



State of California • Natural Resources Agency

Gavin Newsom, Governor

**DEPARTMENT OF PARKS AND RECREATION**

State Park and Recreation Commission  
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**STATE PARK AND RECREATION COMMISSION MEETING  
STAFF REPORT COVER PAGE**

**Loma Linda, CA  
December 17, 2025**

**AGENDA ITEM:** Consent Calendar

**STAFF:** Erik Hernandez, Senior Concessions Program Manager

**SUBJECT:** Request for the Commission to determine the Concession Compatibility with the Park's General Plan and Park Unit Classification.

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**STAFF RECOMMENDATION**

The Department of Parks and Recreation (Department) requests the State Park and Recreation Commission (SPRC) determine that the development of a nonexclusive restaurant and catering concession within San Clemente State Beach (SB) is compatible with the park unit classification and General Plan.

**BACKGROUND**

The Department requests the SPRC determine the operation and development of a restaurant and catering service concession at San Clemente SB. This project is presented in accordance with Public Resources Code sections 5080.20 and 5080.18(a)(2) as the total investment for capital improvements will exceed \$1,000,000.

**ATTACHMENTS**

- Staff Report



**State of California • The Natural Resources Agency**

**DEPARTMENT OF PARKS AND RECREATION**

P.O. Box 942896  
Sacramento, California 94296-0001

**Gavin Newsom, Governor**

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## **STATE PARK AND RECREATION COMMISSION MEETING STAFF REPORT**

**Loma Linda, CA  
December 17, 2025**

**STAFF REPORT:** San Clemente State Beach – Calafia, Restaurant and Catering Service Concession

**STAFF:** Erik Hernandez, Senior Concessions Program Manager

**SUBJECT:** Request for the State Park and Recreation Commission to Determine the Proposed Concession Opportunity's Compatibility with San Clemente State Beach's General Plan and Park Unit Classification.

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### **I DEPARTMENT REQUEST**

The Department of Parks and Recreation (Department) requests the State Park and Recreation Commission (Commission) determine that the development of a nonexclusive restaurant and catering concession within San Clemente State Beach (SB) is compatible with the park unit classification and General Plan. (Public Resources Code (PRC) §5080.20.) Concession contracts expected to involve a total investment or estimated annual gross sales in excess of \$1,000,000 are required to undergo this review and determination.

### **II PROJECT DESCRIPTION**

San Clemente SB is a 110-acre, family friendly recreation destination located midway between Los Angeles and San Diego. San Clemente SB features two beach access day-use areas, camping, a historic cottage used for interpretation, education, and special events including weddings, trails, and a butterfly garden for park visitors. The mile-long beach attracts water sports enthusiasts and those seeking respite from the inland heat or nearby metropolitan areas.

Daytime temperatures are in the 60s and 70s almost year-round, while evening temperatures generally hover between the 40s and 50s. Current activities at San Clemente SB include swimming, fishing, surfing, bird watching, camping, picnicking, hiking, running, and more.

The campground sits high atop the bluffs with 160 reservable sites including 72 RV spaces accommodating hookups (water & electric) and 2 group sites. A campfire center offers interpretive programs throughout the year that cover historical and natural elements of San Clemente SB.

The concession facilities are located in the lower day-use area of San Clemente SB commonly known as “Calafia.” This scenic area overlooks the ocean with a railroad track running along the beach. This existing concession building is approximately 1,564 square feet (total enclosed area) and was built in 1988. There are approximately 206 parking spaces surrounding the concession facility. A 2.3-mile beach trail connects San Clemente SB - Calafia to other San Clemente destinations such as the pier, T-Street and North Beach. Calafia is also a stop on the City of San Clemente’s seasonal trolley system, making it easily accessible to visitors throughout San Clemente – including downtown and the outlet mall. The Department proposes to redevelop the concession facility, restroom and surrounding plaza areas into a restaurant with indoor and outdoor seating. The redevelopment shall incorporate an inviting, innovative, and uniquely designed aesthetic that highlights ocean views and reflects the beach and surf environment of San Clemente.

There is currently no concessionaire operating at the concession building within San Clemente State Beach - Calafia. The previous concession operation concluded in November 2019.

### **III CLASSIFICATION AND GENERAL PLAN**

#### **Park Classification:**

San Clemente SB is classified as a “state beach.” (See Public Resources Code §5019.56(c)). Such classification applies primarily to areas with “frontage on the ocean, or bays designed to provide swimming, boating, fishing, and other beach-oriented recreational activities. Coastal areas containing ecological, geological, scenic, or cultural resources of significant value shall be preserved within state wildernesses, state reserves, state parks, or natural or cultural preserves, or, for those areas situated seaward of the mean high tide line, shall be designated state marine reserves, state marine parks, state marine conservation areas, or state marine cultural preservation areas.” The proposed concession operation will improve the visitor experience and preserve the unit’s natural environment as part of the southern coastal strip landscape.

#### **Consistent with the General Plan:**

The General Plan for San Clemente SB was completed in February 1970. The General Plan was later amended in February 1983 and approved by the Commission through Resolution 17-83. The General Plan’s executive summary states that the park will provide a pleasant high density overnight use facility, with beach access and parking for a beach capacity of approximately one hundred square feet of beach per person. The concession element of the general plan is further supported as follows:

“There is an existing beach rental and food service at the Avenida Calafia parking area. This service will be continued and improved as the parking area is developed. The existing

beach stand serves about 1,000 visitors but in the future this service should provide for 6,000 visitors to serve the full capacity of the beach."

#### **IV PREVIOUS COMMISSION ACTIONS**

Previous Commission actions include approval of the General Plan in 1970, an amendment to the General Plan in February 1983, including resolution 17-83 adopted on February 11, 1983. Following a 10-year contract agreement with Frank B Dowd dba Calafia Beach Café and increasing gross receipts over the past ten years. There was no prior approval for alcohol sales on the premises; however, the new request for proposals (RFP) for this proposed concession opportunity will seek approval for alcohol sales for on-site consumption.

#### **V PUBLIC INPUT PROCESS**

Should the Commission determine that the concession is compatible with the classification and General Plan for the park unit and notice to the Joint Legislative Budget Committee is obtained, the Department will prepare and advertise to the public a RFP in accordance with PRC section 5080.23(b). The competitive process provides for public input.

#### **VI LEGAL ISSUES**

There are no known legal issues relating to the Commission's determination that the concession is compatible with the classification and General Plan for the park unit.

#### **VII FISCAL IMPACT TO STATE**

The following information provides the previous fiscal impact of this concession operation to the State:

Calafia Beach Café

<b><u>Fiscal Year</u></b>	<b><u>Park Visitation</u></b>	<b><u>Gross Receipts</u></b>
2014/15	467,910	\$157,092.00
2015/16	454,775	\$146,533.31
2016/17	437,506	\$122,715.97
2017/18	443,712	\$109,019.45
2018/19	372,618	\$135,208.10
2019/20 <sup>1</sup>	389,719	\$79,717.76

<sup>1</sup> Reflects alterations in operations due to Covid.

The park visitation and gross sales for the last nine (9) years as reported by a similar concessionaire within the district. These numbers are provided as a comparison to what the District anticipates upon the redevelopment of the concession premises:

Crystal Cove Management Company of Newport Coast at The Beachcomber and Shake Shack Gross Receipts (GR) in Crystal Cove State Park

<b><u>Fiscal Year</u></b>	<b><u>Park Visitation</u></b>	<b><u>GR-Beachcomber</u></b>	<b><u>GR-Shake Shack</u></b>
2014/15	1,778,481	\$7,546,440.63	\$2,604,367.34
2015/16	1,997,059	\$7,702,227.91	\$2,777,645.27

<b>2016/17</b>	<b>1,809,461</b>	<b>\$7,823,451.06</b>	<b>\$2,763,936.79</b>
<b>2017/18</b>	<b>1,061,330</b>	<b>\$8,250,097.10</b>	<b>\$2,847,413.59</b>
<b>2018/19</b>	<b>863,491</b>	<b>\$8,462,271.35</b>	<b>\$3,020,612.28</b>
<b>2019/20<sup>1</sup></b>	<b>816,857</b>	<b>\$7,064,666.95</b>	<b>\$3,438,333.70</b>
<b>2020/21<sup>1</sup></b>	<b>1,772,768</b>	<b>\$7,151,485.56</b>	<b>\$4,220,488.29</b>
<b>2021/22<sup>1</sup></b>	<b>1,566,611</b>	<b>\$9,955,853.80</b>	<b>\$4,599,256.04</b>
<b>2022/23</b>	<b>1,405,001</b>	<b>\$9,861,961.75</b>	<b>\$5,240,544.64</b>

<sup>1</sup> Reflects alterations in operations due to Covid.

Crystal Cove Management Company of Newport Coast Catering Gross Receipts (GR) in Crystal Cove State Park

<b>Fiscal Year</b>	<b><u>GR- Catering</u></b>
<b>2014/15</b>	<b>\$1,110,113.38</b>
<b>2015/16</b>	<b>\$1,089,573.24</b>
<b>2016/17</b>	<b>\$903,006.67</b>
<b>2017/18</b>	<b>\$794,608.65</b>
<b>2018/19</b>	<b>\$897,647.90</b>
<b>2019/20<sup>1</sup></b>	<b>\$500,882.10</b>
<b>2020/21<sup>1</sup></b>	<b>\$76,407.95</b>
<b>2021/22<sup>1</sup></b>	<b>\$938,629.69</b>
<b>2022/23</b>	<b>\$1,187,173.98</b>

<sup>1</sup> Reflects alterations in operations due to Covid.

#### Request for Proposal Concession Minimum Requirements

The total estimated minimum capital improvement expenditures in the redevelopment of a concession facility for operations of restaurant and catering services is \$3 million dollars.

Projected minimum rent for a 20-year contract term: The greater of eleven percent (11%) of gross receipts or \$250,000 paid as minimum rent per year, and one percent (1%) of gross receipts for facility improvements. The actual percent rent and minimum annual rent will be determined by the competitive bid process. Rent and facility improvement percentages will adjust as described and required in the sample concession contract.

The 1% of gross receipts for facility improvements are to be placed in a Facility Maintenance Improvement Account (FMIA). For the purposes of FMIA expenditures only, the Premises shall include the Surrounding Features and Support Facilities within the lower day use area of Calafia and the Historic Cottage. "Surrounding Features and Support Facilities" are defined as park features or facilities that are open to the public, adjacent to the Premises, and serve park visitors. Examples include, but are not limited to, adjacent sections of beach, multi-use paths, and access roads.

#### **VIII        RESULT OF NO ACTION BY COMMISSION**

If there is no action by the Commission the bid process will cease to move forward, and the Department will lose the opportunity for a new visitor amenity and experience in San Clemente SB as well as the associated capital investment and rent revenue.

## ATTACHMENTS

Appendix A: Public Resources Code sections 5001.9, 5080.03, 5080.18(a)(1), 5080.20, and 5080.23(b)(c)

## APPROVED FOR RELEASE:

DocuSigned by:

Armando Quintero

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10/18/2025

Armando Quintero

Date

Director, California State Parks

## **Appendix A**

### Public Resources Code

#### **5001.9:**

(a) Any improvement existing within the state park system as of January 1, 1979, which fails to comply with the provisions of former Section 5001.5 as they read immediately prior to January 1, 1979, or Article 1.7 (commencing with Section 5019.50) of this chapter shall not be expanded.

(b) No new facility may be developed in any unit of the state park system unless it is compatible with the classification of the unit.

#### **5080.03:**

(a) The department may enter into contracts with natural persons, corporations, partnerships, and associations for the construction, maintenance, and operation of concessions within units of the state park system for the safety and convenience of the general public in the use and enjoyment of, and the enhancement of recreational and educational experiences at, units of the state park system.

(b) Concessions shall not be entered into solely for their revenue producing potential.

(c) With respect to any unit of the state park system for which a general development plan has been approved by the commission, any proposed concession at that unit shall be compatible with that plan.

#### **5080.18(a)(1):**

A concession contract entered into pursuant to this article shall contain, but is not limited to, all of the following provisions:

(a) (1) The maximum term shall be 10 years, except that a term of more than 10 years may be provided if the director determines that the longer term is necessary to allow the concessionaire to amortize improvements made by the concessionaire, to facilitate the full use of a structure that is scheduled by the department for replacement or redevelopment, or to serve the best interests of the state. The term shall not exceed 20 years without specific authorization by statute. Except as provided in Section 5080.16, all renewals of concession contracts pursuant to this paragraph shall be subject to competitive bidding requirements.

**5080.20:** A contract, including a contract entered into on lands operated pursuant to an agreement entered into under Article 2 (commencing with Section 5080.30), that is expected to involve a total investment or estimated annual gross sales in excess of one million dollars (\$1,000,000), shall not be advertised for bid, negotiated, renegotiated, or amended in any material respect unless and until all of the following requirements have been complied with:

- (a) The commission has reviewed the proposed services, facilities, and location of the concession and determined that they meet the requirements of Sections 5001.9 and 5080.03 and are compatible with the classification of the unit in which the concession will be operated.
- (b) At least 30 days advance written notice of the proposed concession has been provided by the director to the appropriate policy and fiscal committees of the Legislature and the Joint Legislative Budget Committee.
- (c) The proposed concession is accompanied with documentation sufficient to enable the commission and the Joint Legislative Budget Committee to ascertain whether the concession will conform to the requirements of this article and to evaluate fully all terms on which the concession is proposed to be let, including the rent and other returns anticipated to be received.

**5080.23:**

- (b) For any concession contract authorizing occupancy by the concessionaire for a period of more than three years of any portion of the state park system that is entered into pursuant to this section, the department shall prepare a request for proposal, which shall include the terms and conditions of the concession sufficient to enable a person or entity to submit a proposal for the operation of the concession on the basis of the best benefit to the state. Proposals shall be completed only based on the request for proposal.
- (c) Any concession contract entered into pursuant to this section that is expected to involve a total investment of gross sales in excess of one million dollars (\$1,000,000) shall comply with the requirements for entry into contract that are set forth in Section 5080.20.