

TRINIDAD CITY HALL
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Steve Ladwig, Mayor
Gabriel Adams, City Clerk



Posted: Monday, April 27, 2020

NOTICE AND CALL OF A MEETING OF THE **TRINIDAD TRAILS COMMITTEE**

The Trinidad City Council Trails Advisory Committee will meet on
THURSDAY, APRIL 30, 2020 at 5:00 PM
By Video/Audio Conference, hosted on the Cisco Webex Platform

In accordance with Executive Order N-29-20 this meeting will be held via videoconference, and will be hosted on the Cisco Webex Platform. Learn more about Webex here: <https://www.webex.com/>

PUBLIC COMMENT: Public comment may be submitted via email in advance of the meeting, or accepted in an orderly process during the conference. If you do not have access to the internet and would like to provide a written statement, please deliver your comment to 409 Trinity Street, Trinidad CA, by 2:00pm, Thursday, April 30, 2020. Email to azetter@trinidad.ca.gov Comments will be accepted during the meeting, and included in the public record.

HOW TO PARTICIPATE: The meeting link and participant code is located on the calendar page of the City Website: <https://trinidad.ca.gov/calendar> Click on the appropriate date to access all the information.

- I. **CALL TO ORDER/ROLL CALL**
- II. **APPROVAL OF MINUTES – 12/17/2019**
- III. **ITEMS FROM THE FLOOR**
- IV. **STAFF/COUNCIL REPORTS**
- V. **COMMITTEE MEMBER REPORTS**
- VI. **DISCUSSION/ACTION ITEMS**
 1. Discussion/Decision: Review Trail Policy and Consider Forwarding to Planning Commission for Review.
 2. Discussion/Decision to Direct the Trails Committee to Evaluate Covid-19 Related Trail Closures.
- VII. **REQUEST FOR FUTURE ITEMS**
- VIII. **ADJOURNMENT**

Angela Zetter
Trinidad Administrative Assistant

MINUTES OF THE REGULAR MEETING OF THE
TRINIDAD TRAILS ADVISORY COMMITTEE
TUESDAY, DECEMBER 17, 2019 AT TRINIDAD TOWN HALL, 409 TRINITY STREET

I. CALL TO ORDER/ROLL CALL (5:00 pm)

Committee Members Present: Davies, Kelly, Morehead, Kenny

Committee/Alternate Members Present: West, Laos

Committee/Alternate Members Absent:

City Staff: Zetter, Price-Hall

II. APPROVAL OF MINUTES

October 15, 2019

(Kenny/Kelly) moved to approve the October 15, 2019 minutes as amended. **Passed (4-0). Passed unanimously.** *Alternate Committee member Laos was not present during the vote.*

Removed “**Davies and** Laos clarified the Tsurai Ancestral Society is not a part of the Committee, as they are not a recognized tribe” in Agenda item 1.

III. ITEMS FROM THE FLOOR

City Council member West advised he received information from J. Buhr the Statewide Enforcement Supervisor with the California Coastal Commission. The information concerned the illegal “No Trespassing” and “Private Road” signs on Wagner Street, which impede the public’s ability to access Old Wagon Trail, as many are unaware they legally can access the trail. Buhr stated they have a desire to work with the City in hopes of having the signs removed, as quickly as possible. Committee member Morehead stated he also spoke with Buhr regarding the same concerns, as there is a TCLT access easement. He did, however, advise they dropped the issue, due to litigation. Morehead would like to see the CCC take the lead on this. West mentioned having a policy for all trail signage.

Grant Administrator Price-Hall advised the City awarded a contract to RCAA in regards to a transportation program. She stated the City has not executed the contract yet, but there will be a kick off meeting with RCAA. She further noted the City will be requesting input from Committees.

IV. STAFF/COUNCIL REPORTS

No City Council report.

V. COMMITTEE MEMBER REPORTS

Morehead advised he is meeting with State Parks Trails staff, as some of their property is of concern to Trinidad. He questioned if Grant Administrator Price-Hall could connect with Cal Conservation Corp, regarding grants. She responded indicating she has the information, but has not reached out yet.

Committee member Kenny advised that in October she observed transients, who had a fire, at the bottom of the Axel Lindgren trail by the bluff. She indicated the individuals left trash. Commissioner Kelly advised she had a similar incident near her property, but the response by the City was great.

The agenda was reorganized and approved by acclamation (5-0).

VI. DISCUSSION/ACTION ITEMS

12-17-2019

Trails Committee Meeting Minutes

*DRAFT
Page 1 of 4*

1. Presentation from the City Grant Administrator Regarding Grant Eligibility of Priority Projects.

Grant Administrator Price-Hall provided a list of Per Capita Project Ideas, and clarified the deadline has not been announced and the minimum allocation amount the City would be granted is \$200,000.00. She confirmed she compiled the project ideas from information obtained from the Trails Committee and California Coastal Monument Committee. She noted that one potential project is to develop above the previous location where the lighthouse once was, in order to make it an accessible viewpoint. However, she reported that City Planner Parker was unsure on how long that would take, so she did not include it on the list she compiled. Price-Hall went on to discuss the guidelines for acquisition and development projects, clarifying they can't be combined.

Additionally, the City passed a resolution in October, stating the Council approved submitting applications (not a specific application), and committed to the match percentage. It was clarified that the financial match can come from partners, like the Yurok tribe. Morehead questioned if the ATP grant could be used to match. Price-Hall advised she wasn't sure about state grant matching, but will look into it. She did clarify the City cannot use per capita funds for maintenance or repair, but instead only new projects that can generate improvements. Signage is eligible. Price-Hall advised she spoke with City Clerk Adams and M. Baum from State Parks, and there was a consensus that the projects listed are eligible, but the main take away was that the City must have the CEQA/permitting for a specific project in place before applying for funding. She advised the projects have to be done by June 30th 2022.

Price-Hall continued her discussion regarding grants, specifically advising that the second grant is through Prop 68, which is a competitive grant. She explained that the minimum is \$200,000 and max is \$3 million. Morehead opined the Prop 68 grant would be great for the Strawberry Rock acquisition. Committee member Laos questioned if the City would be eligible before the easement is obtained, as the City currently does not own the land. Price-Hall clarified it is a combined acquisition and development project, so it doesn't have to be in City limits. The City is classified as disadvantaged, so if the project is within a certain distance from a disadvantaged community, it can be reviewed. The deadlines are currently TBA. Price-Hall explained the grant process.

Committee member Kenny advised she would like improvements to the Axel Lindgren Trail be prioritized. Commissioner Kelly questioned how controversial handrails and steps would be at the bottom of the trail. Price-Hall advised it would be a very a long planning process, and there would need to be determination by the City Manager if the project could move forward, due to the current politics. Council member Davies suggested the City get a letter of cooperation. Laos stated there are other entities that needs to be considered, during the process as well. Council member West advised he would like to see the trail at the bottom of Trinidad Head prioritized, and suggested making improvements to the trail on the City easement. Laos agreed it would be beneficial to do realigning with handrails, and further advised that it needs signage, etc. Laos explained that the Rancheria Council is open to working on improvements to the surrounding area, which includes access to the Trinidad Head. They would be open to a cooperative project, as they would like the signage to be uniform.

Price-Hall advised signage would fall under Project D on the list provided. She explained that her grant manager contact advised it would be considered construction. Thus if the City knows what the desired signage will look like and completes CEQA/permitting, it can be included in a Per Capita Application.

The Committee continued to discuss different projects briefly described by Grant Administrator Price-Hall. Additionally, the Committee discussed stakeholders in projects, and questioned if the City would allow one stakeholder to put a project on hold. The Committee agreed that some ideas for signage need to be explored sooner than later, but also recognized they are seeking to satisfy all parties. Price-Hall advised she needs to get an idea of the Committee's signage concept. Morehead and Laos advised they will speak to Price-Hall at a later time. Price-Hall concluded she will take the Committee's suggestions into consideration, and will proceed with investigating, and once she composes material, she will provide it to the Trails Committee for review.

2. Trails Policy: Edits and Updates (this was done 2nd)

Morehead made note that the Table of Contents needs to be reviewed and/or changed to ensure it aligns with the revisions. The Committee identified the need to merge Trail Signage Sections, which are in separate areas of the Trail Policy Document.

Changes to the Maintenance and Monitoring Policies (pages 14-16)

- Changed bullet point “*Three types of maintenance should be conducted...will need to be conducted quite regularly*” to “*Types of maintenance should be conducted...will need to be conducted quite regularly.*” (page 14)
- Changed and shortened bullet point “*Know accident reporting procedures. Trails Crews working in remote areas will be...used to relay radio transmissions*” to “*Know accident reporting procedures.*” (page 15)
 - Confirmed the need to add more verbiage to “*Know accident reporting procedures.*” (page 15)
- Changed and shortened bullet point “*To augment maintenance duties, the City...Outreach and Permitting and Liability*” to “*To augment maintenance duties, the City may collaborate with volunteers, & agencies.*” (page 15)
- Removed bullet point “*The need for structural repairs, vegetation removal...expressing trail maintenance concerns.*” (page 15)
- Removed bullet point “*To keep the record up to date and accurate...conducting maintenance and following maintenance activities.*” (page 15)
- Changed and shorten bullet point “*Volunteer Steward Rules. The City will develop a Volunteers’ Handbook describing general procedures for volunteer activities emphasizing safety and protection of environmental and cultural resources resources...use of volunteers, and carry insurance that covers its volunteers*” to “*The City will develop a Volunteers’ Guidelines describing general procedures for volunteer activities.*” (page 15-16)
- Revised titles “*Annual Baseline Inventory and Monitoring Report Process*” and “*Establish a Maintenance and Monitoring Schedule*” to “*Annual Baseline Inventory, Maintenance Reporting, and Maintenance/Monitoring Schedule*” (page 16)
- Combined and modified two bullet points “*The City should establish baseline conditions...*” and “*The City’s trails will be assessed annually...*” to “*The City will establish baseline trail conditions using the Trinidad Trail Monitoring Report to prioritize maintenance, leverage resources and staff, account for areas of increased risk/liability, and determine if improvements from previous maintenance work was effective. Maintenance requirements for the year will be identified. The report will also determine the activities which require permits, specifically for construction projects.*” (page 16)
- Removed bullet point “*The City will prioritize trail maintenance in its budget.*” as it is addressed in the funding section (page 16)

- Removed bullet point “Trinidad shall employ best management practices in the design, construction, and maintenance of trails.” (page 16)
- Removed bullet point “Projects that are predicted to span longer than one calendar year should be addressed on an individual basis.” (page 16)

Changes to the Signage and Kiosks section (pages 17-19)

- Modified the sentence “The purpose of signage is to enhance...” to “Trail signage provides the information necessary to enhance trail user safety and enjoyment, promote the use of trails, provide cultural and historical background, and to protect the surrounding environment.” (page 17)

Changes to Fences, Railings, and Trail Stabilization section (pages 19-20)

- Changed bullet point “Fences should be constructed only if required (1) safety, (2) by landowner stipulation, (3) *for confining stock*, (4) *for restraining people from leaving the trail*, or (5) *for keeping motor vehicles off the trail*” to “Fences should be constructed only if required (1) for safety, (2) by landowner stipulation, (3) *for restraining people from leaving the trail*, or (4) *for keeping motor vehicles off the trail*.” (page 19)
- Removed bullet point “Fences should be made of wood and fit in as well as possible...appropriately spaced to prevent injury to trail visitors.” (pages 19-20)
- Review and modified comment regarding “Trash receptacles and pet waste stations should be explored...” to “Trash Receptacles and Pet Waste Stations. (page 20)
 - Added a description advising “Where feasible and appropriate the City will install trash receptacles and pet waste stations.” (page 20)

VII. REQUEST FOR FUTURE ITEMS

No future items were discussed. However, Davies advised quarterly meetings will start Jan 21, 2020. Additionally, the deadline to submit agenda items will be the Wednesday before the meeting.

VIII. ADJOURNMENT

Meeting adjourned at 6:47 pm. Next meeting scheduled for January 21, 2020 at 5:00 pm.

Submitted by:

Approved by:

Angela Zetter
Administrative Assistant

Tom Davies
Council Member



DISCUSSION AGENDA ITEM NO. 1

SUPPORTING DOCUMENTATION FOLLOWS WITH: 21 PAGES

1. Discussion/Decision: Review Trail Policy and Consider Forwarding to Planning Commission for Review.

Trinidad Trails Policy

City of Trinidad, California

Draft 1 22 2020



Table of Contents

2

Contents

A. INTRODUCTION..... 4
Background..... 4
Purpose..... 4
Description of Trinidad Trails..... 4
B. PUBLIC ACCESS 6
Trail Use..... 6
Safety..... 7
Expansion and Connectivity..... 8
C. MAINTENANCE AND STEWARDSHIP..... 9
Maintenance and Monitoring Policies..... 10
Maintenance Crew Rules 10
Delegation of Maintenance Duties/Responsibilities..... 11
Annual Baseline Inventory, Maintenance Reporting, and Monitoring Schedule 11
D. SIGNAGE AND KIOSKS 11
Signage Guidelines 13
Sign Policies..... 14
E. INFRASTRUCTURE POLICIES..... 14
Trail Maps 14
Fences, Railings, and Trail Stabilization..... 14
Staging Areas 15
Parking 15
Trash Receptacles and Pet Waste Stations 15
Natural Resources Conservation Policies 15
Cultural Resources Conservation Policies..... 16
E. PUBLIC OUTREACH 16
F. FUNDING..... 16
G. PERMITTING AND LIABILITY 17
Insurance and Indemnity Policies 17
Address Permitting, Liability, Restrictions, and Oversight 18
Liability for Volunteers..... 18

APPENDIX..... 18
DEFINITIONS..... 18

A. INTRODUCTION

Background

The City of Trinidad's¹ unique location on the coast with panoramic vistas and beautiful beaches makes its trail system a treasured asset for residents and visitors alike. Trails are important because they provide access² to natural and culturally significant areas for recreation, scientific study, and to better understand our relationship with nature. Trails enhance public health and provide a vital medium for community cohesion. They also serve to bolster the local economy by attracting people to the area. Some of the trails in the City of Trinidad also provide a means of use³ for alternative transportation.

The City of Trinidad maintains trails within the community for use by residents and visitors. There are eight trails in the Trinidad trail system that are referred to by their general location on Trinidad Head, State Beach Trails, Harbor Area Trails, and the Old Home Beach Trails.

The City holds discretionary power to authorize, limit, or otherwise restrict uses and to adopt rules and policies as it deems necessary to protect users, preserve natural and cultural resources associated with the trails system, and uphold the rights of neighboring stakeholders, including private property owners, tribes, and local and state governments.

Any additions, restrictions, or amendments to this public access policy must adhere to public input procedures and all substantive public comments may be considered under provisions in the Brown Act (CA Government Code § 54950 – 54963). A formal decision to amend this public access policy or to permanently or periodically close any trail will be posted at City Hall and on the City's public website.

Any new public access designations will be consistent with historical use, capacity of existing infrastructure, and consideration of cultural and natural resources.

Purpose

In the City of Trinidad's General Plan and City Goals for 2018-2019, the City Council requested the development of a comprehensive Trinidad Trails Plan. In 2017, the City Council chartered a Trinidad Trails Committee to advise the City Council, City Staff, and the Planning Commission on matters relating to trails within the City's regulatory overview.

This policy draws upon many resources and documents including the current and draft Trinidad General Plans. The policy will be adaptable to meet future general plan revisions.

Description of Trinidad Trails

Trinidad Head Trails

Trinidad Head:

The trailhead begins at the foot of Trinidad Head from the south side of the beach parking area up a roadway that leads to the Coast Guard Housing. The trail follows the roadway to an overlook point where it turns up towards a gravel road just before the Coast Guard Station gate. The trail continues up to the granite cross. Just west of the cross is an unimproved trail that follows around the south side of the head and loops back down to the first bend in the paved road. Benches are available along this route. The trail, about one mile in length, has an elevation gain of about 300 feet.

Trinidad State Beach Trails:

State Park Trail:

The trailhead begins at the paved parking lot adjacent to the Humboldt State University Telonicher Marine Laboratory on Ewing Street. Traveling north there is a paved road for 200 feet. From there the unimproved trail proceeds along the paved road north, past the Underwood Avenue Trail, eventually leading to the State Park. Proceeding south from the Marine Lab the trail leads to Trinidad State Beach, Trinidad Head, and the harbor via Edwards Street. From various secondary trail access points proceeding west, one can reach the Trinidad State Beach.

Underwood Trail:

The trailhead begins on Underwood Avenue, where parking is available on the street. There is a narrow unimproved right-of-way from Underwood Avenue between two fences that proceeds west to the State Park Trail.

Harbor Area Trails

Harbor Trail:

The trailhead begins near the corner of Trinity Street and Edwards Street, where parking is available along Edward's Street. Traveling west, it veers off Edwards Street at the Historical Marker and traverses down Van Wycke Street to Galindo Street. Additional parking is available off Galindo Street. The trail extends south to the bluff's edge and then down a stairway to Launcher Beach, the harbor area, fishing pier, and Trinidad Head. [Note: The future of VanWycke trail is under review at this time.]

Old Home Beach (formerly known as Indian Beach Trails)

Axel Lindgren Memorial Trail:

The trail has been designated the primary access to Old Home Beach. The trailhead begins just west of Trinity Street and Edwards Street where parking is available to the east and west. It is one the most challenging trails in the City following the bluff down to Old Home Beach. Stairs, cable steps, handrails, and benches are provided along the trail. The bottom of the trail is prone to washouts by winter waves. Caution should be used.

Secondary trail access up the bluff is available 900 feet to the southeast up the Parker Creek Trail.

Old Wagon Road Trail:

The trailhead begins at the intersection of Ocean Avenue and Wagner Street. Parking is available on Edwards Street. From Ocean Avenue the trail can be accessed through a driveway access between the first and second houses on the ocean side of Wagner Street. It proceeds easterly until it meets up with the Parker Creek Trail and the Groth Lane Trail, all of which lead to Old Home Beach. Notes: no parking is available on Wagner Street per the 1994 Settlement Agreement. This trail is for daylight use only and excludes dogs.

Parker Creek Trail:

The trailhead begins at the intersection of View Avenue and Parker Creek Road, which is parallel to Main Street behind Murphy’s Market. Parking is available along View Avenue. This trail begins off Parker Creek Road down a gravel roadway between fenced properties. At the end of this roadway, the trail enters a vegetated area and follows along Parker Creek. It joins the Groth Lane Trail and is another way to get to Old Home Beach. Note: no parking is available on Parker Creek Road.

Groth Lane Trail:

The trailhead begins on the west side of Scenic Drive just north of the Lanford Road intersection. No designated parking is available adjacent to the trailhead or on Scenic Drive. The trail, which is generally unimproved, proceeds downhill where it meets up with the Parker Creek Trail after it crosses Parker Creek. This trail provides another way to get to Old Home Beach

B. PUBLIC ACCESS

The City recognizes the importance of maintaining public access to the Trinidad trails system within City limits and along the coastline. The City seeks to:

- Encourage trail usage for education, exercise and enjoyment.
 - Provide opportunities for a broad range of trail users to connect with nature, experience wilderness, and observe natural beaches.
- Promote lawful trail use, reduce impacts to natural resources, and minimize disturbance to neighbors.

Trail Use

Right of way and rules of use are established for the safety of trail users and to protect, preserve, and enhance the environment near trails and neighboring landowner’s property.

Allowable uses, rules for access and right of way, and conventional trail etiquette:

- Public access is granted to all pedestrians.⁴
- Disabled trail users, pursuant to the Americans with Disabilities Act (42 U.S. Code § 12101), will be accommodated to the extent that existing infrastructure, landscape qualities, and budgetary constraints allow.
- Trail users must stay on system trails. Off-trail use of non-system trails (sometimes referred to as “social trails”⁵) by pedestrians is prohibited.
- Trinidad Head hikers are subject to the Trinidad Municipal Code Chapter 12.12, Trinidad Head.
- Trails are considered public grounds and therefore subject to Trinidad Municipal Code Chapter 12.18, Public Grounds.
- Dogs and their owners are subject to the Trinidad Municipal Code Title 6, Animals. Pets other than dogs are not permitted on trails. Dogs must be on leashes no longer than 6 feet in length. Owners must remove their dog’s droppings.
- Camping in and around the Trinidad Trails System is prohibited.
- Trail permitted uses are subject to zoning as outlined in the Trinidad Municipal Code Title 17, Zoning - “Principle permitted uses” and “Uses permitted with a use permit”.
- The use of bicycles on pedestrian trails is prohibited.
- Activities not specifically mentioned in this trail policy may be prohibited.
- No trails are currently ADA accessible.

Safety

Trinidad recognizes visitor safety as a priority when designating and managing the trail system. Trail uses that compromise the safety of trail visitors are prohibited. The City shall consider visitor safety when designing, designating, maintaining, and managing any trail.

Trail user safety:

- Hazardous substances, as defined in the Trinidad Municipal Code, Title 8: Health and Safety, are not allowed on trails.
- Trails are subject to the Trinidad Municipal Code Title 9, Public Peace, Morals, and Welfare. This section includes an outline of expectations for public decency, alcohol, weapons, and so forth.
- Any part of a trail that is also deemed a street is subject to the Trinidad Municipal Code Title 10, Vehicles and Traffic.

- Trinidad reserves the right to temporarily close any portion of the trail system in emergencies or when trail conditions become unsafe. Conditions leading to closure include, but are not limited to, soil erosion, flooding, fire hazard, fallen trees, overgrown vegetation, predator sightings, and reports of illicit activity.
- The City will establish a list of trail-use rules to ensure safety as well as promote compliance, enhance user enjoyment, and protect natural and cultural resources. Trail rules will be disseminated to homeowners, published on the City's website, and/or posted at informational kiosks.
- Trails shall be maintained in a manner which ensures emergency personnel (police, fire, the Coast Guard) have access to the trail. Emergency access for safety, security, or maintenance purposes is based on an established protocol between the parks, fire, and police departments. The initial responding party will notify the other emergency departments as soon as possible, as needed.
- Trail names and corresponding GPS coordinates are effective in assisting fire and safety personnel in locating trail users who may need assistance in emergencies. Trail identifications are also useful for City staff and Public Works to locate specific trail maintenance/improvement areas that have the potential to impact safety.
- Trail Identification Signs⁶ at each trailhead may be mapped by the City's GIS staff to correspond with GPS coordinates. These integrated points can then be shared with appropriate first responders (i.e, CalFire, Humboldt County Sheriff Department, US Coast Guard).

Expansion and Connectivity

These policies refer to expanding the existing trail system or connecting to trails managed by other entities. In doing so, conserving existing natural and cultural resources is a priority.

- The City will work to preserve existing trail routes designated for public use on the Trinidad Trails System maps and expand the public trail network for all user groups where appropriate.
- Trinidad will seek to coordinate trail expansion with local and regional trail systems (California Coastal Trail and State Parks) where possible.

Relationships with Private Landowners

Current and future easements and access agreements shall respect the rights of the landowner while also maintaining safety and public access.

- Trinidad shall strive to coordinate trail design and maintenance with the owners and managers of adjoining lands including but not limited to private landowners, Trinidad Rancheria, California State Park Service, and the Bureau of Land Management (BLM).

- Management decisions and restoration/maintenance actions specific to the Wagner Street Trail shall respect the Mutual Settlement Agreement and Release by and between John Frame, the City of Trinidad, the California Coastal Commission, and the California Coastal Conservancy.

C. MAINTENANCE AND STEWARDSHIP

As trail stewards, the City is responsible for ensuring the viability of trails long into the future. Trails in the City of Trinidad require maintenance to protect and enhance natural and cultural resources and to keep trails in a safe and accessible condition. The following policies establish a monitoring and maintenance schedule and designate the personnel and resources necessary to perform routine inspections and maintenance activities. The preferred outcome will be to proactively detect and resolve trail infrastructure issues.

Operations include opening and closing gates, waste disposal, and implementing temporary measures (warnings and closures) during inclement weather and/or hazards including, but not limited to, erosion and bluff failure.

Maintenance encompasses a range of routine and non-routine tasks, including:

- Trail surface maintenance. Periodic maintenance includes filling and grading depressions in the trail tread⁷, removing edge berms, and re-reconditioning drainage features such as drainage dips. Maintaining the surface of accessible trails will be a priority.
- Erosion control. Work will be needed to manage hillslope runoff coming on to the trail system and to implement various slope stabilization measures.
- Vegetation management. Clearing fallen branches, limbs, and trees is important, especially after storms. Taking measures to remove invasive species is a priority to protect native habitats and species. Trail brushing may be performed annually beginning in the late spring to allow access to entire trail. This work should be performed during the months of May and June, except where sensitive species or habitats indicate otherwise. Springtime is when birds begin nesting and this will need to be taken into account by the City before creating disturbances.
- Responding to vandalism, repairing short cuts, and decommissioning informal/social trails.

New⁸ trail infrastructure additions and other management or restoration projects, are subject to the California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) and may be subject to the Coastal Zone Management Act.

Any project located within the Coastal Zone must address Design Review and View Protection findings of the Trinidad Zoning Ordinance.

The City will collaborate with local organizations to implement a Trail Stewards Program. A partnership program could provide liability insurance, volunteer training curriculum, and a support structure to help with continued maintenance on the trails.

We recommend the City initiate the Trail Stewards Program and have meetings and events scheduled regularly.

Maintenance and Monitoring Policies

The priority of maintenance activities are visitor safety and the protection of natural and cultural resources.

Maintenance Responsibility

The responsibility for trail maintenance should be clearly delineated when trail is created or adopted. Project maintenance should be done by professionals or skilled trail workers.

Maintenance Procedures and Frequencies

Baseline inspections and inventories should be conducted annually for all trail assets. For each trail, a maintenance schedule appropriate to the trail assets and level of usage should be established, a checklist should be prepared for use during future maintenance.

Types of maintenance that should be conducted: Annual Maintenance (consisting of drainage maintenance, clearing, tread maintenance, and brushing), Project Maintenance (consisting of rehabilitation, construction, and restoration) and, Cleaning (the removal of litter and debris). It is anticipated that trail cleaning will need to be conducted quite regularly.

Maintenance Crew Rules

Prior to beginning any trail construction or maintenance project, employees shall be provided training covering proper construction and/or maintenance techniques.

Staff should:

- Wear appropriate PPE (Personal Protection Equipment): proper headgear, gloves, boots, eye protection, and/or knee guards.
- Protect against noxious plants and animals by wearing gloves, long sleeves, long pants, boots and a face shield if necessary.
- Avoid accidents by using tools safely, being alert to hazardous footing, and staying focused on the task.
- Not work during inclement weather: strong winds, heavy rain or lightning.
- Know accident reporting procedures.

Delegation of Maintenance Duties/Responsibilities

Maintenance will be performed by the City Department of Public Works and in special circumstances when authorized by the City, by volunteer groups and organizations. To augment maintenance duties, the City may collaborate with volunteer groups and agencies.

Annual Baseline Inventory, Maintenance Reporting, and Monitoring Schedule

- The City will establish baseline trail conditions using the Trinidad Trail Monitoring Report to prioritize maintenance, leverage resources and staff, account for areas of increased risk/liability, and determine if improvements from previous maintenance work was effective. Maintenance requirements for the year will be identified. The report will also determine the activities which require permits, specifically for construction projects.
- A routine maintenance schedule detailing necessary modifications/improvements on trails and trailheads should be adopted to minimize degradation from use, erosion, natural disturbances, and vegetation growth. The tasks outlined in the schedule should be achievable over the course of one calendar year and work around staff and budgetary limitations (see attached Maintenance Schedule attached below).

D. SIGNAGE AND KIOSKS

Trail signage provides the information necessary to enhance trail user safety and enjoyment, promote the use of trails, provide cultural and historical background, and to protect the surrounding environment.” Signage is intended to provide necessary information without diminishing the aesthetics of the natural setting. Signs should be clear, consistent, and attractive, and developed to reach a range of audiences including first-time users, repeat users, and special users. Special users include people with decreased visual abilities, children, and people with accessibility needs.

Consistency with California Coastal Act Section 30210:

In carrying out the requirement of Section 4 of Article X of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

At minimum, proposed signage (existing and new) will: (1) identify coastal access facilities within the City of Trinidad; (2) demarcate the City's formal pedestrian trail system; and (3) provide a public service by identifying the restrictions applicable for the use of certain trails. Any proposed signage project must be consistent with and carry out key public access provisions of both the Coastal Act and the Trinidad General Plan.

Guidelines for sign design, placement, and maintenance can be found in the following City documents and can be accessed at City Hall:

- Sign Inventory and Assessment (Carson Welte, n.d.): locations and maintenance priorities.
- California Coastal Trail Signage Project (2010): description, geographic coordinates, photos, comments, placement, insignia size, fastener type.
- Primary and Secondary Trails to Indian Beach (2009 Staff Report): staff recommendations and conditions of approval
- Draft Sign Concept Document: design elements & preferred materials.

Types of Trail Signs:

- Obvious but unobtrusive signage should be used to (1) describe regulations for use and traffic control, (2) warn of hazards, and (3) provide navigational and interpretive information. Signs should be constructed of highly durable materials that will require minimal maintenance in the expected conditions of sun, temperature, and precipitation. Signs should be located outside of the tread width.

Regulatory Signs at each trailhead and major access points will describe (at a minimum): (1) Allowable uses; (2) Right-of-way rules and trail etiquette (e.g. no camping, hours of operation) (3) Legal jurisdiction and enforcement authority.

Warning: Signs warning of general hazards (weather, lack of services, emergency contacts, etc.) will be placed at each trailhead. Signs warning of unusual hazards along the trail will be placed at a height of 4' or greater and will be easily readable.

Information: Each major trailhead will have informational signage including a trail map, trail distances, and level of difficulty. There may also be more extensive signs or displays describing the natural and other features likely to be encountered. Trail junctions may have signs indicating the destinations and mileage in each direction. Mile markers and interpretive signs along the trail will be unobtrusive and placed outside the cleared path area. Signage will be sufficient that users can navigate the trail without a map

Interpretive: Interpretive signs enhance the trail experience by providing information about the history and culture of the area. Such exhibits may discuss local ecology, people, environmental issues and other educational information. Educational signage may be placed at scenic view areas or in relation to specific elements being interpreted. They may take on many forms including textual messages, plaques, markers, panels, and demonstrations. Kiosks provide visitors with information to orient themselves, learn about trail conditions and opportunities, trail regulations, hours of operation, local events such as activities

programmed for the City. Kiosks should be readily identifiable by trail users as informational contact stations and provide elements such as bulletin boards, regional trail maps, rules and regulations and accessibility advisories.

Signage Guidelines

Trailhead signs at accessible trails are subject to accessibility standards (Architectural and Transportation Barriers Compliance Board, 2014, Section 1017.10), which require the following information:

- Length of the trail or trail segment
- Surface type
- Typical and minimum tread width
- Typical and maximum running slope
- Typical and maximum cross slope

This information enables people to make an informed decision about whether to utilize a trail based on its physical characteristics. Trailhead signs at accessible trails shall comply with CBC 11B-703, which contains standards for visual characters (11B-703.5) and pictograms (11B-703.6). Standards for visual characters include finish and contrast, case, style, character proportions, character height, and height from ground. Standards for pictograms include finish and contrast and text descriptors. Examples of accessible trailhead signs are provided below. For trailheads where it is technically infeasible to alter the terrain to create an accessible trail, signs shall be provided identifying the specific barrier (e.g., gradient, width, or surface).

Trailhead signs should, at the very least, indicate trail difficulty, length, and surface type and be posted along with the trail rules and regulations.

Signs can perform a variety of functions and convey different types of information:

- Identification signs indicate or designate features such as trailheads, trail segments, and property boundaries.
- Directional signs (also known as orientation signs) help users confirm where they are and the direction they want to go. Directional signs also serve a safety function by assisting public safety agencies in responding to emergencies. Examples of directional signs include trail maps, trail distance signs, and mile markers.
- Regulatory signs identify actions that are allowed or not allowed.
- Safety signs warn users of potential hazards or temporary closures.
- Interpretive signs provide historical or scientific information and convey messages in order to enhance understanding and appreciation.

A single physical sign can have multiple functions. One general principle is to minimize signage in order to avoid visual clutter and information overload. Too many signs, or overly detailed signs, can result in the signs being ignored. Minimizing signage also reduces maintenance costs. Signs should generally be clustered at trailheads and trail intersections and consolidated where possible. Signs should be constructed of durable materials to withstand weather conditions and vandalism. Sign content should emphasize effective communication with short, easily remembered messages and simple symbols. Regulatory signs should provide a balanced message by identifying the allowable and encouraged activities along with prohibited activities.

Sign Policies

- Trailhead signage may warn dog owners to maintain control and not allow dogs to harass wildlife.
- Signage may provide interpretive displays and information for trail users including trail system blueprint and access points.
- Trailheads may be equipped with trail information kiosks to provide a comprehensive set of information for users initiating their visit to the Trinidad trails system. Kiosks will typically provide the trailhead name, trail map, information on trail type and conditions, distances to destinations, and regulatory and safety information.

Regulatory Approach to Signage Infrastructure per Trinidad Zoning Ordinances

The following section from the Trinidad Municipal Code can be used to make the necessary finding to approve signage projects, Sections 17.60.040-050 and 17.72.040.

E. INFRASTRUCTURE POLICIES

Trail Maps

Maps and trail guides should be made available to the public to increase awareness of existing public trails.

Fences, Railings, and Trail Stabilization

- Fences will be constructed only if required (1) for safety, (2) by landowner stipulation, (3) for restraining people from leaving the trail, or (4) for keeping motor vehicles off the trail.
- Railings for trails will be used only where a drop-off occurs that needs safety protection or to control access.
- Trail Stabilization: When a trail is built in steep terrain or on a steep cross slope⁹, wood log retaining walls, rock or log trail buttresses or wood trail steps will be installed as necessary to maintain trail stability and prevent erosion.

- Trails are subject to Trinidad Municipal Code Chapter 15.16, Grading (City of Trinidad, 2012).

Staging Areas

Staging areas, as appropriate, will be provided at major trail system access points. Staging areas may include the following: shade trees or shade structures, seating areas, bicycle racks, water fountains, interpretive and directional signage, trash receptacles, pet waste stations, and restrooms.

Parking

Signage may direct visitors to accessible parking.

- Park hours are dawn to dusk - year round.
- No overnight parking allowed.
- Motorized vehicles are prohibited except in roadways, parking areas designated for motorized vehicles, as needed for public safety purposes, or by permit.
- No vehicle may be parked on City property between 10:00 pm and 5:00 am

Trash Receptacles and Pet Waste Stations

Where feasible and appropriate the city will install Trash Receptacles and Pet Waste Stations.

Natural Resources Conservation Policies

- The City will design, build, and manage trails in a sustainable manner by incorporating design measures that protect vegetation, preserve habitats, and minimize erosion.
- The City will prohibit trail uses that compromise the protection of natural resources and strive to protect and enhance the habitats of native plants and animals.
- Trail maintenance and repair activities shall be performed in accordance with best practice and following restrictions set forth by the California Coastal Commission, the Tsurai Management Plan, and court rulings.
- Trails will be located adequate distance from streams to protect riparian and aquatic habitat and wildlife corridors. Trails may occasionally diverge close to the top of the bank to provide visual access and opportunities for interpretive displays on the environmental sensitivity of creek habitats.
- Riparian Zones¹². Riparian vegetation within 100 feet of major coastal streams will be protected. The major coastal streams in the City are Mill Creek, McConnahas Creek, and Parker Creek. Structures and activities will be sited outside the riparian protection zone whenever possible. If not possible, areas that must be disturbed will be kept to a minimum and be replanted with appropriate vegetation.

- The City will partner with public agencies, non-governmental organizations, and landowners in regional and countywide efforts to inventory special status species (endangered, threatened) and to develop regional habitat conservation plans that protect special status species, wildlife corridors, ecosystems, and biodiversity.
- The presence of rare plants will be considered in the development of any trails.

Cultural Resources Conservation Policies

- Areas of high-value cultural and historic resources will be protected from disturbance and adverse impact.
- Where possible, new trails will be routed away from high-value cultural and historic resources whenever possible and feasible. Trinidad may permanently decommission a trail in order to protect high-value cultural and historic resources.
- Trinidad shall accommodate remnants of non-native species (such as orchards) when they contribute to an understanding of historic and cultural landscapes.
- Review under Public Resources Code 5024 is required to identify any significant cultural resources within the area of potential effect for a proposed project. In the event that avoidance of a cultural resource is not practicable, mitigation measures to decrease the effects of a conversion project to less than significant shall be proposed. Construction and cultural monitoring shall take place to decrease the potential for effects to cultural resources in areas of moderate to high sensitivity during construction.

The City will consult the Tsurai Management Plan when conducting maintenance in or near the 12-acre Tsurai Study Area (TSA).

E. PUBLIC OUTREACH

The City will promote collaboration among Trinidad citizens, tribal entities, public land management agencies, nongovernmental organizations, and private landowners to implement the Trinidad Trails System and regional trail systems.

The City will hold a public hearing, once per year, to report upon the state of trails and to establish goals for future maintenance and special projects.

F. FUNDING

The City will establish a line item in the annual budget for trail maintenance. A long-term funding plan will be developed to supply materials, tools, equipment, signs, waste disposal, and staff time to perform maintenance and coordinate volunteers. Additional funding (i.e. grants, private donations, etc.) will be sought to support trail system functions such as trail repair, maintenance and development.

The City shall keep trail maintenance records in order to accurately determine the cost of annual maintenance. The Trails Committee, in cooperation with Public Works, will assess the

necessary amount of funding for annual repair and maintenance of trails for recommendation to the City Council.

G. PERMITTING AND LIABILITY

The City of Trinidad will inventory hazards; assessing environmental and construction mitigation to minimize risks to trail users.

Insurance and Indemnity Policies

Liability

All trails are “Use at Own Risk”. Postings and trail information signs will clearly state that users use the trail at their own risk. Under the California Recreational Use Statute, Appendix II, landowners and trail owners are immune from liability for injuries arising from trail use.

Scheduled periodic trail inspection and maintenance is conducted, to discover and correct any problem areas.

Government code and minimization of liability.

“GOVERNMENT CODE - GOV, TITLE 1. GENERAL [100 - 7914], DIVISION 3.6. CLAIMS AND ACTIONS AGAINST PUBLIC ENTITIES AND PUBLIC EMPLOYEES [810 - 998.3], PART 2. LIABILITY OF PUBLIC ENTITIES AND PUBLIC EMPLOYEES [814 - 895.8], CHAPTER 2. Dangerous Conditions of Public Property [830 - 840.6], ARTICLE 1. General [830 - 831.8], 831.4.

“A public entity, public employee, or a grantor of a public easement to a public entity for any of the following purposes, is not liable for an injury caused by a condition of:

(a) Any unpaved road which provides access to fishing, hunting, camping, hiking, riding, including animal and all types of vehicular riding, water sports, recreational or scenic areas and which is not a (1) City street or highway or (2) county, state or federal highway or (3) public street or highway of a joint highway district, boulevard district, bridge and highway district or similar district formed for the improvement or building of public streets or highways.

(b) Any trail used for the above purposes.

(c) Any paved trail, walkway, path, or sidewalk on an easement of way which has been granted to a public entity, which easement provides access to any unimproved property, so long as such public entity shall reasonably attempt to provide adequate warnings of the existence of any condition of the paved trail, walkway, path, or sidewalk which constitutes a hazard to health or safety.

Warnings required by this subdivision shall only be required where pathways are paved, and such requirement shall not be construed to be a standard of care for any unpaved pathways or roads. *(Amended by Stats. 1979, Ch. 1010.)*”

Address Permitting, Liability, Restrictions, and Oversight

To minimize liability, it is critical to adhere to established standards in trail design, signage, and maintenance. California State Statute 831.4 provides for substantial immunity to public agencies that construct and operate trails in accordance with widely accepted standards or guidelines, such as the California State Parks Trail Design and Maintenance Guidelines. Measures listed to minimize liability include:

- Post trail regulations and provide enforcement.
- Post warning signs for known hazards that are not easily identified
- Keep accurate routine maintenance records.
- Inspect the trail regularly for hazards;
- Evaluate and address hazards and maintenance problems reported by trail users with appropriate measures as soon as possible.
- Ensure that there are adequate emergency access points to the trail along its entire corridor.

Liability for Volunteers

To address liability for maintenance activities performed by individual volunteers or volunteer groups and organizations, the City will establish a liability release form protocol.

Collaborating with the Humboldt Trails Council is the most effective means of providing the City with indemnity from loss or other financial burden. Otherwise, the City will produce and distribute liability release forms prior to any maintenance activities. Maintenance or restoration activities performed without informing appropriate City staff is prohibited.

APPENDIX

DEFINITIONS

The following words or phrases, whenever used in this document shall be construed as defined in this section unless from the context a different meaning is intended or unless a different meaning is specifically defined and more particularly directed to the use of such words or phrases.

Useful definitions for trail planning and design include the following:

“Accessibility” refers to access and use of trails by people with disabilities. Humboldt County is subject to Title II (State and Local Government Programs and Services) of the Americans with Disabilities Act (ADA), a federal civil rights law passed in 1990. Title II of the ADA prohibits discrimination against people with disabilities and required state and local governments to provide equal access for all community members to participate in or benefit from government-

sponsored programs and services. The trail system for the City of Trinidad will be developed to provide equal access for people with disabilities when feasible.

“Bluff” means a scarp or steep face of rock, decomposed rock, sediment, or soil resulting from erosion, faulting, folding, or excavation of the land mass. The bluff may be simple planar or curved surface or it may be step-like in section. For the purposes of this title, “bluff” is limited to those features having vertical relief of 10 feet or more. “Bluff edge” is the upper termination of a bluff. When the top edge of the bluff is rounded away from the face of the bluff as a result of erosional processes related to the presence of the steep bluff face, the edge shall be defined as that point nearest the bluff beyond which the downward gradient of the land surface increases more or less continuously until it reaches the general gradient of the bluff. In a case where there is a step-like feature at the top of the bluff face, the landward edge of the topmost riser shall be taken to the bluff edge. [Ord. 166 Appx. A, 1979]

“Cross slope” means the slope of the trail tread from edge to edge perpendicular to the direction of travel.

“dbh” means the diameter at breast height of a tree as computed by a licensed forester. [Ord. 166 Appx. A, 1979]

“Emergency” means a sudden, unexpected occurrence demanding immediate action to prevent or mitigate loss or damage to life, health, property, or essential public services. [Ord. 84-180 § 6, 1984]

“Feasible” means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social, and technological factors. [Ord. 166 Appx. A, 1979]

“General plan” means the Trinidad General Plan, as amended, including the seismic safety, public safety, noise and scenic highway elements adopted in 1975 and the following elements adopted in 1976: land use (including sections on existing land use, commercial development, and visitor accommodations), circulation, housing, open space and conservation (including sections on unstable slopes, soil characteristics, water resources, and biological resources), recreation, public services and community design. [Ord. 166 Appx. A, 1979]

“Mass wasting” which is sometimes called mass movement or slope movement, is defined as the large movement of rock, soil and debris downward due to the force of gravity. In other words, the earth's outer crust is being 'wasted' away on a 'massive' scale and falling to lower elevations. Mass wasting is a type of erosion, and it is capable of making big changes to the side of a mountain. These changes can happen suddenly, as in one minute the rock is there and the next it is gone, or it can happen more slowly over time. You might think of this process as a landslide, and this term is sometimes used interchangeably with mass wasting. However, the term landslide is a bit limiting and does not allow for a description of the many different triggers and types of erosion that can happen on this large of a scale.

“New” means any use established, building or structure constructed, development undertaken, or lot created after the effective date of the ordinance codified in this title. [Ord. 166 Appx. A, 1979]

“Pedestrian”, for all intents and purposes, means any person afoot.

“Person” means any individual, public, or private corporation, political subdivision, partnership, firm, trust, or estate or any other legal entity whatsoever which is recognized in law as the subject of rights or duties. [Ord. 166 Appx. A, 1979]

“Sign” means any message, word, symbol, design, picture or visual medium which is intended to draw attention to a product, service, business, person, institution, or location and is placed or painted on the ground, or on any tree, wall, fence, rock, structure or thing whatsoever and placed thereon whether indoor or outdoor, so as to be visible from off premises, exclusive of legal notices, safety and directional signs posted by public agencies. [Ord. 166 Appx. A, 1979]

“Social trails”: A social trail is an informal, non-designated trail between two locations. Social trails often result in trampling stresses to sensitive vegetation types.

“Structure” means anything constructed, the use of which requires permanent location on the ground, or attachment to something having a permanent location on the ground. [Ord. 166 Appx. A, 1979]

“Trail Tread” means the surface of the trail upon which users travel

“Use” means the purpose for which either land or water or a structure thereon is designed, arranged, or intended, or for which it is, or may be, occupied or maintained. [Ord. 166 Appx. A, 1979]

“Zone” means a portion of the territory of the City within which certain uniform regulations and requirements or combinations thereof apply under the provisions of these regulations. [Ord. 166 Appx. A, 1979].

Special thanks to the Environmental Science and Management Senior Planning Practicum team (N. Braziel, A. Brown, G. Olin, and A. White) from HSU for compiling the draft trails policy for the City of Trinidad in Spring 2019

¹ “Trinidad” or “the City” are used interchangeably to refer to the City of Trinidad.

² “Accessibility” or “Access” refers to access and use of trails by people with disabilities. Humboldt County is subject to Title II (State and Local Government Programs and Services) of the Americans with Disabilities Act (ADA), a federal civil rights law passed in 1990. Title II of the ADA prohibits discrimination against people with disabilities and required state and local governments to provide equal access for all community members to participate in or benefit from government-sponsored programs and services. The trail system for the City of Trinidad will be developed to provide equal access for people with disabilities when feasible.

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⁷ “Trail Tread” means the surface of the trail upon which users travel

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⁹ “Cross slope” means the slope of the trail tread from edge to edge perpendicular to the direction of travel

¹² “Zone” means a portion of the territory of the City within which certain uniform regulations and requirements or combinations thereof apply under the provisions of these regulations. [Ord. 166 Appx. A, 1979]



DISCUSSION AGENDA ITEM NO. 2

SUPPORTING DOCUMENTATION FOLLOWS WITH: 0 PAGES

2. Discussion/Decision to Direct the Trails Committee to Evaluate Covid-19 Related Trail Closures.