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COASTAL ZONE DEVELOPMENT AND COASTAL POLICY IN SOUTHERN CALIFORNIA: A TWO YEAR ANALYSIS OF THE SOUTH COAST REGIONAL COMMISSION

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by

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PREFACE

The development of the coastal lands of Los Angeles and Orange Counties has been subject to the control of the South Coast Regional Commission since the beginning of 1973. Between that time and now it has received and acted upon over 3,500 applications to develop new structures and facilities or modify existing ones in the coastal portions of the two counties. In order to provide information about the regulation of coastal development to the public and interested parties, the Sea Grant Marine Advisory Program, University of Southern California, in cooperation with the South Coast Regional Commission, has established a system for reporting the number, type and disposition of permit requests.

Permit activities are periodically reviewed so that 26 categories of information pertaining to each application and its history are recorded and stored on computer tapes.* These tapes can be used to ask and answer a variety of questions concerning the nature of the permit requests, their location, decisions by the commission and appeals to the California Coastal Zone Conservation Commission. This is the second report produced that has utilized the above data to analyze trends and patterns as well as provide a detailed breakdown of permit requests and commission actions between February 1973 and December 1974. This report differs from the first year study in two respects: 1) both Counties will be examined and 2) individual permit activity for sub-regions of Los Angeles and Orange Counties are not reproduced. Individuals wishing tables detailing development in any sub-region are invited to complete the order blank at the end of this report.

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* A list of the information categories utilized in the reporting system is included in Appendix A.

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INTRODUCTION

California's coastline stretches almost 1,100 miles from the Mexican border on the south to the Oregon state line on the north. Concern among citizens and groups over the future of this ecologically fragile land-water interface began to coalesce in the 1960's around the idea of some type of regulatory agency to exercise control over coastal development. As support for such a mechanism grew, attempts were made to gain passage in the state legislature for a coastal zone management system which would require greater attention be given to environmental values. These efforts, however, failed in the 1970, 1971 and 1972 sessions of the California legislature. After this series of defeats, environmental groups organized to take the issue directly to the voters of the state through the initiative process. The necessary petition signatures were obtained to put a measure, Proposition 20, on the statewide ballot in November, 1972. In turn, the Coastal Zone Conservation Act was approved by 55 percent of the voters and became the law of the state.

Under provisions of the Act, a State Coastal Zone Conservation Commission and six Regional Commissions became operative on February 1, 1973. These agencies were given the responsibility for regulating the use and establishing a plan for the 1,072 miles of mainland shorelines, excluding San Francisco Bay* and coastal islands. The six commissions, each including one or more coastal counties, possess authority to regulate coastal land-use through a permit system. The Act states that all developments or modifications on structures or land from the mean high tide line, landward for 1,000 yards, requires a "permit authorizing such development from the regional commission and, if required by law, from any city, county, state, regional or local agency" (Section 27400). This new set of agencies added an additional step to the pre-existing process of approving land- and water-use permits in the coastal zone. For example, a developer seeking to build an apartment complex within the permit zone still must satisfy all zoning and other requirements of the city or county territory where the project is located. After approval by the city or county, an application for development can be made to a

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* A separate agency, the Bay Area Conservation and Development Commission, is responsible for regulating land fill and diking in a 100 foot zone around the Bay.

regional commission. Yet another step is possible under the Act. Appeals from either favorable or unfavorable decisions by a regional commission can be taken to the State Coastal Zone Conservation Commission.

A great deal of controversy existed during the 1972 campaign on Proposition 20 about the effect on coastal development and regional economies of a set of agencies mandated to take environmental considerations into account in considering land-use permit applications. Even though the six regional commissions and a state commission have been operating for more than two years, their impact is still a matter of speculation. No studies have been made to identify the patterns of development within the 1,000 yard permit strip. Not even detailed tabulations or permit requests and their disposition are readily available to allow comparisons among different portions of the state's coast. The South Coast Regional Commission activities in Los Angeles and Orange Counties constitutes one exception to this data gap.

As a starting point in devising methods of describing and analyzing coastal development and policy under the regulations of the Coastal Zone Conservation Act of 1972, this report will look in detail at permit activities within Los Angeles and Orange Counties during 1973 and 1974. It is hoped that the design of this study will provide a format that can be of use in other regions of the state and for the state as a whole. In addition, the report will provide baseline data for Los Angeles and Orange Counties against which both past and future years can be compared.

Three scales of analysis will be used in the study. Initially, data are reported for the coastal permit zone of both counties. This will provide an over-all picture of the developments that were approved or denied during the year and the type of procedures used by the commission in making its decisions. This will be followed by a description of permit actions in terms of the boundaries of each county. A third scale of analysis will involve a condensed discussion of permit activity in each coastal city and major unincorporated communities of the counties.

The initial section of this report, as in the first year study, is designed to familiarize readers with the South Coast Commission and the California Coastal Zone Conservation Act. This will be followed by the reporting of data for both counties combined. Additional sections will look at Los Angeles and Orange Counties separately, policy issues raised by the data, and a summary of sub-regional permit activity.

1.0 THE SOUTH COAST REGIONAL COMMISSION AND THE PERMIT PROCESS

The South Coast Regional Commission's authority extends for more than 100 miles. From Pt. Dume to San Clemente, landward for 1,000 yards and seaward for three miles, the commission is jointly responsible for the development of an area commonly designated as the coastal zone. The jurisdiction of the South Coast Commission involves two counties with a population of more than 8 million people.

1.1 The Commission and Their Staff

The South Coast Regional Commission is served by 12 commissioners and 12 staff members. Article One of the Coastal Zone Conservation Initiative established the following qualifications and procedures for the selection of commission members from six categories.

1.	One Supervisor from each county	(2)
2.	One city councilman from the City of Los Angeles selected by the president of such city council	(1)
3.	One city councilman from Los Angeles County from a city other than Los Angeles	(1)
4.	One city councilman from Orange County	(1)
5.	One delegate to the Southern California Association of Governments	(1)
6.	Six representatives of the public	(6)
	Commission members	12

All county supervisors were selected by the board of supervisors which they represent. City council representatives were chosen by the city selection committee except for the representative of the Los Angeles City Council. Delegates from the regional agencies were chosen by their respective agencies. Public representatives were selected equally by the Senate Rules Committee and the Speaker of the Assembly of the California State Legislature and the Governor.

The following individuals were appointed commissioners for the coastal zone of Los Angeles and Orange Counties with their tenure in office set to expire on January 1, 1977.

Name	Appointed by	Representing
Donald B. Bright,* chairman	Governor	public representative
Ralph A. Dietrich**	Board of Supervisors	Orange County
Rimmon C. Fay	Senate Rules Committee	public representative
James A. Hayes	Board of Supervisors	Los Angeles County
Arthur J. Holmes	City Selection Committee	City Council, San Clemente
Louis R. Nowell	L.A. City Council	City Council, Los Angeles
Donald W. Phillips*	Governor	public representative
Robert F. Rooney	Senate Rules Committee	public representative
Judy Rosener	Speaker of Assembly	public representative
Russ Rubley	City Selection Committee	City Council, Long Beach
Carmen Warschaw	Speaker of Assembly	public representative
Donald E. Wilson**	So. Calif. Association of Gov'ts	So. Calif. Association of Gov'ts

Proposition 20, the Coastal Zone Conservation initiative, charged the state and regional commissions with two main responsibilities: developing a comprehensive plan for the coastal zone and regulation of development through a permit process. To assist the South Coast Regional Commissioners with their responsibilities, a 12 member staff has been retained. Captain M. J. Carpenter (U.S.N. ret.) serves as the Executive Director of the commission; he is aided by the assistant director. In addition to these individuals, 10 planners are on the staff. Their activities are divided between the two major responsibilities of the commission. Four planners are involved with the development of the comprehensive plan. The remaining staff planners are

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* During the period covered by this report, both Mr. Bright and Mr. Phillips were coastal commissioners. In addition, Mr. Bright served as chairperson.

** Mr. R. Dietrich replaced the deceased County Supervisor, Ronald Caspers, and Mr. Wilson replaced Mr. J. Reidy.

primarily responsible for reviewing and processing permit applications.

Upon receipt of an application it is examined to insure all pertinent supporting documents are included. If the application is complete, it is accepted for initial screening.

In the initial screening process the assistant director checks the application to see if geological, soil, or environmental impact reports are needed. It is at this juncture where an application is classified as a public hearing, consent calendar, or administrative item. After classification, a commission hearing on the application is required within 90 days.

Staff members make another review of all applications at least seven days before the scheduled hearing date. The permits are checked for any remaining questions concerning the documentation, and pertinent local agencies are contacted to insure no new regulations or building code changes have occurred. If problems emerge, the planners contact the applicant. Prior to the permit hearing by the commission, the entire staff meets to discuss all applications and make their recommendation to the commissioners.

The South Coast Regional Commission met more than 70 times to discuss and vote on permit applications between February, 1973 and December, 1974. Most of the meetings were held in Long Beach, but other sites have been used. In 1974, Long Beach was used for permit meetings, but hearings on drafts of the planning elements were held in all sections of the commission's jurisdiction. Permit meetings usually take a full day. Working sessions lasting nine hours are frequent.

The Coastal Zone Conservation Initiative established several specific criteria to guide regional and state commission action on permit applications. Section 27402 declared that no project may:

1. have a substantial adverse environmental/ecological impact on the coastal zone; or
2. restrict access to publicly owned or used land or facilities.

All projects must also ensure:

1. "access to publicly owned or used beaches, recreation areas and natural reserves is increased to

the maximum extent possible by appropriate dedication;

2. adequate and properly located public recreation areas and wildlife preserves are reserved;
3. provisions are made for solid and liquid waste treatment, disposition, and management which will minimize adverse effects upon coastal zone resources;
4. alterations to existing land farms and vegetation, and construction of structures shall cause minimum adverse effect to scenic resources and minimum danger of floods, landslides, erosion, siltation, or failure in the event of earthquake."

1.2 The Permit Approval Process

The area over which the coastal commissions in California have authority to review, deny and approve permits for development is identified as the Coastal Zone. Proposition 20 gave each local coastal commission the power to grant permits within a 1,000 yard strip of land that extended from the mean high tide line, landward. Within the 1,000 yard boundary, the local coastal commissions actually share authority for development with the local city or county whose boundaries include the coastal area and the state coastal commission.

All applications to the local coastal commissions must first be approved by the appropriate local government agencies. This means, for example, developments in Los Angeles or Santa Monica must have the approval of zoning offices in those cities. If the local city approves a development proposal in concept, an application can be made for a permit from the coastal commission.

There are four separate procedures an application could follow in seeking approval from a coastal commission:

1.2.1 Public Hearing Procedures--The public hearing process can extend for a period of 150 days. The procedure begins with the submission of an application. Within 90 days a public hearing on the project must be held. At least 15 days before the hearing the executive director of the commission must prepare a summary of the application and deliver it to all parties concerned with the application. Sixty days after the public hearing, the commissioners must decide whether to grant or deny the application.

1.2.2 Consent Calendar--Applications that will have a minor impact on the environment of the coastal zone can be grouped and handled as one application by the regional

commission. The executive director prepares the consent calendar and only by request of three commissioners can any item be removed from the consent calendar. Items removed then become public hearing applications and follow the procedures outlined in section 1.2.1.

1.2.3 Administrative Permits--Administrative permits are applications approved by the executive director of the coastal commission. An administrative permit must satisfy at least ONE of the following conditions:

1.2.3.1 Repairs and maintenance worth less than $25,000 to existing facilities;

1.2.3.2 Other developments costing less than $10,000. (An application fee of $25 must accompany all administrative permit applications.)

1.2.4 Emergency Permits--Emergency permits are granted when life or property is threatened and immediate corrective action is dictated. The executive director can grant the permit, and, if possible, is required to consult with the commission chairperson prior to action. Following the executive director's approval, a formal application following one of the three procedures stated above must be filed within five working days.

1.3 Appeals to the State Commission

Section 27423 of the Coastal Zone Conservation Act* provided any person "aggrieved by approval of a permit by the Regional Commission" with the right to appeal to the state commission. This same protection is afforded applicants who have had their applications rejected by a regional coastal commission.

The state commission has the authority to "affirm, reverse, or modify the decision of the regional commission." The state panel can also refuse to review any appeal "that it determines raises no substantial issues."

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* California Public Resources Code, Division 18, California Coastal Zone Conservation Commission.

1.4 The Framework of This Report

1.4.1 Boundaries--All of the permit applications discussed in this report were submitted for work in Los Angeles or Orange Counties. The boundaries of Los Angeles and Orange Counties used for this report were the territorial limits of the counties.

In the analysis of the permit decisions of the South Coast Regional Commission in Part III involving sub-areas of both counties, the boundaries of 16 cities and 9 unincorporated areas were utilized and include the following:

LOS ANGELES COUNTY

Unincorporated Communities
- Malibu
- Marina del Rey*
- El Porto

Municipalities
- Los Angeles City
  - Pacific Palisades
  - Playa del Rey
  - Venice
  - San Pedro
  - Wilmington
- Santa Monica
- El Segundo
- Manhattan Beach
- Hermosa Beach
- Redondo Beach
- Torrance
- Palos Verdes Estates**
- Rancho Palos Verdes**

ORANGE COUNTY

Unincorporated Communities
- Sunset Beach
- Emerald Bay
- South Laguna
- Laguna Niguel
- Dana Point
- Capistrano Beach

Municipalities
- Seal Beach
- Huntington Beach
- Newport Beach
- Costa Mesa
- Laguna Beach
- San Clemente

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* Marina del Rey--The data for Marina del Rey include not only the area unincorporated administered by the County, but the area within the City of Los Angeles, East of Lincoln Boulevard to the 1,000 yard limit from the mean high tide line. This small area was included for ease of analysis and actually allows a more thorough examination of the area commonly labeled as Marina del Rey.

** Palos Verdes Estates and Rancho Palos Verdes--The City of Rancho Palos Verdes was incorporated during the first year of the Coastal Commission. All permit applications received

1.4.2 Definitions

For purposes of analysis, a series of terms are used in this report to describe various aspects of commission activity. A short description of each is presented here to familiarize readers with the terminology used.

1.4.2.1 Present Use and Project Type

Each application to the South Coast Regional Commission must contain information not only describing the nature of the project planned, but the existing use of the land listed in the applications. The description of the nature of the project is identified as project type. Nine categories to catalogue project type were created: commercial; industrial; single family residence; multi-family residence; public utility; recreation; dredging; demolition; and other.

Existing use of land at the time of a permit application is identified in the report as the "present use" of the land. These categories are the same as those used for project type with two exceptions. "Dredging" and "demolition" are dropped and "vacant" and "agricultural" are added.

The categories are defined in the following manner:

1.4.2.2 Commercial--Commercial projects include all businesses not involved in a manufacturing process. Examples of commercial projects reviewed by the commission include shopping centers, office buildings, banquet halls, restaurants, hotels and laundries.

1.4.2.3 Industrial--Any land or project used in a manufacturing process is classified as an industrial project. Examples of industrial projects include storage facilities, petroleum refineries, factories, pumps, piping, observation wells, and oil platforms.

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before incorporation were joined with applications from the City of Palos Verdes Estates and labeled "Palos Verdes Peninsula." This cataloguing necessarily limits certain, but not all, observations for the Cities of Palos Verdes Estates and Rancho Palos Verdes.

1.4.2.4 Multi-Family Residences--Structures with more than one separate living unit are classified as multi-unit residences.

1.4.2.5 Public Utilities--All activities designated by a city, county, state, or federal agency as a public or private utility were considered utilities in this report. Water and power projects, street maintenance programs, etc., are examples.

The utility projects reviewed by the South Coast Regional Commission were, for the most part, improvements of minor additions to existing facilities. New traffic signs, pipes, poles, storm drains, and street improvement projects describe the vast majority of permits classified as public utilities.

1.4.2.6 Recreation--Any public or private requests for development of projects designed for leisure activities were classified as recreational use or projects. These proposals may include a private tennis court, a bike path, recreational vehicle park, or the extension of a pier.

1.4.2.7 Agricultural--Any parcel of land which is currently tilled is considered agricultural land.

1.4.2.8 Vacant--Land, not involved in any process and/or upon which no structures are standing, is classified as vacant land.

1.4.2.9 Demolition--Demolition projects involve the destruction of existing buildings.

1.4.2.10 Dredging--Any filling, diking or dredging of any land mass, submerged or not submerged, was considered a dredging project.

1.4.2.11 Other--This final project type category was created to classify all residual proposals not described by the other existing classifications. Examples include signs, construction of structures used by religious organizations, relocation of homes, and guide posts on offshore facilities.

1.5 Missing Observations

This report is concerned with 3,558* applications acted upon by the coastal commission. In some tables data on fewer than 3,558 applications are presented. These missing observations are a function of error from at least three sources. Some of the missing observations are a result of mistakes in recording information. In other instances, applications may have been incomplete. Some of the information presented in this report was not required for completed applications to the commission and other categories became requirements after February, 1973. Despite these sources of error, the number of permits with a complete set of information still allows for a discussion and analysis of outcomes.

2.0 THE COMMISSION AND THE COASTLINE OF SOUTHERN CALIFORNIA: PERMIT ACTIVITY, 1973-74

The South Coast Commission has reviewed more than 3,500 applications for permits since February 1, 1973. The following tables and descriptions outline the number, type, size and cost of projects submitted and their disposition by the commission.

2.1 Summary of Commission Action

Table 1 is a summary review of permit activity in 1973 and 1974. More than two-thirds (67.7%) of all permit applications concerned single- and multi-family residences. Commercial (10.2%), public utilities (6.8%), and industrial permits (41%) accounted for more than one-fifth of the total number of applications received by the commission. The other four permit categories accounted for the remaining 11%. Housing, by far, was the dominant type of development in terms of the number of permit requests. Recreational development was involved with less than 5% of applications.

The probability of a permit application being approved was high (94.5%). Only 195 of the 3,558 applications were denied. The denials were clustered, with 93.3% concentrated in three classifications: multi-family residences (135), commercial (26), and single family residences (21). Even so, the overwhelming majority of applications in these categories were still approved at the levels of 85.9%, 92.7%, and 98.3%

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* This report does not consider commission action on claims of exemption from the coastal zone initiative.

TABLE 1

SUMMARY TABLE OF SOUTH COAST COMMISSION ACTION

Project Type	Applications	Acres	Approved		Denied		Review Procedures: Administrative		Review Procedures: Consent Calendar		Review Procedures: Public Hearing	
			No.	%	No.	%	No.	%	No.	%	No.	%
Commercial	358	912.6	332	92.7	26	7.3	118	33.1	128	36.0	110	30.9
Industrial	145	354.9	144	99.3	1	0.7	47	32.4	47	32.4	51	35.2
Single Family	1,366	367.0	1,343	98.3	21	1.5	238	17.4	1,032	75.7	94	6.9
Multi-Family	1,016	699.9	873	85.9	135	13.3	84	8.3	466	46.3	457	45.4
Public Utility	240	260.7	236	98.3	3	1.3	63	26.6	111	46.8	63	26.6
Recreation	147	165.3	144	98.0	3	2.0	50	34.0	62	42.2	35	23.8
Dredging	16	40.5	15	93.8	1	6.3	1	6.3	8	50.0	7	43.7
Demolition	123	244.5	120	97.6	2	1.6	40	32.8	72	59.0	10	8.2
Other	103	87.9	99	96.1	3	2.9	28	27.7	46	45.5	27	26.7
Total	3,514	3,133.3	3,306	94.4	195	5.5	669	19.1	1,972	56.4	854	24.4

respectively. It should be noted that this analysis of the number of approvals and denials from administrative records does not deal with questions of whether the small number of rejections is due, in part, to such factors as (1) changes being made in application specifications to meet stated or implied questions about the acceptability of projects by staff members before a final submission is made; or (2) applicants have submitted only those proposals which they expected to be approved and have withheld others.

The summary table also provides a breakdown of the application review procedures used in reaching a decision to grant or deny a permit. The consent calendar was the most frequently utilized process (56.4%) and, in combination with the administrative calendar, accounted for three-fourths of all decisions.

2.2 Location of Permit Applications

The spatial distribution of permit applications between the mean high tide line and the landward 1,000 yard boundary is described in Table 2. Without dealing with policy questions at this time, several observations can be made. The vast majority of applications and permits (67.4%) were more than 100 yards from the mean high tide line. Permits were fairly evenly distributed up to the inland boundary, with one-half of those approved at least 250 yards from the beach and one-third over 500 yards away.

Denials followed a similar pattern. Twenty-eight percent were concentrated in the first 100 yards of the commission's jurisdiction, and 31% were for developments located at least 500 yards from the water's edge.

Table 3 indicates that recreation (33.6%) and industry (15.1%) are the two largest use categories for permits approved from the mean high tide line seaward. These primarily involved maintenance or additions to existing recreational boating or industrial facilities. The use distribution of permits adjacent to the beach or within 50 yards of the mean high tide line followed a quite different pattern. Single (42.3%) and multi-family residences (12.6%) together accounted for 54.9% of all permits approved.

None of the remaining classifications exceeded 10% of the total within these two zones, with commercial, recreation, industry and utilities at 6.3%, 7.6%, 9.2% and 9.4% respectively.

TABLE 2

APPLICATIONS: APPROVED AND DENIED, BY DISTANCE FROM MEAN HIGH TIDE LINE

Location by Site from Mean High Tide Line	Action by Commission			
	Approve		Deny	
	No.	%	No.	%
Seaward	119	4.1	4	2.3
Adjacent to Beach	193	6.7	7	4.1
Less than 50 yards	336	11.7	17	9.9
50 to 100 yards	292	10.1	20	11.7
100 to 250 yards	467	16.2	38	22.2
250 to 500 yards	546	18.9	32	18.7
500 to 750 yards	386	13.4	32	18.7
750 to 1,000 yards	543	18.8	21	12.3
Total	2,882	100.	171	100.

TABLE 3

PROJECT TYPES AND DISTANCE FROM MEAN HIGH TIDE LINE

Project Type	Distance from Mean High Tide Line								Total
	Seaward to M.H.T.	Adjacent to Beach	Less than 50 yds	50 to 100 yds	100 to 250 yds	250 to 500 yds	500 to 750 yds	750 to 1,000 yds	
Commercial	10	12	21	27	52	68	40	53	283
% Row	3.5	4.2	7.4	9.5	18.4	24.0	14.1	18.7	-
% Column	8.4	6.3	6.9	9.3	11.2	12.6	10.5	9.8	9.9
Industrial	18	11	37	17	22	11	5	12	133
% Row	13.5	8.3	27.8	12.8	16.5	8.3	3.8	9.0	-
% Column	15.1	5.8	11.1	5.8	4.8	2.0	1.3	2.2	4.7
Single Family	11	93	139	105	184	211	183	250	1,176
% Row	0.9	7.9	11.8	8.9	15.6	17.9	15.6	21.2	-
% Column	9.2	49.2	41.6	36.1	39.7	39.1	47.9	46.1	41.1
Multi-Family	4	20	46	81	141	185	111	160	748
% Row	0.5	2.7	6.1	10.8	18.9	24.7	14.8	21.4	-
% Column	3.4	10.6	13.8	27.8	30.5	34.3	29.1	29.5	26.2
Public Utility	10	17	35	31	25	28	17	21	184
% Row	5.4	9.2	19.0	16.8	13.6	15.2	9.2	11.4	-
% Column	8.4	9.0	10.5	10.7	5.4	5.2	4.5	3.4	6.4
Recreation	40	21	19	10	13	8	12	10	133
% Row	30.1	15.8	14.3	7.5	9.8	6.0	9.0	7.5	-
% Column	33.6	11.1	5.7	3.4	2.8	1.5	3.1	1.8	4.7
Other*	26	15	37	20	26	28	14	36	202
% Row	12.9	7.4	18.3	9.9	12.9	13.9	6.9	17.8	-
% Column	21.8	7.9	11.1	6.9	5.6	5.2	3.7	6.6	7.1

*Includes demolition and dredging projects.

Missing Observations: 416

2.3 Present Use of Land at Time of Permit Application

A majority of all permits (1,812 or 56.5%) were located on land that was previously vacant. Residential facilities accounted for 1,484 or 81.9% of these permits. However, in terms of total acreage, single family residences utilized only 26% of all open space developed in 1973 and 1974. Commercial projects developed 46.1% of all open spaces acreage while industrial development accounted for less than 1%. Table 4 also illustrates that a general and strong pattern exists involving an intensification of already developed sites for similar purposes. Although 37.2% of all commercial permits involved vacant areas, 57.8% redeveloped land was already used for commercial activities. This pattern of redevelopment is also found for industrial permits (66.9%), public utility permits (67.5%), and recreational permits (43.7%). Residential projects are the only cases in which this does not hold. One-quarter of all single units and 15% of multi-unit residential permits were located on sites where housing already existed.

Even so, the present use data seem to indicate, to a substantial extent, that only land that was vacant is changed. The use to which other parcels were put in the past suggested the use of the land in the future.

2.4 Construction Costs

The commission reviewed $1,038,239,125 in construction cost requests in 1973 and 1974.* A total of $828,475,125, or 79.8% of all dollar requests, were approved. Single and multi-unit residential development together accounted for $442,509,000, or more than 50% of the total. Multi-family residences, alone valued at $265,155,125, exceeded the amount invested in any other category. The mean construction cost for multi-family homes, however, was $336,919, less than the mean for industrial projects ($480,828) and commercial projects ($456,210). Recreational construction costs over the two years were $30,670,688; greater only than the expenditures for demolition projects.

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* The figure reported here includes only the values listed on permit applications; construction costs involved with appeals of exemption are not. Further, no estimation of values for any missing observations has been included in the total.

TABLE 4

PROPOSED PROJECT TYPE BY PRESENT LAND USE

Project Type	Present Use of Land								
	Vacant	Agricul-tural	Single Family	Multi-Family	Commer-cial	Indus-trial	Recrea-tional	Public Utility	Total
Commercial	121	0	6	3	188	3	2	2	325
% Row	37.2		1.8	0.9	57.8	0.9	0.6	0.6	100.
Industrial	41	2	1	0	1	95	0	2	142
% Row	28.9	1.4	0.7		0.7	66.9		1.4	100.
Single Family	976	1	313	17	4	0	0	2	1,313
% Row	74.3	0.1	23.8	1.3	0.3			0.2	100.
Multi-Family	508	1	197	127	7	5	2	2	849
% Row	59.8	0.1	23.2	15.0	0.8	0.6	0.2	0.2	100.
Public Utility	58	0	1	3	2	7	5	8	234
% Row	24.8		0.4	1.3	0.9	3.0	2.1	67.5	100.
Recreation	57	0	12	2	2	0	62	7	142
% Row	40.1		8.5	1.4	1.4		43.7	4.9	100.
Other*	33	2	49	16	29	9	14	22	164
% Row	20.1	1.2	29.9	9.8	17.7	5.5	8.5	13.4	100.
Total	1,794	6	579	168	233	119	85	195	3,179
% Row	56.4	0.2	18.2	5.3	7.3	3.7	2.7	6.1	100.

*Includes demolition and dredging projects.

TABLE 5

CONSTRUCTION COSTS: APPROVED PROJECTS, 1973-74

Project Type	No. of Projects	Sum Total Costs	% of All Projects	Mean Cost
Commercial	316	$144,162,438	17.4	$456,210
Industrial	133	63,950,172	7.7	480,828
Single Family	1,276	177,354,313	21.4	138,992
Multi-Family	787	265,155,125	32.0	336,919
Public Utility	180	65,061,102	7.9	361,450
Recreation	131	30,670,668	3.7	234,127
Other*	199	82,111,307	9.9	412,619
Total	3,022	$828,475,125	100.0	

*Includes demolition and dredging projects.

Missing Observations: 284

2.5 Acreage Used

More than six of every ten permits were developing lots less than .2 of an acre in size. A total of 441 permits involved sites smaller than .1 of an acre. Only 10.7% of all permits were involved with lots greater than 1.0 acre in size.

Although vacant land was involved with several applications, 65.7% of permits involving vacant land developed parcels that were less than .2 of an acre in size. Less than 10% of permits granted involving vacant land were for parcels exceeding 1.0 acre in size.

2.6 Application Decision Procedures

To this point, the descriptive data have addressed physical characteristics of permits. Equally important in any discussion are the administrative aspects involved with each application. There are three main procedures used in approving and denying permit applications. Administrative and consent calendar procedures were used for 2,641 or 75.3% of all applications reviewed by the commission.

The administrative and consent calendar procedures usually involve a substantial savings in time for commissioners. Administrative procedures are followed for projects involving less than $25,000 in repairs to existing structures or new projects with construction costs under $10,000. The regional executive director approves administrative permits. A total of 682 permit applications were considered as administrative items, single-family residences accounting for 35.6% of all such permits. Commercial projects were the second most frequent with 17.6%.

Consent calendar procedures can be used for any project that is believed to have a low potential for impact on the environment of the permit zone. The executive director prepares the consent calendar, and there is no limit on construction costs for applications considered as consent calendar items. Table 7 indicates that 19.6% of all projects with construction costs above $200,000 and 16.1% of projects with construction costs above $300,000 were part of the consent calendar.

The public hearing process is utilized for any project, regardless of anticipated construction costs, if the proposed development has a high potential for raising a public policy or environmental question. Permits involving

TABLE 6

SIZE OF PROJECT BY PROJECT TYPE

Type of Project	Size in Acres							
	0-.09	.1-.199	.2-.5	.51-.75	.76-.99	1.0-2.0	2.1-10.0	Total
Commercial	23	31	38	9	5	9	18	133
% Row	17.3	23.3	28.6	6.8	3.8	6.8	13.5	100.
Industrial	6	7	3	2	0	4	13	35
% Row	17.1	20.0	8.6	5.7		11.4	37.1	100.
Single Family	215	335	195	32	7	25	18	827
% Row	26.0	40.5	23.6	3.9	0.9	3.0	2.2	100.
Multi-Family	190	289	95	21	8	18	35	656
% Row	30.0	44.1	14.5	3.2	1.2	2.7	5.3	100.
Recreational	2	4	7	1	0	1	12	27
% Row	7.4	14.8	25.9	3.7		3.7	44.4	100.
Other*	12	16	15	3	1	3	18	68
% Row	17.6	23.5	22.1	4.4	1.5	4.4	26.5	100.
Total	448	682	353	68	21	60	114	1,746

*Includes demolition and dredging projects.

Missing Observations: 1,544

TABLE 7

APPLICATION REVIEW PROCEDURES AND CONSTRUCTION COSTS: APPROVED PERMITS

Construction Costs	Review Procedures				Total
	Administrative	Consent Calendar	Emergency	Public Hearing	
Below $10,000	298	114		16	428
% Row	69.6	26.6		3.7	100.
$10,000-$26,000	277	160	1	31	469
% Row	59.1	34.1	0.2	6.6	100.
$26,000-$50,000	3	676	2	76	757
% Row	0.4	89.3	0.3	10.0	100.
$51,000-$100,000	2	669		146	817
% Row	0.2	81.9		17.9	100.
$101,000-$150,000	1	110		71	182
% Row	0.6	60.4		39.0	100.
$151,000-$200,000	1	23		31	55
% Row	0.2	41.8		56.4	100.
$201,000-$300,000		18		35	53
% Row		34.0		66.0	100.
More than $300,000	4	36	1	182	223
% Row	1.8	16.1	0.4	81.6	100.

multi-family residences constituted 28.8% of all applications but 53.5% of all items reviewed in the public hearing process. Industrial permits, with a mean construction cost of $480,828, accounted for 6.0% of all public hearing permits. The substantial number of requests for multi-unit residential development involved with the public hearing process suggests that factors other than construction costs may be involved in classifying these applications as public hearing items.

2.7 Staff Recommendations

Prior to the presentation of a permit application to the commissioners, staff members meet to discuss the application and make recommendations. Looking first at the overall picture, the staff recommended approval for 2,573 applications. The commissioners followed the staff's opinion for 99.1% or for 2,550 applications. The staff issued 219 recommended denials and 62.1% or 136 of these recommendations were supported by the commissioners.

Each application placed on the consent calendar or submitted to the commissioners as administrative permits carried staff recommendations for approval. However, examining the public hearing items separately yields slightly different observations. The staff made 447 approval recommendations and the commissioners followed 430 or 96.2%. The commissioners supported only 61.3% of the staff's 204 denial recommendations for public hearing items.

2.8 State Review of Regional Commission Decisions

The California Coastal Zone Conservation Act gave any citizen the ability to appeal a regional commission's decision to the state commission. Appeals to the state level actually involve a two-step process. First, the arguments made by any appellant must raise substantial environmental or public policy issues. The evaluation of the significance of the question raised in an appeal is made by the commission's staff. Second, if a substantial issue is raised, the state commission will review the decision of a regional commission. Appeals in 1973 and 1974 ranged from an oil tanker terminal to several residential projects and a bicycle path.

In 1973 and 1974, 115 appeals of South Coast Commission decisions were made. The state commission staff found no substantial public policy or environmental issues raised in 63 cases or 54.8%. The state commissioners did review 33 permits granted by the South Coast Commission and reversed

TABLE 8

STAFF RECOMMENDATION AND COMMISSION ACTION: ALL APPLICATIONS, 1973-74

Staff Recommendation	Action					Total
	Pending	Approve	Deny	Withdrawn	Approve Reconsidered	
Pending	5	365	2	3	0	375
% Row	1.3	97.3	0.5	0.8	0	100.
Approve	0	2,550	19	2	2	2,573
% Row	0	99.1	0.7	0.1	0.1	100.
Deny	1	78	136	4	0	219
% Row	0.5	35.6	62.1	1.8	0	100.
Approve with Conditions	0	351	39	0	1	391
% Row	0	89.8	10.0	0	0.3	100.

TABLE 9

STAFF RECOMMENDATION AND COMMISSION ACTION: PUBLIC HEARING ITEMS, 1973-74

Staff Recommendation	Action				
	Pending	Approve	Deny	Withdrawn	Approve Reconsidered
Pending	5	8	2	2	-
% Row	29.4	47.1	11.8	11.8	-
Approve	0	430	15	1	1
% Row		96.2	3.4	0.2	0.2
Deny	1	74	125	4	0
% Row	0.5	36.3	61.3	2.0	-
Approve with Conditions	-	174	29		1
% Row		85.3	14.2		0.5

20 of these decisions. An additional 11 permits had conditions for development attached. Only two permits reviewed were not changed.

The state commission received 54 appeals of applications which were denied by the South Coast Commission. The state commissioners reviewed 15, or 27.8%, of these decisions. In two cases, a permit for development was granted; and in seven other cases development, if specific conditions were satisfied, would be allowed. The state commission sustained the South Coast Commission's decision for the other six appeals.

In order to get another view of the dimensions of state commission actions, it may be useful to identify those appeals made by developers and environmental organizations. Development interests appealed 53 negative decisions of the South Coast Commission. The state commission staff ruled that 39 appeals, or 73.6%, raised no substantial issues. Of the 14 appeals reviewed, the state commission granted eight permits for development with conditions attached to seven of these permits.

Environmental groups sought state commission review for 35 permits granted by the South Coast Commission. No substantial issue was found to exist for eight of the appeals, or 22.9%, and, of the 27 permits reviewed, 15 were revoked and nine others had conditions attached.

This separation between developers and environmental groups appears to indicate environmentalists had greater success at the state level. Their appeals were heard more often, and almost half (42.9%) resulted in a reversal of the regional commission decision. Only seven or 13.2% of the appeals by developers resulted in a permit being granted.

3.0 THE COMMISSION AND THE COASTLINE OF LOS ANGELES COUNTY: PERMIT ACTIVITY, 1973-74

3.1 Summary of Permit Activity: Los Angeles County, 1973-74

The summary table (Table 13) presenting a synopsis of permit activity in Los Angeles County indicates that 93.6% of all applications were successful in receiving a permit. Residential development was involved with 907 of the 1,603 approved permits. There were 200 commercial, 136 industrial, and 73 recreation projects. These 1,603 projects developed 2,271.6 acres.

TABLE 10

STATE COMMISSION REVIEW OF SOUTH COAST COMMISSION DECISIONS

	South Coast Commission Action			
State Action	Approve	Deny	Approve with Conditions	Total
Approve	2	2	1	5
Deny	20	6	1	27
Approve with Conditions	11	7	2	20
Review Refused	24	39	0	63
Total	57	54	4	115

TABLE 11

STATE COMMISSION REVIEW OF SOUTH COAST COMMISSION DECISIONS: IDENTIFIED DEVELOPERS

State Action	South Coast Action
	Deny
Approve	1
% Column	2.0
Deny	6
% Column	11.3
Approve with Conditions	7
% Column	13.2
Review Refused	39
% Column	73.6
Total	53

TABLE 12

STATE COMMISSION REVIEW OF SOUTH COAST COMMISSION DECISIONS: IDENTIFIED ENVIRONMENTAL GROUPS

State Action	South Coast Action	
	Approve	Approve with Conditions
Approve	2	
Deny	14	1
Approve with Conditions	9	1
Review Refused	3	
Total	28	2

TABLE 13

SUMMARY TABLE: LOS ANGELES COUNTY, 1973-74

Project Type	Applications	Acres	Approved		Denied		Review Procedures		
			No.	%	No.	%	Administrative	Consent Calendar	Public Hearing
Commercial	217	878.5	200	92.2	17	7.8	87	67	62
Industrial	137	342.6	136	99.3	1	0.7	44	46	47
Single Family	636	179.6	617	97.0	19	3.0	125	455	56
Multi-Family	356	309.7	290	81.5	62	17.4	45	111	197
Public Utility	155	159.3	154	99.4	1	0.6	48	64	42
Recreation	74	77.1	73	98.6	1	1.4	28	27	19
Dredging	9	40.0	8	88.9	1	11.1	1	3	5
Demolition	71	226.9	69	97.2	2	2.8	28	38	5
Other	58	57.9	56	96.6	2	3.4	17	24	17
Total	1,713	2,271.6	1,603	93.6	106	6.2	423	835	450

The consent calendar review procedure was used for 48.9% of all applications. Public hearing items accounted for slightly more than one-quarter (26.3%) of all applications.

3.2 Number and Type of Permit Applications

The coastal commission received 1,738 applications for development in Los Angeles County. These applications represented 48.8% of all permit requests reviewed by the commission in 1973-74. More than half of the requests, 57.9% or 992, were for residential development. The commission received 217 commercial applications, 137 requests for industrial development, and 74 recreational development proposals.

A clear differentiation exists between Los Angeles and Orange Counties in terms of the concentration of particular types of applications. A majority of the commercial projects (60.2%) reviewed by the commissioners were for development of land in Los Angeles County. Almost all industrial applications (94.4%), half of all recreational projects, but only 41.7% of all residential developments approved by the South Coast Commission were also for Los Angeles County.

The percentage figures do not indicate the total number of residential units actually created. Looking at the number of units developed in each county indicates that Los Angeles had 1,623 more units approved for development. The multi-family projects planned for Los Angeles County tended to be larger than those approved for Orange County. A total of 8,889 units in Los Angeles County and 7,266 in Orange County were approved.

3.3 Approval and Denial of Permits

Although the probability of a permit application being approved was very high in both counties, there was a slight concentration of denials. A total of 106 applications from Los Angeles County were denied. This represents 54.4% of all denials.

The pattern of denials for applications in Los Angeles is similar to the distribution for the two county region as a whole. Multi-unit residences accounted for 58.5% (62) of all denials. When added with single family projects denied (19) and commercial developments refused (17), 92.4% of all denials are accounted for.

TABLE 14

PERMIT ACTIVITY: LOS ANGELES COUNTY, 1973-74

Applications	Nature of Project: Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	Total
Received	217	137	636	356	155	74	9	71	58	1,713
% Row	12.7	8.0	37.1	20.8	9.0	4.3	0.5	4.1	3.4	
Approved	200	136	617	290	154	73	8	69	56	1,603
% Row	12.5	8.5	38.5	18.1	9.6	4.6	0.5	4.3	3.5	
% Column	92.2	99.3	97.0	81.5	99.4	98.6	88.9	97.2	96.6	93.6
Denied	17	1	19	62	1	1	1	2	2	106
% Row	16.0	0.9	17.9	58.5	0.9	0.9	0.9	1.9	1.9	
% Column	7.8	0.7	3.0	17.4	0.6	1.4	11.1	2.8	3.4	6.2

Missing Observations: 25

3.4 Location of Permit Applications

More than six of every ten permits (62.8%) were between 100 and 1,000 yards from the beaches of Los Angeles County. The distribution in the location of denied applications was even more pronounced, with 70.2% at least 100 yards from the mean high tide mark.

A pattern of residential development near the coastline was also evident for Los Angeles County. Single family developments accounted for 44.9% of all permits granted for work on property adjacent to the beach; and 54.2% of all permits granted for work adjacent to the beach were residential in nature.

Of 69 recreation projects approved in Los Angeles County, 52.1% were within 50 yards of the beach. Commercial projects were concentrated in the area at least 100 yards from the mean high tide line. Only 30% of all commercial development was less than 100 yards from the mean high tide line. There was a concentration of industrial projects (75 or 51.6%) in the first 100 yards of the commission's authority.

3.5 Present Use of Land at Time of Permit Application

Vacant land was not involved with a majority of applications planning developments in Los Angeles County. This is a notable difference from the figures reported for the region as a whole. Only 48.7% of all applications and 48.2% of granted permits planned to develop open space. However, looking at the number of acres planned to develop open space involved indicates that 1,318.3 acres of vacant land was developed in 1973-74. For the same period, 533.3 acres of vacant land was developed in Orange County, indicating a more rapid utilization of open space in Los Angeles County.

When vacant land was utilized for development in Los Angeles County, it usually involved residential development. More than three-quarters of all parcels of open space (75.6%) were used for this purpose. This rate is still below the figures reported for the region, indicating that open space in Orange County is used more often for residential development.

Table 18 indicates a pattern of redevelopment is evident in Los Angeles County. Although 31.6% of all commercial projects were built on land that was previously vacant, 63.3% of all commercial projects were redevelopments of land already involved in commercial operations. Of 134

TABLE 15

PROXIMITY TO THE MEAN HIGH TIDE LINE: LOS ANGELES COUNTY, 1973-74

	Distance from Mean High Tide Line								
	Seaward to M.H.T.	Adjacent to Beach	Less than 50 yds	50 to 100 yds	100 to 250 yds	250 to 500 yds	500 to 750 yds	750 to 1,000 yds	Total
Approved	52	110	206	157	226	264	159	234	1,408
% Row	3.7	7.8	14.6	11.2	16.1	18.8	11.3	16.6	
Denied	3	5	7	11	19	11	23	13	92
% Row	3.2	5.3	7.4	11.7	20.2	11.7	24.5	13.8	
Total	55	115	213	168	245	275	182	247	1,500
% Row	3.7	7.7	14.2	11.2	16.3	18.3	12.1	16.5	

Missing Observations: 213

TABLE 16

NATURE OF PROJECT AND DISTANCE FROM THE MEAN HIGH TIDE LINE: LOS ANGELES COUNTY, 1973-74

Project Type	Distance from Mean High Tide Line								Total
	Seaward to M.H.T.	Adjacent to Beach	Less than 50 yds	50 to 100 yds	100 to 250 yds	250 to 500 yds	500 to 750 yds	750 to 1,000 yds	
Commercial	6	7	15	22	30	38	16	33	167
% Row	3.6	4.2	9.0	13.2	18.0	22.8	9.6	19.8	-
% Column	11.5	6.5	7.3	14.1	13.5	14.6	10.3	14.1	12.0
Industrial	17	11	37	17	21	11	4	8	126
% Row	13.5	8.7	29.4	13.5	16.7	8.7	3.2	8.7	-
% Column	32.7	10.3	18.0	10.9	9.5	4.2	2.6	3.4	9.1
Single Family	-	48	70	51	74	108	75	119	545
% Row		8.8	12.8	9.4	13.6	19.8	13.8	21.8	-
% Column		44.4	34.1	32.7	33.3	41.5	48.1	50.9	39.2
Multi-Family	1	10	21	29	62	59	36	30	248
% Row	0.4	4.0	8.5	11.7	25.0	23.8	14.5	12.1	-
% Column	1.9	9.3	10.2	18.6	27.9	22.7	23.1	12.8	17.8
Public Utility	5	8	23	20	15	25	11	16	123
% Row	4.1	6.5	18.7	16.3	12.2	20.3	8.4	13.0	-
% Column	9.6	7.5	11.3	12.8	6.8	9.6	7.1	6.8	8.8
Recreation	11	12	13	7	9	4	6	7	69
% Row	15.9	17.4	18.8	10.1	13.0	5.8	8.7	10.1	-
% Column	21.2	11.2	6.3	4.5	4.1	1.5	3.8	3.0	5.0
Other*	12	11	26	10	11	15	8	21	114
% Row	10.5	9.6	22.8	8.7	9.6	13.2	7.0	18.4	-
% Column	23.1	10.3	12.7	6.4	5.0	5.8	5.1	9.0	8.2
Total	52	107	205	156	222	260	156	234	1,392
% Row	3.7	7.7	14.7	11.2	15.9	18.7	11.2	16.8	-

*Includes demolition and dredging projects.

Missing Observations: 311

TABLE 17

PRESENT USE CHARACTERISTICS: ALL APPLICATIONS, LOS ANGELES COUNTY, 1973-74

	Present Use of Land								
	Vacant	Agricul-tural	Single Family	Multi-Family	Commer-cial	Indus-trial	Recrea-tional	Public Utility	Total
All Permits	808	5	300	98	162	109	53	124	1,659
% Row	48.7	0.3	18.1	5.9	9.8	6.6	3.2	7.5	100.
Approved	750	5	276	88	151	109	53	123	1,555
% Row	48.2	0.3	17.7	5.7	9.7	7.0	3.4	7.9	100.
Denied	56	0	23	10	11	0	0	1	101
% Row	55.4	0	22.8	10.0	10.9	0	0	1.0	100.

Missing Observations: 79

TABLE 18

CONVERSION OF LAND USE: ORANGE COUNTY, 1973-74

Nature	Present Use of Land								
	Vacant	Agricul-tural	Single Family	Multi-Family	Commer-cial	Indus-trial	Recrea-tional	Public Utility	Total
Commercial	62		2	3	124	3	1	1	196
% Row	31.6		1.0	1.5	63.3	1.5	0.5	0.5	100.
% Column	8.4		0.7	3.4	83.8	2.8	1.9	0.8	12.8
Industrial	36	2			1	93		2	134
% Row	26.9	1.5			0.7	69.4		1.5	100.
% Column	4.9	40.0			0.7	85.3		1.6	8.7
Single Family	428	1	157	11	3			2	602
% Row	71.1	0.2	26.1	1.8	0.5			0.3	100.
% Column	57.9	20.0	57.5	12.5	2.0			1.6	39.2
Multi-Family	131	1	80	64	4		1	2	283
% Row	46.3	0.4	28.3	22.6	1.4		0.4	0.7	100.
% Column	17.7	20.0	29.3	72.7	2.7		1.9	1.6	18.4
Public Utility	43		1	1	2	4	3	98	152
% Row	28.3		0.7	0.7	1.3	2.6	2.0	64.5	100.
% Column	5.8		0.4	1.1	1.4	3.7	5.8	79.7	9.9
Recreation	24		3	1			40	3	71
% Row	33.8		4.2	1.4			56.3	4.2	100.
% Column	3.2		1.1	1.1			76.9	2.4	4.6
Other	15	1	30	8	14	9	7	15	99
% Row	15.2	1.0	30.3	8.1	14.1	9.1	7.1	15.2	100.
% Column	2.0	20.0	10.9	9.1	9.5	8.3	13.5	12.2	6.4
Total	739	5	273	88	148	109	52	123	1,537
% Row	48.1	0.3	17.8	5.7	9.6	7.1	3.4	8.0	100.

Missing Observations: 97

industrial permits, 69.4% were for land whose use was already classified for this purpose, and more than half of all recreational permits were for land already used for recreational activities. Almost 30% of all multi-family projects were redevelopments of previous single family homes.

3.6 Construction Costs

During 1973 and 1974 the coastal commission approved $457,748,861 in construction costs for development in Los Angeles County. This figure represents 55.3% of all construction dollars approved by the coastal commission.

3.7 Acreage Used

More than half of all projects planned for Los Angeles County (51.2%) were .2 of an acre or smaller. This was 10% less than the figure reported for the region as a whole, indicating slightly larger parcels of land are involved with developments planned for Orange County. Almost 10% of all permits were developing land at least two acres in size. Twelve, single family development projects were approved involving lots greater than two acres, and 14 multi-family projects were on parcels of land larger than two acres.

The size of vacant lots involved in permits granted in Los Angeles County was also larger than the figures reported for the entire region. Only 53.5% of all open space was less than .2 of an acre in size. This was 14.2% below the figure reported for the commission. A total of 36 parcels of open space larger than 2.0 acres were involved in permits approved for Los Angeles County.

3.8 Permit Decision Procedures

The distribution of applications among the hearing procedures for permit requests in Los Angeles County closely parallels the tabulation for the region. Approximately three-quarters of all applications are part of the consent calendar or receive administrative permits.

In Los Angeles County, as in the region as a whole, numerous costly projects were part of the consent calendar. Projects with construction costs in excess of $150,000 (30%); one-quarter of all projects with costs above $200,000; and 21% of proposals with costs above $300,000 were consent calendar items.

TABLE 19

CONSTRUCTION COSTS: APPROVED PROJECTS IN LOS ANGELES COUNTY

Nature	Sum	Percent	Mean
Commercial	$129,209,938	28.2	683,650
Industrial	62,832,074	13.7	498,667
Single Family	41,377,750	9.0	70,132
Multi-Family	112,167,938	24.5	439,874
Public Utility	21,076,020	4.6	168,608
Recreation	17,678,379	3.9	267,854
Dredging	44,091,000	9.6	7,348,500
Demolition	2,354,020	0.5	36,782
Other	26,961,742	5.9	627,017
Total	$457,748,861	100.0	

Missing Observations: 176

TABLE 20

SIZE OF PROJECTS: LOS ANGELES COUNTY, 1973-74

Type of Project	Size in Acres							
	0-.09	.1-.199	.2-.5	.51-.75	.76-.99	1.0-2.0	2.1-10.0	Total
Commercial	11	16	19	3	4	6	12	71
% Row	15.5	22.5	26.8	4.2	5.6	8.5	16.9	100.
Industrial	6	6	3	1		4	11	31
% Row	19.4	19.4	9.7	3.2		12.9	35.5	100.
Single Family	78	115	113	24	7	19	12	268
% Row	21.2	31.3	30.7	6.5	1.9	5.2	3.3	100.
Multi-Family	73	58	42	15	4	6	14	212
% Row	34.4	27.4	19.8	7.1	1.9	2.8	6.6	100.
Public Utility	1	2	3		1	2	4	13
% Row	7.7	15.4	23.1		7.7	15.4	30.8	100.
Recreation	1	2	5			1	8	17
% Row	5.9	11.8	29.4			5.9	47.1	100.
Other*	7	7	4	2	1	3	12	36
% Row	19.4	19.4	11.1	5.5	2.7	8.3	33.3	100.
Total	177	206	189	45	17	41	73	

*Includes dredging and demolition projects.

Missing Observations: 904

TABLE 21

USE OF LAND: LOS ANGELES COUNTY, 1973-74

Present Use of Land	Size in Acres						
	0-.09	.1-.199	.2-.5	.51-.75	.76-.99	1.0-2.0	2.1-10.0
Vacant	110	154	124	32	12	26	36
% Row	22.3	31.2	25.1	6.5	2.4	5.3	7.3
Agricultural		1					2
% Row		33.3					66.7
Residential	53	34	39	10	4	6	7
% Row	34.6	22.2	25.5	6.5	2.6	3.9	4.6
Commercial	3	5	12	2	1	5	5
% Row	9.1	15.2	36.4	6.1	3.0	15.2	15.2
Industrial	5	5	1	1	1	2	13
% Row	17.9	17.9	3.6	3.6	3.6	7.2	48.4
Recreational	1		2			2	5
% Row	10.0		20.0			20.0	50.0
Public Utility	1	3	3	1		1	5
% Row	7.1	21.4	21.4	7.1		7.1	35.7
Total	173	202	181	46	18	42	73

Missing Observations: 920

TABLE 22

APPLICATION APPROVAL PROCEDURES: LOS ANGELES COUNTY, 1973-74

	Review Procedures				
	Administrative	Consent Calendar	Emergency	Public Hearing	Total
Number of Applications	423	835	4	450	1,712
% Row	24.7	48.8	0.2	26.3	100.

Missing Observations: 26

TABLE 23

REVIEW PROCEDURES AND CONSTRUCTION COSTS: LOS ANGELES COUNTY, 1973-74

Construction Costs	Review Procedures							
	Administrative		Consent Calendar		Public Hearing		Total	
	No.	%	No.	%	No.	%	No.	%
$0-$10,000	187	78.2	45	18.8	7	2.9	239	100.
$11,000-$26,000	167	60.9	93	33.9	14	5.1	274	100.
$26,000-$50,000	3	1.1	238	87.8	30	11.1	271	100.
$51,000-$100,000	1	0.3	283	80.6	67	19.1	351	100.
$101,000-$150,000	1	10.3	60	61.9	36	37.1	97	100.
$151,000-$200,000			12	37.5	20	62.5	32	100.
$201,000-$300,000			14	42.2	19	57.8	33	100.
$300,000+	2	1.4	29	20.6	110	78.0	141	100.

Missing Observations: 200

Table 24 indicates that while multi-family projects account for 55.3% of the projects reviewed as public hearing items in Los Angeles County, more than half of all multi-family residence developments were actually reviewed as part of the consent calendar. These observations are similar to the distributions reported for the region as a whole and indicate the concentration of all types of projects in the consent calendar review procedure.

4.0 THE SOUTH COAST REGIONAL COMMISSION AND THE COASTLINE OF ORANGE COUNTY

4.1 Summary of Permit Activity: Orange County, 1973-74

The summary table (Table 25) describes permit activity in Orange County for 1973 and 1974. A total of 1,801 applications were received, and 1,703 or 94.6% were granted permits. Residential development involved 1,309 of the permits while 132 were commercial, 9 industrial, and 71 recreational. The approved applications involved 794.6 acres.

Consent calendar review procedures were used in 63.6% of all applications and only 22.6% of all applications were public hearing items.

4.2 Number and Type of Permit Application

Residential development dominated the applications submitted to the South Coast Commission for Orange County. A total of 1,390 residential applications were received. This group represented 77.1% of all permit requests from Orange County. No other category of permit type accounted for more than 8% of the applications. Recreational development was involved with 73 applications, or 4.1% of the applications received.

The percentage of residential applications for Orange County exceeds the observation for the region. Not only is the percentage greater, but the actual numbers involved indicate residential development within this permit zone of the South Coast Commission was more concentrated.

4.3 Approval and Denial of Applications

There were fewer denials in Orange County than in Los Angeles County, and the pattern of denied applications was also slightly different. Multi-family residences accounted

TABLE 24

PROJECT TYPE AND PERMIT PROCEDURES: LOS ANGELES COUNTY, 1973-74

Nature	Review Procedures				Total
	Administrative	Consent Calendar	Emergency	Public Hearing	
Commercial	87	67	0	62	216
% Row	40.3	31.0	0	28.7	100.
Industrial	44	46	0	47	137
% Row	32.1	33.6	0	34.3	100.
Single Family	125	455	0	56	636
% Row	19.7	71.5	0	8.8	100.
Multi-Family	45	111	3	197	356
% Row	10.6	31.2	0.8	55.3	100.
Public Utility	48	64	1	42	155
% Row	31.0	41.3	0.6	27.1	100.
Recreation	28	27	0	19	74
% Row	37.8	36.5	0	25.7	100.
Other*	46	65	0	27	138
% Row	33.3	47.1	0	19.6	100.

*Includes demolition and dredging projects.

Missing Observations: 26

TABLE 25

SUMMARY TABLE: ORANGE COUNTY, 1973-74

Project Type	Applications	Acres	Approved		Denied		Review Procedures: Administrative		Review Procedures: Consent Calendar		Review Procedures: Public Hearing	
			No.	%	No.	%	No.	%	No.	%	No.	%
Commercial	141	30.7	132	93.6	9	6.4	31	22.1	61	43.8	48	34.3
Industrial	8	6.5	8	100.0	0	0	3	37.5	1	12.5	4	50.0
Single Family	730	160.4	726	99.5	2	0.3	113	15.5	577	79.3	38	5.2
Multi-Family	660	362.3	583	88.3	73	11.1	39	5.9	355	54.3	260	39.8
Public Utility	85	98.3	82	96.5	2	2.4	15	18.1	47	56.6	21	25.3
Recreation	73	88.2	71	97.3	2	2.7	22	30.1	35	47.9	16	21.9
Dredging	7	0.52	7	100.0	0	0			5	71.4	2	28.8
Demolition	52	17.6	51	98.1	0	0	12	23.5	34	66.6	5	10.0
Other	45	30.1	43	95.6	1	2.2	11	25.6	22	51.2	10	18.9
Total	1,801	794.6	1,703	94.6	89	4.9	246		1,137		404	

TABLE 26

PERMIT ACTIVITY: ORANGE COUNTY, 1973-74

Applications	Nature of Project: Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	Total
Received	141	8	730	660	85	73	7	52	45	1,801
% Row	7.8	0.4	40.5	36.6	4.7	4.1	0.4	2.9	2.5	100.
Approved	132	8	726	583	82	71	7	51	43	1,703
% Row	7.8	0.5	42.6	34.2	4.8	4.2	0.4	3.0	2.5	
% Column	93.6	100.	99.5	88.3	96.5	97.3	100.	98.1	95.6	94.6
Denied	9	0	2	73	2	2	0	0	1	89
% Row	10.1	0	2.2	82.0	2.2	2.2	0	0	1.1	
% Column	6.4	0	0.3	11.1	2.4	2.7	0	0	2.2	4.9

Missing Observations: 13

for 73, or 82%, of all denials. Commercial projects were involved with 10 unsuccessful applications, and only two, single family applications were denied. This meant that 99.5% of all applications for single family residence development were approved.

4.4 Location of Permit Application

The distribution of permits within the permit zone of Orange County indicates the vast majority of the commission's actions involved land more than 100 yards from the mean high tide line. Almost three-quarters of all permits (71.9%) and 71.5% of all denials involved property at least 100 yards from the beach.

Table 28 indicates that land nearest the water has been used for residential development. Single family development accounted for 54.9% of all projects on land adjacent to the beach, while recreational projects were concentrated in the area around the mean high tide line. Of the 64 recreational projects, 44 or 68.8% were in the 50 yards nearest the beach. Commercial projects were concentrated in the area at least 100 yards from the mean high tide line. Only 17.2% of all commercial projects were located within the 100 yards nearest the water.

4.5 Present Use of Land at Time of Permit Application

A total of 1,062 permits containing 553.3 acres (320 missing observations) were granted for open space in Orange County with only 56 applications denied. For every denial, 19 applications developing open space were approved.

Residential development overwhelmingly dominated the use of vacant space. While a total of 925 residential projects utilized open space, only 3.1% of the other applications involving vacant land erected recreational facilities.

The pattern of redevelopment was not as evident in Orange County as it was in Los Angeles County. Although 49.6% of all commercial projects and 73.6% of all public utility permits were redevelopments, industrial redevelopment accounted for only 25% of the eight industrial permits. The conversion of multi-unit residences from single family homes accounted for only 20.7% of all multi-unit developments.

TABLE 27

APPLICATIONS: APPROVED AND DENIED, BY DISTANCE FROM MEAN HIGH TIDE LINE: ORANGE COUNTY, 1973-74

Location by Site from Mean High Tide Line	Action by Commission			
	Approve		Deny	
	No.	%	No.	%
Seaward	67	98.5	1	1.5
Adjacent to Beach	83	97.7	2	2.3
Less than 50 yards	103	92.0	9	8.0
50 to 100 yards	135	93.8	9	6.3
100 to 250 yards	241	91.6	19	8.4
250 to 500 yards	282	92.5	21	7.5
500 to 750 yards	227	97.0	7	3.0
750 to 1,000 yards	309	97.2	8	2.8
Total	1,474	95.0	77	5.0

Missing Observations: 19

TABLE 28

NATURE OF PROJECT AND DISTANCE FROM THE MEAN HIGH TIDE LINE: ORANGE COUNTY, 1973-74

Project Type	Distance from Mean High Tide Line								Total
	Seaward to M.H.T.	Adjacent to Beach	Less than 50 yds	50 to 100 yds	100 to 250 yds	250 to 500 yds	500 to 750 yds	750 to 1,000 yds	
Commercial	4	5	6	5	22	30	24	20	116
% Row	3.4	4.3	5.2	4.3	19.0	25.9	20.7	17.2	-
% Column	6.0	6.1	4.7	3.7	9.1	10.8	10.6	6.5	7.9
Industrial	1	-	-	-	1	-	1	4	7
% Row	14.3				14.3		14.3	57.1	-
% Column	1.5				0.4		0.4	1.3	0.5
Single Family	11	45	69	54	110	103	108	131	631
% Row	1.7	7.1	10.9	8.6	17.4	16.3	17.1	20.8	-
% Column	16.4	54.9	53.5	40.0	45.6	36.9	47.8	42.5	43.0
Multi-Family	3	10	25	52	79	126	75	130	500
% Row	0.6	2.0	5.0	10.4	15.8	25.2	15.0	26.0	-
% Column	4.5	12.2	19.4	38.5	32.8	45.2	33.2	42.2	34.1
Public Utility	5	9	12	11	10	3	6	5	61
% Row	8.2	14.8	19.7	18.0	16.4	4.9	9.8	8.2	-
% Column	7.5	11.0	9.3	8.1	4.1	1.1	2.7	1.6	4.2
Recreation	29	9	6	3	4	4	6	3	64
% Row	45.3	14.1	9.4	4.7	6.3	6.3	9.4	4.7	-
% Column	43.3	11.0	4.7	2.2	1.7	1.4	2.7	1.0	4.4
Other*	14	4	11	10	16	13	6	15	89
% Row	15.7	4.5	12.4	11.2	18.0	14.6	6.7	16.9	-
% Column	20.9	4.9	8.5	7.4	6.6	4.7	2.7	4.9	6.1
Total	67	82	129	135	241	279	226	308	1,468
% Row	4.6	5.6	8.8	9.2	16.4	19.0	15.4	21.0	

*Includes dredging and demolition projects.

Missing Observations: 31

TABLE 29

PRESENT USE AT TIME OF APPLICATION: ORANGE COUNTY, 1973-74

	Present Use of Land								
	Vacant	Agricul-tural	Single Family	Multi-Family	Commer-cial	Indus-trial	Recrea-tional	Public Utility	Total
All Applications	1,123	1	327	85	88	11	36	76	1,747
% Row	64.3	0.1	18.7	4.9	5.0	0.6	2.1	4.4	100.
Approved	1,062	1	306	80	85	10	34	72	1,650
% Row	64.4	0.1	18.5	4.9	5.2	0.6	2.1	4.4	94.4
Denied	56	0	20	3	3	1	2	3	88
% Row	63.6	0	22.7	3.4	3.4	1.1	2.3	3.4	5.0

Missing Observations: 67

TABLE 30

CONVERSION OF LAND USE: ORANGE COUNTY, 1973-74

Nature	Present Use of Land								
	Vacant	Agriculture	Single Family	Multi-Family	Commercial	Industrial	Recreational	Public Utility	Total
Commercial	59		4		64		1	1	129
% Row	45.7		3.1		49.6		0.8	0.8	100.
% Column	5.6		1.3		75.3		3.0	1.4	7.9
Industrial	5		1			2			8
% Row	62.5		12.5			25.0			100.
% Column	0.5		0.3			20.0			0.5
Single Family	548		156	6	1				711
% Row	77.1		21.9	0.8	0.1				100.
% Column	51.9		51.0	7.5	1.2				43.3
Multi-Family	377		117	63	3	5	1		566
% Row	66.6		20.7	11.1	0.5	0.9	0.2		100.
% Column	35.7		38.2	78.6	3.5	50.0	3.0		34.5
Public Utility	15			2		3	2	60	82
% Row	18.3			2.4		3.7	2.4	73.2	100.
% Column	1.4			2.5		30.0	6.1	83.3	5.0
Recreation	33		9	1	2		22	4	71
% Row	46.5		12.7	1.4	2.8		31.0	5.6	100.
% Column	3.1		2.9	1.3	2.4		66.7	5.6	4.3
Other	18	1	19	8	15		7	7	75
% Row	24.0	1.3	25.3	10.7	20.0		9.3	9.3	100.
% Column	1.7	100.	6.2	10.0	17.6		21.2	9.7	4.6
Total	1,055	1	306	80	85	10	33	72	1,642

Missing Observations: 75

4.6 Construction Costs

The coastal commission approved projects costing $358,936,882 for Orange County in 1973-74. This figure represents 43.3% of all construction dollars reported in permit applications approved by the South Coast Regional Commission.

4.7 Acreage Used

More than 7 of every 10 permits for property in Orange County involved parcels less than .2 of an acre in size. Less than 5% of the applications involved parcels larger than two acres.

The majority of the vacant lots in developers' proposals were small, with more than 90% of all vacant lots consisting of less than .5 of an acre. When compared to the size of approved projects, the utilization of these small lots for residential development becomes clear. The vast majority of single family units (95.9) were built on lots less than .5 of an acre.

4.8 Application Decision Procedures

The distribution of applications within the four review procedures followed closely with the observations made for the region.

There was an interesting difference, however, in the classification of applications by construction costs. Looking at projects above $151,000 found 71.9% of the applications classified as public hearing items. Almost 90% of the projects with a construction cost over $200,000, and 91% of those projects with construction costs in excess of $300,000 were public hearing items.

The concentration of multi-unit housing as public hearing items was also evident in Orange County. Multi-unit homes accounted for 64.4% of the items reviewed in the public hearing process.

TABLE 31

CONSTRUCTION COSTS: APPROVED PROJECTS IN ORANGE COUNTY

Nature	Sum	Percent	Mean
Commercial	$14,952,117	4.0	270,015
Industrial	1,118,100	0.3	159,729
Single Family	135,976,750	36.7	198,217
Multi-Family	152,987,188	41.3	287,570
Public Utility	43,985,082	11.9	799,729
Recreation	12,992,289	3.5	199,881
Dredging	44,400	0.02	7,400
Demolition	3,303,200	0.9	68,817
Other	5,367,188	1.5	167,725
Total	$370,726,314		

Missing Observations: 168

TABLE 32

SIZE OF PROJECTS: ORANGE COUNTY, 1973-74

Project Type	Size in Acres						
	0-.09	.1-.199	.2-.5	.51-.75	.76-.99	1.0-2.0	2.1-10.0
Commercial	12	15	19	6	1	3	6
% Row	19.4	24.2	30.6	9.7	1.6	4.8	9.7
Industrial		1		1			2
% Row		25.0		25.0			50.0
Single Family	137	220	82	8		6	6
% Row	29.8	47.9	17.9	1.7		1.3	1.3
Multi-Family	117	231	53	6	4	12	21
% Row	26.4	52.0	11.9	1.4	0.9	2.7	4.7
Public Utility						2	1
% Row						66.7	33.3
Recreation	1	2	2	1			4
% Row	10.0	20.0	20.0	10.0			40.0
Other*	5	9	11	1			6
% Row	15.6	28.1	34.4	3.1			18.8
Total	272	478	167	22	5	23	46
% Row	26.9	47.2	16.5	2.2	0.5	2.3	4.5

*Includes dredging and demolition projects.

Missing Observations: 717

TABLE 33

USE OF LAND: ORANGE COUNTY, 1973-74

Present Use of Land	Size in Acres							
	0-.09	.1-.199	.2-.5	.51-.75	.76-.99	1.0-2.0	2.1-10.0	Total
Vacant	155	393	123	13	4	16	38	742
% Row	20.9	53.0	16.6	1.8	0.5	2.2	5.1	100.
Agricultural							1	1
% Row							100.	100.
Residential	108	60	27	2		4	3	204
% Row	52.9	29.4	13.2	1.0		2.0	1.5	100.
Commercial	5	9	9	5	1	1	1	31
% Row	16.1	29.0	29.0	16.1	3.2	3.2	3.2	100.
Industrial		5						5
% Row		100.						100.
Recreational			2				2	4
% Row			50.0				50.0	100.
Public Utility		1	1	1		2	1	6
% Row		16.7	16.7	16.7		33.3	16.7	100.
Total	268	468	162	21	5	23	46	993
% Row	27.0	47.1	16.3	2.1	0.5	2.3	4.6	100.

Missing Observations: 738

TABLE 34

APPLICATION DECISION PROCEDURES: ORANGE COUNTY, 1973-74

	Review Procedures				
	Administrative	Consent Calendar	Emergency	Public Hearing	Total
Number of Applications	251	1,141	10	408	1,810
% Row	13.9	63.0	0.6	22.5	100.

Missing Observations: 4

TABLE 35

REVIEW PROCEDURES AND CONSTRUCTION COSTS: ORANGE COUNTY, 1973-74

Construction Costs	Review Procedures							
	Administrative		Consent Calendar		Public Hearing		Total	
	No.	%	No.	%	No.	%	No.	%
$0-$10,000	111	58.7	69	36.6	9	4.8	189	100.
$11,000-$26,000	110	56.7	67	34.5	17	8.8	194	100.
$26,000-$50,000			438	90.1	46	9.9	484	100.
$51,000-$100,000	1	0.3	386	82.8	79	16.9	466	100.
$101,000-$150,000			50	58.8	35	41.2	85	100.
$151,000-$200,000	1	4.3	11	47.8	11	47.8	23	100.
$201,000-$300,000			4	20.0	16	80.0	20	100.
$300,000+	2	2.5	7	8.6	72	88.8	81	100.

Missing Observations: 181

TABLE 36

PROJECT TYPE AND APPROVAL PROCEDURES: ORANGE COUNTY, 1973-74

Nature	Review Procedures				
	Administrative	Consent Calendar	Emergency	Public Hearing	Total
Commercial	31	61	1	48	141
% Row	22.0	43.3	0.7	34.0	100.
Industrial	3	1	0	4	8
% Row	37.5	12.5	0	50.0	100.
Single Family	113	577	2	38	730
% Row	15.5	79.0	0.3	5.2	100.
Multi-Family	39	355	2	260	656
% Row	5.9	54.1	0.3	39.6	100.
Public Utility	15	47	2	21	85
% Row	17.6	55.3	2.4	24.7	100.
Recreation	22	35	0	16	73
% Row	30.1	47.9	0	21.9	100.
Other*	23	61	3	17	104
% Row	22.1	58.7	2.9	16.3	100.
Total	246	1,137	10	404	1,797

*Includes demolition and dredging projects.

Missing Observations: 17

5.0 THE COMMISSION AND THE COASTAL ZONE: POLICY ISSUES

Regulation of the future development of the coastal zone is a field in which public policy is emerging rather than settled. The data presented in this report and its predecessor attempted to describe the patterns of permit applications and commission decisions. These reports are seen as a necessary information gathering phase that must come before an examination of the effects of commission action and policy. However, observations made at the conclusion of the first report seem important enough to reassess in light of the additional data and the additional time the commission has had to articulate its policies in the 3,500 decisions made in two years.

5.1 Application Review Procedures, Information Levels and Uniformity

The procedure selected for making a decision about an application--public hearing, consent calendar or administrative--is determined by the characteristics of the project, particularly in terms of potential environmental impact and public policy importance. Consequently there should be identifiable similarities among projects within a particular decision procedure and differences among those in each of the three categories.

In assigning permit applications to one of these three decision procedures, South Coast Commission staff members have identified six variables as important in assessing the need for more or less detailed scrutiny: construction costs; undeveloped land; proximity to the water; project area size; number of units in residential projects; and the conversion of residential facilities to higher-density housing. These criteria are utilized in large part because of their potential impact. With these criteria and the three procedural options available in mind, it is possible to examine whether projects with similar characteristics are consistently assigned to the same review procedure. The following section will look at how applications are assigned for review in terms of the six criteria noted above.

5.2 Project Characteristics and Decision Procedure

5.2.1 Construction Costs--The construction cost associated with a project is one criterion used by commission staff to estimate the potential environmental impact. Table 7 indicates that 19.6% of all approved projects with construction costs above $200,000 and 16.1% of permits

with costs above $300,000 were part of the consent calendar. Separating 1973 and 1974 indicates reliance on the consent calendar is decreasing, but a number of costly projects are still reviewed on the consent calendar. In 1973, 22.5% of all permits with construction costs above $200,000 were part of the consent calendar. This decreased by 8.5% to 14.0% in 1974. In the $300,000 or more category, there was a 5% decline in utilization of the consent calendar: 18.6% to 13.3%. The observation can be made that numerous costly projects are reviewed under consent calendar procedures, but this percentage has declined over the two years reviewed.

5.2.2 Vacant Land--Several earlier tables reported the extent to which vacant land has been developed during the two years under consideration. To evaluate the extent to which applications proposing the development of open spaces are placed in public hearing procedures, it is useful to look at all nine categories of present use of land at time of application and identify whether items within each category are classified as part of the consent calendar or as public hearing items. Table 37 indicates only 23.3% of all applications utilizing vacant land were public hearing items. Seven of the nine other categories had greater percentages of their applications reviewed as public hearing items. Only applications developing land involved with commercial uses are less frequently part of the public hearing process.

A closer look at the conversion of vacant land indicates that over 80% of such permits were for residential use. However, residential developments, particularly single family houses, normally take a small amount of land. The 1,203 permits for housing on previously vacant land consumed slightly more than 800 acres. Even though such conversions typically involve small lots, the absence of public hearings in most cases of open space development means that, unless some form of administrative monitoring exists, the cumulative environmental effect of open space utilization may not be identified and taken into account in each subsequent individual permit decision.

5.2.3 Project Size--The more acreage involved in a project the greater the possibility that development can have a significant impact on the environment. Reflecting this belief, the majority of all projects greater than 1.0 acre in size were reviewed as public hearing items. Table 38 indicates that 71.3% of projects larger than 1.0 acre were public hearing items; virtually all the remaining applications were consent calendar items. As with the data on construction costs, while there is a concentration of larger

TABLE 37

PRESENT USE AND APPLICATION REVIEW PROCEDURES: 1973-74

Nature	No.	% Consent Calendar	% Public Hearing	% Adminis-trative
Agriculture	6	33.3	66.7	-
Industrial	120	36.7	31.7	31.6
Public Utility	200	52.2	29.0	18.5
Recreation	89	34.8	27.0	38.2
Multi-Family	155	30.3	26.5	43.2
Duplex	28	21.4	25.0	53.6
Single Family	627	41.3	24.9	33.8
Vacant	1,929	68.6	23.3	8.1
Commercial	250	38.6	20.4	42.8
Total	3,404	56.2	24.3	19.1

Missing Observations: 154

TABLE 38

NET ACRES AND APPLICATION REVIEW PROCEDURES

Net Acres	Review Procedures									
	Administrative		Consent Calendar		Emergency		Public Hearing		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
.001-.099	22	4.6	336	69.6			125	25.9	483	100.
.1-.199	20	2.7	564	76.5			153	20.8	737	100.
.2-.5	9	2.3	244	61.3	1	0.3	144	36.2	398	100.
.51-.75			38	46.9			43	53.1	81	100.
.76-.99	1	3.8	11	42.3			14	53.1	26	100.
1.0-2.0	1	1.4	30	41.1			42	57.5	73	100.
2.0-10.0	1	0.7	29	20.3			112	78.3	143	100.

Missing Observations: 1,617

projects handled through public hearings, a significant number of applications involving large parcels of land are reviewed as part of the consent calendar, or occasionally, given administrative permits.

5.2.4 Number of Units in Residential Projects--Table 39 indicates a relationship between the number of units in a residential project and application review process used. As the number of units in a project increases, the more likely it is the application will be reviewed as a public hearing item. A significant increase in use of the public hearing process occurs if a project plans six or more units. Under six units, the public hearing process is used for only 15.1% of all applications. Above six units, 90.7% of all applications are part of the public hearing process.

Only three of 131 redevelopments of single family homes to residences with more than six living units were part of the consent calendar. The remaining 128 applications intensifying residential density were reviewed as public hearing items. The consent calendar review process was used for 92, or 56.8%, of the projects converting single family homes to residential facilities for two to five families.

5.2.5 Proximity to the Water--Projects placed nearer to the water are normally presumed to have the most profound impact on the environment of the coastal zone. Table 40 indicates the percentage of projects reviewed as public hearing items does decrease the further from the water the proposed development is located. Of 989 projects less than 100 yards from the water, 27.7% were public hearing items. In no other category was the percentage greater than 25%. The public hearing process was not used for 72% of the projects located less than 100 yards from the water; and even for those within this category immediately adjacent to the beach, only 41.8% were public hearing items.

The above discussion indicates that the probability of a project being reviewed as a public hearing item is much higher if the project involves significant construction costs, is above a minimum size in acreage of units, or involves a residential conversion. However, there are still significant percentages of projects with similar attributes which are placed on the consent calendar or are treated as administrative applications. The data indicate that some projects which may be comparable in variables used as measures of potential impact and policy importance are

TABLE 39

NUMBER OF RESIDENTIAL UNITS AND REVIEW PROCEDURES

Number of Units	Review Procedures: Administrative No.	Administrative %	Consent Calendar No.	Consent Calendar %	Public Hearing No.	Public Hearing %	Total No.	Total %
1	193	14.8	1,018	78.2	90	6.9	1,301	100.
2-5	36	5.0	464	64.9	215	30.1	715	100.
6-10	5	4.8	14	13.5	85	81.7	104	100.
11-25	4	4.8	6	7.2	73	88.0	83	100.
26-50	3	7.3	2	4.9	36	87.8	41	100.
51-75	1	5.0			19	95.0	20	100.
76-100	1	7.1			13	92.9	14	100.
100+					29	100.	29	100.

TABLE 40

PROXIMITY TO THE MEAN HIGH TIDE LINE AND REVIEW PROCEDURES

Location	Review Procedures									
	Administrative		Consent Calendar		Emergency		Public Hearing		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Less than 100 yards from water	210	21.2	501	52.7	4	0.4	274	27.7	989	100.
100-250 yards	94	18.5	289	56.9	2	0.4	123	24.2	508	100.
250-500 yards	113	19.6	327	56.7			137	23.7	577	100.
500-750 yards	79	18.9	247	59.2	3	0.7	88	21.1	417	100.
750-1,000 yards	40	7.1	396	69.8	1	0.2	130	22.9	567	100.

Missing Observations: 496

reviewed by different procedures. This being the case, an exploration of the amount of information delivered to the point of decision by each review procedure would be in order to determine whether projects with similar characteristics are acted on with different levels of information available.

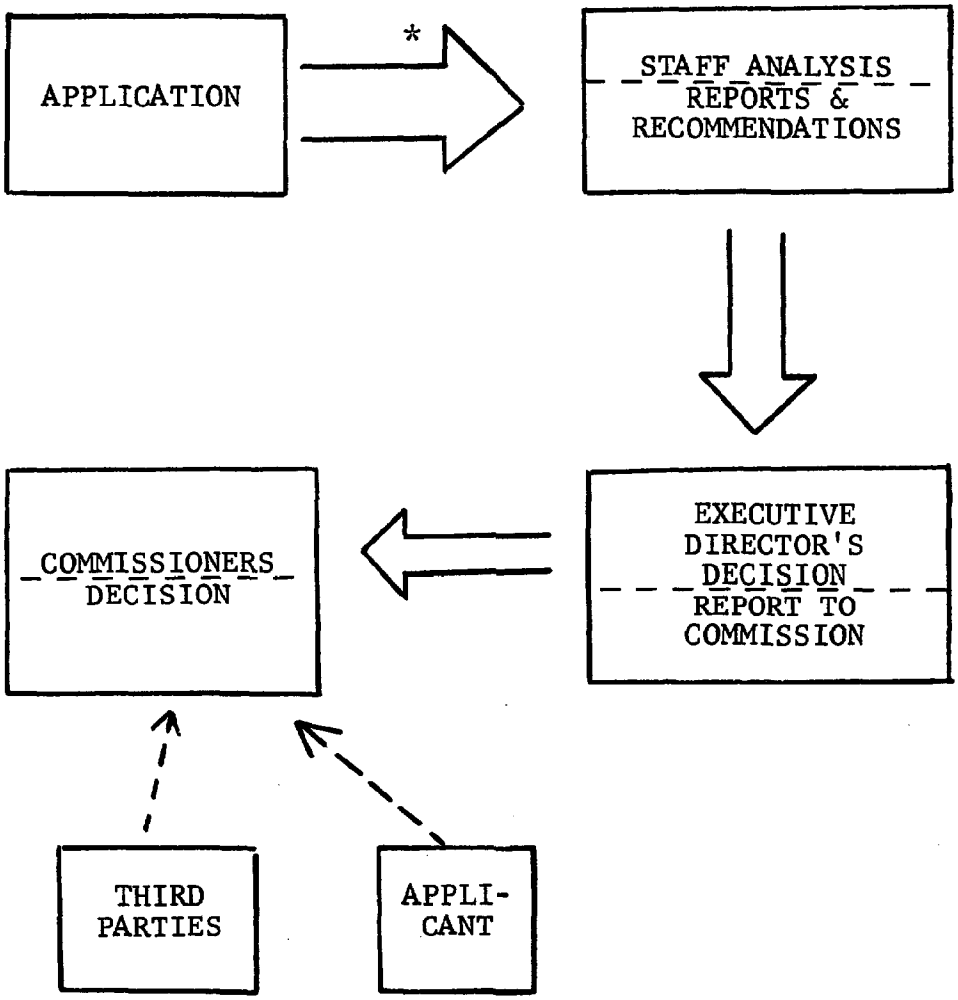
5.3 Information Model for Public Hearings

Information usually undergoes substantial changes in amount and, at times, meaning, as it flows through an administrative organization from the point of entry to the point of decision. In a hierarchical structure, information flowing upward is normally subject so substantial reduction. This occurs in the commission through the selection, condensation and synthesis of data by the staff before transmission to the decision-makers. Staff recommendations may become substitutes for detailed information in some cases. It is also possible that the amount of information in the system can be increased prior to a decision. The commissioners may request clarification or further data from the staff or applicant, the applicant may wish to add information or, in the case of a public hearing, third parties have the opportunity to provide additional information. When the information comes directly from applicants or third parties to commissioners, it is not subject to the reductive process normally performed by the staff.

The information base upon which public hearing items are reviewed begins with a completed application submitted by an applicant. The application is reviewed by the staff, and 15 days before the public hearing, a summary is distributed. At the hearing the staff report and recommendation is presented to the commissioners. The applicant has an opportunity to amplify any points, and individuals opposing the project may also address the commission. Schematically, the information flow is described in Figure 1.

The information flow can be seen to involve two main stages: reduction and addition. The reductive aspect of the flow involves the staff's condensation, synthesis, and recommendation presented to the commission and all interested parties. But before the decision point is reached, an additive phase is entered where commissioners can receive additional inputs from the applicant or any individual wishing to discuss the project. The additive aspect of the system essentially provides three separate components of the information base used for decision-making in the public hearing process: staff reports, applicant amplification, and third party participation.

FIGURE 1



*Width of arrows drawn to indicate relative measure of amount of information transmitted.

5.4 Information Model for Consent Calendar Items

The information base used to make decisions involving items on the consent calendar differs significantly from that used for public hearing.

The applicant submits a completed form to the commission's staff. If, after staff review, the application is placed on the consent calendar, it is grouped with other consent calendar items and presented to the commission. Although three commissioners can ask for any item among those combined to be removed from the consent calendar and the audience is free to comment on any project, the adversary framework of the public hearing process is absent. The information flow appears in Figure 2. The amount of accessible information for each item on the calendar is substantially reduced from point of entry.

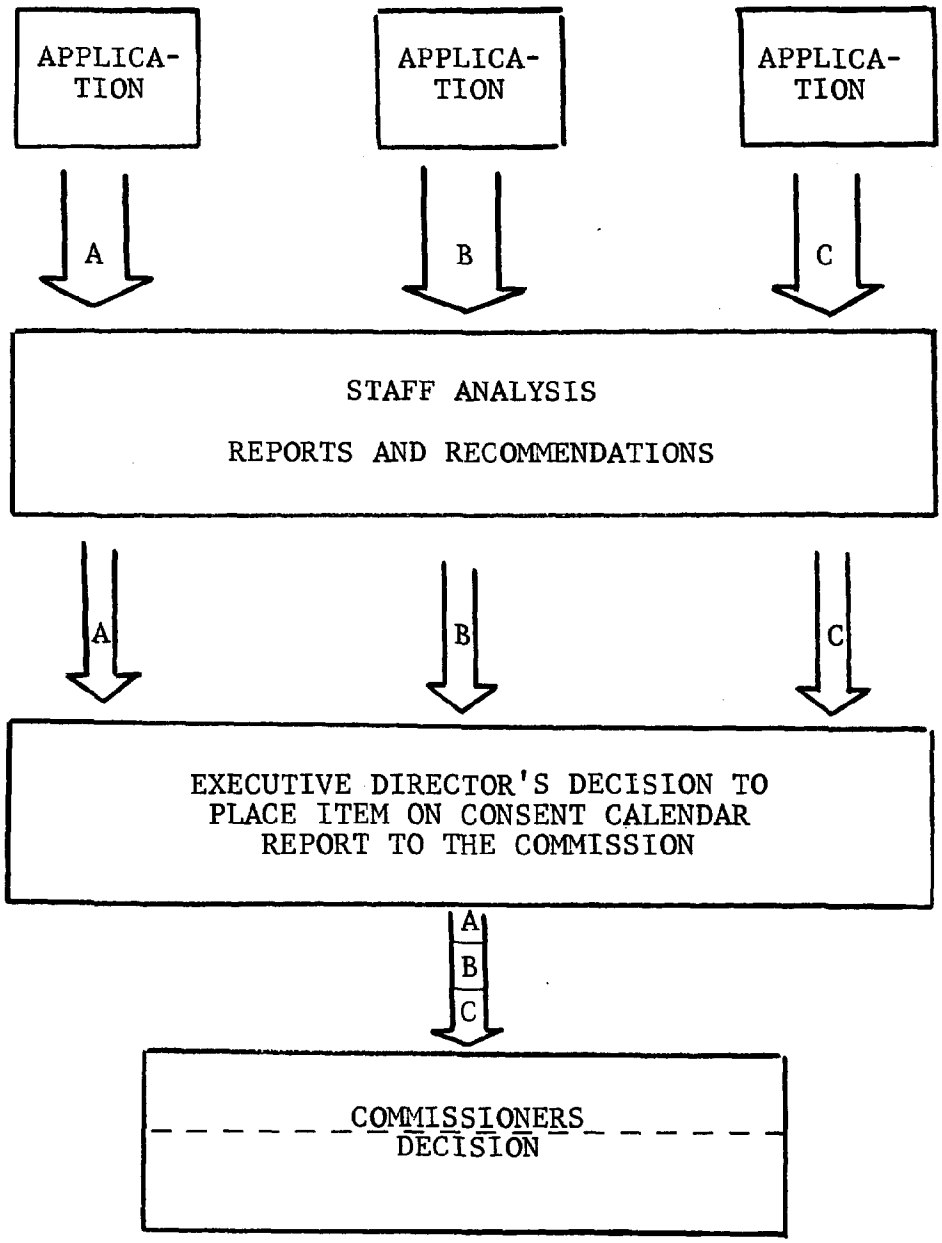
5.5 Information Model for Administrative Permits

The information flow for administrative permits could also be described as an information reduction process. The executive director can recommend the applicant be granted an administrative permit if the proposed development meets the established cost criterion--$10,000 for new developments and $25,000 for work on existing structures. The list of administrative recommendations is presented to the commissioners by the executive director. In most instances, no other information about individual applications is given to commissioners.

This section has sought to consider ways in which the day-to-day records and a general knowledge of a coastal commission's procedures can be used to monitor its operations from a policy perspective. The data indicate that a number of projects which are similar in terms of such variables as construction costs, proximity to the water, lot size, etc. are decided by procedures which substantially vary in the amount of information provided to decision-makers. The evaluative mechanism has allowed the identification of this anomalie, but clearly determining its implications would require further investigation. One of the important functions of this technique is to raise signals when dysfunctional situations may exist.

One obvious step in this case would be to make a finer analysis to determine whether apparently similar projects handled through different procedures are actually comparable in environmental impact and policy importance. If they are, then there is need for either a better method for determining

FIGURE 2


APPLICA-
TION
APPLICA-
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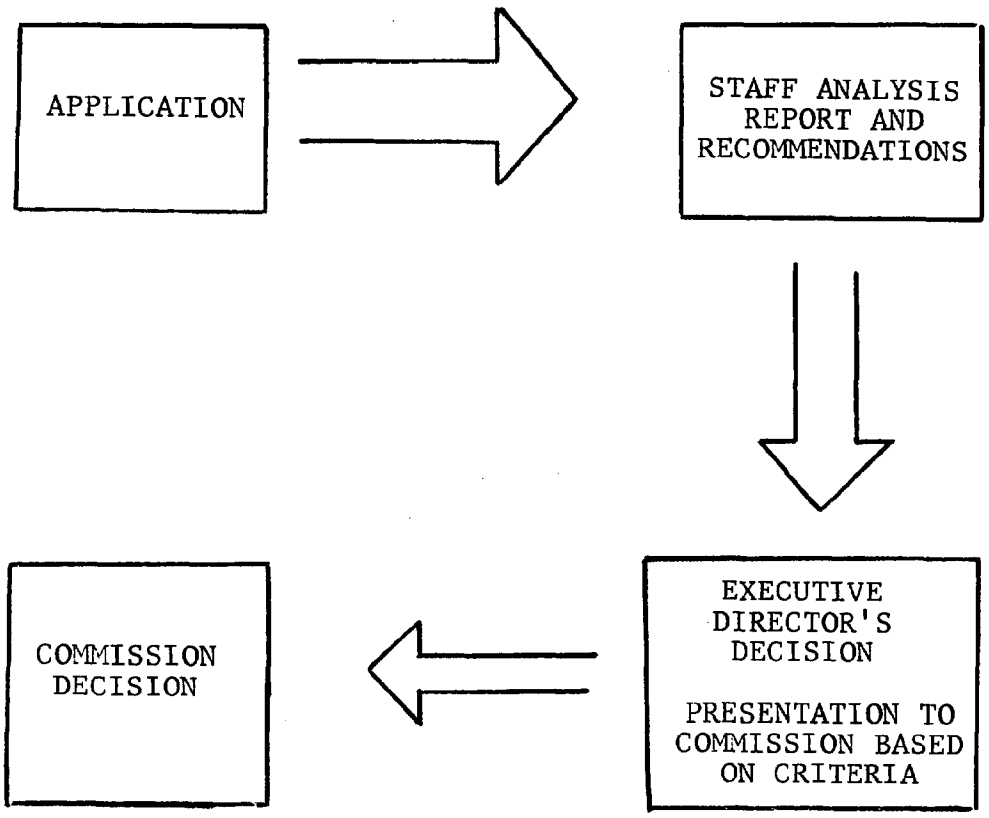
APPLICA-
TION
A
B
C
STAFF ANALYSIS
REPORTS AND RECOMMENDATIONS
A
B
C
EXECUTIVE DIRECTOR'S DECISION TO
PLACE ITEM ON CONSENT CALENDAR
REPORT TO THE COMMISSION
A
B
C
COMMISSIONERS
DECISION

FIGURE 3


APPLICATION
STAFF ANALYSIS REPORT AND RECOMMENDATIONS
EXECUTIVE DIRECTOR'S DECISION
PRESENTATION TO COMMISSION BASED ON CRITERIA
COMMISSION DECISION

the type of review to be used or an investigation of the reasons for the differential treatment of applications. A second type of inquiry is also suggested concerning the validity of the assumptions that are made about the flow and levels of information available for decision in each of the three procedures. If the procedures of the commission assume that public hearings provide a substantially higher level of information concerning a permit's characteristics and probable effects, several questions can be asked for evaluative purposes. For example, a more detailed study would be necessary to determine if public hearings: (1) increase the amount and variety of information in general; (2) increase information for some, but not other classes of applications; or (3) increase information on a random basis. If either of the latter two were found to exist, corrective steps would be necessary.

5.6 Spatial Distribution of Projects and Public Access to the Coast

The California Coastal Zone Conservation Act declared the coastal zone "a district and valuable natural resource belonging to all the people . . ." (Section 27001). Reflecting the sentiments of this phrase, the coastal commission and several other interested groups have been concerned with expanding and improving the opportunities for public use of the coast. In attempting to open or maintain areas for the public to enjoy coastal resources, there is a conflict between the market mechanism and public accessibility. The most profitable use of land on or near the shoreline does not usually include mass recreation, and frequently prices out large percentages of the population. The availability of public recreation facilities on land nearest the water normally requires public investment. When there is little or no public investment, one may find few increases in the opportunities for public access to the beach.

To continue to explore the policy problem of public access, it would seem useful to look at the spatial distribution of permits in the format utilized in the first year report. Dividing the approved projects into four zones--less than 100 yards from the mean high tide line; between 100 and 250 yards, 250 and 500 yards, and 500 to 1,000 yards from the mean high tide line--identifies the potential different impact projects can have on public access by virtue of their location within the permit area.

Less than one-third of the permits granted by the South Coast Commission (32.6%) were within 100 yards of

the mean high tide line. Within this group, 53.5% were for residential development. Single family home development accounted for 37.3% of all permits granted in the first zone. Almost 10% of the permits in the zone nearest the water were developing recreational land; 8.9% were for industrial purposes; and commercial development accounted for 7.5%.

Residential permits also dominated development in the second zone, accounting for 70.2% of all permits issued for land 100 to 250 yards from the mean high tide line. Commercial development was the next most frequent with 11.2%; industrial development accounted for 4.8% of the permits; and recreation, 2.8%.

Residential development accounted for almost three-quarters of the permits in the third zone. A total of 73.4% of all permits 250 to 500 yards from the mean high tide line were developing either single or multi-family residences. Commercial projects accounted for 12.6% of all permits; industrial development involved 2.0%; and recreational development accounted for 5.2% of all permits in this zone.

In the zone furthest from the mean high tide line, 924 permits were granted. A total of 704 or 76.2% were for residential development. Commercial and industrial development accounted for 110 permits or 11.9% of all permits at least 500 yards from the mean high tide line. Recreational facilities were involved with 22 or 2.4% of the permits.

Similar to the patterns present in the first year report, the concentration of commercial and industrial development decreases in the landward zones. The concentration of residences, although high in all areas of the permit zone, is greater in the zones further from the mean high tide line. Recreational permit concentration is again greatest in the zone nearest the water.

The similarities in the pattern of distribution and the concentration of projects in the first 100 yards of the permit zone observed in the first year report and this second year follow-up, again focuses attention on all recreational permits to see if the small number of projects can significantly influence access opportunities.

Table 4 indicates 40.1% of all recreational permits were developing vacant land. Only 43.7% of the recreational permits were improving existing recreational facilities. This observation differs substantially from the trend identified in the first year report and suggests additional

TABLE 41

RECREATIONAL DEVELOPMENT: 1973-74

Private		38
Boat Facilities	6	
Maintenance	2	
Swimming Pools	21	
Tennis Courts	6	
Other	3	
Public		109
Beach Facilities	10	
Bike Paths	9	
Boat Facilities	37	
Campgrounds	5	
Golf Course	1	
Maintenance	35	
Tennis Courts	5	
Other	7	

attention be directed towards all recreational permits to see what type of development has occurred.

Of 147 recreational projects, 38 involved private facilities. A total of 21 applications to construct private swimming pools were approved. Looking separately at public and private recreational development, 5.3% of permits for private recreation involved maintenance of existing facilities; but 32.1% of all permits developing public recreational facilities were for maintenance of existing structures. Five new public tennis courts, 5 permits developing public campgrounds, and 9 new bike paths were approved. It is also interesting to note that one-third (33.9%) of all permits for public recreation involved marina-related development. Although these projects were public and undertaken by municipal or county governments, their benefits were primarily limited to those citizens able to utilize marina facilities.

The California coastal commissions, in expressing interest in expanding public recreational facilities, have come into conflict with the free market and may not have the tools to compete with the pressures of the market. The commissions do not have the financial resources to fund recreational development, nor do they have the political power to order specific developments. If it is more profitable to develop residential facilities, it may be unrealistic to expect any significant change in the number or type of recreational programs approved by coastal commissions.

The long-run consequence of a short-run reliance on private investment funds for development of land nearest the coastline may be the maintenance of existing recreational facilities and limited expansion of new, mass public facilities. Private investment funds will continue to be attracted to more profitable outlets in the land nearest the water. If more recreational development is to be forthcoming, the initiative must come from other governmental units with greater financial or political strength.

These observations based on data developed for two years of operation of a regional commission would seem to be of particular importance in light of the plan for the future of the coastline recently released by the state commission. The Preliminary Coastal Plan (Hearing Draft, March 1975) cites the need for expanded recreational facilities (p. 117). The review of the actions of the South Coast Commission suggests any system of coastal management similar to the existing model may be capable of expanding recreational and access opportunities through the attachment of conditions to permits granted.

Larger agencies, with greater financial and political strength, will have to provide the resources for more substantial recreational developments.

5.7 The South Coast Commission and the Coastline of Southern California: Two Year Trends

The South Coast Regional Commission has had primary responsibility for development along the coastline of Los Angeles and Orange Counties for two years. During the early months of its tenure, the commissioners and commission staff encountered numerous institutions, procedures and policies for the first time. There was a new law, a permit process to deal with, and the development of relationships with the state coastal commission. In light of these pressures, there would appear to be great value in looking at outcomes in 1973 and 1974 separately to examine whether trends in 1973 were carried forward into 1974.

5.7.1 Permit Types and Permit Action

The mix of project developments in applications and approved permits appears to have varied only slightly in the two years of the commission's authority. In 1973, 69.8% of all applications and 69.2% of all permits were developing residential property. The second year saw a decline both in the percentage of applications seeking to develop homes (65.3%) and residential permits (64.4%). The decline was mostly in multi-family residential development. As a percentage, all permits--commercial, industrial, recreation, dredging, and demolition--increased in 1974, but in no case were the changes significant. And, although the percentages may have increased in 1974, the real number of permits in each category declined, as 1974 saw 312 fewer applications for permits.

It is interesting to note that in percentage terms, the commission denied many more applications in 1974. For 1973, the 70 denials represented 3.7% of all applications reviewed, the 125 refusals in 1974 accounted for 7.8% of the reviewed applications.

5.7.2 The Development of Vacant Land

In 1973, 1,008 approved applications developed 617.1 acres of vacant land. This declined by 200 to 804 permits in 1974, but a total of 1,254.5 acres were still developed. The amount of vacant land developed according to commission records more than doubled, but this may have

TABLE 42

PERMIT ACTIVITY: 1973

Applications	Nature of Project: Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	Total
Received	183	68	756	580	144	76	6	29	71	1,913*
% Row	9.6	3.6	39.5	30.3	7.5	4.0	0.3	1.5	3.7	100.
Approved	175	68	751	517	143	75	6	29	69	1,833
% Row	9.5	3.7	41.0	28.2	7.8	4.1	0.3	1.6	3.8	-
% Column	95.6	100.	99.3	89.1	99.3	98.7	100.	100.	97.2	95.8
Denied	8	-	4	56	-	1	-	-	1	70
% Row	11.4		5.7	80.0		14			1.4	
% Column	4.4		0.5	9.7		1.3			1.4	3.7

*Includes 10 applications classified as pending on 12/31/73.

TABLE 43

PERMIT ACTIVITY: 1974

Applications	Nature of Project: Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	Total
Received	175	77	610	436	96	71	10	94	32	1,601
% Row	10.9	4.8	38.1	27.2	6.0	4.4	0.6	5.9	2.0	100.
Approved	157	76	592	356	93	69	9	91	30	1,473
% Row	10.7	5.2	40.2	24.2	63	4.7	0.6	6.2	2.0	-
% Column	89.7	98.7	97.0	81.7	96.9	97.2	90.0	96.8	93.8	92.0
Denied	8	1	17	79	3	2	1	2	2	125
% Row	14.4	0.8	13.6	63.2	2.4	1.6	0.8	1.6	1.6	
% Column	10.3	1.3	2.8	18.1	3.1	2.8	10.0	2.1	6.3	7.8

been a result of better record keeping. In any event, a substantial amount of vacant land was developed in 1974.

There has been only a slight change in the future use of open space. In 1973, 83.4% of the permits developing vacant land planned residential construction. For 1974, 81.9% of those permits describing the present use of land as vacant planned residential development. The overwhelming use of open space in the coastal zone appears to be for residential construction.

5.7.3 Location of Permits

Changes in the location of projects within the permit zone in 1973 and 1974 allow several comparisons. During the first year of commission action, 39.2% of the permits granted were within 100 yards of the mean high tide line. For 1974, only 26.1% of approved applications were less than 100 yards from the water. The increase in permit activity in 1974 was in the area of the permit zone 500 yards or more from the mean high tide mark. In fact, in 1974, there were more permits in the 500 to 1,000 yard category than in the zone nearest the water. This is a significant change from 1973 when permits in the first 100 yards outnumbered permits in the last 500 yards of the permits by almost 200.

There is also an interesting pattern of denied applications between 1973 and 1974. In 1973, the 18 denials in the 100 yards nearest the water were greater in number than the denials in any other zone. But in 1974, the zone furthest from the water, 500 to 1,000 yards from the mean high tide line, had more denials than any of three other zones. For 1974, at least, there was far greater commission activity and application denials in the land at least 500 yards from the water than in the area nearest the water. The exact meaning of this concentration of activity in the zone furthest from the water is not clear, but does seem to indicate the management of the coastal zone of Los Angeles and Orange Counties is involving land further from the water rather than property nearest the coastline.

There has been a change in the mix of projects proposed and approved for land nearest the coastline. In 1973, 56.8% of all approved projects less than 100 yards from the mean high tide line would develop residential facilities. For in 1974, 48.5% of all approved projects in the zone nearest the water planned residential development. The proportion of projects developing recreational facilities increased from 8.6% to 11.4%. This, as already summarized, did not necessarily mean an increase in public access opportunities as

TABLE 44

PROXIMITY TO MEAN HIGH TIDE LINE: 1973

Action	Distance from Mean High Tide Line				Total
	Less than 100 yards	100 to 250 yards	250 to 500 yards	500 to 1,000 yards	
Approved	563	245	254	374	1,436
% Row	39.2	17.1	17.7	26.0	-
Denied	18	11	11	15	55
% Row	32.7	20.0	20.0	27.3	-

TABLE 45

PROXIMITY TO MEAN HIGH TIDE LINE: 1974

Action	Distance from Mean High Tide Line				Total
	Less than 100 yards	100 to 250 yards	250 to 500 yards	500 to 1,000 yards	
Approved	377	222	292	555	1,446
% Row	26.1	15.4	20.2	38.4	-
Denied	30	27	21	38	116
% Row	25.9	23.2	18.1	32.8	-

many recreation projects were private in nature. The frequency of commercial and industrial projects located in the 100 yards nearest to the water remained unchanged: 16.4%. There was a slight increase in public utility projects located nearer the water in 1974 (10.3%) than in 1973 (9.7%).

5.7.4 Application Review Procedures

There has been no substantial change in the utilization of the public hearing review procedure during the two years of commission activity. In 1973, 19.6% of all applications were reviewed as public hearing items. For 1974, 19.8% of all applications were classified as public hearing items. There was a substantial shift in applications reviewed as administrative or consent calendar items. In 1973, almost one-quarter (23.7%) of all applications were given administrative permits. In 1974, only 15% of all applications were administrative permits. The shift away from administrative permits has meant an increase in the frequency with which consent calendar procedures are utilized. In 1973, 56.5% of all applications were consent calendar; for 1974, 65.2% of all applications were reviewed as part of the consent calendar.

5.7.5 Staff Recommendation and Commission Action

The number of cases in which the commission did not follow staff recommendations for denying an application increased when 1974 is compared to 1973. In 1974, the staff's recommendations for denials were followed in 60.8% of all cases; while they were sustained 64.5% of the time in 1973. The commission continues to follow the staff's recommendations for approval with virtually no exception. In 1974, 99% of all applications with staff approval received permits and the figure was 99.2% in the preceding year.

5.8 The South Coast Regional Commission and the Coastline of Los Angeles County: Two Year Trends

5.8.1 Permit Activity and Commission Action

There have been slight changes in the mix of project types approved in permits for Los Angeles County when 1973 and 1974 are examined separately. In 1974, there was an increase in the frequency of commercial (1.0%) and industrial (3.1%) projects, and a decrease in residential development (4.2%).

TABLE 46

PERMIT ACTIVITY: LOS ANGELES COUNTY, 1973

Applications	Nature of Project									Total
	Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	
Received*	110	62	345	197	96	39	2	21	37	909
% Row	12.0	6.8	37.8	22.0	10.5	4.3	0.2	2.3	4.1	100.
Approved	105	62	341	170	96	39	2	21	37	873
% Row	12.0	7.1	39.1	19.5	11.0	4.5	2	2.4	4.2	100.
% Column	95.0	100.	98.9	86.3	100.	100.	100.	100.	100.	96.04
Denied	5	0	4	27	0	0	0	0	0	36
% Row	13.9	-	11.1	75.0	-	-	-	-	-	100.
% Column	5.0	-	1.1	13.7	-	-	-	-	-	3.96

*Does not include applications, classified as "pending" and not acted upon by 12/31/73.

Missing Observations: 18

TABLE 47

PERMIT ACTIVITY: LOS ANGELES COUNTY, 1974

Applications	Nature of Project: Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	Total
Received	107	74	291	155	59	35	7	50	21	799
% Row	13.4	9.3	36.4	19.4	7.4	4.4	0.9	6.3	2.6	100.
Approved	95	73	276	120	58	34	6	48	19	729
% Row	13.0	10.0	37.9	16.5	8.0	4.7	0.8	6.6	2.6	
% Column	88.8	98.6	94.8	77.4	98.3	97.1	85.7	96.0	90.5	91.2
Denied	12	1	15	35	1	1	1	2	2	70
% Row	17.1	1.4	21.4	50.0	1.4	1.4	1.4	2.9	2.9	
% Column	11.2	1.4	5.2	22.6	1.7	2.9	14.3	4.0	9.5	8.8

Missing observations: 7

There has also been a substantial change in the denial rate of applications. In 1973, for each denial, 24.25 applications were approved. In 1974, for each denial, 10.4 permits were granted.

5.8.2 Development of Vacant Land

As with the figures reported for the region, there has been an increase in the number of vacant acres developed in Los Angeles County. In 1973, 266.4 acres were developed; in 1974, 1,051.9. Again it is possible better record keeping is responsible for part of the increase. Nevertheless, it is clear substantial amounts of open space are being utilized. The predominant future use of vacant land would appear to continue to be residential development.

5.8.3 Location of Permits

There has been a substantial shift in permit applications from the area nearest the water toward the landward 1,000 yard boundary. In 1973, 45.8% of all permits were granted for land less than 100 yards from the mean high tide line. In 1974, only 20% of all permits were within this area and 33.7% were more than 500 yards from the coast. The mix of projects nearest the water is also changing.

The distribution of denied applications in 1974 in Los Angeles County is similar to the observation made for the region as a whole. For Los Angeles County, 39.7% of all denials were at least 500 yards from the mean high tide line. In 1973, 44.2% of the denials were in this last zone.

5.9 The South Coast Regional Commission and the Coastline of Orange County

5.9.1 Permit Activity and Commission Action

The change in the mix of permits has been less pronounced in Orange County. For 1973, residential development accounted for 79% of all permits while in 1974, 74.2% of permits developed residential facilities. There was an increase of 5% in demolition projects, but no appreciable rise in other categories.

For every application rejected in 1973, 28.2% were approved by the commission for Orange County. In 1974, for each denial, only 13.5 applications were approved.

TABLE 48

PERMIT ACTIVITY: ORANGE COUNTY, 1973

Applications	Nature of Project									Total
	Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	
Received	73	5	411	379	48	37	4	8	34	999*
% Row	7.3	0.5	41.1	37.9	4.8	3.7	0.4	0.8	3.4	100.
Approved	70	5	410	347	47	36	4	8	32	959
% Row	7.3	0.5	42.8	36.2	4.9	3.8	0.4	0.8	3.3	-
% Column	95.9	100.	99.8	91.6	97.9	97.3	100.	100.	94.1	96.0
Denied	3	-	-	29	-	1	-	-	1	34
% Row	8.8			85.3		2.9			2.9	-
% Column	4.1			7.7		2.7			2.9	3.4

*Includes 6 applications classified as pending on 12/31/73.

Missing observations: 12

TABLE 49

PERMIT ACTIVITY: ORANGE COUNTY, 1974

Applications	Nature of Project									Total
	Commercial	Industrial	Single Family	Multi-Family	Public Utility	Recreation	Dredging	Demolition	Other	
Received	68	3	319	281	37	36	3	44	11	802*
% Row	8.5	0.4	39.8	35.0	4.6	4.5	0.4	5.5	1.4	100.
Approved	62	3	316	236	35	35	3	43	11	744
% Row	8.3	0.4	42.5	31.7	4.7	4.7	0.4	5.8	1.5	-
% Column	91.2	100.	99.1	84.0	94.6	97.2	100.	97.7	100.	92.8
Denied	6	-	2	44	2	1	-	-	-	55
% Row	10.9		3.6	80.0	3.6	1.8				-
% Column	8.8		0.6	15.7	5.4	2.8				6.9

*Includes 3 applications classified as "pending" on 12/31/74.

5.9.2 Development of Vacant Land

In contrast to the activity in Los Angeles County, development of vacant land in Orange County actually decreased between the two years. In 1973, 350.7 acres were developed; this dropped to 202.6 acres in 1974.

The future use of vacant land is still overwhelmingly residential. In 1974, 87.2% of all permits developing open space, planned residential facilities. This was down slightly from 88.1% in 1973.

5.9.3 Location of Projects

In 1974, 42.9% of all approved projects were 500 yards or more from the mean high tide line and 25.2% of the permits were 100 yards or less from the water. In 1973, 29.2% of the permits were in the zone furthest from the water; 31.1% in the zone nearest the water. This is similar to the shift inland found in Los Angeles County. Almost one quarter (24.5%) of all denied applications in 1974 were at least 500 yards from the water. This was an increase of 16.3% over 1973.

The overwhelming use of land nearest the water in Orange County is for residential development. In 1974, 59.2% of all projects within 100 yards were residential. In 1973, 55% of all projects were residential. The two-year trend indicates an increasing concentration of residential development in land near the water.

6.0 THE COASTAL COMMISSION AND THE LOCAL AREAS

The South Coast Regional Commission has final authority for development of coastal land and water that lies within the territorial boundaries of 16 cities and 9 unincorporated communities in Los Angeles and Orange Counties. Each of these sub-regions had final authority for development of coastal land and water prior to 1973 and exercised that authority in attempting to package development of the coastal zone in accordance with local preferences. This fragmented process produced a coastal zone in southern California that varied from exclusive residences to industrialized ports to mixed residential and commercial areas. During the two years in which permits from the coastal commission were required, the new developments tended to reflect the pre-existing community patterns in terms of land use. In order to survey permit activity at the community level, the data have been organized for each sub-area in much the same way the information for the commission and

each county was presented. A complete set of information on each community is available upon request. Interested individuals are invited to complete the order form at the end of the study for information from any one community. This section highlights the sub-area data.

6.1 Permit Activity

The City of Newport Beach was the community in which permit activity was the greatest. In two years, 480 applications for development of coastal property in Newport Beach were received by the commission. More than 95% of these applications (459) were approved. Residential development was the object of two-thirds of the permits granted for Newport Beach.

The next most active community in terms of the number of applications and permits granted was the unincorporated area of Los Angeles County, Malibu. A total of 334 applications were filed, with residential use accounting for 80%. Of the 265 applications planning to develop residential facilities, 246 were approved.

The second most active areas in terms of permits issued in each county were San Clemente and Long Beach. The incorporated community of San Clemente was the location of 290 applications and 273 permits. Residential development was involved with 85% of these permits.

Of the four most active communities, residential development was the most frequent object of permits in all sub-areas except the City of Long Beach. Here it accounted for only 36% of the 252 permits granted.

Industrial development in Los Angeles County and the South Coast Region was concentrated in the City of Long Beach. During 1973 and 1974, 134 industrial permits for Los Angeles County and 145 for the South Coast Region were processed. More than four-fifths (81.9%) of all industrial permits granted by the commission were for development in Long Beach.

Commercial development in the permit zone is more dispersed than industrial activity. Thirteen sub-areas (9 in Los Angeles County) had more than 10% of their permits involved with commercial development. Long Beach had the greatest number of commercial permits (36), but the 28 commercial permits in Marina del Rey accounted for 45.9% of all permits in that community. Similarly, the 24 commercial projects in Redondo Beach represented 31.6% of all permits granted for property in Redondo Beach.

Four Orange County communities had more than 10% of their permits involved with commercial development--Sunset Beach, Seal Beach, Laguna Beach, and the unincorporated areas of Dana Point. The greatest number of commercial projects were found in Newport Beach, but these 39 permits accounted for only 8.5% of all permits. The 30 commercial projects in Laguna Beach meant 12.4% of all development in Laguna Beach was commercial in nature.

In terms of the number of residential units developed in 1973 and 1974, Long Beach was the most active area. Although 304 residential permits were granted for Newport Beach, the 92 permits in Long Beach developed 2,304 units. Newport Beach, with the greatest number of residential permits, had 758 units developed, fewer than six other areas. Following Long Beach in terms of most residential units developed were: Marina del Rey, 1,953; Laguna Niguel, 1,769; San Clemente, 1,765; and Huntington Beach, 1,340.

Recreational development in Los Angeles County was concentrated in Malibu (23 permits) and Long Beach (18). In Orange County, Newport Beach (43) had the most recreational permits. Huntington Beach had the second greatest number of recreational permits of any community in Orange County with six permits. The following areas had no recreational development in 1973 or 1974: El Segundo, El Porto, Seal Beach, Costa Mesa and Emerald Bay.

6.2 Use of Vacant Land

In 1973 and 1974, 1,813 permits were granted that would involve the development of vacant land. By number of permits developing open space, vacant land was developed most frequently in the City of San Clemente with 222 permits. In Malibu, 215 permits planned to develop vacant land. These areas were followed by Huntington Beach (195), Newport Beach (166), Laguna Beach (121), and Capistrano Beach (116).

Looking at the acreage of vacant land developed, San Pedro leads all communities with 801 acres. Long Beach was second with 157.8 acres of open space developed, followed by Dana Point, 150.7; Malibu, 109.8; and Laguna Niguel, 100.2. Several communities had less than 1.0 acre of open space developed. These included Torrance, Wilmington, and Emerald Bay.

6.3 Spatial Distribution

As noted earlier, the physical configuration of land and pre-existing land use patterns can influence the location of projects within the permit area. With this relationship in mind, it is interesting to look at the spatial distribution of projects in the different areas of the region.

In four communities, at least 40% of the development occurred within 100 yards of the mean high tide line. Of all permits granted for the unincorporated community of Malibu, 31% were within 50 yards of the water. In Marina del Rey, 43% of all permits developed land less than 100 yards from the mean high tide line. The City of Long Beach had 48% of its permits within 100 yards and 28.5% of its permits less than 50 yards from the mean high tide line.

In Orange County, the City of Newport Beach had the most intense development near the water, with 45% of its permits within 100 yards of the mean high tide line.

Examining the permits granted for development of land in the first half of the permit zone reveals that Playa del Rey had 19% of its permits concentrated within 100 yards of the water and 57.4% of development was situated within 500 yards of the mean high tide line. This pattern of concentration of development in a middle zone at least 100 yards from the beach was evident in Manhattan Beach, Hermosa Beach, Redondo Beach, Laguna Beach, South Laguna, Capistrano Beach, and San Clemente.

6.4 Construction Costs

More construction dollars were approved for Long Beach ($171,874,125) than for any other community in the South Coast Region. The area with next greatest level of approved construction dollars was Dana Point with $92,746,000. Laguna Niguel and Laguna Beach each had more than $60,000,000 in approved construction costs.

6.5 Permit Review: Approvals and Denials

The South Coast Regional Commission denied 196 applications during 1973 and 1974. A majority of these denials (63.8%) came during 1974. Although 48.1% of all applications in 1973 and 1974 were for development of land in Los Angeles County, 54.6% of all denials were for applications from Los Angeles County.

The distribution of denied applications was not uniform. Malibu had 25 denials, or 13% of all denied applications.

Huntington Beach had more denied applications than any other community (27). Newport Beach (19) and San Clemente (17) accounted for 50.7% of all denials from Orange County. The three areas--Newport Beach, Huntington Beach, and San Clemente--accounted for 88.7% of all denials in Orange County.

Venice had 19 applications denied and Redondo Beach and Santa Monica each had 10 applications denied. The four areas of Los Angeles County with more than 10 denials --Malibu, Venice, Santa Monica, and Redondo Beach-- accounted for 60.4% of all applications denied for Los Angeles County.

7.0 A CONCLUDING NOTE

This two-year review of permit activity, the second in a three-part series of studies based on the "Scorecard" information system, had two main objectives: to provide information on the permit actions of the South Coast Commission and explore the possible implications of the observable trends.

The information contained in sections 2.0 and 3.0 raised several important issues revolving around at least two major points: the classification of applications in review procedures and increasing public access opportunities in the coastal zone. The analysis suggests there is reason for concern and further research designed to create a better match between applications raising environmental or policy questions and information levels involved in hearing procedures and to develop public recreational opportunities. Within this latter concern it appears more discussion and research will be needed to produce a governmental mechanism with the financial capacity to expand recreational facilities.

Appendix A

The "Scorecard" project places 26 categories of information pertaining to each application received by the South Coast Regional Commission into computer formats. The following list describes the information set produced through the Scorecard project.

I. Physical Location

A. city
B. sub-region
C. census tract
D. proximity to mean high tide line

II. Physical Characteristics

A. nature of project
B. present use of land
C. total square footage
D. lot size
E. number of residential units
F. bedrooms
G. parking space
H. building height
I. net acreage

III. Economic Characteristics

A. anticipated rent
B. anticipated sales price
C. construction costs

IV. Administrative Characteristics

A. date of permit application submission
B. type of permit
C. California Environmental Quality Act Classification
D. staff recommendations
E. commission action
F. conditions for approval (if imposed)
G. state action if appealed
H. date of decision on application

Appendix B

Order Blank for Subregional Print-out

Those individuals requesting the print-out of particular communities and cities, please complete the form below. Three free print-outs will be allowed if the book is purchased. There will be a charge for any additional print-outs.

Name_____

Street Address_____

City_____State_____Zip Code_____

Number of Print-outs_____

LOS ANGELES COUNTY

Unincorporated Communities

Malibu_____
Marina del Rey_____
El Porto_____

Municipalities

Los Angeles City_____
Pacific Palisades
Playa del Rey
Venice
San Pedro
Wilmington
Santa Monica_____
El Segundo_____
Manhattan Beach_____
Hermosa Beach_____
Redondo Beach_____
Torrance_____
Palos Verdes Estates____
Rancho Palos Verdes_____

ORANGE COUNTY

Unincorporated Communities

Sunset Beach_____
Emerald Bay_____
South Laguna_____
Laguna Niguel_____
Dana Point_____
Capistrano Beach_____

Municipalities

Seal Beach_____
Huntington Beach_____
Newport Beach_____
Costa Mesa_____
Laguna Beach_____
San Clemente_____

RETURN FORM TO: Sea Grant Program
Marine Advisory Services
University of Southern California
SSW-308
Los Angeles, California 90007

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INFORMATION CENTER

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