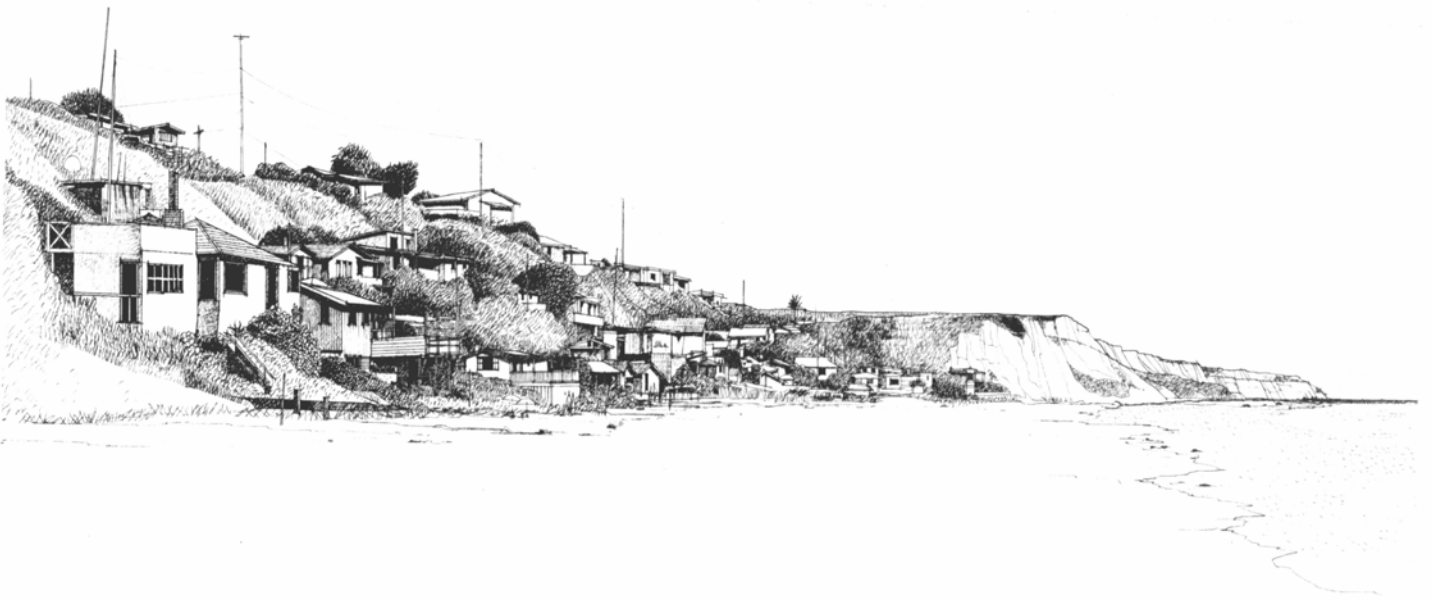


Crystal Cove Historic District Preservation and Public Use Plan

including

Crystal Cove State Park General Plan Amendment



November 2003



Department of Parks and Recreation

ARNOLD SCHWARZENEGGER
Governor

RUTH COLEMAN
Director

MICHAEL CHRISMAN
Secretary for Resources

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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

Gray Davis, *Governor*
Ruth G. Coleman, *Director*

Resolution 4-03
adopted by the
CALIFORNIA STATE PARK AND RECREATION COMMISSION
at its regular meeting in Newport Beach
February 21, 2003

WHEREAS, the Director of the Department of State Parks and Recreation has presented to this Commission for approval the proposed General Plan Amendment for Crystal Cove State Park; and

WHEREAS, the Preservation and Public Use Plan and Environmental Impact Report for the Crystal Cove Historic District and Los Trancos areas of Crystal Cove State Park are the result of an extensive two-year public planning process, which identified project changes at the Crystal Cove Historic District that require an Amendment to the existing General Plan for Crystal Cove State Park; and

WHEREAS, this General Plan Amendment and the Preservation and Public Use Plan document provide policies, conceptual parameters and guidelines for the long-term preservation, development, and management of the Crystal Cove Historic District, to provide for appropriate public adaptive use and enjoyment of this area as well as the protection of its quality, resources, and diversity; and

WHEREAS, this Commission is responsible for approving the General Plan Amendment and the Department is responsible for adopting and implementing the Preservation and Public Use Plan, and

WHEREAS, the Environmental Impact Report for the Crystal Cove Historic District and Los Trancos areas of Crystal Cove State Park serves as the environmental document for both the General Plan Amendment and the Preservation and Public Use Plan in compliance with the California Environmental Quality Act; and

WHEREAS, during its consideration of the Department's recommendation for approval of the General Plan Amendment, this Commission has reviewed and considered the information contained in the final proposed General Plan Amendment, Preservation and Public Use Plan, and Final Environmental Impact Report;

Continues on following page...

Exhibit 3: Crystal Cove Historic District Preservation and Public Use Plan

...Continued from previous page

NOW, THEREFORE BE IT RESOLVED

RESOLVED: This Commission has reviewed and considered the Environmental Impact Report for the Preservation and Public Use Plan and the General Plan Amendment prior to approving the General Plan Amendment, and this Commission finds and certifies that the final Environmental Impact Report reflects the independent judgment and analysis of this Commission and has been completed in accordance with the California Environmental Quality Act; and

RESOLVED: In connection with its review of the Environmental Impact Report prior to approving the General Plan Amendment, this Commission independently makes the findings in the "Statement of Overriding Considerations" and the "Findings of Fact" contained in the Crystal Cove Historic District Preservation and Public Use Plan, Environmental Approval Package, attached as Exhibit "A" and incorporated by this reference and finds that each fact in support of the findings is true and is based on substantial evidence in the record; and

RESOLVED: In connection with its review of the Environmental Impact Report prior to approving the General Plan Amendment, this Commission adopts the Mitigation Monitoring Program contained in the Crystal Cove Historic District Preservation and Public Use Plan, Environmental Approval Package, attached as Exhibit "A" and incorporated by this reference as feasible and, thus, are incorporated as mitigation measures for the General Plan Amendment; and

RESOLVED: The location and custodian of the Environmental Impact Report and other materials which constitute the record of proceeding on which the Commission's decision is based is: State Park and Recreation Commission, P.O. Box 942896, Sacramento, California 94296-0001, Phone 916/653-0524, Facsimile 916/654-6374.

RESOLVED: This Commission hereby approves the Crystal Cove State Park General Plan Amendment dated February 2003. Furthermore, the Commission supports the policies and guidelines contained in the Crystal Cove Historic District Preservation and Public Use Plan for the preservation, development, public use, and management of the Crystal Cove Historic District.

Exhibit 3: Crystal Cove Historic District Preservation and Public Use Plan

STATE OF CALIFORNIA - THE RESOURCES AGENCY

ARNOLD SCHWARZENEGGER, Governor

CALIFORNIA COASTAL COMMISSION

South Coast Area Office
200 Oceangate, Suite 1000
Long Beach, CA 90802-4302
(562) 590-5071



December 12, 2003

Dr. Mark Schrader
Deputy Director
Acquisition and Development
California Department of Parks and Recreation
One Capitol Mall, Suite 500
Sacramento, CA 95814

SUBJECT: Certification of Crystal Cove Public Works Plan Amendment 4-82-A2

Dear Dr. Schrader:

As you are aware, the Coastal Commission approved Crystal Cove Public Works Plan (PWP) Amendment 4-82-A2, with conditions, at a public hearing held in Long Beach on June 11, 2003. The approval allows the Department of Parks and Recreation (DPR) to amend the *Crystal Cove Public Works Plan* by updating the *Crystal Cove General Plan* and replacing the *Crystal Cove Historic District Development and Public Use Plan* and *On-Site Maintenance Program* with the *Crystal Cove Historic District Preservation and Public Use Plan*.

The *Crystal Cove Historic District Preservation and Public Use Plan* received December 3, 2003, with modifications received December 10, 2003, satisfies all outstanding conditions of approval of the PWP amendment. The PWP amendment is now deemed effective.

On behalf of the Coastal Commission, I would like to congratulate the Department of Parks and Recreation on the completion of Crystal Cove PWP Amendment 4-82-A2. If you have any questions regarding this matter, please do not hesitate to contact me.

Sincerely,

A handwritten signature in cursive script that reads "Teresa Henry".

Teresa Henry
District Manager

cc: Alan Tang, Associate Landscape Architect, Northern Service Center

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

[Back of Coastal Commission PWP Amendment Certification Letter]

Crystal Cove Historic District Preservation and Public Use Plan

including

Crystal Cove State Park General Plan Amendment

November 2003



ARNOLD SCHWARZENEGGER
Governor

RUTH COLEMAN
Director

MICHAEL CHRISMAN
Secretary for Resources

Department of Parks and Recreation

P.O. Box 942896

Sacramento, CA 94296-0001

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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Executive Summary



Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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WELCOME TO A “SLICE OF PARADISE”

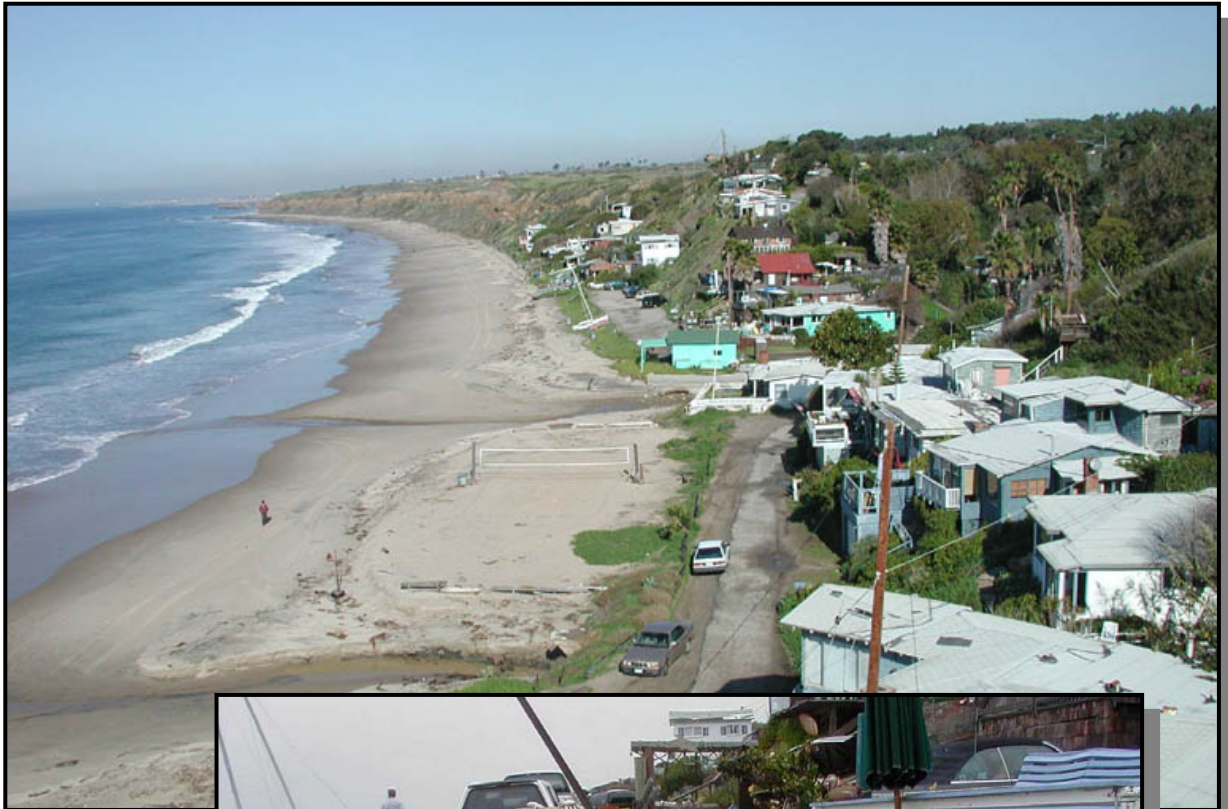


Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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EXECUTIVE SUMMARY

PURPOSE AND NEED FOR PLAN

State Parks initiated in April 2001 a public planning process to recommend how to best restore, preserve, and enjoy the cultural and natural values of Crystal Cove State Park's National Register Historic District.

The *Crystal Cove General Plan* and the *1982 Public Use Plan* defined the overall planning objectives: "First, to preserve and protect the special quality of this unique example of a historic Southern California beach community; and second, to provide full public use and enjoyment in a manner consistent with the preservation purpose."

The Crystal Cove Historic District (CCHD) was listed on the National Register of Historic Places in June of 1979. It was listed because of its exceptional significance as a unique self-contained Southern California coastal community with a vernacular character that has remained intact since the 1930s. Crystal Cove Historic District's period of significance is 1927 to 1950. About 90% of the cottages were in place by 1939. Even though remodeling of individual cottages has taken place, no new buildings have been constructed since the late 1940s. Community values combine with Crystal Cove's historic, natural, and recreational values to create a truly unique and treasured place that people want to enjoy and protect.

This Crystal Cove Historic District Preservation and Public Use Plan (PPUP) and its companion Environmental Impact Report (EIR) are the culmination of twenty years of project work by California State Parks. As far as Historic District proposals and recommendations are concerned, the PPUP and the EIR should be considered as superceding the following documents:

- The amendment and supplement to the Crystal Cove State Park General Plan (GP)
- The 1982 "Crystal Cove Historic District Development and Public Use Plan" and "On-site Maintenance Program" submitted to the California Coastal Commission for 1982 conditional approval of the GP as a Public Works Plan (PWP).
- All other Crystal Cove Historic District feasibility studies or proposals (i.e., the 1994 Legislative Report, 1995 Request For Proposals, etc.).

This current plan identifies appropriate adaptive public uses for the Historic District's historical structures and landscape. These adaptive uses are planned to integrate preservation and recreational use of the Historic District's cultural and natural values. The public use proposals are supported by a Historic District vision statement, and by delineated goals, objectives, and guidelines. This plan also contains in Part Three, an Amendment to the General Plan which details General Plan changes needed to implement the current Preservation and Public Use Plan. This plan will guide the more specific planning and design of future Crystal Cove Historic District implementation projects.

PLANNING HISTORY

The purpose for purchasing Crystal Cove State Park was to preserve one of the last remaining large natural coastal open space areas in Southern California, and to make these areas available for public use. The original park acquisition was completed in December 1979. Naming and classification of the park occurred on April 11, 1980. The General Plan was approved by the State Parks and Recreation Commission on March 12, 1982 and approved and certified as a Public Works Plan by the California Coastal Commission on May 20, 1982.

Between 1981 and 2000, State Parks tried unsuccessfully to implement the General Plan's vision for the Historic District through three different plans for preserving the Historic District and opening it to public use. The first two attempts could not be implemented due respectively to extensions of the tenant leases and legislation, and the last plan failed due to a lack of public involvement. From the outset, State Parks designed the current planning process to include ample opportunity for public input and to respond to expressed ideas and concerns. The current planning process considered the full range of ideas on how best to preserve and use the Historic District.



Stakeholders at November 2001 "Hands on" Workshop

PLANNING CONSIDERATIONS

This plan is, in part, a cumulative summary of many actions, laws, policies, documents, studies, and surveys prepared over approximately twenty years that apply directly to this project. This combination of policies, guidelines, and plans has established a set of "Standards of Review" for any proposed action in the CCHD. The approval of the CCHD *Preservation and Public Use Plan* will add this document to the Standards of Review. The sixteen Standards of Review are listed under *Planning Considerations* in Part One of this document.

Exhibit 3: Crystal Cove Historic District Preservation and Public Use Plan

[Oversize Photo 1: Aerial View of Crystal Cove Historic District and Los Trancos]

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This plan supplements the *Crystal Cove State Park General Plan* and the 1982 *Development and Public Use Plan*. It has been prepared to further define the recommendations in those documents and to guide the planning and design of future Crystal Cove Historic District implementation projects.

The current plan is written to provide both *definition* and *flexibility*. There is much that State Parks and involved community members can learn only during the implementation phases of this plan, so it is written to try to avoid unduly constraining those who will be encountering these unpredictable realities later. The *Preservation and Public Use Plan* will provide the direction of general policies, goals, objectives, activities, and recommended facilities and functions, but will not specifically dictate how long-term objectives will be accomplished and managed. The details of cooperating association and concessions agreements, participating organizations, budgeting, and management will be left to future implementation processes.

PRESERVATION AND PUBLIC USE VISION, GOALS, OBJECTIVES, AND GUIDELINES

The General Plan's Declaration of Purpose for Crystal Cove State Park sets the direction for this current plan's preservation and public use vision, goals, objectives, and guidelines:

"The purpose of Crystal Cove State Park is to make available to the people for their enjoyment the natural, cultural, and recreational values of a significant open space area on the Orange County coast. ...The function of the Department of Parks and Recreation at Crystal Cove State Park is to manage, protect, and, where necessary, to restore its natural and cultural resources and values for their perpetuation in accordance with the park purpose: to interpret these values effectively; and to provide facilities and services, consistent with the purpose of the park, that are necessary for full enjoyment of the park."

The proposed Vision Statement for the Historic District is:

State Parks envisions working with interested people and groups to renovate and preserve for posterity the Historic District's unique cultural, natural, and recreational resources and to make these values available for the enjoyment and education of all.

This vision will be achieved by these general goals:

- **Protecting natural, cultural, and recreational resources.**
- **Expanding recreational access and opportunities.**
- **Providing public opportunity to enjoy overnight stays in the Historic District.**
- **Involving the public in building a new Crystal Cove community.**
- **Providing opportunities for interaction and learning.**

The general recreation and preservation goals should be accomplished by meeting the following objectives:

Cultural Resources Preservation Objectives

- Preserve the contributing historic elements and features of the CCHD Historic District landscape such as its spatial organization, structures and buildings, vegetation, circulation and water features, and topography.
- Rehabilitate as many cottages as practical for appropriate adaptive uses.
- Where possible, adapt cottages as some overnight rental “rustic” accommodations.
- Stabilize and maintain cottages deemed impractical to rehabilitate in a state of “arrested decay” without indoor public use.
- Maintain structures according to federal and state standards and mandates.
- Rehabilitate cottages to preserve their significant “flow of history” changes through time.
- Where possible, new visitor support requirements will be met by rehabilitating and adapting existing structures. If existing structures cannot meet such needs, new visitor support development outside of the CCHD boundaries will be sensitive to and compatible with Historic District integrity.
- If possible, use income generated from cottage overnight rentals and programs, room rentals, and concessions to maintain the cottages and landscape features.

Natural Resources Preservation Objectives

- Preserve and protect from overuse the bluff, tidepools, beach, and underwater park.
- Major site modifications (such as buttressing) will only be used to preserve cottages when such modifications can be done in a way that does not alter historic character or natural geologic condition.
- No new seawalls or shoreline armoring will be used to preserve cottages.

Accessibility/Recreational Opportunity Objective

- Provide general and varied access as feasible to park recreational opportunities and to as many cottages for visitors with diverse backgrounds, ages, and abilities.

Cottage Adaptive Use Goals and Objectives

The 1982 *Public Use Plan* directs the goals for adaptive use of the cottages in two ways. First, it states that the original use of the cottages as vacation accommodations and the use of the site for beach recreation should continue, but for general public benefit rather than for a few. Secondly, the plan recognizes the potential for accommodating a number of varied activities. These goals can be realized through the following objectives:

- Select cottage adaptive uses consistent with the park's Declaration of Purpose for a variety of public interests.

- Use indoor and outdoor cottage spaces to promote park interpretation, education, and research.
- Accommodate necessary park visitor support facilities.
- Provide a range of affordable overnight accommodation types.
- Provide a concession program that offers the visitor affordable food service, beach equipment rentals, and beach store, and/or overnight accommodations management. Depending upon feasible and appropriate circumstances as well as under the direction of the Department, the program may be a combination of any or all of these services.

Community-Building Goals and Objectives

The new public use Crystal Cove Community will be founded on the values that originally drew people to this beach in the 1920s and 30s, namely Crystal Cove's value as a temporary refuge from the pressures of modern life. The highest good of the Historic District will involve harmonizing the needs and contributions of the local community with those of Californians from other areas. State Parks realizes that the flavor of this secluded early 20th century California beach community is a product of the local culture and that the involvement of the surrounding community is needed to keep this culture alive and to interpret its value. People from all backgrounds, ages, and abilities will be welcome participants and contributors to this evolving and creative community. Nine proposed facilities will serve as meeting places for experiencing and building the Crystal Cove Community.

Community-building objectives include:

- Involve local community interests, energy, and resources to fulfill the park's mission, interpretive programs, and to build a public Crystal Cove Community.
- Create opportunities for community programs and partnerships.
- Provide opportunities for interaction and learning among visitors, educators, and "community facilitators."

Guidelines for Harmonizing Public Enjoyment of the Historic District with Preservation Values

Preservation must address not only the individual architectural and landscaping elements and the overall relationship of elements, but also the intangible "spirit of place" and its overall atmosphere of being a refuge.

State Parks is committed to working with the nearby communities to maintain and enhance the tangible and the intangible values of this place for the enjoyment of all visitors for now and the future. Visitors to the Crystal Cove Historic District should experience a sense of going back in time to a 1920-1940s Southern California beach community. Crystal Cove will continue to provide a unique alternative coastal experience to the modern, upscale, urban activity and development found in the surrounding region.

To preserve the Historic District's "spirit of place" State Parks will work to:

- Preserve, restore, and reconstruct historical landscape elements and features.
- Preserve cottages without significant intrusive site or structure modifications.
- Monitor the quality of visitor experience to prevent degradation.
- Isolate or remove potentially conflicting uses.
- Use the size limitations of structures, outdoor areas, and parking to limit group-use sizes.
- Schedule programs to avoid heavy use times.
- Minimize night lighting.
- Plan flexible cottage adaptive uses to meet changing circumstances where possible.
- Emphasize pedestrian activity.
- Minimize evidence of modern technology.
- Maintain the sense of physical and cultural isolation from surrounding development.
- Preserve the historic district ocean views from the cottages and highway.
- Protect the bluff, tidepools, beach, and ocean from overuse. Develop management plans for protection of the bluff, tidepools, etc.

Sustainable Design

Sustainable design will be used where feasible in implementing this plan in order to reduce energy consumption, promote better health of the building users, conserve natural resources, reduce waste, and provide a model for energy, water, and materials efficiency.

SITE CONCEPTS

These site use concepts establish important approaches to using the area in ways that preserve the visitor experience of Crystal Cove's spirit of place.

Establish Los Trancos as the visitor staging area and the site of a satellite park office. Using the existing large parking area at Los Trancos as the staging area for the majority of visitors arriving by vehicles will keep most vehicles out of the Historic District. Retaining the interim office in Los Trancos as a permanent facility continues security, interpretive, and park office space uses.

Make arrival at the Historic District an important part of the visitor experience. State Parks will preserve the sense of arrival at the beach by maintaining the experience of sequential transition spaces to the beach, each one successively revealing more of Crystal Cove's character. In addition, each of these spaces further isolates the visitor from the sensations and the modern day to the isolation of a coastal community of an earlier day.

Limit vehicular traffic and parking within the Historic District to preserve the solitude and pedestrian character of the area. The limited road layout discourages vehicle traffic in CCHD and helps contribute to its human-scale development and pedestrian feel.

Encourage the experience of community in the Crystal Cove Village Center.

Essential to the new Crystal Cove Community will be establishing a physical community activity center around which the major visitor activity programs can be located. All of the major State Park operations facilities, most of the interpretation and education facilities, public activity facilities, as well as visitor service concessions should be located in this area.

Provide a variety of affordable overnight accommodations. Provide the public with a variety of opportunities for overnight stays that offer a sense of what past inhabitants and visitors have valued and enjoyed about this unique place.

Respect natural beach processes while rehabilitating beachfront areas. As a part of sustainable rehabilitation strategies and implementation, there will be no new developments that will interfere with natural beach processes involving water or sand movement or water quality.



PUBLIC USE PROGRAMS AND GUIDELINES

The proposed public use program is comprised of four separate, yet interrelated, subprograms. These programs and their facilities include: 1) a Park Operations Program; 2) a Park Interpretation and Education Program; 3) an Overnight Accommodations Program; and 4) a Visitor Services Concessions Program.

Park Operations Program

The Park Operations Program provides the security, safety, resource protection, and sanitation needs that enable visitors to enjoy their experience at Crystal Cove. This takes the form of ranger and lifeguard services and facility maintenance. Natural and cultural resources research is also an important aspect of the Park Operations Program. Only those park operations and visitor functions that directly relate to the Historic District and surrounding resources will be located within or adjacent to the Historic District. Facilities include (see the PPUP Adaptive Uses Map for recommended locations):

- Entrance Kiosk
- Restroom Facilities
- CCHD Park Operations and Maintenance Office
- Park Operations Storage
- Lifeguard Substation
- CCHD Research Facility
- Park Staff Security Housing (up to 5 cottages)



Park Interpretation and Education Program

The Park Interpretation and Community Culture, Arts, Resources, and Education (CARE) Program provides visitors the opportunity to learn about the Historic District's many unique historic, cultural, and natural resources through a number of appropriate media. This program's educational efforts will be coordinated by the State Park interpretive staff. Programs will be created and conducted by State Park interpreters, volunteer docents and facilitators. Facilities in the CCHD include (see PPUP Adaptive Uses Map for recommended locations):

- Visitor Orientation Center
- Archive Center
- Docent and Park Interpreter Annex
- Outdoor Multi-use Commons
- Multi-purpose Meeting/Classroom Facility
- Park and Community Rotating Exhibit Facility
- Crystal Cove House Museum(s)
- Underwater Park Education Center



Overnight Accommodations Program

This program provides general public access to affordable short-term overnight accommodations in the Historic District's cottages. Through this program people from most income levels will have a unique opportunity to spend a few nights in this historic beach recreation community. The emphasis of this program is to offer a delightfully unique and affordable beach recreation experience. People can relax in the secluded casual community atmosphere of Crystal Cove. Facilities include:

- Overnight Rental Office, Resident Manager's Quarters, and Registration Parking
- Overnight Rental Housekeeping, Maintenance, and Storage
- Individual-style Accommodations (up to 31 cottages)
- Dormitory-style Accommodations and Commons (up to 4 cottages)



Visitor Services Concession Program

The Visitor Services Concession Program at CCHD provides visitor services that supplement and support the park staff's efforts to enhance the visitor's experience within CCHD. The concession program may include: management of overnight accommodations, food service, beach supplies and rentals, visitor transportation (such as shuttle services), and other appropriate visitor services. Concessions can help provide appropriate services that the Department may not have the resources or expertise to provide. Any concession service that is established in the park and the Historic District will comply with the Department policies and be under the guidance and control of the Department.

A café/snack bar and beach store concession will compliment the other visitor serving programs by providing affordable meals, snacks, incidentals, and beach equipment rentals. The facility providing these services can become an important focal point and encourage a sense of community as well as providing food and refreshment.



GENERAL PLAN AMENDMENT/MODIFICATIONS

The General Plan Amendment permits additional limited new development in the Historic District and in the Los Trancos area to allow historic rehabilitation and adaptation to public use. The Amendment consists of the following refinements:

- **Appropriate cottage modifications.**
- **Appropriate additional structures.**
- **Additional adaptive use and facilities.**
- **Establishment of the Los Trancos temporary park office as a permanent facility.**
- **Update General Plan language and Land Use and Facilities Plan map.**

PLAN IMPLEMENTATION PHASES

Initial implementation will be influenced by the kind of funding that becomes available for the project. The recommended first phase project assumes an initial funding range of \$9 to \$12 million provided by several sources.

Initial Priorities

The focus of the proposed initial implementation priorities will be to establish public access; establish the core visitor-serving village center area programs and activities; establish the initial adaptation of overnight use; establish necessary operations facilities; and develop the basic backbone infrastructure development that will make the initial development functional and available for subsequent rehabilitation completion phases. Rehabilitation priorities will likely be focused in the entrance and village center area to establish appropriate access circulation, and visitor services.

Subsequent Work

Subsequent phases will focus on completion of overnight use adaptations, the Los Trancos office area, infrastructure, general site rehabilitation, and cottage stabilization. Remaining overnight adaptations and site rehabilitation will occur based on priorities such as resource preservation and funding constraints. Remaining site rehabilitation will occur throughout the Historic District.

STEPS AFTER GENERAL PLAN AMENDMENT APPROVAL

Following approval of the PPUP and the General Plan Amendment by the State Parks and Recreation Commission, additional actions were needed in order to realize the Crystal Cove Vision for rehabilitation and public adaptive use. These steps include:

California Coastal Commission

Although many concepts considered in the original 1982 GP/PWP are in the PPUP, the PPUP contains a substantial amount of updated information, clarifications, and determinations as well as some new proposals. These have been submitted to the Coastal Commission for review, concurrence, and approval so that review and approvals for current and subsequent implementation work of the PPUP can be effectively carried out.

California Coastal Commission review and approval (June 11, 2003) included:

- *Preservation and Public Use Plan and EIR* as a Public Works Plan Amendment and as a replacement of the *1982 CCHD Development and Public Use Plan* and On-site Maintenance Program for compliance with Condition 3 of the original 1982 General Plan/Public Works Plan (PWP) Approval.
- PWP Specific Project approval of the First Phase CCHD Implementation
- Under GP/PWP certification, State Parks need only submit a notice (specific project permit application) of the proposed development project and the Coastal Commission will review the development project for consistency with the approved public works plan. Submittal of the First Phase Implementation for PWP Specific Project approval with the PPUP submittal would reduce implementation delays.

First Phase Implementation Project

In anticipation and as a follow-up to the State Parks and Recreation Commission and the Coastal Commission approvals of the PPUP, State Parks has also been preparing for proceeding with implementing first phase proposals recommended by the PPUP. Groups and individuals that have been a part of the PPUP's public involvement process are working with State Parks to assure that the initial implementation phase becomes a reality. If project preparation and approvals occur in a timely fashion, construction could begin in the summer of 2003.

Organization of park staff and volunteers for establishing the various PPUP program activities should begin as initial occupancy for public adaptive uses and recommended PPUP program activities occur.

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

Introduction



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INTRODUCTION

The California Department of Parks and Recreation (State Parks) has a dual mission of protecting the cultural and natural values of Crystal Cove State Park's National Register Historic District and providing for public access and enjoyment of these unique resources. Toward this, end State Parks initiated in April 2001 a public planning process for the Historic District to recommend how the Department will restore, preserve, and make available for the public to enjoy the cultural and natural resources. The result of this planning process is the current document, the *Crystal Cove Historic District Preservation and Public Use Plan* (referred to in this document by the acronym "PPUP").

Since the 1979 purchase, State Parks has intended that the park and its Crystal Cove Historic District (CCHD) be preserved and made available for optimum public use.

The *Crystal Cove General Plan* and the 1982 *Historic District Development and Public Use Plan* defined the overall planning objectives: "First, to preserve and protect the special quality of this unique example of a Southern California beach community; and second, to provide full public use and enjoyment in a manner consistent with the preservation purpose."

A preservation and public use plan is clearly necessary to fund, get approval for, and to implement the necessary improvements to accomplish this dual mandate. As will be outlined in some detail later, State Parks has unsuccessfully forwarded three such plans over the two decades since this property was acquired. The previous three plans were not implemented due to the delay in the removal of tenants of from the forty-six cottages and, in the most recent "resort" proposal, due to the controversy of the proposal itself. The "resort" contract was bought out and cancelled in the spring of 2001 and the tenants moved out on July 8, 2001.

This current plan identifies appropriate adaptive public uses for the Historic District's historical structures and landscape resources. These adaptive uses are planned to integrate preservation and recreational use of the Historic District's cultural and natural values. The public use proposals are supported by a Historic District vision statement and by delineated goals, objectives, and guidelines.

This plan focuses on the Crystal Cove Historic District, the immediate environs, and the Historic District access road. These features and the planning areas used in this plan are depicted in Map 1: Planning Areas (Note: all maps are located in *Part Four: Maps* near the back of the plan).

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Part One:

Context for Plan Proposals

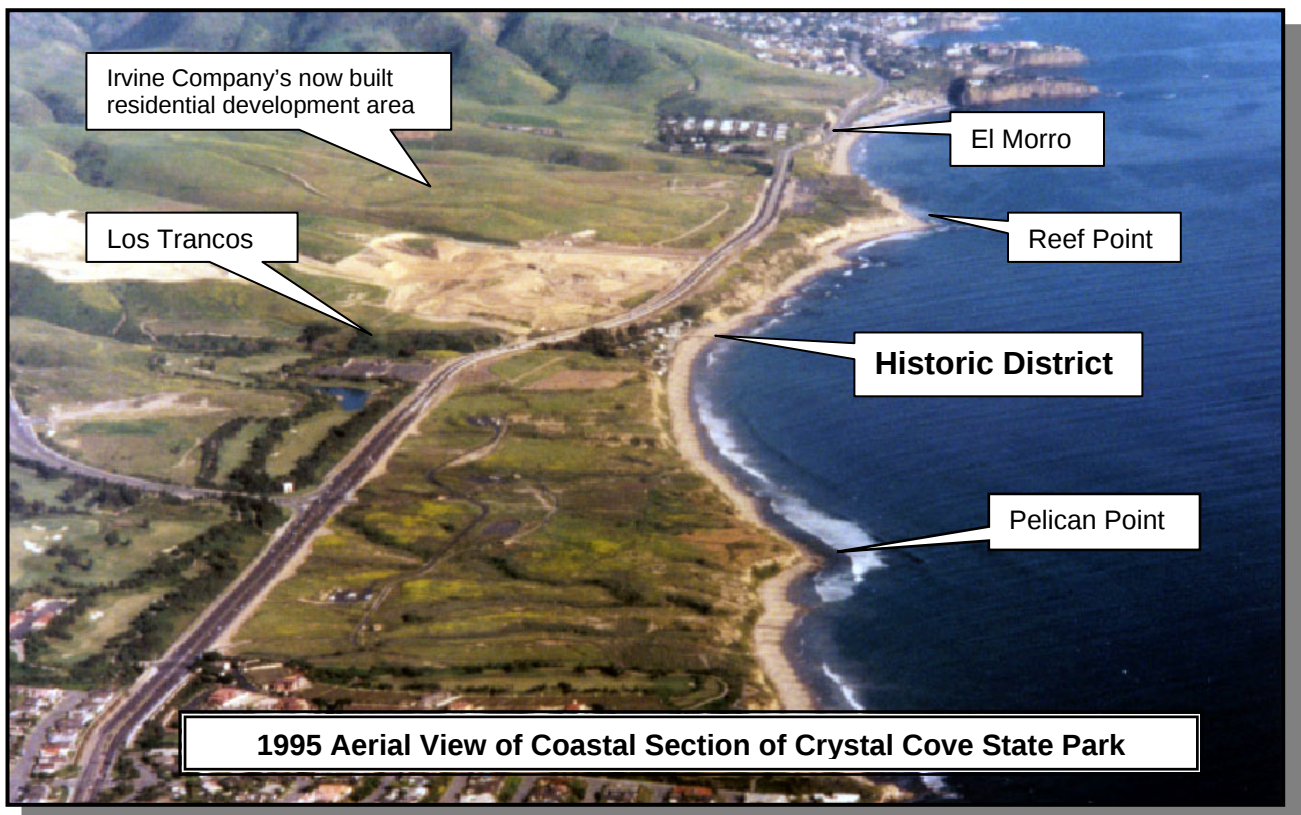


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PART ONE: CONTEXT FOR PLAN PROPOSALS

This section sets the context to the substantive recommendations that are presented in Part 2. This background material sets the resource and historical context for this plan's recommendations by describing the Historic District, its historical and natural resource values, its planning history, and its planning influences and constraints. This introductory material of Part 1 is almost as lengthy as the recommendations of Part 2 because of the complexity and twenty year-long planning history of this project and because it is important supporting information for the plan's recommendations. The planning team recognizes that not all of the plan's readers will be as interested in this introductory material as much as they are in the plan's recommendations. The writers suggests that readers who do not want to read this plan "cover to cover" might scan the table of contents to find introductory material that most interests them and after reading this material skip over to Part 2 to review the recommendations which form the heart of the plan.

LOCATION AND GENERAL DESCRIPTION



Crystal Cove State Park

The Crystal Cove Historic District lies at the midpoint of Crystal Cove State Park's coastline. The park is located along the central Orange County coast between the communities of Newport Beach and Laguna Beach. Downtown Los Angeles is 50 miles

to the north and San Diego is 70 miles to the south. Pacific Coast Highway (PCH) provides access to the park.

The 2,791 acre park is one of the last remaining natural open space coastal properties in Southern California. It consists of a 3.25-mile coastal section west of the Pacific Coast Highway and several inland areas as shown on *Map 1: Planning Areas*. The park's outstanding visual and natural resource qualities provide a dramatic contrast to the increasingly urban character of this coastal region. The park consists of a wide variety of landscape and scenic features. Some of these include underwater reefs, rolling surf, beaches, tidepools, cliffs, wide and narrow marine terraces, deep wooded canyons, and rounded ridgetops. The park is identified as a significant natural resource open space area that contributes to regional and statewide preservation of significant habitats and species. The park also contains several paleontological sites. The park also contains several important archeological sites.

Important cultural resource features of the park include the National Register Historic District and several significant archeological sites.

The Historic District

The Historic District consists of 46 wood-frame buildings and numerous contributing landscape features, that represents a California beach vernacular architectural style of the 1920s and 1930s. The 12.3-acre site is located at the mouth of Los Trancos Canyon on the Pacific Ocean with natural open space terraces and coastal bluffs on either side. The canyon narrows into Los Trancos Creek which runs behind and east of the northern end of the Historic District and divides the Historic District as the creek empties into the ocean at the southern end. Access to the Historic District is via a road off of Pacific Coast Highway (State Highway 1). The majority of the roads in the Cove are quite narrow and are sparsely topped with asphalt.

New development is located immediately to the east across Pacific Coast Highway. A food service concession, the Shake Shack, is located within the Historic District boundary but has a separate access and is not a contributing element to the District.

The Historic District forms a self-contained community approximately 1200 feet in length. It is bordered by the Pacific Ocean on the west and Pacific Coast Highway on the east. On the north the Historic District is approximately 700 feet wide narrowing to approximately 200 feet at the south end. Undeveloped State Park land adjoins the Historic District on the north and south. The land on the inland side of Pacific Coast Highway, at Los Trancos Canyon, is occupied by a temporary State Park visitor center and parking lot; adjacent private lands are currently undergoing extensive development.

An unpaved parking area is provided below the highway at the base of the lower access road. Another small parking area is available on the top of the cliff behind the cottages located at the northern end of the Historic District. Early photographs indicate that originally the bluffs of the central and southern portions of the Cove sloped gently

into low hills which terminated at the beach. A portion of the original sea wall, constructed of old drill pipe, which extended some 600 feet from the southern boundary to the central portion of the Historic District is occasionally exposed during heavy storms. The terrain in the central and southern portion of the Historic District was altered to provide access, open space and building sites. The course of the creek was changed, the sloping hillsides leveled, and the dirt from them used to fill in the parking areas located at the northern portion of the Historic District.

Telephone poles are laid down to form wheel stops for cars along sections of the two roads fronting the beach. Some of these poles are almost half a century old. Where there is no road, a boardwalk runs in front of the cottages on the beach beginning at the northern end and continuing to a point midway in the central grouping. Access to the cottages on the middle and upper levels is by a narrow road to their rear or by staircases which wind up the bluffs from the beach. For those cottages located on the top of the cliffs, roads run behind them.

Natural areas surrounding the Historic District are included as part of the habitat region in the Central/Coastal Orange County Subregion Natural Communities Conservation Plan (NCCP). Offshore (to the 120 foot-depth contour) is a designated Underwater Park, which is also a part of Crystal Cove State Park.



CULTURAL AND NATURAL VALUES

Historic Significance

The Crystal Cove Historic District was listed on the National Register of Historic Places in June of 1979. It is an enclave of 46 seaside cottages in a historical landscape filled with rustic charm (see *Oversize Photo 1: Aerial View of Crystal Cove Historic District and Los Trancos* on Page 3). It was listed because of its exceptional significance as a unique self-contained Southern California coastal community with a vernacular character as well as architectural and construction style that has remained intact since the 1930s.

Crystal Cove Historic District's architectural period of significance is 1927 to 1950 and the General Plan's period of historical focus is stated as 1921-1940. Although some remodeling of individual cottages has taken place, no new buildings have been constructed in Crystal Cove since the late 1940s.

The majority of the buildings were first built as single-wall cabins between c. 1924-1936. The original cabins evolved over the decades into cottages with plumbing, gas, and electricity. Thirty-four cottages are one-story, ten are two-story, and two are one-and-a-half-story. Cottage #45, a one-story building erected in the mid-1920s directly adjacent to the beach in the central section of the Historic District, was used seasonally as a soda fountain, grocery store, hamburger and hotdog stand. This establishment served members of the seasonal tent community, inhabitants of the original cottages, and the visitors who made the three-hour automobile journey from the Los Angeles area in those days. This structure was moved and renovated into a cottage. During the period of significance, another building, the "Yacht Club," was constructed on the original store site and was also used as a store and hamburger stand.

Each cottage reflects a unique vernacular architectural design statement and constitutes "architecture without architects." Each builder constructed and adapted their cottage to suit their own needs and imagination. There are literally no property lines within the Historic District as all cabins evolved from use leases and not fee ownership. Remarkably, the Historic District retains much of its original character, structures, and areas of access that existed when the last cottage was erected in the late 1940s. Palm fronds which originally thatched the roof and outside walls of each cottage are still to be found on parts of some of them. Distinctive character-defining features such as palm fronds similar to the ones that thatched original roofs, and intact exterior wall-cladding provide the District with exceptional historic integrity.

Synopsis of Local History

European occupation of present-day Orange County began in 1776 with the founding of Mission of San Juan Capistrano by Spanish missionaries. In 1833 the Mexican Government secularized the missions and began to grant former mission lands to private individuals. The first grant of the land on which Crystal Cove is located, was

awarded to Jose Andres Sepulveda in 1837. After considerable protests from the missionaries of San Juan Capistrano, Sepulveda acquired a second grant which, combined with the first, became a unit known as Rancho San Joaquin. An adjoining tract, Rancho Santiago de Santa Ana, was in the possession of the Yorba and Peralta families. Following the American Conquest of California in 1848, many similar Mexican Era rancho-owning families would lose their land holdings through an onerous and unscrupulous land confirmation process. By the 1860s these three grants had come under the control of James Irvine, Benjamin and Thomas Flint, and Llewellyn Bixby. These lands would subsequently become the largest portion of the Irvine Ranch of Orange County.

In 1864, *Rancho San Joaquin* on which present day Crystal Cove is located, belonged to James Irvine and his three partners as tenants in common. In 1867-68, 30,000 head of sheep grazed on the hills where cattle had previously fed. Irvine bought out his three partners in 1876. Operation of the ranch focused on the inland agricultural areas. The coast was not utilized. In 1907, the Irvine management considered selling “a mile” of coastal property between Newport and Laguna for \$200 an acre. By the 1920s the Irvine company was leasing land along the coastal bluffs in this area to Japanese truck farmers who established a small settlement on the hills behind Crystal Cove.



Early Film Set at Crystal Cove

During the second decade of the 20th century the movie industry discovered and began to use the beach and bluffs at present-day Crystal Cove. As early as 1917 palm trees had been planted and a “paradise of the south seas” set created for the benefit of film-makers who could easily reach this location by rail. It appears that the very early history of Crystal Cove is so integrally interwoven with the burgeoning motion picture industry that it is difficult to determine whether the Cove was first used as an Irvine

Company beach camp or first discovered as an ideal location for south sea film sets. An early version of "Treasure Island" was filmed at the Cove and released in 1920. Early versions of "Rain" and another version of "Treasure Island" were supposedly shot along this stretch of coast as well as "Half a Bride" and "White Shadows of the South Seas." At Table Rock, located adjacent to the Parker cottage at the southernmost end of the Cove, the film "Storm Tossed" was made in 1921. Film-makers continued to use the location throughout the decade. Small cottages were built and thatched with palms and the Cove took on the exotic appearance of Hawaii or Tahiti. For years every cottage built at the Cove kept its palm thatch to comply with the needs of the movie industry.

Following the completion of Pacific Coast Highway, private cottages began to be built during the 1920s especially at the end of the decade. Crystal Cove's owners James Irvine II and James Irvine III, spent much time enjoying the beach setting. They generously allowed employees and friends to tent camp and to build small shelters and cottages along the beach and against the bluffs. Some current cottages began as one-room tents with canvas walls. Houses often began as one room with canvas walls. The "palm thatched twenties" gave way slowly to wooden structures. Additions were made as families grew and needed more space. Part of the boardwalk was salvaged from the teak deck of a wrecked ship. In 1927, regular visitor Elizabeth Wood named the beach Crystal Cove. By this time the unique seaside community was becoming well known. On August 14, 1927 The *Los Angeles Examiner* noted "On the Coast Highway between Balboa and Laguna is a bathing resort that has the atmosphere of a South Sea atoll. Touring along the highway recently, a party from the Paige Company of Southern California . . . saw thatched huts and long-fronded palms marking the beach of Crystal Cove."

During these years the cottages were close to the creek that drained Los Trancos canyon. Tents were pitched on the beach. A parking area for cars was developed at the foot of the canyon. Sometime in the 1920s a lumber ship capsized and wood suitable for the construction of more cottages drifted ashore. Early in the 1930s and throughout the decade, cottages began to be built up against the northern bluffs towards Balboa (Newport Beach) where there was no room for automobiles. Provisions had to be carried in along the beach until the narrow boardwalk was built.

It had become a tradition in many families who had enjoyed the Cove since the 1920s to return to this favored place each summer. The Irvines had been generous with permission for the construction of the cottages that still line the beach, relatively unchanged. As the cottage owners made improvements and lengthened their stay, the Irvines became concerned about squatter's rights. In the late 1930s, it was decided that those with cottages must make a choice. They were invited to either move their cottages elsewhere or to relinquish ownership to the Irvine Company.

The short term leasing system instituted by the Irvine Company actually served to preserve Crystal Cove in its original form. Private property ownership by the occupants would likely have led to code updates and regulations that would have resulted in major improvements, discontinuity of the vernacular style, and loss of the character of

the community. Under the Irvine leases it was possible to paint, resurface, or change a water heater or a light fixture, but no changes in dimensions or additions of rooms were technically allowed after 1950. As a result, the area appears much as it did in the 1930s and 40s, with the exception of the absence of seasonal visitors who are no longer allowed to pitch tents on any of the Orange County beaches. Together the Crystal Cove cottages and, associated historical landscape features and elements constitute a unique historical resource.

Site, Landform, and Historical Landscape



The Historic District was established in 1979 to protect and preserve Crystal Cove's basic characteristics and to maintain the scale and character of its cottages. The Historic District was found to possess a significant concentration of buildings that together create a sub-area of architectural and environmental uniqueness and importance that contributes to the overall history and ambience of the Corona del Mar-Laguna Beach locale. The overall character of the site and its development is derived from the mosaic of individual vernacular seaside cottages nestled against and on natural coastal bluffs that converge at the mouth of Los Trancos Creek. This site development is oriented towards the sea. The natural open space coastline that isolates it from the nearby coastal communities accentuates the prominence of Crystal Cove as a unique coastal location.

The site characteristics that are considered important are: the unique history of Crystal Cove as a seaside recreation area; the attractive small scale; the concentrated, but still secluded layout with its diverse but compatible patterns of wood-framed buildings; the use of vernacular single-wall style construction to build the inexpensive summer cottages; the homogeneity of topographic siting; the unity of visual elements around the focal points of the creek outlet and bluffs; and the dynamic continuity through time of the cottages nestled against, on, and into coastal bluffs, and of the Historic District itself.

In addition to the cottages themselves, historic cultural landscape elements such as topography, roads, footpaths, stairs, boardwalks, paving materials/details, fences, bridges, streets, ornamental and native vegetation, telephone poles, and cottage yards, gardens, and decks are important character-defining features of the Crystal Cove Historic District. These features and elements contribute to the cultural landscape of the National Register property.

Since the first cottages were built in the 1920s, significant modifications have occurred to the general landform at Crystal Cove and the surrounding lands. These contribute to the historic character of the historic landscape at CCHD. These modifications have included:

- The construction of Highway One in the 1920s has permanently altered the natural stream channel of Los Trancos Creek and all other drainages between Corona del Mar and Laguna Beach. Widening of the highway in the 1990's added more changes.
- The stream channel in Crystal Cove Hollow has been moved twice from the far west side of the Hollow: once in the late 1920s to the middle and again by 1937 to the east side of the Hollow at the base of the highway fill slope. Stream flow has been constricted by the highway arch culvert and by upstream modifications.
- Extensive flooding, seen in a 1937 aerial photograph, washed out the mouth of the creek. By 1939, the creek outlet from the highway fill slope to the beach was completely rebuilt and channeled. Tidal flow to the Hollow area has been permanently restricted.
- In 1937, the northern blufftop was graded off and the resulting soil material was dumped off into the Hollow, further filling and modifying the stream channel area. The graded blufftop is visible in the 1937 aerial photograph.
- The southern coastal terrace area was also graded and re-contoured for the access roadway and the hillside was terraced for the southern grouping of cottages.
- Jetties at Newport Bay to the north have limited natural beach sand replenishment and Crystal Cove Beach has retreated from its prehistoric and historic configurations. The vegetated beach area with access steps visible in front of the northern beachfront cottages in the 1937 and 1939 aerial photographs was gone by 1998. Current conditions consist of a boardwalk that provides access and a buffer for shoreline wave action.

In summary, extensive historic modifications have taken place on the original natural landform that existed at Crystal Cove prior to its establishment as a summer cottage

enclave. Most of these reflect the evolution of the historic landscape at Crystal Cove and have become a part of the landscape features of the district. Recent additional modifications of major portions of the Newport Coast watershed have altered the natural open space character of the surrounding region.

Community as Cultural Value

Community values combine with Crystal Cove's historic, natural, and recreational values to create a truly unique and treasured place that people want to enjoy and protect. Crystal Cove has experienced at least five different kinds of community across the years: Native American hunter gatherers, Japanese truck farmers, automobile tent campers, summer cottage vacationers, and year-round tenants. Native American peoples hunted, gathered, and built villages in this area for at least 2,500 years until they were dispersed or relocated to nearby Spanish missions two centuries ago. Japanese truck farmers leased Crystal Cove bluff land near today's Historic District from the Irvine Company as early as 1927. The Japanese farms evolved into a small hard-working and close-knit community that included a one-room public school and a Japanese Language School. The 1942 wartime evacuation program abruptly ended Crystal Cove's Japanese farming community.

Crystal Cove's evolving beach recreation community is an expression of the 1920s nationwide availability and popularity of the family automobile-oriented vacation. At that time many Southern Californians acted on the opportunity to take advantage of newfound leisure time and the personal freedom afforded through the automobile to temporarily escape the routine patterns of the city's urban landscape. The mass production of automobiles and the improvement of the road and highway system providing access to weekend vacation trips that once required extensive travel time. As such the popularity of camping and second, or vacation homes, grew exponentially during this period. Ironically, the very means used to escape industrialized urban life were two of the chief products of 1920s industrial society—the automobile and the modern highway.

Reflecting these trends, and looking to scenic and undeveloped open space areas as an antidote of the real, and perceived, evils of urban existence, more and more city dwellers yearned for rustic experiences in natural surroundings—if even for a short period. Especially in Southern California, where year round good weather and a growing transportation system allowed easy access to mountains, deserts, and beaches, the concept of the weekend getaway flourished. Soon local urbanites from many walks of life discovered isolated, undeveloped spots such as Crystal Cove as an attractive and inexpensive beach vacation destination. Beginning with the opening of the Pacific Coast Highway in 1926, autocampers arrived in large numbers to pitch tents on Crystal Cove's beach. The camping experience at Crystal Cove has been described as a democratic and cooperative village community. Reflecting its status as a family-oriented camping and vacation cottage destination, Crystal Cove was once referred to as "Family Cove."

Seeking more comfort, returning autocampers improved their tent sites with each passing summer. Tent pads became foundations for semi-permanent thatched huts and then rustic cottages. By around 1936 there were 47 cottages at Crystal Cove and in 1938, the Irvine Company began formalizing cottage leases with individuals. Under these leases the tenants had little incentive to invest in expensive improvements because the Irvine Company retained ownership of both the land and the cottages. This situation is largely responsible for preserving the original flavor and appearance of this early beach recreation community. Former Crystal Cove resident Christine Shirley wrote in 1979, "We have literally been locked in the past here since we have not been allowed to change or add to our cottages by the short term leases with the Irvine Company."

After the war, more and more cottages were occupied year-round until Crystal Cove became a community of part-time and full-time tenants. This was the situation when California State Parks purchased the property from the Irvine Company in 1979 to form Crystal Cove State Park. The *1982 Development and Public Use Plan* identified 21 of the 46 cottages as being used for "weekend or summer use" only and 25 cottages being used "all year."

Archaeology and Paleontology

The Gabrielino Indians occupied the territory that includes present-day Crystal Cove State Park. They spoke a Cupan language that is part of the Takic Family, Uto-Aztecan Stock. The name Gabrielino reflects the name of Mission San Gabriel, established in 1771 by Spanish missionaries. The Gabrielino participated in a variety of subsistence activities, exploiting both inland and coastal resources. In the interior of their territory small and large game were hunted and numerous plants were collected and processed. Along the coast, they fished, collected shellfish, and hunted marine mammals. A large, permanent community, *Genga*, was located in the upper Newport Bay, upcoast of the current project area. The community is named in mission records in 1779 and is also associated with two prehistoric sites dating to the Late Period.

There are three known archeological sites located in the Historic District. CA-ORA-1429 was located in 1994 by Paul Chace and Charles Reeves of the Keith Companies, during trenching for a new Pacific Coast Highway drain. Radiocarbon testing of artifacts has determined a possible age of shell samples of 3960 +/- 90 years before the present. There are two additional sites within the Historic District that have been recorded by Parks staff, but have not been assigned permanent trinomials.

Two paleontological deposits have been identified in the Historic District. They are both abundant in fossil shell.

Native Habitat and Wildlife

Within the Historic District proper, little if any native vegetation exists, and Los Trancos Creek has been highly modified from the Pelican Hills Golf Course on the east side of Highway 1 to its outlet at the ocean as described above in Section 1.3.5. However, the

lush landscape vegetation and availability of freshwater provides habitat for a variety of birds and other wildlife, primarily those more typically associated with human habitation such as the native house finch, mourning dove, and California ground squirrel, and the exotic European starling, which nests in the historic palms. Migratory birds also occasionally utilize the landscape vegetation of the Historic District as they move up and down the coast.

The bluffs and terraces on either side of the Historic District, on the other hand, support native vegetation of southern coastal bluff scrub and coastal sage scrub, much of which has been actively restored through enhancement and mitigation projects since State Parks took ownership. This includes vegetation along the access road and inland between the Los Trancos parking lot and the pedestrian underpass tunnel. This habitat supports the California gnatcatcher (*Poliioptila californica*) (Federally listed as a threatened species), and other native wildlife species. Based on banding studies, California gnatcatchers disperse through the Historic District and across the highway, but State Parks's intensive studies have not documented California gnatcatchers breeding in the Historic District. Bobcats have been seen regularly in Los Trancos Canyon east of the highway and are known to cross the highway to gain access to the coastal terrace. Two rare plant species are known to occur on the coastal terrace, including many-stemmed dudleya, *Dudleya multicaulis*, (CNPS List B1: 1-2-3) and Turkish rugging, *Chorizanthe staticoides*, (a plant of local special interest). A population of the latter occurs on the bluff and terrace to the north and west of the Historic District.



Environmental Setting

Coastal Region

The land surrounding Crystal Cove State Park is the coastal portion of the San Joaquin Hills known as the Newport Coast (previously known as the Irvine Coast). The area is characterized by broad coastal frontal slopes, wooded canyons, and rounded ridgelines covered by coastal sage scrub vegetation. This area has been under intense regional planning effort since the 1980s. Development implementation of Newport Coast plans began in the 1990s and will be continuing for the foreseeable future. This neighboring private development is dramatically transforming what was once a rural coastal open space area into an upscale urban community setting. On-going urbanization is continually increasing the natural open space and public access importance of Crystal Cove State Park.

Underwater Park



The marine and shore habitat immediately adjacent the Historic District is classified as the *Irvine Coast Marine Life Refuge* by the Department of Fish and Game, an *Area of Special Biological Significance* by the State Water Resources Control Board, and as an *Underwater Park* by the State Parks and Recreation Commission. Many species of marine and shore birds as well as other marine life forms are frequently seen using the cove.

Underwater parks are relatively spacious underwater areas of outstanding scenic or natural character, containing significant ecological, historical, archeological, or other features. The purpose of an underwater park is to preserve these natural, scenic, and cultural values and to perpetuate them as outstanding examples of California's underwater environment and history.

The underwater park boundary currently extends to the 120-foot depth line along the length of the park's 3.25-mile coastline. The California Department of Fish and Game is currently considering proposals to reclassify the offshore area as part of a statewide Marine Managed Area mandate. The proposal may result in a reclassification of the existing Underwater Park and Irvine Coast Marine Life Refuge to a "State Marine Park" or "Marine Reserve". Currently, recreational sport fishing and commercial fishing uses are permitted along the offshore areas. Future designation changes may add increased protection and boundary definitions to the area.

PLANNING HISTORY

Park Acquisition and Classification

The purpose for purchasing Crystal Cove State Park was to preserve one of the last remaining large natural coastal open space areas in Southern California. The acquisition also intended that these areas be made available to the public. Prior to state acquisition, the property was owned by the Irvine Company. The initial acquisition of 1,898 acres for \$32.6 million was completed in December 1979. Subsequent acquisitions have brought the total area to 2,791 acres and purchase total to \$36.1 million.

The park was purchased with two existing leaseholds, the El Morro Mobile Home Park and the Crystal Cove Historic District. Naming and classification of the park occurred on April 11, 1980. The General Plan was approved by the State Parks and Recreation Commission on March 12, 1982 and approved and certified as a Public Works Plan by the California Coastal Commission on May 20, 1982.

Related Planning History

Summary of the Three Previous Planning Efforts

A review of the planning history of the Historic District will help put the PPUP process in context. The following outline summarizes the last two decades of efforts to determine how to best preserve and use the Historic District.

Between 1981 and 2000 State Parks unsuccessfully tried to implement the 1982 general plan's vision for the Historic District through three different plans for preserving the Historic District and opening it to public use.

The first public use plan (1981-1983). Litigation and the resulting ten-year extension of tenant leases blocked implementation of the 1982 *Development and Public Use Plan*.

The second public use plan (1991-1994). Implementation of the Memorandum of Understanding with the Coastal Commission to adapt some of the cottages as a hostel was blocked by legislation that required State Parks to prepare a legislative report on alternative uses for the Historic District.

The third public use plan (1994-2001). Implementation of Alternative 1 of the Legislative Report (the resort concession contract) was cancelled by State Parks after public concerns were expressed in the January 2001 meeting. The primary public concerns about this contract, were that: 1) the proposed overnight rates for the cottages would place them beyond the reach of most visitors; 2) the proposed project seemed to threaten public beach access for non-resort guests; 3) the agreement seemed to disregard the 1982 general plan by proposing substantial new development; and 4) the public was not consulted before the agreement was signed. The state has consequently bought out the contract in order to address public concerns that the Crystal Cove Historic District be improved to: 1) provide full public access; 2) provide affordable and appropriately-scaled public services; 3) preserve the cottages and the historic setting; and 4) preserve the scenic views and natural values of the site.

The current PPUP process is the fourth attempt to complete and implement a preservation and public use plan for the Historic District. This process has the best chance for success because the cottages are now vacant and this current public planning process has substantively involved public input and incorporated their major concerns in the proposed uses for the Historic District.

Planning History Chronology

A detailed planning history is included in Appendix D. Below is a listing of the main stages and dates of the twenty-two year planning history for this project to serve as a chronology.

1. General Plan/Public Works Plan (4/80 to 5/82)
2. On-site Maintenance Program (8/82)
3. Crystal Cove Historic District Development and Public Use Plan (6/82 to 8/82)
4. Ten-year Tenant Leases (6/83 to 6/93)
5. Crystal Cove Historic District Project (2/93 to the present)
6. Two-year Tenant Lease Extension (8/93 to 12/95)
7. Legislative Report (10/93 to 4/94)
8. Project Financing and Implementation Alternatives (5/94 to 10/94)
9. Authorization for concession contracts (9-27-94)
10. Hostel Development Study (6/94 to 12/94)
11. Request for Interest (10/94 to 2/95)
12. Authorization for 30-year concession contract (1995)
13. Request for Proposals (10/95 to 4/96)

14. Crystal Cove Preservation Partners was selected as the Historic District concessionaire (4/96)
15. Concession Proposal (4/96 to 3/01)
16. 60-year Concession Contract Authorization (7-20-96)
17. Month-To-Month Tenant Lease Extensions (9/96 to 7/01)
18. The contract with Crystal Cove Preservation Partners was cancelled and bought out (3/01)
19. State Parks initiated the Crystal Cove Historic District Preservation and Public Use Plan (3/01)

Public Involvement Process

From the outset, State Parks designed the PPUP process to offer ample opportunity for public input and to respond to expressed ideas and concerns. The planning process considered the full range of ideas on how best to preserve and use the Historic District. Public input leading up to the development of the draft PPUP document was solicited in two general public workshops and in several smaller meetings with interested groups. Input was also received by telephone calls, faxes, and letters. Detailed planning information was distributed to stakeholders by newsletters and by posting on the Parks Web site (which included matrices of relevant planning information). The following is a summary of the major steps in the PPUP process and its public involvement.

Newsletter #1, sent out in April 2001, announced Public Workshop #1, introduced the PPUP process and goals, reviewed Crystal Cove planning history, discussed planning considerations and previous adaptive use proposals, and described the format of the first workshop.

Over two hundred people participated in Workshop #1, held April 26, 2001 at Corona del Mar's Lincoln Elementary School. During the meeting, State Park planners briefly outlined the planning process, planning resources and considerations, and the important role of public involvement in completing the plan. Most of the meeting was dedicated to hearing the public's ideas on restoring, preserving, and enjoying the cultural and natural resources of the Historic District.

Twenty-eight speakers made presentations to the entire group during the ninety minutes dedicated to this purpose. The last hour was dedicated to one-on-one interaction between park staff and the public at six "issue tables" set up around the room. These tables focused on issues related to cultural resources, adaptive uses of the cottages, natural resources, interpretation, recreational services, and the Investigations and Interim Protection Plan. State Parks received forty-nine comments written on "post-it" notes at the issue tables. State Parks also received extensive input from forty returned surveys and eight letters received between April 27 and May 10, 2001.

By reviewing public input from all these sources, park planning staff identified 283 separate comments. Staff organized these comments into categories and included the

resulting public comment summary in Newsletter #2 and posted it on the Parks Web site.

In preparation for the second public workshop, park planners held small meetings with interested groups and individuals to discuss and modify the alternative use concepts.

Newsletter #2, sent out in May 2001, reported the results of Workshop #1 including the public's general comments, short-term cottage use proposals, and generalized long-term cottage use proposals. This newsletter also introduced some general public benefit criteria that staff intended to use in evaluating these proposals.

Newsletter #3, sent out in October 2001, announced Public Workshop #2, introduced the four proposed public use programs derived from analyzing public input, introduced two supporting preliminary documents: the *Public Use Vision for the Crystal Cove Historic District* and the *"Preliminary Assessment of Facility Requirements for Implementing Crystal Cove Historic District Public Use Programs,"* and described the format of the second workshop.

Workshop #2 focused on detailed public input concerning the future adaptive uses of the buildings and site of Crystal Cove Historic District. This meeting was held on November 1, 2001 in Corona del Mar and was attended by about 160 people.

During the workshop State Parks planning staff conducted three exercises aimed at surveying participant response to these four questions: 1) *what are the pros and cons of the four proposed programs and what is the community support for them?*, 2) *how many cottages do we want to dedicate to each of the four programs and how should the cottages be treated?*, 3) *where do we want to locate these programs in the Historic District?* and, 4) *when do we want to develop these programs?*

Exercise #1, *Developing Individual Recommendations*, focused on individuals filling out their own worksheet addressing the above-listed questions. Exercise #2, *Developing Consensus Recommendations at Input Tables*, gave participants the opportunity to work in a small group to develop consensus responses to these same questions. Exercise #3, *Surveying Consensus Recommendations from Input Tables*, allowed a spokesperson for each table to present their table's responses before the entire gathering. Individuals also had an opportunity to mail in their individual answers to these four questions by worksheet or by letter.

Newsletter #4, sent out in December 2001, reported the results of Workshop #2 in the form of statistical summaries of public input from all three workshop exercises, announced pertinent studies being conducted at Crystal Cove, and described the next planning steps.

Related Past Activities and Development

Tenant Leases

The 1982 *Crystal Cove State Park General Plan* and the 1982 *Development and Public Use Plan* proposed terminating the private cottage leases in order to adapt the cottages to public uses such as overnight rentals, interpretive and educational uses, park operational support, and visitor concessions. State Parks has recognized for nearly twenty years that the public access and uses envisioned for the cottages required terminating the private cottage leases that excluded most of the public from most of the Historic District.

At the time of park acquisition, the existing cottage tenants were under a month-to-month lease and had no ownership rights in the land or cottage improvements. The Legislature indicated to State Parks that the Historic District tenants be provided with a two year lease term if they would waive relocation rights, and specified that no subleases or transfer of lease rights be permitted. The Historic District tenants filed a lawsuit and ultimately received a 10-year lease, which expired July 1, 1993. In return for the leases, the original tenants agreed to waive any relocation rights. The tenants received a lease extension to December 31, 1995 to allow State Parks additional project preparation time. Another extension was provided to July 8, 2001 as a part of a lawsuit settlement with the Crystal Cove Residents Association. All tenants vacated the premises on July 8, 2001 in compliance with the CCHD lease termination.

PCH Widening Mitigation Projects (June 1995)

As mitigation for the widening Pacific Coast Highway (PCH) in the early 1990's, the following improvements were provided to the park at no cost to State Parks: a new Historic District entrance road, coastal bicycle trail section, and new utilities connections. State Parks has coordinated with the Irvine Coast Assessment District, the Irvine Company, Caltrans, and other local agencies in making these improvements.

Los Trancos Creek Storm Damage Repairs (April 1996)



The winter storms of January 1995 significantly damaged the creek channel and the adjacent highway slope and threatened some historic structures. Significant and costly repairs were funded by the Irvine Coast Assessment District and the USDA Natural Resources Conservation Service with cost sharing by State Parks.

Temporary Visitor Center

A temporary park visitor center was installed in the mid-1980s in the Los Trancos parking lot until a permanent facility could be developed during implementation of this current plan. The Coastal permit for this visitor center stipulated that temporary would be removed once a permanent CCHD visitor center is established, the temporary facility was to be removed. Compliance with this condition was not possible when the State Legislature provided Crystal Cove tenants with lease extensions in 1993. Since its installation, the temporary park visitor center has been converted to a park office and is also used as a staging area for interpretation activities for school groups. This facility has become an important part of current park operations and interpretation at Crystal Cove State Park.

July 2001 Tenant Departure from the Historic District

On December 29, 1995, the Crystal Cove Residents Association (CCRA) filed a lawsuit against State Parks preventing eviction of the tenants. On January 2, 1996 CCRA offered a lawsuit settlement to State Parks that would allow the tenants to remain until the concessionaire needed control of the Historic District for project implementation. Subsequently, State Parks and CCRA negotiated a settlement agreement. All cottage tenants fully complied with the agreement and State Parks took possession of five empty cottages on July 1, 1997.

State Parks issued a 30-day eviction notice to the tenants on February 9, 2001 in order to proceed with needed site investigations and testing for responding to current stringent water quality and public health requirements. CCRA filed a lawsuit against State Parks alleging noncompliance with CEQA. State Parks explained that the investigations and testing was part of its CEQA process. A lawsuit settlement was reached on February 27, 2001. CCRA agreed to drop the lawsuit and the tenants vacated Crystal Cove on July 8, 2001. State Parks then proceeded with site investigations and testing.

Concurrent Activities

Coastal Water Quality

Since the late 1990's, coastal water quality has become an increasingly important environmental issue in Southern California in general and Orange County specifically. State Parks and environmental groups have been dealing with water quality impacts from new surrounding development on Crystal Cove State Park. In November 2000, the Santa Ana Regional Water Quality Control Board issued a Cease and Desist Order to stop all wastes in stormwater runoff from directly entering the ocean from Historic District surfaces, septic sewer facilities, and coastal park facilities. State Parks was

given until May 2001 to submit a compliance plan and had until November 2002 to implement an approved plan. A plan was submitted and accepted by the RWQCB staff. Formal approval of the plan by the RWQCB is pending. State Parks is in the process of implementing that plan. The compliance measures identified in that plan will also be applied at Crystal Cove as a part of any management program or rehabilitation project.

2001 Investigations and Interim Protection Plan

State Parks implemented an Interim Plan in 2001 to stabilize the cottages and protect them after the departure of the tenants. Included were responses to current stringent coastal water quality and public health requirements. State Parks is also proceeding with necessary CCHD investigations, testing, and interim protection measures. The results of this effort will also provide updated information for the development of alternatives for the CCHD during the *Preservation and Public Use Plan* effort.

Building objectives include: condition assessment update documentation, identify stabilization needs, interim closure measures to protect structures after tenant departure, and an on-going maintenance program. Site objectives include: water quality testing to comply with RWQB cease and desist order, hazardous materials survey and testing, underground infrastructure investigation, soil stabilization/geotechnical testing, access road repair, beachfront boardwalk repair, site security, and code/fire/life/safety deficiencies evaluation. Interim operations/staff housing occupation of some structures is included to provide site security.

PLANNING CONSIDERATIONS

Standards of Review

This plan is in part, a cumulative summary of many actions, laws, policies, documents, studies, and surveys prepared over approximately twenty years that apply directly to this project. This combination of policies, guidelines, and plans has established a set of "Standards of Review" for any proposed action in the CCHD. The approval of the *CCHD Preservation and Public Use Plan* will add this document to the Standards of Review. The current Standards of Review include the following:

State Park Mission and Purpose

- 1) State Park mission and mandates
- 2) the Declaration of Purpose for Crystal Cove State Park which states:

"The purpose of Crystal Cove State Park is to make available to the people for their enjoyment the natural, cultural, and recreational values of a significant open space area on the Orange County coast.

"Located amidst dense urban development along the coast, the park's relatively large size, more than 3 miles of ocean beach, and some 2,800 acres with expansive marine views and interior canyons have regional and statewide significance. Numerous

archeological sites and rare plants are also prime park resources of statewide significance.

“The function of the Department of Parks and Recreation at Crystal Cove State Park is to manage, protect, and, where necessary, to restore its natural and cultural resources and values for their perpetuation in accordance with the park purpose: to interpret these values effectively; and to provide facilities and services, consistent with the purpose of the park, that are necessary for full enjoyment of the park.”

Historic District Designation

Crystal Cove was placed in the National Register of Historic Places on June 15, 1979. This action recognized the historic significance of the Crystal Cove seaside enclave and set the subsequent direction for its preservation, planning, and use. Historic District designation requires that any proposed action or project undergo a specific review process (see PRC 5024).

1982 General Plan

Following the initial park acquisition in December 1979, State Parks prepared a General Plan for the park over a two-year period. The general plan provides comprehensive guidelines for the preservation, management, and development of the park including the Historic District. The preparation of the plan included extensive public involvement. The plan was approved by the State Parks and Recreation Commission in March 1982 and was certified by the Coastal Commission as a Public Works Plan in May 1982. The General Plan recommends the following for the Historic District:

- *Preservation:* Maintain the Historic District in accordance with federal historic preservation standards.
- *Access:* Provide access for full public enjoyment of the cultural, natural, and recreational values of the Historic District.
- *Structural Evaluation:* Prepare a comprehensive description of all structures to determine which structures are necessary to preserve and protect the remaining historic character. Determine which structures can be adapted to public use without substantial alteration of their exterior appearance. Determine which structures should be removed to provide space for appropriate public recreation activities and facilities. (This has been completed by the *1982 Development and Public Use Plan*; the *1994 Legislative Report*; and the *1999 Individual Building Inventory and Evaluation* as well as being updated by the current 2001 Interim Plan studies and this *Preservation and Public Use Plan*.)
- *Adaptive Public Use:* Potential Public uses for the cottages include: overnight rental units, concession shops, a visitor center, park interpretive docent center, house museum, and environmental education displays.
- *Interpretive Program:* Various themes, activities, and facilities were recommended to enhance the visitor’s understanding and appreciation of the Historic District.

An Amendment to the existing GP/PWP is needed in order to proceed with a feasible project for providing historic preservation and public access and use in the Historic District. Part Three of the PPUP proposes amendments to the General Plan that will permit implementation of the PPUP proposals.

1982 Development and Public Use Plan

A Development and Public Use Plan was prepared in 1982 at the request of the California State Legislature and the California State Coastal Commission. The plan provided the initial description and evaluation of the Historic District structures. The plan also identified potential adaptive public uses for the Historic District.

The Development and Public Use Plan's information and recommendations were preliminary in nature because department staff was unable to gain access to the cottage interiors. Implementation and further information needed for a Crystal Cove project was not obtained until the 1994 Legislative Report due to 10-year tenant leases provided by the Legislature.

CEQA

The California Environmental Quality Act (CEQA) requires state and local agencies to analyze the environmental consequences of proposed development activities. If a proposed activity has the potential for a significant adverse environmental impact, CEQA requires that an EIR must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require a "program EIR" and park development projects require a conventional EIR. Due to the detailed nature of the PPUP, a conventional EIR will be prepared.

For purposes of CEQA, the guidelines outlined in CEQA Section 15064.5 et al. require project proponents to identify any significant adverse changes to historical resources from such project actions, and that such actions are considered to be significant adverse impacts to the environment. Since the CCHD is a National Register of Historic Places listed property and the project area also includes known archaeological sites, any project undertaking must consider treatments to reduce or eliminate any such affects. As such, project proponents must not only identify the significance of impacts as outlined in Section 15064.5 but also consider and discuss any treatments and/or mitigation measures required to minimize significant effects as directed in Section 15126.4.

Public Resources Code 5024 and 5024.5

Any proposed State project or program involving cultural resources is required by Public Resources Code, Section 5024 and 5024.5 as well as Executive Order W-26-92 to inventory and protect those resources. They also require a specific review procedure prior to initiating any project or modifications involving cultural resources. A 5024 review:

Exhibit 3: Crystal Cove Historic District Preservation and Public Use Plan

- Defines a proposed project
- Determines if historic resources are present and/or adversely affected
- Determines if the project meets historic preservation standards to reduce or eliminate adverse effects.

If a project fails to meet the standards, the review recommends modification so that conformance is achieved.

Through a Memorandum of Understanding (MOU) with the Office of Historic Preservation, the Department of Parks and Recreation has the authority to perform this review in conjunction with a project's environmental review. The MOU establishes the internal assessment of project effects on cultural resources, within a framework recognized by the State Historic Preservation Officer (SHPO) as meeting the mandates of these regulations. A 5024 review has not been performed for an overall Historic District project so one will be prepared with this project's environmental review.

Resource Management Directives

As a Resource Agency department, California State Parks has well-established resource management directives and departmental policies to guide its actions and proposals. These policies address cultural, natural, and adaptive uses of historical structures in the State Park System. Directives 1832.1-5 (cultural resource policies) are specifically relevant to Crystal Cove defining policies for:

- Archeological resources
- Historic resources
- Cultural resources
- Recreation resources
- Adaptive use of historic structures.

Historic Preservation Guidelines

Along with complying with building construction codes, such as the California Historic Building Code, preservation and adaptive use of the cottages must follow the *Secretary of the Interior's Standards for Rehabilitation*. The most common treatment to be used at CCHD is that of *Rehabilitation*. This treatment method is defined as "The act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, or cultural values".

While all Treatment Standards may apply, the following four items of the Secretary of the Interior's Standards relate specifically to the conversion of historic structures to adaptive uses (more commonly known as the Treatment of Rehabilitation):

Standard 2: The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed.

Standard 3: All buildings, structures, and sites shall be recognized as products of their own time. Alterations which have no basis and which seek to create an earlier appearance shall be discouraged.

Standard 4: Changes, which may have taken place in the course of time are evidence of the history of development of a building, structure, or site and its environment. These changes may have acquired a significance in their own right and this significance shall be recognized and respected.

Standard 9: Contemporary design for alterations and additions to existing properties shall not be discouraged when such additions do not destroy significant historic, architectural, or cultural material and such design is compatible with the size, scale, color, material, and character of the property, neighborhood or environment.

The California State Historic Building Code (California Code of Regulations, Title 24, Part 8) will be used to guide the rehabilitation efforts of this project. This code will also guide the development of construction cost estimates for the Historic District project.

State Parks will use the Secretary of the Interior's Guidelines for the Treatment of Cultural Landscapes and Preservation Brief #36 "Protecting Cultural Landscapes" in rehabilitating and managing the historical landscape of Crystal Cove.



Building Codes

The conversion of the Crystal Cove Historic District to public use will mandate compliance with certain requirements regulating construction. Regulations include:

- CCR, Title 24, Part 2, California Building Code for building construction standards.
- CCR, Title 24, California Building Code together with the Federal Americans with Disabilities Act (ADA) to cover access compliance.
- CCR, Title 24, California Building Code, Part 8: the California State Historic Building Code
- CCR, Title 24, California Building Code, Part 9: the California Fire Code

Exhibit 3: Crystal Cove Historic District Preservation and Public Use Plan

- CCR, Title 24, California Building Code, Part 3: California Electrical Code
- CCR, Title 24, California Building Code, Part 4: California Mechanical Code
- CCR, Title 24, California Building Code, Part 5: California Plumbing Code
- Uniform Code for Building Conservation, Part 10

California Coastal Act

The California Coastal Act was enacted in 1976 by the State Legislature to provide long-term protection for California's coastline. Conformance to the Coastal Act of 1976 played a significant role in formulating the original General Plan. That influence continues in this plan. The key relevant policies in the Coastal Act are:

- Cultural areas are to be preserved.
- Maximum coastal access and recreation opportunities are to be offered, consistent with safety, public and private property rights, and protection of natural resources.
- Public facilities, including parking, are to be distributed to avoid overcrowding or overuse of any single area.
- Lower cost recreational facilities and housing are to be encouraged.
- Oceanfront land suitable for recreation use is to be protected for that use unless demand is already met by existing development.
- Coastal water-oriented facilities that cannot be provided at inland areas are to be protected.
- Environmentally sensitive natural areas are to be preserved:
 - a. Habitats are to be preserved.
 - b. Areas adjacent to habitats are to be set aside as buffer zones.
 - c. Marine environments are to be protected.
 - d. Quality of all waters is to be maintained.

The Irvine Company Review of State Park Concession Proposals

The original park acquisition agreement provides The Irvine Company (TIC) with the First Right of Refusal on any Crystal Cove State Park concession with a contract term of 10 years or more. This means that if State Parks proposes any concession operation within Crystal Cove State Park, including the Historic District, State Parks must submit it to TIC for review. TIC can then exercise its option to become the operator of that concession without going through a bidding process. Should TIC choose to exercise its option, it would have to abide by the terms of the State Parks concession proposal and comply with all project reviews and approvals as any concession operator would.

Crystal Cove Hostel Planning

Since the original General Plan effort in the early 1980's, State Parks has considered a hostel-style overnight facility operation as one adaptive use possibility for providing low-cost overnight accommodations as a part of a Crystal Cove Historic District project. State Parks has worked with the California Coastal Commission and hostel organizations on several feasibility investigations and studies on how a hostel facility might be created. Along with these investigations, State Parks has also had to consider how a hostel or dormitory style facility would fit in with other objectives and adaptive

uses that were also important to State Parks. The following is a summary of State Parks efforts on this potential use.

Both the 1982 Crystal Cove State Park General Plan and subsequent 1982 Historic District Development and Public Use Plan identified a hostel facility as a potential adaptive use for the Crystal Cove Historic District. The 1994 Historic District Legislative Report did not list a hostel facility as an adaptive use.

A seven-month State Parks planning study was completed in December 1994 which investigated the feasibility of developing a hostel at Crystal Cove State Park. Several sites (including the Historic District) were identified and evaluated. This study had access to important Historic District building survey information as well as more accurate and current rehabilitation cost estimates that was not available during General Plan preparation or previous planning efforts. Hosteling International staff assisted in the study evaluations. The evaluation study made the following conclusions:

- Hostel operators prefer a single large building rather than many small buildings because of utilities, operation, maintenance, and security. A single building also provides better opportunities for communal activities and social interaction among hostel visitors than does a complex of buildings.
- The El Morro Mobilehome Park was identified as the most viable site for the hostel facility. A single hostel building might have been developed there and the site provides good access to Morro Beach and Morro Canyon. Several other locations were also evaluated.
- A hostel operation in the Historic District was not as viable an alternative as the other site locations considered. The reasons for this included: 1) multiple building arrangement does not serve hostel functions as well as a single building; 2) hostel funding would not cover needed Historic District infrastructure or historic rehabilitation costs; and 3) The Historic District has insufficient parking.

These study findings and recommendations were submitted to State Parks Chief Deputy Director Martin Dyer and Deputy Director Ken Jones on November 30, 1994. State Parks decided that hostel development should be postponed until there was further specific determinations on Historic District project development.

On May 1, 1998, State Parks staff met with Hosteling International representatives after they had discussions with the Coastal Commission. Hosteling International expressed a strong interest in working with State Parks on a hostel project at Crystal Cove State Park. State Parks staff indicated that further progress needed to be made on the Historic District project before any action on a hostel project could occur.

Memorandum of Understanding Summary

On June 6, 1991, the California Coastal Commission (Coastal Commission) and State Parks entered into a five year Memorandum of Understanding (MOU) agreement for the purpose of establishing a hostel or low cost overnight accommodation visitor facility. The Coastal Commission had approximately \$1.4 million to be applied towards

a hostel project from a Coastal Development Permit requirement on a Hemmeter Corporation project. This funding was increased from an original \$500,000 to allow for estimated historic rehabilitation requirements. The \$1.4 million fund was placed in an interest-bearing account and now totals over \$2.9 million.

Original MOU terms and conditions include:

- A hostel would be established in the Historic District cottages
- The facility would accommodate a minimum of 132 people
- State Parks would not extend the tenant leases beyond the 6-3-93 expiration date
- State Parks would evict all tenants after 6-3-93; and
- An incremental procedure for implementing a hostel project was specified.

In 1993, the Legislature directed State Parks to extend the leases until rehabilitation and construction could begin. This action prevented State Parks from completing the terms of the MOU. State Parks prepared a revised draft MOU reflecting the changed conditions and circumstances and sent it to the Coastal Commission in October 1993. That draft MOU was not finalized. On July 6, 1994 State Parks discussed the revisions with the Coastal Commission and since then periodic discussions have taken place on how a new MOU would consider current planning circumstances while meeting the original funding intent. The original MOU expired in 1996 by its own terms.

The Coastal Commission and State Parks met in July 1999 for update discussions on the hostel project. A new revised draft MOU was submitted at that time to the Coastal Commission for review and comment. Coastal Commission and State Parks staff have updated and completed a new MOU to reflect both the current PPUP direction for Crystal Cove as well as the original funding intent. Transfer of funding for low-cost accommodations at Crystal Cove was completed in June 2002.

Current MOU terms and conditions include:

- A hostel and/or low-cost overnight visitor serving accommodations should be established in Crystal Cove State Park.
- Number of accommodations should not be less than 90 except where costs could not be feasibly be limited to the funding amount and also would prevent reasonable operation as low-cost visitor-serving units. The number of accommodations shall not be less than 65 in any event.
- The overnight rates for hostel or low-cost accommodations should be similar to other hostel or low-cost visitor-serving facilities providing comparable amenities (such as plumbing and electricity).

The PPUP planning effort seeks to provide for lower-cost accommodations partly in the form of hostel or dormitory-style facilities. These facilities may be operated as a hostel or they may be operated as dormitory units that are part of a variety of Crystal Cove overnight accommodations. A certain portion of the overnight individual cottage rentals with limited utilities may possibly also serve as lower-cost accommodations.

1994 Legislative Report

In 1994, the Legislative Report provided comprehensive Historic District inventory, project cost, and economic information and evaluations in addition to refining and expanding Historic District plans and recommendations. Although State Parks has abandoned the concession project approach suggested in the Legislative Report, the project information, inventory, and project cost analysis contained in this report is still useful though project costs need to be updated to current conditions.

1999 Individual Building Inventory

The 1999 Individual Building Inventory report summarizes State Parks' most comprehensive inventory and evaluation of the condition of a major portion of the cottages and site at the Crystal Cove Historic District. In addition to assessing each cottage's current eligibility as a contributor to the Historic District, the inventory provides a baseline for managing these historic cultural resources into the future. The inventory covers all 46 cottages and the garages. This is a primary reference source of information for historic issues, planning, and future document preparation at Crystal Cove.

2001 Interim Preservation and Protection Plan

The activities being conducted under the Interim Preservation and Protection Plan provide full protection of cultural and natural features of the Historic District and establish public access following the departure of the tenants in July 2001. The Interim Plan incorporates a number of small projects and studies that allow State Parks to effectively manage and protect the Historic District in the short-term and provide current information for the PPUP process. These activities do not pose long-term significant impacts on the environment. The studies and actions represent a proactive approach by State Parks to gather information necessary to use "Best Management Practices" in park management efforts while stabilizing the historic setting.

Tangible and Intangible Values

The structures at Crystal Cove are collectively placed on the National Register of Historic Places as the Crystal Cove Historic District. The National Register nomination describes Crystal Cove as "A place of exceptional significance as a ...natural evolving early 20th century California beach community which survives intact from California's early automobile era."

Crystal Cove's unique value has much to do with the combination of individual elements and its sense of history and seclusion. Preservation must address not only the individual architectural and cultural landscape elements, but the overall relationship of these contributing elements that also provide the intangible "sense of place" that feeds the atmosphere of the Crystal Cove Historic District as a refuge from modern life.

The tangible individual and collective elements include:

- The 1924-1936 rustic summer cottages that elicit a romantic image of carefree relaxation and “roughing it.”
- Historical landscape features and elements dating from the 1920s-40s, including footpaths, stairs, boardwalks, fences, bridges, streets, cottage yards and gardens, and exotic plantings.
- The long row of 1930s garages.
- Its diverse but compatible patterns of single-wall wood-framed buildings and structures.
- Its attractive and comfortable small scale.
- The concentrated yet secluded layout in a natural coastal setting.
- Its unique physical and visual isolation from other shoreline development.



The intangible emotional values include the sense of:

- Stepping back in time to a quieter, simpler, less-mechanized period.
- Being on vacation at a secluded beach hideaway.
- Being welcomed as a visitor and contributor to a unique community.

Cottages and Site Structures

Cottages

In an evaluation of historic properties, it is especially important not to confuse the *condition* of a property with its *aspects of integrity*. *Integrity* is a building, structure, cultural landscape, or object's ability to convey a sense of history in association with the time it is considered significant. The property must retain sufficient physical features to possess several, and usually most, of the aspects of integrity for which it is important. *Condition* refers only to the property's physical condition. A building, structure, or object may evidence some modification and “wear-and-tear” and still be able to convey its place, time, and significance in history. A property may also retain its integrity if it can be rehabilitated or restored to its former condition. Retention of integrity requires knowing why, where, how, and when the property is significant. Integrity is therefore a compilation of the various aspects that in combination produce the ability to convey historical significance. Condition refers merely to whether the building is in good repair or not.

For example, a derelict building which retains its location, setting, basic massing and form, materials, construction, design elements, and design features can possess high integrity because it still conveys those aspects for which it is important. Although some

surface changes may have been made and it is in disrepair, the building can still be intact (authentic) enough to convey its original appearance and thus integrity. Repairs and removal of any inappropriate modifications could further restore a property's integrity. In addition, for a Historic District, the integrity of overall location, setting, and feeling are of equal importance and consideration to individual components such as the cottages, in determining and retaining historical significance.

A cultural landscape that retains these aspects of integrity also helps the individual components to convey the values and significance of the property as an identifiable entity. A district can be eligible even if its components lack individual distinction, provided that the individual groupings form an interrelationship of resources that can convey a visual sense of the overall historic environment, which can be an arrangement of historically or functionally related properties.



Crystal Cove Historic District's period of significance is 1927 to 1950. About 90% of the cottages were in place by 1939, with only Cottages #34, #39, and #45 being added after this time. By the late 1960s only the public restrooms by the bridge, and two un-numbered cottages had been lost. One cottage was lost at the north end of the beach due to landsliding, and one cottage by the creek bridge was lost due to a car coming off Highway 1 and crashing into it. Cottage #45 was a former store moved next to the garages, with the present store being built in its place. Even though remodeling of individual cottages has taken place, no new buildings have been constructed in Crystal Cove since the late 1940s.

For the most part, modifications to the cottages have been additive rather than subtractive to the basic historic elements. Renovations have been done with mostly compatible materials, with the obvious exceptions of aluminum-frame sliding windows and doors. Although not historic, these elements can be removed and the earlier wood frame-style windows or doorways restored. Alternatively, if they do not significantly detract from the overall vernacular appearance of the individual cottages and if they blend in with the greater historic vernacular landscape, they may potentially remain as part of the acceptable changes that have occurred through time. As an example, of the extant exterior cottage changes, only those for Cottages #19 and #38 have introduced significantly “modern” appearing materials or building massing into the Cove. The historic cottage is essentially in place behind the front addition at Cottage #19, and could be restored if the plywood siding addition was removed. On the other hand, the small historic cottage has been lost within the extensive additions of Cottage #38, even though compatible material such as shingle siding was used for the addition.

Even with these changes, there is little that is significantly different since the Cove’s major build-out in 1937 and 1939. The Historic District remains remarkably intact as to topography, road access, footpaths, building location, building footprints, building materials, feeling, and landscape. For the individual cottages, about 80% of the room and second story additions to the various cottages had already taken place by 1939. The existing Crystal Cove cottages are a remarkably authentic representation of the Crystal Cove cottage style and layout as it existed from the late 1920s to the late 1930s. With the absence of any late 20th Century buildings, this district and its cottage groupings remains less modified than many significant urban residential historic districts and Main Street commercial historic districts.

Other Landscape Features: Structures, Vegetation, Furnishings, and Objects

Additional site structures, furnishings, and objects are contributing elements to Crystal Cove Historic District’s historic landscape. The spatial arrangement of buildings and structures, vegetation, water, circulation features, and topography defines the unique character of Crystal Cove’s historical landscape. For this plan, structures are defined as non-habitable non-enclosed constructed elements on a site. At Crystal Cove these elements include the automobile and pedestrian bridges, site access stairways, cottage site retaining walls, garden shade structures, decks, patios, and utility poles.

Site furnishings and objects are generally small-scale features that may be functional, decorative or both. They may be movable, used seasonally, or permanently attached. Site furnishings and objects at Crystal Cove include (but are not limited to): fencing, gates, signs, flagpoles, site lighting, benches, outdoor yard furniture, shade umbrellas, planters, sculpture, mailboxes, clocks, barbecue or fire pits, nautical equipment, surfboards, and even stored boats. The presence of some these features often changed or were replaced by other furnishings or objects. These features occur as single items, in groups of similar features, or as a part of patterns in the landscape. Their origins or source may be from a catalogue or store purchase, a borrowed item transplanted from another use or location, created as vernacular items from the local region, or designed or built for a specific site. The detail that the furnishings and

objects add to the landscape help contributes to the visual diversity and clutter that is a part of the Crystal Cove's charm.



Site and Infrastructure Constraints

Site inventory surveys and analysis was initiated during the preparation of the *1994 Legislative Report* and has continued since that time. These efforts were performed to determine the scope of site rehabilitation and conversion of the area to public use. These efforts were also done in conjunction with building surveys. Existing site conditions and problems to be addressed were noted in order to allow for formulation of a comprehensive planning approach.

Additionally, several natural landscape features such as site topography and slopes, the Los Trancos Creek and the beach front also serve as components of the Crystal Cove historic landscape. Although somewhat modified in locations, these features form the foundation for which all other cultural features and elements of the landscape are placed or bounded. The significance of such “natural” features to the Crystal Cove Historic Landscape should not be underestimated in assessing its overall resource integrity.

Landform Constraints

The Historic District is located at about the mid-point of Crystal Cove State Park's 3.25-mile coastline. As a result, the Historic District is framed on both sides by a long stretch of beach and natural coastal terrace open space. The overall character of the site and its development is derived from the mosaic of individual cottages nestled against and on the coastal bluffs that converge on the mouth of Los Trancos Creek. The buildings and site development are entirely focused seaward.

The landform within the Historic District has generally remained unchanged since the 1930's. There are two exceptions, however, and they are:

The Beach

The first exception is that the amount of beach area in front of the Historic District has diminished over time. Comparisons of historical aerial photographs and observations of current beach width reveal that Crystal Cove beach is currently much narrower than it was in the 1930's. This probably can be attributed to the cumulative impacts of regional urbanization and development of the Newport jetty on coastal sand replenishment over the past 60 years. As a result, ocean wave action is a greater threat to portions of the Crystal Cove beach front.

It should be noted that photographs from 1929-30, 1939, and 1952 show a wider and more usable beach front parking area that appears to be at least 25 feet wide. Evidence of some type of beach retaining wall is also shown in the photographs. Significantly more iceplant vegetation existed in front of the north beach cottages. Los Trancos Creek was also confined within a timber- or concrete-walled channel. In response to the diminishing beach area, certain shoreline protection measures have been installed over the years in a number of beachfront locations. Protection items have included some rock revetment for the beachfront parking areas, gabions for the Yacht Club building and a portion of the north beachfront cottages, a wooden seawall for Cottage #13, and concrete seawalls for Cottages #1 and #40.

As a part of determining rehabilitation strategies, consideration is needed for natural resource management objectives. A primary natural resource objective for this site is to not interfere with natural beach processes involving the movement of water and sand with the implementation of hard protective features such as armoring.

***Beach Constraint:* There should be no interference with natural beach processes. Rehabilitation strategies for the Crystal Cove beachfront areas will need to consider the effects of potentially increasing wave or tidal action along the shoreline. In view of State Parks's resource policies and the PPUP's proposal for no new coastal armoring to protect structures, the extent of infrastructure development in beachfront areas should be limited.**

PCH Widening

The second exception in landform change is the grading alterations made in the mid-1990's for the widening of PCH. These modifications are located on the edge areas along the length of PCH. The current Historic District entrance road was developed as a part of the PCH widening project and it modified a portion of the northern coastal area. This provided safe vehicle access to Crystal Cove. The widening of PCH may have affected geologic failures along the creek channel and behind the South Beach area. Current site studies are evaluating these conditions.

Site Stability

It is the general policy of State Parks to allow natural processes (including coastal bluff erosion) to occur. Preservation of the Crystal Cove Historic District includes the rehabilitation and protection of both the cottages structures and the historic landscape. This may require rehabilitation of existing retaining walls or additional slope stabilization treatment to protect or preserve historic structures or landscapes. The natural processes policy does not apply to Pacific Coast Highway constructed fill or cut slopes because they support a public roadway and public safety is involved.

Geotechnical site testing initiated for preparation of the *Legislative Report* raised an issue concerning bluff stability at the up coast end of the north beachfront area which potentially affects several of the cottages.

The PCH fill slope is a prominent and defining landform feature for the Historic District. It provides the edge and background for the Crystal Cove's historical landscape. A portion of the slope between the Los Trancos undercrossing and Cottage #45 remains eroded from storm damage in the 1990's. Recent testing of the PCH area near the south beachfront area and immediately north of the garages has suggested that there may be some stability issues in that area. This has prompted further investigation in the Interim Preservation and Protection project (2001-2002) by State Parks into geotechnical assessments for the PCH slope at the southern end of the Historic District.

Ongoing testing in the north beachfront area as well as in the south beachfront and PCH slope areas should help determine the extent of stabilization treatment that may be required. If bluff areas are determined to be contributing elements to the historic landscape resource of CCHD, efforts must be made to consider stabilization methods that protect historic features while not impeding natural processes in a negative way.

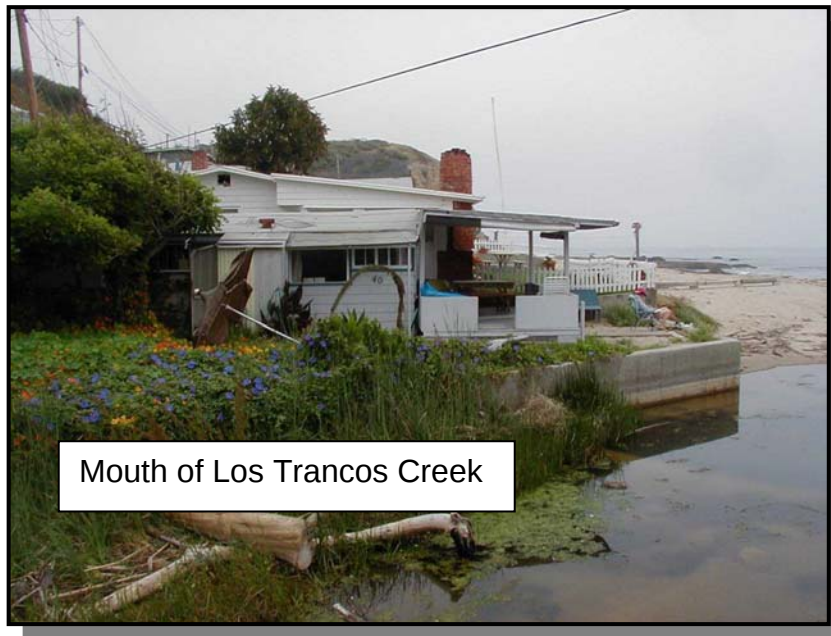
***Site Stability Constraint:* Coastal bluff erosion is a natural process and should generally be allowed to occur along the park's coastline. Continuing geotechnical investigation in the Crystal Cove Historic District area should be completed to further refine appropriate CCHD rehabilitation strategies. Efforts should be made to protect the appearance and character-defining qualities of contributing historic topographic features of the CCHD cultural landscape. The artificial fill slope supporting the PCH right-of-way, however, should be protected, repaired, and maintained for public safety reasons. This should be done in a manner that is compatible with the PPUP's guidelines as well as the recommended follow-up Historic Landscape Management Plan (HLMP). Existing Historic District retaining walls are part of the historical landscape and should be retained and rehabilitated.**

Los Trancos Creek

The development of Crystal Cove has aligned and confined the Los Trancos Creek channel to allow for use of the Hollow area. During the 1990's there were several storm

events that damaged the entire length of the Los Trancos creek channel in the Historic District partly due to its limited flow capacity. State Parks has repaired and stabilized the most serious damage that threatened historic structures. There is one remaining portion that has not received any treatment.

Los Trancos Creek Constraint: Any future Crystal Cove rehabilitation should not reduce the existing channel flow capacity. Additional stabilization treatment should be done for the creek channel between the PCH undercrossing and Cottage #45 to reduce the potential for future damage. Treatments should be done in keeping with the historic character of the area and in a sustainable manner.



Irvine Company Drainage Easement

As a condition of the original park acquisition agreement, the Irvine Company retained an 80' wide drainage easement along the Los Trancos Creek alignment for purpose of installing surface drainage facilities. This easement applies to the creek channel in the Crystal Cove Historic District. If the Irvine Company should propose any drainage improvements within the easement area, they have agreed to consult with State Parks on the design of those facilities and State Parks is not to unreasonably withhold approval. Any such proposal would require the same reviews, approvals, and permits as any other project proposal for the Historic District. As of this writing, the Irvine Company has not made any proposals for creek drainage facilities in the Historic District, but are required to monitor stormwater flow rates within Los Trancos Creek.

Road System

The roads in the Historic District are part of the character of Crystal Cove's historical landscape. The location, alignment, and width of the roads in the village center and

beachfront areas help define the Historic District's rustic character and human scale. Future road use and circulation should avoid altering the existing road configurations in the village center and beachfront areas.

Preserving important road configurations in the village center and beachfront areas, will affect the ability for fire apparatus to access all areas of Crystal Cove. Alternative strategies should be considered in determining a fire protection plan for Crystal Cove.

Road Constraint: Roads should not be widened where it may affect historic fabric (structures or historical landscape features). Public vehicular traffic should be avoided/restricted in single-lane road areas in order to avoid congestion. Access to single-lane road areas should be limited to park operations, maintenance, emergency, or other authorized vehicles.

The NCCP status of the Coastal Scrub plant community

The Natural Communities Conservation Program (NCCP) is a federal multi-species Habitat Conservation Program (HCP) established to encourage landowner cooperation in long-term regional conservation plans. HCPs are permitted under Section 10 of the Endangered Species Act. The program is designed to manage sensitive species at the community level. It allows for the limited development of habitat if specific mitigation requirements are met. This plan provides certainty and predictability for land-use planning and for landowners by defining areas for habitat conservation and land-use development.

The coastal sage scrub community in Southern California is the first habitat to be examined under the NCCP. Crystal Cove State Park is a part of this first NCCP effort. The NCCP covers 85 species of vulnerable plants and animals including the California Gnatcatcher and the Least Bell's Vireo. All of terrestrial Crystal Cove State Park (except for the beaches, existing developed areas, and the Crystal Cove Historic District) is a part of NCCP habitat lands. This means that the park areas outside of the CCHD area are to remain as Coastal Sage Scrub (CSS) habitat areas and that development beyond the existing CCHD boundaries should be avoided where possible.

The coastal terrace areas, north and south, adjacent to the CCHD are NCCP habitat areas. The adjacent areas on the northern terrace are low to medium quality coastal sage scrub habitat. State Parks has been enhancing the quality of habitat areas in this coastal terrace area through its own stewardship program and off-site mitigation projects from other development projects. These enhancement projects will be continuing for the foreseeable future.

In order to avoid conflicts between natural and cultural resource objectives, a vegetation transition zone of up to 100 feet wide around the inland Historic District perimeter is recommended for more effective vegetation management between the CCHD historic landscape and NCCP habitat areas. The character of the transition zone should be comprised of low-growing ground vegetation that is closer to structures and the Historic District edge. As the distance from the Historic District structures increases

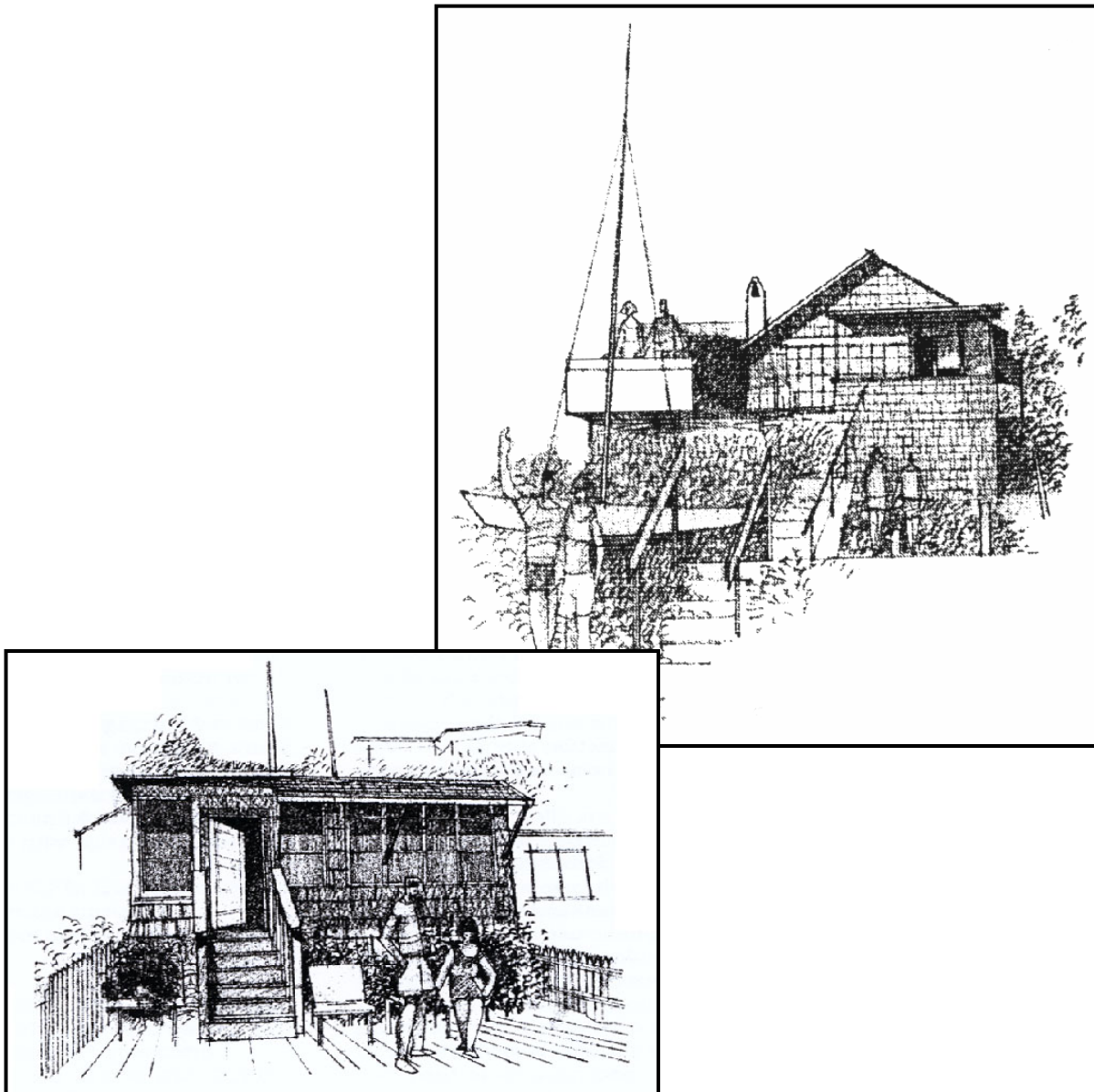
Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

within the transition zone, the density of intermittent clumps of coastal sage scrub should also increase in density. The outer edge of the transition zone should be a contiguous connection to the natural Coastal Sage Scrub habitat areas of the coastal terrace.

This transition zone should also serve as a fuel modification zone for fire management of the Historic District. The mature trees around the Historic District structures are a part of the historical landscape and should be retained. Understory vegetation beneath these trees should be carefully pruned back in a way that considers the historic character of the vegetation features but minimizes “fire ladder” situations that allow ground fires to leap up from ground vegetation to middle story shrubs to trees. Avoiding a “fire ladder” condition will help prevent small ground fires from growing into larger fires that could threaten structures and the entire Historic District.



Part Two: Preservation and Public Use Proposals



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PART TWO: PRESERVATION AND PUBLIC USE PROPOSALS



This section of the *Preservation and Public Use Plan* discusses the project program and provides planning and design guidelines for the adaptive use of the Crystal Cove Historic District. The purpose of a project program is to establish the goals, uses, and activities that are to be accommodated in a specific project. Specific design criteria, requirements, or considerations that will guide the design or adaptive use of a project site and its facilities are also established. The project program is intended as a planning tool for identifying the project needs and requirements of the proposed adaptive uses. The guidelines in the program are also intended to assist in determining the general feasibility and appropriateness of proposed adaptive uses for the Crystal Cove Historic District. As implementation of the *Preservation and Public Use Plan* proceeds, the guidelines in this project program will need further refinement during specific implementation projects.

This plan supplements the *Crystal Cove State Park General Plan* and supercedes the 1982 *Crystal Cove Historic District Development and Public Use Plan*. It has been prepared to further define the recommendations in those documents and to guide the planning and design of future Crystal Cove Historic District implementation projects.

As with all successful natural and human communities, the evolving Crystal Cove public use community must exhibit both structure and flexibility. Therefore, the *Crystal*

Cove Preservation and Public Use Plan that will guide this community's future evolution must provide both *definition* and *flexibility*. In this plan State Parks gives direction to what it thinks should happen given current circumstances and trends while also recognizing that we have no way of knowing how conditions will change in the future. To harmonize these conflicting needs for structure and adaptability, all adaptive use proposals (as opposed to natural and cultural preservation policies) should be interpreted as recommendations and not as absolute mandates.

There is much that State Parks and involved community members can learn only during the implementation phases of the *Preservation and Public Use Plan* so this plan is written to try to avoid unduly tying the hands of those who will be encountering these unpredictable realities later. The *Preservation and Public Use Plan* will provide the direction of general policies, goals, objectives, activities, and desired facilities and functions but will not specifically dictate how long-term objectives will be accomplished and managed. The *Preservation and Public Use Plan's* short-term objectives are given definition in the form of initial (Phase 1) implementation recommendations. The details of cooperating and concessions agreements, participating organizations, budgeting, and management will be left to future implementation processes.

PLANNING AREAS

The Crystal Cove Historic District was divided into seven planning areas to assist in discussing, evaluating, and planning the area. These areas are identified as follows and are depicted in Map 1 (Planning Areas Map).

Entrance Area and Pacific Coast Highway Edge



The Entrance Area consists of the entrance road along Pacific Coast Highway (PCH) from the signalized PCH intersection to the Hollow area just before the garages. The Entrance Area also includes the Los Trancos pedestrian undercrossing and its western trail connection. The PCH intersection provides access to the inland Los Trancos parking area.

Historic District Village Center / Hollow

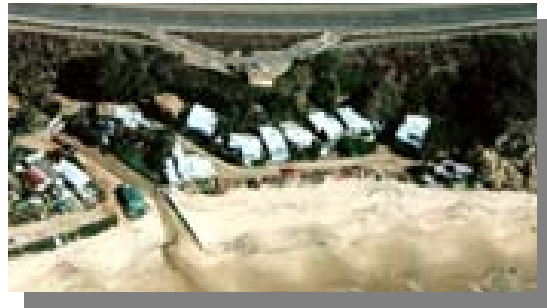
The area referred to as the "Hollow" includes the inland CCHD area between PCH and the CCHD bluff. The northern boundary is the fork on the entrance road and the southern boundary is the "Office" (Cottage #00). The Hollow includes two cottages, several garage structures, the beach access road, and the beach access trail from Los Trancos undercrossing.



The Village Center area includes a portion of the Hollow from the northern end of the garages, the Los Trancos Creek corridor from the “Office” (Cottage #00) to the beach as well as the beachfront parking area immediately north of Los Trancos Creek. There are eleven cottages in this area.

South Beachfront

The South Beachfront consists of the area along the PCH fill slope south of Los Trancos Creek. This area includes nine cottages and several garage units. The “Shake Shack” (building #46) along PCH is not included as a part of the CCHD.



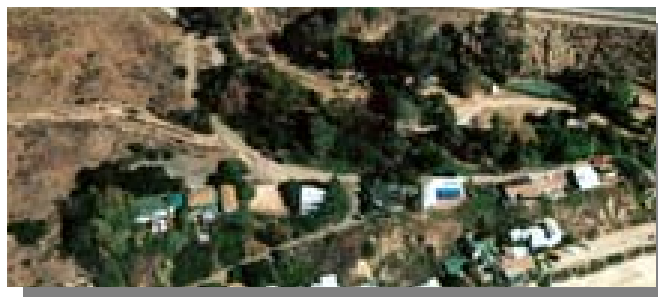
North Beachfront



This area consists of the beach front area north of the mouth of Los Trancos Creek. There are twelve cottages in this area.

Blufftop

This area consists of the bluff top and coastal terrace areas north of Los Trancos Creek. It overlooks both the North Beach Front and Crystal Cove Hollow. There are eleven cottages and several out buildings in this area.



Los Trancos

This 16 acre area is a park parcel located immediately north of CCHD on the inland side of Pacific Coast Highway. The area includes the existing 389-car parking area, restroom building, paved access trails, a pedestrian undercrossing connection to the CCHD, and a temporary park office.

PRESERVATION AND PUBLIC USE VISION, GOALS, OBJECTIVES, AND GUIDELINES



Overall Historic District Vision Statement and Goal

The 1982 *Crystal Cove Historic District Development and Public Use Plan* established the still-valid two-part public goal for Crystal Cove's Historic District:

"First, to preserve and protect the special quality of this unique example of a Southern California beach community; and second, to provide full public use and enjoyment of the Historic District in a manner consistent with the preservation purpose."

State Park's goal at Crystal Cove has been to provide visitors with broad public access and a unique experience of what a Southern California seaside community was like in the 1920's and 1930's. State Parks intends to provide public access and preserve the character and integrity of the Historic District while converting the buildings to a variety of appropriate adaptive public uses.

The proposed Vision Statement for the Historic District is:

State Parks envisions working with interested people and groups to renovate and preserve for posterity the Historic District's unique cultural, natural, and recreational resources and to make these values available for the enjoyment and education of all.

This vision will be achieved by these general goals:

Providing protection for the Historic District's natural, cultural, and recreational resources. State Park rangers, lifeguards, interpreters, maintenance personnel, ecologists, cultural resource specialists, volunteers, administrators, and concession service providers will be adequately supported in their commitment to protecting, restoring, and maintaining the Historic District's cultural, natural, and recreational resources. Sensitive resources such as the tidepools, the underwater park, and marine mammals and shorebirds must be carefully monitored and protected from disturbance in addition to historic resources.

Providing appropriate, safe, and varied recreational opportunities. State Park staff, volunteers, and concession service staff will be adequately supported in their commitment to providing appropriate and safe quality recreational opportunities.

Providing the broadest public opportunity to enjoy the Historic District by limiting the duration of an individual's overnight stay in the Historic District. Only a few state park employees will live in this community full time (for twenty-four hour security). All other community members will be visitors, staying just for the day or using a cottage for a few days for recreation, education, artistic endeavors, or research (specific limits will be established later as management needs are understood).

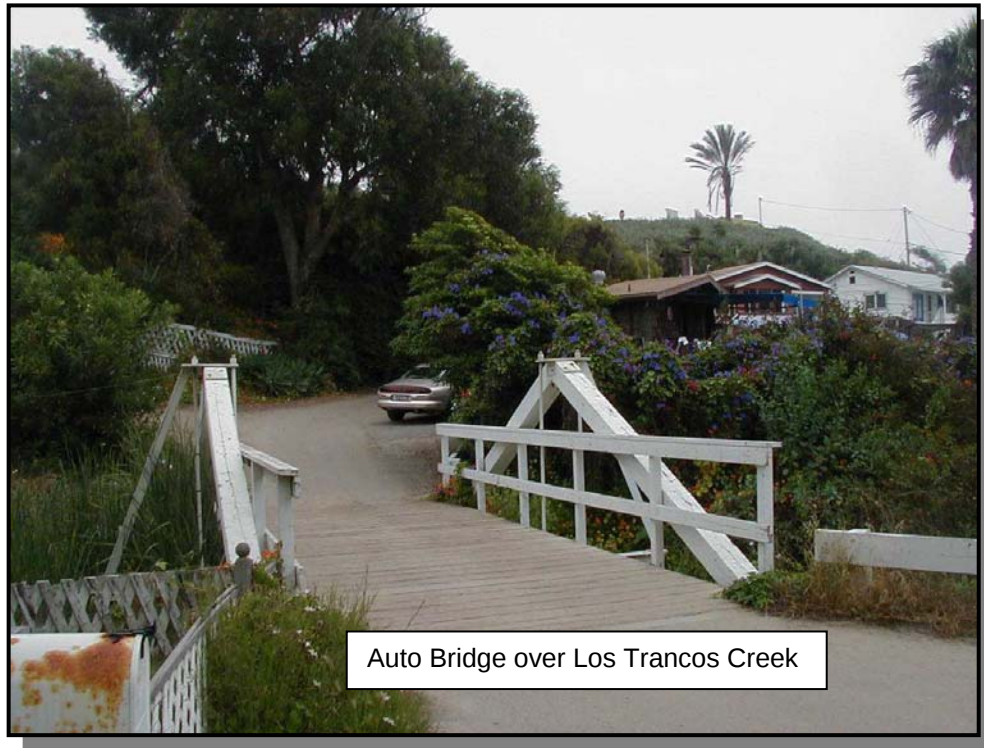
Involving local and non-local visitors in building a new Crystal Cove community. This community will be based on public preservation partnerships and broad public access to enjoy this area's unique values. State Parks must involve local community interests, energy, and resources to realize the full public use and preservation potential of the Historic District. The new public Crystal Cove community will consist of a creative and evolving interaction of visitors. At different times visitors might include volunteer docents and gardeners, beach goers, visiting teachers, students, overnight guests, youth groups, artists, rangers, interpreters, lifeguards, maintenance staff, and environmental educators.

Providing opportunities for interaction and learning among visitors, educators, and "community facilitators." The richness of this community will lie in the close interaction of new visitors with each other, with visiting artist-instructors and naturalists, and with a core community of resident and non-resident park staff and non-resident volunteer "community facilitators" who provide consistent visitor services and resource protection. Visitors and community facilitators primarily interact through the Historic District's carefully-planned and integrated mix of public programs and facilities. These programs and facilities will directly involve people in preserving, learning about, and enjoying Crystal Cove's unique values and resources.

Providing a variety of appropriately-scaled and carefully-located and coordinated educational programs. These environmental, cultural-historical, and arts education programs will support the preservation, understanding, and enjoyment of the Historic District's resources. Opportunities will exist for local community-based groups as well as the general public to intermittently use CCHD meeting and workshop spaces.

As we've seen, there were five historic communities that existed here before the current evolving public-use community. Cultural history education programs will interpret these five communities and how they experienced and changed Crystal Cove. Environmental education programs will also focus on Crystal Cove State Park's ever-shifting ecological communities.

Historic Preservation and Adaptive Use Goals



Efforts to preserve and adaptively use the resources of the Crystal Cove Historic District should:

- Preserve historical buildings, landscape, ambiance, and scenic values
- Support Historic District designation and park purpose
- Preserve natural and cultural values of bluff, tidepools, beach, and ocean
- Provide general public access to as many cottages as possible and harmonize public use with preservation values
- Accommodate necessary park visitor support facilities
 - o Lifeguard operations
 - o Park Staff Housing
 - o Interpretation and Education
 - o Maintenance
 - o Visitor Services Concession
- Replicate historical uses where feasible
- Support restoration and preservation of natural values as applicable
- Provide wide access to park recreational opportunities for diverse visitors:
 - o Local/non-local
 - o Diverse backgrounds, interests, ages, abilities
- Support education and interpretation of park resources:
 - o Cultural
 - o Natural
 - o Recreational
- Support and facilitate park operations

- Provide income
- Reduce costs
- Support security and maintenance
- Use local community interest, participation, and resources to:
 - o Fulfill the park mission
 - o Build a new public CCHD community

Historic District Objectives

The general recreation and preservation goal stated above will be accomplished by meeting these preservation, accessibility/recreational opportunity, cottage adaptive use, and community-building objectives.



Cultural Resources Preservation Objectives

- Preserve the historic landscape, the scenic views, and significant historic buildings.
- Rehabilitate as many cottages as practical for appropriate adaptive uses.
- Some overnight rental cottages may be adapted as “rustic” accommodations that lack indoor plumbing. This would provide an additional alternative and simpler form of overnight accommodation that would be similar to the early original type of cottage use and experience. This option could also substantially reduce the cost of rehabilitating the Historic District or if installing indoor plumbing is found to be impractical or too great of an impact on natural or historic resources.
- Prepare a Historic Landscape Management Plan.

Exhibit 3: Crystal Cove Historic District Preservation and Public Use Plan

- Some cottages deemed impractical to rehabilitate (due to geologic or flooding hazards or due to an unusually high cost of rehabilitation) may be stabilized and maintained in a state of “arrested decay” (without indoor public use) or by another appropriate preservation treatment in order to preserve the Historic District’s historic landscape, ambiance, and scenic values.
- Maintain structures in the Crystal Cove Historic District in accordance with federal and state standards and mandates for such historic properties.
- Rehabilitate contributing cottages and other landscape features to preserve their significant “flow of history” changes through time.
- Where possible, new visitor support requirements will be met by rehabilitating and adapting existing structures. If existing structures cannot meet such needs, new visitor support development shall be sensitive to and compatible with the historic integrity of the Historic District and preferably located outside the CCHD.
- Reconstruct the historic footbridge near the mouth of the creek and other historic landscape structures and features.
- If possible, use income generated from cottage overnight rentals, classroom rentals, and concessions to maintain the CCHD cottages and landscape features.

Natural Resources Preservation Objectives

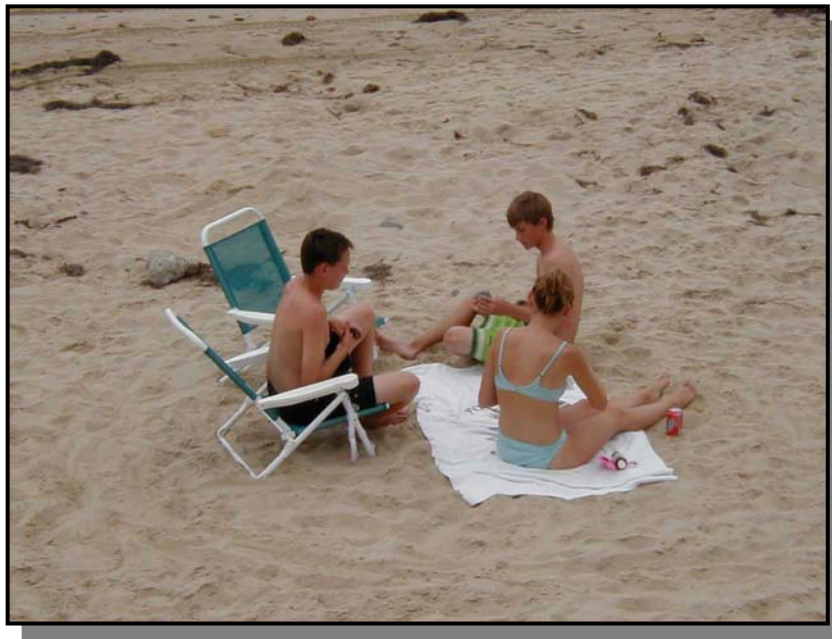
- Preserve and protect from overuse the natural resources and processes of bluff, tidepools, beach, and underwater park.
- Preserve and protect sensitive habitats when rehabilitating and developing the Historic District. Specific guidelines on Environmentally Sensitive Habitat Areas (ESHA), including coastal sage scrub (CSS), are incorporated into this PPUP document and they include:
 - o Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.
 - o Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.
 - o Future development that affects potential environmentally sensitive habitat area must come back to the Commission for specific project review or a coastal development permit. A site-specific biological survey must accompany any specific project proposal or CDP application so that a determination of ESHA can be made.
- Limit major site modifications (such as buttressing) to preserve cottages only when such modifications can be done in a way that does not alter historic character or natural geologic condition.
- No new developments, such as seawalls or coastal armoring, that will interfere with natural beach processes involving water or sand movement or water quality.

Accessibility/Recreational Opportunity Objective

The *General Plan* also guides us in planning the general access to the Historic District. On page 25 the *General Plan* states:

State Parks will provide as much safe access as possible for public enjoyment of the recreational, cultural, and natural values of the Historic District.

- Provide general and varied access to park recreational opportunities and to as many cottages as feasible for both local and non-local visitors and for visitors with diverse backgrounds, interests, ages, and abilities.



Cottage Adaptive Use Objectives

- Select cottage adaptive uses that are consistent with the Declaration of Purpose for Crystal Cove State Park and, where possible, replicate the historical use of the structure.
- Use indoor and outdoor cottage spaces to promote education, interpretation, and research of the park's cultural, natural, and recreational resources.
- Accommodate necessary park visitor support facilities, including lifeguard operations, visitor restrooms, park staff housing, interpretation, and maintenance.
- Provide a range of affordable overnight accommodation types. It is the intent of the PPUP and the Department to establish overnight rentals to be affordable and as economically sustainable as possible. More detailed economic studies will be needed to determine the actual overnight rental rates and operational requirements. Once required operational costs are determined overnight rates could be indexed to other comparable accommodations or industry standards (such as the AAA or

Michelin travel guide rating systems). Consideration may also be given to developing a formula that also assures the rates are a certain percentage amount below the average local overnight rate.

A portion of initial cottage rehabilitation will be implemented with California Coastal Commission funding for the purpose of providing hostel or lower cost visitor accommodations at the Crystal Cove Historic District. In accordance with a Memorandum of Understanding (June 18, 2002) with the California Coastal Commission, the rates charged to visitors for a number of specified cottages units shall not exceed those charged at similar hostels or low-cost overnight visitor-serving facilities in the Western United States that provides similar physical facilities and amenities, such as plumbing and electricity.

In consideration of economic sustainability needs for operational costs, it is suggested that the overnight rates be periodically reviewed so that adjustments that are indexed to an industry standard (such as increases or decreases in the Consumer Price Index) could be made.

- Provide a visitor services concession for beach store/food service or cafe concession.

Community-building Objective

- Involve local community interests, energy, and resources to fulfill park mission and to build a public Crystal Cove community.
- Create opportunities for community programs and partnerships.
- Build cooperation between the local community and State Parks to benefit the preservation and public enjoyment of the Crystal Cove Historic District.

Guidelines

General Guidelines for Preserving and Enjoying the Historic District

1. All but one of the 46 cottages, and numerous historical landscape features and elements are contributors to the Crystal Cove National Register Historic District. As such, each contributing cottage and landscape element is historically significant and must be treated as such when applying treatments for district preservation and adaptive use.
2. DPR will follow federal preservation guidelines and standards appropriate for managing the Crystal Cove National Register Historic District. National Register listed properties are acknowledged by state laws such as the California Environmental Quality Act (CEQA) and Public Resources Code 5024 et al. These mandates require DPR to manage eligible or listed cultural resources to appropriate federal standards and to avoid “substantial adverse changes” or impacts during its administration of these resources.

3. Cottage interiors as well as exterior facades and historical landscape features are unique and contribute to the Historic District's historic integrity, significance, and context. Every effort will be made to preserve those interior features that contribute to a structure's eligibility to the National Register.



4. Some individual cottages, or groupings of cottages, and landscape features have greater physical condition and historical integrity than others, due to their current condition, and modifications during and after their period of historical significance. Historic integrity of individual structures and features is often a major factor in determining preservation treatment, new uses, or interpretive focus. Physical condition is also a concurrent factor in determining appropriate preservation treatments and proposed new uses.
5. DPR will make all programs compliant with the Americans with Disabilities Act (ADA) at Crystal Cove Historic District. Such improvements that would create a "substantial adverse effect" on the historic integrity of the Historic District or its contributing elements and features should be avoided. DPR will assess all contributing structures and landscape features for their role in developing ADA compliant programs at Crystal Cove. Provision outlines in the ADA historic property regulations and in the California Historical Building Code should be used to determine feasible alternatives for compliance when appropriate. If programmatic needs cannot be met within existing historic preservation regulations and requirements, State Parks will consider the following: 1) appropriate new construction, 2) changing the program to fit the existing structures, 3) relocating the program outside the Historic District, or 4) not implementing the program element.
6. Adaptive use of historic cottages may suggest combining cottage uses in ways that do not create substantial adverse effects toward their contributing status within the Crystal Cove National Register Historic District. Such adaptive uses that do not

increase the overall building mass, destroy historic fabric, or distract from the buildings' exterior appearance and historic landscape are recommended.

7. Removing or moving of historic cottages will not be proposed by this plan. However, future decisions on appropriate cottage preservation treatment will take several factors into consideration, such as: potential uses, cottage condition, site stability, building modifications, accessibility, availability of funds, and historical integrity.

Guidelines for Programs and Special Events in the Historic District

Visitor activities, programs, and special events shall not adversely impact the cultural and natural resources and historic setting of the Crystal Cove Historic District. Program activities should support interpretive objectives and contribute to the "spirit of place" as describe by this plan. Consideration should be given to the appropriateness of the size and attendance of events, and the Department's ability to manage visitor impacts within desired resource conditions and visitor experiences. The District Superintendent currently has the authority for making determinations on implementing new programs or authorizing special events in consultation with other Department staff, as necessary.

Guidelines for Adaptive Use of Cottages

The 1982 *Public Use Plan* directs adaptive use of the cottages in two ways. First, it states that the original use of the cottages as vacation accommodations and the use of the site for beach recreation should continue, but for general public benefit rather than for a few:

In evaluating the potentials for public use and enjoyment of this important area of the park, it was concluded that this historic pattern of use [beach vacation cottages and beach recreation] should be maintained for general public benefit.

Secondly, the plan recognizes the potential for accommodating a number of varied activities:

Close examination of the structures, individually and as a total group, revealed that the buildings form natural, separate subgroups that allow a variety of adaptive uses to take place.

Guidelines for Harmonizing Recreation and Preservation Values

Though none of us want to be excluded from Crystal Cove, it is only human nature to fear that unlimited access by others might diminish our experience. Since the 1979 purchase by State Parks, many local visitors have come to value the slow pace and relatively low public use of Crystal Cove that resulted in part from the cottages being occupied by tenants and the general public being unsure that the beach was fully open to public use. Many people expressed concern at the April 2001 public planning meeting that any future public use not diminish the sense of refuge and retreat that they have experienced. Artists have also expressed concern about losing the rustic character of Crystal Cove's well-worn, homegrown, and slightly overgrown ambiance.

Local people understandably want to protect the charm and seclusion of this “bit of paradise.”

State Parks shares these values and concerns and recognizes that it will take careful planning and management and a great deal of community involvement to maintain and restore the tangible and intangible qualities that make this place special. Clearly these values are the result of local individual creativity and love for this place. State Parks is committed to rehabilitating and preserving more than just the historic fabric of the buildings. State Parks wants to preserve the oral histories, artifacts, documents, and photographs that personalize the history of this place. State Parks is particularly committed to working with the nearby Orange County communities to build a new public-oriented Crystal Cove community that maintains and enhances the tangible and the intangible values of this place for the enjoyment of all visitors for now and the future.

Visitors to the Crystal Cove Historic District should experience a sense of going back in time to a 1920-1940s Southern California beach community. Crystal Cove will continue to provide a unique alternative coastal experience to the modern, upscale, urban activity and development found in the surrounding region.



Harmonizing public use with preservation of the valued resources is particularly challenging in the Historic District because of the fragility of the cottages and historical landscape features and elements; the sensitivity of the bluff, tidepool, beach, and ocean environments; and the relatively small enclosed area of the Historic District. Planning must be careful not to overwhelm the site with too many people and too many activities. Planning and management will use the following guidelines to harmonize public use with the preservation of Crystal Cove's tangible and intangible values.

Guidelines for Preserving Crystal Cove's "Spirit of Place"



Crystal Cove's most valuable intangible resource is its "spirit of place" which is comprised of qualities such as its isolation, quietness, natural sounds and smells, historic ambiance, natural and exotic vegetation, textures, quaint personal touches, the open sea views, and its landforms. To preserve these qualities State Parks will work to:

- Identify, preserve, restore, and reconstruct significant historical landscape elements and features.
- Preserve cottages without major or intrusive site modifications.
- Preserve and protect from overuse the natural values and processes of bluff, tidepools, beach, and ocean.
- Monitor the quality of visitor experience and make the appropriate management changes to prevent degradation of Crystal Cove's value as a refuge and retreat. State Parks will continue to work with local groups to ensure preservation of Crystal Cove's "spirit of place."
- Promote the sense of community, celebration, and togetherness as illustrated by the many photographs of Crystal Cove.
- Isolate potentially conflicting uses by establishing use zones and separate circulation routes.
- Use the size limitations of structures and outdoor areas and Historic District parking limitations to limit group size.
- Programs and activities should be scheduled to avoid heavy use times.
- Night lighting should be minimized.
- Night lighting will be kept to a minimum and planned to avoid negative impacts to Crystal Cove's historic ambiance, its wildlife, and its human neighbors.
- Plan cottage adaptive uses to be flexible in who they serve, when they are used, and how they are used. This will allow management adjustment of cottage use to meet changing circumstances.
- Limit private boat launching to paddlecraft that can be hand carried in since there will be no beachfront drop off area) and to vessels granted State Park special use or research permits.

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

- Emphasize pedestrian activity within the Historic District as a primary form of circulation (limit vehicular traffic).
- Minimize evidence of modern technology (newer than 1940) in exterior areas.
- Limit the time duration of special events (triathalons, photography/movie shoots, etc.)
- Maintain the sense of physical and cultural isolation from the surrounding modern regional communities while also maintaining ocean views from the highway. Adjacent coastal terrace areas should remain as natural open space. Screening trees should be retained and appropriate vegetation added to preserve or restore this sense of isolation.
- Preserve the natural marine and terrestrial environments and the open ocean views from the cottages and from the highway. Mooring buoys or markers in offshore areas within view of the Historic District should be avoided because they would significantly alter the natural open expansive views of the ocean.



Community-Building Goals, Values, and Resources



Serving the Local Community and all Californians

State Parks recognizes that a large proportion of visitors to the Historic District and most of the volunteers who support the operation of the Historic District are from the local area. Yet, as a state park, the Historic District's resources must also be available to Californians from other parts of the state. The highest good of the Historic District will involve harmonizing the needs and contributions of the local community with those of Californians from other areas.

Creating a Public Use Community

In an article published in the December 13, 1981 *Los Angeles Times*, Jerry Payne described the early sense of community at Crystal Cove:

The atmosphere was such that it was almost as if all the houses were just rooms belonging to one great house. There were scientists, teachers, merchants, and just plain working people. What a person had or did didn't matter.

The loss of a community of private residences at the Historic District could be mitigated by creating a new community of public educational and recreational activities.

The 1982 general plan recognized that private residential use of the cottages was incompatible with the public access and use intended in the purchase and classification of this property as a state park. At the same time, State Parks recognizes that the

transition from long-term residential use of the cottages to public uses of the Historic District's buildings means the loss of the lifestyle that built, altered, and maintained those buildings and which gives the enclave much of its charm.

Some have argued that the best way to preserve the flavor of Crystal Cove is to let the tenants continue living there and/or leasing the cottages to others. But unfortunately, this precludes full access to the cottages by the general public for recreational and educational purposes.

Fortunately, there is a way to have both full public access to the Historic District and to preserve the ambiance of Crystal Cove. This can be done by appropriately involving the local community in the activities and operation of the Historic District.

State parks realizes that the flavor of this secluded early 20th century California beach community is a product of the local culture and that the involvement of the surrounding community is needed to keep this culture alive and to interpret its value. Toward this end State Parks envisions creating a combination of adaptive uses for the Historic District that preserves its unique cultural, recreational, and natural values and makes these resources available for the enjoyment and education of all Californians.

The current planning process and on-going State Park programs and events are involving the greater Orange County community and park visitors in building a new public-oriented community at Crystal Cove that promotes and harmonizes enjoyment and protection of this special place.

The new public use Crystal Cove Community will be founded on the values that originally drew people to this beach in the 1920s and 30s, namely Crystal Cove's value as a democratic and temporary refuge from the pressures of modern life. More than ever, Californians are seeking relief from the impersonal pressures of modern life. More than ever, Crystal Cove represents an island of quiet retreat in a sea of commercial development. Crystal Cove State Park's open spaces and ocean views and the Historic District's cultural resources become more valuable as the Orange County coast is further developed.

Community-building Objectives

Involve local community interests, energy, and resources to fulfill park mission and to build a public Crystal Cove community.

- Create opportunities for community programs and partnerships.
- Provide opportunities for interaction and learning among visitors, educators, and "community facilitators."

The richness of this community now lies in the close interaction of new visitors with each other, with visiting artist-instructors and naturalists, and with a core community of resident and non-resident park staff and non-resident volunteer "community facilitators" who provide consistent visitor services and resource protection. Visitors and community facilitators primarily interact through the Historic District's carefully-planned

and integrated mix of public programs and facilities. These programs and facilities will directly involve people in preserving, learning about, and enjoying Crystal Cove's unique mix of tangible and intangible values.

People from all backgrounds, ages, and abilities will be welcome participants and contributors to this evolving and creative community. Proposed facilities that could serve as meeting places for experiencing and building the Crystal Cove Community include:

- An Orientation Center
- An Outdoor Commons Area
- A beachside barbeque and "palapa" picnic area
- Indoor and Outdoor Classrooms
- House Museums
- An Underwater Park Educational Facility
- A Community Exhibits and Art Demonstration Area
- Family-style and Dorm-style Overnight Cottage Rentals
- A Food Service/Beach Store Concession



VISITOR CAPACITY, ACCESS, AND PARKING



Visitor Capacity

During the course of public workshops and planning for appropriate uses in the Historic District, many people expressed concerns not only about preserving the historic character of Crystal Cove, but also about changes in visitation and use intensities that would result from converting Crystal Cove to full public use.

State Parks recognizes the importance of the public need and desire for recreation opportunities and access at the Crystal Cove Historic District. Along with this recognition, State Parks is also aware that visitor use and access produces impacts on the very resources and experiences visitors seek to enjoy. These concerns are addressed by evaluating visitor capacity at Crystal Cove. Setting parameters for visitor capacity will help manage visitor use in a sustainable manner in regard to maintaining cultural and natural resource integrity and diversity in the Historic District.

What is Visitor Capacity?

The State Park definition for visitor capacity in the Historic District is the number or range of people and the type of activities that an area will accommodate given the desired natural and cultural resource conditions, visitor experiences, and management program. This Visitor Capacity framework should be viewed as a park management tool to help determine appropriate actions, visitor limits, and use closures. Visitor capacity thresholds and indicators act as a trigger or signal that alert park managers that additional actions may be needed to protect or sustain a park area's resources and achieve the desired visitor experiences and management goals.

Following the current use of many park and recreation professionals, the term visitor capacity is used in this document rather than the term 'carrying capacity' because it reflects a more complete view of human presence on a particular site. Visitor capacity provides a more accurate assessment of the acceptable limits of human use than does carrying capacity because it considers the behavior of the visitors as well as their numbers. In determining appropriate levels of human use of a site, it is important to keep in mind that actual visitor behavior is just as important as the number of visitors in regard to achieving desired resource conditions and quality of visitor experience. One reckless visitor who carelessly steps on sea anemones or removes tidepool invertebrates could do more damage than an entire class group led by a park interpreter who educates them about low impact visitation of the tidepools. Another example would be that one visitor who hikes or bikes off designated trails does more damage than a dozen hikers or bikers that properly use designated trails. If visitors are educated and behave in a low impact manner, higher numbers of visitors could be accommodated in a sustainable way. Visitor capacity includes that type of consideration in evaluating human presence on a site and determining appropriate visitor occupancies for a site. Visitor capacity is a term that is appropriate for the Crystal Cove Historic District PPUP because of the diversity of resources, adaptive uses, activities, and access that are proposed.

Visitor Capacity in the Current General Plan

The existing General Plan addresses capacity for the park as a whole in the Allowable Use Intensity, Capacity of Facilities, and Environmental Impact Element sections. At the time of the preparation and approval of the General Plan, however, State Parks had insufficient information to evaluate or determine specific visitor capacity in the Crystal Cove Historic District.

In the 'Allowable Use Intensity' section, it does not mention the Historic District in the narrative, the use intensity categories, or map (DPR drawing 17834). It does identify the sensitivity of the adjacent coastal terraces, restricts concentrated use activities in those areas, and establishes a 'no development' bluff protection zone in the Resource Element.

In the 'Capacity of Facilities' section, there is a broad park-wide discussion of instantaneous capacity and the parameters and considerations of determining specific design and site suitability of recommended facilities.

The General Plan's intended use for the Historic District was for a wide variety of appropriate adaptive uses related to appreciating the character and history of Crystal Cove. This included both day use and overnight use. Day use activities focused on interpretation, education, and concession-operated services. The overnight use was viewed as an opportunity for affordable overnight stays that also uniquely offered what former tenants and visitors experienced at Crystal Cove. Our Department recognized early on that moderate or even low levels of use in certain Historic District areas would be desirable to achieve a high-quality visitor experience and minimize impacts to

historic fabric. We also recognized in the General Plan that the highest and most intense recreation use would be beach-related recreation.

This section of the PPUP along with the companion CEQA document is intended to satisfy the requirements of the Public Resources Code, Section 5019.5 reference to a land carrying capacity survey for the Crystal Cove Historic District.

Visitor Capacity and the Historic District's Overall Goals

The essence of the Crystal Cove PPUP effort is defining how to preserve the historic character, visitor experience, and resources of Crystal Cove while accommodating varied and expanded visitor use, access, and appreciation. As presented previously, the CCHD general goals are as follows:

- Provide protection for the Historic District's cultural, natural, and recreational resources.
- Provide appropriate, safe, and varied recreational opportunities.
- Provide the broadest public opportunity to enjoy the Historic District by limiting the duration of an individual's overnight stay in the Historic District.
- Involve local and non-local visitors in building a new Crystal Cove community.
- Provide opportunities for interaction and learning among visitors, educators, and "community facilitators".
- Provide a variety of appropriately-scaled and carefully-located and coordinated educational programs.

Visitor Capacity Objectives

In support of these overall goals, the PPUP proposes the following visitor capacity objectives. These objectives outline desired conditions and visitor experiences and help set thresholds or signals for when park management action is needed. These objectives will help provide clarity of purpose in planning, designing, and managing Crystal Cove.

The following is a summary of desired future conditions expected upon full implementation of the PPUP and the visitor experiences and satisfaction that should result from this rehabilitation.

Desired Site and Community Conditions:

- A unique coastal enclave that honors its early 20th century past, reflects a unique community and sustainable future, and that is readily accessible to the nearby urban region.
- A serene rustic non-technological coastal refuge from the surrounding upscale urban region.
- The character of the Crystal Cove Historic District is dominated by the unique cottages and historical landscape.

- A community meeting place for learning about Crystal Cove, the underwater park and tidepools, park resources, local activities and traditions such art, and environmental sustainability.
- Pedestrian oriented outdoor spaces, with minimal traffic and parking within the Historic District.
- A unique place for beach recreation activities.

Desired Visitor Experience of Place and Community:

- A sense of Crystal Cove's historic "spirit of place".
- Visitors feel safe walking roads and pathways
- Visitors feel a sense of community and feel welcomed.
- Visitors feel ownership and respect for historic resources.
- Visitors can identify with certain elements that make it a community (houses, patios and landscaping, active and passive areas, and attention to detail)
- Visitors recognize cultural diversity and opportunity for individual cultural expression.
- Visitors believe that they have an opportunity to make a positive contribution.
- Contributing elements of the historic landscape are preserved, with minimal impacts from parked cars and vehicle traffic.
- A "village center" where the most active interpretation and public program activities occur.
- Visitors enjoy interacting with others having similar interests.
- Visitors participate in program activities acknowledge the core area as the focus for interpretive programs and educational activities.
- Visitors feel a sense of retreat and find opportunities for personal reflection outside the village center and beach area.
- Community involvement is welcomed and supported in all programs sponsored by State Parks at Crystal Cove.

Desired Management Conditions:

- The Crystal Cove Historic District becomes a model for integrated management and treatment of historic rehabilitation, environmental sustainability, park interpretation, community involvement, and coastal recreation.
- Resource assessment and monitoring data is used in determining development priorities and appropriate management actions.

Desired Visitor Satisfaction with Management:

- Visitor satisfaction is above average regarding management's efforts to adequately address the natural, cultural, recreational, interpretive, and public interest aspects in all project and program actions.
- Visitors are regularly surveyed for their opinions on program success and deficiencies.
- Visitors express satisfaction and pride in the conditions of buildings and grounds.

Existing Visitor Conditions

The character of Crystal Cove is made up of not only its physical attributes but also the human activity that has occurred here. The character and intensity of human presence at Crystal Cove has been varied through its long history. Cultures and activities here have included Native-Americans, Japanese-American truck farmers, movie production activity, Irvine Ranch owners and employees enjoying the cove, early coastal car camping and beach visitors, seaside cottage lessees, and most recently park visitors.

Up to the early 1950's, beachfront car camping was a popular activity here and the beach recreation was populous and intense. After beach camping was banned in the early fifties, Crystal Cove entered a quiet and privileged period when cottage tenants had the beach largely to themselves and their guests. Establishment of Crystal Cove State Park in 1979 generated slight increases in Crystal Cove visitation due to limited public access and tenant occupation of the cove. With the departure of the tenants and establishment of park operations in 2001, public visitation at Crystal Cove has been steadily increasing.

Current access to Crystal Cove and its beach continues to be pedestrian access from the Los Trancos parking lot. For some visitors, departure of the tenants has removed the feeling of Crystal Cove as a private beach. Interim project activities to stabilize historic structures, clean up the site, and protect the area have limited visitor activity in the Historic District and funneled most use to the beach. These interim project activities and the temporary visitor center are transforming this area into a public park. Special event activities organized by volunteers and park staff are also setting the foundation for a new emerging public community at Crystal Cove.

Visitor Attendance

General park attendance has been increasing as public awareness of the park continues to grow. Completion of residential and resort development in the adjacent Newport Coast area is also contributing to visitation growth in the park. This visitation growth is expected to continue in the future for both the park in general and the Historic District in particular. The proposed PPUP access improvements and establishment of adaptive uses is intended to accommodate this increase in use in an appropriate and environmentally sustainable manner.

Seasonal variations in attendance are similar to other Southern California coastal park units. The highest park visitation occurs between April and September. The lowest visitation occurs during the winter months of January, February, and March.

The most recent available visitor attendance figures are for the **entire Crystal Cove State Park** and they are listed in Chart A.

Chart A: Visitor Attendance Figures for Crystal Cove State Park	
Calendar Year	Crystal Cove SP Attendance
1995	162,204
1996	274,430
1997	313,606
1998	327,633
1999	310,325
2000	403,845
2001	500,000 (estimated)

There are no current detailed attendance figures for the Historic District-Los Trancos area. Park staff note that the most active use of the Los Trancos parking lot occurs around holidays and warm summer weekends. During the late 1990's, parking fee machines were used at the Los Trancos parking lot and the fees collected by these machines provide the only data concerning the levels of use for the Crystal Cove-Los Trancos area at that time. Parking data revealed that use of Los Trancos ranged from a low of 25 vehicles per month to a high of 350 vehicles per month. This results in an average of 133 vehicles per month or about 30 vehicles per weekend. Vehicular parking at Los Trancos has increased above that level since the departure of the tenants in July of 2001.

Since the departure of the tenants, Crystal Cove visitation levels have increased steadily but not dramatically. Part of this is also the increase in walk-in visitors from the adjacent inland Newport Coast residential developments.

A special fund-raising event for the Historic District was held in October 2001 attended by over 1,000 visitors, in addition to event and park staff. The event was located between Cottage #00 and the beachfront areas. The event attendees were mainly gathered in this area with some groups dispersed south to Rocky Bight and also to the northern beach areas. This event demonstrated that Crystal Cove could successfully accommodate a special event of this size with interim facilities. Proposed rehabilitated cottages with adaptive use facilities should be able to accommodate similar sized events.

Future Use Intensity

Visitation is expected to continue along the same general seasonal patterns that presently occur at the Crystal Cove Historic District and its beach. Rapid development of the Irvine Coast residential areas, Marriot resort hotel guests, bus-in, bike-in, and hike-in visitors as well as increasing awareness of the park's recreation opportunities, and continuing demand for recreation will contribute to the park's increasing visitation. Based upon the PPUP adaptive use proposals, the following chart summarizes estimated future visitor capacities and occupancies.

Chart B: Estimated Visitation from Parking Facilities

Facility/use area	Maximum instantaneous use		Maximum daily visitation
	Staff/volunteer	Public visitor	Public day use turnover: 2x
Los Trancos* (day use: 344 cars/vans & ADA spaces @ 2.8**** persons/vehicles includes overflow for authorized/housekeeping parking)	5	963	1926
Los Trancos* (overnight: 50 cars/vans spaces @ 3.6 persons/vehicle)		180	180
Los Trancos* (5 buses @ 60 persons/bus, no turnover)		300	300
CCHD Hollow** (7 - 9 ADA cars/vans)		31	62
Blufftop (authorized vehicles/overnight registration***: 20 cars/vans; ADA parking: 4 cars/vans @ 3.4 persons/vehicle)	17		
Staff residence parking (5 units @ 2 vehicles and 4 persons/unit)	20		
Overnight manager (2 vehicles)	2		
Entrance kiosk (staff parking: 3 ; temporary visitor drop-off: 3)	1		
On-site ranger/lifeguard vehicles	8		
Visitor Totals	53	1474	2468
*Total existing parking spaces at Los Trancos: 389 car/van spaces; 5 ADA car spaces; 5 bus spaces **CCHD Hollow visitor parking is for ADA visitors (turnover: 2x). ***Overnight registration parking should be considered part of Los Trancos overnight parking. ****2.8 persons per peak vehicle occupancy figure from "Trip Generation and Vehicle Occupancy Analysis, for the Crystal Cove State Park - El Morro Conversion Project" prepared by RBF Consultants (8-12-02).			

Chart C: Estimates of Instantaneous Occupancy* by Program

Program	Staff/volunteers	Public visitors
Park Operations		
Entrance kiosk	1	
Park operations/maintenance office	4	
Lifeguard substation	5	
CCHD research facility	2	
Park staff housing (4 persons/family) (5 cottages)	20	
Park Interpretation & CARE		
Visitor orientation center	3	15
Docent & park interpreter annex	5	
Outdoor multi-use commons		30
Multi-purpose meeting facility		30
Exhibit facility		15
House museum	0	
Underwater park education center	1	
Los Trancos office/interpretation facility	1	60
Overnight Accommodations		
Rental office/manager's residence (+ family)	4	
Housekeeping/maintenance	4	
Individual-style units (31 cottages)		125**
Dormitory-style units (3 cottages)		55**
Concession and Beach Recreation		
Food Service/store with surrounding outdoor eating areas (visitors are a part of all other programs)	3	
Beach/underwater park recreation (day use)		1144
Total	53	1474

*Occupancy is based on initial evaluation of how proposed uses may be adapted to cottage size and room configurations.

**Based on an estimated bed count. Rehabilitation design will determine actual bed count.

Note 1. CCHD instantaneous capacity is about 20% of the park's estimated instantaneous capacity in the General Plan ($1,474 / 7,480 = 0.20$)

Note 2. Reef Point instantaneous capacity is about 1,020 visitors at any given moment ($300 \times 2.7 = 810$)

The future use intensity or visitor capacity for Crystal Cove is evaluated for two distinct areas: the Historic District and the beach area as described below.

Historic District Visitor Capacity

The primary factors in determining visitor capacity within the Historic District will be the occupancy capacity of the buildings for proposed adaptive uses, adaptive use program requirements, desired conditions objectives, and desired visitor experience objectives. Based upon the proposed PPUP adaptive uses, the estimated visitor capacity within the Historic District is 246 visitors. It is anticipated that due to the affordability and unique nature of the overnight accommodations, that overnight use will be fairly consistent throughout the year. Monitoring changing conditions and surveying visitor satisfaction would help guide appropriate management actions and determine if adjustments are needed to achieve the desired conditions and experiences that have been identified.

Beach Recreation Capacity Use

For the purpose of this evaluation, Crystal Cove Beach is the area identified between Cottage #13 in the south to Cottage #36 in the north. The available beach area during mean sea level is between the 2' contour line (top of the wet sand area) and the 10' contour line (edge of the beachfront vegetation, toe of the parking lot rip rap slope, and the face of the wood seawall for Cottage #13). The approximate width of the beach is 120 feet and length is approximately 1,630 feet long (excluding a 50-foot corridor for the Los Trancos Creek outfall). This results in about **195,600 square feet of beach** available for visitors to use in front of the Crystal Cove cottages during mean sea level conditions.

The plan recognizes that any beach is a dynamic area affected by various environmental and seasonal influences. These influences determine the available size and condition of the beach. The plan also recognizes that some visitors to this area of the park venture farther north towards Pelican Point or south to the tidepools at Rocky Bight.

A standard of 100 square feet (10' x 10') is generally used as a desirable area per person for beach recreation use. This would mean that a family of four would have about a 10' x 40' area on the beach. Dividing the available beach area (195,600 sq. ft.) by the standard beach space per person (100 sq. ft.) results in **a maximum number of 1,956 visitors** that could be physically accommodated on the beach in front of the cottages during mean sea level conditions.

Based upon the full use of the Los Trancos parking lot and the average persons per vehicle that the park is currently experiencing, an estimated maximum number of visitors coming to the Historic District and the beach from the Los Trancos lot is 1,474 people (see Chart C). If all of those people went only to Crystal Cove Beach and did not visit any of the cottages, each of those visitors would have approximately 133 square feet of beach area per person. If there were full instantaneous occupancy (180

people) in the Historic District, that would result in 1,294 visitors at the beach with about 151 square feet per person. **This means that for a fully occupied Los Trancos parking lot, there will be a maximum range of 1,294 to 1,474 people at Crystal Cove Beach with an intensity range of between 151 to 133 square feet per person.** It is important to note that this maximum instantaneous visitation represents peak periods (such as warm summer weekends) or during special events. For most days during the course of a year visitation will be substantially less than maximum capacity.

In recognition of the desired type of visitor experience and desired environmental conditions identified in this plan, the amount of beach area per person should be greater than 100 or 120 square feet per person to establish an intensity of beach use that is more compatible to the character of Crystal Cove. Reducing beach use intensity would also reduce potential impacts on the sensitive resources of the area as well as be more consistent with weekday and off-season use patterns. If 200 square feet (about 14' x 14') per person is a more appropriate intensity of use, then about 978 people (about 66% of the estimated maximum visitors from Los Trancos) may be a more appropriate capacity of people for Crystal Cove Beach.

Monitoring of actual visitation (particularly from the Newport Coast developments) in the Historic District and at the beach is needed for park managers to confirm or adjust visitor capacities. Baseline information about intertidal and marine resources is also needed to make informed determinations about appropriate visitation levels at Crystal Cove and what resulting resource impacts there may be. Monitoring and visitor surveys are needed to provide information on the increasing numbers of Newport Coast visitors. Since there is no data on the amount or frequency of walk-in visitors from the adjacent Newport Coast development (including the Marriot Hotel), it is difficult to ascertain how much this adds to visitor capacity quantities in the park in general and Crystal Cove specifically.

Visitor Capacity Management Process

A range of visitor capacity levels has been discussed in this plan, but there is no hard data on visitation in this specific area from which an actual visitor capacity determination can be made at this time. Estimated capacities discussed in this Visitor Capacity section are based on the Los Trancos parking capacity. No data is also available for visitor capacity determination to account for the increasing number of visitors from new Newport Coast residential areas, the Marriot resort hotel, bus-in, bike-in, and hike-in visitors. Monitoring and visitor surveying should be initiated to provide sufficient and current information for determining appropriate visitor capacity levels. The current limiting factor will be the parking capacity of the Los Trancos parking lot. The following process is a suggested tool for managing visitor capacity at the CCHD.

1. Monitoring

- Monitor visitation numbers and use patterns in the Historic District, at Crystal Cove Beach, and adjacent park areas.
- Conduct periodic assessments of visitor and park use impacts on historic fabric and cultural resources.
- Establish a tidepool monitoring program for the entire park (including the Rocky Bight tidepools near Crystal Cove). Monitoring of all park areas will be more useful for making appropriate resource management and visitor capacity decisions not just for CCHD but also for the entire park. Use of a scientifically credible method will be important to provide information on how visitation may be affecting the health of the intertidal areas. An arrangement with an appropriate education institution or organization to assist the park staff may be a practical method of accomplishing this.

2. Visitor Surveys

- Conduct visitor surveys for the Historic District and the beach to determine visitor satisfaction levels and whether the desired visitor experiences are being achieved.
- Also obtain information on where visitors come from and how frequently they visit.

3. Assessment/Evaluation

- Evaluate monitoring and visitor survey data and identify needs, problems, and issues that require action.

4. Management Options

- Based on monitoring data, visitor surveys, evaluations, as well as on the desired conditions and visitor experiences in the PPUP, park staff should identify management options for adjusting visitor capacity levels, locations, or scheduling.
- Park staff should consider creative alternatives to limiting or redirecting visitation to other areas.

5. Management Action

- Select appropriate park management options and implement them.

Alternative Beach Recreation Opportunities to the CCHD

Based on the estimated capacity of the Historic District (which does not include the beach proper) of 180 overnight visitors and 90 day-use visitors compared to the total capacity of the Los Trancos Parking lot of 1,474 people, it is estimated that 82% of potential visitors passing through the Historic District could be beach users. If it becomes necessary to limit the numbers of visitors below the 1,474 person capacity of the Los Trancos Parking Lot, park management would have the option to redirect beach users to other nearby beaches where they can get a similar recreational experience. Since the visitor activities and opportunities proposed for adaptive use and

access within the Crystal Cove Historic District are specifically unique to the site and cannot be replicated elsewhere, those desiring to visit the Historic District proper for its interpretive, overnight accommodations, and historic experiences would not be turned away.

One future alternative beach recreation location in the park that will be available for additional visitor capacity will be Moro Beach. Plans are currently under preparation for converting the existing mobile home park to state park facilities and site rehabilitation after the departure of the mobile home park in December 2004. Part of that project includes better public access, day use parking, and restroom facilities for Moro Beach. Completion of the park conversion in the El Morro area is anticipated in 2006.

Visitor Use Capacities Recommendations

A specific determination regarding visitor capacities at Crystal Cove and its surrounding areas cannot be made at this time because of insufficient data. Monitoring of visitor capacities and impacts should be implemented now to establish baseline data in these areas. Interim access and use levels can be allowed to continue until the suggested Visitor Capacity Management Process begins yielding data to guide management actions. Therefore, the following actions are recommended in managing visitation at Crystal Cove:

- Continue to use the Los Trancos parking lot as the primary limit on visitation in the Historic District and at Crystal Cove Beach. Until a more specific determination can be made through a Visitor Capacity Management process, Crystal Cove Beach visitation should not exceed the estimated maximum instantaneous capacity (1,474 visitors) from a fully occupied Los Trancos parking lot.
- Monitor visitor impacts on cultural and natural resources. Historic District programs and visitor use should be periodically evaluated for impacts on historic elements, features, and fabric. There should also be an on-going tidepool-monitoring program at the park.
- Conduct periodic visitor surveys to determine if the Crystal Cove programs, activities, access, and facilities are providing the desired type and quality of visitor experience identified in the PPUP. Use surveys to determine where visitors are coming from and specifically determine the amount and frequency of walk-in visitors from the Newport Coast area.
- Implement the Visitor Capacity Management process to determine the balance between visitation access, resource protection, and the quality of visitor experience.
- Continue and expand park visitor education and interpretation programs to promote low impact visitor behavior and reduce potential resource damage.

Visitor Access, Parking, and Restrooms

Existing Access, Parking, and Restrooms

Vehicular access: Access to the Historic District and the inland Los Trancos parking area is provided by a Pacific Coast Highway (PCH) signalized intersection located approximately 1,500 lineal feet north of the original Crystal Cove entrance. The entrance was relocated in the early 1990's to provide safer access in response to a change in conditions from the widening of PCH. A fork in the road near the entrance provides access to the lower and upper portions of the Historic District. The lower single lane road has been the primary existing visitor access corridor (vehicular and pedestrian) and leads through Crystal Cove Hollow and to the beachfront areas. The upper road is a secondary access vehicular route and leads to the northern bluff top areas. The other secondary vehicular access route in the Historic District is the single lane road that leads across the automobile bridge to the southern beachfront area. The existing road system does not provide the required road widths for emergency access for fire protection apparatus.



Parking: The primary parking area for Crystal Cove day-use visitors is the Los Trancos parking area (344 out of a total 394 vehicle spaces, 50 should be reserved for the overnight program) on the inland side of PCH. Visitors use the pedestrian trail and undercrossing to reach the Historic District. Parking within the Historic District has been a combination of garages, small group parking areas, and available spaces adjacent to some of the cottages. (Note: Although the General Plan identifies 600 spaces at Los

Trancos, design and site constraints resulted in an actual development of 394 spaces and 5 bus spaces.)

Pedestrian/bicycle access: The primary pedestrian access is the Los Trancos pedestrian trail and PCH undercrossing which connects the Los Trancos parking lot to the Historic District. This was an existing large highway creek culvert that was converted to a pedestrian undercrossing by State Parks and the Irvine Company in 1986. An additional access from the Los Trancos parking area was established in 1994 with the completion of the signalized intersection and on-grade crosswalks across PCH. Public access to Crystal Cove Beach and the offshore Underwater Park is available from the inland Los Trancos parking lot via the Los Trancos-PCH pedestrian trail and undercrossing (0.4 mi.) or walking along the beach from the Pelican Point (0.6 mi.) or Reef Point (1 mi.) areas.

The secondary pedestrian and bicycle access to Crystal Cove is the park's coastal bicycle trail. This paved trail is located along the seaward side of PCH and connects the Pelican Point and Reef Point coastal areas. Trail users can access the Historic District where the trail crosses the Historic District entrance road. Another existing pedestrian access is a volunteer trail on the highway fill slope connecting the Historic District with the Shake Shack area along Pacific Coast Highway. The trail is a result of Historic District visitors seeking food and beverages at the Shake Shack. It created an increasingly significant slope erosion problem and access safety issue.

Disabled visitor access: Due to existing park coastal topography and the mobilehome park leasehold, there is only one beach area that is accessible for disabled visitors at Crystal Cove State Park. That access is the interim access that is currently available at Crystal Cove beach. Implementation of proposed PPUP site rehabilitation will relocate this parking to the Hollow area when all parking at the north beachfront parking area is discontinued.

Underwater park access: The offshore areas along Crystal Cove State Park's coastline are designated as an underwater park. This area has been a historically popular location for underwater diving activity. Underwater park access should continue to be from the Los Trancos parking lot.

Current diver access in the park is available from the Reef Point parking lot on the coastal terrace to the south. The distance and elevation of the 60-foot high beach access ramps from the water makes this access difficult for many divers to transport their equipment. There is no public vehicular beachfront access for equipment drop-off at El Morro beach but future conversion of the mobilehome to a park facilities area will provide better beach access opportunities.

Proposed Access and Circulation

Site access, circulation, and vehicle parking is critical not only to adequate public and operations access but also to preserving Crystal Cove's spirit of place and establishing adaptive use activities. This site concept will:

- Encourage non-vehicular circulation over vehicular use within the Historic District.
- Continue designating the inland Los Trancos parking area as the primary visitor parking area for those visiting Crystal Cove Historic District and Crystal Cove Beach.
- Reserve available parking within the Historic District for:
 1. ADA access
 2. Essential park operations staff/functions
 3. Essential staff for CCHD programs and activities
 4. Short-term spaces for deliveries or drop-offs
- Provide for ADA access in the Historic District

The beach access road between Cottage #5 in the Hollow and the two beachfront parking areas (north and south of the creek mouth) should remain primarily a pedestrian street. Although beachside car camping was a part of Crystal Cove's early beginnings, the existing single-lane width, serpentine alignment, and close location of cottages and stairways has helped evolve the beach access road into a pedestrian street. The number of cottage access paths and stairways immediately adjacent to the single lane road has also contributed to establishing the road as a pedestrian street. Vehicular use of this part of the road should be limited to park operations, overnight accommodations operations, and emergency vehicles.

Furthermore, emphasis of pedestrian circulation also serves the sustainable design objectives of this project by reducing energy consumption, vehicle emissions, and pedestrian-vehicle conflicts within Crystal Cove. This contributes to more healthy conditions within Crystal Cove.

Note: Deliveries should be made early in the day if possible to minimize vehicle-pedestrian conflicts (consider an 8:00 – 11:00 am weekday delivery period for example).

Vehicular Access

Vehicular access, along with parking, is a critical issue that will determine the operational viability and quality of visitor experience at Crystal Cove. The challenge is to determine how to effectively provide adequate vehicular access to Crystal Cove, its proposed programs, and the beach without destroying the quiet pedestrian character that visitors come to Crystal Cove to enjoy.

Most public vehicular access from PCH will be limited to the Los Trancos parking area. This will minimize vehicular penetration and traffic within CCHD and allow for establishment of the primary visitor pedestrian circulation site concept. To help establish this use pattern, there will be a turnaround at the CCHD entrance kiosk near PCH. Park staff will direct most visitors to park their vehicles at Los Trancos and only allow authorized vehicles further into the Historic District. A drop-off area may be designated for passengers and beach gear.

Vehicular access to the remaining portions of CCHD (creekside, beachfront, and blufftop areas) will be limited to authorized park operations/programs, emergency vehicles, ADA access, delivery vehicles, and staff residence vehicles. A drop-off area in the Hollow for shuttle operations to help support Los Trancos as the primary visitor parking area is also recommended (see proposed shuttle service in following section).

Shuttle Service

In order to minimize vehicular use in Crystal Cove and still adequately provide for visitor and operational needs, the use of shuttle vehicles or small on-site electric vehicles is recommended for both park operations, overnight accommodation operations, and assisting disabled visitors. One shuttle operation that serves both day use visitors, overnight visitors, as well as staff or volunteers would be the most efficient operation.

A shuttle vehicle would be especially vital to the overnight accommodations operation since there will not be parking for overnight visitors within Crystal Cove for overnight visitors. All overnight visitors leaving their vehicles at Los Trancos, would ride the shuttle with their belongings from the inland parking area to their assigned overnight accommodation unit. This shuttle would also be available to disabled visitors who park their vehicles in the inland Los Trancos parking area.

A shuttle operation would also be useful transportation from Los Trancos for day-use visitors as well as park staff, volunteers, and concessions/overnight accommodations employees who are not able to park their vehicles in the limited on-site parking areas for authorized vehicles.

Parking

Parking is another critical issue because it will also determine the operational viability and quality of visitor experience at Crystal Cove. The challenge is to effectively provide the minimum necessary parking for the various park programs and activities within the limited parking opportunities at CCHD.

A new limited parking area that serves overnight accommodations registration, Cultural Center activities, and operations activities will be developed in the Blufftop Area. The use of the new twenty-space parking lot within the Blufftop Area shall be allocated as follows: Ten (10) spaces for 15-minute overnight check-in, visitor orientation and deliveries, two (2) spaces for authorized State Park vehicles, and (8) spaces to serve activities at the Cultural Center. If a reduction to the parking area is necessary due to site constraints, parking space allocations should be proportionally adjusted to the identified purposes.

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

[INSERT OVERSIZE POTENTIAL PARKING CHART HERE]

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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Primary public visitor parking (both day-use and overnight) will be located at Los Trancos in order to minimize CCHD vehicular traffic, reduce the need to alter the site by creating new parking areas, and preserve the pedestrian character. Combined existing parking spaces in Crystal Cove and Los Trancos is less than 500 spaces. Under current ADA codes, a minimum of nine ADA parking spaces are to be provided (9' wide space with an adjacent 5' wide loading area. Two of the nine ADA spaces are to be van-accessible spaces (9' wide space with an 8' wide loading area). Provision of additional ADA spaces beyond the required minimum will increase the likelihood of favorable ADA compliance approval. Alternative access programs such as an accessible public shuttle should be considered to minimize impacts from new parking areas within the CCHD. If such a regular service that adequately serves the various CCHD programs could be provided, the new ADA parking area could potentially be relocated.

Special security provisions (such as a fenced and gated section) may need to be provided for overnight visitors who will need to leave their vehicles at the Los Trancos parking area. Parking within CCHD will be limited to authorized park operations/programs vehicles, ADA access, delivery vehicles, and staff residences. Chart D: Matrix of Potential Parking summarizes the proposed parking plan within Crystal Cove and at the Los Trancos area.

Pedestrian/Bicycle Access

As stated in the previous Site Concept, pedestrian movement will be the primary means of circulation within the Historic District. Pedestrians will also be able to gain access to CCHD from the park's existing coastal trail and the parking lots connected to the trail. Newport Coast pedestrians can get access to CCHD from a trail connection to the Los Trancos pedestrian undercrossing access or at one of the PCH intersections. An additional secondary pedestrian access should be a stairway on the highway fill slope connecting the Historic District with the Shake Shack area along Pacific Coast Highway. Existing volunteer trails from Historic District visitors seeking food and beverages at the Shake Shack has created increasingly significant slope erosion problems and access safety issues. A stairway on this manufactured highway fill slope would serve established access needs in a safe manner while preventing existing erosion and vegetation impact problems on the slope.

Bicycle access at CCHD will share the existing roads with motor vehicles. Bicycle access from PCH and the coastal bicycle trail will be provided by a trail connection to the existing entrance road at the entrance kiosk location and at the road entrance into the Hollow area. Bicycle access within Crystal Cove will share the existing internal CCHD roads with authorized vehicles. Limited bicycle parking/racks should be provided at the near the beach area.

Accessibility

State Parks is committed to providing access to its park units for all visitors. The programs and adaptive uses proposed in the PPUP will include accessibility guidelines

as a part of the historic rehabilitation design criteria. CCHD rehabilitation will use the *California Historical Building Code* (for qualified buildings and structures) and the federal *ADA Access Guidelines For Outdoor Developed Areas* as guidance in determining how to specifically make CCHD programs and facilities accessible to visitors and staff.

In making Crystal Cove facilities accessible, State Parks is sensitive to circumstances in which conventional accessibility modifications may adversely affect the historic fabric that is a part of Crystal Cove's character. In these situations, State Parks will use Chapters 8-6 (Alternative Accessibility Provisions) and 8-10 (Historic Districts, Sites, and Open Spaces) of the California Historic Building Code as guidelines for providing accessibility to recommended programs. These guidelines provide alternative regulations to facilitate access and use by persons with disabilities to and throughout buildings, structures, and sites designated as qualified historical buildings or properties. These regulations require enforcing agencies to accept reasonably equivalent alternatives to regular code requirements when dealing with qualified historical buildings or properties. The following are summaries of general concepts for providing site and program accessibility at Crystal Cove.

Access to Visitor Orientation

Consideration for visitor accessibility should begin with visitor arrival and orientation. This can be initiated by a park aide at the proposed entrance kiosk providing directions and initial orientation for all visitors to Crystal Cove. Most visitors will be directed to park their vehicles at the inland Los Trancos parking lot and walk into Crystal Cove or its beach. Disabled visitors can be directed by the park aide upon their arrival to the ADA parking areas in the Hollow or the blufftop. Visitors can obtain a more complete visitor orientation about the programs and facilities at Crystal Cove at the visitor center in Cottage #00 (near the ADA parking area).

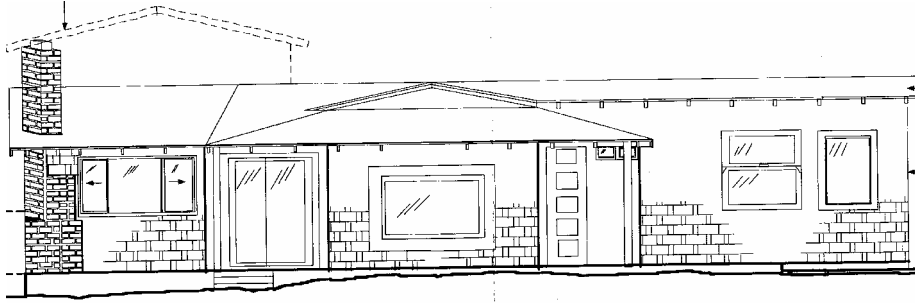
Day-Use Program Accessibility

Most visitors to the Crystal Cove area will be day-use visitors. Providing accessibility to day-use programs and facilities is vital to serving the largest group of visitors in this area. The site concept for establishing a village center in the Hollow and along Los Trancos Creek centers most visitor-serving programs and activities (interpretation, education, community involvement, and concessions) in the main access corridor to the beach. This village center location has the most level terrain in the Historic District.

All of the programs in the village center will be made accessible. One of the primary objectives of this site concept is to group the most public visitor-serving programs together in order to provide the most effective accessibility in a location where visitors will most likely be. Accessible parking for day use programs will be provided both within Crystal Cove and at Los Trancos (a total of 23 accessible visitor spaces; see parking description). Inclusion of a visitor shuttle as a part of CCHD operations and overnight use should make the use of Los Trancos as a location for ADA parking a viable accessibility component. A drop-off area a turnaround above the Hollow will also be

available for visitors with disabilities travelling with others. Visitors will be provided authorized vehicle access to areas such as the CCHD Hollow area and the blufftop areas until a permanent shuttle service can provide regular alternative access to the Los Trancos parking area.

Access to Overnight Accommodations for Visitors with Disabilities



The most unique program at Crystal Cove is the opportunity for visitors to stay overnight at a rustic Southern California seaside cottage. As with all other CCHD visitor programs, this opportunity should be available to all visitors. A portion of both the individual cottage overnight accommodations and the dormitory-style overnight accommodation will be made accessible. This results in two or three of the 31 individual cottage units and one of the three dormitory-style cottages being adapted as accessible overnight accommodations. Continuing rehabilitation evaluations of the cottages could identify additional units that could be adapted as accessible overnight rental units.



Upon their arrival, all overnight visitors should be directed to the blufftop registration office. As with all other overnight visitors, disabled visitors should park their vehicles at the inland Los Trancos parking lot and would then be assisted with their luggage and

taken to their assigned overnight rental unit by an overnight accommodations staff person via a Crystal Cove shuttle vehicle. As an important part the unique rustic “Crystal Cove experience,” it is intended that visitors not use their vehicles within the Historic District. This recommendation is key to minimizing vehicular congestion and maintaining the general pedestrian character of the CCHD. This proposed shuttle service should be available twenty-four hours a day or alternate accessible parking should be made available when the shuttle is not available.

ADA Access to Parking

The total number of visitor and staff parking at CCHD and Los Trancos is less than 500 spaces. A minimum of 9 accessible spaces is required. The PPUP is proposing a total of 23 visitor and staff accessible spaces. Distribution of accessible parking proposes to locate as many of these accessible spaces near programs and activity areas as the CCHD site will feasibly allow for ADA compliance. The following is the recommended number and distribution of accessible parking for the CCHD and Los Trancos areas.

Chart E: Recommended Number and Distribution of ADA parking for the CCHD and Los Trancos Areas

PARKING BY AREA	ADA PARKING
Visitor Parking	
Los Trancos (serves CCHD & Los Trancos areas)	5 cars
Day use: 333 cars/vans (includes overflow for authorized or housekeeping staff parking)	
Overnight: 50 cars/vans	
5 buses	
CCHD Hollow (serves Village & beachfront areas)	7 cars & 2 vans
Blufftop Lot A (authorized staff/volunteer/overnight registration parking area: 22 cars)	1 car
Blufftop Lot B (between Cottages #18 & #35) for accessible parking only	3 cars & 1 van
Blufftop Lot C (between Cottages #33 & #38)	1 van
<i>Total Visitor accessible parking facilities</i>	<i>15 cars & 4 vans</i>
Authorized Staff/volunteer On-site Parking	
On-site authorized parking area (blufftop lot: 20 cars)	1 car/van
Staff residence parking (5 units)	1 unit w/ 1 van accessible space
Overnight manager (2 vehicles)	
Entrance kiosk (staff parking: 3; temporary visitor drop off area: 3 spaces)	1 car
On-site ranger/lifeguard/maintenance vehicles (Cottage #5 driveway)	1 car/van
<i>Total Authorized parking facilities</i>	<i>4 car/vans</i>

In addition to the parking area summary, a summary of the CCHD facilities and which accessible parking areas should serve them are provided as follows:

Chart F: Summary of CCHD Facilities and ADA Parking Areas

FACILITY/AREA	ACCESSIBLE PARKING
Park Operations	
Entrance kiosk	Entrance staff parking
Park Operations/maintenance office (garage & driveway)	Cottage #5 staff driveway
Lifeguard substation	Blufftop lot A accessible parking
CCHD research facility	Blufftop lot A accessible parking
Park staff housing (4 persons/family)	1 unit w/ 1 car/van space
Park Interpretation & CARE	
Visitor orientation center	Hollow Area accessible parking
Docent & park interpreter annex	"
Outdoor multi-use commons	"
Exhibit facility	"
House museum	"
Underwater park education center	"
Multi-purpose meeting/classroom facility	Blufftop lot B accessible parking
Los Trancos office/interpretive facility	Los Trancos accessible parking
Overnight Accommodations	
Rental office/manager's residence	Blufftop lot B accessible parking
Housekeeping/maintenance	Los Trancos accessible parking
Individual-style units	Los Trancos accessible parking
Dormitory-style units	Los Trancos & Blufftop lot C accessible parking
Concession	
Snack bar/store with surrounding outdoor eating areas	Hollow area accessible parking
Park recreation	
Beach/underwater park recreation day use	Hollow area accessible parking

Providing ADA Accessibility beyond Minimum Compliance

The following are accessibility proposals for Crystal Cove that exceed the minimum:

- **Parking:** Total parking for the project is less than 500 spaces, therefore the minimum requirement is 7 standard accessible spaces and 2 van-accessible spaces for a total of 9 required accessible parking spaces. The PPUP proposes 15 standard accessible spaces and 4 van-accessible parking spaces for visitors. In addition, 4 accessible parking spaces are also proposed for authorized staff/volunteer parking areas. **The net result is a proposed total of 23 accessible parking spaces or 14 accessible parking spaces above the minimum amount for this project.**

- Beach accessible wheel chairs will be available to visitors at Crystal Cove Beach.
- Exhibit displays and video programs of inaccessible cottages and site areas will be available at the visitor center
- Video programs and “special event live interactive video programming” of the underwater park will be available at the underwater park exhibit facility.

Underwater park access

Current public access to the underwater park at Crystal Cove SP is from the beach access ramps (mainly at Reef Point) along the park’s 60-foot high coastal bluffs. Transporting diving gear to the beach at these existing locations is difficult. The existing General Plan recognized that the best locations for underwater park access are the two areas where road access was near the beach elevation, namely Crystal Cove Beach and Moro Beach. Since the El Morro area will remain a leasehold area until 2004, Crystal Cove will be the first opportunity to provide for good underwater park access.

Crystal Cove Beach offers an excellent location for scuba diver access to the underwater park. Existing gear drop-off areas and parking provide convenient staging areas and a relatively level approach to the beach. Recommended PPUP facilities such as public restrooms will also serve visiting divers as well as beach visitors at Crystal Cove.

Proposed Visitor Restrooms

In addition to appropriate access and parking, the availability of basic sanitary support facilities is also important to accommodating visitor use at Crystal Cove. Park restroom standards used by State Parks are as follows:

Day-use (General)

1. One toilet and one wash basin for every 50 persons
2. Maximum distance to a restroom from the facility or area it serves is 400 feet.

Day-use (Beach)

1. One toilet for every 100 persons and one wash basin for every 200 persons.
2. Maximum distance to a restroom from the facility or area it serves is 400 feet.
3. Outdoor shower is desirable. Actual provision of outdoor showers will partly be determined by coastal water quality requirements and sensitive siting of facilities that is historically compatible.

Camping/Primitive overnight facilities

1. One toilet, one wash basin, and one shower for every 25 persons is desirable, 30 persons maximum.
2. Maximum distance to a restroom from the furthest campsite or overnight accommodation it serves is 300 feet.

Based upon these guidelines and the estimated visitor capacities anticipated for Historic District visitor programs and beach recreation, the following restroom needs are estimated for the PPUP proposals.

Chart G: Potential Public Restroom Needs*			
Facility/Area	Estimated visitors/occupancy	Estimated toilet facilities	Potential locations**
Los Trancos parking & interpretive facility	1,583	13 (all are existing)	Los Trancos
Visitor center	15	1	Cottage #00
Village center facilities		2	New building at commons area
• Outdoor commons	30		
• Exhibit facilities	15		
• Store/food service	varies		
Multi-purpose meeting facility	30	1	Cottage #34
Northern beachfront rustic cottage rentals		4	Cottage #28
Crystal Cove Beach	1,338***	10 to 14	Cottages #22 (garage), #1 (garage), #2 (garage), new building below Cottage #10, and and/or new building between Cottages #20 and #25.
*Conventional cottage rental units, dormitory units, park operations facilities, and staff housing units are anticipated to have their own internal restrooms. **Feasibility of potential locations will be verified by continuing studies and project preparations. This will be particularly pertinent to determining appropriate visitor capacities for the beach area. ***This amount of beach visitor use results in about 120 square feet of beach per person.			

Public restroom needs for beach recreation is expressed as a range of 10 to 14 because of the particular circumstances of beach visitation at Crystal Cove. The upper limit of 14 assumes all beach visitor restroom needs should be provided along the beachfront. The lower limit assumes that restroom needs are served by The Los Trancos restrooms because some beach visitors will use the restrooms at Los Trancos when they arrive or leave. Due to the length of Crystal Cove Beach, toilet needs of beach visitors should be met by a series of small restrooms (two to three toilets each) strategically sited along the length of the beach. This could result in up to ten locations of small facilities along the length of the beachfront. These could be provided by adapting existing cottages or constructing new buildings. One possibility would be for the garage at Cottage #5 would be retrofitted as a public restroom. At full implementation, visitors would both the cottage #5 garage-restroom and the Los Trancos restroom to serve their needs upon arrival or departure. For beach visitors are other proposed restroom facilities. The footprint of a two toilet restroom would be approximately 9' x 12'.

In general, DPR prefers not to construct new structures and buildings within the CCHD. Newer restroom structures would only be considered if adaptations of existing structures proves infeasible, or limitations of sewer connections to outlying cottages are not allowed. All such new construction would need to meet the Secretary of the Interior's Standards for new construction within historic districts. Other alternatives for meeting public restroom needs could be the use of portable facilities that could be camouflaged to look like historic period tents or portable structures that could be removed or reduced during slower use periods or added during high use periods.



CCHD PUBLIC USE PROGRAMS AND GUIDELINES

After analyzing the public's adaptive use proposals and comments generated during and following the April and November Public Meetings and investigating the site constraints, the planning staff outlined the following general public use program guidelines for the Crystal Cove Historic District. The guidelines are intended for planning purposes to determine adaptive use possibilities and suitabilities of the cottages for proposed programs. Further refinement and adjustment of criteria is expected during project implementation phases and as needs evolve over longer periods of time. The proposed public use program is comprised of four separate yet interrelated subprograms. These programs include the:

- 1) **State Park Operations Program**
- 2) **State Park Interpretation and Community Arts, Resources and Education Program**
- 3) **Overnight Cottage Accommodations and Rentals Program**
- 4) **Visitor Services Concession Program**

The Park Operations Program provides the security, safety, resource protection, and sanitation needs that enable visitors to enjoy their experience at Crystal Cove. The other three programs (education, accommodations, and concession) could be guided in their development and operation by the following guiding principles and quality of visitor experience. State Parks wants these programs and facilities to be: community-building in nature, flexible in scheduling and use, and to offer a variety of appropriate visitor experiences. Generally State Parks and many local community members want to preserve the Historic District's unique ambiance that seems to be a blend of intangible qualities such as: "low-key," "casual," "rustic," "old-fashioned," "laid-back," "natural," "secluded," "original," "creative," "unpretentious," "informal," "relaxed," "quirky," "cozy," and "welcoming."

As Crystal Cove rehabilitation is completed and Crystal Cove programs are established, periodic reevaluation of the program functions, activities, staffing, facilities, and their location will be needed to assure continued relevant, effective and efficient operations. Periodic reevaluation is also necessary to effectively respond to changing future conditions, resources, and visitor use patterns. As programs and design guidelines are reevaluated in the future, necessary adjustments or revisions should remain consistent with the overall *Preservation and Public Use Plan* vision and concepts.

The following is the estimated minimum-maximum range of cottage quantities for each main PPUP program:

- Operations: 5 – 8 cottages
- Interpretation and Education: 3 – 5 cottages
- Overnight: 30 – 35 cottages
- Concession: 1 to 3 cottages

The following variables or considerations will affect the number of cottages serving each PPUP program:

- Historic preservation of Crystal Cove
- The quality of park visitor experience at Crystal Cove
- Park visitor needs and use patterns that develop over time
- CCHD operations needs evolve over time (these needs however, will not increase operations cottages over 8).
- Feasibility of individual cottage/site rehabilitation
- Building Code compliance, including accessibility, fire, life, and safety regulations.
- PPUP facility design guidelines (i.e. how suitable individual cottages will serve particular adaptive use functions...visitor center, house museum, another ADA overnight cottage, etc.)

The following occupancy ranges and guidelines are proposed by the PWP:

- The minimum and maximum range of occupants in each designated overnight cottage in the PWP is shown in the “Potential Occupancy Range of Overnight Accommodation Facilities” chart on page 109.
- The PPUP estimates overnight accommodations to consist of 125 individual beds + 55 dormitory beds for a total of 180 beds.
- Current estimate (90 beds in First Phase Implementation + 67 - 110 beds in subsequent completion phases = 157 - 200 total beds)
- The above estimated bed quantities will satisfy the required 65 minimum bed count stipulated in the Memorandum of Understanding (MOU) between the Coastal Commission and State Parks regarding funding for conversion of a portion of the cottages for overnight accommodations.
- A variety of overnight accommodation arrangements should be offered to reflect the nature of each unique cottage floor plan as well as different overnight opportunities. This will provide flexibility in accommodating single visitors, couples, families, and groups.
- Cottage occupancy should also consider quality of visitor experience, not just what is physically possible for overnight occupancy. This involves evaluating the kind of occupancy and bed arrangements that each specific cottage has had in the past.
- Occupancy suitability will be a consideration for each cottage. The structural integrity of each cottage building plus fire and public safety codes will also be determining factors for occupancy.

INSERT [CHART H]

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Chart I: Potential Occupancy Range of Overnight Accommodation Facilities

Overnight Cottage number	Minimum-maximum range of overnight occupants
00 (Interim Overnight for First Phase)	6 - 10
1	4 - 10
2	4 - 10
3	4 - 6
4	5 - 10
6	3 - 5
7	2 - 4
8	4 - 6
9	4 - 6
10	4 - 6
11	4 - 7
12	8 - 12
16	4 - 10
18	4 - 10
19	4 - 10
20	4 - 6
23	4 - 8
24	4 - 10
25	4 - 6
26	4 - 8
27	4 - 10
29	10 - 10
31	3 - 5
32	4 - 10
33	4 - 10
36	6 - 9
37	4 - 10
38	20 - 20
39	10 - 10
40	4 - 8
Estimated Total	153 - 280

Note: Occupancy figures in **boldface type** are for overnight cottages included in the First Phase Implementation project

Park Operations Program



As mentioned above, the Park Operations Program provides the security, safety, resource protection, and sanitation needs that enable visitors to enjoy their experience at Crystal Cove. This takes the form of ranger and lifeguard services and facility maintenance. Natural and cultural resources research and study is also an important aspect of the Park Operations Program.

The following are facility design guidelines for the essential (non-educational) park operational programs that are necessary for the protection, management, and maintenance of the CCHD and the Crystal Cove beach area. Park interpretive and educational program facility design guidelines will be listed separately under their own category later in this document. Only those park operations and visitor functions that directly relate to the Historic District (including the beach and underwater park accessed through the Historic District) will be located within the Historic District. Programs in the Los Trancos area are important supportive elements that are vital to the concepts and functions within the Historic District.

If determinations are made by the Department that it can perform its responsibilities and effectively manage the Historic District with fewer cottages than recommended in the PPUP, any available surplus cottages should be redesignated for visitor-serving use in the Overnight Accommodations Program or the Park Interpretation and Education Program

The following program cottage guidelines are intended to identify design criteria for each program's facility needs in order to be able to make adaptive use determinations for this plan. Once implementation of the plan has taken place and programs are in operation, program or operational needs will evolve over a period of time. It is the planning staff's intent that these proposed programs be flexible enough to allow for future changes in facility needs.

Entrance Kiosk

Function: Historic District Entrance Control

Description:

- Entrance station for Historic District security, access, and vehicular circulation traffic control.
- Provide initial visitor orientation in the Historic District.

Recommended Staffing: 1 park aid

Facility Guidelines:

- Entrance station building with architectural design that is compatible with the CCHD character. This should include a car counter and outdoor security lighting with cash drop.
- Cash register, telephone, counter top, cabinet (for maps, brochures, supplies), chair/stool, floor safe, and communications radio.
- Restroom in building or within close walking distance.
- ADA compliance
- Should have a vehicle turnaround.
- Parking for entrance kiosk staff

Location Guidelines or Considerations:

- Must be located on the main vehicular access road to Crystal Cove Beach before any of the cottages or visitor use areas.
- There should be sufficient vehicular stack up space between Pacific Coast Highway and the entrance station location
- Good sight distance on vehicles approaching the entrance station.
- Capability to view walk-in visitors entering CCHD is desirable.

Visitor Staging Area

Function: To provide a primary arrival and group staging area for visitors and group interpretive tours to the Crystal Cove Historic District and Crystal Cove Beach.

Description: Establish an arrival and staging area with appropriate support facilities that serves the Crystal Cove area, yet does not interfere or impacts its character, desired visitor experiences, or effective operations.

Recommended Staffing or Estimated Capacities:

- Los Trancos estimated instantaneous visitor capacity is 1,583 people.
- Park interpreter or docent for interpretive group tours
- School groups of 30 to 70 children with teachers or chaperons.

Facilities Guidelines:

- Signage on Pacific Coast Highway (PCH) directing visitors to Los Trancos and the staging area.
- Primary parking area for CCHD visitors (Los Trancos).
- Staging area should be able to accommodate school buses and groups of 30 to 70 school children with teachers and chaperons.
- Close proximity to restroom facilities.
- Office for park interpretive staff to wait for visitor groups for interpretive tours. Facility for staff to prepare interpretive tours.
- Multi-purpose interior assembly space for school groups up to 70 children with teachers and chaperons to view interpretive media programs.
- Audio-visual equipment and screen for interpretive media presentations.
- Orientation information signage at the staging area for visitors.
- ADA compliance.

Location Guidelines or Considerations:

- Arrival or staging activities should not adversely impact the character of Crystal Cove and be compatible with proposed PPUP site concepts.
- Staging area should be at or near primary parking area for the Crystal Cove Historic District.
- Minimize vehicular traffic and congestion in CCHD.
- Locate adjacent or near satellite interpretive facility/park office for school group activities.

Satellite Interpretive Facility and Park Office

Function: To provide an additional interpretive space and office for park operations staff meetings and activities related to all of Crystal Cove State Park. (Existing park headquarters at El Morro does not have adequate facilities.)

Description:

- Satellite field office for park operations staff. Activities include park management duties related to related to park operations responsibilities for all of Crystal Cove State Park.

Recommended Staffing or Estimated Capacities:

- One to three park staff.
- Meeting capacity for up to 12 people.

Facilities Guidelines:

- Office space for up to 3 office desks with chairs, a meeting/conference table with chairs, telephones, computers with internet access/high speed data line printers, fax machine, file cabinets, interpretive materials storage.
- Staff meeting space with conference table and chairs for up to 12 people.
- Restroom
- ADA compliance.

Location Guidelines or Considerations:

- Minimize interference or impact with CCHD activities or character.
- Minimize or avoid traffic or congestion in CCHD.
- Meeting space should be separate from
- Easy operations vehicular access.

CCHD Park Operations and Maintenance Office



Function: To provide and coordinate on-site law enforcement, visitor safety, resource protection, and maintenance services.

Description:

- Field office for park ranger staff, maintenance staff, and CCHD activities/event coordinator. Activities will include field administrative duties related to park operations responsibilities in the CCHD, revenue accounting
- Field office and work crew reporting location for CCHD maintenance staff. Activities will include CCHD maintenance administration, project coordination and planning, storage of equipment, tools, materials, and supplies.
- Other park maintenance staff from Orange Coast District (OCD) would report to this office on an as needed basis.
- Work crews (5-20 workers, volunteers, inmates, etc.) for specific implementation/maintenance projects would use area outside of office as a reporting or staging location.
- Entrance station support and public contact point. Park staff support for assisting entrance station operations.

- Technical staff office for CCHD projects. Various project technical staff performing work at CCHD will require a reporting location and office space for project work in CCHD.

Recommended staffing:

- 1 state park ranger
- 1 park maintenance worker
- 1 CCHD activities/event coordinator
- Various ‘visiting’ State Parks technical staff (Historian / Landscape Architect / Archeologist / Ecologist) from Department units outside of OCD on an “as needed basis” for various future operational and implementation projects.

Facility Guidelines:

- Office room(s) for a minimum of 4 office desks with chairs, a worktable, telephones, computers with internet access/high speed data line, printers, fax machine, file cabinets, and chairs for visitors.
- Kitchenette
- Restroom
- Storage room for administrative supplies
- Garage parking for 1 operations vehicle and 8’ x 10’ sq. ft. storage for equipment (signs, tools, personal lockers, drop safe, beach chairs, etc.).
- Enclosed storage space (400 sq. ft.) for maintenance tools, equipment, materials, and supplies. This could also provide temporary storage for CCHD historic fabric artifacts.
- 2 garage spaces for park maintenance vehicles. (Garages in Hollow)
- 2-3 parking spaces for park visitors, employees, and project technical staff.
- Refuse bin enclosure(s) for CCHD.
- Paint locker/storage
- ADA compliance
- Vehicular access

Location Guidelines or Considerations:

- Close proximity to CCHD entrance station (walking distance) is desirable.
- Close to primary visitor beach access route (walking distance)
- Office should be adjacent or near storage area.
- Vehicular access by park operations trucks and for deliveries.
- Locate maintenance work shops/areas away from primary visitor activity areas if possible.

Refuse bin enclosures should be located along the main CCHD vehicle access road and minimize refuse truck circulation into the CCHD, preferably not beyond Cottage #5. Consideration will be given during project design to whether one central enclosure or several strategically sited small enclosures will be more compatible with the historic landscape.

Park Operations Garage Storage



Function: Park Operations Garage Space – Vehicle and Equipment Storage

Description:

- 2 garage spaces for storage and basic maintenance of vehicles and equipment
- 2 garage spaces for storage of CCHD maintenance equipment and materials

Recommended Staffing: None (storage area will be used by staff identified in other operations facilities)

Facility Guidelines:

- Enclosed and secure space for 2 vehicles
- Enclosed and secure space for maintenance/operations equipment and CCHD materials

Location Guidelines or Considerations: Locate away from public activity areas if possible.

Beachfront Group Use Area

Function: Provide a gathering/meeting place for CCHD visitors that supports communal experiences in Crystal Cove.

Description: Provide an outdoor beachfront gathering area for overnight visitors and group/special events. Facility would provide visitors an opportunity to meet/socialize. This should support the communal experience objectives of the PPUP vision.

Recommended Staffing:

- None required at use area.
- The CCHD activities/event coordinator located in the Park Operations/Management Support (Park Ranger) office will manage this area.
- Park maintenance staff should service this area.

Facility Guidelines:

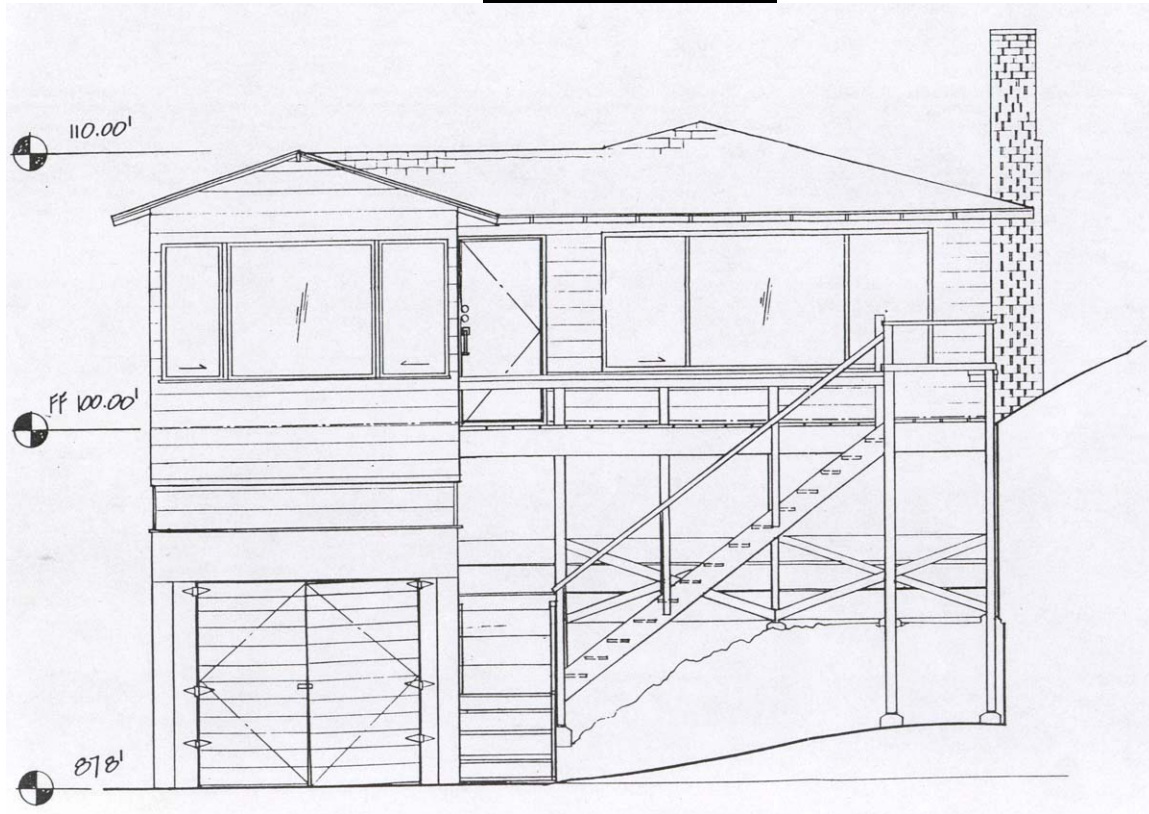
- Outdoor area without any interrupting barriers (ADA compliance)
- Approximately 40 person occupancy
- Ramadas/“palapas” shade structures that are in character with past beach structures or tents associated with Crystal Cove.
- Picnic tables and benches
- Group barbeque facilities or space for portable barbeque facilities.
- Fire ring for group campfire/bonfire
- 1 hose bib
- Vehicle access for maintenance and special event drop-offs

Location Guidelines or Considerations:

- Level beachfront area with broad views of the ocean and portions of the Historic District.
- Site should reinforce sense of Crystal Cove as a unique coastal location.
- Walking distance from cottage rental units.
- Walking distance and ADA accessible from primary visitor access corridor
- Walking distance to restrooms.



Lifeguard Substation



Function: To provide and coordinate on-site aquatic safety, first aid, and law enforcement services

Description:

- Lifeguard operations support facility for public contact, first aid treatment area, lifeguard communications dispatch, administrative office support for permanent and seasonal staff, and lifeguard program training.
- General training sessions, meetings, and group events will continue to be held at the main park headquarters at El Morro. Specific training for aquatic safety related to the Historic District beach such as tidepool protection, underwater park program support, deployment of safety and rescue equipment located at the Historic District, and periodic small team (ten lifeguards or less) meetings.

Recommended Staffing:

- 1 Lifeguard supervisor
- 2 Lifeguard staff/communications dispatcher
- 2 seasonal lifeguard staff

Facility Guidelines:

- Office space for 2 desks with chairs, 2 telephones, 2 computers with internet access/high speed data line, printer, fax machine, worktable, file cabinets, storage cabinetry for uniforms and personal safety and protective gear, and rescue equipment such as radios and water safety support gear.
- Office space (with a view out to beach area) for 1 desk with chair, dispatch radio equipment, switchboard, telephone, and file cabinets.
- Communication lines to lifeguard towers on the beach.
- Meeting and training room: (audiovisual equipment, conference table with chairs). The Crystal Cove indoor meeting facility or the Los Trancos park office are possible facilities that may meet this need.
- Kitchen area (fully equipped with food preparation area) for employee nutritional needs since lifeguards do not get “lunch breaks” and are required to stay on site for public safety purposes. A kitchen will also support first aid treatment such as hot water preparation for stingray wound injuries and ice for patient treatment.
- Outdoor parking for 2 staff vehicles and 1 visitor space
- Storage for field rescue response equipment (not long-term storage).

Location Guidelines or Considerations:

- Close to Crystal Cove Beach for surveillance and rescue operations capability.
- Should be away from the primary public pedestrian beach access route (beach access road) for more effective emergency responses.
- It is desirable to locate the lifeguard substation and the research facility near each other for mutual support and security purposes.



Research Facility

Function: To provide a flexibly-scheduled space to support CCHD natural and cultural research on an as-needed basis. This facility could be used by both State Parks and non-parks researchers (under parks supervision).

Description: Operational support for underwater research, educational projects, and programs. Programs may include university/college or intern program research projects.

Recommended Staffing: 1-2 research staff

Facility Guidelines:

- Office space for desk with chair, telephone, computer with internet access, printer, fax machine.
- Cable linkup for underwater camera
- Restroom
- Small kitchen
- ADA compliance
- Storage for dive gear

Location Guidelines or Considerations:

- Functional theme implies shoreline or beach front location.
- It is desirable to locate the lifeguard substation and the research facility near each other for mutual support and security purposes.



A State Park Lifeguard surveys the health of the Intertidal Community

Restroom Facilities

Function: To provide convenient and accessible toilet facilities for day-use and overnight visitors.

Description: Public restroom facilities provided for outdoor CCHD program and activities and Crystal Cove Beach recreation. For rustic overnight cottages (rehabilitated without utilities), a common restroom facility will be needed for that adaptive use. The restrooms should be developed as adaptive uses in existing buildings or small new buildings built in character with the Crystal Cove setting and sensitively sited.

Recommended Staffing: None. Only access by park staff for cleaning and maintenance duties.

Facility Guidelines:

- Toilet and lavatory facilities in units of two or more.
- ADA compliance
- Maintenance access.
- Between 10 to 14 toilets will be needed for maximum instantaneous use when CCHD rehabilitation and development is completed.

Location Guidelines or Considerations: Several facilities are needed to serve the varied visitor activities and programs distributed throughout Crystal Cove as well as Crystal Cove Beach.

- Several small restroom facilities should be strategically distributed to serve the various visitor programs.
- Some facilities should be available along the main beach access route.
- One restroom should be provided for the outdoor commons area.
- One restroom should be within walking distance of the Beachfront Group use area
- Maximum distance between restrooms serving the beach should be 800 feet
- Potential new restroom buildings or temporary restroom facilities along the beachfront should avoid the appearance of new additional structures in the overall Crystal Cove building mass. Consideration should be given to screening or disguising new beachfront restroom facilities as tent structures that would be reminiscent of early Crystal Cove eras that involved tents along the beach.

Park Staff Security Housing

Function: To provide twenty-four hour resource and visitor protection services

Description: Park staff housing is recommended for more constant CCHD security surveillance and more immediate response by staff to CCHD operational needs. These needs include (but are not limited to) site security, emergency public safety response (law enforcement, aquatic safety, missing persons, fire), facilities protection (emergency maintenance or utilities requirements), and after park hours emergency public contact

point. Four cottages are being renovated for Park Staff Security Housing as part of the Interim Plan.

Recommended or Estimated Capacities:

- Five staff security-housing cottages are recommended to provide on-site surveillance and security for Crystal Cove. This number is deemed sufficient for the long term *Preservation and Public Use Plan*. The occupants would consist of park peace officers (Ranger Supervisor, Lifeguard Supervisor, Peace Officer, and Peace Officer/Lifeguard) and maintenance employees. Crystal Cove SP park staff is preferred for staff benefit.
- 1-5 occupants per housing unit depending upon size and configuration of cottages that are selected (potential of 20 staff with their families).

Facility Guidelines (for each housing unit):

- 1 to 4 bedrooms
- Living room area
- Fully functional kitchen and bathrooms
- Complete utilities availability
- Reliable communications capability
- A minimum of 1 staff housing cottage should be ADA accessible
- Vehicular access
- Garage or outdoor parking spaces (for state and personal vehicles) adjacent to housing unit. Minimum 1 vehicle per household (2 preferred).
- It is preferable that the housing units be able to accommodate a family of four

Location Guidelines or Considerations:

- Housing should be sited at the north and south of the CCHD to provide for the optimum amount of surveillance and protection of the CCHD.
- Location and cottage should have views of other CCHD cottages and site areas
- Housing units should be located in pairs or clusters for mutual support by the staff inhabitants.

Park Interpretation and Education Program

The Park Interpretation and Community Culture Arts, Resources, and Education Program provides visitors the opportunity to learn about the Historic District's many unique historic, cultural, and natural resources through a number of appropriate media. This program's educational efforts will be coordinated by the State Park interpretive staff. Programs will be created and conducted by both State Park interpreters and volunteer docents and facilitators.

State Park interpreters will continue to offer natural and cultural history tours and interpretive facilities will be developed as described below. Docents from the existing park cooperating association might expand their current interpretive focus on the natural history of the area to include the cultural and historic resources and activities of the CCHD. Volunteers will likely play a large and important role in providing interpretation and coordinating community involvement for the Historic District.



The purpose of the Community Culture Arts, Resources, and Education subprogram (which might use the acronym *CARE*) is to complement the park's traditional interpretation and to create and nurture community involvement in on-going Historic District educational and preservation efforts. At its simplest, this subprogram would focus park staff outreach efforts to involve local community talents and resources in preserving and interpreting Historic District's values. The existing park cooperating association might want to take on this community coordination task or a new group of volunteers might form to assume this function. In any case this subprogram would remain under State Park oversight, coordination, and ultimate direction.

The *CARE* subprogram could develop and conduct classes and special events. Classes might focus on natural history, birding, photography, drawing, painting, low-technology crafts, and writing. The key is that these subjects relate to the Historic District's natural and cultural resources and its recreational opportunities. Elderhostel educational experiences at Crystal Cove might be coordinated by the *CARE* subprogram with participants staying briefly in some of the cottages.

A non-profit cooperating association could arrange special events, class offerings and instructors, reserve Crystal Cove classroom space, publish class schedules, register participants in classes, and arrange overnight stays in Crystal Cove cottages for participants who so desire (within limits that ensure cottage rental availability to the general public).

Local citizens can contribute to the evolving Crystal Cove community by volunteering in interpretive and educational programs, special events, and historic cottage and

landscape maintenance projects. Interpretive media and facility development will evolve with time but overall these should be in keeping with the above-stated philosophy of maintaining and enhancing the Historic District's special ambiance. This might favor walks led by interpreters or docents, self-guided tours, and low-key changing exhibits. Below are listed the proposed facilities and functions for this program.

The Outdoor Multi-use Commons, the Multi-purpose Meeting/Classroom Facility, and the Park and Community Rotating Exhibit Facility are planned to serve both the needs of interpretive and educational programs and the needs of special events sponsored by community groups. These programs and events could interpret environmental, historical, cultural, artistic, and recreational topics. Appropriate media might involve talks, tours, exhibits, demonstrations, and workshops.

The Park and Community Rotating Exhibit Facility could serve as a venue for changing art exhibits, changing art demonstrations (such as pottery wheel throwing), and changing community exhibits on environmental or cultural history themes. Students and teachers could publicly create and share their art, photography, writing, and environmental efforts.

Crystal Cove's underwater park is an important feature of the coastline and has special interpretive and educational potential for visitors. An Underwater Park Education Center at the Historic District can realize this unique potential. This proposed facility would involve many aspects including exhibit displays as well as a unique underwater video internet broadcast program. Interim Crystal Cove visitor use locates underwater park programs in 'The Store' which is proposed to be the Exhibit Facility. Further program research and development is needed to define future facility needs. It is anticipated that the Underwater Park Education Center should continue to be combined with another interpretive facility such as the Exhibit Facility and/or Visitor Orientation Center.

Visitor Orientation Center

Function: To provide visitor orientation to the Historic District's historic, natural, and recreational opportunities and to provide space for Docents and Park Interpreters to organize and administer their educational programs and support services. (Note: the main room and the front lawn might also serve as a rentable venue for evening or special events).

Description:

- CCHD visitor orientation, group programs, school programs, special events, interpretive staff administrative duties, Crystal Cove Interpretive Association activities, volunteer and docent coordination, and outside events and activities.
- Main exhibit and general information facility about the Crystal Cove Historic District.

Recommended Staffing:

- 1 or 2 park volunteers on a daily basis
- Park staff (ranger, interpreter, lifeguard) would use facilities for visitor programs or events.



Facility Guidelines:

- Interior exhibit area that could also serve as an indoor meeting/activity area or AV presentation room for up to 15 visitors at a time.
- Flexible wall exhibit space
- Audio-visual presentation capabilities (screen, speakers, wiring)
- Outdoor gathering/staging/meeting area for interpretive group tours (20 people)
- Staffing counter where docents or staff can answer visitor questions, provide information on CCHD programs, handout brochures or maps. Telephone is needed near counter.
- Storage area for park information materials (brochures, maps, books, etc.)
- Office space for 2 to 3 office desks with chair, telephone, computer with internet access/high speed data line, printer, file cabinet
- Kitchen area (equipped with range, oven, refrigerator, food preparation countertops) for group or special event activities.
- Restroom (or close access to). 2 minimum.
- ADA compliance
- Vehicular access
- Storage area for 40 fold-up chairs and 5 fold-up tables (meeting/exhibit room). This could be in a nearby structure such as the garages instead of the cottage.

Location Guidelines or Considerations:

- Must be located along primary public CCHD beach access route. Should be located before visitors reach the dispersal intersection at the automobile bridge.
- Vehicular access for visitor, equipment, or materials drop-off is desirable.

Archive Center and Docent/Interpreter Annex

Function: To provide work, storage, library, and research space for park staff, docents, and interested individuals to increase understanding and accessibility of CCHD historical information.

Description:

- Facility will also serve as a study and storage area for interpretive reference materials.
- A facility for docents and the park interpreter to organize and administer their educational programs
- Office and reporting location for CCHD docents.

Recommended Staffing or Estimated Capacities:

- 1 docent supervisor or lead person
- 2-4 docents

Facility Guidelines:

- Office space for one desk with chair, telephone, computer with internet access, printer, and file cabinet.
- Small meeting room for 6 persons
- 1 small work or conference table with chairs
- Reference library area
- ADA compliance
- Break room
- Storage area for tour and archival materials

Location Guidelines or Considerations:

- Should be near where anticipated CCHD interpretive and education programs will occur.
- Consideration should be given to locating the archives away from the creek and potential flooding (cottage is one possibility).
- Vehicle access or drop-off area.

Outdoor Multi-use Commons



Function: To provide informal outdoor classrooms, spaces for youth programs, staging areas for historical and nature walks, and spaces for special events.

Description: Multi-purpose outdoor commons/meeting area for CCHD programs or events. Adjacent cottage(s) may serve as support facilities for Outdoor Commons activities and events. This could include (but is not limited to) storage for educational equipment, audio-visual equipment, public address systems, etc.; simple food preparation or serving areas; or temporary offices/accommodations for program/event/research preparation.

Recommended Staffing or Use Capacity:

- None required at meeting area. The CCHD activities/event coordinator located in the Park Operations/Management Support (Park Ranger) office will manage this area.

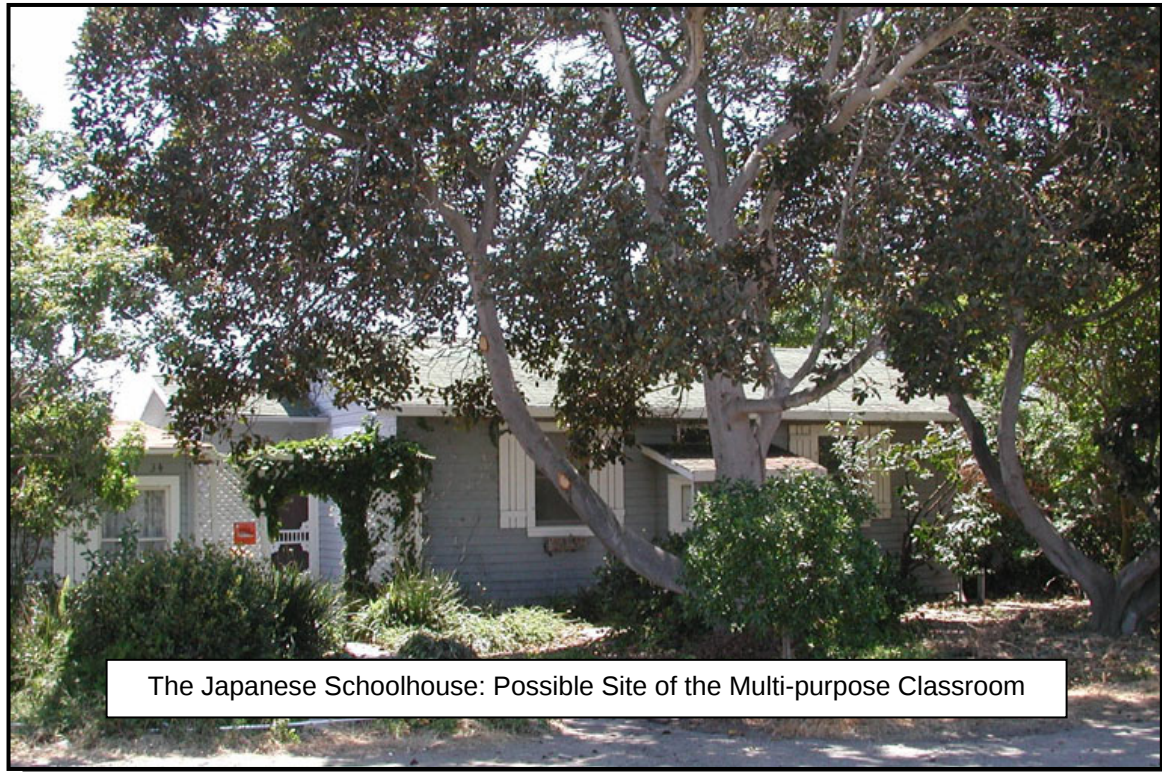
Facility Guidelines:

- Outdoor area without any interrupting barriers
- 30 person occupancy
- Tent or ramada-like covered stage or focal point typical of temporary period beach structures that can also serve as a quiet semi-enclosed space for interpretive or other educational presentations or pre-tour orientation.
- ADA compliance
- Optional public address system set-up
- Optional outdoor A/V capability for evening programs or activities.
- Low-key area and access lighting for evening programs and activities
- Adaption of cottages as Flexible Office Facilities adjacent to the Outdoor Area to support interpretive or special event programs or activities may be provided if available and practical.

Location Guidelines or Considerations:

- Walking distance from the primary visitor access corridor (but not adjacent to it)
- Walking distance to restrooms
- Walking distance and ADA accessible route to visitor center and docent facility.
- Operations vehicle access for equipment drop-off
- Distance or buffering from ocean sound and beach noise.
- Space should have a view out to another part of CCHD to visually connect it to the rest of the enclave
- Connection to other paths, trails, or sidewalks is desirable.
- Close proximity to indoor meeting space is desirable but not necessary.

Multi-purpose Meeting/Classroom Facility



Function: Indoor meeting/classroom space for CCHD or community programs/events

Description: Multi-purpose indoor meeting area/classroom for CCHD interpretation and education programs, State Park training programs, local community meetings/activities, exhibitions, and special event activities. May be a source of rental income from certain user groups and uses.

Recommended Staffing or Use Capacity:

- None required at meeting/classroom facility. The CCHD activities/event coordinator located in the Park Operations/Management Support (Park Ranger) office will manage this facility.
- Group capacities up to 30 people.

Facility Guidelines:

- Interior meeting space for up to 30 people
- Audio-visual presentation capability (slide/power point shows)
- Kitchen/food preparation area
- Restrooms
- Telephone
- Meeting equipment: easel board and paper, white marker board, bulletin board (announcements, schedules, general information, etc.)
- Internet connections for laptop computers and video program transmissions (underwater park cameras)
- ADA compliance
- Storage for chairs, tables, and meeting equipment

Location Guidelines or Considerations:

- Vehicle access for meeting equipment, materials, or exhibit drop-off.
- Passenger van drop-off area

Park and Community Rotating Exhibit Facility



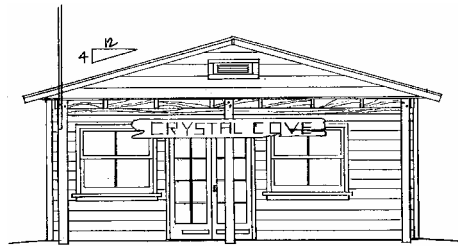
Function: To provide flexible exhibit and interpretive space for changing exhibits related to the resources of the Crystal Cove area.

Description:

- Exhibit/display space for CCHD history, resources, and Crystal Cove-related art for show and/or open for sale.
- No dedicated cottage is recommended for long-term art displays.
- Daily display of artwork will be distributed among village center cottages.
- Special event exhibitions can use village center cottages (exhibit/demonstration facility, classroom/meeting facility, concession facility, visitor facility, etc.) and facilities as well as outdoor areas.

Recommended Staffing/Estimated Visitor Capacities:

- No staff required for daily displays in village center adaptive use cottages (visitor center, indoor classroom/meeting facility, Crystal Cove store/snack bar).
- Staff for special event exhibitions or fundraisers will be determined on an as-needed case by case basis.



Facility Guidelines:

- Wall space and/or pen exhibit area for display of paintings, drawings, sketches, and other Crystal Cove related artwork.
- Storage area for artwork
- Lighting system for art exhibit area
- ADA compliance

Location Guidelines or Considerations:

- Within Crystal Cove village center cottages.
- Vehicle access for transport of artwork or exhibitions.



The "Store": Proposed site of the Exhibit/Demonstration

Crystal Cove House Museum



Cottage #28: Potential House Museum or Overnight Accommodation

(Further evaluations are needed to determine an appropriate cottage for this program.)

Function: To provide visitors with the opportunity to experience a cottage restored and furnished to one or more historic period(s).

Description:

- Interpretation of the sub-themes beyond the primary CCHD theme that will be provided in the Visitor Center. These include the underwater park and marine resources, house museum that contains Crystal Cove artifacts.
- Interpretive and educational

Recommended Staffing or Estimated Capacities:

- No staffing, self guided visitor facility
- Occasional docent presence

Facility Guidelines:

- Should be one of the more distinctive or prominent cottages in Crystal Cove if possible
- Minimum of three rooms large enough (approximately 100 sq. ft.) to display artifacts from different eras of Crystal Cove.
- ADA compliance

Location Guidelines or Considerations: Accessible by primary or secondary pedestrian circulation routes

Overnight Accommodations Program



This program provides general public access to affordable short-term overnight accommodations in the Historic District's beachside cottages. Through this program people from most income levels will have a unique opportunity to spend a few nights in this historic beach recreation community. The emphasis of this program is to offer a delightfully different and affordable beach recreation experience. People can relax in the secluded casual community atmosphere of Crystal Cove.

Most people who visit Crystal Cove are charmed by its quietness, quaintness, and slow pace. It is as if we are stepping back fifty or more years to a simpler and less stressful time. As discussed earlier, State Parks wants to preserve this ambiance for day-use and overnight users alike. The facilities and operation of the Overnight Cottage Accommodations Program must be carefully planned and managed in order to preserve this sense of quiet refuge and retreat.

State Parks envisions that visitors will be coming to Crystal Cove's overnight cottages for the same reasons they come to camp in a major park, namely as a destination retreat and a temporary change of lifestyle that contrasts with their everyday lives. This is exactly why beach campers came to Crystal Cove first in the 1920s. Accordingly, State Parks wants to encourage people to stay on the site and savor their retreat at Crystal Cove and avoid using their cars as much as possible during their stay. This is desirable for two reasons. First, leaving the cove to drive on the busy Coast Highway breaks the continuity of the visitor's retreat experience. Secondly, if visitors are parking their cars in the Los Trancos parking lot there is a considerable distance to cover going back and forth which is an inconvenience for the visitors and adds to the activity in the

Historic District. To make it possible for overnight visitors to leave their cars parked for all or most of their stay, State Parks must provide availability of food service or cooking facilities in addition to parking lot security. See Concession Program section for description of proposed food service in CCHD (café/snack bar and beach store).

An option for providing for the meal needs of overnight guests they require and desire is to provide cooking facilities and let guests bring their own food. This option certainly presents its own challenges but they can be overcome with careful planning and management. Monitoring of cooking activity affects on historic fabric should be done as apart of overnight cottage management. If there are significant adverse impacts on historic fabric or hazard potentials, the availability of cooking facilities may need to be adjusted or curtailed.

The main challenges to providing cooking facilities seem to be: 1) fire danger, 2) cost and maintenance of appliances, 3) clean-up and security of cooking and eating utensils, 4) the visitor's inconvenience of getting the food to the cottage along with their luggage, and 5) increased refuse collection. The fire danger could be reduced by using electric appliances only. The clean-up and security of cooking and eating utensils could be covered by a security deposit and a quick inspection. The other two concerns would have to be accepted as the cost of this solution.

Guest cooking facilities could be designed at three different levels to match the various types of accommodations being offered.

Dormitory-style accommodations should have a central common cooking and dining area to facilitate the group experience desired by visitors seeking such accommodations. This would also help keep such accommodations inexpensive.

Individual-style accommodations might have two levels of cooking facilities. The smaller, lower-cost accommodations could have a mini refrigerator, a microwave, and a sink. The larger, higher-cost affordable accommodations, which might serve a larger family, could have a full-size refrigerator, electric range, and sink and be outfitted with simple cooking and eating utensils.

All of these modern but modest cooking and dining alternatives would help promote the self-sufficient beach vacation experience that four generations of Crystal Cove vacationers have enjoyed in these cottages.

Note on the number of rental units: the primary rental consideration is actually the number of "keys" or separate rental spaces and not the number of cottages. A fair number of existing cottages have multiple separate "keyable" subunits or might be easily subdivided.

In order to provide affordable low-cost overnight accommodations at the Crystal Cove Historic District, the overnight accommodations rate structure will use the following parameters:

Exhibit 3: Crystal Cove Historic District Preservation and Public Use Plan

- The rates charged for overnight accommodations shall be maintained at a rate comparable with fees charged at similar State Park facilities and lower than average rate for overnight accommodations in the local market area.
- Overnight accommodation program revenues shall strive to meet the minimum level of operating budget necessary for staffing and other costs.

Overnight Rental Office, Resident Manager's Quarters, and Registration



Function: To provide overnight accommodation registration services and an overnight manager's residence for management and operation of all Crystal Cove overnight accommodations (family cottage rentals, rustic cottage rentals, and dormitory accommodations). The manager will also coordinate with overnight accommodations housekeeping/maintenance staff.

Description:

One combination overnight registration office and manager's residence.

Recommended Staffing/Estimated Visitor Capacities:

- One resident manager and family (approximately 4 persons total)
- Registration counter should be able to accommodate up to 3 visitor check-ins at a time

Facility Guidelines:

- Overnight accommodations office and registration counter
- Resident Manager's Quarters and Restroom
- Short-term Visitor and Staff Parking
- Parking for a shuttle tram or vehicle for visitor service
- Smoke alarm monitor connected to all overnight units
- Parking for manager's private vehicle (one minimum, two preferred)
- ADA compliance

Location Guidelines or Considerations:

- Visitor registration parking for standard and ADA vehicles should be close by.
- Minimize overnight registration vehicular traffic impacts on village center circulation if possible.
- Registration office may be in a building separate from (but adjacent to) manager's residence depending on selected buildings.
- Close to a portion of the overnight units is desirable for visitor service and additional area surveillance.

Overnight Rental Housekeeping, Maintenance, and Storage

Function: To provide cottage rental housekeeping/maintenance support services

Description: Reporting and storage location for staff

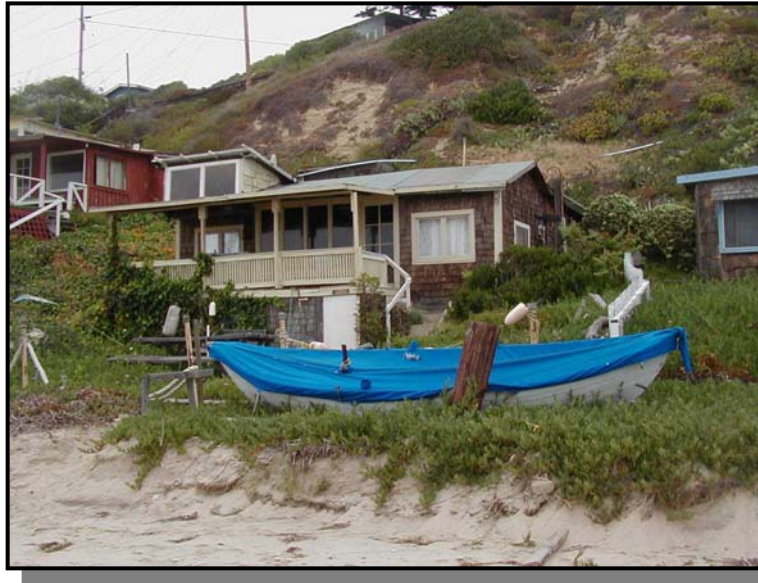
Recommended Staffing/Estimated Visitor Capacities: 1 to 4 overnight accommodations housekeeping/maintenance staff and shuttle vehicle driver.

Facility Guidelines: Office Space, Storage Space, Restroom, Short-term Staff Parking

Location Guidelines or Considerations:

- Vehicle access for transport of housekeeping/maintenance equipment or materials.
- Vehicle access for deliveries.

Individual-style Accommodations



Function: To provide affordable overnight accommodations for people who want privacy

Description: Unique and affordable seaside cottage overnight accommodations for general public park visitors, visiting instructors, guest lecturers, researchers, and education program participants (similar to an Elder Hostel Program).

Recommended Staffing/Estimated Visitor Capacities:

- 1 resident manger (may also manage hostel accommodations)
- 2-4 non-resident housekeeping/maintenance staff

Facility Guidelines:

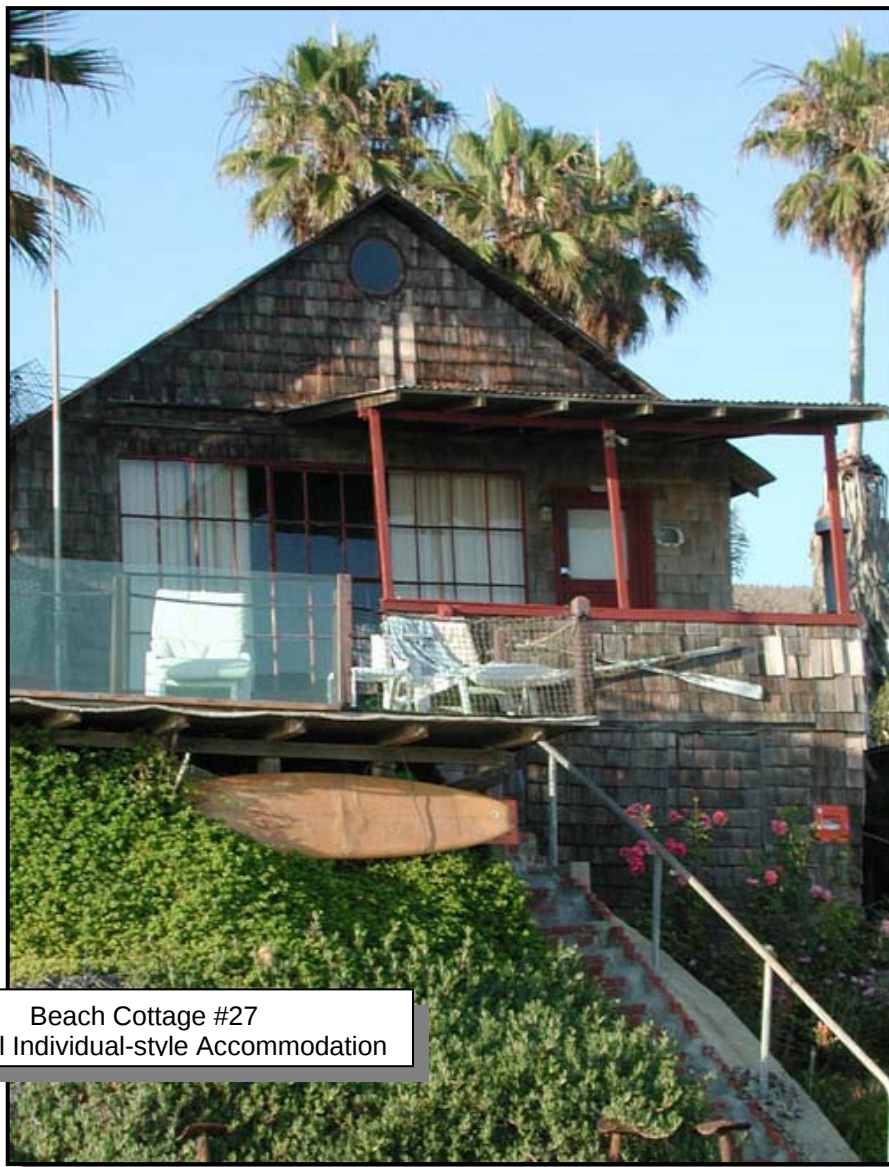
- Overnight whole cottage or studio/duplex unit rentals with a range of different accommodation levels (size, number of rooms, full utilities, no utilities, location, etc.)
- Minimum 2 ADA accessible cottages. A minimum of one cottage for each different CCHD location/visitor experience (beachfront and blufftop.) to provide same variety of experiences that is available to all other overnight visitors.
- 1 administration office/overnight manager residence. This will serve as the reception check-in office for all CCHD overnight visitor cottages. This includes:
 - Office space for check-in counter, 1 office desk w/ chair, telephone, computer with internet access, printer, fax machine, cash register/drawer, security safe, file cabinets
 - 1 bedroom minimum (2 preferable)
 - Kitchen
 - Bathroom
 - Living room
 - Garage/parking space for 1-2 vehicles

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

- 1 Housekeeping/maintenance/supplies storage facility. This includes: office space for 1 desk w/ chair, telephone, file cabinet, and storage space (supplies, tools, equipment)
- Garage for 1-2 housekeeping/maintenance vehicles (such as small light duty vehicles, possibly electric “Cushman” type)

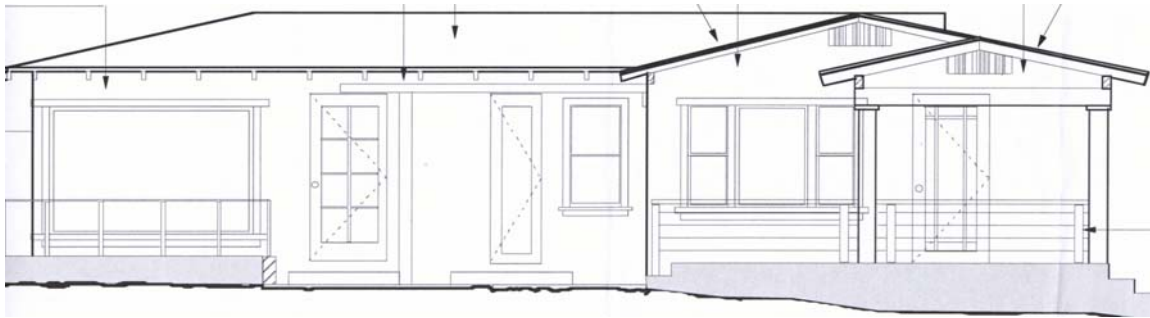
Location Guidelines or Considerations:

- Visitor access from a primary or secondary vehicular access route
- Administration/resident manager and housekeeping/maintenance storage facility require vehicle and ADA accessibility
- Housekeeping/maintenance facility should have vehicle access for deliveries.



Beach Cottage #27
Potential Individual-style Accommodation

Dormitory-style Accommodations and Commons



Function: To provide very low cost informal overnight accommodations for individuals and groups who don't mind sharing a room with people they may or may not know

Description: Overnight cottage accommodations grouped and adapted to a hostel or dormitory style operation. This could be an alternative to an individual cottage rental arrangement.

Recommended Staffing/Estimated Visitor Capacities:

- 1 resident manager (this may also be the overnight accommodations manager)
- Dormitory accommodations

Facility Guidelines:

- Reception/registration/manager's office area
- Residence for the overnight manger
- Dormitories accommodations (in various arrangement/configurations if possible).
- ADA compliance
- Secure storage area for visitor's bicycles

Location Guidelines or Considerations: All hostel buildings and elements should to be grouped together for effective management, operations, security, and visitor orientation. They should also be within easy walking distance from one another.

Concession Program

Concession programs are an extension of the Department's visitor services functions and have a similar role. Regardless of the magnitude of the role, concessionaires should be included as a part of the CCHD vision in a manner similar to staff and volunteers. Concessionaires should play a supportive role in enhancing the role of State Parks in protecting and interpreting the natural and cultural resources and providing quality recreation and visitor services. Concessions can help provide appropriate services that the Department may not have the resources or expertise to provide.

The intent of concession services at CCHD should supplement the park staff's efforts to enhance the visitor's experience within CCHD. The concession program may include: food service, beach supplies and rentals, visitor transportation (such as shuttle services), management of overnight accommodations, and other visitor services. Any concession service that is established in the park and the Historic District will comply with the Department policies and be under the guidance and control of the Department. It will be vital to provide strong direction to concessionaires to comply with the vision of the PPUP and support efforts to retain the historic character of the CCHD.

Specifically, a concession is a contract with persons, corporations, partnerships, or associations for the provision of visitor services, products, facilities, programs, and management that will provide for the enhancement of park visitor use, enjoyment, safety, and convenience. Concession services, programs, and developments must be compatible with a park unit's classification and general plan provisions.

Overnight Accommodations Management

Concessionaires may provide effective and appropriate management services for the overnight accommodations program. See the overnight accommodations program section for a detailed description of functions, services, arrangements, staffing, and facilities.

Crystal Cove Food Service and Beach Store

As a part of supporting the continuity of visitor's experience and stay at the Crystal Cove Historic District, it is important to provide food service and a beach store to provide for certain visitor needs. To make it possible for overnight visitors to leave their cars parked for all or most of their stay, it is vital that food service be available on site. A year-round café serving three meals a day could provide for the needs of overnight cottage visitors as well as day-use visitors. Overnight visitors in the morning may want

the opportunity to walk over to a cottage café get some coffee, juice, or breakfast and watch the ocean and early morning surfers. During midday, there would be a mix of day-use and overnight visitors having lunch and watching activities on the beach and the surf. At dinnertime, after having spent the day exploring the park or relaxing in the Historic District may want an affordable hot meal while sitting out on the café patio or deck, watching the ocean sunset or sharing experiences with other overnight visitors. Further investigations are needed to determine if such a café is economically feasible, or sufficient to meet the needs of overnight guests. If a full-time café is feasible, it should be in scale and in character with the rest of the Historic District and fulfill a supportive role to the PPUP vision and the other programs.

A Beach Store, even if seasonal, may meet the needs of most day-use visitors and could meet some of the lunch needs for overnight guests. A Beach Store provides Crystal Cove visitors the opportunity to purchase needed incidentals, snacks, sandwiches, and refreshments. It could also be a small café that could offer affordable meals to both overnight and day-use visitors. The concession would be small and may be open only during busy times of the week and year. The concession can provide an important focal point and encourage a sense of community as well as providing food and refreshment. This program could be included in any future concession agreement for the “Shake Shack” facility or it might be operated as part of the Overnight Cottage Rentals Program. A staircase connecting the Historic District with the Shake Shack on the Coast Highway would allow visitors to access that facility when the Beach Store and Snack Bar/Cafe Concession is not open on certain days or seasons.

Function: To provide day-use and overnight visitors the opportunity to purchase needed incidentals, modest food services, and refreshments.

Description:

- Small informal CCHD food service/beach store providing affordable food service and visitor/beach supplies for day-use and overnight visitors. Food service may provide take-out service or limited meal service for overnight guests.
- The store would provide beverages, packaged snack foods, sundries, beach related goods (sun screen, sunglasses, hats, postcards, etc). It could also provide beach rental gear such as boogie boards, snorkel and fins, and beach umbrellas.

Recommended Staffing/Estimated Visitor Capacities: To be determined by concession proposal/RFP process.

Facility Guidelines:

- Kitchen/food preparation area
- Counter and cash register
- Shelving for retail goods
- Utilities service (telephone, water, electrical service)
- Storage area for retail goods, supplies, and rental gear.
- Access to public restrooms
- ADA compliance

Location Guidelines or Considerations:

- Walking distance proximity to primary visitor activity areas (the beach, visitor center, etc.)
- Walking distance accessibility from a primary or secondary access routes
- Dining area views of Crystal Cove and the ocean
- Vehicle access for deliveries
- Outdoor and indoor dining areas



COMMUNITY INVOLVEMENT

An effective integration of recreation and preservation can only be realized by building a cooperative relationship between the local community and State Parks

The CCHD mission statement reflects the dynamic blending of resource preservation and resource use that is the challenging mandate of State Parks. Resource preservation and public use need to work together. Current and expected educational and recreational benefits justify the expense of preserving the Historic District while at the same time the preservation of the Historic District's values perpetuates the educational and recreational benefits people come to enjoy. State Park staff can manage this delicate balancing of public access and resource protection only with public support, cooperation, and involvement.

As the managing agency of Crystal Cove State Park's historic, natural, and recreational resources, State Parks provides administrative, preservation, planning, construction,

interpretive, operational, and fiscal resources. The local community provides invaluable creativity, ideas, energy, talent, experience, affection, and concern for this “slice of paradise.”

The complementary resources of both the local community and State Parks are needed to effectively transition the Historic District from private tenancy to a public use community focused on preservation, recreation, and education.

This transition began occurring immediately after the July 8, 2001 departure of the remaining tenants. The Interim Preservation and Protection Plan was then initiated to stabilize the historic resources, clean up the site, renovate a number of cottages, and provide site security. The park staff soon began giving guided tours of the cottages so that the public could get to know their cottages from the inside and to help them imagine how they might be adapted for full public use. The CCHD began to function for the first time as a truly public space despite the on-going preservation and protection work.

A number of highly successful and well-attended public special events have occurred in the CCHD since July 8 which give us a taste for the potential for melding public uses and benefits with long-term preservation of Crystal Cove’s historic resources and traditional ambiance. These events included an arts fund-raiser, a celebration of the Underwater Park complete with live interactive video connection between visitors and park divers, a dedication of the temporary visitor center, and a Christmas tree lighting.

These special events continued an old Crystal Cove tradition (the Christmas tree lighting) and began some new ones. These events make clear the great local interest, love, and support for Crystal Cove and the desire of locals and non-locals alike to enjoy and be involved with this special place.

As the work of the Interim Preservation and Protection Plan is completed, the public’s access and opportunities will be expanded with more public programs using temporary facilities. This *Preservation and Public Use Plan* will help guide these interim efforts until funding is available for implementing the improvements delineated in this plan.

The public’s involvement and support will continue to be important after State Parks have an approved plan to complete the transition to a public-use Crystal Cove community. Funding for the implementation of this plan’s vision and proposals will likely be proportional to the public’s enthusiasm for these proposals. There will be increasing needs and opportunities for volunteers and docents to get involved with their time, energies, and talents in improving, maintaining, and interpreting Crystal Cove’s historic, cultural, and natural resources.

Specific opportunities for volunteers and docents will become more clear as the CCHD becomes more developed and as visitors, park staff, and volunteers and docents interact more in the coming months and years. Volunteer opportunities may involve staffing the orientation center and other interpretive facilities, doing historical research, fund-raising, improving and maintaining interpretive and archival collections, giving

tours, and maintaining the charming flavor of the historic landscaping and cottage exterior decorations.



SUSTAINABLE DESIGN

Although historic preservation guidelines (particularly retention of historic integrity) will be the primary criteria for future rehabilitation and management actions, other design principles and criteria such as sustainable design will also be a part of planning, rehabilitation, and operations at Crystal Cove. A widely used definition of sustainable development is a “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. With regard to design, project implementation, and management, Governor Gray Davis’ Executive Order D-16-00 on sustainable design offers a more specific definition of sustainability: “...to site, design, deconstruct, construct, renovate, operate, and maintain buildings that are models of energy, water, and materials efficiency; while providing healthy, productive, indoor environments and long-term benefits to Californians”. For state park projects such as Crystal Cove, this definition will be extended to site development and outdoor environments. The objectives are to implement the sustainable building goal in a cost effective manner, while considering externalities; identify economic and environmental performance measures; determine cost savings; use extended life cycle costing; and adopt an integrated systems approach. In preparing implementation projects, sustainable design can be incorporated into future Crystal Cove rehabilitation by addressing the following key principles and practices:

Sustainable Sites: Minimize the negative environmental impacts of site rehabilitation and development.

- Re-use buildings instead of constructing new ones where feasible. Adaptive re-use of the CCHD buildings extends the life of existing historic buildings and reduces the amount of new development.
- Re-use or rehabilitate existing developed sites and avoid developing new improvements that may impact cultural resources, sensitive species, habitats, wetlands, or cultural resources.
- Should have access to public transportation. This already exists at Crystal Cove with the Orange County Transit District (OCTD) bus stops located at the CCHD entrance-PCH signalized intersection.
- Minimize building footprints.
- Plant drought tolerant vegetation in non-historic setting areas. (Exotic/ornamental vegetation in the Historic District, and in specific areas around the cottages, is often a part of the historical landscape.)
- Minimize impact during construction. Use site sedimentation and erosion control plans. Limit heavy equipment access.

Safeguarding Water: Conserve water and protect water quality.

- Use municipal sewer systems instead of on-site septic sewer systems
- Reduce quantity of stormwater runoff and improve the quality of runoff.
- Use pervious surfaces in site development.
- Plant indigenous vegetation where appropriate.
- Integrate vegetated filter strips and grass swales.
- Use reclaimed water or recycled water for landscape irrigation.
- Use water-efficient irrigation design and systems for landscaping.
- Use low-flow fixtures

Energy and Atmosphere: Design for energy efficiency and consider use of renewable resources.

- Use occupancy sensors.
- Use energy efficient equipment and fixtures.
- Eliminate CFCs and HCFCs
- Site circulation patterns that encourage pedestrian movement and reduce energy consumption

Materials and Resources: Minimize the life-cycle impact of materials.

- Practice effective waste management (recycling).
- Specify use (throughout project and operations) in accordance with preservation guidelines of:
 - Rapidly renewable materials.
 - Certified wood.
 - Recycled content materials.
 - Low emitting materials
 - Durable materials

Indoor Environmental Quality: Enhance the health and comfort of building occupants.

- Provide for occupant control of lighting, airflow, or operable windows.
- Maintain access to the daylight and outdoors.
- Use materials with low emissions.

Incorporation of these principles and practices into CCHD's design, rehabilitation, operation, and maintenance will also enhance environmental education programs at Crystal Cove by demonstrating what sustainable design is and how it can be incorporated into a historical setting.

The benefits of these sustainable design concepts and practices include:

- reducing operating costs through less energy consumption
- promoting better health of the building occupants (less hazardous materials, low-emitting materials, interior climate conditions) and site visitors.
- increasing operations and maintenance efficiency (more durable products, less maintenance with toxic substances, lower maintenance costs from resource and energy conservation)
- increasing environmental benefits (conservation of natural and cultural resources and reduced waste).

HISTORIC LANDSCAPE MANAGEMENT PLAN

Crystal Cove's cultural significance lies not only with its individual buildings and site features, but in the overall impression of how these buildings and features work together. As a National Register property, this combination of resource elements and features is identified as a cultural landscape. Crystal Cove is a particular type of cultural landscape that is identified as a *historic vernacular landscape*. This is a landscape that:

"...evolved through use by people (or groups of people) whose activities or occupancy shaped it. Through social or cultural attitudes of individuals, families, or communities, the landscape reflects the physical, biological, and cultural character of everyday lives." (Birnbaum 1993:2)

The type of treatment recommended for the CCHD is rehabilitation because it allows for appropriate and viable adaptive public use. Rehabilitation as a historic preservation treatment is defined as:

The act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

As a part of carrying out the cultural resource preservation objectives of the PPUP, a *Historic Landscape Management Plan (HLMP)* will be prepared for the Crystal Cove Historic District. This management plan provides site-specific guidelines for the rehabilitation and long-term management of the CCHD and all its contributing features

and elements. These guidelines should be consistent with *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. Furthermore, the guidelines should also be consistent and coordinated with the rehabilitation treatment for the contributing buildings and structures. The management plan should be a dynamic document that is continually updated and refined. The plan itself could be placed in a three-ring binder that allows for easy revising or updating. The management plan would generally identify the following as it applies to the Crystal Cove National Register Historic District:

1. Identification and approval of treatments or actions that are in compliance with federal and state historic preservation standards.
2. Specific historic property treatments best suited for individual areas within the Historic District.
3. Identify all contributing features and cultural landscape elements to the National Register Historic District.
4. Identify historic landscape treatments that are compatible with historic building rehabilitation treatments and create a holistic approach to the historic district resources.

The Historic Landscape Management Plan should address the following topics:

- Overall historical landscape concept and management approach for the Crystal Cove Historic District.
- Historical research of the Crystal Cove landscape and site.
- Description of Historic Landscape features and topics (including inventory and documentation).
- Specific historic property treatment for each of the Crystal Cove Historic District planning areas (the entrance and PCH edge, the village center and hollow area, the south beachfront, the north beachfront, and the blufftop). Smaller sub-areas may also be addressed. Consideration should also be given to transition areas on adjacent coastal terrace areas.
- Contemporary landscape features and topics.
- General Horticultural Management (including irrigation and integrated pest management).
- Evaluation of the impacts of proposed rehabilitation on archeological resources.
- Native Vegetation and Habitat Management within the Historic District and in adjacent vegetation transition areas.
- Los Trancos Creek management.
- Strategies for on-going maintenance.
- As with the rest of the PPUP, consideration should be given to the other PPUP objectives (sustainable design, ADA accessibility, fire protection, water quality, etc.) in developing the HLMP.

The management plan should be a source both for making informed decisions about preservation treatments for the CCHD and for guiding management, maintenance, and interpretation. Furthermore, this plan should be included as a part of a first phase implementation so that adherence to HLMP guidelines and concepts becomes an established part of Crystal Cove program procedures.

SITE CONCEPTS



Site use concepts establish important interconnected approaches to adapting the Historic District to public use in ways that preserve and enhance the visitor experience of Crystal Cove. This plan proposes six site concepts: 1) Use Los Trancos as staging area and office site; 2) Enhance the sense of arrival; 3) Limit vehicles in the Historic District; 4) Encourage community experience in the Village Center; 5) Provide a variety of affordable overnight accommodations; and 6) respect natural beach processes when rehabilitating beachfront areas. These site concepts specify how the plan will physically implement the Crystal Cove vision on the site. The site concepts are linked together in a way that is mutually supportive, similar to how this plan's four programs and functions are mutually supportive. This interlacing helps weave each of the site concepts and programs together into a unified whole.

The plan's overall site concept is to protect and revitalize the isolated historic coastal enclave of Crystal Cove by establishing appropriate public uses inspired by the resources, activities, and communities that are a part of its origins.

Since a primary goal is to preserve historic character, this plan's recommendations will not result in major physical changes within Crystal Cove. Instead, the site concepts will establish the pattern and intensity of use as well as the form and location of access for

public adaptive use in a manner that promotes preservation. Existing landforms within the Historic District will remain the same and the ambiance of Crystal Cove as a small rustic coastal enclave located along a natural open space coast will continue. Some modifications will be necessary for the entrance circulation on the northern coastal terrace to achieve the primary preservation objectives for the Historic District. In addition to the landform, Crystal Cove's unique character is defined by the historic buildings, features, and vegetation as well as the materials that make up the Historic District's patterns, textures, and vernacular detail. All of these elements help convey the relationship that existed between the land and its past inhabitants. The intent of the site rehabilitation vision is to impart this experience to present and future visitors.

The adaptive use site concepts recognize and preserve the intrinsic characteristics that make the Historic District such a unique place. Although there will be a need to periodically refine program and facilities requirements as circumstances evolve over time, the site concepts should remain constant in order to preserve the character and appropriate use of Crystal Cove. The following are this plan's specific site concepts:

Use Los Trancos as a staging area and interpretive/park office site

This concept establishes Los Trancos as the visitor staging area for the Crystal Cove Historic District and the site of a satellite park office. Designating the Los Trancos parking area on the inland side of PCH as the primary public visitor arrival location for the Crystal Cove Historic District will greatly reduce vehicle use and congestion in the Historic District. This is essential for effective functioning of new Historic District uses and other site concepts because there is insufficient area in Crystal Cove for public vehicular access and parking.

Any attempt to provide general public parking or public vehicular access to the beach would adversely affect the very character of Crystal Cove that State Parks wants to preserve. Vehicular parking within CCHD is very limited. What space is available will be designated for authorized vehicles, ADA visitors, and short-term parking (overnight visitor registration, visitor drop-offs, and deliveries). Therefore, the primary visitor parking area needs to be outside of CCHD and at the inland Los Trancos location. This designation will also be more practical for visitors arriving in groups or buses (such as school groups). The Los Trancos area provides sufficient room for parking of all sizes of vehicles. Furthermore, there is also adequate space for staging group tours to Crystal Cove.

Establish Los Trancos as the visitor staging area and the site of a satellite park office.

Using the existing large parking area at Los Trancos as the staging area for the majority of visitors arriving by vehicles will keep most vehicles out of the Historic District. Retaining the interim office in Los Trancos as a permanent facility continues to provide security as well as interpretive and park office space. Permanent use of the Los Trancos Office shall be primarily limited to the Historic District or Crystal Cove State Park dependent functions.

Limit vehicular traffic and parking

This concept limits vehicular traffic and parking within Crystal Cove to preserve the solitude and pedestrian character of the area. Crystal Cove's spirit of place and charm is due to its quiet unhurried atmosphere. Much of this atmosphere is derived from the predominance of pedestrian movement over vehicular movement within the Crystal Cove site. The lack of vehicular traffic congestion will be essential in preserving the quiet unhurried character of the area. The limited road layout discourages vehicle traffic and helps contribute to its human-scale development and pedestrian feel. Limited vehicular movement within CCHD is another characteristic that sets it apart from contemporary American urban environments shaped and dominated by the automobile. In order to preserve this quiet, slower-paced ambience, walking will be the primary way of getting around within the Historic District.

Enhance the experience of arrival

This concept makes arrival at the Historic District an important part of the visitor experience. The Crystal Cove experience is unique and memorable partly because of how one arrives there. Maintaining this experience of arrival is essential to preserving its "spirit of place." The sense of anticipation generated through a progressive access experience in a historic seaside enclave that culminates with the arrival at the ocean is a part of the emotional connection that visitors have of Crystal Cove as a special place.

Getting to Crystal Cove Beach is an experience of moving through a series of transition spaces (with identifiable thresholds between each space) as one approaches the beach and ocean destinations. State Parks will preserve this unique access and heightened sense arrival at the beach by maintaining the experience of sequential transition spaces to the beach, each one successively revealing more of Crystal Cove's character.

The primary access for visitors will begin from the inland Los Trancos parking area. This existing parking area is located approximately 1,500 feet north on the inland side of PCH. Meeting Crystal Cove's large primary visitor parking needs on the other side of the PCH from the Historic District helps preserve Crystal Cove's rustic character. This will also reduce the amount of vehicular traffic, particularly buses, in Crystal Cove. Most visiting individuals and groups will leave their vehicles in this location.

Accessibility for disabled visitors will be provided in the CCHD and to its programs. Accessible parking is included as a part of this. The PPUP proposal includes accessible parking in the Historic District to meet this objective. If a permanent alternative access, such as an accessible shuttle service, is established that adequately serves CCHD programs and ADA compliance, the Department may (after appropriate evaluation) relocate the CCHD accessible parking to the Los Trancos area to strengthen other site concepts such as limiting CCHD vehicular traffic and parking. Consideration should be included in the site planning that would allow for resumption of CCHD on-site accessible parking in the event that alternative access is interrupted or discontinued.

The CCHD and its programs will be made accessible for disabled visitors through various site provisions and program actions. Provisions for parking will be made in the historic district where appropriate, and consideration given to other alternatives such as an accessible shuttle service from the Los Trancos area. The Department will comply with accessibility requirements for buildings, paths of travel, and parking that serve CCHD programs and visitor activities, while it strives to meet other objectives, as well. One of these objectives is to minimize vehicular traffic and parking within the historic district. Consideration should be included in the site planning that would make parking accommodations easily adaptable for enhancement of the historic landscape, if other acceptable provisions can be made outside the historic district.

Those visitors who leave their vehicles in the Los Trancos parking lot would walk from the parking area down an access trail to the Los Trancos Creek-PCH pedestrian undercrossing. This route is not ADA accessible. This converted PCH arch drainage culvert provides safe pedestrian passage under PCH to Crystal Cove.

An alternative CCHD pedestrian access to the undercrossing, particularly in the winter rain season, is the on-grade crossing at the Los Trancos-PCH intersection. Visitors using this route would cross PCH, turn left past the entrance kiosk, and proceed approximately 1,500 feet south into the Crystal Cove Hollow. From this point, a new pedestrian route would lead them into the Crystal Cove Hollow and to the entry kiosk.

Emerging from the undercrossing, pedestrians enter the “Hollow”, an enclosed bowl-shaped area within the Historic District. A short walk up a trail ramp brings one to the beach access road and a hedge of mixed vegetation. The opening in this vegetation made by the beach access road brings one to the first visual threshold entrance into the CCHD. This area provides the first glimpse of Crystal Cove structures. One sees on the right an open dirt parking area and on the left a long low horizontal line of green garages that leads the eye to the next threshold, a road narrowing between Cottages #5, #45, and #00.

Just past Cottage #00 is Crystal Cove’s main crossroads. A left turn leads across a single lane wooden automobile bridge to the southern beachfront area. A right turn leads up a wooden hillside stairway to the blufftop cottages. Straight ahead along Los Trancos Creek is the beach. At this location one begins to hear the presence of the ocean. As one walks the next 100 feet, the sounds and sight of the ocean become strongly evident. The turquoise building, known as the “Yacht Club”, at the mouth of the creek creates the last threshold by partially blocking the view of the ocean from the road. It is not until a visitor stands at the end of the road and next to the Yacht Club that open expansive natural views of the ocean and Santa Catalina Island on the horizon are unveiled. This is the great sense of arrival and reward for taking the walk to Crystal Cove Beach.

Encourage community experience in the Village Center

This concept encourages the experience of community in the Crystal Cove Village Center. Essential to the new Crystal Cove community, as described earlier, will be

establishing a physical community activity center or node around which all visitor activity programs can be located. Locating all visitor serving programs together will make the programs more accessible and facilitate a mutually supportive programmatic relationship. The combination of different visitor activities and opportunities in one area will also help establish a strong recognizable village center identity, feel, and presence.

Visitor use intensity within the CCHD does not occur evenly throughout the site. Rather, it is concentrated in the beach access corridor in the Hollow, the Los Trancos Creek corridor from the automobile bridge to the beach, and the Crystal Cove Beach in front of the south beachfront cottages and along the beachfront parking area north of the creek mouth. This visitor use pattern developed over time. Use intensity and activity recedes as one moves toward the tidepools to the south, to the northern beachfront cottages, to the blufftop, and to the coastal terraces. This general use pattern will be continued as the Historic District Center and Hollow are maintained as the “village center” and the remaining Crystal Cove areas continue as quieter activity areas. The recognition of the “village center” as the heart of Crystal Cove and visitor’s experience will help preserve the character of the area and renew its community vitality.

The Historic District center and Hollow area will remain as the “village center” of the new Crystal Cove community and the focus of visitor program activities. All major State Park operations facilities, Crystal Cove interpretation and education facilities, public activity facilities, as well as the Visitor Services concession facility will be located in this area. Establishing the new visitor serving adaptive uses along the primary access corridor will be key to the vitality of Crystal Cove as it is transformed from a private leasehold area to a public use area. Taking this approach will provide continuity between the Crystal Cove activities of the past and the activities of the future.

Another reason for reestablishing this area as the village center is that this is where most visitors will be because it is the primary beach access corridor. This access corridor provides a spatial axis along which the various visitor-serving programs can be located. Locating the visitor serving programs, such as Historic District orientation, interpretation, education, and concession services, along this corridor will provide the greatest amount of accessibility to programs to the most visitors.

The village center will contain the following adaptive use facilities of the Park Interpretation and Education program:

Park interpretation and education learning complex: comprised of the visitor orientation center, the outdoor commons/classroom/meeting area, the indoor classroom/meeting facility, and the interpretive docent facility.

The outdoor commons/classroom/meeting area is space where interpretive classes, educational talks, or Crystal Cove group activities and special events can occur. The common yard area between Los Trancos Creek and the Cottage 42, 43, and 44 grouping is recommended as the outdoor classroom/meeting area. This location is the obvious choice for interpretive and community activities because it is the physical heart of Crystal Cove and it lies along the main beach access corridor.

This outdoor area will be an important element of the village center for future activities because a vital community needs an outdoor commons, public square, or activity center. Cottages 42, 43, and 44 will help define and support the activities conducted in the outdoor classroom/meeting area. The separation of this commons area from the main beach access route by the creek will help keep beach access activity from intruding on the outdoor classroom/meeting area activities. Locating the common outdoor space next to the main pedestrian beach access route allows passing visitors to observe across the creek any activities that may be taking place. This may encourage visitors to join the activity or participate in a future CCHD program.

Provide a variety of affordable overnight accommodations

Since the acquisition of the park and the completion of the General Plan, one of the great unrealized potentials of Crystal Cove is to provide the public an opportunity for overnight stays that provide some sense of what past inhabitants and visitors have valued and enjoyed about this unique place.

State Parks should provide the simple beach vacation opportunity and sense of community for people “of all ages, income levels, interests, and life styles” that former Crystal Cove resident Christine Shirley described in a December 7, 1979 letter to Assemblyman John Vasconcellos:

The simplicity of our life style contrasts sharply with that of adjacent developments with their expensive amenities. We are truly a neighborhood, and here you will find persons of all ages, income levels, interests, and life styles. Our one common denominator is love for Crystal Cove.

In order to provide this opportunity, a variety of overnight accommodation types will be provided. Each of these different types should be grouped together (as conditions or opportunities allow) for more effective operations. These accommodations **may** include:

- Individual cottage or unit rentals with full utilities.
- Individual cottage or unit rentals with no/limited utilities.
- Dormitory-style overnight accommodations (with full utilities) with shared cooking/eating facilities.

Respect natural beach processes when rehabilitating beachfront areas

This concept acknowledges that in rebuilding the Crystal Cove structures and historical landscape, consideration for the natural processes of the beach areas will guide sustainable rehabilitation and implementation. This means there will be no new developments that would interfere with natural beach processes involving water or sand movement. This is consistent with State Park policies and Resource Management Directives. The following elements are part of this concept:

- Respect the natural processes in the beach areas as a part of rehabilitating the Crystal Cove Historic District.

- Use environmentally sustainable design principles in determining rehabilitation strategies and levels.
- No new shoreline armoring will be built to protect Crystal Cove beachfront buildings.
- The existing boardwalk, the existing retaining wall for Cottage #13, and the existing beachfront parking area edges may be rehabilitated.

SITE DESIGN

Infrastructure

Based on engineering site surveys and evaluations initiated in the early 1990's, most of the utility systems have been determined to be inadequate for public or private use and are in need of repair or replacement. Utility services were originally installed in an informal, improvisational, or haphazard manner without regard to building code compliance or inspection. Rehabilitation and adaptation of CCHD to public use will require complete renovation, replacement, or discontinued service in some areas. Prior to excavation or installation of any replacement underground utilities, CDPR cultural resource staff will be consulted through DPR project review processes to avoid adverse impacts on subsurface cultural resources. A summary of utilities conditions and recommendations is provided below:

Sewer

Sewage disposal in the Historic District consists of individual sewer septic systems for each cottage. Conceptually, this consists of a "tight plumbing system" connecting gray (sinks, basins, and showers) and black water (toilets) to a standard septic tank or leach pit. Although there has not been a detailed examination of each individual cottage sewage disposal system, a fully functional and tight plumbing system does not exist for many of the cottages. In some cottages, the gray water is not connected to the plumbing system and it is assumed to drain into the site. This may account for the lush vegetation in some areas. Numerous cottages have failed septic tanks, leach lines, or leach pits that do not function properly. There are some instances where no septic tanks exist at all. It is unlikely that any existing sewage system complies with current building/health code requirements for septic systems. Furthermore, there does not appear to be adequate space for installing new replacement septic sewage disposal systems.

After the departure of the tenants in July 2001, use of all existing sewer septic systems was discontinued. This was prompted not only by the inadequacy of the existing systems, but also by concerns for potential adverse impacts on local coastal water quality. Interim park use of some of the cottages (staff security housing) was accommodated by the use of temporary sewer holding tanks.

Rehabilitation of the CCHD will abandon all existing septic and holding tank systems and replace them with a new sewer collection system that is connected to the municipal sewer trunk line located along PCH. In anticipation of this, State Parks worked with local

agencies in 1995 and annexed the Historic District area into the Orange County Sanitation District No. 5 to secure municipal sewer service for future public adaptive uses. As a part of mitigation for PCH widening project impacts, State Parks also arranged for the provision of a municipal sewer connection line on the seaward side of PCH for the Historic District. Development of a new CCHD sewer system will be able to connect to this line. Sewer capacities from proposed PPUP adaptive uses and future Crystal Cove Beach use are anticipated to be within capacities estimated in the sewer service agreement.

In certain locations where grouping(s) of rustic overnight cottages are proposed, common restroom/shower facilities will be needed for the overnight visitors. These locations may include the beachfront areas where it may be impractical to extend a sewer system line that may need a lift station (pump) for adequate operation. In these circumstances, alternative self-contained and sustainable toilet/shower facilities should be considered to fulfill this need.

Water

Domestic/potable

Domestic water to CCHD is provided by an existing 8" water line extending under PCH to the seaward side to a metered water service connection. This connection is located just north of the Shake Shack. Existing water service in the Historic District is provided by a water distribution service system installed by former tenants. The system has been haphazardly added to and repaired over the years. There is inadequate water pressure. Some of the water distribution lines are not even buried but are laying on the ground surface.

CCHD rehabilitation will include abandoning the existing water distribution system and replacing it with a new comprehensive water system that will adequately serve the new adaptive uses and complies with current codes. If such above-ground lines or associated structures are determined to be historic features, and service abandoned to these features, the lines may be left in place although inactive.

Fire Hydrant System

There is no existing adequate water system for fire protection purposes in CCHD. Compliance with the State Fire Code will be required as a part of the rehabilitation of CCHD. Compliance will involve a plan and facilities for providing fire protection. Providing a fire hydrant system will be part of Crystal Cove's fire protection plan. Factors that will determine the design of this system will be a combination of the State Fire Code and State Historic Building Code as well as consultation with the State Fire Marshall and local fire protection authorities.

Fire protection plan and facilities is subject to review and approval by the State Fire Marshal. Local fire protection authorities (City of Newport Beach Fire Department) should be included in courtesy reviews during project planning reviews.

Landscape Irrigation

Part of the historical landscape of Crystal Cove is its vegetation. Although there is some native coastal sage scrub species scattered through the Historic District, the vegetation that is characteristic of the Crystal Cove Historic District is comprised of a mixture of non-native ornamental species. Some of these species depend on regular watering. In the past, regular watering was provided by groundwater from the on-site septic systems as well as individual watering by the tenants. Use of the septic system has been discontinued and will be replaced by a new sewer system connected to a municipal sewer service line. The Historic Landscape Management Plan (HLMP) will be addressing appropriate vegetation reestablishment as a part of rehabilitating Crystal Cove's historic landscape. The HLMP will consider strategies and appropriate methods to reestablish and sustain the vegetation in the Crystal Cove historical landscape including the watering needs of vegetation.

Electricity

Electrical service for the CCHD is currently provided by a main underground service line connected to transformer distribution boxes that are in turn connected to existing overhead power lines. The network of overhead lines on old wooden utility poles distributes electrical service to the individual cottages.

Upgraded electrical utility service may be replaced by a combination of new underground service lines and overhead lines from the existing transformer distribution boxes to the individual cottages. The existing wooden utility poles and overhead lines are to be left in place because they are a part of the visual clutter that makes up the historical landscape of Crystal Cove.

Heating and Cooking Utilities and Facilities

Natural gas service was provided to the cottages for both heating and cooking when Crystal Cove was occupied by the tenants. Gas distribution lines ran throughout Crystal Cove and there were individual meters located at each cottage. Upon departure of the tenants in July 2001, gas service to the cottages was turned off, discontinued, and the meters were removed. Existing gas service is currently in the form of a main service line from the PCH slope, crossing overhead Los Trancos Creek, to a pressure step-down behind the garages in the Hollow. All service lines are plugged or capped off.

Due to potential fire hazard, gas utility service within the CCHD will be discontinued and abandoned. Any distribution lines to the cottages that are above ground are hazardous to pedestrians and will be removed.

Any indoor heating and cooking needs in the staff residences and offices or public use cottages will be met with electric appliances. Outdoor barbecue needs for individuals or groups visiting during the day or staying in cottages and for those attending special

events will be met with equipment that uses portable propane tanks or as best determined by the Orange Coast District Superintendent.

Telephone and Internet Service

Existing telephone service is provided on the same utility poles that carry the electrical distribution service. Some of the recommended programs will require internet connections for operational or facility requirements.

Future upgraded service may be a combination of overhead lines and “undergrounding” of new utility service, including telephone and internet service. As previously mentioned, the existing utility poles and lines will remain and be maintained because they are a part of the historical landscape.

Water Quality Management

Consistent with management and construction treatment practices being applied in the rest of Crystal Cove State Park, best management practices shall be applied at the Crystal Cove Historic District to assure optimum coastal water quality.

All soil disturbing activities, including grading and excavating, associated with road construction and other construction activities, will be subject to restrictions and requirements set for in resource agency permits. To ensure that the project would not result in adverse effects to water quality due to storm runoff, activities are subject to the requirements of the Clean Water Act and National Pollution Discharge Elimination System (NPDES). State Parks will use Best Management Practices throughout construction to avoid and minimize indirect impacts associated with proposed Crystal Cove Historic District projects.

State Parks will coordinate with and comply with RWQCB criteria and Coastal Commission conditional PWP Amendment approval as follows:

- Prepare a Water Quality Management Plan prior to initial rehabilitation and development of the Crystal Cove Historic District.
- Implement Best Management Practices for construction including silt fencing, sand bagging, and erosion control measures for disturbed surfaces.
- State Parks will implement BMP's including a vacuuming program of paved parking areas of twice per month (June – October) and once per month (November – May), daily litter removal from all parking areas, and inspection and removal of litter from culverts, drainages and other areas.

Fire Protection

Crystal Cove Historic District rehabilitation will require compliance with the California Fire Code (CFC). Implementation projects are to be submitted for review and approval by the State Fire Marshal to comply with the CFC. In complying with the CFC, consideration will also be given to concurrent compliance with the State Building Code, Title 24, Part 8, Historic Building Code. There may be a potential need to request code variances to resolve compliance with conflicting codes. These potential variances must be reviewed and approved in writing by the State Fire Marshal. The project shall also comply with the State Fire Marshal's approval conditions. The local fire protection agency (Newport Beach Fire Department) should be consulted as a courtesy and to get their input on fire fighting strategies since they will be the responsible agency responding to any alarms. The following is a summary of fire protection recommendations in the CCHD Public Use and Protection Plan:

Fire Code Requirements

Compliance with California Fire Code requirements will include (but is not limited to) the following elements:

Fire Apparatus Access

For required project plan approval, the State Fire Marshall requires a minimum 20' wide all weather road access, 13.5' height clearance, and 30' inside turning radii for fire fighting vehicle access to the CCHD. This is a critical issue since it will also influence the general vehicular circulation pattern and road infrastructure within the Historic District. Since this is also an historic rehabilitation project there is some room for negotiation for CFC compliance if other fire protection facilities, capabilities, or strategies are included. The following is proposed for fire protection vehicle access to various locations at Crystal Cove:

Code Compliance

Entrance and Hollow areas: Continue use of existing two-way entrance road and add turnaround near PCH intersection. Improve existing entrance road at the entrance into the Hollow area to a 20' minimum width.

Blufftop: Widen existing blufftop access road to provide fire protection vehicle access to the blufftop area.

Code Variance

- Hollow area: The entrance road should be split into two 10' single lanes to maintain the vegetation screen to the garage area.
- Village Center Area: No widening/alteration of existing (10' wide) road between Cottage #5 and the automobile bridge. Hose lays to proposed fire hydrants are suggested.
- South Beachfront: Fire protection vehicle access above south beachfront area is available from the Shake Shack location and Pacific Coast Highway (PCH) south of the Shake Shack.

- Blufftop and North Beachfront: Extend hose lays from proposed fire hydrant system at top of improved blufftop access road to blufftop and northern beachfront areas.

Smoke Detectors

Smoke detectors will be provided in all sleeping areas. All detectors will be connected to a centralized monitoring system to be located in the overnight registration office and/or the park operations office.

Fire Extinguishers

Fire extinguishers will be provided in all buildings.

Fire Sprinklers

Fire sprinklers are required in any building with a sleeping use occupancy of 19 or more. This requirement may apply to the overnight dormitory units depending on the occupancy level of specific dormitory cottages.

Supplemental Fire Safety Improvements

The California Fire Code does not require the following improvements or actions but they are recommended in this plan to assure more effective fire protection for the Crystal Cove Historic District.

Fire Hydrant System

New fire hydrant system available to the existing CCHD road system. This would serve the Hollow, Village Center, South Beachfront, and Blufftop areas. Consideration should also be given to including hose boxes in locations where emergency vehicle access is not available. Efforts should be made to make such improvements non-intrusive to the historic setting.

Fuel Modification Zone

Manage a fuel modification zone between the CCHD and adjacent coastal terrace habitat edges. Eliminate vegetation “fire ladder” hazards near structures along the northern CCHD areas in accordance with historic landscape management guidelines.

Historic Landscape Management Plan

Rehabilitation of the historic landscape within the CCHD and in adjacent transition zones should include considerations for reducing fire hazard potential. These issues and responses should be evaluated, reconciled with other project requirements/objectives, and specifically determined in the CCHD Historic Landscape Management Plan.

Site Lighting

Site lighting should be provided where necessary for safety and security. This lighting should be in character with the historic and rustic nature of Crystal Cove and also minimize light pollution in the night sky.

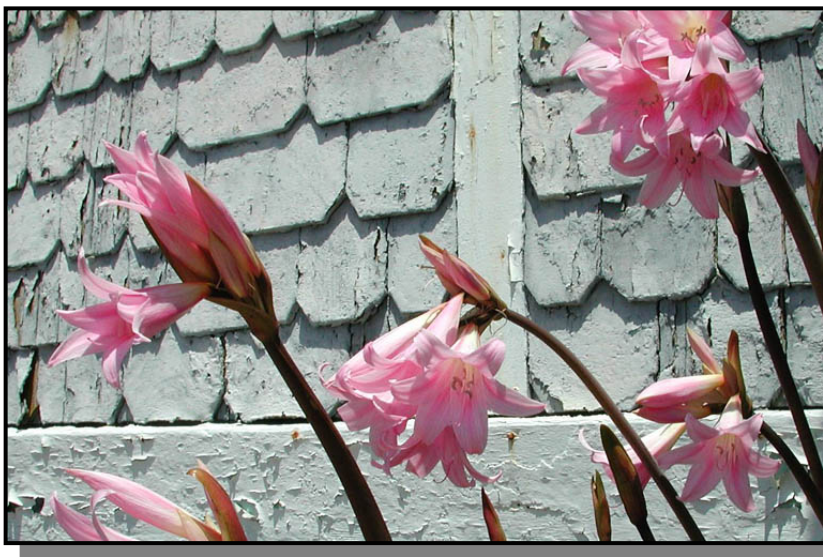
Landscaping and Vegetation Management

Rehabilitation of the Crystal Cove historic district landscape includes the rehabilitation of landscaping features such as vegetation within the Crystal Cove National Register Historic District area. The *Rehabilitation Guidelines for Vegetation* identified in the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* will be the general guideline for landscaping and vegetation management within the CCHD. The preparation of a subsequent HLMP that addresses site development and all cultural landscape elements including vegetation is recommended by this plan and will provide further definition and guidelines specific to these element of the Crystal Cove site.

A HLMP will include specifically how vegetation should be rehabilitated and managed in a comprehensive manner. This plan should consider and reconcile the various requirements and objectives concerning vegetation including what actions are needed to reestablish and sustain appropriate vegetation. These factors include but are not limited to historical vegetation rehabilitation, fire protection, site stabilization, horticultural management, landscape irrigation, and habitat protection. The plan should also determine strategies to address the vegetation issue discussed below.

Plant Species and Area Designations

Vegetation associated with the historical landscape should take primacy within the CCHD. An essential character-defining feature of Crystal Cove's historical landscape is its non-native vegetation mosaic that includes palms, conifers, eucalyptus, New Zealand Tea Trees, bougainvillea, nastursium, hibiscus, iceplant, saltbush, as well as some scattered native species. The flowering characteristics of the exotic plant species have become associated with the Crystal Cove setting with artists as well as the general public. Rehabilitation of Crystal Cove's historical landscape should preserve these important features. The HLMP will provide further identification, treatment, and guidance for vegetation at Crystal Cove.



To maintain the historically significant landscaping at the Crystal Cove Historic District, existing and/or historical non-native ornamental vegetation should be retained within the boundaries of the Historic District. However, additional areas of non-native vegetation within the Historic District as well as outside the boundaries of the Historic District, shall be prohibited.

In order to assure re-establishment of the important historical landscape vegetation features, the CCHD should not be included as a part of any NCCP designated habitat area because of the conflicting vegetation objectives of those two designations. This does not preclude the use of native plant species, particularly in areas where the presence of native plant material was the historic period vegetation. Another example where such consideration may apply would be the use of deep-rooted and drought-tolerant native species in bluff stabilization treatment instead of shallow-rooted exotic species. The HLMP will determine the appropriate vegetation treatment for such issues in the CCHD.

Avoiding Adverse Vegetation Impacts on Historic Fabric

In re-establishing historical landscape plant material around historic structures, consideration will be given to alternative methods of promoting plant growth without the creating the adverse impacts on historic fabric that occurred in the past. This past adverse impact included plant material growing into buildings and undermining the structural integrity (such as separating roof structures) of those buildings as well as destroying historic fabric. Such approaches may include (but are not limited to) providing trellises or other techniques in keeping vines, trees, and climbing plants off cottages, walls, landscape features, or structures, while giving the desired appearance.

Visual Screening

In recognition of the recent and dramatic urbanization changes on surrounding Newport Coast lands, limited amounts of screen planting within CCHD should be included with the rehabilitation projects. This visual screening of modern Newport Coast development from the CCHD site is especially needed along the blufftop area, particularly between Cottages #33 and #34. Appropriate plant material should be high enough to visually screen off the developed areas across the PCH and any proposed parking areas from Newport Coast development and the PCH from the blufftop cottage viewpoints.

The nose of the blufftop that contains Cottages #33, #24, #27, #2, and #15 should be left open for view from the PCH as it presently is. The view of this grouping of cascading cottages down the blufftop nose is the most prominent view of Crystal Cove, particularly from the Shake Shack, coastal bicycle trail, and for northbound PCH motorists. Any revegetation or landscaping in the CCHD should preserve this historic view.

Transition Zones, and Adjacent Coastal Terraces

The park's coastal terrace areas adjacent to CCHD are important Environmentally Sensitive Habitat Areas (ESHA) and NCCP coastal sage scrub habitat areas. In addition

to this, there are certain sections of the coastal terrace that are designated as habitat mitigation sites for other projects. Control of invasive exotic plant species that would impact these habitat areas shall be required as a part of CCHD historical landscape rehabilitation.

Environmentally Sensitive Habitat Areas (ESHA)

For addressing impacts to environmentally sensitive habitat areas, the following policies shall apply:

- A. Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas.
- B. Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade those areas, and shall be compatible with the continuance of those habitat and recreation areas.
- C. Future development that affects potential environmentally sensitive habitat area must come back to the Coastal Commission for specific project review or a coastal development permit. A site-specific biological survey must accompany any specific project proposal or CDP application so that a determination of ESHA can be made.

PLAN IMPLEMENTATION PHASES

The initial implementation of PPUP proposals should establish the basic core infrastructure, park operations, and visitor serving facilities at Crystal Cove. An important part of this will be establishing the pattern of access and circulation that is critical to the success of the PPUP site concepts. Completion of core Crystal Cove infrastructure, access, and programs will also allow public adaptive uses to begin and help subsequent projects to effectively complete the PPUP proposals.

The extent of initial implementation will be influenced by the type and amount of funding that becomes available for the project as well as more detailed site and project information as it becomes available. Once an initial project scope is identified, cost estimates will further refine and determine the final project scope. The initial implementation priorities suggested assumes an initial funding range of \$9 to \$12 million from several sources. If the funding amount varies from this, the scope of an initial implementation will be modified accordingly.

Initial rehabilitation priorities should focus on the entrance and village center area to establish appropriate access, circulation, and visitor services. Initial overnight adaptive use priorities can occur in the blufftop and south beach front areas. Historical landscape rehabilitation concepts will also be further refined and detailed through future available data. On-going site studies may provide additional constraints or improvements that may affect implementation priorities or schedules.



First Phase Implementation Priorities

Initial implementation priorities include:

Utilities infrastructure: Develop the basic backbone infrastructure development that will make the initial adaptive uses functional and make new utility service available for subsequent implementation projects. These include:

Sewer system that is connected to municipal sewer service.

Water system that is connected to a municipal service.

Electrical/telephone service.

Access infrastructure: Establish entrance and public access improvements that are critical to PPUP site concepts. These include:

Entrance road improvements and limited on-site parking areas

New accessible parking

Rehabilitate existing paths and stairways.

Roadway surface rehabilitation.

Site and structural stabilization (initial):

Stabilization of slopes and building pads

Repair/replacement of existing retaining walls

Cottage rehabilitation:

Rehabilitate the initial group of cottages for adaptive use.

Provide for hazardous material abatement.

Establish the core visitor-serving village center area programs and activities. These will include interpretive, educational, and community adaptive uses.

Establish the initial adaptive overnight use in Crystal Cove.

Establish outdoor commons area for PPUP programs.

Establish necessary operations programs and facilities. This will include park operations, maintenance, storage, and public restroom adaptive uses. A new park entrance kiosk and public restroom building is also included.

Provide appropriate ADA access to rehabilitated cottages.

Historical landscape rehabilitation:

Refine historic landscape, including vegetation, management concepts for the Historic District and adjacent transition areas.

Rehabilitate site areas around selected cottages.

Interpretation:

Develop and install natural and cultural resource interpretive panels and exhibits

Update CCHD Interpretive Plan and Programs



Subsequent Phases

Subsequent phases should focus on completion of overnight use adaptations, site rehabilitation, and the Los Trancos office area. Remaining overnight adaptations should occur in the north beachfront and south beachfront areas. Remaining site rehabilitation should occur throughout the Historic District. The number of subsequent implementation phases and the project scope of each of those phases will depend upon the availability of future funding.

Water and sewer capacity usage from current and first phase facilities visitation can be accommodated by the municipal sewer capacity allotment provided under the existing agreement with the local sewer agency. As the remainder of the CCHD project is completed by subsequent implementation phases, additional municipal sewer capacity may need to be obtained to accommodate maximum visitor use of a completed CCHD project.

Part Three: General Plan Amendment Needed to Implement New Proposals



BACKSIDE OF PART THREE TITLE PAGE

PART THREE: GENERAL PLAN AMENDMENT NEEDED TO IMPLEMENT NEW PROPOSALS

AMENDMENT SUMMARY

This General Plan Amendment updates those sections in the Crystal Cove State Park General Plan that pertain to the Crystal Cove Historic District and implementation of the Crystal Cove Historic District Preservation and Public Use Plan (PPUP). The intent of the amendment is to incorporate the knowledge of Crystal Cove acquired through the last twenty years of planning, studies, evaluations; consideration of current site circumstances; as well as the refinement of federal and state historic rehabilitation guidelines that will enable rehabilitation of the Crystal Cove Historic District to occur. This amendment also reflects the much clearer understanding that State Parks has of what is required to implement recommended adaptive uses and visitor access under current physical and regulatory conditions. The amendment allows for additional limited new and appropriate development (in accordance with historic preservation guidelines) in the Crystal Cove Historic District and in the Los Trancos area to allow for viable historic rehabilitation and adaptation to public use. The primary General Plan goal remains however, to preserve and interpret the character and historical integrity of the Crystal Cove Historic District and to provide for visitor use and access that is consistent with that goal.

The amendment consists of the following refinements:

1. **Appropriate Cottage Modifications and Additional Structures.** Allow for appropriate modification or additions to the existing structures and addition of some new appropriate buildings (entrance kiosk, restroom buildings) to serve recommended adaptive uses in the Crystal Cove Historic District. Additions are to be consistent with federal and state historic rehabilitation standards.
2. **Visitor Use Facilities and Adaptive Use.** Update and determine visitor use facilities and adaptive uses for the existing Crystal Cove buildings. Refine and define proposed adaptive cottage use and consolidate General Plan references to one section. Make adjustments to existing language as necessary. Allow for the following adaptive uses and facilities that were not suggested in the General Plan: entrance kiosk, outdoor commons/meeting area, park exhibit facility, multi-use meeting facility, lifeguard substation, park research facility, park storage, and overnight rental manager's residence.
3. **Park Operations Offices and Facilities.** Establish the Los Trancos temporary park office as a permanent park office and interpretive facility and staging area for group tours of the Crystal Cove Historic District and the coastal portions of the park.
4. **Cottage Occupant Relocation.** Delete General Plan language regarding schedule for relocation of cottage occupants because it is no longer applicable. Language regarding relocated entrance road will be added.
5. **General Plan Map Revisions.** Update General Plan language and Land Use and Facilities Plan map (drawing number 18142) regarding the CCHD entrance road to

reflect existing conditions. The Pacific Coast Highway widening in the early 1990's relocated the entrance 1500 feet northward opposite the Los Trancos entrance.

AMENDMENT REVISIONS

Amendment revisions and purpose are described in this section and include the pertinent General Plan text excerpt with revision changes indicated. Proposed General Plan Amendment additions are highlighted in **boldface type** and deletions are highlighted as ~~strikethroughs~~. The following is a detailed description of the amendment changes to the existing Crystal Cove State Park General Plan:

1. Appropriate Cottage Modifications and Additional Structures. Allow for some appropriate modification or additions to the existing structures. Also allow for addition of some new appropriate buildings (entrance kiosk and restroom buildings) to serve recommended adaptive uses in the Crystal Cove Historic District. Additions are to be consistent with the character of the Crystal Cove Historic District as well as with federal and state historic rehabilitation guidelines.

The Crystal Cove PPUP emphasizes adaptive uses in rehabilitated, existing Crystal Cove structures. However some flexibility is needed for certain proposed facilities, particularly public restrooms for day use visitors and for overnight accommodation facilities to adequately serve those proposed functions. It is the intent of State Parks and the PPUP that any modification, addition, or new structure be consistent with the character of Crystal Cove.

Historic rehabilitation does not preclude new buildings or modification of historic structures. It does mean that the historic character of a property be retained and preserved. Any new additions, exterior alterations, or related new construction will not destroy historic materials, features, or spatial relationships that characterize the property. Therefore, General Plan language is revised as follows:

Resource Element
Protection of the Crystal Cove Historic District
(Page 25)

Policy:

It is the policy of the department to maintain the structures in the Crystal Cove Historic District in accordance with federal **historic property treatment** standards. No maintenance, modification, or removal shall take place on any structure or site in the Historic District without prior approval of the director, after appropriate reviews by the department's ~~Resource Protection~~ **Cultural Resource** Division and Office of Historic Preservation.

In a manner consistent with the purpose of the Historic District, the department shall provide access as necessary for public enjoyment of the recreational, cultural, and natural values of the Crystal Cove Historic District.

Resource Element
Protection of the Crystal Cove Historic District
(Page 25 continued)

To permit optimum use by the public, the department shall prepare a comprehensive ~~description~~ **historic resource evaluation** of all the structures for the purpose of determining the following:

- 1) The number and location of structures that are necessary to preserve and protect the historical character of the district;
- 2) The number and location of structures that can be converted to adaptive or commercial public uses without substantial alteration of their exterior visual appearance;
- 3) The number and location structures that should be removed to provide space for appropriate recreational activities.

~~Preparation of this description remains incomplete at the time of this writing.~~ A full evaluation of the dwellings will require a thorough examination of the interior **and exterior** of each structure. ~~The department's request for permission to enter the structures for this purpose was denied by the current occupants.~~ **The descriptions called for in this General Plan policy have been fulfilled by the Crystal Cove Historic District "Preservation and Public Use Plan (PPUP)" (2002) and the "Individual Building Inventories and Evaluations" (1999) as well as by the inventories and studies used in preparing these documents. The future preferred disposition of each structure is identified in the PPUP and will be confirmed by current on-site studies. Furthermore, on-going studies will determine if public safety conditions or environmental site hazards require that structures be left in arrested decay/stabilized condition or removed.**

Proposed Visitor Facilities
Crystal Cove Historic District
(Page 41)

In accordance with federal standards **for treatment of structures and landscape features** in historic districts, ~~maintenance of structures in Historic Districts,~~ no new structures will be constructed in the Crystal Cove Historic District, except for ~~interim, portable~~ restrooms required to serve day-use visitor **use that cannot be accommodated through adaptive use of historic structures.**

Interpretive Services
Crystal Cove Historic District
(Page 62)

~~Construction of new buildings or additions of trailers should not be done. The present buildings should be used for any facilities needed in the Historic District. The exterior appearance of the buildings cannot be modified, i.e. remodeling, additions, etc., due to the status of the district on the National Register of Historic Places. The interiors may be modified, but the district's integrity must not be disturbed.~~ **Preservation of the integrity of the Crystal Cove Historic District will be accomplished in accordance with the Secretary of the Interior's Standards for Treatment of Historic Properties. Public use conversion will emphasize adaptive use of the existing structures and contributing landscape features. Addition of new buildings or structures will be for necessary uses that cannot be adapted or located within existing buildings and must be in done accordance with federal and state historic preservation standards.**

2. Visitor Use Facilities and Adaptive Use. Update proposals for Crystal Cove Historic District visitor facilities and consolidate proposed facilities designation or development text to the Visitor Facilities and Access section.

The existing General Plan suggests adaptive uses and facilities in several sections. The plan recognized at that time that inventories, evaluations, studies, and preliminary project planning would be needed to make more assured recommendations regarding appropriate visitor uses and facilities. The needed project activities have taken place over the past twenty years and have culminated in the Crystal Cove Historic District PPUP proposals. This Amendment updates and consolidates General Plan references to proposed visitor facilities in the Crystal Cove Historic District to the "Proposed Visitor Facilities, Crystal Cove Historic District" section in the Land Use and Facilities Element.

Proposed Visitor Facilities
Crystal Cove Historic District
Page 40

The purpose of the Crystal Cove Historic District is to preserve it as a unique example of a 1920-30s rustic California coastal recreational community. Park visitor use of the cottages and the site is focused on historic rehabilitation of the structures and landscape features with appropriate adaptive use and access of those structures and features.

The uses and facilities determined for the Historic District are intended to be consistent with conveying the spirit of place and story of Crystal Cove to the park visitor. These facilities are intended to be implemented in concert with site concepts that support the historic and rustic coastal community theme.

Proposed Visitor Facilities
Crystal Cove Historic District
Page 40 (continued)

These site concepts include:

- Establish the Los Trancos area as the visitor staging area site of a satellite park office.
- Make arrival at the Historic District an important part of the visitor experience.
- Limit vehicular traffic and parking within Crystal Cove to preserve the solitude and pedestrian character of the area.
- Encourage the experience of community in the Crystal Cove Village Center. Park operations facilities are included as a part of this communal mixture of uses and facilities.
- Provide a variety of affordable overnight accommodations
- Respect natural beach processes when rehabilitating beachfront areas.

The PPUP identifies the following adaptive building uses and facilities under four main programs as appropriate and suitable for the Crystal Cove Historic District:

Park Operations

- Entrance Kiosk
- Restroom Facilities
- CCHD Park Operations and Maintenance Office
- Park Operations Garage Storage
- Lifeguard Substation
- CCHD Research Facility
- Park Staff Security Housing

Park Interpretation and Education

- Visitor Orientation Center
- Archive Center and Docent and Park Interpreter Annex
- Outdoor Multi-use Commons
- Multi-purpose Meeting/Classroom Facility
- Park and Community Rotating Exhibit Facility
- Crystal Cove House Museum
- Underwater Park Education Center

Overnight Accommodations

- Overnight Rental Office, Resident Manager's Quarters, and Registration Parking
- Overnight Rental Housekeeping, Maintenance, and Storage
- Individual-style Accommodations
- Dormitory-style Accommodations and Commons

Visitor Services Concessions

- Food Service/Cafe
- Beach Store

Proposed Visitor Facilities
Crystal Cove Historic District
Page 40 (continued)

~~Interpretive concepts, potential historical and architectural emphasis, and themes for the Historic District are discussed in the Interpretive Element. In addition to the~~
adaptive uses in the historical features district, there are potentials for other visitor activities in keeping with the character of the area that have been identified. These include various day-use activities such as general beach-related recreation, picnicking, sightseeing, photography, painting and sketching, **art education**, and nature study. Visitor parking in the Historic District will be limited to a small area for temporary parking available for ~~scuba divers and disabled persons~~ **and overnight registration**. A turnaround and ~~passenger loading area for buses~~ **drop-off area** will be located near the entrance road and the highway. **Primary visitor parking for this area of the park will be provided at the Los Trancos Creek area.** Parking ~~for about 600~~ **400** cars and ~~4-5~~ buses ~~will be~~ is located inland of the highway, with a pedestrian trail connection under the highway to the Historic District and the beach. If it is determined in the future that a shuttle service is feasible, shuttle vehicles will ~~also use this route~~ **the Historic District entrance road** to move people from the parking area **to the Historic District or other various beach destinations in the park.**

Interpretive concepts, potential historical and architectural emphasis, and themes for the Historic District are discussed in the Interpretive Element.

The 1982 General Plan did not have sufficient information about the Historic District and its structures to make determinations about adaptive use. It suggested certain appropriate possibilities but recognized that studies were needed to determine appropriate and feasible adaptive uses. Inventories, evaluations, and numerous feasibility studies conducted since 1982, along with public input and an understanding of the requirements for proposed use, have enabled the PPUP to make more informed and current determinations regarding adaptive uses in Crystal Cove. As a result, the following Amendment revisions deletes suggested uses from the Interpretive Services section and replaces it with the new updated language for the Proposed Visitor Facilities section on pages 40-41 (see: 2. Proposed Visitor Facilities). This is a more appropriate section for describing proposed adaptive uses and facilities. The deleted description of suggested uses is shown below:

Interpretive Services
Crystal Cove Historic District
(Page 62)

~~Adaptive uses for the cottages, other than continuation of their present use as residences, cannot be determined on a house-by-house basis until access is given to the interior of each building. A number of uses have been proposed including: hostels, a visitor center, a decent administration center, an environmental education display, concessionaire operated shops or rental units, and house museums. These proposed uses may not fit the cottages, but this cannot be determined without further investigation.~~

3. Park Operations Offices and Facilities. Establish park operations adaptive use facilities in the Crystal Cove Historic District and convert the Los Trancos temporary park office into a permanent park office and interpretive facility and staging area for group tours of the Crystal Cove and the coastal portions of the park.

The PPUP planning effort has identified a range of programs and facilities to provide adequate operations and security for the Crystal Cove Historic District. The PPUP recommendations reflect a clearer and more detailed understanding of the operational and security needs under current conditions in the Crystal Cove Historic District than what Department had when the original General Plan was prepared. The recognition of these conditions include not only the physical changes in the surrounding area, but also the pattern and amount of visitor use that the park is currently experiencing and will be experiencing in the future. The proposed changes will help meet current and future operational needs at the Crystal Cove Historic District.

As a part of Historic District operations and visitor needs, the existing temporary Los Trancos park office is proposed to be designated as a permanent park and interpretive office. This facility has become a vital park operations facility for park business meeting activities that cannot be accommodated elsewhere in the park. Furthermore, it is also currently a staging area for large school group interpretive park and Historic District tours and activities. Continued use of the Los Trancos facility will help reduce traffic, reduce use intensity, and accommodate large group visits that cannot be adequately provided for by facilities in the Crystal Cove Historic District.

When the original General Plan was prepared, the park visitor orientation center and administrative headquarters office was to be located in the Historic District. The ten-year leases given to the Crystal Cove tenants by the legislature in 1983 as well as subsequent lease extensions prevented State Parks from implementing this at that time. In order to provide for necessary park operations facilities, these necessary facilities were located in the El Morro area. Those existing park headquarters facilities at El Morro continue to serve the park well and are recommended to continue in that capacity. This Amendment designates the proposed park operations facilities in the Crystal Cove Historic District, Los Trancos Creek area, and the future El Morro campground and day use area to be satellite support facilities for those specific areas of the park.

Amendment changes are identified below:

Park Operations Offices and Facilities
Park Offices
(Page 46)

A total of ~~five~~ **thirteen** administrative **and operational** facilities are proposed for the park:

- Entrance kiosk at Pelican Point Coastal Strip area
- Entrance at Los Trancos area (parking lot and trail)
- **Entrance at the Crystal Cove Historic District**
- Entrance at Reef Point area
- Entrance at El Moro area
- **Park unit administration facilities in the El Morro area**
- ~~Visitor orientation and unit administration office at Crystal Cove Historic District~~
- **Crystal Cove Historic District entrance kiosk**
- **Crystal Cove Historic District visitor orientation**
- **Crystal Cove Historic District satellite ranger/maintenance office**
- **Crystal Cove Historic District aquatics program substation**
- **Crystal Cove Historic District park staff security housing**
- **Crystal Cove Historic District storage.**
- **Los Trancos park office and interpretive facility**

Entrance kiosks will consist of small check stations located on park entrance roads. These buildings will include facilities for collecting fees and answering visitor inquiries, with two-radio communications.

The full development and visitor use potentials of lower Moro Canyon will not be realized until after the until after the mobile home park is removed in ~~1999~~ **2004**. Because of this, the Department has determined that **park** visitor orientation and administration facilities should be located ~~in the Historic District area~~ **at the El Morro trail staging area.**

This will be the principal administrative facility for the park, and should include:

- Administrative office space
- A lobby and information center for visitor services
- Restrooms

Once the department is able to complete the evaluation of possible adaptive uses of structures in the Historic District, ~~a suitable building could be designated for this purpose~~ **suitable buildings in the Crystal Cove Historic District will be designated for adaptive use for operational facilities. These designations have been recommended by the Crystal Cove Historic District PPUP and the suitability's will be verified by on-going site studies and project preparations.** Although modifications of the interior would likely be required, the architectural character of the building would be retained to preserve the atmosphere of the district.

When visitor support facilities can be provided in the El Morro area, a secondary park **campground** office can be provided for this part of the park, at the proposed entrance kiosk.

4. Cottage Occupant Relocation. Delete General Plan language regarding schedule for relocation of cottage occupants because it is no longer applicable. Language regarding relocated entrance road will be added.

At the time of park acquisition in 1979 and General Plan approval in 1982, Crystal Cove tenants were on a month-to-month lease arrangement. 1983-84 state legislation provided Crystal Cove tenants with 10-year leases provided that tenants forego all claims to relocation benefits. Lease extensions subsequent to the expiration of the 10-year lease in 1993 retained this same condition for all tenants. In July of 2001, all tenants were vacated in order to comply with Santa Ana Regional Water Quality Control Board directives on local water quality and to proceed with site studies necessary for the PPUP planning effort. The departure of the tenants renders any General Plan reference to relocation of occupants as unnecessary. Therefore, this Amendment proposes to delete the following reference:

Cultural Resources
Protection of Crystal Cove Historic District
(Page 26)

~~To insure that the orderly transition from present residential uses to the public uses of the district will take place, The department shall prepare a phased development program identifying capital outlay funding priorities for the development of visitor support facilities, and determining the future disposition of all **historic** structures and landscape features. The program will also include a time schedule for relocation of occupant.~~

5. General Plan Map Revisions. Update the General Plan language and Land Use and Facilities Plan map (drawing number 18142) regarding proposed facilities and access to reflect current site conditions and the Crystal Cove Historic District Preservation and Public Use Plan (PPUP). Pacific Coast Highway widening in the early 1990's relocated the Crystal Cove Historic District entrance 1500 feet northward opposite the Los Trancos entrance. The Amendment updates the change to the CCHD entrance road. The Amendment's park facilities text revisions for the Crystal Cove Historic District and Los Trancos Creek areas of the park are identified as follows:

General Plan (Map)
Land Use and Facilities
Drawing Number 18142

Crystal Cove National Historic District

- Improve Crystal Cove Entrance Road **and Turnaround**
- **Entrance Station**
- Interpretive **and Education Facilities &** Displays
- *House Museum(s)
- *Hostel & Rental Units
- **Overnight Cottage Rental & Dormitory Units with Operational Support Facilities**
- Day Use Area
- Short-term ~~Beach~~ Loading-Unloading **Area**
- Underwater Use Access Point
- Comfort Stations
- ~~Bus Turnaround~~
- **Park Operations Facilities**
- **Staff Security Housing**
- **Food Service/Park Store Concessions**

*Subject to Further Study

Los Trancos Creek Area

- Day Use, **Overnight, and Staff Parking** for ~~600~~ **400** autos and 5 Buses w/
~~Entrance Off Proposed Road~~
- Access Trail From Parking Area to Crystal Cove N.H.D. Use Existing Los Trancos Creek Culvert as Trail Underpass.
- **Satellite Park and Interpretive Office**
- Interpretive Display

Part Four:

Maps and Supplementary Charts

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MAPS

MAPS (BACKSIDE)

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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[MAP 2: SITE CONSTRAINTS]

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[MAP 3: PLANNING AREAS AND COTTAGE NUMBERS]

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[MAP 4: EXISTING CIRCULATION AND INFRASTRUCTURE]

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[MAP 5: PROPOSED ADAPTIVE USE OF BUILDINGS]

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[MAP 6: PROPOSED SITE IMPROVEMENTS AND ADAPTIVE USES]

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SUPPLEMENTARY CHARTS

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

[Insert Chart 1: Requirements for Park Operations Program]

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

[Insert chart 2: Requirements for Interpretation and Education Program]

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

[Insert chart 3: Requirements for overnight accommodations and concessions Programs]

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

Insert Chart 4: Amendment Evaluation Chart

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

Appendices



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APPENDICES

APPENDIX A: DETAILED PLANNING HISTORY

General Plan/Public Works Plan (4/80 to 5/82)

The General Plan was approved by the State Parks and Recreation Commission on March 12, 1982 and certified as a Public Works Plan by the California Coastal Commission on May 20, 1982. The General Plan recommended the following for the Historic District:

1. Preservation: maintain the Historic District in accordance with federal historic preservation standards.
2. Access: provide access for public enjoyment of recreational, cultural, and natural values of the Historic District.
3. Structural Evaluation: prepare a comprehensive description of all structures to determine which structures are necessary to preserve and protect the historic character, which structures can be adapted to public use without substantial alteration of their exterior appearance, and which structures should be removed to provide space for appropriate public recreational activities/facilities.
4. Adaptive Public Use: potential public uses for the cottages include hostel, visitor center, individual rental units, concession shops, park interpretive docent center, house museum, and environmental education displays.
5. Interpretive Program: various themes, activities, and facilities recommended to enhance the visitor's understanding and appreciation of the Historic District.

The General Plan also recognized that further studies, investigations, and planning would be needed to convert the area to public use. Due to intense interest in the park by both individuals and groups, there was extensive public involvement including four public meetings and the commission hearing.

On-site Maintenance Program (8/82)

An on-site maintenance program was prepared and submitted to comply with condition #3 of the Coastal Commission PWP approval. Commission staff accepted the submittal, along with the Development and Public Use Plan (see description below), on August 26, 1982. The program provided a process for maintenance of the cottages and dealing with tenant repairs or modifications. After some initial projects, the Orange Coast District staff no longer administered the program because of lack of support by State Parks management and elected officials.

Crystal Cove Historic District Development and Public Use Plan (6/82 to 8/82)

A Development and Public Use Plan was prepared in response to legislative budget language (80-81 FY, 81-82 FY). The plan provided a matrix evaluation of the Crystal Cove structures based on very limited access to some of the cottages. It also identified potential adaptive public uses and a phased implementation plan. This plan was submitted to the Legislature and to the Coastal Commission but not to the State Parks and Recreation Commission. This plan was not implemented because of the ten-year tenant leases, lack of project funding, and political factors.

Ten-year Tenant Leases (6/83 to 6/93)

As part of a lawsuit (filed in April 1982 by Crystal Cove tenants) settlement, State Parks provided tenants with ten-year leases. The settlement and lease prevented State Parks from proceeding with the 1982 Development and Public Use Plan.

Crystal Cove Historic District Project (2/93 to present)

State Parks project preparation was initiated in anticipation of expiration of ten-year leases. Activities included research, building and site inventories, preparation of as-built plans for the cottages, site studies and testing, scheduling, etc. Past planning was reevaluated in view of changed Departmental and project funding conditions. Activities also included defensive planning and coordination on adjacent Newport Coast development projects (The Irvine Company) that affect the Crystal Cove project.

Two-year Tenant Lease Extension (8/93 to 12/95)

1993 Budget language directed State Parks to provide two year lease extensions to tenants who cooperate with State Parks in their efforts to conduct building and site surveys in the Historic District.

Legislative Report (10/93 to 4/94)

1993 Budget language also directed State Parks to report to the legislature on the following:

- State Parks's Historic District survey findings
- Cost to restore facilities
- Options to finance restoration

In response, State Parks prepared and submitted a project feasibility report to the Legislature and the Governor's Office. The report summarized project inventories, rehabilitation estimates, and studies by staff. It also included an economic feasibility evaluation by a consultant as well as five alternative Historic District concept plans. The report acknowledged that the report recommendations are not fully consistent with the General Plan and that in order to implement recommendations in the report, it might be necessary to prepare a General Plan Amendment for approval by the State Parks and Recreation Commission. State Parks was directed to pursue project financing and implementation alternatives.

Project Financing and Implementation Alternatives (5/94 to 10/94)

Project staff investigated various project financing and implementation alternatives including revenue bonds. Information was shared with State Parks management, Resources Agency, and the Governor's Office. State Parks was directed to pursue public-private partnership alternatives.

Authorization for Concession Contracts (9-27-94)

Governor Wilson signed AB 3748 which authorized the State Parks director to award concession contracts authorizing occupancy of any portion of the state park system for more than two years.

Hostel Development Study (6/94 to 12/94)

A planning study was conducted to investigate the feasibility of developing a hostel in the Historic District (as suggested in the General Plan) or elsewhere in the park. Several sites including the Historic District were identified and evaluated. Hosteling International staff assisted in the evaluations. The study determined that the Historic District cottages did not lend themselves to effective hostel operations or use.

Due to its immediate availability and minimal environmental impact, State Parks decided a hostel development would be more appropriate in the Los Trancos parking area. State Parks decided that hostel development should be postponed until the concessionaire and State Parks determine the Historic District project development.

Request for Interest (10/94 to 2/95)

A Request For Interest (RFI) was prepared and issued to determine if there was any interest in the private sector in rehabilitating, developing, and operating the Crystal Cove Historic District as a commercial facility. The RFI was sent to a nationwide mailing list (incorporating National Park Service listings) of concession entities. The RFI was also advertised in the State Contracts Register. Some interest was expressed, but respondents were not willing to make a significant investment or effort without further study.

Authorization for 30-year Concession Contract (1995)

The Budget authorized State Parks to issue a 30-year Concession Contract.

Request for Proposals (10/95 to 4/96)

Pursuant to PRC Section 5080.02, a Request for Proposals (RFP) was prepared and issued for a long term concession agreement with a private sector entity to finance, redevelop, operate, and maintain the Crystal Cove Historic District for public overnight accommodations, day use beach recreation, and food service. A notice for the RFP was sent to contacts gathered during the previous RFI process and was also

advertised in the State Contracts Register. RFP packages were sent to thirty-four requesters and three submittals were received on December 29, 1995.

Crystal Cove Preservation Partners selected as Historic District Concessionaire (3/96)

The RFP evaluation process resulted in the selection of Crystal Cove Preservation Partners on April 1, 1996 as the Historic District concessionaire.

As a follow-up to the concessionaire selection in the RFP process, State Parks negotiated a Memorandum of Understanding with the selected concessionaire, Crystal Cove Preservation Partners. The Memorandum of Understanding was submitted to The Irvine Company for their First Right of Refusal review. Concession contract negotiations were then completed in December 1997. Crystal Cove Preservation Partners proceeded with project planning and local constituency outreach until the fall of 2000.

Concession Proposal

Crystal Cove Preservation Partners proposed to rehabilitate the Historic District and convert it to a revenue-generating public overnight accommodation and visitor services resort. This proposal included public beach and underwater park access, beachfront restrooms, and interpretative facilities and programs. Initial overnight rental rates were estimated at between \$125 to \$400. Annual revenue to the State would have been the greater amount of \$100,000 or 5% of the gross receipts. Under this agreement Crystal Cove Preservation Partners would have accomplished the rehabilitation and development of the Historic District at no cost to the taxpayers.

60-year Concession Contract Authorization (7-20-96)

State Parks initiated legislative 1996-97 budget language authorizing State Parks to enter into concession contracts with terms of up to 60 years. This would have accommodated the proposed 55-year term for the Historic District concession. This 60-year concession contracting authority was sought by State Parks in order to make the concession contract financially feasible, given the high cost of cottage rehabilitation. Authority for the Crystal Cove Historic District project (AB 3495, Kaloogian) was signed by Governor Wilson.

Month-To-Month Tenant Lease Extension (9/96)

A lease extension was provided to the tenants as part of an out-of-court settlement of a lawsuit (drafted by the tenants in January 1996) to allow the cottages to be occupied until actual rehabilitation and construction could occur.

The Crystal Cove Preservation Partners Contract cancelled and bought out (3/01)

As a result of public opposition to the proposed resort project at the January 18, 2001 public meeting, State Parks decided to cancel the contract with Crystal Cove Preservation Partners. State Parks requested the California Coastal Conservancy to provide funds to pay Crystal Cove Preservation Partners for the cancelled contract. The Conservancy agreed to buy out Crystal Cove Preservation Partners' development rights for the purpose of "developing an alternative plan for the real property, with full public participation, that provides for maximum public use of the property, consistent with the preservation of its natural and historic resources. No new commercial physical development that is inconsistent with the grantee's public review and preservation requirements and processes shall take place on the real property." The contract buyout was completed on March 21, 2001 with \$2 million from Coastal Conservancy funds.

State Parks initiated the Crystal Cove Historic District Preservation and Public Use Plan (3/01)

State Parks began work on the current PPUP process by establishing a planning schedule and budget and initiating work for the April 26 Public Workshop.

California State Parks and Recreation Commission approves the Crystal Cove State Park General Plan Amendment (a.k.a. PPUP) on February 21, 2003.

California Coastal Commission approves the Crystal Cove State Park Public Works Plan Amendment (a.k.a. PPUP) and the First Phase Implementation PWP Specific Project on June 11, 2003.



Park Commissioners Caryl Hart and Raquella de la Rocha (center, both with sunglasses) at the February 2003 Crystal Cove site briefing.

APPENDIX B: ABBREVIATIONS

ADA	Americans with Disabilities Act
ASBS	Area of Special Biological Significance (Crystal Cove Underwater Park)
BMP	Best Management Practices
CCC	California Coastal Commission
CFC	California Fire Code
CSP	California State Parks (same as California Department of Parks and Recreation)
CCR	California Code of Regulations
CC	Coastal Conservancy (California)
CARE	Community Culture Arts, Resources, and Education (Program)
CCHD	Crystal Cove Historic District
CCSP	Crystal Cove State Park
CEQA	California Environmental Quality Act
CSP	California State Parks
CLR	Cultural Landscape Report
DAC	Disabled Advisory Committee
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
ESHA	Environmentally Sensitive Habitat Areas
GP	General Plan (for Crystal Cove State Park)
HLMP	Historic Landscape Management Plan
HI-AYH	Hosteling International-American Youth Hostels, Inc.
IRWD	Irvine Ranch Water District
LCP	Local Coastal Program/Plan (for the Newport Coast, aka Irvine Coast)
MOU	Memorandum of Understanding
NRHP	National Register of Historic Places
NCCP	Natural Communities Conservation Program
NSC	Northern Service Center (California State Parks)
NOP	Notice Of Preparation
OHP	Office of Historic Preservation
OCD	Orange Coast District (California State Parks)
OCSD	Orange County Sanitation District
PCH	Pacific Coast Highway
PPUP	Preservation and Public Use Plan
PRC	Public Resources Code
PWP	Public Works Plan (a.k.a. Crystal Cove State Park GP)
RWQCB	Regional Water Quality Control Board (Santa Ana office)
RFI	Request For Information
RFP	Request For Proposals
SHPO	State Historic Preservation Officer
Standards	Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes
SSC	Southern Service Center (California State Parks)
TIC	The Irvine Company

APPENDIX C: DEFINED TERMS

Americans with Disabilities Act (ADA): Federal law, divided into five titles, that guarantees people with disabilities equal access to employment, transportation and public services, public accommodations, and telecommunications.

Aquatics Program: State Parks lifeguard operations at the park.

Archeological: Pertaining to the material remains of past human life, culture, or activities.

Armoring: Hard improvements constructed to restrict the erosive processes caused by riverine, tidal or wave processes on man made or natural features. Seawalls and rock revetment are examples of armoring treatment. Beach sand replenishment or sand berming should not be considered armoring treatment.

Best Management Practices (BMP): the most current methods, treatments, or actions in regards to environmental mitigation responses.

Built Environment: Buildings, structures and/or site development.

California State Coastal Commission: Established by the 1972 Coastal Act to review and approve projects and actions within a defined zone along the California coastline for compliance with the Coastal Act. The *CCHD Preservation and Public Use Plan* will be submitted to the Coastal Commission for review and approval. (see *Public Works Plan*)

California State Parks and Recreation Commission: Established in 1927 to advise the Director of Parks and Recreation on the recreational needs of the people of California. In 1928 it gathered support for the first state park bond issue. The Commission schedules public hearings to consider classification or reclassification and the approval of State Parks' general plan (and amendments) for each park unit.

California Environmental Quality Act (CEQA): A State law requiring state and local agencies to regulate activities with consideration for environmental protection. If a proposed activity has the potential for a significant adverse environmental impact, an EIR must be prepared and certified as to its adequacy before taking action on the proposed project. General Plans require a "program EIR" and park development projects require a conventional EIR.

Character-defining feature: a prominent or distinctive aspect, quality, or characteristic of a historic structure or cultural landscape that contributes significantly to its physical character. Architectural construction types (ex. single wall wood-frame), building scale, architectural style and detail, and materials are examples of character-defining structural features. Land use patterns, siting,

circulation features, vegetation, water features, furnishings, decorative details and materials are examples of character-defining landscape features.

Coastal Sage Scrub (CSS): a type of Southern California native vegetation community (once widespread in Southern California) that is habitat to the California Gnatcatcher, a federally listed threatened bird species (U.S. Fish and Wildlife Department). This mounding scrub vegetation community includes plant species such as California sagebrush, California encelia, California buckwheat, coyote bush, black sage, deerweed, and bush monkeyflower. The coastal terraces north and south of the Crystal Cove Historic District are prime CSS areas.

Concession: A contract with persons, corporations, partnerships, or associations for the provision of products, facilities, programs, and management and visitor services that will provide for the enhancement of park visitor use, enjoyment, safety, and convenience. Concession developments, programs, and services must be compatible with a park unit's classification and general plan provisions.

Cultural/Historical Landscape: a geographic area (including both the cultural and natural resources) associated with a historic event, activity, or person or exhibiting cultural or aesthetic values. The term cultural landscape is used in referring to the general concept and resource type ("...maintain the CCHD per cultural landscape preservation guidelines..."). The term historical landscape is used in the PPUP when specifically referring to the Crystal Cove Historic District ("The historical landscape features at Crystal Cove will benefit from a Historical Landscape Management Plan"). Crystal Cove is categorized by the type of cultural landscape that is called a *historic vernacular landscape*. This type is a landscape that evolved through use by people whose activities or occupancy shaped it.

Cultural Landscape Report (CLR): The primary report that documents the history, significance, and treatment of a cultural/historical landscape. A CLR evaluates the history and integrity of the landscape including any changes to its geographical context, features, materials, and use. CLRs are an essential tool in providing planners with information for creating Historical Landscape Management Plans (HLMP) for cultural landscape resources. (See Historical Landscape Management Plan)

Department Administrative Manual, California State Parks (DAM): Provides the policies and procedures by which California State Parks functions. Departmental manuals are intended to contain general matters of policy and procedure. In certain areas there will be information and specifications that are too lengthy to include in a manual. These more detailed materials will be prepared and issued in the form of handbooks, with each handbook devoted to a single topic (such as operations).

Department Operations Manual, California State Parks (DOM): Provides the policies and procedures that are pertinent to the operation of the State Park System. It is intended as a working document for other departmental personnel. It is intended

to complement the departmental manuals on Administration (DAM) and Planning and Development.

Ecology: The study of the interrelationship of living things to one another and their environment.

Endangered Species: A species of animal or plant is considered to be endangered when its prospects for survival and reproduction are in immediate jeopardy from one or more causes. This designation is made by the U.S. Fish and Wildlife Service and/or the California Department of Fish and Game.

Environment: CEQA defines environment as “the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, mineral, flora, fauna, noise, and objects of historical and aesthetic significance”.

Environmental Impact Report (EIR): A report required by CEQA that assesses all the environmental characteristics of an area and determines what effects of impacts will result if the area is altered or disturbed by a proposed action. If a proposed activity has the potential for a significant adverse environmental impact, an EIR must be prepared and certified as to its adequacy before taking action on the proposed project. General plans require the preparation of a “program” EIR appropriate to its level of specificity.

Environmentally Sensitive Habitat Area (ESHA): Any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments.

Exotic Species: A species occurring in an area outside of its historically known natural range that have been intentionally introduced to or have inadvertently infiltrated into the system. Also known as non-native, ornamental, or introduced species. Exotic animals prey upon native species and compete with them for food and habitat. Exotic plant species can convert native ecosystems into a non-native dominated system that provides little benefit to other species in the ecosystem. The park’s vegetation management objective for the coastal terrace areas adjacent the CCHD is to eliminate exotic species from native coastal sage scrub vegetation areas. However, within the Historic District itself exotic plant species are considered an integral part of Crystal Cove’s historical landscape and will be maintained or restored.

General Plan (GP): A general plan is a legal planning document that provides guidelines for the development, management, and operation of a unit of the state park system. A general plan evaluates and defines land uses, resource management, facilities, interpretation, concessions, and operations of a park unit as well as addressing environmental impacts in a programmatic manner. A park unit

must have an approved general plan prior to implementing any major development project. The Crystal Cove State Park General Plan was approved by the State Parks and Recreation Commission in March 1982. (also see Public Works Plan)

Geotechnical Review: Analysis of geologic hazards, surface ruptures, liquefaction, landsliding, mudsliding, and the potential for erosion and sedimentation.

Habitat: The physical location or type of environment, in which an organism or biological population lives or occurs. It involves an environment of a particular kind, defined by characteristics such as climate, terrain, elevation, soil type, and vegetation. Habitat typically includes shelter and/or sustenance.

Hazardous Material: Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard human health and safety or to the environment. Lead-based paint is an example of a hazardous material.

Historic Character: the sum of all visual aspects, features, materials, and spaces associated with a structure or cultural landscape's history, i.e. the original configuration together with losses and later changes. These qualities are often referred to as character-defining.

Historic District: A historic resource type that consists of structures and/or landscape elements that generally have the same historical context for significance.

Historic Fabric: The particular materials, pattern, and configuration of physical elements of a particular time period that give form and style to a built environment.

Historical Landscape Management Plan (HLMP): The HLMP takes the findings of a CLR and adds treatment plans, management recommendations, special needs, programming, interpretation, etc. for rehabilitating, preserving, maintaining, and HLMP can be an on-going working document that is continually updated. (See Cultural Landscape Report)

Hydrological: Pertaining to the study of water on the surface of the land, in the soil and underlying geology, and in the air.

Infrastructure: Public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, road and site access systems.

Integrity (historical): A building, structure, or object's ability to convey a sense of history in association with the time it is considered important to that history.

Interpretation: In this planning document, it refers to a communication process, designed to reveal meanings and relationships of our cultural and natural heritage, through involvement with objects, artifacts, landscapes, sites, and oral histories.

Key: An overnight accommodation rental unit. This can come in various forms: an entire cottage rental; a duplex cottage or studio rental unit; a garage-to-studio conversion unit; etc.)

Landform: Configuration of land surface (topography).

Mean Sea Level: The average altitude of sea surface for all tidal stages.

National Register of Historic Places (NRHP): The official federal list of buildings, structures, objects, sites, and districts worthy of historic preservation. The register recognizes resources of local, state, and national significance. The register lists only those properties that have retained enough physical integrity to accurately convey their appearance during their period of significance. Crystal Cove was listed on the NRHP as a Historic District on June 15, 1979.

Native species: A plant or animal that is historically indigenous to a specific site area.

Natural Communities Conservation Program (NCCP): The NCCP is a federal multi-species Habitat Conservation Plan (HCP) established to encourage landowner cooperation in long-term regional conservation plans. HCPs are permitted under section 10 of the Endangered Species Act. The program is designed to manage sensitive species at the community level. It allows for the limited development of habitat if specific mitigation requirements are met. This plan provides certainty and predictability for land use planning and landowners by defining areas for habitat conservation and land development. The NCCP covers 85 species of vulnerable plants and animal's including the California Gnatcatcher and the Least Bell's Vireo. All of terrestrial Crystal Cove State Park (except for the beaches, existing developed areas, and the Crystal Cove Historic District) is a part of NCCP habitat lands. This means that the park areas outside of the CCHD area are to remain as CSS habitat areas and that development beyond the existing CCHD boundaries should be avoided if possible.

Notice of Preparation (NOP): A document stating that an EIR will be prepared for a particular project. It is the first step in the EIR process.

Office of Historic Preservation (OHP): The governmental agency primarily responsible for the statewide administration of the historic preservation program in California. Its responsibilities include identifying, evaluating, and registering historic properties and ensuring compliance with federal and state regulatory obligations.

Public Resources Code (PRC): In addition to the State Constitution and Statutes, California Law consists of 29 codes covering various subject areas. The PRC addresses natural, cultural, aesthetic, and recreational resources of the State.

Public Works Plan (PWP): The Public Works Plan process (PRC Section 30605) is an alternative process to the conventional coastal permit review by local governments, established for more efficient project implementation of state parks. If State Parks has a certified PWP for a park unit, State Parks need not have its coastal permit applications reviewed by the local government. Under GP/PWP certification, State Parks need only file a notice (specific project permit application) of the proposed development project and the Coastal Commission will review the development project for consistency with the approved public works plan. The Coastal Commission can only impose reasonable terms and conditions on the project if necessary to bring it into conformity with the approved public works plan. If a proposal is not consistent with an existing PWP, State Parks can submit a PWP amendment to the Coastal Commission for approval. The Crystal Cove State Park General Plan was approved and certified as a PWP in May 1982. (also see General Plan and Specific Project Approval)

Rehabilitation (Historic): One of four treatments (preservation, rehabilitation, restoration, and reconstruction) identified in the Federal historic property treatment standards. Rehabilitation Standards acknowledge the need to alter or add to a historic building to meet continuing or new uses while retaining the building's historic character. Rehabilitation will be the most used of the property treatments in preserving the historic character of Crystal Cove while allowing for adaptive public use.

Runoff: That portion of rainfall or surplus water that does not percolate into the ground and flows overland and is discharged into surface drainages or bodies of water.

Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (Historic Building Standards), Birnbaum and Peters 1996: The federal standards for preservation of cultural resources (particularly buildings and structures) listed in the National Register of Historic Places. This document addresses the four types of treatment: preservation, rehabilitation, restoration, and reconstruction.

Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes (Cultural Landscape Standards), Birnbaum and Peters 1996: The federal standards for preservation of cultural landscape resources listed in the National Register of Historic Places. This document addresses the four types of treatment: preservation, rehabilitation, restoration, and reconstruction.

Septic System: A on-site sewage treatment system that includes a settling tank through which liquid sewage flows and in which solid sewage settles and is decomposed by bacteria in the absence of oxygen. Septic systems are often used where a municipal sewer system is not available. All Crystal Cove cottages were on

existing septic systems. Use of these systems was discontinued after the departure of the tenants in July 2001 in response to RWCQB requirements.

Slope Stabilization: Methods or treatment to support a slope against failure. These methods or treatments include the following:

Buttressing – The excavation of a shear key and placement of an earth embankment by compacted fill material.

Tie/back Wall/Systems – Use of walls and/or walers with tie-backs with or without wall aesthetic treatment.

Retaining Wall/Systems – Use of cantilever or gravity-type structures.

Geo-Web Wall/Systems – Use of stacked masonry/concrete geo cell units or cellular confinement systems overlaid by compacted fill.

Reconstruction – Evacuate poorly consolidated material, replace in kind or with imported fill and compacted to specifications.

Specific Project Approval: Under the Public Works Plan (PWP) process, the Coastal Commission provides Specific Project approval for state park development project after it has determined whether it is consistent with the park unit's certified PWP. The Coastal Commission can impose reasonable terms and conditions to bring a proposed in conformance with the Public Works Plan (See Public Works Plan).

Stabilization (historic structures): Preliminary treatment for protection of historic structures. Stabilization may include structural reinforcement, weatherization, correcting unsafe conditions, or protection from vandalism.

State Historic Building Code: Part of the California Code of Regulations that provides alternative building regulations and building standards (to the Uniform Building Code) for the rehabilitation, preservation, restoration, reconstruction, or relocation of historic buildings. This code is intended to provide the means for the preservation of historical value of designated buildings, and concurrently, to provide reasonable safety from fire, seismic forces or other hazards for occupants of such buildings and to provide reasonable availability to and usability by, the physically handicapped.

State Historic Preservation Officer (SHPO): The chief administrative officer for the OHP and is also the executive secretary of the State Historic Resources Commission.

Sustainable Design: To site, design, deconstruct, construct, renovate, operate, and maintain built environments that are models of energy, water, and materials efficiency; while providing healthy, productive, and comfortable habitable environments and long-term benefits.

Threatened Species: An animal or plant species that is considered likely to become endangered throughout a significant portion of its range within the foreseeable future

because its prospects for survival and reproduction are in jeopardy from one or more causes. This designation is made by the U.S. Fish and Wildlife Service and/or the California Department of Fish and Game.

Treatment: Work carried out on an historic property to achieve a particular historic preservation goal.

Underwater Park: Relatively spacious underwater areas of outstanding scenic or natural character, containing significant ecological, historical, archeological, or other features. The purpose of an underwater park is to preserve these natural, scenic, and cultural values, and to perpetuate them as outstanding examples of California's underwater environment and history. Crystal Cove State Park's offshore area is designated as an underwater park area (also known as the Irvine Coast Marine Life Refuge).

Vernacular: Pertaining to a common recognizable characteristic style, design, construction, or development in the built environment of a particular locality that has been designed/developed without formally trained professionals.

Viewshed: The area within view of from a defined observation point.

Wave Uprush Analysis: Evaluation of the effects of wave action on shoreline areas.

Appendix D: Selected References

CALIFORNIA DEPARTMENT OF PARKS AND RECREATION

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1982 *Crystal Cove Historic District, Development and Public Use Plan*. Report on file at California Department of Parks and Recreation.

1994 *Crystal Cove Historic District, Legislative Report*. Report on file at California Department of Parks and Recreation.

1999 *Crystal Cove Historic District, Individual Building Inventories and Evaluations*. Report on file at California Department of Parks and Recreation

2001 *Crystal Cove Historic District, Investigations and Interim Protection Plan – Final Environmental Impact Report*, Sch. #200103100. Report on file at California Department of Parks and Recreation.

2003 *Crystal Cove Historic District Preservation and Public Use Plan - Final Environmental Impact Report*, Sch #2002021112. Report on file California Department of Parks and Recreation

CALIFORNIA COASTAL COMMISSION

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2003 California Coastal Commission conditional approval (June 11, 2003) of the Crystal Cove State Park Public Works Plan Amendment (PWP 4-82-A2) and Crystal cove Public Works Specific Project (4-82-14) as described in Items W11 & W12 of the June 2003 Hearing Staff Report (dated 5-29-03) and the Staff Report Addendum (dated June 10, 2003).

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Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan

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Williams-Kuebelbeck & Associates, Inc. *Preliminary Fiscal/Operations Plan for Crystal Cove Historic District* (May 2003).



**APPENDIX E: PLANNING TEAM
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John Shelton, CEA, Concessions, Reservations, and Fees Office

Special thanks to:

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Members of the public and planning team at the February 2003 Crystal Cove site briefing.

Exhibit 3: Crystal Cover Historic District Preservation and Public Use Plan