

The key to successfully implementing Carson City’s UPMP depends upon consistent decision-making and collective action by the individual user groups, agencies, and local governments involved with trails in the City. This chapter outlines the key policies that will achieve the vision of this plan and provide consistent direction in day-to-day decision-making. It also includes specific actions that should be taken to ensure that the plan is implemented in its entirety.

12.1 POLICIES

Policies are statements of official direction. They establish precedents for decision-making. They are sometimes referred to as “decisions made in advance” that are therefore more objective than if they are made in relation to a specific project. Actions are the “to-do” list for the City to implement the Plan.

1. The UPMP is intended to be a “living document,” that is, reflective of current attitudes, conditions, and needs. To remain so, the Master Plan must be reviewed and updated regularly, at least annually.
2. The City will not make land use decisions that are in conflict with the UPMP. When potential conflicts arise, prior to the proposed action, the City will either modify the proposed action, or amend the UPMP, or both.
3. Before a pathway project crossing private land is proposed by the City, a study must be performed to find another pathway alignment on Federal, State, or City lands.
4. The City will work with the U.S. Forest Service, BLM, Nevada State Parks, Washoe Tribe, Bureau of Indian Affairs (B.I.A.), and other agencies, developers, and user groups in a cooperative manner to develop and maintain the UPMP, including its trails, trailheads, and support facilities.
5. The City will work with the Washoe Tribe and Bureau of Indian Affairs (B.I.A.) to assure that pathways on or adjacent to Tribal lands are mutually beneficial to the Tribe, the Bureau of Indian Affairs (B.I.A.), and the public.
6. Any new development, and redevelopment adjacent to a pathway identified in the Unified Pathways Master Plan, will be required to provide pathways connections (sidewalks, bicycle routes, or multi-use trails) to these facilities. If any new development or redevelopment is not adjacent to a pathway identified in the Unified Pathways Master Plan, the developer will be required to provide connectivity to the surrounding land uses with a pathway system.
7. Unless physically impossible (steep terrain, rivers, highways), internal pathway systems of developments will connect with nearby elements of the UPMP by providing direct connections where adjacent to the UPMP, or links and easements to property boundaries so that future connections can be made.
8. Public Works Department will be responsible for the design, construction, and maintenance of sidewalks and on-street bike lanes within any road’s right-of-way. The Parks and Recreation Department will be responsible for the design, construction, and maintenance for off-street pathways – outside of any road’s right-of-way.
9. Unless otherwise agreed or stipulated, the City will have maintenance responsibilities for the pathways shown on the UPMP that are on City and private land.
10. As a routine part of future roadway projects, the City will incorporate sidewalks, on-street bicycle lanes, and adjacent off-street shared-use paths that are indicated on the UPMP.
11. Carson City will cooperate with other governmental agencies to help obtain and develop relevant portions of regional trails such as the Tahoe Lake Trail (between Highway 28 and Lake Tahoe).
12. In the event that public land is privatized (through land exchanges, etc.), existing pathways and trailheads designated in the City trails plan will be preserved.
13. Trails will be located or relocated in areas, and with trail design standards and construction specifications that will avoid environmental and visual impacts and will be consistent with sound, scientific environmental stewardship.

14. The standards of the Americans with Disabilities Act (ADA) should be applied to complete loops of pathways as well as individual segments that connect to trailheads. (Avoid ADA segments that are dead ends or inaccessible to people with disabilities.)
15. Comply with relevant ADA Accessibility Guidelines (ADAAG) and American Association of State Highway and Transportation Offices (AASHTO) guidelines in all facets of pedestrian accommodation, including sidewalks, intersections, traffic signals, transit interfaces, and parking facilities, as well as off-street development of public places.
16. Enhance the pedestrian experience
17. Coordinate all pedestrian transportation enhancement projects with the UPMP, the Parks and Recreation Plan, other portions of the Regional Transportation Plan, and other planning tools as may be appropriate.
18. Ensure the consistency of the Carson City pathways planning effort with that of adjacent or overlapping agencies.
19. Ensure the connectivity of pathways in developing areas by requiring sidewalk/path connections between cul-de-sacs, and connections to adjacent paths (existing or future).
20. Emphasize pedestrian needs in the design of downtown sidewalks, street crossings, and access design. Ensure that sidewalk/parking lot interfaces are properly sized and designed to accommodate anticipated pedestrian loads.
21. Sidewalks are a vital component of all new development, and on-site sidewalks design must include adequate provision for interface with off-site walkways.
22. Increase transportation system functionality by developing and promulgating standards and practices that enhance interface between pedestrians and other modes, including bicycle and transit. This may involve mandating new development place greater emphasis on bicycle rack placement, transit stop design, on and off-street parking accessibility, and related intermodal concerns.
23. At-grade crossings must be designed to equally consider vehicular and trail user safety (pedestrian-actuated crossing lights, median “safe zone,” raised or texture change crossing surface, etc.).
24. Shared-use street designation is appropriate for streets with less than 2000 ADT.
25. Consider bicycles to the same extent as other travel modes in all aspects of developing the transportation system.
26. Keep the UPMP current.
27. Ensure bicycle facilities are included in all roadway improvement and development projects within the Carson City boundaries. Consider bicyclists as users in the design and construction of all roadway projects.
28. Provide adequate, predictable, and dedicated funding to construct and maintain bicycle lane improvement projects as identified in the UPMP.
29. Recognize the importance of bicycling for commuter trips, destination trips, and recreation trips when defining and prioritizing the Bicycle Plan.
30. Coordinate the planning, design, and construction of bicycle lanes with other agencies and municipalities within Carson City boundaries, continuing into neighboring jurisdictions.
31. Integrate bicycle lanes and facilities into the future fixed route transit system. Include bicycle storage at fixed route stops or bicycle racks on the transit vehicles.
32. Public Works department will be primarily responsible for the planning, construction, and maintenance of bicycle lanes. Coordinate bicycle lanes with other pathways of the UPMP to ensure continuity of routes.
33. Use the following criteria to assign priorities to bicycle lane projects:
 - ♦ address safety or hazardous conditions
 - ♦ provide key bicycle linkages in the urban area of the Carson City first
 - ♦ provide access to community activity centers (parks, schools, etc.)
 - ♦ take advantage of bicycle lanes provided by roadway improvement projects by providing key linkages
 - ♦ complete planned bicycle lanes or trails
 - ♦ provide linkages to the transit and school bus systems
34. Design standards for bicycle lanes shall be the most current edition of the “Guide for the Development of Bicycle Facilities” (AASHTO) and the “Manual of Uniform Traffic Control Devices” (MUTCD).
35. Address persons with special needs in designing, implementing, and maintaining bicycle transportation projects.

- Requirements of the Americans with Disabilities Act as amended shall be addressed for both public and private projects.
36. Establish and fund a training and education program to increase the awareness of City staff about bicycle needs including design standards, construction signing, maintenance needs, and increased technical expertise.
 37. On- street bike lanes should be designed and monitored to improve security and safety. Establish regular, scheduled pathway maintenance, pavement and shoulder repair, vegetation placement/removal, and police patrols. Allow different levels of maintenance for each facility based on amount and type of use or exposure to risk.
 38. Assure that bicycle lanes are provided, where consistent with the UPMP, in and adjacent to development projects. Encourage development projects to provide linkages to existing or proposed bicycle facilities.
 39. Require new or renovating properties to provide bicycle parking. Consider other facilities to encourage the use of bicycles.
 40. Coordinate the planning, development, and funding of bicycle systems with affected citizens, neighborhood associations, and business groups.
 41. Establish numbered bike routes with other counties, such as US395 and US50. Work toward interstate bike routes with adjoining states
 42. Carson City may periodically close trails for rehabilitation of trails, sensitive lands, and watersheds.
 43. Off-street trails shall be designed for multiple uses unless constrained by available land (steepness, ROW width), incompatible adjacent land uses, the comfort and safety of users, or environmental considerations dictate restricted uses. OHV usage shall be on designated trails only.
 44. In creating recreational trails, off-street paths are strongly preferred over on-street bike lanes.
 45. The City supports the continued designation and use of areas for specific forms of non-automobile usage. An example is the portion of Prison Hill designated for non-motorized use.
 46. Horses are allowed on all streets in Carson City. However, in some areas of the City with significant horse ownership, equestrian routes may be signed to alert drivers and other users.
 47. The trailhead symbols on the UPMP are inclusive of those below. That is, OHV trail heads include equestrians and other trail users. Equestrian trailheads exclude OHV use, but include parking for hikers, bikes, etc. Pedestrian trail heads exclude OHV and equestrian use. Walk-to trail heads exclude any kind of vehicle parking.
 48. In order to impact the least amount of private property possible, off-street trails should generally be aligned along property lines or in locations compatible with existing or proposed land uses, so long as the intent of the pathways system is accomplished.

12.2 ACTIONS

1. Hire a Pathways Coordinator to have overall responsibility for coordinating the planning and design of all pathway projects (on- and off-street) and assist with the safe route to schools program, including pedestrian sidewalks and bikeways. In addition, this individual would apply for grants to implement the UPMP and could acquire funds which outweigh City's salary expenses. Recommendation: Assign the Pathways Coordinator to the Parks and Recreation Department. Ensure that this person is included in the design review/sign-off process for subdivisions, rezoning, and issuing of building permits.
2. Develop snow removal management plan for basic network of pathway system.
3. Allocate specific pathways responsibilities between Parks and Public Works (e.g. Parks = off-street, Public Works = sidewalks and on-street bike lanes), and develop interdepartmental procedures for consolidated construction and maintenance.
4. Amend as necessary City land use regulations (subdivision, zoning, building permits) to ensure that adequate mechanisms are in place to achieve the dedication of pathways and trailheads in all new development and major redevelopment. Evaluate the potential of dedication requirements, RCT parks credits, and development incentives (e.g. density bonus) as means of obtaining trails and trail easements from developers and draft recommended amendments to City ordinances incorporating these mechanisms.
5. Develop and adopt standards for maintenance of on- and off-street and pathway facilities, including year-round sweeping and winter snow removal.
6. Each year, develop and adopt both an annual and a 5-year Pathways Implementation Program. Include:
 - + acquiring easements
 - + pathway and trail head construction
 - + repairs and maintenance
 - + intersection improvements¹
 - + signage
 - + changes to regulations
 - + educational programs
 - + cultural and historical clearances
7. Develop a schedule, procedures, and supporting documentation (e.g. maps, property valuations, fiscal benefits) to work with private land owners, NDOT, the BLM, and the USFS to obtain easements, and assert prescriptive uses, etc. to implement the UPMP.
8. Work through the Open Space Manager to secure trail easements in City Open Space to implement the UPMP.
9. Work with the BLM and the Forest Service to increase the stewardship of the pathway system on public land. Convene a "working group" consisting of the City and local pathway user groups to explore ways to jointly improve pathway maintenance and oversight—either by increased federal funding and commitment or by cooperative efforts with other agencies and groups.
10. Work with the Washoe Tribe and the Bureau of Indian Affairs (B.I.A.) to identify pathways that will help connect Tribal communities as well as provide connectivity for public trails. Develop standards, signage, and regulations that will ensure public respect for Tribal lands and cultural resources. Explore opportunities to incorporate historic Tribal migration routes into the pathways system.
11. Develop detailed standards for all pathway types and components, including dimensions, paving materials, striping, landscaping, drainage, drain inlet grates, adjacent fencing, curbs, traffic control devices, and other design elements. Include regulations of adjacent uses, such as prohibiting the overhang of automobile parking onto sidewalks or paths, a standard for driveway spacing that cross off-street paths, etc.
12. Evaluate and adopt the Universal Access Trail standards for the accessible portions of the City's proposed pathway system.
13. With the aid of volunteers, complete a detailed mapping of all existing pathways in Eagle Valley, including type, condition, and current use.

¹ Place a high priority on improvements to intersections with high-volume trails or paths. Use innovative design treatments (e.g., lighted signage, different textured or colored bike lanes, advance bicycle stop lines at intersections, and bike path crossing markings) where appropriate.

14. Create a standard for trail signage (trail identification, responsible agency, permitted uses). Implement over 5-year period. For example:
 - ✦ Develop a uniform and consistent trail identification system (name, number)
 - ✦ Work with Public Works, NDOT, BLM, USFS, Washoe Tribe, B.I.A, and local stakeholder organizations to standardize information and symbols on signage across jurisdictional boundaries
 - ✦ Develop effective trail head signage regarding trail etiquette and use regulations
15. Make trail information available to visitors and residents. For example,
 - ✦ Working with other agencies and interest groups, develop and distribute trail maps and a web-resource regarding pathway locations, trail etiquette, and safety regulations.
 - ✦ Contact publishers of trail guides and maps and make UPMP information available to them (as unofficial maps).
16. Work with U.S. Forest Service, B.L.M., Nevada State Parks, Nevada Division of State Lands, Washoe Tribe, and the B.I.A in any future pathways planning efforts to refine the UPMP on properties managed by these agencies.
17. Enlist volunteers to:
 - ✦ Participate in annual “trail work days” to clean up, repair, revegetate, and even construct trails
 - ✦ Take sample counts of pathway use (to measure growth in use)
 - ✦ Monitor compliance with pathway etiquette (noise, yielding ROW, speed, safety, etc.)
 - ✦ Present pathway etiquette programs in schools and to local service organizations.
 - ✦ Develop educational materials and programs for the users of the pathways system
18. Collect available data and mapping of environmental factors. Augment with site-specific observations. Create suitability maps for trail types and conditions. Refine data and mapping as resources permit.
19. Develop standards for various trail and user types to ensure environmental sustainability and minimize visual impacts.
20. With the Open Space Manager, develop management programs for trails and adjacent areas. Reclaim areas subject to erosion and highly visible visual degradation.
21. With input from OHV users, other trail users, Federal and State agencies, resource management specialists, and the entire community, do a detailed evaluation and designation of trails suitable for OHV use.
22. Work with trail user groups to adopt pathway etiquette standards. Jointly disseminate pathway etiquette standards through: presentations to user groups, presentations at schools, trailhead signage, newspaper articles and/or paid advertisements and volunteer trail monitors observing compliance and reminding users.
23. Maintain an inventory of existing pedestrian facilities, including site-specific and systemic deficiencies, particularly those which constitute “missing links.” Develop a plan to prioritize and improve deficiencies. Identify all available funding sources for pedestrian enhancements.
24. Regularly evaluate available pedestrian crash histories to determine if specific safety concerns can be identified and remedied. Establish a plan to improve safety at high crash locations.
25. Develop sidewalk and street crossing design, construction, and maintenance standards. Standards should distinguish between urban and rural standards. Base standards on the Nevada Pedestrian Plan and Design Guidance (NDOT, due for release in early 2006) and Guide for the Planning, Design, and Operation of Pedestrian Facilities (AASHTO, 2004), with modifications as appropriate to address specific Carson City-area needs. Where traffic control devices are involved, standards should conform to the Manual on Uniform Traffic Control Devices (FHWA, 2003 or subsequent updates).
26. Develop and adopt crosswalk marking standards which are attractive and safe and which comply with NDOT practices to be issued in 2006 as an addendum to the AASHTO, Guide for Planning Design, and Operation of Pedestrian Facilities. Utilize the pedestrian facility inventory database to identify locations requiring improvement.
27. To ensure compliance with appropriate ADA Accessibility Guidelines, develop a plan and a funding program to retrofit existing facilities to a state of ADA compliance over a reasonable period of time. Utilize the pedestrian facility inventory database to identify and prioritize locations requiring improvement.
28. Develop standards for landscaping sidewalks and paths incorporating practical constraints imposed by geometrics, ADA accessibility requirements, budgetary considerations, and maintenance feasibility.
29. Work with other agencies, including the Carson City Convention and Visitors Bureau, to develop walking maps

that make sidewalks more useful and attractive to residents and visitors.

30. Develop and maintain a community-wide Safe Routes to School Program in accordance with the federal legislation (such as the 2005 SAFETEA-LU), and seek funding available under that legislation. Carson City should take an aggressive stance in applying for a fair share of Nevada's portion (5 million dollars) of the \$612 million dollars available for the 2006-2009 timeframe.
31. Develop specific standards for sidewalks in higher density districts (governmental core, the historic district, or areas of concentrated gaming and resort development) that generate extraordinary pedestrian demands not reflected in conventional development standards. Consider for example, wider sidewalks, crosswalks, and ramps.
32. Install signage regarding location, points of interest, and safety access.
33. Develop annual maintenance program, using volunteers to remove in-stream hazards, upgrade rock diversions and to clean up the river.
34. Organize Safety Education Classes and conduct periodic "friendly" objectives. If warranted, establish permit process to assure users are educated.
35. Provide basic amenities at all river access points.
36. Develop a weed management program for the River Corridor.
37. Conduct annual planning coordination meeting with Lyon County.
38. Provide regional coordination to locate one public river rest area within the Carson River canyon.
39. Provide training and equipment to the Carson City Fire Department to increase their agency's river rescue capabilities.
40. Develop aquatic recreation and education programs through the Carson City Recreation Division to promote outdoor river experience for youth and adults.
41. The primary need for improvements to the Carson River Aquatic Trail are related to public safety, river access and natural resource management.