

## **INTRODUCTION-WHY TRAILS ARE NOW AN ISSUE**

Trails are a policy matter centered around good park design and the purpose for each trail in a park. Environmental protection, safety, land management, rule enforcement, liability, and costs are obviously key issues that need to be considered for both new and existing trails along with the reason(s) for a trail.

The Districts trail system should emphasize what actual trail users have said they favor. In the District's 2011 narrow trails study: walking and hiking (91%), relaxing and escaping from the pressures of daily life (32%), dog walking (22%), running and jogging (21%), mountain biking (17%), and horseback riding (2%). And, in the 2013 Master Plan Telephone Survey: Walking (59%), Hiking (26%), Biking (24%), Jogging or Running (14%), Dog Walking (4%), and Horseback riding (1%). Mountain bikes are the new hot issue, but 80% of park trail users are not riding a mountain bike.

We believe the timing is right for a conversation about EBRPD trail types and use decisions.

- because of the implications of the recent “narrow multi-use bike trails for all” notion that is unclear for the public, staff, and board,
- because of recent staff statements about trails,
- because new board members may not be fully aware of public interest in trails,
- and because of the planning and environmental review process for the McCosker addition to Sibley Regional Preserve.

We are also concerned about how EBRPD and EBMUD will handle sections of the Bay Area Ridge Trail between Redwood and Tilden, and between Kennedy Grove and Crockett Hills.

In addition, STEP (Safe Trails, Environmental Protection), was formed by the Sierra Club, Audubon, CA Native Plant Society, Regional Parks Association, Metropolitan Horseman's Association and the Claremont Canyon Conservancy, as an alliance to oppose mountain bikes on narrow trails on EBMUD watershed lands. STEP is also concerned about impacts on District and EBMUD lands by the potential introduction of mountain bicycle riders on the trails of Huckleberry, Sibley, and Sobrante Regional Preserves.

## **EBRPD TRAIL HISTORY**

The District has 80 years (1937 to 2017) of experience with hiking and equestrian use in its system of trails that now include 400 unpaved multi-use Park trails that are wide enough to safely include all users (hiker, horse, and now bicycles) and currently total approximately 800 miles. Walkers, Hikers, Joggers, horse riders and mountain bike riders can expect to encounter a variety of trail users who are safely using either paved or unpaved wide multi-use trails.



Unpaved wide multi-use trail

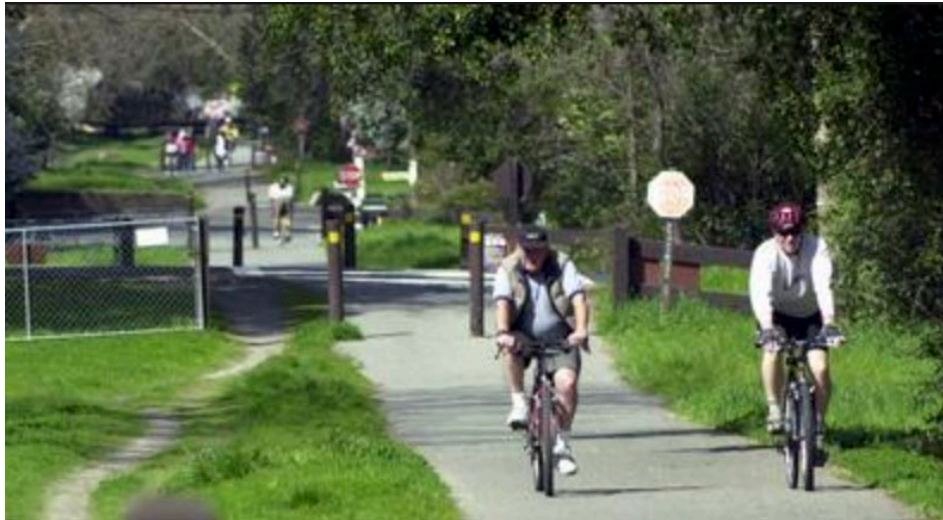
The District has 80 years of experience (1937 to 2017) with hiking and equestrian use in its system of trails that now include 200 unpaved narrow Park trails that were constructed for (hikers and equestrians) and currently total approximately 150 miles, mostly short in length trails that are often located in sensitive resource areas or along steep terrain. Some narrow trails are designated for (hikers only).

Walkers, Hikers, Joggers, and the occasional horse rider should not expect to encounter a mountain bike rider on park narrow trails unless posted for bike use on a few board approved (21) trails that usually provide connections to wide multi-use trails.



Unpaved narrow trail

The District has 46 years of experience (1971 to 2017) in its system of trails that now include 26 paved or unpaved multi-use Regional Trails that accommodate all users (hiker, horse, bicycles, and wheelchairs) and currently total approximately 200 miles. Regional Trails are usually intended and designed for multi-use (hike, horse, and bike), but there will obviously be urban sections of trail for hike and horse only with bikes on city and county roads, and there are areas where sensitive resources prevent all three uses in the same corridor.



Paved Regional Trail

## **ORDINANCE #38 TRAIL USE RULES AND REGULATIONS**

The first eight rules governing public use of the district's parks were adopted by the Board in 1938, and have been updated annually or bi-annually since 1973. The State Public Resources Code grants the board authority to establish rules and regulations that govern public use of its regional parklands, and Ordinance #38 is the method for implementing this aspect of state law. The Ordinance #38 update process currently begins with draft changes and additions prepared by staff (Public Safety, Operations, and Legal Counsel) that are sent to the Board Operations Committee. The Committee reviews and modifies staffs work, and on the second reading approves a final recommendation to the full Board, usually as a non-controversial consent item.

The first set of 1938 regulations did not contain rules for trail use, because original park master plans and park maps included only roads, horse trails, and foot trails. Roads were normally paved and open to vehicles. Horse trails were often old farm roads or newly graded trails that were unpaved to serve as a parks fire trail system, for both service vehicle access and equestrian use. Foot trails were constructed and maintained for walking and hiking. Most fire trails were regraded yearly before the summer fire season to serve as fire-breaks, to correct winter damage, and to provide for service vehicle and fire truck access.

By the 1960s, park road and trail systems were often labelled and maintained as fire trails or hiking and riding trails. Prior to the arrival of mountain bikes, there were no significant user conflicts on park trails. But, mountain bikes eventually began to create safety problems for equestrians and hikers in Redwood and Tilden Regional Parks.

By the 1980s, trail use rules were added to Ordinance #38 to provide for mountain bike use on wide multi-use trails that were generally eight foot or larger, but not on narrow trails that were generally eight foot or less and designated and constructed for hikers and equestrians only. Trail width descriptions of wider than 8' and less than 8' were also tied to how trails were constructed and maintained by either equipment (dozers and road graders), or by hand. Actual trail treads after shoulder vegetation regrowth occurs will usually range between 18" to 48" for narrow trails, and from 10' to 14' wide for multi-use trails. Annual regrading and vegetation removal before the fire season began to create surface and drainage problems on the District's trails that also that made them less attractive for public use, especially for mountain bike riders. The Districts Roads and Trails Crew, Fire Department, and Park Supervisors collaborated to do less annual grading and to maintain more sustainable and aesthetically pleasing multi-use trails for improved public use, and for service and fire truck access.

In 2000, the Park Advisory Committee, Staff, and the Board Operations committee participated in a year-long review of dog and bike rules to update and clarify the two most controversial aspects of park and trail use for most District parks. Dog access rules were changed in Ordinance #38 to be more specific and detailed, and included the following three categories.

"Prohibited Areas. No dog, cat, or other animal, even if securely leashed, shall be permitted in the following areas."

"Leash Required Areas (Developed Areas). No person shall bring into, or permit any dog, cat, or animal, to enter any Developed Area or be within 200 feet of any parking lot, trail head or staging area, as posted, unless such animal is securely leashed and under control of that person."

"Leash Optional Areas (Undeveloped Areas). A dog may run at large under the control of its owner or handler within undeveloped areas of the District, provided, however, that the owner or handler shall have a leash for each dog in his/her possession and keep the dog under control at all times."

Bicycle access rules and regulations were changed in Ordinance #38 to be more specific and detailed, and included the following six categories. Numbers in parentheses i.e. (26) are added to indicate the scale of trail type and use rules and regulations.

Bicycles and personal conveyances are permitted on paved roads, paved bike trails and (26) multi-use trails.

Bicycles and unicycles are permitted on unpaved roads, (400) multi-use trails and fire roads over 8 ft. in width unless otherwise posted. Personal conveyances are not permitted on unpaved trails or roads, or other unpaved surfaces unless otherwise posted.

Bicycles are not permitted on (150) narrow hiking and riding trails except those areas specifically designated from time to time by the Board as allowed.

Bicycles are permitted on (21) narrow hiking, riding, and bike trails as designated by the board.

Bicycles and horses are not permitted on Tilden Nature Study Area walking trails, and bicycles are only permitted in the following two (2) trails. (Blue Gum Loop Trail to Wildcat Trail and Nimitz Way Trail).

Bicycles are not allowed in nine (9) parks or trails, or allowed only under special conditions as listed in Ordinance #38 Attachment A.

In summary, there are eighty-two (82) parks and regional trails where bicycles are allowed, and there are nine (9) parks or trails where bicycles are not allowed, or allowed only under special conditions.

A trail checklist was also created to provide a process for staff, interested individuals, and any organization to submit a trail use change proposal for a specific trail after detailed analysis. Typically, the submitted trail use proposals involved allowing or not permitting mountain bikes on specific park trails by special designation by the Board in Ordinance #38. We found the checklist to be time-consuming for staff, and argumentative for trail stakeholder groups because it often proved difficult to quantify qualitative values for existing narrow trails. The current 2013 Master Plan provides that the Park LUDP/EIR process will be used in the future to identify the locations for new trails and the modification of existing trails that are designed and constructed to provide safe access for mountain bikes and for all intended users.

## **THE 2011 PARK DISTRICT'S NARROW NATURAL SURFACE TRAILS STUDY**

The purpose of the study was to survey open space managers in the San Francisco Bay Area regarding their management of narrow natural surface trails within their parks and open space. Of particular interest for this effort was determining what uses were allowed on narrow trails, how those uses were determined and regulated, and how successfully they thought their management practices were.

### **The study arrived at the following conclusions:**

- Trails designed with multiple use in mind are more successful in accommodating multiple uses, such as hiking, equestrians and bicycling than trying to adapt existing trails for multiple use
- Designating allowable uses when a trail is initially constructed and opened is more successful in gaining public acceptance than initiating use changes over time, especially in popular parks where existing use patterns are well established
- Providing regulatory information simultaneously multiple ways through park signage, a web site and staff and volunteer presence serve as the most effective way to reach out and inform trail users

- Fewer regulations consistently applied and enforced yields greatest compliance.

The study identified the following challenges:

- Permit trails in habitat designated as sensitive (e.g., critical habitat for listed threatened or endangered species)
- Develop trail systems that minimize user conflicts
- Address public comfort levels when adding new trail uses to avoid established users from self-selecting /avoiding existing trails
- Objectively and systematically analyzing parklands in order identify where to best provide additional multiple-use access on narrow natural surface trails
- Meet the Federal Guidelines for complying with ADA standards both during initial design and development and over the long term as damage due to lack of maintenance or general wear patterns on popular trails can reduce accessibility conformance
- Meet ADA needs and the desire for “challenge obstacle courses” within a park trail system as one design standard will not necessarily meet all desires or needs
- Find opportunities to meet everyone’s needs without increasing trail density beyond a sustainable carrying capacity of the land

The study defined agency narrow trail widths

**Table 2.1 - Agency Definition of Narrow Trails**

Agency	Agency Definition of Narrow Trails
Marin County Open Space District	3 to 3.5 feet wide with 8 feet of lateral clearance
Midpeninsula Regional Open Space District	6 to 10 feet wide (Class A, widest) 4 to 6 feet wide (Class B, intermediate) 2 to 4 feet wide (Class C, narrowest classification)
Santa Clara County Parks and Recreation Department	4 to 6 foot wide (narrow trails limited to mountain areas)
California State Parks	Less than 60 inches wide (Roads are defined as greater than 60 inches)
East Bay Regional Park District	Less than 8 feet wide

The study described current use in the surveyed parks

**CURRENT USE.** Current use of the parks, favors trail use walking/hiking (91%) mountain biking (17%) (including 7% free riding and 5% downhill biking), walking dog(s) (22%), running/jogging (21%) and horseback riding (2%) Relaxing/escaping the pressures of everyday life was sited as a reason to visit the parks by 32% of those surveyed. Other activities included bird watching, photography, picnicking, educating children, botanic study and geocaching. Among the trail users 28% ranked their skill level as advanced, 44% as intermediate, 29% as beginner/casual, and 5% as competitive/in-training.

The study described the trail experience desired by park users

**TRAIL EXPERIENCE DESIRED.** When asked “Which of the following types of trail experience do you prefer,” 40% indicated a preference for narrow trails (<4 feet wide), 38% mid-width trails (6-8 feet wide), 18% service road trails (10-12 feet wide). Seventeen percent stated they were looking for off trail exploration opportunities. Sixteen percent indicated no preference. (Note: Respondents were asked to list all that apply; therefore, the numbers do not add up to 100%). With regard to multi-use acceptance, 73% of the respondents felt all or at least some of the trails in the regional parks should be designed as multi-use; thus, designated for some combination of hiking/ jogging (86%), mountain biking (60%), horseback riding (42%), and dog walking (64%). With regard to the type of trail that should be designated for multi-use 64% felt service road trails should be designated for multi-use, while 46% felt mid-width trails were appropriate for multi-use and 19% felt narrow trails were appropriate. Another 13% were unsure. When queried as to whether the parks adequately address varying skill levels 78% answered affirmatively while 35% indicated that the parks adequately address mobility limitations.

## 2013 MASTER PLAN POLICIES FOR TRAILS

The Park District’s 2013 Master Plan and the District’s systematic planning and operating procedures for managing trails are the key policy and administrative systems for governing District trail programs. We agree with Master Plan policies for trails as stated in chapter 3, page 63 with only an objection to how the “narrow trails for all” notion remains a controversial topic. We include here, information about the Park District’s trail program with quotes from the bike policies in the 2013 Master Plan. Blue numbers and text have been added to indicate scale.

“the District will provide a diverse system of non-motorized trails to accommodate a variety of recreational users including hikers, joggers, people with dogs, bicyclists and equestrians. Both wide and narrow trails will be designed and designated to accommodate either single or multiple users based on location, recreational intensity, environmental and safety considerations. The District will focus on appropriate trail planning and design, signage and trail user education to promote safety and minimize conflicts between users.”

“The District currently provides over 223 miles of paved trails ([on 26 existing regional trails](#)) for hikers, horse, bicycles, and wheelchairs. A large percentage of these trails are components of the regional trail network, primarily located in more developed areas. Serving as a non-motorized circulation and transportation system connecting to public transportation hubs, employment and retail centers and other destinations.”

“The District currently provides over 755 miles of unpaved, multiple use trails ([on 400 existing trails](#)) for walking, hiking, jogging, bicycle and horse riding and wheelchairs, where paved trails are not appropriate or necessary. Multi-use trails also provide for access for service and emergency use.”

“The District currently provides more than 150 miles of narrow trails ([on 200 existing trails](#)) shared by hikers and equestrians, which provide access to quiet, natural areas. These trails are found in all parks, but particularly the older parks in the system. From time to time the District may limit use or access to trails to protect sensitive resources or for public safety purposes.”

“There is growing interest in the East Bay for the use of narrow trails by bike riders. In keeping with the District interest in providing trails for all, the design and development of narrow trails open to bike riding, including the selective narrowing of existing wide fire trails and ranch roads, will be considered on a park-by-park basis in the land use plan process.”

We note that George Millers eloquent statement about trails in his third paragraph on page 15, and the statement about “providing a variety of trails for all” on page 28 shows a bike rider on a wide trail, while saying a bike can take people farther during a day or a few hours. We believe the Master Plan did not attempt to provided clarity or establish consensus about an already contentious issue.

We believe the notion of “narrow bike trails for all” is an oxymoron, and will in fact result in less use of narrow trails by all. Frankly, we were not aware of the implications of this policy statement until recently, believing that it meant a new type of carefully designed trail with moderate grades, open sight-lines, and a narrow trail but of adequate width for safe use by all users. Instead, we believe it might mean and should have stated, that the District will provide narrow single-track trails for mountain bike use only.

We also question why some staff believe that they have the green light to develop mostly multi-use narrow trails for mountain bikes because it was authorized in the Master Plan. That is not what the policy says, but that is what staff apparently believes. “Consider” is different than “green light” given that the Master Plan also lists specific conditions for dealing with new narrow trails for mountain bikes. Apparently, staff does not believe there are many legitimate locations in parks for more narrow trails and footpaths for hikers, birders, equestrians, joggers, plant enthusiasts, and others who seek to enjoy the solitude of nature on narrow trails. The Master Plan also states that “the District will continue to add narrow trails designated as both single and multi-use for hikers, equestrians, people with dogs and bike riders throughout the system of regional parklands.”

We question why improved enforcement of Ordinance #38 trail rules and regulations by park police, park staff, and trail volunteers was not discussed or included in the new Master Plan trail policy. It is the elephant on the table, because trail enforcement is currently lax, and is needed to help the public understand the reasons for complying with trail rules.

The Park District Master Plan is a policy document that is adopted with a negative declaration, and relies on the Park Land Use and Development Plan process to make actual trail type and use decisions for a specific park or regional trail. We look forward to monitoring all future draft plans, participating in full public review with comments, and commenting on a draft environmental impact review (CEQA) document that we can analyze.

Ideally, there are two follow up steps that should be done concurrently or shortly after the adoption of a park LUDP. New trails need to be added to or at least coordinated with the existing policies in Ordinance #38, and a park or regional trail map for public use should be created that is consistent with the new LUDP and Ordinance #38.



## **ACCURATE PARK MAPS AND CONSISTENCY ARE THE KEY**

We understand that all parks and regional trails do not have an adopted LUDP/EIR, and that the board and staff have used Ordinance #38 and park maps, on a district-wide basis, to regulate trail use and to provide information about the location and types of trails in a park. Consistency in using the same trail descriptions for park planning maps, park trail maps, and for Ordinance #38 trail type and use rules would be helpful for both the board, staff, and the public.

Determining trail type and allowed use is paramount, and It would be impractical for the Board itself to regulate trail type and use for all 600 trails in the District's current 1,200-mile trail system spread around two counties in 65 parks and 26 regional trails. The Districts current approach is to use Ordinance #38, and to provide accurate trail maps for all parks. The current trail manual was prepared in 1995, and needs to be updated to include current standards for all trail types, width, general trail design, and clear maintenance requirements that will provide direction for the agency, its many new employees, and the public. Ordinance #38 should also incorporate trail type and use descriptions that are used on park maps to encourage voluntary compliance, and to clarify when enforcement is necessary on specific trails.

The park map process usually involves a graphics designer in Public Information and a Park Supervisor who collaborate to create a map for public use. Park maps include routes and trail use designations that typically select from the following trail descriptions for the parks legend box. Multi-use, Narrow, and Single-track trail descriptions are not usually found on park maps, but the following descriptions are used by the District and several other agencies.

- Hikers only
- Hikers and Horses
- Hikers and Bicycles
- Hikers, Horses, and Bicycles
- Unpaved trail- Hikers, Horses, and Bicycles
- Paved trail- Hikers, Horses, and Bicycles

## **THE CROCKETT HILLS NARROW TRAILS FOR ALL EXPERIMENT**

Mountain bike riders have lobbied the District for access to narrow trails when the District's trail system already provides for mountain bike access that can't be matched by any other agency. However, its narrow trails were not designed and constructed for safe mountain bike use.

Without any real public discussion or explanation, the 2013 Master Plan added a policy that stated that "there is growing interest in the East Bay for the use of narrow trails by bike riders. And "In keeping with the District interest in providing trails for all.....the design and development of narrow trails open to bike riding, including the selective narrowing of existing wide fire trails and ranch roads, will be considered on a park-by-park basis in the land use plan process."

Apparently, the new Crockett Hills trails were an attempt at providing “narrow trails for all”, that would include mountain bike riding. We do not recall that the Crockett Hills LUDP/EIR was updated to include the five-new single-track pump/flow trails. We believe this new type of trail did not comply with the District’s Master Plan, or its established trail planning and trail building processes. We believe the District has now added a new category of trail type and use that should be managed and posted for bicycles only for safety reasons.

Single-track trails have been described in the following manner by the individuals who designed and constructed the Crockett Hills trails.

“Several custom built single-track trails have been designed and constructed by the Bicycle Trails Council of the East Bay along with the architect of single-track trails, Nat Lopes of Hilride and by Sweco operator Jim Jacobsen. These trails were designed and specifically built for mountain biker riders who want a unique downhill flow experience. We not only have a new riding spot in the East Bay, but it’s a legitimate single track trails destination. Rollers, berms and even table top jumps offer options for getting rad and even take to the air. A few months ago, this was just another grassy hill in the east bay. Now it’s a mountain bike playground.”



Single-track pump flow trail

We assume the District has informally agreed to allow all or a portion of Crockett Hills to be a “mountain bike playground park”, but we are not aware that the implications of this decision were ever discussed with adjacent communities or the public. We have also heard rumors that the District is considering turning the North end of Pleasanton Ridge over to mountain bike use, which we of course will oppose because the ridge was acquired to preserve scenic open space features and significant natural resources to be enjoyed all residents.

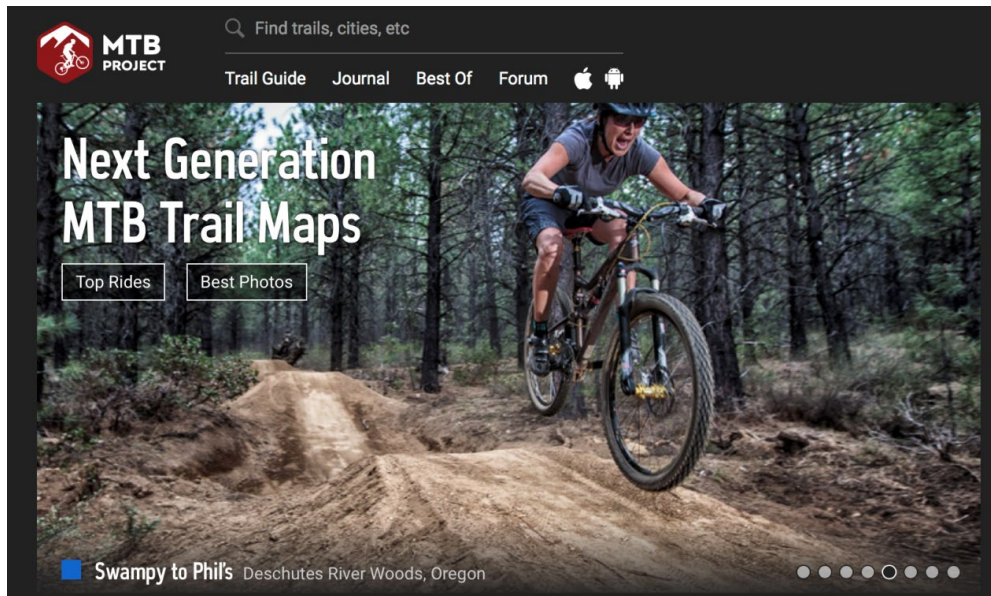
Mountain bike authorized sport riding is relatively new in the East Bay, but one only needs to Google the MTB Project webpage to see how trails are being used. While in the MTB webpage, select best photos and search for Crockett Hills for a very fast mountain bike trail ride in a regional park. The MTB webpage also includes

Discussion Paper

Re: Narrow paths and Trails

In the East Bay Regional Park District

YouTube photo rides on trails in the Bay Area, State, and Nation that would not be safe on a narrow or wide trail for the variety of recreational users typically found in regional parks. The MTB Project encourages extreme bike riding that is not a good model for heavily used urban area public parks.



## **WHAT'S ALL THE FUSS ABOUT?**

The long-running feud about mountain bikes began in the spiritual home of both mountain biking and environmentalism in the late 1970s. Clunky, beefed-up cruiser bikes appeared on trails around Marin, Berkeley, and Oakland to compete with hikers and equestrians on park trails. Today, mountain bikes are durable, high-tech, and capable of navigating any trail at high speed especially on steep downhill slopes. When mountain bikes became more common on park trails, the speed difference was quickly apparent. Even relatively primitive bikes are capable of being ridden at several times the speed of hikers and equestrians. Hikers and horses generally move at under 3 mph while aggressive mountain bike riders can top 15 to 25 mph. This is a massive speed differential, and creates significant safety issues.

Mountain bike riding on public parkland trails has taken two divergent paths. The first is a mountain bike ride at a reasonable pace that is compatible with other trail users and the environment. The second is a mountain bike ride for "sport" riding at high speeds that threatens other trail users. Mountain bike advocates claim that all riders are now aware of the rules and respectful of other trail users. However, it is possible to Google "Mountain Bike Trail Conflicts" for information on the high-speed sport aspect of mountain bike riding, to read the considerable number of publications and reports that document trail use conflicts from Oregon to New York and from 1980 to 2017.

Excessive speed is a key factor on park trails, and the most difficult to regulate for safety. The following table shows the equivalent relative speed increases for users above normal flow on a park trail, and for comparison purposes the same normal flow increase for a car on a public road. The higher speeds obviously impact slow moving

walkers on a trail or a vehicle moving at typical residential speeds. The higher speeds are dramatic and should not be allowed.

speeds on a trail	increase	car speeds on the road
Walker 1-3mph.....	0	.....25 mph in vehicle
Horse 1-4mph.....	.3	.....25 mph in vehicle
Jogger 4-6mph.....	2	..... 50 mph in vehicle
Mountain bike 7-15mph.....	5	..... 125 mph in vehicle
Mountain bike 25mph.....	8	..... 200 mph in vehicle

Most surveys indicate that 80% to 90% of the District’s trail users are not mountain bike riders, and that this form of mechanical based recreation, while popular, does have an impact on the land and other trail users. In the future, Park LUDP/EIR’s that allow mountain bike use on park trails should, at a minimum, address the following issues:

- Mountain bike impacts on trail corridor resources and listed species.
- Mountain bike impacts on spooked horses.
- Mountain bike impacts on rogue bike trails, and how they will be prevented.
- Mountain bike impacts when wheel ruts channel water causing erosion to the trail and to adjacent resources.
- Mountain bike impacts that affect walkers, hikers, and joggers.
- Provision for added enforcement to deal with arrogant bike riders who probably know the rules but ignore them when out of sight.
- Provision for improved enforcement of Ordinance #38 trail rules and regulations by park police, park staff, and trail volunteers.
- Description of potential injuries and evacuation issues related to mountain bikes using narrow trails in isolated areas of a park.
- Description of liability issues and insurance costs related to mountain bike riders potentially injuring other trail users.

Mountain bike riding is listed as a form of hazardous recreation in the States Hazardous Recreation Statutes. The District must understand and comply with the statutes immunity limitations involving trail development, public information, and the potential for being accused of negligence after a serious accident.

The East Bay’s population is currently 2.8 million residents with a San Francisco Bay Area population of 7.5 million. Recreational uses here have a different impact on resources and other users than in more rural areas of the state. Projected population increases also mean there will be more trail users and potential increases in trail related conflicts. The District must plan at least 25-years out.

Mountain bike riders falsely claim they have “rights and entitlements” on all public park trails. Yet, the closest equivalent are the laws requiring bikes to ride on streets and not on sidewalks where people walk. Street-sidewalk rules are enforced, but we believe the District’s rules on narrow trails where people walk are not being adequately enforced.

We know the Park District is a strong advocate for completing the Bay Area Ridge Trail with connections for mountain bikes. But the sections between Redwood and Tilden, and between San Pablo Reservoir and Crockett Hills involve narrow trail connections for

hikers and equestrians with mountain bike riders currently on public roads along with other bicycles. We also believe that mountain bikes should not be allowed in the center of Sobrante Ridge Botanic Preserve.

Responsible public agencies should seek grants to create safe bike lanes along roads that are currently routes for the Bay Area Ridge Trail when a separate off-road mountain bike trail is not possible. We have observed and note the many sections of the Bay Area Ridge Trail that use public streets through cities and through areas involving sensitive resources.

The District needs to clarify what its narrow trails for all policy means. Is it to establish new trails that are designed and constructed to be safe for all users and included in a parks LUDP/EIR planning process? Or, to add single-track pump/flow trails for mountain bikes only in areas fenced off to exclude access by other unsuspecting park users? Or something else?

There is a precedent for privately providing facilities for more active and well-funded forms of recreation like mountain bike riding on high speed and risky single-track pump flow trails. Examples are Camp Tamarancho in Marin, and several resorts and privately operated “parks” that have added mountain bike trails. We believe the District should think twice before adding more tax funded special use facilities for only mountain bikes, or as a minimum allow areas to be provided only with a special use agreement after a mountain bike facility is included in a Park LUDP/EIR.

The Sierra Club has adopted the following policy and urges the District to adopt ordinances, procedures, policies and practices consistent with this policy:

The Sierra Club supports safe and environmentally sound narrow paths or trails (aka single-track) for non-bicycle users and those enjoying the solitude of nature in parklands, watersheds, and other open spaces.

- Bicycles should only be operated on authorized and defined trails on public lands in a safe and prudent manner that will not endanger non-bicycle users, or lessen their enjoyment.
- Bicycles should generally have access only to vehicular service, fire roads, and paved trails, but not to narrow paths or trails, unless specifically posted for bicycles by the agency having jurisdiction after complete and thorough study, and finding that no user conflicts exist.
- Bicycles should yield to other trail users, call out before passing and observe a maximum speed limit of 15 mph, unless a lesser speed is posted. Speed should be reduced to 5 mph on blind turns and when passing other users.
- Public agencies should vigorously enforce their rules, post speed and usage signs at trailheads, and protect trails by closing them when damage occurs. Any new trails or changes in trail use require environmental review to assure that potential environmental impacts are minimized or mitigated where appropriate.

The Sierra Club generally opposes bicycles on narrow paths because of concerns for the personal safety of non-bicycle trail users, the inherent difficulty of enforcing regulations concerning bicycle use, the environmental impacts on natural habitats and wildfire, and the widening and eroding of existing trails, and creating rogue trails. The Sierra Club remains open to the opportunity to allow bicycle use where these concerns have been addressed.

**Attachment "A"**  
**Specific Parks or Areas of Parks with Bicycle Restrictions \***  
 (Revised 4/2016)

**Bicycles Not Permitted on Narrow Hiking/Riding Trails, except allowed as follows:**

Designated sections of Lafayette Ridge Trail and the Hayfield Trail in Briones	Section of Skyline National Recreation Trail between Sibley Staging and Old Tunnel Road within Sibley Regional Preserve	Heron Bay Trail and Swallow Bay Trail in Del Valle
Zeile Creek Trail in Garin	Bay Leaf Trail and the North Ridge Trail (between markers 34 & 37) in Pleasanton Ridge	Brandon Trail in Lake Chabot
Panorama Trail in Mission Peak	Clyma Trail in Morgan Territory	Briones Crest Trail (north of Deer Creek Trail) and the Blue Oak Shortcut Trail in Briones
Brushy Peak Loop Trail in Brushy Peak	Hulet Hornbeck Trail in Carquinez Shoreline	Edwards Loop, Wood Rat, Soaring Eagle, Warep, Two Peaks Trail, Goldfinch, Tree Frog Loop and Sugar City Trails in Crockett Hills
Vollmer Peak Trail in Tilden	Red Tail Trail in Anthony Chabot	MacDonald to Grass Valley, and Grass Valley from the aforementioned to Bort Meadow Group Camp
Towhee Trail in Anthony Chabot	Tassajara Ridge Trail	Ridgeline Trail in Pleasanton Ridge

**Bicycles are Only Permitted in the Following Areas of Redwood Regional Park:**

East Ridge and West Ridge Trail loop connected by Canyon and Bridle Trails	Trails west of West Ridge Trail, except Tate Trail, which is closed to bicycle use	Canyon floor from Redwood Gate entrance to Trails End on Stream Trail
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**Bicycles are Only Permitted in the Following Areas of Tilden Nature Study Area**

Blue Gum Loop Trail to Wildcat Trail	Nimitz Way Trail	
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**Bicycles/Personal Conveyances Only Permitted at Lake Temescal, as follows:**

Must observe posted 5 mph speeds	Must walk through designated swim areas when in operation	
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**Bicycles are Not Permitted in the Following Locations:**

Claremont Canyon Regional Preserve	Ohlone Trail from Mission Peak to Del Valle	Coyote Hills - Red Hill Trail, north of Nike Trail, Soaproot Trail from Dairy Glen north to Visitor Center, Muskrat Trail
Sibley Round Top Road from EBMUD Water Tank Road junction to top of Round Top Peak	Huckleberry Regional Preserve	Ardenwood – fenced core area
McLaughlin Eastshore State Park – interior trails of the Berkeley Meadow		

**\*Under Authority of Ordinance 38 Sections 409.8(d) and 409.8(f)**

TRAILS AND BIKE USE AS STATED IN ORD. #38  
Reorganized to conform to published park maps and reality

**PARKS AND TRAILS WHERE BIKES ARE ALLOWED**

**HIKER, HORSE, AND BICYCLES PAVED TRAIL** (paved multi-use trails)

1. Bicycles and personal conveyances are permitted on paved roads, paved bike trails and multi-use trails.

**HIKER, HORSE, AND BICYCLES UNPAVED TRAIL** (unpaved multi-use trails)

1. Bicycles and unicycles are permitted on unpaved roads, multi-use trails and fire roads over 8 ft. in width unless otherwise posted. Personal conveyances are not permitted on unpaved trails or roads, or other unpaved surfaces.

**HIKERS AND HORSES ONLY TRAIL** (narrow hiking and riding trail)

1. Bicycles are not permitted on narrow hiking and riding trails

**HIKERS, HORSES, AND BICYCLES TRAIL** (narrow hiking, riding, and bike trails as designated by the board from time to time)

1. Designated sections of Lafayette Ridge Trail and the Hayfield Trail in Briones.
2. Zeile Creek Trail in Garin
3. Panorama Trail in Mission Peak
4. Brushy Peak Loop Trail in Brushy Peak
5. Vollmer Peak Trail in Tilden
6. Towhee Trail in Anthony Chabot
7. Section of Skyline National Recreation Trail between Sibley Staging and Old Tunnel Road within Sibley Regional Preserve
8. Bay Leaf Trail and the North Ridge Trail (between markers 34 & 37 in Pleasanton Ridge
9. Clyma Trail in Morgan Territory
10. Hulet Hornbeck Trail in Carquinez Shoreline
11. Red Tail Trail in Anthony Chabot
12. Tassajara Ridge Trail
13. Haron Bay Trail and Swallow Bay Trail in Del Valle
14. Brandon Trail in Lake Chabot
15. Briones Crest Trail (north of Deer Creek Trail) and the Blue Oak Shortcut trail in Briones
16. McDonald to Grass Valley and Grass Valley from the aforementioned to Bort Meadow Group Camp
17. Ridgeline Trail in Pleasanton Ridge
18. Edwards Loop Trail in Crockett Hills
19. Soaring Eagle Trail in Crockett Hills
20. Two Peaks Trail in Crockett Hills
21. Wood Rat Trail in Crockett Hills



**HIKERS ONLY TRAILS** (narrow hiking trails)

1. Bicycles and horses are not permitted on TNA walking trails, and bicycles are only permitted in the following areas of the Tilden Nature Study Area
  - a. Blue Gum Loop Trail to Wildcat Trail
  - b. Nimitz Way Trail

**BICYCLES ONLY TRAILS** (single-track pump/flow trails as designated by the board from time to time)

1. Warep Trail in Crockett Hills
2. Two Peaks Trail in Crockett Hills
3. Goldfinch Trail in Crockett Hills
4. Tree Frog Loop Trail in Crockett Hills
5. Sugar City Trail in Crockett Hills
6. Choris Frog Trail in Crockett Hills

**PARKS AND TRAILS WHERE BICYCLES ARE NOT ALLOWED, OR ALLOWED ONLY UNDER SPECIAL CONDITIONS**

1. Claremont Canyon Regional Preserve
2. Sibley Round Top Road from the EBMUD Water Tank Road junction to top of Round Top Peak
3. McLaughlin Eastshore State Park- interior trails of the Berkeley Meadow
4. Ohlone trail from Mission Peak to Del Valle
5. Huckleberry Regional Preserve
6. Ardenwood- fenced core area
7. Any area posted for no bikes for safety reasons
8. Bicycles are only permitted at Lake Temescal, as follows:
  - a. Must observe posted 5 mph speeds
  - b. Must walk through designated swim areas when in operation
9. Bicycles are only permitted in the following areas of Redwood Regional Park
  - a. East Ridge and West Ridge Trail loop connection by Canyon and Bridle Trails
  - b. Trails west of West Ridge Trail, except Tate Trail, which is closed to bicycle use
  - c. Canyon floor from Redwood Gate entrance to Trails end on Stream Trail