

TOWN OF BRECKENRIDGE
OPEN SPACE ADVISORY COMMISSION
Monday, April 21, 2014
2nd floor, Stephen C. West Ice Arena
189 Boreas Pass Road

Please note temporary meeting location

- 4:30 Site visit to Wellington bridge location (meet at the Ice Rink entrance at 4:30 pm in boots)
- 5:30 Call to Order, Roll Call
- 5:35 Discussion/approval of Minutes – March 17, 2014 **4**
- 5:40 Discussion/approval of Agenda
- 5:45 Public Comment (Non-Agenda Items)
- 5:50 Staff Summary
- None
- 5:55 Open Space
- BOSAC Meeting Norms **10**
 - Election of BOSAC Officers
 - Trail Use Data **11**
 - Wellington Trail Project **14**
 - Trails Open House
 - Pro Forma
- 7:30 Executive Session
- 8:00 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: April 21, 2014 Meeting

Staff Summary

None

Open Space**BOSAC Meeting norms**

Attached is a revised copy of the BOSAC meeting norms, which are reviewed periodically with the commission and with new commissioners. Please review the attached document and come to the meeting prepared to discuss any questions or concerns about these norms.

Election of BOSAC Officers

To conform to Town meeting protocol, staff requests that BOSAC nominate and elect BOSAC officers, including Chair and Vice-Chair.

Trail Use Data

Attached is a summary of trail use data from winter 2013/2014. This data is summarized and periodically presented to BOSAC to provide overall trail use trends at three popular trailheads. Staff will be available to answer any of BOSAC's questions or comments.

Wellington Trail Project

As previously [discussed](#), staff is working to secure access across the Xcel/Public Service Company (PSCo) substation in order to complete a trail connection from Wellington Road to the Wellington Trail and the wider French Gulch trail network. The trail easement/license agreement request to PSCo is under consideration and must be aligned in coordination with a future substation expansion, the designs for which are currently being drafted. A PSCo decision is expected in summer 2014. Staff will keep BOSAC informed of any progress on this trail easement and construction project.

For the Wellington Trail to connect to the French Gulch trail system (e.g. B&B, X10U8 Trails), a new bridge would need to be constructed to cross French Creek on the southeastern end of Wellington Neighborhood. BOSAC previously [discussed](#) the Wellington bridge concept and agreed to postpone construction of the bridge until construction of the Lincoln Park portion of the Wellington Neighborhood was pending.

Attached is a copy of the Lincoln Park subdivision Master Plan. It appears that this subdivision project is proceeding, with construction likely to begin in 2014 or 2015. Based on this construction schedule and the likely new construction of the Wellington Trail, staff requests BOSAC revisit the Wellington Bridge concept and timeline.

The bridge was designed to be a wooden structure with wooden decking and 4' square wire mesh, similar to the Reiling Dredge bridge upstream. The Wellington bridge would

be slightly wider, a single span, and may include more substantial bridge abutments. Excavation of a functional trail surface on both sides of the bridge would also increase the capital cost of this bridge project as compared with the Reiling Dredge bridge. In 2009, Wellington bridge construction costs were estimated at \$35,000.

Completion of the bridge would fulfill a portion of the vision for connecting trails from Town to the French Gulch trail network. If BOSAC agrees that the Wellington bridge is a necessary capital expense in the near term, staff would generate a more current cost estimate and begin planning and permitting for a 2015 construction timeframe.

Staff requests BOSAC attend the site visit, review the attached information, and answer the following questions:

- 1. Does BOSAC have any questions or comments regarding the proposed Wellington Trail and bridge concept?*
- 2. Does BOSAC support pursuing this project with a potential 2015 construction schedule for the bridge construction and trail excavation?*

Trails Open House

Based on the March meeting discussion, staff is planning a trails open house during the May 19th BOSAC meeting. The primary goals of the open house are to raise awareness of the overall trail program, highlight the 2014 Town, Summit County, and USFS trail projects, recruit interested volunteers, and increase awareness of mud season trail use ethics.

Staff is working on details of the open house, but the plan is to invite members of the public to attend between 5:30-6:30 pm to discuss trail projects and program goals. The normal BOSAC meeting would then begin at 6:30 pm. Staff is considering hosting the open house and meeting at the Breckenridge Nordic Center or another similar venue to offer a more comfortable meeting space. We will publicize the open house via the newspaper, email distribution list, social media outlets, local radio, and word of mouth through local shops.

Staff will be available to answer any questions or comments from BOSAC regarding the trails open house.

Pro Forma

A revised open space pro forma will be provided at the meeting, reflecting recent expenditures and sales tax revenue projections. Mark Truckey will present the document for BOSAC review and comment.

Roll Call

Jeff Cospolich called the February 17, 2014 BOSAC meeting to order at 5:35 pm. Other BOSAC members present included Chris Tennal, Ben Brewer, Jeff Carlson, Jeffrey Bergeron and Craig Campbell. Staff members present were Peter Grosshuesch, Scott Reid, Mark Truckey and Chris Kulick. Town Council candidate Elisabeth Lawrence was also present.

Approval of Minutes

The minutes were approved as presented.

Public Comments

There were no public comments.

Staff Summary

North Main Street Park Plan

At its March 11th meeting, Town Council reviewed the draft site plan for the North Main Street Park. Council directed staff to proceed with the construction documents and implementation of the site plan presented. Once a final design is developed, construction will occur this spring/summer.

Breckenridge Nordic Center Facility Use Request

At its February 25th meeting, Town Council discussed BOSAC's recommendations regarding the Breckenridge Nordic Center facility use request. Council approved the additional use of the facility by the Daytons and approved the majority of BOSAC's recommended conditions. However, Council did not include BOSAC's suggestion to post a docent for the duration of every event. The Nordic Center approval requires an annual renewal, which offers Town Council a chance to determine whether additional conditions are necessary in the future.

Mr. Tennal – Did Council put a cap on the number of attendees to an event? (Mr. Reid – The cap is established by building and fire codes.)

Mr. Bergeron – Why did the Council choose to not require a docent present at non-winter events? (Mr. Reid – The council did not want to initially burden the operators with so many additional requirements since the permit will be reviewed annually. If there are issues at the end of duration of the permit, additional conditions could be placed on the renewal.)

USFS Referral: Breckenridge Ski Resort Master Development Plan Addendum

Attached, please find the referral letter submitted by Town Council to the U.S. Forest Service (USFS) regarding Breckenridge Ski Resort's [project proposal](#) under its 2013 Master Development Plan Addendum. The content of the scoping letter was generated via the February BOSAC meeting discussion, a USFS site visit, a public open house, and Council direction from March 11th. Based on the comments submitted by the Town and others, the USFS will fulfill its research requirements, release a draft EIS document in the coming year, and solicit public comment once more. Staff will keep BOSAC informed of the next steps for this proposal.

Mr. Campbell – Staff's letter didn't elaborate on the lake at the base of the Lake Chutes. I would imagine the pond is critical to wildlife. (Mr. Reid – You are correct that the Town's letter did not address access to the pond but it did state a concern about above timberline recreation.)

Mr. Bergeron – I thought the scoping period was too early in the season to have individuals understand the landscape and potential ground disturbance, with all of the current snow.

Repath Mile Markers

Recently, Summit Biking, Inc. (a non-profit organization whose mission is to enhance recreational bicycling opportunities in Summit County) contacted both the Town and Summit County seeking projects to potentially fund to improve the repath system. The Town and County staffs worked to develop a proposal to add repath mile markers for the entire repath system including the Blue River section within Breckenridge's jurisdiction. Generally, Carsonite mile markers and several map kiosks would be installed along the repath system to improve visitor wayfinding and distance calculations. Staff wanted to make BOSAC aware of the concept. More details will be made available as the project develops.

Open Space

2013 State of the Habitat Report- Cucumber Gulch

Following BOSAC's February review of the 2013 Cucumber Gulch monitoring program, staff requested EcoMetrics provide a FACwet status update for the overall Preserve. Staff presented a report provided by EcoMetrics that evaluates the wetland health of Cucumber Gulch and compares it to the 2011 baseline. In general, recent management and restoration efforts undertaken in Cucumber Gulch have achieved overall wetland habitat protection goals and the increasing presence of beavers in upper Cucumber bodes well for long-term wetland health. However, factors remain over which the Town has limited control (e.g. buffer capacity, habitat connectivity).

Mr. Bergeron – Is there anything we can do to increase buffer. (Mr. Reid – For the most part, the development pattern is set and Ski Hill Road is the buffer. There is very little we can do to change the buffer.)

Mr. Campbell – Should we consider reintroducing the Boreal Toad to the Gulch? (Mr. Reid – Now that we have improved hydrology we could consider a future reintroduction. A reintroduction program is contemplated in the Cucumber Gulch Management Plan. Now that the water flow has been mostly addressed, I would think we could consider reintroduction as a possibility.)

Mr. Tennal – Are there actionable items that are part of this updated report? (Mr. Reid – The original report provided actionable items, which resulted in the wetland restoration work over the past few years. Regarding actionable items, this report simply directed us to strive to address externally-generated impacts, including the water volumes and sediment flows through the 60" pipe and native revegetation efforts on the ski slopes.)

Mr. Brewer – I think it's important to continue to benchmark our progress in Cucumber Gulch with this type of report.

Mr. Cospolich – Will this report be presented to Council? (Mr. Brewer – I think it is important to present this information to Council.)

2014 Cucumber Gulch Preserve Research Plan

In 2014, the Town open space program will continue its ongoing Cucumber Gulch Preserve monitoring program, with particular focus on evaluating the upper Cucumber Gulch restoration efforts as mandated by the Army Corps of Engineers. Annually, staff evaluates all Cucumber research elements and works with consultants to develop the yearly research plan. The 2014 research program was presented for BOSAC's review.

As a consultant, EcoMetrics' measures and documents water flow, water quality, sediment disposition, and other wetland-related issues. EcoMetrics' 2014 research proposal mimics the 2013 budget with cost reductions to reflect 2013 actual expenses.

Emerald Planet and Dr. Christy Carello evaluate and document wildlife indicator species and wildlife habitat variables within the Preserve. Dr. Carello's attached 2014 research proposal is similar to the 2013 plan, but adds a comprehensive vegetation survey and the more rigorous docent program as requested by BOSAC in September 2013. The attached budget doubles the docent coverage, to be focused during the Cucumber Gulch trail closure timeframe (until July 7, 2014, the first Monday after July 4th). The comprehensive vegetation survey was once an annual evaluation that recently shifted to a three-year cycle. Dr. Carello recommends the vegetation survey in 2014 to establish a new vegetative baseline following completion of the wetland restoration work.

Based on previous BOSAC and consultant direction, staff has redoubled efforts to eradicate noxious weeds within Cucumber Gulch without the use of herbicides. In 2014, staff will hire contract labor to continue ongoing weed removal efforts targeting known locations (e.g. upper Cucumber, gondola corridor, Josie's cabin) and existing, notorious non-native species (e.g. yellow toadflax, Canada thistle, false chamomile). However, a growing reed canary grass infestation in Cucumber Gulch prompted staff to solicit a new proposal from Claffey Ecological Consulting to eradicate reed canary grass without using herbicides. The proposal, involves a persistent removal and reseeding effort over six years and a research effort to map, document, and verify removal methodology for the invasive species. The design, mapping, and project management costs decline over the six year timeframe, but involve significant labor costs for manual weed removal. Total project costs are outlined in the attached proposal. BOSAC should be aware that the \$5,000 research costs listed below accompany a \$7,500 labor expense covered elsewhere in the budget.

Based on the attached proposals, the total Cucumber-related 2014 research program costs are as follows:

EcoMetrics	\$44,060
Emerald Planet/Carello	\$37,151
Claffey Ecological/reed canary grass	<u>\$5,000</u>
2014 Cucumber proposal budget	\$86,211

Together, the cost of the three Cucumber-related research proposals exceeds the current \$80,000 Cucumber monitoring budget outlined in the 2014 open space budget by \$6,211. This cost increase is prompted by the vegetation survey, doubled docent coverage, and the reed canary grass eradication project. Staff seeks BOSAC's review of these proposals and a recommendation

regarding this year's projects and budget. Any excess monitoring costs would have to be made up from cost savings in a different part of the open space budget.

Mr. Bergeron – Should we consider approaching the Ski Resort and Grand Lodge to contribute to the ongoing monitoring of the Gulch? (Mr. Grosshuesch – Let's discuss this a bit further before approaching them.)

Mr. Campbell – What will the vegetation research information allow us to do other than understand if we are losing a battle against weeds? (Mr. Grosshuesch – It allows us to understand how effective we have been over time at eradicating weeds and if we should allocate additional funds for eradication. It also shows vegetation trends over time, and whether we should be concerned about habitat changes.)

Mr. Reid – Dr. Christy Carello also believes that this is an opportune time to reestablish a vegetative baseline, with the completion of the wetland and channel restoration. Recording a vegetation baseline now will show any future changes due to the new hydrological flows.

Mr. Brewer – Are we tracking the beaver population? I think we should. (Mr. Reid – Population and lodge counts occurred in 2013 and are proposed 2014 as well.)

Mr. Cospolich – Did reed canary grass spread because of the blow out of the dams and drying of the wetlands? (Mr. Reid – Reed canary grass thrives with the introduction of phosphates and nitrates. It is possible that elevated levels of phosphates and nitrates in the Preserve are due to the introduction of upstream fertilizers.)

Mr. Cospolich – I would like to see the monitoring budget decreased over time if possible. \$80,000 is a lot to swallow year after year even if it is good information.

BOSAC unanimously supported the 2014 monitoring program as outlined above. It is assumed that the excess \$6,211 will be covered within the open space budget without a budget amendment.

Wellington Trail Project

As briefly discussed in February, staff requested a license agreement from Xcel/Public Service Company of Colorado (PSCo) to cross a portion of the substation property on Wellington Road and construct a new singletrack trail from the junction of Wellington Road/Campion Trail to the beginning of the Wellington Trail, near the Town stables. Staff commissioned a survey to locate the proposed trail across the PSCo parcel. The remainder of the trail would be on Town open space property. If approved by PSCo, the requested license agreement would allow staff to pursue construction of a trail to bypass a portion of Wellington Road, provide an interpretive opportunity for the Reliance Dredge site, and better connect Town neighborhoods to the larger Golden Horseshoe/French Gulch trail network.

Mr. Cospolich – Will there be any parking or trailhead? (Mr. Reid – There will not be any parking. It will be a direct access trail like the majority of other trails around Town.)

Mr. Tennial – Where is the closest connecting trail? (Mr. Reid – Corkscrew and Vista Point Trails will be the closest connecting trails.)

Mr. Cospolich – How long is the trail? (Mr. Reid – approximately 3,000 feet.)

Pump Track Relocation

Staff has been asked to evaluate the possibility of relocating the pump track facility adjacent to the Stephen C. West Ice Arena parking area to allow for a potential parking lot expansion. Staff suggests a replacement pump track that would require approximately ½ acre of flat land, ideally with some access to water to assist with construction and maintenance.

Additionally staff suggests hiring a contractor to complete the relocation work. With a contractor, the upfront cost would be higher, but would also allow the Town trail crew to focus on other maintenance needs while the pump track gets reconstructed.

Mr. Kulick – The current pump track is well used by families and an excellent gateway to introduce biking skills to young kids.

Mr. Campbell – I agree with Kulick and recommend locating a replacement pump track near beginner trails to aid in skills development.

Mr. Tennial – I'm in support of the pump track concept but not sure it fits within the BOSAC purview. If we do manage it, we should make it blend in with the surrounding environment and appear more natural.

Mr. Cospolich – All bike friendly communities and cycling destinations have a well-designed pump track. It is very important to have a pump track in this community if we are serious about catering to cyclists.

Mr. Bergeron – I prefer the Stilson location. It is an important community asset that is very friendly to low level cyclists.

Mr. Carlson – I strongly support the pump track. Stilson is the best location and we should hire a contractor that specializes in designing pump track facilities.

Mr. Campbell – The pump track is an essential recreational amenity for the community. Stilson is a great location relative to our local population base. Let's do it right and make it look good by hiring a professional contractor.

Mr. Brewer – I strongly support a pump track and Stilson is our best option.

BOSAC recommended relocating the pump track to the Stilson property, if relocation is required by the parking lot expansion. Most BOSAC members also felt it would be good to hire a professional to design and build the pump track.

Trails Open House

This year, staff plans to host a trails open house in conjunction with the May or June BOSAC meeting. The goal of the open house would be to share with the general public the trail projects that the Town, County and USFS have planned for the next few years, and answer any public questions or comments regarding trail priorities and goals. We would like to invite County and USFS representatives to provide a broad vision for the trail work to be performed this summer and in the coming years. The timing of the open house just before the summer trail season will also provide an opportunity to educate the public on avoiding muddy trails.

Mr. Reid – Summit County Open Space is interested in doing a joint meeting and open house.

Mr. Brewer – We should invite other trail based organizations to participate in an open house, such as the Summit Fat Tire Society and FDRD.

BOSAC members unanimously supported the concept of a trails open house in conjunction with Summit County and other trail partners.

BOSAC Retreat

2012's BOSAC retreat to Aspen proved informative for both staff and open space commissioners. This year, staff seeks BOSAC's direction to determine what specific issues should be highlighted during a potential retreat. Also, based on the site visit objectives, what potential locations would be most useful to visit? The focus on trail/trailhead management continues to be a pertinent issue for BOSAC and staff, but staff seeks additional input from BOSAC regarding overall retreat goals.

Mr. Grosshuesch – Some potential topics to learn more about through a retreat are joint management partnerships between towns and counties and overall management issues.

Mr. Cospolich – I think we should consider Golden/JeffCo because of the maturity and size of their program.

Mr. Carlson – I would like to visit a place that has some co-management with Town/ County/ USFS.

Mr. Brewer – What about a retreat to Park City, UT? (Mr. Reid – Park City would be a good option if we could figure out the expenses. They have a very extensive trail network and development exaction approach. Also, the IMBA conference this year is in Steamboat Springs, which is another good example and opportunity for BOSAC members to learn about other communities and their open space approaches.)

Next Meeting

The next regularly scheduled meeting is on Monday, April 21, 2014, at the Stephen C. West Ice Arena (189 Boreas Pass Road).

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

The meeting was adjourned at 8:13 p.m.

Jeff Cospolich, Chair



MEMORANDUM

TO: BOSAC
FROM: Open Space Staff
DATE: April 21, 2014
SUBJECT: BOSAC Meeting Norms

Staff has put together meeting norms below for BOSAC. This is something that the Town currently does on a regular basis with the Planning Commission and which is being carried over to other Town commissions. Staff will include a copy of the norms in the packet occasionally and when new members are appointed. The purpose of these norms are two fold (1) to assist in running effective and productive meetings and (2) developing a relationship between the staff and Committee members.

The Town and the Town staff value the input and efforts on the part of Committee members and desire to facilitate effective communication between the two. If you have questions about any of these, or feel that this list needs to be modified, suggestions are encouraged.

Please keep these standards in mind during the meetings.

1. Read packet materials and be prepared for discussion on those items.
2. One person speaks at a time.
3. Ascertain the opinion of the majority of the Commission, and then resist filibustering when it's obviously contrary to the majority opinion.
4. Avoid lengthy explanations of your opinions of and position on issues before BOSAC.
5. Respect your fellow Commissioners, staff and guest speakers.
6. Do not have sidebar conversations while others are speaking.
7. Minimize repetition.
8. Stay focused on the topic or project at hand.
9. Summarize decisions made.
10. Once a decision is made, do not reintroduce the topic.
11. Focus discussions and comments on big picture items rather than smaller issues more administrative or technical in nature.
12. Approach staff with potential agenda items prior to the meeting (rather than at the meeting) so that issues can be vetted prior to the meeting or placed on the BOSAC agenda.
13. When unable to attend meetings, let staff know, and follow up with staff or other members for meeting summaries and pertinent minutes.
14. Contact the Planning Director with any concerns and/or issues that you feel are being handled inappropriately, or other problems that you may be having related to the conduct of the commission's business. We'd like to hear from you prior to the meeting so that we are better prepared to respond to your concerns.
15. Avoid discussions via email unless absolutely necessary. In person communication during BOSAC meeting is the standard and preferred approach to facilitating discussions.

2014 Winter Trail User Study

Summary

Since 2010, the Town of Breckenridge Open Space division has conducted trail user counts at Gold Run/Peabody Trailhead, B&B Trailhead, and Sallie Barber Road/Lincoln Townsite Trailhead. The monitoring is deployed during the winter months from January until April. Information is used to help inform management at these popular portals.

Methods

All data was collected with The Trail Master Data Collector™, an infrared beam-based trail counter. Trail users who break the infrared beam by passing between the transmitter and receiver are recorded as an 'event'. An event does not differentiate between users, their travel direction, or whether they traveled out-and-back on a given trail. The data are therefore limited in their scope, but indicate general trail use trends.

The data collectors were installed at these specific sites:

- 1) Sallie Barber Rd: Near Lincoln Townsite
- 2) B&B Trailhead: French Gulch Road
- 3) Gold Run Road: Peabody Trailhead

Data outliers due to equipment malfunction (e.g. low batteries, stormy weather, poor alignment) were omitted.

Table 1. Trail Use Counts for January 1st –April 1st 2014:

Average trail users per day, weekday and weekend counts along with largest daily counts are displayed below.

<u>Site Name</u>	<u>Combined Av</u>	<u>Weekday Av.</u>	<u>Weekend Av.</u>	<u>Largest Daily Count</u>
B&B Trailhead	97.7	84.2	129	272 (3/1)
Gold Run Road	76.3	62	102.4	213 (2/16)
Sallie Barber	61.8	57	77.5	233 (1/31)

Table 2. 2010-2014 Compares Average Daily Trail User Counts: January 1st-April 1st

<u>Year</u>	<u>Sallie Barber</u>	<u>B&B Trailhead</u>	<u>Gold Run Road</u>
2010	43.5*	33.8	70
2011	60.3	41.6	65.9
2012	64.4	69	69.1
2013	88.4	77.9	74.3
2014	61.8	97.7	76.4

*Average daily trail use count is artificially low due to improper data collector mounting.

Chart 1. Compares Weekday and Weekend Average Daily Trail User Counts for 2014: January 1st-April 1st

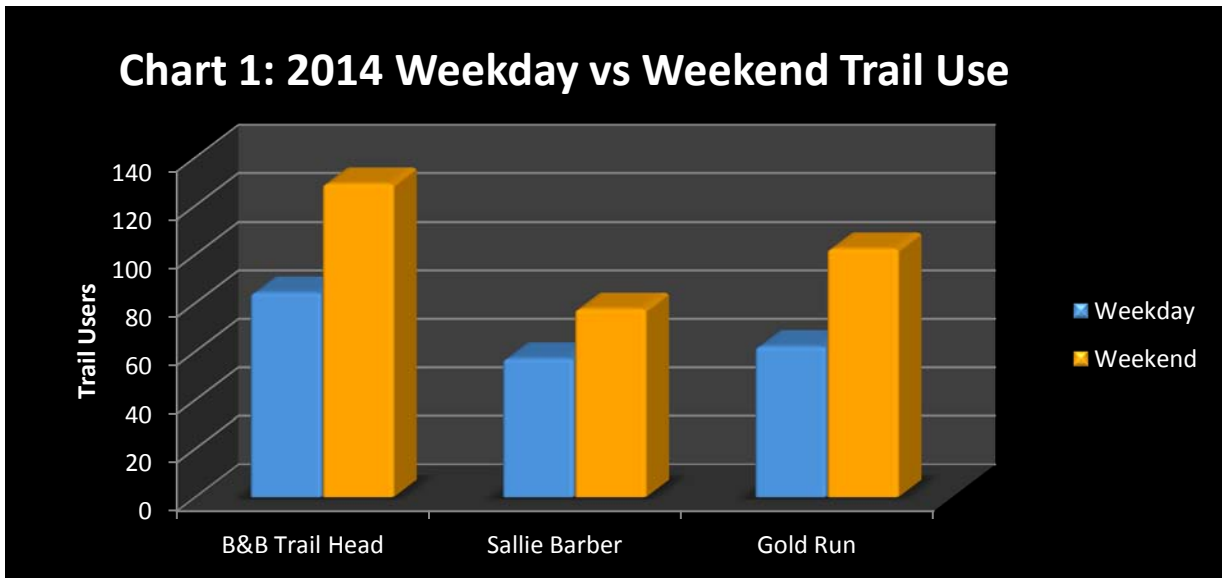
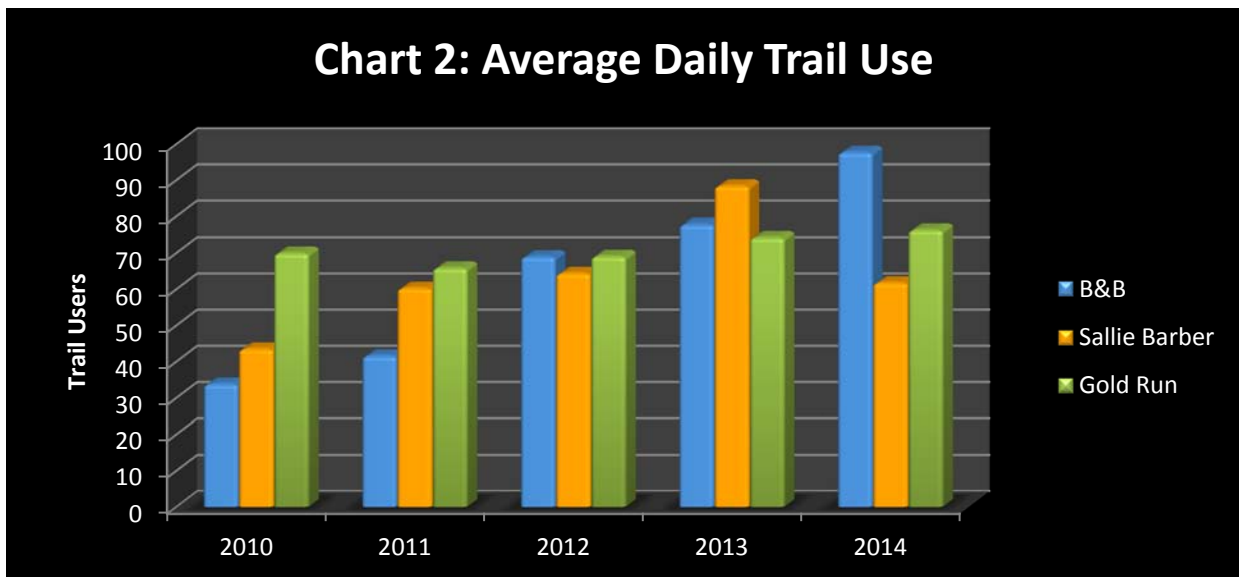
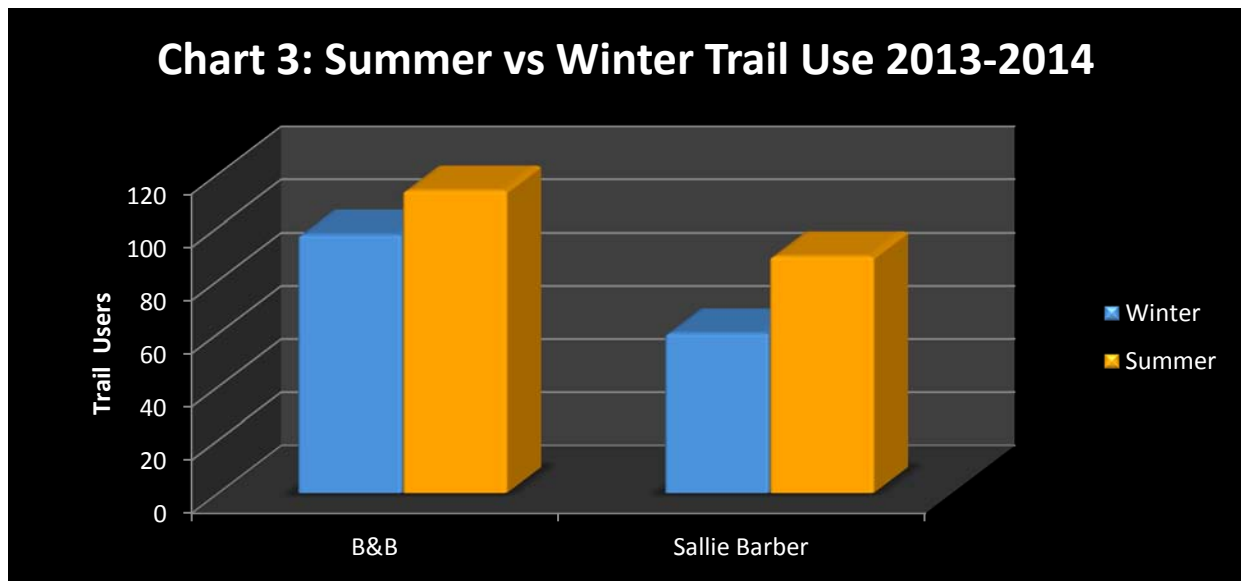


Chart 2. Compares Average Daily Trail Use Counts 2010-2014: January 1st-April 1st



* 2010 average daily trail use count for Sallie Barber is artificially low due to improper data collector mounting.

Chart 3. Compares Sallie Barber and B&B Trailhead Average Daily Trail Use from: 6/1-8/31 Summer 2013 and 1/1-3/31 Winter 2014



Conclusions

- B&B Trailhead has the highest daily trail user count average for 2014.
- B&B Trailhead daily average trail use count has increased annually, and the annual increase is greater than the increase in the other two trailheads evaluated.
- B&B Trailhead had the largest daily trail use count of 272 on March 1, 2014.
- Gold Run Rd Trailhead daily trail use counts have been consistent for the past four years.
- Gold Run Rd and B&B Trailheads have significant user variations between weekends and weekdays.
- Average daily trail use counts are affected by snow fall and trail conditions.
- Sallie Barber and B&B trailheads experience higher average daily use during summer months than winter months.



Site Plan
Scale: 1" = 100' (24 x 36)



Site Section
Scale: 1" = 20' (24 x 36)

Wolff Lyon Architects

Owner:
Wellington neighborhood, LLC
PO Box 4526
Breckenridge, CO 80424
Architect:
Wolff Lyon Architects
777 Pearl St. #210
Boulder, CO 80302
(303) 447-2786
In Collaboration with:
Pel-Ona Architects
4676 Broadway
Boulder, CO 80304
(303) 443-7876

Lincoln Park
Breckenridge, CO

Date:
March, 2014

Master Site Plan

A0.1