MISSION BEACH

PRECISE PLAN
LOCAL COASTAL
PROGRAM ADDENDUM

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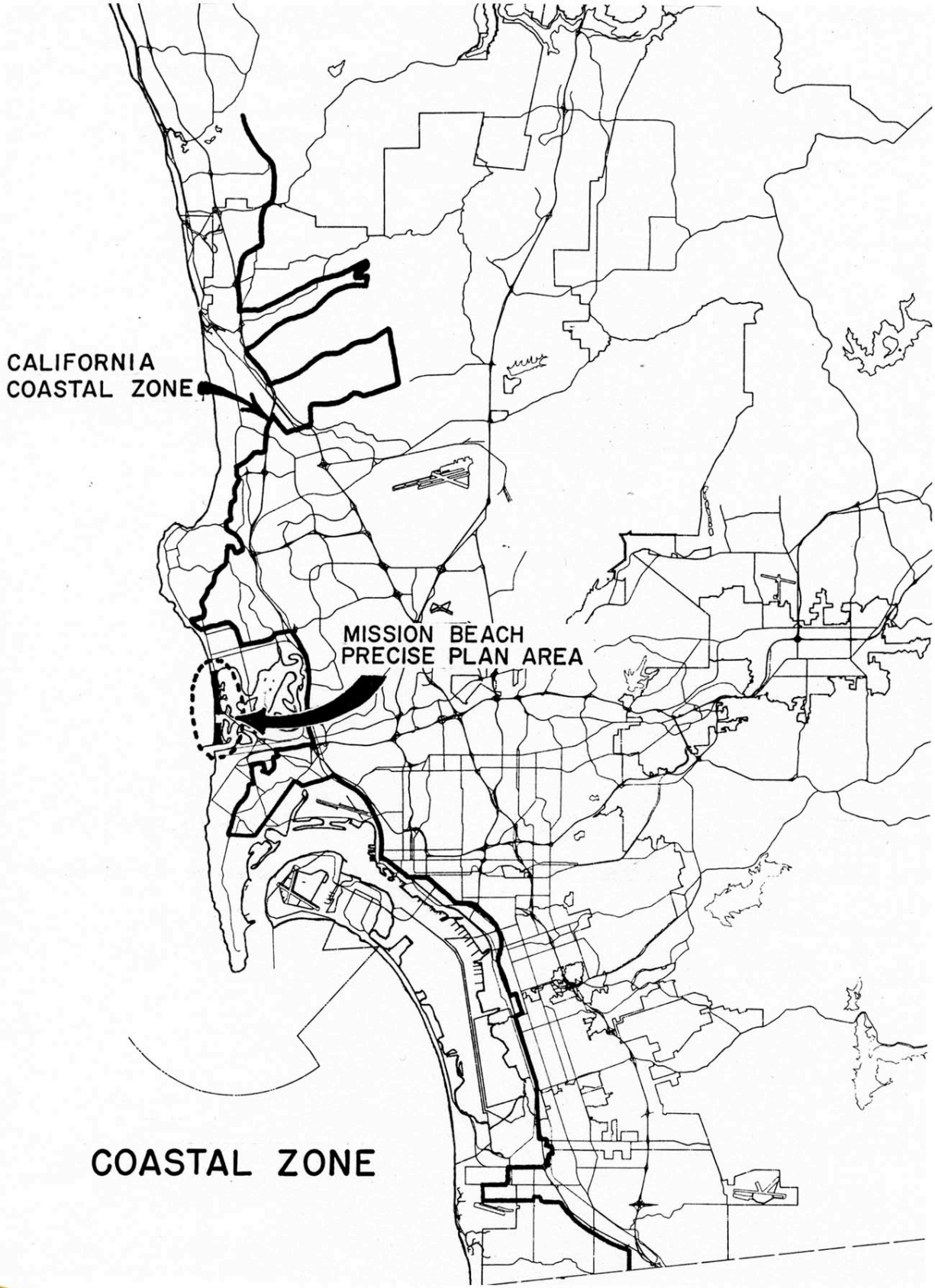

Figure 1. Coastal Zone

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)

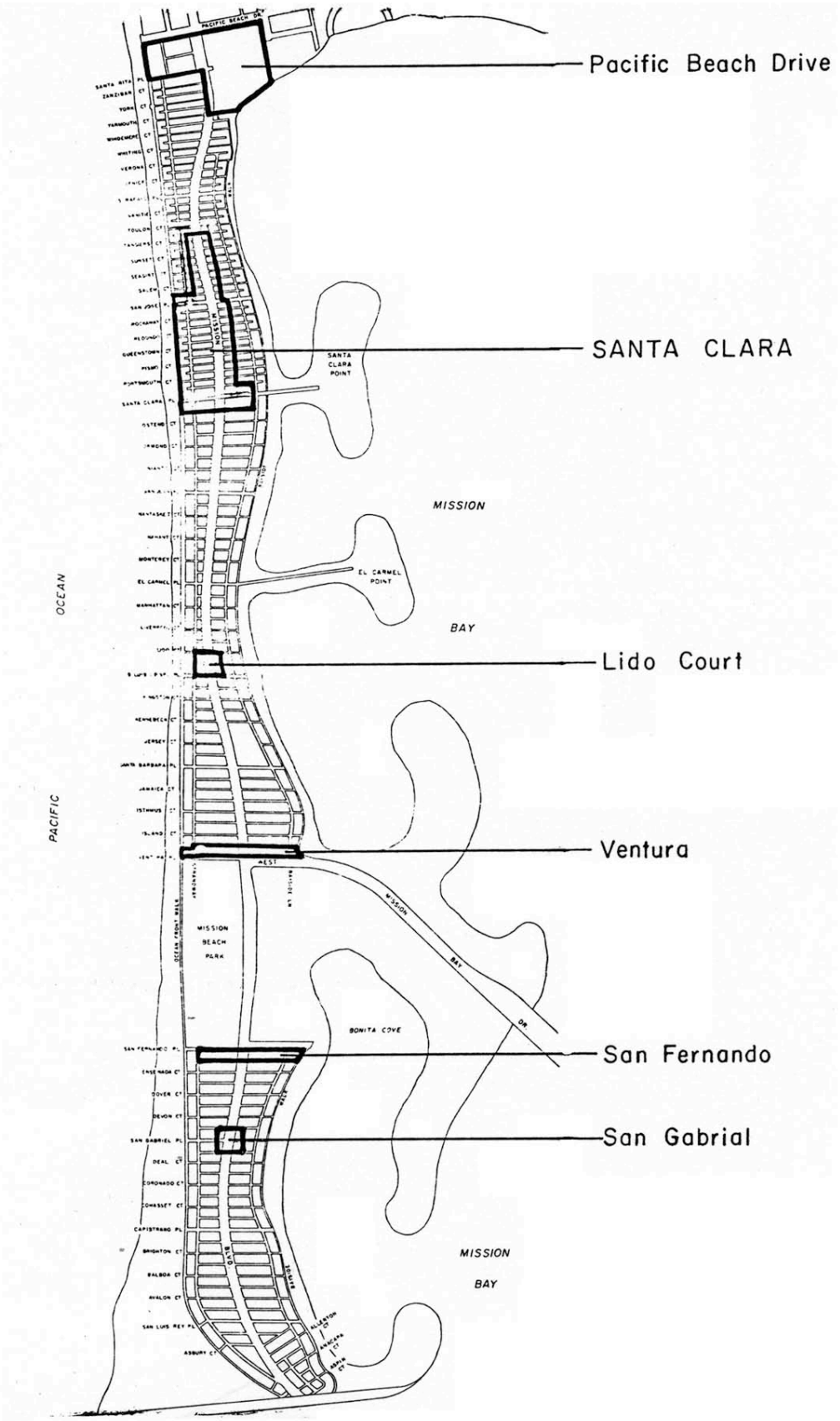

Figure 2. Commercial Districts

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.

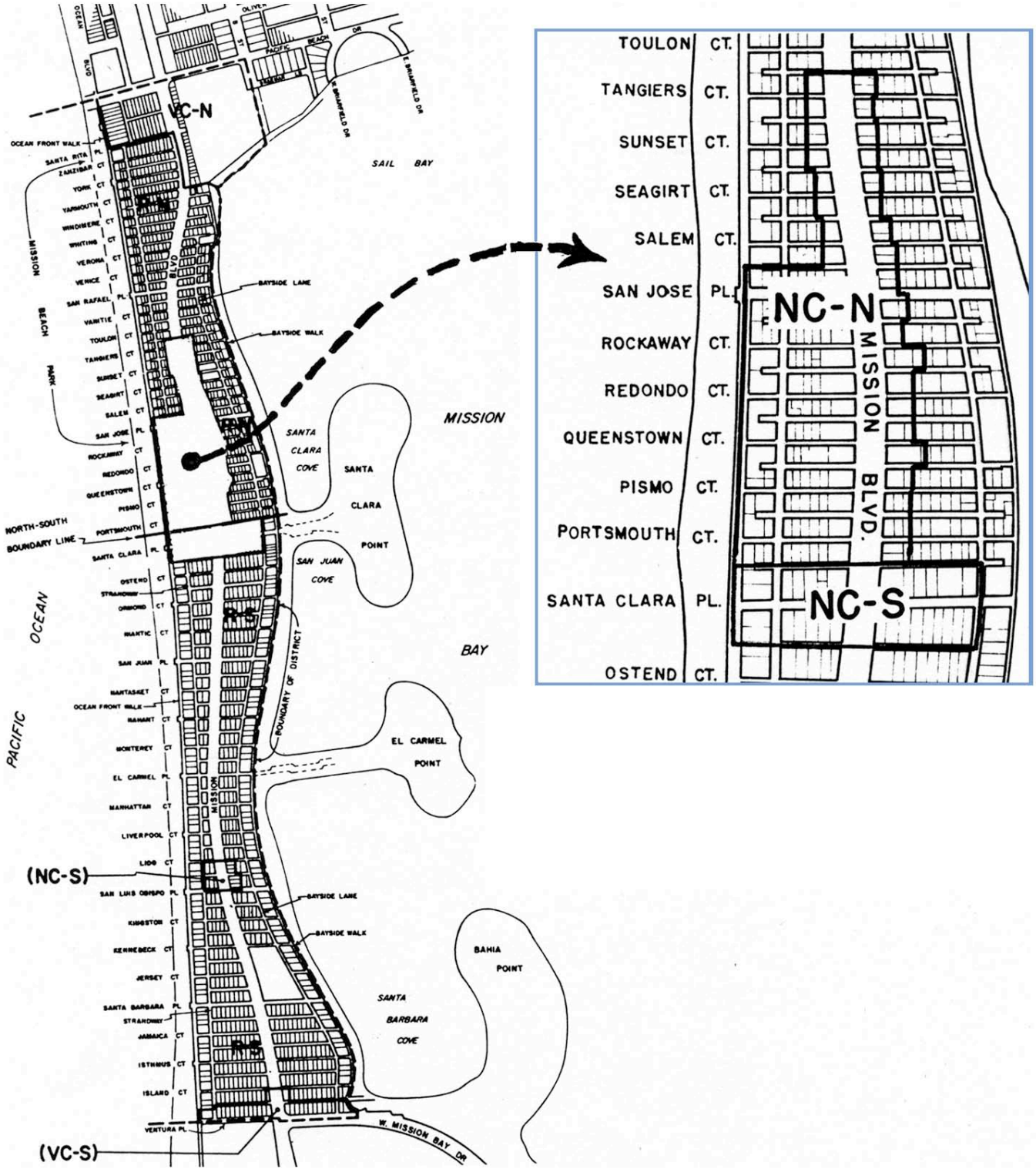

Figure 3. Santa Clara Commercial District

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
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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.

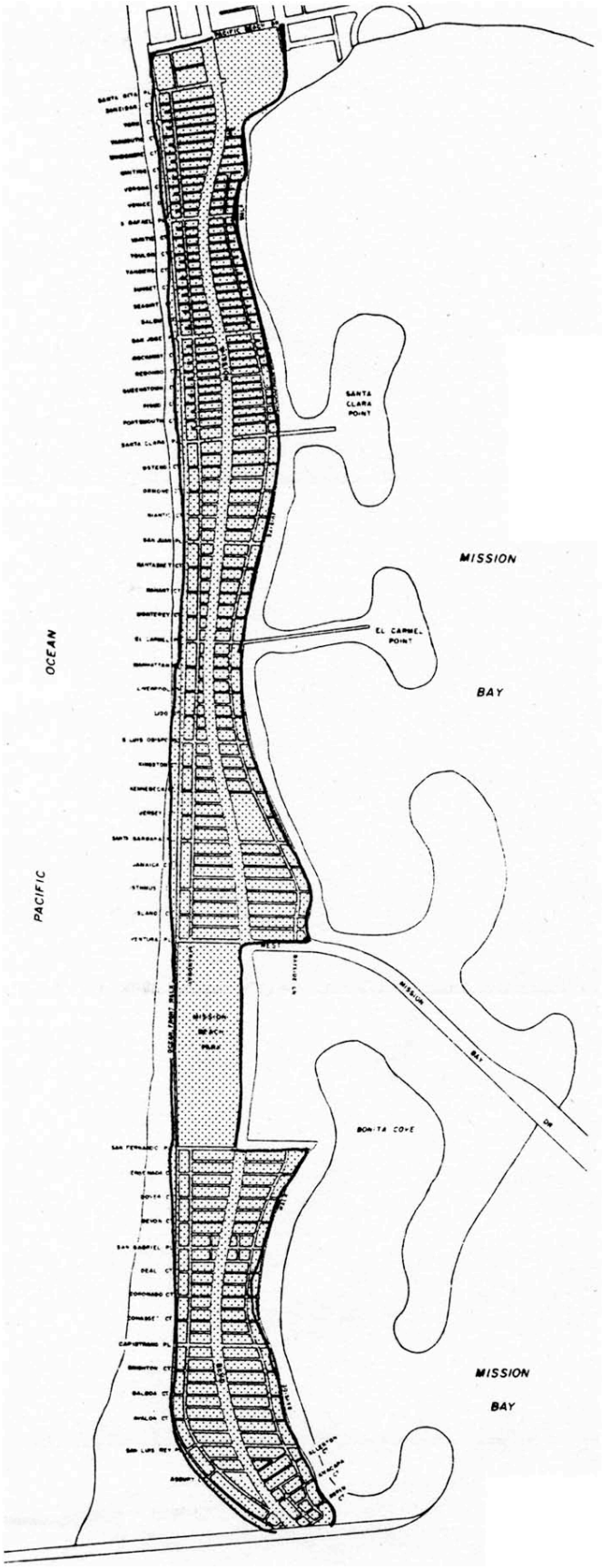
The function of this staff report is to summarize the City's report of geographic segmentation and issue identification, to make comments where necessary for clarification, to supplement the City's report through additions, deletions or revisions where appropriate, and to make recommendations for Regional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

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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.

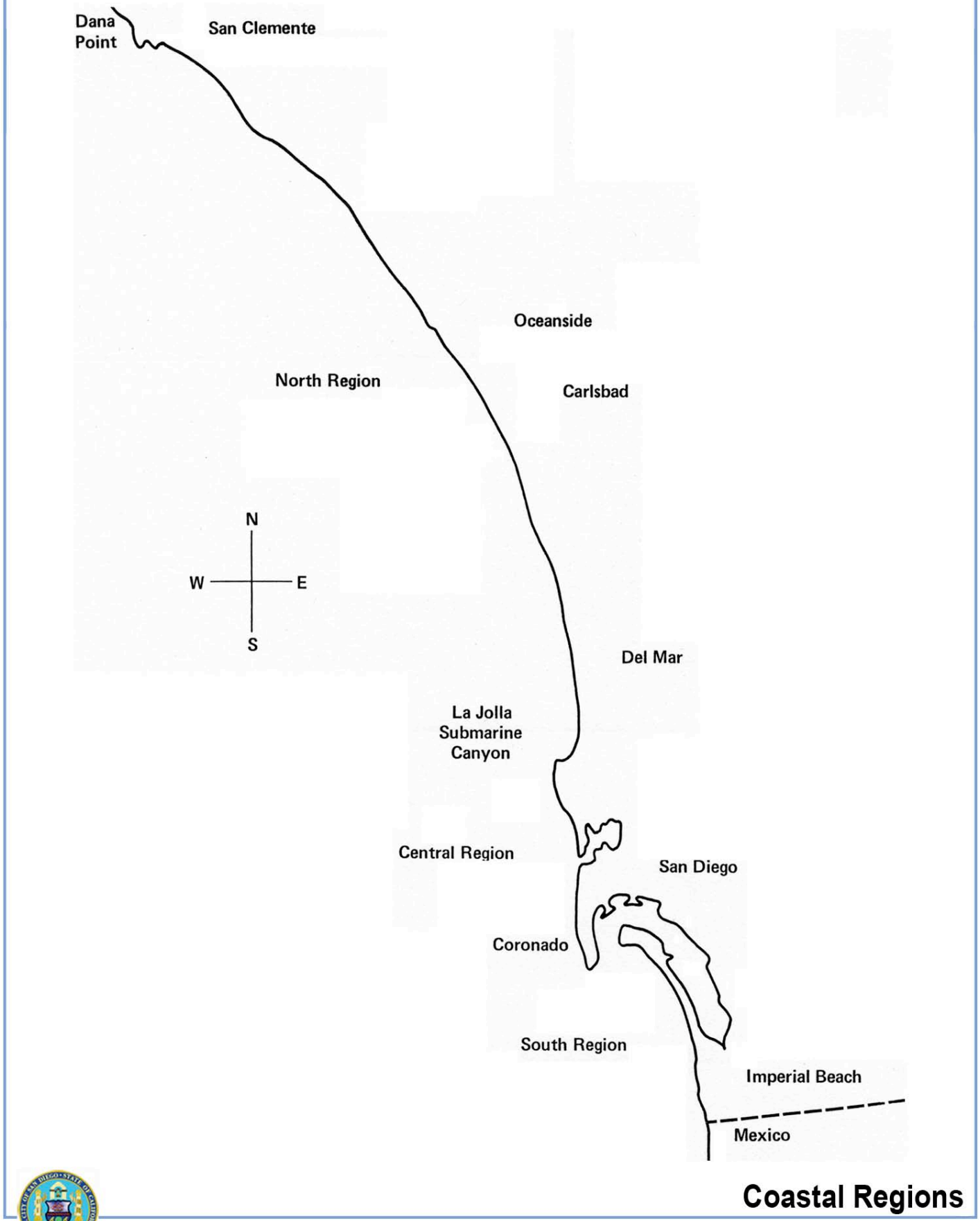
The symptoms of the coastal erosion problem in the county can be grouped into four general categories:

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.



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**

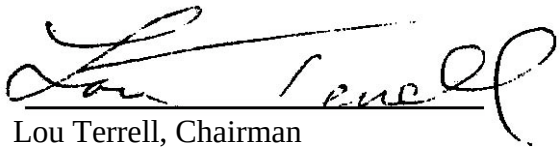
REGIONAL BEACH EROSION: ALTERNATIVE ARRANGEMENTS
FOR COASTAL MANAGEMENT FUNCTIONS

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.