

AGENDA REPORT

Agenda Item 5 A

Approvals:

Dept. Head

Manager

Admin. Assistant

BEACHES, PARKS AND RECREATION COMMISSION Meeting Date: June 11, 2013

Department: Beaches, Parks and Recreation **Prepared By:** Bill Humphreys, Marine Safety Chief

Subject: BEACH TRAIL MANAGEMENT PROGRAM UPDATE.

Fiscal Impact: None.

Summary: The Beach Trail Management Program has been updated. Modifications have been

made based on results and recommendations from the 2012 Beach Trail user survey, staff suggestions, and recommendations from the Beaches. Parks and

Recreation Ad Hoc Beach Trail Subcommittee (subcommittee).

Background: In 2009, staff presented the Beaches, Parks and Recreation Commission with the

initial version of the Beach Trail Management Program (Attachment #1). This program was designed to assist in assuring that the trail maintains its original design, is well maintained, and rules and regulations are appropriate to help ensure the enjoyment and safety of all trail users. Staff has used this guidance document to provide direction for trail maintenance, modify signage (regulatory and educational), and develop and implement trail regulations. In 2011, staff resumed working with the subcommittee on reviewing and updating the program. In 2012, a survey was conducted with a goal of gathering general trail statistics and suggestions. The survey was placed online and distributed by hand using volunteers. There were 507 responses to the survey (447 online and 60 hand surveys). A summary of key

factors from the survey is attached (Attachment #2).

Discussion: The purpose of this report is to present the updated Beach Trail Management

Program to the Commission for informational purposes. Additionally, staff recommends consideration of disbanding the Beach Trail subcommittee with our

thanks for assisting with this project over the past two years.

Recommended

Action: STAFF RECOMMENDS THAT the Beaches, Parks and Recreation Commission 1) receive

and file the attached Beach Trail Management Program policies, procedures, and management practices updated May 15, 2013; and 2) disband the Beach Trail

subcommittee.

Attachments: 1. Beach Trail Management Program

2. Sample Beach Trail Survey

3. Summary of Beach Trail Survey Results

Notification: None.

BEACH TRAIL MANAGEMENT PROGRAM

POLICIES, PROCEDURES, AND MANAGEMENT PRACTICES FOR THE SAN CLEMENTE BEACH TRAIL

Updated: May 15, 2013

Introduction

The San Clemente Beach Trail (beach trail) was completed in 2010 as a linkage and connectivity element to the California Coastal Trail – a magnificent trail stretching from Mexico to Oregon – which was mandated by Proposition 20 in 1972. That Proposition provided that "a hiking, bicycle, and equestrian trails system shall be established along or near the coast" and that "ideally the trails system should be continuous and located near the shoreline." The Coastal Act of 1976 required local jurisdictions to identify an alignment for the California Coastal Trail in their Local Coastal Programs.

The beach trail has been used by millions of people and is now considered one of the most stunning assets in the City. With its breathtaking views, proximity to the Pacific Ocean, native flora and fauna, and wonderful amenities, this trail certainly ranks high in trails throughout the nation.

As an example of how popular this trail is, in 2012 counters along the trail recorded nearly 1.1 million people using the Corto Lane crossing (going one direction or the other). Counters at the south T-Street crossing had showed nearly 870,000 of the same. Some of these counts may be the same person going two directions (up and back on the trail), but regardless, the trail is very heavily used by the public. Considering this high usage, the few complaints received regarding the trail are almost statistically insignificant. This is a testament to the staff who oversees trail maintenance, enforcement, and education.

Document Background

The programs described in this document are a compilation of input from staff, the Beaches, Parks and Recreation Commission, the Beach Trail Subcommittee, Animal Services, Orange County Sheriffs, and members of the public over the past few years. A major goal of the management program is to continually refine and implement a comprehensive, proactive, and flexible approach to managing this wonderful trail, using this document as guidelines.

Based on input from the groups described above, the Beaches, Parks and Recreation Department has developed policies, procedures, and best management practices for the Public Education, Trail Volunteer Programs, Trail Maintenance, Signage, and Enforcement components of the San Clemente Beach Trail (beach trail) which are described below.

Program Goals:

- 1. To assure the safety of all trail users
- 2. To enhance the enjoyment of the trail for users.
- 3. To preserve and protect the substantial financial investment by the City to this trail.
- 4. To maintain a proactive and flexible approach to managing the trail.

Document Overview

In order to achieve the goals described above, this document will describe five distinct areas of focus in order to objectively identify issues and practices that will support these goals. These areas of focus are:

- 1. Public Education
- 2. Trail Maintenance
- 3. Signage
- 4. Enforcement
- 5. Usage Policies, including commercial use such as advertising, soliciting business, groups, clubs, and workout businesses.

Public Education

Lead Division: Recreation

The need for increased public education programs was an overriding theme throughout the discussions regarding trail usage, rules, and etiquette. Some of the material created for educational purposes will be provided through volunteer programs not yet developed and are described in the next section of this document.

Public education programs that are being implemented include items such as:

- 1. Ongoing, systematic press releases regarding various trail-related issues
- 2. Single page educational advertisements to be placed in city brochures such as the Recreation Magazine
- 3. Development of trail maps and educational brochures that are distributed by staff and volunteers, including the Sheriff's Senior Retired Volunteer Program (RSVP).
- 4. Educating children at summer camp and classes when walking the trails.

Future suggestions as resources permit:

- 1. Coordinating with RSVP for educational patrols on trail.
- 2. City web page for trail information (separate web page with frequently asked questions, rules, maps, directions, etc.).
- 3. Coordination with volunteer groups (docent program, "adopt a trail", etc.).

4. Development of "About Town" segments specific to the Beach Trail (with clips posted on web site as well).

The recommended focus of the educational program is to continue to encourage trail etiquette for multi-use trails; encourage and promote positive aspects of the trail; and, to remind trail users of rules, with focus on keeping the message positive rather than negative when possible.

Trail Maintenance

Lead Division: Beach and Park Maintenance

The Beach and Park Maintenance Division completed a comprehensive review of all maintenance practices and concerns noted since the creation of the trail and have implemented the following practices or activities in response. The division has modified their existing program to better identify, quantify, prevent, and respond to maintenance issues on the trail.

Following is a brief outline of these trail maintenance program activities:

- 1. A trail maintenance and inspection schedule follows (Table 1).
- 2. Inspectors help distribute trail information and assist with public awareness and education.
- 3. The Maintenance Hotline number 949-361-8317 is provided for maintenance calls (vandalism, etc.) and the graffiti hot line of 949-361-8385 is provided so that trail users can report problems or items needing attention.
- 4. All trail informational and regulatory signage has been photo inventoried so that regular inspection can detect damaged or missing signage needing replacement.
- 5. Work review meetings with trail contractors have been changed from monthly to bi-weekly to improve communication flow and reduce turn around time for completion of repairs.
- 6. A daily check of hot line public requests takes place resulting in a quicker transmission of work requests to the maintenance contractors for correction.
- 7. Weekly inspection activity provides confirmation of completed contractor repairs for a timely close out and insures that work has been completed to the City's level of satisfaction.
- 8. A contract for the inspection and repair of the post and wire fence was instigated in 2012/13. This contract was successful and will be re-bid for 2013/14.
- 9. A Beach Trail page on the City's website provides important and helpful information for trail users and will be updated regularly.

LOCATION	DAYS/WEEK	HOURS/DAY
North Beach to Mariposa Boardwalk	1	1
Mariposa Boardwalk to Pier	1	1
Pier to South T-Street	1	1
South T-Street to Calafia	1	1

Table 1: Trail Inspection Schedule

Signage

Lead: Beaches, Parks and Recreation Administration

Signage can be broken into three distinct categories:

- 1. Informational
- 2. Regulatory
- 3. Warning and Safety

These Sign Guidelines are intended to supplement the Beaches, Parks and Recreation Master Plan. As identified in the Master Plan, the purposes of the Sign Guidelines are to create a framework for consistent signage along the beach trail and develop and reinforce an identity for the San Clemente Beach Trail and Park system through signage.

Compliance with the guidelines herein is recommended for consistency along the beach trail, to minimize "sign blight", to minimize the blocking of views and is sized appropriately for the target user. BP&R will work with the Beaches, Parks and Recreation Commission on developing and installing signage that meets these criteria.

The San Clemente Beach Trail development is an on-going effort and, therefore, information in this manual is subject to change. The manual will be updated accordingly.

General Guidelines

Keep sign messages brief. Unnecessary information will confuse the viewer. Whenever possible, messages should be presented using positive information. For example, park hours should be listed as "Trail Open Sunrise to Sunset" instead of "Trail Closed Sunset to Sunrise".

Line-spacing between two different messages should be greater than line spacing between lines of the same multiple-line message.

Text should not run right up to the edge of a sign or border.

If a line of text needs to be reduced in order to fit on a sign, use commonly recognized abbreviations, reduce the number of words, or reduce the size of the type for the entire message. Typeface should not be condensed.

Lettering and sign panel size should be appropriate for the distance and speed at which a sign is viewed. Use upper and lower case whenever possible. Upper and lower case text is easier to read and understood faster than text in all capital letters.

Signs should face the intended viewer. Refer to ADA requirements.

Directional Signs

Purpose

Directional signs are used to alert travelers to the location of the beach trail. They serve an important way finding function and will set traffic patterns to and from the beach trail and the beach trail access points.

Locations chosen should have the optimal benefit for bringing attention to the beach trail's access points, and ideally lead directly to the beach trail and/or the beach access point. As access points are created and/or improved, directional signs should be added as needed to direct visitors to the beach trail. Directional signs may also occur along the Bikeway itself, directing users to the parks and access points.

Within the San Clemente Beach Trail, directional signs are recommended at the following intersections:

Poche

North Beach

Dije Court

El Portal

Mariposa

Linda Lane Park

Corto Lane

Municipal Pier

T-Street

Boca del Canon

Lasuen "Lost Winds"

Califia

Signage Design should follow guidelines in Marker/Sign Detail – Sheets 1 & 2

Location and Placement

Locations for warning signs will be determined by Beaches, Parks and Recreation staff. Signs will be located along the beach trail, at access points, and within parks as needed to inform visitors.

Location and Placement should follow guidelines in Marker Sign Plan – Sheets 1 & 22

Installation

Installation should follow guidelines in Marker/Sign Detail - Sheet 3

Informational Signs

Purpose

Informational signs are used to inform visitors about a place, and include park entry signs and other non-regulatory signs. Park entry signs are used to inform visitors about the park or trail, the owner/operator, funding source(s), agencies and organizations involved with the project, as necessary. Grant funding sources may have specific requirements for credits and graphics. Where possible these requirements should be incorporated with the guidelines herein.

Signage Design should follow guidelines in Marker/Sign Detail – Sheets 1 & 2

Location and Placement

Locations for warning signs will be determined by Beaches, Parks and Recreation staff. Signs will be located along the beach trail, at access points, and within parks as needed to inform visitors.

Location and Placement should follow guidelines in Marker Sign Plan – Sheets 1 & 22

Installation

Installation should follow guidelines in Marker/Sign Detail – Sheet 3

Warning and Safety Signs

Purpose

Warning signs are used to warn beach trail users of dangerous conditions, or to inform bicyclists and pedestrians of regulations and upcoming conditions. Other types of warning signs may include text explaining potential dangers, such as poison oak or rattlesnakes.

Signage Design should follow guidelines in Marker/Sign Detail – Sheets 1 & 2

Location and Placement

Locations for warning signs will be determined by Beaches, Parks and Recreation staff. Signs will be located along the beach trail, at access points, and within parks as needed to inform visitors.

Location and Placement should follow guidelines in Marker Sign Plan – Sheets 1 & 22

Installation

Installation should follow guidelines in Marker/Sign Detail – Sheet 3

Enforcement

Lead Divisions: Orange County Sheriff's Department, Animal Services, and the Marine Safety Division

Regardless of the amount of public education and signage implemented, it is recognized that a certain percentage of trail users will not follow rules designed for the public's safety and enjoyment of the trail. Therefore, an enforcement component of the trail management program has been developed to address this.

This enforcement component has been developed with input from the Beach Trail Subcommittee, Orange County Sheriff Department, Animal Services, Recreation, and Marine Safety. The goal for this component is to develop a proactive enforcement program focused on education with the ability to enforce regulations as necessary.

Following is an overview of the enforcement plan.

Sheriff's Department: In addition to use of RSVP's as described above (under Public Education), the majority of involvement from the Sheriff's will be responding to calls for service and proactive patrol of the trail by the Beach Patrol when operational. This is typically during summer months when activity on the beach is highest.

Animal Services: Animal Services will perform random patrols of the trail, focusing on issues related to dogs, including; leash length (6' or less, dogs off leash), and licenses. Animal Services will respond and be the enforcement lead on any issues involving vicious dogs or dog bites.

Marine Safety Division: Marine Safety staff will focus on areas of the trail that are west of the railroad tracks, due to their obligation to be able to respond to water related emergencies. Marine Safety will assist with education and enforcement as necessary.

Trail Usage Policies

Lead Divisions: Recreation, Marine Safety, Code Enforcement, and Business Licensing

Trail usage policies are currently limited to enforcement of current city regulations and education related to these. Current regulations include:

- 1. Dogs off leash or leashes extending longer than 6 feet (SCMC 6.08.030).
- 2. Bikes riding in restricted areas or riding bikes over 10 mph (SCMC 12.32.130).
- 3. Graffiti (SCMC 8.32.030).
- 4. Smoking (SCMC 8.64.170).
- 5. Litter (SCMC 8.40.040).
- 6. Dog waste left behind (SCMC 6.08.120).

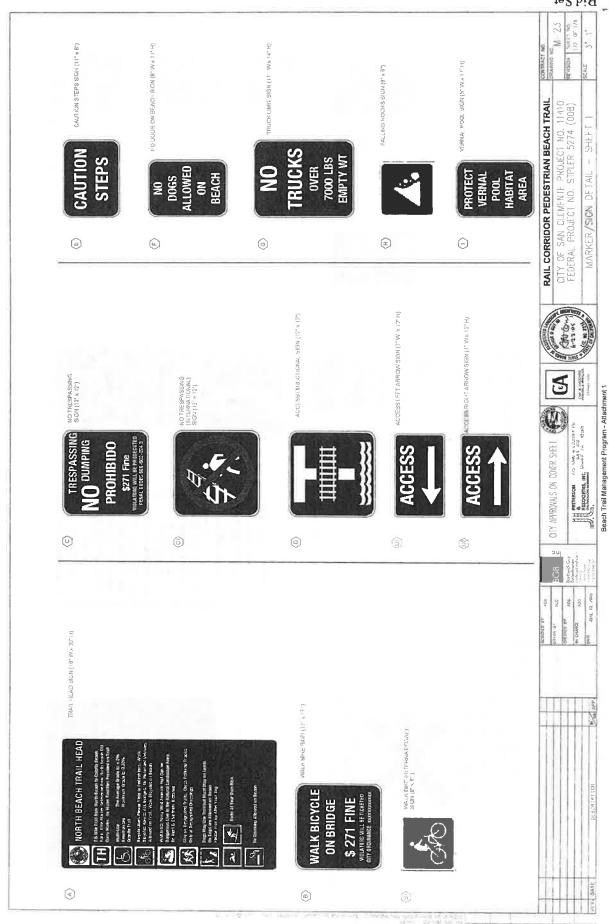
The City may consider the creation and implementation of additional policies/regulations related to organized events or sports on the trail, such as commercial fitness programs, running clubs or events, etc. However, these policies will be developed as part of a comprehensive beach activity review if deemed necessary, and therefore, will not be included in this document until implemented.

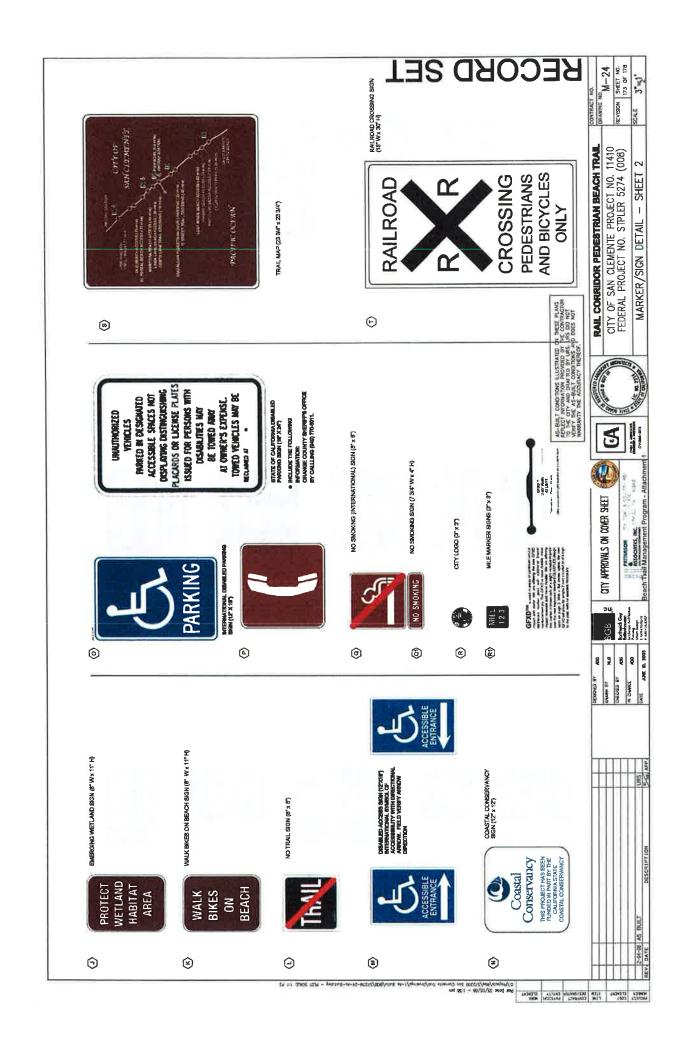
Conclusion

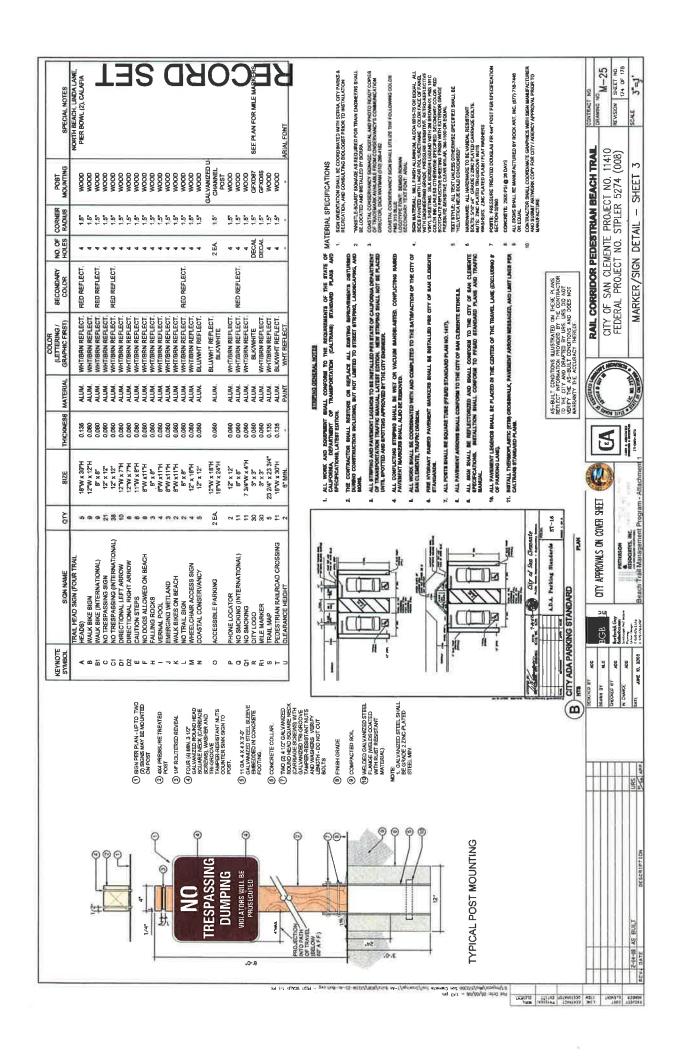
With the Beach Trail's growth in popularity as one of the premier mixed-use trails in Southern California, there will certainly be times when the attraction of the trail leads to a feeling of overcrowding. At such times, dog walkers may wish bikes were not present, parents pushing babies in strollers may prefer that there were no dogs or bikes on the trail, and walkers may prefer the trail be limited to walkers only. Obviously, this is not possible. Just as apparent is the fact that if common courtesy or "trail etiquette" is exhibited by all trail users, it can make these popular times a much more pleasant experience for everyone. Unfortunately, courtesy cannot be regulated and can only be encouraged and promoted. Therefore, in addition to the City working diligently to maintain this wonderful amenity in its current condition and making improvements fitting with the original goal of a small, "natural" trail, the City will work on promoting courtesy for all users. However, this goal of promoting and demonstrating common courtesy cannot solely rest on the shoulders of city government. This is a goal that is much larger and relies on a commitment and partnership of all trail users to practice and demonstrate positive trail etiquette, promote the same in others, and to be tolerant of transgressions by others. Working together, this trail will continue to be an icon in San Clemente for many future generations to enjoy.

Attachments:

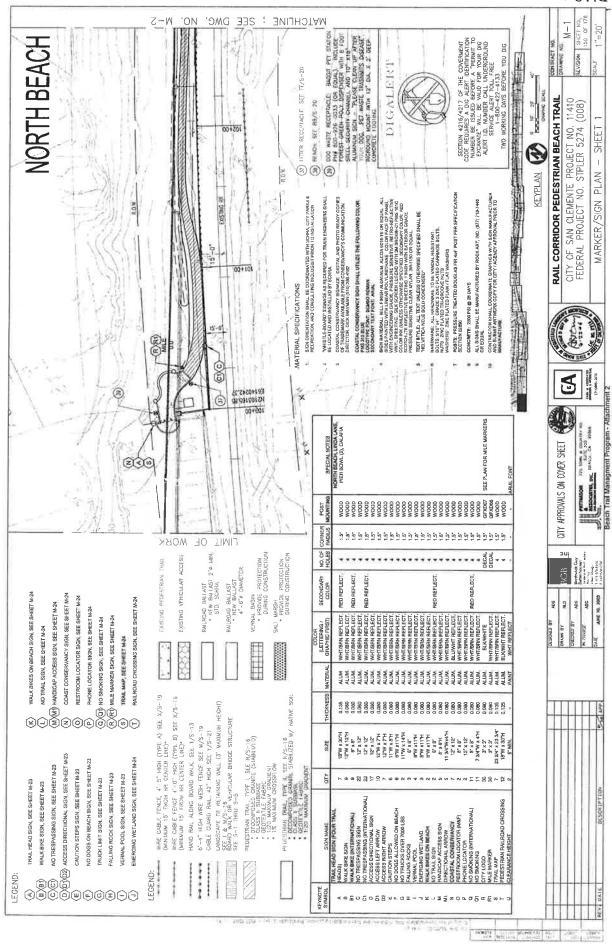
- Marker/Sign Detail
 Marker Sign Plan



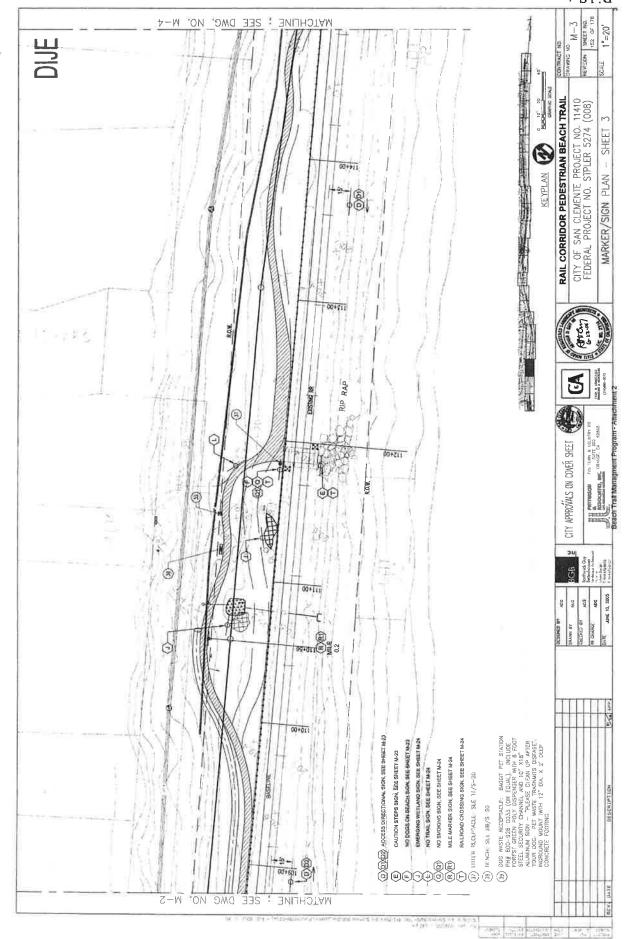


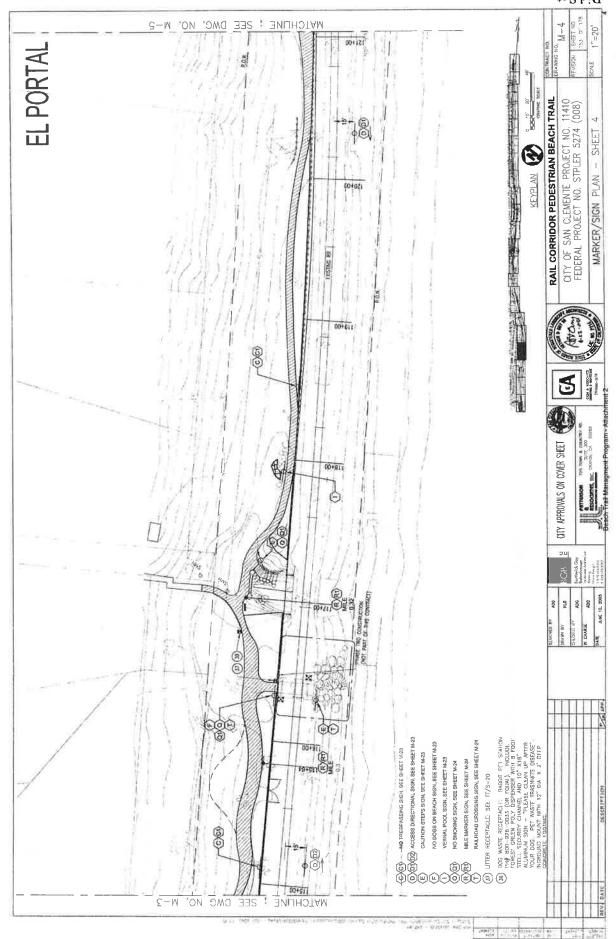


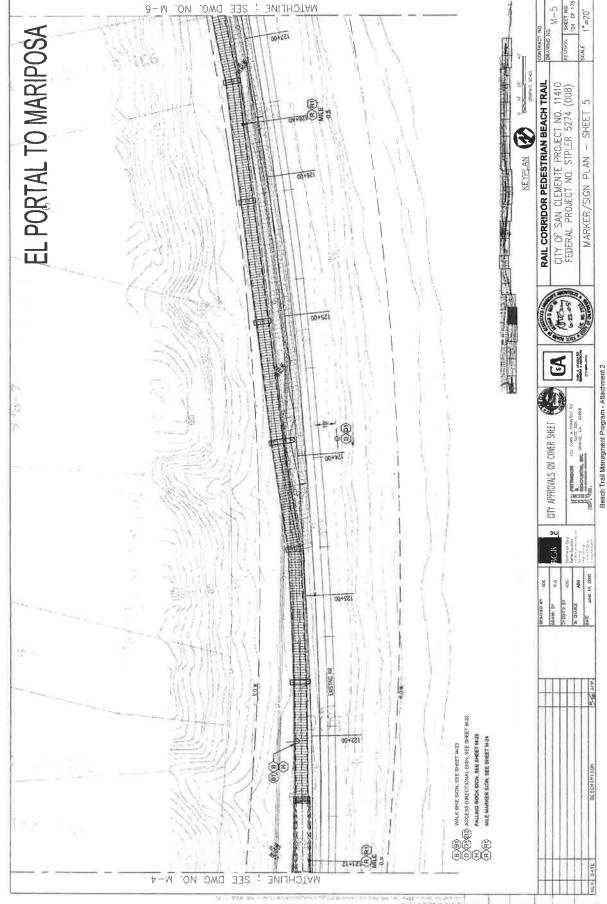
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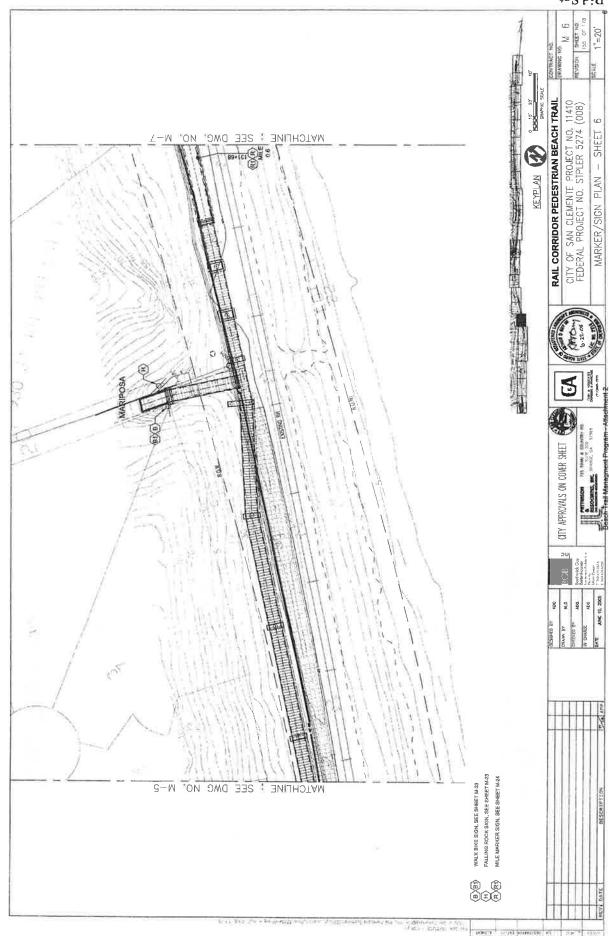


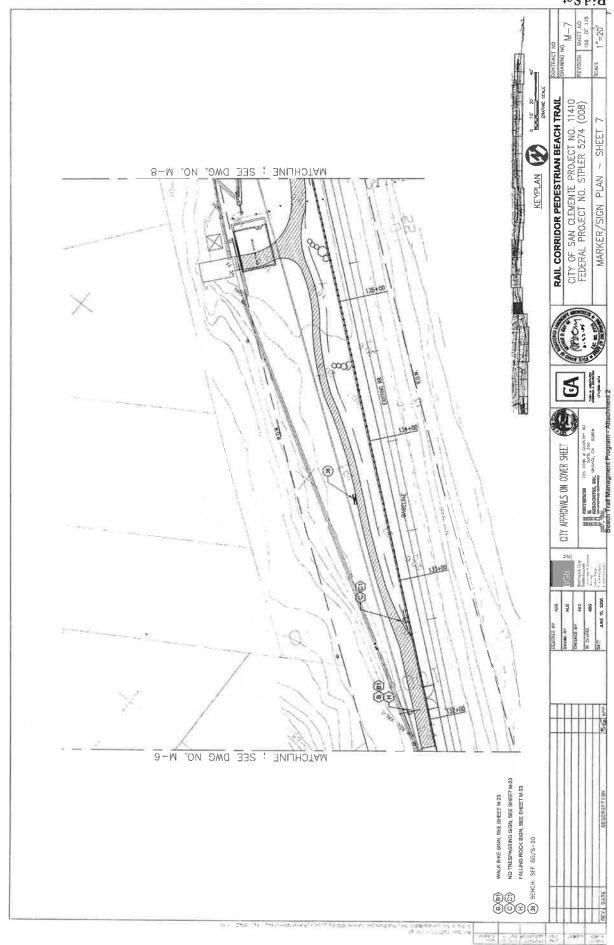
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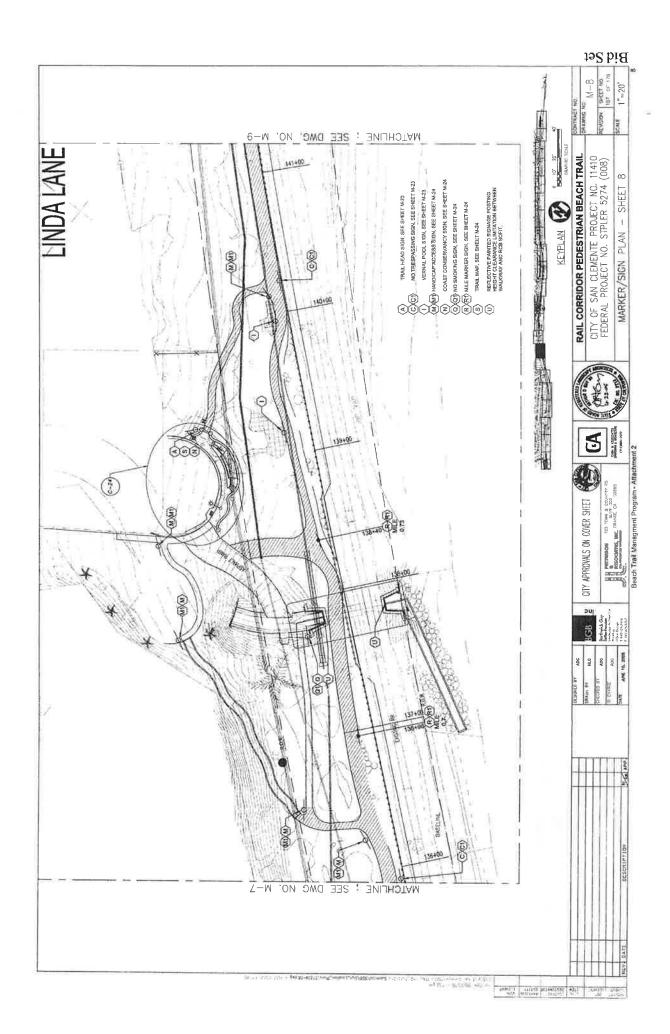


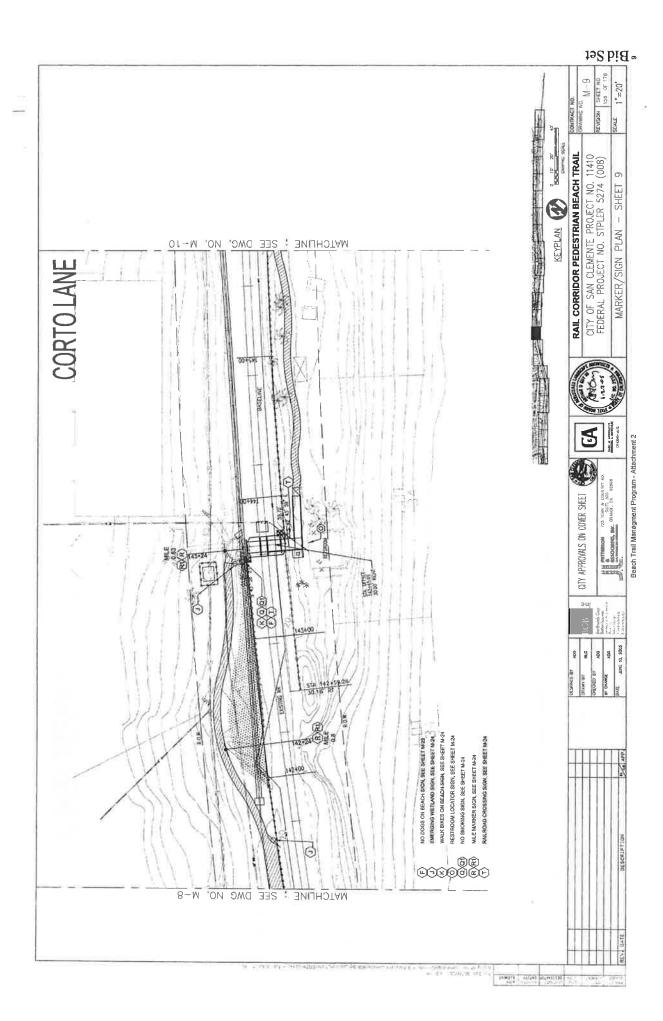


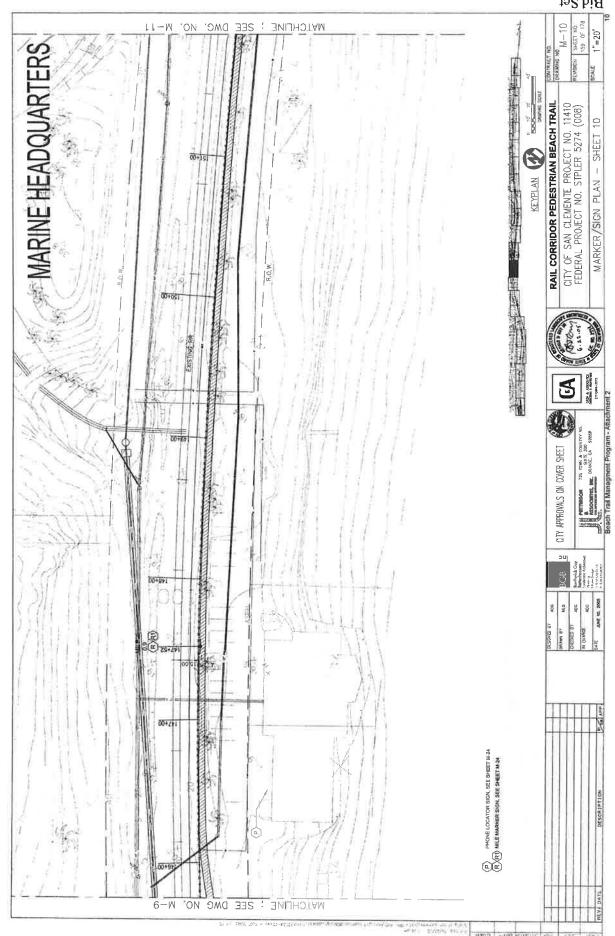


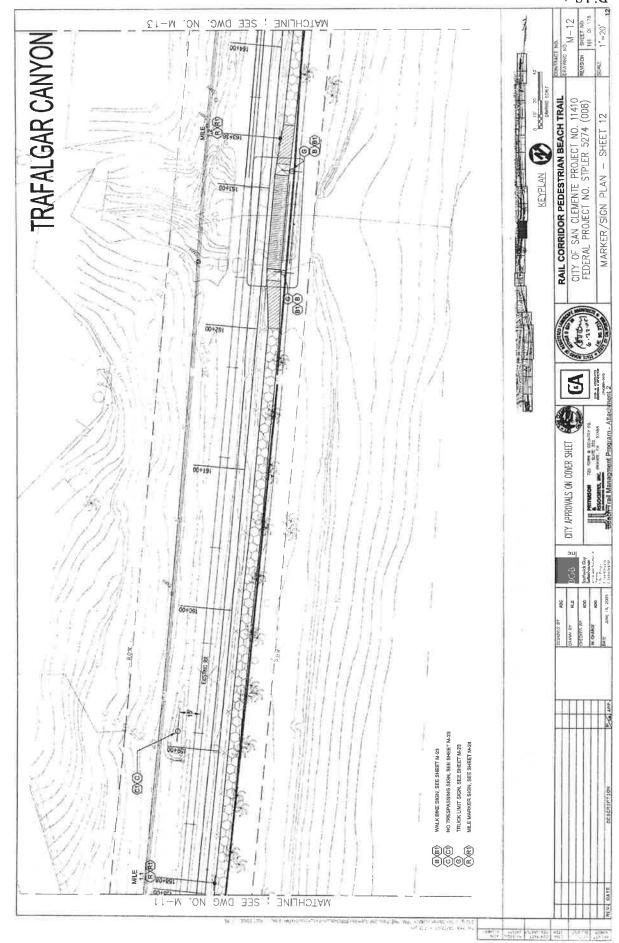


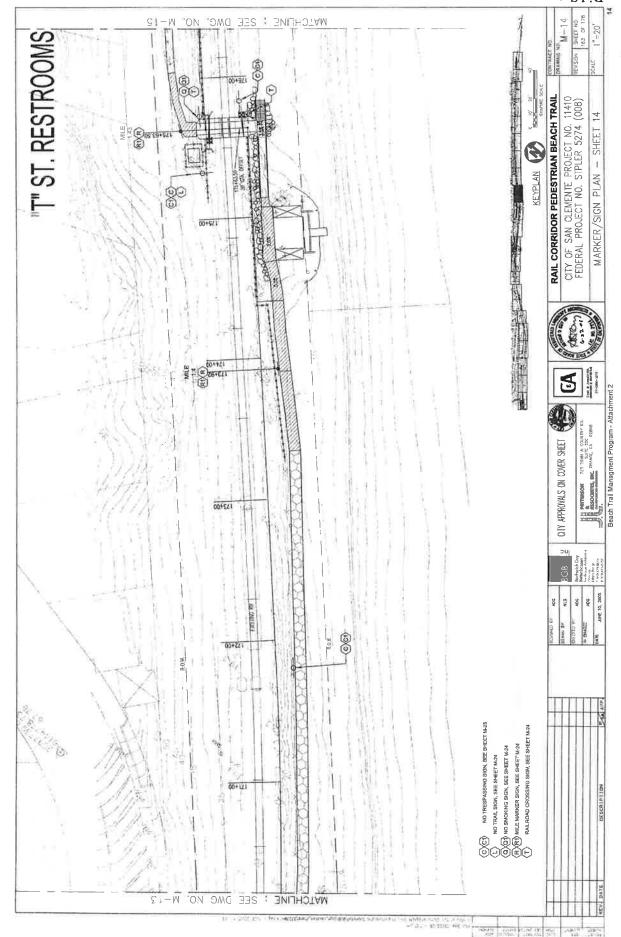


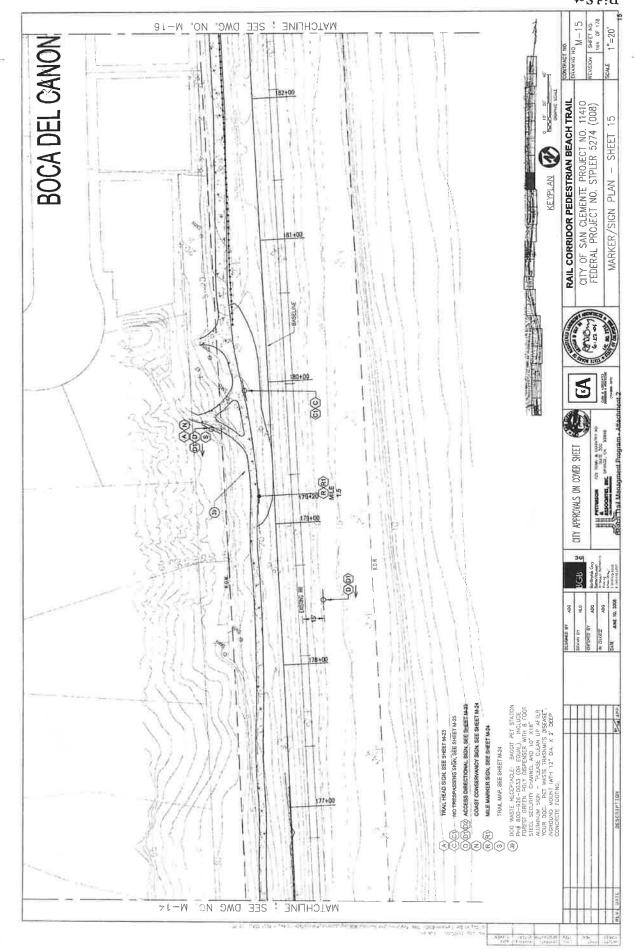


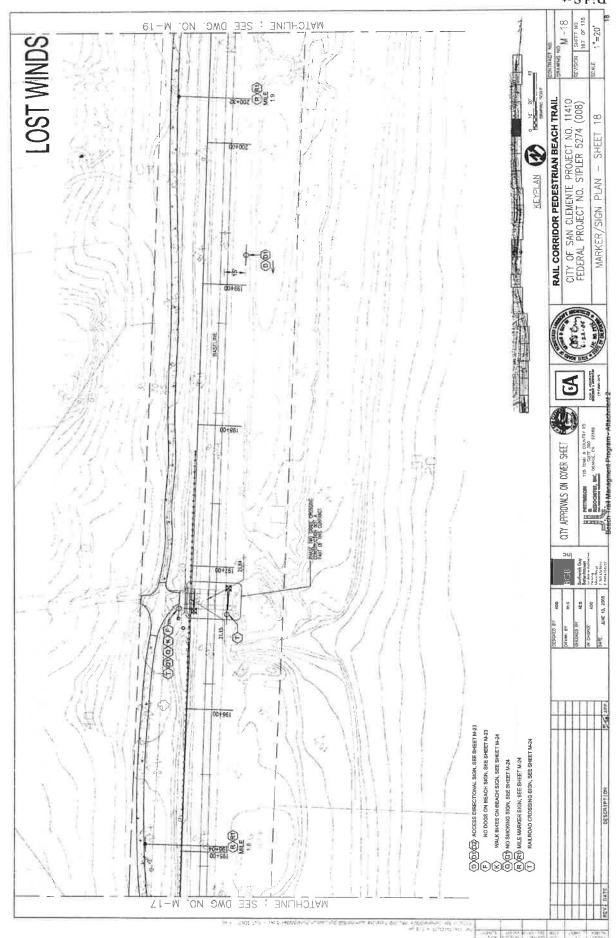


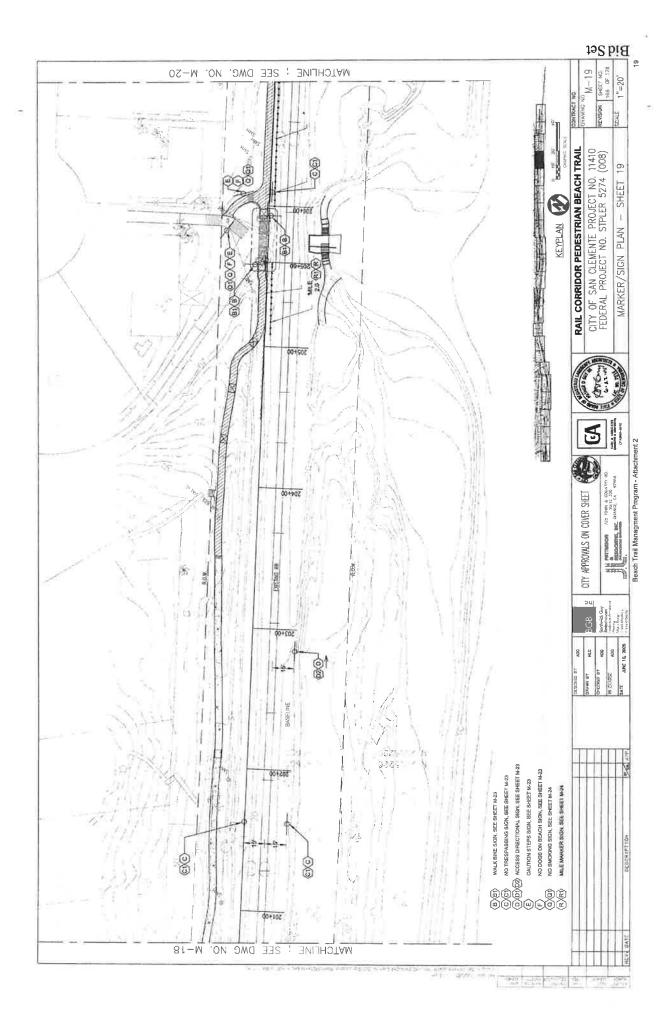


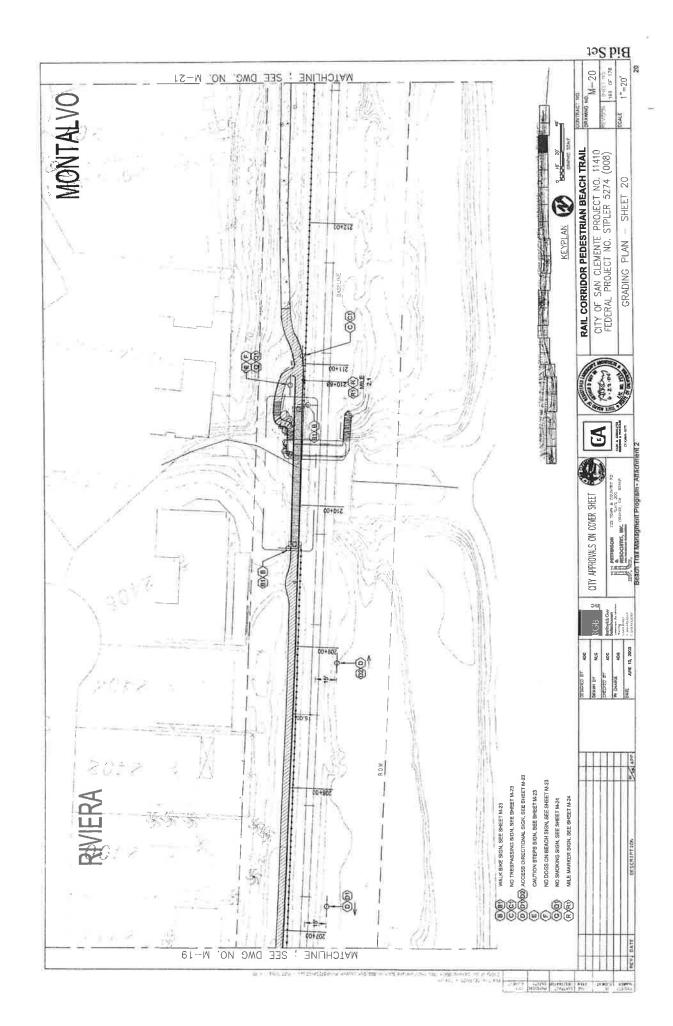


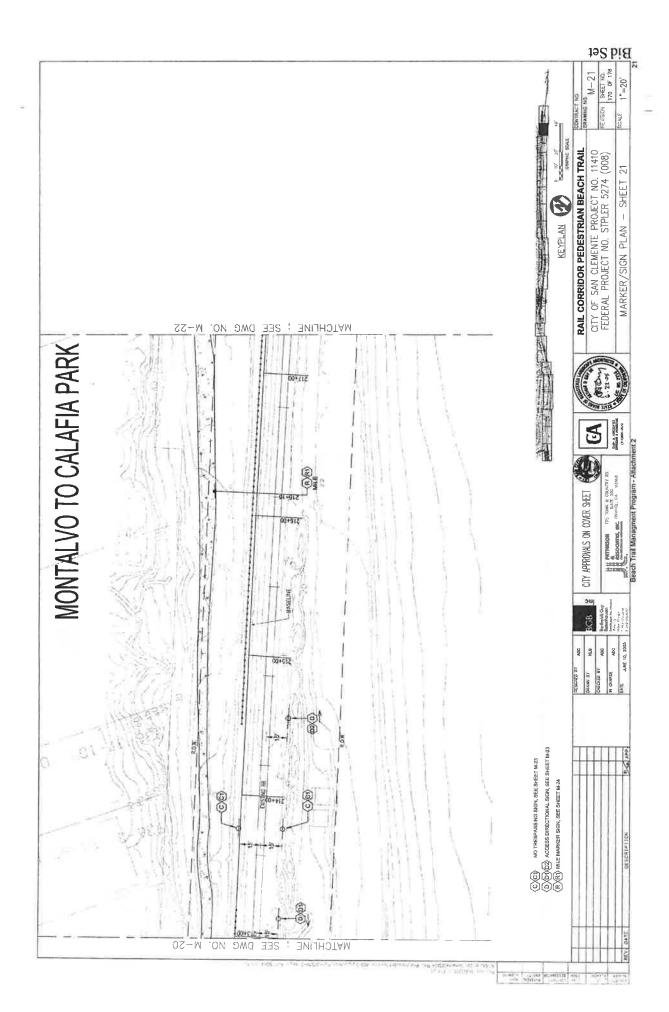


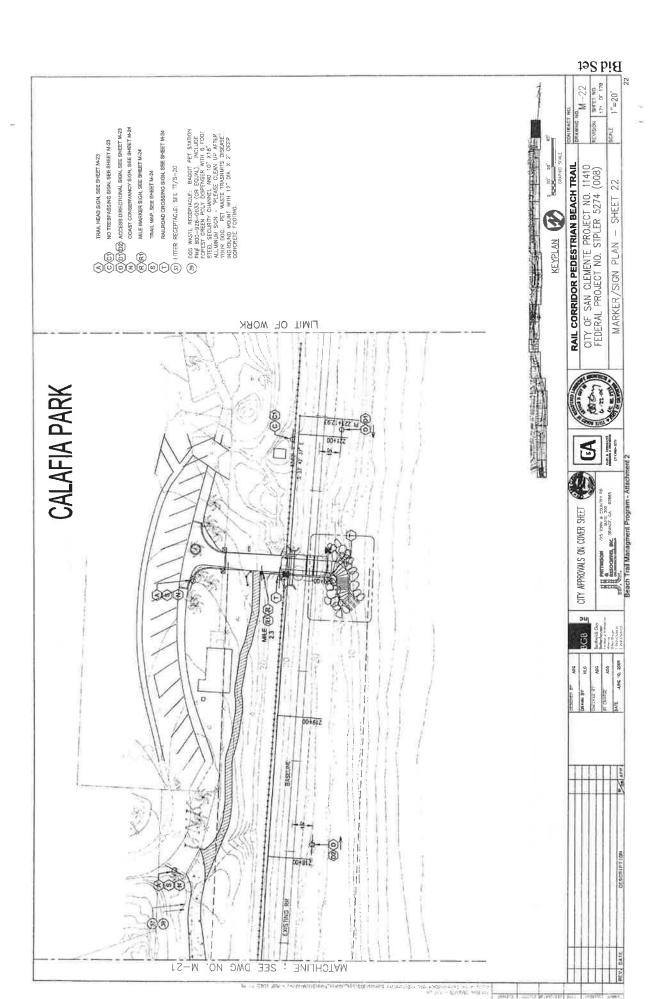












City of San Clemente Beach Trail User Survey

1.	How often do you use	the Beach Trail?		
	Almost daily			
	3 to 5 days per week			
	1 to 2 days per week			
	2 to 3 times per month			
	Very rarely			
2.	What time of day do yo	ou most often use the tra	ail?	
	Early morning			
	Mid-morning			
	Mid-day			
	Afternoon			
	Evening			
3.	What do you normally	use the trail for?		
	Walking (If selected, skip que	estion #4)		
	Jogging or running (If selecte	d, skip question #4)		
	Dog walking (If selected, skip	question #4)		
	Biking (If selected, skip quest	tion #4)		
	Walking or running with a str	roller (If selected, skip question	#4)	
	To access a restaurant or bus	siness (If selected, skip question	#4)	
	To access beach (If selected,	PLEASE ANSWER question #4)		
	Other (please specify)			
	Which heach do you ty	pically access via the tra	:12	
	North Beach	□ El Portal		Dije Court
	Mariposa	☐ Linda Lane		Immediately north of Pier
	Immediately south of Pier	☐ Between Pier and T-Street		T-Street
	T-Street	☐ Lost Winds		Riviera
	Other (please specify)	E EGG TTM GG	_	Milita
_	Other (predict specify)			

City of San Clemente Beach Trail User Survey

5.	Which section of the trail do you typically use?
	North of Pier (North Beach to Pier)
	South of Pier (Pier to Calafia Beach)
	Entire trail (North Beach to Calafia Beach)
	Other (please specify)
6.	Do you normally go "round-trip" or "one-way"?
	Round trip (up and back to starting point)
	One way (different starting and ending points)
7.	What do you like best about the trail (multiple answers are fine!)?
	The view
	Fresh air
	Being near the ocean
	Seeing or meeting other people on trail
	Other (please specify)
8.	What do you like least about the trail?
	Nothing - it's perfect!
	Other (please specify)
9.	Where do you live?
	San Clemente
	Dana Point/Capistrano Beach
	South Orange County
	North Orange County
	Southern California
	Other (please specify)

City of San Clemente Beach Trail User Survey

10. How do you typically get to the trail?								
	Drive and park							
	Ride bike							
	Walk							
	Public transportation (bus	or train)						
	Other (please specify)							
11	11. If you drive a vehicle to the trail, where do you usually park?							
	□ North Beach area - paid parking □			h Beach area -	free parking			
	Linda Lane area - paid park	king	☐ Lind	a Lane area - f	ree parking			
	Pier area - paid parking		☐ Pier	area - free par	king			
	T-Street area - paid parking	g	☐ T-Sti	reet area - fre e	parking			
	Other (please specify)							
						1		
12. Overall, how satisfied are you with the following aspects of the trail?								
12	. Overall, how satisfic	ed are you w	vith the follo	owing aspe	cts of the tra	il?		
12	. Overall, how satisfic	Extremely	vith the followard Very Satisfied	owing aspe	Needs	Extremely		
	Overall, how satisfied by a satisfied overall enjoyment of trail				1			
1. (Overall enjoyment of trail Physical maintenance of trail (fencing, trail	Extremely			Needs	Extremely		
1. (Overall enjoyment of trail Physical maintenance of	Extremely			Needs	Extremely		
1. (2. 1. (3. (3. (4. (4. (4. (4. (4. (4. (4. (4. (4. (4	Overall enjoyment of trail Physical maintenance of trail (fencing, trail surface, amenities, etc.)	Extremely			Needs	Extremely		
1. (2.) 3.) 4. (Overall enjoyment of trail Physical maintenance of trail (fencing, trail surface, amenities, etc.) Landscaping Courtesy of other trail	Extremely			Needs	Extremely		
1. (2. 3. 4. (4. (5. (4. (4. (4. (4. (4. (4. (4. (4. (4. (4	Overall enjoyment of trail Physical maintenance of trail (fencing, trail surface, amenities, etc.) Landscaping Courtesy of other trail users	Extremely			Needs	Extremely		
1. (2. 1. (3. (4. (4. (4. (4. (4. (4. (4. (4. (4. (4	Overall enjoyment of trail Physical maintenance of trail (fencing, trail surface, amenities, etc.) Landscaping Courtesy of other trail users Cleanliness of trail	Extremely Satisfied	Very Satisfied	Satisfied	Needs Improvement	Extremely		
1. (2. 1. (3. (4. (4. (4. (4. (4. (4. (4. (4. (4. (4	Overall enjoyment of trail Physical maintenance of trail (fencing, trail surface, amenities, etc.) Landscaping Courtesy of other trail users Cleanliness of trail Other (please specify)	Extremely Satisfied	Very Satisfied	Satisfied	Needs Improvement	Extremely		
1. (2. 1. (3. (4. (4. (4. (4. (4. (4. (4. (4. (4. (4	Overall enjoyment of trail Physical maintenance of trail (fencing, trail surface, amenities, etc.) Landscaping Courtesy of other trail users Cleanliness of trail Other (please specify)	Extremely Satisfied	Very Satisfied	Satisfied	Needs Improvement	Extremely		

City of San Clemente Beach Trail – Summary of Survey Results

507 Total Responses (447 online and 60 hand)

General Statistics

- 79% of survey respondents use the trail one or more times per week.
- 60% of survey respondents use the trail in the morning or through mid-day.
- 79% of survey respondents use the trail for walking, jogging, and accessing the beach or restaurants.
- 13% of survey respondents use the trail for walking a dog.
- 8% of survey respondents use the trail for biking.
- 94% of survey respondents go round trip (return to where they started).
- 93% of survey respondents live in San Clemente.
- 65% of trail users who drive to the trail, park at North Beach.
- Dog walkers (13%) generated 21% (141) of negative comments.
- Bikers (8%) generated 20% (131) of negative comments.

Overall Satisfaction with Trail

- 96% stated they were satisfied to extremely satisfied with their overall enjoyment of trail.
- 90% stated they were satisfied to extremely satisfied with the physical maintenance of trail.
- 91% stated they were satisfied to extremely satisfied with the landscaping.
- 73% stated they were satisfied to extremely satisfied with the courtesy of other trail users.
- 87% stated they were satisfied to extremely satisfied with the cleanliness of trail.