

Open Space Board of Trustees Retreat Agenda *October 20, 2021*

I. 9:00 – 1:00 SESSION ONE: NUTS AND BOLTS

- A. 9:00 – 9:15 Welcome & Icebreaker
- B. 9:15 – 10:15 OSBT Rules of Procedures – Review and Discussion
- C. 10:15 – 11:00 OSBT-Council Relations and Priorities
- D. 11:00 – 11:10 Break
- E. 11:10 – 1:00 Adaptive Management and Best Practices

II. 1:00 – 2:00 LUNCH BREAK

III. 2:00 – 4:30 SESSION TWO: FOCUS ON THE FUTURE

- A. 2:00 - 2:30 Recreation Management Planning
- B. 2:30 – 4:00 Core Messaging and Vision
- C. 4:00 – 4:30 Climate Action

*Detailed agenda included as part of the packet

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 - Detailed Retreat Agenda

I. 9:00 – 1:00 SESSION ONE: NUTS AND BOLTS (Dave Facilitating)

A. 9:00 – 9:15 Welcome & icebreaker: “what is your favorite area on OSMP?”

B. 9:15 – 10:15 OSBT Rules of Procedures -- Review and Discussion

- Which rules/procedures do we need to review and discuss?
- Desired Outcome: Agree on changing any identified rules/procedures and roles
- i. **Discuss Topics identified in the ‘Homework’ assignment: Trustees to identify specific sections they’re interested in reviewing/discussing. Sections already identified:**
 - Article 2 – meetings
 - City Charter, Sec.174-organization and procedures of board
 - Meeting Minutes
 - Article I, #4 Vice Chair
 - Article 5 – conflicts of interest:
 - Article 5 – who speaks for the board and when?
 - Setting priorities – how can we be most effective?
 - Unanimity – when does that matter?
 - Board and staff roles: what’s working -what needs more attention?

C. 10:15 – 11:00 OSBT-Council Relations and Priorities

- How is our current relationship with Council working?
- Desired Outcome: Agree on what promotes an effective relationship with Council
- i. **Discussion on the status of OSBT’s overall relationship with Council**
 - Does Council still appoint a member to be the OSBT liaison and if so, what is their role and connection to the board? If not through Board Liaisons, then is there any acknowledged mode for communication other than the Board’s annual letter to Council?
 - Have Board members seen/read Dialogue Boulder’s suggestions re: improving the roles of Boards and Boards’ collaboration with Council?
 - SBC flood mitigation and CU South Annexation process
 - Prairie dog management
 - Planning reviews and decisions
- ii. **Discuss upcoming 2022 Council Priority Statement boards/commissions are asked to provide**

D. 11:00 – 11:10 Break

E. 11:10 – 1:00 ADAPTIVE MANAGEMENT AND BEST PRACTICES

- How is staff using the concept of adaptive management to make decisions and guide on the ground management which incorporates best management practices?
- Desired outcome: Provide recommendations to staff on current and future uses of adaptive management in management decisions and actions
- i. Discussion on the general definition, concept, scales of adaptive management and MP references (40 min)**
 - Is the DOI adaptive management definition used? How are we using the definition elements to meet specific local/regional needs?
 - Visitation levels are the proverbial elephant in the room. How are we handling increased, and increasing, and concentrated visitation/use with adaptive management?
- ii. Discussion on recent examples of Adaptive Management at work at OSMP (70 min) (staff to provide a 15-minute presentation of examples)**
 - Examples to include how monitoring data were applied and used
 - Provide recent examples that showcase the varying scales of AM
 - Using visitation data, provide recent examples of how we're using adaptive management in the following topic areas:
 - Trail impacts;
 - Voice and sight; and
 - Impacts on wildlife and vegetation -- weighing the importance.

II. 1:00 – 2:00 LUNCH BREAK

III. 2:00 – 4:30 SESSION TWO: FOCUS ON THE FUTURE (Caroline Facilitating)

A. 2:00 - 2:30 RECREATION MANAGEMENT PLANNING

- i. Scoping and next steps (staff 10 min presentation)**
 - How does/will the plan fit with other OSMP plans?
 - Does the name of the plan matter?

B. 2:30 – 4:00 CORE MESSAGING AND VISION

- i. For the first 50 years of the OSMP Program the overarching message – “the first community to tax itself to preserve the undeveloped natural lands around it – creating a community greenbelt”. The next 50 years will be a critical time for focused and transforming messages. Climate change, landscape loss, ecosystem destruction, species extinction, social inequities compel a coming together of the**

community to meet the urgency of the time. What role should the Open Space and Mountain Parks Program have?

- What do we want the overarching message (the one that ties everything together) for the OSMP Program to be in the next 50 years?
- Is having a 100-year vision for the Program important? When asked, what do we want the community to say about its collective sense of the Program?
- Vision statements in the Master Plan – which should be highlighted?

C. 4:00 – 4:30 CLIMATE ACTION

- How are we budgeting for climate change impacts and requirements?
- How are we measuring extent and impact of actions taken to deal with climate change?
- What is the OSMP contribution to the City's reduction of impacts from climate change? In 2025? In 2030?
- What else do we need to be doing?

Supplemental Materials:

- [Open Space and Mountain Parks Master Plan](#)
 - Master Plan references on adaptive management can be found in several places, including pages: 4, 71, 89, 121, 145, and 229.
 - Master Plan has many vision-related statements, including the Value and Outcome statements for each Focus Area. Staff will assemble and provide a compilation of vision-related statements in the Master Plan to the trustees at the retreat.
- Daily Camera Articles:
 - [Article by Sam Weaver and Mary Young](#)
 - [Article by Dave Kuntz and Karen Hollweg](#)

**RULES OF PROCEDURE
OPEN SPACE BOARD OF TRUSTEES**

**ARTICLE I
OFFICERS**

1. The Open Space Board of Trustees (the Board) shall elect officers at its first regular meeting after City Council has made its annual appointment of new Board members, or at any other time that it may become necessary to elect officers.
2. The chair shall accept nominations from the floor for the officers to be elected which are chair, vice-chair, and secretary.
3. The chair shall preside at all meetings and public hearings of the Board; shall decide on all points of order or procedure; and may assist in the preparation of special reports. ~~The term of office shall be for one year and any one person shall hold no more than two successive terms.~~ The terms of office shall generally be for one year, however if decided upon by the Board, the chair may preside for two successive terms.
4. The vice-chair shall assume the duties of the chair in his/her absence.
- 4.5. ~~The secretary shall be responsible for and maintain the records of the Board and shall perform such other duties as the Board may require and shall typically be the director of the Open Space and Mountain Parks Department (Director) or their delegate.~~

**ARTICLE II
MEETINGS**

1. The Board shall have regular meetings at least once a month. There shall typically be a meeting held on the second Wednesday of each month. If a second meeting is deemed necessary, it shall generally be held on the fourth Wednesday of the month. Generally, meetings shall occur at the Municipal Building or the ~~Cherryvale Open Space Office~~ Open Space and Mountain Parks Administration Office. However, other locations may be used as necessary and noticed. The ~~eChair and Open Space Director secretary~~ may agree to forego a meeting if the situation warrants.
2. Study sessions of the Board may be held as necessary at the request of Open Space ~~and Mountain Parks /Real Estate~~ staff, the chair, or City Council. Such study sessions may be held at such time and public place as may be designated by the chair and ~~secretary~~ Director provided that notice is given to the public and to each member as required by Section 2-3-1, B.R.C 1981. The purpose of a study session shall be for information and discussion purposes only and votes on particular actions shall not be taken at such meetings. Study sessions will be open to the public; however, there will be no public participation unless specifically requested by the ~~Board~~ Chair.
3. Special meetings of the Board for purposes of public participation and action by the Board may

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be called by the chair and two other Board members upon giving notice as required by Section 2-3-1, B.R.C. 1981 of said special meeting to all Board members and the public.

4. The order of business at all regular meetings of the Board will generally be as follows:

- a) Call to order and roll call
- b) Approval of minutes of previous meeting(s)
- c) Public Participation/Items Not on the Agenda
- d) Agenda subjects
- e) Director's update on departmental matters
- f) Matters from the Board
- g) Public Participation/Items Not on the Agenda
- h) Agenda subjects
- i) Adjournment

However, the agenda may be adjusted at the discretion of the ~~Open Space Director, secretary~~ or the ~~C~~chair.

5. All meetings of the Board shall be open to the public and publicly noticed by any reasonable means prior to each meeting.

- a) Three members of the Board shall constitute a quorum, and an affirmative vote of at least three members shall be necessary to authorize any action of the Board. Any disposal of Open Space land and assets shall require an affirmative vote of at least three members after a public meeting held in conformance with Charter Section 177. Said Charter Section requires at least 10 days' notice and subsequent approval by City Council, followed by a sixty-day waiting period, during which time a petition may be filed requiring that such disposal be submitted for a vote of the electors.
- b) When the disposal of any interest in Open Space land as defined in the City Charter is proposed, written notice shall be mailed to owners of property and residents within 600 feet of the boundaries of the Open Space land proposed for disposition. This will include, at a minimum, the location of the land in question and the intended disposal thereof together with the date, hour and location of the board meeting where such a proposed disposition will be considered.

6. Public participation - limitation of time.

- a) Public participation shall ordinarily be limited to three minutes per speaker per item. All speakers wishing to pool their time must be present, and time allotted will be determined by the ~~C~~chair, not to exceed ten minutes total. Speakers are requested not to repeat items addressed by previous speakers other than to express points of agreement or disagreement.
- b) The ~~e~~Chair may grant additional time on request. In order to schedule matters appropriately before the Board, requests for additional time should be made prior to the time when the agenda for the meeting is prepared; otherwise, when additional time is requested and granted after the agenda is prepared, the chair may reschedule a particular

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matter at a different time during the meeting or may continue the matter at another meeting of the Board.

7. Staff shall use reasonable efforts to ~~provided~~~~deliver~~ copies of the meeting agenda to all members of the Board at least five days prior to the regular meeting. The agenda and items on the agenda, with appropriate background information, shall be prepared by the Open Space ~~and Mountain Parks /Real Estate~~ staff.
8. A majority of the Board may delegate or appoint the ~~C~~hair and/or other members of the Board to assist in the presentation of the Board recommendations to the City Manager or to the City Council.

ARTICLE III **COMMITTEES**

1. The Board may establish such committees as it deems advisable and assign each committee specific duties or functions.
2. The chair shall designate the members of each committee. The members of the committee shall elect their chair.
3. No member of the Board shall be required to serve on more than two committees simultaneously.

ARTICLE IV **RECORDS**

1. The secretary shall maintain an accurate record of all studies, plans, reports and recommendations of the Board and the discharge of its duties and responsibilities , in addition to recording decisions reached/action to be taken, though not recording the discussion that went into making the decisions. Action minutes serve the purpose of keeping minutes and transactions as the official record for this Board.
2. Records of the Open Space Board of Trustees shall be available for public view in conformance with the State Open Records Act.

ARTICLE V **INTERESTS OF MEMBERS**

1. Those Board members who have a conflict of interest and feel participation in deliberations pursuant to Section 2-7-1, et.seq., B.R.C. constitutes a conflict of interest shall disqualify themselves from discussion and voting.
2. Individual Board members who appear before, or who write to, duly constituted bodies or officials shall not represent the Board as an official representative UNLESS that individual has

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been so designated by consensus of the Board, when, at its discretion, it wishes to express views relating to Open Space activities or to policies which may affect Open Space. If the Board is not in complete agreement about the matter under consideration, then no representation of the entire Board is permissible.

ARTICLE VI

AGENDA SUBJECTS

1. The Director shall provide the members of the Board with the necessary information for performance of their duties.
2. All data pertaining to the request by an interested party for a place upon an OSBT agenda must be presented in writing to the Director of Open Space and Mountain Parks at least three weeks prior to the date of such meeting.
3. Where the volume of Board subjects may require such action, the Director, working with the chair, may postpone certain pending subjects until sufficient meeting time may be available for a proper review of such subjects.
4. Staff shall make a reasonable effort to submit detailed reports concerning agenda subjects to the Board members at least five days prior to the meeting. Such staff reports shall be in sufficient detail to provide Open Space Board of Trustees members with basic facts on each subject on the agenda and an adequate description of the problems so that members may be prepared at the Board meeting to consider the topic without need for lengthy review at the meeting of basic information considering such subjects.
5. Field trips may be scheduled by the chair and/or the Director to gather additional information on the issues to be considered.

ARTICLE VII

ADOPTION

1. These rules of procedure may be amended by an affirmative vote of three Board members provided the proposed amendment has been submitted in writing to each member of the Board at least three days prior to the scheduled meeting.

Voted on and adopted by the Open Space Board of Trustees this 12th day of January, 2000.

Commented [CL1]: Update once re-adopted

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Recommendations for City Council 2020 Priorities from the Open Space and Mountain Parks Board of Trustees (OSBT)

Issues Likely Requiring Council Action in 2020

1. OSBT recommendations to Council on FY 2021 budget with Master Plan priorities and revenue projections reflecting the recent tax measure.

OSBT will seek Council's support of the FY 2021 budget implementing the OSMP Master Plan highest priorities supported by the 0.15% sales tax approved in 2019. Year 1 revenues from the sales tax will be used to purchase a conservation easement on Long's Gardens. Revenues beginning in 2021 will target Master Plan priorities, with emphasis on deferred maintenance and reducing impacts from increasing visitation on Open Space and Mountain Parks (OSMP) lands. OSMP has become a regional and national destination, requiring renewed attention to minimizing impacts and creating new challenges and urgency to sustain the community's 120+ year investment in Open Space. Top Master Plan funding priorities targeted for 2021 include:

- (1) Ecosystem conservation and habitat restoration, including non-native weed control;
- (2) Extensive repair and maintenance of the existing trail system;
- (3) Reducing atmospheric carbon through active sequestration efforts on agricultural croplands; and
- (4) Providing essential environmental education on topics that promote understanding of our role in a healthy and livable environment.

2. OSMP and OSBT ongoing involvement in the South Boulder Creek flood control project, including possible disposal of OSMP land for construction of project features.

<https://bouldercolorado.gov/flood/south-boulder-creek-flood-mitigation-planning-study>

On Sept. 11, 2019 OSBT provided council with feedback on the proposed Variant I and associated land disposal and mitigation issues. The proposed floodwall along US36 has been moved from the CDOT right of way largely to OSMP lands. OSBT expects to review updated project information in March or April 2020 and provide feedback to Council. OSBT does not have a schedule yet for consideration of possible land disposal or other Board actions.

3. OSBT recommendation to Council to address conflicts between prairie dogs and OSMP irrigated agriculture north of Jay Rd between Hwy 36 and the Diagonal.

<https://bouldercolorado.gov/osmp/prairie-dogs-process>

In April 2019, OSBT communicated to Council that:

“Prairie dog levels on numerous Open Space and Mountain Parks (OSMP) irrigated agricultural properties have created a conflict between the city prairie dog and agricultural policies and prevent OSMP from fully meeting Charter purposes. It is infeasible to address these problems only by non-lethal means in a timely fashion. Accordingly, we recommend commencing an expedited OSMP-led process, with appropriate outreach, to evaluate whether, where, and how to use lethal control to address these problems.”

In May 2019, Council directed OSMP to work with OSBT to develop an expedited process to consider possible new prairie dog and soil health management tools. That process has been underway and OSBT expects to make a recommendation for Council at our March 11, 2020 meeting. We expect that this issue will generate considerable public interest and requests for Council involvement. Further, OSBT recommendations may require changes to existing City ordinances.

Items for Council Information

Three Integrated Site Plans are under active development with significant public participation, each aimed at sustaining natural areas, improving visitor experiences, and addressing other open space values in a specific area. Details are at <https://bouldercolorado.gov/osmp/integrated-sites-projects>. We do not believe that these will need to be Council priorities, but it is possible that one or more will generate requests for Council consideration.

1. Completion of Wonderland Lake ISP: Following input from the public and Council, OSMP substantially revised the process and goals for integrated site planning at Wonderland Lake. A new series of public engagements about desired improvements and repairs to the current trails and facilities was begun in June 2019, and a second round of consideration of options and public feedback is currently underway. Public discussion of proposed final options will occur in Jan-Mar 2020, with Board recommendations to staff in April.

2. Completion of Gunbarrel Hill ISP: A public planning process was begun in January 2019 to explore ways to protect important grassland nesting bird habitat while providing enhanced visitor experience. An initial round of public discussions of goals and options was completed in July, with a second round occurring this December. Completion of the project has not been scheduled but will occur in 2020.

3. Completion of Gebhart ISP: This planning process was begun in Fall of 2018 with the goal of protecting rare and threatened wildlife and plant species and their habitat along South Boulder Creek (Bobolink Trail), while providing access to trails along this corridor. Three rounds of community workshops and discussion of options occurred in November 2018, and May and October 2019. Final concepts for OSBT recommendation to staff will be presented in January 2020.

To: City Council

From: The Open Space Board of Trustees

The Open Space Board of Trustees (OSBT) is pleased to respond to your request for input to Council's 2021 retreat.

Key Issues for 2021

1. **Prairie Dog Management:** Implementation of the first stages of our plans for addressing conflicts between prairie dog conservation and management of irrigated lands under the Council-approved program.
2. **Rising Recreational Use/Accelerating Costs:** Rapidly increasing visitation levels, both prior to and exacerbated by COVID, are straining the OSMP system. Use on the 150 miles of designated trails has almost doubled to nearly 7,000,000 annual visits in the past 15 years. The 180 miles of "undesignated or social" trails resulting from off-trail use are an example of a major impact from increased use. Deferred maintenance of the established trail system is estimated at \$40,000,000. These use levels and associated impacts on the system's natural plant and animal communities are a major management focus for the future. We need to work closely with Council in finding creative and efficient ways to address these issues within the priorities and procedures described in the OSMP Master Plan.
3. **South Boulder Creek Flood Control:** Continued work to avoid, minimize, and mitigate impacts of South Boulder Creek flood control projects on highly valued OSMP riparian and wet meadow habitat.
4. **Continuing Effects of Climate Change:** Increase our focus and attention on what implications changing climates have on maintaining the ecological integrity (biodiversity and habitats for wildlife) and sustainability of the natural and agricultural lands which define Boulder. Equally important is enhancing soil health, sequestering carbon and prescriptively managing forests and grasslands to reduce wildfire hazards to ensure that the intrinsic values of these lands are maintained and that their capacity to adapt and thrive under changing climatic conditions remains intact.

Positive Events/Actions from 2020

1. The **OSBT thanks** all those who have supported the Open Space and Mountain Parks (OSMP) system during this very challenging year:
 - **OSMP staff and leadership** for extraordinary dedication and service that has kept the public and staff safe during the COVID outbreak, associated record increases in OSMP visitation, as well as during the County's record-breaking fire season.
 - **City Council** for quick and decisive leadership during the pandemic, and support for data-driven consideration of difficult and complex issues such as:
 - approval of OSMP's plan for management of irrigated lands in the presence of prairie dogs.
 - supporting OSBT's consideration of an upstream option for flood control on South Boulder Creek. Mayor Weaver, Councilmember Friend, and the City Utilities staff have been especially helpful in the time and thought they have given to this issue.

Negative Events in 2020

1. The OSBT regrets the **negative effects of the COVID pandemic on our ability to interact** directly with the public, staff, and each other --- a challenge all boards and council have faced. (On the flip side, we greatly appreciate the support of staff in making remote interaction as easy as possible.)
2. For February – August 2020, staff reports significant impacts to our system's Habitat Conservation Areas ((protected areas of highest ecological quality). Those impacts include damage from off-trail use and violation of wildlife closures for cliff-nesting raptors, grassland birds, and areas with New Zealand Mud Snail infestations. The widening of trails and failure to remove dog waste are also impacts of particular concern.

Document provided to staff by a Board Member to include in the meeting materials as part of Matters from the Board on October 13

U.S. Department of Interior, Adaptive Management Technical Guide (2009)

<https://www.doi.gov/sites/doi.gov/files/uploads/TechGuide-WebOptimized-2.pdf>

addresses four basic questions concerning adaptive management: (1) What is adaptive management? (2) When should it be used? (3) How should it be implemented? (4) How can its success be recognized and measured?

From [Chapter1.pdf \(doi.gov\)](#)

... Adaptive management as described here is infrequently implemented, even though many resource planning documents call for it and numerous resource managers refer to it (13). It is thought by many that merely by monitoring activities and occasionally changing them, one is doing adaptive management. Contrary to this commonly held belief, adaptive management is much more than simply tracking and changing management direction in the face of failed policies, and, in fact, such a tactic could actually be maladaptive (14). An adaptive approach involves exploring alternative ways to meet management objectives, predicting the outcomes of alternatives based on the current state of knowledge, implementing one or more of these alternatives, monitoring to learn about the impacts of management actions, and then using the results to update knowledge and adjust management actions (15). Adaptive management focuses on learning and adapting, through partnerships of managers, scientists, and other stakeholders who learn together how to create and maintain sustainable resource systems (3).

The purpose of this technical guide is to present an operational definition of adaptive management, identify the conditions in which adaptive management should be considered, and describe the process of using adaptive management for managing natural resources.

Adaptive management [is a decision process that] promotes flexible decision making that can be adjusted in the face of uncertainties as outcomes from management actions and other events become better understood. Careful monitoring of these outcomes both advances scientific understanding and helps adjust policies or operations as part of an iterative learning process. Adaptive management also recognizes the importance of natural variability in contributing to ecological resilience and productivity. It is not a 'trial and error' process, but rather emphasizes learning while doing. Adaptive management does not represent an end in itself, but rather a means to more effective decisions and enhanced benefits. Its true measure is in how well it helps meet environmental, social, and economic goals, increases scientific knowledge, and reduces tensions among stakeholders.

Adaptive management is appropriate for a problem if the following conditions are met:

- * Decision options exist based on monitoring and analysis.
- * Stakeholders can be engaged/involved to make management action(s) effective.
- * Management objective(s) can be stated explicitly.
- * Decision making is confounded by uncertainty about potential management impacts.
- * Resource relationships and management impacts can be predicted and generated by models.
- * Targeted monitoring can be designed to reduce uncertainty and inform decision making.
- * Progress in achieving management objectives can be recognized and measured.
- * Management actions can be adjusted in response to what has been learned.
- * The whole process can fit within the appropriate legal framework/laws/authority.