



TOWN OF BRECKENRIDGE
OPEN SPACE & TRAILS

Breckenridge Open Space Advisory Commission

April 24, 2023

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.

Questions and comments can be submitted prior to the meeting to websiteopenspace@townofbreckenridge.com.

- 4:00 pm** **Site Visit** – Doody Free Breck clean up. Meet at B&B Trailhead and dress for the weather.
- 5:30 pm** **Call to Order**
- 5:35 pm** **Discussion/Approval of Minutes** **1**
- March 23, 2023 Draft BOSAC Meeting Minutes
- 5:40 pm** **Discussion/Approval of Agenda**
- 5:45 pm** **Public Comment (Non-Agenda Items)**
- 5:50 pm** **Staff Summary** **13**
- End of Winter Field Season Update
 - Friends of Breckenridge Trails
 - Commercial & Nonprofit License Agreements Update
 - Annual Open House
 - Horses at the McCain Property
 - BOSAC Appointments
 - Open Space & Trails Master Plan Adoption
 - Swan Mountain Scoping Notice
 - BOSAC Meetings on YouTube
- 5:55 pm** **Open Space Discussion** **18**
- BOSAC Elections
 - Trails Workplan and Signage Workplan
 - Council Matters Related to Open Space Topics
 - Other Matters
- 7:15 pm** **Executive Session**
- 7:30 pm** **Adjournment**

I) CALL TO ORDER

Duke Barlow called the March 27, 2023, regular meeting of BOSAC to order at 5:31 pm. Other members of BOSAC present included Krysten Joyce, Nikki LaRochelle, David Rossi, Chris Tennal, Bobbie Zanca, and Council liaison Jeffrey Bergeron. Staff members present included Shannon Haynes, Kevin Zygulski (virtually), Anne Lowe, Zara Hickman, and Tony Overlock. Town Council member Kelly Owens was present. Members of the public included: Katherine King (Summit County Open Space) Jim Testin (Breckenridge Ski Resort), Larissa O'Neil (Breckenridge History), Larry Crispell (Breckenridge History), Jerry Dziedzic (Breckenridge History), Peter Grosseuch (Breckenridge History, and OSAC), Allyn Mosher (Breckenridge History), Jessica Doran (EcoMetrics), Ray Moody, and Phil Calvin. Additionally, Paul Semmer (OSAC), Ashley Garrison, and Katie (last name unknown) attended virtually.

II) APPROVAL OF MINUTES

A) BOSAC REGULAR MEETING – FEBRUARY 27, 2023

The minutes were approved with amendments.

III) PUBLIC COMMENTS

There were no public comments.

IV) APPROVAL OF AGENDA

The agenda was approved as presented.

V) STAFF SUMMARY

A) WINTER FIELD SEASON UPDATE

Ms. Lowe: OST winter maintenance is still underway.

B) SEASONAL HIRES

Ms. Lowe: Currently, staff is seeking to hire several Open Space Technicians and one Naturalist. Staff will continue to interview candidates until the positions are filled.

C) GRANTS UPDATES

Ms. Lowe: Last week was busy, as we had two grants with very short turnaround times. The first was the Colorado Parks and Wildlife (CPW) Partnerships in the Outdoors; staff applied for funding towards the Sawmill Reservoir wheelchair-friendly trail improvements and construction in partnership with the Breckenridge Outdoor Education Center (BOEC). The second, the Bipartisan Infrastructure Legislation grant, came to us from noxious weed contacts through the State of Colorado Noxious Weed Board. Staff applied for funding towards noxious weed inventory and monitoring for Cucumber Gulch Preserve.

Mr. Bergeron: Regarding the BOEC trail around the Griffith Lodge, is the BOEC funding this, or is the Town?

Ms. Lowe: The project has two components; the first is trail improvements and installation of a new trailhead kiosk at the trail connection to the Reservoir Trail from the

parking area. The second is constructing a new wheelchair-friendly loop from the parking area, behind the Griffith Lodge, and connecting to the Sawmill Reservoir.

Mr. Bergeron: Is this a Town or Town and County Open Space?

Ms. Lowe: It is on Town Open Space land within the Exclusive Area defined by the BOEC's lease of the F&D Placer. The BOEC wants our help to do this wheelchair-friendly trail.

Mr. Bergeron: So, we are constructing and funding it?

Ms. Zanca: I saw the Social Equity Commission's video; this project sounded like a done deal, but BOSAC has not discussed this.

Ms. Lowe: This project has been discussed briefly before. Staff feels this project can be completed with minimal costs and collaboration with our partners at the BOEC.

Ms. Zanca: And how much is the cost?

Ms. Lowe: The project is estimated to cost \$30,000.

Mr. Overlock: Staff is trying to improve trail access for individuals with disabilities and multi-generational families.

Ms. Zanca: Was the grant known?

Ms. Lowe: Staff found out about this grant via an email sent out by CPW a week ago. It was a quick turnaround time of approximately five days. The Town now has a full-time grant coordinator; hopefully, staff will hear about grants with more advance notice.

Mr. Bergeron: Mr. Overlock, please explain the project. How do you access the Breckenridge Ski Resort (BSR) from the parking area now?

Mr. Overlock: The BOEC installed fencing all around their exclusive-use property. Users can access BSR via the 4 O'clock Trail.

Mr. Bergeron: The Town is very generous to the BOEC; we are building a trail when they are limiting public access?

Mr. Overlock: The fencing around the exclusive area keeps the public out of and off of BOEC facilities. BOEC staff are aware of the fencing complications and want to move forward to provide better access to the Sawmill Reservoir. The trails are open to the public.

Mr. Bergeron: But public access is denied?

Mr. Barlow: It is more of a detour.

Mr. Bergeron: I would love to do a site visit to the Sawmill Reservoir. The Town is very generous with the BOEC, but regarding building a trail...I want BOEC to participate in some way. Whether the Town received the grant or not.

Ms. LaRochelle: What about BOEC staff volunteering for construction efforts?

Mr. Bergeron: That is something, but this project still requires staff time. This caught me off guard when I read this; the BOEC wants the Town to bring skills and funding to build the trail. It would be nice to see a map of the project.

Mr. Barlow: On to the Noxious Weed Grant; staff used to do plot-based monitoring and you're now trying to bring it back?

Ms. Lowe: Yes, staff worked collaboratively with Claffey and AlpineEco, but due to complications within their staff and crew shortages, it has been several years. OST staff hopes to work with them several times this summer.

Ms. Joyce: I have a similar comment to the last BOSAC meeting. It would be good in the future that if something comes up between BOSAC meetings, there is a process for when grants come up so BOSAC knows before meetings. This has come up several times now, a decision-making framework for in-between meetings would be helpful.

D) HORSES AT THE McCAIN PROPERTY

Mr. Barlow: Let us move on to discuss horses at the McCain property.

Ms. Lowe: The Stables housing development is happening next to the Wellington and Lincoln Park neighborhoods. The family running the Gold Run Nordic Center sleigh rides and on Peak 9 are working with the Town to try and find winter boarding for their horses. The family lives in Fairplay, and driving horses over Hoosier Pass daily is troublesome. The current idea was to carve out an acre to keep horses during winter; the owner would be responsible for removing manure in the spring. The owners would sign a year-to-year lease for up to five years to encourage them to find a long-time solution for the horses. The OST program purchased the additional 15 acres, and the horses would be in that vicinity away from the river. Additionally, this area encompasses some of the temporary Xcel yard.

Ms. Zanca: The infrastructure on the map, is all of that there now?

Ms. Lowe: No. The road has not been finalized yet, but there is a rough access road.

Ms. Joyce: Considering the goals of the OST program, what does staff think of what to do with the land?

Ms. Lowe: I think staff is most concerned with ensuring that manure does not run into the river. Staff hopes the owner finds a permanent solution. The Gold Run Nordic Center relies heavily on the revenue from sleigh rides.

Mr. Tennial: This is the exact situation that BOSAC should comment on. The McCain property open space purchase was Town Council's solution to ensure that it stayed open space. First, there was the Xcel gas line, and now horses. I stand in opposition to moving

horses to this area. This area is an open space and should stay open space; I do not like the precedent being set.

Mr. Bergeron: Would the owner build stables?

Ms. Lowe: I am not sure; I believe the owners would build a temporary shelter structure, but not a stable.

Ms. Haynes: Mr. Reid is working on this with the owners. The golf course is very protective of its grass and not inclined to have horses near the greens. Public Works suggested this solution, intending to construct a temporary corral structure.

Mr. Barlow: Has the DNR Kennels not been considered?

Ms. Haynes: The Town met with the County about the Kennels, and it is not zoned for that type of use. Two special zoning processes are required to get possible approval.

Mr. Barlow: Is this important?

Ms. Haynes: It is important as the Town generates a fair amount of revenue on sleigh rides that support grooming efforts. The sleigh rides are a revenue generator for the Gold Run Nordic Center.

Mr. Bergeron: I am with Mr. Tennal on this.

Mr. Barlow: Does anyone feel differently?

Ms. LaRochelle: I appreciate Mr. Tennal's thoughts, but I believe we should work with them, if it is temporary.

Mr. Barlow: Could the agreement be for less than five years?

Mr. Rossi: I do not like that it's an open agreement for a winter corral with potential beyond a five-year agreement. I think Mr. Tennal is right about the precedent. If there was any more time and a definitive time limit, I would be willing to work with the owners. Those are my concerns.

Ms. Lowe: I will pass this information along; this is helpful.

E) TRAILS AND SIGNAGE WORKPLANS UPDATE

Ms. Lowe: A quick update regarding the workplans. Staff will flush out details following Town Council feedback and bring them back to BOSAC for the April meeting. We can discuss those details during the April meeting and determine how we want to proceed with the workplans.

Ms. Zanca: What were some of the Town Council's comments?

Ms. Lowe: They expressed comments regarding access and inclusion and breaking down some of the trail components into separate items. Overall, they wanted to flush out some of the general ideas in the workplan. Staff will bring all details to BOSAC next month.

F) ACCEPTING BOSAC APPLICATIONS THROUGH MARCH 31, 2023

Ms. Lowe: BOSAC applications are due Friday, March 31, 2023, by 4:00 pm. This is a reminder to folks interested in serving another term to submit applications. Town Council will interview candidates at the April 11, 2023 meeting. Any newly appointed commissioners will begin at the end of April.

G) QUANDARY PARKING & SHUTTLE PROGRAM

Ms. Lowe: The Town and County have worked closely on the Quandary Shuttle RFP process. The RFP's go before the Board of County Commissioners in executive session tomorrow. The Town is excited to have a seat at the table and grateful to Ms. Haynes and Mr. Hulsey, who have been essential to the transportation planning process. This year, the shuttle process is being refined from lessons learned with added benefits to locals.

Ms. Zanca: Does the strategy this year address comments from the 2022 Quandary report?

Ms. Lowe: Yes, the experience will be much better for locals.. However, we know that change is tough. Like paid parking in Breckenridge, it often takes a couple of years for it to become habit and accepted.

H) OPEN SPACE & TRAILS MASTER PLAN ADOPTION

Ms. Lowe: BOSAC, please feel free to attend the Town Council meeting tomorrow. The Master Plan's first reading and the trailhead projects are on the agenda. The second reading is scheduled for April 11, 2023, followed by a 30-day wait period before the ordinance goes into effect.

I) BOSAC MEETINGS ON YOUTUBE

VI) OPEN SPACE DISCUSSION

Breck History Keystone Driller

Ms. O'Neil: Good evening, Commission; thank you for giving us time tonight to talk about our latest project, the Keystone Drill. To begin, a little background into this historic artifact. Usually called the Keystone Drill or Finder, it was a gold finder or testing machine. The Drill first came to Breckenridge to test the undisturbed ground before a dredge boat or underground mine was implemented to efficiently direct mining activity. First brought to Breckenridge by way of Fairplay by Ben Stanley Revette. Breckenridge History acquired the drill in 2019 when it was moved to Country Boy Mine. We have discussed how to display the drill for some time as it needs shelter to protect it from the elements. Breckenridge History proposes an open-air shelter with dimensions of 21 feet in length, 12 feet wide, and 16.6 feet in height.

Mr. Bergeron: Is the structure going to be the same size as the one for the Lucky Jig?

Ms. O'Neil: It would be bigger, but not higher than the treeline. The schematics provided are examples of what has been done previously for open-air shelters to house artifacts.

The memo proposes one location, but I would like to discuss several other spots. The Four-Mile bridge came up early on, and Breckenridge History feels that context is limited while the location is visible. The location is on the reccpath but presents accessibility limitations. Additionally, artifacts are vulnerable to vandalism, like those at Railroad Park; staff fears this location would make the drill a target.

Due to the size and scale of the Keystone Drill, in-town properties did not make sense and would be out of context. Next, Breckenridge History reviewed French Gulch locations such as the B&B trailhead. This location gives the drill a lot of context and helps tell the mining complex story. Then the Reiling Dredge trailhead was proposed due to the wheelchair-friendly trail plans. This location also allows Breckenridge History to tell a complete story. Our staff are cognizant of traffic on French Gulch Road and do not think that this project would increase traffic. This drill is cool and unique, and it deserves a permanent home. Does BOSAC approve of this location?

Ms. Zanca: Did Breckenridge History consider the Sawmill Museum on Boreas Pass Road?

Ms. O'Neil: Yes, and the Keystone Drill lacks context. That location is outside where it was historically used in this area. However, Breckenridge History could make it fit.

Ms. Joyce: Why can the drill not stay at Country Boy Mine?

Ms. O'Neil: Breckenridge History spoke to Country Boy Mine about that, and at some point, the owner may want to sell the business. Breckenridge History owns the drill, and the owner does not want the drill to potentially encumber his sale.

Ms. LaRoche: Is there a timeframe Breckenridge History needs to move the Keystone Drill?

Ms. O'Neil: Sooner rather than later, the drill has been at Country Boy Mine for four years now. The original plan was to move it to 2020-2021, but the COVID-19 Pandemic delayed that. Staff would like to move it to begin planning the shelter construction this summer.

Mr. Bergeron: Please convey BOSAC's thanks to Country Boy Mine; they are cool partners. I believe it belongs in or around French Gulch, however, I do not love the proposed location. Could the drill go to the west side of the Wellington neighborhood, maybe on the dredge rocks? Parking at the B&B trailhead is substantial and would not drive more traffic further up French Gulch Road. This location could be a historical destination.

Mr. Barlow: I like the B&B trailhead location too, though it is ironic it was considered originally.

Mr. Tennial: Will the Keystone Drill need any more restoration, or will the drill be displayed how it exists?

Ms. O'Neil: The wood needs some restorative work but does not require anything specific per the preservation strategy.

Mr. Tennal: So, the Drill would stand for another 10-15 years. The drill belongs to the other great structures, but I have concerns about over-programming one zone.

Mr. Rossi: I agree; the B&B parking lot feels like it is right there. Breckenridge History does great work and restoration. Would the location be very close to Jumbo? I think it is great, and it's a super cool piece of equipment and would love for people to see it at the B&B trailhead. Is the circle on the map to scale?

Ms. O'Neil: No, it is not. I believe several trees need to be removed to make the drill fit in that location. French Gulch tells a great story of the mining history in this area; if this could be located on a loop, it would complete that story.

Mr. Bergeron: Is it possible to place the drill 50-100 feet west of the parking area and build a fully ADA boardwalk? Just a little bit off the trail into the dredge rock. This location would eliminate a potential safety concern of groups of people going to see the drill near the Reiling Dredge bridge.

Mr. Rossi: I think a path would be fantastic.

Ms. LaRochelle: I agree with Mr. Bergeron; my concern is safety at the bridge as bikes can cross the bridge quickly and could be dangerous.

Ms. Joyce: First of all, I feel sorry that BOSAC is returning to the original proposed location. I agree with the B&B trailhead parking lot, and I agree with the trail. If OST creates a trail, it is a long-term solution for the drill.

Mr. Overlock: The B&B Spur Trail is an existing option and is a loop. I am confident vehicles can access this location to place the Drill.

Ms. LaRochelle: I would challenge BOSAC; there is too much congestion in French Gulch. It feels odd to invite more traffic. Is it appropriate to house the Drill outside of French Gulch?

Ms. O'Neil: There are iconic sites in French Gulch that are not replicated anywhere else. I do not believe the Keystone Drill and the Reiling Dredge will drive droves of visitors to the sites.

Ms. Zanca: So, Breckenridge History does not think it will affect parking availability?

Ms. O'Neil: No, I do not see the Keystone Drill driving additional traffic to French Gulch. Breckenridge History is proposing this location as it makes sense, is accessible, and tells the story we have worked very hard to create and preserve.

Mr. Barlow: To be thorough, other spots, such as the Jessie Mill and Iowa Hill, were considered. Can you please explain to BOSAC why those are not options?

Ms. O'Neil: Iowa Hill was a hydraulic mine site where this machinery was never used. The Jessie Mill is an option, but the Keystone Driller is heavily associated with dredge boats.

Cucumber Gulch Preserve 2022 Report

Ms. Lowe: Ms. Doran of EcoMetrics is here to present the annual Cucumber Gulch Preserve (Preserve) report.

Ms. Doran: Thank you, BOSAC, for having me. My partners at Ecometrics have studied the health of the Preserve for years now. Throughout the summer, we monitor different metrics compiled in this report. I also want to talk today about wetlands in general.

Natural systems are important on their own for intrinsic value. Approximately 70-80% of Colorado wildlife depend on wetlands during a stage of their life cycle. This is one of the reasons why the Preserve was protected originally. It contains 53 acres of wetland and 13 different types of wetlands intermixed with the upland area. That is why it can support so many different species through their lifecycles.

The reason human society needs them is resiliency. It is important to remember why so much time is spent on wetland research. Currently, natural infrastructure is what people are talking about as we benefit from these systems. Another term that is being discussed is riverscapes, the idea of a river being broader and more dynamic than just the channel.

We are learning to broaden our view and look at the whole system. In the past, restoration was based on mastering the system; now, the focus has shifted to being a steward of system health. This is why EcoMetrics does this work and we focus on monitoring the Preserve. Instead of thinking of this as a photograph, think of it as a movie.

The Town has done a good job managing the Preserve through adaptive management. We do not have all the answers, but this report gives an evaluation now to choose actions, and see how the system responds, and adjust based on those results. The Preserve's overall health has improved over time.

Connecting variable data collected from abiotic and biotic factors shows that system health has been stable over time. For example, Lower Cucumber Gulch is more stable than the Peak 7 area, which is less dynamic. The big shift occurs in Middle Cucumber Gulch; the beavers are back and spreading water out throughout the wetlands again, improving everything located below this area.

Ms. Zanca: The grade for Middle Cucumber Gulch went from a B to a B-.

Ms. Doran: The Middle of the Cucumber Gulch is much better than it was in 2018. The big picture trend shows system health increasing. The system seems to have found a

middle ground. The Preserve will never be a wilderness, but it is doing great for what it is.

Mr. Tennial: That is a great answer. One of my takeaways is how dynamic the Preserve is. The beavers leave and come back. It is not all or nothing; I love seeing the pictures of change over time.

Ms. Doran: Yes, system health changes over time, and resiliency can return. Also, land managers can step back and not be involved in increasing system health, which shows resiliency.

Additionally, hydrology is important, especially in beaver-mediated wetland systems. The Preserve has several active lodges. In the Middle Cucumber Gulch, EcoMetrics previously performed handwork to mimic the effects of beavers in 2020 and 2021. When beavers came back in 2022, hydrology health increased to previous levels from when they were present before.

Ms. LaRochelle: When you say that beavers came back, where are they coming from?

Ms. Doran: The beavers have been present there before. Beavers reproduce and offspring move to their available habitat. The Preserve has a tributary creating a complete path to the Blue River. While sometimes beavers travel over land, they most likely go to and from the Preserve to the Blue River.

Sediment entering the Upper Cucumber Gulch from the Breckenridge Ski Resort (BSR) is an existing stressor to the watershed. In 2022, there was an increase of 9 cubic yards, which is more than the previous year. This amount is more along the lines of years past. The amount of sediment is weather dependent and the fact that the BSR is man-made.

Beaver lodge surveys are conducted every fall to estimate the number of beaver families. Beavers are hard to identify as individuals, but lodge size, fresh mud, and willow caches help to indicate the number of individuals.

Ms. Doran: Any questions? Boreal toads were left out as no individuals or identification characteristics were identified during the field season in 2022.

Mr. Barlow: I am wondering about securing the gondola dark period. Are there any tangible effects of this effort?

Ms. Doran: I believe information about that comes from the Preserve's wildlife cameras.

Ms. Lowe: The gondola dark period is from May 1 through June 15. The Town established a 5-year agreement with BSR that is renewable. It is nice to have a block of time during a sensitive calving, fawning, and nesting period. There is also a dark period in the fall before winter Nordic operations begin.

Council Matters Related to Open Space Topics

Mr. Bergeron: Council reviewed the workplans and the State of the Open Space at the previous meeting. One of the questions that arose was administrative costs within the State of the Open Space. The Town Council asked staff to remove the OST Technicians from those costs.

Ms. Lowe: From talking with other Open Space and Trails organizations across the state, our administrative costs are very similar. The State of the Open Space costs include wages, benefits, IT, and miscellaneous office supplies. Those costs vary from year to year depending on workplan projects. For example, if OST funds Breckenridge History or other big expenses such as the Swan River restoration, that shifts our budget numbers. The average cost from Open Space organizations varies between 22-58% administrative costs.

Ms. Zanca: If the OST program compares to other organizations, please be very specific about what they include in these costs.

Mr. Bergeron: The Town Council is discussing the three trailhead projects tomorrow, and I believe it will be a hard sell. It is a consensus that Council does not want to mess with the Laurium parking expansion. The Town Council thinks that the meadow as you enter the Laurium is magical and wants to explore what can be done with the existing parking footprint. For the Reiling Dredge, a wheelchair-friendly trail is something that could work; however, I do not think there is interest in installing bump-outs onto the bridge, even for the proposed reduced price tag. Lastly, Town Council feels the current Brown's Gulch pull-off parking will suffice.

Ms. Zanca: Is there a way to do a bus to the Laurium trailhead?

Mr. Bergeron: Mr. Beckerman mentioned expanding the Baldy trailhead parking as there is a bus stop there. I think the Town Council wants to improve parking in the current footprint.

Ms. LaRochelle: I also spoke to a few Town Council members. I have heartburn as this differs from what we decided as a group. A site visit would be beneficial to see the meadow firsthand, as I have heard many different opinions.

Mr. Bergeron: I think BOSAC must be aware of capacity. The Town has a certain amount of trails, parking, and trailheads. Any area that is too impacted by users diminishes the experience. If Laurium parking stays the same size, too bad, it could motivate people to carpool.

Ms. Joyce: The goal that I understand is to address safety. Maybe the parking lot goes into the meadow, but I do not think capacity should be expanded at the Laurium. It is more a safety concern with cars sliding sideways than it is expanding parking.

Ms. Zanca: Maybe the Town needs to have better marketing for a carpooling campaign. There is limited parking everywhere. There need to be more words to encourage carpooling.

Mr. Barlow: For Brown's Gulch, what struck me is that existing parking is not sanctioned. If there was a way to codify a few spots, I am compelled by Ms. Lowe saying the Town cannot direct people to park there if there is no legal parking.

Ms. Zanca: Is Tiger Road a County road?

Mr. Bergeron: Yes.

Other Matters

Mr. Barlow: New for the agenda is the topic of other matters. This allows BOSAC to bring up small, short-notice items that Commissioners hear about in the community and bring to staff. To set some parameters, let's work with staff to get this on the agenda. No filibusters or passionate opinions.

Ms. LaRochelle: I actually do. Snowmobiles are parking lengthwise at the Sallie Barber Trailhead. Has it ever been suggested to eliminate motorized use on French Gulch Road?

Ms. King: Are you talking about trailers parking in trailhead spaces?

Ms. LaRochelle: In this case, I have seen trailers parked in spaces.

Ms. King: From a motorized perspective, the USFS White River National Forest Travel Management authorizes motorized use from this area to George Pass. In order to change authorized use, the USFS would require a NEPA process to change the use prescription. The first step would be putting up signage.

Ms. LaRochelle: I have seen snowmobile cars park across from French Gulch and obstruct two-way traffic. I am not trying to be anti-snowmobile; I just point out some issues.

Mr. Rossi: We have to be careful of unintended consequences with sleds parking lower down the road and traveling up French Gulch Road. That is probably not a use BOSAC wants either.

Mr. Semmer: French Gulch Road, where it crosses USFS land, has an SUA easement, so Summit County Government has jurisdiction on the road.

Ms. Joyce: It seems most motorized use comes from Tiger Road or Sallie Barber Road. Could we direct them more towards Tiger Road?

Ms. King: My guess is it's the ability to access the forks of the Swan River; there are more options for motorized trail use.

VII) EXECUTIVE SESSION

Mr. Barlow moved that BOSAC go into executive session under C.R.S. § 24-6-402(4) for the purpose of determining positions relative to matters that may be subject to negotiations, developing strategies for negotiations, and/or instructing negotiators concerning a property that

the Town may be interested in acquiring for open space purposes. Ms. Zanca seconded the motion. BOSAC went into an executive session at 7:40 pm.

The executive session of BOSAC concluded at 7:46 pm. The participants in the executive session were Krysten Joyce, Nikki LaRochelle, David Rossi, Bobbie Zanca, and Council liaison Jeffrey Bergeron. Staff present included Anne Lowe, Zara Hickman, and Tony Overlock.

VIII) ADJOURNMENT

A motion to adjourn the BOSAC meeting was made by Ms. Zanca, and Mr. Rossi seconded it. The March 27, 2023, meeting of BOSAC ended at 7:47 pm.

The next regular meeting of BOSAC is scheduled for April 24, 2023, at 5:30 pm.

Duke Barlow, Chair

Memorandum

To: Breckenridge Open Space Advisory Commission
From: Open Space & Trails Staff
Re: April 24, 2023 Meeting

Staff Summary

End of Winter Field Season Update

Staff is currently working on:

- Visitor use data are being collected at our popular winter trailheads and trails, including: B&B Trailhead, Sallie Barber Trailhead, Gold Run Road Trailhead, the Recreation Path near Valley Brook Road intersection, and the Trollstigen Trail.
- Winter grooming has concluded for the season. A recent post on social media was very positive and thanked the Open Space program for their grooming efforts.
- Cleaning up trailheads, removing dog waste and bonfire debris, and installing muddy meters.
- Conducting sign inventory and assessment.

Friends of Breckenridge Trails

Staff has finalized the schedule and slate of projects for the Friends of Breckenridge Trails (FOBT) volunteer program, which include a combination of trail-based maintenance projects and stewardship projects. More information and registration for the events can be found on the Town of Breckenridge Friends of Breckenridge Trails [webpage](#). BOSAC members are strongly encouraged to attend 1-2 volunteer days per year.

The 2023 FOBT dates include:

1. May 20 Doody Free Breck and Town Clean Up Day at area trailheads
2. June 3 Carter Park trail system maintenance on National Trails Day
3. June 17 Illinois Creek Trail Restoration
4. July 8 Community Wide Weed Pull
5. July 22 River Trail Restoration Day
6. July 27 Cucumber Gulch Preserve Weed Pull
7. Aug 10 River Trail Weed Pull
8. Sept 9 B&B trail system maintenance

Commercial & Nonprofit License Agreements Update

The Town of Breckenridge permits a limited number of nonprofit and commercial operators to use Town-only trails and/or open spaces for guided tours during the summer and winter seasons. Operators under contract for the 2023-2024 season include the following:

Non-Profit	Commercial
Breckenridge Outdoor Education Center	Big Ed's Fishing (fishing)
*Breckenridge Heritage Alliance	Breckenridge Outfitters (fishing)
Cycle Effect	Colorado Adventure Guides (trails)
*Friends of Dillon Ranger District	Mountain Angler (fishing)
*High Country Veterans Adventures	*Ridden (rec path, trails)
*Keystone Science School	VNTRbirds (trails)

*Year-long license agreements

Annual Open House

The annual Open Space & Trails Open House is scheduled for Monday, May 22nd from 5:00pm-7:00pm at the Carter Park Pavilion. Similar to past years, staff will create project boards where BOSAC members will be stationed to help facilitate discussion and answer questions. Staff will follow up with each BOSAC member to provide talking points regarding their topic. Staff proposes the following topics to highlight at the May Open House.

Project Boards include:

1. Open Space & Trails Master Plan
2. Trailhead Projects –
 - a. Browns Gulch Trailhead
 - b. Reiling Dredge ADA Trailhead
3. Trail Projects:
 - a. Sawmill Reservoir Trail & Kiosk
 - b. Cucumber Gulch Preserve Trail Realignment
4. Trail Maintenance & Visitor Use Trends
5. Friends of Breckenridge Trails (FOBT)
6. Cucumber Gulch Preserve
7. Forest Health & Land Management Projects

Please see the enclosed flyer for the Open House.

Additionally, Jon Ewert, CPW aquatic biologist, will set up a station to discuss CPW's proposed changes to angling on the Blue River during spawning season from Coyne Valley Road north to the Blue River inlet at Dillon Reservoir. CPW is gathering public feedback on an annual seasonal closure to all angling in this stretch between September 1 – December 1 due to declining fish population numbers and fish sizes.

Typically, we have a short BOSAC meeting following the Open House to approve last month's meeting minutes and debrief on the Open House and any feedback from the public. We will plan on having a short meeting unless BOSAC would rather hold off until the June meeting. Carter Park is not wired for virtual meetings and thus the meeting would not be fully accessible to the general public.

Horses at the McCain Property

Since the previous BOSAC meeting, Public Works has moved the location of the horses on the McCain property to the area immediate north of Open Space in what is currently a snow storage area for the 2023-2024 winter season only. Please see the enclosed map.

BOSAC Appointments

At the April 11th Town Council meeting, Council appointed all three incumbents to serve an additional four-year term on BOSAC: Nikki LaRochelle, Chris Tennial, and David Rossi.

Open Space & Trails Master Plan Adoption

Following the second reading, the Open Space & Trails Master Plan was approved during the April 11th Town Council meeting via ordinance. It will take approximately 30-35 days from the second reading for the ordinance to take effect and the plan to be fully adopted.

Swan Mountain Scoping Notice

The USFS released a second scoping notice for the Swan Mountain Project now that a Draft EA is

available for review. The project materials can be viewed here: [Forest Service \(usda.gov\)](#). All comments are due April 24th. The Town provided initial support for the project in November 2021 with feedback from BOSAC.

Now that the Draft EA is available, staff do not feel that our support for the project has changed. The Town submitted the enclosed letter.

BOSAC Meetings on YouTube

Past BOSAC meetings are uploaded to YouTube. Please find them in the Town of Breckenridge channel [here](#).



TOWN OF BRECKENRIDGE
OPEN SPACE & TRAILS

Open Space & Trails Open House

Monday, May 22nd
5:00 - 7:00 PM

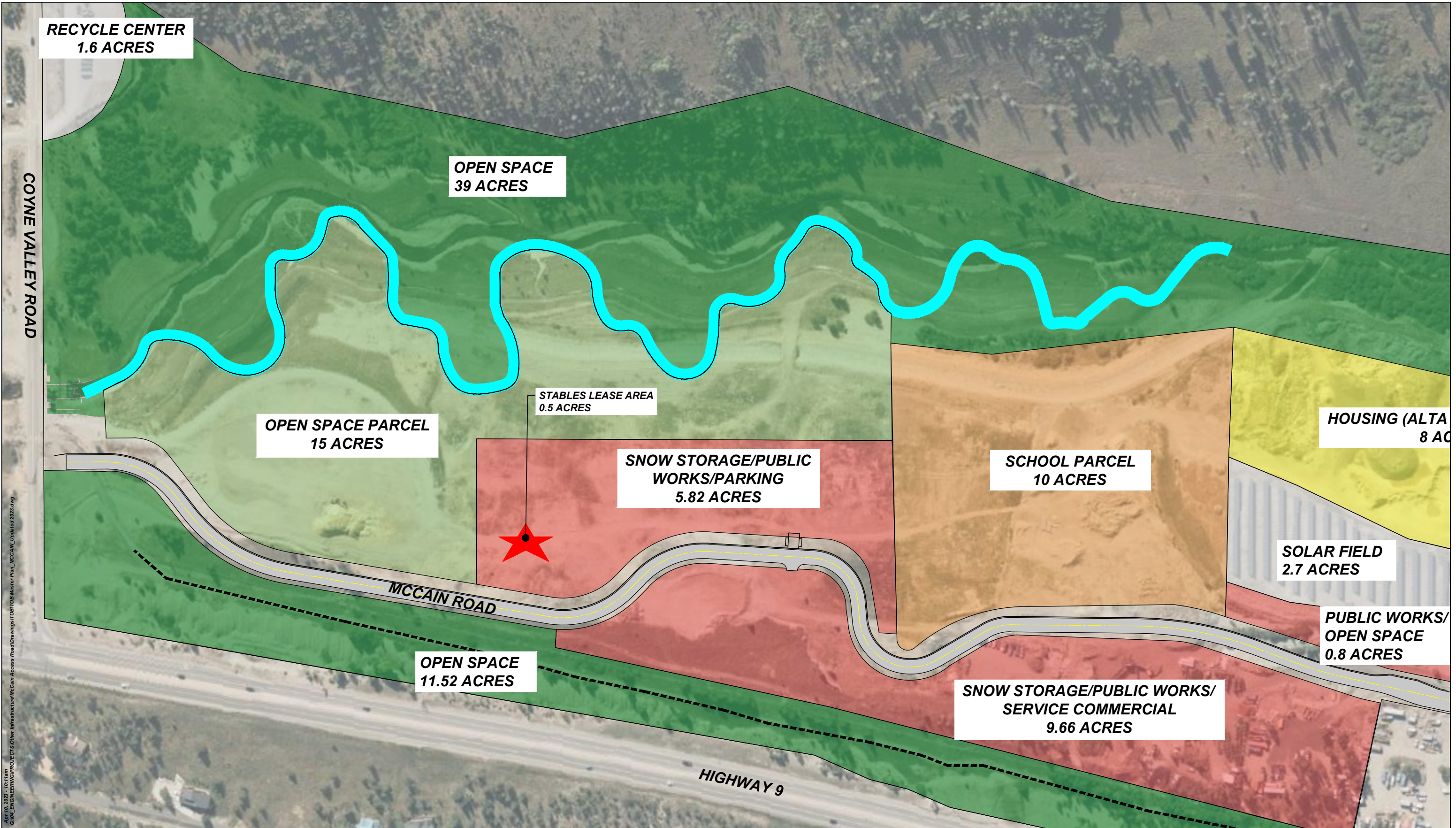
Carter Park in Breckenridge

Join us! Want to be the first to know about the latest projects with Open Space & Trails? Bring your friends and family to learn about trails, land management activities, volunteer opportunities, and meet the Breckenridge Open Space Advisory Commission and staff.

CPW will also be in attendance to gather feedback on proposed changes to fishing regulations on the Blue River.

Snacks and refreshments will be provided.

For more information, please call
970.547.4318.

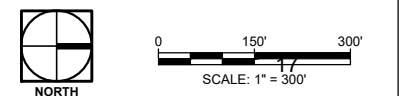


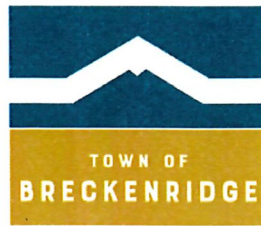
Apr 10, 2023 - 10:11am
 G:\M_ENGINEERING\PROJECTS\Other Infrastructure\McCain Access Road Drawings\TOD\Master Plan_McCain_Updated 2023.dwg



MCCAIN MASTER PLAN
TOWN OF BRECKENRIDGE
UPDATED 4-10-23

NOTE: PARCEL BOUNDARIES, PARCEL AREAS, ROAD ALIGNMENT, REC PATH ALIGNMENT, RIVER ALIGNMENT AND ALL OTHER LINEWORK IS APPROXIMATE AND SUBJECT TO CHANGE. DRAWING IS NOT FOR CONSTRUCTION.





April 21, 2023

Adam Bianchi, District Ranger
White River National Forest
Dillon Ranger District
PO Box 620
Silverthorne, CO 80498

Dear Mr. Bianchi:

The Town of Breckenridge (Town) supports the USFS Swan Mountain Project. As proposed, the project includes fuels reduction, wildlife habitat improvement, stream improvement, transportation improvement, and trail enhancements in the area of Swan Mountain north of Tiger Road.

The Town owns and manages over 5,000 acres of land throughout the Upper Blue River watershed, many parcels of which are jointly owned with Summit County. Our parcels adjoin many National Forest lands and we have always strived to work in tandem with the US Forest Service to address forest health and land management issues throughout the Upper Blue River watershed over the past decade. Additionally, we strive for seamless management of our adjoining trail networks.

Upon close review of the Swan Mountain Project and the Draft EA, our primary comments include:

1. The Town supports the fuels management and wildlife habitat vegetation treatments on approximately 1,700 acres. We recommend minimizing mastication and chipping due to the long decomposition rates in our area. Additionally, we encourage shared use of roads in the operations area for non-motorized recreational users, where safe and feasible.
2. The Town supports the work to realign and stabilize trails in the project area. We encourage comprehensive design input as the trails are realigned to ensure positive trail experiences for multiple user groups.
3. The Town requests clear and explicit communications about the project and its many components, including potentially placing long-term informational signs at the Tiger Dredge trailhead so that the public is aware of the project.
4. The Town requests that the USFS offer additional communication and outreach as the project implementation nears.

Please let us know if you have questions regarding our above comments. We appreciate the opportunity to provide feedback.

Sincerely,

Rick Holman
Town Manager

www.townofbreckenridge.com

TOWN OF BRECKENRIDGE • 150 Ski Hill Road • P.O. Box 168 • Breckenridge, CO 80424 • 970.453.2251

Open Space and Trails Discussion

BOSAC Officers

To conform to Town meeting protocol, staff requests that BOSAC nominate and elect BOSAC officers, including a Chair and Vice-Chair. BOSAC officers are elected every two years.

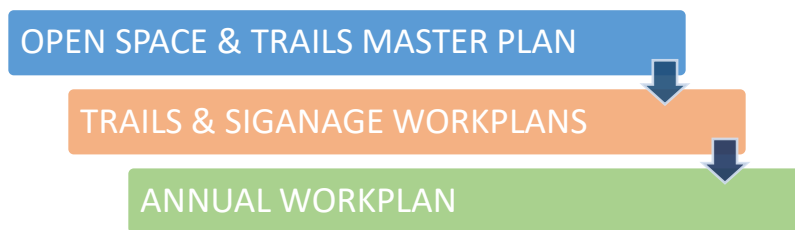
Trails Workplan and Signage Workplan

Now that the Open Space & Trails Master Plan has been approved, staff would like to continue working on the trails workplan and signage workplan. The two workplans are enclosed in the packet and have been updated with recent feedback from Town Council.

Staff requests that BOSAC review the enclosed workplans and be prepared to provide policy direction and overarching guidelines on the workplans so that staff can work out the minute details and begin implementation.

Staff requests that BOSAC be prepared to discuss the following questions:

1. Does BOSAC reconfirm that the direction and purpose of the Trails Workplan and Signage Workplan are to support the implementation of the Master Plan? Staff envisions the work flow of plans to be:



2. Regarding the Trails Workplan, staff would like BOSAC to help ID the larger topics that need policy direction and overarching guidelines that could be discussed in greater detail at future meetings. Because some of the topics within the workplan will require significant time and energy to discuss, staff suggests that BOSAC take up each topic one or two at a time over the coming months at regular meetings. Such topics may include:
 - a. Trail Loops – The concept of Trail Loops as one means of dispersing users and providing better wayfinding/orientation.
 - b. Parking Strategy – The creation of a parking strategy to develop an overall parking philosophy with strategies to identify when parking is created or expanded, where such parking occurs, expected size, data to support decisions, etc.
 - c. Free Ride to Forest – Exploration of ‘Free Ride to Forest’ concept to keep people out of their cars and take public transit to access trails.
 - d. Trailhead Infrastructure – The development of an overall philosophy on Trailhead Infrastructure and what amenities and services should be provided at trailheads.
 - e. Trail Ambassadors or Rangers – The development of a program and metrics to plan for Trail Ambassadors or Rangers for etiquette, education, and enforcement on trails.
 - f. Capacity – How do we define capacity and move from reactive to responsive management of our trail network and users?
 - g. Trails Appendix – Please continue to compile specific connections and trail ideas for an appendix to the workplan. Utilize the Trails Appendix online map to examine our existing trail

network with management zones, conservation overlay, transit stops, parking, and potential loop concepts: [Trails workplan Conceptual and Proposed Trails \(arcgis.com\)](https://arcgis.com).

- h. Other topics?
3. Does BOSAC reconfirm the four categories of signage for the Signage Workplan, including regulatory, wayfinding, etiquette, and interpretive signs?



4. Regarding the Signage Workplan, staff would like BOSAC to help ID the larger topics that need policy direction and overarching guidelines that could be discussed in greater detail at future meetings.
- a. Accessibility – How do we make our signs universal and accessible to multiple and diverse users?
 - b. Sign Density – Is there any appropriate number or strategy for types of signs within each management zone?
 - c. Kiosks – How do we best utilize kiosks to provide important regulatory, wayfinding, etiquette, and interpretive signage and update them as necessary by season or reason?
 - d. Signage Best Practices – What are the best practices for signage across a trail network?
 - e. Consultants – Some BOSAC members voiced support for hiring a consultant for the signage workplan. Would this be a sign consultant or a designer? What is the intended scope of work?
 - f. Other topics?

Council Matters Related to Open Space Topics

Jeffrey Bergeron, in his role as Council liaison to BOSAC, will provide updates on open space-related topics that Council has recently discussed.

Other Matters

This standing agenda item is intended to provide commissioners an opportunity to raise questions for a brief discussion and response, or to suggest items for upcoming agendas.

Trails WorkPlan

Strategic Goal	Related Strategic Goal	Priority	Action	Timeline	Notes
1. Conservation					
1. Conservation	2. Recreation	Trail Design	Analyze all proposed trail projects for wildlife impacts, trail philosophies and does it serve for multiple user groups?	Ongoing	Consider Master Plan guidelines: conservation, user experience, community context, and management.
	2. Recreation, 3. Access & Inclusion	Open space and trails project planning for new workforce housing community.	Plan for trails on McCain open space - determine best types of trails for multiple users and how to connect the greater community to Alta Verde.	Mid-Term	Consider community context, how to serve traditionally underserved communities, and removing barriers.
2. Recreation					
2 . Recreation		Trails and Signage Workplan Design	Create a dynamic document which seamlessly sits under Master Plan and complements Signage Workplan.	Short-term	
			Document is customer facing and is user friendly for all audiences (e.g., Staff, BOSAC, the public).	Short-term	
		Trail Inventory	Comprehensive and 'boundaryless' inventory of Trails from Farmer's Korner to Hoosier Pass. Include management zones, user types, seasonality, length, difficulty, partnerships, and domains.	Short-term	Consider all established partnerships.
		Trail Philosophy	Implement Master Plan Trail Philosophy - connectivity, proximity, accessibility, community benefits, and sustainability. What is the end goal for the trail network? What is the target capacity of trail network?	Short-term	Consider Master Plan guidelines: conservation, user experience, community context, and management.
			Explore designating multi-use loops of various distances to point		
	3. Access & Inclusion	Trail Project Planning and Analysis	Trail development and implementation - new trails versus maintenance needs, accessibility to trails (all seasons), and sustainability.	Long-term	Consider Master Plan guidelines: community context, underserved communities, and removing barriers.
	3 . Access & Inclusion		Prioritize trail development to establish accessibility and inclusion of new neighborhood development (E.g., Blue 52 and Alta Verde)	Mid-Term	
	3 . Access & Inclusion		Explore key trail priorities (E.g., Copper Canyon), survey property boundaries, and determine critical neighborhood access and overall trail connectivity.	Mid-Term	Consider all partnerships and regulations for Town, County, and USFS property procedures.
	3 . Access & Inclusion		Explore key trail priorities - Wheeler Trail	Mid-Term	
	3 . Access & Inclusion		Key Connections - Tiger Road to Golden Horseshoe; Gold Run Gulch Road; Prospect Road; Fall Classic; Brown's Gulch to Galena Ditch; Indiana Gulch to Baker's Tank.	Long-term	Consider all necessary partnerloips Road subsequent guidelines Road planning documents.
	3. Access & Inclusion	Collaboration and Partnerships	Collaborate with partners (e.g., Town of Blue River, Breckenridge Ski Resort, and Summit County Open Space) for seamless integration of Trails Workplan.	Ongoing	Consider all necessary partnerships and subsequent guidelines and planning documents.
	3. Access & Inclusion		Assess and determine best solutions for trail connection crossing across Highway 9 (e.g., pedestrian crossing, underpass/overpass).	Long-term	Consider partnerships with Summit County Government and CDOT.
	3. Access & Inclusion	Trail Infrastructure	Trail infrastructure - assess and determine additional infrastructure needs at trailheads and trail portals (e.g., trashcans, doggy bag dispensers, kiosks, signage).	Short-term	Consider all necessary partnerships and subsequent guidelines and planning documents.
	3. Access & Inclusion		Implement data collection at trailheads and trail portals to provide information on needs (E.g., Visitor intercept surveys, use counts)	Short-term	
	Parking	Determine parking areas where feasible and possible to address specific seasonal needs and allieviate capacity issues.	Short-term	Consider all partnerships and regulations for Town vs. County Roads.	

Trails WorkPlan

Strategic Goal	Related Strategic Goal	Priority	Action	Timeline	Notes
			Collaborate with partners (e.g., Summit County Open Space) to collect and record data on trailheads to provide information on needs, use behavior, and seasonal issues.		
	4. Stewardship	Visitor Use Management	Implement proactive and adaptive management strategies to help educate trail users and spread them out across the system, alleviating congestion at hot spots.	Ongoing, Long-Term	Consider all partnerships and regulations for Town vs. jointly-owned trails
3. Access and Inclusion					
3. Access & Inclusion			Utilize and collaborate with 3rd party apps and other map-based technology programs to provide information on loops and wayfinding information.	Short-term	
			Communicate with Breckenridge Tourism Office (BTO) to promote loops, wayfinding, event, and other important information.	Ongoing	
	2. Recreation	Increasing access and mobility opportunities	Collaborate with partners (E.g., Breckenridge Outdoor Education Center) to assess trails and determine locations for increased access and wheelchair-friendly infrastructure upgrades.	Ongoing	
4. Stewardship					
4. Stewardship		Trail Planning & Design	Minimize new habitat fragmentation when designing and constructing new trails.	Ongoing	
			Consolidate and cluster trail density to avoid fragmentation, paying attention to management zone context.	Ongoing	
			Consider habitat enhancement when constructing or realigning new trails.	Ongoing	
			Avoid viewsheds and visual disturbance.	Ongoing	

Signage Workplan

Key Component	Related Strategic Goal	Priority	Action	Timeline	Notes
Communication					
Wayfinding & Signage		Collaborate with land-management and joint-owner partners	Collaborate with Summit County Open Space and USFS for continued sign cohesion.	Ongoing	Consider all partnership guidelines and guiding documents (e.g., USFS National Guidelines)
		Wayfinding Implementation	Increase wayfinding for safety and trail loop designation.	Short-term	
		Explore additional wayfinding and informational avenues	Explore additional ways to provide wayfinding and safety information for trail users (E.g., redesign of maps at trailheads, maps users can take with them and		
Signage Guidelines	3. Access & Inclusion	Utilize Universal Icons on Signage	Utilize universal icons on signs and kiosks to reach largest multi-lingual trail using audiences.	Short-term	Collaborate with partners on messaging and icon use to create cohesive messaging throughout network.
	3. Access & Inclusion	Implement Bilingual Translations on Signage	Implement bilingual translations on signage to increase access and inclusivity for community and visitors.	Short-term	
		Upgrade and retrofit Frontcountry trailhead kiosk	Assess and determine if Frontcountry trailhead kiosks need to be redesigned or retrofitted for signage needs.	Short-term	Collaborate with partners on messaging and icon use to create cohesive messaging throughout network.
	3. Access & Inclusion	Update trailhead maps	Assess, redesign, and update trailhead maps to include all new trails and provide a large-scale map for immediate area for navigation.	Ongoing	Collaborate with partners on messaging and icon use to create cohesive messaging throughout network.
Digital Communcation					
	3. Access & Inclusion	Explore Technology and Trail Interface	Explore usability of QR codes and collaborate with third party apps and partner programs to provide additional signage based information.	Short-term	
OST Program Branding					
		Sign Philosophy	Define sign philosophy in regards to management zone (e.g., Front-, Mid-, and Backcountry).	Short-term	Consider all partnership guidelines and guiding documents (e.g., USFS National Guidelines)
		Sign Categories	Define Sign Categories - Regulatory, Wayfinding, Interpretive, and Etiquette.	Short-term	
		Sign and Post Condition Assessment	Perform sign assessment and condition inventory of signs and posts throughout the system.	Short-term	Staff currently working on this, to be completed summer 2023.
		Signage Best Practice Compilation	Compile signage best practice strategies from related Open Space organizations, federal agencies (E.g., USFS) to best fit Breckenridge's trail network	Short-term	
		Communicate with Open Space Colleagues at Different Organizations	Learn best practices from other agencies (e.g., Jefferson County, Boulder County, Pitkin County).	Ongoing	
		Determine Best Practices for Sign Placement	Determine the balance of conspicuous and inconspicuous for trail signs.	Ongoing	
		Decrease Trailhead Kiosk Clutter	Decrease clutter at trailhead kiosks to better promote information priorities.	Short-term	
		Upgrade all Town Logos to New Logo	Where needed, update Town logos to new logo for consistency.	Short-term	
		Coordinate Sign Design with Other Town Departments	Coordinate sign specifics (E.g., font and colors) with other Town departments for cohesion.	Short-term	