

# Open Space Board of Trustees

## August 11, 2021

### MEETING AGENDA

*(Please note that times are approximate.)*

- I. (6:00)** Junior Rangers Program Update and Presentation
- II. (6:30)** Approval of the Minutes
- III. (6:35)** Public Comment for Items not Identified for Public Hearing
- IV. (6:45)** \* Review of and Recommendation Regarding the 2022 Open Space and Mountain Parks Department Operating Budget
- V. (7:30)** \* OSBT feedback on changing nighttime No Parking hours on all OSMP parking areas along Flagstaff Road to: "No Parking 1 hour after sunset to 1 hour before sunrise" AND an OSBT recommendation that City Council amend SECTION 7-6-27, "SPECIAL REGULATIONS FOR PARKING IN PARKS AND OPEN SPACE," B.R.C. 1981, TO AMEND CERTAIN PARKING REGULATIONS ON OPEN SPACE AND SETTING FORTH RELATED DETAILS to enable a change in nighttime "No Parking" hours at the Panorama Point and Halfway House parking lots
- VI. (8:20)** Matters from the Department
  - A. Director Verbal Updates
- VII. (8:30)** Matters from the Board
  - A. Greenways Advisory Committee Update
  - B. OSBT Retreat Subcommittee Update
- VIII. (9:00)** Adjourn

\* Public Hearing

### **Written Information:**

- A. North Trail Study Area Implementation: North Sky Trail, Restoration and HCA Implementation Update
- B. 2020 Visitor Infrastructure Annual Report
- C. City Council Information Item: Andrus Road to Airport Road Multi-Use Path (Phase 2)

### Open Space Board of Trustees Members:

*Hal Hallstein (2019-2022)*  
*Karen Hollweg (2018-2023)*  
*Dave Kuntz (2019-2024)*  
*Caroline Miller (2020-2025)*  
*Michelle Estrella (2021-2026)*



**Open Space Board of Trustees**  
**\*TENTATIVE Board Items Calendar**  
 (updated July 30, 2021)

September 8, 2021	October 13, 2021	November 10, 2021
<p><b>Action Items:</b></p> <p><b>Matters from the Department:</b></p> <ul style="list-style-type: none"> <li>• Wildlife Monitoring Data Update</li> <li>• Addressing the Global Climate Crises Here and Now: a. Update on city's Climate Initiative b. Update on OSMP actions</li> <li>• Funded Research Program Update</li> <li>• Director Verbal Updates</li> </ul> <p><b>Matters from the Board:</b></p> <ul style="list-style-type: none"> <li>• Update from the OSBT Retreat Subcommittee</li> </ul>	<p><b>Action Items:</b></p> <ul style="list-style-type: none"> <li>• Recommendation to council on OSMP acquisition of Boulder County Parks and Open Space parcels acquired via 'flood buyout'</li> </ul> <p><b>Matters from the Department:</b></p> <ul style="list-style-type: none"> <li>• Agriculture &amp; Water Program update</li> <li>• Trailhead Condition Assessment &amp; Upcoming Trailhead Projects</li> <li>• Director Verbal Updates</li> </ul> <p><b>Matters from the Board:</b></p> <ul style="list-style-type: none"> <li>• Update from the OSBT Retreat Subcommittee</li> </ul>	<p><b>Action Items:</b></p> <p><b>Matters from the Department:</b></p> <ul style="list-style-type: none"> <li>• Ranger Program Update</li> <li>• RIS Program Update</li> <li>• Real Estate Services Program Update, including Conservation Easement program update</li> <li>• Director Verbal Updates</li> </ul> <p><b>Matters from the Board:</b></p>

\*All items are subject to change. A final version of the agenda is posted on the web during the week prior to the OSBT meeting.

## OPEN SPACE BOARD OF TRUSTEES

Action Minutes

Meeting Date July 14, 2021

Record of this meeting can be found here: <https://bouldercolorado.gov/boards-commissions/upcoming-osbt-meeting> (video start times are listed below next to each agenda item).

### BOARD MEMBERS PRESENT

Hal Hallstein      Karen Hollweg      Dave Kuntz      Caroline Miller

### STAFF MEMBERS PRESENT

Dan Burke      Steve Armstead      Mark Davison      John Potter      Lauren Kilcoyne  
Alison Ecklund      Leah Case      Phil Yates      Bethany Collins      Kacey French  
Jarret Roberts      Frances Boulding      Cole Moffat      Megan Grunewald      Samantha McQueen  
Hilary Dees      Chad Brotherton      Gretchen Bolivar      Megan Bowes      Will Keeley  
Jennelle Freeston      Deonne VanderWoude

### CALL TO ORDER

The meeting was called to order at 6:00 p.m.

### AGENDA ITEM 1 – Approval of Minutes (3:15)

Dave Kuntz moved the Open Space Board of Trustees adopt the minutes from July 9, 2021, as amended. Hal Hallstein seconded. This motion passed four to zero; Michelle Estrella was absent.

### AGENDA ITEM 2 – Public Comment for Items not Identified for Public Hearing (10:15)

None.

### AGENDA ITEM 3 – Matters from the Department (11:55)

Adam Gaylord, Ecologist, and Megan Bowes, Restoration Plant Ecologist, presented an update on New Zealand Mud Snails. The Board asked clarifying questions on how snails are passed between bodies of water and what are the options for dog management and education. They also asked about the response to lack of compliance, and options for the multi-agency app to be able to put out helpful information.

Lauren Kilcoyne, Central Services Manager, and Sam McQueen, Business Services Manager, presented on the Operating Budget. The Board asked clarifying questions on aspects of this budget including planning surrounding fee structures, changes to line items, such as BMPA, and option of adding a line item for volunteers.

Dan Burke gave several updates including tall oatgrass fire mitigation efforts and the upcoming Board field trip on August 4.

### AGENDA ITEM 4 – Request for a recommendation to approve the purchase of a Public Trail Easement, including access rights for open space purposes, over a portion of the property located at 6901 N. Foothills Highway from Raytheon Holdings, LLC for \$23,500 per acre, and with the purchase price of the easement not to exceed \$235,000 (2:04:15)

Bethany Collins, Real Estate Supervisor, Steve Armstead, Acting Trails and Facility Service Area Manager, and Megan Bowes, Restoration Plant Ecologist, presented this item.

### Public Comment (2:41:00)

None.

**Return to the Board (2:41:40)**

The Board discussed this easement and varying thoughts on the placement of this trail connection. Hal expressed his pleasure in the placement of this easement, and added that it will preserve north facing soil, preserving the area while also allowing for a great trail connection. Concern was expressed in dogs being allowed to use this trail with so much mixed use. Dave expressed his displeasure in the trail bisecting one of the last unfragmented habitat blocks on the northern front range. Karen asked if eliminating dog use on this trail altogether is an option given the regional trail use and potential conflict with other users.

**Motion (3:05:22)**

**Hal Hallstein moved the Open Space Board of Trustees recommend that the Boulder City Council approve the purchase of a Public Trail Easement, including access rights for open space purposes, over property located at 6901 N. Foothills Highway from Raytheon Holdings, LLC for \$23,500 per acre, and with the purchase price of the easement not to exceed \$235,000, subject to OSMP and CAO review and acceptance of due diligence and easement documents. Caroline Miller seconded. This motion passed four to zero; Michelle Estrella was absent.**

**AGENDA ITEM 5 – Matters from the Board (3:08:00)**

The Board appointed Dave and Caroline to act as a sub-committee for the upcoming Board retreat.

The Board asked if staff could send the Doudy Draw redesign. Staff said they are still working on this but would be happy to share via email when available. Additionally, the Board asked some clarifying questions about the draft CU South Annexation agreement that was released.

**ADJOURNMENT** – The meeting adjourned at 9:39 p.m.

These draft minutes were prepared by Leah Case.





**CITY OF BOULDER  
OPEN SPACE BOARD OF TRUSTEES**

**MEETING DATE: August 11, 2021**

**AGENDA TITLE:** Review of and recommendation regarding the 2022 Open Space and Mountain Parks Department Operating Budget

**PRESENTERS:**

Dan Burke, Director, Open Space and Mountain Parks  
Lauren Kilcoyne, Central Services Manager  
Samantha McQueen, Business Services Manager

**EXECUTIVE SUMMARY**

The purpose of this item is a request for the Open Space Board of Trustees (OSBT) to:

Meet its Charter requirement to, “Review the City Manager's proposed budget as it relates to Open Space matters and submit its recommendations concerning said budget to the City Council.” Staff requests that OSBT review and recommend that the City Council approve the Open Space and Mountain Parks (OSMP) Department’s 2022 Operating Budget of \$25,619,584 to be allocated from the Open Space Fund to cover the 2022 operating expenditures and transfers as outlined in this memorandum and related attachments.

At the June business meeting, the OSBT unanimously approved and recommended the 2022 OSMP Capital Improvement Program (CIP) budget of \$4,943,000 from the Open Space Fund and \$428,000 allocation from the Lottery Fund.

At the July business meeting, staff provided an update on the Draft 2022 Operating Budget. At the August 11 meeting, there will be a brief staff presentation and public hearing on the proposed operating budget followed by OSBT recommendation. In addition to the August 11 public hearing, the public will have an opportunity to comment during City Council’s discussions and review of the 2022 recommended budget during future public hearings later this fall.

**STAFF RECOMMENDATION**

Staff requests Open Space Board of Trustees’ consideration of this matter and action in the form of the following motion:

Motion to recommend that City Council approve an appropriation of \$25,619,584 in 2022 for the Open Space and Mountain Parks Operating Budget from the Open Space Fund as outlined in this memorandum and related attachments

### **UPDATES SINCE JULY BUSINESS MEETING**

Since the July business meeting, the Finance Department has completed its review of 2020 revenues and expenses. The Open Space Fund Financial (**Attachment A**) has been slightly updated as a result. On the revenue side, Agricultural and Caretaker Lease revenue has decreased by \$20,198 from what was presented in the July memo and attachments. This relates to deferred revenue from payments made in 2021 towards 2020 agricultural leases. This revenue will now be recognized in 2021. On the expense side, Finance has completed initial review of OSMP's COVID-19 expenses. It has been determined that these expenses, totaling \$124,642, will be removed from the Open Space Fund Financial (decreasing OSMP's 2020 actual expenditures) and instead will be captured as citywide COVID-19 response and recovery expenses as the city seeks reimbursement for these expenses through outside entities.

The Finance Department has also provided updated personnel modeling estimates for 2022, which increased the operating budget by \$113,540. As discussed during the July business meeting, the Finance Department provides budget guidelines around staff salary and health benefit costs to OSMP. It is not unusual to see changes in projected personnel expenditures as Finance and the Human Resources Department work to finalize benefit rates and pay bands for the coming year. As a reminder, modeled personnel expenditures assume that there will be a restoration of annual merit salary increases for employees in 2022 after a freeze on merit increases in 2021 during COVID-19 revenue shortfalls. Salary increases are based on citywide pay bands as well as requirements in the Boulder Municipal Employee Association (BMEA) union contract. Increases to benefit costs are based on city negotiations and contracts with the health insurance providers. To date, the city has completed three of four 2022 personnel expenditure projections, and this memo and attachments reflect the most up to date personnel cost estimates from that modeling. The department does not anticipate additional changes to modeled OSMP personnel expenditures after the August business meeting.

At the July business meeting, the OSBT expressed general support for OSMP's 2022 operating budget and for the changes that were incorporated into the operating budget memo and materials based on OSBT feedback during the 2021 budget process. For example, the Open Space Fund Financial was adjusted to include additional detail around non-sales and use tax revenue. Per OSBT request, a separate line was added to reflect agricultural and caretaker lease revenues. On the expense side, additional detail was provided in the July memo around the number of temporary and seasonal employees by program, and around the personnel and non-personnel budget breakdown by program. The OSBT also expressed support for the department's proposal to more closely connect the operating budget to the Master Plan in future years, similar to the connections made between the recommended CIP and the Master Plan.

As a reminder, it is generally assumed that base operating budget will continue to be funded each year (budget reduction cycles excepted). Any "increases to base" necessitate submission of a budget request to the city's Executive Budget Team, comprised of representatives from the City Manager's Office, the Finance Department, and a rotating subset of department directors who ensure a consistent city budget approach and responsible fund stewardship. OSMP presented the draft 2022 operating and CIP budgets to the Executive Budget Team on June 23. Since the July business meeting, OSMP has been informed that the Executive Budget Team has approved all department budget requests. Approval from Executive Budget Team indicates that the requests will be allowed to proceed to City Council as part of the City Manager's Recommended 2022 Budget. The OSBT and Planning Board recommendations around the 2022 budget will occur in advance of City Council review.

**Executive Budget Team Input**

The 2022 budget as outlined received the full support of the Executive Budget Team, and the City Manager will recommend approval of OSMP budget requests by City Council. OSMP submitted four budget requests as part of the 2022 budget process. As a reminder, requests are as follows:

<b>Type (Request/Reduction)</b>	<b>One-Time or Ongoing</b>	<b>Impact</b>
Request	Ongoing	<b>Restore COVID-19 reductions:</b> Restore \$321,000 in personnel budget and \$980,000 in non-personnel budget that was reduced in 2021 as a result of COVID-19 revenue shortfalls. Of the \$980,000 in non-personnel budget, \$458,000 will be programmed back to service areas to align with pre-COVID-19 operating budgets. The remaining \$522,000 will be used to further Tier 1 Master Plan priorities.
Request	Ongoing	<b>Remove fixed-term end dates on 3.0 FTE:</b> To implement guidance from the approved Preferred Alternative Approach, OSMP will remove fixed-term end dates from soil health (1.0 FTE), prairie dog management (1.0 FTE), and wildlife ecology (1.0 FTE) positions and will make the positions ongoing. There is no added budget required to support this request.
Request	Ongoing	<b>Convert two temporary positions to standard ongoing FTE:</b> To implement guidance from the approved Resource Information Services (RIS) Strategic Operating Plan and the citywide Design the Future plan, which sets strategic direction around city data management and Geographic Information Systems (GIS), OSMP will convert one temporary Human Dimensions data management position and one temporary GIS position to standard ongoing positions. Through staff transitions in 2021, it is anticipated that the department will repurpose existing funds to pay for the two ongoing positions. The FTE count from the vacated position(s) will also be used to support the conversions.
Request	One-Time	<b>Implement 2022-2027 OSMP Capital Improvement Program (CIP):</b> Implement projects identified in the 2022 OSMP Capital Improvement Program (CIP). The CIP budget is funded with \$4,943,000 from the Open Space Fund and \$428,000 allocation from the Lottery Fund. The OSBT unanimously approved and recommended the 2022 OSMP CIP budget at the June business meeting.

**BACKGROUND**

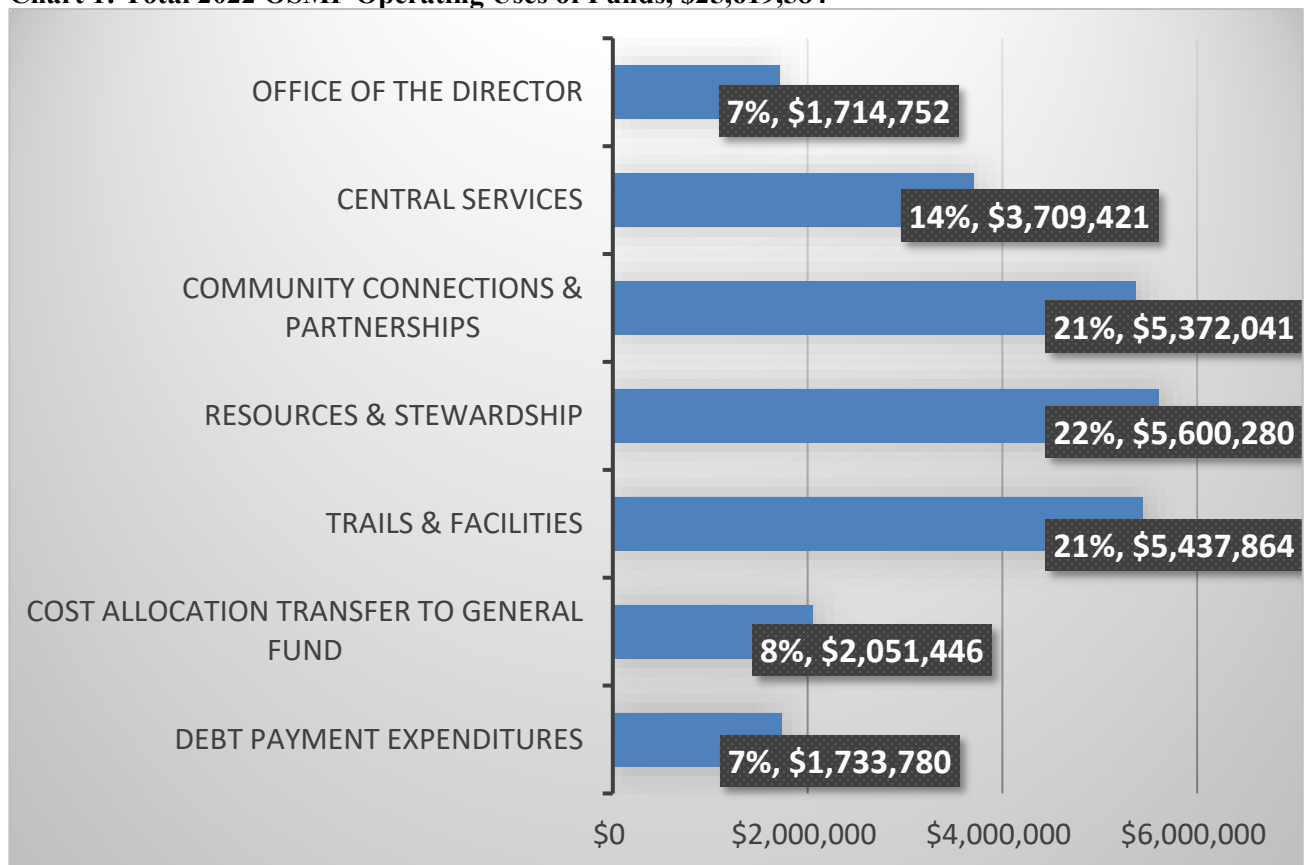
As outlined in the July memo, the draft 2022 Open Space and Mountain Parks (OSMP) operating budget allocates core service activities supporting the important work required to protect, maintain, and support the Open Space system. Projects and programs supported through OSMP’s operating budget, and are a part of, the department’s core mission include ecosystem monitoring, maintenance and restoration; agricultural lands management; safety and enforcement; ongoing strategic property acquisitions; conservation easement compliance; day-to-day maintenance of trailheads and trails; strategic and resource planning; community engagement and visitor outreach, education and events; human dimensions research and monitoring; providing media services, web-

based information and social media; permitting and fees management; administrative, financial and technical support for the department; providing support for the OSBT; etc.

The department organizes most of its operating budget by Service Area/Office of the Director, with each of OSMP’s four Service Areas containing several workgroups and programs consistent with the organizational chart. The goal of the operating budget is to ensure that dollars support core service projects and programs that provide high value to the community and deliver on commitments.

As a result of personnel modeling changes from the Finance Department outlined above, the total operating budget for OSMP Service Areas increased to \$21,834,358 from the \$21,720,818 that was shared at the July business meeting. The draft operating budget is divided across operating budget categories as follows:

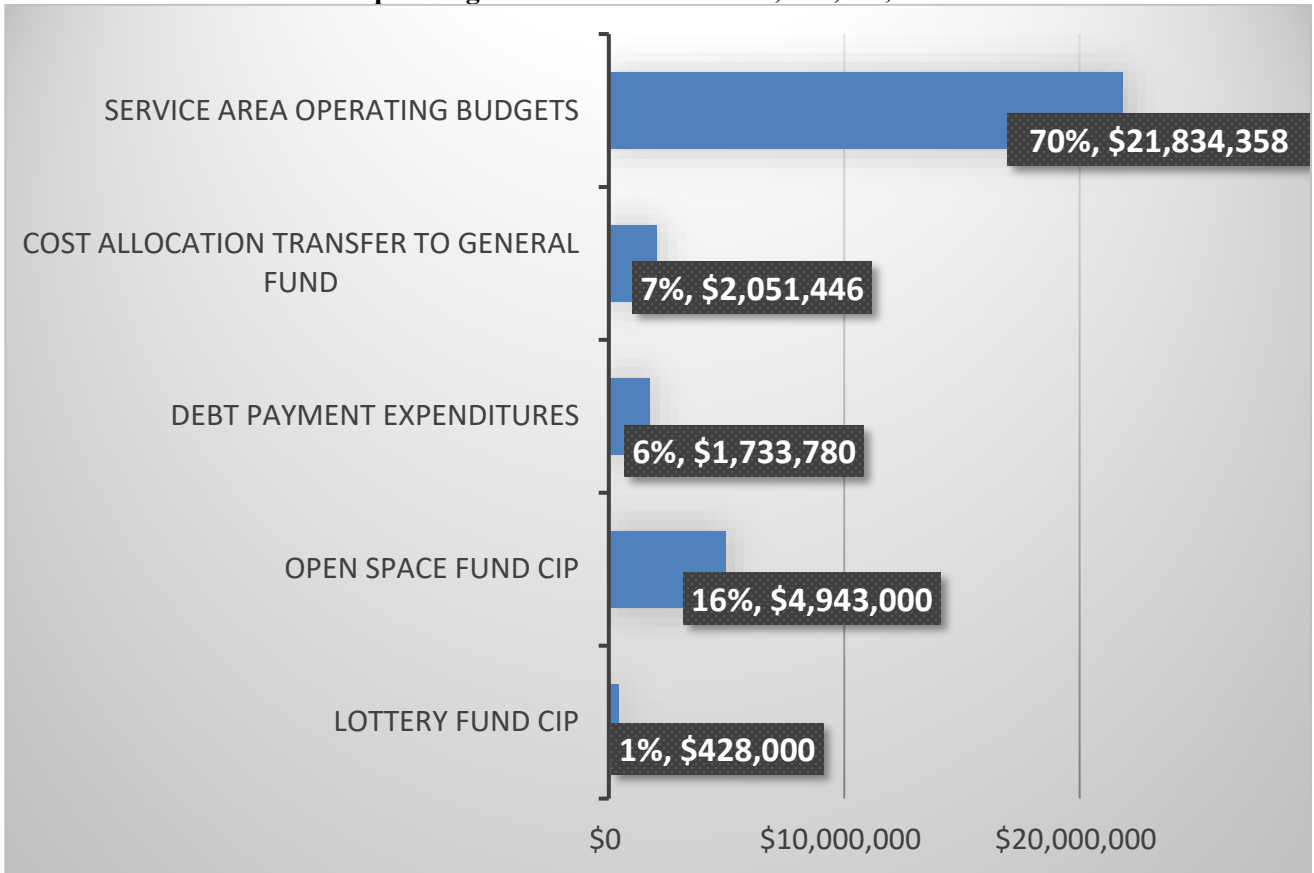
**Chart 1: Total 2022 OSMP Operating Uses of Funds, \$25,619,584**



**Total Budget**

In total, the 2022 OSMP operating budget represents approximately 83% of the overall OSMP budget for 2022, with the 2022-2027 Open Space Fund and Lottery Fund CIP unanimously recommended at the June business meeting accounting for the remainder. The recommended 2022 operating budget for the Open Space and Lottery Funds, including personnel and non-personnel expenditures, interdepartmental charges, cost allocation, and debt service is \$25,619,584. Total uses of funds in 2022, including both CIP and operating, total \$30,990,584 and are allocated as follows:

**Chart 2: Total 2022 OSMP Operating and CIP Uses of Funds, \$30,990,584**



**PUBLIC FEEDBACK**

This item is being heard at this public meeting advertised in the *Daily Camera* on Aug. 8, 2021. On Aug. 19, 2021, the City Planning Board will review the 2022-2027 CIP recommended by staff. City Council will hold its study session on the CIP and operating budget on Sept. 14, 2021. First and second readings of the 2022 budget and ordinances will be held on October 5 and 19, respectively.

**ATTACHMENTS:**

- **Attachment A:** Open Space Fund Financial

**OPEN SPACE 2022 FUND FINANCIAL**

	2020 Actual	2021 Revised	2022 Recommended	2023 Projected	2024 Projected	2025 Projected	2026 Projected	2027 Projected
<b>Beginning Fund Balance</b>	\$ 26,506,903	\$ 23,330,576	\$ 8,639,866	\$ 9,308,150	\$ 7,521,731	\$ 8,138,249	\$ 9,065,249	\$ 10,350,937
<b>Sources of Funds</b>								
Net Sales Tax Revenue	\$ 26,761,654	\$ 25,874,992	\$ 29,773,148	\$ 31,005,976	\$ 32,042,789	\$ 33,107,402	\$ 34,253,583	\$ 35,271,164
Agricultural and Caretaker Leases	434,170	463,455	468,090	472,771	477,499	482,274	487,096	491,967
Investment Income	449,019	372,954	375,639	379,395	383,189	387,021	390,891	394,800
Miscellaneous Revenue	70,444	71,148	71,860	72,578	73,304	74,037	74,778	75,525
Real Estate Sales and Pass Through	1,991,250	245,384	245,384	245,384	245,384	245,384	245,384	245,384
Special Activity Charges, Permits, Fees	367,261	293,809	296,747	299,714	302,711	305,738	308,796	311,884
Grants	28,000	-	-	-	-	-	-	-
<b>Total Sources of Funds</b>	<b>\$ 30,101,798</b>	<b>\$ 27,321,742</b>	<b>\$ 31,230,868</b>	<b>\$ 32,475,819</b>	<b>\$ 33,524,877</b>	<b>\$ 34,601,857</b>	<b>\$ 35,987,529</b>	<b>\$ 37,017,725</b>
<b>Uses of Funds</b>								
Office of the Director	\$ 1,601,989	\$ 1,723,031	\$ 1,714,752	\$ 1,800,490	\$ 1,854,504	\$ 1,910,139	\$ 1,986,545	\$ 2,066,007
Central Services	2,948,479	3,364,391	3,709,421	3,894,892	4,011,739	4,132,091	4,297,375	4,469,270
Community Connections & Partnerships	4,583,419	5,042,895	5,372,041	5,640,644	5,809,863	5,984,159	6,223,525	6,472,466
Resources & Stewardship	4,599,735	5,366,620	5,600,280	5,880,294	6,056,702	6,238,403	6,487,940	6,747,457
Trails & Facilities	4,859,711	5,226,473	5,437,864	5,709,757	5,881,050	6,057,482	6,299,781	6,551,772
Carryover/ATB Operating	-	13,391,004	-	-	-	-	-	-
Cost Allocation	2,121,454	2,121,454	2,051,446	2,102,732	2,155,300	2,209,183	2,264,413	2,321,023
Capital Improvement Program	10,756,861	4,038,705	4,943,000	7,500,000	6,000,000	6,000,000	6,000,000	6,000,000
Transfer to BMPA	1,153,790	1,084,424	1,084,424	1,084,424	490,769	490,769	490,769	490,769
Debt Service - Bonds & Notes	652,686	653,456	649,356	649,006	648,431	652,631	651,494	654,500
<b>Total Uses of Funds</b>	<b>\$ 33,278,125</b>	<b>\$ 42,012,453</b>	<b>\$ 30,562,584</b>	<b>\$ 34,262,238</b>	<b>\$ 32,908,359</b>	<b>\$ 33,674,857</b>	<b>\$ 34,701,841</b>	<b>\$ 35,773,264</b>
<b>Ending Fund Balance Before Reserves</b>	<b>\$ 23,330,576</b>	<b>\$ 8,639,866</b>	<b>\$ 9,308,150</b>	<b>\$ 7,521,731</b>	<b>\$ 8,138,249</b>	<b>\$ 9,065,249</b>	<b>\$ 10,350,937</b>	<b>\$ 11,595,398</b>
<b>Reserves</b>								
OSMP Contingency Reserve	\$ 4,504,253	\$ 4,916,549	\$ 5,123,917	\$ 5,084,825	\$ 5,112,588	\$ 5,534,971	\$ 5,740,368	\$ 5,954,653
OSMP High Priority Investments	-	-	1,000,000	1,000,000	1,500,000	2,000,000	2,500,000	2,500,000
PERA Legislative Contingency	-	-	-	-	-	-	-	-
Pay Period 27 Reserve	330,119	377,063	429,152	481,242	533,331	52,090	104,179	156,269
Sick/Vacation/Bonus Reserve	48,542	44,891	46,238	47,625	49,054	50,526	52,041	57,962
FEMA De-obligation Reserve	383,488	383,488	383,488	383,488	383,488	383,488	383,488	383,488
<b>Total Reserves</b>	<b>\$ 5,266,402</b>	<b>\$ 5,721,991</b>	<b>\$ 6,982,795</b>	<b>\$ 6,997,180</b>	<b>\$ 7,578,461</b>	<b>\$ 8,021,075</b>	<b>\$ 8,780,076</b>	<b>\$ 9,452,372</b>
<b>Ending Fund Balance After Reserves</b>	<b>\$ 18,064,175</b>	<b>\$ 2,917,876</b>	<b>\$ 2,325,355</b>	<b>\$ 524,551</b>	<b>\$ 559,788</b>	<b>\$ 1,044,173</b>	<b>\$ 1,570,860</b>	<b>\$ 2,143,027</b>

**CITY OF BOULDER  
OPEN SPACE BOARD OF TRUSTEES**

**MEETING DATE: August 11, 2021**

**AGENDA TITLE:** OSBT feedback on changing nighttime “No Parking” hours on all OSMP parking areas along Flagstaff Road to: “No Parking 1 hour after sunset to 1 hour before sunrise” AND an OSBT recommendation that City Council amend SECTION 7-6-27, “SPECIAL REGULATIONS FOR PARKING IN PARKS AND OPEN SPACE,” B.R.C. 1981, TO AMEND CERTAIN PARKING REGULATIONS ON OPEN SPACE AND SETTING FORTH RELATED DETAILS to enable a change in nighttime “No Parking” hours at the Panorama Point and Halfway House parking lots

**PRESENTERS:**

Dan Burke, Director, Open Space and Mountain Parks  
Mark Davison, Community Connections & Partnerships Manager  
Burton Stoner, Ranger/Naturalist Manager  
Gretchen Bolivar, Lead Ranger  
Lisa Goncalo, Recreation Coordinator II

**EXECUTIVE SUMMARY**

Increasing public safety issues and impacts to the natural resources on Open Space and Mountain Parks (OSMP) during nighttime hours are of growing concern along the Flagstaff Road corridor. At night, illegal use of marijuana and alcohol, trespassing and other serious criminal activity have increased in recent years, creating greater safety concerns for visitors and rangers alike. Additionally, such illegal activities have a greater risk of impacts resulting to natural resources including additional wildfire risk from fires, lighters and cigarette butts, as well as additional stress on wildlife sensitive to nighttime public use resulting from nighttime vehicle noise, lights, loud music, large group gatherings and trash. These activities are disruptive to dark skies and natural soundscapes. Rangers have also observed an increase in litter and trash including broken glass, used hypodermic needles, condoms, fireworks, cigarette butts, cases of empty alcohol bottles, guns and gun parts, take-out containers, marijuana containers and vaping devices, which stem primarily from nighttime activities occurring along Flagstaff.

Based on years of ranger patrol observations and supporting data, staff believe that the existing parking hours along Flagstaff, that allow parking up to 11 p.m. in most areas, and up to 12 a.m. at two locations, needs to be updated to adequately address the growing concerns related to illegal nighttime activities and resulting public safety issues and natural resource impacts. Staff assessment of neighboring open space agencies and state parks indicated the general practice is to restrict access from sunset to sunrise. To effectively reduce illegal nighttime activities stemming from nighttime parking on Flagstaff, staff will be implementing changes to the parking hours on Flagstaff that align more closely with regional dawn to dusk practices but allowing parking up to one hour after dusk and one hour before sunrise.

**STAFF RECOMMENDATION**

Staff requests Open Space Board of Trustees’ (OSBT) feedback on its plans to change “No Parking” hours on all OSMP parking areas along Flagstaff Road to: No Parking one hour after sunset to one hour before sunrise; AND an OSBT action in the form of the following motion:

Motion to recommend that City Council amend SECTION 7-6-27, "SPECIAL REGULATIONS FOR PARKING IN PARKS AND OPEN SPACE," B.R.C. 1981, TO AMEND CERTAIN PARKING REGULATIONS ON OPEN SPACE AND SETTING FORTH RELATED DETAILS as to enable new nighttime "No Parking" hours at the Panorama Point and Halfway House parking lots as identified in Attachment B

### **PUBLIC FEEDBACK**

This item is being heard at this public meeting advertised in the *Daily Camera* on Aug. 8, 2021.

### **BACKGROUND**

OSMP properties border Flagstaff Road, located just west of Boulder. Along the first five miles of Flagstaff Road, there are OSMP trailheads, picnic areas, trails, climbing areas, and scenic lookouts. These OSMP visitor amenities have become a destination for local visitors as well as visitors from all along the Front Range and out-of-state tourists. Flagstaff Road has seen increased visitation and changing visitation patterns throughout the COVID pandemic, which has also resulted in the rangers responding to more public safety issues and observing an increase in visitor encroachment into high value natural resource areas and Habitat Conservation Area (HCA) lands adjacent to Flagstaff Road. These COVID patterns of use ended up putting a greater lens on this activity causing rangers to increase concern and recognize they have been confronting these uses for many years with limited success in mitigating them.

Along Flagstaff, there are eight trailheads: Panorama Point, Halfway House, Crown Rock, Realization Point, Flagstaff Summit, Lost Gulch Overlook, Cathedral Park and Long Canyon. The parking hours for most of these trailheads is "No Parking from 11PM-5AM". Panorama Point and Halfway House Trailhead are "No Parking from 12AM-5AM. While the existing parking hours prohibit vehicle parking after 11PM or 12AM, hiking trails remain open and accessible to visitors 24 hours a day.

### **ANALYSIS**

A ranger's typical patrol schedule does not overlap with the later nighttime-allowed parking hours; meaning on most nights, Rangers are not on patrol when illegal activities of concern are occurring at these trailheads. However, to better manage and understand the issues occurring along Flagstaff Road, Rangers have implemented proactive, periodic night patrols and have observed nighttime uses along Flagstaff Road that are of concern, specifically at OSMP trailheads and access points, and related climbing and viewpoint areas. An increasing number of Ranger contacts at night have been for public safety related issues such as Driving Under the Influence, Minors in Possession of alcohol and marijuana, as well as injured hikers who were intoxicated. Many contacts are also related to resources impacts including littering, discarded glass containers and fires. Other issues observed include graffiti, broken glass and damage to infrastructure that has occurred during the nighttime hours. In addition, more serious crimes have also occurred on OSMP property during the nighttime hours and have been documented by the Boulder County Sheriff's Office.

With Flagstaff being in close proximity to a heavily populated area, and because there are no houses/residents for the initial 5 miles, Flagstaff is a location that may have a perception as an area that illegal and criminal activity can go undetected compared to other areas adjacent to the city. This is especially the case at night in the cloak of darkness. In the past year alone, Rangers have documented many serious crimes and incidents on Flagstaff that occurred at nighttime hours including:

- Panorama Point Trailhead fire
- Panorama Point armed robbery



- Female who was intoxicated and broke her back at 3000 Flagstaff (requiring a full rescue operation)
- DUI death at 1000 Flagstaff (they were driving down Flagstaff after stopping at Lost Gulch)
- Fraternity hazing involving Minor’s in Possession of Alcohol
- Many contacts with Minor’s in Possession and possible DUI’s when on night patrol

Neighboring Front Range open space and state park agencies generally close their entire parks from sunset – sunrise.

<b>Agency</b>	<b>Hours</b>
City of Boulder OSMP	11pm-5am: Most Flagstaff and other OSMP Trailheads 12am-5am: Halfway House and Panorama Point Trailheads Dusk to Dawn: Chapman and Buckingham Park Trailheads
Boulder County Parks and Open Space	Sunset to sunrise
Jefferson County Open Space	1 hour after sunset to 1 hour before sunrise
Larimer County Open Space	Sunset to 6 a.m.
Eldorado Canyon State Park	Sunset to sunrise

**Management Action:**

Currently, all OSMP trailheads and access points along Flagstaff Road have the least restrictive nighttime parking limits along the front range. Previous plans have called for managing increased visitation with adaptive management approaches, including the West Trail Study Area (TSA), Visitor Master Plan and the OSMP Master Plan (MP) (see supporting MP strategies in **Attachment A**)

In order to balance public safety and natural resource protection while providing access to OSMP property, OSMP staff will change, pending council’s approval to amend Boulder Revised Code, the “No Parking” signage at all OSMP trailheads, parking areas and viewpoints along Flagstaff Road to **“No Parking 1 hour after sunset to 1 hour before sunrise”**. This allows for continued sunrise and sunset viewing, and all legal activities when there is still light in the sky. The updated parking hours will also align more with typical Ranger patrol schedules, enabling OSMP to have more of a routine presence during the full duration of allowed parking hours. Trails will continue to remain open with no time restrictions, as is the current practice.

After consultation with and review by the City Attorney’s Office, they concluded staff has the management authority to move forward with enacting the new parking hours and changing the signage on all Flagstaff parking areas to reflect the new “No Parking” hours in accordance with Boulder Revised Code sign standards with the exception of the Panorama Point and Halfway House parking lots which do require council’s approval to amend the Boulder Revised Code.

Pending council approval to amend Boulder Revised Code, OSMP staff will be replacing the old signs with the updated “No Parking” hours, providing public outreach advising of the new parking hours change, and increasing/adjusting Ranger’s schedules to allow for more proactive patrol of Flagstaff at night, to increase education and enforcement.

**NEXT STEPS**

- August: OSBT recommendation to City Council
- September/October: City Council review and consider approving OSBT recommendation
- Fall: Pending council approval, implement new code through ranger patrols and replacement of signage

**ATTACHMENTS:**

- **Attachment A:** OSMP Master Plan supporting strategies for staff recommendation
- **Attachment B:** Recommended amendments to SECTION 7-6-27, “SPECIAL REGULATIONS FOR PARKING IN PARKS AND OPEN SPACE,” B.R.C. 1981

## ATTACHMENT A

### OSMP Master Plan supporting strategies for staff recommendation

1 EHR.3) ADDRESS THE GLOBAL CLIMATE CRISIS HERE AND NOW For the benefit of natural ecosystems and future generations, exhibit environmental leadership by taking immediate, targeted and unified action in response to ecosystem changes that the global climate crisis will bring about.

2 EHR.4) REDUCE UNDESIGNATED TRAILS Guided by best practices or area-specific plans, mitigate resource impacts by restoring, designating, re-routing or recategorizing undesignated trails, especially in sensitive habitat areas, while considering appropriate routes to serve desired destinations for visitors.

3 EHR.8) REDUCE IMPACTS FROM NOISE, LIGHT AND NEARBY LAND USES Mitigate impacts to wildlife, sensitive habitat areas, scenic character or natural soundscapes from noise pollution, light pollution and adjacent land uses.

3 EHR.9) REDUCE AND OFFSET OSMP GREENHOUSE GAS EMISSIONS Support the citywide climate commitment by reducing and offsetting greenhouse gas emissions related to departmental operations.

1 RRSE.1) ASSESS AND MANAGE INCREASING VISITATION Continue implementing measures from approved plans to mitigate impacts of increasing visitation in specific locations, while also updating the systemwide visitor use management plan to generate and implement ideas for understanding and addressing visitation growth throughout the system and to nurture stewardship and enjoyable visitor experiences.

3 RRSE.8) PROVIDE WELCOMING AND INSPIRING VISITOR FACILITIES AND SERVICES For a range of visitor demographics, continue to provide and improve welcoming, sustainable and accessible trailheads and facilities that lay lightly on the land and inspire understanding of the surrounding landscape, such as the Ranger Cottage, Flagstaff Nature Center, Panorama Point, and other gathering areas or viewpoints.

FS.4) TAKE CARE OF WHAT WE HAVE Focus capital investments on retaining the health of ecosystems on OSMP properties, as well as maintenance of existing trails, amenities and agricultural infrastructure.

ORDINANCE XXXX

AN ORDINANCE AMENDING SECTION 7-6-27, "SPECIAL REGULATIONS FOR PARKING IN PARKS AND OPEN SPACE," B.R.C. 1981, TO AMEND CERTAIN PARKING REGULATIONS ON OPEN SPACE AND SETTING FORTH RELATED DETAILS.

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF BOULDER, COLORADO:

Section 1. Section 7-6-27, "Special Regulations for Parking in Parks and Open Space," B.R.C. 1981, is amended as follows:

No vehicle shall be parked in any park, parkway, recreation area, or open space:

- (a) In a manner that blocks or impedes travel on or into a designated fire road or other emergency access;
- (b) Contrary to posted signs;
- (c) Between 11 p.m. and 5 a.m. in open space and mountain parks unless otherwise posted or 12 midnight and 5 a.m. in other parks, parkways, recreation areas; or
- (d) In an area for which a parking permit or fee is required without paying the required fee in accordance with Chapter 4-24, "Parks and Open Space Parking Permits," B.R.C. 1981.

Section 2. This ordinance is necessary to protect the public health, safety, and welfare of the residents of the city, and covers matters of local concern.

Section 3. The city council deems it appropriate that this ordinance be published by title only and orders that copies of this ordinance be made available in the office of the city clerk for public inspection and acquisition.

1 INTRODUCTION, READ ON FIRST READING, AND ORDERED PUBLISHED BY  
2 TITLE ONLY this 21<sup>st</sup> day of September 2021.

3  
4  
5 Attest: Sam Weaver, Mayor

6  
7 Elesha Johnson, City Clerk

8 READ ON SECOND READING, PASSED AND ADOPTED this 19<sup>th</sup> day of October  
9 2021.

10  
11  
12 Attest: Sam Weaver, Mayor

13  
14  
15 Elesha Johnson, City Clerk

# **GREENWAYS ADVISORY COMMITTEE MEETING**

**Monday, 26 August 2021, 6:00 p.m. (Virtual)**

---

## Agenda Highlights:

1. Call to order (6:00 p.m.)
2. \*Public Participation and Comments (6:01 p.m.)
3. \*Public hearing and consideration of recommendation regarding Greenways Capital Improvement Program (CIP) (6:10 p.m.)
  - a. Presentation
  - b. Questions and Answers
  - c. Recommendation to City Council
4. Matters from Staff (7:00 p.m.)
5. Matters from the Committee (7:15 p.m.)
6. Adjournment (7:30 p.m.)

\* Public Comment Item

Information: Please contact the GAC Secretary at [GACSecretary@bouldercolorado.gov](mailto:GACSecretary@bouldercolorado.gov)

**CITY OF BOULDER  
GREENWAYS ADVISORY COMMITTEE  
AGENDA ITEM**

**MEETING DATE: July 26, 2021, 6 – 7:30 p.m. (Virtual)**

**AGENDA TITLE:** 2022-2027 Greenways Capital Improvement Program

**PRESENTERS:**

Joe Taddeucci, Director of Utilities  
Joanna Bloom, Deputy Director of Utilities  
Meghan Wilson, Water Quality Manager

**EXECUTIVE SUMMARY**

The Greenways Advisory Committee (GAC) has met since 2001 to review and provide a recommendation to Planning Board on the Greenways Capital Improvement Program and to review capital projects along Greenways that require a Community and Environmental Assessment Process (CEAP).

This memorandum recommends approval of the 2022–2027 Greenways Capital Improvement Program, which is similar to last year’s CIP with adjustments to project schedules and a renewed focus on habitat management and overall Greenways maintenance. There are no CEAP projects this year.

**STAFF RECOMMENDATION**

Staff recommends that the Greenways Advisory Committee make the following motion related to the Greenways 2022–2027 CIP:

The Greenways Advisory Committee recommends approval of the 2022–2027 CIP Greenways program.

**BACKGROUND**

The City of Boulder Greenways system is composed of corridors along riparian areas including Boulder Creek and its 14 tributaries and one distributary (Boulder Slough). Greenways provide an opportunity to integrate multiple objectives, including habitat protection, water quality enhancement, storm drainage and floodplain management, alternative transportation routes for pedestrians and bicyclists, recreation and protection of cultural resources. As part of the recent Public Works Assessment, the Public Works–Utilities Department identified flood and stormwater conveyance as a top priority for Greenways management.

Components of the Greenways system are managed and maintained by several city departments, including Public Works–Utilities, Public Works–Transportation & Mobility, Parks and Recreation and Open Space and Mountain Parks. In 2021, through the Public Works Assessment, staff clarified roles and areas of responsibility for each department, and the Utilities Maintenance work group reorganized and identified additional staff to enhance the existing maintenance program for flood conveyance and adjacent riparian areas.

The Greenways CIP is guided by the [Greenways Master Plan](#), last updated in 2011. The Utilities and Transportation & Mobility departments typically contribute \$97,500 each to the Greenways CIP annually. In addition, the state Lottery Fund, allocated to the city through the Conservation Trust Fun, contributes funding each year, calculated as 15% of the total Lottery funds allotted to the city. An estimated amount of \$151,100 is used for the 2022–2027 CIP. Lottery funds can be used for the acquisition, development and maintenance of new conservation sites and capital improvements for recreational purposes.

The Greenways CIP follows an opportunistic approach, contributing funding toward other projects occurring in or adjacent to the system or private development to meet the various objectives of the Greenways Program. The Greenways CIP also looks to leverage funds with outside agencies to move projects forward that meet more than one objective of the Greenways Program but may not be the highest priority when evaluating any one particular objective. The 2011 Greenways Master Plan also identified stand-alone habitat restoration and maintenance projects for the Greenways CIP.

## **ANALYSIS**

### 2022–2027 Greenways CIP

The 2022 annual funding distribution for the Greenways capital program is as follows:

Transportation & Mobility Fund	\$97,500
Stormwater & Flood Management Utility Fund	\$97,500
<u>Lottery Fund (estimated)</u>	<u>\$151,100</u>
<b>Total</b>	<b>\$346,100</b>

The 2022–2027 Greenways CIP (Attachment A) is similar to last year’s as presented in the [2020 Greenways Advisory Committee memo](#). Following is a brief description of each project, including changes from last year. With some projects shifting out to later years, funds are available for smaller near-term projects and maintenance and restoration needs.

- Fourmile 19th–22nd: A new underpass and related improvements will improve safety and accessibility for pedestrians and cyclists and create additional flood capacity under the roadway. Greenways funding will supplement Community, Culture and Safety Tax funding. Funding moved from 2021 to 2022, with construction expected to begin in 2022.
- Gregory Canyon Creek: Habitat and water quality improvements along the Gregory Canyon Creek corridor will be coordinated with 10-year flood mitigation improvements currently under design between Arapahoe Ave. and Pennsylvania Ave. Additional funding for this project is being provided by the Mile High Flood District.
- Fourmile Upland to Broadway: Flood mitigation and related improvements will be coordinated with the Parks and Recreation Violet Park project, anticipated to be designed in 2022 with construction beginning in 2023, pending updates to floodplain mapping.
- Skunk/Bluebell/Upper Goose/Two-mile: Funding is identified to supplement future major drainageway improvements along these corridors. Mitigation master plans have been developed and are slated for community engagement on the proposed recommendations.
- Stream/Habitat Assessment and Operating Plan: This project replaces the Greenways Master Plan to reflect the need to update the condition index that was completed with previous master plan updates and the need for a succinct tactical guide for ongoing



maintenance needs and planning for future restoration projects. The assessment and operating plan will be used to prioritize future stand-alone Greenways projects as well as enhancements to other planned projects.

- Maintenance and Restoration: Each year, a portion of CIP funding is used for maintenance and smaller restoration projects throughout the Greenways system. Beginning in 2022, funding has been increased from about \$41,000 to \$100,000 to better meet ongoing needs throughout the system.
- Boulder Creek Corridor Study Improvements: This is a new line item to supplement projects identified through the upcoming Boulder Creek Corridor Study, led by the Parks and Recreation Department. Projects that meet multiple Greenways objectives will be prioritized.

In addition to the list of funded projects, staff across departments have identified several projects for future funding as it becomes available (Attachment B). The results of the Stream/Habitat Assessment will help prioritize these and other projects in the future.

There are many factors currently impacting the health and condition of the Greenways system such as tree loss due to EAB, pollinator and native species decline, spread of noxious weeds, contamination from pesticide use, and soil erosion. Significant environmental changes are taking place due to climate change compounding these factors and impacting natural ecosystems. Staff continue to coordinate across departments to update standards and guidance for restoration and maintenance and to collaborate on projects.

## **ATTACHMENTS**

Attachment A: 2022-2027 Greenways Capital Improvement Program Summary Spreadsheet

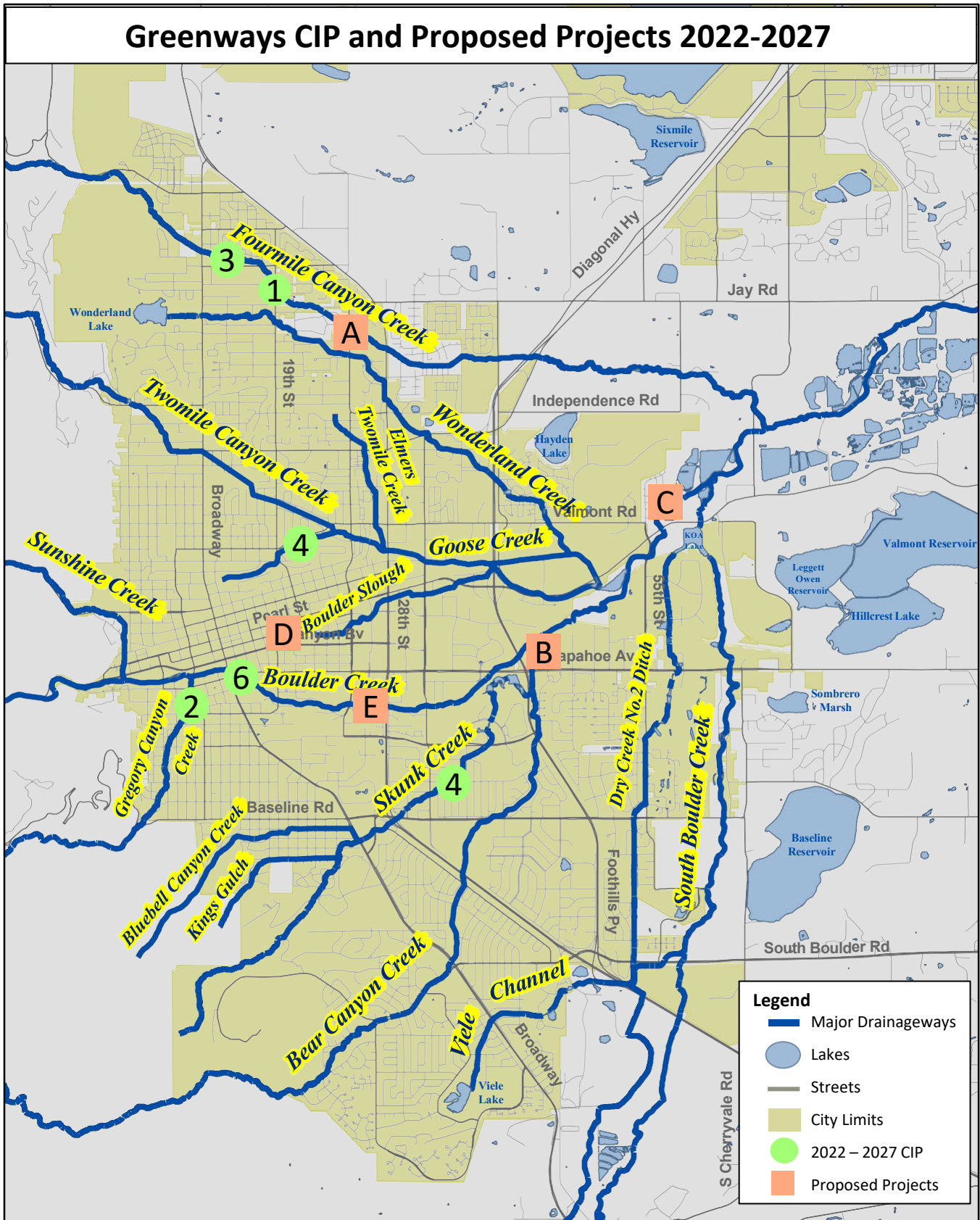
Attachment B: Potential Future Greenways Projects

Attachment C: Greenways CIP & Proposed Projects Map

	2022	2023	2024	2025	2026	2027
MAP ID / PROJECT NAME	RECOMMENDED	PROJECTED	PROJECTED	PROJECTED	PROJECTED	PROJECTED
1 Fourmile 19th-22nd	\$718,828	\$0	\$0	\$0	\$0	\$0
2 Gregory Canyon Creek	\$0	\$300,000	\$0	\$0	\$0	\$0
3 Fourmile Upland to Broadway (Violet Park)	\$0	\$1,140,800	\$0	\$0	\$0	\$0
4 Skunk/Bluebell/Upper Goose/Two-mile	\$0	\$300,000	\$300,000	\$300,000	\$300,000	\$0
5 Stream/Habitat Assessment and Operating Plan	\$150,000	\$150,000	\$0	\$0	\$0	\$0
(system-wide) Maintenance and Restoration	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000	\$100,000
6 Boulder Creek Corridor Study Improvements	\$50,000	\$50,000	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$1,018,828</b>	<b>\$2,040,800</b>	<b>\$400,000</b>	<b>\$400,000</b>	<b>\$400,000</b>	<b>\$100,000</b>

Note: Changes from last year's CIP are in red.

<i>Map ID</i>	<i>Name of Project</i>	<i>Funding from more than 1 source</i>	<b>Greenways Objectives</b>						
			<i>Protects and/or Restores Habitat</i>	<i>Enhances Water Quality</i>	<i>Mitigates Flood Risk</i>	<i>Improves Storm Drainage</i>	<i>Provides Pedestrian/Bicycle Transportation</i>	<i>Provides Recreation</i>	<i>Preserves Cultural Resources</i>
<i>A</i>	Underpass at 26th St & Fourmile Canyon Creek	X			X		X	X	
<i>B</i>	Stormwater improvements at Foothills and Arapahoe near creek path/parking lot	X	X	X		X			
<i>C</i>	Boulder Creek Restoration Foothills to Valmont	X	X	X				X	
<i>D</i>	First continuous pollinator corridor - Goss Grove	X	X						
<i>E</i>	Boulder Creek Fish Observatory Replacement	X	X	X					
<i>Citywide</i>	EAB Restoration (Evaluation and implementation)	X	X	X					
<i>Citywide</i>	Contract for growing native cottonwood trees	X	X	X					
<i>Citywide</i>	Fire/flood risk assessment along greenways	X	X	X	X	X			
<i>Citywide</i>	Plantings and pest management guidelines for natural and urban areas	X	X	X					



## MEMORANDUM

TO: Open Space Board of Trustees

FROM: Dan Burke, Director, Open Space and Mountain Parks  
Mark Davison, Community Connections and Partnerships Manager  
Kacey French, Senior Planner

DATE: August 11, 2021

SUBJECT: Written Information: North Trail Study Area Implementation: North Sky Trail, Restoration and HCA Implementation Update

---

The purpose of this item is to provide an update to the Open Space Board of Trustees (OSBT) on a few aspects of North Trail Study Area (TSA) implementation, specifically the North Sky Trail, Restoration and Habitat Conservation Area (HCA) Implementation.

### **Background**

The construction of a north-south connector trail from the Foothills Trail to the Joder Ranch Trail west of U.S. 36, the North Sky Trail, was part of the North TSA actions, recommended by OSBT and approved by City Council in 2016 (**Attachment A**).

Per the North TSA guidance which included, among other things, guidance “to use best efforts to locate the trail through the conservation easement” i.e., the Foothills Business Park Conservation Easement, Open Space and Mountain Parks (OSMP)’s initial implementation efforts focused on securing a trail easement over this privately owned property. The acquisition of the Foothills Business Park trail easement was recommended by OSBT and approved by City Council in 2017. The trail easement afforded a significant adjustment to the conceptual alignment of the North Sky trail that will significantly lessen the resource disturbance and footprint of the trail by locating it in an area of comparably lower quality habitat and less steep terrain than the surrounding Open Space.

After securing the Foothills Business Park Trail Easement, OSMP continued to explore ways to further minimize the footprint of the North Sky Trail and find an alignment that minimizes natural resource impacts. To that end, OSMP pursued the acquisition of a second trail easement over the adjacent privately owned parcel to the north of the Foothills Business Park trail easement. This new easement, the Raytheon trail easement, was recently recommended by the OSBT in July 2021 and will be considered by City Council in August 2021. Aligning this neighboring section of the North Sky Trail within the Raytheon trail easement area will also significantly lessen the resource disturbance and footprint of the trail by locating it in an area of comparably lower quality habitat and less steep terrain than the surrounding Open Space.

**Attachment B** shows the new conceptual trail alignment through the two trail easement areas.

### **Next Phase – Design**

With real estate negotiations and the acquisition of trail easements nearing completion (Raytheon trail easement is still awaiting City Council approval and final due diligence steps), the focus will now turn toward more detailed design as described in more detail below. The associated projects described in this memo are all directly related to the North Sky Trail implementation and include restoration and HCA implementation but do not represent the full suite of implementation projects in the North Foothills subarea.

### Trail Detailed Design

With the original North TSA conceptual alignment significantly adjusted to make use of the trail easements, and anticipating no further large-scale conceptual adjustments, OSMP will continue more detailed trail design work. Through this design work, OSMP will focus on efforts to further minimize natural resource impacts, develop sustainable trail alignments, and design drainage crossings to minimize wetland impacts and associated required mitigation and impacts to high quality riparian areas. Designing interpretive and educational elements and/or opportunities to highlight the natural resource values will be integrated with the final trail design efforts.

### Restoration Detailed Design

OSMP will also begin restoration design for two drainages, Schneider Draw and an unnamed deeply scoured draw just north of the Raytheon trail easement. The draws have impacts from historical human uses (railroad grade, road crossings, etc.) and impacts from the flood that can be greatly improved through restoration. In the case of Schneider Draw, the restoration potential is intricately linked to the trail design and crossing and will be explored in tandem. Improving the conditions in these draws will be extremely beneficial to mitigating the impacts of the trail. The draw restorations will increase the health, extent, and diversity of the riparian vegetation, expanding the areas of high-quality habitat. The improved and expanded riparian and shrub habitat would in turn increase connectivity in the movement corridors for wildlife, especially for shrub nesting birds. Systemwide, OSMP has few locations that offer high-quality shrub nesting bird habitat, so enhancing these corridors offer a particularly high benefit. These restoration areas also provide an opportunity to restore the natural geomorphology of the channels thereby decreasing erosion/sediment loss and increasing the resiliency of the draws to accommodate future events or disturbances such as floods.

### Trailheads Detailed Design

Design work will also be initiated for the interim Joder Trailhead and the permanent Coyote Trailhead. The interim Joder Trailhead will temporarily serve as the only trailhead, therefore the improvements will focus on minimal and cost-sensitive needs and amenities to immediately support the implementation of the North Sky Trail. The design and permitting for the permanent Coyote Trailhead will also be undertaken and includes a larger scope of work including required highway and road improvements and design for a new trailhead. Similar to the trails design work, interpretive and educational elements and/or opportunities to highlight the natural resource values will be integrated with the final trailhead design efforts.

## **Construction/Implementation, and HCA Activation**

### *HCA Activation*

With the near-term focus on design of the North Sky Trail to further minimize impact and create a sustainable trail alignment, OSMP anticipates turning the focus toward HCA activation and developing monitoring recommendations as construction / implementation moves further along. HCA activation upon the completion of construction of the North Sky Trail requires City Council action so it is anticipated that subsequent updates will be provided on elements of trail implementation, HCA activation and plans for opening of the trail at that time.

The HCA activation and implementation of the associated off-trail closures called for in the TSA Plan by not allowing off-trail permits in most of the HCA is considered one of the most effective ways to support the currently high-quality habitats in the North Foothills subarea by providing enforceable ways to limit impacts from increased visitation and allowing the habitats to remain in high quality condition.

### *Other Construction/Implementation Related Projects*

Efforts to remove interior fencing throughout the area are planned to commence with trail construction. There is a substantial amount of remnant interior fencing, removing this fencing will increase

connectivity in movement corridors and enhance wildlife habitat and movement. In addition to removing surplus fencing, efforts to replace/construct the perimeter fence with wildlife friendly fencing will begin to get underway as part of the initial implementation phase.

Efforts to remove undesignated trails in the vicinity are also planned to coincide with trail completion. Removing undesignated trails have a similar effect to removing fencing in that it will increase habitat block size and enhance wildlife habitat and movement. The effect of closing and restoring undesignated trails is bolstered when combined with the activation of the HCA and on-trail requirement by concentrating use that is currently more dispersed across the landscape and providing enforceable ways to keep visitors from leaving the designated trail system, thereby allowing habitats to remain in high quality condition.

### Timeline and Sequencing

An overview of the estimated timing and sequencing of the North Sky Trail related projects is below.

North Sky Implementation	2022	2023	2024	2025	2026	2027
North Sky Trail	▲	●	●			
Draw Restoration	▲		●			
Interim Joder Trailhead			●			
HCA and Closure Area Implementation			●			
Monitoring Recommendations		▲	●			
Undesignated Trail Closure and Restoration			●	●	●	
Interior Fencing Removal		●	●	●	●	●
Wildlife Friendly Perimeter Fencing		●	●	●	●	●
Coyote Trailhead		▲	▲			●
Coyote Trailhead Hwy Improvements		▲	▲	●		
Coyote Trailhead County Rd. Improvements		▲	▲		●	

▲ Final Design & Permitting      ● Construction/Implementation

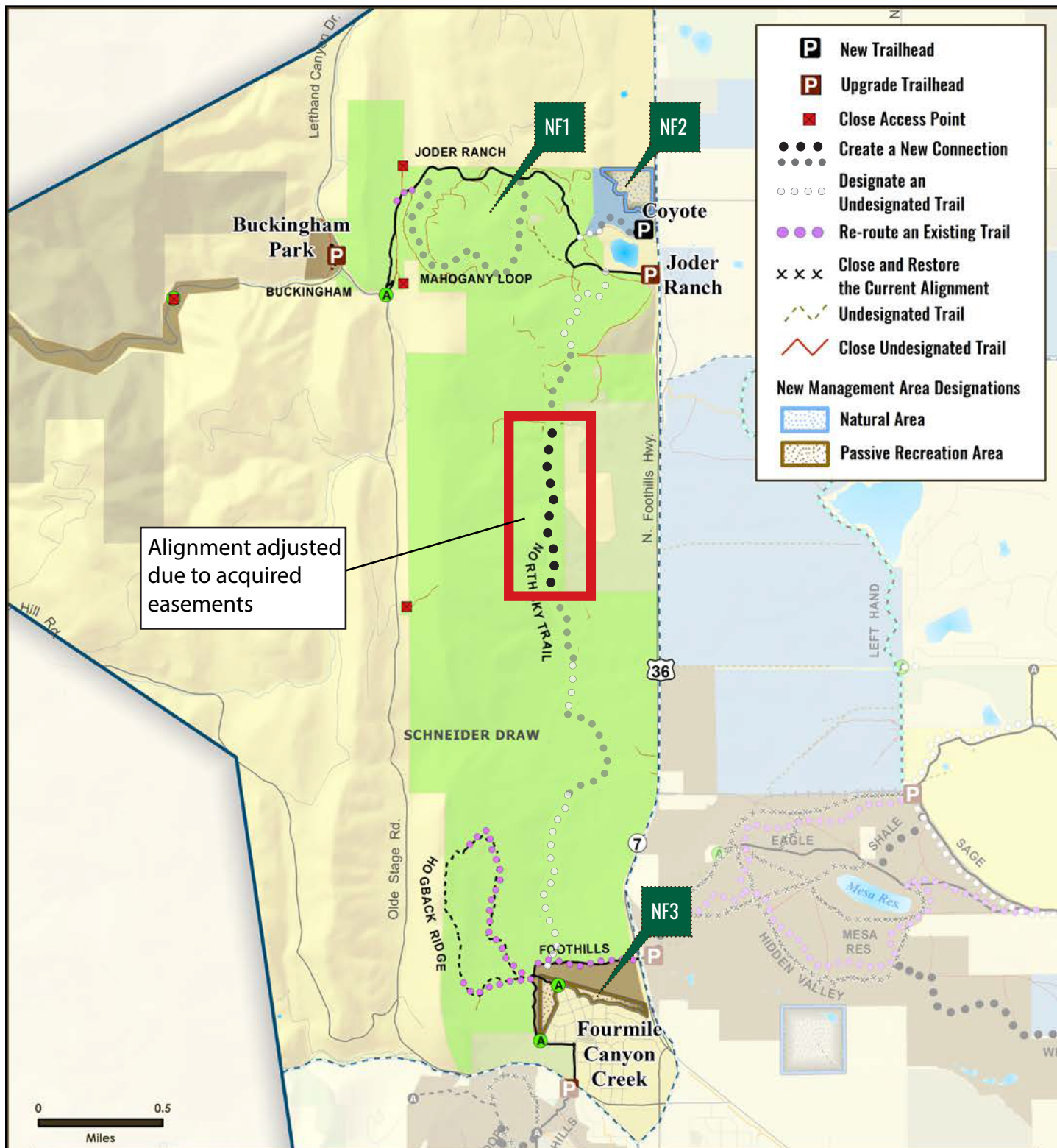
### Next Steps

OSMP will next seek City Council approval to acquire the Raytheon trail easement and will continue into the detailed design phase after that. An update to the OSBT on trail implementation elements will be provided as the trail construction phase commences and when HCA activation approval is requested from City Council.

### Attachments:

- **Attachment A:** North TSA North Sky Trail Map
- **Attachment B:** Conceptual Alignment using Acquired Easements





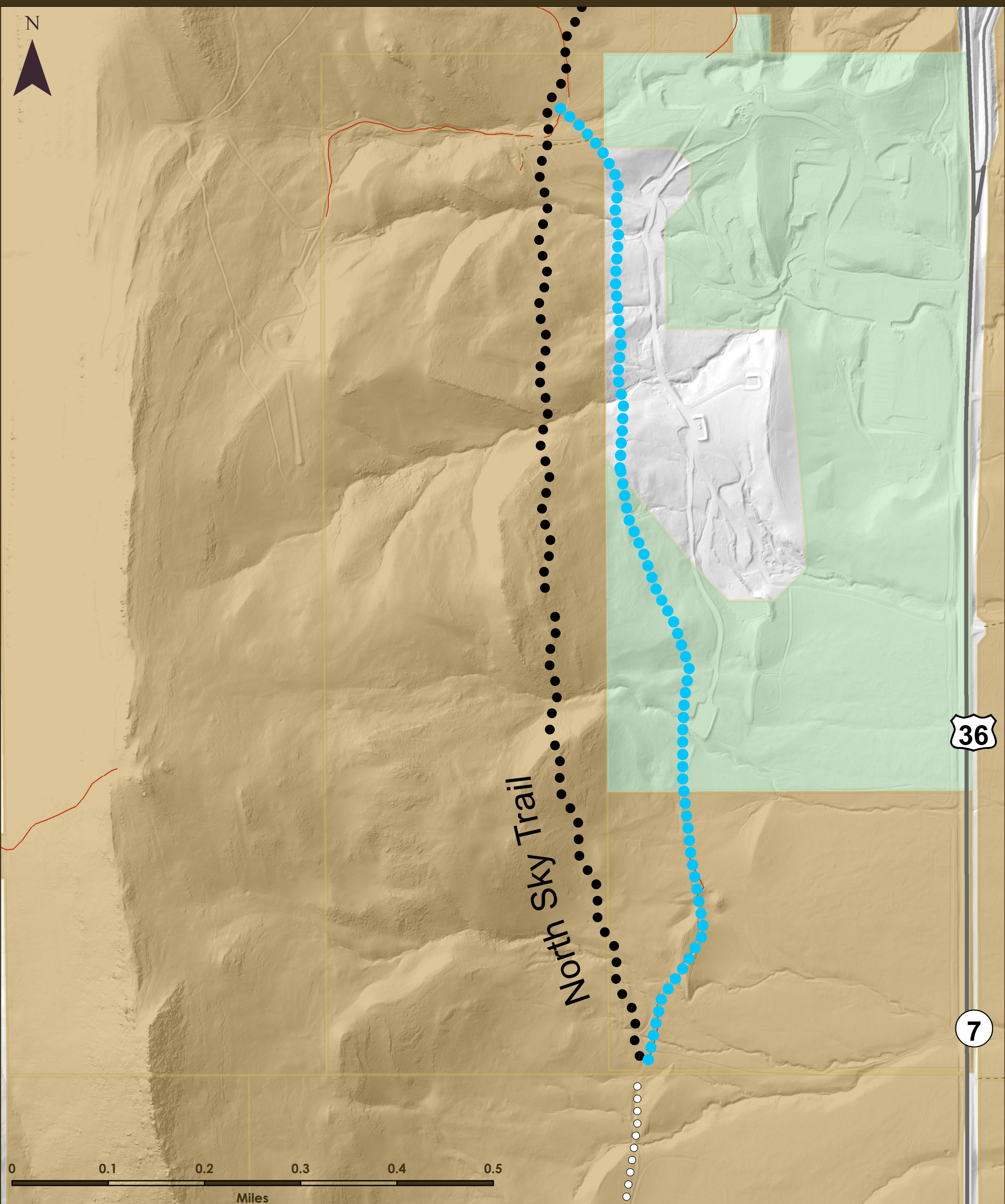
**MAP 3: North Foothills - Management Area Designations**

North Trail Study Planning Area	OSMP Hiking/Equestrian Trail	Agricultural Area
North Trail Study Subareas	OSMP Multi-Use Trail	Habitat Conservation Area
OSMP Access Point	Non-OSMP Managed Multi-Use Trail	Natural Area
OSMP Fee & Managed Property	Trail changes are depicted conceptually. Actual trail alignments will differ.	Passive Recreation Area
OSMP Easement or Jointly Owned, County-Managed Land		Other Government Land





# North Trail Study Area Plan



## North Foothills Subarea Recommendations

Close Undesignated Trail

Create a New Connection

Designate an undesignated trail

Conceptual Trail Alignment Utilizing Trail Easement Areas

OSMP Fee & Managed Property in the North TSA

OSMP Easement or Jointly Owned, County-Managed Land

Trail changes are depicted conceptually. Actual trail alignments will differ.

## MEMORANDUM

TO: Open Space Board of Trustees

FROM: Dan Burke, Director, Open Space and Mountain Parks  
Steve Armstead, Deputy Director and Interim Trails and Facilities Manager  
Jarret Roberts, Visitor Infrastructure Supervisor

DATE: August 11, 2021

SUBJECT: Written Information: 2020 Visitor Infrastructure Annual Report

---

The Visitor Infrastructure Workgroup, housed under Open Space and Mountain Parks (OSMP)'s Trails and Facilities Service Area, is pleased to provide the Open Space Board of Trustees (OSBT) with its 2020 Visitor Infrastructure Annual Report. Due to the Covid Pandemic, 2020 was an unprecedented field season and year for OSMP, the Boulder Community, the County, and the world. Through all of the challenges the OSMP department and its Visitor Infrastructure workgroup faced, the team adapted, persevered and sought out new opportunities and approaches to deliver services to OSMP visitors and provide maintenance on visitor infrastructure. It is with much thanks and gratitude for the hardworking and passionate staff of the group that the 2020 Visitor Infrastructure Annual Report is provided in **Attachment A**. This report shows some of the work group's highlights of work completed in 2020. While it cannot capture the full range of work the group accomplishes, it shows the dedication, collaboration, and innovation of a team that they are all proud to be a part of.

**The Visitor Infrastructure Team supports the following Master Plan Strategies:**

RRSE.1) ASSESS AND MANAGE INCREASING VISITATION.  
RRSE.2) REDUCE TRAIL MAINTENANCE BACKLOG  
RRSE.3) UPDATE GUIDELINES AND STANDARDS FOR QUALITY TRAIL DESIGN AND CONSTRUCTION  
RRSE.4) ENCOURAGE MULTIMODAL ACCESS TO TRAILHEADS  
RRSE.6) SUPPORT A RANGE OF PASSIVE RECREATION EXPERIENCES  
RRSE.7) BUILD NEW TRAILS AS GUIDED BY PAST AND FUTURE PLANS.  
RRSE.8) PROVIDE WELCOMING AND INSPIRING VISITOR FACILITIES AND SERVICES  
RRSE.9) DEVELOP A LEARNING LABORATORY APPROACH TO RECREATION  
EHR.1) PRESERVE AND RESTORE IMPORTANT HABITAT BLOCKS AND CORRIDORS  
EHR.4) REDUCE UNDESIGNATED TRAILS  
EHR.6) CONTROL INVASIVE SPECIES  
CCEI.1) WELCOME DIVERSE BACKGROUNDS AND ABILITIES  
CCEI.2) ENHANCE COMMUNICATION WITH VISITORS  
CCEI.3) CONNECT YOUTH TO THE OUTDOORS  
FS.3) UNDERSTAND TOTAL COST OF SYSTEM MANAGEMENT  
FS.4) TAKE CARE OF WHAT WE HAVE

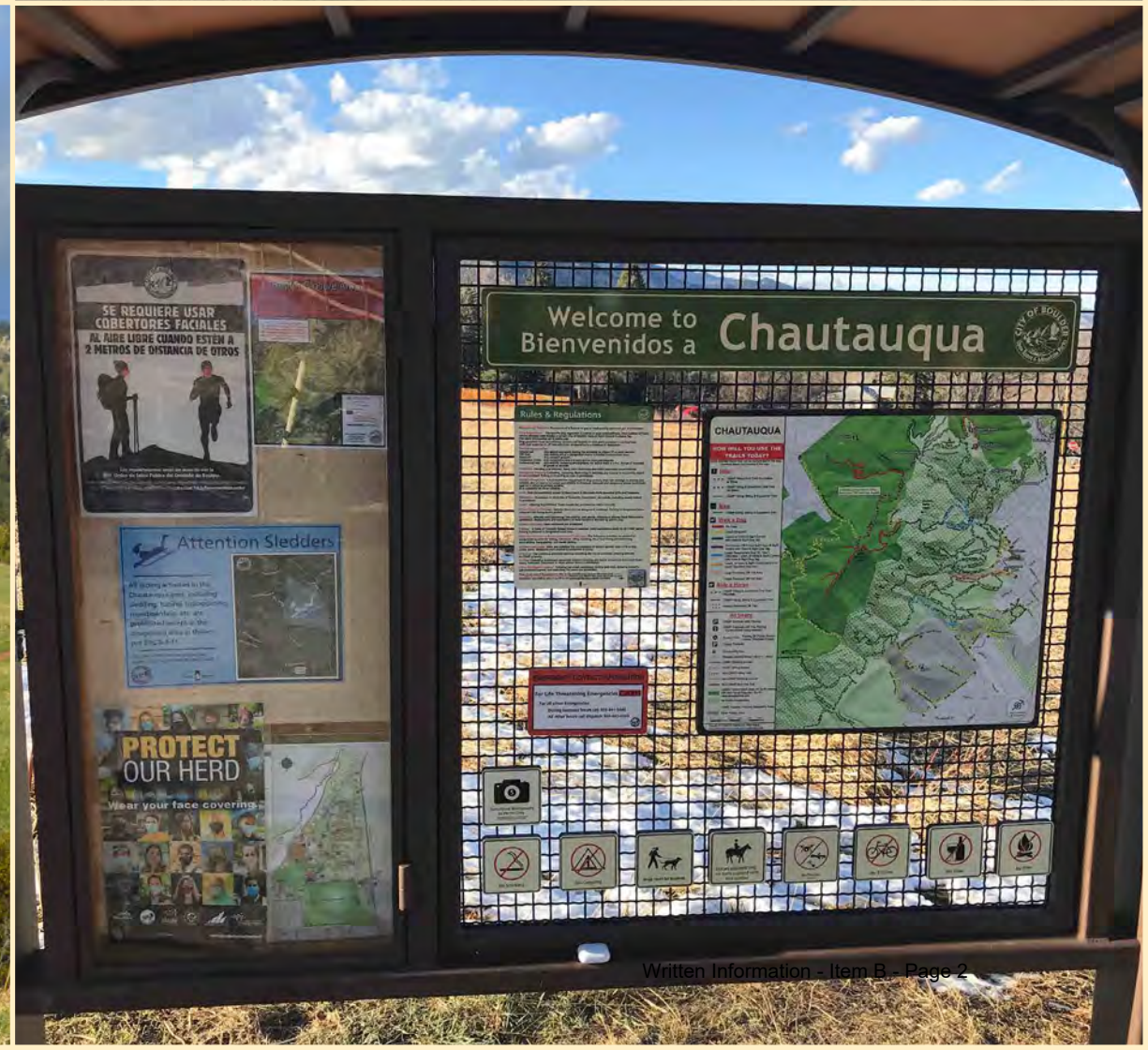
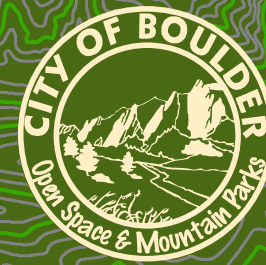
**Attachments:**

- **Attachment A:** 2020 Visitor Infrastructure Annual Report



# Attachment A

## City of Boulder Open Space & Mountain Parks Visitor Infrastructure 2020 Report





# Table of Contents

---

<b>Introduction.....</b>	<b>4</b>
<b>Trails.....</b>	<b>5-11</b>
Update.....	5
Highlight.....	6-8
Staff Profile.....	9
Volunteers.....	10-11
<b>Trails &amp; Trailheads Beehive Update.....</b>	<b>12</b>
<b>Trailheads.....</b>	<b>13-16</b>
Update.....	13
Statistics.....	14
Staff Profile.....	15
Volunteers.....	16
<b>Signs.....</b>	<b>17-22</b>
Update.....	17-18
Statistics.....	19-20
Staff Profile.....	21
Highlight.....	22





# Visitor Infrastructure

Open Space & Mountain Parks

Trails, Trailheads, & Signs



ENJOY.  PROTECT.



# Introduction

The year 2020 was unlike any other for Open Space and Mountain Parks. The Covid-19 pandemic brought with it many challenges. While many businesses and organizations shut down, state public health orders allowed outdoor activities and encouraged the public to continue using public outdoor spaces. This made the work of the Visitor Infrastructure group more essential than ever before. While it was never easy, keeping the system open helped our community through these tough times more than we will ever know. As one of our crew members said, "I feel proud to work for Open Space and keep our trailheads open when other agencies are closing down. People need this."

The sacrifices, losses, and hardships of 2020 continue to affect us each day. At the same time, it is important to acknowledge the innovation, hard work, and sheer determination of the group to not only get through the year but find opportunities to adapt, grow, and try new things. And most importantly we did all this while keeping our staff safe.

The group developed new standard operating procedures (many of which were adopted by the department and greater city), posted thousands of new Covid-19 signs (which were used by other agencies), engaged volunteers in thousands of hours of work, tested directional travel, developed new staff on-boarding systems, removed hundreds of pizza boxes jammed in trash cans, completed a season of trail work with ~50% crew member capacity, and much more.

The group didn't just get through the pandemic, we had an exceptional year. Just to highlight a few things, both the Trails and Trailhead programs integrated the asset management system Beehive, quickly becoming leaders across the department in terms of its use. Trailheads continued and expanded service, adding full maintenance closure days and updating standards. Major trail projects, such as the Fern-Mesa Connector and Community Ditch reroute, took some of the worst sections of trail in the system and turned them into the best. Signs tested a new wayfinding approach and even wrote a polite note to a repeat vandal that changed the vandal's behavior.

On behalf of myself, the department, and the community, thank you to each and every member of the team for everything you did this past year to keep OSMP running and everyone safe.

Jarret Roberts  
Visitor Infrastructure Supervisor





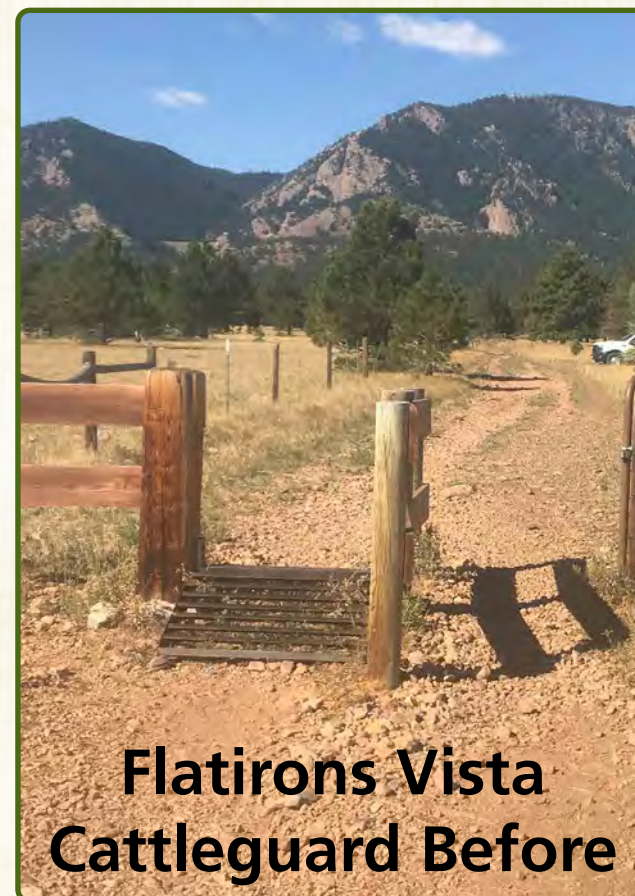
# Trails Update

2020 proved to be a year of uncertainty due to Covid-19, but it was also a year that saw significant accomplishments for the Trails program. A primary focus was on repairing deferred maintenance throughout the trail system, aligning with the Master Plan Tier 1 strategy to reduce the trail maintenance backlog. The department completed year one of a two-year build on the Anemone Trail, working with multiple contract groups from around the country. Staff made further progress on the First Second Flatiron, completed the Fern-Mesa reroute, and worked with volunteers to finish the Community Ditch reroute and repairs. Several small to mid-sized projects addressed additional deferred maintenance in targeted trail sections across the system (i.e., White Rocks, Red Rocks, NCAR, Meadow, and Lefthand Trails).

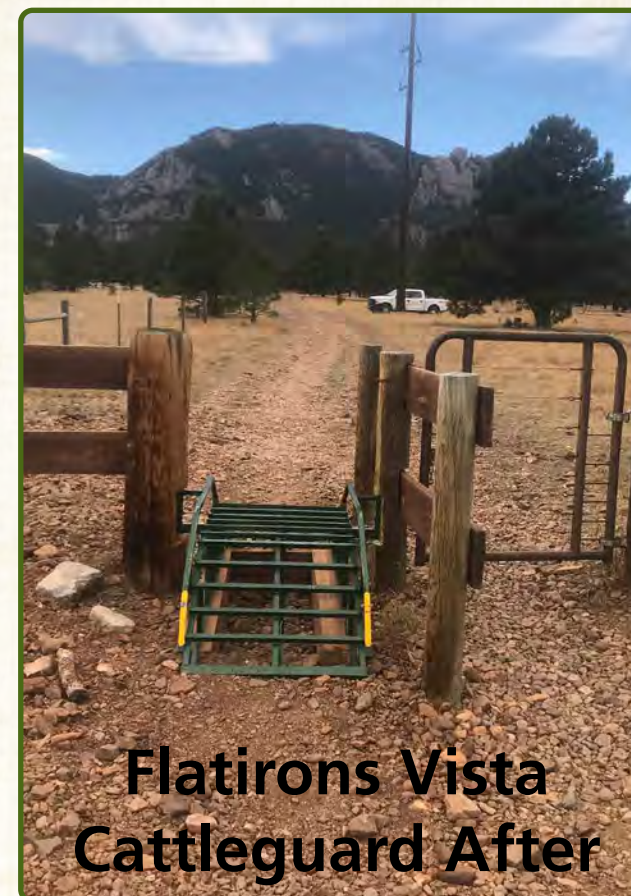
Given the shortened season, Covid-19 and social distancing, and potential looming budget concerns, the department chose to defer some trail projects to 2021, including the Tenderfoot reroute along with the Flatirons Loop, Mt. Sanitas, and Bluebell-Baird repairs. This adjustment provided ample opportunity for a more in-depth spring routine maintenance sweep of the trail system that allowed for extensive tread repairs, drain clearing, and the identification of future spot projects. The program did not implement fall maintenance sweeps due to the in-depth spring maintenance, the shorter season, and a strategic decision to utilize resources to complete several projects. Maintenance sweeps will continue in spring 2021.

## 2020 Major Projects:

- Fern-Mesa Trail reroute
- Anemone Trail Construction (Year 1)
- Chautauqua Meadow Trail repairs
- First/Second Flatiron Trail repairs
- NCAR-Mesa Connector repairs
- Red Rocks Trail reroute
- Community Ditch Trail Reroute
- Lefthand Trail repairs
- White Rocks Trail repairs



**Flatirons Vista  
Cattleguard Before**



**Flatirons Vista  
Cattleguard After**

## 2021 Upcoming Projects:

- Tenderfoot Trail reroute
- First/Second Flatiron Trail repairs
- Anemone Trail Construction (Year 2)
- Mt. Sanitas Trail repairs
- Bear Canyon Trail reroute
- Cottontail Trail repairs
- Flatirons Loop repairs
- Chautauqua Trail surfacing repairs
- Cragmoor Connector repairs
- Royal Arch Trail reroute and repairs



# Trails Highlight

## Undesignated Trails - NCAR:

This past fall, OSMP partnered with Wildland Restoration Volunteers to complete much needed restoration work along the Weather Trail at NCAR. Over the course of 6 weeks, 6 OSMP staff and 19 volunteers actively restored 900 square feet of degraded hillside and restored 710 linear feet of braided undesignated trail. The team also constructed 440 linear feet of fencing. These efforts were made in order to reduce the visitor traffic on undesignated trails that connect the top of the Walter Orr Roberts Weather Trail to the trail that leads to the Mesa Trail. Years of erosion and social-trail travel created an area of impact that far exceeds the management objectives and tolerances for that area. New signage combined with the fencing and active restoration will help visitors navigate the area. The area will be routinely monitored to determine if the restoration is successful.





# Trails Highlight

## Mesa Trail Reroute

Amidst other exciting events, 2020 saw the opening of the new Mesa Reroute! In 2018 the Mesa Trail reroute at North Shanahan was identified as a priority within the WTSA plan. During that year, an interdisciplinary team of biologists, ecologists, cultural resource specialists, and trail coordinators collaborated to create a new sustainable and enjoyable trail design. Thanks to the efforts of two OSMP crews, the OSMP Junior Rangers, and the Mile High Youth Corps, construction began in the spring of 2019 and continued into the fall of that year. In 2020, after a pandemic-influenced late start, OSMP crews, American Conservation Experience, Mile High Youth Corps, and local youth corps Teens Inc, resumed work. Despite the abbreviated season, their combined efforts built over 1200 feet of new full bench trail, 450 of timber puncheon, and extensive dry stone masonry projects. They also restored, recontoured and seeded the old Mesa Trail alignment. These efforts led the way for the department to open the trail in October 2020.



© Zack Stansfield





# Trails Highlight

In 2020 our trail crews completed spring routine maintenance with a system-wide focus on maintaining or improving drainage structure.

Our season was shortened significantly due to staffing furloughs and a later-than-usual start date, but the crews still completed much needed repairs throughout the system. Despite the pandemic we were able to safely field a workforce of 7 crew leaders, 6 assistant crew leaders, and 13 crew members.

Highlights include: building or repairing 21 drainage structures; planting over 300 trees and shrubs; installing/repairing 557 linear feet of fence; and constructing/regrading nearly a mile of tread surface.



**Community Ditch Reroute**



**Flagstaff Capstan - Sentinel Pass**



**Community Ditch Reroute**



# Trails Staff Profile

## Anna, Assistant Trail Crew Lead

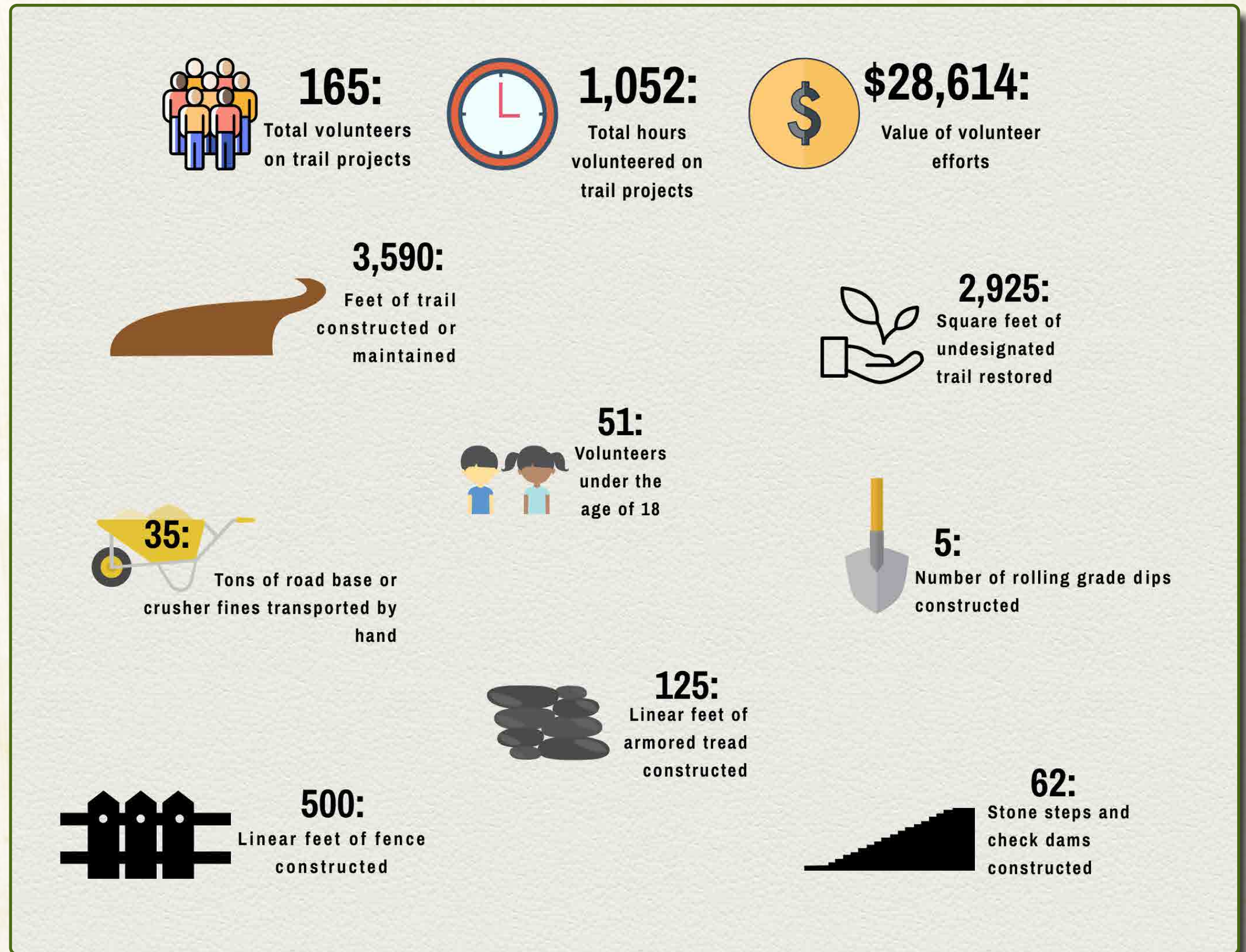
Anna grew up in Grand Rapids, Michigan and earned her Bachelor of Science in Natural Resources Management at Grand Valley State University. After graduation, she traveled around the country working seasonally as an environmental educator for several years and fell in love with trail work after a season in Oregon with Northwest Youth Corps. She moved to Colorado shortly thereafter, and spent two years leading crews with Rocky Mountain Youth Corps. She relocated to Boulder in 2019, and joined an OSMP Trails Crew and has been a fixture ever since. After spending two seasons building rock staircases and walls on the First and Second Flatiron Trail, she now works with volunteer groups as a Trails Assistant Crew Lead. When she's not building and maintaining trails, Anna loves traveling to new countries, riding her bike through the foothills, and playing her keyboard.





# Trails Volunteers

In 2020, the OSMP Trails Volunteer Program hosted 165 volunteers who contributed 1,052 hours of work for a value of \$28,614. Although there was late reactivation of the program due to Covid-19 and reduced group sizes contributed to a significant decline in the program's overall numbers, the fact that the volunteers were engaged and the work was completed is nothing short of amazing.





# Trails Volunteers

The Community Ditch reroute best highlights volunteer efforts in 2020. In total 87 volunteers contributed 606 hours for a value of \$16,483. Volunteers built or repaired over 2500 linear feet of trail to improve sustainability and restore a steep trail that bisected a wetland.



**87:**  
Volunteers



**606:**  
Volunteer  
hours



**\$16,483:**  
Value of volunteer  
efforts

## By the numbers, volunteers...

Built or finalized **2,165** feet of trail

Surfaced **515** feet of tread with road base

Constructed **28** stone check dams

## A huge thanks goes out to our partners:

Boulder Eagle Scouts

Boulder Mountainbike Alliance

Teatulia

Volunteers for Outdoor Colorado

## Before



## After



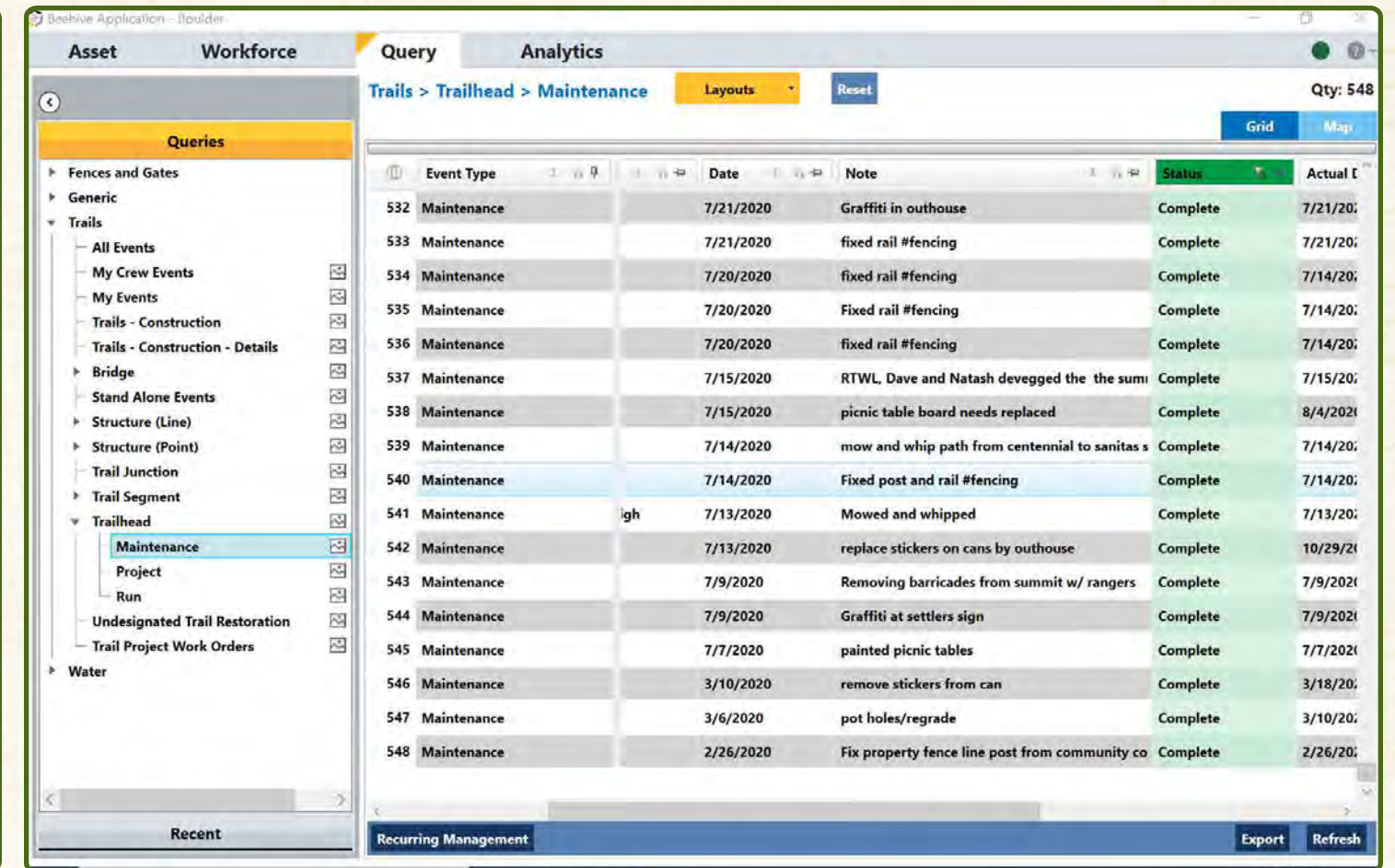
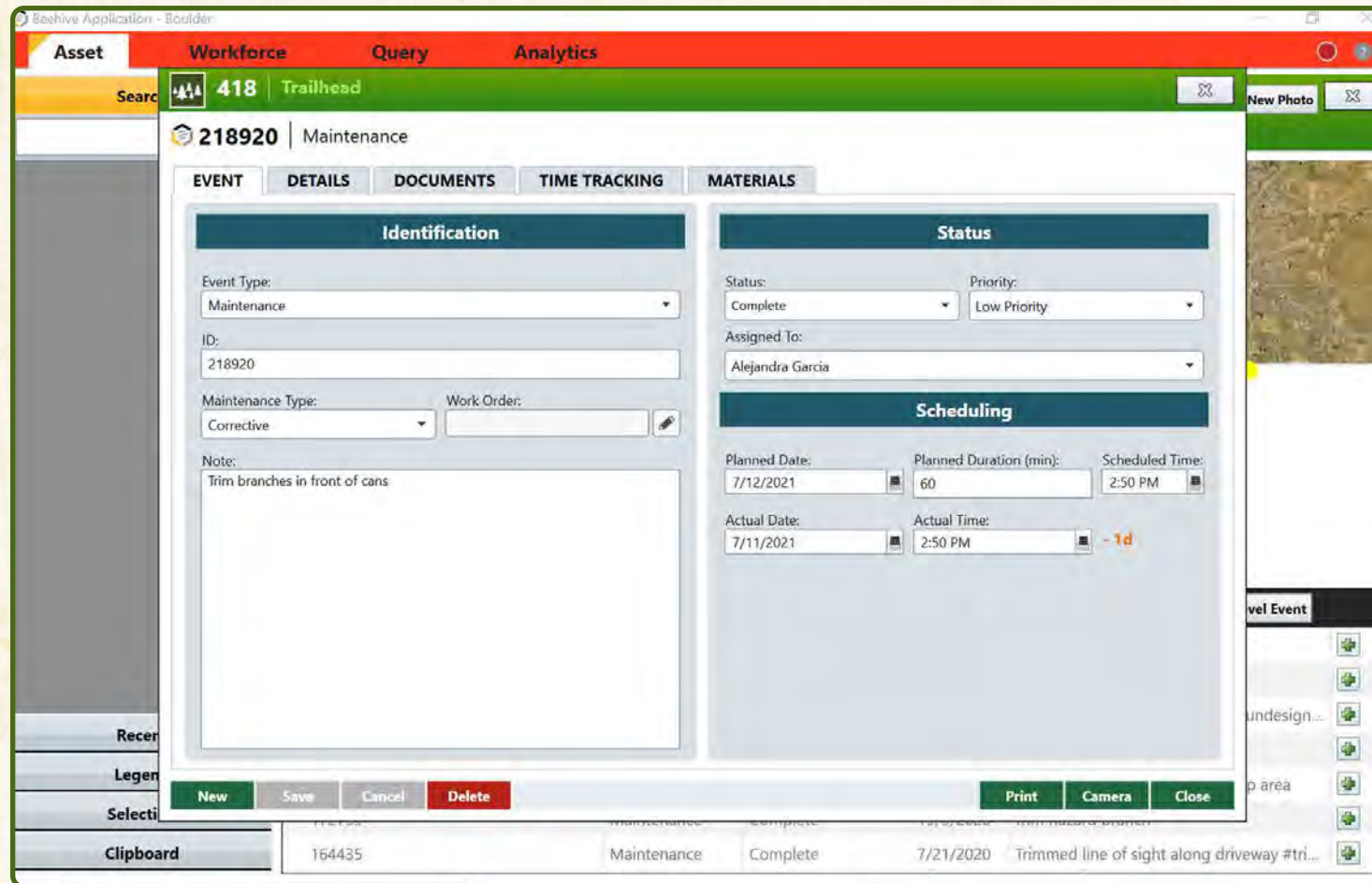


# Trails & Trailheads Beehive Update

Staff are increasingly using Beehive to track project costs, record field notes, and compile prescriptions for trails and trailheads.

For Example, Beehive offers trails staff a central location to record material purchases. This is useful not just for long-term planning, but also allows staff to determine if the budget is being allocated in the most effective way. Below is an example of a report that can ultimately help make spending decisions. In this example, a detailed spending summary allows us to track and compare materials and equipment rental costs.

Within the trailheads team, Beehive has become integral for assigning and tracking day-to-day tasks in the field. Beehive allows the team to capture the diverse amount of work they do. It also allows us to identify where and how the group spends its time and budget. This allows us to better plan and process improvements. Below is an example of a report that can ultimately help with spending decisions.





## Trailheads Update

During the past year, the Trailheads Program and Crew adapted our core services by necessity as Covid-19 became an on-going reality. We increased the frequency of outhouse and waste receptacle servicing, while simultaneously updating our SOPs to meet the need for safe and hygienic facilities. Due to the sudden shift in how we were able to communicate and interact, we leveraged the technology at our disposal, using programs such as Microsoft Teams and Beehive (asset management) to maintain our efficiency and facilitate communication. These methods proved to be highly effective, and we will continue to use them in a post-pandemic world.

In addition to the increased servicing of restroom and waste facilities, we continued to perform our other core duties and maintained parking lots, fences, picnic areas, vegetation, and accessible trails. All of this was possible due to our amazing four-person crew, crew lead, and program leads. We also received occasional excellent support from the County Jail Crew, community service people, Ready To Work, and volunteers.

The Trailheads Program continues to grow and evolve to accommodate the ever-increasing and changing visitation to OSMP lands. Beyond providing our core services, we instituted rotating weekly trailhead closures that allowed us to thoroughly repair and maintain parking lot surfaces and manage vegetation. We also began the process of updating the self-closing hinges on pedestrian gates to a more functional and durable design. We expanded both recycling and dog waste compost services throughout the system to promote the City's Zero Waste goals. Ten additional stone memorial benches were installed throughout the system, seven of which were memorialized, and all existing wooden benches were serviced at least once. We installed bear-resistant food storage lockers at OSMP's only campground at the 4th of July Trailhead. We continued to update our systems, processes, and standards to meet the expectations of the public and the department. The list of duties and responsibilities performed by this team is lengthy; we pride ourselves on versatility and adaptability.





## Trailheads Statistics

- 104 Maintenance Runs; Twice a week all year
- 20,000 Rolls of Toilet Paper Provided
- 450,000 Dog Waste Bags Provided
- 1,500 Feet of Fence Line Repaired
- 57 Wood Benches Rehabbed
- 10 Stone Benches Installed, 7 Memorialized
- 6 New Self-Closing Gate Hinges Installed
- 28 Trailhead Closure Days
- 420 Tons of Road Base used
- 1 Pollinator Garden Planted
- 65 Power Washing Runs (44% increase from last year due to Covid-19)
- 75 Recycling Runs
- 18 Hazard Trees Mitigated
- 6,966 Feet of Accessible Trail Maintained
- 26 Parking Lots Striped
- 30 Miles of Fence Line Weed-Whipped
- Approximately 86,000 Pounds of Trash Collected
- 22,750 Feet of Sidewalks Shoveled
- 70 Emergent Maintenance Events in 5 Months



### Did you know?

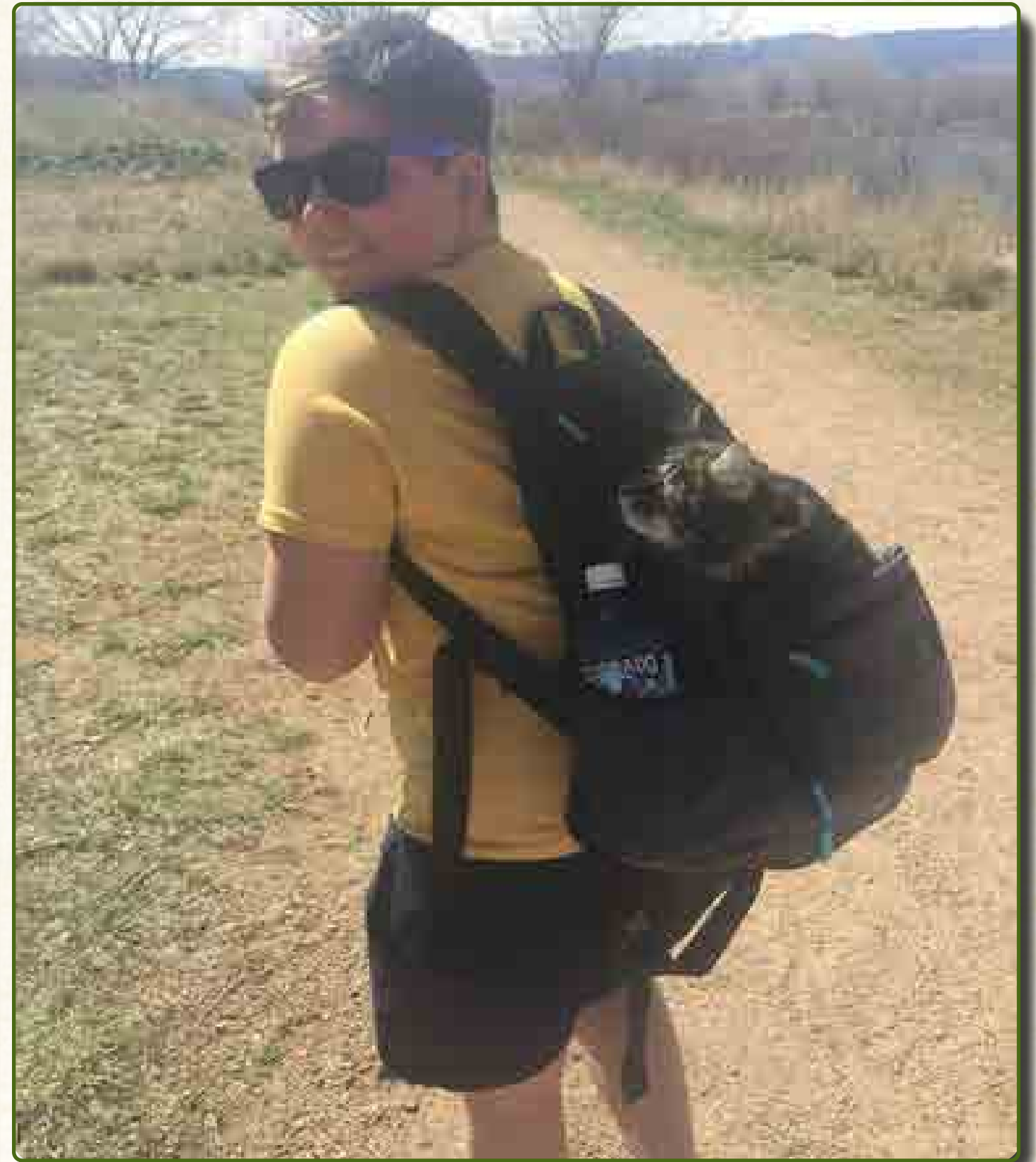
- 20,000 Rolls of toilet paper total about 525 miles, or about a quarter of the Moon's circumference.
- We provide 80% post-consumer waste, 100% recycled fiber toilette paper.
- 400,000 dog waste bags would hold approximately 150 tons of dog waste.



## Trailheads Staff Profile

### Dayna Diskin, Trailheads Maintenance Assistant Crew Lead

Dayna Diskin is the Trailheads Maintenance Assistant Crew Lead (ACL) for OSMP. Originally from Fenton, Michigan, Dayna has dedicated much of her life to supporting sustainable recreation in open spaces across for communities the U.S. Before OSMP, Dayna worked for AmeriCorps NCCC, spending time in places as diverse as Miami, Alaska, and New Orleans. Since joining OSMP, Dayna worked for both the Trails and Trailheads work groups before settling in as the Trailheads ACL. In this role, she has been a leader in Trailheads Zero Waste and Safety programs spearheading efforts to digitize safety sheets to help boost compliance and minimize paper waste. She has also coordinated internal efforts for the Trailheads work group's to help public and staff comply with the recycling and composting aspects of the zero-waste program. In her free time, Dayna enjoys spending time walking with her both her dog and her cat on OSMP trails and playing Nintendo at home.





## Trailheads Volunteers

Due to COVID-19, there were far fewer participants and projects in the past year at trailheads and access areas. All trailhead volunteer, community service, and contract group programs ran only during the first few months of 2020 due to pandemic restrictions.

18 individuals from the Boulder County Courts and the City of Boulder Courts performed a combined 419 hours of trash pickup around all OSMP trailheads, access points, and fence lines.

5 group projects involving 54 participants who worked a combined 382 hours also took place. These focused on the maintenance of accessible trails and picnic areas, vegetation management, rental facility maintenance, and large trash pickups. The participants included Boy Scouts and their families, CU fraternities, and various Boulder County community service groups.

Trailheads staff also worked with several contract groups, including Ready to Work and the BOCO Jail Crew. The contracted groups helped with trailhead parking lot maintenance, rental facility upkeep, seating areas, and path upkeep at the Summits Sunrise Amphitheater and Halfway house. In addition, the groups assisted with the maintenance of native gardens and vegetation management at various trailheads and facility cleanup projects around the Annex, Ute buildings, and other OSMP properties.





## Signs Update

2020 was a year of change for the Signs Team! In January, the team welcomed the new Signs and Graphics Coordinator, Bill Wildenberg. Shortly thereafter, the Covid-19 pandemic became the center of everyone's attention, including the Signs Team. With City buildings closed, the Signs Team scrambled to find print vendors until a temporary location could be set up outside the Hub. The team expedited the installation of over 300 Covid signs (a 10% increase in the overall signs inventory), while still performing regular field duties. Team members were in regular contact with each other and with the public and followed strict SOPs to remain healthy; likely the greatest Signs Team accomplishment of the year. Covid-19 related signs dominated the year. Multiple versions, revisions, and types were needed, and new locations were frequently added. In addition to installing standardized signs and messaging across the system, we purchased a Variable Messaging Sign (digital highway sign) in order to increase Covid-19 communication.





# Signs Update

In addition to the response to Covid-19, we completed several important projects with significant sign components:

- 3 phases of the Anemone Trail construction
- 3 major trail reroute projects
- The first phase of OSMP's Equity project at Sawhill Ponds →
- New Zealand Mudsnail closures/warnings
- The Boulder Star closure
- Park Mobile implementation at Dowdy Draw Trailhead
- Winter Traction (88 new permanent signs)
- Installation of several kiosks throughout the system
- Boot brush interpretive stations
- Numerous maintenance operations



The Signs Team also carried out several new initiatives to increase the level of service provided to other work groups and to visitors using our system. These initiatives focus on organizational improvements that affect how the Signs Team operates, as well as the look and feel (and subsequent branding) of OSMP's signs:

- Weekly work plans for the Signs Team
- Cost documentation for each sign type including infrastructure, printing, nuts & bolts
- Creation of a Signs & Messaging Team for increased collaboration among work groups
- Project Management software for tracking request type, quantity, and requesting party
- Sign Request Form for internal use for requesting and tracking
- TEAMS photo catalogue of before and after images
- Branding templates for the entire department
- New visual standards for wayfinding signs; pilot locations at Chautauqua and NCAR
- New infrastructure and tools: Update Boards, Sign Bases for rock installation, A-frame packs





# Signs Statistics

There are over 3,000 signs on the OSMP system.

Approximately:



## COVID SIGNS

(300+ new signs; a 10% increase in 2020):

- Distance / Face Covering Signs: 40 24x36 double-sided A-Frame signicades (multiple revisions) and (50) 11x17 laminates (multiple revisions)
- Picnic areas closed: (100) 11x17 laminates
- Picnic areas open: (25) 11x17 laminates
- Directional trails: (8) 24x36 Signicades, (20) 11x17 laminates
- Bilingual Billboards: (8) signs using (4-6) 11x17 laminates each
- Holiday Star info/closure: (80) 11x17 laminates
- Free Parking: (24) 8.5x11 laminates
- Dog leash suggestion: (24) 5.5x5.5 laminates
- Estimated replacement of (75) 24x36s due to damage or more frequently, vandalism
- Estimated replacement of (95) 11x17s due to damage or more frequently, vandalism
- Estimated replacement of 30 other COVID sign types



# Signs Statistics

Supporting the signs are 2,000+ structures.

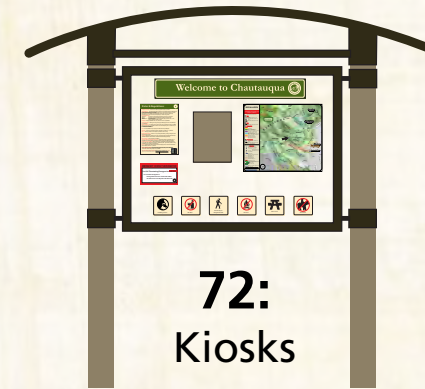
Including approximately:

- 5 Quad-Wides
- 7 Triple-Wides
- 30 T-Posts
- 724 Gate and Fence Installations
- 70 Metal Interpretive Structures
- 155 Miscellaneous Structures
- 14 Embedded Curbs
- An average of 15 Barricades out on system at any given time
- 17 Residual tree installations
- An average of 20 Lil-Buddies (temporary 11x17" stands) out on system at any given time

**338:**  
6x6x56"  
Wayfinding  
Posts

**218:**  
6x6x72"  
Parking  
Posts

**84:**  
6x6x36"  
Misc.  
Posts



**72:**  
Kiosks



**40:**  
Trailhead  
ID

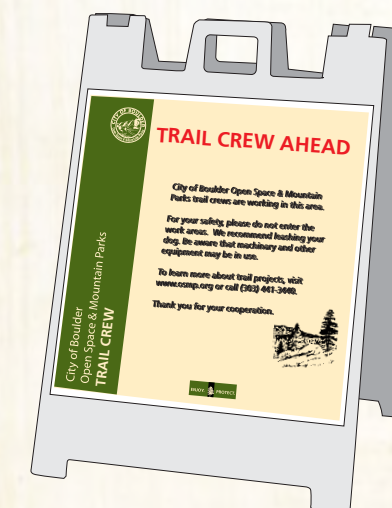
**140:**  
Double-Wide  
Posts



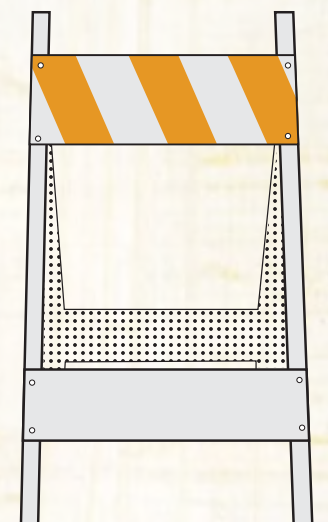
**305:**  
Carsonite  
Posts



**43:**  
Dog Stations



**Avg. 50:**  
Signicades  
& Barricades  
out on the  
system at any  
time





# Signs Staff Profile

## Patrick Harbert, Signs and Graphics Program Assistant.

Patrick joined the city with Parks & Recreation in 2016 serving as Park Host at the Boulder Reservoir. In 2017 he joined OSMP as a Sign Technician and moved to his current role in 2018. Patrick graduated from the University of Colorado Boulder where he majored in Environmental Science with a minor in Evolutionary Biology. Patrick grew up in Florida but chose CU and Boulder as his new home due in large part to our Open Space system. Working outdoors within a conservation organization and serving the community in which he lives is a dream come true for him. When not working, Patrick enjoys a variety of outdoor activities, including spending time with his family and two energetic pups and exploring remote roads on his motorcycle.





# Signs Highlight

## Chautauqua Wayfinding:

Working with the Education & Outreach work group, the Signs Team helped develop and implement a project to respond to the common visitor question: "What hike should I go on?". In an effort to improve visitor experience, we developed and installed a wayfinding system that encourages visitors to try three suggested routes. Suggested hikes are delineated by relative difficulty, and include the Chautauqua Loop (easiest), Flatirons Loop (moderate), and Royal Arch (most difficult). Large temporary maps are in place at the trailhead and at key locations along the hikes during the first year of the pilot project. As part of this project, all wayfinding signs and suggested route signs have been updated with new visual standards and installed at every wayfinding post along each route. These signs list the route names and difficulty, with difficulty described in writing, color, and shape for readability. We will evaluate the effectiveness of the new signs this coming year.







## INFORMATION ITEM MEMORANDUM

To: Mayor and Members of Council

From: Erika Vandenbrande, Director of Transportation and Mobility  
Natalie Stiffler, Deputy Director of Transportation and Mobility  
Gerrit Slater, Principal Transportation Projects Engineer  
Lindsay Merz, Engineering Project Manager  
Jenny Godwin, Transportation Planner 1

Date: July 20, 2021

**Subject: Information Item: Andrus Road to Airport Road Multi-Use Path (Phase 2)**

---

### EXECUTIVE SUMMARY

The Andrus Road to Airport Road Multi-Use Path project is one of three City of Boulder transportation connections identified in the area of the confluence of Boulder Creek, South Boulder Creek and Fourmile Canyon Creek (Confluence Area), and the first of three discrete path projects to be built. The Andrus to Airport Multi-Use Path will provide a much-needed multimodal connection between Gunbarrel and the city. This missing link in the City and County off-street trail system has been identified since the 1980s in the City of Boulder's Transportation Master Plan (TMP) and was flagged as a priority in 2010, initiating stakeholder design conversations. The goal is to connect Gunbarrel with the network of Boulder Multi-Use Paths by linking the existing path along the west side of 63rd Street in Gunbarrel to the existing path at Airport Road.

The other two Confluence Area paths are the 61st Street Multi-Use Path and Valmont Road Multi-Use Path. The [61st Street Multi-Use Path](#) will span from the terminus of the Andrus Project to Valmont Road. The [Valmont Road Multi-Use Path](#) will provide a connection from 61st Street to the South Boulder Creek Trail along an RTD rail alignment north of Valmont Road. Staff have been engaged in the work of implementing the Airport to Andrus path connection as it had the strongest support from the community for providing a direct "off-street" connection from Gunbarrel to the central city.

The path will be a new 10-foot wide, 5,200-foot (0.98 mile) long, 6-inch-thick concrete trail. In addition, the project will include an at-grade roadway crossing, pedestrian bridge, culverts, and fencing. The path will be maintained by the City of Boulder Transportation & Mobility Department. The [proposed conceptual project design](#) was created through the collaboration of the city's Transportation & Mobility and Open Space and Mountain Parks (OSMP) departments, Boulder County and community stakeholders.

In order to implement the proposed conceptual project design, the Transportation & Mobility Department requested a disposal of 2.75 acres of city open space from the Open Space Board of Trustees (OSBT) pursuant to the disposal procedures of Article XII, Section 177 of the Boulder City Charter in [September of 2017](#). This request was approved by the OSBT by a vote of four to one and subsequently by City Council in [October of 2017](#) by a vote of eight to zero. This approval included a simultaneous transfer of management responsibility for the 22-acre Pearl Parkway Right-of-Way from the Transportation & Mobility Department to OSMP. The 2.75 acres transferred to the Transportation & Mobility Department followed the alignment in the proposed conceptual project design and also included a section running south along 61<sup>st</sup> to connect to the Multi-Use Path system to be developed along Valmont Road west to the Boulder Creek Path.

As the project has progressed it has encountered some challenges with the proposed path alignment (see further info regarding the Federal Aviation Administration's (FAA) Runway Protection Zone ((RPZ)) below) and thus, the City of Boulder's Transportation and Mobility Department decided to segment implementation of the Andrus to Airport Road Multi-Use Path into two phases ([see phasing map here](#)). Phase 1 construction, which commenced in January 2021 and was completed in late June, built approximately half of the total trail length, from Andrus Road to the west side of the 61<sup>st</sup> Street at-grade crossing. Phase 1 construction included an at-grade pedestrian crossing of 61<sup>st</sup> Street, pedestrian bridge over Fourmile Canyon Creek and four drainage culverts with a wire fence and wooden posts along both sides of the path.

Phase 2 construction is currently on hold and is intended to complete the connection of the path between Gunbarrel and Boulder's urban center. Approximately 1,400 feet of the path's currently proposed alignment (out of 5,190 feet total), all within Phase 2, is located within the RPZ of the Boulder Municipal Airport which was found to overlay the 2.75 acres of city open space disposed of for the purpose of the path. City staff from OSMP, the City Attorney's Office and the Transportation & Mobility Department, along with an outside counsel attorney, appealed to the FAA to allow construction of this segment of path within the RPZ. The FAA ultimately denied this appeal, citing that the path was considering a "new, incompatible use within the RPZ [...] and create a hazard to people and property." The only way for the project to move forward successfully at this juncture is along a new alignment outside of the RPZ, which would place it further south into the Open Space property. A new alignment would require consideration for disposal of city open space pursuant to Section 177 of the City Charter by both the Open Space Board of Trustees and City Council and, based on OSMP staff's review, would have significant impacts to both the ecological and agricultural resources of the property.

## **FISCAL IMPACT**

Realignment of Phase 2 of the multi-use path would be funded by the Multi-Use Path Enhancement budget, which is an annual line item in the Capital Improvement Program from the

Transportation & Mobility Department. Redesign and permitting are estimated to be \$75,000 to \$100,000 and can begin once an alternative alignment is identified and agreed upon. Construction of Phase 2 would be planned to begin in January 2023 and would be funded by the Enhancement budget as well as any other funding opportunities pursued by the Transportation and Mobility Department.

## **COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS**

### **ECONOMIC**

Since the 1980s, city staff has identified the need to provide a much-needed path connection between Gunbarrel and the city. Providing this essential missing link accommodates multimodal access for residents to reach both economic centers, whether commuting to work, running errands, or for pleasure/exercise.

To date, costs for the design, including easement acquisitions and utility relocations, plus preparation for the Phase 2 path tie-in at Airport Road have already been expended. Resources have been prioritized for this path alignment due to community preference. If there is a viable realigned Phase 2 segment of the path to connect at the original proposed tie-in at Airport Road, the benefit of these prior expenditures will be fully realized. If there is not a viable path alignment for Phase 2 that would satisfy both FAA and OSMP criteria, one option would be to focus on implementing the 61<sup>st</sup> Street path connection. This path would be located directly adjacent to 61<sup>st</sup> Street and would be considered “off-street.” It is not the direct connection favored by the community but would provide a continuous off-street path between Gunbarrel and the overall path network. See Fiscal Impact section above for further information.

### **ENVIRONMENTAL**

This enhanced access between the city center and Gunbarrel aims to create a new, safe travel alternative to the automobile, allowing neighborhood residents opportunity to shift their mode choice, which is essential to meeting our City of Boulder mobility and climate commitment goals.

The entire length of the project was planned and designed to have as little impact as possible on the environment, to integrate with the surrounding landscape, and per the original path alignment, to not bifurcate the Straty/Cline property/parcel owned/managed by City of Boulder OSMP and used for ecological and agricultural purposes. This was accomplished by aligning the trail along the northern border of the property near the existing fence line where sensitive habitats and other natural features were not impacted, minimizing the amount of earthwork grading for the trail to minimize impact to surrounding area and to reduce the impact to scenic views, and selecting a surface material that is durable, and cost effective to maintain.

In considering a new path alignment for Phase 2, staff will continue to hold environmental considerations in high regard, while also acknowledging that the shift from the northern fence line to an alternative alignment means that meeting all of the above stated design preferences is no longer feasible. The only way to realize these preferences in their entirety was through the original, approved path alignment.

### **SOCIAL**

Between 2016 and 2018, city staff hosted a number of info sessions and project meetings with adjacent stakeholders, in order to ensure broad participation. Community comments and path alignment preferences were noted and influential in the chosen design. The original alignments received strong community support in order to connect Gunbarrel with Boulder, including from Boulder County, the cycling community and other engaged residents. Should staff not be able to complete the Andrus to Airport Multi-Use Path, the successful fulfilment of this goal will remain unrealized.

For residents without reliable access to a vehicle, the Multi-Use Path system, should this link be completed, and transit system (RTD #205 being the only route with access to Gunbarrel) offer the most cost-effective alternatives to the automobile. Should the Transportation and Mobility Department be unable to complete a multi-use path linkage, a barrier to a low-stress connectivity and access between these two activity generators will continue to exist.

## **BACKGROUND**

As mentioned above, the Andrus to Airport Road Multi-Use Path is one of three City of Boulder transportation multimodal connections identified in the Confluence Area. This project was designed through extensive collaboration between the city's Transportation and Mobility Department, OSMP, Boulder County and adjacent property owners. The project team [evaluated four alignments](#) for the Andrus to Airport Path project, including two alignments recommended by adjacent property owners. As a result of this analysis, which made an assessment of the impact to agriculture, recreation/visitor experience, real estate requirements, preservation of the environment, constructability and cost, the project team identified Alternative 1 as the top performing alignment.

Agreements between OSMP and Transportation and Mobility were made to coordinate and successfully build the intended bicycle and pedestrian connections. A memorandum of understanding (MOU) was signed with OSMP in August 2015, which stated that the existing Pearl Parkway right-of-way, an area of significant environmental value, was transferred to OSMP for a fair and equitable exchange, allowing for their contribution of land for the multi-use path. Transportation and Mobility has successfully transferred the right-of-way to OSMP and OSMP has made the identified alignment available for the path. The FAA, however, has subsequently communicated that alignment is not acceptable for airport safety reasons and they are unable to support the proposed route for the path. As a result, we would like to continue to explore an alternative alignment so that Phase 2 path construction can proceed. In spring 2016, the project team met with adjacent property owners to discuss project improvements. The project land use application was then reviewed and conditionally approved by the Boulder County Commissioners in winter 2016.

Project staff was first made aware of the issue regarding the path's alignment through the RPZ when the Boulder Municipal Airport reached out in September 2019. Since then, city staff, including the Airport Manager, Transportation and Mobility and OSMP have communicated with the FAA, and proposed measures to ensure that this project accords with best practices for protection of RPZs, including conditions such as fencing the path, ensuring use of the path is subject to the City's rules and regulations for both use of multi-use paths and use of the Airport and executing a MOU setting forth the permissible uses in conjunction with construction and use of the path to ensure appropriate protection of the RPZ as set forth in applicable FAA guidance

and Advisory Circulars. The FAA's final response to these proposed conditions was delivered to staff in February 2021 (see Attachment C) and professed disagreement with the city's proposal, firmly denying construction of the path along its original alignment.

## **NEXT STEPS**

This Informational Item will be shared with the Open Space Board of Trustees (OBST). Transportation and Mobility staff will continue working with OSMP staff to determine the feasibility of Confluence Area path alignment and implementation.

## **ATTACHMENTS**

Attachment A: Andrus to Airport Multi-Use Path Map

Attachment B: Path Ownership Map

Attachment C: 2/19/21 FAA Final Response

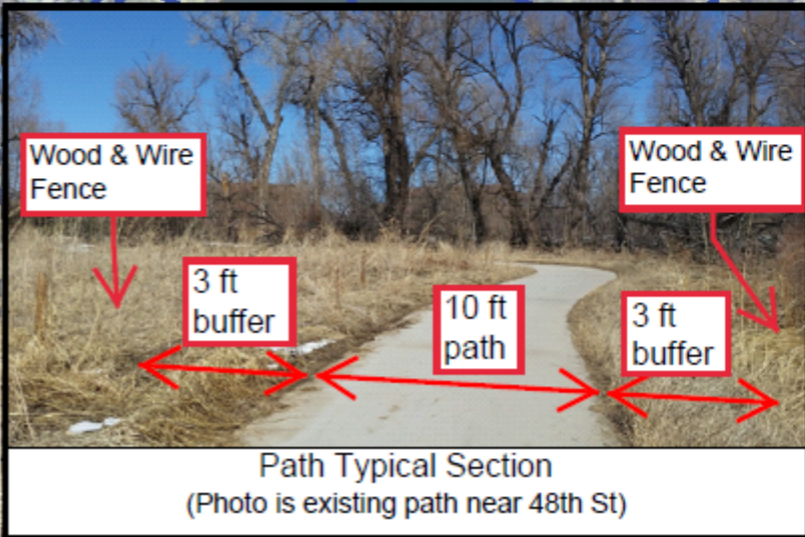
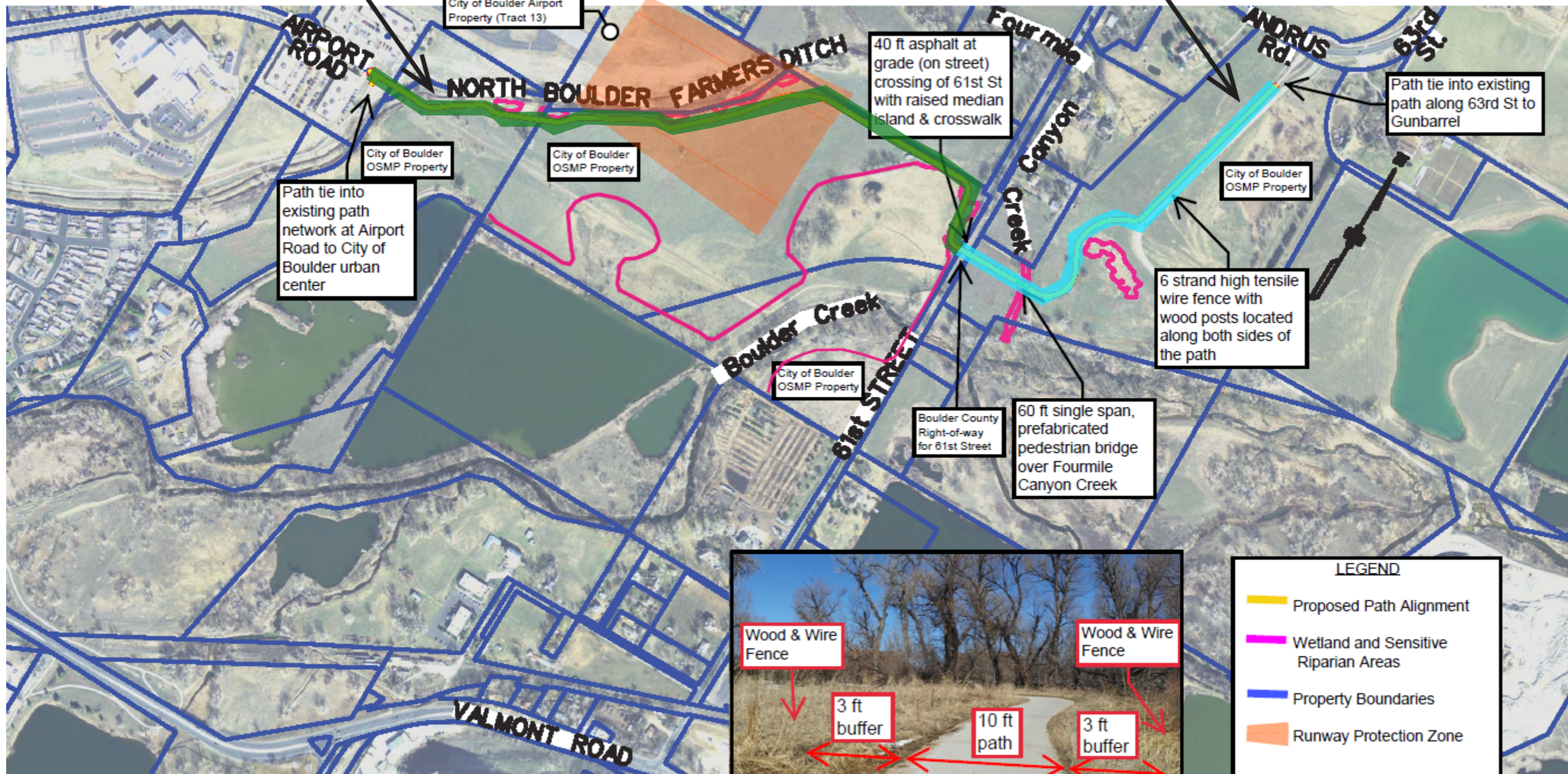
Attachment D: Briefing Paper - Proposed Multi-Use Path Through RPZ



# Andrus Rd to Airport Rd Multi-Use Path

**CONSTRUCTION PHASE 2**

**CONSTRUCTION PHASE 1**



Path Typical Section  
(Photo is existing path near 48th St)

LEGEND	
	Proposed Path Alignment
	Wetland and Sensitive Riparian Areas
	Property Boundaries
	Runway Protection Zone



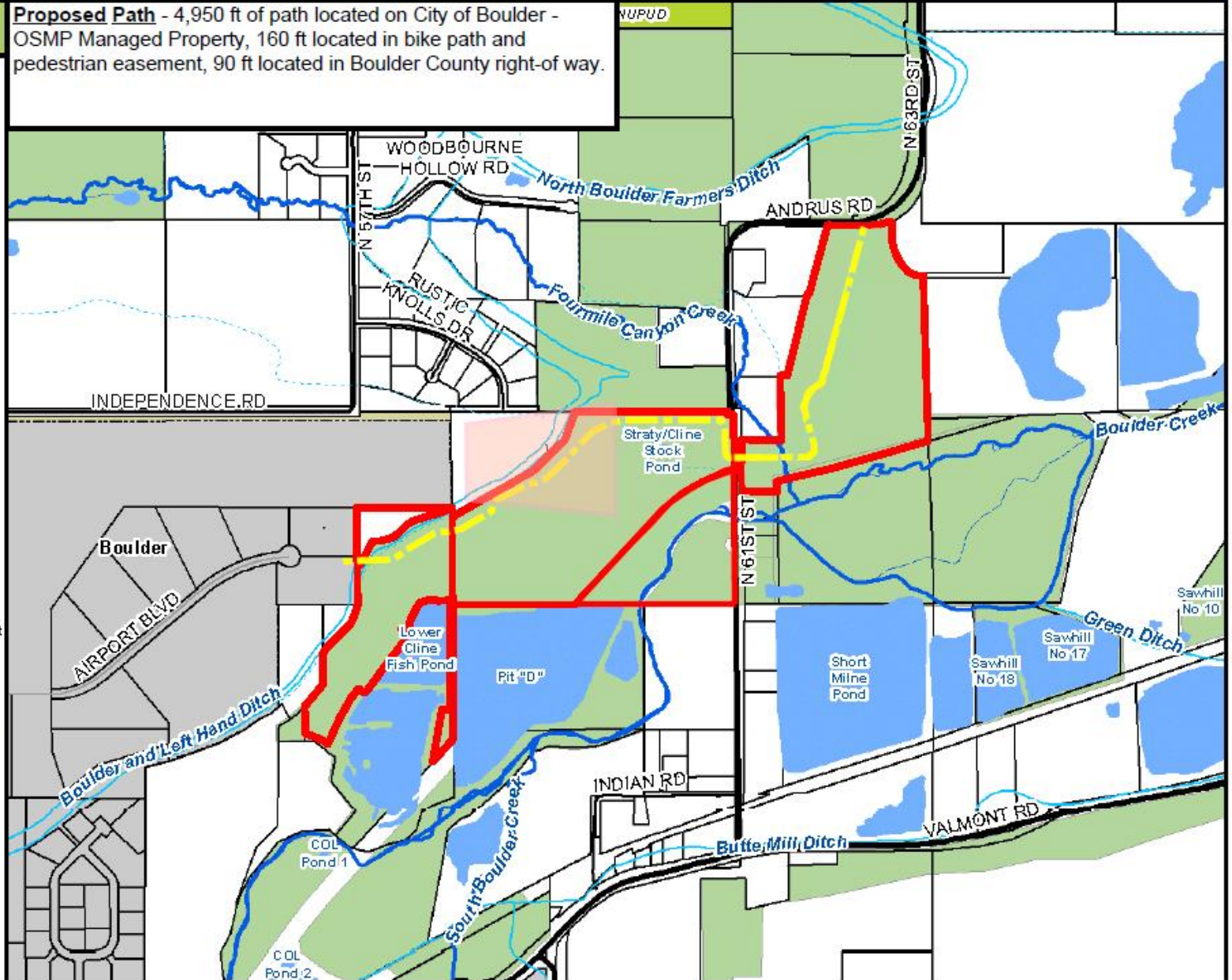


# ANDRUS ROAD TO AIRPORT ROAD MULTI-USE PATH OPEN SPACE & MOUNTAIN PARK OWNERSHIP MAP

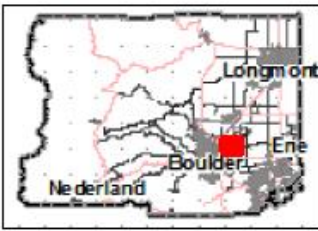
## Legend

-  Subject Property
-  Municipalities
-  Intermittent Stream
-  Lateral Ditch
-  Main Ditch
-  Perennial Stream
-  County Conservation Easement
-  OSMP Properties
-  Runway Protection Zone
-  Proposed Path Alignment

**Proposed Path** - 4,950 ft of path located on City of Boulder - OSMP Managed Property, 160 ft located in bike path and pedestrian easement, 90 ft located in Boulder County right-of-way.



Area of Detail Date: 8/4/2016



The user agrees to all Terms of Use set forth by Boulder County. For Terms of Use, please visit: [www.bouldercounty.org/mapdisclaimer](http://www.bouldercounty.org/mapdisclaimer)



U.S. Department  
of Transportation  
**Federal Aviation  
Administration**

**Northwest Mountain Region**  
Colorado, Idaho, Montana, Oregon,  
Utah, Washington, Wyoming

**Denver Airports District Office**  
26805 East 68<sup>th</sup> Avenue, Suite 224  
Denver, Colorado 80249

Phone: (303) 342-1254  
Fax: (303) 342-1260

February 9, 2021

Peter J. Kirsch  
Kaplan Kirsch & Rockwell LLP  
1675 Broadway, Suite 2300  
Denver, CO 80202

RE: Multi Use Path at Boulder Municipal Airport

Dear Mr. Kirsch:

The Federal Aviation Administration, Denver Airports District Office (FAA) appreciates the opportunity to comment on the proposed multi-use path at the Boulder Municipal Airport. The FAA does not agree with the assessment that this proposal is consistent with FAA policies on Runway Protection Zone (RPZ) uses and that the multi-use path would increase RPZ protection.

The FAA has invested over \$12 million in development and planning grants for the Boulder Municipal Airport. This investment requires the City of Boulder, as the airport sponsor, to comply with specific Federal obligations, known as Federal grant assurances. Which requires the city to preserve and operate the Boulder Municipal Airport in accordance with FAA regulations and standards.

Specifically, the proposal is contrary to the FAA's *Interim Guidance on Land Uses Within a Runway Protection Zone*, dated September 27, 2012. The proposal to add a multi-use path within the RPZ is considered a new, incompatible use within the RPZ that does not currently exist. As proposed, the path would run through the entire RPZ. The proposed multi-use path would create a hazard to people and property on the ground that does not exist today. As such, we object to the proposal to construct the multi-use path through the RPZ.

The FAA understands and recognizes that the intent of this proposal is an attempt to fix the encumbrances associated with Tract 13, however, the City of Boulder, as the airport sponsor, has the responsibility to comply with all grant assurances. The encumbrance on Tract 13 is not consistent with Grant Assurances No. 5, *Preserving Rights and Powers* nor No. 22 *Compatible Land Use*.

Your correspondence stated that Tract 14 is not part of Airport property as was previously represented to the Agency by the City on their Airport Layout Plan (ALP) and Exhibit "A" property map, but is actually open space under City control. Grant Assurance No. 29 *Airport Layout Plan*, requires the City to "...Keep an up to date airport layout plan showing boundaries of the airport and all proposed additions thereto, together with the boundaries of all offsite areas owned or controlled by the sponsor for airport purposes and proposed additions thereto." The

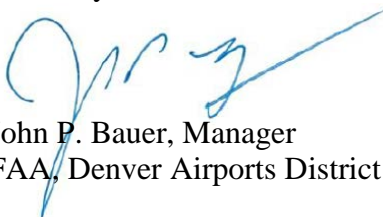


City must update both your ALP and Exhibit "A" property map to represent the true airport boundary and to also reflect the encumbrance on Tract 13.

In light of the encumbrances identified on Tract 13, and the discrepancies on the ALP and Exhibit "A", we request that the Sponsor provide a plan addressing the path forward to resolve these issues.

If you have any additional questions or concerns please feel free to contact me.

Sincerely,



John P. Bauer, Manager  
FAA, Denver Airports District Office

cc: Denis Godfrey, Airport Manager  
Lindsay Merz, City of Boulder Public Works  
Janet Michels, Esq., Boulder City Attorney's Office

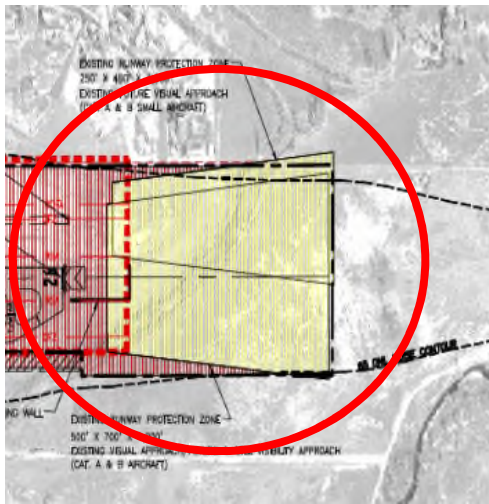
Briefing Paper  
Boulder Municipal Airport  
Proposed Multi-Use Path Through RPZ

---

The City of Boulder, the sponsor of the Boulder Municipal Airport, is planning to create a paved multi-use path through a portion of the RPZ. This briefing paper provides background and explanation for why this proposal should not be objectionable to the FAA. In fact, the proposal includes measures that would *enhance* protection of property within the RPZ.

### Background

- The property at issue is depicted on the latest Airport Layout Plan<sup>1</sup> as lying within the RPZ and within the Airport boundaries.<sup>2</sup>



- A thorough review of the property records and acquisition history reveals that only about half of the RPZ is property is actually dedicated to Airport use and lies within Airport boundaries. The remainder is managed, subject to substantial legal and use restrictions, by the City of Boulder Open Space and Mountain Parks department.
  - Two parcels are depicted on the latest ALP. See below. Tract 13 is a roughly triangular 9-acre property located closest to the runway. Tract 14 is the remainder

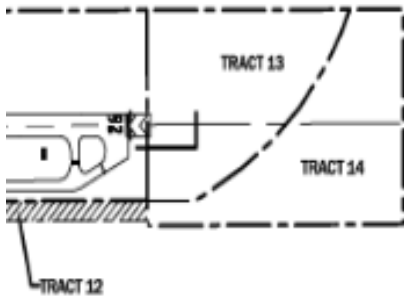
---

<sup>11</sup> An Airport Layout Plan is a graphic depiction of an airport that shows (a) boundaries and proposed additions to all areas owned or controlled by the sponsor for airport purposes; (b) the location and nature of existing and proposed airport facilities and structures; and (c) the location on the airport of existing and proposed non-aviation areas and improvements thereon. An ALP has regulatory significance. Airport sponsors, such as the City of Boulder, are required to maintain an accurate ALP at all times and the submission of an ALP is the sponsor's representation that the property shown on the ALP is subject to FAA regulatory oversight. For that reason, whether a parcel of property is shown on an ALP is legally significant.

<sup>2</sup> Boulder Municipal Airport ALP Land Use Drawing (Dec. 2006)

of the RPZ (also approximately 9 acres). The ALP Airport Property Map shows both parcels owned in fee by the City.

- Tract 13 was acquired on October 25, 1990 by the City<sup>3</sup> subject to two easements that were reserved by the seller: an easement for the construction, maintenance and repair of an irrigation ditch<sup>4</sup> and an easement for a pedestrian, bicycle or equestrian trail.<sup>5</sup> At the time of the acquisition, the Boulder County<sup>6</sup> Land use Docket shows that the 9-acre parcel was divided from a larger tract and dedicated to Airport purposes as an RPZ.<sup>7</sup>



Tract 13  
– Airport  
property

- Tract 14 has never been subdivided into a separate parcel for land records purposes. It is part of a larger property that was acquired by the City by warranty deed in 1998<sup>8</sup> in what was known as the “Straty-Cline Purchase.” The property was purchased subject to numerous easements.<sup>9</sup> The 48-acre property was purchased not for Airport purposes but for open space purposes with tax dollars pledged and limited to those purposes, by the City of Boulder through its Open Space and Mountain Parks (OSMP), the municipal open space agency.<sup>10</sup> Property that is purchased for open space purposes is limited by City ordinance and charter<sup>11</sup> to

<sup>3</sup> Boulder County Recorder Document 01064282 (Sept. 17, 1990). While the Warranty Deed was recorded on September 17 (dated September 14), the ALP shows the acquisition date to be October 25, 1998.

<sup>4</sup> *Id.* (“Grantor reserves herein to itself and to its successors and assigns an easement for the construction, reconstruction, maintenance and repair of an irrigation ditch lateral . . .”). Under Colorado law, the owner of an irrigation ditch has the right to construct a road for access and maintenance of the ditch. Colo. Rev. Stat. Title 37, Art. 86.

<sup>5</sup> *Id.* (“Grantor also reserves to itself and to its successors and assigns an easement for a pedestrian, bicycle and equestrian trail connecting to a future public trail in a location to be determined by the parties hereto . . .”)

<sup>6</sup> The property is owned by the City of Boulder but located outside the municipal boundaries in unincorporated Boulder County.

<sup>7</sup> Boulder Board of County Commissioners Land Use Docket SE-90-030 (Aug. 28, 1990)

<sup>8</sup> Boulder County Clerk Document 1806469 (May 28, 1998)

<sup>9</sup> Boulder City Council Meeting, May 19, 1998, Agenda (Item 4 – Consent Agenda)

<sup>10</sup> *Id.*

<sup>11</sup> City of Boulder Municipal Code §2-2-13; Boulder City Charter Art. XII

enumerated purposes<sup>12</sup> of which Airport use is not a permissible use. The City cannot dedicate OSMP property to other uses without going through a complex disposal process (and potentially voter approval) and consideration paid into the OSMP fund.<sup>13</sup> There is no evidence that this Tract 14 was ever subdivided, disposed of by OSMP, or transferred to the Airport.

- Corrections to the ALP will be submitted to FAA approval in due course to reflect that (a) only a portion of the RPZ is actually Airport property and (b) Tract 13 is subject to a preexisting trail (and other) easements.

### Proposed Multi-Use Path

- The City of Boulder is planning for the construction of the *Airport Road to Andrus Road Multi-Use Path* (the Path). The Path will be an off-street trail for bicyclists and pedestrians in an undeveloped natural and agricultural area known as the Boulder Creek Confluence. It completes a missing link in the City and County off-street trail system and provides regional connections between the Gunbarrel neighborhood and Boulder's urban center.
- The Path will cross the Straty-Cline property (Tract 14 on the ALP) adjacent to the boundary between that property and the RPZ property (Tract 13). The path is shown as yellow on the following map excerpt.
- The tract of land on which the path is proposed is currently accessible to the public for recreational uses such as walking and hiking. Because it is not airport property, the use of Tract 14 is not restricted to RPZ-compatible uses.
- As the map shows, the Path (yellow line) will be separated from the RPZ parcel by North Boulder Farmers Ditch (the blue line above the yellow line), which is located on Tract 13 (Airport property) within the RPZ.



<sup>12</sup> Boulder Charter Art. XII § 176

<sup>13</sup> *Id.*

- The Path will not present any Part 77 obstructions.
- Use of the property for the Path is consistent with local zoning. The zoning jurisdiction is Boulder County whose Airport Overlay Zone<sup>14</sup> would allow this type of use but otherwise protects Part 77 surfaces.
- The remainder the Tract 14 portion of the Straty-Cline Open Space property will remain vacant or used for agricultural purposes, without erection of any structures, all consistent with both the County Airport Overlay Zone and FAA standards for permissible land uses within an RPZ.<sup>15</sup>

### **City of Boulder Proposal**

- The City proposes to construct the Path on the Straty-Cline Open Space property (including on the portion depicted as Tract 14 on the ALP).
- The remainder of the Tract 14 and most of the Straty-Cline property will remain in agricultural uses. Given the restrictions in place by the City of Boulder Charter and Boulder County land use regulations, the City will not erect any structures within the entire RPZ.
- The City proposes to work with the owner of the trail easement on Tract 13 (Lake Centre Partnership) in an effort to reach agreement to extinguish that easement upon the construction of the new Path.
- The Boulder Municipal Airport, Transportation and Mobility Department (Transportation), and Boulder OSMP will execute an MOU setting forth the permissible uses in conjunction with construction and use of the Path to ensure appropriate protection of the RPZ as required by applicable FAA guidance. The MOU will include the following provisions:
  - Use of the Path shall be subject to the City’s rules and regulations for both use of multi-use paths and use of the Airport;
  - Transportation will be responsible for maintaining the Path;
  - Transportation will be responsible for the cost of constructing the Path;
  - The Path may be subject to temporary closure at the direction of the Airport Manager for safety reasons; and
  - The Director of Transportation and Mobility (upon the advice of the Airport Manager) is authorized to require the removal or relocation of any portion of the Path if the Director reasonably determines that the property is being used in a

---

<sup>14</sup> Boulder County Land Use Code §4-119 (Airport Overlay Zone); *see also* §18-107 (Airport Protection Surfaces) (incorporates Part 77)

<sup>15</sup> FAA Order 5190.6B Appx. R §VIII. G.

manner that is inconsistent with the MOU or is creating an incompatible use within the RPZ, subject to a reasonable opportunity to first correct the situation.

- If Boulder is unable to secure FAA concurrence on the location for the Path across Tract 14, the only option will be to take advantage of the existing trail easement across Tract 13 and locate the Path on that property, closer to the Airport runway. That location is both less advantageous for Boulder and has a greater impact on the RPZ.

### **Consistency with FAA Policies on Use of RPZ**

- The proposed Path is a compatible use within an RPZ according to applicable FAA orders and Advisory Circulars.
- While the FAA encourages sponsors to acquire RPZ property, sponsor ownership is not required. In this instance, while the same municipality owns both the Airport and the adjacent open space, legal restrictions on control of the property means that the Boulder Municipal Airport (a special revenue fund of the City of Boulder) cannot exercise effective control over the portion of the RPZ that was purchased with tax funds dedicated to open space purposes. In fact, use of the remaining portion of the RPZ for Airport purposes would require further municipal action (known as a ‘disposal’) and potential voter approval.
- The proposal will *enhance* the protection of the affected property because:
  - Boulder is proposing (subject to approval) to restrict use of its property within the RPZ in a manner consistent with the restrictions that would apply if Boulder Municipal Airport controlled the property.
  - The City proposes to negotiate with the easement owner to extinguish existing easements on the Airport-owned portion of the RPZ (Tract 13) to enhance its protection. Without this effort by the City, the easement owner could construct a path on Tract 13 – closer to the runway than is proposed.
  - By placing the Path on Tract 14, to the east of existing easements that currently allow construction of a path on Tract 13, the City is enhancing the area that will be protected as RPZ property and reducing the probability of further encroachment into the RPZ.
  - The City is proposing (subject to approval) to agree not to erect any structures on its property that lies within the entire RPZ.
  - The proposed MOU will enhance the control that the Boulder Municipal Airport has over Tract 14.

- While FAA encourages no intensive uses of property within an RPZ, certain uses are permitted where control of fee title is impractical.<sup>16</sup> The use of the RPZ as a Path is consistent with other low intensity uses that FAA allows within an RPZ.
- Recreational paths have been allowed even within property that is owned and controlled by the Airport sponsor; this proposal is consistent with those precedents.

---

<sup>16</sup> FAA Advisory Circular 150/5300-13A, *Airport Design* §§105.f., 310.d. See also, Interim Guidance on Land Uses within a Runway Protection Zone (2012) (“Although the FAA recognizes that in certain situations the Airport sponsor may not fully control land within the RPZ, the FAA expects Airport sponsors to take all possible measures to protect against and remove or mitigate incompatible land uses.”)