



Fairbanks North Star Borough

COMMUNITY PLANNING

Administration Division

planning@fnsb.gov

Main: (907) 459-1260

Fax: (907) 459-1255

MEMORANDUM

TO: FNSB Assembly

FROM: Randy Pitney
Chair, FNSB Platting Board *RWP*

Kellen D. Spillman
Community Planning Director *KDS*

DATE: June 8, 2023

RE: **Platting Board Action on Referral of Ord No. 2022-47:** An ordinance adopting the updated Comprehensive Recreational Trails Plan as an element of the FNSB Regional Comprehensive Plan

Ord No. 2022-47, a proposal to adopt a new draft Comprehensive Recreational Trails Plan as an element of the Comprehensive Plan, was referred back to the Platting Board and by the FNSB Assembly on February 24, 2023 for "a recommendation on producing a detailed map that shows property lines and roadways so landowners can identify any impacted parcels they own and at least three alternative ways of connecting A and B trails without forcing landowners to give up their property through the platting process."

The FNSB Platting Board held a work session on April 19, 2023 and a public hearing on May 17, 2023 to reconsider Ord No. 2022-47.

After a report by FNSB Staff, the Platting Board received both written and in-person public testimony. The staff report focused on alternatives for implementation of the trail plan through either proactive acquisition of trail easements or incentivized measures in the subdivision code.

The Platting Board recommended approval (6-2) with the following recommendations:

"To recommend to the FNSB Assembly approval of Ord. 2022-47: An ordinance adopting the updated Comprehensive Recreational Trails Plan as an element of the FNSB Regional Comprehensive Plan with consideration of the following four (4) implementation strategies and one (1) recommendation on mapping:

- 1. Amend the Capital Improvement Program (CIP) "FNSB Public Community Trails Program" project (AKA the "Trail-a-Year Program") to specifically prioritize acquiring easements on Category A and B trails in the newly updated trail plan.**
- 2. Amend the FNSB Land Management Code, FNSBC 20.12.020, to develop a more streamlined process explicitly allowing for the FNSB Administration to acquire trail easements for trails in the updated Trails Plan when fair market value is being offered without additional assembly approval.**
- 3. Amend the FNSB Budget to allow for a fee waiver for Final Plats on subdivisions that are dedicating trail easements per FNSBC 17.56.040(A). This could be a free final plat or a reduced cost final plat.**
- 4. Consider the option of having the FNSB clear and brush trail easements when sub-dividers are re-routing a trail easement covered in FNSBC 17.56.040(C).**
- 5. Publish adopted Trail Plan alignments on the Borough's online Interactive GIS Map."**

More information, including minutes, will be available when this item is before the Assembly; staff from the Community Planning Department and the Platting Board Chair are expecting to attend the June 8, 2023 meeting.

Attachments:

May 17, 2023 Platting Board Action Memo
Staff Report

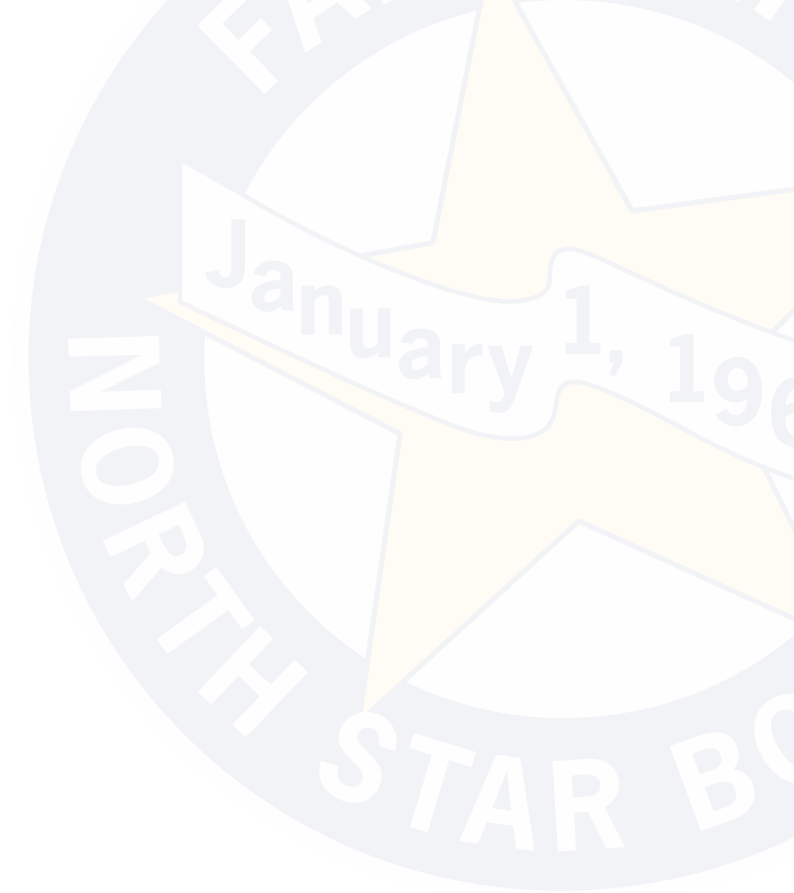
FAIRBANKS NORTH STAR BOROUGH

Ord. No. 2022-47
Comprehensive Recreational
Trails Plan Update:
Recommendation to Assembly

Platting Board Public Hearing May 17, 2023

Kellen Spillman, Director, FNSB Community Planning

Bryant Wright, Planner, R&M Consultants



Context & History

- Original Trails Plan adopted in 1985
- Updated list of trails in 2006
- Trail Plan is a tool used to identify, preserve, and manage important recreational trail corridors
- It has three functions:
 1. Establish a categorized system of trails
 2. Call for a trail dedication authority to protect public access to trails
 3. Establish maintenance policies for trails

COMPREHENSIVE RECREATIONAL TRAIL PLAN



- **FNSB Subdivisions Code Title 17.56.040:**
- *On lands through which Category A and B trails pass, the platting board shall require the dedication of easements to conform to the adopted comprehensive recreational trail plan.*

Trail Plan Implementation

- **Title 17 Subdivisions: *17.56.040 Trail Easements***

- A. On lands through which Category A and B trails pass, the Platting Board shall require the dedication of easements to conform to the adopted comprehensive recreational trail plan.
- B. Existing trail alignment may be adjusted to minimize impact on subdivision design, property use, and safety of residents, and to avoid conflict with existing or proposed roads, driveways, and utility or other special purpose easements. Such adjustments must be consistent with preservation of the continuity of the trail, safety of the trail users, and the purpose of the trail. Adjustments should be made only where necessary.
- C. Where realignment is proposed, the new segments to be reserved shall be:
 1. Cleared of all trees or brush to a width of five feet for nonmotorized trails or eight feet for multiple use trails; and
 2. Equivalent, as nearly as practicable, to the average grade, slope, and terrain of the existing trail; and
 3. A gradual transition from the existing trail. Transition points shall be marked or flagged to identify the transitions

Planning Outcomes

- The Trail Plan update is the product of a **comprehensive and highly engaging process**.
- The Trail Plan **recommends preserving Title 17.56.040 Trail Easements** as an essential method of securing and protecting trail access for the Borough public.
- **Subdivision is voluntary** and Title 17, as written, offers **multiple options for landowners** to reduce or avoid burdens on their properties, ultimately at the **discretion of the Platting Board**.
- The Trail Plan further recommends **prioritizing proactive, compensatory approaches** to securing public access. Negotiations can be made prior to or even **outside of the platting process**.
- Substantial **funding has been allocated** by the assembly through the CIP to negotiate with and compensate landowners who voluntarily choose to allow access.

Approval Process & Status

- **8/1/22** **Trails Advisory Commission:** Recommended Assembly approval of Trails Plan
- **8/25/22** **FNSB Assembly:** Referred Plan to Planning Commission and Platting Board
- **9/13/22** **Planning Commission:** recommended Assembly approval
- **9/21/22** **Platting Board:** recommended Assembly approval
- **11/10/22** **FNSB Assembly:** Hearing on approval of **Ord 2022-47** to adopt updated Trails Plan
 - All minor amendments from Platting and Planning incorporated via Assembly motions.
 - Final vote postponed to Feb 23rd, 2023
- **1/12/23** **Ordinance No. 2022-65 introduced**
 - An ordinance amending FNSBC 17.56.040, Trail Easements (to remove dedication requirement)
 - Ordinance defeated 4-5
- **2/23/23** **FNSB Assembly:** Continued debate on Ord 2022-47
 - Referred to Platting Board with recommendation due back **6/8/23**

Referral To Platting Board

- **2/23/23 FNSB Assembly:** Hearing on approval of Ord 2022-47 to adopt updated Trails Plan
 - Debate, motions for minor amendments, postponement and referral to Platting Board.
- “Refer ordinance No. 2022-47 back to the Platting Board for the sole purpose of producing a detailed map that shows property lines and roadways so landowners can identify any impacted parcels they own and at least three alternative ways of connecting A and B trails without forcing landowners to give up their property through the platting process, ordinance is due back June 8, 2023, regular assembly meeting, as amended.”

Referral To Platting Board

- **TASK 1: “Produce a detailed map that shows property lines and roadways so landowners can identify any impacted parcels they own”**

- **Reminder:**

- On private property, the trail already exists on the ground or, if not, there is a platted easement
- Landowners affected by or adjacent to Trail Plan Trails have already been **mailed notices 3 times**
- Further owner inquiry (recommended) requires individual consultation with FNSB

- **Interactive Online Mapping**

- Updates forthcoming
- Mimics FNSB GIS Tax Parcel Viewer
- Searchable property database
- Land ownership
- Easements
- Trail information

TRAILS PLAN ORD. 2022-47 | Platting Board 5/17/23

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The screenshot shows a web application interface for a draft plan. The main map area displays a satellite view with overlaid trail lines and easement boundaries. A search bar at the top left contains the text "Find address or place". A legend on the right side of the map lists "FNSB Trails Data 20230509" and "Access_Easements_incomplete (FNSB)". The legend includes symbols for "Access" (dashed green line), "Airstrip" (dashed blue line), and "Driveway" (hatched pattern). A popup window titled "(2 of 7)" is open over the map, displaying details for an "Access_Easements_incomplete" record. The popup contains the following information:

Access_Easements_incomplete:	
Easement Type	Trail
Easement Name	
Easement Notes	20' NON-MOTORIZED RECREATIONAL TRAIL EASEMENT FOR SKARLAND SKI TRAIL
Record Name	2012-046
Record Date	
Record Area	
Record Area Units	no recorded value
Zoom to	...

IMPORTANT: The prefix "I" and "II" signify the status of public access. Trails with the prefix "I" DO NOT HAVE COMPLETE PUBLIC ACCESS. Trails with the prefix "II" have formalized public access by land ownership or other recorded public reservation.

This map identifies the Fairbanks North Star Borough's (FNSB) planned trail system and depicts existing trails owned, managed, or maintained by the FNSB as well as aspirational trails which may not yet be constructed or for which there may not yet be legal public access. Trails, or sections of trail, are shown regardless of construction status and availability of public access. The maps and data provided are not intended for use as navigational tools and may contain errors, omissions, or outdated information. The maps and data are made available on the condition that users agree that the FNSB will not be held liable for any loss, injury, or damage of any kind, whether direct or indirect, resulting from any errors or omissions in the maps or data or from use of the information on these maps. Users are solely responsible for using their own judgment in interpreting and utilizing this information and are cautioned against entering private property without permission of the landowner. For a list of existing Borough trails for which there is legal public access, please visit the Trails Office webpage hosted at <https://fairbanksak.myrec.com>.

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IMPORTANT: The prefix "I" and "II" signify the status of public access. Trails with the prefix "I" DO NOT HAVE COMPLETE PUBLIC ACCESS. Trails with the prefix "II" have formalized public access by land ownership or other recorded public reservation.

II-B15.***Skarland Ski Trail****(Map pages 82, 84, 96, 98)*

The Skarland Ski Trail (previously Proposed Trail #I-B15) is perhaps the most well-known and firmly established trail within the Borough Trail Program. The non-motorized trail was initially developed as a recreational cross-country ski trail, but remains one of the premier singletrack summer hiking trails near Fairbanks. The trail originates on the University of Alaska Fairbanks North Campus which houses the 6 mile loop. The 9 mile and 12 mile loops extend north of campus through the Magoffin, College Hills and Musk Ox residential subdivisions. Portions of this system which lie on private property are now entirely protected via platted trail easements and used for casual recreation and occasional competitive events. Since the trail has been fully dedicated for public recreational use, it should be managed as a recreational facility. The trail is currently maintained by dedicated volunteer trail users.

Further information and are cautioned against entering private property without permission of the landowner. For a list of existing Borough trails for which there is legal public access, please visit the Trails Office webpage hosted at <https://fairbanksak.myrec.com>.

Referral To Platting Board

- **TASK 2: “[Produce] ...three alternative ways of connecting A and B trails without forcing landowners to give up their property through the platting process”**
- **Current options in FNSB Code:**
 - No subdivision (landowner discretion)
 - Realignment (FNSBC 17.56.040. B.)
 - Variance (FNSBC 17.64.010)
- **Example Variances:**
 - Reduced easement width
 - Specific easement language (use, season, etc.)
 - Waive specific requirements (clearing, etc.)

Referral To Platting Board

- **TASK 2: “[Produce] ...three alternative ways of connecting A and B trails without forcing landowners to give up their property through the platting process”**
 - **Trail Plan recommends compensation:**
 - Title 20 Land Acquisition
 - Negotiated purchase
 - Negotiated lease
 - Exchange for FNSB Land
 - Voluntary grant of easement
 - Fee waivers, tax incentives
 - **“Trail-A-Year” CIP Project**
 - Public Community Trails Improvement Program
 - \$350K/year to purchase and/or construct access
 - Already approved by assembly
 - Negotiate access BEFORE platting process
 - Trail Plan trails only: requires up-to-date plan

Alternative #1

- 1. Amend the Capital Improvement Program (CIP) “FNSB Public Community Trails Program” project (AKA the “Trail-a-Year Program”) to specifically prioritize acquiring easements on Category A and B trails in the newly updated trail plan. The CIP identifies funding priorities boroughwide for the following two years. The “Trail a Year” program currently funded at \$350,000 per year.
- *Purpose: Reinforce and clarify FNSB’s intent to compensate landowners who voluntarily offer formal trail access.*

Alternative #2

- 2. Amend the FNSB Land Management Code, FNSBC 20.12.020, to develop a more streamlined process explicitly allowing for the FNSB Administration to acquire trail easements for trails in the updated Trails Plan when fair market value is being offered without additional Assembly approval. Code currently does not explicitly call out that this Administrative acquisition process can be done for trail easements.
- *Purpose: Improve FNSB's ability to compensate landowners, clarify process for FNSB trail acquisition, establish Trail Plan trails as priorities for acquisition*

Alternative #3

- 3. Amend the FNSB Budget to allow for a fee waiver for Final Plats on subdivisions that are dedicating trail easements per FNSBC 17.56.040(A). This could be a free final plat or a reduced cost final plat. There is no such allowance in code now the fee for a Final Plat is currently \$400 plus an additional \$100 per lot.
- *Purpose: Incentivize trail dedication during platting and reduce financial burden on subdivider.*

Alternative #4

- 4. Consider the option of having the FNSB clear and brush trail easements when sub-dividers are re-routing a trail easement covered in FNSBC 17.56.040(C).
- *Purpose: Reduce burden on landowners trying to reroute a trail during the platting process. Current code requires the applicant to clear a new route. This recommendation offers FNSB resources instead.*

- *“I move to recommend to the FNSB Assembly approval of Ord. 2022-47: An ordinance adopting the updated Comprehensive Recreational Trails Plan as an element of the FNSB Regional Comprehensive Plan with consideration of the following four (4) implementation strategies and one (1) recommendation on mapping:”*
- **1. Amend the Capital Improvement Program (CIP)** “FNSB Public Community Trails Program” project (AKA the “Trail-a-Year Program”) to specifically prioritize acquiring easements on Category A and B trails in the newly updated trail plan.
- **2. Amend the FNSB Land Management Code**, FNSBC 20.12.020, to develop a more streamlined process explicitly allowing for the FNSB Administration to acquire trail easements for trails in the updated Trails Plan when fair market value is being offered without additional assembly approval.
- **3. Amend the FNSB Budget** to allow for a fee waiver for Final Plats on subdivisions that are dedicating trail easements per FNSBC 17.56.040(A). This could be a free final plat or a reduced cost final plat.
- 4. Consider the option of having the **FNSB clear and brush trail easements** when sub-dividers are re-routing a trail easement covered in FNSBC 17.56.040(C).
- **5. Publish adopted Trail Plan alignments** on the Borough’s online Interactive GIS Map.



Fairbanks North Star Borough

DEPARTMENT OF THE ASSEMBLY
Division of Boards and Commissions

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Main: (907) 459-1401
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MEMORANDUM

TO: Bryce J. Ward, Mayor, Fairbanks North Star Borough
THROUGH: April Trickey, MMC, Borough Clerk *AT*
FROM: Alexis Fackeldey, Assistant Clerk I *AF*
DATE: May 18, 2023
SUBJECT: **ACTION OF THE PLATTING BOARD MEETING OF MAY 17, 2023**

Regular Meeting Convened at 6:01 p.m./Adjourned at 10:19 p.m.

Members Present

Steven Brooks	Ginger Orem	Traci Schachle
Kuba Grzeda	Ida Petersen	Troy Hicks
Kellie Fritze, Vice-Chair	Randy Pitney, Chair	

Members Absent and Excused

NONE

Ex Officio Members Present

David Bredlie, Public Works Director

The following action was taken at the above-referenced meeting:

MINUTES

Platting Board meeting minutes from April 19, 2023

-Approved (8-0)

REPORTS

Update on the Comprehensive Road Plan progress by Kellen Spillman and Chair Pitney.

-Kellen Spillman, Community Planning Director, reported on the public comments received.



QUASI-JUDICIAL**SD020-23 Bakkenwood Estates Phases Two Through Four:**

A request by 3-Tier Alaska, on behalf of Jimmy and Danielle Terry, to subdivide Tract A, Bakkenwood Estates Phase One, into 28 lots ranging in size from 40,050 square feet to 56,410 square feet, totaling approximately 33.62 acres. The subdivision will be developed in three phases. The property is located within the S½ NW¼ Section 30, T.1S., R.2E., F.M., on Secluded Drive and Scougal Road. **(Staff Contact: Dave Ruzicka)**

-Approved (8-0)

SD025-23 Senecal Subdivision:

A request by 3-Tier Alaska, on behalf of Joyce Carol Holcomb and Ariana & Amberly Rosen, to subdivide TL-1704 Section 17, T.1S. R.2E., F.M., the remainder parcel of FNSB Waiver 170-75 and Whitman Subdivision, into 32 lots ranging in size from 0.92 acres to 3.66 acres, totaling approximately 36.96 acres. The property is located within the S½ S½ SE¼ Section 17, T.1S., R.2E., F.M., on Senecal Street, Peede Road, and Brock Road. **(Staff Contact: Dave Ruzicka)**

-Approved (8-0)

SD024-23 Carter Subdivision 3rd Addition:

A request by Stutzmann Engineering Associates, Inc., on behalf of The Doyle Rossi Trust and Jeffrey M. Rossi & Cathleen H. Doyle, to subdivide Lot 3, Block 1, Carter Subdivision, and the remainder portion of Carter Subdivision, into two lots of approximately 1.84 acres and 2.2 acres, and a remainder tract of approximately 29 acres. A variance has been requested from FNSBC 17.56.010(F) to allow for direct lot access onto a major collector roadway. The property is located within the N½ SW¼ Section 3, T.1N., R.1E., F.M., on Gilmore Trail. **(Staff Contact: Dave Ruzicka)**

-Approved Subdivision (8-0), Approved Variance (8-0)

RP021-23 Murray Highlands:

A request by Stutzmann Engineering Associates, Inc., on behalf of John A. Adamson, to replat Lot 1, Block A, Murray Highlands by requesting a variance from FNSBC 17.56.010(F) to allow for direct lot access onto a major collector roadway. The property is located within the SE¼ Section 25, T.1N., R.1W., F.M., on the Old Steese Highway. **(Staff Contact: Dave Ruzicka)**

-Approved Replat (8-0), Approved Variance (8-0)

PUBLIC HEARING

VA002-23 / RP020-23 Fairbanks Townsite:

A request by Stutzmann Engineering Associates, Inc., on behalf of Patrick Levy, to vacate an approximately 250sqft portion of the Cushman Street right-of-way, thereby replatting Lot 4A, Block 66-A, Fairbanks Townsite into an approximately 5,500sqft lot. The property is located within the E½ Section 10, T.1S., R.1W., F.M., on Cushman Street and Fifth Avenue. **(Staff Contact: George Stefan)**
-Approved (8-0)

ORDINANCE NO. 2022-47 FNSB COMPREHENSIVE RECREATIONAL TRAIL PLAN – Referred back to Platting Board by FNSB Assembly

A recommendation to the Assembly on Ordinance No. 2022-47, an ordinance adopting the updated Comprehensive Recreational Trail Plan as an element of the FNSB Regional Comprehensive Plan. The FNSB Assembly referred the Plan back to the Platting Board for a recommendation on producing a detailed map that shows property lines and roadways so landowners can identify any impacted parcels they own and at least three alternative ways of connecting A and B trails without forcing landowners to give up their property through the platting process. **(Staff Contact: Kellen Spillman)**
-Recommended (6-2):

- 1. Amend the Capital Improvement Program (CIP) “FNSB Public Community Trails Program” project (AKA the “Trail-a-Year Program”) to specifically prioritize acquiring easements on Category A and B trails in the newly updated trail plan.**
- 2. Amend the FNSB Land Management Code, FNSBC 20.12.020, to develop a more streamlined process explicitly allowing for the FNSB Administration to acquire trail easements for trails in the updated Trails Plan when fair market value is being offered without additional assembly approval.**
- 3. Amend the FNSB Budget to allow for a fee waiver for Final Plats on subdivisions that are dedicating trail easements per FNSBC 17.56.040(A). This could be a free final plat or a reduced cost final plat.**
- 4. Consider the option of having the FNSB clear and brush trail easements when sub-dividers are re-routing a trail easement covered in FNSBC 17.56.040(C).**
- 5. Publish adopted Trail Plan alignments on the Borough’s online Interactive GIS Map.**

The next meeting is scheduled for June 21, 2023.



Fairbanks North Star Borough

COMMUNITY PLANNING

Administration Division


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Main: (907) 459-1260

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STAFF REPORT

TO: FNSB Platting Board

FROM: Kellen D. Spillman 
Community Planning Director

DATE: May 17, 2023

RE: **ORDINANCE NO. 2022-47 FNSB COMPREHENSIVE RECREATIONAL TRAIL PLAN** – Referred back to Platting Board by FNSB Assembly for a recommendation to the Assembly on Ordinance No. 2022-47, an ordinance adopting the updated Comprehensive Recreational Trail Plan as an element of the FNSB Regional Comprehensive Plan. The FNSB Assembly referred the Plan back to the Platting Board for a recommendation on producing a detailed map that shows property lines and roadways so landowners can identify any impacted parcels they own and at least three alternative ways of connecting A and B trails without forcing landowners to give up their property through the platting process.

Background

Ordinance 2022-47 is an update of the FNSB Comprehensive Recreational Trails Plan that the Platting Board originally heard and recommended for approval, with three amendments, in September 2022 (Attachment A). The FNSB Assembly has taken up this item at two public meetings and referred it back to the Platting Board for additional consideration of the following two areas¹:

- 1) To produce a detailed map that shows property lines and roadways so landowners can identify any impacted parcels; and
- 2) [To produce] at least three alternative ways of connecting [category] A and B trails without forcing landowners to give up their property through the platting process

The Platting Board held a work session in August 2022 and a public hearing in September 2022 to review Ord No. 2022-47. The Platting Board unanimously (7-0) recommended approval of

¹ Full referral instructions are available in Attachment B



Ord No. 2022-47 after the following three amendments, which were very similar to the recommended amendments by the Planning Commission:²

- Amend to explore all feasible means to enhance trail plan map readability to include but not limited to identified private land, an enlarged font size for map key disclaimers and specific trail recommendations.
- Removal of I-B32, the Ace Lakes Connector Trail, from the draft Comprehensive Recreational Trails Plan.
- Removal of the branch connection, approximately 1,000 linear feet, from West Isberg Road to Trail I-AR4 Fairbanks-Nenana Upland Forest Traverse from the draft Comprehensive Recreational Trails Plan.

The full draft plan, including the amendments passed by the Assembly prior to referral back to the Platting Board, is available at www.fnsbtrailsplan.com. A full list of the amendments is available in Attachment C.

Analysis

Alternative Ways of Connecting Category A&B Trails

The first goal of the updated Trails Plan is to “establish and protect public access” to trails in the plan that currently lack access. Much of the existing trails plan is currently implemented through FNSB Title 17 as a requirement when a property subdivides. If there is a trail plan connection for a Category A or B trail on a parcel of land that is being proposed for a subdivision, the subdivision code requires that the developer dedicate a public trail easement for that trail connection. There are provisions in the subdivision code to potentially lessen impacts on subdividers. For example “existing trail alignment may be adjusted to minimize impact on subdivision design, property use, and safety of residents, and to avoid conflict with existing or proposed roads, driveways, and utility or other special purpose easements.”³ Additionally, the Platting Board also has the authority to grant a variance to dedication of the trail easement if it has been proven that the requirement “results in a substantial hardship” or is “impractical or unnecessary due to specific circumstances or conditions of the subdivision or surrounding development.”⁴

The relevant section in the subdivision code is not being proposed to be amended; any new subdivisions would be required to dedicate in alignment with the new Comprehensive Recreational Trails Plan. But, because the trails in the plan have been updated, the new plan may affect different properties or affect the same properties differently. Below is the full code from Title 17 pertaining to trail dedication regarding the Comprehensive Recreational Trails Plan.

17.56.040

² Please note: The Assembly accepted these three recommendations

³ FNSBC 17.56.040(B)

⁴ FNSBC 17.64.010(A)

Trail easements.

A. On lands through which Category A and B trails pass, the Platting Board shall require the dedication of easements to conform to the adopted comprehensive recreational trail plan.

B. Existing trail alignment may be adjusted to minimize impact on subdivision design, property use, and safety of residents, and to avoid conflict with existing or proposed roads, driveways, and utility or other special purpose easements. Such adjustments must be consistent with preservation of the continuity of the trail, safety of the trail users, and the purpose of the trail. Adjustments should be made only where necessary.

C. Where realignment is proposed, the new segments to be reserved shall be:

- 1. Cleared of all trees or brush to a width of five feet for nonmotorized trails or eight feet for multiple use trails; and*
- 2. Equivalent, as nearly as practicable, to the average grade, slope, and terrain of the existing trail; and*
- 3. A gradual transition from the existing trail. Transition points shall be marked or flagged to identify the transitions.*

D. Whenever an existing trail alignment is to be abandoned which, because of duration of use or statutory provision, may have established a legal standing affecting title of the underlying fee, vacation of that alignment shall be pursued under provisions of Chapter 17.32 FNSBC, Vacations.

- 1. Wherever portions of an existing improved trail are proposed for vacation and are utilized for established access to land beyond the property under subdivision, the subdivision road network must provide for alternative routes which furnish equivalent utility for access.*

E. Trail easement widths shall be as follows:

- 1. On public lands:*
 - a. Category A.*
 - i. Twenty feet for nonmotorized use,*
 - ii. Forty feet for multiple use;*
 - b. Category B.*
 - i. Twenty feet for nonmotorized use,*
 - ii. Forty feet for multiple use;*
- 2. On nonpublic lands:*
 - a. Category A.*
 - i. Twenty feet for nonmotorized use,*
 - ii. Twenty feet for multiple use;*
 - b. Category B.*

- i. Twenty feet for nonmotorized use,*
- ii. Twenty feet for multiple use;*

3. In subdivisions with proposed average lot size less than 80,000 square feet and trail Category B:

- a. Ten feet for nonmotorized use;*
- b. Ten feet for multiple use.*

F. In those cases where the deflection angle of the tangent at the point of intersection (delta angle) exceeds 45 degrees, a curve shall be introduced with a radius of 50 feet for nonmotorized trails and 50 feet for multiple-use trails to ensure that the predominant use of the trail will occupy as nearly as possible the center of the reserved easement.

Note: There are several examples of this implementation process covered in Attachment E, the original staff report that the Platting Board reviewed in September 2022.

Possible Alternative Implementation Options for Connecting Category A & B Trails

The updated Trail Plan itself recommends several new implementation options beyond the section of Title 17 on trail easements (Attachment D).

Coordination with the Administration after the referral has focused on trying to proactively acquire trail easements instead of waiting for properties to go through the subdivision process. The following are four potential options for plan implementation or to help with encouraging property owners beyond the existing section in the subdivision code.

Community Planning recommends that the Platting Board consider the following options to address the directions provided by the Assembly in their referral:

1. Amend the Capital Improvement Program (CIP) "FNSB Public Community Trails Program" project (AKA the "Trail-a-Year Program") to specifically prioritize acquiring easements on Category A and B trails in the newly updated trail plan. The CIP identifies funding priorities boroughwide for the following two years. The "Trail a Year" program currently funded at \$350,000 per year.
2. Amend the FNSB Land Management Code, FNSBC 20.12.020, to develop a more streamlined process explicitly allowing for the FNSB Administration to acquire trail easements for trails in the updated Trails Plan when fair market value is being offered without additional Assembly approval. Code currently does not explicitly call out that this Administrative acquisition process can be done for trail easements.
3. Amend the FNSB Budget to allow for a fee waiver for Final Plats on subdivisions that are dedicating trail easements per FNSBC 17.56.040(A). This could be a free final plat or a reduced cost final plat. There is no such allowance in code now the fee for a Final Plat is currently \$400 plus an additional \$100 per lot.

4. Consider the option of having the FNSB clear and brush trail easements when sub-dividers are re-routing a trail easement covered in FNSBC 17.56.040(C).

Additionally, Community Planning Staff is available to assist the Platting Board in any other options that the Board would like to explore.

Maps

The draft Trails Plan recommends “inform[ing] landowners how trails and easement can affect property” and “provid[ing] digital and physical resources and maps for accessing and using trails.” The draft Trails Plan maps to be adopted have been edited for clarity and detail based on Platting Board and Assembly recommendations. However, their print medium and size limit the amount of content that can be legibly displayed. All property owners whose lands may be crossed by or neighboring trails proposed in the draft Trails Plan were sent up to three mailed notices between May of 2022 and January of 2023. As land ownership can change at any time, the community will need a resource that allows them to determine whether or not their land may include a trail in the Trails Plan.

Community Planning recommends that the Platting Board consider the option of recommending the Administration publish the Trail Plan’s digital data, once adopted, online within the Borough’s Interactive Geographic Information System (GIS) Map.

Possible Draft Motion

I move to recommend to the FNSB Assembly approval of Ord. 2022-47: An ordinance adopting the updated Comprehensive Recreational Trails Plan as an element of the FNSB Regional Comprehensive Plan with consideration of the following four (4) implementation strategies and one (1) recommendation on mapping:

1. Amend the Capital Improvement Program (CIP) “FNSB Public Community Trails Program” project (AKA the “Trail-a-Year Program”) to specifically prioritize acquiring easements on Category A and B trails in the newly updated trail plan.
2. Amend the FNSB Land Management Code, FNSBC 20.12.020, to develop a more streamlined process explicitly allowing for the FNSB Administration to acquire trail easements for trails in the updated Trails Plan when fair market value is being offered without additional assembly approval.
3. Amend the FNSB Budget to allow for a fee waiver for Final Plats on subdivisions that are dedicating trail easements per FNSBC 17.56.040(A). This could be a free final plat or a reduced cost final plat.
4. Consider the option of having the FNSB clear and brush trail easements when sub-dividers are re-routing a trail easement covered in FNSBC 17.56.040(C).

5. Publish adopted Trail Plan alignments on the Borough's online Interactive GIS Map.

Attachments:

Attachment A: Platting Board action memo

Attachment B: Ord. 2022-47 referral memo

Attachment C: List of Assembly Motions Passed and Integrated into the Draft Trails Plan Update

Attachment D: Recommendation and Implementation Strategies Table from Draft Updated 2023 FNSB Comprehensive Recreational Trails Plan

Attachment E: Platting Board Original Staff Report for Ord. 2022-47 from September 2022

Attachment A

Fairbanks North Star Borough



DEPARTMENT OF THE ASSEMBLY
Division of Boards and Commissions

clerks@fnsb.gov
Main: (907) 459-1401
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MEMORANDUM

TO: Bryce J. Ward, Mayor, Fairbanks North Star Borough
THROUGH: April Trickey, MMC, Borough Clerk *AT*
FROM: Alexis Fackeldey, Administrative Assistant III *AF*
DATE: September 22, 2022
SUBJECT: **ACTION OF THE PLATTING BOARD MEETING OF SEPTEMBER 21, 2022**

Regular Meeting Convened at 6:00 p.m./Adjourned at 8:41 p.m.

Members Present

Troy Hicks
Traci Schachle
Kelly Fritze, Vice-Chair

Steven Brooks
Michael Kwasinski

Amanda Wright
Ginger Orem

Members Excused

Randy Pitney, Chair

The following action was taken at the above-referenced meeting:

MINUTES

Platting Board Meeting Minutes from July 20, 2022
-Approved (7-0)

Platting Board Meeting Minutes from August 17, 2022
-Approved (7-0)

REPORTS

Update on the Comprehensive Road Plan progress by Kellen Spillman and Chair Pitney.
-Kellen Spillman, Community Planning Director, updated the board on the Comprehensive Road Plan review draft.



QUASI-JUDICIAL HEARING

HY005-22 Airport (West)

A request by the State of Alaska Department of Transportation and Public Facilities to replat five parcels, with four of the parcels being reduced in size and one parcel being affected with a new right-of-way easement, for the purpose of improving intersections along Airport Way between Dale Road and the Parks Highway and installing bicycle/pedestrian facilities along Hoselton Road to the Boat Street Path. The property is located within Sections 7 & 18, T.1S., R.1W., F.M.

-Approved (5-0)

Conflict of Interest – Board member Troy Hicks declared a potential conflict of interest on HY005-22 Airport Way (West), because he is an employee of the State of Alaska Department of Transportation and Public Facilities. The Vice-Chair ruled a conflict of interest did exist and Mr. Hicks was excused from the dais.

Conflict of Interest – Board member Steven Brooks declared a potential conflict of interest on HY005-22 Airport Way (West), because he is an employee of the State of Alaska Department of Transportation and Public Facilities. The Vice-Chair ruled a conflict of interest did exist and Mr. Brooks was excused from the dais.

RP001-23: Murray Highlands

A request by Stutzmann Engineering Associates, Inc., on behalf of Donald G. and Laura L. Mulligan, to replat Lot 2, Block A, Murray Highlands, into a 50'x50' (2,500 sf) utility lot and a remainder lot of approximately 2.16 acres. A variance has been requested from FNSBC 17.56.010(F) to allow for direct lot access onto a major collector roadway. The property is located within the NE1/4 SE1/4 Section 25, T.1N., R.1W., F.M., on the Old Steese Highway.

-Amended/(Approved with Variance)Approved as Amended (7-0)

SD002-23: Brownwood Acres

A request by 3-Tier Alaska, on behalf of Arctic Dirtworks, Inc. to subdivide Lot 5, Nelson Subdivision, into 19 lots ranging in size from 40,000 square feet to 48,050 square feet, totaling approximately 19.3 acres. The subdivision will be developed in four phases. The property is located within the NW1/4 NE1/4 Section 13, T.2S., R.2E., F.M., on Nelson Road.

-Approved (7-0)

PUBLIC HEARING

Review and make a recommendation to the Borough Assembly on Ordinance 2022-47

An Ordinance adopting the Updated Comprehensive Recreational Trails Plan as an element of the FNSB Regional Comprehensive Plan.

-Amended/Recommended as Amended (7-0)

- **Amend to explore all feasible means to enhance trail plan map readability to include but not limited to identifying private land, enlarged font size for map key disclaimers and specific trail recommendations.**
- **Amend to remove I-B32, the Ace Lakes Connector Trail, from the draft Comprehensive Recreational Trails Plan.**
- **Amend "to remove the branch connection, approximately 1,000 linear feet, from West Isberg Road to trail I-AR4 Fairbanks-Nenana Upland Forest Traverse" from the draft Comprehensive Recreational Trails Plan.**

The next meeting is scheduled for October 19, 2022.



Attachment B


Fairbanks North Star Borough

DEPARTMENT OF THE ASSEMBLY
Borough Clerk's Office

Clerks@fnsb.gov
Main: (907) 459-1401
Fax: (907) 459-1224

MEMORANDUM

TO: Randy Pitney, Chair, Platting Board
Kellen Spillman, Community Planning Director

FROM: April Trickey, MMC, Borough Clerk 

DATE: February 28, 2023

SUBJECT: Referral of Ordinance 2022-47 Back to the Platting Board

On February 24, 2023 the Fairbanks North Star Borough Assembly referred the below ordinance back to the Platting Board for the sole purpose of producing a detailed map that shows property lines and roadways so landowners can identify and any impacted parcels they own and at least three alternative ways of connecting A and B trails without forcing landowners to give up their property through the platting process. **A recommendation is due back to the Clerk's Office no later than May 26, 2023, as the ordinance is scheduled be back before the Assembly on June 8, 2023, Regular Assembly meeting.**

ORDINANCE NO. 2022-47. An Ordinance Adopting The Updated Comprehensive Recreational Trails Plan As An Element Of The FNSB Regional Comprehensive Plan. (Sponsor: Mayor Ward)

The Assembly has adopted several amendments which the Administration is working on updating the Comprehensive Trails Plan document with the adopted amendments. Once those documents have been updated we will forwarded the amendment documents to Department of Community Planning.

Should you have any questions, please contact me at 1402.

Attachment: Ordinance No. 2022-47

cc: Jim Williams, Chief of Staff

Attachment C

Ordinance No. 2022-47 (Comprehensive Recreational Trails Plan)

Following are amendments the Assembly passed on November 10, 2022:

1. moved to amend the Comprehensive Recreational Trails Plan, Page 25, under the heading "Funding Sources", Paragraph 1, first sentence, delete "and bond packages".
2. moved to amend the Comprehensive Recreational Trails Plan, Page 24, Part 2, Section 2. SYSTEM-WIDE RECOMMENDATIONS, Paragraph 1, third sentence, replace "ten" with "nine".
3. moved to amend the Comprehensive Recreational Trails Plan, Page 43, Category B description, Paragraph 1, second sentence, replace "rights-of-dedication" with "rights-of-way dedication".
4. moved to amend the Comprehensive Recreational Trails Plan, Pages 72 - 73 Category C Trail Description for all trails on these pages, replace the prefix "I" with and "II" on Trails "I-C1, I-C2, and I-C3 (existing trails dedicated to the public) and replace the prefix "II" with an "I" on trails II-C4 through 9 (recommend for future dedications).
5. moved to amend the Comprehensive Recreational Trails Plan, Map 01N01W, relabel dashed trail in sections 3,10, 11, 12 (labelled II-A18) to read "I-BR18" for the "Goldstream Valley - Skyridge Trail" and change trail labeled "I-AR3" to display as a "Seasonal Motorized (Winter), Existing" through sections 28, 33, 34, 35.
6. moved to amend the Comprehensive Recreational Trails Plan, Map 01N02W, move trailhead for I-B13 east into Section 12 to the end of Skyflight Drive (above Cordes Drive label)
7. moved to amend the Comprehensive Recreational Trails Plan, Map 01N03W, add label "I-B12" to green dashed line within NW1/4 of SW1/4 of Section 7 near the trails labeled "II-C2".
8. moved to authorize the Clerk to make corrections to clerical errors prior to final publication.


Following are amendments the Assembly passed on February 23, 2023:

1. Moved to amend the Trail Plan by removing trail #I-C9 Ace Lakes Connector from the Trail Plan list of trails "Proposed for Public Dedication" (pages 47 and 73) and from all maps (pages 84 and 98) and instead list this trail under "Future Concepts" on page 48 as follows: "**15. Ace Lakes Connector.**"
2. Moved to amend to add a sentence on the plan's Recommendations and Implementation Strategies Table under category IV. Trails Establishment, Recommendation A.3. (page 33) as follows: "Eminent Domain powers shall not be utilized by the Borough for acquisitions of recreational trail easements."
3. Moved to amend language in Part II, Chapter 2 section IV. Trail Establishment (page 26) as follows: "There are multiple existing techniques and strategies that could be used by the FNSB to protect recreational trails, but not all are preferred or recommended. Those strategies are identified in Appendix A. Trail Protection Toolkit which includes some benefits and drawbacks of each. This plan recommends that the primary means of proactively pursuing trail access be through Title 20.12.010 Land Acquisition, specifically through negotiated purchase or lease; negotiated exchange involving Borough land; or by voluntary dedication, grant, or gift. Eminent Domain powers shall not be utilized by the Borough for acquisition of recreational trail easements.
4. Moved to amend to relocate the graphical trail description of Trail #I-AR4 on map page 100 and any other map on which this trail is shown as follows: beginning at its eastern terminus at Sonata Drive within Section 25 T1SR3W the trail depiction will coincide with Tract G of Cripple Creek II Subdivision 84-186, moving south and westward within Tract G and entering Section 26 T1SR3W at the intersection of Tract G and the north-south Section Line Easement between Sections 25 and 26.
5. Moved to To add a sentence to the written description of trail #I-AR4 Fairbanks—Nenana Upland Forest Traverse on page 57 as follows: The all-season trail should remain within Tract G of Cripple Creep II Subdivision, Plat #84-186, for as long as is practicable given the soil conditions.
6. Moved to amend to add to the map image and key on page 80 the Fairbanks Baseline and Meridian denoting the northwest, northeast, southwest and southeast quadrants and add under each township label the corresponding map page number.
7. Moved to amend To add to each trail description on pages 50-76 text indicating the on which pages can be found maps showing the corresponding trail.




RECOMMENDATION AND IMPLEMENTATION STRATEGIES TABLE

Timeframes: Short (0-4 Years), Mid (5-9 Years), Long (10+ Years)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 I. AUTHORITY	<p>A. Clarify or define the roles and authority of the FNSB, the Parks & Recreation Department (PRD) and its Trails Office, including its decision-making ability, maintenance and management authority, jurisdictional reach relationship with landowners of public trails, and role in enforcement.</p> <ol style="list-style-type: none"> Maintain FNSB powers and authorities for Parks & Recreation, Planning, Platting, Land Management, and Protection of Public Areas that are necessary to implement this plan. FNSB seeks principal management authority for Category B Trails through ownership, easement, or other agreement. <p>B. Establish or clarify processes defining activities PRD has responsibility and autonomy over and which actions require additional review/concurrence by other FNSB entities or non-FNSB partners/landowners.</p> <ol style="list-style-type: none"> Provide the PRD Trails Office the authority to temporarily close trails for maintenance; clarify appropriate review processes required for permanent closures or use changes. Provide the PRD Trails Office the ability to establish use designations, year-round and seasonal, and a process to change them. 	<ol style="list-style-type: none"> Update the Borough Code if necessary to define roles and responsibilities including authority of the Trails Office with respect to different types of trails 	FNSB Parks & Recreation Dept., Trails Advisory Commission, FNSB Mayor’s Office, Assembly	Short	<ol style="list-style-type: none"> Establish & Protect Public Access Plan for Change, Act for Sustainability




(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 II. STAFF CAPACITY	<p>A. Provide sufficient staff capacity within the Parks & Recreation Trails Office to allow satisfactory performance of the following functions:</p> <ol style="list-style-type: none"> 1. Maintain and implement the Borough’s Comprehensive Recreational Trails Plan. 2. Provide facilities that encourage outdoor recreational activities for residents of all ages and abilities. 3. Coordinate and supervise available staff, contractor, and volunteer resources to complete trail construction and maintenance projects. 4. Engage with landowners to facilitate trail building, use, maintenance, and establishment of legal public access. 5. Complete summer maintenance projects and winter grooming of high-priority trails. 6. Apply for and assist in managing grants (federal, state, NGO) for trail development projects. 7. Coordinate with agencies and other partners regarding trail issues, including reviewing development plans for consistency with the Trails Plan and participating early in planning and land development processes where applicable. 8. Advise and inform public on local trail issues; resolve user conflicts; and generate trail information including maps, guides, signage, and other resources. 9. Monitor trail usage, inspect trail conditions and respond to trail user concerns. 10. Manage and produce trail programming, including new and ongoing educational and engagement activities. 11. Provide support to the Trails Advisory Commission 	<ol style="list-style-type: none"> 1. Develop job descriptions for recommended positions 2. Recommend the positions in the department budget 3. Revise and continue to develop a volunteer policy, including insurance and liability coverages 4. Develop volunteer applications 5. Develop volunteer training programs 6. Acquire equipment and vehicles for staff and volunteers 	FNSB Parks & Recreation Department	Short to Mid	<ol style="list-style-type: none"> 2 Invest in our Community Trail System as a World-Class Asset 3 Foster Lasting Stewardship 6 Improve User Experience




(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 III. FUNDING	<p>A. Increase funding to establish and protect legal public access, including funding for surveying, acquisition (ROW, easements, land. etc.), trail planning and design.</p> <ol style="list-style-type: none"> 1. Explore and develop funding incentives for easement acquisition. <p>B. Increase funding for capital improvements and development including trail construction and restoration, parking areas and trailhead amenities.</p> <ol style="list-style-type: none"> 1. Build basic trail infrastructure such that it can be used and maintained with minimal effort. <p>C. Increase funding for regular maintenance and upkeep of trails.</p> <ol style="list-style-type: none"> 1. Staff to supervise available labor (staff, contracts, volunteer, grant-funded seasonal, etc.) 2. Invest in making trails that are maintainable, then maintain their conditions. <p>D. Increase funding for planning and design</p> <ol style="list-style-type: none"> 1. Develop in-house skills/capacity and invest in professional services to conduct outreach and design for developing trail systems. 	<ol style="list-style-type: none"> 1. Research grant programs to fund project recommendations. 2. Research user fee and park pass programs 3. Develop and install physical and/or web-based fee and donation collection infrastructure. 4. Work closely with Fairbanks Area Surface Transportation (FAST) Planning and other pass-through entities to map upcoming funding opportunities through recent infrastructure bills and Federal Highways programs. 5. Meet with foundations and individual user groups to coordinate private donations 6. Consider Service Areas or Park Districts for residents to pay for local trail maintenance. 	FNSB Parks & Recreation Dept., Trail Users, Advocacy Groups, Trails Advisory Commission	Ongoing	<ol style="list-style-type: none"> 2 Invest in our Community Trail System as a World-Class Asset 7 Expand Recreation Opportunities




(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 IV. TRAIL ESTABLISHMENT	<p>A. Preserve and Expand administrative methods to protect and establish trails</p> <ol style="list-style-type: none"> Maintain the FNSB Subdivision Code requirement to dedicate trail easements for Category A and B trails in new subdivisions, providing flexibility for realignments that reduce impact on subdivision design while preserving continuity and usability of the trail for its intended purpose. In case of realignment, subdivider is responsible to clear new path. Encourage subdividers to grant access to Category C trails or establish new trail corridors to enhance subdivision design. On private lands not undergoing the subdivision process, acquire trail access on a cooperative basis. Utilize FNSB Land Acquisition Code specifically negotiated to purchase or lease; exchange for land; or dedication, grants, or gifts as a primary means for proactively acquiring trail easements for the benefit of the public. Trail realignment will be pursued if an easement cannot be negotiated. Eminent Domain powers shall not be utilized by the Borough for acquisitions of recreational trail easements. Coordinate with state, federal and major landowners to streamline easement establishment processes. Trails easements should generally be established in separate locations from road and utility rights of way to avoid collisions, driveway crossings, and other conflicts. Where trails must coincide with other ROW (such as utilities and RS2477 corridors)C coordinate and develop agreements, plat amendments, and / or policy to provide for recreational use within the corridor. Encourage private landowners to grant public recreation easements or conservation easements that allow recreational use to provide protection from liability per AS 34.17.055. 	<ol style="list-style-type: none"> Meet with key stakeholders to discuss streamlining the easement establishing process. Draft a memorandum of understanding to solidify agreements. Work closely with Community Planning and Planning Commission to review zoning district code language. Ensure use regulations support proposed recreational opportunities; pursue zoning change if necessary. Explore possibility of a recreation overlay district if supported by Planning Commission. Consider amendments to FNSB Code language and definitions (e.g., “Dedication,” “Subdivision,” and “Trails”) such that the grant of a trail easement does not effectuate a subdivision. Develop a process to efficiently accept easements that are compatible with public recreation use and trail development. Establish acceptance criteria, including standards for trails and easement terms for duration, depiction, dimension, designation, and documentation. Perpetual easements are recommended. Consider amending or expanding Chapter 20.12 Land Acquisition to address trail easements more specifically. 	FNSB Parks & Recreation Dept., Planning Department, Assembly, Utility Providers	Ongoing	<ol style="list-style-type: none"> Establish & Protect Public Access Invest in our Community Trail System as a World-Class Asset Expand Recreation Opportunities




(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 IV. TRAIL ESTABLISHMENT	<ol style="list-style-type: none"> 7. Explore feasibility of enacting FNSB property tax breaks, including those authorized by AS 29.45.050(e), and other incentive programs for private property owners to formally grant public access for trails identified in the Trails Plan. 8. Review and improve processes for fee simple land purchases. 9. Review and amend the existing zoning district regulations where appropriate to support trail development and expansion, including but not limited to the Outdoor Recreational District, Open Space Buffer District, and residential zoning districts. 10. Consider development of a recreational overlay district to support and encourage recreational trail development within compatible primary zoning districts. 11. Review FNSB Code and improve process for addressing changes made to the Comprehensive Recreational Trails Plan after adoption, including changes in use designation, trail additions, and alignment modifications, and how they may need to be reflected on or documented in accordance with previously recorded plats. 12. Trails across FNSB-owned property scheduled for disposal will be reserved in fee rather than by placing easement restrictions on land going into private ownership. This should be recommended but not required for state and federal public lands being disposed of. 13. Pursue trailhead area at trail entrances for parking and trail access. Consider acquisitions, requiring dedication, or reserving FNSB property as necessary to facilitate access and reduce impact on neighbors. 	<ol style="list-style-type: none"> 8. Meet with Community Planning Department, platting officers, legal, and finance departments to determine opportunities for tax breaks and incentives for formally granting public access on private land. 9. Formalize a process with Land Management for shorter-term owner/management agreements. 10. Be prepared with funding to compensate landowners for purchases of property or easements through fee simple and to absorb surveying and platting costs associated with granting easements. 11. Review proposed FNSB land disposals for consistency with Trails Plan. Investigate reservation options specific to FNSB-owned land. 	FNSB Parks & Recreation Dept., Planning Department, Assembly, Utility Providers	Ongoing	<ol style="list-style-type: none"> 1 Establish & Protect Public Access 2 Invest in our Community Trail System as a World-Class Asset 7 Expand Recreation Opportunities




(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 V. DESIGN & MAINTENANCE STANDARDS	<p>A. Develop trail standards based on intended use, including trail and easement widths, trail design considerations and metrics necessary for safety, longevity and enjoyment of trails.</p> <ol style="list-style-type: none"> PRD standards for design and maintenance <ul style="list-style-type: none"> Develop achievable Trail Management Objectives to establish and document designed use, managed use, and design parameters for different types of trails. Trail design & development should be driven by intended use and sustainable goals and criteria Codify easement width minimums (especially helpful for subdivisions). <p>B. Develop & implement minimum standards for trail signage and wayfinding.</p> <ol style="list-style-type: none"> Provide trailhead signage, on-trail wayfinding, and off-trail mapping for public trails. Communicate allowed uses (consistent with recording instrument) and, anticipated experiences (e.g. difficulty levels, elevation change, distance). 	<ol style="list-style-type: none"> Create a trail design and management manual based on best practices including those used by Alaska State Parks, US Forest Service, and Bureau of Land Management. As the Borough assumes maintenance responsibilities for certain trails, develop Trail Management Objectives to guide PRD and partners. Codify minimum trail development standards, especially those applicable to easement provision including easement width needs for different types of trails to aid in the subdivision and public access establishment processes. Include chapters on trailhead signage and wayfinding standards in the trail design and management manual. 	FNSB Parks & Recreation Dept., Planning Dept., Trails Advisory Commission, Assembly	Short to Mid	<ol style="list-style-type: none"> Establish & Protect Public Access Improve Access for All Ages & Abilities Improve User Experience Expand Recreation Opportunities Plan for Change, Act for Sustainability
	<p>C. Develop trailheads to be used for their intended purposes, including improved accessibility, visibility, and safety, including emergency response.</p> <p>D. Develop systematic levels or categorization of trailheads to clarify what facilities and amenities exist or are desired at different types of trails. Trailheads are context-sensitive; not all require the same level of development and are dependent on type of use, season of use, volume of use, location, adjacent land uses, traffic impacts and seasonality.</p>	<ol style="list-style-type: none"> Inventory specific trailhead deficiencies, needs, and opportunities. Develop cost estimates for recommended improvements. Recommend improvement projects in the CIP. Pursue grant funding. 	FNSB Parks & Recreation Dept.	Mid to Long	<ol style="list-style-type: none"> Invest in Our Community Trail System as a World-Class Asset Foster Lasting Stewardship Improve Access for All Ages & Abilities Improve User Experience Expand Recreation Opportunities




(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 V. DESIGN & MAINTENANCE STANDARDS	<p>E. Develop & implement a Trail Maintenance Program that addresses needs through a combination of staff labor, contracted services, and volunteer assistance:</p> <ol style="list-style-type: none"> 1. Establish standards for maintenance that facilitate staff and volunteer success and meet high expectations for trail quality. 2. Establish standards or a process for responding to trail maintenance needs as they are identified. 3. Provide PRD with the staff capacity to conduct summer maintenance and winter grooming of high priority trails. 4. Provide PRD staff capacity to coordinate with partners, contractors, and volunteers and conduct outreach. 5. Employ supervisory staff to oversee Trail Program operations, maintenance, development, and implementation of the Trails Plan. 6. Provide support, training, and equipment to volunteers to complete projects. 7. Streamline the volunteer process to increase participation. 8. Work cooperatively with user groups to maintain activity-specific trail system. 9. Work cooperatively with other organizations to train lead volunteers and build trail maintenance knowledge in the community. 	<ol style="list-style-type: none"> 1. Meet with stakeholders to discuss needs and opportunities of a trail maintenance program. 2. Define staff and volunteer roles and responsibilities. 3. Develop a streamlined process to recruit and utilize volunteer service. 4. Draft trail maintenance policy. 5. Budget for contractual services to address maintenance and improvement projects beyond the capabilities of staff and volunteers. 	FNSB Parks & Recreation Dept., Trails Advisory Commission, Trail Users, Trail User Groups, Volunteers	Short to Mid	<ol style="list-style-type: none"> 2 Invest in Our Community Trail System as a World-Class Asset 3 Foster Lasting Stewardship 6 Improve User Experience 8 Plan for Change, Act for Sustainability



(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 <p style="writing-mode: vertical-rl; transform: rotate(180deg);">VI. CONSTRUCTION IMPLEMENTATION</p>	<p>A. Implement Trails Plan system-wide recommendations and trail recommendations</p> <ol style="list-style-type: none"> Increase connectivity to complete missing links in access, expand accessibility, improve emergency response, amplify trails' utility role, disperse users to reduce pressure and conflicts, and provide opportunities to travel different distances Strive for equitable geographic distribution of recreational trail opportunities, and increase dispersal of different trail types and experiences Prioritize new facilities that support underserved users or areas Expand ADA opportunities & improve major trailheads to comply with ADA requirements Utilize Public Area Encroachment authority to protect passage and integrity of Trails Plan trails. <p>B. Formalize a Trail Improvement Prioritization Process to allocate resources for trail improvements in a way that will be defensible, transparent and in the lasting best interest of the community.</p> <ol style="list-style-type: none"> Focus primary efforts and available resources for recreational trail toward Category B trails intended to be components of the FNSB Recreational Trails System. Prioritize ensuring trails for which the FNSB is responsible are reasonably safe for their intended uses in order to minimize liability. Work cooperatively with State and Federal agencies to encourage development of Category A trails. 	<ol style="list-style-type: none"> Identify trailheads without adequate ADA accessibility Work with transportation organizations (FAST Planning, FNSB Public Works, etc.) to identify opportunities for funding and project collaborations – alternative transportation funding, river and highway crossing projects, etc. Develop trail improvement prioritization scoring criteria, including connectivity and geographic equity Ensure PRD staff capacity to implement recommendation Map and List. 	<p>FNSB Parks & Recreation Dept.</p>	<p>Ongoing</p>	<ol style="list-style-type: none"> Establish & Protect Public Access Invest in Our Community Trail System as a World-Class Asset Improve Access for All Ages & Abilities Increase Connectivity Improve User Experience Expand Recreation Opportunities





(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
VII. PLANNING	<p>A. Actively participate in the 5-year updates to the Statewide Comprehensive Recreational Plan to remain eligible for federal funding allocations and ensure FNSB trail priorities are documented.</p> <p>B. Actively participate in Borough planning processes for area, functional and comprehensive plans to ensure recommended trail locations and improvements are incorporated.</p> <p>C. Implement applicable recommendations made in other jurisdictional plans that are consistent with the FNSB Trails Plan. (Ex. Chena River State Recreation Area Management Plan, Historic Preservation Plan, Comprehensive Roads Plan, Alaska Recreational Trails Plan, etc.).</p>	<ol style="list-style-type: none"> Attend stakeholder meetings and provide comments. Meet with implementing authorities to coordinate efforts. 	FNSB Parks & Recreation Dept., Trails Advisory Commission, Trail Users	Ongoing	<ol style="list-style-type: none"> Establish & Protect Public Access Invest in our Community Trail System as a World-Class Asset
	<p>D. Develop and refine plans for Trail Recreation Areas (e.g., Skyline Ridge, Peede Road Open Space) to provide a variety of trail experiences, including areas for specific single-use or separated uses, in a dedicated area with supporting facilities, wayfinding and amenities.</p>	<ol style="list-style-type: none"> Propose trail system or recreation area master plans & updates in the department budget. Initiate area recreational plans or updates. 	FNSB Parks & Recreation Dept., Trails Advisory Commission, Planning Commission	Short-Mid Term	<ol style="list-style-type: none"> Improve User Experience Expand Recreation Opportunities
	<p>E. Review Plan and Update as necessary: Incremental reassessments of the Trails Plan should be done every 5-10 years with a full reevaluation and update every 20 years to ensure the goals, actionable guiding principles and recommendations are still relevant, compatible, and representative of the community’s needs and desires.</p> <p>1. Improve the process or increase approachability to the process for the public to nominate trails to the FNSB Trails Plan. Infographics and action-oriented text with explanatory attachments may increase public understanding of the process and the amount of effort required for a successful nomination.</p>	<ol style="list-style-type: none"> Include periodic reassessments and updates in the department work plan and budget. Systematically review the Plan as new census data is updated, new infrastructure projects are developed that could change the population and needs of Borough residents. Update the Guide to Nominating Trails to the FNSB Trails Plan to a condensed, more user-friendly format. 	FNSB Parks & Recreation Dept., Community Planning Dept., Trails Advisory Commission	Mid to Long	All



(Recommendation and Implementation Strategies Table Continued)

Category	Recommendations	Implementing Actions	Implementing Responsibility	Timeframe	Goals Being Advanced
 VIII. EDUCATION	A. Develop & implement a Trail Education Program 1. Promote Leave No Trace ethics and education 2. Encourage sustainable use and enjoyment of trails 3. Improve approachability to recreation for new users 4. Provide digital and physical resources and maps for accessing and using trails 5. Expand use of interpretive signage 6. Inform landowners how trails and easement can affect property	1. Advertise and promote recreation opportunities. 2. Provide information on trail access (where, how, and when). 3. Develop a handbook and/or programming on trail ethics, including rights-of-way, conflict reduction, Leave No Trace, etc. 4. Continue and develop trail programming such as the Trails Challenge. 5. Partner with other organizations and businesses to provide equipment, instruction and incentives needed to get outdoors.	FNSB Parks & Recreation Dept., Trails Advisory Commission, Trail User Groups	Short to Mid	2 Invest in Our Community Trail System as a World-Class Asset 3 Foster Lasting Stewardship 8 Plan for Change
 IX. PARTNERSHIPS	B. Support other organizations seeking compatible use of the trail system for public events such as races, field trips, athletic training programs, school programs, lifelong learning, health-promoting activities, etc.	1. Develop a list of relevant organizations and initiate coordination meetings. 2. Consider and develop a fee schedule for use of facilities for non-PRD events, including for-profit events.	FNSB Parks & Recreation Dept.	Ongoing	3 Foster Lasting Stewardship



STAFF REPORT

TO: FNSB Platting Board

FROM: Kellen D. Spillman
Community Planning Director

DATE: September 21, 2022

RE: **Ord No. 2022-47:** An ordinance adopting the updated Comprehensive Recreational Trails Plan as an element of the FNSB Regional Comprehensive Plan

Executive Summary

Ordinance 2022-47 was referred by the FNSB Assembly for Platting Board recommendation as part of the official review process prior to Assembly action (Attachment A).

This ordinance will replace the existing Recreational Trail Plan, originally developed in the early 1980's with the new draft that has been developed over the past approximately two years. The draft Recreational Trails Plan was developed by the FNSB with assistance of a consulting team, under the guidance and review of the FNSB Trails Advisory Commission (TAC). There has been significant public involvement ranging from trail surveys, online surveys and public comment maps, post card mailers, and public hope houses.

The Platting Board is very involved in implementing the Recreational Trails Plan. There is an existing provision in the Subdivision Code (Title 17) that requires a trail easement to be dedicated if the trail is shown in the Recreational Trails Plan as a Category A or B trail.¹

Community Planning recommends that its strategies and actions are consistent with the Comprehensive Plan and supports its adoption. Specifically, many of the recent planning actions around the FNSB, such as the Salcha-Badger Road Area Plan, have identified the need and desire of the community to update the Recreational Trails Plan. This planning effort has included robust public participation and implements the goal of "Maintain(ing) a Recreational Trail Plan that

¹ FNSBC 17.56.040



addresses easements, maintenance, multiple-use trails, and cooperative recreational use agreements of military land, e.g. the Tanana Flats.”²

Community Planning recommends Platting Board support and ultimately adoption of this ordinance by the FNSB Assembly.

Background

The existing Comprehensive Recreational Trail Plan was adopted as an element of the Comprehensive Plan in 1985 by the Assembly with a positive recommendation from the Planning Commission. Its function is to identify and prioritize important local trails, provide a mechanism to protect public access to them, and give direction on their management. The Trails Plan has been amended multiple times, most recently in 2006. Amendments have all served to add one or multiple trails to the plan, but no comprehensive update of the plan, its goals, policies and recommendations has been undertaken since its original adoption. The Trails Plan recommendations, specifically the list of priority trails within the plan, can affect subdivision design and have lasting impacts on land development throughout the Borough. Borough Subdivision Code, Title 17, requires that subdivisions conform to the adopted Trails Plan. It is important that this plan be kept up to date.

Changes in land use, land management, and the local population since the plan’s original adoption mean an update to this plan is due. The planning horizon for this new draft is 10-20 years. The draft plan also includes recommendations for periodic updates as well as recommendations for procedures for interim changes to individual trails as needed.

The provision for trail dedications has been contained within the FNSB subdivision code since October 1985, when the entire code was rewritten following the adoption of the first trail plan.³ The language originally adopted in 1985 is essentially unchanged in the current version of the Title 17.

It is being proposed that the updated Recreational Trail Plan will continue to be an official element of the FNSB’s Regional Comprehensive Plan. Alaska Statute provides guidance regarding the definition and components of a Comprehensive Plan:

AS 29.40.030. Comprehensive Plan.

- a) *The comprehensive plan is a compilation of policy statements, goals, standards, and maps for guiding the physical, social, and economic development, both private and public, of the first or second class borough, and may include, but is not limited to, the following:*
- 1. statements of policies, goals, and standards;*
 - 2. a land use plan;*
 - 3. a community facilities plan;*

² FNSB Regional Comprehensive Plan, Community and Human Resources Goal 1, Strategy 3, Action C

³ Ord 85-025

4. a transportation plan; and
 5. recommendations for implementation of the comprehensive plan.
- b) *With the recommendations of the planning commission, the assembly shall adopt by ordinance a comprehensive plan. The assembly shall, after receiving the recommendations of the planning commission, periodically undertake an overall review of the comprehensive plan and update the plan as necessary.*

Community Outreach

The FNSB Trails Advisory Commission (TAC) served as the steering committee for this planning effort. The TAC met thirteen times throughout this process, overseeing and providing input on the drafting of the vision, goals and strategies as well as the trails maps. The TAC also hosted seven public workshops via Zoom from February 2021 to June 2022.

In addition, two joint Trails Plan/Roads Plan workshops were held in Fairbanks and North Pole on May 17 & 19, 2022. Community members were able to review draft maps and discuss the plan with project staff. Postcards were sent to property owners potentially affected by the trails maps, inviting their comments and participation in the plan, on two different occasions.



Figure 1: Attendees listen to an overview of the planning process at the Fairbanks open house.

Throughout the process, a project website, www.fnsbtrailsplan.com, was maintained, providing opportunities for comments via email and an interactive map; a survey; information about past and future meetings; resource documents and the project timeline.

Analysis

The updated draft Comprehensive Recreational Trails Plan includes:

- a plan document containing the vision, goals, guiding principles and recommendations for trail management and development for the next 10-20 years
- future and current trail corridor maps

The Trails Plan identifies eight primary goals:

1. Establish & protect public access
2. Invest in our community trail system as a world-class asset
3. Foster lasting stewardship
4. Improve access for all ages & abilities

5. Increase connectivity
6. Improve user experience
7. Expand recreation opportunities
8. Plan for change, act for sustainability.

Recommendations are included for the system as a whole and for specific trails. The Trails Plan is implemented in part through FNSB Title 17, the subdivision code. As the plan states, "trails of applicable categories included in the Trails Plan must be dedicated if land that trail crosses subdivides."⁴ The Trails Plan identifies trails proposed to be included in the Trail Corridors list, including existing and new State, Federal and FNSB Trails.

The existing trails plan is currently implemented through FNSB Title 17 as a requirement when a property subdivides. If there is a trail plan connection for a Category A or B trail on a parcel of land that is being proposed for a subdivision, the subdivision code requires that the developer dedicate a public trail easement for that trail connection. There are provisions in the subdivision code to potentially lessen impacts on subdividers, such as "existing trail alignment may be adjusted to minimize impact on subdivision design, property use, and safety of residents, and to avoid conflict with existing or proposed roads, driveways, and utility or other special purpose easements."⁵ Additionally, the Platting Board also has the authority to grant a variance to dedication of the trail easement if it has been proven that the requirement "results in a substantial hardship" or is "impractical or unnecessary due to specific circumstances or conditions of the subdivision or surrounding development."⁶

The relevant section in the subdivision code is not being proposed to be amended, but any new subdivisions would be required to dedicate in alignment with the new Comprehensive Recreational Trails Plan. Below is the full code from Title 17 pertaining to trail dedication regarding the Comprehensive Recreational Trails Plan.

17.56.040

Trail easements.

A. On lands through which Category A and B trails pass, the Platting Board shall require the dedication of easements to conform to the adopted comprehensive recreational trail plan.

B. Existing trail alignment may be adjusted to minimize impact on subdivision design, property use, and safety of residents, and to avoid conflict with existing or proposed roads, driveways, and utility or other special purpose easements. Such adjustments must be consistent with preservation of the continuity of the trail, safety of the trail users, and the purpose of the trail. Adjustments should be made only where necessary.

⁴ Comprehensive Recreational Trails Plan Introduction, p. 4

⁵ FNSBC 17.56.040(B)

⁶ FNSBC 17.64.010(A)

C. Where realignment is proposed, the new segments to be reserved shall be:

- 1. Cleared of all trees or brush to a width of five feet for nonmotorized trails or eight feet for multiple use trails; and*
- 2. Equivalent, as nearly as practicable, to the average grade, slope, and terrain of the existing trail; and*
- 3. A gradual transition from the existing trail. Transition points shall be marked or flagged to identify the transitions.*

D. Whenever an existing trail alignment is to be abandoned which, because of duration of use or statutory provision, may have established a legal standing affecting title of the underlying fee, vacation of that alignment shall be pursued under provisions of Chapter 17.32 FNSBC, Vacations.

- 1. Wherever portions of an existing improved trail are proposed for vacation and are utilized for established access to land beyond the property under subdivision, the subdivision road network must provide for alternative routes which furnish equivalent utility for access.*

E. Trail easement widths shall be as follows:

- 1. On public lands:*
 - a. Category A.*
 - i. Twenty feet for nonmotorized use,*
 - ii. Forty feet for multiple use;*
 - b. Category B.*
 - i. Twenty feet for nonmotorized use,*
 - ii. Forty feet for multiple use;*
- 2. On nonpublic lands:*
 - a. Category A.*
 - i. Twenty feet for nonmotorized use,*
 - ii. Twenty feet for multiple use;*

b. Category B.

i. Twenty feet for nonmotorized use,

ii. Twenty feet for multiple use;

3. In subdivisions with proposed average lot size less than 80,000 square feet and trail Category B:

a. Ten feet for nonmotorized use;

b. Ten feet for multiple use.

F. In those cases where the deflection angle of the tangent at the point of intersection (delta angle) exceeds 45 degrees, a curve shall be introduced with a radius of 50 feet for nonmotorized trails and 50 feet for multiple-use trails to ensure that the predominant use of the trail will occupy as nearly as possible the center of the reserved easement.

Examples: Platting Board approved Subdivision Plats with Trail Dedication

FNSBC 17.56.040(A) states, "On lands through which Category A and B trails pass, the platting board shall require the dedication of easements to conform to the adopted comprehensive recreational trail plan." When a plat containing trail easement dedication is recorded through the FNSB platting authority, it is a statutory dedication. Statutory dedication is essentially the strongest and clearest form of dedication.

Below are several graphical examples of subdivision plats that were given preliminary approval by the FNSB Platting Board that involved trail dedications:

- Magoffin Highlands (Figure 2 below)
- Musk Ox Subdivision (Figure 3 below)

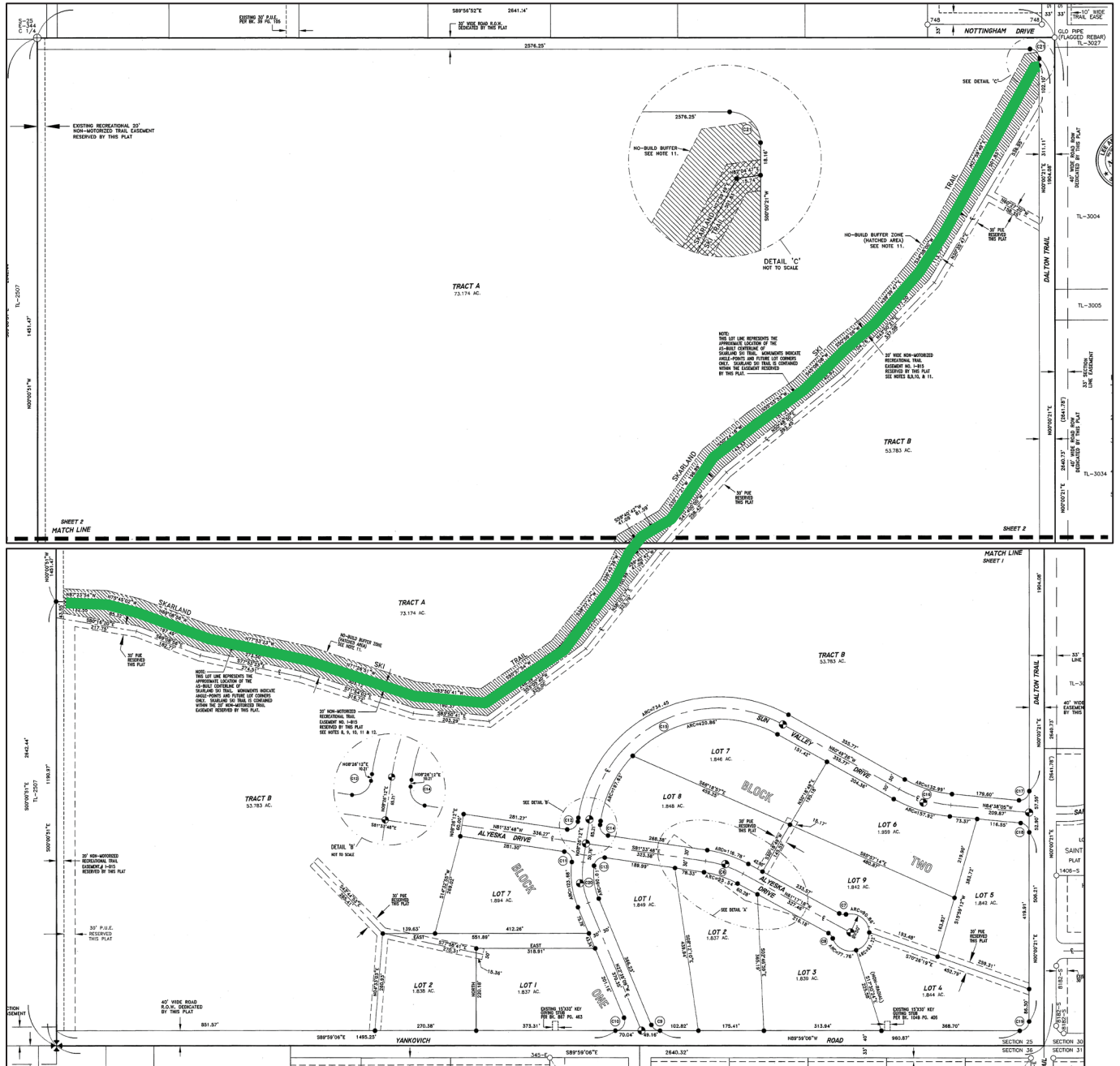


Figure 2: Magoffin Highlands – Skarland Ski Trail Dedication

There have been instances where the physical trail does not exist within the originally platted, dedicated trail easement. Musk Ox Subdivision is one example of this. In 2013 the Platting Board approved a request to vacate and rededicate a trail easement:

- Vacate the originally platted trail easement that did not contain the physical trail
- Dedicate a new trail easement, centered on the physical trail

See Figure 3 below for the vacation/dedication plat.

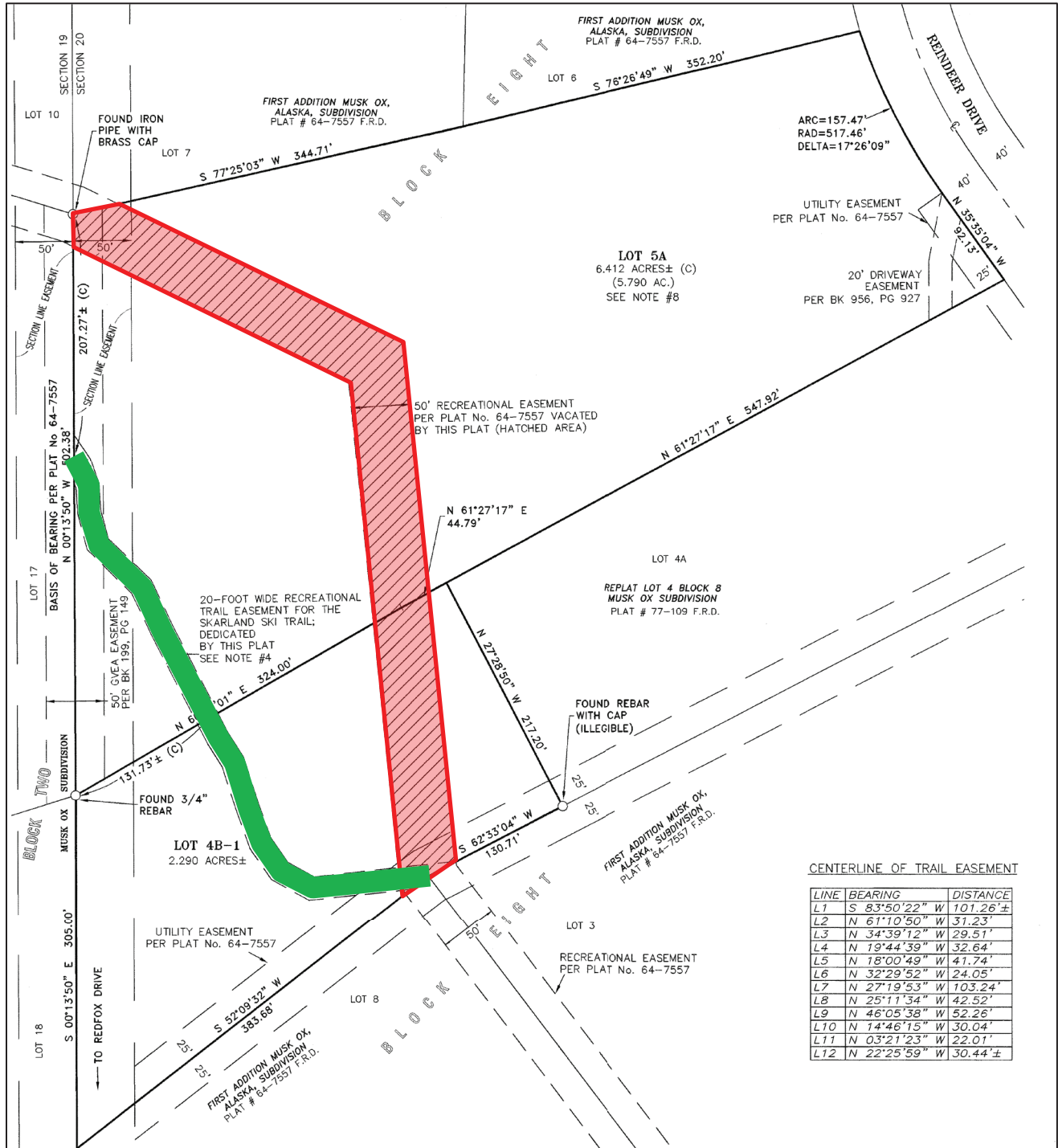



Figure 3: Musk Ox Subdivision Trail Vacation/Dedication

Recommendations and Implementing Actions in the Trails Plan that are specific to Community Planning and Titles 17 and 18 are shown in Figure 4 below. Any actions taken to amend code will require a public process including participation by Community Planning, appropriate boards and/or commissions, any interested or potentially affected members of the community, and the Assembly.

Type / Category	Recommendations	Implementing Actions	Implementing Responsibility
 TRAIL ESTABLISHMENT	<p>Expand administrative methods to protect and establish trails beyond the current process in FNSB Code Title 17 Subdivisions</p> <ul style="list-style-type: none"> ▶ Coordinate with state, federal and major landowners to streamline easement establishment processes. ▶ Coordinate and develop agreements, plat amendments, and /or policy to permit recreation within utility easements. Likely most applicable for extended corridors (pipeline, electric lines, etc.). ▶ Encourage private landowners to grant public recreation easements or conservation easements that allow recreational use to provide protection from liability per AS 34.17.055. ▶ Utilize FNSB Code 20.12 Land Acquisition as a primary means for proactively acquiring trail easements for the benefit of the public. ▶ Explore feasibility of enacting FNSB property tax breaks, including those authorized by AS 29.45.050(e) and FNSB Code 8.08.010(B), and other incentive programs for private property owners to formally grant public access for trails identified in the Trails Plan. ▶ Review and improve processes for fee simple land purchases. ▶ Review and amend the existing zoning district regulations where appropriate to support trail development and expansion, including but not limited to the Outdoor Recreational District (18.20), Open Space Buffer District (18.24), and residential zoning districts. 	<ul style="list-style-type: none"> ▶ Meet with key stakeholders to discuss streamlining the easement establishing process. ▶ Draft a memorandum of understanding to solidify agreements. ▶ Work closely with Community Planning Department to review and explore Title 18 changes to support recreational trails. ▶ Work with Planning Commission when proposing updates to code language for 18.20 and 18.24 and overlay district if supported. ▶ Consider amendments to FNSB Code language and definitions (e.g., "Dedication," "Subdivision," and "Trails") such that the grant of a trail easement does not effectuate a subdivision. ▶ Develop a process to efficiently accept easements that are compatible with public recreation use and trail development. Establish acceptance criteria, including standards for trails and easement terms. ▶ Meet with Community Planning Department, platting officers, legal, and finance departments to determine opportunities for tax breaks and incentives for formally granting public access on private land. 	FNSB Parks & Recreation Dept., Planning Department, Assembly, Utility Providers


Type / Category	Recommendations	Implementing Actions	Implementing Responsibility
 PLANNING	<p>Develop and refine plans for Trail Recreation Areas (e.g., Skyline Ridge, Peede Road Open Space) to provide a variety of trail experiences, including areas for specific single-use or separated uses, in a dedicated area with supporting facilities, wayfinding and amenities.</p>	<ul style="list-style-type: none"> ▶ Propose trail system or recreation area master plans & updates in the department budget. ▶ Initiate area recreational plans or updates. 	FNSB Parks & Recreation Dept., Trails Advisory Commission, Planning Commission
	<p>Review Plan and Update as necessary: Incremental reassessments of the CRTP should be done every 5-10 years with a full reevaluation and update every 20 years to ensure the goals, actionable guiding principles and recommendations are still relevant, compatible, and representative of the community's needs and desires.</p> <ul style="list-style-type: none"> ▶ Improve the process or increase approachability to the process for the public to nominate trails to the FNSB CRTP. Infographics and action-oriented text with explanatory attachments may increase public understanding of the process and the amount of effort required for a successful nomination. 	<ul style="list-style-type: none"> ▶ Include periodic reassessments and updates in the department work plan and budget. ▶ Systematically review the Plan as new census data is updated, new infrastructure projects are developed that could change the population and needs of Borough residents. ▶ Update the Guide to Nominating Trails to the FNSB CRTP to a condensed, more user-friendly format. 	FNSB Parks & Recreation Dept., Community Planning Dept., Trails Advisory Commission

Figure 4: Excerpt from the Trail Plan's Recommendation and Implementation Strategies Table

Consistency with the Comprehensive Plan

Throughout the overall Regional Comprehensive Planning process, which concluded in 2005, and other larger planning processes, such as the Salcha-Badger Road Area Plan, an update of the Recreational Trails Plan has been heavily emphasized. Below are several excerpts from the Regional Comprehensive Plan and the Salcha-Badger Road Area Plan that support this update.

In general, the Regional Comprehensive Plan supports safe, maintained, connected trail networks Borough-wide. Specific goals and strategies follow:

Transportation & Infrastructure Goal 1: To have a safe, efficient, multi-modal transportation system that anticipates community growth

Strategy 1: Encourage location, design and maintenance of roads based on their function and community needs.

Action C: Ensure that road designs improve safety and minimize adverse impacts

- *...Integrate pedestrian-friendly sidewalks and bike trails along newly developed roads or as enhancements during road maintenance.*

Action G: Research avenues for funding roads and trails.

Strategy 2: Support multi-modal transportation linkages.

Action C: Promote a comprehensive Borough bicycle plan that:

- *Expands bicycle circulation routes throughout the Borough.*
- *Links communities within the Borough.*
- *Incorporates maintenance of bicycle circulation routes.*
- *Links public facilities, including schools and parks.*
- *Addresses safety considerations.*
- *Maintain and update the bicycle transportation map.*

Strategy 3: Make the Borough more pedestrian-friendly in urban and suburban areas and safer in rural and remote areas.

Strategy 4: Integrate safe multiuse trail circulation into road networks and maintain multiuse trails for commuter and recreational purposes.

Action A: Promote a comprehensive multiuse trail plan that:

- *Links communities.*
- *Incorporates maintenance.*
- *Links public facilities, including schools and parks.*
- *Addresses safety considerations.*
- *Creates a map of multiuse paths.*

- *Provides urban right-of-ways to rural trails.*
- *Create a task force that resolves issues surrounding use of multiuse paths, especially during winter.*

Action B: Encourage use of non-motorized transportation systems.

Community and Human Resources Goal 1: To have services and facilities that enrich the quality of life for all residents

Strategy 3: Provide opportunities for community recreation.

Action C: Maintain a Recreational Trail Plan that addresses:

- *Easements*
- *Maintenance*
- *Multiple-use trails*
- *Cooperative recreational use agreements of military land, e.g. the Tanana Flats.*

Overall, the priorities and objectives identified in the draft Comprehensive Recreational Trails Plan are consistent with the Fairbanks North Star Borough Regional Comprehensive Plan.

Salcha-Badger Road Area Plan

The Salcha-Badger Road Area Plan is the most recently adopted area plan, covering the mostly rural area between the City of North Pole and the community of Salcha. That planning process identified both that the residents of this area highly value access to open space, trails and outdoor recreation and that there is a shortage of recognized trails and public recreation spaces in this area of the Borough.

The Salcha-Badger Road Area Plan identifies the following trails-related goals:

Land Use

G. Provide for continuing access to open space, trails, and outdoor recreation.

J. Retain and improve outdoor recreation opportunities.

Transportation

E. Develop an interconnected recreational trail system that considers all users and abilities and serves as a foundation for tying the Salcha-Badger Road area together.

F. Ensure recreational trails are planned, designed, constructed and maintained in such a manner that the environment is respected, long-term maintenance needs are kept to a minimum and associated costs are within the reach of the land managers.

Recreational Trails

Update the 2006 Comprehensive Recreational Trails Plan. (Priority Strategy #9)

- a. Develop an inventory and map of current trails and recommendations that address present and future needs.*
- b. Define recreational trail types and associated design standards.*
- c. Plan for a north/south trail connection from Badger to Salcha subareas, maximizing the use of easements associated with the "23-mile Ag Sale" lands in the Eielson Farm Road area.*
- d. Plan for an east/west regional trail connecting the airport to the Chena Lakes trail system.*
- e. Coordinate with partner agencies and land managers to prioritize missing recreational trail connections and trailheads that are critical to the complete overall network.*
- f. Identify areas for appropriate motorized use and identify any seasonal restrictions, when applicable.*
- g. Identify recreational trails that cross private lands to either remove them from the inventory, obtain legal easements, or identify alternative routes.*
- h. Clarify agency jurisdictional responsibilities for the establishment, ownership and maintenance of trails.*
- 9. Based on the updated trails plan, require dedication of trails and trailheads during the subdivision process.*

Strategically work with private property owners and developers to obtain critical trail easements. (Priority Strategy #10)

- a. Research incentives for dedication.*

11. Encourage other agencies to incorporate priority trails in local comprehensive plans, planning studies and projects.

12. Develop systematic approaches for ongoing maintenance of trail infrastructure.

- a. Develop a trail maintenance plan to prioritize maintenance activities by routes.*
- b. Develop a strategy for trail maintenance agreements that minimizes liability to all parties.*

Recommendation

Community Planning Staff recommends approval of this ordinance, as the draft Recreational Trail Plan is consistent with the overall Regional Comprehensive Plan and well as several

elements of the Comprehensive Plan, such as the Comprehensive Roads Plan and the Salcha-Badger Road Area Plan.

Proposed Draft Motion

I move to recommend to the FNSB Assembly approval of Ord. 2022-47: An ordinance adopting the updated Comprehensive Recreational Trails Plan as an element of the FNSB Regional Comprehensive Plan.

Attachments:

Attachment A: Ord. 2022-47 and referral memo

Attachment B: Memo to Platting Board Commission from FNSB Parks and Recreation

Attachment C: Memo to Platting Board from FNSB Trails Advisory Commission

Attachment D: Draft Comprehensive Recreational Trails Plan

Please note: Original Attachments not included in the 5.17.23 Staff Report for the 2nd Platting Board Referral.