

TOWN OF BRECKENRIDGE
OPEN SPACE ADVISORY COMMISSION
Monday, December 16, 2013
Breckenridge Town Hall
150 Ski Hill Road
3rd floor Administrative Conference Room

- 5:30 Call to Order, Roll Call
- 5:35 Discussion/approval of Minutes – November 18, 2013
- 5:40 Discussion/approval of Agenda
- 5:45 Public Comment (Non-Agenda Items)
- 5:50 Staff Summary
- Forest Health Projects Update
 - The Ranch at Breckenridge Referral
 - BOSAC Vacancy
- 5:55 Open Space
- 2013 Field Season Report
 - 2014 Workplan
- 6:30 Executive Session
- 7:00 Adjourn

For further information, please contact the Open Space and Trails Program at 970-547-3155 (Scott) or 970-453-3371 (Chris).

Memorandum

To: Breckenridge Open Space Advisory Commission
From: Open Space Staff
Re: December 16, 2013 Meeting

Staff Summary**Forest Health Projects Update**

Forest health work in Cucumber Gulch Preserve was halted due to heavy snows. Dead and infested trees on the site have been cut and skidded, and most removed, but some rounds remain stacked on site and will be removed completely in spring, 2014. Staff will keep BOSAC informed of this project's completion.

Also, Iowa Hill experienced a weather micro-burst and now has many downed, dead trees on it. Staff plans to reopen the trail with chainsaw work this winter, but the site may require additional salvage tree removal in 2014. This project would be in addition to 75-acres worth of tree clearing in the Golden Horseshoe already planned for 2014. Both of these projects are contemplated in the attached 2014 Workplan, to be discussed and approved by BOSAC below.

The Ranch at Breckenridge Referral

Summit County Government referred Town planning staff for comment on a development proposal known as the Ranch at Breckenridge. The development site, located on the western flank of Bald Mountain, contains multiple current recreational trails identified as system routes through the Golden Horseshoe and Upper Blue Basin planning processes. Portions of existing routes within the proposal include Nightmare on Baldy, Trail of Tears, True Romance, Sallie Barber, Spiral Stairs, and Baldy Road. In addition, the development proposal includes dedication of approximately 120 acres of open space as a public benefit. More information can be found on the Summit County Planning Department's [website](#).

Town staff routinely comments on Summit County planning referrals and occasionally elevates projects for Town Council review, which occurred in this case. Attached is a draft map from the project proposal and the comment letter generated by staff, with Council input. Since this project is being considered as a work session by the Upper Blue Planning Commission, there will be other future opportunities for the Town to comment.

Please familiarize yourself with the attached information, which was generated in time for the December 9th deadline. Staff will keep BOSAC informed of this development proposal as more information becomes available from the applicant. Staff welcomes any input the BOSAC has on the trails and open space portions of the proposal.

BOSAC Vacancy

As BOSAC members are aware, BOSAC member Devon O'Neil resigned his post at the November 18th meeting. Staff thanks Mr. O'Neil for his service as a BOSAC commissioner. After consulting with the Town administration, staff intends to fill the BOSAC vacancy when the two other seats are available for appointment in April 2014.

Open Space and Trails

2013 Field Season Report

The 2013 field season was very productive for the Town staff and trail crew. Project highlights include:

- Pump Track improved and expanded to include skills area with wooden features
- Barney Flow Trail constructed (2,215 feet of new trail)
- Sidedoor Trail reconstructed (5,240 feet of new trail)
- Upper Flume Trail realigned (2,000 feet of new trail)
- Discovery Hill Trail extended (500 feet of new trail)
- Multiple unsustainable route closures and drainages installed in the Golden Horseshoe

2013 project metrics include:

- 296 volunteers contributed 1,654 hours, with a donated value of \$36,600
- 10,400 feet of new trail constructed
- 39 new wayfinding sign posts installed
- 400 native tree seedlings planted/ 150 pounds of native grass seed distributed
- 1,300 linear feet of buck and rail fencing installed
- 262 feet of boardwalk and bridges constructed

Tony Overlock will provide an overview of the field season work for BOSAC's review. Staff requests BOSAC review the 2013 field season report and use it to help clarify 2014 project goals.

2014 Workplan

Attached, please find a draft 2014 work plan. Staff requests BOSAC review the draft document and answer the following questions:

- 1. Does BOSAC have any questions regarding the tasks outlined in the proposed 2014 work plan?*
- 2. Does BOSAC have any edits or additions to the 2014 work plan?*
- 3. Does BOSAC approve the 2014 workplan, as revised?*

Roll Call

Jeff Cospolich called the November 18, 2013 BOSAC meeting to order at 5:37 pm. Other BOSAC members present included Jeff Carlson, Jeffery Bergeron, Ben Brewer, Chris Tennal and Devon O'Neil. Craig Campbell was absent. Staff members present were Scott Reid, Peter Grosshuesch, Mark Truckey and Chris Kulick. Brian Lorch of Summit County Open Space was present as was a member of the public Mr. Drew Goldsmith.

Approval of Minutes

The minutes were approved as presented.

Public Comments

Mr. O'Neil addressed the other members and officially resigned from BOSAC due to moving from Breckenridge to the Town of Blue River. All members of BOSAC and staff thanked Mr. O'Neil for his years of service and contributions to BOSAC.

Mr. Drew Goldsmith addressed BOSAC and requested to formally obtain a 65-foot driveway easement to his property (the Athol Lode) across Town and County owned open space property (the Valhalla Lode). In exchange for the easement, Mr. Goldsmith offered three 1.7 acre mining claims in Black Gulch to the Town. In the proposal Mr. Goldsmith indicated he would have the density from the three parcels removed and transferred to the Athol Lode under the "parcel assemblage" provision in order to build a larger home on his backcountry-zoned claim.

Mr. Tennal – What is the current square footage of your existing home? (Mr. Goldsmith – 750.)

Mr. Brewer – We appreciate the offer but I question the value of the three parcels offered, due to the remoteness of their location and the fact they will have density stripped off and utilized on another backcountry zoned property. (Mr. Goldsmith – I would like to understand typically what is required of getting an easement. In my opinion, three backcountry parcels is a fair trade for a 65-foot long easement.)

Mr. Bergeron – What is the plan for the other three properties? (Mr. Goldsmith – They will probably have a similar fate in the future.)

Staff Summary

Forest Health Projects Update

Forest health work in Cucumber Gulch Preserve is ongoing. A Cut Above Forestry has been contracted to complete the tree removal on the MJB and Wedge parcels. Work is underway and, with dry weather, should be finished by December 1st. Staff will update BOSAC on the project's completion.

Also, Summit County and the Town recently received approval for \$105,000 in grant funding from the Colorado Dept. of Natural Resources for a Golden Horseshoe open space tree removal project. The project involves approximately 75 acres of treatment to address forest health issues and, in coordination with USFS timber removal projects already underway, create a substantial firebreak for several Town and County neighborhoods. Over the past month, County and Town staffs have worked to solicit bids for the work to be performed during summer 2014. Contractor negotiations are ongoing, but the current bids suggest that the total \$210,000 project budget will be ample. The Town of Breckenridge's contribution to the forest health project will be \$35,000.

Trail Project Updates

As the 2013 field season comes to a close, Town staff has been working to complete several projects outlined in the 2013 workplan. Recent project updates include the following:

- Barney Flow Trail was completed, despite the early snow. (B-Line Trail completion was postponed until 2014)
- Sunrise Point Trail drainage improvements were completed.
- Golden Horseshoe roadwork and drainage improvements are ongoing.

- Trail access post installation in the Golden Horseshoe is 50% complete.

Staff is working to plan the 2014 trail projects, grant applications and VOC project goals. A joint Town/County grant application was submitted on November 15th, which targeted seven different new trail connections in the Golden Horseshoe for 2014 and 2015 (please see attached maps). These proposed trail projects were made possible by a USFS NEPA decision that occurred on November 1st. The Record of Decision approved construction of these seven non-motorized trails and two new motorized trails in the area. Town staff is working cooperatively with the County and USFS representatives to complete the trails, which were highlighted by the public during the Golden Horseshoe planning process.

Mr. Bergeron – Which of the seven trail projects will be the highest priority next year? (Mr. Reid – We plan to construct Turk's, Aspen Alley and ZL in 2014. Grant funds usually are not available until early August in the first year of the grant, so we will not be able complete as many grant funded projects in 2014 as in 2015).

Open Space and Trails

Open Space Grant Requests

In October, BOSAC reviewed a Friends of Dillon Ranger District (FDRD) application submitted for consideration to the Town Council grants committee. At the time, BOSAC requested the grants committee consider funding the application via the grants account in the General Fund. The grants committee reviewed the FDRD grant and has requested BOSAC review it again and in addition, review the Colorado Fourteener's Initiative (CFI) grant request because both are trail-based projects. As such, the Council has determined that if they are in fact to be funded by the Town, those funds will come from the Open Space Fund, and not the General Fund. Staff requests BOSAC review the two attached applications for FDRD and CFI.

Mr. Bergeron – I am a little concerned if the FDRD can effectively manage these projects with the recent staff turnover. On the McCullough Gulch project I am concerned about how installing buck and rail fence will affect the ski experience.

Mr. Tennal – I like that we are able to review these projects through this forum. I would like the FDRD to get smaller amounts for specific projects rather than one lump sum.

Mr. Cospolich – I think the McCullough project is pretty important and I do share Mr. Bergeron's concerns about buck and rail fencing. I would like to see a little more detail about Little French and Baker's Tank projects. In the grand scheme of things, I am comfortable funding the FDRD projects for \$10,000.

Mr. Carlson – Has the FDRD followed through on projects we have supported in the past? (Mr. Reid – Yes, they have done a good job in the past).

Mr. Brewer – I am comfortable with supporting the FDRD for \$10,000 but would like to see a year-end report.

Mr. Bergeron – Could we fund them incrementally? (Mr. Reid – You can fund them however you want). If they follow through with all the projects, \$10,000 is a bargain.

BOSAC – Unanimously supported funding FDRD for \$10,000 and CFI for \$1,000. The funding should be contingent upon successful completion of the projects outlined in the grant. The funding should not be for overhead.

Executive Session

Mr. Carlson – Motioned to move into executive session at 6:45 pm to discuss property acquisition negotiations.

Mr. Bergeron – seconded the motion.

Mr. Tennal – Made a motion to come out of Executive Session at 7:47 pm. Mr. Carlson seconded the motion.

Next Meeting

The next regularly scheduled meeting is on Monday, December 16, 2013, in the Administrative Conference Room at the Breckenridge Town Hall (150 Ski Hill Road).

Mr. Bergeron made a motion to adjourn the meeting, which was seconded by Mr. Brewer.

The meeting was adjourned at 7:47 p.m.

Jeff Cospolich, Chair

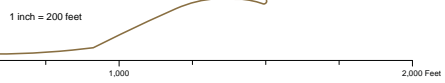
The Ranch at Breckenridge

PUD Modification Worksession Open Space and Trails Conceptual Plan



- Notes:
- 1: This conceptual development plan is not intended to be a final plan for the development. Roads, property lines, trails, and building envelopes will be further refined to consider specific development standards.
 - 2: Building sites are currently shown as being circular and are only intended to show the general area for building and disturbance envelopes.
 - 3: The existing Spiral Staircase and dirt track crossing the property are proposed to be removed. A new non-motorized trail paralleling Baldy Road is proposed.
 - 4: Areas labeled "Proposed Open Space" are proposed to be dedicated to the County as Public Open Space.

	Building Sites		2' Contours
	Property Boundary		Existing Lots
	Proposed Lots		Driveway Centerline
	Proposed Trails		Driveway
	Existing Trails		Road
			Road Centerline



This map is for data display purposes and should not be used for legal conveyance. The data shown on this map is not survey accurate and was compiled from the best available data. North Line GIS, LLC assumes no responsibility for the data shown on the map.

Map printed October, 2013.
North Line GIS, LLC.
www.northlinegis.com 888.453.4471

MEMORANDUM

TO: Town Council

FROM: Mark Truckey, Assistant Director of Community Development

SUBJECT: County Referral: The Ranch at Breckenridge PUD Amendment

DATE: December 4, 2013 for December 10 Council Meeting

At its November 26 work session the Town Council had its first exposure to the proposed amendment to the Ranch at Breckenridge PUD in Summit County. A site visit is scheduled for 1:30 pm on December 10 to provide the Council an opportunity to get more familiar with the property. Staff will be sending an initial comment letter to the County on December 9 in order to meet their referral deadline. However, based on Council input at its December 10 work session, staff will draft a letter to the Upper Blue Planning Commission so that the Council's comments can be considered by the commission prior to a work session on the project (tentatively scheduled in January). The following summarizes some of the issues staff has identified to date regarding the project.

Summit County has received a development application for an amendment to the Ranch at Breckenridge PUD (Planned Unit Development). The County has sent a referral on the application to the Town for comments. The Ranch PUD amendment covers an area of approximately 280 acres located between Sallie Barber Road and Baldy Road. Much of the land affected by the proposal is on heavily forested hillsides at elevations ranging from 10,500 to over 11,000 feet. Most of the proposed development sites are located on relatively gentle grades at or near the top of hills or ridgelines. A map of the proposed PUD amendment is attached. Some key points of the proposal include:

- The Ranch at Breckenridge PUD was initially approved in 1992. A total of roughly 400 acres are included in the PUD, with allowances for 28 single-family residences. In Summit County a PUD is more or less the equivalent of a master plan in the Town of Breckenridge—it establishes the zoning for property. In 1993 the first 12 lots of the Ranch PUD were subdivided, along with a 78 acre “open space” tract. The remainder of the entitled lots have never been subdivided. In anticipation of that remaining subdivision, the applicant is now pursuing a PUD amendment that would allow 23 single-family homes on the remaining acreage in the PUD, an increase of seven units over that allowed in the existing PUD.
- The applicant has proposed a number of items, many that can be considered public benefits, in exchange for approval of the PUD amendment. Particularly, several large tracts of open space are proposed to be dedicated to Summit County, totaling over 120 acres in size. Included within these open space tracts are several important trail alignments (the lower entrance to Nightmare on Baldy, Trail of Tears, Sallie Barber Road, Baldy Road). Staff acknowledges that these dedications would be of significant public benefit. Staff will provide some more detailed maps to the Council at the work session that identify the trail and open space areas proposed in the application.
- After an initial review, staff has several concerns with the site plan for the proposal. These include:
 - A secondary access road is proposed to access the new lots in the PUD from Baldy Road (existing lots are accessed from North Fuller Placer Road). This new access would result in the paving and plowing of approximately 1,600 feet of Baldy Road beyond where it currently turns to gravel (i.e., winter trailhead). This would be a serious impact to the existing recreational use

of the area—this section of Baldy Road is heavily used year-around by recreationists. The secondary access would also result in visual and environmental impacts from a new road switchbacking up a steep hillside from Baldy Road to the PUD.

- The applicant has not provided a visual analysis of the site yet, but it is located on high hillsides that may be visible from various locations in and around Town. Although the site has ample forest for buffering, the applicant has proposed an extensive forest management project that (given defensible space considerations) may result in very visible homesites. The locations of many of the proposed lots could be considered “ridgeline or hillside” development under the Town’s Code, and would require additional scrutiny to ensure visual impacts are mitigated.
- The applicant has suggested a clustered development pattern, which is generally desired to limit impacts on the overall site. However, the plans submitted do not show clustered development, but instead development on 23 new parcels scattered across some 200 acres of the property. This development pattern will likely result in long lengths of driveways and access roads, potentially with extensive cut-and-fill slopes, further impacting visual and environmental resources.
- The proposed density is about one unit per 12.5 acres. However, the County’s Upper Blue Basin Master Plan land use designation for the area is Rural 20 (maximum of one unit per 20 acres). The density is thus higher than is supported by the master plan. Maintaining consistency with master plans is a serious consideration and is in spirit with the goals and policies of the Joint Upper Blue Master Plan (JUBMP). The area included in the proposed PUD amendment exhibits many characteristics typically found in rural and backcountry locations and thus increased density may be inconsistent in an area with such characteristics.
- As the Council is aware, the JUBMP caps density in the basin and only allows density increases on individual properties for affordable housing or when TDRs are proposed to be transferred to a property. However, the County’s TDR map identifies the property as a TDR sending area—a location where density should be transferred off, as opposed to being a TDR receiving site. The rural and environmental characteristics of the site do not seem consistent with the type of property increased densities would be considered appropriate.

Because this is a proposed work session with the County, many details on the project are still yet unclear. Staff would want to see building design, colors, etc. that are similar to required by the Town Code but these details are not yet available. Similarly, the application is non-committal in how density for the additional seven units would be provided (although TDRs are discussed the application also asserts a claim for density associated with limiting home sizes or by eliminating accessory apartments). We have questions regarding some of these techniques, as some (e.g., accessory apartments) are not counted as density in the JUBMP. If the project proceeds beyond the work session level, we can expect more details to be made available and the Town and Council will have another chance to provide comments on a much more specific proposal.

Council Input

Council input is sought on the issues staff has identified above as well as on any other issues that Council may identify. Staff will prepare a comment letter to the County and the Upper Blue Planning Commission, based on the issues identified here and any others raised by Council.

2014 Project Workplan

Project	Proposed Completion Date	Priority	Notes
Assist USFS and Summit County Government with Travel Management Plan implementation	Summer 2014	High	Ongoing process.
Perform overall trail system evaluation and repair	Summer 2014	High	Staff reviews all trails and maintains an annual trail maintenance log.
Implement forest health management strategies as prioritized in the forest health plan	Summer 2014	High	Iowa Hill will be targeted for salvage timber work.
Work with County on forest health/fire mitigation projects on joint properties	Summer 2014	High	Golden Horseshoe area is target. 75 acres of grant-funded work to be performed. Contract awarded in fall 2013.
Implement Cucumber Gulch Preserve monitoring program.	Winter 2014	High	Draft research plan to be developed in January 2014 will highlight existing and future research goals.
Construct Golden Horseshoe non-motorized routes as outlined State Trails grant.	Summer 2014	High	Two-year grant application submitted in November 2013 includes Upper Turk's, Weber Gulch, ZL, Galena, Aspen Alley and Rich Gulch Trails.
Complete several new trail construction efforts	Fall 2014	High	See draft list below.
Evaluate and improve signs and sign posts throughout Town system	Summer 2014	High	Improve existing trail posts. Address new trail signage needs incomplete in 2013.
Pursue options for relocating the Peaks trailhead	Unknown	Medium	Property acquisition failed; USFS not accepting new trail or trailhead proposals at this time.
Organize, catalogue and electronically document property files	Fall 2014	Medium	Ongoing process.
Assist Summit County with the proposed Swan River Restoration plan.	Autumn 2014	Medium	Ongoing grading and revegetation work will reflect existing restoration plan.
Organize and refine trail counts and system-wide monitoring program	Summer 2014	Medium	Continue previous year counts; assess photo-based approach from 2013.
Manage OS&T-related social media and website	Spring 2014	Low	Distribute information on acquisitions, trail projects, trail conditions, etc.
Develop management plans for open space parcels deemed appropriate	Unknown	Low	Swan's Nest Parcel likely candidate for 2014.
Work cooperatively with other agencies to address wildlife issues, basin-wide.	Ongoing	Low	Work together with County, CDOW and TOB PD.

Proposed Trails projects include: Shekel Trail, Lower Flume minor realignment, Klack Placer Trail, Claimjumper Trail, Wirepatch Trail design, Toxic Forest realignment, and B-Line completion.