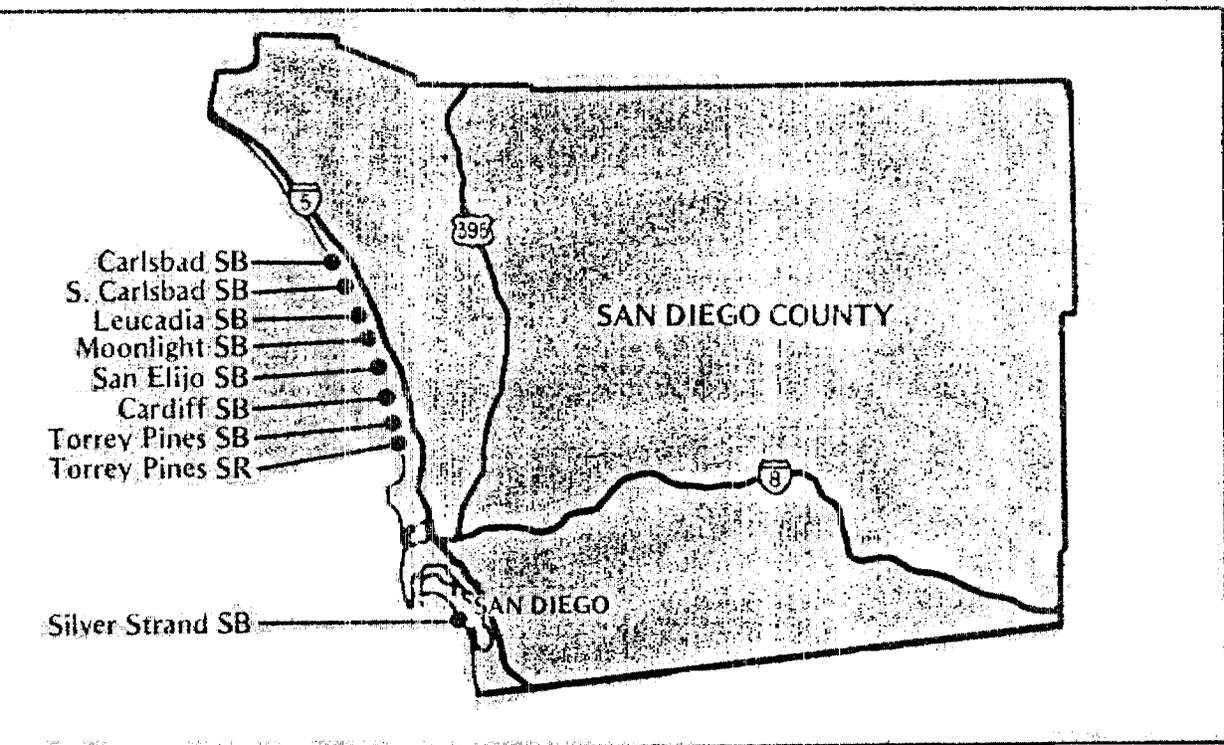


# San Diego Coastal State Park System General Plan

Volume 1 - Summary and Regional Data

July 1984



## Summary and Regional Data



State of California - The Resources Agency  
DEPARTMENT OF PARKS AND RECREATION

This is volume one of the general plan for nine coastal State Park System units in San Diego County. Below is a list of the nine booklets that comprise the San Diego Coastal State Park System General Plan.

Volume Number	Name
1	Summary and Regional Data
2	Carlsbad State Beach
3	South Carlsbad State Beach
4	Leucadia State Beach
5	Moonlight State Beach
6	San Elijo State Beach
7	Cardiff State Beach
8	Torrey Pines State Beach and State Reserve
9	Silver Strand State Beach

DEPARTMENT OF PARKS AND RECREATION

## STATE PARK AND RECREATION COMMISSION

P. O. BOX 2390, SACRAMENTO 95811



Resolution 76-83  
adopted by the  
State Park and Recreation Commission  
at its regular meeting in San Diego on  
November 4, 1983

WHEREAS, the State Park and Recreation Commission requests that the campsite in the Torrey Pines State Beach and State Reserve General Plan be deferred for further study and brought back to the Commission on February 10, 1984;

WHEREAS, the Commission encourages the City of Del Mar to give consideration to alternate solutions for the use of the restaurant site on Highway 101 to reduce some of the problems of the concerned residents;

NOW, THEREFORE, BE IT RESOLVED that the State Park and Recreation Commission approves the portion of the Department of Parks and Recreation's General Plan which includes the Torrey Pines State Beach and State Reserve.

Resolution 78-83  
adopted by the  
State Park and Recreation Commission  
at its regular meeting in San Diego on  
November 4, 1983

WHEREAS, the Director of the Department of Parks and Recreation has presented to this Commission for approval the proposed General Plan for the San Diego Coastal State Park System; and

WHEREAS, this reflects the long-range development plans as to provide for the optimum use and enjoyment of the unit as well as the protection of its quality;

NOW, THEREFORE, BE IT RESOLVED that the State Park and Recreation Commission approves the Department of Parks and Recreation's General Plan for the San Diego Coastal State Park System, which includes South Carlsbad, Carlsbad, Silver Strand, Leucadia, Moonlight, San Elijo, and Cardiff State Beaches; preliminary dated July, 1983, subject to such environmental changes as the Director of Parks and Recreation shall determine advisable and necessary to implement carrying out the provisions and objectives of said plan.



DEPARTMENT OF PARKS AND RECREATION

STATE PARK AND RECREATION COMMISSION

P. O. BOX 2390, SACRAMENTO 95811



Resolution 14-84  
CALIFORNIA STATE PARK AND RECREATION COMMISSION  
at its regular meeting in San Diego on  
February 10, 1984

WHEREAS, the State Park and Recreation Commission has requested that the campsite in the Torrey Pines State Beach and State Reserve General Plan be deferred in an action taken November 4, 1983 by Resolution No. 76-83;

WHEREAS, the staff has restudied the matter of the campsite location and determined that an alternate proposal on the existing parking lot at the north end of the beach, to accommodate camping is the only feasible alternative and that the plans have been amended to reflect that;

NOW, THEREFORE, BE IT RESOLVED that the State Park and Recreation Commission approves the amended portion of the Department of Parks and Recreation's General Plan which include the Torrey Pines State Beach and State Reserve.

BE IT FURTHER RESOLVED that only overnight camping will be permitted with the option of weekend camping, including three-day holiday weekends, and, after a period of one year, the Director will review this use and return to the Commission if in his opinion a modification is required.



San Diego Coastal State Park System  
General Plan Volume 1 - Summary and Regional Data

GEORGE DEUKMEJIAN  
Governor

GORDON K. VAN VLECK  
Secretary for Resources

WM. S. BRINER  
Director

State of California – The Resources Agency  
DEPARTMENT OF PARKS AND RECREATION  
P.O. Box 2390 Sacramento 95811



July 1984



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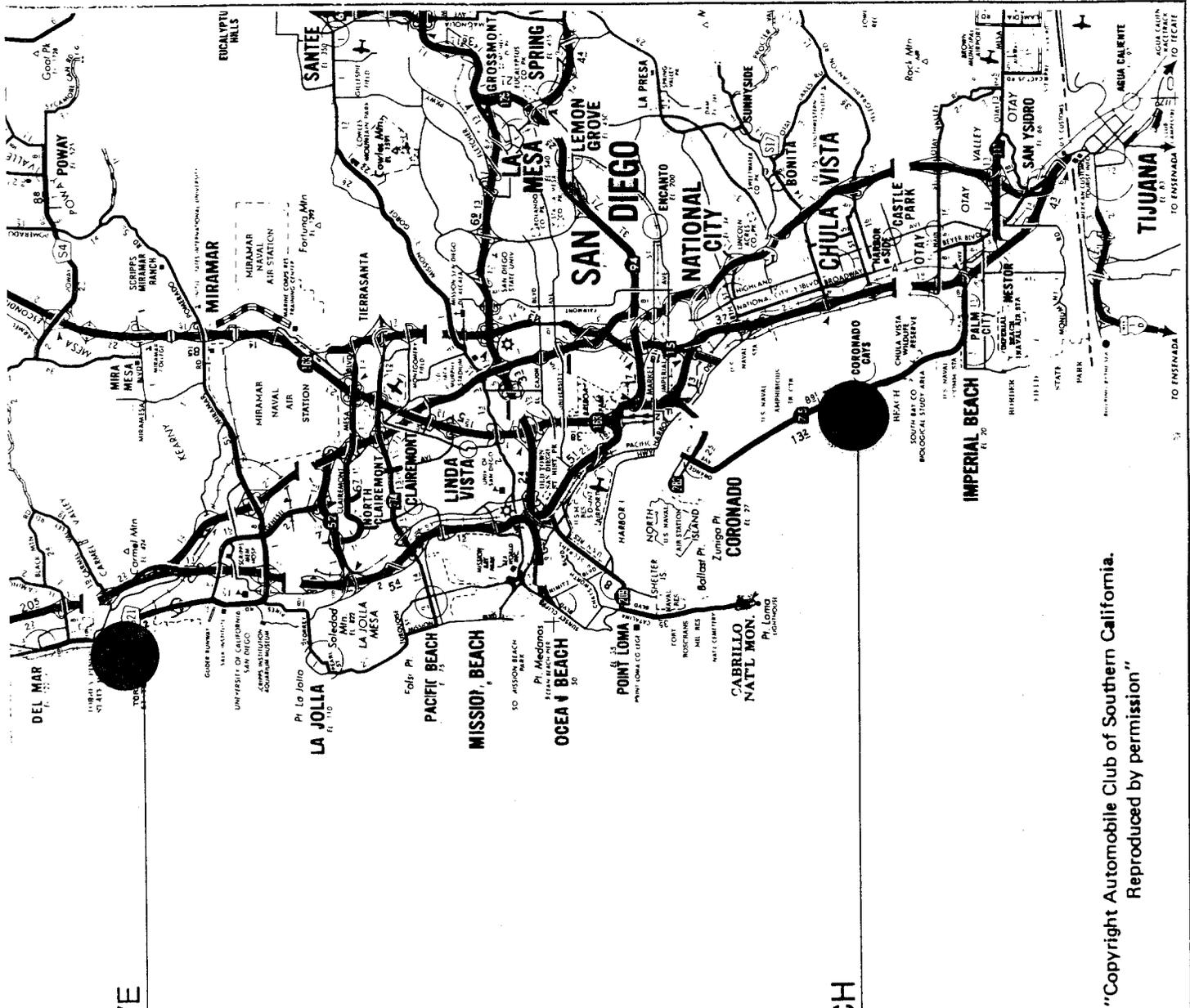
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# Summary

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TORREY PINES STATE BEACH  
 TORREY PINES STATE RESERVE

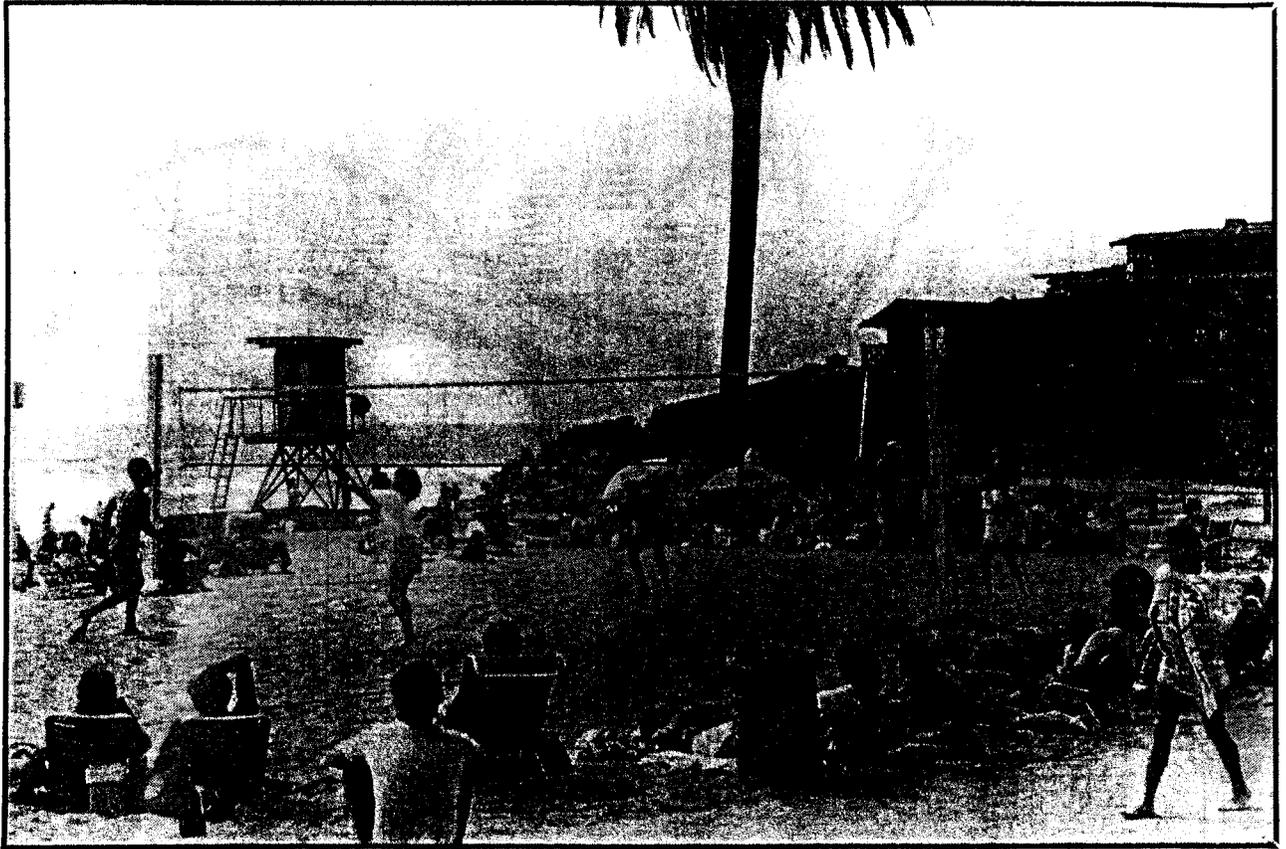


SILVER STRAND STATE BEACH



GENERAL PLAN  
 SCOPE AND VICINITY  
 MAP

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*Making the State Park System responsive to the people's needs is a major goal of this plan.*

## SUMMARY OF PROPOSALS

Long-range goals for nine State Park System units on the San Diego County coast are presented in this general plan prepared by the State Department of Parks and Recreation.

This summary provides a quick reference to all proposals. The reader should refer to the separate volumes of the plan for details of individual unit proposals. Discussions about land not now owned by the department have been included. These lands represent potential acquisition opportunities based on available data. However, the discussions are intended for long-range planning purposes only and do not represent a desire, intention, or commitment for acquisition.

The general plan establishes the department's management objectives for the nine units' natural and cultural resources, visitor use, facility development, interpretation, general operation, and coordination with other public and private entities.

When fully effective, the plan's proposals will improve visitor services, further protect resources, and help offset additional expenses.

Table 1 indicates existing and proposed improvements at all nine units. For example, it shows the following increases:

- Camping spaces (491 family, 65 "hike-in/bike-in," 4 group)
- Picnic sites (50 family, 2 group)
- Day-use parking (1,591 spaces)

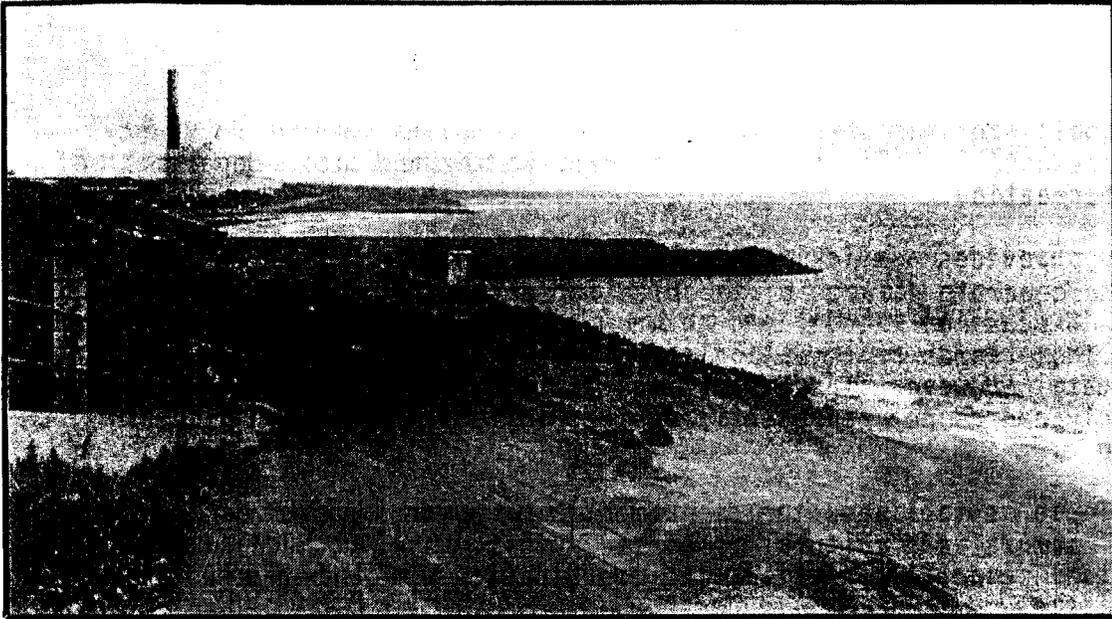
Also proposed are a new regional visitor center at Torrey Pines State Beach for interpreting the entire coast, various trails and beach accessways, two new campfire centers, a hostel at South Carlsbad State Beach, and new facilities for boat launching and docking.

The plan also increases the number of visitor check-in stations at several beaches as well as providing more restrooms and trailer sanitation stations.

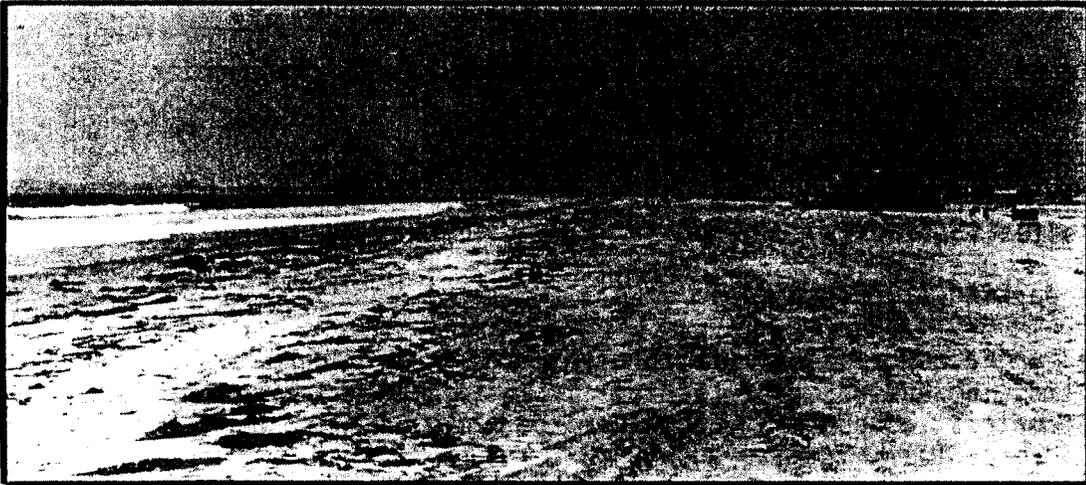
To equip readers with an easy reference to the plan, this summary is organized as follows: general resource management policies, general interpretive policies, and specific unit proposals.

### General Resource Management Policies

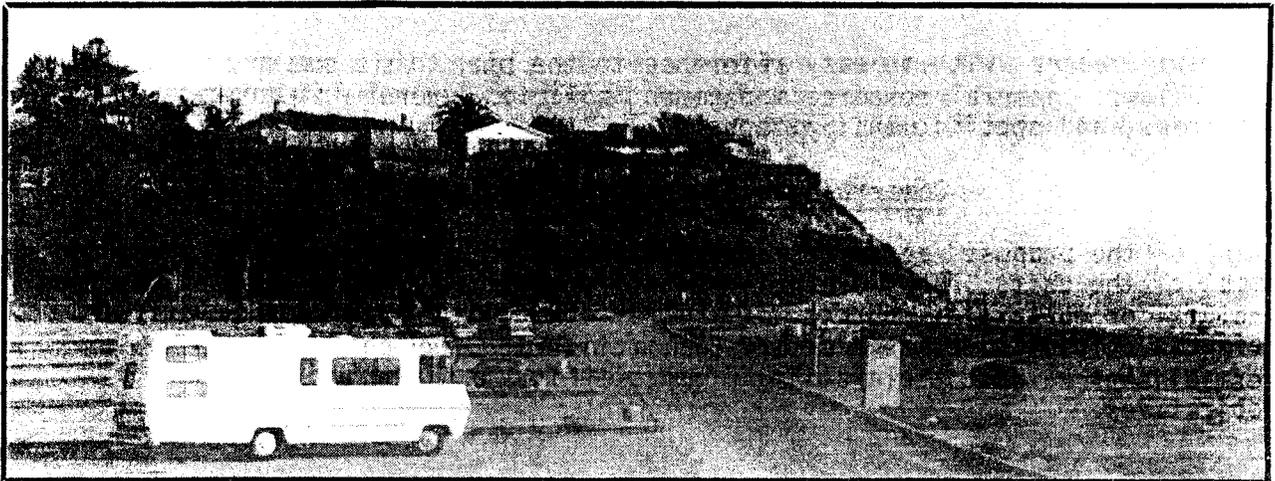
Many of the proposed resource management policies relate generally to all or most of the units. They are intended to reduce or eliminate erosion, protect natural or cultural resources, and provide direction for future development efforts. To provide the necessary foundation for these policies this plan establishes revised declarations of purpose for the nine units to clarify objectives.



*The planning area extends from Carlsbad State Beach at the north. . .*



*. . . to Silver Strand State Beach in the south.*



*Many facilities need to be improved to increase access and service to the public.*

The policies will:

- Establish a setback zone from bluff edges, equal to their projected vertical height, in which new development should be movable or expendable.
- Prohibit sea walls or other fortifications to protect bluffs. (Native planting may be used to minimize erosion.)
- Work with other agencies to deal with the regional beach sand loss problem.
- Monitor bluff and beach erosion.
- Redesign storm drainage systems to avoid bluff erosion.
- Discourage foot traffic on bluff faces.
- Report any newly discovered archeological or historical resources to the department's Resource Protection Division.
- Control ground squirrel populations, whose burrowing has caused undermining of some structures.
- Minimize irrigation and ultimately replace exotic (alien) plants with native plants.
- Protect and encourage native riparian vegetation.
- Protect beach lotus (Lotus nuttallianus).
- Apply general earthquake safety criteria for construction of new buildings.

#### General Interpretive Policies

These proposals, applying to all or most units, will improve the educational and informational opportunities available at the nine units, and at other locations, so that the public's recreational experience can be enhanced.

- Expand present interpretive effort.
- Foster the growth of docent groups and volunteer associations.
- Schedule beach walks and safety demonstrations.
- Install interpretive panels, and provide Spanish versions at some locations.
- Provide a mobile exhibit trailer for use at most of the units and areawide schools.
- Carry out more detailed historical studies.
- Interpret the flow of history where applicable.

- Interpret underwater resources.
- Develop information panels for use at Caltrans roadside rest areas.
- Provide self-guiding interpretive trails.
- Provide teachers aid interpretive packets.
- Maintain an active school group visitation program.
- Put interpretive messages on saleable items at concessions.
- Increase the paid interpretive staff.

#### Specific Unit Proposals

These policies provide specific resource management direction at individual units in order to preserve and protect natural and cultural resources, to create or enhance recreation opportunities, and to improve operations.

#### CARLSBAD STATE BEACH

- Cooperate with the City of Carlsbad in widening Carlsbad Boulevard to assure adequate parking, pedestrian circulation, bus stops, litter collection, and esthetic improvement.
- Cooperate with the San Diego Gas and Electric Company to increase recreational use of Agua Hedionda Lagoon, increase lagoon parking access, and expand fishing opportunities by developing a fishing pier and an additional debris boom.
- Install pedestrian ramp from Agua Hedionda Bridge to Tamarack Avenue parking lot. Rehabilitate parking lot and protect it from surf.
- Develop parking space for about 12 cars at corner of Ocean Street and Carlsbad Boulevard.
- Replenish beach sand between Pine Avenue and Agua Hedionda Lagoon. Install beach protection device.
- Replace two beach-level comfort stations with portable units (if beach is restored).
- Install five new portable comfort stations downcoast of the Agua Hedionda Lagoon inlet.
- Acquire approximately 12 acres of land.
- Declare surplus and sell existing area office after a new facility is developed at South Carlsbad State Beach.
- Install parking meters on all department-managed parking spaces.

#### SOUTH CARLSBAD STATE BEACH

- Develop 40-bed hostel.
- Add 75-person group camp, 140 family campsites, and 15 "hike-in/bike-in" campsites.
- Provide 150-person group picnic site.
- Redesign existing campground entry area and build two entry stations.
- Rehabilitate existing campfire center.
- Develop a small-boat launch facility.
- Install seven comfort stations.
- Construct six beach access stairways.
- Develop about 1,250 day-use parking spaces.
- Landscape.
- Study and redevelop storm water drainage system to minimize bluff erosion.
- Relocate two trailer sanitation stations and add one to the campground entrance area.
- Develop area office and maintenance facility.
- Relocate maintenance area. Convert existing maintenance area to lifeguard headquarters.
- Provide portable lifeguard stands.
- Acquire about 45 acres of road right-of-way relating to Carlsbad Boulevard.
- Acquire 2.4 acres of county property and .39 acres of private property.
- Declare surplus the wetland behind the Terra Mar community.
- Declare two parcels surplus with recreation easements.

#### LEUCADIA STATE BEACH

- Rehabilitate north and south beach access routes.
- Install parking meters.

#### MOONLIGHT STATE BEACH

- Provide erosion protection for Cottonwood Creek, and underground portions of the creek.

- Develop native riparian habitat along Cottonwood Creek.
- Provide day-use picnic area with 14 picnic sites.
- Install three beach showers.
- Develop parking spaces for 41 cars with parking meters.
- Install parking meters in spaces at the end of C Street.
- Develop walks and play structure near the beach.
- Provide a turf play area.
- Declare five small parcels surplus.
- Construct a maintenance storage building.

#### SAN ELIJO STATE BEACH

- Convert Area 2 from day use to overnight use.
- Add 10 family campsites and develop five new "hike-in/bike-in" campsites.
- Rehabilitate existing campfire center.
- Develop concession-oriented ramada with tables.
- Remove highway access ramps in two locations.
- Develop gated highway access ramp.
- Widen entrance road.
- Install secure boundary fencing.
- Rehabilitate seven existing comfort stations. Add solar hot water systems to two comfort stations.
- Modify an existing day-use parking lot to accommodate 21 RV campsites.
- Develop parking lots for 24 cars (overflow parking).
- Realign and develop Area 2 access road.
- Demolish existing maintenance facility and relocate function to South Carlsbad State Beach when that unit's development occurs. Convert area to eight campsites.
- Construct two trailer sanitation stations.

## CARDIFF STATE BEACH

- Develop small-boat launch facility with five car/trailer parking spaces.
- Provide two bus stop pull-outs.

Note: This unit has been scheduled for a major rehabilitation effort during the 1983-84 fiscal year. Details of the project are discussed in volume 7 of the general plan.

## TORREY PINES STATE BEACH AND STATE RESERVE

Specific resource management policies are:

- Reestablish historic tidal exchange in Los Penasquitos Lagoon to the extent feasible.
- Recognize the importance of natural watershed sediments in replenishing beach sands and consider disposal of suitable material from sediment basins into the littoral zone downcoast of the lagoon mouth.
- Prepare a specific management program for the Los Penasquitos Marsh Natural Preserve before any future land modifications in the area.
- Participate in resolving land use issues in the watershed.
- Protect natural and created sediment storage areas in floodplain.
- Request continued monitoring of water entering the Los Penasquitos wetlands.
- Apply criteria and guidelines for trail and parking area design and erosion control.
- Have new trails approved by Region Headquarters and Resource Protection Division.
- Restore a natural-looking channel down the main drainage in the "Extension."
- Seek mitigation of jet aircraft noise.
- Limit issuance of scientific collecting permits for paleontological resources and require Resource Protection Division approval.
- Prepare a wildfire protection plan.
- Assure that all new landscaping plant materials be from native genetic stock on site and that efforts be made to remove all exotic (alien) plants at the Guy Fleming House and Torrey Pines Lodge.
- Have all landscape planting plans approved by Region Headquarters and the Resource Protection Division.

- Manage all native, rare, and endangered plants for their perpetuation. Promote Torrey pines growth by prescribed fire.
- Monitor Dudleya brevifolia population.
- Mitigate any future loss of Lotus nuttallianus habitat.
- Monitor geologic hazards and post warning signs where appropriate.
- Conduct soil-vegetation monitoring for specified management needs.
- Place top management priority on the maintenance and enhancement of rare, endangered, and threatened animal species in the reserve.
- Require further study and management action at specific archeological sites. Restrict grading or landscape modification near archeological sites.

Specific facility actions include:

#### State Beach

- Modify existing north beach parking lot to accommodate 125 recreational vehicle campsites. Develop contact station and additional comfort station.
- Build visitor center to serve the San Diego coast state beaches.
- Install an interpretive boardwalk.
- Rehabilitate existing comfort station.
- Rehabilitate beach access ramp and develop pedestrian bridge over lagoon mouth.
- Develop bus pull-outs.
- Redevelop roadside parking.
- Build a contact station at south parking lot and develop spaces for 270 cars, 15 motorcycles, and 20 bicycles.
- Develop beach access ramps or stairs in eight locations.
- Rehabilitate riprap.
- Consider replenishment of beach sand.

## State Reserve

- Provide day-use parking for disabled.
- Rehabilitate trail systems.
- Construct South Marsh Trail trailhead with parking for 10 cars, an interpretive display, and portable restroom. Develop South Marsh Trail to the mouth of the lagoon.
- Develop trailhead at the end of Durango Drive and trail from end of Mar Scenic Parkway to East Ridge.
- Install interpretive display at trailhead at the end of Mar Scenic Parkway.
- Rehabilitate eroded Extension areas.
- Maintain Guy Fleming House. Continue residence and storage uses.
- Rehabilitate lodge for museum and operations use.
- Preserve sections of historic pavement.
- Develop East Grove day-use parking (10 cars), turnaround, and two portable restrooms. Develop trailhead and viewpoint to South Marsh Trail.
- Install culvert for wetland enhancement.
- Expand Los Penasquitos Natural Preserve.
- Consider development of interpretive boardwalks with viewing platforms.
- Rehabilitate upper Los Penasquitos marsh area entry road.
- Retain employee residence area.

## SILVER STRAND STATE BEACH

Specific resource management policies are:

- Consider Area 1, under lease to the U.S. Navy, for future natural preserve designation.
- Designate the southern portion of the unit as a natural preserve to protect coastal strand habitat.
- Establish a California least tern nesting site.
- Design new structures to withstand earthquakes centered in the Rose Canyon fault zone.

Specific facility actions include:

- Develop 200 family campsites (with three comfort stations and a campfire center), three group camps, and bike-in group camp.
- Install interpretive displays, campfire center, and self-guided nature trail.
- Replenish oceanside beach.
- Develop marina for 330 boats (possible concession facility), parking for 210 cars, two comfort stations, and 30 picnic sites. Develop building and dock for boat rental, boat storage, fuel, sanitary dump, and comfort station. Develop space for harbor patrol station.
- Construct access tunnel between ocean and bay parcels.
- Install two-lane boat launch ramp with parking for 65 vehicles.
- Construct a lifeguard stand.
- Rehabilitate existing bayside concession building for group use.
- Develop a camp store with parking for 50 cars and an interpretive display (possible concession facility).
- Restrict bayside cove to 5 mph speed limit, with no mooring.
- Install lighting in tunnels and at bayside development.
- Develop equipment storage facilities.
- Construct two sanitary dump stations.
- Remove portions of parking lots 1 through 4 on ocean side.

FACILITIES (1)	CARLSBAD STATE BEACH		SOUTH CARLSBAD STATE BEACH		LEUCADIA STATE BEACH		MOONLIGHT STATE BEACH		SAN ELIJO STATE BEACH		CARDIFF STATE BEACH		TORREY PINES STATE BEACH		TORREY PINES STATE RESERVE		SILVER STRAND STATE BEACH		TOTALS	
	EXIST	PROP	EXIST	PROP	EXIST	PROP	EXIST	PROP	EXIST	PROP	EXIST	PROP	EXIST	PROP	EXIST	PROP	EXIST	PROP	EXIST	PROP
DAY USE PARKING SPACES	299	551	0	1250	82	82	208	249	86	0	653	659	750	840	64	94	1765	1698	3907	5423
FAMILY PICNIC SITES	0	0	0	6	0	0	4	13	0	0	0	0	0	0	0	0	124	154	128	178
GROUP PICNIC SITES	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2
FAMILY CAMP SITES	0	0	226	356	0	0	0	0	171	207	0	0	0	125	0	0	0	200	397	888
GROUP CAMP SITES	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	3	0	4
HOSTEL	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
CAMPFIRE CENTER	0	0	1	1	0	0	0	0	1	1	0	0	0	0	0	0	0	1	2	3
VISITORS CENTER	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	1	0	0	1	2
BOAT LAUNCH FACILITY	0	0	0	1	0	0	0	0	0	0	1	1	0	0	0	0	0	1	1	3
BEACH PROTECTION DEVICE	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1
BEACH SAND REPLENISHMENT	Yes	Yes	0	0	0	0	0	0	0	0	0	0	0	Yes	0	0	Yes	Yes	2	3
MARINA SLIPS	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	300	0	300
RETAIL CONCESSION	0	0	1	1	0	0	1	1	1	1	1	1	0	1	0	0	2	2	6	7
BOAT RENTAL	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
CONTACT STATIONS	0	0	1	3	0	0	1	1	1	1	2	2	1	2	0	0	1	2	7	11
PLAY FIELD (TURF)	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	1
BEACH ACCESS STAIRWAYS	1	1	7	12	2	2	0	0	6	6	0	0	0	8	0	0	0	0	16	29
HIKE IN - BIKE IN CAMP SITES	0	0	0	15	0	0	0	0	0	5	0	0	0	0	0	0	0	50	0	65
TRAIL (IN MILES)	0	0	0	1	0	0	0	0	0	0	0	0	0	0	7.49	10.02	0	0	7.49	11.02
ENROUTE CAMPSITES	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	125	0	125	0
LIFEGUARD TOWER	0	0	0	0	0	0	1	1	1	1	0	0	0	0	0	0	1	1	3	3
COMFORT STATIONS	1	8	10	17	2	2	1	1	7	7	3	3	2	4	1	1	7	17	34	60
TRAILER SANITATION STATIONS	0	0	2	3	0	0	0	0	0	0	0	0	0	1	0	0	0	2	2	8
RESIDENCES	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4	4	2	2	6	6
MAINTENANCE FACILITY	1	0	1	2	0	0	0	0	1	0	0	0	0	0	1	1	1	1	5	5
UNIT OFFICE	0	0	1	1	0	0	0	0	1	1	0	0	0	0	1	1	1	1	4	4
AREA OFFICE	1	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
ACREAGE	25	37	110	155.70	18.6	18.6	12.7	12.04	42.21	42.21	25.27	25.34	69.88	68.03	1256.03	1497.32	404.38	404.38	1964.07	2360.62

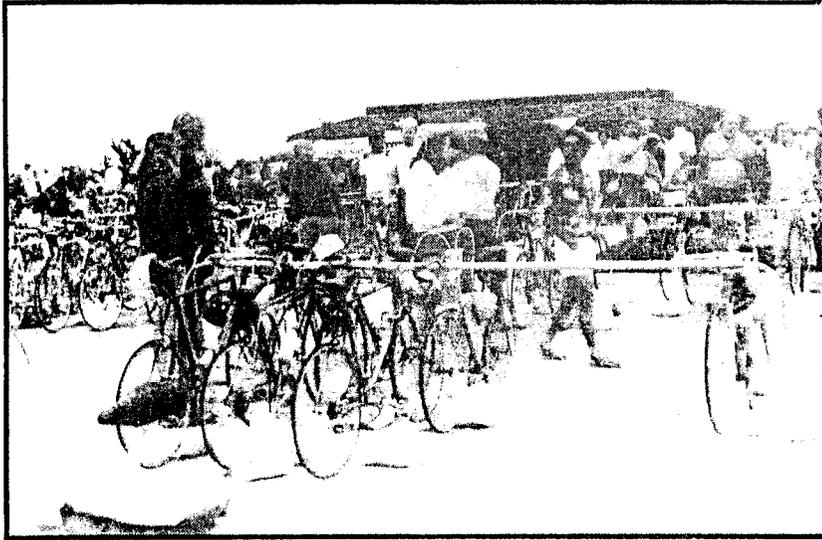
1) Proposed Facility Numbers Include Existing Facilities

TABLE 1  
SUMMARY OF  
EXISTING AND PROPOSED FACILITIES  
FOR  
STATE PARK SYSTEM UNITS



# Introduction

---



*The San Diego coast is popular because of its many and varied recreational opportunities.*

## INTRODUCTION

This general plan, prepared by the State Department of Parks and Recreation in accordance with Section 5002.2 of the Public Resources Code, contains individual plans for nine State Park System units on the San Diego County Coast (Carlsbad State Beach, South Carlsbad State Beach, Leucadia State Beach, Moonlight State Beach, San Elijo State Beach, Cardiff State Beach, Torrey Pines State Beach, Torrey Pines State Reserve, and Silver Strand State Beach).

Each unit is dealt with individually in separate volumes, except for Torrey Pines State Beach and State Reserve, which are combined in Volume 8. General information on the coast area, the State Park System, and regional concerns is presented in this volume, along with a summary of recommendations for each unit.

### Purpose of the Plan

The purpose of this plan is to establish the department's long-term management objectives with respect to natural and cultural resources, visitor use, facility development, interpretation, and general operation. Approval of the general plan by the California Park and Recreation Commission is required by law before budgeting any facility development that would constitute a long-term or permanent commitment of natural or cultural resources.

This plan should provide sufficient information to explain the planning process and to document relevant data used in determining specific proposals. The plan will guide future department actions until changed conditions make revisions necessary.

### Objectives of the Plan

The general plan and each component unit plan will help meet all of the following specific objectives:

1. Develop, as practical, the facilities needed to meet present and future recreation demands on the coast.
2. Provide for the preservation of outstanding natural or cultural resources.
3. Supply to the public appropriate interpretive services for educational and recreational purposes.
4. Pinpoint actions to consolidate fragmented ownership patterns and establish manageable recreation units where possible.
5. Dispense with unneeded or undesired lands in the State Park System.
6. Spread currently concentrated recreational uses along the coast to minimize crowding and improve recreational opportunities.
7. Introduce concession services where needed and appropriate.

8. Improve revenue collection to help offset operational costs.
9. Raise the esthetic quality of the San Diego County coastline by removing abandoned or undesired pavements and structures.
10. Provide a safe recreational environment.
11. Equip the Department of Parks and Recreation, other agencies, and individuals with a tool for coordinating their efforts to meet these objectives.

### The Planning Process

The planning process included a comprehensive evaluation of the roles various agencies are playing in providing recreational opportunities and in preserving significant natural and cultural values on the coast. Current recreational patterns of the many varied segments of the state's population were also examined in order to identify specific needs to be met by these units. This information, coupled with detailed resource inventories and public comments, provided the foundation for the various development and management proposals contained in this document. The comprehensive perspective made possible by simultaneously planning all nine units permitted a broad range of possible solutions to emerge and resulted in a plan that can effectively meet the needs of California's citizens.

### Public Involvement

The public played a major role in creating this plan. Staff planners held public workshops at three critical stages of the plan's evolution. The first meetings were held March 17 and 18, 1982 in Carlsbad and Coronado, respectively, to identify issues the public felt should be dealt with. The results of those meetings are contained in Newsletter 2, which was distributed to the entire mailing list.

The second set of meetings, held October 25, 26, and 28, 1982 in Carlsbad, Del Mar, and Coronado, examined various alternative plans for each unit. The results of those meetings are indicated in Newsletter 4, which was also distributed.

The third set of meetings, held April 5, 6, and 7, 1983 in Carlsbad, Del Mar, and Coronado, allowed the staff to review the preliminary plan with the public before taking it to the State Park and Recreation Commission for approval.

The public was notified of these workshops through press releases, which resulted in numerous newspaper articles and radio announcements, and by newsletters, announcing the meetings and their results, which were sent to some 350 recipients. The mailing list was initially compiled by the Regional Coastal Commission in San Diego and was enlarged as the planning process proceeded. Although attendance at the meetings was moderate, participation was enthusiastic and particularly helpful.

### Involvement of Other Agencies

Numerous contacts were made with the following agencies that have, or might have, an interest in the general plan:

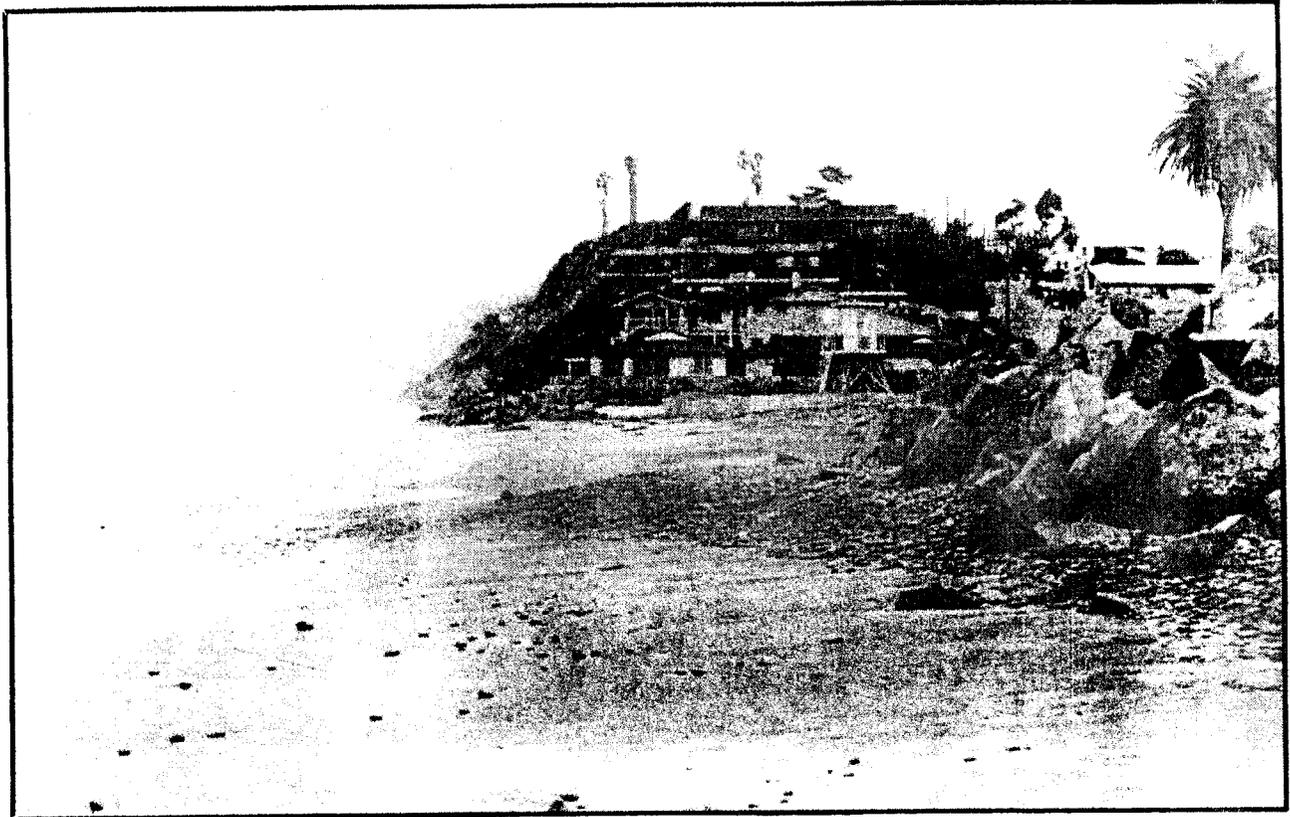
- California Department of Fish and Game
- California Department of Boating and Waterways
- California Coastal Commission
- State Lands Commission
- California Department of Transportation
- California Department of Rehabilitation
- County of San Diego
- City of Coronado
- City of Carlsbad
- City of San Diego
- Scripps Institution of Oceanography
- San Diego Area Government (SANDAG)
- San Diego State University

In addition, advisory committees that serve these agencies were contacted.



# San Diego County Overview

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*Much of the San Diego coastline is urban in character.*

## SAN DIEGO COUNTY OVERVIEW

The following section gives a brief overview of the county so that factors which affect the nine units can be understood.

### Physical Environment

San Diego County's coast stretches from the Los Angeles metropolitan area to the Mexican border. There are more than 76 miles of Pacific Ocean shoreline, of which about 25 miles are in the State Park System. This part of the county is renowned for its subtropical climate, long expanses of sandy beaches, and scenic estuaries and lagoons. A 10-mile-wide coastal terrace is well-suited for agriculture. However, high costs and urban residential encroachment have limited agricultural production.

The coastal climate is generally mild. The moderating effect of the ocean and offshore pressure systems results in dry summers and wet winters.

Ocean and beach recreation use is very high. Mission Bay and San Diego Bay are significant areas of recreation use. Reservoirs on the San Luis Rey, San Dieguito, San Diego, Sweetwater, and Otay rivers also provide some recreation.

East of the coastal plain are the rolling foothills of the Peninsular Ranges. These rugged, steep mountains have peaks ranging in elevation from 4,000 to 6,500 feet. One peak, Mount Palomar, is the site of the famous 200-inch Hale telescope. The eastern slopes of the Peninsular Ranges descend into the arid, natural beauty of the Colorado Desert.

### Land Ownership

San Diego County covers 2,739,200 acres, or 2.7% of the state's area. Of this total area, 53%, or 1,469,630 acres, is publicly owned, and 47%, or 1,269,570 acres, is private. Land ownership is summarized in Figures 1 and 2.

A significant portion of the county is managed by the federal government. The U.S. Forest Service offers picnicking, camping, and hiking in Cleveland National Forest, which is relatively close to the county's urban and coastal areas. Lands administered by the Bureau of Land Management are primarily in the desert and receive use in fall, winter, and spring. The California Department of Parks and Recreation is a major land manager in the county, providing over half the land area available for recreation.

Figure 1

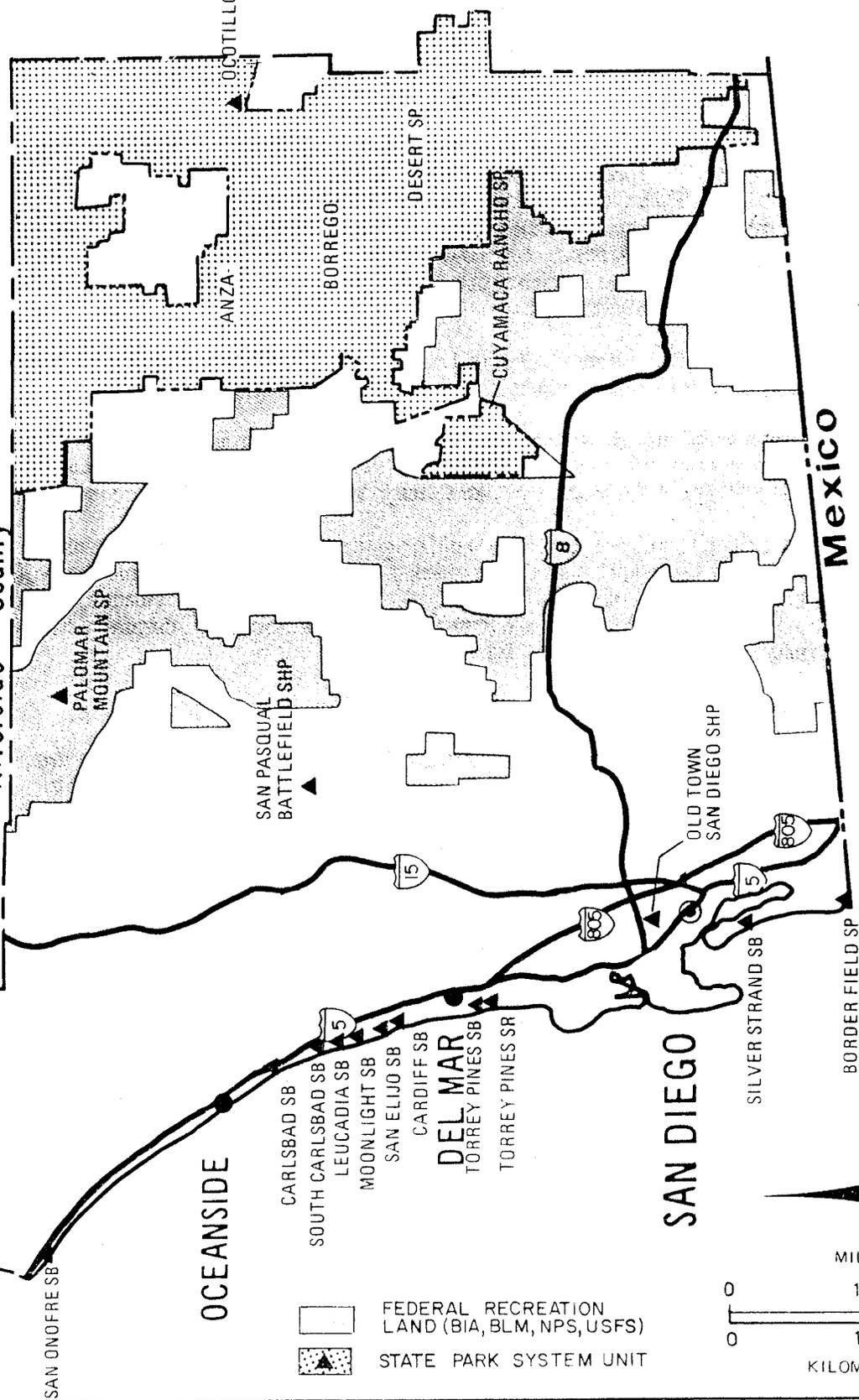
PUBLIC LANDS IN SAN DIEGO COUNTY

Imperial County

Riverside County

Mexico

Orange Co.



-  FEDERAL RECREATION LAND (BIA, BLM, NPS, USFS)
-  STATE PARK SYSTEM UNIT

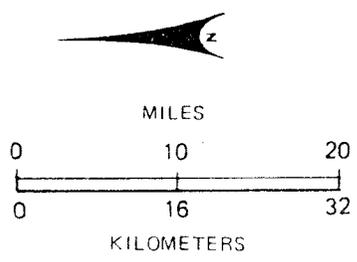
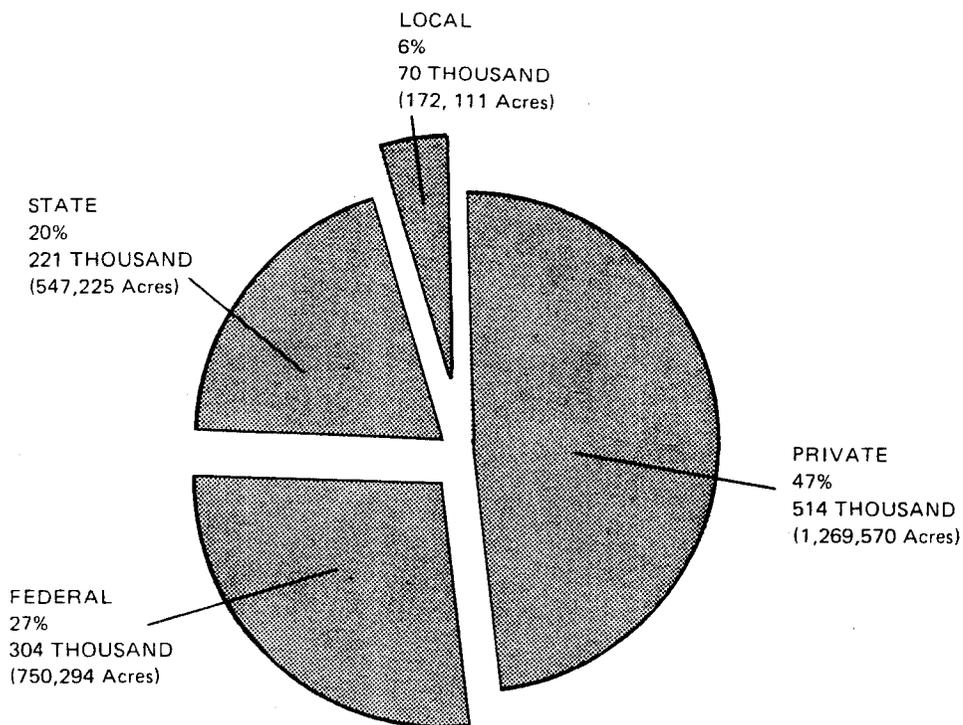


Figure 2

LAND OWNERSHIP IN SAN DIEGO COUNTY

(in hectares)



Source: State of California – State Lands Commission,  
Public Land Ownership in California, 1977

Total area – 1,108,526 (2,739,200 Acres)

Sociocultural Character

As of 1982, San Diego County had a population of 1,924,700, or 7% of state total population. The City of San Diego, with 895,500 residents, is the county's largest city. Nearly all county population is concentrated in the western third of the county. The State Department of Finance projects the county's population will exceed 2,311,300 by 1990.

San Diego was the site of the first Spanish mission in California and is steeped in Spanish and Mexican tradition. The area experienced its greatest population growth during World War II, with tremendous expansion of naval activity and aircraft production. San Diego Bay is headquarters for the 11th Naval District and home port for the American fishing fleets operating in Central and South American waters. In recent years, the area has become a popular place for retirement. Tourism and recreation are very important to the local economy.

Regional Recreation Demand and Facility Deficiencies

Total annual demand for recreation in San Diego County in 1990 will reach 430 million participation days,\* or 8.6% of total statewide demand for major recreation activities (see Table 2). Demand in the county for a composite of activities most commonly provided by the State Park System (camping, picnicking, boating, and hiking with pack) is projected at 34.8 million participation days in 1990, or 8.1% of statewide demand for these activities. The greatest part of this demand will be concentrated in the narrow coastal strip.

Existing camping facilities are already inadequate to accommodate demand in the summer months. Figures 3 and 4 depict seasonal camping pressure at two of the most popular State Park System units in San Diego County -- San Elijo SB and South Carlsbad SB. Demand remains comparatively high during the off-season, particularly on weekends.

Table 2

RECREATION DEMAND/DEFICIENCIES -- 1990

	DEMAND (millions of participation days)		DEFICIENCIES (number of facilities needed)			
	TOTAL DEMAND (all activities)	COMPOSITE DEMAND (picnicking, camping, hiking, boating)	CAMP-SITES	PICNIC SITES	BOAT ACCESS	TRAIL MILES
Statewide Total	5,017.2	428.1	109,635	149,441	101,662	28,098
San Diego County	430.3	34.8	3,193	11,066	5,659	1,302
% of Statewide Total	8.6%	8.1%	2.9%	7.4%	5.6%	4.6%

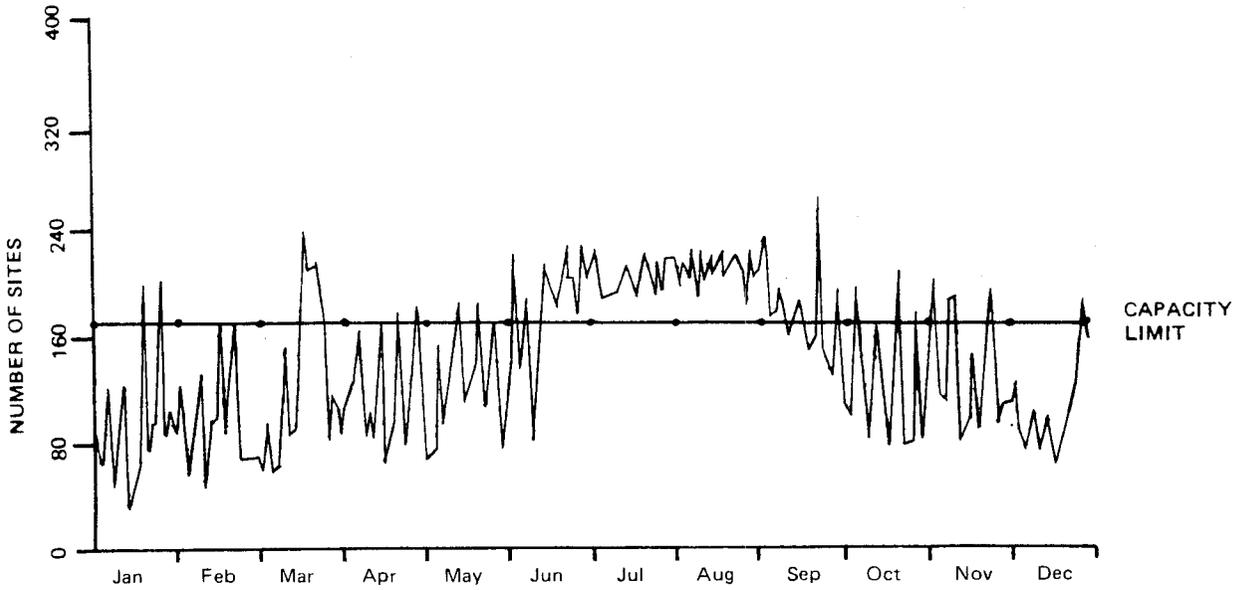
The San Diego County Comprehensive Planning Organization's Regional Outdoor Recreation Plan estimates that 97% of camping demand on the coast is generated by out-of-county residents. Figure 5 shows travel times to the San Diego area from other parts of southern California.

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\*All or part of a day spent in a recreation activity.

Figure 3

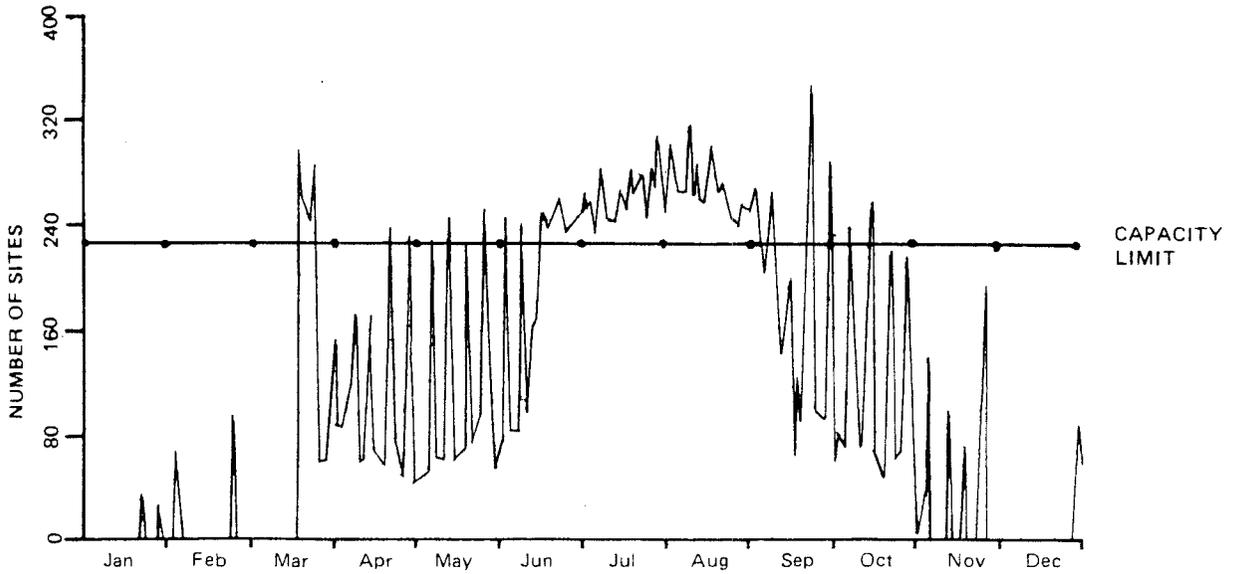
SEASONAL VARIATION OF CAMPING USE AT SAN ELIJO SB



SAN ELIJO SB  
FAMILY CAMP UNITS USED DURING 1978  
CAMPING CAPACITY 171 SITES

Figure 4

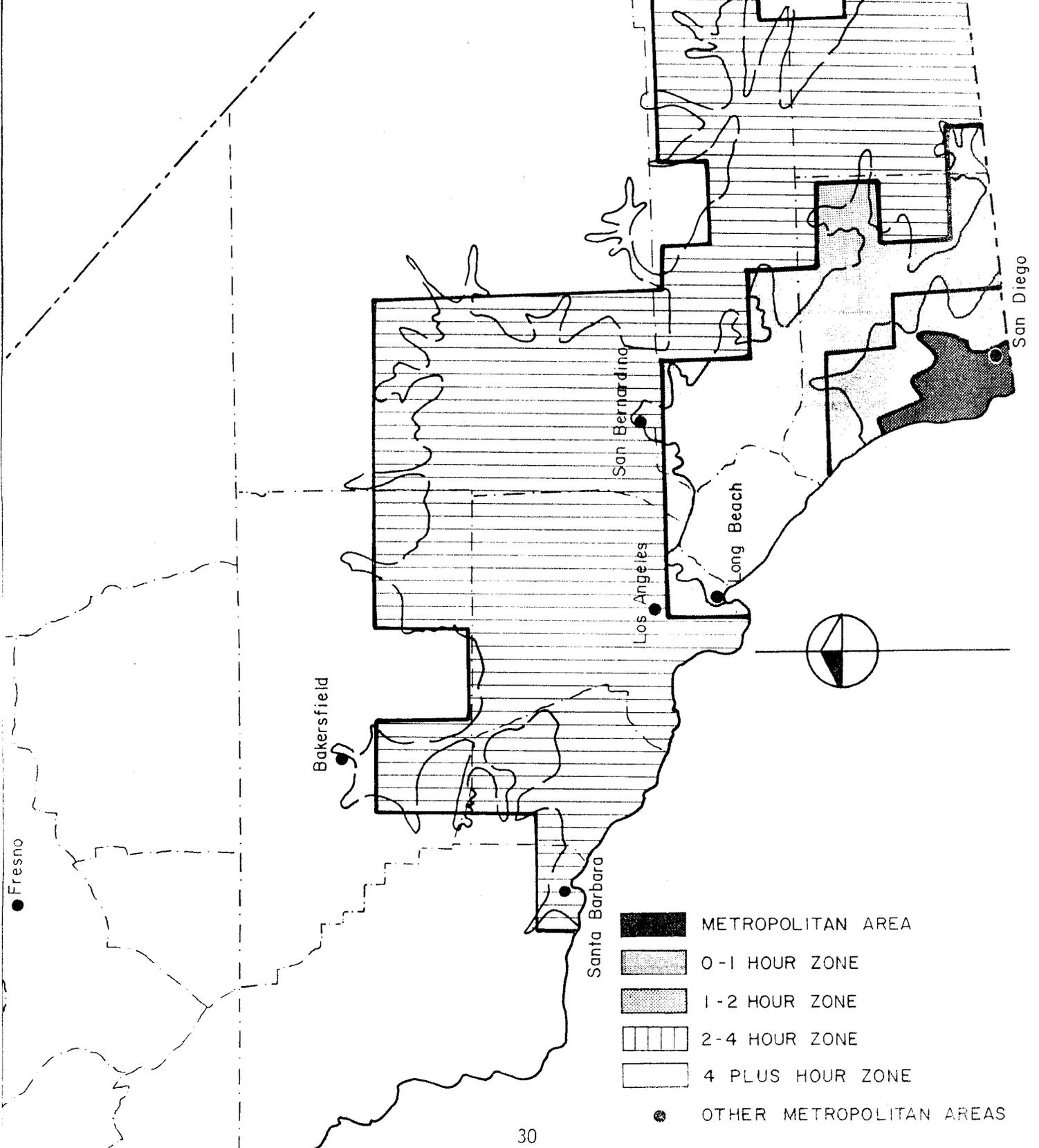
SEASONAL VARIATION OF CAMPING USE AT SOUTH CARLSBAD SB



SOUTH CARLSBAD SB  
FAMILY CAMP UNITS USED DURING 1978  
CAMPING CAPACITY 226 SITES

Figure 5

TRAVEL TIME ZONES FROM THE SAN DIEGO METROPOLITAN AREA



## Other Park and Recreation Concerns

Through discussions with the general public, interest groups, and park and recreation administrators, as well as by analyzing other plans and studies, the following concerns have emerged as key park and recreation issues in the San Diego region. While the State Park System cannot take full responsibility for resolving these issues, it is still important to consider them when evaluating potential State Park System acquisition, development, and operations.

### Coastal Access

Some of the major findings of a 1978 coastal access study by the San Diego County Comprehensive Planning Organization were that the demand for coastline recreation will increase by more than 50% in the next 20 years, and that parking, accessibility, and traffic congestion will be among the primary factors determining which beaches are selected by the public for use. The automobile is currently the primary mode of transportation to the coast. Parking at the beaches is limited, and public transit service to the beaches varies. Where a high level of service is provided, public transit is greatly used, even overcrowded.

Just about all the coastal beaches suitable for recreational use are already in public ownership and relatively accessible. The beaches cannot realistically be expanded by any significant degree, so future growth in demand will have to be met by more efficient use of existing resources.

### Coastal Wetlands

Coastal lagoons and wetlands such as those along the San Diego coast are among the most important and threatened ecosystems in the United States. Their future is a matter of growing concern in San Diego, among the public and the various agencies responsible for managing the coast and its wildlife. The State Department of Fish and Game estimates that only 10% of the county's original coastal marshland is left. Encroaching development, incompatible uses, and pollution are the principal threats to the remnant. While efforts have been made to preserve some of the wetlands, others are in serious trouble. When properly managed, the wetlands can provide various educational, recreational, and research opportunities.

## Existing State Park System Resources in San Diego County

The State Department of Parks and Recreation oversees 17 State Park System units in San Diego County, located along the coast, in the mountains, and in the desert. These units account for 96% of the state-owned lands in the county, making the department the county's largest single public land manager. State Park System units are largely natural resource-oriented, but some have special-use functions, such as historical units. Anza-Borrego Desert State Park, located in the eastern portion of the county, is the largest unit (over a half million acres) in the State Park System. As of January 1980, State Park System units in San Diego County totaled 569,132.56 acres, or more than half the land in the entire State Park System (Table 3).

Table 3

EXISTING STATE PARK SYSTEM RESOURCES IN SAN DIEGO COUNTY

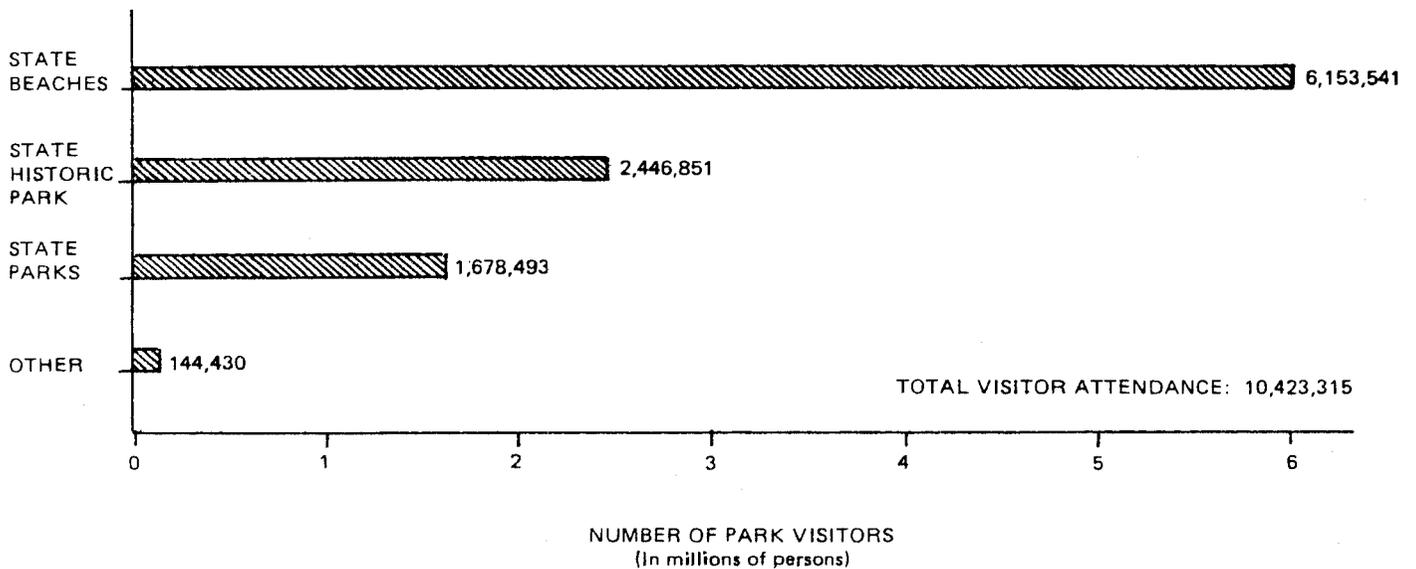
<u>Unit</u>	<u>Acres</u>	<u>Camp-Sites</u>	<u>Picnic Sites</u>	<u>Linear Feet Shore</u>	<u>Trails</u>	<u>Fees</u>	<u>Comments</u>
Anza-Borrego Desert SP	522,317.61	420	16		Yes	Yes	
Border Field SP	679.80		30	6,040	Yes	Yes	
Cardiff SB	25.27			6,550	No	No	83-84 budget for development
Carlsbad SB	24.88			7,150	No	No	Existing facilities threatened by surf
Cuyamaca Rancho SP	24,623.82	166	140		Yes	Yes	
Leucadia SB	18.60			7,520	No	No	Limited development potential
Moonlight SB	12.70		6	1,900	No	Yes	83-84 budget for development
Ocotillo Wells SVRA	14,590.00				Yes	No	Off-highway vehicle park
Old Town San Diego SHP	12.95		6		No	Yes	
Palomar Mountain SP	1,897.36	51	39		Yes	Yes	
San Elijo SB	42.21	171		7,190	No	Yes	
San Onofre SB	3,035.97	230		24,880	Yes	Yes	
San Pasqual Battlefield SHP	10.70				No	No	
Silver Strand SB	404.38		129	28,100	No	Yes	Enroute camping -- disabled camping
South Carlsbad SB	110.40	226		17,880	No	Yes	
Torrey Pines SB	69.88			23,613	No	Yes	Enroute camping
Torrey Pines SR	1,256.03				Yes	No	
TOTALS	569,132.56	1,264	366	130,823			

A variety of recreational opportunities are provided in these units, including camping, picnicking, hiking, water-related activities, and off-highway vehicle recreation. A significant amount of coastal recreation demand is satisfied at the county's nine state beaches, even though many are not fully developed at this time. They have 23.6 miles of ocean frontage and attract the highest attendance among state park units (Figure 6).

Figure 6

VISITOR ATTENDANCE FOR STATE PARK SYSTEM IN SAN DIEGO COUNTY  
(by classification)

FY 1977-78

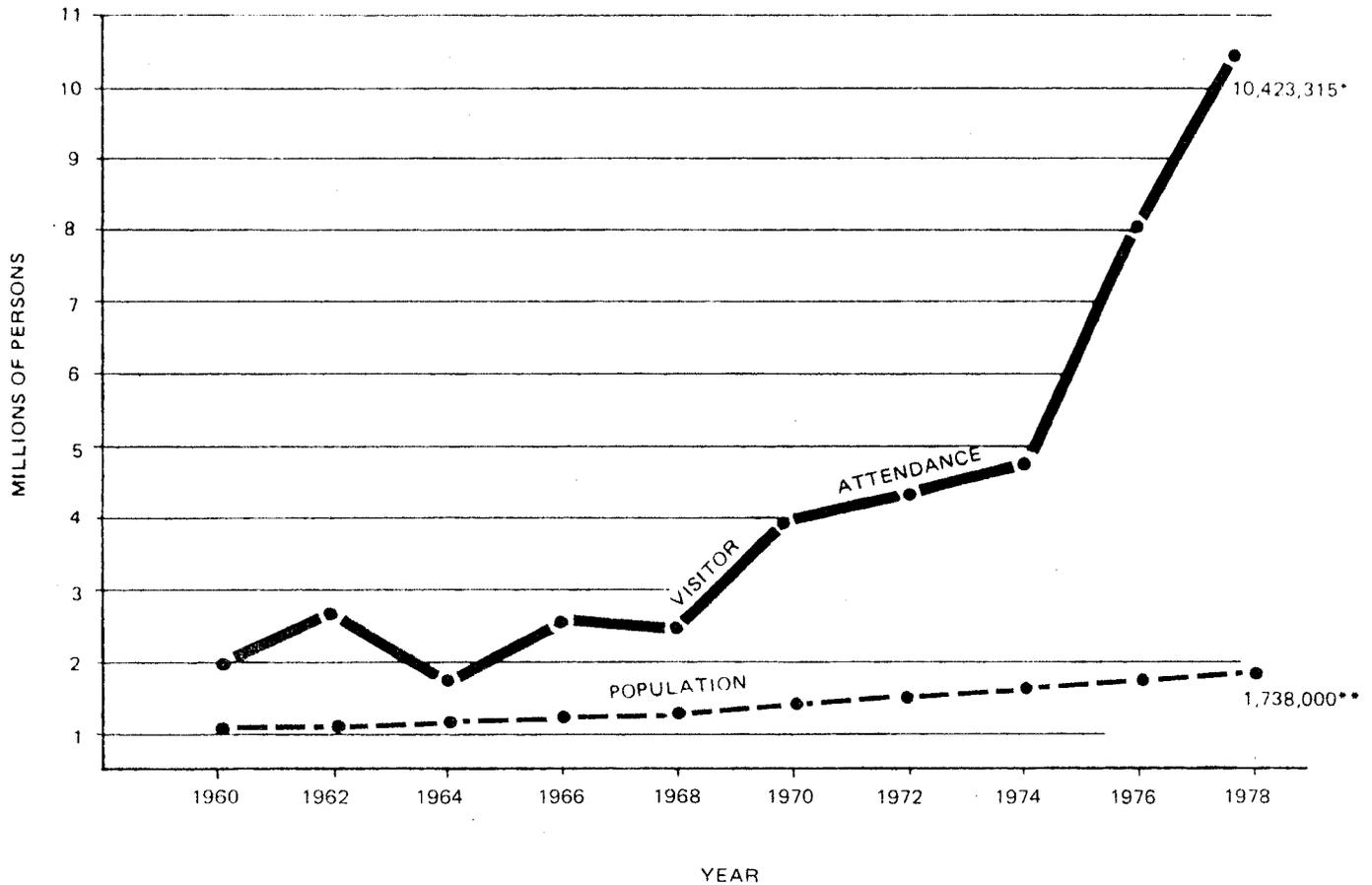


Source: DPR Comparative Visitor Attendance Report 1977-78

In a recent period, annual visitation to State Park System units in the county increased more than 500%, from 2 million to 10.4 million (see Figure 7). In contrast, during the same period county population increased by 60%.

Figure 7

COMPARISON OF STATE PARK SYSTEM USE TO POPULATION IN SAN DIEGO COUNTY



Sources (1) Department of Finance, Population Estimates for California Counties, 1978  
 (2) DPR Statistical Reports, FY 1962, 1964, 1966, 1968, 1970, 1972, 1974, 1976, 1978

\* Attendance recorded by Fiscal Year  
 \*\* Population recorded on July 1

Of the acquisition and development dollars spent on the State Park System up to July 1978, 7.7% were spent in San Diego County. 14.2% of the statewide operations budget in fiscal 1977-78 was used to operate and maintain the system in the county.

The following table shows some interesting facts about State Park System operations in San Diego County. Figure 8 shows State Park System statewide growth.

Table 4

WHAT STATE PARK SYSTEM RESOURCES PROVIDE IN SAN DIEGO COUNTY

- 52.9% of the total land area in the State Park System.
- 17.3% of the total visitor use in the State Park System.
- 3.9% of all State Park System picnic facilities.
- 12.1% of all State Park System family campsites.
- 12.2% of all State Park System trails.
- 36.4% of the county's public land area.
- 48.7% of all public family campsites in the county.
- 7.6% of all public picnic facilities in the county.
- 17.6% of all public trails in the county.

The remaining 4% of land in the county that is owned by the state is managed by Caltrans, state universities, the State Lands Commission, the Department of Forestry, and the Department of Fish and Game. These agencies provide only limited recreational opportunities on these holdings.

Existing Federal Resources in San Diego County

The federal government manages 27% of San Diego County land, about 751,184 acres. The U.S. Forest Service in Cleveland National Forest and the Bureau of Land Management in the desert are the two major federal suppliers of recreation areas (see Table 5). These agencies manage substantial acreages and provide facilities ranging from natural environmental areas to developed sites. Forest Service lands, offering a wide variety of outdoor recreational activities, are within an hour's drive of the county's metropolitan and coastal areas. They provide en-route as well as destination recreation sites.

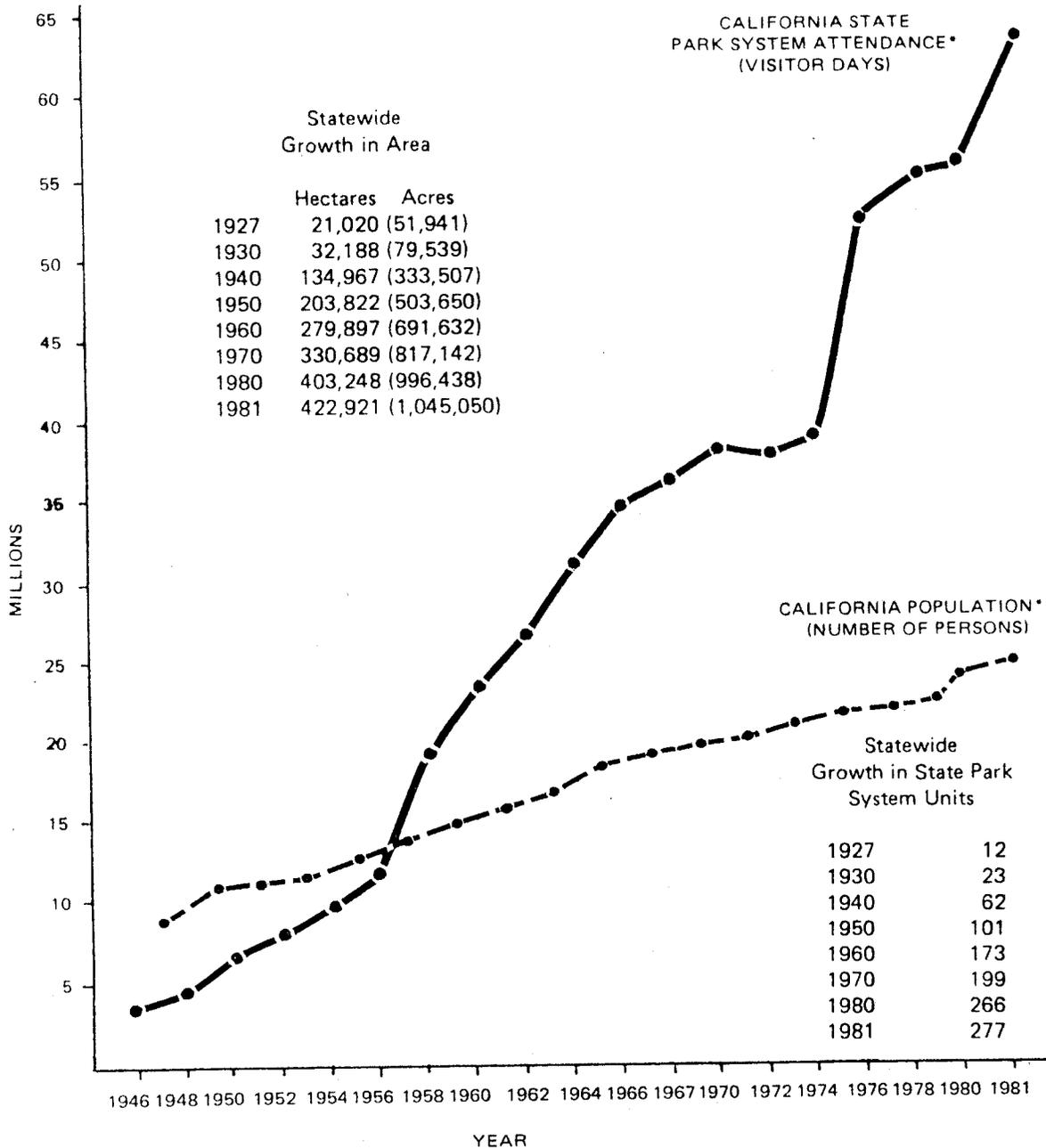
The Bureau of Indian Affairs (BIA) manages significant land in the county, about half of which is open for recreation.

National Park Service facilities are geared to interpretive functions at heavily visited Cabrillo National Monument.

The Department of Defense, a major land manager, allows minimal public recreational use on its holdings in the county. Some camping and hunting are available to military personnel and special-permit holders at Camp Pendleton. The significant recreation demand generated by military personnel living in the county is being met through programs and facilities at various military installations.

Figure 8

STATEWIDE COMPARISON OF STATE PARK SYSTEM USE WITH POPULATION, 1946-1981



Sources: 1. Department of Finance Population Estimates for California Counties, 1981  
 2. DPR Statistical Reports and other Visitor Attendance Records, 1946-1981

\*State Operated Units only — Attendance recorded by Fiscal Year  
 \*\*Population recorded as of January 1

Table 5

FEDERALLY MANAGED RECREATION AREAS IN SAN DIEGO COUNTY

<u>Agency</u>	<u>Number of Developed Recreation Areas</u>	<u>Camp- Sites</u>	<u>Picnic Tables</u>	<u>Developed Recreation Areas</u>	<u>Miles of Trail</u>	<u>Recreation Acreage</u>
Forest Service <sup>1</sup>	--	447	54	366	72	283,863
Bureau of Land Management <sup>2</sup>	--	--	--	--	--	186,072
Bureau of Indian Affairs	1	100	--	10	40	25,000
National Park Service	1	--	--	--	2	125

Sources:

1. USFS RIM Tapes, 10-76 and 5-78.
2. 1974 Annual Report, Bureau of Land Management, California State Office.

All other figures are from PARIS II, State Department of Parks and Recreation, Park and Recreation Information Service.

Local Government Recreation Resources in San Diego County

Local governments own and operate recreation areas that complement the state's efforts. The county primarily manages natural-resource areas and regional parks, and provides a significant number of camping and picnic facilities (see Table 6).

Table 6

COUNTY RECREATION FACILITIES IN SAN DIEGO COUNTY

<u>Camp- Sites</u>	<u>Picnic Tables</u>	<u>Miles of Trail</u>	<u>Total Recreation Acreage</u>
515	2,476	10	7,648

Source: PARIS II.

Other local recreation agencies, such as cities and park districts, are responsible for providing programs and facilities to meet the day-to-day needs of their residents. A tabulation of all local parks and special-use areas is shown in Table 7.

Table 7

LOCALLY MANAGED RECREATION AREAS IN SAN DIEGO COUNTY

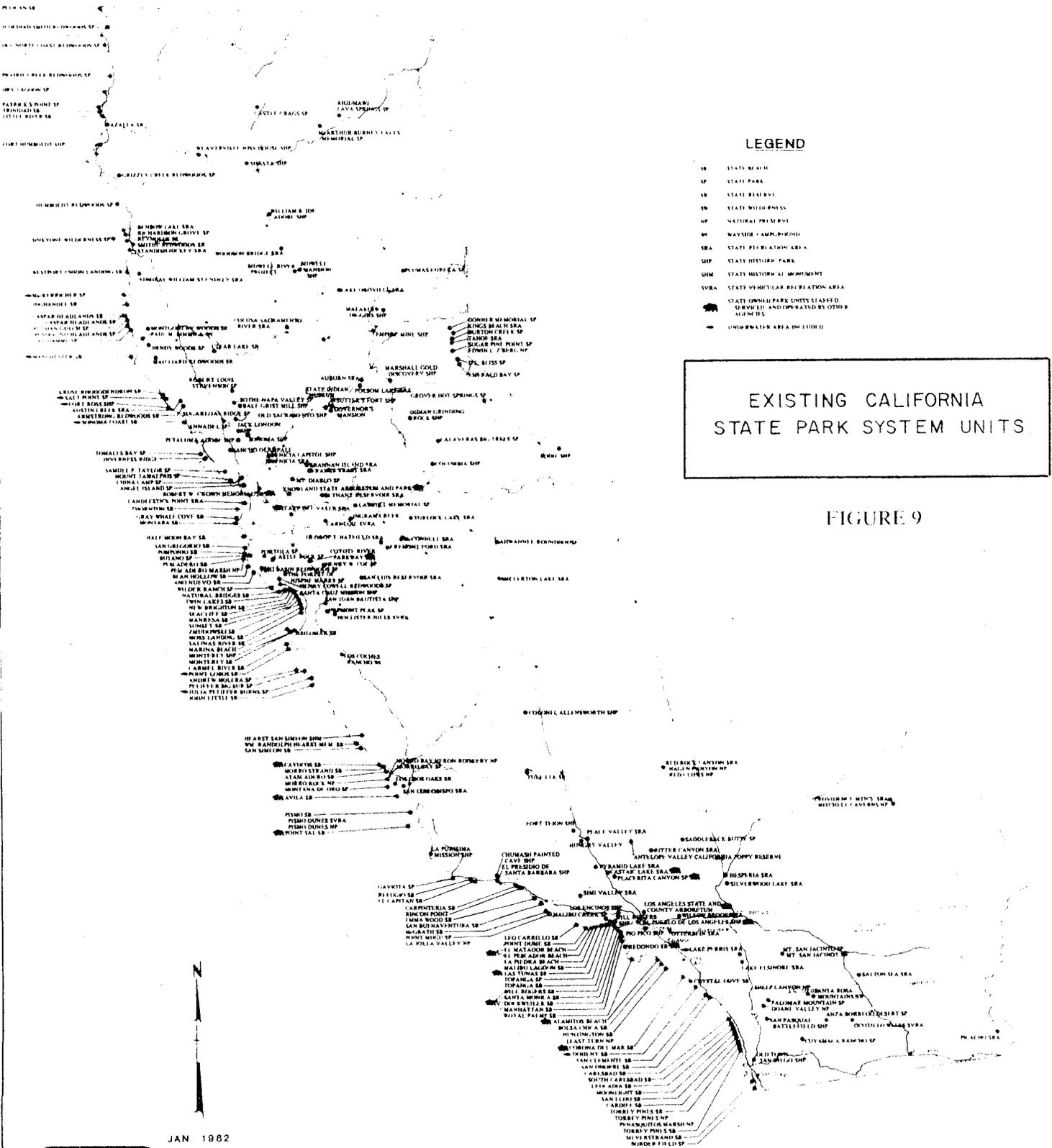
Major County and Regional Parks		Local Parks		Special-Use Areas	
<u>No. of Areas</u>	<u>Acreage</u>	<u>No. of Areas</u>	<u>Acreage</u>	<u>No. of Areas</u>	<u>Acreage</u>
35	15,084	235	1,497	20	554

Source: PARIS II.

DPR Statewide Program-  
Mission 1990

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# CALIFORNIA STATE PARK SYSTEM



## LEGEND

- SB STATE BEACH
- SP STATE PARK
- SR STATE RESERVE
- SW STATE WILDFLOWER
- NP NATURAL PRESERVE
- MW WAYSIDE CAMPGROUND
- SRA STATE RECREATION AREA
- SHP STATE HISTORIC PARK
- SHM STATE HISTORICAL MONUMENT
- SVRA STATE VEHICULAR RECREATION AREA
- STATE OWNED PARK UNITS SHARED, MANAGED, AND OPERATED BY OTHER AGENCIES

EXISTING CALIFORNIA STATE PARK SYSTEM UNITS

FIGURE 9

JAN 1982



# GENERAL PLAN

## DPR STATEWIDE PROGRAM -- MISSION 1990

### The Department's Statewide Program

The 1982 Update of the California State Park System Plan recognized that Californians have continued to express a growing need and desire for the values and experiences offered in the State Park System. During fiscal year 1980-81, attendance at State Park System units grew by over 7 million visitor days to 64 million, the highest in the system's 52-year history, and hundreds of thousands were turned away. Additionally, voters have backed their concern for system expansion by passing the 1980 Park Bond Act, which provides \$130 million for meeting these needs.

While it seeks to expand park and recreation opportunities, the department is acutely aware of the fiscal crisis facing the state and nation. There will be fewer tax dollars available to support park and recreation programs. Therefore, the department is pursuing the following ways of providing increased revenue and economic efficiencies:

- A revenue policy to keep pace with inflation's impact on the department.
- A policy to encourage more compatible concessions and ensure greater concession revenue to the state.
- Expansion of the role of nonprofit corporations.
- More attention to energy conservation in existing and proposed units.

The department remains fundamentally concerned about guarding outstanding examples of California's heritage, and about the stewardship of lands and facilities acquired over the last 50 years. To ensure that these resources are properly cared for, the department proposes to preserve representative and outstanding examples of California's cultural and natural heritage, restore resource areas that have deteriorated from overuse or natural causes, and rehabilitate facilities that are worn or damaged or that require excessive maintenance costs.

These concerns have led to the development of a comprehensive program to provide direction in the coming years. The program, Mission 1990, is partially outlined in the following pages to demonstrate how its policies affect this general plan.

### Mission 1990

During fiscal 1980-81, the department undertook a statewide study of recreation and recreation-related issues. This effort identified a wide range of existing and emerging recreation problems and opportunities, analyzed their nature, and offered a variety of potential actions and programs to deal with them. The study, Recreation in California: Issues and Actions 1980-85, has provided direction and content for the Mission 1990 program and this general planning effort.

The recreation study was undertaken with the assistance of a 43-member advisory committee, representing major public recreation agencies, the private sector, the academic community, and citizen and user groups. The study started with an extensive futures research effort undertaken under the auspices of the University of Southern California's Center for Futures Research. From this effort, the staff and committee developed materials on near-future trends in the social and economic aspects of California, and how such trends might influence recreation interests and activities.

The advisory committee developed a set of 29 recreation-related issues facing California in the near term, and developed in general terms a set of actions to cope with them. The following issues have proven particularly relevant to planning the expansion and development of the State Park System:

1. Management efficiencies and supplemental resources -- The need to squeeze more benefits from existing resources, and to seek new resources from nontraditional sources.
2. Crime -- While more a problem in local parks and heavily urban settings, the State Park System has crime problems that cannot be ignored.
3. Urbanization -- With recreation demand and opportunity deficiencies concentrated in urban areas, the department must make extra efforts to serve these areas.
4. Programming -- A recognition that recreation is not just a matter of land and facilities, and that more attention must be given to its interpretive, educational, and informational aspects.
5. Private sector -- The department must work more closely with the private sector to complement its efforts.

The study provides guidance to the department and all other recreation suppliers. The Mission 1990 program puts into effect its suggestions and others for State Park System action in three categories: visitation, economics, and stewardship of resources.

#### Visitation Actions

These actions will provide more facilities for an expanding population, make more people aware of the benefits of the State Park System, improve camp reservation processes, encourage citizen participation, enable greater access for the disabled, and clarify the role of the State Park System in urban areas. Also discussed here are items dealing with specific visitor services, including en-route camping, coastal access development, environmental camping, expanded recreation experiences, off-highway vehicle improvements, and crime control.

Information from a variety of sources, including the Statewide Recreation Needs Analysis, strongly indicates that pressures to expand recreation facilities and services will continue. State population alone will be a major factor. Although individual participation rates are not expected to increase significantly, population increases and projected changes in age composition will combine to greatly increase recreation demand.

Last year's state park visitation is a clear signal that increased long-term use will not be impeded by short-term economic or social dislocations. Projects proposed in this plan will increase the recreation capacity available to handle projected needs, while offering leisure activities that are growing in popularity.

### Interpretation

At present, the department has severely limited resources available to promote the State Park System, while many other travel and recreation organizations have extensive capabilities for reaching their clientele.

Many people are not getting our message. A major finding of the Statewide Recreation Needs Analysis is that large numbers, particularly in urban areas, are unaware of nearby state park facilities. Many tourists are also unaware of the recreation opportunities of the State Park System.

More work is needed to help spread some of the seasonal peaks and fill some off-season valleys of annual visitation. This could be done by encouraging use of less popular units and nonpeak-season use of more popular ones. While some of our facilities are obviously strained beyond capacity during major holiday periods and vacation peaks, some units are not filled during those same periods. During other periods, many units are sparsely used.

### Reservation System

During the mid-1960s, increased demand for campsites made the first-come, first-served system of campsite assignment increasingly unacceptable. In recognizing this problem, the department established a system so that all reservations could be made directly through the parks themselves.

From this original concept, the system has grown to an automated, contracted system which has encountered a variety of problems. Some of these have been solved, but some still impair the effectiveness of the system.

To improve the reservation system, the department is considering action to:

1. Provide a toll-free number for users to obtain answers to their questions directly from park reservation employees.
2. Add new outlets in nonurban northern California areas.
3. Develop a policy to help determine which parks and facilities should be offered to users through a reservation system.
4. Make the department's refund policies and procedures more efficient.

### Citizen Involvement and Volunteerism

The State Park System has always enjoyed the support of many individuals and citizen groups. The department welcomes the additional assistance of the public in many new actions, including:

- The establishment of new docent groups and cooperating associations in many parts of the state.
- The more than 400 projects for which community organizations have suggested they will provide labor. Accordingly, the department is budgeting funds for equipment and supplies to get them started.
- The Artist in the Park Program, established as a joint effort between the State Parks Foundation, the California Arts Council, and the department, to increase artist involvement in preparing interpretive displays. Also, artists will help expand the number and scope of living history programs for public observation and participation.
- The Urban Services Program, a special staff located in Los Angeles, the San Francisco Bay Area, and San Jose, established to accomplish the following types of community-action service projects and park-related environmental education:
  - o Expanding environmental programming for inner-city students from kindergarten through the twelfth grade; providing park visits and training of student volunteer interpreters.
  - o Annually placing 50 students in seasonal positions in state parks.
  - o Expanding activities for disabled citizens, with increased emphasis on job placement, urban volunteers, and increased interpretive contacts with disabled people.
  - o Sponsoring assignments for staff members to give them intensive work with urban populations that are unfamiliar with the State Park System. This effort will help train field staff to work with nontraditional park users.

In addition:

- Regional directors are working with citizen advisory committees for individual parks, enabling the committees to be more effective.
- Existing statewide citizen advisory committees are initiating a full program of volunteer projects and participating in project planning and implementation.
- The department and volunteers are working with the Department of Aging to explore ways of improving and expanding accessibility, service, and recreational and leisure opportunities for the elderly.

#### Accessibility for Disabled Persons

Lack of access is a primary recreation barrier for disabled people. Many of the disabled can't get to the parks or use the facilities when they can. This problem has been partially alleviated by a 1976 law requiring that all new

development and major remodeling efforts of public facilities meet accessibility standards. However, this does not help State Park System units built before 1976. Many of them were designed without recognizing the needs of the disabled.

To make the State Park System more accessible, the department has created the Accessibility Expansion Program, which will make 64 state park units as accessible as possible by July 1, 1985. The units include inland lake recreation areas, ocean beaches, mountain parks, redwood parks, and historic parks.

To remove as many architectural barriers as possible means making restrooms, drinking fountains, telephones, camping and picnicking sites, and trails accessible to wheelchairs. It also means increasing door widths and providing ramps to all buildings, eliminating curbs between parking and facilities, and designating handicapped parking in well-located areas. This will not only benefit the disabled, but will also be a boon to other people who find it difficult to climb stairs, curbs, or unlevel trails.

The work will be done in increments of 16 units per year. A survey team from the Department of Rehabilitation, the disabled community, and the California Conservation Corps, as well as volunteer consultants and park staff, will evaluate the action necessary to make each unit accessible. Improvements will be carried out by the CCC, park maintenance staff, service organizations, and/or by contract.

Two pilot projects have already been initiated: Mount Diablo State Park and Silver Strand State Beach. Silver Strand has been completed, and its "Camp Able" is now the most accessible day-use area in the State Park System. The Mount Diablo project, a wheelchair-accessible fire ecology trail, was completed in late 1981.

Thirty other sites have been selected for early implementation.

#### State Park System Roles in Urban Areas

About 80% of all Californians reside in the urban portions of the greater Los Angeles, San Francisco Bay Area, and San Diego metropolitan centers. Another 10% live in Central Valley cities, including Sacramento, Stockton, Fresno, and Bakersfield. It is in these urban areas that recreation problems are most magnified, where people have the least open and recreation space, and where government responsibilities for providing recreation opportunities are most intertwined and confusing.

Because of differing standards of service and local priority setting, park and recreation services often vary from one city to another. Overall, cities, counties, and districts have done an admirable job of preserving open space, developing park and recreation facilities, and furnishing organized recreation programs. But urbanization has moved at a more rapid pace than the setting aside of large blocks of open space and parklands. Largely because of the Quimby Act, small parks are being placed in public ownership as suburban housing tracts are developed, but acquisition of central city and regional parks is lagging. This situation is most prominent in southern California, where natural or near-natural landscapes in developed areas have all but disappeared.

Whether the Department of Parks and Recreation should be a direct supplier of urban recreation areas and facilities has been heavily debated during the past 15 years. Some contend that the department should not depart from its historic role and undertake urban-oriented park programs that are more properly a local responsibility. Many agree that the department's urban role is difficult to define and control.

Since 1965, the department has assumed some obvious statewide roles in the form of financial and advisory assistance to urban local governments. Also, the department has coordinated acquisition, development, and operation for urban projects, with total state involvement or various combinations of local and state participation.

Given their present economic constraints, many local jurisdictions understandably look to the state for help. However, the department faces similar fiscal problems, making substantial, direct State Park System involvement in local park and recreation programs doubtful. Likely, the department will continue to provide most of its assistance for local park programs through grants, limiting direct State Park System involvement either to resources of statewide significance or to financial partnerships for a few major local projects too large to be accomplished by local agencies alone.

Therefore, the department is proposing the following set of policies for State Park System urban involvement.

#### General Policy

The department will improve the quality of recreation experiences and make available recreation opportunities in major metropolitan centers primarily by acting through and cooperating with local jurisdictions, rather than through direct state acquisition, development, and operation of new units in metropolitan centers. The department will implement this policy through provision of state and federal grants and technical assistance. The department will also continue to emphasize acquisition and development of units for the State Park System that serve the natural heritage, cultural heritage, or recreation missions for the system, primarily on the periphery of metropolitan centers.

This policy does not preclude acquisition of exemplary park sites in metropolitan centers, with system funds or in cooperation with local government, if: 1) a statewide interest can be served (as indicated below), 2) when state participation is required to overcome a serious recreation or open space deficiency, or 3) when critically needed recreation or open space is subject to irreversible loss.

#### Urban Policy for State Recreation Units

The department will avoid duplicating recreation facilities of a type historically considered to be of regional or local responsibility. However, the department does have the responsibility, to be exercised judiciously, of providing state recreation units in metropolitan centers that meet the following criteria:

- a. The acquisition involves an area of open space sufficiently large that, when developed, it will attract users from throughout the metropolitan area, or the center embraces a natural landscape (which may consist of viewshed) of statewide significance, or the center is an ocean beach, or provides access to a major body of water.
- b. The facility is served by dependable local transportation, or (as a condition to the state's proceeding with the project) the local transportation operator agrees to provide dependable service to the facility. This is of particular importance when the principal people to be served are residents of an economically disadvantaged area.
- c. The facility's cost is clearly beyond the financial means of the local jurisdiction (or a combination of affected jurisdictions), including all available state and federal grants, or the facility is part (or an expansion) of an existing state-owned facility.

#### Urban Policy for Natural and Cultural Heritage

The department has a clear responsibility to continue to provide for cultural and natural heritage preservation and interpretation at urban sites of statewide significance. It will, however, actively seek opportunities to broaden its urban services role by providing for interpretation of cultures and historical phases that are currently underrepresented in the State Park System, and by exploring means of meeting its responsibility for cultural and natural heritage interpretation that are not dependent on the availability of real property owned and operated as part of the system.

#### Urban Policy for Public Information

The department will intensify its efforts to disseminate information about the State Park System in metropolitan centers, and will cooperate with schools, youth groups, senior citizens organizations, special population groups, and others to enable their use of the system and other public parks and recreation facilities.

#### En-Route Camping

The State Park System has been hard pressed to meet camping demand, and has turned away hundreds of thousands of potential campers annually, especially on the coast. To alleviate this problem, several state park units were tested for one-night en-route camping in existing day-use parking areas. This temporary solution has been quite successful and well received. The department has formalized this program, and modified existing day-use parking facilities in other selected State Park System units to accommodate this new service.

The department defines en-route camping as one-night accommodation of travelers who have self-contained vehicles or who are willing to forego normal campsite amenities or experiences. Simple stopping places are provided at convenient locations. Modifications needed to allow this service would be minimal, such as signs, increased refuse collection, lighting, traffic control, provisions for fee collection, and utilities expansion. Detailed development requirements will vary from site to site.

Visitors camping at day-use facilities will usually arrive in the late afternoon or early evening, and will be back on the road early the next morning. The typical use pattern of these campers will not interfere with the unit's primary day-use functions. However, there are a few large parking areas where the demand for day-use parking is lower during the midweek and in the off-season. In those instances, camping may be allowed over extended periods, based on demand.

The en-route camping program provides an opportunity to reach the following objectives:

1. Increasing the use of existing facilities without extensive capital outlay or operational costs.
2. Providing revenue that will exceed operating and maintenance costs.
3. Significantly expanding service to the recreational motoring public.
4. Providing a solution to the problem of increasing camping at roadside rests, which are designed primarily for short rest periods for drivers.

#### Coastal Access

Since 42% of California's coast is accessible to the general public, it provides a great variety of public recreational opportunities. However, according to the California Coastal Commission, there is a shortage of facilities for almost every popular coastal recreational activity. Meanwhile, popular coastal pursuits, such as fishing, swimming, sightseeing, camping, and beach day use, will remain in high demand. Proposals in this general plan are intended to help meet these demands.

#### Additional Recreation Experiences -- Hostels

The California State Park Hostel Program will expand to several new locations, from San Diego in the south to the Santa Cruz area in the north. In 1981, the department opened two pilot hostels at Point Montara and Pigeon Point Lighthouse, which have been well received and are making a significant contribution to the already existing hostel network developed by public and private concerns.

In selecting the location of additional sites, the department's goal is to provide hostels (in conjunction with other public and private agencies) every 30 to 40 miles along popular coastal routes connecting state parks and other recreation attractions.

#### Crime Control

The department has always been responsible for protecting the State Park System from damage and for preserving the peace. However, times have changed from the days of mostly protecting the environment from people and vice versa. People now have to be protected from each other.

To meet this concern, the authority and responsibilities of state park rangers have been increased. Initially, rangers possessed peace officer authority limited to enforcement of park rules and regulations. Then came problems associated with urban settings, greater visitation demand, and an increasing statewide crime rate. In 1968, rangers were given authority to make arrests for all public offenses occurring in the State Park System.

Besides the personal problems it causes park visitors, crime is costly for the system. It takes time and money to preserve law and order, and it reduces the department's ability to offer other services and programs. As more time is directed to enforcement, rangers are less able to present interpretive programs and exhibits. Scarce funds must be diverted to repair vandalized facilities and to improve visitor security and resource protection.

Crime also plays a significant role in determining when and where people will recreate. The urban recreation case studies (of the Statewide Recreation Needs Analysis) have found that people will not venture into recreation areas where they feel unsafe.

The following improvements are being considered by the department. In fact, some of them are already being tried out on a small scale, for possible use either at some units or systemwide:

- Providing greater enforcement visibility by such actions as creating a badged-volunteer ranger reserve program (similar to the Department of Fish and Game's Reserve Warden Program); expanding the already successful Volunteer Horse Patrol Program; developing a Camp Host Program allowing volunteers to occupy campgrounds during seasonal peaks to help maintain order; developing more contact stations where possible; encouraging more foot patrols; and seeking more community involvement in reporting crime.
- Taking more preventive measures such as warning visitors verbally and with signs to secure their property (especially in units with a lot of petty thefts); designing facilities with the crime potential in mind; and closing problem areas or restricting use during times when problems would most likely occur.

#### Economic Actions

Actions to improve the State Park System's economic performance are discussed below. They include adoption of a new visitor fee policy and a new policy for improving concessions, expansion of the role of nonprofit organizations, and energy conservation.

#### Project Selection

In selecting development projects for the Capital Outlay Program, the department will give priority to units that can provide the greatest expanded recreation opportunities and increased visitor attendance with the least additional operation and maintenance cost. In many instances, this will call for expansion of existing units, rather than acquisition and development of new areas.

## Visitor Fee Policy

State Park System operations have normally received substantial support from general taxes. However, in the face of critical state financial problems, a larger share of operating costs must be paid by other sources.

The department recently adopted a visitor fee policy with the following objectives: to have fees and other revenue sources pay a larger share of the cost of operating facilities and providing services; to keep fees in line with inflation rates; and to keep the State Park System as widely affordable as possible.

This will be accomplished by these policy provisions:

1. Establish and levy affordable entry, facility use, and program fees where practical, and where the facilities or programs are worthy of the fees charged.
2. Adjust some fees annually, effective January 1. The overall percentage fee increase shall as closely as possible match the inflation rate measured by the Consumer Price Index of the preceding year. Fiscal 1980-81 fees shall be used as the base year for subsequent fee adjustments.
3. Establish fee schedules generally in round dollar numbers to avoid the expense and inconvenience of making change.
4. Ensure that highly specialized developments or programs catering to a specific clientele are generally self-supporting.
5. Waive fees for prereserved school groups when in conjunction with bona fide educational use programs for grades K-12.
6. Reduce fees for visitors under 12 years of age where fees are charged on an individual rather than a per vehicle basis.

## Concessions Improvements

Private enterprise provides many valuable services to State Park System visitors. To improve how concessions operate, the department has adopted a new policy that:

1. Establishes the general intent of concessions in the State Park System.
2. Helps match concession strategy with the system's differing missions and unit classifications.
3. Assures better integration of concessions planning with other park planning.
4. Includes more explicit wording governing revenue returns to the state from concessions operations.

5. Encourages participation of small and minority-owned businesses in concessions.
6. Cautions against establishing concessions that compete with businesses located immediately outside parks.
7. Provides for a concessions award board and specific criteria for recommending the most responsible bidder.
8. Tightly controls the degree to which commercial products or company associations can be given exposure in return for private-sector donations to the State Park System.
9. Provides for updating concessions contracts to promote wise business practices and equitable financial returns.

### Role of Nonprofit Corporations

More than 30 nonprofit corporations, known as cooperating associations, provide services in the State Park System. These associations were established to aid interpretive, educational, and related visitor service activities at the units where they function. They accomplish this by sponsoring, publishing, purchasing, distributing, or selling maps, literature, illustrated material, and other items that increase visitor understanding and appreciation of State Park System values and purposes. Cooperating associations are also involved in programs as varied as the special talents of their volunteers, who include artists, photographers, naturalists, historians, carpenters, painters, and librarians. They are active in special events, artifact acquisition, environmental living and living history programs, operating museums and visitors centers, construction of public facilities, conducting tours and walks, lectures, and interpretive research.

### Energy Conservation Measures

Most State Park System facilities were constructed before there was an intense concern for energy conservation. Many units were already partially developed when the department acquired them. In many cases, these developments could be more energy-efficient.

With increasing energy prices and sporadic shortages, the department has become more aggressive in its energy conservation program. This includes greater reliance on renewable energy sources and simple methods that use less capital and energy to meet our needs.

As part of this effort, the department will continue to retrofit existing buildings with solar-assisted hot water heaters. It will also apply energy conservation design measures to the ongoing capital outlay construction program. Many structures, including shower buildings, shops, museums, offices, and park residences, have been retrofitted through the services of the California Conservation Corps.

Also, much progress has been made by incorporating into the design of new projects (and in operations) such energy conservation measures as water-saving fixtures, recycling, and more economical vehicles.

## Other Economic Actions

The department is considering other actions to upgrade the State Park System's economic performance, including improvements to our fee collection systems, ways to derive additional support from the State Parks Foundation, and improvements in managing and operating our existing units.

## Stewardship Actions

The following actions will be used in meeting the department's responsibility to manage the cultural and natural features of the State Park System and to help protect outstanding examples of California's heritage. Discussions center on new cultural heritage themes and continued restoration, natural heritage preservation, natural systems restoration, and facilities rehabilitation.

### Cultural Heritage -- New Themes and Continued Restoration

In keeping with its responsibility to preserve and interpret significant elements of California's rich history, the department is pursuing several new themes that will provide a more balanced cultural heritage program representing the major cultural influences in California's history. Projects to incorporate these themes include Native American regional museums and village sites, a southern California citrus grove, a Chinese cultural center, a hard-rock mining site, and multicultural centers in northern and southern California.

### Natural Heritage Preservation

One of the department's objectives is the preservation of unique and representative examples of California's natural heritage -- its flora, fauna, geology, and scenic resources. Selecting a well-balanced, fully representative series of projects that will ensure natural resource preservation requires a planning tool to help identify sites.

To obtain such a tool, the state has cooperated during the last two years in developing the California Natural Diversity Data Base, which will help the department fulfill its mission. Using a computer data bank, the department will be able to determine the scarcity, quality, endangerment, and usefulness of specific natural resources for purposes ranging from preservation to recreational development. The department will also be able to spot the location of areas of the type most needed as additions to the State Park System, and to obtain further details to be used in selecting natural heritage preservation projects.

### Natural Systems Restoration

The department's efforts to improve stewardship of natural resources in the State Park System are based on a recent survey of natural heritage problems in units throughout the state. Many of these problems stem from high visitation demands placed on sensitive resources; others result from natural causes such as insect infestations, exotic plant invasions, storm damage, and drought. Most of these problems will respond to new or increased preservation and restoration.

So far, about 75 natural systems restoration projects have been identified throughout the state. Some examples of this work are wetlands restoration, native plant community restoration, sand dune stabilization, erosion correction and control, and removal of abandoned structures, debris, dump sites, and utility systems.

The department has allotted funds in three successive fiscal years for restoration work, which will start after the department has completed a statewide inventory and determined priorities.

#### Facilities Rehabilitation

Many State Park System facilities need major rehabilitation, especially in units that are older or heavily used. Also, many worn facilities in recently acquired units must be brought up to State Park System standards.

Rehabilitation projects fall into three categories: health and safety, protection of resources, and maintaining service to visitors. Projects include maintaining trails and roads, and replacing worn-out facilities. While rehabilitating facilities, the department will consider modifications to improve access for the disabled, provide additional recreation uses, extend the use season in popular winter areas, and make off-season upkeep more efficient.



# Beach Erosion- A Planning Perspective

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*The patterns of beach sand movement are critically important to planning facilities along the coast.*

## BEACH EROSION -- A PLANNING PERSPECTIVE

This section of the general plan is intended to provide a general perspective of the beach erosion issues involved in planning coastal facilities. An attempt has been made to present the issues and outline the rationale on which the plan's proposals are based.

### The Issues

Bluff erosion, beach sand depletions, and deterioration of coastal wetlands have been identified as major issues in the course of this planning effort. One or more of these coastal problems exist in each of the nine units being planned.

To realize the implications of the proposals contained in this plan, it is necessary to have a basic understanding of the dynamic forces involved in shaping the natural features that comprise the unit's primary recreation and preservation resources. Also, an understanding of the staff's frame of reference for the proposals is equally critical.

Stated simply, the problem inherent in coastal planning is that the land base involved is subject to extensive and relatively rapid changes. Development, on the other hand, is predicated on a reasonably stable landform that will permit the realization of a beneficial and useful project for an extended period of time.

The following are examples of the types of problems that can occur:

- During the winter of 1979, severe surf conditions destroyed comfort stations and utility lines at Silver Strand State Beach.
- A major landslide occurred just downcoast of Torrey Pines State Beach in 1982.
- Los Penasquitos Lagoon as well as others are adversely affected by lagoon mouth closure and siltation.
- Carlsbad State Beach currently lacks beach sand upcoast of the Agua Hedionda Lagoon outlet. Two beach restrooms, a beach access stairway, and the Tamarack Avenue parking lot have been severely damaged by surf conditions. The two restrooms have since been removed.

Some of these situations are induced by human activity. Others are purely a function of uncontrollable natural conditions such as weather and tides. Normally, beach and bluff erosion is a natural and ongoing process that can and should be anticipated.

### Factors Affecting DPR Planning Options

Historically, the California coast has been viewed by the public as an extremely desirable environment in which to live and recreate. Over 90% of the people living in San Diego County live in communities along the coast. In

addition, access to the coast for the remainder of the population has been deemed important enough to warrant considerable governmental action through various state agencies, including the Department of Parks and Recreation. DPR owns substantial coastal land along the entire length of California.

In San Diego County, the land along the coast was, in many instances, acquired by the department after the urbanization of the coast occurred. Consequently, in many cases, the only lands feasibly available to provide public access to the ocean were unstable bluff lands, low areas subject to flooding, and lands isolated by circulation arteries. Feasibility is defined, in this instance, as those lands that could economically be acquired without displacing other desirable land uses or drastically altering existing land use patterns.

Today, the increasing desire to gain access to ocean beaches, coupled with the natural elements affecting beach location and quality, provide a significant challenge to the department in terms of the options available for the provision of access facilities.

### The Changing Coast -- An Analysis

A comprehensive report assessing the current state of California's coast was prepared by the California Department of Boating and Waterways (formerly the Department of Navigation and Ocean Development) in 1977. This report, entitled Assessment and Atlas of Shoreline Erosion Along the California Coast, provides a reference point from which future changes along the coast can be measured. The report also explains some of the natural dynamics that affect the existence of coastal wetlands, sand beaches, and coastal bluff areas. These three natural features are the critical resources the department must deal with in the units being planned.

Sand beaches are the primary attractions for public recreational activity. However, many beaches have lost sand over the last 10 years. Sand is more than just a desirable recreational resource. It also acts as a cushion absorbing wave energy as the wave approaches the shore. When the sand is gone, waves break directly on coastal bluffs or any development within reach of the waves. An understanding of the cause of the sand loss phenomenon is essential in planning access to the beaches.

Rates of sand accretion and loss are subject to extreme change due to climatic conditions. A major storm can remove all the sand from a beach in hours, and then over a much longer period of time subsequent wave action can redeposit much of it back on the beach. Significant amounts of sand are lost to submarine canyons into which the sand is deposited by submarine landslides, turbidity currents, and normal offshore deposition. Winter storms tend to move sand from the upper portions of the beach to offshore underwater bars. During spring and summer, some of this sand is redeposited at the upper beach margins (see Figure 10). Since sand is supplied by rivers entering the ocean and by bluff erosion, any upstream developments that limit sand flow, such as dams or upcoast land protective devices like sea walls, reduce the amount of sand available to ocean beaches. Similarly, any obstruction protruding into the ocean from the coast tends to block sand flow along the shore.

Figure 10  
PROFILE OF A BEACH

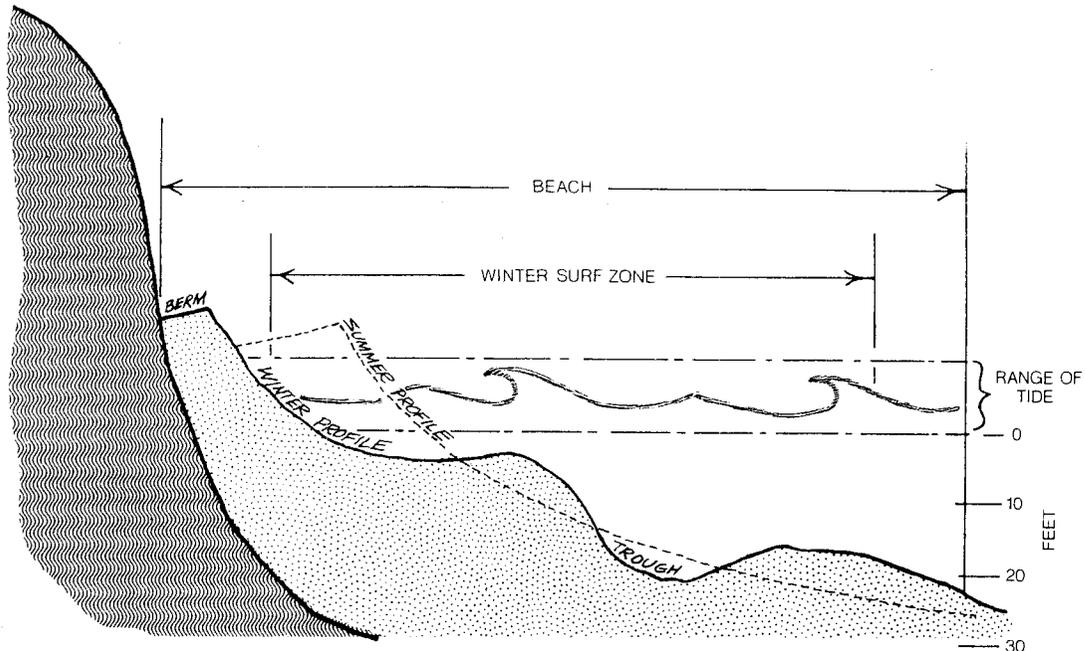
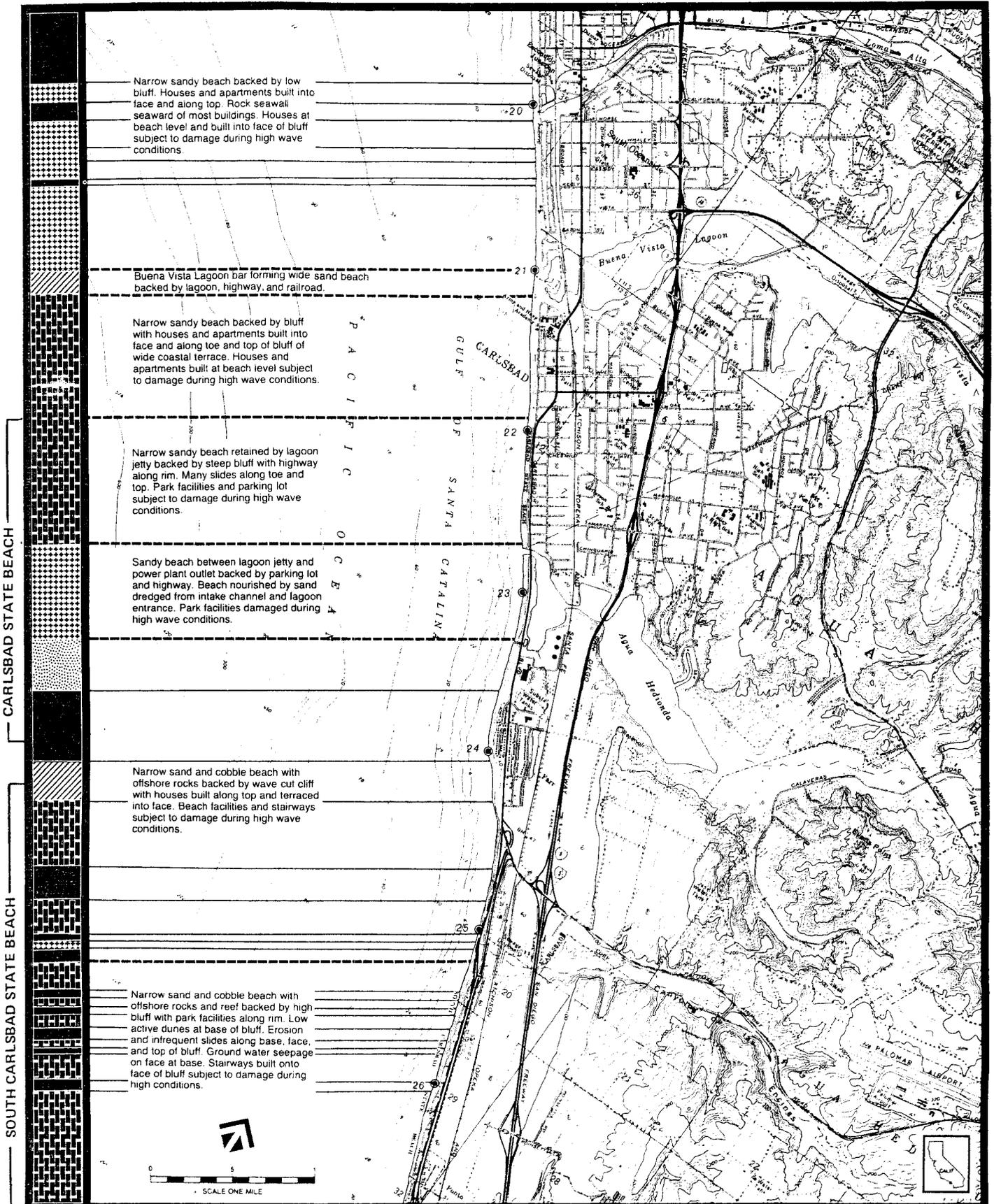


Figure 11 demonstrates the pattern of general sand movement along the San Diego County shoreline. The drawing indicates the three "cells" that affect sand movement. The cells are generalized and shown as relatively unbroken patterns of movement, with the arrows indicating the direction of sand movement, terminating in submarine canyons or offshore sinks which ultimately remove the sand from the littoral system. Sand is not naturally returned to the beach from the submarine trenches, sinks, and deep offshore areas.

While these general dynamics are understood, detailed studies of all beaches have not been made. Since even minor changes in weather, tides, and wave patterns along the coast can significantly affect sand flow, the implications for specific areas are unclear. A major study is currently underway to assess sand movement along the coast. This study, a cooperative effort by a number of agencies, is not scheduled to be completed until 1986 (assuming congressional funding).

Many areas included in the study are subject to potential damage by storm-driven surf patterns. Unfortunately, many of the areas prone to this condition are also popular recreation sites. Insufficient land is available to the department to provide facilities to accommodate access free of this potential threat (see Figures 12-18).





Narrow sandy beach backed by low bluff. Houses and apartments built into face and along top. Rock seawall seaward of most buildings. Houses at beach level and built into face of bluff subject to damage during high wave conditions.

Buena Vista Lagoon bar forming wide sand beach backed by lagoon, highway, and railroad.

Narrow sandy beach backed by bluff with houses and apartments built into face and along toe and top of bluff of wide coastal terrace. Houses and apartments built at beach level subject to damage during high wave conditions.

Narrow sandy beach retained by lagoon jetty backed by steep bluff with highway along rim. Many slides along toe and top. Park facilities and parking lot subject to damage during high wave conditions.

Sandy beach between lagoon jetty and power plant outlet backed by parking lot and highway. Beach nourished by sand dredged from intake channel and lagoon entrance. Park facilities damaged during high wave conditions.

Narrow sand and cobble beach with offshore rocks backed by wave cut cliff with houses built along top and terraced into face. Beach facilities and stairways subject to damage during high wave conditions.

Narrow sand and cobble beach with offshore rocks and reef backed by high bluff with park facilities along rim. Low active dunes at base of bluff. Erosion and infrequent slides along base, face, and top of bluff. Ground water seepage on face at base. Stairways built onto face of bluff subject to damage during high conditions.

CARLSBAD STATE BEACH

SOUTH CARLSBAD STATE BEACH



SHORELINE CONDITIONS ALONG THE SAN DIEGO COUNTY COAST FROM OCEANSIDE TO THE MEXICAN BORDER - 1977

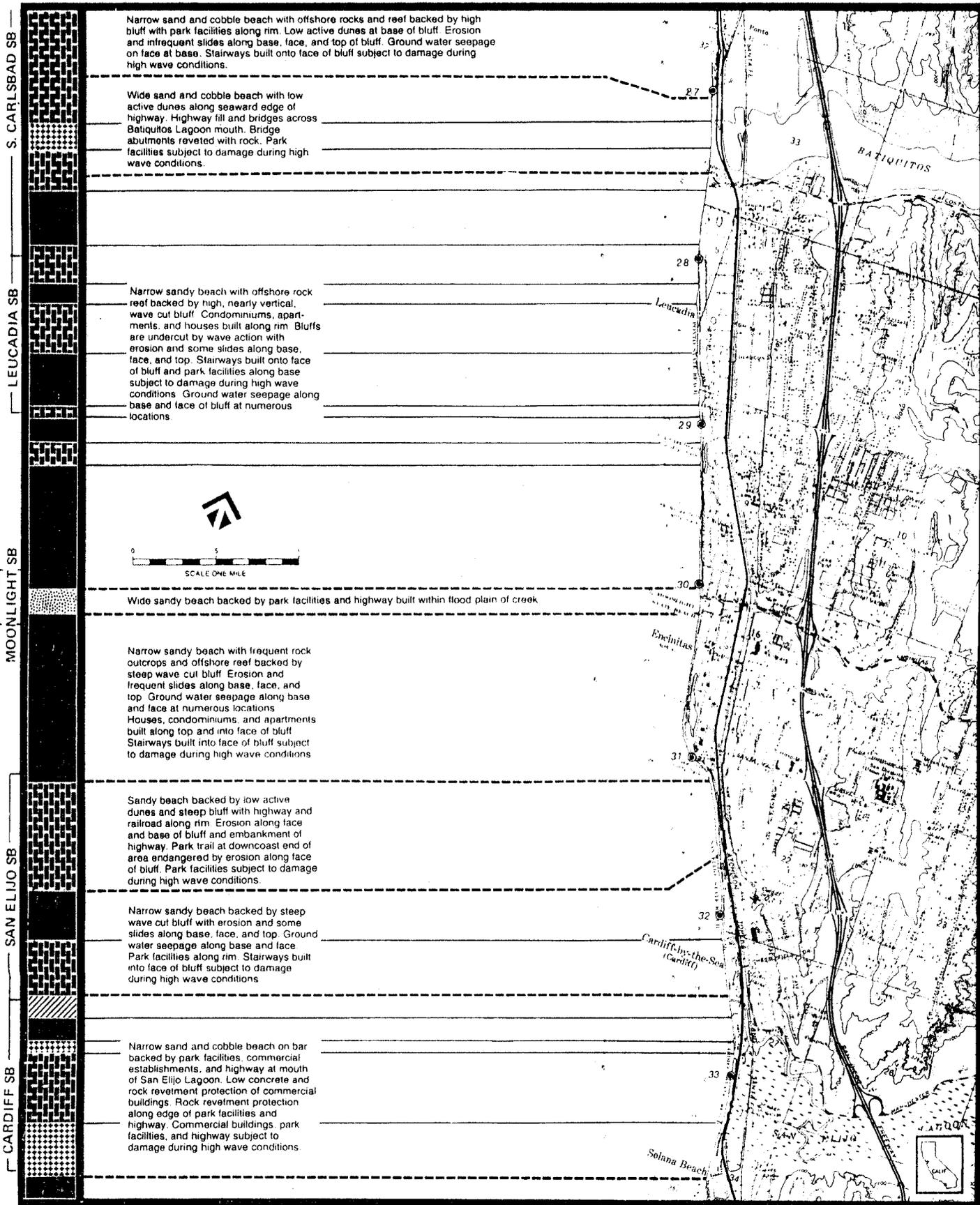
SOURCE:

LEGEND

	PRESENT DEVELOPMENT CRITICAL		ARTIFICIAL PROTECTION
	PRESENT DEVELOPMENT NON-CRITICAL		PROTECTIVE BEACH
	FUTURE DEVELOPMENT		STABLE

COASTAL CONDITIONS FROM OCEANSIDE TO PONTO

FIGURE 12



SHORELINE CONDITIONS ALONG THE SAN DIEGO COUNTY COAST FROM OCEANSIDE TO THE MEXICAN BORDER - 1977

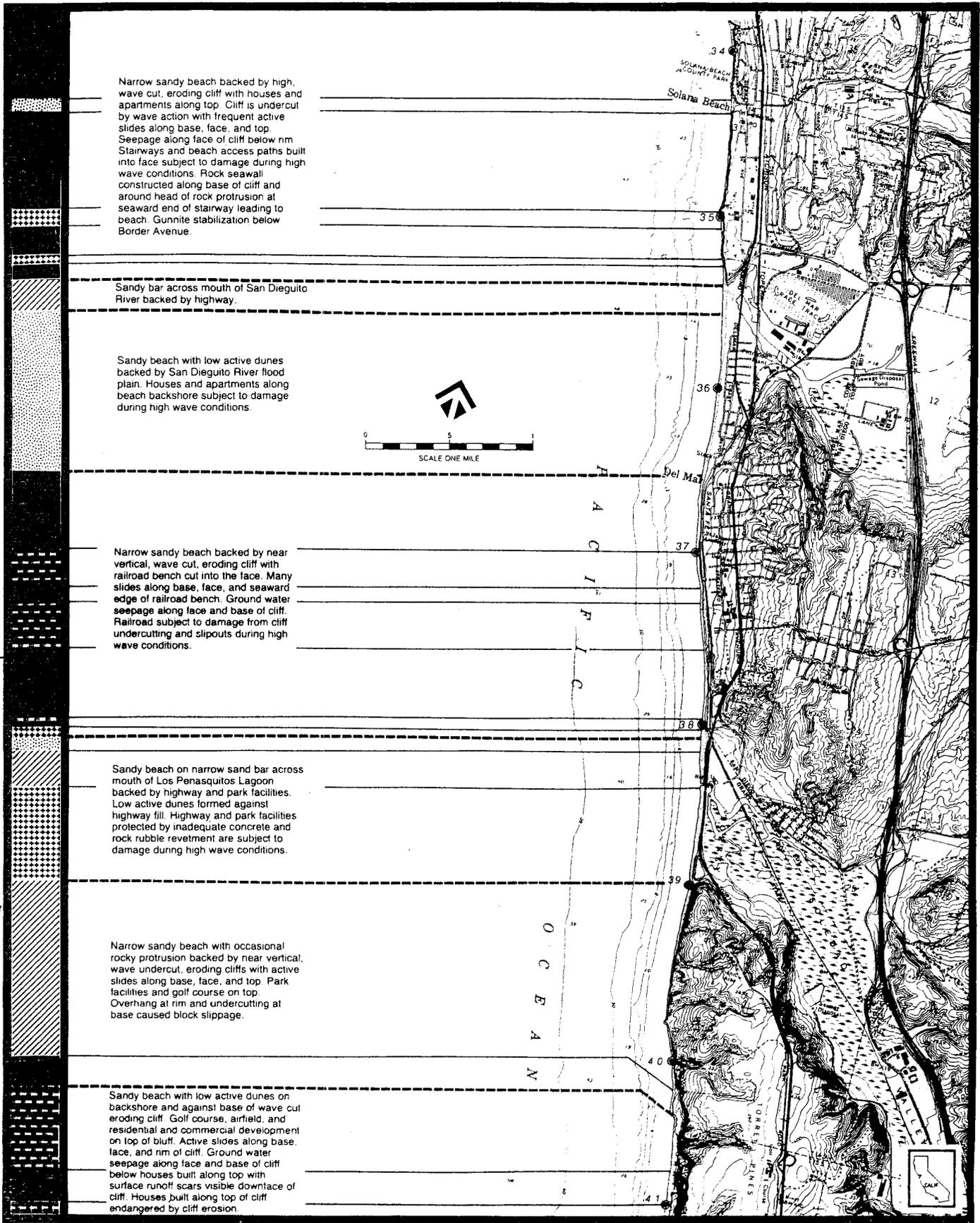
SOURCE: DEPARTMENT OF NAVIGATION & OCEAN DEVELOPMENT

LEGEND - SHORELINE CONDITION -

	PRESENT DEVELOPMENT CRITICAL		ARTIFICIAL PROTECTION
	PRESENT DEVELOPMENT NON-CRITICAL		PROTECTIVE BEACH
	FUTURE DEVELOPMENT CRITICAL		STABLE ROCK

COASTAL CONDITIONS FROM PONTO TO SOLANA BEACH  
FIGURE 13

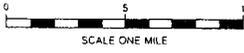
TORREY PINES STATE BEACH



Narrow sandy beach backed by high, wave cut, eroding cliff with houses and apartments along top. Cliff is undercut by wave action with frequent active slides along base, face, and top. Seepage along face of cliff below rim. Stairways and beach access paths built into face subject to damage during high wave conditions. Rock seawall constructed along base of cliff and around head of rock protrusion at seaward end of stairway leading to beach. Gunnite stabilization below Border Avenue.

Sandy bar across mouth of San Dieguito River backed by highway.

Sandy beach with low active dunes backed by San Dieguito River flood plain. Houses and apartments along beach backshore subject to damage during high wave conditions.



Narrow sandy beach backed by near vertical, wave cut, eroding cliff with railroad bench cut into the face. Many slides along base, face, and seaward edge of railroad bench. Ground water seepage along face and base of cliff. Railroad subject to damage from cliff undercutting and slipouts during high wave conditions.

Sandy beach on narrow sand bar across mouth of Los Penasquitos Lagoon backed by highway and park facilities. Low active dunes formed against highway fill. Highway and park facilities protected by inadequate concrete and rock rubble revetment are subject to damage during high wave conditions.

Narrow sandy beach with occasional rocky protrusion backed by near vertical, wave undercut, eroding cliffs with active slides along base, face, and top. Park facilities and golf course on top. Overhang at rim and undercutting at base caused block slippage.

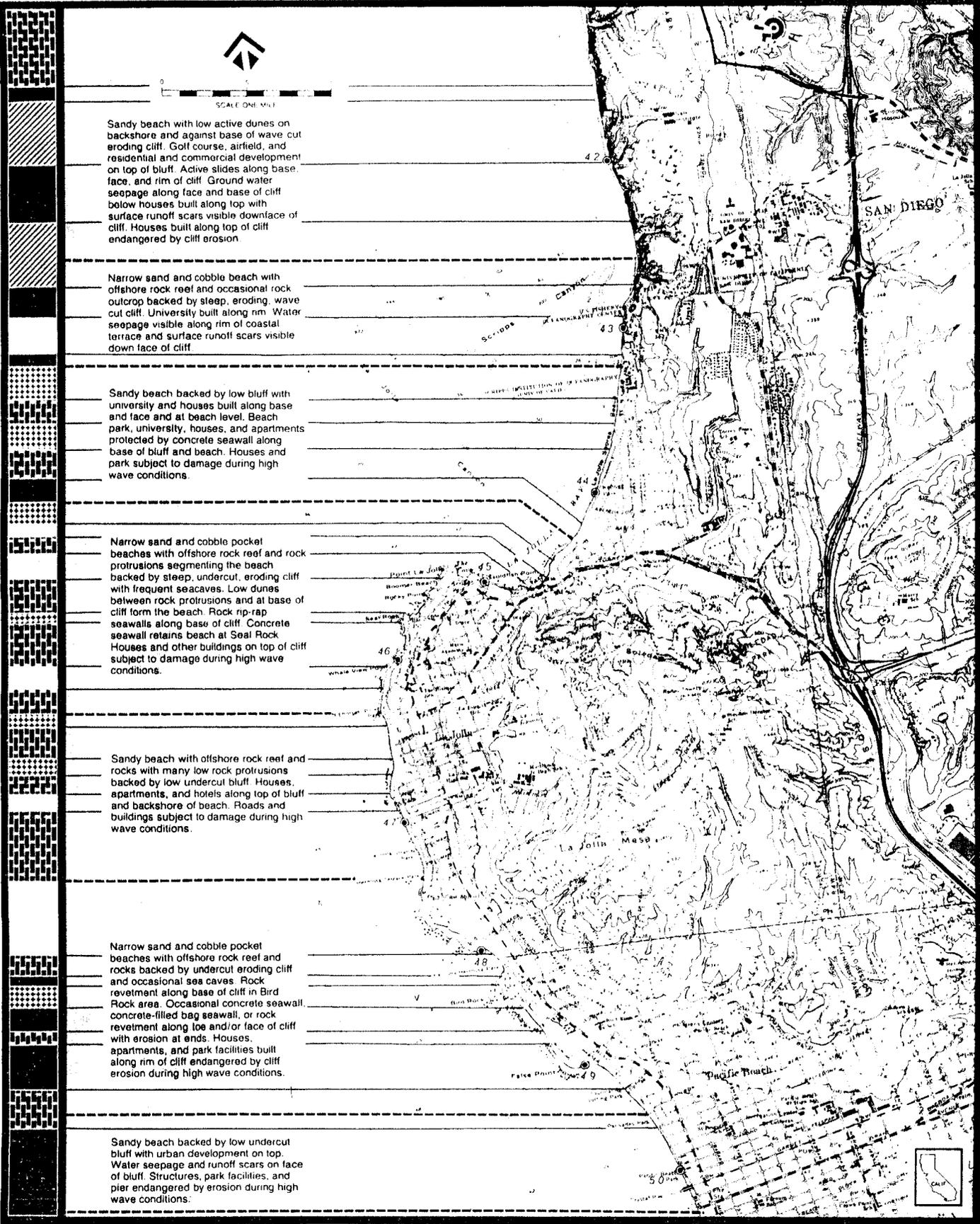
Sandy beach with low active dunes on backshore and against base of wave cut eroding cliff. Golf course, airfield, and residential and commercial development on top of bluff. Active slides along base, face, and rim of cliff. Ground water seepage along face and base of cliff below houses built along top with surface runoff scars visible downface of cliff. Houses built along top of cliff endangered by cliff erosion.

SHORELINE CONDITIONS ALONG THE SAN DIEGO COUNTY COAST FROM OCEANSIDE TO THE MEXICAN BORDER - 1977  
SOURCE: DEPARTMENT OF NAVIGATION, OCEANIC DEVELOPMENT

LEGEND • SHORELINE CONDITION •

	PRESENT DEVELOPMENT CRITICAL		ARTIFICIAL PROTECTION
	PRESENT DEVELOPMENT NON-CRITICAL		PROTECTIVE BEACH
	FUTURE DEVELOPMENT		STABLE ROCK

COASTAL CONDITIONS FROM SOLANA BEACH TO TORREY PINES  
FIGURE 14



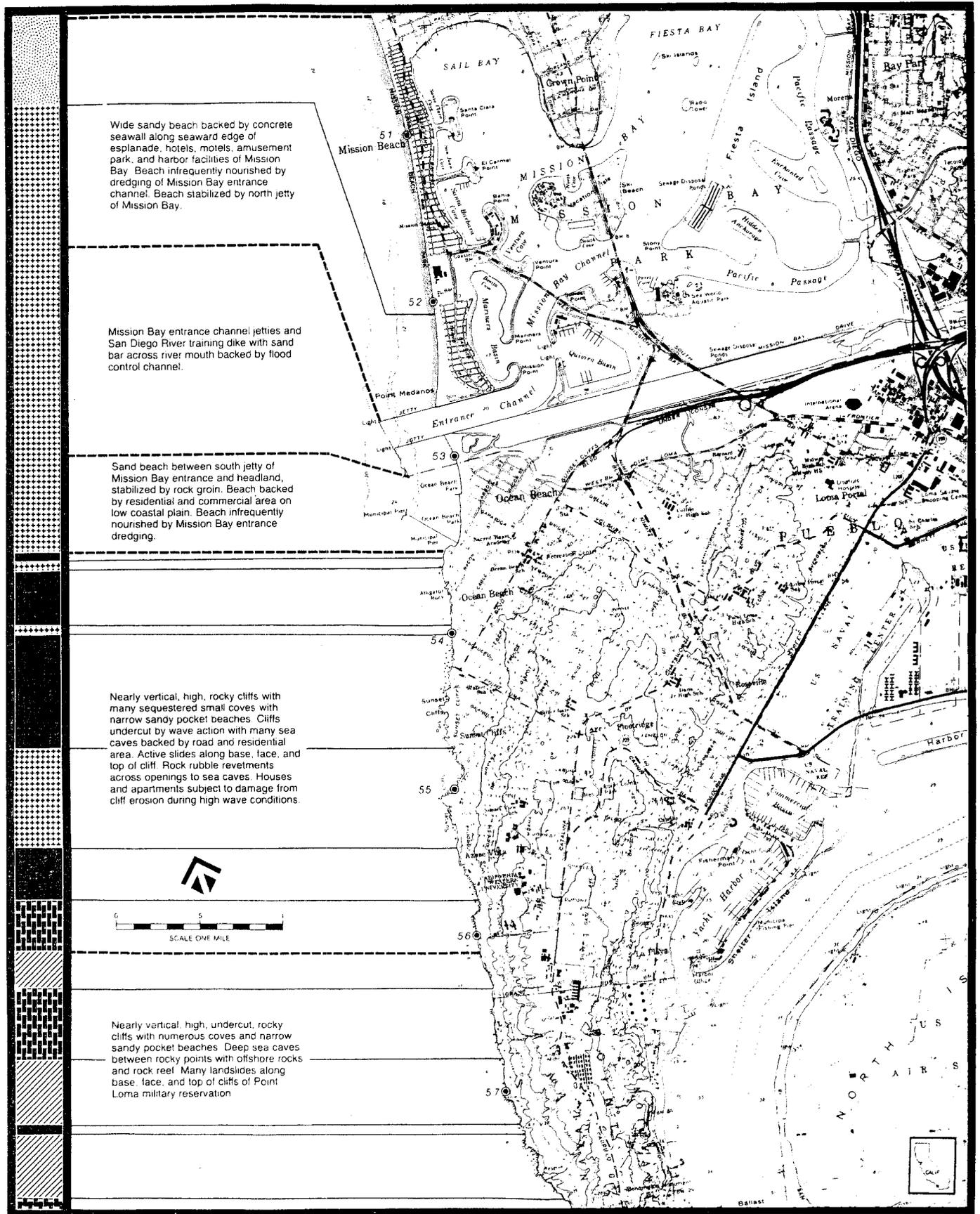
SHORELINE CONDITIONS ALONG THE SAN DIEGO COUNTY COAST FROM OCEANSIDE TO THE MEXICAN BORDER - 1977

SOURCE: DEPARTMENT OF NAVIGATION & OCEAN DEVELOPMENT

LEGEND - SHORELINE CONDITION -

	PRESENT DEVELOPMENT CRITICAL		ARTIFICIAL PROTECTION
	PRESENT DEVELOPMENT NON-CRITICAL		PROTECTIVE BEACH
	FUTURE DEVELOPMENT CRITICAL		STABLE ROCK

COASTAL CONDITIONS FROM TORREY PINES TO PACIFIC BEACH  
FIGURE 15



SHORELINE CONDITIONS ALONG THE SAN DIEGO COUNTY COAST FROM OCEANSIDE TO THE MEXICAN BORDER - 1977

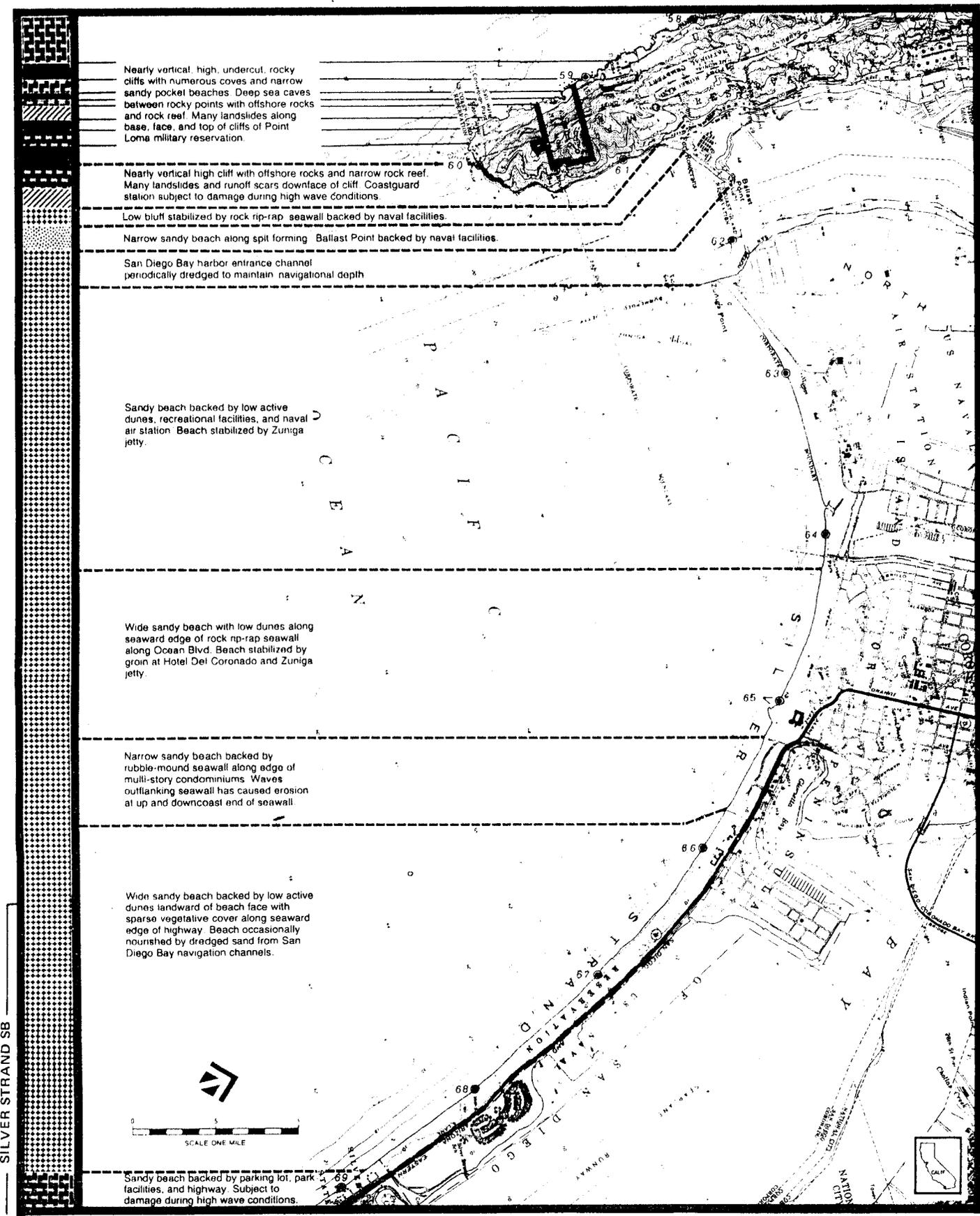
SOURCE: DEPARTMENT OF NAVIGATION & OCEAN DEVELOPMENT

LEGEND - SHORELINE CONDITION -

	PRESENT DEVELOPMENT CRITICAL		ARTIFICIAL PROTECTION
	PRESENT DEVELOPMENT NON-CRITICAL		PROTECTIVE BEACH
	FUTURE DEVELOPMENT CRITICAL		STABLE ROCK

COASTAL CONDITIONS FROM PACIFIC BEACH TO POINT LOMA

FIGURE 16



SHORELINE CONDITIONS ALONG THE SAN DIEGO COUNTY COAST FROM OCEANSIDE TO THE MEXICAN BORDER - 1977

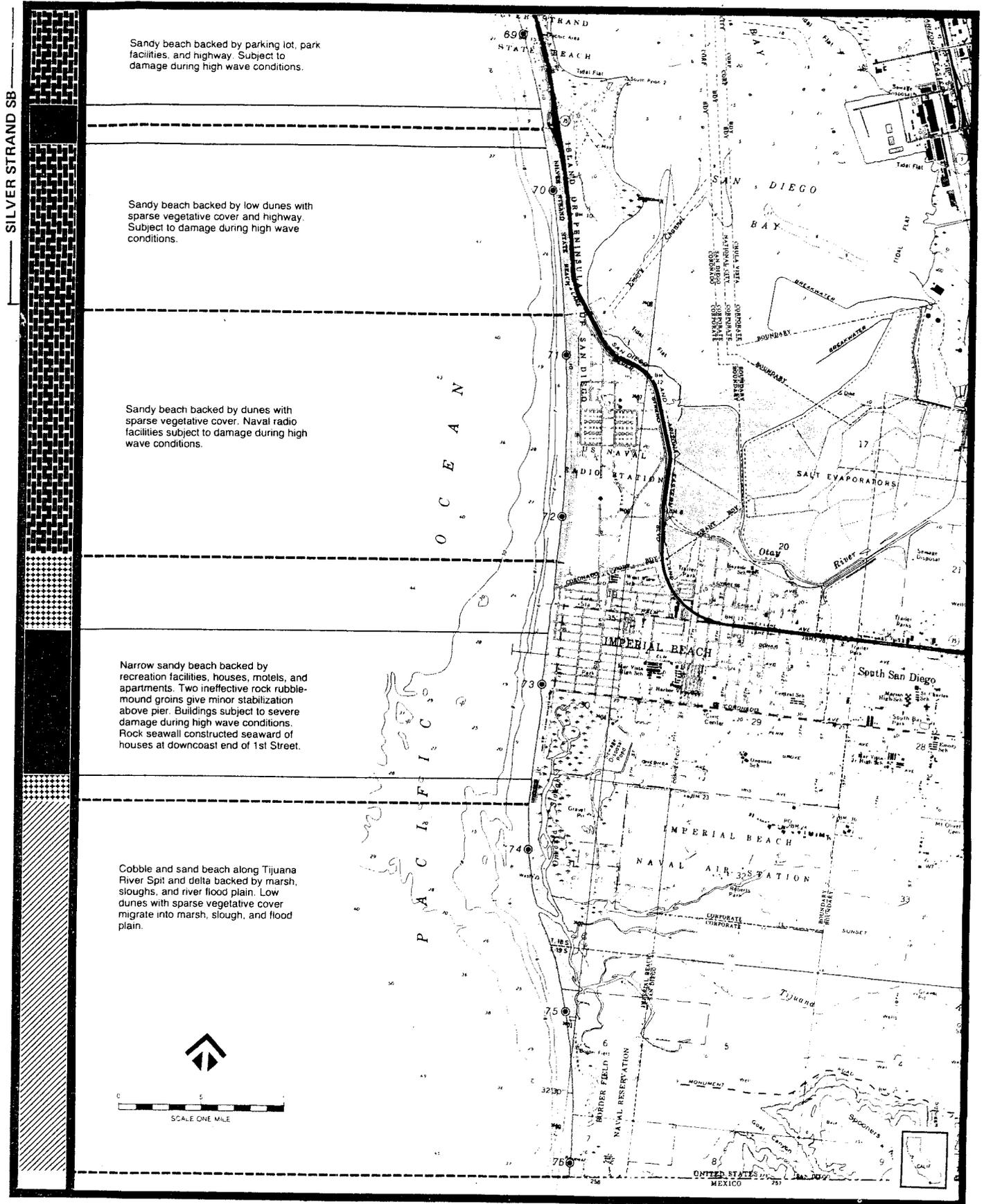
SOURCE: DEPARTMENT OF NAVIGATION & OCEAN DEVELOPMENT

LEGEND - SHORELINE CONDITION -

	PRESENT DEVELOPMENT (RYTHICAL)		ARTIFICIAL PROTECTION
	PRESENT DEVELOPMENT (NON-CRYTHICAL)		PROTECTIVE BEACH
	CUTURE DEVELOPMENT (RYTHICAL)		STABLE BEACH

COASTAL CONDITIONS FROM POINT LOMA TO SILVER STRAND SB

FIGURE 17



SHORELINE CONDITIONS ALONG THE SAN DIEGO COUNTY COAST FROM OCEANSIDE TO THE MEXICAN BORDER - 1977

SOURCE:  
DEPARTMENT OF NAVIGATION & OCEAN DEVELOPMENT

Much has been written about the nature of beach erosion. In 1980, a report was prepared for the Comprehensive Planning Organization of the San Diego region entitled Regional Planning Report on Shoreline Erosion. This report, by a task force made up of representatives of the Army Corps of Engineers, Scripps Institution of Oceanography, California Department of Boating and Waterways, and the California Coastal Commission, includes the following description of the four types of erosion that the San Diego County shoreline is experiencing:

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.

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.

A great deal of evidence indicates that California once again entered a period of increased precipitation beginning in the fall of 1978. Since severe storms increase the likelihood of episodic bluff failures and sand movement, an increase in these activities can be anticipated in coming years.

The CPO study summarizes the situation in the following way:

"Unfortunately, there are no simple, inexpensive, noncontroversial, 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."

#### Resources Agency Policy

On September 14, 1978, the secretary for resources issued the "Policy for Shoreline Erosion Protection" (see appendix). This policy attempts to establish the criteria under which specific development efforts will be undertaken. Noteworthy at this time is the "General" clause, which states:

"Development of the lands adjacent to large bodies of water carries with it an element of danger from wave action, which can threaten the safety of public and private property and recreational values.

It is the policy of the Resources Agency that the use of these lands avoid hazardous and costly situations caused by erosion and minimize or resolve existing problems. Only in those situations where structures or areas of public use are threatened should the state resort to funding or approving remedial projects. When necessary, projects should restore natural processes, retain shoreline characteristics, and provide recreational benefits to the extent possible."

### Planning Options

Based on these factors, there appear to be two options available to the department in meeting the mandated objectives of providing recreational benefits to the maximum extent possible while preserving significant natural and cultural values:

1. Avoid tampering with natural erosion processes and develop facilities only in areas free of potential damage by surf conditions under any circumstances.
2. Develop facilities to provide quality public access and mitigate potential hazards from natural elements, while avoiding areas of cultural and/or natural significance.

Option 1 would significantly limit the possibility of meeting current recreational needs, let alone future demands. Option 2 thus provides the basis for the proposals in this general plan.

### Rationale

Option 2 permits maximum flexibility in developing each of the nine units included in this general plan. Not only is there sufficient recreational demand to warrant the proposals, but additionally:

1. In most cases, there is a substantial time lag from the time a general plan is approved until funds are provided for the fulfillment of all elements in the general plan. Substantial changes may occur in beach conditions during that time.
2. Future beach conditions are less predictable now than they will be after the current sand transport studies are completed in 1986.
3. Certain mitigation measures for facilities within a flood-prone zone (such as portable buildings) offer the possibility of using high-risk areas most of the year with the least threat.
4. The demand for access may be sufficient to warrant considering some developments expendable.

Future development will be in accordance with the general plan, and will be carried out in a common sense manner based on conditions at the time a budgeting effort is commenced and on a thorough understanding of natural processes. If conditions affecting the proposed development have significantly reduced the desirability of the proposal, the facility will not be built. In the meantime, land use and facility plans reflect existing conditions, allowable use intensities, and present as well as future demand deficiencies. It is within this context that the department proposes the San Diego Coastal State Park System General Plan.

I-1401L



## SELECTED REFERENCES

- Assessment and Atlas of Shoreline Erosion Along the California Coast, July 1977, Department of Navigation and Ocean Development.
- California Coastline, June 1971, Department of Parks and Recreation.
- California State Park System Plan 1980, March 1980, Department of Parks and Recreation.
- Coastal Environmental Management, 1980, Washington, D.C., U.S. Government Printing Office.
- Coastal Erosion in San Diego County, 1980, Kuhn and Shepard (Scripps Institution of Oceanography).
- Inventory and Evaluation of California Coastal Recreation and Aesthetic Resources, POCS Technical Paper No. 81-5, Bureau of Land Management, May 27, 1981.
- Mission 1990, 1982 Update, Department of Parks and Recreation.
- Physical Criteria for Coastal Planning, January 1975, Department of Navigation and Ocean Development.
- Recommended Policies for State Funding of Beach Erosion Control Projects, Dec. 1, 1981, California Resources Agency.
- Regional Planning Report on Shoreline Erosion, October 1980, The Comprehensive Planning Organization of the San Diego Region.



# Appendix

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*Preserving outstanding natural and cultural resources, providing recreational opportunities, and managing State Park System units to accomplish these ends -- these are the purposes of this plan.*

## Appendix

### SECRETARY FOR RESOURCES POLICY FOR SHORELINE EROSION PROTECTION

(Established September 14, 1978  
and Revised February 6, 1979)

#### Introduction

California's shorelines are subject to the natural, continuously changing effects of erosion and accretion caused by waves, current, and wind. In some instances, development has taken place, or is being proposed, in unstable erosion-prone areas which eventually may require remedial protection or even abandonment. Because the natural processes and human activities causing shoreline erosion do not respect political jurisdictional boundaries, State guidance and coordinated agency policies are required.

Remedial projects have been used along California shorelines with varying degrees of success. In some instances, breakwaters, groins, seawalls, and revetments have created new problems because they were placed without a full understanding of the natural process of shoreline erosion. Remedial projects require large capital investments and may significantly alter the configuration, appearance, and recreation potential of the shoreline. Projects designed to restore natural beach conditions by artificially supplying sand may be a more desirable alternative. This type of remedial action, however, requires periodic renourishment and a continuing supply of sand.

The cost to public and private property owners, the tragedy of homes lost by erosion, and the need for government relief and expensive remedial actions can be avoided if development is not allowed in geologically unsuitable areas, or in areas subject to sand depletion without natural replenishment, or to excessive erosion rates. Additionally, erosion problems might be forestalled or avoided by effective land use policies, especially in currently undeveloped areas and by not upsetting the delicate and natural balance of nature. Protecting coastal property values, maximizing the recreational potential of our shoreline by maintaining sandy beaches, protecting wildlife habitats, and protecting options for revenue-producing activities are objectives of primary importance to the State of California.

The 1976 amendments to the Federal Coastal Zone Management Act require that coastal management programs include a planning process to assess the effects of shoreline erosion, to study and evaluate ways to control or lessen the impact of erosion, and to restore areas adversely affected. The California Coastal Act of 1976 assigns primary responsibility for carrying out this program to the California Coastal Commission. The State Harbors and Navigation Code assigns the responsibility for studying shoreline erosion, for advising government agencies, for planning, designing, and constructing shore protection works, and for administering State funds for the local share of federal projects to the Department of Navigation and Ocean Development. The Public Resources Code assigns responsibility to the State Lands Commission for

managing and protecting State-owned mineral resources and mineral rights. Although these laws form the heart of California's shoreline erosion control program, many other agencies play key roles and must exercise their mandates and advisory functions in a consistent manner.

This statement establishes the basic shoreline erosion control policies for all departments, boards, and commissions within the Resources Agency to use when developing projects, authorizing private or public projects, or commenting on permit actions taken by other authorities including federal, State, and local agencies.

These policies should be applied by State agencies when taking the following actions:

- (1) Commenting on Environmental Impact Reports pursuant to the California Environmental Quality Act, Environmental Impact Statements pursuant to the National Environmental Policy Act, and U.S. Army Corps of Engineers and U.S. Coast Guard public notices;
- (2) Issuing California Department of Fish and Game stream or lake bed alteration agreements and State Lands Commission mineral extraction and tideland leases;
- (3) Planning, designing, and carrying out Department of Water Resources projects, Department of Navigation and Ocean Development projects, State Water Resources Control Board projects, and in planning, purchasing, and improving state parks and beaches;
- (4) Considering coastal development and San Francisco Bay Conservation and Development Commission permits and certifications of consistency with the California Coastal Management Program under provision of Section 307 of the Coastal Zone Management Act;
- (5) Preparing and certifying Local Coastal Programs required by the California Coastal Act;
- (6) Granting Coastal Conservancy funds for mitigating shoreline problems; and
- (7) Reviewing mined-land reclamation plans and classifying and designating significant mineral resources.

The effectiveness of these policies depends on the steps each department, board, and commission takes to carry them out. Agencies with administrative regulations affecting shoreline erosion should amend those regulations to incorporate these policies. Because the Local Coastal Programs (LCPs) required by the California Coastal Act offer a unique opportunity for local agencies to deal with shoreline erosion in an effective, coordinated, and farsighted way, each agency within the Resources Agency is directed to cooperate with the Coastal Commission and local governments by reviewing LCP work programs, offering technical assistance to identify issues, and suggesting ways to address these issues in carrying out the California Shoreline Protection Policies.

## CALIFORNIA SHORELINE EROSION PROTECTION POLICY

### I. General

Development of the lands adjacent to large bodies of water carries with it an element of danger from wave action, which can threaten the safety of public and private property and recreational values.

It is the policy of the Resources Agency that the use of these lands avoid hazardous and costly situations caused by erosion and minimize or resolve existing problems. Only in those situations where structures or areas of public use are threatened should the State resort to funding or approving remedial projects. When necessary, projects should restore natural processes, retain shoreline characteristics, and provide recreational benefits to the extent possible.

### II. Planning and Regulation

- A. In planning for the use of land adjacent to the shoreline, State agencies shall assure the following:
  1. Effective land use plans and regulations to prevent existing and future developments from being endangered by erosion of sand beaches or the base of bluffs;
  2. Measures to reduce surface runoff, groundwater effects, and other activities that create bluff stability problems;
  3. Measures for the orderly demolition or relocation of damaged or threatened structures and facilities and for the disposition of parcels of land that cannot be safely developed.
- B. Projects constructed within the coastal watersheds can increase the natural shoreline erosion rates by blocking the flow of sediment to the shoreline. It is therefore the policy of the Resources Agency that developments planned, developed, or authorized by State agencies shall meet at least one of the following conditions:
  1. The development, together with other adjacent developments allowed under local land use regulations, will not reduce the natural sediment beyond that needed to adequately supply the shoreline;
  2. Mitigation measures to include providing an adequate sediment supply are included as a part of the project; or
  3. A regional plan exists that would provide an adequate supply of sand to protect the shoreline, even if the development is permitted.

- C. Beach and dune sand, and similar sediment lying in riverbeds, estuaries, or in harbor channels, is a valuable resource that should be used for shoreline protection. It is, therefore, the policy of the Resources Agency that all such dredge or excavation material removed within the coastal zone or near-shore waters, which is suitable in quantity, size, distribution, and chemical constituency, be discharged as follows:
1. Directly onto a natural beach in an appropriate manner for effective beach nourishment and in a manner to protect significant natural resources and the public use of such resources at those locations; or
  2. When beach nourishment is not needed or appropriate at the time of dredging, the sand should be deposited at locations for eventual use for beach nourishment, provided that suitable locations are available and steps are taken to protect both significant natural resources and the public use of such resources at those locations; or
  3. In those instances where quantity, distribution, or chemical constituency of dredge or excavation material limit its use as described in paragraphs one and two, the material should be used to optimize its mineral values or its utility as construction material.
- D. Under California law, artificially induced shoreline accretions do not affect property boundaries. To preserve evidence of the position of public and private preconstruction boundaries, it shall be the policy of the Resources Agency that before approving any shoreline erosion control measure, a Record of Survey map shall be filed with the county, as prescribed in Section 8762 of the Land Surveyor's Act (Business and Professions Code Section 8762) and a copy furnished to the State Lands Commission showing at least the following:
1. An accurate positioning of the present, preconstruction, high-water line;
  2. Sufficient ties to at least two existing record monuments, which will not be disturbed by proposed construction;
  3. The accurate position of any monument shown on a map filed in an office of public record, and which will be disturbed by the proposed construction, together with a plan to replace the monument in its original position or to provide its position relative to nearby record monuments.
- E. The planning and improvement of parks and beaches should be done in a way consistent with protection against the potential erosion of the affected segment of the coastline, and any structures located in areas subject to erosion damage should be expendable or moveable.

### III. Shoreline Protection Projects

Shoreline protection projects are proposed by both private parties and public agencies. It is the policy of the Resources Agency that the following policies should be followed when evaluating project applications:

- A. Nourishment of beaches to protect against erosion shall be encouraged where the following conditions are met:
  - 1. This does not conflict with significant living marine resources;
  - 2. This will not result in adverse effects elsewhere on the coast; and
  - 3. Measures are included in the project to maintain the affected beaches in a nourished state.
  
- B. Construction of seawalls, revetments, breakwaters, or other artificial structures for coastal erosion control shall be discouraged unless each of the following criteria is met:
  - 1. No other nonstructural alternative is practical or preferable;
  - 2. The condition causing the problem is site specific and not attributable to a general erosion trend, or the project reduces the need for a number of individual projects and solves a regional erosion problem;
  - 3. It can be shown that a structure(s) will successfully mitigate the effects of shoreline erosion and will not adversely affect adjacent or other sections of the shoreline;
  - 4. There will be no reduction in public access, use, and enjoyment of the natural shoreline environment, and construction of a structure will preserve or provide access to related public recreational lands or facilities;
  - 5. Any project-caused impacts on fish and wildlife resources will be offset by adequate fish and wildlife preservation measures; and
  - 6. The project is to protect existing development, public beaches, or a coastal-dependent use.
  
- C. No project shall be approved that will cause loss or destruction of State mineral resources or that will subject State mineral rights to trespass. All royalty considerations shall be determined by the State Lands Commission and implemented pursuant to the terms of a permit or lease granted by the Commission.

#### IV. Project Financing

- A. It shall be the policy of the Resources Agency to recommend State financial participation in shoreline erosion protection projects only when all of the following conditions are met:
1. The protection project considers the long-term effects of erosion on all adjacent coastline sections subjected to similar or related erosional mechanisms and takes into consideration the needs of the entire region;
  2. Any project-caused impacts on fish and wildlife will be offset by adequate fish and wildlife preservation measures;
  3. The public benefits including the long-term environmental, social, and economic effect of the project are found to be greater than the public costs. The coastal section to be protected should contain substantial and valuable public-owned lands or facilities of greater value than the cost of the proposed project, or the protection scheme should provide, maintain, or improve the public use and enjoyment of the beach or shoreline;
  4. The project plan should use nonstructural solutions such as beach nourishment as the recommended alternative or as a part of the recommended alternative, unless it is not feasible;
  5. Public access is provided to the shoreline area where the protection project is to be carried out unless the area is unsafe.
- B. In an emergency situation when erosion is threatening structures, State agencies should respond immediately by offering technical assistance for temporary protective actions. Assistance should first be directed to emergency situations involving public assets.

s/ Huey D. Johnson  
Secretary for Resources

ENVIRONMENTAL IMPACT REPORT  
COMMENTS AND RESPONSES



COMMENTS RECEIVED  
 SAN DIEGO COASTAL STATE PARK SYSTEM UNITS  
 PRELIMINARY GENERAL PLAN  
 SCH 83010516

<u>Agency/Individual</u>	<u>Date Received</u>
1. San Diego Assoc. of Governments	9/6/83
2. City of Del Mar	9/19/88**
3. Dept. of the Army (Corps of Engineers)	9/19/83**
4. Dept. of the Navy (Naval Amphibious Base Coronado)	9/12/83
5. State Clearinghouse	9/19/83**
a. Department of Transportation (Dist. 11)	
b. Department of Fish & Game	
c. California Regional Water Quality Control Board (San Diego Region)	
6. City of Coronado	9/14/83
7. Port of San Diego	8/30/83
8.   "   "   "   "	9/13/83
9. Torrey Pines Docent Society	9/16/83
10. County of San Diego	9/8/83
11. Mrs. Jessie D. La Grange	9/16/83
12. San Diego Assoc. of Governments	9/21/83**
13. City of San Diego	9/21/83**

\*\* Comments received after the 9/17/83 deadline for comments regarding the Preliminary San Diego Coastal State Park System Units General Plan including Environmental Impact Element (Report) SCH # 83010516.

Since 9/17/83 was a Saturday, comments received on the following Monday were considered. The Department has responded to all comments received as of 9/21/83.



**San Diego  
ASSOCIATION OF  
GOVERNMENTS**

Suite 524 Security Pacific Plaza  
1200 Third Avenue  
San Diego, California 92101  
(619) 236-5300

September 1, 1983

James M. Doyle, Supervisor  
Environmental Review Section  
State Dept. of Parks and Recreation  
P. O. Box 2390  
Sacramento, CA 95811

Attn: Clark Woy

Subject: Executive Committee Action on Preliminary Coastal State Park  
General Plan

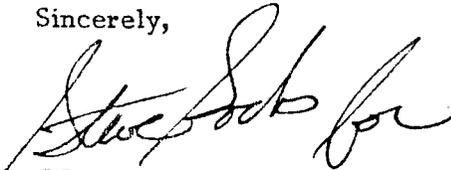
Dear Mr. Doyle:

On September 2, 1983, the SANDAG Executive Committee considered your plan. Based on review of the proposed Preliminary Coastal State Park General Plan, the Executive Committee has determined that further review by SANDAG is unnecessary. However, the Executive Committee directed that comments from the Cities of Coronado, San Diego, Del Mar and Carlsbad, and the County of San Diego be forwarded to the state. Comments were not available at the Executive Committee meeting. They will be forwarded to the state prior to September 16, 1983.

A-1

If you have any questions, please contact Steve Sachs of the SANDAG staff at 236-5346.

Sincerely,



STUART R. SHAFFER  
Director of Land Use & Public Facilities

SRS/SS/ajh

Enclosure

NI-84-22

RECEIVED

SEP 6 1983

RPI



# PROJECT NOTIFICATION

DATE: September 2, 1983

ITEM No.: NI-84-22, 26 29

TO: Executive Committee

FROM: Executive Director

SUBJECT: Project Notifications Submitted to Areawide Clearinghouse  
August 1983

Item No.

(A) NI-22

Preliminary Coastal State Park General Plan/State Department of  
Parks & Recreation

Reviewed pursuant to OMB Circular A-95, Part I  
Deadline: September 16, 1983

Staff  
Recommendation

NOT REVIEWED  
COMMENT

Eight separate general plans have been prepared for the state coastal parks in the region: Carlsbad State Beach, South Carlsbad State Beach, Leucadia State Beach, Moonlight State Beach, San Elijo State Beach, Cardiff State Beach, Torrey Pines State Beach and Reserve, and Silver Strand State Beach. These plans were prepared pursuant to state law. The plans establish long-term objectives and site specific proposals for natural resource protection, recreational use, facility development, acquisition and general management. Approval of the Plan by the State Parks and Recreation Commission is required before budgeting for facility development can take place. The planning process allows state officials and local communities to develop agreement on how the state beaches should be developed and managed. One of the major actions proposed for most of the state beaches is provision of additional parking to help relieve beach access problems.

The state held three sets of public meetings to review the plan in the affected cities last spring. The state plan is based on information contained in the Board-adopted Regional Open Space Plan and Regional Outdoor Recreation Plan, and is consistent with these Plans.

The Cities of Coronado, Carlsbad, Del Mar, San Diego, and the County of San Diego have been requested to review and comment on the Plans. No written comments have been received to date. Comments will be transmitted to the state as they are received.



RECEIVED

# city of del mar

SEP 14 1983

September 14, 1983

California State Department of Parks and Recreation  
2505 Congress Street  
San Diego, California 92110

Attention: Herbert Heinze, Regional Director

SUBJECT: San Diego Coastal State Park System General Plan; City of Del Mar Response to Torrey Pines Preliminary Plan and Draft EIR

Dear Mr. Heinze:

The City of Del Mar appreciates the opportunity to respond to the Preliminary Plan for the Torrey Pines State Beach. The Plan has been reviewed by various Departments and Committees of the City, and by the Del Mar City Council on September 6, 1983.

As a result of the City's review, it was the City Council's unanimous decision to:

- (1) Strongly request deletion of the proposed 125-site campground and its appurtenant facilities which are proposed south of Carmel Valley Road and east of Camino del Mar, all within the City of Del Mar; and
- (2) If the proposed campground is to be constructed, the City requests permanent, year-around State lifeguard service to serve same.

As you may be aware, the City of Del Mar, several years ago, initiated State acquisition of the area now proposed for the campground. The appropriation, pursuant to acquisition bill AB 990, was to expand the Torrey Pines State Reserve. The purpose of the State Reserve, per adopted language of the acquisition Environmental Impact Report, was "to preserve its native ecological associations, unique faunal or floral characteristics, geological features and scenic qualities in a condition of undisturbed integrity" (emphasis added--see acquisition project EIR dated October, 1980, page 1). The City of Del Mar, by letter to your Department's Environmental Review Section dated October 30, 1980, did not object to the DEIR based, in part, upon our understanding that the acquisition area was to be used as intended by Assembly Bill 990; i.e., for preservation and extension of the State Reserve.

The change of proposed land use from reserve status to an active campground impacts directly upon the scenic and natural amenities of the land, and is clearly inconsistent with the original acquisition effort and the previously adopted EIR.

Conversion of the area from "reserve" status will not only diminish the value of the viewshed for persons entering the City from the south, but also from private residences and those viewing the State property from the City's Open

1050 camino del mar, del mar, california 92014 (714) 755-9313

B-1

B-2

Herbert Heinze, Regional Director  
California State  
Dept. of Parks and Recreation  
September 14, 1983  
Page Two

Space Preserve on the north.

B-3

The acquisition area was originally intended as a natural open space linkage between the Torrey Pines State Park extension area and the Torrey Pines State Reserve to the south. That publicly supported objective remains to date, but would be thoroughly compromised by construction of the proposed campground.

B-4

With regard to item (2) above, if the State wishes to proceed with construction of the campground notwithstanding the objections of this City, then we would ask that State lifeguard service be provided, year-around, to serve the resulting increased number of beach users.

B-5

Currently, the State lifeguard service at the Torrey Pines State Beach is seasonal, and is augmented by City of Del Mar Lifeguard service during off-season emergencies. The City, however, cannot adequately handle anticipated increased demands resulting from the construction of the campground. To protect the users of the facility and the State from potential liabilities, provisions and funding should be incorporated in the Recreation Plan for permanent lifeguard service should the campground proposal be implemented.

Again, thank you for providing our City the opportunity to respond to the General Plan and corresponding EIR.

Sincerely,

*Rosalind A. Lorwin*

Rosalind Lorwin,  
Mayor

RL/WTH/lw

cc: Stuart Shaffer, SANDAG (Areawide Clearinghouse review)



DEPARTMENT OF THE ARMY  
LOS ANGELES DISTRICT, CORPS OF ENGINEERS  
P. O. BOX 2711  
LOS ANGELES, CALIFORNIA 90053

September 9, 1983

IN REPLY REFER TO  
SPLPD-R

Mr. James M. Doyle, Supervisor  
Environmental Review Section  
California Department of Parks and Recreation  
P.O. Box 2390  
Sacramento, California 95811

Dear Mr. Doyle:

This is in response to a letter from your office which requested review and comments on the San Diego Coastal State Park System Units General Plan, including Draft Environmental Impact Element (Report) SCH 83010516.

The proposed plan does not conflict with existing or authorized plans of the Corps of Engineers.

C-1

Since construction permits may be required from the Corps of Engineers, we suggest that you contact Mr. Glen Lukos, telephone (213) 688-5606, of our Regulations Branch regarding requirements for filing permit applications. In general, permits would be required for the following:

(1) Any work done below the mean high tide mark/ordinary high water mark of any "navigable water of the United States" (including the Pacific Ocean).

(2) Placement of dredged or fill material (including rip rap) below the mean high tide mark/ordinary high water mark of any "water of the United States" (including the Pacific Ocean, its tributaries, and adjacent wetlands).

Thank you for the opportunity to review and comment on this document.

Sincerely,

Carl F. Enson  
Chief, Planning Division

RECEIVED

SEP 19 1983

RPI





DEPARTMENT OF THE NAVY  
NAVAL AMPHIBIOUS BASE, CORONADO  
SAN DIEGO, CALIFORNIA 92155

MAIL ROOM REFERENCE

015:AOB:blm  
Ser 2418  
8 SEP 1983

Mr. James M. Doyle  
Supervisor, Environmental Review Section  
California Department of Parks and Recreation  
P. O. Box 2390  
Sacramento, California 95811

Dear Mr. Doyle,

Receipt of your 5 August 1983 letter, wherein you forwarded a copy of the Preliminary San Diego Coastal State Park System General Plan for the Silver Strand, is hereby acknowledged. Upon review of this document we have learned that the State of California plans to construct a marina with bulkhead for over 300 boats, a Harbormaster Building, and two small boat ramps on the forty (40) acres of land leased to the State of California by the Department of the Navy. Your attention is drawn to paragraph 4 of Lease N6247482RP00Q39 which establishes the sole use of this land to be park and recreation purposes including development and operation of overnight campgrounds and parking facilities. It is requested that you request prior written approval from Commanding Officer, Western Division, Naval Facilities Engineering Command for the construction of the marina, Harbormaster Building, and boat ramps in order that the impact on Navy operations may be thoroughly assessed by all concerned.

D-1

Sincerely,

  
R. F. McCULLOUGH  
Captain, USN  
Commanding Officer

Copy to:  
WESTNAVFACENCOM (Code 24)

RECEIVED

SEP 12 1983

RPI





# State of California

GOVERNOR'S OFFICE  
OFFICE OF PLANNING AND RESEARCH  
1400 TENTH STREET  
SACRAMENTO 95814

GEORGE DEUKMEJIAN  
GOVERNOR

September 16, 1985

Mr. James M. Doyle  
California Department of Parks & Recreation  
P. O. Box 2390  
Sacramento, CA 95811

Subject: SCH# 83010516, General Plan, San Diego Coastal State Parks Syst. Units

Dear Mr. Doyle:

The State Clearinghouse submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is closed and the comments of the individual agency(ies) is(are) attached. If you would like to discuss their concerns and recommendations, please contact the staff from the appropriate agency(ies).

When preparing the final EIR, you must include all comments and responses (CEQA Guidelines, Section 15146). The certified EIR must be considered in the decision-making process for the project. In addition, we urge you to respond directly to the commenting agency(ies) by writing to them, including the State Clearinghouse number on all correspondence.

A 1981 Appellate Court decision in Cleary v. County of Stanislaus (118 Cal. App. 3d 348) clarified requirements for responding to review comments. Specifically, the court indicated that comments must be addressed in detail, giving reasons why the specific comments and suggestions were not accepted. The responses must show factors of overriding significance which required the suggestion or comment to be rejected. Responses to comments must not be conclusory statements but must be supported by empirical or experimental data, scientific authority or explanatory information of any kind. The court further said that the responses must be a good faith, reasoned analysis.

In the event that the project is approved without adequate mitigation of significant effects, the lead agency must make written findings for each significant effect and it must support its actions with a written statement of overriding considerations for each unmitigated significant effect (CEQA Guidelines Section 15088 and 15089).

If the project requires discretionary approval from any state agency, the Notice of Determination must be filed with the Secretary for Resources, as well as with the County Clerk. Please contact Dan Conaty at (916) 445-0613 if you have any questions about the environmental review process.

Sincerely,

*Daniel J. Conaty*  
for Terry Roberts  
Manager  
State Clearinghouse

cc: Resources Agency



**Memorandum**

To : Executive Officer  
State Clearinghouse  
1400 Tenth Street  
Sacramento, CA 95814

Date: September 6, 1983

File : 11-SD-75  
13.9

From : DEPARTMENT OF TRANSPORTATION  
District 11

Subject: SCH #83010516, General Plan, San Diego Coastal State Park System  
Units

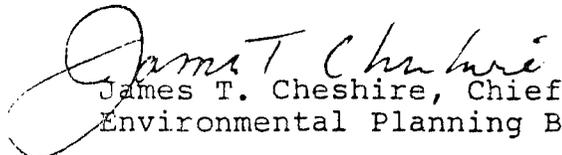
Caltrans District 11 comments on the Draft EIR pertain to Volume 9, Silver Strand; and are as follows:

E-1

1. Caltrans prefers the tunneled access concept. The alternative frontage road will probably be workable, however, if traffic signals are installed at the State Route 75/Leyte Road intersection. That installation would require funding by the Department of Parks and Recreation and/or the City of Coronado.

E-2

2. An encroachment permit from Caltrans will be required for either access alternative. Our Permit Engineer is Sam Kemp (619) 237-6843.

  
James T. Cheshire, Chief  
Environmental Planning Branch

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SEP 14 1983  
State Clearinghouse



# Memorandum

To : 1. Projects Coordinator  
Resources Agency

2. California Department of Parks and Recreation  
P. O. Box 2390  
Sacramento, CA 95811

Date : September 12, 1983

From : Department of Fish and Game

Subject: San Diego Coastal State Park System General Plan, San Diego County,  
SCH-83010516

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We have reviewed the subject document and have the following comments.

1. Carlsbad State Beach

F-1

The proposal to increase windsurfing at Agua Hedionda Lagoon may conflict with fishing activity from shore. Regulations to minimize potential conflicts, such as restricting windsurfing within 75 feet of the shoreline, may be required.

2. South Carlsbad State Beach

F-2

The wetland behind the Terra Mar community should not be declared surplus. Consideration should be given to retaining that part of the wetland presently in state ownership, acquisition of that part of the wetland that is not currently owned by the state and maintenance of the entire wetland area as a natural preserve and interpretive area.

3. San Elijo State Beach

F-3

We support and encourage the cooperation with DPR regarding the interpretive program at San Elijo Lagoon.

4. Torrey Pines State Beach and State Reserve

F-4

We recommend expansion of the Nature Preserve to include the finger of wetland located southwest of the proposed campground (pg. 111 volume 8). This is a portion of the land that is being proposed for reclassification as State Beach.

5. Silver Strand State Beach

Establishment of a California least tern nesting site is encouraged.

F-5

We assume that plans for the development of the 330-berth marina are in the preliminary stage. As plans become more detailed, we would like to see a discussion of the potential impacts to eelgrass beds which may be present in the area, and a discussion of the loss of marine habitat which will occur as a result of filling a portion of the bay. Specific measures or alternative

project designs to offset or eliminate these losses should also be discussed. Thank you for the opportunity to review and comment on this plan. If you have any questions, please contact Fred A. Worthley Jr., Regional Manager, Region 5, at 245 West Broadway, Suite 350, Long Beach, California 90802; telephone (213) 590-5113.



Director

for

# Memorandum

To: Dan Conaty  
State Clearinghouse  
Sacramento

Date: August 22, 1983

From: California Regional Water Quality Control Board  
San Diego Region  
6154 Mission Gorge Road-Suite 205, San Diego, California 92120

Subject: Preliminary Silver Strand Beach Analysis of the San Diego Coastal State Park System General Plan, July 1983 - SCH #83010516

We have reviewed the San Diego Coastal Park System General Plan dated July 1983. This plan includes individual state parks from Carlsbad State Beach south to Silver Strand State Beach.

We would like to offer comments on the portion of the General Plan covering the Silver Strand State Beach development. For many years, the beach areas north of the U.S.-Mexico International Border have been threatened by contamination of bathing waters resulting from discharges of sewage from the City of Tijuana. Over the years Border Field State Park Beach and the southern half of the beach area of the City of Imperial Beach have been closed to swimmers for extended periods. For much of this year these areas have been closed because of sewage contaminants carried by the Tia Juana River flow to the Pacific Ocean. Also, in July and August of this year, the southern portion of Silver Strand Beach has been seriously threatened by sewage contamination as the Tia Juana River, containing sewage from the City of Tijuana, has continued to flow to the Pacific Ocean.

G-1

Your Silver Strand General Plan does not address this growing water quality and public health problem. Since this problem is certain to worsen until a permanent solution is found, we believe it is necessary that your agency give careful consideration to this problem.

If you have any questions concerning this matter, please don't hesitate to call Mr. Fred Edney at ATSS 636-5114.

MICHAEL P. McCANN  
Senior Engineer

FE:hd

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AUG 25 1983  
State Clearinghouse





CITY OF CORONADO

1825 STRAND WAY  
CORONADO, CA. 92118

CITY HALL  
(714) 433-2211

September 12, 1983

James M. Doyle, Supervisor  
Environmental Review Section  
Calif. Dep. of Parks & Recreation  
P.O. Box 2390  
Sacramento, CA 95811

Dear Mr. Doyle;

The City Council of the City of Coronado reviewed the draft "San Diego Coastal State Park System General Plan: Volume 9 (Silver Strand)" at the Council's regular meeting of September 6, 1983. The Council has authorized me, on behalf of the City, to make the following comments concerning this document:

- H-1 1. In general, the document is thorough, accurate and responsive to the needs of prospective users and the concerns of local residents.
- H-2 2. The 30 proposed fore-and-aft permit controlled mooring slips may prove to be too few in number.
- 3. The Council would like to see in the document more explicit statements of the following Department of Parks and Recreation policies:
  - H-3 A. That adequate shoreside facilities (i.e., parking, restrooms, including showers and laundry facilities, trash disposal, etc.) be available for the fore-and-aft permit controlled mooring slip area; and
  - H-4 B. That the development and operation of Silver Strand State Beach will be exemplified by continuing coordination and cooperation with all concerned agencies.
- 4. Four minor corrections to the document text are recommended by the Council:
  - H-5 A. On Page 25, the Bay Route Bikeway is referred to as only partially completed; it is now complete;

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SEP 14 1983

H-6

B. Page 53 has an incorrect address for Coronado's main Fire Station; the correct address is 1001 Sixth Street (between Orange Avenue and "D" Avenue);

H-7

C. Page 54 has an incorrect address for the Coronado Police Station; the correct address is 578 Orange Avenue; and

D. The census information on Page 53 for Coronado is incorrect; the correct information is as follows:

H-8

"The 1980 census (as revised) showed Coronado's population at 18,790, including 15,703 White, 314 Black, and 782 Spanish origin. Of the total population, 46% are female.

Coronado has 4,301 families, of which 4,158 are White, 45 Black, and 120 of Spanish origin.

Between 1970 and 1980, Coronado declined 6.1% in population (20,020 - 18,790), due to a greater numerical decrease in the military population on the Amphibious Base."

H-9

5. The Council requests that the proposed master plan be adopted and implemented as rapidly as possible in order to enhance public access to San Diego Bay.

A few more technical comments concerning detailed design of the park improvements are presented in the attached August 22, 1983 memorandum from the City Fire Marshal to the Director of Community Development. If you have any questions, please contact Tony Pena, Director of Community Development, at (619) 435-2213.

Thank you for the opportunity to comment on the plan. We are looking forward to its successful completion.

Sincerely,

*C. Patrick Callahan*  
C. PATRICK CALLAHAN, MAYOR OF THE  
CITY OF CORONADO, CALIFORNIA

CPC:EWK:ln

cc: City Manager  
Director of Community Development  
Stuart R. Shaffer, SANDAG

MEMORANDUM

August 22, 1983

TO: Tony Pena  
Director of Community Development

FROM: Clarence Wright  
Fire Marshal

SUBJECT: San Diego Coastal State Park General Plan  
Silver Strand - Preliminary July 1983

The following are items that need to be addressed for development of the above-subject preliminary general plan.

Area 2

1. Access Roads: Required access roads from every building to a public street shall be all weather hard surfaced (suitable for use by fire apparatus) right of way not less than 20 feet in width. Such right-of-way shall be unobstructed and maintained only as access to the public street. (Section 3.05 Title 19 California Administrative Code)
2. All recreational vehicle parks shall provide and maintain hydrants and access roads in accordance with Sections 10.207 and 10.301 UFC.
3. Access roadways for fire apparatus: Every building hereafter constructed shall be accessible to Fire Department apparatus by way of access roadways with all weather driving surface of not less than 20 feet of unobstructed width, with adequate turning radius capable of supporting the imposed loads of fire apparatus (39,000 lbs) and having a minimum of 13 feet 6 inches of vertical clearance. Dead-end Fire Department access roads in excess of 150 feet long shall be provided with approved provisions for the turning around of Fire Department apparatus. (Section 10.207(a) Uniform Fire Code).

Obstructing: The required width of access roadways shall not be obstructed in any manner, including parking of vehicles. "No Parking" signs or other appropriate notice, or both, prohibiting obstructions may be required and shall be maintained. Section 10.207(b) Uniform Fire Code.

Tony Pena  
Director of Community Development  
August 22, 1983  
Page 2

4. Water Supply: An approved water supply capable of supplying required fire flow for fire protection shall be provided to all premises upon which buildings or portions of buildings are hereafter constructed. When any portion of the building protected is in excess of 150 feet from a water supply on a public street, there shall be provided, when required by the Chief, on-site fire hydrants and mains capable of supplying the required fire flow. Section 10.301(c) Uniform Fire Code.
5. Marinas: Such facilities shall conform to requirements set forth in the Uniform Fire Code and NFPA No. 303 except as provided in Appendix F of the Uniform Fire Code.
6. Marine Service Stations shall conform to Article 79 of the Uniform Fire Code. Permits for flammable liquid installation, storage and dispensing shall be secured from the Coronado Fire Department.

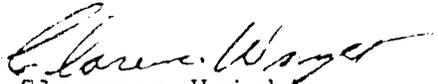
AREA 3

1. Same requirements and guidelines as for Area 2.

AREA 4

Vehicular tunnel entry to bay side facilities shall accommodate fire apparatus per Uniform Fire Code Section 10.207(a).  
(Note: Minimum 13 feet 6 inches vertical clearance)

Respectfully,

  
Clarence Wright  
Fire Marshal

CW:jm

cc: CFD Files



PORT OF SAN DIEGO  
AND LINDBERGH FIELD AIR TERMINAL

(714) 291-3900 • P.O. Box 428, San Diego 92117

August 25, 1983

James M. Doyle, Supervisor  
Environmental Review Section  
California Department of Parks and Recreation  
P. O. Box 2390  
Sacramento, CA 95811

Subject: San Diego Coastal State Park System Units General Plan

Dear Mr. Doyle:

This is in response to circulation of the San Diego Coastal State Park System Units General Plan and Draft Environmental Impact Element, SCH 83010516, for public review and comment. These are primarily comments dealing with land use aspects of the plan and comments from the Port District's Environmental Management section will likely follow.

I-1  
As you may be aware, the existing Silver Strand State Beach and the proposed 40 acre addition in the San Diego Bay area abut submerged Port District lands on the northerly and westerly sides of Crown Cove. Crown Isle, filled tidelands, which is leased to Coronado Cays Company, forms the southerly edge of Crown Cove. The submerged lands at Crown Cove are designated in the Port Master Plan land and water use map as open bay water, a public recreational category. Crown Isle is designated for commercial recreation development. The Port plan text indicates that the water area of Crown Cove will remain essentially undeveloped except as a feature of the Silver Strand Beach. The plan text also indicates that public recreational use and access, subject to controls and user fees imposed by the State Park System, could include swimming, boating, fishing and water skiing.

I-2  
We believe the proposed State plan for the Crown Cove area is compatible with the Port Master Plan; however, it appears that the preliminary sketch of the State Park layout indicates possible encroachment into the Port District's area with the development of a two lane small boating ramp, the installation of boating floats for the ramp users, and the installation of buoy lines to separate swimming areas from boating areas. Would you please advise us as to the intent of the State Parks and Recreation Department for the development of an agreement for the utilization of these Port tidelands for public recreational purposes.

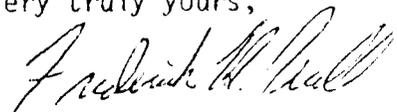
James M. Doyle, Supervisor  
August 25, 1983  
Page 2

I-3

Our staff review notes that the plan draft contends that Harbor Patrol activity is virtually non-existent in the South Bay area. The State's plan also recommends that a harbormaster building include space for a San Diego Harbor Patrol office. We are quite curious as to the source of this information and the substantiation of the lack of patrol activity in the South Bay. While the Port District has added budgetary commitments to increase Harbor Patrols in the area, we have no plans relating to the establishment of a Harbor Patrol office in this location.

We look forward to your response and hope that these matters can be mutually resolved prior to the finalization of the plan document.

Very truly yours,



FREDERICK H. TRULL  
Planning Director

FHT:jr

CC: Port Director  
Environmental Management Coordinator



# Port of San Diego

and Miramar Field Air Terminal

(619) 291-3000 • P.O. Box 1201, San Diego, California 92112

September 12, 1983

Mr. James M. Doyle, Supervisor  
Environmental Review Section  
California Department of Parks and Recreation  
P.O. Box 2390  
Sacramento, California 95811

SUBJECT: SAN DIEGO COASTAL STATE PARK SYSTEM UNITS GENERAL PLAN  
(SCH 83010516)

Dear Mr. Doyle:

Under separate cover, the Planning Director of the San Diego Unified Port District recently provided you with comments dealing with land use aspects of the Plan. Following are some observations with regard to the potential environmental consequences of implementing the proposed Plan.

J-1

California Least Terns: The Plan proposes the establishment of an area to serve as a nesting habitat for the California Least Tern. We would appreciate coordination on that matter when this particular aspect of the Plan is in its implementation stages since the Port has had a long-term interest in an integrated recovery program for this endangered bird species.

J-2

Dredge/Fill: One of the development proposals of the General Plan calls for the development of a marina, shoreline modifications, and placement of mooring buoys in San Diego Bay. It appears that a portion of this development project is within the land and water jurisdiction of the Port District. Should the majority of the development be within the Port District, and acceptable within the framework of the Port's Master Plan, the environmental processing of the actual project implementation will have to be assigned either to the Port of San Diego or the California Department of Parks and Recreation as Lead Agency under the California Environmental Quality Act (CEQA). It appears, however, that only the shoreline modifications and certain dredging and landfill aspects of the proposed marina are within the Port's jurisdiction. In that case, we request that the Port be formally recognized as a "Responsible Agency" as provided for under the State CEQA Guidelines.

J-3

In connection with any shoreline modification within the Bay (either by revetment or sheet pile bulkhead) the consequences of creating erosion problems for other areas--such as the Coronado Cays or the Navy--need to be

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SEP 13 1983

Mr. James M. Doyle, Supervisor  
Page 2  
September 12, 1983

evaluated carefully as development plans are firmed up. It is requested that coordination with the Port be established sufficiently early in the process to avoid later major design changes.

We appreciate the opportunity to review the General Plan and Draft Environmental Impact Element. For purposes of a General Plan, the issues seem to have been identified. However, subsequent environmental review appears necessary prior to implementation of some of the above-mentioned specific projects.

Sincerely,

*Michael J. Uccia*

*For* TOMAS E. FIRLE, Coordinator  
Environmental Management

mg

cc: Port Planning Director

File: UPD EM 77/2.58

9-12-83

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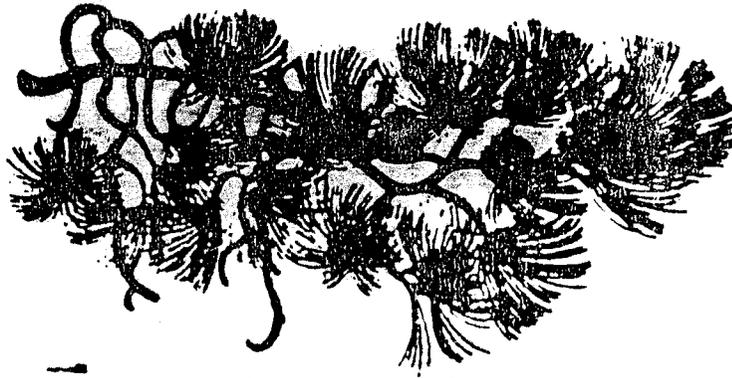
Dear Supervisor Doyle...

This letter is in response to the San Diego Coastal State Park System Units General Plan. As I have only worked at Torrey Pines State Reserve, it is the only unit that I will address comments to.

<sup>K-1</sup> Above all, I would like to emphasize that before any changes are implemented that would result in an increased visitor volume that the size of the present staff be increased also. Despite being understaffed, the rangers & other staff members should be highly commended for the quality & quantity of work they do. This involves maintenance, policing, and interpretive activities.

<sup>K-2</sup> I question the comment that says the new growth of trees is approaching zero (page 45). There are many indicators that suggest otherwise. The most obvious one being the number of young trees clearly visible throughout the park.

The placement of a signal light at Carmel Valley Rd (p. 57) would probably result in



traffic jams and congestion. This would cause more problems with the left hand turn than it would solve. Although we do need to provide parking spaces for the disabled, the probability of 15 such people being at the park at the same time is slight. Four or five such spaces would be adequate.

(K-4) The platform suggested on page 58 might be dangerous due to the traffic in the area. The boardwalk might also cause related problems but the idea of the trail is a good one. Not only would the price of building and maintaining such a feature be prohibitive but also from the standpoint of lagoon management it would cause problems. These would include fire hazards, noise pollution that would scare the waterfowl, litter, and enforcement of rules.



Finally, Camping Cp. 811 at North Beach could have devastating long term effects. More supervision of the public would be needed. What would prevent campers from going into the park at night? Most importantly, you would be covering wetlands that provide the habitat for many species of plants and animals.

I realize that the State Park System is in need of generating more revenue. But it must not do so at the cost of destroying the land it set out to protect.

Sincerely,

Judy Schulman, President  
Torrey Pines Docent Society  
8148 Genesee #19  
San Diego, Ca. 92122





# COUNTY OF SAN DIEGO

## Department of Planning & Land Use

Directors Office

SEP 8 1983

DEPT. PARKS & RECREAT

H-2973

Please reply to:

5201 Ruffin Road  
San Diego, CA 92123

\_\_\_\_\_, Director  
Suite B  
(619) 565-3000

Planning  
Suite B5  
(619) 565-3066

334 Via Vera Cruz  
San Marcos, CA 92069  
(619) 741-4236

Codes Enforcement  
Suite B  
(619) 565-5936

Regulatory Planning  
Suite B4  
(619) 565-5971

September 2, 1983

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SEP 16 1983

Development Division

Mr. Les McCargo  
Interim Director  
California Department of Parks and Recreation  
Box 2390  
Sacramento, California 95811

RE: PRELIMINARY SAN DIEGO COASTAL STATE PARK SYSTEM GENERAL PLAN

Thank you for providing this department with a copy of the above referenced general plan. **It is a very impressive effort which, when implemented, will significantly improve the recreational value of the State Beach Parks in San Diego County.**

The County's LCP Land Use Plan for the San Dieguito area, which was adopted by the Board of Supervisors on July 21, 1982, and approved by the Coastal Commission on September 22, 1982, represents the latest official County policy related to these State Park units. That document identifies South Carlsbad, Moonlight, San Elijo and Cardiff State Beaches as "high intensity" beach use areas, while Leucadia State Beach is identified as a "medium intensity" beach use area. Therefore, we are generally supportive of State proposals for improvement of these beach park units. Pertinent policies from this plan are enclosed for your information.

L-1

Five of the nine State Park System units covered by this project are within the unincorporated territory of San Diego County. They are South Carlsbad (in part), Leucadia, Moonlight, San Elijo and Cardiff State Beach Parks. We have reviewed the volumes relating to these units and offer the following constructive comments.

L-2

### GENERAL

Fee Policy: While we recognize the need for revenue generation in this era of limited public agency fiscal resources, we are concerned that the visitor fee policies will inhibit maximum access to coastal recreation for all of the people as called for in the State Constitution, the Coastal Act, and the County's LCP Land Use Plan. We are most especially concerned about the proposed metered parking and its probable aggravation of an already congested on-street parking situation in the vicinity of these beach park units. The expense and inconvenience of metered parking for long-staying beach users is likely to make these off-street facilities second choice to on-street or illegal parking which is free and to which one need not repeatedly return to "feed a meter."

L-3

L-4

Bicycle Facilities: Encouragement of alternate forms of transportation is one means of relieving traffic and parking congestion of public beaches. To that end, the County's LCP Land Use Plan calls for secure bicycle storage facilities at all County and State beach parks. We note no mention of provision for secure bicycle storage in your general plans and strongly recommend inclusion of such facilities at all State beach units.

L-5

Visual Resources: All five of these State Coastal Park units are involved in the Visual Resources Element of the County's LCP, either as a vista point or as part of a viewshed or both. The attached Visual Resources Policies (Policies 91-94) should be respected in development and landscaping activities within these units.

VOLUME 3 - SOUTH CARLSBAD

L-6

Habitat: The presence of marsh and coastal strand habitats should be more clearly identified as extremely limited habitats in Southern California. The proposed parking lot on the site of the abandoned trailer park in Area 3 would have a significant adverse impact on this rare resource. This impact should be stated and appropriate mitigation identified, including possible redesigning of the parking lot.

L-7

Ownership: Page 28 refers to .46 acre parcel of private beach land proposed to be acquired (assumed to be parcel identified on Sheet 10 map as 39+ acres). We are under the impression that this parcel was acquired ca. 1979 in a trade between Department of Parks and Recreation and the owner in exchange for property shown on Sheet 10 south of the road easement and identified as "Retain as Open Space Preservation."

L-8

Surplus Property: Lots 427 and 428 are proposed as surplus (Sheet 10 map). These lots were originally acquired by the County in connection with the adjacent Seabluffe Village development approval, and subsequently transferred to State Department of Parks and Recreation. The form of title to these lots should be ascertained with certainty because something less than fee title may involve limitations on their disposition. Lot 428 is entirely steep bluff face and should not be transferred to private ownership unless subject to a permanent open space easement.

L-9

Local Coastal Plan Conformance: No mention is made of the County's San Dieguito LCP Land Use Plan. In fact, the document fails to recognize that Area 3 is entirely in unincorporated territory and not in the City of Carlsbad.

L-10

Concessions Element: A concession stand is strongly recommended for Area 3 as this area is expected to receive heavy day-use and there are no existing or anticipated commercial facilities convenient to the Area.

L-11

Facility Recommendations: No beach showers are proposed for Area 3. It is recommended that beach showers be included in the plan for this area because of anticipated heavy day-use.

VOLUME 3 - LEUCADIA

Environmental Impact Element; Public Services - Traffic: It is stated that there are currently no circulation problems with regard to Leucadia State Beach. This is an inaccurate statement. On high-use summer weekends traffic problems are severe on the narrow local residential streets. To a large extent the circulation problem is compounded by intense on-street parking, a situation that can only be aggravated by the proposed metered parking. This should be identified as a significant impact and mitigation measures identified. Hopefully, the State could forego the proposed metering of parking at this critical location.

L-12

Facility Recommendations: We suggest that a beach shower be included in the proposals for Area 2.

L-13

VOLUME 5 - MOONLIGHT

Facility Recommendation: Area 1 - We strongly recommend that these four parcels not be disposed of. Instead, they should be developed for parking in place of the 25 parking spaces proposed for Area 4.

L-14

Area 2 - Clarification of ownership of four parcels: These appear to be three street ends and an alley which may or may not have been officially vacated. Clearing up any doubts as to ownership is a good idea.

L-15

Area 3 - We recommend that this parcel not be disposed of, but instead be developed with parking or for a blufftop view point/passive or picnic area.

L-16

Area 4 - We recommend that proposed parking be placed in Area 1 instead, and this portion of Area 4 be devoted to turf playfield or passive park use.

L-17

Your report on Page 27 states as an Area 4 recommendation "clarify ownership of C Street extension parcel." We believe that this should read "Second Street" instead of "C Street."

L-18

VOLUME 6 - SAN ELIJO

Land Use and Facility Recommendations: The proposed redevelopment of Area 2 by conversion of 62 of the day-use parking spaces to RV campsites and by eliminating the existing ingress/egress to the area, essentially eliminates day-use from this entire unit, and further reduces the recreational utility of Area 1.

L-19

We recognize the heavy demand for camping at San Elijo State Beach. However, the 21 RV campsites proposed in the northerly portion of Area 2 appear to be marginal at best, lacking space to provide adequate separation between sites and the environmental amenities necessary for a satisfactory camping experience.

L-20

Therefore, we suggest that the plan for Area 2 be rethought; perhaps placing additional RV spaces where the 24 car parking lot is proposed and retaining the automobile parking for day-use where conversion to the 21 RV sites is proposed. The day-use parking should be functionally separated from the camping area and its own ingress/egrees should be retained.

L-21

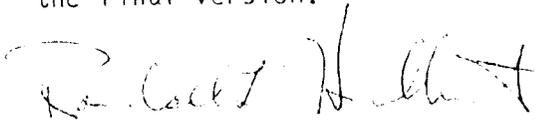
Failing a redesign of Area 2, or preferrably in addition to such redesign, the State should seriously consider the acquisition of the vacant private bluff-top properties adjacent to the north end of Area 1, perhaps with the aid of the Coastal Conservancy. Your department apparently already owns one of these lots and another is being held by the Coastal Conservancy under its land reservation program. These bluff-top lots should be developed as a scenic overlook and for day-use parking. This parking would augment the limited parking available at Sea Cliff County Park which abuts Area 1 on the north, and which has an access stairway providing the only access to the northern portion of Area 1.

VOLUME 7 - CARDIFF

L-22

Facility Recommendations: We suggest that a concession stand be considered for Area 1 or the northerly portion of Area 2, even though there are adjacent and nearby commercial establishments. The restaurants on the beach (west) side of S-21 are "carriage trade" types and do not cater to beach users. The lower-priced, more casual businesses are all on the east side of S-21, requiring beach users to cross the busy and dangerous highway in order to patronize these establishments.

Once again, our thanks for the opportunity to comment on the preliminary plan. We trust our comments will receive serious consideration for incorporation into the final version.

  
WALTER C. LADWIG, Director  
Department of Planning and Land Use

WCL:RE:sv

Attachments

cc: SANDAG - A95 Review

2556 Via Pisa  
Del Mar, CA. 92014  
September 12, 1983

State Of California

Department Of Parks and Recreation  
P.O. Box 2390  
Sacramento, 95811

James M. Doyle, Supervisor

Environmental Review Section

Dear Mr. Doyle,

Thank You for the opportunity to evaluate the Torrey Pines Preliminary General Plan. There is much of interest to review, and a measure of appreciation to be expressed for the amount of effort that has brought this document to the community for comment. It is probably more complete than anticipated, and the areas of question, criticism and comment are offered in a spirit of contributing to a well ordered conscientious work of long range public benefit.

The several mentions of the Torrey Pines Extension erosion problem will be addresssed in a single statement. The problem area is best illustrated by aerial photos that graphically depict the comparative destruction of Crest Canyon and the Extension gully. The erosive actinn of the two sites has resulted from the installation of water and sewer lines by the City of San Diego. The demonstrably smaller scar on the extension land is due to the slowing of the erosive flow; first by check dams and later by gabions. The failure was only in the maintenance and corrections needed to reinforce critical areas with sandbags during storm periods. If large rocks are left in the erosion channel, they will appear in time downstream on tennis courts or bouncing across Carmel Valley Road. Some folks remember the year that a VW was carried across Carmel Valley Road on a crest of mud and debris that stopped only a few feet short of the lagoon near the railroad bridge.

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M-1  
Those who have observed this ongoing phenomena agree that restoration of the original contour and re-planting of the area is a necessity. The volume, turbulence, and amount of flow that has been directed from city streets into this sloping land is of flash flood proportions during even minor storms.

M-2  
The gabions should be restored or check dams be replaced while a more suitable method is devised for directing storm waters to the lagoon. A storm drain system or pipe would be visually more attractive than the raw new canyons that carry the elements of destruction to the lagoon in the form of excessive siltation.

Pages 44, 45, describe "prescribed burn" procedure which has been the subject of controversy for some time.

M-3  
The most recent, and unprescribed burn in Torrey Pines occurred in July of this year. At about a quarter of a mile south of the beach entrance, along the old 101 highway, the fire was spotted and reported during the morning hours. The fire department and rangers assembled and when the fire was out, everyone left- only to have a much larger fire rekindled at the same site later in the afternoon which burned up the slope damaging large old trees. "Controlled burns" seem prone to be more difficult to control than anticipated. Aside from this is the function of the pine duff under the trees which has been noted to catch and retain moisture from the fogs that collect and drip from the needles during morning and evening hours that may be essential to the health of the tree. The small ecosystem under the trees and nearby also provides habitat for at least one rare specie, the legless lizard.

Page 46, Wildlife management-

M-4  
The Osprey has been sighted repeatedly in the lagoon areas during recent years. Each time that a nest has been started on utility pole crossbars, it has been pressure hosed off by the utility company. It would seem feasible to erect an unobtrusive nesting platform as an

experimental lure for these birds at an unpopulated area of the marsh.

M-5 On Page 57, Mention is made of rehabilitation of the North Beach Comfort Station. This rest room could probably be replaced by a movable or expendable facility.

Regarding undercrossing of the bridge:

There are times when there is limited clearance under the bridge due to sand or water. (High tides). There should be considered a pedestrian crosswalk and traffic light for safe access to the bus stops.

M-6 Also, there should be considered an emergency vehicle and bicycle access road to the North Beach Parking lot from Northbound 101 a short distance north of the bridge. A simple down ramp such as the one that existed until the parking lot was built. (Drawn in on MAP SHEET #7.)

M-7 The Impact Elements do not mention the "Bullet Train" proposal. The present route has been added to MAP SHEET #2 It crosses the marsh from north east to south west to a point near the "employees residence" with a tunnel entrance at the 25' elevation, proceeding south to Gilman Dr. Trains are projected to run every ten minutes.

This commentary must end with a special word of thanks for the high priority assigned to proposed actions for the protection of Penasquitos Lagoon.

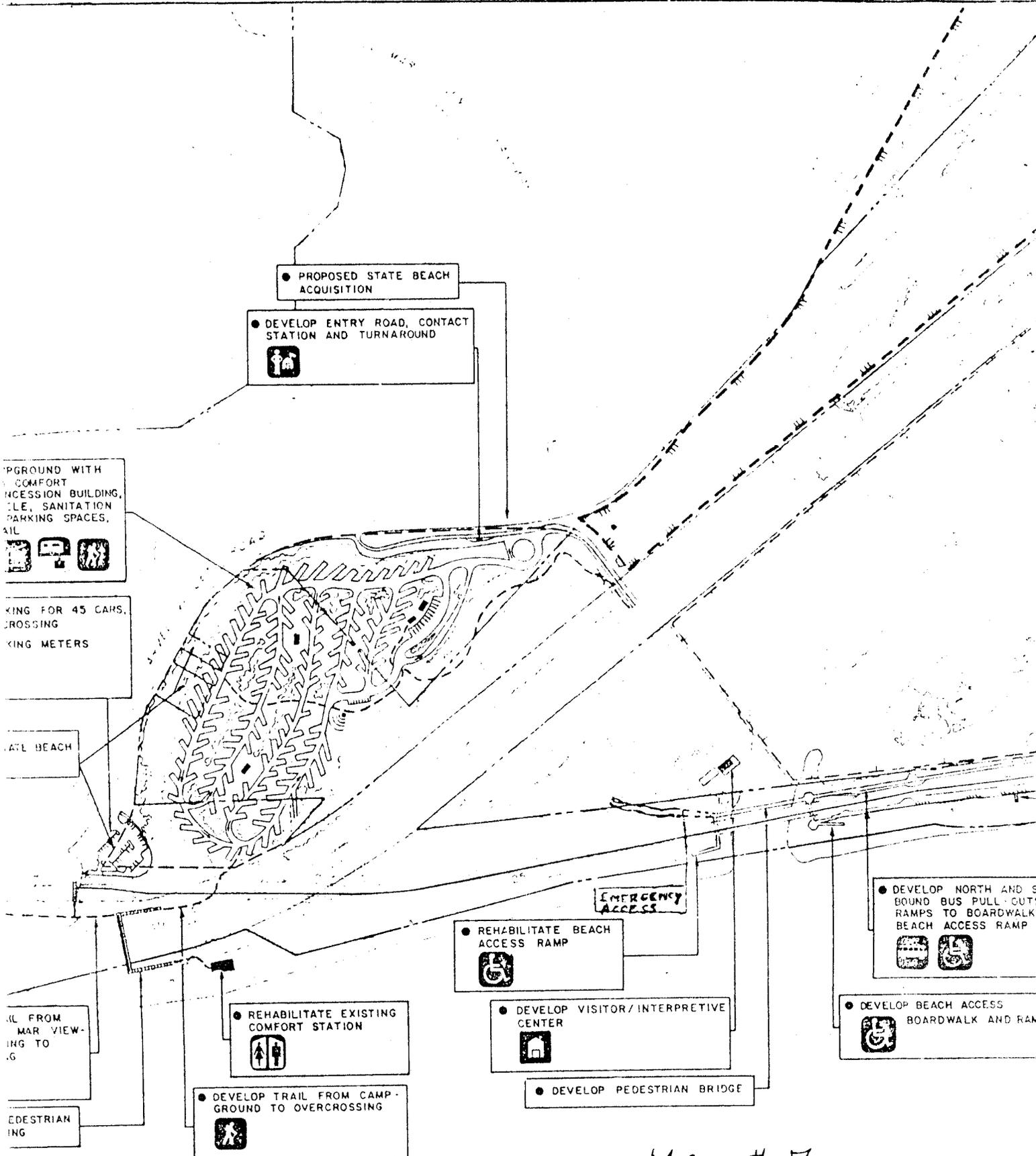
Sincerely Yours,

*Jessie D. La Grange*

(MRS.) Jessie D. La Grange

Copy: Torrey Pines Association

Encl: Revised Maps  
Check dam pictures



MAP # 7

**PINES STATE BEACH & STATE RESERVE**

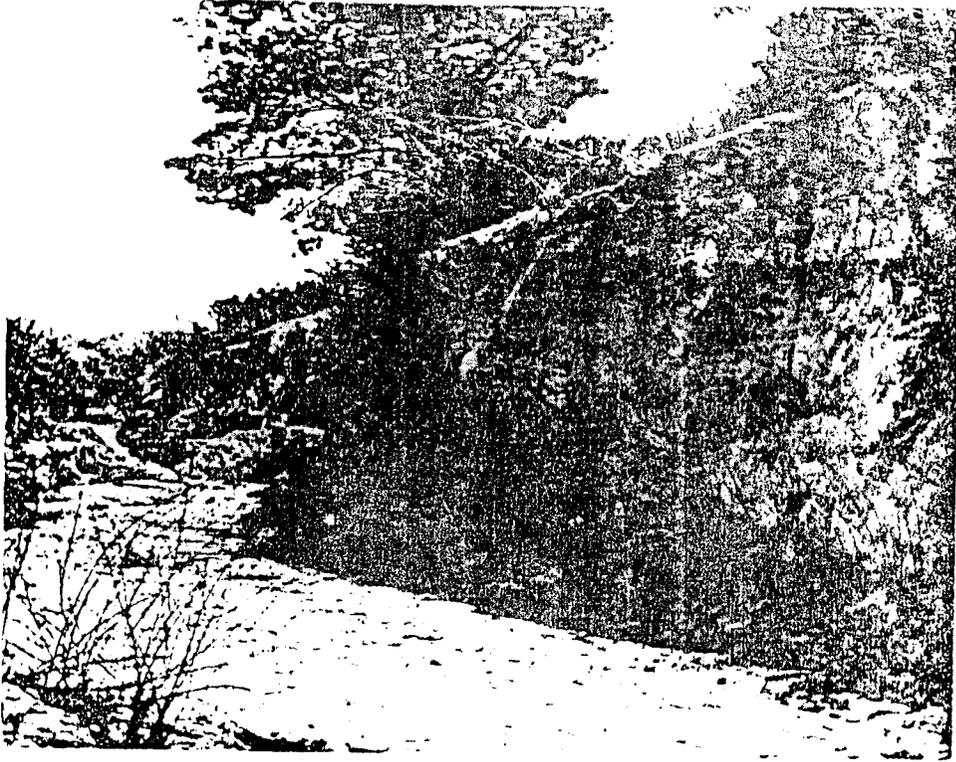
**GENERAL PLAN**

NOTE  
 AREAS OF INTEREST EXTEND BEYOND PRESENT  
 DPR OWNERSHIP FOR PURPOSES OF LONG RANGE  
 PLANNING THIS PLAN DOES NOT CONSTITUTE  
 A COMMITMENT FOR ACQUISITION. EACH TITLE  
 ARE PROPOSED WITHOUT REGARD FOR THE

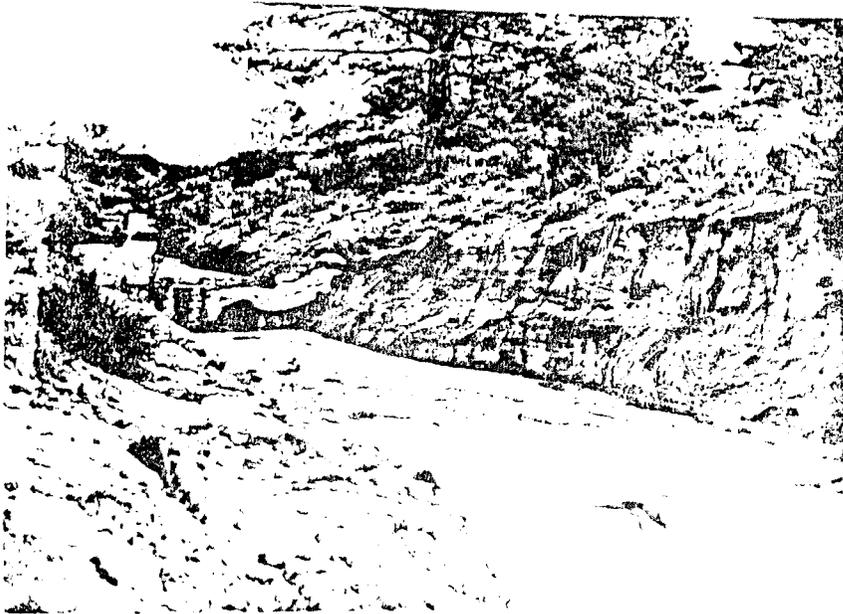
NOTE  
 SOURCE OF OWNERSHIP INFORMATION ON  
 THE PLAN IS TO BE DETERMINED BY THE



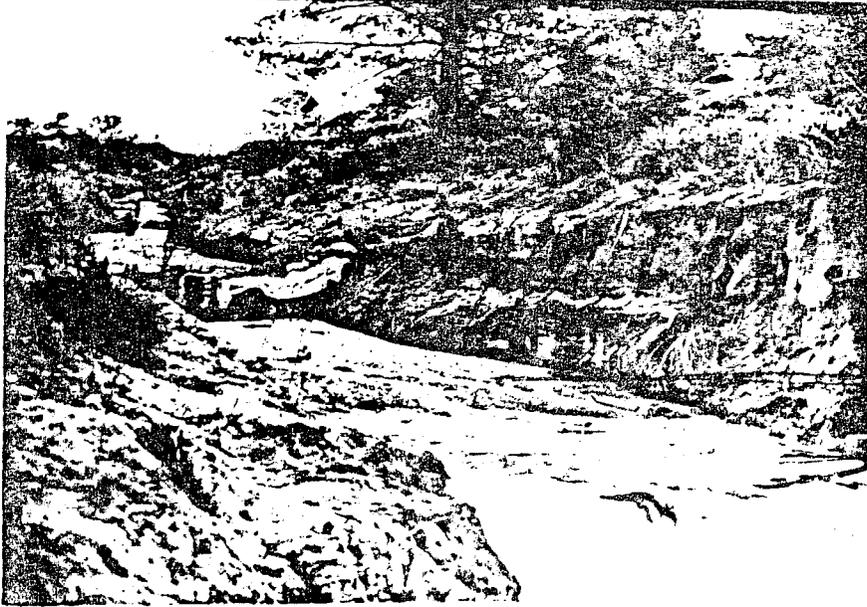
THE TREE 1970



JAN - Feb. 1973



THE "TREE"



Large Check  
DAMS completed  
in JAN. 1973

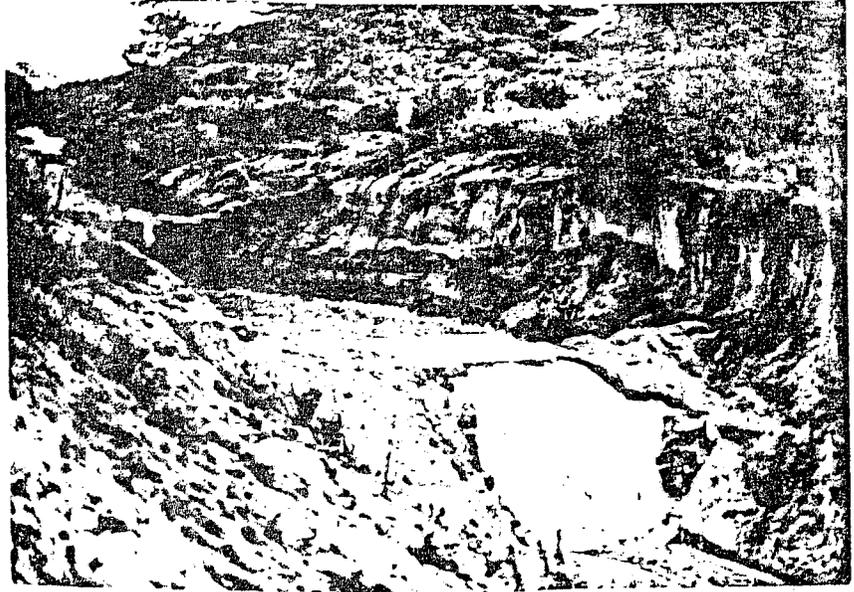
VOLUNTEER  
WORK

Sand build-up.

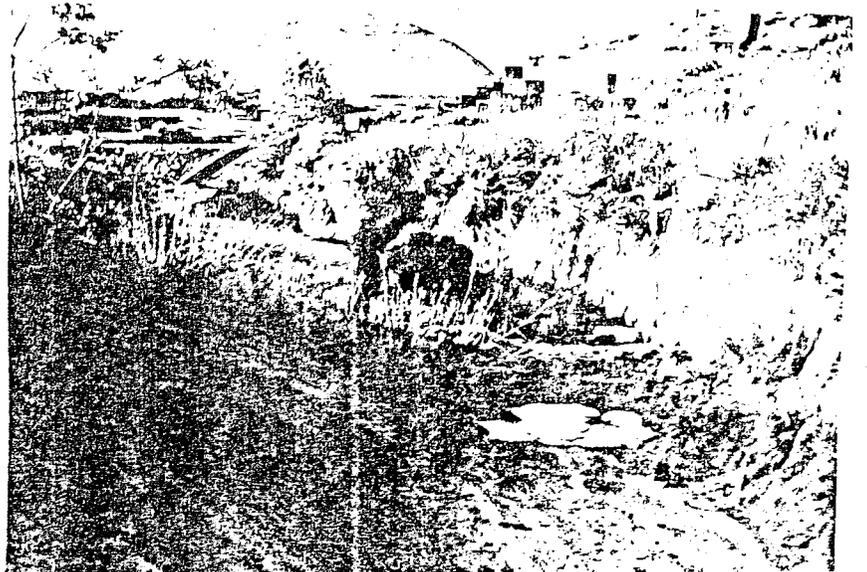
Ponded water

Plastic is  
exposed by overflow  
water.

Re-buried under  
thin cover of Sand  
after each wash-over  
to prevent vandalism

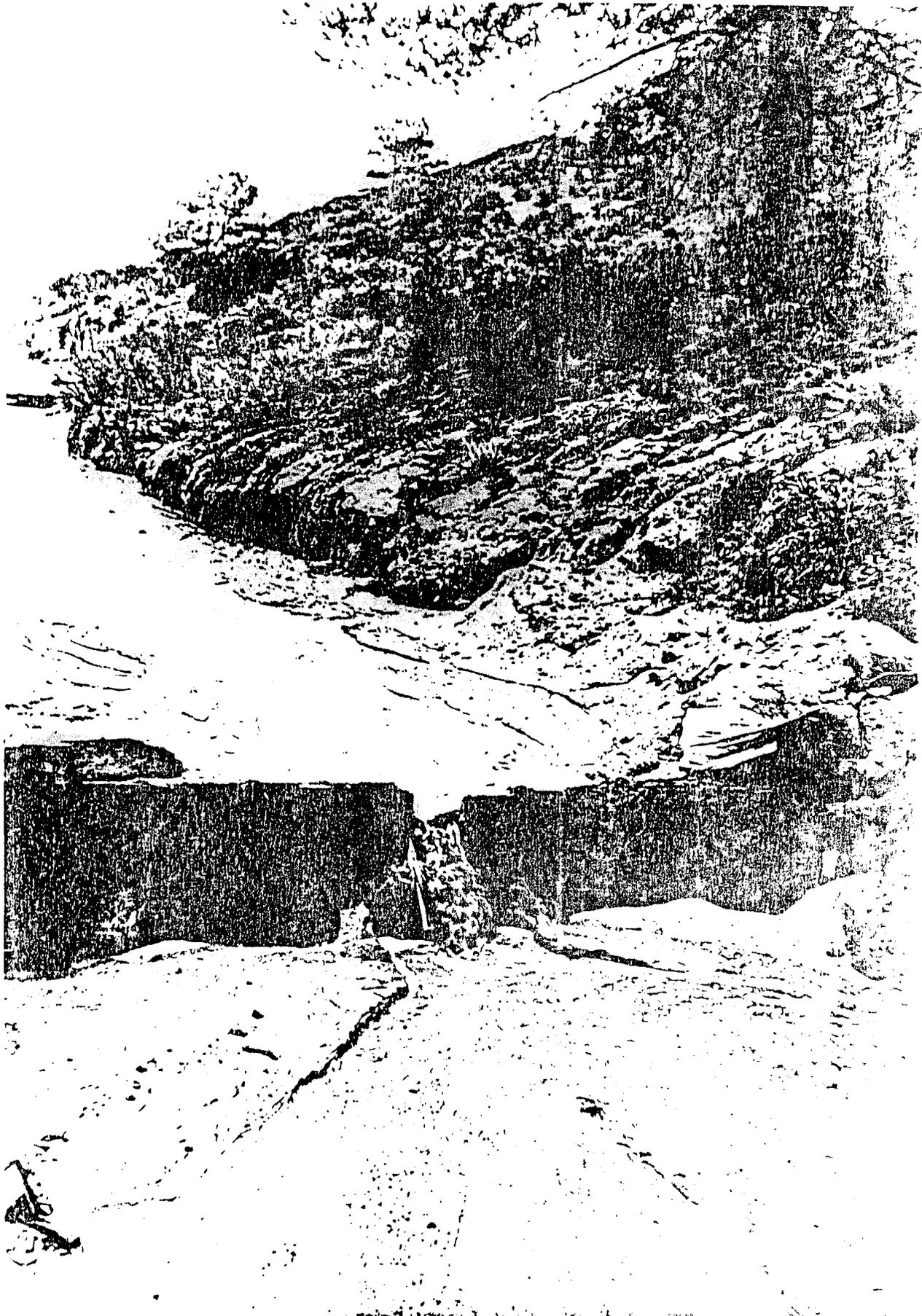


March 1973  
Run-off did not  
top this lower DAM.

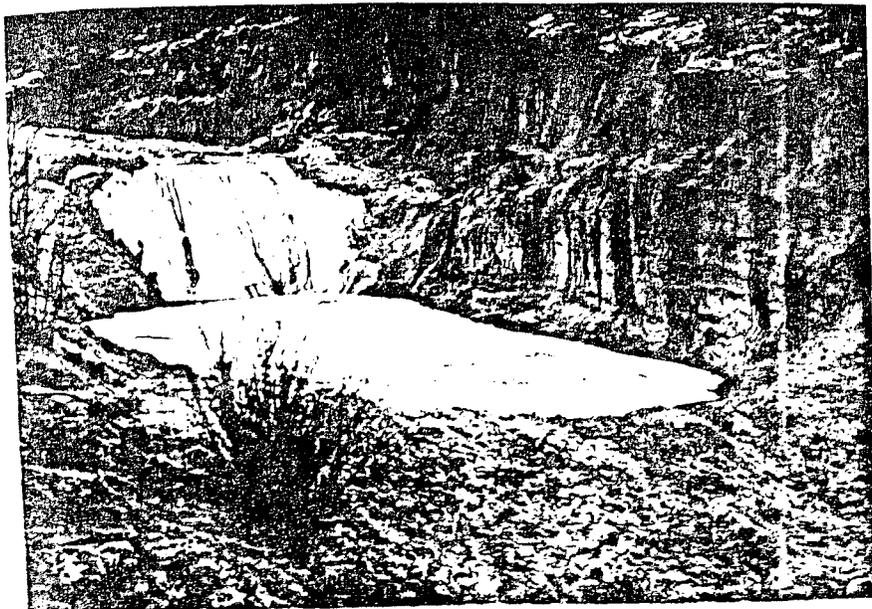
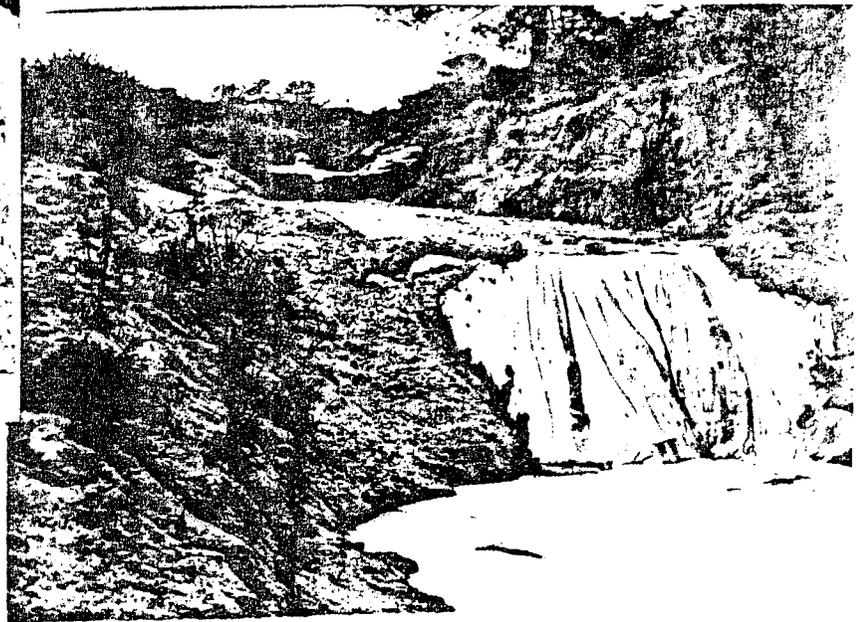
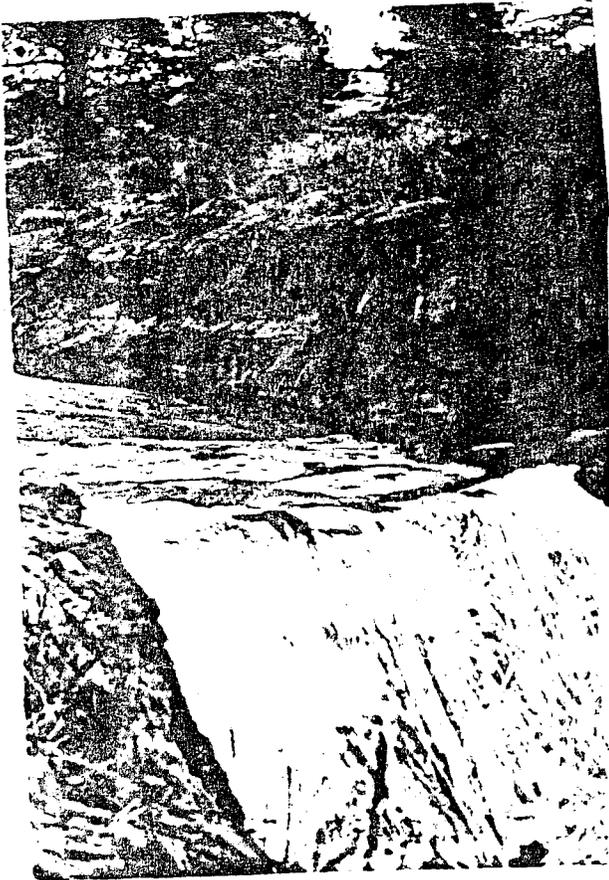


"Boy Scout Dam"

11/1/1918



FEB.  
MARCH  
1973





M. MRS. JESSIE D. LA GRANGE

1. We agree restoration of the area is proposed, please refer to Volume 8, page 44.
2. Engineering and environmental requirements will dictate the most desirable solution.
3. Please refer to Volume 8, page 45, for a discussion of prescribed fire. Before a burn is implemented, an environmental document is prepared which will discuss the impacts of the project on the environment.
4. Comment noted; this will be examined during the preparation of the marsh management plan.
5. Comment noted.
6. Comment noted.
7. The Department is keeping abreast of the progress of the "bullet train". To our knowledge, the bullet train is still in the planning stage and no final alignment has been proposed. The Department is very concerned about the bullet train and its possible impacts to the resources of Torrey Pines State Reserve and other State Park units along the San Diego Coast.

N. SAN DIEGO ASSOCIATION OF GOVERNMENTS (Letter of 9/15/83)

1. No response necessary.

O. CITY OF SAN DIEGO

1. No response necessary.

7. The confusion of parcel size is noted and will be corrected in the publication phase of the Final General Plan. According to our records, the parcel has not been acquired by the California Department of Parks and Recreation.
8. The Department realizes the value of keeping the bluff face in public ownership and will adjust the proposal accordingly in the Final General Plan.
9. Please refer to page 28 and sheet 4 on page 71, Volume 3, which points out that Area 3 is in the unincorporated portion of the County and identifies Carlsbad city limits.
10. During our contacts with local officials, it was indicated that planning was underway for a commercial establishment at the northeast corner of La Costa and Carlsbad Boulevards.
11. Beach showers will be included in all proposed beach access developments where practical.
12. Comment noted; please refer to response 3.
13. Please refer to response 11.
14. It is the Department's intent to use B Street as a buffer to the residential properties. The proposed surplus properties relate too closely to adjacent residences to permit development of parking facilities.
15. No response necessary.
16. Please refer to the bluff setback policy mentioned in Volume 5 on page 15. The setback policy makes this parcel essentially undevelopable.
17. Please refer to response 14.
18. The correction will be made during the Final General Plan phase.
19. Day-use access to San Elijo State Beach would be eliminated, thus improving the traffic safety and managerial aspect of the unit. This loss of day-use access would be mitigated by the prior improvement of day-use facilities at Cardiff State Beach immediately downcoast.
20. It is felt that this alternative is less desirable than the proposed design, for traffic safety and managerial reasons.
21. We will study the acquisition of the bluff-top properties adjacent to the north end of Area 1.
22. The Department feels that the space at Cardiff State Beach (North Area) is too limited for the inclusion of a concession facility and that the capacity is inadequate to support a viable concession in view of the availability of commercial establishments in the area.

3. If the project is approved and funded, close coordination will be established with the Port of San Diego and all affected agencies before and during the time of implementation.

K. TORREY PINES DOCENT SOCIETY

1. If the project is approved by the California State Park and Recreation Commission as an acceptable land use, the Department will then attempt to fund development and adequate staffing through the normal legislative procedures.
2. Thank you for the information; we will monitor the progress of the new growth.
3. Traffic related to the proposed development will be coordinated with the appropriate city and county officials. The number of proposed spaces is admittedly subjective. The intent is to increase accessibility of those whose mobility may be severely reduced.
4. Comment noted.
5. Wetlands will not be damaged by the campground development. All wetlands will be protected under either the State Beach or State Reserve classification.

L. COUNTY OF SAN DIEGO - DEPARTMENT OF PLANNING AND LAND USE

1. Thank you for the copy of the policies; we will incorporate them into the design as appropriate during the implementation phase of the project.
2. No response necessary.
3. The Department's intent is to establish fee systems that are fair and workable. In instances where the feasibility of collecting fees is questionable or counter-productive, coordination with local agencies will be sought to determine the proper course of action to be pursued before implementation. This matter is primarily an operational issue rather than a land use question but, as the comment indicated, the land use implications can be serious.
4. The Department shares the desire to encourage alternate forms of transportation; bicycle facilities will be provided.
5. Visual policies 91-94 will be considered during implementation.
6. The design of the parking lot will be adjusted to avoid sensitive habitat areas. Once the project is funded, a detailed environmental document will be prepared. The County of San Diego will be contacted during the early consultation phase of our environmental document preparation.

H. CITY OF CORONADO

1. No response necessary.
2. The number of mooring slips will be under further study during the design phase.
3. If the marina facility is developed, adequate land-based facilities will be provided. Once the project has been funded, a detailed environmental document will be completed, and the City of Coronado will be contacted during the early consultation phase.
4. Comment noted; the Department will continue to coordinate and cooperate with the City of Coronado and other affected agencies.
5. Correction noted; the corrections will be made in the publication phase of the Final General Plan.
6. Please refer to response 5.
7. Same as above.
8. Same as above.
9. Comment noted.

Memorandum - The items listed will be incorporated into the design as appropriate during the implementation phase of the project.

I. PORT OF SAN DIEGO (Letter of 8/25/83)

1. Comment noted.
2. The appropriate authorizations will be requested when the land use proposals identified in the General Plan have been approved by the California State Park and Recreation Commission and project funding is provided through the legislative process.
3. The harbormaster provisions were considered by staff as potential long-range needs. No basis for the need is cited. We would look to the Port officials for guidance on such matters, as implementation becomes imminent. The appropriate permit applications will be filed by the Department regarding this project.

J. PORT OF SAN DIEGO (Letter of 9/12/83)

1. Comment noted; the Department will coordinate its activities with the Port.
2. The Port of San Diego will be included in our early consultation phase and will be put on the mailing list to receive a copy of the Notice of Preparation for the Marina Project. This will occur after the California State Park and Recreation Commission has approved the project and funding has been provided through the legislative process.

D. DEPARTMENT OF THE NAVY

1. Comment noted; the appropriate permit applications will be filed when land use proposals identified in the General Plan have been approved by the California State Park and Recreation Commission and project funding is provided through the legislative process. If the project is approved and funded, close coordination will be established with all affected agencies before and during the time of implementation.

E. DEPARTMENT OF TRANSPORTATION (DISTRICT 11)

1. Comment noted.
2. The appropriate permit applications will be filed when land use proposals identified in the General Plan have been approved by the California State Park and Recreation Commission and project funding is provided through the legislative process.

F. DEPARTMENT OF FISH AND GAME

1. This and other measures may be necessary to reduce conflicts between the different users of the lagoon.
2. The alternative you suggested was considered by the Department. The proposed action to declare surplus the Terra Mar Wetland was intended to make that parcel available to the City of Carlsbad which controls the remainder of the wetland for management purposes. Preservation management by a single agency is the desired goal.
3. Comment noted.
4. It is felt that the existing access road to the day-use parking lot makes an appropriate managerial boundary for the reserve. Wetlands existing north of the road will be preserved and protected even under the State Beach classification. Development will be carefully designed to avoid impacts to this sensitive environment.
5. Once the project is funded through the legislative process, a more detailed environmental document will be prepared. The Department of Fish and Game will be consulted during the early consultation phase and will receive a copy of the subsequent environmental document for review.

G. REGIONAL WATER QUALITY CONTROL BOARD (SAN DIEGO REGION)

1. The regional and political nature of the problem identified is beyond this Department's ability to effect a solution. We share the concerns of the Regional Water Quality Control Board and will be happy to participate in any identified legally appropriate and meaningful effort to resolve the issue.

## RESPONSE TO COMMENTS

### A. SAN DIEGO ASSOCIATION OF GOVERNMENTS

To date, we have received comments from the cities of San Diego, Coronado, and Del Mar.

### B. CITY OF DEL MAR

1. The proposed reclassification and campground development do constitute significant changes in land use from that identified in Assembly Bill 990, Section 4(a). This change is being initiated pursuant to the general planning procedures established in the Public Resources Code and in conformance with the resource values existing on the site as well as an identifiable deficiency of developed camping facilities. Opposition to the proposal was not raised during the public involvement phase of the planning process, and it is felt that the proposal is compatible with existing land uses.
2. The conversion of this small portion of the reserve to State Beach classification involves lands that are appropriately identified managerially with the State Beach classification. This conversion is substantially mitigated by proposed additions to the reserve. Visual impact to the viewshed will be significant, yet somewhat less than the impacts of the residential and commercial developments along Carmel Valley Road. The wetlands will be managed for preservation purposes in either the State Beach or State Reserve classification.
3. An open space linkage to the extension area is largely compromised by the existing residential development in the area.
4. If the project is approved by the California State Park and Recreation Commission as an acceptable land use, the Department will then attempt to fund development and adequate staffing through the normal legislative procedures.
5. If the project is approved and funded, close coordination will be established with all affected agencies before and during the time of implementation.

### C. DEPARTMENT OF THE ARMY (CORPS OF ENGINEERS)

1. The appropriate permit applications will be filed when land use proposals identified in the General Plan have been approved by the California State Park and Recreation Commission and project funding is provided through the legislative process.





THE CITY OF

# SAN DIEGO

CITY ADMINISTRATION BUILDING • 202 C STREET • SAN DIEGO, CALIF. 92101

ENVIRONMENTAL  
QUALITY DIVISION  
PLANNING  
DEPARTMENT  
236-5775

August 25, 1983

Mr. Stuart R. Shaffer  
Director Land Use and Public Facilities  
San Diego Association of Governments  
Suite 524, Security Pacific Plaza  
1200 Third Avenue  
San Diego, California 92101

Subject: Preliminary San Diego Coastal State Park System  
General Plan, Torrey Pines

(0-1)

The Environmental Quality Division (EQD) of the City of San Diego Planning Department has reviewed the Environmental Impact Element of the San Diego Coastal State Park System General Plan, Torrey Pines. The plan contains a thorough examination of the area's resources and the proposed facilities appear to be planned with attention toward their protection. EQD concurs with the evaluation of environmental impacts associated with this plan. It is noted that additional environmental review will be required to identify specific impacts and mitigation measures for individual projects.

Sincerely,

Allen M. Jones, Deputy Director  
City Planning Department

BH:AMJ:mt



San Diego  
ASSOCIATION OF  
GOVERNMENTS

Suite 524 Security Pacific Plaza  
1200 Third Avenue  
San Diego, California 92101  
(619) 736-5300

September 15, 1983

Mr. James M. Doyle, Supervisor  
Environmental Review Section  
State Department of Parks and Recreation  
P. O. Box 2390  
Sacramento, CA 95811

Attn: Clark Woy

Subject: Executive Committee Action on Preliminary Coastal State Park  
General Plan

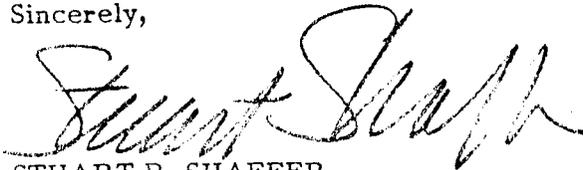
Dear Mr. Doyle:

Enclosed is a copy of comments on the Coastal State Park General Plan received from the City of San Diego. SANDAG also received copies of comments sent to you from the City of Coronado and the County of San Diego. The SANDAG Executive Committee, as a result of its areawide clearinghouse review of the Plan, directed that local jurisdiction comments on the State Coastal Plan be forwarded to you for your consideration in developing a final Plan.

N-1

If you have any questions, call Steve Sachs of the SANDAG staff at 236-5346.

Sincerely,



STUART R. SHAFFER  
Director, Land Use and Public Facilities

SRS/SS/rw

Enclosures

cc: Allen M. Jones, City of San Diego  
Ed Clemon, City of Coronado  
Dick Empey, County of San Diego

RECEIVED

SEP 21 1983

RPI

# THE SAN DIEGO COASTAL STATE PARK SYSTEM GENERAL PLAN

## WRITTEN BY:

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Jim Jackson, Associate Architect  
Lester Maddox, Associate Landscape Architect  
Gary Shannon, Associate Landscape Architect  
Wayne Caulkins, Associate Civil Engineer

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Paul Nesbitt, State Park Historian III  
Dave Schaub, Resource Ecologist  
George Stammerjohan, State Park Historian II  
Syd Willard, Staff Geologist  
Clark Woy, Park and Recreation Specialist  
Jim Woodward, Archeologist II

### Office of Interpretive Services (Interpretive Elements)

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Joann Weiler, State Park Interpreter II

## UNDER THE SUPERVISION OF:

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Robert Acrea, Supervising Landscape Architect (acting)  
H. Lee Warren, Chief, Development Division (acting)

## SPECIAL ASSISTANCE FROM:

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Hal Ottens, Concessions Specialist

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Pam Brunmeier, Word Processing Technician

## THE DEPARTMENT GRATEFULLY ACKNOWLEDGES THE ASSISTANCE OF:

The many citizens who contributed time and energy and helped shape this plan.  
Individuals with various local, state, and federal agencies who cooperated with the authors.