

GUIDELINES FOR THE MANAGEMENT OF BEACHES WITH SURFING ACTIVITIES



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/1. FRAMEWORK



These Guidelines were prepared under the Tourist Entertainment Monitoring Working Group, created through Order no. 6951/2020, of 7 July 2020, and directly involved the Portuguese Environmental Agency (APA), the Directorate-General for the Maritime Authority (DGAM), the Directorate-General for Natural Resources, Security and Maritime Services (DGRM), the Portuguese Sports and Youth Institute (IPDJ) and Turismo de Portugal (TP), which coordinated the work.

Different sources of information were analysed, such as, for example, the technical document “Sustainable Management of Surfing Spots Beaches” developed by Turismo de Portugal, APECATE – Portuguese Association of Congress, Tourist entertainment and Events Companies and AESDP – Association of Portuguese Surfing Schools, the regulation of surfing activities published through edicts from some Local Bodies of DGAM and municipalities.

In the process were considered contributions from municipalities that manage bathing beaches with surfing activities, following a consultation made by Turismo de Portugal, the Portuguese Surfing Federation having also been heard.

These Guidelines aim, in an objective and practical way, to provide guidance to entities that have responsibility in the management of bathing beaches, ensuring respect for planning rules, compatibility of activities, the safety of participants and other users of the Maritime Public Domain (DPM), so that the space planning of bathing areas for surfing activities and, where applicable, other surfing activities, takes place according to principles of simplicity, equality and transparency.

The approach to Surfing is extensive, whenever applicable, to the other activities designated as Surfing – Bodysurfing, Bodyboarding, Kneeboarding, Shortboarding, Skimboarding, Stand Up Paddling, Tow-in and Tow-out.

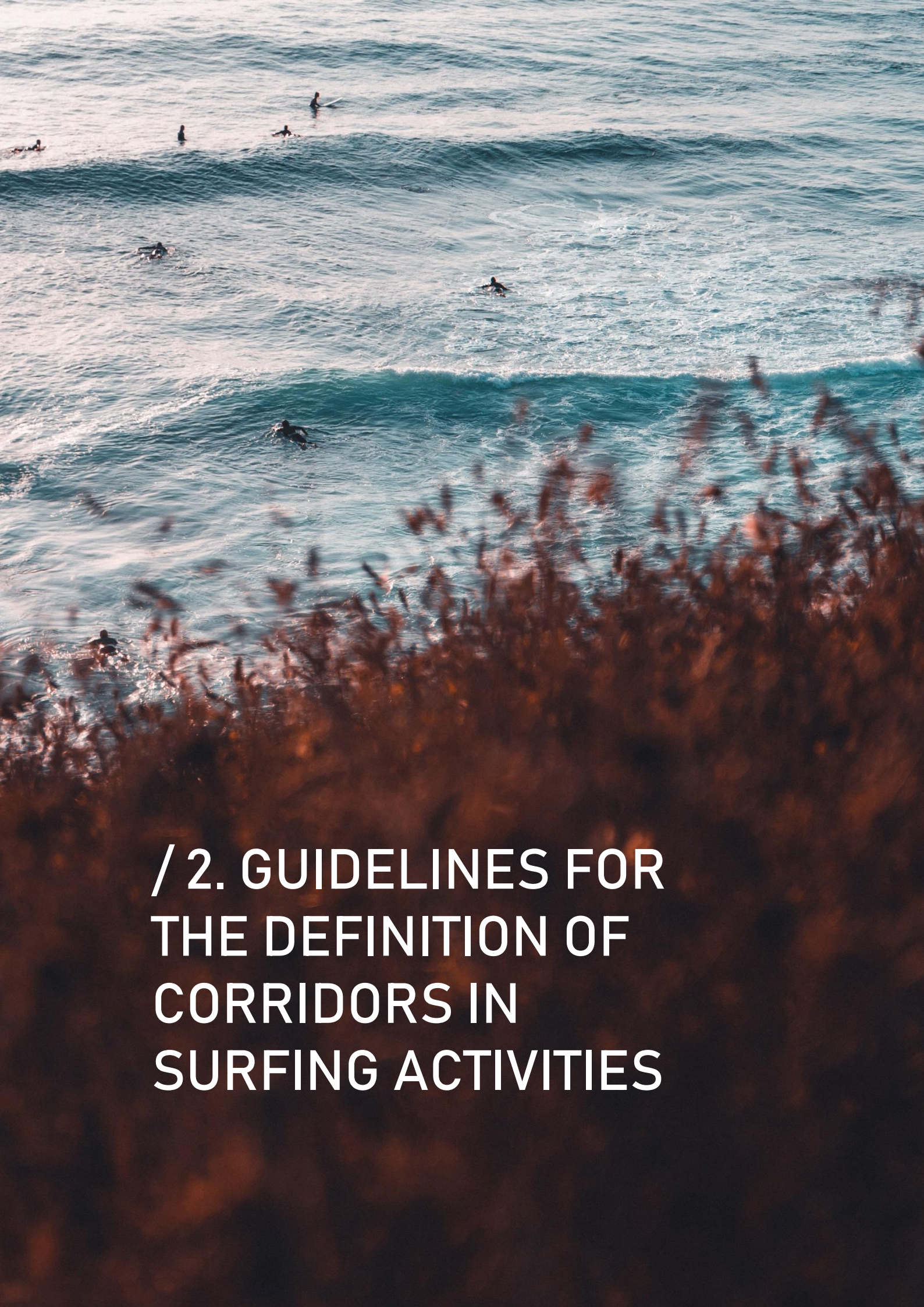
As a result of the transfer of beach management competencies to the municipalities and in accordance with Decree-Law no. 97/2018, of 27 November, the licensing of sports and recreational activities carried out in the field of management of maritime, river and lake beaches

integrated in the public water domain of the State was assigned to the municipalities under Article 19 of Law no. 50/2018, of 16 August. In other words, the beaches identified as bathing waters under Directive 2006/7/CE and Law no. 58/2005 of 29 December (Water Law), remaining with the National Maritime Authority, through its Local Bodies, for the remaining beaches.

The Coastal Zone Management Plans (POOC), or Coastal Zone Programmes (POC), hereinafter referred to as Territorial Management Instruments (IGT) are the basis for defining the guidelines contained in the document.

In the POC already published in the coastal sections between Caminha and Odeceixe (sections Caminha-Espinho, Ovar-Marinha Grande, Alcobaça-Cabo Espichel and Espichel-Odeceixe), the beach management regulations that establish the spatial organisation of the various activities developed in the maritime beaches, determine the forbidden activities and regulate those allowed. They also establish the bathing capacity, the number and size of bathing units, spaces for fishing activity and guidelines for other uses, namely surfing, including the classification of beaches with special value for sliding sports, including surfing.

The preparation of these Guidelines is foreseen in the [Plano Turismo +Sustentável 20-23 \(20-23 +Sustainable Tourism Plan\)](#), in the strategic axis STRUCTURING, an increasingly sustainable supply, in its area of action relating to the enhancement of the marine and bathing supply, closely aligned with the 2027 Tourism Strategy, which, among others, aims to guide the structuring of tourism supply through principles of sustainability, as well as to ensure the compatibility of different activities with tourism, strengthening public policies and territorial management instruments, the provisions that ensure the sustainability of territories and tourism uses.



/ 2. GUIDELINES FOR THE DEFINITION OF CORRIDORS IN SURFING ACTIVITIES

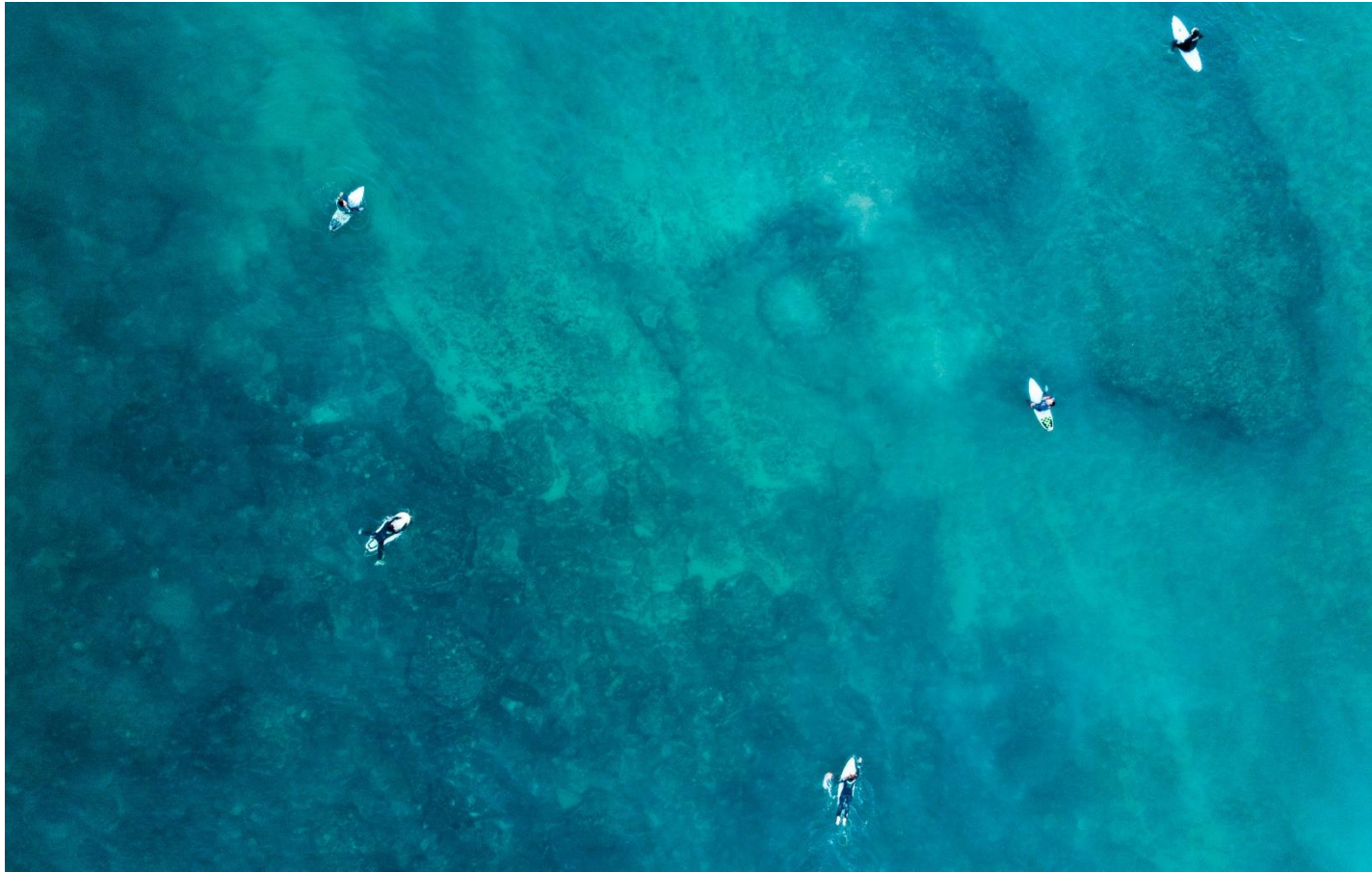


Image 1 – Ribeira d’Ilhas, Ericeira

The guidelines contained in this document are based on the definition of corridors for the practice of surfing activities, where applicable, carried out by various types of operators, whether in the context of tourist entertainment, teaching or sports training activities.

Thus:

- a) The corridors are defined in the concessioned bathing units, in the non-concessioned areas and in the areas allocated for fishing activities, when existing, applying different rules depending on each situation;
- b) During the bathing season, defined annually by an Ordinance, priority for the use of maritime beaches with concessioned bathing units is given to bathing, taking into account the IGT in force;

- c) Surfing corridors should have a maximum width of 30 for every 100 meters of beach frontage, within the bathing units, in order to give priority to bathing use and respect the IGT regulations;

- d) Surfing corridors shall be 30 to 50 metres wide outside bathing units and in areas allocated for fishing activities;

- e) Within the scope of promoting sporting activity in a school context, a corridor may be made available on a specific beach off bathing season for School Sport;

- f) The reservation of the surfing corridors allocated for each bathing season for one or more operators will be considered on a case-by-case basis, taking into account the natural characteristics of each beach, the provisions of the IGT in force and the demand for the development of these activities;

g) The sharing of the corridors may be allowed by the competent entity and the terms under which this is done shall be defined, respecting a maximum limit of participants per corridor.

The capacity at sea is essentially defined for reasons of safety and comfort of the participants, therefore, values that allow these issues to be ensured are aimed at (see table below).

On the beach and during the bathing season, it is necessary to establish limits for the use of the sand, to ensure compatibility with the use by bathers, without harming the capacity of the beach defined by the IGT.

It should be borne in mind that if there is evidence of poor water quality, lack of access and parking conditions, and if sensitive ecosystems and/or situations of risk for participants are at stake, as a rule, surfing activities cannot be licensed.

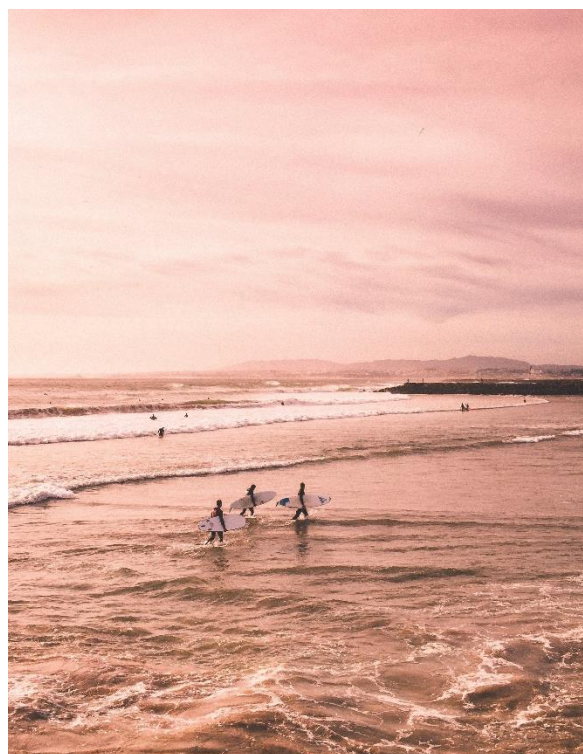


Image 2 – Costa da Caparica

SURFING CORRIDORS		
BATHING WATERS	Bathing Season	Off-season
Concessioned bathing areas	Each corridor with a maximum width of 30 m for each 100 meters of beach frontage	Plus one supplementary corridor per bathing unit
	Up to 40 m ² of occupied area in the sand	Up to 60 m ² of occupied area in the sand
Non-concessioned areas and areas allocated for fishing activities	Each corridor with a width of 40 m	Plus one alternative corridor

In Annexes A and B there are models for the characterisation and graphic representation of the corridors.

/ 3. GUIDELINES FOR THE USE OF THE CORRIDORS



The delimitation of the surfing corridor shall meet the following requirements:

a) The lateral limits are signposted at each end, on the water's edge, by two removable flags with the name or symbol of the operator, and without any advertising element, during the period in which the activity is being exercised;

b) During the bathing season, two signposts "Surfing Area"¹ homologated by the Institute for Shipwrecked Rescue, ISN, are placed and maintained on the sand to mark the reserved corridor, near the high tide line;

c) The signalling of the surfing area with the operator's flags must be done in coordination with the lifeguards of the concession areas, to define the places for the practice of this activity;

d) In a shared corridor situation, operators must wait their turn and may mark on the sand the intention to advance by placing their respective flags immediately behind the operator in the water.



Image 3 – Algarve

¹ Model 34 – According to [Order no. 5 of 2016 of the ISN](#)

/ 4. GUIDELINES FOR SURFING ACTIVITIES



This chapter identifies good practices for surfing activities to be observed by operators, developed as tourist entertainment, teaching or sports training activities:

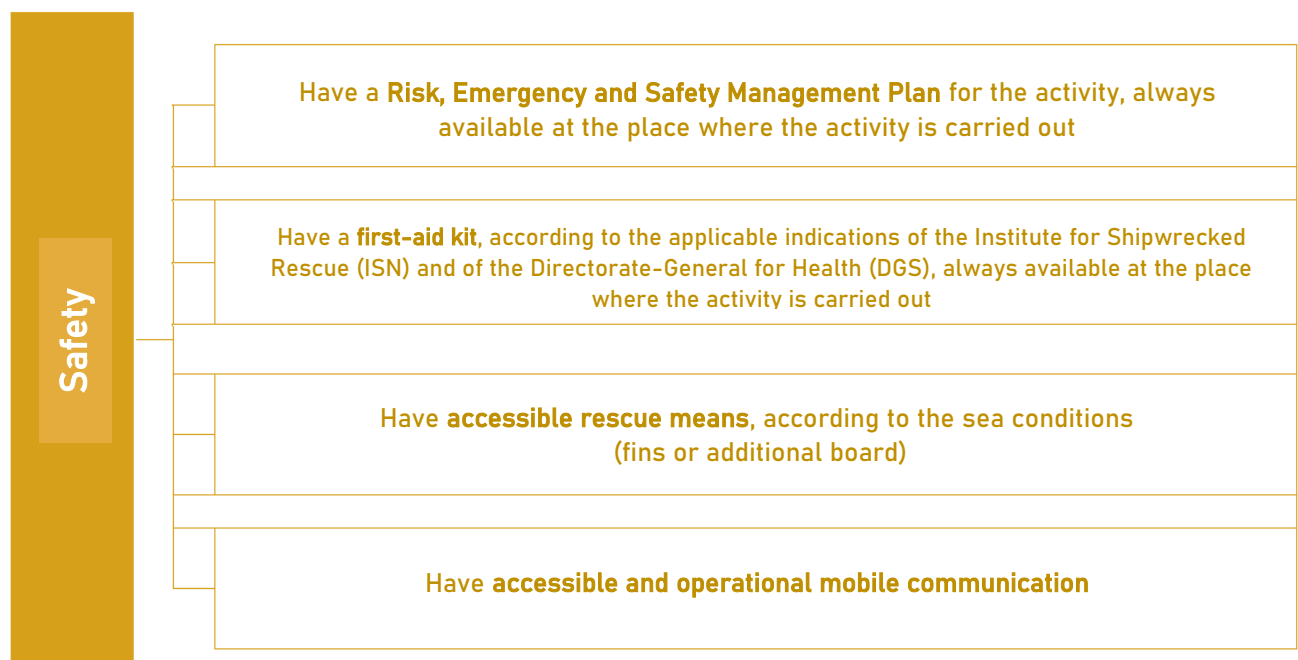
- a) Sessions should only take place if the weather and sea agitation conditions are favourable for carrying out the activities safely, being prohibited in the event of a bad weather warning promulgated, under the terms of Decree-Law no. 283/87, of 25 July, or promulgation by the Portuguese Institute for the Sea and Atmosphere (IPMA) of a weather warning that corresponds to a situation of risk in sea agitation;
- b) In all circumstances, the safety of the participants in surfing activities and of the users of the DPM must be a priority, and it is obligatory that the operators have civil liability and personal accident insurance applicable in each situation;

c) Operators who are on the beach developing surfing activities must have the necessary documentation available for the exercise of the activity.

d) The technical supervision of surfing and bodyboarding activities must be ensured by a surfing coach;

e) The remaining surfing activities, if developed as tourist entertainment, may be supervised by tourist entertainment technicians.

The exercise of surfing activities by operators should take into consideration the following principles:



Sessions
(tourist entertainment, teaching or training)

		In the water, each coach or tourist entertainment technician, as appropriate, may be responsible for a maximum of 6 participants (beginners level) , but they can, if conditions allow, have a maximum of 8 participants (intermediate or advanced level)
		Considering the sea conditions and the type of beach, the sessions should not exceed the maximum number of 30 people per corridor , including the coaches or tourist entertainment technicians, observing a ratio of 1.5 m per participant
		During the sessions, all should wear spandex suits with the operator's identification, with a different colour between coaches and tourist entertainment technicians and participants
		Have materials adequate for the surfing level of each participant (suits, boards, leashes, spandex)
		The boards should be adequate for each technical level and age group and in good condition
		Isothermal suits adequate to the height and weigh of the participants should be worn whenever the meteorological conditions so justify

/5. LICENSING FOR THE USE OF SPACE IN CONCESSIONED BATHING UNITS AND NON- CONCESSIONED AREAS



For the purpose of licensing the use of bathing space, the competent authorities should take into consideration the following guidelines:

- a) Favour dematerialised procedures, namely online forms to be submitted through the institutional email addresses of the competent authority, accompanied by the scanned documents required;
- b) For the bathing season and off-season periods, define the deadline for submitting the application in each of those periods, as well as indicate the starting date for formalising the application and the costs associated with the issuing of licenses;
- c) Define the period of validity of the licenses, taking into consideration the speeding up of the procedures, as well as the free access or exercise of the activity by the operators;
- d) Define if the license for the use of space may be requested for the entire period or only part of it;
- e) In case corridors are available, define if temporary licenses can be issued for the use of the space and the respective limit of days per month, applicable to operators that intend to carry out surfing activities of a temporary nature and that do not fall within the normal activity of the licensed entities;
- f) Foresee the possibility that, if mutually agreed upon, the corridor licensed to a certain operator may be shared with another, without prejudice to each one having the respective licensing (in the case of sharing, it will be the responsibility of the entities to coordinate the timetables for the development of their activities so that the rules for the use of the defined corridors are complied with);
- g) Depending on the local planning, the licensing of operators may be carried out by beach or by groups of beaches, where one licence allows operators to operate in more than one beach;
- h) During the off-season period, given the adverse meteorological and oceanographic conditions that can occur, as well as the greater availability of existing space for the practice of activities, foresee the possibility of an alternative corridor being required;
- i) Ensure coordination with concessionaires, whenever necessary;
- j) ensure that there is no undue occupation of the sand with any type of infrastructure to support the activity.

/ 6. LICENSING REQUIREMENTS



For the purpose of submitting the licensing application for the use and occupation of bathing space, the competent authorities should consider the elements in the table below.

Copy of the permanent certificate (or access code) or copy of the association or club's articles of association, if applicable
Indication of the registration number at the National Tourist Entertainment Agents Registry, RNAAT, if applicable (1)
Proof of qualification as a surfing coach, applicable for the Surfing and Bodyboarding activities
Proof of a work bond between the operator and the responsible coach or tourist entertainer
Proof of participation, in the last 5 years, in water rescue, first aid and Basic Life Support training of the members that are part of the coaches or tourist entertainers team
Statement of regularised contributory situation before Social Security
Certificate of regularised tax situation before the Tax and Customs Authority
Proof of the existence of an insurance according to the activities carried out (Civil Liability and Personal Accident), as applicable (2) and of the certificate of qualified sports coaches, pursuant to Law no. 40/2012, of 28 August, as amended
Risk, Emergency and Safety Management Plan for the activity (3)

(1) Through the following link <https://registos.turismodeportugal.pt/> with the registration number at the RNAAT, the competent authorities can verify the activities authorised to be carried out and whether they are recognised as Nature Tourism, if developed in the area covered by the National Classified Areas System, as well as information about the associated insurances.

(2) In the case of tourist entertainment companies, the applicable insurance policies are those set out in Article 27 of Decree-Law no. 108/2009 of 15 May, as amended and republished by Decree-Law no. 186/2015 of 3 September.

(3) The Risk, Safety and Emergency Management Plan is an indispensable element for the good operation of the activities carried out and the adequacy in the face of situations that occur during their execution, namely the response in emergency situations. Each entity should prepare its own plan, adequate to the specificities of the activity developed, as well as to the resources to which it may resort, and it should be in accordance with the Risk Management plan foreseen for the place where it operates. The Plan should contemplate, among other elements, the following:

Risk, Safety and Emergency Management Plan		
<ul style="list-style-type: none"> - Activity and environmental good practices code - Health procedures - Plan for the analysis of risks and hazards identified and of control, mitigation or elimination actions - Detailed protocol that mentions the procedures to be adopted in <u>situations of emergency</u> - List of employees of the activity involved in activity management and execution functions - Entity's contacts 	<p>Reference to the equipment to be transported to the beach or an accessible place:</p> <ul style="list-style-type: none"> - Operational mobile communication means - An extra surfing board or fins for eventual rescue - Water - Sunscreen - First aid kit 	<p>The first aid kit should be made of waterproof material, with the adequate protection, and must be identified as a "FIRST AID KIT", based on ISN and DGS' guidelines</p>

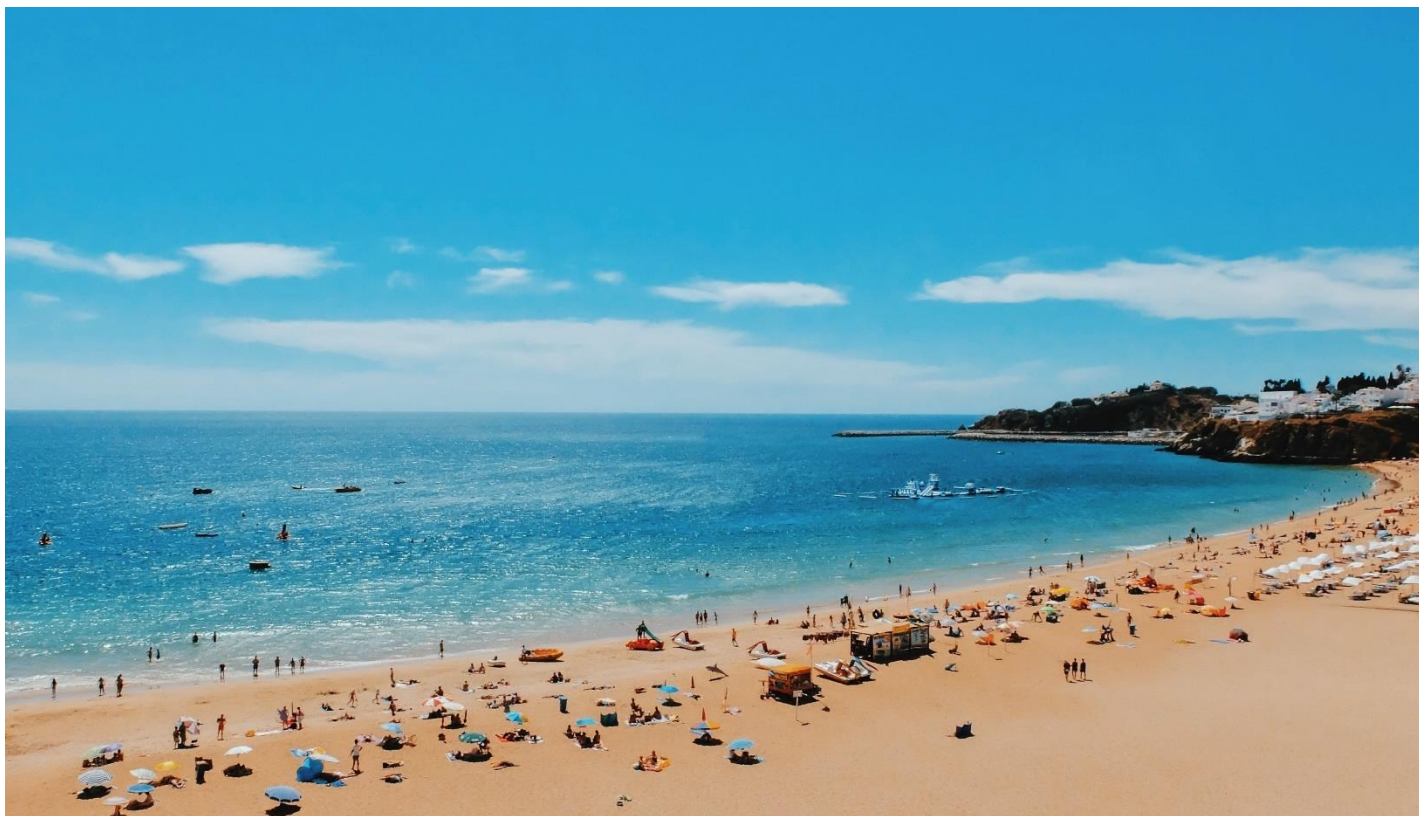


Image 4 – Albufeira

/7. PROPOSED METHODOLOGY FOR THE SERIATION OF INTERESTED OPERATORS



When it is verified that the number of operators interested in operating for the purposes of tourist entertainment, teaching or training activities, exceeds the number of corridors defined for a given bathing area, the competent entities, namely municipalities, should follow a transparent methodology, reasoned and framed within the scope of their competences, with a view to the seriation of interested parties.

It is intended that the proposed methodology is applicable throughout the country, in order to streamline interpretation and apply procedures in a harmonised manner, with a view to achieving the objectives set out below.

It is considered that preference should be given to a methodological exercise aligned with the objectives and sustainability goals of the 2027 Tourism Strategy, contemplating requirements and means of verification focused on the economic, social and environmental dimensions of sustainability, with the aim of stimulating the implementation of good practices by operators.

Thus, the operators who obtain the highest scores will also be those who contribute most to the consolidation of sustainable tourist destinations – a goal that we all want to achieve.

In view of the above, we propose the construction of the Sustainability Index, based on requirements applicable to each of the dimensions of sustainability.

The proposed methodology applicable to tourist entertainment companies may also be adapted to other types of operators (to be seen on a case by case basis).

The suggested requisites may be used wholly or partially, depending on the realities in each case. The score presented is indicative.

It is therefore considered that this Sustainability Index constitutes an important working basis with a view to progressively standardising procedures.



Image 5 – Aloha Surf & SUP School, Azurara Beach, Vila do Conde

SUSTAINABILITY INDEX

ECONOMIC DIMENSION	VERIFICATION MEANS	SCORE
Extend the tourism activity all year round	Demonstration that, on the operator's website, the existence of surfing activities all year round are disclosed, in at least two languages.	Demonstrates – 5 points Does not demonstrate – 0 points
Contribute for the reduction of the seasonability index	<p>Presentation of the no. of programmes/activities carried out per month in the previous year.</p> <p>Formula for the calculation of the seasonability rate: (total no. of activities carried out in July, August and September / total no. of activities carried out in the year) * 100</p>	<p>> or equal to 10% - 5 points</p> <p>> 10% to 20% - 4 points</p> <p>> 20% to 30% - 3 points</p> <p>> 30% to 40% - 2 points</p> <p>> 40% to 50% - 1 point</p>
Contribute for the generation of jobs	<p>The calculation should be carried out by dividing the number of employees of the operator by their invoicing in the previous year. The greater the result, the greater the operator's contribution.</p> <p>No. of employees / Annual Invoicing</p> <p>Requirement not applicable if there are operators which started their activity on the year of application and, therefore, those cannot receive a score.</p>	The applicants shall be divided into five subgroups of the same size and the scores from 1 to 5 shall be equally distributed.
Contribute for the creation of impact on the local economy	<p>Demonstration of the existence of local partnerships in the development of tourism programmes, at the level of:</p> <ul style="list-style-type: none"> - Partnerships with other operators - Partnerships with local suppliers (catering, accommodation, transport, culture, events, local products). 	Demonstrates – 5 points Does not demonstrate – 0 points
Acquired skills	<p>Demonstration of the training acquired by the set of employees*, in the previous year, in areas such as:</p> <ul style="list-style-type: none"> - Specific training within the scope of surfing - Training in behavioural / group management areas - Languages training - Training in the area of environmental sustainability - Training in risk management <p>*Employees that shall carry out the activity during the validity period of the license</p>	<p>Demonstrates the training acquired in:</p> <p>5 areas – 5 points</p> <p>4 areas – 4 points</p> <p>3 areas – 3 points</p> <p>2 areas – 2 points</p> <p>1 area – 1 point</p> <p>Does not demonstrate – 0 points</p>

SOCIAL DIMENSION	VERIFICATION MEANS	SCORE
Support the Local Community	Demonstration of the activities carried out or supported, in the last year or envisaged for the year of validity of the license, in the following typologies: - Social initiatives, with the involvement of associations / schools / community entities - Educational / awareness-raising activities for children, young people or the elderly - Participation and involvement in volunteering initiatives in the municipality where the activity shall be carried out	Demonstrates the execution of activities carried out or supported in: 3 typologies – 5 points 2 typologies – 4 points 1 typology – 3 points Does not demonstrate – 0 points
Provide Adapted Activities	Demonstrates the provision of activities or programmes for people with special needs, in the last year or for the year of validity of the license	Demonstrates – 5 points Does not demonstrate – 0 points

ENVIRONMENTAL DIMENSION	VERIFICATION MEANS	SCORE
Contribute for the preservation of the marine environment	Demonstration of the activities carried out or supported, in the last year or envisaged for the year of validity of the license, in the following typologies: - Educational programmes on environmental challenges - Dune ecosystem recovery actions - Beach and ocean cleaning actions	Demonstrates the execution of activities carried out or supported in: 3 typologies – 5 points 2 typologies – 4 points 1 typology – 3 points Does not demonstrate – 0 points
Inform and raise the awareness of the customers for the preservation of the marine environment	- Inclusion of recommendations for environmental protection (namely legal) and reduction of the activity's impact, in its websites in several languages - Inclusion of recommendations for environmental protection (namely legal) and reduction of the activity's impact, in the information provided to the customers, in several languages	Demonstrates – 5 points Does not demonstrate – 0 points
Implement environmental practices	Demonstrates the existence of the following practices in the operator's activity: - Consumption (water / gas / electricity / single-use plastic) and greenhouse gases emissions reduction plan; - Waste production prevention and reduction plan; - Existence of a waste separation and/or processing system to be used by the employees and customers.	Demonstrates – 5 points Does not demonstrate – 0 points

The final calculation of the Sustainability Index (SI) may be carried out according to the following formula:

$$SI = \frac{ED + SD + END}{3}$$

An aerial photograph of a beach with people and waves. The ocean is a deep blue-green color, with white foam from the waves washing onto the golden sand. Several people are scattered across the beach, some standing near the water's edge and others further inland. The text is overlaid in the center of the image.

/ 8. OPERATIONALISATION OF LICENSING

Dematerialised procedures should be favoured, namely the online form to be submitted through the institutional email addresses of the competent entity, accompanied by the required scanned documents.

Consideration should be given to the possibility of creating a platform for the registration and submission of licensing applications, as well as for the monitoring and control of licenses granted, in order to speed up and dematerialise the process.



Image 6 – Carcavelos Beach



/ 9. ANNEXES

/ 9.1 ANNEX A – CHARACTERISATION OF THE CORRIDORS

For each of the beaches, the limits in terms of number and width of Surfing Corridors must be defined, and these may be located in “Surfing Areas” (a fraction of the beach's water surface duly delimited and aimed for licensed operators).

The table below exemplifies how this regulation can be made.

BEACH “X”				
Surfing Areas	Corridors			
	Bathing Season		Off-season	
	Maximum No.	Width	Maximum No.	Width
Area A	3 corridors	30 for each 100 meters	4 corridors	40 meters
Area B	1 corridor	30 meters	3 corridors	30 meters
Area C	-	-	1 corridor	40 meters

/ 9.2 ANNEX B — EXAMPLE OF GRAPHIC REPRESENTATION OF THE CORRIDORS



Corridors outside the concessioned areas

Corridors with priority for *xávega* fishing

Corridors dependent on concessionary's application

/ TECHNICAL DATASHEET

/ TITLE
Guidelines for the Management of Beaches with Surfing Activities

/ PRODUCTION
Turismo de Portugal, I.P.

/ COORDINATION
Directorate for the Supply Enhancement,
Turismo de Portugal

/ ENTITIES INVOLVED
Portuguese Environmental Agency

National Maritime Authority / Directorate-General
for the Maritime Authority

Directorate-General for Natural Resources,
Security and Maritime Services

Portuguese Sports and Youth Institute

/ PARTNERS INVOLVED
Portuguese Association of Congress, Tourist
entertainment and Events Companies

Association of Portuguese Surfing Schools

/ ENTITIES HEARD
Portuguese Surfing Federation

Municipalities which manage bathing beaches
with surfing activities

/ IMAGE CREDIT
Aloha Surf & SUP School
_Azurara Beach, Vila do Conde, Portugal (image 5)

Freepik
_Algarve, Portugal (image 3)

Unsplash
_Paula Bártoło | *Ribeira d'Ilhas, Ericeira, Portugal* (page 03)
_Danil Lepik | *Ericeira, Portugal* (page 05)
_João Ferreira | *Ribeira d'Ilhas, Ericeira, Portugal* (image 1)
_Andrew Neel | *John Jason, Costa da Caparica, Portugal* (image 2)
_Nick Sarvari | *Gold Coast, Australia* (page 08)
_Kira Laktionov | *Porto, Portugal* (page 10)
_Hanvin Cheong | *Luz Beach, Portugal* (page 13)
_Janosch Diggelmann (page 15)
_Dahee Son | *Albufeira, Portugal* (image 4)
_Marten Bjork | *Albufeira, Portugal* (page 18)
_Mandy Raasch | *Nazaré, Portugal* (page 22)
_Carla Veiga | *Carcavelos Beach, Portugal* (image 6)
_Daniel Schwarz | *Portugal* (page 24)
_Jarno Colijn | *Ericeira, Portugal* (page 28)

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