

NEWPORT BEACH

# R/UDAT

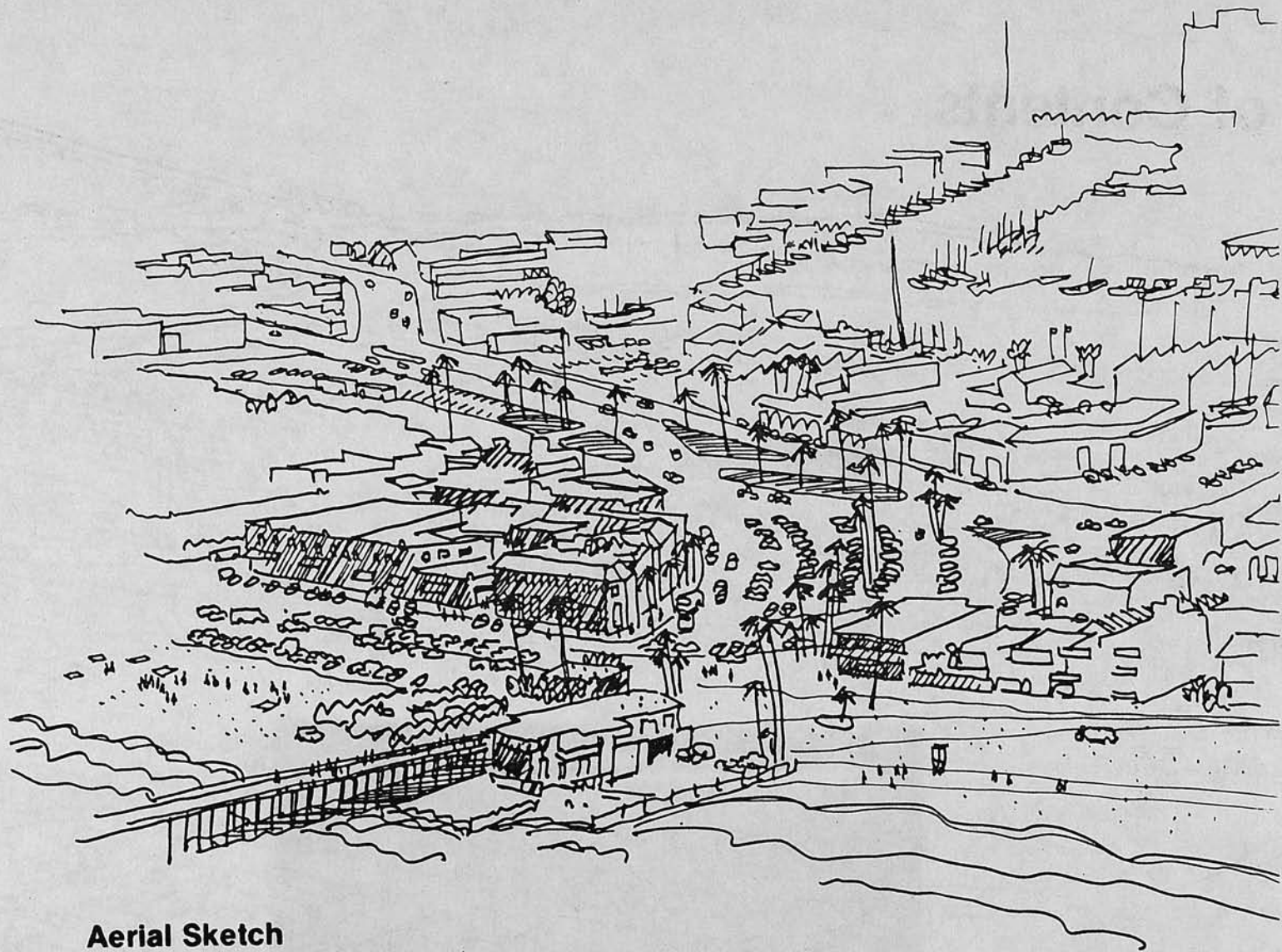
ORANGE COUNTY CHAPTER  
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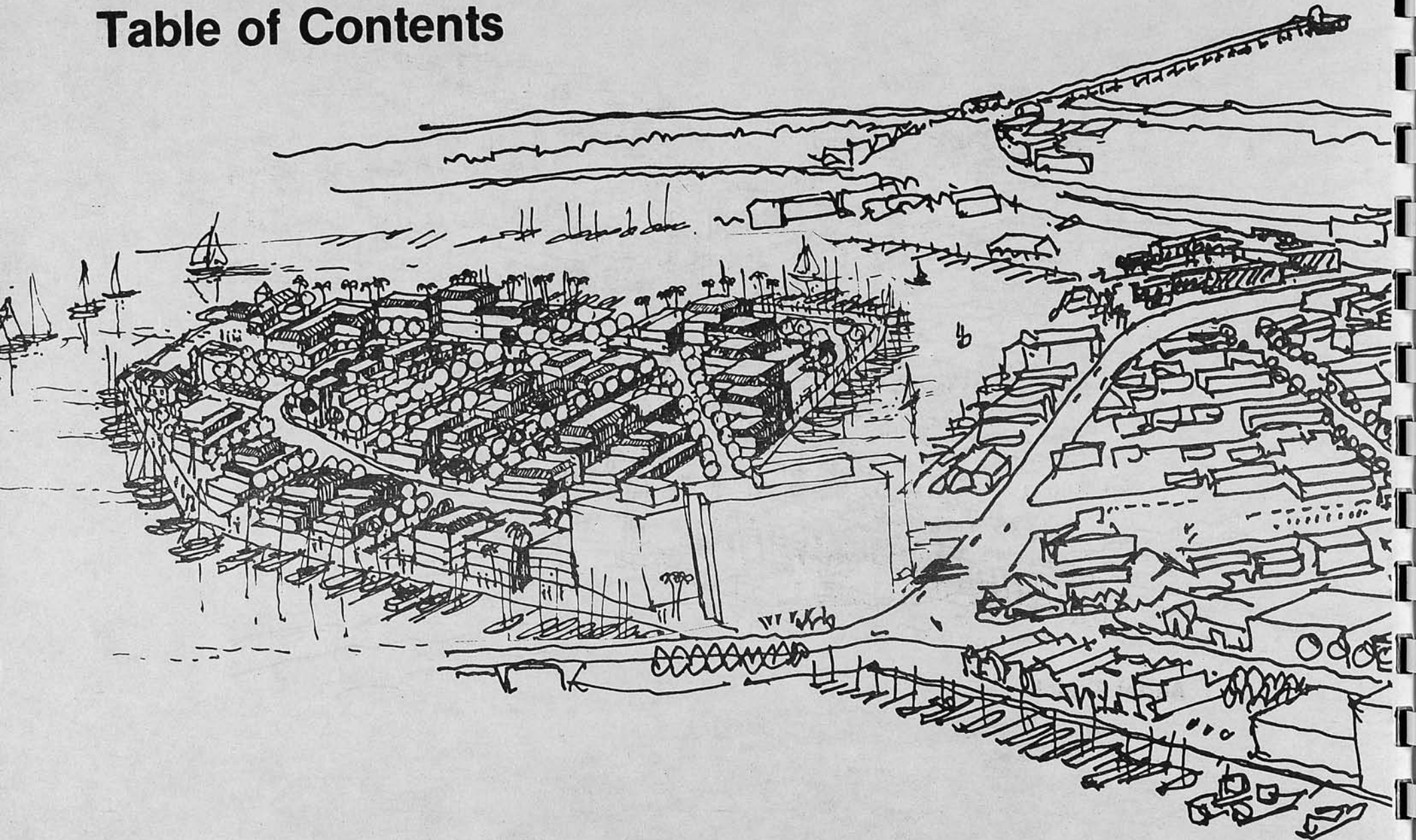
REGIONAL/URBAN DESIGN ASSISTANCE TEAM / AMERICAN INSTITUTE OF ARCHITECTS / JUNE 1983



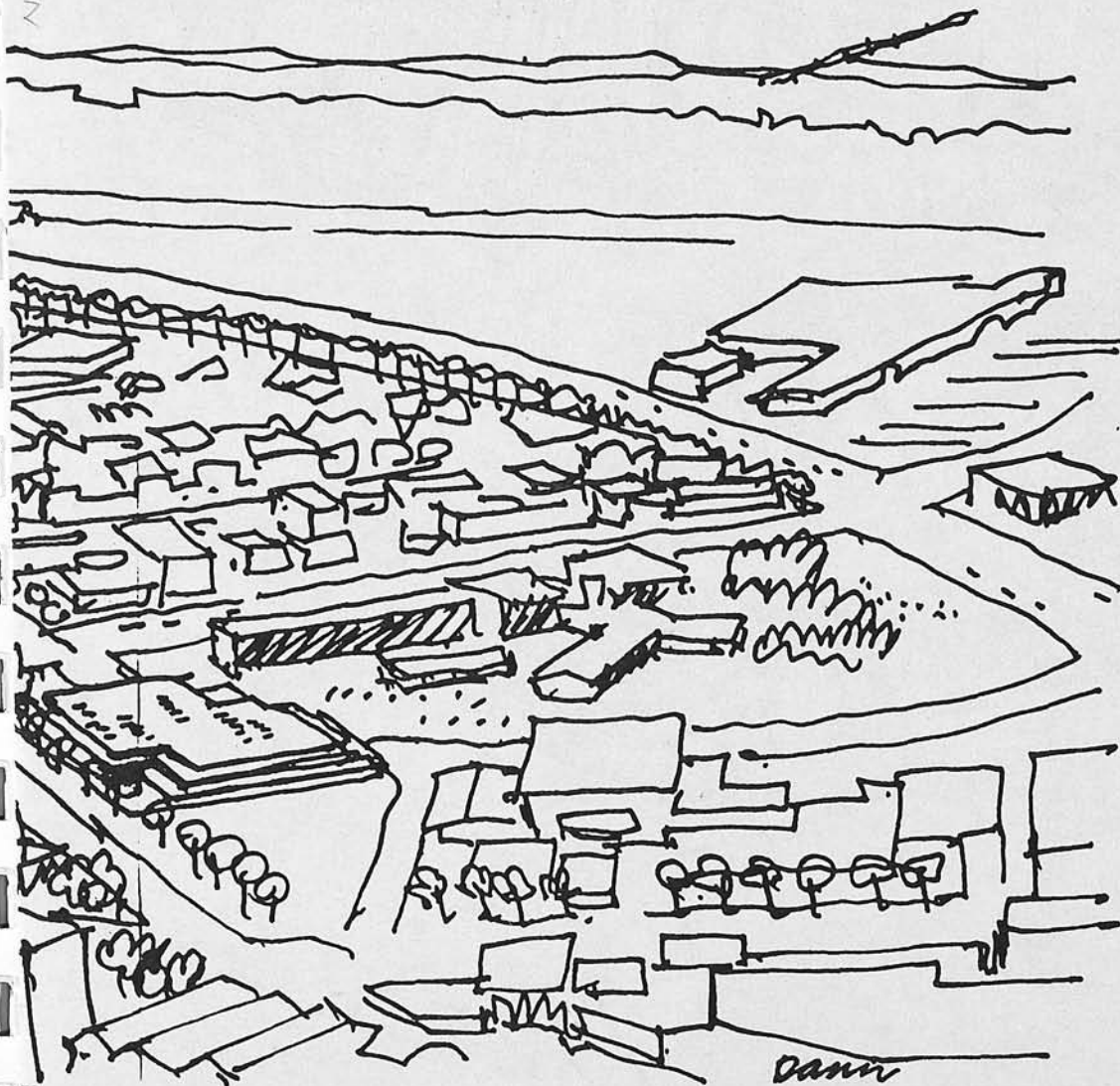


**Aerial Sketch**

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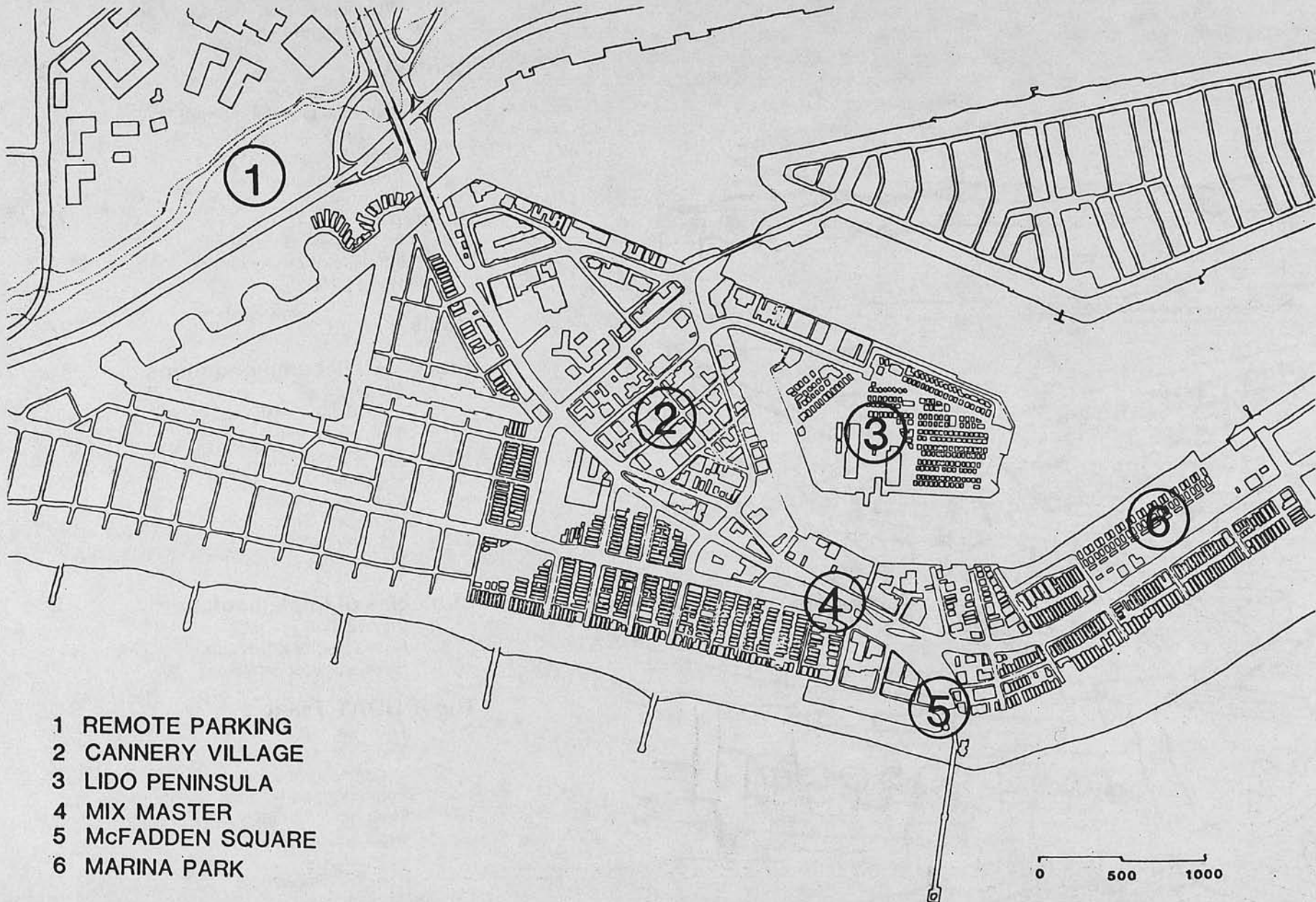


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# Executive Summary





The R/UDAT team was in Newport Beach June 10 - June 13, 1983 to study an area known as Cannery Village/McFadden Square. These two small sub-areas in the older, beach-oriented part of town are manifesting problems of traffic and parking, adverse impact of tourists and visitors in summer, pressures for redevelopment, restrictive zoning, scarcity of land, and lack of an overall coordinated plan for the area.

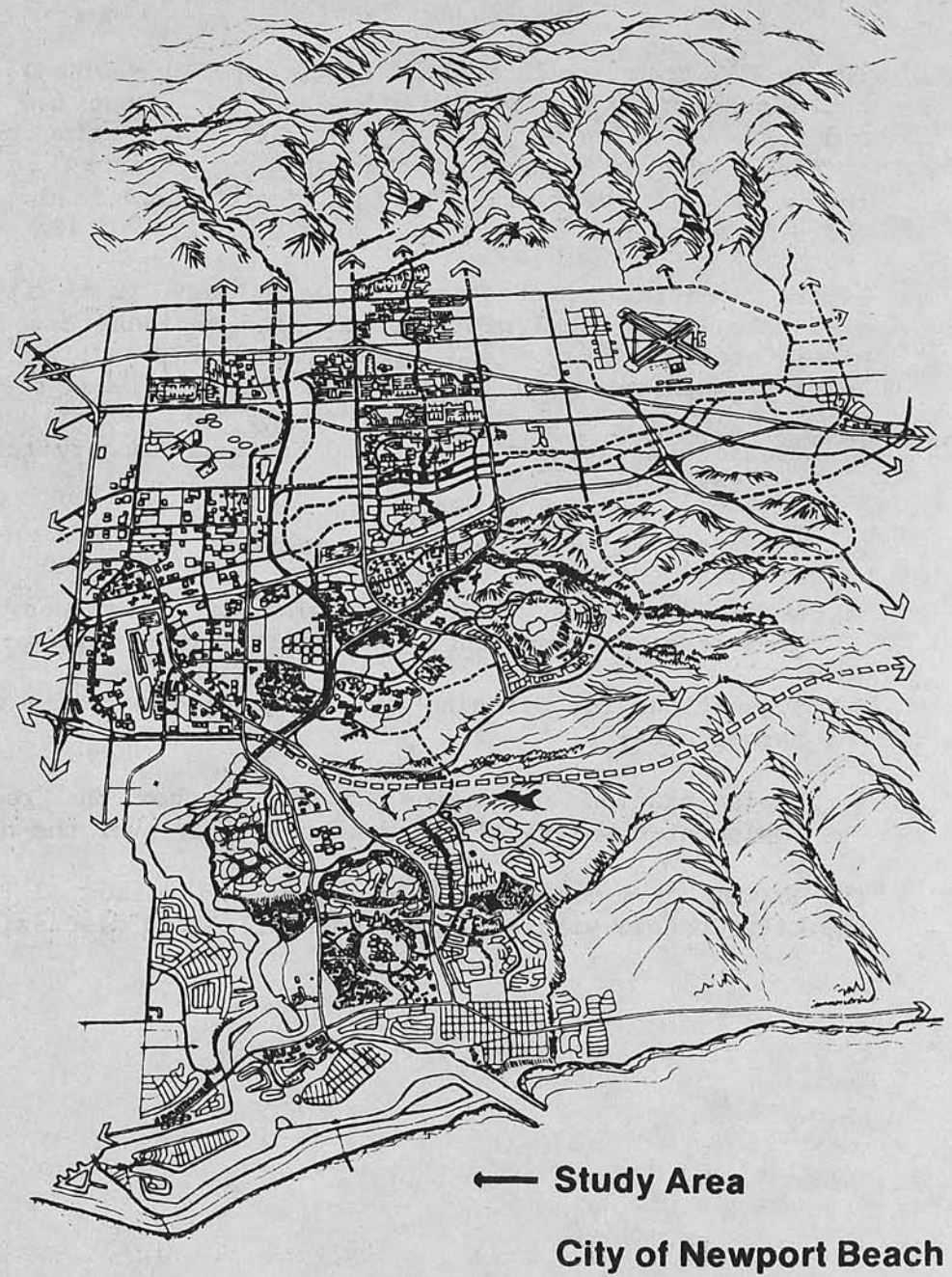
After receiving information and testimony from City Council members and officials, from local professionals and resident associations, and a variety of interested groups and individuals, the R/UDAT Team determined on a multi-pronged set of recommendations which included the following:

1. Visual and design sketches and historic imagery to encourage upgrading of the target areas;
2. A traffic and parking management plan;
3. A fiscal strategy for increasing city revenues in order to encourage greater city expenditures on infrastructure and upgrading of public areas;
4. Suggestions for planning and design approaches to major areas outside the target area;
5. Implementation strategies to outline how the recommendations could be implemented politically and economically over the next few years.

The R/UDAT Team developed this report and presented their major findings to the City Council with a slide presentation and discussion.



# Introduction





## **What is a R/UDAT and why are they here?**

The Urban Planning and Design committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance Teams to various American cities since 1967.

The Newport Beach Team is the 85th such team to be invited area to deal with environmental and urban problems which range in scale from a region to a small town, and in type from recreational areas to public policy and implementation methods.

AIA receives the community's request for assistance, then selects professionals for their expertise in the specific disciplines which have been deemed necessary to respond to the particular problems of the community. The members of the team receive no compensation for their services. Furthermore, they agree prior to the visit that they will not accept any commissions or consulting work which might result from this office.

The visit is a four-day, labor-intensive process in which the members must quickly assimilate facts, evaluate the existing situation and arrive at a plan of action. The format of the visit consists of air, automobile and bus tours to determine the visual situation at first hand; community meetings and interviews to generate user input and to build community support; brainstorming sessions to determine a direction and to develop implementable solutions; and finally, the presentation of recommendations to the community. R/UDAT studies characteristically produce implementable solutions. This means a proposal which can be accomplished for a reasonable cost, which can be executed legally, and which satisfies the community enough to support it in the long term.

In mid-December of 1982, William E. Blurock FAIA, Architect, of Newport Beach, then Chairman of the National AIA Design Committee, contacted Tom Moon FAIA, President of the Orange County Chapter of the AIA and planted the seed for initiating the R/UDAT process. The proposal was born out of a deep concern to take a fresh and unbiased look and a desire to sift through the many entangled constraints and opportunities of a community without a real sense of direction. It was an opportunity to solidify the community behind a solid course of action.





**The Bay**



**The Beach**

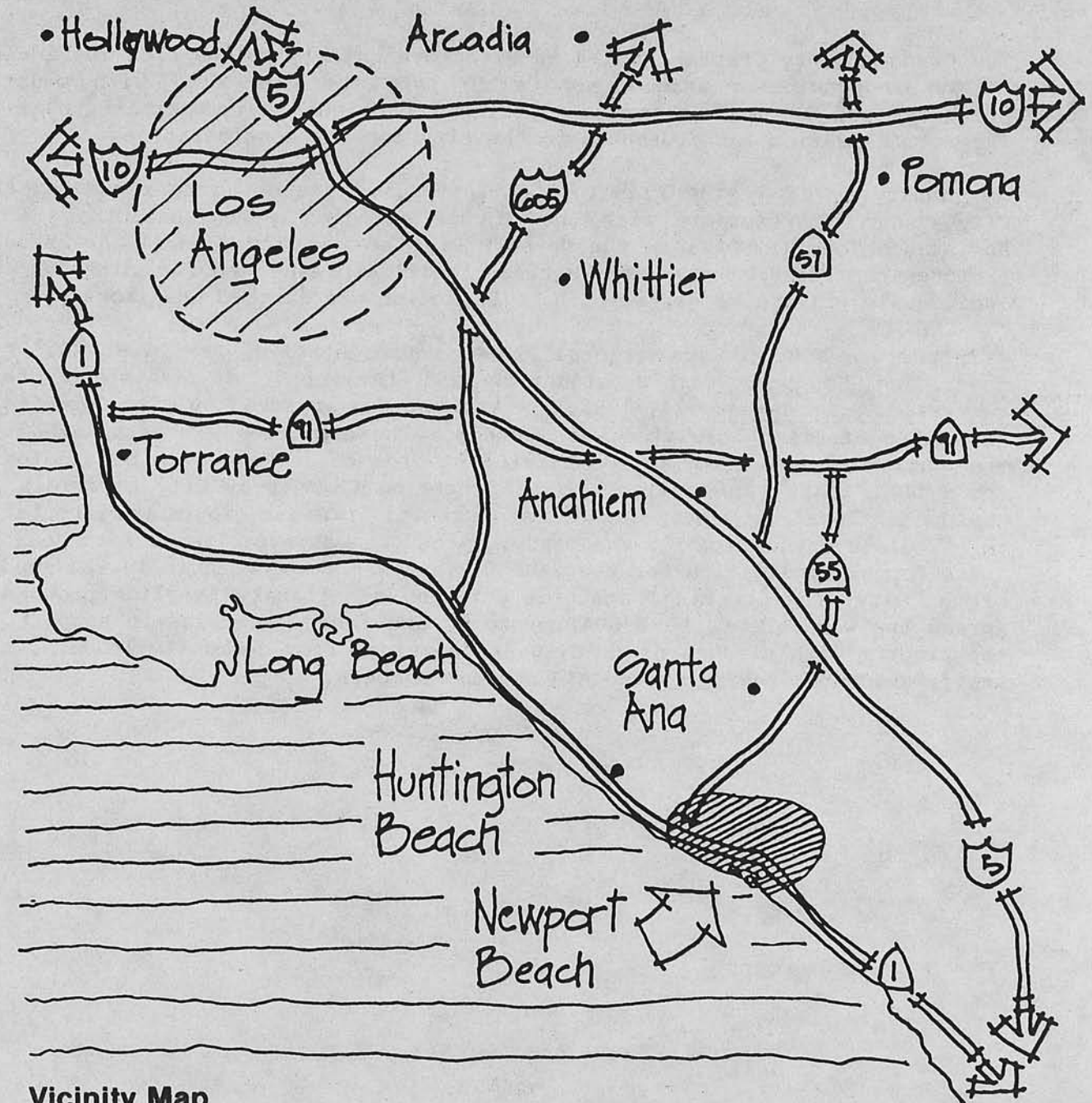
The Orange County Chapter, Board of Directors quickly seized upon the idea as a way to provide a unique service to help the city deal with mounting pressures and issues without sacrificing its unique environmental qualities. The recommendation was presented to the city for its consideration.

On January 6, 1983, the Planning Commission was requested to recommend that City Council participate with the AIA in bringing a Regional/Urban Design Assistance Team (R/UDAT) to the Newport Pier area. City Council was asked to explore the feasibility of sharing their expenses with businesses and individuals willing to participate. The motion was carried unanimously.

A letter was sent to the National R/UDAT representative, Ronald B. Kull AIA, describing Newport Beach's situation and the kinds of assistance being requested. On January 24, 1983, the concept was approved by City Council and an Ad Hoc Steering Committee was founded. The committee was established for the purpose of assisting in identifying an area of influence to be studied by the R/UDAT team. In addition to the Steering Committee, City officials and employees, local community leaders and special interest groups were contacted to stimulate enthusiasm for the study. A budget was established for the study and a formal application for the R/UDAT visit was made. Secure in the support of the City, the Steering Committee utilized a national AIA slide program to spread the word about the R/UDAT process, and found enthusiastic support for the program with pledges of funding and services from community leaders, city staff, students, residents and AIA chapter members.



# Context

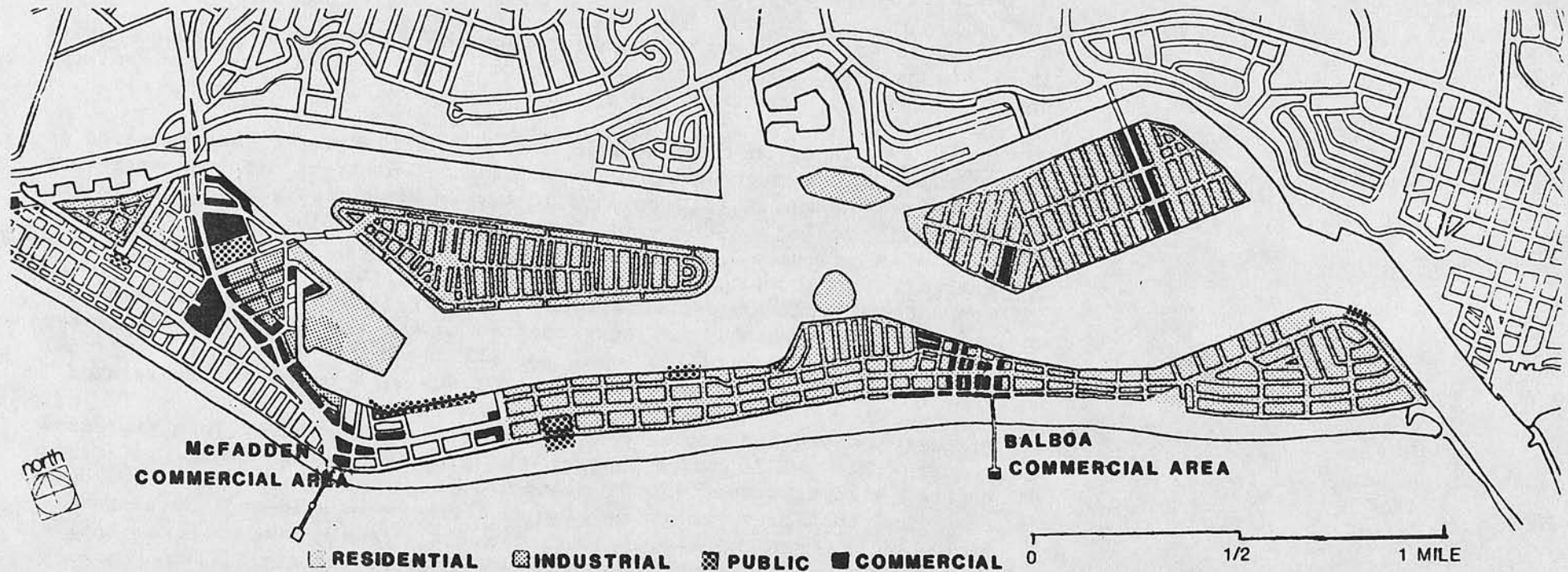


Vicinity Map

## Newport Beach

Newport Beach, an Orange County community of 65,000, is located 45 miles south of Los Angeles on the Pacific Coast. The town is blessed with two extraordinary natural assets:

- \* A beautiful five mile white sand beach, a magnet for an average of 10,000,000 sunbathers, swimmers, surfers and other visitors per year. The beach is Southern California's second most important visitor attraction; the first, of course, is Disneyland, just a few miles away in Anaheim.
- \* A bay, regarded as one of the world's finest sailing spots, which provides moorage and, at waterside facilities, dock space for over 9,000 pleasure craft. A lasting impression of the community is formed as one first sees these thousands of sail boats from land, sea or air.



Land Use



These water assets bound the three mile long Balboa Peninsula portion of Newport Beach. The base of the peninsula is the commercial district the R/UDAT Team was asked to evaluate. The study area, really two distinct zones divided by the conjunction of the Peninsula's principal thoroughfares, Newport Boulevard and Balboa Boulevard, is the oldest part of Newport Beach:

- \* McFadden Square, on the ocean side, is now a small but regionally important nightclub district, the point at which the heavily used fishing pier joins the land, and the place where the famous and hardy men of the dory fleet sell their daily catch of bottom fish.

The Square area also provides about 35 visitor serving facilities, such as ice cream, sandwich, and cold drink shops as well as souvenir stores, places to rent skates and bicycles, and stores selling items to the thousands of surfers who chase waves - in the morning - at one of the populated stretches of beach in sunny California.

According to many citizens who spoke before the R/UDAT Team, McFadden Square is a big problem: Crime, vandalism, hooligans, youth hanging out, dirty, unsafe and, well, a thumb in the eye of civic pride.

- \* Cannery Village, on the bay side, is remarkably diverse, but compared to McFadden Square much less visited commercial district. Though there are a few residences in this compact 10 blocks area, it is most notable for the small scale and charm of the forty year old industrial buildings, many of which have been converted to restaurants, antique stores and a smattering of boutiques. Interspersed among these adaptations are the remnants of the commercial fishing industry, ships' hardware, riggers, and the like - which, too, have adapted to the times and primarily serve the needs of pleasure boaters. In all there are about 60 commercial establishments in Cannery Village; about 40% of them are marine related.

Property owners and citizens who spoke before the R/UDAT Team expressed concern that public investment in the area was scant. They criticized unpaved alleys, street flooding and inadequate parking. They, too, are concerned that pressure to develop the area - as evidenced by extremely high land values and rapidly rising rents - would result in intensive development and thus compromise the character of Cannery Village.

## Historical Development of the Study Area

McFadden Square was established by James McFadden in the late 19th century and is the earliest settlement and historical nucleus of what is now Newport Beach. The Newport Pier, completed in 1889, and the completion of a railroad connection from the pier to Santa Ana, 1891, set the stage for the development of the current community.

The railroad was primarily built to receive and transport goods from large ocean-going freighters. The rails also carried passengers from Santa Ana. People began coming to Newport for recreation. Nearby parcels were leased for beach cottages and around the square shops and two hotels were built. In 1890, Los Angeles won a battle for Federal harbour improvement funds. The McFadden's soon sold the pier, ending Newport Beach's brief role as a commercial shipping center. The recreational uses flourished and got a big boost in 1905 when the Pacific Electric Railroad was extended to Newport from Los Angeles.

The famous "Red Car" brought a new stream of vacationers to McFadden Square. The peninsula, then a low, largely empty sandspit, was subdivided into the small 20 by 85 feet lots that give the residential neighborhoods near the study area their special character. Many of the small wood frame houses built in the early years as vacation homes remain today.

### Cannery Village

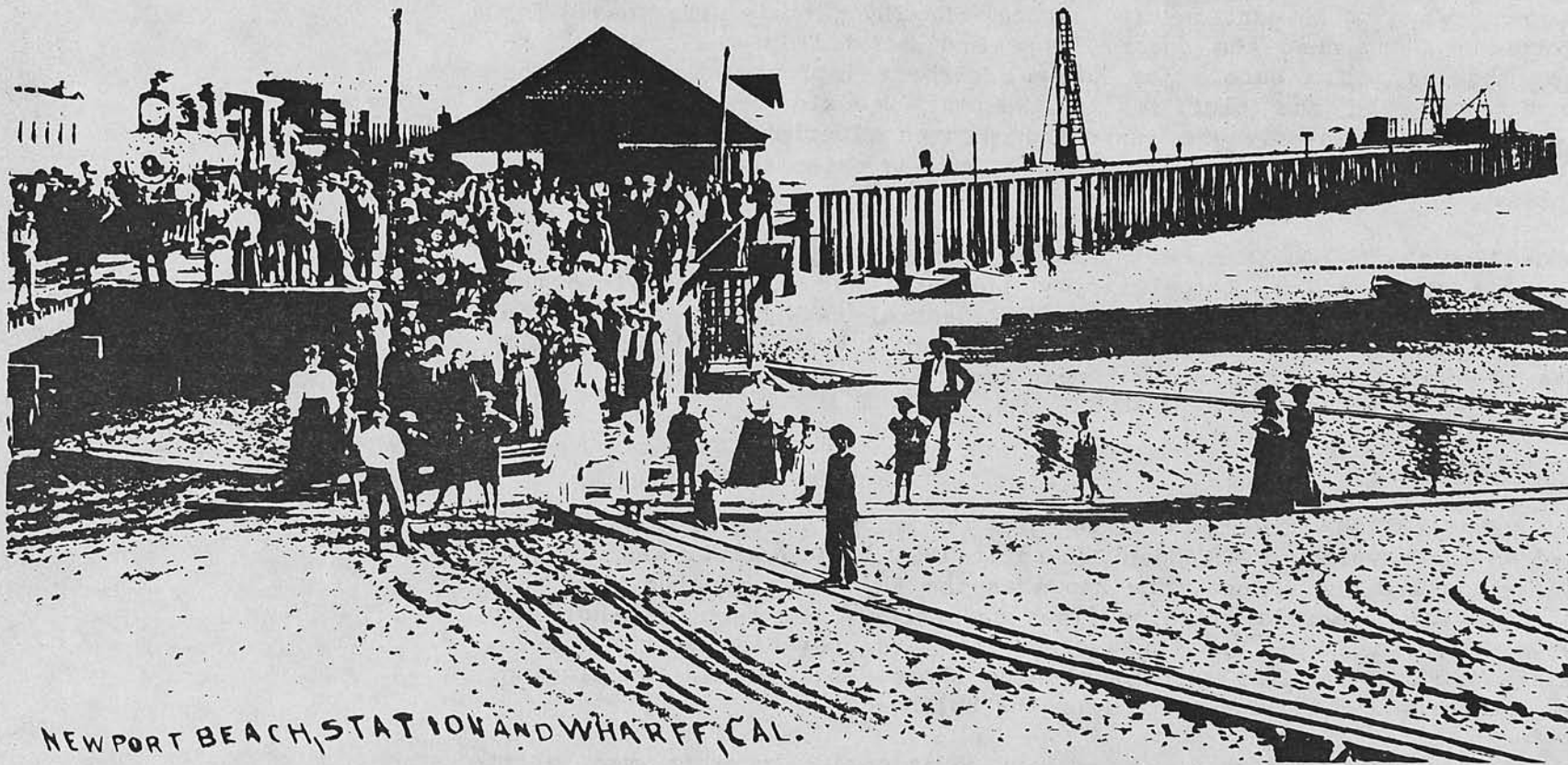
What is today called Cannery Village grew from the establishment of a boat-yard on the bayside of McFadden Square in 1926. The harbour was dredged in the thirties and the channel now known as the Rhine was created. By the late thirties the commercial fishing fleet had secured a strong foot-hold on the west side of the Rhine and three canneries were operating on the docks. Small marine industrial uses such as machine shops, sail lofts, and rigging yards were established a block or so from the bulkhead.

During the war, twenty mine sweepers and many additional navy craft were built by local boatyards. On the east side of the Rhine on the empty Lido Peninsula, the Navy set up a boatyard.



By the late fifties, an increasing scarcity of fish and the small scale of the cannery operations precipitated a decline in profits in the fishing industry. The last cannery on the Rhine closed in the late sixties.

The increasing recreational importance of Newport Beach and the decline of commercial fishing has resulted in the mix of smaller commercial uses blended with older small industrial uses, residences, exclusive restaurants, small shops and professional offices.



NEWPORT BEACH, STATION AND WHARF, CAL.

## Recent Regional Trends

Historically a largely bedroom community, Newport Beach was permanently and dramatically changed by two events in the 1960's, both brought about by the Irvine Corporation which owned 90,000 acres in Orange County. The first was the donation of 1,000 acres to the State of California for the University of California at Irvine, which now has 11,000 students, many of which live on the Peninsula.

Second, was the construction by the Irvine Company of Eastbluff, one of the nation's first planned communities, on the bluffs above Upper Newport Bay to provide housing for 4,400 people.

In the 1960's manufacturing firms moved south from Los Angeles and, in the 1970's major corporations and professional firms joined the ranks of Orange County employers. Between 1970 and 1980, employment in Orange County doubled and by 1978, new jobs, at the rate of 63,000 per year were being created and the character of the county changed from bedroom suburb to an urban conglomeration focused on Newport Center which contains 4,000,000 square feet of commercial space, and the Orange County (John Wayne) Airport.

Many of the new employees in the area are young professionals, many single, and they often move to Orange County both for their job and to seek moderately high density housing with substantial amenities. This market opportunity is available to developers on the peninsula, should an adequate site with suitable zoning be made available.

As the population of Newport Beach and Orange County increased, there was very little investment in the housing stock on the peninsula. The peninsula was built out by 1960, and population approached its present level of 6,200. Small lot sizes and rising property values made the assembly of suitable development sites nearly impossible. Then, in the early 1970's, two high-rise apartment buildings - 11 and 9 stories - were built on the peninsula, near Cannery Village.



The City's response was to amend the zoning ordinance so as to preclude additional high-rise construction on the peninsula. Regulations were adopted that made substantial rehabilitation of housing economically infeasible. Since then, city departments have been strictly interpreting these regulations and have, in effect, stopped housing investment in the peninsula.

During the 1970's, however, because of the demand for housing in the area, and the presence of a stable pool of renters - the students - housing prices on the peninsula have gone through the roof.

Interviews by team members developed the information that residential property two blocks from the water is being offered at \$67 per square foot or over \$170,000 for 30 by 85 foot lots. To build a new 2,200 square foot house would cost about \$200,000. Thus, to create a new single family home on a standard peninsula lot would require an investment in the range of \$370,000.

Many citizens suggested that the peninsula is becoming more of a year-round residential community. This may well be the case yet, according to the most recent data on the peninsula's population, the 1980 Census, two-thirds of the 2,900 dwelling units on the peninsula are renter occupied. What's more, one-third of the peninsula's residents are males, between 19 and 34 years of age and less than 30 percent of the households on the peninsula are families with husband and wife living together. The citizens who spoke to the R/UDAT team expressed a strong desire to preserve and enhance a family atmosphere. One the surest ways to do that in America is to create home ownership opportunities for families. Given land costs on the peninsula, significant home ownership opportunities will be made available when high land costs can be allocated among more than one dwelling unit per traditional lot.

## Beach Visitors

Many persons the R/UDAT interviewed spoke of the McFadden Square - Newport Pier area with a mixture of dismay and alarm. They mentioned an undesirable element and spoke of the incidence of crime in the area.

Quite plainly many persons perceive the McFadden Square milieu to be intimidating. So one of the key questions is: How intimidating is the McFadden Square environment? In an effort to get some sense of the atmosphere of McFadden Square, members of the team observed it at various times during the day. As the accompanying charts show, the volume of beach visitors is high. By day the beach visitors are perceived by some as riff-raff and surf bums. During the day, dress customs on the beach are, as you might expect, quite casual. Perhaps this casual appearance of the beach visitors disturbs some people.

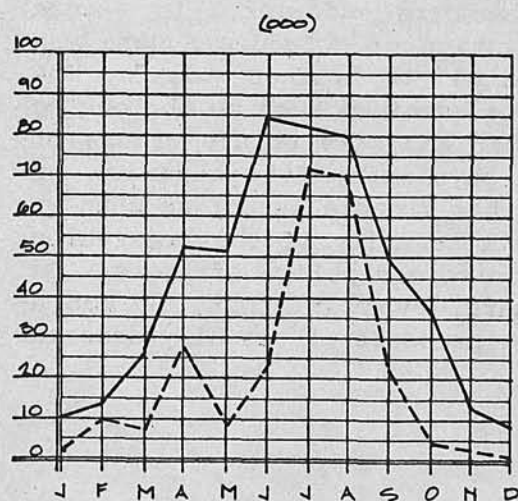
Some team members spent from 10:30 p.m. to 12:45 a.m. of a mild June Saturday evening walking in the area and talking with visitors, bar owners and police officers. On that occasion McFadden Square was orderly and calm. The visitors were mostly couples in their twenties who were drawn to the bars that provide music for their patrons. Team members endeavored to secure opinions with respect to how typical the population of McFadden Square was that evening. Those opinions varied from "typical" to "rather quiet". The team members were inclined to conclude that while evenings such as the one we observed may be common, the potential for larger and more unruly groups of people plainly exists. The presence of very physically fit young men as employees of the bars in the area demonstrates that trouble is not an unknown visitor. But it also contributes to the overall security of the area which is primarily secured by the plain presence of uniformed police officers. On balance, the team concluded that McFadden Square, even at night, is not a dangerous or even intimidating urban space. The presence of casually dressed



young couples establishes that the area does not have a reputation among its natural clientele as unsafe. Strict enforcement by the police of the prohibition of the public consumption of alcoholic beverages makes a significant contribution to public order as does the absence of "adult entertainment" uses. We have earlier used the term "urban space" advisably. McFadden Square is a urban space that provides bars and lounges with music that attracts young people. It is a kind of urban amenity which must be permitted somewhere and its presence in McFadden Square is not inappropriate.

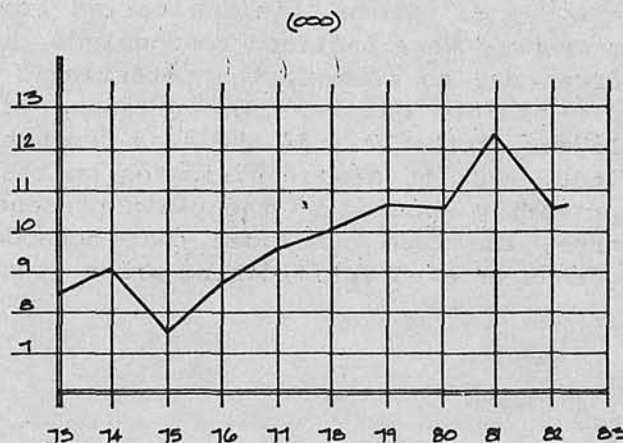
While McFadden Square is not currently an attraction for middle-age mid-western tourists, or even for the more affluent members of the Newport Beach Community, a program of public improvements in the area will lead to increased private investment which may result in the area becoming attractive to a wider range of people.

NEWPORT BEACH  
BEACH USERS, WEEKEND-WEEK DAY  
COMPARISON\*

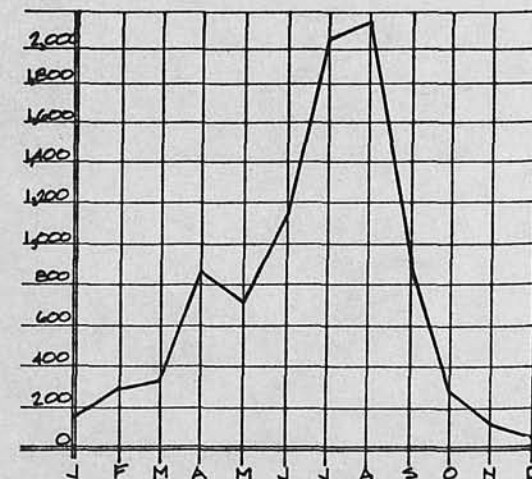


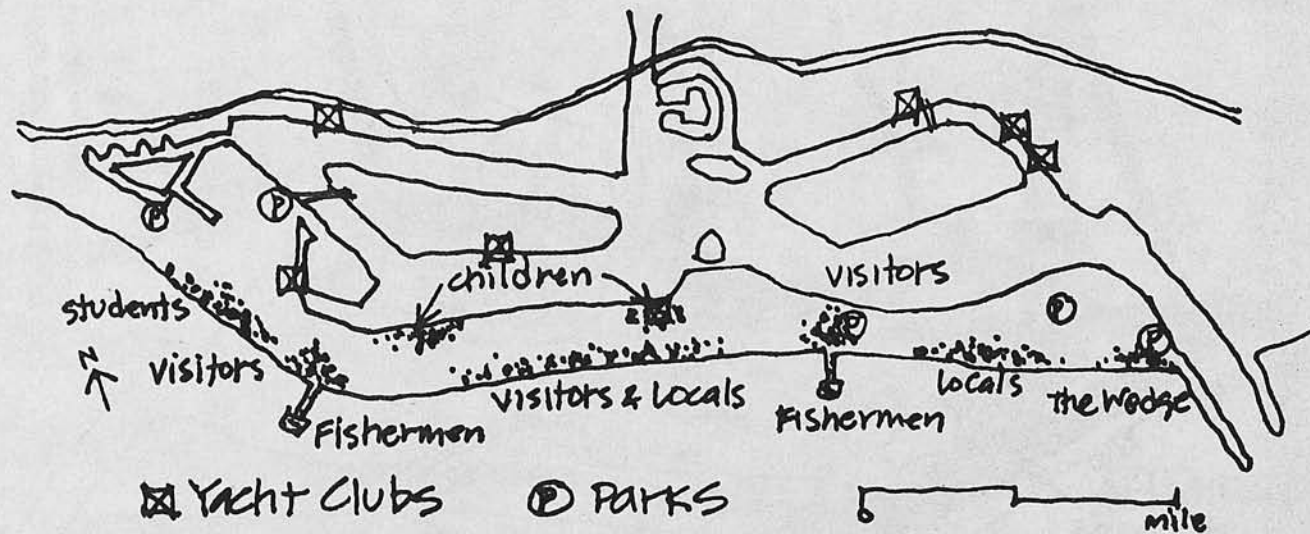
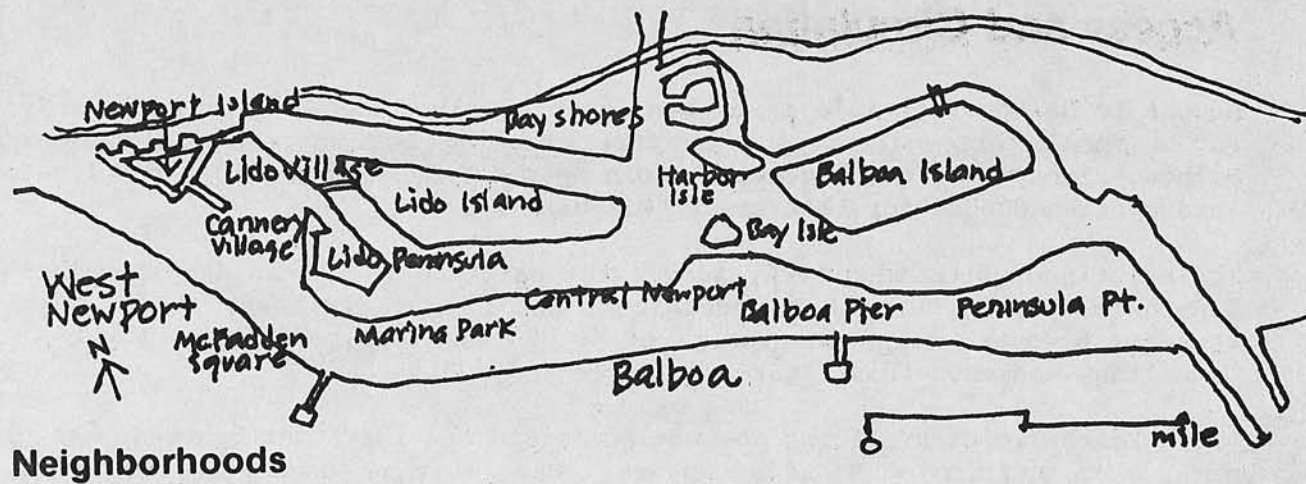
\* 2ND SUNDAY (—) AND 2ND WEDNESDAY (---)  
10 YEAR AVERAGE 1973-82.

NEWPORT BEACH  
BEACH USERS, ANNUAL AVERAGE, 1973-82



NEWPORT BEACH  
BEACH USERS, MONTHLY VARIATION 1982







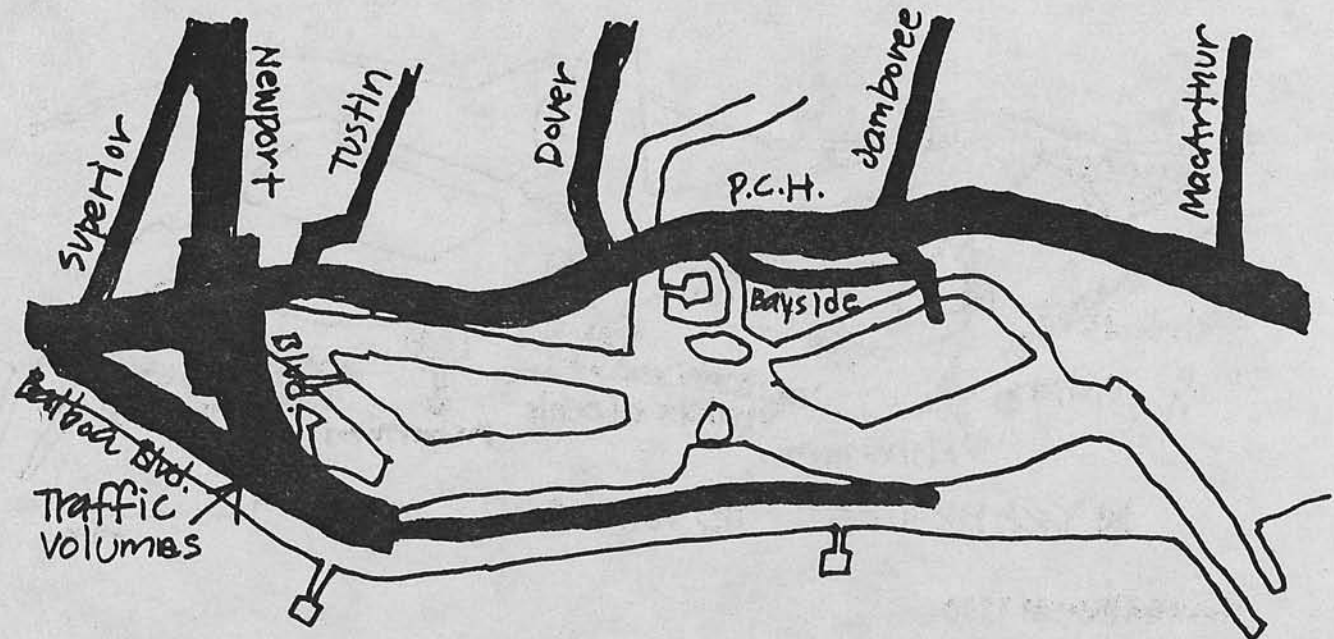
# Problems

## Access and Circulation

Access to Balboa Peninsula is by two roads - Balboa and Newport Boulevards - and a small three-car/three boat ferry running between the peninsula and Balboa Island. The two boulevards join near McFadden Square in a complicated intersection dubbed for this study "Mix-Master".

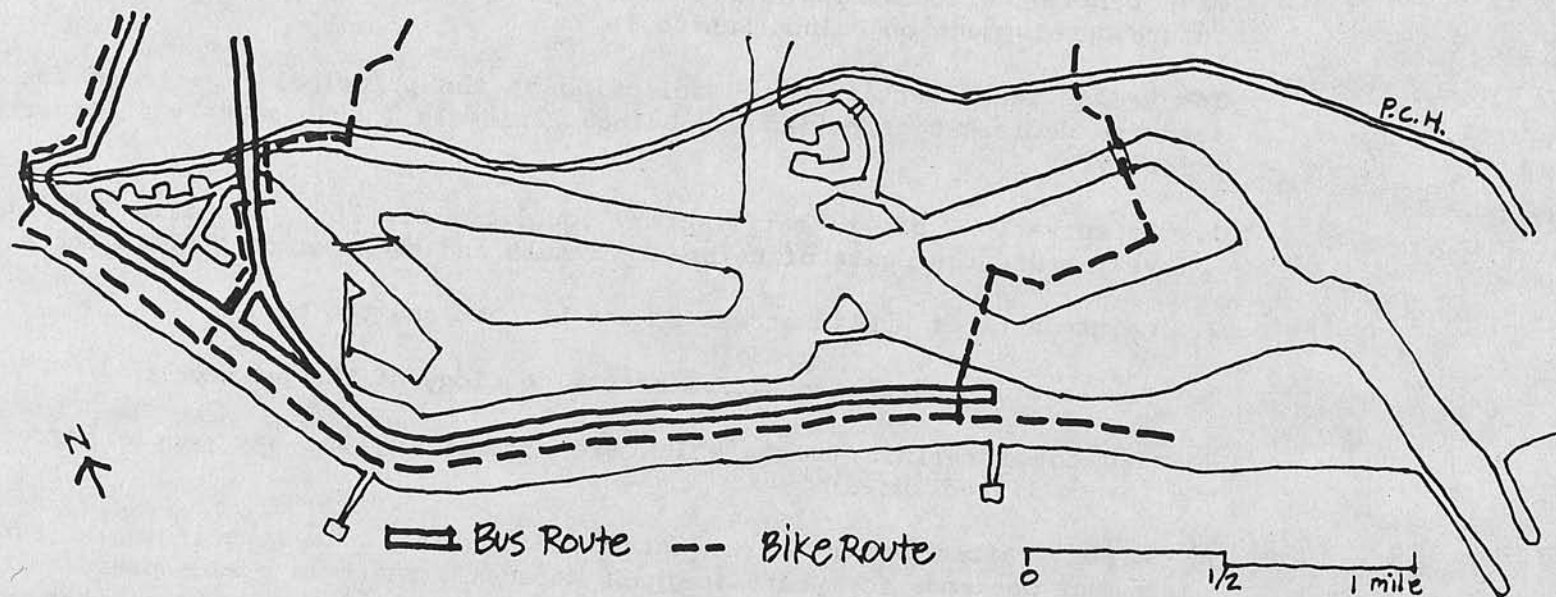
The existing system adequately serves the existing local resident population (approximately 6,000) and a moderate number of day visitors. Sunny summer weekends however, bring an average of 40,000 visitors per day to the beach. On holiday weekends this figure can exceed 60,000.

Visitor traffic enters along Newport Boulevard and looks for beach-accessible parking in and around McFadden Square. Cars that travel to the end of the peninsula in search of beach access are forced to turn back. Although beach arrivals are staggered, visitors often tend to leave at the same time of day, and heavy traffic, noise emissions and traffic jams occur.



On busy days, emergency vehicle access to points along the peninsula is seriously impeded. Businesses suffer from the lack of customer parking, especially on days of heavy beach visitor traffic. Newport Beach police are empowered to restrict access to the peninsula during these situations and direct traffic off the Peninsula.

The construction of additional parking is hindered by the lack of affordable beach-accessible land, and by the difficulties of below-ground construction (high water table). The City is reluctant to increase parking rates on existing lots and streets because of the adverse impact on residents. City zoning requirements for new construction ensure that parking accompanies new developments. However, high land costs, small parcels, restrictive zoning, and high construction costs make this an unattractive proposition to small scale developers and rehabilitators.





### The Intensity of Development

The type and intensity of municipal land use are prominent among the multitude of characteristics whose interplay determines the nature of a community. The citizenry of Newport Beach seems keenly aware of this relationship and, consequently, quite interested and involved in the local zoning process. This interest applies both to the creation and adoption of the zoning ordinance and to the manner in which the City Staff and Planning Commission apply it in specific circumstances.

The testimony which was presented to the R/UDAT team concerning land-use issues reflected the full variety of interests and perspectives involved. While a certain polarity around "pro-growth": "anti-growth" certainly exists, and while issues can align to an extent in favor of the year-round peninsula resident versus the tourist, personal position statements were never strictly one-sided. Rather, each individual we spoke with balanced these issues and many others in describing his or her own philosophy on the direction for future development on Balboa Peninsula.

The R/UDAT Team identified the following as the principal impacts on future land use decisions affecting the Balboa Peninsula (not necessary in order of priority).

1. Preservation of a satisfactory quality of life standard for the year-round residents of Balboa Peninsula and the rest of Newport Beach.
2. Maintenance of public access to the beaches and the bay.
3. Preservation of the sensitive natural ecology of the peninsula.

We also noted certain trends which are influencing the way people perceive the issues listed above:

1. While traffic has been congested and parking spaces besieged on sunny summer weekends for years (perhaps decades), there is a widespread belief that these vehicular problems are steadily worsening and that the "community" must identify and implement remedial actions.

2. While property values have been relatively strong on the peninsula for many years, during the mid to late 1970's the value of this real estate appreciated tremendously. The extraordinarily high property values make conventional approaches to real estate market investment inappropriate. Thus, the market is unpredictable and public policy relating to it is difficult to fashion.
3. While approximately two-thirds of the residents of the peninsula are renters (by U.S. Census of 1980), there is a local consensus that the number of permanent, full-time residents is steadily increasing. These residents have a series of concerns about growth in the "tourist" trade - the traffic congestion and trash it generates, vandalism and crime for which some perceive transients responsible, and the fear that neighborhood-oriented retail and service establishments will be displaced by tourist-oriented business.

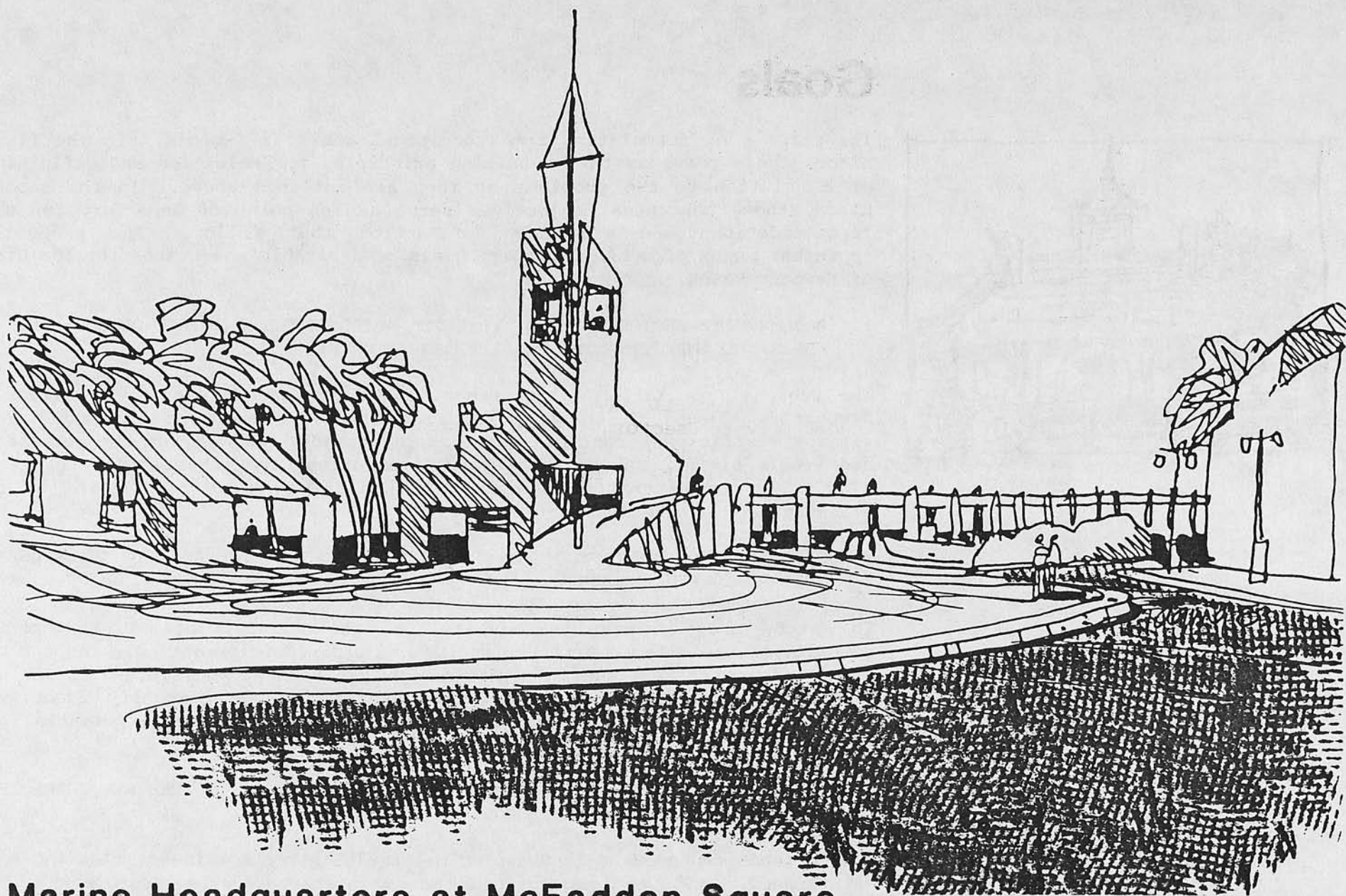
Somewhat paradoxically, one of the R/UDAT Team's strongest impressions is of what's missing - in this case the void represented by the absence of any city-wide consensus on these issues. This lack of community "will" is reflected in the passivity with which Newport Beach has always accepted the annual tourist influx. The harbor and the beaches are certainly freely accessible. However, the red carpet is definitely not being rolled out. This is not to belittle what the City spends to maintain its waterfront or any other of the special expenditures which are necessitated by tourism. Of course, tourism also brings in revenue from various sources. Rather, it is simply a recognition that this ambivalence of community attitude is reflected in the image which Newport Beach presents and the public facilities which it provides to its visitors. Hopefully this report will prove a useful step for the community in achieving an improved understanding of these issues as a foundation for more unified action.



## Need for Action

The Cannery Village - McFadden Square area is a recreational destination for an estimated 10 million visitors a year who come to swim, surf, sun and fish. Unless public investment in the study area is used to keep the infrastructure in repair and to stimulate responsible private investment, transient tourist volume will steadily erode the quality of the environment. In that event, property values will slowly decline and the area will lose some of its appeal.

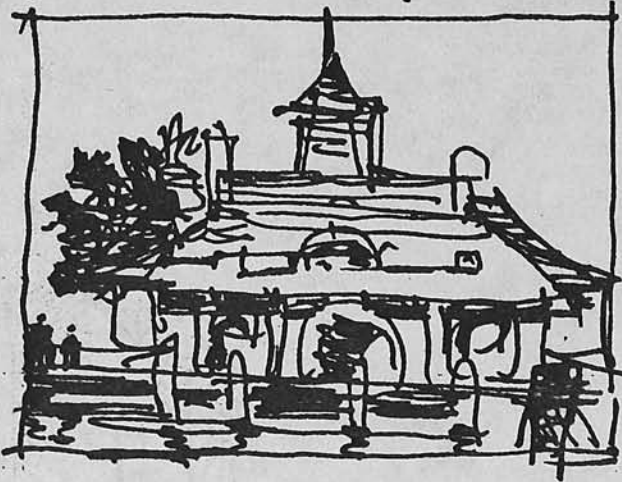
Given current land values in Newport Beach which dictate relatively intense development or none at all, and given the City's restrictive zoning policies, substantial new development or rehabilitation is unlikely to take place in the study area without public sector initiatives. The action that is called for is a series of public sector funding initiatives to pave the way for sensitive and responsible development by the private sector. Some suggestions on projects are described in the next chapter. The concluding chapter suggests some public and private initiatives which can help start a steady flow of investment in the historic core of Newport Beach.



**Marine Headquarters at McFadden Square**



# Goals



The purpose of formulating some conceptual goals is twofold. In the first place, these serve as the organizing principles for selection and definition of a solution to the problems as they are outlined above. In the second place, these conceptual objectives serve as the point of departure for the recommendations and proposals for action that follow. The proposals represent means of achieving these goals or desirable end-states for the City of Newport Beach.

1. ACCOMMODATE REGIONAL ACCESS TO BEACH WHILE REDUCING IMPACT ON RESIDENTIAL AREAS AND IMPROVING THE PHYSICAL ENVIRONMENT.

The regional population's requirement for beach access has always affected Newport Beach and is unlikely to decrease. The vehicular and pedestrian visitor traffic must continue to be accommodated. However, as the permanent and stable element of the local population grows, the impact of the ebb and flow of regional traffic increases. This impact must be managed in an effective and aesthetic fashion.

2. CAPITALIZE ON AMENITIES AND IDENTITY SYMBOLS OF THE AREA TO GUIDE URBAN DESIGN AND REDEVELOPMENT.

The study area incorporates and relates to strong points of historical identity of the city. Current planning and urban development only respect or acknowledge city heritage in a piecemeal way. Planned and systematic use of historical elements to guide redevelopment encourages community identity, generates tourist interest and increases the overall aesthetic potential of the beach-front.

3. ENCOURAGE PUBLIC FINANCING OF CAPITAL IMPROVEMENTS TO PRESERVE CHARACTER AND DIVERSITY OF NEIGHBORHOODS.

Public funds expended on landscaping materials, street drainage, cleaning and maintenance, and on regulating the maintenance and refurbishing of privately-owned property will result in overall environmental improvement while preserving existing neighborhood character.

4. CONTROL AND MANAGE INCREASE IN RESIDENTIAL USES AND CHANGES IN WATERFRONT LAND-USE: ENSURE THESE ARE INTEGRATED WITH COMMERCIAL LAND-USES.

The study area currently has the amenities of small scale mixed use. Most local people are reluctant to lose this environmental quality and texture which does not occur in other parts of the city. Responsibility to control and manage the preservation and regeneration of this kind of urban texture lies with the citizenry through their elected officials.

5. ATTRACT RESIDENTIAL AND SMALL-SCALE COMMERCIAL/INDUSTRIAL INFILL LAND USES, WATER-RELATED IF POSSIBLE, TO THE AREA.

Redevelopment pressures exist for more intense land-use which are currently being held at bay by demanding zoning requirements and lengthy approval processes. Small-scale, clean, water-related uses to meet the needs of visitors as well as of the permanent residents can increase city revenues while improving the environmental aesthetic and maintaining the texture and quality of the area.



# Proposals and Recommendations

The proposals and recommendations that follow deal explicitly with level of development, circulation, a number of key development projects, and implementation. None of these areas of concern are independent of one another. However, by focusing on each, the interrelationships become more clear.

The team has dealt in specific detail on seven selected development examples. Our analysis indicates that high quality development can be made possible using existing zoning or with slight modifications. For example, the hotel prototype illustrates how city actions can contribute to the assembly of suitable sites which would permit investors to capture a new and emerging market opportunity. The market would not be out of place with the quality or scale of development on the Peninsula and the visitors attracted by such a development would contribute substantially to the economic vitality of Newport Beach.

A second example, McFadden Square, embodies a central urban design concept used to:

1. Provide a destination at a critical visitor terminus along the circulation spine.
2. Establish a transverse pedestrian axis from bay to pier.

The accompanying illustration of the streetscape along Main Street at the landmark Balboa Pavilion provides an image of a replicable streetscape model with closely spaced canopy trees reinforcing a pedestrian axis.

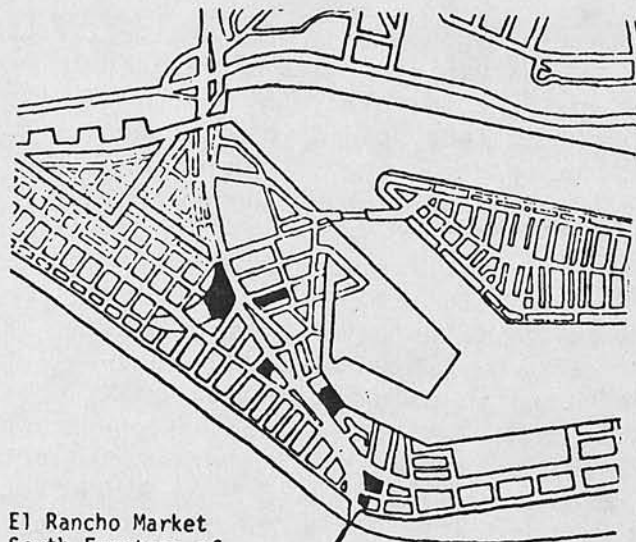
The seven selected development examples are by no means exhaustive of the potential within the study area. They are key sites and illustrate clearly:

1. The need for the community to recognize and accept the impact of the tourist on the transportation system.
2. The need as well as the opportunity for the community to invest in the public infrastructure.

Other sites not specifically analyzed, that lend themselves to high quality development potential, should they be assembled, include:

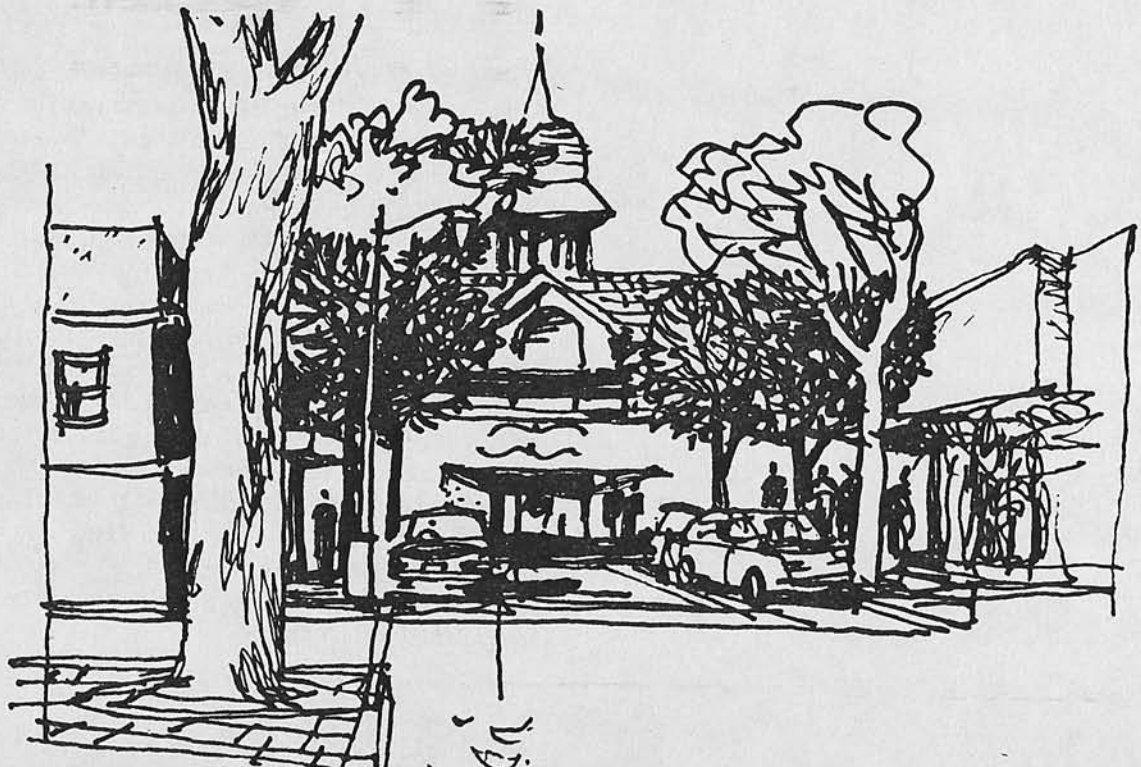
- \* Smith's Market Area
- \* The South Frontage of McFadden Square
- \* Delaney's Market Areas
- \* The South Coast Shipyard Area
- \* The Old El Rancho Market Property

Each of these other sites are currently assembled to an adequate size, significantly under-utilized, or strategically located within the area wide development concept to represent additional development opportunities.



El Rancho Market  
South Frontage of  
McFadden Sq.  
South Coast Shipyard  
Delaney's Market  
Smiths Market

### Other Significant Development Potentials



Balboa Pavilion, a Streetscape Model



#### INTENSITY OF DEVELOPMENT

The R/UDAT Team finds no reason to recommend wholesale changes to the Newport Beach Zoning Ordinance or proposed Specific Area Plan as they relate to the study area. Virtually the entire Balboa Peninsula is under the jurisdiction of the California Coastal Commission which imposes a range of environmental policies on the municipality. The Land Use Plan of Newport Beach's Local Coastal Program has been laboriously prepared, submitted, negotiated, revised, resubmitted and finally approved by the State. We generally concur with the policy required under this legislation and feel that the City's Plan is a well-tailored, professional response.

We considered the current and proposed land use districts and densities for both the McFadden Square/Cannery Village Target Area and, in less detail, the entire Balboa Peninsula. Among our conclusions are the following:

1. Residential Development: Density of Current Zoning

Testimony to the effect that existing zoning would permit a significant expansion of resident population on Balboa Peninsula was determined to be unfounded. The residential zones are predominately developed to the extent allowed in the applicable zone. In fact, the City's projection of the total build-out to the maximum permitted in each residential zone shows a net increase in dwelling units of only 3% under that scenario.

Given the fact of relatively high housing costs (even for Orange County) and the likelihood of the Route 55 extension to Newport Beach in the foreseeable future, our expectation is for thinning of housing density in the older residential neighborhoods on Balboa Peninsula. So long as the city takes appropriate actions over time to maintain a high quality of life there, the market forces should continue to induce the de-conversion of duplex units to single-family homes in sufficient numbers to offset construction or subdividing on the few remaining parcels. Since the original plotted lots are some small (typically 25' x 95' for a duplex) and the existing housing stock so dense, this marginal thinning will have a positive effect.

## 2. Residential Reconstruction

Other testimony contended that the zoning ordinance discourages demolition of dilapidated non-conforming residential units (typically duplexes in R-2 zones) and reconstruction of same on site because modern set-back, bulk and off-street parking requirements make such reconstruction uneconomical. Our analysis indicates that such reconstruction would, in fact, require the replacement duplex to conform to a typical first floor unit of 1,035 square feet and a second floor unit of some 1,500 square feet. We were not able to establish what price such units could be expected to bring in an arm's length transaction at a given site, so we cannot measure the financial feasibility.

Elsewhere in this report we recommend active City government participation in providing off-street parking. If this were in place, we believe residential owners/developers should have the right to pay an in-lieu fee for parking off-site in spaces which the City would create. However, while we think it would be reasonable for the City to waive or reduce the off-street parking requirement in such cases we do not recommend any change in the set-back standards. These are absolutely necessary in such density-built neighborhoods. In any event, of course, the team members did not witness much evidence of housing dilapidation in Newport Beach, so presumably any owner attempting to demolish in order to construct a new duplex would already own a larger, non-conforming house which would be suitable for rehabilitation.

## 3. High Density Housing - Lido Peninsula

As an illustrative departure from the conservative residential density pattern on Balboa Peninsula, the team recommends high-density (25-30 du/acre) planned community zoning for the Lido Peninsula. This is dictated by three factors: the attractiveness of the site as a buffered community and the beneficial impact its development would have on the Harbor, the less than optimal current residential use (mobile home park) and the financial return to the City from a project of this magnitude.



The City could use the density "bonus" as leverage with which to negotiate with the developer for necessary alterations in the proposed plan. These might include provision of affordable housing, retention of sight lines, public access to the harbor and waterfront recreation, etc.

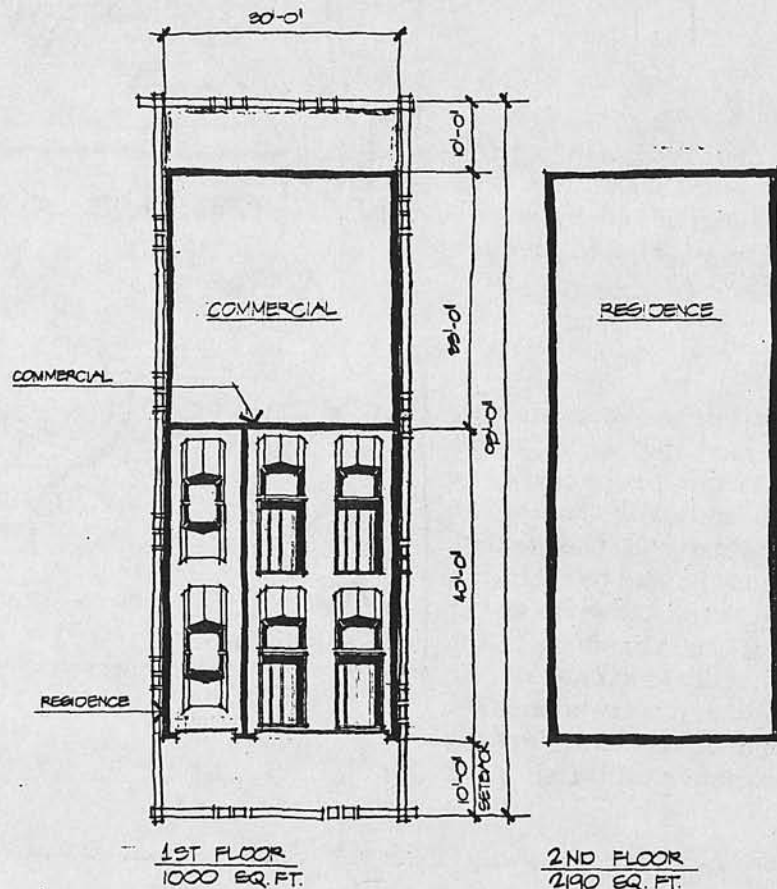
4. Commercial Development: Density of Current Zoning

Many Newport Beach residents are apprehensive about the rate of commercial growth on the Balboa Peninsula. The City Planning Department's trend model for all sectors of commercial development yields an increase of 25% by 1995 (approximately 260,000 square feet). Even though commercial zones are assigned an FAR of 2.0, the requirements for off-street parking and various setbacks make development in excess of 1.25 virtually impossible. Accordingly, we believe the actual trend would be to less growth than projected. The current market for commercial space in the target area is not particularly strong. Vacancies dot the Cannery Village and Newport Boulevard area. New, attractive offices in the study area are taking upwards of one year to lease and are being offered at discounted prices. Sales of commercial buildings are uncommon during the past two years (a total of five sales reported in Cannery Village) and prices have been relatively flat for longer than that. If concern is warranted, it is not over the fear of commercial uses sweeping through the Peninsula at maximum density; rather, it should focus on the failure of the commercial marketplace to demand the space that is available.

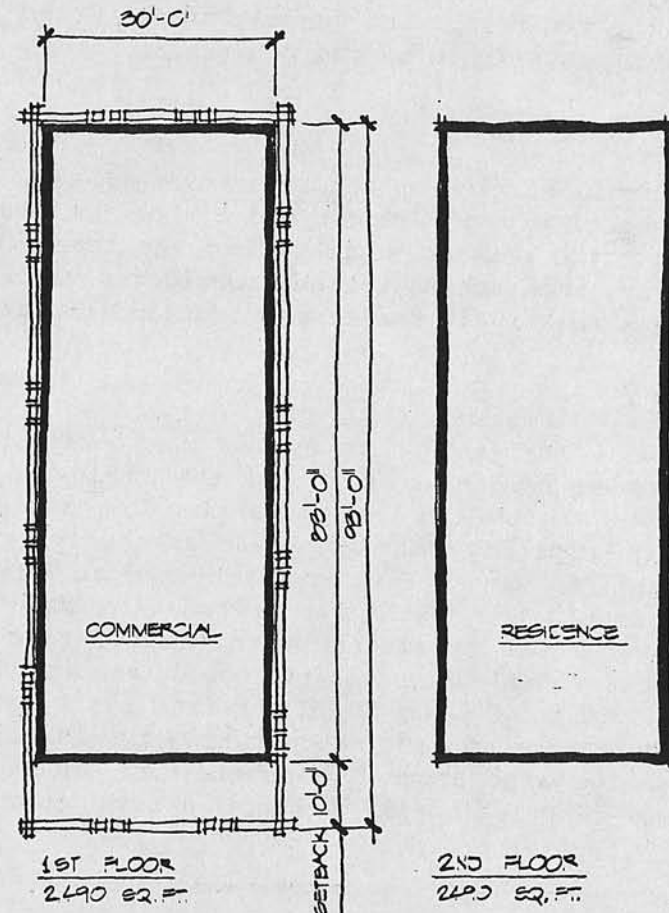
We understand that the implementing ordinance to the Local Coastal Program may well decrease the allowable FAR by at least 50% in areas under the Coastal Commission's jurisdiction. For reasons outlined above we do not consider this a dramatic or unwarranted down zoning of commercial space. We do recommend that the City reserve the discretion to approve a FAR of 2.0 in the event a developer agrees to provide public amenities, a suitable mixture of uses, sight lines, etc. If the City were in a position to provide parking then an FAR of 2.0 would be achievable and would constitute real leverage which the City could utilize for the public good.

## 5. Commercial Projects: Cannery Village and Marina Park

Similar to the residential concept supporting Lido Peninsula, we believe the City should identify development opportunities for commercial projects which would expand the market on the Balboa Peninsula while providing a high financial return to the City. The City should use this financial capacity to carry out capital improvement projects on the Peninsula, thus making reinforcing investment. The hotel/restaurant at Cannery Village and the marinas/restaurant at Marina Park are illustrative of this concept.



**CURRENT ZONING**



**RECOMMENDED ZONING**

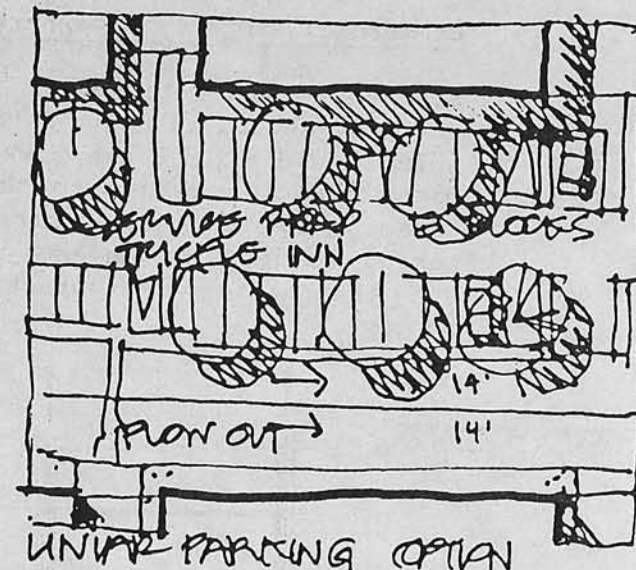


## Transportation

In its search for transportation solutions the team explored a number of conceptual alternatives for providing access for the large number of weekend beach visitors while reducing the impact of their vehicles. In doing so, the team reviewed the remote lot shuttle bus scheme currently being studied by a consultant to the City. That study assumes approximately 45,000 visitors arrive on an average summer weekend day. They also assumed an average car occupancy of 3, and a three daily visitor turn over. This means that approximately 5,000 parking spaces are required on the peninsula to accommodate the visitors. The consultant estimates that about one thousand of those spaces are available on the peninsula.

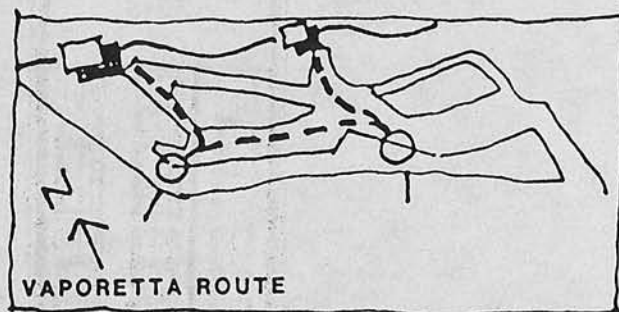
### Alternative 1

Supply additional parking on the Peninsula. A scheme that involved use of the existing right of way of Newport and Balboa Boulevards was explored. It was estimated that the parking supply along the street could be expanded by about 2.5%. However, this scheme was not considered viable because of the high cost of providing a relatively small amount of additional parking.



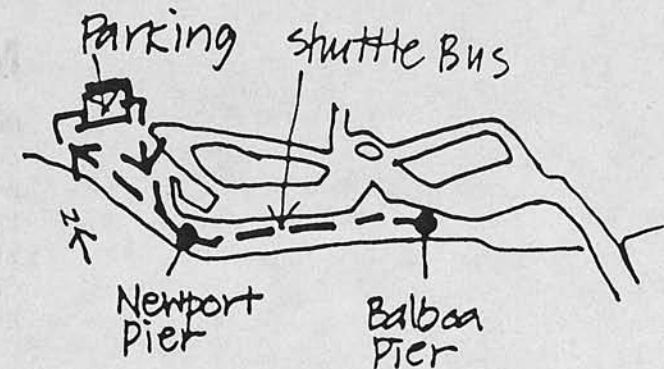
### Alternative 2

Vaporetti. A water borne bus system was considered as a means for moving visitors between remote parking and the Peninsula. Two parking sites were proposed. One was on the County parking lot and the CalTrans property near Hoag Memorial Hospital. The other was at the intersection of Dover Drive and the West Coast Highway. Piers were proposed at McFadden Square and the Balboa commercial areas. The system was tested with 40-100 and 200 passenger boats. While the system was consistent with Newport Beach orientation toward water and its recreational flavor, it could accommodate only a third of the estimated 36,000 people who could not find legal parking on the Peninsula. In addition, the estimated cost of operating the larger boats was not reasonable. This alternative also assumed a substantial increase in on-peninsula parking rates and a restriction on visitor access to the Peninsula during peak periods.



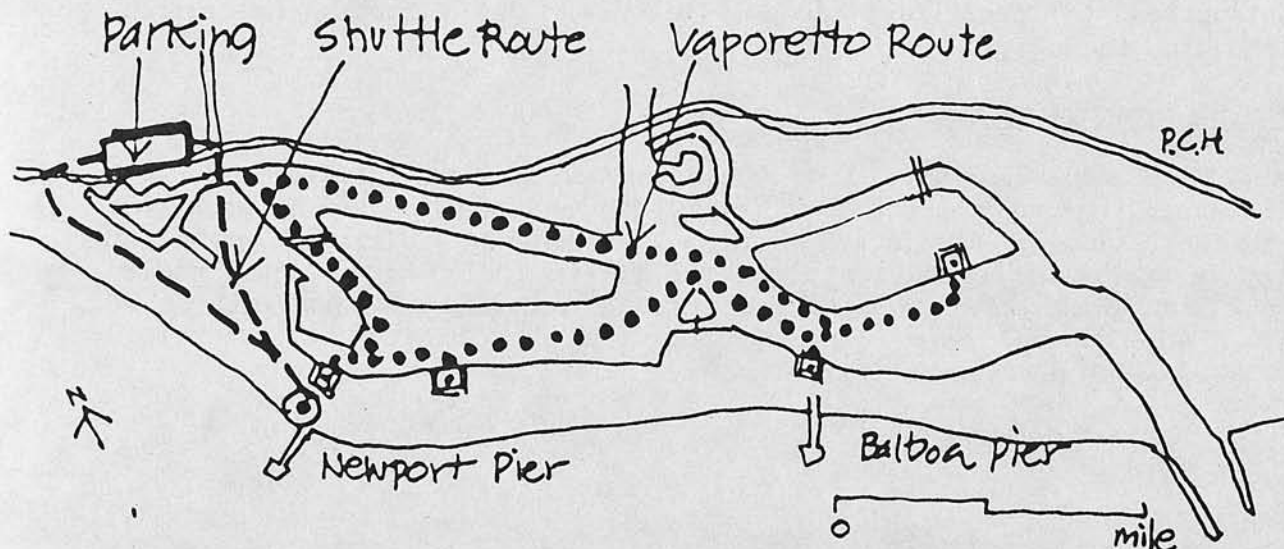
### Alternative 3

Shuttle Bus. The consultant's proposal for an electric trolley bus was also evaluated. The bus would travel from the CalTrans parking lot to McFadden Square and then to the Balboa Shopping District. The cost of this system was not estimated but it was determined that it could accommodate the visitor demand. This system was considered with a residential parking permit system and a substantial increase in Peninsula parking rates.



### Alternative 4

Shuttle Bus/Vaporetto. A scheme combining a shuttle bus for peak demand and a small scale (40 passenger) Vaporetto to distribute people among the various lower bay land points was evaluated. Both systems appear to be workable and affordable if implemented in conjunction with higher parking rates on the Peninsula and either a resident parking permit system or a limitation on visitor access to the Peninsula on weekends.





## **Mix Master**

More efficient management of the traffic flow on Newport Boulevard must be a central feature of any plan for the future of the Balboa Peninsula. The outdated configuration of this primary entrance was never intended to carry the loads it is called upon to handle when visitors come to the beach in the summer. Even in off-peak times several chaotic elements cause unnecessary delays and confusion. A series of roadway improvements from the Arches Bridge to McFadden Square are needed. They are:

### Arches Bridge

It is proposed to construct a major parking facility at the CalTrans property at the Arches Bridge as the major point of entry for visitors. With this parking capacity, the visitor's entrance to the peninsula can be restricted to the use of a shuttle system.

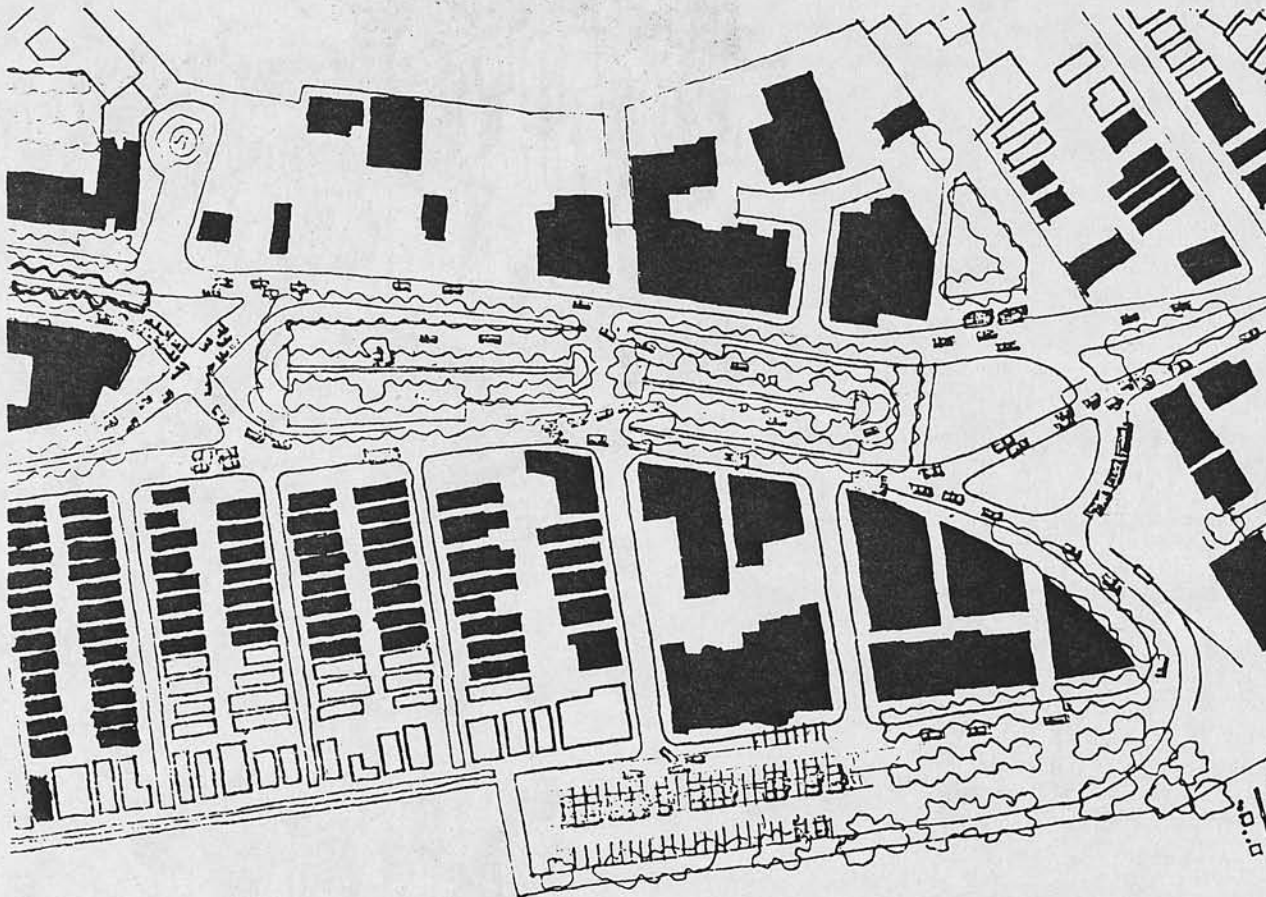
### West Bay Bridge

The current bridge over the bay should be reconstructed to increase its capacity at the critical entry point to the peninsula. It is recommended that a grade separated crossing be established at the time of the bridge reconstruction to facilitate access to Via Lido without the current bottleneck at the signal.

### Newport Boulevard Widening

The small island of private land which splits Newport Boulevard at 30th Street severely restricts the capacity of Newport Boulevard. By acquiring this center island, the boulevard could be widened. In addition, significant land space opportunities emerge along the street including a center median and generous sidewalks. Excess right of way provides the possibility of additional landscape, more parking and the possibility of off-street assemblage of new development sites.

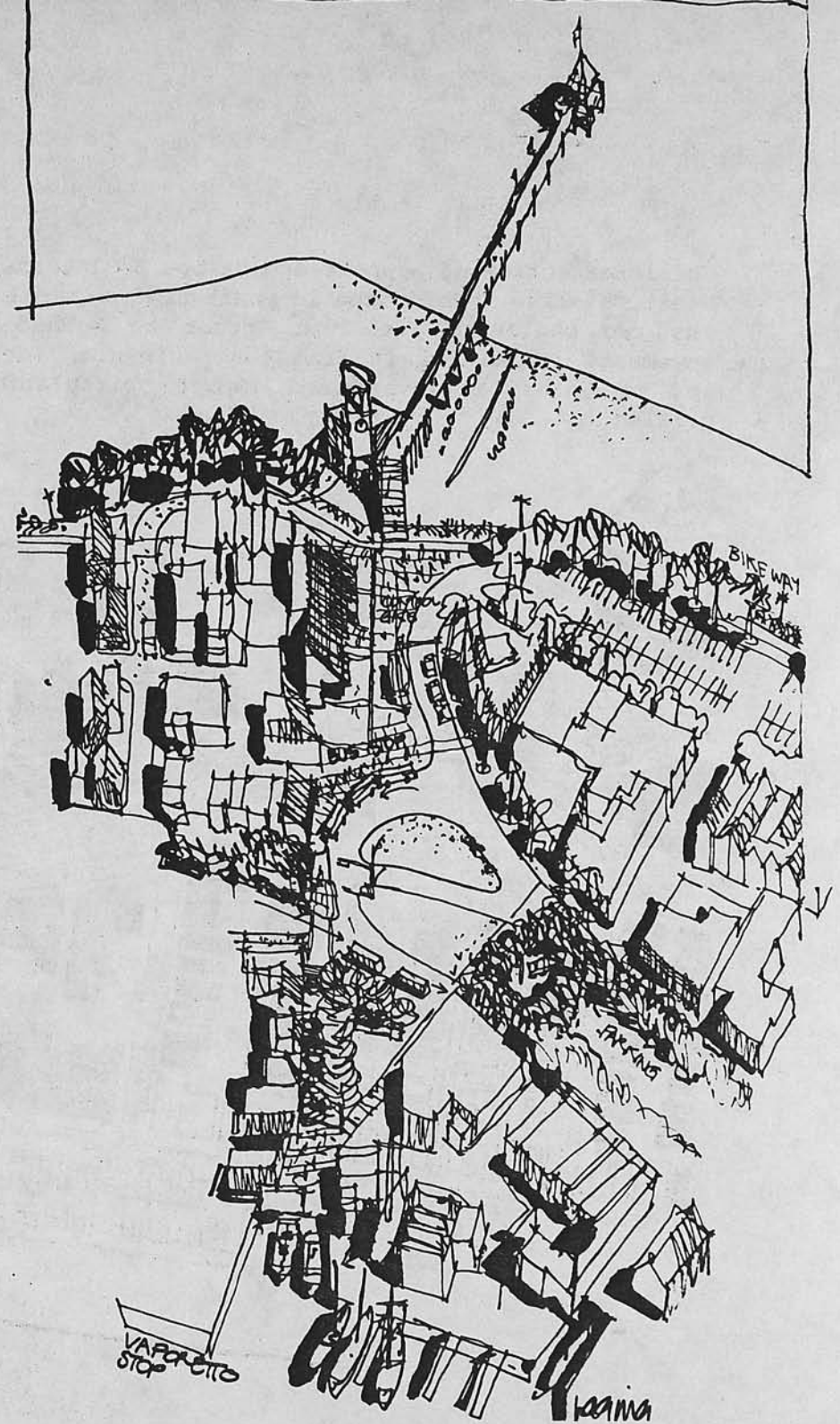
The intersection of Newport and Balboa Boulevards is confusing to residents and visitors alike. This chaotic configuration which extends from the junction of the two boulevards at 26th Street to McFadden Square property restricts movement, inhibits exit from the peninsula, forces traffic onto the eastern leg of Balboa Boulevard and impacts circulation from the McFadden Square parking lot.







Vaporetto Stop at end of 20th Street



## McFadden Square

McFadden Square is the heart of the Balboa Peninsula. Historically, the Square was the access point for goods and visitors arriving by sea and docking at the adjacent Newport pier. In 1905, the "Red Car" linked McFadden Square to Los Angeles by interurban rail line. True to its historical roots, the Square is still the main arrival and departure point for beach visitors on Balboa Peninsula.

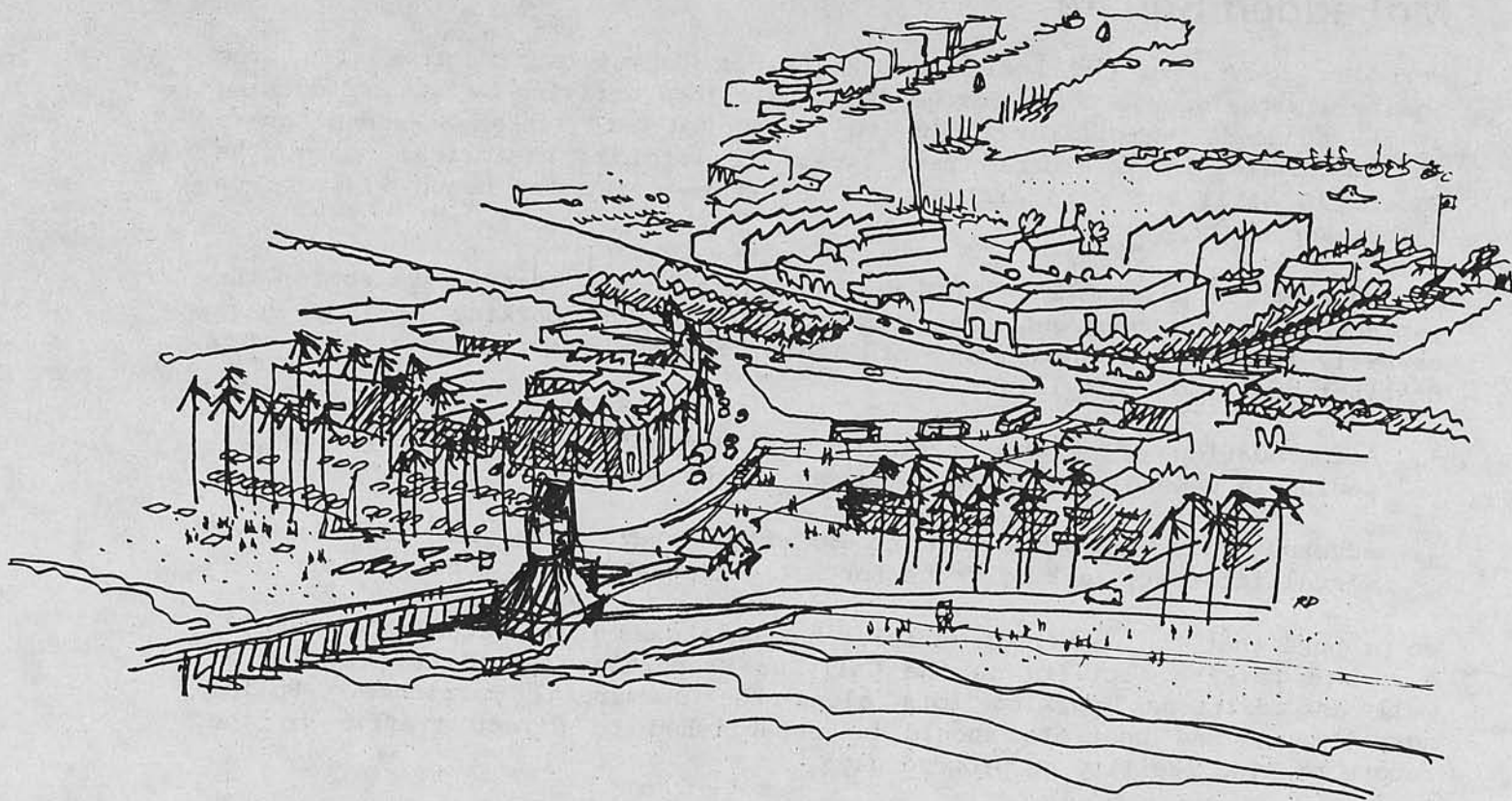
Recognizing the pivotal role of McFadden Square in the traffic system for the peninsula, it is apparent that its circulation and parking problems have severely impacted on the quality of life of the residents and visitors. Two distinct problems are evident:

1. Accommodation of a wide variation in number of vehicles entering the peninsula depending on season and day of the week.
2. Adverse environmental impact on McFadden Square resulting from lack of visual interest, lack of focus for activities and heavy vehicular use.

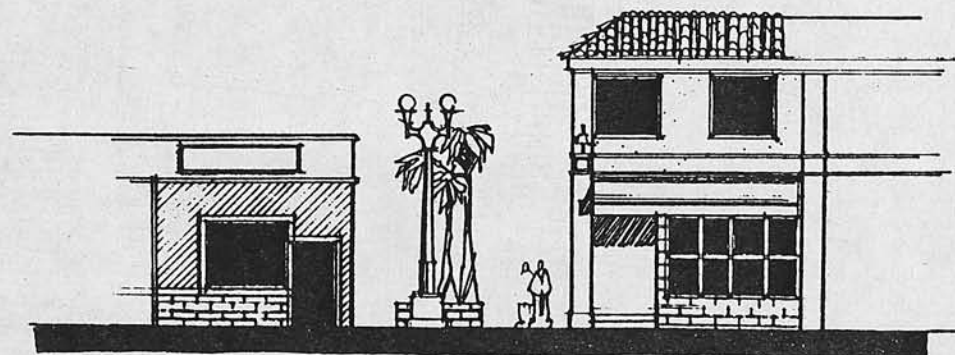
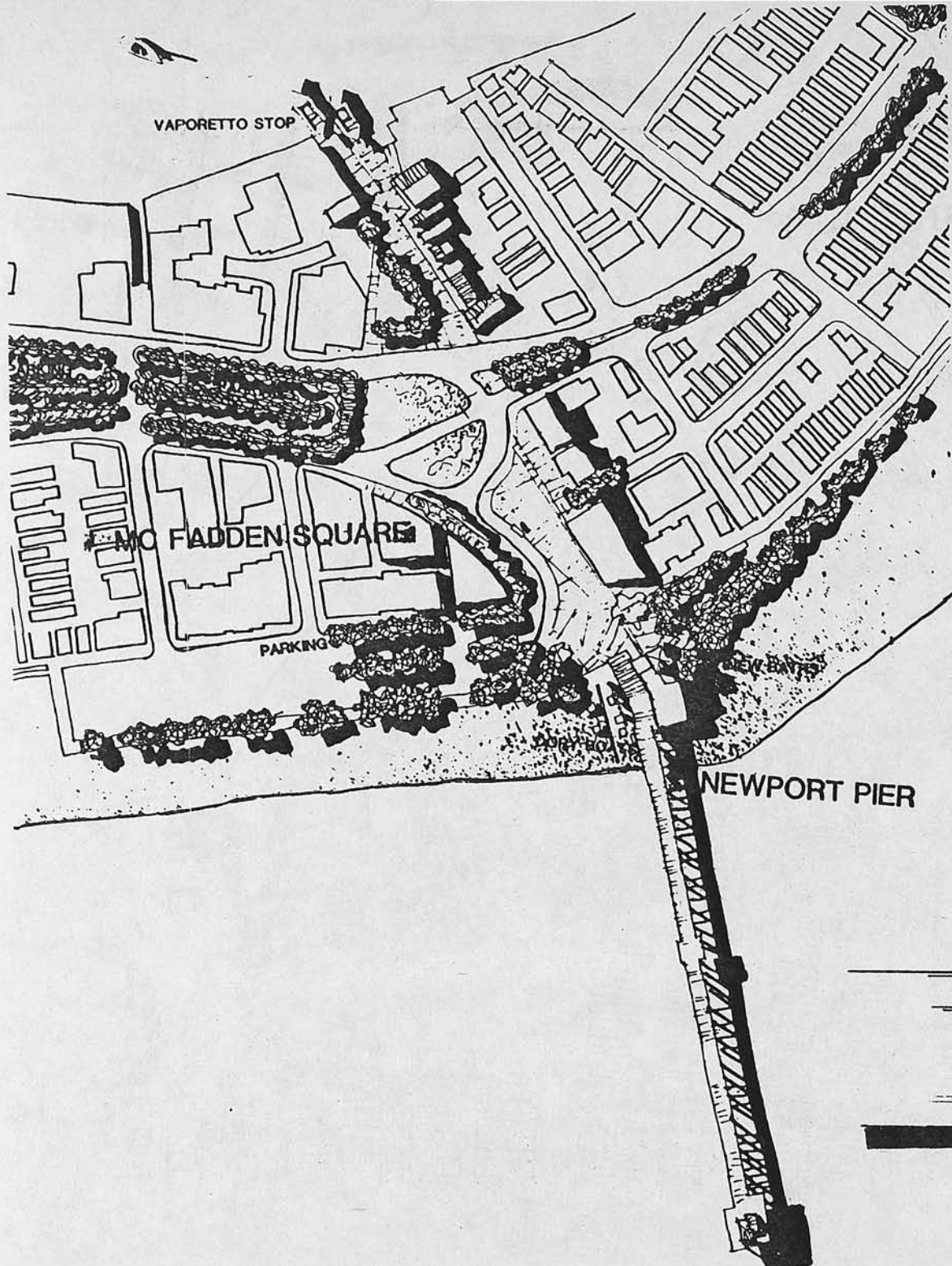
We propose that the number of vehicles having access to the Square be reduced. A remote parking facility on the CalTrans Properties should be provided as well as additional parking lots along the commercial corridors. Police surveillance and controls should be established to direct traffic to the remote parking facility on crowded days.

The revised circulation and parking plan provides clearly defined routes for access to the Square, the East end of the Peninsula, and return routes to Newport Boulevard and West Balboa Boulevard. Specific areas in McFadden Square are designated as bus drop-off and pedestrian crosswalks. The majority of parking spaces previously located within the Square have been relocated to the median between Newport Boulevard and West Balboa Boulevard.



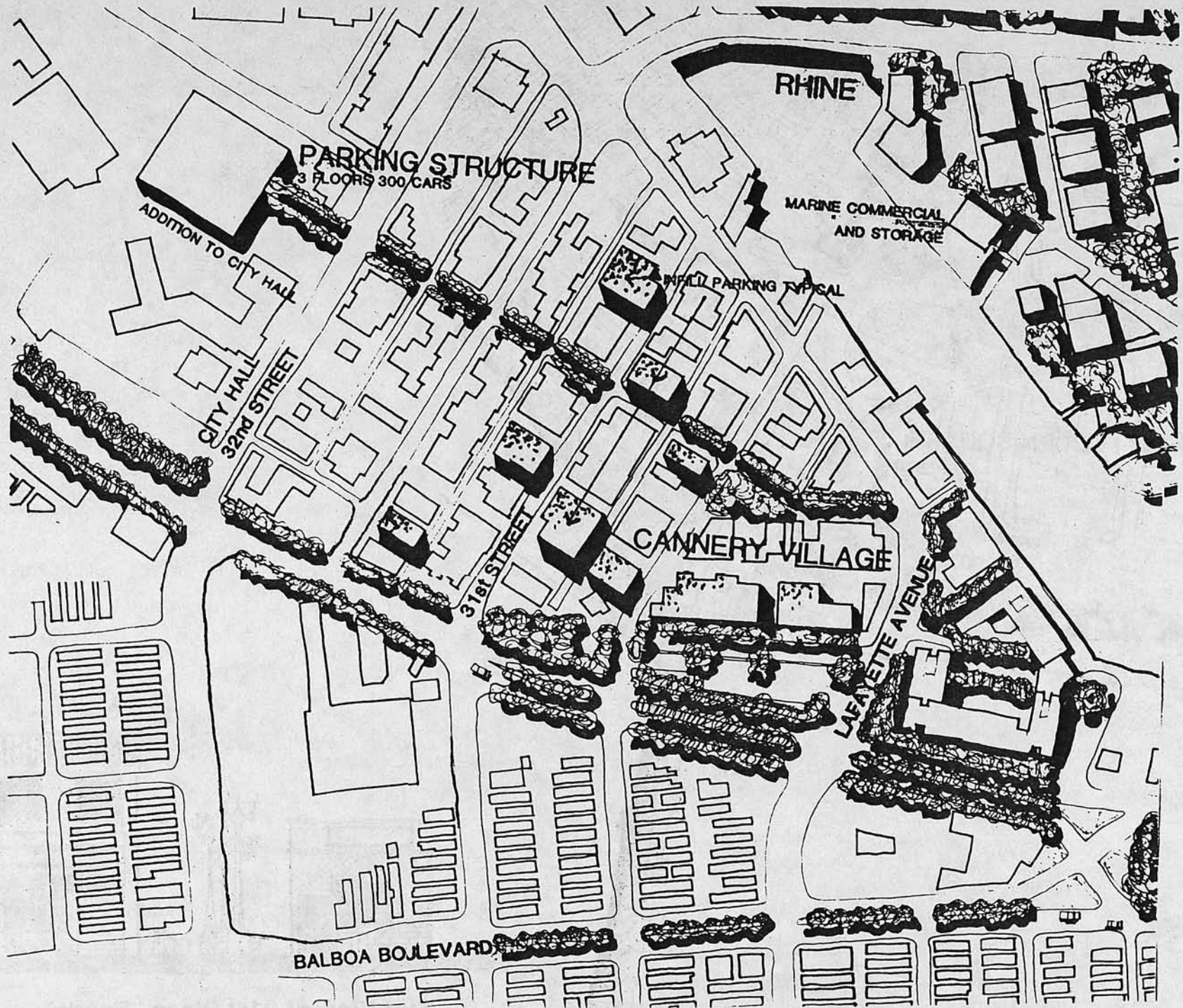


In order that McFadden Square become more of an amenity of the community, it is recommended that a Red Line trolley car be erected in the Square, that the area be redefined as a plaza with historical elements commemorating the McFadden brothers, that the public toilets be moved, and that a gate or barrier be installed to control access to beachfront parking.



**Slot View at 21st Place "Egads"**





## Cannery Village

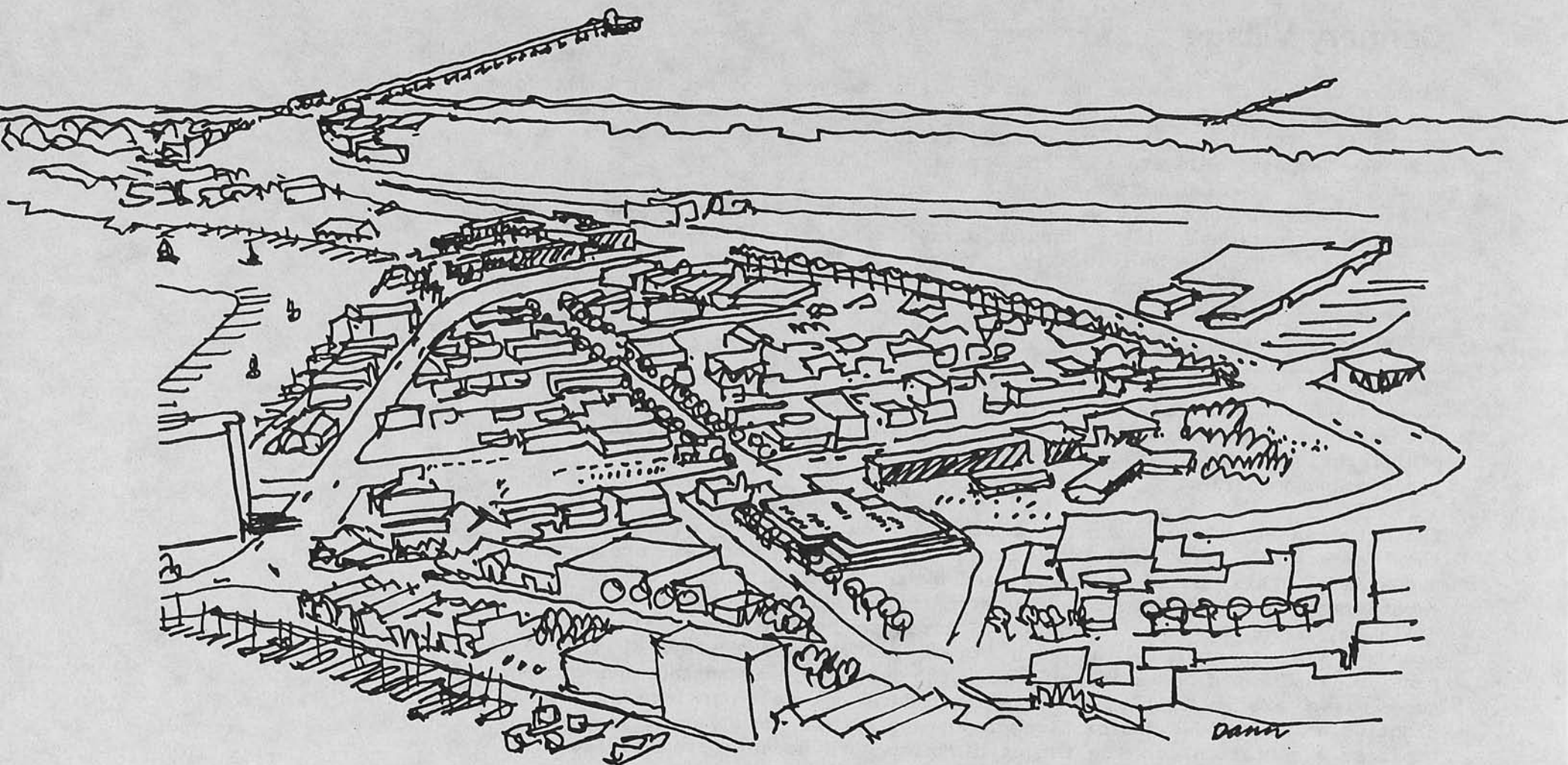
Cannery Village is a unique amalgam of distinct types and ages of built form and diverse land uses which create the essence of a very special place on the peninsula. It's boundaries are clearly established by the Rhine and two major streets--Newport Boulevard and 32nd Street.

Within these blocks is an array of retail, restaurant, professional, maritime/recreational, light manufacturing, service, office and residential properties. Taken individually, these buildings are not generally architecturally exceptional. However, collectively they comprise an environment which is quite charming and interesting, especially to the pedestrian.

The neighborhood is currently threatened by highly escalated land values, a competition for available lots between surface parking and primary user space, a transition from marine industry to more conventional commercial land uses, a proliferation of tiny lots under separate ownerships, and a general absence of streetscape amenities.

The City can and should take the lead in improving the street environment in the Cannery Village district, first by improving street drainage and appearance. This should be accompanied by a concerted program of landscaping --both trees and groundcover--along primary pedestrian routes (example: along Villa Way from the proposed parking structure behind City Hall toward the proposed waterfront hotel at 28th Street and Newport Boulevard) to create passive, landscaped oases in intimate outdoor spaces near restaurants or where good views are available, and to introduce special parking benches and lighting at such nodes and/or along important paths. In other cities, private business associations in the target district have been created to facilitate such improvements and to contribute to their funding.





The success of a specialty retail district depends in part on achieving a critical density and variety. Recent land-use changes toward office and restaurant and away from retail illustrate the current market strength of these uses in Cannery Village. However, the village should have its vacant or underutilized land developed in order to prosper. Many of these interior lots are currently used for employee or shopper parking.

We recommend that parking be created on the periphery of the village so that the surface parking lots within can be turned to more productive use with infill construction. Furthermore, the owners of individual lots should not be required to provide off-street parking as is now the case under current zoning. On the small lots (2,790 square feet) which predominate in the village, the ground floor buildable area is virtually cut in half by the zoning ordinance's parking and rear yard setback requirements. The ground floor is critical to retail success in this district so owners must be allowed to build as much space as possible. Zoning incentives will be necessary to entice appropriate users into the district.

We recommend the encouragement of mixed use development in the area. The introduction of residential units, in particular, will help to stabilize the district on a 24-hour basis while adding relatively little to the total parking demand. The hotel proposed for the eastern boundary of the village will provide further purchasing power to support its retail base.



## Hotel Site Opportunity

A feasible hotel project site has been identified that illustrates how a high quality type of development might result from active city participation in programs to improve circulation on Newport Boulevard.

We propose a widening of Newport Boulevard to accomplish a number of important objectives. These are:

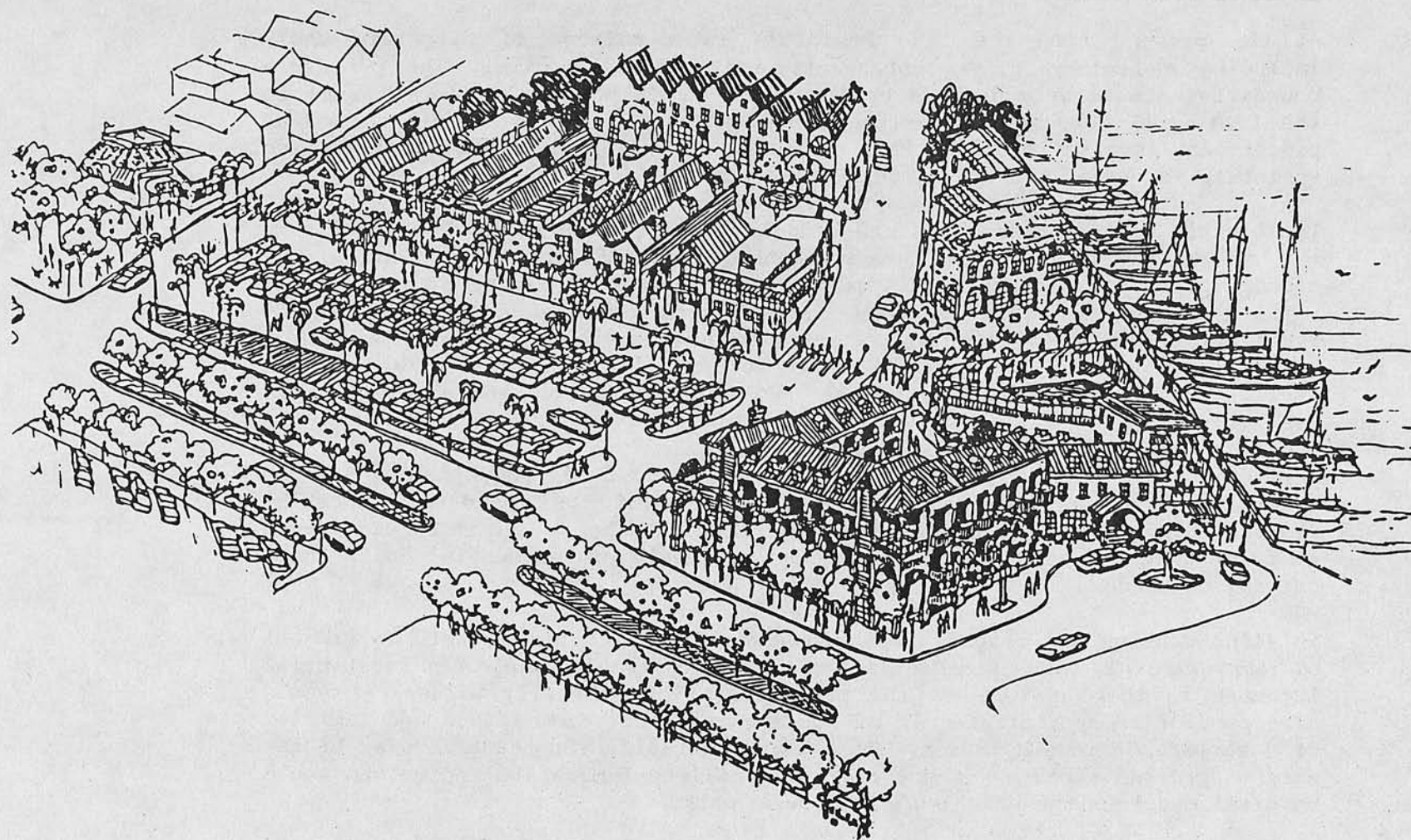
Circulation: By eliminating the one-way couplet between 26th Street and 30th Street, the central circulation spine of the peninsula is simplified and traffic conflicts reduced. Secondly, 28th Street is reconfigured to provide the major southern entrance to the Cannery Village.

Land Use and Utilization. While the boulevard widening requires land acquisition, it provides opportunities to make beach use of the resulting development parcels. Portions of the north-bound right-of-way of the couplet can be combined with the adjacent privately held parcels to create a site for a hotel and restaurant complex. This new development would provide an anchor to the southern end of the Cannery Village and mark the boundary between the small-scale character in the Cannery Village and the major land blocks that face on the central parking reservoir between 26th Street and 21st Street. The central portions of the excess right-of-way provide a much needed off-street parking facility to serve the Cannery Village area.

Urban Design: We recommend landscape improvements to reinforce the central circulation spine and to identify the boundary of a new public space. Parkway planting and a planted median will provide a continuous tree canopy that strengthens the recommended circulation. The evergreen canopy follows the existing face of development to improve the quality of the pedestrian environment and reinforce the enclosure provided by the building facades. Planting in the public parking lot should contrast with the boundary planting, utilizing informal clusters of palms to create an oasis in the center of a new public space along the central spine.



Cannery Village



Aerial view to Hotel and Cannery Village, looking north east



## Lido Peninsula

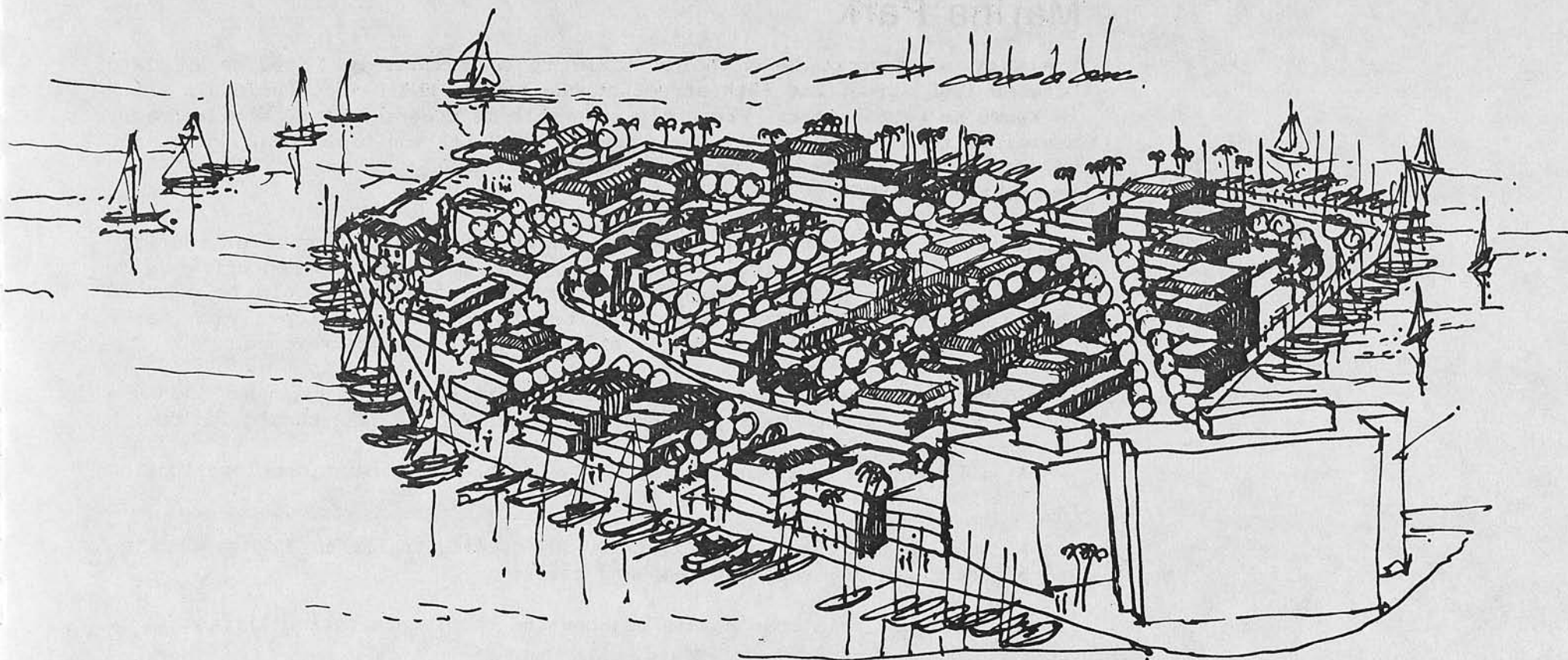
At the present time the Lido Peninsula is a melange of disparate uses, including a boat yard, a restaurant, and a trailer park. The peninsula boundaries are clearly defined by the Rhine to the West, the Lido Channel to the East, and Newport Bay to the South. The only means of vehicular and pedestrian access is Lido Park Drive. Potentially, however, the Lido Peninsula is one of the true jewels of Newport Beach.

The clearly defined boundaries and singular access to the Lido Peninsula make the use of the planned development technique particularly appropriate. The concept of such a planned development should include a mixture of residential units in conjunction with a marine repair yard and a yacht club/recreation facility. Delaney's Restaurant would remain adjacent to the bridge with a boardwalk promenade looping the perimeter of the peninsula. The general public would have full access to the boardwalk for active and passive marine uses.

The residential density should be established at 30 dwelling units per acre in order to encourage redevelopment. Also, 100% of the residential parking should be covered and to secure that objective, the height limit should permit at least two, and perhaps two and one-half, levels of residential units above parking on grade.

Relaxing density and height limitations would result in a marketable project of approximately 600 residential units which would yield a substantial increase in the tax base of the property. Higher density allowances would also provide an appropriate mix of housing types for individuals and families of a variety of income levels. This is particularly important in view of the need to provide replacement housing for families of moderate income who would be displaced from the existing mobile home park.

This type of full development would house residents to support the year-round commercial facilities on the peninsula and elsewhere in Newport Beach. Furthermore, the new yacht club and a quality, planned development would create an exciting new visual focus at this end of Newport Bay.



**Lido Peninsula**



## Marina Park

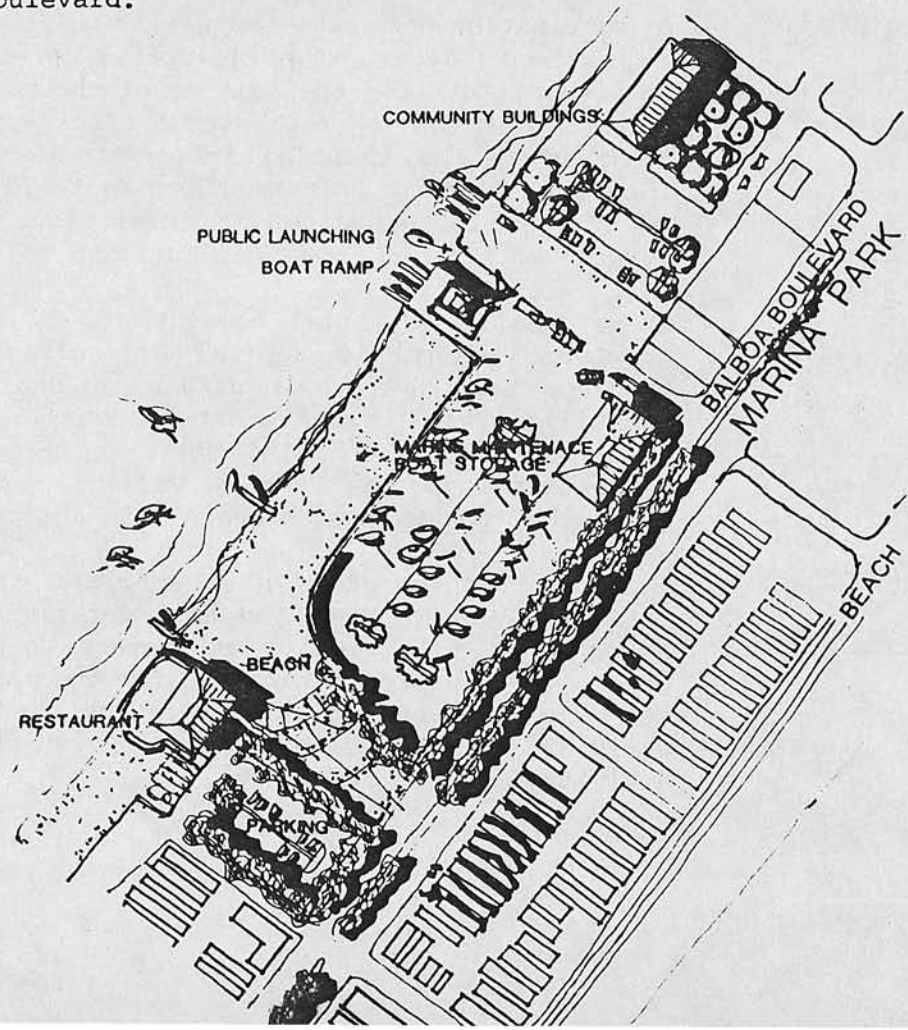
The City of Newport Beach holds title to approximately 12 acres of land between 18th Street and 15th street at the bay on the Balboa Peninsula which is known as Marina Park. Presently, the site is occupied by 63 mobile homes, municipal tennis courts, the American Legion Hall, municipal boat docks, and bay front sand beaches. The mobile homes all have a three year lease which terminates in 1985.

The existing use of the site does not serve the best interests of the City from financial, aesthetic, or water resource management perspectives. To more effectively promote those interests, the trailers should be removed when the lease terminates, and the site should be redeveloped with water oriented uses that will open up the site and generate more revenue.

Specifically, we recommend that the marine service use be expanded and more income generating uses be established. The use of the site should include:

- \* A 7,000 square foot restaurant with a 1,000 square foot deck overlooking the bay and adjacent parking for 100 cars.
- \* A storage lot for approximately 300 small trailered boats with an adjacent public launching ramp and hoist.
- \* A repair and maintenance yard adjacent to the launching facilities.
- \* A community building in association with the existing American Legion and Senior Citizen uses.
- \* A park in conjunction with the sand swimming beach.

These uses would be consistent with the City's land use policy and California Coastal Commission Directives, the proposed City alternate use study, and the Tidelands Trust Agreement under which the city administers the property. Any families that reside permanently in the trailer park would have to be relocated to comply with the state relocation laws. The intensified marine uses that are proposed will provide much needed facilities for the public and will generate income for the City . The restaurant will activate the area and provide additional income. The public recreational opportunities will be significantly increased and a new vista to the bay will be opened from Balboa Boulevard.





# Implementation Strategies

## Introduction

The public sector has the primary responsibility for undertaking to correct or eliminate the conditions that afflict the Cannery Village - McFadden Square area because those conditions are largely a consequence of a history of inadequate public expenditure that has persisted for many years. Persons in the private sector are likely to be frustrated in their efforts to act independently of local government.

A combination of extraordinarily high land values and zoning ordinance requirements deter private property owners from providing private investment as a substitute for the failure of the public sector to deal effectively with such problems as the poor supply of off-street parking and insufficient funds to maintain the existing infra-structure in good repair. It is therefore idle to hope that private investment will enhance the tax base sufficiently to support increased public investment. Substantial private investment in structures like the McFadden Building will continue to be the rare exception.

Therefore, an essential element of any implementation strategy must be the provision of public capital in sufficient amounts to deal with public problems that have their origin in the fact that each year there are over ten million visitors to ocean beaches in Newport Beach. The effects of that prodigious volume of visitors wash throughout the peninsula, but they are concentrated in the Cannery Village - McFadden Square study area. It is there that the task must begin with action by the public sector.

The preceding chapters have analyzed problems that the team perceives to afflict the study area and have detailed specific actions that we recommend be taken to eliminate or ameliorate those problems. This chapter contains our suggestions for a strategy for the implementation of those proposals. We see nine elements to that strategy, seven of which involve public sector activity and the remaining two of which involve private or quasi-private activity.

## Public Sector Strategies

### 1. Designation of a Special Development Area

We propose that the Cannery Village - McFadden Square study area should be designated by the City as a Special Development Area on which the resources and energies of the City will be focused. The Specific Area Plan for which work commenced in 1977 and then lapsed should be completed. \$20,000 was allocated in the 1982-1983 Annual Budget for this purpose, but work on the Specific Area Plan did not commence. Those funds should be carried over into the coming fiscal year so that the Plan can be completed. In addition, the Environmental Impact Report for the Cannery Village - McFadden Square Plan, for which \$12,000 has been ear-marked in the preliminary 1983-84 budget, should be commenced.

Implementation of the proposed program will generate increased receipts from the transient occupancy tax that will be attributable to establishment within the Cannery Village - McFadden Square area. A base year should be established and increases in those tax receipts over the base year should be informally set aside through budgetary mechanisms to be expended directly on capital expenditures within the area or to abate the levy required to amortize any bonds that may have been issued to defray the cost of public improvements in the area.

### 2. Use of Power of Eminent Domain

We propose that the City acquire the tracts of land identified in the foregoing proposals through purchase or the exercise of the power of eminent domain to expand or modify right-of-way, improve waterfront access, enhance the taxable value of properties in the area, stimulate new private investment, and eliminate the potentially blighting influences that some of the more intensive uses may have.





Streetlight/ Signs

### 3. Allocate a Portion of the City's Annual Surplus to Capital Improvements

The City should allocate a portion of its recurrent annual budgetary surplus to capital expenditures within the Cannery Village - McFadden Square Area.

It does not appear that the Proposition 13 amendment to the California Constitution (Art. 13A) has had a severe economic effect upon the finances of the City of Newport Beach. Indeed, the successor initiative which produced the Art. 13B limitations on public expenditures provided a mechanism for the City to save for a rainy day. Art. 13B permits municipalities that have a balance left in any fund at the end of the fiscal year to "expend" such sums by transferring them to a reserve account. That transfer qualifies as an expenditure under Article 13B even though the dollars remain in the public till.

Newport Beach has used this exception to Art. 13B to provide a substantial municipal nest egg. For the fiscal year ending June 30, 1983, the City has an estimated total Appropriation Reserve of \$6,575,055 and an estimated Appropriation Reserve in the General Fund of \$3,923,045. (Source: 1983-84 Preliminary Annual Budget, page 21.)

A second index of the fiscal health of the City is the substantial surplus that the City has enjoyed in each of the past three fiscal years.

<u>FY</u>	<u>7-1-83 Fund Balance</u>
1980-81	16,169,150
1981-82	12,984,875
1982-83	14,230,840

(Source: 1980-81, 1981-82, and 1982-83 Annual Budgets. These are budget document figures and so are the City's estimates rather than final amounts. The actual amounts may vary.)

The projected year-end surplus for the 1983-84 fiscal year is \$16,516,860. The projected total amount in the Appropriation Reserve for the fiscal year ended June 30, 1984 is \$6,099,765 and the projected amount for the same period in the General Fund Appropriation Reserve is \$3,923,045.

(Source: 1983-84 Preliminary Annual Budget.)

The City's annual budgets show a steady and substantial excess of revenues over expenditures.

<u>FY</u>	<u>Revenues</u>	<u>Expenditures</u> <sup>1</sup>	<u>Surplus</u> <sup>1</sup>
1978-79	\$27,377,275	\$21,045,930	\$ 6,331,345
1979-80	30,647,566	23,107,054	7,540,512
1980-81	34,915,385	29,343,746	5,571,639
1981-82	41,595,161	31,500,077	9,094,484
1982-83	44,782,245	35,734,740	9,047,505
1983-84	50,529,630	36,126,340	14,403,290

(Source: Annual Budgets, 1980-81, 1981-82, 1982-83, and 1983-84. The 1982-83 and 1983-84 figures are budget estimates.)

So the City is fiscally able to provide annually substantial amounts of public investment in support of the projects recommended in this report. This does not mean that the City must expend the reserves that it has accumulated. But there are surely limits to the amount of reserve funds the City needs to feel itself financially secure and the City seems implicitly to have recognized this limit because it proposes to decrease the amount of the Appropriation Reserve in the coming fiscal year. Yet the annual budget surplus is projected to continue.

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<sup>1</sup> Expenditures listed and surplus indicated are exclusive of capital outlay. A surplus still exists after capital outlay expenditures.



If it is not possible to negotiate a purchase of the key tracts, then the City will have to do so by its power of eminent domain. The City appears to have ample statutory authority to condemn the private tracts that will need to be acquired if the central features of the plan are to be implemented.

In a general sense, California municipalities may acquire land through the exercise of the power of eminent domain if the acquisition is for a public purpose. The California courts have used notably broad standards in determining whether particular exercises of the power of eminent domain serve a public purpose. For example, in 1982, the California Supreme Court sustained the use of the power of eminent domain by the City of Oakland to acquire the Oakland Raiders professional football team.

Moreover, there is specifically applicable statutory authority. The Community Redevelopment Law (Calif. Health & Safety Code, Secs. 33000 et seq.) provides generous authority for redevelopment activities to eliminate or prevent blight and for the acquisition of land in connection with such activity. (See esp. Calif. Health & Safety Code, Secs. 33125 to 33135 and 33300 to 33458.) In addition, California municipalities may utilize the power of eminent domain for the "improvement of waterfronts." (Calif. Gov't. Code, Secs. 40404.)

In addition, implementation of the proposed Redevelopment Plan will require a "General Plan Amendment" and will have to be in conformity with the Coastal Plan and Coastal Zone Regulations. Both the eminent domain procedures and the regulatory and plan amendments are relatively complex matters, the details of which will require the legal counsel of the City Attorney. However, in general it appears that there are not insurmountable legal objections to this aspect of the implementation strategy.

What implementation of the recommendations in this report will require is that the City begin to utilize some of its recurring budgetary surpluses to increase substantially its level of public investment in the Cannery Village - McFadden Square area.

Plainly the City presently has sufficient revenue to permit it to devote significant sums to public investment in the Cannery Village - McFadden Square Area. The real question is whether it has the will or interest to do so.

4. Use of Parking System Revenues

Parking system revenue from the Cannery Village - McFadden Square Area should be used to support the construction of additional off-street parking in the study area. To the extent that their use is permissible, parking system revenue bonds should be used to construct additional parking facilities. Such bonds would be amortized with the revenues from the system.

5. Modifying Zoning Ordinances

The zoning restrictions in certain commercial districts such as Cannery Village, should be rewritten so as to make them relate more directly to existing land use and land use patterns. Applying the same restrictions as are applicable in those parts of Newport Beach that have been more conventionally developed simply ensures that replacement and substantial rehabilitation of many existing structures simply will not occur.

6. Allow In-Lieu Parking Payments in Cannery Village

The City should re-institute its policy of accepting in-lieu parking payments for new and rehabilitated building in Cannery Village. There is simply no space in this neighborhood to provide on-site off-street parking spaces. Unless in-lieu payments are accepted, new construction or rehabilitation is very unlikely in that part of the study area.



7. Create a Parking Management Zone in McFadden Square

Circulating vehicular traffic in McFadden Square creates significant traffic hazards, particularly for pedestrians. Circulating traffic, except for vehicles seeking a parking space, could be eliminated or very materially reduced by more effectively managing parking. That can be readily accomplished by installing an entrance gate at McFadden Place and exit gates on 22nd and 23rd Streets. The use of the control gates will significantly reduce or even eliminate circulation traffic that is not seeking a parking space.

B. SUGGESTED PRIVATE SECTOR STRATEGIES

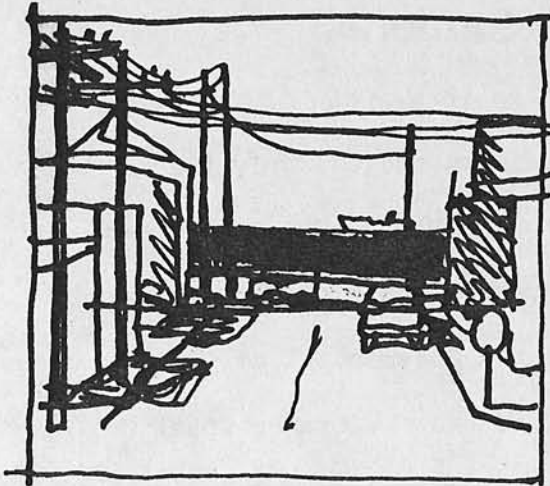
1. Capital Fund Drive

The public sector should not be asked to carry the entire burden of the capital expenditures that will be required to implement the proposals in this report. Voluntary contributions from private landowners and businessmen with a stake in the area should be sought.

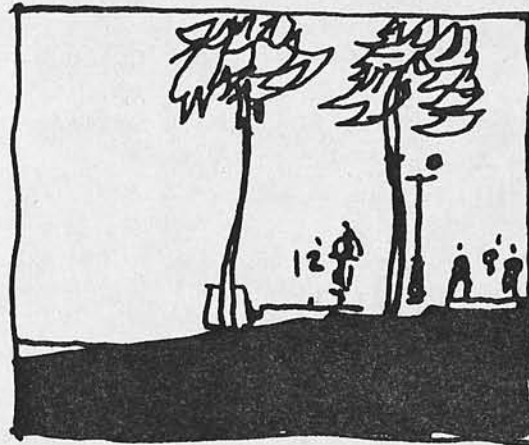
2. Cannery Village - McFadden Square Advisory Council

Coordination of private efforts and regular communication between property owners and businessmen in the study area and the City should be made possible. To this end, a Cannery Village - McFadden Advisory Council should be created with members from both the public and private sectors. Such a council should seek voluntary private financial support for needed public improvements, furnish a regular channel of communication between businessmen and property owners and the City, and provide aid and assistance to private individuals seeking to secure the multiple permits that are needed in connection with new construction or rehabilitation. Such assistance might materially reduce the substantial delays and frustration that appears to be a current feature of the permit approval process. (Parenthetically, we note that there appears to be a need that transcends the study area for rationalization of the permit approval process with a "one-stop-shopping" permit system).

## Edges



**View of Wire & Water  
23rd to Ocean**



**Sidewalk & Bikeway  
Crosssection at Beach**

Newport Beach's most valuable resource is the water. Therefore, an effort should be made to enhance and emphasize the views to the water that have been preserved by land development patterns. However, at present the views to the ocean and its bay lack aesthetic appeal.

Every effort should be made to enhance the views to the bay and beach from the streets. Unsightly bollards and metal guard rails should be removed from street ends. The City should encourage the development and use of a boardwalk along the bay to allow maximum public access. Redevelopment of the Marina Park property by removing the trailers would eliminate a view obstruction and would be consistent with the municipal land use directives and goals of the California Coastal Commission which make provision for public use marina and park facilities on Newport Bay.

The beachfront sidewalk provides a promenade along the ocean from 36th Street past Balboa Pier. However, the current width of the sidewalk is too narrow to accommodate skating, jogging, and cycling.

To make the beach sidewalk sufficiently wide to accommodate current uses comfortably, the width of the existing walkway should be doubled and a center planter/divider should be installed to separate the lanes. The outer pavement should be limited to wheeled use and the inner lane should be reserved for walking and jogging. Such use separation would allow a safer and more enjoyable use by everyone. The green planter/divider would include palms and low vegetation so as not to disrupt any views to or from the beach-front homes.



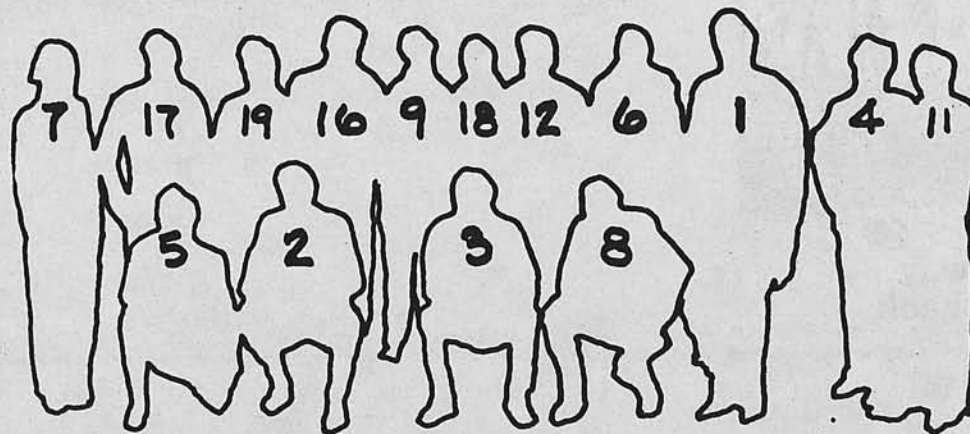
# The R/UDAT Team

## R/UDAT Committee

- 1 Chairman William Conway  
Real Estate Economist
- 2 Philip Caton, AICP  
Planner
- 3 Tom Laging, AIA  
Architect
- 4 Tom Sykes, AIA  
Architect
- 5 Ernest Munch, AIA  
Architect
- 6 R. Marlin Smith Esquire  
Attorney
- 7 Jackie Vischer  
Social Planner/Humanist
- 8 Allen Gatzke, ASLA  
Landscape Architect

## The Students

- 9 Alan York, Cal Poly Pomona
- 10 Mai Truong, Cal Poly Pomona
- 11 Norman Phung, Cal Poly Pomona
- 12 Scott Barnard, Tulane University
- 13 Larry Coleman, U. of Calif., Irvine
- 14 Jeff Brewer, Orange Coast College
- 15 Jeff Rome, Orange Coast College
- 16 Dwayne Pryor, Orange Coast College
- 17 Gary Moon, Orange Coast College
- 18 Jim Devlin, Orange Coast College
- 19 Paul Zaleski, Saddleback College







## **Team Resumes**

### **William G. Conway, R/UDAT Team Chairman Real Estate Economist**

William G. Conway is the principal of W. G. Conway, a New York based real estate consulting firm. Current assignments include, the preparation and implementation of an office building investment strategy for Homart Development Co. in the New York Metropolitan Area, and the pre-development work on converting a landmark office building into a luxury hotel for the Oxford Development Co.

Since early 1982, Mr. Conway has been the senior real estate advisor to the Howard Heinz Endowment and is managing the assembly and development of a key block in downtown Pittsburgh.

Mr. Conway's other clients in 1983 include the City of New York, NY, the City of Roanoke, Va and the City of Evansville, Ind for which his firm is preparing revitalization programs for historic districts within downtown areas.

Mr. Conway has a degree in Economics from the College of William and Mary, and has studied public policy at the New School for Social Research. He has taught real estate economics at Yale University, Ohio State University, the City University of New York and Pratt University. He is a member of the Urban Land Institute; he serves on the American Institute of Architects Urban Policy and Design Committee and on the National League of Cities Urban Design Project Advisory Board.

### **Philip B. Caton, A.I.C.P., Planner**

Mr. Caton is a partner in a firm which specializes in architecture, urban design, development consulting, and planning and zoning. He is a licensed professional planner in New Jersey and provides professional services to a wide range of governmental and private corporate clients.

Prior to establishing the firm of Clarke and Caton, he was Director of the Division of Housing for the New Jersey Department of Community Affairs. Mr. Caton guided the Division through unprecedented growth in the type and sophistication of its programs.

Prior to his state appointment, Mr. Caton acquired extensive experience in Urban redevelopment at the local level. He was Community Development Director for the City of Trenton, New Jersey.

Mr. Caton's local experience also extends to the private non-profit sector. He was appointed the first Executive Vice-President of the New Trenton Corporation, a development vehicle formed to coordinate planning and construction in downtown Trenton.

He has explored private enterprise from the ground up while establishing, with two partners, a successful firm to practice architecture, urban design, planning and real estate market analysis. He has award winning projects in Killington, Vermont; Key Biscayne, Florida; Princeton, New Jersey; and Mount Sterling, Kentucky.



### **Tom Laging, A.I.A., Architect**

Mr. Laging, Professor of Architecture at the University of Nebraska, has just served on a Fullbright Fellowship in Urban Design, at the Simon Bolivar University in Caracas, Venezuela. He has been a Planner and a Design Consultant in Nigeria's Imo State and the Co-author of the Nebraska Capitol Environs Plan. Mr. Laging is currently serving on the AIA's National Urban Design and Planning Committee and is on the Mayor's Urban Design Committee for the City of Lincoln.

Mr. Laging has extensive consulting and project administration background. He served as Project Director for National Endowment for the Arts City Options Grant "The Nebraska Capital and Environs Plan," as Project Director for the Community Design Center in Omaha, Nebraska and received the Progressive Architecture First Design Award for the Nebraska Capitol Environs Plan. He has served as Co-team Leader in the Keiner Plaza Urban Design Charette, St. Louis, Missouri. He has traveled extensively and received many academic honors including a distinguished teaching award. He served in the Peace Corps in Peru and worked with the Detroit City Planning Commission.

Mr. Laging received his Bachelor of Architecture degree from the University of Nebraska in 1963 and his M.A. in Architecture from Harvard University in 1966.

### **Thomas Joseph Sykes, A.I.A., Architect**

Thomas Joseph Sykes, AIA, is the principal of his own firm, Thomas J. Sykes Associates, established in 1979. This six-man firm is located in Margate, New Jersey. It provides service in the area of residential, commercial and institutional architecture and land use planning.

Mr. Sykes received his education at the University of Notre Dame. He studied one year at the Notre Dame campus in Rome, Italy and he was honored by the University when he received the Graham Foundation Design Award. Mr. Sykes graduated as Bachelor of Architecture in 1974.

After graduating, Mr. Sykes worked for the Federal Government, department of Justice as a staff architect for prison reform through 1978. He became licensed in the states of Pennsylvania and New Jersey. After leaving the government, Mr. Sykes worked with Robert Johnson Associates for one year and then started his own firm.

Mr. Sykes is a Secretary of the South Jersey Chapter of the American Institute of Architects and a member of the American Institute of Planners. He is a licensed planner in the state of New Jersey. In 1983 Mr. Sykes was chosen to chair the Atlantic City Convention Center Authority. His firm has received two AIA design awards from the South Jersey Chapter.



### **Ernest R. Munch, A.I.A., Architect/Urban Planner**

Ernie Munch is an urban planner and architect registered in the State of Oregon. Practicing since 1979, his work has included planning, urban design and architectural projects in Portland, the Northwest states and on the East coast. From 1974 to 1979, Mr. Munch was employed by the Portland Bureau of Planning as a Transportation Planner and later as Chief Transportation Planner. During that time, his responsibilities included work with neighborhood groups and other public agencies on the development of a city-wide transportation plan and on designs for a variety of transportation facilities throughout Portland.

Mr. Munch received his Bachelor of Architecture from the University of Oregon and his Master of Science in Architecture from Columbia University. He is also a William F. Kinne fellow of Columbia University.

## **R. Marlin Smith, Attorney**

R. Marlin Smith is a graduate of Carleton College and the University of Chicago Law School. Mr. Smith was admitted to the Illinois Bar in 1956 and is admitted to practice before the Supreme Court of the United States.

Mr. Smith has represented numerous municipal groups and private developers in zoning and planning actions. He is a member of the Chicago, Illinois State and American Bar Associations. He was Co-Chairman of the Chicago Lawyer's Committee for Civil Rights Under Law from 1979 to 1981. He is a member of the American Planning Association and the National Institute of Municipal Law Officers. He has taught land use and historic preservation law courses at the University of Illinois and at the Northwestern University School of Law. He has been an instructor in law at Chicago Kent College of Law of the Illinois Institute of Technology. Mr. Smith has served as Chairman of the Local Government Committee of the Chicago Bar Association and as Chairman of the Local Government Law Section of the Illinois State Bar Association.

Mr. Smith is the co-author of A Guide for Municipal Zoning Administration and A Guide for County Zoning Administration, published by the Bureau of Urban and Regional Planning Research of the University of Illinois. He has served as co-editor of an Illinois Institute for Continuing Legal Education (IICLE) book on Special Local Governmental Districts and Bodies. He has written numerous articles on land use regulation and local government law.

Mr. Smith has lectured in programs and seminars on land use and planning law and participates regularly as a faculty member of the Planning Commissioner's Short Course of the American Planning Association. He has been a faculty member at the ALI/ABA Land Use Litigation Conferences and for the Practicing Law Institute. He has also served as a faculty member for the National Institute of Trial Advocacy.



### **Jacqueline Claire Vischer, Social Planner/Humanist**

Dr. Vischer, formerly partner in a firm of planning consultants and now on contract to Public Works Canada in Ottawa, is an Environmental Psychologist.

She has a B.A. degree in Psychology from the University of California, a M.A. in Psychology from the University of Wales Institute of Science and Technology and a Ph.D. in Architecture from the University of California, Berkeley. She has taught Environmental Design at the University of California, Berkeley, University of Manitoba, and the University of British Columbia.

Her professional activities include: editor of "Psychology & Environmental News" for the Division of Environmental Psychology International Association of Applied Psychology; a member of the Environmental Design Research Association; and a member of the British Psychological Society.

Dr. Vischer has presented and published in the areas of housing, social and community planning, defining user needs and building programming.

### **Allen E. Gatzke, A.S.L.A., Landscape Architect**

Mr. Gatzke is vice president of Sedway Cooke Associates, Urban and Regional Planners and Designers and teaches in the Department of Landscape Architecture, University of California, Berkeley.

Mr. Gatzke has been involved in many major design and planning projects. He has been project director for the Chula Vista Bayfront Local Coastal Program, the Chula Vista E. Street Trolley Station Plan, the University of California Berkeley, West Side Study, the Pleasant Hill BART Station Specific Plan, the Gumpert Ranch Alternate Use Plan, the Guadalupe West Master Plan, City of Santa Clara, the Guadalupe Corridor Alternatives Analysis/DEIS, and the Carmel Valley California Master Plan EIR. In the teaching field, Mr. Gatzke has been a presenter at the CalTrans Seminar on Joint Development and Value Capture held for transportation planners and managers, has taught courses in Site Planning, a design studio for undergraduates in architecture and landscape architecture, and was a graduate intern for the San Francisco Bay Conservation and Development Commission. He has extensive experience in solar energy matters.

Mr. Gatzke received his bachelor of Architecture magna cum laude from the University of Southern California School of Architecture in 1969, his Master of Urban Design in 1970 from the same university, and is pursuing his Ph.D. in Environmental Planning from the Department of Landscape Architecture, University of California, Berkeley.



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## Persons Interviewed

The information gathering process for this study relied in no small part on a series of interviews with individuals representing government, business, industry, community agencies, citizen groups, landowners, and others interested in Newport Beach. We thank the following individuals for their cooperation:

J.A. Jennings - Lido Isle

Jan DeBay - CEQAC

Doug Bray - Fisherman

John Shea - Newport Beach

Dick Clucas - West Newport  
Association

Matt Nisson - Newport Beach

Richard Connella - Marine Owner

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Sandy Wilford - Balboa Coves

Dale Sleight - Fisherman

Rick Bruenman - Fisherman

Jean Watt - SPON

Jack Zarembo - Christian Science  
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Russ Fluter - Newport Beach

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Joe Kimball - St. James Church

Kenneth Sampson - Government  
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Jean Sommers - Newport Elementary PTA

Rush Hill, AIA - The Hill Partnership

Marguerite E. Forgit - Newport Beach

Art Gronsky - Art's Landing

Paul Balalis - Planning Commission

Debbie Gray - Property Owner

Verne Beck - Dory Fleet

Mel Hockman - Dory Fleet

Lex Khuta - Newport Beach

Judy B. Rosener - California  
Coastal Commission

Betty C. Blakslee - Newport Beach

Barbra Allen - Cannery Village

Henry K. Swenerton - Central Newport

Rick Lawrence - Newport Beach

Mamie Van Doren-Dixon - Newport Beach

Thomas Dixon - Newport Beach

Barbra Barnard - Newport Beach

Fred Bruder - Newport Beach

Stanford Green - SUN

Dorothy Hardcastle - SUN

Dick Dodd - Architect

Herb Marshall - Business

Sid Soffer - Property Owner

R.D. Tromanhauser - Cannery Village

J. Tromanhauser - Cannery Village

Dolly M. Simpton - Cannery Village

John Heim - Newport Beach

Walt Heim - Newport Beach

Bob Roubian - The Crab Cooker

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