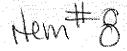
City of Carson City Agenda Report



Date Submitted: January 9, 2007

Agenda Date Requested: January 18, 2006

Time Requested: 30 minutes

To: Mayor and Board of Supervisors

From: City Manager, Planning Division, Parks & Recreation Department

Subject Title: Action to approve a Carson City Federal Lands Bill Map identifying the preferred alternative that will be used as the basis to create a Federal Lands Bill for Carson City consisting of proposed legislation to be considered by the U.S. Congress to allow for the exchange and/or transfer in ownership of lands owned by the federal government in Carson City.

Staff Summary: The Carson City Federal Lands Bill Map includes the identification of federally-owned lands and city-owned lands where ownership may be exchanged and/or transferred and used for public or private activities including, but not limited to, management of open space, parks and recreation, economic development, and public utilities and services. The recommended map has been modified based on comments at the Board of Supervisors meeting of January 4, 2007, to remove potential "economic development" uses, including housing, from "Parcel 30," located at 5th Street and Fairview Drive.

Type of Action Requested:	
() Resolution	() Ordinance - First Reading
(X) Formal Action/Motion	() Other
Does This Action Require A Business Im	pact Statement: () Yes (X) No

Recommended Board Action: I move to approve the Carson City Federal Lands Bill Map to identify the preferred alternative that will be used as the basis to create a Federal Lands Bill for Carson City consisting of proposed legislation to be considered by the U.S. Congress to allow for the exchange and/or transfer in ownership of lands owned by the federal government in Carson City.

Explanation for Recommended Board Action: See attached memo.

Applicable Statute, Code, Policy, Rule or Regulation:

Fiscal Impact: N/A

Explanation of Impact: N/A

Funding Source: N/A

Alternatives: N/A.

Supporting Material:

Staff Memo

January 4, 2007, Staff Memo

Map Summaries
Draft Maps

Prepared By: Lee Plemel, Planning Division; Juan Guzman, City Property Manager

Reviewed By:		
Walter Sullivar	Date: 1-9-0	27
(Walter Sullivan, Planning Director		
120 Weller	Date:	27
(Roger Moellendorf, Parks & Recreation Director)		
	Date:	
(Larry Verner, Development Services Director/City	-	
1 Cottle	Date:	07
(Linda Ritter, City Manager)		
Melanie Bruketta	Date: 1-9-0)
(Melanie Bruketta, Chief Deputy District Attorney)		
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Board Action Taken:		
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Motion:	1)	Aye/Nay
	2)	21,002101
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Vote Recorded By)		

TO:

Board of Supervisors

FROM:

Federal Lands Bill Staff Team

DATE:

January 18, 2007

SUBJECT:

Federal Lands Bill Map Recommendations

The purpose of this item is for the Board of Supervisors to approve a preferred alternative Federal Lands Bill Map in order for the City to begin working with the Congressional delegation to draft a Lands Bill for Carson City. The approved map will represent Carson City's preference on the disposition of the identified Forest Service, BLM and City-owned properties.

A public hearing and discussion regarding the proposed Lands Bill Map was conducted with the Board of Supervisors on January 4, 2007. A copy of the staff memo from that meeting is attached for further explanation on the maps and the public review process. Also attached are summaries of the proposed exchanges and the proposed lands bill maps.

The proposed maps remain the same as presented at the January 4 meeting, except that Parcel 30, located on the southeast corner of 5th Street and Fairview Drive, has been changed to limit potential future uses to open space or public uses. This would remove the future potential use of the property for housing or other economic development uses.

With regards to the method of disposal of specific properties for economic development, it is premature at this time to identify a specific method for individual parcels. The means of disposal of identified properties would be determined through the Congressional lands bill process. Generally speaking, properties disposed of for economic development would be auctioned.

For questions regarding the Federal Lands Bill Maps, you may contact Linda Ritter, City Manager, at 887-2100, Lee Plemel in the Planning Division at 887-2180, or Juan Guzman in the Parks and Recreation Department at 887-2262.

MEMORANDUM

TO:

Board of Supervisors

FROM:

Federal Lands Bill Staff Team

SUBJECT:

Federal Lands Bill Map Discussion

DATE:

January 4, 2007

BACKGROUND

This item is part of a public participation process to solicit public feedback and make recommendations to the Board of Supervisors regarding the Carson City Federal Lands Bill Map. The map will be used as the basis to create a Federal Lands Bill for Carson City consisting of proposed legislation to be considered by the U.S. Congress to allow for the exchange and/or transfer in ownership of lands owned by the federal government in Carson City. The following criteria was used by staff in creating recommendations for parcels of land to be included in the bill.

- 1. The property is needed to implement the Carson City Master Plan, including the Parks and Recreation Master Plan, Unified Pathways Master Plan, or the Open Space Master Plan.
- 2. The proposed use or management strategies cannot be accomplished under the current ownership and/or use designation.
- 3. The proposed use or management strategies can be accomplished more efficiently or in a more reasonable amount of time under City ownership.
- 4. The property is located at the "urban interface" with development or is surrounded by existing development and therefore federal ownership is not in keeping with the national mission of the federal agencies managing the land.
- 5. The proposed land transfers create more contiguous land management units and reduce the "checkerboard" ownership pattern of federal, city, and private lands.

The maps attached at the end of the packet show the properties under consideration. The subject properties are cross-hatched. Also note that some properties are hatched because they were previously identified for transfer of ownership but are currently proposed to be retained in federal ownership based on subsequent recommendations. Additional properties may be recommended for inclusion based on public input and discussion.

Existing ownership is identified by the color of the underlying parcel-blue is Carson City, dark green is U.S. Forest Service (USFS), and light brown is Bureau of Land Management (BLM). The proposed uses and ownership are identified for each property. In drafting the lands bill, each property would be deed restricted to the proposed uses upon transfer of the property. In other words, those uses could not change in the future at the discretion of the owner without another act of Congress (literally, not figuratively).

The draft Map shows staff's most recent recommendations based upon recommendations from various advisory boards, the public and city staff, as well as consideration for fiscal management responsibilities. In some instances, recommendations from various advisory boards are in direct conflict with each other. All advisory board recommendations have been forwarded to the Board of Supervisors for their consideration in making final recommendations to the Congressional delegation.

The City is working on the proposed Lands Bill Map at the request of the Nevada Congressional delegation, working through the City Manager's office. The interdepartmental team working on the lands bill consists of the City Manager, the Public Works Director, the Parks and Recreation Director, the Open Space Manager, and the Principal Planner.

Most other counties in Nevada are working on similar bills. The model for other bills from the west have been to request Congress for federal lands to be used for economic development and paying appraisal value for those lands plus setting aside areas for wilderness designation to mitigate the loss of federal lands. Carson City's bill generally requests that federal lands located at the interface be transferred in order to be managed by the City. Lands requested for economic development total 144 acres, or 1.44% out of the 10,011 acres of lands identified on the draft Lands Bill Map for exchange. Most of the federally owned properties identified are located inside or adjacent to the developed areas of the City that no longer support the federal agencies' national mission.

With the current Congressional support, this presents a unique opportunity to Carson City to identify lands that may be more appropriately managed by Carson City or others rather than a federal agency such as USFS or BLM. Generally, the federal agencies support the disposal of properties that are isolated within urban areas or located at the urban interface, adjacent to private lands, for local government management. The Lands Bill Map also identifies properties that may be used for recreation uses or other public purposes uses. A few properties are identified for disposal for private development.

While proposed uses generally need to be identified for the Lands Bill, there are no specific development proposals being reviewed or approved at this time. For example, the Silver Saddle Ranch (Carson River Road area) has been identified as a location for a potential regional park. A fairly broad range of recreation uses may be permitted in the future under this designation. However, the only question at this time is whether or not the City should pursue ownership and management of the land for the ability to develop these uses on the property in the future. Detailed uses of the property would still be subject to approvals through the specific development permitting process, including additional public hearings.

DISCUSSION

The following is a summary discussion regarding the main recommendations of advisory boards per parcels (polygons) with the numbers shown on the maps.

Parcels 1A & 1B: The Planning Commission requested additional review of these parcels (previously identified as one parcel) with more information on management and fiscal responsibility. Consideration had been given to dispose of these upper-watershed properties to the Forest Service or State Parks. Due to the large area that these parcels encompass and the nature of the forested area and terrain, there is a higher cost of fire management for these parcels relative to other properties being considered under this Lands Bill. However, upon analysis, staff has concluded that there are fiscal resources to accomplish this continued management of the property while retaining ownership. Parcel 1B contains Ash Canyon Road, and continued control of this key access point into the Sierras is highly desirable to Carson City. Therefore, staff recommends retaining Parcel 1B in City ownership. The Open Space Advisory Committee recommended that no lands be deeded to the U.S. Forest Service except where necessary to provide better management units and where no net gain of land results into U.S. Forest Service ownership.

Lake Tahoe State Parks owns and manages thousands of acres to the west of Parcel 1A. Parcel 1A has been identified as a properties that may be desired for acquisition by State Parks from Carson City. Staff continues to work with State Parks and the Division of State Lands to identify other Forest Service

properties abutting the existing State Park that may be desired by State Parks to be included in the Federal Lands Bill.

Parcels 27, 28A, 28B, and 29 (Sedge Drive and Brunswick Canyon): At the very beginning of the process, staff explored the idea with various advisory boards to relocate the shotgun facility, as well as the rifle range and other facilities that use shooting as a form of recreation into these parcels. Residents of the Pinion Hill area, however, vigorously protested such a future proposed use and the concept was dropped by staff. Subsequently, the Parks and Recreation Commission, as well as the Planning Commission, expressed their desire that these parcels be managed by the City due to the importance for the potential location of access and trails facilities. Staff, however, has not forwarded that recommendation on the maps because staff believes that the same facilities could be obtained under the ownership of the Bureau of Land Management through an RP&P or special use permit process. The addition of the lands under City ownership would add to the expenditure and potential liability of fire protection and management costs.

Parcel 40 (Silver Saddle Ranch): All advisory boards recommended that Parcel #40 be requested in the bill to be transferred to Carson City for the land to be developed as a regional park. The boards, however, differ somewhat on the emphasis to be placed on the development of the regional park. The Parks and Recreation Commission and Carson River Advisory Committee emphasized the use of the area as a natural park rather than a more developed park. Staff advised through all of the hearings of the advisory boards that a planning process will be followed in order to determine the exact nature of the development of the park and that, rather than the advisory groups being bogged down by the details of the future specific development intensity of the park, that they should concentrate their efforts in determining if the land should be transferred to Carson City or not, to be used in the future as a regional park. There is consensus among all the advisory boards that Carson City should use this opportunity to obtain ownership of the Silver Saddle Ranch.

Parcel 41 (Prison Hill Recreation Area): With the acquisition of the Silver Saddle Ranch property just to the east of the Prison Hill Recreation Area, the inclusion of the Prison Hill Recreation Area creates a logical property management unit for the area. BLM Carson City field office staff supports this concept, as this property is separated from other larger tracts of BLM land and is located at the urban interface. This was also recommended for inclusion by the Open Space Advisory Committee, the Parks and Recreation Commission, and the Advisory Board to Manage Wildlife.

Of these groups of parcels, #30 has been the most controversial. Originally, staff proposed that #30 be requested from the federal government to be transferred to the State of Nevada for the development of a workforce housing project. The residents of the Hidden Meadows Subdivision and surrounding areas made their presence known at all the advisory committee meetings and testified as one voice against the use of that parcel for that purpose. The advisory committees somewhat agree with the Parks and Recreation and Open Space Advisory Committee recommending that the parcel be used primarily as open space as part of the Prison Hill Recreation Area (Parcel #41). The Planning Commission, had the most comprehensive recommendation advising the Board of Supervisors that the parcel be transferred into the ownership of Carson City and that Carson City uses the regular master plan change of land use and development processes to determine ultimate use, including the possibilities of public facilities, affordable housing, or open space. The Parks and Recreation Commission made a vigorous recommendation that the term "economic development" be removed as a potential use from this parcel. It is the Staff Team's recommendation that the parcel be transferred to Carson City and that the master plan change of land use and Planning Commission's existing processes be used in determining its ultimate land use, if necessary.

<u>Parcel 42 (Centennial Park)</u> – Staff recommends including this property in the Lands Bill in order for the City to obtain clear title on the property. Currently, the City has a patent on the property, but all public purposes uses on the property are subject to review and permits from BLM. While the proposed action would still limit potential uses on the property to parks, recreation and public purpose uses, clear ownership of the property would more easily facilitate the City's control of future uses. There has not been any opposition to this request.

<u>Parcel 43 (Eastern Portal Gateway)</u> – Past city planning efforts have identified this location as a possible gateway into Carson City to include, potentially, a visitors stop, lookout point, and public information kiosk. Under the present BLM designation of Open Space for the property, such structures would not be allowed. An open space gateway would still be preserved and the hillside viewshed would be protected in this area.

Parcels 49 and 50 (Pinion Hills area): There are scattered two-acre to five-acre parcels presently owned by the Bureau of Land Management and they appear as residential areas of the Pinion Hill neighborhood in Carson City. Staff has conducted a windshield survey of those parcels in order to determine their ability to sustain single-family dwellings or if they are better suited to be kept as open spaces. Specifically, Parcel #49 is a low flood plain area that is more suited as an open space. Within Polygon #50, however, staff's recommendation is for the Board of Supervisors to consider requesting title of the land and use the public process to sell the land. First right of refusal may be given to existing land owners in adjacent areas, and the parcels may be packaged in a way that areas which are not easily developed may create additional space for existing or developable lots.

MORE RECENT REQUESTS BY STATE PARKS AND THE OPEN SPACE ADVISORY COMMITTEE

<u>Parcel #44</u>: Parcel #44 consists of approximately 400 acres and is encompassed by the Borda Meadow. It is the recommendation of the Open Space Advisory Committee that Carson City obtain title of the Borda Meadow and surrounding vicinity. The committee believes the land is important because of its water retention capacity, its potential to alleviate the peak of flooding, its scenic beauty, and recreation potential, which includes area to provide access to trails, developed picnic areas, and similar facilities.

<u>Parcel #10</u>: Parcel #10 as drafted has been requested by the Washoe Tribe. The tribe wishes to incorporate a physical route connecting to their ancestral lands in the vicinity of Lake Tahoe.

<u>Parcels #46A and 46B</u>: These parcels have been discussed with State Parks. State Parks, however, will follow up with a formal written request once the agency studies the proposal more thoroughly.

CITIZEN PARTICIPATION PLAN

There has been a vigorous and extensive citizen participation program conducted since August of 2006 consisting of public information workshops where opportunities were available to present written comments, as well as public meetings conducted by advisory boards where oral and written testimony was received. In addition, staff has met with the U.S. Forest Service, Bureau of Land Management, Washoe Tribe, and the State of Nevada on multiple occasions. Over 20 meetings in the last five months have been conducted. The letters and written comments received are attached to this report.

Proposed Lands Bill Parcel Exchange Summary

Land Transfer Summary

Proposed Owner ▶	CC/OS	CC/RPP	BLM/OS	USFS	WT	DISP	State	Total
Current Ownership ▼	(acres)	Given						
CC	X	Х	0	1,722	0	0	0	1,722
BLM/OS	2,725	24	Х	0	0	0	0	2,749
BLM/RPP	774	1,469	0	0	0	78	0	2,321
BLM/DISP	64	0	56	0	0	33	0	153
USFS	1,630	0	0	Х	743	33	660	3,066
Total ac. Received:	5,193	1,493	56	1,722	743	144	660	10,011

CC = Carson City

WT = Washoe Tribe

BLM = Bureau of Land Management

USFS = US Forest Service

Uses:

OS = Open Space

RPP = Recreation and Public Purpose

DISP = Identified for exchange/disposal for private development

Statistics:

5,056 acres from BLM to Carson City

1,630 acres from USFS to Carson City

1,722 acres from Carson City to USFS

4,964 acre net gain of property into Carson City ownership

743 acres from USFS to Washoe Tribe

660 acres from USFS to State Lands

-1,344 acres net gain (loss) to USFS

(-684 acres net gain (loss) to USFS excluding properties going to the State)

Area of designated Open Space (including all lands identified for exchange that are current BLM OS designated lands and all USFS lands):

7,537 acres currently

8,341 acres proposed

804 acres net gain in designated, preserved open space

Land disposal for private development:

33 acres from USFS

111 acres from BLM

144 total acres identified for private development

1.44% of total proposed exchange lands identified for development

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* If obtained or retained, responsible City Department.

SW = Public Works, Stormwater Division Landfill = Public Works, Landfill Division

P&R = Parks & Recreation Department Water = Public Works, Water Division

OS ≈ Open Space Division

Land Transfer Summary

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	Total ac. Received:		٦		1,722	743	-	099	10,011

Area of designated Open Space (Including all current BLM OS designated lands and all USFS lands that are identified for exchange):

7,537 acres currently

8,341 acres proposed

804 acres designated Open Space net gain

Land Disposal to Private Development

33 acres USFS

111 acres BLM

144 acres total disposal for private development

1.44% = Total of proposed exchanged lands identified for development

743 acres USFS to Washoe Tribe

4,964 Total net gain of property into Carson City ownership.

5,056 acres BLM to Carson City 1,630 acres USFS to Carson City 1,722 acres Carson City to USFS

DISP = Identified for disposal to private development

RPP = Recreation and Public Purposes uses

WT ≈ Washoe Tribe OS ≈ Open Space

CC = Carson City

Land Transfers:

Summary:

660 acres USFS to State Lands

-1,344 acres net gain (loss) to USFS

-684 acres net gain (loss) to USFS excluding State properties

