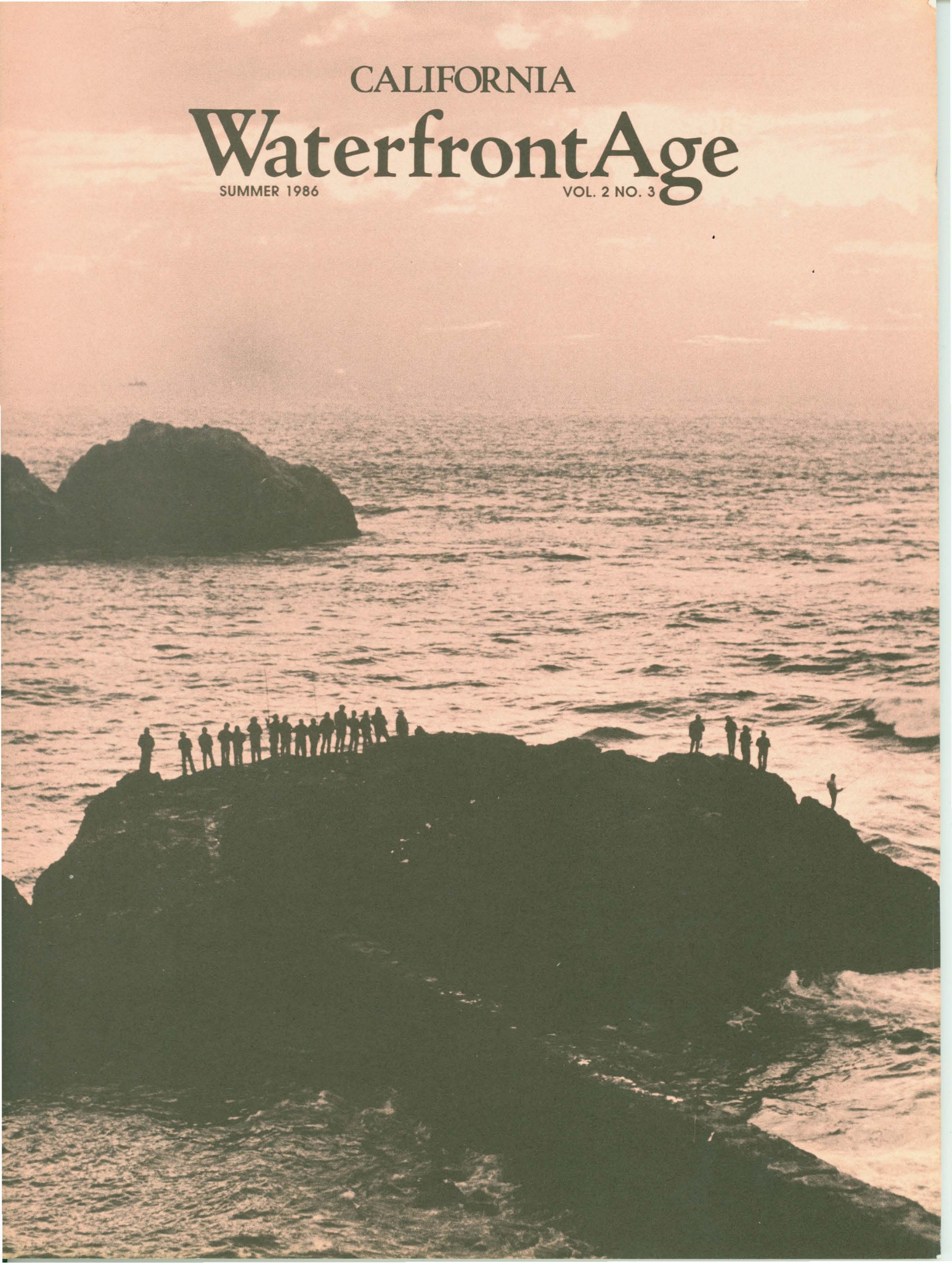
CALIFORNIA

Waterfront Age

SUMMER 1986 VOL. 2 NO. 3



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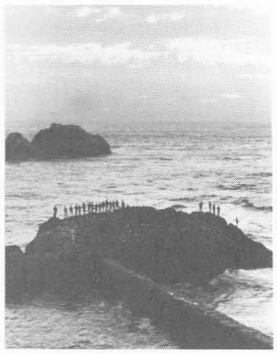
DEPARTMENTS

From the Executive Office 2

Ebb and Flow 3

Conference Log 5



Cover photo of fishermen at Ocean Beach by Jack McDowell.

FEATURES

10 Trouble on Oiled Water
Lessons from a near-disaster
Michael J. Herz

21 Fantasy by the Sea
Beach access in Malibu
Donald B. Neuwirth

32 San Francisco's Ocean Beach
Changing recreational waterfront
James P. Delgado

Book Reviews 44

Waterfront People 46

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FROM THE EXECUTIVE OFFICE

by Peter Grenell

THE MOST IMPORTANT waterfront resource, in terms of public policy, is the edge where land and water meet. This area, characterized by piers, wharves, and other structures and facilities on the water, should be reserved for maritime and public uses, especially access to and along the shoreline.

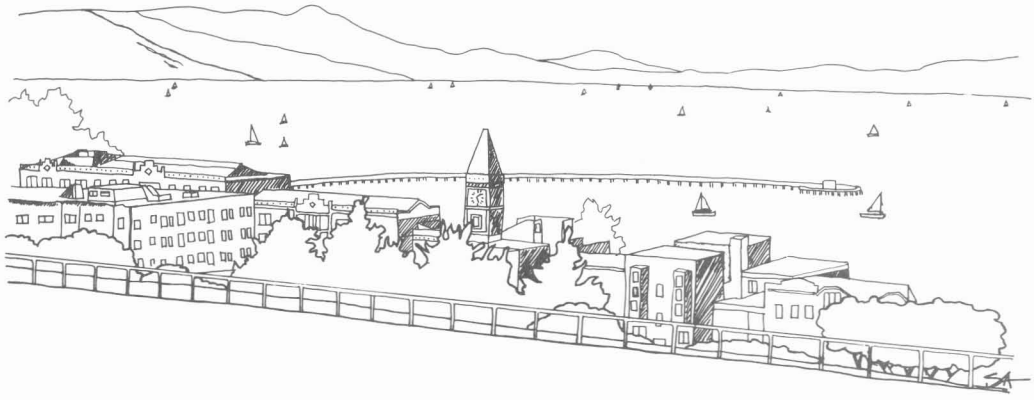
Current shipping trends suggest that United States trade with Asia has surpassed that with Europe, and that the West Coast has become the focus of Pacific Rim trade. Yet this trade is increasingly concentrated in just a few ports. Eventually only two or three major trade centers may survive, at the expense of smaller ports—Los Angeles/Long Beach, now national leader in number of vessel arrivals (6,990 last year according to one account), and Seattle/Tacoma. The future role of the San Francisco Bay Area is unclear.

This growing concentration of shipping activity implies that more waterfront is or will be available for nonmaritime development, in large cities like San Francisco, with hundreds of acres of prime urban waterfront underused if not abandoned, as well as in smaller communities. How local governments and port administrators manage these lands will be one of the most significant land use questions for public policy in coming years.

Local governments are chronically short of funds for capital development. Some port authorities are even more constrained in their ability to raise capital funds, especially in the absence of a priority commitment from local government to waterfront restoration. Pressure exists, sometimes intensely, on waterfront managers to secure maximum revenue and cash flow as quickly as possible, typically through commercial development of waterfront real estate. With the choicest areas being the most valuable and time being critical, nonmaritime commercial development whose primary purpose is not public benefit is being viewed as the means by which needed public improvements can be paid for. This trade-off, however attractive or necessary it might initially appear, should not be entered into lightly.

A clear community consensus should first be arrived at regarding the future of the waterfront, in general and with regard to specific areas. This agreement should be based in part on a thorough economic and financial analysis of the possibilities, taking into account the necessary capital improvements; the realistic potential for continued commercial maritime activities; the full array of

continued on page 48



Coastal Conservancy's Recent Waterfront Projects

Carpinteria urban waterfront restoration

In March, the Conservancy authorized a grant of up to $50,000 to the City of Carpinteria for the preparation of an urban waterfront restoration plan and implementation program. The goal of the program will be increased shoreline access, resource enhancement, and recreational improvements through the identification and implementation of specific projects along an eight-block area of Linden Avenue between the shoreline and Carpinteria Street.

City of Benicia public access improvements

Also in March, the Conservancy authorized a grant of up to $71,397 to the City of Benicia for public access improvements at the 12th and 9th Street shoreline parks, including construction of trails, viewing platforms, picnic areas, and other improvements to provide for increased use and to eliminate access barriers preventing use by the handicapped.

West 9th and West 12th Street parks, located at the Benicia shoreline along the Carquinez Straits in San Francisco Bay, are the largest parks within the two- and one-half mile continous pedestrian/bicycle pathway system on the City of Benicia's western waterfront. The parks are also important shoreline destination points for residents of Solano County. The 12th Street park is used primarily for fishing and picnicking, while the 9th Street park is used by visitors from all over the Bay Area for windsurfing, swimming, and boating.

Monterey Peninsula recreation trail

In April, the Conservancy authorized a grant up to $300,000 to the City of Monterey for the development of a public recreation trail along the city's historic coastline, from Camino El Estero to Roberts Avenue, in the City of Monterey. The trail will connect with several local bikeways and hiking trails and will eventually extend eighteen miles from Pacific Grove to Castroville.

The major features of the trail include a paved surface for bicyclists, a decomposed granite surface for pedestrians, landscaping, lighting, and benches. These improvements will significantly increase public use of the Monterey coast, aesthetically enhance the area, and provide regional access linkages to Monterey Bay and inland locations. The City of Monterey has contributed almost one million dollars to acquire and develop the recreation trail from Camino El Estero to Roberts Avenue, and will spend another million dollars to connect the Camino El Estero section of the trail to the existing recreation trail in Pacific Grove later this summer. Construction of the trail is scheduled to begin this June, with completion anticipated by August 1986.

Municipal Wharf, Santa Cruz.

Santa Cruz Municipal Wharf

Also in April, the Conservancy authorized a grant of up to $1,062,500 to the

B Street Pier,
Crescent City.

City of Santa Cruz for work on the Municipal Wharf. The total project will involve the replacement of wharf pilings, repair of certain support structures, and repair and reconstruction of the wharf road and pedestrian accessway.

Crescent City urban waterfront restoration

In May, the Conservancy authorized a grant of up to $50,000 to the City of Crescent City for the preparation of feasibility studies for specific waterfront projects between the B Street Pier and Elk Creek. These projects include restoring the existing B Street Pier or constructing a new fishing pier at the same location, constructing public accessways and support facilities to and along the shoreline, constructing additional off-street parking for waterfront users, and enhancing Elk Creek seaward of U.S. 101.

The funding will also be used to assess the feasibility of constructing a tackle/snack shop on the pier, a hotel and commercial development at the foot of the pier, and a fish hatchery in Elk Creek. The purpose of the grant is to assist the city in redeveloping its waterfront through the construction of projects that will increase waterfront access, promote recreational and visitor-serving opportunities, and enhance significant coastal resources that typically attract waterfront visitors.

City of Point Arena

Also in May, the Conservancy authorized a grant of up to $200,000 to augment funds already received by the City of Point Arena from other sources, to complete the construction of a commercial/recreational fishing pier in Arena Cove, one mile west of the center of the City of Point Arena in Mendocino County. In 1984, the Conservancy authorized a grant to the City of Point Arena to hire engineering consultants to conduct a preliminary feasibility study of rebuilding a fishing pier and boat launch at Point Arena destroyed by storms during the winter of 1983. In the study, completed in September 1984, the consultants determined that a pier would be feasible and submitted a preliminary pier design. The City of Point Arena then requested a grant from the Conservancy to purchase the land needed for the pier. Once this grant was approved, the city requested, and received, grants from the State Department of Boating and Waterways, the Wildlife Conservation Board, and the U.S. Economic Development Administration for pier construction. In February 1986, the city advertised for bids for the pier construction, based on final specifications drawn up by the city's contract engineers. The lowest bid received was approximately $500,000 over the total amount of funding that had been committed for pier construction by the three agencies. This current grant helps to make up the shortfall. □

CONFERENCE LOG

New York Waterfront Conference

A powerful vision, broad citizen support, and aggressive negotiation were key elements in enabling three cities to transform public nuisances into profitable waterfront amenities. Charleston, South Carolina; San Antonio, Texas; and Baltimore, Maryland, used innovative methods that could be useful in some West Coast communities. Their success stories were features of a conference at New York University at Halloran House on March 13–14, which brought together federal, state, and local officials, lenders, economists, architects, and others involved in waterfront development.

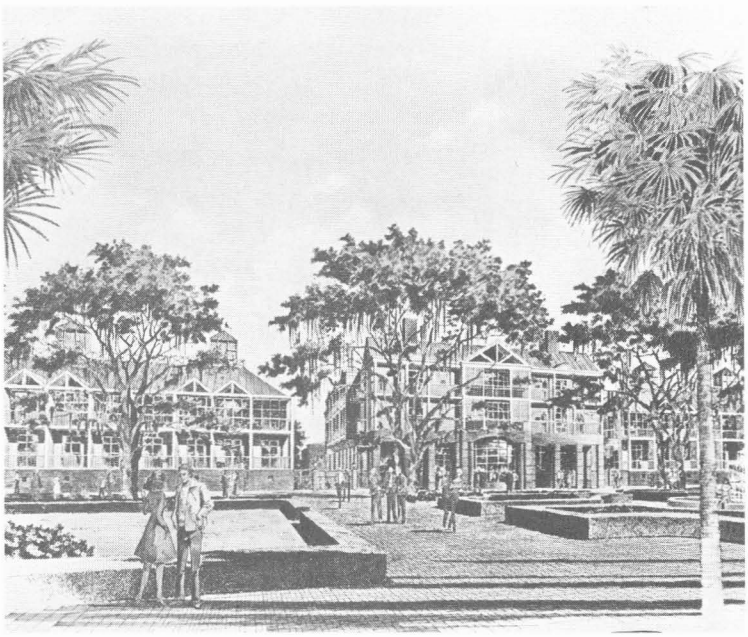
Charleston Mayor Joseph Riley enthusiastically told how his city dealt with a developer who wanted to build a dense, high-rise "Venice of the Southeast" that neither the mayor nor many of the citizens wanted. The city responded by passing a special height ordinance that made the project impossible and moved to acquire the property. It drafted an alternative plan that fit the scale of downtown, included a generous public park, and avoided concerns about blending with historic buildings in the vicinity by showing every architectural detail of all proposed structures and materials, down to lighting standards, benches, and sidewalks. Vague and changing project plans often raise suspicion, create public outcry, and increase costs.

Charleston put together a funding package of $1.2 million for purchase. When the developer claimed a value of $12 million, using a $1 million-a-year lease as evidence, the city investigated and found that the lease was a device to inflate the property's value. Negotiation was aggressive, backed by a willingness to go to condemnation if necessary. Eventually, the developer agreed to sell the waterfront land at a fair price so the city's plan could be implemented.

The Charleston approach may be suitable for San Francisco, Berkeley, and other cities with unique and irreplaceable waterfront lands that carry high, and perhaps unwarranted, price tags.

Of equal interest was Cy Wagner's account of how a small group's decision to turn an unattractive and flood-prone river into the heart of San Antonio led to the creation of the popular River Walk, with pathways, park areas, restaurants, flat-bottomed cruising boats, and shops.

It started more than forty years ago with an unimaginative flood control project for the river flowing eighteen feet below downtown. Mexican-Americans on one side of the river and Anglo business property owners on the other objected. Instead of simply opposing the proposed storm sewer project, they formed the San Antonio Conservation Society and supported an alternative plan emphasizing the river as the major urban amenity.



Rendering of downtown development proposed for Charleston, S.C.

At the time, few developers or city officials thought that what they had in mind made sense, because of the cost and difficulty of restoring the river, providing shoreside land for amenities, and putting in commercial uses considerably below the elevation of the downtown. Now that the project is in place most wonder why the city waited so long to turn a liability into an asset. Making the river the center of the city protected the Spanish architectural heritage, reclaimed a declining area, and provided respite from nearby high-rises.

In San Francisco, Mission Creek and the Mission Bay development may offer a similar opportunity to provide an innovative, popular, and water-oriented community based on a restored creek. As in San Antonio, that could also turn out to be financially rewarding.

Baltimore's HarborPlace, likewise, has relevance in California. Many thought the Baltimore waterfront unrescuable . A creative partnership between a private developer and the city led to a project that has provided waterfront access and profitable commercial development, and has had a multiplier effect on downtown.

Government loans or grants are often necessary to stimulate private waterfront redevelopment, according to many government leaders. Lenders and economists presented financial formulas, figures, and ratios to show that waterfronts are inevitably more expensive to develop than inland areas. Land costs are higher, and tidal forces require seawalls and other expensive construction. Few insurance companies or bankers count much on the higher returns enjoyed by waterfront locations to offset the extra expenses.

State and local money look to be the only near term source of funding, in light of Washington's continued efforts to withdraw from urban renewal. However, Stuart Sloame of the Department of Housing and Urban Development admitted that the block grant structure is likely to remain in place a while longer

HarborPlace, Baltimore, Md.

due to strong congressional support. He thought that $162 million would be available in the upcoming fiscal year for larger cities. Western cities will want to watch for a possible change in the qualification criteria for UDAG grants. Pacific Coast waterfront cities will likely benefit if the Administration's efforts to have project merit weighted more heavily than distress factors prevail in Congress.

—Alan R. Pendleton

Antiquated Subdivisions

Four Californians flew to Florida at the end of April to attend a conference on an unlikely topic: the redesign and redevelopment of inappropriate subdivisions. The conference, titled "Land Readjustment—American Style", drew people from eighteen states and five foreign countries, and provided a wealth of information about techniques of changing land ownership patterns to solve environmental problems or better accommodate new development. California was represented by Senator Marian Bergesan, chairman of the Senate Local Government Committee; Don Coppock of the State Coastal Conservancy; Madelyn Glickfeld, a private consultant who had organized two previous California conferences on the subject; and Jay Hinrichs, a realtor who came all the way to Florida to seek help with his problem lots in old subdivisions in Lake County.

While confirming that California is more active in this area than other states, the conference showed that the lack of procedures to adjust land ownership in the United States puts this country in the minority. "Hearing about what other countries—especially third world countries—are doing in this area made me feel like I was back in kindergarten looking up to the sixth-graders," said Coppock.

Excellent presentations about the programs in Japan, western Australia, and Norway explained how these countries tackle problems similar to ours. In Japan, the system of ***kukaku seiri*** has allowed whole areas of feudal ownership to be converted to new urban neighborhoods, complete with roadways, parks, and infrastructure, at no net cost to the public. The key is that each landowner turns over his land to an association and receives back a reconfigured parcel,60 to 70 percent of the size of the original holding, in the same general area. The remainder of the property is dedicated to public roads or parks or is sold by the association to cover the transaction and infrastructure costs of the project.

In western Australia, the problem is more like California's. Subdivisions laid out for speculative purposes years ago are inappropriate for today's pattern of development. The "land pooling" process is similar in effects and financing to the Japanese ***kukaku seiri***, but the local municipality actually condemns and takes title to all the land. The difference between this process and American urban renewal is that the original landowners are accommodated in the area after redevelopment, and the compensation for the taking of their property is in the form of newly reconfigured lots instead of money.

The Norwegian experience is also relevant to projects in California, but that country's laws on "land consolidation" deal mostly with making agricultural operations in rural areas more efficient. The entire process is handled through a special public institution, the Land Consolidation Service, within the framework of the judicial system. The professional employees of the service can negotiate transfers of ownership among adjacent owners at the request of any single owner. Their work is greatly aided by the deference that local farmers give to the judicial system, which also provides other necessary services to the farming community.

Any attempt to apply these models in this country would run into problems, specifically due to the high incidence of absentee ownership and speculative intent in most problem subdivisions. However, in Arlington, Virginia; Atlanta, Georgia; and Dallas, Texas, residents

have practiced "lot pooling", banding together to sell their property for higher-density commercial or residential development and capturing for themselves the profits that would otherwise go to realtors and developers. There is actually a new profession being born here—Chip Northrup, a Dallas, Texas, developer who has come to specialize in these projects, introduces himself: "Hi, I'm a land assembler."

Most Americans at the conference came to compare notes on how bad their own problems were and what steps were being taken to resolve them. The choice of the conference site—Fort Meyers—allowed Florida to show off its problems. In the three surrounding counties, there are more than 800,000 platted lots. Florida is in the process of setting up a Conservancy, modeled after those in California, to deal with the estimated 30,000 unbuildable lots in the Florida Keys.

Coppock presented the California experience with lot consolidation in a dinnertime speech, highlighting the state conservancies that have specific legislative mandate to deal with acquisitions of subdivided land in three specific areas—the California coast, the Santa Monica Mountains, and Lake Tahoe. He also mentioned problems the Coastal Conservancy has run into with trying to put subdivided lands back together again in the face of laws specifically oriented to facilitating subdivisions. Finally he warned that in most California situations—and in many other states such as Florida—there could not be sufficient increments in value to allow anyone, public or private, to make money turning small lots into larger ones.

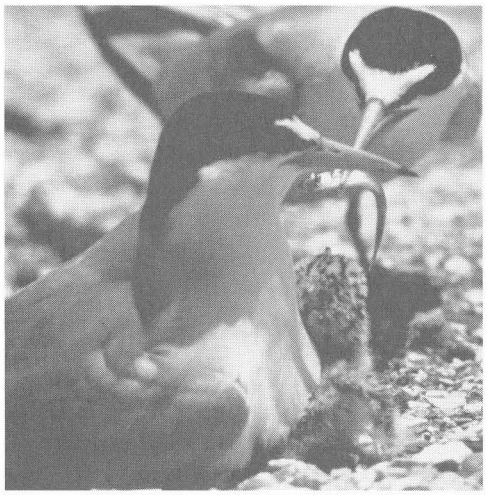
The next day, Madelyn Glickfeld expanded on the California experience by talking in detail about landowner surveys that are a part of the standard operating procedures for Coastal Conservancy projects. Senator Bergesan completed the day by outlining her commitment to fund a special subcommittee to revise state law to enable new solutions to California's antiquated subdivision problems.

Proceedings from the conference, including a videotape of the entire four-day affair, will be available from the major sponsor, the Lincoln Institute of Land Policy. For those who want to keep up with the emerging field of antiquated subdivision studies, lot pooling, and land readjustment, the Lincoln Institute also sponsors a monthly journal, *The Platted Lands Press*. Subscriptions to the *Press* and proceedings of the conference are available from Frank Schnidman, Senior Fellow, Lincoln Institute of Land Policy, 26 Trowbridge Street, Cambridge, MA 02138.

—Don Coppock

Bolsa Chica Symposium

The future of the Bolsa Chica wetlands will depend on two crucial "up or down" decisions to be made by the Coastal Commission within a few years, according to participants at a community symposium sponsored by Amigos de Bolsa Chica, the ten-year-old support group for the preservation and restoration of the wetlands. The Commission must approve a specific design for the 915 acres of restored wetlands and 86 acres of environmentally sensitive habitat areas, and decide whether to permit the construction of a navigable ocean entrance.



The Bolsa Chica wetlands are an unincorporated area of Orange County bordered on its three inland sides by Huntington Beach. The Signal Landmark Corporation is seeking a permit from the Coastal Commission to develop a marina in the wetlands, which would require the construction of a sea entrance bordered by jetties. The Amigos de Bolsa Chica, on the other hand, are urging that a nonnavigable channel to the sea be built, which could be accomplished relatively inconspicuously by culverts running beneath the Pacific Coast Highway. Such a channel would allow a tidal salt water flow which would stimulate the recovery of the wetland ecology.

Speakers at the symposium, held 12 April at the Huntington Beach City Hall, stressed the need for study and discussion on the issues involved. Mel Nutter, former chairman of the Coastal Commission, urged that the public stay vigilant and monitor the dispute through every phase of the planning process. Colonel Fred Butler, district engineer for the Los Angeles district of the U.S. Army Corps of Engineers, invited input on the alternatives being studied by the Corps with a $250,000 congressional appropriation. The choices range from construction of the marina and attendant jetties to a complete marsh restoration project, which would require the removal of roads and oil wells.

Other notes from the conference:

- Specific restoration goals should be developed, and they should be coordinated with regional goals for marsh restoration in Southern California.
- Within a region, the goal of marsh restoration should be to maintain the natural variety of marsh habitat and the populations of native species; in Bolsa Chica, attention must be paid to the endangered Belding's Savannah Sparrow, whose habitat is pickleweed, and the Least Tern. Species diversity as such is not necessarily an appropriate goal.
- The costs for developing a navigable ocean entrance are estimated at $160 million, of which $110 million will have to come from state and federal sources. Final costs would undoubtedly be higher.
- The longshore current at Bolsa Chica would deposit sand on the upstream side of any jetty and starve the beach below it. If a navigable entrance is built, some 400,000 cubic yards of sand would need to be transported every year to sustain Bolsa Chica Beach. The yearly maintenance cost would be $1.5 to $2 million.

—Rhoda Martyn □

Opposite: Endangered species nesting at Bolsa Chica include the least tern. Left: Birders have sighted up to 88 different bird species in a single day in the Bolsa Chica wetlands.

Trouble on Oiled Water

PAN PAN, PAN PAN, PAN PAN. Hello all stations. . . . This is the United States Coast Guard San Francisco Group. . . . The tanker* Puerto Rican *with twenty-six people on board has exploded and is burning. . . . There are Coast Guard small boats and Coast Guard aircraft and commercial vessels on scene. There are possibly still people in the water. All vessels are urged to use caution when navigating this area and report all sightings to U.S. Coast Guard. Break.

Lessons from a Near-Disaster

by Michael J. Herz

ONE AND A HALF YEARS after the oil tanker *Puerto Rican* exploded less than ten miles from the Golden Gate Bridge, the full costs of the accident have still not been determined. One crew member died in the explosion, several others were injured, and claims for environmental damage from the oil spill, for personal injury or loss, cleanup, ship replacement, and salvage may exceed $100 million. But the lessons are yet to be learned.

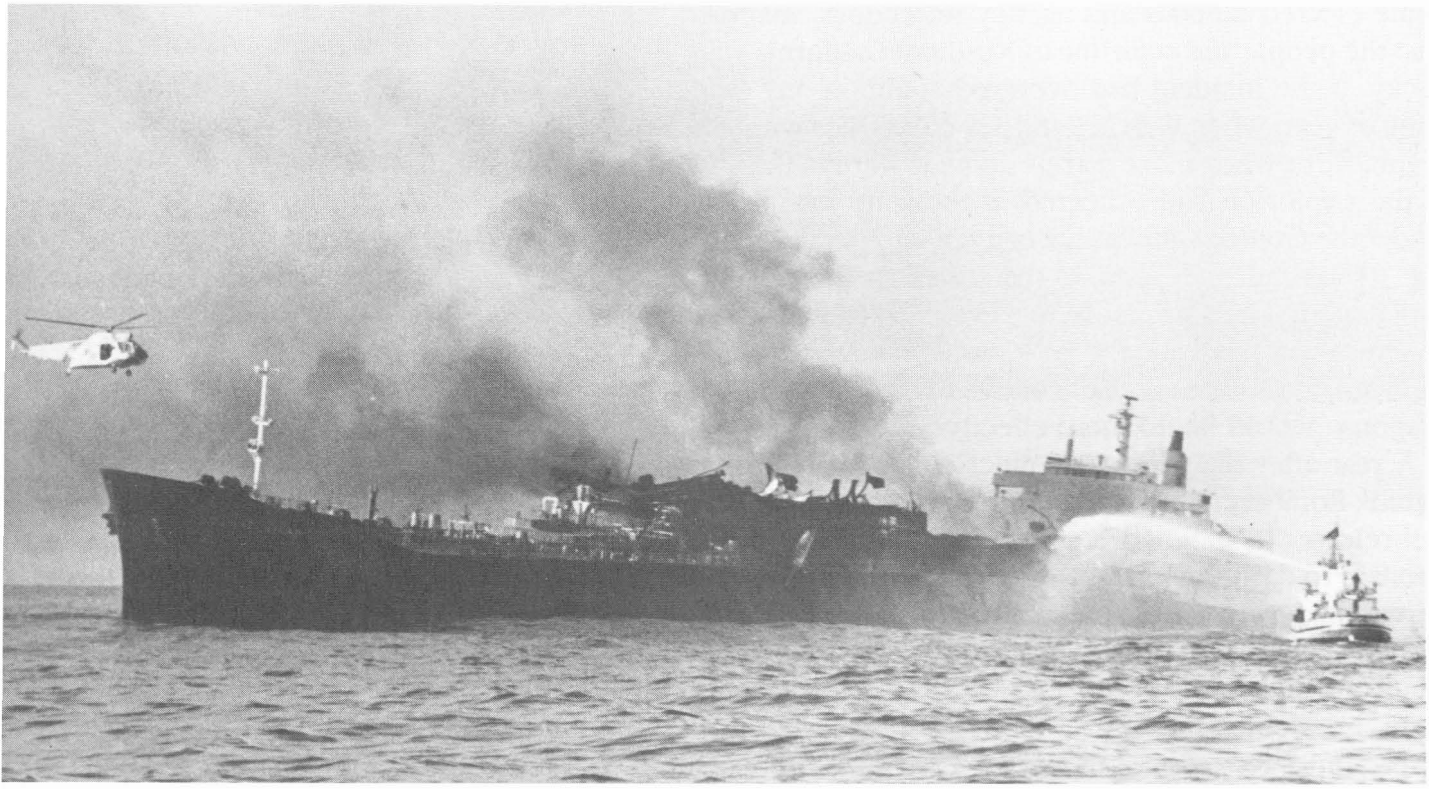
This most recent of California's major oil spills focused attention on the vulnerability of San Francisco Bay and the unpreparedness of local agencies to respond in such a crisis. Many members of the public, as well as some elected officials and agency watchdogs, maintain that the people and coastline of Northern California were lucky. If the incident had occurred at almost any other time of year, when weather and sea conditions were less favorable or when more marine animals were in the area; if the explosion had occurred as the ship was passing under the Golden Gate Bridge or even while it was still at the Richmond fuel dock; if the ship's cargo had been crude oil; if any of several factors had been less favorable, the impact of the accident could have been catastrophic. Yet were a similar or worse accident to happen today, the response would be no more effective.

A year after the spill, San Francisco State University's Paul F. Romberg Tiburon Center for Environmental Studies released a detailed study of the incident and responses to it, authored by Dianne Kopec and myself. In it, we made several concrete recommendations for improving the response to a *Puerto Rican*–type incident, none of which have as yet been realized. The tanker spill, like Three Mile Island, can be viewed as providing an opportunity for learning how to avert a possible worse calamity.

ON 31 OCTOBER 1984, the *Puerto Rican* was en route to New Orleans from Richmond, California, carrying 91,984 barrels of refined oil products and 8,500 barrels of bunker oil as fuel for its engines. (One barrel equals 42 gallons.) The *Puerto Rican* was a "drugstore" tanker, one which carries any of a number of highly refined oils to wherever they are needed, and on that day it was loaded to about one third of its capacity. The ship was eight and a half miles outside the Golden Gate when the Coast Guard transmitted its warning message.

The Bay Area has no ocean-going fire-fighting vessels, and there is no formal arrangement among local cities for responding to fires outside the Golden Gate (although a mutual assistance agreement exists between Oakland and San Francisco for fighting fires inside the Bay). This time, though, moderate wind and sea conditions (three-foot seas, ten-knot winds) made it possible for a variety of fireboats normally restricted to the Bay to respond to the emergency. Even so, San Francisco's fireboat *Phoenix* was laid up for repairs, and Oakland's *City of Oakland* and one of the navy's YTBs were forced by mechanical difficulties to return to port after several hours on the scene. The remaining boats were nonetheless able to bring the fire under control within sixteen hours.

Page 11: The crippled *Puerto Rican* was taken under tow to keep it from drifting onto Marin County beaches. Below: Relatively calm seas allowed boats normally restricted to San Francisco Bay to fight the tanker fire.

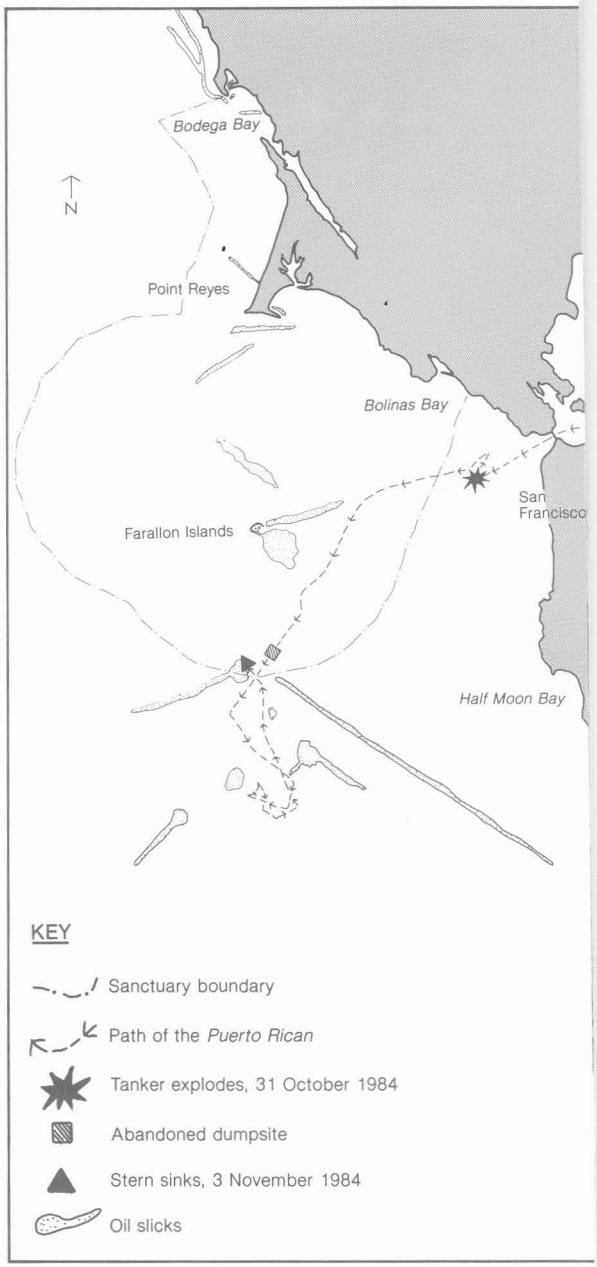


Before the fire was out, it became apparent that the vessel was drifting dangerously close to shore—in the three hours following the explosion, the *Puerto Rican* drifted to within 3.8 miles of the Marin County coast—and would have to be towed back out to sea. There were no ocean-going tugboats based in the Bay Area, so the Coast Guard was again forced to rely upon "vessels of opportunity." Fortunately, several civilian towing vessels had moved into the area following the initial explosion, volunteering to assist in rescuing the tanker's crew members.

The Coast Guard requested one of these vessels to take the *Puerto Rican* under tow and directed it—on the advice of the National Oceanic and Atmospheric Administration (NOAA)—toward an abandoned dump site ten and a half miles south of the Farallon Islands. These islands are part of the Point Reyes–Farallon Islands National Marine Sanctuary, and the sanctuary boundary extends twelve miles around them, including the dump site. The area was named a sanctuary because of the great numbers of sea birds and marine mammals, including some endangered species, which migrate through the area and reproduce on the islands. In addition the sanctuary's waters are heavily used throughout the year for commercial and recreational fishing. Ironically, as events were to show, the sanctuary resources were subjected to significant risk by the Coast Guard decision.

Three days after the accident, while under tow within the sanctuary, the *Puerto Rican* broke in half and the stern sank, pouring twenty-five to thirty-five thousand barrels of oil into the ocean. The Bay Area was now faced with a major pollution incident.

In the Bay Area, as in most other coastal areas of the United States, oil production and shipping companies have formed their own cleanup cooperative. Under the terms of the Clean Water Act, unless a perpetrator takes responsibility for a given oil spill, the Coast Guard will perform the necessary cleanup and then go to court to recover the costs. Since these costs, when combined with legal expenses, can be much higher than what private companies would charge, the oil industry prefers to take on the responsibility itself. The Bay Area cooperative, Clean Bay, has a carefully worked-out contingency plan for San Francisco Bay, maintains a small staff (and on-call response teams), owns various pieces of equipment, and has contracts with other resources (dispersant application aircraft, helicopters, barges, tugs, etc.) The cost of



The *Puerto Rican* was towed through and around the Point Reyes/Farallon Islands sanctuary, until the stern broke off and sank, pouring oil into the environmentally sensitive waters.

maintaining the operational capacity is met by fees based on the quantity of oil each member company moves in and out of the Bay in a year. The system has worked well for controlling spills within the Bay but was not designed for open-ocean responses.

Since the Bay Area has no ocean-going skimming vessel, Clean Bay requested the use of *Mr. Clean II*, a 130-foot vessel owned and operated by the Clean Seas cooperative in Santa Barbara. The ship had arrived twenty-four hours after the explosion; but on the night of the breakup, *Mr. Clean II* was severely damaged while trying to negotiate the unfamiliar channel at Half Moon Bay Harbor and was rendered inoperative. With this first line of defense out of action, the manager of Clean Bay sought and obtained approval for aerial oil dispersant application, which was carried out the next day from a plane operated by Globair of Arizona.

According to observers, this application of dispersant—a detergentlike surfactant that allows oil and water to emulsify, breaking up the slick—was only 20 to 30 percent effective. Weather conditions and the damage to *Mr. Clean II* prevented mechanical cleanup, and the oil continued to move. For the first three days after the breakup, the oil moved south, as predicted by the NOAA spill trajectory experts, based on a computer model of current and wind direction operated by the NOAA Hazardous Materials Branch in Seattle. During this period,

The ocean-going skimmer *Mr. Clean II*—similar to *Mr. Clean I*, shown—was sent by Clean Seas in Santa Barbara to assist in cleaning up the oil spill.

After a reversal in current direction, the spilled oil moved twenty-four miles in less than twelve hours and surrounded the Farallon Islands.

the oil did not come ashore. On the third night, however, the oil reversed direction and moved north, first encircling the Farallones and then coming ashore in Bodega Bay and Bodega Harbor despite booms laid across the entrance to the bay.

Finally, *Mr. Clean II* was repaired and, joined by navy skimmers, was able to begin collecting the oil. Weather conditions still hampered the effort, and a lack of barges limited the amount of oil that could be transferred from the skimmers. Approximately 1,500 barrels of emulsified oil (which was 50 percent water) were recovered from the ocean and Bodega Bay, representing less than 3 percent of the oil released when the *Puerto Rican* broke up. Estimates of total bird mortalities resulting from the incident—which occurred at a time of low bird populations in the area—run as high as five thousand.

EIGHTEEN DAYS AFTER the explosion, the bow section of the *Puerto Rican* was towed into San Francisco Bay without incident and the remaining cargo safely unloaded. It was estimated that the stern contained 8,500 barrels of bunker fuel when it sank, but the results of our investigation strongly suggest that 11,725 barrels may have gone down with the ship. Although side-scan sonar has located the stern section in 1,246 feet of water, no action has been taken to stop the oil from continuing to leak.

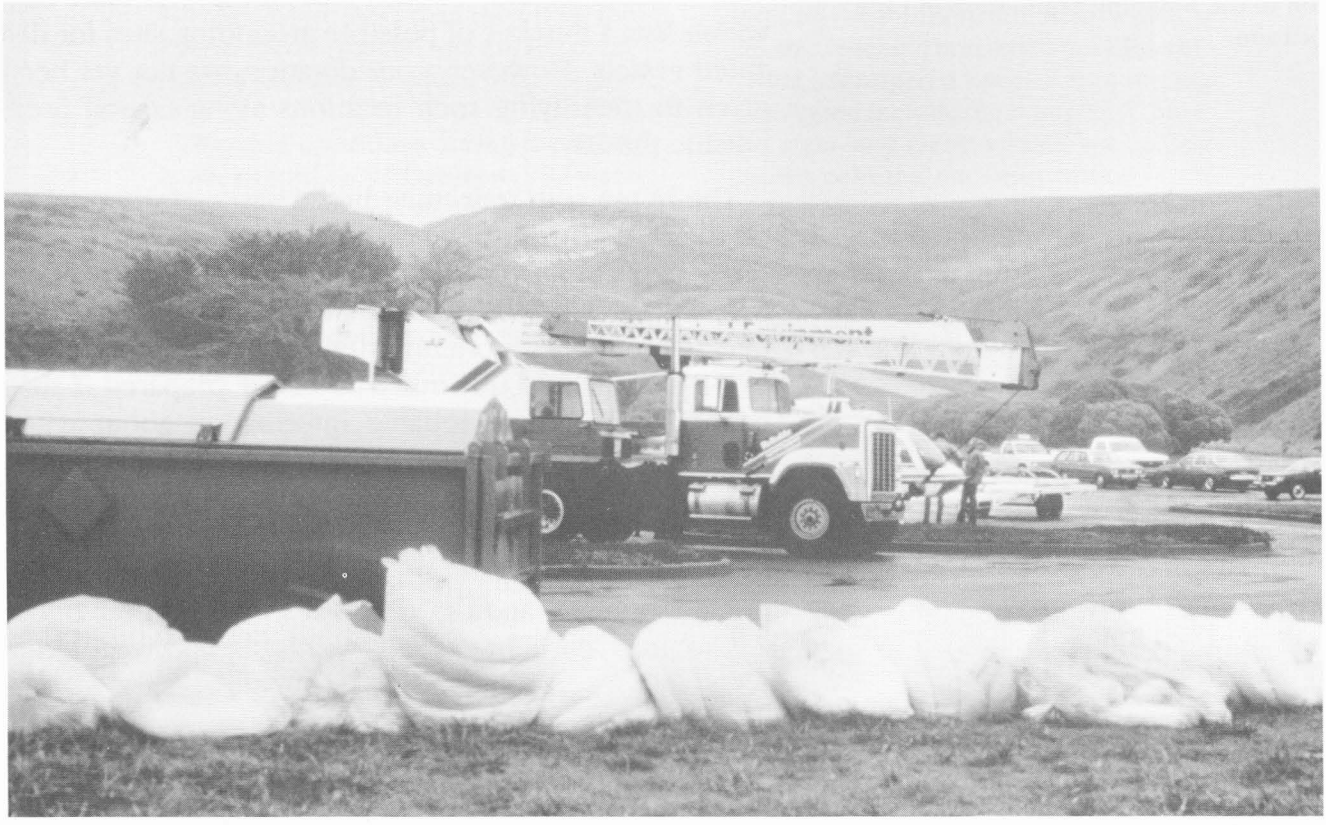
A successful response to an oil spill requires prior planning. This is the lesson and the warning that this near-disaster offers. In our *Analysis of the* Puerto Rican *Tanker Incident: Recommendations for Future Oil Spill Response Capability*, Dianne Kopec and I have outlined specific measures that can be taken to improve response capability before another such incident occurs. The recent end of the moratorium on Outer Continental Shelf oil and gas exploration off California indicates that the Department of the Interior's Minerals Management Service (MMS) is likely to lease portions of the coast in the near future. MMS environmental impact statements

Booms were laid across the entrance to Bodega Bay in an unsuccessful attempt to keep the oil off the beaches.

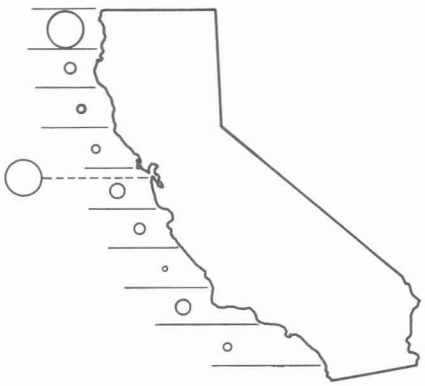
on proposed lease sales for this area predict a variety of major and minor oil spills associated with such development.

A great number of agencies and organizations responded quickly and effectively to the *Puerto Rican* incident, but their efforts were continually hampered by a lack of preparedness in the face of specific circumstances. Only fortuitous weather conditions permitted the fire-fighting boats to venture eight and a half miles out sea. One of our first recommendations was that adequate ocean-going fire-fighting capability should be required by the state, following guidelines and requirements developed by the Coast Guard Bay Area Marine Safety Committee, the Association of Bay Area Governments, major cities around the Bay, and the oil industry. But fire-fighting vessels were not the only pieces of equipment that did not exist or were unavailable. Ocean-going tugboats, skimming and sampling vessels, a ship to spread dispersant, barges on which recovered oil could be loaded—all were in critically short supply during the nineteen days that the incident lasted. To deal with such situations in the future, the Tiburon Center report recommended that the state

Point Reyes was among the staging areas for equipment of the Clean Bay cooperative during the crisis.



DISTRIBUTION OF BREEDING SEABIRDS IN CALIFORNIA



The Farallon Islands are at the heart of one of the largest seabird breeding areas on the California coast. The size of the circles above are in direct proportion to the breeding population in each location.

require a multipurpose vessel capable of towing, fire fighting, skimming, and applying dispersant be developed for and stationed in the Bay Area. Such vessels have already been deployed in the North Sea oil fields.

Our report further recommended that Clean Bay acquire and operate its own barges, that equipment be staged at areas of high risk (e.g., harbor and river mouths), and that requirements be established for maximum response time for offshore cleanup vessels and barges to be on scene.

The Coast Guard also found itself unprepared for the question of where to move the drifting *Puerto Rican*. In fact, there are no established procedures for dealing with drifting, damaged, or disabled vessels. Once the "resources at risk" inventory required under the Coast Guard's Oil Spill Contingency Plan is completed in sufficient detail, it should be possible for them and NOAA to work with state and local governments and local resource experts to designate "safe areas" to which disabled vesssels can be towed to minimize damage from grounding or spilled cargo. To be most effective, the guidelines should incorporate seasonal variations in regional sensitivity. In recent months, the Coast Guard Bay Area Marine Safety Committee has begun revising the Marine Terminal and Accident Plan for San Francisco Bay, which lists a number of possible grounding sites for disabled vessels. However, consideration has not yet been given to identifying such locations along coastal areas outside the Bay.

The NOAA spill trajectory model successfully predicted the direction and rate of flow of the oil for the first three days, but over the space of one night the flow reversed, and the oil moved twenty-four miles in less than twelve hours. Communities that stood in the path of an oil slick would obviously be better prepared if they could be assured of reliable information about when they might be affected and to what degree. Consequently, we recommended further research on California offshore currents, reevaluation of the NOAA model, more thorough documentation of oil spill incidents to improve modeling, and the use of telemetry drifter buoys and remote sensing for spill tracking in bad weather.

Several months after the Tiburon Center report was released, the State Senate Committee on Maritime Industry held hearings on oil spill response capability to examine California's preparedness, using the report as

IT COULD HAVE BEEN WORSE

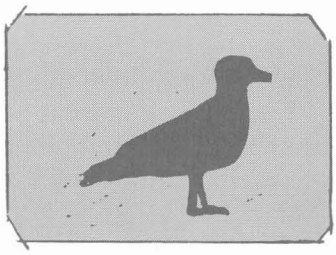
In many ways, San Francisco Bay was lucky. The *Puerto Rican* was a relatively small tanker, and carried only 92,000 barrels (3,864,000 gallons), representing only one quarter to one third of its capacity. The average tanker entering and leaving San Francisco Bay during 1983 had a cargo of more than five times that much.

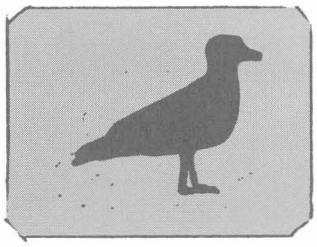
The *Puerto Rican* was a "drug store" tanker and carried a variety of light, highly refined lubricating oils (and a small amount of bunker C oil to fuel its engines). Most tankers entering San Francisco Bay carry crude oils which, because of their high viscosity, pose a much greater threat to coastal and marine resources (birds, marine mammals, fisheries, coastlines) than the oil on the *Puerto Rican* (though some of the products on the *Puerto Rican* were highly toxic).

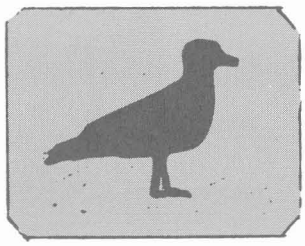
Weather conditions during the *Puerto Rican* spill on 31 October 1984 were favorable, especially in the early stages, when wind and sea conditions were moderate. Had the severe storms that later interfered with cleanup occurred during the period of the explosion and fire, fire fighting and towing might have been severely hampered. Without fireboats and tugs, it is likely that the *Puerto Rican* could not have been towed out to sea and would have run aground and broken apart on the Marin or San Francisco coast on the day of the explosion.

Populations of marine mammals and seabirds were at their seasonal low. Had the spill occurred a month or two later, ten times more birds would have been on the Farallones and more than 16,000 California gray whales would have been passing through the area of the spill on their southward migration. A spill during winter months would have posed a major threat to hundreds of fur seals and thousands of elephant seals. Oil moving southward could have had a major impact on the southern sea otter, which is on the federal Threatened Species list. Other endangered species frequenting this region include the humpback, blue, fin, right, and sperm whales, sea turtles, brown pelicans, and least terns.

In addition, during the *Puerto Rican* spill, the principal commercial and sport fishing seasons (salmon, rockfish, flatfish, crab, and striped bass) were either past or had not yet begun, and fisheries resources were only minimally at risk.



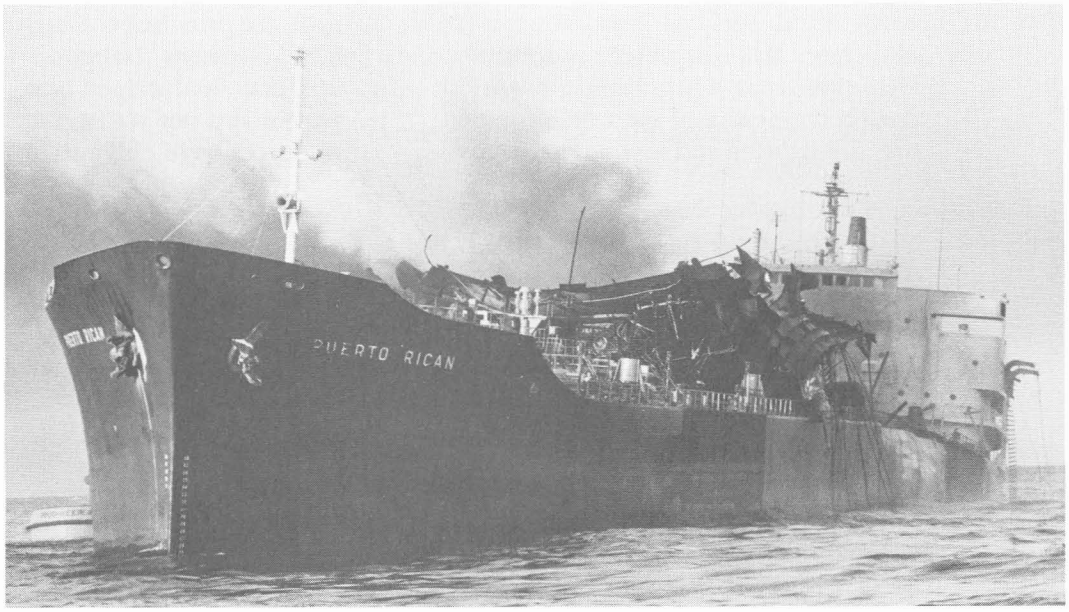




the basis for discussion. Witnesses from local fire departments and oil fire experts expressed concern over the need for fireboats and pumps and made frequent reference to the lack of offshore fire-fighting capability. In response, Senator Milton Marks, the committee's chairman, authored SB. 2495, which would have required the oil industry to provide the kind of multipurpose vessels that we recommended, one to be kept permanently on station in San Francisco Bay and one in the Santa Barbara Channel. Unfortunately, even before a vote was taken, it became obvious that the bill in its current form would not pass, and Marks himself gutted the bill to make it more palatable to the oil industry. The amended bill requires only a study and the preparation of a report to the Legislature on the adequacy of fire- fighting, towing, pollution containment, and cleanup capability on the California coast.

Pending legislation, Clean Bay, the state, the Environmental Protection Agency, the Coast Guard, and even the oil industry are considering various parts of our report having to do with their contingency planning, resource mapping, etc.; and several of them may follow many of the recommendations contained therein. Over time, California's ability to deal with oil spills may improve, partially in response to incidents such as the *Puerto Rican* tanker explosion and breakup and partly in response to legislative requirements. If so, we will not have wasted the opportunity afforded by the *Puerto Rican* near-disaster. □

Michael J. Herz is a behavioral biologist concerned with the role of scientific information in marine policy decision making. *Analysis of the Puerto Rican Tanker Incident; Recommendations for Future Oil Spill Response Capability*, by Michael J. Herz and Dianne Kopec, is available from the Tiburon Center for Environmental Studies, P.O. Box 855, Tiburon, CA, 94920. $10.



Fantasy By the Sea

Beach Access in Malibu

by Donald B. Neuwirth

In a way it seems the most idiosyncratic of beach communities, twenty-seven miles of coastline with no hotel, no passable restaurant, nothing to attract the traveler's dollar. It is not a resort. No one "vacations" or "holidays", as those words are conventionally understood, at Malibu. Its principal residential street, the Pacific Coast Highway, is quite literally a highway, California 1, which runs from the Mexican border to the Oregon line and brings Greyhound buses and refrigerated produce trucks and sixteen-wheel gasoline tankers hurtling past the front windows of houses frequently bought and sold for over a million dollars. The water off Malibu is neither as clear nor as tropically colored as the water off La Jolla. The beaches at Malibu are neither as white nor as wide as the beach at Carmel. The hills are scrubby and barren, infested with bikers and rattlesnakes, scarred with cuts and old burns and new RV parks. For these and other reasons Malibu tends to astonish and disappoint those who have never before seen it, and yet its very name remains, in the imagination of people all over the world, a kind of shorthand for the easy life.

—Joan Didion, *The White Album*

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THE FANTASY of an easy life on the oceanside compelled the overwhelming majority of Los Angeles County residents to vote for the Coastal Initiative of 1972. Proposition 20, as it is still known, created a temporary Coastal Commission with a strong mandate for environmental protection and gave priority to public recreation on the shoreline. The public wanted to get on the beach and thought a Coastal Commission would help. That, however, was easier voted than done.

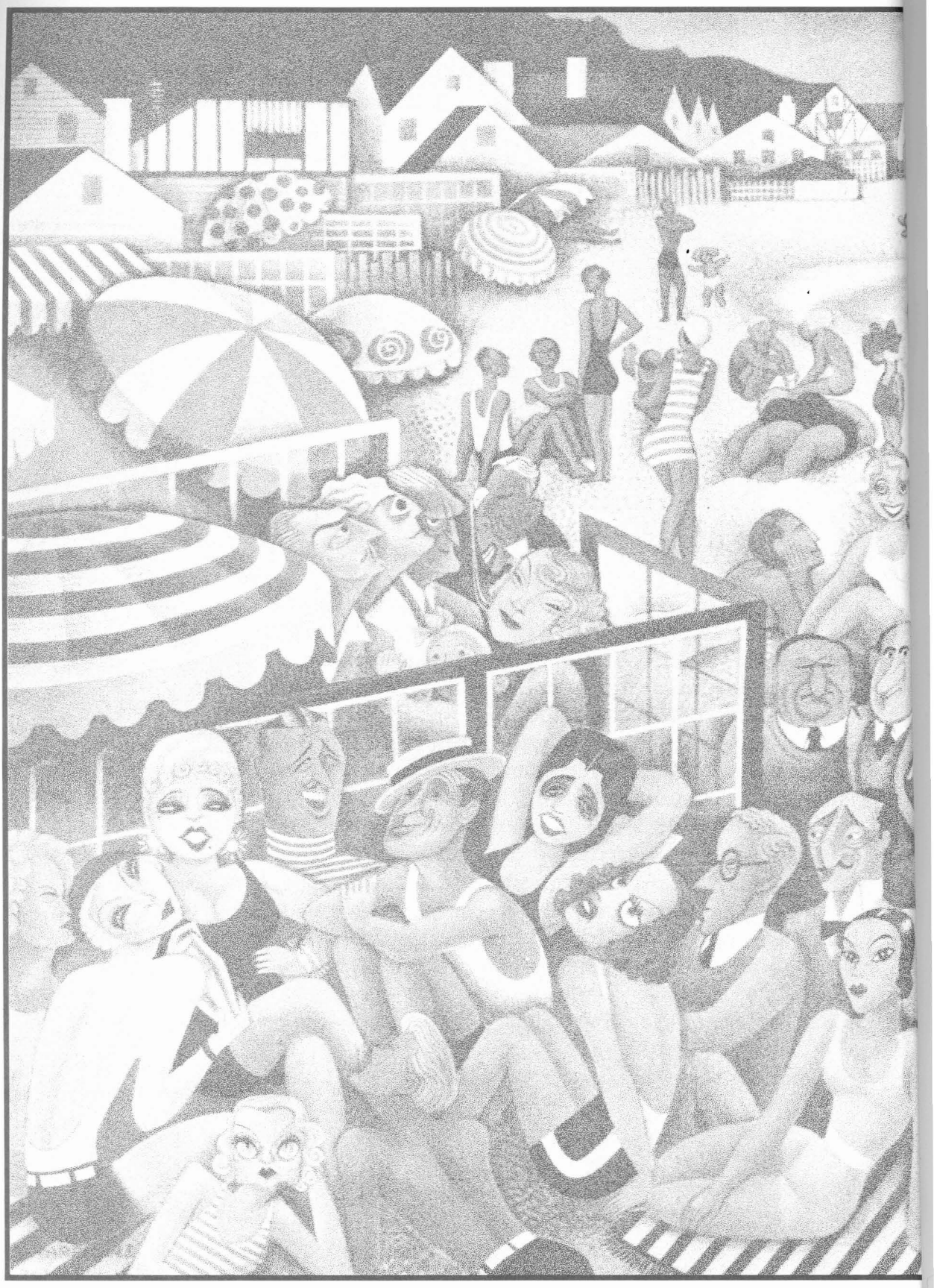
In Malibu, the controversy over access goes back to the turn of the century, when the eccentric widow May Rindge began a thirty-year battle to keep her 16,350-acre Rancho Malibu private. To prevent railroads and highways from opening up the coast, she had armed, mounted guards patrolling high wire fences and secure gates. Rindge built a railroad across her land to preempt a proposed invasion by Southern Pacific. She thwarted plans for state roads by planting alfalfa in the proposed rights of way. She also allegedly had county roads plowed under, turned herds of hogs loose on cuts for new roads, and finally, when overwhelmed by farmers and travelers trying to get downcoast, dynamited her own roads. Rindge took her fight against the state's proposed coastal highway all the way to the Supreme Court, where she lost in 1925.

Then, short of cash, she began leasing some beach lots, which became the site of the famed "Movie Colony" near Malibu lagoon. Hollywood studios provided materials and workers to construct what one source has called "love nests" for screen stars and movie moguls. Guards were posted to keep out irate wives and the public. A contemporary view of Malibu was offered by James M. Cain in the August 1933 *Vanity Fair*, after his stint as editor at *The New Yorker* yet before his success with hard-boiled detective novels. He wrote:

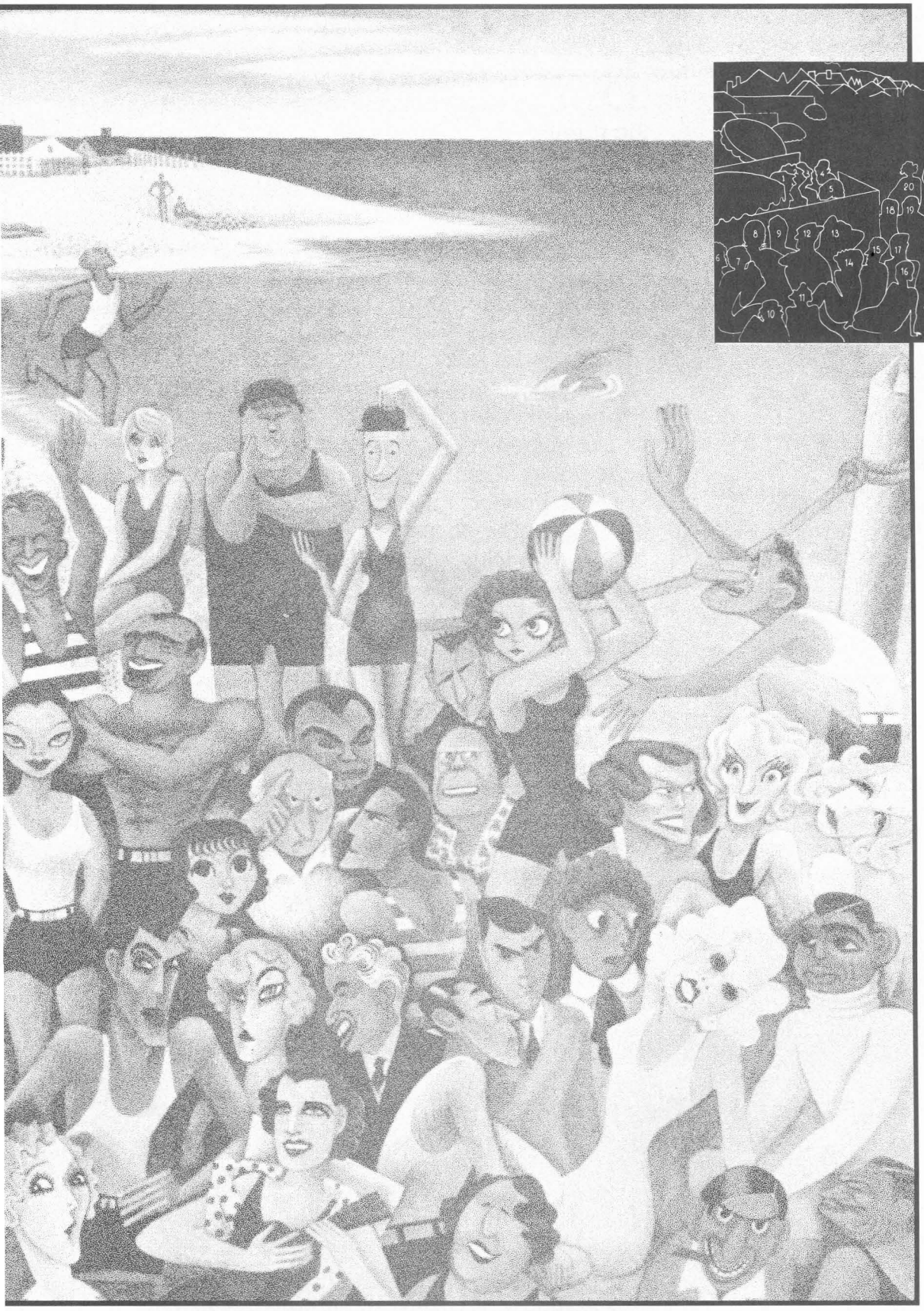
"I have been by the beach a number of times and I have been on it a number of times, and I swear I have never seen or heard of more than three people on it at one time . . . it is the most deserted beach this side of Paradise."

As Malibu grew from a celebrity colony to a suburb of metropolitan Los Angeles, its beaches remained little used. The rugged Santa Monica Mountains buffered this strip of coast from the relentless development of the San Fernando Valley and the Los Angeles basin. Residents of these inland areas yearned for the relatively uncrowded beaches and surfing spots in Malibu but were excluded. The oceanside land was so valuable that houses were built without front or side yards. Thus a solid wall of homes faced the beach, blocking views as well as beach access from Highway 1. Less than seven of the twenty-seven miles between the L.A. County line and Pacific Palisades were open to the public at state- and county-owned beaches. Exclusivity bred fantasy. The seven million people within an hour's drive of Malibu got Beach Boys music and surfer movies, but the twenty thousand residents kept the beach.

Malibu residents jealously guarded "their" beaches against incursions by the public.



The fantasy of the good life in Malibu was well established by 1933, when this illustration by Miguel Covarrubias appeared in *Vanity Fair* magazine. In the public mind, Malibu Beach was a legendary place inhabited by legendary people. Beach blanket movies and surfer music kept the



1. John Barrymore
2. Ethel Barrymore
3. Lionel Barrymore
4. George Arliss
5. Helen Hayes
6. Miriam Hopkins
7. Lilyan Tashman
8. Mae West
9. Edmund Lowe
10. Constance Bennett
11. Joel McCrea
12. Maurice Chevalier
13. Kay Francis
14. Joan Crawford
15. Leslie Howard
16. Dolores Del Rio
17. Adolphe Menjou
18. Joseph Schenck
19. Samuel Goldwyn
20. Joan Blondell
21. Douglas Fairbanks, Jr.
22. Sylvia Sidney
23. Mary Pickford
24. Gary Cooper
25. Douglas Fairbanks
26. & 27. Laurel and Hardy
28. Edward G. Robinson
29. Cecil B. De Mille
30. Claudette Colbert
31. Marion Davies
32. Norma Shearer
33. Charlie Chaplin
34. Fredric March
35. Marie Dressler
36. Gene Fowler
37. Nancy Carroll
38. Howard Hughes
39. George Raft
40. Louella Parsons
41. Harpo Marx
42. Katharine Hepburn
43. Jean Harlow
44. Marlene Dietrich
45. Jimmy Durante
46. Greta Garbo
47. Clark Gable
48. Ernst Lubitsch
49. Wallace Beery

myth alive, and the Malibu name never lost its symbolic value, lending status to a Chevrolet automobile produced until 1983. Reprinted by permission of *Vanity Fair* and the Condé Nast Publishing Company.

BEFORE THE Coastal Commission was established in 1972, only nine accessways were open to the public through the approximately 1,300 oceanfront parcels in Malibu. These were created in 1971 by a three-to-two vote of the County Board of Supervisors, over the loud objections of beach owners, to implement a new provision of the Subdivision Map Act requiring access to all state tidelands. The "vertical accessways", or paths to the publicly owned area seaward of the mean high tide, remain controversial. Private police and chains on the beach have kept the public restricted to the tidelands or these narrow corridors for over fifteen years now, evidence of a stubborn commitment by the homeowners. After 1972, the new regional and state Coastal Commissions required that coastal development provide for public access to and along the shoreline. The focus of the opposition to opening beaches quickly shifted from the county to the commissions.

The Coastal Commission was made a permanent agency and the State Coastal Conservancy was created in 1976 to implement the state's coastal policies. The Commission's access policies and permit requirements withstood legal and political challenges, but they remained "paper" conditions. There was no way to make sure that developers recorded the deed restrictions or offers to dedicate easements as they were supposed to; and even if they did, the Commission did not have the organization to inventory the offers and in-

Fences on the beach at Malibu Colony restrict visitors to the tidal area.

form local governments of the possibilities. The papers lay in the county assessor's office, but with no one to make the public aware of the offers and no agency in a position to accept them, they were useless.

Amendments to the coastal legislation were passed in 1979 to remedy this problem. The Coastal Commission and the Coastal Conservancy were given the responsibility and the powers to implement a statewide coastal access program, including the authority to require that their conditions be complied with before any permits were issued and that the conditions be systematically recorded. The Commission was therefore able to effectively encourage agencies and local governments to accept the offers of easements—the only way they could be developed into full-fledged accessways.

Malibu was a propitious place to start: its high-profile population and symbolic value would be sure to bring attention to the new program. The Commission and the Conservancy approached the County of Los Angeles to participate in the effort. A project to open up El Pescador, La Piedra, and El Sol beaches and the nearby blufftops—about twenty acres formerly occupied by mansions which had burned in the wildfires that periodically sweep the area—was agreed upon by the respective staffs. These parcels had been bought by public agencies in the mid 1970s for approximately $8 million of state parklands bond and federal funds. The county, for its part, was to operate these beaches and manage several other vertical access dedications at Malibu. The Conservancy agreed to fund the construction of all necessary facilities on the sites and awarded a $266,415 construction grant to Los Angeles County on 10 July 1980.

That same day, in a whimsical attempt to publicize the new project, the Commission, Conservancy, and county jointly dedicated the only beach accessway that the county had opened as a result of a decision made by the Coastal Commission some years previously. With the kind permission of Garry Trudeau, this accessway was named Zonker Harris Beach, after the *Doonesbury* cartoon character obsessed with suntanning. The media reacted as anticipated: a print, radio, and television blitz launched the program into the public's consciousness and Malibu's hostility. Before the television documentaries on beach access were even aired, someone splashed paint thinner on the painted redwood

Q: Tell us about Zonker's beach.

A: Well, technically, it's not really his beach. It's simply named after him. The Zonker Harris Memorial Beach. It was one of the private Malibu beaches recently liberated by the California Coastal Commission.[1] The residents were, of course, furious, and the redwood sign marking the access route was vandalized within twenty-four hours.

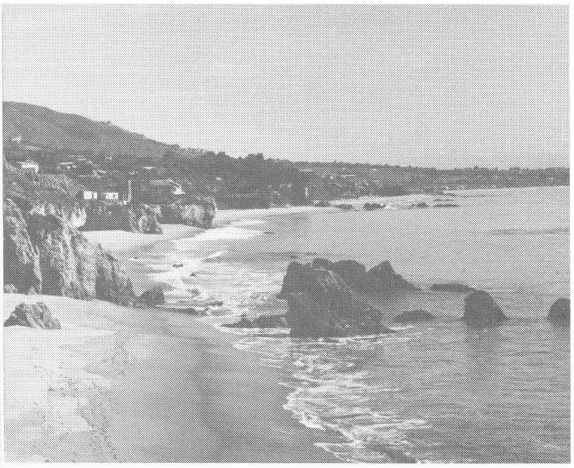
[1]Don Neuwirth, the project manager, told the *Los Angeles Times* that beach access in Malibu was a victory for the public. "If you take a picture of us erecting the sign," he said, "try to make it look like the raising of the flag at Iwo Jima."

DOONESBURY COPYRIGHT ©1981, G.B. Trudeau. Reprinted with permission of Universal Press Syndicate. Reprinted with permission.

sign showing the way to the beach (the first in a statewide program to identify coastal accessways). "L.A. Go Home" was scrawled across the redwood by a finger dipped in the running paint. This was a harbinger of the opposition that lay ahead. Four years would pass before any of the other three beaches could be opened—four years during which they remained padlocked to the public; only the neighboring homeowners had access.

Malibu residents involved themselves in less destructive fashion also—participating in the many public hearings, exerting political pressure behind the scenes, and finally appearing as plaintiffs in court—all the while opposing the public use of these beaches. First, during the preparation of the environmental impact report for the project, they argued that the fragile and unique natural resources of the sites would be endangered. They hired a biologist, a former chairperson of their Regional Coastal Commission, to document the special environment of the sandy beaches and burned-out bluffs. But extensive environmental analysis and review showed that public use would not degrade the already disrupted ecology. Although the neighbors urged that the State Parks Commission classify the beaches as Reserves (with little or no public use), they were designated State Beaches on 12 December 1980.

However, before the County Board of Supervisors could undertake the necessary review of the environmental impact report, a new majority was elected. The new board, under the leadership of a new coastal supervisor, refused to accept the Conservancy grant, claiming that the county could not afford to operate and maintain the new beach access facilities. In response, despite the long-standing pattern of county operation of State Beaches in Los Angeles, the State Department of Parks and Recreation agreed to operate and maintain two beaches left over from the now-defunct county project (El Pescador and La Piedra) and another beach (an eighteen-acre nearby parcel named El Matador) which had never been considered in the county plan. (The third beach involved in the original 1980 plan, El Sol, had been purchased with federal funds in the 1970s and was owned outright by the county. It remains locked today. Likewise, the vertical access dedications in the original plan were not accepted by the county and are still closed to the public.)



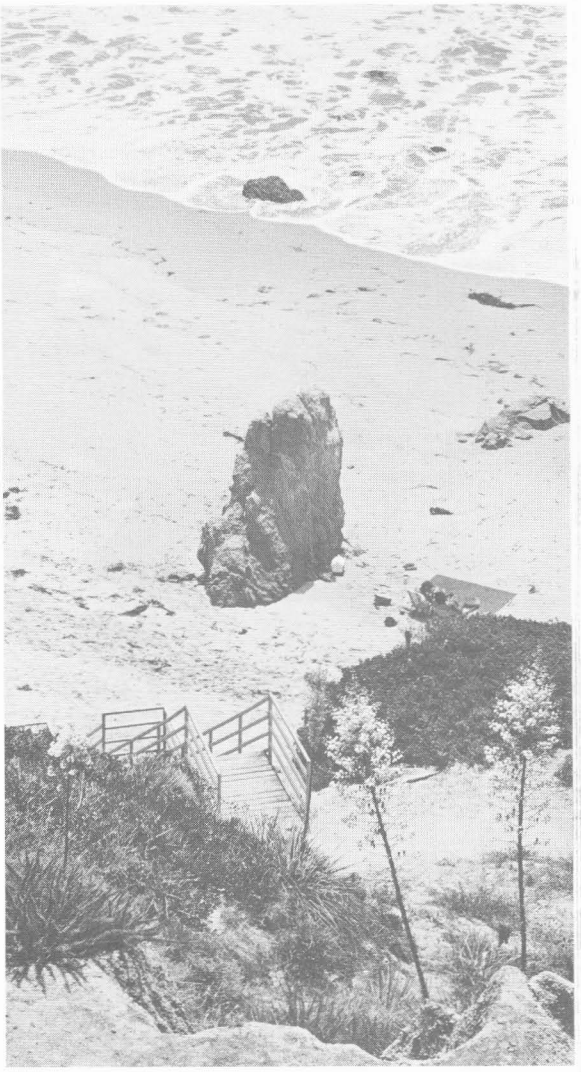
DURING 1981, the neighbors in Malibu honed their arguments. Having lost the first round on environmental issues, they now concentrated on social issues. Serious crime, not just trespass, became their major fear associated with the public use of public beaches. But the Los Angeles County Sheriff could not correlate beach access with major crimes in Malibu. Operational plans for the beaches included supervison by armed rangers as well as lifeuards with full peace officer status.

The residents claimed further that public health would be degraded by people using the beach. Although the plans called for trash receptacles and restrooms, they feared unsanitary conditions would result from public access. At their request, the County Department of Public Health surveyed the existing accessways but found no problems. Ironically, neighboring homeowners' septic systems often fail, polluting the groundwater, cliffs, and ocean in this portion of Malibu.

In March 1982, the residents had ample opportunity to air their objections. On 11 March, the Coastal Conservancy awarded the State Department of Parks and Recreation $385,000 to develop the three beaches with modest facilities, including access roads, parking lots, restrooms, trails, and stairs. Also included was $60,000 to cover the first year's operational costs. The next day, the State Parks and Recreation Commission approved the General Development Plan for the beaches. The following week the State Coastal Commission approved the plans for the beaches and granted permits for construction. Each public body afforded the Malibu residents a full hearing on their litany of objections to public use of the beaches. Access opponents next filed suit in Los Angeles Superior Court, alleging that the state had procedurally and substantively violated environmental regulations. By midsummer, the judge ruled in favor of the agencies and allowed construction to begin. The neighbors took the case to Appellate Court. That appeal was ultimately abandoned.

Despite the minimal nature of the facilities to be constructed, site planning was difficult because of the unique terrain. In addition to a fine sandy beach, the parcels included scenic rock formations and bluff tops affording majestic views along the coast. In coordination with the Conservancy and the Coastal Commission, State Parks completed the plans in about six

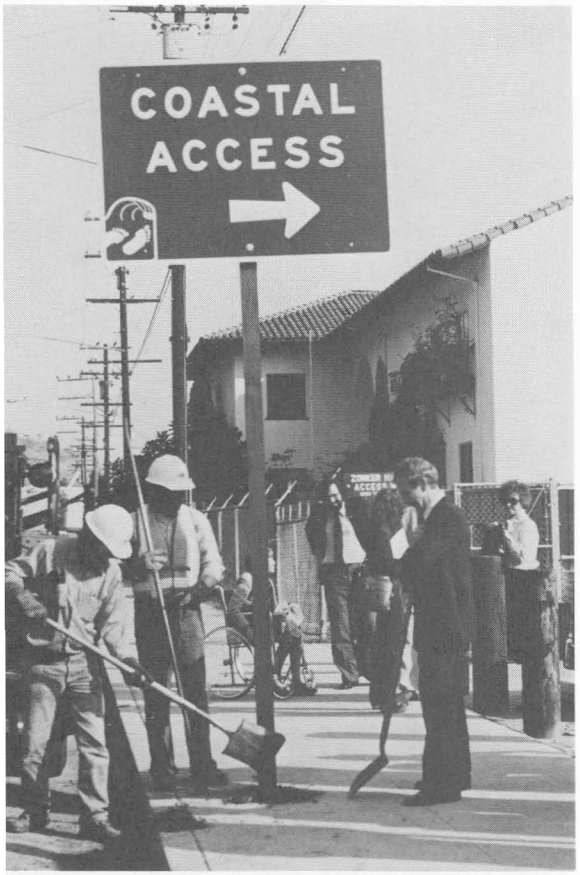
Opposite: El Matador Beach was one of three beaches to be operated by the State Department of Parks and Recreation under a controversial access plan for Malibu. Below: The varied terrain at the beaches made site planning a challenge. Shown are the stairs leading to El Matador.



months. (Many State Parks are not developed within a decade of their acquisition.) To expedite construction and reduce costs, the California Conservation Corps cut the trails and cleared the sites. The crew was made up of Corpsmembers from Central Los Angeles who had never seen Malibu before. Malibu resident Johanna Mankiewicz Davis supposedly once said that not only were there no blacks in Malibu, there were no brunettes either; watching the black and brown teenagers of the Corps enjoying the hard work and the beach reminded one of the fragility of all fantasies.

During an October 1982 firestorm in the Santa Monica Mountains, with Malibu sealed off to nonresidents, unknown vandals destroyed construction equipment stored at the El Pescador site. Tires were slashed, sand put in gas tanks, machinery pushed over the bluff, and site improvements trashed. As regrettable as this attack was, it remains the only serious crime reported on the site. Another setback was natural in origin. After the fires of the dry season, winter storms eroded a trail before it was completed. The path was redesigned and constructed with drainage facilities.

In early 1984, El Pescador, La Piedra, and El Matador were officially opened as the Robert H. Meyer Memorial Beaches. Named for a respected former deputy director of State Parks, they were formally dedicated by his widow, family, and friends on 9 June 1984.



THIS STORY would be incomplete without an attempt to understand the perspective of the beach property owners. Their arguments were not completely without merit, and their official comments and behind-the-scenes lobbying raised important issues. Private comments by residents, many of whom were true environmentalists, were often very helpful to project staff. For example, at their suggestion the parking lots were left unpaved to minimize erosion from rain runoff. Also, the facilities were located at the center of each parcel to provide a buffer for the adjacent private homes. Most importantly, their understandable concerns regarding security resulted in extra ranger patrols and a high staff profile at the beaches.

Nevertheless, the essence of the objections was not social or environmental issues. No environmental degradation or crime wave has occurred during two years of public use. The real issue may be psychological. People who live on beaches used exclusively by locals

Design of the parking lot at El Matador, as at the other beaches, reflected the concerns of neighbors regarding erosion, location of facilities, and other factors.

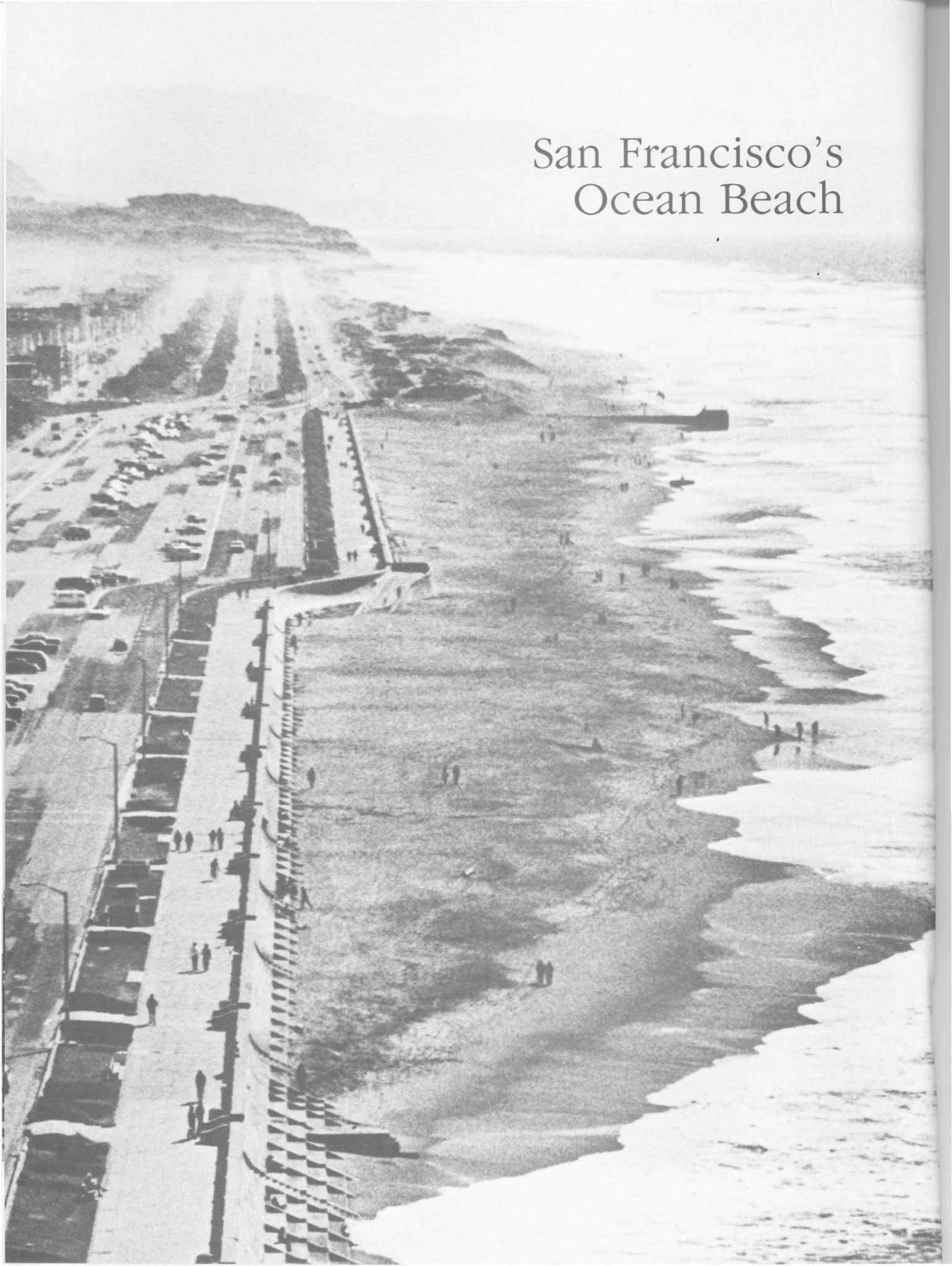
come to expect to know every one on the beach. They may or may not socialize with their neighbors, but there is a tacit acknowledgement of each other. When strangers appear, residents are forced to change their expectations. Some can adjust to the new circumstance; others move elsewhere.

The *Los Angeles Times* (8 July 1984) quoted a producer-screenwriter as having his disposition permanently changed by unpleasant encounters with beachgoers. He said "I was extraordinarily liberal until I came to Malibu, now I'm a fascist." A progressive folk singer, with impeccable 1960s credentials, summarized his objections to allowing the public on "his" beach by saying that it will change his "beach experience." Undoubtedly, some people are surly and disrepectful of private property. But an adequately designed and well managed beach can provide public enjoyment in an orderly, as well as beautiful environment. When the citizens of Los Angeles, along with the majority of all Californians, voted for Proposition 20, they wanted a change—they wanted a beach experience also.

The struggle over beach access continues in Malibu, along much of the California coast, and in many other states. As Shakespeare wrote in *The Tempest*: "What is past is prologue." This controversy may be instructive. Possibly we can learn to readjust our expectations and share our collective fantasies as well as the shoreline.

Donald B. Neuwirth was the founding editor-in-chief of *California WaterfrontAge*.

San Francisco's Ocean Beach



Changing Recreational Waterfront

by James P. Delgado

WEST OF THE Golden Gate, San Francisco's shore sweeps along rock-bound headlands before dipping into a broad expanse of sand dunes and flat ocean beaches. The land dramatically meets the ocean in the flying surf, which beats against the rocks of Lands End and races up the sands of Ocean Beach. The rugged character of this portion of San Francisco's waterfront has drawn the city's residents and countless visitors since the Gold Rush. While the quiet contemplation of nature and the scenic qualities of San Francisco's western shore initially attracted visitors, it was a variety of introduced recreational activities which brought the multitudes. The natural values of the beach conflicted with increased recreational development as entrepreneurs erected roads, seawalls, and a number of buildings on the rocks of Lands End and the sands of Ocean Beach. The natural character of Ocean Beach gradually disappeared as new recreational developments encroached upon it.

The four distinct chapters of the history of this urban waterfront reflect changing social values as much as they do the pressures of urbanization and increased population.

When gold was discovered in 1848, Ocean Beach was part of San Francisco's undeveloped sand dune wilderness. Those who found their way to it sought to confront nature in the raw, to stroll or ride on horseback within sound of the waves, and to taste the salt air. By 1860, the Gold Rush had transformed the tiny frontier outpost of San Francisco into a major American urban center, but the beach remained largely untouched by development. The city boomed and ex-

In 1865, Ocean Beach was at the end of an undeveloped sand dune wilderness, and the Seal Rock House was one of the few structures to be seen.

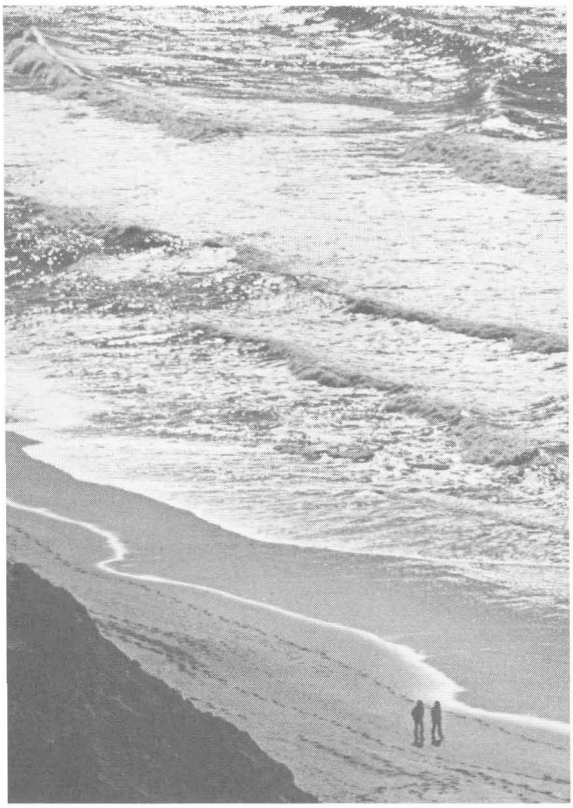
panded in all directions except west, where steep Nob and Russian hills and then miles of sand dunes blocked easy access to the "Outside Lands" on the western shore.

The largely tenantless beach area became a favorite rendezvous for San Franciscans who rode out along a dirt road that ran along the shores of Lake Merced. The joys of such outings were recounted by many. In 1859, Hutchings' *California Magazine* published one account:

There is a never ceasing pleasure to a refined mind, in looking upon or listening to the hoarse murmuring roar of the sea; and an unexplainable charm in the music of its waves, as with a seething sound, they curl and gently break upon a sandy shore, during a calm; or dash in all their majesty and fury, with thundering voices on the unheeding rocks in a storm. This is sublimity.

Other romantic visions of Ocean Beach included that of George Sterling, who wrote in his "Cool, Grey City of Love":

The winds of the future wait
At the iron walls of her Gate,
As the western ocean breaks in thunder,
And the western stars go slowly under,
And her gaze is ever west . . . .



The recreational jaunt along the beach found its way into the city's fiction. Frank Norris' doomed dentist McTeague strolled with a friend to the Cliff House to hoist a glass of beer while looking out at the beach, listening to "the long rhythmic rush of the surf . . . ."

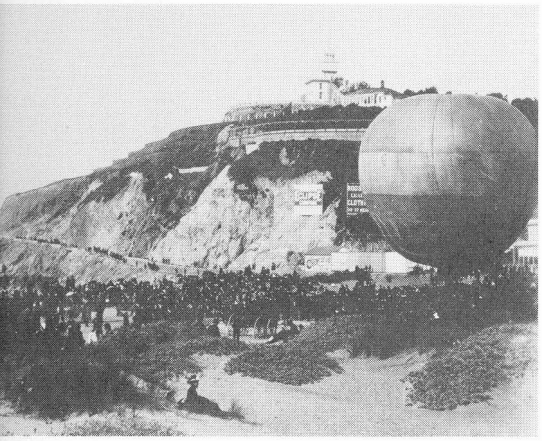
Bret Harte used the beach as the setting for one of his short stories, "A Treasure of the Galleon."

She was not long in reaching the sands . . . warm, sweet-scented from short beach grass, stretching to a dim rocky promontory, and absolutely untrod by any foot but her own. It was this virginity of seclusion that had been charming to her girlhood; fenced in between the impenetrable hedge of scrub-oaks on the one side, and lifting green walls of breakers tipped. . . with white foam on the other . . . .

The first Cliff House opened for business in 1865.

Until 1865, however, this ocean shore wilderness called only to a select minority of venturesome souls. Then Captain Junius Foster opened his "Cliff House" and with it the second chapter in the history of Ocean Beach. This was the first effort to attract crowds. The Point Lobos toll road was completed that year, and it called for a destination, a response to the Victorian need for a place to go where one could confront Nature from the comfort of an easy chair.

In his description of an excursion "To the Cliff House", Bret Harte praised the "unsurpassed grandeur" visible from the parlor, "Where but a single piece of glass seemed to separate the comforts and refinements of civilization and peace from the rude jarring of elemental discord and Nature in her rudest aspect, beyond." Here a man could watch the storm dash spray upon the pane and listen to the waves' thunder below, without disturbance to his uplifted glass of champagne. Bret Harte described stepping outdoors, "where we leaned against the wind," to watch as "waves raced like ravenous wolves. . . . It was with a feeling of regret that we at last turned our faces—our cheeks buffeted by the elements into a healthy glow—once more toward the city . . . ."



Above: Balloon ascents—like this one in 1886—and other entertainments brought San Franciscans to the beach throughout the late 1800s. Below: The 1916 *Aberdeen* shipwreck, one of more than twenty on Ocean Beach between 1851 and 1926, attracted its share of spectators.

After 1865, buggies for hire raced back and forth on the hard-packed sand, and a variety of staged events—tightrope walks between Cliff House and the Seal Rocks, balloon ascents—brought out the curious.

But the biggest attractions may have been the frequent shipwrecks. Between 1851 and 1926, over twenty vessels were pounded to death in the surf at Ocean Beach. Each wreck brought curiosity seekers in droves; in 1886, when the whaling bark *Atlantic* was lost, nearly 50,000 persons gathered on shore to collect souvenirs, and "nothing that was portable escaped the collectors. . . . " When the schooner *Reporter* was lost near the same spot in 1902, enterprising businessmen sure of large crowds erected banners on the stranded hulk advertising their products.

Captain Foster's Cliff House became a place where the well-heeled newly rich went to kick up their heels and entertain mistresses. In its heyday, the 1880s, when Adolph Sutro bought it, this establishment was more or less a high-class brothel. The western shore was still a frontier.

Sutro's purchase launched the third phase of the history of Ocean Beach. It came at a time when fortunes were made and ostentatiously displayed in grand works of construction. While Sutro's fellow Comstock Lode millionaires built palatial mansions atop San

Francisco's Nob Hill, he created an extravagant fantasy on the city's dramatic westernmost outpost.

Adolph Sutro personified the Horatio Alger tradition of rising from rags and obscurity to riches and fame. He was born in Prussia in 1830 and, after the family fortune was lost in the revolutions of 1848, came to New York. There he soon learned of the California gold discovery and, with typical aplomb, booked passage to San Francisco. Arriving in 1850, he settled into a merchant's life. His fortunes languished until 1859, when they revived with the discovery of silver in the Comstock Lode in Nevada.

In Virginia City, he first turned to refining silver but soon moved to the Comstock's greatest engineering problem: the need to ventilate and drain the mines. Tremendous heat and sudden releases of boiling water and steam compelled the miners to work in conditions likened to hell itself. Sutro proposed a three-mile tunnel to pierce the Lode and then ventilate and drain it—a vastly ambitious project. He met with initial enthusiasm from bankers and financiers, but then lost support as it became clear that such a tunnel would give Sutro virtual control of the Comstock Lode. Refused conventional funding, Sutro appealed to the miners themselves. He lobbied against big business in the halls of Congress and in foreign capitals, making a humanitarian argument, and gradually raised the money.

When the Sutro tunnel was completed in 1879, its designer had gained world fame and fortune. Selling his tunnel stock, he returned to San Francisco in 1880. There he bought real estate as a way of maintaining his wealth through speculative buying, selling, and leasing. By 1898, Adolph Sutro owned one twelfth of all the land in the City and County of San Francisco. His holdings included most of what is now the Richmond district and Lands End.

The nucleus of his Outside Lands real estate empire was a twenty-one-acre lot purchased in 1881 from Sam Tetlow. Standing on its outcropping of rock above the Pacific, he was struck by the magnificence of the view with the waves crashing on Seal Rocks below, the dim crags of the Farallones in the distance, and the dunes stretching into the southern horizon. He bought the land on the spot, and it became his estate, Sutro Heights.

In 1885, Sutro bought the Cliff House and began to promote the Outside Lands. Partly as an attraction to

potential buyers of Outside Lands lots, he planned Sutro Heights as a garden oasis in the midst of the dunes and redesigned the Cliff House to serve all classes of people.

By 1890, GOING to Ocean Beach became something most San Franciscans could afford to do. Sutro subsidized the construction of the Ferries and Cliff House Railroad and set the fare at an affordable nickel. From the 1880s until 1929, millions of people rode along the cliffs of Lands End to the railroad's depot at the corner of 48th and Point Lobos Avenues. Sutro renovated the Cliff House constantly.

In 1887, the schooner *Parallel*, loaded with kerosene and black powder, crashed and exploded on the rocks below the Cliff House, and half of the building was destroyed. The remodeled and expanded Cliff House burned in 1894. The following year, Sutro rebuilt it into a Victorian palace, San Francisco's favorite Cliff House, perched dramatically above the pounding waves. To match its expansive grandeur, he built the Sutro Baths, an enormous indoor saltwater pool with a multitiered museum rising above the water. Displays included Egyptian, Mexican, and other antiquities.

It was Sutro who first introduced artificial recreation to the Beach. Above the baths, on Merrie Way, he built an amusement park, which included a number of rides from San Francisco's 1894 midwinter fair, held in Golden Gate Park. The baths and amusement park enticed crowds to the western shore while Sutro entertained the powerful and famous at the Cliff House. His visitors included President Benjamin Harrison and Andrew Carnegie. To make it clear that the brothel era was over, Sutro made it a firm policy that no doors were locked.

In 1893, Adolph Sutro was elected Populist mayor of San Francisco. When his term ended in 1897, he did not seek reelection. In 1898, prematurely senile, he died, land-rich but penny-poor.

Perhaps due to San Francisco's cold, foggy summer weather and the violence of the surf beating on the beach's sandy shores, Ocean Beach through the nineteenth century was less of a place to picnic and bathe than it was a destination for sightseers and thrill seekers. Recreation meant either a game of billiards and a drink at the Cliff House or a swim in the protected saltwater confines of Sutro Baths. The beach, rarely hospi-

The palatial Victorian Cliff House stood from 1895 until 1907.

table to bathers, became the domain of those on a recreational drive, and Ocean Beach was turned into a highway. Historians Roger and Nancy Olmstead noted that the setting aside of a reservation for a "Great Highway" on the beach in the 1860s meant that the city's first "parkway" had been established "in an age when the developing use of the term . . . meant a primarily recreational corridor-roadway enjoyed at one- or two-horsepower speeds."

The increasing popularity of a ride along the beach as part of a scenic drive to the Golden Gate through Golden Gate Park and along the shore brought demands for a permanent, stable roadbed. Fences to catch the sand and create a line of dunes to border the eastern edge of the highway were first erected in the 1860s; the original road was the hard-packed sand below the high-tide mark. The possibilities of a north-south thoroughfare along the beach, passable at all tides, intrigued San Francisco's city fathers, who felt that such a highway could be "one of the most beautiful ocean drives in the world." Complaints about the path being blocked by the shifting sands of the beach led to the construction of a one-mile-long macadamized elevated platform in 1890. This platform was the genesis of a new major expressway along the beach.

In time the erosion of this platform threatened the road, and so city engineers, beginning in 1906, built a concrete seawall to protect the road. This gave way to a

By 1922 an expressway and esplanade carried beachgoers past Playland-at-the-Beach, San Francisco's version of a boardwalk. The Cliff House and Adolph Sutro's mansion can be seen in the background.

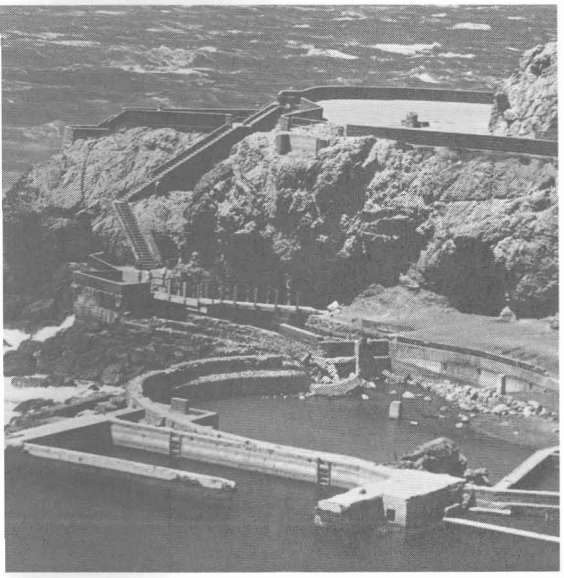
balustraded "Esplanade" constructed in 1915 and 1916. The completion of this portion of the road and the increased use of the automobile began to alter the character of the beach.

Adolph Sutro had left his heirs little to meet the costs of maintaining what he had built. The palatial Victorian Cliff House burned in 1907. In 1909, Sutro's daughter Emma built a new, smaller Cliff House, of reinforced concrete, in neoclassical style. In 1937, it passed into the hands of entrepreneur George Whitney. Following in Sutro's footsteps, Whitney had earlier, in the 1920s, created Playland-at-the-Beach, an extensive shoreline amusement park at Ocean Beach. Thousands of San Franciscans and tourists drove or rode the train out to the beach on weekends to enjoy the Playland rides, a swim in Sutro Baths, or a scenic drive. On the first day of one spring in the 1920s, one traffic officer estimated that as many as 50,000 automobiles were driven to the beach.

To accommodate the increasing number of automobiles, the shoreline road was expanded and pushed south in 1928–29. When opened at the end of May 1929, the million-dollar Great Highway and Esplanade stretched for three miles along the city's western shore. The concept of recreation at the beach had subtly changed from a stroll along the beach to confront nature to an open-carriage scenic ride above the breakers to a visit at a place of entertainment to, now, a quick automobile drive over a paved expressway on the traditional Sunday afternoon excursion.

Social values were changing. Ocean Beach along with the Cliff House, Sutro Baths, and Playland, ceased to be a destination and became a stop. Gradually, they all fell into disrepair. The baths were closed and in 1966 burned during demolition. Playland-at-the-Beach was closed in 1972 and quickly demolished. By 1975, the entire area looked like a war zone, with the burned-out ruins of Sutro Baths and the crumbling foundations of the demolished amusement park standing vacant while potential developers battled over its future. Ocean Beach had been abandoned to rowdies and was littered with beer bottles.

Below: Strollers fill Ocean Beach in this 1910 view. The pier supported a salt water intake for the Lurline Baths, an indoor pool in San Francisco. Bottom: The same perspective in 1986 shows the seawall and roadway that have changed the city's beach experience and may, some fear, eventually cause the destruction of the beach.



The National Park Service plans to turn the ruins of the Sutro Baths, which burned in 1966, into a pleasant site accented by flowing water.

THE FOURTH CHAPTER in the history of Ocean Beach took on a brighter cast in October of 1972, when President Richard Nixon signed into law the bill that created the Golden Gate National Recreation Area, an urban unit of the National Park system. By 1979, the GGNRA included the ruins of Sutro Baths, overgrown Sutro Heights (Sutro's house had been demolished in 1939 by the city), the Cliff House, and all of the city's western shore. Plans were made to reclaim the natural features of the beach as much as possible and make it inviting again.

Eventually, the National Park Service hopes to develop the Sutro Baths site into a place more pleasant to visit, with flowing water accentuating the ambience of ruins. The city-owned Beach Chalet, with its Depression-era murals, might one day be reopened to provide a respite from the ocean winds at the edge of Golden Gate Park.

The Great Highway and its seawall have forever doomed the dunes. Some experts believe that they will eventually also mean the ruin of the whole beach. In time, as increased rock, rubble, and debris are dumped on the sands to protect the eroding roadbed, or as more concrete seawalls are built to armor the highway and the city sewer system, the beach may largely disappear. There have been proposals for changing the course of the Great Highway to a more winding pattern that might fit in with dunes that could be planted with shrubs and grasses to contain the drift of sand. As yet, these plans have not been acted upon.

Today, Ocean Beach is a place where some people stop to look at the ocean, sometimes not even leaving their cars. But for others it is the place to go, as it has always been, for an invigorating walk or run, to fly a kite or watch seabirds and the sunset. □

James P. Delgado is the historian of the Golden Gate National Recreation Area.

A Legacy Lives

As a child growing up in Marin County during the 1950s, Bob Lesoine loved the Saturdays when he and some buddies could take the bus to San Francisco, to Playland-at-the-Beach.

"When you were there you were in a different dimension," he remembers. "We'd stay till late. It was part of a bigger world—like a circus."

He grew up and went away, to New York, Amsterdam, even farther. When he returned in 1970, he found that Playland was shabbier but that some of its magic remained. Again he left. Two years later, he came back to find broken glass and rubble where Playland had been. He was bereft: "Someone had ripped out a whole era of my past. Playland was part of my psyche."

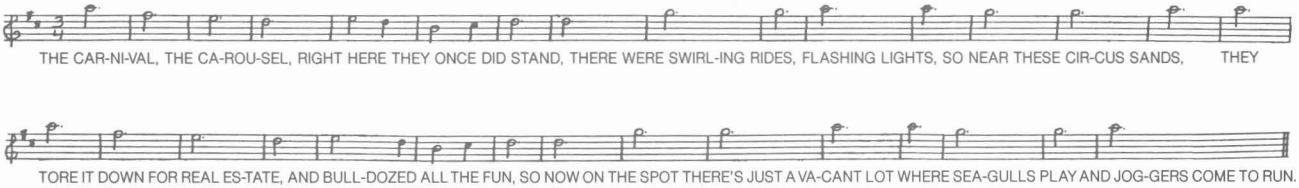
He continued to travel, making his way through distant cities as a folksinger. One morning, in Athens, Greece, he woke up with a song on his mind and wrote it down. He began to sing it in coffee houses. People came to him after performances: "Sounds like Riverview," Chicagoans said. "Revere Beach was like that," said Bostonians. "You could be talking about Excelsior Beach in Baltimore."

An era had ended. Many amusement parks had vanished from the landscape, found tawdry by comparison to gleaming theme parks and other new amusements.

On April Fools' Day 1978, Lesoine sang his song on the old site during a celebration organized by Dave Warren, perhaps the last of the Playland carnies, who still works at the Cliff House, running the Camera Obscura. That night he wrote three more songs, about the Laughing Lady, the Merry-Go-Round, and the Fun House.

The songs grew into a full cabaret show, "The Year They Tore Down Playland-at-the-Beach," performed at the Chez Jacques carbaret theater. Now Chez Jacques too is gone, like Playland, but the song lives. Lesoine sings it to his music students at the Delmar Middle School in Tiburon. He has also built it into a full-scale musical that he hopes to see produced.

PLAYLAND



BOOK REVIEWS

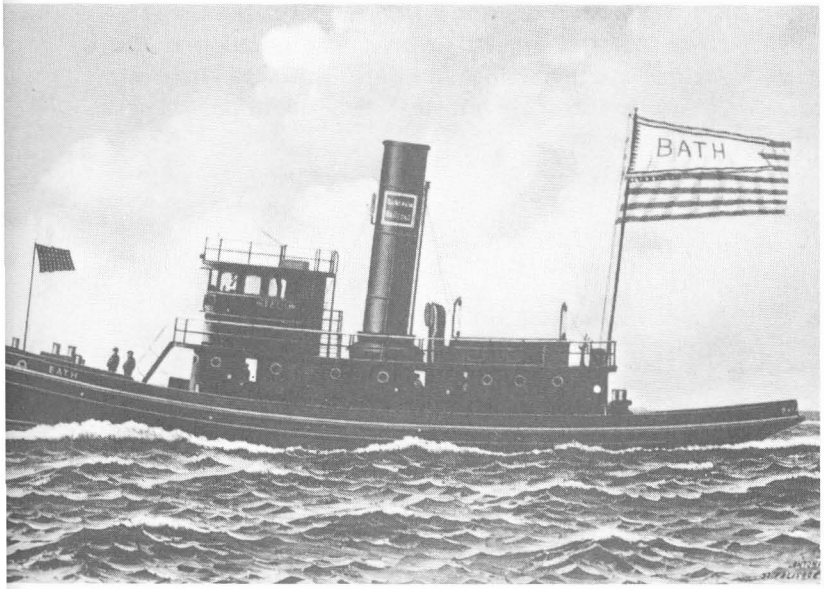
The Little Ships

On the Hawser: A Tugboat Album. Steven Land and Peter H. Spectre. Down East Books, 1984. 506 pp. $39.95.

Tugboats—they are little ships, full of character and purpose, in close rapport with the crews they have aboard. A lively seamanship is going on all the time and the tugboat men are proud of their skill. They tend to be a *little* disdainful of mariners on larger, plodding vessels.

It is true that the larger vessels steam out through the heads on voyages, and harbor tugs, at least, don't do that. But if the men aboard coveted voyages, they have probably, as seamen, contrived to make voyages at some time in the past. Or can make one in the future.

In the meantime they have the profession's most coveted commodity. "A seafaring man is always looking for something where he can stay home," is the way that Captain S.A. Axelson, retired chief pilot at Coos Bay, Oregon, put it to me.



Of course, there are deep-sea tugs and salvage tugs, and *they* make long voyages. Very long, when they have a heavy tow—say a drydock to be delivered to the other side of the world. One fancies that an all-around tugboatman, if he is having trouble with his wife, can get himself a slow-moving vacation without much trouble.

We are fortunate that this whole world has been laid before us by a couple of gifted authors in the book *On the Hawser.* It is a thick volume, published by Down East Books in Camden, Maine, and the coauthor, Peter Spectre, told me the other day that it has gone into a third edition. It deserves to.

Spectre said that a young man by the name of Steven Lang, who lived down the road from him in Maine, had accumulated a great deal of information on tugboats and a fine array of photographs. He had troubled to make himself knowledgeable about what was going on in those pictures.

It was eventually to be a book, but books take a lot of writing—you know how it is. Spectre said, I'm a writer; you tell me what's going on and I'll write it up and then you correct it. In this manner they got into production.

The result is a model of information and lucidity. It is a pleasure to read starting at the beginning, taking the vessels one by one, and it is just as much a pleasure to dip into at random.

I am glad to find my old stager, the *Eppleton Hall*, on page 209. I spent half a year as chief mate of this ancient paddle tug, joining Scott Newhall, the skipper and donor, on the delivery voyage from the North Sea to San Francisco to bring her here for the Maritime Museum. It was *not* a voyage to get away from our wives.

—Karl Kortum

Farms and the Future

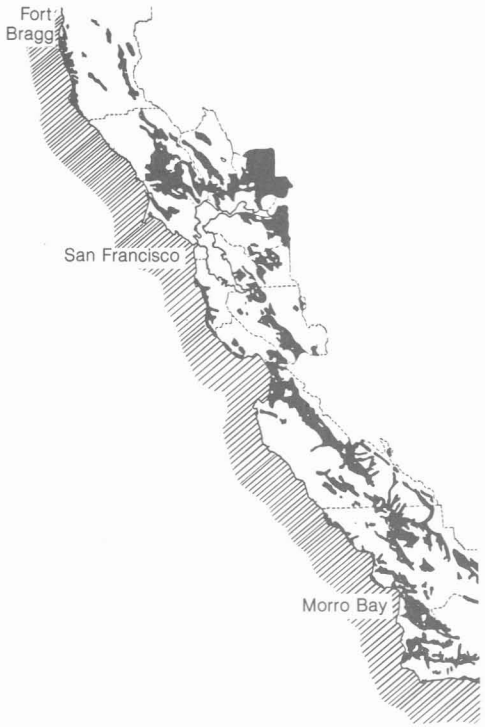
Eroding Choices, Emerging Issues: The Condition of California's Agricultural Land Resources. American Farmland Trust, San Francisco, 1986. 103 pp. $7.50 postpaid.

While many areas in the state actively seek new industries, little attention is being paid to preserving what is already the largest industry in the state, in terms of numbers employed and total economic impact—agriculture. In *Eroding Choices, Emerging Issues: The Condition of California's Agricultural Land Resources*, its report on an eighteen-month research effort, the American Farmland Trust (AFT) concludes that: (1) there is a lack of information about the state's agriculture, (2) vast areas are threatened by natural and economic forces, and (3) specific policy changes are needed.

AFT documents the industry's size. Agriculture represents $54.4 billion of the state's $450 billion gross annual product, with a gross farm income of $13 billion in 1984—10 percent of the national total. It occupies nearly a third of the state's land—31 million acres. A third of that is irrigated cropland. Five percent of the irrigated land, 500,000 acres, is coastal, and there are 10,000 more acres of coastal farm land that are not currently in production.

That coastal land is both the most valuable and the most threatened. The climate is extremely favorable for the raising of food, particularly specialty crops, and these dominate. But in the immediate vicinity are 1.3 million acres of urbanized land. Pressure to convert agricultural land to urban use is strong and constant.

Besides conversion, three other threats are discussed by AFT: soil erosion, salinity and drainage problems, and water supply problems. Each year, 98,000 acres are converted to nonagricultural uses, and 256 million tons of soil erode. Salt water contamination occurs as a byproduct of some intensive irrigation methods. An overdraft problem, in which aquifers are depleted without compensating recharge, is likely, according to the report.



This map shows agricultural lands in the coastal counties from Mendocino to Santa Barbara, excluding federal and state lands. Five percent of California's irrigated cropland is coastal.

AFT argues that if policymakers ignore the issues here raised, the state will face diminished choices in any attempt to preserve its most important industry's resources. *Eroding Choices* contains twenty proposed changes in policy that stem logically from the excellent presentation preceding them.

This is a well reasoned and well documented source of information for those who will deal with the problems of California agricultural resources. *Eroding Choices* can be ordered from the American Farmland Trust, 512 Second Street, San Francisco, CA 94107, at the above-listed price, plus $2.50 for first-class postage if desired. An Executive Summary is available for $2.00.

—*Ralph Brown* □

Editor's Note: *Pat Flanagan has worked in the commercial fishing industry for 31 of his 41 years, having started by cleaning scum off the walls in his family's plant on Fisherman's Wharf. The business over which he now presides, Standard Fisheries, continues at the old location at the foot of Leavenworth Street but has been rendered largely invisible to passersby, screened by businesses catering to the tourist trade. He is active in efforts to modernize the industry, to restore the waterfront, and to protect water quality in the Bay. Peter Grenell and Rasa Gustaitis interviewed him.*

WaterfrontAge: *How do you see the future of the local commercial fishing industry?*

Pat Flanagan: The key question is whether the industry, the people of California, and the governor are willing to act toward a change of direction. In Europe they have been fishing the North Sea waters intensively for centuries, and yet they are doing well because they have developed new approaches, new laws of conservation, and new ways of increasing the returns for the dollar. Certainly we can too.

We need to change the market order system, which is not a good way to develop pricing, for one. The western United States is one of the few areas left in the world where we don't determine the price at daily auction but by the market order system. It stays the same until it is renegotiated. This leads to strikes and does not allow for varying quality levels.

How does the auction system work?

Well, in Denmark for instance, fish is graded before it's auctioned off. They have twelve grades. Buyers know what grade they are bidding on. There are tons of different auction systems in the world. In Australia a computerized one is being developed in which the boats call while they're still out to sea and report how much fish they have on board and of what quality level. They list nationally at the main auction center. The computer figures out how far a vessel is from wherever the highest price is, calculates fuel costs, and directs boats into the proper ports.

How would an auction system help our fishermen?

I'll give you an example. Just yesterday there was a strike on salmon. We could have been faced with a strike of a week or much longer while we fumbled to

determine a new price. In the meantime, all of our fish would have been going by the wayside. What happens is that a tremendous amount of fish comes in, way over demand. Then the fish backs up and buyers say, we have to have lower prices. The fishermen say, we don't believe you, we're striking. Well, with an auction, when there's a backup—say I've got 20,000 pounds of salmon sitting already in my plant—I won't go to the auction that day. My absence would tell fishermen something's going on. And sure enough, the price would drop a little until somebody bought all the fish. Next day, very possibly, the demand would reemerge, I might be back, and the price would go up again.

That way you eliminate the potential for strikes. You also develop a method of encouraging quality improvements. It stands to reason that certain fish would come at a higher price than others.

Anything else we can learn from the Europeans?

We're falling behind on sanitation. There is no consensus in the United States of what establishes even a minimum health or safety standard on the federal, state, or local level. I know, because we built a new fish plant in Oakland about four years ago. I wanted to make sure it was built up to all sanitation codes. I found out that everyone had conflicting ideas. Standards were, in some cases, contradictory and none were required. It costs a lot of money to put in the proper equipment. There have to be clear-cut standards.

To sell most fish, you need only the local public health department's approval. Except for canned tuna, almost 90 percent of all other seafood has to go through very minimal health standards.

Even with excellent standards, what about scarcity created by overfishing?

We have a tremendous biomass off San Francisco alone of fish that have not been utilized. One of the major roadblocks is plant sanitation standards. Hake or whiting—there's tons of it. But it needs to be processed rapidly. Mackerel, short-belly rock cod—they are out there, but they have to be processed at a rapid pace or else they'll spoil. So sanitation of the plant is a major factor to give us access to marketing these fish.

The other thing the Europeans are doing is moving into aquaculture. We have a lot of ideal environments here—San Francisco Bay, Morro Bay, Elkhorn Slough—a lot of areas that could be used to develop new salmon, new types of halibut, raised through genetic engineering to bring the species back. So that's for the long-term future.

Meanwhile, for the short term, a marketing system under an auction also has a tendency to conserve the species because in heavy production, good weather, when everybody can go out, the price will drop, and eventually you will reach a point where economically it does not pay to fish. In periods of shortages, stormy weather, or maybe an off-season, a lot of fishermen will not go out and the few that do will be rewarded by higher prices.

There are other things we also can do for conservation: we could stop using the plastic gill nets and go back to the old rope nets that biodegrade in water when they are lost; or develop some new technique so the ones we use do biodegrade.

I'm not pessimistic. There's a lot of fish out there. We have to develop the laws that allow them to come back either in the form of aquaculture, or maybe some different approaches to fishing, trying to find new species.

Developing those laws, is that a federal or state responsibility?

It's both. This is a national and state resource, and yet it's appalling how little proper direction we get from the federal and state levels. It's usually more negative and restrictive. Very little is done to enhance the species, to make a new direction. There has to be some way to develop a working relationship, so that

the fishing industry is not threatened. Take, for example, the federal capital construction act passed a couple of years ago. Next thing you know, doctors and lawyers were buying boats! We had this tremendous development of fishing boats all along the U.S. coast, without thought of relationship to the resource. Somebody in government was just handing out money to loans—with no planning.

Where is a creative initiative going to come from for a healthy fishing industry that is also conservationist?

It will have to come from the federal government. But the only way it will work is with strong industry input, and I mean sitting down for a change and brainstorming with the industry, the environmental movement, some user groups, and fishermen. If they all sat down and talked they would find that their differences are not that far spread. But there is so much antagonism, and the government is not doing anything, really, to bring these groups together. Or when they do, they're put into almost an adversarial position.

How do you see the industry in global context?

We control twenty percent of the world's fishing resources and yet we've gone from number one or two in the early '40s to sixth or seventh.

What can the fishing industry do to turn things around?

The saving grace now are the women, fishermen's wives and the women who have entered fishing. They are much more radical, more active/proactive than the men were. They're developing marketing approaches that the industry should have developed ten years ago. A number of them are working on a Monterey squid festival, for instance. Five years ago you could not sell squid in the state. Now it's a major fishery. It's those little movements. Each is a step. □

From the Executive Office

continued from page 2

available financial resources, whether governmental or derived from creative development solutions for particular areas; the costs of maximizing public access and amenities; the leverage potential of public funds on private investment; and the multiplier effect on employment and other economic sectors.

Reservation of the water's edge for maritime and public uses will leave opportunities for upland development for the profit of both the public and the private sectors. Waterfront administrators with extensive areas of vacant, abandoned, underused, or deteriorated acreage and structures need not feel constrained to seek top dollar by commercially developing an area better suited to more generally beneficial public or maritime activities. A broader outlook may reveal that "amenity pays," that a well thought out program of public improvements and focused maritime investment may provide better leverage and wider public benefit to the community at large, not just the jurisdiction or agency responsible for the waterfront.

The waterfront edge and immediate upland area should remain available for whatever level and type of maritime use is feasible, consistent with environmental quality standards, and for public use. This should be a priority of waterfront restoration policy. Concurrent nonmaritime development could proceed on the remaining upland areas, where necessary with shoreline improvements and development. Much waterfront land may eventually be designated as surplus by port authorities, no longer needed for maritime purposes. Before this step is taken, however, the aforementioned analyses and consensus-building should be accomplished. Waterfront restoration decisions, whose impacts will be felt for decades to come, can then be more wisely made. □

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To receive *California WaterfrontAge*, please send a note with your name, organization, address, and affiliation (civic group, government agency, consultant, development/financial, maritime industry, other) to:

California WaterfrontAge
Oceanic Society—San Francisco Bay Chapter
Fort Mason Center, Building E
San Francisco, CA 94123

Conservancy information

For information on the programs or projects of the State Coastal Conservancy, write or call:

State Coastal Conservancy
1330 Broadway, Suite 1100
Oakland, CA 94612
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