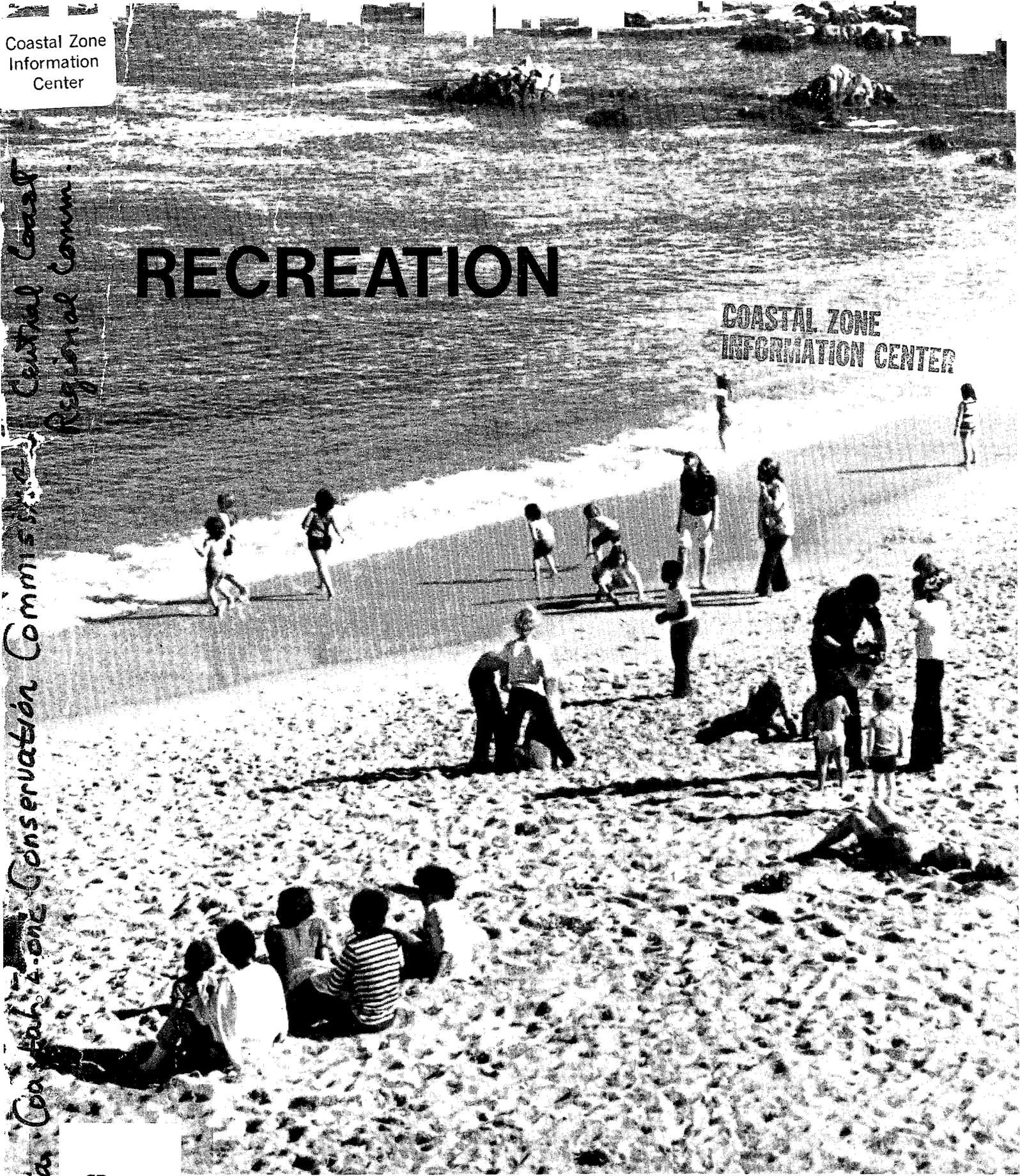


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RECREATION

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RECREATION

Part of a Study of the California Coastal Zone
Summary of the Report, "Recreation", compiled by
State and Regional Commission Staff
with extensive assistance from:

SEP 9 1974

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The California Coastal Zone Conservation Act of 1972, (Proposition 20 at the election of November 7, 1972) created the California Coastal Zone Conservation Commission and six Regional Commissions, and directed them to prepare a comprehensive, enforceable plan for the preservation, protection, restoration, and enhancement of the coastal zone.

This is one of a series of informational reports designed to help the Central Coast Regional Commission carry out this responsibility. Using these reports, the Regional Commission will develop recommendations to the California Coastal Zone Conservation Commission on statewide policy. These recommendations, together with the recommendations of the other five Regional Commission, will be the basic materials the State Commission will use in planning for the future of the California Coast.

Each report focuses on a specific aspect of the Coastal Zone. The relationship of this report to others in the same series may be seen at a glance on the next page.

This summary report was prepared by the State Commission staff, and modified by the Regional Commission staff to focus on and modify the most important Coastal planning considerations suggested by the more extensive technical report. Recommended Planning Policies are included with this document. These are only tentative, since the conclusions based on this report will need to be considered later, after other reports on different aspects of the Coastal Zone have been completed.

Cover Photo: Jack McDowell

CENTRAL COAST REGIONAL COMMISSION
Santa Cruz, California

U. S. DEPARTMENT OF COMMERCE NOAA
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August 23, 1974

Background Reports for Planning the

Future of the California Coast

Marine Environment

Geology

Coastal Land Environment

Appearance and Design

Recreation

Energy

Transportation

Intensity of Development

Powers, Funding, and Government

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This summary is abstracted from an extensive technical report covering statewide and regional issues. Copies of the technical report are available for review at the Commission office or at the following public and school libraries:

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SUMMARY REPORT—RECREATION

The California coast offers recreational enjoyment, inspiration, and rejuvenation to millions of people from California and other states, and foreign nations. People come to the coast to swim, sunbathe, beach-comb, and surf; to sail and waterski; to fish from shore, piers, and boats; to dive with and without SCUBA; and to picnic, camp, hike, ride, and drive in scenic splendor. They utilize the more than 21 State Park System units along the coast of the Central Coast Region, as well as the many local parks, beaches and recreation areas and the Los Padres National Forest. Private hotels, resorts, campgrounds, lodges, restaurants and other developments round out the myriad facilities which cater to the coastal visitor.

The beauty and variety of the coast provide outstanding recreational opportunities on which the population of California depends for its well-being and high quality of life. But the value of the coast for recreational pursuits can be destroyed by other uses which block off, build over, or degrade recreation areas. And natural resources can be damaged by overuse and abuse from recreational activities themselves.

Recreation Demand

There is no question that people want more recreational opportunities than are now available, especially at certain seasons, locations, and for particular kinds of activities. Polls and statistical studies demonstrate the existing gap between recreation supply and demand. It can also be readily seen in personal experiences: the boater who is overjoyed at getting a berthing space hours from his home after two years on a waiting

list; the family outing which ends in disappointment because there is no place to park, picnic, or camp near the beach; the swimmer who feels imperiled by power boats, surfers or polluted water.

Using many assumptions about the demand for recreational activities by various segments of the population, it is estimated that the demand for most forms of recreation will rise dramatically in the next decade. Ocean swimming, wading, and sunbathing combined are one of the largest and fastest-growing uses, and developed camping facilities are expected to be increasingly popular. Presently, less than half of the demand for campsites along the coastline is being met. Many other activities, such as fishing, underwater diving, nature study, photography and painting, and walking, hiking, riding, and bicycling, will experience rapid rises, assuming that the demand can be met. Boating alone is so popular that all the new berthing spaces planned for the next five to ten years will barely cover the existing demand.

The methods for statistically determining demand may underestimate how many people would participate in activities if they were more readily available to them. Moreover, the projections also do not take into account the fluctuations which can come from fads, new technology, and changing life-styles. Camper vehicles, for example, are a relatively new rage which grew spectacularly in popularity, then rapidly declined in sales due to gasoline shortages, but are now once again as popular as ever. SCUBA diving and hang-gliding are examples of new activities stemming from technological advances. It is difficult to predict the activities which will be enjoyed ten or twenty years from now. It is nearly certain, though, that the demand for all forms of more traditional recreation will remain very high.

Meeting the Demand

It may not be possible to meet all recreation demands, but the goal of recreation planning is to make maximum use of the potential for recreation that exists in the coastal zone. This does not mean a maximum intensity of recreational use should be accommodated in every coastal recreation area. Instead, a wide variety of recreational opportunities should be provided. This variety includes the Ventana Wilderness Area where a few hardy hikers can feel alone in untouched nature, large open areas such as Big Sur where sightseers can enjoy scenic vistas of land and water, natural habitat areas such as Elkhorn Slough where wildlife can be observed, historic areas such as Old Monterey where our cultural heritage can be appreciated. To accomplish this, the beaches and recreational facilities along the coast in the San Diego, Los Angeles, and San Francisco metropolitan areas are generally expected to accommodate the heaviest use and the most intensive activities; this would include the San Mateo and Santa Cruz County beaches. On the other hand, the rural portions of the central and northern California coastline are most appropriate for low-density recreation use. In addition, the few remaining substantial open spaces in southern California (including Camp Pendleton, the Santa Monica Mountains, and the Channel Islands) should be protected for wilderness and low-density recreation use.

The attempt to meet the rising demand for many different kinds of activities poses several problems. Recreational resources must be developed, but they must also be protected from overdevelopment which would harm the environment, degrade the recreational experience, or reduce the essential variety of the coast itself and the activities it accommodates. The areas of potential conflict are: (1) between various types of recreation; (2) between recreation and other uses; and (3) between the recreational use and the environment, the user, or the facilities provided (i.e. internal conflicts).

Conflicts Between Recreational Activities

One problem is the inherent conflict between certain types of recreational pursuits. The most striking examples occur when one use completely transforms the environment to meet its needs, such as the filling of a water area for a golf course, while other activities, such as surfing, skindiving, and boating, are displaced. Other recreational conflicts may not involve physical alterations but rather incompatible uses, such as surfing which can preclude swimming, power boating which sometimes disrupts small sailing craft and fishing, or dunebugging which displaces sunbathers.

In planning for ever-increasing demands for different recreational activities, and with the uncertainty of future needs and desires, any substantial alteration of the natural coastal environment for a specific pursuit should be discouraged. Furthermore, a variety of areas should be provided so that conflicting uses can be accommodated in separated areas. When a particular type of recreation which is in demand can be accommodated in only a few places, those areas should be reserved for that purpose, with other activities permitted only to the extent that they do not conflict with the primary activity.

Conflicts Between Recreation and Other Uses

Because of the attraction of the coast for many uses, potential passive and active recreational opportunities are commonly lost to expensive and private residential developments, general commercial uses, industrial complexes, and transportation facilities. Residential developments have been and continue to pose the greatest threat because they use up large tracts of coastal land and permanently concentrate more people along the coast, who in turn place further demands on existing public parklands. Residential developments can also restrict public access to the coast, either directly (by erecting buildings or fences) or indirectly (by overtaxing available parking and road systems). In some cases, residential

and other developments cause additional harm to recreation resources by cutting off views, degrading the visual environment, polluting the air and water, or disturbing wildlife habitat areas. Many such developments can be found in this region.

There are many areas which are simply too beautiful, environmentally sensitive, hazardous, or valuable for special uses to allow general development. Many of these have been identified in previous Central Coast Region planning elements. Such areas also serve as important recreational resources, even if only in the form of visual open space. Where development is acceptable, it must not be allowed to displace or degrade potential recreational resources; public and multiple-purpose commercial recreational uses should have priority over developments having less important public benefits. Where residential development is appropriate, densities, open space, and access should be regulated to ensure that coastal area residents will not deprive inland residents of the right to enjoy the coast's special recreational assets.

Internal Conflicts

As Californians seek to enjoy the recreational opportunities of the coast, they may destroy or congest the very attractions they want to use. To deal with this problem, recreation planners seek to establish the "recreational carrying capacity" of each area. This carrying capacity has been defined as the "character of use that can be supported over a specified time by an area developed at a certain level without causing permanent damage to the physical environment and without excessively degrading the experience of the visitor". This overall carrying capacity is limited by a combination of environmental, social, and facility capacity factors.

The environmental carrying capacity (also known as physical or biological carrying capacity) is the limit of use beyond which the natural resources of an areas will be unacceptably altered. Determining what is "unacceptable" is not always easy, as almost any activity alters the natural environment to some extent. Fragile, highly productive, or rare and unique environmental areas are all considered to have a very low tolerance for alteration. Some areas are more resilient, but can still be threatened when use is excessive.

Archaeologic research has the potential of being a most valuable tool in determining the intensity of human alteration that natural systems are adapted to accept; such research could well be the key to determining not only the most reasonable approach to managing wildlife populations--particularly in the case of the sea otter and the abalone--but also the means to fix acceptable visitor impact limits for fragile coastal lands such as Pescadero Marsh, the Monterey Bay dunes, the old-growth Monterey Cypress groves, and the Channel Islands. Therefore, for this reason alone, it is essential that there be no further preventable loss of archaeological site information.

The social capacity is the tolerance of the people themselves to the quality of the experience. Meditation on a rocky point or in a redwood forest may be disturbed by nearly any other activity in the vicinity, while beachcombing may only be degraded when there is finally no more room to walk or lie down on the sand.

Facility capacity is based on management decisions as to the amount and type of man-made improvements provided in an area. General access to the area is one very important limitation on its capacity. Along rural portions of the coastline, the limited access to the coast imposed by the constraint of road capacity generally results in a relatively low density of use which adds immeasurably to the quality of the recreation experience. More immediate facility capacity factors are the amount of

parking provided, the number of people that can be handled by restrooms, picnic tables and camping sites, the number of hotel rooms in a tourist resort, and similar considerations. This type of capacity is obviously not fixed permanently, but can be extremely useful in keeping a limit on use consistent with social or environmental carrying capacity.

All of these factors must be considered together in evaluating whether the total recreational carrying capacity of an area may be exceeded. Such evaluations are hampered by the complex, interrelated, and often subjective factors involved. Site characteristics such as climate, location, water, and access, human values, and time and type of activity all play an important role in determining how much use an area can be expected to get, and how much it can tolerate.

The capacity of the natural environment must be considered as an absolute limit to recreational use in order to protect coastal resources. Consequently, the sensitive tide pools and the highly productive wetlands should only be subjected to the most limited recreational uses. Other important natural habitat areas, particularly the small remnants of unaltered old growth Monterey Cypress forest on the shores of Carmel Bay, comprise only a few acres altogether, and thus must be considered, by virtue of scarcity alone, as especially sensitive—a single accident or unwise development action could forever and irretrievably compromise the essential integrity of these botanic treasures.

Some areas such as marine mammal and seabird rookeries are highly intolerant of any human intrusion, but only on a seasonal basis. Ano Nuevo Island and Lobos Rocks are examples. Likewise, fragile indigenous dune plant habitats found in the Marina and Asilomar areas can probably survive more recreational use during the dormant season than during the balance of the year. In more resilient areas, such as beaches, bays, bluffs and headlands, broader recreational uses can be provided, but environmental abuse such as excessive grading for facility construction,

soil compaction and destruction of vegetation from vehicle use, or dredging and filling of coastal waters for marinas must still be controlled.

In other areas, social or facility capacity may be the determining limit. No additional facility capacity should be provided if the social or environmental capacity of an area is already exceeded. Similarly, expansion of recreational uses, such as restaurants and amusements, should not be permitted if parking and road access facilities are already at capacity.

On the other hand, since the goal is to serve as much of the demand for recreation as possible, facilities should be added and expanded in areas which can accommodate increased use. This is one means for avoiding the excessive use of areas which may already be overtaxed. Other ways to avoid exceeding the carrying capacity are to encourage more use at non-peak times; to divert recreationists to activities or areas which are not used to capacity; to provide means of access other than the auto to urban beaches; to ration visitation by reservation system, limiting of parking spaces, and other measures; to educate the public to the kinds of recreational use which will not degrade the environment or the quality of experience of others; to improve interpretive programs so that the visitor appreciates—and respects—the value of the resource; and where necessary, to institute regulatory programs which permit limited, controlled uses—such as the naturalist-supervised guided walks at Pt. Lobos State Reserve—in sensitive areas.

Another very important approach to increasing designed capacity without degrading or displacing recreational uses is to provide other means of access to urban beaches than the automobile. If all recreationists must arrive at the shoreline by automobile, carrying capacity will be limited to the amount of parking and road capacity provided; to meet growing needs, more land area (needed for recreation) will be paved

over for roads and parking, and air pollution in the vicinity of recreational areas will increase. By providing more effective transit systems to serve the urbanized portions of the coastline, its unique recreational resources can be preserved while, at the same time, made available to more people.

Moreover, as many and as great a variety of recreational opportunities as possible should be made available so that the ever-increasing demand can be satisfied without over-running existing resources. Thus, the Big Sur coast (from Carmel River to San Simeon) and the coastline between Half Moon Bay and Santa Cruz should be protected for low-intensity recreational activities and the remaining open spaces along the southern California coastline should likewise be preserved.

Although much study and constant reevaluation is required to plan for optimum long-range recreational uses, there is much that can be done immediately to expand opportunities available to Californians on their coastline. Coastal resources utilization should be maximized by maintaining the full range of recreational opportunities in multiple-use recreation areas (e.g. Los Padres National Forest); by reserving adequate areas, remote from prime open space, for the development of recreational support facilities; and by ensuring access for the general public to the recreational opportunities of the tidelands and immediate shoreline to the extent consistent with preservation goals.

Multiple Use Recreational Areas

In all recreational developments, it is vital that a variety and balance of recreational needs be met. Los Padres National Forest--Monterey Ranger District illustrates how a variety of uses including swimming and picnicking, camping and hiking, hunting and fishing, recreational motoring and even underwater rockhounding areas (Jade Cove), as well as open space areas usable by children and the elderly, can all be provided in a single recreation area. However, as recreational needs and population growth increase, there is often a tendency to shift to-

wards intensive commercial recreational and residential uses in some areas not as well protected, which may actually reduce overall recreational opportunities available to the general public (e.g., the typical growth patterns around urban marinas). Before vital remaining coastal land and water resources are committed to any uses, all recreational needs must be assessed and a balance provided including both public and commercial, passive and active uses.

Support Areas

Because the shoreline itself is a finite resource, subject to ever-increasing recreational demands, it is important to reserve appropriate areas along the coast (but generally back from the immediate shoreline) for necessary recreation and support facilities. One application of this idea is the siting of parking lots and maintenance facilities upland so that the immediate shoreline can be reserved for shoreline-dependent recreational activities. Some other types of recreation not requiring shoreline location can also be provided inland, such as recreational-vehicle camping facilities, golf and field sports, and higher-intensity commercial recreation including hotels, motels, restaurants, and shops. Where appropriate, the sensitive and cautious development of such support facilities increases the overall recreational potential of the shoreline and adds to the variety and abundance of overall recreational opportunities available to the public. From concentrated nodes of inland support facilities, small-scale transportation systems and pedestrian and bicycle trails can be used to link these areas with the shoreline.

Nevertheless, the bulk of coastal uplands in rural areas yield their greatest recreational benefits when they remain undeveloped. As productive open space lands—such as agricultural and forest lands—they provide visual relief from the urban environment, and offer a setting for pleasurable driving, hiking, and riding. When they are intensively developed—

for whatever use—the scenic value of these dwindling resources is lost forever.

Public Access

The California Constitution guarantees the right of the public to get to and use the publicly-owned tidelands; the entire coastline has traditionally and historically been used by the public for recreation, but gradually this use has been denied as private developments have cut off public access with buildings and fences along the 60 percent of the coastline that is in private ownership. However, the Coastal Commission and local governments now have the power to require public access in new coastal developments, but they do not always exercise it. By amending the State Subdivision Map Act to require that such access be dedicated to the State, the interests of future generations could be protected.

The objections most often raised are that the private owners should not have to bear maintenance costs and liability for public access areas, that they should not be subjected to loss of privacy and security, and that the coastline is too fragile to be open to the general public. Despite these objections, experience indicates that public access ways can be provided without undue hardship to private property owners. Where access ways are dedicated to a public agency, liability and maintenance costs are assumed by that agency. If the landownership in areas where the public use is so limited that it does not warrant public dedication, liability is strictly limited by recent legislation, and the costs of maintenance will be low. Although public access ways may sometimes reduce privacy and security, just as public streets do, the careful design of new projects can minimize any problems. In extremely fragile areas, all access (and perhaps all development) may have to be restricted.

There are several other means, in addition to the regulatory power, to ensure and augment the public's recreational use of the shoreline. It has been suggested that where access ways are not feasible or desirable in a proposed development (because of terrain, already adequate access, or other factors), the regulatory agency could collect "in-lieu" fees and use these to purchase access in other areas through the power of eminent domain. State agencies could be empowered to collect fees, exercise eminent domain in access acquisition, and to receive access way dedications into public ownership. One of the greatest problems is that existing, de facto access is rarely documented. Areas where public access has been cut off can be restored to the public where appropriate, and an agency should be specifically charged with the job of documenting and enforcing these rights for the general public.

Finally, the right of the public to continue to use the shoreline itself should be guaranteed. While the tidelands are public property, the dry sand beaches and immediate shoreline where there is no beach, which have traditionally been used by the public, are often considered to be "private". Oregon and Texas have guaranteed public access to larger portions of their coastline through state legislation, and Congress is considering a similar law. California, too, should assert the right of its people to use the shoreline for traditional recreational uses consistent with the preservation of the coastal resources.

Specific Recreational Uses

The growing demand for nearly all forms of recreation—from beach-combing to wilderness backpacking, and from SCUBA diving to hang-gliding—has already been mentioned. There are, however, several uses—in such demand and requiring the provision of special areas—that warrant separate discussion. These are: small craft boating facilities, a coastal trail system, and educational and research preserve areas.

Small Craft Boating Facilities

Recreational boaters engaged in sailing, fishing, water-skiing, and vacation cruising make heavy use of coastal waters. California boating activities have already increased five-fold in the past 20 years, and the demand for boating facilities on the coast is expected to continue to rise. The facilities serving this boating activity range from small launching ramps to multi-purpose harbors which include residential, commercial, and other recreation uses as well as boating. Planned additions to boat slip facilities (from about 30,000 to 40,000) over the next five or ten years will only meet the existing demand.

Within our region there are presently four major small craft harbor facilities: Pillar Point in San Mateo County, Santa Cruz Yacht Harbor, Moss Landing Harbor, and the City of Monterey Harbor.

In addition there are launching facilities on the Municipal Piers in Santa Cruz and Capitola, and protected harbor capacity at Stillwater Cove in Carmel Bay (a private yacht club), as well as a protected anchorage at Ano Nuevo Bay.

Presently all of the improved facilities are at capacity. Santa Cruz Yacht Harbor has 600 pleasure craft and 215 full or part time commercial craft. The plans of the Harbor District do not include expansion within the next 10 years.

Moss Landing Harbor presently functions as the primary commercial fishing boat harbor in our region. It presently has 286 berths of which 85% are used for commercial vessels and 15% for recreational craft.

The District presently has plans to complete 104 additional berths in the near future.

Monterey Harbor, owned and operated by the City of Monterey, presently has 408 berths with sharing bringing the capacity to 426. The City has plans for expansion but feels that it is unlikely that there will be any in the near future.

Pillar Point Harbor presently accommodates some 200 moorings. It has no improved berthing facilities. Plans call for the development of 1,200 units over the next ten years but are subject to obtaining sufficient financing.

The present demand for recreational and commercial berthing far exceeds the planned expansion in our region.

The development of dry storage in conjunction with our established harbor facilities may help to reduce the shortage but will not meet the projected demand. Options to provide additional harbors and marinas are not readily available without adversely affecting the critical coastal resources in our region, although Lower Watsonville Slough has been noted as a possibility and deserves further study.

The most critical adverse environmental impact from boating is the extensive alteration of the marine environment—especially of coastal wetlands—by dredging and filling for boating facilities. However, it appears possible to accommodate increased boating activity without serious environmental damage by encouraging more thorough use of existing boats and boating facilities, by developing more dry storage areas and launching facilities and by building new marinas in less fragile areas rather than in wetlands.

To this end, the expansion of existing harbors, and the construction of new harbors, should not be at the expense of sensitive natural habitats (e.g. wetlands and dune areas); areas suitable for dry storage and launching should be developed near boating facilities, and should not be committed to other uses; natural harbors, low-level dry land areas, and other areas where there is no significant additional danger of environmental damage which could be dredged out for the development of new boating facilities with minimal environmental impacts should be reserved for future needs; and boat rental and lease programs should be developed.

Coastal Trails System

Traveling along the coastline is already recognized as an enjoyable and popular recreational experience; but large segments of the coast are presently inaccessible for recreational travel, and the accessible portion is heavily oriented toward the automobile traveler. A coastal trail system for hikers, bicyclists, and equestrians would be a valuable recreational resource, especially as the present supply of trails can meet only 46 percent of the demand in the north coast, 14 percent in the central coast, and a mere 2 percent in the south coast.

With 85 percent of the California population living within 30 miles of the coast, a coastal trails system would provide millions of people with the opportunity for riding, bicycling, or walking through the scenic and refreshing environment of the coastal areas.

Segments of a coast trails system are already being planned and developed by various governmental agencies—from local to Federal. Within the Central Coast Region all of the Recreational Plans by local governmental agencies provide for a system of trails within the Coastal Zone.

Although the priorities vary as to when their trail systems will be developed, it is anticipated that their plans will be incorporated in the Coastal Trail System. However, a coordinated overall plan is also needed.

The California Department of Parks and Recreation, working with the Coastal Commissions, the California Department of Transportation, the general public, and local, State, and Federal agencies, should establish appropriate routes. The appropriate agency should be funded and authorized to acquire trails to connect the individual segments of the coastal trails system and manage the overall system.

The Collier-Keene State Hostel Facilities Act of 1974 authorizes the Department of Parks and Recreation to provide hostel facilities in specified state park system units within San Francisco, San Mateo, Santa Cruz, Monterey, San Luis Obispo and other coastal counties. This Act also appropriates over two million dollars to develop the hostels and establish connecting trails; therefore some of the necessary legislation for the creation of a Coastal Trail system is already in effect.

In planning the coastal trails system, all agencies should be sensitive to the different needs of bicyclists, hikers, and equestrians. Where possible, none should be relegated to an edge of the automobile roadway, but rather each should have a separate, enjoyable trail, making use of ridgetops, abandoned roads and railways beds, and other such features.

The conceptual draft of the California Recreational Trails System Plan also recognizes waterway "trails" (e.g. streams of value for rafting, kayaking, and canoeing). During the spring, float trips — as well as fishing — have been popular on the Carmel River, and in varying degrees on the San Lorenzo, Soquel Creek, Pajaro, Salinas, Little Sur, and Big Sur rivers as well. So far, the recreational potential of these waterway corridors has received relatively little attention in basin planning.

Education and Research Preserves

Many of the natural and historic areas required by scientists, educators, and students for study are threatened. Just as some species are in danger of extinction as urban and recreational uses alike encroach on them, so too are many unique, delicate, and outstanding natural and historic areas. Research and education are in many senses recreational experiences in their own right, but in addition they are vital to planning and understanding man's future role in his natural surroundings.

A publicly-owned system of natural and historic preserves should, therefore, be established along the coast, with a board of educators, planners, and scientists to determine the areas to be included, to manage them appropriately, and to advise all regulatory agencies so that areas can be protected from development prior to public acquisition.

Direct acquisition and protection by various educational and scientific institutions has already proven to be a feasible technique. Present and potential examples include the Younger Lagoon-Terrace Pt. area (University of California); dune and saltmarsh habitats near Moss Landing Marine Laboratories; the dune botanic areas of the U.S. Naval Postgraduate School, Monterey; and tidal areas at Hopkins Marine Station (Stanford University) and Granite Creek Laboratory (Dept. of Fish and Game).

In certain areas, such as Del Monte Forest, private preservation efforts represent an alternative to public acquisition.

In addition, both state- and privately-owned areas can receive recognition and extra protection through designation as National Historic and Natural Landmarks; more than 120 unique archaeological, historic, geologic, scenic, and biologic sites have already been designated or recommended for further study within California, including at least two dozen in the Central Coast Region. However, at least 50% of all areas nominated are eventually rejected, either by State Historic Preservation Officer or the National Park Service, for reasons such as lack of national or scientific importance. Designation, while serving to identify the importance of the site and creating an obligation to consider its landmark status within any Environmental Impact Statement relating to the area, does not provide further protection except through enactment of state statutes. As an example, the McHugh-Bianchi Building in Santa Cruz, while nominated to the National Register of Historic Landmarks, was recently demolished amidst considerable controversy but with perfect legality.

Economics of Coastal Recreation

The economic benefits of recreation and tourism in the coastal zone are substantial. Statewide, tourism is the third largest industry. Although there are no current, adequate data to determine the direct amount of spending of all recreationists along the coast, using various assumptions and deriving information from tourism data or from room tax revenues, it can be very conservatively estimated that at least \$600 million is spent annually for recreational goods and services (food, lodging, gasoline, gear, and entertainment) in the coastal areas. If anything, the flaws in these methods lead to underestimation of actual spending. Because each dollar spent on recreation creates additional, indirect economic benefits, the tourist industry probably contributes well over \$1.5 billion to the State economy.

Coastal recreation also provides jobs—between 280,000 and 350,000 directly in the tourist industry, and at least $2\frac{1}{2}$ times that in other jobs indirectly serving or created by the recreational economy.

Financing Coastal Recreational Facilities

Coastal recreation provides economic benefits, but it also involves financial obligations. One of the difficulties in providing public recreational facilities along the coast is to determine equitable means of financing them. In many areas local cities and counties have extensive park and beach facilities. In populated urban areas, it is appropriate that area residents, who make the most use of local facilities, would contribute to their acquisition and maintenance. However, inland recreationists and local tourist-oriented businesses receive an unpaid-for benefit. One method for correcting this inequitable arrangement is for the State government to assist in paying these maintenance costs where it can be established that most of the users of a local beach come from inland areas. This would allow coastal communities to invest

more of their general funds for often desperately needed new recreational facilities.

Of course, all of the burden for providing public recreational facilities should not and does not fall on local municipalities. Most of the coastal recreational resources are of value to the entire State and some are of national significance. The public investment required to acquire, protect and develop needed coastal recreational facilities between now and 1980 has been estimated at over \$1 billion. Unfortunately, many State and Federal funding programs, which have traditionally been inadequate, are being cut back even further, since the enactment of the Federal Revenue Sharing Act of 1972. Federal contributions to recreation—either in the form of national parks and preserves or in grants to State and local programs—are now minimal. Nonetheless, there is some hope for the future.

The Federal Land and Water Conservation Fund has been significant in the past, financing park projects such as Point Reyes National Seashore, and providing local grants. The Fund has been reduced from \$14 million annual spending in California from 1970 to 1972, to only \$2.6 million in 1974. However, much of its revenues are derived from royalties paid for the extraction of minerals from offshore Federal lands—that is, from resources of the coastal zone. The Federal government could reasonably increase the mineral extraction royalties which go into this fund and could then earmark the additional monies for spending on coastal projects.

On the State level, special new funding programs should be developed, such as a bond act to purchase large portions of the coast, with a leaseback of those areas not needed for recreation to pay off the bond; tapping revenues generated by mineral extraction in State-owned offshore lands; and a special land acquisition surcharge collected from recreational motorists at a parkway entrance gate.

Conclusions

Recreation is vital to the well-being of all people. For some, gazing at farm and forest lands from a car or train window is a rewarding pleasure in life. For others, diving through an oncoming breaker may be the ultimate experience. Whatever form it takes, people want and need more recreational opportunities, as the population and pressure of modern living grow each year.

The coast, with its unique scenic and water resources, is a precious environment for recreation. But portions of it have been lost to other uses, closed off to the public, and degraded by abuse and overuse. Short-sighted compromises and individual interests must not be allowed to gradually dwindle away our coastal recreational resources. Through both public and private efforts, we must act now to protect and enhance the opportunities available to our own and future generations.

BEACH ACCESS

(Prepared by Carl C. Hetrick for South Central Coast Regional Commission)

Introduction

Today, as in the past, the major portion of California's population is clustered along the coastline. More than 13 million people live within an hour's drive of the ocean, and by 1980 this population is expected to reach 20 million (Committee on Ocean Resources, page 161). Eighty-five percent of the State's population lives within 30 miles of the ocean.

This population clustering combined with increased disposable income, leisure time, and mobility places and will continue to place tremendous demands on the State's coastal recreational resources. As described earlier, the available coastline is heavily used for such recreational activities as swimming, surfing, fishing, sunbathing, and picnicking. Many of these recreational uses of the coast require little more than public access to the beach and adjacent coastline.

Historically, the public has enjoyed virtually free and unlimited use of the coastal beaches and certain adjacent upland areas to the extent that people have come to regard them as a "commons", open to the use of all.

Various early accounts document this public use of the coastline as a commons. During the Spanish period, numerous reports indicate that California's coastline was treated as a public commons and was regularly used by the citizenry for commerce, recreation and other public purposes.

William Brewer, describing his experiences in Up and Down California, 1860-1864, writes of his travels, nature study, camping experiences and scientific experimentation along the coastline, and provides accounts of numerous public uses of the beach which he encountered along the way.

Some 50 years later, J. Smeaton Chase travelled by horseback on beach and coastal trails from Mexico to Oregon and in California Coast Trails he describes the fishing, duck hunting, clamming, and other public activities he saw on his trip.

One need only to go to the beach on any sunny day to realize that increasing numbers of people engage in these and other activities along the State's coast. Similarly, one need not search his own memory very far to think of areas which until recently have been

open to general public use, but which are now closed due to the effects of coastal development and other causes. Thus, it would seem clear that Californians have long enjoyed the use of the coastline for many public recreational activities.

This right of public access to the State's navigable waters is guaranteed by the California Constitution. It has long been recognized in California that such navigable waters are held in trust for the public. The trust also includes the tidelands up to the mean high tide line.

Prior to statehood, under Spanish law the public's right extended to the line of the highest high tide. Unfortunately, the effect of this historic right has been eroded in recent years by coastal development which blocks access not only to the dry beach area and adjacent coastal lands but also to the publicly held tidelands.

Public access through privately owned lands is necessary to make full public use of the coastline. This chapter explores the legal and practical issues involved in maintaining and increasing this access.

Legal Foundation for Public Access

The California Constitution declares that:

No individual, partnership, or corporation, claiming or possessing the frontage or tidal lands or a harbor, bay, inlet, estuary, or other navigable water in this State, shall be permitted to exclude the right of way to such water whenever it is required for any public purpose, nor to destroy or obstruct the free navigation of such water; and the Legislature shall enact such laws as will give the most liberal construction to this provision, so that access to the navigable waters of this State shall always be attainable for the people thereof.

(California Constitution, Article XV, Section 2).

In interpreting this constitutional provision, California Courts have recognized that recreation is among the "public purposes" intended. The California Supreme Court in the 1970 decision in Gion v. City of Santa Cruz, Dietz v. King, considered itself bound to "observe the strong policy expressed in the Constitution and the statutes of this State of encouraging public use of shoreline recreation areas" and further found "...we should encourage public use of shoreline areas wherever that can be done consistently with the Federal Constitution" (Gion, pp. 42-43).

In two recent actions the State Legislature has established additional means of preserving access to tidelands. In 1969, it enacted the McAteer-Petris Act and approved the San Francisco Bay Conservation and Development Plan, which requires that "maximum feasible opportunity for pedestrian access to the waterfront should be included in every new development in the Bay or on the shoreline" (BCDC, p. 29).

Of statewide significance, the Legislature enacted the 1970 Dunlap Act empowering local governments to require the dedication of shoreline access as a prior condition in the approval of new subdivisions (Business and Professions Code, Section 11610.5).

Unfortunately, the Dunlap Act contains at least four difficulties which have made its implementation less thorough going than one might have hoped. First, the Act allows the city or county in question to make "a finding that such reasonable public access is otherwise available within a reasonable distance from the subdivision." If the local jurisdiction makes such a determination the subdivider is freed from the obligation of providing public access to the shore. Second, these local determinations are not subject to review by a State agency. Third, the Act applies only to subdivisions of land, but not to lot splits. What this has meant in practice is that the Dunlap Act has gone unenforced in many of the local jurisdictions in this Region. Finally, the Act allows the access dedications to lapse if they are not accepted by a governmental entity within three years of the approval of the final subdivision map.

In 1972, the voters of the State expressed their strong desire for the enforcement of public access rights by approving Proposition 20, the California Coastal Zone Conservation Act. This Act requires that the Coastal Zone Conservation Plan shall include:

a public access element for maximum visual and physical use and enjoyment of the coastal zone by the public.
(California Public Resources Code, Section 27304)

In addition, the Act stipulates that during the interim permit period:

all permits shall be subject to reasonable terms and conditions in order to ensure (that) access to publicly owned or used beaches, recreation areas, and natural reserves is increased to the maximum extent possible by appropriate dedication...
(Section 27304)

Thus, the legal intent to preserve the public's right to shoreline access is clearly established in California statute. The Dunlap Act, the Coastal Zone Conservation Act and the BCDC Plan all provide means by which public agencies may require dedication of access by landowners requesting permits for land development.

In addition to methods enabling direct governmental exercise of the police power to ensure beach access, the California Supreme Court has recognized that access may be guaranteed through private lands if access by the general public has historically existed for any period of five years or more without members of the public having asked for or received permission from the owner. In situations such as this the Court has ruled that a property owner's intent to make a public dedication of beach access is to be implied. In Gion & Dietz, the Court held that there had been an implied dedication not only of several tracts of beach property and an access road leading to one of the tracts, but of the dry sand beach itself.

While in principle the doctrine of implied dedication is a useful tool for preserving beach access and public rights to the dry sand area, its practical utility is considerably limited. For each individual section of the coast under dispute, a public entity or a member of the general public must bring an action against the holder of the underlying fee.

The costs of such litigation are sufficiently high so as to discourage most private individuals from seeking an implied dedication in favor of the public generally. For quite different reasons local jurisdictions have been notably reluctant to press the public's access rights under the doctrine of implied dedication.

The result has been that a considerable amount of beach access has been lost by default to development and after the fact efforts on the part of property owners to extinguish implied dedications across their land. Finally, the strength of Gion & Dietz has been eroded by subsequent legislative enactments which provide relatively simple means by which coastal landowners can avoid future implied dedications to the public (Civil Code Section 813, 1008, 1009).

The State of Oregon has employed the most sweeping and potentially useful approach to assuring public use of the shoreline. The Oregon approach to public use of the coast has two principal components: the 1967 Beach Bill (ORS 390.605 et seq.) and the 1969 State Supreme Court decision in the case of State ex rel. Thornton v. Hay (462 P. 2d 671).

The chief importance of the Beach Bill is that it served as the basis for the subsequent litigation which in turn established the entire Oregon ocean shore below the "vegetation line" as a public commons. The Bill declared it to be,

"(1)...public policy of the State of Oregon to forever preserve and maintain the sovereignty of the state heretofore legally existing over the ocean shore of the state from the Columbia River on the north to the Oregon-California line on the south so that the public may have the free and uninterrupted use thereof.

(2) The Legislative Assembly recognizes that over the years the public has made frequent and uninterrupted use of the ocean shore and recognizes, further, that where such use has been legally sufficient to create rights or easements in the public through dedication, prescription, grant or otherwise, that it is in the public interest to protect and preserve the public rights or easements as a permanent part of Oregon's recreational resources.

(3) Accordingly, the Legislative Assembly hereby declares that all public rights or easements legally acquired in those lands described in subsection (2) of this section are confirmed and declared vested exclusively in the State of Oregon and shall be held and administered as state recreational areas."

By itself, this language did little more than provide a framework for subsequent case-by-case determinations of the public's right to use the shoreline.

The other important feature of the Oregon Beach Bill was that it established a permit requirement for any construction activity on the ocean side of the vegetation line.

It was this permit requirement which gave rise to the litigation terminating in the Thornton decision. Mr. and Mrs. Hay, owners of a beachfront motel, were enjoined from constructing certain fences and other improvements on the dry sand area adjacent to their motel. As formulated by the State Supreme Court "the only issue in this case...is the power of the State to limit the record owners use and enjoyment of the dry-sand area, by whatever boundaries the area may be described."

In affirming the trial Court's finding that the public had acquired a recreational easement as to the dry sand area, the Court noted that,

"The dry-sand area in Oregon has been enjoyed by the general public as a recreational adjunct of the wet-sand or foreshore area since the beginning of the state's political history. The first European settlers on these shores found the aboriginal inhabitants using the foreshore for clam-digging and the dry-sand area for their cooking fires. The newcomers continued these customs after statehood. Thus, from the time of the earliest settlement to the present day, the general public has assumed that the dry-sand area was a part of the public beach, and the public has used the dry-sand areas for picnics, gathering wood, building warming fires, and generally as a headquarters from which to supervise children or to range out over the foreshore as the tides advance and recede."

In support of its finding of a public recreational easement to all of the State's beaches, the Court passed over both the doctrines of implied dedication and the doctrine of prescription. Instead, the English common law doctrine of customary use was employed.

The Court explained its reliance upon the customary use doctrine by noting the unique nature and historic patterns of public use of the beach area. The customary use doctrine allowed the Court to deal uniformly with all beaches in the State rather than merely with the specific property which was before the Court. The Court noted that "ocean-front lands from the northern to the southern border of the State ought to be treated uniformly." Thus, with one judicial act the public rights to the use of both the dry-sand and wet-sand areas were acknowledged.

This same concept is reflected in the pending National Open Beaches Act (HR 10395, HR 3088, HR 2120 and companion bills), now before Congress. These bills would recognize the public's right to use the dry-sand area of the Nation's beaches up to the vegetation line or 200 feet inland where there is no vegetation line.

Thus, there would appear to be adequate legal precedent for the introduction of State legislation reasserting and confirming the right of public access to the dry-sand areas that Californians have historically enjoyed and that are guaranteed in other coastal States.

Reasons for Loss of Public Access

Despite a legal foundation seemingly guaranteeing the right of public access to the entire California coastline, large segments of the coast have become inaccessible for reasons described in the California Coastline Preservation and Recreation Plan:

Structures are being developed at the ocean's edge at the expense of both visual and physical access. Views of the ocean along whole segments of the coast are now obliterated by residences, industrial developments, parking lots, campgrounds, commercial establishments, and billboards. Hundreds of miles of the publicly-owned tidelands have been walled off from people by freeways, private clubs, residential and industrial developments, and military ownership. All of these uses severely restrict the shoreline visitor's access to, and use of, the state-owned sovereign lands. (CCP&PR, p.13).

Table #5 catalogs the division of ownership of the California coastline and offshore islands. Of the 1,072 miles of mainland coastline, 164 miles are Federally owned, of which 75 miles are not available for general public use because they are, for the most part, in military reservations. Two hundred six miles are State-owned, 34 miles are county-owned, and 29 miles are owned by local municipalities.

The remaining 640 miles, 60 percent of the total coastline, are in private ownership. Included in these vast private holdings are over two-thirds of the lands adjacent to the State's sandy beaches. Thus, most of that coastal shoreline type most desirable for recreational use is privately owned.

Public access across these lands to the public tidelands is often denied by one or both of the two following means. First, the upland owners often claim superior legal rights to the dry sand areas which, they assert, allow them to prohibit the public from using this area, even though Californians have historically used much of the dry sand areas as a public commons.

Second, public access to the coast is often prevented by the erection of physical barriers. Fences or other construction frequently block off portions of the shoreline areas for private use. Continuous lines of construction along the roadway may also prevent access to the ocean and coastal lands.

OWNERSHIP OF THE CALIFORNIA COASTLINE^a

	A. Total Coastline (miles)							Bays ^c	Channel Islands	Grand Total
	Total	Main Coastline ^b		Central	South Central	South	S. Diego			
Federal-open to public	88.8	23.9	43.9	21.0	0.0	0.0	0.0	37.2	20.0	146.0
Federal-Military	75.3	3.1	5.5	7.0	29.0	2.6	28.1	2.3	101.0	178.6
State	206.0	45.1	23.4	45.2	40.8	34.8	16.7	[30.7]	0.0	[299.6]
County	34.3	4.3	4.2	1.7	16.8	7.1	.2	[30.7]	0.0	[299.6]
Municipal	28.6	1.5	5.2	5.3	6.4	9.3	.9	[30.7]	0.0	[299.6]
Private	639.6	209.2	58.0	128.8	151.0	62.5	30.1	78.6	154.0	872.2
Total	1072.6	287.1	140.2	209.0	244.1	116.3	76.0	148.8	275.0	1496.4
B. Sandy Beaches--Swimming (miles)										
Federal-open to public	0.0			0.0	0.0	0.0	0.0	0.0	0.0 ^d	0.0
Federal-Military	42.2			0.0	18.8	.2	23.2	0.0	34.0	76.2
State	73.2			8.6	20.2	27.7	16.7	[9.3]	0.0	[119.5]
County	20.6	--	--	.2	16.1	4.1	.2	[9.3]	0.0	[119.5]
Municipal	16.4			.5	6.4	8.9	.6	[9.3]	0.0	[119.5]
Private	138.0			5.7	64.4	43.9	24.0	0.0	17.5	155.5
Total	290.4			15.0	125.9	84.8	64.7	9.3	51.5	351.2
C. Sandy Beaches--Non-swimming (miles)										
Federal-open to public	44.7	12.7	26.9	5.1	0.0			3.0		47.7
Federal-Military	8.2	1.3	1.2	5.7	0.0			0.0		8.2
State	64.7	28.8	7.2	15.8	12.9			[5.0]		[84.5]
County	7.6	4.3	2.4	.9	0.0	--	--	[5.0]	--	[84.5]
Municipal	7.2	1.5	4.2	1.5	0.0			[5.0]		[84.5]
Private	179.0	111.2	14.3	31.3	22.2			30.2		209.2
Total	311.4	159.8	56.2	60.9	35.1			38.2		349.6

a Sources: CDPR (1971) and U.S. Army Corps of Engineers (1971)

b Broken down according to California Coastal Zone Regional Commissions.

c Includes Humboldt, Bodega, Tomales, Drakes Estero, Bolinas, Morro, and Mission Bays.

d Channel Islands beaches assumed to be swimming beaches due to southerly location. No definite information available

Thus, the public may be able to reach the publicly-held tidelands adjacent to privately owned land only by long treks along the shoreline. Where natural barriers exist, the public tidelands often become, in effect, private property. Private control of the public tidelands seems particularly unjust when it is recognized that the entire public, through their taxes, pay for the erosion control structures, fisheries management programs, and other coastal protection programs that benefit these private coastal landowners.

As explained in the previous section, public access across some of this private property can be regained through lawsuits brought under Gion and Dietz decisions, but each decision would apply only to a specific parcel along the coastline. Public access can also be assured through the subdivision and development control process. Nevertheless, much of the already developed area along the coast and portions in private ownership, but not proposed for new development, may remain virtually closed off to the public.

This situation can be partially remedied in those areas which are proposed for development by the requirement of public access to the shoreline as a condition in the approval of permits issued by the Coastal Commission and other regulatory agencies. This access can be guaranteed by requiring the permit applicant to convey fee title or an easement in an access way to a public agency which would then take on the responsibility for maintenance and liability of the area.

Given these powers, requiring access is a relatively simple matter when the developer and the regulatory agency agree on the size and design of the access area and when a public agency is willing to accept the dedication. However, the experience of the Coastal Commission and the San Francisco Bay Conservation and Development Commissions (BCDC) has shown that complications arise when a public agency cannot be found to accept the dedication (neither the Coastal Commission nor BCDC is empowered to own or receive property), or when the permit applicant is reluctant to provide access through his property.

The attitude of some landowners is typified by the testimony of Warren Haight before the California Assembly Subcommittee on Conservation and Beaches. Speaking of a large second home subdivision developed by his company, he stated:

We have always resisted unrestricted public access through corridors, and felt this approach would make the Sea Ranch program impossible. We need the continuity of our common areas, we do feel that unrestricted and unpatrolled public access through corridors would cause the despoilment of its natural characteristics, the natural plants that are already in the ground. We've all seen samples of this. Even if they were pedestrian walkways only, they would require restroom facilities. Security is a problem. These are not only expensive, but they destroy beauty. The privacy invasion, we are certain, would scare off buyers. That is one of the main reasons that they have bought lots at the Sea Ranch, and whether fortunately or unfortunately the buyers are the people that make this program possible. The Sea Ranch is dedicated to conservation, and we feel that unrestricted public access is contrary to conservation.

Thus, property owners and to a surprising degree, the public agencies that are asked to accept the dedication of public access areas resist the requirement that public access to the coastline be guaranteed across private lands for four basic reasons: (1) they do not want to assume the liability in the event someone should be injured on the property' (2) they do not want to assume the cost of maintaining the access areas; (3) they believe the security and privacy of the nearby residents will be compromised if public access were permitted through the development; and (4) they contend some areas along the coast are too fragile to be exposed to general public access. Each of these issues is dealt with in the following section.

1. Liability

Property owners in California may be held liable for injuries that occur on their land (that is, a court may require the owner to pay the injured person for the expenses caused by the injury). Newspapers frequently carry reports of large monetary awards for such injuries. It is therefore easy to understand the concern of property owners, whether private or public, over potential injury on their land.

A landowner's liability would depend on whether his property was designed or maintained in such a way that it was the cause of the injury to the person. Prior to 1968 an owner owed a legal duty to keep his land safe for persons entering upon the property for business purposes of the owner or occupier. A substantially lesser duty was owed to social guests, trespassers, and those on the land for purposes of their own. In this latter group would be those permitted to cross the property for access to the shoreline. In 1968, in the landmark case of Rowland v. Christian, the California Supreme Court decided that the duty of an owner or occupier was not necessarily reduced because of the status of the person injured and that a high standard of care was owed to all types of users of the property. One effect of this decision was a serious concern that landowners who allowed their properties to be used by the public for recreation and access purposes would now be liable for injuries on their land. In response to this legitimate concern, in 1970 the California Legislature enacted laws to limit the liability of landowners.

One of these, Government Code Section 831.4, provides immunity for a public entity, public employee and, most importantly, the grantor of an easement to a public entity for any injury caused by the condition of a trail used for any purpose or an unpaved road (other than a street or highway) used for access to fishing, hiking, camping, riding, water sports, recreational or scenic areas. Thus where a developer (or any property owner) has dedicated an easement and it has been accepted by a public entity, neither the public body nor the grantor of the access can be held liable for the injury due to the natural condition of the access way where unimproved, or if improved, for the design and construction if done with proper approval. If the public entity improperly maintains the access way that has been improved or allows through its negligence an unnatural condition to develop on an access way other than a trail or unpaved road, liability might arise.

Also in 1970, the Legislature limited the liability of all landowners in the State when their lands are used for fishing, hunting, camping, water sports, hiking, riding or sightseeing. Civil Code Section 846 provides that an owner of any estate in land owes no duty of care to keep his premises safe for use by others for those purposes stated above. This Section does not limit liability for a willful or malicious failure to guard or warn against a dangerous condition, or for an injury to a person paying a fee for the use of the land, or for persons expressly invited rather than merely permitted to use the land. While this statute offers less complete protection against liability, it clearly protects a large segment of the access ways likely to be dedicated.

Prior to 1970, public entities were made immune from liability for injuries caused by a natural condition of any unimproved public property, including but not limited to any natural condition of any lake, stream, river or beach (California Government Code Section 831.2). In addition, any public entity was immune from liability for the design of a construction or improvement to public property where the design or plan was approved in advance by the legislative body of the public entity or an employee with the discretionary power to approve such plans (Government Code Section 830.6). Thus, the concerns of landowners and public bodies over liability appear to be considerably greater than they need be.

In addition to the statutes which either limit or immunize those providing and receiving access, liability insurance is available to protect those areas still open to risk. The cost of such insurance varies. Public agencies and large corporate landowners invariably have comprehensive insurance policies, and the additional risk created by adding or opening an access way may be insignificant. For example, East Bay Regional Park District, which has received dedications from BCDC permit applicants, must pay only an additional \$25 per year for each new access way.

In conclusion, the concerns expressed by public entities over liability for injury are not justifiable reasons for refusing a dedication of access. The only area of risk not protected by immunity statutes discussed above appears to be injuries arising out of negligent maintenance. In all likelihood this area will be covered by the agency's insurance policy.

Liability-limiting statutes protect the private landholder permitting access across his land. However, the protection is not as complete as for the public entity. Insurance costs for the grantor's residual liability should be borne by the public entity accepting the access rather than by the private individual. The Commission should therefore continue its policy of attempting to find a public entity to accept the dedication.

2. Maintenance

Concerns over maintenance of shoreline access ways often plays a pivotal role in the process of preserving access. The adjacent landowners may fear that some members of the public will leave the mark of their presence--litter and damage to the access way itself--and that they will bear some or all of the upkeep burden. The public entity (city, park district or State agency), though repared to maintain and repair the public property it already owns and controls, may not wish to add a particular parcel to its holdings due to cost or inconvenience of maintaining it. When a public entity has agreed to accept a conveyance of an easement or complete

ownership of an access way, the landowner's concerns are largely met if the conveyance is properly drawn.

In deciding whether to accept a public access dedication, local agencies often consider the cost of maintenance. The cost of maintaining a small parcel not adjacent to any of the other holdings of a public agency may be greater than otherwise because maintenance crews may be required to travel longer distances to a relatively isolated site.

To resolve this difficulty, the Powers, Funding, and Government Organization Element will propose new legislation to create a State agency to serve as a recipient for public access dedications. The agency should be charged with accepting any dedication offer approved by the Coastal Commission or successor agency, with providing maintenance as necessary, and bringing the liability for injuries, if any, on the access way under the umbrella of the public entity immunity sections discussed above, as well as under State liability insurance coverage. An entirely new department of State government does not appear to be needed. Rather, one of the agencies already owning and maintaining land for the State (such as the Department of General Services, Parks and Recreation, or the State Lands Division) could be used. The access ways could be held indefinitely or until another State or local agency is prepared to integrate the access way into its park or trail system.

3. Security and Privacy

Landowners sometimes cite their fear of a loss of security (and increase in vandalism, theft, and personal attacks) and reduced privacy as reasons for precluding the general public from new developments. These concerns raise basic, deeply felt questions that pervade our society and are not exclusive to the coastal zone. As such, the problems must be dealt with at their source and cannot be resolved by blocking off miles of the shoreline with exclusive residential developments. If anything, such a practice would aggravate the frustration that may cause some of the problems that are of concern.

Through sensitive design it may often be possible to channel public access to the coastline through ravines and gullies so that there is a physical and visual separation between the public and private areas. Similarly, by clustering the required public access into a single open space of substantial size, the remainder of a large development could be closed off to the general public while the public would enjoy the benefit of a major coastal recreational area.

4. Damage to Fragile Areas

Occasionally, permit applicants have suggested that general public access should not be permitted through their properties because the coastal areas they propose to develop are so fragile that unrestricted use by the public would destroy the area's delicate environment. As discussed in the chapters on Carrying Capacity, and Education and Research, there are many places along the coastline that are, in fact, susceptible to irreversible environmental damage if subjected to unrestricted public access.

However, in most cases these resources would be subjected to an even greater potential danger by the proposed development than by general public access. In those few cases where a project could be developed nearby a fragile coastal resource it is particularly important that at least selected members of the public (such as scientists and educators) be provided with access to the coastline. The control and restrictions of access should be regulated by a public agency empowered with the protection of the resource rather than by the private landowner, for there is no assurance that limiting the use of a fragile coastal area to the residents of a private development would protect the area from over-use.

Means of Increasing Public Access

The California Public Resources Code states that:

It is essential to the health and well-being of all citizens of this State that public access to public natural resources be increased. It is the intent of the Legislature to increase public access to public natural resources.
(Section 10002).

In addition to the requirement of access as a condition of subdivision or development approval, the State can use the power of eminent domain which is particularly valuable in areas where access has already been preempted by development or in areas which will probably not be subdivided or developed for some time. The Code of Civil Procedure defines eminent domain as "the right of the people or government to take private property for public use" (Section 1237). The Code further requires that landowners whose property is taken for public purposes must be justly compensated.

The California Constitution provides that "the right of eminent domain is hereby declared to exist in the State to all frontages on the navigable waters of this State" (Article XV, Section 1). The variety of public uses for which the State may exercise this power of eminent domain include:

Public mooring for watercraft; public parks, including parks and other places covered by water...paths, roads for the use of bicycles, tricycles, motorcycles...public transportation... (Code of Civil Procedure, Section 1238).

Thus, the State may provide almost any type of access way to or along the coastline by use of eminent domain. But in order to use eminent domain, a State agency must be specifically empowered to do so with enabling legislation. Unfortunately, the State Department of Parks and Recreation which might be expected to acquire trails and other rights-of-way to and along the coastline is not empowered to use eminent domain to do so.

In instances where access is to be obtained by eminent domain, this right should be exercised as soon as possible, before rising land prices further limit the ability of the State to finance coastal access. This point is clearly illustrated by the case of the Point Reyes National Seashore where a delay in making eminent domain purchases allowed the land to increase so much in speculative cost that Congress had to approve supplemental funding to complete the purchase.

Other means for increasing public access could be provided if enabling legislation were passed to expand the State's powers under some of the existing laws. For example, California could follow the lead of Oregon and declare all its dry sand beaches to be a commons. Because of the differences between the Oregon and California Constitutions, special care would have to be taken in drafting the statute to accomplish this goal. However, there is substantial evidence dating from the Spanish period to the present that both the public and many coastal landowners have treated at least the dry sand area of the coastline as public commons open to use by all.

Moreover, the State should aggressively bring suit on behalf of the public to enforce the public's rights under the implied dedication decisions.

The Coastal Commission and other regulatory agencies could require the payment of a fee in lieu of the dedication of access in the approval of developments where it is determined that access is desirable (e.g., where the development is along a bluff that does not permit safe beach use or where adequate access exists nearby).

The amount of the fee could be set by determining the cost of obtaining access at fair market value across the applicant's property. There is ample precedent for such a requirement in the Quimby Act (Business and Professions Code, Section 11546), which allows local jurisdictions to collect a recreation fee in lieu of land dedications in new subdivisions. The fees so raised could be used for acquiring access to and along the coast in previously developed areas where access is insufficient or in rural areas for the acquisition of a coastal right-of-way. Finally, the Dunlap Act should be amended in the following ways: (1) local determinations that "reasonable public access is otherwise available within a reasonable distance from the subdivision" should be made subject to review by an appropriate State agency; (2) the provisions of the Dunlap Act should be extended to include not just subdivisions, but all divisions of land; (3) the three-year statute of limitations on government acceptance of access dedications should be extended beyond the present three years.

Other, more ambitious methods of guaranteeing maximum access to the coast are examined in the Powers, Funding and Government Organization Plan Element.

ARCHAEOLOGY

General Finding and Suggested Policies and Guidelines

GENERAL FINDING (Courtesy of North Central Coast Regional Commission)

Many of the attractions of the coast that lure people to the shoreline today were attractive to people even in pre-historic times. The coast has been a place of human settlement for thousands of years. Archaeological sites are among the most fragile scientific resources on the coast. When lost, they are utterly non-renewable. Sites are valuable because:

- _____ they are the only record left of thousands of years of human experience.
- _____ they contain evidence of social and cultural changes that may be studied to improve our understanding of human behavior.
- _____ they record environmental and geologic changes over great periods of time.
- _____ they provide valuable clues to the environmental (physical) carrying capacity of coastal recreation areas.
- _____ they contain cemeteries and other places of religious significance to native Americans.

Sites are protected to some extent by existing laws but even with these laws, sites are lost due to lack of knowledge of the location of all sites and carelessness in the construction and approval of new coastal development.

In order to properly protect sites they must first be identified and recorded. Steps are then necessary to protect the sites from disruption. Sites that cannot be protected should be excavated by a qualified archaeologist to salvage as much information as possible. Since archaeological knowledge is of value to all Californians, financial resources are needed to plan and support such research.

Suggested

Policies and Guidelines for the Protection of the Archaeological Resources of the Coastal Zone

1. The State shall endeavor to protect and preserve the diminishing archaeological resource of the Coastal Zone.
2. In order to plan wisely and adequately for the preservation of archaeological sites, the State Historic Preservation Officer should be directed, in conjunction with the Society for California Archaeology, to develop a method, timetable, and funding for the systematic archaeological surface reconnaissance of the entire coastal zone. The "Survey Plan" shall designate highest priority areas for surveying according to the following criteria:
 - a) those areas of substantial recorded sites requiring a systematic overview (Monterey Peninsula).
 - b) those areas of identified anthropological, cultural, geologic, or ecologic "sensitivity", or those most likely to yield significant new information (Escalen cultural area, many creek areas).
 - c) those unsurveyed areas located within "urban limit lines", "urban service areas", or zoned and designated for near-future development (Live Oak, Carmel Valley, Half Moon Bay).
3. In order to facilitate the environmental review process, archaeological liaison shall be maintained between local and state environmental planning staffs and professional archaeologists in the region. At least one set of site records and maps shall be made available to professional planning staff at all times. Site maps may be kept in county planning offices, but are presumed to be for staff use only, and will be updated annually by the District Representative of the Society for California Archaeology. All archaeological impact reports, etc., received by the public agency shall also be filed with the S.C.A.
4. Representative and unique coastal Indian sites shall be preserved in the public domain, and should be integrated with recreational and other cultural facilities where feasible.
5. In order to preserve the educational value of the sites, encourage their wise use, and prevent vandalism, public access to coastal archaeological sites should be limited, and concentrated in areas where interpretive facilities and supervision are available.

6. Archaeological surface reconnaissance and impact assessment shall be required for all developments proposed on or adjacent to known archaeological sites. Normally part of the environmental impact report, these surveys shall be conducted by qualified archaeologists.

7. Large (5-acre +) parcels proposed for development shall, regardless of previous survey activity, be systematically surveyed by a professional archaeologist as part of the EIR.

8. Where a development would adversely affect a known archaeological site, the adverse impacts must be mitigated in one of the following ways (in order of preference):

- a) modification, redesign or relocation of the project to avoid destruction of the archaeological resource.
- b) inclusion of the archaeological site in the project design to avoid disturbance of the site; might include use of the site as a landscaped area (surface vegetation only), or coverage of the site with sufficient soil to prevent disturbance without compacting the midden.
- c) excavation of the site for adequate recovery of archaeological information. Such excavation may be accomplished only after other options are foregone and shall be carried out by a professional archaeologist and with the prior knowledge of the District Representative of the S.C.A.

Adequacy of the proposed mitigation measures will be determined by the public agency responsible for project approval, in cooperation with professional archaeologists.

9. Potential (indirect) impacts on archaeological sites must also be mitigated, by protecting the sites against vandalism and erosion. For instance, fences or camouflaging vegetation may be used, or in the case of erosion, drainage improvements or retaining structures placed so as to prevent or diminish the adverse impact.

10. All developments approved in the coastal zone will carry a condition that should artifacts or other archaeological evidence be discovered during construction, work will cease and a written report of the findings will be made to the public agency responsible for project approval, the State Department of Parks and Recreation (on State land), and the District Representative of

the Society for California Archaeology. These authorities will undertake an evaluation of the findings and suggest mitigation to the builder and the local or state agency within fifteen days. Construction may recommence after mitigation is completed, or where it would be unaffected by mitigation measures, immediately.

IX. CALIFORNIA COASTLINE LANDSCAPE
PRESERVATION PROJECTS
Central Coast Subprovince

Project I.D. No.		THE CENTRAL COAST SUBPROVINCE		COUNTY		PROPOSED PRESERVATION PROJECT STATUS															RESPONSIBILITY	
						PUBLIC LANDS (Acres)					PRIVATE LANDS			PROJECT TOTALS		COASTLINE MILES			PROPOSED USES (Acres)			
						STATE PARK SYSTEM LANDS	NATIONAL PARK SYSTEM LANDS	OTHER PUBLIC LANDS	TOTAL	OFFSHORE AREA	NEW AREAS OR ADJACENT LANDS	INHOLDINGS	TOTAL	TOTAL: LAND ACRES	TOTAL: PROJECT AREA (LAND ACRES + OFFSHORE)	PUBLIC LANDS	PRIVATE LANDS ADDITIONS	PROPOSED PROJECT MILES	NATURAL PRESERVE (LAND ACRES)	OTHER FEATURES WARRANTING PROTECTION		SUITABLE FOR DEVELOPMENT
18	PROPOSED PASCADERO STATE PARK (Including Pescadero SB)	S. Mateo	287	0	0	287	0	537	28	565	852	852	2.0	0.8	2.8	534	242	76	State Pk. Syst.			
19	PROPOSED POINT ANO NUEVO STATE PARK (Including Ano Nuevo SR, coastal portion - Big Basin RSP, State Wildlife Conservation Bd. - Grayhound Rock fishing access)	S. Mateo	2,219	0	101	2,320	23,760	6,288	1,618	7,906	10,226	33,986	6.5	5.5	12.0	4,820	4,782	624	State Pk. Syst.			
20	PROPOSED TERRACE POINT STATE PARK (Including Natural Bridges SB)	S. Cruz	54	0	0	54	2,574	478	0	478	532	3,106	0.7	1.6	2.3	0	321	211	State Pk. Syst.			
21	PROPOSED MONTEREY BAY STATE PARK (Including Salinas River SB)	Mon.	93	0	358	451	0	1,953	0	1,953	2,404	2,404	3.5	6.0	9.5	1,551	385	468	State Pk. Syst.			
22	PROPOSED ASILOMAR STATE PARK (Including Asilomar SB)	S. Cruz	99	0	0	99	3,960	148	0	148	247	4,207	1.5	0.5	2.0	0	183	64	State Pk. Syst.			
23	PROPOSED POINT LOBOS STATE PARK (Including Point Lobos SR, Carmel River SB)	Mon.	605	0	0	605	22,770	614	0	614	1,219	23,989	6.5	6.0	11.5	455	564	200	State Pk. Syst.			
24	PROPOSED BIG SUR STATE PARK (Including Pfeiffer Big Sur SP, Andrew Molera SP, Julia Pfeiffer Burns SP)	Mon.	4,568	0	5,900	10,468	49,500	24,921	376	25,297	35,765	85,266	10.0	15.0	25.0	24,061	9,492	2,222	S.P.S./U.S.F.S.			
25	PROPOSED MORRO BAY STATE PARK (Including Morro Bay SP, Montana de Oro SP)	S.L.O.	7,106	0	1,643	8,749	21,780	10,795	468	11,263	20,012	41,792	7.3	3.7	11.0	12,668	5,462	1,882	State Pk. Syst.			
26	PROPOSED SANTA MARIA DUNES STATE RECREATION AREA (Including portion - Pismo SB)	S.L.O.	646	0	0	646	0	4,760	0	4,760	5,406	5,406	3.4	2.3	5.7	0	4,791	615	State Pk. Syst.			
27	PROPOSED POINT SAL STATE PARK (Including Point Sal SB)	S. Ber.	49	0	330	379	14,652	4,256	0	4,256	4,636	19,287	0.9	8.5	7.4	4,296	147	192	State Pk. Syst.			
SUBPROVINCE TOTALS			15,726	0	8,332	24,058	138,996	54,750	2,490	57,240	81,298	220,294	41.3	47.9	89.2	48,376	26,369	6,554				

b) & c) Figures do not include adjoining lands outside of the Coastal Landscape Province.

From: California Dept. of Parks and Recreation, California Coastline Preservation and Recreation Plan, August 1971.

V. Projects Recommended for Acquisition from the 1974 Park Bond Program

COASTAL PROVINCE

New Projects and Additions to Existing State Park Units (\$27,900,000)

1. Little Sur River - Monterey County

This is a new project area located in southern Monterey County, approximately seven miles north of Pfeiffer Big Sur State Park. The project covers 780+ acres with 4,500+ lineal feet of ocean frontage, and has an ocean beach, fresh water lagoon, coastal grassy meadows which blend into a pine and redwood forested area in the upper or inland reaches of the project. Potential uses include picnicking, camping, hiking and beach usage.

2. Ano Nuevo State Reserve - San Mateo County

This proposed addition of 550+ acres and 9,000 lineal feet of ocean frontage extends northward, or upcoast of the existing state reserve. The area could be characterized as a large gently sloping uplifted sea terrace covered by stabilized and shifting dunes. Much of the coastline consists of sandy beaches with adequate uplands for multiple uses.

3. Purisima Ranch - San Mateo County

This is a new project area just south of the community of Half Moon Bay, consisting of 1,770+ acres with 16,000+ lineal feet of ocean frontage. The project has beaches backed by bluffs, and flat uplands. Inland of the Coast Highway, which passes through the project, are rolling coastal hills, bisected by Purisima Creek. The project will support camping, day use, hiking, and fishing.

4. Garrapata Beach - Monterey County

This is a new project area approximately five miles south of Point Lobos State Reserve. It consists of 60+ acres with 4,000+ lineal feet of ocean frontage. This is one of the most popular beaches in the Big Sur Area and would support picnicking, fishing, and other beach uses.

5. San Gregorio/Pomponio State Beaches - San Mateo County

This proposed addition consists of 600+ acres with 2,500+ lineal feet of ocean frontage and will connect the two state beaches. The ocean frontage consists of sandy beach backed by a bluff. The lands inland of the Coast Highway are primarily grass and chaparral covered coastal uplands, as well as riparian areas along Pomponio and San Gregorio Creeks. Uses may include camping, picnicking, beach use and trails primarily along the ocean and adjacent to the two streams.

6. Marina Beach - Monterey County

This is a new project area located just north of the City of Monterey near the community of Marina. It consists of 180+ acres with 6,000+ lineal feet of ocean frontage. The project has a fine sandy beach which would support sun bathing, fishing and other beach uses. The upland area behind the beach could support picnicking and limited camping.

7. Pescadero State Beach - San Mateo County

This acquisition of 340+ acres will complete acquisition of the Pescadero Marsh of which a little over 50% is presently in State ownership. The proposal includes upland area to serve as buffer and protection and includes the confluence of Pescadero and Butano Creek just prior to their combined mouth in the Pacific Ocean. The site has potential for development as an excellent bird education center. Development would consist of trails for observation of the over 160 species of shore birds, waterfowl and water-associated birds which utilize the marsh.

8. Manresa State Beach - Santa Cruz County

This proposed addition consists of 70+ acres of marine terrace overlooking the existing Manresa State Beach. It will provide a mid-point access to the state beach as well as developable upland for camping, picnicking and day use facilities relating to the beach use.

9. Zmudowski/Jetty State Beaches - Monterey County

This proposed addition of 100+ acres with 2,700+ lineal feet of ocean frontage lies between the two existing state beach units. It contains sand dunes and marsh areas, and has preservation values as well as some camping, day use and fishing potential.

10. New Brighton State Beach - Santa Cruz County

This proposed addition to this heavily used state beach would consist of 95+ acres and 1,540+ lineal feet of ocean frontage. The project has an excellent sandy swimming and sunbathing beach backed by a relatively steep bluff and upland which is heavily wooded. Development would consist of camping in the upper forested areas and day use facilities relating to the excellent sandy beach.

11. Pomponio State Beach - San Mateo County

This inholding located adjacent to Horseshoe Gulch and consisting of 14.7+ acres is surrounded on three sides by the existing state beach and on the fourth side by Highway 1. The property is presently for sale and its acquisition will eliminate an administrative problem as well as provide area for public access and day use facilities relating to beach use.

12. Sunset State Beach - Santa Cruz County

This proposed addition of 13+ acres is a complete inholding within the existing Sunset State Beach. The property consists primarily of open fields. Acquisition of this parcel will remove an administration problem as well as provide additional upland for development of day-use oriented facilities.

13. Thornton State Beach - San Mateo County

This proposed addition would add 36+ acres with 1,000+ lineal feet of ocean frontage north or upcoast of the existing Thornton State Beach. The parcel contains excellent sandy beach backed by bluffs and upland areas. Proposed developments could include a more aesthetic park entrance, additional beach access trails and added beach-related day use facilities.

14. Julia P. Burns State Park - Monterey County

There are three inholding parcels within this park which are proposed for acquisition. The first parcel is an L-shaped 120+ acre area near the northern boundary of the state park. The second parcel consists of 50+ acres with 2,500+ lineal feet of ocean frontage and is a complete inholding along Highway 1. The third parcel is a complete inholding and consists of 40+ acres in McWay Canyon. Acquisition of these parcels will eliminate private access and administrative problems.

15. Big Basin Redwoods State Park - San Mateo/Santa Cruz County

There are presently 4,660+ acres of privately owned land within the approved boundaries of Big Basin Redwoods State Park. These parcels are located in the Waddell Creek, Finney Creek, Ano Nuevo Creek, and Last Chance Creek drainages, as well as the Pine Mountain and Little Basin areas. A specific amount will be set aside for acquisition of those areas which are most critical or are threatened by imminent development.

16. Monterey State Historic Park - Monterey County

There are two additions at this unit. The first includes the Old Whaling Station and the Old Brick House located on Decatur Street; and the second consisting of a small area known as the Hidden Village south of the Casa del Oro on Olivier Street. The Whaling Station is one of the most attractive adobes in Monterey and the Brick House is the first of its kind in California. Located near the Custom House Plaza, they will provide an architectural buffer and historical interpretive values required to supplement the Department's interpretive program. The Hidden Village is required as a buffer between the historical complex which makes up the lower Alvarado Street, Olivier Street and Pacific Street area, and the planned hotel-conference center building soon to be constructed to the south. The amount of property involved totals 2.7+ acres.

17. Santa Cruz Mountain Trail

Various trail acquisitions, easements, etc., to connect major and minor State Park units in the Santa Cruz Mountains (Santa Cruz, San Mateo and Santa Clara Counties) and to expand an existing 45-mile trail system now connecting Castle Rock State Park with Big Basin Redwoods State Park. It is proposed to use 1974 Park Bond Act funds to extend this existing trail system.

VI. Other Current State Park Projects and Proposals

San Mateo County

San Pedro Beach, Pacifica

Santa Cruz County

Waddell Creek (also see Big Basin entry on 1974
State Park Bond Act table)

Wilder Ranch

Monterey County

Carmel Bay

Carmel River State Beach/Pt. Lobos State Reserve
additions (Odello west, Hudson tracts)

TABLE VII

I. National Historic and Natural Landmarks

San Francisco Bay Discovery Site
Monterey Old Town Historic District
U. S. Custom House, Monterey
Royal Presidio Chapel, Monterey
Larkin House, Monterey
Carmel Mission
Pt. Lobos

II. Other coastal zone candidate areas nominated, or recommended for further study by the National Park Service theme studies (edited list):

James Johnston House, Half Moon Bay
Pigeon Pt.
Franklin Pt.
Ano Nuevo Pt. (and Island)
Sand Hill Bluff Archaeologic Area, Santa Cruz north coast
Monterey Bay dune complex
Elkhorn Slough
Monterey Submarine Canyon
Stevenson House, Monterey
El Castillo, Presidio of Monterey
Hopkins Marine Station, Pacific Grove
Huckleberry Hill botanic area, Del Monte Forest
Carmel Bay (including the Pinnacles, Monastery Beach, and the Carmel Submarine Canyon)
Soberanes Pt.-Granite Creek scenic area, Monterey County
Big Sur canyon
Julia Pfeiffer Burns State Park (including Partington Canyon)
Cone Peak natural area

III. Additional possibilities noted by staff (various sources):

Pescadero Marsh, San Mateo County
Davenport whaling area, Santa Cruz County
Old Royal Presidio site (entire area), Monterey
Cooper-Molera Adobe, Monterey
Pacific House, Monterey
Colton Hall, Monterey
Whaling Station, Monterey
Hovden Cannery, Monterey
Butterfly Trees, Pacific Grove
Pt. Pinos-Asilomar dunes botanic area
Pt. Cypress botanic area (including Crocker Grove and Midway Pt. "Lone Cypress")
Costanoan bedrock mortars archaeologic site, Macomber Tract, Del Monte Forest

TABLE VII(cont'd.)

Tor House, Carmel
Ichxenta Village archaeological site, near Pt. Lobos
Notley's Landing, Big Sur coast
Pt. Sur Light Station

Note: National Landmarks are natural and historic features which are identified as being worthy of national recognition but are not federally-owned units of the National Park System.

AMENDED IN ASSEMBLY JUNE 18, 1974

AMENDED IN ASSEMBLY MAY 22, 1974

AMENDED IN ASSEMBLY MAY 9, 1974

CALIFORNIA LEGISLATURE—1973-74 REGULAR SESSION

ASSEMBLY BILL

No. 3611

Introduced by Assemblymen Burke, Badham, Cullen, Arnett, Beverly, Bond, Craven, Deddeh, Kapiloff, Keene, MacDonald, MacGillivray, Murphy, Nimmo, Papan, Priolo, Wilson, and Wood

April 4, 1974

REFERRED TO COMMITTEE ON REVENUE AND TAXATION

An act to amend Section 6217 of, and to add Section 5162.5 to, the Public Resources Code, relating to the disposition of revenues from leases of state lands, and in this connection to create a public beach fund, and making an appropriation therefor.

LEGISLATIVE COUNSEL'S DIGEST

AB 3611, as amended, Burke (Rev. & Tax.). Local public beaches.

Creates the Public Beach Fund, administered by the Director of Finance. Requires the transfer of \$3,000,000 each fiscal year of certain revenues, moneys, and remittances received by the State Lands Commission to the fund, appropriates such moneys to the Director of Finance without regard to fiscal year, and requires annual apportionment of such moneys to cities and counties administering and providing public beach-related services, and meeting specified criteria. Requires the director to promulgate specified rules and regulations. Authorizes the director to challenge and, after public hearing, revise computations and cost figures submitted by cities and counties. Declares legislative intent.

Requires the transfer of \$50,000,000 for the 1974-75 fiscal year, and each fiscal year thereafter, of such revenues, moneys, and remittances received by the commission to the Capital Outlay Fund for Public Higher Education, rather than transferring to such fund the balance of such revenues, moneys, and remittances received in excess of specified distributions. Provides that the balance shall be transferred to the General Fund.

Vote: $\frac{2}{3}$. Appropriation: yes. Fiscal committee: yes. State-mandated local program: no.

KEY TO ABBREVIATIONS

SB - State Beach
 SR - State Reserve
 SP - State Park
 SHP - State Historic Park
 WC - Wayside Campground

TABLE IX
 VISITOR ATTENDANCE
 STATE OF CALIFORNIA BEACHES, PARKS

1964-65 to 1972-73
 (000's)

	1972-73	1971-72	1970-71	1969-70	1968-69	1967-68	1966-67	1965-66	1964-65
● San Mateo County	2,534.3	2,221.2	3,162.6	5,064.5	2,663.3	2,607.2	2,135.7	2,152.0	1,861.4
Ano Nuevo SR	53.6	60.2	171.2	-	-	-	-	-	-
San Mateo Coast SB	2,480.8	2,161.0	2,991.4	5,064.5	2,663.3	2,607.2	2,135.7	2,152.0	1,861.4
● Santa Cruz County	2,377.8	3,463.0	2,667.0	2,644.5	2,427.2	2,135.3	1,627.2	1,866.6	1,612.1
Manresa SB	162.7	156.6	154.1	182.7	278.1	-	-	-	-
Natural Bridges SB	260.4	185.9	203.6	244.4	210.1	362.1	292.8	255.5	242.4
Salinas River SB	13.0	-	-	-	-	-	-	-	-
Santa Cruz Mission SHP	-	-	-	-	-	-	-	-	-
Seacliff SB	638.9	679.0	796.8	851.5	744.1	754.7	622.3	784.1	773.7
Sunset SB	313.8	299.8	260.1	296.8	226.9	170.3	163.5	165.8	125.7
Twin Lakes SB	732.6	1,921.1	1,055.1	828.0	767.1	613.8	328.4	426.1	248.2
Mudowski SB	55.3	-	-	-	-	-	-	-	-
New Brighton SB	201.1	220.3	197.3	241.1	200.9	234.4	220.2	235.1	222.1
● Monterey County									
Big Sur Area	275.4	553.2	535.0	664.2	539.0	555.1	550.4	549.7	492.7
Andrew Molera SP	32.3	27.6	-	-	-	-	-	-	-
John Little SR	-	-	-	-	-	-	-	-	-
Julia Pfeiffer Burns SP	37.4	47.3	66.6	104.4	52.6	22.1	11.7	8.8	-
Pfeiffer Big Sur SP	205.7	478.3	468.4	559.9	486.4	533.0	538.7	540.9	492.7
Monterey Area	679.1	724.8	610.5	586.9	597.3	565.9	662.2	620.8	630.2
Asilomar SB	-	-	-	-	-	-	-	-	-
Carmel River SB	243.0	285.6	218.8	226.1	263.7	209.4	258.3	199.7	212.9
Monterey SB	-	-	-	-	-	-	-	-	-
Monterey SHP	189.5	205.1	167.0	146.4	138.0	186.3	233.9	242.9	243.5
Point Lobos SR	246.5	234.2	224.8	214.4	195.6	169.4	170.0	178.2	173.8

X. COASTAL RECREATION USE – 1969-1980
(Recreation Days)

		Estimated State Park Attendance		Estimated Total Recreation Use	
		1969	1980	1969	1980
North Coast Co.	Del Norte	142,065	263,900	278,525	517,200
	Humboldt	395,002	628,500	456,002	723,000
	Mendocino	546,645	793,800	692,630	1,008,200
	Sonoma	1,117,330	1,576,700	1,200,890	1,703,000
	Marin	1,409,079	2,363,000	2,402,968	4,041,000
Central Coast Co.	San Francisco	205,360	403,300	6,336,080	12,502,800
	San Mateo	3,618,137	5,509,400	5,888,737	8,925,200
	Santa Cruz	2,761,011	4,004,100	2,879,011	4,164,200
	Monterey	461,489	906,300	784,489	1,540,800
	San Luis Obispo	4,526,534	6,470,200	6,565,639	9,317,000
South Coast Co.	Santa Barbara	461,071	1,394,600	1,196,059	3,626,100
	Ventura	1,859,215	4,805,000	3,188,762	8,216,600
	Los Angeles	497,083	665,700	68,032,664	90,533,600
	Orange	3,486,357	4,644,400	14,638,181	19,506,500
	San Diego	2,054,907	2,830,600	7,484,865	10,275,200
TOTALS		23,541,285	37,259,500	122,025,502	176,600,400

From: California Dept. of Parks and Recreation, California Coastline Preservation and Recreation Plan, August 1971.

TABLE XI

PROJECTIONS OF FUTURE RECREATION ACTIVITY
BY CALIFORNIA RESIDENTS

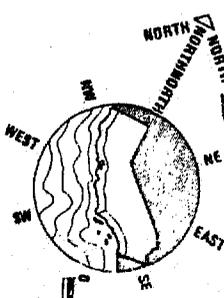
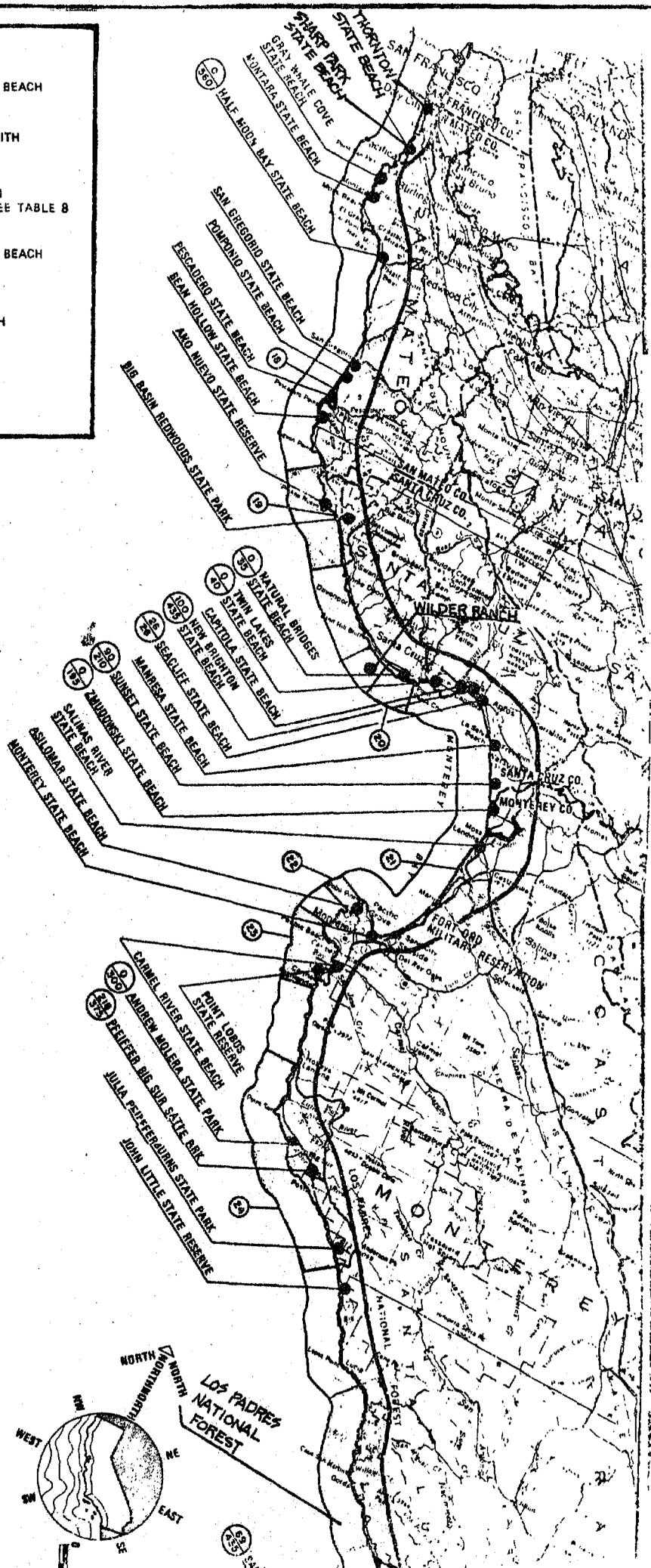
1970, 1975 and 1985
(Millions of participation days)

ACTIVITY	1970	1975	1985
Walking for Pleasure	571.3	659.6	882.6
Driving for Pleasure	480.2	554.4	741.9
Picnicking	110.1	127.2	170.3
Nature Walks	50.1	57.8	77.2
Sightseeing	233.3	269.4	360.3
Bicycling	191.8	221.5	296.2
Horseback Riding	56.1	64.7	86.5
Swimming	325.6	375.9	502.9
Camping	48.5	55.9	75.0
Hiking	34.2	39.5	52.8
Fishing	69.9	80.7	107.9
All Other	801.4	925.3	1238.3
Total	2972.5	3431.9	4591.9

Source: California State Dept. of Parks and Recreation

LEGEND

- EXISTING STATE PARK OR BEACH
-  PRESERVATION PROJECT WITH RECREATION RESOURCES
-  LANDSCAPE PRESERVATION MATRIX INDEX NUMBER SEE TABLE 8
-  EXISTING CAMPSITES - 1900
EXISTING STATE PARK OR BEACH WITH CAMPING POTENTIAL
-  PLANNED CAMPSITES - 1900 (includes existing sites)
-  RECREATION PROJECT WITH NATURAL VALUES
-  FEDERAL AREAS WITH RECREATION POTENTIAL



50 200