

# Comment Set 9

## County of Santa Clara

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July 27, 2000

Ms. Judith Ikle, CPUC  
 c/o Aspen Environmental Group  
 235 Montgomery Street, Suite 800  
 San Francisco, CA 95104

**Subject: PROPOSED NORTHEAST SAN JOSE TRANSMISSION REINFORCEMENT PROJECT (Application #99-09-029) Comments on Notice of Release of a Draft Environmental Impact Report (SCH #2000042073) Executive Summary**

Dear Ms. Ikle,

We appreciate the opportunity to comment on the Draft Environmental Impact Report (DEIR) for the **Proposed Northeast San Jose Transmission Reinforcement Project** (Application No. 99-09-029). First, the County Parks Department would like to commend The California Public Utilities Commission (CPUC) for preparing a comprehensive and thorough study of the project's environmental impacts and mitigation measures. We are encouraged to see the high level of importance placed on biological resources, visual resources, and land use and recreation in developing the environmentally superior alternative. Furthermore, we are especially pleased to see the CPUC evaluate the positive and negative environmental impacts on our regional/local trails and pathways.

Regarding potential impacts that the proposed transmission reinforcement project alternatives may have on our County parks and facilities, our interests focus on major issues such as preserving the viable riparian habitat along Coyote Creek and views from Coyote Creek Trail, providing connections to local and regional trail corridors, and preserving the aesthetic and visual qualities of these trail corridors. Our comments, at this time, are directed to the preferred environmentally superior project alternative of I-880-A Alternative, I-880-B Alternative, Los Esteros Substation, and Trimble-Montague 115kV Upgrade, as indicated in Figure ES-2 of the Executive Summary.

Within the *Comparison of Alternatives* section of the Executive Summary, CPUC staff summarizes the environmental advantages and disadvantages of the proposed project

alternatives for the DEIR. The Parks Department is encouraged to see that the environmentally superior project alternative avoids construction and disturbance within the environmentally sensitive riparian habitat of Coyote Creek, since the proposed underground line of the Trimble-Montague 115kV Upgrade Comparison alternative would have to cross the Coyote Creek streambed in more than one location (page ES-26).

However, we would like to address the impacts of the proposed 230kV Los Esteros Substation and transmission lines. Based on page ES-31 of the Executive Summary, the regional/local trails located in the project vicinity will experience adverse visual and operational impacts from the location and construction of the proposed Los Esteros substation and 230kV transmission lines. As a result, we have the following comments on the mitigation measures for the degradation of recreational trail experience along the San Francisco Bay Trail, Juan Bautista de Anza National Historic Trail, and Coyote Creek Trail in the *Land Use and Recreation* section of the DEIR. It is recommended that the DEIR address the following:

- The policies of our *Parks, Trails, and Scenic Highway Element* of the *County General Plan* should be included in the Land Use Policy Consistency analysis (Table C.7-1 of the DEIR). Please find enclosed a copy of these policies. The Coyote Creek Trail, a multi-use pathway identified in the Parks, Trails, and Scenic Highways Element of the Santa Clara County General Plan and designated as Trail Route S5 in the Santa Clara County Countywide Trails Master Plan Update Map, should be addressed in the DEIR. Eventually extending the length of the Coyote Creek, most of Coyote Creek Trail has been constructed in the southern portion of the County. However, this trail route is envisioned to connect to the San Francisco Bay Trail, which is part of the Bay Trail project currently underway with the City of San Jose.
- The CPUC should work with the City of San Jose Public Works Department, San Francisco Bay Trail Project Task Force, and County Parks Department in planning the location of the transmission poles and support towers within the proposed regional trail routes. As noted on page ES-15 of the Executive Summary and page C.7-21 of the DEIR, the trail right-of-way should be clear of all structures, such as support towers, transmission poles and lines so as to prevent visual and physical intrusion on recreational trail users.
- As noted on pages C.7-38 and 39, mitigating the temporary blockage of trail access to the regional trails during the construction of the Los Esteros Substation and access road should also be coordinated with the above local agencies to ensure that the proper signage and appropriate location of trail access points are provided to future recreational users in the area.
- It is also our understanding that PG&E's landscaping plan for the Los Esteros substation area will serve as the proposed mitigation measure to reduce the high visibility of the project's structures by partially screening the substation from its surroundings. Installation of landscape screening should also involve consultation with the City of San Jose Department of Public Works.

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Thank you for granting us the opportunity to comment on the DEIR and Executive Summary for the Northeast San Jose Transmission Reinforcement Project. We look forward to reviewing the

Board of Supervisors: Donald F. Gage, Blanca Alvarado, Pete McHugh, James T. Beall Jr., S. Joseph Simitian  
 County Executive: Richard Wittenberg

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Final EIR for this project. If you have any questions, please contact me at (408) 358-3741, extension 152.

Sincerely,



JANE MARK  
Park Planner

**Enclosures**

CC: Mark Frederick, Manager, County Parks Planning and Development  
Arlene Nakagawara, City of San Jose, Department of Public Works  
Brad Brown, City of San Jose Parks, Recreation, & Neighborhood Services

Parks and Recreation  
*Countywide Issues and Policies*



**Introduction**

**Summary**

Through the remainder of this century and into the next, population growth, demographic change, and increasing urban intensification in Santa Clara County will be creating a growing demand for recreation. Public demand will increase both for parks and open space areas within and adjacent to the urban area, as well as for recreation areas in more natural settings that provide a welcome contrast to the fast pace and pressures of urban life.

Meeting this growth in recreation demand will be particularly challenging due to the limited public funding likely to be available during this period, and due to the need to balance recreation and environmental protection objectives to avoid the overuse and eventual destruction of the natural resources of our parks and public open space lands.

This chapter addresses three types of areas and facilities that can contribute both to meeting future recreation demand and to maintaining the county's natural resources and beauty:

- Regional Parks and Public Open Space Lands;
- Trails; and
- Scenic Highways.

The general strategies outlined for each of these areas are as follows:

**Regional Parks and Public Open Space Lands**

- Strategy #1: Develop parks and public open space lands
- Strategy #2: Improve accessibility
- Strategy #3: Balance recreation and environmental objectives
- Strategy #4: Facilitate interjurisdictional coordination
- Strategy #5: Encourage private sector involvement

**Trails and Pathways**

- Strategy #1: Plan for trails
- Strategy #2: Implement the planned trail network
- Strategy #3: Facilitate interjurisdictional coordination
- Strategy #4: Balance recreation, environmental, and landowner concerns

**Scenic Highways**

- Strategy #1: Designate scenic highways
- Strategy #2: Protect scenic highway corridors
- Strategy #3: Develop complementary recreational facilities

**Background**

**THE VISION OF "A NECKLACE OF PARKS"**

The basic foundation for the "Regional Parks, Trails, and Scenic Highways Plan" within the County's General Plan was established in the late 1960s when a blue ribbon citizen advisory committee was established to develop a blueprint for the expansion of the county's regional park system.

Growth in the regional park system had not kept pace with the county's rapid population growth during the previous two decades, and community leaders felt it was important that a bold, long term plan be developed to remedy the recreational deficiencies that existed and to preserve significant open space resources that were threatened by the rapid pace of the sprawling development the county was then experiencing.

The regional parks, trails, and open space system envisioned in the plan they developed was often referred to as "a necklace of parks." It consisted of a series of major regional parks located in the foothills and mountains around the valley, similar to pearls on a necklace. These regional park "pearls" were intended to preserve, and make available for public recreation, examples of the county's finest natural resources. Recreational trails and scenic highways were proposed to link these regional parks with one another as well as to provide access from the valley floor.

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On the valley floor, the plan envisioned major streamside park chains — visual and recreational ribbons of green — passing through the urban area, providing recreation opportunities in themselves and also serving as important trail linkages to the nearby foothill, mountain, reservoir, and baylands parks.

Over the intervening decades, their far-sighted vision of “a necklace of parks” has gradually moved toward becoming a reality as expansion and development of the County’s regional park system, the cities’ park systems, and the open space preserve system of the Midpeninsula Regional Open Space District have occurred.

Although progress toward its completion may slow during the mid 1990s due to funding limitations, the vision remains alive as a positive blueprint for meeting current and long term recreation needs and for preserving portions of our county’s unique open space heritage.

**GROWTH IN RECREATION DEMAND AND DIVERSITY**

Although implementation of the “necklace of parks” may slow somewhat, recreation demand in Santa Clara County will continue to increase through the remainder of this century and into the next in response to a number of factors, including:

- population growth, generally;
- growth in the population of seniors with more leisure time; and
- the accessibility of local recreation areas.

Between 1995 and 2010, Santa Clara County’s population is projected to increase by more than 209,000 people — an increase roughly equivalent to the current populations of Santa Clara and Sunnyvale combined.

As the population grows, it will also be aging, which will mean that seniors with more leisure time available will constitute a larger part of our population. Due to public consciousness about fitness and health in recent decades, these seniors are likely to be healthier and more recreationally active longer in their lives than seniors of previous generations.

Growth in recreation demand is likely also to be driven by the supply of parks and open space lands that are easily accessible from the county’s urban areas. Residents of Santa Clara County have a number of regional parks and other public open space lands that are only a short drive, hike, or bicycle ride from major residential and employment centers. This close proximity of public recreation areas helps account for why, according to State Parks Department surveys, northern California residents participate in outdoor recreation activities at higher rates than do residents of southern California where regional parks and other public open space lands tend to be farther away.

Growth in recreation demand is also likely to be accompanied by continued increasing diversity in the array of forms of public recreation. Just as the last decade has witnessed the emergence and growing popularity of various new types of recreation activity (e.g. off road bicycling, skateboarding, roller blading, etc.), the next decade will probably bring additional new forms of recreation as well. New developments in technology are likely to create new forms of recreation activity, as well as enabling persons of all physical capabilities to engage in a broader array of recreational activities.

Along with this increasing diversity of recreational activity will come the challenges of coping with pressures to create or set aside areas for these new forms of recreation as well as managing the conflicts that may arise among various recreational user groups seeking to use the same lands or facilities for different activities.

**THE RECREATION CONSEQUENCES OF URBAN INTENSIFICATION**

As Santa Clara County’s population grows and as future growth is directed primarily into existing urban areas, selective portions of our cities will be evolving from predominantly suburban to more urban character. This will be particularly true along transit corridors, near downtowns, and near major employment centers.

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**Regional Parks and Public Open Space Lands**

**Background**

This selective urban intensification is likely to have two significant, and somewhat contradictory, impacts on parks and recreation demand. It will, first of all, focus greater attention on the need to provide parks and open space within easy access of these new urban centers to assure that they have the recreational amenities necessary to become livable urban communities.

High urban land costs, however, will generally preclude the acquisition of large parcels of land to create traditional, large urban parks. Consequently, more emphasis is likely to be given to:

- planned open space within larger scale, mixed use developments;
- smaller, neighborhood parks; and
- the completion of urban streamside and baylands park chains.

Linear parks passing through the urban area, such as those being developed along the Guadalupe River, Coyote Creek, Los Gatos Creek, and Stevens Creek can be implemented to a large degree on existing publicly-owned lands. Similarly, continued parks and recreation development within the large band of contiguous, publicly-owned lands in the baylands provides an opportunity for creation of a major, interconnected system of parks and public open space preserves adjacent to the urban area.

Second, as more people live within urban centers, the pressure to provide additional areas for parks and open space where people can escape the urban area to more natural surroundings in search of relaxation and recreation will also increase.

Both of these trends will create competing pressures for the allocation of limited parks and open space funds, and will create the need for local officials to try to achieve an appropriate balance between expenditures for close-in urban parks and for parks and open space lands in more natural, rural settings.

Opportunities for outdoor recreation amid the natural beauty and splendor of the California landscape are important ingredients contributing to the quality of life enjoyed by county residents. As Santa Clara County’s urban area has expanded and its population has grown to more than one-and-a-half million people, the need to provide areas for existing and future County residents to get away from the pressures of the urban area to more natural settings where they can relax and enjoy closer contact with nature has increased greatly.

Santa Clara County has been blessed with a great diversity of natural resources and scenic beauty, ranging from the salt marshes of the baylands, to the rolling, oak-studded foothills, to the majestic redwood groves of the Santa Cruz Mountains, to the numerous flowing streams. These varied open space areas are part of a priceless legacy, an environmental heritage which must be preserved for the use and enjoyment of both present and future generations.

Many of the county’s natural areas are being protected and made available to residents through public acquisition as parks or open space preserves by a number of different agencies, including the County Parks Department, various city parks departments, the Midpeninsula Regional Open Space District, the State Parks Department, and the San Francisco Bay National Wildlife Refuge.

As the county’s population continues to grow, the growth in recreation demand will put increasing pressures on these parks and open space lands. A major challenge over the duration of this decade will be how to accommodate this increasing demand without overusing and ultimately degrading the natural resources that draw people to seek recreation on these lands.



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Compounding this challenge will be the fiscal crises that state and local governments are currently experiencing, which will likely mean that there will be less money available to purchase additional parks and public open space lands, and possibly less money to pay for the development, operation, and maintenance of existing parks and open space lands.

**Strategies, Policies and Implementation**

Given the above factors, the basic strategies concerning regional parks and public open space lands consist of the following:

- Strategy #1: Develop Parks and Public Open Space Lands
- Strategy #2: Improve Accessibility
- Strategy #3: Balance Recreational and Environmental Objectives
- Strategy #4: Facilitate Interjurisdictional Coordination
- Strategy #5: Encourage Private Sector and Non-profit Involvement

**Strategy #1: Develop Parks and Public Open Space Lands**

The major focus of local parks and open space agencies over the foreseeable future is likely to be upon developing and managing their existing parks and open space preserves, rather than the purchase of substantial additional lands. Primary emphasis will be on developing additional recreational facilities to make existing lands serve more visitors.

Those additional land purchases that do occur are likely to be purchases that help round out the boundaries of existing parks and open space preserves or that complete missing links between them. (The Santa Clara County Open Space Authority, created in 1992, may become an exception to the previous generalizations about land acquisition, once it obtains a funding source.)

Although the short term future may not look particularly bright in terms of additional parks and open space purchases, it is important not to lose sight of the substantial progress that has been made during the last two decades toward realization of the vision of a necklace of regional parks and public open space lands surrounding the urban area and accessible by trails and streamside park chains. Further progress, however incremental, toward fulfillment of that dream will still provide lasting benefits for current and future generations.

**Policies and Implementation**

**C-PR 1**  
An integrated and diverse system of accessible local and regional parks, scenic roads, trails, recreation facilities, and recreation services should be provided.

**C-PR 2**  
Sufficient land should be acquired and held in the public domain to satisfy the recreation needs of current and future residents and to implement the trailside concept along our scenic roads.

**C-PR 3**  
The County's regional park system should:

- a. utilize the county's finest natural resources in meeting park and open space needs;
- b. provide a balance of types of regional parks with a balanced geographical distribution;
- c. provide an integrated park system with maximum continuity and a clear relationship of elements, using scenic roads, bikeways, and trails as important linkages; and
- d. give structure and livability to the urban community.

**C-PR 4**  
The public open space lands system should:

- a. preserve visually and environmentally significant open space resources; and
- b. provide for recreation activities compatible with the enjoyment and preservation of each site's natural resources, with trail linkages to adjacent and nearby regional park lands.

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**Strategy #2: Improve Accessibility**

**C-PR 5**  
Water resource facilities, utility corridors, abandoned railroad tracks, and reclaimed solid waste disposal sites should be used for compatible recreational uses, where feasible.

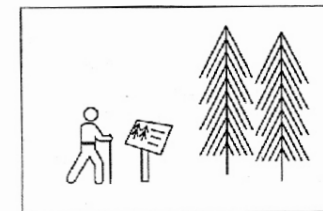
**C-PR 6**  
The countywide regional parks plan should periodically be reviewed and revised to reflect current conditions, anticipated future needs, long term goals, and new opportunities.

**Implementation Recommendations**

**C-PR(i) 1**  
An assured, predictable source of annual funding should continue to be provided for regional park acquisition, development, and maintenance.

**C-PR(i) 2**  
Consideration, in parks and open space land acquisition planning and decisionmaking, should be given to the open space preservation priorities proposed by the Open Space Preservation 2020 Task Force.

**C-PR(i) 3**  
Establish a program to review and revise the countywide regional parks plan.



Another important focus for local agencies over the remainder of this decade should be that of improving public access to and within parks and public open space lands.

One target of local efforts should be to improve access to regional parks and open space lands via modes other than the automobile. This means improving access via public transit, as well as providing trails and pathway access for pedestrians, runners, bicyclists and equestrians, as means of reducing traffic congestion and improving air quality.

Within regional parks and open space lands, more attention needs to be given to making facilities and programs more accessible to all members of our population, including those who may have physical limitations.

Our diverse population includes people of a wide range of ages and physical capabilities, each of whom is entitled to experience the wonders of our natural environment and the benefits of outdoor recreation on our public lands. To make these benefits more widely available, public parks and open space planning needs to become more creative in preparing master plans, developing new facilities, and redesigning existing facilities to make them more accessible to persons of all physical capabilities. The accessibility of recreation programs, too, must be improved.

**Policies and Implementation**

**C-PR 7**  
Opportunities for access to regional parks and public open space lands via public transit, hiking, bicycling, and equestrian trails should be provided. Until public transit service is available, additional parking should be provided where needed.



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**C-PR 8**  
Facilities and programs within regional parks and public open space lands should be accessible to all persons, regardless of physical limitations, consistent with available financial resources, the constraints of natural topography, and natural resource conservation.

**Implementation Recommendations**

**C-PR(i) 4**  
Provide public transit service to major regional parks, and develop hiking, bicycling, and equestrian trails to provide access to regional parks from the urban area to provide alternatives to private automobiles for access to recreation.  
(Implementors: County, Cities, Midpeninsula Regional Open Space District, State of California, Santa Clara Valley Water District)

**C-PR(i) 5**  
Design, and redesign where necessary, facilities and programs within regional parks and public open space lands to be accessible to all persons, regardless of physical limitations, consistent with constraints of the natural landscape and natural resources of each site. Include accessibility considerations in the development of site master plans.



**Strategy #3:**  
**Balance Recreational and Environmental Objectives**

Management and development of Santa Clara County's regional parks and other public open space lands requires a careful balance between the sometimes conflicting objectives of providing for public recreation and preserving and enhancing the resources and processes of our natural environment.

The scenic beauty and natural resources of those lands closest to the urban area, because of their attractiveness and accessibility, often face the greatest recreational pressures. An estimated 500,000 people per year, for example, make use of the trails at Rancho San Antonio near Cupertino. The Los Gatos Creek Trail and the trails of the Palo Alto and Mountain View

baylands are examples of other popular and heavily used recreation areas within or at the edge of the urban area.

As existing public recreation areas become more crowded, the pressures to develop additional recreational areas and facilities will increase. Since funds for acquisition of additional parks and public open space lands are likely to be quite limited for the foreseeable future, the most logical way to try to keep up with growth in recreation demand will be to provide additional recreational facilities on existing public lands.

In working to meet that growing demand, we must be careful not to overdevelop or overuse these lands to the point where their natural resources are seriously degraded and the quality of the recreational experience is substantially diminished. Care must particularly be taken to preserve and protect natural resources unique to these sites so that they will also be available for future generations to experience and enjoy.



**Policies and Implementation**

**C-PR 9**  
The parks and recreation system should be designed and implemented to help attain open space and natural environment goals and policies.

**C-PR 10**  
Recreation facilities and activities within regional parks and public open space lands should be located and designed to be compatible with the long term sustainability of each site's natural and cultural resources, with particular attention to the preservation of unique, rare, or endangered resources (including historic and archeological sites, plant and animal species, special geologic formations, etc.).

**C-PR 11**  
Park planning and development should take into account and seek to minimize potential impacts on adjacent property owners.

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**Strategy #4:**  
**Facilitate Interjurisdictional Coordination**

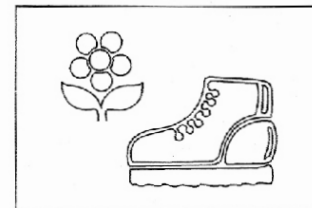
**C-PR 12**  
Parks and trails in remote areas, fire hazardous areas, and areas with inadequate access should be planned to provide the services or improvements necessary to provide for the safety and support of the public using the parks and to avoid negative impacts on the surrounding areas.

**C-PR 13**  
Public recreation uses should not be allowed in areas where comparable private development would not be allowed, unless consistent with an adopted park master plan.

**Implementation Recommendations**

**C-PR(i) 6**  
Include resource management plans within the master plans for individual regional parks and public open space lands.  
(Implementors: County, Cities, Midpeninsula Regional Open Space District, Santa Clara County Open Space Authority, State Parks Department, San Francisco Bay National Wildlife Refuge)

**C-PR(i) 7**  
In conformance with the California Environmental Quality Act (CEQA), prepare environmental assessments for proposed master plans and development projects within regional parks and public open space lands.  
(Implementors: County, Cities, Midpeninsula Regional Open Space District, Santa Clara County Open Space Authority, State Parks Department, San Francisco Bay National Wildlife Refuge)



Numerous agencies are involved, either directly or indirectly, in the provision of public parks and open space lands in Santa Clara County, including city and County parks departments, the Midpeninsula Regional Open Space District, the State Parks Department, the San Francisco Bay National Wildlife Refuge, the Santa Clara Valley Water District, various local school districts, and the recently established Santa Clara County Open Space Authority.

Over the coming decade, coordination among these agencies is likely to become increasingly more important, due to:

- Increased emphasis on completing stream-side park chains through the urban area, which pass through multiple jurisdictions and involve lands owned by several different public agencies.
- Outward expansion of the urban area to the point where some County parks that were established as rural parks years ago when lands around them were largely undeveloped are now surrounded by urbanization, thus creating opportunities for city/County cooperation in the management of these park lands.
- Budget problems faced by local parks and open space agencies, which can be alleviated somewhat by reducing costs through joint operating agreements (e.g. when two different agencies own lands in close proximity to one another, it may be cheaper for one to contract with the other to manage their lands jointly, rather than for each of them to manage their own lands individually).

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To respond to these opportunities and necessities for interjurisdictional cooperation it may be necessary to establish formal mechanisms (e.g. coordinating committees) and agreements among various agencies to acquire, develop, and manage the regional parks and public open space system proposed in this plan.

→ **Policies and Implementation**

**C-PR 14**  
Parks and recreation system planning, acquisition, development, and operation should be coordinated among cities, the County, State and Federal governments, school districts and special districts, and should take advantage of opportunities for linkages between adjacent publicly owned parks and open space lands.

**C-PR 15**  
The provision of public regional parks and recreational facilities of countywide significance both in urban and rural areas shall be the responsibility of county government.

**C-PR 16**  
The provision of neighborhood, community, and citywide parks and recreational facilities should be the responsibility of the cities and other appropriate agencies.

**Implementation Recommendations**

**C-PR(i) 8**  
Seek adoption of the County's Regional Parks Plan by the cities to facilitate interjurisdictional cooperation in implementing the Plan. (Implementors: County, Cities)

**C-PR(i) 9**  
Establish joint programs or other procedures for identifying and capitalizing upon potential opportunities for joint land acquisition, development and/or management of parks and open space lands. (Implementors: County, Cities, Midpeninsula Regional Open Space District, Santa Clara County Open Space Authority, Santa Clara Valley Water District, State Parks Department, San Francisco Bay National Wildlife Refuge)

→ **Strategy #5: Encourage Private Sector and Non-profit Involvement**

Public parks and open space agencies do not have sufficient funding resources, lands, nor mandates to provide for all forms of outdoor recreation. Consequently some outdoor recreation needs may have to be met by the private sector or by non-profit organizations.

In Santa Clara County, facilities such as horse stables and recreational vehicle (RV) parks are provided almost exclusively by the private sector. Provision of these and other such private recreational facilities should be encouraged in appropriate locations, provided that they are of the proper scale and design for their surroundings.

In addition, nonprofit organizations and volunteers have provided valuable services to parks and open space agencies, and thus to the public as well, through a variety of activities ranging from aiding in land acquisition efforts, to running interpretive programs, to building and maintaining trails. These kinds of efforts should also be encouraged.

Increasing opportunities for public recreation may also be available if nonprofit organizations that own recreational lands make them available for appropriate public use when they are not in use by their members

→ **Policies and Implementation**

**C-PR 17**  
The private sector and non-profit organizations should be encouraged to provide outdoor recreational opportunities. In rural areas, private recreational uses shall be low intensity.

**C-PR 18**  
Individual citizens, community organizations, and businesses should be encouraged to aid in regional parks and open space acquisition, development, and maintenance.



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**C-PR 19**  
The potential for encouraging nonprofit organizations that own recreation lands to make them available for appropriate public use should be explored.

**Implementation Recommendations**

**C-PR(i) 10**  
Identify potential outdoor recreation needs that could be met by businesses and/or non-profit organizations. Encourage businesses and non-

profit organizations to provide for these needs in appropriate locations.

**C-PR(i) 11**  
Establish a program to solicit support from individual citizens, community organizations, and businesses to aid in regional parks acquisition, development, and maintenance. (Implementor: County)

**The Regional Parks, Trails, and Scenic Highways Plan Map**

The current "Regional Parks, Trails, and Scenic Highways Plan" (hereafter referred to simply as the "Parks Plan") is a separately-published map that is an officially adopted part of the County's General Plan. As its name implies, it contains information about three kinds of recreational facilities: regional parks, trails, and scenic highways.

The Parks Plan performs the following important roles and functions with regard to each of its three basic components.

- Regional Parks:**
- Show the proposed countywide regional parks system, including "existing" parks and public open space lands and the general locations of areas proposed for future public acquisition by the County and other public agencies.
  - Provide the basis for expenditure of County Parks Charter Funds (i.e. expenditures of County Parks Charter funds for land acquisition must conform to the Plan)
  - Provide a basis for interjurisdictional coordination and cooperation in the provision of parks and open space facilities of countywide significance

**Trails:**

- Shows the proposed countywide trail network, including "existing" trails and the general locations of corridors within which future trails are proposed for implementation by the County and other public agencies. [Note: The proposed trails network shown on the Parks

Plan is currently being reviewed by a special Trails Plan Committee established by the Board of Supervisors.]

- Provides a basis for interjurisdictional coordination and cooperation in the provision of trails of countywide significance
- Serves as the basis for County trail easement dedication requirements when development occurs in unincorporated areas within trail corridors shown on the Plan
- With a few exceptions, does not indicate proposed bicycle lane system. [note: The County Transportation Agency is currently updating the county Bikeways Plan.]

**Scenic Highways:**

- Identifies local roads designated as scenic highways, as well, as existing and proposed state scenic highways
- Indicates scenic roads in unincorporated rural areas subject to special scenic highway ordinance regulations and development reviews

**Notes:**

- The original printed, multicolored version of this map is out of print; black-and-white photocopied versions are available from the County Parks Department.
- \*\* The most recent version of this map was printed in 1980 and does not reflect public parks and open space acquisitions nor trails developed since then.

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## Trails and Pathways

### Background

#### THE ROLES OF TRAILS

Trails in Santa Clara County serve the following roles:

- **Outdoor Recreation:** The activity of walking is consistently ranked the highest in terms of participation. Bicycling, and in particular mountain bicycling, continues to increase in popularity. Horseback riding has been, and continues to be, a strongly supported heritage of Santa Clara County. This is particularly true for the rural residents of the unincorporated areas of the County. The Countywide Trails Master Plan focuses only on non-motorized trail uses.
- **Transportation:** Trails provide an alternative form of travel to get to work or school, to go shopping, or to get to any number of other destination points including local and regional

parks and open space preserves. For all county residents, trails, as an alternative to the private automobile, are energy-efficient, reduce reliance on fossil-fuels and benefit air quality.

- **Education:** To many individuals trails are also a means to an end. This is especially true for outdoor science teachers representing all levels of our educational system. Trails provide access to and through nature's outdoor laboratories.
- **Public Health and Physical Well-being:** Trail use supports exercise of any desired degree. Activities involving exercise are both healthy for the individual and reduce health care costs.
- **Social and Economic Well-being:** The positive benefits of well-managed trails on local economies and increased property values near trails in urban areas is well documented.
- **Alternative Emergency Access and Egress:** The subdivision of properties and intensification of land uses within wildland areas of the County increases the need for providing and maintaining emergency access/egress routes. Trails can serve as access routes in and out of an area blocked by fire, landslide, flood, or traffic.

#### History of Trails Planning in Santa Clara County

Planning for trails has been an integral part of land use planning in Santa Clara County for at least the past 30 years. In the late 1950s and early 1960s, plans were developed to provide hiking and bicycling trails as part of park chains proposed along most of the major streams that flow through the Santa Clara Valley, including Coyote Creek, the Guadalupe River, and Stevens Creek. Some of these proposed trails and parkways only now are becoming realities, much later and at much greater public expense than would have been necessary had they been implemented earlier.

In the early 1970s, a countywide network of recreation trails was included in the County's Regional Parks Plan. In 1974, the Santa Clara County Planning Policy Committee (PPC), the predecessor of the current intergovernmental

Council (IGC), created a Trails and Pathways Subcommittee to develop a countywide trails and parkways master plan. The plan prepared by the Trails and Pathways Subcommittee was adopted by the PPC in 1978 and was subsequently incorporated into the "Regional Parks, Trails, and Scenic Highways Plan" in the Santa Clara County General Plan in 1980.

As the General Plan was being revised from 1991-94, a Trails Plan Advisory Committee was established by the County Board of Supervisors to review and update both the planned countywide trail routes and trail policies. The recommendations of that Committee, which concluded its review in mid-1995, were adopted and relevant portions incorporated within the General Plan as of November 14, 1995. For further understanding of the Trail Plan Advisory Committee's intent for the Countywide Trail Master Plan, refer to the Preamble, p. G-11.

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### Preamble

Trails Master Plan Advisory Committee

#### The Spirit of the Countywide Trails Master Plan Update

The spirit of the 1995 Countywide Trails Master Plan Update is one of cooperation and respect for divergent viewpoints. A collective goal of the plan update is that this plan will direct the County's trail implementation efforts well into the twenty-first century with a balanced regard for the public good and individual desires for privacy.

The Trails Master Plan Update affects a trails route map and policies for a countywide system that has been part of the County's General Plan since 1980. This update, and the Advisory Committee of citizens that authored it, embodies a spirit of collaboration.

For this plan to realize the County's vision of providing a network of trails that connects cities to one another, connects cities to the County's regional open space resources, connects County parks to County parks, and connects the northern and southern urbanized regions of the County, the plan identifies a contiguous trail system. To accomplish this objective, planned trails necessarily traverse lands in both public and private ownership. With an eye toward accommodating the burgeoning need for trail opportunities for a rapidly growing and urbanizing population, this plan's policies clearly recognize that a significant portion of the proposed trail system passes through, along, or close to private lands.

The intent of the plan's policies, therefore, is to direct the County as it incrementally implements the plan while adhering to these five beliefs:

- to build a realistic trail system that effectively meets the needs of County residents;
- to respect private property rights through due process in the detail planning and design of trails;

- to provide responsible trail management; inform the trail user that the idea of "shared-use" includes respecting adjacent land uses;
- to accept responsibility for any liability arising from the public's use of County trails; and
- to implement trails involving private property only when the landowner is a willing participant in the process.

By following these beliefs while implementing the trails section of the General Plan, the County will, over time, build an effective system of trails that gains momentum as it grows and also build trust in government.

It is the Trails Plan Advisory Committee's hope that their hard work and dedicated two-year effort in updating the Countywide Trails Master Plan is not an exercise in futility. When followed, this plan and its policies will ensure the way the master plan is used will balance the public good with private property rights. When followed, this plan also provides multiple benefits - physical and mental health, recreation, relaxation, transportation, education - to all the future generations of Santa Clara County residents.

Achieving such goals requires ongoing support and mutual cooperation from all sides: agencies, landowners, and communities. Respect for others must be the rule of the trail. This respect must permeate all aspects of trails planning, from its inception as part of the General Plan, through the acquisition of land, through the design and construction process, and all the way through operations, maintenance, and use.



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## Strategies, Policies and Implementation



Strategy #1:  
Plan for Trails

### URBAN AREA TRAILS

Within the urban area of northern Santa Clara County, trails are currently limited to primarily:

- a few streamside park chains that are gradually emerging along Los Gatos, Coyote, Penitencia, Alamitos, and Stevens Creeks, and the Guadalupe River;
- a growing network of trails within and between the parks and public open space lands of the baylands; and
- bike lanes on city streets.

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

### RURAL AREA TRAILS

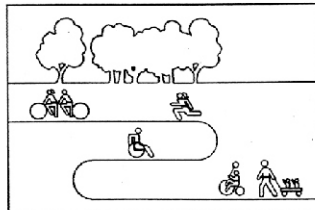
In the county's rural areas, most existing trails are located within publicly-owned parks and open space lands. Although some progress has been made in recent years, opportunities for hiking, bicycling, or horseback riding from one park to another or from the urban area to rural parks and open space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

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

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

### STRATEGY #1 OBJECTIVES

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



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Policies and Implementation

### C-PR 20

A countywide system of trails offering a variety of user experiences should be provided that includes: trails within and between parks and other publicly owned open space lands; trails that provide access from the urban area to these lands; trails that connect to trails of neighboring counties; trails that connect to transit facilities; trails that give the public environmentally superior alternative transportation routes and methods; trails that close strategic gaps in non-motorized transportation routes; trails that offer opportunities for maintaining personal health; trails that offer opportunities for outdoor education and recreation; and trails that could serve as emergency evacuation routes.

### C-PR 20.1

Trail access should be provided for a range of user capabilities and needs (including persons with physical limitations) in a manner consistent with State and Federal regulations.

### C-PR 20.2

Trails should be established along historically significant trail routes, whenever feasible.

### C-PR 21

The countywide trail system should be linked to provide for regional trails including the Bay Area Ridge Trail, the Benito-Clara Trail; and the San Francisco Bay Trail systems encircling the urban areas of the County and the San Francisco Bay.

### C-PR 21.1

Trails should be routed along scenic roads where such routing is feasible.

### C-PR 22

The Countywide Trails Master Plan Map in the County's General Plan should periodically be reviewed and revised to reflect current conditions, anticipated future needs, long-term goals, and new opportunities.

### C-PR 22.1

Encourage private developers to incorporate trail routes identified on the Countywide Trails Master Plan Map into their development project designs.

### Implementation Recommendations

#### C-PR(i) 12

Include in the General Plan a Countywide Trails Master Plan Map that indicates the proposed trail routes of countywide significance. (Implementor: County).

#### C-PR(i) 13

Work with interested groups (including but not limited to: affected landowner groups; trail interest groups; and organizations representing persons with disabilities) in developing recommendations for specific design and management plans. The recommendations should be consistent with County, State, and Federal design and management regulations (see Countywide Trails Master Plan - Design and Management Guidelines), and reflective of environmental and safety constraints, community needs and the needs of the various user groups. (Implementor: County).

#### C-PR(i) 13.1

Label historically significant trails, scenic route trails, and regional trail links as such on the Countywide Trails Master Plan Map. (Implementor: County).

#### C-PR(i) 13.2

Periodically, or concurrent with updating the General Plan, update the Trails Section of the General Plan. Modifications to the Countywide Trails Master Plan Map should take into account: additions to the existing trail system; acquired trail rights-of-way; and any new, proposed or modified trail alignments. Modifications to the General Plan text should take into account: long-term community needs and goals for trails; environmental constraints; and potential impacts on adjacent lands. (Implementor: County).

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**Parks and Recreation**

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**C-PR(i) 13.3**

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

**Strategy #2:**  
Provide Recreation, Transportation, and Other Public Trail Needs in Balance with Environmental and Land Owner Concerns

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

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

Of particular importance to the County and cities within it are streamside areas that are usually scenic amenities providing a pleasant environment for trails. They are also, however, important wildlife habitat areas which are relatively fragile and can be easily damaged or disrupted. As with many of the streamside park chain proposals shown in the County's General

Plan, trails near streams should receive detailed study prior to implementation. In areas with extensive residential development or in environmentally sensitive areas, it may be necessary to route trail segments away from creeks to avoid conflicts.

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

**STRATEGY #2 OBJECTIVE**

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

**Policies and Implementation**

**C-PR 23**

Trail routes shall be located, designed and developed with sensitivity to their potential environmental, recreational, and other impacts on adjacent lands and private property.

**C-PR 24**

As provided for in the Resource Conservation Chapter, trails shall be located to recognize the resources and hazards of the areas they traverse, and to be protective of sensitive habitat areas such as wetlands and riparian corridors and other areas where sensitive species may be adversely affected.



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**C-PR 25**

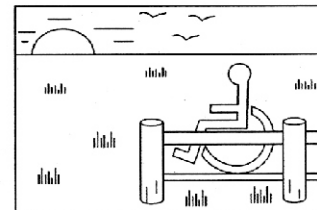
Trail Routes or Regional Staging Areas shown on the Countywide Trails Master Plan Map in areas currently designated on the County General Plan Land Use Map as Agriculture shall not be required (including easements) or developed outside of County road rights-of-way until or unless:

1. the land use designation is amended to a non-Agriculture designation, or
  2. there is specific interest or consent expressed by a willing property owner/seller.
- Where there is a specific interest or consent expressed by a willing property owner/seller, trails in areas with prime agricultural lands shall be developed in a manner that avoids any significant impact to the agricultural productivity of those lands.

**C-PR 26**

Trail Routes or Regional Staging Areas shown on the Countywide Trails Master Plan Map in areas currently designated as Ranchland on the County General Plan Land Use Map and actively used for ranching or other agricultural purposes shall not be required (including easements) or developed outside of County road rights-of-way until or unless:

1. The County is notified of a non-renewal of Williamson Act contract affecting the land on which the trail route or regional staging area would be located;
2. such time as the active ranching and/or agricultural use has been permanently abandoned;
3. the land use designation is amended to a non-ranchland designation, or
4. there is specific interest or consent expressed by a willing property owner/seller.



**C-PR 26.1**

Trail Routes or Regional Staging Areas shown on the Countywide Trails Master Plan Map in areas currently designated as Hillside on the County General Plan Land Use Map and actively used for ranching or other agricultural purposes shall not be required (including easements) or developed outside of County road rights-of-way until or unless:

1. the County is notified of a non-renewal of Williamson Act contract affecting the land on which the trail route or regional staging area would be located;
2. such time as active ranching and/or agricultural use has been permanently abandoned; or,
3. there is specific interest or consent expressed by a willing property owner / seller.

**Implementation Recommendations**

**C-PR(i) 14**

During trail design, notify and coordinate with affected landowners to incorporate measures into trail design and related management policies to accommodate the privacy, security and liability concerns of the landowner. Such measures could include, but are not limited to: fencing or barrier planting that discourages trespassing; signage; scheduling of maintenance; patrol scheduling; and indemnity agreements to protect the landowner and affected landowners from liability for injuries to trail users. (Implementors: County, Cities, MROSD, SCCOSA).

**C-PR(i) 15**

Prior to developing any new trail route for public use, prepare design and management plans that ensure provision of services necessary to provide for the safety and support of trail users and affected landowners, and respond to the unique safety and use concerns associated with highway safety, traffic operations, public transit, and businesses such as quality water source development, intensive agriculture, grazing, mining, railroads, and defense research and testing industries. (see Countywide Trails Master Plan - Design and Management Guidelines). (Implementors: County, Cities, MROSD, SCCOSA).



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**C-PR(i) 16**

Develop design guidelines to ensure that new trails meet established safety standards and minimize user conflicts. (see Countywide Trails Master Plan - Design and Management Guidelines). Prior to developing new trail routes for public use, ensure that services and improvements necessary for the safety and support of the public using the trail are provided. Such services and improvements should contain, at a minimum, adequate parking, potable water supply and sanitary facilities, and emergency telephones and access. Reasonable police and fire protection shall be available. (Implementors: County, Cities, MROSD, SCCOSA, SCVVD).

**C-PR(i) 17**

Develop design guidelines that ensure sensitive species and the habitats they rely on shall be protected, and where possible enhanced, by trail development and trail use (see Countywide Trails Master Plan - Design and Management Guidelines). (Implementor: County).

**C-PR(i) 17.1**

Provide a footnote on the Countywide Trails Master Plan Map that repeats the above policies relating to areas currently designated as Agriculture, Ranchland, or Hillside on the County General Plan Land Use Map. (Implementor: County).



**Strategy #3:**  
**Implement the Planned Trails Network**

**SUCCESS BASED ON PERSEVERANCE**

The Los Gatos Creek Trail has taken more than 25 years to develop to its current state extending nearly all the way from Lexington Reservoir to the Willow Glen area of San Jose. It is one of the most popular and heavily-used trails for both recreation and transportation in Santa Clara County. Its very existence is the result of foresight, hard work, and perseverance over a long period of time by local government officials, parks and planning commissioners, agency staff, property owners and dedicated citizens who

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have had the vision to see the benefits of completing such a trail and have devoted their energies to seeing it accomplished.

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

**USE OF MULTIPLE IMPLEMENTATION TOOLS**

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

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

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

**STRATEGY #3 OBJECTIVE**

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

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**Policies and Implementation**

**C-PR 27**

The proposed countywide trail network should be implemented using a variety of methods that take advantage of acceptable implementation opportunities as they arise.

**C-PR 27.1**

The County shall coordinate with landowners whose property may be affected by proposed trails identified on the Countywide Trails Master Plan Map to include the landowner's interests and concerns related to trail implementation when detail design and management plans are prepared.

**C-PR 28**

Trail routes shown on the Countywide Trails Master Plan Map that cross privately-owned lands shown as Agriculture, Ranchland or Hillside on the General Plan Land Use Map will only be acquired from a willing property owner/seller.

**C-PR 28.1**

Information shall be made available to landowners from whom trail easement dedications may be required or requested concerning laws that limit landowner liability.

**C-PR 28.2**

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

**C-PR 28.3**

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

**C-PR 28.4**

Development projects proposed on lands that include a trail as shown on the Countywide Trails Master Plan Map may be required to dedicate and/or improve such trail to the extent there is a nexus between the impacts of the proposed development and the dedication/improvement requirement. The dedication/improvement requirement shall be roughly proportional to the impacts of the proposed development. (Board of Supervisors Trail Easement Dedication Policies and Practices, Jan. 1992)

**C-PR 29**

Annexation of lands that include trails shown on the Countywide Trails Master Plan Map shall be conditioned on the annexing jurisdiction's adoption of relevant County trail plans and implementation of regional trail routes.

**C-PR 29.1**

Trails shall be considered as development projects when on private land.

**Implementation Recommendations**

**C-PR(i) 18**

Prepare implementation plans indicating the proposed methods to be used to obtain, develop, operate, and maintain individual trail routes or trail segments. Revise these plans, as needed, to respond to new opportunities that may arise. (Implementors: County, Cities, MROSD, SCCOSA).

**C-PR(i) 18.1**

As a high priority, establish an evenly-balanced review committee, reasonably representative of the cultural diversity of the community, composed of property owners and trail interests, appointed by the Board of Supervisors to work with County staff to analyze the feasibility and acceptability of specific methods available to fund trail acquisition, development, operations, and maintenance including but not limited to the following:

- 1) user fees for recreational services including equipment rentals, parking and use of facilities (e.g. picnic areas, etc.);
- 2) gasoline, hotel or other tax increment for trail implementation;

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- 3) Landscaping and Lighting Act assessment district financing;
- 4) development fee and/or dedication requirements based on the impact of proposed new development on trail needs;
- 5) encouraging and accepting gifts; and
- 6) creating incentives for trail dedication and improvement through density bonuses and transfer of development credits.  
(Implementor: County).

**C-PR(i) 18.2**

Take all steps necessary to implement acceptable funding methods approved by the Board of Supervisors (e.g. completion of studies pursuant to Government Code section 66000), development and adoption of ordinance(s), surveys, and elections, as necessary. (Implementors: County, Cities, MROSD, SCCOSA).

**C-PR(i) 18.3**

Notify landowners in unincorporated County areas whose property may be affected by a proposed trail route identified as "high priority" on the Countywide Trails Master Plan Map. Said landowners shall be informed of the process to be used in determining whether to proceed with acquisition, and consulted to determine their interests and concerns related to the proposed trail. If the County determines, based on its evaluation of trail needs and acquisition priorities, available funding, and other factors, that it wishes to purchase land along a proposed trail route, the County shall notify the affected landowners and initiate a dialogue regarding the County's proposed acquisition. (Implementor: County).

**C-PR(i) 18.4**

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

**C-PR(i) 18.5**

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

**C-PR(i) 18.6**

Establish "Friends of the Santa Clara County Trails Plan" (Friends), comprising a balance of property rights advocates and supporters of trails, to assist the County Parks and Recreation Department in implementing the trails plan. Programs the Friends would have responsibility for could include, but not be limited to:

- 1) a corporate endowment fund;
- 2) an "adopt-a trail" program;
- 3) educational programs;
- 4) other fund-raising activities;
- 5) promoting bond issues to fund acquisition;
- 6) providing information and technical services to neighborhoods along trail routes;
- 7) trail maintenance, construction and patrol activities; and
- 8) utilization of volunteer trail patrol.  
(Implementor: County).

**C-PR(i) 18.7**

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

**C-PR(i) 18.8**

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

**C-PR(i) 18.9**

Negotiate conditions in annexation agreements to assure the implementation and maintenance of regional trail routes. (Implementors: County, Cities, LAFCO).



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**C-PR(i) 18.10**

Review proposed trails for their potential environmental impacts in accordance with the California Environmental Quality Act. (Implementor: County).

**C-PR(i) 18.11**

Prior to trail development, ensure that all regulations and guidelines applicable to trails have been met, including noticing requirements as set forth in the Countywide Trails Master Plan - Trail Design and Management Guidelines. (Implementor: County).

**C-PR(i) 19**

Decisions made by the County Parks and Recreation Department concerning trail routes and regional staging areas may be appealed to the Board of Supervisors. (Implementor: County).

	<b>Strategy #4: Adequately Operate and Maintain Trails</b>
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**EFFICIENCY, EFFECTIVENESS, SAFETY AND SECURITY**

Trails, when managed and used properly, become an amenity. However, it may take only one example of failure to jeopardize public support for trails. One aspect of a trail system that is often not discussed because it represents ongoing and real costs, but is every bit as important as siting and design to the trail user, property owner, and surrounding community, is the trail's operations and maintenance. A well-maintained trail encourages use which, in turn, discourages misuse. Many of the fears of nearby residents and potential trail users about trails are alleviated with staff presence and care.

**INVOLVING VOLUNTEERS**

As the trail network grows and as public trail use increases, the challenge of patrolling and maintaining these trails will also increase, perhaps faster than the resources of the public parks and open space agencies responsible for them. To help assure that trails remain usable and safe, public agencies may need to rely more

on individual volunteers as well as nonprofit organizations (including trail user groups) for assistance in building and maintaining trails.

**STRATEGY #4 OBJECTIVE**

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

	<b>Policies and Implementation</b>
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**C-PR 30**

Trails shall be temporarily closed when conditions become unsafe or environmental resources are severely impacted. Such conditions could include soil erosion, flooding, fire hazard, environmental damage, or failure to follow the specific trail management plan (see Countywide Trails Master Plan - Design and Management Guidelines).

**C-PR 30.1**

Levels-of-use and types-of-use on trails shall be controlled to avoid unsafe use conditions or severe environmental degradation.

**C-PR 30.2**

The County Parks and Recreation Department shall provide adequate ongoing maintenance of its trail system.

**C-PR 30.3**

Neighborhood volunteers and other groups should be encouraged to provide trail support services ranging from "trail watch" and clean up activities to annual maintenance and construction.

**C-PR 31**

Use of motorized vehicles on trails shall be prohibited, except for wheelchairs, maintenance, and emergency vehicles.

**C-PR 32**

All trails should be marked. Signed information should be provided to encourage responsible trail use. Appropriate markers should be established along historically significant trail routes.

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**C-PR 33**  
Maps and trail guides should be made available to the public to increase awareness of existing public trails.

**Implementation Recommendations**

**C-PR(i) 19.1**  
Develop a monitoring program for use by the lead agency in evaluating current conditions and determining whether or not new trails or trail management programs, including maintenance, reconstruction, education and use regulations, are effective in addressing user conflicts, safety issues and environmental impacts; and recommending changes if necessary. (Implementors: County, Cities, MROSD, SCCOSA).

**C-PR(i) 19.2**  
Based upon trail monitoring, develop guidelines for procedures to temporarily close trails and implement steps necessary to correct problems requiring closure. (Implementors: County, Cities, MROSD, SCCOSA, SCVWD).

**C-PR(i) 19.3**  
Assign responsibility for the maintenance of County-owned trails to the County Parks and Recreation Department unless other trail managing organizations agree to assume the responsibility for maintenance consistent with County policies and guidelines. (Implementors: County, Cities, MROSD, SCCOSA, Transportation Agency, SCVWD).

**C-PR(i) 19.4**  
Condition the authorization of County funds to Cities for implementing trails shown on the Countywide Trails Master Plan Map on their ability to operate and maintain the trail based on applicable County policies and guidelines (see Countywide Trails Master Plan - Design and Management Guidelines). (Implementors: County, Transportation Agency).

**C-PR(i) 19.5**  
Provide information and technical services to neighborhoods surrounding trails on how to establish adopt-a-trail groups. (Implementors: County, Cities, MROSD, SCCOSA, SCVWD, CDRP, SFBNWR, non-profit organizations).

**C-PR(i) 19.6**  
Design trail access points to ensure that off-road motorized vehicles do not use trails except for maintenance and emergency purposes or wheelchair access. (Implementor: County).

**C-PR(i) 19.7**  
Develop trail design criteria that discourage inappropriate use of trails. (see Countywide Trails Master Plan - Design and Management Guidelines). (Implementor: County).

**C-PR(i) 19.8**  
Clearly sign trails. Provide trail users with information regarding property rights in order to minimize public/private use conflicts and trespassing. (Implementors: County, MROSD, SCCOSA, CDRP, SFBNWR, non-profit organizations).

**C-PR(i) 19.9**  
Publish and periodically update maps and guides to existing public trails and pathways. (Implementors: County, Cities, MROSD, SCCOSA, CDRP, SFBNWR, non-profit organizations).

**Strategy #5:**  
Establish Priorities

**A LONG TERM PROCESS**

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

Developing a trail network is like putting together a jig-saw puzzle — it must be accomplished one piece at a time as opportunities arise. No government agency currently has or is ever likely to have in the near term all the money that might be required to go out and purchase all the land and/or easements needed to implement all of a major trail. Consequently, the implementation of countywide trails will



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have to continue to take place over a long period. Implementation Recommendations of time, using a variety of processes, on a case-by-case basis, as opportunities arise and resources are available.

**SHORT-TERM HORIZONS**

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

**STRATEGY #5 OBJECTIVE**

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

**Policies and Implementation**

**C-PR 33.1**  
Trail routes shown on the Countywide Trails Master Plan Map should be prioritized. (see Trail Priorities).

**C-PR 33.2**  
Criteria used to prioritize trail routes shall include: need for trail uses; compatibility of the trail route with adjoining property; trail usefulness; complexity of land acquisition; opportunities for a large number of users; safety concerns; financial considerations; need for trail settings; and opportunities for a sense of remoteness.

**Implementation Recommendations**

**C-PR(i) 19.10**  
Maintain a list of priorities for trail acquisition and development through purchase, dedication or other means. (Implementors: County, Cities, MROSD, SCCOSA).

**Strategy #6:**  
Facilitate Inter-Jurisdictional Coordination

Implementation of the countywide system of trails will require substantial effort and cooperation among the fifteen cities, the County, and various other agencies. Most of the proposed trails pass through several jurisdictions. Within the urban area, most of the proposed trails run alongside major streams, thus making the Santa Clara Valley Water District an important agency in the implementation of these trails.

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

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

**STRATEGY OBJECTIVE**

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



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**Policies and Implementation**

**C-PR 33.3**

Trail planning, acquisition, development, and management of trail routes shown on the Countywide Trails Master Plan Map should be coordinated among the various local, regional, state and federal agencies which provide trails or funding for trails.

**C-PR 33.4**

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

**C-PR 33.5**

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

**Implementation Recommendations**

**C-PR(i) 19.11**

Establish a Countywide Trails Technical Staff Group overseen by the County Parks and Recreation Department, with representation from participating county, city, special districts, and other agencies, for the purpose of coordinating the implementation of the County's trails plan and policies in a manner that is compatible with each participating jurisdiction's needs and desires and is reflective of the guidelines for implementing the countywide trail system. (see Countywide Trails Master Plan - Design and Management Guidelines). Among other duties, the Staff Group should be charged with the following:

- 1) establishment of consistent trail designs that benefit the user and affected properties;
- 2) coordination of specific trail routes' siting and design;
- 3) recommendations to appropriate agencies for creation of joint powers agreements for the acquisition, development and maintenance of specific trail routes;
- 4) development of implementation and management plans for inter-jurisdictional trail routes; and

- 5) prioritization of trail routes for funding purposes. (Implementors: County, Cities, MROSD, SCCOSA, Transportation Agency, SCVWD, CDRP, CDF).

**C-PR(i) 19.12**

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

**C-PR(i) 19.13**

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

**C-PR(i) 19.14**

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

**C-PR(i) 19.15**

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

\*\*\*\*\*  
Note: Trails & Pathways Section of the Parks & Recreation Chapter of the General Plan, Book A for Countywide Issues and Policies, was amended Nov. 14, 1995, to supersede the previous section in its entirety. [File 6095-00-00-95GP]



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**Scenic Highways**

**Background**

**THE FUNCTIONS OF SCENIC HIGHWAYS**

The scenic roads of Santa Clara County serve a variety of purposes of fundamental importance:

- Some of them provide access from the urban area to parks and public open space lands in the foothills and mountains, and thus contribute to the quality of the recreation experience of urban dwellers seeking escape to the beauty and tranquillity of the county's natural areas.
- Some serve as major transportation corridors into the county and thus give travelers and tourists entering the county their first impression of the county.
- Some are major commute routes and thus provide scenic relief to harried commuters.
- Others are minor roads that serve as the access to rural areas and are part of the landscape enjoyed by rural residents.

**OVERVIEW OF SCENIC HIGHWAYS IN THE COUNTY**

Santa Clara County has long been a leader in the establishment of scenic highway systems in California and has officially recognized the scenic and recreational values of the county's roads in previous elements of the General Plan. As long ago as 1939, the County established scenic setbacks and enacted development regulations and architectural review procedures to protect the scenic character of the landscape along the county's highways. In the 1960s, the County was a leader in a four-county effort to try to establish the Skyline Scenic Recreation Route in the Santa Cruz Mountains from San Francisco to Monterey County.

The County's General Plan considers scenic highways to be important links in the county's recreation and transportation systems and proposes three basic strategies to protect and enhance them, ranging from designation, to protection, to development of complementary facilities.

The process of establishing scenic highways generally involves two basic steps:

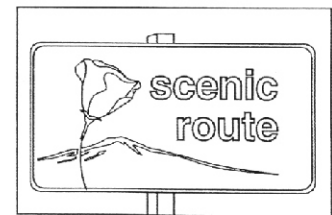
1. designating the highway as scenic; and
2. applying appropriate controls to assure the protection of scenic resources along the designated route.

In some instances, a third step of developing complimentary recreation facilities (e.g. rest stops, turnouts at scenic vistas, etc.) may also be involved. The sequence in which the first two steps are taken may vary, depending upon whether a local or a state highway is involved.

**Strategies, Policies and Implementation**

**Strategy #1: Designate Scenic Highways**

The scenic highway system addressed in this Plan includes County-designated scenic highways and State-designated scenic highways. It does not include the many urban roads designated as scenic by individual cities.





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## ELEMENTS OF THE SANTA CLARA COUNTY SCENIC ROAD SYSTEM

The Scenic Road System of Santa Clara County includes three basic classifications:

- state scenic routes within the county (which includes all state highways currently designated by the state as scenic highways or proposed for such designation);
- county scenic routes, which includes scenic freeways (those not proposed for state scenic highway designation) and expressways, scenic arterial routes, and scenic rural roads; and
- local roads requiring scenic protection.

### DESIGNATING SCENIC HIGHWAYS

State scenic highways are officially designated in a two part process, requiring action by both the State and the local jurisdiction. First, the state highway must be placed on the "California Master Plan of State Highways Eligible for Official Scenic Highway Designation" by the State Legislature, an action usually initiated locally. Then it must be designated a state scenic highway by CalTrans, following a CalTrans study to evaluating the geographic extent of the scenic corridor that should be protected and the adequacy of the local jurisdiction's scenic highway protection program.

[see sidebars for more complete descriptions of state scenic highway designation process and the current status of highways proposed for state scenic highway designation]

County designation of local scenic highways, particularly in rural unincorporated areas, is generally a much simpler process, since it involves only action by the County to designate it on its scenic highways plan map. (County designated routes may be included in the State system, even though they are not state highways.) Designation of scenic highways passing through urban areas is somewhat more complex since it may also require designation by various cities as well.

## → Policies and Implementation

### C-PR 34

Local and state roads and highways traversing Santa Clara County's scenic rural and urban areas should be designated and protected as local or state scenic highways.

### C-PR 35

A system of scenic roads should be designated linking the urban area with the rural and open space areas, with careful consideration of fire risk, hazards, and protection of natural resources.

### C-PR 36

The County's scenic highways plan should be reviewed and revised periodically.

### Implementation Recommendations

#### C-PR(i) 20

Designate, as official scenic highways, all Santa Clara County roads shown in the "California Master Plan of Scenic Highways Eligible for Official Scenic Highway Designation". (Implementor: State Legislature)

#### C-PR(i) 21

Add the following highways to the State Master Plan for Scenic Highways and designate them as official State scenic highways:

- the South Valley Freeway (Highway 101);
- Hecker Pass Highway (Highway 152);
- Highway 17 from Los Gatos to Campbell;
- Freeway 680; and
- the portion of Freeway 280 between Highway 17/880 and Highway 101.

(Implementors: State Legislature, CalTrans)

#### C-PR(i) 22

Designate as scenic highways in the County's General Plan those roads warranting scenic highway status.

(Implementors: County)

#### C-PR(i) 23

Seek city scenic highway designations for those freeways and expressways designated in the County's General Plan as scenic highways. (Implementors: County, cities)

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## Scenic Highway Designations in the County's General Plan

### The Santa Clara County Scenic Road System

The Scenic Road System of Santa Clara County consists of all present and proposed state scenic routes within the county and county scenic routes. County scenic routes include scenic freeways and expressways, scenic arterial routes, and scenic rural roads. In addition to the scenic road system, local roads requiring scenic protection are included.

Freeways and expressways have been included in the County Scenic Road System to give recognition to several outstanding examples of urban road design, and to promote the protection of scenic surroundings of notable urban and rural routes. The expressways and freeways included in the County Scenic Road System are situated in scenic areas, have had careful landscaping treatment which enhances their scenic value, or they are combined with existing or planned linear parks.

Scenic arterial routes form the foundation of the County Scenic Road System. They afford the motorist beautiful vistas from good quality roads which are planned to provide appropriate public facilities for both the enjoyment of the scenery and the comfort of the driving public. For the most part these are not individual roads but groups of interconnecting roads which allow continuous movement through significant portions of the county. Many connect with the state scenic routes. And along with such state routes as Skyline and Hecker Pass Highway, the scenic arterials offer the best combinations of scenic beauty, environmental

variety, road quality and planned public facilities that the county can offer.

Scenic rural roads include a great variety of settings, road conditions, and local circumstances. In scenic quality many of these roads fully equal the scenic arterial routes and the state scenic highways, but each road has a flaw. Some are dead-end roads, some have no present public facilities or public points of access off the road itself, some fail to connect with other scenic roads, several are extremely narrow, some follow dangerously tortuous paths, and some have substandard paving conditions. Many of the roads connect to the scenic arterial routes and offer pleasant side trips. As road conditions are improved and as the regional parks plan is implemented, some of the roads may be reclassified as scenic arterial routes.

### Other Local Scenic Roads

In addition to the scenic roads and routes above, Santa Clara County has a number of very scenic local roads for which there are no park plans or other plans for public facilities. Road conditions for these local roads range from good to very poor. Many are dead-end roads intended only to serve those living along the sides of the roads. These roads are included in this plan in recognition of their scenic aspects and the need for protection of their scenic setting. All local roads included in this report have already been given scenic zoning or have previously been identified as scenic routes in elements of the General Plan.



## Strategy #2: Protect Scenic Highway Corridors

Although designation of scenic highways may, in some cases, involve both local jurisdictions and the State, the responsibility for protecting scenic highways once they are designated lies exclusively with the local jurisdictions that have the authority to control land use along these scenic highways.

Local ordinances to protect scenic highways generally include a combination of: controls over signs and billboards (including prohibition

of off-site signs), setbacks of development from the highway, and review and conditioning of the design of proposed development to assure compatibility.

## → Policies and Implementation

### C-PR 37

The natural scenery along many of Santa Clara County's highways should be protected from land uses and other activities which would diminish its aesthetic beauty.

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**C-PR 38**

Land use should be controlled along scenic roads so as to relate to the location and functions of these roads and should be subject to design review and conditions to assure the scenic quality of the corridor.

**C-PR 39**

The visual integrity of the scenic gateways to the South County (Pacheco Pass, Hecker Pass, Route 101 south of Gilroy, and a Coyote greenbelt area north of Morgan Hill) should be protected.

**C-PR 40**

The Skyline Scenic Recreation Route should be completed in accordance with the recommendations of the four-county Joint Powers Commit-

tee, including development of a riding and hiking trail system along the route, and acquisition of a 100-foot right-of-way for the unpaved section of the route from Loma Prieta Road to Mount Madonna Park.

**C-PR 41**

Signs should be strictly regulated, with off-site signs and billboards prohibited along scenic routes.

**C-PR 42**

Access and commercial development along scenic expressways should be limited to prevent strip commercial development.

**The State Scenic Highway Designation Process**

**Step 1: Placing a Nomination on the State Master Plan List**

Establishing an officially-designated state scenic highway is a two part process. First, the state highway must be placed on the "California Master Plan of State Highways Eligible for Official Scenic Highway Designation" by the State Legislature. This is usually initiated by local action in cooperation with local members of the State Legislature.

State scenic highways are intended to be "complete highways":

- safe for rapidly moving traffic,
- designed to fit the landscape, and
- provided with appropriate vista points, turnouts, and rest facilities.

Land use is to be planned and controlled within an officially recognized scenic corridor. The "corridor" is simply the land area which can be seen from the road.

**Step 2: Enacting Local Protections**

In the second step, the local jurisdiction establishes the boundaries of the scenic highway corridor and prepares a local protection program. This protection program is subject to CalTrans review and approval. CalTrans then evaluates the adequacy of the local scenic highway protection program and makes a determination regarding official designation.

A road in the State Master Plan is officially designated as a scenic route only after it has been determined that the road and the right-of-way meet the state's "scenic highway standards" and that the scenic corridor of the road has been given adequate protection for the preservation of its scenic resources.

Bringing the roads up to the scenic highway standards is the responsibility of the State; providing corridor protection is up to local governments.

For its part, the local jurisdiction must develop a plan and implementation program for the protection of the scenic corridor. State law requires that the locally-adopted "scenic highway protection program" include, at a minimum, the following:

- regulations governing land use and density of development;
- procedures for detailed land and site planning;
- controls over outdoor advertising, including prohibition of off-site signs;
- regulations governing earthmoving and landscaping; and
- procedures and regulations relating to the design and appearance of structures and equipment.

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**C-PR 43**

New structures should be located where they will not have a negative impact on the scenic quality of the area, and in rural areas they should generally be set back at least 100 feet from scenic roads and highways to minimize their visual impact.

**C-PR 44**

Landscaping with drought-resistant native plants should be encouraged adjacent to scenic roads and highways.

**C-PR 45**

Activities along scenic highways that are of a substantially unsightly nature, such as equipment storage or maintenance, fuel tanks, refuse storage or processing and service yards, should be screened from view.

**Implementation Recommendations**

**C-PR(i) 24**

Apply appropriate land use and sign controls to lands adjacent to scenic highways to protect the visual integrity of the scenic corridor. (Implementors: County, cities)

**Strategy #3:  
Develop Complementary  
Recreation Facilities**

The enjoyment of scenic highways, particularly in rural areas, can be enhanced by the provision of public facilities that enable motorists to stop and rest, enjoy the views available from scenic vista points, and possibly even picnic in a scenic setting. These facilities can often be planned and developed in conjunction with public parks and open space lands adjacent to scenic roads.

**Policies and Implementation**

**C-PR 46**

County parks and other publicly owned open space lands along scenic routes should be designed to provide view sites, turnouts, rest stops, picnic grounds, and other facilities oriented toward users of the scenic roads.

**C-PR 47**

Further improvements to scenic roads should emphasize driving safety and parking for trailheads and rest stops, while minimizing alterations of the landscape.

**C-PR 48**

Litter collection facilities should be provided and maintained at turnouts and view sites along scenic routes.

**C-PR 49**

Hiking, bicycling, and horseback riding trails should be provided along scenic roads where they can be provided safely and without significant adverse environmental impacts. Bicycling facilities should be provided by edge marked shoulders and improved surfaces on paths.

**C-PR 50**

Scenic routes which are historic routes into or through the county should be so designated and historic sites and features along them identified and enhanced where appropriate.

**Implementation Recommendations**

**C-PR(i) 25**

Consider the development of recreation facilities to serve the needs of motorists on adjacent scenic roads when preparing master plans for individual parks and public open space lands. (Implementors: County, Midpeninsula Regional Open Space District, State Parks Department)

**C-PR(i) 26**

Include the development of facilities (such as rest stops, vista points, etc.) to serve the needs of motorists when preparing master plans for major widenings or realignments of existing state scenic highways and state highways in the Master Plan of State Highways Eligible for Official Scenic Highway Designation. (Implementors: CalTrans)

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## Current Status of Proposed State Scenic Highways in Santa Clara County

### Categories of Existing and Proposed State Scenic Highways

Existing and proposed state scenic highways in Santa Clara County may be grouped into three categories:

- state highways that have been officially designated as State Scenic Highways;
- state highways that have been included in the "California Master Plan of State Highways Eligible for Official Scenic Highway Designation", but have not yet been officially designated as state scenic highways; and
- state highways that are proposed by the County to become state scenic highways but have not yet been added to the California Master Plan of State Highways Eligible for Official Scenic Highway Designation" and thus are not yet eligible to be designated as state scenic highways.

### Existing State Scenic Highways

Only two routes in Santa Clara County have been officially designated as State Scenic Routes:

- Route 35, the Skyline Scenic Recreation Route, northern end

Skyline Boulevard, State Route 35, is one of the most important scenic highways in the State system, and in past years received the greatest amount of attention among the scenic routes in Santa Clara County. Skyline Boulevard is part of a great scenic route which now follows the crest of the Santa Cruz Mountains from Highway 17 in Santa Clara County to San Francisco, and which could one day be extended to the south to connect with Hecker Pass Highway at Mount Madonna County Park.

State corridor studies have been completed in the county from Highway 17 north. The northernmost portion in Santa Clara County (i.e. from the Santa Cruz-San Mateo County boundaries to the Santa Clara-San Mateo County boundary) has been officially designated as a state scenic route (as has the remainder of the route in San Mateo County north to Highway 92).

- Route 9, Congress Springs Road and Los Gatos-Saratoga Road

State Route 9 runs from Los Gatos to Saratoga, then turns into the Santa Cruz Mountains under the name of Congress Springs Road, and winds its way up to Skyline Boulevard. All of Route 9 is in the State Master Plan. All of Route 9 within Santa Clara County has been given recognition as a scenic road, as well as official designation as a State Scenic Route. A four-foot wide bicycle lane has been built along the uphill side of Congress Springs Road.

### Highways on State Master Plan, But Not Yet Designated as State Scenic Highways

Five additional routes in Santa Clara County are now in the State's Master Plan, but have not been officially designated as State Scenic Routes:

- Route 17, from Los Gatos to the Santa Cruz County Line

Highway 17 is both a scenic route and a very heavily traveled portion of the State Highway system. Unlike Skyline or Route 9, Highway 17 does not offer the motorist a road for recreational driving.

Highway 17 provides an unusually dramatic approach to the urban portion of the Bay Area. It connects with the Skyline Scenic Recreation Route, passes Lexington Reservoir, and links the Bay Area with the recreational areas of the Santa Cruz County Coast. Official designation of the route awaits action by the State.

- Route 152, the Pacheco Pass Highway

This busy highway is one of the most dramatically scenic gateways into Santa Clara County. The County is currently actively seeking official State designation of this road as a state scenic highway.

- Route 156, Hollister Road

A short segment of Route 156 is within Santa Clara County. This scenic route runs from its intersection with Pacheco Pass Highway south into San Benito County and Hollister.

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- Route 280, Junipero Serra Freeway

The portion of Route 280 from San Francisco to its intersection with Highway 17 in San Jose is in the State Master Plan, but none of it is officially designated as a scenic route. Route 280 is one of the nation's most beautiful freeways, and clearly deserves the protection afforded by scenic designation. The design of Route 280 established a precedent for state freeways, particularly in introducing new concepts in bridge design and in sensitivity to the landscape.

- Route 35, the Skyline Scenic Recreation Route, southern end

As indicated above, Skyline Boulevard, State Route 35, from Highway 17 north is already on the State Master Plan. The portion between Highway 17 and the Santa Cruz-San Mateo County boundary has not yet been designated as a state scenic highway because local scenic highway protection programs have not been submitted for approval by Santa Cruz and Santa Clara Counties.

### Routes Proposed to be Added to the State Master Plan

The State's Master Plan can only be changed by State legislative action. Four additional state routes in Santa Clara County that deserve attention by the State Legislature are:

- Route 101, the South Valley Freeway

The South Valley Freeway, which is one of the major transportation arteries between northern and southern California, passes through lands

that remain primarily in agricultural and rural residential uses. State scenic designation and land use protection by the County and the cities of Gilroy, Morgan Hill, and San Jose can help preserve the scenic character of this corridor as future development occurs.

- Route 152, Hecker Pass Highway

Hecker Pass Highway from Gilroy west to Mount Madonna Park and the Santa Cruz County line is an important scenic road connecting the County with the Watsonville area and Monterey Bay. The route is presently in the State Master Plan within Santa Cruz County.

- Route 680-Route 280

The southern half of San Francisco Bay is nearly ringed by state scenic routes. Route 280 is in the State Master Plan from the Bay Bridge in San Francisco to Highway 17/880 in San Jose. In the East Bay, Routes 24 and 680 form a link from Oakland to the Alameda-Santa Clara County line. All that remains to complete the route is the inclusion of the Santa Clara County portion of 280 from Highway 17/880 to Highway 101 and the inclusion of all of Route 680 from Highway 101 to Alameda County.

- Route 17, from Los Gatos to Campbell

The portion of Route 17 from Los Gatos to the point where the freeway crosses over Los Gatos Creek near Campbell Avenue parallels the Los Gatos Creek Trail and park chain. Completion of this park will greatly enhance the setting of Route 17. Scenic route designation by the state would further add to the efforts to beautify this portion of the county.