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# CITY OF PACIFICA

## Surf Camp/School Policy Advisory Task Force

170 Santa Maria Avenue • Pacifica, California 94044-2506

<https://www.cityofpacifica.org/>

MAYOR  
Sue Beckmeyer

MAYOR PRO TEM  
Mary Bier

COUNCIL  
Mike O'Neill  
Sue Vaterlaus  
Tygarjas Bigstycck

Tuesday October 12, 2021 at 6:00 PM

Virtual Meeting via Zoom Link: <https://zoom.us/j/819996445951>

### **CORONAVIRUS DISEASE (COVID-19) NOTICE:**

THIS MEETING WILL BE CONDUCTED PURSUANT TO THE PROVISIONS OF THE GOVERNOR'S EXECUTIVE ORDER N-08-21 WHICH SUSPENDS CERTAIN REQUIREMENTS OF THE BROWN ACT. THIS MEETING IS NECESSARY SO THAT THE CITY CAN CONDUCT NECESSARY BUSINESS AND IS PERMITTED UNDER THE ORDER AS AN ESSENTIAL GOVERNMENTAL FUNCTION

Consistent with the above-referenced Orders, this City Committee Meeting will not be physically open to the public and Committee Members and staff will be video/teleconferencing into the meeting.

To maximize public safety while still maintaining transparency and public access, members of the public can observe and participate in the meeting as detailed below.

- To Observe the Meeting by computer/smartphone  
<https://zoom.us/j/81999644595>
- Webinar ID: 8199964 4595
- Participant ID: 293827
- To dial-in via phone +1 (669) 900-6833

#### How to Submit Public Comments:

- **During the Meeting:** Live verbal public comments may be made by members of the public joining the meeting via Zoom. Use the "raise hand" feature (for those joining by phone, press \*9 to "raise hand") during the public comment period for the agenda item you wish to address. City staff will call on people to speak by name provided or last 4 digits of phone number for dial-in attendees. Please clearly state your full name for the record at the start of your public comment. You will have 3 minutes to speak unless modified by the meeting chair.
- **Before the Meeting:** Written public comments received by 4 pm the day of the meeting will be made part of the record but will not be read verbally at the meeting. Email comments to: [City Staff](#).



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### **AGENDA**

#### **Tonight's Meeting Objectives:**

- Continue to discuss and make recommendations

#### **Order of Business**

- 1. Call to Order**
- 2. Administrative Business – 5 mins**
  - a Approval of Minutes
  - b Staff update
- 3. Task Force member updates and communications – 10 mins**
- 4. Public Comment – 10 minutes**
- 5. Recommendations Discussion and Approval – 45 mins**
  - . Task Force Member Comments
  - . Public Comment
  - . Task Force Member Deliberation and Approval
- 6. Next steps – Presentation to the PB&R Commission - 10 min**
- 7. Adjournment**

The City of Pacifica will provide special assistance for persons with disabilities upon 24 hours advance notice to the City Manager's office at (650) 738-7301, including requests for sign language assistance.



**Minutes**  
**Surf Camp/School Policy Advisory Task**  
**ForceCity of Pacifica**

**REGULAR MEETING – 6 PM**

Tuesday, August 17, 2021

VIA Zoom Link: <https://zoom.us/j/91956994341>

**CALL TO ORDER:**

**Facilitator Cindy Abbott:** called the meeting to order at 6:04 pm. She welcomed the members and thanked them for attending.

**Recreation Assistant Supervisor Beth Phipps:** read the COVID announcement and took roll call.

**I Roll Call:**

**Surf Camp Task Force Members Present:** Cindy Abbott, Kevin Kellogg, Cynthia Knowles, Cliff Hodges, Johnny Irwin, Stefan Mayo, Kimberly Williams, Nia Rivers

**Members Absent:** Malcolm Carson

**Members Excused:**

**Staff Present:** Director Michael Perez, Recreation Assistant Supervisor Beth Phipps.

**II Administrative Business:**

**A. Operating Procedures:**

**Cindy Abbott:** advise that the meeting is being recorded, City is still utilizing the closed captioning option, and reminded members to use the raise hand features if there are comments.

**B. Approval of Minutes:**

**Cindy Abbott:** called for a motion to approve the minutes of the 07/20/2021 meeting minutes. **Motion was made by Cynthia Knowles, seconded by Kevin Kellogg, motion carried 7-0, Cliff Hodges,** abstained from voting on the minutes because he did not read them.

**III Task Force member Updates and Communications:**

**Cindy Abbott:** thanked the Task Force Members for being present and asked if anyone had comments or updates that they would like to address as they go forward with making recommendations. There were no updates from the Task Force Members.

**IV Public Comments:**

**Cindy Abbott:** reviewed the public comment requirements.

**Sabrina Brenna:** introduced herself as attending on behalf of Surf Equity. She gave a brief suggestion regarding supplying the public with concerns about discrimination at Pacifica State Beach.

**Monica:** introduced herself as a representative of Brown Girl Surf. She gave a brief description of the benefits she has gained through policy change like what is taking place with this Task Force.

**V Recommendations Discussion:**

**Cindy Abbott:** commented that staff took a lot of time putting together the Recommendation Chart based on prior meeting discussions. She explained the chart matrix, topics, and the voting criteria. She advised that Items 1-14 have already been voted on. She advised that the Task Force can change the wording on the recommendations, but that they would all have to agree on those changes. Also, that a recommendation could be waived if all agree to waive a recommendation.

**Johnny Irwin:** asked if the goal for this meeting was to make it through all of the recommendations and what time the meeting is due to end.

**Cindy Abbott:** answered that yes, the goal is to get through all of the recommendations and the meeting should end about 9:00 pm if needed.

**Cynthia Knowles:** explained that she was on the east coast remoting in, that it is 9:00 pm her time, and that she may not be available through the end of the meeting.

**Chair Abbott:** reminded the Task Force that at the last meeting they did talk about numbers 13 and 14 and that after that discussion, they agreed to circle back to numbers 10,11, and 12. She asked the group if they would like to circle back now or move forward to 15. The Task Force collectively decided to move forward to Load and Permits. She opened comments.

**Public Comment: Load and Scheduling.**

**Sabrina Brenna:** is attending on behalf of Surf Equity. She expressed concern regarding the Level of Agreement voting system being used for this process. She recommended using a yes or no voting strategy.

**Cindy Abbott:** advised that they will continue to use the voting process that is in place which is used by other county task force groups and is used for making recommendations at meetings.

**Erin Morgan:** introduced herself as a volunteer at Brown Girl Surf. She briefly explained how the topic of load and scheduling is very important to this process. She commented that the amount of work that has gone into this Task Force is appreciated.

**Linda Locklin:** introduced herself as a member of the California Coastal Commission. She gave a brief comment regarding the fact the commission was interested and happy that the City of Pacifica was addressing equity at the beach. They are preparing a briefing on the status of the CAPP program.

**Stefan Mayo:** asked what the typical time is needed for a lesson from a Surf Camp owner.

**Cliff Hodges:** answered that each camp model is different but Adventure Out runs 2-3 hour blocks a day at 6 hours a day. He reiterated that he completely opposes the load concept. He commented that the recommendations are hard to read, and he doesn't know what the chart means as far as concessions go.

**Johnny Irwin:** advised that load works for their non-profit mainly because of children's school hours, he does not think commercial schools should have to work around load.

**Cliff Hodges:** agreed with Johnny Irwin, that load works for non-profit, not commercial schools.

**Cindy Abbott:** mentioned that the concept of load came up because there were large areas of time (blocks of time) when no surf classes were being calendared. This was a natural fit for the non-profits and working around school schedules. She commented that there seems to be an openness to using blocks of time as long as they can accommodate enough programs.

**Johnny Irwin:** commented that non-profits are more concerned about calendaring than blocks of time. There needs to be flexibility amongst CAAP Schools which was the original concept.

**Cindy Abbott:** asked the Task Force if they should be using load only for the CAAP program to provide more flexibility.

**Cynthia Knowles:** commented that she agrees with the suggestion of using load for CAAP schools only and feels blocks of time vs the full day may benefit the CAAP schools only as well.

**Kevin Kellogg:** mentioned that they are trying to use one rule for both CAPP and Commercial Schools for the simplicity of it but feels that they need to consider that these are different groups with different needs.

**Cindy Abbott:** suggested taking a vote on moving to load and using blocks of time for CAPP only.

**Item #13)** Should the permit process change to "load" versus a set number of permits for CAPP only.

Vote 1= Hold on, 1=ok, 2 = good, 4= Love it (8 total) Moving to load for CAPP only.

**Item #15)** If moving to load, should "blocks of time" be used versus entire days for CAPP only.

Vote 5=good, 3= love it. (total 8) Moving to Load for CAPP only.

**Item #16)** If moving to "blocks of time" how many hours should be in each block? Should they be 3 to 4 hours in length (How long are camps/programs?)

Vote: Lengthy discussion, no vote was taken.

**Cindy Abbott:** moved the discussion to a calendaring system. She commented that maybe they have already decided on Items 18 and 19 because they agreed to put CAPP programs into a block of time into a calendar and the balance can then be open. She asked if they want to talk about calendaring now or to move it forward.

**Cynthia Knowles:** advised that in the past, they discussed calendaring to allow groups time while giving them flexibility and that she is in favor of a calendaring system.

**Cynthia Abbott:** took a vote for item #17

**Item #17)** Should a calendaring system be established for permittees to schedule their block of times/days?

Vote 1 = ok, 3= Good, 4 = Love it (8 total)

**Cindy Abbott:** asked if there were any questions on implementing Item #18.

**Cliff Hodges:** suggested using calendaring as a way of seeing who is out or what times are available rather than using the system as a restrictive tool.

**Kimberly Williams:** suggested that Item #18 could be a combination of a random rotation and priority access for CAPP while staying flexible and fair.

**Johnny Irwin:** suggested that a calendaring system needs to be available for both CAPP schools and Commercial schools.

**Cindy Abbott:** asked if the Task Force wanted to suggest priority access for CAPP up to a certain percentage like 50%.

**Cliff Hodges:** commented that he doesn't think one school should have priority over another school. It shouldn't be written into the CAAP program.

**Cindy Abbott:** opened the floor to public comments regarding the calendaring.

**Public Comments:**

**Adriana Guerrero:** introduced herself as the Executive Director of Brown Girl Surf. She briefly explained how Brown Girl Surf is drafting their fall calendar, working with Half Moon Bay, and their intentions of not explaining into the weekends. The goal was originally to have space open up to the community as a whole for other programs.

**Cindy Abbott:** asked if the Task Force wanted to rely on staff to determine how to implement Item #18. They agreed, took a break, and moved on to the Application Process and Evaluation section Items #19 – 31.

**Item #18)** If implementing a calendar system, what order of selection is used? Random rotation? Priority access for CAPP? Other? The Task Force decided to let PB&R Staff decide.

At this point, Task Force Member Nia Rivers was unable to rejoin the meeting.

**Public Comments:**

**Sabrina Brennen:** Representing Surf Equity briefly explained that for-profit use of a public state beach should not be top priority, it should be secondary. The priority should be for non-profit and educational uses.

**Megan Hannabit:** made a brief comment that any good system does need to be tested, tried, and adjusted. She supports revisiting the proposal in years to come to make sure it is benefiting everyone. She supports the load concept and the original CAPP proposal.

**Madoka:** participant with Brown Girl Surf and briefly described the importance of a separate process for commercial and nonprofit groups.

**Oliva VanDamme:** briefly stated that she is in favor of the RFP process and the length of a permit should be between 1-3 years. She thinks it is difficult to comment ahead of time on the items when they haven't heard from the Task Force Members.

**Cindy Abbott:** thanked Oliva VanDamme for her comment and advised that it is important for Task Force Members to hear concerns before making decisions.

**Johnny Irwin:** asked for clarification on what exactly the RFP process is.

**Cindy Abbott:** explained that it is an open application process allowing anyone of interest to submit their proposal. She reminded that the Task Force can either make a recommendation if they are in agreeance, or they can let staff decide if they wish not to make a recommendation. She stated that she is in favor of an RFP process.

**Cliff Hodges:** reminded the Task Force Members that there was a consensus to not prioritize surf schools over public access and that surf schools are confined to about 25% of the beach. He is neutral on the RFP process but feels

businesses are beneficial to the City and feels that businesses should not be shut down because of a process.

**Johnny Irwin:** recommends a 2–3-year permit for nonprofits because of the grant process on item #24

**Kevin Kellogg:** commented that it is necessary to have the RFP for both CAPP and commercial schools. He suggested having separate term lengths for each school.

**Kimberly Williams:** supports the concept of having two separate processes but would prioritize the CAPP procedure first. Surf Rider is in favor of the RFP process for both CAPP and commercial camps.

**Cindy Abbott:** asked for a show of fingers vote for recommending an RFP for CAPP permits.

**Item #20)** RFP recommended for CAPP permits? 1= ok, 2= good, 4= love it (7 total)

**Cindy Abbott:** asked for a show of fingers vote for recommending an RFP for Commercial permits.

**Item #21)** RFP recommended for commercial permits? 2= ok, 5= love it (7 total)

**Cliff Hodges:** suggested going into the 2022 permit year, keep the current CAPP and commercial permit processes the same for now and then implement large changes like an RFP process in 2023.

**Kevin Kellogg:** asked if they could consider a two- and five-year length of time for a permit regarding item #24.

**Cindy Abbott:** asked Johnny Irwin what his suggestion is for the number of years for a CAPP permit.

**Johnny Irwin:** advised that the CAPP permit should be a three-year permit.

**Cindy Abbott:** asked for a show of fingers vote for recommending a three-year permit for CAPP permits.

**Item #24)** What should the length of time for a permit be? (Annual? 2 years 3 Years? 5 years? 10 years? Other?) Note: If longer than one year, annual submittal of documentation is required for all years. **Modified.** Should the number of years for a CAPP permit be three years? 1= ok, 5= good, 1= love it (7 total).

**Cindy Abbott:** asked for a show of fingers vote for recommending a five-year permit for commercial camps.

**Item #24)** What should the length of time for a permit be? (Annual? 2 years 3 Years? 5 years? 10 years? Other?) Note: If longer than one year, annual submittal of documentation is required for all years. **Modified.** Should the number of years for a commercial permit be five years? 1= ok, 3= good, 3= love it (7 total).

**Cindy Abbott:** asked the members who didn't vote as a "Love it" to share any comments they have.

**Stephan Mayo:** commented that it is really hard to run a business knowing that in a matter of years, the City of Pacifica can make a decision through an RFP process that will possibly put them out of business.

**Kimberly Williams:** supports a five-year permit for commercial camps but also wants to ensure more equity between camps down the road.

**Cynthia Knowles:** announced that due to the time difference on the east coast, that she was going to sign off and thanked everyone for their participation.

**Cindy Abbott:** led the Task Force to item #22. Should a phased-in approach be developed to expand CAPP in 2022 and move to RFP for commercial camps in a future year? She explained that items 25 – 28 all fall under the application process and timeline.

**Kimberly Williams:** she would like to ask the Commission to establish a timeline with set dates for making decisions as opposed to leaving it open.

**Johnny Irwin:** advised that the priority for nonprofits while applying for grants is about one year. He suggested a timeline of January 2022 announcement of an RFP opening, April 2022 will be the deadline to apply, July 2022 will be announcements that permits commence starting June 2023.

**Cliff Hodges:** advised that Commercial camps are already booking for next year and doesn't feel that changes should be implemented that would alter programs for the next year 2022.

**Cindy Abbott:** clarified that through the discussion, the Task Force has decided that the phased-in approach for permits will start in 2023 for both CAPP and Commercial camps and that the Commission will announce the layout and timeline for the RFP program and schedule. She introduced the CARB review for CAPP applicants leading into items #29 and items #30.

**Johnny Irwin:** supports the CARB review board for nonprofits and advised that the members of the group will need to possess extensive knowledge on diversity, equity, and inclusion. He suggested this group should also be tasked with scheduling and calendaring.

**Kimberly Williams:** is not in support of the PB&R Commission reviewing commercial applicants due to a conflict of interest. She envisioned a group like the CARB to review all the applicants.

**Cindy Abbott:** clarified to the Task Force, that the PB&R Commission has not had any involvement in reviewing surf camp applicants to date.

**Kimberly Williams:** commented that there are relationships that are clearly established between the commercial camps, the PB&R Commission, and staff and that there needs to be more neutrality.

**Kevin Kellogg:** supports the PB&R Commission to review surf camp applicants because they look at what is best for the City Pacifica not what is best for any one camp, plus the Commissioners change over time which creates diversity. He suggested an appeal process if a camp feels that they are being treated unfairly.

**Cindy Abbott:** advised that she is in favor of using a review criteria rubric or matrix for both CAPP and Commercial camps.

**Cindy Abbott:** asked for a show of fingers vote for recommending that the CAPP applicants will be reviewed by a CARB.

**Cliff Hodges:** commented that he is in favor of using an RFP process and having the PB&R Commission review applications, but that he would like to have "experience" weighed heavily in the decision making for both CAPP and Commercial camps.

**Stephan Mayo:** asked if the CARB is a paid position or is it strictly a volunteer position? He commented that the CARB will need to be diversified in the selection and asked who would be selecting the CARB members.

**Cindy Abbott:** confirmed it is a volunteer position and advised that both the CARB and the PB&R Commission members cannot apply for a permit.

**Johnny Irwin:** clarified that the CARB will consist of a group that recognizes underrepresented youth criteria, is well versed in reading applications, understands access barriers, knows how to score them, and can make recommendations.

**Cindy Abbott:** asked for a show of fingers vote for recommending that CAPP applicants will be reviewed by a CARB group.

**Item #29)** CARB for CAPP applicants? 2= ok, 4= love it (6 total)

**Cindy Abbott:** asked for a show of fingers vote for recommending that commercial applicants will be reviewed by the PB&R Commission.

**Item #30)** PB&R Commission for commercial applicants 1=ok, 2=good, and 3= love it (6 total)

**Kimberly Williams:** commented that if the PB&R Commission relies on staff guidance, she would like to see it more balanced.

**Cindy Abbott:** reiterated the need for a scoring matrix or rubric which would take out any personal criteria. She clarified that the Task Force has gone through all of the Application and Evaluation section, they have covered items 10, 11, and 12 by moving to load but asked if anyone wanted to review any of the items.

**Director Perez:** briefly explained the process that the Task Force Members have gone through up to this point and what an undertaking it has been. He thanked them for their efforts. He advised that the plan is to go back through all of the materials that they had voted or agreed on, and review all of the comments and suggestions so that a report can be constructed with recommendations that will be submitted to the PB&R Commission. He advised the Task Force that other suggestions and their feedback on this process are welcome. He encouraged them to attend the Commission Meeting where the Surf Camp Task Force recommendations will be presented to the Commission.

**Kimberly Williams:** asked if they will be sending the recommendations report to the Task Force in advance so that they can comment if needed.

**Director Perez:** advised that they can do that but that they cannot have an open meeting where everyone responds to the group to make last-minute changes to items that have already been voted on. He advised that they can email him or call him directly with feedback at any time.

**Cindy Abbott:** asked if it was possible to hold an hour-long meeting before the Commission Recommendation so that the Task Force can review the information and address any concerns regarding the report.

**Director Perez:** answered yes.

**Cindy Abbott:** suggested having members of the Task Force be presenters of the information at the PB&R Commission meeting. She suggested reviewing the draft in September and then presenting the recommendations at the October 27, 2021 meeting.

**Director Perez:** said yes, the timeline is workable.

**Cindy Abbott:** asked everyone if they felt a final meeting was necessary. She thanked the Task Force Members and the public for being a part of the process.

**XI ADJOURNMENT:**

**Cindy Abbott:** Adjourned the meeting at approximately 8:52 pm.

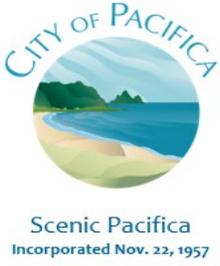
**Next Meeting:** 10/12/2021

Respectfully submitted by,  
Kenda Seeley, Recreation  
SpecialistParks, Beaches, and  
Recreation

X

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**Facilitator, Cindy Abbott**



City of Pacifica

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

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Program Recommendations

## **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.

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

**SUBJECT:**

Surf Camp/School Policy

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

## **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).

## **Draft Recommendations Categories/Items for Task Force to Consider:**

**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 agreement 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.
- The PB&R Department should determine the number of permits based on usage, qualifications, and load.

- 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:**

After completion of this report, it will be presented to the Parks, Beaches, and Recreation Commission where it will be available for public input and consideration of adoption.

- **CAPP Program** – full implementation (rolled into existing policy) – submit guidelines with suggested changes
  - a. Application specifics
  - b. Qualifications
- **Scheduling**– the Task Force recommends the concept of load be used for scheduling
  - c. HOW?
- **Application Process**
  - d. Permits– should there be a limit on permits, or is it a limit on time/hours/load?
- **Staff Thoughts**– implementation, workload, and oversight requirement

Item #	Surf Camp/School Advisory Task Force Program Recommendations	Recommendation Status	Vote YES/No *
	<b>Contents</b>		
	<b>Purpose Statement</b>		
	<b>Overall Applicant Qualification Review</b>		
	<b>Permit Sizes and Mix</b>		
	<b>Load (Allocating permits based on maximum allowable program/camp participants on the beach/surf versus a static number of permits)</b>		
	<b>Application Process and Evaluation</b>		
	<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. (See below Exhibit A)	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
9	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>		
13	"Load" permit process will be used verses a set # of permits for CAPP schools only	New Recommendation	7/1
14	The PB&R Department will determine the number of permits based on usage, qualifications, and load.	New Recommendation	7/1
15	Blocks of time will be used verses entire days for CAPP schools only.	New Recommendation	8/0
17	A calendaring system will be established for permittees to schedule their blocks of time/days.	New Recommendation	7/1
18	The PB&R Department will determine the order of selection for the calendaring system.	New Recommendation	8/0
	<b>Application Process and Evaluation</b>		
20	The RFP (Request for Proposal) process will be used for CAPP permits.	New Recommendation	8/0
21	The RFP process will be used for Commercial permits?	New Recommendation	7/0
22	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	7/0
24	The length of time for a permit for CAPP is 3 years and Commercial is 5 years.	New Recommendation	7/0
29	A CARB (CAPP Application Review Body) program will be used for CAPP applicants?	New Recommendation	6/0
30	The PBR Commission will determine process for commercial applicants?	New Recommendation	5/1

\*The Task Force used a "level of agreement" process with recommendations on a scale from 0-5, with a vote of 3 and above indicating "yes."

**Surf Camp/School Advisory Task Force**  
**Purpose – Qualifications – Guidelines – Rules**  
**Exhibit -A**

**PURPOSE STATEMENT** The Task Force recommends to the adoption of the Purpose Statement. 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 public safety is considered,
- 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.

**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

## **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.

## **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 (CAP)\* 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.