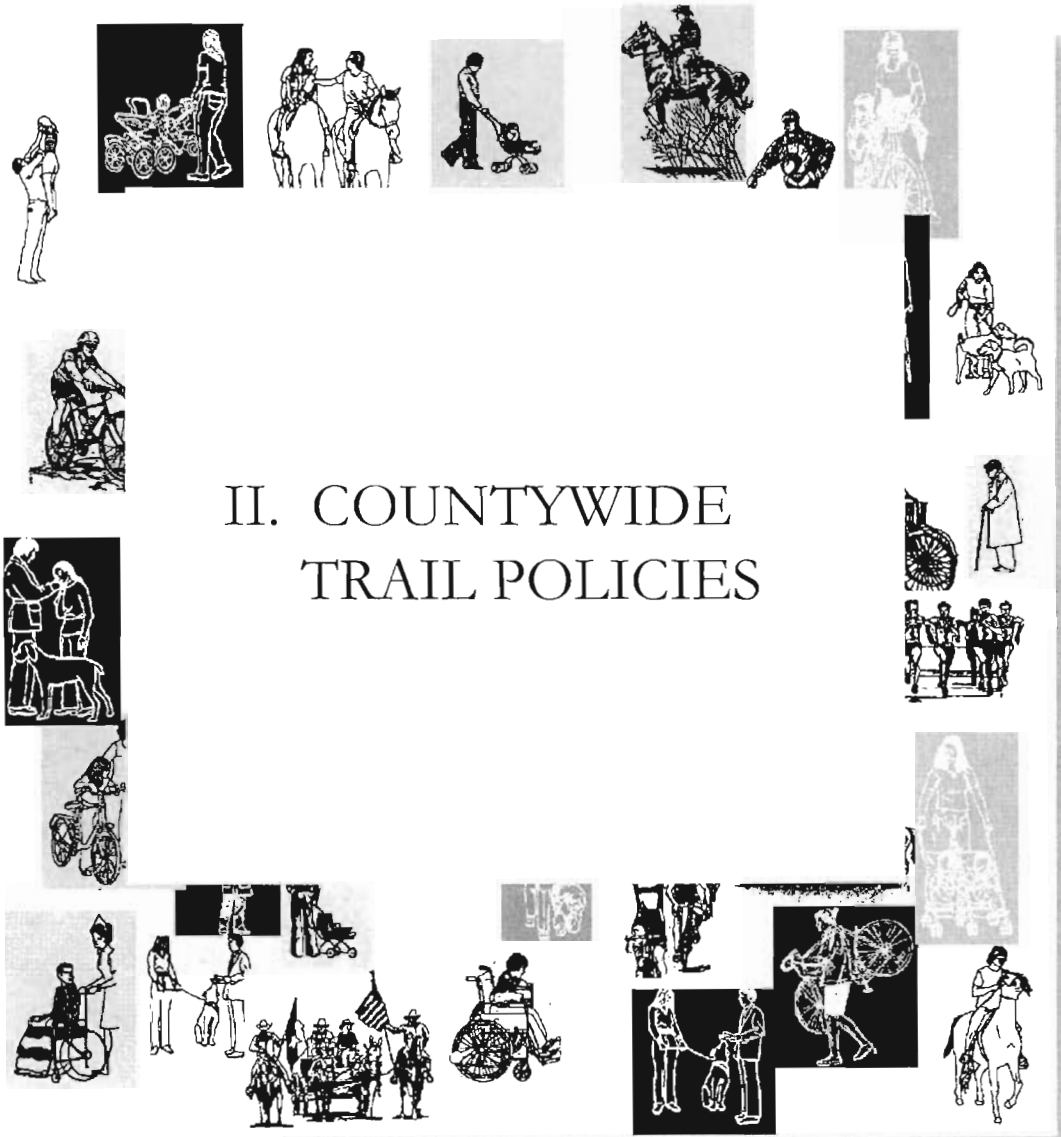




Santa Clara County  
COUNTYWIDE TRAILS MASTER PLAN  
Update



II. COUNTYWIDE  
TRAIL POLICIES

Final Report  
Santa Clara County Trails Plan Advisory Committee

Adopted November 14, 1995  
Santa Clara County Board of Supervisors

## II. COUNTYWIDE TRAIL POLICIES

### LOCATION IN THE GENERAL PLAN

County trail policies are located in the Parks and Recreation Chapter of the General Plan. The trails section of the Parks and Recreation Chapter describes a vision for the completion of a countywide network of trails. Specific strategies, planning policies, and implementation policies in the trails section of the General Plan are directed at realizing the trails system as illustrated on the Countywide Trails Master Plan Map presented in Section III.

In preparing the trails policies, a significant effort was made to coordinate with cities and other trail providers in the County and to ensure a countywide vision consistent with existing and ongoing planning efforts by these agencies.

The trails section of the General Plan is intended to serve as an overarching guide for countywide action toward implementation of the Trails Master Plan. The county must defer direct responsibility for implementation of many trail route segments to the jurisdictions in which they are planned. The countywide trails policies encourage coordinated decisions and actions by the cities, adjacent counties, and other trail providers to implement their particular segments of the trails plan in a way that is consistent with the County's vision.

### FORMAT

The trail policies and implementation recommendations listed below follow the overall format of the 1995 County General Plan in that they are organized according to general "strategies" that define the theme for each group of policies and implementation recommendations. Each is numbered according to a special convention that combines a prefix and number. Policies are statements that are intended to guide decision-making and to indicate a clear commitment or position of the legislative body. Implementation recommendations are statements identified with code numbers including an "(i)" that are intended to refer to actions, procedures, programs, or techniques that carry out the policies to which they relate. Where implementors include agencies other than the County, these actions are encouraged rather than mandated for those trail routes shown on the Countywide Trails Master Plan Map. The groupings of related policies and implementation recommendations are separated in the text below by a dividing line. (Note: Trails Master Plan numbers precede General Plan numbers that are in italics)

Parenthesis following trail implementation policies contain abbreviated references to the jurisdictions having the key responsibility for assuring that the policies are carried out. Although the policies reference a number of jurisdictions, they are binding only on the County. A dated reference within the parentheses referring to the Board of Supervisors (BOS) identifies that the policy is derived from a former Board policy that was not necessarily part of the General Plan. Reference to the "Design and Management Guidelines" refers to the trail guidelines to be adopted as part of the Santa Clara County Trails Master Plan Update.

## COUNTYWIDE TRAIL POLICIES

NOTE: Abbreviations used in the following policies are:

- PR-TS = Parks and Recreation Chapters of General Plan - Trails Section - Policy  
*C-PR = County General Plan, Book A: Countywide Issues and Policies - Parks and Recreation Chapter - Trails Section - Policy (included for cross reference)*  
*R-PR = County General Plan, Book B: Rural Unincorporated Area Issues and Policies - Parks and Recreation Chapter - Trails Section - Policy (included for cross reference)*
- PR-TS(i) = Parks and Recreation Chapters of General Plan - Trails Section - Implementation Recommendation  
*C-PR(i) = County General Plan, Book A: Countywide Issues and Policies - Parks and Recreation Chapter - Trails Section - Implementation Recommendation (included for cross reference)*  
*RC-PR(i) = County General Plan Book B: Rural Unincorporated Area Issues and Policies - Parks and Recreation Chapter - Trails Section - Implementation Recommendation (included for cross reference)*
- BOS = Board of Supervisors Resolution
- County = County Environmental Resources Agency, County Roads and Airports Department and/or other County agencies as appropriate
- LAFCO = Local Area Formation Council  
MROSD = Midpeninsula Regional Open Space District  
SCCOSA = Santa Clara County Open Space Authority  
SCVWD = Santa Clara Valley Water District  
SFBNWR = San Francisco Bay National Wildlife Refuge  
CDF = California Department of Forestry  
CDPR = California Department of Parks and Recreation, Coe State Park, Castle Rock State Park

## STRATEGY #1: PLAN FOR TRAILS

- **Urban Area Trails:** Within the urban area of northern Santa Clara County, trails are currently limited to primarily:
  - a few streamside park chains that are gradually emerging along Los Gatos, Coyote, Penitencia, Alamos, and Stevens Creeks, and the Guadalupe River;
  - a growing network of trails within and between the parks and public open space lands of the baylands; and
  - bike lanes on city streets.

Expansion of the system of marked bicycle routes and related facilities to encourage bicycling within the urban area will come primarily from efforts to reduce traffic congestion and improve air quality. Growth of the recreational trail network within the urban area will come primarily from extension of streamside and baylands park chains.

- **Rural Area Trails:** In the county's rural areas, most existing trails are located within publicly-owned parks and open space lands. Although some progress has been made in recent years, opportunities for hiking, bicycling, or horseback riding from one park to another or from the urban area to rural parks and open space preserves are still limited because a majority of the lands are in private ownership. Some existing rural trails are located on private lands, where trail easements have been purchased, donated, or dedicated as a condition of development approval for the lands they pass through. Typically, such trails are located near the edge of the property, when topography permits. While examples of public trail easements on private lands do exist, their numbers are relatively few.

Trails in areas with substantial rural residential development can be important components of local circulation systems, providing safe, off-road, pedestrian and equestrian access. In rural areas along the County road system, as in many rural residential communities like Los Altos Hills, trails effectively serve a similar function to sidewalks in urban areas. In areas with substantial rural residential development, the primary users and beneficiaries of most of these trails are likely to be local residents.

Both the recreational and circulation functions of trails will become even more important as our urban and rural populations continue to grow, as recreational demand increases, and as air quality and traffic congestion create a greater need to reduce unnecessary automobile usage.

**STRATEGY OBJECTIVES**

- Identify trail routes which meet a public need while recognizing the rights of private property owners, safety requirements, and environmental protection goals.
- Provide trails within the County that offer a range of convenient urban, rural and open space experiences and a range of short to long trip opportunities.
- Maintain a Countywide trails master plan as the basis for the planning, coordination and implementation of a Countywide trail system.

<b>Policy Code</b>	<b>Policy</b>
PR-TS 1.1 <i>C-PR 20</i> <i>R-PR 22</i>	A countywide system of trails offering a variety of user experiences should be provided that includes: trails within and between parks and other publicly owned open space lands; trails that provide access from the urban area to these lands; trails that connect to trails of neighboring counties; trails that connect to transit facilities; trails that give the public environmentally superior alternative transportation routes and methods; trails that close strategic gaps in non-motorized transportation routes; trails that offer opportunities for maintaining personal health; trails that offer opportunities for outdoor education and recreation; and trails that could serve as emergency evacuation routes.
PR-TS 1.2 <i>C-PR 20.1</i> <i>R-PR 22.1</i>	Trail access should be provided for a range of user capabilities and needs (including persons with physical limitations) in a manner consistent with State and Federal regulations.
PR-TS (i) 1.A <i>C-PR(i) 12</i> <i>R-PR(i) 13</i>	Include in the General Plan a Countywide Trails Master Plan Map that indicates the proposed trail routes of countywide significance. (Implementor: County).
PR-TS (i) 1.B <i>C-PR(i) 13</i> <i>R-PR(i) 14</i>	Work with interested groups (including but not limited to: affected landowner groups; trail interest groups; and organizations representing persons with disabilities) in developing recommendations for specific design and management plans. The recommendations should be consistent with County, State, and Federal design and management regulations (see Design and Management Guidelines), and reflective of

environmental and safety constraints, community needs and the needs of the various user groups. (Implementor: County).

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- PR-TS 1.3**  
*C-PR 20.2*  
*R-PR 22.2*
- Trails should be established along historically significant trail routes, whenever feasible.
- PR-TS 1.4**  
*C-PR 21*  
*R-PR 23*
- The countywide trail system should be linked to provide for regional trails including the Bay Area Ridge Trail, the Benito-Clara Trail; and the San Francisco Bay Trail systems encircling the urban areas of the County and the San Francisco Bay.
- PR-TS 1.5**  
*C-PR 21.1*  
*R-PR 23.1*
- Trails should be routed along scenic roads where such routing is feasible.
- PR-TS (i) 1.C**  
*C-PR(i) 13.1*  
*R-PR(i) 14.1*
- Label historically significant trails, scenic route trails, and regional trail links as such on the Countywide Trails Master Plan Map. (Implementor: County).
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- PR-TS 1.6**  
*C-PR 22*  
*R-PR 24*
- The Countywide Trails Master Plan Map in the County's General Plan should periodically be reviewed and revised to reflect current conditions, anticipated future needs, long-term goals, and new opportunities. (BOS 1/28/92)
- PR-TS (i) 1.D**  
*C-PR(i) 13.2*  
*R-PR(i) 14.2*
- Periodically, or concurrent with updating the General Plan, update the Trails Section of the General Plan. Modifications to the Countywide Trails Master Plan Map should take into account: additions to the existing trail system; acquired trail rights-of-way; and any new, proposed or modified trail alignments. Modifications to the General Plan text should take into account: long-term community needs and goals for trails; environmental constraints; and potential impacts on adjacent lands. (Implementor: County). (BOS 1/28/92)
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- PR-TS 1.7**  
*C-PR 22.1*  
*R-PR 24.1*
- Encourage private developers to incorporate trail routes identified on the Countywide Trails Master Plan Map into their development project designs.

PR-TS (i) 1.E	Monitor proposed development, including General Plan amendments and zoning changes, and/or subdivision of properties with proposed trail routes, and work with property owners and/or their representatives to preserve the integrity of the proposed trail route in their project design. (Implementors: County, Cities, MROSD, SCCOSA, SCVWD)
C-PR(i) 13.3	
R-PR(i) 14.3	

**STRATEGY #2: PROVIDE RECREATION, TRANSPORTATION, AND OTHER PUBLIC TRAIL NEEDS IN BALANCE WITH ENVIRONMENTAL AND LANDOWNER CONCERNS**

A major purpose of trails is to provide opportunities for the public to engage in recreational activities such as walking, hiking, jogging, bicycling, and horseback riding through areas where they can experience Santa Clara County's varied natural environments. To assure that the resources that provide the basis for these recreational experiences are available to future generations as well, it is important that recreational trails be carefully located, designed, and maintained so that their impact on the landscape and the resources they traverse is minimized.

In some instances, such as where particularly sensitive resources or habitats are involved, it may be necessary for trails to be located so that they bypass such areas or can be managed so that trail use is limited during times when recreation would interfere with resource values (e.g. seasonal closure of trails near sensitive bird nesting areas during the mating season). In other instances, such as with agricultural spraying, certain occupational uses of adjacent lands may also necessitate specific trail location criteria or temporary closure.

Of particular importance to the County and cities within it are streamside areas that are usually scenic amenities providing a pleasant environment for trails. They are also, however, important wildlife habitat areas which are relatively fragile and can be easily damaged or disrupted. As with many of the streamside park chain proposals shown in the County's General Plan, trails near streams should receive detailed study prior to implementation. In areas with extensive residential development or in environmentally sensitive areas, it may be necessary to route trail segments away from creeks to avoid conflicts.

Whether located on public or private lands, trails are sometimes a cause of concern to

adjacent property owners. Among the issues of concern to land owners are litter, trespass, vandalism, security, fire, and liability. Many of these concerns are addressed at the detailed phase of planning and design. Therefore, the property owner's concern extends to how the trail alignment, design, operations, and management come about. The desire to be an active participant in the design and management planning of a trail route is a keen one. After all, the property owner whose land is crossed by or is adjacent to a public trail experiences the results of the trails on a day-to-day basis.

**STRATEGY OBJECTIVE**

- **Ensure that trails planning accommodates public recreation and other needs while recognizing the rights of private property owners, the need for safety and the requirements of environmental protection.**

Policy Code	Policy
PR-TS 2.1 C-PR 23 R-PR 25	Trail routes shall be located, designed and developed with sensitivity to their potential environmental, recreational, and other impacts on adjacent lands and private property.
PR-TS (i) 2.A C-PR(i) 14 R-PR(i) 15	During trail design, notify and coordinate with affected landowners to incorporate measures into trail design and related management policies to accommodate the privacy, security and liability concerns of the landowner. Such measures could include, but are not limited to: fencing or barrier planting that discourages trespassing; signage; scheduling of maintenance; patrol scheduling; and indemnity agreements to protect the landowner and affected landowners from liability for injuries to trail users. (Implementors: County, Cities, MROSD, SCCOSA).



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- PR-TS (i) 2.B**      Prior to developing any new trail route for public use, prepare design and management plans that ensure provision of services necessary to provide for the safety and support of trail users and affected landowners, and respond to the unique safety and use concerns associated with highway safety, traffic operations, public transit, and businesses such as quality water source development, intensive agriculture, grazing, mining, railroads, and defense research and testing industries. (see Design and Management Guidelines). (Implementors: County, Cities, MROSD, SCCOSA).
- C-PR(i) 15*  
*R-PR(i) 15.1*
- PR-TS (i) 2.C**      Develop design guidelines to ensure that new trails meet established safety standards and minimize user conflicts. (see Design and Management Guidelines). Prior to developing new trail routes for public use, ensure that services and improvements necessary for the safety and support of the public using the trail are provided. Such services and improvements should contain, at a minimum, adequate parking, potable water supply and sanitary facilities, and emergency telephones and access. (See Design and Management Guidelines). Reasonable police and fire protection shall be available. (Implementors: County, Cities, MROSD, SCCOSA, SCVWD).
- C-PR(i) 16*  
*R-PR(i) 15.2*
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- PR-TS 2.2**            As provided for in the Resource Conservation Chapter, trails shall be located to recognize the resources and hazards of the areas they traverse, and to be protective of sensitive habitat areas such as wetlands and riparian corridors and other areas where sensitive species may be adversely affected.
- C-PR 24*  
*R-PR 26*
- PR-TS (i) 2.D**      Develop design guidelines that ensure sensitive species and the habitats they rely on shall be protected, and where possible enhanced, by trail development and trail use (see Design and Management Guidelines). (Implementor: County).
- C-PR(i) 17*  
*C-PR(i) 15.3*
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**PR-TS 2.3**  
*C-PR 25*  
*R-PR 27*

Trail Routes or Regional Staging Areas shown on the Countywide Trails Master Plan Map in areas currently designated on the County General Plan Land Use Map as Agriculture shall not be required (including easements) or developed outside of County road rights-of-way until or unless: (1) the land use designation is amended to a non-Agriculture designation, or (2) there is specific interest or consent expressed by a willing property owner / seller. Where there is a specific interest or consent expressed by a willing property owner / seller, trails in areas with prime agricultural lands shall be developed in a manner that avoids any significant impact to the agricultural productivity of those lands

**PR-TS 2.4**  
*C-PR 26*  
*R-PR 28*

Trail Routes or Regional Staging Areas shown on the Countywide Trails Master Plan Map in areas currently designated as Ranchland on the County General Plan Land Use Map and actively used for ranching or other agricultural purposes shall not be required (including easements) or developed outside of County road rights-of-way until or unless: (1) the County is notified of a non-renewal of Williamson Act contract affecting the land on which the trail route or regional staging area would be located; (2) such time as the active ranching and/or agricultural use has been permanently abandoned; (3) the land use designation is amended to a non-ranchland designation, or (4) there is specific interest or consent expressed by a willing property owner / seller.

**PR-TS 2.5**  
*C-PR 26.1*  
*R-PR 28.1*

Trail Routes or Regional Staging Areas shown on the Countywide Trails Master Plan Map in areas currently designated as Hillside on the County General Plan Land Use Map and actively used for ranching or other agricultural purposes shall not be required (including easements) or developed outside of County road rights-of-way until or unless: (1) the County is notified of a non-renewal of Williamson Act contract affecting the land on which the trail route or regional staging area would be located; (2) such time as active ranching and/or agricultural use has been permanently abandoned; or (3) there is specific interest or consent expressed by a willing property owner / seller.

PR-TS (i) 2.E C-PR(i) 17.1 C-PR(i) 15.4	Provide a footnote on the Countywide Trails Master Plan Map that repeats the above policies relating to areas currently designated as Agriculture, Ranchland, or Hillside on the County General Plan Land Use Map. (Implementor: County).
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### STRATEGY #3: IMPLEMENT THE PLANNED TRAIL NETWORK

• **Success Based on Perseverance:** The Los Gatos Creek Trail has taken more than 25 years to develop to its current state extending nearly all the way from Lexington Reservoir to the Willow Glen area of San Jose. It is one of the most popular and heavily-used trails for both recreation and transportation in Santa Clara County. Its very existence is the result of foresight, hard work, and perseverance over a long period of time by local government officials, parks and planning commissioners, agency staff, property owners and dedicated citizens who have had the vision to see the benefits of completing such a trail and have devoted their energies to seeing it accomplished.

Most of the trails in the proposed countywide network of trails are not planned to reach the level of use or popularity that the Los Gatos Creek Trail currently enjoys, but each trail route is still important for the functions it performs in its particular location. And each trail will be completed only if local government officials make the decisions necessary to transform these trail proposals from lines on plan maps to tangible, usable trails in the community.

• **Use of Multiple Implementation Tools:** Implementation of the planned trail network will require the use of a variety of tools for acquisition, development, operations and maintenance. For example, some of the tools for obtaining trail routes include:

- construction of trails on existing public lands, possibly involving joint use agreements with public agencies other than parks and open space agencies (e.g. flood control agencies, highway departments, school districts, etc.);
- purchase of additional lands or trail easements;
- obtaining gifts of trail easements from property owners;
- requesting dedication of trail easements as development occurs along proposed trail routes;
- development fees or assessment districts;
- use of volunteer efforts, non-profit organizations, and land trusts; and
- other innovative means for preserving and implementing proposed trail alignments.

Which of these tools is most appropriate in a particular situation will necessarily depend upon the special circumstances of that situation.

**STRATEGY OBJECTIVE**

- **Successfully implement the trails plan in a manner that reflects current and future population patterns and the recreation and other needs of County residents.**

<u>Policy Code</u>	<u>Policy</u>
<p><b>PR-TS 3.1</b>  <i>C-PR 27</i>  <i>R-PR 29</i></p>	<p>The proposed countywide trail network should be implemented using a variety of methods that take advantage of acceptable implementation opportunities as they arise. ( BOS 1/28/92)</p>
<p><b>PR-TS (i) 3.A</b>  <i>C-PR(i) 18</i>  <i>R-PR(i) 16</i></p>	<p>Prepare implementation plans indicating the proposed methods to be used to obtain, develop, operate, and maintain individual trail routes or trail segments. Revise these plans, as needed, to respond to new opportunities that may arise. (Implementors: County, Cities, MROSD, SCCOSA). ( BOS 1/28/92)</p>
<p><b>PR-TS (i) 3.B</b>  <i>C-PR(i) 18.1</i>  <i>R-PR(i) 16.1</i></p>	<p>As a high priority, establish an evenly-balanced review committee, reasonably representative of the cultural diversity of the community, composed of property owners and trail interests, appointed by the Board of Supervisors to work with County staff to analyze the feasibility and acceptability of specific methods available to fund trail acquisition, development, operations, and maintenance including but not limited to the following: 1) user fees for recreational services including equipment rentals, parking and use of facilities (e.g. picnic areas, etc.); 2) gasoline, hotel or other tax increment for trail implementation; 3) Landscaping and Lighting Act assessment district financing; 4) development fee and/or dedication requirements based on the impact of proposed new development on trail needs; 5) encouraging and accepting gifts; and 6) creating incentives for trail dedication and improvement through density bonuses and transfer of development credits. (Implementor: County).</p>

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- PR-TS (i) 3.C** Take all steps necessary to implement acceptable funding methods approved by the Board of Supervisors (e.g. completion of studies pursuant to Government Code section 66000), development and adoption of ordinance(s), surveys, and elections, as necessary. (Implementors: County, Cities, MROSD, SCCOSA)
- C-PR(i) 18.2*  
*R-PR(i) 16.2*
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- PR-TS 3.2** The County shall coordinate with landowners whose property may be affected by proposed trails identified on the Countywide Trails Master Plan Map to include the landowner's interests and concerns related to trail implementation when detail design and management plans are prepared. (BOS 1/28/92)
- C-PR 27.1*  
*R-PR 29.1*
- PR-TS (i) 3.D** Notify landowners in unincorporated County areas whose property may be affected by a proposed trail route identified as "high priority" on the Countywide Trails Master Plan Map. Said landowners shall be informed of the process to be used in determining whether to proceed with acquisition, and consulted to determine their interests and concerns related to the proposed trail. If the County determines, based on its evaluation of trail needs and acquisition priorities, available funding, and other factors, that it wishes to purchase land along a proposed trail route, the County shall notify the affected landowners and initiate a dialogue regarding the County's proposed acquisition. (Implementor: County).
- C-PR(i) 18.3*  
*R-PR(i) 16.3*
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- PR-TS 3.3** Trail routes shown on the Countywide Trails Master Plan Map that cross privately-owned lands shown as Agriculture, Ranchland or Hillside on the General Plan Land Use Map will only be acquired from a willing property owner / seller.
- C-PR 28*  
*R-PR 30*
- PR-TS 3.4** Information shall be made available to landowners from whom trail easement dedications may be required or requested concerning laws that limit landowner liability. (BOS 1/28/92).
- C-PR 28.1*  
*R-PR 30.1*

**PR-TS 3.5**  
*C-PR 28.2*  
*R-PR 30.2*

The County shall support amending state legislation that limits the liability of landowners immediately adjoining public trails for injuries to trail users to include language that defines entry for a recreation purpose to include any entry upon property from a public trail designated in a City or County General Plan. The text of the existing state law protecting property owners from liability to recreational users of private property is included in the appendix to the Santa Clara County Trails Master Plan Update. (Implementor: County).

**PR-TS (i) 3.E**  
*C-PR(i) 18.4*  
*R-PR(i) 16.4*

Indemnify all grantors of trail easements and other owners of lands immediately adjoining County trails from liability for injuries suffered by users of the adjoining trails. The indemnity shall not apply to injuries caused by a landowner's willful or malicious conduct. The indemnity shall include the costs of defending the landowner against all liability claims brought by users of County trails as well as the costs of damage awards and other costs associated with such claims. (Implementor: County).

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**PR-TS 3.6**  
*C-PR 28.3*  
*R-PR 30.3*

In coordination with the County Parks and Recreation Department, cities, public entities, organizations, and private citizens should be encouraged to implement the trails plan where practical and feasible.

**PR-TS (i) 3.F**  
*C-PR(i) 18.5*  
*R-PR(i) 16.5*

Provide funding and technical assistance for the completion of studies pursuant to Government Code section 66000, surveys, engineering reports, ordinances and other technical efforts that are prerequisites to trail funding mechanisms. (Implementors: County, Cities, MROSD, SCCOSA).

**PR-TS (i) 3.G**  
*C-PR(i) 18.6*  
*R-PR(i) 16.6*

Establish "Friends of the Santa Clara County Trails Plan" (Friends), comprising a balance of property rights advocates and supporters of trails, to assist the County Parks and Recreation Department in implementing the trails plan. Programs the Friends would have responsibility for could include, but not be limited to: 1) a corporate endowment fund; 2) an "adopt-a trail" program; 3) educational programs; 4) other fund-raising activities; 5) promoting bond issues to fund acquisition; 6) providing information and technical services to neighborhoods along trail routes; 7) trail maintenance, construction and patrol activities; and 8) utilization of volunteer trail patrol. (Implementor: County).

**PR-TS (i) 3.H**  
*C-PR(i) 18.7*  
*R-PR(i) 16.7*

Condition the development of new trails for public use on the availability of adequate resources in conformance with adopted trail management guidelines (see Design and Management Guidelines). (Implementor: County).

**PR-TS 3.7**  
*C-PR 28.4*  
*R-PR 30.4*

Development projects proposed on lands that include a trail as shown on the Countywide Trails Master Plan Map may be required to dedicate and/or improve such trail to the extent there is a nexus between the impacts of the proposed development and the dedication/improvement requirement. The dedication/improvement requirement shall be roughly proportional to the impacts of the proposed development. (BOS Trail Easement Dedication Policies and Practices, 1/92)

**PR-TS (i) 3.I**  
*C-PR(i) 18.8*  
*R-PR(i) 16.8*

Accept and require, to the extent necessary to mitigate the impacts of the proposed development, trail and pathway easements, right-of-way dedications and/or improvements as part of land development approvals in areas planned for inclusion in the countywide trail system of the General Plan. (Implementors: County, Cities).

<p><b>PR-TS 3.8</b>  <i>C-PR 29</i>  <i>R-PR 31</i></p>	<p>Annexation of lands that include trails shown on the Countywide Trails Master Plan Map shall be conditioned on the annexing jurisdiction’s adoption of relevant County trail plans and implementation of regional trail routes.</p>
<p><b>PR-TS (i) 3.J</b>  <i>C-PR(i) 18.9</i>  <i>R-PR(i) 16.9</i></p>	<p>Negotiate conditions in annexation agreements to assure the implementation and maintenance of regional trail routes.                  (Implementors: County, Cities, LAFCO).</p>
<p><b>PR-TS 3.9</b>  <i>C-PR 29.1</i>  <i>R-PR 31.1</i></p>	<p>Trails shall be considered as development projects when on private land.</p>
<p><b>PR-TS (i)3.K</b>  <i>C-PR(i) 18.10</i>  <i>R-PR(i) 17</i></p>	<p>Review proposed trails for their potential environmental impacts in accordance with the California Environmental Quality Act.                  (Implementor: County).</p>
<p><b>PR-TS (i)3.L</b>  <i>C-PR(i) 18.11</i>  <i>R-PR(i) 17.1</i></p>	<p>Prior to trail development, ensure that all regulations and guidelines applicable to trails have been met, including noticing requirements as set forth in the Trail Design and Management Guidelines.                  (Implementor: County).</p>
<p><b>PR-TS (i)3.M</b>  <i>C-PR(i) 19</i>  <i>R-PR(i) 17.2</i></p>	<p>Decisions made by the County Parks and Recreation Department concerning trail routes and regional staging areas may be appealed to the Board of Supervisors. (Implementor: County).</p>

**STRATEGY #4: ADEQUATELY OPERATE AND MAINTAIN TRAILS**

- **Efficiency, Effectiveness, Safety and Security:** Trails, when managed and used properly, become an amenity. However, it may take only one example of failure to jeopardize public support for trails. One aspect of a trail system that is often not discussed because it represents ongoing and real costs, but is every bit as important as siting and design to the trail user, property owner, and surrounding community, is the trail’s operations and maintenance. A well-maintained trail encourages use which, in turn, discourages misuse. Many of the fears of



nearby residents and potential trail users about trails are alleviated with staff presence and care.

- **Involving Volunteers:** As the trail network grows and as public trail use increases, the challenge of patrolling and maintaining these trails will also increase, perhaps faster than the resources of the public parks and open space agencies responsible for them. To help assure that trails remain usable and safe, public agencies may need to rely more on individual volunteers as well as nonprofit organizations (including trail user groups) for assistance in building and maintaining trails.

**STRATEGY OBJECTIVE**

- **Operate and maintain trails so that user safety, resource conditions, and adjacent land uses are not compromised.**

<u>Policy Code</u>	<u>Policy</u>
PR-TS 4.1 <i>C-PR 30</i> <i>R-PR 32</i>	Trails shall be temporarily closed when conditions become unsafe or environmental resources are severely impacted. Such conditions could include soil erosion, flooding, fire hazard, environmental damage, or failure to follow the specific trail management plan (see Design and Management Guidelines).
PR-TS 4.2 <i>C-PR 30.1</i> <i>R-PR 32.1</i>	Levels-of-use and types-of-use on trails shall be controlled to avoid unsafe use conditions or severe environmental degradation.
PR-TS (i) 4.A <i>C-PR(i) 19.1</i> <i>R-PR(i) 18</i>	Develop a monitoring program for use by the lead agency in evaluating current conditions and determining whether or not new trails or trail management programs, including maintenance, reconstruction, education and use regulations, are effective in addressing user conflicts, safety issues and environmental impacts; and recommending changes if necessary. (Implementors: County, Cities, MROSD, SCCOSA).

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<b>PR-TS (i) 4.B</b> <i>C-PR(i) 19.2</i> <i>R-PR(i) 18.1</i>	<p>Based upon trail monitoring, develop guidelines for procedures to temporarily close trails and implement steps necessary to correct problems requiring closure. (Implementors: County, Cities, MROSD, SCCOSA, SCVWD).</p>
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<b>PR-TS 4.3</b> <i>C-PR 30.2</i> <i>R-PR 32.2</i>	<p>The County Parks and Recreation Department shall provide adequate ongoing maintenance of its trail system.</p>
<b>PR-TS (i) 4.C</b> <i>C-PR(i) 19.3</i> <i>R-PR(i) 18.2</i>	<p>Assign responsibility for the maintenance of County-owned trails to the County Parks and Recreation Department unless other trail managing organizations agree to assume the responsibility for maintenance consistent with County policies and guidelines. (Implementors: County, Cities, MROSD, SCCOSA, Transportation Agency, SCVWD).</p>
<b>PR-TS (i) 4.D</b> <i>C-PR(i) 19.4</i> <i>R-PR(i) 18.3</i>	<p>Condition the authorization of County funds to Cities for implementing trails shown on the Countywide Trails Master Plan Map on their ability to operate and maintain the trail based on applicable County policies and guidelines (see Design and Management Guidelines). (Implementors: County, Transportation Agency).</p>
<b>PR-TS 4.4</b> <i>C-PR 30.3</i> <i>R-PR 32.3</i>	<p>Neighborhood volunteers and other groups should be encouraged to provide trail support services ranging from "trail watch" and clean up activities to annual maintenance and construction.</p>
<b>PR-TS (i) 4.E</b> <i>C-PR(i) 19.5</i> <i>R-PR(i) 18.4</i>	<p>Provide information and technical services to neighborhoods surrounding trails on how to establish adopt-a-trail groups. (Implementors: County, Cities, MROSD, SCCOSA, SCVWD, CDPR, SFBNWR, non-profit organizations).</p>
<b>PR-TS 4.5</b> <i>C-PR 31</i> <i>R-PR 33</i>	<p>Use of motorized vehicles on trails shall be prohibited, except for wheelchairs, maintenance, and emergency vehicles.</p>

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<p><b>PR-TS (i) 4.F</b>  <i>C-PR(i) 19.6</i>  <i>R-PR(i) 18.5</i></p>	<p>Design trail access points to ensure that off-road motorized vehicles do not use trails except for maintenance and emergency purposes or wheelchair access. (Implementor: County).</p>
<p><b>PR-TS (i) 4.G</b>  <i>C-PR(i) 19.7</i>  <i>R-PR(i) 18.6</i></p>	<p>Develop trail design criteria that discourage inappropriate use of trails. (see Design and Management Guidelines). (Implementor: County).</p>
<p><b>PR-TS 4.6</b>  <i>C-PR 32</i>  <i>R-PR 34</i></p>	<p>All trails should be marked. Signed information should be provided to encourage responsible trail use. Appropriate markers should be established along historically significant trail routes.</p>
<p><b>PR-TS (i) 4.H</b>  <i>C-PR(i) 19.8</i>  <i>R-PR(i) 18.7</i></p>	<p>Clearly sign trails. Provide trail users with information regarding property rights in order to minimize public/private use conflicts and trespassing. (Implementors: County, MROSD, SCCOSA, CDPR, SFBNWR, non-profit organizations)</p>
<p><b>PR-TS 4.7</b>  <i>C-PR 33</i>  <i>R-PR 34.1</i></p>	<p>Maps and trail guides should be made available to the public to increase awareness of existing public trails. (BOS 1/28/92)</p>
<p><b>PR-TS (i) 4.I</b>  <i>C-PR(i) 19.9</i>  <i>R-PR(i) 18.8</i></p>	<p>Publish and periodically update maps and guides to existing public trails and pathways. (Implementors: County, Cities, MROSD, SCCOSA, CDPR, SFBNWR, non-profit organizations)</p>

## STRATEGY #5: ESTABLISH PRIORITIES

• **A Long Term Process:** Realization of a countywide trail network and the individual trails within it is a challenging, lengthy, and delicate process that will take many years to accomplish. In many instances, it will quite literally be a gift that one generation provides to the next.

Developing a trail network is like putting together a jig-saw puzzle -- it must be accomplished one piece at a time as opportunities arise. No government agency currently has or is ever likely to have in the near term all the money that might be required to go out and

purchase all the land and/or easements needed to implement all of a major trail. Consequently, the implementation of countywide trails will have to continue to take place over a long period of time, using a variety of processes, on a case-by-case basis, as opportunities arise and resources are available.

- **Short-Term Horizons:** Regardless of how long it takes to see a trail idea become a reality, the value of completing a pre-defined, specific goal in the short term by creating a new trail that becomes a useful and viable part of the community is considerable. One success story only builds momentum for the next. Given limited discretionary funds for public trails, focused priorities help to use those funds wisely.

**STRATEGY OBJECTIVE**

- **Prioritize trails for acquisition and development in a manner that provides the maximum public benefit given the available public and private resources.**

<b>Policy Code</b>	<b>Policy</b>
PR-TS 5.1 C-PR 33.1 R-PR 35	Trail routes shown on the Countywide Trails Master Plan Map should be prioritized. (see Trail Priorities).
PR-TS 5.2 C-PR 33.2 R-PR 35.1	Criteria used to prioritize trail routes shall include: need for trail uses; compatibility of the trail route with adjoining property; trail usefulness; complexity of land acquisition; opportunities for a large number of users; safety concerns; financial considerations; need for trail settings; and opportunities for a sense of remoteness.
PR-TS (i) 5.A C-PR(i) 19.10 R-PR(i) 19	Maintain a list of priorities for trail acquisition and development through purchase, dedication or other means. (Implementors: County, Cities, MROSD, SCCOSA).

**STRATEGY #6: FACILITATE INTER-JURISDICTIONAL COORDINATION**

Implementation of the countywide system of trails will require substantial effort and cooperation among the fifteen cities, the County, and various other agencies. Most of the proposed trails pass through several jurisdictions. Within the urban area, most of the

proposed trails run alongside major streams, thus making the Santa Clara Valley Water District an important agency in the implementation of these trails.

Examples of successful inter-jurisdictional cooperation in the provision of recreational trails within the urban area already exist. Along Los Gatos Creek, for example, the cities of Los Gatos, Campbell, and San Jose, the County, the Santa Clara Valley Water District, and local school districts have worked together to create several miles of continuous hiking and bicycling trails linking parks and recreation areas along the way.

An important first step toward further implementation of a countywide trail system would be for the cities and other appropriate jurisdictions to incorporate the proposed trail system into their local plans, if they have not already done so. A next step would be for these jurisdictions to establish coordinating committees to work out the details for implementing particular segments of the countywide trail system. The way the Los Gatos Creek Trail has been implemented over the past few years provides a good model of how such cooperation and coordination of effort can be accomplished.

**STRATEGY OBJECTIVE**

- **Coordinate trails planning within the County as well as with adjacent jurisdictions.**

<u>Policy Code</u>	<u>Policy</u>
PR-TS 6.1 C-PR 33.3 R-PR 35.2	Trail planning, acquisition, development, and management of trail routes shown on the Countywide Trails Master Plan Map should be coordinated among the various local, regional, state and federal agencies which provide trails or funding for trails.
PR-TS (i) 6.A C-PR(i) 19.11 R-PR(i) 20	Establish a Countywide Trails Technical Staff Group overseen by the County Parks and Recreation Department, with representation from participating county, city, special districts, and other agencies, for the purpose of coordinating the implementation of the County's trails plan and policies in a manner that is compatible with each participating jurisdiction's needs and desires and is reflective of the guidelines for implementing the countywide trail system. (see Design and Management Guidelines). Among other duties, the Staff Group should be charged with the following: 1) establishment of consistent trail

designs that benefit the user and affected properties; 2) coordination of specific trail routes' siting and design; 3) recommendations to appropriate agencies for creation of joint powers agreements for the acquisition, development and maintenance of specific trail routes; 4) development of implementation and management plans for inter-jurisdictional trail routes; and 5) prioritization of trail routes for funding purposes. (Implementors: County, Cities, MROSD, SCCOSA, Transportation Agency, SCVWD, CDF, CDPR).

**PR-TS (i) 6.B**  
*C-PR(i) 19.12*  
*R-PR(i) 20.1*

Develop agreements for funding, interagency planning, acquisition, development and maintenance of countywide trails and trail segments with cities where the City has adopted relevant provisions of the Countywide Trails Master Plan and commits to implement and maintain a priority trail route. (Implementors: County, Cities, MROSD, SCCOSA, Transportation Agency, SCVWD).

**PR-TS (i) 6.C**  
*C-PR(i) 19.13*  
*R-PR(i) 20.2*

Organize periodic meetings with adjacent cities and counties to coordinate the completion and management of regional trails which extend beyond County lines. (Implementors: County, Cities, MROSD, SCCOSA, SFBNWR).

**PR-TS 6.2**  
*C-PR 33.4*  
*R-PR 35.3*

Trail acquisition responsibilities should be established on a project-by-project basis, and should be coordinated with all jurisdictions involved in each trail route.

**PR-TS 6.3**  
*C-PR 33.5*  
*R-PR 35.4*

Public improvement projects, such as road widenings, bridge construction, and flood control projects, that may impact existing or proposed trails should be designed to facilitate provision of shared use.

**PR-TS (i) 6.D**  
*C-PR(i) 19.14*  
*R-PR(i) 20.3*

Encourage the adoption of appropriate portions of the Countywide Trails Master Plan Map of the County's General Plan as part of local general plans, parks and open space master plans, and public facilities plans. (Implementors: County, Cities, MROSD, SCCOSA, Transportation Agency, SCVWD, LAFCO).

**PR-TS (i) 6.E**

*C-PR(i) 19.15*

*R-PR(i) 20.4*

As additional public open space is acquired in the County, work with the appropriate entities to determine whether additional regional trail routes within the open space acquired should be identified on the Countywide Trails Master Plan Map as proposed trail routes. Propose amendments to the Countywide Trails Master Plan Map accordingly. (Implementors: County, Cities, MROSD, SCCOSA, SCVWD)