



STAFF REPORT

Agenda Item: 7

Report To: Open Space Advisory Committee

Meeting Date: April 18, 2022

Staff Contact: Gregg Berggren, Trails Coordinator, gberggren@carson.org
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Agenda Title: For Possible Action: Discussion and possible action regarding a recommendation to the Board of Supervisors to approve the final Prison Hill Recreation Area Master Plan.

Staff Summary: This item will review the final Prison Hill Recreation Area Master Plan. This plan includes planning recommendations for the entire Prison Hill Recreation Area, as well as natural resource and recreation considerations.

Agenda Action: Formal Action/Motion

Time Requested: 30 minutes

Proposed Motion

I move to recommend to the Board of Supervisors the Prison Hill Master Plan, as presented.

Board's Strategic Goal

Quality of Life

Previous Action

June 15, 2020 – The OSAC recommended to the Board of Supervisors approval of the draft Prison Hill Recreation Area Master Plan.

Background/Issues & Analysis

The 2016 *Management Plan for Carson City Open Space and Parks in the Carson River Area* identified the need for a “future planning effort”. Prison Hill has become an increasingly popular outdoor recreation destination in recent years, and since 2016 there have been a number of updates, changes and developments to the area collectively referred to as “Prison Hill”. The purpose of the **Prison Hill Master Plan** (attached) is to:

1. Provide an update on activities at Prison Hill since the Management Plan was written.
2. Provide recommendations to guide future land use planning and management efforts, including trailheads, access points and trails.
3. Incorporate current planning and management efforts for the OHV area on the south end of Prison Hill.
4. Provide recommendations for the 114-acre parcel in the vicinity of the Koontz Lane water tank.

ATTACHMENTS:

Exhibit A: Prison Hill Recreation Area Master Plan

Exhibit B: Prison Hill Recreation Area Master Plan Presentation

Applicable Statute, Code, Policy, Rule or Regulation

N/A

Financial Information

Is there a fiscal impact? ☐ Yes ☒ No

If yes, account name/number:

Is it currently budgeted? ☐ Yes ☐ No

Explanation of Fiscal Impact:

Alternatives

Do not recommend the Prison Hill Recreation Area Master Plan to the Board of Supervisors and provide alternative direction to staff.

Board Action Taken:

Motion: _____

1) _____

2) _____

Aye/Nay

(Vote Recorded By)

DRAFT – April 11, 2022

Prison Hill Master Plan



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Abbreviations and Acronyms

AASHTO	American Association of State Highway and Transportation Officials
ADA	Americans with Disabilities Act
aMTB	Adaptive Mountain Bike
BLM	Bureau of Land Management
CCMC	Carson City Municipal Code
CE	Conservation Easement
CWSD	Carson Water Subconservancy District
IMBA	International Mountain Bicycling Association
Management Plan	Management Plan for Open Space and Parks in the Carson River Area
MUTCD	Manual on Uniform Traffic Control Devices
NDSL	Nevada Division of State Lands
NHPA	National Historic Preservation Act
NNCC	Northern Nevada Correctional Center
NOHVCC	National Off-Highway Vehicle Conservation Council
NOHVP	Nevada Off-Highway Vehicle Program
NSP	Nevada State Prison
OHV	Off-Highway Vehicle
OPLMA	Omnibus Public Land Management Act of 2009
PA	Programmatic Agreement
PHMP	Prison Hill Master Plan
PHRA	Prison Hill Recreation Area
PNMTA	Pine Nut Mountain Trails Association
PROS	Parks, Recreation & Open Space Department
RTP	Recreational Trails Program
SHPO	State Historic Preservation Office
SNPLMA	Southern Nevada Public Lands Management Act
SSR	Silver Saddle Ranch
UPMP	Unified Pathways Master Plan
WUI	Wildland Urban Interface

1.0 Introduction

1.1 Project Area and Description

Geographically, Prison Hill covers over 3,200 acres (about five square miles) of rugged terrain in east Carson City. It is oriented in a north-south direction, approximately four miles long, with a varying width of up to 1.5 miles. Prison Hill is bordered by Golden Eagle Lane to the south, Edmonds Drive to the west, 5th Street to the north, and Carson River Road, Silver Saddle Ranch, and the Carson River to the east.

Typical upland vegetation includes sagebrush, bitterbrush, desert peach, ephedra, and rabbitbrush. Cottonwood and willow trees grow near the Mexican Ditch and the Carson River. The slopes on the southern half of Prison Hill are relatively gradual and the east, west, and north flanks are steep. Prison Hill rises over 1,100 feet from its lowest elevation at the Carson River, 4,620 feet, to the tallest of four distinct summits which stands at 5,724 feet and affords sweeping views of Carson City and surrounding valleys and mountains.

The Prison Hill area is separated via the underlying geology. The north-end parent material is a dark-colored meta-volcanic rock, while younger and lighter-colored granitic rocks dominate the southern end. In the middle, granitic intrusions into the meta-volcanic rock appear as curious contrasts on many rock faces. The existing management of the area is also based on this geological divide with the off-road vehicle use allowed on parts of the granitic portion to the south and non-motorized use on the meta-volcanic area to the north.

Prison Hill offers many miles of popular recreational trails which are snow-free for most of the year. The trails are popular with dog-walkers, hikers, runners, mountain bikers, and equestrians. Trailheads and pedestrian access points are available on all sides of Prison Hill. The south end of Prison Hill provides opportunities for both motorized and non-motorized recreationists.

Prison Hill consists of several City-owned properties, each of which has individual management considerations:

- The Prison Hill Recreation Area (PHRA) – 2,515 acres.
- Golden Eagle Open Space – 19 acres.
- Mexican Dam Open Space – 64 acres.
- The property in the vicinity of the Koontz Lane water tank – 114 acres.
- Silver Saddle Ranch – 808.5 acres (For planning purposes, the western side of Silver Saddle Ranch, about half of the property, includes trails, trailheads and slopes that are an integral part of Prison Hill and therefore are included.)

Collectively, for the purposes of this Prison Hill Master Plan (PHMP), the above properties are referred to as “Prison Hill” (Figure 1).

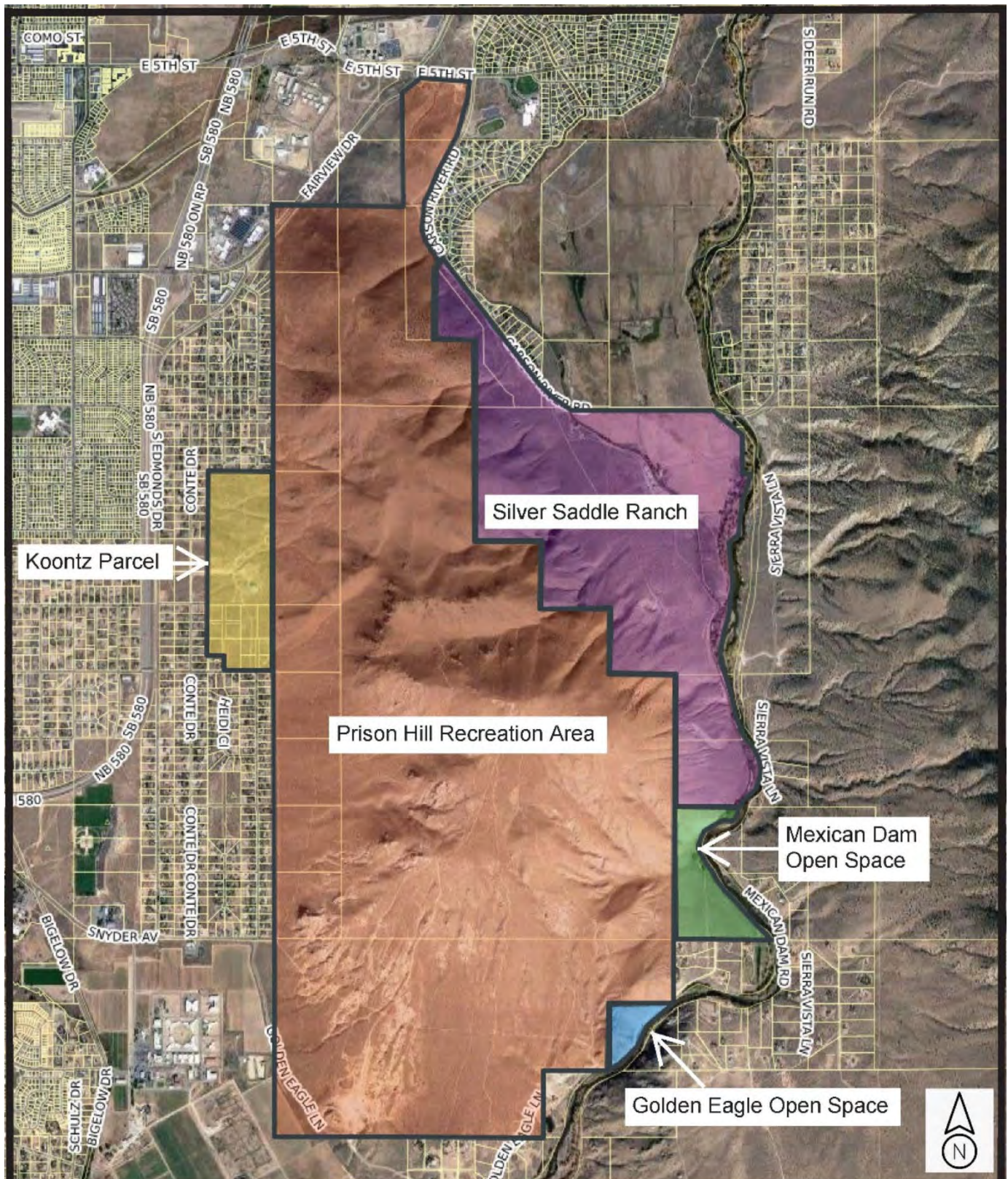


Figure 1

12/17/2021

Carson City Parks, Recreation & Open Space Department

1/4 Mile

1.2 Purpose

The Management Plan for Carson City Open Space and Parks in the Carson River Area was completed in 2016 (Appendix A); (hereafter referred to as the Management Plan). The Management Plan specifically identified the need for a “future planning effort” in section 1.3.3, and this Prison Hill Master Plan (PHMP) is a result of that directive. The PHMP is intended to complement and update portions of the Management Plan, but it does not replace it. Additionally, the PHMP is intended to be consistent with the guidelines and principles of the City Master Plan.

Carson City’s population is growing steadily and so is the demand for outdoor recreation. Increasing numbers of visitors to Prison Hill reflect those trends. Further, this plan recognizes that not only are the numbers of visitors increasing, but that the types of recreational pursuits are also evolving. For example, mountain biking was once a relatively rare activity on Prison Hill, but advances in mountain bike technology have encouraged more people to purchase bikes which are now more easily adapted to the sandy soils and rocky terrain of Prison Hill. Prison Hill is now recognized as a popular mountain biking area, especially in winter months when trails on the west-side of town are covered with snow. Increasing demand and evolving recreational uses demonstrate the need for additional planning efforts.

The purpose of this Prison Hill Master Plan is to:

1. Provide an update on activities at Prison Hill since the Management Plan was written.
2. Provide recommendations to guide future land use planning and management efforts, including trailheads, access points, and trails.
3. Incorporate current planning and management efforts for the OHV area on the south end of Prison Hill.
4. Provide recommendations for the 114-acre parcel in the vicinity of the Koontz Lane water tank.



Prison Hill is a popular winter destination when the Carson Range is covered in snow

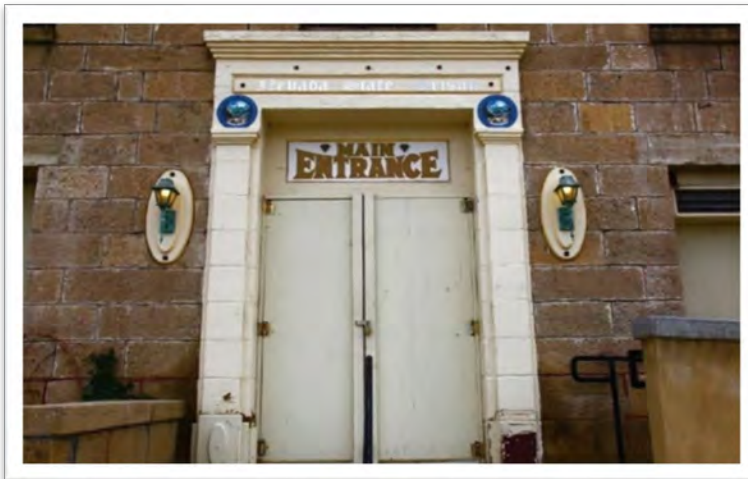
1.3 Vision

The goal of this Prison Hill Master Plan is to protect the natural resources, cultural resources, scenic beauty, and conservation values of the property, while balancing the needs of a growing and changing population by providing high quality recreational opportunities for a variety of users.

1.4 History

Archaeological discoveries place the first humans in the Carson River area about 12,000 years ago (Gortner, 1984). The Washoe People have lived in the area for about 6,000 years (Pritzker, 2000). The first person of European descent to see Prison Hill was probably Christopher ‘Kit’ Carson in 1843 (NPS, 2010). Prison Hill was a landmark for early settlers and people traveling to the California gold country from 1848 through the 1850’s. One of the earliest references to Prison Hill is a journal entry made by Jotham Newton on September 5, 1853: *“We now leave the river again for 7 miles. The road passes to the right of a ridge¹ and follows up a valley in a southerly direction, with high mountains at the foot of the Sierra to the right”* (Black, 2010).

Prison Hill was named after the nearby Nevada State Prison, which was Nevada’s first prison and operated from 1862-2012. For many years the inmates worked the prison sandstone quarry, which is tucked into the northwest corner of Prison Hill on State of Nevada lands. Stones from the quarry were used to build early Carson City, including the Capital building in 1871 (NPS, 2010).



Prison Quarry



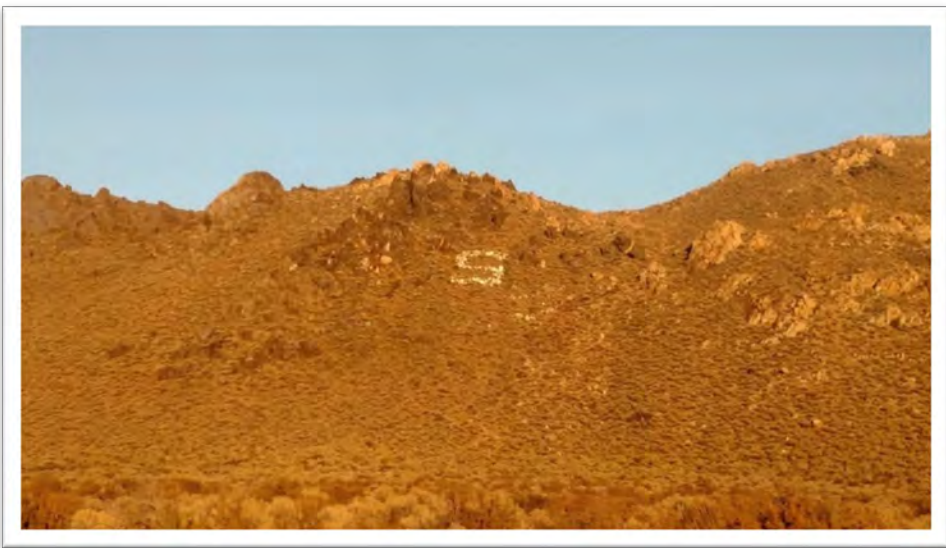
Nevada State Prison

¹ The “ridge” is presumably Prison Hill according to the geographical description.

Other than the quarry there were no mines on Prison Hill, but fortune seekers dug many exploratory pits. Depressions and tailings piles are still visible as evidence of this history.



Shallow Pit and Tailings



Landmark letter

The prominent Landmark letter, or 'S', on the west side of Prison Hill was created by students and faculty at the Stewart Indian School, which was active from 1890-1980. Alumni and other individuals from the tribe continue to maintain the 'S' (Cruz, 2020).

1.5 Planning, Management and Guidance Documents

This section summarizes the primary agreements, plans and laws that pertain to the various Prison Hill properties. Table 1 lists the existing documents, plans, and agreements and their relevance to this Prison Hill Master Plan. Entries in **bold** are new or updated since the 2016 Management Plan.

Table 1. Primary Planning, Management and Guidance Documents

Document Name	Year	Relevance
Eagle Valley Trail System	1995	Made recommendations for trails in Eagle Valley, including Prison Hill.
Carson River Master Plan	1996	Established recreational goals for the Carson River area and made recommendations for trails and how they should be constructed.
Carson City Open Space Master Plan	2000	Management of natural resources in the river corridor.
Carson City Master Plan	2006	Includes goals and guiding principles affecting parks, recreation, open space, land use, and pathways.
Unified Pathways Master Plan (UPMP)	2006, rev.2007, 2018	Comprehensive plan for non-automobile travel routes around Carson City.
Carson City Municipal Code, Title 13	NA	Codes related to management of parks, recreation, and open space.
Carson City Parks and Recreation Master Plan	2006	Directs management of Carson City Parks
Carson City Master Plan	2006	General guidance for Land Use, Recreational Opportunities, Economic Vitality, Livable Neighborhoods, and a Connected City.
Creating a Community Vision: Silver Saddle Ranch and the Carson River	2008	Planning vision for public recreation and open space opportunities on the Silver Saddle Ranch, Prison Hill, and along the Carson River.
Omnibus Public Land Management Act of 2009 (OPLMA)	2009	Authorized the conveyance of certain lands from the BLM to Carson City.
Carson City Community Wildfire Protection Plan	2009	Includes wildfire protection plan for Edmonds - Prison Hill.
Conservation Easement	2010	Establishes management practices and outlines both permitted and prohibited uses of certain lands conveyed through OPLMA.
Programmatic Agreement	2012	Establishes procedures to protect cultural resources on certain lands conveyed through OPLMA.
Management Plan for Carson City Open Space and Parks in the Carson River Area	2016	Management plan for several properties in the Carson River area.
Eagle Valley Trails Committee: Community Trail Inventory, Review, Evaluation and User Needs Assessment Report	2017	Grassroots volunteer effort involved extensive public input to make recommendations for trails within Eagle Valley.
Signage Master Plan for Parks, Recreation and Open Space	2018	Signage guidelines for all Parks, Recreation & Open Space properties.
Prison Hill Recreation Area OHV Management Plan	2018	Recommendations and suggestions to help manage the southern portion of Prison Hill in a sustainable way.

1.6 Management Guidelines and Regulations

The four documents below significantly influence how the lands in this Master Plan are managed.

1.6.1 Carson City Municipal Code, Title 13

Title 13 of the Carson City Municipal Code applies to Parks and Recreation. Section 13.06 is for Open Space. The first paragraph of section 13.06 reads:

"In the broadest sense, the objective of the open space program is to promote quality of life for citizens of Carson City through the preservation and protection of the quality of the natural environment which has given Carson City much of its character. This natural environment includes many spectacular views of the mountains, Carson River, and Eagle Valley. The natural streams, wetlands and open lands, with their water and related plant and animal life complement the scenic vistas and remind us of the area's early history. These natural areas, water bodies, vistas and panoramas, natural landmarks, and native flora and fauna are intended to be preserved and protected for the enjoyment of this and future generations by the judicious use of funding for open space."

1.6.2 Omnibus Public Land Management Act of 2009

The Omnibus Public Land Management Act of 2009 (OPLMA) (Appendix B) conveyed certain lands from the Bureau of Land Management (BLM) to Carson City. Included in the conveyance was the Prison Hill Recreation Area (PHRA), Silver Saddle Ranch, and a 114-acre parcel of land on the west side of the PHRA. OPLMA included language to define use of these lands.

1.6.3 Conservation Easement

Subsequent to the Omnibus Public Land Management Act of 2009 (OPLMA), a conservation easement (CE) (Appendix C) was established between the Bureau of Land Management (BLM) and Carson City in 2010. In this Master Plan the CE applies to the Prison Hill Recreation Area and Silver Saddle Ranch. The purpose of the CE is to protect, preserve, and enhance the conservation values of the property in perpetuity and prevent uses or development of the property that would conflict, impair, or interfere with those values. The CE recognizes that it is in the mutual interest of the BLM and Carson City to manage the property for undeveloped open space, passive recreation, and wildlife protection, and it identifies specific activities that are either "permitted" or "prohibited". The CE allows motorized vehicles on designated roads, trails and areas in the south end of Prison Hill. The Management Plan explains the CE in more detail.

1.6.4 Programmatic Agreement

A Programmatic Agreement (PA) (Appendix D) between the BLM, Carson City, and the State Historic Preservation Office (SHPO), with concurrence from the Washoe Tribe of Nevada and California was executed in 2012 for the cultural resources on all lands conveyed under OPLMA. For this Master Plan the PA applies to the Prison Hill Recreation Area, Silver Saddle Ranch, and the Koontz Parcel. The PA provides details regarding Carson City's responsibilities for the care and treatment of cultural resources and requires compliance with Section 106 of the National Historic Preservation Act (NHPA) prior to undertaking ground-disturbing activity on the property.

1.7 Planning Efforts

There have been several planning efforts since the Management Plan of 2016 which influenced the development of this Prison Hill Master Plan.

1.7.1 Eagle Valley Trails Committee Report

The Eagle Valley Trails Committee was a local grassroots organization that undertook a multi-year project, involving extensive public input, to make recommendations for trails within Eagle Valley. Their comprehensive “Community Trail Inventory, Review, Evaluation and User Needs Assessment Report” was finished in 2017 (Appendix E).

1.7.2 Unified Pathways Master Plan, revised 2018

The 2018 revision of the Unified Pathways Master Plan (Appendix F) incorporated the recommendations of the Eagle Valley Trails Committee Report for off-street trails, including Prison Hill.

1.7.3 Signage Master Plan for Carson City Parks, Recreation & Open Space Department

The Signage Master Plan created standards for all Parks, Recreation & Open Space Department signage. It includes standards and details for trailhead kiosk signs, interpretive signs, and trail wayfinding signs (Appendix G).

1.7.4 Prison Hill Recreation Area OHV Management Plan

Funded by a grant from the Nevada Off-Highway Vehicle Program, this plan was produced to provide a guiding framework to proactively manage the OHV area on the south end of Prison Hill (Chapter 5). An important component in developing this plan included public participation, which is described in greater detail in the plan itself. The plan was approved by the Open Space Advisory Committee on October 15, 2018.

1.7.5 Prison Hill Recreation Area Master Plan Survey

This public online survey was conducted in 2018 and received 190 responses. It asked questions about trailheads and access points on Prison Hill, as well as some focused questions about the 114-acre Koontz Lane property on the west side of Prison Hill (Appendix H).

1.7.6 Prison Hill Recreation Area Open House

January 9, 2019, about 100 people attended this open house to review and discuss ideas for Prison Hill, with a primary focus on the 114-acre Koontz Lane property including trailhead access and development, parking, and neighborhood concerns (Appendix I).

2.0 Property Descriptions

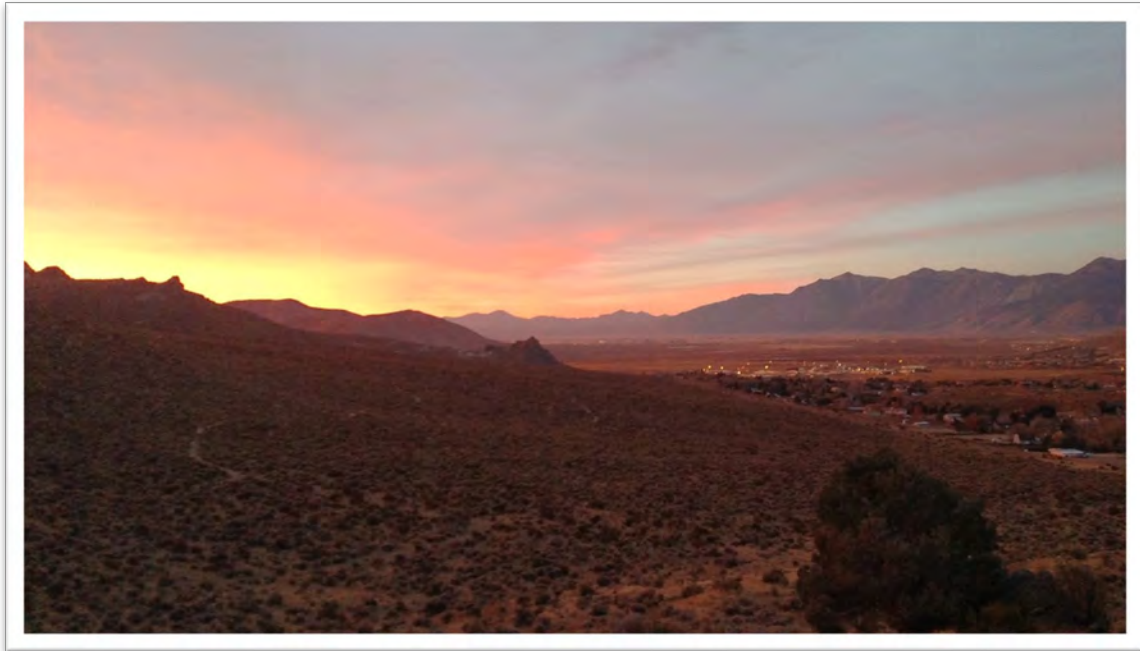
2.1 Prison Hill Recreation Area

The Prison Hill Recreation Area (PHRA) is about 2,500 acres and encompasses the majority of Prison Hill (Figure 1). The landscape is dominated by typical upland sagebrush steppe plant community, including sagebrush, bitterbrush, desert peach, ephedra, rabbitbrush, and perennial grasses like Indian rice grass. Elevations range from 4650 feet at the northwest corner to 5724 feet on the Prison Hill summit.

For many decades the Bureau of Land Management (BLM) owned and managed this property. In the 1970's, as Carson City's population began to experience rapid growth, the BLM recognized the significant recreational value of Prison Hill. They began planning for various recreational opportunities, both motorized and non-motorized, and named the area the Prison Hill Recreation Lands (later re-named the Prison Hill Recreation Area). In 1983 the BLM closed the northern 1,550 acres of the PHRA to motorized use and designated the southern 950 acres for Off-Highway Vehicle (OHV) recreation. About that same time the BLM created the Koontz Lane and Clearview Drive Trailheads, constructed a few non-motorized trails, and installed some fencing and signage to help delineate the non-motorized and motorized portions of the PHRA.

In 2015, as part of the Omnibus Public Land Management Act of 2009 (OPLMA), the PHRA was officially conveyed to Carson City and is managed by the Open Space Division, under the Parks, Recreation & Open Space Department, hereafter referred to as "The Department." Through this conveyance, these lands are subject to provisions outlined in two documents, a Conservation Easement and Programmatic Agreement. A Conservation Easement (CE), described in Chapter 1, governs how this area is managed. Essentially, the property is maintained for undeveloped open space, passive recreation, and wildlife protection, and the CE identifies specific activities that are either "permitted" or "prohibited." The CE allows motorized vehicles on designated roads, trails and areas in the south end of Prison Hill. A Programmatic Agreement, described in Chapter 1, requires compliance with Section 106 of the National Historic Preservation Act (NHPA) prior to undertaking ground-disturbing activity on the property.

There are many trails, trailheads, and access points within the PHRA. These are described in chapters three and four, along with recommended actions for each. The OHV area is described in more detail in chapter five.



Sunrise over the Prison Hill Recreation Area

2.2 Koontz Lane Parcel

2.2.1 Location and Current Uses

The 114-acre parcel on the west side of Prison Hill in the vicinity of the Koontz Lane water tank, and on the west side of the post rail fence, was conveyed to Carson City in 2015 as part of the Omnibus Public Land Management Act of 2009 (OPLMA) (Figure 1). Vegetation is dominated by typical upland sagebrush steppe plant community, and slopes are moderate with elevations range from 4,790 feet to 4,920 feet.

This parcel is popular with dog-walkers and hikers, and the Open Space Division maintains two popular trailheads on the property, the Koontz Lane Trailhead and the Clearview Drive Trailhead, both of which provide access to trails on the west side of Prison Hill. It also serves as an important “gateway” to Prison Hill for the large residential neighborhood on the west side of the I-580 freeway. Residents from that neighborhood typically cross the freeway using either the Koontz Lane overpass or the Clearview Drive overpass. The Public Works Department maintains a municipal water tank, water lines, and pump station on the property, which is critical infrastructure for the community’s safe drinking water. The Public Works Department has also identified a location on this parcel for a future detention basin to alleviate runoff issues (Figure 2).

2.2.2 Property Conditions

About seven miles of dirt roads were inventoried on this property in 2019. Many of the roads were user-created, are in poor condition, and contribute to runoff. Some neighbors have

expressed concern about the effects of noise and dust from motorized users on roads near their homes.

Water bars were installed on Koontz Lane to manage water flows, but they have made travel impassible for some vehicles, and many drivers navigate around the water bars resulting in significant widening of the road, and disturbance of native vegetation. Additionally, the road from Koontz Lane to the Koontz Lane Trailhead is rutted and in poor condition.



Koontz Lane below the water tank

2.2.3 Management Considerations

Under OPLMA, this property was conveyed to Carson City for “Parks and Public Purposes,” and it is subject to the covenants of the Recreation and Public Purposes Act (Appendix J). This property is not subject to the Conservation Easement, but it is subject to the Programmatic Agreement. It should be noted that this is a correction to the Management Plan which does not indicate that this parcel is subject to the Programmatic Agreement.

The Unified Pathways Master Plan shows a proposed non-motorized crossing at Valley View Drive, which is just south of Koontz Lane and north of Clearview Drive. In 2011 the City commissioned a Preliminary Design Report for this proposed crossing. At that time the report estimated a project cost of \$2.7 million dollars for the crossing. Perhaps alternatives could be reviewed, including a physical barrier between pedestrians/bicycles/equestrians and traffic on the existing two overpasses. Several residents have indicated that a crosswalk is needed across Edmonds Drive at Koontz Lane.

In 2019 the Prison Hill Master Plan Survey specifically asked for opinions about the Koontz Lane Parcel and received 190 responses. In January 2020 an open house to review and discuss planning for Prison Hill was attended by about 100 people. Recommendations are based on the survey results and open house comments (Figure 2).

The Parks and Public Purposes designation allows for some site development and improvements. Examples of typical uses under the Act are historic monument sites, campgrounds, schools, fire houses, law enforcement facilities, municipal facilities, hospitals, parks, and fairgrounds. Because of its adjacency to the Prison Hill Conservation Easement lands

and to residential neighborhoods, it is recommended that the Koontz Parcel be managed primarily for passive recreation, along with critical public water utility infrastructure.

2.2.4 Adjacent Undeveloped BLM Parcels

An important consideration related to the Koontz Lane Parcel is the adjacent undeveloped property which is bounded by the Koontz Lane Parcel to the east, South Edmonds Drive to the west, Valley View Drive to the south, and Sinbad Street to the north. This property is managed by the BLM and consists of six parcels totaling about 28.5 acres. A portion of Koontz Lane crosses the BLM parcels, and the City holds a non-exclusive easement on these parcels for the water utility infrastructure on Koontz Lane and on a north-south alignment with Conte Drive. The City also holds an easement for an existing detention basin at the corner of Edmonds Drive and Valley View Drive which was constructed in 2020. The BLM has indicated a desire to dispose of these parcels. If the properties were sold for economic development, then it is recommended that Koontz Lane be improved to City standards upon development, which would help address runoff, erosion, and other management issues on this portion of the road that leads to the trailhead. Based on comments from residents, it is preferred that the current SF1A (single family 1-acre) zoning for this area not be changed. Additionally, it is recommended that the existing pedestrian access points to Prison Hill be retained if the area is developed (Figure 2).

Recommended Actions:

- ✓ Regrade and improve drainage on the roads leading to trailheads.
- ✓ Place signage and install fencing or other barriers to restrict motorized use off trailhead access roads.
- ✓ Develop a sustainable network of non-motorized trails within the property, using road-to-trail conversion where possible.
- ✓ Develop a plan to decommission unnecessary or erosive roads and perform rehabilitation.
- ✓ Improve the Koontz Lane Trailhead parking and expand to accommodate 20-30 vehicles. Include parking for two-four equestrian trailers.
- ✓ Add a vault toilet at the Koontz Lane Trailhead.
- ✓ Improve the Clearview Drive Trailhead and expand to accommodate 10-15 vehicles.
- ✓ Use fencing to delineate both parking areas.
- ✓ Maintain a fire break adjacent to housing.
- ✓ Consider adding a crosswalk across Edmonds Drive at Koontz Lane.
- ✓ Review options for enhancing pedestrian/bicycle/equestrian access across the Koontz Lane overpass and the Clearview Drive overpass.
- ✓ Coordinate with Public Works for road maintenance on Koontz Lane.
- ✓ Support Public Works plan for detention basins on this property.
- ✓ Future development of the BLM parcels should include improving Koontz Lane to City standards.
- ✓ Future development of the BLM parcels should retain existing pedestrian access points.



Looking north across the Koontz Lane parcel



2.3 Golden Eagle Open Space

The Golden Eagle Open Space is a 19.3-acre parcel near the southeast corner of Prison Hill (Figure 1). It was purchased in part by the City for Open Space utilizing Quality of Life Sales and Use Tax Funds, and in part by the Nevada Conservation and Resource Protection Grant Program / Question 1 funding (Management Plan). The property can be accessed from Golden Eagle Lane, about 2.2 miles from the intersection with Snyder Avenue. A monument sign located on a small turnout on Golden Eagle Lane identifies the property which lies uphill, or east/northeast of the sign. Motorized travel on Golden Eagle Lane to this location is discouraged because the road crosses private property, so it is encouraged that access be achieved through non-motorized means.



Golden Eagle Open Space Monument Sign

The property is dominated by a sagebrush steppe plant community, but there is a small riparian corridor between Golden Eagle Lane and the Carson River. Golden eagles are frequently sighted on or near the property, and bald eagles are occasional visitors. Elevations range from 4,625 feet at the river to 4,970 feet at the high point where a scenic lookout provides views of the river and the Carson Valley. An erosion control project including check dams and a detention basin, was completed in 2017 to control sediment runoff into the Carson River. The detention basin is a part of the Prison Hill Recreation Area, directly adjacent to the Golden Eagle Open Space monument sign, and the project addresses runoff that originates in part from the property.

The property is adjacent to the Prison Hill OHV area and there are a few roads on the property which have been used by OHV's. The steep, erodible slopes and the necessity of protecting the erosion control project make this property unsuitable for motorized use. The property should be managed for non-motorized, dispersed recreation per CCMC Section 13.06, and for the purposes outlined in the funding agreements which places emphasis on *"...enhancing and restoring the Carson River corridor."* In 2019 all entry roads into the Golden Eagle Open Space from the west (Prison Hill OHV area) were closed to motorized travel using signage, bollards, and some fencing. A gate and fencing were installed at the Golden Eagle Lane entrance to allow only non-motorized entry. Some OHV users continue to breach the closures and so it will require diligence to replace signs, repair gates and fencing, educate users, and enforce the closures.

Recommended Actions:

- ✓ Manage the property for non-motorized, dispersed recreation with an emphasis on protection of the Carson River corridor.
- ✓ Decommission trails and roads on steep slopes and erodible soils, including scarification, vertical mulching and reseeding.
- ✓ Realign or construct a new sustainable single-track trail to connect Golden Eagle Lane to the scenic lookout point, and then to the future Prison Hill Trail.
- ✓ Consider environmental education opportunities associated with golden and bald eagles and other wildlife on the property.

2.4 Mexican Dam Open Space

The Mexican Dam Open Space is a 64.3-acre parcel on the east side of Prison Hill, south of Silver Saddle Ranch, and adjacent to the Carson River (Figure 1). It was purchased solely by the City for use as Open Space, utilizing Quality of Life Sales and Use Tax Funds and is subject to the provisions of the CCMC Section 13.06.

A monument sign identifying this Open Space is located on the southern border of the property near the northern terminus of Golden Eagle Lane. Golden Eagle Lane is private in this area, and it is gated and posted as such. A grant of easement recorded in 2000 states that the road is “not for general public use” (recorded document #250143). The private property owners remain somewhat agreeable to non-motorized recreational use of the road. Hence, access to this property is achieved only by non-motorized means. Most visitors park at either Silver Saddle Ranch or Carson River Park and walk or bicycle south to the property on the Mexican Ditch Trail. A future section of the Prison Hill Trail will improve access from the southeast.



Mexican Dam Open Space Monument Sign

The uplands are dominated by a sagebrush steppe plant community, and the river corridor on the east side of the property is riparian. Elevations range from 4,620 feet at the river to 5,040 feet at the northwest corner, and much of the property offers a contiguous undeveloped landscape from hillside to river. The Mexican Ditch begins near the north end of the property, adjacent to the Mexican Dam. Both the dam and the ditch were constructed in 1860 to divert



water from the Carson River for two ore reduction mills downstream in the former town of Empire: the Mexican Mill and the Meade Mill. The ditch is a historic resource related to the turbulent history of water distribution and water rights in the State. Currently, the ditch is operated by the Mexican Dam and Ditch Company, and it provides a water source for several properties including Silver Saddle Ranch, Old Buzzy's Ranch, Riverview Park, and private properties along Hells Bells Road.

Carson River from Mexican Dam Open Space

The Mexican Dam is a challenging portage for boating recreationists. In 2020 a new bridge on the Mexican Ditch intake was completed which enhanced crossing safety for hikers, bicyclists, equestrians, and recreationists with small boats. Volunteers from Muscle Powered made improvements to the narrow trail immediately south of the bridge for added safety. A designated boater's take-out above the dam is being planned in cooperation with the Carson Water Subconservancy District. All of these enhancements support both the future expansion of the Carson River Aquatic Trail and the planned Prison Hill Trail around the base of Prison Hill.

There are a couple of roads that enter the Mexican Dam Open Space from the Prison Hill OHV area on the west side of the property. These roads are steep, unsafe, contribute to erosion of fine sand onto the floodplain, and have triggered private property trespass issues. To prevent motorized entry into the Mexican Dam Open Space, the Prison Hill OHV area boundary was relocated further west in 2019, effectively closing these roads. Nearby residents have stated that when the water is low, dirt bikes occasionally cross the dam and enter the Mexican Dam Open Space, passing through private properties to the south.

Recommended Actions:

- ✓ Decommission and rehabilitate erosive roads and trails.
- ✓ Manage the property for non-motorized, passive recreational uses and for protection of the Carson River corridor.
- ✓ Trail development should be minimal, and the future Prison Hill Trail should be constructed above, and not through, the small riparian area.
- ✓ Create a 'take-out' for boating recreationists upstream of the dam and north of the riparian area, on the west side of the Carson River.
- ✓ Take steps to prevent dirt bike access from across the dam or other locations.
- ✓ Survey the southern boundary to determine the correct location and/or right-of way of the existing road.
- ✓ Coordinate with the Mexican Dam and Ditch Company regarding dam maintenance.

2.5 Silver Saddle Ranch

Silver Saddle Ranch (SSR) is 808.5 acres and consists of a riparian corridor, irrigated pasture, and sagebrush steppe uplands (Figure 1). SSR is generally considered a separate property from Prison Hill because of its historic buildings and actively used pasture lands, meriting different management practices. A different management plan from this document will outline recommendations and usage in the future. However, the upland habitat that is within the SSR property boundaries not directly associated with the ranch and pastures is a continuation of the western flanks of Prison Hill. There are several major drainages on this side of Prison Hill, some of which have experienced erosion and runoff in the past during major storm events. This part of the property is also an important access point to Prison Hill trails and includes a critical section of the Prison Hill Trail. Trailheads and trails are addressed in more detail in Chapters 3 and 4, along with recommended actions.



Prison Hill as seen from Silver Saddle Ranch

2.6 State of Nevada Lands

There are two properties located within the boundary of the Conservation Easement adjacent to Prison Hill that are owned by Carson City, but managed by State of Nevada entities:

- The Army National Guard occupies approximately 1.5 acres near the northwest corner of Prison Hill, on the northwest side of Fairview Drive. The land is presently used for parking and a solar panel array, and it is subject to a prior easement agreement between the BLM and the State of Nevada.
- The Northern Nevada Correctional Center (NNCC) occupies approximately 18 acres near the southwest corner of Prison Hill, on the west side of Golden Eagle Lane. The land is used as irrigated pasture and is subject to a prior agreement between the BLM and the State of Nevada.

Additionally, there are two State of Nevada owned properties adjacent to the PHRA that are logically a functional extension of the PHRA. Approximately 65 acres on the northwest corner of Prison Hill on the east side of Fairview Drive are owned by Nevada Division of State Lands (NDSL), and under the jurisdiction of the Nevada State Prison (NSP). The other NDSL property is about 10 acres near the southwest corner of Prison Hill on the east side of Golden Eagle Lane and is under the jurisdiction of the Northern Nevada Correctional Center (NNCC). Carson City should pursue development of a cooperative agreement with the State of Nevada to simplify management practices across land ownership. If an opportunity arose, Carson City may consider acquisition of these parcels.

In 2019, utilizing a temporary Right of Entry Permit from the Nevada Division of State Lands (NDSL), Carson City conducted work on the Nevada State Prison property which included the decommissioning of old fall line² roads and construction of a segment of the 5th Street Loop Trails. This work was funded by a Recreational Trails Program grant. In 2020 the NDSL issued a license to the City for the portion of the trail that crosses State Owned Lands, for which the City pays a nominal annual fee. Additionally, the entrance to the Prison Hill OHV staging area crosses about 160 feet of NDSL lands that are managed by the NNCC. This road has been in public use for many decades; however, Carson City should work with NDSL and NNCC to formalize legal access through an easement or other method. These lands are illustrated in Figure 3.

Recommended Actions:

- ✓ Because the City and NDSL have adjoining properties on Prison Hill, the City should continue to be a cooperative partner with NDSL to manage the properties in a way that best meets the goals and objectives of both landowners. This may include development of easements and/or a cooperative agreement.
- ✓ Consider future federal legislation to transfer NDSL occupied properties, that Carson City is not using to NDSL ownership.

² A “fall line” road has a grade that exceeds 50% of the slope grade.

Figure 3

12/17/2021

Carson City Parks, Recreation & Open Space Department

1/4 Mile

3.0 Trailheads and Access Points

3.1 Trailheads

There are five existing trailheads on Prison Hill (Figure 4): 5th Street Trailhead, Silver Saddle Trailheads, Prison Hill OHV Staging Area, Clearview Drive Trailhead, and Koontz Lane Trailhead.

3.1.1 5th Street Trailhead

The 5th Street Trailhead is located on the north end of Prison Hill near the intersection of Fairview Drive, 5th Street, and Carson River Road. The 2016 Management Plan notes that this area has been impacted by many years of OHV use. The Conservation Easement prohibits motorized use in this area and the Management Plan recommended trailhead improvements to manage both motorized and non-motorized use.



5th Street Trailhead

To meet the objectives of the Management Plan, fencing was installed to restrict motorized use. In 2019-2020, a project funded by a grant from the Federal Highways Administration Recreational Trails Program (RTP) made significant improvements to the parking lot, creating two ADA parking spaces, fixing drainage problems that were eroding the parking lot, adding a vault toilet, installing a covered picnic table, and posting informational signage. A trash can and dog waste disposal station were also added. The parking lot accommodates an estimated 20-30 vehicles and 2-4 trailers. Since completion in 2020, observations indicate that this has probably become the most popular trailhead at Prison Hill.

The RTP grant also funded the construction of three short loop trails totaling 1.6 miles. Referred to as the 5th Street Loop Trails, each loop is named for a common local plant: Sagebrush, Rabbitbrush, and Bitterbrush. Interpretive signs were placed on each loop to describe the plant species for which it was named. These trails were constructed to an average width of four feet in order to accommodate an adaptive mountain bike. The trails portion of the project included scarification or decommissioning and reseeding of several miles of old roads and some drainage improvements to reduce erosion. Trail wayfinding signs were placed as part of an Eagle Scout Project.

There are two viewpoints that are easily reached from the 5th Street Trailhead: Ranch Overlook and Boy Scout Viewpoint. These viewpoints provide sweeping views of Carson City, Silver Saddle Ranch, Old Buzzy's Ranch, and the Carson River. A short single-track trail to Boy Scout Viewpoint was constructed as part of another Eagle Scout project. That project also completed the installation of benches at both viewpoints and placement of an interpretive sign at Ranch Overlook.

The 5th Street Trailhead also provides access to the Prison Hill Trail East, which is a multi-use pathway that is part of the Carson River Trail System. It provides a link to Silver Saddle Ranch and it is a segment of a planned full-loop Prison Hill Trail. The North Loop may also be accessed from the 5th Street Trailhead via a connector trail at the top of the Bitterbrush Loop. A sustainable realignment of the connector trail is planned and will be named the Desert Peach Trail.

In 2021, the 5th Street Trailhead and Trails project was selected by the Coalition for Recreational Trails as the winner of their Annual Achievement Award for outstanding use of Recreational Trails Program funds in the Community Linkage category. The parking lot and easy loop trails have become a popular location for hosting Ranger/Naturalist programs and other small events like trail runs, bike rides, and cross-country meets for local schools.

Recommended Actions:

- ✓ No recommendations for additional facilities. The current parking lot and facilities should meet demand for many years.

3.1.2 Silver Saddle Ranch Trailheads

Located on Carson River Road on the east side of Prison Hill, Silver Saddle Ranch can accommodate parking for about 30 vehicles and two-three horse trailers. In addition to the official parking at the ranch complex, the entrance on Carson River Road accommodates about five vehicles just outside the gate, and there is room for about five vehicles at the south end of the entrance road. During special events, the arena can be opened to provide parking for about 100 additional vehicles.

There are two single-vault toilets at Silver Saddle Ranch, along with trash receptacles and a dog waste disposal station near the entrance gate. Silver Saddle Ranch provides access to the Mexican Ditch Trail, the Dead Truck Canyon Trail, and the Carson River Trail System.



Parking at entrance gate



A few spaces on entrance road



Event parking in the corral



Main parking area

Recommended Actions:

- ✓ Designate two ADA parking spaces.
- ✓ No recommendations for additional parking. The existing available parking should meet demand for many years.
- ✓ Add wayfinding signage at trailheads to indicate access to trails.

3.1.3 Prison Hill OHV Staging Area

This large OHV staging area is located off Golden Eagle Lane, 0.9 miles south of the intersection with Snyder Avenue, and can accommodate many vehicles and trailers. It provides access to the motorized portion of Prison Hill but is also used by non-motorized recreationists. In 2019 an ADA compliant portable toilet was placed, and a double kiosk sign was installed with a map showing the motorized portion of Prison Hill. In 2020-2021 jack-rail fencing was placed in the staging area to control speeds and to delineate a Tot-Lot and Beginner Area.

Recommended Actions:

- ✓ Provide a permanent enclosure for the portable restroom.
- ✓ Provide a trash can and consider a dog waste disposal station.
- ✓ Add a map showing all of Prison Hill.
- ✓ Add additional informational sign panels to the kiosk sign.



Sign at the Prison Hill OHV Staging Area

3.1.4 Clearview Drive Trailhead

Located at the east end of Clearview Drive, this parking lot was constructed many years ago by the BLM and it accommodates 6-8 vehicles. A kiosk sign was installed in 2020, and there is a trash receptacle. The Clearview Drive trailhead provides access to non-motorized trails on the west side of Prison Hill.

Recommended Actions:

- ✓ Re-grade and reshape the parking lot to accommodate 10-15 vehicles and improve drainage.
- ✓ Install fencing to delineate the parking area and prevent impacts to vegetation outside of the parking area.
- ✓ Install a dog waste disposal station.



Clearview Drive Trailhead

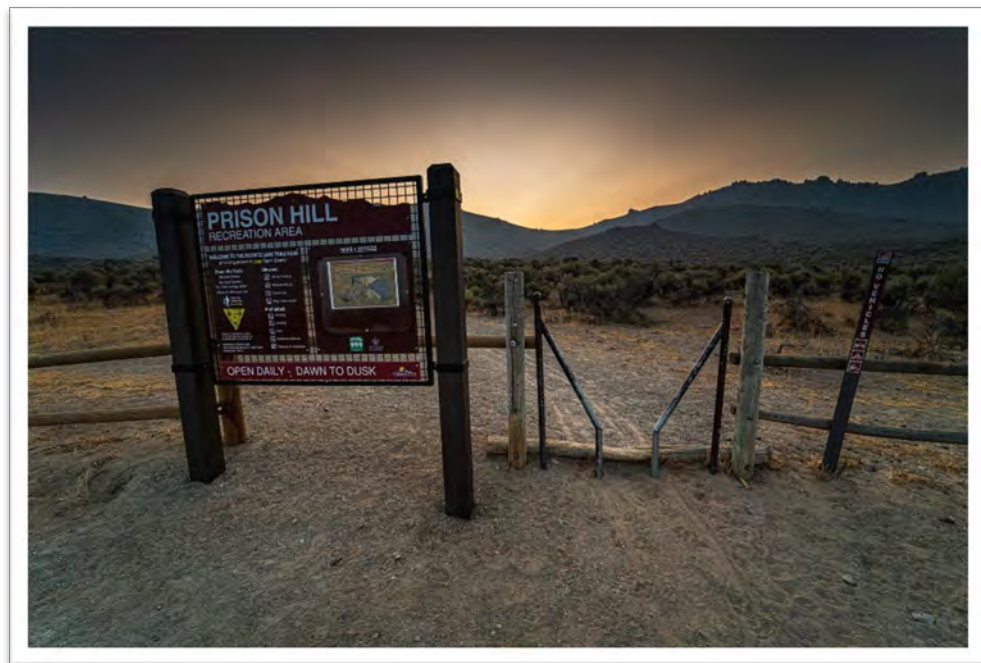
3.1.5 Koontz Lane Trailhead

This parking lot is located at the east end of Koontz Lane, just north of the large municipal water tank. It was constructed many years ago by the BLM and accommodates 8-10 vehicles. A kiosk sign was installed in 2020, and there is a trash receptacle. The Koontz Lane Trailhead provides access to trails on the west side of Prison Hill.

Results of the 2019 Prison Hill Master Plan Survey indicated that this was the most popular trailhead at Prison Hill at that time. Survey respondents indicated that they would like to see improvements made to the access road. Equestrians are often seen parking their trailers below the parking lot on a north-south waterline easement between existing segments of Conte Drive.

Recommended Actions:

- ✓ Re-grade the access road and improve drainage.
- ✓ Re-grade and reshape the parking lot to improve drainage and accommodate 20-30 vehicles and two equestrian trailers.
- ✓ Add a vault toilet.
- ✓ Add a picnic table with shade cover.
- ✓ Add two ADA parking spaces and ADA compliant access to toilet and picnic table.
- ✓ Add a dog waste disposal station
- ✓ Install fencing to delineate the parking area and prevent impacts to vegetation outside of the parking area.



Koontz Lane Trailhead

3.2 Pedestrian Access Points

There are five pedestrian access points on Prison Hill. These might also be referred to as “neighborhood access points” because they are typically used by nearby residents. These access points do not have any vehicle parking (Figure 4).

- Snyder Avenue
- Bennett Avenue
- Valley View Road
- Sinbad Street
- Damon Road

Recommended Actions:

- ✓ Install small trail sign.
- ✓ Install travel management sign indicating non-motorized use only.
- ✓ Install “step-over” gates, as needed, to discourage motorcycles.
- ✓ No additional improvements and no allowance for parking.

3.3 Vehicle Access Point

There is one existing vehicle access point at the corner of Snyder Avenue and Golden Eagle Lane (Figure 4). It is a fall line road that is eroded, visually displeasing, under-sized, and non-functional in its current condition. This road has been in public use for many decades; however, it crosses about 290 feet of Nevada Division of State Lands (NDSL) property, which is managed by the Northern Nevada Correctional Center (NNCC).

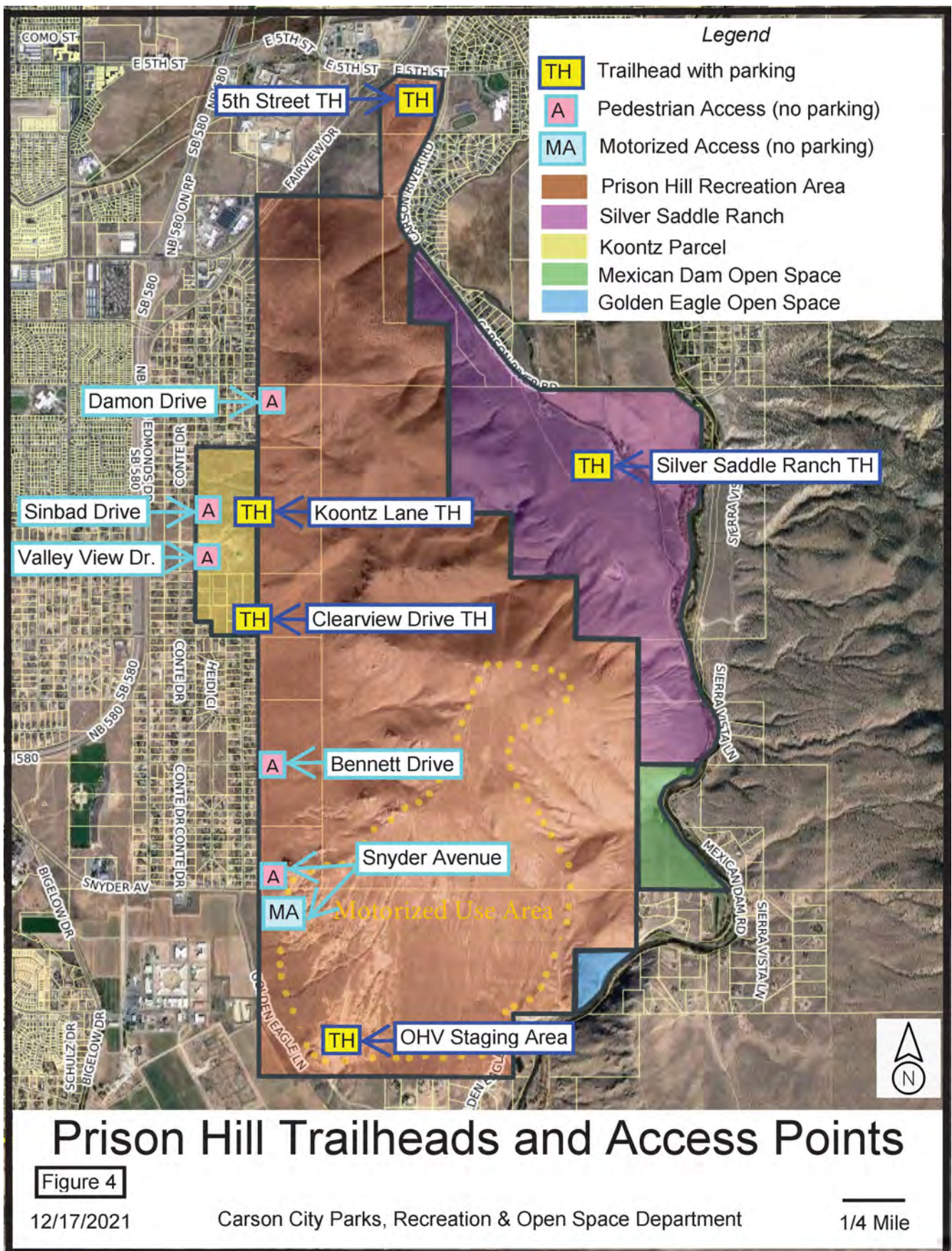
Carson City should work with NDSL and NNCC to formalize legal access through an easement or other method so that improvements could be made to the road. If legal access is not formalized, it may become necessary in the future to disallow motorized access. Non-motorized access can be retained by constructing a trail through the Snyder Avenue right-of-way.



Snyder Avenue access point

Recommended Actions:

- ✓ Work with NDSL and NNCC to formalize legal access, and then realign and improve the road for sustainability and add informational kiosk signage.
- ✓ If legal access is not formalized, it may be necessary in the future to disallow motorized access here and to construct a trail through the Snyder Avenue right-of-way for non-motorized users.



4.0 Trails (Non-Motorized)

4.1 Existing Trails

There are many miles of existing trails on Prison Hill. A few of them were built in the early 1990's by the BLM, some have been built or realigned since the PHRA was conveyed to the City, but the majority are "user-built" or "social" trails or, following the alignments of old roads. These older trails are sometimes referred to as "legacy trails," and are often steep, erosive, and unsustainable. Some of the legacy trails can be incorporated into a planned trail system, others can be fixed or realigned, and some should be decommissioned.



A view from the North Loop Trail

4.2 Trail Planning

There is an upward trend nation-wide in the demand for trails and outdoor recreational opportunities. This demand is reflected in our own community, where regional population growth is an additional factor. The trails on Prison Hill have experienced a significant increase in popularity in recent years. Many people find this area especially attractive in the winter and spring when trails on the west side of town are snow-covered or muddy.

Trail planning needs to recognize and sustain the conservation value of the land, while balancing the need of the public's opportunity for passive recreation. The two goals are not mutually exclusive. Creation of trails that are planned, designed, and built for sustainability can

help to protect the landscape by discouraging the creation of social trails. In some instances, a well-designed trail system may afford the public the access and opportunities they seek while simultaneously reducing the total miles of trail in a given area as some of the legacy trails are decommissioned. The north end of Prison Hill, just above the 5th Street Trailhead, is an example of this model. Over 5.5 miles of old trails and roadbed, many of which were in poor condition and contributing to erosion, were decommissioned and replaced with 1.6 miles of sustainably built loops trails which are family-friendly and accessible to an adaptive mountain bike (aMTB).

Trail Planning Guidelines

The following guidelines for Prison Hill trails are derived from the UPMP, the Carson City Master Plan, the EVTC Report, the Charrette, the Carson River Master Plan, and recommendations from Muscle Powered:

- Provide a continuous network of recreational pathways.
- Where possible, trails should be designed in loops.
- Trails should be designed for shared use and accessibility, unless constrained by available land (steepness, right-of-way, and width), incompatible adjacent land uses, the comfort and safety of users, or environmental considerations.
- Construct new pathways for sustainability, according to industry standards.
Resources include: The American Association of State Highway and Transportation Officials (AASHTO) Guide for the Development of Bicycle Facilities for bicycle transportation facilities; Trail Solutions: International Mountain Bicycling Association's (IMBA) Guide to Building Sweet Singletrack for trails open to mountain bike use; the USFS's Accessibility Guidebook for Outdoor Recreation and Trails; and the USFS Trail Construction and Maintenance Notebook. Many other resources are also available.
- Utilize existing trails where desirable, improve or realign them where practical, and decommission them when necessary.
- Trails should be built with the intent of making them fun, desirable, and attractive in order to discourage the establishment of new social trails:
 - Seek locations that afford opportunities for outstanding views, including views of Carson City, the Sierra, the Carson River, Carson Valley, Silver Saddle Ranch, the Pine Nut Mountains, and the peaks/canyons/geologic formations of Prison Hill.
 - Utilize interesting features like geological formations, pinyon/juniper groves, and patches of desert peach.
 - Apply interesting/historic/informative names to trails.
- Utilize trailhead kiosks and wayfinding signs to inform visitors about proper uses and etiquette, stewardship, and cultural and natural history.
- *Environmental and Cultural Considerations:*
 - For the protection of wildlife, it is recommended that a 150-foot buffer zone be established along the river. This buffer zone would be measured from the ordinary and permanent high-water mark. There may be conditions such as topography, vegetation density, cultural sites, private land holdings,

wetlands, and so forth that would not allow the full 150-foot buffer from the river.

- Some areas should be identified as trail-free zones (Figure 5). This should include some of the steep slopes on the east side of Prison Hill which are relatively undisturbed and may provide suitable habitat and corridors for wildlife.
- Existing erosional issues should be identified and mitigated where possible to reduce run-off into residential areas and roads.
- On lands identified in the Programmatic Agreement, Carson City must ensure compliance with Section 106 of the National Historic Preservation Act before undertaking new trail construction.

Recommended Actions:

- ✓ Evaluate and manage existing trails according to the UPMP and various trail standards. Trails not meeting standards should be improved, modified, realigned, or decommissioned and rehabilitated.
- ✓ Plan and construct new trails according to the listed trail guidelines and the UPMP, with special attention to creating a connected network of sustainable trails.

Specific Trail Priorities:

- ✓ Construct a new connector trail from the 5th Street Loop Trails to the North Loop.
- ✓ Construct a new connector from the Koontz Lane Trailhead to the saddle.
- ✓ Construct a new trail from the saddle, south to the Dead Truck Canyon Trail. The old road should be decommissioned.
- ✓ Construct a new trail from the top of the Dead Truck Canyon Trail, south to the summit saddle, and then south and west to the Clearview Trailhead. The old road should be decommissioned.
- ✓ Evaluate a trail alignment from the summit to the pedestrian access at Snyder Avenue, within the non-motorized area.
- ✓ Improve the trail south from the Mexican Ditch Intake, and then extend this trail around the south end of Prison Hill to connect with existing trails on the west side of Prison Hill.
- ✓ Construct a boater's take-out on the west bank of the river and just upstream of the Mexican Dam. This will improve options for extension of the Carson River Aquatic Trail.

4.3 Accessibility

In the Carson City Master Plan, Guiding Principle 12 says, "Carson City is committed to shared use of most trail corridors....," and goes on to say, "The City will also seek to provide access to all feasible portions of the pathway system and open space areas for persons with disabilities." There are a number of opportunities on Prison Hill to support accessibility.

4.3.1 Prison Hill Trail – An Accessible Shared-Use Trail

A shared-use loop trail around the base of Prison Hill provides an outstanding opportunity to create a pathway that is accessible to everyone, including persons with disabilities. The vision for a loop trail around Prison Hill (Figure 5) dates back to at least 1995 when the Eagle Valley

Trail Plan was developed. Since then, a loop trail around Prison Hill has been identified in the Unified Pathways Master Plan (2006, revised 2008 and 2018), Creating a Community Vision: Silver Saddle Ranch and the Carson River (2008), and the Eagle Valley Trails Committee Community Trail Inventory, Review, Evaluation and User Needs Assessment Report (2017).

The Prison Hill Trail will be about 10.7 miles long when completed and it will link every trailhead on Prison Hill. As of 2021 about 4.5 miles of the Prison Hill Trail exists:

- Prison Hill Trail Fairview -- a paved pathway, one-mile-long, paralleling Fairview Drive along the northwest side of Prison Hill.
- Prison Hill Trail East -- an unpaved, firm-surface pathway, 1.6 miles long, extending from the 5th Street Trailhead to Silver Saddle Ranch.
- Prison Hill Trail/Mexican Ditch Trail -- an unpaved, firm-surface pathway, extending 1.6 miles from Silver Saddle Ranch to the Mexican Dam. Some sections need improvements or repair.
- A new non-motorized shared use bridge was constructed in 2020 across the Mexican Ditch at the intake by the Mexican Dam. This bridge is an important component in development of the Prison Hill Trail in addition to facilitating portage of small watercraft around the dam.

Currently planned for design and construction with funding from a SMPLMA grant:

- Prison Hill Trail West – an unpaved, firm surface pathway, 2.5 miles long, extending from the Koontz Lane Trailhead, to the Clearview Drive Trailhead, and ending at the Prison Hill OHV Staging Area. The plan includes improvements to the Koontz Lane Trailhead.

Remaining to be funded, designed, and constructed:

- Prison Hill Trail South. This segment will begin at the Mexican Dam and extend south around Prison Hill to entrance for the OHV staging area, about 2.3 miles in length.
- Connection from the Koontz Lane Trailhead north to the Fairview Drive Trail, about 1.2 miles in length. This segment will require careful planning as it would need to ascend steep cross-slopes above some homes before it descends to the Fairview Drive Trail. An alternative would be to navigate through, or below, the residential area near the northern end of S. Edmonds Drive.
- A short segment, about 0.2 miles, to connect the Prison Hill Trail Fairview with the 5th Street Trailhead.

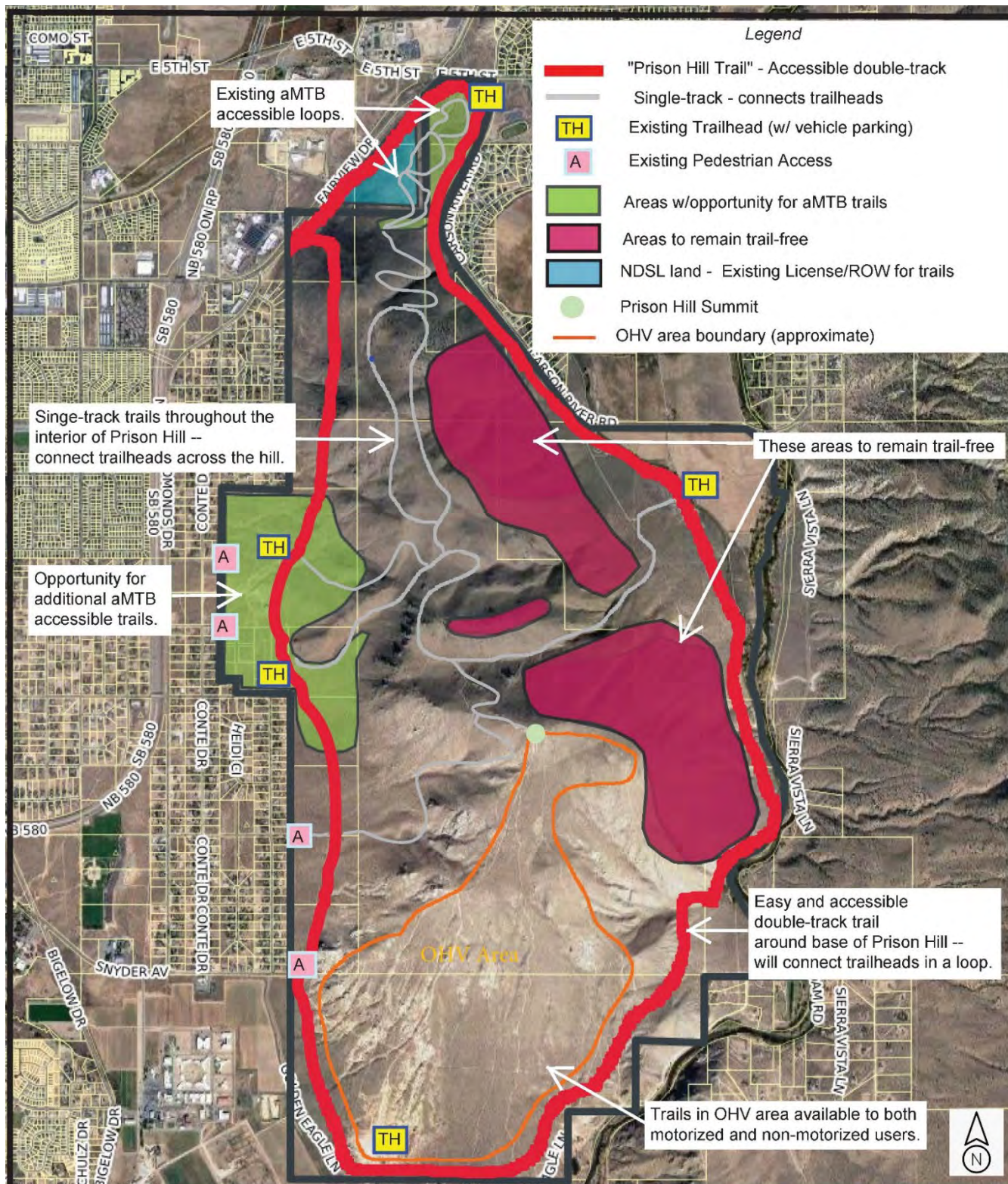
4.3.2 Options for Adaptive Mountain Bikes

Adaptive mountain bikes (aMTB) are growing in popularity among persons with disabilities. An aMTB typically has three wheels and is 35" wide. Resources are available to help with trail design for accessibility, including the Kootenay Adaptive Sport Association (KASA) aMTB Trail Standards, American Trails, the International Mountain Bicycling Association (IMBA), and the Forest Service Trail Accessibility Guidelines (FSTAG). The 5th Street Loop Trails, accessible from the ADA compliant 5th Street Trailhead and located on the relatively gentle slopes of the north end of Prison Hill, were constructed with aMTB access in mind. Additional opportunities exist

on the lower flanks of the west side of Prison Hill. The Koontz Lane Trailhead will be a perfect access point for west-side trails when planned upgrades are completed.

Recommended Actions:

- ✓ Design and construct the remaining segments of the Prison Hill Trail to complete a shared-use trail around the base of Prison Hill that is accessible to persons with disabilities.
- ✓ Repair and improve portions of the Prison Hill Trail where it shares the Mexican Ditch Trail.
- ✓ Evaluate opportunities for aMTB options on the gentler slopes of the west-side of Prison Hill, using the Koontz Lane Trailhead as a primary access location.
- ✓ Continue to monitor and maintain the 5th Street Loop Trails for accessibility by an aMTB.



Prison Hill Trail Planning -- Non-Motorized

Figure 5

12/17/2021

Carson City Parks, Recreation & Open Space Department

1/4 Mile

5.0 OHV Area

5.1 Background

Motorized recreation was a popular activity on Prison Hill for many decades. In 1977 the BLM indicated in their Recreation Management and Site Plan for the Prison Hill Recreation Lands that the primary recreational activity on Prison Hill was formal and informal off-road vehicle use. In 1983 the BLM designated approximately 950 acres on the southern slope of Prison Hill for motorized activity and closed the northern portion of Prison Hill to motorized vehicles. BLM considered motorized travel in the designated area to be unrestricted. Proximity to Carson City's urban core, an upward trend in OHV recreation, regional population growth, increased availability of OHV's, the enhanced capability of OHV's, and unrestricted travel in the OHV area all contributed to many miles of user-created roads and trails, an accumulation of dump sites, and impacts to soils and vegetation.

After conveyance of the Prison Hill Recreation Area to Carson City in 2015, the Open Space Division recognized that unrestricted travel was unsustainable and therefore merited a more formal management approach in the OHV area. In 2017 the City partnered with the National Off-Highway Conservation Council (NOHVCC) to help develop a management strategy. In 2018 NOHVCC secured grant funding from the Nevada Off-Highway Vehicle Program to complete the Prison Hill Recreation Area Site Assessment for the motorized area (Appendix K), and the Prison Hill Recreation Area OHV Management Plan (Appendix L).

5.2 Prison Hill Recreation Area OHV Management Plan

The Prison Hill Recreation Area OHV Management Plan was created through a collaborative public process with input and guidance from the Open Space Advisory Committee and from stakeholders which included various user groups, interested residents, and nearby homeowners. The purpose of the plan is to provide the City with a framework to proactively manage the OHV area in a sustainable way by offering tools, activities and recommendations.

The goals of the plan include:

- Offer a variety of high-quality recreation experiences.
- Identify opportunities for sustainable trails and facilities.
- Provide recommendations for infrastructure: trailheads, kiosks, parking, toilets, access, etc.
- Establish guidelines for events and other activities.
- Enhance the integrity of the area and protect unique natural and cultural resources.
- Reduce user conflict and trespassing into the adjacent residential area.
- Equip the City with tools and resources to effectively operate and maintain the trail system.

5.3 Recent Implementations

Between 2019 and 2022 several actions and management practices were implemented, and a number of projects were completed in partnership with NOHVCC and with the assistance of grant funding from the Nevada Off-Highway Vehicle Program and the Recreational Trails Program. These actions and projects included:

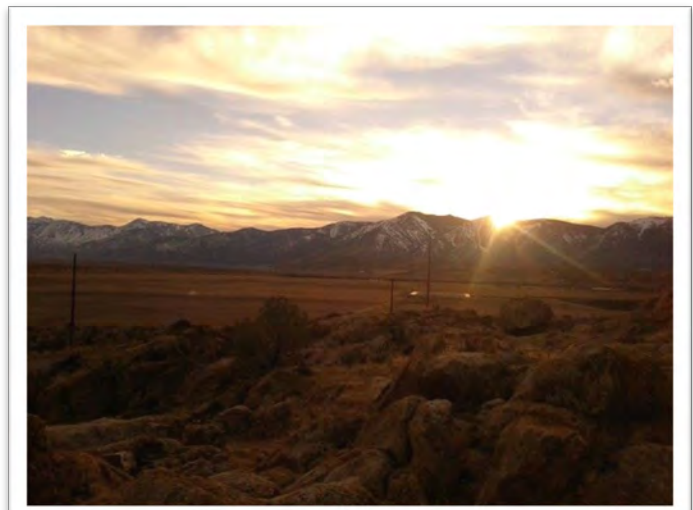
- Minor adjustments to the OHV area boundary to enhance safety, help to protect private property, and reduce impacts to the steep slopes on the east side of the area, closest to the Carson River.
- Designation of three open riding areas totaling approximately 47 acres, and the establishment of rules requiring that vehicles remain on designated trails and areas.
- Creation of a map that was posted both on the City website and at the staging area, and available both in printed form and downloadable to a mobile device via a QR code.
- Implementation of regular Park Ranger patrols and timely response to illegal activities like dumping, graffiti, and vandalism.
- Completion of a Section 106 cultural survey.
- Establishment of photo monitoring points and creation of a monitoring plan.
- Placement of a kiosk sign with welcoming information, rules and regulations, maps, and room for notices.
- Placement of signage and fencing for wayfinding and to control and direct use.
- Placement of a portable toilet in the staging area.
- Creation of a “Tot-Lot” and a Beginner Area, both adjacent to the staging area.
- Installation of jack-rail fencing around the staging area to control speed and enhance safety.
- Several erosional fall line trails were decommissioned or re-aligned.
- Construction of a few new segments of more sustainable trail.
- Construction of drainage features like rolling dips, lead-off ditches and check dams.
- Creation of “filters” at entrances to various technical routes to enhance safety and reduce impacts from user-created escape routes.
- Began rehabilitation in some impacted locations, including closure, scarification, and seeding.
- Established partnerships with various user groups and held volunteer workdays for cleanups and to help with some project work.
- Developed a Prison Hill OHV Area – Monitoring Report (Appendix O), including 20 repeat photo-monitoring locations to be completed annually for tracking changes over time.

Recommended Actions:

- ✓ Continue annual photo monitoring and use this data to inform management practices as needed.
- ✓ Continue to develop and implement restoration practices in disturbed areas. This includes decommissioning of fall line routes, scarifying the topsoil, and reseeding or outplanting dominant native species.
- ✓ Continue to work toward the goals established in the Prison Hill OHV Management Plan.

- ✓ Complete a sustainable Summit Loop Trail, as the summit is a popular destination for recreationists.
- ✓ Visual impacts should be considered when improvements are made to the OHV area, and visual impacts should be minimized and reduced where practical.
- ✓ Continue partnerships with user groups for:
 - Volunteer events like clean-ups and small projects.
 - Elicit feedback and input for management and planning.
 - Help with monitoring and reporting of illegal activities.
- ✓ Create a plan for routine trail monitoring and maintenance.
- ✓ Create a plan for routine evaluation, monitoring, and maintenance of drainage features.

Photos from the Prison Hill OHV Area



Example of rehab work in the OHV Area



Before



After

6.0 Environmental Considerations and Existing Impacts

6.1 Fuels Management

Fuels reduction treatments, specifically mastication, was originally conducted on 26 acres by the BLM in 2002 and 2008 along the west side of Prison Hill adjacent to residential fences. This area was recommended by the Carson City Community Wildfire Protection Plan (Appendix M), as the neighborhood is adjacent to medium-density upland sagebrush habitat with fuel loads estimated at 2.0 to 4.0 tons per acre. With the predominant wind direction from the south-southwest, strong afternoon downslope winds could potentially spread wildfire into the wildland-urban interface (WUI).

Subsequent mastication treatments were completed in 2015 and 2019 by Carson City Open Space staff in this same area. The disturbance associated with past fuels reduction treatments resulted in increased cheatgrass and invasive annuals density, which constitutes an ignition point for fire. Since fires can start easily in this area, future mastication treatments should be monitored and complimented by Plateau (or other pre-emergent herbicide) treatment in the fall or winter following mastication to prevent the accumulation of fine fuels.

Additionally, the 2008 Carson City Community Wildfire Protection Plan recommended adding a new fuel break on the west side of Prison Hill (Figure 8-1, Section 8.0), along Carson River Road from 5th Street to Silver Saddle Ranch. In 2020 the Prison Hill East Trail was completed, which not only provides a fuel break that constrains fire spread but increases access for firefighters to fight wildfires. The future completion of the loop Prison Hill Trail will provide additional fuel breaks for the rest of the nearby neighborhoods in the event of a wildfire.

Recommended Actions:

- ✓ Maintain fuels reduction projects to provide defensible space near homes on the west and east sides of Prison Hill.
- ✓ Continue collaboration with the Fire Department to identify the appropriate treatments and develop site specific plans.
- ✓ Monitor fuels reduction projects to evaluate the reestablishment of desirable grasses and shrubs and take appropriate actions to reduce establishment of cheatgrass and invasive annuals.
- ✓ When fires occur, the burned areas should be seeded in the first fall or winter after the fire to avoid weed invasion and soil erosion. The seed mix should contain native and adapted plant species suitable for the site.

6.2 Invasive Species Management

Prison Hill does not have a significant issue with noxious or invasive plants, and the majority of the vegetation growing on-site is intact and native. However, there are some isolated populations of the class C noxious weed, perennial pepperweed (*Lepidium latifolium*) located in drainages at the 5th Street Trailhead, as well as the Koontz Lane Trailhead. Both populations

have been treated in the past and are monitored annually for changes in population size. Additionally, isolated populations of hoary cress (*Cardaria draba*) and perennial pepperweed have been identified adjacent to the Golden Eagle Lane drainage project. These populations have also been treated and are monitored annually for changes in population size.

The primary issues associated with invasive species throughout Prison Hill relate to invasive annuals such as tumble mustard and cheatgrass. These plants can be found in the understory of the existing native shrub communities and in areas where significant disturbance has occurred. Primarily these plants are prolific throughout the Great Basin and are easy to manage through mechanical or chemical means. Annual monitoring should be completed on existing infestations and appropriate treatment should occur as needed.

Recommended Actions:

- ✓ Conduct annual monitoring for changes in populations of noxious or invasive plants.
- ✓ Conduct annual monitoring of existing infestations of invasive annuals such as tumble mustard and cheatgrass and treat as needed.

6.3 Erosion and Sedimentation

Due to the highly erosive granitic soils that are present on-site, soil erosion and sedimentation are a common occurrence throughout the Prison Hill Recreation Area. Specifically, the western and southern portions of the property have seen impacts from runoff during storm events. In order to mitigate impacts from erosion and to prevent further topsoil loss, many drainage areas have been evaluated and mitigations have been implemented, including installation of rock and straw bale check dams, as well as installation of drainage detention basins. Monitoring and evaluation of drainage issues should continue, and mitigation measures should be implemented where appropriate.

The Golden Eagle Lane Erosion Control Project was completed in 2017 using funds from CWSD and Q1 in order to install check dams and a detention basin to mitigate flooding and sedimentation into the Carson River, as well as to reduce damage and impacts to the adjacent Golden Eagle Lane. At the OHV Area, some mitigation efforts have been performed to address runoff issues on the south end of Prison Hill, including the decommissioning of some erosive fall line roads and construction of rock-lined ditches and check dams.

In 2020 the Public Works Department constructed a detention basin on the west side of Prison Hill at the corner of Edmonds Drive and Valley View Drive where the City holds an easement on this BLM parcel. They have a conceptual design for an additional detention basin on the Koontz Parcel near Clearview Drive.

Recommended Actions:

- ✓ Monitor and evaluate drainage issues and implement mitigation measures as needed.
- ✓ Continue with planned mitigation measures on the south end of Prison Hill.
- ✓ Support Public Works plans for an additional detention basin on the west side of Prison Hill.

6.4 Flora and Fauna

Prison Hill hosts a wide variety life. Plants vary from sagebrush steppe in the uplands to riparian vegetation along the river corridor. Single-leaf pinyon pine and juniper dot the landscape throughout, and cottonwood trees line the river. A sizable number of insects, reptiles, birds, and mammals are either residents or frequent visitors.

6.4.1 Species List

<u>Common Name</u>	<u>Scientific Name</u>
PLANTS	
Shrubs	
Sagebrush	<i>Artemisia tridentata</i> var. <i>tridentata</i>
Antelope bitterbrush	<i>Purshia tridentata</i>
Desert peach	<i>Prunus andersonii</i>
Spiny hopsage	<i>Grayia spinosa</i>
Green rabbitbrush	<i>Chrysothamnus viscidiflorus</i>
Rubber rabbitbrush	<i>Ericameria nauseosa</i>
Green ephedra	<i>Ephedra viridis</i>
Smooth horsebrush	<i>Tetradymia glabrata</i>
Spineless horsebrush	<i>Tetradymia canescens</i>
Narrowleaf willow	<i>Salix exigua</i>
Trees	
Single-leaf pinyon pine	<i>Pinus monophylla</i>
Western juniper	<i>Juniperus occidentalis</i>
Utah juniper	<i>Juniperus utahensis</i>
Fremont cottonwood	<i>Populus fremontii</i>
Jeffrey pine	<i>Pinus jeffreyi</i>
Grasses	
Bottlebrush squirreltail	<i>Elymus elymoides</i>
Sandberg's Bluegrass	<i>Poa secunda</i>
Indian Ricegrass	<i>Achnatherum hymenoides</i>
Sixweeks' fescue	<i>Vulpia octoflora</i>
Thurber's Needlegrass	<i>Achnatherum thurberianum</i>
Great Basin wildrye	<i>Leymus cinereus</i>
Forbs	
Spiny phlox	<i>Phlox hoodii</i>
Carson Valley monkeyflower	<i>Erythranthe carsonensis</i>
Foothill deathcamus	<i>Toxicoscordion venenosum</i>
Prince's plume	<i>Stanleya pinnata</i>
Douglas' dustymaiden	<i>Chenactis douglasii</i>
Whitestem blazingstar	<i>Mentzelia albicaulis</i>
Small wirelettuce	<i>Stephanomeria exigua</i>
Small onion	<i>Allium parvum</i>
Silvery lupine	<i>Lupinus argenteus</i>

Hawksbeard	<i>Crepis sp.</i>
Slender popcornflower	<i>Plagiobothrys tenellus</i>
Ground nama	<i>Nama aretoides</i>
Sleeping combseed	<i>Pectocarya penicillata</i>
Shy gilia	<i>Gilia inconspicua</i>
Hoary rockcress	<i>Boechera puberula</i>
Sulphur buckwheat	<i>Eriogonum umbellatum</i>
Whitedaisy tidytops	<i>Layia glandulosa</i>
Western peony	<i>Paeonia brownii</i>
Steamboat monkeyflower	<i>Diplacus ovatus</i>
Mule's Ears	<i>Wyethia mollis</i>
Arrowleaf balsamroot	<i>Balsamorhiza sagittata</i>
Dune evening primrose	<i>Oenothera deltoides</i>
Spreading pygmyleaf	<i>Loeflingia squarrosa</i>
Woolly bonnets	<i>Eatonella nivea</i>
Miniature monkeyflower	<i>Erythranthe sukdorfii</i>
Scrub gilia	<i>Gilia malior</i>
Volcanic gilia	<i>Gilia ochroleuca</i>
Common whitlowgrass	<i>Draba verna</i>
Scale bud	<i>Anisocoma acaulis</i>
Plains evening primrose	<i>Camissonia contorta</i>
Red triangles	<i>Centrostegia thurberi</i>
Two-colored phacelia	<i>Phacelia bicolor</i>
Hoary aster	<i>Dieteria canescens</i>
Lance-leaved scurf-pea	<i>Ladeania lanceolata</i>
Inyo threadplant	<i>Nemacladus sigmoideus</i>
Washoe phacelia	<i>Phacelia curvipes</i>
Starcup	<i>Gymnosteris nudicaulis</i>
Nuisance Weeds	
Stork's bill	<i>Erodium cicutarium</i>
Tall tumble mustard	<i>Sysimbrium altissimum</i>
Flixweed	<i>Descurainia sophia</i>
Cheatgrass	<i>Bromus tectorum</i>
Burr buttercup	<i>Ceratocephala testiculata</i>
Bristly fiddleneck	<i>Amsinckia tessellata</i>
Purple mustard	<i>Chorispura tenella</i>
Noxious Weeds	
Perennial pepperweed	<i>Lepidium latifolium</i>
Hoary cress	<i>Cardaria draba</i>
INVERTEBRATES	
Butterflies and Moths	
Painted lady	<i>Vanessa cardui</i>
Western tiger swallow	<i>Papilio rutulus</i>
Monarch	<i>Danaus plexippus</i>

White satin moth	<i>Leucoma salicis</i>
Western tent caterpillar	<i>Malacosoma californicum</i>
Beetles, Ants, Flies, Wasps	
Hairy bear scarab	<i>Paracotalpa granicollis</i>
Hover flies	<i>Syrphidae</i>
Jerusalem crickets	<i>Stenoplematus sp.</i>
California harvest ant	<i>Pogonomyrmex californicus</i>
Darkling beetle	<i>Eleodes obscurus</i>
Cutworm wasps	<i>Podalonia sp.</i>
Black calosoma	<i>Calosoma semilaeve</i>
Say's stink bug	<i>Chlorochroa sayi</i>
Velvet ant	<i>Mutillidae</i>
Northern scorpion	<i>Paruroctonus boreus</i>
VERTEBRATES	
Mammals	
Mule deer	<i>Odocoileus hermionus</i>
Mountain cottontail	<i>Sylvilagus nuttallii</i>
Black-tailed jackrabbit	<i>Lepus californicus</i>
Kangaroo rats	<i>Dipodomys sp.</i>
Musktrat	<i>Ondatra zibethicus</i>
Beaver	<i>Castor canadensis</i>
Coyote	<i>Canis latrans</i>
Reptiles and Amphibians	
Desert horned lizard	<i>Phrynosoma platyrhinos</i>
Gopher snake	<i>Pituophis catenifer</i>
Long nosed leopard lizard	<i>Gambelia wislizenii</i>
Western rattlesnake	<i>Crotalus oreganus</i>
Western fence lizard	<i>Sceloporus occidentalis</i>
Western whiptail	<i>Aspidoscelis tigris</i>
American bullfrog	<i>Lithobates catesbeianus</i>
Western toad	<i>Anaxyrus boreas</i>
Birds	
Great horned owl	<i>Bubo virginianus</i>
Canada goose	<i>Branta canadensis</i>
Red-tailed hawk	<i>Buteo jamaicensis</i>
Golden eagle	<i>Aquila chrysaetos</i>
California quail	<i>Callipepla californica</i>
Western meadowlark	<i>Sturnella neglecta</i>
Common raven	<i>Corvus corax</i>
Northern mockingbird	<i>Mimus polyglottos</i>
American crow	<i>Corvus brachyrhynchos</i>
American robin	<i>Turdus migratorius</i>
American kestrel	<i>Falco sparverius</i>

Eurasian magpie	<i>Pica</i>
Turkey vulture	<i>Cathartes aura</i>
Bald eagle	<i>Haliaeetus leucocephalus</i>
Barn owl	<i>Tyto alba</i>
Cooper's hawk	<i>Accipiter cooperii</i>
Merlin	<i>Falco columbarius</i>
Northern goshawk	<i>Accipiter gentilis</i>
Osprey	<i>Pandion haliaetus</i>
Sharp-shinned hawk	<i>Accipiter striatus</i>



Sagebrush (Artemisia tridentata)



Ephedra (Ephedra viridis)



Antelope Bitterbrush (Pursia tridentata)



Desert Peach (Prunus andersonii)

6.4.2 Golden Eagle survey

As a component of the Prison Hill Recreation Area OHV Management Plan, Carson City has worked to address potential impacts to wildlife populations, specifically Golden Eagles. In 2019 Open Space staff worked with wildlife biologists from the Nevada Department of Wildlife

(NDOW), as well as with conservation staff specialists with Nevada State Parks in order to monitor and evaluate current Golden Eagle habitat on both the north and south end of Prison Hill. Through this evaluation, agency staff provided Carson City with recommendations on the best way to manage for Golden Eagle populations on Prison Hill, identified critical habitat that can be avoided, as well as identify other non-motorized portions of the site that can be protected and managed for Golden Eagle habitat. Additionally, agency staff helped to provide direction and content for developing a campaign to educate users on how to avoid disturbing wildlife and raptors in the area while recreating safely. Specific findings related to the monitoring and surveys completed is included in Appendix N.

6.4.3 Carson Valley Monkeyflower

The Carson Valley monkeyflower (*Erythranthe carsonensis*) is a small, annual herb in the Phrymaceae (lopseed) family that grows on sandy flats and gentle slopes in Carson, Eagle, and Washoe valleys of Carson City, Douglas, Lyon, and Washoe counties, Nevada. Carson Valley monkeyflower appears to be restricted to deep, sandy loam soils derived from alluvial, colluvial, or aeolian deposits of weathered granite. These soils are found on gentle slopes and rolling hills on all aspects in a band between 4,600 and 5,820 feet (1,400 and 1,775 meters) elevation. Most of the sites support a tall brush community dominated by a mix of antelope bitterbrush (*Purshia tridentata*), basin big sagebrush (*Artemisia tridentata* var. *tridentata*), and desert peach (*Prunus andersonii*) except in areas where the shrubby species have been removed by various disturbances. The species seems to be tolerant of light surface disturbance such as fire, brush removal, and trails as long as the disturbance is not accompanied by significant soil disturbance (more than 3-4 inches deep or removal or addition of soil) or weed infestation. Based on these habitat requirements, monkeyflower populations are located throughout Prison Hill Recreation Area, but the west side has been identified as high priority in terms of habitat preservation. Urban and residential development is the single largest threat to the Carson Valley monkeyflower, so the populations are protected through Open Space designation. Additionally, with strategic planning of trails in this area, impacts to these populations can be minimized. Specific findings related to the monitoring and surveys completed is included in an online report from the Nevada Natural Heritage Program: “Current Knowledge and Conservation Status of *Erythranthe carsonensis* Fraga (Phrymaceae), the Carson Valley monkeyflower.”

6.5 Visual Impacts

In the central area on the west side, trails originating from the public parking area on Koontz Lane by the Carson City water tank follow old roads that are steep and eroding, presenting negative visual impact from the urban area (Baseline Condition Report). As new sustainable trails are built these old roads should be evaluated for decommissioning and rehabilitation.



Old road on west side of Prison Hill

There are visual impacts on the south end of Prison Hill resulting from decades of motorized usage. Some of these impacts will be addressed as the City implements the new OHV Management Plan which will include realignment of some of the erosive fall-line trails, and corresponding rehabilitation. However, it is expected that some of these impacts will likely be permanent since this area will continue to be managed for motorized recreation including double-track trails.



Prison Hill OHV area from south Carson City

Recommended Actions:

- ✓ As new sustainable trails are constructed, old roads should be evaluated for decommissioning and rehabilitation.
- ✓ Visual impacts should be considered when improvements are made to the OHV area, and visual impacts should be minimized and reduced where practical.

6.6 Monitoring

The Open Space program includes regular monitoring of all properties as part of a long-term stewardship effort, and monitoring is identified as a recommended action in several sections of this document. Specific monitoring elements include:

- Effectiveness of fuels reduction projects.
- Effectiveness of invasive species management.
- Drainage and erosional issues.
- Visual impacts.
- User visitation numbers.
- Trail and trailhead condition.
- Effects from events.

6.6.1 Established Monitoring Plans



Vegetation transect at the North Loop Trail

In response to large-scale disturbances on Prison Hill, two monitoring plans were developed. The first plan is the 2020 Prison Hill OHV Area –Baseline Monitoring Report (Appendix O), which includes 20 repeat photo-monitoring locations at the south end of Prison Hill to document improvements and maintenance by Carson City staff, as well as address any new issues that arise in the motorized-use area. This monitoring plan captures annual change over time, which can evaluate if goals outlined in this document are being met, such as reduced erosion, improved visual impacts, and the

rehabilitation of impacted areas. This information should be used to assist with maintenance planning, resource management, volunteer coordination, event planning, and facilities/amenity planning.

The second monitoring plan is for the 2021 Prison Hill Fire Restoration, which has 10 repeat photo-monitoring locations, as well as 30 permanent vegetation transects. In July 2021, a fire burned approximately 171 acres at the north summit of Prison Hill. The area was reseeded in December 2021 with native grasses, forbs, and shrubs to restore habitat for local flora and fauna. This monitoring plan will document the recruitment of vegetation—both native and invasive species—over time and provide a reference to make decisions on how to manage future additional restoration efforts such as invasive species treatment and further reseedling/outplanting.

Recommended Actions:

- ✓ Continue annual photo monitoring at the south end of Prison Hill, as well as at the north summit burned area.
- ✓ Vegetation monitoring should be completed in the spring at the north summit burned area.
- ✓ Additional monitoring plans should be developed to track changes on specific projects and/or recovery from future disturbance events as needed.

7.0 Event Guidelines

7.1 Fees

Events are subject to the Department Fees and Charges Policy, as well as the Department Fee Schedule, which is approved by the Carson City Board of Supervisors and reviewed annually. Fees are determined by the current approved fee schedule. Fees, fee waivers, co-sponsorships and other options are outlined in that document. Event organizers are responsible for post-event facility cleaning and maintenance. Security deposits and other fees may be required.

7.2 Motorized Events

The following guidelines pertain only to the OHV area on the south end of Prison Hill, and only to events involving motorized vehicles. These guidelines may be revised as necessary by the Department due to observed impacts on resources, facilities, or neighbors, change in department fee schedule, change in Carson City ordinances, staff limitations, or other reasons as determined by the Open Space Manager or Department Director. Each event request should be evaluated on its own merits and how it fits in with the Open Space vision and mission.

7.2.1 Competitive Off-Highway Vehicle (OHV) Events

Competitive off-highway vehicle (OHV) events may be allowed at Prison Hill Recreation Area if proper permits and approvals are received by the event sponsors at least 45 days in advance of the event. The Department shall determine if an event is to be considered for a permit.

- Rock crawling and 4WD events may be allowed.
- Moto-trials events may be allowed.
- NO speed events are to be held due to poor soil type and limited trail miles.
- NO poker runs are to be held due to poor soil types and limited trail miles.
- Other non-speed OHV events may be considered on a case-by-case basis.

7.2.2 Social OHV Events

Social OHV events such as fun runs, fundraisers, etc. may be allowed at Prison Hill Recreation Area if proper permits and approvals are received by the event sponsors at least 45 days in advance of the event. Department staff shall determine if an event is to be considered for a permit.

7.2.3 OHV Event Capacity

OHV event capacity is not to exceed numbers provided in the Carson City Event Application. The Management Plan states that maximum event size for the motorized use area is 100 people. To limit impacts to natural resources, regular users, residents, and staff, event capacity will be evaluated based on event type and potential impacts. Depending on the event type, total number of participants may be higher or lower than 100. The frequency of events should not normally exceed one per month. The Open Space Division should evaluate the impacts of events and may increase or decrease capacity and/or frequency numbers in the future.

- Permit applicant must provide a parking plan for event participants, vendors and spectators.
- Parking plan shall not include any parking outside of the designated staging area including along the entrance road.
- No event parking or staging will be allowed on Golden Eagle Lane.
- Event staff/volunteers or contracted parking control people shall be responsible for enforcement of the parking plan.
- Every entrant into the event must sign in with the event sponsor. Participant counts must be provided to Department staff after completion of the event.
- The parking plan will allow for the ingress and egress of emergency vehicles.

7.2.4 Requirements of Sponsors, Spectators, and Staff

Sponsors shall ensure that spectators are controlled, are not allowed on the course, are restrained an adequate distance from the course to protect spectator safety, and do not damage soil or vegetation.

- Spotters, guides, and event staff/volunteers are not considered spectators.
- Event sponsors are responsible for enforcing minimum spectator setback distances.

After the event, Department staff will review site conditions. The security deposit and additional fees may be assessed as needed to cover site clean-up, trail maintenance/repair, or other impacts caused by the event. Proper clean-up by the sponsors of the event may negate the need for these fees.

- Educational events may be exempt from the cost recovery fees upon the discretion of the Department, or as outlined in the Department Fees and Charges Policy, as approved by the Board of Supervisors.
- OHV clubs and organizations may choose to provide a supervised service project (in addition to the clean-up of their event) in the OHV area in lieu of paying the cost recover fee with approval from the Department.
- All vehicles must comply with the current Ride Right guidelines.
- Events may only be conducted from dawn to dusk.
- Event frequency shall be determined by Department staff. Allowable frequency shall be based on weather, trail conditions, fire danger, and staff availability.
- Crawler and 4WD events shall submit a spill plan and shall require spill kits if appropriate for the activity.
- The sponsor shall submit a plan for vehicle recovery that will not impact existing soil or vegetation.
- The sponsor will be responsible for repairing any damage to the existing trail tread.
- Unless previously approved, no use shall occur off designated routes or outside of designated open areas.
- The sponsor will be responsible for providing sanitation facilities according to NRS requirements.

- The applicant shall remove all garbage, and event signs and markers.
- The sponsor shall provide an emergency communication and action plan.
- Sponsor may be required to submit a public communication and event advertisement plan to the Department.
- This plan shall include all ads (radio, tv, newspaper, etc.), website, and social media outreach. Noticing at site should occur one week prior to event.
- Event sponsors shall comply with all other requirements set forth in the Carson City Event Application.

7.3 Non-Motorized Events

The Escape from Prison Hill running race has been a popular annual event at Prison Hill for many years. Parking and staging for this event is held at Silver Saddle Ranch. A more recent event, The Love Can Be Cold running race in February, begins and ends at the OHV staging area. Participant counts for both of these running events typically range between 100 and 150, and they have had minimal impacts on trails and associated staging areas.

As the demand for outdoor activities increases, it is expected that requests for various events will increase as well. This could include requests for mountain biking and equestrian events, which may have the potential for a greater impact than pedestrian events. Each request should be evaluated on its own merits and how it fits in with the Open Space vision and mission. It is recommended that permits be issued conservatively. Event size should be limited first by parking capacity, and second by potential impact. Careful evaluation and monitoring should be conducted during and after each event, and that information should be used to guide future event planning.

Considerations:

- Event size: Numbers of participants and spectators.
- Type of activity and its potential impact on resources, neighbors, and regular users.
- Frequency: Events should be infrequent enough that they do not significantly impact neighbors, regular users, or resources.
- Alignment with Open Space vision and mission.

8.0 Sign Plan

Signage is important in order to improve and maintain public awareness, education, and regulations and to help with wayfinding. In 2018 a Signage Master Plan was completed for the Parks, Recreation & Open Space Department (Appendix G). The plan details sign requirements for all areas managed by the Department. As of 2021, kiosk signs had been placed at all five trailheads on Prison Hill, and four interpretive signs had been placed on the 5th Street Loop Trails.

Recommended Actions:

- ✓ Place MUTCD signs on streets as needed for general directions.
- ✓ Include small trail sign at each access point.
- ✓ Trail wayfinding signage as needed.
- ✓ Interpretive sign recommendations:
 - Silver Saddle Ranch – follow guidelines in future SSR Master Plan.
 - Interpretive panels can be added to the back of kiosk signs at trailheads.
 - Other locations may be considered in the future but be cautious not to add signs that would impact with the “undeveloped” character of Prison Hill.



Kiosk sign at the 5th Street trailhead



Trail wayfinding signage

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10.0 Appendices

- Appendix A Management Plan for Carson City Open Space and Parks in the Carson River Area.
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix B Omnibus Public Land Management Act of 2009.
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix C Conservation Easement
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix D Programmatic Agreement
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix E Eagle Valley Trails Committee Report
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix F Unified Pathways Master Plan
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix G Signage Master Plan for the Parks, Recreation & Open Space Dept.
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix H Prison Hill Master Plan Survey
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix I Prison Hill Master Plan Open House
Available online under the heading “Prison Hill Master Plan Survey” at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix J Recreation and Public Purposes Act Information Sheet
- Appendix K Prison Hill Recreation Area Site Assessment, South End (Motorized)
Available online with the Prison Hill Recreation Area OHV Management Plan at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>
- Appendix L Prison Hill Recreation Area OHV Management Plan
Available online at: <https://www.carson.org/government/departments-g-z/parks-recreation-open-space/brochures-maps-master-plans-and-reports>

- Appendix M Carson City Community Wildfire Protection Plan
Available online at: <https://www.carson.org/government/departments-aff/fire-department/divisions/fire-prevention-division/wildland-fuels-reduction/carson-city-community-wildfire-protection-plan>
- Appendix N Golden Eagle Survey
- Appendix O Prison Hill OHV Area – Baseline Monitoring Report
Available online at: <https://www.carson.org/government/departments-gz/parks-recreation-open-space/brochures-maps-master-plans-and-reports>

APPENDIX J

Recreation and Public Purposes Act Information Sheet



Fire Station, Las Vegas Nevada

Department of the Interior regulations for the Recreation and Public Purposes Act are found in Title 43 of the Code of Federal Regulations (43 CFR), Parts 2740 (Sales) and 2912 (Leases). The Act authorizes the sale or lease of public lands for recreational or public purposes to State and local governments and to qualified nonprofit organizations. Examples of typical uses under the Act are historic monument sites, campgrounds, schools, fire houses, law enforcement facilities, municipal facilities, hospitals, parks, and fairgrounds.

What Lands Are Covered By the Act?

The act applies to all public lands identified for disposal within existing land use plans. Excepted lands are those within national forests, national parks and monuments, national wildlife refuges, Indian lands, and acquired lands.

Under special authority, the BLM administers about 2 million acres of revested Oregon and California Railroad and Coos Bay Wagon Road grant lands in western Oregon. These lands may only be leased by public agencies and municipal corporations under the Act.

How Much Land May Be Purchased?

The amount of land an applicant can purchase is set by law. Whether the land is to be purchased or leased, the BLM will classify for purposes of the act **only the amount of land required for efficient operation of the projects described in an applicant's development plan.** Applicants should limit the land requested to a reasonable amount. Applicants will be required to first accept a lease, or lease with option to purchase, to ensure approved development takes place before a sale is made and a patent (Government deed) is issued. However, projects that include the disposal, placement, or release of hazardous materials (i.e., sanitary landfills) must go directly to patent.

State Agencies and Other Political Subdivisions:

Any State, State agency or political subdivision of a state may purchase for recreation purposes up to 6,400 acres annually, and as many small roadside parks and rest sites, up to 10 acres each, as may be needed. In addition, any State, State agency, or political subdivision of a state may acquire 640 acres annually for each public purpose program other than recreation. These lands must be

within the political boundaries of the agency or within the area of jurisdiction of the organization or, in the case of cities, they must lie within convenient access to the municipality and within the same State.

Nonprofit Organizations:

Nonprofit organizations may purchase up to 640 acres a year for recreation purposes, and an additional 640 acres for other public purposes.

How Much Land May Be Leased?

The Act sets no limitation on the amount of land that may be leased.

The Cost

A. State and Local Governments

- 1. Recreation or Historic Monument Purposes.** Permanent conveyances of land for recreation or historical monument purposes are made without charge. Governments may lease lands for recreational use at no charge, but lands leased for historic monument purposes are subject to special pricing as described below.
- 2. Other Public Uses.** Public agencies may purchase or lease land by two alternative pricing methods.

B. Special Pricing

Under special pricing schedules, purchases may be made for \$10 an acre, with a minimum price per transfer of \$50, or land may be leased for \$2 per acre per year with a minimum annual rental of \$25. Special pricing applies to land that will be government-controlled, used for government purposes, and serves the general public. Examples include parks, educational facilities, public health-related facilities, fire and law enforcement structures, courthouses, and State, county and community administrative service facilities, social services, storage and maintenance, extension services, and public works.

C. Regular Pricing

The rental or purchase price of land for uses that do not qualify for special pricing will be one-half of fair market value. The price will be 90 percent of fair market value if the use is restricted to members of a particular or limited group. Uses subject to regular pricing generally are those that are publicly supported and operated, but not essential or customary to government administration and services. They include museums, community centers, tourist information facilities, and fairgrounds.

D. Nonprofit Organizations

Nonprofit organizations may lease or purchase land for uses consistent with their articles of incorporation or creating authority. The lease or purchase price is one-half of the fair market value or 90 percent if the use is not open to the public.



Centennial High School, Las Vegas Nevada

Commitments:

To obtain a lease, applicants must obligate themselves to the following commitments:

- A. **Nondiscrimination.** Nondiscrimination as to access to the land and facilities based on race, color, religion, sex, age, or national origin in accordance with Title VI of the Civil Rights Act of 1964 (78 Stat. 241).
- B. **Development and Management Plan.** To develop and manage the lands in accordance with an approved program of utilization that must include a plan of development and plan of management.
- C. **Use Charges.** To make no more than reasonable charge for the use of facilities on the land (whether by concession or otherwise) and to charge no more for entrance to a use area than is charged at other comparable installations managed by State and local agencies, all charges to be subject to review and modification by the Secretary of the Interior under due process procedures.

Note: A facility may be operated by a concessionaire, who is entitled to a reasonable profit in return for work done.

Terms and Conditions:

- A. **Patents:** Patents issued under the Recreation and Public Purposes Act convey a restricted title since they contain certain provisions or clauses which, if not complied with, may result in reversion of the title to the United States. These provisions are:
 - 1. Certain nondiscrimination clauses providing that the patentee may not restrict or permit restriction of the use of any of the lands conveyed or facilities thereon because of race, creed, color, sex, age, or national origin.
 - 2. If the patentee or its successor in interest attempts to transfer title or control over the land to another, or the land is devoted to a use other than that for which it was conveyed without the consent of the Bureau of Land Management, title will revert to the United States.
 - 3. Each corner point of the lands desired will be monumented and described in an official

survey before patent is issued and the land described in the patent must be specifically shown upon the official survey plat.

4. A stipulation that the lands will be used in perpetuity for the purposes for that they are acquired. The lease or patent may stipulate that certain provisions of the development program, including the management plan, may be subject to review by the Secretary of the Interior or his delegate.

Note: The purpose and plan may be modified upon approval by the BLM.

5. All minerals will be reserved to the United States.

B. Lease Periods. Lease periods may vary, but shall not exceed 20 years for nonprofit entities and 25 years for governmental entities.

C. Lease Terms and Conditions. Leases are issued subject to appropriate environmental and legal stipulations and contain provisions for compliance with:

1. Nondiscrimination based on race, creed, color, sex, age or national origin.
2. The approved plan of management and development upon that the lease was considered and issued. In addition, leases may be canceled for nonuse or a use other than that for which the lease was issued without prior consent of the BLM.
3. Under certain circumstances, the Federal Government may reserve the standing timber, use of water, or place other limitations on the use of natural resources.
4. Other reasonable stipulations as may be required as part of the consideration for the moderate charge being made for the land.
5. Subleasing to another entity for profit is not allowed.

How Interested Parties Should Proceed:

Anyone intending to submit an application must have a consultation with the local BLM office that manages the proposed lands prior to submitting the application. The consultation will cover such items as land status, application filing requirements, application processing steps, BLM policies and objectives, management responsibilities of the lessee or patentee, and terms and conditions that may be required in a lease or patent, pricing policy, land use planning, and time frames for application processing.

The time of year an application is made may affect the processing time. Applications received late in the field season or during the winter months may be held up where field examinations cannot be made until the following spring. Delay also may result from the presence of unpatented mining claims since it is necessary to determine the validity of these claims or mineral potential of the area before acting on the applications. Similarly, when lands are sought that have been withdrawn (legally set aside) for power or other particular purposes, considerable time may be required to secure the necessary approvals.

With the advice and help of the local BLM office, prospective applicants should complete the following steps:

1. Determine that they are qualified to be an applicant under the Act and secure evidence that they are legally empowered to lease or hold title to land.
2. Ensure that all the lands to be applied for are needed to accommodate a definite project that serves an actual need and that the project meets the established criteria for such a project. Land included in applications for patents or leases must be shown to be part of a **definite, well-planned project**. A development and management plan and construction schedule are required to ensure proper programming for the future use of the land.
3. Ensure that there is sufficient funding to develop the proposed project (see 4(b) below).
4. Refer to BLM land records for legal descriptions, acreage and status of lands desired, their availability, and nature of any conflicts of record. Unpatented mining claim conflicts can be determined by researching county records, on-the-ground inspection, and the BLM automated mining claim recordation system.



First Baptist Church of the Lakes, Las Vegas Nevada

Application Requirements:

Applications are made on BLM Form 2740-1 (See [Illustration 1](#)). In addition, the application should be accompanied by:

1. A \$100.00 nonrefundable filing fee.
2. Certified copies of the Charter, Articles of Incorporation or Association, or other creating authority, if the applicant is a nongovernmental corporation or association.
3. A certified copy of a resolution or other evidence authorizing the filing of the application and further authorizing the signing officer to execute the application.

4. A draft development plan (including a site plan), and a management plan, to include:
 - (a) A statement of the proposed use of lands, a detailed description of the proposed project and a statement describing administration of the tract (See [Illustration 2](#)).
 - (b) The anticipated expenditure for development (including source of funds to be used for development). (See [Illustration 2](#)).
 - (c) A map showing the nature and location of facilities, land ownership of the entire project, and access routes. A professionally prepared site plan by a planner or architect is not usually required, but is encouraged and recommended as a means to ensure feasibility of the proposal, both functionally and economically (See [Illustrations 3](#) and [4](#)). In some cases, it may be desirable, for budgetary reasons, to submit these items after the tract has been classified.
 - (d) Timetable for development.
 - (e) Explanation of proposed maintenance responsibilities and procedures should be provided. If all or portions of the area are to be preserved in a natural state, the protective measures should be explained. The R&PP application process is not intended for acquisition of open space or buffers to previously designated lands.

The extent of the development plan will depend on the character of the land and its acreage, the purpose of the acquisition, the public demand to be served, and other variable factors. It need not be elaborate, but it must include as complete information as can be provided. **The plan should anticipate the development required during the first 5 years**, with general goals after that period. A principal cause of delay in processing applications has been submission of inadequate plans that require extensive revisions. If the tract is to be incorporated into a larger park or recreation area already established, the program for development of the overall area should be provided, with such modifications as the additional land entails. Completed applications should be submitted to the BLM office that manages the applied for tract.

BLM Procedures after Receipt of an Application:

After receiving an application, the BLM will:

1. Determine if the proposal is in conformance with land use planning, review land status to determine if the lands are subject to application, and determine if the application meets all requirements of the law and regulations.
2. Review the development and management plans to determine their adequacy and effectiveness and evaluate the construction schedule and estimated financing to ensure they are realistic and practicable.
3. Secure the views of other agencies that may have an interest in the lands, including State and local planning and zoning departments.

4. Check for the presence of unpatented mining claims. R&PP leases and patents cannot be issued where mining claims are present. If it is necessary to determine the validity of a mining claim in order to allow the lease, the cost of the determination will be the responsibility of the applicant.
5. Cadastral Survey will conduct research/investigation (Standards of Boundary Evidence (SBE) Certificate) to ascertain a correct legal description and location of the land. The information gathered will determine if each corner point for the desired Federal land is monumented. If it is determined an official survey is needed, apprise the applicant the options and best method for procuring the survey and provide an estimate of the cost. The gathering of other information and data on the environment considerations, certainty of location, and proper classification of the lands will be completed by appropriate BLM staff.
6. Publish a notice in the Federal Register as well as in a local newspaper to solicit views and comments from the public concerning the proposal.

Based on its review and evaluation, Bureau officials may approve or disapprove any application in whole or in part, or require its revision.



Exploration Peak Park, Mountains Edge, Las Vegas Nevada

Responsibilities after Lease or Patent is Issued:

The BLM periodically reviews areas leased or sold under the Act to ensure continued compliance with the terms.

The authorized use and character of the land must conform to the approved plan of development and management plan. Reasonable charges may be made to the public for use of facilities provided that fees are no more than those charged at comparable publicly owned installations. The schedule of charges is subject to review and approval by the Secretary of the Interior.

Title to land acquired under this Act may be transferred to other parties only with the consent of the BLM (no consent is required if the patent does not contain a reverter provision). If the transfer includes additional uses or changes of use, the uses must be approved by the BLM. The recipient must also meet the qualifications of an applicant under the act. For example, a State agency may

transfer title to a county park commission which will manage the tract. Most patents contain a reverter clause that returns title to the United States if the tract is used for purposes not provided for in the patent and not allowable under the Act or a change in ownership occurs without consent from the BLM. A sale of the reversionary interest may be considered, but the interest may only be sold at fair market value.

Each lease contains a termination clause which provides that, if the land has not been used for the purposes specified in the lease, or is being used for another purpose, the lease will be canceled. The lease may also be canceled if the terms of the development and management plans are not fulfilled, unless modifications of the plans are approved.

A lease may be assigned to another agency or organization with the consent of the BLM, if the assignee meets the qualifications of an applicant under the act. The lessee may surrender the lease or any part of it by filing a relinquishment with the BLM. If so, the lessee may be required to restore or otherwise clean up with site.

Additional information regarding the Act may be obtained by contacting any BLM Office.

Glossary of Terms Used

Classification of Lands: An action taken, after examination and analysis through the land use planning process, that identifies a tract of public land as being suitable for a specific type of lease or disposal and opened to applications under applicable authorities.

Land Use Plan: A local BLM planning document designed to guide and control future management actions and the development of subsequent, more detailed and limited scope plans for resources and uses.

Nonprofit Association or Corporation: Any institutions, organizations, or associations that have been established according to local law and are held by the Internal Revenue Service to be tax-exempt.

Patent: A government deed; a document that conveys legal title of public lands to whom the patent is issued.

Plan of Development / Development Plan: An outline of how a definitely proposed and authorized project is to be implemented. The plan includes design drawings, surveys if needed, sketches, cost estimates, and construction schedules.

Plan of Management/ Management Plan: A plan showing how lands are to be managed after development has progressed to the point where the project is in operation.

Public Lands: Any lands or interest in lands owned by the United States and administered by the Secretary of the Interior through the Bureau of Land Management, except lands located on the Outer Continental Shelf and lands held for the benefit of Indians, Aleuts and Eskimos.

Public Purpose: The purpose of providing facilities or services for the benefit of the public in connection with, but not limited to, public health, safety or welfare. Use of lands or facilities

for habitation, cultivation, trade or manufacturing is permissible only when necessary for and integral to the public purpose use.

Special Pricing Program: A schedule of special prices established by the Secretary of the Interior, based upon the fair market value of the property, with a reduction based on the proposal or proposed purpose or protected use.

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
**APPLICATION FOR LAND FOR
RECREATION OR PUBLIC PURPOSES**
(Act of June 14, 1926, as amended; 43 U.S.C. 869; 869-4)

Illustration 1

FORM APPROVED
OMB No. 1004-0012
Expires: September 30, 2006

Date 01/16/2009	Serial Number (BLM use only) N 87-303
Home phone (include area code) (702) 455-5289	

Ia. Applicant's name Clark County	b. Address (include zip code) 500 S. Grand Central Parkway, Las Vegas, NV
--------------------------------------	--

Business phone (include area code)

2. Give legal description of lands applied for (include metes and bounds description, if necessary)

SUBDIVISION	SECTION	TOWNSHIP	RANGE	MERIDIAN
	34	14S	66E	M.D.B.&M

County of Clark

State of Nevada

Containing (acres) IS

3a. This application is for: ☒ Lease ☐ Purchase (If lease, indicate year)

b. Proposed use is ☒ Public Recreation ☐ Other Public Purposes

4. Describe the proposed use of the land. The description must specifically identify an established or definitely proposed project. Attach a detailed plan and schedule for development, a management plan which includes a description of how any revenues will be used, and any known environmental or cultural concerns specific to the land.

See Attached Plan of Development and Maintenance.

5. If applicant is State or Political subdivision thereof, cite your statutory or other authority to hold land for these purposes.

NRS 244.275 Authority is given to the Board of County Commissioners to lease and/or purchase land for the use of the Country.

6. Attach a copy of your authority for filing this application and to perform all acts incident thereto.

7. If land described in this application has not been classified for recreation and/or public purposes pursuant to the Recreation and Public Purposes Act, consider this application as a petition for such classification.

(Continued on page 2)

8. Are all activities, facilities, services, financial aid, or other benefits as a result of your proposed development provided without regard to race, color, religion, national origin, sex ☒ age? ☐ Yes ☐ No (If "no," describe the situation or activity and your plans for achieving compliance.)

9. Are all activities, facilities, and services constructed or provided as a result of your proposed development accessible to and usable by persons ☐ in disabilities? Yes ☐ No (If "no," describe the situation or activity and the reasons for no accessibility).

Applicant's Signature



Date 3/10/09

Title 18 U.S.C. Section 1001 and Title 43 U.S.C. Section 1212, make it a crime for any person knowingly and willfully to make to any department or agency of the United States any false, fictitious, or fraudulent statements or representation as to any matter within its jurisdiction.

GENERAL INSTRUCTIONS

I. Type or print plainly in ink.

2. Submit application and related plans to the BLM District or Resource Area Office in which the land is located.

3. Study controlling regulations in 43 CFR 2740 (Sales) and 43 CFR 2912 (Leases).

4. If applicant is non-governmental association or corporation, attach a copy of your charter, articles of incorporation or other creating authority. If this information has been previously filed with any BLM office, refer to previous filing by date, place, and case serial number.

5. If applicant is non-governmental association or corporation, attach a copy of your authority to operate in the State where the lands applied for are located. If previously filed with any BLM office, refer to previous filing by date, place, and case serial number.

2. If land is surveyed, give complete legal description. If land is unsurveyed, description should be by metes and bounds connected, if feasible, by course and distance with a corner of public land survey. If possible, approximate legal subdivisions of unsurveyed lands should be stated. Acreage applied for must not exceed that specified by regulations.

3a. Generally, title to lands will not be granted upon initial approval of an application. In order to assure proper development or use plans, the general practice will be to issue a lease or lease with option to purchase after development is essentially completed. In any case, term of lease may not exceed 20 years for non-profit organizations or 25 years for governmental agencies, instrumentalities or political subdivisions.

4. Leases and patents under this act are conditioned upon continuing public enjoyment of the purposes for which the land is classified. The plan of development, use, and maintenance must show, at a minimum:

- A need for proposed development by citing population trends, shortage of facilities in area, etc.
- That the land will benefit an existing or definitely proposed public project authorized by proper authority.
- Type and general location of all proposed improvements, including public access (roads, trails, etc.). This showing may take the form of inventory lists, maps, plats, drawings, or

blueprints in any combination available and necessary to describe the finished project. Site designs should be provided for intensive use sites and general information about improvements existing or planned on lands within the overall project.

d. An estimate of the construction costs, how the proposed project will be financed, including a list of financial sources, and an estimated timetable for actual construction of all improvements and facilities.

e. A plan of management to include operating rules, proposed source and disposition of revenues arising from the proposed operation, personnel requirements, etc.

f. A specific maintenance plan to include, for example, sewage and garbage disposal, road maintenance, upkeep and repair of grounds and physical facilities, etc.

g. Applications for solid waste disposal sites must comply with guidelines established by the Environmental Protection Agency (40 CFR 258) and must include a detailed physical description of the site including a map, description of ground water situation, soil characteristics and management plan.

6. This may consist of a copy of a delegation of authority, resolution or other evidence of authority from the governing board of the applicant's organization, copy of the by-laws of the organization, or the like.

PARK #031-34-101-001

PROPOSED 15-ACRE RURAL PARK SITE

DEVELOPMENT & IMPROVEMENT PLAN:

I. Description

The proposed addition to the existing Ron Lewis rural park is made up of 15 acres located within Section 34, T14S, R66E, within the Unincorporated Town of Moapa. The proposed site is basically sloping from the west to the east, covered with sparse Mojave Desert vegetation and has natural drainage patterns from the west to the east through the property (see Exhibit 1).

2. Statement of Need

In keeping with current planning policies, this 15 acre park expansion will help to fulfill the future expanding recreational needs in the northeast part of Clark County. Based on a recent rural park assessment, the demand for programmable park space in rural Clark County is six (6) acres per 1,000 residents. This park addition will provide services for a future population increase of 2,350 people within Moapa. This 15 acre site adjoins an existing school and is located in a rural community that may experience growth in the near future. A demand exists for more sports fields in the rural community. A recent rural park survey indicates a need for two (2) soccer fields in northeast Clark County, which may hold County sponsored or Co-sponsored events.

Clark County has been one of the fastest growing areas in the United States with the rural areas participating in this growth. To keep up with population growth and meet park acreage standards, an average of 36 acres per year in the urban community and 3 acres per year in the rural community is needed over the next 25 years. The above figures alone demonstrate the need for the additional park sites within Clark County. To meet future demand for park and recreation facilities it is imperative to secure park land ahead of development.

The proposed rural park addition will be developed in a phase sequence with the following facilities: off-sites (boundary streets, utilities, street lighting, and sidewalks),

boundary fences, access barriers, parking facilities, two soccer fields, restrooms, concession, landscaping, lighting, utilities and ancillary equipment.

3. Location

The land embraced by the proposed rural park is to be leased and ultimately purchased by Clark County and is described as follows (see Exhibit 2):

Township 14 South, Range 66 East, Section 34 (15 acres) N
1/2, NW1/4, NW1/4, SE1/4 and NE1/4, NE1/4, SE1/4

4. Agency Support

Concurrence and approval of this application have been given by the Clark County Board of Commissioners and the agenda item of March 3, 2009 as item number 31.

5. Description of Proposed Improvement for Development of the Proposed Neighborhood Park

A. Phase I: Year 1

Improvements: Design, survey, engineering, plans and specifications for construction of a fifteen (15) acre park including clearing, grading, off-site improvements, on-site parking and utilities, finish grading, irrigation, walkways, lighted soccer fields, restrooms, concession, lighting, landscaping and ancillary improvements

B. Phase II: Year 2

Improvements: Construction for a fifteen(15) acre park, including clearing, grading, off-site improvements, on-site parking and utilities.

C. Phase III: Year 3

Improvements: Construction for a fifteen (15) acre park, including finish grading, irrigation, walkways, lighted soccer fields, restrooms, concession, lighting, landscaping and ancillary improvements.

The above-described improvements represent the development over a period of three (3) years and complete utilization of the fifteen (15) acre site, including buffer zones for proper separation of uses. It is intended that the Project Master Plan will be reevaluated with public hearings prior to construction and changed as necessary to best fulfill the needs of the community.

6. Timetable for Development and Cost Estimate for the Proposed Rural Park

The plan is to develop the park in three (3) construction phases over a three (3) year period for the fifteen (15) acre site, if all funding is secured. The first phase will commence within three (3) years to five (5) years after the lease is issued or sooner depending upon available funding. Sufficient capital improvements will be constructed to justify a request for purchase prior to the end of the initial twenty five (25) year lease. The proposed timetable for development will be approximately as follows:

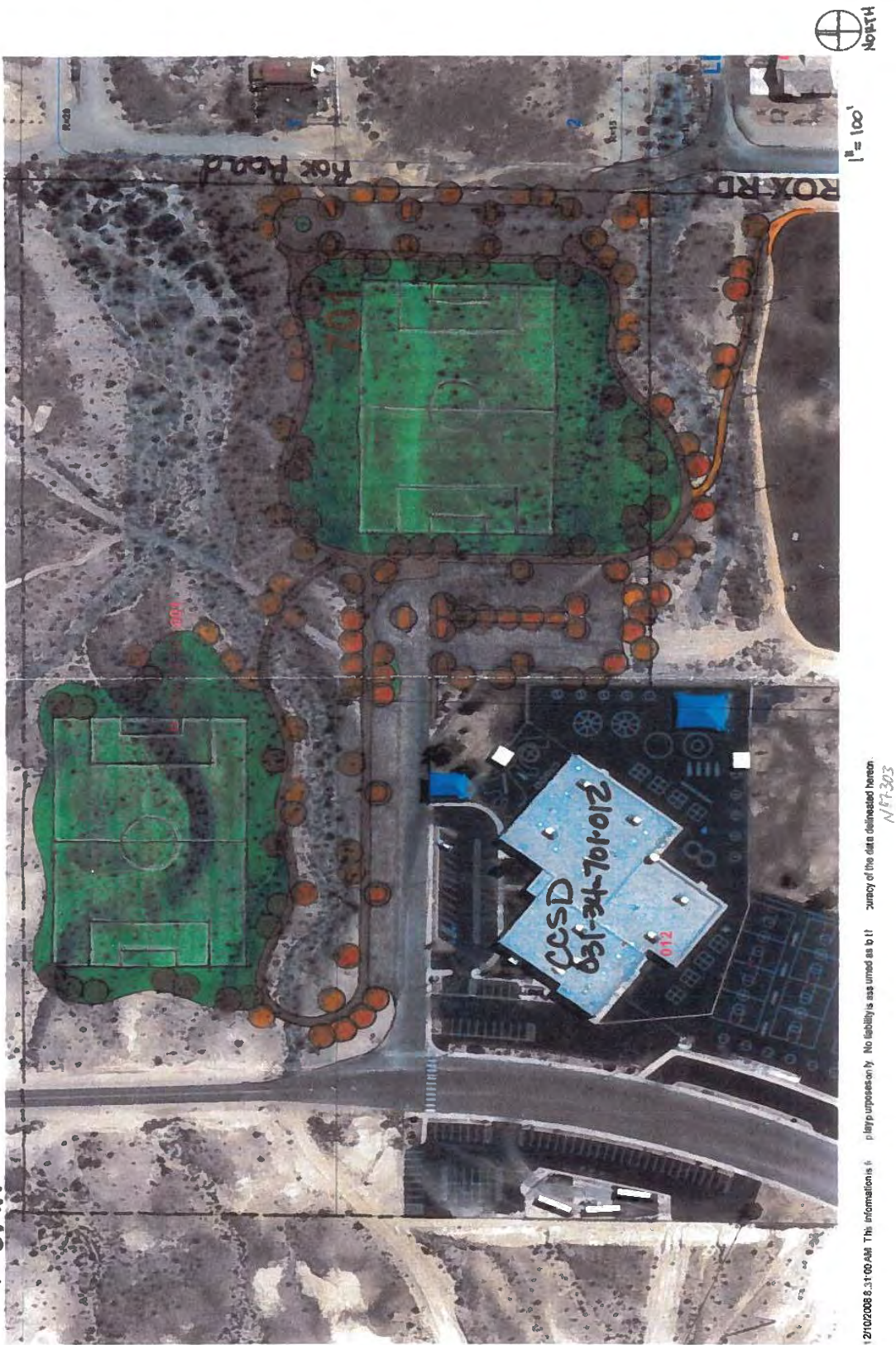
Schedule and Cost Estimate

<u>ESTIMATED SCHEDULE</u>		
<u>PHASE I</u>	<u>YEAR 1</u>	<u>2014</u>
Annual Rental - BLM land		\$ ____0
Design of facilities as described in the Phase I		
Improvements in Paragraph 5A		\$ <u>1,170,425</u>
<u>PHASE II</u>	<u>YEAR 2</u>	<u>2015</u>
Annual Rental – BLM land		\$ _____0

Construction of facilities as described in Phase II

Improvements in Paragraph 5B	\$ 535,000
<u>PHASE III</u>	<u>YEAR 3</u>
	<u>2016</u>
Apply for Purchase- BLM land	\$ <u>0</u>
Construction of facilities as described in	
Phase III improvements in Paragraph 5C	<u>\$ 12,272,500</u>
<u>Three (3) Year Development Schedule Grand Total</u>	<u>\$ 13,977,925</u>

MOAPA SOCCER COMPLEX CONCEPT





**NEVADA DEPARTMENT OF WILDLIFE
NEVADA TAHOE RESOURCE TEAM**

901 South Stewart Street, Suite # 5003
Carson City, Nevada 89701-5246

Phone: (775) 684-2742 • Fax: (775) 684-2721

Date: April 5, 2019

From: Mark S. Enders

Re: Prison Hill golden eagle habitat evaluation

On April 1, 2019, NDOW visited the Prison Hill Recreation Area (PHRA) with Gregg Berggren and Lyndsey Boyer from Carson City Parks, Recreation & Open Space Department and Zachary Ormsby from Nevada Division of State Parks to evaluate the area for golden eagle use and habitat suitability. Approximately six hours were spent driving and hiking to several potential golden eagle nesting and roosting sites (Figure 1), as well as observing a golden eagle pair that occupied Prison Hill for much of our visit (Figure 2).

Three major rock outcrops were inspected up close by hiking around the base of each feature: "Graffiti Rock" (264174E, 4333447N), a large rock outcrop to the west of the main summit (264163E, 4334504N), and the major spine north of "Dead Truck Canyon" (264372E, 4335002N). Additionally, all major rock outcrops that were visible from these three locations, as well as outcrops visible from the main summit (264643E, 4334390N) and a prominent southern viewpoint (264227E, 4333078N), were also inspected by observing them from a distance with a spotting scope. The only active nest that was found during the visit was a mourning dove nest located within a cavity on the east side of graffiti rock. Two large dilapidated stick nests were found in an M-shaped rock outcrop on the south slope of "Dead Truck Canyon" (264639E, 4334675N), but they were in an advanced state of decay, suggesting that they had not been used in a very long time (Figure 3). There was no evidence of recent or current golden eagle nesting within the boundaries of PHRA; however, large amounts of whitewash were seen on the top of several prominent rock outcrops, suggesting that the area provides suitable perching and hunting habitat for raptors.

Several raptor species were observed during our visit, including red-tailed hawks, turkey vultures, one Cooper's hawk, two northern harriers, and a pair of golden eagles. The golden eagles were first observed perching on the prominent rock outcrop immediately west of the main summit (264163E, 4334504N) as we hiked up the south slope of "Dead Truck Canyon." We got within 200 m of the eagles on foot before they flushed, which might indicate some level of habituation to human presence. We closely monitored their activity for approximately 2 ½ hours. They exhibited undulating flight displays several times during our observations, which is indicative of a mated pair. In addition to the rock outcrop where they were first seen, the eagle pair also perched on other prominent rock outcrops within the boundaries of PHRA, including "Graffiti Rock" (264174E, 4333447N), a small rock outcrop north of "Graffiti Rock" (264236E, 4333685N), and large boulders along the major spine north of "Dead Truck Canyon" (264153E, 4335030N).

The eagle pair reached altitudes greater than 500 m twice during our observations and flew far beyond the boundaries of PHRA on three occasions: once to the north, once to the east (approximately to the tree line in the foothills of the Pine Nut Mountains), and once to the west (past Indian Hills). The eagles did not reveal a nest location, but the large movements that they made during our visit revealed a large territory, with PHRA likely situated in the middle of the territory. While we did not discover any recently- or currently-active eagle nests within PHRA, its numerous rock features and abundant shrub cover provide excellent hunting grounds for golden eagles, and they likely spend ample time there during the nesting season. There have also been golden eagle observations there in the winter, further highlighting its productivity as a foraging area for raptors of all species.

Our observations did not reveal an immediate need to exclude any portions of PHRA from recreational activity in order to protect or promote golden eagle nesting. As mentioned previously, we did not find any recent evidence of golden eagles nesting there. Instead, our observations indicated that golden eagles likely use PHRA primarily for foraging and that it makes up only a small portion of their territory. While heavy recreational pressure could preclude future nesting there, prolonged golden eagle activity during our visit suggests that existing levels of recreation are not having a negative impact on the golden eagle territory that encompasses PHRA. Golden eagles are typically intolerant of any type of human encroachment, and since motorized and non-motorized recreation have occurred at PHRA for decades, the area might have become unsuitable for eagle nesting long ago. It is also possible that raptors inhabiting PHRA have become habituated to human activity there. As we drove past “Graffiti Rock” on our way back to Snyder Avenue, our vehicle drove within 75 m of the golden eagle pair. One of the eagles flushed from the rock, but the other stayed perched as we drove by, indicating a level of tolerance that is not typical of golden eagles that inhabit remote places elsewhere in Nevada. There was no indication that PHRA’s suitability as a foraging area has been reduced by recreational activity. However, there were obvious impacts to vegetation and soils in the motorized portion of PHRA due to frequent cross-country travel, which could result in indirect impacts to golden eagles through reduced prey availability. Restricting motorized travel to designated routes will be important for maintaining high-quality cover, nesting sites, and forage for prey species that golden eagles and other raptors depend on.

Several rock features at PHRA were large enough to support golden eagle nesting, but there were three specific areas that appeared to be most suitable based on the height and verticality of cliffs, no motorized recreational activity, lack of access for predators, and availability of large platforms: (1) Large rock outcrop just north of “Graffiti Rock” (264288E, 4333830N), (2) The many rock outcrops along the major spine north of “Dead Truck Canyon” (264372E, 4335002N; Figure 4) and (3) the rock outcrops on the south slope of “Dead Truck Canyon,” where old dilapidated stick nests were found (264639E, 4334675N; Figure 3). “Graffiti Rock” also appeared physically suitable for eagle nesting, but its status as a popular destination and the extensive amount of vehicle and foot traffic there will preclude nesting activity. At the very least, these locations all represent great perching habitat for golden eagles. Additional visits should be made before any final conclusions are drawn. Therefore, NDOW will make at least two additional visits to PHRA during the 2019 nesting season in order to confirm that golden eagle nesting is not occurring there, and to locate any active eagle nests outside of the PHRA boundaries. If high-quality nest sites occur elsewhere within the territory, and high-quality foraging habitat can be maintained at PHRA, then recreational activities there are not likely to cause this golden eagle pair to abandon their territory.



Figure 1. Map showing the route traveled during our survey on April 1, 2019 (blue line), and four rock outcrops used by a pair of golden eagles for perching during our visit (green dots).

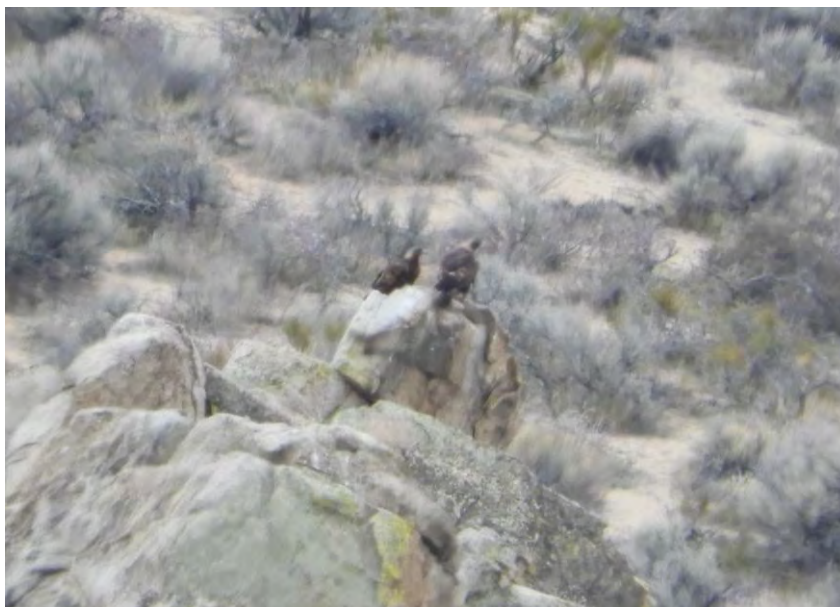


Figure 2. Golden eagle pair perched on rock outcrop at Prison Hill Recreation Area on April 1, 2019.



Figure 3. Two dilapidated stick nests (circled) found in an M-shaped rock outcrop on the south slope of “Dead Truck Canyon.”



Figure 4. Some of the rock outcrops along the major spine north of “Dead Truck Canyon.” This ridge contains many cliffs that could be suitable for golden eagle nesting.

Prison Hill Master Plan

EXHIBIT B



Location Map

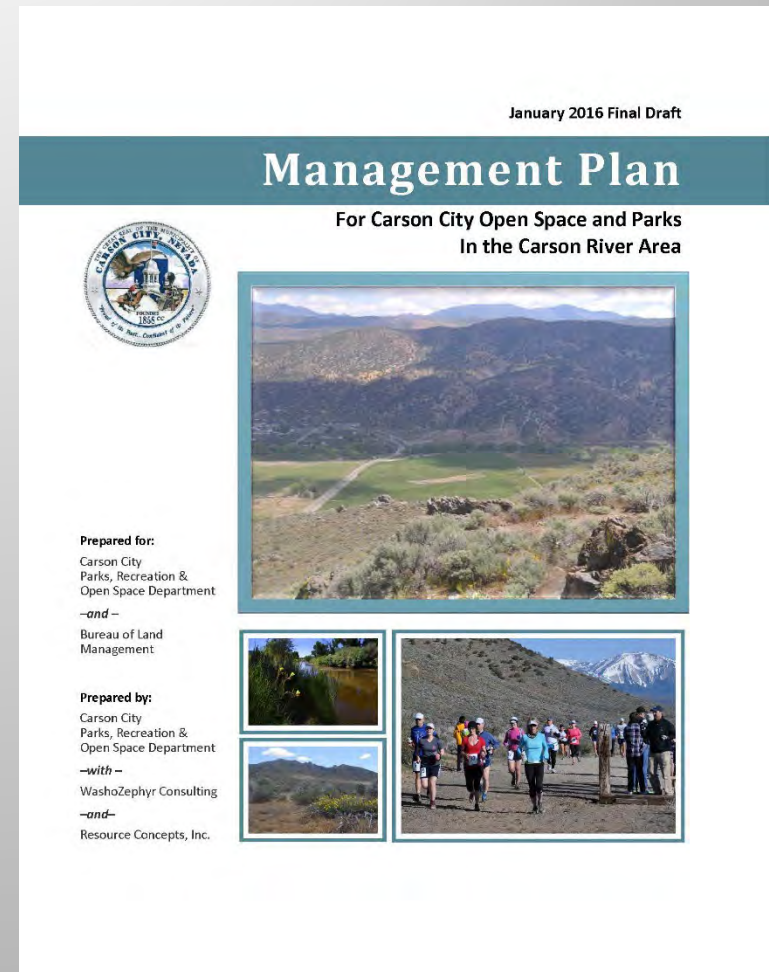
- Prison Hill covers 3,200 acres.
- Rocky profile visible from throughout the City.
- Summit is 5,724' and stands over 1,200' above the valley floor.
- Offers many miles of popular trails that are snow-free for most of the year.
- OHV area on south end.
- Prison Hill has become an increasingly popular recreation destination in recent years



2016 Management Plan



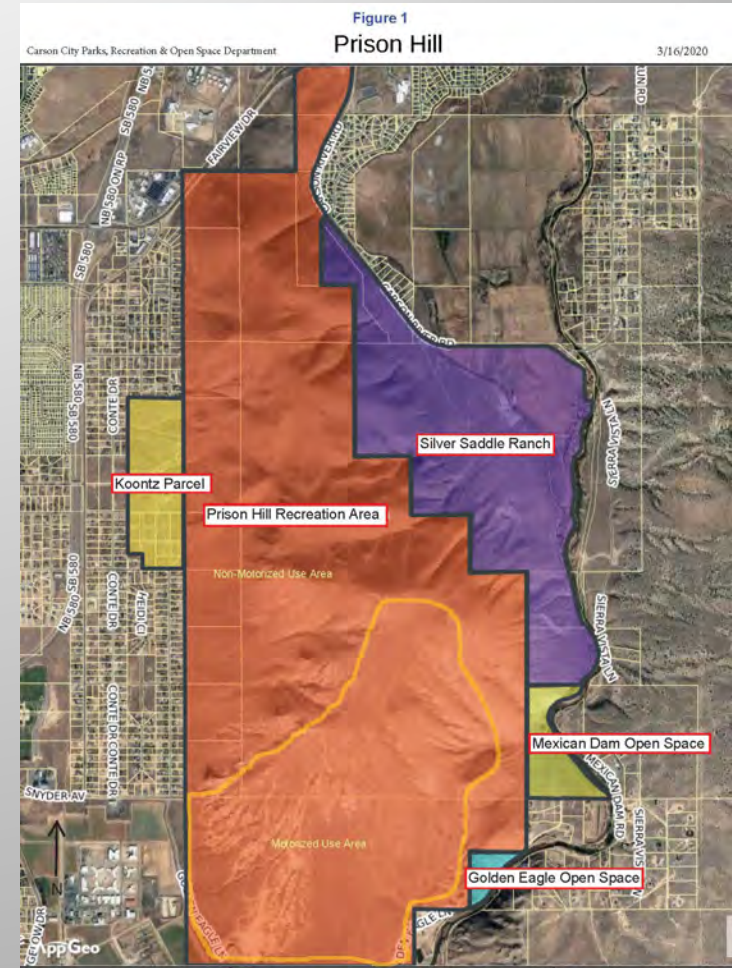
- The 2016 *Management Plan for Carson City Open Space and Parks in the Carson River Area* identified the need for a “future planning effort”.
- Since 2016 there have been a number of updates, changes, and developments to the area we collectively refer to as “Prison Hill”.



“Prison Hill”

➤ “Prison Hill” consists of:

- ✓ Prison Hill Recreation Area - 2,515 acres
- ✓ Golden Eagle Open Space - 19 acres
- ✓ Mexican Dam Open Space - 64 acres
- ✓ Koontz Lane parcel - 114 acres
- ✓ Silver Saddle Ranch – 808 acres
(trailheads and trails on east slopes included for planning purposes)



Prison Hill Master Plan

Purpose and Vision



Purpose:

1. Provide an update on activities at Prison Hill since the Management Plan was written.
2. Provide recommendations to guide future land use planning and management efforts, including trailheads, access points, and trails.
3. Incorporate current planning and management efforts for the OHV area on the south end of Prison Hill.
4. Provide recommendations for the 114-acre Koontz Lane parcel.

Vision:

"... protect the natural resources, cultural resources, scenic beauty, and conservation values of the property, while balancing the needs of a growing and changing population by providing high quality recreational opportunities for a variety of users."

Prison Hill Master Plan

Management Guidelines and Regulations



- ✓ Carson City Municipal Code, Title 13
- ✓ Omnibus Public Land Management Act of 2009 (OPLMA)
 - Conveyed certain parcels to Carson City from BLM in 2015:
 - Prison Hill Recreation Area
 - Silver Saddle Ranch
 - Koontz Lane parcel
- ✓ Conservation Easement
 - Prison Hill Recreation Area
 - Silver Saddle Ranch
- ✓ Programmatic Agreement
 - Prison Hill Recreation Area
 - Silver Saddle Ranch
 - Koontz Lane parcel

Prison Hill Master Plan

Planning Efforts Since 2016



- Eagle Valley Trails Committee Report.
- Unified Pathways Master Plan, revised 2018.
- Signage Master Plan for Carson City Parks, Recreation & Open Space Department.
- Prison Hill Recreation Area OHV Master Plan.
- Prison Hill Recreation Area Master Plan Survey.
- Prison Hill Recreation Area Open House.

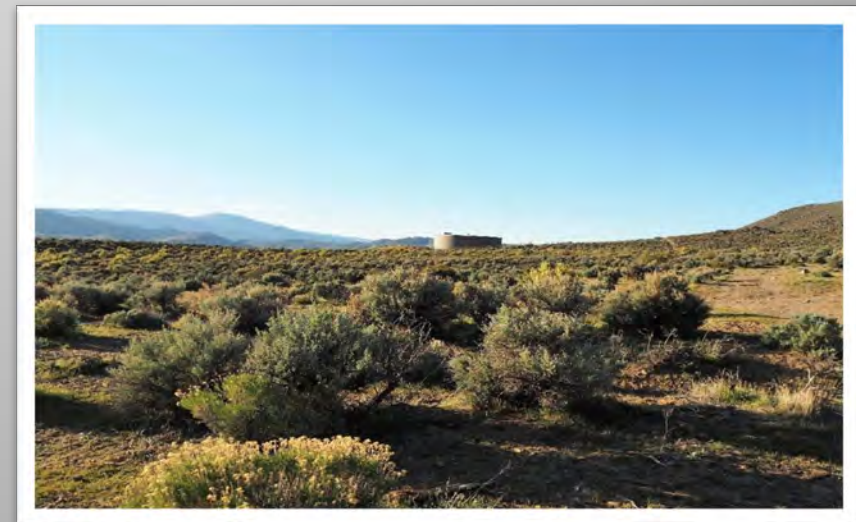


Prison Hill Master Plan

Koontz Parcel



- Designated by BLM for “Parks and Public Purpose” when conveyed by OPLMA.
- Recommend management similar to Prison Hill Conservation Easement properties, but with exceptions for municipal water infrastructure.
- Due to proximity to PHRA, recommend management by the Open Space Division in cooperation with Public Works.



Prison Hill Master Plan

Koontz Parcel Concept Plan

- Improve access roads to trailheads.
- Make improvements to both trailheads and include equestrian parking at Koontz.
- Place signage/fencing/barriers to restrict motorized use off trailhead access roads.
- Develop sustainable trail network, including aMTB accessible trails.
- Decommission unnecessary or erosive roads.
- Maintain fire break next to homes.
- Coordinate with Public Works on road maintenance.
- Support Public Works plan for detention basins, drainage improvements, municipal water infrastructure..
- Crosswalk improvements at Koontz Lane/Edmonds Drive.
- Future development of the BLM parcels should retain existing pedestrian access points and should include upgrade of Koontz Lane to City standards.



Prison Hill Master Plan

Golden Eagle Open Space

- Purchased using Q18 funds and a Nevada Conservation and Resource Protection Grant.
- Recommend management for non-motorized, dispersed recreation per CCMC 13.06 and funding agreement, with emphasis on protection of Carson River corridor.
- Decommission roads and trails on steep, erodible soils.
- Realign or construct a new sustainable single-track non-motorized trail to connect the scenic overlook with proposed Prison Hill Trail.



Prison Hill Master Plan

Mexican Dam Open Space



- Decommission and rehabilitate erosive roads and trails.
- Manage property for non-motorized, passive recreation and for protection of the Carson River corridor.
- Minimal trail development, with future Prison Hill Trail mostly above, not through, the riparian area.
- Create a “take-out” upstream of the dam for boating recreationists.



Prison Hill Master Plan

State of Nevada Lands

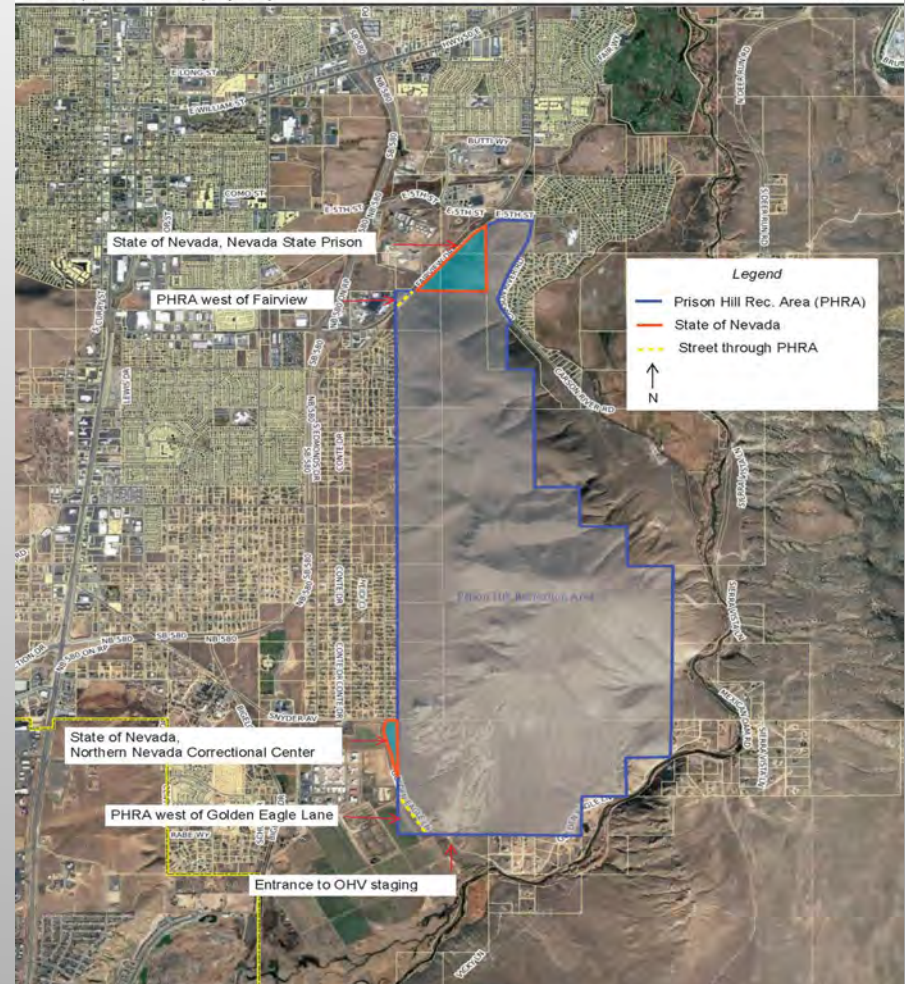
- Continue to be a cooperative partner with the Nevada Division of State Lands for adjacent properties.

Figure 3

PHRA and State of Nevada Lands

Carson City Parks, Recreation & Open Space Dept.

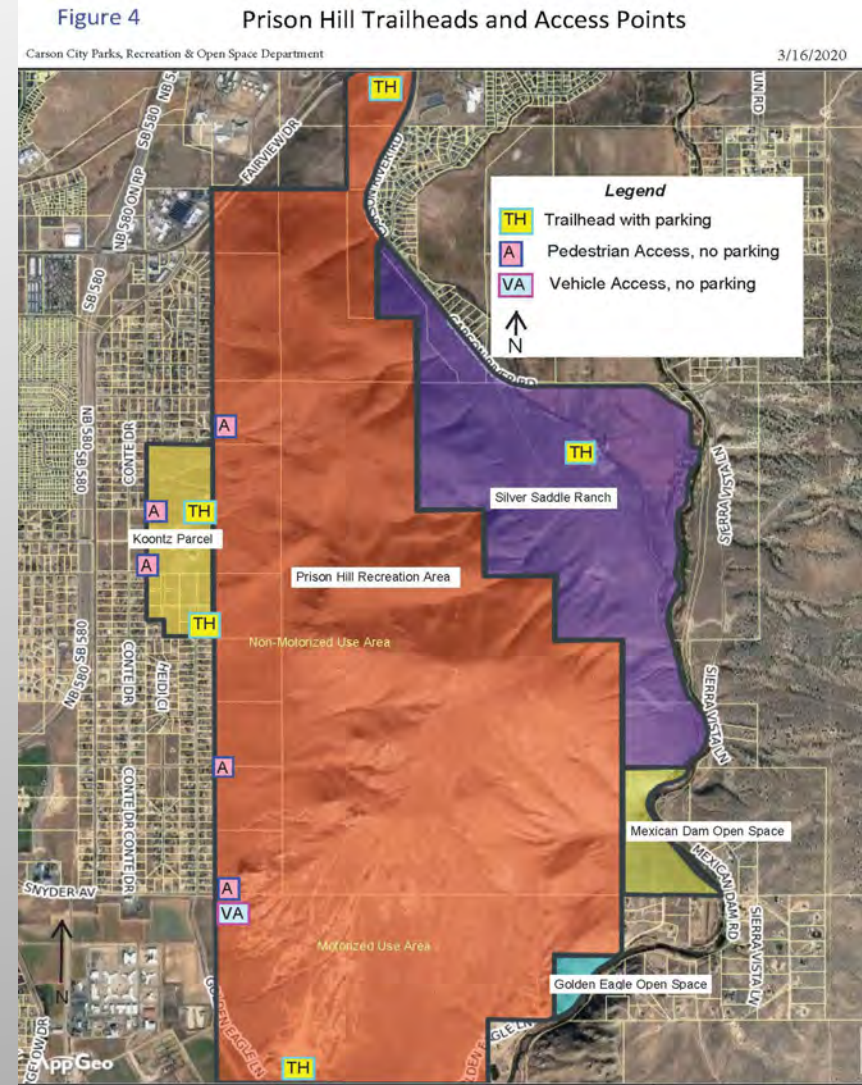
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Prison Hill Master Plan

Trailheads and Access Points

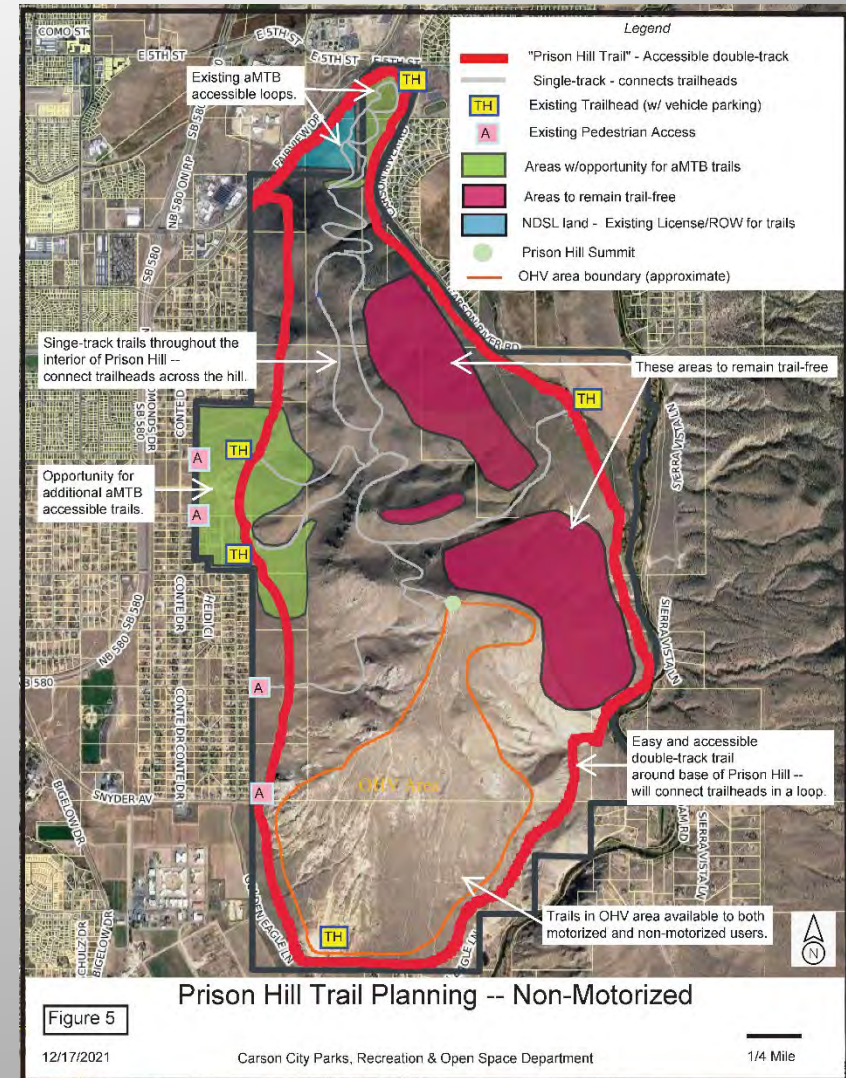
- Five trailheads:
 - ✓ 5th Street trailhead.
 - ✓ Silver Saddle Ranch.
 - ✓ Golden Eagle Lane Staging Area (OHV area).
 - ✓ Clearview Drive trailhead.
 - ✓ Koontz Lane trailhead.
- Minimal improvements as noted in plan – mostly includes improved access roads, re-graded parking, ADA access where practical, and a few amenities.
- Pedestrian Access Points (neighborhood access, no parking):
 - ✓ Snyder Ave.
 - ✓ Bennett Ave.
 - ✓ Valley View Dr.
 - ✓ Sinbad St.
 - ✓ Damon Rd.
- Snyder Vehicle Access Point (no parking).
 - ✓ Work with State Lands to formalize legal access, then realign and improve road for sustainability.



Prison Hill Master Plan

Trails (non-motorized)

- Prison Hill is increasingly popular for hiking and mountain biking. It is a popular winter destination when west-side trails are covered in snow.
- Trail planning should recognize and sustain the conservation value of the land, while balancing the need of the public's opportunity for passive recreation.
- Accessibility is an important consideration. The Carson City Master Plan says, "Carson City is committed to shared use of most trail corridors...", and goes on to say, "The City will seek to provide access to all feasible portions of the pathway system and open space areas for persons with disabilities."



Prison Hill Master Plan

OHV Area



- Prior to 1983 the BLM permitted motorized use on all of Prison Hill.
- In 1983 the BLM designated approximately 950 acres on the south end of Prison Hill for motorized recreation.
- Motorized travel was unrestricted.
- In 2015, Prison Hill was conveyed from BLM to Carson City and we recognized that unrestricted travel was not sustainable.
- Carson City partnered with NOHVCC to develop a Management Plan to help us proactively manage the OHV area in a sustainable way.



Prison Hill Master Plan

Environmental Considerations



- Fuels Management
- Invasive Species Management
- Erosion and Sedimentation
- Flora and Fauna
 - Species List
 - Golden Eagle Survey
 - Carson Valley Monkeyflower
- Visual Impacts
- Monitoring



Prison Hill Master Plan

Event Guidelines



- All events are subject to the Department Fees and Charges Policy, as well as the Department Fee Schedule, which is approved by the Carson City Board of Supervisors and reviewed annually.
- The Prison hill Master Plan:
 - Offers guidelines and recommendations for both **motorized** and **non-motorized** events at Prison Hill.
 - Allows the Department the flexibility to evaluate each event request on its merits, the potential impacts to resources, staff, and neighbors, and how it fits with the Open Space vision.
 - Suggests monitoring and evaluation of each event in order to adjust guidelines for future events.



Prison Hill Master Plan

Sign Plan

- Parks, Recreation & Open Space Department Signage Master Plan.
- Recommended Actions:
 - Place MUTCD signs on streets as needed.
 - Kiosk sign at each trailhead.
 - Trail wayfinding signs as needed.
 - Small trail sign at each access point.
 - Interpretive sign recommendations.



Prison Hill Master Plan

Appendices



- Management Plan for Carson City Open Space and Parks in the Carson River Area.
- Omnibus Public Land Management Act of 2009.
- Conservation Easement.
- Programmatic Agreement.
- Eagle Valley Trails Committee Report.
- Unified Pathways Master Plan.
- Signage Master Plan for Parks, Recreation & Open Space Department.
- Prison Hill Master Plan Survey.
- Prison Hill Master Plan Open House.
- Recreation and Public Purposes Act Info Sheet.
- Prison Hill Master Plan Survey.
- Prison Hill Master Plan Open House.
- Prison Hill Recreation Area Site Assessment, South End (Motorized).
- Prison Hill Recreation Area OHV Management Plan.
- Carson City Community Wildfire Protection Plan.
- Golden Eagle Survey.
- Prison Hill OHV Area – Baseline Monitoring Report.

Questions?

