



POLICY AND PROCEDURE

Subject: Management of Beach Facilities	Index: Recreational Facilities and Programs Number: 702-2
Effective Date: September 5, 2001	Prepared By: Beaches, Parks and Recreation
Supersedes:	Approved By: <i>Scott Diehl</i>

1.0 PURPOSE:

To provide a framework from which to make decisions on how to best manage permanent beach facilities in terms of their maintenance, protection, replacement, or relocation.

2.0 ORGANIZATIONS AFFECTED:

All Departments/Divisions

3.0 REFERENCES:

California Coastal Act of 1976

California Codes Harbors and Navigation Code §65-67.4

California Codes Public Resources Codes §6331-6342, §21061.1, §21068, §30600-30613

Draft Policy On Coastal Erosion Planning And Response, California Resource Agency, 2001

San Clemente General Plan

San Clemente Parks and Recreation Master Plan

U.S. Army Corps of Engineers Shore Protection Manual, Volume II, Appendix A, 1984

Voigt, Brian, 1998. Glossary of Coastal Terminology. Washington State Department of Ecology, Coastal Monitoring & Analysis Program, Publication No. 98-105.

4.0 POLICY:

In an effort to meet the recreational, environmental, physiological, and safety needs of the residents and visitors of San Clemente, and at the same time prepare for future anticipated erosion or storm damage along San Clemente's beaches, specific criteria is hereby established to monitor and manage the

development, protection, relocation, or removal of facilities located on the beach. This policy shall apply to beaches owned by the City of San Clemente only.

5.0 DEFINITIONS:

- 5.1 Beach: A deposit of non-cohesive material (e.g., sand, gravel) situated on the interface between dry land and the sea (or other large expanse of water) and actively "worked" by present-day hydrodynamics processes (i.e. waves, tides, and currents) and sometimes by winds (Voigt 1998).
- 5.2 Beach Nourishment: The process of replenishing a beach, usually by artificial means, such as the deposition of dredged material (U.S. Army Corps of Engineers Shore Protection Manual, Volume II, Appendix A, 1984).
- 5.3 Coast: A strip of land of indefinite length and width (may be tens of kilometers) that extends from the seashore inland to the first major change in terrain features (Voigt 1998).
- 5.4 Eliminate: Deletion of the existing facility from the beach with no replacement at an off beach location.
- 5.5 Environmentally Sensitive: Programs, processes and improvements that are implemented to solve a particular problem in a manner that does not negatively impact pre-existing conditions, natural process, and habitat, and shall endeavor to improve upon natural process, and habitat.
- 5.6 Erosion: The action or process of wearing away by the action of water or wind.
- 5.7 Facility: A structure that is built, installed, or established to serve a particular purpose.
- 5.8 Feasible: Capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors (CA Public Resources Code, §21061.1).
- 5.9 Hard Structures: Seawalls, revetments, riprap, or any other artificial man-made barriers designed to protect facilities from storms, wave action, or erosion.
- 5.10 Permanent Facility: Any structure, including but not limited to buildings on foundations (e.g. restrooms, concessions, Marine Safety building), piers, roads, etc., that would be difficult and expensive to relocate.
- 5.11 Protect: The use of soft or hard structures to protect facilities from storm or erosion damage.
- 5.12 Protective Measures: Planned steps or actions taken to shield from exposure, injury, or destruction.
- 5.13 Relocate: To move to an existing facility or structure to a new location on or off the beach.

- 5.14 Renovate: Repair or upgrade an existing facility.
- 5.15 Remove: Eliminate an existing facility from the beach, with possible relocation off of the beach.
- 5.16 Shoreline: The line where a body of water and the shore meet (Webster's Collegiate Dictionary, 10th Edition).
- 5.17 Significant Effect: A substantial, or potentially substantial, adverse change (CA Public Resources Code, §21068).
- 5.18 Temporary Facility: Any structure, including but not limited to playground equipment, showers, palapas, volleyball courts, picnic tables, lifeguard towers, fire rings, etc., capable of being relocated or eliminated in a relatively simple and cost effective manner.

6.0 PROCEDURE:

- 6.1 Current beach facilities and service levels (existing in 2001) to the public shall be sustained through the maintenance, protection, renovation, replacement with temporary facilities, or relocation of current facilities on the sand, unless no longer feasible due to erosion or storm damage.
- 6.2 Hazard avoidance should be the preferred method for addressing management of beach facilities in San Clemente. To address this issue, the City will not permit any additional permanent facilities to be added to the beach. This provision shall not apply to the replacement or relocation of current temporary and/or permanent facilities and their associated utilities, pursuant to section 6.1 of this policy. This provision shall also not preclude the placement of environmentally sensitive structures that have the primary purpose of retaining sand on the beach and that are included as part of a Council-approved sand nourishment or replenishment project. Following is a baseline inventory of existing temporary and/or permanent facilities (as of June 2001) which are currently on the beach:
 - 6.2.1 Access road and bridge at North Beach, traversing the Segunda Descheca storm channel;
 - 6.2.2 North Beach concession, restrooms, handicapped walkway and access to North Beach;
 - 6.2.3 Linda Lane restrooms;
 - 6.2.4 Marine Safety Headquarters and parking lot;
 - 6.2.5 Trash enclosure behind Marine Safety Headquarters;
 - 6.2.6 Access road between Marine Safety Headquarters and south T-Street restrooms, including the base of the pier access;

- 6.2.7 Picnic shelter between Marine Safety Headquarters and the pier;
 - 6.2.8 San Clemente Pier and associated improvements on the Pier;
 - 6.2.9 Base of the pier concession stand;
 - 6.2.10 Trash enclosure adjacent to Base of the Pier concession stand;
 - 6.2.11 Base of the Pier underpass;
 - 6.2.12 Base of the Pier restrooms;
 - 6.2.13 Picnic Shelter on south side of pier, south of base of pier restrooms;
 - 6.2.14 Wooden bridge between the pier and T-Street beach;
 - 6.2.15 T-Street north restrooms;
 - 6.2.16 T-Street concession stand;
 - 6.2.17 T-Street overpass;
 - 6.2.18 South T-Street restrooms; and
 - 6.2.19 Beach Trail (located along existing railroad rights-of-way from North Beach to San Clemente State Park).
- 6.3 In cases where an existing permanent and/or temporary facility is threatened by storms or sand erosion, City staff shall review options for the protection, renovation, replacement with temporary facilities, removal, or relocation of such facility. City staff shall perform a safety/risk/cost/benefit assessment of the existing permanent and/or temporary facility. Options reviewed should consider the following:
- 6.3.1 Projected storm severity and sand erosion rate at the site of the existing facility and potential for facility to be damaged or destroyed by erosion or storm surges.
 - 6.3.2 Impact of existing facility on sand erosion.
 - 6.3.3 Service value of the facility to the public, including consideration of pedestrian/vehicular access and proximity needs.
 - 6.3.4 Consideration of relocation options available to secure portions of the beach away from sand erosion and storm surges. Factors such as safety of crossing the railroad tracks, emergency service response time, and emergency access for the public shall be included in this review.
 - 6.3.5 Current economic value of facility (to be determined at the time of assessment).
 - 6.3.6 Consideration of life cycle costs of the facility, including renovation, protection, replacement with similar permanent, portable or temporary facility, relocation or

removal. Life cycle costs and stability of a replacement or renovated facility will be determined at the time of replacement.

6.3.7 Current lease agreements with concessionaires.

6.3.8 Aesthetics of renovation, relocation, or protective measures.

6.4 Prior to any protective measures being considered, an evaluation shall be made to determine the feasibility of the use of sand nourishment or replenishment as a protective measure. An evaluation of the potential environmental impact of this should be completed prior to implementation. Where and when available, the findings from local shoreline nourishment and environmental investigations may be considered and relied upon in determining the feasibility of sand nourishment or replenishment as a protective measure. Restoration of beaches should be pursued where it is deemed that further loss of beach or beachfront land used for habitat, recreation, tourism, public safety, coastal access, or coastal protection is unacceptable. Beach nourishment and restoration projects should meet the following conditions:

6.4.1 Restoration and nourishment shall meet City approved specifications relating to quantity and quality of the sand;

6.4.2 Restoration and nourishment will not have a significant effect on recreational, cultural, and paleontological resources and living marine resources or their habitats;

6.4.3 Restoration and nourishment will not result in significant negative effects elsewhere on the coast; and

6.4.4 Measures are included to encourage regional coordination to maximize the effectiveness of the sand restoration and nourishment operation within the coastline area (littoral cell).

6.5 In the event of an emergency, protective measures that are installed should be temporary until a complete evaluation of the protective measures can be made, following the procedures described within this policy. Exceptions to this provision can be made if a preliminary evaluation determines that it is cost effective (cost of the protective measures does not exceed 50% of economic value of the facility) to provide permanent protective measures at the time of the emergency, and that these permanent protective measures would meet the general provisions and requirements described elsewhere within this policy.

6.6 The use of hard structures as protective measures should be considered only after (a) sand restoration and nourishment, (b) renovation, (c) relocation (d) removal, and (e) elimination alternatives are evaluated and deemed not feasible.

6.7 Effective land use plans should be adhered to, including coastal construction setback zones, to reduce the vulnerability of relocated facilities on the beach from coastal erosion, seasonal beach fluctuations, coastal flooding, and other natural events.

6.8 On a regular basis, City staff shall evaluate the condition of existing permanent and temporary facilities to determine if renovation, relocation, removal, or elimination is warranted. Options for relocation on the beach or removal to off beach areas shall be considered.