

UNIT 611

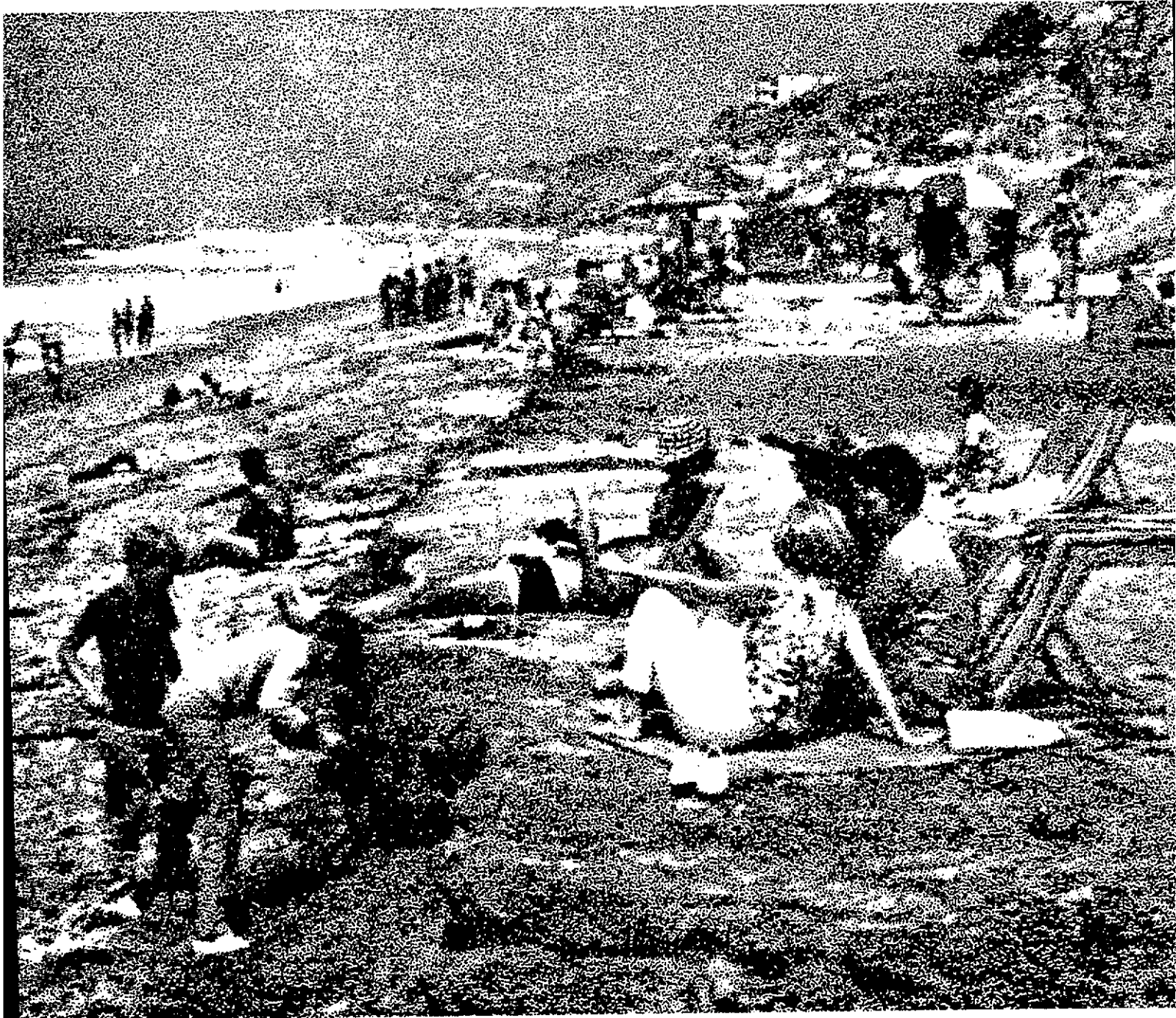
SAN CLEMENTE STATE BEACH

GENERAL DEVELOPMENT PLAN

February 1970

SAN CLEMENTE

STATE BEACH



THE GENERAL DEVELOPMENT PLAN

**SAN CLEMENTE STATE BEACH
GENERAL DEVELOPMENT PLAN**

Prepared By

MASTER PLANNING BRANCH

JANUARY 1970

Ronald Reagan
*Governor
State of California*

N. B. Livermore, Jr.
Secretary for Resources

William Penn Mott, Jr.
*Director
Department of Parks and Recreation*

James E. Warren
*Chief
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Note:

This General Development Plan report was approved on February 2, 1970 by DPR Director William Penn Mott, Jr. Evidence of this approval appears below. This plan was amended in February 1983.

A. Alan Post
Legislative Analyst
Legislative Budget Committee
State Capitol, Room 306
Sacramento, California 95814

March 15, 1970

General Development Plan
San Clemente State Beach


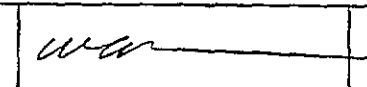
Attention: Don Benedict

The advance copy of the General Development Plan for San Clemente State Beach that was delivered to your office on February 2, 1970, was a copy of the official plan for that park unit; in fact, it was an exact copy of the same material that was transmitted to you under a cover letter of that same date from this office to the Director of Finance, with the appropriate copies for your office.



William Penn Mott, Jr.
Director

WPM:MC:ba

SURNAME DPR-199 (5-65)		
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SUMMARY

The demand for outdoor recreation opportunities is accelerating at a much faster rate than the population increase in Southern California. The provision of recreation facilities has not kept up with these recreation demands.

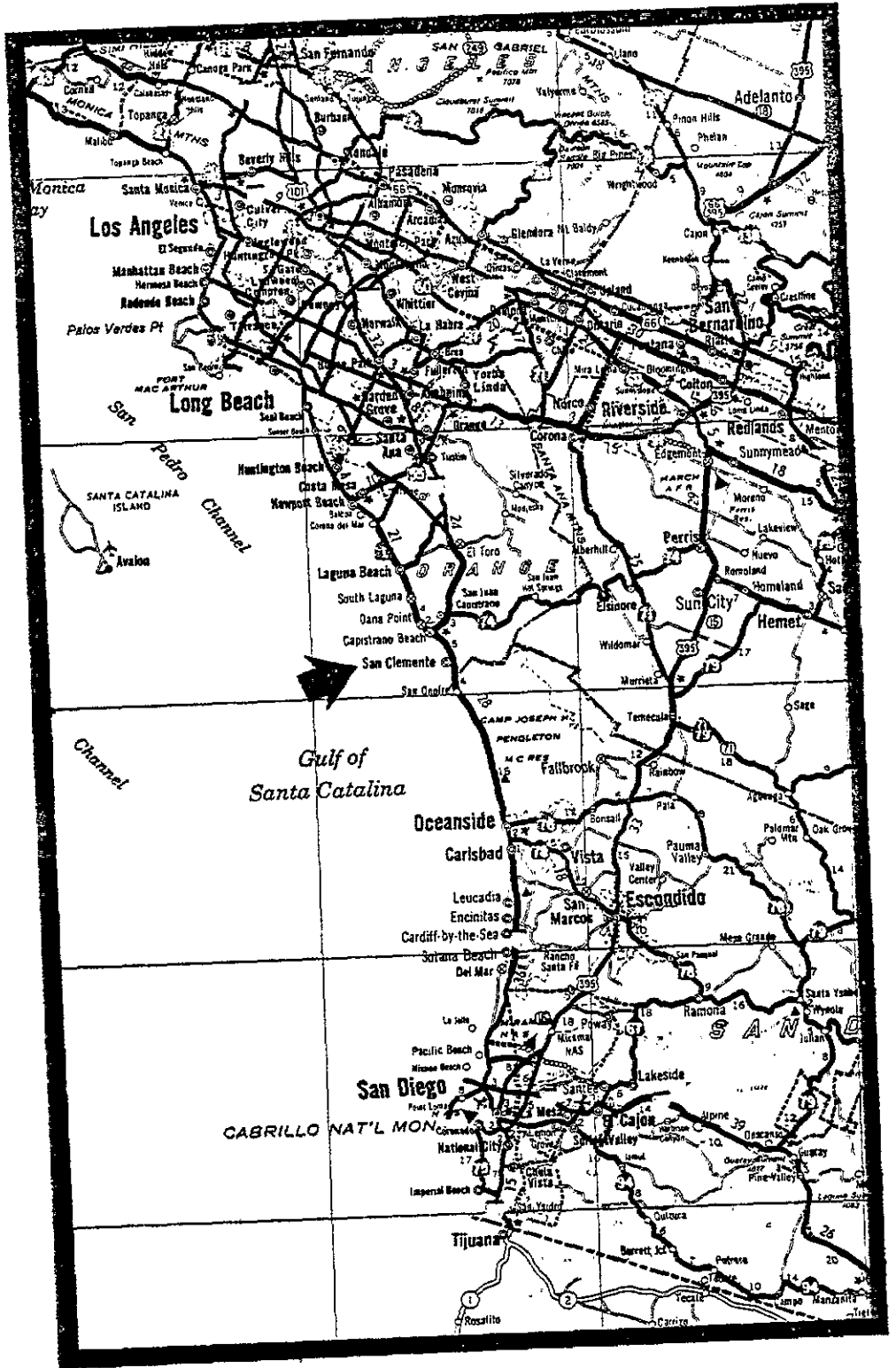
San Clemente State Beach, located midway between Los Angeles and San Diego, will provide an opportunity to meet a portion of the recreation facility deficiencies in Southern California.

The 110-acre park has been partially developed and in operation for several years. The General Development Plan proposed in this publication will more than double the existing visitor use of the park. Camping facilities are to be increased from 157 units to 300 units and day use parking increased from 189 units to 1,200 units. Other developments would be commensurate.

The capital cost for these improvements is estimated to be \$6,200,000. Additional operating costs are estimated to be \$240,000 annually and would be offset 75% or more by revenue.

FACILITIES AND COST SUMMARY

Type of Facility	Existing	Proposed Additions	Total
Camp Units	157	143	300
Group Camp Units	2	5	7
Parking Facilities (Serving Daytime Beach Use)	189	1,111	1,200
Campfire Center	0	1	1
Acres of Turf Play Space	0	7	7
Trails	5	2	2.5
Sanitation Station	0	1	1
Food and Beach Rental Service	1	0	1
Food and Laundry Services	0	1	1
Development Cost		6,200,000	6,200,000
Est. Yearly Operations Cost	102,000	242,000	344,000
Attendance	335,000	500,000	835,000
Annual Revenue	100,500	150,000	250,500



INTRODUCTION

LOCATION AND USE

San Clemente State Beach is a popular year-round ocean beach recreation area located in the City of San Clemente on the Orange County Coast midway between Los Angeles and San Diego. It provides opportunities for camping, picnicking and sand and surf activity.

LAND FEATURES

Within its 109.89 acres located between U. S. Highway 101 and the Pacific Ocean, are 14 acres of sandy beach with an ocean frontage of 6,000 feet; 50 acres of steep cliffs, gullies and arroyos rising to an elevation of 90 feet to 125 feet above the ocean to a 45-acre plateau which extends to the inland boundary adjacent to the interstate freeway.

URBAN DEVELOPMENTS

Urban development surrounds the beach on its landward sides. The main line of the Santa Fe Railroad is located at the base of the bold bluffs, separating the cliffs from the sand beach and ocean.

CLIMATE

The weather is mild all year. Summer temperatures range from 62 to 85 degrees. In the winter season the temperature varies from a low of 44 degrees to the low 70's. Rainfall averages less than 15 inches annually.

VEGETATIVE COVER

Ornamental trees and shrubs, as well as native plants, cover the upper coastal beach or plateau. Eucalyptus, Aleppo Pine and Acacia are the dominate tree cover. The bluffs and arroyos contain mostly native plants, such as toyon, sumac, coyote bush and sage.

CLASSIFICATION AND OBJECTIVE

This unit is classified as a State Beach. It is an area with frontage on the ocean . . . designed primarily to provide swimming . . . fishing and other waterfront activities.*

*Public Resources Code of the State of California, Division 5, Chapter 1, 5001.5, Paragraph (e).

The objective of the plan is to improve the visitor experience, increase the visitor capacity and preserve the unit's natural environment as a part of the southern coastal strip landscape province.

SUMMARY OF PUBLIC USE POTENTIAL

This unit has a potential of providing for 1,480 overnight visitors in 300 campsites and seven group areas, and 4,520 daytime visitors, accommodated by a parking structure adjacent to the beach with space for 1,200 cars. Most of the visitation is generated from the Los Angeles and San Diego metropolitan areas.

The existing use indicates San Clemente State Beach is a very popular year-round camp area.

HISTORY OF ACQUISITION

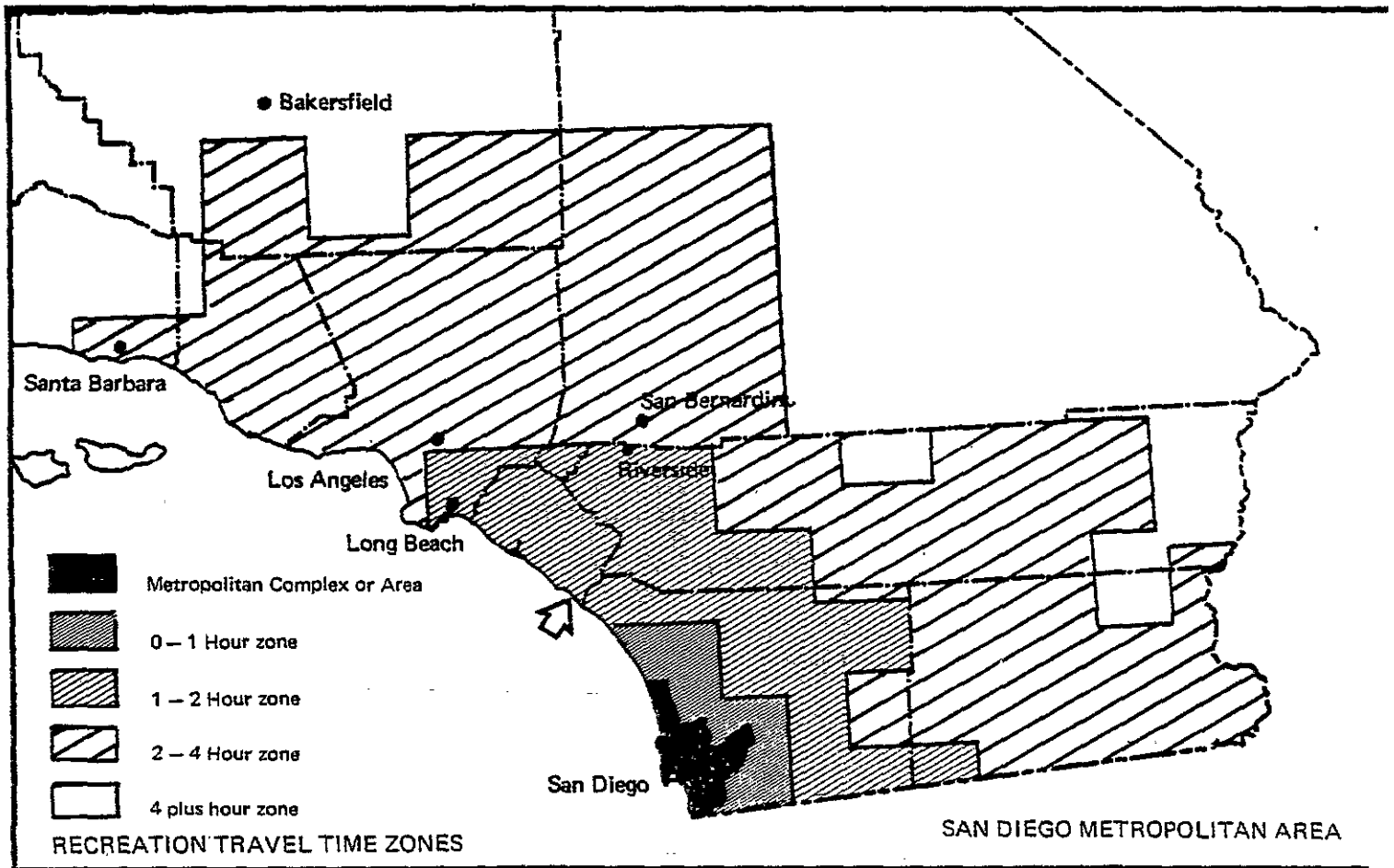
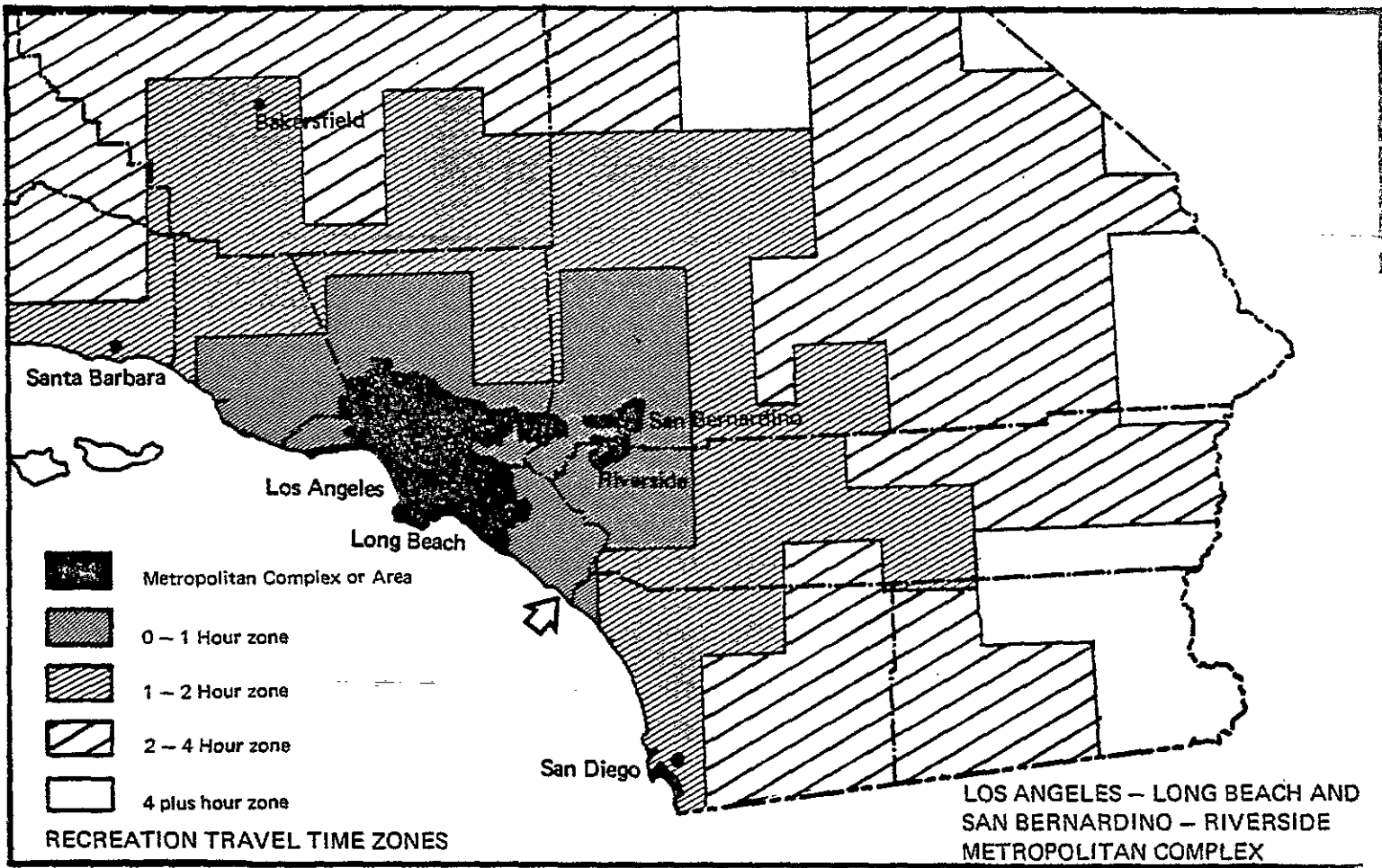
In 1931, the State of California purchased one hundred acres from the Cotton Enterprises for a State Park. Since then, small transactions have added an additional 9.9 acres.

In 1934, a Civilian Conservation Corps camp was established within the park. Headquarters for the CCC camp was that area now occupied by District 6 Headquarters. During the years from 1934 to 1937, the CCC and the WPA made many improvements in the park, many of which are still in use.

During World War II, from 1943 to 1947, the United States Coast Guard used the park as a training area. In 1947, the park was returned to the State and has been developed and utilized as such ever since.

SUMMARY OF LAND MANAGEMENT

The general philosophy for operating this unit is to accommodate more visitors than the existing development and at the same time enhance the outdoor environment. It is of major importance to maintain the landscape by watering, fertilizing, pruning, mowing, etc., in order to provide an outdoor environment which will sustain a high density of public use.



THE EXISTING PROJECTED POPULATION *

NEED

	1969	1980	1985
Los Angeles-San Bernardino-Riverside Metropolitan Complex	9,553,200	12,730,400	14,152,900
San Diego Metropolitan Area	1,297,200	1,689,400	1,898,700

*Department of Finance

POPULATION

San Clemente lies between two of the fastest growing metropolitan areas in California, Los Angeles and San Diego. It is located within the zero to one hour travel time zone of the Los Angeles metropolitan complex and within the one to two hour zone of San Diego.

RECREATION DEMAND

The recreation demand for the residents of these metropolitan areas is increasing faster than the population growth. Between 1960 and 1980 the population of the Los Angeles Metropolitan Complex will increase 67% while the recreation demand is expected to increase 92%. In the San Diego Metropolitan area the population is expected to increase 61% while the recreation demand is expected to increase 85%.

In both these metropolitan areas the recreation demand will be increasing over 1.35 times that of the population during this twenty-year period.

The new facilities needed from all suppliers to meet the existing and future recreation demands of these metropolitan areas within their respective travel time zones from San Clemente include:

	1970	1980	2000
	(Zero to one hour travel time zone)		
Los Angeles-San Bernardino-Riverside Metropolitan Complex			
Camp units	3,678	4,618	7,658
Picnic units	8,888	14,068	28,158
San Diego Metropolitan Area	(One to two hour travel time zone)		
Camp units	523	933	1,583
Picnic units	512	722	1,312

Source: Park and Recreation Information System 1969.

Public beach areas in Southern California are in critical deficiency. Existing camping facilities at beaches in Southern California are used to capacity during the entire summer season.

Analysis of the present use at San Clemente State Beach indicates that its campground had turnaways on 83 of the 92 day 1968 summer season. In order to most effectively satisfy this present demand, 860 camp units are needed in this immediate area. As a result of the Department of Parks and Recreation's reservation system by May 30, 1969, every campsite at San Clemente State Beach was reserved for the months of July and August.

LAND CAPACITY

The land-carrying capacity at San Clemente State Beach has been evaluated for each type of land form within the unit. There are four types of land forms including:

- (1) The beach
- (2) The ocean-oriented cliffs
- (3) The arroyo
- (4) The plateau or coastal bench

Sandy Beach

The sandy beach will sustain an almost unlimited number of visitors without any physical harm to the beach. The number of people allowed on the beach at any one time must be restricted, however, to provide safety and public enjoyment. The lifeguards must be able to move a rescue vehicle to any place on the beach and the opportunity must be preserved for the individual's experience or



encounter with the ocean, surf and shoreline. An average capacity of one hundred square feet per person will satisfy such safety and experiential requirements.

Ocean-Oriented Cliffs and Arroyo

The steep cliffs and the arroyo will support very few people. The cliffs between the plateau and the beach are severely eroding due to excessive and uncontrolled foot traffic. Dense vegetation thrives and erosion is not serious in the arroyo which has not been used for access between plateau and beach. The cliffs and the arroyo areas can support the necessary foot traffic if such traffic and water runoff are controlled and rehabilitation planting in the cliffs is provided and maintained. This general development plan indicates such correction of human erosion, restoration of cliffs and arroyo and restriction of use to pedestrian circulation only.

Plateau

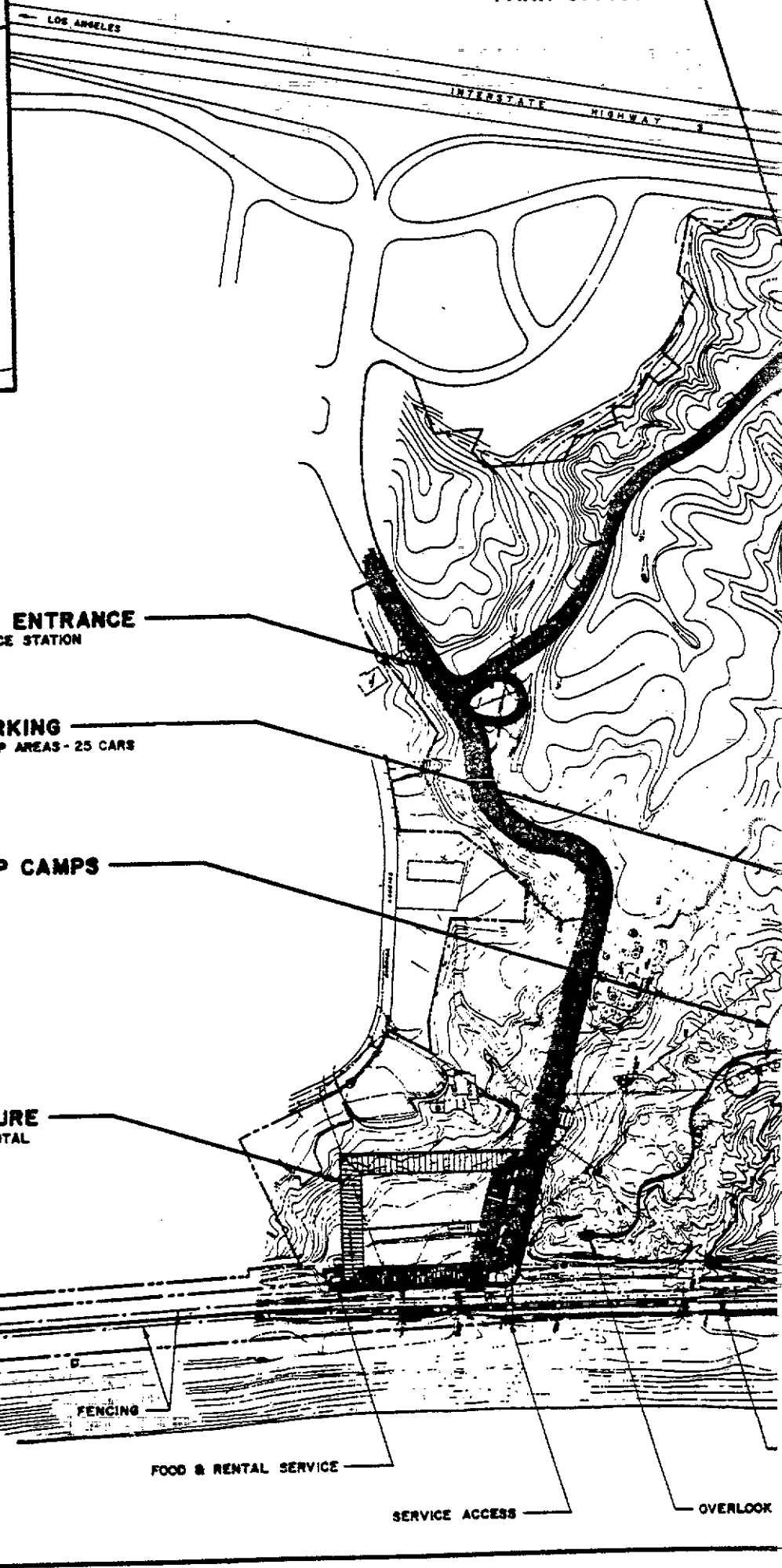
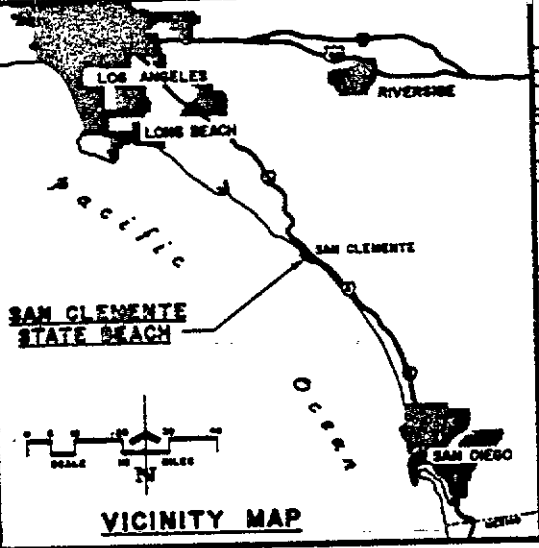
The flat upland plateau is presently unable to support the crowds of trailers now being driven onto it. Plant materials within the heavily used existing trailer camps are decreasing in quantity and quality. Ground cover does not exist, leaving bare earth which turns to dust.

The land is fertile and physically capable of supporting intensive foot traffic. The bare earth is due to uncontrolled vehicles and lack of cultural management.

The land-carrying capacity can be increased to 30 people per acre in the plateau as indicated by this general development plan by restricting vehicles to paved surfaces and providing easily maintained open landscaped greenbelts.



PARK OFFICE



PARK ENTRANCE
ENTRANCE STATION

PARKING
GROUP AREAS - 25 CARS

FOUR GROUP CAMPS

PARKING STRUCTURE
6 LEVELS - 1,200 CARS TOTAL
DAY USE PARKING

A.T. & S.F. RAILROAD

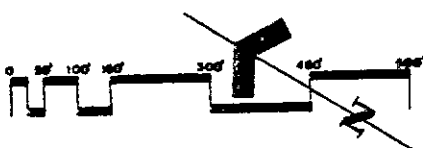
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BEACH 500 L.F.

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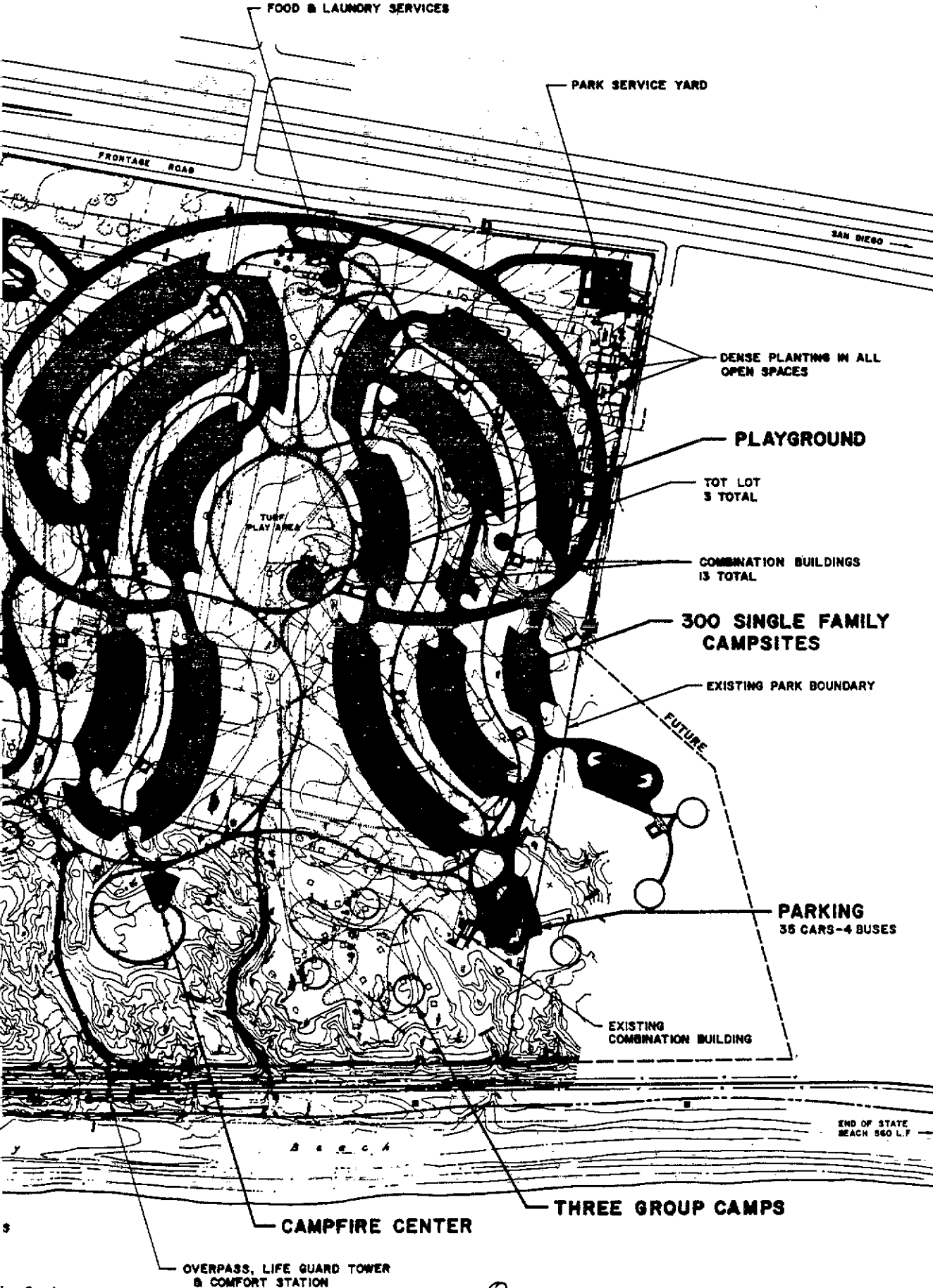
FOOD & RENTAL SERVICE

SERVICE ACCESS

OVERLOOK



ANITATION STATION



DESIGNED ROBERTSON 9-58	DATE
DRAWN W.L. 10-58	REVISIONS
CHECKED Chap 10-57	DATE

RESOURCES AGENCY OF CALIFORNIA
DEPARTMENT OF PARKS AND RECREATION

APPROVED *[Signature]* DATE 10/10/64

**SAN CLEMENTE STATE BEACH
GENERAL DEVELOPMENT PLAN**

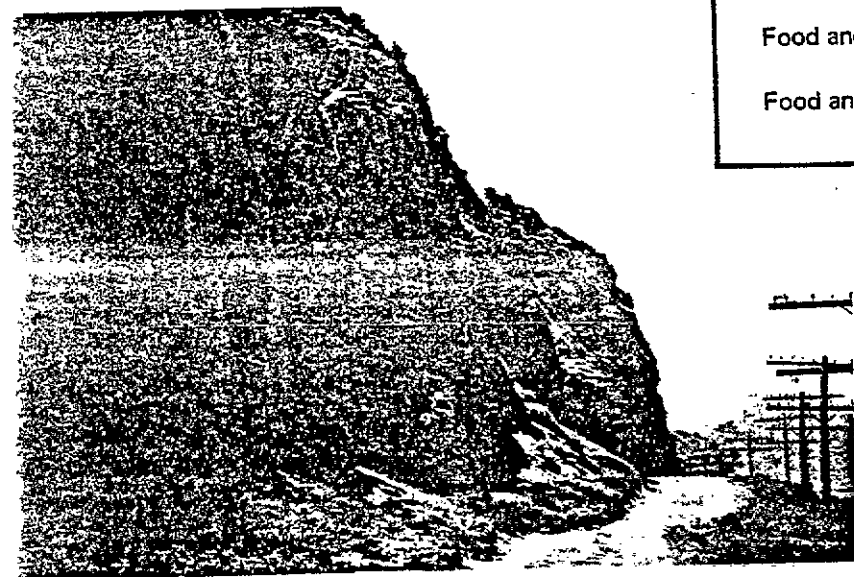
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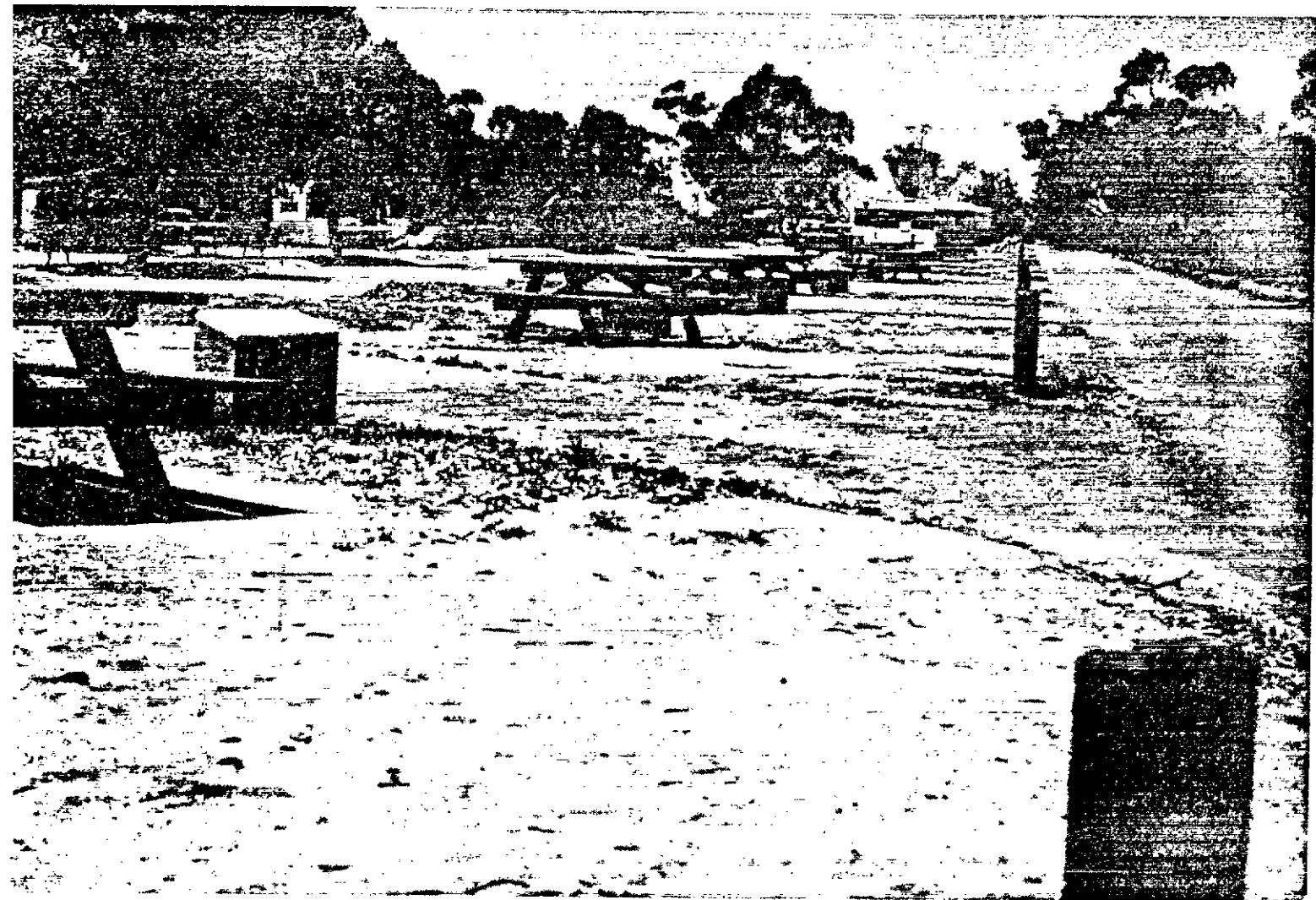
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fic *Ocean*

COMPARISON OF EXISTING AND TOTAL FACILITIES

Type of Facility	Existing	Proposed Total
Camp Units	157	300
Group Camp Units	2	7
Parking Facilities (Serving Daytime Beach Use)	189	1,200
Campfire Center	0	1
Acres of Turf Play Space	0	7
Trails (in miles)	.5 miles	2.5 miles
Trailer Sanitation Station	0	1
Food and Beach Rental Service	1	1
Food and Laundry Service	0	1





THE PLAN FOR DEVELOPMENT

EXISTING CONDITIONS

The existing development consists of 157 family campsites, seventy-two of which are equipped for trailer hookups, and thirty individual picnic sites. About 130 parking spaces exist on the plateau for picnic and beach use and another 225 parking spaces for beach use along Avenida Califia. A trail system through the bluffs to the beach includes a pedestrian underpass at the railroad right of way. Existing structures include an office, kiosk, comfort stations, combination buildings, a shop building, eight residences, and a district office with maintenance yard.

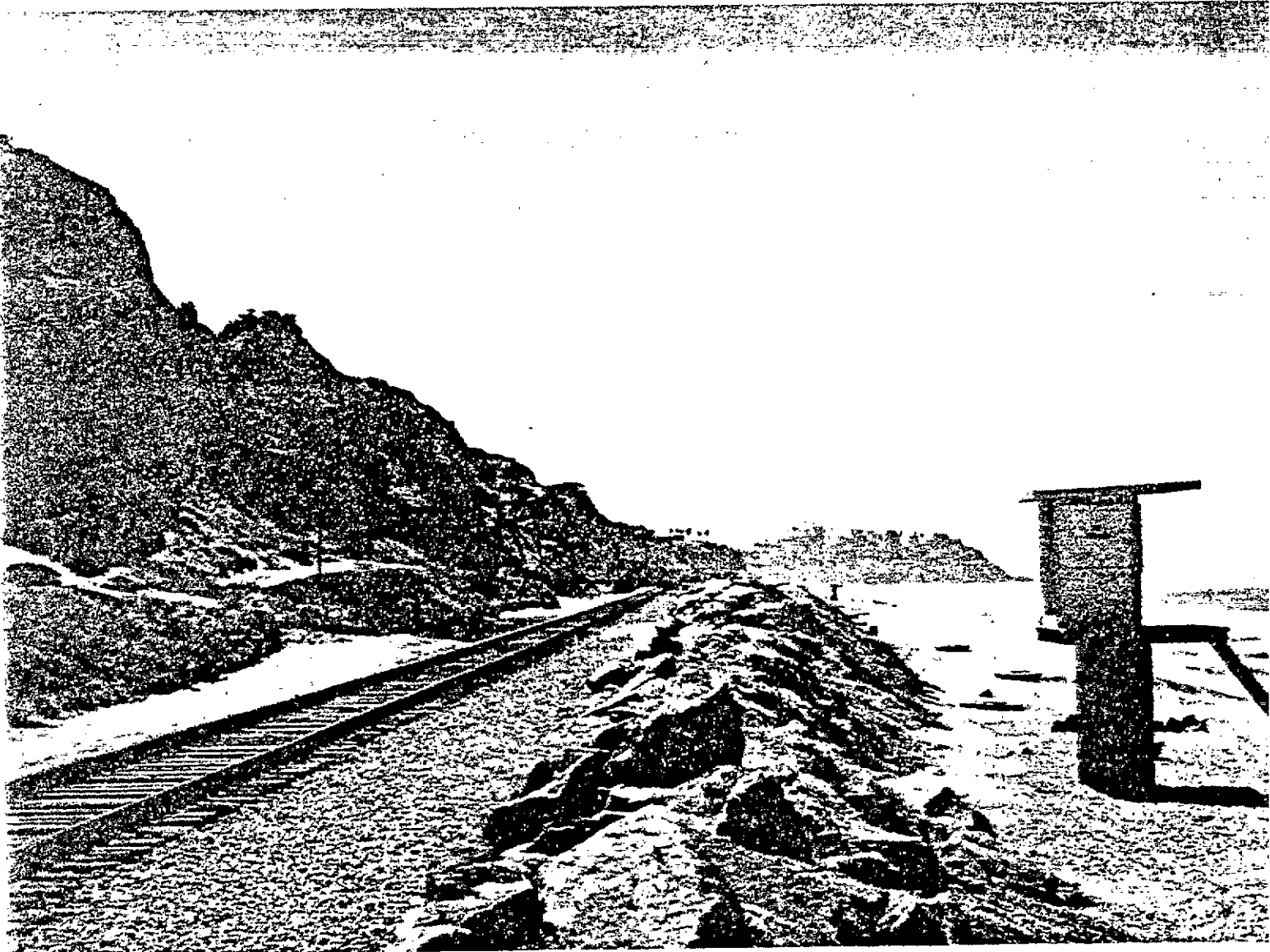
Most of the structures were built during the year from 1934 to 1937 as part of the CCC camp. The trailer campgrounds were constructed soon after World War II and additions to the camping facilities occurred in the mid-fifties. The existing district office complex and eight residences utilize about fifteen acres of the forty-five acre plateau, leaving thirty acres for public use.

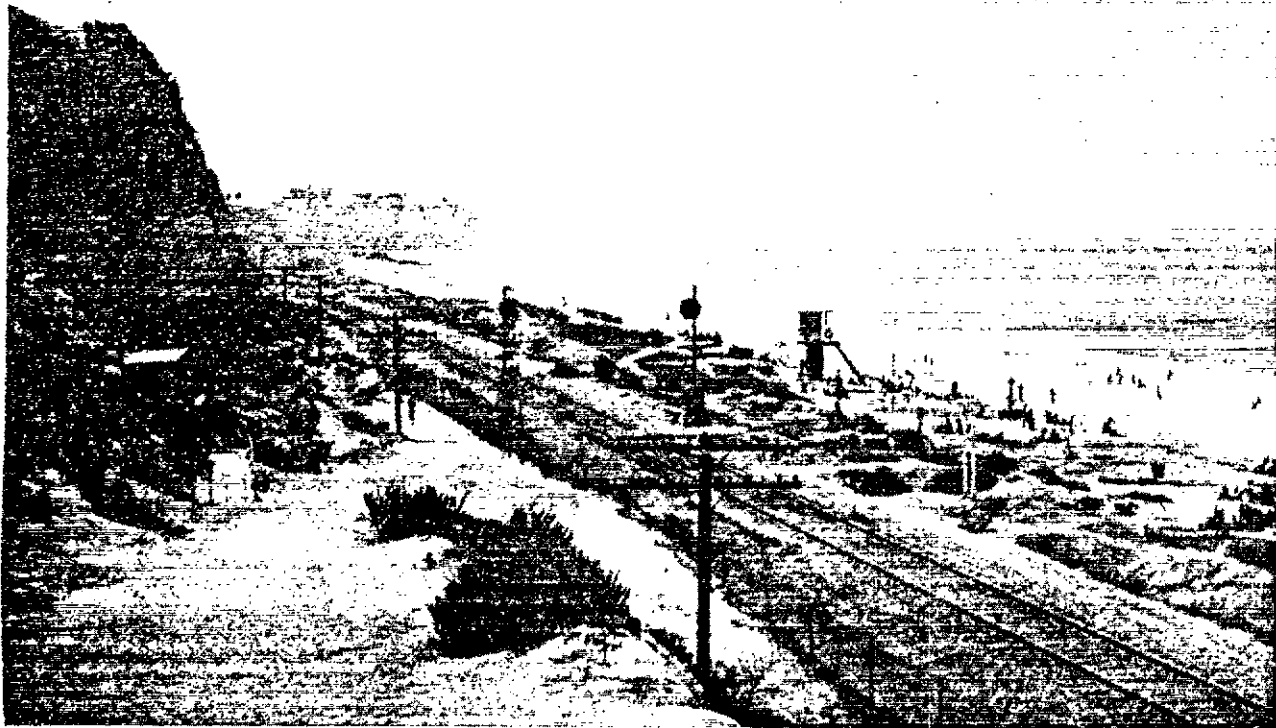
THE PROPOSED PLAN

The basic concept used to guide the design is to provide a pleasant high density overnight use facility, and to provide beach access and parking for a beach capacity of approximately one hundred square feet of beach per person.

Four rather distinct land areas are in evidence within the boundaries of the park, and each area will require a different design treatment to adapt the land to its proposed use. These four land areas include:

- (1) The beach
- (2) The ocean-oriented cliffs
- (3) The arroyo
- (4) The plateau or coastal bench





THE BEACH

The sandy beach is approximately 600,000 square feet which will facilitate 6,000 people at a density of one hundred square feet per person. The concept is to allow for such a density in the design, but to let the current park attendance figures guide the immediate need for development of beach parking. Two hundred and fifty cars can be parked on the surface of the ground at the lower end at Avenida Califia. As the parking needs increase, a structure with additional levels of parking can be added. A total of 1,200 cars can be parked in a structure at the lower end of Avenida Califia. Such a structure will be tucked into the space between the cliffs and railroad tracks without restricting the view of the ocean from Avenida Califia.

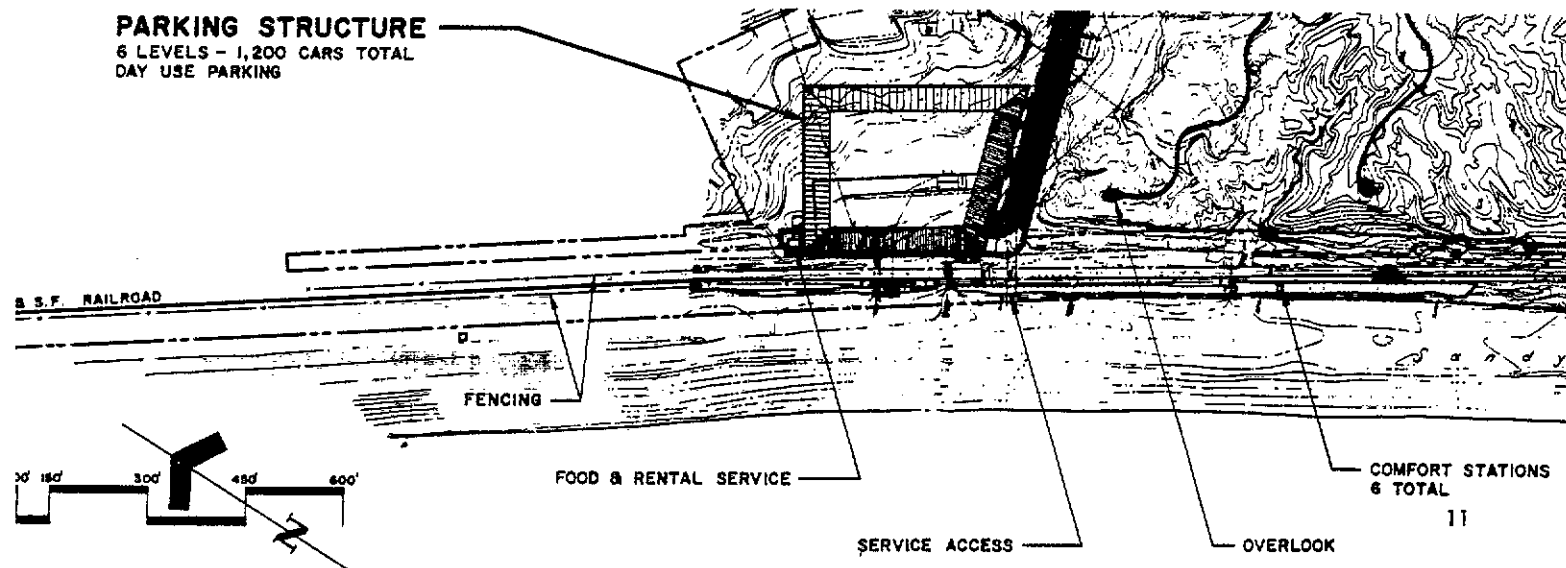
When development of the parking structure occurs, more

people can be expected on the beach. The increased beach use will necessitate additional sanitary facilities. The plan indicates a total of six rest rooms about 600 feet on center along the beach. There are existing sewer and water mains at the beach.

Access to the beach from the parking area is a problem because the main line Santa Fe Railroad tracks are between the parking area and the beach.

Pedestrian access across the tracks from the Avenida Califia parking area must be provided and the only safe solutions are a ramp over or tunnel under. A ramp over the tracks will fit best with the future plan for a parking structure and also is more economical than a tunnel.

PARKING STRUCTURE
6 LEVELS - 1,200 CARS TOTAL
DAY USE PARKING





THE OCEAN-ORIENTED CLIFFS

The bluffs and cliffs are typical of this landscape province. They should be protected from erosion or modification to preserve some of the integrity of this coastal resource. Erosion control is necessary to prevent the major canyons from cutting into the developable upland area.

Erosion Control

The plan for development indicates preserving the cliffs. The first order of importance is to control the surface runoff from the plateau by collective devices and drainage pipes. This is particularly important in the central portion of the cliffs. The cliffs to the north and south ends of the park are steeper and more stable, and less susceptible to foot traffic and erosion. The central portion of the cliffs will receive more intensive erosion control work. Besides controlling surface runoff, erosion control will be provided by planting and seeding the cliffs. Where there has been especially severe erosion, small check dams will be constructed in the drainages of the cliffs and irrigation will be provided to sustain the new plants and seeds.

Trails

Foot traffic through the central cliffs to the beach will be controlled by providing surfaced trails. Low railings will be used to provide safety and direction to the trails and away from the cliffs.

The existing trails through the cliff area serve the purpose very well of getting from the plateau to the beach and the existing trails will be improved in the new development. Existing use of the cliffs for overlooks is appropriate, but in some areas dangerous. This danger inherent in cliffs is reduced in the planned development through the use of low fencing at the edge of trails, overlooks and use areas. Such fencing should be attractive and harmonize with the architectural theme of the new park development.

Railroad Track Safety

An overpass and fences will be used for safety and control of pedestrians along the railroad tracks. Such an overpass will be incorporated with a lifeguard tower at this central location.

Campfire Center

A campfire center will also be incorporated within the central cliff area providing a view of the ocean and an appropriate setting for interpretation of the coastline.

Alternate Design Approach to the Cliffs

The solutions for use of the eroding cliffs included such ideas as grading the cliffs out and creating useable flats for hike-in camps, parking or picnic use. Such ideas were rejected because:

- (1) The cliffs are too valuable to the coastline environment to sacrifice for the small amount of use possible after grading.
- (2) Costs of grading would be high.
- (3) The area made useful after grading would be subject to the first zone of exposure to the ocean and very difficult to establish planting for controlling future erosion.

THE ARROYO

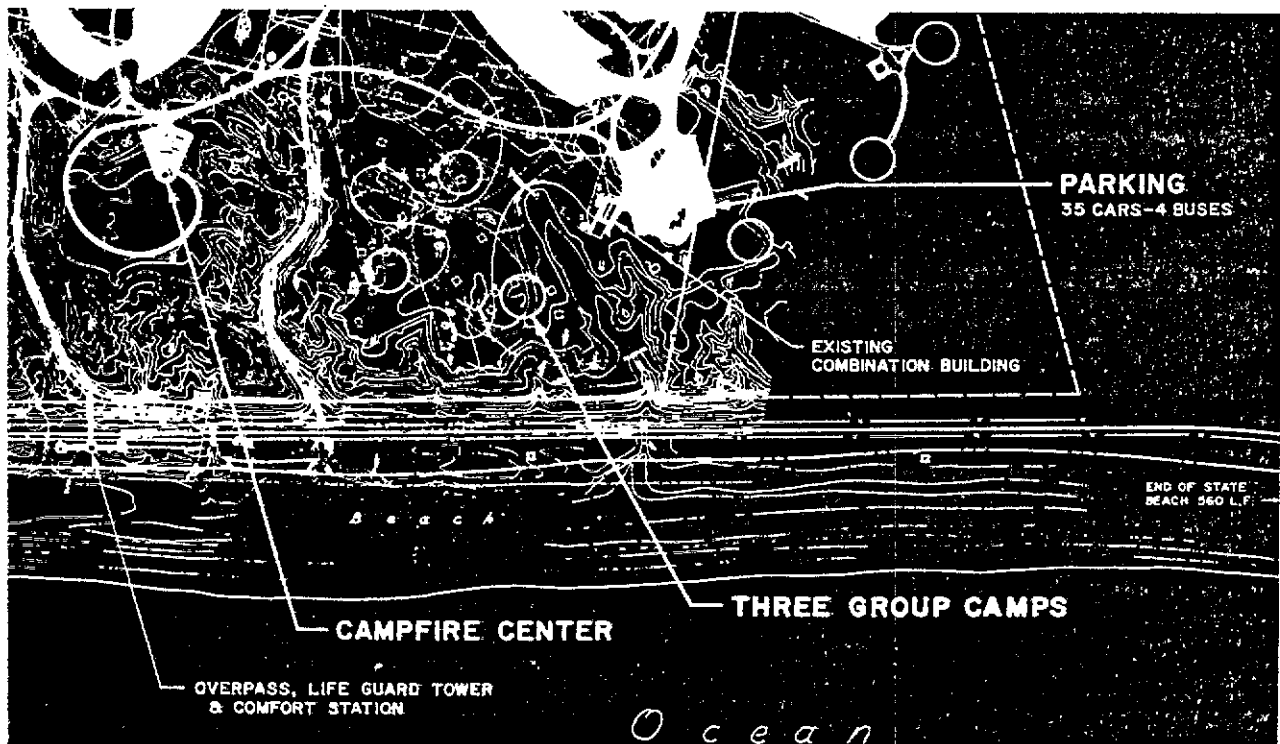
Located along the north edge of the unit adjacent to Avenida Califia Street lies the dominant drainage which is called the Arroyo.

The Arroyo portion of the park unit represents an undisturbed natural ecological system, and contains a wealth of flora and fauna. There are also fossil remains of prehistoric mammals. A nature trail through the Arroyo with interpretive exhibits are the only developments proposed.

Alternate Concept

A group camp was considered in the Arroyo during the earlier stages of design. The group camp idea was rejected due to:

- (1) Its intrusion into this natural environment.
- (2) The grading required even for a small development would encourage erosion and result in a loss of the ecological values.

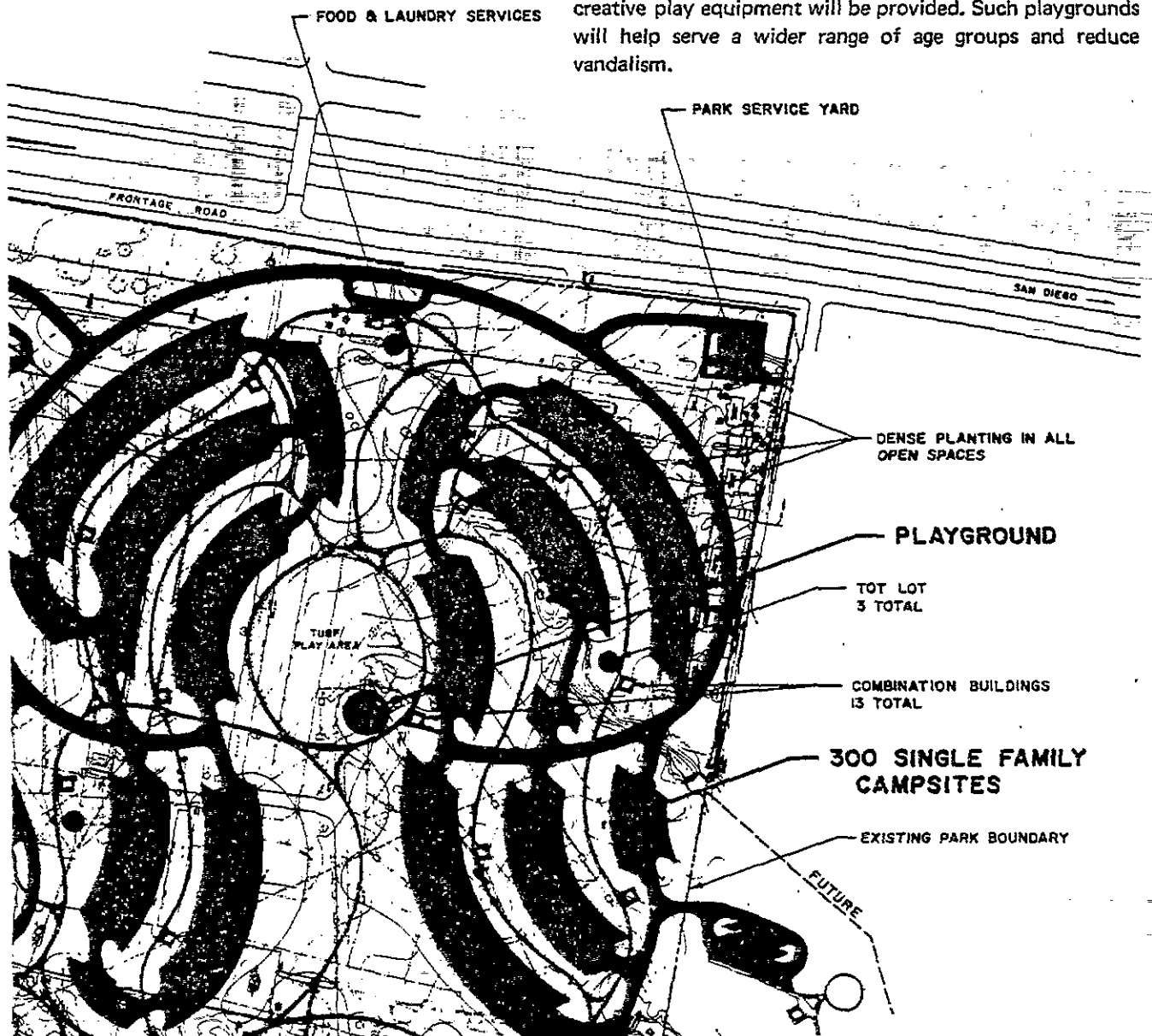


THE PLATEAU OR COASTAL BENCH

The land mass of the plateau is very adaptable to recreational development. Here is a nearly square level space 1300' x 1300' with fertile soil and some established planting.

Camping

The design represents a cluster approach to camping. Large areas of landscaped quality are preserved and created by grouping vehicles and campsites close together. A pleasing outdoor environment will be provided by carefully maintaining the large areas of plantings. A large turf area is indicated in the central portion of the development which will provide free play areas, stabilize the land and provide a grand approach to the beach. From the standpoint of public safety, the entire design is oriented toward the beach with the vehicular and pedestrian circulation separated for added safety. Three hundred individual campsites are provided around the central turf. Each site will be provided with a simple table and cooking facility on pavement adjacent to the parking spur. Three playgrounds with creative play equipment will be provided. Such playgrounds will help serve a wider range of age groups and reduce vandalism.



Group Camps

Seven group camps with parking areas nearby are provided at the top of the bluffs within the existing park boundary. An additional 3 group camps may be possible with future minor acquisition.

Alternate Design Approaches

Several ideas were considered in the design of the Plateau Area. The first approach was to supply parking for day use visitation. This idea was rejected after it was discovered that there is a possibility of leasing the Marine Base Beach known as Trestles just a mile South of San Clemente. Since the Trestles Area is located in a flood plain, no cliffs exist and parking can be provided in a much more accessible relationship to the beach. Also there are city beaches adjacent to the north boundary of the State Beach and located eight miles North of San Clemente is Doheny State Beach which is a major day use beach. San Clemente is traditionally a camper's beach and is suited well to serve camping needs. Day use can be accommodated in San Clemente State Beach at the end of Avenida Califia.

Travel Trailer Camp

Another design idea which was considered for the plateau was a conventional trailer camp. Such a camp provides a paved spur and individual utility hookups for each camp unit and a small lot approximately 50' x 30' for table, stove, cupboard and tent. This idea was rejected because the feeling of open space which is so attractive to visitors using the existing facilities is lost due to dividing the area into individual trailer spaces. Through correspondence with trailer clubs and magazines, we concluded that individual utility hookups for trailers serve rather specifically as a convenience rather than to fulfill a health or sanitation need. The proposed plan will provide all sanitation necessities, which include a trailer sanitation dump station, waste water disposal sites and combination shower and toilet buildings.

Multi-Story Camping

Another consideration was to design an open structure containing campsites. Such a structure could be several stories high with elevators for access to different levels. This idea has great advantages in that most of the plateau area would be preserved in open space and a great seacoast environment could be perpetuated. Such development was rejected without even doing a rough design or cost estimate because parking could not be adjacent to the campsite in a multi-story structure and the trailer-camper, which is the predominating existing use, would not be served.

UTILITIES

Existing water, sewer, electrical, gas and telephone systems are supplied from the City of San Clemente and are available at the site; expandable for future development.

The City of San Clemente has requested that the State supply their irrigation water separate from the potable water, and this will be carried out. This will require two water systems but payment will be made only for potable water. Therefore, over a period of years the two systems are more economical than one.

CIRCULATION

Entrance to the park is by way of Avenida Califia, an existing city street which connects directly to the freeway. An entrance station on Avenida Califia will provide positive vehicular control. At this entrance point, day use beach traffic will be separated from camping traffic. The camping area is designed so that there is never any great amount of traffic passing any one area. Pedestrian walkway will be separated from the roadways in the camping area and to the beach for public safety.

PUBLIC SERVICES

A coin-operated laundry and a store with food and emergency camper supplies will be provided in a central location on the plateau. Such services will enable the visitor to remain in the park environment throughout his visit. The hustle-bustle of city streets can be left behind by the visitor to San Clemente State Beach.

There is an existing beach rental and food service at the Avenida Califia parking area. This service will be continued and improved as the parking area is developed. The existing beach stand serves about 1,000 visitors but in the future this service should provide for 6,000 visitors to serve the full capacity of the beach.

CONCLUSION

Camping visitation will nearly double when this plan is carried out and the environment of the campground will be greatly improved over existing conditions. It must be pointed out, however, that maintenance is especially critical to the success of this development. Regular maintenance tasks such as mowing and fertilizing turf areas must be carried out. Cliff erosion must be checked and planting must be fertilized, pruned and replaced if they die. A qualified horticulturalist will be needed to supply the necessary management.

COST OF FULL DEVELOPMENT

The total cost of the proposed development indicated on the General Development Plan will be approximately \$6.2 million.*

1st Stage of Development

Structures	\$ 560,000
Site Work	870,000
Utilities	800,000
Misc. Park Furnishings	<u>230,000</u>
	\$2,460,000

25% Contingencies (Architect and Engineer Costs)	<u>415,000</u>
	\$2,875,000

Subsequent Stages of Development

Parking Structure	<u>\$3,325,000</u>
Total	\$6,200,000

*This figure is a preliminary estimate by the Department of Parks and Recreation based on General Development level planning studies. It represents current 1969 price levels. Additional detailed planning and design by Parks and Recreation and cost estimating by the Department of General Services, Office of Architecture and Construction, will result in more accurate cost estimates for individual capital outlay projects staged from the General Development Plan.

OPERATION

The present cost of operating this unit is approximately \$120,000. Upon completion of the facilities provided for by this plan, it will take an additional \$240,000 in annual operating costs. These additional costs are broken down into \$120,000 for permanent personnel, \$85,000 for seasonal personnel and \$35,000 for operating expenses.

Extremely intensive visitor use commences with the Easter vacation period and continues through September. During the mild winter season, overnight use will continue at near capacity levels especially on weekends while day use will diminish to approximately 25 per cent of capacity.

Operations at this unit are complicated by the intensive development and heavy use. Enforcement and vandalism problems require a constant patrol. Lifeguard protection is required year round even though the level of service diminishes during the winter season. Beach clean-up is required both for the large quantities of litter deposited during the summer season and the seaweed and debris brought in by the winter surf. Maintenance costs are high due to heavy use, vandalism and the corrosive effects of the ocean atmosphere. On the other hand, operating costs will be offset 75 percent or more by revenue

Staff	Annual Costs*			
	Existing		Additional	
Permanent	74MM	\$ 50,000	178MM	\$120,000
Temporary	78MM	40,000	174MM	85,000
Operating Expense		30,000		35,000
Sub Totals		\$120,000		240,000
Total Anticipated operating costs				\$360,000

*For anticipated staffing needs, see Appendix A

APPENDIX A

STAFFING NEEDS (in man months)

Permanent Staff	Existing	Additional
Ranger II	10	2
Ranger I	30	36
Lifeguard Supervisor	—	12
Lifeguard	8	24
Park Maint. Supervisor I	—	12
Park Maint. Man II	24	12
Park Maint. Man I	—	12
Maint. Assistance	—	24
Lead Groundsman	—	12
Groundsman	—	<u>36</u>
Total Permanent Staff	72	182
Seasonal Staff		
Lifeguard	30	64
Park Aid	36	70
Seasonal Ranger	<u>12</u>	<u>40</u>
Total Seasonal Staff	78	174
Total Staff	150	356