

**CARSON CITY PLANNING COMMISSION
CARSON CITY PARKS AND RECREATION COMMISSION
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A meeting of the Carson City Planning Commission and the Carson City Parks and Recreation Commission was scheduled for 5:30 p.m. on Tuesday, February 21, 2006 in the Community Center Sierra Room, 851 East William Street, Carson City, Nevada.

PLANNING COMMISSION: Chairperson John Peery
Vice Chairperson Mark Kimbrough
Connie Bisbee
Craig Mullet
Steve Reynolds
Roy Semmens
William Vance

**PARKS AND RECREATION
COMMISSION:** Chairperson Donna Curtis
Vice Chairperson Michael Hoffman
Greg Davis
John Felesina
Charlene Herst
Tom Keeton
Pete Livermore
John McKenna

STAFF: Roger Moellendorf, Parks and Recreation Department Director
Juan Guzman, Open Space Manager
Vern Krahn, Park Planner
Lee Plemel, Planning and Community Development Principal Planner
E. Michael Dulude, Transit / Transportation Planner
Richard Romer, Consultant
Mary-Margaret Madden, Deputy District Attorney
Kathleen King, Recording Secretary

NOTE: A recording of these proceedings, the commissions' agenda materials, and any written comments or documentation provided to the recording secretary during the meeting are public record, on file in the Clerk-Recorder's Office. These materials are available for review during regular business hours.

CALL TO ORDER AND ROLL CALL (5:30:49) - Chairperson Curtis called the Parks and Recreation Commission to order at 5:30 p.m. Roll was called; a quorum was present. Commissioner Patton was absent. Chairperson Peery called the Planning Commission to order at 5:31 p.m. Roll was called; a quorum was present.

CITIZEN COMMENTS ON NON-AGENDIZED ITEMS (5:31:55) - None.

1. CHANGES TO THE AGENDA (5:32:10) - At Parks and Recreation Commission Chairperson Curtis' suggestion, consensus of the commissioners was to combine items 2-A and 2-B.

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2. AGENDA ITEMS:

2-A. PRESENTATION AND DISCUSSION ONLY REGARDING THE DRAFT UNIFIED PATHWAYS MASTER PLAN, FORMERLY KNOWN PUBLICLY AS THE UNIFIED TRAILS MASTER PLAN, AND WILL REPLACE THE FOLLOWING: (1) CARSON CITY BICYCLE SYSTEM PLAN; (2) PEDESTRIAN PLAN; (3) EAGLE VALLEY TRAIL SYSTEM PLAN; and 2-B. DISCUSSION ONLY REGARDING AN EXECUTED COOPERATIVE AGREEMENT BETWEEN THE NEVADA DEPARTMENT OF TRANSPORTATION AND CARSON CITY REGARDING THE EXCLUSION OF THE CITY'S PROPOSED MULTI-USE PATH ALONG THE WEST SIDE OF PHASE 2 (SOUTHERN LEG) OF THE CARSON CITY FREEWAY (5:33:20)

- Mr. Moellendorf advised that Consultant Jeff Winston would be unable to attend the meeting due to illness. He introduced Richard Romer, of Orth-Rodgers, and Mr. Dulude. Mr. Krahn expressed appreciation for the attendance of the Planning Commissioners and the citizens. He reviewed the staff report, and narrated a PowerPoint presentation which included review of citizen participation in development of the master plan, background information on the document name, the purpose for consolidating the Bicycle System, Pedestrian, and Eagle Valley Trail System plans, and the purpose of the master plan.

Mr. Dulude provided background information on the Carson Area Metropolitan Planning Organization ("CAMPO") and reviewed its purpose. He explained that once the pathways plan is adopted, a process will be implemented to determine the projects which should be federally funded. Those projects will then be prioritized in the CAMPO Regional Transportation Plan. At Mr. Krahn's request, Mr. Dulude reviewed the composition of the CAMPO Board and its relationship to the City.

Mr. Krahn reviewed the relationship between the UPMP and the plans of other government agencies, strengths of the plan, and the plan itself. Mr. Romer introduced himself, and expressed appreciation for the opportunity to have worked with City staff to develop the plan. He reviewed the Sidewalks and Bikeways portions of the plan. Mr. Krahn reviewed the Off-Street Trails portion in conjunction with the draft map, and implementation priorities.

Consensus of the commissioners and staff was to review the draft plan by section. Parks and Recreation Commission Chairperson Curtis suggested adding an objective to Section 1.2.3 to include "comfort areas" such as benches and shade structures. In response to a question, Mr. Krahn advised that no provision for eminent domain had been included in the draft plan. He read into the record language included on the draft map to assure private property owners there would be no consideration for eminent domain. Discussion followed. With regard to Section 1.2.2, paragraph 5, Parks and Recreation Commission Chairperson Curtis suggested including language indicating the importance of attracting visitors to the community.

In response to a question, Mr. Krahn advised the map indicates desire lines along the freeway corridor. He read into the record a portion of the Cooperative Agreement between the City and NDOT, a copy of which was included in the agenda materials. He advised the City is negotiating three different agreements associated with the freeway corridor, none of which would alter the provisions of the Cooperative Agreement. City staff has come to the realization that a certain amount of retrofit will be associated with the new freeway. Mr. Krahn advised that the multi-use paths will be established adjacent to NDOT right-of-way. He discussed opportunities associated with various portions of the freeway right-of-way, and

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advised that the Cooperative Agreement does not preclude the City from considering service roads, on-street facilities, or even NDOT right-of-way, provided sufficient space is available.

Planning Commission Chairperson Peery suggested the trails coordinator's responsibilities should include maintaining a catalogue of the City's sidewalks. Mr. Moellendorf agreed, and advised the position will also include researching grants and other funding opportunities.

With regard to Section 1.5, Parks and Recreation Commission Chairperson Curtis suggested including a reference to planning partners. Parks and Recreation Commissioner McKenna referred to page 18, and advised that the School District provides bus transportation to secondary school children who live outside a two-mile radius. He expressed the opinion that distance, not the lack of sidewalks, is the reason children don't walk to school. He expressed the further opinion the entire plan is flawed because it is based upon flawed data. In reference to page Section 3.1, he expressed the opinion the City's youth population will more likely decline over the next twenty years. He noted that the plan relies upon State Demographer estimates and other sources which have historically been proven wrong. He advised the School Board does not base its decisions upon the State Demographer's estimates.

Discussion took place regarding the language of Section 4.1. Planning Commissioner Vance expressed the opinion the C-Hill trail does not minimize visual impact. Mr. Moellendorf advised the primary purpose of the trail was erosion control and drainage on the hillside. Discussion followed.

Parks and Recreation Commissioner McKenna referred to section 5.4, and requested that equestrians be required to clean up after their horses at Riverview Park. He expressed the opinion the City should not be involved in regulating users of the trail system. He suggested including language with regard to training, etiquette, personal responsibility, etc. instead of a fairly onerous regulation. Parks and Recreation Commission Chairperson Curtis agreed that equestrians should be required to clean up after their horses in the urban areas. She suggested including appropriate language, and requested staff to look into including clarification regarding the legality of riding horses on streets unless otherwise posted.

With regard to section 5.6, Parks and Recreation Commission Chairperson Curtis suggested considering the practice of allowing dogs to be off leash in rural areas on certain days of the week. Parks and Recreation Commissioner Keeton noted the Parks Department regulation requiring animals to be under the owner's control at all times. Mr. Moellendorf advised that the existing regulation is somewhat subjective and will be reviewed in the future. Parks and Recreation Commissioner McKenna discussed the importance of the master plan language being general, and advised that regulations should be addressed in a different document. Parks and Recreation Commissioner Herst agreed. In response to a comment, she suggested including an appendix which would refer to specific regulations. She further suggested including a cross-reference of the information provided in Mr. Romer's presentation.

Parks and Recreation Commission Chairperson Curtis suggested including dog waste stations, as a listed amenity in section 6.2. In response to a question, Mr. Krahn explained the differences between off-street, paved multi-use and shared trails. In response to a comment, he agreed to consider appropriate signage to indicate allowed uses. Parks and Recreation Commissioner Davis agreed that signage will be critical to enforcement. He expressed appreciation for the distinction between multi-use and shared trails in sections 6.4 and 6.5.

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With regard to section 7.3.3, Parks and Recreation Commission Chairperson Curtis inquired as to the method by which the pedestrian experience will be enhanced. Mr. Romer advised that some of the policies are subject to additional discussion, and listed landscape, buffer zones between the sidewalk and curb, various amenities, wayfinding signage, kiosks, etc. In response to a question regarding section 7.4.3(1)(b), Mr. Plemel advised the referenced sidewalk improvements would be associated with Carson Street. Discussion took place regarding connectivity in conjunction with development standards and sidewalk corridors. Mr. Guzman responded to questions regarding the lack of sidewalks on West King Street. Parks and Recreation Commissioner McKenna noted a correction to section 7.4.3 in that the Carson City School District walking boundary is one mile for elementary school children, two miles for secondary school children. With regard to section 7.4.4, he advised that safety is the consideration for school walk zones.

Planning Commission Vice Chairperson Kimbrough referred to the February 21, 2006 e-mail from Sue Newberry which was distributed to the commissioners and staff prior to the start of the meeting. He expressed support for Ms. Newberry's comments, and advised he would refrain from speaking to those issues she had already addressed. Mr. Krahn advised that copies of Ms. Newberry's e-mail had also been provided to Mr. Romer and Mr. Dulude.

In response to a question, Mr. Krahn discussed the importance of partnership to funding projects. In reference to section 9.1.9, he advised there are many trails which have not yet been mapped. Most of them are on U.S. Forest Service and Bureau of Land Management property. City staff will be working with user groups to identify trails as the USFS and the BLM move through their respective planning processes. Parks and Recreation Commissioner Livermore referred to an existing trail, depicted on the draft map, adjacent to the back of a residential development in the area of Prison Hill. He noted the trail was designated for motorized use, and requested that it be moved further to the east to create a buffer for the residential area. He discussed the importance of creating and designating OHV staging areas. Mr. Krahn advised that the possibility of registering off-road vehicles is being considered at the State Legislature.

(7:19:06) In response to a question, Brian Doyal of the Pine Nut Mountains Trails Association advised that registration and licensing of off-road vehicles will most likely be considered during the next legislative session. He acknowledged that none of the interim committees are considering the issue at the present time. Mr. Guzman advised that Senator Rhodes' committee has taken testimony on the issue and published a report. He offered to provide copies to interested commissioners.

In reference to section 9.2.3, Parks and Recreation Commissioner McKenna reiterated the opinion that the general theme of the language should be etiquette applicable to all users. Mr. Krahn provided background information on development of the Carson River Aquatic Trail Plan.

Parks and Recreation Commissioner McKenna commended the thought behind section 11.1.2(2), but questioned the judgement. He advised of City wells in the area "in islands of heavy rock" which are at least 12-15 feet tall. The trail was recently rebladed following the rainstorm. Commissioner McKenna expressed the opinion that the trail will require repaving "once or twice a year" from now on. He expressed support for making the trail accessible, but suggested abandoning the idea of paving it because of the associated maintenance issues. He further suggested the trail should be a decomposed granite surface. Mr. Krahn discussed the importance of balancing recreational needs and providing opportunities. He agreed with Commissioner McKenna's concerns, and requested input from other commissioners. Planning

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Commission Chairperson Peery commented that asphalt and water “don’t mix very well.” From a pollution standpoint, he agreed with Commissioner McKenna’s comments and expressed the opinion that paving is not a very viable option for the subject area. Parks and Recreation Commissioner Livermore suggested visiting the Empire Ranch Golf Course to determine how their asphalt pathways are maintained. Mr. Krahn clarified that the pavement considered in section 11.1.2(2) was concrete rather than asphalt. He provided background information on the consideration of concrete. Parks and Recreation Commission Chairperson Curtis expressed support for paving provided that maintenance is determined not to be an issue. Commissioner McKenna noted that concrete is very expensive, and advised that the Empire Ranch Golf Course was designed to handle the anticipated storm water flows. He further noted that stating in the master plan the intent to pave portions of the Carson River Trail may result in some group inquiring as to why it hasn’t been done yet at some future date. Mr. Moellendorf expressed appreciation for the stated concerns, and suggested modifying the language to indicate consideration for providing paved pathways along the River. He discussed his experience with concrete pathways along rivers, and advised they are usually easier to maintain. He expressed concern over excluding the opportunity from the master plan document. Additional discussion followed, and consensus was to add language indicating that paving would be done where feasible and appropriate. Parks and Recreation Commission Chairperson Curtis recessed the meeting at 7:35 p.m. and reconvened at 7:42 p.m.

Planning Commission Vice Chairperson Kimbrough noted a correction to section 11.2.1 to indicate Nevada State Park Lands. In response to a question, Mr. Krahn provided background information on funding sources for off-street trails. Mr. Dulude discussed allocation of RTC and CAMPO funds. He acknowledged that transportation includes pedestrians and bicycles. Planning Commissioner Reynolds noted the benefit of the UPMP to not only map routes but also to bring together various funding sources. In reference to section 11.2.4, Parks and Recreation Commission Chairperson Curtis advised of a multi-use trail associated with phase 2A of the freeway. Parks and Recreation Commissioner Livermore provided background information on the resolution passed by the Board of Supervisors regarding the multi-use paths, and advised that NDOT representatives are working closely with City staff to accommodate the location and timing of construction. In response to a question, Mr. Krahn provided background information on the City’s acquisition of the linear park land from Saliman Road to prison property and subsequent conversion of the same to accommodate the freeway right-of-way. He described the route of the linear park path, and responded to questions regarding the designation indicated on the draft map.

In reference to section 12.2(1), Planning Commission Vice Chairperson Kimbrough inquired as to the timing associated with hiring a pathways coordinator. Mr. Moellendorf advised that staff has been acquiring and evaluating job descriptions for similar positions from other cities in the western United States. The position may not be submitted for funding until the 2007/08 fiscal year. Discussion took place regarding funding sources for the position. In response to a question, Mr. Krahn provided clarification of the intent of section 12.1.3 to work with developers to provide opportunities for trails. He acknowledged the intent of section 12.2.4 that actual, dedicated funding is part of the 5-year Pathways Implementation Program.

Parks and Recreation Commission Chairperson Curtis provided an overview of the appendices and maps included as part of the plan. She suggested designating differences between various trail uses on the maps provided. Mr. Krahn provided an overview of the user maps, and advised that various suggestions are being considered to further clarify them. In reference to the statistics provided by the Bicycle Crash

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Analysis, Parks and Recreation Commissioner McKenna suggested a better use of public funds would be rider education versus construction or designation of bicycle paths and lanes. Planning Commission Vice Chairperson Kimbrough expressed concern that the V&T trail was not designated on the map as existing. In reference to the OHV map, he expressed concern over the number of trails designated on the west side of town. He expressed the further concern that connecting OHV trails with the boundary of Nevada State Parks land on the west side will create an enforcement problem. He expressed support for earlier comments indicating the importance of OHV staging areas to avoid OHVs traversing public rights-of-way to access trail heads. He offered to provide suggested revisions in writing. He commended the City on the phenomenal investment of time and effort represented by the master planning process. Mr. Krahn explained the reason for designation of the V&T special planning area. He advised there will actually be fairly limited OHV use designated for the west side of town on existing trails. Brian Doyal has requested consideration for a loop trail on the west side. Mr. Krahn advised staff will be working with the consultant to clarify the OHV map. Mr. Dulude advised that the UPMP maps will be included in the CAMPO Plan in reference to connectivity. Chairperson Curtis provided direction with regard to public comment, and opened this item.

(8:19:15) Bill Schultz, of Schultz Investments representing his family's interests in the Clear Creek area, advised that Michael Fagen had also been present earlier. Mr. Schultz referred to a proposed trail depicted on one of the maps which runs through Schultz Investments and Fagen property. He noted that the policy of the Open Space Program is to deal only with willing sellers. He further noted the Board of Supervisors has no policy for eminent domain with regard to trails. He suggested that desired or proposed trails designated on private property adjacent to public property should be moved to the public property. He advised that dotted lines on maps invite trespassers, and requested staff to eliminate the trail designated on his and Mr. Fagen's property and relocate it to adjacent USFS property. He advised the USFS property has a better view and better access to Frog Rock and a picnic area.

(8:24:45) Sharon Arnold, a resident of Clear Creek Road, advised of having downloaded the bike map which indicated Old Clear Creek Road as a recommended route. She advised that Old Clear Creek Road is private, maintained by residents. She further advised that a great deal of the road width has been lost this winter, and that it is barely sufficient for two vehicles to pass. She expressed concern that the posted speed limit and the blind corners will eventually result in a serious injury. She advised of having appeared before the Douglas County Planning Commission at the time they considered including Old Clear Creek Road as part of their trails plan. Following testimony by the residents, the Douglas County Planning Commission decided against including the road. Ms. Arnold requested the commissioners to consider excluding the road as part of the trails plan. She noted issues of safety and maintenance outlined in the plan, and suggested the plan should also consider liability. She expressed concern over personal liability of the Clear Creek Road residents in the event of accidents or injuries. She reiterated the request to reconsider designating the road as a bike route. She advised of having included similar comments in responding to the Citywide survey. Mr. Krahn responded to questions regarding plans for bridle paths.

(8:29:48) Phillip Harrison, representing manufacturers, advised that the bike path designated in the manufacturing / industrial zone represents a conflict of uses. He expressed concern over safety and visibility issues, and advised that vehicle traffic in the area can be very heavy at certain times. He further advised that the designated path does not represent a scenic route. He noted that Carson City is losing some industrial land because of changes in use designated in the comprehensive master plan. He advised that

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local manufacturing employs between 10-14% of workers in Carson City. Many companies in the airport industrial area have invested millions of dollars in their buildings and operations. These businesses are an asset to Carson City and should be protected from encroachment by the general public. Mr. Harrison advised the general public lacks an understanding of issues associated with truck traffic; noise, property and site security hazards; and liabilities involved with manufacturing operations. He further advised that general public use in industrial zones is essentially incompatible and almost certainly leads to conflict. He expressed concern over the manufacturing community getting “negative publicity in these situations.” He expressed further concern over injuries to bicyclists or pedestrians. He advised that industrial companies considering relocation will generally look in an established manufacturing area, protected from general public uses. He emphasized the need to protect the investment of manufacturing companies in the area and to “keep everyone safe.” In response to a question, Mr. Harrison advised there are generally very few industrial / manufacturing employees who ride their bicycles to and from work.

Planning Commission Vice Chairperson Kimbrough suggested considering a bike lane in the area or another option for “getting through there.” Mr. Krahn described the differences between shared use facilities, bike lanes, and multi-use paths. He described an alternative route heading east from the new freeway, down Arrowhead to Goni to East College Parkway to Centennial. He advised that a variety of options have been considered for the area, and expressed understanding for the concerns expressed.

(8:36:11) Sue Newberry, of Muscle Powered, referred to the February 21, 2006 e-mail which had been distributed to the commissioners and staff prior to the start of the meeting. She advised of her work in the bicycle and pedestrian planning industry, and expressed the opinion that bicycles and pedestrians should be considered as seriously as vehicles. To that end, she suggested applying the same kinds of standards throughout the UPMP as if it were guidance for automobiles. In reference to the comments included in the e-mail, she suggested the plan should adhere to the provisions and language of the *Manual on Uniform Traffic Control Devices* (the “*Manual*”). She commended staff and the consultants on combining a recreational trails plan and two transportation plans into one document. She provided a *Guide for the Development of Bicycle Facilities* (the “*Guide*”) published by the American Association of State Highway and Transportation Officials to Mr. Krahn. She suggested incorporating the text of the *Guide* into the plan which will provide for clarification. She expressed particular concern over the definitions of some of the bike routes, and advised of her involvement in developing a Safe Routes to School pilot project for the community. She expressed the opinion all of the bike route designations in the plan need to be revisited from the perspective of the *Guide* and the *Manual*. She expressed concern over street crossings, and advised this is where most crashes occur for bicyclists and pedestrians. She suggested including a specific chapter for street crossings. With regard to connectivity, she suggested not limiting the text to “big projects.”

(8:42:17) Anne Macquarie, a member of Muscle Powered, referred to the February 21st e-mail and suggested that it appeared the policies and priority projects in the Sidewalks and Bicycle sections weren’t included in the Implementation section. She further suggested revisiting the plan to draw out the policies and priority projects from the Sidewalks and Bicycle sections. She expressed concern with regard to the number of motorized OHV trails depicted on the map on the west side of town, and requested additional review.

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(8:43:58) Brian Doyal advised that the trails depicted on the west side of town are incorrect. Mr. Krahn acknowledged the map designations will be revisited with the consultant. Mr. Doyal expressed an interest in “going out mapping.” He expressed support for a concrete path along the River to provide “access for all.” He discussed possible bridge crossings for OHVs. Mr. Krahn discussed accesses for OHVs which would not necessarily require trailering vehicles to a certain point, but would still allow for the quiet enjoyment of residential, pedestrian, and equestrian areas. Mr. Doyal requested staff to carefully consider this proposal. He advised that the Pine Nut Mountains Trails Association is working with the BLM to install kiosks at the Silver Saddle Ranch staging area. A clean up project is being coordinated for the area of Prison Hill, which will include grading and site maintenance. Mr. Doyal thanked the City for partnering in the area of trail mapping. He expressed appreciation for the plan.

(8:51:15) Beth Scott, of the Carson City Equestrian Alliance and the Carson City Sheriff’s Mounted Unit, expressed support for the plan. She read section 12.1.5 into the record, and expressed the opinion that on-street, shared use trails should be managed by the Public Works Department since they are immediately adjacent to the street. Mr. Dulude explained the distinction that Public Works is responsible for maintenance of facilities within the street right-of-way. The Parks and Recreation Department is responsible for maintenance of facilities outside the street right-of-way. Ms. Scott referred to the depiction of existing and proposed trails in the lower elevation of the Prison Hill area, and suggested a meeting with staff and the consultant. Mr. Krahn requested Ms. Scott to submit written comments for consideration by staff and the consultant. Ms. Scott reviewed suggestions regarding specific trails, and Parks and Recreation Commission Chairperson Curtis suggested that Mr. Krahn schedule a meeting with her.

(9:01:06) LeAnn Saarem referred to private property zoned for horses in the Winnie Lane area, and expressed concern regarding the width of the proposed bridle paths. For equestrian and multi-use purposes, she suggested there is insufficient space between the new pit, the homes, the trails, and the busy streets. She requested careful consideration regarding whether or not a sufficient path will fit within the sixty-foot easement. Mr. Krahn explained staff’s intent to not exclude the possibility of trails and paths in the area.

(9:04:14) Dave Morgan expressed the hope the City will begin to hold the BLM accountable for proper enforcement of OHV regulations. He advised of having filmed “every inch of the fences on the back side of Prison Hill as it comes down to the end of Snyder” over a year ago, and of having provided DVDs to BLM representatives. He was assured fences would be repaired, but advised it has not yet been addressed. He advised of the need for a joint enforcement agreement between the BLM and the City, and commented the “freeway that exists behind our homes is getting worse and worse and worse.” He reiterated the need for consequences associated with failing to obey regulations.

3. ACTION ON ADJOURNMENT OF THE PLANNING COMMISSION (9:06:43) - Chairperson Peery thanked staff, the consultant, and the Parks and Recreation Commission for their participation. He commended the document on behalf of the Planning Commission, and entertained a motion to adjourn. Commissioner Semmens moved to adjourn the meeting at 9:07 p.m. Commissioner Bisbee seconded the motion. Motion carried 7-0.

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The Minutes of the February 21, 2006 joint meeting of the Carson City Planning Commission and Carson City Parks and Recreation Commission are so approved this 29th day of March, 2006.

JOHN PEERY, Chair