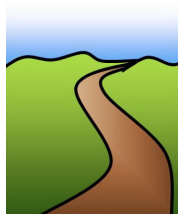


# Trail Program Strategic Plan

May 2016

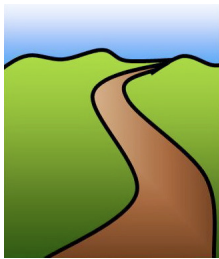


————— SAN JOSE —————  
**PARKS, RECREATION &  
NEIGHBORHOOD SERVICES**



# Trail Program Strategic Plan

May 2016



SAN JOSE  
PARKS, RECREATION &  
NEIGHBORHOOD SERVICES

in collaboration with





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# Executive Summary

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This Strategic Plan has three purposes:

1. Define the current state of the Trail Network and how it compares to other trail leaders
2. Offer guidance on how San Jose can leverage its highly regarded trail network
3. Lay out options for accelerating the pace and scale of remaining trail development

San José made trails a centerpiece of the City's vision and planning efforts beginning with the 1999 Greenprint. Over time, the Trail Program has sharpened its focus on the goal of constructing a 100-mile interconnected trail network by defining 35 individual trail systems throughout the city. The City has encouraged this development by establishing the year 2022 for full development of the recreation and transportation trail network. While the Trail Program has identified and documented 133 miles of potential trails, the Strategic Plan is focused on delivery of the immediate 100-mile goal in the most cost effective and efficient manner.

Implementation of the Trail Program Goal began in earnest in 2002 when the City's first full-time trail coordinator was hired to coordinate project development via a Collaborative Action Plan with the Santa Clara Valley Water District. Advancing the goal was made more measurable in 2007, when the Council adopted the San José Green Vision (a 15-year plan for economic growth, environmental sustainability, and an enhanced quality of life for its community). Now, at the approximate mid-point of the implementation timeline, 58% of the identified trails are open for use and about 90% of those trails are paved and meet Class I Bikeway Standards. In the past 9 years, trails have been developed at a rate of about 2 miles per year. This rate of development is less than the 3.3 miles / year rate necessary to meet the 100-mile goal. Under current conditions, the trail program goal will not be met until 2035.

In order to complete 100 trail miles by 2022, the Trail Program now faces the challenge of accelerating delivery to 5.4 miles per year. This faster pace of development is made more difficult to achieve because the remaining 42 miles are more challenging to develop than the first 58. Complex sites, riparian impacts, environmental regulations, cost and other factors present significant but manageable challenges. The Strategic Plan seeks to fully document and provide options to the City's decision makers by examining and proposing strategies to address the financial, logistical, and organizational challenges associated with completing the remaining trail miles. The Strategic Plan pursues this task by:

- Identify implementation strategies that would allow the City to meet the Goal of creating 100 trail miles by 2022; and
- Create a process by which realistic strategies could be implemented on a year to year basis in order to optimize trail program implementation using available resources; and
- Offer guidance on changes to the Goal that support continued development of the Trail Program but with measures that are achievable with existing and/or increased resources.

## Meeting the Challenge

San José has a well-developed and valuable asset in its Trail Network, an asset that is recognized by State and National organizations as a leading urban trail development. Used for active transportation (over 50% Guadalupe River Trail users are commuters) as well as recreation, the award winning Trail Network improves livability in San José, responds to the millennial generations preference for alternative travel mode choices, and provides a competitive advantage to businesses looking to attract talent, particularly in the high tech industry. San José's Trail Program has served as a platform to

demonstrate new ideas and technologies (e.g. award-winning Mileage Marker system, warm-mix asphalt paving, and highly-reflective thermo-plastic trail striping). The Trail Program has also protected and restored sensitive riparian environments, improved public access to open space resources, improved connections between neighborhoods, and provided recreational asset for San José residents and visitors.

*... deliver the 100-mile integrated trail network by the year 2022.*

Given the complexity of the Trail Program, current staffing levels are inadequate to address the volume and diversity of tasks associated with almost tripling the delivery rate. The Strategic Plan estimates that if staffing levels were increased to match program demands (primarily in the departments of Parks Recreation and Neighborhood Services (PRNS) and Public Works (DPW)) over the next seven years, the City would need to increase the Trail Program staffing budget by an average of \$857,000 per year. The Strategic Plan identifies various actions that could be undertaken in order to accelerate the Trail Program's Goal. These strategies are summarized in **Appendix A**.

During the same time frame, funding for Trail Program construction would increase from \$2.84 Million to \$22.4 Million, an average increase of \$19.6 Million per year. Recognizing that this level of funding is unlikely to be available, the Strategic Plan recommendations can function as a menu of actions that may be employed as funding allows. The implementation strategies are organized into the seven following categories:

- 1) Scope. Establishes the key elements of the Trail Program.
- 2) Team Composition. Identifies agency needs for staff and technical expertise.
- 3) Strategic Alliance. Leverages non-traditional resources to increase the effectiveness of City led efforts.
- 4) Financial Resources. Identifies alternative approaches to funding.
- 5) Sustained Interest. Promotes a long-range perspective on the relationships and programs that will sustain the Trail Program.
- 6) Economic Development. Recognizes the importance of trails in the local, regional and global economy.
- 7) Strategic Enhancements. Puts forward innovative approaches to leveraging the benefits of the Trail Program.

## **New Ideas**

The Strategic Plan also afforded the City an opportunity to re-evaluate the Trail Program goals. In addition to the identified implementation strategies, the Strategic Plan introduces four new focus areas for the Trail Program:

- 1) Maintenance. Maintaining the existing trail investment is critical to program success, by sustaining access, quality and sustained public safety.
- 2) Hiking Trails. To serve the recreation and transportation needs of all communities, the program vision sustains support for Core and Edge Trail Systems as the 100-mile system backbone, but proposes to add "hiking" trails to enhance recreation within open space and broaden the City's desirability for tourism, recreation and economic viability. Hiking trails are found at parks like Alum Rock Park and Guadalupe Oak Grove Park. Hiking trails are typically not paved, generally

have limited number of entry/access points, will likely vary in width and may not comply with Highway Design Manual guidelines for bikeways.

- 3) Priority Gap Closures. Closing gaps has been a long-term goal, but applying new and focused resources to the Core Trail Systems presents the best opportunity to increase usage for recreation, transportation and mode-shift potential.
- 4) Signature Projects. Leverage the existing and future network by including Signature Projects (world-class bridges, architectural gateways, and beautiful landscapes) to establish national recognition, community sense of place, and user pride.

## **Key Commitments**

Finally, there are existing and well established Trail Program commitments that staff is implementing. These commitments include:

- 1) Branding. The San José Trail Program is recognized by local and regional organizations and other trail agencies for its commitment to *innovation, data-driven decisions, placemaking, access, partnerships* and *pace*. The Trail Program has been acknowledged by the Federal Government for Transportation Planning Excellence and its work in the area of Exemplary Human Environment Initiatives;
- 2) Place-making. Trails create and support neighborhood identity, reflect the context within which they occur, and provide opportunities for community interaction. Every San José trail includes gateway features and unique thematic elements that reflect the local area; and
- 3) Broad Benefits. In addition to serving the recreation and transportation needs of the City, trails continue to provide the City with an opportunity to broaden the conversation and stakeholders in the area of public health, air and water quality, and economic development outcomes.

This Strategic Plan has been developed by a Team of professionals, including City staff most knowledgeable about trail development (PRNS, DPW), the partner City departments, the partner agencies and a nationally recognized consultant team. Benchmarking national-leading agencies and surveying the community have helped to shape implementation Strategies. The Strategic Plan also puts forward a process by which the City can continue delivering award-winning trails, speed their development, and commit to achievable and measurable outcomes.

# Introduction

---

The City of San José is developing one of the nation’s largest urban and interconnected trail networks. From the 1960’s to the 1990’s, the City had developed a number of trail system plans and was building trails as part of City-lead efforts and developer-built projects. In 1999, the community-derived Greenprint established a goal for a 100-mile trail network to serve all neighborhoods by identifying systems along the valley’s many rivers and creeks, as well as pursuing projects along utilities corridors. In 2002, the City entered into a formal agreement with the Santa Clara Valley Water District to develop recreational trails jointly. In that same year, the City hired its first full-time Trail Manager and a Planner II to guide trail development by closing gaps, opening projects quickly, and managing project delivery in a strategic fashion. In 2007, the City stated that Goal 10 of its Green Vision would deliver the 100-mile integrated trail network by the year 2022. This ambitious and evolving goal has also been expressed in the San José General Plan; Envision 2040. With almost 58 miles already developed and well-documented high usage, the City serves as a model for other trail programs in the United States for quality of facilities, pace of development, data collection and commitment to placemaking.

To create a 100-mile interconnected trail network, the Parks, Recreation and Neighborhood Services Department (PRNS) has developed award-winning trail projects that serve the recreation, commute, and tourism needs of San José residents, businesses, and visitors. The program’s stated vision is to be “The **national leader** for trail integration in the urban environment”. The City’s Trail Program is well regarded for its strong focus on six brand promises:

- innovative practices,
- data driven decision making,
- high quality infrastructure,
- accessibility through highly constrained urban sites,
- multi-agency partnerships,
- pace of development, and
- a commitment to a sense of place.

The Trail Network is comprised of 35 unique trail systems within the urban boundaries of the city. The Greenprint defined the trail systems that offered access for recreation and active transportation. There are additional trails found in open space areas that serve purely a recreational function. They are not counted as part of the network’s existing inventory. As one example, there are hiking trails within Alum Rock Park managed by the Park’s management team that offer recreational access within the park – they may account for about 13 miles. A comprehensive review of their quality and condition was not part of this Strategic Plan. This additional recreational mileage presents an opportunity to better showcase and promote a diverse set of recreational experiences along its trails. This Strategic Plan suggests that an accounting of hiking trails has a positive messaging impact, but that a sustained commitment to the 100-mile interconnected trail network remains important if the City is to develop on its commitment to a dual recreation and active transportation network.

Extending the existing urban trails, closing gaps and connecting the trail systems is challenging work because limited staff is assigned to the program, trail development occurs in a complex and highly regulated work environment, funding is either from highly competitive grant programs, or through limited City resources as available. The Strategic Plan defines a clear *Pathway* for trail network development.

A little past the mid-point in completing the trail network, PRNS is assessing the opportunities and challenges facing the Trail Program to chart an effective roadmap to trail development. The Strategic Plan focuses on staffing roles and capacities to deliver the network, but it also accounts for anticipated trail mileage through developer agreements (e.g., the Flea Market site development will deliver about 3 miles of trail along Coyote and Penitenica Creeks in the next 5 to 10 years, Communications Hill development is constructing 5 miles over the next 10 to 15 years).

*... the City's goal is ambitious and there are no existing models that might offer a precise path to success.*

This Strategic Plan's Pathway for the Council and City Administration to successfully pursue development through the strategic allocation of resources and priority setting. Development of the plan has included extensive surveys, benchmarking of other agencies, and consideration of best practices found around the nation. The plan offers options and alternate strategies for consideration because the City's goal is ambitious and there are no existing models that might offer a precise path to success. The plan is focused on core challenges and offers background, analysis, and recommendations for consideration. This approach permits the Council and Administration to understand the wide range of issues, and are practical in terms of overall resource allocation and other priorities.

## **The Challenge**

At this point in the trail network development, most of the "easy" trails have been built. Instead of opening existing gravel maintenance roads and pursuing paving projects, the program now confronts trail improvements that require under-crossing structures and pedestrian bridges on highly constrained sites. Faced with complicated trail challenges (e.g. physical conditions, environmental issues, property and permitting requirements), trail development has begun to lag behind the pace necessary to meet the Green Vision goals.

The Strategic Plan offers an opportunity for the City to reflect on what has worked well, and what might need fine-tuning or augmentation. Through undertaking this analysis, PRNS is creating a roadmap to reflect past lessons learned from San the Jose experience (Trail Program Assessment) as well as best practices found elsewhere (Benchmarking). The Strategic Plan evaluates alternative approaches to provide decision-makers with information and an opportunity to chart a course for the Trail Program for the near and long-term.

## **Existing Conditions**

Since 2002, a clearer view of the future Trail Network has occurred. Identified Trail Systems have grown from 25 to 35. Development work along many of trail systems has seen the network grow from 26 miles to almost 58 miles. Mileage gains have come from projects that extended the length of existing trail systems, began development along new trail systems, closed gaps, and permitted public access upon previously closed maintenance roads (interim gravel trails). Projects have also paved several interim trails, but mileage stayed constant since the work enhanced rather than extended a trail system. There has also been significant planning work to support yet unfunded construction of trail systems; formal Master Plans and associated Environmental Documents guide competitive grant writing and design work.

The functionality of the trail network is supported by the development of an on-street bikeway system. The Department of Transportation has developed about 230 miles of on-street bike lanes and bikeways, and has a 400-mile goal for 2022. Development of the DOT bikeways is not subject of this Strategic Plan, but this parallel development effort supports the viability and usage of the network, and shows the Council's broader commitment to bicycle and pedestrian travel throughout the city.

## Who Do We Serve?

San José is a city of approximately one million residents. The City is recognized as having one of the most diverse populations in the nation. Residents are relatively young (but aging) and are an active population. The high tech industries located in San José tend to attract millennials who have demonstrated a preference for access to alternative modes of transportation when making employment decisions. San José is large at almost 180 square miles.

Data <sup>1</sup>	Value
Total Population:	968,903
Households:	319,700
Median Household Income:	\$81,829
Average Household Size (Owner Occupied):	3.17
Average Household Size (Rental):	3.04
Median Age	35.6
Land Area in Square Miles <sup>2</sup>	176.53

San José residents are further distinguished by the following:

- 64.0% of residents have some college education compared to 60.6% statewide;
- 38.6% of the population is foreign born compared to 27.0% statewide;
- 18.9% of residents are employed in manufacturing compared to 10% statewide;

With a large population of younger people, approximately half of the San José population (475,483 people) is under the age of 35, the Trail network is well used by the community for recreation and commute purposes.

Trail development has attempted to serve the large, diverse and dispersed population by pursuit of projects in all council districts. At its current level of development (almost 58 miles), trails are found within 3 miles of 99% of the population. This metric was established as a national goal set forth by the Rails to Trails Conservancy. Full build-out of a 100-mile interconnected network will support better access to recreation and active transportation between neighborhoods that may be divided by natural barriers and manmade barriers such as highways or major roadways.

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<sup>1</sup> ACS Data, 2009-2013 5-year Survey except as noted

<sup>2</sup> U.S. Census Bureau, 2010 Census

## Trail Program Value

Great access to recreation is a primary outcome for development of a 100-mile Trail Network. But other benefits already exist from the network, and there are some compelling reasons to continue investing in the program and accelerating its pace. The Trail Program benefits the economic, public health, environmental, transportation, recreational activity and public perception of San José<sup>3</sup>.

### Reason 1: Economic

- People are attracted to neighborhoods that are near trail and park amenities. They pay a premium for real estate that has convenient access to these amenities.
- People traveling by foot and bicycle have fewer impediments to retail transactions because they do not need to find parking. Merchant surveys in other Bay Area cities have documented increased retail activity. As one example, merchants along Valencia Street in San Francisco report that the installation of bike lanes and paths has had a positive impact on their business.
- Millennials have demonstrated a preference for access to alternative modes of transportation when making employment decisions. The existence of a well-connected trail network increases the attractiveness of San José businesses when recruiting workforce talent.
- A number of studies have quantified the benefits of switching from driving to bicycling. Benefits include reduced congestion, transportation cost savings, improved air quality, energy conservation, and traffic safety improvements. The Victoria Transportation Policy Institute estimates that replacing a car trip with a bike trip saves individuals \$2.73 per mile.
- The trail network offers visitors an alternative means of experiencing the City by providing access to points of interest in a way that is not confined by automobile routes.

### Reason 2: Public Health

Active transportation improves individual and public health in a variety of ways:

- Biking/walking can be considered 'preventive health' and leads to stress reduction, improved cardio-vascular health, and diabetes management;
- Proximity to trails gives people a convenient venue for exercise on a daily basis, resulting in stress reduction and supporting heart health;
- Access to, and connection with, natural environments has been correlated to improved mental well-being; and
- Non-motorized trips reduce vehicle emissions and improve air quality.

### Reason 3: Environmental

Environmental benefits from a functioning, well-connected trail network include:

- Supporting riparian corridor habitat preservation by defining a narrow route for public access;
- Preserving riparian corridors support wildlife movement,
- Providing positive interface between humans and their environment;
- Reducing automobile trips that yield cleaner air and reduce GHG (Green House Gas) emissions;

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<sup>3</sup> Data sourced from national studies and local experience.

## Reason 4: Active Transportation

Cities increasingly must rely on multiple modes of transportation in order to alleviate congestion and to improve the livability of communities. The trail network supports these objectives:

- Encourage active transportation by offering a preferable off-street route;
- Reduce negative externalities from automobile usage (smog, pollution, etc.) through mode shift;
- Help connect neighborhoods and provide corridors to areas that are normally out of reach from conventional modes of transportation (cars, buses);
- Supports pedestrian / bicycle connectivity to urban villages per the City's General Plan; Envision 2040.
- Support sustained and growing usage of trails for active transportation – per San José's Trail Count data:
  - Guadalupe River Trail at Coleman Avenue (50% increase over prior year, up to 1,600 weekday users in 2014),
  - Los Gatos Creek at Hamilton (20% increase measured in 2014),

## Reason 5: Recreational Activity

Trails give people unique connection to recreational activities by:

- Allowing for active and passive recreational use;
- Serving as a corridor to parks, schools, shopping, and other recreation facilities;
- Connecting parks, recreational centers, and outdoor fitness areas;
- Providing affordable/accessible exercise and recreational opportunities within the community;
- Exposing young children to safer biking and walking venues;
- Increasing civic connectivity and connections to attractions; and
- Providing a 'meeting place' for community
- Providing access to points of interest (scenic vistas, historic places, public art, etc.).

## Reason 6: Public Perception

*"San José isn't all about computers and programming code. There's plenty to do after hours, including walking or jogging on more than 50 miles of city trails"*

– US News & World Report, Best Places, August 2009

### What are People Saying?

Local and national champions view San José Trails positively.

- **Carl Guardino** (*Silicon Valley Leadership Group*) – The trail network provides a competitive advantage for industry to draw young talent
- **Laura Cohen** (*Rails to Trails Conservancy*) – Views San José as a leading trail developer
- **Andy Clarke** (*League of American Bicyclists*) – Recognizes San José as a Bicycle Friendly City because of the extensive trails and bikeways
- **Leah Toeniskoetter** (*SPUR*) – Acknowledges that the San José trails have the potential to link urban villages and support a more vibrant and vital urban core
- **Peter Harnick** (*Trust for Public Land*) – Identifies San José's trails as its strongest suit for promoting a strong recreational image.



*“By embracing strategic partnerships and innovative approaches, San José has built one of the largest urban trail networks in the nation.”*

- San Jose Mayor Sam Liccardo

*“San José’s growing Trail Network links our parks and open space, and support the City’s cultural life, placemaking and community identity. Continued investment and expansion of our Trail Network supports the health and vibrancy of San José, and contributes to our Building Community Through Fun.”*

- Parks, Recreation and Neighborhood Services Director Angel Rios Jr.

*“Guadalupe River and Coyote Creek are integral to downtown and provide important open space and walking trails... The parks and trails along the Guadalupe River and two nearby creeks, as well as downtown’s streetscape and paseos, encourage people to walk and enjoy the intermingling of urban and natural settings.”*

- Urban Land, September, 2009

*“Expanding San José’s Trail Network from 57 miles to 100 miles requires resourcefulness, talent and a vision; the Trail Network is another great example of Silicon Valley’s solutions-driven culture.”*

- Carl Guardino, Silicon Valley Leadership Group President

San José Trails are part of national and regional trail systems including:

- National Trail System
- Juan Bautista De Anza National Historic Trail
- San Francisco Bay Trail
- Bay Area Ridge Trail

San José Trails are recognized by national and state trail organizations:

- 20 awards in the last 8 years (Appendix C - list of awards)
- Mileage Markers: International Trails Symposium – State of the Art Technology Award (2010)
- Lower Guadalupe River Trail: American Society of Civil Engineers, American Public Works Association (both 2013)

San José Trails are also recognized by non-trail organizations:

- 2010 Exemplary Human Environment Initiatives (EHEI) Award Federal Highway Administration Annual Award Program
- 2010 Transportation Planning Excellence Award (TPEA) Federal Highway Administration Annual Award Program

## About the Trail Network

Consistent with Silicon Valley, San José's interconnected Trail Network is envisioned like a distributed computer network that extends communications efficiently throughout an organization. Or similar to our national highway system, the Trail Network is envisioned like a well-distributed and interconnected highways and arterial roadways. As in both examples, the Trail Network includes a hierarchy of facilities with unique functions and attributes.

### The Network Structure: Core, Edge and Hiking Trails

**Core Trails** are the primary routes used for recreation and active transportation. Core Trails serve this role by generally and most often meeting the following parameters:

- **Distance:** The trail (once fully developed) extends for several miles and may do so as a cross-town route or across multiple jurisdictions. A Core Trail may have limited mileage within San José's boundaries, but is viewed by the public as a long-distance route due to a regional alignment outside of the City's boundaries. (nonetheless, San José only reports on mileage within its boundaries)
- **Continuity:** The trail is continuous through the use of under-crossings and/or bridge structures at roadways. The Trail System does not rely upon on-street bikeways to close a gap as part of the fully developed alignment, but offers that connectivity.
- **Land Use:** The trail is developed along a variety of land uses and thereby supports recreation and active transportation.
- **Usage:** The trail serves both recreational users and active transportation commuters.
- **Character:** Adheres to Class I Bikeway Standards for design.

Example of a Core Trail: The 9.0-mile Guadalupe River Trail extends from Downtown to the Bay/Alviso. The trail system is documented to serve between 1,100 to 1,600 weekday users. From an annual survey, up to fifty-five percent of trail users report commuting to and from work. The trail system is bordered by low-density to high-density residential, commercial and employment developments (major Silicon Valley employers), multi-modal transportation (several Light Rail Stations and San José-Norman Y. Mineta International Airport) and regional attractions (Guadalupe River Park, Alviso Marina, San Francisco Bay Trail).

**Edge Trails** are defined as generally neighborhood-serving routes that optimally link to a Core Trail. They likely serve some active transportation value because of their connection to neighborhoods, but are used predominantly as a recreational facility. Edge Trails serve this role by generally and most often meeting the following parameters:

- **Distance:** The trail is generally short to moderate. It generally extends within or between adjacent neighborhoods, and generally occurs entirely within San José boundaries.
- **Continuity:** The trail is continuous, but may rely on at-grade crossings (crosswalks or signalized intersections) due to site constraints and/or the lower volume of use does not support costly under-crossings or bridges.
- **Land Use:** The trail is typically along a single land use.
- **Usage:** The trail is likely to serve predominantly recreational users.
- **Character:** Adheres to Class I Bikeway Standards for design.

Example of an Edge Trail: The 0.5 mile Albertson Parkway Trail extends from Curie Drive to Dondero Avenue, both low volume neighborhood streets in the Santa Teresa Foothills neighborhood in south

San José. The trail is visually documented to serve persons during late afternoon and weekend walks, children walk to/from an elementary school at Dondero Avenue. The low-density, single-family residential neighborhood frames the trail. The trail concludes one block from the 1,500-acre Santa Teresa County Park with rural trails. Its northern trail head at Dondero Avenue is 0.4-mile from the Santa Teresa Light Rail Station. There are no plans or apparent opportunities to extend Albertson Parkway much further beyond its current boundaries.

Hiking Trails are defined as purely recreational-serving and have limited access points. They tend to be within open space areas and offer the classic “walk through the woods” experience. *This Strategic Plan defines this trail type and proposes regular reporting of mileage, but not combining these miles to the planned urban (Core and Edge) trail network.* Recognition of this trail type provides an opportunity to acknowledge some highly challenging sites as viable hiking trails. Hiking Trails serve this role by generally and most often meeting the following parameters:

- Distance: The trail extends through open space and may link to regional systems such as the Bay Area Ridge Trail.
- Continuity: The trail is continuous and likely extends through a non-roadway environmental so crossings likely occur at a low volume access road if at all.
- Land Use: The trail is developed within open space (found in regional parks or undeveloped spaces) such Alum Rock Park.
- Usage: The trail serves recreational users.
- Character: May follow Class I Bikeway Standards, but likely includes narrow walking paths (single track). In most instances, these hiking trails are not paved and are not developed to the same extent as urban trails; they may have steeper slopes, varying widths, steps, etc. They most often occur upon hillside properties.

Example of a Hiking Trail: There is a collection of single-track and maintenance roads within Alum Rock Park that offer about 13 miles of hiking. These existing trails have not been carefully tracked. The Strategic Plan recommends development of an inventory, annual tracking of mileage, but not prioritizing development unless part of planned park development efforts.

NOTE: The distinction between Core Edge Trails is not intended to suggest a priority for development of one project type over another. The City’s Prioritization and Grant Seeking approaches used in the formation of Council recommendations supports the selection of top priority projects. As an example, an Edge Trail that links a high-density neighborhood to a busy Core Trail may be a much higher priority for the Council than a Core Trail project that extends the existing trail system into a rural area with potentially fewer users.

The following table defines San José’s 35 trail systems as Core or Edge Trails, and notes the likely location of Hiking Trails for further investigation and accounting. The trail systems are represented in alphabetical order. The order is not intended to suggest a priority for further development or other preferences.

Table 2: Core and Edge Trails		
Core	Edge	Hiking
(San Francisco) Bay Trail	Albertson Parkway Trail	Alum Rock Park

Table 2: Core and Edge Trails		
Core	Edge	Hiking
Coyote Creek Trail	Berryessa Creek Trail	Fowler Creek (Bay Ridge Trail connector)
Canoas Creek Trail	Calero Creek Trail	Shady Oaks Park
Five Wounds Trail	Communications Hill Trail	Santa Teresa Foothills
Guadalupe Creek Trail	Component Trail	Yerba Buena Creek (Bay Ridge Trail connector)
Guadalupe River Trail	Coyote Alamitos Canal Trail	
Highway 237 Bikeway Trail	Doerr Parkway Trail	
Highway 87 Bikeway Trail	Edenvale Trail	
Lake Almaden Trail	Fisher Creek Trail	
Los Alamitos Creek Trail	Evergreen Creek Trail	
Los Gatos Creek Trail	Fowler Creek Trail	
Penitencia Creek	Hetch-Hetchy Trail	
Lower Silver Creek Trail	Lake Cunningham Trail	
Silver Creek Valley Trail	Montgomery Hill Trail	
Thompson Creek Trail	River Oaks Parkway	
Three Creeks Trail	Silver Creek Trail (Barberry Lane)	
	Silver Creek Trail (Umbarger Road)	
	Silver Creek Trail, Upper	
	Yerba Buena Creek Trail	

## National, State and Local Standards

Staff develops trails per the guidelines set forth by the resources identified in **Table 3**.

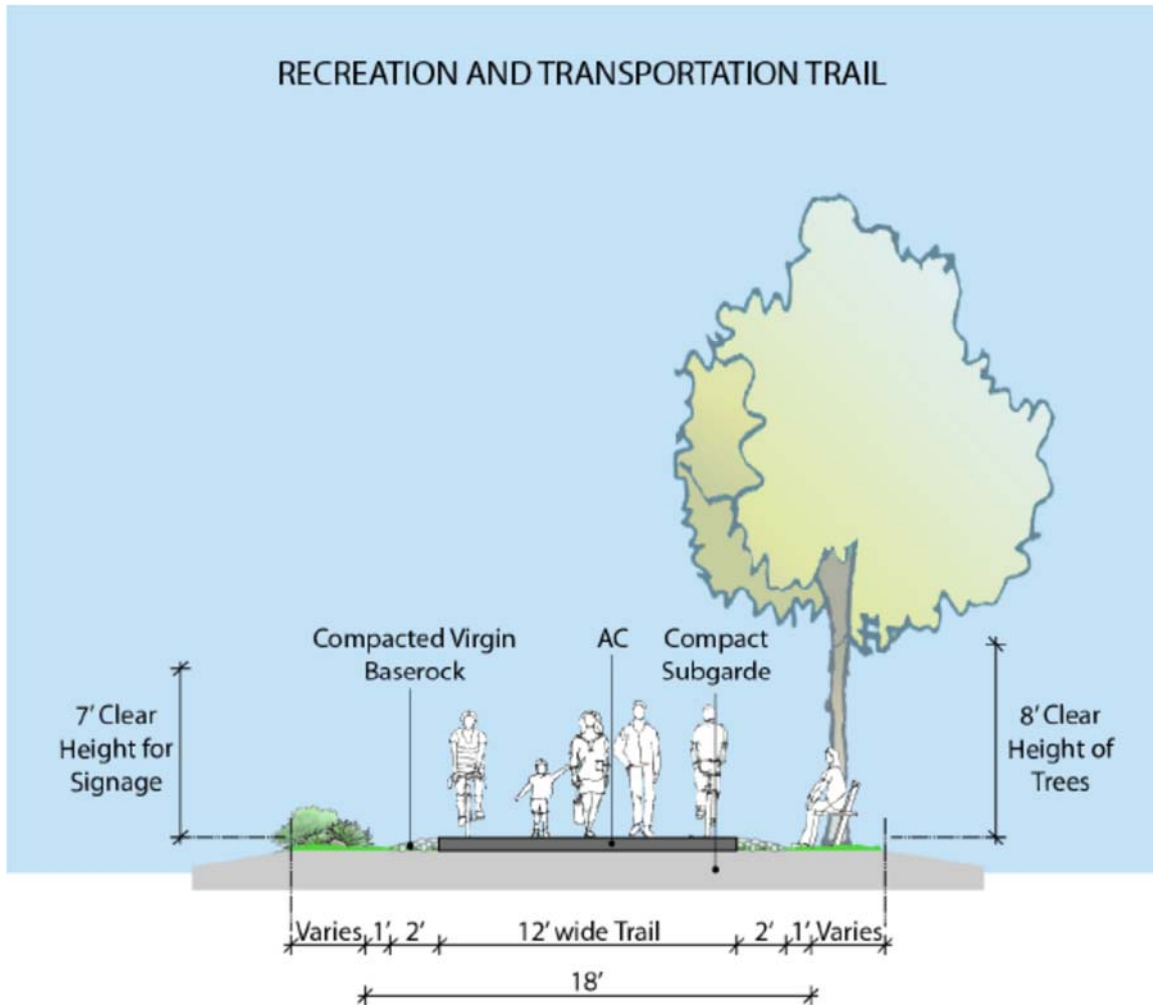
Table 3: Trail Standards and Guidelines	
Document	Primary Focus
Caltrans Highway Design Manual – Chapter 1000	Basic trail parameters, width, configuration, etc.
Manual for Uniform Traffic Control Devices	Consistency with signage, and adherence for on-street warning / guidance signage near trailheads.
VTA Bicycle Design Guidelines	Basic trail parameters or compliance with guidance on use of special features (bollards).
County of Santa Clara Municipal Trail Design Guidelines	Basic trail parameters.
San José Trail Design Guidelines (Draft)	Specific parameters for trail design, features and design approaches.
San José Standards Details and Specifications	Specific parameters for trail design and construction.
San José Trail Signage and Mileage Marker Guidelines	Templates for all signage, striping and mileage markers supporting public safety and route guidance.

## Trail Design

Almost all trail systems that comprise the Trail Network consists of Class 1 trails as defined, as follows, by the Caltrans Highway Design Manual – Chapter 1000 and as depicted in **Figure 1**.

- (1) Class 1 Bikeway (Bike Path, or Trail). Provides a completely separated right of way for the exclusive use of bicycles and pedestrians with minimal crossflow by motorists.

*Figure 1: Typical Class 1 Section*

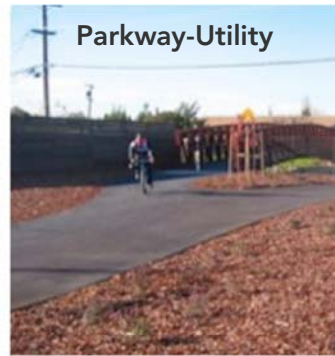


The Class 1 trails that make up the San José trail network are most often paved, and have a pavement width 12' with two 2' gravel shoulders. The San José Trail program further differentiates between Class I facilities as shown in **Figure 2**.

Figure 2: Class 1 Trail Types



Paved trail within a natural and/or landscaped environment. Requires pruning of native environment and may include mitigation sites.



Paved trail within a landscaped corridor. Utilities and access requirements prevent highly planted areas.



Gravel or dirt maintenance road suitable for public access. Likely site for future paved trail unless designated as "hiking". No landscaping beyond the native environment.



Paved trail within a highly urban and fenced environment. Landscaping is unlikely.



Paved trail within a landscaped corridor. Landscaping may be extensive and could include tall trees due to the relatively few development restrictions in such corridors.

# Trail Development

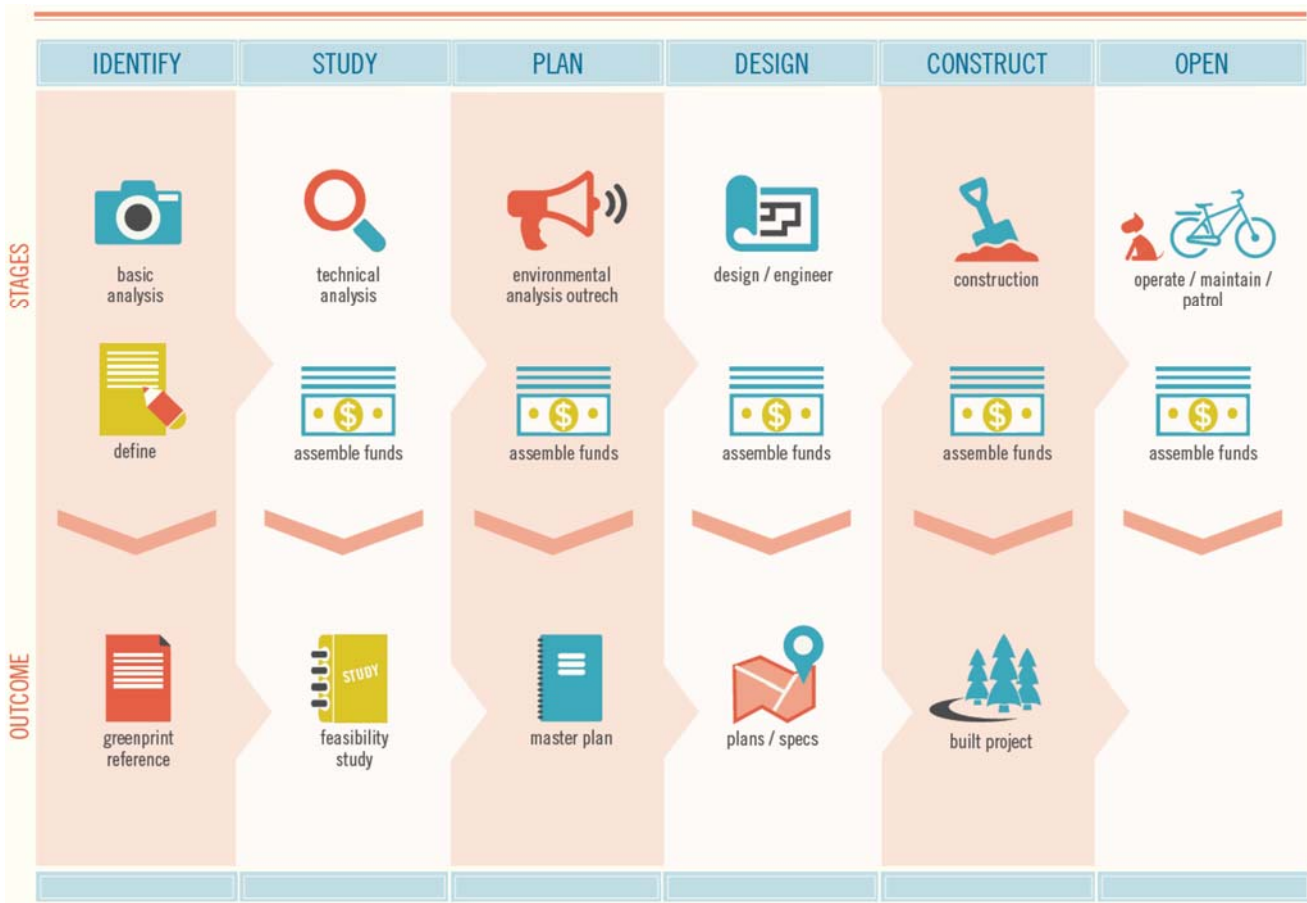
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Trail development in an urban California environment presents unique challenges. The challenges are not insurmountable, but do take time, resources and sustained commitment over several years. Many community members perceive that trail construction commences with a contractor arriving on site. Its far more likely that development work started years earlier. San José uses a structured step-by-step process to ensure successful development (**Figure 3**). This progressive approach ensures projects that meet design and regulatory conditions, comply with California environmental regulations (CEQA) and federal environmental regulations (NEPA – when federal funds are used), and reflect community and organizational goals.

1. **Identify:** The general concept for the project is outlined; its start and end points, its general description, its reference in the Greenprint, General Plan, Bike Plan and/or Trail Program Database. During this stage, staff conducts preliminary fieldwork and a cursory analysis of the project's feasibility.
2. **Study:** A project's site or engineering issues may raise the question as to whether or not it is possible. A feasibility study is commissioned for a relatively small number of trail projects, and most often are used to determine the placement and potential for pedestrian bridge structures. Determining project viability or alternatives through a study is a prudent and cost effective strategy in lieu of commissioning a comprehensive master plan and determining that a project can't be developed.
3. **Plan:** A master plan process engages the community, technical experts and regulatory agencies to define a detailed plan for a future trail project. The master plan typically includes an Initial Study and confirmation of compliance with CEQA. Community meetings are conducted. A detailed view of the future trail includes a resolution plan for likely project challenges including property acquisition, integration with flood control, ensuring minimum trail widths and vertical clearances, and the ability to secure necessary regulatory permits.
4. **Design:** Formal construction documents are prepared based upon the Council-adopted master plan. The documents include precise engineering and architectural plans and details, supported with project specifications and contract documents in order to bid a project.
5. **Construction:** It is at this stage, that the community activity begins at a project site. This work includes site clearing and grading, installation of supporting utilities, pavement improvements, site furnishings (signage, striping, benches, etc.), installation of mitigation plantings, and other work.
6. **Open:** The project is now open for public use, but the City stays actively engaged in an operational manner. With regular visits to the site for litter and garbage collection, clean-up and/or repair of graffiti and vandalism, monitoring public use and enforcement of posted rules, and maintenance and preservation of mitigation plantings up to 10 years until self-sustaining.



Figure 3: Trail Development Stages

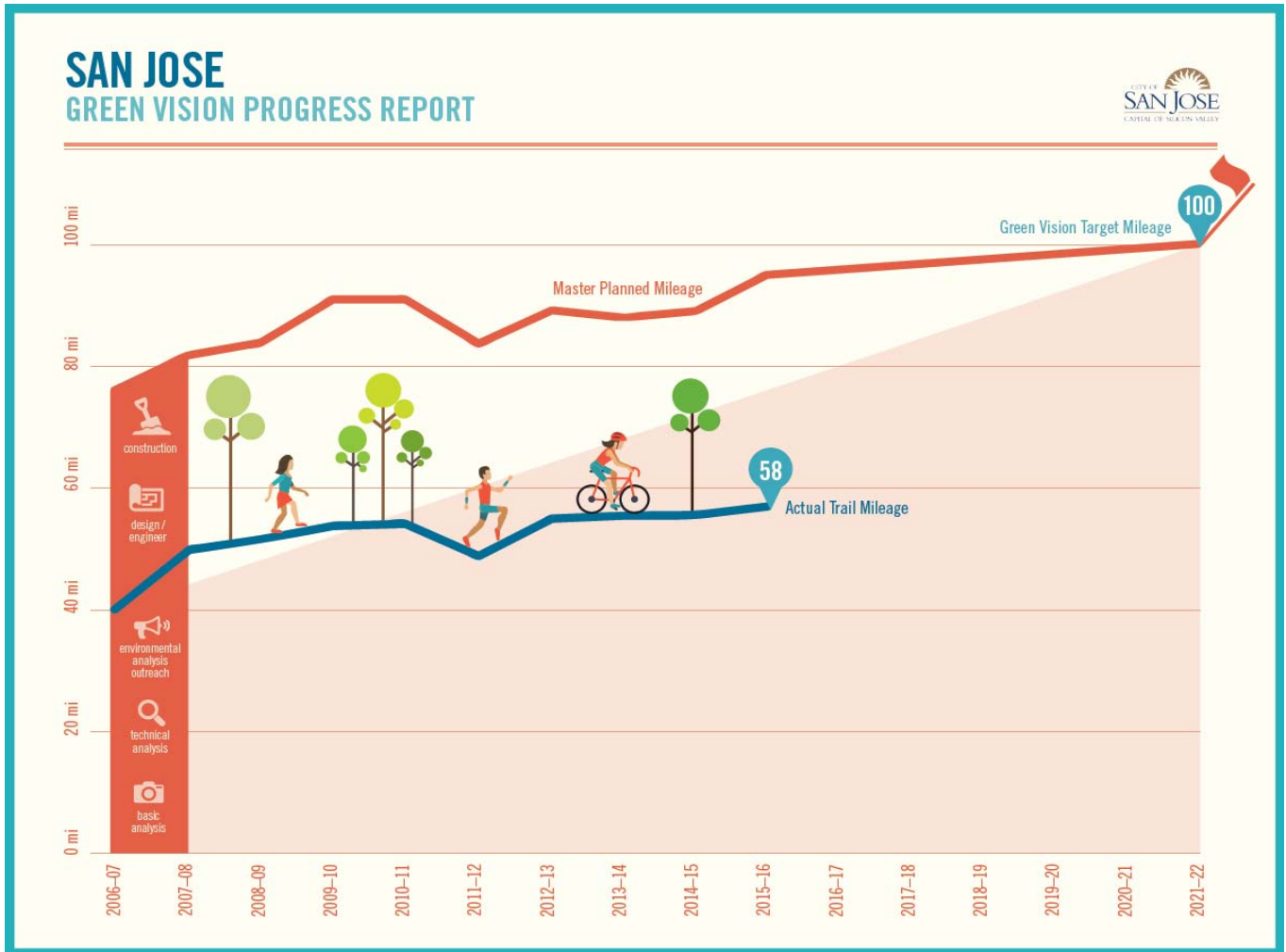


### Rate of Trail Development

At each stage of project development, the City’s Budget includes appropriations to support work on the project. In the past 9 years, trails have been developed at a rate of approximately 2.25 miles per year. This rate of development is less than the 3.3 miles per year rate that was envisioned when the Green Vision was adopted by the Council in 2007 in order to meet the 100-mile goal. While master planning for 100 trail miles has been complete, PRNS now faces the challenge of delivering 6 trail miles per year in order to meet the goal by 2020. **Figure 4** provides a graphic representation of trail development progress. This faster pace of development is not just an increase in the scale of work, but is made more difficult to achieve because the remaining 42 miles are much more challenging to develop than the first 58.

While increased staffing will likely be needed to keep pace with an accelerated development rate, the Strategic Plan will also consider opportunities for improved efficiency and the reallocation of resources to effectively respond to project needs. Because master plans have been completed for 100 miles of trails, the Trail program’s needs are related to technical rather than planning expertise in order to implement and construct trails.

Figure 4: Trail Development Progress



### Trail Program Funding

The pace of development through the six stages is impacted by a number of factors. Technical knowledge, project experience, good planning, good design and active efforts to secure grant funding all support progress. More money is a core tool in solving program challenges. In order to complete 100-miles of trails by 2022, the City will need to almost triple the “build rate”. It does not seem likely that a tripling of the budget can occur with existing City resources, policies and suitable funding sources.

Trail Program staff in PRNS develops an annual funding plan through two primary means:

- 1. City Budget Recommendations:** A prioritization of projects occurs annually as staff develops recommendations for the Council to consider. Trails are prioritized based on a process formulated in 2004 that ranks projects against 12 measures. These measures favor projects that add mileage to existing systems, close gaps, leverage other funding sources, and build strategic relationships with trail partners. Staff also seeks to offer each council office at least one budget recommendation to develop trails within that district. This approach has helped to focus resources to develop the City's Core Trails. Equity is sustained by including Edge Trail development when Core Trails are not identified or immediately feasible within a council district. The Trail Network Map (Appendix A) demonstrates Trail Program success in providing trails that serve all residents and businesses in San José'. The existing trail network meets the Rails to Trails Conservancy national goal for trails within 3 miles of all residents. As currently developed, only the far southeastern corner of San José is underserved by its lack of nearby access to an urban trail. This rural area of San José is framed by open space which likely offers less formal Hiking Trails (not yet fully documented).
- 2. Grant Programs:** The City's budget resources may not always be sufficient to build a trail, however the funds can serve as leverage to competitively pursue grant funding. Staff has committed to grant seeking for the past 13 years to supplement the City's budget and in some cases, significantly fund trail development with a majority of funding from outside sources. Staff uses a Grant Seeking Process that was formulated in 2004 to align and rank projects strategically to competitive grant sources. Trail Program staff have been very successful in securing State and Federal grants as documented by the table below.

**Table 4: Grant Inventory by Year**

	Submitted		Awarded		Declined		Win Rate	
	#	\$ Millions	#	\$ Millions	#	\$ Millions	% by #	% by Value
2015-2016	3	\$3.60	1	\$0.30	2	\$3.30	33.3%	8.3%
2014-2015	7	\$18.10	3	\$8.6	4	\$9.30	42.9%	47.5%
2013-2014	9	\$15.00	4	\$4.80	2	\$3.70	44.4%	32.0%
2012-2013	5	\$21.00	6	\$6.90	8	\$31.50	120.0%	32.9%
2011-2012	3	\$42.50	6	\$7.30	4	\$36.70	200.0%	17.2%
2010-2011	6	\$17.20	5	\$1.40	13	\$33.60	83.3%	8.1%
2009-2010	35	\$81.30	10	\$6.40	6	\$6.00	28.6%	7.9%
2008-2009	8	\$13.80	2	\$6.50	3	\$1.40	25.0%	47.1%
2007-2008	6	\$3.10	3	\$2.40	1	\$0.45	50.0%	77.4%
<b>Total</b>	<b>82</b>	<b>\$215.6</b>	<b>40</b>	<b>\$44.60</b>	<b>43</b>	<b>\$125.95</b>	<b>48.8%</b>	<b>20.7%</b>
<b>Average</b>	<b>9</b>	<b>\$23.96</b>	<b>4</b>	<b>\$4.96</b>	<b>5</b>	<b>\$13.99</b>	<b>48.8%</b>	<b>20.7%</b>

The budget and grant writing process occupies a significant amount of staff time, and occurs throughout the year. Immediately after approval of a Fiscal Year budget (late June), staff is gathering data and forming proposals for the following year. In August, staff typically reviews all potential projects and develops a prioritized list. This list contributes to budget proposals that begin to be reviewed with individual council offices in the fall and winter. Early in the new calendar year, and through Spring, staff is finalizing cost estimates and making project adjustments to suit available funding sources. Concurrently, staff is monitoring a list of approximately 30 local, state and federal grant programs for additional funding opportunities to close a funding gap or pursue a project well-aligned with grantor goals. Refer to **Appendix B** for listing of grant programs monitored. Grant deadlines occur throughout the year and may change from year to year, so staff must balance existing workload while seeking to accommodate funding opportunities.

Grant funds bring external resources to trail development efforts. But they do have consequences. As two examples, staff resources are needed to track, invoice, monitor and sometimes audit grant performance. And, the often long time-frame for project delivery means that the City's resources use to

entirely “front” a grant award can be tied up for years and not available for other trail or park developments.

Budgeting and successful grant applications are easy to quantify and track. But staff further supports Trail Program funding by making the City more competitive or visible for grants. Promoting the delivery of projects of high quality and visual character encourages stronger financial commitments from granting agencies. Seeking awards for completed work may be considered unnecessary and not contributing to new mileage, but it has an important impact on San José’s competitiveness for limited grant funds. Throughout the year, staff is taking proactive steps to build San José’s reputation as a wise investment for granting agencies:

- Pursue national designations for the trail systems and trail network (Guadalupe River Trail, Coyote Creek Trail, and Highway 237 Bikeway Trail are recognized as part of the National Recreation Trail, and thereby eligible for three unique grant programs)
- Pursue state and regional designations for trail systems (San Francisco Bay Area Ridge Trail and Bay Area Ridge Trail have access to unique grant programs)
- Develop and document innovative best practices to demonstrate the City’s capacity for quality and cost effective projects.
- Present at local, state, and national conferences on San José’s best practices, lessons learned, and successful outcomes. Network at conferences with funding partners to learn about new grant programs and collaborative opportunities.
- Actively participate in trail-focused user groups (Yahoo! Trails and Greenways) to elevate the stature of San José trails as an organization that develops quality projects. This also provides exposure to advocacy organizations, granting agencies, and others who may have influence on allocation of state and federal funds.
- Conduct the annual Trail Count to document the number of users and survey them for their opinions that help craft responses to common grant questions.

## **Sustaining Quality – The San José Trail “Brand”**

The San José Trail Program has built a national reputation for quality projects, distinctive features, and continuous improvements. As is the case with a public or private organization, success is most likely if there is a well-defined area of focus. The program staff is driven by the vision to be “the **national leader** for trail integration in the urban environment”.

The goals for pursuit of this vision are based on continuous improvement efforts. Over the past decade, staff has focused on key areas (brand promises) identified in **Table 5** as they work through the stages of project development. Success in these key areas represents the brand’s distinguishing characteristics as an innovative and high quality trail provider.

The positive reputation of the Brand serves San José positively as the organization pursues grant funding, collaborative opportunities and recognition. It also elevates the trail network as an asset that can serve as a signature feature to attract and retain private sector employers, draw tourism, and elevate the quality of the transportation system.

**Table 5: Components of the San José Trail Brand**

Key Areas	Reason	Examples
Innovation	Reduce project costs, reduce pollution, improve project performance	Mileage markers (2011 American Trails Symposium’s State of the Art Technology award recipient) Transit to Trail App (for smart phones) Pollution reduction measures (warm-mix asphalt, cold-mix thermo-plastic striping) Light-weight bollards (unique San José approach to reduce employee injury)
Data driven decisions	Improve project planning and design approaches by considering user input, improve operations	Trail Count & survey (9th consecutive year) Pedestrian Bridge Inspection Process (first of its kind in the nation)
Quality	Deliver distinctive, highly-functional and placemaking projects that contribute to San José’s sense of place and public image	Gateway elements at all trail heads Custom signage Highly reflective, low profile centerline striping
Access	Eliminate barriers to off-street recreation and bike commute routes	Under-crossings at arterial roadways and highways Development within riparian zones Off-street routes within 3 miles of nearly all homes
Partnering	Work collaboratively to gain access to public lands, reduce costs associated with land acquisition	Collaborative Action Plan (SCVWD) Easements (Caltrans) Easements (PG&E) Bay Area Trail Collaborative
Pace	Develop nation’s largest urban trail network, unique to North American cities	100-mile Trail Network by 2022 Active development on 35 unique off-street trail systems to form an interconnected trail network

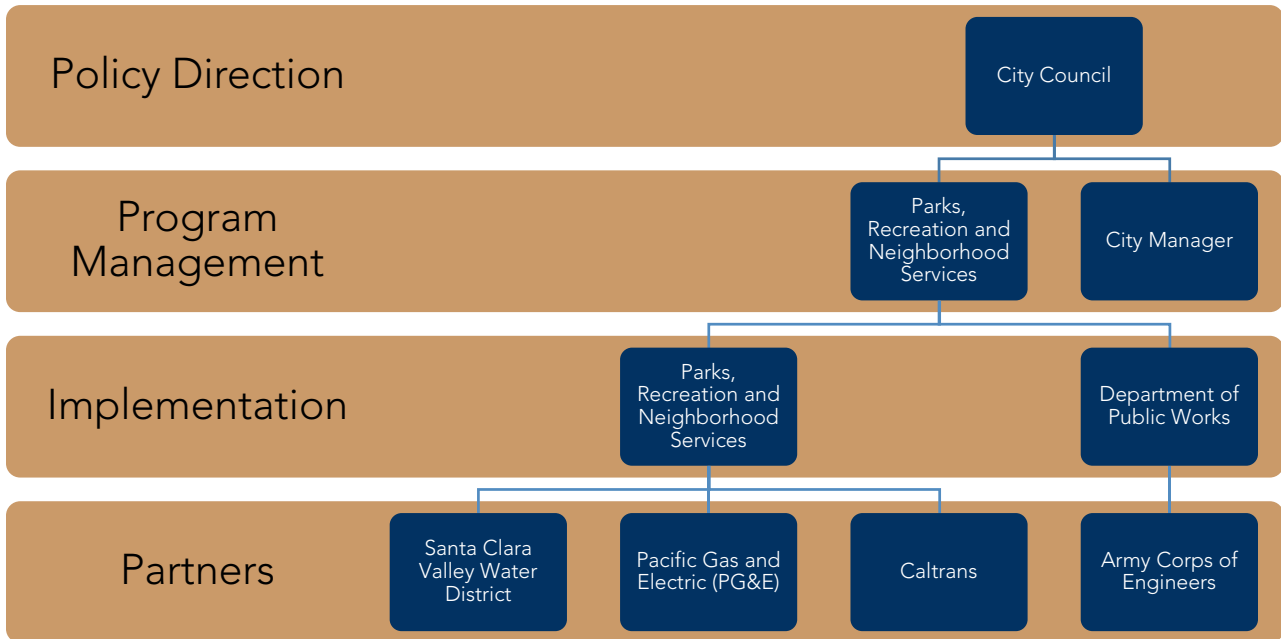
# Staffing

The PRNS Trail Program team works closely with the CFAS group (Community Facility and Architectural Services) in the Department of Public Works. The Trail Network Manager works daily with the Senior Landscape Architect to coordinate delivery of funded projects and plan for future projects. The Senior Landscape Architect assigns most trail projects to a team of engineers and architects who lead the work, or manage consultants to deliver projects through the study, planning, design and construction stages of development.

The PRNS and DPW staff work routinely with internal partners to resolve project issues. PRNS staff also interacts with other departments and typically coordinates as indicated in **Table 6** and **Figure 5**.

Table 6: Trail Program Team – Roles and Responsibilities	
Organization	Common Tasks
City of San José – Planning Building and Code Enforcement	Environmental clearance, alignment with General Plan
City of San José – Police Department	Crime Prevention Through Environmental Design (CPTED)
City of San José – Fire Department	Improved emergency access
City of San José – Development Services	Coordination of trail conditions required of private developers
City of San José – Department of Transportation	Provide design review and guidance for on-street transitions, and full and timely funding support for on-street improvements such as traffic signal modifications, flashing beacons, cross-walk striping, etc.
SCVWD / Army Corps of Engineers	Joint use agreements, planning / staging work in respect to flood control projects
Private Developers	Define trail improvements as part of residential developments, negotiate Parkland Agreements
Permitting agencies (Regional Water Quality Control Board, NOAA Fisheries, Fish and Game, Fish and Wildlife, etc.)	Early consultation commencing at the planning stage to anticipate permit conditions at time of construction.

Figure 5: Trail Team Organization



**Job Duties – The Trail Program Team**

The San José Trail Program is currently staffed by one full-time position in PRNS. A second position had supported the program in a part- to full-time capacity over the past decade, but has been transferred to Advance Planning Unit within the Department. Trail Program implementation presents a unique set of issues that cause most trail projects to be complex. A narrow focus on resolving one or two of these issues or a “one-size-fits-all” approach will not adequately address the much broader set of obstacles facing the Trail Network. Because of this level of complexity, Trail Program staff must have a very broad skill set and be flexible and strategic. The following table outlines the common day-to-day tasks conducted by PRNS staff:

Table 7: Staff Assignments		
Category	Task	Duties
Administration	Manage property owner agreements (e.g. SCVWD, PG&E, Caltrans) & relationship	Negotiate Joint Use Agreements, Agreement Updates, Reporting
	Manage Trail Program database, data collection and management	Prepare and update maps, infrastructure backlog, website information, conduct annual trail counts, and report on Trail Program metrics
	Manage relationships with other Agencies/Organizations	MTC, BARTC, Bay Trail, Trails Collaborative, SCC Parks, OSA, TPL, NOAA, etc.



**Table 7: Staff Assignments**

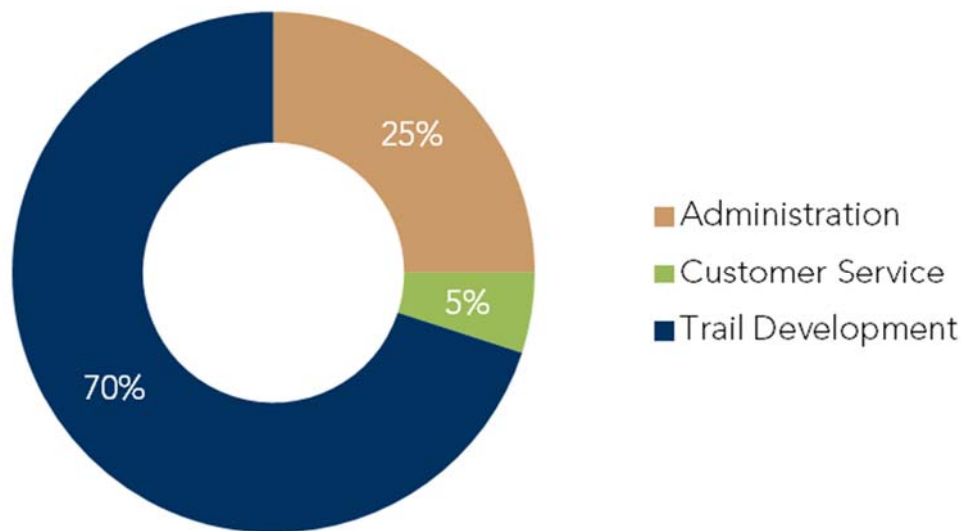
Category	Task	Duties
	Reporting to decision-making bodies (e.g. Council, NSE, PRC)	Annual reports, grant funding initiatives, Green Vision Progress Report, etc.
<b>Trail Development</b>	Prioritize Projects	Recommend projects for funding and development
	Vision/Direction	Develop conceptual vision and refine content and details
	Scoping / Field Work	Establish the scope of individual trail projects
	Deployment	Oversee trail development including contract negotiation and administration, manage community interface, and coordinate with other Departments (e.g. DPW, DOT, SCVWD)
	Development	Work daily with DPW on project development issues, decision-making, design direction, etc.
	Technical Advisory Committee (TAC)	Lead TAC activity related to each individual trail segments
	Quality Control	Review City and Developer generated (private projects) plans to confirm compliance with PRNS Design Standards
	Construction	Coordinate with DPW to manage all trail segment deployment
<b>Customer Service &amp; Community Outreach</b>	Social Media 1. Twitter: Project updates 2. Instagram: Visual Project updates 3. Periscope: Audio Project updates	Manage account, regular posting on project updates, project milestones
	General Public Inquiries	Take calls and address issues or route to appropriate PRNS staff
	Maintenance calls	Take calls and route to appropriate Park Manager
	Maps / Tourism	Development of concepts and related collateral
	Community Meetings	Coordinate events, issue press releases/conduct media interviews, prepare presentations
<b>Maintenance</b>	Support Maintenance Funding	Development of Worksheet 5 Budget Matrix for each new project

**Table 7: Staff Assignments**

Category	Task	Duties
	Communication for temporary closures or construction	Communicate maintenance/construction activity and trail closures to the public
	Inspections	Participate in project close-out (defer to assigned Project inspector and Public Works Staff)
	Annual inspections	Per the January 28, 2016 staff report to the Neighborhood Services Committee (Report on Parks Condition), trails are not subject to the annual Conditions Assessment that occurs for parks. As a result, Trail Program staff is asked from time to time to assess the trails which they may not have visited for years since development or other field verification work.
<b>Marketing, Promotion &amp; Communications</b>	Conferences	Regularly present the San José Trail Program and brand at conferences, Gather and report on lessons learned, best practices.
	Media	Issue Press Releases and conduct media interviews as needed
	Support Trail Use	Prepare fact sheets, photographic inventory of trails, and case studies to highlight Trail Program features.
<b>Special Projects</b>	Design Guidelines	Generate and update guidelines that respond to unique needs of partner agencies (e.g. SCVWD, Caltrans, etc.)
	Reports and Studies	Participate in preparation of reports related to the Trail Program (e.g. TPL Economic Value Report, Trail Program Strategic Plan, Community Gardens Study)
	Coordinate City Initiatives	Support efforts to implement Urban Village strategies, comply with the Greenprint, and strive for being a national leader
<b>Finances &amp; Fund Development</b>	Advocacy	Communicate trail program successes and needs to funding agencies, grant organizations, and other potential funding partners.
	Grant Administration	Monitor grant programs, make strategic decisions about which to pursue, write grants, and ensure compliance with grant awards.
	Prepare Annual Budget	Draft and present budget proposals

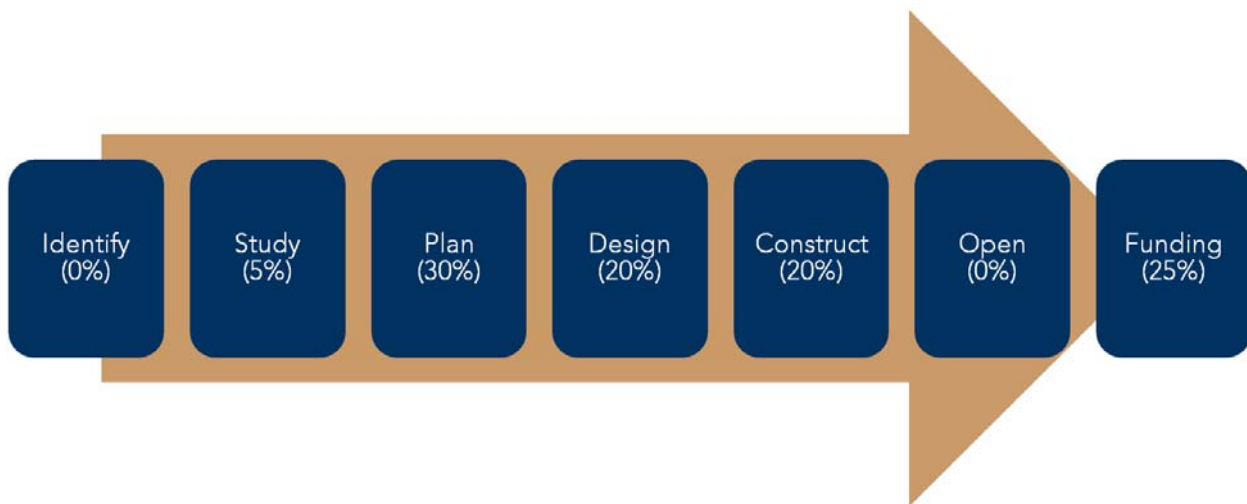
Of the 2,080 hours (1 FTE) available each year to manage the program, approximately 80% of available time (approximately 3,328 hours) is used to manage trail development (refer to **Figure 6**).

*Figure 6: Trail Program Time Allocation*



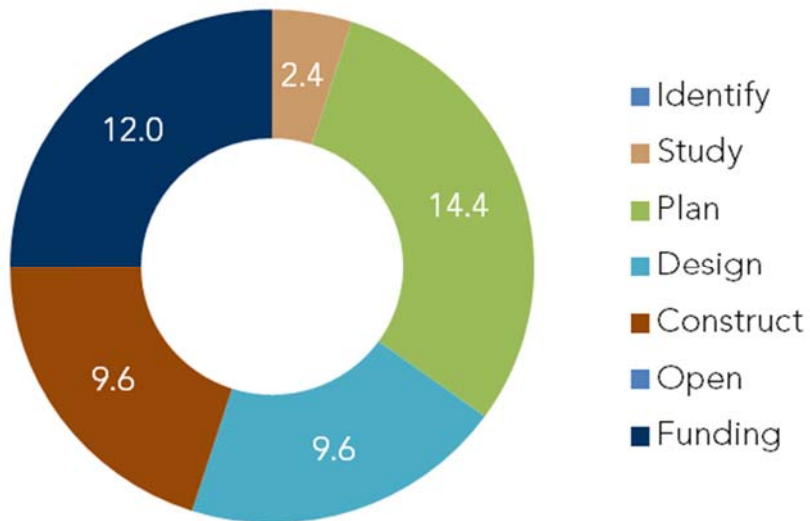
Time spent on trail development is allocated at the indicated percentages to the 7 steps depicted in **Figure 7**.

*Figure 7: Trail Development Time Allocation*



At current staffing levels, approximately 24 hours/week are funded to support trail development as shown in **Figure 8**.

*Figure 8: Trail Development – Distribution of Hours/Week*



# Trail Program Assessment

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When examining the staffing resource, physical, regulatory, and financial challenges that the Trail Program regularly encounters, it becomes apparent that a broad range of skills, disciplines, and temperaments are necessary to overcome the obstacles. This analysis describes the obstacles to trail deployment, defines available staffing resources, and explores variables that may be adjusted to support more rapid implementation.

## Staff Alignment

Because trail program implementation requires a diverse set of skills and involves multiple agencies both internal and external to San José, staff roles and responsibilities will impact all other opportunities and issues facing the program.

## Organizational Framework

There are several staffing constraints facing the PRNS Trail Program. A two-person team in PRNS was established in 2002. At the time, a Program Manager I and a Planner I/II were the designated positions. Over the years, the Program Manager I position was reclassified as a Park Manager and recently, the Planner II position was changed to a Senior Planner. Since 2015/16, that Senior Planner has been reassigned to non-Trail related work.

The unique complexities and duration of trail development demand a broad and varied set of skills not necessarily defined for the Parks Manager position (per the classification dated May 7, 1980).

## Professional Alignment

The scope of the program does not appear to align with the staffing positions established 13 years ago and the Trail Program is vulnerable to staff changes because program knowledge is vested with relatively few staff members.

Trail Program staff must have the authority and technical capabilities to complete the policy level tasks associated with this highly visible capital improvement program. The program delivers complex projects that require multi-year, strategic planning and development, often in collaboration with external agencies and partners. An ideal staffing plan would include full coverage of the following functions:

1. Collaborative Action Plan with Santa Clara Valley Water District (Relationship Manager, Committee Oversight)
2. Project Oversight, Collaboration with Department of Public Works implementation team (Guide the study, plan, design, and rehabilitation phases)
3. Grant Acquisition (Securing and implementing federal, state and local grants (Currently supports \$15,000,000 in reimbursable expenses). Requires Active grant writing, Development of alliances, Lobbying support, Council engagement)
4. Data collection / Innovation
  - a. Trail Count survey development and reporting on findings
  - b. Special investigations and innovation development (mileage markers, reflective striping, cost saving strategies, time saving strategies)

- c. Financial planning and management
5. Lead efforts to develop strategic partnerships (e.g. collaboration with Google StreetView to make San José Trails available as test beds for future Google StreetView updates, technology, etc.)
6. Sustaining Partnerships: Represent the department when coordinating with outside agencies, including granting agencies, the County of Santa Clara, Open Space organizations, etc.
7. Media / Public Information: Spokesperson for trail projects with media
8. Community Point of Contact: Primary community contact for trail projects for general info, guidance and concerns
9. Trail Program website and social media management (content, editing – tool for public information and agency resource sharing)

Staffing is inadequate for the broad and extensive work load. From the program's performance and reputation, it is clear that talented staff have performed admirably. A number of completed projects have been recognized by State and National organizations, and the program itself is recognized by the Federal Government for planning of non-motorized transportation. The program has, however, struggled with a slower pace of actual constructed miles than is called for by the Green Vision.

Within the Department of Public Works, the technical implementing team is not organized as a trails specific team, as it had been in the past. The assistance of this team has traditionally included the preparation of studies, planning and construction documents and construction oversight. It is not clear whether the skills and experience of these team members would align with the program administrative needs outlined above, but the DPW staff appear to represent an under-utilized resource.

## **Staff Retention and Succession Planning**

The complexity of the Trail Program requires that the Trail Manager have detailed knowledge of 250 individual trail reaches (or segments), regulatory agency needs and requirements, CEQA, budgeting, project management, grant funding, and the planning and construction process. It also requires positive relationships with critical personnel within the City and in external agencies. The manager is also actively engaged in working with the community and representing the program and department at public meetings and via social media.

As with many complex and multi-service programs, institutional knowledge is extremely valuable to the success of the program. At present, this knowledge is primarily vested with one person; the Trail Manager.

Given that at any time one or more members of the "Trail Program" team (PRNS and DPW) can transition out of their positions, there is a strong need to cross-train others and build capacity within the Department. This applies particularly to the PRNS Trail Manager.

## **Staffing Strategies**

In order to accelerate the pace of trail implementation, staffing should be re-evaluated to form a comprehensive, trails-devoted team.

The Trail Program goal is to build a 100-mile trail network by a time certain. Because of a fixed and scheduled goal, the structure of that team could include both City and contract employees across departments so that the goal be achieved, and much of the team disbanded when development services are no longer required. An effective team of public and private-sector staff will depend on the

appropriate skills and experience necessary to match the needs of the program. It could also be supplemented annually by “seasonal” help in the form of contracted personnel to perform limited duration duties such as the trail count, grant writing, field work, etc.

Successful team staffing will depend on the following parameters:

1. **Surge:** Define a short-term “surge” delivery strategy and create a flexible staffing plan (e.g. reassign existing staff, hire permanent resources, hire temporary contract specialists) to adequately deliver significant trail miles with clear mission to demobilize upon completion.
  - a. We presently estimate that 7 miles are funded for construction, and that 10 miles will be constructed by private development by 2022. Consequently, the Trail Program must plan, design and build 30 trail miles by 2022 in order to meet the Greenprint goal.
  - b. In order to meet the Greenprint goal, PRNS and DPW will need additional staff support either provided by departmental resources or through contract hiring. As shown in **Appendix D**, one staffing approach could include as many as 31 full-time equivalents over a 7-year period for an annual average staffing increase of 4.43 FTEs a year.
2. **Funding:** Establish a funding strategy to address the short-term surge and long-term staffing needs to build the 100-mile network, and alter funding/staffing to complete a 130-mile network over a potentially slower pace. Potential funding sources could include those identified in **Table 12**.
3. **Knowledge Base:** Expand the Trail Program knowledge base so that multiple staff members are able to respond to program needs, community questions and share a commitment to delivery for the outlined work plan that meets scope, quality, placemaking character and other key factors that have defined San José as a national leader in trail development.
4. **Cross Boundaries:** A well-aligned and fully staffed, cross-department team could likely accelerate trail development by leveraging and building stronger institutional knowledge and investing time with important cross-agency working relationships. While PRNS and CFAS are highly effective collaborators, as the pace of trail development accelerates there may be opportunities to improve collaboration by reallocating staff for the surge period.
5. **Technical Focus:** While there will be on-going need to prepare plans for the trail network, the more urgent need is for technical support related to environmental clearance, regulatory permits and construction documents.

Table 8: Cost of Staffing Increases								
PRNS Staffing	Yr. 1	Yr. 2	Yr. 3	Yr. 4	Yr. 5	Yr. 6	Yr. 7	Estimated Average Yearly Cost
Senior Analyst		1	1	1				\$63,140
Planning Technician		1	1	1	1	1	1	\$80,149
Planner III		1	1	1	1	1	1	\$122,643
Park Manager	1							\$28,151
Division Manager	1	1	1	1	1	1	1	\$213,596
<b>PRNS Total</b>	<b>2</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>\$507,679</b>
DPW Staffing	Yr. 1	Yr. 2	Yr. 3	Yr. 4	Yr. 5	Yr. 6	Yr. 7	Estimated Average Yearly Cost
Associate Landscape Architect					1	1	1	\$66,669
Senior Landscape Architect		1	1	1	1	1	1	\$162,034
Associate Engineer	1	1	1	2	2	2	2	\$255,783
<b>DPW Total</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>4</b>	<b>4</b>	<b>\$484,487</b>
Consultant Services	Yr. 1	Yr. 2	Yr. 3	Yr. 4	Yr. 5	Yr. 6	Yr. 7	Estimated Average Yearly Cost
Technical/Environmental								\$571,429
Specialists (e.g. Grants, Property Acquisition)								\$285,714
<b>Consultant Total</b>								<b>\$857,143</b>
<b>Total</b>								<b>\$1,849,309</b>

Many of the above summarized increase in staffing expenses are capital costs associated with specific projects. Some of these costs will need to be funded from the General Fund, but many may be supported from the potential funding sources identified in Table 9.



**Table 9: Potential Funding Sources**

Funding Source	Unencumbered	Estimated Annual Income
Construction and Conveyance Tax	\$200,000.00	
Park Trust Fund*	\$5,260,000.00	\$52,000,000.00
Open Space Authority 20% Funding Program		\$450,000.00
Construction Excise Tax Traffic Impact Fees		\$16,000,000.00
Building and Structure Construction Tax		\$12,000,000.00
BEP (Bicycle Expenditure Plan)-Identified Grant Opportunities	TBD	TBD
DOT Sources (shared goal bikeway efforts)	TBD	TBD

\* As of 12/31/14, \$1.7 M was unencumbered. Estimating that \$1.5 M will be used to pay for staffing, \$200,000 remains available for other uses.

## Financial Issues and Opportunities

Funding is a complex issue that impacts all other Trail Program issues and opportunities. The following information describes current and past funding patterns.

### Budgeting Trends

The Trail Program has consistently spent less than has been budgeted for trail projects and programs for several primary reasons. Staffing constraints limit the pace at which trails projects can be implemented. Strict regulatory oversight and permitting have slowed the pace between design and construction. In both cases, it has historically resulted in under spending of budgeted funds. **Table 10** provides a summary of year-over-year budgeted amounts and expended amounts. The budget for the Trail Program varies significantly from year to year due to projects at various rates of development and secured grant funding. Cash flow of the program is significantly driven by external grant sources and the start-stop nature of trail development due to regulatory oversight and other factors.

**Table 10: Trail Program Budget/Expense Summary**

	Budget	Expense	Encumbered Balance	Total	Remaining Balance
2014	\$16,836,038	\$1,508,972	\$1,025,074	\$2,534,423	\$14,301,615
2013	\$23,509,959	\$3,545,545	\$1,733,682	\$5,279,227	\$18,230,732
2012	\$23,511,087	\$2,839,282	\$1,589,388	\$4,430,440	\$18,879,476
2011	\$16,836,038	\$1,508,972	\$1,025,074	\$2,534,423	\$14,301,615

**Table 10: Trail Program Budget/Expense Summary**

	Budget	Expense	Encumbered Balance	Total	Remaining Balance
2010	\$22,983,775	\$2,912,755	\$2,302,708	\$5,215,463	\$9,664,312
2009	\$15,922,601	\$4,245,241	\$2,610,455	\$6,855,777	\$9,066,824
2008	\$13,856,676	\$1,866,493	\$1,570,016	\$3,436,509	\$10,420,167
2007	\$10,968,350	\$4,290,781	\$1,347,502	\$5,637,873	\$5,590,477
<b>Total</b>	<b>\$144,424,524</b>	<b>\$22,718,041</b>	<b>\$13,203,899</b>	<b>\$35,924,135</b>	<b>\$100,455,218</b>
<b>Average</b>	<b>\$18,053,066</b>	<b>\$2,839,755</b>	<b>\$1,650,487</b>	<b>\$4,490,517</b>	<b>\$12,556,902</b>

## Grant Funding

The ability to secure grant funding has a direct beneficial effect on the trail’s budget. When it comes to grant funding, success breeds success. Based on the numerous awards, national designations, testimonials the Trail Program has received and strong record for securing grants, potential funders know they are investing in a quality brand. While this is a clear strength of the program, time spent pursuing and securing grants detracts from other program tasks (i.e. managing existing inter-agency relationships, project delivery, research, customer service, etc.). There is an opportunity to adjust (increase) staff resources so that grant program pursuits and administration do not detract from other Trail Program needs or interfere with the use of other available funding to support a faster trail construction pace.

The annual surplus of unused budget, especially when viewed against the reduced pace of construction, highlights a priority area for the project team. The allocation of resources to meet the goals and priorities of the program is a challenge which needs to be addressed.

Grant funding is necessary to sustain the pace of development as it augments the City’s available funding sources which can be allocated to a variety of project types. The combined resources from grant and City funds have helped to fund increasing difficult projects and sustain a robust workload of studies, master plans, design documents and construction.

The Trail Program has found grant funding through two means, 1) good project knowledge and timely provision of data to advocates/lobbyists for federal earmarks, and 2) regular tracking and quality grant writing for competitive funding sources. A strategy that encourages staff to continue actively pursuing funds and bringing additional resources to this important task could sustain long-term external funding.

Budget trends show a funding pattern that consistently under-spends on trail improvements within the appropriated fiscal year, a weakness of the program, and a threat to program success. This delayed pace of expenditure is largely due to:

- project engagement with external resources (permitting, regulatory, land owners), and
- limited staff managing a very large work load (about 50 active projects).

Success in reversing this position will require projects to be better aligned with funding and resource allocation cycles. PRNS should make a concerted effort to position projects in a way that allows full use of budgeted funds.

## Financial Strategies

Based on the above data, as well as input from Trail Program staff and PRNS accountants, the following critical financial issues should be addressed.

1. **Accelerate Access to Funds:** There is an approximately 4-month lag between budget approval and the availability of funds, putting the start of projects squarely in the holiday/furlough season. This results in many projects not actually “kicking-off” until January of the following year. This complicates the contracting and work delivery process and often results in budget “rollover” into subsequent years.
2. **Grant Writer and Lobbyist:** A significant amount of time is spent pursuing grant funding which detracts from staff capacity to actually deliver completed trail projects.
3. **Corporate and Philanthropic Investment:** The Trail Program is beginning to encounter key “gap” closure projects that will require substantial capital (possibly more than can be budgeted). The program would benefit from private, philanthropic, and non-profit investment.
4. **Regional Funding:** The trail network is a regional facility and should have access to regional park funding. This includes PRNS funds for regional facilities but may also include County and VTA funding allocated to regional investments. The City may consider pursuing regional designation for key trail segments.
5. **Transportation Funding:** The trail network is functionally a transportation system and might be considered for access to traffic impact fees and other transportation funding.
6. **Staffing Costs:** Optimize the use of capital funding to pay for staffing costs directly related to capital improvements.

## Program Logistics

The City uses a prioritization process to guide trail development. The process has been discussed with the Transportation & Environment Committee and is used to develop budget recommendations for the Capital Improvement Plan, as funded by the City Budget. These measures favor projects that add mileage to existing systems, close gaps, leverage other funding sources, and build strategic relationships with trail partners. The process has guided logical growth of the trail network.

With approximately 58 miles of trails now built and opened, it has become apparent that the remaining 42 miles come with increased complexity and challenges for a variety of reasons. The pace of trail construction has slowed as more time and resources must be invested in studies, planning, environmental, and design work for these more complicated and involved projects.

These conditions have translated into the need for special expertise. The City can sustain and build upon this expertise through competitive hiring of technical professionals such as landscape architects, engineers, biologists and other professions. This special expertise comes at a price, however, and requires additional funding resources be committed to the Trail Program.

## Site Control Obstacles

The Trail Program makes use of public lands and lands owned by utility companies to expand the trail network. Key partners include Caltrans, Pacific Gas and Electric (PG&E), and the Santa Clara Valley Water District (SCVWD). A primary Trail Program Partner is the SCVWD as the owner and/or permit authority for properties adjacent to waterways. Early strategic and high-level decisions have led to the successful development of many trails along riparian corridors. A Collaborative Action Plan (CAP) was executed by the City Council and Santa Clara Valley Water District (SCVWD) Board in 2003, acknowledging the mutual interest in open space and trail development. The CAP determined that each agency would contribute unique resources towards trail development; San José, at the time, had two staff responsible for the PRNS Trail Program and the SCVWD had one staff person who was primarily responsible to facilitate joint use of lands for trail development.

Under the CAP, a Joint Trail Agreement (JTA) is developed for each new reach of trail developed. These JTA's reiterate the commitments made in the CAP and identify any unique conditions and agreements which exist at the site and must be made for the specific project to be successful. The CAP included a standard template for these JTAs which permitted them to be executed by each agency's executive rather than through independent council and board actions. This commitment to work together and the development of a framework for defining that working relationship has helped to streamline site access and development issues along many of the riparian corridors.

This working relationship between the City and SCVWD is viewed as a model by other trail development agencies, and a similar arrangement with the City's other frequent trail development partners (Caltrans, PG&E, School Districts, public utilities etc.) would be extremely beneficial to the continued success of the Trail Program.

At present, no similar joint agreements exist with other common Trail Program partners (e.g. Caltrans, Army Corps of Engineers and PG&E). Securing land rights from private parties continues to require negotiated leases or acquisition. The opportunity for partnership agreements is not viable with individual landowners, but could expedite the land acquisition and permit process for working with organizations and agencies that more frequently play a role in trail deployment.

## Context Sensitivity

The Trail Program enjoys the well-documented support of the City Council, with the 100-mile goal appearing in several planning documents including the Envision 2040 General Plan, the PRNS Greenprint Strategic Plan, and Bike Plan 2020. In addition, the City's 2000 Parks Bond included funding for trail development, the City's Strong Neighborhood Initiative included several trail projects in "top 10" lists, and development of trails was a recurring community request as the General Plan was updated. A large part of this success is due to the Trail Program's commitment to context sensitivity in the planning, design and construction of trail improvements.

Over the past decade, Trail Program staff have experienced a decline in community hesitation or opposition (in the form of "not in my backyard" sentiments) to trail projects. In many instances, staff finds the community in favor of trail development, with greater concern around the time required to

deliver a project than the project itself. Staff believes that the following factors have influenced a more favorable community view of trails:

- Each Trail Master Plan is developed through a structured community process
- People are now able to experience a large number of existing trails to witness examples of what has been done to address community issues
- Trails are viewed as favorable to property values by increasing livability, making them a desired amenity
- San José's award winning projects inspire community confidence by demonstrating a commitment to good planning, design and development

A well-vetted advanced planning/master plan process can offer substantial value to the organization. In the past the City has developed several trail projects which faced delay and cost overruns because their perceived simplicity hit challenges that caused a re-scope of the project, or circumstances had changed in the surrounding environment and an older plan didn't adequately address new site conditions. Not only do Master Plans ensure community involvement, but they also help staff to identify challenges and obstacles early in the process. Clearing up current unknowns in the master plan process can result in design projects with fewer delays and cost overruns resulting from altered scopes.

While there is strong City Council and broad community support for the Trail Program, individual projects can generate some opposition depending on context. Many of the remaining trail projects will be developed in constrained corridors and face multiple challenges (e.g. natural resources, aesthetic challenges, etc.).

It will be important for the City as a whole to assume a long-view of this effort, and continue efforts to sustain high quality standards and to secure levels of funding necessary to ensure context sensitive design, construction and operation. Broadening the number of stakeholder departments and expanding the Trail Program team can support a sustained long-term view.

## Safety

Feeling safe is critical to the success and positive identity of the trails. This is particularly true for female users as they tend to participate at a much lower rate than the general population (between 25 and 35% of trail users are female – per San Jose Trail Count observations and consistent with the 25% national average). The annual Trail Count occurs each September and has asked on several occasions how user rate safety. In the most recent survey 99% of persons on the trails said they felt "safe" or "very safe". The overriding positive impression for users indicates safety is not a major challenge to the trail network. Maintaining safety for users is critical and security should be considered in all trail development. The Strategic Plan does not offer guidance on operational services such as security, but recommends that operational considerations be made as the Trail Network continues to develop.

## Development Coordination

Development and associated land dedications and impact fees create an opportunity for the Trail Program. San José presently implements a Park Dedication Ordinance and Park Impact Ordinance (PDO/PIO) that secures land and funding for park purposes from residential development. PDO/PIO funds can be, and are used to support Trail Program improvements. San José also collects traffic impact fees (TIF) from all types of development. Though Trail Program improvements are eligible for TIF funding, these funds have not been used to pay for trails. Coordination with, and buy-in from the

Department of Planning, Building and Code Enforcement (PBCE), Department of Transportation (DOT), Office of Economic Development (OED) and related decision-making bodies will be increasingly important in order to leverage these development resources. Critical to this issue is the question of timing and process. The City should explore opportunities to better coordinate development review, the exaction process, to support efficient, cost effective trail deployment. The City also should work with its partners to fully understand their roles and determine if coordinated reviews support better outcomes.

## Regulatory Obstacles

A large number of regulatory agencies take interest in San José Trail development because many of the planned trails are located adjacent to water courses or other environmentally sensitive areas. Permits must be secured from State and Federal agencies (e.g. Army Corps of Engineers, U.S. Fish and Wildlife, California Fish and Wildlife, the Regional Water Quality Control Board, etc.), which means that these entities have a significant amount of oversight in the planning and design process.

As part of the master planning process, the City goes through the California Environmental Quality Act (CEQA) review and determination process. When federal funds are in use, the master planning process also adheres to the National Environmental Policy Act (NEPA).

The City depends on in-house and consultant support for technical expertise related to permitting and environmental issues. This important environmental work supports development of projects that minimize environmental impacts and ensures appropriate mitigation when harm cannot be avoided.

The time and cost for meeting these regulatory conditions adds to the cost of trail development and the time necessary to deliver a project.

The newly developed Habitat Conservation Fund (HCF) offers an opportunity to save time but will impact project cost. It may offer greater certainty for securing specific permits, which supports more cost effective project management. The Santa Clara Valley Habitat Plan establishes a methodology and process for collecting fees from individual projects as a mechanism for mitigating impacts throughout the region. This process does not eliminate all permitting, but it predetermines acceptable mitigation measures. On-going trail development along Thompson Creek (Tully Road to Quimby Road) is the first project subject to the HCF, and the cost of the permit adds an additional \$200,000 to the project.

The City should explore all strategies to streamline permitting and environmental clearance. This could include changes in how projects are bundled for review, hiring technical expertise, partially or fully funding positions in regulatory agencies, and similar changes to existing practices.

## Physical Obstacles

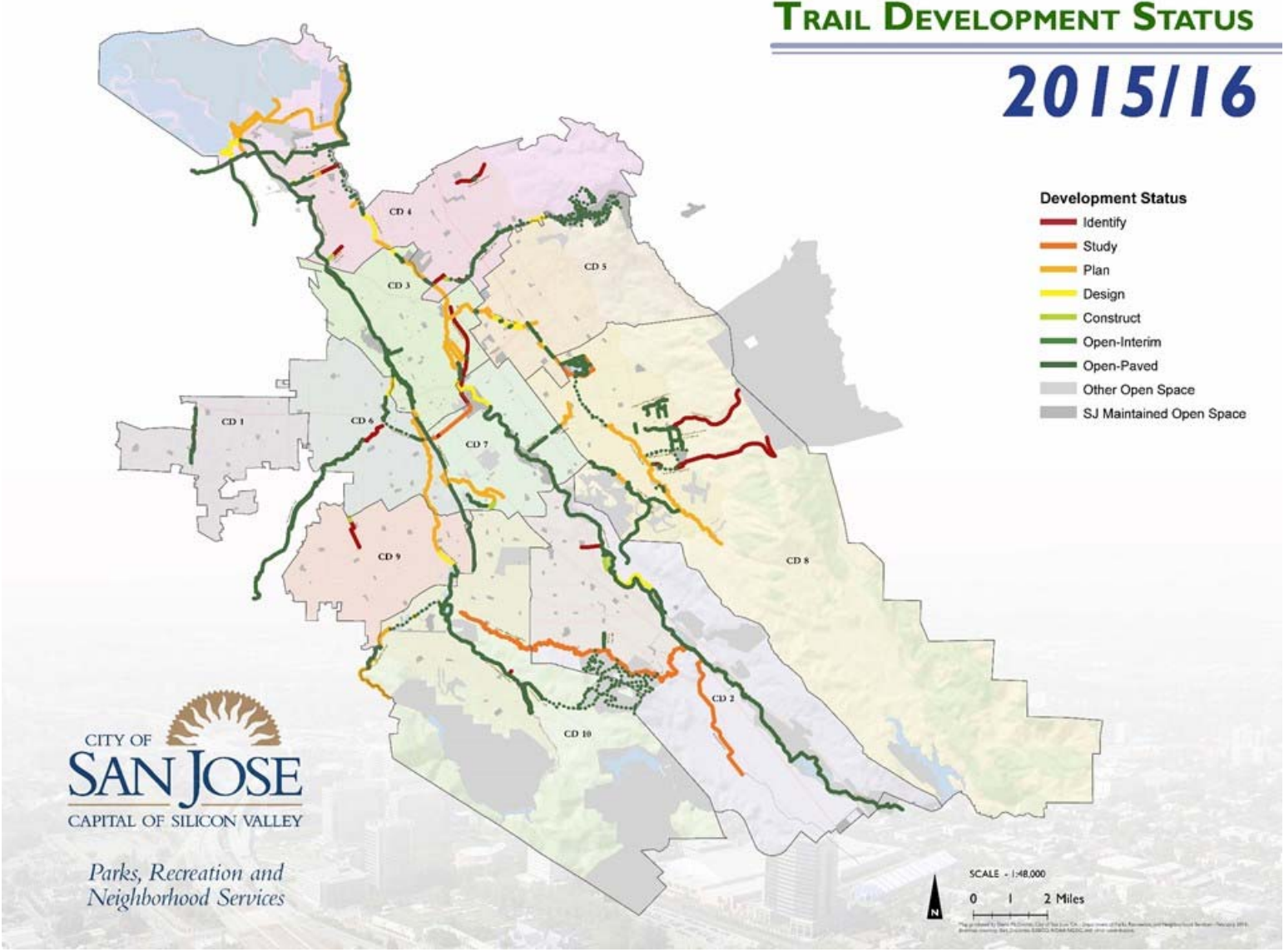
Remaining trails have more physical obstacles to overcome. Many of the remaining segments are located in constrained areas and may require unique design and construction responses or compromises in design and siting. These challenges increase the cost of planning, design and construction, they also increase the construction period and often require more complicated coordination with other internal departments and external agencies.

## Strategies to Improve Logistics

Figure 9 shows the implementation status of each trail segment within the trail Network. The following strategies are intended to improve PRNS ability to address logistical challenges in each of these implementation phases.

1. **Site Control:** Explore opportunities to develop Joint Trail Agreements (or similar tools) to standardize PRNS relationship and responsibilities to common property owners (e.g. PG&E, Caltrans, School Districts, Public Utilities, etc.).
2. **Context Sensitivity:** Continue to use the Master Plan process to engage the community at the early stages of the planning process to vet and respond to issues.
3. **Safety:** Use Crime Prevention Through Environmental Design (CPTED) principles and concepts when planning and designing trails. Continue facility maintenance to prevent degradation of trails and sustain public use with its positive effects.
4. **Development Coordination:** Improve coordination with PBCE to ensure trail plans and alignments are accounted for and addressed during the development review process and to ensure that appropriate fees are collected.
5. **Traffic Impact Fees:** Explore opportunities to apply Traffic Impact Fees to trail program implementation.
6. **Design/Implementation Guidelines:** Creating standardized approaches to project challenges, particularly regulatory requirements are a good opportunity to reduce overall project timeframes. Program tasks should regularly be evaluated against the mission to define strategic tasks that create desired outcomes and capitalize on opportunities.
7. **Trail Champions:** Identify and employ "Trail Champions" as advocates who are able to move through conflicts and overcome obstacles through affirming project priorities and redistributing resources to align with those priorities.
8. **Permit Streamlining:** Identify opportunities for securing "master permits", design guidelines, programmatic environmental clearance and similar tools to streamline Trail Program interactions with regulatory agencies.

Figure 9: Implementation Status





## Organization

Success in overcoming each of the above described obstacles requires that the organization is adequately positioned to accomplish the following.

- **Reconsider the Mission & Outcome:** Discussion of the trail program should include more than just the measurement of 100-miles goal. To be meaningful to the community and potential investors, measurements of success should also include outcomes related to economic development, public health, reductions in vehicle miles traveled, and similar indicators.
- **Establish authority to support the mission:** For the City of San José to meet the goal of completing 100-miles of trail by 2022, the trail program will need to become a \$22 - \$25M program for the next 7 years. The lead staff persons should be managing a team and will need the decision-making and funding authority necessary to match a scope and scale commensurate with this budget. Reclassification of the Park Manager position to a Division Manager position or equivalent may support this outcome.
- **Reconsider Capacity and Delivery Model:** Trail delivery currently occurs through a great deal of collaboration and cooperation between PRNS, DPW, DOT, Police, PBCE, Consultants and others. The Program in its current configuration only supports one staff member in PRNS, who undertakes a host of administrative and technical duties. It may be time to revisit this model and consider the addition of technical and support staff to create a well-defined team, under authority of one department, to streamline trail delivery.
- **Develop Trail Champions:** Civic and community leaders, lead staff, and stakeholders can become active champions for the trail program. San José is building a network of the highest quality, with strong brand commitments. Trail champions will become "owners" of the big goal, not only champions for trail segments.
  - City Council members, Department heads, and other leaders could be active champions for the trail program.
  - The American Trails, Rails to Trails Conservancy, and other agencies often refer trail developers to San José for expertise and questions. These influencing organizations might lobby on behalf of San Jose's efforts.
  - Residents, businesses and civic organizations can contribute to trail program success by becoming community champions for regular and substantial funding as part of the annual budget process.

By expanding awareness of the San José Trail "Brand", its quality and its promises, San José trail champions can build community pride and support efforts to make San José the "Trail City". This can be done by ensuring that staffing and funding resources are adequate to meet trail program challenges, and by communicating a simple and clear message to increase community awareness and support for the long-term Council goal?

- **Improve the Engagement Strategy with Decision Makers:** Past reports to the City Council, T & E Commission and Parks Commission have been "good news" reports. As trail implementation becomes more difficult and additional resources become necessary

in order to meet project objectives, the conversation will need to shift into problem solving to reflect the needs of this phase of the trail program's implementation.

- **Reconsider Development Approach:** Current funding and staffing capacity constraints often result in trails being developed using a piecemeal approach. By issuing single contracts for larger scale trail development, the City may be able to achieve certain economies of scale that aren't possible otherwise.
- **Tap into Additional City Resources:** To be successful, the mindset that "we've always funded trails that way" should be revisited and PRNS must explore creative funding opportunities. As an example, while they are Regional Facilities in reach and scope, PRNS policy does not currently support use of Citywide Construction and Conveyance (C&C) Funds for trail development. Trails also rarely if ever receive support from the Traffic Impact Fees collected as part of the building permit process through development agreements. These resources, along with others, should be considered to support trail development.
- **Sponsorship as a Tool for Trail Development:** Many cities across the country have been successful in securing philanthropic donations, sponsorships and other private donations for both development and maintenance of projects within their boundaries. San José should consider this approach, actively marking trail projects as "legacy" giving opportunities.

## Neighborhood Concerns

Where trail segments pass through neighborhoods, the trail program must overcome concerns related to privacy, noise, and safety. While outreach and community involvement is part of the master planning process, it can be exceptionally time consuming and expensive under these conditions. It is worth exploring opportunities to streamline the process. Options could include the following:

### Ongoing Stakeholder and Community Relations

The Trail Project Team has established strong relationships with many local stakeholders and external organizations. Agencies and organizations that participated in the stakeholder interviews highlighted the high level of trail team knowledge and applauded their strong working relationships with PRNS staff. The knowledge bank and strong relationships are crucial strengths that the Trail Program can build on to increase organizational capacity.

In addition to agency and organization partners, Trail Program successes have attracted many users representing a wide cross section of the community who can advocate for trails and help solve problems to take advantage of Trail Program opportunities. Through continued and robust community involvement for future facility development, the Trail Program can take advantage of community 'buy-in' and boost trail use as well as support (e.g. Trails First" strategies, support for funding requests) for trail program implementation. Targeted engagement amongst specific groups, such as surrounding businesses, also has the potential to generate additional partnerships, funding and priority developments to deliver the most effective additional trail miles. An identified weakness in addressing neighborhood concerns

can become a strength where appropriate responses can reduce concerns to noise, privacy or safety.

## Sustaining/Strengthening the Identity and Brand

The Trail Program must maintain and enhance the identity and positive public perception of the Trail Network to sustain community support, make it a viable recreational and bike commuting facility, and promote San José as a leader in quality and extensive trail systems. Maintaining a positive perception based on quality and innovative approaches to trail development will enable the Trail Program to attract funders, partners and users. As the mission and role is refined, the Trail Program has the opportunity to strengthen its identity and expand on the “brand” to support future signature, industry leading trails. The trail brand is one of the strongest elements of all strategic priorities and provides an established foundation upon which other benefits can be delivered. Maintaining and protecting the brand is embedded throughout the process. In the past 12 months, Staff have leveraged this brand quality to have Google StreetView use the Guadalupe River Trail as its first site for its newest camera, and to attract a 10-agency coalition to make four San José Trail systems the subject of an ambitious Climate Ready Study.

## Partner Relationships

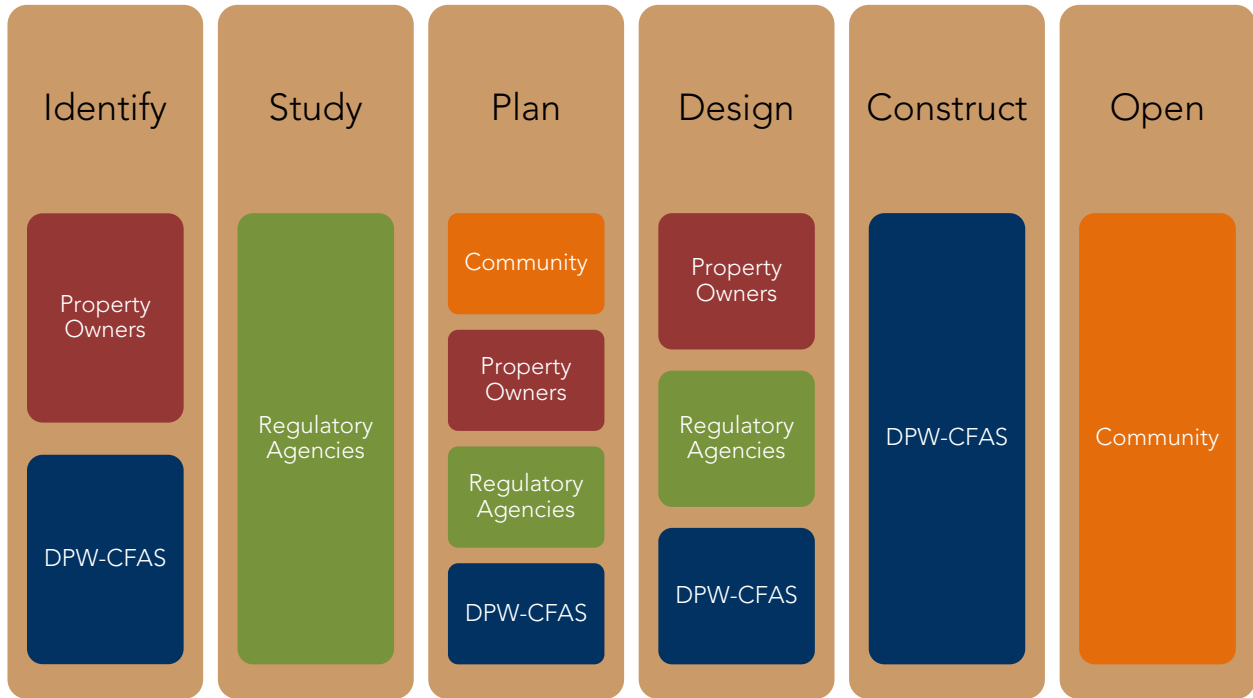
Trail Program success is dependent on collaboration with external agencies. Key partners include the Santa Clara Valley Water District, the Army Corps of Engineers, Caltrans, PG&E, the US Fish & Wildlife, and CA Fish & Game. Opportunities to improve collaboration include the following.

### Relationships with Other Agencies and Jurisdictions

San José Public Works, Fire, Police, and Planning, Building and Code Enforcement Departments and the Department of Transportation are involved in the delivery of the trail network. The Army Corps of Engineers, Regional Water Quality Control Board, Santa Clara Valley Water District (SCVWD), California Department of Transportation (Caltrans), NOAA Fisheries, California and U.S. Fish and Wildlife Service, and other agencies similarly have a stake in the Trail Program. At present, the Trail Program Staff has strong working relationships these departments and organizations but there is opportunity to improve interactions to increase organizational capacity. This is particularly important where there are overlapping missions that allow partnering and collaboration. Staff time is required to continue this good work – with two FTEs in PRNS, there isn’t enough time to sufficiently invest in these relationships without sacrificing other responsibilities.

**Figure 11** shows the involvement of external agencies who participate in the Trail Program within the City of San José. Notably, DOT is involved in trail projects that include VTA grants, involve regional funding priorities through the Bicycle Expenditure Plan, and/or involve important links between off-street Trails to the on-street bikeway system. DOT and PRNS have recently collaborated on grant writing. There appears to be an opportunity for more frequent and strategic collaborative efforts.

Figure 10: Trail Team Organization



Building on the success that the San José Trail Program has found in the partnership with SCVWD, there are opportunities to establish additional proactive approaches to trail development with all external agencies. The Trail Team’s strength in establishing relationships is a primary way to achieve the program objectives. Although other agencies may not be able to offer the same quantity of developable land or working support offered by SCVWD, the lessons learned can be easily applied elsewhere. In particular, the benefits to organizational capacity from increasing working efficiency could deliver multiple benefits to all parties. The trail program should continue to nurture strong relationships and find ways to develop common ground with more complicated land owner relationships and delivery needs. Staffing resources may be required to facilitate greater collaboration and meet the goals and requirements of executed joint trail agreements and other collaborative efforts.

## Organizational Strategies

The following strategies are intended to improve PRNS ability to address organizational challenges.

1. **Community Involvement:** Explore opportunities to involve the community in the entire network rather than focusing on segments as they are implemented. This could include:
  - a. Initiate a trail program campaign to generate community support and address common concerns related to the network;
  - b. Expand public engagement to give people a broader understanding of program objectives rather than focusing on specific details;
  - c. Develop prototypical responses to common community concerns related to noise, privacy and safety.
2. **Partners:** Expand outreach to community stakeholders, agency and organization partners, civic organizations, and businesses to establish or strengthen trail program partnerships.
  - a. Reengage partner agencies to resurrect support for the Trail Program;
  - b. Identify protocol that could help partner agencies address the upcoming “surge” in trail development activity, including additional staffing support.
  - c. Develop a standing regulatory agency Technical Advisory Committee (TAC) which meets on a quarterly basis to discuss upcoming projects and outstanding issues.
3. **The Brand and Place Making:** Remain committed to quality and innovation when deploying Class 1 trails, continue on-going efforts to use trails as a place-making tool, and look for opportunities to create signature projects (bridges like Cupertino’s Mary Avenue Pedestrian Bridge over Highway 280 as an example) to provide a stronger identity for San José Trails.
4. **Agency Partners:** Explore opportunities to streamline common permits (e.g. USCE, RWQCB, etc.) by creating design/implementation guidelines that respond to frequently encountered conditions; and

# Benchmarking

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The San José Strategic Plan seeks to document best practices, proven strategies, and innovative approaches by studying recognized leaders and champions as part of a Benchmarking exercise. The intent of this benchmarking effort is to learn from local, national and international sources. In general, the following discussion will focus on:

- Perception of San Jose Trails by local trail partners;
- Best practices for trail development from nationally-recognized agencies; and
- Better trail implementation strategies gained from international leaders.

Data gathered through this process helped in outlining a course of action that identifies areas of focus, opportunities for change, and strengths that need to be further supported. The following summarizes findings from stakeholder interviews, an assessment of leading trail programs, and an international trends evaluation.

## **Trail Program Team Input**

The benchmarking process began with local staff because the Trail Program team has consistently problem-solved to develop every trail project. Staff from PRNS and DPW work daily on projects, and engage PBCE, Police, and other departments on a regular basis. It is important to harvest this local knowledge to shape the trail program.

Through this benchmarking exercise we have found that San José Trail Program’s vision, goals and strategy or developing an interconnected urban trail network is somewhat unique and often more ambitious than many communities.

## **Stakeholder Input**

During May and June 2015, a wide range of stakeholders were interviewed to gather valuable feedback and opinions about the City’s Trail Program. Outcomes of the interviews help identify Trail Program strengths, weaknesses, opportunities and threats.

Stakeholder interviewees include representatives from within the City and from local organizations and partners with insight related to administration, transportation, recreation, maintenance, the economy, tourism, and the environment. The Strategic Plan team conducted 14 phone interviews to gain insights about:

- The overall perception of the Trail Program from internal and external perspectives;
- Feedback on communication and collaboration related to the Trail Program;
- The positive changes, successes, barriers and issues impacting the program’s performance;
- The partnerships considered to be critical to the success of the Trail Program; and
- Strategies to leverage existing trails and build awareness of the Trail Program.

The following table lists the agencies/organizations represented in the interviews and a general description of roles and responsibilities.

Table 11: Agency Description	
Agency/Organization	Description
Association of Bay Area Governments (ABAG)	The comprehensive regional planning agency for the counties, cities and towns of the San Francisco Bay region.
Bay Area Ridge Trail Council	A 501(c)(3) nonprofit organization devoted to creating a continuous 550+ mile trail along the ridgelines overlooking San Francisco Bay.
San José Department of Public Works	City department responsible for development of major City capital improvements and facilities.
San José Department of Transportation	City department responsible for operating, maintaining and improving the City's streets.
San José Parks, Recreation & Neighborhood Services Department <sup>4</sup>	City department responsible for guiding, operating and maintaining recreational infrastructure, facilities and programs.
San José Planning, Building and Code Enforcement Department	City department responsible for recommending and implementing policies to guide the City's development to achievement its goals.
San José Silicon Valley Chamber of Commerce	Member-based agency devoted to representing Santa Clara County business interests and promoting the regional business climate.
Santa Clara County Parks	County department responsible for providing recreation opportunities on County parkland.
Santa Clara Valley Transportation Authority (VTA)	An independent special district that plans for all modes of transportation in Santa Clara County; provides bus, light rail, and paratransit services; and participates in regional rail service. Develops and works with cities and the county to implement the Santa Clara Countywide Bicycle Plan.
Santa Clara Valley Water District	The water resource management agency responsible for providing safe, clean water throughout the region. Provides land for trail development through a long-standing Collaborative Action Plan.

The “word cloud” below shows words mentioned the most frequently in the interviews, with larger words being the most common. The word cloud is a collection of some of the key topics discussed during the interviews, such as the importance of funding, the Santa Clara Valley Water District (SCVWD) and the prevalence of positive words such as “well”, “good” and “great.”

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<sup>4</sup>This included interviews with five different stakeholders: three with administrative roles and two related to maintenance. For the sake of anonymity, individual responses were combined into the relevant administrative and maintenance categories.



### Project Administration and Management

- San José is recognized as a national leader in trail development. Many felt that the Trail Program's high standards and successes serve as a model for other communities, which should support City's future and continued investment in trails.
- Refine criteria for taking on projects. Some respondents felt that the Trail Program may be too ambitious and is taking on too much given existing staff and resources. One response noted the need to revise goals based on known and realistic constraints that are outside the influence of the City, such as those that are environmental, site-specific or related to the Army Corps of Engineers (US ACE). Respondents identified the need for refined criteria to prioritize projects in relation to the existing capacity and resources.
- Institutional knowledge is held by too few staff members. Most of the respondents referenced the hard work and effectiveness of the Trail Program Manager, Yves Zsutty. However, respondents also felt that consideration should be given to the expansion of Trail Program leadership.

### Communication

- Communication with the Trail Program is positive. Interviewees (both internal and external) described Trail Program staff as responsive, effective and easy to work with. Many stated that they understand the complexity of implementing the Trail Program.
- Communication with the public could be improved. Although the Trail Program brand is perceived as strong, clear and consistent, some respondents felt that a marketing strategy is needed to promote the City's existing Trail Network to the public.



- Targeted communication to private interests is needed. Interviewees expressed an interest in a catered message to the business and private sector community regarding the long-term benefits of the Trail Program and the Strategic Plan.
- Need for a compelling story, particularly for grant applications. Some respondents noted that the City should improve on its grant writing strategy. Such a strategy should communicate the wide range of positive aspects related to trail use, such as health, recreation and habitat and environmental improvements.

## Collaboration and Partnerships

- Successful partnerships and a long history of collaboration. Current and previous partners were generally enthusiastic about their experiences working with the City. Interviewees listed a wide range of projects and initiatives on which they had partnered. Many stakeholders were eager to stay informed throughout this planning process and noted that continued partnerships were critical to the success of the Trail Program.
- Building and improving relationships with other agencies. Some responses indicated a need to strengthen collaboration with external groups such as SCWWD, USACE and the Department of Transportation (DOT). However, other responses noted the challenge in involving too many in the process and impacts to project complexity and process.
- Respondents from the City felt that greater collaboration is needed between City departments. Senior staff from other departments can provide helpful input on key decisions. Coordination of planning, development and maintenance can yield new opportunities to meet citywide goals and leverage resources.
- The private business sector should be a major partner in the future. Collaboration with private developers is critical to secure land and the City should communicate the economic benefits of the Trail Program.

## Planning, Design and Development

- The design of trails and trailheads is perceived as excellent. The ability of program staff to develop innovative design solutions was noted by multiple interviewees. Completed projects and trail segments are highly regarded.
- Consider flexible approaches to meeting the trail mileage goal. Some respondents suggested a range of different design approaches to overcome development constraints, including use of on-street routes to complete challenging connections and alternative surfaces to improve water quality.
- Prioritize gaps in the system and improve connections with other infrastructure and facilities. Overall, many feel that remaining gaps in the system should be a priority for the Trail Program. Respondents noted several existing challenges with trails including longer detours due to lack of exits (particularly from levee trails) and insufficient connections to parks and on-street routes.
- Longer project timelines and delays create public and staff frustration. Respondents suggested developing strategies to clearly explain the realities of the planning process to build a shared understanding about planning and design, permitting, funding and the extent of stakeholder involvement.
- Some interviewees expressed concern that the public may perceive the trails as unsafe. Examples provided include a perception of crime and homelessness.

## Funding and Support

- Current resources are perceived as inadequate. Respondents generally felt that additional funding and staff support is needed for the design, construction and maintenance of trails. Alternative sources and partnerships should also be explored.
- Staffing could be supplemented. Interviewees suggested collaboration with City staff from other agencies and strategic short-term positions such as grant writers.
- Staff is skilled at seeking out funding sources. Although most interviewees noted that existing resources are inadequate, they were consistently impressed by with the program’s overall accomplishments given these constraints.
- Trail counts and surveys are perceived as high-quality data sources. These resources are beneficial in documenting positive changes occurring with trails that should be used to further promote the program.

## Program Comparison

During February and March 2015, the Strategic Plan team conducted phone interviews with representatives from five municipalities known for their trail programs by advocacy organizations like League of American Bicyclists, Rails to Trails Conservancy and American Trails. The purpose of these interviews was to understand different approaches, challenges and outcomes of successful trail programs throughout the country which might be employed in San José to speed project development.

The team considered interviewing international cities (e.g. Copenhagen and Vancouver) as examples, but felt political structures, national priorities, and cost of living factors might make it difficult to draw useful conclusions.

Specifically, the structured interviews sought to gain insights about:

- Program structure,
- Staffing,
- Planning guidance,
- Goals,
- Funding,
- Public awareness and tourism, and
- Implementation.

**Table 12** provides the rationale for selecting cities for comparison, and **Table 13** provides a summary comparison of the Trail Program from each city.

Table 12: Comparison Cities		
Municipality	State	Strategic Interest
Austin	TX	Commonly identified as San José’s “tech economy rival,” the city is known for its business-friendly reputation and active transportation opportunities.
Davis	CA	Recognized by the League of American Bicyclists as a Platinum City - its highest honor and only such designated city in California. Documented as having one of the nation’s highest share of bicyclists as a travel model.
Minneapolis	MN	A larger city (combined with St Paul) recognized by Bicycling Magazine as the United States’ top bicycling city.
Portland	OR	Recognized by the League of American Bicyclists as a Platinum City and widely regarded for its bicycle infrastructure.
San Diego	CA	Second largest California city with a bike-friendly reputation. Opportunity to gain insight from another large city in the state possibly working under similar regulatory conditions and budget conditions.

**Key Findings**

This summary includes a discussion of off-street trails and on-street bikeways due to information gathered from the interviews. Based on the interview responses, some cities did not make a distinction between these types of bike facilities. The following table provides an overview of key findings from the interviews, followed by a more complete summary of responses.

**Table 13: Benchmarking Summary**

Key Findings	Austin	Davis	Minneapolis	Portland	San Diego	San José
<i>System size (in miles)</i>	300 (on- and off-street)	52 (off-street)	200 (on- and off-street)	152 (off-street)	72 (off-street)	58 (off-street)
<i>Trail type</i>	Primarily off-street	On- and off-street	On- and off-street	Off-street	On- and off-street	Off-street
<i>Program structure</i>	Urban Trails program supported by Public Works Department	Greenway system supported by Active Transportation, Public Works and Community Development	Parks and greenways system supported by Bicycle and Pedestrian Division of Public Works Department	Trail system supported by Parks and Recreation Bureau and coordination with regional government (Metro)	Urban bike and pedestrian paths supported by Parks and Recreation Department with regional government (SanDAG)	Integrated multi-purpose trails supported by the Parks, Recreation and Neighborhood Services Department
<i>Staff dedicated to trails</i>	1 planner / project manager	currently vacant	2 planners	1 planner	1 planner	1 Manager
<i>Planning guidance</i>	Urban Trails Master Plan	Bicycle Plan, Davis Greenway Plan, General Plan	Bicycle Master Plan, Pedestrian Master Plan	Parks 2020 Vision, Recreational Trails Strategy	Bicycle Master Plan	Greenprint Goal, General Plan Goal
<i>Goals</i>	Two trail projects annually	None specified	None specified	220 trail miles by 2026	166 miles of multi-use paths	100 trail miles by 2022
<i>Major funding sources</i>	Bonds, residential development fees, grants	Quimby In-Lieu fees and park impact fees	Federal alternatives/transportation enhancement funding	General Fund, recent bond funding, developer fees	Grant funding, hotel lease fees, regional sales tax	General Fund, In-Lieu and park impact fees

**Table 13: Benchmarking Summary**

Key Findings	Austin	Davis	Minneapolis	Portland	San Diego	San José
<i>Public awareness and tourism</i>	Volunteer programs and partnerships	City-sponsored events and studies, self-described "Bicycle Capital of the US"	Bike counting program. Bike/walk ambassadors	City-supported volunteer programs, public progress reports	Regional "Go by Bike" campaign, bike share program (Deco Bike)	Trail Count
<i>Implementation (average annual trail miles completed)</i>	7-10 miles of off-street trails	No recent trail projects	10 miles of on- and off-street routes	1-3 miles of off-street trails	No recent trail projects	2.2 miles of off-street trails

## Program Structure

- Most of the trail systems rely on a combination of on-street bikeways, sidewalks and off-street trails, and are viewed as both a recreational and transportation resource.
- Each city defines its trail systems in a different way. While some define trails as exclusively off-street, others rely on a system of on- and off-street routes to complete connections and increase accessibility for non-motorized users. These cities measure total mileage of the route, which makes comparison of off-street trail mileage difficult.

## Staff

- There is typically little to no staff dedicated to trail development, including planning and design. Responsibilities are generally shared between parks departments and public works. Only one city (Austin) has a dedicated and independent trail program. The others are either part of a parks department (Portland) or public works (Minneapolis).
- Austin and Minneapolis have a project champion—or staff project manager or lead—responsible for managing the coordination of trail projects across one or more departments.

## Planning Guidance

- Almost all of the case studies rely on their master plan (typically a prioritized map of trail improvements) to guide development of the trail system. Elements of the plan guide all levels of planning, design and implementation.

## Goals

- Only Austin has a specific target for annual trail miles built. All others pursue trail projects on an opportunity basis and as funding allows. One city (Portland) is considering revising their long-term goal for total trail miles to a more realistic amount based on past progress.

## Major Funding Sources

- Funding stems primarily from four major sources:<sup>5</sup>
  1. general fund
  2. bonds
  3. competitive grants
  4. earmarked grants (primarily federal transportation funding)
- Several cities rely on a regional agency to help fund, build and maintain the trail system. As wide, paved and separated trails, these are typically regional in nature and connect to adjacent cities and destinations. Counting miles beyond a City's urban boundary indicates a larger trail system, but makes comparison to San José difficult.
- Partnerships are widely used in the surveyed cities and are seen as instrumental in sustaining ongoing support for the trail program. Each city has partner groups or foundations to help leverage funding for city trail systems. These groups are typically

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<sup>5</sup> Though residential development fees are used by some cities, this was not a major funding source based on interview responses.

supportive of trails as they relate to the parks system. Though there are also partner groups that advocate for the transportation-specific benefits of trails.

- Davis and Portland use a non-residential development fee for parks and trails. Others are either interested or have considered using such a resource. However, the other cities are interested in increasing their requirements from developers to pay their fair share of the trail system. This includes increasing system development charges or land dedication requirement.

## Public Awareness and Tourism

- Community members and city leadership are generally supportive of city trails and value trails both for transportation and recreation. According to the examples, this is generally measured by community support, through a broad range of sources including:
  - Successful bond measures or other publicly supported funding sources,
  - Measured increase in trail use and mode split,
  - Resident or customer surveys and questionnaires, and
  - Feedback and testimony from neighborhood associations and user groups
- All cities actively encourage volunteerism to advocate for trails. Portland and Austin have volunteer-initiated project applications for new additions to the system. The applications are suggestions for further consideration, funding and implementation by the cities.
- When asked if they knew of San José's Trail Program, none of the interviewee's indicated that they are familiar with San José's trails. Though the City of Austin interviewee was familiar with San José's Trail Signage Guidelines.
- Some cities have relied on independent third parties and media coverage to strengthen their reputation. These include the League of American Bicyclists "Bicycle Friendly City" status.<sup>6</sup>
- One city relies on the League's "5Es" to guide their trail program; engineering, education, encouragement, enforcement and evaluation.
- Other ideas to bolster recognition of the Trail Program include leveraging a range of programs, special events and marketing strategies to elevate the awareness, status and general culture of a city's trail system. In the case of Portland and Minneapolis, the city's trail and bike systems have attracted an entire cycling industry with manufactures, retailers and advocates that encourage and sustain the trail/bike culture.
- Portland also partners with the tourism industry to "brand" the city as a cycling destination for potential visitors.<sup>7</sup> Research conducted through the City of Portland and State of Oregon points to a strong correlation between cycling and economic development.

## Implementation

- On average, cities have been adding from one to two miles per year for off-street trails. However, this average increases to seven or more when combining on-street trails.
- Funding is the primary challenge in building and expanding trails across the system.

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<sup>6</sup> [bikeleague.org/bfa](http://bikeleague.org/bfa)

<sup>7</sup> [industry.traveloregon.com/wp-content/uploads/2014/02/OregonBicycleIndustryReportFeb2014.pdf](http://industry.traveloregon.com/wp-content/uploads/2014/02/OregonBicycleIndustryReportFeb2014.pdf)

## Trends Scan

In order to understand best practices throughout the world and to collect ideas from peers and collaborating agencies, we prepared a “trends scan” and conducted stakeholder interviews. The results are summarized below.

We evaluated a range of trending solutions and innovations from urban trail systems across the country and spanning the globe to inform and inspire the San José Trails Program Strategic Plan. While the success of each example is based on different political, cultural and environmental realities, nearly all provide a glimpse of the changing and future potential of urban trails. Many examples address multiple solutions or innovations in one project or program, combining creativity, strong partnerships and practical and sustainable designs. The examples fall into the following six general categories, summarized below.

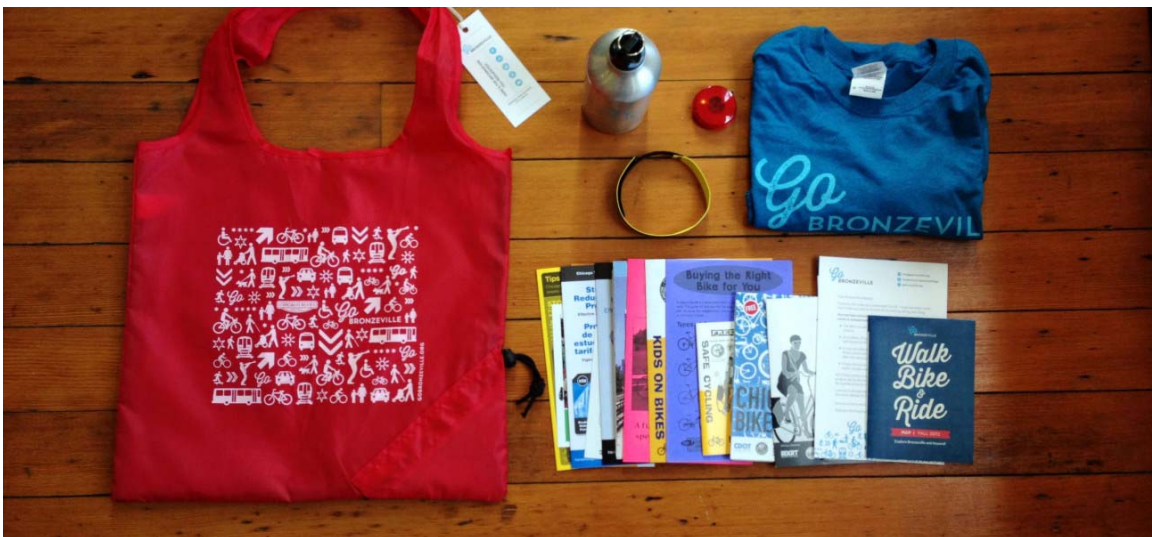
- 1. Community and User Involvement:** Urban cities are becoming increasingly more diverse and dense, representing many different languages, cultures, ages, abilities and interests. Trail system managers are responding by connecting with existing community groups and advocates, using these extended networks to expand outreach and understand the diverse needs from different neighborhoods and districts. Using well-designed and clearly defined marketing and educational campaigns, leveraging the trust of citizen leaders and relying on online tools and social networks have all proven their effectiveness in building and expanding trail systems to meet the needs of users.
- 2. Partnerships:** The rising costs of materials and land acquisition, complexity and availability of land assembly and maintenance needs require an organized and wide-reaching partner base to sustain urban trail programs. Cities with successful trail systems such as Atlanta and Austin are proving how critical partnerships are in planning, expanding and sustaining trails. Partnerships are at the foundation of nearly all examples in this summary.
- 3. Events and Programs:** Events and programs are a fundamental ingredient of the trail program, increasing awareness and use of trails while building future trail advocates, supporters and funders. Successful trail systems rely on a range of public and private groups to organize the events and programs necessary to build enjoyment and ongoing excitement. From Atlanta to Portland, examples of trail programs highlight the range of fun and educational activities that generate a sense of community and strengthen quality of life.
- 4. Image and Identity:** Urban trails contribute to the image and identity of a street corridor, neighborhood or entire city. Trails can tell the unique historical and cultural background of a community either through visual elements, such as an iconic bridge, or through interpretation, with connections to important locations and places. Oftentimes the image and identity of a trail or trail elements can galvanize the support of the community and result in positive social and economic outcomes.



5. **Integrating and Connecting:** Today's urban trails weave through a complex and constrained environment, with multiple property owners, competing interests and prohibitive costs. Some communities rely on more attainable opportunities including connections with the on-street system or use of utility or rail rights-of-way. Several examples have proven how integration and connections to other networks are successful solutions to completing a seamless and extended urban trail system.
6. **Design Innovations:** Some urban trail systems have turned challenge into opportunity. Adaptive reuse of a defunct or neglected structure such as the Highline in New York or 303 in Chicago can result in iconic and popular trail designs. A single trail design innovation has the ability to increase trail use and bring wide-spread attention to the city.

## 1. Community and User Involvement

- **Chicago's project ambassador and branding program:** The City of Chicago's Department of Transportation piloted the Chicago Individualized Marketing Program aimed at helping Bronzeville neighborhood residents walk, bike, ride public transit, and share cars more often while reducing single-occupancy car trips. The city allocated significant time and to identify, hire and train project ambassadors that lived in the neighborhood, and to build a network within the community.



Through the "Go Bronzeville" program, 7,500 neighborhood households could receive "Go Kits" (customized travel information packets) and join guided walking and biking trips aimed at building a sense of community and showcasing the community's best elements. Over ten percent of households participated in the first year. The Department of Transportation has successfully expanded the program to a number of other neighborhoods.

Source: [www.gobronzeville.org/](http://www.gobronzeville.org/)

- Portland’s non-profit and community group outreach:** Building on work already in process, local, state, and national community-based organizations were able to share knowledge and strengthen ongoing relationships. The Community Cycling Center in Portland, Oregon conducted thorough research on the diverse communities in the neighborhoods they serve in North and Northeast Portland, and released its findings in a report titled “Understanding Barriers to Bicycling.” The report, and related material is used to inform their work and improve their partnerships with the City of Portland and other entities.  
 Source: [www.communitycyclingcenter.org/index.php/community/understanding-barriers-to-bicycling/](http://www.communitycyclingcenter.org/index.php/community/understanding-barriers-to-bicycling/)
- Connecting with online resources and social media:** The internet has made the potential for mass public dialogue possible. Several innovative web-based tools for effectively distributing and collecting information are available to public agencies. MindMixer, now a part of the MySidewalk suite of offerings, provides software that enables online discussion, crowd sourcing of ideas, and ways to measure public support. Mapita, offered by MIG, allows users to provide spatially-based feedback via an online mapping tool.  
 Source: [nationswell.com/meet-folks-upgrading-civic-engagement/](http://nationswell.com/meet-folks-upgrading-civic-engagement/)

## 2. Partnerships

- Atlanta’s PATH Foundation:** In Atlanta, multi-use trails are a component of the Atlanta BeltLine, a sustainable redevelopment project led by a nonprofit organization that incorporates parks, trails and transit along a 22-mile railroad corridor. Atlanta BeltLine Inc. (ABI) is the non-profit entity that oversees the planning and execution of this vision, though the project components are owned by the City of Atlanta. The PATH Foundation, a Georgia non-profit organization devoted to connecting neighborhoods through off-road trails, is also a key partner. Other partners include Fulton County, Atlanta Public Schools, Invest Atlanta, MARTA, GDOT, the Atlanta Regional Commission, the U.S. EPA, the U.S. DOT, Trees Atlanta, the Trust for Public Land, Park Pride and the Atlanta BeltLine Capital Campaign.



In 2013, the PATH Foundation managed the design and construction of the 1.15-mile Southwest Connector Spur Trail, originating at Lionel Hampton Trail, passing Beecher Hills Elementary School and ending at Westwood Avenue. Funding came from PATH and a City of Atlanta Park Improvement Bond. Easements were provided by the Department of Watershed Management and the Atlanta Independent School System. The Atlanta Police Department's specially trained Path Force Unit is responsible for patrolling the trail. Additional partnerships are developed for special events such as Art on the Atlanta BeltLine.

Sources: [beltline.org/](http://beltline.org/) and <https://pathfoundation.org/>

As an aside, San Jose Trail Program staff from PRNS and DPW have teamed twice in recent years with the Atlanta Beltline organization to present at national conferences: International Trails Symposium in Chattanooga Tennessee and American Society of Landscape Architects Conference in San Diego, California.

- **Austin's Trail Foundation:** The City's Parks and Recreation Department (PARD) has about 125 trail segments and on-road facilities totaling nearly 300 miles. Somewhat standard partnerships include Adopt-a-Park (which includes trails), PARD is closely partnered with the Department of Public Works and a local non-profit Trail Foundation. Austin defines 30 miles of trails as "Urban Trails" because they serve both a transportation and recreation purpose. The City plans to create another 47 miles in the next two decades and 300 total miles planned overall.



The Trail Foundation works in cooperation with the PARD to protect and enhance and plan trails. The Foundation sees itself as the entity responsible "to close the gap between what the City provides and what the Trail deserves" and does restoration work, plants trees, runs an adopt-a-garden program and facilitates other improvements.

Sources: <https://www.austintexas.gov/> and [www.thetrailfoundation.org/](http://www.thetrailfoundation.org/)

### 3. Events and Programs

- **Atlanta's Beltline:** The Atlanta BeltLine offers a wide range of events and programs on and adjacent to the trails. These include recreation programs such as fitness classes, temporary and continuing art exhibitions that rotate each year, parades, festivals, races, tours and volunteer opportunities.

Source: [beltline.org/](http://beltline.org/)

- **Phoenix Parks and Recreation Programs:** The city’s trail system consists of 88 trails and 40 trailheads covering approximately 200 miles, including barrier free/accessible trails. Events and programs respond and celebrate the area’s dry conditions and extreme heat. Hiking is the most popular form of recreation in the desert preserves; the Parks and Recreation Department accordingly organizes two major hiking events each year, plus smaller guided hikes and a range of other outdoor programs.  
*Source: <https://www.phoenix.gov>*
- **Portland’s Sunday Parkways:** Every summer, the City of Portland’s transportation bureau organizes a series of open street events that close streets to motor vehicle traffic for pedestrians and cyclists. The parkways events are held once a month from May through September, each time in a different geographic location throughout the city. Though the program is funded by the city, its success relies on a wide array of private businesses, public agencies and hundreds of citizen volunteers to plan, promote, run and clean-up the events. In 2015, the five parkways events experienced its largest turn-out yet with 119,000 participants.



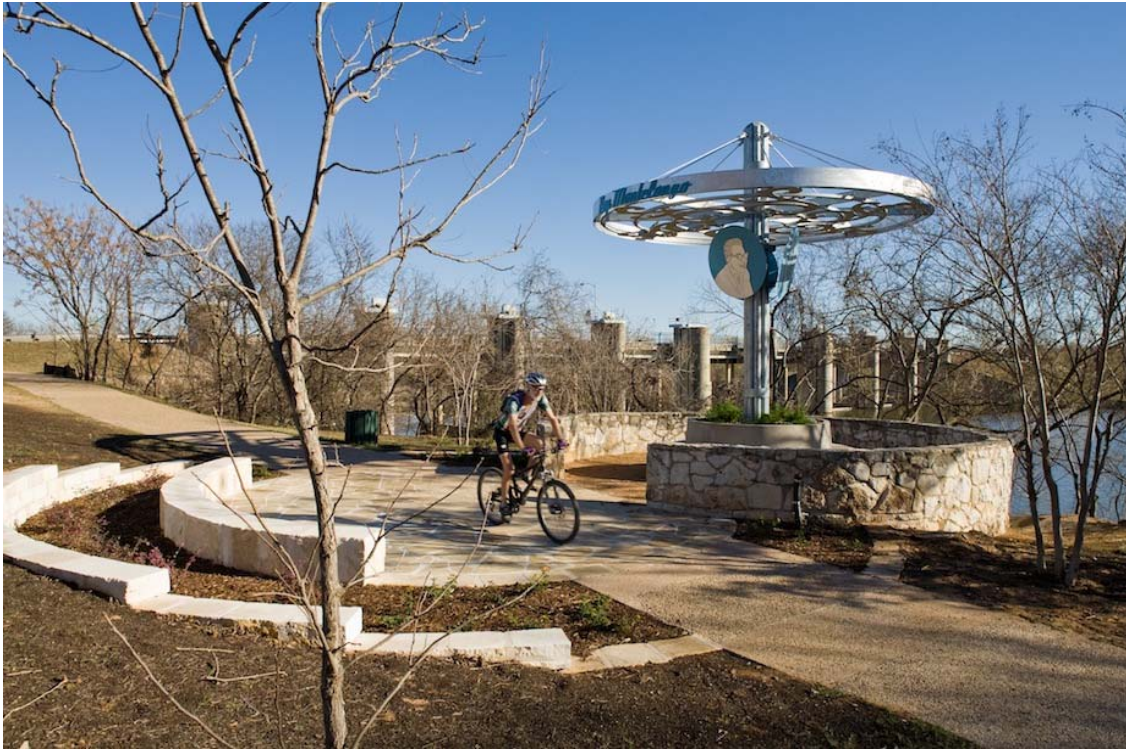
*Source: <https://www.portlandoregon.gov/transportation/46103>*

- **Self-guided “trail tours”:** More and more cities are beginning to leverage the range of cultural and entertainment, heritage or historic resources as a way to attract tourism, while showcasing walking and biking routes. Self-guided “trail tours” such as Boise’s Ale Trail (Idaho) and Hudson River School Art Trail (New York) promote local or regional attractions, with many relying on non-motorized trail systems through signage and trail maps to connect destinations as part of the tour.  
*Sources: [boisealetrail.com/index.html](http://boisealetrail.com/index.html) and [www.americantrails.org/nationalrecreationtrails/trailNRT/HudsonRiverArt-NY.html](http://www.americantrails.org/nationalrecreationtrails/trailNRT/HudsonRiverArt-NY.html)*

#### 4. Image and Identity

- **Austin’s Tejano Healthy Walking Trail:** In the City’s East Cesar Chavez neighborhood, community members participated in Austin’s Neighborhood Planning Process and developed the Tejano Healthy Walking Trail to preserve the area’s cultural history and

Tejano heritage. Separately, the Austin Latino Music Association created and designed the Trail of Tejano Music Legends. Both trails integrate communities, cultures and key local sites.



The Tejano Healthy Walking Trail is a 4.9-mile route on sidewalks and along streets that explores 22 historical and cultural sites. The Trail of Tejano Music Legends is a 5.6-mile route with 7 sites and unique sculptures. It also connects to the Lady Bird Lake Hike and Bike Trail.

Austin's Public Works Department helped the trails get designated as National Recreation Trails by the Department of the Interior, resulting in a planning grant from the Rivers, Trails and Conservation Program of the National Park Service.

Sources: <https://www.austintexas.gov/>, <https://www.preservationaustin.org/> and [austin.culturemap.com](http://austin.culturemap.com)

- **Tucson's Rattlesnake Bridge:** The City of Tucson, AZ recently completed a pedestrian bridge linking its downtown with surrounding neighborhoods across a busy arterial. The iconic bridge was designed to mimic the shape and appearance of a rattlesnake, including an open mouth entrance and rattling tail.



Source: [tucsonart.info/public\\_art/r/rattlesnake-bridge.shtml](http://tucsonart.info/public_art/r/rattlesnake-bridge.shtml)

- **Redding's Sundial Bridge:** In Northern California, the City of Redding's Sundial Bridge provides a major pedestrian/bike linkage to the Sacramento River Trail System and the city's downtown. The cable-stayed bridge is also designed as a large working sundial and was commissioned in large part by a private foundation. Today, the city credits the unique bridge with increased tourism, with some estimates claiming that annual visitors have increased by 42%.

Source: [www.turtlebay.org/sundialbridge](http://www.turtlebay.org/sundialbridge)

- **China's Red Ribbon:** In Qinhuangdao City, China, the Red Ribbon is a linear design feature along the Tanghe River Park that provides trail users with multiple benefits. The 500-meter structure meanders along the river and provides a contrasting feature and backdrop to the multi-use trail in a previously degraded and deserted portion of the river. The Red Ribbon provides seating, landscape planters, lighting and small windows into underlying vegetation.



Source: [www.turenscape.com/english/projects/project.php?id=336](http://www.turenscape.com/english/projects/project.php?id=336)

- **South Korea's ChonGae Canal Park:** In Seoul, South Korea, the ChonGae Canal Point Source Park is a linear trail in a densely urban setting. The Park and trail was designed along a degraded waterway and former elevated freeway. The seven-mile long trail integrates an innovative water filtration system for municipal run-off. The project has generated a range of benefits from increases in plant and wildlife biodiversity, to increased property values, to improved water and air quality.  
Source: [www.asla.org/sustainablelandscapes/chongae.html](http://www.asla.org/sustainablelandscapes/chongae.html)
- **Indianapolis' Cultural Trail:** The Indianapolis Cultural Trail is an eight-mile urban bike and pedestrian trail in downtown Indianapolis that highlights, connects and celebrates the unique cultural and historical heritage of the city. The Cultural Trail provides non-motorized connectivity across the city, linking neighborhoods, entertainment and cultural districts and the regional greenway system. Funding is provided by the Central Indiana Community Foundation, the City of Indianapolis and a variety of non-profit organizations. This group contracted with the Indianapolis Cultural Trail, Inc. that manages, maintains and promotes the trail. Constructed over several years, sections of the trail involved the redesign of surface streets to allow for an eight-foot-wide bicycle path, sidewalks and bioswales.



Source: [indyculturaltrail.org/about](http://indyculturaltrail.org/about)

- **Atlanta's Trail Art:** To encourage trail use, seven miles of interim trails are open to the public on former rail lines on an 'at your own risk' basis. These trails have no additional lighting, no pavement and limited points of access. They are open to the public in their unfinished state until funding is available to build them out. However, despite being unfinished, the trails are integrated into the Art on the Atlanta BeltLine program, as seen in the images below.



Source: [beltline.org](http://beltline.org)



## 5. Integrating and Connecting

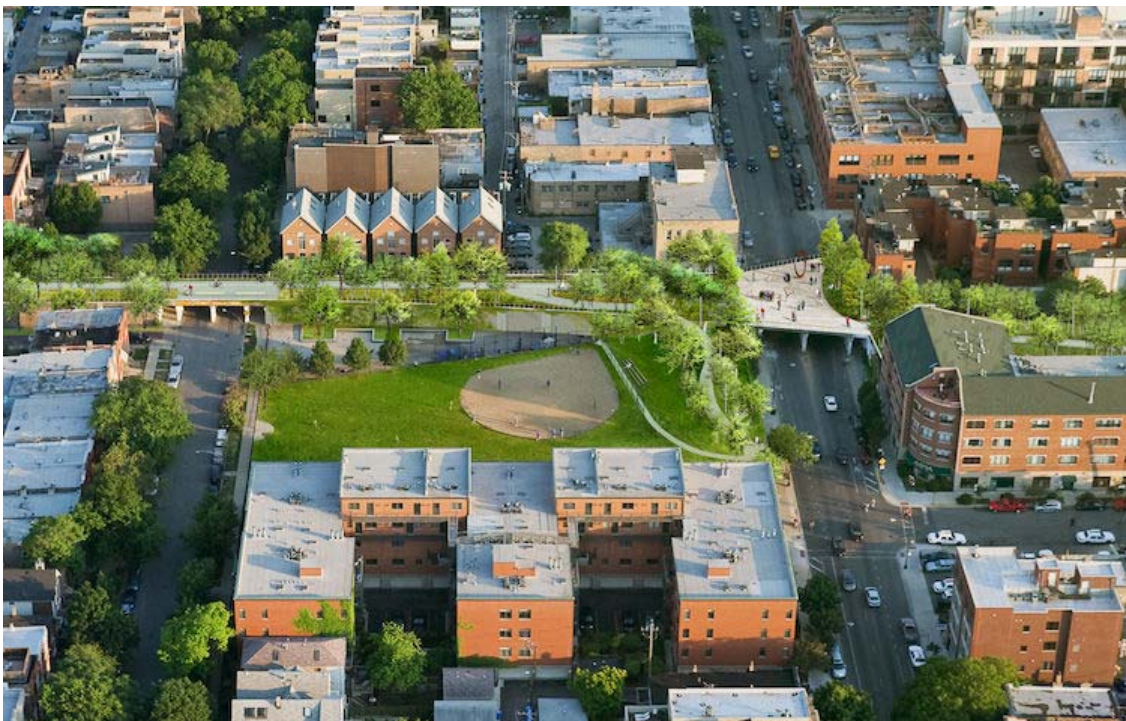
- **Madison's Rail with Trail:** The Greenbush Link is a one-mile segment of Madison, Wisconsin's Southwest Path, the north end of the Badger State Trail. Led by the city's Department of Transportation, the trail corridor features a range of different settings including a parallel rail with trail, rail crossings and bridges. It also links the University of Wisconsin to other destination in the city and region.

*Source: [timages.railstotrails.org/keyword/Badger%20State%20Trail](http://timages.railstotrails.org/keyword/Badger%20State%20Trail)*

- **Charlotte's Trolley Trail:** Charlotte, North Carolina's Lynx Blue Line Rail-Trail is a two-mile urban trail that parallels the Lynx light rail line. The trail is adjacent to higher density residential uses, offices and light industrial buildings and connects neighborhoods in south Charlotte to the city's major event venues and cultural attractions in the Center City. Though the current design consists solely of a paved trail, future plans include additional greenways and park amenities to add to the trail.

## 6. Design Innovations

- **Chicago's 606 Trail:** In Northwest Chicago's Logan Square neighborhood, the city and project partners are transforming a former elevated rail line into a public park and open space. The 606 is a series of six neighborhood parks with the elevated Bloomington Trail as its central focus. Neighbors interest in reusing an elevated rail structure and areas below it for public use emerged in the city's Bike Plan. A group of neighbors, the Friends of the Bloomington Trail, collaborated with the Trust for Public Land to help bring necessary technical expertise to the vision.



Today, the 606 project has wide-ranging support by city agencies, including the Department of Transportation, Cultural Affairs and Special Events, Housing and Economic Development, and others including the Chicago Park District. The \$95 million project is being funded by through a combination of federal, state and local funding, and private and corporate grants and donations.

Source: [www.the606.org](http://www.the606.org)

- **Miami's Underline Park:** In Miami, FL, the Underline will be a series of public parks connected along a 10-mile urban trail below a portion of the city's Metrorail. The planned project will consist of a wide pedestrian path and parallel, separated bike lane. The project will integrate a series of public spaces, art installments and "pop-up" structures that will allow for concessionaires or small businesses, such as a bike tune-up station. The project is the result of a public-private partnership between the Miami-Dade Parks and Transit departments and a local advocacy group, Friends of the Underline.



Source: [www.miamidade.gov/parks/the-underline.asp](http://www.miamidade.gov/parks/the-underline.asp)

- **Seattle's UW Station/Mountlake Boulevard Bike Bridge:** The Seattle-area transit agency, Sound Transit, recently opened a non-motorized bridge that is integrated with a light rail stop, while connecting the University of Washington Campus and providing a safe crossing over a busy thoroughfare. The bridge is part of a larger redevelopment project to improve the design of a disconnected and congested portion of the city, known as the Montlake Triangle.

Source: <https://opb.washington.edu/oua/projects/montlake-triangle-project>

## Trails as opportunities for experiments and art

- **Springboro's Solar Energy:** The City of Springboro, Ohio generates solar energy throughout its park system. What makes the City's system unique is that it allows the public to monitor the use of solar energy at several of its solar installations, allowing the public to observe how much power the system generates, while building awareness of renewable energy.  
*Source: [www.ci.springboro.oh.us/solar-project](http://www.ci.springboro.oh.us/solar-project)*
- **New York's Functional Public Art:** The City of New York has installed water-powered "light reeds" that provide ambient lighting along the city's waterfront. The reeds are powered by a small underwater turbine and move with water current. At Fresh Kills Park, in Staten Island, NY, the City has installed a cluster of multi-colored wind turbines. The installation combines a practical renewable energy resource with innovative public art.



*Sources: [www.treehugger.com/gadgets/current-powered-reeds-illuminate-urban-waterways.html](http://www.treehugger.com/gadgets/current-powered-reeds-illuminate-urban-waterways.html) and [landartgenerator.org/](http://landartgenerator.org/)*

# Implementation

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This section is structured to highlight implementation issues and opportunities in order to support actions that will lead to successful completion of the trail program objectives. Specifically, implementation of the Trail Program requires PRNS to prioritize improvement based on the following.

## Guiding Principles

The trail program is important for many reasons, including the connections it enables between residents, businesses, open space, and communities. Perhaps more valuable than completing a specific number of miles, success for the trail program could be measured based on:

- Supporting recreation, community health and enjoyment of the outdoors;
- Improving access between neighborhoods and to employment; and
- Enhancing community and creates a sense of place.

In developing the Strategic Plan, we have used these guiding principles as the decision-making filters through which various alternatives are considered. These guiding principles are used to prioritize the various implementation actions identified in this Plan.

## Priorities

PRNS has identified 133 miles of potential trails that, when built, will extend trail program access to every corner of the City. Of these 133 miles, there are 100 miles of core trails and 33 miles of edge trails. While all of the trails segments would advance the guiding principles, some have a greater benefit and among those, some have fewer obstacles to implementation. The trail program Prioritization Process measures potential projects against a set of measures, but in general seeks to prioritize trail projects by identifying trails that are “easiest” to develop and having the biggest impact on usage. Implementation of trail segments will be prioritized based on the following five primary considerations:

1. Core Trails;
2. Shared Mission;
3. Gap Closure;
4. Readiness; and
5. Obstacles.

**Core Trails:** Core trails provide critical links between geographic areas of the community and therefore have greater benefit. Often, edge trails duplicate, in a safer more attractive manner, the connectivity functions of the existing road network. While edge trails remain important to the overall network, delayed implementation of these segments wouldn't render the trail network inoperable.

Figure 11: Trail Program Priorities



**Shared Mission:** There is also a hierarchy within the Core Trails. Core trails that fulfill the objectives of other trail partners (e.g. provides critical transportation link, creates a Bay Trail link, etc.) are more likely to secure funding and support. These Core Trails are shown in **bold**.

Table 14: Core Trails and Shared Missions	
Core Trails	Core Trails
(San Francisco) Bay Trail <sup>8</sup>	Canoas Creek Trail
Coyote Creek Trail <sup>9</sup>	<b>Five Wounds Trail</b> <sup>10, 11</sup>
Guadalupe Creek Trail	<b>Highway 237 Bikeway Trail</b> <sup>12</sup>
<b>Guadalupe River Trail</b> <sup>13</sup>	<b>Highway 87 Bikeway Trail</b> <sup>14</sup>
Los Alamitos Creek Trail	<b>Lower Silver Creek Trail</b> <sup>15</sup>
<b>Los Gatos Creek Trail</b> <sup>16</sup>	Silver Creek Valley Trail
Lake Almaden Trail	<b>Thompson Creek Trail</b> <sup>17,18</sup>
	<b>Three Creeks Trail</b> <sup>19</sup>

**Gap Closure:** The measure of gap closure success is the number of miles that become interconnected based on the gap project.

**Readiness:** Projects that have completed the Master Plan process, have CEQA Clearance, and have prepared construction documents that are at least 30% complete should be given priority.

**Obstacles:** If staffing capacity is not adequate to pursue multiple trails at the same time, staff should consider the level of effort needed to overcome construction or regulatory obstacles and make a decision about priorities based on the value of the improvement when compared to the level of effort necessary.

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8 Aligns with ABAG Objectives

9 Multiple segments align with DOT objectives

10 Aligns with DOT – William St. to Maybury Rd./Berryessa BART

11 Five Wounds trail is parallel (redundant?) to Coyote Creek Trail

12 Aligns with DOT Objectives – Great America Parkway to Zanker Rd.

13 Aligns with DOT from Virginia to Chynoweth

14 Aligns with DOT Objectives – Unified Way to Carol Dr.

15 Aligns with DOT Objectives - Coyote Creek Trail /Berryessa BART

16 Reach 5b, c and d align with DOT

17 Aligns with DOT from Quimby Rd. to County Border

18 May also benefit the County because it extends to the County line

19 Segment from Los Gatos Creek to Guadalupe River Aligns with DOT Objectives

## **Implementation Strategies**

The Strategic Plan team has evaluated the functions performed to support trail design, planning and construction, and has evaluated the obstacles associated with facility deployment in order to describe Trail Program needs, identify variables that may be adjusted to support implementation, and provide recommendations to govern Strategic Plan development. This analysis emphasizes Trail Program strengths and past successes to leverage opportunities.

### **Strategy Organization**

The Strategic Plan has identified a large number of opportunities and challenges that fit into the following general issue areas.

- Program Priorities: Focuses on key elements of the San Jose Trail Brand that support other city initiatives including transportation, economic development and public health.
- Scope: Defines the extent of trail types and key elements that comprise the Trail Program for the future.
- Team Composition: Addresses existing Trail Program Partnerships.
- Strategic Alliance: Explores new partnerships including opportunities for expanding and enhancing the roles and relationships between existing partners and the potential for new partners and Trail Program champions.
- Financial Resources: Examines a broad range of funding and financing opportunities.
- Strategic Enhancements: Defines new areas of focus to govern the trail program.

## Decision-Making

The Trail Program will continue working with stakeholders and decision makers to develop implementation strategies in greater detail. The following lists some of the key players that will play a role in various implementation strategies.

Table 15: Implementation Agents		
Policy	Logistics	Regulation
Council (Funding/Policy)	PRNS (Owner)	US ACE (Flood Control)
NSE Committee (Policy)	DPW (Delivery/Development)	U.S. Fish and Wildlife Service and California Department of Fish and Wildlife (Biological)
Parks & Recreation Commission (Policy)	PBCE, PD, FD (Participants)	RWQCB (Water Quality/Resources)
	SCVWD (Land and permits)	BCDC (SF Bay Trail)



# Appendices

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**Appendix A: San José Trail Program Implementation Strategies**

Table A: San José Trail Program Implementation Strategies

Focus Area	Strategic Direction	Actions	Responsibility*	Timing**	Possible Funding***
PROGRAM PRIORITIES	1. Maintain a focused campaign on economic development, particularly tourism.	1.1. Work with partner agencies to make “San Jose – a great trail city” a core branding message to encourage more usage and sustain support for build out of the network. 1.2. Actively engage with hotel associations, convention and visitors’ bureau, business associations and others to make trail access and development an important “selling” feature for business activity in San Jose.	PRNS	2 2	PRNS
	2. Maintain place-making as a Trail Program priority to enhance the user experience	2.1. Develop design guidelines to create gateway elements, promote aesthetic treatments consistent with the trail context, and capitalize on opportunities for public art.	PRNS	2	GF
	3. Fund and program off-street trail activation to address social issues through enhanced connectivity to other recreation facilities and transportation.	4.1. Create alliances of organizations that support trail programming, pop-up events, art installations and other supplement efforts to enrich the community’s experience on existing and future trails. 4.2. Enable private groups and organizations to program trails for a variety of uses.	PRNS	2 2	PRNS
	4. Promote alternative transportation (e.g. trails) as a recruiting asset for businesses and their employees.	1.1. Complete construction of the Santa Clara Valley Loop Trail 1.2. Improve trail connections to transportation facilities (e.g. BART, VTA, Light Rail, etc.) through alliances with DOT for prioritization of on-street projects. 1.3. Continue to collect and report trail use data to support investment decisions.	CC, CM, PRNS	3 4 1 & 4	GF
	5. Support private development of trails through the Urban Villages and other in-fill development.	2.1. Identify trail segments that may be constructed or funded to mitigate development traffic impacts. 2.2. Identify potential connections between private and public trails to expand the trail network.	CC, CM	1 1	GF
SCOPE	1. Plan and construct a well-distributed off-street trail network of between 75 and 150 miles.	1.1. Develop an annual trail deployment plan identifying the actions PRNS will undertake to meet trail program objectives. 1.2. Affirm the commitment to a <b>100-mile urban trail network</b> composed of Core Trails. (21-year implementation with current staffing - 7 years with surge staffing) 1.3. Track and advance development of an additional <b>35 miles of Edge Trails</b> as opportunities arise. 1.4. Commence tracking of new category: <b>Hiking Trails</b> .	PRNS	1 3 – 4 3 – 4 1	Grants Citywide Park Trust Developer Contribution

Table A: San José Trail Program Implementation Strategies

Focus Area	Strategic Direction	Actions	Responsibility*	Timing**	Possible Funding***
	2. Develop signature projects and signature elements to close major gaps and create an iconic image of the trail program	2.1. Establish a work plan for completion of the Santa Clara Valley Trail Loop 2.2. Design, fund and construct the SkyLane (Three Creeks Trail – East) 2.3. Design, fund and construct iconic bridge spans when an alignment crosses a major arterial or highway		1 3	PRNS Grants
	3. Acknowledge and promote the regional systems that links to the City's trail network.	3.1. Report on regional mileage provided by partner agencies (identify as non-San Jose miles). Data will be available in the 3 <sup>rd</sup> Quarter of FY 2016/17. 3.2. Seek recognition of the Santa Clara Valley Loop Trail as a collection of trails of regional significance.	PRNS	1 2	No additional funding required
	4. Establish clear and measurable goals on an annual basis.	4.1. Complete the Guadalupe River Trail 4.2. Complete Coyote Creek Trail 4.3. Complete the Santa Clara Valley Loop Trail 4.4. Establish a <b>trail completion campaign</b> to focus on progress, increase visibility and improve messaging related to program needs and success. On-line progress monitor/accountability tool 4.5. Define the completion goals in context of existing barriers (Flood Control, etc.) so there's a common understanding on timing, challenges, and resource needs.	PRNS	3 3 3 1	PRNS Grants GF
	5. Maintain commitment to high quality design of off-street trail alignments.	5.1. Maintain Class 1 trail standard for all Core and Edge Trails 5.2. Continue to incorporate place-making features and public art in trail designs	PRNS	1 1	PRNS
	6. Maintain the existing trail network.	5.1 Independent of this Strategic Plan, conduct a comprehensive study and assessment of existing trail systems, document the preventative maintenance needs, and the reconstruction needs. 5.2 Secure concurrence from the Budget Office and Council to restore funds for Trail Maintenance and Reconstruction. 5.3 Utilize existing Business Intelligence work products and field staff knowledge to build evidence-based reporting system.	PRNS CC	1 1	GF

Table A: San José Trail Program Implementation Strategies

Focus Area	Strategic Direction	Actions	Responsibility*	Timing**	Possible Funding***
TEAM COMPOSITION	1. Improve the interface between PRNS and regional agencies to facilitate trail program planning and construction.	<p>1.1. Pending creation of a Trail Team, create and staff a sub-regional task force (e.g. County, SCVWD, San José, other cities/regulatory agencies) to facilitate trail program planning and construction. Enter into MOUs, as appropriate, to facilitate interactions.</p> <p>1.2. Supplement external agency resources to ensure adequate capacity (staffing and/or expertise) is available to support Trail Program Objectives.</p>	PRNS	1 4	PRNS PP
	2. Improve the interface between PRNS, DPW and DOT to facilitate trail program planning and construction.	<p>2.1. Take advantage of opportunities to <b>increase collaboration</b> by co-locating trail program staff and other participants (e.g. PRNS staff stationed in DPW or other similar structures).</p> <p>2.2. Create an inter-departmental Trail Program team to work across department boundaries through Capital-funded positions that are not dependent upon grant or non-secure funding sources (Planning, DPW, DOT). Align working responsibilities to high-level administrative duties and problem solving, but not day-to-day project management.</p> <p>2.3. Fund <b>"Surge"</b> capacity increase (until program objectives are under construction) within all relevant City Departments.</p> <p>2.4. Reclassify team lead to a Division Manager-level position in the PRNS organizational structure, with a clearly aligned mandate for trail project delivery.</p>	PRNS CC	1 1 1 1	GF PP
	3. Align staffing resources to match annual mileage goal and technical needs.	<p>3.1. Allocate funds to City staff and consultants to ensure team composition that is adequate to address deployment objectives and technical needs (e.g. architects, engineers) to facilitate design and construction oversight roles.</p> <p>3.2. Hire a <b>grant writer</b> to improve access to larger grant programs (e.g. TIGER) and reduce demands for staff time.</p> <p>3.3. Develop a <b>"roll out" plan</b> to sequence staffing capacity to match the scale of capital improvements.</p>	PRNS CC	1, 4 1 1	PP
STRATEGIC ALLIANCE	1. Develop or broaden role of partner agencies, "friend" groups, and foundations with defined responsibility to assist in leveraging of funds.	1.1. Establish a program of actions for Trail Program "Champions" to pursue in order to increase the role community organizations and corporate partners to play in trail program planning and development.	CM, PRNS	1	GF

Table A: San José Trail Program Implementation Strategies

Focus Area	Strategic Direction	Actions	Responsibility*	Timing**	Possible Funding***
		<p>1.2. Identify funding opportunities (e.g. component naming, or adoption) to increase philanthropic and <b>private partnerships</b> to more effectively leverage public funding.</p> <p>1.3. Mirror the Atlanta PATH model by cultivating an organization with a strong mission to close gaps and support progress on the project.</p>		1	
	2. Strengthen partnerships with key agencies such as SCVWD and USACE.	<p>2.1. Explore opportunities for joint trail agreements to standardize relationships and simplify <b>site control</b> issues with property owner partners.</p> <p>2.2. Adopt MOUs, Design Guidelines, and other similar documents to better define roles and responsibilities between partner agencies.</p> <p>2.3. Supplement partner agency resources (staffing and/or expertise) related to Trail Program projects to expedite the authorization process.</p>	PRNS, PW, CD, CM	1 2 4	GF
	3. Collaborate regularly with the City’s Department of Transportation to pursue established goals. (Trail projects of mutual benefit, sign on-street routes as interim measures, etc.).	<p>3.1. Prepare an inventory showing where DOT bike lanes and PRNS Trails interface. Consider a champion role for DOT for interface projects.</p> <p>3.2. Prioritize Trail Program projects that share a mission with DOT objectives and for funding and implementation pursuits.</p>	PRNS / DOT	1 4	PRNS
	4. Regularly engage leadership from other City Departments (e.g. planning, public works, DOT) to identify Trail Program Champions, allocate resources, resolve conflicts, and develop guidance for Trail Program implementation.	<p>4.1. Employ an inter-agency <b>Task Force</b> approach to resolving thematic challenges. This team will be responsible for trouble shooting and resolving conflicts, particularly those related to common or repetitive issues.</p> <ul style="list-style-type: none"> <li>- Riparian trails</li> <li>- Utility/Rail line trails</li> <li>- Unique/Challenging issues</li> </ul> <p>4.2. Capitalize on the <b>development review</b> process to ensure that trail plan and alignment needs are addressed during the entitlement process.</p>	PRNS DPW DOT Planning	1	GF
	5. Create educational media for stakeholders to better understand project challenges and long development cycle.	<p>5.1. Build upon the existing Social Media efforts (e.g. Twitter, Instagram and Periscope @SanJoséTrails) to engage and regularly update Trail Program stakeholders on progress and initiatives.</p> <p>5.2. Engage new staff or external champions to create recreation, business and tourism-focused content</p>	PRNS	4 4	PP GF

Table A: San José Trail Program Implementation Strategies

Focus Area	Strategic Direction	Actions	Responsibility*	Timing**	Possible Funding***
FINANCIAL RESOURCES	1. Establish a broad source of dependable funding sources (e.g. general fund, bonds, earmarks, etc.).	1.1. On an annual basis, allocate funding to match trail program objectives from the following sources: <ul style="list-style-type: none"> <li>- Construction and Conveyance</li> <li>- Park Trust Fund</li> <li>- Park Impact Fees</li> </ul>	CC, CM, PRNS	1 & 4	GF
	2. Facilitate grant pursuits.	2.1. Develop trail program statistics, images and messages to support grant pursuits. 2.2. Prioritize grant program pursuits that fund multiple, cross-agency objectives (e.g. public health, transportation, recreation, water quality, air quality, etc.). 2.3. Identify (or hire) grant-writing champions to prioritize grant pursuits, enhance relationships with granting organizations, and establish strategic pursuits. 2.4. Annually, authorize grant pursuits and create a <b>"matching fund"</b> (\$10 M) to facilitate grant applications.		1 & 4  1  1 & 4  1 & 4	PRNS Grant
	3. Secure commercial development support for trail projects.	3.1. Expand the development impact ordinance to include <b>non-residential</b> support for trails. 3.2. Apply <b>transportation funds</b> to trail improvements that enhance transportation and encourage increased bicycle ridership (mode shift).	CC, CM	2  1	PRNS
	4. Increase the role of non-profit partners (e.g. San José Park Foundation, Guadalupe River Park Conservancy, Rails to Trails, etc.) to become Trail Program Champions to support completion of the 100-mile network.	4.1. Establish well-publicized funding targets for Signature Trail projects. 4.2. Create an annual work plan that includes actions non-profit partners can take to support the Trail Program. 4.3. Develop or modify policies for recognition of public facilities. Develop meaningful opportunities for recognition while preserving the quality and character or natural spaces. 4.4. Define sponsorship opportunities for trails where there is high certainty about schedule of delivery on projects on City lands.	CM	2 1 & 4 2 1	PRNS

Table A: San José Trail Program Implementation Strategies

Focus Area	Strategic Direction	Actions	Responsibility*	Timing**	Possible Funding***
STRATEGIC ENHANCEMENTS	1. Leverage trails to create a sense of place for San José (with iconic bridges, access to destinations, recurring design features. Engage private foundations and other champions for support with cost difference over conventional “off-the-shelf” solutions (Tucson’s Rattlesnake Bridge, Cupertino’s Mary Avenue Bridge, Redding’s Sundial Bridge).	1.1. Establish support for large-scale placemaking efforts. 1.2. Convey to staff that plan new projects and engage with the community that the Council supports limited use of architecturally significant bridges, aerial trails in limited instances, and completion of large loops, such as the Silicon Valley Loop trail.	PRNS	2 4	GF
	2. Integrate the off-street trails to on-street trails, with intent of reinforcing connections to destinations.	2.1. Identify potential connections between off- and on-road trails.	PRNS	1	GF
	3. Pursue a large-scale innovative project.	3.1. Leverage an innovative project to reinvigorate community support for the program (e.g. NYC Highline, Redding’s Sundial Bridge as examples).	PRNS DP	4	GF
	4. Make trails more accessible.	4.1. Create additional trail access points; particularly on levee trail systems, so that they are spaced no more than a mile apart.	PRNS	4	GF

\* Responsible Department: CC = City Council; CD = Community Development; CM = City Manager, PRNS = Parks, Recreation & Neighborhood Services, PW = Public Works

\*\* Timing: 1 = Short-Range (1-2 years), 2 = Mid-Range (3 - 4 years), 3 = Long-Range (5-8 Years), 4 = On-going

\*\*\* Funding: GF = General Fund, PP = Private & Philanthropic Partners, PRNS = C & C, PTF & Impact Fee Funds. Grant = Grant Funding

## Appendix B: Trail Grant Program Monitoring

Table B: Trail Grant Program Monitoring				
Program - Agency	Website	Match	Purpose	Type of Funding
Priority Development Area (PDA) Planning Program- MTC	<a href="http://mtc.ca.gov/planning/smart_growth/stations/pda.htm">mtc.ca.gov/planning/smart_growth/stations/pda.htm</a>	None	Development of trails within PDA zones.	State
Habitat Conservation Fund - California State Parks	<a href="http://www.parks.ca.gov/?page_id=21361">www.parks.ca.gov/?page_id=21361</a>	50% Match (non-state funds)	Acquisition and development of trails.	State
Highway Safety Improvement Program (HSIP)- Caltrans	<a href="http://www.dot.ca.gov/hq/LocalPrograms/hsip.htm">www.dot.ca.gov/hq/LocalPrograms/hsip.htm</a>	10%	Development of bicycle/pedestrian pathway or trail that corrects or improves safety.	Federal
California River Parkways Grant Program – State of California	<a href="http://resources.ca.gov/bonds_prop40.html">resources.ca.gov/bonds_prop40.html</a>	Yes	Development of outdoor recreation.	State
Transportation for Livable Communities - MTC	<a href="http://www.mtc.ca.gov/planning/smart_growth/tlc/">www.mtc.ca.gov/planning/smart_growth/tlc/</a>	Yes; 10% Local (non-BTA source).	Development of trails with very strong link to transit and land use.	State
TDA - MTC	<a href="http://www.mtc.ca.gov/funding/STA-TDA">www.mtc.ca.gov/funding/STA-TDA</a>	No	Pedestrian and bicycle projects like trails.	State
Technical Assistance Program	<a href="http://www.nps.gov/ncrc/programs/rtca">www.nps.gov/ncrc/programs/rtca</a>		Technical Assistance for project development.	Federal
San Francisco Bay Trail Project	<a href="http://baytrail.abag.ca.gov/grants.html">baytrail.abag.ca.gov/grants.html</a>		Development of SF Bay Trail segments.	State
California State Coastal Conservancy	<a href="http://scc.ca.gov/category/grants/">scc.ca.gov/category/grants/</a>		Building trails and stairways and by acquiring land and easements.	Conservancy
California State Parks - Office of Grants & Local Services	<a href="http://www.parks.ca.gov/?page_id=1008">www.parks.ca.gov/?page_id=1008</a>	Maximum grant amount cannot exceed 50% of project cost	Park development and community revitalization in underserved communities.	State
Partnership Planning for Sustainable Transportation	<a href="http://www.dot.ca.gov/hq/tpp/grants.html">www.dot.ca.gov/hq/tpp/grants.html</a>	20%	Context Sensitive Planning. Lead to programming and implementation of transportation improvement projects.	State
Safe Routes to School	<a href="http://www.sccgov.org">www.sccgov.org</a>	11.47%	Projects that promote walking, biking, transit to school. .	Federal
Peninsula Open Space Trust (POST)	<a href="http://www.openspacetrust.org">www.openspacetrust.org</a>		Land acquisition, trail development	Local
TFCA	<a href="http://www.baaqmd.gov/grant-funding">http://www.baaqmd.gov/grant-funding</a>	None	Development of trails	Regional
Cap and Trade	<a href="http://www.arb.ca.gov/cc/capandtrade/capandtrade.htm">www.arb.ca.gov/cc/capandtrade/capandtrade.htm</a>			State
CDBG	<a href="mailto:HousingGrantsAdmin@sanJoseca.gov">HousingGrantsAdmin@sanJoseca.gov</a>			City
CATC	<a href="http://www.catc.ca.gov/programs/ATP.htm">www.catc.ca.gov/programs/ATP.htm</a>	11.47% match	Advance the active transportation efforts of regional agencies to implement SB 375	State
One Bay Area	<a href="http://www.mtc.ca.gov/funding/onebayarea/">www.mtc.ca.gov/funding/onebayarea/</a>			State
TIGER	<a href="http://www.dot.gov/tiger">www.dot.gov/tiger</a>	Funds may be used for 80% of project costs	The TIGER program enables DOT to examine a broad array of projects	Federal



Table B: Trail Grant Program Monitoring

Program - Agency	Website	Match	Purpose	Type of Funding
SCVWD 2000 Clean, Safe Creeks and Natural Flood Protection program.	<a href="http://www.valleywater.org/Services/ComprehensiveStewardshipGrant.aspx">www.valleywater.org/Services/ComprehensiveStewardshipGrant.aspx</a>	25% or more	Development of trails	Local
TAP	<a href="http://www.fhwa.dot.gov/map21/guidance/guidetap.cfm">www.fhwa.dot.gov/map21/guidance/guidetap.cfm</a>	Local match	Development of pedestrian and bicycle facilities	Federal

## Appendix C: Strategic Alliances

Table C: Strategic Alliances			
Project	Alliance	Opportunity	Example
SF Bay Trail	ABAG	Funding, champion, lobbying	\$95,000 grant for Bay Trail Reach 9B Feasibility Study
High visibility trail projects	SCC-OSA	Access to 20% Funding, Measure Q funds and other	North San José projects
High visibility trail projects	POST		North San José projects
"Barrier" projects	SJ-DOT	Develop trails at sites that are otherwise not accessed via on-street bikeways	Chynoweth Avenue Pedestrian Bridge
Bay Area Ridge Trail (Coyote Creek, Penitencia Creek)	BARTC – Coastal Conservancy	Funding	\$250,000 grant offered for Coyote Creek Trail (Story-Phelan)
Five Wounds Trail	VTA, County, OSA	Land for sale, funding	Seek to acquire excess lands from BART development
Shoreline preservation	Coastal Conservancy	Funding	\$120,00 funding offered for acquisition of 40 acres along Coyote Creek
Flood control projects	SCVWD / Army Corps	Trails upon maintenance roads	Lower Guadalupe River Trail, Coyote Creek Trail
Smart Phone App	Transit & Trails	Supply data, App hosts and provided public content	Transit & Trails App (iTunes and Android)
Health Care Industry			
SV Tech Industry	Various companies	Supporter for trail development, trail connections	Exploring partnership opportunities. Have secured volunteer support.
Convention & Visitors		Public information	Promote trail usage, maps
Downtown Association		Public information	Promote trail usage, maps
Hotel industry		Public information	Promote trail usage, maps
San José Trails	SJ Parks Foundation	Funding	
San José Trails	Residential Developers	Neighborhood-adjacent trail development (condition of Parkland Agreements)	Silver Creek Valley Trail, Communications Hill Trail

**Appendix D: Supplemental Staffing Needs Forecast**

Table D: Supplemental Staffing Needs Forecast														
	Year 1		Year 2		Year 3		Year 4		Year 5		Year 6		Year 7	
	FTE	Cost	FTE	Cost	FTE	Cost	FTE	Cost	FTE	Cost	FTE	Cost	FTE	Cost
PRNS														
Senior Analyst		\$0	1	\$147,327	1	\$147,327	1	\$147,327		\$0		\$0		\$0
Planning Technician		\$0	1	\$93,507	1	\$93,507	1	\$93,507	1	\$93,507	1	\$93,507	1	\$93,507
Planner III		\$0	1	\$143,084	1	\$143,084	1	\$143,084	1	\$143,084	1	\$143,084	1	\$143,084
Landscape Architect		\$0		\$0		\$0		\$0		\$0		\$0		\$0
Park Manager	1	\$197,059		\$0		\$0		\$0		\$0		\$0		\$0
Division Manager	1	\$213,596	1	\$213,596	1	\$213,596	1	\$213,596	1	\$213,596	1	\$213,596	1	\$213,596
<b>PRNS Total</b>	<b>3</b>	<b>\$454,430</b>	<b>3</b>	<b>\$454,430</b>	<b>3</b>	<b>\$454,430</b>	<b>3</b>	<b>\$454,430</b>	<b>2</b>	<b>\$307,103</b>	<b>2</b>	<b>\$307,103</b>	<b>2</b>	<b>\$307,103</b>
DPW														
Associate Landscape Architect		\$0		\$0		\$0		\$0	1	\$155,562	1	\$155,562	1	\$155,562
Senior Landscape Architect		\$0	1	\$189,041	1	\$189,041	1	\$189,041	1	\$189,041	1	\$189,041	1	\$189,041
Associate Engineer	1	\$162,771	1	\$162,771	1	\$162,771	2	\$325,542	2	\$325,542	2	\$325,542	2	\$325,542
<b>DPW Total</b>	<b>0</b>	<b>\$0</b>	<b>1</b>	<b>\$162,771</b>	<b>1</b>	<b>\$162,771</b>	<b>2</b>	<b>\$325,542</b>	<b>3</b>	<b>\$466,878</b>	<b>3</b>	<b>\$466,878</b>	<b>3</b>	<b>\$466,878</b>
Consultant Budget														
Technical/Environmental		\$250,000		\$500,000		\$750,000		\$750,000		\$750,000		\$500,000		\$500,000
Specialists (e.g. Grants, Acquisition)		\$250,000		\$250,000		\$500,000		\$500,000		\$250,000		\$250,000		\$0
<b>Consultant Total**</b>	<b>0</b>	<b>\$500,000</b>	<b>0</b>	<b>\$750,000</b>	<b>0</b>	<b>\$1,250,000</b>	<b>0</b>	<b>\$1,250,000</b>	<b>0</b>	<b>\$1,000,000</b>	<b>0</b>	<b>\$750,000</b>	<b>0</b>	<b>\$500,000</b>
<b>TOTAL</b>	<b>3</b>	<b>\$954,430</b>	<b>4</b>	<b>\$1,367,201</b>	<b>4</b>	<b>\$1,867,201</b>	<b>5</b>	<b>\$2,029,972</b>	<b>5</b>	<b>\$1,773,981</b>	<b>5</b>	<b>\$1,523,981</b>	<b>5</b>	<b>\$1,849,309</b>
												<b>Total</b>	<b>\$12,945,162</b>	
												<b>Average</b>	<b>\$1,541,535</b>	

\*Salaries as of 2/12/16 are in excess of current staffing levels

\*\*Estimated increase above existing consultant/contracting expenses