A. ROLL CALL

B. MESSAGES
   1. Citizen’s Comment – limited to three (3) minutes
   2. Disclosure & Statement of Conflict of Interest

C. APPROVAL OF AGENDA

D. MINUTES
   1. Minutes from May 8, 2018

E. COMMUNICATIONS FROM BOROUGH

F. INFORMATIONAL ITEMS
   1. Continued discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes—TAC Members
      (a) Draft Amendments to the Comprehensive Recreational Trail Plan – Commissioner Orth
      (b) Questions and Issues with Facilitating a Functional Adopt-a-Trail Program – Commissioner Hansen & Commissioner Shideler

I. COMMISSIONER’S COMMENTS

J. AGENDA SETTING / NEXT MEETING
   July 10, 2018, at 6:00 p.m., Blue Room, Pioneer Park

K. ADJOURNMENT
A regular meeting of the Fairbanks North Star Borough (Borough) Trails Advisory Commission (TAC) was held in Blue Room on the third floor of the Centennial Center for the Arts at Pioneer Park, 2300 Airport Way, Fairbanks, Alaska. The meeting was called to order at 6:02pm by Brian Accola, Vice Chair.

A. ROLL CALL
MEMBERS PRESENT: Geoffrey Orth Seth Adams
Richard Shideler Brian Accola
Jamie Hansen Helyn Lefgren
John Morack Leslie Kitchin
Jerry Rafson

MEMBERS ABSENT: Carol Kaynor Mathew Carrick

OTHERS PRESENT: Bryant Wright, Trails Coordinator, Parks & Recreation

B. MESSAGES

1. Citizen’s Comments – limited to three (3) minutes
   - Rita St. Louis read aloud a letter she had written to the TAC. Her concerns and suggestions related to trails on Ester Dome, the proposal to request a land trade with Alaska Ski Corporation, and the overall planning process for trail development. She suggested that when new trail development is being considered, the Borough and TAC needs to put proper consideration into the impacts of new trails on residents in the area. Elements like trail parking, extra traffic, trail maintenance, enforcement of proper trail uses, avoiding trespass and how trails affect the environment should be considered and planned for. She described some history of trail development on Ester Dome, asserting that this approach has been largely ignored in favor of an “act first, ask later” approach by trail users. She expressed concerned about illegal trails cut and used the new section line as an example. She was wary of the proposal to trade land with Alaska Ski Corp for trail development at the top of the Dome, wondering who was involved and what process was followed.
   - Stan justice noted he has documentation of two surveyors’ opinions that a section line easement exists at the top of Ester Dome. He explained that some of the flagging and cuts along the section line were from its surveying. He noted the BLM had said when the surveyors have put their stamp on the survey saying there’s an easement, that “you’ve got what you need.” He agreed that residents are very impacted by nearby trails. He suggested that the development of the South Cushman area may have pushed more partying to the top of the Dome. He said it is popular also because it is high and dry. He believed both trail users and Ester Dome residents appeared mixed on their feeling about development there. He closed by saying he is proud of the work they’ve gotten done up on the Dome.
   - Vice Chair Accola closed Citizen Comments.
2. Disclosure & Statement of Conflict of Interest – None.

C. APPROVAL OF AGENDA
MOTION to approve the agenda made by Commissioner Morack and seconded by Commissioner Rafson. Carried without objection.

MOTION ADOPTED

D. MINUTES
Minutes from April 10, 2018.
MOTION to approve minutes made by Commissioner Rafson and seconded by Commissioner Shideler. Grammatical edits had already been provided via email by Chair Kaynor. Carried without objection.

MOTION ADOPTED

E. PRESENTATIONS
None.

F. COMMUNICATIONS FROM THE BOROUGH
Mr. Wright said he was visited by Mr. Fields, owner and registered agent of Alaska Ski Corp., who had questions about the land swap proposed at the last meeting. During the conversation, Mr. Fields explained he was content with the current arrangement for use of the alder chute by Running Club North for the Equinox Marathon. He expressed some interest in possibly extending the agreement, but that would be between Ski Corp and Running Club. He made it clear he would not be interested in disposing of, trading or otherwise conveying his property at the top of Ester Dome. Also related to Ester Dome, Mr. Wright said he will be meeting with the MHT representative in a few weeks to discuss the possible easement agreement.

Mr. Wright provided comment on behalf of the Parks Dept. regarding the proposed administrative reroute of the Cleary Summit-Gilmore Trail. He thought the proposal looked like an improvement over a problem section of trail but provided one critique regarding the lack of integrated drainage along such long, sustained slopes. He suggested they incorporate grade reversals and other drainage features to prevent erosion.

Mr. Wright notified the TAC that the Community Planning Dept, with the support of the Mayor, is proposing to rezone of several large swaths of undeveloped Borough land in the Goldstream Hills area. This includes lots that cross sections of the O’Connor Creek and East Ridge O’Connor Creek trails and which are adjacent to the Cranberry and Big Eldorado Creek Loop trails. The purpose is to change the zoning from General Use to a preferred residential use zone in order to conform to the Borough’s Regional Comprehensive Plan. Mr. Wright and Commissioner Lefgren noted there may be some limitations inherent in Residential Use zoning options that affect some kinds of trail use such as having major dog kennels. Mr. Wright suggested that commissioners read up on the zoning descriptions when providing input on this. Commissioners asked about future plans for the area. Mr. Wright said Planning and Land Management don’t have specific plans for this land yet, but the land would presumably be subdivided and sold one day. He suggested the TAC evaluate the trail potential in this area, especially regarding access to and connections between existing trails in the Plan. Commissioner Adams thought the TAC should formally suggest preserving trail corridors from each property. Mr. Wright reminded that the TAC can propose adding trails to the Plan, and that in order for trails to be protected upon subdivision, they must be in the Plan at that time.
Mr. Wright said the second annual Winter Trails Challenge concluded on April 15th with an awards celebration on April 25th. There were 92 known participants and 41 people who completed the Challenge, doubling last winter's numbers. In all the Challenge recorded nearly 600 visits to local trails. The event was well-received and everyone is looking forward to the Summer Challenge which will start mid-June once the trails dry out.

G. COMMUNICATIONS FROM ASSEMBLY:
None.

H. ACTION ITEMS

1. Memorandum Requesting that the Fairbanks North Star Borough Mayor Propose a Land Trade Deal with the Alaska Ski Corp – Matthew Carrick

MOTION to STOP progress on this proposal due to lack of interest from the landowner made by Commissioner Orth and seconded by Commissioner Adams.

Discussion: Commissioner Rafson wondered if it might be better to table the motion in case the landowner changed his mind. Other Commissioners suggested this memo could always be brought up again in the case of different circumstances. The question was called to vote, and all were in favor.

MOTION ADOPTED.

I. INFORMATIONAL ITEMS

1. Continued discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes – Trails Advisory Commissioners

Discussion: Commissioner Shideler addressed a previous suggestion about trail management objectives (TMO’s). He thought the Plan should spell out a process for developing these rather than developing them now. He liked the idea of updating trail descriptions and of describing more diverse trail use types beyond just the “motorized/non-motorized” use designations. Specifically he thought there should be different designations based on season. The most important consideration for him would be the Adopt-a-Trail program. He suggested they need to figure out if there is a way to make this work, and if it doesn’t it needs to be thrown out of the Plan. He mentioned past struggles with the Borough’s willingness to indemnify trail user groups and wondered how a place like the Mat-Su Borough has been able to have more trail volunteering. Commissioner Morack recapped the last meeting’s discussion saying some members wanted to redo the Plan, some wanted to pick away at specific parts, and some were cautious to open anything up. Commissioner Hansen believed the trail program needs more than just that one change of added TMOs. She said the program needs to have a solid process to implement something like that. Commissioner Shideler echoed this sentiment, saying to develop TMO’s would be wasted effort without a way to accomplish the work they might suggest. Commissioners Morack and Rafson expressed concern about opening up the Plan. Commissioner Orth agreed there are not enough resources or support for the amount of maintenance that should occur on the trails. He recommended talking to the Borough
attorney about finding a way forward. Commissioner Shideler asked Mr. Wright whether there had been any recent discussions with the Borough attorney about this. Mr. Wright said there hadn’t been lately but the TAC can always ask for guidance from other departments as well. Commissioner Shideler considered whether the TAC should invite an attorney to a meeting. Commissioner Morack thought amendments were too big of a process to do on their own if they have to go through the assembly for everything. He thought they would need some extra help or to find another way. He wanted to put together a list of suggestions and ask for help with them. Commissioners Accola and Shideler touched on the need to solidify their list of suggested changes and rationale before soliciting help or asking specific questions. Commissioners Orth, Morack, and Shideler discussed that MatSu may have a different situation with their trails that allows them to manage them differently and agreed it would be good to investigate how their model works. Commissioner Shideler added that they would need to figure out how to engage citizens in trail maintenance activities. Several commissioners also spoke to this sentiment. Mr. Wright also suggested breaking down the questions: What does the TAC want? How does another community accomplish this? Can this work in FNSB and how or why not? Commissioner Shideler proposed drafting a letter with info and questions to review at the next meeting. Commissioner Hansen offered to help research the situation and develop questions to send to the Legal Dept.

J. COMMISSIONER COMMENTS
Commissioner Lefgren had no comments.
Commissioner Kitchin said she felt less confused, but more frustrated and wanted to find a way forward.
Commissioner Morack agreed. He mentioned Bob Perkins is planning another cleanup around the KUAC tower on Skyline Ridge Trail for the weekend after next after the first one was thwarted by snow.
Commissioner Orth said it is good to be back in town. He agrees with John, that Parks and Recreation should have the authority to change trail designations and descriptions without going through the assembly, which is ridiculous.
Commissioner Shideler had no comments.
Commissioner Hansen had no comments.
Commissioner Rafson also felt frustrated, but noted all the positive things the TAC and trails program still accomplish despite difficulties changing the Plan.
Commissioner Adams also felt less confused but more frustrated that the TAC is still on the same topic as a year ago.
Vice Chair Accola echoed other statements and wished for a way to sidestep the long process but make needed changes.

K. AGENDA SETTING
May 8, 2018, Meeting.
- Presentations: Possibilities include:
  - Commissioner Adams on the Recreational Trail Program Grants
  - Commissioner Orth on trail construction projects
  - Martha Reynolds on Interior Alaska Land Trust
- Communications from the Borough
- Action Items: None.
- Informational Items:
  1. Continued discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes—TAC Members
2. Draft Amendments to the Comprehensive Recreational Trail Plan – Commissioner Orth
   • Committee Meetings: None.

L. **ADJOURNMENT**
There being no further business, the meeting was adjourned at 7:37 p.m.

Submitted by,

R. Bryant Wright, Trails Coordinator
FNSB Parks & Recreation
FAIRBANKS NORTH STAR BOROUGH TRAILS ADVISORY COMMISSION

MINUTES
April 10, 2018

A regular meeting of the Fairbanks North Star Borough (Borough) Trails Advisory Commission (TAC) was held in the Blue Room on the third floor of the Centennial Center for the Arts at Pioneer Park, 2300 Airport Way, Fairbanks, Alaska. The meeting was called to order at 6:12pm by Carol Kaynor, Chair.

A. ROLL CALL
MEMBERS PRESENT: Mathew Carrick Jamie Hansen
Carol Kaynor Helyn Lefgren
John Morack Leslie Kitchin
Jerry Rafson

MEMBERS ABSENT: Geoffrey Orth Seth Adams
Richard Shideler Brian Accola

OTHERS PRESENT: Bryant Wright, Trails Coordinator, Parks & Recreation

B. APPROVAL OF AGENDA
MOTION to approve the agenda made by Commissioner Morack and seconded by Commissioner Rafson. Carried without objection.

MOTION ADOPTED

At this time Chair Kaynor requested that commissioners take an extra effort during meeting discussion to take turns speaking and raise hands to avoid speaking over one another. She said this will make it easier for staff to take accurate minutes and ensure that all commissioners have a chance to express their view and ideas on the matter at hand.

C. MINUTES
Minutes from March 13, 2018.

MOTION to approve minutes made by Commissioner Morack and seconded by Commissioner Hansen. Grammatical edits provided by Chair Kaynor. Carried without objection.

MOTION ADOPTED

D. CITIZEN'S COMMENTS
- Stacy Fisk introduced herself as the Equinox Marathon race director and spoke in favor of proposing a land swap to secure access to the "Alder Chute" portion of the trail on Ester Dome. She referenced challenges faced by Running Club North when securing a one-day access permit from Alaska Ski Corporation, who is the owner of the land at the top of the Alder Chute. The permit is only for the day of the race which has made training for the marathon or casual use throughout the year impossible. She also described challenges due to uncertainty of gaining an easement. Access has only been provided by Ski Corp very close to the race day. She said this has made planning the race difficult. Because the Alder chute through Alaska Ski Corp’s property is the only connection between trail sections, a complete change in race course would be required if access were not granted, which she felt could happen at the last minute. A special concern has been the inability to
plan space for emergency vehicles and volunteer stations due to the last minute nature of their permit. She emphasized the local, regional, national and even international importance of the race.

- **Jim Laitl** also spoke regarding the agenda item that suggests proposing a land transfer to acquire a private parcel on Ester Dome. He has enjoyed access to Ester Dome area trails via motorized vehicles for many years. He expressed interest in this topic and wanted to stay informed.

- **Stan Justice** spoke in favor of proposing a land transfer for the Alaska Ski Corp parcel on Ester Dome in order to know that the Borough has exhausted all options. He wished the owner were present to know whether they were interested, but assumed they would not be. He suggested editing the draft letter by proposing a parcel of similar "value" rather than similar "size." He also added that the owner's titles should be listed as "Registered Agent," "Board President," and "Shareholder." He spoke of the lack of viable alternatives, although he has heard from two surveyors that a section line easement exists nearby.

- **Karen Peterson** also spoke in favor of proposing a land swap on Ester Dome. She is a regular hiker of the trail and expressed how awesome it would be to be able to go hike the Alder Chute and not worry about trespassing.

- **Mr. Wright** summarized comments he received by email, all regarding the agenda item recommending the Borough propose a land trade with AK Ski Corp. Comments from **James Mayor, Alex Leon, and Damon Willford** expressed concern about limited nearby motorized trail options and did not want to see Ester Dome trails closed to motorized users. Comments from **Don Kiely and Eric Troyer** both endorsed the idea of gaining trail access at the Alder Chute and top of Ester Dome by proposing a land swap. They expressed concern about inconsistent access and the inability to establish a long-term agreement for access from the landowner.

  Chair Kaynor closed Citizen Comments.

E. **PRESENTATIONS**

None.

F. **COMMUNICATIONS FROM THE BOROUGH**

**Mr. Wright** said the Winter Trails Challenge that began in December will end soon on April 15th. Participation has been good with more than 80 participants, 30 of whom have already finished the Challenge. The Challenge has logged more than 500 trail visits. He hopes to have at least 40 finishers by the end to double last year's numbers.

He also spoke about the Borough's efforts to secure trail easements across Mental Health Trust lands, in particular across Ester Dome. He said the Borough is waiting to gather more info about the potential cost of the easement in order to identify a proper strategy for funding and proceeding. For clarity, he showed a map to highlight the proposed location of the trail easement and compare it to the separate location of the Alaska Ski Corporation parcel that had been mentioned in public comments.

**Mr. Wright** said he had been notified of an application for an administrative reroute of a portion of the Cleary Summit – Gilmore Dome trail which is included in the Comprehensive Recreational Trail Plan. The reroute is proposed by Fort Knox mine to allow for the mine's intended westward expansion. He displayed some maps to show the proposed reroute in relation to the existing trail and easements as well as the topography. It was acknowledge that the reroute would move the trail off the ridgetop. He briefed the Commission on the trail design provided by Kinross, saying that it looked to be designed very carefully to sustainable standards and if followed would likely be an improvement to the existing trail. He stated that he had found no issues with this so far and would do some further research to provide a comment by the required date of May 7th. He also
requested that commissioners comment individually if they wish and also to send him their
thoughts if they had any concerns that they thought the Borough should consider in their
comment. Commissioner Rafson expressed concern about the mine's potential for future
expansions that might require further rerouting. He also wondered about NOAA's potential
concerns here given their proximal location to the mine. Commissioners Lefgren and Kaynor
expressed concern about the construction schedule possibly displacing the Gold Discovery Run
event.

Mr. Wright also communicated that Borough departments recently received a policy on boards
and commissions from the Chief of Staff. It is mostly to do with how minutes and agenda are
taken and posted and does not significantly differ from what is currently done.

G. COMMUNICATIONS FROM ASSEMBLY:
None.

H. ACTION ITEMS
None.

I. INFORMATIONAL ITEMS

(MOTION to amend the agenda to reverse the order of agenda items 1.1. and 1.2. was made by
Commissioner Morack and seconded by Commissioner Lefgren. Carried with no objection.)

1. Draft memo to propose a land trade with the Alaska Ski Corporation—Mathew Carrick

Discussion: Commissioner Carrick introduced the draft recommendation which seeks to
solve access issues with the Alder Chute portion of the Equinox Marathon. The letter requests
that the Borough propose acquiring a parcel of land on Ester Dome (owned by Alaska Ski
Corporation) via a land transfer. If the party was willing, he suggested Borough ownership of
the trail would solve trespass, access and race coordination issues and possibly make a nice
park. Commissioner Rafson wondered what else the parcel could be used for.

Commissioner Morack suggested specifying the parcel for recreational use, if acquired.

Commissioner Hansen agreed that, if acquired, the primary use of the land should be
addressed and defined. Commissioner Rafson further suggested that other options should
be presented such as trying to acquire only an easement for the trail corridor.

Commissioners asked Mr. Justice about the section line to the west of the Alder Chute as a
potential alternative. Mr. Justice pointed out the location and said that two surveyors have
determined an easement exists within the section line to the south and north across Ski Corp
and Mental Health Trust lands. An application to develop this section line with a switch-back
trail is still under review by DNR. Chair Kaynor asked Mr. Wright about how the two
strategies for gaining public access to the Equinox Trail (an easement with Mental Health
Trust versus a land trade with Alaska Ski Corporation) fits into the Borough's overall strategy
for trails on Ester Dome. Mr. Wright was careful to distinguish overall trail access from the
specific marathon event. He said that the chief priority of the Borough’s trail program
regarding this matter is to find access across Ester Dome so trail users can enjoy the area
free of conflict and legally connect sections of existing trails in the Comprehensive
Recreational Trail Plan. While the Equinox Marathon race event is an integral part of this trail
and an important event, course locations and event decisions are the business of the race
organizers and their partners. Also, the attitude of landowners toward the trail should not be
discounted. At the moment, the Borough has a willing landowner in the Trust Land Office to
work with. Whether or not Alaska Ski Corporation wants to work with the Borough to provide
year-round access is strictly up to Ski Corp. The Corporation has not been contacted to
propose a land swap, however past efforts to gain access to the Alder Chute have not been promising. **Commissioner Carrick** suggested asking Ski Corp would be worth a try, and if they say “no,” other landowners could be approached. He also wanted to reassure local trail users that the intent of this letter is not to push motorized trail users off of Ester Dome. **Commissioner Morack** added that the intent is to gain public access to trails, not to limit access. He also suggested that wording be changed to offer land of a similar value rather than size. Commissioners agreed this should be placed on the next meeting’s agenda as an action item.

2. **Discussion regarding Commissioners’ priorities for amendments to the Comprehensive Recreational Trail Plan—TAC Members**

**Discussion:** **Chair Kaynor** requested commissioners go around the room and describe their top priorities for amending the Trail Plan. **Commissioner Morack** thought more about additions than amendments and hoped to add to the Plan the connector trail from Skyline Ridge Trail to the Goldstream valley trails as well as the connector trail from Chena Lake to the Chena Hot Springs Winter Trail and Chena Hot Springs Road Trails. **Commissioner Lefgren** had three priorities. First, to update the wording to reflect current state of the trails program and have the proper tense; second, to consider possible trail additions; and third, to change the wording regarding designated uses. **Commissioner Hansen** listed five priorities. First, update the language to reflect what is in place and what is planned for. Second, to develop Trail Management Objectives for each trail. This would also entail identifying who is responsible for each trail and providing guidelines for an Adopt-a-Trail program. Third, a policy on trail dedication should be outlined and made more available to users of the Trail Plan. Fourth, the Plan needs to better address how trails are managed and how to deal with use conflicts. Fifth, she would like to examine the six key “issues” currently outlined in the Trail Plan, in particular “Issue No. 3 – Trail Use Designation” and “Issue No. 6 – Legal Constraints.” She suggested these issues need to be better described in the Plan. And sixth, she would like to lay out a process for gathering public input for Trail Plan amendments and notifying trail users and neighbors. She would like to know what has been done in the past and how to best involve the public when considering any further amendments. **Commissioner Rafson** appreciated other commissioners’ ideas and was especially interested in identifying a method for maintaining trails in the Plan. He lamented there were not more resources or money to fund a planning process. He suggested drafting a scope of work and budget to present to the administration and asking for help. **Commissioner Kitchin** thought the TAC should examine the “Issues, Goals, Policies and Objectives” section of the Plan as well as update the description of the trail and their designated uses such as the Sheep Creek Dredge path. **Commissioner Carrick** wanted to update the trail use designations, specifically to add a use type to accommodate seasonal differences in uses. He also wanted to update individual trail descriptions to reflect current status and update the maps that are currently in the Plan to be more accurate, detailed, and legible. **Mr. Wright** gave a list of topics to consider examining for potential change. 1. Updating wording, particularly in the Introduction and Program Implementation sections. 2. Program Implementation. He suggested continuing to look into the Management and Maintenance of Trails section and continue to consider how to address this topic. This topic appears throughout the Plan. 3. The Issue of Requirements for Recreational Trail Maintenance. How should the Borough and community take care of the trails? The Plan prescribes an Adopt-a-trail program, but this has been known to be prohibitive. He suggests investigating whether this program is realistic. If it is not, the TAC and Borough should determine why and what needs to change. 4. Use designations have been described as inadequate. He suggested tackling a bigger question of whether the Plan itself should be the chief source of our policy on trail uses. Should there instead be a document? Should the plan be more flexible and refer to more specific policy like Trail Management Objectives? If so, the Plan should at least suggest a more specific policy be made. This will
require a better understanding of jurisdictions and responsibilities for certain trail types. 5. Reexamine trails in the Plan. Should new trails be added? Should anything be omitted? This will likely require some of the most input from the community and thus be the most time consuming process. Chair Kaynor expressed her desire to focus on a few priorities, as she doubted the TAC’s capacity to take on all desired changes to the Plan. But she remained optimistic that some meaningful changes could be accomplished if the TAC stays focused. She also wanted to focus on updating specific sections of the Plan, namely bringing it into the present. She wanted to identify what changes to the Trail Program will be most important, and then find and describe the programs, policies and tools that would allow them to make those changes incrementally and outline them in an amended Plan. For example, they may not be able to draft all the Trail Management Objectives or incorporate them into the Plan, but could use the Plan to say “we want TMO’s” and describe how that process should happen. She suggested that eventually, developing and referring to TMO’s could address issues like use designations. This topic has been a big problem at times and the Plan could describe this problem, remain flexible on the actual description of the recommended uses, and then prescribe developing a more specific policy. She emphasized the importance of not just identifying the changes that need to be made to the Trail Program, but using the Plan to describe meaningful ways to make those changes. Commissioners Rafson and Morack worried that opening the plan to any changes opens it all to Assembly review, which could threaten successful elements of the Plan. They added that this is why in the past the only changes have been trail additions. They expressed caution and wanted to be protective of what we do have. Commissioner Lefgren suggested this is why amendments should be considered one small section at a time instead of a complete comprehensive change.

Commissioners Carrick acknowledged that the process to make changes would be long and arduous and while some basic language, grammar and tense updates are needed, those alone will not be worth all the work required without some more substantive changes.

Commissioner Hansen agreed, saying the content of the Plan is not currently particularly useful and the TAC needs to look at its core to find what changes will be truly worthwhile. She expressed skepticism of too cautious of an approach and reiterated that reviewing and prosing amendments to the Plan is the role of the TAC. Commissioner Morack wondered if or why the process was different when the TAC was only adding trails while Commissioner Hansen assumed “an amendment is an amendment” and any would require the same process. Chair Kaynor suggested continuing the conversation next meeting and focusing on identifying what really needs to be changed, how the Plan should guide those changes and progress toward their goals, and to eventually working to understand the process involved in actually changing the Plan.

J. COMMISSIONER COMMENTS

Commissioner Carrick had no comments.

Commissioner Kitchin expressed concern and confusion about whether the Plan could be revised without losing important elements, but thought something needed to be done.

Commissioner Rafson expressed reservations about where the process of trying to change the Plan will lead.

Commissioner Hansen would like to see changes and figure out how to make those changes. She also thanked staff for implementing the Trails Challenge and has enjoyed the program.

Commissioner Lefgren agreed the Trails Challenge was a good program.

Commissioner Morack was also unsure where the amendment efforts are headed but will move forward. He suggested beginning with a map of all the trails.

Chair Kaynor echoed other comments. She said she does not like the idea that they cannot accomplish changes to the Plan, but agreed the TAC needs to be cautious. However, they cannot sit and do nothing, but should figure out a way forward. And if nothing else, they will
have helped find and describe how to move forward for when the time is right for another commission to take over. She also expressed some discomfort with the election process of the last meeting. She suggested having written ballots or at least requests that nominees not be present during voting so that members feel free to vote and deliberate honestly without pressure.

K. **AGENDA SETTING**
May 8, 2018, Meeting.
- Presentations: None.
- Communications from the Borough
- Action Items:
  1. *Draft recommendation to propose a land trade with the Alaska Ski Corporation—Mathew Carrick*
- Informational Items:
  1. *Continued discussion regarding Commissioners' priorities for amendments to the Comprehensive Recreational Trail Plan and how to make those changes—TAC Members*
- Committee Meetings: None.
- Special Notes: September and October agendas should address elections, trail funding priorities, and trail-related legislative priorities.

L. **ADJOURNMENT**
There being no further business, the meeting was adjourned at 8:50 p.m.

Submitted by,

[Signature]
R. Bryant Wright, Trails Coordinator
FNSB Parks & Recreation
Proposed Amendments to Fairbanks North Star Borough
Comprehensive Recreational Trail Plan

Summary of Changes to Trail Plan:

- Clarifies that the non-motorized use designation does not apply to grooming, maintaining and building trails.

- Confirms that the FNSB actively manages the class B trails – the trails included in the borough trail system.

- Adds Trail Management Objectives and the State Parks Trail Management Handbook

- Adds two new trail use designations, summer non-motorized with winter snowmachine use (SNWS) and custom use designations.

- Changes Skyline Ridge Trail to SNWS use classification

- Adds the Commuter Trail as a class B non-motorized trail.

- Adds Connector Trail/Van Trail as a class B SNWS trail.

- Updates the description for Equinox Marathon Trail

- Updates the description for Skarland Trail

AMENDMENTS ARE SHOWN IN LEGISLATIVE FORMAT Text to be added is underlined
Text to be deleted is [BRACKETED, CAPITALIZED]

ISSUE 3: Recreational Trail Use Designations

There are many different perceptions among trail users and property owners about the types of trail uses which are compatible with each other and adjacent land uses. Most frequently, the principal issue of concern has centered around compatibility of motorized and non-motorized trail use. Many homeowners do not consider motorized trail use appropriate in residential areas. In more rural areas where trail use is not as intense, less conflicts are likely to develop between different types of trail use. It is often desirable to keep recreational trails open to a variety of use types, however, if all trails are established for multiple uses, non-motorized trail users may not obtain the recreational experience they desire. In this situation, a system of all multiple use trails can eliminate the desired experience of non-motorized trail enthusiasts, in the same way a system of all non-motorized trails can eliminate the experience desired by motorized trail users. Public comment has indicated a desire for both multiple use and non-motorized trail types.

The non-motorized designation is not intended to prevent FNSB authorized construction, maintenance, and/or grooming with motorized equipment. The use designations are directed at
trail uses, not trail construction, maintenance, and grooming.

Goal:
Provide for a permanent trail system of both multiple use and non-motorized trails which is geographically distributed throughout the Borough and which can accommodate all trail user groups.

Policies:

1) The Borough will generally not promote development of motorized recreational trails within residential or urban areas. Exceptions to this policy can be made in cases where a location for motorized trail use is identified which is screened from surrounding residential areas, where a motorized trail can be located within a highway right-of-way or where specifically requested by residents of the area.

Objectives:

a. Identify trails or use areas adjacent to, but not within, residential areas which can be used for motorized recreation.

b. Establish trail use designations which reflect the desires of local residents.

2) Recreational trails which are established in rural areas as part of the Borough trail System should generally remain available for multiple recreational uses. Exceptions to this rule can be made if a particular type of trail designation is needed to fulfill an identified need or demand.

Objectives:

a. Work with state and federal agencies and local residents to ensure recreational trails established in rural areas of the Borough are available for a variety of recreational uses to the greatest extent practical.

b. Work with state and federal agencies to establish non-motorized trails in rural areas where significant demand is identified.

3) Where recreational trails are established for multiple uses and use increases to the point where conflicts become increasingly serious requiring use limitations, the primary, original recreational use shall have priority. Where trail rights-of-way are of adequate width, separate lanes for incompatible trail uses shall be established.

Objectives:

a. Retain wide corridors for trails designed for multiple uses whenever possible in order to accommodate separate lanes for incompatible trail uses.

b. Identify the primary recreational uses of trails when designated in order to facilitate future decisions on use priority.
A. PROGRAM IMPLEMENTATION

Successful implementation of the Fairbanks North Star Borough Recreational Trail Program will require a coordinated effort on the part of all the departments within the Borough which are involved in the recreational trail program. For the most part, responsibilities for implementation of the trail program and individual trails projects will follow the normal breakdown of Borough work tasks. Recommendations for changes in responsibilities and clarifications of existing tasks are included below.

1. Major Responsibility for the Recreational Trail Program

This study concurs with the recommendation of the draft Comprehensive Parks and Recreation Plan that the primary responsibility for the Recreational Trail Program should eventually be transferred to the Division of Parks and Recreation. This is necessary to focus all the recreation programming efforts of the Borough into one division. This shift will facilitate the budgeting of recreation projects and provide a single office for coordination of all trail activities. This relocation will provide a central location for establishment of the Adopt-a-Trail-Program. The Adopt-a-Trail Program should include all trail maintenance agreements whether the trail is located in a dedicated Borough park or dedicated trail. During the trail right-of-way acquisition process, a great deal of responsibility will continue to lie within the Department of Land Resources. Trail planning should continue to be coordinated with the Department of Land Resources.

2. Role and Responsibilities of the Trails Advisory Commission

The Trails Advisory Commission (TAC) should continue its operation as an advisory commission independent of the Parks and Recreation Commission. Responsibility for coordinating the TAC should continue to lie within the Division of Community Planning with gradual shift toward the Division of Parks and Recreation. The original ordinance which established the Trails Advisory Commission places the responsibility for the TAC equally with the directors of the Division of Community Planning and Division of Parks and Recreation. Duties which should be incorporated into the responsibilities of the Trails Advisory Commission include:

a. Assist in developing cooperative agreements between the Borough and other agencies to ensure the needs of both recreational trails and other resource developments are adequately addressed.

b. Identify priority uses of recreation trails and assist in resolving use conflicts when they arise.

c. Recommend priorities for trail project funding and rights-of-way acquisition.

d. Assist in developing cooperative agreements for trail maintenance within the Adopt-a-Trail Program.
Proposed Amendments to Fairbanks North Star Borough Comprehensive Recreational Trail Plan

3. Personnel Requirements

It is absolutely essential to the success of the trail program to retain the Trail Planner position on a continual basis. The Trail Planner will play a critical role in developing trail maintenance agreements, coordinating the Trails Advisory Commission, providing a source of agency and public contract and coordinating trails with other land development activities. Having the Trail Planner position funded on a continual basis will be economically beneficial to the Borough. A commitment to the continuation of this position will enable the Borough to more actively seek federal and state grant funds for trail projects with the assurance of a “project manager” to see the projects through. These grant funds for project implementation can far outweigh the cost of the single trail planner position. The position is also vital to the development of the Adopt-a-Trail Program which will greatly help to reduce future Borough trail maintenance and operations costs. The Trail Planner position should eventually be transferred to the Division of Parks and Recreation.

The scope of the Trail Planner position should be broadened to include more general, land related recreation planning concerns. In this function, the Trail Planner can serve to coordinate major land use planning efforts such as the Tanana Basin Area Plan, the Fairbanks North Star Borough Comprehensive Plan, the Fairbanks North Star Borough draft Parks and Recreation Plan and the Comprehensive Recreational Trail Plan to ensure the coordination of recreation planning efforts. This role may become particularly critical if the Tanana Basin Area Plan is adopted with the present policy of conveying land with community significant recreation values to the municipalities through A.S. 38.05.315 (see Legal Constraints). If this portion of the Tanana Basin Area Plan is adopted as proposed, the Borough could acquire significant blocks of land for recreational purposes but only if a commitment is made to manage and maintain the lands. This transfer of state land could greatly facilitate acquisition of trail greenbelt corridors or open space areas as proposed in the draft Comprehensive Parks and Recreation Plan. The Trail Planner would assist in developing management or maintenance programs for these parcels of land, perhaps through the Adopt-a-Trail (or Park) Program.

4. Funding Recommendations

The Borough should continue to utilize a variety of different funding sources with specific trail projects chosen to meet the particular requirements of the different
funding sources. The Trails Advisory Commission should continue to recommend projects for inclusion in the Borough’s Programs for Progress requests. Trail projects which meet the requirements of the Local Service Roads and Trails Program should be included in future LSR&T requests.

A major funding source which is well suited to recreational trail projects which has not been utilized by the Borough is the federal Land and Water Conservation Fund (L&WCF). With the Trail Planner position now included in the general operating budget of the Borough, providing some assurance of an available project manager, an effort should be made to submit a funding proposal under this program. There is a high probability of receiving substantial trail project funding through L&WCF if a well designed proposal is submitted. In the upcoming 1984-1985 legislative session the Borough should strongly support reintroduction and passage of legislation to establish an “Outdoor Recreation and Historic Properties Grant Program”. This legislation has been designed to specifically include recreational trail projects and could become a primary funding source if adopted. The Borough should urge that passage of the bill be accompanied with a fiscal note to initiate the grant program.

5. Borough Active Management of Borough Trail System

The FNSB will actively manage trails included in the borough trail system. The borough will adopt the State Parks Trail Management Handbook (2015) for reference in managing the borough trail system. Trail Management Objectives (TMOs) will be prepared for each trail in the borough trail system. TMOs are described in the State Parks Trail Management Handbook as:

"Trail Management Objectives are the most important tools that can be utilized in the management of a trail system for determining how individual trails will be developed, used, and maintained. A properly written TMO can be used to identify the types of use that will occur on a trail, how much use it is expected to receive, and how much maintenance will be required once it is built. Specifically, TMOs document Designed Use, Managed Use, and Design Parameters for both planned and existing trails. For existing trails, TMOs can be an effective tool to determine if a trail is being properly managed or if it is meeting intended standards or objectives. Absent of a trail management plan, TMOs should be developed with consideration given to how individual TMOs accommodate public need, protect resources, and are sustained in the future."

5. (renumbered 5 to 6)Revisions to the Plan

The Comprehensive Recreational Plan must be considered a dynamic plan which must be changed to reflect the changing status of individual trails or recreational use patterns. Changes to the plan should occur through two basic mechanisms: 1) a Comprehensive Recreational Trail Plan amendment; and 2) a periodic review-and-update of the plan itself.

Comprehensive Recreational Trail Plan amendments should go through the same basic plan amendment process as the Borough’s Comprehensive Plan. The major
difference would be that the initial review and recommendation on the proposed amendment would be accomplished by the Trails Advisory Commission. This recommendation will then be forwarded to the Planning Commission and then the Assembly. Additions or deletions of trails included in the Comprehensive Recreational Trail Plan can be handled through this process. Only trails which are shown to have community-wide significance as well as form a connecting link with the Borough Trail System should be considered for inclusion in Categories A and B in the Plan. The Trails Advisory Commission will establish criteria to guide the consideration of adding trails to the Plan. It is strongly recommended that the Comprehensive Recreational Trail Plan be reviewed and updated at least every five years. Ideally, updating should occur in conjunction with the updating of the Borough’s Comprehensive Plan (once every two years).

6. (renumbered 6 to 7) Additional Work Required

A key element in the implementation of the Comprehensive Recreational Trail Plan will be development of the Adopt-a-Trail Program. A major effort should be undertaken to organize this program and make the community aware of its presence and purpose. A series of meetings with trail user organizations, neighborhood associations or other interested groups should be organized to discuss specific details of how the program can best be run. As part of the development of the Adopt-a-Trail Program, the Borough should prepare a brochure for a “Trail Users and Land Developers Guide to Trail Dedication and Maintenance”. This brochure should be primarily designed to assist trail users in understanding how they can become more involved in reserving trails which are important to themselves and the community. The brochure should also assist land developers in understanding the Borough Trail Program and how trails can best be worked into subdivision design.

A second publication which should eventually result from the Trail Program is a brochure and map on trails and parks within the Borough. This type of information is in high demand from the Visitors Information Center and local sport shops. In addition, this type of brochure will be a valuable tool in demonstrating the availability of outdoor recreation opportunities. This will help in identifying recreational trails as an amenity to the quality of life in Fairbanks and can assist in attracting new residents and businesses to the Borough.

B. SPECIFIC TRAIL RECOMMENDATIONS

The Comprehensive Recreational Trail Plan identifies forty-eight recreational trails, or trail systems which are presently established or proposed for public dedication. Individual trails are recommended as: a) state or federal trails; b) components of the FNSB Recreational Trail System; or, c) neighborhood trail systems. Each trail is also identified as generally intended for multi-use, OR non-motorized uses only, summer non-motorized with winter snowmachines, and custom (see figure 2). Trails identified as multi-use will normally be available for a variety of both
motorized and non-motorized recreational uses. As the designation implies, motorized trail uses will not be allowed on trails designed for non-motorized purposes (except for FNSB authorized motorized equipment used in construction, maintenance and grooming). Summer non-motorized with winter snowmachine (SNWS) trails are trails that cross poor soils so are unsuitable for heavy vehicles during the thawed season but once frozen support snowmachine use. Custom designations are for trails that change along their length so no single designation is appropriate. Approved Trail Management Objectives (TMOs) are used for detailed use designations. Within these general guidelines individual trails or trail easements may be established for more specific use types.

Figure 2

Trails Proposed for Inclusion in the FNSB Comprehensive Recreational Trail Plan

(Trail numbers correspond to numbers on Trail Plan maps)

I. Trails Proposed for Public Dedication

A. State or Federal Trails

<table>
<thead>
<tr>
<th>Trail Number</th>
<th>Trail Name (existing trails)</th>
<th>Proposed Use Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>I-A2.</td>
<td>Chena Hot Springs Winter Trail</td>
<td>M (Multi-use’)</td>
</tr>
<tr>
<td>I-A3.</td>
<td>Circle-Fairbanks Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-A4.</td>
<td>Davidson Ditch Hiking Trails</td>
<td>N</td>
</tr>
<tr>
<td>I-A5.</td>
<td>N. Fork of the Chena Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-A6.</td>
<td>Old Murphy Dome Road Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-A7.</td>
<td>Old Saulich Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-A8.</td>
<td>Murphy Creek Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-A9.</td>
<td>Flood Control Levee Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-A10.</td>
<td>Zephyr Creek Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-A11.</td>
<td>Herning Hills/Bilikin Trails</td>
<td>M</td>
</tr>
<tr>
<td>I-A12.</td>
<td>Bev’s Loop Trail System</td>
<td>M</td>
</tr>
</tbody>
</table>

Recommended New Trails

| I-AR1. | North Star Bridle Trails | M |
| I-AR2. | Murphy Dome Ski Trails   | N |
B. Proposed Components of the FNSB Recreational Trail Network

<table>
<thead>
<tr>
<th>Trail Number</th>
<th>Trail Name (existing trails)</th>
<th>Proposed Use Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>I-B1.</td>
<td>Big Eldorado Creek Loop Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B2.</td>
<td>Chena-Gilmore Connector Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B3.</td>
<td>Chena Hot Springs Road Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B4.</td>
<td>Chena Lowland Winter Trail Connections</td>
<td>M</td>
</tr>
<tr>
<td>I-B5.</td>
<td>Chena Ridge F.E. Ditch Trails</td>
<td>N</td>
</tr>
<tr>
<td>I-B6.</td>
<td>Clearly Summit-Gilmore Dome Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B7.</td>
<td>Cripple Creek-Rosie Creek Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B8.</td>
<td>Equinox Marathon Trail</td>
<td>Custom/TMO</td>
</tr>
<tr>
<td>I-B9.</td>
<td>Eva Creek Trail</td>
<td>N</td>
</tr>
<tr>
<td>I-B10.</td>
<td>Goose Island ORV Area</td>
<td>M</td>
</tr>
<tr>
<td>I-B11.</td>
<td>Jeff Studdert Sleddog Trails</td>
<td>N</td>
</tr>
<tr>
<td>I-B12.</td>
<td>O’Connor Creek Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B13.</td>
<td>O’Connor Creek E. Ridge Trail</td>
<td>N</td>
</tr>
<tr>
<td>I-B14.</td>
<td>Sheep Creek Dredge Path Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B15.</td>
<td>Skarland Ski Trail</td>
<td>N</td>
</tr>
<tr>
<td>I-B16.</td>
<td>Tanana Valley Railroad Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B17.</td>
<td>Skyline Ridge Trail SNWS (Summer Non-motorized with Winter Snowmachines)</td>
<td></td>
</tr>
<tr>
<td>I-B18.</td>
<td>Gilmore Trail-Fairbanks Creek Connector Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B19.</td>
<td>Eldorado Ridge Connector Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B20.</td>
<td>Chena Slough Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B21.</td>
<td>Noyes Slough Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B22.</td>
<td>Eldorado Creek Trail</td>
<td>M</td>
</tr>
<tr>
<td>I-B23.</td>
<td>Little Chena River-Potlatch CreekTrail System</td>
<td>M</td>
</tr>
<tr>
<td>I-B24.</td>
<td>Cranberry Trail</td>
<td>N</td>
</tr>
<tr>
<td>I-B25.</td>
<td>Commuter Trail</td>
<td>N</td>
</tr>
<tr>
<td>I-B26.</td>
<td>Connector Trail/Van Trail</td>
<td>SNWS</td>
</tr>
</tbody>
</table>

Other Recommendations

| I-BR1.       | 100 Mile Loop Trail                                 | Present designation varies by segment |
| I-BR2.       | Ester Community Trail System                        | N                                     |
| I-BR3.       | Goldstream Valley Open Space/ Skyline Ridge Loop   | SNWS                                 |

C. Neighborhood Trail Networks

| I-C1.        | Cripple Creek Trail                                 | N                      |
| I-C2.        | Lincoln Creek Loop Trail                            | N                      |
| I-C3.        | Twenty-three Mile Slough Sleddog Trails             | M                      |

II. Existing Publicly Dedicated Trails
A. State or Federal Trails

II-A1. Chena Dome Trail (state)
II-A2. Chena River Lakes Recreation Area Hiking Trail (federal)
II-A3. Creamer’s Nature Path (state)
II-A4. Granite Tors Trail (state)
II-A5. Pinnell Mountain National Recreation Trail (federal)
II-A6. U of A Ski Trails (state-portion of Skarland Trail System)
II-A7. White Mountains Summer Trail (federal)
II-A8. White Mountains Winter Trail (federal)
II-A9. Colorado Creek Trail (state)
II-A10. Stiles Creek and Connector Trail (state)
II-A11. Angel Creek Valley Trail (state)
II-A12. East Fork Valley Trail (state)
II-A13. South Fork Valley Trail (state)
II-A14. Angel Rocks Trail and Connector (state)

B. FNSB Recreational Trails

II-B1. Birch Hill Ski Trails
II-B2. Salcha Ski Trails
II-B3. Two Rivers Recreation Area
II-B4. Sauna Avenue/O’Brien Street Trails
II-B5. Pearl Creek Nordic Park

I-B8. Equinox Marathon Trail

The Equinox Marathon Trail is a route delineated for the Equinox Marathon Race which lies largely within trail and road rights-of-way. This race is an important state wide running event and its trail should be incorporated in future land and road developments along its course. The Trail is also an important recreational trail. This trail should be designated non-motorized recreation except where the Trail coincides with an established road right-of-way or active mineral access trail. The TMO will detail the use designations.

Where the Equinox Trail crosses Alaska Ski Corporation and Mental Health Trust lands on the top of Ester Dome there are no public easements. It should be a high priority to resolve Equinox Trail issues on top of Ester Dome.

I-B15. Skarland Ski Trail

The Skarland Ski Trail is perhaps the most well-known and firmly established trail within the Borough Trail Program. The trail is primarily a recreational cross-country ski trail. Portions of this system which lie on University of Alaska property are used extensively for competition. [THERE IS ONLY ONE PARCEL
REMAINING ON THIS ENTIRE SYSTEM WHICH DOES NOT HAVE A LEGAL RIGHT-OF-WAY. THIS PARCEL SHOULD BE A HIGH PRIORITY FOR FUTURE EASEMENT ACQUISITION. AS AN INTERIM MEASURE, THE BOROUGH SHOULD EXPLORE ESTABLISHING A COOPERATIVE AGREEMENT WITH THE REMAINING LANDOWNER WHICH PROVIDES FOR CONTINUED USE OF THE TRAIL AND EVENTUAL DEDICATION, BUT WHICH ALSO RESERVES THE LANDOWNERS’ RIGHT TO REALIGN THE TRAIL IF THE LAND IS DEVELOPED IN THE FUTURE. Where the trail passes through subdivisions a platted easement was provided in the subdivision process. But there are places where the trail is in trespass as it strays outside the easement. It is a high priority to resolve the trespass issues.

I-B25 Commuter Trail
The Commuter Trail is an important connector between the W end of Skyline Ridge Trail and UAF, via the Skarland Trail. It has a dedicated easement across private land and traverses Pearl Creek Park. It is primarily a ski trail as it crosses swampy ground.

I-B26 Connector Trail/Van Trail
The Connector Trail/Van Trail serves as an important connection between the Skyline Ridge Trail and the Goldstream Valley Trails. It begins in FNSB Skyline Ridge Park and ends where it connects with Tanana Valley Railroad Trail.

II-B5 Pearl Creek Nordic Park
The Pearl Creek Nordic Park is a system of trails near Pearl Creek Elementary School on FNSB land. Due to the wet nature of the soils they are primarily for cross-country skiing although there is some summer use by rubber boot clad walkers and accommodations have been made for winter walking. The Skarland Trail and Commuter Trails pass through the park. The trails are maintained by volunteers.