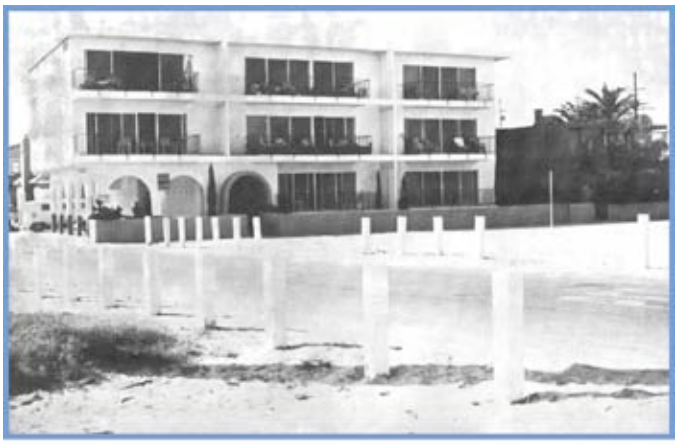
The standard 1,250 and 2,400 square foot lots in Mission Beach are extremely difficult to develop. Larger pieces of land provide more flexibility in situating a building on a piece of property. It is understandable that some consolidation of these small lots can result in better development. At the other extreme, however, is the need to limit consolidation at some point if the existing character of the community is to be preserved. The Courts, Places and alleys in Mission Beach act as boundaries, preventing any exceptionally large consolidation. Consideration should be given to closing east-west alleys in order to provide some flexibility in development possibilities. This should be done, however, only at the request of and with the concurrence of 100 percent of the owners of property abutting the alley. Because of the important role that the Courts and Places serve in providing open space and east-west pedestrian linkages, they should not be closed. Consideration should be given, however, to some minor realignment of the Courts, providing that the terminus of the Court nearest the ocean or bay remains fixed at its present location. Strandway and Bayside Lane, the two narrow north-south streets, provide a continuous link throughout the community both for regular circulation and for emergency vehicles. For this reason these two spines should not be closed. The maximum consolidation, then, becomes the area between two Courts, and between either north-south streets and Mission Boulevard. Should an alley be closed it should be done under the condition that an opportunity exists for dedication of an equal amount of property as public open space on the site. Whether such a dedication occurs should be subject to agreement by the City and the developer at the time of the transaction. The area thus defined is considered to be a reasonable area for consolidation. Anything greater could significantly alter the character of the community. Further consideration should be given to limiting the number of units per structure on large consolidations in order to control bulk. Bridging of Courts, Places or the north-south alleys through the use of air rights should not be permitted.

Height

The question of height limitation has been a volatile issue in Mission Beach for some time. Temporary height limits, renewed from time to time, have been the interim means of preventing the development of undesirable high-rise structures. Unfortunately, in many instances, high-rise has been mistakenly equated with high-density. The question of density is a separate issue.

A limitation upon the development of high rises in Mission Beach is necessary for several reasons. Without proper regulation, high rises can have a negative impact in terms of excessive bulk, the blocking of wind currents from the ocean to the bay that are necessary for sailing, the blocking of light and air to individual lots, the blocking of views and see-throughs, and the creation of excessive shadows. High-rise, per se, is acceptable if it has generous amounts of open space surrounding the structure, has adequate on-site parking, and has a proper location within the community.

Unfortunately, Mission Beach is so physically crowded that it is virtually impossible to develop a high rise without it having a negative impact on surrounding property, the beaches, or the community in general. The price of land in Mission Beach and the random ownership of all of the small lots make it difficult to assemble the amount of land necessary for an appropriate high rise.



Three stories is about as high as a structure can go without becoming way out of scale.

Because of the unique nature of Mission Beach with its small lots and low profile, the impact of an exceptionally large high rise would be considerable. The will of the residents and property owners has been expressed time and again, and it runs counter to tall buildings. Over 70 percent of the residents of Mission Beach voted in the November 1972 General Election to impose a permanent height limit on the community. If Mission Beach is, indeed, going to maintain its existing character, that of a low-profile community characterized by small residential structures and businesses, then it will be necessary to establish a permanent height limitation. A basic limitation of 35 feet with a three-story maximum is most in keeping with the existing character of the community and the will of the residents and property owners. The critical need is the proper regulation of shadows and structures on the south side of Courts and on Mission Bay. This is because the sun is in the south part of the sky in the former case and because afternoon shadows are undesirable on the bayside beaches in the latter case.

Taller buildings, therefore, must necessarily be set back further in these situations. Generally speaking, buildings on the south side of Courts should cast minimum shadows on the Courts

themselves and on the front yards on the property facing the north side of the Court. Buildings on the beaches should cast shadows onto the beach no faster than at a rate proportionate to the average usage at various times of the day. In other words, when the beach attendance under maximum beach usage conditions is 30 percent such as late afternoon on a hot summer weekend, for example, then the maximum amount of beach in shadows should be 70 percent.

These limitations strictly regulate the height of all structures in Mission Beach, while allowing some flexibility in providing variety in roof lines. This is necessary in order to maintain the existing character of Mission Beach and to insure the provision of adequate light and air that is so critical in this already intensely developed community.

Parking

The lack of adequate off-street parking facilities is one of the most critical problems facing Mission Beach. At present, there are more automobiles (about 5,000) than there are legal off-street parking spaces (approximately 3,700). Consequently, on-street spaces, which should be used for short-term parking such as for visitors, are the only available parking for some residents. The extreme deficiency in parking spaces exists because many older units in Mission Beach do not provide any parking at all.

New residential structures are required to provide 1.3 spaces for one-bedroom units and 1.6 spaces for two-bedroom units. Even this average of about 1.5 spaces for all units is not sufficient in Mission Beach. According to the 1970 Census, the average dwelling unit in Mission Beach generates 1.7 cars. A higher requirement is necessary therefore, in order to begin to make up the deficit.

The recommended requirements for residential parking in Mission Beach are as follows:

Single-family	2.0 spaces per unit
Two-family (duplex)	1.5 spaces per unit
Three or more family (apartment)	1.3 spaces per unit (studio)
	1.5 spaces per unit (one bedroom)
	2.0 spaces per unit (two or more bedrooms)

There are two ways to facilitate the provision of necessary parking. One way is through the consolidation of lots, which provides more flexibility with increased lot area. The other is through the permitting of tandem parking. This allows parking spaces that are blocked by other spaces. Instead of 8' x 20' stalls perpendicular to an alley, for example, stalls of 8' x 40' would allow two parking spaces instead of one. Even in this case every dwelling unit should have at least one space accessible to a public right-of-way. This concept is necessary in Mission Beach because of the critical lack of parking. Special consideration should be given in all large consolidations to constructing the entire development over a layer of sub-surface parking.

Landscaping

Even a flower garden is a potential parking space in Mission Beach.

Mission Beach suffers because of the intensity of development combined with a lack of landscaping. The appearance is that of a community of stucco and concrete. The encouragement of landscaping on a lot-by-lot basis can work to change that image. A minimum of 20 percent of the total lot area should be required to be in landscaping and at least 40 percent of the yard area facing Courts, Streets or Places should be landscaped. Landscaping, in this sense, could include walks and decks in addition to trees and shrubs. Although alleys are principally utilitarian they should also be presentable. Many windows look out on them, and many entrances open out upon them. Adequate trash and garbage storage areas should be provided, out of the public right-of-way, and screened from public view. Consideration should be given to providing for flower boxes on the facades that face these alleys.

A little beautification . . .

. . . can go a long way.

The intent of all of these landscaping requirements is to allow flexibility so that adequate yard area can be developed as useable open space, while preventing yards that consist of concrete slabs. A tree that in maturity grows to at least 20 feet should be required for each lot. This is necessary to soften the harsh impact of buildings, alleys and walks. The arrangement of structures on their lots should facilitate the creation of usable open spaces. Narrow three-foot side yards, while providing light and air, do not provide any sort of usable space. A common wall on the property line on one side and a six-foot side yard on the other would allow a usable space. Landscaping is more than trees and shrubs. It also consists of developing usable and presentable spaces outside the home just as they are developed on the inside.

SUMMARY RECOMMENDATIONS

- That a planned district be developed to replace all residential zoning in Mission Beach.

- That a density limitation of 36 dwelling units per net residential acre be established for Mission Beach for all new development.

- That yards be large enough to ensure the provision of light and air to surrounding properties, and that these yard requirements be increased where necessary for buildings over two stories in height.

- That a floor area ratio of about 1.0 be established for all residential development, with variations up to 1.2 if certain bonuses such as increased parking and decreased lot coverage are provided.

- That minor lot consolidation be encouraged through the provision of increased floor area ratio if it is accompanied by bonuses such as increased parking and decreased lot coverage. `

- That the maximum consolidation of property permitted be that which is bounded by two adjacent Courts, and by Mission Boulevard and a north-south street.

- That a basic height limit of 35 feet with a three-story maximum be established.

- That on-site parking requirements be as follows:

Single-family	2.0 spaces per unit
Two-family (duplex)	1.5 spaces per unit
Three or more family (apartment)	1.3 spaces per unit (studio)
	1.5 spaces per unit (one bedroom)
	2.0 spaces per unit (two or more bedrooms)

- That tandem parking be permitted provided that at least one space per unit is accessible to a public right-of-way.

- That 20 percent of the lot area in residential development be landscaped.

- That trash and garbage storage be provided out of the public right-of-way and screened from public view.

HOUSING ELEMENT

A review of the 1970 U.S. Census of Housing has shown that Mission Beach provides a full range of housing types. It also shows that Mission Beach is essentially a renters' community. Further, Mission Beach provides a full range of housing by price, although the existence of larger percentages of housing in the higher brackets results in an average cost that is over twenty percent higher than the cost of housing citywide for owner-occupied units and ten percent higher for rental units. Housing units in Mission Beach are smaller than those citywide but they contain fewer residents per unit. The fact that a number of structures in Mission Beach are reaching their life expectancy makes redevelopment potential relatively high.

The residents of Mission Beach, as detailed under demographic characteristics, are mostly college age students, small families above average in income, and some senior citizens. The higher price of housing excludes moderate-income families and senior citizens with fixed incomes, while the small unit combined with excessive costs tends to exclude families with small children. These latter families generally have lower incomes because of their youth and lack of income from the nonworking wife.

The trend of new development in Mission Beach is toward luxury rental units and condominiums. This is dictated by the high value of land in the Community. There is an obvious demand for this kind of unit. Until it is satiated, if ever, the trend will probably continue in that direction. Unfortunately there are demands for other types and price ranges of housing which are not being fulfilled.

GOALS

- The continuation of a variety of housing types including single-family, multifamily, townhouses, garden apartments, and condominiums.
- The promotion of a wider variety of dwelling unit sizes including studios, one, two or more bedroom houses and apartments.
- The encouragement of all types of individuals and family sizes to live in Mission Beach.
- The promotion of an economically balanced community through the investigation of individual and community rehabilitation efforts, changes in taxing and assessment procedures, and the use of subsidy funds where applicable.
- The promotion of a racially and ethnically balanced community through the employment of an affirmative marketing program in meeting housing needs.
- The assurance, through assessment and taxation procedures, that private land development practices foster community goals rather than hinder them.
- The implementation of residential goals in the Mission Beach Precise Plan through the use of innovative assessment techniques and taxation practices.

HOUSING COST

The cost of creating a new unit of housing in Mission Beach is higher than the cost citywide because of the complexities of land values, assessment practices, development costs, and demand. These factors make it virtually impossible to build new housing for any group except upper-middle income or above. Any housing that provides for moderate incomes will have to come from the existing housing stock, one way or another.

Land prices are high because of the limited supply and high demand. Lots on the interior of the community are least expensive while lots with ocean and bay frontage are most expensive. Most land has some improvement on it at present. The cost of acquisition of the least expensive single lot with minimum improvements can range anywhere from $15,000 for a 1,250-square-foot interior lot to at least $20,000 for a 2,400-square-foot interior lot. Because of the limited number of units that can be developed on these lots relative value of the land to the improvement is high.

Construction costs are generally at least $20 per square foot of floor area. This figure is for a minimum structure in the Mission Beach area. Exceptional development problems, or luxury features, can raise that figure even higher.

The cost of permit fees, architectural fees, landscaping, and the normal profit before sale results in a relatively high sales or rental price for new residential units in Mission Beach. Although it is difficult to speak in terms of actual costs because of the enormous amount of variables, a figure of $35,000 as a minimum sales price and $300 per month rental can be assumed to be the basic cost of a unit of housing in Mission Beach developed at a density of 36 dwelling units per acre. Because this is a basic cost, the only means of reducing that cost, short of some form of subsidy, would be through an increase in density. Although it is impossible to determine the exact impact of a change in density, it is safe to assume that the reduction in price would not be in direct proportion to the increase in density. A 50 percent increase in density, for example, would probably reduce the unit cost by 20 percent at the most. This, then, is the dilemma that must be faced in any attempt to provide for a range of housing by price.

IMPACT OF TAXATION

The cost of maintaining an existing unit of housing in Mission Beach presents another sort of problem. Many older single-family homes and duplexes were bought at a relatively modest cost by people with modest incomes. Over the years however, the rising demand for beach-oriented property has resulted in rising property values. Assessments, naturally, have increased. This has resulted in accompanying tax increases. Families whose income has not risen accordingly are faced with a problem of no longer being able to afford to live in their home. Providing some method for persons to own and maintain property in Mission Beach for non-speculative purposes is one of the most serious economic problems. The homeowner's exemption is an example of tax relief for homeowners on a countywide basis, although its impact in an area such as Mission Beach is minimal. A Senior Citizen Property Tax Assistance Program exists in conjunction with income taxation but even this has limitations imposed on income and property value.

Because of the complexity of the issues of property assessment and taxation the entire subject is treated in further detail in an appendix. Some goals and proposals in this element are based on information contained in that discussion. Some discussion is removed from the body of the text because much of the background information is extraneous to the Precise Plan itself.

HOUSING PROPOSALS

The Housing Element of the San Diego General Plan (A Decent Home for Every San Diegan) points out the serious housing deficiencies, both quantitative and qualitative, which presently exist in a number of San Diego's older neighborhoods and communities. Among those problems is the lack of housing to serve the low-income population, and the lack of housing needed to meet the special needs for such groups as students, military personnel, large families and senior citizens.

Citywide, there is a lack of diversity in the price range of types of housing available in certain communities. Further, an ever increasing portion of the existing housing stock is becoming qualitatively deficient because of age, lack of proper maintenance and functional obsolescence. Those areas characterized by a high percentage of transiency and absentee ownership such as Mission Beach also exhibit a significantly lower level of property maintenance, improvement, or redevelopment. Unfortunately, prevailing tax laws discourage rehabilitation, and encourage the retention of old, substandard structures. Owners are reluctant to rehabilitate because the improvement results in a tax increase.

There are two basic needs in terms of housing that must be fulfilled in Mission Beach. One is to continue the balance where it presently exists. The second is to promote a balance where it does not exist by redirecting development trends. The Housing Element of the General Plan (A Decent Home for Every San Diegan) suggests that every community in San Diego should be economically and ethnically balanced. Council Policy 600-19 requires that the Council do whatever is reasonably and practically possible in all of San Diego's developed Communities to effect the development of economic and racial balance.

The limited amount of land in Mission Beach, coupled with its extremely high value, makes the task of maintaining an economic balance, and creating a balance in ways that it does not now exist, a difficult task. If such a task is not accomplished, however, the result will be the continued development of luxury apartments, developing at a rate of up to 150 per year, many of which will be consuming lower cost (and admittedly deteriorating) housing in its path. The final result will be a rich ghetto, catering to one life style only. This could result in Mission Beach becoming the most unbalanced community in San Diego.

In order to provide for a balance of life styles, the basic need is to provide a place in Mission Beach for low- and moderate-income families, and for families with small children, to live. There is a need to continue to insure the availability of housing for students, as well as luxury units for those who can afford it. Provision should also be made for the many senior citizens who have lived in Mission Beach for years who are now fighting ever increasing taxes and dwindling incomes.

The most reasonable means of providing for these needs is through the rehabilitation of existing housing units. Many units which are structurally sound could be saved from eventual demolition given some basic code improvements. Remodeling efforts in many cases could be used to expand the size of small units in order to make them attractive to larger families. Both public and private efforts will be necessary in order to encourage rehabilitation. While subsidies may presently be unrealistic, there are other techniques ranging from educational efforts to the actual provision of incentives for certain endeavors. The creation of a neighborhood association for the purpose of encouraging rehabilitation of deteriorating structures is an example of a private effort that could be initiated.

The process of land development inevitably involves taxing and assessment practices. While this will be discussed separately, it should be mentioned that it has a substantial impact on development patterns. Efforts to encourage rehabilitation, for example, could be stimulated by providing incentives through the use of tax breaks for certain rehabilitation efforts. The re-evaluation of all taxation and assessment practices is another necessary step that must be taken in order to clarify the underlying reasons why redevelopment practices assume the form that they do. This could be a monumental undertaking. All practices of the tax assessor are fixed by state law. Generally speaking, assessment practices must be carried out equally for all parts of the County.

The use of subsidy funds, either local or federal, is certainly one method of encouraging rehabilitation efforts. The extremely high land values in Mission Beach, however, tend to work against the use of any subsidy funds since it is logical to disperse these funds where the most can be returned for the dollar. Areas where land is much cheaper, for example, tend to be more suitable for subsidized housing. There is, however, a critical need to upgrade a number of substandard units in Mission Beach. If the housing is to be upgraded without redeveloping totally into luxury units some outside financial aid is necessary and should be sought out.

The preceding arguments have dealt with the problem of economic balance. There is also a condition of racial and ethnic imbalance in Mission Beach at present. Less than one percent of the residents of the community are black. About three percent reflect a Mexican-American heritage. Both of these percentages are far below the citywide averages. This imbalance is probably a product of the economic imbalance discussed earlier. Whatever the reason might be, however, the future should include more use of affirmative marketing programs (whereby

There are all kinds of people with all kinds of interest.

positive action is taken to insure that minorities have a full opportunity to live in Mission Beach). This concept is suggested by Council Policy 600-19, in order to insure the opportunity for a reasonable balance of the population in terms of racial and ethnic background.

TAXATION PROPOSALS

The free interplay of the real estate market in Mission Beach has a tremendous impact upon the nature of development. Private land use decisions are seldom based upon community goals but rather upon maximizing the individual's return on a given piece of property. The result of this kind of motivation takes the form of either intense development or pure speculation. In speculating, property is held with the hope that increases in value will result in a considerable profit on the original investment when it is eventually sold. If the property contains minor improvements, they may be left to deteriorate because the eventual redevelopment of the property would involve their removal anyway. The value of property is in the land, not the improvements. Any minor improvement to the property, then, would not be recovered financially when the property exchanged hands. In Mission Beach, this results in a large number of inexpensive residential dwelling units that will continue in use until the cost of owning the property (taxes, maintenance, mortgage) becomes greater than the income, at which time it will either be renovated or redeveloped in order to increase the economic return. Another stigma upon redevelopment involves present structures that are built to a greater intensity than new regulations would allow. These structures are likely to remain because redevelopment would result in less intensive use of the property. There is some question as to whether taxation and assessments should be permitted, in all cases, to continue to rise in line with market activity. These practices are about the only control available upon the free market in Mission Beach. An undesirable result of increasing taxes and assessments is that property serving a need in its present use is sometimes forced into development or redevelopment. An example of this might be the need for lower cost housing in the case of developed property. These needs are usually not realized because these types of uses provide an insufficient return on the land. In other cases, an owner desiring to keep property simply to live on may be forced to sell because of rising taxes. Because of these types of situations, it is necessary to study the feasibility of using taxes and assessments to influence land use decisions in line with adopted community goals.

This may never be improved if the result is an increase in property taxes.

Mission Beach is affected continuously by the types of economic pressures described above. Decisions on the nature and timing of development activity are predicated on market conditions. Rarely can a decision be made based simply upon whatever is "best" for the

community. It is possible, however, to use the process of taxation to change development patterns, at least to a minor extent. This possibility needs to be investigated fully.

Several alternatives are available to replace the present ad valorem taxation system. Each alternative has advantages and disadvantages depending upon the goals desired. The following examples briefly describe some alternatives and how they might be used in order to achieve the goals of the Mission Beach community. Admittedly, some such programs might involve changes in state laws to accomplish. The ideas, at least, are worthy of consideration.

Differential Assessments

The Veteran's and Homeowner's exemptions are an example of a differential assessment. To use such as assessment procedure in an area such as Mission Beach would involve an assignment of lower assessments in return for whatever desirable goals were sought. These might be redevelopment of substandard properties, establishment of rent ceilings, discouragement of absentee ownership, or other such actions that are not normally occurring in a totally free market.

The California Williamson Act, is an example of a rural application of this type of assessment. Here, farmland is assessed at a lower rate contingent upon its continuation in agricultural land use. This insures agricultural preserves and also wards off the pressures of urban expansion. The system is not without its loopholes. The most significant criticism against this method is that, however unintentionally, it benefits the land speculator. In practice it is impossible to determine if the farmer is truly holding land for farming purposes or simply waiting for values to rise sufficiently to warrant selling.

Abatement Programs

Such programs could "freeze" the present level of assessments to assist in the achievement of desirable community goals. Up to 100 percent of any increase in taxes could be waived for a number of years. This usually is enough incentive for the private developer to provide the desired objective. Low- and moderate-income housing projects in other places have been constructed with this technique. Additional incentive is sometimes given in the form of favorable interest rates. One serious obstacle to abatement programs is the loss of revenue to local government. The use of abatement procedures could be more widespread if a program of federal government reimbursements for revenue loss were adopted. No serious obstacle exists however for local government itself to carry the loss if the objective is worthwhile.

Site Valuation

This taxation system, based entirely on land value or on higher rates for land than on improvements, ranks high as a possible alternative. A number of deficiencies inherent in the present system are overcome and the method has real merit in preventing the under-utilization of land resources.

As mentioned earlier, the present system combines land and improvement assessments at par in determining market value. In site valuation the land is weighed much heavier than the structures on it. It is also possible to assess only the land but this is a rare practice. More

often the improvements are assessed at partial value. One of the principle arguments for the system is that it allows the marketplace to operate effectively in pushing land into its highest and best use. Since increases in site values are created by the demand for certain structures upon them, higher taxes on land will force owners to develop the property with the highest use possible. Those who do not wish to develop would sell to those who do, or lose money on their property. Site taxation prevents the underuse of the property which the present system tends to support in areas such as Mission Beach. Owners will no longer “carry” run down improvements while waiting for land values to rise. Complementary to higher taxes on the land would be lower taxes on the improvements thus keeping public revenues relatively constant.

Tax assessments under the site valuation procedure alone, however, would only fulfill one goal, that of discouraging speculation. Where more socially-oriented goals are involved, such as moderate-income housing for families, this system alone has drawbacks. Its use with other systems, such as differential assessment or abatement programs, however, is possible.

SUMMARY RECOMMENDATIONS

- That some housing units capable of housing larger families be developed in order to encourage families with small children to locate in Mission Beach.
- That lower income housing, in addition to luxury units, be developed in Mission Beach.
- That rehabilitation of existing substandard housing be encouraged, in order to both improve the quality of housing in the community and to provide lower income housing.
- That substandard housing having potential rehabilitation value be identified by type and location.
- That the availability of housing subsidy funds be investigated for use in Mission Beach in order to encourage the provision of lower income housing.
- That the feasibility of upgrading the housing stock be investigated in terms of health, safety and sanitation conditions.
- That an affirmative action program be established in order to inform persons of all levels of the choices of existing housing and to insure that builders and developers of housing in Mission Beach are aware of all available housing programs.
- That consideration be given to developing incentives in the planned district approach to promote the provision of a range of housing by price and type.
- That there be an ongoing review and revision of the qualitative and quantitative housing needs in Mission Beach in order to insure that the plan is being carried out.
- That current assessment practices in Mission Beach be evaluated in order to determine their impact upon the community with respect to its established goals.
- That special taxation programs be evaluated for the purpose of providing tax relief where the economic pressures have an adverse impact upon community goals.
- That special taxation programs be investigated for the purpose of encouraging development or redevelopment compatible with the goals of the community.

DISCOUNT

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THE NEW EON
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COMMERCIAL ELEMENT

Commercial activity in Mission Beach is dispersed throughout the Community in a number of small districts. Only one is of any substantial size. All of these commercially zoned areas have less than half of their land in commercial use. Commercial activity in Mission Beach is limited mostly to small retail establishments, some personal services, and a few small motels. Some convenience facilities, such as a supermarket and bank, do not exist in the Community. The commercial areas are characterized by a lack of building maintenance, landscaping and parking. In spite of the location adjacent to the ocean and the bay, commercial recreation activity is limited.

GOALS

- The accommodation of commercial retail and office facilities to serve the entire community, as well as provide an employment base for residents of the community.

- The accommodation of commercial facilities necessary to serve the needs of tourists attracted to the community by the beaches.

- The replacement of CN and CS zoning in Mission Beach with development regulations tailored to the community.

- The upgrading of those existing commercial facilities characterized by physical deterioration and lack of maintenance.

EXISTING LAND USE

Each of the seven commercial districts contains not more than one acre in purely commercial uses. Spaced about equally throughout Mission Beach, each of these districts has frontage on Mission Boulevard. The only large commercial district is about nine acres in size, although only two acres are actually used commercially. The accompanying table shows the breakdown of land use by district. As can be seen by the table, only four acres of land are actually used for commercial purposes in Mission Beach. Commercial uses can be divided into four major categories; retail, personal services, offices and tourist. Most uses fall in the category of retail. These include a host of small businesses generally in the nature of food stores, general merchandise stores and eating and drinking establishments. Personal service establishments include barber and beauty shops and laundries. Virtually all of the office space is used for real estate agencies. Tourist related activity includes about 200 motel units in small establishments. A number of commercial uses are noticeable by their absence. Automobile-related uses, including service stations, are minimal. Medical and dental facilities, with the exception of a community clinic, are nonexistent. Apparel stores and other stores dealing in special retail merchandise (such as furniture or shoes) are very limited. Consequently, the residents of Mission Beach are dependent upon surrounding communities, especially Pacific Beach, for goods and services necessary to their everyday lives.

LAND USE IN COMMERCIAL DISTRICTS

District	Residential	Commercial	Mixed	Parking	Vacant	Total
Pacific Beach Drive	.3	1.0	-	.2	.2	**1.7**
Santa Clara	5.6	1.6	.5	.2	1.0	**8.9**
Lido Court	.2	.1	.1	-	.2	**.6**
Ventura	.1	1.0	.3	-	.1	**1.5**
San Fernando	.7	-	.1	-	.3	**1.1**
San Gabriel	-	.3	.2	-	-	**.5**
San Diego Place	.8	-	-	-	.3	**1.1**
Total Acreage	**7.7**	**4.0**	**1.2**	**.4**	**2.1**	**15.4**
Mission Beach Park						**17.2**
Grand Total						**32.6 Acres**

Commercial districts are deficient in terms of physical and environmental considerations. Many buildings suffer from a lack of maintenance. Landscaping of commercial facilities is almost non-existent. A lack of sign control to date has added to the adverse appearance of these areas. The addition of sign control to the commercial zone throughout Mission Beach, however, was a step toward improving the appearance of the community.

EXISTING ZONING

Except for a few parcels of CN (neighborhood commercial) zoned land, almost all commercial zoning is CS. The C zone is the most liberal of all commercial zones, allowing a full range of commercial activity. The S designation indicates sign control, including the prohibition of billboards. The sign control portion of the zone became effective in January of 1973. All signs must be in conformance to the criteria of the zone by January of 1976. The CS zone contains very few development regulations pertaining to commercial uses themselves, including the lack of any parking requirement. There is a floor area ratio governing commercial structures of 2.0 that limits them to two square feet of floor area to each square foot of lot area. Residential uses in the CS zone are subject to a density limitation of 29 dwelling units per acre, as well as all accompanying yard and parking regulations for the R-2A zone. Mission Beach contains 33 acres of commercially zoned land. Seventeen acres of this land is encompassed by Mission Beach Park with the l6 remaining acres scattered through the community in seven different districts. Six of these seven districts are less than two acres in size and contain only a few businesses.

COMMERCIAL PROPOSALS

There are three considerations to be made concerning future commercial land use. The first is the determination of the type of land use that is acceptable. The second is the determination of how the uses should be distributed throughout the community. The third is the development of regulations necessary to govern future commercial development. Each of these aspects will be discussed separately.

Development Potential

The two distinguishable types of commercial activity in Mission Beach are neighborhood commercial and commercial recreation. There is a need to improve existing neighborhood commercial development and to allow for some expansion, especially in terms of convenience facilities. Commercial recreation activity should serve visitors to the community but not generate them. Any expansion of these types of uses should be limited in both scope and location.

This scenic drive is typical of much of the present commercial development.

Neighborhood Commercial - The only commercial district over two acres in size is the Santa Clara district. It encompasses almost nine acres. Having by far the largest concentration of commercial facilities and a central location, it should serve as the one major neighborhood district for Mission Beach. Physical design criteria should be developed that encourage an orderly arrangement of commercial uses in each district, especially the Santa Clara district. Building design criteria should also be developed for use as a guideline in the creation or rehabilitation of any commercial use.

Each existing commercial district in the community, excepting San Diego Place, is presently developed with some form of commercial activity. Each of these districts either serves or has the potential to serve the surrounding population to some degree. Each of these districts, therefore, should continue to develop in the future with some neighborhood commercial activity. General Plan standards suggest that a community have eight-tenths of an acre of neighborhood commercial for each 1,000 population. The eventual population of Mission Beach is projected to be about 8,000. This reflects a need for at least six acres of land in that use, although more should be allocated in order to provide enough land for each of these centers to develop. In order to allow flexibility, precise acreage figures are not indicated for each district.

Another reason for permitting more than six acres of neighborhood commercial is to encourage the development of mixed uses in these areas. This situation exists at present and should continue. Districts should be developed with a mixture of retail commercial, personal service, office and residential uses. Where mixed uses occur in the same structure, non-residential uses should occur on the ground floors with residential uses limited to the upper floors. Where the mixing occurs, the possibility of small business owners living and working in the same building exists. These mixed districts provide a maximum opportunity for small commercial establishments to develop as part of another structure.

Neighborhood commercial districts should accommodate a full range of uses necessary to meet the everyday needs of residents. The actual types of uses and scale will be a product of the demand and the feasibility of the use developing. Limitations should be placed on the physical characteristics of the structures and the amount of activity that they generate. This will be discussed further under development regulations. The opportunity should exist for the development of some small-scale convenience facilities, especially where they are presently lacking. Small specialty shops relying heavily on visitor trade may want to locate in a commercial-recreational area.

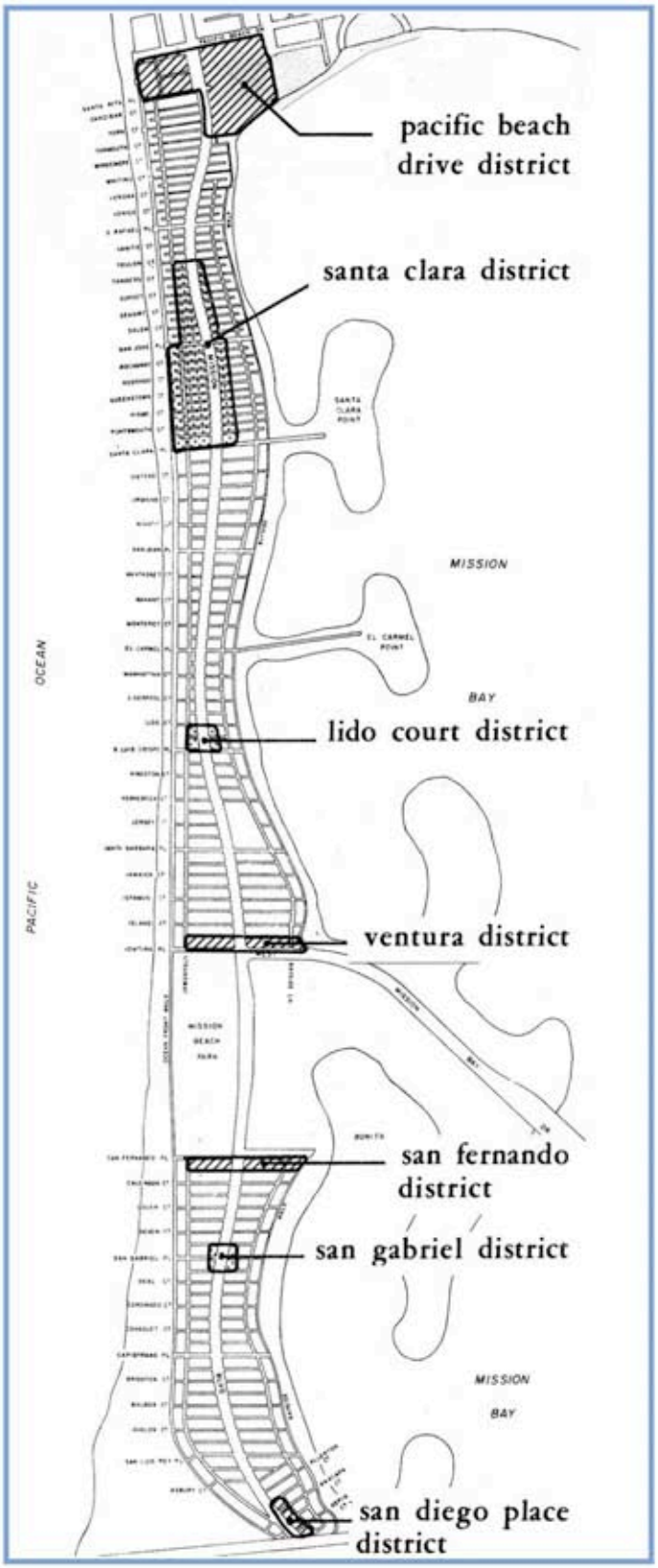
Asphalt and concrete is attractive to cars but not to people.

Commercial Recreation - This activity, at present, is limited to a few restaurants and motel facilities in spite of the fact that a large number of people from outside the community come to visit, especially to use the beach. Most people who stay are housed in fully equipped summer rental units. These people, as well as the daily visitors, generate some demand for commercial recreation facilities. There is a potential for the development of extensive commercial-recreation facilities because of the unique geographical situation of Mission Beach, adjacent to the ocean and Mission Bay Park. Intense development of commercial recreation could result in a substantial change in the character of the community from residential to recreational. This would be undesirable in light of an overriding community goal for Mission Beach to maintain its existing character.

While a change in the character of the community is neither proposed nor anticipated, consideration should be given to providing some commercial recreation facilities, specifically restaurants, specialty shops and hotel and motel units. Any concentration of these types of facilities should be adjacent to entrances to the community. This is necessary because of existing vehicular congestion on the streets and alleys. Development of any commercial recreation activity should be compatible with the development of the rest of Mission Beach. Permitted uses in commercial recreation districts should also include the range of residential and commercial uses proposed for the neighborhood commercial districts.

Distribution of Land Uses

At present, there are seven commercial districts in Mission Beach. Although Mission Beach Park is zoned commercial, it is being excluded from this discussion and will be treated separately in the **Community Facilities Element**. The following analysis generally describes each district, and its potential.



legend

neighborhood commercial

commercial recreation

Commercial Proposals

Mission Beach Precise Plan

l. Pacific Beach Drive District - This district, immediately south of Pacific Beach Drive, includes about two acres of land, excluding the Catamaran Hotel. Most of the land is being used for commercial purposes. This land has a stronger relationship with commercial development to the north than to Mission Beach. The area to the north is visitor-oriented and has potential for further development as a tourist area. The Pacific Beach Drive district should relate to the ocean and to development to the north, as well as provide an entrance to the Mission Beach community.

2. Santa Clara District - This area, north of Santa Clara Place and along Mission Boulevard, encompasses about nine acres of land, most of which is used as residential. Less than two acres is being used as commercial at present. Although this is the largest district in Mission Beach, it is not providing a full range of convenience facilities. The district is characterized by small retail services, a large number of eating and drinking places and a few professional services. There is an extreme lack of off-street parking. Most buildings are in need of physical improvements. In the future, this area should serve as a major neighborhood commercial center characterized by a mixture of land uses.

3. Lido Court District - This extremely small district, adjacent to Lido Court, contains a total of about one half acre of land, less than half of which is being used commercially. It provides minor commercial service to the adjoining residential uses. The commercial facilities are of a retail and personal service nature. This area has practically no parking. In the future it should function as a small convenience center for the residents in the immediate area.

4. Ventura District - This district includes land on the north side of Ventura Place and West Mission Bay Drive. It contains one and one-half acres of commercially zoned land, most of which is being used for commercial purposes. It is characterized by retail services, some of which are oriented toward visitors to the beach. Like the other areas it is lacking in terms of physical improvements and in need of maintenance and reconstruction of some buildings. In the future, this district should be oriented toward commercial recreation activity because of its proximity to the concentration of visitor activity. Physical upgrading is of extreme importance here as this district is a highly visible entrance to Mission Beach.

5. San Fernando District - This district includes the strip of land on the south side of San Fernando Place. Just over one acre in size, this district contains several office type uses, but practically no commercial development. Because this strip borders Mission Beach Park, and because it is adjacent to the center of visitor activity, it is appropriate for limited commercial recreation activity. Because the area is so visible, the physical appearance is critical.

6. San Gabriel District - This district, adjacent to San Gabriel Place, is extremely small, encompassing only one-half acre of land. Commercial uses account for about half of this. Like the Lido Court district, this area is characterized by limited parking and extremely old buildings containing small retail services, mostly eating and drinking establishments. In the future it should serve as a small convenience center, providing for the immediate needs of people in the area.

7. San Diego Place District - This district is located at the southern tip of Mission Beach. It is one acre in size and does not presently accommodate any commercial uses. The boundary of this district is very irregular. Because of the development of recreational areas in South Mission Beach in close proximity to this area, this district could be developed with a mixture of uses including convenience establishments to serve the needs of visitors to the recreation area.

Development Regulations

In order to regulate future commercial development in Mission Beach, existing commercial zoning should be superseded with a planned district. Existing zoning does not allow the flexibility that is possible with special regulations. The criteria detailed herein provide the framework for development of the proposed planned district regulations. .

Poles and signs and cars and boats tend to hide any commercial activity.

Location - Neighborhood commercial development should be permitted in each of the seven commercial districts in Mission Beach. The Santa Clara, Lido and San Gabriel districts should be restricted to neighborhood commercial and residential uses only, with Santa Clara developed as the major neighborhood center. Commercial recreation activity should be limited to the Pacific Beach Drive, Ventura, San Fernando and San Diego Place districts. The first three are adjacent to entrances to Mission Beach. The latter is adjacent to a considerable amount of improved recreational space at the southern tip of the community. Because of its limited size and because congestion is less of a problem in south Mission Beach, this is considered to be an acceptable location for a limited amount of commercial recreation use.

Building Bulk - Because the commercial districts are proposed to contain residential as well as commercial uses and because of the critical need for open space in Mission Beach, setback and lot coverage requirements in all commercial districts should be basically the same as those proposed for residential districts. The major factors include l5-foot setbacks on Courts south of Santa Clara Place and ten feet on Courts to the north, at least three-foot setbacks for interior side yards with an additional two feet for every story over two, and a maximum of 60 percent lot coverage for corner lots and 50 percent for interior lots. Somewhat higher coverage is acceptable for property used solely for commercial purposes that is not adjacent to residential development.

Floor Area Ratio - The maximum floor area ratio for commercial uses should be about 2.0. Variations from the actual FAR should be granted bonuses for extraordinary development. Exact criteria should be established that permits a higher floor area ratio for increases in open space, landscaping and the provision of off-street parking associated with commercial uses. The floor area ratio criteria for residential or any other non-commercial land uses should be the same as those proposed for residential districts. Where mixed uses are involved, the maximum amount of floor area permitted for residential for the given lot size should dictate the maximum amount of residential floor area permitted. The difference in floor area between the residential maximum and the commercial maximum should then dictate how much floor area remains for commercial use.

Consolidation - The same criteria developed for residential district consolidation should apply to commercial districts. Generally speaking, some east-west alley closing should be permitted. The closing of north-south streets, or the Courts, should not be permitted. Some realignment of Courts should be permitted if the guidelines established for residential consolidation are followed.

Height - As with residential districts, a basic height limitation of 35 feet should be established for all-commercial areas. This limit is in keeping with the limitation established for the remainder of Mission Beach. Specific criteria, developed for residential districts, should be applied to both neighborhood commercial and commercial recreation districts.

Parking - Because of the extremely small lot sizes in Mission Beach, the high price of land and the need to encourage neighborhood commercial facilities, there should be no off-street parking requirement for neighborhood commercial development. Because commercial parking is needed, however, the provision of off-street parking should be rewarded with a bonus in floor area ratio. Specific attempts should be made to encourage the provision of at least two or three spaces in conjunction with each new development for use as loading and short-term customer parking.

In order to minimize the impact of commercial recreation development on the community, off-street parking should be required for any new hotel and motel facilities. These facilities cater strictly to visitors, providing no necessary service to residents. One parking space should be provided for each guest room in these facilities.

Residential uses developed in commercial districts should meet the same parking requirements as specified for residential districts. Bonuses in FAR should be provided in these districts for the provision of extra parking as suggested for residential districts.

Landscaping - A minimum of ten percent of the total lot area for commercially used property should be required for landscaping. For residential uses, landscaping requirements as detailed for residential districts should apply. Commercial districts in Mission Beach at present suffer from a severe lack of desirable amenities. Existing development, as well as new development, should be encouraged to upgrade through the provision of landscaping where possible, as well as through increased building maintenance and early compliance to the new sign control provisions. Adequate requirements should exist for the storage and screening of all trash and garbage created by commercial uses.

Landscaping could go a long way to change this "ocean vista."

SUMMARY RECOMMENDATIONS

- That a Planned District be developed to replace all commercial zoning in Mission Beach.
- That existing commercial districts be maintained and that no new ones be created.
- That the Santa Clara district be developed as the major neighborhood commercial center in Mission Beach.
- That neighborhood commercial uses be permitted in all commercial districts.
- That commercial recreation uses be limited to the Pacific Beach Drive, Ventura, San Fernando and San Diego Place Districts.
- That requirements regulating building bulk be developed for all new non-residential uses in commercial districts.
- That a floor area ratio of about 2.0 be developed for all commercial type uses, with bonuses provided for extraordinary development.
- That minor lot consolidation be accepted with the limit being the area bounded by two adjacent Courts and by Mission Boulevard and a north-south street.
- That a basic height limit of 35 feet with a three-story limitation be established for uses in commercial districts.
- That a minimum amount of parking be encouraged for all commercial type uses.
- That a minimum of ten percent of the lot area of all commercial uses be landscaped.
- That businesses be encouraged to conform to the new sign control ordinance as soon as possible.

COMMUNITY FACILITIES ELEMENT

The quality of community facilities relates directly to the quality of life. Such facilities as schools, libraries, parks, police, fire protection, health care and utilities play an integral part in the day-to-day activity patterns of people.

Ideally, General Plan standards can be applied to determine community facility needs. Mission Beach, however, is a unique community with unique problems. Therefore, typical general Plan standards are difficult to apply. The results of applying normal standards to Mission Beach would be an unrealistic assessment of actual community needs. These facilities, then, must be carefully evaluated in terms of identifying specific needs and providing reasonable solutions. The following community facilities element of the Plan contains a brief assessment, goals and proposals for each type of community facility serving Mission Beach.

SCHOOLS

The Mission Beach Elementary School, centrally located at the corner of Santa Barbara Place and Mission Boulevard, is the only public school located within the Mission Beach community. The elementary education function ceased in the summer of 1973, however, when the facility was converted to a special education school, and the elementary students transferred to Farnum Elementary in Pacific Beach.

GOALS

- The provision of adequate elementary and secondary education to all school age persons in Mission Beach.

- The encouragement of intensive use of the public school facility for other uses in addition to elementary education such as special education, adult education, recreation and civic and cultural activities.

Situated on only two acres of land, four of the thirteen classrooms in the school facility are pre-Field Act and, consequently, must be vacated by July 1975, in order to meet State of California earthquake standards. During the 1972-73 school year the school had an enrollment of approximately l30 students in grades kindergarten through six. The 1970 U.S. Census of Population indicated that, at that time, about 340 children between the age of five and 11 lived in Mission Beach. The discrepancy between this figure and school enrollment exists for two reasons. First, students in the northern part of Mission Beach had the option of attending Farnum Elementary instead of Mission Beach Elementary if they desired. Second, some students in Mission Beach attend private schools. The exact breakdown by category is unknown. During the past few years, decreasing enrollment at Mission Beach Elementary School raised concern over the future of the facility. This, compounded by financial problems, has led the School Board to terminate the elementary education function. Two goals of the Plan relate directly to this issue. One calls for a variety of family types to live in

The young will find an education but not in Mission Beach without a school.

Mission Beach while the other calls for the promotion of an economically balanced community. The community at present contains a proportionally low percentage of families with children and an even smaller percentage of lower income families with children. The elementary school is of extreme importance if these types of families are to be attracted to Mission Beach. The primary consideration made by these types of families in choosing a place to live is the existence of a convenient neighborhood elementary school.

While it is a goal of the Plan to attract families with children to Mission Beach, it is impossible to predict the actual numerical increase that might occur, or when it might happen. The Plan does project an eventual population in Mission Beach of about 8,000. This increase of one-third over the present 6,000 residents could result in an eventual yield of as many as 450 elementary age students if the current resident-student ratio exists in the future. Any increase in this ratio would result in a proportional increase in the number of students. An elementary age student population of a size sufficient to warrant a small elementary school facility in Mission Beach exists at present. The number of students could increase in the future, although the rate of the increase will depend on the ability of the community to attract families with small children.

SUMMARY RECOMMENDATIONS

- That the Mission Beach Elementary School be reopened as an elementary educational facility at its present location.

- That the attendance district for Mission Beach Elementary School be coterminous with the northern boundary of the Mission Beach community (Pacific Beach Drive).

LIBRARIES

In the past, Mission Beach was served by a small branch library. This facility was closed in 1964 because of lack of use. At present, Mission Beach is served by the Pacific Beach Branch Library, and by bookmobile service.

GOALS

- The provision of adequate library service, capable of fulfilling the general cultural, educational and informational needs of the Mission Beach community.

- Assurance that any library facility located in Mission Beach will be convenient, safe and free from excessive noise levels.

General Plan standards indicate that at least 15,000 residents are necessary to support even a small branch library. Mission Beach will probably never have many more than one-half this number of residents and, therefore, a regular facility could not receive the use necessary to justify its existence. Some consideration should be given, however, to the need for library service within a reasonable proximity of the residents of Mission Beach.

Demand for library service in Mission Beach should be periodically evaluated in order to determine the adequacy of service provided by the Pacific Beach Branch and the bookmobile. If and when such service is considered to be inadequate, an attempt should be made to upgrade it. The possibility of a storefront auxiliary to the Pacific Beach Branch, located in the Santa Clara commercial district, should then be explored. Such a facility could fulfill at least a partial need of the residents of Mission Beach desiring to use such a facility in terms of a book collection and space for study. Sources of funding for such a facility should be fully investigated.

SUMMARY RECOMMENDATION

- That the community be periodically evaluated in terms of its need for a library facility, and in terms of the support that it would give to such a facility.

PARKS AND RECREATION

Park and recreation facilities immediately adjacent to Mission Beach are among the finest in California, with Mission Bay Park on the east and the Pacific Ocean on the west. The area is a haven for all forms of water-related and outdoor activity. In addition, the City of San Diego operates a community recreation center located on the bay side on Santa Clara Point. The City also owns the land which is leased to Belmont Amusement Park. The expiration date of that lease is January 3l, 1974. Almost all existing recreational facilities adjacent to Mission Beach are in the form of beaches and marinas. There is only a minimum amount of landscaped park land in the community, most of which is related to Mission Bay Park. Almost all recreational facilities in Mission Beach are intended for use primarily by the weekend and summer visitor, and secondarily by the resident.

GOALS

- The preservation of all existing open space in Mission Beach, including the beaches and recreational facilities adjacent to the beaches.

- The integration of usable public open space into the developed portion of the community.

- The accommodation of visitors to the beach without creating an adverse impact upon the residents of Mission Beach.

The recreational potential is rather obvious.

Because Mission Beach is adjacent to Mission Bay Park, and because it has so much beach area, it is virtually impossible to apply normal standards for park development. While there is no lack of park and recreational facilities in quantity, there certainly is in type, especially passive landscaped areas for the resident. The compactness of Mission Beach creates a demand for usable open space almost on a lot-by-lot basis. Small mini-parks scattered throughout the community could provide areas for recreational purposes and for open space. Linkages between the bay and the ocean could further provide for needed open space and activity areas not related to the beach.

Because of the extremely high value of property, public acquisition of land for parks and open space is highly unlikely. The possibility of consolidation of lots combined with alley closings, however, provides an opportunity to create mini-parks adjacent to consolidated property through an agreement by the City and the landowner. The possibility of eventually

closing some of the Places and converting them to pedestrian malls provides a further opportunity for the penetration of usable open space into the community. Special consideration should be given to closing Places, where possible, between the north-south alley and the waterfront walk in order to create mini-parks. Consideration should be given to landscaping the playground at the elementary school so that it could function as a small neighborhood park. Every opportunity of this nature should be explored in an attempt to integrate usable open space into the developed portion of Mission Beach. It is recognized that other park and recreation activities citywide are much higher on the priority list for spending. The Santa Clara Point facilities and the proposed Bonita Cove and Mission Point facilities do provide landscaped playground activities. Should such concepts as those discussed herein become feasible, however, every attempt should be made to carry them out. Means of gaining such improvements from the private sector through assessment districts or trade-offs of some kind (such as floor area ratio bonuses) should be explored.

THE BEACH

There are approximately four million square feet of excellent sandy beach adjacent to the Mission Beach community, ranging in width from 50 to 200 feet. These beaches are among the most popular and heavily used in the City. It is anticipated that the demand for use of those beaches will continue to increase. Consequently, provisions must be made to accommodate this demand without a resultant adverse impact upon the community.

The most critical problem created by this high demand for beach use relates to parking. At present, there is an extreme lack of parking even for residents of the community. Beach users generally concentrate adjacent to parking lots and the intensity of use of the beach decreases as the distance from available parking increases. Another beach related problem is that of maintenance. During periods of heavy use, especially, trash piles up on both the beach and on private property adjacent to the beach. Until people stop littering, increased receptacles and maintenance will be necessary. Beach erosion is another problem. Action of the water on the beach causes a natural depletion of sand. The beaches are currently replenished with sand on a periodic basis. Consideration should be given to a permanent solution through the study of underwater groins and breakwater as outlined in the City of San Diego’s Ocean Edge report.

Mission Beach Park (Belmont Park)

The City of San Diego owns a parcel of land approximately 17 acres in size between Mission Boulevard and the ocean, south of Ventura Place, known as Mission Beach Park. At present, approximately 6.5 acres in the northern half of the site are to be leased to a private interest for construction of a commercial center and recreation park. Although the original Plunge building has not been preserved, the reconstructed pool room and the pool, which has been preserved, will be retained for use by the public. In addition, the park development and design conform to the original Spanish Colonial Revival architectural style of the Plunge and roller rink buildings. The Big Dipper Roller Coaster has been leased for restoration and operation. The southern portion of the park, developed by the City in 1982, has been retained as a public parking lot and passive-use park. Public restroom facilities are also available in this area.

The entire parcel is restricted to park use in perpetuity. This parcel of land is one of the largest single pieces of public land adjacent to the ocean in the urbanized portion of San Diego. Because of the critical need of providing access to the San Diego coastline, this entire parcel of land should continue in City ownership and should revert to a recreational use in the future, as mandated by Proposition G.

On November 3, 1987, an initiative was approved by the citizens of San Diego that restricts the Mission Beach Park property owned by the city of San Diego to the following uses:

1. "Public park and recreation uses such as grass, picnic areas, public open space, public parking, public recreation and meeting facilities. Expressly excluded are retail and commercial uses except within a historically rehabilitated Plunge Building which would serve park and beach visitors, such as restaurants, fitness center and the like."

2. "Historical preservation uses, such as preservation and rehabilitation of the historic Plunge Building, Roller Rink Building and Roller Coaster where economically feasible."

3. "Incidental and related uses to those uses authorized by 1. and 2. above, provided such incidental and related uses are clearly subordinate to the authorized uses and are minor in nature.'

(Language above is from 1987 proposition G - Mission Beach Park)

As part of the Belmont Park project, the original Plunge building has been demolished and reconstructed, incorporating the Spanish Colonial Revival architectural style and important architectural features of the original building. The reconstructed Plunge building contains the original pool, which has been preserved and restored, a fitness center and operational equipment for the pool. As part of the same project, the roller rink building has been demolished. It has been replaced by retail establishments.

Subsequent to the approval of the above initiative, the City Council of the City of San Diego adopted Resolution No. R-270781 on April 18, 1988, which determined that the Belmont Park project had established a "vested right" that exempted the project from the initiative, and allowed construction of the project to proceed under the Council-approved city lease and development plan. The City Council also adopted Resolutions No. R-270591 and R-270592, adopted on March 22, 1988, which established a "vested right" for commercial operation of the roller coaster.

In conformance with the initiative, Mission Beach Park has been rezoned to Open Space - Resource (OS-R) as a resource based park, except for the Plunge Building/Fitness Center which has been rezoned to Commercial Recreation (CR). Development is to be guided by the Council-approved City lease and development plan until expiration of the lease on March 31, 2037.

Any future development must maintain adequate public access between the ocean and bay. The Plunge should be maintained for public use, and the area around the Plunge building should provide public access through the site. The indoor pool within the Plunge building has been rehabilitated and should be maintained for general use by the public. The architectural

style of the original Plunge building has been duplicated in the existing development to maintain the historic flavor of the park. The Spanish Colonial Revival architectural style of the original Plunge building should be used for any future development within Mission Beach Park. This architectural style should remain an important element of Mission Beach Park. Any future plan for the site should ensure that the facility will not have a negative impact upon Mission Beach in terms of noise, traffic, parking or intensity of development and use. The parking area on the Mission Beach Park site currently contains 804 parking spaces. An additional 1,106 spaces are located across Mission Boulevard adjacent to Bonita Cove.

SUMMARY RECOMMENDATIONS

- That all beaches and open space in the community remain accessible to the public, and be suitably maintained.

- That consideration be given to the development of small public mini-parks throughout Mission Beach in conjunction with lot consolidation efforts.

- That the ends of Places and the school's playground, be developed into landscaped mini-parks if and when possible.

- That the establishment of pedestrian linkages between the ocean and the bay at the Places be initiated when and where feasible.

- That a means be devised to distribute beach users throughout the entire length of beaches.

- That the Mission Beach Park Landscape Development plan provide an overall development plan for the park to ensure adequate public access through the entire park area.

- That the Plunge and main pool room within the reconstructed Plunge building be retained, remain in service, and be available for public use.

- That the Spanish Colonial Revival architectural style of the original plunge building be maintained as an important architectural element of Mission Beach Park.

- That upon completion of the term of the city lease, future development of Mission Beach Park be restricted to public and recreation uses and shall not include commercial uses except within the Plunge building. Until the term of the lease, and any expiration rights conferred by the lease, is completed, the Council-approved and vested development plan shall guide the development of the site.

- That a portion of Mission Beach Park, adjacent to Mission Boulevard and away from Ocean Front Walk, continue in use as a suitable landscaped parking reservoir with consideration given to eventual development of a low-rise parking structure on the site.

POLICE PROTECTION

Having the highest density of any community in San Diego, the concentration of population has some direct bearing upon the crime rate in Mission Beach. Also, the mix of different types of people leading different life styles causes a need for additional police protection at certain times. Consequently, the San Diego police department, providing service from the University Substation, receives a high number of requests for service in Mission Beach.

GOALS

- The elimination of criminal acts in the Mission Beach community through the elimination of those conditions leading to such acts.

- The provision of adequate police protection in order to insure the rights of the residents of Mission Beach.

The nature of crimes in the community generally involve such occurrences as trespassing, theft and disturbing the peace. Violent crimes are a more infrequent occurrence. A community relations office was established on Mission Boulevard in the summer of 1972 in an attempt to create a better channel of communication between residents and the police department. With a communication vehicle of this sort, the divergent life styles in Mission Beach now have a better opportunity to understand each other, as well as the law enforcement agency. Past performance in other communities has demonstrated that this type of facility can greatly reduce misunderstandings that lead to incidents. If crime in Mission Beach is to be reduced, more must be known about the nature of the crimes and the reasons that they are committed. Preventive measures by residents, such as better protection against theft, could probably aid in reducing the rate significantly. Increased protection may help, although simply stepping up protection is only a partial approach to solving the problem. The community relations office, in addition to providing the forum that it does, is an excellent field laboratory for the purpose of attempting to comprehend the underlying reasons for crime in Mission Beach, and for suggesting ways to eliminate it.

Protection for all persons, not the least of which are senior citizens.

SUMMARY RECOMMENDATIONS

- That the Community Relations Office continue in its present location.

- That the nature and frequency of crime in Mission Beach be evaluated by both the public and private sector in order to determine the adequacy of police protection and in order to find means of eliminating the causes of the crimes.

- That streets, Courts, and alleys receive adequate lighting in order to insure the safety of persons using these thoroughfares.

- That residents be encourage to use the operation identification program in order to mark their personal property in an effort to reduce theft.

FIRE PROTECTION

Mission Beach at present does not have enough demand to warrant its own fire station. The nearest facility is located in Pacific Beach. Normally, service from Pacific Beach is adequate. During periods of extreme congestion in the summer months, however, the ability to respond can be severely impaired.

GOAL

- The elimination of those hazards that could cause fires, coupled with the elimination of hazards that prevent the adequate fighting of those fires that do occur.

Small alleys in Mission Beach, the high density, the median on Mission Boulevard, excessive on-street parking and extreme congestion all somewhat limit the ability of equipment to respond in order to fight fires. When intense traffic congestion during the summer months is added to these other situations, the problem becomes critical. Other than Mission Boulevard, the only vehicular circulation routes are two north-south alleys and a series of perpendicular connecting alleys. The fire department will not take equipment off of Mission Boulevard because the alleys are too narrow for maneuverability. Consequently, most fires are fought by extending hoses from Mission Boulevard. This situation can seriously impair fire fighting. Mission Beach has a fire code rating of 3, which is considered good. The actual incidence of fires is relatively low. There are a large number of wooden structures in the community, many with very old wiring. According to the fire department, the action of the salt air on the wooden structures over the years, however, has made these buildings somewhat fire retardant. The main problem, then, is one of inaccessibility during the summer periods of peak congestion. Solution to the problem involves either an elimination of the extreme traffic congestion, or in the positioning of some equipment in the community during these periods of congestion.

SUMMARY RECOMMENDATIONS

- That future modifications to the circulation system include consideration of the maneuverability of fire equipment.

- That some means be developed for getting fire fighting equipment to fires during the periods of peak congestion.

- That residents initiate programs to reduce fire hazards such as unsafe wiring and storage of combustible materials.

HEALTH CARE

The Mission Beach Community does not contain any private medical care facilities, although there are some 32 physicians practicing in Pacific Beach. The only facility located within Mission Beach is a private free clinic, which is seriously understaffed and, hence, unable to meet many needs for treatment. This is partially due to the fact that the facility serves a larger area than Mission Beach. The closest complete dental facilities of a private nature are also located in Pacific Beach.

GOALS

- The provision of adequate medical consultation and treatment facilities for the residents of Mission Beach.
- The elimination of the underlying causes of health-related problems in Mission Beach.
- The expansion of educational programs in order to prevent health-related problems in Mission Beach.

In some cases the healing may be spiritual rather than physical.

The exceptionally large number of young people living in Mission Beach is reflected in the demand for consultation and treatment at the free clinic. Over half of the consultations involve persons seeking information on contraception, venereal disease and pregnancy, although just a fraction of these need treatment. A small percentage of the patients have drug problems, while the remainder are seeking consultations on general medical problems. While this facility does not limit practice to Mission Beach residents, it is safe to say that Mission Beach residents represent a cross section of the clinic's clientele.

The immediate need in Mission Beach is to eliminate existing health care problems and to prevent them from reoccurring. While the San Diego County Health Department also provides treatment and education services, such assistance is on a somewhat limited basis, due to financial considerations. An expansion of medical facilities, especially public facilities, is necessary to meet existing needs and to prevent future problems. Further, a code enforcement program should be considered in order to evaluate the incidence of health and safety hazards in Mission Beach. Violations of sanitation and overcrowding, if such conditions exist, must be corrected in order to eliminate some of the underlying causes of problems. An ever expanding educational program can also assist to eliminate health and safety problems.

SUMMARY RECOMMENDATIONS

- That programs of medical treatment, consultations and education be expanded where feasible.
- That possible violations of sanitation and overcrowding that directly affect the health of residents be investigated, identified and eliminated in Mission Beach.

PUBLIC UTILITIES AND FACILITIES

Some public utilities and facilities have presented considerable problems in the past from the standpoint of aesthetics as well as safety. The negative impact of public utilities can be eliminated with foresight and with a sound implementation program.

GOALS

- The provision of necessary public utilities and facilities in Mission Beach as needed.
- The elimination of any adverse impact of public utilities in Mission Beach.

Wires and poles are a monument to physical chaos in Mission Beach.

Electrical distribution lines have presented a serious visual problem in Mission Beach for years. The Mission Boulevard improvement project will eliminate this problem on the Boulevard although a myriad of wires and poles on the interior alleys will remain, and even increase, because of the Boulevard project. Private efforts, at the owner's expense, will be necessary if these are ever to be eliminated.

Storm drainage has been a problem in Mission Beach for years. High tides combined with rainfall have caused flooding situations. This situation will be corrected as part of the Mission Boulevard Improvement Project. Pump stations, which have been above ground eyesores in the past, should be located underground in the future.

Location and design of comfort stations should receive special consideration in the future. Proper location is necessary in order to minimize the impact on surrounding property.

About 50 percent of the water mains in Mission Beach have been replaced recently and will be adequate for many years. Asbestos cement pipe is now being used to replace old cast iron pipe. The northern and southern portions of the community have the new water lines. The central area will probably receive new lines sometime during fiscal year 1975. After completion of that project, water service will be up to date throughout the entire community.

Mission Beach is sewered by a trunk line running the length of the community under Bayside Lane. The gentle slope of the lines curbs capacity and causes increased maintenance because the slow flow of waste fails to adequately scour the pipe. Sewers north of the Redondo Court area flow north to Pacific Beach while those south of there flow south to Ocean Beach. All lines, at present, are old concrete pipes. Replacement of these pipes will begin in about fiscal year 1976. New pipes will be of vitrified clay. Total replacement over the years is expected to occur before any serious problems with the existing system occur.

SUMMARY RECOMMENDATIONS

- That all overhead wires and poles be removed from Mission Beach.
- That adequate storm drains be provided where necessary to eliminate any drainage problems.
- That all pump stations be placed underground.
- That comfort stations be provided where necessary, and that they be designed and sited so as to not adversely affect the community.
- That water and sewer lines continue to be systematically upgraded.

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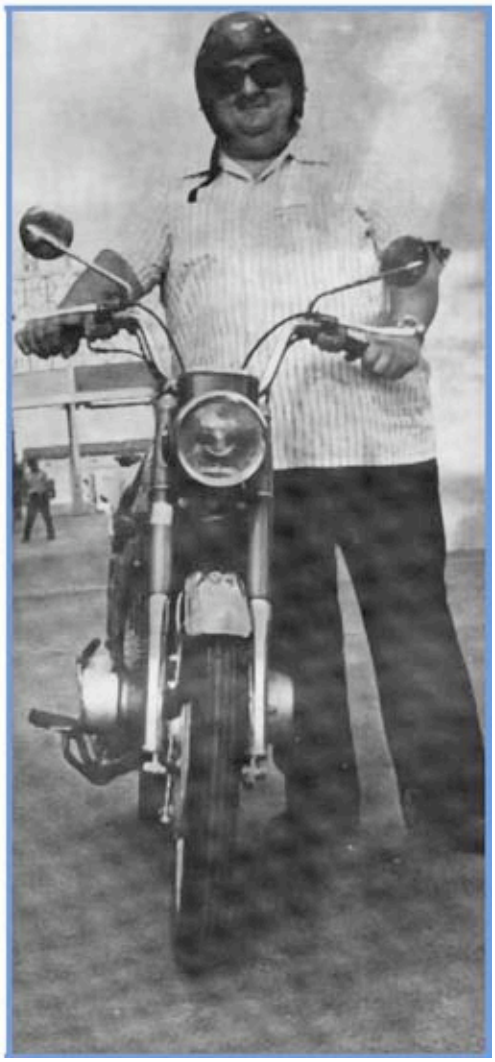


TRANSPORTATION ELEMENT

The basic purpose of transportation is to provide each member of the community with maximum opportunity for access to goods, services and activities, both public and private. The achievement of this purpose will require that a fully integrated system of vehicular, transit, bicycle, pedestrian and parking facilities be considered. The following Transportation Element of the Mission Beach Precise Plan discusses each of these facilities and itemizes goals and proposals for their improvement.

VEHICULAR MOVEMENT

The Mission Beach vehicular circulation system consists of one main street, Mission Boulevard, traversing the length of the community. There are two access points in and out of Mission Beach. Internal vehicular movement is served by two north-south alleys parallel to Mission Boulevard, one to the east and one to the west. By definition these are called streets, although by function and appearance they are alleys. Perpendicular to the north-south movement are a series of east-west alleys, Places and Courts. The alleys and Places serve automobiles, while the Courts are sidewalks serving pedestrians. Basically, alleys and Courts alternate throughout the length of the community, with a Place occurring instead of a Court about every seven Courts north of Santa Clara Place, and every four Courts south of Santa Clara Place.

Alleys provide the only alternative to Mission Boulevard for vehicles.

Mission Boulevard has a right-of-way of 80 feet, with an actual distance of 60 feet from curb to curb. Strandway, parallel to Mission Boulevard to the west, has a right-of-way of 20 feet. Bayside Lane, parallel to the Boulevard on the east, has a right-of-way of 19 feet. Strandway is one-way south and Bayside Lane one-way north. The east-west alleys all have a l6-foot right-of-way while the Places are 24 feet. In the case of all of the alleys and Places, the right-of-way distance is the same as the pavement width. Generally speaking, Mission Boulevard acts as a distributor for all vehicular traffic in Mission Beach. The east-west alleys and the Places provide internal access to and from the garages of residences. Because there are cuts in the Mission Boulevard median only at the Places, those alleys carry somewhat more traffic than the others. The north-south alleys are used for short vehicle movement, usually between the distance from one Place to another. These streets and alleys make up the entire vehicular movement system in Mission Beach.

Mission Boulevard serves over 20,000 automobiles every day. According to the City of San Diego street and highway standards, a street with this volume should have four 12-foot lanes with a curb-to-curb distance in excess of 80 feet. The Boulevard has four ten-foot lanes in a 60- foot curb distance. The most constricting portion of the Boulevard, at present, is the Ventura intersection. During periods of heavy use traffic backs up into both North and South Mission Beach. The alleys are generally adequate to handle local traffic under normal conditions. Unfortunately, the severe lack of parking in the community results in the alleys being used to store automobiles (sometimes illegally) rather than to distribute them. The situation becomes critical when vehicles circulate through the alleys looking for parking. Visitor traffic coupled with local traffic sometimes causes Mission Boulevard to exceed capacity during the summer. These conditions all create an undesirable situation in Mission Beach from a traffic circulation standpoint.

The number of automobiles generated for purpose of employment is unusually large. According to the 1970 U.S. Census of Population, over 80 percent of all persons traveling to work from Mission Beach drive their own automobile, compared to only 65 percent citywide. This is partly because there is virtually no employment base in Mission Beach itself. A high degree of vehicle ownership intensifies the overall traffic and parking problem, while the high rate of usage for employment purposes intensifies the peak hour problem.

GOALS

- The reduction of overall vehicular congestion plaguing Mission Boulevard.
- The reduction and, if possible, elimination of through traffic on Mission Boulevard.
- The curtailment of beach user traffic on Mission Boulevard.
- The reduction of the present pedestrian and vehicular accident rate on Mission Boulevard.
- The improvement of the physical appearance of Mission Boulevard.

EXISTING TRAFFIC CONDITIONS

Mission Beach, at present, houses about 6,000 people in 3,350 dwelling units. It has a limited amount of commercial activity that accounts for some generation of traffic. At least 30 percent of the traffic within the community is through traffic. Actual counts have indicated that this figure, at times, is as high as 40 percent. Because of the generous amount of beach area adjacent to the community, recreational traffic accounts for the difference between winter and summer counts. Winter traffic consists mainly of that generated by the community itself plus through traffic. In the summer, average daily traffic counts are 60 percent higher than in winter. The summer season, defined by mid-June to Mid-September, with its summer weekends, holidays and heat waves, accounts for the peak high counts. Some combination of the above can virtually bring traffic to a stop during the day and evening.

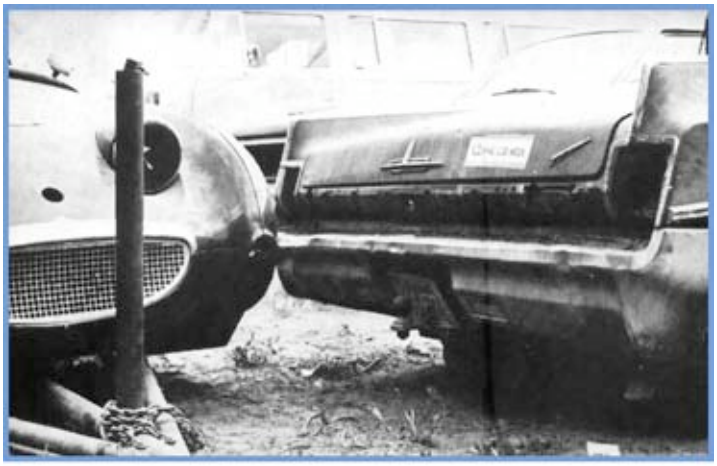
For purposes of evaluating present and future traffic conditions, Mission Boulevard can be divided into two segments, that portion north of Ventura Place and that portion to the south. It is necessary to treat north Mission Boulevard separately because it has the most serious traffic problems. Because of the difference in winter and summer traffic conditions a further breakdown is necessary for purposes of analysis.

Looking at the existing situation first, the northern part of Mission Beach houses 4,200 people in 2,400 total dwelling units while the southern part houses l,800 people in 950 dwelling units. The following table shows the vehicle trip demand generated by residential and commercial uses, through traffic and recreational uses.

EXISTING TRAFFIC SITUATION

	North Mission Boulevard		**South Mission Boulevard**	
	Winter	**Summer**	**Winter**	**Summer**
Residential	12,800	12,800	6,400	6,400
Commercial	600	600	100	100
Through	5,800	5,800		
Recreational		9,200	700	5,800
TOTAL	**19,200**	**28,400**	**7,200**	**12,300**

The present capacity of North Mission Boulevard is about 24,000 vehicles per day. This is determined by calculating the maximum vehicle load per hour that the most constricted portion of the Boulevard (in this case the Ventura intersection) can accommodate. The figure recognizes that traffic follows a fluctuating pattern everyday, with peak conditions at rush hours, and virtually no traffic late at night. Realistically, then, capacity is less than 24 times the maximum vehicles per hour. The northern part of the Boulevard is somewhat under capacity in the winter, and well over capacity in the summer. The southern part is under capacity year round. Capacity, as used here, is for a level of service "D." By definition (with "A" being the best and "E" the worst), the D level of service involves slowdowns during periods of peak use. On weekdays these are the rush hours, and on summer weekends, the afternoons. Slowdowns in traffic occur, then, even though capacity is not necessarily exceeded. This condition exists at times in South Mission Beach also, because of the Ventura Intersection.



Some vehicles do not move at all.

Mission Boulevard presently reflects a higher than average accident rate. Currently, the accident rate in the north is about that of the citywide average for similar streets. In the south it is also above the citywide average. The majority of the accidents that do occur involve left turn, rear end and parked car conflicts.

FUTURE TRAFFIC CONDITIONS

Because Mission Boulevard is expected to be altered in the near future, projections of future traffic conditions will be based upon its future configuration. At present, Mission Boulevard has four ten-foot lanes, two in each direction, with a median. After reconstruction the Boulevard will have two l5-foot lanes, one in each direction, with left turn pockets at each Place. There remains some question as to whether the two-lane configurations will adequately handle the flow of traffic north of Ventura Place, especially if recreational and through traffic is not curtailed. For this reason the option of returning to four substandard lanes for that portion of the Boulevard must be kept open. In discussing the future vehicle loads and capacities, an analysis for each of the configurations will be considered.

When fully developed, Mission Beach is anticipated to house about 8,000 people in 4,000 total dwelling units. North Mission Beach will contain 2,800 dwelling units accommodating 5,600 people, and South Mission Beach l,200 dwelling units and 2,400 people. The capacity of Mission Boulevard with the two-lane configuration will be about 24,000 vehicles per day, about the same as it is at present. The use of four lanes could potentially increase the capacity to about 30,000 vehicles per day.

VEHICULAR MOVEMENT PROPOSALS

If traffic circulation is to improve, a number of conditions must be met. Through traffic should be drastically reduced and recreational traffic should be excluded from Mission Boulevard. Given these circumstances the reconstructed Mission Boulevard will be capable of handling the vehicle load even with the projected increases in density. The following table details this situation.

FUTURE TRAFFIC SITUATION

	North Mission Boulevard		**South Mission Boulevard**	
	Winter	**Summer**	**Winter**	**Summer**
Residential	16,000	16,000	7,800	7,800
Commercial	1,800	1,800	300	300
Through	1,000	1,000		
Recreational	1,000	3,000	1,000	3,000
TOTAL	**19,800**	**21,800**	**9,100**	**11,100**

When comparing the proposed traffic configuration to the present one, the changes become evident. Both residential and commercial vehicle trips have increased proportionate to the increase in activity of these two land uses. Through traffic has been reduced sharply. Recreational traffic has been severely reduced in the north and the south in the summer. The recreational traffic that remains reflects the generation from those facilities already established within the community. In the north this includes the marinas and boat launching facilities, and in the south the activity adjacent to the jetty, as well as the parking area at Mission Beach Park. The proposed two-lane configuration of Mission Boulevard has a projected capacity greater than the highest level of activity, the 21,800 automobiles anticipated on North Mission Boulevard in the summer. Recognizing, however, that the 21,800 is only an average, there will be occasions when the capacity is exceeded, just as happens now.

Because the elimination of through traffic and recreational traffic is only a goal at present, it is necessary to consider the effects of a continuation of the status quo, accompanied by an increase in density. The following table shows the effects of such action upon vehicle load demands on Mission Boulevard

CONTINUATION OF PRESENT TRAFFIC SITUATION

	North Mission Boulevard		**South Mission Boulevard**	
	Winter	**Summer**	**Winter**	**Summer**
Residential	16,000	16,000	7,800	7,800
Commercial	1,800	1,800	300	300
Through	6,000	7,000		
Recreational	3,000	11,000	2,300	7,000
TOTAL	**24,800**	**35,800**	**10,400**	**15,100**

An increase in residential dwelling units to 4,000, as proposed by the Plan, and an accompanying increase in commercial activity cannot be accommodated if through traffic and recreational traffic increase in the same proportions. The effect of this is to cause an over capacity situation on Mission Boulevard in the north even in the winter. Even if the two land configurations were changed to four lanes (increasing the capacity to 30,000) Mission Boulevard could not function during the summer months. It is evident that changes in traffic patterns are inevitable as the community grows, and as beach usage grows.

In conclusion, the only desirable traffic situation involves a density limitation to slow internal growth, a sharp reduction of through traffic and an elimination of recreational trips from Mission Boulevard. Anything less will involve the continuation of serious traffic problems, with the situation becoming intolerable at some future time.

MISSION BOULEVARD PROPOSAL

At present, Mission Boulevard is defined as a major street north of Ventura Place. It currently serves the community, a high degree of through traffic, and those people using the beaches and other recreational facilities. Mission Boulevard, however, is different from other major streets in San Diego. It has a curb-to-curb width of 60 feet, over 20 feet less than the standard. Also, in its two-mile length, there are presently 6'000 people living within 500 feet of the street. This results in an enormous amount of pedestrian interaction with the Boulevard. A count on an overcast spring day revealed 1,000 pedestrian crossings in an 800-foot segment in a period of one hour.

The Mission Boulevard Improvement Project consists of the construction of four storm drain pump stations and collector drain systems, the installation of local drainage systems in the Boulevard, the construction of new sidewalks between the existing sidewalk and curb, continuous level street light facilities on the Boulevard, the reconstruction of the center island including traffic signals and left turn pockets at certain locations, landscaping of left-turn pockets, the provision of street trees and the conversion of overhead utilities on the Boulevard to underground facilities. When completed, it will be striped for one 15-foot lane in each direction.

Mission Boulevard is presently a ribbon of wires, cars and poles.

The project, as originally proposed, involved an area assessment of about a million dollars, with an additional $700,000 being financed by the City. Delays in the project, however, have raised the cost considerably. Construction is proposed to be in three stages, over a three-year period. The first phase covers the area between Manhattan Court and Pacific Beach Drive, the second between Manhattan and Ventura Place, and the third from Ventura Place south.

Wire and pole removal, landscaping, tree planting and ornamental lighting will all create an atmosphere that enriches the overall community. Left-turn pockets and wide lanes increase pedestrian and vehicular ingress at what are presently the most dangerous intersections along the Boulevard. Along with these improvements, consideration should be given to a speed limit less than the present 30 MPH with strict enforcement in order to ensure that the more efficient movement of traffic does not result in higher speeds along this pedestrian-oriented Boulevard.

Parking along the Boulevard, while necessary for residents at present, should be reduced in the future if off-street accommodation of vehicles is improved. This would further reduce vehicular conflict while making pedestrians more visible. Until such a time parking can be decreased, the placement of fire hydrants, curb cuts, bus stops and loading zones should all be carefully coordinated in order to ensure that as much parking as possible is maintained.

Consideration should be given to closing the entrance to selected east~west alleys at Mission Boulevard. This could increase parking while reducing the conflict points between vehicles entering the Boulevard and moving traffic. Eventual widening of the median should be considered in order to facilitate landscaping and increase the pedestrian reservoir in the center of the street. All of these improvements will eventually lead to the establishment of a desirable community street from the aspect of both form and function.

SUMMARY RECOMMENDATIONS

- That the Mission Boulevard Improvement Project be subject to further study, including the following proposals:

  the elimination of severe drainage problems; the construction of sidewalks between the existing sidewalks and curbs; the provision of unique ornamental street lighting the length of the Boulevard; the construction of four-car left-turn pockets and traffic signals at Santa Clara, El Carmel and Ventura Places, and Pacific Beach Drive, and the construction of two-car left-turn pockets at all other Places; the landscaping of all left-turn pockets; the provision of street trees, spaced one between every Court and alley on both sides of the Boulevard; and the conversion of overhead utility facilities on the Boulevard to underground.

- That directional signing and other traffic control devices in the vicinity of Mission Beach discourage through traffic from entering the community.

- That Mission Beach be removed from the 52-mile scenic drive in order to reduce through traffic.

- That directional signing and other traffic control devices be used to reduce the occurrence of beach user traffic on Mission Boulevard and direct beach users to public parking areas.

- That the restriping of Mission Boulevard upon completion of the improvement project consist of two 15-foot lanes, one in each direction.

- That consideration be given to reducing the speed limit on Mission Boulevard upon completion of the improvement project from the present 30 MPH limit to 25 MPH.

- That careful coordination of fire hydrants, bus stops, loading zones and curb cuts occur in order to maximize the amount of parking on Mission Boulevard at present.

- That the eventual reduction of parking on Mission Boulevard be considered when off-street parking within the community increases.

- That consideration be given to blocking access to some east-west alleys at Mission Boulevard in order to increase parking and reduce the number of points of conflict between vehicles entering and traveling along the Boulevard.

- That the eventual widening of the Boulevard median be considered in order to increase landscaping and provide a larger pedestrian reservoir in the center of the street.

VEHICULAR PARKING

One of the most monumental problems in Mission Beach at present is the lack of adequate parking. This situation exists for residential, commercial and recreational uses. The existing deficit can be identified, but solutions to the problem will take a unified effort by both the public and private sectors. For purposes of analysis, residential, commercial and recreational parking proposals will all be treated separately.

Based on the 1970 Census of Housing, there are approximately 5,000 automobiles in Mission Beach. Field surveys of off-street parking spaces indicate that there are about 3,700 spaces available. This leaves a deficit of at least 1,300 spaces. This deficit is actually somewhat higher when considering that a number of off-street parking spaces and garages are presently used-for storage of boats, trailers and other goods. In addition to the off-street spaces there are approximately 1,000 spaces located on-street. This includes the parking along Mission Boulevard, on the Places and on Strandway and Bayside Lane. The several hundred car parking shortage is made up by residents through the use of recreational parking lots adjacent to residential areas, and through illegal parking on alleys and in yards.

At present, there are about four acres of land in commercial use in Mission Beach. The various commercial uses provide virtually no off-street parking. Almost all commercial uses in the community are adjacent to Mission Boulevard and rely on that street for parking. There are accepted standards that are generally used in order to determine the amount of off-street parking necessary to accommodate traffic generated by various types of commercial uses. These standards are not applicable in Mission Beach for two reasons. First, the commercial uses are more dependent on foot and bicycle traffic than regular neighborhood commercial uses, making the parking requirement somewhat different than the standard. Secondly, the unavailability as well as high cost of land renders the development of generous amounts of off-street parking infeasible. Beach use during the summer months generates more automobiles than there are spaces available. At present, there are about 600 spaces at Santa Clara Point, 100 at El Carmel Point, 600 at Mission Beach Park and 300 adjacent to the jetty in South Mission Beach providing a total of approximately l,600 off-street recreational parking spaces. With the addition of l50 spaces at Mission Point, and 1,200 spaces adjacent to Belmont Park in the Bonita Cove area, there will be a total of almost 3,000 parking spaces for recreational purposes.

GOAL

- The provision of increased residential, commercial and recreational parking in order to reduce the serious deficit that presently exists.

FINANCING ALTERNATIVES

There are a number of financing programs available for use for residential, commercial and recreational parking. Residential parking will probably be improved solely through private individual effort. Commercial parking could be improved through the establishment of parking districts if the benefit of such parking could justify the cost of providing it. Beach

user parking must be improved through public effort. Recreational parking reservoirs could also be used to accommodate some of the residential demand through joint financial arrangements with individual residents.

Parking happens wherever there is 20 feet of unused pavement.

There are several laws available for use in the establishment of parking districts. The Vehicle Parking District Law of 1943 creates an assessment against those uses benefiting from such a district. The Parking District Law of 1951 permits an ad valorem assessment on property to supplement or completely eliminate parking revenues.

General obligation bonds can be sold to finance parking districts, although two-thirds approval of the electorate is required before such sale can occur. This is certainly unrealistic for residential or commercial parking in Mission Beach. For the beach user problem, the Revenue Bond Law of 1941 allows a citywide bond issue for purposes of providing parking. All means of funding, however, should be studied including a means of funding a shuttle service. The cost per space for a parking structure is about $4,000. Such a cost, of course, escalates with time. Part of such a cost could be recovered through revenues generated by the parking, although such a fee should not be so high as to preclude any person from gaining access to the coastline.

Of primary importance, then, is the necessity of establishing funding for the provision of parking reservoirs adjacent to Mission Beach for use by those persons wishing to use the beach resource. Any means of accommodating residential and commercial parking, however, through the establishment of parking districts should also be fully explored if the overall deficit is to be significantly reduced.

RESIDENTIAL PARKING PROPOSALS

It has been proposed that new development in Mission Beach provide more parking than is required at present. The proposals range from l.3 spaces for a studio to 2.0 for a two-bedroom unit or single-family house. While this proposal will ensure adequate parking for future development, it does little to solve the problem for existing units. This problem could be solved if all dwelling units not providing enough parking at present were to increase the number of on-site spaces. Another means would be the establishment of parking reservoirs throughout the community. The latter approach would involve the development of parking districts whereby residences using the facility would be assessed for development and

maintenance costs. Due to the lack of vacant and inexpensive land, this appears to be an unreasonable solution. An extension of the parking district approach involves the possible joint use of recreational parking reservoirs for residential parking, provided that some form of shuttle service could be provided to transport the residents between their homes and cars.

When surveyed, however, residents and property owners in Mission Beach expressed a high degree of unwillingness to park their automobile more than 300 feet from their home. They also expressed displeasure with the idea of paying anything more than five dollars a month for additional parking even if it were available adjacent to their residence. Many were unwilling to pay at all.

With this kind of atmosphere it becomes evident that the only reasonable solution to residential parking is through increases in off-site spaces for existing residences that do not presently provide adequate parking. Until this is accomplished, abundant on-street parking will be necessary in order to accommodate the demand generated by residences.

The most serious problem in the provision of additional parking spaces on-site is the lack of space on developed parcels for such a use. Many older structures are built right to property lines, leaving no room for parking spaces. An overall reduction in vehicular ownership is probably unrealistic since even the completion of a regional mass transit system is projected to have a relatively insignificant effect on automobile ownership patterns. The use of existing parking spaces for storage and other purposes also reduces available spaces. Such spaces should be opened up for vehicular parking. This would help somewhat in reducing the existing deficit.

There is a fortune to be made in the No Parking sign business.

With this climate, it is evident that the residential parking problem will remain acute in the future. Increased requirements for new buildings will hopefully prevent the problem from becoming worse. Enough private efforts to increase on-site parking will reduce the critical shortage that exists. The possible development of residential parking reservoirs is also a means of reducing the shortage. This solution should not be discounted, but should be recognized as being somewhat unrealistic.

In Mission Beach there will always be a need for some on-street parking to accommodate guests of residents. Mission Boulevard serves that purpose now. Should parking eventually be considered for removal from the Boulevard, accommodations on the alleys will be necessary to serve the guest parking need. Such parking should be evenly distributed throughout the community in as great a quantity as is realistically possible. Total parking removal from Mission Boulevard, while desirable, may prove infeasible due to the lack of other street areas to accommodate necessary on-street parking.

COMMERCIAL PARKING PROPOSALS

The Plan suggests that six acres of neighborhood commercial use is adequate to serve Mission Beach. If parking standards were followed, there would be a need for approximately 1,500 spaces to serve that use. While there are programs available for the establishment of parking districts, it is highly unlikely that such a venture would be financially feasible. What is feasible is the establishment of at least a few parking spaces for each neighborhood commercial use. This would allow for brief stops, and for customer loading and unloading. This limited amount of parking should be provided if possible, for each commercial use.

Commercial recreation uses have a greater obligation to provide off-street parking than do neighborhood commercial uses simply because the former generate people from outside of the community that use parking within. Because of the critical shortage, facilities oriented solely to visitors have some obligation to provide for their automobiles. A number of supporting uses such as restaurants and bars that serve both the community and visitors should not necessarily be bound to the parking requirement provision. Hotel and motel units, however, catering strictly to the tourist should be required to provide one space for each unit in the facility.

RECREATIONAL PARKING PROPOSALS

While it is hard to say exactly how many recreational spaces are necessary to meet the potential need, it is easy to get an idea of the existing deficit by applying the current standards for beach use. The oceanside beach contains about two million square feet of sand throughout the length of Mission Beach. The bayside beach contains somewhat less. At capacity the beach can accommodate one person for every 100 square feet of sand. This would permit a maximum attendance of 35,000 to 40,000 people. About 80 percent of those people using the beach are known to arrive by automobile. With the average automobile carrying 3.5 people the maximum number of autos that could be generated on a hot summer day is about 9,000. Recognizing that the beaches will only infrequently be filled to capacity it is not necessary to provide for the maximum situation at present. The difference, however, between the 3,000 spaces that will soon be provided and the 9,000 that could be demanded on a hot summer day points out the potential deficiency.

At present, beach capacity is determined by available parking, not available beach. Hot summer days result in serious traffic and parking problems adjacent to all developed beaches as the available parking facilities reach capacity.

An analysis of traffic circulation problems has indicated the seriousness of beach user traffic entering Mission Boulevard. While some of the present parking spaces are only accessible from the Boulevard, the new Bonita Cove improvement also has an entrance onto West Mission Bay Drive. In the future, every effort should be made to limit automobiles carrying beach users from entering Mission Boulevard.

The most logical location for additional beach user parking is in the vicinity of Bonita Cove and east into Mission Bay Park. A low-profile parking structure on a portion of the Bonita

Cove property should be considered if adequate facilities cannot be provided to the east. A structure should be considered on the Belmont Park site, away from the beach, in order to increase the amount of autos that the site can accommodate. Any such reservoir parking should necessarily be accompanied by a shuttle system of some sort in order to distribute the beach users throughout the length of the community.

SUMMARY RECOMMENDATIONS

- That existing residential structures be encouraged to increase off-street parking where feasible, including the use of existing spaces presently in some other use.

- That new neighborhood commercial development provide a minimum number of off-street parking spaces where feasible.

- That new hotel or motel facilities provide one off-street parking space for each unit.

- That parking reservoirs adjacent to Mission Beach be provided in order to accommodate the vehicles of beach users.

- That consideration be given to the provision of low-rise parking structures in order to use available land more efficiently.

- That the use of shuttle service be explored in conjunction with parking reservoirs in order to distribute people throughout the length of the beach.

- That all available programs be explored relative to the development of parking districts and provision of parking reservoirs.

PUBLIC TRANSIT

Studies are presently underway for the provision of future transit systems in the San Diego region. The outcome will be the selection of some sort of system that will either enhance or replace the present system of local bus service. For Mission Beach, the short- and long-range need includes an improved bus system to meet the special needs of the community. Most important is the need to serve beach users with a means of access to the beach to supplement their private automobiles. The following discussion centers on the question of bus service, future transit service, and special service to beach users in the community.

The San Diego Transit Corporation presently operates one bus line through Mission Beach. The “R” bus originates in downtown San Diego and terminates at the University of California at San Diego. The present route encompasses Midway, Mission Bay Park, Mission Beach, Pacific Beach and La Jolla. Weekday and weekend service is approximately every 30 minutes. The trip from Mission Beach to downtown takes about 20-25 minutes, and the trip from Mission Beach to UCSD about 45 minutes. The average driving time to downtown is about 10 minutes, and to UCSD about 15 minutes.

Transit ridership in Mission Beach, according to the 1970 U.S. Census of Population, encompasses about four percent of all trips. The citywide percentage is about five percent. Existing service is inadequate for two reasons. First, the service to both ends of the line as well as transfers to other points in the city is not competitive with the private auto. Second, service is not oriented toward the specific destinations of the residents. Over 20 percent of the population of the community are college students, yet, in terms of time, no reasonable bus connection exists to the two main campuses, San Diego State University or UCSD.

The Comprehensive Planning Organization is presently studying a variety of means of providing an alternative transportation system to the San Diego Region. Among their considerations are substantial increases in bus service, including express buses with intra-community feeder lines, and a variety of fixed rail systems. Present studies indicate that no system will involve the introduction of hardware into Mission Beach itself. Fixed rail proposals range from a service along Interstate 5 (I-5) in one case, to spurs along Garnet turning north on Mission Boulevard in another, and along Interstate 8 (I-8) in another. The Garnet proposal would have terminals north of Mission Beach, at Garnet and Mission Boulevard while the I-8 proposal would terminate across the San Diego River flood channel. The southern terminal would serve Mission Beach if it were linked via a pedestrian and bicycle bridge over the channel.

GOALS

- The provision of necessary to meet the the needs of Mission Beach residents.
- The integration of Mission Beach into an area-wide system.
- The development of intra-community shuttle service to transport beach users from their automobiles to the beaches and to distribute residents throughout the community.

BUS SERVICE PROPOSALS

A private bus line has recently begun operation as a shuttle between the beach communities and the SDSU campus, offering free transportation. Such a shuttle represents the type of specialized service necessary to meet the transit needs of Mission Beach. Ideally, such a service should be available between the concentration of students in Mission Beach and all of the campuses in San Diego, especially SDSU and UCSD.

The transit corporation has considered an express service in connection with the "R" bus, with non-stop service from downtown to Mission Bay. This improvement would make the trip from Mission Beach to downtown more desirable to those persons who now commute by automobile. These types of improvements, along with others, such as more frequent bus scheduling, can absorb additional riders into public transportation and away from the automobile. The result could be some reduction in automotive congestion and pollution, an overall cost savings to the consumer and, most importantly, the provision of expanded service to those people unable to drive automobiles.

Public transportation, unfortunately, is always less convenient than the automobile, and more limiting in terms of mobility. Consequently, while an expanded bus service does provide benefits, it will not have any dramatic impact on travel characteristics or congestion problems in Mission Beach.

What kind of image does this bus stop reflect?

In terms of facilities within Mission Beach, consideration should be given to improving bus stops by providing benches away from the curbs, providing more attractive markings, and by posting schedules for the convenience of users. Bus stops, themselves, should be carefully coordinated with loading zones, curb cuts, and fireplugs in order to minimize the loss of parking on the Boulevard. Spacing of stops should be limited to the vicinity of Places, at the frequency of every other Place. Greater than average distances between stops are acceptable in Mission Beach because the distance from the furthest residence to the main route in no case exceeds 500 feet. The proposed spacing, which would reduce the present number of stops from 22 to about ten, would leave a stop within 1,200 feet of every residence in North Mission Beach, a distance far less than the citywide average.

South Mission Beach, at present, has no bus service. This situation, while less than desirable, is acceptable in the future because the distance from the furthest point to the bus line is a reasonable walking distance. Addition of regular service to the south would substantially increase the travel time of a scheduled bus.

MASS TRANSIT PROPOSALS

Preliminary analysis of such alternatives has shown that the maximum ridership in Mission Beach of any transit system would be about ten percent of all trips. With the present ridership at four percent, the maximum increase in the use of such a system would be 150 percent. Some systems, however, show no increase in ridership at all. As with bus service, future transit systems may, indeed, increase non-automotive travel trips, provide added convenience to those people dependent upon such systems, and reduce the economic and environmental costs of personal travel. They are not likely, however, to substantially reduce the vehicular traffic problems that presently exist in Mission Beach.

BEACH USER SHUTTLE PROPOSALS

Operating during the summer months, a shuttle system could connect parking reservoirs with Sea World, Mission Bay hotels and distribution points along Mission Boulevard. A monitoring system could be incorporated in order to ensure that beach users were distributed to those locations where beach use was the lightest.

The San Diego Transit Corporation is presently developing a fleet of 25 passenger mini-buses for special use in the San Diego area. This type of vehicle is ideal for use in a demonstration project to test the performance of such a system. When the Bonita Cove parking area is completed, the 1,800 parking spaces adjacent to the Belmont Park will become a primary parking reservoir.

Consideration in the future should be given to the development of a more specialized vehicle if such a service proves feasible. An open air, side-loading vehicle is one possibility. The primary consideration in development of such a vehicle should be the accommodation of persons loaded with beach accessories in a safe, enjoyable, and efficient manner.

All of this pavement could accommodate alternative forms of transportation.

Any such system can be expected to operate under a subsidy. Fare should not be charged if it would detract from the higher goal of providing a means to make the beach most accessible to the greatest number of people without disrupting the existing community.

Consideration should be given to accommodating intra-community trips by residents with such a shuttle system as well. Should such a system receive support from the community, and reduce the vehicular traffic load on Mission Boulevard, it could be adopted as a permanent service. Over half of the residents and property owners in Mission Beach, when surveyed, expressed a willingness to use mini-bus transportation. Almost all of those willing to use it also were receptive to paying for such use.

Because of the physical configuration of Mission Beach, adoptation of a mini-bus type shuttle service has the potential to receive high use, resulting in a reduction of the serious vehicular traffic problems that presently occur. Adoption of such a system for beach users is particularly important because of the severe congestion problems occurring in the summer months. A trial project during the summer, using mini-buses, would demonstrate the feasibility of such a system with a minimum investment. Any permanent system should be based on the results of such a trial.

SUMMARY RECOMMENDATIONS

- That a regular shuttle service between Mission Beach and all area colleges be developed.

- That bus stop facilities be reduced in number and up, graded in Mission Beach through the provision of benches away from the curb, more attractive marking, and the provision of schedules at all stops.

- That a shuttle service be instituted as a demonstration project between parking reservoirs and the entire length of the beach.

PEDESTRIAN MOVEMENT

Mission Beach is characterized by a network of pedestrian paths. Two north-south corridors, Ocean Front Walk and Bayside Walk, bound the community on the west and east respectively. These are linked by over 40 pedestrian Courts, which traverse the community in an east-west direction. In addition to these exclusively pedestrian paths there are sidewalks along both sides of Mission Boulevard.

Ocean Front Walk is presently l2 feet in width, although another l5 feet of right-of-way exists on the eastern edge. Many residences have landscaping, fences and terraces encroaching into this area. The walk is a full 27 feet wide adjacent to the Belmont Park area. Bayside Walk is presently six feet in width. The pedestrian Courts have a ten-foot right-of-way with a five-foot sidewalk. The sidewalks adjacent to Mission Boulevard are eight feet in width with two feet of unpaved area between the walk and the curb. The Mission Boulevard Improvement Project includes the widening of sidewalks to a full ten feet by paving the two-foot strip adjacent to the curb.

GOALS

- To maximize pedestrian safety through the separation of people and vehicles, including bicycles.

- To maintain and enhance the physical appearance of the pedestrian paths in Mission Beach.

PEDESTRIAN WAY PROPOSALS

Any public or private development in the future should necessarily preserve and enhance this unique pedestrian system, especially the separation that exists between pedestrians and vehicles. Marked bikeways are necessary not only to accommodate and direct bike users but to provide a separation between these vehicles and pedestrians for safety reasons. The median in Mission Boulevard provides an island for pedestrian crossings. This median should continue as a pedestrian reservoir and, if possible, be widened in the future. In the event of future landscaping of the median, breaks should be left for pedestrians at each Court. Ocean Front Walk and Bayside Walk should both be widened in order to safely accommodate pedestrians and bicycles.

The community is blessed with a circulation system free from autos.

Pedestrian Courts are a Mission Beach landmark, but not all deserve that title at present.

In addition to safety, consideration should be given to the aesthetic treatment of pedestrian paths. Any improvement of such facilities should include their enhancement through the provision of landscaping and street furniture. Further, development adjacent to pedestrian paths should consider the relationship between the structures and people. Building facades should be interesting, rather than blank. Fences and walls should be constructed with the same considerations. Shops should accommodate window shoppers, and should attempt to relate to the outside environment through the use of exterior space. Such space could be used for displays or, in the case of restaurants, tables and chairs.

SUMMARY RECOMMENDATIONS

- That Ocean Front Walk and Bayside Walk be widened primarily to accommodate pedestrians, and secondarily to accommodate bicycles.

- That routine maintenance, including litter control by the residents, be performed on all pedestrian paths.

- That any development adjacent to pedestrian paths give specific consideration to the relationship between the structure and the people passing by.

BIKEWAYS

The City of San Diego is establishing a citywide system of bikeways. The long-range goal is to link all of the communities within the City. An integral part of this system is a north-south bikeway along the San Diego coastline. Mission Beach has the responsibility of providing a bikeway for itself, and one as a link between Pacific Beach and the San Diego River.

At present, bicycles in Mission Beach receive high use by both residents and visitors. Because the community is so compact they are the basic unit of transportation for many intra-community trips. Also, traffic congestion and lack of parking make them a more convenient form of transportation than the automobile. The popularity of the area among bicycle enthusiasts also accounts for the high degree of usage.

The main bicycle activity in Mission Beach presently occurs on Ocean Front Walk, a two-mile long concrete bicycle and pedestrian path reaching from one end of the community to the other. Some activity occurs on Bayside Walk, although this sidewalk receives less use than other routes because it is narrower and less accessible. The north-south alleys also provide a riding area. Because vehicular activity is very light, they are excellent for a more utilitarian rather than recreational use of the bicycle. Mission Boulevard serves more experienced bike riders. Because of the high volume of automobile traffic, however, this route is the most hazardous.

GOAL

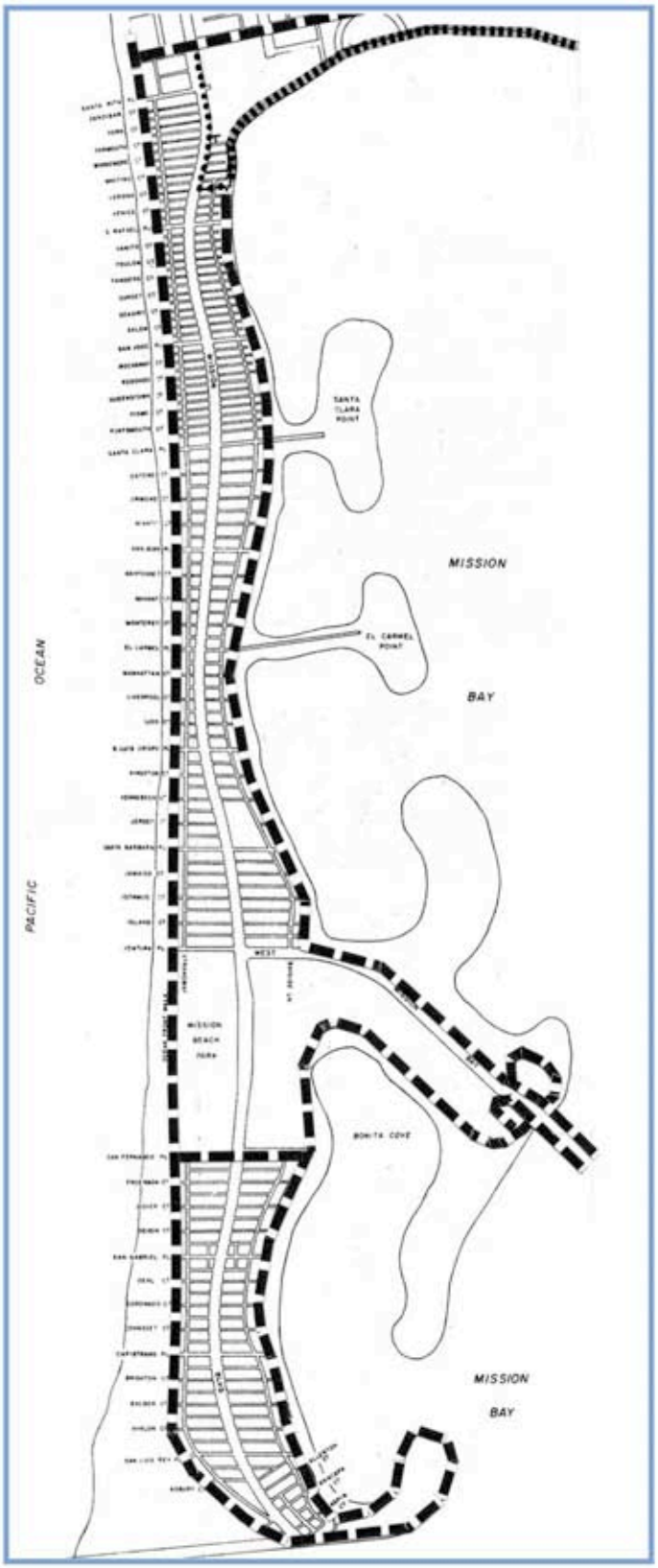
To develop a bicycle path that serves Mission Beach, links it to adjacent communities and ties it to the citywide bikeway system.

BIKEWAY PROPOSALS

There are three possible routes that could be developed as bikeways; the Ocean Front and Bay Front Walks, the two north-south alleys, or Mission Boulevard. Because of the visual appeal and popularity of the ocean and the bay front, these two spines should be the primary routes. The alleys and Mission Boulevard will receive usage by some bicyclists although neither meets the criteria and guidelines necessary to be striped as a bikeway.

Within Mission Beach the routes should extend the entire length of the community. Opportunities should be provided for crossing over Mission Boulevard from the ocean to the bay. The route should connect with the present West Mission Bay Drive bikeway via a connection through the proposed Bonita Cove parking facility.

Primary consideration should be given to widening both Ocean Front Walk and Bayside Walk in order to accommodate bicycle traffic, as well as pedestrian traffic. When striping bikeways, a width of at least ten feet is desirable. This permits three standard bike lanes. Striping on the pavement will help to segregate the bicycles and pedestrians in order to minimize the chance of accidents. The entire bicycle system should be created in accordance with the bikeway planning criteria and guidelines set forth by the City of San Diego Bikeways Technical Report and Design Guidelines.



legend

bikeway system

temporary connection

future connection

Bikeway Proposals

Mission Beach Precise Plan

The bikeway system in Mission Beach should include striped lanes the entire length of Ocean Front Walk and Bayside Walk. Connectors between the two should occur at San Fernando Place, south of the heaviest concentration of vehicular traffic, and at the southern tip of the community, along the jetty if feasible.

The bicycle is an integral part of the Mission Beach circulation system.

The Ocean Front Walk route should be in the center of the walkway. This permits pedestrians to have use of the boardwalk adjacent to the sea wall while also permitting people to enter and leave residences without stepping into the bikeway. This route serves the entire length of Mission Beach along the ocean, from Pacific Beach to the jetty.

Bayside Walk, even after widening, will not have the width of Ocean Front Walk, hence a narrower bikeway will be necessary. Because there is no sea wall, the bikeway should be striped adjacent to the beach side of the walk. As with the ocean side, this will permit people to enter and leave residences fronting on the Walk. In South Mission Beach this bayside bikeway will connect the jetty crossover with the Bonita Cove parking area. In North Mission Beach it will connect the West Mission Bay Drive bikeway with an eventual improvement around Crescent Bay when private leases on the beach are terminated in that area. In the meantime, the only connection point at the north end is onto Mission Boulevard.

Upon completion of the Bonita Cove parking improvement, the West Mission Bay Drive bikeway should be connected directly to Bonita Cove, under the Ventura Bridge. This will deter bicyclists from entering the very congested intersection of West Mission Bay Drive and Mission Boulevard.

The proposed connections of the easterly and westerly routes at San Fernando Place and the jetty offer a complete system from Pacific Beach into Mission Bay Park. The top of the jetty should be improved to accommodate bicycle traffic in order to isolate it from vehicular traffic. While the San Fernando connection does involve conflict with automobiles, it provides a shortcut in the system at a point where traffic is relatively light.

SUMMARY RECOMMENDATIONS

- That Ocean Front Walk be widened as part of an overall design plan for the Boardwalk; and that at least ten feet be set aside for a bikeway.

- That Bayside Walk be widened and that, as part of an overall design, at least nine feet be set aside for a bikeway.

- That links be established between the two boardwalks at San Fernando Place and the jetty in order to facilitate crossover bike traffic.
- That a connection to the West Mission Bay Drive bikeway be established through the Bonita Cove parking area.
- That adequate signs be established to identify the bikeways.
- That a bikeway be established on Mission Boulevard if on-street parking is eventually removed.

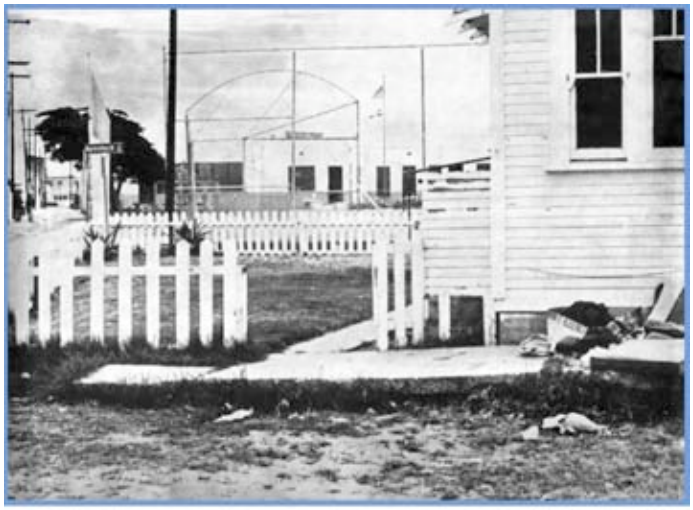
COMMUNITY AMENITIES ELEMENT

Amenities, in a community, are those features, mainly physical, that are conducive to the quality and attractiveness of an area's environment. These generally relate to visual perception although there is some relationship to other senses. There are four basic components of the Mission Beach environment that must meet certain criteria if the community is to be visually appealing. These are its structures, the street furniture filling these spaces, and the landscaping accenting the other three components.

GOALS

- To identify and preserve those features that are conducive to the attractiveness of Mission Beach.
- To eliminate both visual and non-visual nuisances in Mission Beach.
- To enhance the quality of the physical environment of Mission Beach by upgrading the existing community and encouraging attractive development in the future.

IDENTIFYING A DESIRABLE ENVIRONMENT



An example of what a desirable environment is not.

In terms of structures, the architectural design is of primary importance. Materials, colors, and textures, if appropriately used, can enhance the appearance of both the structure and its surroundings. In terms of spaces, the relationship of a structure to both its site and surrounding structures can result in either wasted space on private lots or the creation of usable open space for residents. The concept of public open space refers mainly to public paths, both pedestrian and vehicular. These spaces should be well designed, and relate to an overall system. Design relates to their size, shape, use, and composition, while the interrelationship is in the context of the views and vistas that they define, as well as the means by which one space is connected to another. In terms of street furniture, the myriad of objects that fill spaces such as lighting, benches, kiosks, mailboxes, trash receptacles and fire hydrants should be well designed and well placed. Fountains and sculpture are an example of a more ornamental type of furniture that can be used. Probably the most noticeable of street furnishings are signs, both public and private. Signs should be modest and attractive. Their use should be limited to identification. Finally, landscaping is an important part of the overall appearance of the community. The amount, location, type (whether trees, shrubs, flowers) and kind (species) should be carefully arranged to complement the inanimate components of the community.

PRESENT ABUSE OF THE ENVIRONMENT

The most serious environment abuse in Mission Beach is of a visual nature. Many residential structures suffer from the lack of proper maintenance. Many others, mostly newer, are reasonably well maintained but are unappealing in terms of design. Plain stucco walls are accompanied by a repetition of flat roofs. Many commercial buildings suffer from a general lack of maintenance. Because of the small lot sizes, and the desire to maximize development on them, many structures have a very poor relationship to each other. Walls block light and air as well as views. Unusable spaces between structures result in an inefficient use of valuable land. Few structures are actually situated on their site in order to complement and enhance surrounding development.

A little imagination goes a long way.

Mission Beach also suffers from a lack of visually attractive street furnishings. Instead, it is permeated with an inordinate amount of clutter situated in, and visible from, its public spaces. Telephone and electric wires and poles blanket the community. Television antennas clutter the skyline. Excessive signs, including billboards, compete with each other for attention. Many signs are unattractive. Both businesses and residences, in many cases, are guilty of the unsightly storage of materials in locations visible from public streets and walkways. Trash and garbage accumulates in highly visible areas. This latter practice can cause a health problem in addition to being an eyesore. Litter is predominant along heavily used pedestrian routes, on the beaches and in yards adjacent to these areas. Along with these conditions, landscaping is sparse throughout the community. The lack of mature trees and vegetation makes the other violations even more noticeable.

In addition to the problem of visual pollution, Mission Beach has a problem related to excessive noise levels. Because of the close proximity of streets to residences, vehicular noise is unusually disturbing to people inside their homes. This is particularly true of noise generated by vehicles on Mission Boulevard. The close proximity causes similar problems generated by gatherings of people on streets and walks adjacent to residences. Large parties are often the source of complaints to police, especially parties with live music. Some of the noise generated by the various activities at Belmont Park are disturbing to people in residences in the vicinity of the amusement park. While these noises are not necessarily any higher than similar noises generated throughout the rest of the City they are more bothersome in Mission Beach because of the close proximity of all uses and activities to each other. Airplanes ascending over Mission Beach are particularly annoying because of their relatively low altitude.

ENVIRONMENTAL IMPROVEMENT PROPOSALS

Consideration should be given to the development of architectural and site design criteria for use by both new and existing development in Mission Beach. Such criteria should be available for use by anyone desiring to improve property. These guidelines should suggest techniques that maximize the visual appeal of a piece of property without necessarily involving substantial increases in cost. The criteria should include discussions of materials, colors, textures, building shape, roof shape, ornamental treatment, placement of a structure on a lot, fencing type, screening, landscaping and relationship to adjacent structures. Lighting, both functional and ornamental, should be discussed in terms of enhancing structures, as well as public and private spaces.

Design criteria are warranted in order to upgrade the quality and appearance of the components of the community, not to force certain architectural styles. This is the primary reason that such criteria should be voluntary. In some cases, development at a reasonable cost may have a higher priority than the use of expensive architectural techniques. Voluntary compliance allows the maximum freedom of choice.

The system of pedestrian and vehicular spaces already provides a complete network throughout Mission Beach. Further consideration should be given to identifying nodes of pedestrian activity throughout the community and paths connecting them, through the development of a design plan for the spaces. This might include special consideration of the Places as pedestrian walks, for example. The appearance of some areas and the views from most, can be improved through a program of upgrading. A total utility undergrounding program should be undertaken in order to eliminate wires and poles. It will be the responsibility of the residents to pay the cost of such a project through an assessment district procedure. The advent of cable television provides an alternative to outdoor antennas. Deteriorating walks and streets in some locations should be improved.

Billboards and excessive signs in Mission Beach will be eliminated by January of 1976 in order to comply with the requirements of the C-S zone, adopted in 1973. The development of additional sign criteria is necessary in order to improve the appearance of those signs that are necessary for identification purposes, both public and private. Such criteria should detail the shape of signs, materials, textures, lettering styles, and layout of the copy.

The appearance, quantity and placement of public street furnishings such as benches, mailboxes, fire hydrants, trash receptacles and kiosks should be both functional and attractive. Kiosks, benches and, perhaps, fountains could define nodes of public activity. Consideration should be given to the color, composition, and texture of materials used for walls and paving of these nodes, as well as the paths linking them. Improved maintenance of public and private spaces should be undertaken, especially regarding trash and litter. More receptacles should be provided and regular pick up schedules by the City should be increased. Citizen effort should also be increased, both individual and organized.

Specific criteria should be developed regarding landscaping programs. Because of the climate in Mission Beach, only selective trees, shrubs and plants will grow. Those species

that grow should be catalogued and made available. Criteria should indicate how planting can be most effectively used for buffering, screening, shading and highlighting structures and spaces. Landscaping should be used selectively in order to enhance public spaces. Planter boxes should be considered in certain locations. A community-wide planting and landscaping plan should be prepared for all public spaces within Mission Beach.

Special attention should be paid to the need for mitigating the effects of the non-visual pollution of excessive noise. Planting can serve as a noise buffer in some cases. Sound proofing of structures is especially important in an area like Mission Beach. Regulation of hours of certain activities such as live bands and some attractions in Belmont Park can ease the impact of excessive noise levels.

Mission Beach is blessed with the visual assets of the ocean on one side and the bay on the other. Existing visual confusion provides a strong contrast to these natural amenities. The future should include coordinated efforts to upgrade the physical environment so that it complements the surrounding natural environment.

SUMMARY RECOMMENDATIONS

- That design guidelines including discussions of materials, colors, textures, building shape, roof shape, ornamental treatment, site placement, fencing, screening, landscaping, building relationships and lighting be developed for use by persons seeking to improve property in Mission Beach.

- That a design plan for public spaces be developed, indicating the size, shape and location of activity areas, and the nature of materials used in finishing such spaces.

- That sign criteria be developed detailing the shape, texture, material, lettering style and layout of signs necessary for the purpose of adequately identifying uses in Mission Beach.

- That criteria for functional and attractive street furniture be developed for Mission Beach, and that such furniture be used to define and enhance public spaces in the community.

- That specific landscaping criteria be developed including a listing of various types of vegetation best suited to Mission Beach and the most effective way that it can be used.

- That a total utility undergrounding program be undertaken by residents and property owners.

- That television antennas be systematically removed throughout Mission Beach.

- That improved maintenance programs be undertaken including increased collection of trash and litter, and the provision of additional receptacles.

- That efforts such as soundproofing and buffering be undertaken in order to reduce the impact of excessive noise levels on residents.

IMPLEMENTATION ELEMENT

The Mission Beach Precise Plan sets forth a series of goals and proposals regarding the future of the Mission Beach community. The Plan, however, is only a step in the process of achieving the most desirable living environment for the area. In order to be meaningful, the goals of the Plan must be realized. The means of accomplishing goals is through implementation of Plan proposals which is primarily the responsibility of the community itself, through its Planning Organization.

The first section of the Implementation Element details the Plan maintenance responsibility. The following section is an account of the proposals of the Plan, suggested priorities for carrying them out, details of the type of action necessary for implementation and suggestions as to necessary financing. In addition to the summary of proposals there is an account of existing Capital Improvement Projects, and suggestions for additional inclusions. Last, a summary of legislative tools details the type of support available for implementing the Plan.

The Plan belongs to the people of the Mission Beach community. Implementation of its recommendations is primarily their responsibility. With citizen initiative and governmental cooperation, the goals of the Plan will be realized.

PRECISE PLAN MAINTAINANCE

The Mission Beach Precise Planning and Implementation Organization should continue to function, with its primary responsibility being the implementation of the Plan. Its work should include initiating action based on proposals of the Plan, monitoring all development activity in Mission Beach, conducting general meetings periodically within the community in order to raise the consciousness of the people relative to the planning and implementation efforts and to obtain public opinion, and to act as a liaison between the citizens and City government.

The City should make every effort to aid and encourage the Organization in carrying out its activities. Staff time should be allocated in order to provide assistance when necessary. All decisions made by the City regarding the Mission Beach community should necessarily involve the citizens of the community.

PRECISE PLAN PROPOSALS

The recommendations of the Plan are summarized in the following tables. An effort has been made to assign priorities to all proposals in terms of their overall importance.

RESIDENTIAL PROGRAMS

Proposal	Priority	Necessary Action	Financing
1. Develop a Planned Residential District to replace existing residential zoning. Reduce permitted density. Rewrite yard requirements. Provide for FAR bonuses. Establish permanent height limitation. Increase average parking requirement.	Immediate	Write appropriate legislation. Adopt Planned District Ordinance.	No capital outlay. City staff time.
2. Rehabilitate sub-standard housing.	Short-range	Rank sub-standard conditions by order of importance. Cite major violations of health, safety and sanitation. Identify all minor violations. Determine most efficient and less costly method of correcting violations. Disperse all such information to property owners and residents.	Cost to be borne by property owners. City staff time. Printing cost.
3. Maintain and develop a lower income housing program.	Mid-range	Investigate sources of rehabilitation funds and subsidy funds. Examine the use of incentives in order to maintain a reasonable price on housing.	No capital outlay. City staff time.
4. Develop an affirmative action program for promoting balance.	Short-range	Assemble information on available housing programs. Disperse information to potential builders. Assemble information on available housing. Disperse information widely to persons of all income levels.	No capital outlay. Printing cost.
5. Study the relationship of assessment practices to development in Mission Beach.	Mid-range	Examine the practices and techniques used in assessing Mission Beach property. Investigate the use of existing tax programs in order to fulfill community goals. Propose revisions to local assessment practices if warranted. Propose changes in tax laws if warranted.	No capital outlay. City staff time.

COMMERCIAL PROGRAMS

Proposal	Priority	Necessary Action	Financing
1. Develop a Planned District to replace existing commercial zoning. Allocate neighborhood commercial plus commercial recreation. Rewrite yard requirements. Provide for FAR bonuses. Establish permanent height limitation. Develop special parking requirements. Increase landscaping requirements.	Immediate	Write appropriate legislation. Adopt Planned District Ordinance.	No capital outlay. City staff time.
2. Study the feasibility of establishing off-street parking districts.	Long-range	Evaluate existing enabling legislation. Analyze interest among commercial businesses and property owners. Create assessment district.	Special assessment district.

COMMUNITY FACILITIES PROGRAMS

Proposal	Priority	Necessary Action	Financing
1. Establish the elementary school facility.	Immediate	Analyze in detail the cost of operating the school facility. Community lobbying effort with the local school board. Establish fixed attendance area encompassing all of Mission Beach.	Capital outlay by the School District.
2. Develop landscaped mini-parks.	Mid-range	Prepare site plan and cost estimates for converting the school playground and the ends of Places into mini-parks.	Capital outlay. City staff time.
3. Convert selected Places into pedestrian-oriented malls, serving as linkages between the ocean and bay.	Ongoing	Generate interest among property owners adjacent to the Places. Prepare site plans for the project areas.	Assessment to adjacent property owners. Possible City capital outlay. City staff time.
4. Prepare a detailed Master Plan for the Amusement Park.	Immediate	Develop criteria applicable to any proposed upgrading of the Amusement Park. Evaluate any proposals for the Amusement Park against such criteria.	No capital outlay. City staff time.
5. Develop a program to evaluate and reduce criminal activity in Mission Beach.	Short-range	Analyze the nature of criminal acts. Seek input from citizens of Mission Beach relative to crime. Develop recommendations for distribution and use by Mission Beach residents. Develop recommendations for action by the City in solving the problems.	No capital outlay. City staff time.

COMMUNITY AMENITY PROGRAMS

Proposal	Priority	Necessary Action	Financing
1. Prepare design manual for private property improvement. Materials Colors Textures Shapes Ornamentation Siting Fencing Landscaping Lighting Soundproofing	Short-range	Develop criteria. Adopt manual explaining criteria. Distribute manual to all persons seeking to improve property in Mission Beach.	City staff time. Printing cost.
2. Prepare design plan for public spaces. Overall system Location Use Size Shape Materials Street furniture	Short-range	Develop criteria. Adopt plan.	City staff time.
3. Prepare sign criteria. Shape Texture Material Lettering Layout	Short-range	Develop criteria. Adopt criteria. Distribute to all persons and businesses using identification signs.	City staff time. Printing cost.
4. Prepare landscaping plan for public spaces and criteria for private efforts.	Short-range	Develop criteria. Adopt plan and criteria. Distribute criteria to residents and property owners.	City staff time. Printing cost.
5. Underground utilities.	Short-range	Determine the cost of total undergrounding. Solicit support from residents and property owners. Analyze alternative methods of financing.	Probable assessment district.

TRANSPORTATION PROGRAMS

Proposal	Priority	Necessary Action	Financing
1. Initiation of the Mission Boulevard Improvement Project. Construction of: Storm drain pump station; collector drains; local drains; new sidewalks between existing walk and curbs; streetlight facilities; left-turn pockets; signals; landscaping; undergrounding; striping for one lane in each direction.	Immediate	Construction in phases after the completion of all necessary hearings.	Gas tax fund. Storm drain bond fund. Area assessment district.
2. Reduce through traffic.	Short-range	Use directional signing to discourage through traffic entering the community. Remove Mission Beach from the 52-mile scenic drive.	Minor capital outlay.
3. Reduce beach user traffic on Mission Boulevard.	Short-range	Use directional signing to encourage beach user traffic into the Bonita Cove parking reservoir directly from West Mission Bay Drive.	Minor capital outlay.
4. Increase parking on Mission Boulevard.	Short-range	Reduce number of bus stops. Coordinate curb cuts, loading zones and fire hydrants.	Minor capital outlay.
5. Reduce existing number of curb cuts.	Ongoing.	Close access of selected alleys to Mission Boulevard at the will of owners of property having access on such alleys.	Minor capital outlay.
6. Widen Mission Boulevard median in South Mission Beach.	Short-range	Determine cost of 14-foot median. Solicit property owner support. Create assessment district.	Assessment district.
7. Widen Mission Boulevard median in North Mission Beach.	Long-range	Monitor traffic conditions. Determine when extra pavement is not needed for traffic. Determine cost of 14-foot median. Solicit property owner support. Create assessment district.	Assessment district.
8. Reduce parking along Mission Boulevard.	Long-range	Monitor the adequacy of off-street parking. Determine when off-street parking is sufficient to accommodate needs of residents. Establish trial program of parking removal and analyze the results.	Minor capital outlay.
9. Increase off-street parking by using all existing spaces.	Short-range	Locate all existing off-street parking spaces presently not used for storage. Encourage owners to use spaces for parking purposes.	No capital outlay.

Proposal	Priority	Necessary Action	Financing
10. Develop parking reservoirs primarily for beach user parking.	Mid-range	Determine the demand for parking spaces for recreational use, both short and long range. Develop and study alternative solutions including the use of parking structures, the provision of facilities away from Mission Beach connected by shuttle, and the possibility of joint use by residents. Determine the cost for various alternatives. Analyze alternative methods of financing. Implement the most feasible solution.	County-wide funding. Possible fee for use of facility. City staff time.
11. Expand regular shuttle service to area colleges.	Short-range	Analyze demand for transportation to campuses from Mission Beach. Investigate the provision of service, both public and private. Provide service to meet demands where they exist.	If public, funding through Transit Corporation, probably subsidized. City staff time.
12. Upgrade bus stops.	Short-range	After reduction in the number of stops, design remaining ones to be attractive, safe and convenient to the public. Reconstruct remaining stops. Remove advertising signs on the beaches.	Minor capital outlay by Transit Corporation. City staff time.
13. Institute demonstration shuttle service for beach users and, possibly, residents.	Short-range	Commence service in the summer of mini-buses running the length of Mission Boulevard. Study the advisability of charging a fee. Analyze the service in terms of frequency of use and nature of the users.	Capital outlay by Transit Corporation for subsidized service.
14. Widen Ocean Front and Bay Side Walks.	Short-range	Prepare final plans.	Capital outlay.
15. Build bikeways.	Short-range	Prepare final plans.	Minor capital outlay.

EXISTING CAPITAL IMPROVEMENT PROJECTS

Project	Description	Cost	Fiscal Year
11-032	New drains and inlets. Four pump stations.	$776,000	1973-74
22-309	Sidewalks and ornamental lighting along Bayside Walk north of West Mission Bay Drive.	$124,000	1973-74
22-429	Picnic facilities and decorative walk lighting along Bayside Walk south of West Mission Bay Drive.	$ 54,000	1973-74
22-426	Comfort stations, recreational facilities in Bonita Cove.	$107,000	1973-74
22-406	Electrical power facilities in Bonita Cove.	$ 32,000	1973-74
22-410	Irrigation, landscaping and walks in Bonita Cove.	$466,000	1973-74
22-405	Parking lots in Bonita Cove.	$250,000	1973-74
22-408	Pump stations for Bonita Cove.	$ 22,000	1973-74
22-404	Roads and drainage for Bonita Cove.	$200,000	1973-74
22-407	Sewer and water mains for Bonita Cove.	$ 98,000	1973-74
22-308	Landscaping, picnic facilities, parking lot and drainage facilities for El Carmel Point.	$ 72,000	1973-74
22-411	Landscaping, picnic facilities, comfort station, utilities, sewer pump station, parking lots and access roads for Mission Point.	$394,000	1973-74
22-307	Boat center facility for Santa Clara Point.	$316,000	1973-74
23-020.1	Comfort station at El Carmel Place.	$ 43,000	1975-76
23-020.2	Comfort station north of Santa Clara Place.	$ 48,000	1975-76
37-028	Undergrounding of City streetlight circuits in conjunction with private utility undergrounding.	$200,000 $608,000 $552,000	1973-74 1974-75 1975-76
52-105.3	Mission Boulevard Improvement Project - El Carmel Place to Pacific Beach Drive.	$320,000	1973-74
52-105.2	Mission Boulevard Improvement Project - West Mission Bay Drive to El Carmel Place.	$142,000	1974-75
52-105.1	Mission Boulevard Improvement Project - San Diego Place to West Mission Bay Drive.	$186,000	1975-76

PROPOSED CAPITAL IMPROVEMENT PROJECTS

Project	Description	Priority
1. Develop mini-parks.	Convert the elementary school playground into a landscaped mini-park. Convert the stubs of selected Places adjacent to Bayside Walk and Ocean Front Walk into mini-parks.	Ongoing
2. Reduce through traffic.	Change directional signing in the vicinity of Mission Beach to discourage through traffic.	Short-range
3. Increase parking on Mission Boulevard.	Coordinate curb cuts, loading zones, fire hydrants and bus stops in order to more efficiently use on-street parking.	Short-range
4. Reduce existing curb cuts on Mission Boulevard.	Block off selected alley openings where acceptable to adjacent residents in order to reduce openings onto Mission Boulevard.	Ongoing
5. Reduce parking along Mission Boulevard.	Remove on-street parking at such a time when off-street parking is sufficient to accommodate the needs of the residents.	Long-range
6. Develop beach user parking.	Provide parking reservoirs, possibly structures, for the automobiles of persons wishing to use the beach.	Mid-range
7. Widen Ocean Front Walk.	Widen the boardwalk on existing right-of-way of the present sidewalk in order to accommodate pedestrians and bicycles.	Short-range
8. Build bikeways.	Stripe bikeways throughout Mission Beach, connecting paths in Pacific Beach with Mission Bay Park via West Mission Bay Drive.	Short-range

AVAILABLE LEGISLATIVE TOOLS

There are a number of ordinances and policies available for use in implementating proposals of the Mission Beach Precise Plan. The following is a summary of these legal tools.

Zoning Ordinance

The zoning ordinance is used primarily to regulate the use of private land. A community is usually divided into various zones, each of which permit certain land uses governed by development regulations. Zones are established for use on a citywide basis. Mission Beach is currently regulated by several of these zones.

Planned District

The planned district is a part of the zoning ordinance. It is intended for use in certain areas in order to implement adopted plans through the application of appropriate controls in lieu of conventional zoning. Such controls must be at least as comprehensive as regular zoning. The advantage of this procedure is that regulations can be tailored specifically for Mission Beach.

Assessment District

There are two basic assessment districts that receive wide use. The Improvement Act of 1911 can be used for streets, sidewalks, street trees, bridges, sewers, gas and water lines, lighting, storm drains and transportation facilities. The act establishes machinery for levying against property and for recovering unpaid assessments. All costs are borne by benefiting property owners. The Municipal Act of 1913 has wider application because it may also be used to acquire public improvements rather than just construct like the 19l1 Act.

California Pedestrian Mall Law of 1960

This law allows cities to create a special district and authorize the financing and construction of mall-related improvements including paving, sidewalks, curbs, gutters, sewers, drainage, parking areas, restrooms, fire protection facilities, water distribution, public assembly, street lighting, landscaping, statuary, fountains and benches.

Parking District Laws

There are a number of legislative tools available to aid in the creation of off-street parking districts. The Revenue Bond Law of 1941 permits bonds to be sold to finance parking projects. Parking fees are used to retire the bonds. This law might be used to finance beach user parking although the revenue generated by such a project may be less than necessary to retire the bonds. The Vehicle Parking District Law of 1943 assesses benefiting property owners in proportion to their benefit. This Law is more applicable to private residential or commercial efforts to provide parking for their own needs. The Parking Law of 1949 enables municipalities to establish a parking authority as an independent corporation. The basic financing method available under this law is revenue bond financing, similar to the 1941

Law. The Parking Law of 1951 permits the use of an assessment procedure for securing bonds. A parking district of any size can be created, adding flexibility in the provision, financing and user charges for parking. The fact that no other parking district may fall within the boundaries of one created under this law may limit its application on a citywide basis. The Parking and Business Improvement Area Law of 1965 establishes new property tax and business licensing revenue bases for financing improvements and services to commercial districts. Different tax rates are permitted to correspond with the degree of benefit. The San Diego Parking and Improvement District Procedural Ordinance No. 1 establishes a method by which public parking places and adjacent improvements might be acquired, constructed and operated through the creation of special assessment districts. It includes and supplements the 1943 Law.

COUNCIL POLICIES

Periodically, the City Council adopts policies in order to guide the various regulatory functions of the City and, where necessary, to establish procedures by which functions are performed. Many of these policies have applicability to Mission Beach in terms of its implementation of the Plan. Included herein is a list of these policies that could be of use, even if remotely, in implementing recommendations of the Plan.

200-l Distribution of Street Improvement Costs

200-3 Methods of Maintaining Streets Not Now to Full Improved Standards

200-4 Installation or Removal of Parking Meters

200-5 Planting of Trees in City Streets

200-6 Criteria for Installation of Traffic Signals

200-7 Installation of Parking Facility Guide Signs

200-8 Criteria for Installation of Stop Signs

400-6 Replacement, Betterment, and Expansion of Water and Sewer Facilities in Previously Developed Areas

600-2 Rezonings-Dedications and Improvements

600-4 Standards for Public Rights-of-Way and Public Improvements Installed Therein

600-5 Community Plans

600-6 Community Plans, Implementation of Adopted Plans Rezoning

600-8 Underground Conversion of Utility Lines at Company Expense

600-l3 Zoning Applications - Refiling

600-l6 Major Structures Spanning Public Rights-of-Way

600-l9 Fostering the Development of Balanced Communities

700-8 Mission Bay Park Policies

700-9 Leases to Non-Commercial, Non-Profit Organizations, and/or Clubs in Mission Bay Park

700-10 Assignment and/or Subletting of City Leases

700-11 Lease Assignment

700-12 Lease Negotiation

700-13 Capital Improvement Programs for Parks and Recreation

700-14 Procedures for Expenditure of Park and Recreation Bond Funds

700-15 Assessment Proceedings for Park Districts

700-16 Off-Street Vehicle Parking Districts

700-17 Policy on Dedication of Park Lands

700-27 Establishment of Parking Time Limit Zones in Residential Districts

800-1 Installation of Pedestrian Separation Structure

800-2 Improvements to Cover a Whole Block

800-3 Assessment Proceedings

800-4 Financing of Drainage Facilities

800-5 Median Openings

Appendix

I. Demographic Characteristics
II. Housing Characteristics
III. Economics of Taxation
IV. Metric Conversion
V. Coast Commission
VI. Questionnaire Tabulation

I. DEMOGRAPHIC CHARACTERISTICS

The following analysis of the Mission Beach population is based on statistics from the 1970 United States Census of Population. Conducted on April 1, 1970, the information has been compiled over the last two years. This data represents the most current information available for Mission Beach.

All of Mission Beach is encompassed in one census tract which simplifies the tabulation of data. Unfortunately, this tract also includes all of Mission Bay Park, part of which is a large mobile home park. Before analyzing the figures, these areas were removed from the statistics. In some cases it was necessary to do this through estimation. The margin of error in all cases (including the original census collection procedure) is calculated to be generally less than two percent.

For purposes of analysis, the census material for Mission Beach is compared with citywide statistics. The City of San Diego is used as a norm rather than all of San Diego County because the desire was to compare Mission Beach with the urban area as much as possible. The County includes a vast rural area whereas the City of San Diego is almost exclusively urban, and certainly representative of the urban region. Using the citywide figures as a norm, the comparison then points out the deviation from that norm, as well as attempting to describe the significance of all statistics. The following analysis will highlight the demographic findings of the Mission Beach Community.

The Mission Beach population is very young. The youth is embodied in an unusually large number of college age people. There are relatively few children in the community, partly because an unusually large percentage of the population is unmarried. There are relatively few families. Most households are composed of single individuals. There are very few minorities in the community, either black or Chicano.

Although elementary and secondary school enrollment is very low, college attendance is very high in spite of the fact that there is no college or university within miles. Mission Beach reflects a higher educational attainment than the rest of San Diego, Accordingly, it has a high percentage of the labor force in professional and managerial positions and few in non-professional positions. The community, in addition to a large student population, has a larger than usual labor force, leaving very few non-workers and non-students. Residents of Mission Beach have a higher income than the rest of San Diego, Overall, Mission Beach residents are far from average San Diegans. Their life style and vital statistics are unique to the Mission Beach Community. The following detailed analysis of the census data bears this out.

POPULATION CHARACTERISTICS - AGE

Table 1

Age	Mission Beach	Citywide
Total Population	**5,637**	**696,769**
Under 5	4%	8%
5-9	4%	9%
10-14	4%	9%
15-19	5%	11%
20-24	30%	12%
25-34	23%	13%
35-44	7%	11%
45-54	10%	11%
55-64	7%	7%
65+	6%	9%
	100%	**100%**

(Source: 1970 U.S. Census, General Characteristics of the Population)

The age distribution of the population in Mission Beach reflects an extreme variation from citywide figures. The elementary and secondary school age population is far below that of the rest of the City. The college age population makes up part of the difference, being much larger than the citywide average. The number of young adults beyond college age also exceeds the City average. The middle age population of Mission Beach reflects the general citywide average while the elderly population, like the young, is below it.

These statistics point to a population in Mission Beach dominated primarily by young adults. The number of children and senior citizens is subordinate to these other groups.

MARITAL STATUS - PERSONS 14 YEARS OLD AND OVER

Table 2

Status	Mission Beach	Citywide
Total Population	**5,196**	**531,188**
Never Married	50%	27%
Married	36%	62%
Previously Married	14%	11%
	100%	**100%**

(Source: 1970 U.S. Census, General Characteristics of the Population)

An analysis of the marital status of Mission Beach residents shows a population dominated by single people. While the previously married rate (including widowed and divorced) approximates that of the citywide figure the single population far exceeds the married population in Mission Beach. Just the opposite trend is true citywide.

RELATIONSHIP TO HEAD OF HOUSEHOLD

Table 3

Type of Household	Mission Beach	Citywide
All Persons in Household	**5,616**	**636,285**
Head of Household	53%	33%
Family Head	(20%)	(23%)
Non-family Head	(33%)	(10%)
Wife of Head	16%	20%
Other Relative of Head	13%	36%
Not Related to Head	18%	3%
Group Quarters	0%	8%
	100%	**100%**
Persons Per Household	**1.90**	**2.80**

(Source: 1970 U.S. Census, General Characteristics of the Population)

An analysis of the household figures demonstrates the difference in household composition between Mission Beach and the rest of San Diego. The high incidence of non-family heads indicates that many households in Mission Beach are not families, but are two or more non-related individuals living together. When comparing just the family heads to non-family heads it is apparent that, while 70 percent of the households citywide are families, only about 40 percent in Mission Beach fit that category. Looking at the relationships to the head of the household, this is further documented. The “other relatives of head,” which generally means children, is far less than citywide while the “not related to head,” which generally means roommates, is much higher in Mission Beach. Finally, these figures reflect a much smaller household size than the citywide average. The reason for this is because of the relatively few children living in the community.

SCHOOL ENROLLMENT

Table 4

Enrollment	Mission Beach	Citywide
Enrolled Persons 3-34 Years Old	**1,951**	**201,848**
Nursery School	3%	3%
K-6 Elementary	21%	56%
High School	11%	22%
College	65%	19%
Persons Per Household	**100%**	**100%**

(Source: 1970 U.S. Census, Social Characteristics of the Population)

The school enrollment statistics in Mission Beach, when compared to citywide, show an extremely low enrollment in elementary and secondary schools. College enrollment figures account for the majority of all students. The proportion of elementary vs. secondary students in Mission Beach is about the same as it is citywide. The dominance of college students simply reflects the fact that the community houses an exceptionally large number of students. This occurrence is common in communities surrounding colleges and universities. Although Mission Beach is miles from such a facility, it has, nevertheless, become the home of a large student population. This is probably because of the attraction of the beach combined with the availability of a large number of apartments.

YEARS OF SCHOOL COMPLETED

Table 5

School Years	Mission Beach	Citywide
Persons 25 Years Old and Older	**3,807**	**356,263**
1 to 8 Years	6%	16%
9 to 11 Years	12%	17%
12 Years	28%	34%
College 1 to 3 Years	26%	17%
College 4 Years or More	28%	16%
	100%	**100%**
Median School Years Completed	**13.5**	**12.5**
Percent High School Graduates	**82%**	**66.2%**

(Source: 1970 U.S. Census, Social Characteristics of the Population)

The distribution of persons according to educational attainment reflects a much higher educated population in Mission Beach than citywide. The reflection of college education is partially due to the presence of students themselves who are in undergraduate school (for the 1-3 years of college category) or graduate school (for the 4 years or more category). It may also be due to an overall higher educational attainment by the non-student population. Although these figures alone cannot justify the fact that the non-student population is higher educated than the citywide average, Mission Beach does have an above average family income which generally relates directly to educational attainment.

OCCUPATION CHARACTERISTICS

Table 6

Type of Worker	Mission Beach	Citywide
Total Labor Force	**3,517**	**228,112**
Professional and Managerial	6%	16%
Sales and Clerical	12%	17%
Craftsmen, Laborers, Service	28%	34%
	100%	**100%**

(Source: 1970 U.S. Census, Labor Force Characteristics of the Population)

The comparison of occupational characteristics in Mission Beach to those citywide reveals that Mission Beach contains a far greater percentage of professional and managerial workers than the City as a whole. In Mission Beach these professional workers far exceed the non-professional. It is interesting to note that citywide the percentages are reversed, with the non-professional exceeding the professional and managerial by the same amount. Those figures exclude the student population. This also tends to verify the fact that the non-student population in Mission Beach has a higher educational attainment than their citywide counterparts.

EMPLOYMENT STATUS - PERSONS 16 YEARS AND OVER

Table 7

Status	Mission Beach	Citywide
Total Population	**5,002**	**505,495**
Labor Force	68%	62%
Non Labor Force	20%	32%
Students	12%	6%
	100%	**100%**

(Source: 1970 U.S. Census, Labor Force Characteristics of the Population)

The comparison of labor force characteristics show that Mission Beach gas a greater amount of working people and students than occurs citywide. This implies a higher incidence of situations with more than one number of a household working. This, along with a higher educational attainment is the probable reason for the higher family income in Mission Beach. The greater number of students and working people, coupled with a lack of educational facilities and an employment base, also cause greater mobility in terms of residents entering and leaving Mission Beach everyday. The result is an abnormally high generation of traffic, especially at rush hours.

FAMILY INCOME

Table 8

Type of Measurement	Mission Beach	Citywide
Total Families	**1,160**	**164,000**
Median	$10,956	$10,166
Average	$13,011	$11,664

INCOME OF PERSONS NOT IN FAMILY SITUATIONS

Table 9

Type of Measurement	Mission Beach	Citywide
Total Persons	**2,802**	**133,482**
Median	$3,932	$2,697
Average	$5,021	$3,950

(Source: 1970 U.S. Census, Income Characteristics of the Population)

These income figures demonstrate that Mission Beach has a higher income level than the City as a whole. The median income reflects a mid point. Half the incomes are above the median figure and half are below. The average income reflects all of the incomes added together and divided equally. Unusual income situations (such as a few very wealthy families in a community) can create a very misleading average income. The median income is more likely to represent the income situation of a given community because it ignores such deviations.

For families in Mission Beach the median income is eight percent higher than citywide while the average income is 12 percent higher. The difference between Mission Beach and the rest of the City is the presence of a relatively large number of wealthy families combined with the lack of very many poor families. The average income reflects this more than the median in this case because the median ignored the dollar amount of the high incomes and reported only the number of them.

For unrelated individuals in Mission Beach (non-family people) the incomes were much higher than citywide. The median income was 45 percent higher while the average income was 27 percent higher. The average income indicates that individuals not in a family situation, on the whole, are earning far more than the citywide average. The reason that the median income is even higher than the average income when comparing Mission Beach to citywide figures (whereas for families it was lower than the average income) could be because of an extremely low number of low-wage earners in Mission Beach in non-family situations.

MEANS OF TRANSPORTATION TO PLACE OF EMPLOYMENT

Table 10

Means of Transit	Mission Beach	Citywide
All Employees	**3,104**	**204,632**
Driver - Private Auto	81%	65%
Passenger - Private Auto	8%	10%
Bus	4%	5%
Walk Only	2%	15%
Other Means	3%	3%
Worked at Home	2%	2%
Percent High School Graduates	**100%**	**100%**

(Source: 1970 U.S. Census, Social Characteristics of the Population)

Both Mission Beach and the City of San Diego rely heavily upon the private automobile for transportation to the place of employment. With most comparisons being about equal, the one difference is in the much lower percent of population in Mission Beach that walk to work. While Mission Beach, itself, is a pedestrian-oriented community, it provides virtually no employment base for its residents. Consequently, almost everyone in the labor force (including college students) is forced to leave the community to get to their place of employment.

MOBILITY SINCE 1965

Table 11

Place of Residence	Mission Beach	Citywide
Total Population	**5,637**	**696,769**
Same House as in 1970	28%	36%
Different House from 1970	72%	64%
In San Diego	(32%)	(29%)
Outside San Diego	(38%)	(32%)
Abroad	2%	3%
	100%	**100%**

(Source: 1970 U.S. Census, Social Characteristics of the Population)

The fact that less than three out of ten people lived at their current address five years before the census indicates the high rate of mobility of Mission Beach residents. It should be noted, however, that mobility is almost as high citywide. The chances of a person outside of San Diego moving to Mission Beach rather than the rest of the City are slightly higher, although the figures are not especially significant. This mobility factor is, indeed, part of a national trend in recent years of the population as a whole to move about with a far greater frequency than in years passed.

II. HOUSING CHARACTERISTICS

An examination of the 1970 U.S. Census of Housing reveals that Mission Beach varies from citywide norms in terms of housing characteristics, just as it does with demographic characteristics. The following tables, and the accompanying analysis, describe the nature of housing in Mission Beach.

TYPE OF STRUCTURE

Table 1

Type of Units	Mission Beach	Citywide
Total Units	**3,194**	**241,116**
Single-family Units	39%	66%
Duplex Units	22%	6%
Apartment Units	39%	28%
In 3 & 4 Unit Structures	(19%)	(5%)
In 5+ Unit Structures	(20%)	(23%)
	100%	**100%**

(Source: 1970 U.S. Census, Housing Characteristics of the Population)

The breakdown by type of units shows that Mission Beach has an overall balance of all types of housing units. Citywide, on the other hand, there is a preponderance of single-family homes, and a relatively small number of duplexes and small apartment buildings. Mission Beach has a balance that the City would be hard pressed to duplicate.

OCCUPANCY STATUS

Table 2

Status	Mission Beach	Citywide
Total Units	**3,194**	**241,116**
Owner Occupied	18%	48%
Renter Occupied	72%	46%
Vacant	10%	6%
	100%	**100%**

(Source: 1970 U.S. Census, Housing Characteristics of the Population)

In terms of occupancy status, the City reflects a balance while Mission Beach is definitely a renter's community. This pattern in Mission Beach is established and not apt to change. Because of the high value and scarcity of land, new development and redevelopment will logically consist of multifamily structures.

VALUE - OWNER OCCUPIED UNITS

Table 3

Unit Value	Mission Beach	Citywide
Total Units	**577**	**115,094**
Less than $10,000	6%	3%
$10,000 - $15,000	10%	10%
$15,000 - $20,000	14%	24%
$20,000 - $25,000	15%	25%
$25,000 - $35,000	18%	21%
$35,000 - $50,000	17%	11%
$50,000 or more	20%	6%
	100%	**100%**
Median Value	**$27,600**	**$22,500**
Average Value	**$31,200**	**$25,300**

(Source: 1970 U.S. Census, Housing Characteristics of the Population)

Comparison of the value of owner-occupied units reflects a wide disparity between Mission Beach and the City as a whole. The value of an owner-occupied unit in Mission Beach is almost 25 percent higher than it is citywide. Mission Beach has relatively few units in the moderate price range ($l5,000 - $25,000) and a much higher amount of units in the upper income price range ($35,000 and over). Many of the units that exist in the lower income range (under $15,000) are inexpensive because the structure is worth very little. Almost all of the value is in the land. Because there will be virtually no new construction of single-family dwellings, the status of owner-occupied units will probably remain static, except for a general appreciation on land value which will tend to drive the overall value somewhat higher. There will be some development of relatively expensive condominiums which are considered owner-occupied. These units, actually, should be in a class by themselves for purposes of tabulation in any future census.

RENTAL COST

Table 4

Monthly Rent	Mission Beach	Citywide
Total Units	**2,284**	**111,912**
Less than $60	1%	4%
$60 - $100	22%	25%
$100 - $150	40%	43%
$150 - $200	23%	20%
$200 - $250	7%	5%
$250 or more	7%	3%
	100%	**100%**
Median Rent	**$133**	**$123**
Average Rent	**$144**	**$131**

(Source: 1970 U.S. Census, Housing Characteristics of the Population)

Rental costs in Mission Beach are more in line with citywide averages than are the value of owner-occupied units. Rental cost in Mission Beach is about ten percent higher than it is citywide. While the moderately priced units appear in the same proportion in Mission Beach and in San Diego as a whole, there are fewer low-rent units in Mission Beach and more high-rent units. It is important to keep in mind that the average unit in Mission Beach is twenty percent smaller than it is citywide (based on the number of rooms) so that the renter is getting less for his money in terms of space. It could be argued, however, that he is getting other benefits, such as the beach, that the average San Diegan is not receiving. While there are a significant number of units with relatively low rents (almost one fourth of all units rent for under $100) the condition of some of these units is questionable. It is possible that if they were brought up to meet all code standards the increased rental cost to off-set the repair cost would remove many of these units from the low rental range. Many of these units rent at this cost nine months of the year, and are rented out to tourists at much higher rents the other three months. The overall average is thus much higher than shown. The census date, April l, recorded the lower winter rental rates.

ROOMS PER UNIT

Table 5

Number of Rooms	Mission Beach	Citywide
Total Units	**3,194**	**241,116**
1 Room Units	5%	3%
2 Room Units	10%	6%
3 Room Units	32%	17%
4 Room Units	29%	23%
5 Room Units	16%	23%
6 Room Units	6%	16%
7+ Room Units	2%	12%
	100%	**100%**
Average Unit Size	**3.6**	**4.6**

(Source: 1970 U.S. Census, Housing Characteristics of the Population)

It is obvious from the comparison that dwelling units in Mission Beach are far smaller than those citywide. The average unit size is 20 percent smaller in Mission Beach. While almost one-third of the dwelling units citywide contain six or more rooms, less than one in ten in Mission Beach are that size.

PERSONS PER UNIT

Table 6

Number of People	Mission Beach	Citywide
Total Occupied Units	**2,861**	**227,006**
1 Person Units	40%	23%
2 Person Units	38%	31%
3 Person Units	11%	16%
4 Person Units	8%	14%
5 Person Units	2%	8%
6+ Person Units	1%	8%
	100%	**100%**
Average Persons/Unit	**2.0**	**2.8**

(Source: 1970 U.S. Census, Housing Characteristics of the Population)

There are significantly fewer people per unit in Mission Beach than citywide. The ratio of people per unit correlated closely with the rooms per unit ratio between Mission Beach and the City as a whole. In fact, the number of people per unit in Mission Beach is 30 percent smaller than in the City as a whole, signifying that people are actually less crowded inside their homes in Mission Beach even though the units are significantly smaller.

AGE OF STRUCTURE AS OF 1970

Table 7

Age	Mission Beach	Citywide
Total Structures	**3,194**	**241,116**
5 Years Old or Less	15%	17%
5 - 10 Years Old	11%	15%
10 - 20 Years Old	29%	31%
20 - 30 Years Old	25%	14%
30 Years Old or More	20%	21%
	100%	**100%**

(Source: 1970 U.S. Census, Housing Characteristics of the Population)

The age of structures in Mission Beach is similar to that of all structures citywide in spite of the fact that Mission Beach has been fully developed for some time. The significant factor in these statistics is the number of structures that are over 30 years old. This tends to indicate that one fifth of all housing is potentially ready for redevelopment. This figure is only an indicator since not all older housing has reached the end of its useful life. Age is a fairly accurate factor in determining redevelopment potential. While structures tend to depreciate with age, the land upon which they are situated tends to appreciate. The effect is to increase redevelopment potential because the value lies solely in the land while the structure becomes dispensable.

III. ECONOMICS OF TAXATION

The purpose of this appendix is to detail the impact that various taxation policies and procedures have upon land development and ownership patterns in Mission Beach, Some of this material serves as a basis for proposals included in the Plan.

COUNTY ASSESSMENT PROCEDURE

The County of San Diego Assessor's Office is vested with the authority to assess all real and personal property in the County. The assessor is charged with the responsibility of providing equity of assessment. Similar properties similarly located must be equally assessed. A number of methods are used in order to determine the best estimate of market value. A sales method reviews sales of properties having similar characteristics such as use, age, condition, square footage and location. A capitalization of income method can be used on rental properties. By using this method the monthly rent schedule is multiplied by an assigned factor to determine market value as indicated by the income of the property. Replacement costs methods involve detailed measurements of the buildings and other improvements on the property. When the total improvement costs are thus determined, they are depreciated according to their age and condition.

Land value is usually assessed on a square foot, front foot or per acre basis. Pertinent data for land comparisons are such things as zoning, location, topography, accessibility and view. Location and zoning are generally the two major factors influencing land values. When the values for land and improvements are determined, they are combined to form a total property value.

The State Board of Equalization sets forth the standards for assessments. Basically, all property is assessed at 25 percent of its "fair market cash value." For example, if in the opinion of the assessor, a property has a fair market value of $20,000 then the assessment would be 25 percent of $5,000. The assessor's interpretation of fair market value, however, tends to be as much as 20 percent lower than the actual sales prices because of the two or three year lag in assessments behind actual market activity. The County Board of Supervisors, after receiving the yearly budgets of the various taxing agencies, determines the necessary tax rates. These tax rates are the dollar levy for each $100 of assessed valuation. At the present time the total is about $10 per hundred. This would mean a tax bill of about $500 for a property with a fair market value of $20,000 assessed at $5,000.

FEDERAL AND STATE INCOME TAXATION

While local tax assessments vary according to the character of the property, federal and state taxes vary principally with the income of the taxpayer. Two provisions of taxation have a direct impact upon the process of land development. First, accelerated depreciation for rental and business buildings encourage the development of those types of buildings. Further, because there is more evidence of improvement value (such as construction costs and repair bills) local assessors may tend to allocate more of the total value to the building which can result in an underassessment on the land, which is not depreciable.

Second, the capital gains tax provision provides an incentive for land speculation. Profits of land held for six months or more are subject to federal long-term capital gains taxation at about one-half of the rate for regular income. There is a built-in inducement for upper income groups to invest in land in order to enjoy these tax benefits.

IMPACT OF SUMMER VISITOR HOUSING

Mission Beach is a haven for tourists in the summer months. There are, however, only about 200 motel and hotel units scattered throughout the community. The majority of summer visitors occupy permanent dwelling units that are rented out as tourist accommodations. During the summer many units in Mission Beach are used as summer rentals. This has a sizable impact upon the population of the community. The affected residents are forced to move out for these months of the year. This situation is tolerable only to a very transient population.

Because the nine-month school year dovetails with the winter residence period, however, students provide a sizable market for these units during the non-tourist period. Rents during the summer months are extraordinarily high, compared to the rates the rest of the year. These high rates offset the more reasonable winter rates, and help to recover the investment in this very expensive beach property. These summer rentals, because of their value during the summer months, also tend to encourage absentee ownership. Understanding this summer rental phenomenon, then, is another key to the understanding of the existence of some reasonably priced housing in an area where property values would normally prohibit anything but luxury units.

IV. METRIC CONVERSION

Because the United States is destined to convert to the Metric System of measurement within the next ten years, the following equivalents are included in the Plan for purposes of converting some of the basic units of measurement. Those most commonly used throughout the Plan are converted herein.

Standard Conversion

1 foot	=	.3048	meters		
1 mile	=	1.6093	kilometers		
1 sq. ft.	=	.0929	sq. meters		
1 acre	=	.4047	hectares		

General Measurement Equivalents

1 foot	=	.305	meters	1 acre	=	.405	hectares
2 feet	=	.610	meters	2 acres	=	.809	hectares
5 feet	=	1.524	meters	5 acres	=	2.023	hectares
10 feet	=	3.048	meters	10 acres	=	4.047	hectares

Community Size

Mission Beach is 2 miles long and up to 1/4 mile wide.
Mission Beach is 3.2 kilometers long and up to .4 kilometers wide

Land Use

Residential	88	acres	=	35.7	hectares
Vacant	8	acres	=	3.2	hectares
Commercial	4	acres	=	1.6	hectares
Mixed	2	acres	=	.8	hectares
MB Park	17	acres	=	.6.9	hectares
	119			**48.2**	

Zoning

R-4	62	acres	=	25.1	hectares
R-2B	24	acres	=	9.7	hectares
CS	15	acres	=	6.1	hectares
CN	1	acres	=	.4	hectares
CS (MB Park)	17	acres	=	6.9	hectares
	119			**48.2**	

Development Controls

36 dwelling units/acre = 89.0 dwelling units/hectare
25’ x 50’ lot (1,250 sq. ft.) = 7.6 meter x 15.2 meter lot (116.1 sq. meters)
30’ x 80’ lot (2,400 sq. ft.) = 9.1 meter x 24.4 meter lot (222.8 sq. meters)
35’ height limit = 10.67 meter height limit

V. COAST COMMISSION

On November 7, 1972, California voters passed Proposition 20, the Coastal Zone Conservation Act. This legislation is designed to protect the state's coastline. To accomplish this, the law established one state and six regional commissions who will develop a Coastal Plan for the State of California by 1976. The San Diego Coast Regional Commission is the regional body for San Diego County and its coastal cities. Each regional commission must rule on the granting of permits for development within 1,000 yards of the shoreline (mean high tide) until the final plan is submitted to the Legislature. The overall State Commission has final authority in the granting or denial of permits. The entire Mission Beach Community lies within this permit area.

The Coastal Zone Conservation Act of 1972 declares that the California coastal zone is a distinct and valuable natural resource. Further, it is a balanced ecosystem requiring the permanent protection from further deterioration and destruction in order to promote the public safety, health and welfare of present and future residents of the state. In order to protect the coastal zone it is necessary, according to the Act:

a. To study the coastal zone to ensure conservation of resources.

b. To prepare, in consultation with all affected private and public agencies, and the general public, a comprehensive long-range enforcement plan, to be known as the California Coastal Zone Conservation Plan.

c. To ensure that development within the permit area during the study period is consistent with the objectives of the Act.

d. To create the California Coastal Zone Conservation Commission, and six regional commissions to implement the provisions of the Act.

The Regional Commission is required to prepare its definitive conclusions and recommendations in each county within tts region. These are to be adopted and submitted to the State Commission no later than April 1, 1975.

The State Commission is required to adopt the Coastal Plan and submit it to the Legislature no later than December 1, 1975.

VI. QUESTIONNAIRE TABULATION

In December 1972, a questionnaire was mailed to every property owner in Mission Beach and distributed to every resident. Of the 4,000 distributed over 400 were returned. The response from property owners was about 15 percent with the resident response somewhat under ten percent.

Each question was carefully constructed to avoid bias. The questions that were asked focused upon those issues most sensitive to the community as a whole. The response resulted in a clear understanding of the desires of the community, especially on the particularly sensitive issues of density and height limitations.

The following table summarizes the response to the questions that were asked. Certain questions relating to commercial development met with such low response that they were excluded from the final tabulation. A copy of the 12 questions summarized here is also included. (Editor's note: Original copy illegible, information included to complete document.)

Question	Total	Percent Response Property Owners	Residents
1. Density			
30 max	40	29	55
36 max	21	24	17
36 with increases to 54	21	21	23
54 max	4	6	1
54 with increases to 72	6	8	3
72 max	8	12	1
2. Parking			
Existing requirement	28	35	14
Precise Plan recommendations	55	53	60
Larger increase	17	12	26
3. Incentives			
Yes	47	54	36
No	53	46	64
4. Parking Costs			
Yes, $5/month	29	27	34
Yes, $10/month	23	28	14
Yes, $15/month	8	10	3
No	40	35	49
5. Height Limit (small lots)			
30 feet	43	37	56
35 feet	45	46	42
50 feet	7	9	2
No limit	5	8	0
6. Height along Mission Boulevard			
Could be higher	28	31	22
Treated the same	72	69	78

Question	Total	Percent Response Property Owners	Residents
7. Closing Alleys and Courts			
Close alleys and courts	24	29	15
Close alleys only	13	9	19
Close courts only	10	12	6
Neither can be closed	53	50	60
8. Off-site Parking			
Yes, with shuttle service	12	12	13
Yes, if within 300 feet	45	40	51
No	43	48	36
9. Mini-Bus			
Yes	24	25	22
5 - 10 cent fare	20	19	21
Only if free	9	5	17
No	47	51	40
10. Underground Utilities			
Yes	58	62	51
No	42	38	49
11. Belmont Park			
Yes	38	33	47
Only if upgraded	23	24	24
No	37	43	27
12. Overall Character			
Small lots and buildings	35	25	47
Some consolidation	26	27	24
Close some alleys	22	21	23
Larger parcels	17	25	4

December, 1972

MISSION BEACH QUESTIONAIRE

1. The most important task in developing the Plan is to allocate an overall density. At present, Mission Beach is developed to a density of 30 dwelling units per acre. This is an average. Some lots are developed to a higher density than this and some to a lower one.

   The proposed Precise Plan calls for a density of 36 dwelling units per acre. This allows two units on a typical 30 x 80 foot lot instead of one. The Plan could permit higher densities on individual lots if the builder goes above and beyond the regular requirements (by providing extra parking and open space, for example).

   The highest density to which Mission Beach could be developed under existing zoning regulations is about 72 dwelling units per acre. Although the zoning, theoretically, would allow more, the density is limited by the amount of parking that must be provided. In other words, only so many cars will fit on a lot. For each dwelling unit that is built, a certain number of parking spaces must be provided on the lot. Even to develop a lot to this 72 dwelling unit per acre density, it is necessary to combine a number of lots, and to receive special permission to build closer to the property lines than is permitted by the zone (this happens frequently in Mission Beach because it is virtually impossible to build on the extremely small lots otherwise).

   There are two typical lot sizes in Mission Beach. Most lots north of Santa Clara Place are 25 x 50 feet. Most lots south of Santa Clara Place are 30 x 80 feet. Lots fronting on the ocean and the bay, however, and some corner lots are different sizes. The following table shows the number of units that could be developed on typical lots for different densities. For different lot sizes, the number of units would be proportionately higher or lower, depending on how much larger or smaller the lot was than the standard lot. Should lots be combined, the number of units permitted on the new lot would be proportionately greater.

DENSITY ON A LOT BY LOT BASIS

Interior Lots	Dwelling units per acre			
	30 units	36 units	54 units	72 units
25 x 50 lot	1 unit	1 unit	1½ units	2 units
30 x 80 lot	1 unit	2 units	3 units	5 units

Ocean and Bay Front Lots	Dwelling units per acre			
	30 units	36 units	54 units	72 units
36 x 80 lot	1 unit	2 units	3 units	5 units
54 x 80 lot	3 units	3 units	5 units	7 units

   The choices in this question are numerous. Basically, your response will indicate the overall density to which you think Mission Beach should be developed, and whether you think rewards for extra parking and open space in the form of higher densities should be considered. Please select one of the following as a maximum density for Mission Beach.

   ____30 maximum.

   ____36 maximum.

   ____36 with increases to 54 for extra parking and open space.

   ____54 maximum.

   ____54 with increases to 72 for extra parking and open space.

   ____72 maximum.

2. The proposed Precise Plan calls for parking requirements as follows:

   Single Family.....2.0 spaces per unit.

   Two Family (duplex).....1.5 spaces per unit.

   Three or more family (apartment).....1.3 spaces per unit, (studio)

   1.5 spaces per unit, (1 bedroom)

   2.0 spaces per unit, (2 or more bedrooms)

   This increases the existing requirements of 1.3 spaces for any 1 bedroom unit and 1.6 spaces for any 2 bedroom unit, but does not affect the number of units permitted on a lot as outlined in the first question. Select one category:

   ____favor the existing requirements.

   ____favor the proposed Precise Plan requirements as outlined above.

   ____favor an even larger increase than outlined above.

3. Question one discussed the idea of allowing an increase in density on a particular lot if the builder provided increased parking and larger yards (more open space) in exchange. While that question was concerned with density, this one is concerned with whether or not the idea of this type of incentive is acceptable at all. Do you believe rewards of increased density on a particular lot are acceptable if the builder provides certain bonuses?

   ____Yes. ____No.

4. There is a tremendous need to increase the amount of off-street parking in Mission Beach. If additional parking were suddenly available right where you live, would you be willing to pay to reserve it for yourself or your guests?

   ____Yes, up to $5.00 per month per space.

   ____Yes, up to $10.00 per month per space.

   ____Yes, up to $15.00 per month per space.

   ____No.

5. The vast majority of residents and property owners in Mission Beach believe in some form of height control. There are three basic approaches to the height question. One is an absolute limit of so many feet or stories. The second is a basic control with exceptions if the exceptions are not harmful to the community. The third is minimum limitation. Various forms of these alternatives will be presented here for your selection.

The first is an absolute limit beyond which no building may penetrate. This insures that high rises will not be built, but could result in a wall of flat roofed buildings unless some provision were made to allow a variation in roof design.

The second insures a basic height limit unless a builder is willing to provide certain bonuses above and beyond the normal requirements in return for a taller building. Should this alternative be selected, a builder would primarily be limited to three stories unless he provided exceptionally large yards and extra parking without creating extremely high densities. He would then be allowed to exceed the 3 story limit. This situation could either let him build as high as he wanted provided he kept increasing the yards, open space, and parking, and kept a limit on density, or it could establish an absolute maximum of somewhere between 5 and 10 stories that could not be exceeded under any circumstances.

The third is minimum limitation. Here, the builder would operate under restrictions such as yard size, open space provisions, and shadow limitation. It must be remembered, however, that even here there are basic requirements that would necessitate relatively large lots and insure that adequate light and air were available to neighboring properties. There would also be basic limitations on density which could not be exceeded even with this alternative.

Select one from each of the two categories below. As a guide, one story equals about 10 feet.

For small parcels and single lots. Select one.

_____30 feet and three stories maximum.

_____35 feet and three stories maximum with a variety of roof lines.

_____50 feet and five stories maximum with a variety of roof lines.

_____No limitation.

For larger parcels (consolidated lots). Select one.

_____Same height limit as selected for smaller parcels.

_____Basically the same height limit selected for smaller parcels except that higher buildings with a maximum of _____ stories should be permitted (pick the number of stories) if additional parking and open space is provided.

_____No limitation.

6. Do you believe that the height of buildings along Mission Boulevard should differ from that of buildings on the ocean or bay?

_____buildings along Mission Boulevard could be higher.

_____all buildings should be treated the same.

7. With the consent of all affected property owners, it would be possible to close alleys and/or courts in order to facilitate the consolidation of lots for development. The reason for doing this would be to provide the increased flexibility that a large lot gives in terms of fitting parking onto a lot, creating usable open spaces on a lot, and encouraging less bulky buildings. Consider this issue entirely separate from the issue of height.

_____alley and Court closing is acceptable.

_____only alley closing is acceptable.

_____only Court closing is acceptable.

_____alleys and Courts should not be closed.

8. If parking facilities could be centralized in Mission Beach, would you be willing to park your car away from your residence? The reason for doing this would be to eliminate the unwieldy parking conditions that exist at present, and to guarantee you and your guests a space or spaces.

_____Yes, anywhere in Mission Beach if regular shuttle service were provided to my residence.

_____Yes, if the distance were no more than 300 feet (about 2 Courts away).

_____No.

9. Would you make frequent use of a local mini-bus service to get throughout Mission Beach?

_____Yes.

_____Only if the fare were 5 or 10 cents maximum.

_____Only if it were free.

_____No.

10. Would you be willing to pay an increase in monthly rent or property taxes in order to underground all wires and poles remaining in Mission Beach after the ones along Mission Boulevard are underground?

_____Yes. _____No.

11. Do you support the continuation of Belmont Park as an amusement park?

_____Yes.

_____Only if it were upgraded.

_____No.

12. What overall character do you think Mission Beach should assume in the next 20 years?

_____Small lots and small buildings, the way it is now.

_____Basically the way it is now, but with some consolidation of lots (limited, however, by the boundaries of all Courts and alleys).

_____Basically the way it is now, but with some consolidation of lots involving an occasional closing of a Court or alley.

_____Consolidation into some larger parcels which would result in larger structures provided there was open space around each structure, and provided the structures were not bulky.

MISSION BEACH

PRECISE PLAN
LOCAL COASTAL
PROGRAM ADDENDUM

MAYOR

Roger Hedgecock

CITY COUNCIL

Bill Mitchell
Bill Cleator
Gloria McColl
William Jones
Ed Struiksma
Mike Gotch
Dick Murphy
Uvalso Martinez

CITY ATTORNEY

John W. Witt

CITY MANAGER

Ray T. Blair, Jr.

PLANNING COMMISSION

Dorothy Leonard, Chairperson
Ron Roberts, Vice Chairperson
Paula Oquita
Fil Chavez
Henry Empeno
Marie Widman
Yvonne Larsen

PLANNING DEPARTMENT

Jack Van Cleave, Planning Director
Michael Stepner, Assistant Planning Director

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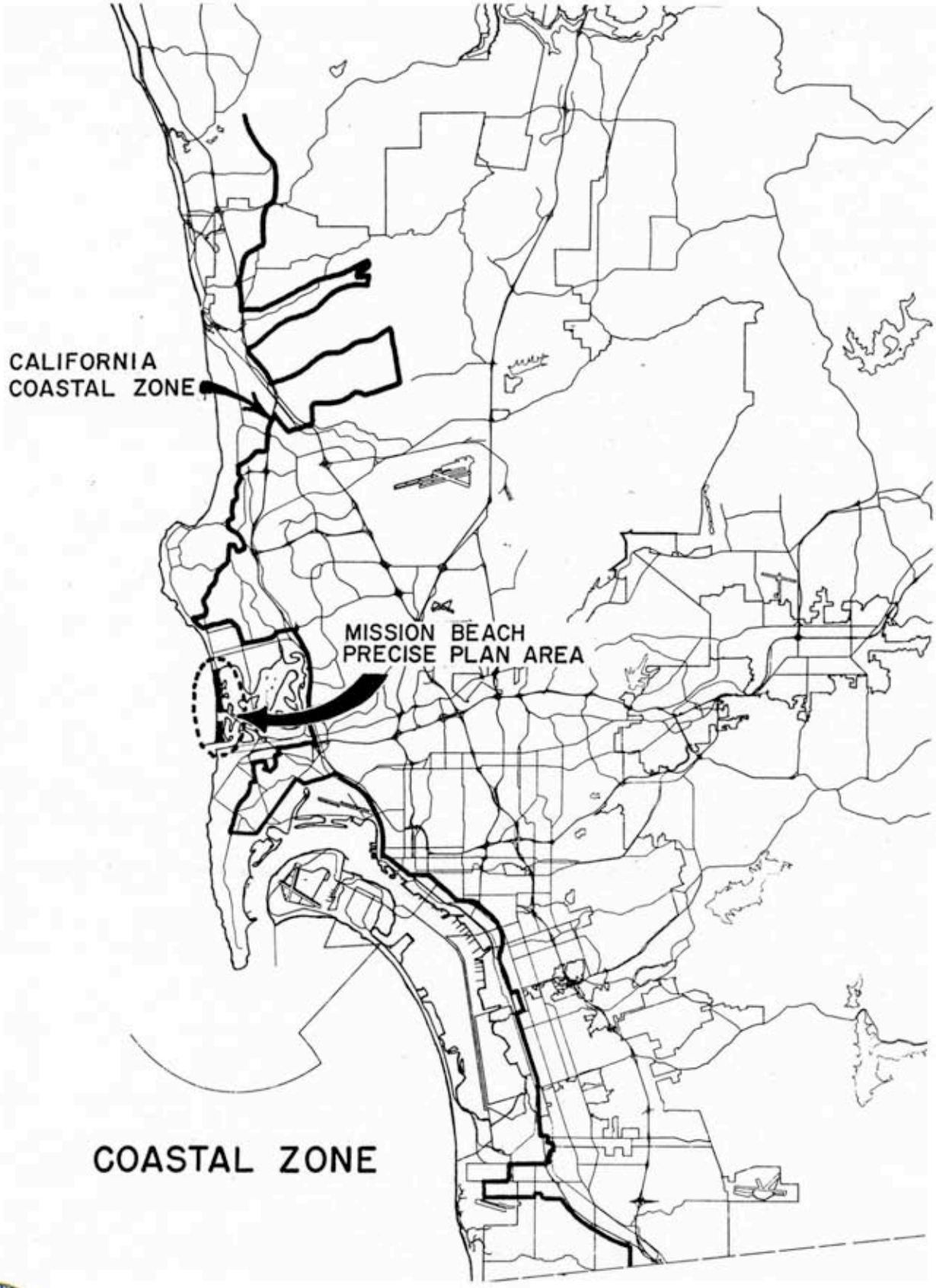


Figure 1. Coastal Zone

Mission Beach Local Coastal Program

I. INTRODUCTION

The Mission-Pacific Beach Community Plan was adopted by the City Council in November of 1970. Within the Mission-Pacific Beach Community Plan it was recognized that many conclusions, goals and proposals concerning Mission Beach were general in nature. It was further recognized that these generalities needed a great deal of refinement. Consequently, the Mission-Pacific Beach Community Plan recommended that a precise plan study be initiated for Mission Beach in order to provide more attention to specific problems. As a result, several planning efforts were undertaken involving community groups and The City of San Diego Planning Department staff, which culminated in the Mission Beach Precise Plan (Plan).

On May 15, 1974, the City Planning Commission unanimously approved the Plan by Resolution No. 238. On July 11,1974, the City Council adopted the Plan by Resolution No. 211038 on file in the office of the City Clerk as Document No. 748201.

With the approval of the Plan, the Progress Guide and General Plan (General Plan) was amended at the time of adoption by the City Council in July 1976. During the development of the Plan, the voters of the State of California approved the Coastal Initiative (Proposition 20) in November of 1972. The goals and objectives embodied in the initiative and subsequent guidelines were incorporated into the Plan as they became available prior to the Plan's adoption in 1974.

The California Coastal Plan of 1975 identifies Mission Beach as Subregion 7 of the San Diego Region. The California Coastal Plan highlights this area as follows:

> "Mission Beach Maintain social, economic and physical character. Investigate potential of shuttle during peak use periods. Investigate taking alternatives to prevent transition to higher densities."

Subsequently, in August 1976, the California State legislature passed the California Coastal Act of 1976, which went into effect on January 1, 1977. It is in response to the specific definitions of policy required by the law, that the local Coastal Program Addendum of the Mission Beach Precise Plan has been developed. The specifics, in terms of more detailed objective and implementation guidelines are a reflection of proposals already in the Plan and the regulations specifically embodied in the Local Coastal Program Regulations adopted by the California Commission on May 17, 1981.

A review of the Plan, in light of the Local Coastal Program Regulations, require that greater specificity in the description of Plan conceptual implementation techniques be made. This Addendum is designated to further clarify the goals and objectives and intent of the Plan, specifically in terms of future development of implementation techniques in order to properly comply with the Local Coastal Program Requirements under the California Coastal Act of 1976.

The Addendum is structured to address issues already discussed in the following elements of the Plan: Residential, Commercial, Public Facilities, Transportation and Community Amenities. The areas requiring more detailed background information and specificity within the context of the adopted Plan elements, as translated into Coastal Act policy terminology, include:

1. Shoreline Access (Transportation Element).

2. Visitor-Serving Facilities (Community Facilities Element, Commercial Element and Community Amenities Element).

3. New Development (Transportation Element and Public Facilities Element).

4. Visual Resources (Community Amenities Element, Residential Element and Commercial Element).

5. Diking, Dredging, Filling, Shoreline Structures and Hazards (Communities Facilities Element).

The discussion in this Addendum of these issues will focus on the areas of Plan reference, required Local Coastal Program specificity and clarification of future implementation techniques.

II. SHORELINE ACCESS

Plan Reference and Further Specificity on Local Coastal Program

The Transportation Element of the Plan recognizes that to improve circulation within the community "a number of conditions must be met. Through traffic should be drastically reduced and recreational traffic should be excluded from Mission Boulevard." The Plan also states that "Parking along the Boulevard, while necessary for residents at present, should be reduced in the future if off-street accommodation of vehicles is improved."

PLAN GOALS

- "The reduction of overall vehicular congestion plaguing Mission Boulevard." (Page 58)
- "The reduction and, if possible, elimination of through traffic on Mission Boulevard." (Page 58)
- "The curtailment of beach user traffic on Mission Boulevard." (Page 58)

PLAN RECOMMENDATIONS

- "That directional signing and other traffic control devices in the vicinity of Mission Beach discourage through traffic from entering the community." (Page 63)
- "That Mission Beach be removed from the 52-mile scenic drive in order to reduce through traffic." (Page 63)
- "That the eventual reduction of parking on Mission Boulevard be considered when off-street parking within the community increases." (Page 63)
- "That directional signing and other traffic control devices be used to reduce the occurrence of beach user traffic on Mission Boulevard and direct beach users to public parking areas." (Page 63)

In order to properly develop implementation techniques and ordinances designed to reinforce the goals and objectives of the plan in relation to the specificity required by the Coastal Act Local Coastal Program, the following additional information and implementation techniques are proposed:

- That directional signing and other traffic control devices be used to reduce the occurrence of beach user traffic on Mission Boulevard and direct beach users to public parking to direct beach users to public parking and destinations to minimize traffic congestion.
- That the eventual reduction of parking on Mission Boulevard be considered when off-street parking within the community increases. Any such reduction shall assure no net loss in available public parking spaces and replacement parking shall be provided in public parking lots within Mission Beach.

- The California Coastal Commission (CCC) approved Mission Bay Coastal Access Study shall be automatically incorporated into the Mission Beach Precise Plan (LUP) as the required specific public assess component for this segment. Present Plan policies shall be deleted, revised or supplemented in accordance with the CCC approved Study.

III. RECREATION AND VISITOR-SERVING FACILITIES

In the commercial element of the Plan, the existing land uses are described as both of local and visiting serving in nature. The Plan recognizes the demand for commercial recreational facilities caused by the unique geographical situation of Mission Beach, adjacent to the Ocean and Mission Bay parks. The Plan also recognizes that consideration should be given to providing some commercial recreational facilities; however, the provision of these services should be consistent with the community goal for Mission Beach to maintain its existing recreational and community character (see **Figure 2**).

PLAN GOALS

- "The accommodation of commercial retail and office facilities to serve the entire community, as well as provide an employment base for residents of the community." (page 33)

- "The accommodation of commercial facilities necessary to serve the needs of tourists attracted to the community by the beaches." (page 33)

- "The upgrading of those existing commercial facilities characterized by physical deterioration and lack of maintenance." (page 33)

- "The replacement of CN and CS zoning in Mission Beach with development regulations tailored to the community." (page 33)

PLAN PROPOSALS

- "That a Planned District be developed to replace all commercial zoning in Mission Beach." (page 41)

- "That the existing commercial districts be maintained and that no new ones be created." (page 41)

- "That the Santa Clara district be developed as a major neighborhood commercial center in Mission Beach." (page 41)

- "That neighborhood commercial use be permitted in all commercial districts." (page 41)

- "That commercial recreational uses be limited to the Pacific Beach Drive, Ventura, San Fernando and San Diego Place districts." (page 41)

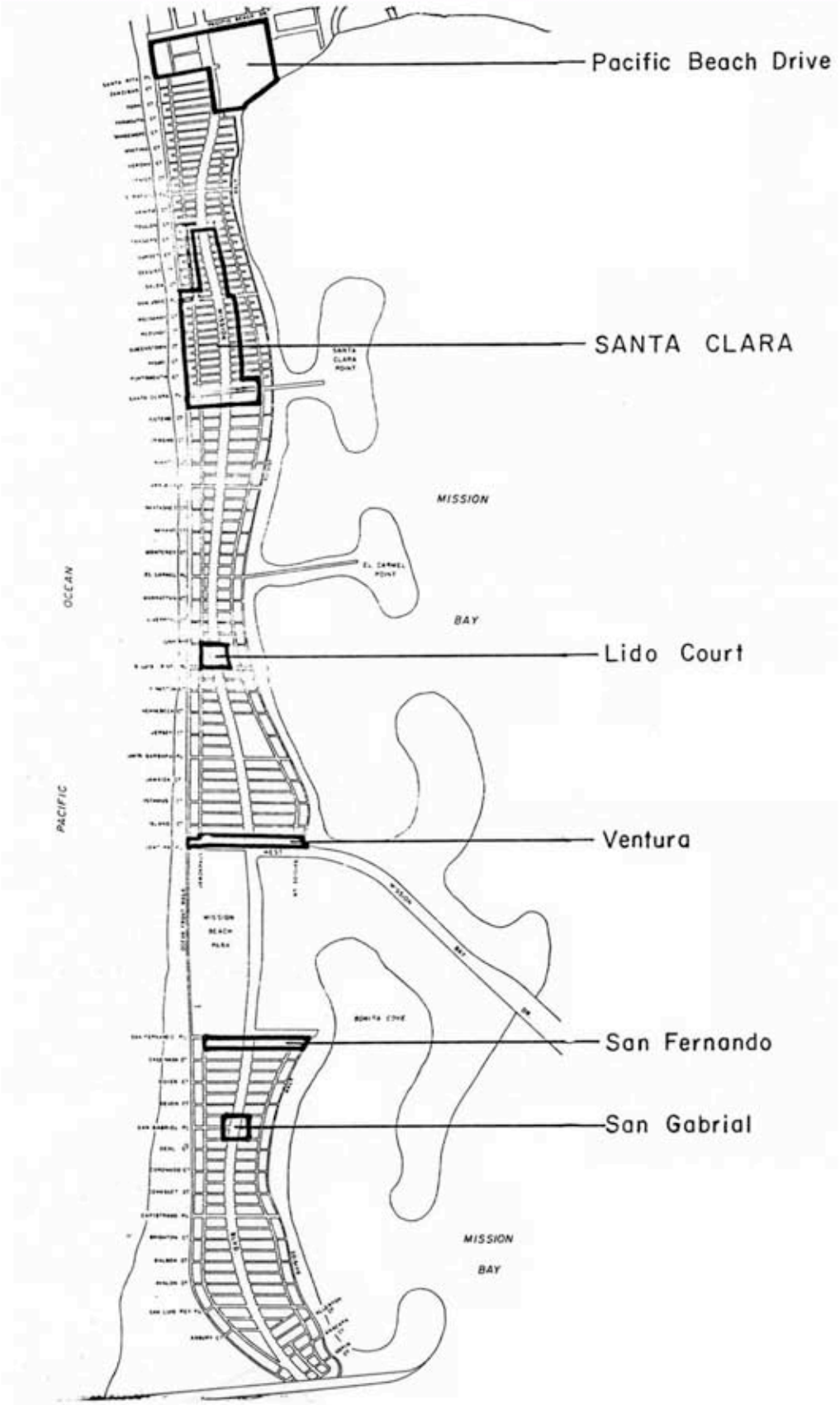


Figure 2. Commercial Districts

Mission Beach Local Coastal Program

In order to properly develop implementation techniques and ordinances designed to reinforce the goals and objectives of the Plan in relation to the specificity required by the Coastal Act Local Coastal Program, the following additional information and implementation techniques are proposed in regard to visitor-serving commercial uses:

- Business and professional office uses shall be permitted above the ground floor within the commercial recreation or visitor-commercial areas provided that 50 percent of the gross floor area of the ground floor is reserved for visitor-commercial or visitor-serving uses.

- Commercial-recreation or visitor-commercial uses are visitor-serving uses including: hotels and motels, establishments for food and beverage service, retail convenience sales, tourist-oriented specialty shops, personal services, recreation, entertainment and sports equipment rental.

- Only commercial uses should be permitted on the ground floor of structures on any lot abutting Mission Boulevard within the Santa Clara Commercial District

- New offices should be limited to uses that serve the local community but do not generate new traffic into the community.

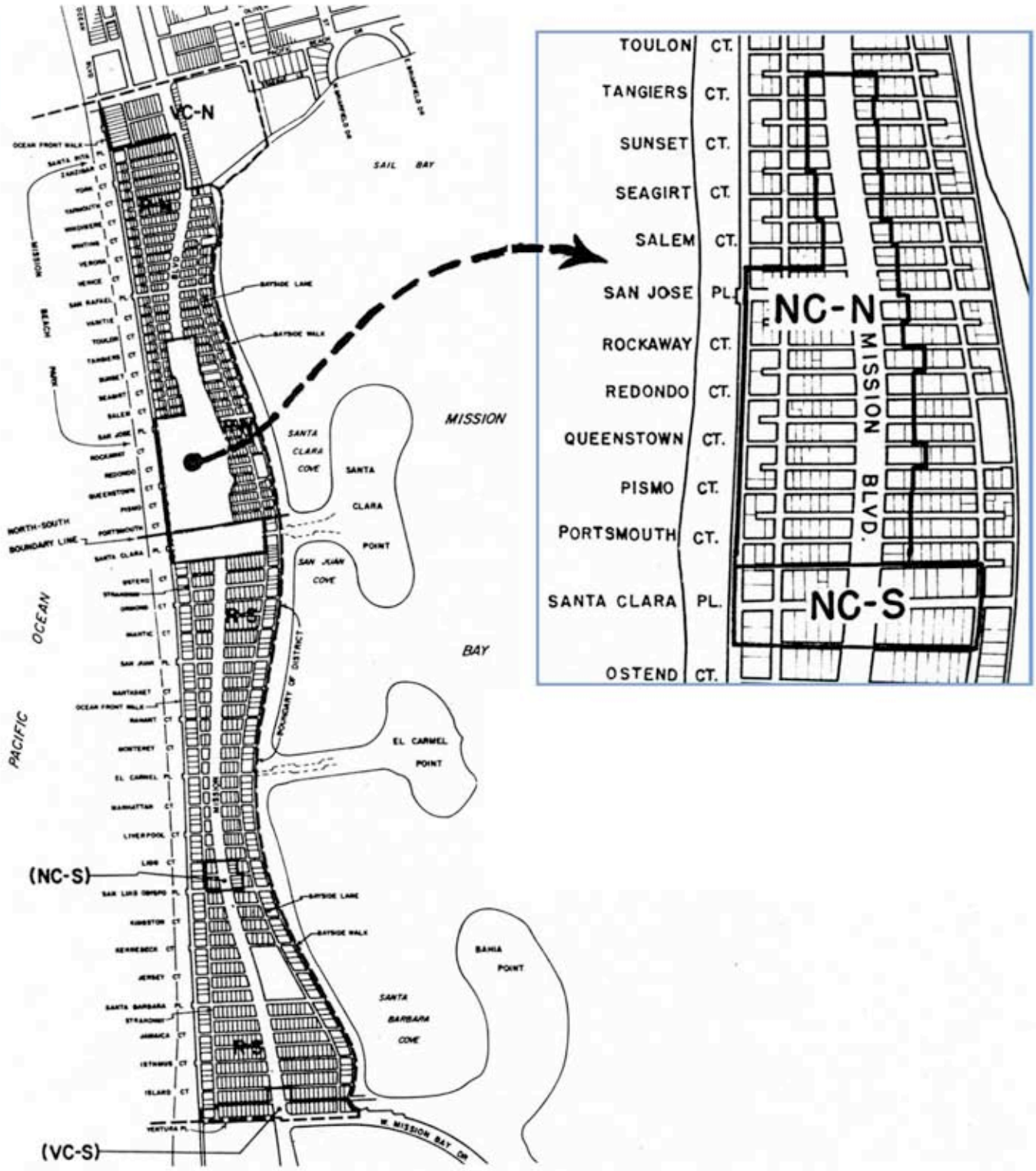


Figure 3. Santa Clara Commercial District

Mission Beach Local Coastal Program

MISSION BEACH PARK PLAN REFERENCE AND FURTHER SPECIFICITY ON LOCAL COASTAL PROGRAM

The Community Facilities Element of the Plan recognizes that “because of the critical need of providing access to the San Diego Coastline... Mission Beach Park should continue in City ownership and in a recreational use in the future.” The Plan identifies the importance of parking to accommodate beach users. Additionally, the Plan states that the Plunge building has been reconstructed, that the original pool within the Plunge building has been preserved, and that the Spanish Colonial Revival architectural style of the original Plunge building has been incorporated in the reconstruction of the Plunge building as well as other new structures within the park. The Plan further states that the Spanish Colonial Revival architectural style should be maintained as an important element of Mission Beach Park.

PLAN GOALS

- “The preservation of all existing open space in Mission Beach, including the beaches and recreational facilities adjacent to the beaches.” (Page 46)

- "The accommodation of visitors to the beach without creating an adverse impact upon the residents of Mission Beach.” (Page 46)

PLAN RECOMMENDATIONS

- “That all beaches and open space in the community remain accessible to the public and be suitably maintained." (Page 49)

- “That the Plunge and main pool room within the reconstructed Plunge building be retained, remain in service, and be available for public use.” (Page 49)

- “That the Spanish Colonial Revival architectural style of the original Plunge building be maintained as an important architectural element of future redevelopment plans for Mission Beach Park.” (Page 49)

- “That a portion of Mission Beach Park, adjacent to Mission Boulevard and away from Ocean Front Walk, continue in use as a suitably landscaped parking reservoir with consideration given to the eventual development of a low-rise parking structure on the site.” (Page 49)

In order to properly develop implementation techniques and ordinances designed to reinforce the goals and objectives of the Plan in relations to the specificity required by the Coastal Act, the following additional information and implementation techniques are proposed.

- The permitted uses within Mission Beach Park shall be limited to public park and recreation uses. Specifically prohibited are business and professional office developments and private residential developments. Retail and commercial uses are also prohibited except within the reconstructed Plunge building/fitness center. Future uses shall focus on sport, health, fitness and recreation.

- The overall development of Mission Beach Park should involve three main features:

  1. The swimming pool room of the Plunge building should be restored, while the remainder of the building could be replaced with new buildings containing space for restaurants, recreational and other visitor-serving commercial uses. New recreational and visitor-serving commercial uses and restaurants could also be built at the site of the original roller rink building. The total area of the new and renovated buildings would be approximately 98,500 square feet, 70,000 square feet of which would be developed as commercial space.

  2. The proposed redevelopment should preserve the historic nature of the area through the incorporation of the Spanish Colonial Revival architectural style into the overall project design. Important architectural features of the original buildings should be integrated into the new buildings, and signage or interpretive centers should be established to inform the public of the historic significance of the park.

  3. The entire commercial and recreation area should be extensively landscaped and should include pedestrian walks, plazas, benches and fountains.

  The development of Mission Beach Park should also include renovations to the existing public restroom building immediately south of the project site, renovation of the lifeguard station on the north end of the project site, the additions of a police beach patrol room, and a public restroom to the lifeguard facility.

IV. LOCATING AND PLANNING NEW DEVELOPMENT

Plan Reference and Further Specificity on Local Coastal Program

In the Park and Recreation portion of the Public Facilities Element, it is recognized that small mini-parks, scattered throughout the community, could provide areas for recreational purposes and for open space. The Plan recognizes that "special consideration should be given to closing Places where possible, between the north-south alley and the waterfront in order to create mini-parks."

In the Transportation Element, the Plan stresses that "one of the most monumental problems in Mission Beach at present is the lack of adequate parking. This situation exists for residential, commercial and recreational uses."

PLAN GOALS

- "The preservation of all existing open space in Mission Beach, including the beaches and recreational facilities adjacent to the beaches." (Page 46)
- "The integration of usable public open space into the developed portion of the community." (Page 46)
- "The accommodation of visitors to the beach without creating an adverse impact upon the residents of Mission Beach." (Page 46)
- "The provision of increased residential, commercial and recreational parking in order to reduce the serious deficit that presently exists." (Page 65)
- "The provision of increased parking in order to reduce the serious deficit, that presently exists." (Page 12)

PLAN RECOMMENDATIONS

- "That all beaches and open space in the community remain accessible to the public and be suitably maintained." (Page 49)
- "That consideration be given to the development of small public mini-parks throughout Mission Beach in conjunction with lot consolidation efforts." (Page 49)
- "That the ends of Places, and the school's playground, be developed into landscaped mini-parks if and when possible." (Page 49)
- "That the establishment of pedestrian linkages between the ocean and the bay at the Places be initiated when and where feasible." (Page 49)
- "That existing residential structures be encouraged to increase off-street parking where feasible, including the use of existing spaces presently in some other use." (Page 69)

- “That new neighborhood commercial development provide a minimum number of off-street parking spaces where feasible.” (Page 69)

- “That new hotel or motel facilities provide one off-street parking space for each unit.” (Page 69)

- “That parking reservoirs adjacent to Mission Beach be provided in order to accommodate the vehicles of beach users.” (Page 69)

In order to properly develop implementation techniques and ordinances designed to reinforce the goals and objectives of the Plan in relation to the specificity required by the Coastal Act Local Coastal Program, the following additional information and implementation techniques are proposed:

- That the ends of places and school playgrounds be developed into mini-parks, provided that such developments shall not have adverse affect on the availability of public parking or access to private parking.

V. VISUAL RESOURCES AND SPECIAL COMMUNITIES

Plan Reference and Further Specificity on Local Coastal Program

The Community Amenities Element of the Plan includes language for preservation and enhancement of the visual qualities of the community. Included are policies relating to building design, development of specific sign criteria and landscaping and design criteria for both private and public spaces.

The Plan also contains policies related to height and bulk of new development, size of yards, quantity of landscaping and storage of trash.

The Plan discusses the consolidation of lots for new development. Policies within the Commercial and Residential elements of the Plan recommend that "minor lot consolidation be accepted with the limit being the area bounded by two adjacent courts and by Mission Boulevard and a north-south street." The Plan also states that "further consideration should be given to limiting the number of units per structure on large lot consolidations in order to control bulk."

A. Visual Resource

Plan Goals

- "To identify and preserve those features that are conducive to the attractiveness of Mission Beach." (Page 81)
- "To eliminate both visual and non-visual nuisances in Mission Beach." (Page 81)
- "To enhance the quality of the physical environment of Mission Beach by upgrading the existing community and encouraging attractive development in the future." (Page 81)
- "The ensurance of necessary environmental amenities such as the provision of open space, landscaping and vegetation." (Page 15)

Plan Recommendations

- "That design guidelines including discussions of materials, colors, textures, building shape, roof shape, ornamental treatment, site placement, fencing, screening, landscaping, building relationships and lighting be developed for use by persons seeking to improve property in Mission Beach." (Page 84)
- "That a design plan for public spaces be developed, indicating the size, shape and location of activity areas, and the nature of materials used in finishing such spaces." (Page 84)

- "That sign criteria be developed detailing the shape, texture, material, lettering style and layout of signs necessary for the purpose of adequately identifying uses in Mission Beach." (Page 84)

- "That criteria for functional and attractive street furniture be developed for Mission Beach, and that such furniture be used to define and enhance public spaces in the community." (Page 84)

- "That specific landscaping criteria be developed including a listing of various types of vegetation best suited to Mission Beach and the most effective way that it can be used." (Page 84)

- "That a total utility undergrounding program be undertaken by residents and property owners." (Page 84)

- "That television antennas be systematically removed throughout Mission Beach." (Page 84)

- "That improved maintenance programs be undertaken including increased collection of trash and litter, and the provision of additional receptacles." (Page 84)

In order to properly develop implementation techniques and ordinances designed to reinforce the goals and objectives of the Plan in relation to the specificity required by the Coastal Act Local Coastal Program, the following additional information and implementation techniques are proposed.

Under the Local Coastal Program, the following specific concept for future implementation technique development is set out in regard to community landscaping:

- Views to, and <u>along</u> the shoreline from public areas shall be protected from blockage by development and or vegetation. This proposal is consistent with the Plan's intent to preserve and improve the physical appearance and character of the Mission Beach community.

B. Lot Consolidation Policies

Plan Goals

- "The continuation of the existing medium-density character of Mission Beach exemplified by the overall low profile and random mix of housing types and styles." (Page 15)

- "The permanent control of height and building bulk so that structure in Mission Beach will not have adverse affects on surrounding property, the beaches and the community in general." (Page 15)

Plan Recommendations

- "That minor lot consolidation be encouraged through the provision of increased floor area ratio if it is accompanied by bonuses such as increased parking and decreased lot coverages." (Page 23)

- "That the maximun consolidation of property permitted be that which is bounded by two adjacent courts and by Mission Boulevard and a north-south street. II (Pages 23 and 41)

In order to properly develop implementation techniques and ordinances designed to reinforce the goals and objectives of the Plan in relation to the specificity required by the Coastal Act Local Coast Program, the following additional information and implementation techniques are proposed.

Under the Local Coastal Program, the following specific concept for future implementation technique development is set out in regard to lot consolidation, as established in the already adopted Planned District Ordinance:

- The maximum number of dwelling units per structure shall be four.

This proposal is consistent with the Plan's intent to preserve and improve the physical appearance and character of the Mission Beach community.

VI. DIKING, DREDGING, FILLING, SHORELINE STRUCTURES AND HAZARDS

Introduction

Two areas of concern were voiced by the Coastal Commission in relation to:

1. Flooding within Mission Beach due to wave action; two of the potential issues here would be:
   a. Flooding due to seismic safety in the case of a tsunami; and
   b. Flooding due to excessive rains and high tides.
2. The maintenance and replenishment of the City's beach and sand resources.

Although the Plan has goals and objectives that relate to these issues, they are of greater regional importance and, therefore, are contained in the General Plan. Additionally, the City Council has policies addressing the emergency situations; and, finally, there is a need to undertake further studies in both of these subjects at a regional level.

Currently, the San Diego Association of Governments (SANDAG), with the cooperation of the City of San Diego, is in the process of developing a regional beach erosion management program. To date, actions which have been taken by SANDAG include a regional planning report on shoreline erosion and the identification and consideration of appropriate alternatives for implementing a regional beach erosion management program (see Appendix C).

Flooding Due to the Combination of Excessive Rains and High Tides

Flooding caused by the combination of excessive rains and high tides has a very low probability of occurrence. The only record of its occurrence was in the 1940s when the combination of the two meteorological conditions occurred. The combination of excessive rains and high tides made it impossible for the ocean drainage system to drain into the ocean, thereby creating flooding conditions.

With the exception of raising the topographic level of Mission Beach, an isthmus which is totally developed between the ocean and Mission Bay, there is no way in which to mitigate this problem. Possibilities for requirements to raise the structures above a certain level are viable but would not be effective, since the area is totally built up, and, with a few exceptions, most of the development within the community entails rehabilitation of existing units. However, in instances where new units are constructed, the ground level is usually primarily used for parking.

Because of the present conditions at Mission Beach relative to development and flooding, the most effective and realistic solution to the problem is the enforcement of the City's Disaster Preparedness Emergency Plan.

Flooding Due To Tsunami

This condition has never occurred in Mission Beach, although emergency plans have been in effect several times following earthquakes that had the potential for causing tsunami effects to the low-lying Mission Beach area. The General Plan of the City of San Diego discusses the tsunami issue and provides policies for implementation. The Disaster Preparedness Emergency Plan addresses specific community evacuation and safety measures.

GENERAL PLAN*

Seismic Safety Elements

A tsunami is a sea wave generated by a submarine earthquake, landslide or volcanic action. A major tsunami from either of the latter two events is considered to be remote for the San Diego area. However, submarine earthquakes are common along the edge of the Pacific Ocean, and all of the Pacific Coast areas are, therefore, exposed to the potential hazard of tsunamis to a greater or lesser degree.

Tsunamis travel across the oceans as powerful, long, but low waves typically more than 100 miles long, and only one to two feet high. Traveling at velocities of 300 to 400 miles per hour in the Pacific, such waves in the open cause no problems. However, as the tsunami waves approach the coastline, they are affected by shallow bottom topography and the configuration of the coastline which transforms them into a high and potentially devastating wave. Even if large waves do not occur, strong currents, as fast as 40 feet per second, can cause extensive coastal damage.

Because of the width of the continental shelf extending off-shore from San Diego, it is believed that tsunamis of distant origin are necessarily too weakened upon their arrival in these waters to wreak more than minimal damage. Moreover, based on current information, any movements along San Diego's off-shore fault system are expected to be primarily horizontal. Since the most damaging tsunamis are usually associated with vertical tectonic displacements, it is questionable whether a significant tsunami could be experienced locally.

The Public Facility Services and Safety Element

The City Council enacted the emergency services ordinance in February 1974. The ordinance created the City of San Diego Disaster Council which was charged with developing and recommending for City Council adoption of an emergency plan for the City. The plan provides for the effective mobilization of all the resources of the city, both public and private, to meet any condition constituting a local emergency, and provides for the organization, powers, duties, services and staff of the emergency organization. The San Diego Emergency Plan was adopted by the City Council in June 1974. The purpose of the plan is to 1) provide the basis for the conduct, coordination and management of critical resources during emergencies; 2) establish a mutual understanding of the authority, responsibilities, functions and operations of civil government in the City of San Diego during an emergency; 3) provide the basis for incorporation into the City Emergency Organization

***Editor's Note:** Specific General Plan element page references have been deleted from this document.

those nongovernmental agencies and organizations having resources necessary to meet foreseeable emergency requirements.

Essentially the emergency plan sets forth operational concepts and schedules for both peacetime and wartime emergencies; defines organizational structure that becomes operative during emergencies and assigns tasks and responsibilities to each of the units of the emergency organization. The plan becomes effective under any of the following conditions:

1. When a state of war emergency exists.

2. When the government has proclaimed a state of emergency in an area including this City.

3. On the order of the Mayor or the Director of Emergency Services, provided that the existence or threatened existence of a local emergency has been proclaimed in accordance with the provisions of the City's Emergency Services Ordinance.

The Unified San Diego County Emergency Services Organization functions as the organizational vehicle in the local operational area. It was created by a Joint Powers Agreement among the County of San Diego and the 13 cities. In order that the members of the USDCESO may act in concert during an emergency, the respective plans are standardized in such key subject areas as concept of operations, responsibilities, organizational structure and terminology.

Goals

- Reduction of disruptions in the delivery of vital public and private services during and following disasters.

- Prompt and efficient restoration of normal city functions and activities following disasters.

In areas of very high hazard potential (and high probability) preclude new development if possible and, if not, limit improvements to those which pose the least threat to life and property. In conjunction with the Unified County Emergency Services Organization, undertake a public information program to create and sustain awareness of local disaster plans and to foster positive community response and cooperation in emergencies. Note: These statements are taken from the City's General Plan Chapter on Public Facilities, Services and Safety.

MISSION BEACH PRECISE PLAN GOALS AND PROPOSALS

- The preservation of all existing open space in Mission Beach, including the beaches and recreational facilities adjacent to the beaches (Page 46).

The provision of necessary public utilities and facilities in Mission Beach as needed (Page 54). Mission Beach Precise Plan proposes that all beaches and open space in the community remain accessible to the public and be suitably maintained (Page 55) and that adequate storm drains be provided where necessary to eliminate any drainage problem (Page 55).

The flooding situation as described by the Coastal Commission during the Local Program hearing process was one of very low probability, an emergency, and of the need to have adequate storm drains. The plan goal as stated on page 55 would address the need to provide adequate storm drains as these are replaced due to aging, and the emergency situation, due to minimal probability of occurrence, would be addressed by the City's Emergency Preparedness policy.

Beach Maintenance Policies

An issue was raised as part of the Local Coastal Program relative to beach sand erosion and lateral drift. This has been an issue for several years, and, in response to it, the City in July 1969 produced a plan for the shoreline development. The plan's name was "The Ocean Edge of San Diego." Additionally, the issue is addressed in the City's General Plan and in the Mission Beach Precise Plan as follows:

GENERAL PLAN

Conservation Element

Beaches and Shoreline

The nearly 20 miles of San Diego shoreline was given a top rank among the City's most valuable assets. Although constituting but a small fraction of the approximately 20,000 miles of ocean shoreline within the continental United States, the local shoreline is outstanding because of the uniformly high quality of its sand and beaches. In addition, such beaches, in combination with a Mediterranean-type climate, are found in few other areas in the world, much less in the United States. Sandy beaches and cliffs are two dominant elements of the City shoreline. Mission Beach is an example of the fine sandy beach devoid of rocks or obstructions. The La Jolla coast area is the other extreme with cliffs ascending directly from the water. There are also cliffs with beaches, such as Torrey Pines Reserve and other areas that have pebbly or sandy beaches with more indentations in the cliff, such as Bird Rock and Sunset Cliffs. In all, nearly 60 percent of the City's shoreline is beach with 87 percent of the shoreline in public or semi-public ownership. In view of the heavy use, both in recreation and in research, that both beach and non-beach shorelines receive, it is obviously decidable that additional shoreline be acquired as opportunities present themselves. The State Public Outdoor Recreation Commission recommends that the major portion of California's coast should be permanently available for public use. The California Coastal Act of 1976 responds to the public concern for protecting and enhancing coastal resources and directs local governments to prepare Local Coastal programs in accordance with the Act's policies. The policies of the Act, which must be followed in Local Coastal programs, are designed to guide development in the coastal areas and for beach and lagoon resource management and conservation of the unique qualities and nature of the coast.

Erosion

"Eroding and depositing of shoreline beaches is also a continuing physiographic process. Whether growth or recession will occur in any given place depends on a number of interrelated factors including the amount of available beach sand and the location of its

source. Since streams and rivers are by far the most important source of sand, any change in their flow, as from damming or channeling, can permit erosion to prevail. Because of a significant diminution of the sand sources that rebuild them, many local beaches have now been eroded and are threatened with extinction. Groins and other projections from the shoreline also obstruct the natural movements of sand and sediment on the water's edge. In addition, where beaches have eroded, the cliffs are then left exposed to the surf and wave action, and there occurs a continuing recession of cliffs and bluffs. Sunset Cliffs, for example, has receded as much as one and a half feet per year in some locations. However, the crumbling of the cliff areas produce also by themselves a sand source to the south as a result of lateral drift."

Goals (Conservation Element)

1. Wise management and utilization of the City's remaining land resources and preservation of its unique landforms and the character they impart to San Diego.

2. Accessibility and availability of all beaches and shoreline for public use.

3. Conservation of beaches and shoreline to maintain and enhance their benefits for present and future San Diego residents and visitors.

Recommendations, Guidelines and Standards for Beaches and Shoreline

1. The use of beaches and shoreline should be limited to appropriate ocean-oriented recreational and educational uses.

2. Scenic overlooked areas should be protected from private and unrelated uses.

3. Important tide pools, lagoons and marine canyons should be protected and preserved for recreational and research activities.

4. Watershed management and floodplain regulation should provide for the natural sand flow to beaches. The impact of all public and private alterations of cliffs and shorelines should be carefully studied with the goal of minimizing erosion.

Appendix A

Mission Beach Issue Identification

SAN DIEGO COAST REGIONAL COMMISSION
6154 MISSION GORGE ROAD, SUITE 220
SAN DIEGO, CALIFORNIA 92120 — TEL. (714) 280-6992

June 1, 1979

Staff Report on Geographic Segmentation and Issue Identification for

MISSION BEACH - City of San Diego

INTRODUCTION

The purpose of the issue identification phase of the Local Coastal Program (LCP) process is to describe existing conditions in the planning area, to identify uses of larger than local significance, to evaluate existing uses and plans with respect to the policies of the Coastal Act, and to identify and summarize existing or potential conflicts. The issues thus identified determine the areas needing further study and resolution in the land use plan and implementation phases of the LCP.

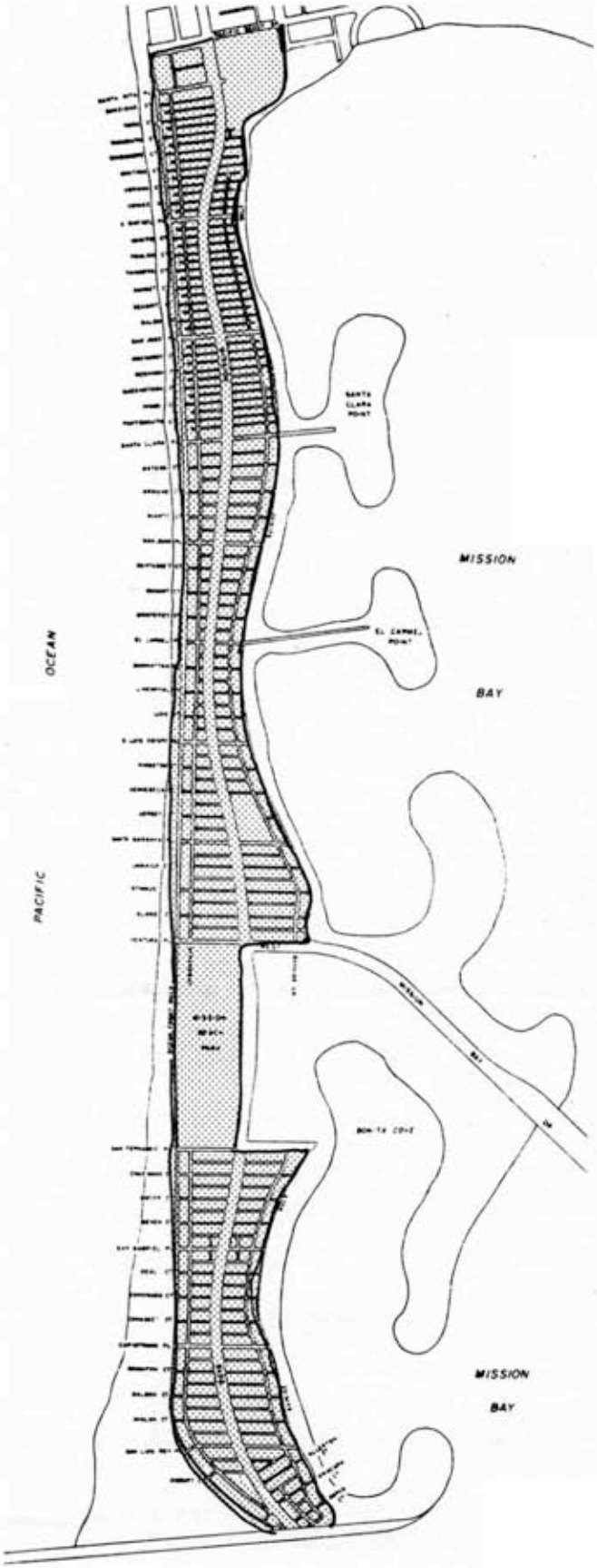
The function of this staff report is to summarize the City's report of geographic segmentation and issue identification, to make comments where necessary for clarification, to supplement the City's report through additions, deletions or revisions where appropriate, and to make recommendations for Regional Commission action.

A Precise Plan for Mission Beach was adopted by the San Diego City Council in 1974. The Mission Beach Planned District Ordinance, implementing the precise plan, became effective the beginning of this year. The City expects to submit the precise plan and the planned district ordinance as the LCP for the Mission Beach segment soon after Commission approval of segmentation and adoption of the issue identification.

GEOGRAPHIC SEGMENTATION

The Mission Beach community of the City of San Diego is situated on a sandbar between Mission Bay and the ocean. This community, which is about two miles long and less than one quarter mile in width, is bounded on the north by Pacific Beach, on the east by Mission Bay Park, on the south by the San Diego River Flood Control Channel and on the west by the ocean.

Section 30511(c) of the Coastal Act allows the local government to submit a local coastal program in separate geographic units encompassing less than the local government's area of jurisdiction provided "that the Commission finds that the area or areas proposed for separate review can be analyzed for the potential cumulative impacts of development on coastal resources and access independently of the remainder of the affected jurisdiction."



Coastal Zone

Mission Beach

The City contends that Mission Beach is a valid geographic segment for the following reasons:

1. The community is surrounded by water except for a 700-linear-foot boundary shared with Pacific Beach.

2. The distinctive pattern of small lots, courts and alleys is unique to Mission Beach and is the primary contributor to the community's social character.

3. The community is an important visitor attractor during summer vacation months.

The Commission itself has given tacit conditional approval to geographic segmentation of Mission Beach in its actions on segmentation of the surrounding areas of Pacific Beach and Mission Bay. For those two areas, geographic segmentation has been approved subject to the condition that a comprehensive LCP access component be prepared for the entire Mission Bay/Mission Beach/Pacific Beach area. This approach to planning for access was deemed necessary in order to make the requisite finding that cumulative impacts on access can be adequately analyzed. The need for a comprehensive access component is due primarily to the fact that the maintenance and provision of public access to and around the recreational resources of Mission Bay Park and the ocean beaches is closely associated with development within the adjacent residential communities of Mission Beach and Pacific Beach.

The staff is recommending that the Mission Beach community be approved as a separate geographic segment with a somewhat modified condition relating to preparation of the access component and incorporation of its provisions in the LCP. The City is ready to submit the access component work program for Commission approval and expects to begin work early in July with a six-month timetable for completion. However, if the City submits the Mission Beach Precise Plan for LCP certification late this summer as anticipated, the access component will not have been completed. The staff is anxious that a lagging access component not impede the certification of this LCP. The Mission Beach Precise Plan is relatively recent (post-Proposition 20) and more responsive to the Commission's access concerns than, for instance, the Pacific Beach community plan which is now undergoing revision. The Mission Beach plan gives considerable discussion to parking problems and transportation alternatives and contains goals and recommendations which, if implemented, would enhance recreational access consistent with Coastal Act policies. The staff believes that, because of the special attention given access issues in the precise plan, the Commission will be able to contemplate certification of the Mission Beach LCP provided it has some assurance that the access goals and recommendations of the precise plan will be coordinated with the comprehensive access component, and that the access impacts upon and from Mission Beach relative to the remainder of the study area will be considered and mitigated in the comprehensive access component. The special condition proposed below will enable the Commission to proceed rapidly to consider certification of the Mission Beach LCP confident that access issues involving adjacent segments can be fully resolved.

STAFF RECOMMENDATION ON GEOGRAPHIC SEGMENTATION

The staff RECOMMENDS that the San Diego Coast Regional Commission adopt a resolution recommending to the State Commission that, subject to the following special condition, the proposed Mission Beach segment can be adequately evaluated as a separate geographic segment of the City's local coastal program, consistent with Section 30511(c) of the Coastal Act.

Special Condition

That, for this segment, participation in and coordination with the comprehensive access component for the Mission Bay/Mission Beach/Pacific Beach area shall be accomplished through:

1. Consideration, in development of the comprehensive access component, of all goals and recommendations of the transportation element of the Mission Beach Precise Plan;
2. Consideration of the impacts of build-out in Mission Bay and Pacific Beach on recreational access to the shoreline of Mission Beach, and mitigation through the access component of any adverse impacts; and
3. Consideration of the impacts of build-out in Mission Beach on recreational access to Mission Bay Park and the Pacific Beach shoreline and mitigation through the access component of any adverse impacts.

The City shall agree to amend the certified LCP for Mission Beach if the Commission determines such action is warranted upon review and certification of the previously required comprehensive Mission Bay/Mission Beach/Pacific Beach access component.

USES OF MORE THAN LOCAL IMPORTANCE

The City's report lists the following uses in the Mission Beach area as having greater than local significance. The regional and statewide importance of these uses must be considered as a factor in the development of the LCP.

1. The sandy beaches.
2. Belmont Park and the roller coaster.
3. Mission Boulevard, Ocean Front Walk and Bayside Lane.

POLICY GROUP EVALUATION

A. Shoreline Access

Issues identified by the City:

1. Heavy traffic congestion on Mission Boulevard creating difficulty of access to the beach.
2. Provision of additional beach parking.

Additional issues identified by the Staff:

3. General lack of adequate parking for residents and the resulting impacts on access for non-resident beach users.

4. The provision of secure bicycle storage facilities.

Staff Comments:

The precise plan contains a good discussion of transportation alternatives, including transit, shuttle service and bikeways, presents goals which encourage the use of alternative modes to enhance access which are generally compatible with the access policies of the Coastal Act, and recommends a coordinated multimodal access program.

B. Recreation and Visitor-Serving Facilities

Issues identified by the City:

1. Need for additional visitor parking.

2. Poor distribution of existing commercial recreational facilities.

3. Removal of existing low- and moderate-income family visitor facilities.

4. Impacts of redevelopment and the subsequent reduction of existing low-income visitor facilities.

5. The future disposition of the Belmont Park property and the roller coaster.

Additional issues identified by the staff:

None

Staff Comments:

Re: 3 and 4. A corollary to the issue of the reduction in the amount of recreation opportunities and accommodations for low- and moderate-income families is the provision of adequate recreation opportunities and accommodations for low- and moderate-income families.

C. Housing

Issues identified by the City:

1. Retention and maintenance of housing for low and moderate income persons.

Additional issues identified by the staff:

None

Staff Comments:

Re: 1. The issue of the provision of housing opportunities for low- and moderate-income persons is not limited to retention of the existing stock of lower cost housing but includes provision of replacement or new lower cost housing as well.

D. Water and Marine Resources

Issues identified by the City:

1. Impacts of future offshore oil exploration and development.

E. Diking, Dredging, Filling, Shoreline Structures

Issues identified by the City:

1. Concern for sand replenishment.

Staff Comments:

Re: 1. In planning for beach sand management for the Mission Beach segment, the City will need to develop a coordinated program for all segments in the littoral cell using information gathered in the on-going research programs of the Shore Processes Laboratory at Scripp's Institute of Oceanography.

F. Commercial Fishing and Recreational Boating

Not applicable.

G. Environmentally Sensitive Habitat Areas

Issues identified by the City:

None

H. Agriculture

Not applicable.

I. Hazard Areas

Issues identified by the City:

1. Continued wave erosion and loss of beach area.

J. Forestry and Soil Resources

Not applicable.

K. Locating and Planning New Development

Issues identified by the City:

1. Increase in density due to redevelopment of older units.

2. Need for better and more efficient transportation network to serve this community.

3. Provision of adequate parking in new development.

L. Visual Resources and Special Communities

Issues identified by the City:

1. Preservation of public views of the ocean and Mission Bay in new development..

2. The height and bulk of new development.

3. Landscaping in new development to upgrade aesthetic character.

4. Three-story development in one and two-story neighborhoods and along the bayfront, which may block access and views to the water from other properties.

5. Protection of Mission Beach as a special community for visitor and recreation use.

Additional issues identified by the staff:

6. The abatement of billboards and other large signs contributing to visual clutter.

Staff comments:

Re: 4. Private view blockage is not a matter of concern under the Coastal Act; however, whether the scale of new development is compatible with the established character of the community is a legitimate consideration under Section 30251 of the Act.

M. Public Works

Issues identified by the City:

None

N. Industrial and Energy Facilities

Not applicable.

SUMMARY OF KEY ISSUES

The following is a summary of the key coastal planning issues for this segment as compiled by the City with the Commission staff additions underscored. .

1. Congestion on Mission Boulevard creating difficulty of beach access.

2. Lack of adequate parking for residents, provision of additional beach parking, and development of a transportation network, including secure bicycle storage facilities.

3. Impacts of new construction on the existing community framework (density, height and bulk, access, view blockage).

4. Poor distribution of existing commercial recreational facilities.

5. Economic and development pressures for removal of existing low- and moderate-income family visitor facilities, and maintenance of housing and recreation opportunities for low- and moderate-income persons.

6. The future disposition of the Belmont Park property and the roller coaster.

7. Continued wave erosion loss of sand beach area.

8. Provision for adequate parking in new development.

9. Preservation of public views of the ocean and Mission Bay in new development and the elimination of visual clutter through large sign abatement.

10. Landscaping in new development to upgrade aesthetic character.

11. Protection of Mission Beach as a special community for visitor and recreation uses.

Staff Comments:

Mission Beach is a community whose development has fairly well peaked although it is subject to considerable redevelopment and recycling with densities frequently increasing as a result. The fundamental coastal issues in this community are public access to the shoreline for recreational use and the protection and provision of housing and recreational opportunities for low- and moderate-income families. These basic issues are amply reflected in the key issues formulated by the City.

STAFF RECOMMENDATION ON ISSUE IDENTIFICATION

The staff RECOMMENDS that the San Diego Coast Regional Commission transmit the City of San Diego's Mission Beach Issue Identification, as amended by the staff, to the State Commission with a recommendation that it be adopted as the Issue Identification for this segment.

Appendix B

Coastal Commission L.C.P.
Land Use Plan Review and Findings

State of California San Diego District

Memorandum

To: Commissioners **Date:** September 10, 1982

~~**File No.:**~~ Mission Beach LUP

From: Staff

Subject: Revised Suggested Modifications and Findings

BACKGROUND

Since the previous hearing in June, staff has met several times with representatives from the City of San Diego Planning Department to discuss alternatives. On the basis of these meetings and further analysis, staff has revised the suggested modifications, denial finding for the Recreation and Visitor-Serving Facilities policy group and the findings for certification. The revisions consist of consolidating all the access policies for Mission Beach, except for the broader, intercommunity issues to be resolved in the Coastal Access Study, and determining that hotel/motel use does not have to be permitted use within the Santa Clara commercial district. Staff therefore RECOMMENDS the commission ADOPT and INCORPORATE by reference the following revised policy language and findings for the Mission Beach LUP resubmittal. For immediate reference, the revised Suggested Modifications are found on page 4 of this memorandum (page 38 of this document).

FINDINGS FOR DENIAI, OF RESUBMITTAL

2. Recreation and Visitor-Serving Facilities

c. Recommendation and Findings - Under the provisions of the Coastal Act of 1976, sections 30221 and 30222 of the Act mandate the reservation and use of private lands for visitor-serving commercial use or recreational facilities. Additionally, the Act specifically mandates the protection of existing lower cost visitor accommodations and recreation facilities. The Mission Beach land use plan acknowledges the extensive public use of the ample beaches and other recreational resources in the community, making Mission Beach an important visitor destination point. There is a considerable apparent demand for recreation facilities and future population growth projections within the City and region indicate a substantially greater demand for such facilities in the future. The 1978 CPO Regional Coastal Access study estimates that participation at coastal recreational areas will increase at least 55 percent within the next 20 years. Although the original plan appropriately designated three visitor commercial nodes and the resubmitted plan further protects these commercial recreational areas by specifying

permitted visitor commercial uses and only allowing neighborhood commercial uses including residential/office development as a conditional use, the resubmittal did not address the high priority for visitor commercial uses in the Santa Clara neighborhood commercial district and it only allows hotel/motel development in the visitor commercial zones.

The Plan establishes a major neighborhood commercial district at Santa Clara place extending west to Ocean Front Walk and along both sides of Santa Clara place nearly its entire length. Santa Clara place is perpendicular to Mission Blvd. and terminates at Santa Clara Point in Mission Bay Park. Recreational facilities situated on the point include a landscaped park, sandy beach, boat launch ramp, two boat houses (public and institutional sailing instruction) and a recreation center. Because of its proximity to the public recreation facilities on Santa Clara Point and the shoreline, the Santa Clara commercial district could accommodate some visitor commercial uses and this has been a continuing issue since the original submittal.

Due to the special character of Mission Beach, certain traditionally neighborhood commercial uses may be visitor-serving uses as well. Because summer vacationers in Mission Beach essentially assume temporary residence for a week or more, they have many of the same needs as permanent residents. A crucial feature which makes Mission Beach a readily accessible visitor destination point is its large supply of short-term visitor-serving rental units. While the commission acknowledges this special character, residential uses are permitted by right in all commercial zones with the exception of the first floor of structures on lots fronting Mission Boulevard. Additionally, business offices are permitted in any commercial zone while hotel/motel uses are strictly confined to the visitor commercial districts. Because of the coastal recreation amenities and facilities found within and adjacent to the Santa Clara district and the potential preclusion of priority visitor-serving uses, especially hotels/motels, by condominium and office development in this district, the commission previously suggested revised policies which would require commercial uses on the ground floor with only rental tenancy uses permitted on upper floors throughout the Santa Clara District. The Commission also adopted language to restrict condominium conversions of these transient accommodations. In the resubmitted plan, commercial uses are still only required on the ground floor of lots abutting Mission Boulevard and the City contends that present economic conditions do not justify further requirements for ground floor commercial use restrictions. The Commission concurs and notes the mixed use, incremental development pattern envisioned in the plan. Further, if and when economic conditions improve, neighborhood commercial uses are permitted by right in the district and since this zone allows all traditional visitor-serving uses, except hotels or motels, such uses will not be precluded from this vital area so close to existing beach recreation facilities. Further, office development will not be encouraged since, as recommended in the shoreline access policy group, such uses must provide parking whereas visitor-serving uses do not based on the pedestrian-oriented character of the community and their function. Additionally, visitor-serving uses will naturally tend to aggregate here because of the district’s amenities and character.

The question, therefore, remains whether or not hotel/motel use must be permitted within the Santa Clara commercial district. The City and community planning group argue that hotel/motel development here, in the center of the community and situated within a linear peninsula where there is no other direct access route than Mission Boulevard, would compound existing traffic problems. City planning staff further contends that bonafide hotel/motel operations for overnight accommodations, as opposed to the destination point accommodations already offered in the temporary rentals, necessitate a certain amount of lot consolidation and administrative overhead. They point out such overnight accommodations generate the need for on-site management and support services on a daily basis. These factors would therefore discourage the development of smaller complexes but rather generate the development of larger facilities which would also exacerbate the traffic problems. While the Commission concurs with these points, it does not wish to establish an adverse precedent that road capacities may be reserved for the exclusive use of beach area residents and commuters.

The Commission is, however, more persuaded by addressing this issue on an intercommunity perspective. In the City's overall planning effort for the Mission Beach, Mission Bay and Pacific Beach areas, the siting of bona fide hotel/motel uses has always been encouraged in Pacific Beach and Mission Bay where there is greater accessibility, an increased planning area and larger lot sizes. These two other communities already provide the bulk of most overnight accommodations and are proposed to continue to do so in their respective segments. These communities lie within minutes of the Mission Beach community. Further, the residential stock in Mission Beach does serve, as destination point accommodations through temporary rental at minimum weekly intervals of its apartments and condominiums, a valuable visitor-serving function. Therefore, on the basis of the above findings, the Commission finds the resubmitted plan appropriately designates the Santa Clara commercial district for neighborhood commercial uses and recognizes the plan's other commercial recreation nodes and the regional context of the hotel/motel development market and planning effort. The Commission thus finds the resubmittal conforms with Sections 3022l and 30222 of the Act.

Precise Plan policies regarding the Belmont Park site are virtually nonexistent. The only positive policy regarding Belmont Park calls for retention of the Plunge. The Commission takes no issue with this policy, rather the Commission finds that this single policy is inadequate to indicate the kinds and intensity of uses to be permitted on the site. The Belmont amusement park was built in 1925 as a stimulus for real estate sales, then granted to the city upon the death of the developer. The City then leased out the park for operation by private interests. As of plan publication (1974) the amusement park was a successful operation. Mindful of the imminent expiration of the lease, the plan text calls for careful consideration of future uses on the site due to its proximity to the ocean and bay. However, the plan text and policies make no recommendations for the site, save that any extension of the lease should be conditioned upon upgrading of the facility. Since plan adoption, the lease has expired and the City had demanded that the lessee demolish the roller coaster. Approval for demolition was granted by the

Regional Commission and appealed to the State Commission where action has been delayed pending investigation of the feasibility and means of restoration and/or reuse by the lessee and interested citizens. The plan calls the roller coaster a “Mission Beach Landmark." In fact, the Belmont Park site and the roller coaster are designated state and national historic resources. The National Trust for Historic Preservation has awarded a grant, which will be matched by the owner, to study the feasibility of restoration or resuse of the roller coaster. On the other hand, the City property Department recently attemptcd to prepare a development plan for the site which eliminated the roller coaster and would allow some commercial development associated with a public park on the land. After extensive review, that proposal has been shelved and the city now proposes to improve the entire area for public parkland and restore the Plunge building. Community groups have also formed to restore and retain the coaster. There is considerable sentiment in the community and the region, about the roller coaster demolition issue and development of the Belmont Park site. Thus, since definition of the Kinds and intensity of land use at the Belmont Park site remain unclear, the Commission finds it premature to certify the land use plan for this site. In summary, the Commission therefore finds the Recreation and Visitor-Serving Facilities policy group inconsistent with the applicable policies of the Act. .

SUGGESTED MODIFICATIONS

1. Shoreline Access

a. The Coastal Commission (CCC) approved Mission Bay Coastal Access Study shall be automatically incorporated into the Mission Beach Precise Plan (LUP) as the required specific public access component for this segment. Present Plan policies shall be deleted, revised or supplemented in accordance with the CCC approved Study.

b. The following language shall be added to clarify two summary recommendations on page 63, Transportation Element, -- supplementary language has been underlined:

-- That directional signing and other traffic control devices be used to reduce the occurrence of beach user traffic on Mission Boulevard and direct beach users to public parking areas. <u>Improved informational signing shall be implemented to direct beach users to public parking and destinations to minimize traffic congestion</u>.

-- That the eventual reduction of parking on Mission Boulevard be considered when off-street parking within the community increases. <u>Any such reduction shall assure no net loss in available public parking spaces and replacement parking shall be provided in public parking lots within Mission Beach</u>.

c. The following minimum parking standards shall be required for residential and commercial developments:

-- Two spaces per dwelling unit, except in “R-S” subdistricts when duplexes are created by adding a unit onto an existing single-family unit where there is less than 34 feet of frontage, where the requirement shall be 1.5 spaces per dwelling unit.

-- Where lots are consolidated to permit larger residential structures, two spaces per dwelling unit should be required.

-- Access to parking should be via rear alleys to prevent curb cuts which reduce the amount of on-street parking.

-- One space per 500 sq. ft. of gross floor area for uses which are not direct community service establishments. Direct community service establishments shall be defined as all the City of San Diego's CN (Neighborhood Commercial) and CV (Commercial Visitor-Service) zones permitted uses with the exception of business and professional offices.

-- Hotels and motels without kitchen units shall provide 1.0 space per unit. Hotels and motels with kitchenettes shall provide the following parking: 1.0 space per standard studio unit; 1.5 spaces per one-bedroom unit and 2.0 spaces per two+ bedroom unit.

d. The 600 visitor parking spaces at Belmont Park shall be maintained through provision of nearby lots or parking structures.

FINDINGS FOR CERTIFICATION (IF MODIFIED)

The suggested policy language revisions cited above and the following findings shall be transmitted to the City of San Diego's Planning Director with an explanation that the intent of the proposed modifications is to provide guidance to the City in resubmitting the land use plan to the Coastal Commission and is not binding upon the City of San Diego. The suggested policy language revisions follow the same policy groupings as detailed in the preceding findings for denial of this LUP segment. References are made back to previous findings of conformity or conditional revisions.

The Commission finds and declares as follows:

1. Shoreline Access

As detailed in the findings for denial of the resubmitted Mission Beach LUP, based on the absence of a specific public access component, the prematurity and potentially adverse effects of certain land use policies for Mission Boulevard and the lack of any parking requirement for commercial offices, the access policies were found inconsistent with the Act since their result could impede public access to this segment's recreational resources. Although the Mission Beach segment may not be certified in the absence of the Coastal Access Study, which has been officially recognized as the required specific public access component for this and two other segments, the Precise Plan (LUP) does contain a transportation element which specifies parking standards, circulation improvements and necessary public works projects to enhance and facilitate public access. These basic policies have been excerpted from the plan and Access Study and consolidated herein as suggested modifications. The more innovative mechanisms addressing intercommunity access issues, such as a beach shuttle system, will still need to be resolved in the

Commission's deliberation on the Access Study with the Mission Bay segment with respect to certain circulation recommendations within the Precise Plan, the two regarding the elimination of public parking and the curtailment of beach user traffic along Mission Boulevard were problematic. However, with incorporation of the above suggested modifications, there will be no net loss in available public parking and only directional signing improvements will be utilized to improve, rather than decrease, traffic flows along this major access corridor. With regard to the last access issue, while there is not a substantial amount of commercial office space existing in the community, the adverse potential for commercial office development to usurp other high priority visitor-serving uses was considerable given the absence of any office parking standard. Although most commercial office developments will wish to provide a certain amount of parking for their clients or employees and certain small, community-oriented establishments such as doctor's/dentist's offices, real estate or travel services may be appropriate, the lack of specificity was unacceptable given the Commission's mandate to enhance and protect public access opportunities. With the inclusion of a commercial office parking standard, non-community-related office development will not be encouraged to locate in the area and such projects would have to provide on-site parking, thus mitigating its potential usurption of available public parking. With these considerations and modifications, the Commission finds the shoreline access policies of the resubmitted LUP consistent with applicable Coastal Act requirements. Additionally, the findings for denial on this policy group (pp. 7-9) in this staff report elaborate on the rationale justifying incorporation of the revised language into the plan. These findings are adopted and incorporated by reference as the Commission's findings for certification with modifications. All plan policies not previously discussed herein are deemed adequate and recommended for approval as drafted in the resubmitted land use plan.

2. Recreation and Visitor-Serving Facilities

With the non-certification of the Belmont Park site, the future development of the site will be deferred pending submittal of a detailed master plan to the Commission for its review and approval. Additionally, the findings for denial on this policy group (pp. 10-12) in the staff report further document the necessity for deferred certification. These findings are adopted and incorporated by reference as the Commission's findings for certification with modifications. All plan policies not previously discussed herein are deemed adequate and recommended for approval as drafted in the resubmitted land use plan.

SAN DIEGO COAST REGIONAL COMMISSION
6154 MISSION GORGE ROAD, SUITE 220
SAN DIEGO, CALIFORNIA 92120 — TEL. (714) 280-6992

April 11, 1980

CONDITIONS OF APPROVAL

LCP Land Use Plan — Mission Beach segment of the City of San Diego

MISSION BEACH PRECISE PLAN

Shoreline Access

1. In conjunction with development of the Comprehensive Access Component for the Mission Beach/Pacific Beach/Mission Bay area, the City shall evaluate all plan policies relating to the improvement or alteration of Mission Boulevard (including restriping to two lanes and removal from the 52-mile scenic drive system). The Comprehensive Access Component may include the same Mission Boulevard access and parking policies advocated in the plan, provided the City can demonstrate that the policies will serve to maximize public access to coastal recreational resources. Accordingly, Commission action on all plan policies effecting alterations to Mission Boulevard vehicular access and parking is hereby deferred pending Commission certification of the Comprehensive Access Component. The subsequent Commission-approved Comprehensive Access Component shall be automatically incorporated in the Mission Beach Precise Plan as the access policies for this segment of the City's Local Coastal Program.

2. The Comprehensive Access Component shall propose and prioritize access and parking projects suitable for inclusion in the Capital Improvements Program and shall include specific target dates for completion.

3. DELETED

4. DELETED

Recreation and Visitor-Serving Facilities

5. DELETED

6. Plan policy and land use designations shall redesignate the San Diego Place commercial district as residential.

7. A plan policy defining commercial recreation or visitor commercial uses shall be added as follows:

   Commercial recreation or visitor commercial uses are visitor-serving uses including: hotels and motels, establishments for food and beverage service, retail convenience sales, tourist-oriented specialty shops, personal services, recreation, entertainment and sports equipment rental.

8. The plan policy permitting neighborhood commercial uses in all commercial districts shall be modified as follows:

   That neighborhood commercial uses shall be permitted in all commercial ~~districts~~ recreation or visitor-commercial areas as a conditional use if the proposed use can be found to accommodate or enhance visitor use of coastal recreation areas.

9. The City shall submit to the Commission a detailed plan for use of the Belmont Park site. Certification of plan policies and land use designations for the Belmont Park site is hereby deferred pending Commission certification of said plan. Guidance to the City on preparation of said plan is presented below in finding F.

Housing

10. The City shall submit to the Commission a citywide coastal housing component. Certification of the housing policies of the land use plan for Mission Beach is hereby deferred pending Commission certification of said housing component. Said housing component shall address the need to protect, encourage and, where feasible, provide housing opportunities for persons of low- and moderate-income, in the context of both community-specific and citywide housing policies. Community-specific and/or citywide policies applicable to the community of Mission Beach shall include, but are not limited to, the following:

    (a) A policy to prohibit the demolition of existing rehabilitable units which provide low- or moderate-income housing opportunities unless comparable replacement housing will be provided. "

    (b) A condominium/cooperative conversion policy which addresses the need to protect the existing rental stock, or alternatively, to provide rental or ownership opportunities for persons of low and moderate income.

Diking, Dredging, Filling, Shoreline Structures and Hazards

11. The City shall submit to the Commission citywide beach maintenance and flood hazard policies. Certification of beach erosion, sand replenishment and hazards policies of the land use plan for Mission Beach is hereby deferred pending Commission certification of said beach maintenance and flood hazard policies.

    Said beach maintenance policy shall include considerations of beach sand erosion and replenishment throughout the City's jurisdiction. Existing City beach maintenance programs (including the General Plan Conservation Element) may be submitted to fulfill this condition

    Said flooding hazard policy shall include policies mitigating potential coastal flooding and tsunami hazards throughout the City's jurisdiction. The existing Seismic Safety, Safety, and Conservation Elements of the City's General Plan may be submitted to fulfill this condition.

Locating and Planning New Development

12. The policy calling for mini-park development of Place-ends shall be modified as follows:

    That the ends of Places and the school playground be developed into landscaped mini-parks ~~if and where possible~~ provided that such development shall not have any adverse effect on the availability of public parking or access to private parking.

Visual Resources and Social Communities

13. A plan policy shall be added as follows:

    Views to and along the shoreline from public areas shall be protected from blockage by development and/or vegetation.

14. The lot consolidation policies of the land use plan shall be amplified by the addition of the following:

    The maximum number of dwelling units per structure shall be four.

SAN DIEGO COAST REGIONAL COMMISSION
6154 MISSION GORGE ROAD, SUITE 220
SAN DIEGO, CALIFORNIA 92120 — TEL. (714) 280-6992

April 11, 1980

REVISED FINDINGS

Local Coastal Program for the Mission Beach segment of the City of San Diego

MISSION BEACH PRECISE PLAN and PLANNED DISTRICT ORDINANCE

Shoreline Access

A. A primary objective of the California Coastal Act of 1976 is the provision of maximum public access to shoreline recreation areas. To this end, the Act requires each LCP to include a specific public access component (PRC Sec. 30600 (a)).

During Commission consideration of separate geographic segmentation of Mission Beach it was determined that access issues in this community were inextricably meshed with access issues in neighboring Pacific Beach and Mission Bay Park. The commission found that for adequate consideration to be given, access issues in these segments, the three communities must be evaluated as one. Thus, the Commission required, as a condition of geographic segmentation of the three communities, the preparation of a Comprehensive Access Component which would constitute the required specific LCP access component in all three cases. Subsequently, the Commission approved the work program and finding for the Comprehensive Access Component and it is now being prepared by the City.

Because density and intensity of development is so closely related to access issues, it is logical to assume that none of the three affected land use plans could be considered by the Commission in advance of Access Component completion. However, the Commission found that, in the case of Mission Beach only, the land use plan could be evaluated for consistency with Coastal Act policies since the area is substantially built out to plan densities and since the City's plan had given a fair amount of attention to coastal access. The Commission finds, therefore, that the Precise Plan is properly before the commission in spite of the fact that the access component has yet to be completed.

Nonetheless, the fact remains that the land use plan cannot be certified in the absence of a specific access component. In keeping with that requirement, condition 1 withholds final certification of several access policies of the Precise Plan until the Commission has considered and approved the Comprehensive Access Component. While several Precise Plan access policies (widening of Ocean Front and Bayside Walks, development of pedestrian and bikeway linkages and development of shuttle services) demonstrate patent conformity with the Coastal Act public access policies, other Precise Plan policies, namely those related to alterations of Mission Blvd., will benefit from re-evaluation and consideration as part of the total access picture for the tri-community area. It is premature to certify major circulation system changes when completion of the Comprehensive

Access Component is a matter of two or three months away. This is not to say that the Mission Blvd. alterations advocated in the Precise Plan would not ultimately be found to comply with the Commission's access policies, but rather that the Comprehensive Access Component is the proper place to propose and evaluate any policy which alters the primary circulation system of the study area.

B. In an urban beach community such as Mission Beach, the major-constraints on access to the beach are traffic congestion, the availability of alternative modes of transportation and the availability of parking spaces. The first two constraints will be dealt with in the Comprehensive Access Component. The availability of public parking spaces in Mission Beach has long been a major concern of the Commission in its review of development permits for the area. The lack of on-street or other parking opportunities for beach users during the summer season is particularly severe. This shortage is due largely to the inadequate supply of on-site parking for residential developments, particularly the older units. Because many residents cannot park on their premises, they store vehicles and boats on nearby public streets or public parking lots thereby usurping a significant amount of public parking space for resident use which might otherwise be used by beach visitors. The best way to combat the diversion of resident parking to streets and parking lots is to require each development to accommodate the parking demand it generates on-site. The Precise Plan parking policy does this with one exception--it exempts duplex development from the requirement to provide adequate on-site parking. This special parking treatment for duplex development is warranted for two reasons: first, the width of the lots (30 feet) will only accommodate three cars abreast; and second, it reflects an established development pattern, preserving the status quo. Parking congestion is a fact of life in Mission. Beach. Increasing existing parking requirements incrementally would do little, if anything, to ameliorate the situation. The solution to parking problems here lies in a diminished dependence on the automobile. Few coastal zone residents will have a greater incentive to accomplish that than those of Mission Beach.

The Precise Plan contains no parking requirement for commercial development other than hotel/motel. The Commission believes that Mission Beach presents somewhat a special case qualifying for deviation from its typical commercial parking requirement. Specifically, the Commission finds that most retail service commercial developments existing or likely to locate in the Mission Beach community either serve the residents and/or visitors who are within walking distance or, in the case of many food and beverage service establishments, have nighttime peak service periods which do not coincide with peak periods of beach use. Consequently, because most patrons of these commercial establishments are either already in the near vicinity or are not competing with beach users for parking spaces, the need to require the provision of parking for these uses is significantly diminished if not eliminated.

In this near-beach setting, office-commercial developments should have an obligation to provide off-street parking for employees and clients in order that public parking for beach users is not usurped. However, there is little office-commercial development existing in the community, and high land costs make it unlikely that a significant increase in office space will occur. One reason office commercial uses do not tend to locate in Mission

Beach is the severe lack of parking. Hence, in this case, the problem contributes to the solution. To be successful, new office development will tend to provide off-street parking, even absent a requirement to do so. Parking issues are required to be considered in preparation of the Comprehensive Access Component. If it is determined through that analysis that a parking requirement for office-commercial development in Mission Beach is desirable in order to enhance beach access, there will be a further opportunity for the Commission to deal with that issue when the access component is submitted.

Recreation and Visitor-Serving Facilities

C. Condition 6 redesignates the San Diego Place commercial district as residential. This action legitimizes the new residential development constructed on the site pursuant to permits issued by both the City of San Diego and the Commission.

D. Plan policies do not specifically indicate the kinds of uses allowed in the commercial-recreation or visitor-commercial areas other than to say hotel/motel uses are permitted only in those areas. Condition 7 requires that visitor-commercial uses be defined as a matter of plan policy in order to clarify the tasks of developing and reviewing the implementation ordinances. Coastal Act policy emphasis on the importance of providing for visitor-serving uses dictates this requirement.

   Due to the special character of Mission Beach, certain traditionally neighborhood commercial (NC) uses may be found to be visitor-serving uses as well. Precise Plan policy permits any NC use in any commercial district, including visitor-commercial districts. Because summer vacationers in Mission Beach essentially take up temporary residence for a week or more, they have many of the same requirements as permanent residents. Consequently, the Commission agrees that many NC uses could be appropriately located in visitor-commercial districts; however, the permitting authority should first ascertain that the proposed use does not detract from the visitor-serving nature of the visitor-commercial district. Hence, the requirement in Condition 8 for a conditional use permit for NC uses in visitor-commercial designated areas.

E. The plan establishes a major neighborhood commercial district at Santa Clara Place extending west to Ocean Front Walk and along both sides of Santa Clara Place nearly its entire length. Santa Clara place is perpendicular to Mission Blvd. and terminates at Santa Clara Point in Mission Bay Park. Recreational facilities situated on the point include a landscaped park, sandy beach, boat launch ramp, two boat houses (public and institutional sailing instruction) and a recreation center. Because of their proximity to the public recreation facilities on Santa Clara Point, lots fronting Santa Clara Place between Mission Blvd. and the park boundary are highly suited for visitor-serving uses. In addition, the ocean front parcels in the Santa Clara NC district between Ocean Front Walk and Strandway are well suited for visitor-serving uses. But because the neighborhood commercial (NC) designation permits all traditional visitor-serving uses, except hotel/motel, those high priority uses will not be precluded from these vital areas so close to beach recreation facilities. Furthermore, proximity to recreation areas enhances the attractiveness of these areas for uses which would cater to beach users, rather naturally inhibiting the locating here of any non-beach-related service establishments otherwise compatible with NC designations. In addition, the small lot sizes in these areas

make economic hotel/motel development unlikely. However, many residential developments, allowable in the NC zone tend to be converted to resort rentals during the summer, thereby becoming seasonal visitor accommodations in their own right. The Commission finds that this phenomenon, along with normal market functions, will ultimately result in the appropriate visitor-serving uses locating in these two areas as the existing uses are recycled. Therefore, there is no need to mandate visitor-commercial uses here through a specific and different land use designation beyond the neighborhood-commercial category set forth in the Precise Plan.

F. Precise Plan policies regarding the Belmont Park site are virtually non-existent. The only positive policy regarding Belmont Park calls for retention of the Plunge. The Commission takes no issue with this policy, rather the Commission finds that this single policy is inadequate to indicate the kinds and intensity of uses to be permitted on the site.

   Belmont amusement park was built in 1925 as a stimulus for real estate sales, then granted to the City upon the death of the developer. The City then leased out the park for operation by private interests. As of plan publication (1974) the amusement park was a successful operation. Mindful of the imminent expiration of the lease, the plan text calls for careful consideration of future uses on the site due to its proximity to the ocean and bay. However, the plan text and policy make no recommendations for the site, save that any extension of the lease should be conditioned upon upgrading of the facility. Since plan adoption, the lease has expired and the City has demanded that the lessee demolish the roller coaster. Approval for demolition was granted by the Regional Commission and appealed to the State Commission where action has been delayed pending investigation of the feasibility and means of restoration and/or reuse by the lessee and interested citizens. The plan calls the roller coaster a “Mission Beach Landmark.” In fact, the Belmont Park site and the roller coaster are designated state and national historic resources.

   The National Trust for Historic Preservation has just awarded a grant, which will be matched by the owner, to study the feasibility of restoration or reuse of the roller coaster. On the other hand, the City Parks Department is preparing a development plan for the site which eliminates the roller coaster and similar amusement facilities (such as the carousel which was until recently located on the site). There is considerable sentiment in the community, and in the region, on both sides of the roller coaster demolition issue. Since adequate indication of the kinds and intensity of use of the Belmont Park site is lacking in the Precise Plan and because at least two different development studies are in progress, the Commission finds it premature to certify the land use plan for this site. Accordingly, the City is directed in Condition 9, to submit for commission review, a detailed plan prior to final certification of the site.

Housing

G. The plan establishes a goal of promoting an economically balanced community and contains numerous policies calling for the development of some large “family” units and lower income units, the rehabilitation of substandard units, and the establishment of an affirmative action program to heighten public and developer awareness of housing and subsidy programs. On a less active level, the plan recommends study and evaluation of

subsidy and rehabilitation programs; assessment practices and incentive programs. A blanket density of 36 dwelling units per acre is recommended for the entire planning area.

Although they lack specificity with respect to the amount and kind of low/moderate-income housing opportunities to be protected and provided, the housing goals and policies of the plan are basically consistent with the Coastal Act Policy 30213. Positive policies are not presented regarding the means of meeting low/moderate-income housing demands. Such policies should be developed based on current unmet and projected demand within the community. Methods to protect existing and provide new low/moderate-income housing opportunities include: regulation of condominium conversions to ensure an adequate quantity of rental units and the provision of low-cost units; regulation of demolition and rehabilitation incentives to inhibit the loss of existing housing stock and inclusionary policies sufficient to meet the demand. Such methods of providing and protecting low/moderate-income housing opportunities are currently being evaluated by the City as part of the Housing Element revision mandated by the Department of Housing and Community Development (HCD). Since the level of detail of the present Plan policies and General Plan Housing Element policies is inadequate to assure protection and provision of low/moderate-income housing opportunities, and to provide consistency with the Commission review of other City LCP segments, Condition 10 delays final certification of the housing policies of the Precise Plan pending Commission review and approval of a citywide coastal housing component.

Water and Marine Resources

H. At the time of issue identification, there was regional concern regarding potential adverse impacts to Marine resources resulting from a federal government proposal to sell leases for oil exploration on several tracts off the San Diego coast. Those tracts have since been deleted from the lease sale so the urgency of dealing with potential impacts has passed. There are no guarantees, of course, that the tracts will not be offered again; however, at such time as that occurs, there are numerous mechanisms available for dealing with the impacts on a region-wide basis. Therefore, the Commission finds that the omission in the Precise Plan of any policy addressing the impact of offshore oil exploration and drilling is not of major concern.

Diking, Dredging, Filling, Shoreline Structures and Hazards

I. Concern for both storm flooding and erosion of the splendid and protective sandy ocean beach in this community was raised during the issue identification stage of the LCP process. No Precise Plan policies address the need to manage the beach sand resource. Plan policies do address the need to provide adequate storm drainage in this low-lying beachfront area; however, these policies do not address the hazards of flooding from seismic-induced wave and high storm wave wash-over. Maintenance of the wide sand beach would both protect the recreational resource and ensure to some degree against wave attack. Unquestionably beach erosion and flood hazard policies are requisite policies for an LCP to adequately address the recreational access, erosion and hazard policies of the Coastal Act (PRC Secs. 30210, 30220, 30221 and 30253). Such policies are most properly developed.

Development of a plan to satisfy this condition shall, in respect for the recognized landmark status and the contribution to special community character of the roller coaster, consider reuse or restoration of the roller coaster, if feasible. Coastal Act policies 30251 and 30253 provide guidance in this regard, to wit:

> The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting. (PRC Sec. 30251); and
>
> New development shall:...
>
> (5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses. (PRC Sec. 30253 (5)).

"Highly scenic areas" include historical districts designated by cities and counties (LCP Manual, p. II-38). "Special communities and neighborhoods" include (1.) areas characterized by a particular cultural, historical, or architectural heritage that is distinctive in the coastal zone; (2.) areas presently recognized as important visitor destination centers on the coastline; (3.) areas with limited automobile traffic that provide opportunities for pedestrian and bicycle access for visitors to the coast; and (4.) areas that add to the visual attractiveness of the coast. (LCP Manual, p. II-37)

Additional direction for plan development is provided in Coastal Act Policy 30221 which states that "Oceanfront lands suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area." While public recreational facilities include most traditional park uses, "commercial recreational" facilities are defined as facilities serving recreational needs but operated for private profit (e.g. riding stable, chartered fishing boats, tourist attractions and amusement or marine parks) (LCP Manual, p. II-6) for a large physiographic area then applied to local circumstance. In Condition 11, the City is required to submit such policies to the Commission. The Commission recognizes that the City has long been in the business of beach maintenance and safety, and therefore encourages the City to submit its existing beach maintenance and flood hazards policies in the expectation that they may be sufficient to fill the void in the Precise Plan policies. The Commission notes that permitting City submittal of existing beach maintenance and flood hazard policies in fulfillment of this condition does not constitute prior Commission certification or endorsement of those policies. Like all LCP policies, the standard for review for beach maintenance and flood hazard policies will be Coastal Act policies.

Locating and Planning New Development

J. Provided adequate public transportation alternatives are identified and scheduled for implementation in the Comprehensive Access Component, and provided parking requirements, as modified by Conditions 3 and 4 are adhered to, the plan policy establishing a blanket, residential density ceiling of 36 dwelling units per acre is determined to conform to both the permit-approval record of the Commission and the access and concentration of development policies of the Coastal Act (PRC Secs. 30210 and 30250 (a)).

K. Condition 12 requires that mini-park development of Place-ends shall be limited to those situations where the availability of public parking opportunities and/or access to private parking would not be adversely affected. This is in recognition of the severe parking congestion already existing in this community and is amply supported by the emphasis in Coastal Act goals, objectives and policies on the provision of maximum public access to coastal recreational opportunities. To be sure, park development is desirable but not, in the Commission's view, at the expense of access. The Mission Beach community has immediate proximity to abundant park land along 90 percent of its perimeter. The provision of adequate public access to beaches through the availability of public parking space has a higher priority here than the provision of postage-stamp parks to which non-beach-related recreation might be diverted.

Visual Resources and Special Communities

L. In recognizing coastal scenic and visual qualities as important public resources, the Coastal Act requires the protection of public views to and along the coast, and requires new development to be sited and designed to be visually compatible with the character of surrounding areas and to enhance visually degraded areas. (Sec. 30251) In addition, new development must protect special communities, which, due to their unique characteristics, are popular visitor destinations (Sec. 30253).

The plan has numerous policies relating to the preservation and enhancement of the visual qualities of the community. Included are policies relating to height (35 feet —superseded by the 30-ft. limitation of Proposition C) and bulk of new development (lot coverage — 65 percent, floor area ratio — 1.0 for residential, 2.0 for commercial), size of yards (large enough for penetration of light and air), quantity of landscaping (20 percent for residential, 10 percent for commercial), and storage of trash (out of public view). Other policies call for the development of specific sign criteria and landscaping and design criteria for both private and public spaces and for undergrounding of utilities. All of these policies conform to Coastal Act policies governing protection and enhancement of scenic coastal resources.

Not present in Precise Plan policies is a policy protecting public views to and along the coast as required under PRC Section 30251. Condition 13 corrects this deficiency by adding to the Precise Plan a policy requiring public view protection.

Several Precise Plan policies address the consolidation of lots for new development. These policies permit the consolidation of any number of lots up to a maximum which would be bounded by two adjacent north-south streets and two adjacent east-west places. This could conceivably involve the consolidation of 18 or more lots and closure of a pedestrian accessway. Such development not only has adverse implications for pedestrian beach access, but also could result in development excessively out of scale with the established physical character of the community. The plan policies do not elaborate upon criteria for lot consolidation; however, the Planned District Ordinance submitted along with the plan as the implementing device limits the number of units in any residential structure to four. In combination with the lot coverage, floor area ratio, height, setback, landscape coverage and pedestrian court requirements set forth in other plan policies, as well as in the ordinance, the four-unit per structure limit effectively mitigates any concerns the Commission may have had regarding the lot consolidation policies of the plan. Conversations with planning group members and City staff indicate that the four-unit per structure limit in the ordinance was envisioned during plan preparation. Accordingly, its required inclusion as a plan policy (Condition 14) clarifies for the record the plan intent at the same time as it satisfies initial Commission concerns.

Rejection of the Implementing Ordinance

Where LCP implementing ordinances are concerned, the Commission's purview is limited to the adequacy of the ordinances to implement the certified land use plan portion of the LCP. In other words, the Regional Commission or Commission may reject zoning ordinances or zoning district maps only "on the grounds that they do not conform with, or are inadequate to carry out, the provisions of the certified land use plan." (Sec. 305l3 (a)).

The purpose of the implementing ordinances of an LCP is to translate the LCP land use plan policies and land use designations into understandable and enforceable regulations. To be found adequate, an ordinance must promote consistent interpretation and act as an accurate guide to all users—property owners and developers as well as decision makers. It must contain a clear statement of purpose or intent indicating, and if necessary restating, access and resource protection policies which the ordinance is intended to carry out. It must define all terms, including key Coastal Act terms such as "development." It must detail circumstances under which variances and conditional uses are permitted, including a requirement for appropriate findings. It must set forth notification, permit review, hearing and appeal procedures. And it must stand alone as a regulatory document without frequent, confusing cross-referencing to other city code sections. All these substantive requirements are to varying degrees lacking in the Planned District Ordinance, contributing to the Commission's determination that the PDO is inadequate to carry out the provisions of the land use plan.

Too, a number of conditions are imposed upon the City as requirements for land use plan certification. Because these conditions were not part of the City's original Precise Plan, they of course are not specifically implemented by the ordinance. In the cases of simple policy additions, deletions or modifications required by the conditions, correspondingly simple changes to the PDO will resolve inadequacies. In cases where additional

information is required for final land use plan certification, a determination of adequacy of the implementing actions—be they the PDO, a revised citywide housing ordinance, the Capital Improvement Program, the creation of parking or transportation assessment districts, the City's beach management practices, a park improvement plan or whatever—will depend upon prior Commission review and approval of the required additional information. Naturally, because these necessary elements of the land use plan (the housing component, access component, etc.) are not presently part of the plan; the implementing ordinances cannot be found to adequately conform to them. .

The basis of the Commission's rejection of the PDO as the implementing action for the Mission Beach Precise Plan then is twofold: (a) serious deficiencies in the ordinance limit its effectiveness as a regulatory document which will promote consistent interpretation by all users rendering it inadequate to carry out the provisions of the plan; and (b) due in large part to conditions imposed by the Commission, the PDO does not conform with and is not adequate to carry out the provisions of the conditioned land use plan.

The City is encouraged to revise the PDO in response to the concerns stated herein, in consultation with the Commission staff, and to resubmit the PDO as soon as possible for Commission review and certification. The City should avail itself of guidance set forth in the LCP manual and the Commission's post-certification regulations in the process of revising the PDO.

Appendix C

Progress Guide and General Plan:
Conservation Element, Public Facilities,
Services and Safety Element

The Ocean Edge of San Diego
City of San Diego Planning Department, July 1969
Conclusions and Recommendations

Regional Planning Report on Shoreline Erosion
Comprehensive Planning Organization
Agenda Report No. R-52

Beaches and Shoreline

The nearly twenty miles of San Diego's shoreline must be given a top rank among the City's most valuable assets.

Although constituting but a small fraction of the approximately 20,000 miles of ocean shoreline within the continental United States, the local shoreline is outstanding because of the uniformly high quality of its sandy beaches. In addition, such beaches in combination with a Mediterranean-type climate are found in few other areas of the world, much less in the United States. Sandy beaches and cliffs are the two dominant elements of the City shoreline. Mission Beach is an example of fine sandy beach, devoid of rocks or obstructions. The La Jolla Coves area is the other extreme, cliffs ascending directly from the water. There are also cliffs with beach, such as Torrey Pines Reserve; and other areas have pebbly or sandy beaches in small indentations in the cliffs, such as Bird Rock and Sunset Cliffs. In all, nearly 60 percent of the City's shoreline is beach, with 87 percent of the shoreline in public or semi-public ownership. In view of the heavy use, both recreational and research, that both beach and non-beach shoreline receive, it is obviously desirable that additional shoreline be acquired as opportunities present themselves.

The State Public Outdoor Recreation Commission recommends that the major portion of California's coast should be permanently available for public use. The California Coastal Act of 1976 responds to the public concern for protecting and enhancing coastal resources and directs local governments to prepare local coastal programs in accordance with the Act's policies. The policies of the Act, which must be followed in local coastal program, are designed to guide development in the coastal areas, beach and lagoon resource management, and conservation of the unique qualities and nature of the coast.

Erosion

As with landforms everywhere, San Diego's are under constant attack from forces of erosion. While most such forces are natural in origin, they receive increasing assistance from man's activities. Natural forces include heat and cold, the chemical and scouring action of water, wind and tides, and the combined action of wind and water at the shoreline. Human interference includes improper grading, destruction of ground covers, dams and concrete stream channels, ocean jetties and breakwaters along the coast. Though hillsides and slopes are naturally in constant downward motion, and this movement of sand and rock material is desirable to maintain beaches, extreme and localized erosion of slopes is not desirable. Development often results in removal of the natural plant cover and root systems and cutting into easily eroded, sterile, underlying material which cannot support subsequent growth. Not only does this process allow excessive erosion of the exposed earth, but also resultant changes in groundwater levels can dissolve the natural soil, cementing agents and produce even further destruction of both the eroding area and the downstream areas. The eroding and depositing of shoreline beaches is also a continuing physiographic process. Whether growth

or recession will occur in any given place depends on a number of interrelated factors, including the amount of available beach sand and the location of its source. Since streams and rivers are by far the most important source of sand, any change in their flow (as from damming or channeling) can permit erosion to prevail. Because of a significant diminution of the sand sources which rebuild them, many local beaches are now being eroded and are threatened with extinction. Groins and other projections from the shoreline also obstruct the natural movements of sand along the water's edge. In addition, where beaches have eroded, the cliffs are then left exposed to surf and wave action and there occurs a continuing recession of cliffs and bluffs. Sunset Cliffs, for example, has receded as much as one and a half feet per year in some locations.

FINDINGS

Disaster Preparedness - San Diego Emergency Plan

Pursuant to the authority conveyed by the California Emergency Services Act, the City Council enacted the Emergency Services Ordinance in February, 1974. The ordinance created the City of San Diego Disaster Council who was charged with developing and recommending for City Council adoption an emergency plan for the City. The plan provides for the effective mobilization of all the resources of the City, both public and private, to meet any condition constituting a local emergency and provide for the organization, powers and duties, services and staff of the emergency organization. The San Diego Emergency Plan was adopted by the City Council in June 1974. The purpose of the plan is to:

- Provide a basis for the conduct and coordination and the management of critical resources during emergencies.
- Establish a mutual understanding of the authority, responsibilities, functions and operation of civil government in the City of San Diego during an emergency.
- Provide a basis for incorporating into the City Emergency Organization those nongovernmental agencies and organizations having resources necessary to meet foreseeable emergency requirements.

Essentially, the Emergency Plan sets forth operational concepts and schedules for both peacetime and wartime emergencies; defines the organizational structure that becomes operative during emergencies; and assigns tasks and responsibilities to each of the units of the emergency organization. The plan becomes effective under any of the following conditions:

- When a State of War Emergency exists.
- When the governor has proclaimed a State of Emergency in an area including this City.
- On the order of the mayor or the director of emergency services, provided that the existence or threatened existence of a local emergency has been proclaimed in accordance with the provisions of the City's Emergency Services Ordinance.

The Unified San Diego County Emergency Services Organization functions as the organizational vehicle in the local operational area. It was created by joint powers agreement among the County of San Diego and the thirteen cities in order that the members of USDCESO may act in concert during an emergency, their respective plans are standardized in such key subject areas as: concept of operations; responsibilities; organizational structure; and terminology.

GOALS

- Reduction of disruptions in the delivery of vital public and private services during and following disasters.
- Prompt and efficient restoration of normal City functions and activities following disasters.

RECOMMENDATIONS

- In areas of very high hazard potential, preclude new development if possible; if not, limit improvements to those which pose the least threat to life and property.
- In conjunction with the Unified County Emergency Service Organization, undertake a public information program to create and sustain awareness of local disaster plans and to foster positive community response and cooperation in emergencies.

Tsunamis and Seiches

A tsunami is a sea wave generated by a submarine earthquake, landslide, or volcanic action. A major tsunami from either of the latter two events is considered to be remote for the San Diego area. However, submarine earthquakes are common along the edge of the Pacific Ocean, and all of the Pacific coastal areas are therefore exposed to the potential hazard of tsunamis to a greater or lesser degree. Tsunamis travel across the oceans as powerful, long but low waves typically more than 100 miles long, and only one to two feet high. Traveling at velocities of 300 to 400 miles per hour in the Pacific, such waves in the open cause no problems. However, as the tsunami waves approach the coastline, they are affected by shallow bottom topography and the configuration of the coastline, which transforms them into high and potentially devastating waves. Even if large waves do not occur, strong currents (as fast as 40 feet per second) can cause extensive coastal damage. Because of the width of the continental shelf extending offshore from San Diego, it is believed that tsunamis of distant origin are necessarily too weakened upon their arrival in these waters to wreak more than minimal damage. Moreover, based on current information, any movements along San Diego's offshore fault system are expected to be primarily horizontal. Since the most damaging tsunamis are usually associated with vertical tectonic displacements, it is questionable whether a significant tsunami could be experienced locally.

A seiche is an earthquake-induced wave in a confined body of water, such as a lake, reservoir, or bay. Resulting oscillations could cause waves up to tens of feet high, which in turn could cause extensive damage along the shoreline. The most serious consequence of a seiche would be the overtopping and failure of a dam. Present data precludes the determination of the probability of damaging seiches within the City of San Diego.

THE OCEAN EDGE OF SAN DIEGO

Appendix C

The report on the "The Ocean Edge of San Diego" makes the following recommendations, which are still viable relative to sand preservation and replenishment:

CONCLUSIONS AND RECOMMENDATIONS

Summary and Conclusions

The ocean beaches and other shoreline areas within the City of San Diego clearly constitute a unique and valuable resource. However, as with most other physical assets, these are subject to wasting and loss that can greatly diminish their value. Not only are the shoreline areas physically limited, but they are also exposed to natural erosive forces that wash away the sand from the beaches and cut back the abutting bluffs and cliffs. But these forces notwithstanding, demands on San Diego's ocean shoreline are increasing rapidly. During the past fiscal year attendance at the City's beaches rose to 5.6 million, while uncounted numbers visited other parts of the shoreline—the scenic overlooks, cliffs, rocky beaches and tide pools. By 1990 it is anticipated that total beach attendance will approach or slightly exceed twelve million per year. On the basis of a standard of 100 feet of sandy beach area per user, there would then be a space deficiency during peak periods equivalent to that needed by 14,100 persons.

It is with this background setting in mind that serious consideration must be focused upon the future use of the shoreline within the City. The value and potential of the entire shoreline must be recognized and steps taken to preserve and enhance this major feature of San Diego's identity. The question is, how can this best be accomplished? The answer does not seem to lie in the direction of acquiring the remaining private beaches in the City because the amount of such beach area is scarcely significant in terms of the legal, financial and developmental problems involved. Consequently, other approaches must be explored in order to maximize the use of San Diego's beaches and other shoreline areas. "Maximizing" encompasses the provision of parking and other needed facilities at existing beaches, the preservation of those shoreline areas possessing unique marine biota, and the formation of new or expanded beaches where it is reasonable, from an ecological standpoint, to do so. The expenditures package proposed in this report would offer a systematic approach to keeping up with the projected demand and maximizing the use of San Diego's shoreline. It is an extensive program that would result in increasing peak practical beach capacity from approximately 20,500 to 62,800 users (see Table 7). It would also provide a variety of other features such as vantage points and attractive walkways, and would preserve selected areas with unique natural characteristics.

The 22 millions of dollars proposed to be spent between now and 1990 would necessitate a doubling of the current rate of capital expenditure for beach and other shoreline purposes. There are, however, several methods of financing this large amount of money that should be considered. First of all, new policies and procedures for user charges, especially for parking purposes, might defray maintenance and operating costs and perhaps help amortize the

capital investment in these facilities. Secondly, since a significant number of beach and shoreline visitors are non-residents, other methods of financing could be considered, including the utilization of City transient occupancy revenues. However, it is probably the more conventional sources of capital improvement funding that will bear the principal burden of underwriting projected beach and other shoreline improvements.

To be sure, the cost of the program proposed will be great. But it must be realized that a timid, too little and too late approach in the present, necessarily followed by a massive crash program in the future, will surely prove incalculably more expensive.

Recommendations

In view of the basic conclusion that significantly more beach and shoreline recreational capacity will be required by 1990, it is imperative that recommendations be made concerning approaches to meeting that need. These recommendations can be logically grouped under three major headings—Maintaining Supply, Maximizing Usage and Financing Improvements.

Maintaining Supply

- In order to provide reliable data concerning the rate of erosion and to permit remedial measures to be instituted promptly when and where indicated, initiate a program of beach erosion monitoring;
- In view of the seriousness of beach erosion, give full support to floodplain policies and proposals that would promote rather than inhibit river sand replenishment of the shoreline;
- In order to minimize further shoreline erosion, study carefully all public and private development proposals within the littoral drift zone that are subject to City review;
- Working through the League of California Cities, seek state subsidization of studies designed to test and evaluate the perched beach concept as a means of preserving and expanding beaches along the California coastline;
- Recognize pollution, whether chemical or thermal, as a potentially serious problem that must be constantly guarded against and, in this connection, support fully the efforts of the San Diego Regional Water Quality Control Board;
- Initiate and publicize a program encouraging land donations in the beach areas, with said land donations to be used for recreational purposes.

Maximizing Usage

- Limit the use of public sandy beaches to recreational purposes only, unless there are special circumstances that clearly render such recreational usage inadvisable, or there are acceptable substitute areas that can be provided;
- Designate those high quality intertidal areas shown in Appendix N for appropriate preserve status;

- Support State Department of Parks and Recreation efforts to expand offshore preserves near the Scripps Institution of Oceanography and to create an underwater park from La Jolla Cove north to the Sorrento Slough, provided that such actions do not preclude recreational usage of the beach and surf areas;
- Provide better transportation to beach areas and experiment with short-haul shuttle bus or tram service in the vicinity of the beaches.
- Provide better public transportation to beach areas, particularly from those neighborhoods and communities that have a high proportion of low-income residents;
- Give strong consideration to the visual appearance of the beaches and other shoreline areas, and to that end direct that all public improvements be designed and constructed so as to enhance the aesthetic qualities of the shoreline;
- Give consideration to the innovative proposals of the Beach and Shoreline Study Committee presented near the end of this chapter, as well as to other such proposals that may be forthcoming in the future.

Financing Improvements

- Recognize that San Diego City beaches are regional resources and secure agreement with San Diego County to conduct a joint beach and shoreline study that would incorporate the findings and recommendations of this report and establish an equitable formula for sharing the cost of financing capital improvements and maintaining City beaches and other shoreline facilities;
- After the City’s share of financing the cost of improving and maintaining City beaches and shoreline facilities has been determined by the joint City-County study, instruct the Park and Recreation Board to formulate, along with City staff, a specific program for funding the expenditure package presented and the increased maintenance and operational costs associated with it;
- Establish policies for charging admission to proposed parking lots and structures serving beaches, and investigate other methods of obtaining revenue from beach users;
- Direct that the capital improvements program be set up in such a manner that it would give prime consideration to the projects in the shoreline package, and present these projects in a special section of the program's annual publication.

Innovative Proposals

In addition to the recommendations presented above, there were many meritorious ideas and proposals relating to the shoreline and its use suggested by the Beach and Shoreline Committee or derived through research. Since it was not within the scope of this study to undertake detailed analyses of these various proposals, they are being recorded here in the hope that they will be fully considered and evaluated at an opportune future time. The order of listing bears no special significance.

1. **Maximizing Use of Wide Beaches**

   San Diego has some beach areas that are extremely wide. In order to better utilize the sandy areas farthest from the ocean, it has been suggested that wide, sandy beaches be graded with a gradual slope toward the water. Such graduation would give users of the rearward beach areas a better view of the water and beach activity in general. Hopefully, many people who visit the beach for sunbathing or "people watching" would not take up space near the water—space which is more advantageously used by swimmers and surfers.

2. **Maximizing Use of Beaches During the Winter**

   It was suggested that there would be greater use of the beach for picnics, beach parties and general relaxation during the cooler months if some protection could be afforded from the westerly winds. This could be accomplished by the use of portable windbreaks consisting of a frame, anchors and translucent shielding materials. These windbreaks would, of course, be removed for the summer.

3. **Observation Areas**

   Scenic overlook areas should be equipped with gazebo-like structures that would enhance viewing pleasures the year around. These structures could be fitted with glass or clear plastic panels with exterior self-cleaning devices. Inside would be benches, push-button activated recordings with messages describing observable features and telescopes for long distance viewing.

4. **Underwater Observation**

   Below the surface of the water a unique feature for the observation of marine life would be a large tube with viewing portholes. Access could be by foot from a shoreline entry. Spectators would then move through the length of the tube or tunnel and exit via stairs to the surface. This innovation would be most interesting in areas abounding with a rich variety of marine flora and fauna.

   A variation of the above viewer tunnel would be a system of "cable cars" or "sea capsules." While conceivably more expensive than the tube, the cars could be connected to a powered cable and thereby be movable to various depths and places along the sea floor immediately offshore. The viewers would be seated in the car (similar to a diving bell) for the duration of the tour. While this would serve as a popular tourist attraction, it could also be used for educational purposes by San Diego's schools and colleges.

5. **Ocean Strip Park**

   The suggestion was made to acquire, for park purposes, a strip of land 250-300 feet wide adjacent to the ocean along the entire length of San Diego's coast. The acquisition program would extend over a period of years and could conceivably be facilitated by voluntary donations of land through estates or by use of tax incentive techniques.

6. Tidepool Protection

In order to protect valuable tidepool areas from being trampled, pilfered, or disturbed by observers, it has been suggested that large decks or catwalks be constructed that would be attached to hydraulically powered booms. This assembly would rise up from recessed sites along the shoreline and lower down to the intertidal area during periods of low tide. People would thus be enabled to move about and observe marine life without disturbing it. Another approach would be to use closed circuit television to display marine life on a screen to a large audience in the theater-type setting. The camera could be operated by a ranger walking within the intertidal area when the tide is low or swimming with SCUBA gear when the tide is high.

7. Surfing Areas

In order to accommodate the increasing demand for good surfing areas caused by the growing popularity of the sport, methods of creating better surf conditions in appropriate locations should be explored. One such method, the construction of artificial underwater surfing reefs, might be included in perched beach design studies to determine the feasibility of a multiple purpose structure.

A FINAL THOUGHT

Maximizing the beneficial usage of San Diego's shoreline is a formidable but manifestly vital undertaking. Implementation of this report's recommendations and consideration of the foregoing innovative proposals would indeed constitute an advance of impressive proportions. However, persistent and sustained efforts will be demanded in the years ahead to successfully surmount the needs and problems already identified as well as those others likely to emerge. But although the task is recognizably an awesome one, the opportunity afforded San Diegans to continue their enjoyment of a truly magnificent resource must be seen as of infinitely greater magnitude.

In order to properly develop implementation techniques and ordinances designed to reinforce the goals and objectives of the precise plan in relation to the specificity required by the Coastal Act Local Coastal Program, the following information and implementation techniques are proposed in addition to the policies contained in the City's General Plan and "The Ocean Edge of San Diego" report.

1. Sand replenishment is a regional problem, and any effective long-range management program should be directed and implemented on the basis of regional studies and policies. Additionally, sand replenishment activities involve other government agencies at the national, state and local levels. These agencies' activities should be coordinated under a common plan.

2. A beach erosion monitoring program should be initiated at the regional level to provide reliable data concerning the rate of erosion and to permit remedial measures to be instituted promptly when and where indicated.

3. A sand replenishment program should be instituted for San Diego shoreline and particularly the Pacific Beach/Mission Beach/Mission Bay beaches based on the findings of the sand replenishment regional study and the beach erosion monitoring program also to be done at the regional level. (See C.P.O. Regional Beach Erosion Work Program attached.)

4. Sand replenishment of beaches should be coordinated with future dredging projects and should be narrow in scope. Selective dredging action should provide the proper mitigating measures to protect environmentally sensitive habitat areas, i.e. eelgrass, etc., from impacts of the dredging activity and allow grasses to grow back into smaller dredged areas. When dredging activities are not found available within the coastal area and if a replenishment need is found necessary, alternative sources of sand should be considered, such as sand extraction from riverbeds inland being trucked to beaches, etc. Physical methods of touching sand as it moves south due to lateral drift should be very carefully studied prior to implementation. In all cases provision should be made for temporary measures in order to be able to study their impact and experiment on-site prior to final development and implementation of such problems.

REGIONAL PLANNING REPORT ON SHORELINE EROSION

Prepared for the
Comprehensive Planning Organization
of the San Diego Region

C. H. Fisher, Los Angeles District, Corps of Engineers
D. Frautschy, Scripps Institution of Oceanography
J. S. Habel, California Department of Boating and Waterways
O. T. Magoon, South Pacific Division, Corps of Engineers
R. J. Seymour, California Department of Boating and Waterways
L. T. Tobin, California Coastal Commission

EXECUTIVE SUMMARY

The report assesses the condition of the county shoreline in three regions: the Coronado Peninsula, Point Loma to Point La Jolla, and La Jolla to Dana Point. The problems in each of these regions are described in terms of cliff retreat, periodic encroachment by winter storms and a general narrowing of the beach caused by diminishing sand supplies. The causes of these problems have been identified, but only sparse data are available to quantify the effects. The report makes the following recommendations:

For Immediate Action

1. Seek congressional authorization for a Corps of Engineers funded study of regional problems from the Mexican border to Dana Point.

2. Establish in a regional agency the technical and financial capabilities to deal with coastal erosion on a regional basis.

3. Utilize Local Coastal Programs (LCPs) as a means for ensuring compliance with regional plans.

4. Solicit the state to establish a Beach Resources Fund.

5. Urge the Governor to allocate funds to back erosion control under the recently signed AB2973.

6. Establish a policy of “sand rights” analogous to riparian water rights.

7. Help to establish an organization devoted to obtaining broad public support for these expensive projects.

8. Construct the proposed submerged breakwater at Imperial Beach.

9. Renourish the Silver Strand Beach as required.

10. Undertake the proposed San Diego/state project at Sunset Cliffs.

11. Construct a revetment and a training wall at Del Mar Beach.

12. Renourish the Oceanside Beach as extensively as funds allow.

13. Augment the proposed offshore breakwater at Oceanside with adequate periodic sand nourishment.

14. Investigate bypassing sand at Oceanside Harbor.

15. Limit development in problem areas until long-term solutions are found.

16. Restrict sand mining in the coastal floodplains except for beach nourishment.

17. Establish a regional standard for necessary seawalls.

18. Increase existing wave measuring capabilities and undertake long-term analyses of representative wave climates within the regions.

19. Estimate the sediment supply potential of the floodplains.

20. Obtain summer and winter beach profiles for the entire reach over a period of several years.

21. Evaluate potential sand resupply sources for quantity and quality.

22. Determine the sand losses to Zuniga Shoal and La Jolla Canyon.

For Long-Term Action

Several regional solutions are discussed, but none can be firmly recommended prior to the necessary studies.

1. A program of sustained nourishment of the beach regions, including recycling as appropriate, using sand from cliffs, lagoons, offshore sources and river valleys.

2. Creating a series of compartments within a region by construction of artificial headlands to assist in stabilizing the shoreline, nourishing as necessary.

3. Constructing and maintaining armoring on critical sections or where beach protection solutions are not practical.

For Funding the Recommendations

Recommended sources of funds include:

1. An innovative national regional planning demonstration program in which San Diego County could be one of the demonstration sites.

2. Study funds of the Corps of Engineers.

3. Special state funds for providing the state share of projects.

4. Funding agencies that are potential sponsors of studies.

The scope of work and the cost estimates requested of this group could not be prepared in the time available. This group could be reconvened at a future date.

INTRODUCTION

On July 21, 1980, the Board of Directors of the Comprehensive Planning Organization appointed a six-person beach erosion task force charged with preparing a report on the following items:

1. Actions that should be taken now to improve beach nourishment along those portions of the coastline where beach erosion is severe but correctable, and where there is no need for additional study.
2. Locations along the coastline where additional study is required in order to determine the best ways to prevent future beach erosion,
3. A general scope of work and funding sources for the projects described in Points 1 and 2, above.

The members of the task force were selected from the U.S. Army Corps of Engineers, Scripps Institution of Oceanography, California Department of Boating and Waterways, and the California Coastal Commission as individuals knowledgeable of coastal processes and coastal zone management, San Diego County's erosion problems and the state and federal governments' role in addressing erosion problems. The members participated with the consent of their agencies, but not as representatives of their agencies.

The Task Force agreed to address shoreline erosion problems (beach erosion and bluff retreat) from the border with Mexico to Dana Point in Orange County, a reach of about 86 miles.

The Task Force agreed that the goal of the report should be to provide general recommendations or advice on how to arrive at more specific recommendations to provide for and restore recreational beaches and to protect existing landside facilities wherever possible. The report describes in general terms major erosion problems for each reach, it describes our current understanding of what has caused these problems, and it recommends:

1. Actions that should be carried out immediately,
2. Institutional arrangements to develop regional solutions.
3. Studies needed to develop comprehensive long-range solutions,
4. Potential sources of funds.

It is not a detailed coastal engineering study or scientific treatise.

Unfortunately, there are no simple, inexpensive, non-controversial or technologically foolproof solutions, but instead there is a complex and difficult challenge to the citizens of San Diego County, its governmental leadership and the state and federal government. This challenge will require a commitment of time and money, it will require understanding and compromise, and it will require everyone involved to take some chances.

DESCRIPTION OF THE COASTAL EROSION PROBLEMS

The coastline of San Diego County is divided into three nearly separate regimes by large rocky headlands. With some exceptions, these three regimes can be considered independently when assessing the county shoreline erosion problems. The three regions are:

Southern region - Tia Juana River Delta to Point Loma

Central region - Point Loma to Point La Jolla

Northern region - Point La Jolla to Dana Point

These regions are shown in Figure 1. The northern region extends beyond the political limits of the county, but it is necessary to consider a portion of the southern coast of Orange County in order that this region include all of the coastline that may be involved in interrelated shoreline processes.

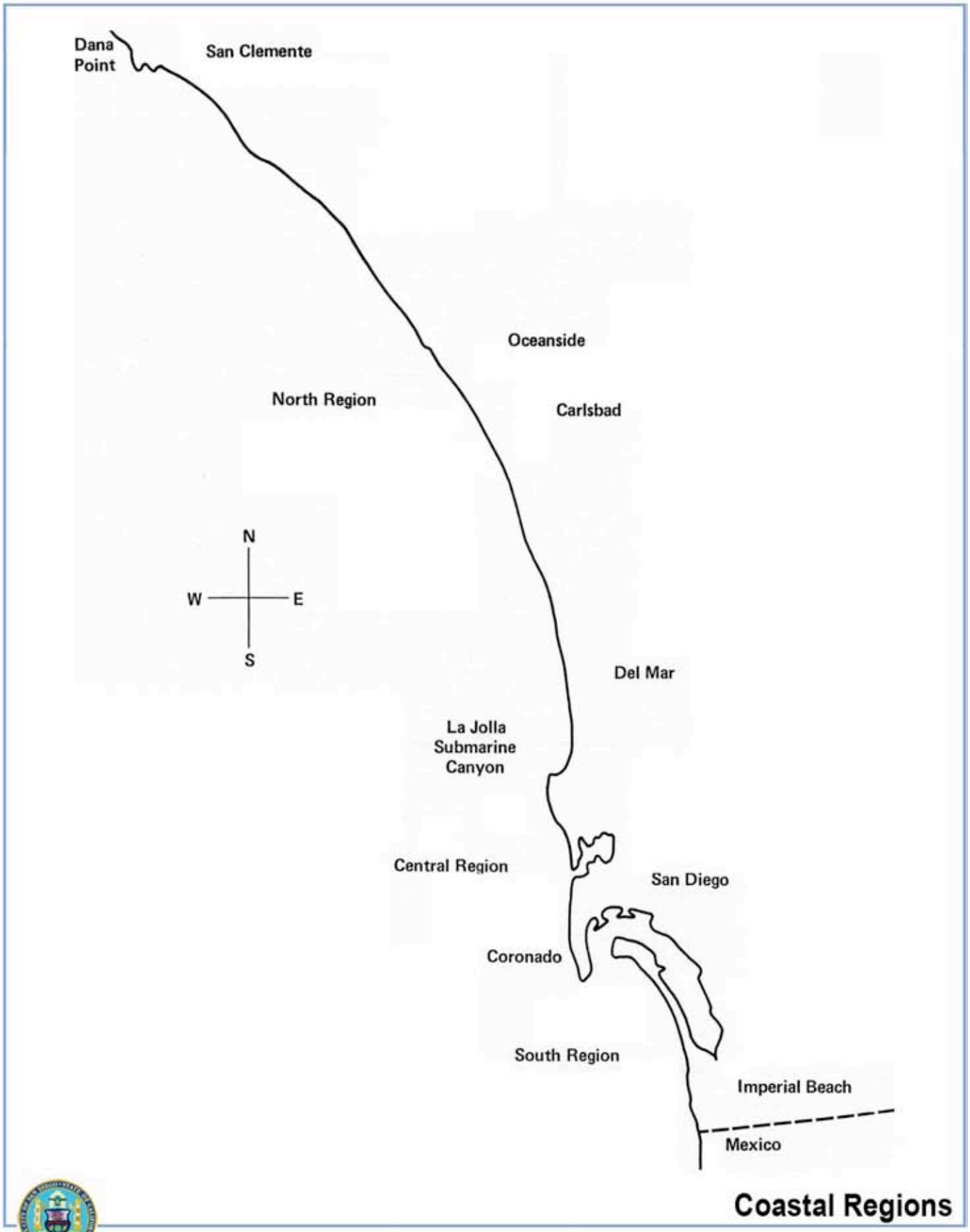
The symptoms of the coastal erosion problem in the county can be grouped into four general categories:

1. Cliff Retreat

A significant portion of the San Diego County shoreline is backed by steep sea cliffs, most of which are composed of poorly consolidated material. These cliffs are subject to weathering, groundwater seepage, and other processes unrelated to their coastal location. However, the action of the waves and currents in scouring away material from the base of their slopes, or in actual undercutting in certain instances, aggravates their erosion. This report addresses the effects caused by the ocean and not the other causes. However, it should be understood that slowing the marine erosion will not affect the stability of the oversteepened seaward margin of the coastal terrace.

2. Encroachment During Severe Storms

A series of major storms, particularly if they are accompanied by high tides, will result in a temporary loss of sand from the beaches to deeper water offshore. This encroachment, which can occur in only a few days, may result in the complete removal of sand from the beach. This reduces the beach width dramatically, allowing the wave action to attack the base of cliffs and facilities built close to the beach. Underlying cobbles may be exposed and their violent movement by the waves can aggravate the damage to facilities and seriously erode the base of cliffs. During calmer periods between storms, the sand stored offshore is slowly returned to the beaches. However, the recovery period is very long compared to the time taken to denude the beach, so that a prolonged intermittent series of moderate storms can result in a similar damage level to a very severe individual storm. In general, the worst wave encroachment occurs when large waves and extreme tide ranges coincide, typically during January and February.


Dana Point
San Clemente
Oceanside
North Region
Carlsbad
N
W
E
S
Del Mar
La Jolla Submarine Canyon
Central Region
San Diego
Coronado
South Region
Imperial Beach
Mexico
Coastal Regions

3. Progressive Beach Narrowing

This symptom is the most difficult to diagnose because it is masked by the seasonally varying beach width described above. However, the condition results from a long-term deficiency in the supply of sand to a region to compensate for the losses from that region. As waves approach the shore from different directions, sand is moved back and forth along the beach. The submarine canyons on the continental shelf that extend close to a shoreline where sand is in motion appear to remove a significant amount of sand and transport it to very great depths in the ocean, where it is lost to the beach system. During times of great floods, rivers carry large amounts of sediment that form a delta. When it reaches the ocean, waves disperse the fine sediment to deep water, the beach size sand is distributed along the neighboring beaches, and the cobbles remain in the delta. If the river supply will not meet the local sand needs, waves will erode the shoreline creating an alternate sediment supply. The supply of sand to the beaches can also be affected by man. Sand from dredging and construction projects has been put on the beaches to increase the supply. Armoring the bases of cliffs, constructing harbors or other disruptions to the longshore sand movement, sand mining, or constructing works that restrict sand movement in the river valleys can all decrease the supply. Progressive beach narrowing occurs when the resupply cannot keep pace with the losses over a period of many years.

4. Other Site-Specific Problems

In addition to the three general classes of problems described above, certain unique problems exist at specific locations brought about by a particular combination of circumstances.

REGIONAL PROBLEMS

The following general descriptions of the three regions outline the major regional problems that should be considered. A much more detailed treatment of the coastline condition is provided in “Assessment and Atlas of Shoreline Erosion along the California Coast” published by the California Department of Boating and Waterways.

Southern Region

The southern region is a hook shaped sand spit extending from the Tia Juana River delta into the wave shadow formed by Point Loma and forms one boundary of San Diego Bay. The delta has been depleted over the past fifty or so years by a combination of flood control measures and general weather patterns. The southernmost portion of the region, in the vicinity of Imperial Beach, has suffered from progressive beach narrowing in the recent past because of a lack of sand supply from the delta. However, at present, the floods of February 1980 have resulted in a small delta formation and increased supply to Imperial Beach. The entire region can suffer from storm wave encroachment at certain times. Recently, structures have been damaged at Silver Strand State Beach. At the northern end of the region, in the vicinity of Coronado Shores, the beach width has been artificially increased by depositing material dredged from the bay. Extensive building took place on this filled beach and to prevent the shoreline from retreating to its normal position a rock revetment was constructed.

Central Region

This region consists of a large central beach between the rock headlands of Point Loma and Point La Jolla. The central beach is formed from the sediment carried into the estuary of the San Diego River, now called Mission Bay. The northern end of Point Loma, in the area of Sunset Cliffs, has suffered severe cliff retreat. Isolated instances of cliff retreat have also occurred in certain sections of the Point La Jolla headland. The beach portion of the region appears to be buffeting from progressive beach narrowing.

Northern Region

This region has a continuous beach and is backed by cliffs of various elevations for most of its length. Cliff retreat exists throughout this region. In large sections, such as Torrey Pines State Park and Camp Pendleton, this is not an economic problem because no structures are threatened.

Storm encroachment problems have occurred at Del Mar, Carlsbad, Oceanside and San Clemente.

Progressive beach narrowing is evident in the reach from Carlsbad to Oceanside.

There are a number of site-specific problems in this region. Among them are:

1. The outlet of the San Dieguito River meanders across the beach during heavy winter flows and aggravates the storm encroachment problem at the northern boundary of Del Mar.

2. The inlet at Agua Hedionda traps sediment and requires periodic bypassing.

3. Oceanside Harbor traps sediment and also must be bypassed. Its capacity is significantly greater than the inlet at Agua Hedionda and it is normally not dredged until the shoaling results in a serious impediment to navigation.

4. The construction related to the enlargement of the San Onofre power station has resulted in a large fillet of sand trapped by structures on the beach. It is assumed that this material will be released to natural beach processes on completion of construction.

5. In the fall of 1965, Doheny State Beach required major sand renourishment. It has remained reasonably stable since that time.

6. Significant cliff retreat at Del Mar, Solana Beach, Encinitas, Leucadia and Carlsbad threatens development along the cliff tops.

THE CAUSES OF SHORELINE EROSION

The problems described in the preceding section result from a complex, and often confusing, interaction of a large number of causes. In this section, the most important of these causes will be described along with the present knowledge of how to quantify their magnitudes and influences.

1. Shoreline Development

Erosion of the shoreline does not become a problem until some valuable resource is damaged or threatened. The closer the improvement is to the present water's edge the more likely it will be impacted by either short- or long-term changes in the shoreline position. If the erosive trend is continuous, no amount of setback will prevent the eventual loss of the facilities.

Development on sea bluff tops and nearby coastal areas can aggravate cliff retreat by increasing the ground water intrusion from over irrigation and also by increasing surface runoff.

Limited capability presently exists to predict appropriate setbacks if the useful life of the structures is limited to less than 50 years.

2. Overall Climate

Long-term weather trends as well as the short-term variability have a very important influence on the incidence of shoreline erosion problems. During the past 30 years, the climate has been relatively free of major storms compared to the previous era.

a. Rainfall

Very wet winters appear to correlate well with severe cliff retreat and also with accumulation of sediment in river floodplains. Prolonged and intense rains sufficient to cause catastrophic flooding, occurring rarely in this location, will move the sediment load out of the floodplains and into deltas where some fraction will add to the beach sand supply.

With present capabilities, we can probably predict a half year ahead when we may expect aggravated cliff retreat but will not be able to predict the formation of major river deltas.

b. Locations and Tracks of Major Storms

The San Diego County coastline is partially sheltered from major Pacific Basin storms by the string of islands lying offshore about 70 miles. There are holes in this island chain so that certain locations within the county will receive more or less storm wave intensity, depending upon the location and the direction of travel of the storm. At the present time, predicting the location of major storms from large-scale weather patterns a year in advance is only experimental.

3. Wave Climate

The action of waves, wave-driven currents and water level changes are the primary cause of all of the shoreline erosion problems.

a. Historical Wave Data

Continuous wave recording is a fairly new technique and San Diego County is fortunate in having one of the most comprehensive records of wave climate available for any comparable stretch of coastline. Through the combined efforts of the Army Corps of Engineers, California Department of Boating and Waterways, and Scripps Institution of Oceanography, records spanning many years with measurements several times each day are available for locations in all three coastal regions. These provide a valuable resource for comparing observed erosion activity with measured wave characteristics at a few specific locations. They are of questionable value at locations even a few miles away.

There are reasonably predictable seasonal trends in wave intensity along our coast. The greatest density of damaging storms occurs during the wet winter months, with the spring months generally providing the least damaging conditions. Summers can be highly variable, but seldom have more than a few severe storms.

High tides can greatly accentuate the eroding capability of storm waves. Severe encroachment problems almost always occur at the time of high tide ranges. In addition to the two-week cycle of tidal variability, there are also seasonal trends. Along San Diego County's coastline, the high winter wave season usually coincides with the high ranges of tides of the year. Storm surge, the increased elevation caused by wind and large waves, is probably less than a foot in San Diego County and is much less important than tides.

b. Geographical Wave Data

In addition to the effects described earlier caused by variations in the amount of shadowing by the offshore islands, a further variation is caused in the place-to-place wave direction and intensity by the irregularities in the ocean bottom offshore and by shadowing effects of headlands.

If the wave intensity and direction are known in deep water, engineering models exist to predict how the waves will be bent and changed by the islands and the intervening bottom topography and shoreline alignments. Unfortunately, an error of only a few degrees in the deep water wave direction can change the prediction radically. Therefore, no useful capability exists today to estimate more than the gross characteristics of the longshore variability. The measurements over many years have shown that this variability is very great along this coastline.

c. Transport of Sediment by Waves

The prediction of the rates of sediment trapping in inlets, or of loss rates down submarine canyons, depends upon the ability to convert a wave climate estimate to an estimate of longshore sand transport or upon repeated beach surveys or dredging records. Useful estimation techniques exist, given the wave height and direction close to shore, but the accuracy is less than desired. The prediction of storm wave encroachment depends similarly on the rate sand moves offshore (cross-shore transport). No useful model exists at this time. Ongoing research effort, much of it at Scripps Institution, promises to provide such a model, as well as improvements in the estimation of longshore transport by waves, within the next few years.

4. Sediment Supply

A broad erosion-resisting beach requires an adequate supply of suitable sand sufficient to meet temporary and permanent losses. An inadequate supply will result in aggravated cliff retreat, progressive narrowing and increased incidence of encroachment during storms. Therefore, knowledge of the sources and their magnitudes is critical to understanding the causes of erosion problems. The known sources of beach sediment can be grouped into three categories:

a. Riverborne Sediment

Even small amounts of precipitation result in erosion of slopes in the Southern California coastal desert. Normal winter stream flows will carry sand-size particles downslope but are not sufficient to convey them beyond the broad floodplains that are characteristic of the mouths of rivers in this district. A recent study by the California Institute of Technology has quantified the supply of sediment to these floodplains including predictions of the natural pre-man condition and that existing today with significant development and flood control activity. A problem of great interest to coastal engineers is the prediction of the amount of usable sediment that will be actually delivered to the beaches from these large floodplain deposits during the very large-scale floods that are required to mobilize and convey the sand. These inputs of sand to the ocean are highly episodic, and largely unpredictable because of the inability to predict the incidence of the catastrophic floods that cause them. However, even with the flood flows as given, there exist no proven models or field data on the formation of a delta, the distribution of the sediments in the offshore direction, and the efficiency with which these deltas are converted to beach supply material. Present knowledge allows us to quantify with reasonable accuracy sand supply source existing in our river floodplains. It does not allow us to predict how much of this sand will be delivered by natural means to our beaches. A number of lagoons exist which act as sediment traps by reducing stream flow to such low velocities that little, if any, sand material reaches the ocean. Some limited studies have indicated that at least one lagoon contains significant quantities of beach size material. This resource has not been quantified, but present technology of coring deposits would make such an assessment feasible. Because many of these lagoons are protected wetlands, any exploitation of the sand resource could be combined with a program of habitat restoration within the wetlands.

b. Cliff Retreat

It has generally been believed that the riverborne sediments are the major contributors to the beach sand supply. However, some recent work has indicated that, in moderately wet years when cliff retreat is aggravated but rivers are not competent to form ocean deltas, the material derived from coastal cliffs and barancas may be the major input to the system. These quantities, although possibly very small when compared to the influx from a catastrophic flood, can be very important during a long period between such floods. As indicated previously, no model exists for predicting this erosion. However, measurement of the loss rate is possible in some areas and, with an investigation of the amount of the eroded material that is selected by natural processes for beach supply, some quantification of this source is feasible.

c. Inputs from Construction Projects

The construction of harbors and marinas such as Oceanside and Mission Bay have provided a large and reasonably well quantified input of sediment to the system by deliberate placing of excess material on the beach. Maintenance dredging normally can be considered to return material that had already been in the beach supply. However, harbor improvements such as have occurred at the south end of San Diego Bay, create new supplies that are of significant magnitude. The historical records on this source are much more accurate and complete than for any of the other sources. Furthermore, over the past two decades artificial nourishment appears to have been about the same magnitude as the natural kind. There are also other sources of external supply that can be identified that are not now used because of a deficiency in overall resources management. High quality beach supply materials have been dumped at sea because the agency responsible for maintenance dredging or construction had no charter to consider the requirements of the local beaches, or was restrained by conflicting regulations.

5. Sediment Losses

Sediment losses are obviously one of the root causes of coastal erosion problems. In the following sections the state of our knowledge about the major known sources of losses will be discussed:

a. Submarine Canyons

There is at least one canyon in the northern region, the La Jolla-Scripps system, which actively removes sand from the system. As waves move sand back and forth across the shelf, the canyon head intercepts the flow until it is filled to instability. During times of very energetic winter storms, a turbidity current is initiated within the canyon and it discharges its sand load to very great depths. The presence of an enormous sedimentary fan at the base of the canyon indicates that this has been a significant mechanism for a very long time. Some observations have been made on canyon discharge. Single instances of 200,000 cubic yard losses down canyons have been

measured. It is also possible, however, that the canyon losses are related to sediment availability. Since the canyon head does not extend into very shallow water, the amount of sediment intercepted may be sharply decreased during times when the local beach is very narrow. No long-term data are available on the actual losses through the canyons, but present technology would allow such investigations.

b. Losses Offshore

Sediment may be moved so far offshore under very extreme wave conditions that it is removed completely from the potential beach supply. Other losses to offshore areas, besides the canyon mechanism and offshore transport by extreme waves, include transport by tidal currents at inlets and transport by river flows during floods. There are no data to quantify the significance of this mechanism.

In the southern region, at the end of the longshore transport cell, the sediment is deposited on Zuniga Shoal by tidal and wave-driven currents. Conventional techniques should allow the determination of the volume of sand deposited over a period of several years.

c. Traps

A sediment trap is a large manmade feature which tends to shelter sand from the normal wave action so that it remains in place until artificially displaced. The harbor at Oceanside and the jettied inlets at Agua Hedionda have previously been discussed as sediment traps, both of which require periodic maintenance dredging to remove the impounded material. The entrance to Mission Bay, however, is not a very efficient trap. Dredging records from those areas where trapping is significant provide a relatively accurate record of the trapping rate and magnitude. If a trap is allowed to fill completely, it will then cease to be a trap and will bypass the sand. However, the material necessary to fill it has now been permanently removed from the beach supply. An example of such a quasi-permanent trap would be the fillet of sand forming against the outside of a jetty or other impediment to longshore movement. Since this would not interfere with navigation, this deposit would not be dredged or bypassed and would therefore remain a permanent deficit. Current good practice requires that this type of structure be either prefilled from some other source, or that an equivalent amount of sediment be supplied to the beach.

Techniques are presently available to quantify the material permanently impounded in these traps.

d. Mining

Although there has been no systematic mining of the supply of beach sand in San Diego County after it has reached the beach, mining of the potential supply within the river floodplains is a common occurrence. Since this activity is normally licensed by a government entity, it is assumed that the magnitude of this source of sediment loss can be determined, but its significance is unknown at this time.

e. Stabilization by Revetments and Seawalls

Since these protective structures are built to inhibit or prevent erosion of the coastline, if they are successful they must deny sand to the beach that otherwise would have been put into the supply. As seawalls proliferate in the county to protect cliffs from undercutting, it is obvious that the significance of this loss to the system will become more significant. There is presently no means to predict the contribution lost by erosion control structures. However, rough estimates based upon assumed average rates of erosion and of the percentage of beach material in the eroding sediment are feasible at present.

RECOMMENDATIONS FOR IMMEDIATE ACTION

1. Institutional Arrangements

Our foremost recommendation is that the region should embark at once on an effort to affect a regional solution by requesting Congressional authorization and appropriation for a region-wide study of erosion and possible long-term solutions, and by creating the necessary local organization.

a. Solving the erosion problems in San Diego County will require the participation of state and federal agencies as a source of funds and expertise. It is recommended that the region—each local government with shoreline jurisdiction—immediately seek Congressional authorization requiring the federal government to study the coastline from the Mexican border to Dana Point in Orange County. This authorization would set in motion the procedures for full federal financial participation in beach protection projects. This broad authorization would enable consideration of benefits and costs over a greater area than the present geographically limited scope permitted by the existing authorizations for Oceanside and Imperial Beach. Authorization is usually a relatively easy step requiring only a resolution by the House Public Works Committee. After authorization, the region will still need to justify project funding in the federal budget. Because of the long lead times, authorization should be sought before Congress recesses for the holidays to allow time for the item to be budgeted for the federal fiscal year beginning October 1, 1981. The studies authorized need not be carried out by the Corps of Engineers, however, the Corps has the only existing Federal coastal construction authority.

   Corps of Engineers studies can be strengthened by creating a project steering committee of outside experts. It is recommended that local governments insist on a steering committee for area-wide erosion studies, that the Committee be empowered to determine the appropriate analytical approach, the sufficiency of data, and the conceptual solution. The committee should be composed of representatives of the local, state and federal agencies, educational institutions and private experts.

b. Even though there are approximately two dozen federal, state and local agencies involved in erosion matters in San Diego in some manner, we recommend additional

government arrangements. These agencies own land, regulate development, represent special concerns, exercise public works authority, conduct studies, and provide funds. Each has capabilities and weaknesses when addressing coastal erosion. But the key to success lies in bringing these agencies together.

It is therefore recommended that the region develop an entity with both financial and technical abilities to deal with erosion on a regional basis (areas at least as large as each of the three regions described earlier in this report. The entity should have the authorities to do each of the following:

a. Identify coastal erosion problems,
b. Combine local, state, federal and private resources,
c. Participate in design, financing and construction,
d. Carry out protective projects including beach nourishment, structural solutions, and the maintenance of these projects,
e. Collect and analyze data needed to design projects and to monitor their performance,
f. To purchase, hold and otherwise acquire real property and provide land, easements and right-of-way for federal projects,
g. Coordinate local government involvement and keep elected officials and citizens informed,
h. Prepare contingency plans to be ready in emergencies to direct private efforts to combat erosion and to take steps necessary to protect public property,
i. Prepare environmental documents required under the California Environmental Quality Act of 1970 and submit permit applications,
j. Spearhead local government lobbying efforts at the state and federal levels.

The appropriate local organization and government powers and lead responsibilities can be provided in a variety of ways. Where these responsibilities lie can only be decided by the affected local agencies. This role has been served by county government (Los Angeles Engineer's Beach Erosion Section and the Ventura County Flood Control Agency), a contract or joint powers agreement between governments, or a single-purpose commission (New Jersey) or an erosion control district similar to a port district.

c. The California Coastal Act of 1976 provides a vehicle to carry through many of the short-term and long-term recommendations of this report. Local Coastal Programs (LCPs) are being completed for each of the involved local governments. LCPs, which consist of land use plans and implementing ordinances, must identify measures to minimize risks from coastal erosion to be found consistent with the Act. Once certified, LCPs will serve as the basis for locally administered permit programs which will regulate structures along the shoreline. It is therefore recommended that each LCP identify land uses for shorefront properties consistent with the nature of the hazard, that development criteria provide for setbacks, and control of other factors that affect the rate of erosion (e.g., runff control, foot traffic, groundwater seepage, vegetation). It

should be recognized, however, that setbacks and efforts to minimize erosion simply buy time for a more complete solution. LCPs should also include decision-making criteria to determine when a protective device is appropriate, that approved devices are properly engineered and constructed, and that these devices minimize offsite effects. The LCPs should also identify "areas needing public action" to enable participation of the Coastal Conservancy in projects to resolve situations caused, or exacerbated, by land uses. LCPs not only provide local governments with control over private projects, but also projects carried out by state and federal agencies. State agencies are required to receive coastal development permits before they carry out projects. The Federal Coastal Zone Management Act provides that federal activities in the coastal zone must be substantially consistent with approved coastal management programs. If instances arise when state or federal agencies attempt to carry out projects which are inconsistent with the LCP and its shoreline erosion policies, local governments will be in a position to see that these projects are altered.

d. It is recommended that the state consider creating a Statewide Beach Resources Fund financed by bonds (as in New Jersey) or from oil revenues generated from state leases. This fund would provide the financial capability for the state to improve its expertise, participate in necessary studies, collect data, and construct needed facilities. Assembly Bill 2973, which creates an Energy and Resources Fund, was signed into law recently. In this legislation, Public Resources Code Section 26403 (12) relating to the use of tidelands revenues would provide that shoreline erosion control projects would be eligible projects for funding from the Resources Account. Project funding, however, would be carried in the annual budget bill. The Energy and Resources Fund would be allocated $120,000,000. The region should seek an appropriate portion for shoreline erosion control.

e. It is recommended that the region obtain legislation to establish the principle of "sand rights" somewhat analogous to riparian water rights and that this principle be carried out through control of construction activities. It may be necessary to call for state legislation to enforce this principle in jurisdictions beyond the region but which are in areas tributary to the San Diego beaches.

f. Projects to prevent or control beach erosion are expensive. Needed funds are scarce and erosion projects must compete with other worthwhile public activities. Allocation of the limited public funds is a political decision. If beach erosion control is to have a fair shake, private interest groups will need to organize and mount effective educational and lobbying efforts. A successful private effort bringing local governments, consultants and others can be found in the Florida Shore and Beach Protection Association. The American Shore and Beach Preservation Association, which has a California section, could also provide a vehicle for information exchange and project coordination. It is recommended that interested parties consider joining such a group.

2. Geographically Specific Recommendations

A. Southern Region—Imperial Beach and Silver Strand

The Corps of Engineers is authorized by Congress to construct an offshore submerged breakwater at Imperial Beach. Funds for this project are in the President's budget and is being considered by Congress for appropriation in the 1980-81 Fiscal Year beginning October 1, 1980. It is anticipated that state funds will be provided by the Legislature for FY 1981-82 available July 1, 1981. The breakwater is designed to reduce wave action on the beach and reduce erosion. It will reduce sand movement towards the south and possibly out of the system. By protecting Imperial Beach, nourishment can begin further to the north and thus be more effective. It is strongly recommended that all suitable sand dredged from San Diego Bay be deposited along the southern portion of the Strand where progressive beach narrowing affects the Silver Strand State Beach. If the proposed breakwater is delayed, or when nourishment is needed along the Strand, sand should be imported to the southern end of the Strand. A possible source of supply is the Zuniga Shoal immediately to the southeast of the entrance to San Diego Bay. Congressional authorization for a study of the entire Silver Strand should be obtained, either by expanding the existing authorization at Imperial Beach or initiating a new authorization. If the Silver Strand is not supplied with sand, the existing facilities may be lost. Additional structural measures for slowing the rate of movement of sand along the Silver Strand could also be considered in this new study.

B. Central Region

The City of San Diego has a project proposed for the Sunset Cliffs area to reduce the cliff erosion and retreat. State and local funds are available for construction within the coming year. The planned solution, a combination of revetment, seawalls, and cliff planting, is a localized solution without regional significance.

Ocean and Mission Beach have experienced shoreline retreat and threatened wave damage. Their major source of sand is the San Diego River. Flood control efforts in the river channel that require excavation should put the spoil material on the beaches. Mission Bay navigation maintenance and improvement spoil should also be used for this purpose.

C. Northern Region—Del Mar Strand

Meanders of the San Dieguito River aggravated by storm encroachment during the winter threatens existing structures. A continuous revetment or seawall is needed to provide protection to the structures from wave encroachment. A training wall to maintain the river flows in one location should be incorporated to provide for channeling the river to prevent future meanders from threatening the homes. Spoil material from the county flood control project in San Elijo Lagoon may be an appropriate source of sand to nourish the beach. All material suitable for beach nourishment should be placed on the beach. All excavations within the lagoon area should be utilized for beach nourishment if suitable material is found.

D. Torrey Pines to Oceanside

This section of the County—with narrow beaches, eroding cliffs and coastal lagoons—that is rapidly being developed has erosion problems and conflicts in use of the coastal resources. Recent studies have shown that beach widths have varied by hundreds of feet in historic times and cliffs have retreated dramatically. Unless stabilizing measures are taken, damaging erosion will continue.

The characteristics of these 20 miles of shoreline lend themselves to a regional approach that should be initiated as soon as possible. A better understanding of the physical processes that are occurring is needed before a regional solution can be developed including wave climate—sand inventory, sand budget, sand transport, geology, etc.

In the meantime to, maintain the beach every effort should be made to put sand on the beaches from nearby construction, harbor dredging, flood control development, lagoon improvement, etc. The possibility of a special nourishment program should be explored with all local governments contributing with possible financial assistance from state and federal levels. The value of near continuous removal of sand from the harbor or updrift fillets should be fully investigated as part of the regional study.

In addition, it will also be necessary to construct seawalls to protect existing development from the inevitable but occasional shoreline retreat at critical locations. A region-wide criteria, with design standards and seaward location limits uniformly administered, is needed. To encourage uniformity and group participation, special improvement districts should be formed and special construction loan funds established.

Oceanside, which is presently the most seriously affected and at a near emergency situation, has obtained state funds to match its own for immediate restoration of its most seriously affected beaches. Adjacent communities should join with Oceanside in the effort to nourish the beaches and develop a method of sustaining them.

The Corps of Engineers' revised plan for Oceanside involving a submerged breakwater is preferred by this group over the groin proposal. It is a local solution and does not necessarily contribute to a regional solution. With appropriate periodic nourishment accompanying this project, it would benefit the regional problems.

Flood control planning on the San Luis Rey River should consider its effect upon the beaches and surplus material from construction should be transported to the shoreline if suitable. Harbor improvements at Oceanside should incorporate beach erosion considerations.

Camp Pendleton to Dana Point

Within the 17 miles of eroding bluff shoreline at Camp Pendleton lie the greatest natural sand supplies of the region. The Santa Margarita River and San Juan Creek have the potential of providing large sediment yields. The possibility of using these resources for artificial nourishment should be explored.

3. Specific Non-geographic Short-term Recommendations

A. New Development

In those areas of the County experiencing erosion problems, new structures should not be allowed—until the problem is resolved—unless it can be shown that site-specific factors result in an acceptable level of risk to the structure.

B. Sand Mining

The Region should determine the extent of sand mining taking place in the river and streambeds tributary to the coast. These activities, although economically important, reduce one of the most important natural supplies of sand. Steps should be taken to eliminate sand mining except for beach nourishment.

The Region should review flood control practices to assure that appropriately sized beach materials are not removed from the system and that they are deposited on the beach when it is necessary to remove them. This review should consider sediment traps and slide materials as potential sources of sand. The Region should establish a mechanism for transporting the materials to the beach.

C. Seawalls

Throughout the county, existing facilities developed too near the shoreline will continue to require the construction of seawalls. When the necessity for protective structures is recognized along a reach of beach, property owners should be encouraged to join a unified construction project to obviate the undesirable affects of discontinuous structures, incompatible structures, and improperly designed terminations. Offering the opportunity to operate within the framework of a shore protection district could serve to encourage the design and construction of these coordinated projects.

Seawalls deny sand to the beach by resisting shoreline erosion. In addition, the wave impact increases turbulence and reflected energy further increases erosive action. To mitigate these effects, each property owner constructing a wall could be required to add sand to the beach systems from an external source in an amount of sand equivalent to that which would have been contributed had the property not been protected by the seawall.

The placement of random rubble should be discouraged. The rubble mound takes up a large beach area and during storm conditions stones are usually dislodged and pulled out onto the sand beach.

When a seawall is constructed, cognizant public agencies should protect public interests in the beach by requiring an easement to the public for use of the area seaward of the wall.

4. Recommendations for Studies and Data Gathering Programs

The previous discussions of the state of knowledge of the pertinent coastal processes made very apparent that much additional data are required before intelligent long-term actions can be undertaken. In the following sections, the most important of the required studies will be briefly described:

A. Wave Climate. Under the existing California Coastal Data Collection Program, the nearshore wave directional and energy characteristics are being measured in the central region (at Mission Bay entrance) and at one point in the northern region (Oceanside). At least three more such directional stations should be added—one near Carlsbad, another at Torrey Pines Beach, and the third in the southern region, north of Imperial Beach.

   Analyses of a long series (several years) of data from these stations should be made to study correlations between the sand movement patterns that can be inferred from the wave measurements and with the general global or ocean basin weather patterns. This will allow a general model for sand transport to be constructed based upon the assumed long-term climate trends. This model can then be used as a basis for estimating the total long-term sand supply requirements for a coastal region, a critical parameter in deciding between alternate protection strategies.

B. The study by Cal Tech has provided valuable data on the supply of sediment to the river floodplains. This needs to be extended to estimates of the river flow conditions required to move this to the sea and of the amount of beach size material likely to be generated by a given size flood. Coupled with an estimate of severe flood occurrence, this will provide an input on how much of the long-term sand supply needs will be met by this natural source.

C. A series of closely spaced beach profiles needs to be established for the whole region as a baseline for all future studies. By making two such surveys, one during the winter following extreme encroachment and one in the fall at near peak beach width, two valuable reference surfaces are generated. In addition, the volume of the prism between these surfaces is a measure of the volume of sand involved in coastal processes within any region. These surveys should be repeated for a period of several years.

   These surveys will provide a modern baseline for any detailed engineering studies. In addition, by comparison with previous surveys, rough estimates can be made of shoreline retreat rates in various locations. Assessment of the total volume of active sand in the system is important to evaluating the long-term implications of increasing or decreasing the overall sand supply rate.

D. The sand sources identified need to be evaluated for the quantity, cost and environmental suitability of the sediment available.

E. The down canyon losses in the northern region and the losses to Zuniga Shoal in the southern region need to be quantified on an annual basis for several years and compared to the predicted longshore transport rates inferred from local directional wave measurements. This can provide, indirectly, estimates of the magnitude of the losses from all other sources, which is important data in determining the feasibility of recycling the present sand supply.

F. Long-term wave characteristics, by wave hindcasting techniques, are needed for engineering designs.

G. A sand budget study, quantifying all losses and sources of beach sand, is needed.

RECOMMENDATIONS FOR LONG-TERM ACTIONS

1. Possible Long Term Physical Solutions

Previous sections of this report have described the coastal erosion problems that exist in San Diego County. Recommendations have also been made for certain short-term actions to alleviate some of the more pressing problems. In the following sections, recommendations will be presented on possible long-term solutions. These cannot be made in the form of concrete recommendations since they will depend upon the results of the various studies recommended for the short term. They will, however, indicate the range of solutions held to be feasible by the authors of this report.

A. Establish a Beach in Dynamic Equilibrium

1. One of the most physically attractive solutions to the lack of beach sand, both for beach recreation as well as promoting a protective beach to serve as a buffer between erosive storm wave action against the bluffs and cliffs of northern San Diego County, would be to create and maintain manmade protective beaches.

   The beaches would be similar to the wide expansive beaches that existed along San Diego County during the early 1900s, following the intense flooding in the last half of the 19th Century. Sufficient sand would be supplied to reestablish a 100- to 200-foot wide, dry beach as well as the gradual slope extending as far as 1,500 feet offshore that is necessary to maintain the dry portion. It should be understood that adding sand to a sediment-starved shoreline in order to construct a broad beach requires the placement of a large volume of sand which is normally unseen by the beach user. For example, to rebuild the 20-mile stretch between Oceanside and Del Mar to an increased width of 200-feet would require about 30 million cu. yd. of beach sand, assuming 100 percent of the material supplied remained on the beach.

   Appropriate beach fill material is available in San Diego County as well as in other locations external to the county. Although final selection of appropriate beach fill material sources would be based on careful consideration of the environmental impacts of sand removal and the cost, a number of sand sources are:

a. Cliffs. The cliffs and bluffs of San Diego County, especially on the coast north of Oceanside, contain large amounts of beach material.

b. Offshore. Recent studies have demonstrated that extensive deposits of sand sized material exist offshore of the county's coast at a number of locations. Present dredging techniques can dredge the offshore sand sources from areas that are too deep to be involved in coastal sediment processes.

c. Rivers and Streams. The dry beds of rivers and streams of San Diego County contain another possible source of beach material, which would naturally reach the coastline only during very high runoff. Sand from these areas could be transported to the beach as needed by dry bed fluidizing techniques, conventional mining or artificial enhancement of river sediment carrying capacity.

d. Lagoons. Coastal lagoons are believed to contain large quantities of beach sand materials, which have been deposited both from stream action and from waves overtopping coastal bars. Although this material would contain good beach material, use of this material would require very careful consideration of the wetland value of these water bodies. One possibility would be of enlarging or enhancing existing lagoons or creating new coastal lagoons to provide an overall improvement of much needed water areas for migratory and resident birdlife. Use of these deposits would also require careful attention to maintaining adequate coastal water quality.

e. Recycled Sand. Once these beaches were established, the sand material would undoubtedly migrate from some areas, creating a deficiency in some areas and a surplus in others. This sand could be recycled from surplus areas by a number of construction techniques and thus provide a fine-tuning of the dynamic equilibrium. Practical consideration of beach nourishment problems would probably require some coastal structures for implementation.

2. Create Subcells (with nourishment)

One of the serious drawbacks with the artificial beach creation as described in the preceding section is that there would be large beach losses such as broad offshore movements and movements into submarine canyons. It is theoretically possible to divide the northern region into smaller units by constructing artificial headlands. These smaller units would be easier and less costly to maintain, while providing recreational beaches, rocky marine habitat, possibly improved surfing, and protection to the present shoreline. As this is a bold, innovative and irreversible step, much more is needed to be known. The resulting coast elements would be similar in plan form to the Silver Strand hook-shaped bay and the increased area produced by filling could be used appropriately. Ideally, a series of essentially independent beaches artificially nourished initially from non-coastal material (and subsequently only by recycling over the independent beach) could be developed that would prevent most of the existing sand losses that San Diego County now experiences. These artificial headlands and their resulting landform would provide an effective long-term solution to the coastal erosion problems.

3. Armor Critical Sections

In reaches of coast where dynamic equilibrium concepts discussed in the previous sections are not possible, seawalls may be considered. In an eroding, sandy coast such as the Oceanside cell, seawalls are generally temporary in nature, as continued erosion at the toe of the structures will eventually undermine them causing their collapse unless the foundation is sufficiently deep and the seawall is appropriately maintained.

In limited areas, however, such as along rocky coasts or where offshore water depths do not permit practical consideration of other solutions, seawalls may become preferred if their construction is mitigated by appropriate contribution of sand. Seawalls may also be required to provide protection against infrequent or periodic landward excursions of the beach face when sand replenishment is provided, or structures such as groins have been built.

FUNDING

The recommendations contained in the previous sections are expensive and will require innovative methods of cost sharing in order to be feasible. In general, the funding requirements can be divided into studies and projects.

1. Studies

Region-wide studies should be undertaken by the Corps of Engineers. The Congressional delegation should be requested to initiate the enabling legislation. A proposed national study authorizing a regional study for California which could address San Diego County as a demonstration project is submitted as Appendix A of this report.

Additional funds for supporting studies of a more limited nature may be obtained from the following sources:

a. General investigations funds of the Corps of Engineers.
b. The concerned departments within the California Resources Agency, such as Boating and Waterways and the Coastal Commission,
c. United States Geological Survey,
d. The California Sea Grant Program,
e. The statewide Energy and Resources Fund,
f. General fund monies from the concerned coastal communities and from the county.

2. Projects

For those projects not funded by the demonstration program described above, the region should establish the appropriate local entity to provide the local share in a cost sharing arrangement with the state and federal governments. This arrangement would apply to construction and maintenance costs. The traditional formula is to divide the cost of public benefits as follows:

50 percent federal, 25 percent state and 25 percent local government. The cost of private benefits should be paid by those who benefit.

APPENDIX A

To be authorized as a section in a Public Law, relating to Water Resources Planning.

Section (a) This section may be cited as the Shoreline Erosion Planning Demonstration Act of 1981.

Section (b) The Congress finds that because of the continued erosion of our nation's coastlines, difficult problems relating to coastal planning, coastal resources, coastal engineering, coastal construction and coastal zone management have been created. These problems are due to the continued financial loss to private and public landowners from shoreline erosion, the loss of valuable coastal marine and marine connected habitat, the loss of coastal potential, and coastal environmental degradation. The Congress also finds that although individuals and local jurisdictions and academic institutions have made great studies in advancing coastal technology, there is an additional need for coastal demonstration projects over longer reaches of coastline with related coastal processes and problems which often encompass many local jurisdictions and possibly one or more coastal states. The Congress further finds that it is essential to develop, demonstrate and disseminate information about the development of the technology for providing the implementation of regional coastal plans for eroding coastlines, and where appropriate to provide means to prevent and control shoreline erosion.

It is therefore the purpose of this section to authorize a program to develop and demonstrate such means to plan, design and demonstrate the implementation of coastal plans for eroding coastlines.

Section (c) (1) The Secretary of the Army, acting through the Chief of Civil Works—in cooperation with the Secretary of Commerce, Office of Coastal Zone Management and the Secretary of Interior, National Oceanic and Atmospheric Agency, the Director of the National Aeronautics and Space Administration, and the Secretary of Agriculture—shall establish and conduct for a period of five fiscal years a national shoreline erosion planning demonstration. The program shall consist of coastal data gathering, planning, engineering and related technical, economic and political aspects of the areas studied with a purpose of recommending back to the Congress, plans of action with detailed designs and cost estimates for implementations of selected coastal plans, including land acquisition, construction, operation, demonstration and evaluating recommended plans consisting of either non-structural or structural, or a combination of both structural, vegetative, and non-structural plans.

Section (c) (2) The program shall be carried out in cooperation with the Federal agencies previously cited and the Shoreline Erosion Planning Demonstration Panel established pursuant to subsection (d).

Section (c) (3) Demonstration projects shall be planned for coastal sites in the United States, one each on the coastlines of the Atlantic, Gulf, Great Lakes and Pacific Coasts. Sites selected should, to the extent possible, reflect a variety of coastal conditions.

Section (c) (4) Such demonstration studies may be carried out on private or public lands. In the case of proposed demonstration projects located on private or non-federal public lands, the demonstration studies and projects shall be undertaken in cooperation of a non-federal sponsor or sponsors who shall pay 25 per centum of construction costs at each site and assume operation and maintenance costs upon completion of the project, unless otherwise authorized by the Congress.

Section (d) (1) No later than one hundred and twenty days after the date of enactment of this section the Chief of Engineers shall establish a Shoreline Erosion Planning Panel. The Chief of Engineers shall appoint (based on candidates nominated by all federal previously named agencies) fifteen members to such panel from among individuals who are knowledgeable with various aspects of coastal erosion, planning, survey, and engineering with responsibilities from, various geographical areas, institutions of higher education, professional organizations, federal, state and local agencies and private organizations. The Panel shall meet and organize within ninety days from the date of its establishment, and shall select a Chairman and Vice-Chairman from among its members. The Panel shall then meet at least once each six months thereafter and shall expire ninety days after termination of the five-year program established pursuant to subsection (c).

Section (d) (2) The Panel shall—

(A) advise the Chief of Engineers generally in carrying out provisions of this section,

(B) recommend criteria for the selection of demonstration sites,

(C) recommend alternative institutional, legal, and financial arrangements necessary to effect agreements with non-federal sponsors of recommended demonstration sites,

(D) make periodic reviews of the progress of the program,

(E) recommend means by which the knowledge obtained from the project may be made readily available to the public, and

(F) perform such functions as the Chief of Engineers may designate.

Section (e) The Panel is authorized, without regard to the civil service laws, to engage such technical and other assistance as may be required to carry out its functions.

Section (f) The Secretary of the Army, acting through the Chief of Engineers, shall prepare and submit annually a program progress report, including therein contributions of the Shoreline Erosion Planning Demonstration Panel, to the Committees on Public Works of the Senate and House of Representatives. The fifth and final report shall include a comprehensive evaluation of the national shoreline erosion control development and demonstration program.

Section (g) There is authorized to be appropriated for the first fiscal year following enactment of this section and the succeeding four fiscal years, a total not to exceed $20,000,000 and ten permanent positions to carry out the provisions of this section.

BOARD OF DIRECTORS

DATE: November 17, 1980 AGENDA REPORT No.: **R-52**

REGIONAL BEACH EROSION: ALTERNATIVE ARRANGEMENTS
FOR COASTAL MANAGEMENT FUNCTIONS

INTRODUCTION

The Board of Directors' Beach Erosion Subcommittee has, over the last two months, been considering one of the recommendations for immediate action made by the task force in the Report on Shoreline Erosion dealing with institutional arrangements. The task force recommended that there be established "in a regional agency the technical and financial capabilities to deal with coastal erosion on a regional basis." The Subcommittee has reviewed the responsibilities and authority that existing agencies have over the coastline relating to shoreline erosion (see Addendum) and reviewed the possible alternative institutional arrangements for carrying out the responsibilities set forth in the task force report. It is the Subcommittee's

RECOMMENDATION

that the Board of Directors accept this staff report for distribution and request that all comments on the report be submitted to CPO prior to the January 19,1981 Board meeting.

Lou Terrell, Chairman
(for Beach Erosion Subcommittee)

DISCUSSION

Based upon their review of the information contained in this report, the Subcommittee has recommended establishing a new district (alternative III) as the most appropriate alternative for carrying out the responsibilities listed as (a) through (j), below.

The task force recommended that the entity responsible for shoreline erosion control should have the authority to do each of the following:

a. Identify coastal erosion problems.

b. Combine local, state, federal and private resources.

c. Participate in design, financing and construction.

d. Carry out protective projects including beach nourishment, and structural solutions, and the maintenance of these projects.

e. Collect and analyze data needed to design projects and to monitor their performance.

f. To purchase, hold and otherwise acquire real property and provide land, easements and right-of-way for federal projects.

g. Coordinate local government involvement and keep elected officials and citizens informed.

h. Prepare contingency plans to be ready in emergencies to direct private efforts to combat erosion and to take steps necessary to protect public property.

i. Prepare environmental documents required under the California Environmental Quality Act of 1970 and submit permit applications.

j. Spearhead local government lobbying efforts at the state and federal levels.

This report describes three possible alternatives (and variations to them) for carrying out the responsibilities listed above, the advantages and disadvantages of each alternative, and the funding methods available to each.

The alternatives are as follows:

I. Using Existing Agencies
II. Establishing a Joint Powers Agency
III. Establishing a New District

COMPOSITION OF ALTERNATIVE AGENCIES, ADVANTAGES AND DISADVANTAGES, FUNDING CAPABILITIES

I. Existing Agencies

Under the assumption that no change in any existing entity's enabling legislation or powers is made, at a minimum the responsibilities would need to be apportioned and assigned to the federal and state governments, all coastal cities and the county. In addition, districts such as the Port, the County Flood Control District and possibly others would have to be involved.

Advantages of using existing agencies:

1. Would not require any new entity to be formed.

2. All the recommendations could conceivably be carried out by existing agencies.

Disadvantages:

1. No existing regional coordination, either in planning, funding or implementing.

2. Would not allow for a regional funding mechanism.

3. Inability to require or enforce the assigned responsibilities among existing agencies.

Under the assumption that there could be a change in an existing entity's structure or enabling legislation, the County Flood Control District would, with certain changes, appear to have the necessary legislative authorization to implement (a) through (j), above.

The Flood Control District currently consists of most of the unincorporated area of the county and a very small portion of the incorporated area (among the coastal cities, only a portion of Carlsbad is in the district). Incorporated areas may be annexed to the district. The district can cooperate and act in conjunction with or contribute funds to other agencies for beach and shoreline protection and restoration. However, the district's funds are also available for other uses which the district has responsibility for, and there could be considerable competition for use of the funds.

Legislation currently requires the governing board of the district to be the Board of Supervisors—this would have to be amended if incorporated areas desired direct representation. Some arrangement for including the cities of San Clemente and San Juan Capistrano, and Orange County would need to be established. Also, some of the county unincorporated area is outside the district and may need to be included.

Advantages of the County Flood Control District:

1. Could provide flexibility in project funding methods.

2. Would not create a new special purpose district.

3. Required participation by necessary parties and mandated responsibilities can be established and enforced if incorporated areas are included by annexation or by a legislative amendment to require inclusion.

4. The district could perform all responsibilities recommended for the agency.

Disadvantages:

1. Incorporated areas would have no direct representation on the governing board unless the legislation was amended.

2. By joining the district, incorporated areas would automatically be responsible for the other Flood Control District functions including, among others, flood and storm water control, conservation of such waters and protection of watersheds.

3. Since the district is established by state legislation, local control would be diminished.

II. Creation of a Joint Powers Agency

The following entities should, at a minimum, be considered for membership in a joint powers agency created to carry out the recommended coastal management responsibilities:

e. Coastal cities (Oceanside, Carlsbad, Del Mar, City of San Diego, Coronado, Imperial Beach) and the county.

b. San Juan Capistrano, San Clemente and Orange County.

c. The San Diego Unified Port District, and Oceanside Small Craft Harbor District.

d. Federal Government (Corps of Engineers).

e. The state (State Lands Commission, Department of Boating and Waterways, Coastal Commission, Department of Parks and Recreation).

For funding purposes, the option to include all other cities in San Diego County should also be considered.

Advantages of creating a joint powers agency:

1. Flexibility in organizational arrangement and local control—because the JPA would not be structured by state legislation, but by local agreement.

2. Provides a structure for maximum involvement of directly affected agencies, cooperation and coordination.

3. Would not create a new (district) state mandated agency.

Disadvantages:

1. Unhappy agencies might withdraw.

2. No ability to enforce the plans or implementation measures chosen on the members (individual agency compliance will remain voluntary).

3. May limit available regional funding methods.

4. Might have certain limitations for carrying out items (d) & (f) of the recommended responsibilities (although individual members or groups of members would be able to carry out (d) & (f)).

III. Creation of a New District

The district could be formed in a wide variety of ways. Some of the most important considerations in its formation would be:

a. The objectives and purposes, scope of responsibilities, and powers of the district (e.g., any responsibilities other than those recommended in the report?).

b The area to be included in the district (i.e., coastal area only or entire region?).

c. The area to be managed by the district.

d. The type of representation desired on the governing board of the district.

e. The funding provisions.

f. The prevention of overlap and duplication and provisions for coordination with other existing entities.

The alternative to establishing an entirely new special district would be to amend the appropriate existing "district act" to include beach erosion control as a given purpose and form a district under the ordinary district organization procedures (i.e., approval of IAFCO, etc.).

Advantages of creating a new district:

1. Would provide flexibility in project funding Methods.

2. Required participation by necessary parties and mandated responsibilities could be established and enforced.

3. Could perform all recommended responsibilities (although consideration should be given as to which might represent a duplication of existing agency responsibilities and those should be resolved).

4. Would provide regional planning and implementation of recommendations.

5. Could form improvement districts where necessary.

Disadvantages:

1. Sets up new special purpose agency.

2. Might duplicate or assume certain existing entities functions.

3. Requires state legislation; therefore, some local flexibility and control might be sacrificed.

SUMMARY OF LOCAL FUNDING CAPABILITIES

The capabilities of various forms of local government to fund coastal managements projects are shown in Table 1 of this report.

The most promising means of funding beach erosion projects appears to be debt financing through the issuance of special assessment bonds. As shown on Table 1, all of the potential institutional arrangements could use this source of financing. Public sale of the bonds would require creation of a special assessment district encompassing the land area that will benefit from the projects. Benefit assessments could then be levied annually on land within the district, and the monies collected used to retire the annual bond debt. The total district assessment must be based on the cost of the projects and individual landowner assessments must be in proportion to benefits received. Thus, individual assessments could vary in accordance with a benefit criterion, such as distance from and/or access to improved beaches.

Existing agencies can form an inter-jurisdictional special assessment district without additional enabling legislation. A joint powers agency, as an independent entity, cannot levy special assessments but can receive member agency contributions including special assessments as well as other revenue sources. But, if anyone of the JPA agencies that would benefit from beach erosion projects decided not to participate in the special assessment district, this may legally jeopardize the total assessment district. Generally, special districts can issue assessment bonds.

TABLE 1
LOCAL FUNDING CAPABILITIES FOR INSTITUTIONAL ALTERNATIVES FOR BEACH EROSION

	Funding Methods						
Institutional Alternatives	**Taxation**	**Bond Financing**	**Fees/Charges**	**Development Fees**	**Special Assessments on Land**	**Contributions from JPA Agencies**	**Spending Limitation**
Using Existing Agencies	Can impose new taxes with 2/3 voter approval (except property tax).	May issue Revenue, Special Assessment, G.O. bonds. G.O. bonds require majority approval.	Can be levied for services rendered.	Requires demonstrated connection between development and beach erosion.	Can be levied; revenues pay off project bonds, assessments based on project cost and proportioned to benefits received (e.g., distance from beach.)	—	Annual spending increases limited by state constitution. Exempt are user fees, at cost; special assessments on land; grants; debt service.
County Flood Control District	Currently receives property tax allocation, used mostly to fund flood control maintenance.	May issue special assessment bonds.		Can charge new development proportioned to benefits received; can charge on per acre basis on Subd. Map Act.	Can be levied.		Exempt from limitation.
Joint Powers Agency	No authorized powers.	May issue revenue bonds for revenue-producing projects only.	Can be levied only to pay revenue bonds or to pay costs of services provided to fee payers.	—	No authorized powers (see contributions from JPA Agencies).	Members can contribute from own sources, including special assessments on land, as long as funds are used for purposes in JPA.	Probably exempt because JPA unable to levy taxes; members' contributions accounted for under each agency's spending limits.
New District	Would not receive property tax allocation without state legislation.	May issue revenue bonds for revenue-producing projects only.	Same as for JPA.	—	Can be levied; revenues pay off project bonds, assessments based on project cost and proportioned to benefits received (e.g., distance from beach.)	—	Limit established by voters in district; state legislature may set interim limit. Special assessment exempt from limit.

ADDENDUM

SUMMARY OF EXISTING LEGAL RESPONSIBILITIES AND AUTHORITY OVER THE COASTLINE AND SHORELINE EROSION

This Addendum describes in summary fashion the legal responsibilities and authority of existing federal, state and local government agencies concerning shoreline erosion. The information contained herein was used as the basis for the institutional alternatives presented in this report.

I. Federal Government

The federal government's authority and responsibilities are generally set forth in three separate acts which are as follows:

1. The Federal Coastal Zone Management Act of 1972 has as its basic purpose "to preserve, protect, develop, and where possible to restore or enhance, the resources of the Nation's coastal zone." The Act sets forth certain requirements for management programs and provides funding for them. In California the Coastal Act of 1976 constitutes California's coastal zone, management program within the coastal zone for purposes of the federal Act. (Federal lands (beaches) are specifically excluded from the coastal zone and therefore remain governed by federal law.)

2. The Submerged Lands Act establishes the federal government's scope of interest in lands beneath navigable waters. The Act confirms the establishment of title and ownership of lands and resources in the states and confirms the right and power to manage, develop, administer, lease and use that land within the state's boundaries with the exception that the federal government shall retain jurisdiction over the use, development, improvement, or control by or under the U.S. Constitution of said lands and waters for the purposes of navigation or flood control or the production of power, and any rights of the United States arising under the constitutional authority of Congress to regulate or improve navigation, or to provide for flood control, or the production of power.

3. The federal government has established a process to protect and enhance the navigable waters to be administered by the Chief of Engineers under the Secretary of the Army. Basically, their authority and responsibilities are:

   a. To recommend and approve the creation of any obstruction of navigable waters generally, and excavations, fills, and other alterations to the waters.

   b. To establish harbor lines and regulate activities associated with them.

   c. To investigate beach erosion and shore protection with a view to devising effective means of preventing erosion, and to expend funds for this activity.

d. To establish a Coastal Engineering Research Center to participate in investigations and studies with the states with a view towards preventing erosion and determine the most suitable methods for protection, restoration and development of beaches.

e. To provide periodic beach nourishment where suitable.

f. To provide federal aid in protection of shores.

II. State and Local Government

1. The State Lands Commission (consisting of the State Controller, Lt. Governor and Director of Finance) has the following powers:

   a. "The commission has exclusive jurisdiction over all ungranted tidelands and submerged lands owned by the state, and of the beds of navigable rivers, streams, lakes, bays, estuaries, inlets, and straits, including tidelands and submerged land or any interest therein, whether within or beyond the boundaries of the state as established by law, which have been or may be acquired by the state (a) by quitclaim, cession, grant, contract, or otherwise from the United States or any agency thereof, or (b) by any other means. All jurisdiction and authority remaining in the state as to tidelands and submerged lands as to which grants have been or may be made is vested in the commission.

      "The commission shall exclusively administer and control all such lands, and may lease or otherwise dispose of such lands, as provided by law, upon such terms and for such consideration, if any, as are determined by it..." (Public Resources Code Sec. 6301)

   Case law has established that the exclusive jurisdiction given the Commission refers generally to the proprietary interest of the state in the lands thereof; further, the purpose stated above is not to prevent other governmental agencies from promoting the interests of people with respect to the use of such lands, but rather to eliminate competition between state agencies as to which had authority to lease, sell, transfer or sue on behalf of the state's rights in such property and by such actions receive rent, royalties, monies and benefit of legal remedies.

   b. The commission may, upon written request of the littoral owner, grant authority to any such owner to construct, alter or maintain, groins, jetties, sea walls, breakwaters, and bulkheads, or, anyone or more such structures, upon, across, or over any of the swamp, overflowed, marsh, tide or submerged lands of this state bordering upon such littoral lands, if at the time of construction or alteration, such structures do not unreasonably interfere with the uses and purposes reserved to the people of the state... the commission shall make reasonable rules with reference to such applications and the location, type, character, design, size and manner under which such structure may be constructed, altered, or maintained..." (Public Resources Code Sec. 6321)

c. “The commission may grant the privilege of depositing material upon or removing or extracting material from swamp, overflowed, marsh, tide or submerged lands, beds of navigable streams, channels, rivers, creeks, bays or inlets owned by the state, for improvement of navigation, reclamation, flood control, or, for purposes connected with the erection or maintenance of structures… upon such terms and conditions and for such consideration as will be for the best interests of this state...” (Public Resources Code Sec. 6303)

d. “Whenever it appears to the commission to be in the best interests of the state, for the improvement of navigation, aid in reclamation, or for flood control protection, or to enhance the configuration of the shoreline for the improvement of the water and upland, on navigable rivers, sloughs, streams, lakes, bays, estuaries, inlets, or straits, and that it will not substantially interfere with the right of navigation and fishing in the waters involved, the commission may exchange lands of equal value, whether filled or unfilled with any state agency, political subdivision, person, or the United States or any agency thereof...” (Public Resources Code Sec. 6307)

The powers granted to the commission as to leasing or granting of rights or privileges with relation to such lands owned by the state may be conferred upon the counties and cities to which such lands have been granted.

2. The Department of Boating and Waterways has the primary responsibility for beach erosion control for the state. The Department is authorized to do the following:

   a. To study and report on beach erosion problems and means for the stabilization of beaches and to cooperate with and advise other federal, state and local agencies on control and stabilization.

   b. To prepare plans for and construct such works as its studies and investigations indicate to be necessary for beach erosion control and stabilization of beaches and shoreline areas, to the extent funds are available therefor.

   c. To administer state matching funds for federal erosion projects.

   d. To approve plans for construction of beach erosion control works which may in any way affect recreational beaches under the ownership or control of the Department of Parks and Recreation.

   In addition, the legislation establishes the policy of the state to pay one half the cost of local participation in federal projects.

3. The California Coastal Act of 1976 establishes certain regulatory controls over the shoreline as part of the coastal zone as follows:

   a. Prior to LCP certification, to issue coastal development permits.

b. After certification of the LCP and after the regional commissions are terminated, coastal development permits will be issued by the general purpose local governments with a potential for appeal to the state commission.* (The definition of development includes most beach protection activities.)

c. The commission has no mandated responsibility for erosion control planning or project implementation, only certain specific requirements are set forth to require that the decision makers take into account the impact of any development on the shoreline, and promote its protection.

d. To implement the provision of the Federal Coastal Zone Management Act of 1972.

e. The Act also preserves the State Lands Commission's responsibility for the management of all state tide and submerged lands.

4. The State Coastal Conservancy has the authority to:

   a. Award grants to local public agencies for coastal resource enhancement projects and to develop project plans. These projects include the assembly of parcels of land within coastal resource enhancement areas to improve resource management for relocation of improperly located or designed improvements, and for other corrective measures which will enhance the natural and scenic character of the areas.

   b. Acquire and hold sites to ensure the reservation of lands for park, recreation, fish and wildlife habitat, historic preservation, or scientific study required to meet the policies and objectives of the Coastal Act.

5. The San Diego Unified Port District may expend funds for:

   "…the acquisition, construction, completion and maintenance of harbor and port improvements, works, utilities, appliances, facilities, and vessels, for the promotion and accommodation of commerce, navigation and fisheries, and recreation, or uses in connection therewith; and for extraordinary improvements and betterments to lands and property under the control, supervision and management of the district, including the purchase or condemnation of necessary lands and other property and property rights."

6. The San Diego County Flood Control District has among its stated purposes to protect beaches and shorelines from erosion, and to restore the same. The district consists of most of the unincorporated area of the county and a very small portion of the incorporated area, and is governed by the County Board of Supervisors as the District Board. The district has among its numerous powers the power to:

   a. Carry on technical and other investigations and studies of ocean currents, tides, erosion, control of floods, etc.

*Each regional commission shall terminate within 30 days after the last local coastal programs required within its region have been certified and all implementing devices have become effective or June 30, 1981, whichever is the earliest date.

b. Design, construct, or maintain any levees, seawalls, groins, breakwaters, jetties, outlets, channels, harbors, basins, and other projects or works of improvement pertaining thereto for the protection of shoreline or beaches.

7. The Oceanside Small Craft Harbor District has responsibility solely for operation of the harbor even though the District includes the entire incorporated area.

8. The Oceanside Community Development Commission (which is a combination of the Redevelopment Agency and Housing Authority) is responsible for the redevelopment area which fronts on a major portion of Oceanside Beach. It may be possible for the Commission to expend its funds for beach erosion projects if the projects would benefit the redevelopment area.