

CALIFORNIA  
**WaterfrontAge**  
WINTER 1985 VOL. 1 NO. 1



# CALIFORNIA WaterfrontAge

WINTER 1985 VOL. 1 NO. 1

JOSEPH E. PETRILLO, EXECUTIVE OFFICER  
 Donald B. Neuwirth, Editor-in-Chief  
 Dewey Schwartzburg, Managing Editor  
 Kirk Savage, Associate Editor  
 Anna Kondolf, Designer

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The cover drawing and other lighthouse illustrations are by Anna Kondolf and are provided courtesy of the California Coastal Commission. The drawings on pages 39, 40, 42-44, and 46 are by Jennifer Cole.

# INAUGURAL INTRODUCTION

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California has led the nation in planning and regulating its waterfronts. Ten years of managing the coast and twenty years of managing San Francisco Bay have brought enormous numbers of builders, designers, planners, and citizens into the decision-making arena. While hearing rooms have given the concerned public a chance to see and debate proposals in their conceptual stages, few people have had the time or patience to see how talk is translated into action. What is actually happening on our waterfronts? *California WaterfrontAge* is dedicated to answering that question.

Most of us have only a fragmented view of our waterfronts; we know our local haunts and perhaps a few vacation spots. We lack a comprehensive statewide perspective, a source that both describes and evaluates the multitude of changes occurring along California's richly diverse shores.

*California WaterfrontAge* aims to be as useful a source as possible. A news department called "Ebb and Flow" will update activities along the shore. Opportunities for waterfront development or restoration will be announced, and finished projects highlighted. Readers will find other practical information scattered throughout the magazine. In this issue, for example, we include a special supplement that organizes information on funding sources into an easy-to-use catalog, which we plan to update in future issues.

*California WaterfrontAge* also hopes to stimulate ideas by providing a sophisticated discussion of waterfront development and the issues surrounding it. We welcome and encourage many different viewpoints on a wide range of topics. In this issue we offer a thought-provoking analysis of the offshore oil controversy, an argument in favor of citizen participation in Long Beach, and book reviews on coastal regulation and the design of shoreline protection systems. Two columns, "Joe's Corner" and "Backwater," will provide a regular source of analysis and comment.

We will also try to have fun. Historical and cultural perspectives, such as this issue's article on lighthouses, should convey the depth of our civilization's fascination with the waterfront, a fascination that we hope this magazine will help nurture and channel into constructive action.

We welcome your comments on our approach and content. We also welcome your contributions, whether they are letters to the editor, proposals for articles, or news items. The form and substance of *California WaterfrontAge* will adapt to the changing needs of our readers.

# JOE'S CORNER

Joseph E. Petrillo

At the beginning of any new endeavor, it is appropriate to set out its goals and ambitions. What we in the Conservancy hope to accomplish with the publication of this magazine is a focusing of attention upon the public benefits of sound innovative design in the renewal of our urban waterfront resources.

The name of this magazine—*California WaterfrontAge*—was deliberately chosen to highlight that this indeed is the “waterfront age.” After a tremendous initial growth followed by a long, slow decline, the waterfronts of our nation are now experiencing profound changes and revitalization. In almost every city with a waterfront, the old industrial and commercial uses are giving way to new recreational and living environments. In Baltimore, New York, San Francisco, and a host of other cities, new commercial tourist attractions have either sprung up or are planned. “Festival Market Places” they are often called, and indeed they are. In other cities, parks and attractions along the waterfront designed to delight both resident and visitor have flourished. In San Antonio and Denver, for example, once-neglected riverways have been transformed into ribbons of parks and trails winding their way through the heart of the city.

In creating the “Urban Waterfront Restoration Act of 1981,” the California state legislature stated:

California's urban waterfronts, being often the first part of an urban area to develop and, thus, the first to decay, are in need of restoration in order to be the vital economic and cultural component of the community which they once were.

A state agency, the State Coastal Conservancy, was designated as the agency to “coordinate the activities of all other state agencies and all federal agencies that have programs affecting California's urban waterfronts in order to increase the efficiency and minimize duplication of those programs.” By encouraging sound planning and design and awarding grants for the development of accessways, piers, and other amenities, the

Conservancy has become a major influence in California's changing urban waterfront scene. More recently the Conservancy, along with the new California Urban Waterfront Area Restoration Financing Authority, has been author-

ized to provide \$650 million in revenue bonds for the restoration of California's urban waterfronts.

Over \$15 million in grants in more than twenty jurisdictions have been awarded by the Conservancy for projects with a direct value of over \$100 million and indirect benefits amounting to many times more.

In all cases, the Conservancy has sought to promote waterfront designs which were simple and intuitively understandable, economically feasible, easily accessible, visually pleasing, and encouraging to those uses dependent upon a location near the water.

First among these values is accessibility. People will travel farther to get to the shore or to a beach than to other recreational destinations. The accommodation of this attraction is a major goal of urban shoreline planning. In the urban waterfront more than anywhere else, the variety of uses as well as their availability are the standard against which success must be measured. In Long Beach, the vast



*continued on page 42*

# EBB AND FLOW

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## **State Revenue Bonds Promise Further Help for Urban Waterfronts**

Legislation signed in December 1983 created the California Urban Waterfront Restoration Financing Authority, which can issue up to \$650 million in tax-exempt revenue bonds for urban waterfront restoration projects approved by the State Coastal Conservancy. Financing is available to both public and private sponsors for a wide variety of visitor-serving facilities and waterfront-related projects. Office buildings and permanent residential developments are not eligible. Projects must be located along the ocean shore, around San Francisco Bay, or along any river, lake, or reservoir in an inland metropolitan area. Revenues from individual projects are the sole source of debt service and bond retirement. No state credit is in any way pledged or obligated for repayment.

The new revenue bond program supplements the Conservancy's continuing urban waterfront restoration program. This program has provided more than \$15 million of financial assistance to local governments, including planning grants, grants to repair storm-damaged piers, and grants and loans to finance the construction of parks, hotels, and commercial fishing facilities. The Conservancy staff's expertise in waterfront development can help package revenue bond projects as part of viable urban waterfront restoration plans. The Conservancy can even help finance—through its own grants and loans—some of the non-revenue-producing components of waterfront projects.

The Authority and the Conservancy thus work together to provide low-cost loans, essential services, and advice for developers, maritime interests, and local governments on how to enhance

California's coast and inland waterways. An experienced investment banking consortium provides financial advice and bond counsel provides legal assistance early in the development process to minimize costs by maximizing the potential for tax-exempt financing.

Financings done through the Authority will not impinge upon local governments' debt limits for "private activity" industrial development bonds. The program is particularly well-suited for visitor-serving commercial and maritime industrial projects costing less than \$10 million. One stop, fixed rate, long term loans are available significantly below prime interest rates through the mechanism of the revenue bond.

A detailed guide to the revenue bond program, "Application Procedures and Criteria," is available from either the Conservancy or the Authority. The latter is located at 915 Capitol Mall, Room 280, Sacramento, CA 95809, (916) 445-9597.

## **Conference on Erosion Set for February**

The California Coastal Commission is sponsoring a three-day conference on coastal erosion, February 6-8 at the Catamaran Hotel in San Diego. The conference will address both technical and political aspects of the erosion problem. Topics include data needs and the particular issues affecting San Diego and Monterey Bay. Registration costs fifteen dollars; contact James McGrath at the Coastal Commission, 631 Howard Street, 4th Floor, San Francisco, CA 94105, (415) 543-8555.



Kathleen Olson

## Monterey Bay Aquarium Opens

One of the most significant projects built on the coast in years opened officially on October 20, 1984. It is the \$40 million Monterey Bay Aquarium, the largest aquarium in the United States. Built at the far end of fabled Cannery Row, with financing from David and Lucille Packard, the gracefully designed 170,000 square-foot complex houses exhibits which simulate the undersea world of Monterey Bay. The exhibits include a twenty-eight-foot tall kelp forest, a giant outdoor tidepool, a cross-section of shoreline complete with birds and a wave-making machine, a miniature slough, and various other tanks which reproduce different ecological communities found in Monterey Bay. The 5,000 specimens of fish and

other animals are drawn exclusively from the bay, which is one of the most biologically diverse coastal areas in the world.

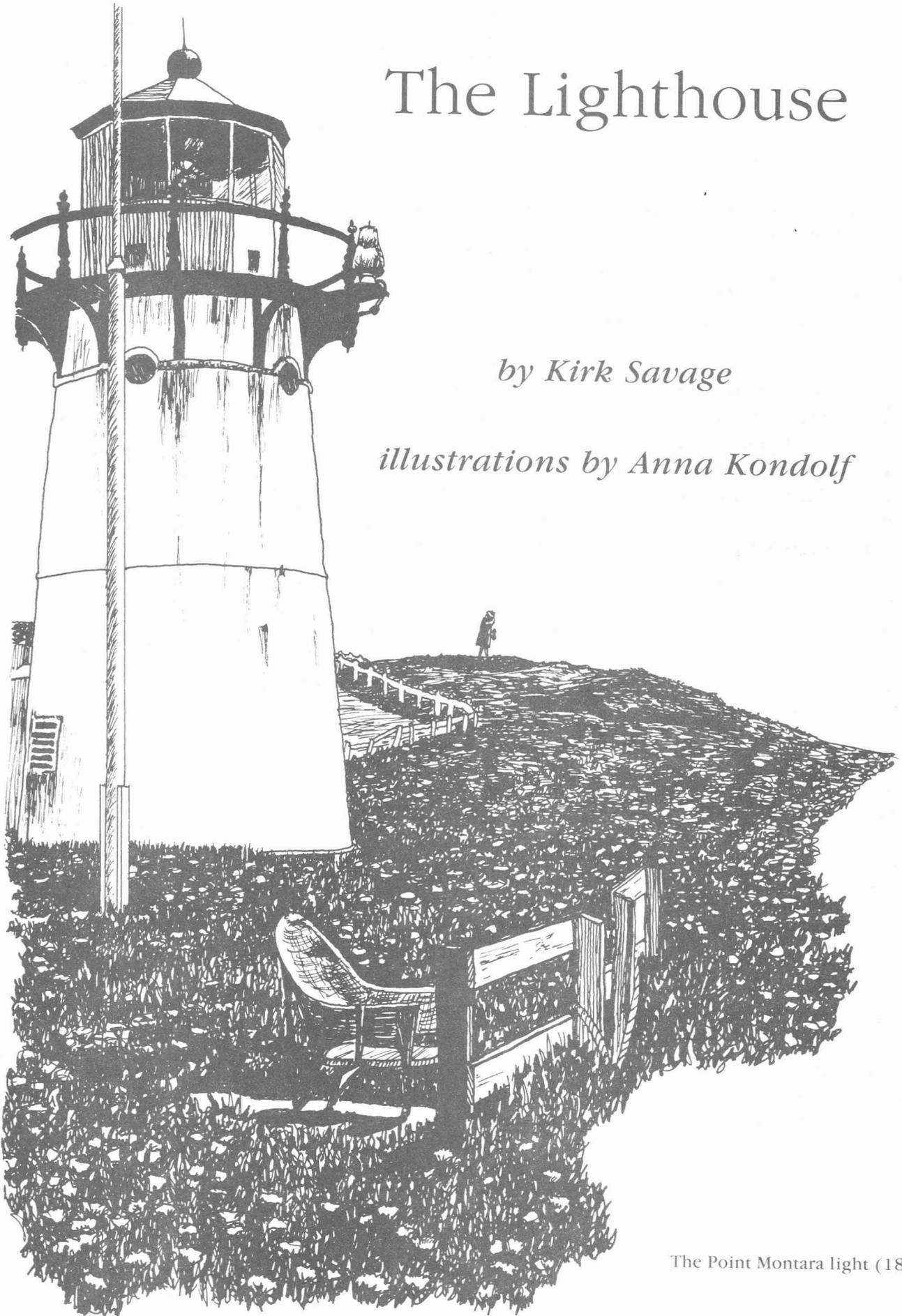
The Monterey Bay Aquarium deliberately recalls the traditions of Cannery Row. The aquarium's unique idea of duplicating local marine habitats is the intellectual legacy of Edward "Doc" Ricketts, the real-life Steinbeck character who pioneered the study of underwater ecological communities from his laboratory on the Row. The architecture draws its inspiration from the sardine canneries which once thrived there. The complex occupies the site of a former cannery, which proved infeasible to renovate; the boilerhouse, however, has been restored as a special exhibit demonstrating the canning process.

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# The Lighthouse

*by Kirk Savage*

*illustrations by Anna Kondolf*



The Point Montara light (1875)

Never, in the history of architecture has a secular building been thus worshipped and taken on a spiritual life of its own. It beacons to the imagination, not only to ships, and long after its light was extinguished memories of it glowed in the minds of men.

—E.M. Forster, on the world's first lighthouse

**M**ore than a thousand years after the ancient light at Alexandria disappeared, lighthouses still beacon to the imagination, if less to ships. Where once the flashing lanterns were indispensable, radar and other devices on board ship can inconspicuously guide navigators today. Yet, perched on bare rocks or high bluffs, lighthouses remain powerful emblems of safety, stability, and human achievement.

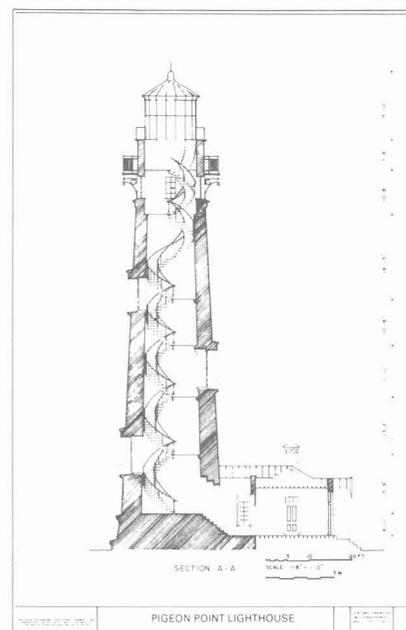
Our society's fascination with the traditional lighthouse shows no signs of abating. More and more of them are being preserved as museums, lodgings, or field stations. No longer worshipped by mariners, they have become a kind of cultural icon.

**T**he earliest beacons were not lighted. They were simple markers placed on shores, sandbanks, or submerged rocks to warn boats of dangers that were not obvious. The first known beacon to carry light was the gigantic stone tower at Alexandria, erected in the third century B.C. on the little island of Pharos, at the entrance to the great harbor. The tower apparently had a square base surmounted by octagonal and circular stories which rose to a height of 450 feet. On top, a huge torch could be seen for thirty miles. According to the Roman historian Pliny, the flame was so high that some mariners mistook it for a star. The tower had other unearthly qualities, if certain reports can be believed; Forster talks of statues at its summit that sang the hours of the day and sounded alarms when enemy vessels approached.

*Editor's Note:* Illustrations for this article are provided courtesy of the California Coastal Commission from the forthcoming California Coastal Resources Guide.

At least thirty other lighthouses decorated the Roman Empire, though none so remarkable as the great tower of Pharos. After the Empire disintegrated, however, lighthouses became more a hindrance than a help. Without protection, well-lit harbors were only more vulnerable to attack. Not until after 1100, when emerging states began to revive trade, did lighthouses appear again. Italian ports built several, most notably the tower at Genoa. Inside the tower, a staircase wound through a series of vaulted rooms before reaching the lantern, where several crude oil lamps burned. To operate such a lighthouse, attendants had to stockpile fuel, carry it up the tower, trim the wicks frequently, and otherwise regulate the heavily smoking lamps.

Before 1600, most lighthouses were located within ports; few lights existed to aid navigation on the open sea. One of the more magnificent exceptions was the lighthouse on the isle of Cordouan, five miles off the French coast near Bordeaux. Construction began in 1595 on an elaborate classical design, ornamented by pilasters, obelisks, and allegorical statuary. A domed chapel filled the middle of the structure, crowned by a lantern and a turret. The architect, Louis de Foix, put inside the tower an inscription defying the elements to injure his creation. In 1612, when the structure was finally complete, the gods complied: lightning toppled the upper twenty-five feet and waves began to erode the



Keepers had to climb a long spiral staircase to reach the lantern on top.

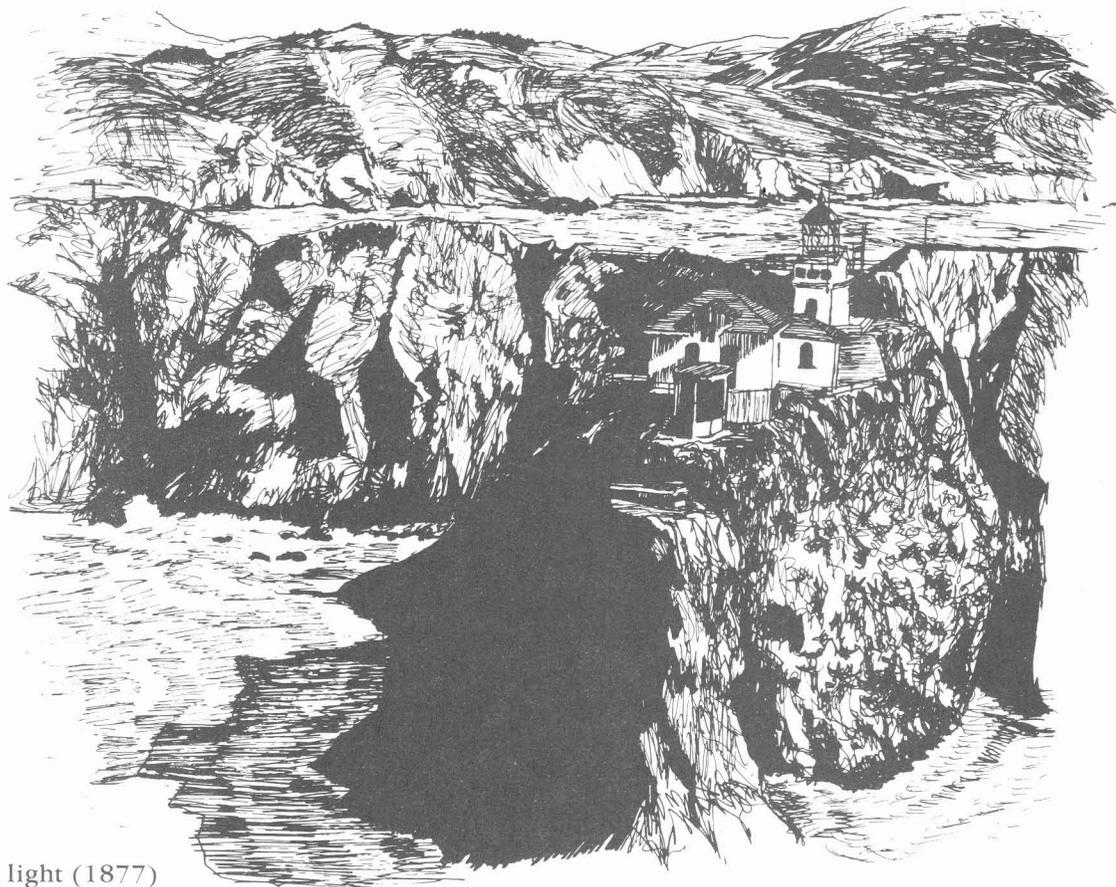
base. Restoration and rebuilding continued for almost two hundred years.

As lighthouses moved into more remote spots, like Cordouan, they came to be seen as outposts of civilization, secure amidst unruly seas and devastating storms. No lighthouse did more to popularize this image than the Eddystone light, built on a wave-swept rock nine miles off the southern coast of England. The first attempt to build there, in 1698, was ill-fated. In November 1703, several days after the architect arrived at Eddystone to supervise repairs, a storm swept the unlucky man and his lighthouse into the sea. This did not stop one John Rudyard from attempting a replacement three years later. He built a simple, tapering column of timber planks, packed inside with stone and anchored into the rock by iron bolts. Candles illuminated the lantern at the top, below which a ledge deflected the crashing waves. The lighthouse survived sea and storm, but its candles burned the structure down fifty years later and the owners built a stone tower in its stead. Nevertheless, the remarkable daring and ingenuity shown by the Eddystone builders drew widespread fame, and the lighthouse entered popular folklore. One song began:

My father was the keeper of the Eddystone light,  
And he slept with a mermaid one fine night.  
From this union there came three,  
A porpoise, a porgy, and the other was me.



The light on St. George's reef, erected in 1892, is a late example of the wave-washed lighthouse first popularized at Eddystone.



The Point Bonita light (1877) stands alone on the Marin headlands.

Isolated lighthouse keepers such as the mermaid companion became objects of popular fascination as remote lighthouses became more common. By the nineteenth century, English readers could find tales of lightkeepers driven to murder or insanity by the isolation amid ever-pounding waves. One story told of a keeper's little daughter who, after seeing her father kidnapped by pirates, stood on the family Bible to light the lamps in his absence.

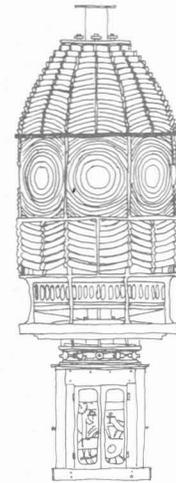
Despite these legends, the solitude of lightkeepers was very real. The logs kept at some lighthouses testify that their lives were not always romantic. Keepers had to climb the lighthouse every few hours to turn cranks, pour oil, and trim wicks, while storms would sometimes cut them off from provisions and any communication for weeks at a time. At Point Reyes, in Marin County, one lightkeeper wrote in the log entry for September 21, 1885:

Fog, fog, and nothing but fog. . .  
O solitude, where are the charms  
that sages have seen in thy face?  
Better dwell in the midst of alarms  
than reign in this horrible place.

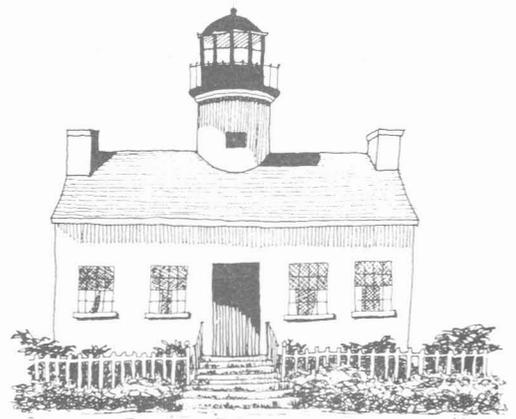
The first American lighthouses, modeled after their English counterparts, fixed an architectural pattern that was used into the twentieth century. They were simple white towers, round or octagonal in section, which tapered upward to a cylindrical lantern surrounded by a parapet. The height and width of the tower varied with its site and with the building materials available. Attached to the tower, or nearby, were the keeper's quarters and storage sheds, usually simple frame structures. Unlike the elaborate French lighthouses, decoration was minimal and usually confined to the lantern at the top. As we shall see, many lighthouses of this form have survived, and they still define our notion of how lighthouses ought to look.

When lighthouses were introduced to this country in the early eighteenth century, the technology of illumination was still medieval. Light came from candles or oil lamps, both of which put off smoke that obscured the lantern. There were no reflectors or lenses to collect and intensify the rays. As a result, the lights were often dim and unreliable. Experiments with reflectors began in Europe in the mid-1700s, and in 1782 a French scientist named Argand invented a "smokeless" oil lamp capable of much more intense illumination. In 1822, another French scientist, Augustine Fresnel, perfected an extraordinary device, a beehive of handcut crystal prisms and lenses designed to enclose the lamp and bend its rays into concentrated beams. First tried at Cordouan, the Fresnel lens became standard equipment all over the world several decades later.

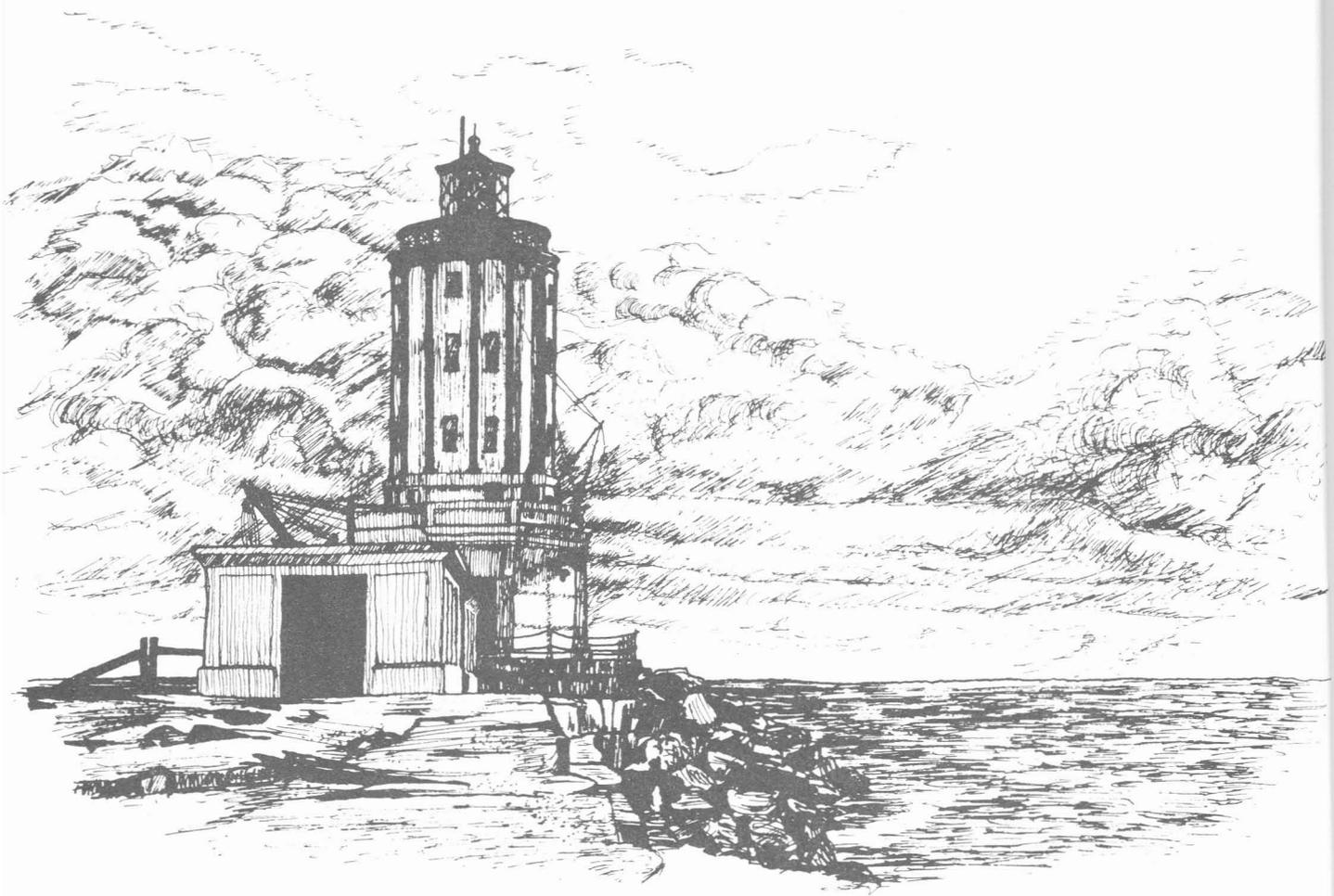
These innovations occurred in time to be incorporated into California's first lighthouses. In the decade following the Gold Rush, the U.S. Lighthouse Service built eleven lighthouses in California, two in San Francisco's harbor and the rest in isolated spots along the coast. Instead of adopting a new architectural style, perhaps with Spanish influence, the Lighthouse Service settled on the by now familiar form of the tower, embedded in a traditional Cape Cod style house. Outstanding examples of these early lighthouses survive at Point Pinos and Point Loma.



A lens patterned after Fresnel's invention



Old Point Loma light (1855)

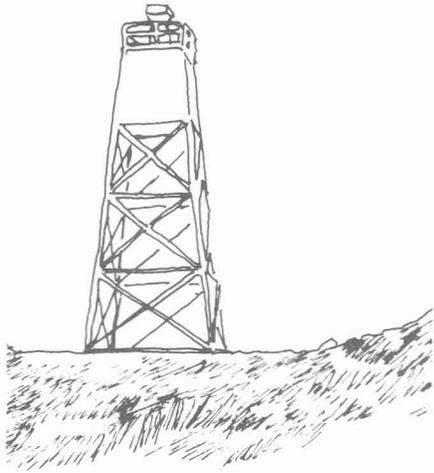


Los Angeles Harbor light (1913)

In time, the Lighthouse Service built free-standing towers as well, most of which still exist. Their height depended on the elevation of the site and on the intended range and function of the light. A particularly tall and graceful tower stands at Pigeon Point, built in 1872 on a promontory near where several ships had been wrecked. A sixteen-sided glass lantern sits on an elegant black parapet, set on top of a stark white shaft. Many similar towers, of varying proportions, decorate bluff-tops along the coast. A relatively recent example, built in 1926 at Point Vicente, has diamond-shaped mullions on the lantern and vaguely Greek entrances at the base; it stands near Spanish-style keeper's houses. A few towers, usually found on wave-washed rocks, depart more radically from the typical form. The bulky tower on St. George's reef, finished in 1892 at a cost of \$715,000 and one worker's life, resembles a medieval castle keep. The Los Angeles harbor lighthouse is more like a classical temple, decorated with Doric pilasters.



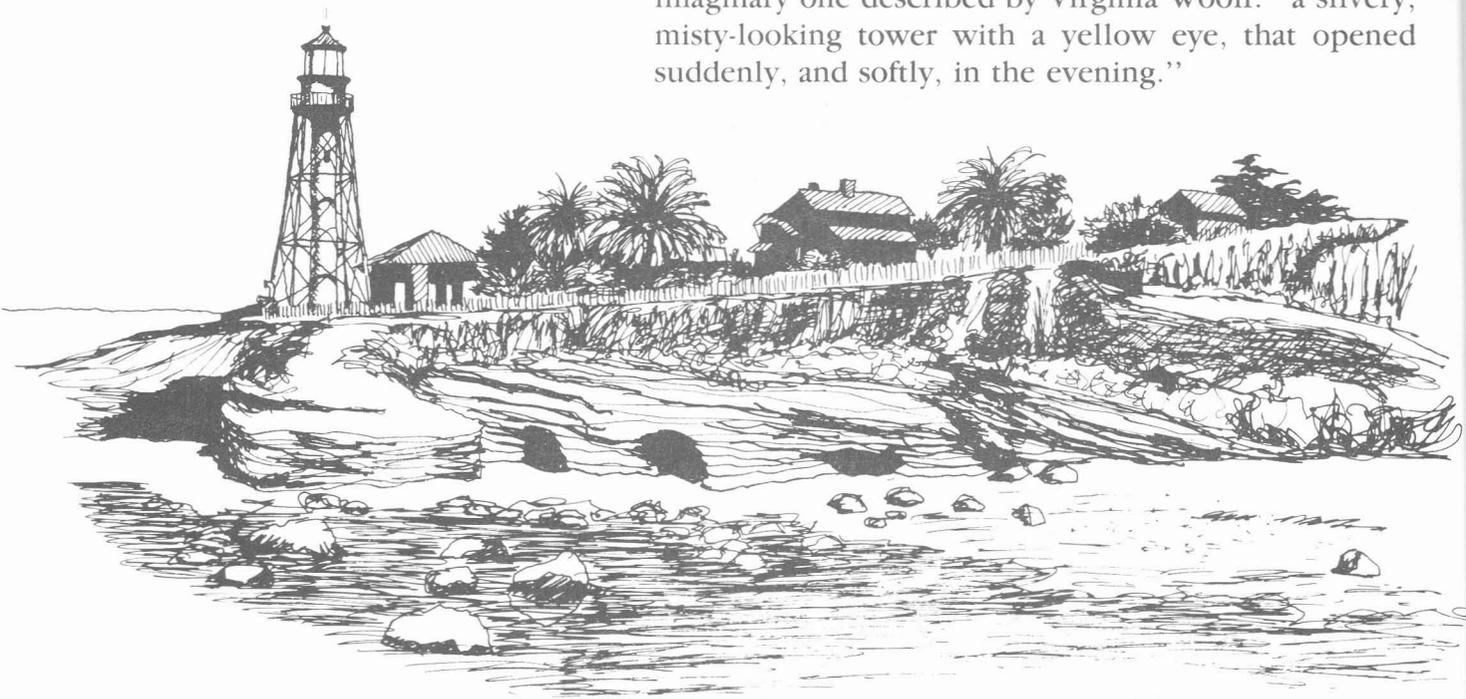
Pigeon Point light (1872)



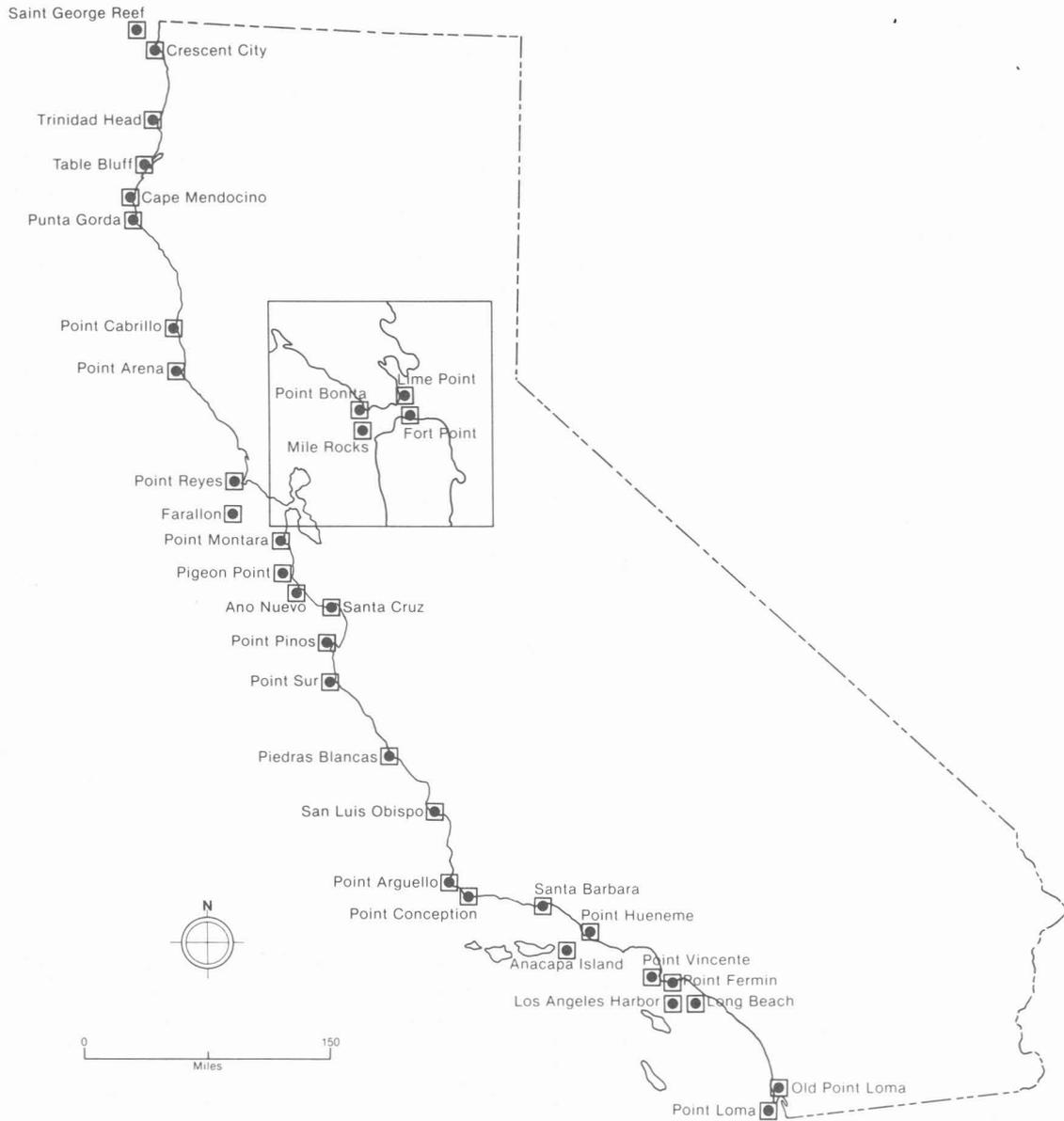
Replacements at Point Arguello (1934), above, and Point Loma (1891), below, show the traditional lighthouse being dismantled.

Ultimately, structural technology advanced, and lighthouse builders began to experiment with skeletal towers in place of the traditional solid shaft. Skeletal towers were first developed for marshy areas where heavy masonry structures could not be supported. The eventual result of this experimentation was a completely new form of lighthouse: a box on steel tresses. One can see the transition by comparing the Pigeon Point lighthouse with the second-generation lighthouses at Point Loma (1891) and Point Arguello (1934). As the solid tower is progressively dismantled, the traditional associations of the lighthouse are stripped away. The impressive stability disappears, and the design becomes top-heavy. The finely detailed parapet and lantern, so suggestive of the exquisitely crafted lamps and lenses held within, are finally replaced with a plain box carrying a hatless light.

Nothing shows the power of the traditional form more effectively than this process of dismantling it. Absent from the modern lighthouse are the romantic associations—the defiance of the elements, the legends surrounding the lightkeepers. The Point Arguello structure is no more evocative of safety and stability than a radio transmitting tower. The very word “lighthouse” seems a misnomer; though the structure transmits light, as lighthouses do, it is not enclosed, as houses are. For most of us, lighthouses will always look instead like the imaginary one described by Virginia Woolf: “a silvery, misty-looking tower with a yellow eye, that opened suddenly, and softly, in the evening.”



# California's coastal lighthouses



Map by Mark Safran, courtesy of California Coastal Commission

The traditional lighthouse has become a relic. Most of those still in operation are automated, so that lightkeepers are unnecessary. Even these have an increasingly narrow purpose. They serve mainly to guide small craft that do not have sophisticated enough instruments to guide themselves.

Nevertheless, lighthouses are thriving. As they grow antiquated, they become even more revered. The qualities they have always evoked are taking on a new significance. Today, lighthouses recall an era when technology seemed benevolent, when putting the most sophisticated lighting device on virgin ground was not an environmental impact or an aesthetic intrusion, but a magnificent human achievement.

For these reasons, threats to some of the older lighthouses in the past several years have aroused vigorous and creative preservation efforts. In 1968, for example, the Coast Guard was planning to demolish East Brother Island lighthouse, a Victorian frame house set on a rock in San Francisco Bay. Local residents organized a nonprofit corporation to save the lighthouse, and by 1980 they succeeded in raising funds—including \$12,000 from the State Coastal Conservancy—to convert the structure to a nonprofit bed-and-breakfast inn, reached by ferry. The towers at Pigeon Point and Point Montara now mark the site of hostels, located in the old keeper's quarters. Still others are museums and field stations for aquatic research. The U.S. Lighthouse Society, a new nonprofit organization, assists in preservation efforts.

Some lighthouses, regrettably, have been saved only after being moved from their original sites. More than most structures, lighthouses retain an intimate attachment to their site. There they had to stand to cast their beam; the elevation of the site and the nature of the shoreline nearby greatly influenced the design of the structure. When the tower on the tip of Alameda was moved into the Oakland estuary and converted to a restaurant, it lost its symbolic power and its cultural significance. Where once it commanded a sweeping view of San Francisco Bay, it now stands incongruously on a commercial strip.

As long as the old lighthouses stay put, they will cast their message of aid and comfort, a message all the more powerful if their original light still shines. With conscientious preservation, they will remain proud emblems of a civilization that did not hesitate to push technology toward human ends. □

Kirk Savage is Associate Editor of California WaterfrontAge. Anna Kondolf is the Designer of California WaterfrontAge.

# The Long Beach Local Coastal Program: Citizens Plan Their Shoreline

*by Robert Paternoster*

*Editor's Note:* The California Coastal Act of 1976 requires coastal jurisdictions to prepare a local coastal program (LCP), consisting of a land use plan and implementing ordinances, all of which must be certified by the State Coastal Commission.

**T**he city of Long Beach is widely recognized throughout the state of California as one of the "success stories" in coastal planning. If success is measured by early certification of the local coastal program (LCP), by lack of significant controversy in the certification process, and by consistent implementation within the program guidelines, then, indeed, Long Beach is a coastal planning success.

The casual observer might question the significance of this success. After all, before the planning effort even started, the Long Beach shoreline was practically fully developed. Almost all of the land along the water was in public control. Where were the issues? There seemed to be little opportunity for significant controversy in Long Beach.



The visible results of a citizen-prepared waterfront plan

Not so! Before the coastal planning effort began, Long Beach was viewed as a community hostile to the state's Coastal Act policies and procedures. Its electorate overwhelmingly voted against the passage of Proposition 20, the voter initiative which established state coastal regulation. Long Beach representatives on the Coastal Commission were considered mavericks who lacked commitment to the coastal mandates of the people and the legislature. The city government was seen by many, including some of its own outspoken citizens, as trying to exploit its waterfront for purely commercial benefit. Developers, after repeated permit denials before the Coastal Commission, retreated in disgust from development within the coastal zone. Environmentalists be-moaned the lack of attention to fragile coastal resources, including a major natural wetland and bay. Neighborhood groups fought to preserve the livability of attractive coastal neighborhoods. And downtown Long Beach, the most significant stretch of the coast for potential development, lay deteriorated and abandoned, without a strong public/private consensus on its future use.

With this as a backdrop, the city of Long Beach did a most amazing thing in May of 1977. The City Planning Commission created a twenty-nine-member citizens advisory committee to assist in the preparation of the LCP. But this was not your normal advisory committee, consisting of "safe" appointments who could be counted on to "rubber stamp" a plan prepared by city staff. Rather, the Planning Commission fashioned a committee with representation from every major group which had expressed concern over the coast, including those who had openly fought current city policies regarding coastal development. Furthermore, the Planning Commission directed the committee to *prepare* the plan, not just review a plan prepared by staff.

While in retrospect the wisdom of the Planning Commission's action in establishing the committee is evident, there were few at the time who gave the process much chance of success. The LCP committee was described as a Frankenstein monster, which was sure to destroy itself and its creator. The local Junior Chamber of Commerce, in its annual "roast" of local officials, awarded the Director of Planning its Worst Public Official of the Year title for his role in establishing the committee.

The City Planning Commission asked each of twenty-nine groups to appoint one member and one alternate to the committee. The groups included environmental interests (Sierra Club, Alamitos Bay Beach Preservation Group), development interests (Chamber of Commerce, Board of Realtors), neighborhood interests (Naples Improvement Association, College Park Estates Homeowners Association), and housing advocates (Long Beach Area Citizens Involved). Its elected chairman, William Davidson, was an attorney representing the Naples community; its elected vice chairman, Ron Case, was a developer representing Bixby Ranch Company.

The committee's first action was to adopt a set of rules of procedure, which ultimately proved invaluable to its successful operation. Key among these procedures was the two-thirds-vote rule, which required a two-thirds affirmative vote of members present to pass any motion. This rule virtually required the committee to reach a *consensus* on all major issues. There could be no hotly contested fifty-one percent majorities. A prodevelopment or antidevelopment voting bloc could not dominate the proceedings. The members would have to work together if they were to accomplish anything.



Strollers stop to look at an historic ship moored in the marina.

The first meeting of the LCP committee was held in June 1977. The committee released its plan and program in November 1979. In between, 133 meetings of the full committee and countless subcommittee meetings were held. All major meetings were in the evening (one meeting on a controversial housing policy lasted until 1:00 A.M.). Several "town hall" meetings were conducted, to ensure that the committee was dealing fairly with the concerns of the citizens it represented.

The Department of Planning and Building provided administrative and technical staff support for the committee. The department made sure that other city departments were available to assist when needed. It sought, and obtained, participation from staff of the South Coast Regional Coastal Commission. When the need became apparent for expert assistance in land use planning and urban design in the downtown area, it retained the necessary consultant services (Sat Nishita, of CHNMB Associates of San Francisco). Finally, staff firmly kept pressure on the committee to resolve issues and move forward expeditiously toward a final product.

The final product, perhaps typical of a committee-prepared report, consists of 423 pages. It contains within it both the land use plan *and* the basic provisions of the implementing ordinances. The decision to deal concurrently with plans and implementing ordinances was critical to the committee's success. First, it reassured skeptical committee members who were reluctant to adopt general policies which might later be misinterpreted by city ordinance drafters. Second, it provided a tight, "all questions answered" recommendation to City Council and to the Coastal Commission. This was particularly important for the Coastal Commission, which was already recognizing the difficulties of the two-step process (plan certification followed by implementing actions certification), which the Coastal Act prescribed. Since the commission's action on the implementation program was limited by the Coastal Act to a finding of consistency with the certified land use plan, the commission was more particular with land use plans submitted independently. The dual submission by Long Beach of its plan and implementation program avoided this problem and ensured a smooth review by the commission and its staff.

The Long Beach LCP was recommended favorably by the City Planning Commission and adopted by City Council within three months of its release by the com-

mittee, with practically no public controversy. It was certified with only minor revisions five months later (July 22, 1980) by the California Coastal Commission, the first major LCP in the state to be certified.

The lack of significant controversy in the adoption and certification process is notable and can be attributed entirely to the citizen process which created the plan and program. All local groups that were likely to dispute the plan were represented on the committee. Controversy and its resolution were acted out in the course of the committee's meetings. Compromises were reached, and participants felt obligated to support them out of respect for the process and for their fellow committee members. The widespread consensus went a long way in achieving prompt Coastal Commission certification. Even the then cantankerous commission dared not question a citizen-prepared plan with such strong local support.

With all this discussion of process, the reader may wonder about the substance of the plan. The final paragraphs, and the accompanying photographs, reveal some of the plan's more important accomplishments.

The downtown development issue, which absorbed much of the committee's time, was successfully resolved in the form of a detailed land use plan and specific planned unit development (PUD) ordinance. Only a portion of downtown lies in the coastal zone, and that portion consisted primarily of some one hundred acres of undeveloped landfill which separated the commercial core from the waterfront. Development interests on the committee initially sought to exploit the full commercial potential of this key waterfront area. Environmental and community interests argued that the entire area should be devoted to a public park. The final plan, now seventy-five percent implemented, is typical of the constructive compromise which the committee consistently produced. It calls for a thirty-one-acre regional waterfront park, an 1800-slip public marina, a Shoreline Village of shops and restaurants, restoration and expansion of the Rainbow Lagoon Park, and two major convention and tourist hotels. A "park like setting," with pedestrian and bicycle circulation, is emphasized throughout. A key feature is the 1800-foot-long elevated pedestrian promenade (reminiscent of the old Rainbow Pier) which once again links the downtown commercial core to the waterfront.



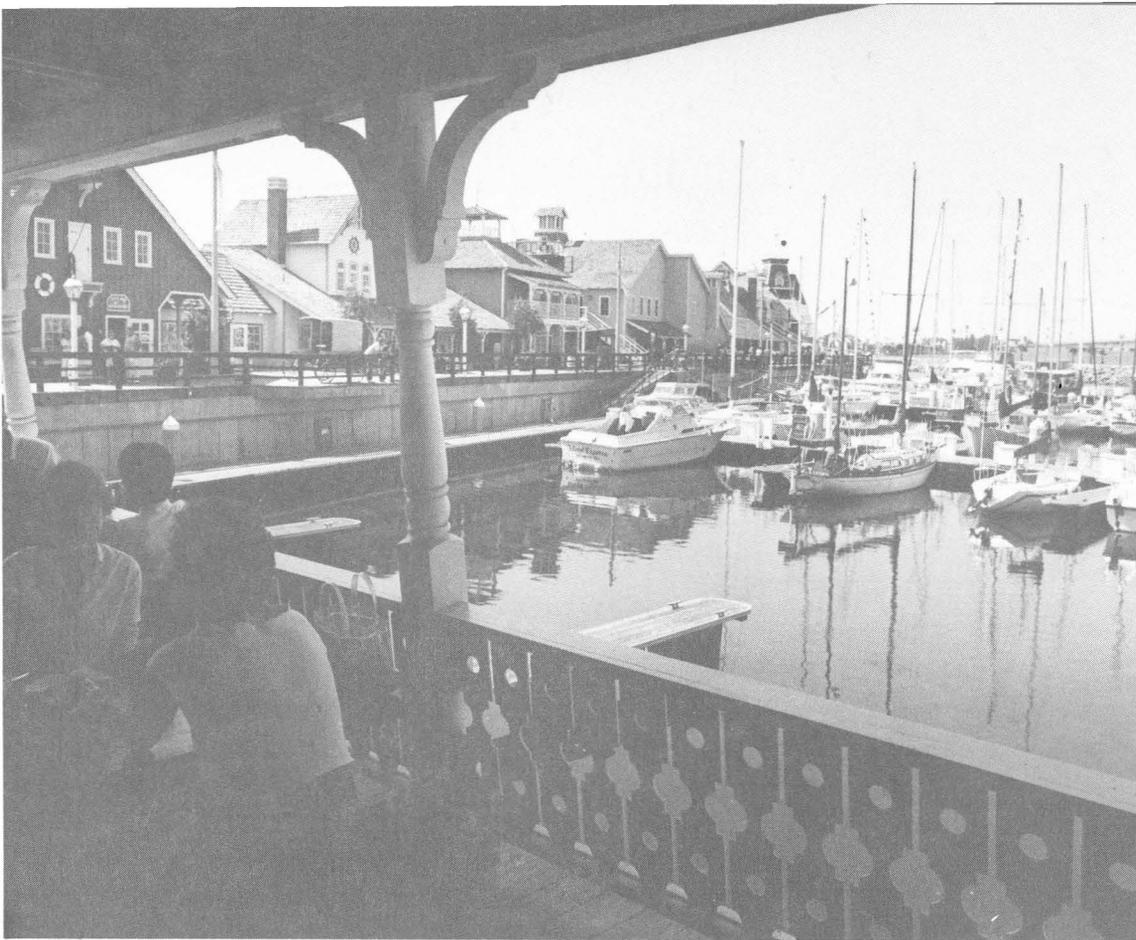
Public park surrounds the convention center.

While the plan is strong on pedestrian and bicycle circulation, its approach to accommodating automobiles is naively optimistic. It assumes that downtown commuter traffic can be diverted to non-shoreline routes, thereby freeing these scenic corridors for use by coastal visitors and residents. It specifically prohibits the widening of coastal arteries, and provides for only limited expansion of beach parking. But the plan courageously recommends a shoreline bicycle path on the beach (over strong objection of beachfront residents), and provides for improved pedestrian access with upgraded public restroom, lifeguard, and snack shop facilities.

The committee recognized both the ecological and human use value of natural coastal resources. It required the city to permanently designate or dedicate all public beaches and coastal parks. It studied intensively the environmental capacity of Alamitos Bay for boating and other water-oriented recreation before recommending specific actions to limit the number of additional private boat slips to be permitted. With strong support from the State Coastal Commission staff, it worked out with two major landowner/developers a plan to build a new residential community and office park around a 129-acre degraded marine wetland, with the developers providing full funding for restoring the wetland and dedicating it to the public.\* A full fifty percent of the developers' land was declared unbuildable and subject to wetland restoration as a condition for development of the remaining acreage. Despite objections of some environmental scientists within state agencies, the committee insisted that the public be provided pedestrian access around the edge of the wetland, with scattered observation and interpretive stations. They successfully argued that public use would increase public appreciation of the wetland and would ensure the political support necessary for its continued future maintenance.

Housing policies proved particularly difficult for the committee. At the time the LCP was drafted, the state's Coastal Act called for the protection of low-cost housing opportunities, a policy which many argued was inappropriate in a state statute whose main objectives were

\* The actual wetland restoration and development plan was prepared by a subsequent citizen advisory committee, consisting of many prior LCP committee members, since the extended technical analysis required to define reasonable wetlands boundaries would have substantially delayed certification of the LCP.



the protection of coastal resources and the provision of public access to those resources. Nevertheless, the committee took the housing mandate seriously, and hammered out a compromise plan which became the model for subsequent statewide legislation. The plan calls for one-for-one replacement of low-cost housing removed through demolition or condominium conversion. When removed, affordable coastal housing must be replaced within approximately two miles of the coast, either directly by the coastal developer or indirectly through an in-lieu contribution to the City Housing Authority. Implementation to date has resulted in the loss of 119 low-cost coastal units through demolition or conversion, and the committed construction of 96 new affordable units of similar size and price range.

A final highlight of the plan is its strong commitment to the protection of existing waterfront residential neighborhoods. Market pressures for increased density along the coast are strong. Encouraged by prior city policy which favored high-rise luxury apartment and condominium construction, developers picked off prime sites in otherwise low-density neighborhoods. The result was often twenty-story towers adjacent to single-family homes, and a rather haphazard scattering

Shoreline Village

A promenade beginning downtown ends at an open-frame dome, marking the redeveloped waterfront.

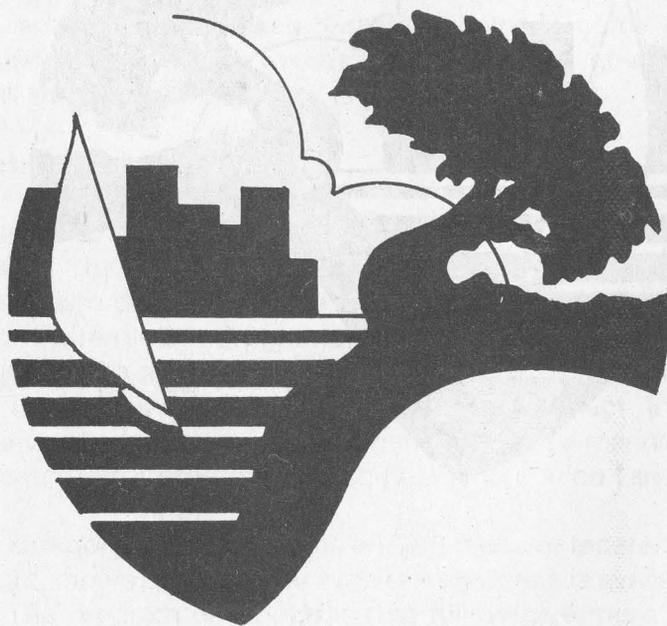


of high-density housing along the coastline. Developer and community interests on the committee reached a hard-fought compromise that high-rise construction should be limited to a concentrated area within and immediately adjacent to downtown. The compromise made good planning sense, since high density would be permitted and encouraged only where it would support downtown commercial revitalization, while traffic congestion in other low-density communities would be minimized.

**O**n balance, the Long Beach coastal planning process was a success. It was a terribly arduous, often frustrating process. It forced a diverse group of citizens and public officials alike to abandon long-held personal beliefs and desires in favor of group consensus. But, in the end, the process overcame deep-seated prejudice, distrust, and hostility among interest groups and between the citizens and their government. The final result was not only a workable plan, but also a healthier community. □

Robert Paternoster, AICP, has served as Director of Planning and Building for the city of Long Beach since January 1977. He also has a limited private consulting practice in coastal and other planning activities. He was previously Planning Director for the city of Pittsburgh, Pennsylvania. He earned his master's degree in city planning from Harvard University in 1963.

# Catalog of Government Assistance for Waterfront Restoration



Catalog of  
Government Assistance  
for Veteran Restoration



Despite fiscal austerity, there still exists a myriad of state and federal programs that can assist in the renovation and redevelopment of California's urban waterfronts. Unfortunately, local agencies, nonprofit groups, and private firms cannot always find their way through the labyrinth. This catalog is written for them.

The catalog attempts not only to put all the information in one place, but also to organize the information so that it makes sense to people who are trying to solve actual problems. The catalog does not list every single government program that might conceivably help; such a list would fill a large book. We have tried instead to cull those programs which are clearly germane and reasonably well-funded. For example, we have included business loan programs only where they are geared toward physical development, and we have excluded housing subsidy programs.

The catalog emphasizes sources of *financial* assistance, in the form of grants, loans, and loan guarantees. Grants and loans come in various disguises. We have used the two words even when the government agency chooses to call them something else.

### **How to Use the Catalog**

The first step is to define the problem. The next step is to scan the "Programs at a Glance" to see which subject categories apply to the problem. Programs are listed according to their *main* purpose. The categories are cross-referenced to draw attention to programs with multiple purposes. For example, if a city wanted to build a marina in an abandoned shipyard, it would look first at 2.3-Boating. The cross-reference to 1.3-General Project Implementation, would reveal several other programs which might assist a marina project. Category 1.3 is a catchall for programs which help fund a wide variety of development.

Under each category, state programs are listed above federal programs. The chart to the right shows quickly what type of assistance is available and who is eligible for it. The program descriptions that follow give more information on the purpose of the program, the typical amount of assistance, and the conditions of assistance (e.g. local match). They also give the address and phone number of the administering agency (which is not always the agency providing the funds). An index at the end lists the programs by administering agency.

*Editor's Note:* Because of the fluidity of funding sources, *California WaterfrontAge* will regularly update this catalog. We solicit additions, corrections, and comments on this feature.

# PROGRAMS AT A GLANCE

## 1 PHYSICAL AND ECONOMIC DEVELOPMENT

		Assistance	Eligibility				
		Grant	Loan	Other	Local gov't	Nonprofits	Private firms
1.1	Land Use Planning (see also 1.3.c,d)						
	a. Urban waterfront planning grants			✓		✓	✓
	b. Design arts program			✓		✓	✓
1.2	Economic Development Planning (see also 1.3.c,d,f)						
	a. Sudden and severe economic dislocation		✓			✓	✓
	b. Economic development planning program		✓			✓	
	c. Technical assistance grants (Title III)		✓			✓	✓
	d. Community development block grants (CDBG)—Secretary's discretionary fund		✓			✓	✓
1.3	General Project Implementation						
	a. Urban waterfront restoration (Chapter 7)		✓	✓		✓	✓
	b. Urban waterfront restoration—revenue bonds			✓		✓	✓
	c. Community development block grants (CDBG)—entitlements		✓			✓	
	d. Community development block grants (CDBG)—small cities		✓			✓	
	e. Urban development action grants (UDAG)		✓			✓	
	f. Economic adjustment (Title IX)		✓			✓	✓
	g. Public works		✓			✓	✓
	h. Business development assistance			✓		✓	✓
	i. 503 CDC loans			✓			✓
1.4	Commercial Fishing Facilities (see also 1.3)						
	a. Fisheries obligation guarantee program				✓		✓
1.5	Historic Preservation (see also 1.3)						
	a. 1984 Bond Act		✓			✓	
	b. National Trust for Historic Preservation		✓	✓	✓	✓	✓



### 3 NATURAL RESOURCE CONSERVATION

#### 3.1 Habitat Acquisition and Restoration (see also 1.3.c,d; 2.1.d; 2.2.d)

- a. Resource enhancement
- b. Cooperative projects with local government
- c. Environmental license plate fund

#### 3.2 Water Quality (see also 1.3.f,g)

- a. Water quality planning (205j)
- b. Clean water grants
- c. Pollution control bonds

	Assistance		Eligibility				
	Grant	Loan	Other	Local govt	Nonprofits	Private firms	
a. Resource enhancement			✓			✓	✓
b. Cooperative projects with local government			✓			✓	
c. Environmental license plate fund			✓			✓	✓
a. Water quality planning (205j)			✓			✓	
b. Clean water grants			✓	✓		✓	
c. Pollution control bonds				✓			✓

## Program 1.1.a

### Urban waterfront planning grants

#### Nature and purpose

Grants averaging \$50,000 to plan urban waterfront restoration projects. Goal is to promote innovative design, authentic shoreline uses, and public access and recreation by incorporating these objectives into the land use planning process.

#### Who can apply?

Units of local government in the coastal zone and along San Francisco Bay.

#### For information, call or write

Executive Officer  
State Coastal Conservancy  
1330 Broadway, Suite 1100  
Oakland, CA 94612  
(415) 464-1015

## Program 1.1.b

### Design arts program—demonstration grants

#### Nature and purpose

Grants up to \$30,000 for feasibility studies, schematic projects, and design competitions which encourage communities to make exemplary design an integral part of their planning process. Grants may not be used to support ongoing city planning. 100% non-federal match is required.

#### Who can apply?

Units of local government and tax-exempt organizations.

#### For information, call or write

Director, Design Arts Program  
National Endowment for the Arts  
2401 E Street N.W.  
Washington, DC 20506  
(202) 634-4276

## Program 1.2.a

### Sudden and severe economic dislocation (SSED)

#### Nature and purpose

Technical assistance and grants ranging from \$10,000 to \$50,000 for feasibility analyses, business plan development, and other planning efforts to ameliorate the effects of plant closures and other major job losses. 25% local match is required for grants.

#### Who can apply?

Units of local government and nonprofit development corporations in SSED areas or other areas that can document similar problems.

#### For information, call or write

Department of Commerce  
Office of Local Economic Development  
1030 13th Street, Suite 200  
Sacramento, CA 95814  
(916) 322-1398

## **Program 1.2.b**

### **Economic development planning program**

#### **Nature and purpose**

Grants averaging \$175,000 for administrative expenses incurred in local economic planning efforts. Goal is to strengthen such efforts by formulating strategies to reduce unemployment, increase incomes, and solve other economic problems. 25% local match is required.

#### **Who can apply?**

Chief executive officers of local governments.

#### **For information, call or write**

Office of Planning, Technical Assistance, Research, and Evaluation  
Economic Development Administration, Room 7844  
Department of Commerce  
Washington, DC 20230  
(202) 377-5111

## **Program 1.2.c**

### **Technical assistance (Title III)**

#### **Nature and purpose**

Technical assistance and grants averaging \$60,000 to help provide information, data, and know-how useful in local economic development. Grants may not cover administrative expenses, and grant projects must conform with area economic development strategies. The emphasis is on job and income creation in low-income areas. 25% local match is required.

#### **Who can apply?**

There are no eligibility requirements; typical applicants include local governments, nonprofit groups, and research centers.

#### **For information, call or write**

Office of Planning, Technical Assistance, Research, and Evaluation  
Economic Development Administration, Room 7844  
Department of Commerce  
Washington, DC 20230  
(202) 377-5111

## **Program 1.2.d**

### **Community development block grants (CDBG)—Secretary's discretionary fund**

#### **Nature and purpose**

Grants for projects that provide technical assistance purpose geared toward improving the housing stock, providing community facilities or infrastructure, or promoting other community development goals. A relatively new program without a well-defined track record.

#### **Who can apply?**

Units of local government, nonprofit organizations, private firms, and other organizations that can demonstrate ability to provide technical assistance.

#### **For information, call or write**

Office of Program Policy Development  
Community Planning and Development  
Department of Housing and Urban Development  
451 7th Street S.W.  
Washington, DC 20410  
(202) 755-6093

### **Program 1.3.a**

#### **Urban waterfront restoration (Chapter 7)**

#### **Nature and purpose**

Grants and loans to finance up to 100% of the cost of urban waterfront restoration projects along the coast and San Francisco Bay. A restoration plan for the area must first be approved (see 1.1.a). There are no specific project requirements, but projects are expected to promote public access to the water, excellence of urban design, visitor-serving uses, and, where appropriate, coastal-dependent industry.

#### **Who can apply?**

Units of local government and nonprofit groups.

#### **For information, call or write**

Executive Officer  
State Coastal Conservancy  
1330 Broadway, Suite 1100  
Oakland, CA 94612  
(415) 464-1015

### **Program 1.3.b**

#### **Urban waterfront restoration—revenue bonds**

#### **Nature and purpose**

Tax-exempt revenue bonds to finance urban waterfront restoration projects in counties over 200,000 in population. Projects may include visitor-serving commercial facilities, water-dependent industry, and other development, excluding housing and offices. Projects must be economically self-sustaining and must be consistent with a restoration plan approved by the Coastal Conservancy.

#### **Who can apply?**

Units of local government, nonprofit groups, private firms.

#### **For information, call or write**

Executive Director  
California Urban Waterfront Area Restoration Financing Authority  
915 Capitol Mall, Room 280  
Sacramento, CA 95809  
(916) 445-9597

### **Program 1.3.c**

#### **Community development block grants (CDBG)—Entitlements**

#### **Nature and purpose**

Block grants which can be used for a variety of urban redevelopment activities that aim either to benefit low and moderate income people, or to prevent or eliminate blight, or to meet other particularly urgent community development needs. These needs may include parks and natural resource conservation. Fund may be used for planning and implementation. Construction of some public facilities such as sewage treatment plants is not eligible. Grants are not given for specific projects, but instead are non-competitive allotments made by formula. Local governments that comply with the law are entitled annually.

#### **Who can apply?**

Counties over 200,000 and cities over 50,000 (cities under 50,000 if they are the central city of an SMSA).

#### **For information, call or write**

Entitlement Program, Office of Block Grant Assistance  
Community Planning and Development  
Department of Housing and Urban Development  
451 7th Street S.W.  
Washington, DC 20410  
(202) 755-6093

### **Program 1.3.d**

#### **Community development block grants (CDBG)—small cities**

#### **Nature and purpose**

Grants awarded on a competitive basis for special projects eligible under the CDBG Act (see 1.3.c). State requirements emphasize the improvement of housing for low-income persons.

#### **Who can apply?**

Cities under 50,000 (except the central cities of SMSA's) and counties under 200,000.

#### **For information, call or write**

Department of Housing and Urban Development  
921 10th Street  
Sacramento, CA 95814  
(916) 322-1561

### **Program 1.3.e**

#### **Urban development action grants (UDAG)**

#### **Nature and purpose**

Grants ranging from \$50,000 to \$14.2 million for economic development projects in distressed urban areas. The emphasis is on funding commercial and industrial development. Projects must have 2.5 dollars of private investment for every dollar of grant funds.

#### **Who can apply?**

Cities and urban counties which meet certain population and "distress" criteria.

#### **For information, call or write**

Office of Urban Development Action Grants  
Community Planning and Development  
Department of Housing and Urban Development  
451 7th Street S.W.  
Washington, DC 20410  
(202) 755-6093

### **Program 1.3.f**

#### **Economic adjustment (Title IX)**

#### **Nature and purpose**

Grants averaging \$1.5 million to develop and implement economic adjustment plans, designed either to overcome sudden and severe economic dislocation (SSED) or to arrest long-term economic deterioration (LTED). Activities eligible for funds are open-ended and may include construction of public facilities, business development, and subsidies to individuals. 25% local match is required.

#### **Who can apply?**

Units of local government and nonprofit organizations.

#### **For information, call or write**

Office of Economic Adjustment  
Economic Development Administration  
Department of Commerce  
Washington, DC 20230  
(202) 327-2659

### **Program 1.3.g**

#### **Public works**

#### **Nature and purpose**

Grants averaging \$800,000 for the construction of public works facilities primarily serving commercial and industrial businesses, in areas with low median income levels and high unemployment. 15% to 35% of the program budget is reserved for "impact projects" in specially designated areas designed to provide jobs immediately for the unemployed and underemployed. 20% to 50% local match is required.

#### **Who can apply?**

Units of local government and nonprofit organizations representing a designated redevelopment area or economic development district.

#### **For information, call or write**

Office of Public Works  
Economic Development Administration  
Department of Commerce  
Washington, DC 20230  
(202) 377-5265

### **Program 1.3.h**

#### **Business development assistance**

#### **Nature and purpose**

Guarantees for loans to finance the purchase or development of industrial or commercial facilities, in areas that meet certain distress criteria. Loan guarantees may not exceed 90% of the obligation, and may not be used for refinancing.

#### **Who can apply?**

Units of local government, nonprofit organizations, private firms.

#### **For information, call or write**

Loan Services Division  
Economic Development Administration  
Department of Commerce  
Washington, DC 20230  
(202) 377-4731

**Program 1.3.i**

**503 CDC loans**

**Nature and purpose**

Guaranteed loans, channeled through certified development corporations (CDC's), to finance the purchase or development of buildings and equipment for small business. 10% of the project cost must be paid by the CDC, and another 50% must be financed by private lenders.

**Who can apply?**

Small businesses apply through CDC's. CDC's must apply for certification to the Small Business Administration.

**For information,  
call or write**

Office of Economic Development, Development Company Branch  
Small Business Administration  
1441 L Street N.W.  
Washington, DC 20416  
(202) 653-6423

**Program 1.4.a**

**Fisheries obligation guarantee program**

**Nature and purpose**

Loan guarantees up to 100% of obligation to help finance fishing vessels and onshore loading and processing facilities. Program has \$850 million of revolving authority.

**Who can apply?**

Qualified private firms.

**For information,  
call or write**

National Marine Fisheries Service, Southwest Region  
300 South Ferry Street  
Terminal Island, CA 90731  
(213) 548-2478

**Program 1.5.a**

**1984 Bond Act**

**Nature and purpose**

Grants between \$10,000 and \$300,000 to help acquire, restore, or rehabilitate properties that are listed as California historical landmarks or points of historical interest, or properties that are listed on or eligible for the National Register of Historic Places. 10% to 50% local match is required.

**Who can apply?**

Units of local government other than school districts.

**For information,  
call or write**

Office of Historic Preservation  
P.O. Box 2390  
Sacramento, CA 95811  
(916) 445-8006

## **Program 1.5.b**

### **National Trust for Historic Preservation**

#### **Nature and purpose**

This federally chartered nonprofit organization has a variety of funds which can provide low-interest loans, loan guarantees, and small matching grants for feasibility studies, technical assistance and planning, and rehabilitation work.

#### **Who can apply?**

Generally, public agencies and nonprofit organizations that are members of the Trust.

#### **For information, call or write**

National Trust for Historic Preservation  
1 Sutter Street, Suite 900  
San Francisco, CA 94104  
(415) 974-8420

## **Program 2.1.a**

### **Access program**

#### **Nature and purpose**

Grants up to 100% of project cost for trails, stairways, parking lots, and other support facilities which provide access to the coast or San Francisco Bay. Accessways must serve greater than local need. Projects which offer local matching funds or which provide access to previously inaccessible areas are given priority.

#### **Who can apply?**

Units of local government and local nonprofit groups.

#### **For information, call or write**

Executive Officer  
State Coastal Conservancy  
1330 Broadway, Suite 1100  
Oakland, CA 94612  
(415) 464-1015

## **Program 2.1.b**

### **Bicycle and pedestrian facilities**

#### **Nature and purpose**

Regional transportation planning agencies (RTPA's) may purpose set aside 2% of their local transportation funds for grants to local governments to help finance engineering and construction of bicycle and pedestrian facilities. Proposed projects are ranked according to a regionwide planning study made by the RTPA. Award levels and conditions vary with the regional agency.

#### **Who can apply?**

Cities and counties.

#### **For information, call or write**

The appropriate RTPA.

**Program 2.1.c**

**Bicycle lane account**

**Nature and purpose**

Grants up to \$90,000 for preliminary engineering and pavement markings. Bicycle lanes should be geared toward serving commuters.

**Who can apply?**

Cities and counties.

**For information,  
call or write**

California Department of Transportation  
Local Assistance Office  
1120 N Street  
Sacramento, CA 95814  
(916) 322-3046

**Program 2.1.d**

**California Conservation Corps**

**Nature and purpose**

This agency can provide crews to cut trails and do other work. Local agencies must provide supervision.

**Who can apply?**

Units of local government.

**For information,  
call or write**

California Conservation Corps  
1530 Capitol Avenue  
Sacramento, CA 95814  
(916) 445-8183

**Program 2.2.a**

**Roberti-Z'berg urban open space and recreation program**

**Nature and purpose**

Block grants allotted by formula to urbanized jurisdictions (generally cities over 50,000 and counties over 200,000). 15% of program funds are awarded competitively to non-urbanized jurisdictions, in grants typically \$75,000 to \$100,000. Funds can be used for acquisition or development of park facilities which maximize population served.

**Who can apply?**

Cities, counties, special districts.

**For information,  
call or write**

Department of Parks and Recreation  
Grants Administration Office  
P.O. Box 2390  
Sacramento, CA 95811  
(916) 445-4441

## **Program 2.2.b**

### **Regional competitive grant program**

#### **Nature and purpose**

Grants of at least \$10,000 (no maximum) for the development or rehabilitation of park facilities. Acquisition is ineligible. Projects geared toward less intensive use (such as fishing piers and boat launches) are given lower priority. State funds are divided between 10 planning regions; applicants compete within regions.

#### **Who can apply?**

Cities, counties, special districts.

#### **For information, call or write**

Department of Parks and Recreation  
Grants Administration Office  
P.O. Box 2390  
Sacramento, CA 95811  
(916) 445-4441

## **Program 2.2.c**

### **Lakes, reservoirs, and waterways**

#### **Nature and purpose**

Grants of at least \$10,000 (no maximum) for a variety of projects which enhance the recreational value of inland water bodies. Projects can include boat launches, fishing piers, campgrounds, trails, erosion control, minor dredging, beach development, etc.; acquisition is ineligible. Facility must have a local or regional agency as operator.

#### **Who can apply?**

Cities, counties, special districts.

#### **For information, call or write**

Department of Parks and Recreation  
Grants Administration Office  
P.O. Box 2390  
Sacramento, CA 95811  
(916) 445-4441

## **Program 2.2.d**

### **Land and water conservation fund**

#### **Nature and purpose**

Grants typically \$150,000 to \$200,000 for acquisition or development of park facilities. 100% local match is required. Projects geared toward less intensive use (such as fishing piers and boat launches) are given lower priority. State funds are allocated to 10 planning districts; applicants compete within districts.

#### **Who can apply?**

Cities, counties, special districts.

#### **For information, call or write**

Department of Parks and Recreation  
Grants Administration Office  
P.O. Box 2390  
Sacramento, CA 95811  
(916) 445-4441

## Program 2.2.e

### Surplus property program

#### Nature and purpose

Surplus federal property may be sold or donated to local agencies for park or recreational use. Applicants must demonstrate ability to finance the program for which the property will be used.

#### Who can apply?

Units of local government.

#### For information, call or write

Office of Real Property  
Federal Property Resources Service  
General Services Administration  
18th and F Streets N.W.  
Washington, DC 20405  
(202) 535-7084

## Program 2.3.a

### Small craft harbor development loan

#### Nature and purpose

Loans up to 100% of project cost for marina feasibility studies and for marina construction or expansion. If the marina is to be privately operated, funds can only be used for non-revenue-producing components such as basins, channels, and bulkheads.

#### Who can apply?

Units of local government.

#### For information, call or write

Boating Facilities Division  
Department of Boating and Waterways  
1629 S Street  
Sacramento, CA 95814  
(916) 445-9657

## Program 2.3.b

### Private recreational marinas

#### Nature and purpose

Program is analogous to the small craft harbor program (2.3.a), except that funds go exclusively to private marina operators. Funds can be used for all aspects of marina construction. Loans must be guaranteed by a federal agency.

#### Who can apply?

Qualified private firms.

#### For information, call or write

Boating Facilities Division  
Department of Boating and Waterways  
1629 S Street  
Sacramento, CA 95814  
(916) 445-9657

**Program 2.3.c**

**Boat launch development grant**

**Nature and purpose**

Grants up to 100% of project cost to build or rehabilitate boat launching ramps. Facilities must be open free to the public.

**Who can apply?**

Units of local government.

**For information,  
call or write**

Boating Facilities Division  
Department of Boating and Waterways  
1629 S Street  
Sacramento, CA 95814  
(916) 445-9657

**Program 2.4.a**

**Fishing piers**

**Nature and purpose**

Grants up to 50% of project cost to construct piers for recreational fishing. Piers must be open free to the public. Proprietary interest must be conveyed to the state, and 50% local match is required.

**Who can apply?**

Units of local government.

**For information,  
call or write**

Wildlife Conservation Board  
1416 9th Street  
Sacramento, CA 95814  
(916) 445-8448

**Program 2.5.a**

**Beach erosion control**

**Nature and purpose**

Grants of varying amounts for shoreline protection projects on the coast which preserve recreational beaches or protect existing development. Legislative approval for each grant is required. State funds are matched to varying degrees by local and federal funds.

**Who can apply?**

Units of local government.

**For information,  
call or write**

Department of Boating and Waterways  
1629 S Street  
Sacramento, CA 95814  
(916) 445-6281

## Program 2.5.b

### Natural disaster assistance

#### Nature and purpose

Grants to local governments to repair public property damaged by natural disaster. State must agree that the disaster constitutes a local emergency. Local match is required and is determined by a cost-sharing formula. State will not fund repair of purely recreational facilities. If the disaster is declared a federal emergency, state can apply for federal funds, which can be used for repair of recreational facilities.

#### Who can apply?

Units of local government.

#### For information, call or write

Office of Emergency Services  
P.O. Box 9577  
Sacramento, CA 95823  
(916) 427-4347

## Program 2.5.c

### Public law 99 program

#### Nature and purpose

Repair of flood control works, including shoreline protection devices, damaged by flood or unusual storm. Flood control works must have been adequately designed and properly maintained. Program does not give grants for local repair work; assistance is in the form of work done by the U.S. Army Corps of Engineers.

#### Who can apply?

Units of local government.

#### For information, call or write

U.S. Army Corps of Engineers Los Angeles District 300 North Los Angeles St. Los Angeles, CA 90053 (213) 688-5640	San Francisco District 211 Main Street San Francisco, CA 94105 (415) 974-7066
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## Program 2.6.a

### Organization grants program

#### Nature and purpose

Grants of varying amounts for artistic programs, projects, or special events, which might include, for example, fairs or festivals on the waterfront. Grants are highly competitive and 100% organizational match is required.

#### Who can apply?

Units of local government or nonprofit organizations engaged in arts programming for the past three years..

#### For information, call or write

Organizational Grants Program  
California Arts Council  
1901 Broadway, Suite A  
Sacramento, CA 95818  
(916) 445-1530

### **Program 3.1.a**

#### **Resource enhancement**

#### **Nature and purpose**

Grants typically ranging from \$10,000 to \$300,000 for activities which preserve, restore, or enhance degraded or threatened resources such as wetlands, streams, and riparian corridors. Eligible activities include technical assistance and planning, land acquisition, lot consolidation, and construction of improvements. Projects must address coastal or San Francisco Bay resources.

#### **Who can apply?**

Units of local government and nonprofit organizations.

#### **For information, call or write**

Executive Officer  
State Coastal Conservancy  
1330 Broadway, Suite 1100  
Oakland, CA 94612  
(415) 464-1015

### **Program 3.1.b**

#### **Cooperative projects with local government**

#### **Nature and purpose**

Grants typically ranging from \$10,000 to \$500,000 for acquisition or improvements which preserve wildlife habitat or provide recreational access for hunting or fishing. Acquired land is conveyed to the Department of Fish and Game; for improvements, local government must give the State a 25-year proprietary interest in the land needed for the project.

#### **Who can apply?**

\* Units of local government.

#### **For information, call or write**

Wildlife Conservation Board  
1416 9th Street  
Sacramento, CA 95814  
(916) 445-8448

### **Program 3.1.c**

#### **Environmental license plate fund**

#### **Nature and purpose**

Grants of widely varying amounts for a variety of projects including acquisition and restoration of natural areas, enhancement of resources, protection of wildlife habitat, environmental education, and purchase of property for parks or accessways. Legislative approval for each grant is required.

#### **Who can apply?**

Units of local government, University of California, private research organizations.

#### **For information, call or write**

The Resources Agency  
ELP Fund  
1416 9th Street  
Sacramento, CA 95814  
(916) 323-1971

### **Program 3.2.a**

#### **Water quality planning (205j program)**

#### **Nature and purpose**

Grants of varying amounts to assist local governments in planning ways to solve water pollution problems. Some local match is required.

#### **Who can apply?**

Units of local government.

#### **For information, call or write**

State Water Resources Control Board  
901 P Street  
P.O. Box 100  
Sacramento, CA 95801  
(916) 445-7971

### **Program 3.2.b**

#### **Clean water grants**

#### **Nature and purpose**

Joint state-federal grants between \$200,000 and \$400 million to help finance municipal wastewater treatment facilities. Federal share of each project is 55%, state share is 12.5%, and local funds make up the remainder. Recently passed Proposition 25 reduces the local burden even further by making low interest loans available for another 12.5% of the project cost.

#### **Who can apply?**

Units of local government.

#### **For information, call or write**

State Water Resources Control Board  
901 P Street  
P.O. Box 100  
Sacramento, CA 95801  
(916) 445-7971

### **Program 3.2.c**

#### **Pollution control bonds**

#### **Nature and purpose**

Tax-exempt bonds to finance up to 100% of the cost of private pollution control projects. If the pollution control equipment provides an economic benefit to the firm, the loan will only cover the remainder of the project cost after the value of the benefit is subtracted. Program is especially appropriate for industrial firms which have received orders to abate their discharge.

#### **Who can apply?**

Private firms and nonprofit organizations.

#### **For information, call or write**

Pollution Control Financing Authority  
915 Capitol Mall, Room 280  
Sacramento, CA 95814  
(916) 445-9597

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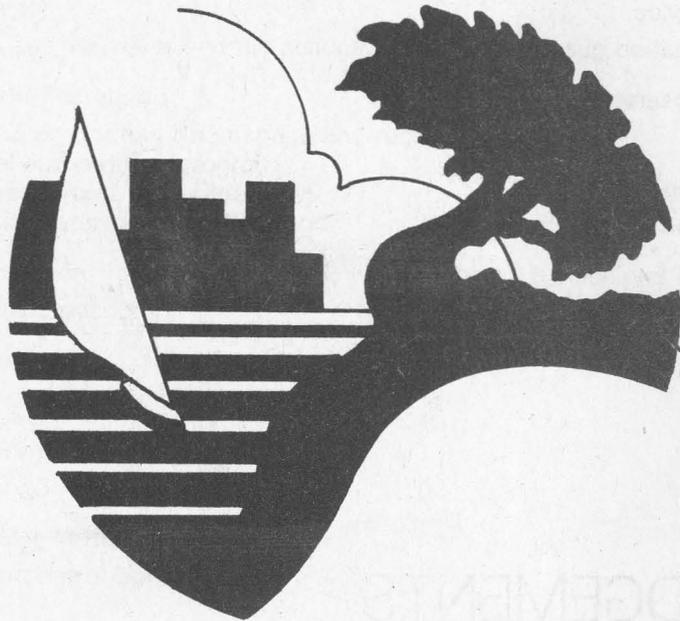
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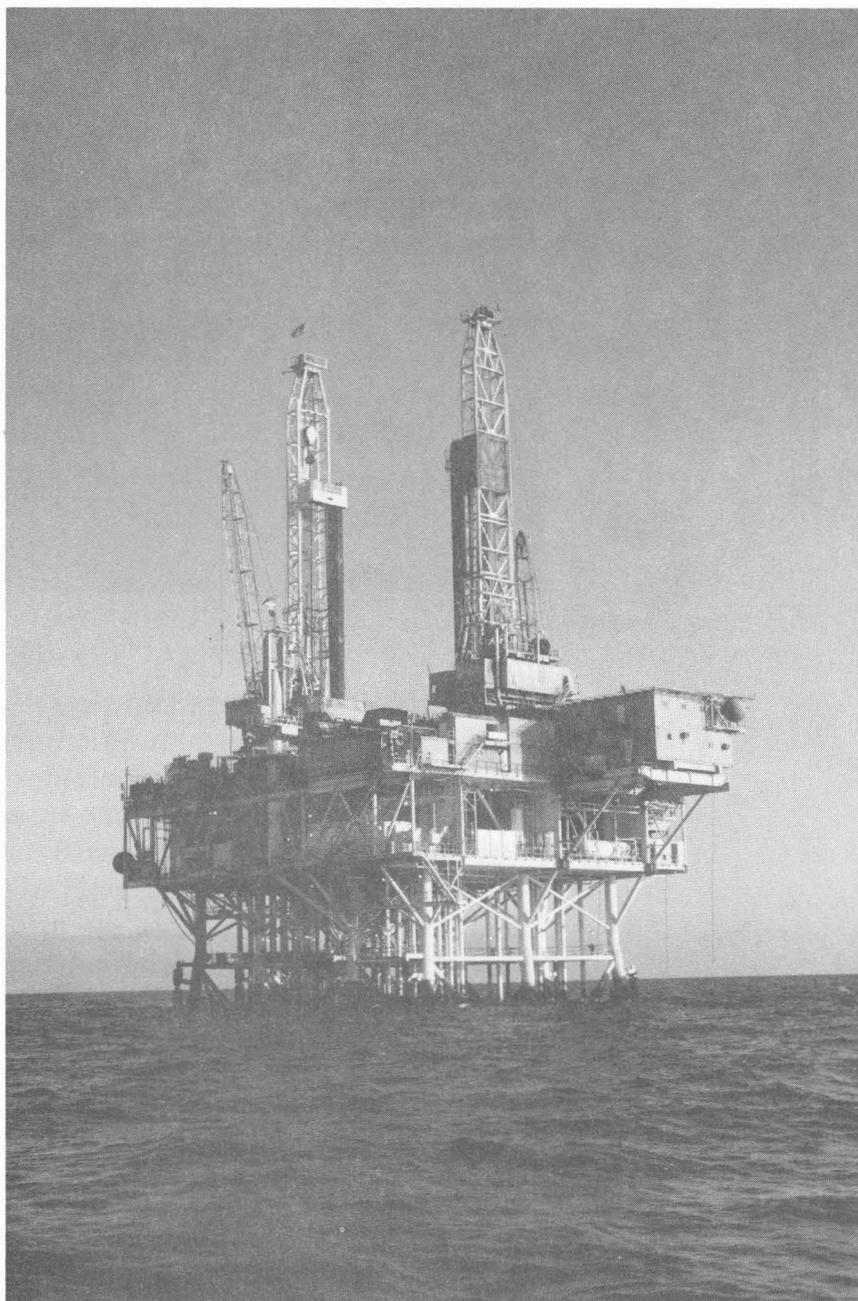
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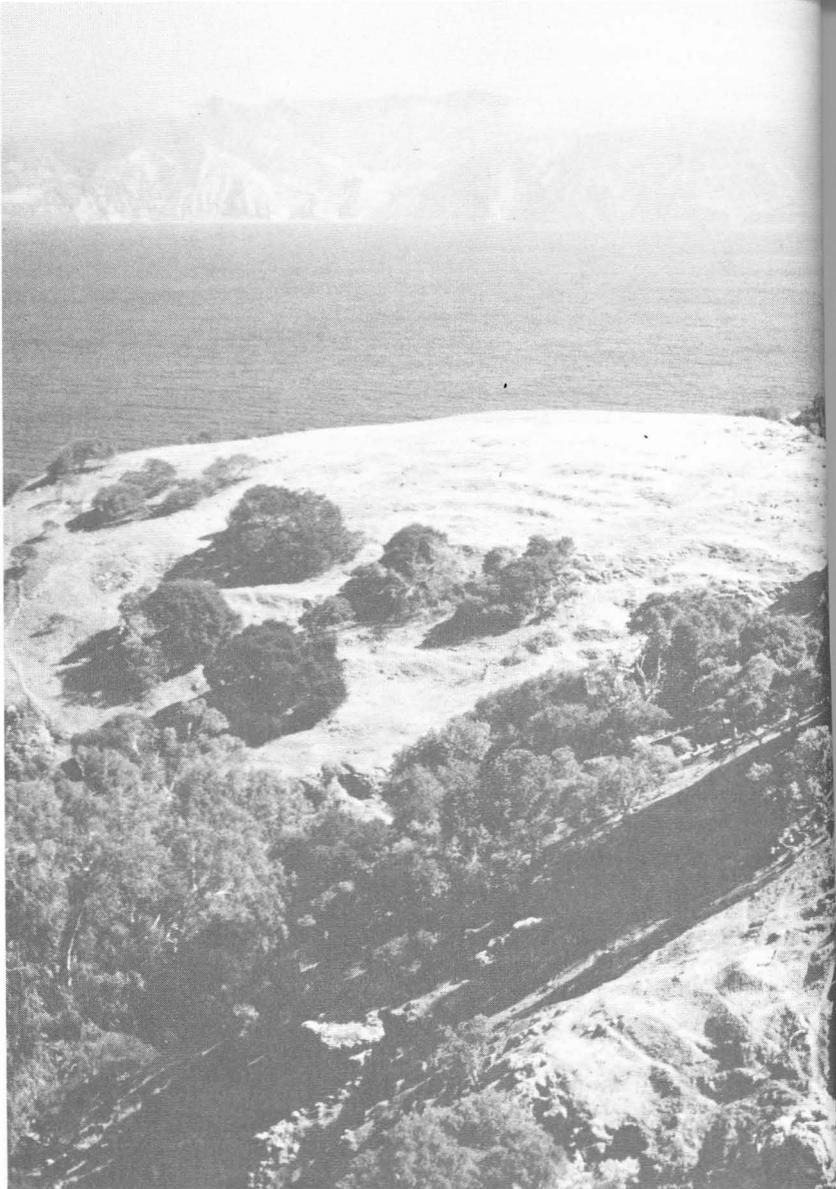
We have drawn much of our information from direct contacts with administering agencies, and the individuals who have generously provided this information are too numerous to list here. We have also relied on existing catalogs, most notably the *Catalog of Federal Domestic Assistance*, published by the federal government; the *Federal Funding Guide*, published by Government Information Services of Arlington, Virginia; the *Funding Resource Guide*, published by the California Department of Commerce; and *State Funding Sources Related to Parks and Recreation*, published by the California Department of Parks and Recreation. Also helpful, but out of date, is *Reviving the Urban Waterfront*, a joint publication of the National Endowment for the Arts and the Office of Coastal Zone Management.



# Must Oil Development Be Ugly?

*by William Travis*





**I**t is difficult to single out one stretch of the California coastline as the most beautiful, but the Santa Barbara Channel coast has to be a leading contender in this contest. The towering Santa Ynez Mountains form a dramatic backdrop that contrasts with the lush growth between the mountains and the sea. The plant life, in turn, is skillfully used to showcase the many beautiful structures, accent and enhance the mundane ones, and hide the rest. Santa Barbara's rich and colorful history is revealed through its architecture, with the history lesson both recorded and amplified by strict design standards that allow purveyors of fast food, gasoline, and alcohol to be gracefully folded into Santa Barbara's charm. To

*Editor's Note:* In the next issue of *California WaterfrontAge*, the Western Oil and Gas Association will present its perspective on these issues.



add interest and mystery, the Channel Islands loom out of the sea one day, fade into the mist the next, but mostly hang like a faded Japanese watercolor stretched across the horizon.

And just when all the charm, beauty, history, and mystique begin to feel as heavy as pizza with chocolate syrup, the Santa Barbara coastline opens up its bag of visual tricks. For novelty alone, it's hard to beat a section of a north-south coastline that runs east and west. Traveling north on Highway 101 can take you south, and when you think you're looking west because you're gazing out to sea, you'll find the sun setting behind a bush over your right shoulder. Culturally, Santa Barbara matches its physical beauty by being either the most sophisticated and northernmost settlement of southern California or a colony of northern Californians who have found that live theater does not need fog to sur-

vive. And on a warm afternoon during the fiesta, if you look far off into the golden foothills, you can still see vaqueros riding among the oaks. Some of them are retired Hollywood actors who have taken on other jobs to fill their time; but the visual impact is still moving.

The Santa Barbara Channel has another visual component that is both powerful and troubling: offshore oil platforms. Twenty giant structures are spotted throughout the Channel. Another ten or more may be added over the next decade. Despite the fact that offshore oil drilling began in the Santa Barbara Channel almost 90 years ago, the platforms still seem to be unwelcome intruders that just don't belong in so lovely a place.

Dealing with the aesthetics of offshore oil drilling is not a popular subject for rational and analytical planners who prefer to rely on data for solutions to problems. Beauty is both intangible and unquantifiable, so it seldom finds its way into analytical decisions. In contrast, the decision to erect a platform is based entirely on hard analytical data. The platform is there because, as the oilmen say, "That's where the dinosaur died!" So, on the one hand, we are faced with undeniable facts: we need more oil, and the oil is located off the shore of California. On the other hand, we find emotional, but strongly held, reactions: the California coastline is beautiful and offshore oil platforms aren't. Our emotions tell us that oil platforms don't belong offshore, but our rational analysis tells us that more of them will inevitably be there.

Despite this apparently sound analytical conclusion, there is an increasingly strong public opposition to offshore oil and gas drilling. A recent Field poll found that the majority of Californians now oppose offshore drilling. In dealing with the planning and regulation of energy activities along the California coast, I have found that this opposition is based largely on the widely held perception that offshore platforms are just plain ugly. The oil industry and government regulatory agencies tend to focus on problems such as oil spills, air pollution, conflicts between fishing and oil drilling, protecting marine mammals, and other tangible problems that come with offshore drilling. Yet, when I talk with people about offshore oil, their first (and usually only) reaction has to do with the appearance of offshore platforms. They ask if there isn't some way that the platforms can be put underwater. Never mind that few of the problems we analytical types deal with would be solved by

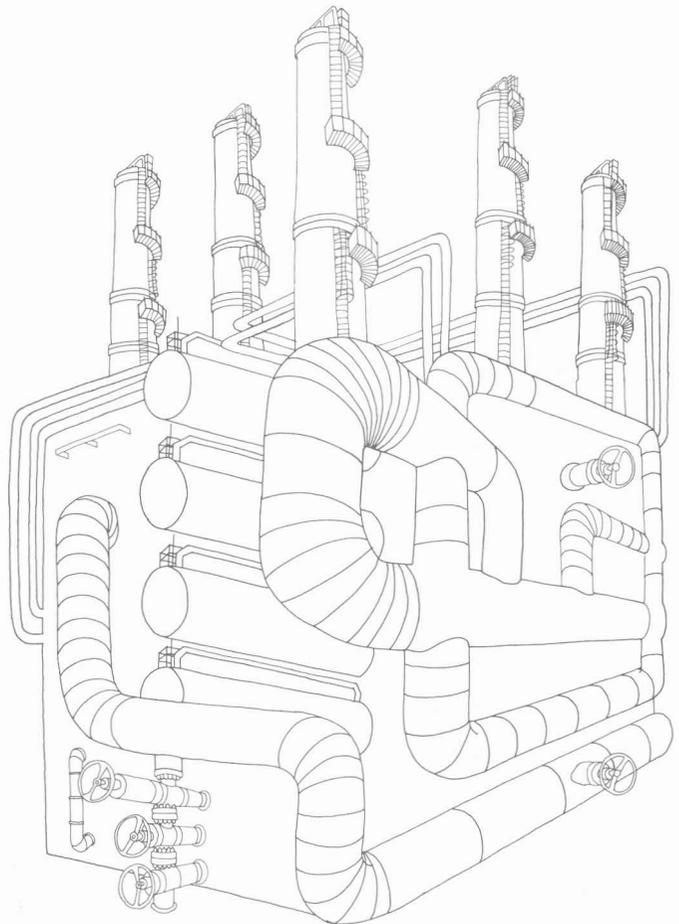
so-called "subsea completions," and that some of the dangers of oil drilling would be exacerbated. The people just don't want to have to look at those things off their coast.

The power of the public's adverse reaction to the appearance of offshore platforms has been seen in the political arena. Last year, when Congress was debating whether to allow the U.S. Department of the Interior to lease offshore areas north of Morro Bay for oil exploration, the opponents of the leasing talked about the need to protect the sea otters, the difficulty of cleaning up oil spills, and problems oil drilling would cause to local fishermen. The Interior Department and the oil industry talked about energy independence and reducing the federal deficit. The deal seemingly offered was that in return for accepting a few environmental risks, the United States could avoid reruns of both the Great Depression and sending the Marines to the Middle East. The debate was at a stalemate until the opponents unleashed the revelation that oil platforms north of Morro Bay would be visible from Hearst Castle. To Congress, that seemed to sound almost as bad as drilling in the reflecting pool in front of the Washington Monument, and Interior lost the round.

To understand why so many people despise the appearance of offshore platforms and why this emotional reaction evokes such powerful convictions, we have to look at both the psychological and cultural bases of our aesthetic judgments. The sea is, obviously, a powerful element in our visual world. It is the flat, boundless, glimmering surface that contrasts so vividly with the rugged land mass we live upon. Unlike the land which can be cleared, graded, planted, and paved, the sea is too powerful to be subjected to the whims or alterations of mankind. The sea is where the curb cuts, billboards, and other elements of our urban landscape stop, and nature takes full control of what we see.

Visually, the sea is both comforting and awesome; it's nice to look at it and know that we can't change it, but it's also humiliating to realize that we can't. With these emotional underpinnings for our feelings about the sea, it is easy to understand why a structure on the ocean's surface is seen as such an aesthetic violation. Suddenly it seems that the sea can be changed, that it can be defaced, and that one day we will find that urban America stretches to the horizon in all directions leaving nothing natural to gaze upon.

While any structure that permanently blemishes the ocean's face will be a visual intrusion, our culture has taught us that an oil platform will be a visual blight. An oil platform is, after all, an industrial structure, and we have learned by seeing them that industrial structures are messy, gray, noisy, cluttered, and dangerous places. They are surrounded by chain link fences and inhabited by people who must wear hard hats to protect their soft skulls from the junk that falls from the sky within the fenced area. Industrial structures are never allowed in nice neighborhoods. This preconception of what an industrial building should look like is shared by designers. Even when some component of an industry is safe, clean, and quiet, it is typically designed to be utilitarian, cheap, and tasteless, as if industrial workers and passers-by deserve no better. So when we see an industrial building from afar, we have been conditioned to expect that, at best, it is a totally unpleasant place, devoid of aesthetic excellence and, at worst, it is foul and dangerous.



A view of the open sea gives us deep psychological pleasure. A view of an industrial object causes conditioned distaste. Is it any wonder that an industrial structure like an oil platform on the open sea causes such distress? The platforms assault our senses and offend our deeply held beliefs as to what belongs where in our world.

My friends in the oil industry pooh-pooh all of this as "touchy-feely mumbo-jumbo." They contend that a platform is visually no more objectionable than a passing ship. (Critics liken them to permanently moored battleships.) They point out that their platforms represent the cutting edge of industrial technology. The safety record on the platforms is remarkably good. Marine life teems among the platform legs, and sea lions lounge on nearby buoys. All of this has been apparent to me each time I have visited a platform. While the platforms are noisy, they are also fascinating. Each is carefully and cleverly designed to make the most use of the limited space. They are surprisingly clean, the crew accommodations spartan but pleasant, the food plentiful and delicious, and the staff well-trained.

Since I have had these first-hand experiences, I have noticed that my initially negative reaction to seeing an oil platform offshore has been dampened. I no longer think of a platform as a sinister symbol of the Seven Sisters, but as yet another indicator of society's technological acumen. I still have grave concerns about many elements of drilling offshore. I still do not believe that we can so completely trust technology to solve everything that we can open up all of the majestic California coastline to oil exploration as the industry would like. But the sight of an offshore platform by itself no longer makes me nauseous.

The change in my attitude is probably typical of what would happen to most anyone given the opportunity to visit an offshore platform. Taking someone backstage, whether in a hospital operating room, a diamond cutter's workshop, or the flight deck of an airliner, sparks his or her interest and through special knowledge lends a warm feeling of superiority. Humans delight in increasing their knowledge about the world around them, and once they understand more about the complexities and subtleties of a subject, the harder it is for them to take extreme views on it. This is why corporations have found that despite the cost and inconvenience of accommodating public tours of industrial facilities, such

tours make good public relations sense. The tours, whether they be of automobile plants, lumber mills, or bakeries, give the manufacturer the opportunity to show how clean, clever, and careful he is. In turn, the public comes away with a greater appreciation for the product they've seen being made. Each year while I was in grade school, we visited the local Coca-Cola bottling plant. I didn't like Coke then, and I still don't. But I was always impressed with how clean their bottles were.

If my experience is any indicator of what might happen to the public in general if it knew more about the workings of an offshore platform, a tremendous opportunity exists for the oil industry to dampen the public's negative attitude toward the appearance of offshore oil structures.

Obviously, it's not possible to allow general public tours of offshore platforms. However, this will not be necessary if the industry responds creatively and positively to another problem that is coming about because of increased oil production off the shore of Santa Barbara County.

**T**he problem is where to put the onshore industrial facilities that will be needed to transport, process, and store all the oil that will be drawn out of the earth from those new offshore platforms. Oil production from discoveries offshore Santa Barbara County is expected to increase from the present 80,000 barrels per day to 500,000 barrels per day by the early 1990s. To handle this 600 percent increase, the oil industry has proposed to build three tanker terminals, two major oil storage facilities, three huge processing plants, three pipelines, a supply base, and a number of expansions of existing facilities. Some of these are competing proposals, so not all of them are needed or will actually be built. But unless great care is taken, there is reason to fear that the Santa Barbara County coastline's magnificent beauty may be transformed into a sprawling industrial complex over the next several years.

To avoid this happening, the California Coastal Commission and Santa Barbara County are insisting that the necessary facilities be consolidated rather than scattered helter-skelter along the coast. This approach is being greeted with some skepticism by the oil industry. While individual companies support the concept of consolidation, each prefers that the consolidation take place on the site most convenient to its own offshore

operations and on land owned by that company. The oil industry is, after all, made up of many separate companies, which do not always have common interests. One of the things they do have in common is a distaste for situations where another of their competitors has a long-term advantage in a market transaction. Such a situation arises when one company owns the land or facilities that must be used by another to store, process, or transport its oil. Nobody likes it when the landlord raises the rent. And when oil company A is locked into using land or facilities owned by oil company B, oil company A faces two options: pay the higher rent or resort to rent control—i.e., government regulation of rates. The second option is not readily embraced by an industry that strongly prefers settling its disagreements in the marketplace. If facilities are fully consolidated, one company will be the landlord and all the rest will be tenants. The odds of any one oil company ending up as the privileged landlord are not very great, so the industry pretty much shies away from this poker game. Instead, each company is trying to gain approval for the facilities it needs at the location of its choice, while offering lip-service to the goal of consolidation by agreeing to allow other companies to “co-locate” on adjacent land.

There are other problems that come with consolidation. Air pollution from oil facilities can be significant. When too many pieces of equipment are put too close together, air pollution “hot spots” that violate air quality standards can result. Consolidated facilities also require a lot more space than smaller individual company sites, often making it necessary to grade and alter natural landforms extensively. Numerous oil facilities already exist along the Santa Barbara coastline. Consolidating the needed new facilities, rather than expanding the existing sites, will be more costly to the oil companies and, they argue, to their consumers. Under total consolidation, many of the existing facilities would have to be phased out. Legal, economic, safety, and environmental problems accompany efforts to get rid of existing industrial facilities.

Why, with all these problems, are the government planning agencies pushing so hard for consolidated on-shore oil facilities? Largely to achieve one goal: retaining the visual character of Santa Barbara County.

To accomplish this goal, the planners have decided that since oil facilities will inevitably be ugly, it is better

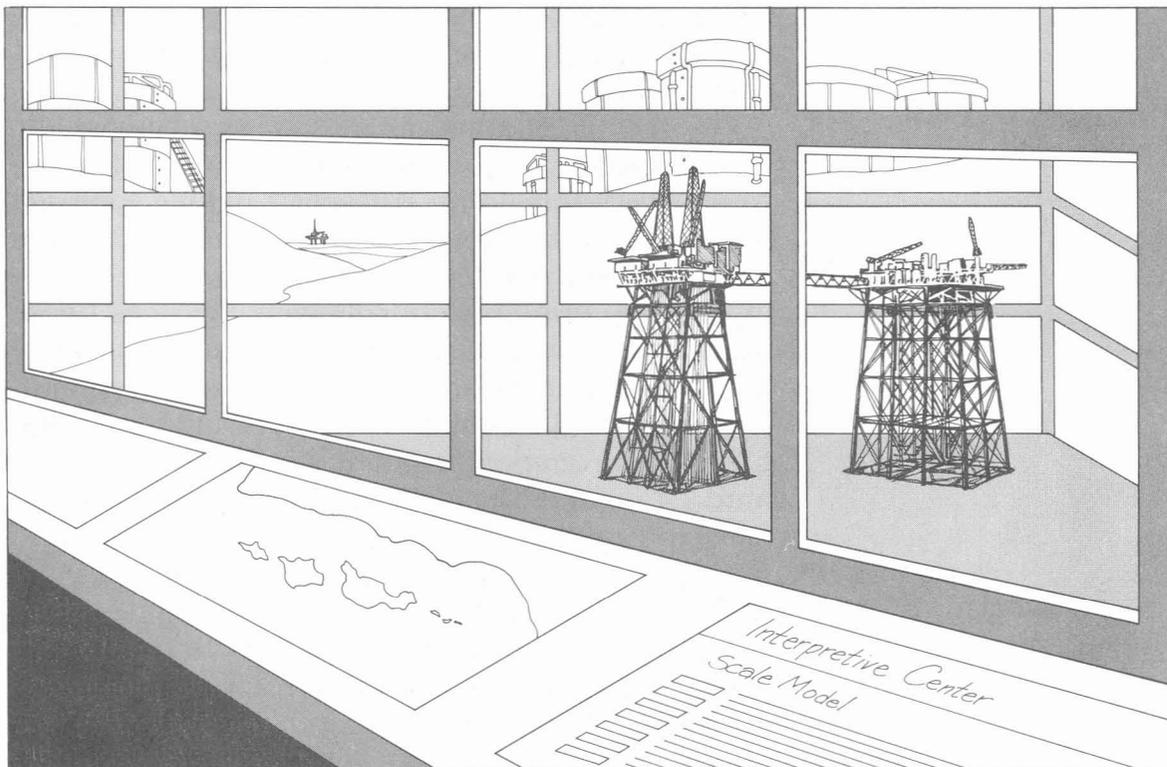
to have one big ugly development than a lot of smaller ones littering the landscape. The other advantage of a single facility is that it can be hidden in a canyon—if we are willing to allow considerable alteration of the landforms within the canyon. This has not been found to be an unreasonable price to pay for protecting the beauty of the rest of the Santa Barbara County coast. Therefore, Las Flores Canyon has already been dedicated to housing gas-processing facilities, and adjacent Corral Canyon has been offered up as a sacrifice to hold the massive storage tanks and processing facilities needed to handle the increased oil coming from the Santa Barbara Channel.

On balance, I believe this approach being used to deal with the aesthetics of oil facilities in Santa Barbara County is sound. The facilities should be hidden, if this is possible, while they accomplish other necessary safety, environmental, and economic objectives. The problem is that not all the facilities can be hidden in canyons. Even with extensive grading, Las Flores Canyon and Corral Canyon together cannot accommodate all of the proposed onshore energy facilities. To do so, as one oil company has suggested, virtually everything natural in the canyons would have to be devastated, including the sensitive canyon headlands. Therefore, some of the oil facilities will have to be located on the coastal beach where they will be visible from Highway 101, AMTRAK, public beaches, and developed communities.

The most commonly mentioned location for such facilities is Gaviota, where an oil processing plant, pipeline terminus, storage tanks, supply base, and tanker terminal have all been proposed. In designing these facilities, the oil industry seems to have accepted the view that their development will be unattractive. So they have tried to resort to tricks to make it seem that the facilities will be almost invisible. They explain that when traveling on Highway 101 at 55 mph, their facilities will only be visible for a few seconds. (If this approach were valid, no attention at all need be given to design if we can just keep people moving fast enough!) The oil companies provide drawings in which lush trees that will somehow grow to great heights over the next few years are conveniently located between the viewer and each tower, tank, and pipe. (This approach is a direct contrast with the previous one since it requires the observer to remain stationary; moving a few feet—at 55 mph or any other speed—will bring all the facili-

ties into clear view between the trees.) Other techniques involve fences, berms, and “natural colors.” (Apparently a green pump is supposed to look like a pump-shaped bush and a beige pump is supposed to look like a pump-shaped rock.)

While these techniques are amusing, they indicate that the oil industry is unwilling to take the more forthright approach of trying to design attractive oil facilities that don't have to be hidden. Doing so is no easy task. Yet if a bold approach is taken, the creation of an attractive onshore oil facility along the Santa Barbara County coastline not only would be an architectural contribution in its own right, but also could be used as part of a broader effort to change the public's attitude toward offshore oil platforms. To accomplish this, the industry should incorporate their onshore facilities into the development of a Santa Barbara Channel energy interpretive center, designed to demonstrate that industrial development can, in fact, be handsome. The facilities should also be designed to accommodate public tours and should include a large working model of an offshore oil platform.



To accomplish all this successfully, I urge the oil industry to consider employing the following four principles in designing onshore facilities along the Santa Barbara County coastline.

First, *if* a facility must be developed along the coast where it will be clearly visible from Highway 101, the sponsoring oil company should acknowledge that a unique—and more costly—approach will be pursued so that the facility will be a masterpiece of industrial architecture.

Second, the facility should be designed so that in addition to being extraordinarily attractive, it is accessible for tours to offer the public an opportunity to learn how the facility works and why it is necessary.

Third, working with the industry as a whole, if possible, or alone if necessary, the sponsoring company should incorporate an interpretive facility into the design of its industrial complex so that geology, exploratory drilling, and other elements of petroleum can be explained. A large scale model of an offshore platform should be the cornerstone of this exhibit.

Fourth, a team of the best architects, sculptors, industrial engineers, theme park designers, landscape architects, interpretive specialists, and educators should be drawn together to work with the project engineers at the outset of the project design. The design team should be offered considerable flexibility and economic support in achieving their goal of creating the most attractive oil operation in the world.

This innovative approach is necessary because the Santa Barbara County coastline is a unique and unsurpassed visual treasure. It demands a unique approach and uncompromising quality in onshore oil facilities located in highly visible areas. Moreover, the oil industry stands to gain much by following the steps I have suggested. By designing an attractive onshore industrial facility, the industry can demonstrate that it is responsible and a good neighbor. A well-designed industrial complex can temper the public's negative reaction toward industrial projects in general and offshore oil platforms in particular. Opening the facility to the public will show that the facility is safe, and will increase the public's understanding about the petroleum production process. Incorporating a visitor center into the complex will offer the industry the opportunity to explain why it must locate its operations in the Santa Barbara Channel and what those operations accomplish.

My candidate for the location of such a project is Gaviota *if* it is concluded that it is necessary to have additional facilities there. Gaviota is a visual gateway for travelers into the Santa Barbara Channel area. As such, it is a natural stopping place to learn about the Channel oil operations. The facilities proposed at Gaviota will be highly visible and intrusive under any circumstances, so it is essential that they be well-designed. Because a state park with camping facilities adjoins the industrial site, an opportunity exists to create a joint public-private recreational and educational facility. Finally, Chevron—one of the proponents of facilities at Gaviota—has demonstrated that it has the imagination and courage to undertake the difficult venture I have put forth.

In response to my question “Must oil development be ugly?” I am convinced the answer is clearly “No!” But designing an attractive oil complex will not be easy, and, in fact, the attempt itself will not be without controversy. The Pompidou Museum in Paris, which to some looks like an oil refinery, is not without its detractors. Why then should an oil facility that is of museum quality be loved by all?

But it’s worth the try. In fact, it would be irresponsible to shirk the attempt. The beauty of the Santa Barbara coastline is a precious national treasure. If the oil industry cannot rise to the challenge of erecting structures that respect and complement the grace of this area, perhaps those who contend that there should be no further oil development along the Santa Barbara County coast are, indeed, right. □

William Travis is the deputy director of the California Coastal Commission, where he is responsible for regulating energy development. He holds degrees in architecture and planning, and has served as the San Francisco Bay Commission’s urban design advisor. He has also worked in advertising and public relations, and was a consultant in the planning for Disneyworld. The views expressed are those of Mr. Travis; they do not represent the position of the Coastal Commission. Madge Caughman, Senior Graphic Artist at the California Coastal Commission, provided the illustrations.

# BOOK REVIEWS

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## Regulatory Verdict

*Can Regulation Work? The Implementation of the 1972 California Coastal Initiative.* Paul A. Sabatier and Daniel A. Mazmanian. Plenum, 1983. \$35.00

The authors ask an important question and answer in the affirmative. Unfortunately, there are too many problems in the conception and execution of their case study to make the answer convincing.

The 1972 Coastal Initiative was a controversial state ballot measure that took land use control along the coast temporarily out of the hands of local governments and gave it to a set of coastal commissions. The commissions—one state and six regional—had four years to protect the coast from unwanted development, while they prepared a plan for permanent protection of the resources. Not surprisingly, the plan as written by the state commission proposed to extend the life of the commission, but to divide its power with local governments. The California legislature remolded the state commission's plan into the 1976 Coastal Act, which now governs coastal development.

The fundamental problem with the authors' case study is that the time period is too brief. The authors concentrate on the four-year record of the original commissions, especially their permit record. But the primary purpose of the commissions was to develop a scheme of *permanent* coastal protection. The 1972 commissions must therefore stand or fall on their legacy, the state-local power sharing arrangement which is still being defined. We do not want to know whether coastal regulation can work temporarily, but whether its successes can be institutionalized. The authors try to address this question in a brief "epilogue" chapter, but the analy-

sis is too scanty and already too obsolete to be of much value.

The authors are primarily concerned with testing their theory of implementation, which consists of six conditions for carrying out a statute effectively. Those who are unfamiliar with the methods of social science may be surprised by how much of this "conceptual framework" is just old-fashioned common sense. Thus the authors correctly stress that effective regulation depends on, among other things, a clear and coherent legal mandate, organized public support, and good leadership.

In succeeding chapters, the authors examine the implementation of the Coastal Initiative in light of their theory. The picture they draw of the implementation process is misleading, however, because it tends to confuse decisions made on paper with actual results. Ordinarily the commissions did not deny development proposals, but approved them with conditions designed to "mitigate" their adverse impacts. The approval with conditions frequently set off a long and complicated chain of events, sometimes involving numerous agencies, which much later *might* end in the desired mitigation. The reader comes away from the book with very little notion of what this chain of events involves. The authors have a 60-page chapter on permit decisions, but only a 20-page chapter on the impacts of those decisions. Therefore, when they summarize the accomplishments of coastal regulation, they inevitably end up summarizing decisions rather than results.

The authors are aware of the complexities in providing public access to the coast, but not until the very end of the book do they give a brief outline of the steps involved in opening a public beach. This is too little, too late. The reader who wants to know why some beaches are opened despite political op-

position and why others remain inaccessible where there is no opposition will be disappointed. Moreover, the authors provide nothing even comparable for the host of other land use issues besides access: wetlands management, transfer-of-development credits, agricultural preservation subsidies, lot consolidation, and so forth. Most of these programs make the provision of access look simple.

It is a shame that the book deals so superficially with how things actually get done, because the ability of government to follow through on its decisions—to make the leap from paper promises to finished projects—will increasingly shape the future of the coast. The legacy of the 1972 Coastal Initiative is not strong state land use control, but an assortment of complicated programs to help local government protect resources and let the public enjoy them. The verdict is still out.

—Kirk Savage

## The Storm

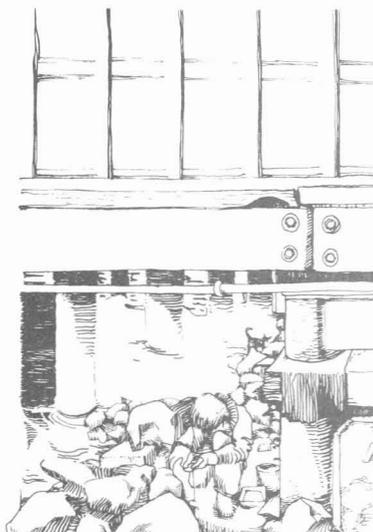
*Coastal Design: A Guide for Builders, Planners, and Homeowners.* Orrin H. Pilkey, Sr. et al. Van Nostrand Reinhold, 1983. \$25.50.

This book could be renamed *The Eroding Edge: Where Debris Meets Sea*, or given some other frivolous title to allure the general reader. Yet, despite its unassuming title, the book provides the layman with a clear and uncompromising assessment of the problems and requirements involved in building on the shoreline. The message is simple: "It is better to work with, rather than against, nature."

The authors unfold this theme in a series of chapters that outline appropriate site planning for coastal development, construction guidelines for new homes, structural improvements and modifications to improve the safety of older homes, design considerations for

the mobile home, and safety factors to be considered for multistory buildings. Each chapter provides an assessment of typical problems and offers design solutions that are both practical and well-illustrated. The authors make extensive use of checklists as a method of highlighting important factors to consider, for example, when designing a wood frame house for a shoreline site. Similar checklists are provided for masonry construction, roofing and siding, and utilities. These checklists by no means exhaust all the specific factors that a builder or homeowner may need to consider for any given site, but they will provide guidance to those prudent enough to recognize potential problems and patient enough to invest their time before the problem arises.

Of particular interest to planners are the checklists for siting a beach house in coastal regions. These checklists, for the New England shoreline, the Barrier Islands, and the Pacific coast, provide a comprehensive approach to site evaluation. The approach is, perhaps, beyond the means of the average beach homeowner, but it could—and should—be used by local planning and zoning departments to evaluate shoreline sites for redevelopment or new construction.



Each chapter is illustrated with drawings and photographs giving examples of problems and their solutions. The watchword is common sense, and the many photographs of structures built without it lend the authors' warnings a certain trenchancy. Sifting through these practical chapters, the reader is lulled into a sense of hope—even assurance—that life on the shoreline can be made secure by following sensible development practices. Then comes Chapter 8: THE STORM.

As the authors tacitly acknowledge, there is no real protection from the big storm, even with the best development practices. In the end, the Biblical injunction against building on the sand comes back to haunt us. Nevertheless, the authors remain true to form and provide us with a hurricane checklist, including even a suggested food stock for a family of four in the event of severe conditions. Again the warning is clear, but the only solution is to evacuate or hold on tight.

For those who can cope with the anxiety of THE STORM, this book offers many useful suggestions that would make shoreline development more secure. The only minor criticism of this book concerns its packaging. It might be more profitable and more practical if it were published as a paperback handbook with detachable checklists and design charts with blank spaces for notes and calculations. At a lower price and in a more useful format, the book might find its way into many more households where its message should be heard.

—Tom Mikkelsen



## Waterfront Primer

*Urban Waterfront Development.* Douglas M. Wrenn. Urban Land Institute, 1983. \$37.00.

The Urban Land Institute has produced another intelligent and informative primer on land development, this time focusing on urban waterfronts. There are several reasons for having a development manual geared specifically to urban waterfronts. The evolving role of the waterfront in city life deserves special attention and understanding. In practical terms, waterfront sites differ from land-locked sites in the kinds of drawbacks, amenities, and regulations developers are likely to encounter. In general, development on urban waterfronts is more complicated but potentially more rewarding than more typical land development.

The core of the book is a set of twelve case studies of successful urban waterfront projects. The case studies are clearly presented and well chosen to illustrate specific lessons. A major theme which emerges from these lessons is the importance of good management in both the public and private sectors. Unlike the case studies in other ULI books, most of the waterfront cases involve public-private partnerships. The private developer had a guiding vision to keep the project on track, and the public authorities consolidated the planning process to reconcile competing interests. The cases show that good management must continue even after the project is finished; the unglamorous but crucial job of operation and maintenance is often neglected, to the detriment of the public and investors alike.

It is disappointing that the case studies include no unsuccessful projects. In most of the cases mistakes were made, but none of the projects failed to meet their main objective. The inclusion of failures might seem gloomy, especially in a time when we are always told to look on the bright side of things. However, the fact remains that projects do get derailed, and there is no better way

to avoid failure than to show how it happens. A few examples of failure would put the book's analysis of successful techniques into better perspective. This might especially help the smaller, less sophisticated cities seeking to be partners in waterfront development. The ULI's focus on "winners" reminds us that this book is not just a manual but a promotional piece.

The only case study from California covers the Embarcadero in San Diego. Local governments and developers in other parts of the state may wonder how much of the San Diego experience will apply to them. San Diego County has a unified port district with land use authority and financial power. The case study concludes that the Embarcadero's success can be largely attributed to the port's institutional strength and managerial skill. In areas without comparable institutions, development interests may have to look for other ways to establish effective management of the waterfront.

The case studies are preceded by interesting chapters on the historical importance of the urban waterfront, the physical and political constraints on waterfront development, and development strategies. This last chapter offers a highly sophisticated discussion of the various ways to organize a "development entity" and structure a project. Following the case studies is a final chapter on development issues and trends. This is the only part of the book which deals with questions of social value, such as what uses are appropriate on the waterfront and what public benefits the development should provide. Some readers may disagree with a few of the chapter's conclusions. For example, the author argues justifiably that uniform requirements for public access can be counter-productive. From this sensible premise the author makes the debatable conclusion that developers should not be required to provide public access where it does not already exist; instead they should be given incentives. The conclusion is all the more questionable since waterfront developers usually

benefit from substantial public investment. Here the ULI reveals its anti-regulatory bias, which should come as no surprise to readers of the Institute's other distinguished publications.

—Kirk Savage

*Editor's Note:*

Of the writer one can at least say that he has enslaved himself—by the theme selected. The critic is in a worse position: as the convict is chained to his wheelbarrow, so the reviewer is chained to the work reviewed. The writer loses his freedom in his own book, the critic in another's.

—Stanislaw Lem in *A Perfect Vacuum: Perfect Reviews of Non-existent Books*

Having already lost my freedom by preparing *The California Coastal Access Guide*, I seek further enslavement by reviewing it. But the Guide is not non-existent. So to convolute this dubious literary tradition, the following fictitious book review is submitted by a knowledgeable commentator of the past.

## **Ye Coastal Access Guide**

*The California Coastal Access Guide.* California Coastal Commission. University of California Press, 1983. \$8.95

The shore of Nova Albion is inhabited by strange and diverse peoples. Some of the inhabitants live in large and grand houses built so near the sea that I fear they will not survive even one winter of storms. Others live far away from the sea, but frequently go there to perform bizarre rituals which may have religious meanings, yet in any case appear quite reckless.

On all but the coldest of days, masses of these peoples line up on the shore, make themselves naked, anoint one another with perfumed oils and ointments, then prostrate themselves in the sand under the sun. The dementia such behaviour causes is most plainly perceived when they, in their nakedness, walk into the sea, even to stand upon small planks floating on the most violent waves. My first mate reported that he saw a group numbering some three men and two fe-

males, each with small metal barrels attached upon their backs, descend below the surface of the water for some thirty minutes before returning to shore. A popular sport, which few do but many observe, is jumping off cliffs while wearing wings. They do not use wax but affix themselves to these wings with ropes and wire which appear to be like a horse harness.

Many of these strange creatures carry a practical book with maps, drawings, and pictures prepared by a tribal body called the "California Coastal Commission" and published by the "University of California Press." I have obtained a copy of this tome, not through tribal offices but in a common bookshop. Entitled the California Coastal Access Guide, it is said that 60,000 copies of its previous editions have been sold.

The Guide provides clear maps of the shoreline and directions for those inland natives coming to the shore for their rituals. I was able to learn about local customs, about the flora and fauna, and about the local taboos which unfortunately for my commission discourage the plundering of these treasures. Regrettably, the Guide fails to show the location of the Northwest Passage, but it does describe a very large Bay which I have not yet found, the entrance being often shrouded in fog. The Guide even explains this persistent fog which bedevils the coast and which has confounded our own expedition.

Future voyages to this beautiful and strange land in the name of Her Majesty will greatly profit from the information provided in this modest volume. Upon my return to England I shall urge the Clarendon Press at Oxford to prepare such a Guide to our own shore, for all Englishmen and for the benefit of these uncivilized new subjects.

—Sir Francis Drake

□

## Joe's Corner

*continued from page 3*

range of shoreline uses available to almost everyone more than offsets the clumsy grandiosity of the design. That great accessibility was due in large part to the fortunate coming together of a sensitive city planning director and a state regulatory agency—the California Coastal Commission—determined to require maximum public access.

It is the goal of this magazine to highlight those projects and techniques throughout the West which demonstrate these design goals, and which present a vision of the usefulness of urban waterfront restoration and the most effective strategies for achieving it.

This column is the first of a series. In future issues, we will attempt to set out some general standards for urban waterfront improvement, as well as offer critiques of specific waterfront programs past and present. We hope you enjoy *California WaterfrontAge!* □



## Aquarium

*continued from page 5*

Cannery Row has been embroiled in political controversy ever since the last of the canneries closed in the early 1970s. State coastal regulators fought for several years with local interests over how to redevelop the area. Now that four new hotels and one enclosed shopping mall are imminent, a local reaction against growth on the row has begun. The aquarium has escaped the controversy almost unscathed, except for the issue of parking. The aquarium provides no public parking, while it is estimated that 1,000 cars will visit every day. City parking officials are looking at several ways to ameliorate the problem, including the expansion of nearby city-owned lots. Some civic leaders are pressing for a trolley line connecting Monterey's downtown wharf, which has ample parking, with Cannery Row and the aquarium.

## Coastal Access Publications

Anyone interested in building accessways to the coast should consult *Designing Accessways: Coastal Access Standards Element of the California Recreation Plan*, a joint publication of the State Coastal Conservancy and the California Coastal Commission. The book is a valuable reference manual, giving specific guidelines, dimensions, and design criteria for stairways, trails, footbridges, and other facilities. The book also analyzes special problems such as erosion and handicapped access and offers solutions. This is the only design manual geared specifically to coastal access facilities. Copies are available in libraries and local planning or recreation departments.

An excellent companion book is *The Affordable Coast: A Citizen Action Guide to California Coastal Accessway Management*, which explains how accessways can be developed and maintained by volunteer groups. As government funds become increasingly scarce,

volunteer action will prove even more vital to coastal access, especially in the often neglected areas of operation and maintenance. Written for local governments, neighborhood groups, local land trusts, and other organizations, *The Affordable Coast* is a step-by-step guide, filled with numerous examples of successful programs. The book is available from the Conservancy.

## San Francisco Port to Modernize

A San Francisco ballot measure which passed on November 6, 1984 enabled the city's Port Commission to issue \$42 million in revenue bonds to finance an ambitious modernization program. The Port plans to carry out seven projects, the largest of which is a \$23 million conversion of an existing breakbulk terminal into a state-of-the-art container facility. Other projects will improve rail connections to the port, repair and expand certain piers, and improve shoreline protection works. Projects will be put out for construction bids early this year.



## New Ferries Offer Increased Speed

Two new high-speed ferries have begun operating in California waters on an experimental basis, offering the prospect of a new era in transportation. The *Harbor Bay Express*, a sixty-foot British-built hovercraft, carries fifty-four passengers on a fifteen minute trip across San Francisco Bay from San Francisco to Alameda. The other new craft, a seventy-two-foot catamaran christened the *Klondike*, has begun a tour of duty with the Red and White Fleet in San Francisco, ferrying passengers from Sausalito to San Francisco in half the time other crafts take. The Australian-designed *Klondike*, built in Washington state, spent the summer on the Long Beach-Catalina run operated by Catalina Cruises. The *Klondike* made the twenty-seven-mile journey in an hour and fifteen minutes, more than half an hour faster than the larger ferries operated by Catalina Cruises. Following its winter plying the waters of San Francisco Bay, the *Klondike* is scheduled to begin its permanent duties in Alaska under its owner, Columbia Glacier Cruises of Anchorage.

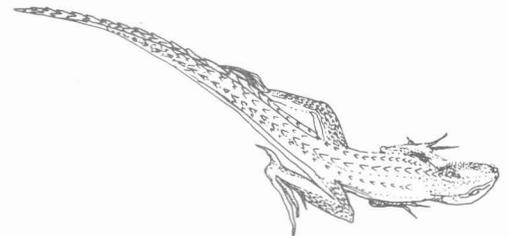
The two craft employ similar but slightly different technologies to attain higher speeds and calmer cruising than traditional ferry boats. The *Harbor Bay Express* employs a downdraft of air from a lifter engine to raise the boat out of the water, decreasing drag on the twin sidewalls. But unlike the older hydrofoil design, found dangerous to whales and other marine life because of its silent operation in the water, the *Harbor Bay Express* is screw-driven. The *Klondike*, on the other hand, is a true catamaran—achieving the necessary reduction in drag solely by the use of twin hulls, each equipped with 700-horsepower diesel engines. The *Klondike* is capable of attaining thirty miles per hour, while the hovercraft design of the *Harbor Bay Express* enables it to travel at forty miles per hour on its cushion of air.

The *Harbor Bay Express* is being op-

erated on an experimental basis by Alameda's Harbor Bay Isle industrial park. According to Ron Cowan, developer of Harbor Bay Isle, the six-month trial is designed to determine how well the craft, a \$600,000 vessel under charter from Vosper Hovermarine Ltd. of Southampton, England, actually operates, whether it is economically feasible, and what environmental effects there may be. If the test succeeds—and if a number of legal hurdles limiting ferry competition with the toll bridges on the Bay can be overcome—regular ferry service on the Bay may follow.

A one-year lease arrangement allowed Crowley Maritime Corp., which owns both Catalina Cruises and the Red and White Fleet, the opportunity to test both the *Klondike* and the market for it before making a purchase commitment. The faster *Klondike* is more expensive to operate than the traditional ferries, and a higher fare—up to twice as much—must be paid for the increased speed.

If successful, either of these new craft may offer a viable alternative to automobile commuting on the Golden Gate and Bay bridges, which are rapidly becoming overloaded.

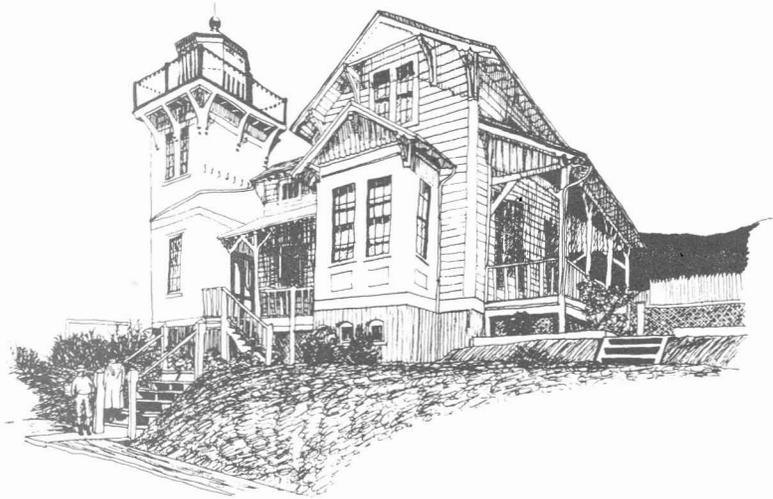


## Periodical on Erosion

*Coastline Quarterly*, a periodical on coastal erosion and related issues, is published by the U.S. Army Corps of Engineers, Los Angeles District, and the San Diego Association of Governments. The quarterly updates the activities of the Corps along the coast of southern California and the attempts of local governments to control shoreline erosion. It can be obtained from the San Diego Association of Governments, Security Pacific Plaza, 1200 Third Ave., Suite 524, San Diego, CA 92101.

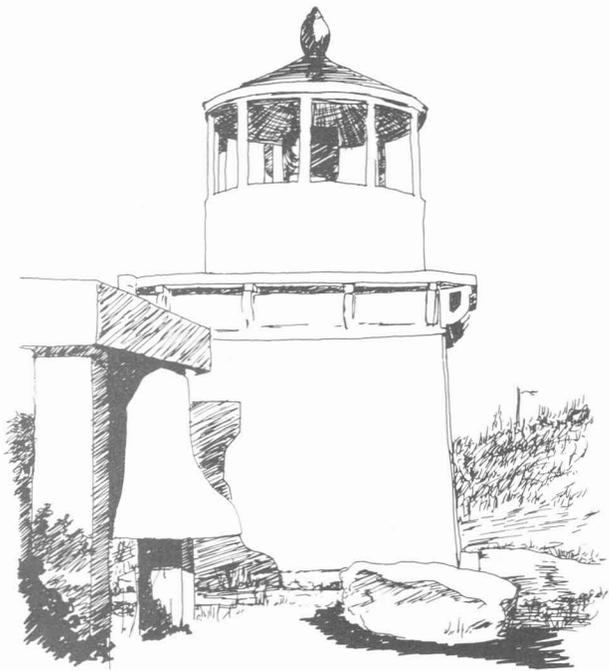
## New Reports from the Conservancy

The State Coastal Conservancy released in November a report on the Sacramento-San Joaquin Delta, an unusual network of meandering waterways and leveed islands. The report examines the area's history, its unique problems, and the opportunities for restoration and development. In August the Conservancy released a report on commercial fishing facilities in California. The report examines the reasons why the commercial fishing industry has been declining, inventories facilities in California, and recommends measures to boost the industry. Copies of these reports may be obtained from the Conservancy.



## Lighthouse Organization

The U.S. Lighthouse Society plans to publish a quarterly historical periodical called *The Keeper's Log*. Information about the periodical and about membership in the organization can be obtained from the U.S. Lighthouse Society, 130 St. Elmo Way, San Francisco, CA 94127. □



**Backwater**  
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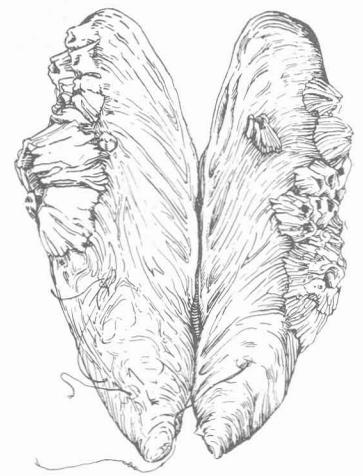
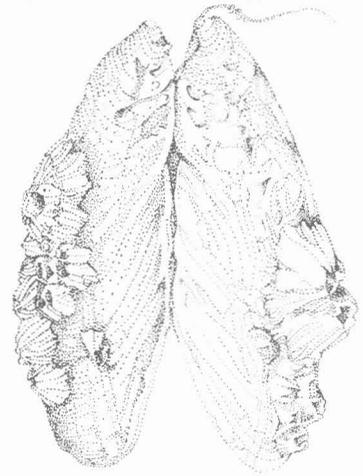
While Santa Monica Place was reluctantly acknowledging the ocean, the Rouse Company was embracing the waterfront on the other coast. Harborplace, Rouse's "festival marketplace" on the downtown waterfront in Baltimore, has been the keystone of the successful redevelopment of that urban shoreline, which now includes the National Aquarium, a new World Trade Center, hotels, office buildings, and parks. Harborplace has been phenomenally successful; the number of visitors in the first three months of operation exceeded Rouse's estimate for the first year. Both Rouse and the city are reaping financial rewards while residents and tourists indulge in recreational shopping and eating by the water.

Again Rouse adapted the suburban mall to the urban shore, but the result is not truly urban nor dependent on the water. Learning from its experience with Quincy Market, the Rouse Company added to the usual pattern of stores the quintessential urban retail outlet—the push cart—to provide low investment but high sales volume shopping opportunities. However, despite the variety these portable stalls offer, there is little spontaneity. For example, only one food stall provides draft beer, which cannot be taken off the second story of the complex. Only one full-service bar is in evidence, while city police and private security guards are ubiquitous. Teenagers, street people, and other exuberant types are either well-behaved or absent. Paul Goldberger, the *New York Times* architecture critic, has described the ambience of Harborplace as follows:

There is a sense that the environment is controlled, very controlled. This, in the end, is the real problem with places such as this. Harborplace takes conventional aspects of the urban experience, the little cafes and the energetic markets overflowing with produce, and turns them into something tame. It makes them easier than they are in

the real world, more contained, more measured. Harborplace asserts that it is about spontaneity and variety, as real cities are; it is, in fact, about order and conformity.

The "festival marketplace" is not really any more maritime than it is urban. The project is a suburban shopping mall turned inside out, with the waterfront providing a delightful plaza and "water-feature." The Big Mac watertaxi, square riggers, and research vessels are just another amenity, augmenting the Rouse-approved jugglers and street artists to provide entertainment and visual interest. The Rouse Company's South Street Seaport (in New York) and Quincy Market are really no less water-oriented even though they are physically separated from the shore by elevated highways.



Rouse's "festival marketplace" is a valid and vital phenomenon whether it's on the water or not. Its roots are in the suburban shopping mall and they are still too evident. However, suburbanites and tourists want the security, cleanliness, and order which the Rouse Company provides before they will come to the city to spend their money. There is nothing intrinsically wrong with this phenomenon. The Bohemians, romantics, and others who seek water as an escape from middle-class throngs must go elsewhere. "Authentic decay," as Dick Rigby of the Waterfront Center calls it, is hard to preserve when market forces like Rouse's see the shoreline as a viable location. City planning which tries to retain the fish stench and its related industries under the onslaught of "highest and best uses" is an exercise in futility unless large subsidies are provided.

James Rouse need not apologize for the effects of his company's projects on the urban waterfront. From the days when he wanted to call shopping malls "Heated And Air-conditioned Streets (HAAS)" to the "festival marketplace" of today, he and his firm have been innovative and effective developers. However,

since Rouse's developments on the waterfront have benefited from public subsidies, the public should look carefully at the consequences of his projects. Such scrutiny is all the more imperative because the Rouse Company, through its consulting firm American Cities Corporation, is planning seventeen more waterfront projects. These projects do not restore waterfronts to their old maritime glory: while the boutiques of Quincy Market thrive, lobster boats and cruise vessels have trouble finding docks nearby. And instead of returning traditional, chaotic commerce to the center city, Rouse's projects "sanitize" their sites and create controlled environments. Rouse must be applauded for bringing people back to the urban waterfront. But if cities want to continue providing diverse opportunities downtown and to protect services and industries which need waterfront locations, these policies must be implemented with the same vigor with which the Rouse Company packages its projects. Otherwise urban waterfronts may become little more than "National Historic Urban Places"—boutique-museums that are part Disneyland, part colonial Williamsburg. □



## Rousification of the Waterfront

**G**entrification is now an accepted term, though part of a regrettable lexicographic trend to convert nouns into verbs. Rather than describe the faceless hordes of gentry who inspired this term, we will focus on a new—but related—process which can be traced to one man. James W. Rouse, one of the creators of the suburban shopping mall, has developed the concept of the urban festival marketplace and brought it to the downtown shoreline. By looking at the origins of the Rouse concept and comparing two projects which broke ground in 1979, Santa Monica Place and Baltimore's Harborplace, we can see the evolution of this newly coined process and analyze its implications for the urban waterfront.

The Rouse Company developed or currently manages over sixty-two shopping malls throughout the nation. Under Rouse's guidance, suburban malls evolved into totally enclosed megastructures. Mall designers maximized sales per square foot by establishing carefully controlled environments. Public space inside was created to provide a respite but no real diversion from consuming. The Rouse Company later refined the concept to provide enjoyable space and promotional activities combined with very market-sensitive selection, mix, and management of stores. However, these innovations were confined to the secure, clean, and orderly suburban framework. Hermetically sealed complexes became as profitable and crowded as the central business districts of cities were in their prime.

To revive these decayed urban centers, Rouse and other developers were lured to the city. Subsidized land costs, provision of public services, and other incentives brought the evolving shop-

ping mall to town.' One such public-private venture was Santa Monica Place, conceived in the mid-1970s as the catalyst to revive the downtown retail center of Santa Monica. The Rouse Company began the project with a traditional, enclosed suburban mall concept. Then the California Coastal Commission intervened by demanding that the project create a space that took into account the site's location near the ocean.

The Coastal Commission imposed conditions on the project to meet energy conservation standards and to provide public ocean viewing decks. The Rouse Company contended that opening up the shopping center to the ocean air and views would reduce sales per square foot by a significant margin. Eventually, however, the company accepted the creative solutions of its able architect Frank O. Gehry, who designed a critically acclaimed and highly successful center. The modified result was described by *Progressive Architecture* (July 1981, page 84) as follows:

A bold departure from the typical windowless fortress surrounded by a sea of parked cars, this shopping center proposes an architectural response to its location. And it succeeds in creating a place—a center for people to shop, stroll, meet and dine.

However, the project's success in creating a self-sufficient "place" proved to be its downfall as a catalyst for the surrounding waterfront area. People were drawn to the center, but they did not venture to the adjacent shopping streets. Only one commercial development has been constructed between the project and the beach, while the pier remains in need of restoration. Like the suburban mall from which it originated, Santa Monica Place succeeded in isolation.

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