

Livermore Area Recreation and Park District

Staff Report

TO: Facilities Committee

FROM: Mathew Fuzie, General Manager

PREPARED BY: David Weisgerber, Communications and Planning Manager

DATE: October 20, 2026

SUBJECT: Master Plan Update – Proposed Paved Multi-Use Trail Standard

RECOMMENDATION

Staff recommends that the Facilities Committee review and provide feedback on a proposed level of service standard of 0.5 mile (2,640 Linear Feet) of paved multi-use trails per 1,000 residents for inclusion in the Parks, Recreation, and Trails Master Plan.

BACKGROUND

The Public Review Draft of the Parks, Recreation, and Trails Master Plan establishes level of service standards for parks and open space to guide long-term planning and evaluate the District's ability to serve the community as Livermore grows.

As part of the Master Plan review process, LARPD staff coordinated with the City of Livermore on planning standards and opportunities to strengthen consistency between the agencies' long-term planning efforts. Through this process, staff identified an opportunity to establish a level of service standard for paved multi-use trails, similar to the park acreage standards already included in the Master Plan.

Staff subsequently evaluated the existing paved multi-use trail network using current GIS data and coordinated with City staff regarding the existing and planned trail network. Based on this analysis, staff recommends establishing a paved multi-use trail level of service standard as part of the Master Plan.

DISCUSSION

Proposed Paved Multi-Use Trail Standard

Establishing a trail level-of-service standard provides the District with a benchmark for evaluating existing trail infrastructure and planning for future community needs. Similar to the park acreage standards established in the Master Plan, a trail standard helps the District assess whether its trail network is keeping pace with population growth and identify future infrastructure needs.

Proposed Standard: 0.5 mile (2,640 LF) of paved multi-use trails per 1,000 residents

The proposed standard would apply to the communitywide paved multi-use trail network rather than all recreational paths and trails within the District's service area. This distinction recognizes that paved multi-use trails generally serve a different function than unpaved recreational and regional trails and internal park walking paths.

Methodology

Staff used current GIS data to calculate the centerline length of existing paved multi-use trails within the LARPD service area, including asphalt and concrete multi-use trails maintained by LARPD or the City of Livermore. The analysis identified 43.45 miles (229,405 LF) of existing paved multi-use trails. Based on the Master Plan's current service-area population of 93,119 residents, the existing level of service is 0.47 mile per 1,000 residents.

The recommended standard of 0.5 mile per 1,000 residents therefore generally reflects the District's existing level of service while establishing a clear benchmark for maintaining and expanding the paved trail network as the community grows.

Existing and Projected Conditions

Measure	2026 Existing Conditions	2036 Maintain LOS	2036 Proposed Standard
Service area population	93,119	111,000	111,000
Level of Service (Miles/1000 Residents)	0.467	0.467	0.50
Total paved trail mileage	43.45 mi.	51.79 mi.	55.50 mi.
Additional mileage needed	-	8.34 mi.	12.05 mi.

Note: Calculations use unrounded values; displayed figures are rounded for readability.

At the Master Plan's projected 2036 service-area population of 111,000 residents, maintaining the existing level of service would require 51.79 miles of paved multi-use trails, an increase of 8.34 miles over the existing network.

Meeting the proposed standard of 0.5 mile per 1,000 residents would require 55.5 miles of paved multi-use trails, or 12.05 additional miles over the existing network.

These figures establish planning-level benchmarks for evaluating future trail needs rather than identifying specific projects or committing the District to a particular construction schedule. Trail development will depend on the Project Readiness Framework, which accounts for available funding, development activity, partnerships, right-of-way availability, and other implementation considerations.

A summary of the existing trail inventory and projected trail needs is provided in Attachment 1.

Trail Connectivity and Systemwide Planning

The proposed standard is intended to serve as a systemwide planning benchmark and is one of several tools for evaluating the District's trail system. Trail mileage alone does not fully reflect the value or functionality of a trail network. A relatively short connection that closes a critical gap, improves access to community destinations, or links previously disconnected portions of the trail system may provide greater community benefit than a substantially longer trail segment.

Trail connectivity, accessibility, geographic barriers, recreational value, and opportunities to strengthen the overall network will all remain important considerations when evaluating trail investments.

Broader Trail Network

The District's service area also contains a substantial network of unpaved recreational and regional trails operated by LARPD and partner agencies. These trails provide significant recreational and connectivity benefits but are not directly comparable to the paved community trail network for purposes of a single linear level-of-service standard.

Staff anticipates undertaking a more comprehensive evaluation of the broader trail network as a separate planning effort. This work would consider trail types, connectivity, accessibility, ownership and maintenance responsibilities, and other factors that may inform future level-of-service measures. The proposed paved multi-use trail standard would provide an initial quantitative benchmark that could be supplemented through this future analysis.

NEXT STEPS

Based on feedback from the Facilities Committee, staff will finalize the proposed paved multi-use trail level-of-service standard for inclusion in the Parks, Recreation, and Trails Master Plan.

The Board of Directors is expected to consider adopting the Master Plan at its regularly scheduled meeting on October 28, 2026.

ATTACHMENTS

1. Paved Multi-Use Trail Level of Service Analysis
2. Proposed Master Plan Revision

LARPD Paved Multi-Use Trail Level of Service

Facilities Committee | October 20, 2026

CURRENT CONDITIONS	VALUE
Existing paved multi-use trails	43.45
Existing trail length (LF)	229,405
Current service-area population	93,119
Current LOS (miles / 1,000 residents)	0.467

PROPOSED STANDARD	VALUE
Standard (miles / 1,000)	0.50
Standard (LF / 1,000)	2,640
2036 projected population	111,000
Miles required at 2036 population	55.50

SCENARIO	POPULATION	TRAIL MILES	LOS (MI / 1,000)	LOS (LF / 1,000)	ADDITIONAL MILES NEEDED
Existing system	93,119	43.45	0.467	2,464	-
2036 – Maintain LOS	111,000	51.79	0.467	2,464	8.34
2036 – Proposed Standard	111,000	55.50	0.500	2,640	12.05

Note : Calculations use unrounded values; displayed figures are rounded for readability.

LOS = Level of Service

LF = Linear Feet

Planning Standards

Community recreation interests continue to diversify, demand for trails and outdoor experiences continues to grow, and many existing parks and facilities are reaching the point where significant reinvestment will be required.

These conditions require a planning approach that emphasizes a connected park system, where neighborhood parks, community parks, trails, recreation facilities, schools, and open space work together to provide recreation opportunities. This approach anticipates development patterns that place greater emphasis on access, connectivity, and the overall recreation system than on the acreage of individual park classifications alone.

The planning standards presented in this chapter provide the framework LARPD uses to evaluate existing conditions, identify service needs, and guide future investment. The District considers park acreage, access, trail connectivity, facility condition, service capacity, and community needs together to ensure investments remain aligned with the community's long-term vision.



Park and Open Space Standards

Consistent with this planning approach, the District's park standards recognize that future residential development is expected to include a broader mix of housing types, higher-density neighborhoods, and smaller park sites connected by trails to larger community parks, recreation facilities, schools, and open space.

As amenities within parks have expanded over time with additional athletic fields, parking, restrooms, and community-serving amenities, several facilities now serve a broader role than when originally constructed. Parks including William "Bill" Payne Sports Park, Max Baer Park, Independence Park, Ernie Rodrigues Sports Park, and Cayetano Park have therefore been reclassified as Community Parks to better reflect their existing and planned function within the District's overall park system.

The park and open space standards evaluate publicly owned and publicly accessible parks, trails, recreation facilities, and open space throughout the LARPD service area, regardless of ownership or operating agency. This approach reflects the recreation opportunities available to the community and recognizes the importance of partnerships in delivering a comprehensive park system.

Local Park Standards

Park Type	Standard
Community Parks	3.5 acres / 1,000 residents
Neighborhood Parks	1.5 acres / 1,000 residents
Special Use Facilities	1 acre / 1,000 residents
Total	6 acres / 1,000 residents

The revised distribution maintains the District's overall standard of six acres per 1,000 residents while recognizing that Community Parks now provide a larger share of recreation opportunities.

Park Access Standard

LARPD uses a park service radius to evaluate access to Neighborhood and Community Parks and identify potential gaps in the park system.

Park Type	Service Radius Standard
Community Parks	1 mile
Neighborhood Parks	0.5 mile

Ensure all neighborhoods are within half a mile of a park or open space. In denser Specific Plan Areas (average of 20 dwelling units/acre or greater) such as Midtown or Isabel Neighborhood, ensure all units are within a quarter of a mile of a park or open space.

Open Space Standard

Facility Type	Standard
Open Space	200 acres / 1,000 residents

The Open Space standard includes publicly accessible regional open space, trails, and natural areas throughout the LARPD service area, regardless of ownership or management agency.

PROPOSED ADDITION - FOR COMMITTEE REVIEW
Paved Multi-Use Trail Standard

Facility Type	Standard
Paved Multi-Use Trails	0.5 mile / 1,000 residents

Applies to the paved multi-use trail network throughout the LARPD service area. Connectivity, accessibility, and critical gap closures remain important considerations when prioritizing trail improvements.

Trail Access Standard

Prioritize gap closures and trail connections to denser neighborhoods (average of 20 dwelling units/acre or greater) to facilitate non-motorized access to parks and open space.

Service and Capacity Standard

Recreation facilities do not have universally accepted acreage or size standards that adequately measure community need.

LARPD monitors how facilities are used to determine when additional investment, operational changes, or expanded capacity may be warranted. Utilization trends, waitlists, scheduling conflicts, program demand, and community access all provide indicators of whether facilities are meeting current and future needs.