

COUNTY OF SACRAMENTO
CALIFORNIA

For the Agenda of:
July 28, 2016

To: Recreation and Park Commission
From: Department of Regional Parks
Subject: Conditional Approval Of Off-Paved Trail Cycling Pilot Program

Supervisory
District: Serna

Contact: Mikki McDaniel, (916) 875-0283, Liz Bellas, (916) 875-5925

Overview:

The American River Parkway Plan (Parkway Plan) provides the goals, policies, and permitted uses within the boundaries of the American River Parkway. The Off-Paved Trail Cycling Pilot Program (pilot program) proposes the opening of maintenance and firebreak roads to off-paved trail cyclists in Woodlake and Cal Expo areas of the American River Parkway for a three-year period as allowed by the Parkway Plan. Off-paved trail cycling is an allowed use under certain policy criteria included in the Parkway Plan, Policy 5.17 a-f. The attached pilot program documents include an Implementation Plan, American River Parkway Plan Consistency Analysis, and proposed trail maps.

Measures/Evaluations

The proposed action fits into the “Sustainable and Livable” County Strategic Objective and supports Regional Parks stated Performance Measure:

To provide safe, accessible, and clean recreational facilities for Park users (County of Sacramento residents, residents/visitors from nearby counties, and tourists).

Recommendation:

Approve the pilot program with the following condition: The Department of Regional Parks shall find outside funding or receive an additional budget allocation from the Board of Supervisors for the pilot program for costs as listed in the American River Parkway Plan Consistency Analysis, Table: Departmental Impacts.

Fiscal Impact:

Staffing costs related to the pilot program implementation can be accommodated within the current operational budget. The estimated cost for elements other than staffing ranges from \$5,041 to \$21,321 for the first year of the pilot, for a total of \$5,041 to \$44,581 over the three year pilot period. The Department will seek outside funding or an additional budget allocation from the Board of Supervisors as a condition of program approval.

BACKGROUND

Over the last ten years, the possibility of off-paved trail cycling in the American River Parkway has been discussed by stakeholders, but not implemented. Beginning in January 2016, the Department of Regional Parks, in an effort to carry out the goals of the Parkway Plan, have conducted planning, reached out to stakeholders, and prepared the necessary documents and analysis for a pilot program to determine the viability of off-paved trail cycling in the Parkway.

Staff wrote the following pilot program guiding documents: Off-Paved Trail Cycling Pilot Implementation Plan, American River Parkway Plan Consistency Analysis, and Proposed Trail Maps. The Implementation Plan outlines how the program will be executed. The Consistency Analysis provides the overall policy description for off-paved trail cycling as required by the Parkway Plan and the Parkway Plan Final Environmental Impact Report and details to ensure the conditions of the Parkway Plan are met. Maps show the pilot program areas, Cal Expo and Woodlake, proposed off-paved trails, and signage. To review specific goals and policies of the American River Parkway Plan as they pertain to the pilot program, see the Consistency Analysis.

If the pilot program is approved, environmental and operational monitoring plans as described in the Implementation Plan will be used to guide data collection and program evaluation over the three-year pilot period and after close-out. This information will be used to determine if the pilot program is successful, and will guide the Department's decision to request that the pilot program become permanent. Making the off-paved cycling trail permanent will require an Area Plan Map Amendment and approval of the Board of Supervisors.

Version 1 – March 14, 2016 of the pilot program documents were drafted based on the policies of the Parkway Plan, Parkway Plan Final Environmental Impact Report, and field review of the pilot areas. A public workshop was held and comment on the pilot program documents was received. The pilot program documents were revised based on public comment and version 2 - April 4, 2016 of the pilot program documents was shared with the public. A second round of comments was received and used to revise documents for version 3, or the final draft of the documents. The final pilot program documents were submitted to the American River Parkway Advisory Committee (ARPAC) on June 17, 2016 and received endorsement from all five committee members present at the meeting, however, quorum was not reached, and formal action was not taken. The pilot program documents are now being submitted for a decision by the Recreation and Park Commission (RPC). The Department has determined that approval of the pilot program rests with the RPC, as the pilot program is allowed under policy 5.17, and does not require an Area Plan Map Amendment unless the use is made permanent.

DISCUSSION

The off-paved trail cycling pilot program is a sanctioned use in the Woodlake and Cal Expo areas, if the Parkway Plan policies 5.17 a-f are met.

The staff recommendation is for approval with the following condition:

The Department of Regional Parks shall find outside funding for the pilot program for costs as listed in the American River Parkway Plan Consistency Analysis, Table: Departmental Impacts.

- *February 11, 2016: Draft Off-Paved Trail Cycling Implementation Plan, Analysis, and Proposed Trail Maps*

The Department of Regional Parks posted the draft Off-Paved Trail Cycling Implementation Plan, American River Parkway Plan Consistency Analysis, and Trail Maps on February 11, 2016 to the County public meeting agenda website.

- *February 19, 2016: ARPAC Workshop –Public Comment*

An American River Parkway Advisory Committee Workshop was organized and held on February 19, 2016 to discuss the proposed off-paved trail cycling pilot and documents. The Department invited the public through email notification, early mail notification to property owners within 500 feet of the program area, and posted the meeting notice on the County's website. 59 people attended the workshop. Participants gave feedback at stations on four themes: education and enforcement, financial sustainability, trails and access, and environment. Over 100 unique comments were received through the workshop, emails, and phone calls.

Based on public comment, the following major changes were made to the pilot program documents:

- Trail Maps, version 2 – removed proposed trail through Nature Study Area in Cal Expo
 - Implementation Plan, version 2 – added protocol for trail closures during wet condition, trail information and rules, notification for trail closures, added wildlife as an issue to the environmental monitoring plan, added trail counts
 - Analysis, version 2 – added pilot description, added more Parkway Plan policies, area plan descriptions, description of firebreaks, land use descriptions, public access, disabled accessibility, updating area plan process; added table of costs for signs and user counts, added table of impacts to other users
- *April 6, 2016: Revised Drafts of the Off-Paved Trail Cycling Implementation Plan, Analysis, and Trail Maps*

The Department of Regional Parks posted version 2 of the Off-Paved Trail Cycling Implementation Plan, American River Parkway Plan Consistency Analysis, Trail Maps, and a map of the proposed trails overlaid with the American River Parkway Plan area maps on April 6, 2016. The Department accepted further public comment through April 20, 2016.

Using public and ARPAC comments, the pilot documents were revised and finalized. The major changes in version 3, or the final pilot documents, include:

- Final Trail Maps – added two segments of off-paved trails on existing maintenance roads connecting proposed trails to paved trail parallel to railroad between Cal Expo and Woodlake areas
- Final Implementation Plan - revised trail information, added sign examples, added operational monitoring plan, added illegal camping debris to environmental monitoring plan
- Final Analysis – added analysis of section of proposed trail shared between equestrians, maintenance vehicles, and if pilot is approved, cyclists; added number of parking spaces, discussed Northgate parking lot use, expanded analysis

on homeless encampments, added potential costs for environmental and operational monitoring management plans.

- *June 17, 2016: ARPAC Meeting*

The final pilot documents were brought to ARPAC for recommendation to the RPC. Quorum was not reached at the meeting, and formal action was not taken. A straw poll was taken by the five members present, and all were in favor of the pilot program. Chris Lewis, ARPAC committee member, who was not present, provided a comment letter opposing the pilot program.

Comments from ARPAC included:

- Will mountain bikers ride on trails on rainy days?
 - Several members of the public spoke in response. All concluded no, cyclists would not ride during wet conditions.
- The wet trail closure protocol is included in the analysis.
- The cost of monitoring should not be a requirement of the program. Feel it sets an expensive precedent should an effort be made after the conclusion of the pilot to make off-paved trail cycling permanent in the future, which is likely.

15 members of the public were present and provided testimony in favor of the program.

MEASURES/EVALUATIONS

The proposed action fits into the “Sustainable and Livable” County Strategic Objective and supports Regional Parks stated Performance Measure:

To provide safe, accessible, and clean recreational facilities for Park users (County of Sacramento residents, residents/visitors from nearby counties, and tourists).

FINANCIAL ANALYSIS

Staffing costs related to the pilot program implementation can be accommodated within the current operational budget. The estimated cost for elements other than staffing ranges from \$5,041 to \$21,321 for the first year of the pilot, for a total of \$5,041 to \$44,581 over the three year pilot period. The Department will seek outside funding or an additional budget allocation from the Board of Supervisors as a condition of program approval.

Respectfully submitted,

MIKKI MCDANIEL, Associate Planner
Department of Regional Parks

1. ATT1 Implementation Plan –v4, American River Parkway Plan Consistency Analysis –v4, Trail Maps – v3 (tracked changes)
2. Final Implementation Plan, Final American River Parkway Plan Consistency Analysis, Final Trail Maps (clean copy)

3. Public and ARPAC Comment – February 10-July 21, 2016

Regional Parks Department
Jeffrey R. Leatherman, Director



County of Sacramento

Divisions
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Leisure Services
Maintenance
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American River Parkway Plan Off-Paved Trail Cycling Pilot Implementation Plan

The Off-Paved Trail Cycling Implementation Plan is the guiding document for the off-paved trail cycling pilot program which will allow cyclist use of unpaved maintenance roads and emergency roadways in the lower reaches of the American River Parkway (ARP).

I Responsibility

The Off-Paved Trail Cycling Implementation Plan will be the responsibility of the Sacramento County Department of Regional Parks. The term Parkway Manager refers to the Sacramento County Board of Supervisors and the day to day responsibilities for management of the Parkway has been delegated to the Department of Regional Parks.

II Goal

It is the goal of the Parkway Manager to promote stewardship for the Parkway through enhanced knowledge and familiarity with the Parkway's resources and attributes, and to grow a new generation of Parkway stewards by introducing them to healthy, active pursuits within the Parkway.

III Purpose

The purpose of this pilot program is to fulfill conditions for permitting off-paved trail bicycle use as per the Parkway Plan Policy 5.17a-f. Off-paved trail bicycle use may be further expanded to other areas of the Parkway after a three-year trial period and evaluation (ARPP, 2008, Policy 5.17.1).

IV Design

The pilot trails use existing maintenance and fire roads in the Cal Expo and Woodlake areas of the American River Parkway for off-paved trail cycling. Off-paved trails refers to unpaved, authorized maintenance and emergency roads. The off-paved trail system has been surveyed by Parkway Manager staff for blind curves, intersections, and other areas of potential safety concern. No safety issues were identified.

Parking will be provided at the following locations:

- Woodlake: Camp Pollock parking lot

- Cal Expo: on street parking on Ethan Way from Hurley Way south to the beginning of the American River Bike Trail.

Information on the location of designated parking will be included on signs at access points and trail maps.

Signs posted at all access points to the maintenance roads will state that bicycles are not permitted on the roads when the roads are wet from recent rain.

Protocol to Close Off-Paved Trails During Wet Conditions

When precipitation reaches 0.25 inch in any 24 hour period (from the ARW gauge, below), off-paved trails will be closed to bicycles.

Precipitation data available on the California Data Exchange Center website (<http://cdec.water.ca.gov>) will be used (note: daily precipitation will differ than the total from any 24 hour period). The Arden Way (ARW) gauge placed at the station on Arden Way between Howe Avenue and Bell Street. This gauge will be used as a surrogate for the park even though elevation or field conditions on individual trails or parts of the course may be very different.

Generally, the closure policy will be applied once a day before 11 am. However, Staff is provided discretion to close trails when the 24-hour precipitation total crosses the 0.25” threshold value and/or rain is forecasted.

Standard Operating Procedure for Estimating Precipitation in Cal Expo and Woodlake

1. Navigate to <http://cdec.water.ca.gov/queryTools.html>, under Current and Historical Data , Single Station choose Real-time. Search for “ARW”.
2. Click the link to Real-Time ARW data.
Review RAIN TIP, the bottom table for Sensor #1827, for amount of rain in inches by day and hour of day.
3. Record the latest value (in inches) in the first column “Inches” and note the time of that reading.
4. Click on the “earlier” icon and locate the entry 24 hours prior to the value from Step 3.
5. Subtract the earlier value from the later value to obtain the depth of precipitation (in inches) for the previous 24-hour period. This value will serve as a best estimate for the amount of precipitation in the Cal Expo and Woodlake areas.

Note: The ARW Arden Way station is located approximately 1.3 miles from Cal Expo and 3.3 miles from Woodlake. This station represents the closest publicly accessible precipitation gauge to the Cal Expo and Woodlake areas.

Table 1: Description of Precipitation Station

Station ID	ARW	Elevation	35' ft
River Basin	AMERICAN R	County	SACRAMENTO

Hydrologic Area	SACRAMENTO RIVER	Nearby City	SACRAMENTO
Latitude	38.59600	Longitude	-121.41300
Operator	Sacramento County	Data Collection	DATA XCHG-NWS

Following any rain event, trails shall remain closed for at least one day after the event. If the day after the rain event, there is a high (70% or higher) possibility of precipitation, the trails shall remain closed for another day. While staff will continue to evaluate and monitor site conditions, there will still be times when a judgment call has to be made based on both observations and data.

V Education

The Parkway Manager will implement a comprehensive plan of signage, map distribution, and public outreach, including:

Kiosks: The Parkway Manager will improve and utilize the existing four-sided kiosk at the Ethan Way trailhead as a focal point of off-paved trail cycling information. The Parkway Manager will also post and regularly update information at the Northgate/160 trailhead and the mid-Woodlake kiosk.

Directional and Enforcement Signs: The Parkway Manager find outside funding for, and install enforcement and directional signs throughout the program area designed to keep users on designated trails and out of sensitive areas within the program area.

Printed Materials: The Parkway Manager will find outside funding for, and distribute printed brochures containing:

- A map which shows the layout of the trail network
- A map which places the trail network in the context of the Parkway
- The rules of the trail network
- Pilot period and prohibition on riding on wet trails
- Information about the natural features of the Parkway
- Emergency contact information

These materials will be distributed at kiosks, at bicycle shops, and at other suitable locations.

The following is an example of a trail rules sign and is subject to further development.

Trail Information and Rules for Sign at Trailheads

Welcome to the Cal Expo and Woodlake Off-Paved Trail Cycling Pilot Program!

The pilot program opens the Cal Expo and Woodlake areas to off-paved trail cycling for a three-year trial period.

Pilot Period: TBD

Please be responsible. Have fun, stay on designated trails, and do your part to help make this program a success.

Trail Rules

Access	Safety	Usage
<ul style="list-style-type: none"> • Obey all signs and barriers • Do not enter a “no trail” or “closed” area 	<ul style="list-style-type: none"> • Cyclists and hikers yield to equestrians when sharing the trail or at trail crossings. • Communicate your presence 	<ul style="list-style-type: none"> • Stay on designated trails • Building features and trails is prohibited • No riding on wet trails

Soft Surface Trail Information

Skill level: Easy

Average Grade: $\leq 5\%$

Obstacles: infrequent and insubstantial

Looking for more of a challenge? Try Township 9 Bike Park, a six acre pump track, at North 7th Street between the Two Rivers Trail and Richards Blvd.

PARK RANGER DISPATCH

EMERGENCY	911
NON-EMERGENCY	(916) 875-7275 (PARK)

-OR-

www.sacparks.net

SACCOUNTY 311 CONNECT

Are trails open? Know before you go.


Visit sacparks.net.


How are we doing? Take a survey.

For questions or comments, please contact the Sacramento County Department of Regional Parks at (916) 875-7275 (PARK).

Other signs: The Parkway Manager will provide signage in other parts of the Parkway where the Parkway Manager determines trail use is causing environmental damage. These may include printed map signs which are suitable for insertion into existing kiosks anywhere on the Parkway or physical barrier signs to keep riders out of sensitive or non-approved trails. These signs shall inform potential users of the existence and location of the legal riding network, point out their current location, and state that riding anywhere else is unlawful. At present, signs prohibiting off-paved trail cycling signs are in place throughout the Parkway using Carsonite signs. Table 2 below shows examples of the type of signs that may be used for the pilot.

Table 2: Sign Examples

Sign	Purpose
	Yield
	Cycling Permitted
	Equestrians/Hikers Only
<Graphic in design>	Pedestrians Only
<Graphic in design>	No cycling permitted

	Block informal trail
<Graphic to be designed>	Trail Information and Rules

In addition to the existing signs, the following steps will be taken in order to reinforce public understanding that off-paved trail cycling is not allowed in other areas of the Parkway:

- Update the Regional Parks webpage (sacparks.net)
- Update the Regional Parks Facebook Page (<https://www.facebook.com/SacRegionalParks>) and Twitter Account (<https://twitter.com/sacregionalpark>)

The updates will occur prior to the pilot opening and as necessary as the pilot progresses at the discretion of the Parkway Manager.

During wet trail conditions, temporary closure signs will be posted and notification will be sent as outlined below.

Notification

Once the trail status changes, staff will update:

1. Trail status signs at key access points.
2. Ranger, maintenance, and administrative staff who take calls or interact directly with the public.
3. The Regional Parks webpage, (sacparks.net)
4. The Regional Parks Facebook Page (<https://www.facebook.com/SacRegionalParks>) and Twitter Account (<https://twitter.com/sacregionalpark>).

Organized Group Rides

Groups may organize regular group rides in the program area to promote responsible ridership, knowledge of and respect for the Parkway environment, and to increase the stakeholder base of Parkway and program supporters. Rides will be subject to the Parkway Manager's event permitting restrictions depending on the size and nature of the group ride. Potential group ride opportunities include:

- High school mountain biking club rides
- Family rides
- Women-only rides
- Kids' rides (including National Take a Kid Mountain Biking Day events)
- Beginner's rides

- Skills clinics
- Educational events between equestrians and cycling groups

Enforcement

Park rangers assist the public in the use of recreation facilities, protect parks and their natural resources, and patrol parks to ensure public safety. For the pilot program, rangers will continue to issue warnings and citations for cycling on non-designated trails within the pilot areas and for all off-paved trail cycling outside of the pilot areas in the Parkway.

VI Environmental and Operational Monitoring

The off-paved trails will use existing maintenance roads and fire roads.

Prior to the opening of the trail network, the Parkway Manager will identify environmentally sensitive zones within the program area, and other areas, and document the environmental condition of these areas. Documentation shall consist of digital photographs and captions identifying the location of the photograph.

For the pilot program, the Parkway Manager will be responsible for environmental monitoring of the designated, unpaved trails, with assistance from volunteers. Mitigating impacts of off-paved trail cycling in other areas of the American River Parkway shall remain the responsibility of the Parkway Manager.

The Parkway Manager's maintenance and ranger staff will regularly patrol the trail network and will report and address trail maintenance and public safety issues. Volunteers will also report trail maintenance and public safety issues to the Parkway Manager as they are identified.

If areas of environmental impact are found, the Parkway Manager will document those impacts. If identified by volunteers, they shall document those impacts and report them to the Parkway Manager. Trail cameras may be installed and used to monitor authorized and unauthorized trail use.

When available, the basis for assessing environmental damage to the areas shall be comparison to the photographic documentation originally submitted at the onset of legal riding on the trail network. If no documentation is available, the Parkway Manager shall consider proximity to neighborhoods, illegal camping and other activities before making a determination that the damage is related to the program.

When environmental impacts are confirmed, the Parkway Manager will evaluate the impact, its significance, and determine an appropriate course of action, which could range from a plan to prevent future impacts and correct any damage to immediate closure of the pilot program. Documentation of the damage and the remediation shall be made using digital photographs. Table 1 below summarizes the issues that will be monitored, methods of evaluation, and monitoring action and frequency.

Table 3: Environmental Monitoring Plan

Issue	Notes	Evaluation Method	Monitoring Action and Frequency
Erosion		- Parks maintenance staff inspection.	Inspect twice yearly, once in September and May
Damage to vegetation	Plants of particular concern: <ul style="list-style-type: none"> - Elderberry bush - Oak trees - Cotton-wood trees - Willow trees 	- Parks maintenance staff inspection. - User observations. - Photos at key locations.	Inspect twice yearly, once in September and May
Wildlife	-Ensure habitat connectivity and wildlife travel corridors -Reports of wildlife issues	Possible measures could include: <ul style="list-style-type: none"> - Number of unauthorized trails or features identified - Number of unauthorized trails blocked off - Number of reports 	Respond as reports are made.
Illegal Camping Debris	Illegal camp removal	Number of reports Number of responses	Respond as reports are made.

The Parkway Manager will engage a third-party to develop an environmental monitoring plan and to conduct monitoring, instead of using staff.

Operational data will be collected and reported in order to evaluate the pilot program. Much of this data will also be gathered for the purposes of environmental monitoring. Table 4: Operational Monitoring Plan lists the pilot goals as described by the Parkway Plan (2008, p. 97) and measures of evaluation.

Results of environmental and operational monitoring will be reported on the Regional Parks website twice yearly for three years and will be posted prior to stakeholder meetings.

Table 4: Operational Monitoring Plan

Desired Outcome	Measure of Evaluation	Data Collection
Increased number of recreational users in the pilot areas	<ul style="list-style-type: none"> • Number of off paved trail cyclists in pilot area 	<ul style="list-style-type: none"> • Trail counts • Number of group permits

		<ul style="list-style-type: none"> • User surveys
Less off trail cycling in the Parkway outside of pilot areas	<ul style="list-style-type: none"> • Number of reports from the public • Number of warnings and citations by rangers • Perception of mile stewards 	<ul style="list-style-type: none"> • Regional Parks on-line “Oak Leaf” • Sacramento County 311 Connect • Ranger Mobile 311 • Survey of mile stewards
No change or decrease in complaints of off-trail cycling in pilot areas	<ul style="list-style-type: none"> • Number of reports from the public • Number of warnings and citations by rangers 	<ul style="list-style-type: none"> • Regional Parks on-line “Oak Leaf” • Sacramento County 311 Connect • Ranger Mobile 311 • Trail cameras
Increased community support for the pilot areas	Number of participants at volunteer events	<ul style="list-style-type: none"> • Registration sign-in sheet • User surveys
Effort to maintain restrooms, trash cans, litter pick-up, and maintenance to address vandalism remains at baseline over the pilot areas	Hours of work	Account system data retrieval by WBS code
Effort to block off informal trails and features remains at baseline	<ul style="list-style-type: none"> • Number of unauthorized trails identified • Number of unauthorized trails blocked off 	<ul style="list-style-type: none"> • Regional Parks on-line “Oak Leaf” • Sacramento County 311 Connect • Ranger Mobile 311
Level of department resources were sufficient for the operation of the pilot	<ul style="list-style-type: none"> • Qualitative assessment by Maintenance Superintendent and Chief Ranger 	Account system data retrieval by WBS code
No change or decrease in user conflict (between equestrians, pedestrians, and cyclists)	<ul style="list-style-type: none"> • Number of reports from the public 	<ul style="list-style-type: none"> • Regional Parks on-line “Oak Leaf” • Sacramento County 311 Connect • Ranger Mobile 311 • User surveys

Rates and patterns of use include a trail traffic count as part of possible evaluation measures. A trail traffic count determines the number of cyclists on off-paved trails using manual or automated methods. The Parkway Manager will choose a peak two-hour period for study based on local conditions, such as Saturday, 9-11 a.m. Counts will be taken in the peak two-hour period in 15 minute intervals. The two-hour count will then be used to extrapolate daily volumes.

Approximately, five monitoring locations will be needed. A description of different, possible count methods follows:

- Automatic – Video
Trail cameras could be deployed at each monitoring location. Cameras record video clips or stills based on motion detection starting at an hour set by the operator. Department staff would then count the number of trail users using video clips or stills.
- Automatic - Counters
Automatic counters could be installed at each monitoring location. The counters record the number of passersby. Department staff would collect counter data at the conclusion of the study period and review the data.
- Manual Count
The Department may recruit volunteers or paid, temporary staff to conduct counts. Department staff would train volunteers or organize a training for volunteers in cyclist traffic counts. Counters would perform screenline and, if necessary, intersection counts. Screenline counts are used to identify trends in volume. Intersection counts are used to conduct exposure/safety analysis. Counts are taken during the same day and time period at each monitoring location. The National Bike and Pedestrian Documentation Project provides adjustment factors for summer versus winter months that can be used to adjust counts to extrapolate annual volumes.

Bi-Annual Meetings

The Parkway Manager shall meet with stakeholders twice a year to discuss enforcement issues, environmental concerns and any issue relevant to the off-paved trail cycling pilot program.

VII Funding

The Parkway Manager will provide staff time to perform enforcement, maintenance, and environmental monitoring; signage production and installation; and printed materials for the off-paved trail cycling pilot program. These staff costs can be accommodated within the current Departmental Operations Budget, and no additional funding is needed at this time.

The Parkway Manager will seek outside funding for all elements of the pilot program not related to staffing.

Regional Parks Department
Jeffrey R. Leatherman, Director



County of Sacramento

Divisions
Administration
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American River Parkway Plan Off-Paved Trail Cycling Pilot Analysis

Introduction

The American River Parkway Plan (Parkway Plan) provides the goals, policies, and permitted uses within the boundaries of the American River Parkway. Off-paved trail cycling is an allowed use under certain policy criteria included in the Parkway Plan. The analysis provides the overall policy description for off-paved trail cycling as required by the Parkway Plan and the relevant details to ensure the conditions of the Parkway Plan are met.

Definitions

Parkway Manager - Sacramento County Board of Supervisors with the day to day responsibilities for management of the Parkway delegated to the Department of Regional Parks.

Off-paved trails - unpaved, authorized maintenance and emergency roads within Cal Expo and Woodlake areas

Pilot Description

The pilot proposes the opening of maintenance and firebreak roads to off-paved trail cyclists in Woodlake and Cal Expo areas of the American River Parkway for a three-year period as allowed by the Parkway Plan.

Goals and Concept Policies of the American River Parkway Plan

Goals (Page 10)

- To provide, protect and enhance for public use a continuous open space greenbelt along the American River extending from the Sacramento River to Folsom Dam; and
- To provide appropriate access and facilities so that present and future generations can enjoy the amenities and resources of the Parkway which enhance the enjoyment of leisure activities; and
- To preserve, protect, interpret and improve the natural, archaeological, historical and recreational resources of the Parkway, including an adequate flow of high quality water, anadromous and resident fishes, migratory and resident wildlife, and diverse natural vegetation; and
- To mitigate adverse effects of activities and facilities adjacent to the Parkway; and

- To provide public safety and protection within and adjacent to the Parkway.

Concept Policies (Page 11)

1.1 Balanced Management

The American River Parkway is a unique regional asset that shall be managed to balance the goals of controlling flooding; preserving and enhancing native vegetation, native fish species, the naturalistic open space and environmental quality within the urban environment; maintaining and improving water flow and quality; providing adequate habitat connectivity and travel corridors to support migratory and resident wildlife; providing recreational opportunities; and ensuring public safety.

1.2 Recreation

The Parkway shall be oriented to passive, unstructured water-enhanced recreation activities which are appropriate in a natural environment, and which are not normally provided by other County recreational facilities. To this end, development in the Parkway shall be minimal, and facilities which are primarily visitor attractions should be placed in less sensitive areas within the County Park system. Insofar as possible, development shall not occur in areas where natural ecosystems are still relatively undisturbed.

1.3 Resource Protection

Limitation on the use of the Parkway through design and management tools to prevent overuse of the Parkway and preserve the environmental quality, thereby ensuring the integrity of the Parkway for future users.

1.4 Land Use

No existing publicly owned Parkway lands shall be disposed of through sale, lease, or de facto uses adverse to the goals and policies of this Plan, in order to assure the long-term protection and integrity of the present boundaries of the Parkway.

1.5 Cooperation

Coordination and cooperation in Parkway planning and management is essential, especially in recognizing the many important roles of jurisdictions and agencies with regulatory responsibilities within the Parkway.

Bicycling Policies of the American River Parkway Plan

Chapter 5 Recreational Use of the Parkway

Permitted Recreational Activities and Facilities (Page 93)

Permitted recreational activities in the Parkway are divided into five categories: Nature Appreciation, Recreational Enjoyment, Trails Recreation, Recreational Participation in Group Sports and Athletics, and Aquatic Recreation. Each of these categories is divided into an inclusive list of permitted recreational activities.

Trails Recreation – Bicycling (Page 96)

5.16 Bicycle use is permitted on designated paved bicycle trails, paved and authorized unpaved public access roads, in parking lots and on designated maintenance and emergency access roadways, subject to policies 5.17– 5.17.1 and the conditions therein.

5.17 Off-paved trail bicycle use may be permitted on existing or reconfigured maintenance and emergency roadways in the Woodlake and Cal Expo areas, at the discretion of the Parkway Manager, as approved on locally adopted area plans, which requires a public approval process. Off-paved trail bicycle use may be permitted under the following conditions:

- a Develop an Implementation Plan prior to allowing the use of unpaved maintenance roads by users on mountain bikes. The Implementation Plan shall include both an educational and a design component,
- b Acquire additional stable and continued funding to support and monitor the use,
- c Add natural buffers and design elements to minimize off-trail behavior and protect sensitive habitat areas,
- d Use only authorized maintenance and emergency roadways where appropriately signed and designated, and
- e Close maintenance roads to bicyclists at the onset of the rainy season and keep closed until the trails dry out in the spring, as determined by the Parkway Manager. During rainy seasons, signs at access points should inform bicyclists of trail closures, and
- f Provide access points near clustered parking areas.

5.17.1 Off-paved trail bicycle use may be further expanded to other areas of the Parkway after a three-year trial period and evaluation, subject to Parkway Manager discretion. Locally adopted area plans shall be updated to reflect permitted areas of use, consistent with conditions 5.17 a-f.

The Cal Expo and Woodlake areas have more fire breaks and maintenance roadways than other areas of the Parkway. This creates a unique opportunity to reconfigure maintenance roads into loops that improve emergency access and facilitate recreational use. The existing firebreaks and maintenance roadways do not impact high recreational use areas. Therefore, off-trail bicycling on these roadways will not displace existing authorized Parkway users.

It has been determined that off-paved trail bicycle use of a limited number of designated, unpaved existing and reconfigured fire breaks and maintenance roadways may be allowable under conditions that include monitoring to assess impacts to both the environment and other users. This use must first be designated on an area plan through the public process for modifying area plans described in Chapter 11. Allowing this activity, subject to the conditions listed in this policy, in a limited area of the Parkway has been determined to be consistent with providing a balance between preserving naturalistic open space and providing recreational opportunity on an already existing facility.

Parkway Plan Compliance Analysis

Off-Paved Trail Cycling

5.17 (a) Develop an Implementation Plan prior to allowing the use of unpaved maintenance roads by users on mountain bikes. The Implementation Plan shall include both an educational and a design component,

The Implementation Plan is provided in addition to this analysis and includes both education and design components. The Implementation Plan will be recommended for approval by the Department.

5.17 (b) Acquire additional stable and continued funding to support and monitor the use,

Since Fiscal Year 2011-12, the Department has added eleven Park Ranger positions and one Park Ranger Supervisor position.

The monitoring program described in the Implementation Plan will be executed by the Department of Regional Parks. The Department is responsible to fund the signs, printed materials, interpretive material, and impact monitoring as indicated in the plan. The Department will provide ongoing ranger support consistent with our coverage in the Woodlake and Cal Expo land use areas. Currently, the Department has five rangers (i.e. four rangers and one supervising ranger) and two maintenance staff assigned to the illegal camping enforcement team who routinely patrol the Discovery Park, Woodlake and Cal Expo land use areas. Two additional ranger positions have been authorized, but not staffed. The rangers provide seven day per week coverage and already routinely patrol the maintenance roads identified on the trail maps as off-paved trails useable by mountain bikes. Additional funding for law enforcement will not be needed by the Department to monitor the off-paved trails.

The Department will seek outside funding for all elements of the pilot program not related to staffing.

5.17 (c) Add natural buffers and design elements to minimize off-trail behavior and protect sensitive habitat areas

The existing maintenance roads take into account the need to avoid sensitive habitat areas through width and siting. Signs and maps will be posted by the Department of Regional Parks in the pilot access points and within the area in order to encourage off-paved trail cyclists to stay on designated trails.

The Department of Regional Parks will closely monitor any unauthorized trails that have been or will be created in the area during the pilot period.

Over the past many decades, the Woodlake and Cal Expo land use areas have experienced a significant impact from illegal camping. The impacts are displayed by numerous foot paths leading to camp sites, destruction of habitat and fires. The three-year trial period will

allow the Department to evaluate different trail recovery and rehabilitation techniques employed within the industry. The initial step in the overall process is to introduce a positive recreation experience (mountain biking) in the impacted land use areas in an effort to make illegal camping less desirable due to increase in traffic, reporting, monitoring, and positive activity. The increase in mountain biking may lead to a decrease in illegal camping in many areas not currently traveled by the public. Once the positive activities take hold the Department will be able to mitigate for the impacts of illegal camping by reclaiming the footpaths, trails, and camp sites allowing for restoration of the impacted areas and the provision for additional natural buffers along the mountain biking trails.

5.17 (d) Use only authorized maintenance and emergency roadways where appropriately signed and designated

The trail proposal uses only authorized maintenance roads and emergency roads which will be appropriately signed and designated.

5.17 (e) Close maintenance roads to bicyclists at the onset of the rainy season and keep closed until the trails dry out in the spring, as determined by the Parkway Manager. During rainy seasons, signs at access points should inform bicyclists of trail closures

Signs posted at all access points to the maintenance roads will state that bicycles are not permitted on the roads when the roads are wet from recent rain. The prohibition on riding on wet trails shall also be announced by the Department through community outreach. See the notification procedures below.

Notification

Once the trail status changes, staff will update:

1. Trail status signs at key access points.
2. Ranger, maintenance, and administrative staff who take calls or interact directly with the public.
3. The Regional Parks webpage, sacparks.net
4. The Regional Parks Facebook Page (<https://www.facebook.com/SacRegionalParks>) and Twitter Account (<https://twitter.com/sacregionalpark>).

5.17 (f) Provide access points near clustered parking areas

Parking will be provided at the following locations:

Locations	Number of Spaces
Woodlake: Camp Pollock parking lot	Approximately, 70 perpendicular spaces
Cal Expo: on street parking on Ethan Way from Hurley Way south to the beginning of the American River Bike Trail.	Western side: 10 demarcated spaces, 300' curb = approximately, 15 spaces, parallel to curb Eastern side: 300' curb = approximately, 15 spaces,

	parallel to curb
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Information on the location of designated parking will be included on signs at access points and trail maps.

The Northgate parking lot located in the Woodlake area near Highway 160 will not be re-opened as part of the off-paved trail cycling pilot. Access to the lot, even by motorized vehicle, is unsafe. There is access to the parking lot directly from Highway 160 northbound off-ramp to Northgate Boulevard but requires slowing down to enter the lot from highway speeds. Access is also available from Northgate Boulevard southbound within the Parkway but requires crossing Highway 160 at a sharp curve in the road where the highway off-ramp transitions into the local street headed northbound at a one-way stop controlled intersection. The stop sign is on the minor street while the major street, Highway 160 off-ramp to Northgate Boulevard northbound transition, is uncontrolled. Crossing here necessitates slowly entering into cross traffic moving at about 40 to 55 mph as drivers exit the highway.

The overflow parking lot at Cal Expo in the Parkway will not be opened for pilot parking. The lot is not a controlled access point which would allow users to enter and exit while limiting the user to the lot. Instead, the overflow lot is controlled by a key and lock gate. Once a user passes through the gate, he or she has access to the entire Parkway via the levee. Because of the lack of control over the overflow lot, it has been excluded from parking designation for the pilot program.

5.17.1 Off-paved trail bicycle use may be further expanded to other areas of the Parkway after a three-year trial period and evaluation, subject to Parkway Manager discretion. Locally adopted area plans shall be updated to reflect permitted areas of use, consistent with conditions 5.17 a-f.

The Parkway Manager may explore concepts for continuation or expansion of the off-paved trail bicycle use after the conclusion of a three-year trial period and evaluation, if findings are positive.

In order to allow off-paved trail cycling in Woodlake and Cal Expo on a permanent basis, or to expand off-paved trail cycling to other areas of the Parkway, the Parkway Manager will initiate the Area Plan Amendment process which includes public notification and approval through various hearing bodies including the American River Parkway Advisory Committee, Recreation and Park Commission and the Board of Supervisors. This requirement of the Parkway Plan will be met through the modification and update of the Area Plan Maps.

Area Plans

The off-paved trail cycling pilot is proposed for the Woodlake and Cal Expo areas per the Parkway Plan. A description of the area locations, nature features, and facilities follows:

Woodlake Area
Plan Description (Page 157)

Location

The Woodlake area is bordered by the Discovery Park Area and Highway 160 to the northwest, and the Cal Expo Area and railroad tracks to the east. Land uses are Developed Recreation, Limited Recreation, and Protected Area on approximately 373 acres.

Natural Features and Facilities

Major natural features include moderate to high-quality willow riparian scrub and cottonwood and mixed riparian forests along both banks of the river, a broad floodplain dominated by ruderal grasses and infested by many non-natives including pepperweed and yellow star-thistle, a seasonal wetland in a floodplain depression with degraded habitat, and a naturalized urban drainage channel running parallel to the right bank levee which discharges into the river at the upstream end of the area. The floodplain is substantially higher than the river most of the year, resulting in the river being bordered by steep banks. Some small beach areas do exist along the right bank.

The Woodlake Area became publicly owned after the adoption of the previous Parkway Plan, and therefore, has minimal developed recreation facilities in comparison to other areas in the Parkway. There are two public access points, one at the east end of the area with paved parking at the eastern end of Northgate Boulevard and the other centrally located and without parking off of Expo Parkway. The area is also traversed by a paved bicycle trail and an equestrian/hiking trail. The area is crossed by several major transmission lines and their support towers. Unpaved maintenance roadways provide access to the utility easements and serve as firebreaks and informal trails. Several unmaintained informal trails are present as a result of illegal campers and other Parkway users.

The Woodlake Area provides a unique opportunity within the Parkway to increase recreation opportunities while protecting and enhancing natural resource values. The Woodlake Area Plan supports the development of a formal Gateway to increase access and recreational activity by legitimate users. Implementing the Gateway concept in the western portion of the area designated for Developed Recreation will improve connections to the surrounding urban neighborhoods, provide needed amenities for Parkway users of the Woodlake and Discovery Park areas, and increase the level of activity contributing to a feeling of safety and security in the Parkway. Despite previous manipulation of the landscape through mining and intensive farming, the Woodlake Area currently provides one of the largest contiguous pieces of natural habitat in the lower reach of the river. The Woodlake Area Plan supports the restoration of natural habitats to increase their value for fish and wildlife. This may include increased riparian vegetation, grasslands, and oak woodlands, including habitat for the threatened Valley Elderberry Longhorn Beetle. Improvements will take into consideration the state registered archaeological site located in the area and the existing habitat for threatened and endangered species.

Woodlake Area Plan Policies (Page 156)

10.13 Strengthen the Woodlake Area's connections with the surrounding urban neighborhoods in the Woodlake and North Sacramento areas in ways that promote increased access and connectivity in the Parkway.

10.15 Redesign and renovate the unsurfaced maintenance and emergency roadways in the Woodlake Area to reduce habitat fragmentation and degradation, and create an interconnected system of roads providing improved access and adequate width for fire suppression and utility,

recreation, and flood control facility maintenance. This system should also include several narrow maintenance trails that could provide more limited access for fire suppression and maintenance activities in more sensitive habitat areas and serve as firebreaks.

10.15.1 The unsurfaced maintenance and emergency roadways should be accessible to pedestrians and cross-country runners and, at the discretion of the Parkway Manager, to bicyclists, provided that any segments of the system that are opened to bicycling have adequate buffers to protect habitat, have adequate sight lines and are appropriately signed to avoid conflicts with other users; and are subject to immediate closure to bicyclists in the event the Parkway Manager determines that bicycling on these trails poses an unacceptable maintenance and/or management burden, or begins to degrade natural resources.

Cal Expo Area (Page 160)

Location

The Cal Expo Area is located on 408.22 acres on the right bank (north side) of the river, between the Southern Pacific Railroad tracks on the west and the extension of Ethan Way and the outfall of Chicken and Strong Ranch Sloughs on the east. The Cal Expo floodplain is unique in that it is entirely within the boundaries of the American River Parkway, but is owned by the California Exposition and State Fair, an entity of the State of California. The Cal Expo Area is managed by Sacramento County Department of Regional Parks through an agreement with Cal Expo and consistent with the Parkway Plan and the Bushy Lake Preservation Act.

Natural Features and Facilities

The site is crossed in a north/south direction by the Capital City Freeway and in an east/west direction by SMUD (Sacramento Municipal Utility District) and PG&E (Pacific Gas & Electric) electrical power lines. The dominant feature of this area is Bushy Lake. The majority of the Cal Expo area was dry-farmed prior to transfer to the State, which resulted in the removal of most riparian vegetation. However, valuable riparian habitat does exist around Bushy Lake and along the river margin.

Bushy Lake is a body of water that has historically varied in size between 11 acres and 80 acres, depending upon rainfall, water pumping, and water table conditions. Over the years, the man-made lake has undergone a gradual succession of ecological change to become a substantial community of riparian and marsh vegetation with associated wildlife, consistent with the purpose and intent of the Bushy Lake Preservation Act. This Act (California Public Resources Code, Chapter 9, beginning with Section 5830), adopted in 1976, designates 86± acres as a State Natural Preserve, with the primary intent of preserving important vegetation and wildlife species and their supporting ecosystems. Bushy Lake is a designated Nature Study Area in the Parkway Plan. The remainder of the floodplain is dominated by native and non-native grasses and shrub species. Lower portions along the right bank and around Bushy Lake contain some high-quality alder and willow riparian scrub, and cottonwood and mixed riparian forest habitat adjacent to the river. Old growth cottonwood trees and a dense growth of willows border Bushy Lake. Elderberry shrubs, the host plant for the Valley Elderberry Longhorn Beetle, are found throughout large portions of the floodplain. This remaining portion of the Cal Expo floodplain is a designated Protected Area.

The Cal Expo floodplain is mostly devoid of man-made structures, although there are notable exceptions. In addition to the freeway crossing and the electrical towers already mentioned, the area is crossed by the Jedediah Smith Memorial bicycle trail and designated equestrian/hiking trail,

both of which are located along the southern and western portions of the property. An equestrian access is located at the end of Ethan Way. Several undesignated and unimproved trails interlace the area. A well supplies water into Bushy Lake from the fairgrounds. Urban run-off enters the Cal Expo area at the outfall of Chicken and Strong Ranch sloughs at the eastern end of the area and at the City of Sacramento Pump Station No. 152 just east of the Capital City Freeway.

Cal Expo maintains an unsurfaced parking area measuring approximately 11 acres in the northeastern portion of the property adjacent to the levee. Historically, the perimeter of this area was limited to 400 feet east of the Bushy Lake Natural Preserve and extending not more than 1,500 feet along the toe of the levee eastward of the Bushy Lake area and extending not more than a distance of 300 feet riverward from the levee. The Bushy Lake Preservation Act allows Cal Expo to use an area measuring approximately 11 acres in the northeastern portion of Cal Expo's property in the Parkway adjacent to the levee for parking use during the State Fair. The use of Parkway land as parking for outside users is not permissible in other areas of the Parkway. This Plan update designates the area for Limited Recreation and shifts the area slightly to the east to provide a buffer between parking and the proposed treatment wetland to its west. Policy 10.18.5 allows Cal Expo exhibitor parking related to agricultural and equestrian events taking place outside the parkway. The parking area will be available to agricultural and equestrian exhibitors, because this select group will benefit from the proximity to the Cal Expo livestock pavilion and equestrian arena. Parkway user access and parking, including equestrian staging, may occur within one acre of the 11 acres provided that Cal Expo's exclusive use for parking on the entire 11 acres during specified equestrian and agricultural events is not impeded. The coordination and management of Parkway user access and parking and Cal Expo's periodic exclusive use of the 11-acre area will be addressed in a management agreement between the Parkway Manager and Cal Expo. Equestrian uses shall be consistent with Policy 5.14.

The Bushy Lake Preservation Act states that the Cal Expo floodplain is to be maintained in a manner consistent with a State park. According to the Public Resources Code, the purpose of a State park is to preserve outstanding natural, scenic, and cultural values, and indigenous aquatic and terrestrial flora and fauna. Man-made physical changes that do not directly enhance the public's enjoyment of the natural, scenic, cultural, or ecological values of the resource, which are an attraction in themselves, or which are otherwise available to the public within a reasonable distance outside the park, are not permitted.

The Cal Expo Area provides several unique restoration opportunities due to its existing landscape and proximity to physical features such as Cal Expo and substantial sources of urban run-off. Major components of these restoration opportunities include: the enhancement and restoration of riparian forest; seasonal wetland and oak woodland savannah habitats; the construction and operation of a treatment wetland to provide suitable quality water from urban run-off into Bushy Lake; natural channels to carry water to and from Bushy Lake; and a trail system and interpretive displays that highlight the aforementioned features.

Restoration should result in approximately 10 to 20 acres of water surface in the summer and approximately 60 to 90 acres in the winter. These components will enhance the aesthetics of the area, increase wildlife use, help control fires, and provide extensive interpretive and educational opportunities for Parkway and Cal Expo users. These restoration components may also reduce the amount of groundwater pumping necessary to support Bushy Lake.

The area is popular for nature viewing, bicycling, equestrian use, hiking, picnicking, and informal access to the river. Additional and improved access points will also increase access and recreational activity by legitimate users, improve connections to the surrounding urban neighborhoods, and increase the level of activity contributing to a feeling of safety and security in the Parkway.

Cal Expo Area Plan Policies (Page 160)

10.23 Establish a network of interpretive features including trails and signage to educate users about the Parkway's historic, existing, and future natural environment.

Proposed signage will include trail information and rules at access points; directional and enforcement signs trails designed to keep users on designated trails and out of sensitive areas within the project area.

10.24 Redesign and renovate the unsurfaced maintenance and emergency roadways in the Cal Expo Area to reduce habitat fragmentation and create an interconnected system of roadways providing improved access to the area and adequate trail width for fire suppression and utility, recreation, and flood control facility maintenance. This system should also include several narrow maintenance trails that could provide more limited access for fire suppression and maintenance activities in more sensitive habitat areas and serve as firebreaks.

The pilot project does not propose to redesign or renovate the unsurfaced maintenance and emergency roadways in the Cal Expo or Woodlake areas.

10.24.1 The unsurfaced maintenance and emergency roadways should be accessible to pedestrians and, at the discretion of the Parkway Manager, to bicyclists, provided that any segments of the system that are opened to bicycling have adequate buffers to protect habitat, have adequate sight lines and are appropriately signed to avoid conflicts with other users, and are subject to immediate closure to bicyclists in the event the Parkway Manager determines that bicycling on these trails poses an unacceptable maintenance and/or management burden, or begins to degrade natural resources.

The existing maintenance roads take into account adequate buffers to protect habitat and adequate sight lines. Signs and maps will be posted by the Department of Regional Parks in the pilot access points and within the area in order to encourage proper trail etiquette and avoid conflicts with other users.

The Woodlake area contains Developed Recreation, Limited Recreation, and Protected Area land uses (ARPP, 2008, p. 158). Cal Expo contains Nature Study Area, Protected Area, and Limited Recreation (ARPP, 2008, p. 163). Trails recreation is an allowed activity within all land uses contained by both Woodlake and Cal Expo areas. Within the Nature Study Area designation, however, trails recreation is limited to pedestrian and existing equestrian use on designated trails.

Natural Resources and Wildlife

Resources of the Parkway

Terrestrial Resource Policies (Page 17)

3.1 Any development of facilities within the Parkway, including but not limited to buildings, roads, turfed areas, trails, bridges, tunnels, pipelines, overhead electrical lines, levees and parking areas, shall be designed and located such that any impact upon native vegetation is minimized and appropriate mitigation measures are incorporated into the project.

No facilities will be developed as part of the pilot project.

3.3 The Parkway shall be managed to create habitat connectivity and wildlife travel corridors that provide for the habitat needs of the endangered Valley Elderberry Longhorn Beetle (VELB) and other important native wildlife species, without compromising the integrity of flood control facilities, the flood conveyance capacity of the Parkway, or other Parkway management goals.

The proposed pilot trails use existing maintenance and fire roads. The siting of these roads take into account the habitat needs of the endangered Valley Elderberry Longhorn Beetle and other important native wildlife species and the need to maintain the integrity of flood control facilities and the flood conveyance capacity of the Parkway.

3.4 Management of the Parkway shall ensure the protection of the Parkway's resources, its environmental quality and natural values. A resource impact monitoring plan shall be developed that clearly defines criteria and standards to monitor, evaluate and protect the Parkway's resources from overuse, and provides steps to be taken to restore areas that have been overused.

Policy 3.4 calls for a Natural Resources Plan for the Parkway. Currently, a draft plan is envisioned that will fulfill the criteria of policy 3.4, but there is no existing plan. In the absence of a Parkway-wide plan governing natural resources, an environmental monitoring plan specifically for the pilot has been included in the Implementation Plan. The preliminary plan is a summary of a full plan that will be developed for the pilot program. It defines the natural resource issues to monitor: soil erosion, damage to vegetation, wildlife, and illegal camping debris. The summary plan states the evaluation method, and monitoring action and frequency. The Environmental and Operational Monitoring section of the Implementation Plan describes the protocol for documenting and assessing environmental impacts and steps to be taken should environmental impacts be confirmed.

Land Use

Chapter 7 Land Use (Page 109)

7.1 Facilities and improvements shall not be installed within the Parkway unless consistent with an adopted Parkway area plan.

The proposed off-paved trails for the pilot use existing maintenance roads and firebreaks and do not constitute new facilities or improvements to existing facilities.

The proposed off-paved trails are consistent with the existing maintenance roads as adopted in the Parkway Area Plans. While all proposed off-paved trails use existing facilities, existing firebreaks are not noted on the 2008 Area Plan maps. The Plan allows the

Department to establish fire breaks as necessary, therefore firebreaks are not reflected in the Area Plan maps. Further, there is no requirement for the maps to be updated to reflect these firebreaks. According to the Parkway Plan, Policy 9.18, the Department is obliged to address fire hazards as necessary as determined by the appropriate fire agency and/or by qualified staff designated by the County Department of Regional Parks, to maintain effective fire breaks or remove an immediate hazard.

7.7 Activities in the Nature Study Areas shall be limited to Nature Appreciation and Trails Recreation as limited to pedestrian use on designated trails. Trails in the Nature Study Areas shall not be surfaced with concrete, asphalt, or other impervious materials.

The pilot does not propose to use trails that fall into the Nature Study Area designation.

Land Use Designations Protected Area (Page 117)

Description and Purpose

Protected Areas contain tracts of naturally occurring vegetation and wildlife, which although capable of sustaining light to moderate use with minimal alterations to the natural landscape, would be easily disturbed by heavy use. Protected Areas differ from Nature Study Areas in that general access in Protected Areas is encouraged, and convenience-type facilities are permitted to accommodate the anticipated increase in users.

However, facilities and other improvements are limited to those which are needed for the public enjoyment of the natural environment. Emphasis is on protection and restoration of large portions of relatively natural areas which stand a better chance of preservation than smaller pieces and provide better support for wildlife.

Activities

The intended user groups in these areas range from the individual (one to two persons), to the family group (three to ten persons), although special events may occasionally attract larger groups. Activities in Protected Areas include all Nature Appreciation, all Trails Recreation, and Aquatic Recreation, other than motorized boating and motorized boat access. Recreational Enjoyment activities are restricted to limited family unit picnicking along trails, and in certain instances, limited educational or youth group overnight use may be appropriate as well. Caretakers are permitted at the Ancil Hoffman Park where facilities are already in existence.

Facilities

Permitted facilities and improvements include surfaced and unsurfaced trails, water fountains, occasional family unit picnic tables, and restrooms located at trail rest stops. Primitive group camps (no tables, electricity) may be designated in Protected Areas, excluding the existing permanent restroom at the River Bend Day Camp.

Off-paved trail cycling, as part of all Trails Recreation, is allowed within the Protected Area land use designation as stated under Activities.

Limited Recreation (Page 118)

Description and Purpose

The Limited Recreation designation is applied to lands on which active recreation may take place without development of extensive facilities. The Limited Recreation areas generally have characteristics of topography, vegetation, and wildlife habitat which are conducive to active recreation, but which are constrained from extensive development due to size, access, adjacent residential neighborhoods, or other special circumstances. In addition, Limited Recreation areas may serve as buffers between Developed Recreation areas and more restrictive land use areas.

Activities

The predominant intended user-group in Limited Recreation areas is the family, although individuals and small and medium groups may be attracted to these areas as well. Limited Recreation areas may be appropriate for Nature Appreciation, Trails Recreation, and Aquatic Recreation. Recreational Enjoyment is restricted to picnicking, and in certain instances, limited educational or youth group overnight use may be appropriate as well. Commercial activities, caretakers, and agriculture may be permitted.

Facilities

Trails of all types, trail rest-stops, such as water fountains, signage and scattered picnic areas may be provided for the Parkway user in Limited Recreation areas. Primitive group camp facilities for educational or youth groups (no tables, electricity) may be appropriate in certain places. A native plant nursery may be permitted.

Off-paved trail cycling, as part of Trails Recreation, is allowed within the Limited Recreation land use designation as stated under Activities.

Developed Recreation (Page 118)

Description and Purpose

The Developed Recreation designation is the most intensive land use category and is applied to areas able to withstand heavy use. The purpose of the Developed Recreation category is to identify areas appropriate for active recreational development so that more sensitive areas will be retained in their more naturalistic condition. The Developed Recreation areas are found within major parks such as Discovery Park and Ancil Hoffman, and at most vehicle access areas.

Developed Recreation areas are expected to attract the largest concentration of users. If too many people frequent these areas, it may be necessary at times to close or restrict use to avoid overcrowding, allow recovery and restoration, or to prevent permanent damage to vegetation and wildlife. To minimize the necessity for such actions, activities may be restricted to certain areas, or the number of users in a particular area may be limited. The intent is to provide recreational opportunities for all users who can be safely accommodated, but not at the expense of destroying any portion of the Parkway or the enjoyment of the users.

The intended user-groups in the Developed Recreation areas are the family, the small group, and the medium group. It is anticipated that occasional large group and special events will occur as well, but facilities to accommodate large groups should not be provided unless thorough study and public hearings have been conducted to determine the impacts and needs.

Activities

Any permitted activity, as described in Chapter 5, may be considered in the Developed Recreation areas. Commercial activities, caretakers and agriculture, including the sale of produce cultivated on-site and plants from the native plant nursery, may be permitted.

Facilities

Any facilities permitted in a more restrictive land use area may also be considered in a Developed Recreation area. Additionally, interpretive centers, a native plant nursery and group picnic facilities may be considered. Play apparatus, permanent restrooms, horseshoe pits, non-exclusive game fields, parking lots, barbecue facilities, and similar facilities may be considered as incidental to picnic facilities, provided that they are so designated on the appropriate area plan, and installed in a coordinated manner with the picnic facilities. Boat staging facilities may be permitted in Developed Recreation. The Sacramento Valley Live Steamers Train is a recognized facility on the Cordova Recreation and Park District owned parcel east of Hagan Park.

Off-paved trail cycling, as part of permitted activities as described in Chapter 5 of the Parkway Plan, is allowed within the Developed Recreation land use designation as stated under Activities.

Nature Study Area (Page 116)

Description and Purpose

This designation is applied to the most environmentally sensitive areas of the Parkway, including those with the special characteristics of flora, fauna, topography, available surface water, or other characteristics, that are appropriate for the interpretive education and other limited passive recreational activities. This category is the most restrictive of those that allow public use, and is intended to permit only those limited activities and improvements which would not be detrimental to the environmental qualities or features. Nature Study Areas are to be set aside for study of the natural environment, and any activities or facilities should be in accord with the interpretive educational policies of this Plan.

Activities

The predominant anticipated user group is the individual, but family groups and small groups under careful supervision may also use these areas. Activities are limited to Nature Appreciation. Trails Recreation activities are limited to pedestrian use on designated trails. Existing equestrian trails that pass through Nature Study areas are a recognized exception and should continue to be maintained, although new equestrian trails are not permitted. Certain areas, such as the Nature Study area adjacent to the Effie Yeaw Nature Center, may be suitable for interpretive programs involving participation by organized groups.

Facilities

Development within these areas shall be limited to drinking fountains, portable restrooms, minor trail improvements, trail stops, observation points, and interpretive signs. Prior to the establishment of any new trails, consideration should be given to the protection of the natural habitat. Trail stops, observation points and interpretive sign locations shall be designed to discourage encroachment into sensitive plant communities while providing interpretive and educational information on the natural resources in that area. Roads and parking areas that provide access to interpretive facilities

should be limited and controlled but may be provided, if they cannot feasibly be located in a less restrictive land use area.

The pilot does not propose to use trails that lie within the Nature Study Area designation.

Public Access

Chapter 8 Public Access and Trails (Page 125)

Public access and trails are essential to safely and conveniently bring people from adjacent communities and throughout the region into the Parkway to experience, appreciate and discover the natural values and recreational facilities of the Parkway. This chapter describes the appropriate design, location, and purpose of public access types and trails, and the facilities that support the recreational activities addressed in Chapter 5—Recreational Use of the Parkway. Trails and access should be designed to protect the Parkway’s valuable natural resources and habitat that can be damaged by heavy human use. The Parkway Plan’s land use designations (discussed in Chapter 7) provide the ability to protect the Parkway’s valuable natural resources and habitat that can be damaged by heavy human use, by directing use away from sensitive resources to areas that are better able to support and sustain greater use. The policies in this chapter work in conjunction with the Parkway’s land use regulations to ensure that access and trails are consistent with the Parkway’s goal to both preserve naturalistic open space and provide for recreational pursuits in a natural environment.

Public Access (Page 125)

8.1 Public access points for equestrians, pedestrians, bicyclists, and vehicles are appropriate in all land use categories except in Nature Study Areas, Open Space Preserve Areas, and Recreation Reserve Areas.

Existing public access points to the proposed off-paved trails are located at multiple points from the paved bicycle trail in Woodlake and Cal Expo areas. They include the far eastern edge of Cal Expo in the Limited Recreation and Protected Area designations; at the restroom at Mile 3.5 in Woodlake in the Protected Area designation; from the Camp Pollock parking lot and the multi-use, non-motorized bridge at north 18th Street entering into Woodlake in the Developed Recreation designation; and the paved trail in the northwest corner of Woodlake.

Disabled Accessibility

Access for Persons with Disabilities (Page 126)

8.17 All new facilities and renovations or alterations of existing facilities, where applicable for the intended use and access of the facility, shall be accessible to persons with disabilities. Designated entryways for accessible trails shall be installed at several locations throughout the Parkway. All trails designated for persons with disabilities shall be appropriately signed to serve persons with disabilities.

The facilities proposed for use by the pilot are existing maintenance and fire roads which are intended for use by maintenance staff and emergency responders in vehicles. The pilot program would open these roads for use by cyclists, but does not propose to renovate or alter the roads. Designated entryways for accessible trails are available outside of the pilot area throughout the Parkway, generally where there are parking lots.

Informational and Directional Signage (page 127)

8.25 Informational and directional signage shall be placed at strategic trail access points that expressly state the permitted user groups, activities and right-of-way hierarchy. Periodic directional signage shall be placed on the trail between access points.

Trail information and rules will be posted at public access points and will include the permitted user groups, activities, and right-of-way hierarchy. Directional and enforcement signage will be placed along the trails between access points.

8.26 Information and directional signage shall incorporate designs to serve persons with disabilities.

See discussion under Policy 8.17.

Public Safety

To provide for Parkway visitor safety, and enforcement of policies and regulations, Parkway patrol resources should be allocated for maximum visibility in areas that are unsafe, or perceived as unsafe. Allied agency collaboration, and augmentation of Sacramento County park ranger efforts, should be considered when addressing safety and security issues that exceed the immediate availability of ranger staff resources. Ordinances prohibiting consumption of alcohol and possession of shopping carts have been implemented to target specific problems. Other ordinances may be needed in the future to address safety and security issues.

Public Use and Access (Page 144)

9.27 Signage shall be properly placed, accurate, and easy to read. Such signage can help ensure that Parkway users are at minimal risk of getting lost or not finding trail heads and parking areas, and inform Parkway users about the importance of courtesy rules.

The locations for proposed signage are marked on the proposed trail maps. The trail information and rules signage will be placed at public access points to the pilot areas. Directional and enforcement signage will be placed on trails near decision points in wayfinding.

9.29 Park resource managers, working in partnership with stewardship groups, shall encourage the development and implementation of measures to help transition portions of the Parkway that have been impacted by illegal camping into a more appropriate use of the Parkway.

At present, the Woodlake and Cal Expo areas are used primarily by illegal campers and infrequently by recreational users. The introduction of off-paved trail cycling supports increased and appropriate uses of these portions of the Parkway. Jane Jacobs, urbanist and author of *Death and Life of Great American Cities*, a seminal book in American city planning, discusses a failed park. She writes, "...it is the creature of its surroundings *and of the way its surroundings generate mutual support from diverse uses, or fail to generate such support*" (Jacobs, 1961, p. 98). On the other hand, a robust park such as "Rittenhouse Square [in Philadelphia] is busy fairly continuously for the same basic reasons that a lively sidewalk is used continuously: because of functional physical diversity among adjacent uses, and hence diversity among users and their schedules" (Jacobs, 1961, p. 97). Thus, the development and implementation of measures to help transition areas that have been impacted by illegal camping to a more appropriate use requires support from a diversity of users.

The Center for Problem-Oriented Policing discusses general principles and specific responses for addressing homeless encampments (Chamard, 2009). Several, different responses are needed in most cases order to implement an effective strategy. The Parkway Manager presently employs two specific responses advocated by the Center – cleaning up camp sites and shutting down homeless encampments. Through implementation of the off-paved trail cycling pilot, the Parkway Manager aims to enlist community support, a general principle of addressing homeless encampments as advocated by the Center. The pilot can be a means of creating community support for the pilot areas and thus, become part an overall community strategy to address homeless encampments.

Pilot Implementation

Chapter 11 Implementation Implementation Policies (Page 213)

11.5 New facilities and programs shall not be developed unless the financial resources to operate and maintain them are identified and available.

The Off-Paved Trail Cycling Pilot Program utilizes existing staff and possibly, volunteer time. Staff time includes notification for trail closures, monitoring, and meetings with volunteer stewards, if any. The completion and evaluation of the pilot program enables the Department to analyze what additional staff time and resources may be needed, if any, for the continuation of off-paved cycling in the pilot areas, or for further expansion into other areas of the Parkway. The Department will seek outside funding for all elements of the pilot program not related to staffing.

Updating Area Plans (Page 224)

Adoption or modification of an area plan or any of its components shall be determined to be consistent with the County General Plan, Parkway goals, Parkway-wide policies, and general land use designations of this Parkway Plan. Adoption or modification of an Area Plan or any of its components shall be carried out by the Board of Supervisors in accordance with the public hearing process described in this Chapter.

Implementation of any physical development proposal which is not consistent with the existing approved Area Plan shall not proceed to the contract drawing stage until the project proposal has been approved in accordance with the planning and development processes described in this Plan. If the project proposal is inconsistent with either the locally adopted Area Plans or the land use designations on the General Land Use map or the Parkway-wide policies, the appropriate planning, approval and adoption process must first occur.

In order to allow off-paved trail cycling in Woodlake and Cal Expo on a permanent basis, or to expand off-paved trail cycling to other areas of the Parkway, the Parkway Manager will initiate the Area Plan Amendment process which includes public notification and approval through various hearing bodies including the American River Parkway Advisory Committee, Recreation and Park Commission and the Board of Supervisors. This requirement of the Parkway Plan will be met through the modification and update of the Area Plan Maps.

Environmental Impacts

The table below lists impacts and mitigation measures identified in the Final Environmental Impact Report for the American River Parkway Plan (2006). Not all measures were included in the final update of the Parkway Plan.

Impact	Mitigation Measure
Policy 5.17 specifies that mountain bikes can be permitted on unpaved maintenance roads provided that there is stable funding to “support and monitor” the activity, to be certain it causes no harm. However, no definition for “support and monitor” is included. Mitigation requires the inclusion of more specific language to offset potential user conflict impacts. (LU-4) (ARPP Update FEIR, 2006, p. 1-3)	LU-4. Policy 5.17 shall be modified to specify that an implementation plan shall be in place prior to allowing the use of unpaved maintenance roads by users on mountain bicycles. The implementation plan shall include a design component and an educational component. The design component shall include surveys of the roads to identify blind curves, intersections and other areas of potential safety concern. The educational component shall include signage and outreach efforts designed to decrease user group conflicts. (ARPP Update FEIR, 2006, p. 1-3)

<p>The proposed Limited Recreation area along the river in Cal Expo is seasonally flooded, so no permanent structures should be allowed, the area should be cleaned of trash, and the area should be closed to recreation during the winter. (BR-3). (ARPP Update FEIR, 2006, p. 1-5)</p>	<p>BR-3. This measure applies to the Limited Recreation area along the American River in the Cal Expo Area Plan and shall be added to the Parkway Plan policies applicable to the Cal Expo Area Plan. No permanent facilities are permitted in this location. Temporary facilities may not be placed within the area prior to June 1 or the recession of high water from the area (whichever is later), and must be removed by October 15. All trash and debris must also be cleaned from this area by October 15. Signs shall be posted at the head of the main access trails to this area from October 15 to June 1 (or later – see above) stating that the area is closed to recreation until the summer.</p> <p>The pilot does not propose off-paved trails that lie within the Limited Recreation designation in Cal Expo.</p>
<p>Mountain biking on unpaved maintenance roads may cause damage if the roads are wet, and the soils are thus easily disturbed. These activities could cause siltation of nearby biological resources. Mountain biking should not be permitted during the rainy season. (BR-27) (ARPP Update FEIR, 2006, p. 1-8)</p>	<p>BR-27. Use of bicycles on the unpaved maintenance roads shall be prohibited when the roads are saturated with water. Implementation of this measure requires either:</p> <p>A. Signs posted at all access points to the maintenance roads stating that bicycles are not permitted on the roads when the roads are wet from recent rain.</p> <p>B. Maintenance roads are closed to bicycles at the onset of the rainy season and remain closed until the trails dry out in the spring, as determined by the Parkway Manager. During this period, signs are posted at all access points to the maintenance roads informing bicyclists of the closure.</p> <p>Whichever option is chosen, the appropriate language shall be incorporated into Parkway Policy 5.17.</p> <p>The Department chooses Option A, to post signs at access points stating that bicycles are not permitted on maintenance roads wet from recent rain.</p>

Department Impacts

Activity	Potential Impact	Mitigating Steps
Restroom Use	Minimal impact. Vault toilet in the restroom at Mile 3.5 which is able to accommodate additional users.	None
Ranger Staff Time	<p>Minimal. Existing staff model can accommodate pilot needs.</p> <p>Currently, the Department has five rangers (i.e. four rangers and one supervising ranger) and two maintenance staff assigned to the illegal camping enforcement team who routinely patrol the Discovery Park, Woodlake and Cal Expo land use areas. Two additional ranger positions have been authorized, but not staffed. The rangers provide seven day per week coverage and already routinely patrol the maintenance roads identified on the trail maps as off-paved trails. Additional funding for law enforcement will not be needed by the department to monitor the off-paved trails.</p>	None
Maintenance Staff Time	Minimal impact. Potential need for additional trash cans, spraying vegetation.	None
Fee Schedule Compliance	Permitting for events will use the existing fee schedule.	None
Occupancy Limitations	<p>Anticipate a few dozen cyclists per day at the beginning of pilot growing to over 100 riders per day or more on spring and fall weekends and during events.</p> <p>The number of riders on the paved trail in more heavily used sections of the American River Parkway on a spring, summer, or fall weekend varies from several hundred to several thousand based on staff observation. The projected number of cyclists that will use off-paved trails takes the range in existing ridership on paved trails elsewhere in the Parkway and discounts heavily because the existing use of the paved trail in Woodlake and Cal Expo is far less. During the week, we anticipate a few dozen fitness-oriented users.</p>	<p>None.</p> <p>Trails do not specify a maximum number of users. The Department does not limit small groups of users. Medium and large groups are limited per recreation permit guidelines.</p>

Signs & Other Equipment	Sign Message	Total Cost	Find outside funding		
	Equipment				
	Pilot Info/Trail Rules/Maps	\$588.00			
	<off-paved trail cycling okay>	\$144.00			
	<arrow>	\$188.00			
	<no cyclists>	\$208.00			
	equestrian only	\$160.00			
	pedestrian only	\$112.00			
	no trail	\$32.00			
	yield	\$94.00			
	posts, 10' height	\$1,468.43			
	printed material	\$500.00			
	Subtotal	\$3,494.43			
	Labor				
	Install signs - Park Maintenance Worker 1	\$906.96			
	Install signs - Park Maintenance Aide	\$639.84			
	Subtotal	\$1,546.80			
	Total			\$5,041.23	
	Environmental and Operational Monitoring Management	<u>Environmental Monitoring Management</u> Develop Monitoring Plan Development - \$5,200 Conduct Annual Monitoring (1 year) - \$10,200 Total Cost: 0-\$15,200		Find outside funding	
		<i>Automatic Trail Count</i> Automatic photo/video – Example: Browning Strike force Sub Micro Camera- \$135 per camera, or Reconyx HyperFire Covert Camera - \$550 per camera Department staff reviews video – 2 hours of time elapsed video x number of monitoring locations. Digitize survey – 0.5 hour Automatic counters - \$1500-\$5000 each		Find outside funding	

	<p>Technology uses magnetometer or infrared for detection. Example: TRAFx mountain bike or trail counter - \$2195 for one system package. Additional counters = \$445-\$520.</p> <p><u>Preferred option is automatic photo/video via 2 trail cameras.</u> Total Cost: 0-\$1,100</p>	
	<p><i>Manual Trail Count</i> Select locations -2 hours Recruit counters*- 2 hours Train counters – 1 hour per counter Counts 2 hours per location (Alta Planning + Design, National Bicycle and Pedestrian Documentation Project) Counters can be paid, temporary staff or volunteers. Paid count companies' cost ranges from \$115 to \$145 per location for one day, two hour period. 4 count locations are being considered.</p> <p>Total Cost: 0-\$580</p>	Find outside funding
	<p>User Surveys</p> <p>SurveyMonkey ranges in cost from 0 to \$300 per year depending on the length and frequency of the survey period chosen.</p> <p>Total Cost: 0-\$300</p>	Find outside funding

Total financial impact to department ranges from \$5,041 to \$21,321 for the first year of the pilot, for a total of \$5,041 to \$44, 581 over the three year pilot period.

Summary of Environmental and Operational Monitoring Management Costs*

Task	Costs (\$)			
	Year 1	Year 2	Year 3	Total 3 Years
develop environmental monitoring plan	\$5,200	\$0	\$0	\$5,200
conduct annual monitoring	\$10,200	\$10,200	\$10,200	\$30,600
Counts	\$580	\$1,680	\$580	\$2,840
SurveyMonkey account	\$300	\$300	\$300	\$900
sign production and installation	\$5,041	\$0	\$0	\$5,041
Total	\$21,321	\$12,180	\$11,080	\$44,581

*Costs listed represent the upper end of potential cost range.

Impacts to Other Users

Activity	Potential Impact	Mitigation Steps
Trails Recreation	<p><i>Pedestrians</i> Minimal impact. Pedestrian trails prohibit use by cyclists and equestrians. The pilot will maintain this prohibition.</p> <p><i>Equestrians</i> According to ARP 5.14 on page 23, “Horseback riding shall occur only on designated equestrian/hiking trails and signage should specify that horses have the right of way. These trails should be kept separate from bicycle trails in order to avoid conflicts. Where practical, new trails should be combined with fire breaks.”</p> <p>The impact to equestrians is expected to be minimal. For the majority of the proposed off-paved trail system, the trails do not coincide with equestrian trails. However, there is a one mile section, of proposed off-paved trail in Woodlake where the equestrian trail coincides with the maintenance road from the intersection of NC1 and NC2 at the western edge of Woodlake near the rail road tracks east to the restroom at Mile 3.5. This trail section is approximately 15-20 feet wide, sight lines are very good, and is relatively straight. To put this width into perspective, the recommended width for a local street is more narrow, at 9 to 12 feet (A Policy on Geometric Design of Highways and Streets, American Association of State Highway and Transportation Officials) with design speed ranging from 20 to 30 mph, much faster than average non-motorized traffic.</p> <p>A second shared use segment of approximately 640 feet is found at the southwestern corner of Cal Expo from the intersection of an existing maintenance road and equestrian trail west through a pedestrian bridge under railroad tracks and around a small trail bend to where the equestrian trail diverges from the maintenance road. There is adequate stopping sight distance, 100 feet of continuous length of path ahead, visible to the user, for the 375 feet section from the maintenance road and equestrian trail west to the railroad. Specifically, there is 100 feet of</p>	Where equestrians, pedestrians and cyclists share the proposed trail, signage shall be posted on how to yield. Trail information and rules, including courtesy rules, will be posted at all public access points. The courtesy rules specify that horses have the right of way per the Parkway Plan, Horseback Riding section on page 23.

	<p>continuous length of path ahead, visible to the user, given an assumed 15 mph design speed (Highway Design Manual, Chapter 200-1, Table 201.1). Around the trail bend from the intersection of the maintenance road and fire road/equestrian trail to Woodlake Slough, sight distance is limited to 20 to 40 feet for a 100 foot segment. Signs will be placed indicating users to slow down as they travel through this segment. From the end of the trail bend at Woodlake Slough west to the diverging point between the equestrian trail and fire road, there is adequate sight distance.</p> <p>While horseback riding is sanctioned only on designated equestrian/hiking trails according to ARPP 5.14, in practice, a few trail segments in different areas of the Parkway are sanctioned as multi-use due to the limitations at the particular location. For example, at William Pond river crossing and at Rossmoor Bar bend, equestrians are allowed on the bicycle trail because there is no other way to provide continuous trail for horses. Some flexibility in implementing policies is needed in order to provide a continuous recreation experience for all users.</p>	
<p>Nature Appreciation</p>	<p>Increased use of the areas could impact nature appreciation by increased visibility and noise.</p>	<p>The pilot will be limited to existing maintenance and firebreak roads and will exclude these facilities that lie within the Nature Study Area land use designation.</p>

In the analysis of impacts to others for trails recreation, the following factors were considered:

- Trail width and height
- Stopping sight distance
- Management principles on mitigating user conflict on trails
- Local equestrian feedback

The trail corridor for equestrians should be 8 to 10 feet wide and 10 to 12 feet high (Tennessee Pathways; Rails-to-Trails Conservancy). The multi-use segments of the proposed off-paved trails meet trail width and height guidelines for equestrians.

The analysis in the Impacts to Others table above references the Caltrans Highway Design Manual which defines stopping sight distance as "... the minimum sight distance for a given design speed to be provided on multilane highways and on 2-lane roads when passing sight distance is not economically obtainable. Stopping sight distance also is to be provided for *all users, including motorists and bicyclists*, at all elements of interchanges and intersections at grade, including private road connections (Highway Design Manual, Chapter 200, Sight Distance Standards)." For a design speed of 15 mph, stopping sight distance for all users is given as 100 feet. Specifically for equestrians, sight distance should also be at least 100 feet "and proper signage is needed to indicate which user has the right-of-way priority" (Rails-to-Trails Conservancy).

In developing the proposal for a pilot program, the Parkway Manager is following several management principles to minimize conflict on the multiple-use trail segments, including:

- Recognize conflict as goal interference
- Provide adequate trail opportunities
- Minimize number of contacts in problem areas, involve users as early as possible
- Promote trail etiquette
- Monitor progress
- Encourage positive interaction among different users (Federal Highway Administration)

On January 8, 2016, staff from the Department of Regional Parks met with staff from the American River Parkway Foundation, two representatives from the Parkway Equestrian Patrol, and a mountain biking advocate at Woodlake to review the site and discuss equestrian concerns. Equestrian stakeholders have continued to provide input on the pilot through the ARPAC workshop, letters, and phone calls. Concerns from the equestrian community, as well as all public comment, have been considered in the development of the pilot program.

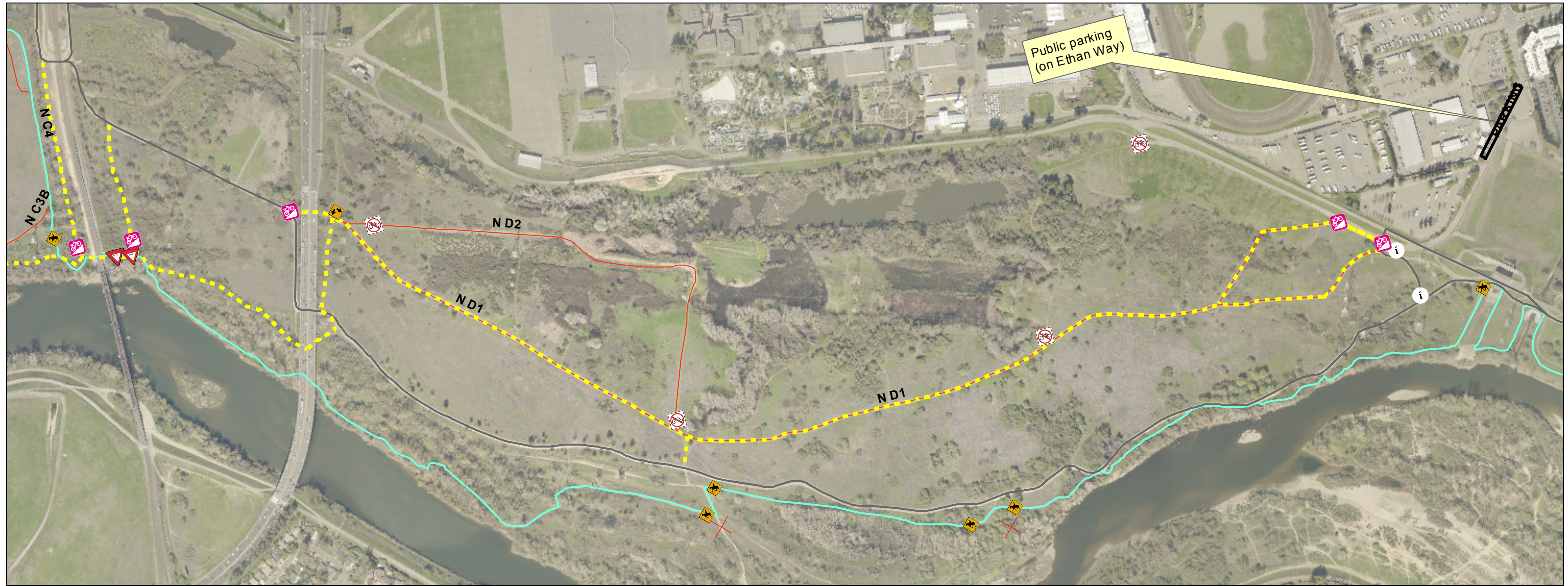
Final Determination

The off-paved trail cycling pilot is sanctioned within the Parkway Plan in Policy 5.17. The proposed off-paved trails for the pilot use existing maintenance roads and firebreaks. The pilot makes no modification to the Area Plan or Maps. If, after the conclusion of the pilot period, there is interest in making off-paved trail cycling permanent in the Woodlake and Cal Expo areas, the amendment process would be required (ARPP, 2008, p. 224).

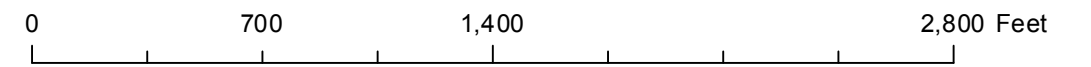
It is the determination of the Department of Regional Parks that the proposed project is consistent with the American River Parkway Plan.

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Sacramento County Department of Regional Parks



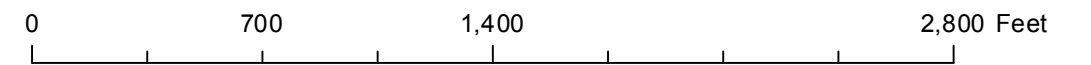
Cal Expo Trails and Signage (5-24-16)

Off Paved Trail	Proposed Off Paved Trail
No Cyclists	Existing Paved Bike Trail
Yield	Existing Equestrian/Hiking Trail
Information	Existing Pedestrian Trail
Turn Only	Fire Roads
Equestrians/Hikers Only	
Pedestrians Only	
Block Informal Trail	





Sacramento County Department of Regional Parks



Woodlake Trails and Signage (5-24-16)

Off Paved Trail	Proposed Off Paved Trail
No Cyclists	Existing Paved Bike Trail
Yield	Existing Equestrian/Hiking Trail
Information	Existing Pedestrian Trail
Turn Only	Fire Roads
Equestrians/Hikers Only	
Pedestrians Only	
Block Informal Trail	



PROPOSED OFF-PAVED TRAILS WITH EXISTING FIRE ROADS AND THE AMERICAN RIVER PARKWAY PLAN'S TRAILS, ROADS AND LAND USE DESIGNATIONS



Note: Two segments of off-paved trail running parallel to the railroad tracks between Cal Expo and Woodlake areas are proposed on existing maintenance roads. The American River Parkway Plan does not show these segments as existing facilities which is an omission in the plan.

Legend (version 6-13-16)

<p>Roads</p> <ul style="list-style-type: none"> Parkway Road PROPOSED BRIDGE EXISTING BRIDGE Maintenance Road PROPOSED MAINTENANCE ROAD LIGHT_RAIL 	<p>Trails</p> <ul style="list-style-type: none"> Existing Bike Trail Proposed Paved Bike Trail Existing Horse Trail Existing Pedestrian Trail Proposed Off Paved Bike Trail Fire Roads 	<p>Landuse</p> <ul style="list-style-type: none"> Developed Recreation Area Limited Recreation Area Nature Study Area Open Water Protected Area
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