



# County of Inyo Board of Supervisors

**SPECIAL MEETING**  
**Independence Legion Hall**  
**207 S. Edwards**  
**Independence, CA**

**January 22, 2015**

The Board of Supervisors of the County of Inyo, State of California, met in special session at the hour of 10:00 a.m., on Thursday, January 22, 2015, in the Legion Hall at 207 S. Edwards, in Independence, with the following Supervisors present: Chairperson Matt Kingsley, presiding, Dan Tothoroh, Rick Pucci, Jeff Griffiths, and Mark Tillemans.

Pledge                      Supervisor Rick Pucci led the Pledge of Allegiance.

Public Comment        The Chairperson announced the public comment period and there was no one from the public wishing to address the Board.

P.W./Adventure Trails Pilot Project Public Hearing        The Chairperson opened the public hearing at 10:03 a.m. to take public comment on the Eastern Sierra ATV Adventure Trails System Project and to consider a draft Resolution titled "A Resolution of the Board of Supervisors of the County of Inyo, State of California, Certifying the Final Environmental Impact Report Concerning, and Making Certain Findings, Adopting Mitigation Measures, Adopting a Mitigation Monitoring and Reporting Program, Approving an Eastern Sierra ATV Adventure Trails System Project, and Adopting Rules and Regulations for the Use of the Adventure Trails System," or modifications thereto as directed by the Board, which does the following:

1. Certifies that the Final Environmental Impact Report was prepared in compliance with the California Environmental Quality Act (CEQA), was presented to and considered by the Board, and that the FEIR reflects the independent judgment of the Board;
2. Makes findings as required by CEQA;
3. Adopts the mitigation measures identified in the FEIR;
4. Adopts a Mitigation Monitoring and Reporting Program;
5. Approves the combined-use routes recommended by staff or as designated by the Board;
6. Provides that designation of a combined-use route shall not become effective until all required warning and informative signs on the route have been installed and, if necessary, approval of start point and/or end point located on City of Los Angeles-owned land has been obtained from the City of Los Angeles Department of Water and Power;
7. Adopts requirements and regulations for use of the designated combined-use routes; and
8. Approves Revised Inyo County Assembly Bill 628 Implementing Procedures; and
9. Provides that if California Vehicle Code section 38021.6 is repealed on January 1, 2017 as provided by AB 628, and if no legislation replacing Vehicle Code section 38021.6 has been adopted as of that date, any designation of a route as a combined-use route shall be deemed rescinded and all signage shall be removed from such a route.

The Chairperson reviewed the parameters on how today's meeting was going to be conducted. The individual Board Members made opening remarks regarding the project. Mr. Courtney Smith, Transportation Planner, reviewed the staff report and recommendations in detail and at length. He noted specifically that the Applicants have reduced the number of routes to be considered for approval from the 36 routes covered in the EIR to 8 routes, of which Staff is

recommending the Board only consider 7. Mr. Josh Hart, Planning Director, explained the route in the Aberdeen area is being removed from consideration because staff believes that the change being requested in the route requires further environmental analysis. Ms. Marlena Baker, Risk Manager, reviewed the County's insurance coverage, providing statistical data accumulated by CSAC Excess Insurance concerning liability exposure, and confirming that the County has no increased exposure to liability as a result of the proposed routes. Sheriff Bill Lutze talked about the County's off-road patrol and enforcement activities and funding. California Highway Patrol (CHP) Captain Tim Noyes introduced Officer Brian Mackenzie who reviewed the CHP's Safety Report on the routes, explaining how he had arrived at the recommendations contained in the report. Mr. Randy Gillespie, representing the Applicants, addressed the Board to provide additional information and further clarification on the request to have 8 routes considered for approval. Mr. Gillespie identified the 8 routes as #5 #6, #7, #9 and #15 in the Bishop Area; #3 in the Aberdeen area; #1 in the Independence area; and #1 in the Lone Pine area. Mr. Steve Toomey also representing the Applicants provided some historical background on the project, explaining that it was the hope of the Applicants to provide some economic revival for the area by providing additional recreational opportunities for our visitors. Mr. Joe Gibson of Meridian Consultants, provided an in-depth review of the Environmental Impact Report and the CEQA requirements. Staff went on to provide the Board with a route by route review.

Recess/  
Reconvene

The Chairperson recessed the special meeting and public hearing at 11:30 a.m., to reconvene in open session and the public hearing at 11:45 a.m., with all Board Members present.

The Chairperson reviewed the process whereby the Board would accept comment from the public, requesting that all those wishing to speak fill out a card during the lunch break. He explained that representatives of the various public agencies would be given the opportunity to address the Board first, and then members of the public would have the opportunity. He also informed the audience that the speakers would be provided 3-minutes in which to make their comments. Staff took the opportunity to enter the documents utilized during the presentations into the record, and they were marked and entered as follows:

- Exhibit A - The Staff report and all attachments, including the Final Environmental Impact Report - ATV Adventure Trails of the Eastern Sierra and the handout noted "Frequently Asked Questions and its attachments identified as Additional Project Information Handouts #1, #2, #3 and #4, and all verbal and electronic presentations.
- Exhibit B - Additional correspondence received by the Board of Supervisors after the Staff Report for the meeting was published on January 22, 2015 and provided to the Board and the public prior to the hearing.
- Exhibit C - Additional correspondence received which was not provided to the Board and the public prior to the hearing.
- Exhibit D - A copy of an article from the Journal of Park and Recreation Administration titled Managing Visitor Impacts in Parks: a Multi-Method Study of the Effectiveness of Alternative Management Practices submitted by Mr. Joe Gibson of Meridian Consultants.
- Exhibit E - A Copy of a Masters Paper by Carolyn Grace Widman titled Discouraging Off-Trail Hiking to Protect Park Resources: Evaluating Management Efficacy and Natural Recovery submitted by Mr. Joe Gibson of Meridian Consultants.
- Exhibit F - Revised Resolution certifying the Final EIR.
- Exhibit G - Revised Resolution designating the individual routes being approved, which will ultimately become 7 individual resolutions, one for each route approved.
- Exhibit H - A draft of the CEQA findings.

Recess/  
Reconvene

The Chairperson recessed the special meeting and public hearing at 12:02 p.m., to reconvene in open session in the public hearing at 1:20 p.m., with all Board Members present.

The following people from agencies addressed the Board:

Jan Sudomier of the Great Basin Unified Air Pollution Control District cited an example of why she is disappointed in the County's response to a dust complaint.

Marty Hornick of the U.S. Forest Service addressed potential concerns with the proposed routes and proper monitoring and adequate law enforcement.

Staff responded to questions from the Board regarding the Aberdeen route, and the concern with law enforcement identified by USFS and DWP.

The following members of the public addressed the Board:

Andrew Schier of Bishop questioned the economic benefit associated with motorized recreation.

David Lee opposed the project.

Lynne Greer supported the project.

Dan Stone, representing Vets Helping Vets, supported the project saying this provides access to the disabled.

Roz Gorham opposed the project.

Steve Canter of Vets Helping Vets supported the project.

Denise Waterbury was opposed to the Cowboy Kiosk signs and the project.

Scott Knapp opposed the project because of dust and noise.

Todd Vogel opposed the project questioning the adequacy of the EIR.

Dan Conner opposed the project addressing concerns with local CHP enforcement.

Frank Stewart opposed the project, questioning the adequacy of the EIR and the fact that the EIR approves the routes originally requested and not just the 8 that are being considered.

David Tanksley supported the project and encouraged the Board to adopt the EIR and approve the 7 routes that staff is recommending be approved.

Bill Mitchel opposed the project saying that he did not believe there was sufficient data.

Greg Weirick supported the project and requested the Board certify the EIR.

County Counsel requested that the documentation that has been presented from those addressing the Board thus far be entered into the record and it was entered into the record as

Exhibit - I      1 – letter from Sgt. Doug Schuster, Boating Safety Supervisor, Mojave County Arizona Sheriff's Department, saying there has been no impact as a result of ATV's operating on the roadway.

2 – correspondence from Jan Sudomier regarding a dust emission complaint.

3 – emails from individuals supporting the project.

4 – David Lee letter opposing the project.

5 – action Alert flyers signed by supporters of the project.

6 – action alert flyers signed by supporters of the project.

7 – a Honda TRX700XX, a Polaris Sportsman 550, and Yamaha YXR66FW Owners Manuals warning against operating ATV on paved surfaces.

8 – letter from Adventure Trail System of the Eastern Sierra LLC, the Applicants, proposing the Board consider 8 routes, signed by Dick Noles.

9 – letter from Frank Stewart identifying the reasons he is opposing the project.

Diana Cunningham opposed the project because of damage to the resource and concern with sufficient enforcement.

Michael Prather opposed the project expressing concern with trail propagation that was identified by DWP.

Jennifer Williams of the Mono County VFW, supported the project saying it is important to provide access to the handicapped.

John Harris supported the project saying he felt having a route go by his house would increase his property value. He presented action alert flyers signed by those supporting the project and they were marked and entered into the record as follows:

Exhibit J        Action alert flyers signed by supporters of the project which were presented by Mr. Harris and several of the following speakers and combined as Exhibit J.

Doug Brown supported the project saying that he thinks it will help promote recreation and the local economy.

Pam Vaughn opposed the project because of the damage it will do to the land and suggesting this go on the ballot.

Sam Dean supported the project because it promotes another aspect of recreational activities and it will help the local economy. He provided copies of the action alert flyers signed by supporters of the project. These documents were marked and entered into the record as follows:

Jeffrey Wenger supported the project saying he would like to see the project move into Mono County.

Nick Sprague opposed the project saying he does not believe it will be a benefit to the area.

Alex Yerkes supported the project saying it will help boost the areas failing economy and to support education for the users.

James Wilson opposed the project.

Recess/  
Reconvene

The Chairperson recessed the special meeting and public hearing at 2:50 p.m. to reconvene in open session in the public hearing at 3:00 p.m., with all Board Members present.

The Board continued to hear from members of the public as follows:

Joe Todd supported the project

Randy Short supported the project on behalf of wounded warriors and veterans.

Daniel Pritchett supported the wounded warriors, but opposed the project.

Em Holland who lives in Paradise opposed the project saying she believes the EIR if flawed.

Susan Greenleaf opposed the project.

Steve McLaughlin opposed the project and talked about potential and indirect impacts of the project that have not been identified.

Adam Garcia supported the project saying he thinks it will be good for the communities.

April Zrelak representing the Lone Pine Paiute Shoshone Reservation expressed concern that any economic gain will be offset by impacts from increased dust.

Dave Patterson supported the project.

Tom Budlong opposed the project.

Charles Massieon opposed the project.

Marty Fortney supported the project and supported reinstating the Aberdeen Route, citing greater recreational opportunities for the visitors and a boost to the County's economy.

Linda Arcularius addressed the Board to support the project and provided additional information to provide context to the debate.

Nate Gratz, supported the project and explained that because he is a paraplegic the only way he has an opportunity to enjoy the backcountry is on an off-road vehicle.

Sydney Quinn opposed the project questioning whether the EIR addresses the CEQA requirements for cumulative impacts.

Gregg Smith opposed the project.

Jon Patzer supported the project explaining he has concern for the loss of local jobs and recreational opportunities for our visitors.

Bruce Cotton, a disabled veteran, supported the project because it provides more access for the disabled.

Ileene Anderson of the Center for Biological Diversity opposed the project, asking the Board to reject the EIR because it addresses more than just the 7 routes being proposed today.

Darla Heil opposed the project.

Sue Hutson opposed the project saying that the project will not help the economy if it damages the resource.

Kathy Heater opposed the project.

Caryn Todd supported the project because it will help the local economy.

Recess/  
Reconvene

The Chairperson recessed the special meeting and the public hearing at 4:15 p.m., to reconvene in open session in the public hearing at 4:35 p.m., with all Board Members present.

The Board discussed the project with the individual Board Members responding to public comments and asking questions about certain aspects of the project including (a) the process for the Safety Determinations by the CHP on future applications; (b) local law enforcement; (c) citizen participation in the enforcement process; (d) the County's ability to assist with the law enforcement efforts on federal and City of LADWP lands; (e) the process whereby further routes are considered; (f) signage; (g) the Mitigation Monitoring and Reporting Plan; (h) air quality; (i) noise levels and monitoring; (j) economic analysis; (k) the adequacy of the EIR; (l) information that can be obtained as a result of a managed system; (m) how to reconcile OHV owners manual cautions regarding operations of off road vehicles on hard surfaces. Staff, the Consultant, and Special Council, responded to the Board Members questions and comments. The Chairperson closed the public hearing at 5:50 p.m. The Board went into its deliberations on the project.

Supervisor Griffiths said in looking at the assertions of the FEIR that the Program will reduce impacts because of education and signage and proper mitigation and monitoring, that he believes the implementing procedures can be strengthened in order to regulate and control the system so that actual reduction of impacts are accomplished. He suggested the following five changes to the implementing procedures:

1. The Board should consider passing an ordinance that would allow Inyo County law enforcement to enforce resource damage on City of Los Angeles Department of Water and Power and federal lands, which would need to go through the public process to adopt an ordinance.

2. In the development of the baseline data satellite and/or aerial photography will be used to determine exactly what is on the ground now and, as the Program proceeds, to help accurately determine whether there has been any proliferation or resource damage, and extending this information to the end point of the route so that if the end point is an off road vehicle area then the County can assess what sort of impacts are there on the ground.

3. With regard to strengthening the reporting system, some of which is already detailed in no. 13 of the Implementing Procedures, create a web site that the public and/or land management agencies could report damage or user conflicts that they see.

4. With regard to monitoring, there are currently three days dedicated for monitoring, there needs to be more time dedicated for this activity. Mr. Quilter explained that the type of equipment used to perform this monitoring is maxed at three days. The Board and staff discussed this and it was suggested that the monitoring could be performed multiple times in a year instead of just one three-day period per year.

5. There is process for route closures is expanded to include a process for temporary route closures, so that if a problem is identified, the route may be temporarily closed until the issue is resolved, then the route could be reopened.

The Board Members went on to talk about the project with Supervisor Tothoroh saying that his questions had been resolved during the previous discussion and saying that he supported Supervisor Griffith's suggestions for strengthening the Implementing Procedures. In responding to a question from the Board regarding the next step in the process should the Board wish to consider Supervisor Griffith's recommendations for strengthening the Implementing Procedures, Mr. Greg James, Special Counsel, explained that the Board will need to make a motion to certify that the FEIR was prepared in compliance with CEQA, was presented to and considered by the Board of Supervisors, and certifying that the FEIR reflects the independent judgment of the Board of Supervisors. Mr. James went on to explain that if the Board takes that action, then the Board could proceed to evaluate and choose the routes to be approved. He also said the implementing procedures could be amended and brought back later this evening to be adopted with the changes suggested by Supervisor Griffiths based on the Board's direction. Supervisor Kingsley expressed his support for the project and asked for a motion. Supervisor Tillemans indicated that he wanted to make a motion to certify the FEIR but prior to doing that he wanted to make some comments to explain his motion and position. He cited a trip to Sedona, Arizona, where there is a large amount of off road vehicle use, as an example of a managed trail system that is very effective. He said that he believes a managed trail system could be beneficial to mitigating possible current impacts to the resources that may be occurring as a result of a non-managed system. He also explained that this Program, which is California law, is the result of a local grassroots effort, and he believes it is his job to support these types of efforts. He went on to remind everyone that this is a pilot project that has a sunset date and encouraged everyone to let the Project move forward, allow the baseline data to be accumulated to provide the information to make an informed decision on whether a managed trail system will work in our area. Supervisor Pucci said that with the applicant's modifications to the project to reduce the number of routes from 36 to 7, he believes this is now truly a pilot project. He noted that the residential and neighborhood routes which appeared to be the most controversial have been removed and that with the changes suggested by Supervisor Griffiths to strengthen the Implementing Procedures, there is a great opportunity to monitor the project for not only the negative impacts but also for the positive impacts.

Resol. #2015-07/  
Certifying FEIR for  
Adventure Trails  
System Complies  
with CEQA

On a motion by Supervisor Tillemans and a second by Supervisor Pucci, Resolution No. 2015-07 was adopted, certifying that the Final Environment Impact Report (FEIR) for the Eastern Sierra ATV Adventure Trails System Project was prepared in compliance with CEQA, was presented to and considered by the Board of Supervisors, and certifies that the FEIR reflects the independent judgment of the Board of Supervisors, and revises the County's Implementing Procedures concerning the Project as detailed in today's discussion: motion unanimously passed and adopted. (Exhibit A – Mitigation Monitoring and Reporting Plan was added after the break.) (Separate motion approving Exhibit B.)

The Board and staff went on to discuss the proposed routes to be approved for the project which were Routes #5, #6, #7, #9 and #15 in the Bishop Area, Route #1 in Independence, and Route #1 in Lone Pine. Moved by Supervisor Griffiths and seconded by Supervisor Totheroh to accept the applications for the 7 routes and direct staff to return with either one all encompassing resolution or seven individual resolutions accepting the routes. Motion carried unanimously.

Recess/  
Reconvene

The Chairperson recessed the special meeting and the public hearing at 6:27 p.m. to reconvene in open session at 8:30 p.m., with all Board Members present.

County Counsel reviewed the Board's actions regarding the adoption of a Resolution that certifies the FEIR as required by CEQA. She also explained that there are two attachments to the resolution, one is the modifications to the Implementing Procedures identified by Supervisor Griffiths and the other is the Mitigation and Monitoring Plan which was approved by the Resolution. Ms. Kemp-Williams explained that there are two versions of the modifications to the Implementing Procedures for the Board to review and whichever one the Board approves as best reflecting the Board's directions concerning the modification will be included as Exhibit B to the Resolution. The Board heard from Mr. Clint Quilter, Public Works Director, and Mr. Courtney Smith, Transportation Planner, who reviewed the differences in the documents, specifically Section 12. The Board and staff discussed the wording of Section 12 of Exhibit B in detail, as well as the section designations of 11, 19, and 23, changing the wording in Section 14d to include a 7 day survey, in Section 14F to include the website, adding Section 20 to address temporary route closures; and in Section 24 adding the word "consider" in front of pass.

Moved by Supervisor Griffiths and seconded by Supervisor Totheroh to accept Exhibit B to Resolution #2015-07 as amended to have Section 12 read "Using aerial or satellite imagery, Inyo County will create a baseline that encompasses the area adjacent to each designated route, including the end point in a manner adequate to identify and monitor route proliferation," and other changes discussed above. Motion carried unanimously.

County Counsel went on to explain and provide the Board with copies of individual resolutions approve each of the 7 routes, which were prepared per the Board's directions.

Resol. #2015-08/  
Approving Bishop  
Rt. #05 of the  
Adventure Trails  
System

On a motion by Supervisor Pucci and a second by Supervisor Griffiths, Resolution No. 2015-08 was adopted designating Bishop Route #5 as identified in the Eastern Sierra ATV Adventure Trails System Project Application as a combined route and adopting certain mitigation measures identified in the FEIR and adopting rules and regulations for the use of the route; motion unanimously passed and adopted.

Resol #2015-09/  
Approving Bishop  
Rt. #6 of the  
Adventure Trails  
System

On a motion by Supervisor Griffiths and a second by Supervisor Pucci, Resolution No. 2015-09 was adopted designating Bishop Route #6 as identified in the Eastern Sierra ATV Adventure Trails System Project Application as a combined use route and adopting certain mitigation measures identified in the FEIR and adopting rules and regulations for the use of the route; motion unanimously passed and adopted.

Resol. #2015-10/  
Approving Bishop  
Rt. #7 of the  
Adventure Trails  
System

On a motion by Supervisor Totheroh and a second by Supervisor Pucci, Resolution No. 2015-10 was adopted designating Bishop Route #7 as identified in the Eastern Sierra ATV Adventure Trails System Project Application as a combined use route and adopting certain mitigation measures identified in the FEIR and adopting rules and regulations for the use of the route; motion unanimously passed and adopted.

Resol. #2015-11/  
Approving Bishop  
Rt. #9 of the  
Adventure Trails  
System

On a motion by Supervisor Tillemans and a second by Supervisor Griffiths, Resolution No. 2015-11 was adopted designating Bishop Route #9 as identified in the Eastern Sierra ATV Adventure Trails System Project Application as a combined use route and adopting certain mitigation measures identified in the FEIR and adopting rules and regulations for the use of the route; motion unanimously passed and adopted.

Resol. #2015-12/  
Approving Bishop  
Rt. #15 of the  
Adventure Trails  
System

On a motion by Supervisor Tillemans and a second by Supervisor Griffiths, Resolution No. 2015-12 was adopted designating Bishop Route #15 as identified in the Eastern Sierra ATV Adventure Trails System Project Application as a combined use route and adopting certain mitigation measures identified in the FEIR and adopting rules and regulations for the use of the route; motion unanimously passed and adopted.

Resol. #2015-13/  
Approving Indy Rt.  
#1 of the Adventure  
Trails System

On a motion by Supervisor Tillemans and a second by Supervisor Pucci, Resolution No. 2015-13 was adopted designating Independence Route #1 as identified in the Eastern Sierra ATV Adventure Trails System Project Application as a combined use route and adopting certain mitigation measures identified in the FEIR and adopting rules and regulations for the use of the route; motion unanimously passed and adopted.

Resol. #2015-14/  
Approving L.P. Rt.  
#1 of the Adventure  
Trails System

On a motion by Supervisor Griffiths and a second by Supervisor Tillemans, Resolution No. 2015-14 was adopted designating Lone Pine Route #1 as identified in the Eastern Sierra ATV Adventure Trails System Project Application as a combined use route and adopting certain mitigation measures identified in the FEIR and adopting rules and regulations for the use of the route; motion unanimously passed and adopted.

County Counsel went on to provide the Board with a copy of a resolution that makes findings required by CEQA for the individual 7 designated combined use routes and adopting the Mitigation Monitoring and Reporting Program.

Resol. #2015-15/  
CEQA Designate  
Combined Routes  
& MMP

On a motion by Supervisor Pucci and a second by Supervisor Tillemans, Resolution No. 2015-15 was adopted, making findings required by CEQA with regard to the 7 routes designated as combined use routes in the Adventure Trails System and adopting the Mitigation Monitoring and Reporting Program; motion unanimously passed and adopted.

Adjournment

The Chairperson adjourned the special meeting at 9:00 p.m.

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Chairperson, Inyo County Board of Supervisor

Attest: *KEVIN D. CARUNCHIO*  
*Clerk of the Board*

by: \_\_\_\_\_  
*Patricia Gunsolley, Assistant*