



Breckenridge Open Space Advisory Commission Regular Meeting

Monday, January 27, 2025, 5:30 PM

Town Hall Council Chambers

150 Ski Hill Road

Breckenridge, Colorado

THE TOWN OF BRECKENRIDGE IS 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.

- I. CALL TO ORDER, ROLL CALL**
- II. DISCUSSION/APPROVAL OF MINUTES**
 - A. DECEMBER 16, 2024 BOSAC MEETING MINUTES
- III. DISCUSSION/APPROVAL OF AGENDA**
- IV. PUBLIC COMMENT (NON-AGENDA ITEMS; 3-MINUTE LIMIT PLEASE)**
- V. OPEN SPACE & TRAILS DISCUSSION**
 - A. OPEN SPACE DISCUSSION
- VI. OTHER MATTERS**
- VII. STAFF SUMMARY**
 - A. STAFF SUMMARY
- VIII. COUNCIL MATTERS RELATED TO OPEN SPACE**
- IX. ADJOURNMENT**

I) CALL TO ORDER

Nikki LaRochelle called the December 16th, 2024, regular meeting of BOSAC to order at 5:32 pm. Other members of BOSAC present were David Rossi, Bobbie Zanca, Chris Tennal, Matt Powers, and Town Council liaison Jay Beckerman. Krysten Joyce attended virtually. Staff members present were Mark Truckey, Alex Stach, Julia Puester, Tony Overlock, Joel Dukes, and Duke Barlow. Katherine King from Summit County Open Space (SCOS), was also present. Members of the public: Greg Ruckman.

II) APPROVAL OF MINUTES

A) BOSAC REGULAR MEETING – November 18th, 2024

The minutes were approved as presented.

III) PUBLIC COMMENTS

N/A

IV) STAFF SUMMARY

A) Winter Grooming Update

Ms. King and Mr. Barlow clarified the role of both the Gold Run Nordic Center and Frisco Nordic Center when it comes to grooming the Rec. Path: Frisco grooms on the north side of Highway 9, from the peninsula to the underpass located near the high school. Gold Run is responsible for the section south of the underpass to Breckenridge.

B) Forest Health Update

Ms. Zanca asked about the timeline for the Peabody Placer Hazardous Fuels Reduction (HFR) project. Mr. Barlow replied that it hasn't been officially scheduled and in fact might not happen at all this winter, but fuels planners from the United States Forest Service (USFS) are considering elevating the project to an operational phase as they've made good progress on other HFR projects in Summit County. Open Space & Trails (OST) will inform both BOSAC and the public if and when the Peabody Placer HFR is scheduled.

C) Good Times

D) Hoosier Pass snow plowing

E) DNR Xcel

F) Liability Signage

G) Little Daisy

H) Concessionaire Report

Mr. Overlock spoke briefly on the 2024 Concessionaire Report, highlighting the success of the program and mentioning the need for further conversations if the program continues to expand.

I) Acquisitions Update

V) OPEN SPACE DISCUSSION

Camp Hale Continental Divide National Monument Planning

Ms. Abo from the US Department of Transportation Volpe Center presented the project overview and access plan recommendations for managing the Camp Hale Continental Divide National Monument's (CHCDNM) South Tenmile Area, focused around the Blue Lakes, Spruce Creek, McCullough Gulch, and Quandary Peak trailheads. The project aims to reduce traffic and parking impacts, balance increased visitation with sustainable management, and improve access across the area. The recommendations include expanding parking lots, creating new trail connections, and implementing shuttle services. The project team is currently developing recommendations for a management framework which will be presented at various meetings, including the OSAC/BOSAC joint session on January 27, 2025. The next steps involve further shuttle operations optimization, trail alignment studies, and additional reviews with stakeholders.

Mr. Beckerman wondered if creating a new trail from Quandary to Blue Lakes could potentially draw in more traffic in an area we are already trying to manage for overuse. Ms. Abo replied that hadn't been discussed in detail with the working group and is something that should be considered. Ms. LaRochelle was curious if implementing a reservation system at Blue Lakes could potentially be prohibitive, especially if people are only visiting this trailhead for a short amount of time. Ms. Abo replied that the working group's preference would not be to create a reservation system and would instead be a management tool to be considered at a later time if needed – along with many of the options highlighted in this plan. Ms. King echoed the point that many of the recommendations in the access plan are for the purpose of “bigger picture monument planning.” Ms. King stated that the USFS will have to conduct a NEPA analysis on everything proposed in the plan and advised everyone to be inclusive of options, even things that may get implemented at a later time. Ms. LaRochelle was curious if part of the CHCDNM planning process included increased maintenance on the trails in question, particularly McCullough Gulch and Spruce Creek trails, concurrent with increased use as a result of additional parking and shuttle services. Ms. King replied that was discussed initially, but unfortunately some previously dedicated USFS funding specifically for trail work had been recently rescinded for other purposes.

There was also a discussion about the potential for local discounts or local passes for the CHCDNM trailheads. The team then agreed on the need for a phased approach to address the issue of parking at Spruce Creek trailhead, with the immediate goal being to delineate the existing parking lot and improve wayfinding. The community outreach for Spruce Creek residents revealed concerns about speeding and unsafe behavior along the road, with suggestions for speed reduction measures. The team also discussed the potential for increased visitation to Spruce Creek trail and trailhead but acknowledged the need to balance this with concerns about traffic and road maintenance. Finally, it was asked if the proposed additional

parking at the Quandary trailhead would conflict with the use and success of the shuttle service.

2024 Field Season Report

Mr. Dukes, Mr. Overlock, and Mr. Stach presented the 2024 Field Season report, which focused on the maintenance and expansion of our open space and trail network. Mr. Dukes highlighted the successful implementation of new signage and wayfinding and celebrated his trail technicians for the season. Mr. Dukes shared data from their ArcGIS Survey123 app, which tracks trail work and user activity, and discussed the importance of maintaining existing trails and infrastructure. Mr. Dukes then discussed their Friends of Breckenridge Trails (FOBT) volunteer program and the successful completion of various projects, including the construction of the new Ellie's Features trail and maintenance of existing trails. Mr. Overlock emphasized the program's commitment to improving the overall user experience and expanded accessibility via the increased focus on "All-Persons Trails".

The conversation ended with a discussion on visitor use data and the use of trail counters to track trail activity. Mr. Stach presented an analysis of visitor use data from the past 10 years, highlighting growth in both winter and summer use. Mr. Stach noted a drop in overall use in 2023, which he attributed to a "return to normalcy" following the COVID-19 pandemic. Mr. Stach also presented data from the AllTrails app "land manager dashboard", highlighting a significant increase in views and reviews for the Aspen Alley trail in the fall.

Dark Sky Certified Community

Ms. Puester presented on the Town's initiative to become a Dark Sky Certified Community, which involves monitoring sky glow, conducting educational events, and retrofitting existing lighting fixtures. Ms. Puester's presentation focused on the Town's efforts to address light pollution, which affects wildlife and human health. She stated that the Town Council has committed \$3.6 million to retrofit streetlights and municipal buildings to be dark sky compliant.

Ms. Zanca was curious about the timeline for implementation regarding the street lights and town buildings. Ms. Puester and Mr. Beckerman replied that the Town has up to 5 years to get those installed, but anticipated it happening sooner. Mr. Beckerman stated the Town plans to recycle and resell the old fixtures as we phase in the new street lights.

Great Outdoors Colorado Community Impact Program Grant Application

Mr. Barlow discussed an application for the Great Outdoors Colorado (GOCO) Community Impact Grant, which would focus on replacing older "in-town/frontcountry" kiosks to include new signage with important accessibility information and the construction of a new pedestrian bridge over Pennsylvania Creek on the Blue River Trail.

Ms. Zanca asked about previously awarded GOCO grants and how our application aligns with those. Mr. Stach stated that he has reviewed a few of the successful applications and that both projects being proposed by OST and the Recreation Department fit the broad description in the Community Impact Grant application.

VI) COUNCIL MATTERS RELATED TO OPEN SPACE TOPICS

Mr. Beckerman spoke briefly on visits from House Speaker McCluskey and Senator Roberts and the Rec. Department plans for renovations at Kingdom Park and the area between the two new turf fields. Mr. Beckerman also mentioned the Town's plans for more responsible sledding and the annual Christmas tree recycling program at the Stilson Lot.

VII) OTHER MATTERS RELATED TO OPEN SPACE TOPICS

Katherine King and Matt Powers tied as winners of the 2024 BOSAC Trivia, a prestigious honor.

VIII) ADJOURNMENT

A motion to adjourn the BOSAC meeting was made by Mrs. LaRochelle, and Mrs. Zanca seconded it. The December 16th, 2024 regular meeting of BOSAC ended at 8:19 PM.

The next regular meeting of BOSAC is scheduled for January 20th, 2025.

Nikki LaRochelle, Chair

Memorandum

To: Breckenridge Open Space Advisory Commission
From: Open Space & Trails Staff
Re: January 27, 2025 Meeting

Open Space & Trails Discussion

Signage Workplan – MERJE

John Bosio, MERJE Design Principal, will be presenting a proposed Final Design plan (attached) to BOSAC and OSAC during their January 27, 2025 joint meeting and seeks feedback before producing Final Deliverables at the end of March 2025. Staff will continue to work with MERJE through the duration of the contract.

As an action item from the [2023 Town of Breckenridge Open Space and Trails Master Plan](#), the Open Space and Trails Department (OST) is developing a comprehensive Signage Workplan. The purpose of the project is to improve the user experience by streamlining the existing signage and improving wayfinding, regulatory, and access and inclusion messaging throughout the network. MERJE Environments and Experiences, a consulting firm from West Chester, PA, that specializes in parks, trails, and community wayfinding, was hired in Summer 2024 to complete this work.

MERJE is attending the January 27, 2025 BOSAC/ OSAC meeting as part of their third and final scheduled site visit. Also included in this visit is the presentation of this Final Design draft to Council during their January 28, 2025 work session. Next steps in the contract include working with staff to update sign location plans and preparation of final technical specifications, cost estimates, and phasing strategies.

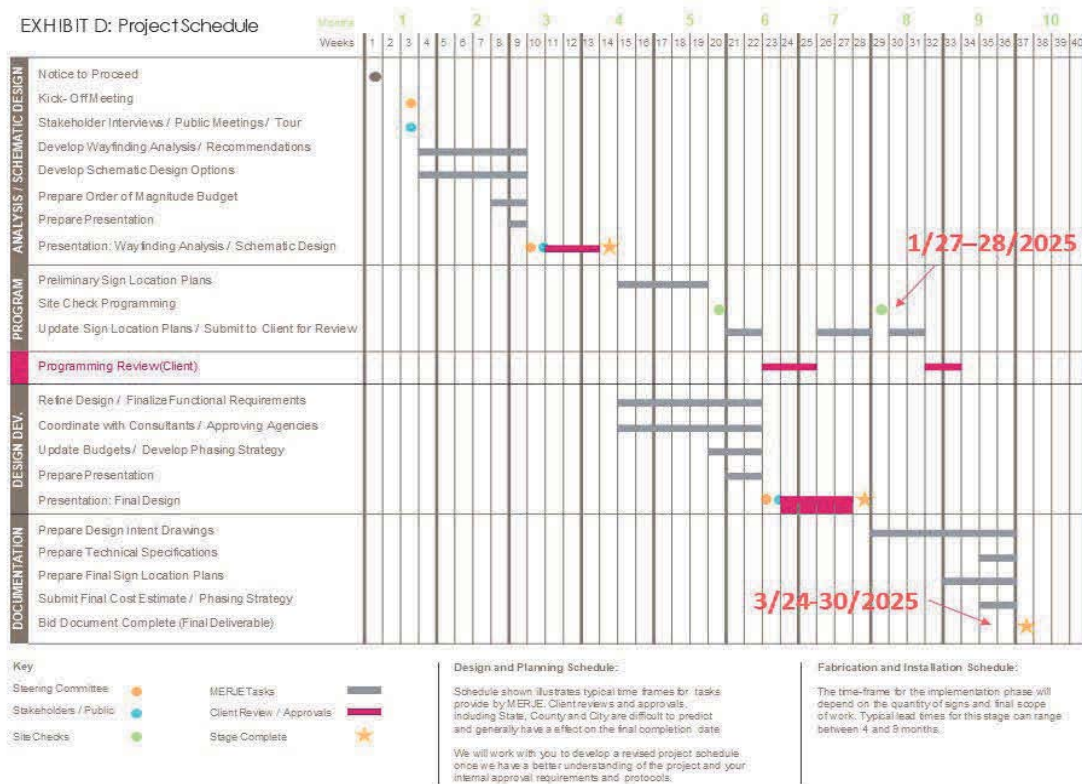
Final deliverables are expected March 30, 2025. This timeline, assuming no significant delays in fabrication, should allow for installation of a pilot sign package on TOB OST property in Summer 2025 and full implementation of the signage package in 2026.

From June through December 2024, MERJE has solicited public input from surveys, open houses, targeted focus groups consisting of key stakeholders such as different user groups, local business owners, Breckenridge Tourism Office (BTO) and land management partners, and meetings with Council and BOSAC.

Staff believes the consultant has listened carefully to previous comments made by BOSAC, Council, and the public and incorporated these comments into the Final Design Plan. We believe the plan presents a clean and uniform package of design elements that are visually attractive and will work to reduce overall clutter and redundancy in the sign network.

- 1. Does BOSAC/OSAC have any questions, comments, or concerns regarding MERJE's Final Design Plan?**
- 2. Does BOSAC/OSAC have any questions, comments, or concerns regarding the next steps of MERJE's contract schedule with TOB?**
- 3. Would BOSAC like to discuss the Final Deliverables during the April 28, 2025 BOSAC meeting?**

EXHIBIT D: Project Schedule



merJe
ENVIRONMENTS & EXPERIENCES

AGENDA

- 1. Review Stakeholder Comments**
- 2. Digital / Creative Examples**
- 3. Updated Design**
- 4. Frontcountry • Midcountry • Backcountry (Sign Menus)**
- 5. Internal Trail Scenarios**

STAKEHOLDER ENGAGEMENT

Town Council

BOSAC

Stakeholders: Trail Users, DEI / Accessibility, Destinations, Technical / Approvers

Public Meetings (2)

Summit County Open Space

Breckenridge Tourism Office

High School Students / Cross Country Team

Mountain Dreamers

Comments

OVERALL COMMENTS

Digital / Creative

- More innovation to elevate signage (but not unorthodox)
- Add artistic and creative elements
- Inclusion of Digital Elements / Connect to Signage
- Incorporate QR Codes and access to Mobile Apps (All Trails, COTREX, etc.)
- Promote the B like Breckenridge app

Ownership and Identity

- Neutrality: Majority of Trails are shared management by Town & County
- More Breckenridge “identity” – not sterile / unique to our town
- County: Preference signs on Town managed trails, have a slightly different look
- Trails & Preserve should be same design

Existing Signage

- The design does not need to use the existing structures (kiosks)
- New Post vs Old Post (do not need to re-use existing)
- Friendly Etiquette signs are appreciated and should have a place in the program

DESIGN FEEDBACK

Option Specific Comments

- Option 1: Shape of Sign is Recognizable / Overall Sign Sits back
- Option 1: Trailhead Cap (but not Breckenridge logo)
- Option 2: Kiosk roof design
- Option 3: Kiosk Additional Panels
- Regulatory Signage: Color Accent (2) vs. Full Color (3)

General Design Comments

- Vertical Trailhead Totem is preferred (snow)
- Colors: Softer hues (not so harsh)
- Pop-of color to cue users / Visibility in all conditions
- Post do not need to stand out
- Single Post preferred over Double Post
- Strategic use of Logos (Town, County, Be Breck, U.S. Forest Service, etc.)

CONTENT FEEDBACK

General Signage Content

- More pictograms / less wordy / more direct language
- Permitted Activities vs. Non-Permitted
- Strict Language vs. Friendly Tone
- Tone = “We are in this together” / “Welcoming not Telling”
- Incorporate Emergency Locator Numbers
- Include Distance and/or Time on Trail Directional
- Include Trail Difficulty and Trail Specific Info (Graphics / Text / Pictograms)
- Spanish for paragraphs only (direction = proper names)
- Trailheads should Indicate Cell Service (with / without)
- Message: How to Interface with Wildlife

Primary Regulatory and Etiquette Message Feedback:

Sharing the Trail and Yielding to Users

Kiosk Content

- Add Contact Information and Who (Town or County)
- Add Legal Liability Sign

GENERAL FEEDBACK

Maintenance

- Make Maintenance and upkeep of the signage easy for staff.
- Limit the number of parts for signage
- The trailhead does not need to be a double post.
- Nordic Center has seasonal needs (changeable Signs)

Wayfinding

- Showcase wayfinding strategy deeper into the trail network
- Kiosks need Broad Map + Detail Map of Local Area
- Provide examples of recommendations for in-town trail connections
- Include smaller kiosks to be located deeper into the trail network
- More Signs for Trails in Town / Less Sign for Back Country

Additional Comments

- Need a Phasing Strategy
- Consider only listing non-permitted activities (reduces the amount of information)
- U.S. Forestry Service: Pictograms Open To / Closed To

Digital / Creative Examples



Technology



Bicycle Counter ● ●



iBeacon ● ● ●

KEY

- Trail Entrance
- On Trail Route
- Downtown
- Connection Points



Real-Time Ski Digital Display ● ●



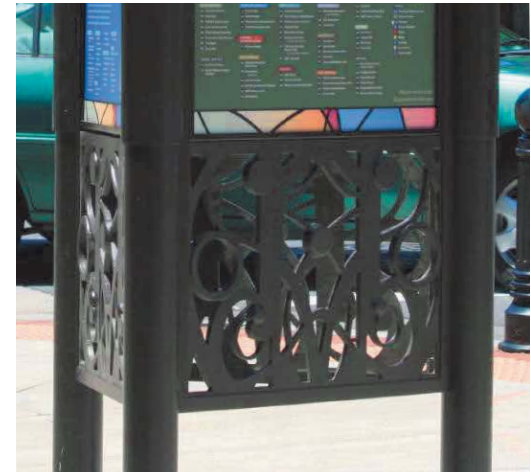
E-Paper Display ● ● ●



Interactive Digital Screen ● ● ●



Creative Identifier

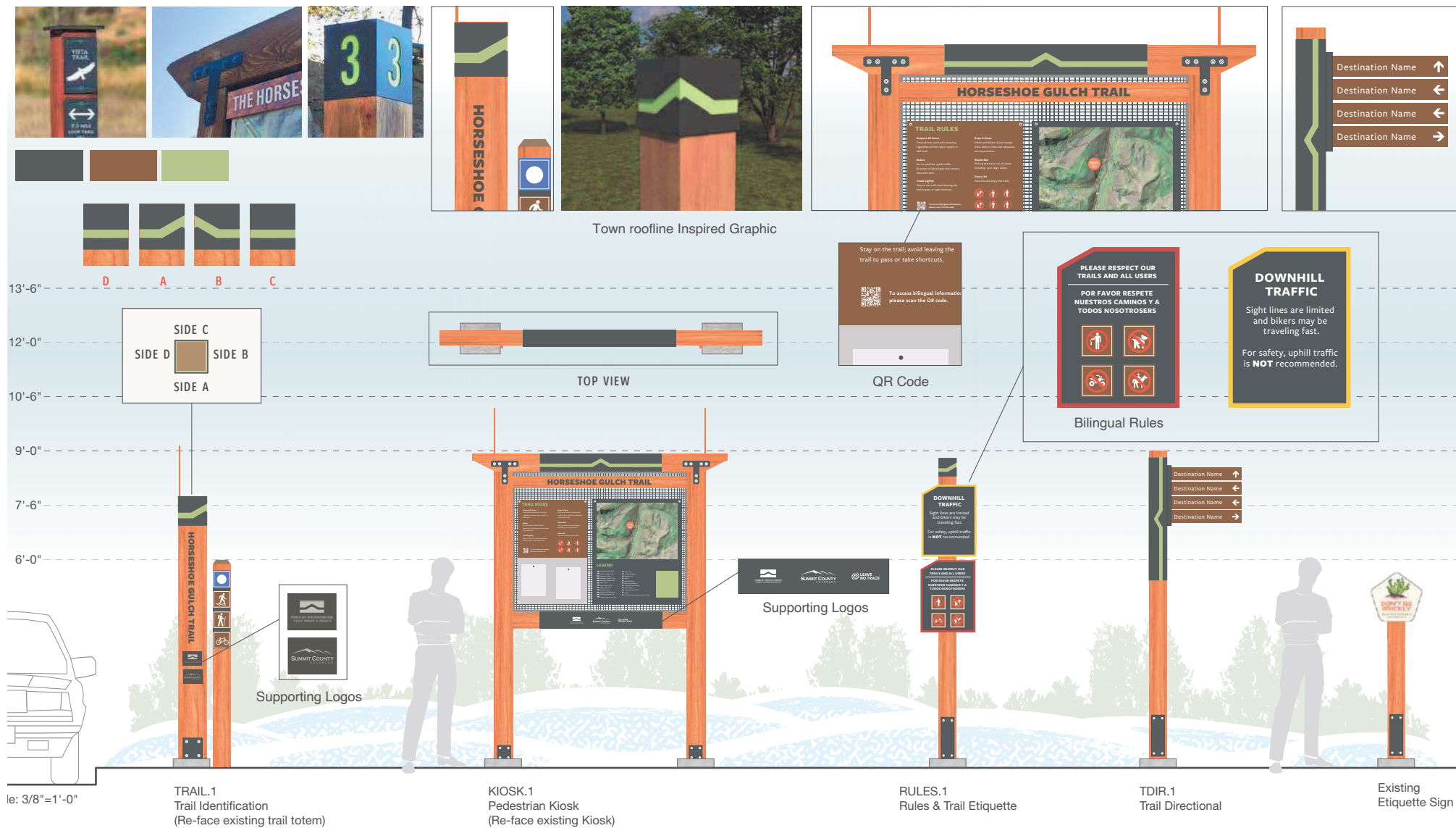


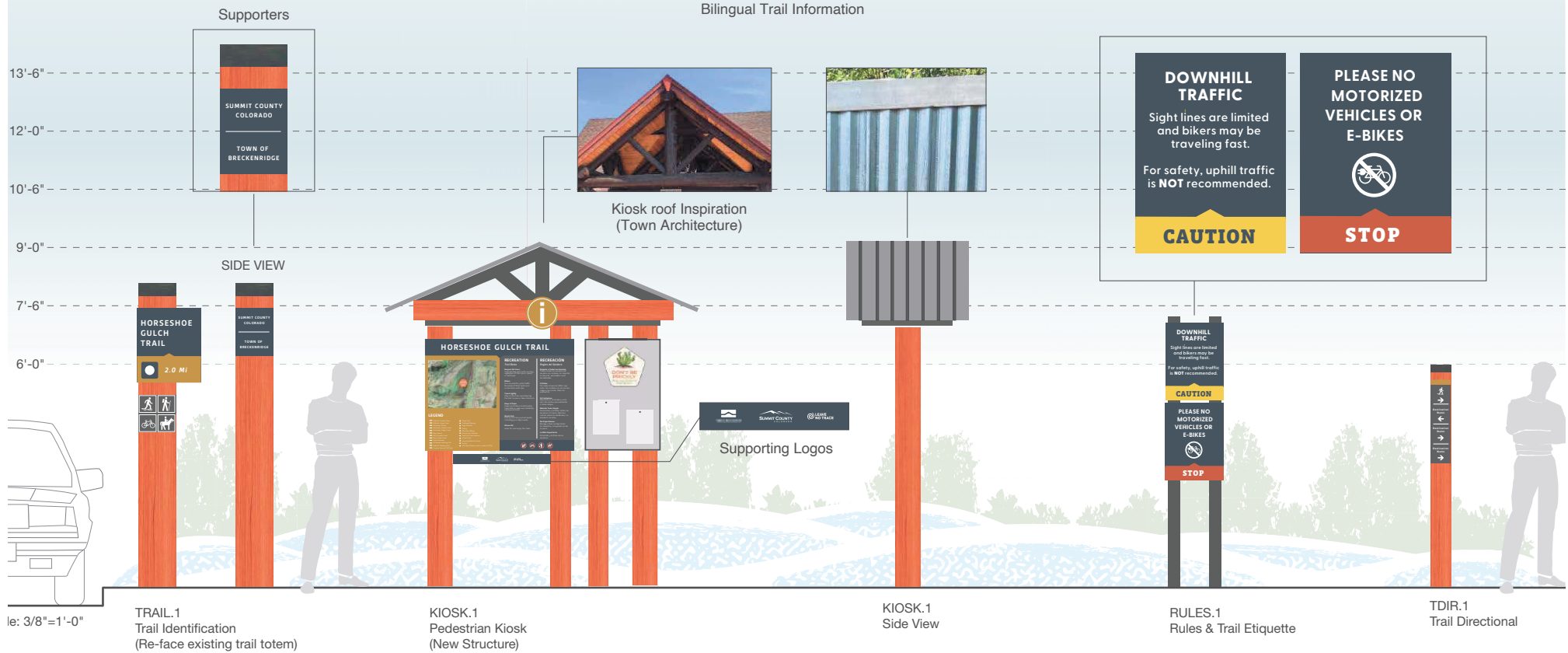
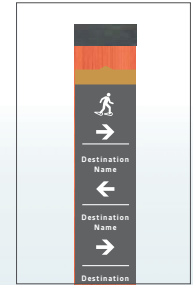


Downtown Loop



Design Options Previously Considered





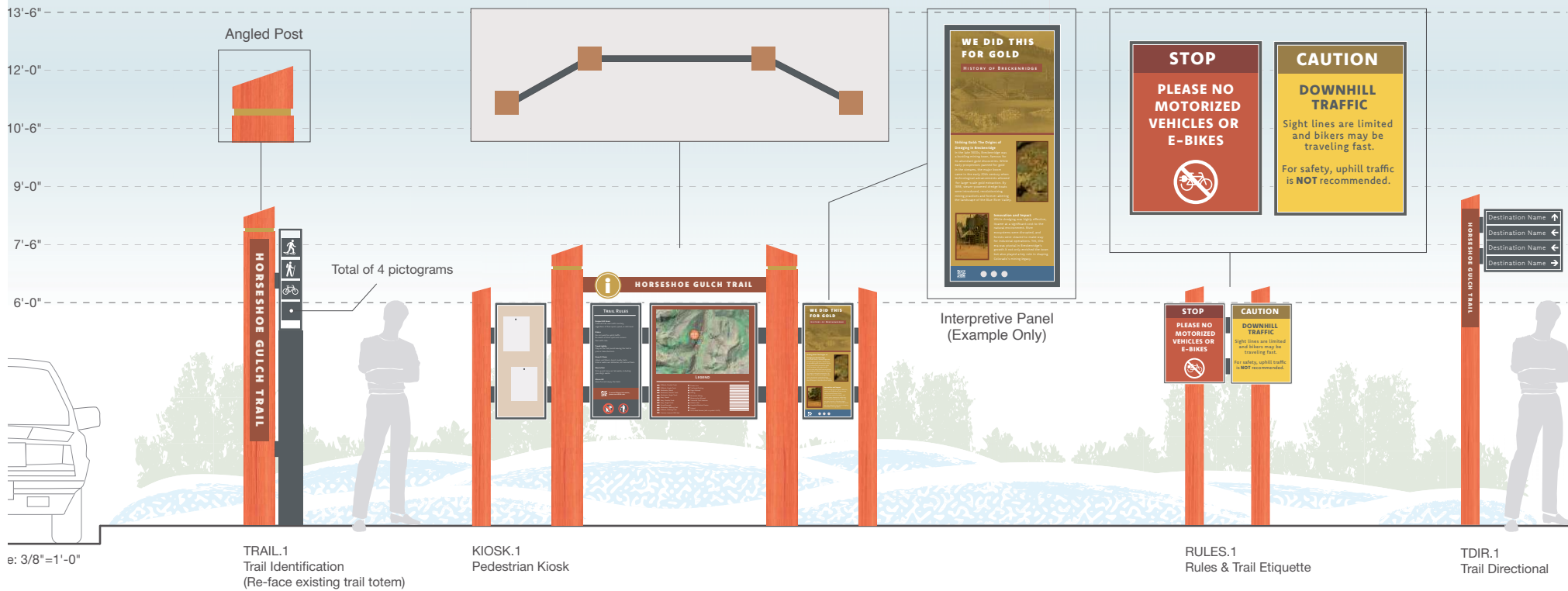


Color Palette Reflects History of Breckenridge



Modular System

TOP VIEW



Frontcountry



Trail Name

Trail Map

Moderate

Trail Difficulty

TRAIL LENGTH
2.3 Mi

ELEVATION GAIN
269 Ft

TRAIL SPECIFICATIONS

Permitted / Not Permitted

Logos

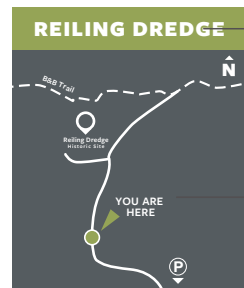
101 EMERGENCY LOCATOR

Trail Information

Permitted / Not Permitted

Logos

Emergency Locator



Trail Name

Trail Map

Moderate Loop

Trail Difficulty

ACCESSIBLE TRAIL LENGTH
0.2 Mi

TRAIL WIDTH
5 Feet

SURFACE TYPE
Dirt

CROSS SLOP
AVG 2.4%
MAX 7.0%

RUNNING SLOP
AVG 2.5%
MAX 4.0%

TRAIL SPECIFICATIONS

Permitted / Not Permitted

Logos

101 EMERGENCY LOCATOR

Accessible Information

Permitted / Not Permitted

Logos

Emergency Locator

All Person's Trail



Moderate

TRAIL LENGTH
2.3 Mi

ELEVATION GAIN
269 Ft

TRAIL SPECIFICATIONS

Permitted / Not Permitted

Logos

101 EMERGENCY LOCATOR

Typical Trail
(Limited pictograms)

TRAIL LENGTH
2.3 Mi

ELEVATION GAIN
269 Ft

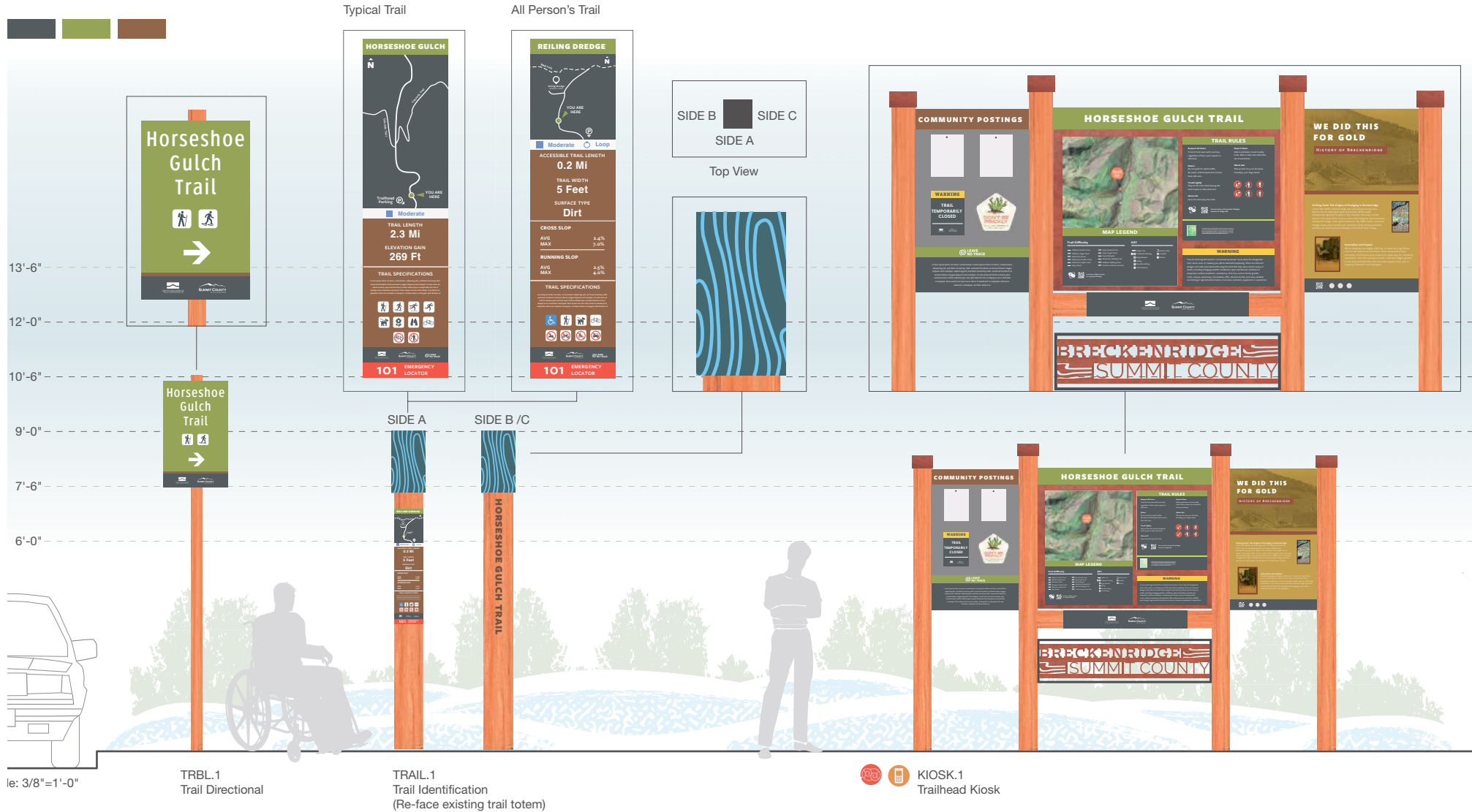
TRAIL SPECIFICATIONS

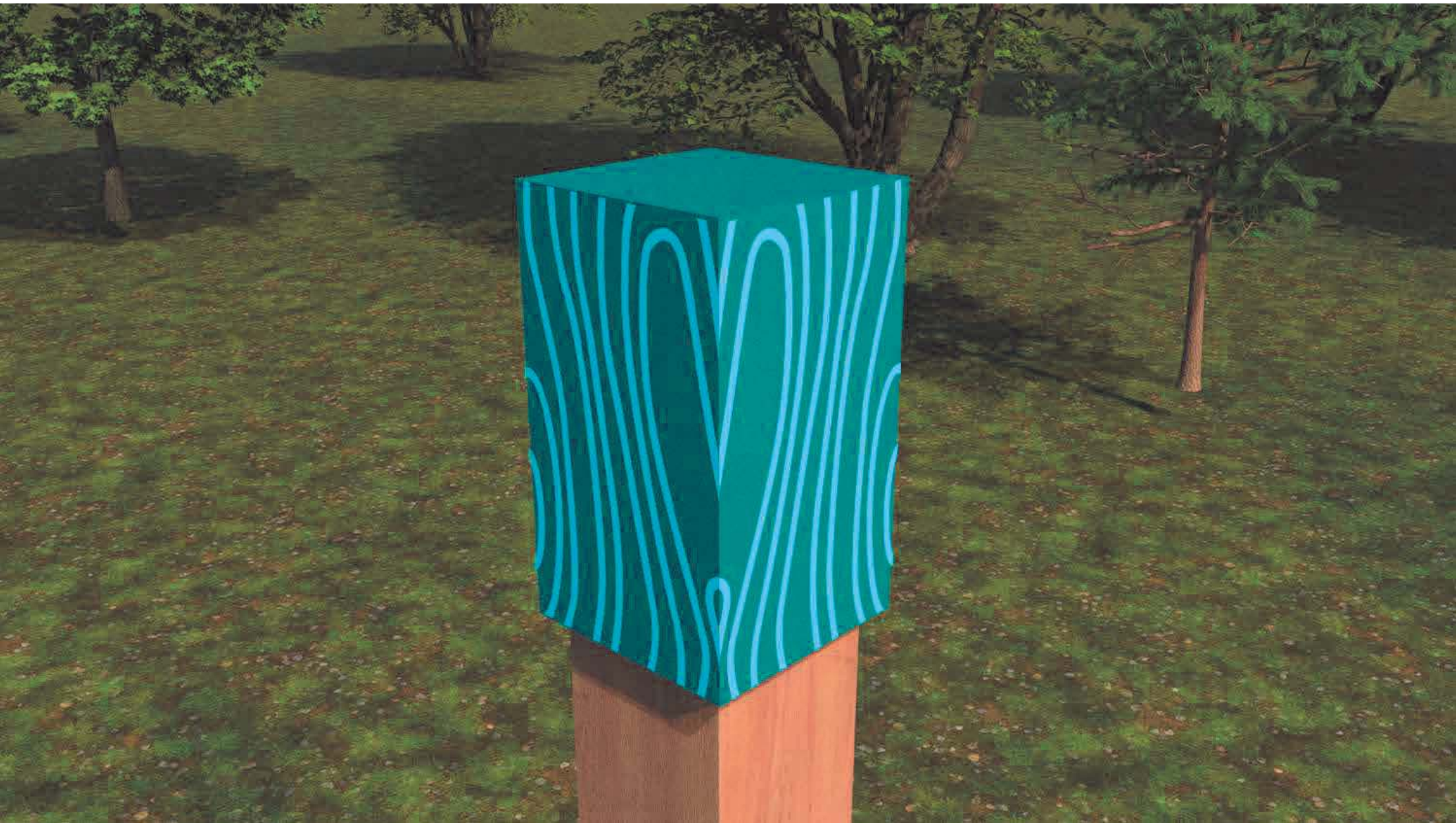
Permitted / Not Permitted

Logos

101 EMERGENCY LOCATOR

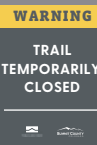
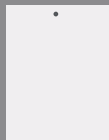
Typical Trail
(No Map)





Community Postings
Events / Information

COMMUNITY POSTINGS



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Leave No Trace
Information

Map

Trail Name

Trail Rules &
Liability Information

Interpretive Story

HORSESHOE GULCH TRAIL



MAP LEGEND

Trail Difficulty

- Difficult, Double Track
- Difficult, Single Track
- Modern, Paved
- Modern, Double Track
- Modern, Single Track
- Easy, Paved
- Easy, Double Track
- Easy, Single Track
- Paved Bypass
- Modern, Walking Trail
- Difficult, Walking Trail
- Cautious Intersect with Hwy

KEY

- Trail Head
- Trailhead / Parking
- Dogs Allowed
- Hiking
- Mountain Biking
- Trail Features
- Historic Site
- Hospital
- School



excavator collapse at park
in legends did map

TRAIL RULES

Respect All Users

Treat all trail users with courtesy, regardless of their sport, speed, or skill level.

Bikers

Do not yield for uphill traffic. Be aware of blind spots and corners. Pass with care.

Tread Lightly

Stay on the trail, avoid leaving the trail to pass or take shortcuts.

Above All

Have fun and enjoy the trails.

Keep It Clean

Hikers and bikers: Avoid muddy trails, ruts or other obstacles, not around them.

Waste Not

Pick up and carry out all waste, including your dog's waste.



Para acceder a información bilingual, escanea el código QR.



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WARNING

You are entering this land for recreational purposes. If you leave the designated trail, route, area, or roadway you will be deemed trespassing. There are inherent dangers and risks associated with using this land that may cause serious injury or death, including changing weather conditions, open and obvious variations in steepness, surface conditions, consistency of terrain, such as forest growth, rocks, stumps, waterways, streambeds, cliffs, extreme terrain, and trees, wildlife, and mining or agricultural activities, structures, remnants, equipment or operations.

WE DID THIS FOR GOLD

HISTORY OF BRECKENRIDGE

Striking Gold: The Origins of Dredging in Breckenridge

In the late 1800s, Breckenridge was a bustling mining town, famous for its abundant gold discoveries. While early prospectors panned for gold in the streams, the major boom came in the early 20th century when technological advancements allowed for large-scale gold extraction. By 1898, steam-powered dredge boats were introduced, revolutionizing mining practices and forever altering the landscape of the Blue River Valley.



Innovation and Impact

While dredging was highly effective, it came at a significant cost to the natural environment. River ecosystems were disrupted, and forests were cleared to make way for industrial operations. Yet, this era was pivotal in Breckenridge's growth. It not only enriched the town but also played a key role in shaping Colorado's mining legacy.



Logos



COMMUNITY POSTINGS



WARNING
TRAIL
TEMPORARILY
CLOSED



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HORSESHOE GULCH TRAIL



MAP LEGEND

Trail Difficulty	KEY
Difficult, Double Track	Blue Line
Difficult, Single Track	Trailhead / Parking
Intermediate, Road	Single Mixed
Intermediate, Double Track	Interpretive
Intermediate, Single Track	Interpretive
Easy, Road	School
	Interpretive
	School
	Interpretive
	School



Summit County or park
to provide the map

TRAIL RULES

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Treat all trail users with courtesy, regardless of their sport, speed, or skill level.

Riders

Do not yield for uphill traffic. Be aware of blind spots and corners. Pass with care.

Tread Lightly

Stay on the trail, avoid leaving the trail to pass or take shortcuts.

Above All

Have fun and enjoy the trails.

Keep It Clean

Hikers and Bikers: Avoid muddy trails. Hike or walk over obstacles, not around them.

Waste Not

Pick up and carry out all waste, including your dog's waste.



For more information, please visit the website at www.breckenridge.com

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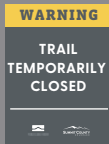
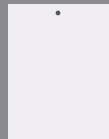
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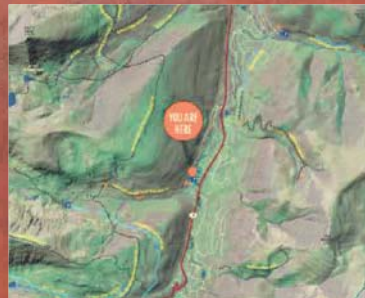
BRECKENRIDGE
SUMMIT COUNTY

COMMUNITY POSTINGS



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HORSESHOE GULCH TRAIL



MAP LEGEND

Trail Difficulty

- Difficult, Double Track
- Difficult, Single Track
- Moderate, Paved
- Moderate, Double Track
- Moderate, Single Track
- Easy, Paved
- Easy, Double Track
- Easy, Single Track
- Paved Bypass
- Moderate, Walking Trail
- Difficult, Walking Trail
- Contour Interval 200 feet



mountain ridge or pass
to separate trail stages

KEY

- www Power Line
- Trailhead Parking
- Drop Allowed
- Hiking
- Mountain Biking
- Trail Features
- Historic Site
- Shelter
- School

TRAIL RULES

Respect All Users

Treat all trail users with courtesy, regardless of their sport, speed, or skill level.

Hikers

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Tread Lightly

Stay on the trail, avoid leaving the trail to pass or take shortcuts.

Above All

Have fun and enjoy the trails.



For a complete information kit, please visit [www.summitcountycolorado.gov](#).



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Waste Not

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WE DID THIS FOR GOLD

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Innovation and Impact

While dredging was highly effective, it came at a significant cost to the natural environment. River ecosystems were disrupted, and forests were cleared to make way for industrial operations. Yet, this era was pivotal in Breckenridge's growth. It not only enriched the town but also played a key role in shaping Colorado's mining legacy.



TOWN OF BRECKENRIDGE

Respect All Users
Treat all trail users with courtesy, regardless of their sport, speed, or skill level.

Riders
Do not yield for uphill traffic.
Be aware of blind spots and corners.
Pass with care.

Tread Lightly
Stay on the trail; avoid leaving the trail to pass or take shortcuts.

Above All
Have fun and enjoy the trails.

Keep It Clean
Hikers and bikers: Avoid muddy trails. Ride or walk over obstacles, not around them.

Waste Not
Pick up and carry out all waste, including your dog's waste.

Trail Etiquette

Trail Etiquette

Trail Etiquette

Trail Etiquette

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Trail Etiquette

You are entering this land for recreational purposes. If you leave the designated trail, route, area, or roadway you will be deemed trespassing. There are inherent dangers and risks associated with using this land that may cause serious injury or death, including changing weather conditions; open and obvious variations in steepness, surface conditions, consistency of terrain, such as forest growth, rocks, stumps, waterways, streambeds, cliffs, extreme terrain, and trees; wildlife; and mining or agricultural activities, structures, remnants, equipment or operations.

Innovation and Impact
While dredging was highly effective, it came at a significant cost to the natural environment. River ecosystems were disrupted, and forests were cleared to make way for industrial operations. Yet, this era was pivotal in Breckenridge's growth. It not only enriched the town but also played a key role in Shaping Colorado's mining legacy.

A collection of various signs and logos. At the top, two white rectangular signs with a single hole punch at the top center are shown against a dark grey background. Below these, on the left, is a black rectangular sign with the word 'WARNING' in yellow, followed by 'TRAIL TEMPORARILY CLOSED' in white, and two logos at the bottom: 'NATIONAL SYSTEM' and 'KIMCO SPORTS'. To the right of this is a white pentagonal sign with a green cactus illustration and the text 'DON'T BE PRICKLY' in red, with 'Please drive slowly to protect this habitat' in smaller black text below. At the bottom, a green horizontal band contains the 'LEAVE NO TRACE' logo, which consists of a circular arrow icon and the text 'LEAVE NO TRACE'. Below this band, a paragraph of Latin text is displayed: 'Lorem ipsum dolor sit amet, consectetur Lorem ipsum dolor sit amet, consectetur adipiscing elit, sed diam nonummy nibh euismod tincidunt ut laoreet dolore magna aliquam erat volutpat. Ut wisi enim ad minim veniam, quis nostrud exerci tation ullamcorper suscipit lobortis nisl ut aliquip ex ea commodo consequat. Duis autem vel eum irure dolor in hendrerit in vulputate velit esse molestie consequat, vel illum dolore eu'.

TRAIL RULES

Respect All Users

Treat all trail users with courtesy. Regardless of their sport, speed, or skill level.

Riders

Do not yield for uphill traffic. Be aware of blind spots and corners. Pass with care.

Tread Lightly

Stay on the trail, avoid leaving the trail to pass or take shortcuts.

Above All

Have fun and enjoy the trails.

Keep It Clean

Hikers and bikers: Avoid muddy trails. Ride or walk over obstacles, not around them.

Waste Not

Pick up and carry out all waste, including your dog's waste.

Pass under a Informational kiosk, across a kiosk.

This map is a simplified representation of the trail system. It is not intended to be used for navigation. It is intended to provide a general overview of the trail system.

MAP LEGEND

Trail Difficulty

- Difficult, Double Track
- Difficult, Single Track
- Moderate, Paved
- Moderate, Double Track
- Moderate, Single Track
- Easy, Paved
- Easy, Double Track
- Easy, Single Track
- Paved Right-of-Way
- Moderate, Walking Trail
- Moderate, Walking Trail
- Contour Interval and Foot

KEY

- Power Line
- Trailhead / Parking
- Dog Allowed
- Hiking
- Mountain Biking
- Historic Site
- Hospital
- School

mountain ridge or pass
 in the middle of the map

WARNING

You are entering this trail for recreational purposes. If you know the designated trail, route, area, or roadway you will be deemed trespassing. There are inherent dangers and risks associated with using this land that may cause serious injury or death, including changing weather conditions, open and obvious variations in steepness, surface conditions, consistency of terrain, such as loose ground, rocks, stumps, waterways, streambeds, cliffs, extreme terrain, and trees, wildlife, and mining or agricultural activities, structures, remnants, equipment or operations.

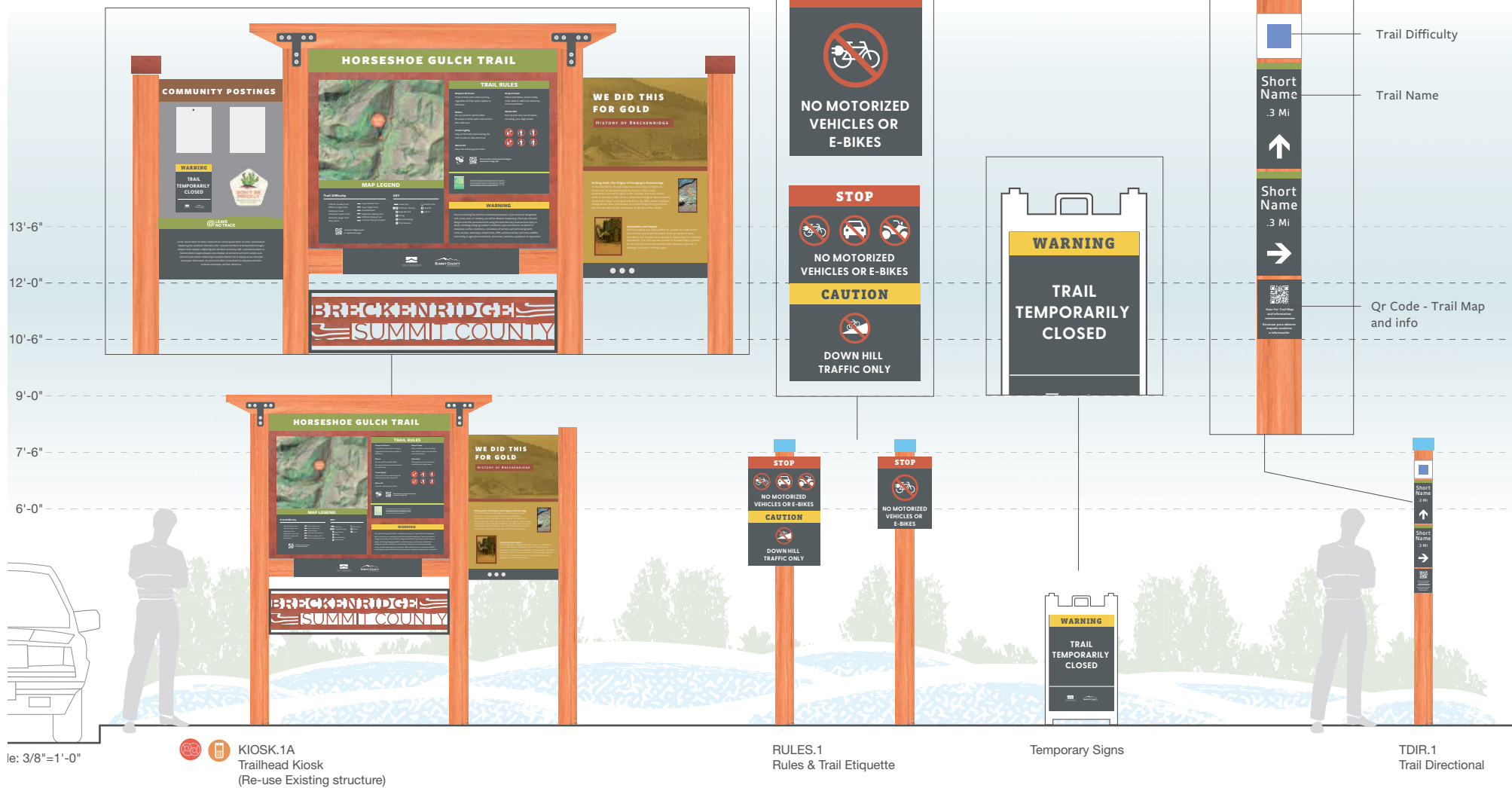
WE DID THIS FOR GOLD

HISTORY OF BRECKENRIDGE

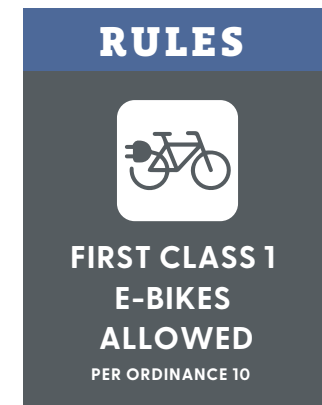
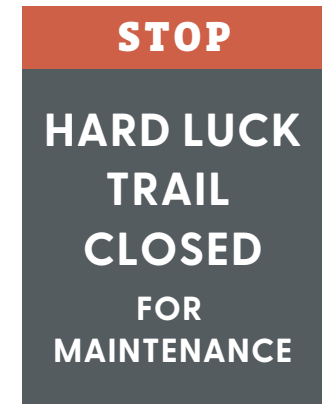
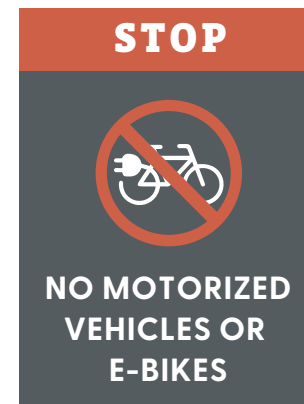
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In the late 1800s, Breckenridge was a bustling mining town, famous for its abundant gold discoveries. While early prospectors panned for gold in the streams, the major boom came in the early 20th century when technological advancements allowed for large-scale gold extraction. By 1916, steam-powered dredge boats were introduced, revolutionizing mining practices and forever altering the landscape of the Blue River Valley.

Innovation and Impact

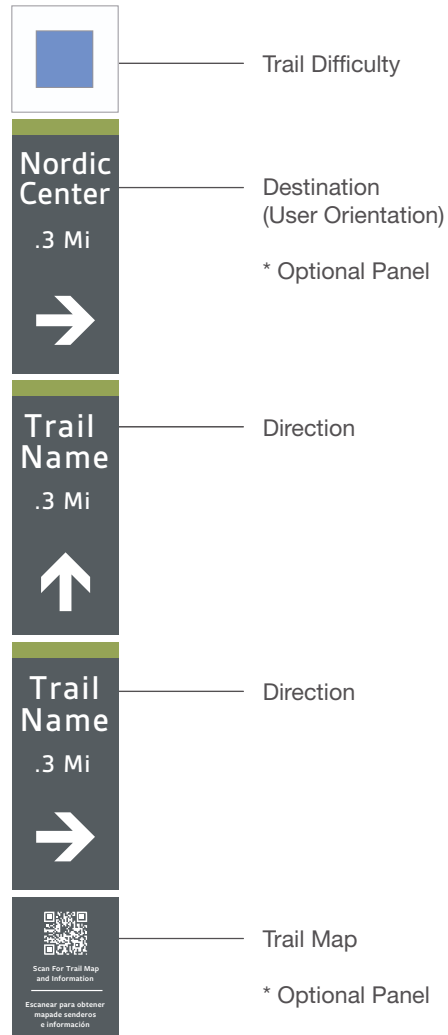
While dredging was highly effective, it came at a significant cost to the natural environment. River ecosystems were disrupted, and forests were cleared to make way for industrial operations. Yet, this era was pivotal in Breckenridge's growth. It not only enriched the town but also played a key role in shaping Colorado's mining legacy.







Trail Directional Information Organization



Scenario 1: Change in Trail Difficulty



Scenario 2: Same Trail Difficulty



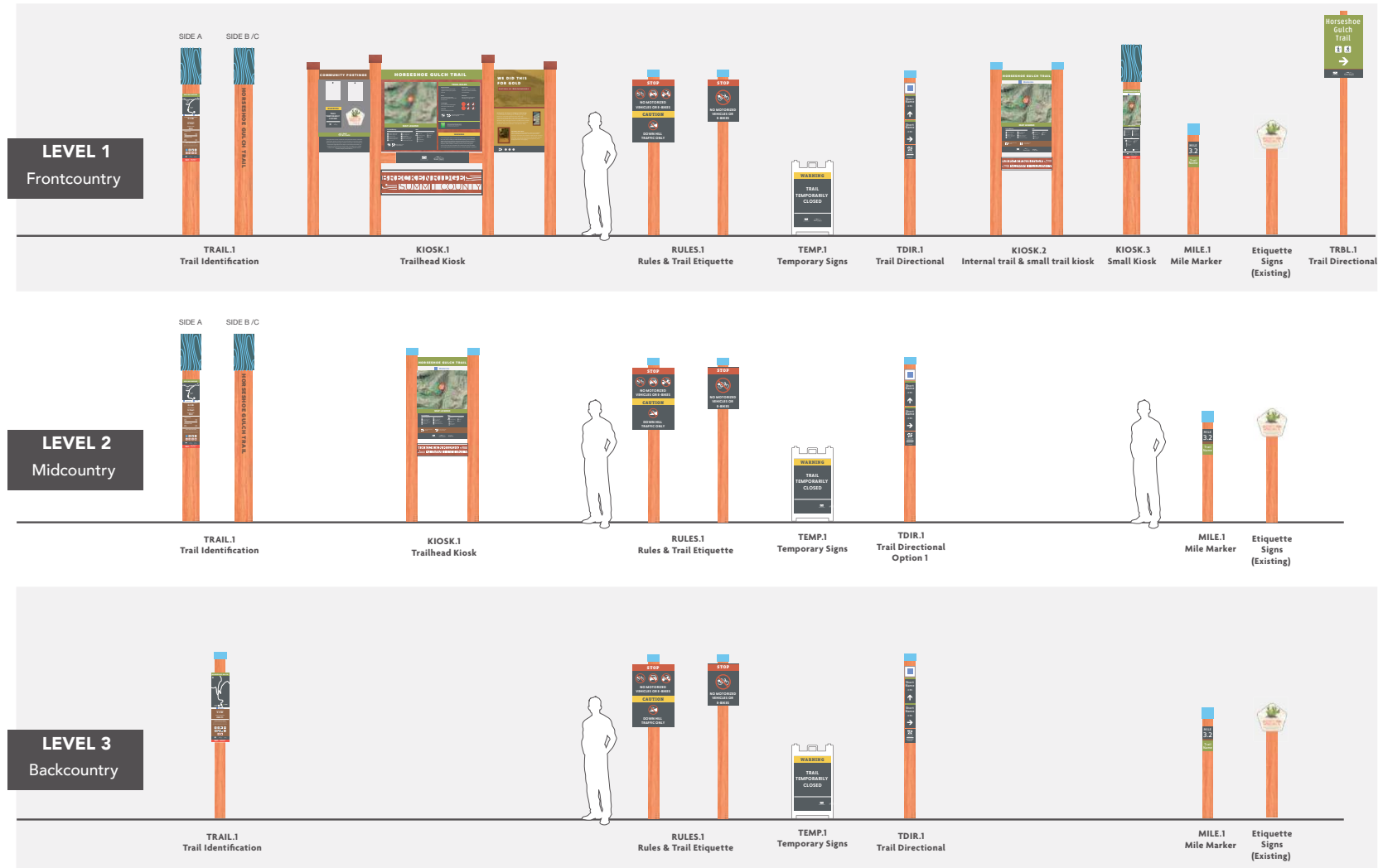
Scenario 3: Direction with Regulatory Info

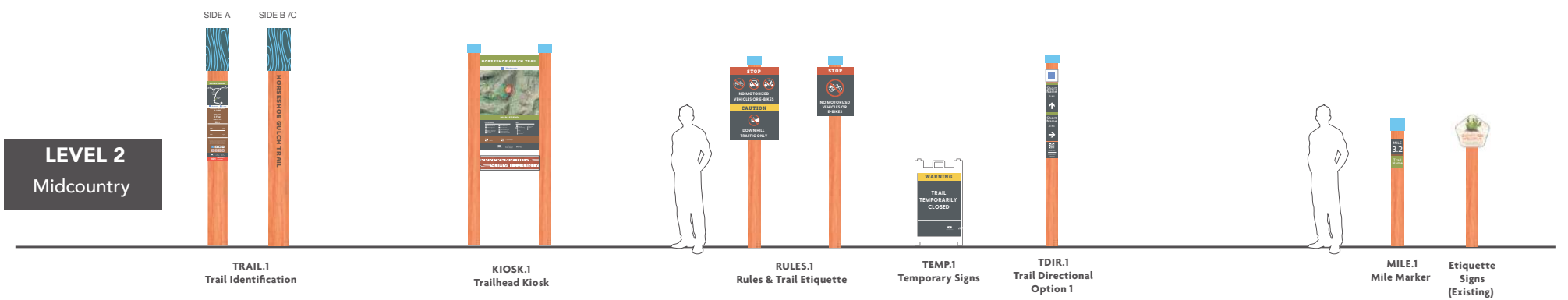
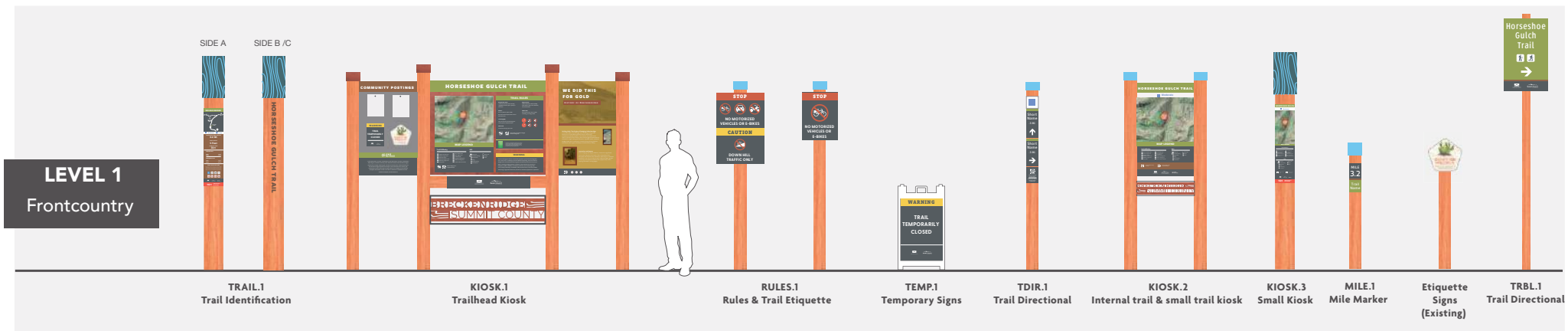




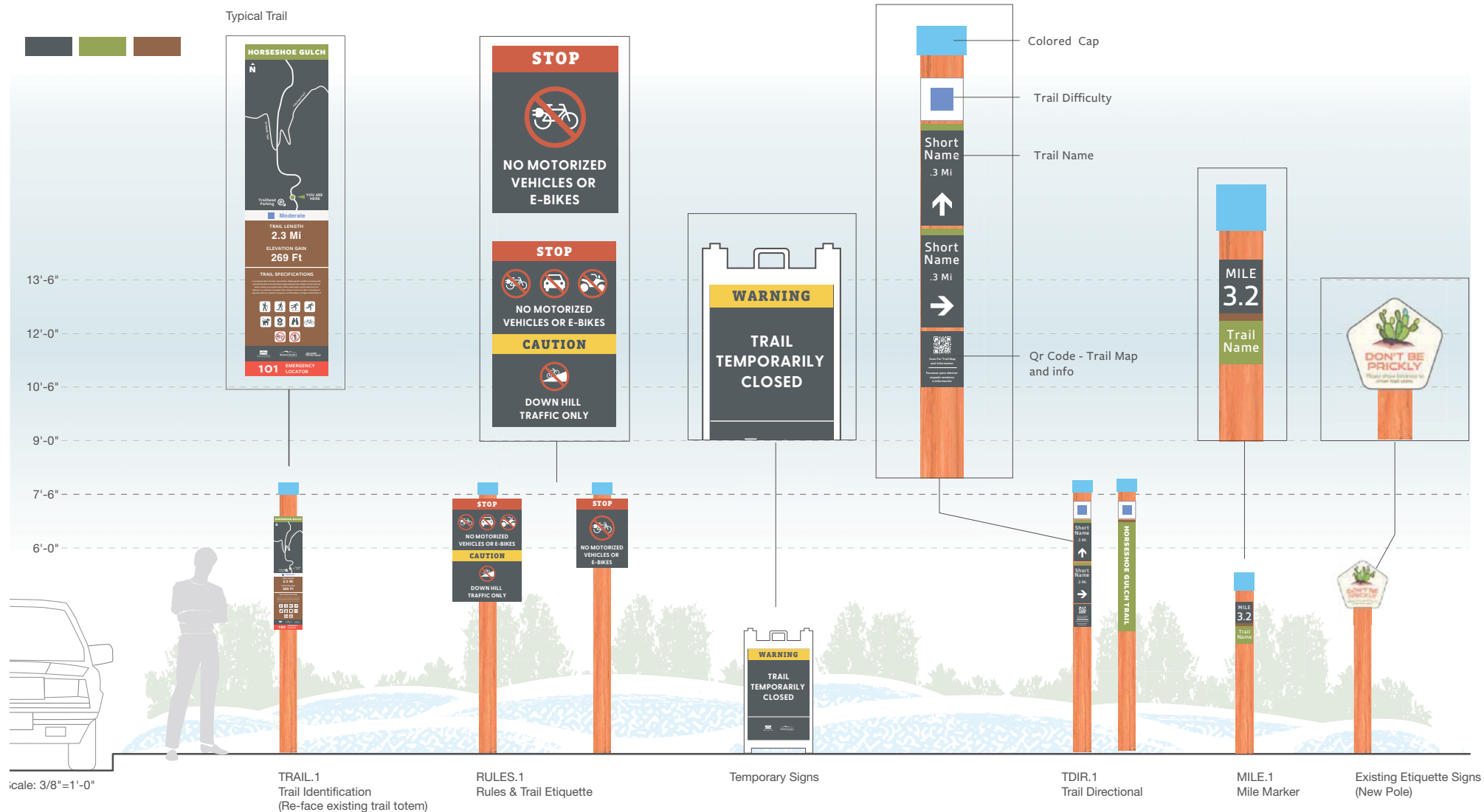


Trail Zones



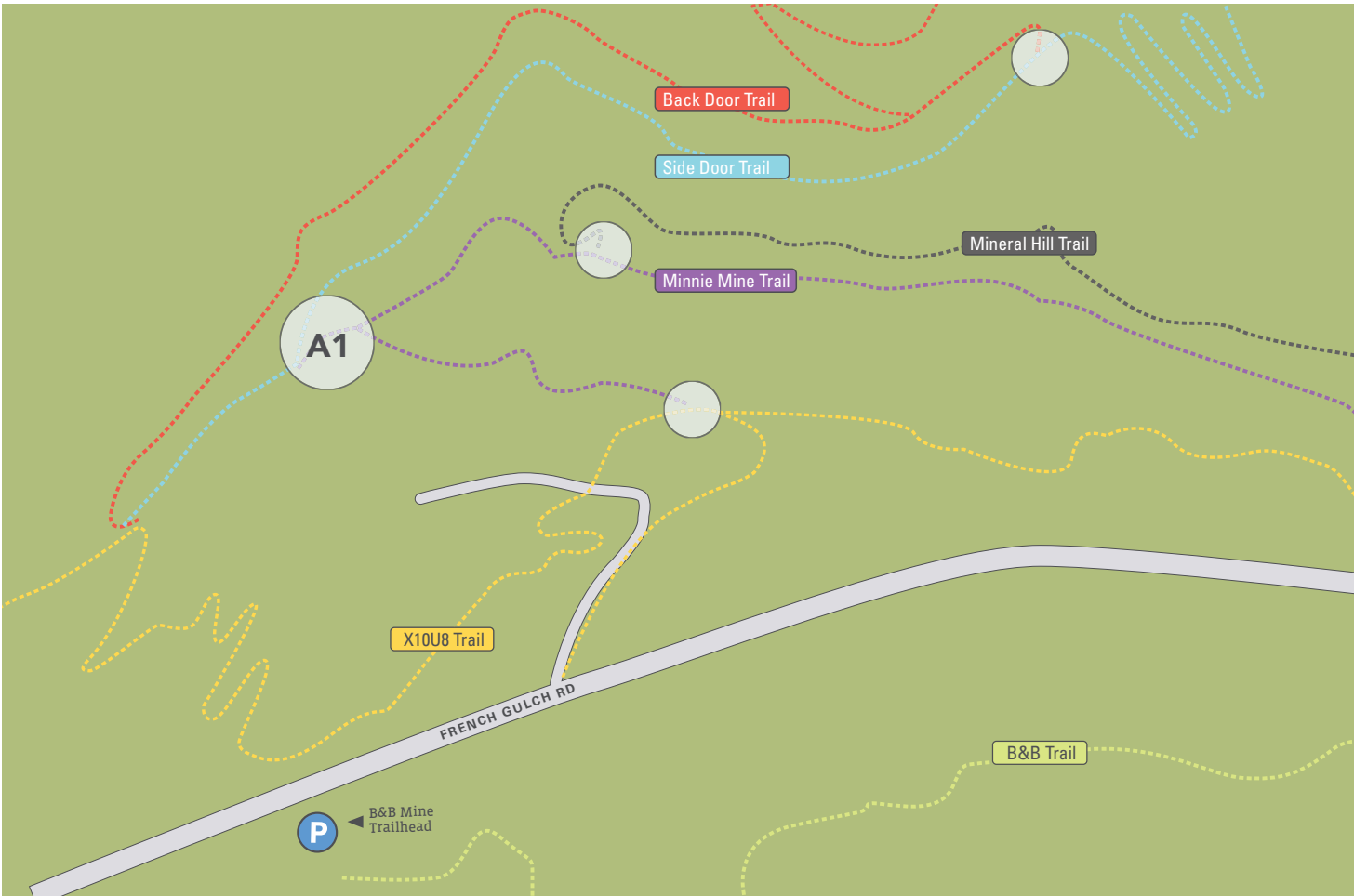


Backcountry



Internal Trail Scenarios

Scenario A: Minnie Mine Trail



TRAIL CONNECTIONS

KEY

Trails

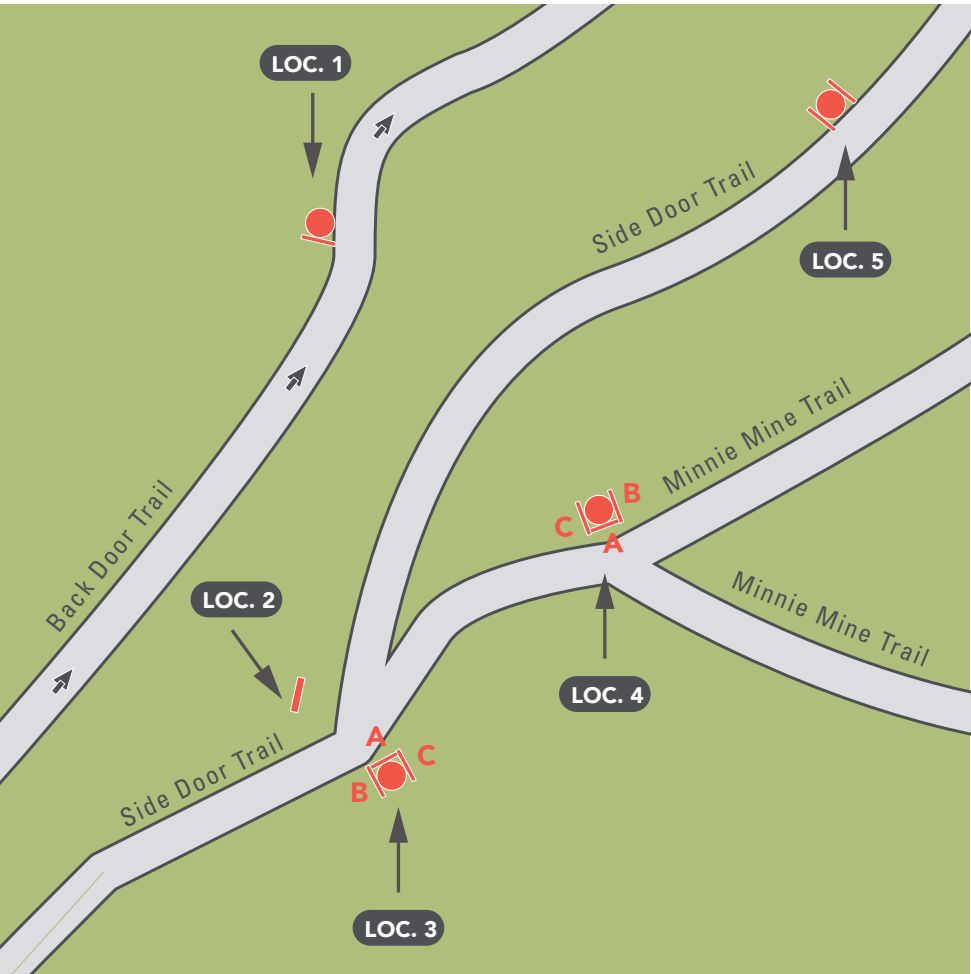
Trail Decision Points

P

Trailhead Parking

* Note: Trails are NOT color Coded. This is only for the purposes of observing trail connections

Scenario A1: Multiple Trail Connections



TDIR.2
Trail Directional
(4-sided Post)

LOC. 3

LOC. 4

KIOSK
(Midcountry)

LOC. 2

MILE.1
Mile Marker

LOC. 1

LOC. 5

TRAILS KEY

- ◆ Sidedoor Trail
- Backdoor Trail
- Minnie Mine Trail

TRAILS DIFFICULTY

- Easy
- Intermediate
- ◆ Expert

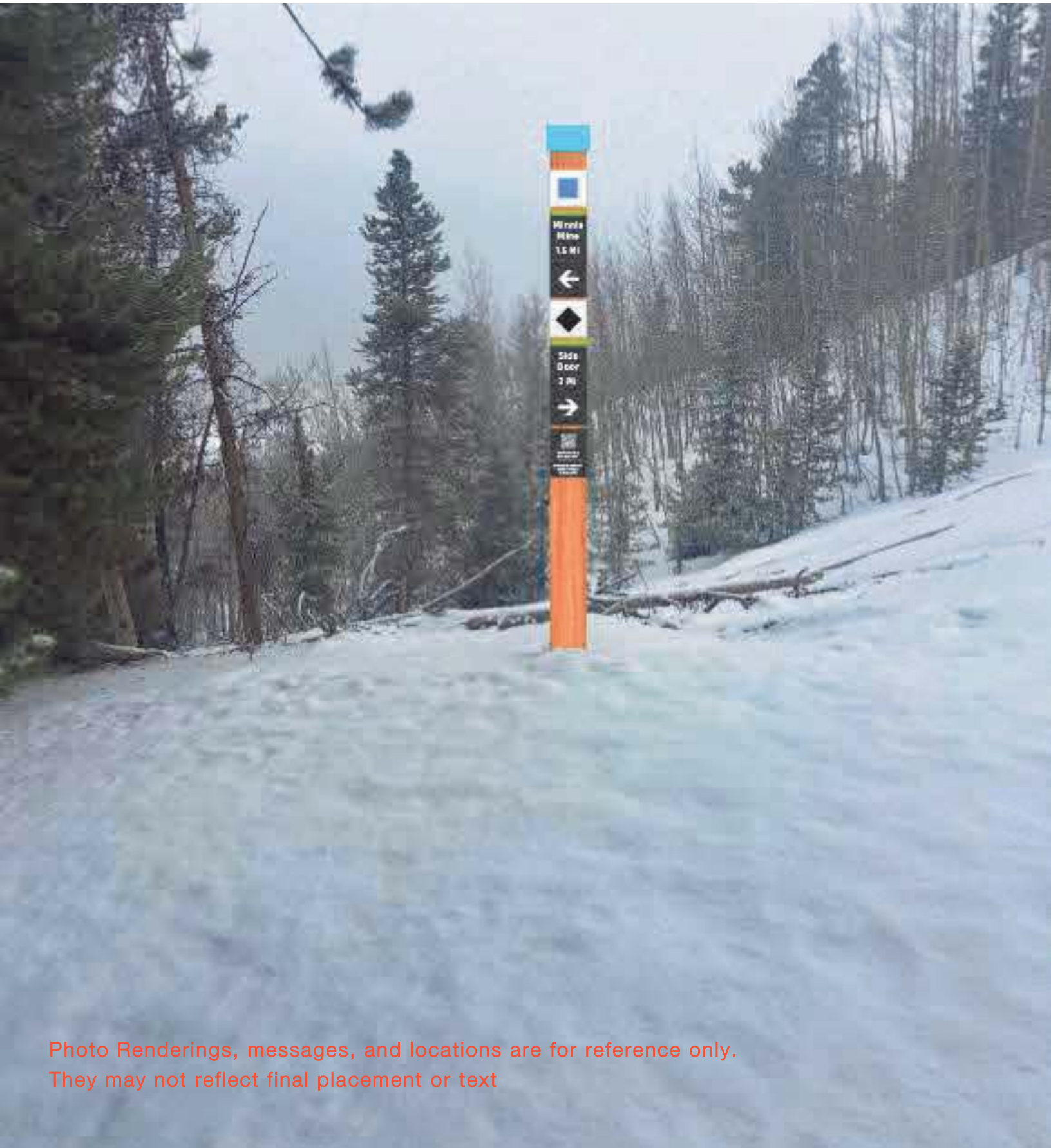
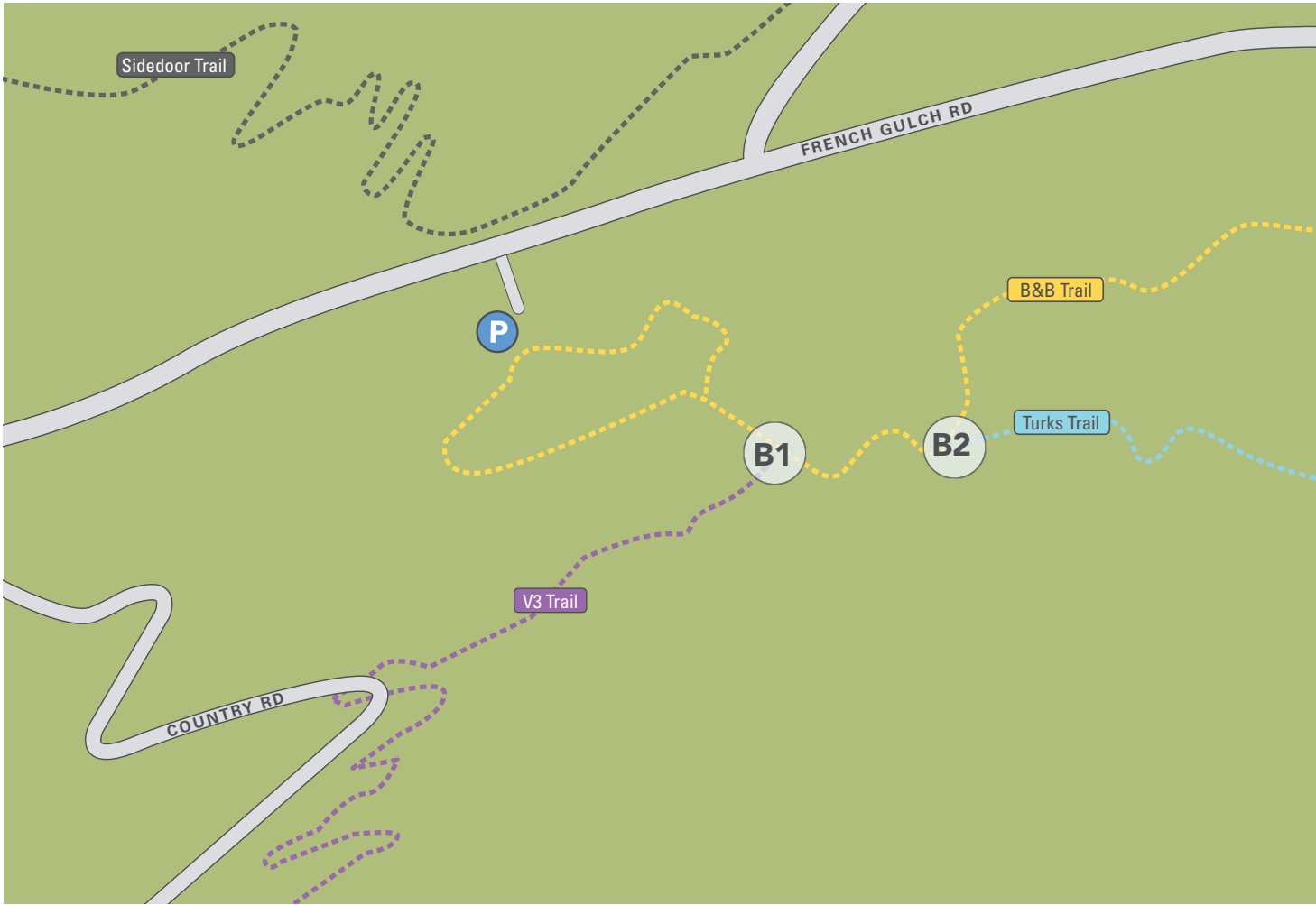


Photo Renderings, messages, and locations are for reference only.
They may not reflect final placement or text

Scenario B: Bottom of B&B Trail



TRAIL CONNECTIONS

KEY

Trails

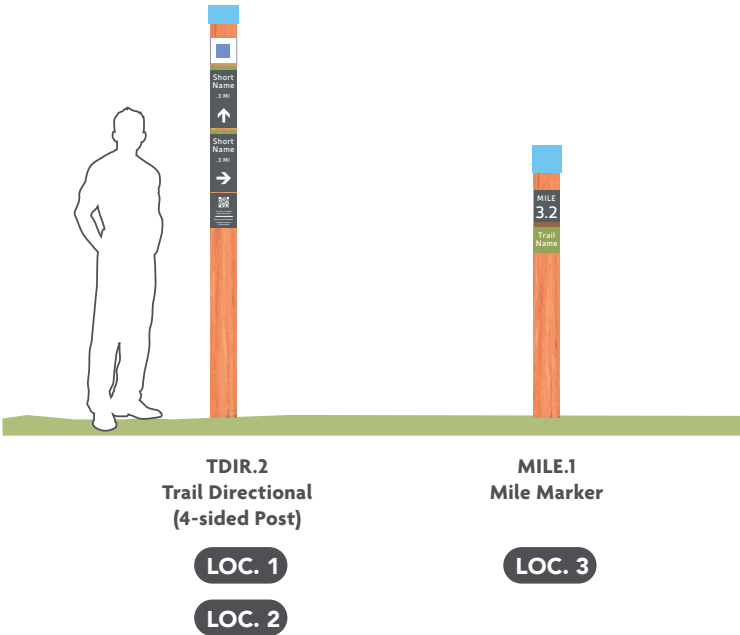
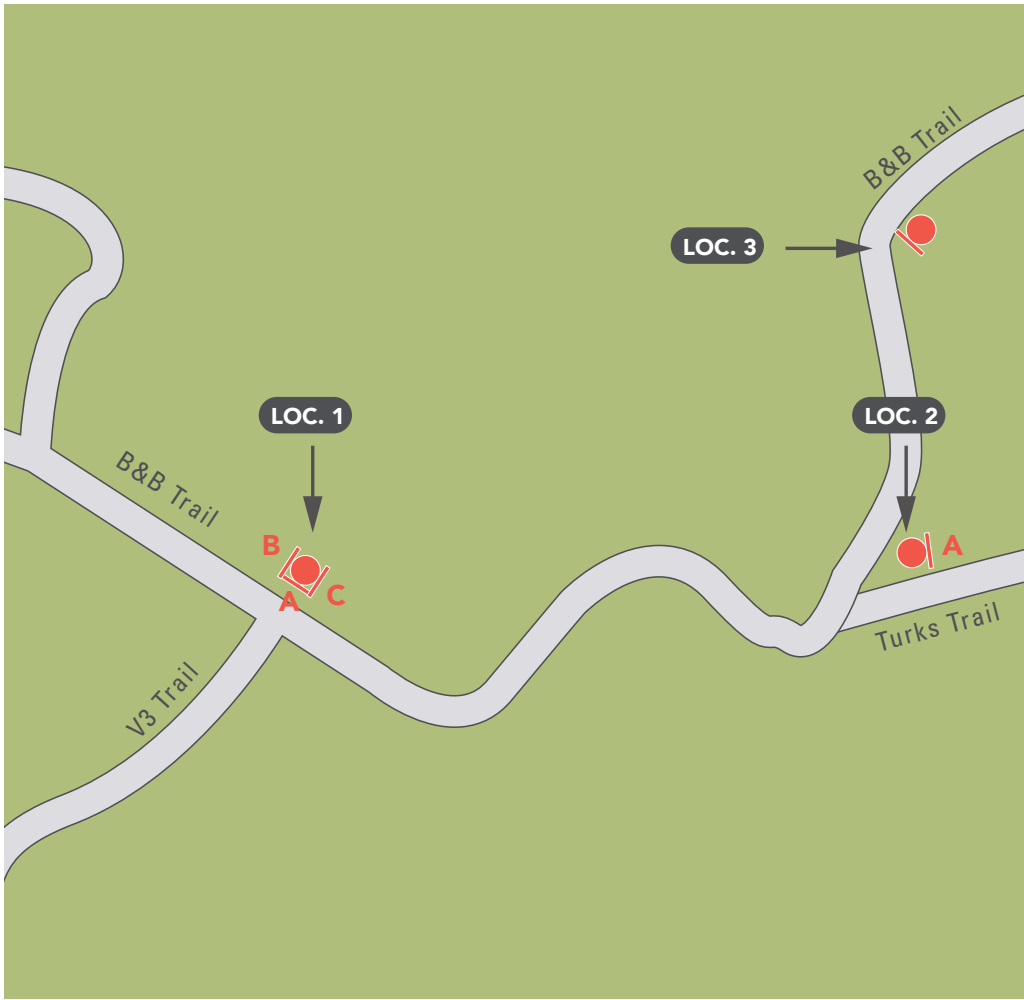
Trail Decision Points

P

Trailhead Parking

* Note: Trails are NOT color Coded. This is only for the purposes of observing trail connections

Scenario B1 & B2: Overlapping Trails



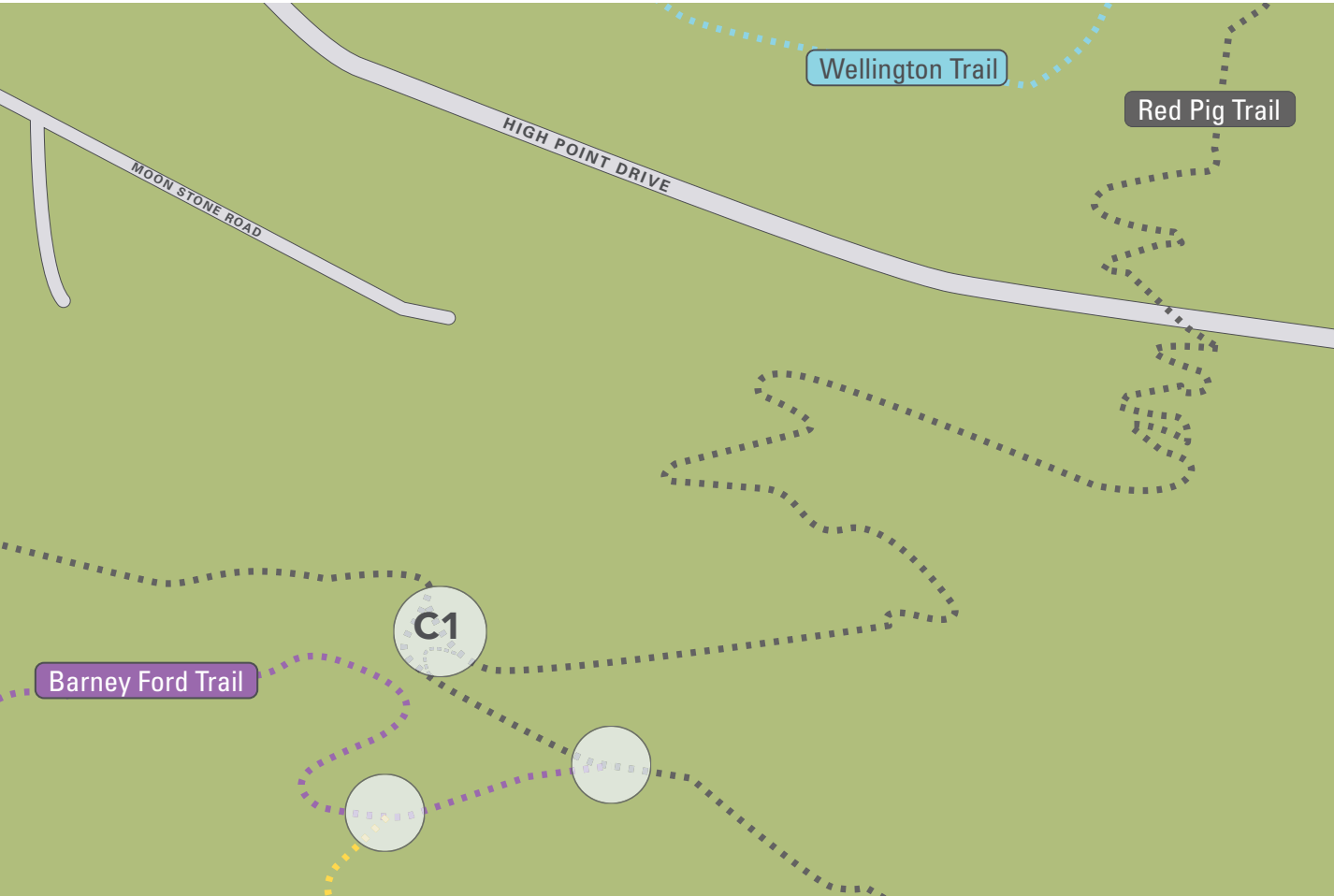
TRAILS KEY	
●	B&B Trail
■	V3 Trail
■	Turks Trail

TRAILS DIFFICULTY	
●	Easy
■	Intermediate
◆	Expert



Photo Renderings, messages, and locations are for reference only.
They may not reflect final placement or text.

Scenario C: Top of Red Pig Trail



TRAIL CONNECTIONS

KEY

Trails

Trail Decision Points

P

Trailhead Parking

* Note: Trails are NOT color Coded.
This is only for the purposes of
observing trail connections

Scenario C1: One-Way Conflicts



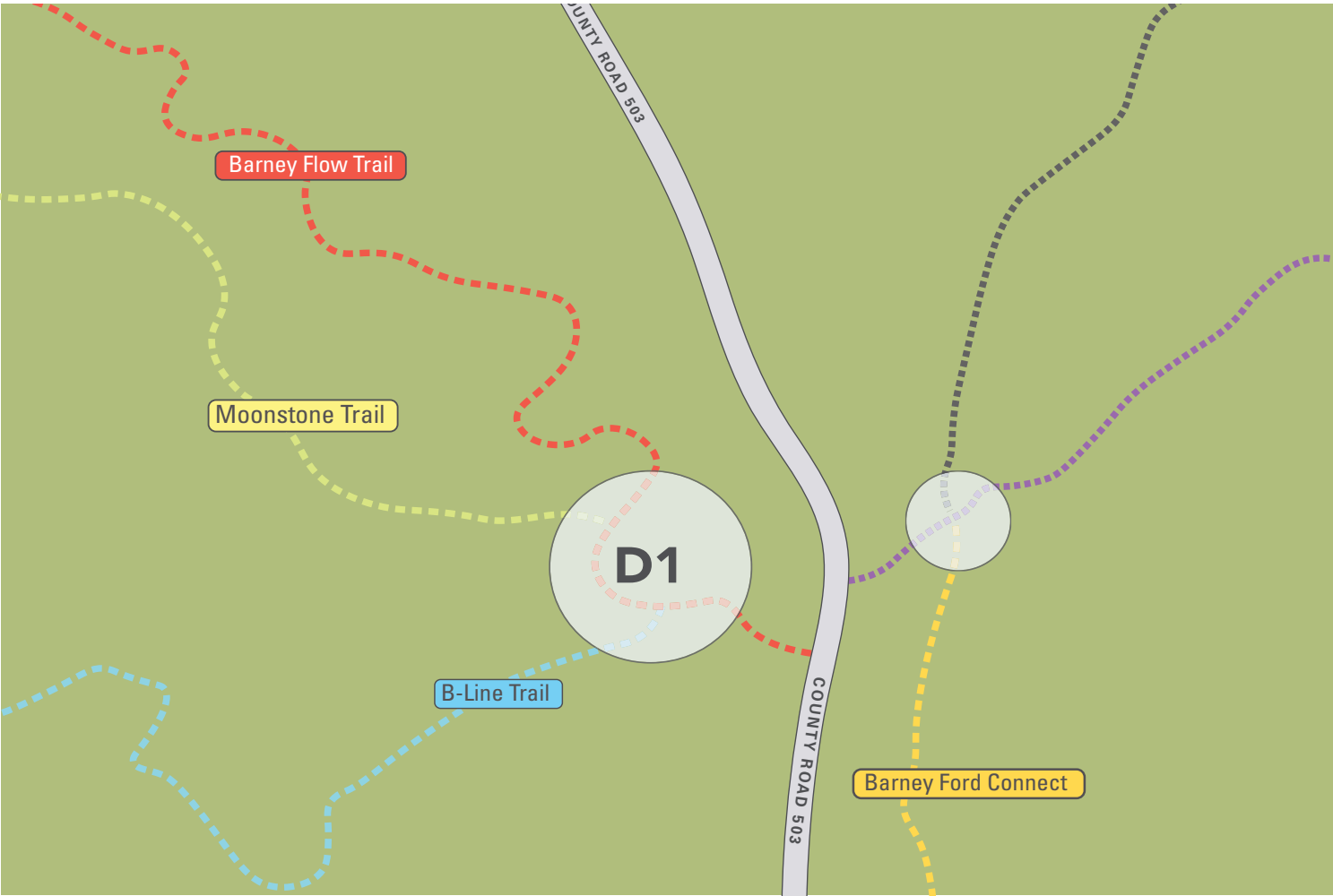
KIOSK (Midcountry)	TDIR.2 Trail Directional (4-sided Post)	RULES.1 Trail Rules	MILE.1 Mile Marker
LOC. 1	LOC. 2 LOC. 4	LOC. 3	LOC. 5

TRAILS KEY	TRAILS DIFFICULTY
◆ Barney Ford (Downhill)	● Easy
■ Barney Ford (Uphill)	■ Intermediate
■ Red Pig Trail	◆ Expert



Photo Renderings , messages, and locations are for reference only.
They may not reflect final placement or text.

Scenario D: Top of Moonstone Trail



TRAIL CONNECTIONS

KEY

- Trails
- Trail Decision Points
- P** Trailhead Parking

* Note: Trails are NOT color Coded. This is only for the purposes of observing trail connections

Scenario D1: Multiple One-Way Trails

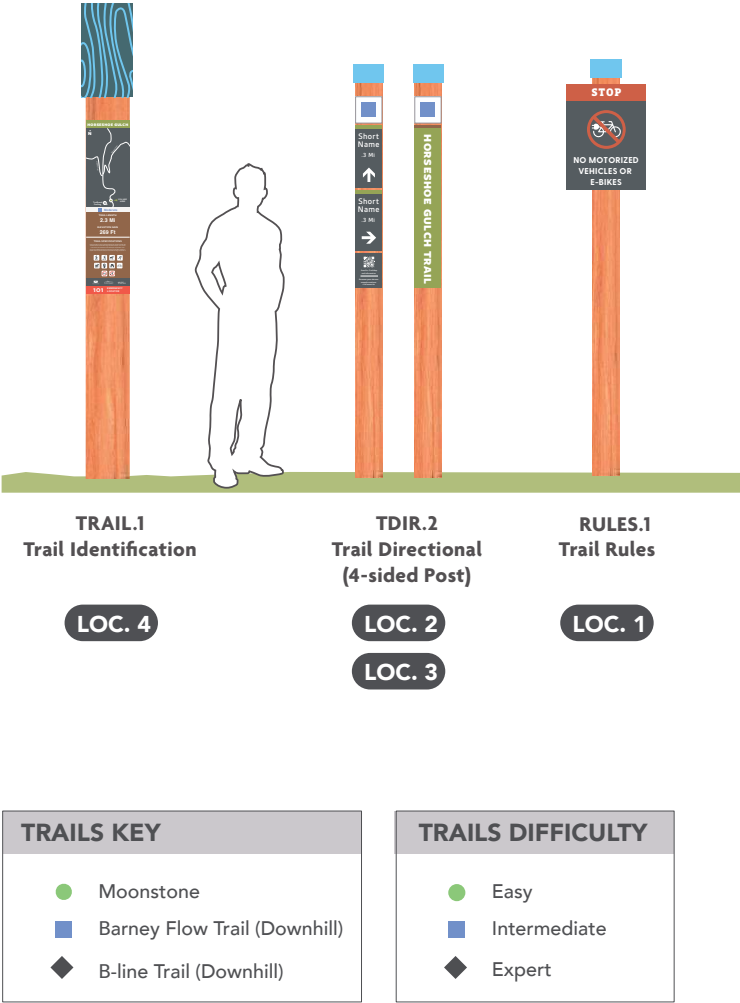
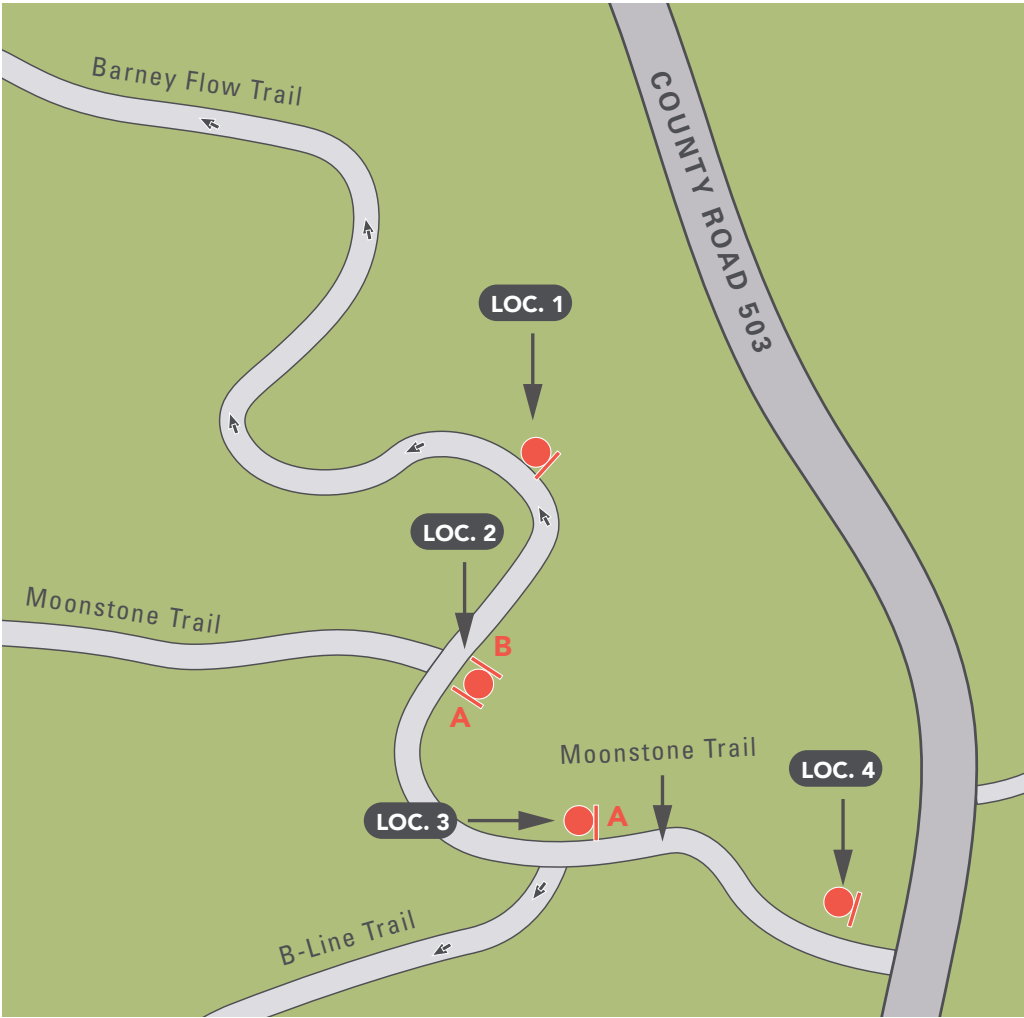
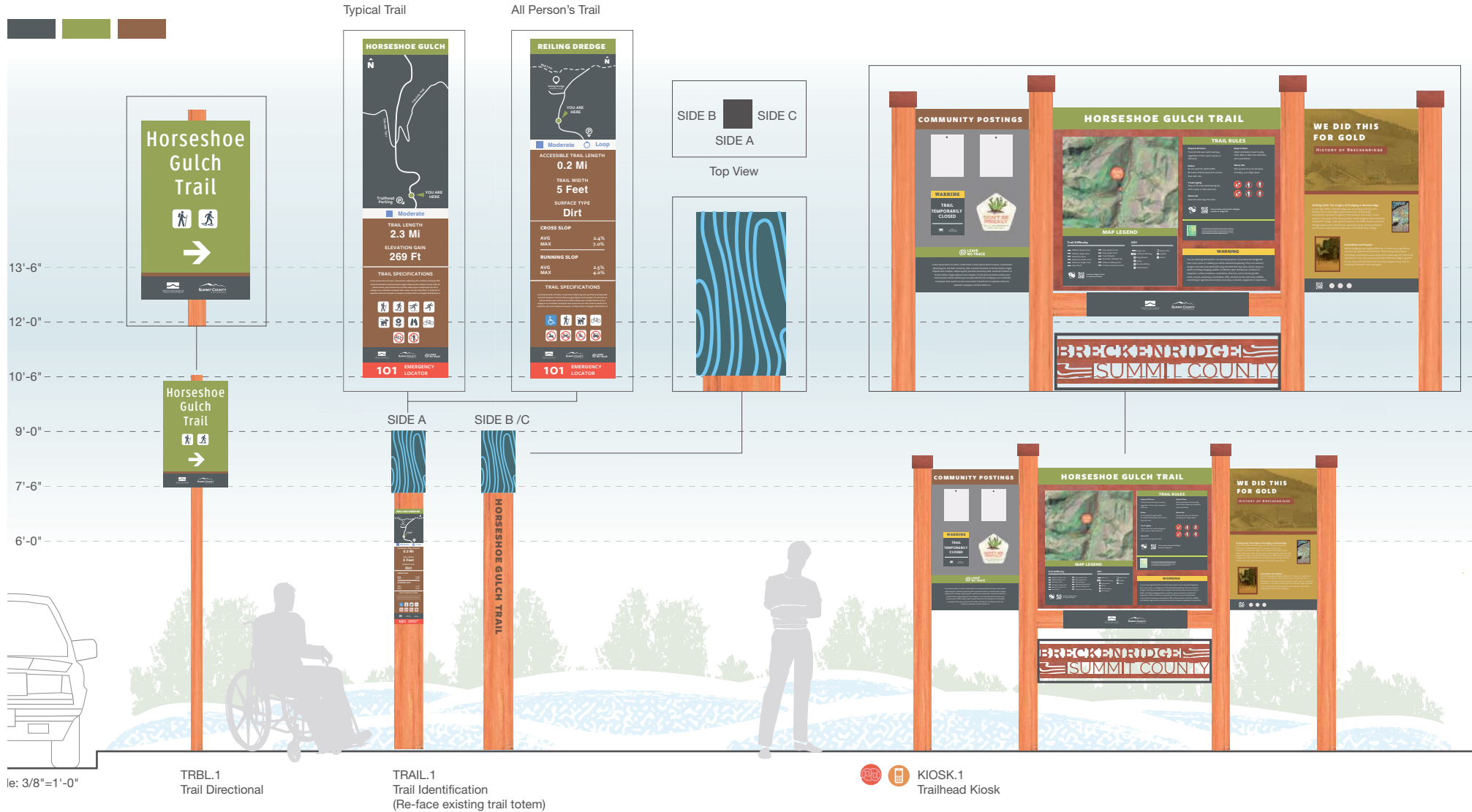
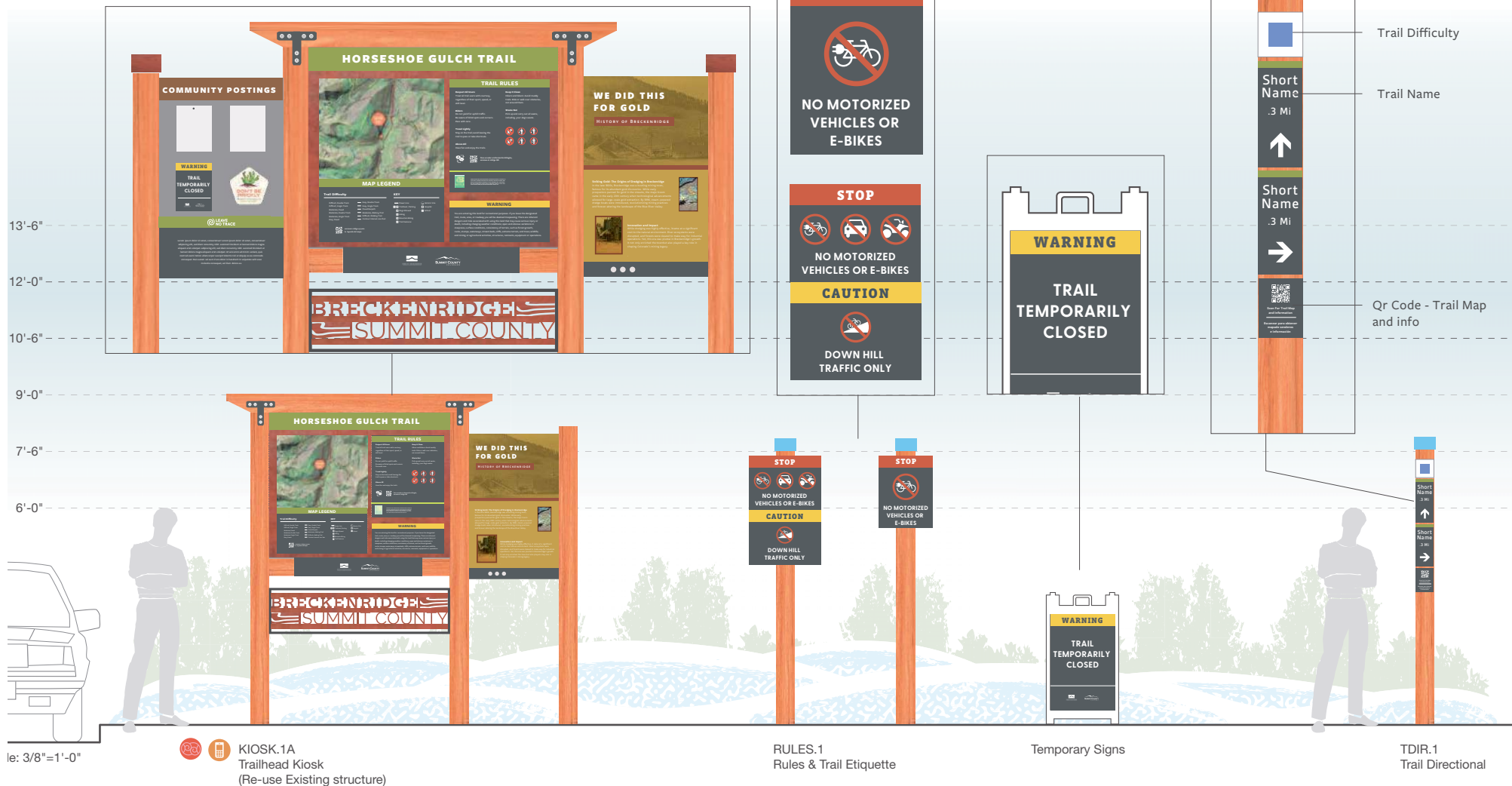




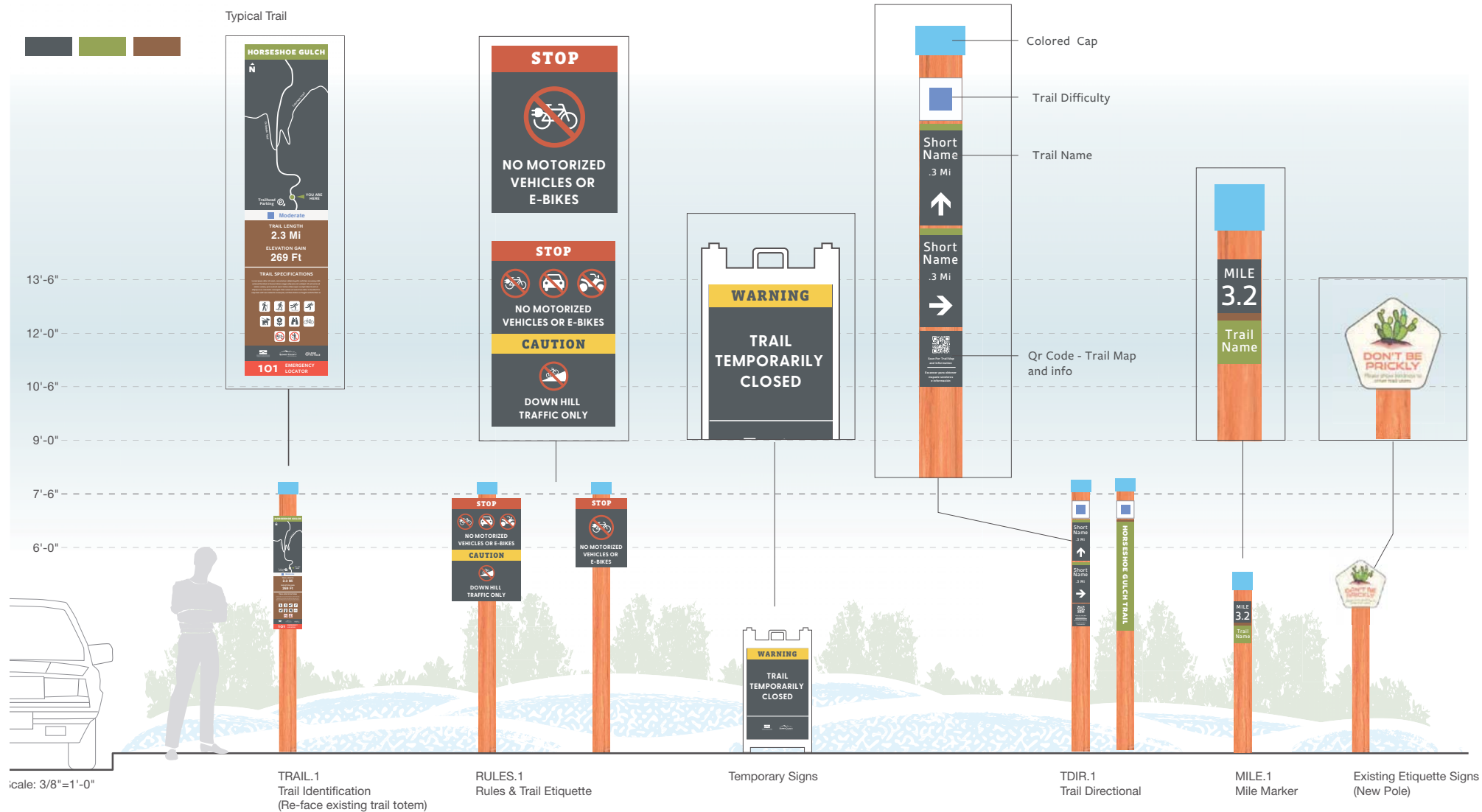
Photo Renderings , messages, and locations are for reference only..
They may not reflect final placement or text.

QUESTIONS ANSWERS









Camp Hale Continental Divide National Monument

In May 2024, Summit County (County) and Town of Breckenridge (Town) Open Space and Trails staff, with partners at the United States Forest Service White River National Forest (Forest Service), engaged the Volpe National Transportation Systems Center (Volpe) to develop an Access Plan and Management Framework for the southern Tenmile portion of the recently designated Camp Hale-Continental Divide National Monument, including the four main trailheads found in the area: Quandary Peak, Blue Lakes, McCullough Gulch, and Spruce Creek (*Figure 1*). The goal of this multi-jurisdictional effort, which is funded in part by a Colorado Parks and Wildlife State Trails Planning Grant, is to create guiding documents that outline a plan for equitable and sustainable visitation and accommodate the high demand for access in this area. These plans will also help support the cohesive implementation and long-term maintenance of the recommended project components.

Stakeholder and community engagement began in May 2024 with two virtual stakeholder meetings, two neighborhood meetings with residents from the McDill and Crown subdivisions, and one half-day stakeholder workshop that involved non-profit partners and advisory committee members. Volpe also reviewed and analyzed planning documents and land use regulations for the roads, trails, and trailheads in the study area. To complement these efforts, staff from the Town, County, and Forest Service also collected data on trailhead parking capacity and duration, and surveyed visitors to better understand desired amenities and willingness to utilize shuttles and parking reservations to access the Monument. Volpe synthesized this stakeholder feedback and survey data to develop the Access Plan (previously reviewed by OSAC and BOSAC) which provides recommendations for visitor access and use management at the four main trailheads. Stakeholders were very supportive of reducing financial barriers to access, protecting natural resources/sensitive areas, and improving trailhead infrastructure through an adaptive management approach with phased implementation of key concepts. During review of the Access Plan, staff stressed that adequately accommodating high use levels in this area would help to prevent shifting impacts to other locations that are not managed to the level necessary to accommodate it.

The draft Management Framework (attached, and the primary subject of this discussion) builds off the stakeholder engagement and data analysis conducted this summer, as well as the recommendations outlined in the Access Plan. The framework includes guiding principles for the area, management structure options, staffing needs, and potential funding opportunities.

The Access Plan and Management Framework are currently in revision based on staff and stakeholder feedback. The most updated versions of the final deliverables will be presented to the Town Council on February 11 and the Summit County Board of County Board of County Commissioners on February 18 for feedback and final revisions prior to the conclusion of the project on February 28.

Prior to implementation of any improvements on National Forest lands, a National Environmental Policy Act (NEPA) review that considers a range of alternatives will be completed, which includes another round of public scoping and a review of resource impacts for the proposed improvements. The goal is to complete this review in 2025 for possible implementation of some improvements as soon as 2026, depending on available funding.

- 1. Are there any other items you would like to see represented in the Action Plan that**

have not been previously discussed?

2. What is missing or could be eliminated from the guiding principles for management?
3. Do you agree with the recommended scenario for single entity management under a Special Use Permit structure? Do you recommend we pursue a shift to a Recreation Enhancement Act structure in the future?
4. What staffing needs have not been considered?
5. Are there funding opportunities you are aware of that have not been included in the list?

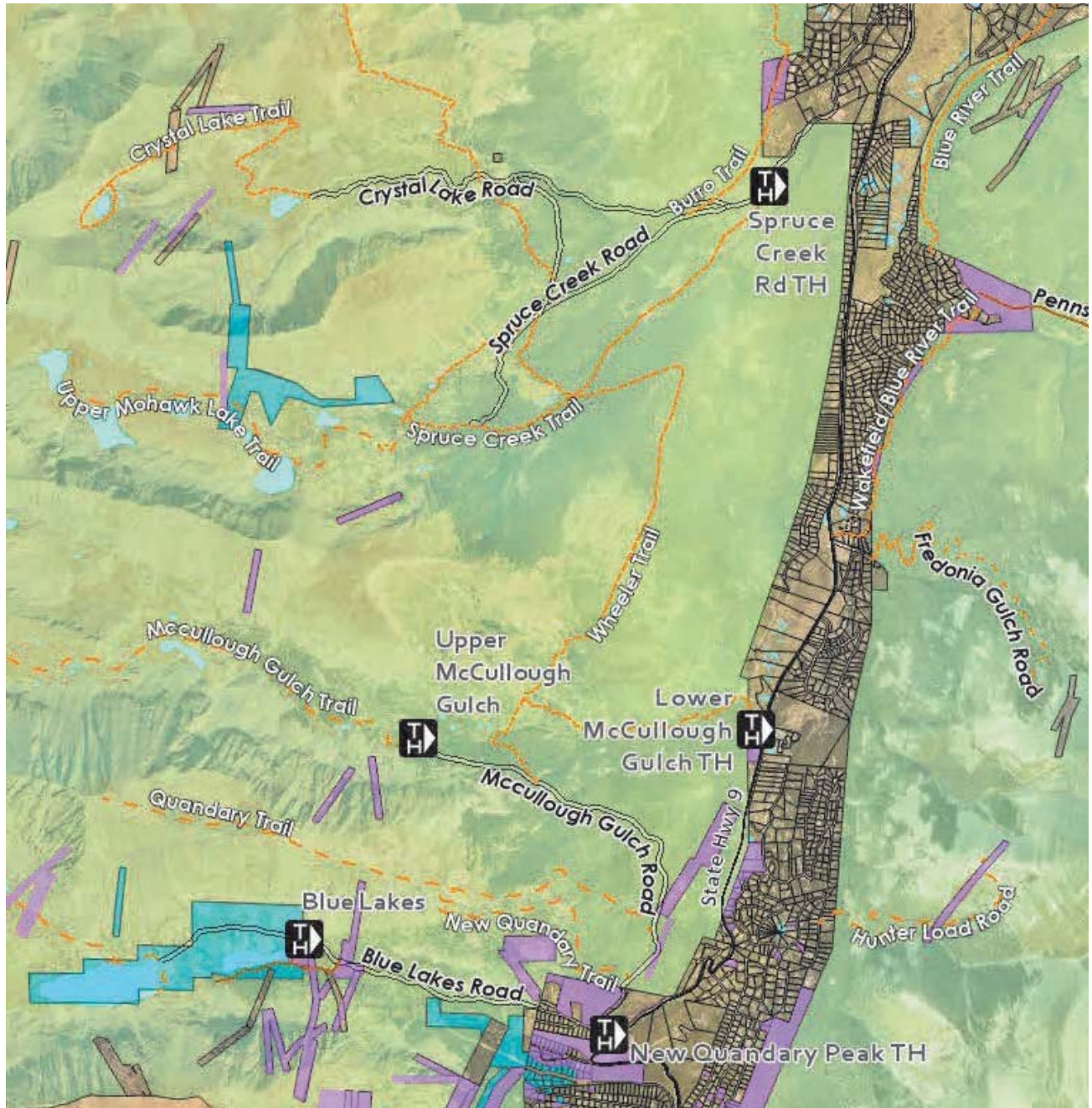


Figure 1. Study area for the CHCDNM Access Planning Effort

Management Framework

Southern Ten-Mile Range - Camp Hale-Continental Divide National Monument
Access Planning Effort



Prepared by the U.S. Department of Transportation Volpe Center for Summit County, the U.S. Forest Service White River National Forest, and the Town of Breckenridge

January 2025

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Introduction

This document details a draft Management Framework for the Southern Tenmile Region of the Camp Hale-Continental Divide National Monument (CHCDNM). This draft Management Framework builds off the stakeholder engagement and data analysis conducted, as well as the recommendations outlined in the Access Plan. This Management Framework includes an overview of the project, guiding project-area principles, management structure options, staffing needs, and funding opportunities.

Project Overview

Soaring visitation rates of approximately 190,000 annual visits have created a pressing need for a collaborative, multi-jurisdictional planning effort in the Southern Tenmile Range of the CHCDNM in the White River National Forest (WRNF). This region, encompassing Quandary Peak, McCullough Gulch, Blue Lakes, and Spruce Creek trails, is experiencing a significant strain on its existing infrastructure (trails, trailheads, roads, etc.) due to increased visitor traffic. The region's National Monument designation is anticipated to further elevate visitor numbers, potentially exacerbating existing issues related to access, limited parking, and inadequate trailhead and trail facilities. Many of the existing trails were not designed to accommodate high user volumes, raising concerns about resource sustainability and visitor safety.

In response to these challenges, Summit County Open Space and Trails (County), in partnership with the U.S. Forest Service (USFS) WRNF, applied for and received a non-motorized state trails planning grant from Colorado Parks and Wildlife, and engaged the support of the U.S. Department of Transportation Volpe Center (Volpe). This collaborative planning effort aims to identify site-specific management actions, desired infrastructure improvements, long-term maintenance solutions, and sustainable funding options with the goal of establishing a plan to more sustainably manage high use recreation access in the area.

Project Objectives

Throughout the access plan development process, the project team considered several key objectives:

- **Visitation:** Need to better manage existing high use and prepare for anticipated increased visitation.
- **Trailhead Facilities:** Assess facility needs and infrastructure at each trailhead to accommodate existing and future use.
- **Traffic Management:** Develop strategies to address traffic and parking congestion around trailheads, particularly in residential areas, to improve public safety.
- **Sustainability:** Consider environmentally and financially sustainable solutions for infrastructure and management practices.
- **Equity and Inclusion:** Strive for equitable access.
- **Jurisdictional Collaboration:** Continue effective coordination across jurisdictions.

Project Area Principles

This section documents the guiding principles that informed the management actions recommended in the following sections. The partnering agencies intend for these principles to guide future planning efforts and management decisions in the project area, to ensure that the Southern Tenmile Range of the

CHCDNM is managed sustainably in the long term. While some of these strategies are already implemented, the partnering agencies recognize that some of these principles are aspirational goals to work towards.

1. Management shall be adaptive; Actions will be continually evaluated and adjusted.
2. Future management decisions will be made collaboratively between the partners.
3. Management actions should focus on providing trails and infrastructure that accommodates high use while protecting natural resources, especially sensitive and undisturbed areas.
4. Partners shall continue to seek opportunities to provide free, or more economical, visitor access.
5. The entity that owns the land should own the facilities, when applicable. Amenities on Colorado Springs Utilities lands are the key exception.
6. The USFS and County will continue to engage Colorado Springs Utilities.
7. The USFS should oversee the management of the backcountry areas and activities (e.g., camping, hunting), and the County and Town of Breckenridge should be responsible for providing access from the front country to the backcountry.
8. The USFS should lead new trail implementation, improvement and hardening of existing trails, and long-term trail maintenance.
9. The County should lead and maintain current shuttle operations and contracts.
10. The Town of Breckenridge should provide parking for shuttle customers.
11. The system should be self-sustaining in such that revenue from fees should cover the costs of operating a reservation system, public transportation, trailhead facility and trail maintenance, and enforcement.
12. When possible, all fees, parking, and shuttle reservations should be consolidated under one website and operator and managed by one entity.

Recommended Management Structures

Currently the County, with support from the Town of Breckenridge, manages a parking reservation and shuttle system on Town of Breckenridge and County jointly owned properties at the Quandary Peak Trailhead and on a County-held road easement for McCullough Gulch Road. While successfully managing visitor access in these locations, this system cannot be expanded onto Federal lands in the project area without special authorizations.

With the goal of single entity management, the partners explored three possible scenarios for managing fee areas on USFS lands in the project area: management under the Federal Lands Recreation Enhancement Act (FLREA), issuing a prospectus to select a concessionaire, and issuing a special use permit to a local government entity. Each structure is detailed further below, and Table 1 compares the opportunities and challenges associated with each structure. The National Environmental Policy Act (NEPA) process for the proposed action should discuss that one of these three management actions will be implemented to ensure that public input is considered.

Table 1. Potential Management Structure Opportunities and Challenges.

	Recreation Enhancement Act	Commercial Concessionaire Prospectus	Special Use Permit to Government Entity
Time Horizon to Implement	Requires approximately two years post-NEPA decision to establish a proposal, complete a public review process, and receive authorization to implement.	Around one year to implement; requires post-NEPA prospectus development, bid review, and special use permitting.	Most efficient to implement if issued to a local government; no prospectus required; post-NEPA decision a permit can be issued quickly.
Revenue to Stay in Project Area	Yes, FLREA requires at least 80% of revenue to be retained at the forest level. Funds are managed collectively amongst all fee programs forest wide.	No, concessionaire(s) keeps all revenue; The applicant bid includes a proposed percent return of revenue as fee to government; heavy maintenance work can be accomplished in lieu of paying fees, known as Granger Thye Offset Agreement.	It depends on the specifics of the permit. The parties would likely agree to a percent of revenue returned to the site for maintenance work performed by the permittee like a Granger Thye Offset Agreement.
Flexibility of Fee Structure	Changes to fee structure require re-submittal to the USFS Regional Fee Advisory Board.	Concessionaires make decisions on fees, not the partners.	The Permittee determines fee structure.
Staffing Needs	USFS will need to hire more staff to manage the area.	Concessionaire provides all staff and oversight. USFS administers the permit.	Permittee will need to hire staff and/or contractors. USFS staff

	Recreation Enhancement Act	Commercial Concessionaire Prospectus	Special Use Permit to Government Entity
			would administer the permit.

Option 1: Recreation Enhancement Act

The [Federal Lands Recreation Enhancement Act \(FLREA\)](#) authorizes the USFS to collect fees for recreational use on public lands at specific areas and sites where certain criteria are met. There are [three kinds of fees authorized for the USFS under the FLREA](#): standard amenity fees, expanded amenity fees, and special recreation permits. Standard amenity fees are day-use fees where the site must have a permanent toilet, trash, picnic table, parking, security and interpretive signage. Expanded amenity fees are fees for facilities or services that provide direct benefits to people such as developed campgrounds or cabin rentals. Special recreation permits are implemented in areas that need extra resource protection and have enhanced recreation services provided.

A standard amenity fee would likely be the most appropriate option for the project area, since future plans do not include developed campgrounds, and the project area is not in a Wilderness Area. Implementing a fee under FLREA would require approximately two years to develop a proposal, provide for public comment, and receive authorization to implement via the USFS Regional Advisory Board. Most of the fees collected would be returned to the WRNF. Similar to the fee structure at the Maroon Bells Scenic Area, it is anticipated that the WRNF would propose to use a single standard amenity fee under FLREA for all the sites within the management zone.

A primary advantage of this scenario is that the USFS would collect and maintain fees for reinvestment into the project area. Major disadvantages include both the longer timeline to implement and the inability to manage the area under a single reservation system since the Quandary Peak trailhead is located on private land and the USFS cannot be authorized to administer fees for parking and shuttle services on private lands. The USFS would need to acquire the Quandary Peak trailhead land in order to incorporate this portion of the project area under the FLREA.

Option 2: Prospectus Permit for a Commercial Concessionaire Operation

A [prospectus permit](#) is the solicitation process to identify a commercial entity to provide services on public lands. For example, the USFS could advertise the opportunity to run a shuttle or manage a reservation system. The USFS would then assess the bids and award a permit to a commercial company to provide these operations. The USFS would define the type of offering that the prospectus would entail (e.g. shuttle service or reservation system). Commercial entity applicants would submit a proposed business plan, operating plan, fee structure, and operating season as part of their bid proposal. Most of the collected fees would be returned to the WRNF or could be used by the permittee to perform heavy maintenance work on the infrastructure in lieu of a paying fees, known as Granger

Thye Offset Agreement. The concessionaire would be solely responsible for the annual maintenance and operation of the site.

This option would allow the parking reservation and shuttle systems in the project area to be managed by a single entity, if the Town of Breckenridge and County were to hire the same concessionaire to manage parking reservations and shuttle services at the Quandary Peak trailhead. Consolidating reservation services into a single website could be difficult, but it would be beneficial to visitors in the long run.

Option 3: Special Use Permit for a Government Agency

The USFS could issue a special use permit directly to a government agency, such as the County or Town of Breckenridge, to operate and maintain the listed sites and provide services. The permit would be tailored to the specific area, and services required, and could have different conditions and term lengths to meet the site's needs. Permit fees could range from a percentage returned to the USFS which then could be included in an offset agreement for the permittee to perform heavy maintenance on the infrastructure, a full fee waiver if the permittees were to be solely responsible for all annual and deferred infrastructure maintenance and operation, or a percentage returned to the USFS under the FLREA system. Currently, the WRNF is analyzing issuing a special use permit to the State of Colorado to manage the Sweetwater Lake area which could potentially serve as a model for this situation in the future.

The primary advantages of this management structure are that the revenue generated from any fees would stay locally within the region and the partnering agencies could run a holistic reservation system.

Recommended Management Structure

Based on the opportunities and challenges outlined in Table 1, the partnering agencies found that implementing a special use permit to a local government entity would be the preferred management approach in the project area. A special use permit would be the most efficient management structure to implement, it would keep the revenue generated from any fees locally within the region, and the partnering agencies could run a holistic reservation system. The partners also noted that a FLREA authorization could be pursued concurrently as a feasible option in the longer-term, especially if the USFS can acquire the land they do not currently own near the trailheads.

Table 2. Staffing Needs

Position ▼	Role ▼	Agency ▼	Locations ▼	Number of staff needed ▼	Seasonal or Year-round ▼	Part-time or Full-time ▼	Hourly Cost ▼	Total Cost ▼
Summit County Sheriff's Deputy	Enforcement of County Parking regulations on County Roads	County	Spruce Creek Road, McCullough Gulch Road, Blue Lakes Road	1	Seasonal	Full-time	\$84	\$87,000
Program and Permit Manager	Manage Special Use Permit; Contracts for Shuttle Operations, Parking Reservations, Maintenance	County	All	1	Year-round	Part-time	\$47	\$48,624
Shuttle Operations, Reservation Management, and Private Enforcement	Provide Shuttle Services from Town of Breckenridge to Trailheads (8 hrs/day June-September)Enforce reservations in paid parking areas	Private	All	NA	Seasonal	Full-time	NA	\$375,000
Maintenance Contractors	Clean and restock vault toilets, trash removal	Private	QP, SC, BL	NA	Year-round	Part-time	NA	\$30,600
USFS Law Enforcement	Enforce USFS Regulations	USFS	National Forest lands and roads	1	Year-round	Part-time	\$31	\$22,813
Trail Technician	Maintain and improve system trails, install signage	USFS	All	2	Seasonal	Full-time	\$20	\$41,600
Total								\$605,637

Staffing Needs

To sustainably manage the trail network in the Southern Tenmile Range of the CHCDNM, the managing partners will need a holistic approach to staffing. Table 2 outlines the anticipated staffing needs in the project area, given the recommendations outlined in the Access Plan. Not all of the recommendations in the Access Plan will be implemented, and many components will be phased over multiple years. The staffing needs will also vary depending on the chosen management structure (FLREA, Commercial Concessionaire Prospectus, Special Use Permit for Local Government). Therefore, the staffing needs detailed in Table 2 represent an upper range of the project area staffing needs at a given time.

Funding Sources

To support the implementation and long-term maintenance of the recommended project components in the Access Plan, the partners will need to secure external funding. This section of the Management Framework outlines potential sources of funding that the partnering agencies should consider. Table 3 provides a summary of these funding opportunities. This table is not exhaustive, and the partnering agencies should continue to look for additional funding opportunities; there may be opportunities to apply for special funds tied to recent legislation via internal USFS processes and public grant applications. The partnering agencies should also continue to work with their grant departments to seek funding opportunities as they arise.

Table 2. Funding Opportunities.

Funding Opportunity	Funding Source	Eligible Applicant(s)	Relevant Eligible Activities	Notes
Federal Lands Access Plan	U.S. DOT	Local government with a federal lands management agency (FLMA)	Transportation planning, research, engineering, preventative maintenance, construction, and operations of transit facilities.	Next call for funding scheduled for 2025. Not annual.
Nationally Significant Federal Lands Transportation Program	U.S. DOT	FLMAs (local government may apply jointly)	Construction or rehabilitation projects greater than \$12,500,000.	Upcoming Deadlines: August 1 st , 2025, and 2026.
Federal Lands Transportation Program (FLTP)	U.S.DOT	FLMAs	Engineering, rehabilitation, restoration,	The WRNF expects approximately \$1M in FLTP funds starting in 2026 for roads and

Funding Opportunity	Funding Source	Eligible Applicant(s)	Relevant Eligible Activities	Notes
			construction, parking, and acquisition.	trailheads work in the project area.
<u>Non-Motorized Trails Grants</u>	Colorado Parks & Wildlife	Local and Federal agencies, districts, and nonprofits	Trail construction, maintenance, planning, and support.	2024 opportunity deadline was October 1, 2024. \$2M available in funding each year.
<u>Land and Water Conservation Grant</u>	Colorado Parks & Wildlife	Local, county, or state agency	Land acquisition to create new outdoor spaces and/or development of an existing site/facility.	Application opens every August with deadlines in September and October. Grant amounts between \$100K - \$1.25M. 50% match required.
<u>Transportation Alternatives Program</u>	Colorado DOT / U.S.DOT	Local agencies, public land management agencies, and nonprofits	On- and off-road pedestrian and bicycle facilities and recreational trail program projects.	2024 application cycle was due November 30 th .
<u>Multimodal Transportation and Mitigation Options Fund</u>	Colorado DOT / U.S.DOT	Local governments, transit agencies, and nonprofits	Capital or operating costs for fixed route transit, transportation demand management programs, and bicycle or pedestrian projects.	50% match requirement. Infrastructure project awards minimum - \$300K. Non-infrastructure project awards minimum - \$25K.
<u>American Trails Legacy Program</u>	American Trails	Nonprofit organizations and non-Federal agencies	Projects that restore, protect, and maintain watersheds on National Forests.	Awards up to \$100K. 20% match required. 2024 application deadline was in December.

Funding Opportunity	Funding Source	Eligible Applicant(s)	Relevant Eligible Activities	Notes
<u>Community Impact Program</u>	Great Outdoors Colorado (GOCO)	Local government, political subdivision, and nonprofit organization	Project management, land acquisition, planning and design, and project implementation.	The current application cycle is due January 23, 2025. Up to \$1M awards.
<u>Recreational Trails Program</u>	Americans for Responsible Recreational Access via Colorado Parks & Wildlife	Nonprofits, municipal, county, state, or Federal agencies	Trail maintenance and restoration; development and rehabilitation of trailside and trailhead facilities and trail links; purchase and lease of trail construction and maintenance equipment; construction of new trails; acquisition of easements or property for trails.	Award amounts of \$2K to \$50K. 20% match request.

Recommended Funding Strategies

The grant opportunities detailed above typically fund capital project costs, not maintenance nor staffing. Additionally, most grant programs require applicants to describe funding sources for future maintenance costs. Therefore, the partnering agencies will need to consider potential sources of funding to cover those operations and staffing costs through requested annual budget increases, parking revenues, or similar sources.

Note that some of these funding opportunities require a nonprofit organization applicant. To apply for these funding opportunities, the management partners should consider partnering with relevant nonprofit organizations, such as the Friends of Dillon Ranger District, Colorado Fourteeners Initiative, or the National Forest Foundation. Regardless of whomever submits any particular grant application, applications are often more successful when they are formally supported by multiple stakeholders. So, for all future applications, collaboration and shared management should be emphasized.

Many of the relevant grant opportunities described above are funded through the Infrastructure and Investment and Jobs Act (IIJA). It is uncertain whether these grant programs will receive additional funding after the expiration of the IIJA in 2026. Therefore, the partnering agencies should prioritize submitting grant applications in 2025. Additionally, the partners should start by applying for a Federal Lands Access Program (FLAP) grant, because there is a scheduled opportunity in 2025, and the program does not offer funding opportunities annually.

Next Steps

The County and the Town of Breckenridge will engage their Open Space Advisory Councils to gather additional feedback on the Access Plan and Management Framework. This input along with feedback from Colorado Springs Utilities and Colorado 14ers Initiative will be reflected in the final Access Plan. The partnering agencies will also start identifying the most promising funding opportunities and compiling grant applications.

Additionally, while synthesizing the previous analyses into this Access Plan, the project team identified items for further analysis.

- **Shuttle Operations:** The project team conducted a cursory analysis of the historical shuttle passenger and operations data as part of this project to determine the feasibility of continuing the Quandary Peak/McCullough Gulch shuttle service and establishing the Spruce Creek shuttle service. Further analysis will be needed to optimize shuttle service frequencies and operating seasons, while creating a self-sustaining funding source through parking reservations. Town and County staff should continue to test differing levels of service and pricing levels to find the most sustainable levels.
- **Trail Alignments:** Before implementation, the partners will need to determine the optimal trail alignments for the recommended Quandary Peak parking lot to Quandary Peak trail, the Quandary Peak to Blue Lakes trail, the Lower to Upper McCullough Gulch trail, the Upper Blue Lakes Trail reroute to avoid the Blue Lakes dam, and the Blue Lakes waterfall connector trail. In addition, the partners will need to decide upon the trail improvements that provide improved access to the most popular destinations at McCullough Gulch and Spruce Creek.
- **Sign Package Design:** Partners should collaborate to design a package of signage that can be used across the study area, including WRNF, Town of Breckenridge, and County sites.
- **NEPA Analysis:** Work towards analyzing these recommendations for federal lands, basic timeline for completing these steps, field verification by specialists, public scoping for a Categorical Exclusion (CE) or Environmental Analysis (EA).

Appendix: Management Responsibilities

See attached Management Responsibilities Excel document. This document details the draft management and funding responsibilities for each partner agency and Access Plan recommendation. This document will continue to evolve as roles are further defined.

Access Plan

Southern Ten-Mile Range - Camp Hale-Continental Divide National Monument
Access Planning Effort



Prepared by the U.S. Department of Transportation Volpe Center for Summit County, the U.S. Forest Service White River National Forest, and the Town of Breckenridge

January 2024

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Introduction

This document details an Access Plan for the Southern Tenmile Region of the Camp Hale-Continental Divide National Monument (CHCDNM). This Access Plan builds off stakeholder engagement and data analysis. The plan includes an overview of the project, concepts for each trailhead areas, and next steps.

Project Overview

Soaring visitation rates of approximately 190,000 annual visits have created a pressing need for a collaborative, multi-jurisdictional planning effort in the Southern Tenmile Range of the White River National Forest (WRNF). This region, encompassing Quandary Peak, McCullough Gulch, Blue Lakes, and Spruce Creek, is experiencing a significant strain on its existing infrastructure (trails, trailheads, roads, etc.) due to increased visitor traffic. The CHCDNM designation is anticipated to further elevate visitor numbers, potentially exacerbating existing issues related to access, limited parking, and inadequate trailhead and trail facilities. Many of the existing trails were not designed to accommodate high user volumes, raising concerns about resource sustainability and visitor safety.

In response to these challenges, Summit County Open Space and Trails (County), in partnership with the Town of Breckenridge and U.S. Forest Service (USFS) WRNF, engaged the support of the U.S. Department of Transportation Volpe Center (Volpe). This collaborative planning effort aims to identify site-specific management actions, desired infrastructure improvements, long-term maintenance solutions, and sustainable funding options with the goal of establishing a plan to more sustainably manage high use recreation access in the area.

Project Objectives

Throughout the access plan development process, the project team is considering several key objectives:

- **Visitation:** Need to better manage existing high use and prepare for anticipated increased visitation.
- **Trailhead Facilities:** Assess facility needs and infrastructure at each trailhead to accommodate existing and future use.
- **Traffic Management:** Develop strategies to address traffic and parking congestion around trailheads, particularly in residential areas, to improve public safety.
- **Sustainability:** Consider environmentally and financially sustainable solutions for infrastructure and management practices.
- **Equity and Inclusion:** Ensure equitable access for all visitors and provide clear and consistent messaging.
- **Jurisdictional Collaboration:** Continue effective coordination across jurisdictions.

Trailhead and Trail Concepts

In this phase of work, the project team built upon previous stakeholder engagement and data analysis by soliciting additional feedback from the larger stakeholder group at an in-person workshop at the Summit County Housing Authority on October 9, 2024. Attendees included representatives from the County – including the County’s Open Space Advisory Council, USFS WRNF, Town of Breckenridge, Town of Blue River, Blue River Board of Trustees, Friends of the Dillon Ranger District, Colorado Fourteeners Initiative, Breckenridge Tourism Office, and Summit Huts Association.

Considering their feedback, the project team synthesized the information collected throughout the project into a cohesive, holistic vision for visitor access and use management in the Southern Tenmile Region. These concepts aim to provide trail and trailhead infrastructure that can sustainably accommodate the high demand for access in this area from an environmental and financial standpoint. Figure 1 below provides an overview of the project area and trail networks. The components are discussed further in the sections below.

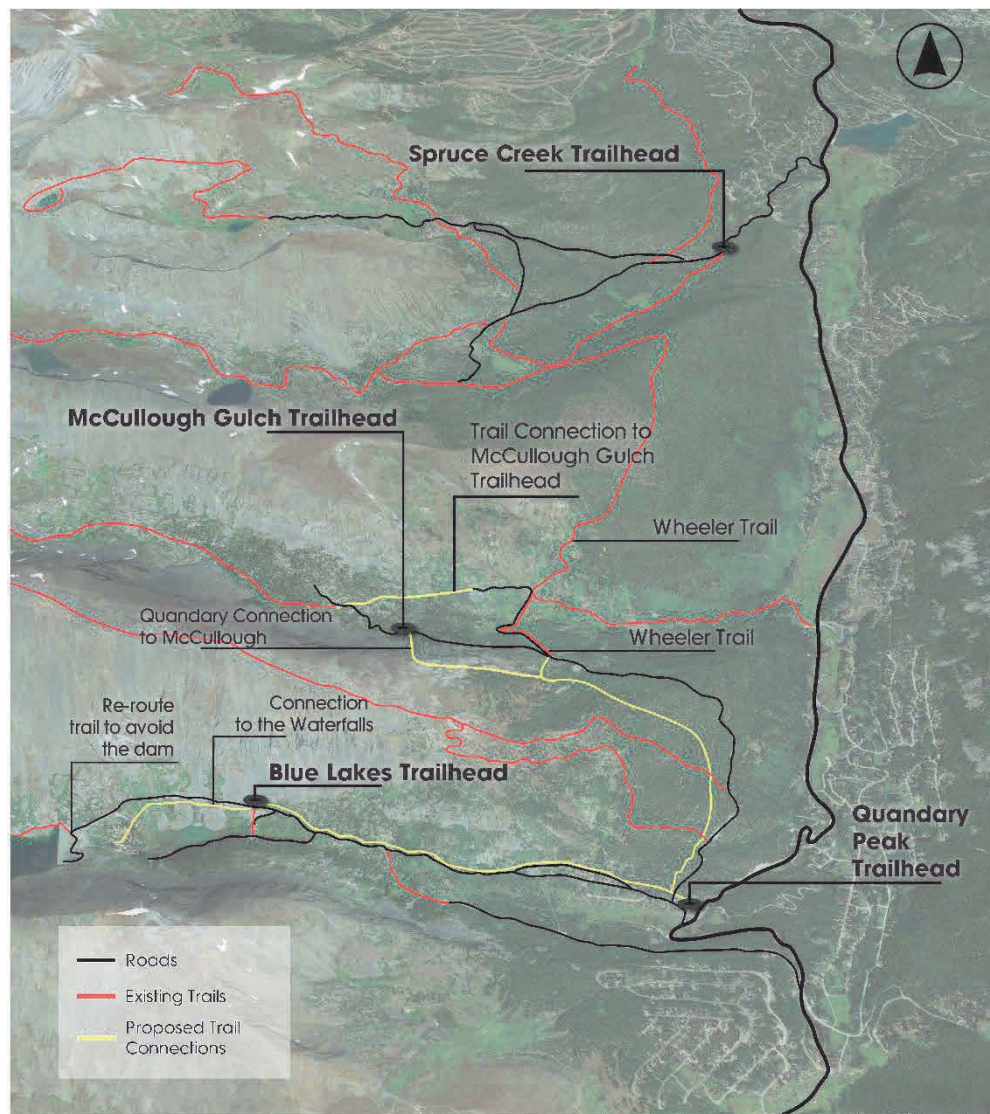


Figure 1. Southern Tenmile Region Trail and Roads Network Map

Quandary Peak Trailhead

Based on the previously described analyses, the project team recommends the Quandary Peak concept components detailed in Figure 2 and Table 1.

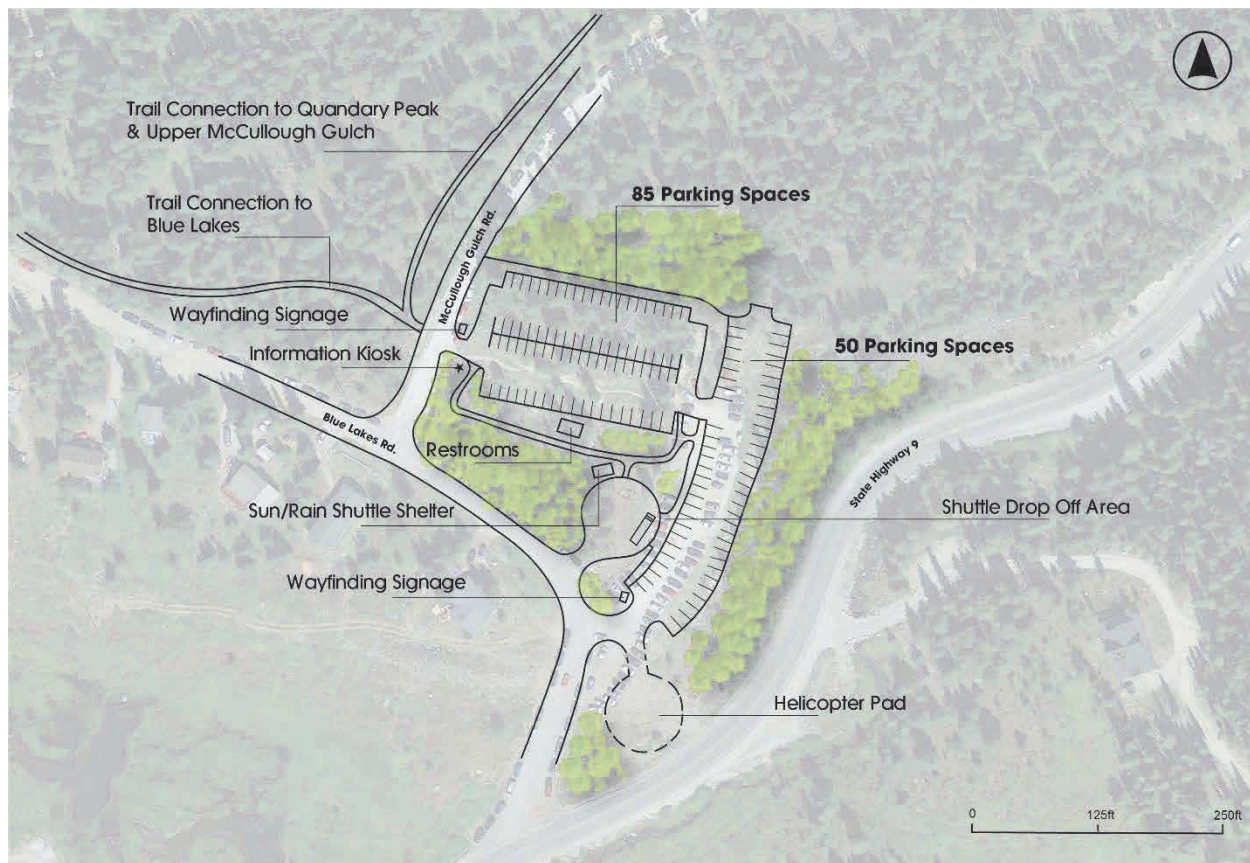


Figure 2. Quandary Peak Trailhead Access Plan Concept

The project team recommends paving the existing parking lot and adding striping to delineate the parking spaces. This will allow plowing in the winter and maximize the number of cars that can fit in the parking lot. The project team also recommends expanding the parking lot onto the Northern side of Aspen Springs Lots 1 and 2, which would maintain a buffer between the neighbors and parking. The proposed design would increase parking capacity from 67 spaces currently to a total of approximately 135 parking spaces. This is slightly above the upper end of the capacity range estimated by the managing partners, which assumed 70-100 spaces for Quandary Peak and 15-25 for McCullough Gulch trailheads. This estimate is based on 2024 parking and reservation data, assuming 2.2 people/car. Creating a few extra parking spaces above the capacity estimate might support a reduction in the Breckenridge to Quandary Peak shuttle service on weekdays; shuttle service optimization will be considered in the next steps of this effort. The project team also recommends considering designating some parking spaces for oversized vehicles and tour buses.

Expanding the parking lot to Aspen Springs Lot 3 would have a significant cost associated, and the McDill neighbors had concerns about expanding parking in that direction; therefore, the project team does not recommend expanding onto Lot 3 at this time.

Based on overwhelming positive responses, the project team suggests continuing the Breckenridge to Quandary Peak and Upper McCullough Gulch shuttle service and parking reservation system. The McDill neighborhood residents support the continued operation of the shuttle system due to a noticeable reduction in traffic and congestion in the area.

In 2024, Summit County and the Town of Breckenridge subsidized the Quandary Peak and McCullough Gulch shuttle service by approximately 11% (\$27,000 of the \$250,000 total cost). The remaining funds were generated through shuttle ticket sales (\$7 for non-residents), parking reservations at Quandary Peak, and a small enforcement credit. In 2024, shuttle tickets generated approximately \$50,000 in revenue. Summit County should consider making this shuttle service *self-sustaining and free* for all users in the future by increasing parking revenue at Quandary Peak. Making the shuttle free will improve equitable access to the Southern Tenmile Region.

By increasing the number of parking spaces as outlined above, parking revenue could fund the entire cost of the shuttle service by averaging approximately \$2,700 per day (for example, 130 full day reservations per day, at \$21). This estimate assumes the same 2024 shuttle contract cost and season length, and it does not consider revenue that could be generated by Upper McCullough Gulch or Blue Lakes parking reservation systems. See Appendix A for more details about shuttle costs. Further analysis will be required to optimize service routes, times, and frequencies in coordination with potential shuttle service to Spruce Creek trailhead, as well as parking reservation options and costs.

The project team also recommends developing a clear trail connection from the Quandary Peak parking lot and shuttle stop to the official start of the Quandary Peak Trail. Currently the connection between the parking lot and the trail is not clear, and wayfinding should be implemented concurrently. As the anchor trailhead of the project area, additional signage should be installed including area maps, CHCDNM information, and safety guidelines. Any additional signage should be installed in coordination with the USFS guidelines, Town of Breckenridge’s signage plan, and the Colorado Fourteeners Initiative. A vault toilet and sun/rain shelter for passengers should also be constructed.

Table 3. Summary of Quandary Peak Trailhead Concept Components

	Concept Component
1	Pave existing lot and add delineators (i.e., striping) between spaces.
2	Expand parking onto Aspen Springs Lot 1 and Lot 2.
3	Continue Breckenridge to Quandary shuttle.
4	Adjust shuttle routes, times, and frequency based on parking lot and visitor capacity.
5	Develop trail connection from parking lot to official trail.
6	Add signage, a vault toilet, a shelter, and an informational kiosk.
7	Continue to restrict roadside parking.

Based on a planning-level estimate, the total cost for these components is **\$1,750,000 to \$2,620,000**. Refer to Appendix B for a detailed breakdown of projected material, engineering, and construction costs.

Blue Lakes Trailhead

The project team recommends the Blue Lakes concept components detailed in Figure 3 and Table 2.

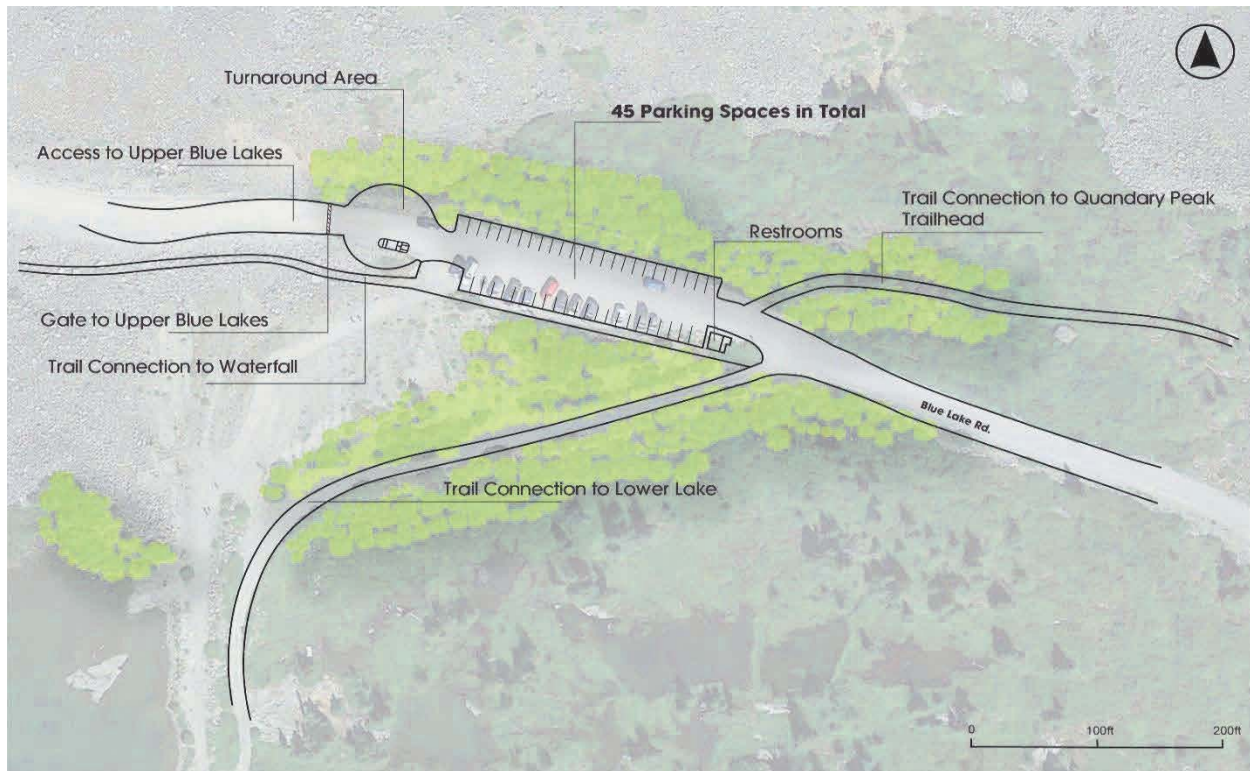


Figure 3. Blue Lakes Trailhead Access Plan Concept

The project team recommends expanding the parking lot footprint and formalizing the configuration of the existing parking spaces (i.e., head-in on both sides). The expanded parking lot would fit approximately 45 vehicles, increasing the capacity of the existing lot by approximately 20 spaces and allowing for a 22-foot drive aisle through the middle of the parking area. The project team also recommends adding a vehicle turnaround area before the gate to Upper Blue Lakes. Signage along Blue Lakes Road should inform drivers of the condition of the road and the lack of oversized vehicle parking and turn around in this location.

Formalization of the parking area may cross boundaries between USFS and Colorado Springs Utilities (CSU) land; therefore, a permit, license, or parking easement from CSU may be necessary and expansion of the lot footprint by 15 to 20 feet to the north. The project team also recommends delineating the parking spaces with hoses to ensure maximum capacity. See Appendix C for an example of how hoses can be used to delineate parking spaces.

CSU's planned reservoir expansion might impact the project area, but it is unknown when the expansion would occur and to what degree it would impact the surrounding area. The project team suggests taking an adaptive management approach at Blue Lakes due to this uncertainty; if the reservoir expansion will inundate the existing parking lot or existing social trails, the project team suggests exploring other locations for a Blue Lakes parking lot, including at the end of Road 805 (off of Highway 9) and alternate locations along Blue Lakes Road.

The project team suggests that the management partners consider a parking reservation system at Blue Lakes, if necessary. Implementing a reservation system would help manage high levels of visitation and limit the number of cars driving up the precarious Blue Lakes Road at one time, reducing traffic and potential road conflicts. The partners must explore the feasibility of implementing a parking reservation system with the current land ownership and given the enforcement necessary to ensure vehicles without a reservation do not park in the lot. Implementing a parking reservation is not the preferred approach at this time, because the project team does not want to displace users. However, a parking reservation system could be implemented adaptively if traffic levels and behavior changes.

The project team does not recommend creating a shuttle connection from Quandary Peak parking lot to Blue Lakes parking lot. Blue Lakes Road is narrow, steep, and rough, and a special shuttle bus would be required. Further, according to the license plate data analysis, many visitors stay at Blue Lakes for a short duration, and therefore implementing a full shuttle connection is probably not worth the resources and costs; a short (1-2 hour) parking reservation is better suited for this visitation type.

For visitors who do not want to drive and use the suggested parking reservation system, the project team recommends creating a trail connection from Quandary Peak parking lot to the Blue Lakes parking lot. For a car-less experience, visitors could take the Breckenridge to Quandary Peak trailhead shuttle and then walk approximately one mile on the new trail up to Blue Lakes. This connection would also provide an enhanced experience for those hiking the more technical West Ridge to East Ridge loop on Quandary Peak by eliminating the need to hike on Blue Lakes Road from the Quandary Peak Trailhead when approaching the West Ridge.

The project team also recommends designating Blue Lakes as an official trailhead and establishing official trail connections from the trailhead to the waterfall and to the Upper Blue Lakes Trail (which starts at the Upper Reservoir) in a way that avoids damaging CSU water infrastructure. There are currently numerous social trails and duplicate routes from the Blue Lakes Trailhead to the waterfall and Upper Reservoir and the project team recommends establishing sustainable, system trails and closing social trails and duplicate routes to minimize environmental disturbance.

Parking and camping along County and Forest Service spur roads below the lower lake have significant resource impacts and present challenges for access management. The project team recommends assessing these routes for closure to vehicular traffic to preserve the riparian environment and eliminate unmanaged parking and camping opportunities. Access for private landowners to the south of the lower Blue Lake must also be maintained if these closures are effectuated.

To better share information with visitors about the menu of access options, the project team also recommends adding clear wayfinding and informational signage, including signage on Blue Lakes Road forbidding oversized vehicles at the trailhead. The project team also recommends providing a permanent or portable restroom at the trailhead.

Table 4. Summary of Blue Lakes Trailhead Concept Components

	Concept Component
1	Optimize parking lot configuration.
2	Add delineators (i.e., hoses) between parking spaces.
3	Establish sustainable, system trails and close social and duplicate trails to protect resources and provide direct access to the waterfall and Upper Blue Lakes trail.
4	Develop trail connection from Quandary Peak parking lot to Blue Lakes parking lot.
5	Improve existing signage for improved wayfinding.
6	Add permanent or portable restroom.
7	Restrict roadside parking outside of the official parking lot.
8	Assess spur roads (CR857 and 858) for closure to vehicular traffic

Based on a planning-level estimate, the total cost for these components is **\$1,980,000 to \$2,980,000**. Refer to Appendix B for a detailed breakdown of projected material, engineering, and construction costs.

McCullough Gulch Trailhead

The project team recommends the McCullough Gulch concept components detailed in Figures 4 and 5 and Table 3.

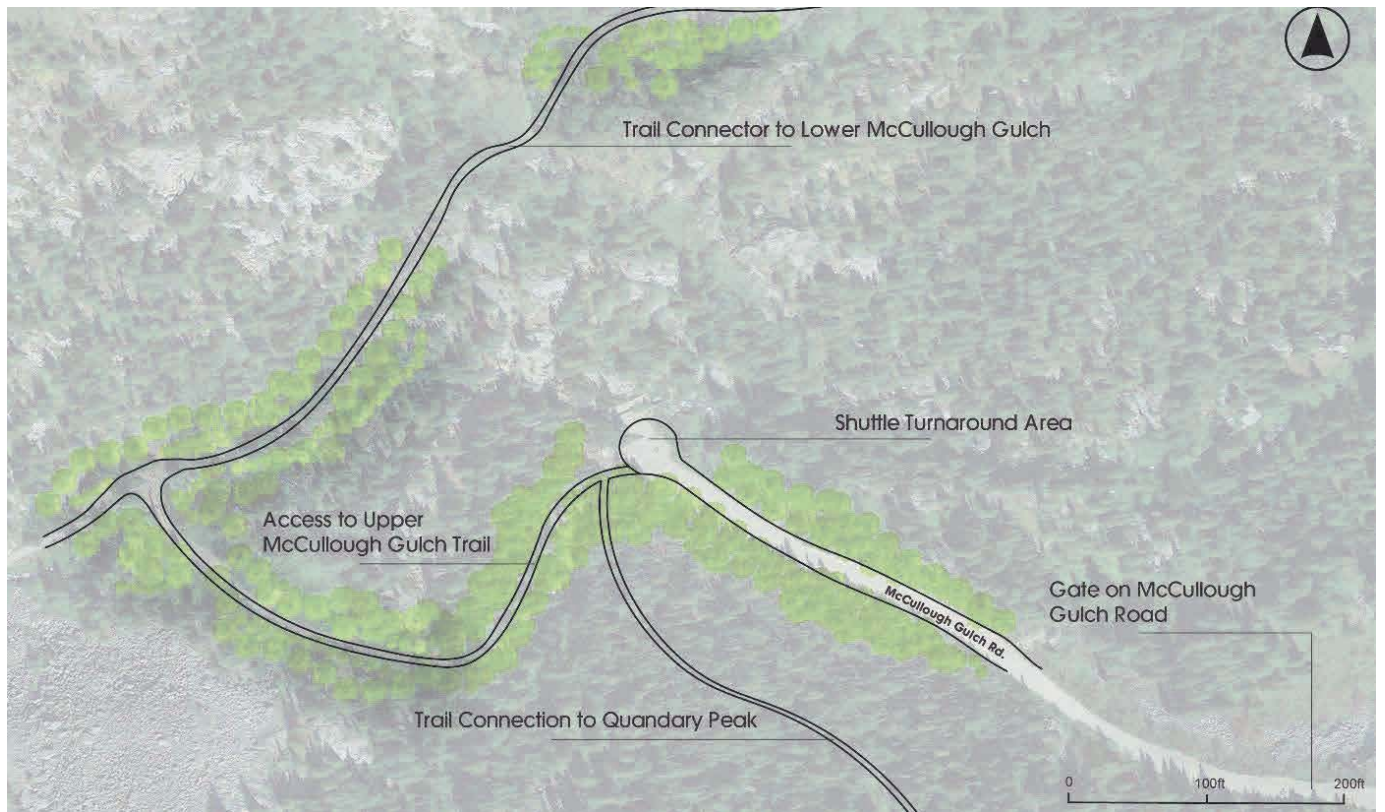


Figure 4. McCullough Gulch Trailhead Access Plan Concept (Trailhead)

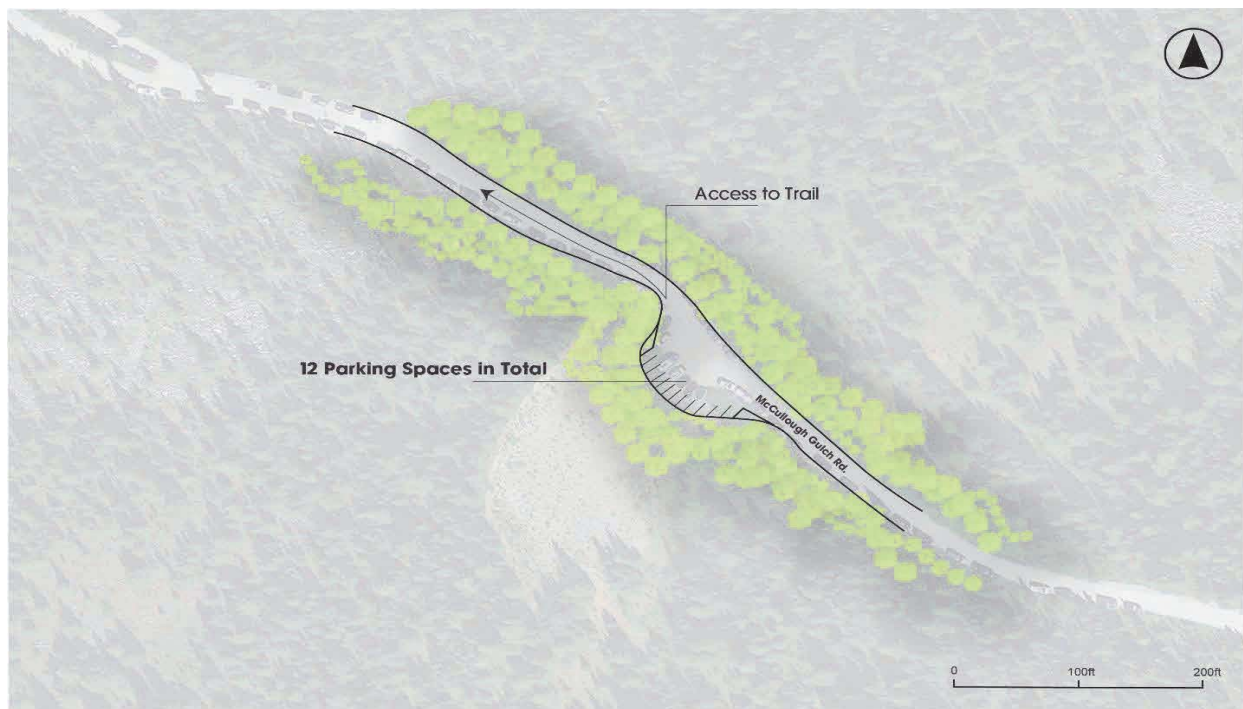


Figure 5. McCullough Gulch Trailhead Access Plan Concept (Parking Lot)

The project team recommends creating a new Upper McCullough Gulch gravel parking lot with approximately 12 spaces delineated with hoses at the current Upper McCullough Gulch shuttle turnaround location and integrating the parking spaces into the existing Quandary Peak reservation system. This officially designated trailhead would create an additional separate parking access point for Upper McCullough Gulch visitors and generate revenue to support the shuttle system. It would also increase capacity for this trail, bringing back visitors displaced when direct access to the trailhead became limited. The parking lot would also provide access for visitors wishing to hike Upper McCullough Gulch in the offseason after the shuttle system stops running. Creating a parking lot at this location would be less expensive and impactful to the forest, as compared to the parking lot locations considered near campsites four and five. This parking lot would also be significantly closer (within ½ mile) to the trailhead which is a notable improvement from the Quandary trailhead parking lot which is 2 miles away, which would better justify the cost of building and maintaining a new parking lot. It would need to be coupled with roadside parking enforcement to be effective.

In coordination with this new parking lot, the project team recommends shifting the Upper McCullough Gulch shuttle turnaround location to the start of the Upper McCullough Gulch Trail. Initial topographic and spatial analysis suggests that this is feasible, and dropping off visitors right at the trail will improve the visitor experience. To allow for shuttle access to the trail beyond the existing gate, the project team recommends upgrading the gate to be automatic and solar powered (with a solar array). The shuttles, CSU, and the County Sheriff's Office could all have clickers to automatically open the gate. The gate would also need to have a simple, keyed or combination lock manual override option to ensure continuous access.

The project team also recommends improving trail connections to the Upper McCullough Gulch trail, including adding a trail connection from the western terminus of Lower McCullough Gulch trail to the Upper McCullough Gulch trail. Visitors and residents could connect to Upper McCullough Gulch via the Lower McCullough Gulch trail, which has free parking, and it would fill a gap in the Southern Tenmile region trail network. The project team also recommends further exploring the creation of a trail connection to the Upper McCullough Gulch trail from the Quandary Peak trail via part of the Wheeler trail. This trail would eliminate the need for visitors to walk on McCullough Gulch Road to access the trail. Finally, the project team recommends assessing spur roads (CR 852 and FR 477.1) and dispersed campsites in the area for alternative management or closure to ensure comprehensive access management.

To better share information with visitors about the menu of access options, the project team also recommends adding clear wayfinding and informational signage.

Table 5. Summary of McCullough Gulch Trailhead Concept Components.

	Concept Component
1	Establish a new parking lot at the existing shuttle turnaround and integrate into an area-wide reservation system.
2	Relocate shuttle turnaround point to trailhead.
3	Upgrade gate to be automatic and solar powered.

	Concept Component
4	Develop trail connection from the end of Lower McCullough Gulch trail.
5	Develop trail connection from Quandary Peak Trailhead via the Wheeler trail.
6	Add signage at the trailhead.
7	Continue to restrict roadside parking outside of the official parking lot.

Based on a planning-level estimate, the total cost for these components is **\$1,530,000 to \$2,290,000**. Refer to Appendix B for a detailed breakdown of projected material, engineering, and construction costs.

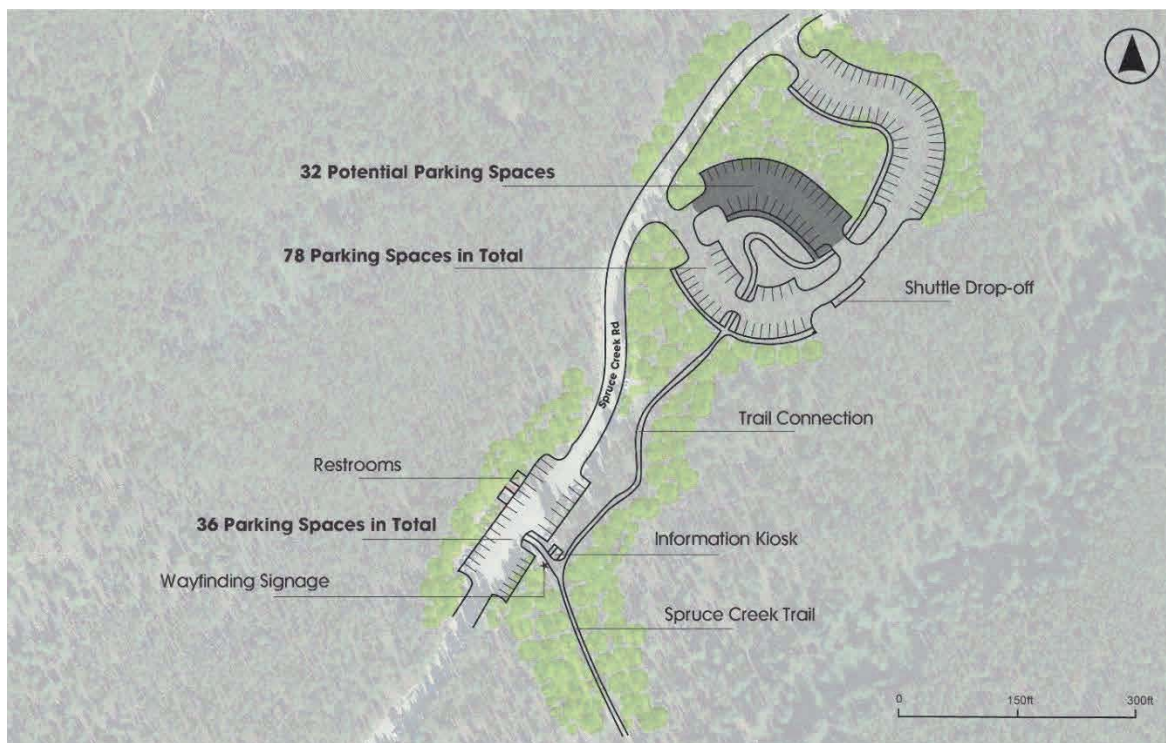


Figure 6. Spruce Creek Trailhead Access Plan Concept

Spruce Creek Trailhead

The project team recommends the Spruce Creek concept components detailed in Figure 6 and Table 4.

The project team recommends creating a new Spruce Creek parking lot to the northeast of the current trailhead parking lot. The project team suggests taking a phased construction approach at this trailhead to respond to changes in parking demand, starting with construction of the outer lobes of the new parking lot illustrated in Figure 6. The outer lobes of the new parking lot would create 78 new spaces, bringing the total number of parking spaces at this trailhead to 114. This is within the 80-120 parking spaces capacity range estimated by the managing partners. This estimate is based on June – September 2024 average weekend traffic, assuming a 3.5 hour turnover. If the managing partners choose to

construct the middle lobe of the parking lot (shaded) in the future, this would add an additional 32 parking spaces, for a total of 146 parking spaces at the trailhead. This area has already been cleared of trees and is relatively flat. The project team recommends delineating the existing parking lot with hoses, which will improve the number of cars that can park near the trailhead and mitigate unsafe and illegal parking along the road. The project team also recommends designating some parking spaces for overnight visitors, Summit Huts users, and oversized vehicles such as school busses and RV's.

Data from July 2024 showed that on peak weekends approximately 50 cars parked at Spruce Creek Trailhead throughout the day, so creating a parking lot of this size, coupled with establishing a reservation system and enforcing no parking regulations along Spruce Creek Road, will represent a reduction in peak traffic and parking volumes compared to current peak levels. Further, to reduce traffic and dust generation on Spruce Creek Road, the project team recommends further studying the feasibility of implementing dust abatement measures, radar speed signs and flashing beacons, and increased speeding enforcement. Partners must continue to monitor usage of dispersed campsites and informal parking areas along Spruce Creek Road past the formal and managed trailhead. Adaptive management, including the potential to manage or close dispersed campsites, should be considered for the future if these resources are being inappropriately utilized.

In addition to these parking lot improvements, the project team recommends integrating the parking spaces into a single parking reservation system with the Quandary Peak and McCullough Gulch trailhead parking lots to reduce traffic on Spruce Creek Road and generate revenue to support a new Breckenridge to Spruce Creek shuttle route.

As the popularity of this trailhead continues to grow, creating a shuttle connection could help accommodate increased visitation more sustainably. Representatives from the Breckenridge Tourism Office also noted that there is high demand for trails that are accessible by shuttle from Breckenridge. The project team assumed that running a shuttle from Breckenridge to Spruce Creek trailhead would cost approximately \$125,000 for peak-season operations from 8 am to 4 pm, which is consistent with the hourly rate charged for the 2024 Breckenridge-Quandary shuttle. To cover these costs, daily parking revenue at Spruce Creek should average approximately \$1,400. This could be achieved by having approximately 110 average daily parking space reservations at a cost of \$13 during the shuttle operating season. Please refer to Appendix A for more detailed shuttle analysis information. The managing partners should weigh the costs of providing, with the need for a shuttle service, after increasing the number of parking spaces. Perhaps, limited weekend shuttle service could sufficiently meet visitors' access needs, in combination with increased parking.

Finally, to better share information with visitors about the menu of access options to the Spruce Creek trailhead, the project team recommends adding clear wayfinding and informational signage. The management team could explore adding real-time parking availability signage that could be displayed at the entrance to Spruce Creek Road and also be displayed in Breckenridge. This would help reduce the number of cars that unnecessarily drive-up Spruce Creek Road. The project team also recommends adding a permanent restroom, a trash can, and a small shelter to protect visitors from the elements while waiting for the shuttle.

Table 6. Summary of Spruce Creek Trailhead Concept Components

	Concept Option
1	Add delineators between spaces.

	Concept Option
2	Create a new 78 space parking lot in the area below the existing trailhead, with the potential to add an additional 32 parking spaces.
3	Integrate parking spaces into an area-wide reservation system.
4	Restrict roadside parking through physical barriers.
5	Consider implementing a new Breckenridge to Spruce Creek shuttle route.
6	Add better signage, picnic tables, permanent restrooms, transit shelter, trash cans, and CHCDNM informational kiosk.

Based on a planning-level estimate, the total cost for these components is **\$1,340,000 to \$2,010,000**. Refer to Appendix B for a detailed breakdown of projected material, engineering, and construction costs.

Next Steps

Summit County and the Town of Breckenridge will engage their Open Space Advisory Councils, and the USFS will engage CSU, to gather additional feedback on the Access Plan, discuss management commitments, and identify sources of potential funding. This input will be reflected in the final Access Plan.

Additionally, while synthesizing the previous analyses into this Access Plan, the project team identified several items for further group discussion and analysis.

- **Management Framework:** In support of the concepts provided in this plan, the next phase of work will focus on developing a management framework that outlines the administrative and long-term development, operations, and maintenance responsibilities of all involved landowners as well as the funding mechanisms and potential agreements that will allow for cooperative management. This framework will also include a discussion of parking enforcement, parking reservation system consolidation, and site capacity.
- **Shuttle Operations:** The project team conducted a cursory analysis of the historical shuttle passenger and operations data as part of this project to determine the feasibility of continuing the Quandary Peak/McCullough Gulch shuttle service and establishing the Spruce Creek shuttle service. Further analysis will be needed to optimize shuttle service frequencies and operating seasons, while creating a self-sustaining funding source through parking reservations.
- **Trail Alignments:** Before implementation, the partners will need to determine the optimal trail alignments for the recommended Quandary Peak parking lot to Quandary Peak trail, the Quandary Peak to Blue Lakes trail, the Lower to Upper McCullough Gulch trail, the Upper Blue Lakes Trail reroute to avoid the Blue Lakes dam, and the Blue Lakes waterfall connector trail. In addition, the partners will need to decide upon the trail improvements that provide improved access to the most popular destinations at McCullough Gulch and Spruce Creek. All alignments must consider sensitive communities and populations of plants and wildlife, and should seek to minimize additional disturbance, especially in undisturbed riparian areas.

Appendices

Appendix A

See attached Shuttle Analysis Excel document.

Appendix B

See attached Cost Analysis Excel document.

Appendix C



Figure 7. Fire hoses in the Coconino National Forest are used for delineating parking spaces.

Summit County Open Space Ambassador Program

Summit County voters approved a tax on short-term rental lodging in the unincorporated areas of Summit County in the fall of 2022. The majority of those funds are used to support workforce housing and childcare initiatives; however, state statute stipulates that 10% of those dollars fund “advertising and marketing local tourism”. That statute expanded the traditional definition of tourism marketing and advertising to include measures that help educate tourists on the environmental, social, and cultural issues related to tourism.

To date, funds have primarily been used to support Rec path etiquette and wayfinding initiatives, Leave No Trace and wildlife conflict reduction messaging at trailheads, and promotion of the Transit to Trails program. However, due to the amount of public feedback received related to lack of awareness of OST rules and education about recreation best practices, the Board of County Commissioners approved two new “trail ambassador” positions, partially funded via the lodging tax, whose primary function would be to educate the public on responsible recreation.

For years, staff from both the Town and County, and OSAC/BOSAC have discussed ways to increase education and enforcement on Town and County Open Space assets. While an open space ranger has frequently been mentioned, the direction received by County staff is for the ambassador positions not to have enforcement authority at this time. The County OST Department will continue to pay for the assistance of the Special Operations team in the Sheriff’s Office, who regularly responds to violations of the Open Space Rules and Regulations, such as camping/squatting, vandalism, hunting, tree cutting, and Rec path violations.

The primary role of the ambassador position will be educating the public about how to recreate responsibly, in a manner that is conducive to sharing trails and open spaces with other users, and that protects our natural resources, including sensitive ecosystems, plants, and wildlife. They will also educate the public on the Open Space Rules and Regulations as needed or when witnessing a violation. This is a field-based position that may also perform minor maintenance duties on open space or collect data on visitation and use of OST assets. The ambassadors will represent the OST program and relay the importance of open space and trails to residents and the visiting public.

Staff will develop the job description and post it for hiring, while developing an ambassador work program for the summer of 2025.

- 1. Does BOSAC/OSAC you think the ambassador positions would be beneficial to the mission of our respective OST Departments?**
- 2. What functions or topics would BOSAC/OSAC like to see the ambassadors focus on?**
- 3. Is BOSAC/OSAC supportive of the ambassadors working on jointly-owned lands and trails?**

Memorandum

To: Breckenridge Open Space Advisory Commission
From: Open Space & Trails Staff
Re: January 27, 2025 Meeting

Staff Summary

A map, with bookmarks for many of the locations referenced in this Staff Summary, can be found [here](#). Trails highlighted in pink indicate winter grooming activity.

Breckebeiner – February 15 & 16th

The Breckebeiner is a 2-day winter sports festival sanctioned by USA Triathlon and produced in partnership with the Town of Breckenridge events team. Participants will be running, biking, and skiing. The Breckenridge Outdoor Education Center serves as the event's charitable partner and a portion of the event's proceeds benefit them, along with the Nordic and MTB teams of Team Summit and the Summit Tigers MTB and Nordic teams.

The event takes place at the Gold Run Nordic Center (Appendices A-C), and except for Saturday's southern course loop, it is entirely contained within the inner operating boundary of the summer golf course operation. The southern course loop includes Gold Run Road, Upper Preston, and Lower Preston. None of these trails will be closed to the public during the event.

Forest Health Update

Wildland Firefighting staffing and weather ventilation rates were conducive to conducting the controlled burn of the Airport Road piles on January 24, 2025, but operations were postponed due to the potential conflict from the Breckenridge International Snow Sculpture Championships visitor volume and experience. Staff will continue to work with partners at Summit County Fire & EMS and Red White & Blue Fire Department to monitor weather conditions and attempt to mitigate these fuels at the next opportunity. The piles at the Shock Hill location have passed the prescribed treatment threshold for snow depths and pile burning has been postponed until Spring at this location.

Grant Request Update

GOCO – A Great Outdoors Colorado (GOCO) Community Impact grant concept paper was submitted on January 23, 2025. This application is focused on improving access and inclusion to open space near and around the Town of Breckenridge by updating signage at the most heavily trafficked trailheads and constructing a pedestrian bridge on the Blue River Trail to connect to the neighboring community of Blue River. See Appendix D & E for maps of the proposed work.

CPW Wetlands for Wildlife – OST staff are working on a grant application for Colorado Parks and Wildlife's (CPW) Wetlands for Wildlife grant. This grant funding could help address the growing reed canary grass invasive species problem in the upper portion of the Cucumber Gulch Preserve. Staff met with Brian Sullivan (CPW's Wetlands Program Coordinator) and Hannah Grimes (CPW District Wildlife Manager) to discuss the overall project and feasibility. Staff will consider pursuing an Aquatic Ecosystem Restoration Program grant through the Department of Interior should the CPW grant application be denied.

CTO Tourism Management – OST Staff have an application prepared for the Colorado Tourism Office's (CTO) Tourism Management Grant to help fund Leave No Trace signage on trailhead kiosks. However, an internal conflict exists as the Breckenridge Tourism Office (BTO) is sponsoring an application from Breckenridge Creative Arts (BCA) for the same grant and CTO's rules prohibit multiple applications from a single municipality. OST is deferring to the BTO in this instance and is prepared to submit our application in a subsequent grant cycle.

Breckenridge History

Appendix F contains a memo from Larissa O'Neil, Executive Director, Breckenridge History, summarizing proposed 2025 work projects. The previously discussed Minnie Mine restoration project is not included in this list. The items outlined have been previously reviewed during BOSAC and OSAC meetings in Fall 2024. Staff can arrange for further discussion at a subsequent meeting, with Larissa present, if requested by either commission.

Hoosier Pass Plowing

The Colorado Department of Transportation (CDOT) resumed plowing of the Hoosier Pass trailhead parking in early January 2025 and has maintained this parking area since. CDOT Region 3 Director Shane Ferguson has pledged to work with the Dillon and Fairplay Ranger Districts of the United States Forest Service (USFS) to maintain this public access in the future.

119 Bonanza Trail Easement

The owner of the 241 Holly Lane property in Blue River, directly east of the recently purchased 119 Bonanza Trail property, has agreed, in principle, to authorize a formal trail easement through their property. This easement would secure public access to the Blue River Trail in its existing alignment and thereby avoid the environmental impact of rerouting the trail through the 119 Bonanza Trail property. Securing this existing alignment also enables the planned bridge replacement to cross Pennsylvania Creek in an already-disturbed location, where it crosses a narrow section of the creek, further reducing impact and saving on material costs. Staff is working with the Town of Blue River, Summit County, and the property owner to formalize this trail easement.

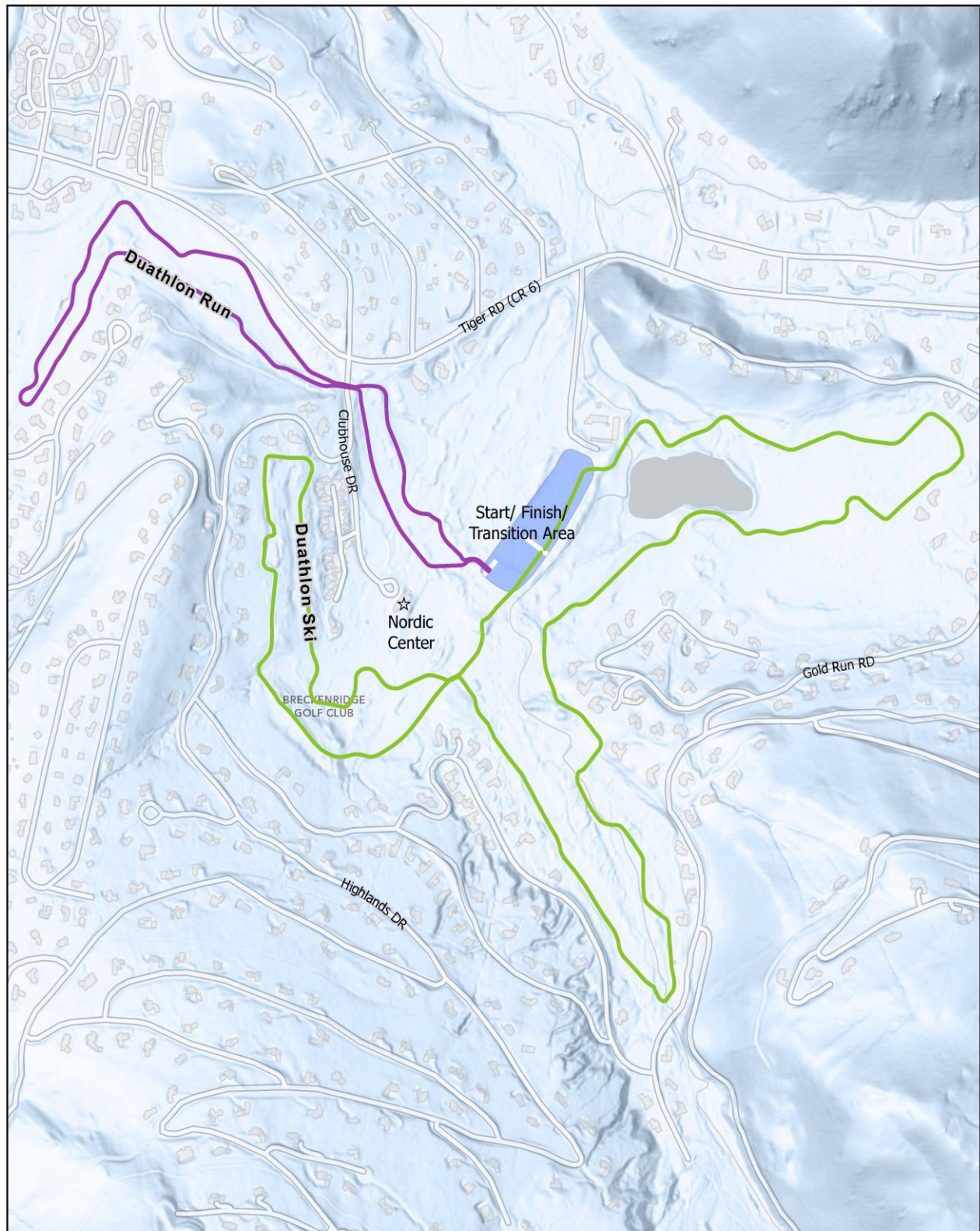
Little Daisy

Staff have compiled a prioritized project list for the buildings on the Little Daisy property, focused on safety, and will continue to work to bring the structures up to the current building code. Staff is working with the tenants to extend the rental lease to a five-year duration, which will require Council approval. The current lease is set to expire March 6, 2025.

McCain RFP

Staff is in the process of finalizing the McCain Open Space Design and Management Plan Request For Proposal (RFP), with the intention of publication in February 2025 and a contract award in May 2025. Feedback from the McCain programming discussion during the November 18, 2024 joint BOSAC and Council meeting has been incorporated into the RFP, including an emphasis on conservation and the need for resiliency to heavy recreational use and frequent flooding. The selection committee will consist of staff and a representative from BOSAC.

Appendix A



Breckebeiner Duathlon

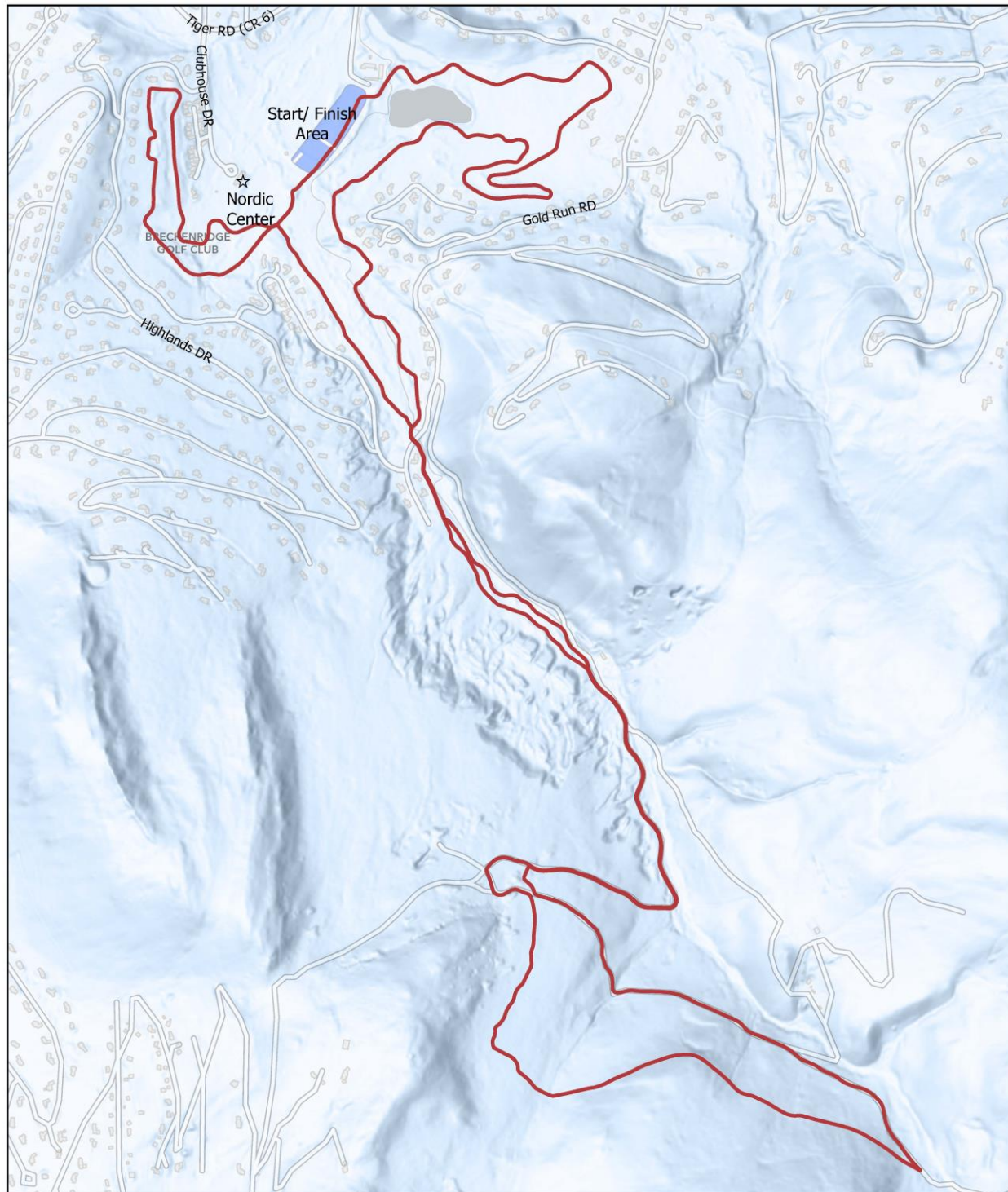
Gold Run Nordic Center

— Duathlon Run — Duathlon Ski

0 0.25 0.5 1 Kilometers



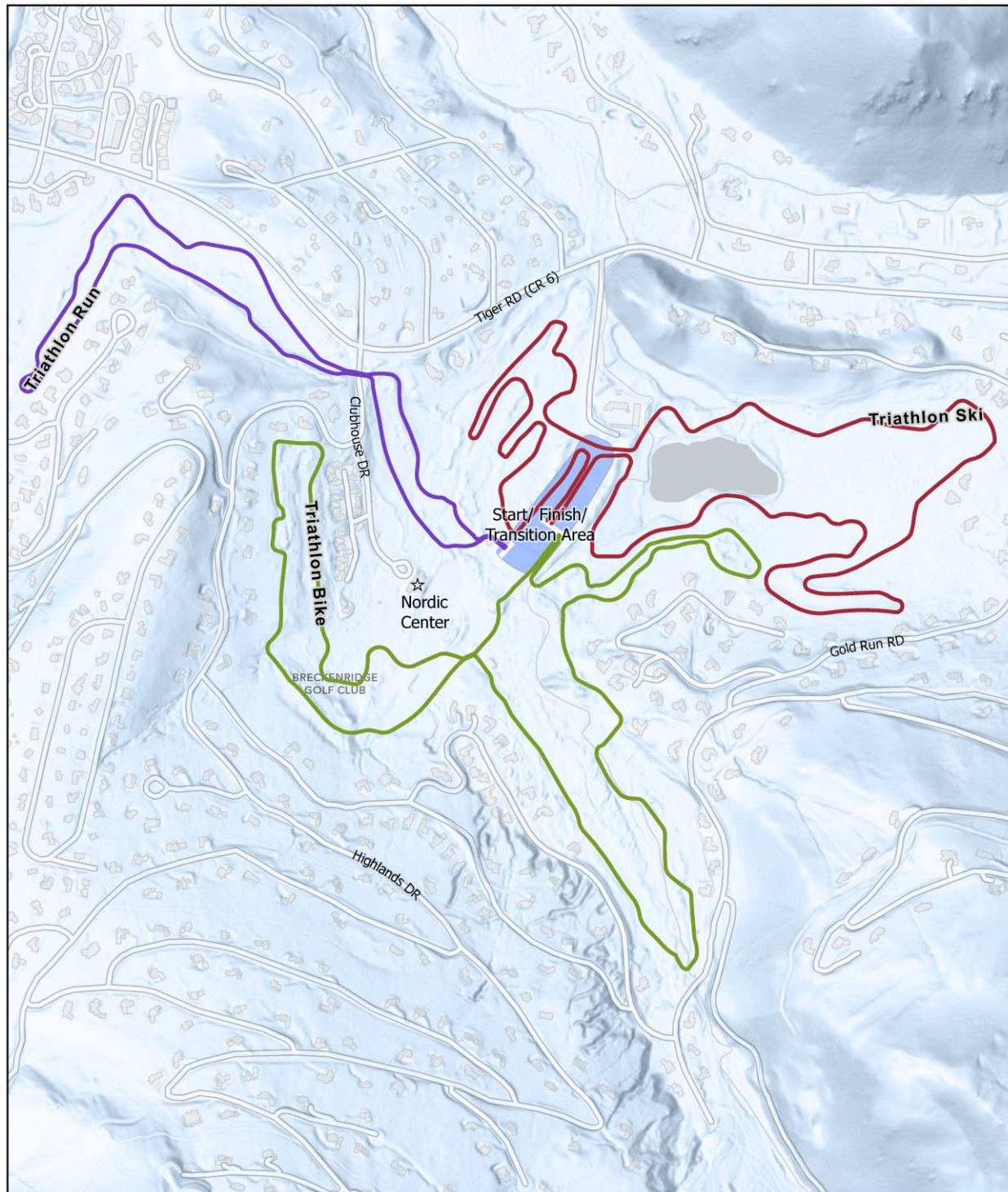
Appendix B



Breckebeiner
Nordic Marathon
Gold Run Nordic Center



Appendix C

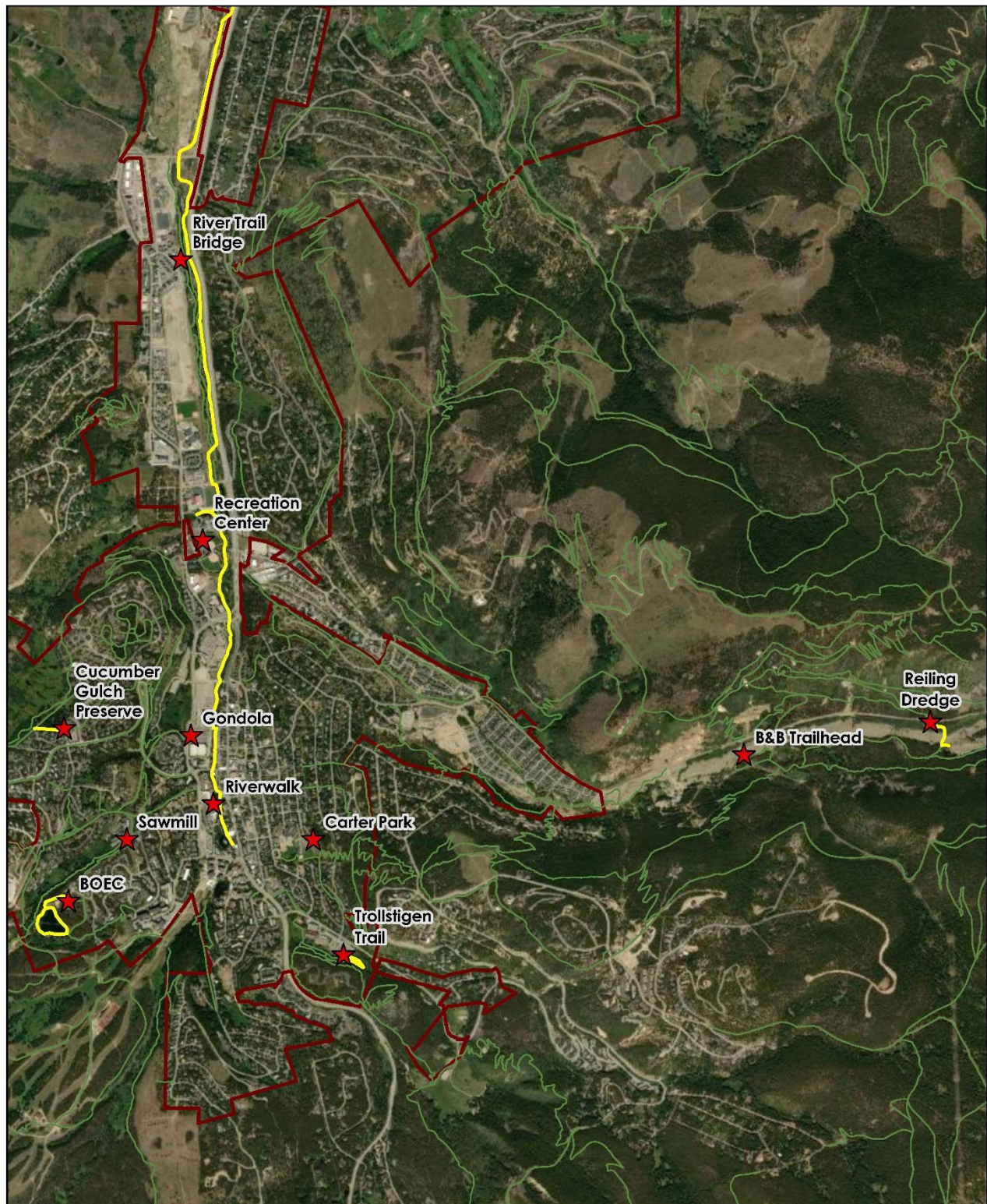


Breckebeiner Triathlon

Gold Run Nordic Center



Appendix D

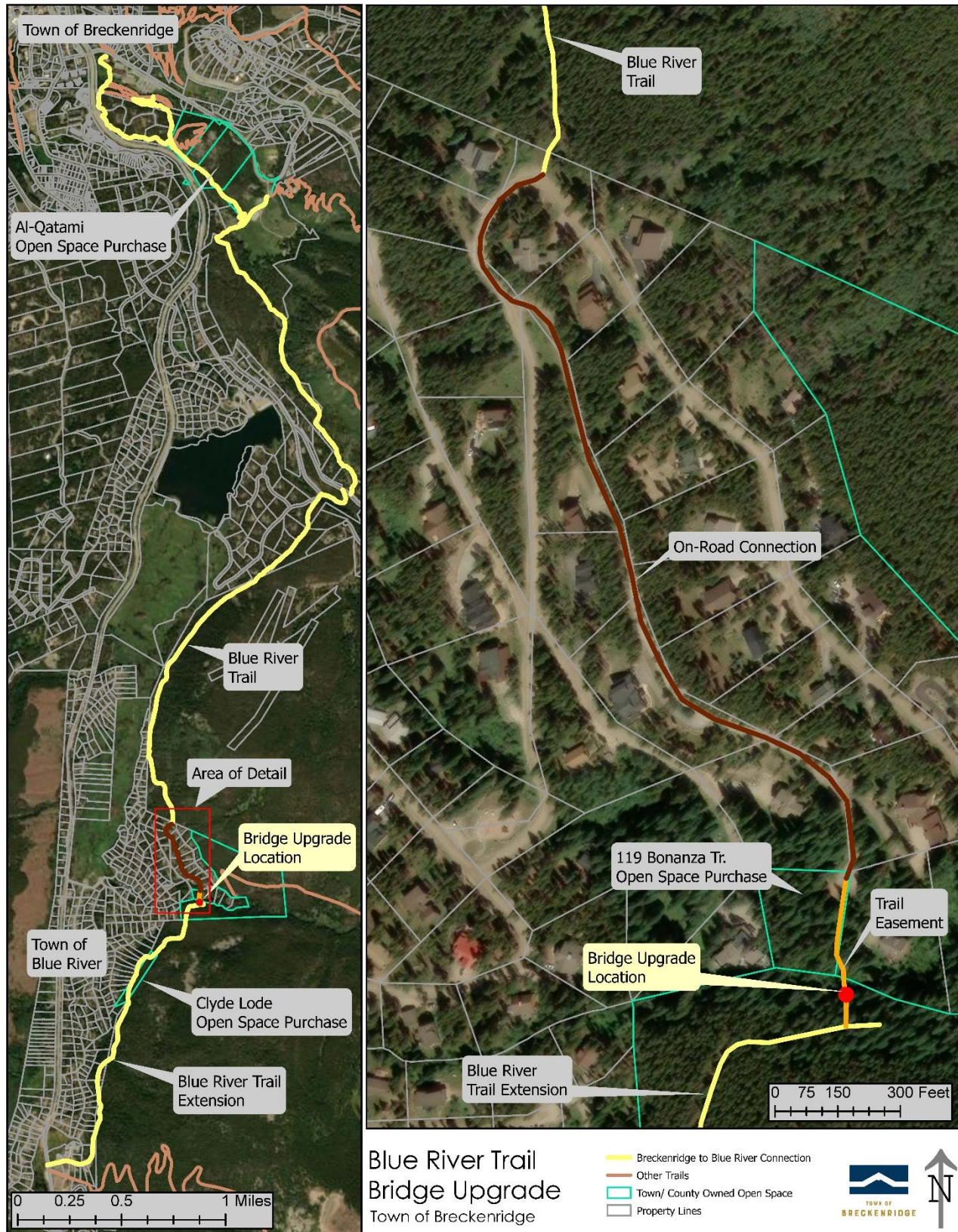


Front Country Kiosk Updates
Town of Breckenridge

★ Kiosk Location
— Other Trails
— All Person Trails
— Town Boundary



Appendix E



Appendix F



January 20, 2025

To: BOSAC & OSAC

From: Larissa O'Neil

RE: Breck History 2025 Project Details

Background

The Town and County approved conceptual stabilization plans for the Preston, Laurium and Reiling dredge historical sites. This memo provides additional details on the project scope for each site, intended for the commission's review and feedback.

Preston Cabins

Scope of work

- Cabin 1 (Town/County owned): Remove dirt that has subsided against the SW corner. Trench some material under the log walls and replace with gravel. Create drainage around the structure. The amount of dirt to be moved is minimal (far below the 500 square feet of ground disturbance required for a G&E permit).
- Add new log courses above existing structure (logs are on site)
- Construct new roof frame; install corrugated metal roof
- Seal off all openings from public access
- Cabin 2 (privately owned), if funding allows. Treatment would be similar to cabin 1.
- Remove brush/debris surrounding cabins

Access, Equipment & Materials

- Drive to the site using Gold Run Road. Contractor to park off the road; will not obstruct traffic.
- Equipment: May include mini-excavator and skid steer. Equipment to remain on site throughout the project; will be stored near the cabins/off the road.
- Materials: Logs already on site; other materials to include purlins/wood framing and corrugated metal for roof, tamper-resistant plexi for door/window openings, gravel.

Messaging

- Breck History to install temporary signs on-site about the project

Permissions

- No building permit required
- No grading and excavation permit required
- Will need license agreement with Summit County Government

Proposed start date

- Late June/as soon as conditions permit



Current photo of Preston cabin 1; logs to be used are in the foreground



Rendering of cabin 1 after stabilization



Current photo of Preston cabin 2



Rendering of cabin 2 after stabilization

Laurium Boardinghouse

Scope of work

- Inventory and organize historic framing and roofing materials that have collapsed
- Reinforce remaining structure with bracing
- Reconstruct fallen walls and roof using historic material recovered from the site plus other historic barnwood from the Breckenridge area
- Seal off all openings from public access
- No ground or willow disturbance anticipated

Access, Equipment & Materials

- Access boardinghouse from Laurium Trailhead. Work truck or small machine to access the site via the green gate, up the historic dirt road. Will need to cross the shallow pond.
- Equipment: May be able to complete with person power; no equipment. Ty Cortright to determine final plan at the outset of the field season.
- Materials: To include historic barnwood, wood framing, wood shingles for roof, tamper-resistant plexi for door/window openings. Materials to be stored on site near the boardinghouse, but off the road.

Messaging

- Breck History to install temporary signs about the project

Permissions

- No building permit required
- No grading and excavation permit required
- May require wetland delineation, which would push back the project start date and may impact scope. Waiting to hear from Summit County Engineering Dept.
- Will need license agreement with Summit County Government

Proposed start date: Mid-July



Current conditions, Laurium boardinghouse



Rendering of boardinghouse after stabilization

Reiling Dredge Punt

Scope of work

- Clean out debris
- Reinforce structure as needed with historic materials
- Construct elevated base of treated timbers for punt to sit on
- New interpretive sign for punt and new signs at viewing decks around dredge pond
- Formalize path to punt (ToB open space support)

Access, Equipment & Materials

- One to two vehicles to park at Reiling Dredge TH.
- Equipment: No machinery other than tools that can be carried in and across the bridge. Some tools may remain on site during the project.
- Materials: Historic barnwood, lumber, hand tools.

Messaging

- Breck History to install temporary signs about the project

Permissions

- No building permit required
- No grading and excavation permit required
- Will need license agreement with Summit County Government

Proposed start date: Anytime during summer/fall months when we have contractor availability



Current photo of Reiling punt



Rendering of Reiling punt after stabilization

Reliance Dredge

Scope of work

- Formalize social path (with ToB support) from Wellington Road
- Remove branches leaning on dredge remains and other overgrowth around the structure
- Complete limited stabilization of exposed dredge superstructure as needed
- Install interpretive sign

Access, Equipment & Materials

- One to two vehicles to park nearby; will seek permission from BOEC
- No machinery other than tools that can be carried in
- Will remove branches and debris to approved off-site location

Messaging

- Breck History to install temporary signs about the project

Permissions

- Will need wetland delineation (summer 2025), which will likely trigger SHPO consultation because the site was identified as individually eligible for listing on the National Register of Historic Places. Likely a 2026 project once consultations are completed.

Proposed start date: TBD based on wetland delineation and SHPO review





