



**TOWN OF BRECKENRIDGE**  
**OPEN SPACE & TRAILS**

**Breckenridge Open Space Advisory Commission**

December 12, 2022

Council Chambers in Town Hall

150 Ski Hill Road, Breckenridge, CO 80424

THE TOWN OF BRECKENRIDGE IS NOW HOLDING HYBRID MEETINGS. THIS MEETING WILL BE HELD IN PERSON AT BRECKENRIDGE TOWN HALL. ALL MEMBERS OF THE PUBLIC ARE INVITED TO ATTEND. IN PERSON ATTENDEES MUST NOT ACCESS THE VIRTUAL MEETING WHILE IN COUNCIL CHAMBERS.

This meeting will also be broadcast live over Zoom. Log-in information is available in the calendar section of our website: [www.townofbreckenridge.com](http://www.townofbreckenridge.com).

Questions and comments can be submitted prior to the meeting to [websiteopenspace@townofbreckenridge.com](mailto:websiteopenspace@townofbreckenridge.com).

<b>5:30 pm</b>	<b><i>Call to Order</i></b>	
<b>5:35 pm</b>	<b><i>Discussion/Approval of Minutes</i></b>	<b>1</b>
	<ul style="list-style-type: none"><li>• November 28, 2022 Draft BOSAC Meeting Minutes</li></ul>	
<b>5:40 pm</b>	<b><i>Discussion/Approval of Agenda</i></b>	
<b>5:45 pm</b>	<b><i>Public Comment (Non-Agenda Items)</i></b>	
<b>5:55 pm</b>	<b><i>Staff Summary</i></b>	<b>6</b>
	<ul style="list-style-type: none"><li>• Field Season Update</li><li>• Summer Concessionaire Data</li><li>• Field Season Review</li></ul>	
<b>6:30 pm</b>	<b><i>BOSAC Trivia</i></b>	
<b>7:00 pm</b>	<b><i>Adjournment</i></b>	

**I) CALL TO ORDER**

Duke Barlow called the November 28, 2022 regular meeting of BOSAC to order at 5:31 pm. Other BOSAC members present included Nikki LaRochelle, David Rossi, and Chris Tennial. BOSAC member Krysten Joyce attended virtually. Town Council liaison Jeffrey Bergeron was absent and Council member Todd Rankin served in his place. Staff members present included Scott Reid, Anne Lowe and Tony Overlock. Members of the public included: Lauren Swanson (Breckenridge Tourism Office), Jim Testin (Breckenridge Ski Resort), Katherine King (Summit County Open Space and Trails), and Paul Semmer (OSAC). In addition, Adam Bianchi (Dillon Ranger District), Kelly Ahern, and Phil Calvin attended virtually.

**II) APPROVAL OF MINUTES**

**A) BOSAC REGULAR MEETING – October 24, 2022**

The minutes were approved as presented.

Mr. Rankin recommended that the BOSAC packet be included in ILegislate for commissioners, much like Town Council does.

Ms. Lowe confirmed that ILegislate will be utilized for BOSAC starting in January.

**III) APPROVAL OF AGENDA**

The agenda was approved as presented.

**IV) PUBLIC COMMENT**

Mr. Semmer: Keep up the good work!

**V) STAFF SUMMARY**

Ms. Lowe: The Wellington-area pile burn is scheduled as soon as tomorrow (11/29), or Wednesday (11/30) through the end of this week. The effort will require a minimum of two days to burn 2,000 piles. Also, the BOCC will be reviewing the Quandary report tomorrow during their regular meeting at 1:30pm.

Ms. King clarified questions regarding the revenue from the Quandary parking and shuttle reservation system. The parking revenues are handled under the same terms as in 2021. Interstate Parking keeps 50% of revenue and the remaining 50% is used to offset the cost of the shuttle system. The overall effort is a net loss to the County of over \$160,000, not including a \$50,000 one-time CDOT grant.

Mr. Barlow asked if the Town's Social Equity Advisory Commission will weigh in on the DEI portion of the Quandary comments, which each parking and shuttle participant had an opportunity to complete. Very low numbers of comments were received overall. Staff stated that equitable access was a concern and would discuss with partners.

Mr. Calvin asked if the original goals of public safety had been met and the County feels as though they have been met.

## VI) OPEN SPACE DISCUSSION

### A) BRECKENRIDGE TOURISM OFFICE UPDATE

Ms. Swanson showed an example of an outdoor bathroom kit that helps solve human waste problem on public lands, which is one example of a branded media gift idea. She asked BOSAC to help brainstorm what problems they see on the trails that the Breckenridge Tourism Office can help address.

Mr. Rankin said that dog waste, especially in the spring, is a huge problem and one largely created by locals. Other ideas included wayfinding for visitors, trail etiquette, and education of users. Additionally, sending all people to the correct locations is important. In particular, BTO should help visitors understand where to go to the appropriate places that can handle their presence and help disperse locals away from congestion and crowds.

Also, plastic bottles from the grocery store remain a concern. Ms. Lowe asked BOSAC about branded trail loops, which could be color-coded and include time and distance estimates, which BOSAC supports and believes could help with wayfinding. Dispersion of parking would be helpful. Mr. Rossi recommended that the BTO website provide timeframes and more information on conditions. There are a number of 3<sup>rd</sup> party apps that Town and BTO could also utilize. Mr. Semmer said that talking to the neighbors of trails is important across municipalities and our boundaryless landscape.

### B) BRECKENRIDGE SKI AREA UPDATE

Mr. Testin provided an overview of the vision for Peak 8 and the changes that have occurred and will likely come next year. Updates include Rips Ride, which has been replaced, and removal of the Kids' Castle in preparation for next year's project. The next project is to replace 5 Chair. This is a complex process due to summer business and multiple jurisdictions across which the chair goes. They are trying to open up a gap between Colorado and 5 Chair to make the base area more usable and less congested. They recently updated the Ski Area Master Development Plan with the USFS. Better, not bigger, is their overall goal.

Mr. Tennial asked BSR where they look for best practices and wondered if Breckenridge was leading the way. Mr. Testin explained that outside of the ski area, IMBA provides a good model for trail networks. However, within the ski area sector, the White River National Forest and the ski areas have developed BMPs and general design criteria, which are on the WRNF website. It is very site-specific.

Mr. Rankin raised the topic of sedimentation in Cucumber Gulch Preserve. Mr. Barlow wanted to know if they could connect the Peaks Connect Trail from Peaks Trailhead to Four O'clock as part of the project, but BSR would need a bridge across the alpine slide, which is expensive infrastructure not included in this project.

Ms. Lowe asked about revegetation efforts. Mr. Testin said they're working closely with soil scientists and various seed mixes and continually adjust the application rate and soil amendments. They need to develop test plots to ensure success.

C) CAMP HALE INFORMATION

Mr. Bianchi provided background on the Camp Hale Continental Divide National Monument. On October 12, President Biden proclaimed the country's newest National Monument, which is the 13<sup>th</sup> under the USFS (most are under the National Park Service or US Fish and Wildlife Service). The USFS will continue to manage these lands. Support from the community was strong. 53,000 acres total in the new National Monument, over half of which is in Summit County.

Designation doesn't preclude the current management or anticipated future management. Accepting recreation motorized and non-motorized new trails was all written into the proclamation. Forest Management/fuels management will continue. Mineral rights limited in future unless they are already claimed. Prehistoric or historic elements must be protected. Recreational history of ski area/ 10<sup>th</sup> Mountain is also important. The USFS is required to establish a new management plan for the National Monument, which they will work on soon. The public will need to help us determine how to manage the new National Monument.

Ms. Lowe asked about the process for new trails. Mr. Bianchi said the "Frisco's Backyard" project will be a good test case. He does not see the process changing much, but does expect more wide-ranging comments in the future. National Monument status will elevate national interest in the area.

Mr. Tennial asked about mineral rights limitations affecting the ability to acquire open space. Mr. Bianchi explained the difference between patented and unpatented mining claims and does not anticipate the new National Monument status affecting current or future open space purchases. The new monument will bring visitors and potential funding opportunities to protect and manage the lands.

Mr. Bianchi explained that current permits (huts, outfitter/guides) will remain the same. Additional 10<sup>th</sup> Mountain huts will require a NEPA analysis and public input. There are no changes to the current hut system.

D) TRAILS WORKPLAN

Ms. Lowe asked BOSAC to start brainstorming on the trails and signage workplans to support the Master Plan, as was discussed during the planning process. The January meeting will be devoted to these topics. BOSAC was tasked with thinking about, between now and the January meeting, what BOSAC wants the workplans to look like and accomplish, and how we get there. Things to think about include overall trail philosophy, timeframe, partnerships, how often the workplan is reviewed, whether it is a living document that changes as priorities change or work is complete, trails infrastructure needs, and prioritization of projects. The trails and signage workplans will have to be done in coordination with the County and USFS as partners, given our boundaryless landscape approach. Please help us identify redundancy, consistency, hodgepodge factor, etc, for signs across the trail network.

Mr. Barlow suggested BOSAC think at a high level for tonight's meeting, then in January BOSAC could get more detailed in discussions. Ms. Joyce echoed the need to define what we want the workplans to be and what we should address. Established partnerships and planning efforts are critical. We should utilize tools like the decision-making framework of the Master Plan to work through this topic as a group.

Mr. Tennial stated that timeline restrictions are important, such as revisiting the plan frequently so that it overlaps with BOSAC members' tenures. Additionally, the trails workplan should be broadened to include land management priorities, such as river and habitat restoration. A 1,000-day model will help everyone understand the process and timeline. We need to define our goals then come back with key performance indicators (KPIs) to see how we did.

Mr. Rankin suggested we think about workforce housing development and impacts to neighboring trail systems, such as French Gulch trail system. Being flexible and adaptable is very important. With the Master Plan completed, now the focus is on on-the-ground changes and implementation. Mr. Rankin agreed that KPIs including proximity of trails to homes and habitat protection are important.

Mr. Barlow said the trails workplan should be a living document to nest within the Master Plan. Ms. Lowe said that additionally, an annual workplan will be an offspring of the trails workplan and suggested prioritizing projects based on a three-year horizon.

Ms. LaRochelle suggested that BOSAC dive back into public engagement collected through Master Plan process at the January meeting. Conservation was identified as a primary goal. We'll need to interface with the County and USFS. With regard to the signage workplan, partnerships with other agencies are essential. The winter aspect also needs to be front of mind.

Mr. Rossi stated that the winter season is essential to consider, particularly with regard to trails and criticisms about trail use and parking in wintertime. Public engagement is also important and should address the broad user base within our community. Data on trail use and parking should be integrated into this planning effort. He suggested bringing in a moderator in January to hear all voices, such as the Keystone Policy Center or Community Development. Mr. Rossi also said that story maps are a great example of being on the leading edge of how we connect data with what we create. We should have a dynamic and living trails workplan to keep the public and BOSAC engaged. Regarding signage, collaboration with USFS and County should make the plan more easily understood. A working group would help the users in the end.

Mr. Barlow stated that the trails workplan seems straightforward, but for the signage plan, we may need a professional sign designer to assist us. BOSAC members supported Mr. Barlow's suggestion for a third-party contractor for signage design who is experienced in wayfinding. Mr. Rossi said that a design professional should give us a common palette, especially since wayfinding is an industry. We need a branding program. BOSAC discussed having the January deep dive into workplans first before deciding on design elements and the need for a contractor.

Mr. Bianchi stated that we also need a better communication piece to help people access the National Forest. The USFS has to meet their national sign standards, though, and do not have the freedom that the Town has with regard to signage. They want to fix degraded signs and wayfinding signage remains important. Mr. Bianchi said he is happy to work with our project partners on this.

E) COUNCIL MATTERS RELATED TO OPEN SPACE TOPICS

Mr. Rankin: Keep up the thoughtful work. Your passion is evident. You're doing a great job.

VII) ADJOURNMENT

A motion to adjourn the regular BOSAC meeting was made by Mr. Rossi and Mr. Tennal seconded it. The November 28, 2022 regular meeting of BOSAC ended at 7:50 pm.

The next regular meeting of BOSAC is scheduled for December 12, 2022 at 5:30 pm.

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Duke Barlow, Chair

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Memorandum

To: Breckenridge Open Space Advisory Commission  
From: Open Space & Trails Staff  
Re: December 12, 2022 Meeting

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**Staff Summary**

**Field Season Update**

Since the last BOSAC meeting, staff have completed the following:

- Hazardous tree removal.
- Installing seasonal fencing and signage and traffic counters.
- Snowmobile compaction on groomed trails including Fall Classic, Dry Gulch, Gold Run Road, Slalom, Upper Flume to Middle Flume to Tom's Baby.

**Summer Concessionaire Data**

Staff has compiled the summer 2022 data from commercial entities and nonprofit organizations who conducted tours on Town open spaces and trails via license agreements. This is the fifth year of implementation of a formal application process, which has allowed staff to evaluate data and hold operators accountable. Currently, criteria for operators to obtain a license agreement include, among other requirements, a limit of 5 commercial operators per season on the Town's natural surface trails with 200 user days each (summer only) and a group size no larger than 6 including a guide. Different user days and group sizes were established for different resource types other than natural surface trails, including SUP yoga on Rounds Pond, fishing on the Blue River, and the biking on the Recreation Path. There are no caps on nonprofits focused on local youth, education, and stewardship. The Town's Recreation Center kid's programs are included in the commercial totals and represent the highest numbers of users.

Staff continues to refine the program and have granted a couple of year-long license agreements to those groups (commercial and nonprofit) that have similar activities and uses year-round.

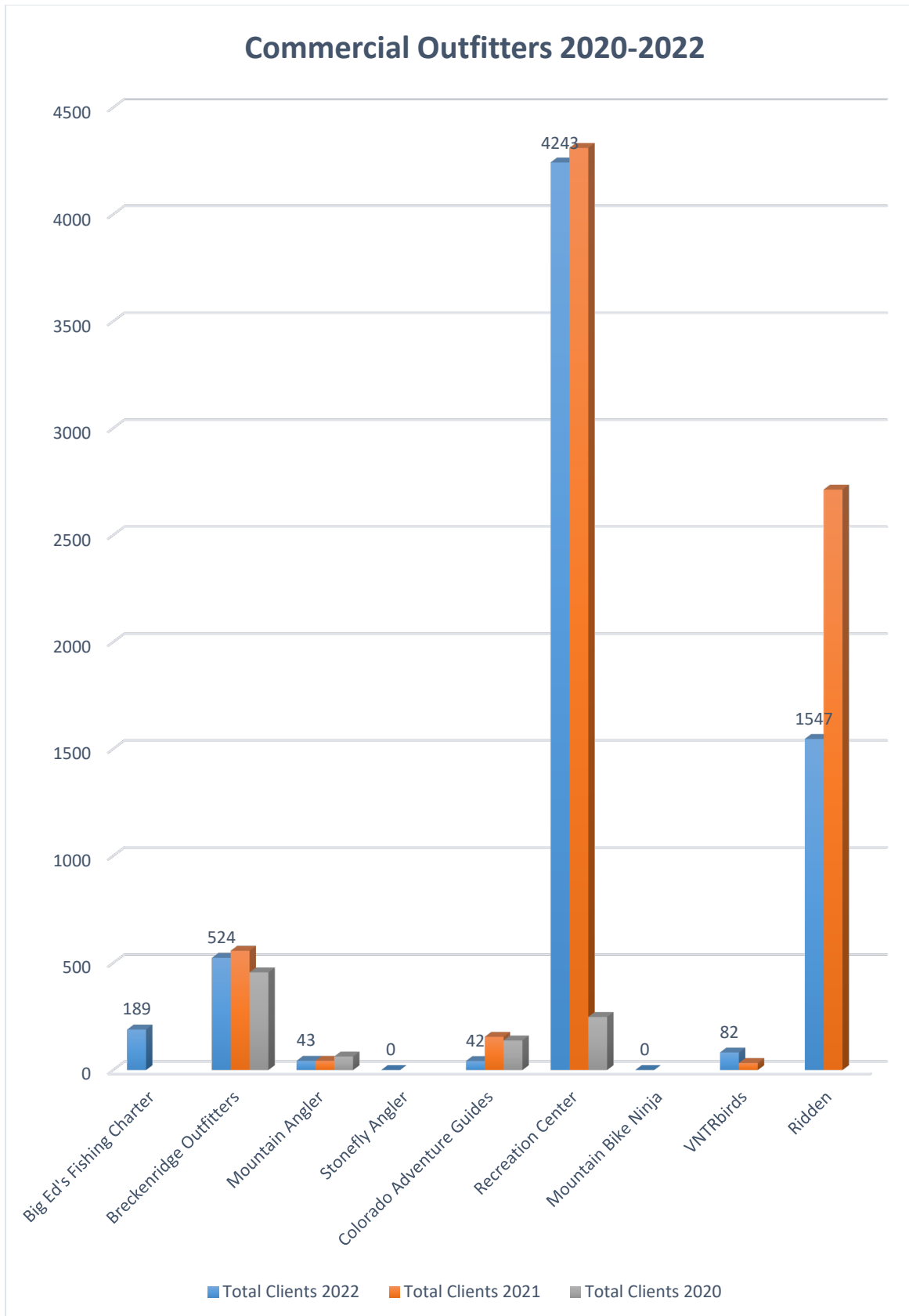
- There were two new Angler License Agreements this season for a total of four.
- Ridden was the only concessionaire to use the Recreation Path.
- All nonprofit organizations and Ridden have year-long license agreements.
- Most tours were conducted during the week as opposed to weekends.
- Breckenridge Outfitters had conducted the most fishing tours on the Blue River.
- The Recreation Department conducted the most tours on natural surface trails.
- Keystone Science School conducted the most tours out of the nonprofits.

**Table A: Commercial License Agreements**

Angler License Agreement			Natural Surface Trail Agreement			Recreation Path Agreement		
Company	Tours Conducted 2022	Total Clients w/ guides 2022	Weekend	Weekday	Average Tour Size	Resource Type/ Activity	Duration of Tour Hours	Most Used Trails
Big Ed's Fishing Charter	58	189	12	46	3	Blue River/Fly Fishing	2	River Trail, Blue River Steps
Breckenridge Outfitters	124	557	35	89	3	Blue River/Fly Fishing	2	River Trail, Blue River Steps
Mountain Angler	11	43	2	9	3	Blue River/Fly Fishing	2	River Trail, Blue River Steps
Stonefly Angler	No Tours					Blue River/Fly Fishing		
Colorado Adventure Guides	42	155	13	29	2.4	Natural Surface Trails/ MTB	3.4	Town System
Ninja Mountain Bike Performance	No Tours					Natural Surface Trails/Kids MTB		
VNTR Birds	21	82	2	19	3	Natural Surface Trail/ Women's	4	Carter Park, Wellington Bike Park, Illinois Creek
Recreation Center	199	4243	0	199	6	Natural Surface Trails/ MTB, Hike	3	Town System
Ridden (Year-Long Agreement)	193	1547	54	139	5	Fat Bike	2	Rec Path/ River Trail



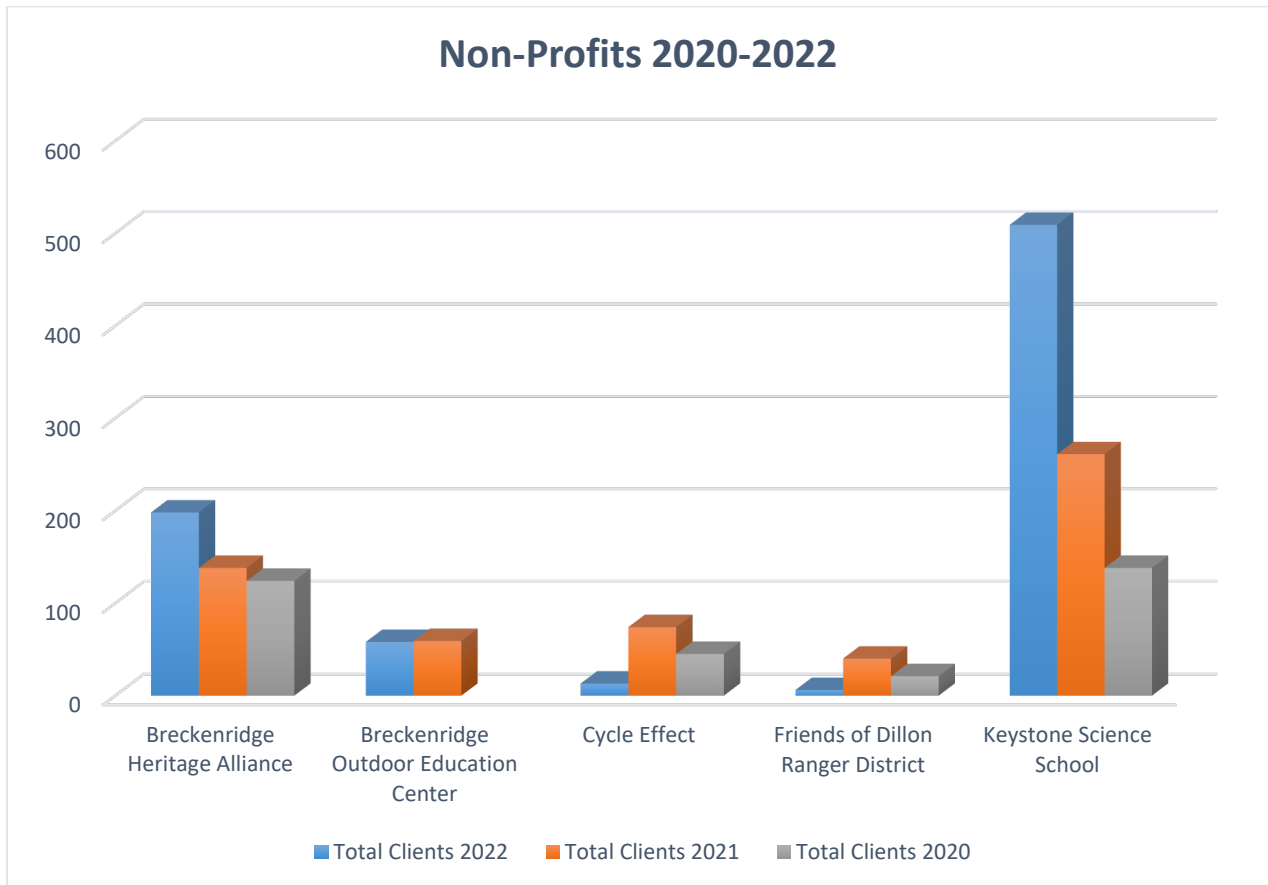
Figure 1: Commercial Use from 2020 to 2022



**Table B: Non-profit Year-Long License Agreements**

Company	Tours Conducted 2022	Total Clients w/guide 2022	Weekend	Weekday	Average Tour Size	Activity	Duration of Tour Hours	Most Used Trails
Breckenridge History	32	198	0	32	5	Hike	2.5	Iowa Hill, B&B
Breckenridge Outdoor Education Center	6	58	0	6	6	Hike	2	Sawmill
Cycle Effect	3	13	0	3	4	MTB	2	Town Trails
Friends of Dillon Ranger District	1	6	0	1	6	Hike	3	B&B
Keystone Science School	35	509	0	35	14	Hike	4	B&B, Iowa Hill

**Figure 2: Non-profit Use from 2020 to 2022**



**2022 Field Season Review**

Joel Dukes will lead a presentation covering the highlights of the 2022 field season.