



City of Pacifica

## **SURF CAMP/SCHOOL POLICY ADVISORY TASK FORCE**

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Program Recommendations

**10/27/2021**

## **Surf Camp/School Policy Update Overview(Summary)**

In June 2020, members of the public from across the greater bay area brought to the attention of the City of Pacifica a need to re-review and expand the current Surf Camp/ School Policy. Surf camps/schools had historically been permitted by the City of Pacifica's Parks, Beaches and Recreation Department based on recommendations from the Parks, Beaches, and Recreation Commission and approved by the City Council (Ordinance No. 692-C.S., Section 4-10.116). These recommendations were first developed with community input in 2004/2005 and updated with minor revisions in 2013. At the forefront of past discussions and recommendations were guidelines put into place to ensure surf camps/schools operate with high standards and focus on beach/ocean safety due to overcrowding at the increasingly popular Pacifica State Beach, Linda Mar.

While current commercial surf camp/school providers have been doing a good job of providing opportunities for the community, including hiring a diverse group of surf camp instructors and partnering with nonprofit organizations offering surfing instruction to underserved and marginalized individuals, the public comments brought forward an area of nonprofit programming that has been growing in recent years. These important programs serve the mission to increase access to surfing and the healing power of the ocean with a focus on equity that creates community and amplifies the voices of youth and surfers of color.

With new awareness brought to the attention of the Pacifica City Council during the 2020 summer of social justice activism and awakening, the Parks, Beaches and Recreation Commission undertook a thorough review process to update the policies with a focus on equity and inclusion. Discussions quickly moved from "should this be undertaken" to "how will change be implemented". A thoughtful framework for initiating a Community Access Partner Permit (CAPP) was presented by representatives of Brown Girl Surf and City Surf Project. A vision for the future to have a single permitting methodology was also discussed and has potential for future implementation. This is groundbreaking work; though many municipalities in California have surf camp/school permitting programs, none specifically address the environmental justice need to ensure a diverse mix of inclusive nurturing programs that will expand equity in surf camp/schools.

Public comment has been a vital part of this process. Opportunities for input were provided at every meeting and as recommendations were being shaped additional public comment times were added to meeting agendas.

What follows is the staff report on the process, timeline, and the recommendations being made by the City of Pacifica Surf Camp/School Advisory Task Force in response to the public's interest and with strong consensus by Task Force Members.

**10/27/2021**



Scenic Pacifica  
Incorporated Nov. 22, 1957

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**CITY OF PACIFICA**  
**Surf Camp/School Policy Advisory Task Force**  
**Recommendations**  
**2021**

**SUBJECT:**

Surf Camp/School Policy Task Force Recommendations

**ORIGINATED BY:**

Surf Camp/School Policy Advisory Task Force – created by the Parks, Beaches, and Recreation Commission.

**INTRODUCTION:**

In December of 2020, the Parks, Beaches, and Recreation (PB&R) Commission created a task force to consider and make recommendations regarding the City of Pacifica Surf Camp/School Policy.

**Task Force Purpose:** To consider and make recommendations to the Parks, Beaches, and Recreation Commission regarding the City of Pacifica Surf Camp/School Policy. As adopted by the Parks, Beaches, and Recreation Commission (12/16/20) the Task Force was created to review:

**Full Implementation of a Community Access Partner Permit (CAPP)** program with an intention to provide equitable access for underrepresented groups. (piloted for end of 2020, with phase 1 approved through 2021).

**Overall Surf Camp/School Policy including but is not limited to:**

- Camp/student limits with consideration of “load” or number of surf camp/school participants on the beach in place of permitting a static number of camps.
- Consider implementation of a calendar of times of use and schedules by the permittee to develop the number of permits to be issued.
- Review hours of operations (weekday, weekend, summer/balance of year) and location

of camps.

- Safety and environmental considerations.
- Overall purpose/mission of the Surf Camp/School Policy.

### **Application Process**

- Permit Approval
- Automatic approval of existing permittees or shift to RFP process
- Timing of RFP – length of permit term; how far in advance open
- Develop criteria and scoring rubric
- Application Requirements/Applicant Qualifications

### **Task Force Members**

Cindy Abbott – Task Force Facilitator, PB&R Commission Chair

Malcolm Carson – At-Large Member, Resident

Cliff Hodges – Traditional Surf Camp/School Operator/Owner

Johnny Irwin (replaced Mira Manickam-Shirley) – Community Access Partner Surf Camp/School Executive Director

Kevin Kellogg – PB&R Commissioner

Cynthia Knowles – PB&R Commissioner

Stefan Mayo – Pedro Point Surf Club

Nia Rivers – At-Large Member, Resident

Kimberly Williams – San Mateo County Chapter Surfrider Foundation

### **BACKGROUND:**

In 2003, the City's Public Works Department developed a Master Plan for Public Improvements at Pacifica State Beach. To address beach-related issues during the implementation of these improvements, a Beach Subcommittee was formed on April 15, 2004. The subcommittee's work consisted of making recommendations and developing guidelines for the elimination of fires, beach hours of operations, ideas for the creation of a parking program, regulation of surf camps/schools, and recommendations for signage.

At the time, concerns were raised about beach usage, water safety and congestion due to lack of regulation relating to surf camps/schools. The subcommittee spent considerable time on the topic of surf camps/schools at Pacifica State Beach. After many public forums, the subcommittee put forth a recommendation to limit surf camps to a maximum number of three, to be regulated by the Parks Beaches and Recreation Department.

This direction is addressed in Ordinance No. 692-C.S., Section 4-10.116, *"The Director may promulgate rules and regulations for the reservation, rental, and use of exclusive use facilities in all beaches, and parks. The Director may also impose reasonable time, place, and manner conditions in writing to ensure that public health, safety and welfare are protected during the use of exclusive use facilities. It shall be unlawful for any person to violate such rules, regulations or conditions."*

On April 25, 2005, the recommendations were on the agenda of the regularly scheduled City Council meeting. Council approved the implementation of a policy to support the Ordinance listed above and directed staff to come back to the following meeting with some changes and clarifications to the guidelines. At the May 9, 2005, regular City Council meeting, the council directed staff to proceed with the implementation of the Pacifica State Beach Surf Camp/School Policy Guidelines. The policy set a limit of three surf camp/schools, two large (25-student limit) and one small (12 student limit).

At their regular meeting on January 23, 2013, the PB&R Commission adopted changes to the Surf Camp/School Policy that included allowing one local surf shop to apply annually for a permit to increase the number of students that were currently allowed (for surf shops) from 5 to 12 at the small surf camp rate.

At the June 8, 2020, City Council meeting, approximately 30 emails/letters and 13 speakers addressed concern over the surf camp permitting process. In particular, many wrote or stated that they were concerned about racial equity relating to beach access and that the permitting process makes it difficult for non-profits, like Brown Girl Surf (BGS) and City Surf Project (CSP) to apply for a surf camp permit.

In addition, several commenters shared personal anecdotes relating to the importance of equitable beach access, their experiences at the beach and surfing, as well as volunteering with non-profits that work with diverse communities. Many of the speakers advocated reforming the surf camp permitting process.

Since that time, several meetings on this topic have been held, below is a brief summary of those meetings.

- June 22, 2020, City Council Meeting - Council referred this work item to the Parks, Beaches and Recreation (PB&R) Commission to evaluate the Pacifica Surf Camp/School Policy to determine if/how the program could be amended to allow more surf camps to operate, or to revise the permit renewal process to support non-profits that work with diverse communities.
- On July 22, 2020, and August 5, 2020, the PB&R Commission Study Session discussions were based on the existing surf camp policy, equitable access relating to the beach and permit holders, input from the public, and a proposal from two non-profits for a Community Access Partner (CAPP) program.
- August 26, 2020 – PB&R Commission meeting – Commission approved changes to the Surf Camp/School Policy to include two CAPP participants for a six-month pilot program. Commissioners also agreed to put this on their work plan, along with scheduling additional study sessions and meetings on the topic.
- October 14, 2020 – PB&R Commission study session was held for reviewing the City’s current surf camp/school requirements, guidelines, and rules to compare and contrast the requirements with other agencies and review the CAPP proposal (a second proposal was submitted by Brown Girls Surf/City Surf Project). Staff gave a presentation covering applicant qualification review, current guidelines, and rules, introduced and read the Santa Monica purpose statement, explained the percentages on the Comparison to Other Agencies

chart, and explained the projected surf camp timeline and total participant counts as broken down by season. The CAPP proposal was also summarized.

- December 16, 2020 - the Parks, Beaches, and Recreation (PB&R) Commission created a task force to consider and make recommendations regarding the City of Pacifica Surf Camp/School Policy. Soon a website was created to make available information the on the Task Force purpose, members, meeting dates as well as any supportive documents which included past staff reports, meeting agendas, and submitted proposals.

### **PROCESS:**

The Task Force met monthly from February through August 2021, skipping September and meeting in October to review the report. The first meeting established the purpose and outcome expectations while giving the group background of the policy. In subsequent meetings, several presentations and discussions covering the current surf policy and CAPP proposal were considered. A “Current Policy Snapshot” was regularly included in the task force packet and meeting topics were outlined in a “Meeting Roadmap” which was updated as needed along the way (attached).

During the July and August meetings, the Task Force was presented with a “Recommendations Review Matrix” created to help work through the process of agreeing on final recommendations. The results of this process are in the Recommendations section of this document. Meetings were originally scheduled to go through July; however, the Task Force voted to hold two additional meetings in order to finish their work.

### **ATTACHMENTS:**

- Surf Camp/School Advisory Task Force Policy Recommendation Chart
- Surf Camp/School Advisory Task Force Purpose and Current Policy Snapshot
- Surf Camp/School Advisory Task Force Meeting Roadmap

### **RECOMMENDATIONS:**

- CAPP Program (Creation/Implementation) Recommendations
- Overall Policy Recommendations
- Purpose Statement
- Application process – (divide by commercial/CAPP or combine into overall?)
- Qualifications, guidelines, rules (incorporate CAPP guidelines submitted and minor changes to the existing guidelines).

**Purpose Statement** – The Task Force recommends the adoption of the following as a purpose statement for the Surf Camp/School Policy:

- This policy and regulations shall ensure that the beach and the surf remain a shared public resource, that the natural beauty of the beach is preserved, that the beach remains

available for both active and passive recreation and respite, that opportunities to use the beach or surf for all camps/schools, commercial and non-profit, are fairly allocated, that opportunities for surfing lessons are available for all segments of the community, including persons of all ages and economic groups, and that instructional opportunities are diverse, promoting access and equity.

**Overall Application Qualification Review** – (including CAPP additional criteria) The Task Force recommends the adoption of the updated Qualifications for both non-profit and commercial permittees (attached).

**Guidelines and Rules** - The Task Force recommends the adoption of the updated Guidelines and Rules (attached).

**Surf Camp Types** – the Task Force agreed 7-1 in favor of stating that “Permits for nonprofits through a Community Access Program and Commercial Camps/Schools are both supported at Pacifica State Beach.”

**Number of Surf Camp Participants/Maximum** – Permit Sizes and Mix.

- There was a consensus of Task Force members in agreeance that the maximum number of surf camp participants at one time should be 98.
- There was a unanimous recommendation that the ratio of students to instructors remain 5:1

**Load** (allocating permits based on maximum allowable program/camp participants on beach/surf versus a static number of permits) – load is the number of participants a permittee brings on the beach, how often, and when. Each permittee creates a particular “load” of participants that varies across time. The following was recommended by the Task Force:

- The concept of load be used for the CAPP permits only; no change to the current traditional/commercial camps.
- The PB&R Department should determine the number of permits based on usage, qualifications, and load.
- This policy and regulations shall ensure that the beach and the surf remain a shared public resource, that the natural beauty of the beach is preserved, that the beach remains available for both active and passive recreation and respite, that opportunities to use the beach or surf for all camps/schools, commercial and non-profit, are fairly allocated, that opportunities for surfing lessons are available for all segments of the community, including persons of all ages and economic groups, and that instructional opportunities are diverse, promoting access and equity.
- A calendaring system that maintains flexibility, doesn't overbook, and is somewhat of a reservation system should be used and the logistics of the implementation will be up to department staff.

**Application Process and Evaluation** – the Task Force agreed that an RFP for both CAPP and Commercial programs would be appropriate, the lengths for each should be different.

- Recommend implementing a Request for Proposal (RFP) system.
- CAPP program every 3 years
  - a. Regardless of the number of years the permitting system was set up for, there could be a system where every 1 or 2 years, there would be the ability to review new applicants to add new permits.
  - b. A way to accept new applications.
- Commercial permits every 5 years

**Timeline for Process** – recommend a phased-in approach for permits be established and announced by the PB&R Commission

- CAPP Timeline – Jan 2022 Announcement of RFP, April 2022 Applications due, July 2022 Announcement of Permits, June 2023 Program Commences
- Commercial Timeline – end of 2021/Jan 2022 Announcement of RFP, June 2022 Applications Due, Jan 2023 Program Commences

**Reviewing Body -**

- Community Application Review Board (CARB) for CAPP
- PB&R Commission to review commercial applicants

### **NEXT STEPS:**

This report will be presented to Parks, Beaches, and Recreation Commission where it will be available for public input and consideration of recommendation for adoption, which will then be shared with City Council.

- **CAPP Program** – full implementation (rolled into existing policy) – submit guidelines with suggested changes
  - a. Application specifics
  - b. Qualifications
- **Scheduling**
  - a. See Load
- **Application Process**
  - a. Developing a plan for the implementation, workload, and oversight requirements.
- **Review Process**
  - a. An ongoing detailed review of the whole program at set time intervals.



Item #	Surf Camp/School Advisory Task Force Program Recommendations	Recommendation Status	Vote YES/No *
	Contents		
	Purpose Statement		
	Overall Applicant Qualification Review		
	Permit Sizes and Mix		
	Load (Allocating permits based on maximum allowable program/camp participants on the beach/surf versus a static number of permits)		
	Application Process and Evaluation		
	<b>PURPOSE STATEMENT</b>		
1	This policy and regulations shall ensure that the beach and the surf remain a shared public resource, that the natural beauty of the beach is preserved, that the beach remains available for both active and passive recreation and respite, that opportunities to use the beach or surf for all camps/schools, commercial and non-profit, are fairly allocated, that opportunities for surfing lessons are available for all segments of the community, including persons of all ages and economic groups, and that instructional opportunities are diverse, promoting access and equity.	New Recommendation	
	<b>Overall Applicant Qualification Review</b>		
2	Task Force approves the recommendation for the Qualifications for both nonprofit and commercial permittees. CAPP Additional Criteria(See below Exhibit A)	Modified Recommendation	8/0
	<b>Guidelines and Rules</b>		
3	Task Force approves the recommendation for the Guidelines and Rules. (See below Exhibit A)	Modified Recommendation	8/0
4	Recommendation to add to policy: No camps during major summer holidays to include: Memorial Day, 4th of July, Labor Day.	New Recommendation	8/0
	<b>Surf Camp Types</b>		
5	Permits for nonprofits through a Community Access Program and Commercial Camps/Schools are both supported at Pacifica State Beach.	New Recommendation	8/0
	<b>Number of Surf Camp Participants/Maximum</b>		
	<b>Permit Sizes and Mix</b>		
6	The maximum number of surf camp participants at one time should be 98.	Agreed	8/0
7	The ratio of students to instructors should be 5:1.	Agreed	8/0
8	The nonprofit small camp size is a 15 person camp (vs 12 for commercial)	New Recommendation	6/1
	<b>Load (Allocating permits based on maximum allowable program/camp participants on the beach/surf versus a static number of permits)</b>		
9	"Load" permit process will be used verses a set # of permits for CAPP schools only	New Recommendation	7/1
10	The PB&R Department will determine the number of permits based on usage, qualifications, and load.	New Recommendation	7/1
11	Blocks of time will be used verses entire days for CAPP schools only.	New Recommendation	8/0
12	A calendaring system will be established for permittees to schedule their blocks of time/days.	New Recommendation	8/0
13	The PB&R Department will determine the order of selection for the calendaring system.	New Recommendation	Agreed
	<b>Application Process and Evaluation</b>		
14	The RFP (Request for Proposal) process will be used for CAPP permits.	New Recommendation	8/0
15	The RFP process will be used for Commercial permits.	New Recommendation	7/0
16	A phased in approach will be developed to expand CAPP in 2022 and move to RFP for commercial camps in a future year.	New Recommendation	See timeline in Recommendations
17	The length of time for a permit for CAPP is 3 years and Commercial is 5 years.	New Recommendation	7/0
18	A CARB (CAPP Application Review Body) program will be used for CAPP applicants.	New Recommendation	6/0
19	The PB&R Commission will serve as the Application Review Body for commercial schools.	New Recommendation	6/0

\*The Task Force used a "level of agreement" process with recommendations on a scale from 0-5.

A vote of 0,1,2 being a "no" and a vote of 3,4,5 indicating "yes."

0 = No way / 1 = Hold on / 2 = Convince me / 3 = ok / 4 = Good / 5 = Love it

## Surf Camp/School Advisory Task Force Purpose and Current Policy Snapshot

**Task Force Purpose:** To consider and make recommendations to the Parks, Beaches and Recreation Commission regarding the City of Pacifica Surf Camp/School Policy. As adopted by the Parks, Beaches, and Recreation Commission (12/16/20) the Task Force will review:

- **Full Implementation of a Community Access Partner Permit (CAPP)** program with an intention to provide equitable access for underrepresented groups. (currently being piloted – approved through 2021).
- **Overall Surf Camp/School Policy including but not limited to:**
  - Camp/student limits with consideration of “load” or number of surf camp/school participants on the beach in place of permitting a static number of camps.
  - Consider implementation of a calendar of times of use and schedules by permittee to develop the number of permits to be issued.
  - Review hours of operations (weekday, weekend, summer/balance of year) and location of camps.
  - Safety and environmental considerations.
  - Overall purpose/mission of the Surf Camp/School Policy.
- **Application Process**
  - Permit Approval
    - Automatic approval of existing permittees or shift to RFP process
    - Timing of RFP – length of permit term; how far in advance open
    - Develop criteria and scoring rubric
    - Application Requirements/Applicant Qualifications

Policy Rules	Current	CAPP Pilot/Phase I	Surf Camp Students
Number of Camps/School Permits	2 large with a limit of 25 students (1:5 ratio)		50
	1 small with a limit of 12 students (1:5 ratio)		12
Local Surf Shop Permit	1 Local Surf Shop with a limit of 12 (1:5 ratio)		12
Local Surf shops who hold a Pacifica Business License but not a permit	May also continue teaching individual and small group lessons with a maximum of 5 students to maintain 1/5 ratio		
<b><i>Total Students pre CAPP</i></b>			74
CAPP Pilot/Phase I		2 small with a limit of 12 students (1:5 ratio)	24
<b><i>Total Students with CAPP Phase I</i></b>			98
Camp Hours	Weekdays – 8am-Sunset unrestricted	Same	
	Weekends – 8am – 12 noon Unrestricted	Same	
	12 Noon -Sunset – 10/camp max	Same	
Area of Operations	Between north restrooms and San Pedro Creek	Same	

## Surf Camp/School Policy Advisory Task Force

### Meeting Roadmap

- **#1 – February 16, 2021**  
Task Force Introductions. Overview of Purpose and Outcome Expectations. Organization and Protocols. Background of Policy and survey of other municipal programs.
- **#2 – March 16, 2021**  
Current Surf Camp/School Rules Matrix. Schedule and usage of beach by operators  
Community Access Partner Permit (CAPP) program criteria and framework.
- **#3 – April 20, 2021**  
CAPP Program Framework Scenarios.
- **#4 – May 18, 2021**  
Overall Policy Purpose Statement. Current Policy Overview with focus on current permit limits on camps/numbers of students per camp and potential shift to student “load.”
- **#5 - June 15, 2021**  
Recap Progress. Review and discuss potential recommendations.
- **#6 July 20, 2021**  
Recommendations and Report.

## **Surf Camp/School Advisory Task Force Application Qualifications, Guidelines and Rules**

### **APPLICANT QUALIFICATION**

- Pacifica business license (there is no business license fee for non-profit)
- Facility Use (permit) form via PB&R
- Price list of camp fees and program structure/basic curriculum and schedule - curriculum should also include discussion of organizations safety and stewardship policy, appropriate to the length of the session
- Copy of Certificate of Insurance for \$3 million-dollar (\$3,000,000) liability insurance for current year naming the City of Pacifica as additionally insured/certificate holder
- Proof of Workers' Compensation policy of one hundred thousand dollars (\$100,000) if you have employees
- Safety plan and business plan submitted with application
- Proof of current CPR certification on file for each employee – lifeguarding certification by at least one staff on duty is highly desirable (should this be required?)
- Applicants must submit their schedule of classes/usage
- The organization delivers services consistent with the purpose and resource values of the park facilities granted
- The organization has developed interpretive, educational and/or recreational programming to outdoor spaces with demonstrated results
- All applicants will be required to attest to the following:
  - Must have proper equipment in good condition
  - Must have trained staff to effectively execute their class objectives
  - All staff must be proficient in surfing and proficient at being good educators

### **Guidelines and Rules**

- Two surf schools/surf camps with a limit of 25 students per class
- One surf school/surf camp with a limit of 12 students per class
- Two Community Access Partnership Program (CAPP)\* camps with a limit of (12) students per class added as part of a pilot program extended through 2021.
- The ratio of five (5) students per instructor (minimum requirement)
- All instructors under the age of 18 must be supervised if working with minors
- Students surfing outside the impact zone (beyond the breakwaters) and/or independently, must wear leashes
- Instructors to be identified by colored jersey with “Surf Instructor” on back (preferably red)
- Students to also wear a different colored jersey for identification and wetsuits for protection

- Individual surfing by instructors should be for demonstration and instructional purposes only
- Camp hours on weekends: 8 AM to 12 Noon; 10 or fewer students per camp between 12 Noon and sunset (weekends)
- Area of operations is restricted to the area between the north restrooms and the San Pedro Creek
- Camps/lessons will need to be canceled if water is too crowded, conditions unsafe or if only one wave break is surf-able
- Local Surf Shops who hold a Pacifica Business License, carry Liability and Workers Compensation Insurance, may continue the practice of employees teaching individual and small group lessons with a maximum of 5 students in keeping with the ratio of five (5) students per Instructor (minimum safety requirement)
  - o One local surf shop may apply annually for a permit to increase the number of students (up to 12) at the small surf camp rate

Day passes may be issued for other groups/events at the Directors discretion and in keeping with preserving the safety and minimizing the density of use.

CAPP ADDITIONAL CREITERIA

- The organization is exempt from taxation pursuant to Section 501(c)(3) of the Internal Revenue Code; (is a 501(c) (3) themselves or is a fiscally sponsored project of a 501(c)(3))
- The organization specializes in serving people from low income or underrepresented groups who face obstacles, such as, but not limited to, transportation, cost, and disenfranchisement, to general public access and/or surfing at the beach; will offer their services for free or significantly subsidized, in order to advance access for those groups to this public space.
- The organization has instructors with specific training to the programming and cultural competencies to address the needs of participants served.