



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

MEETING DATE: February 10, 2016

AGENDA TITLE: Staff requests that the Open Space Board of Trustees (OSBT):

- a) Approve the newly refined Scenarios A and B for the North Trail Study Area (TSA) Plan
- b) Identify which of the newly refined scenarios should be used as the basis for the North TSA Plan.

PRESENTER/S

Tracy Winfree, Director, Open Space and Mountain Parks

Mark Gershman, Environmental Planning Supervisor, Open Space and Mountain Parks

Steve Armstead, Environmental Planner, Open Space and Mountain Parks

EXECUTIVE SUMMARY

The goal of the North TSA planning process is to provide the management direction and document the implementation actions which will improve the visitor experience, protect natural, cultural and agricultural resources, and provide a physically and environmentally sustainable system for visitor access in the North TSA. The OSBT, community members and staff have been working for approximately one year collecting and compiling information about the TSA, identifying issues and interests, and developing scenarios. Working with the OSBT and community members, staff initially developed four management scenarios to address community issues and interests. Using feedback including input from the OSBT and members of the public, staff narrowed the range of scenarios to two. The two scenarios and public comments about them formed the basis of a study session held on Jan. 13 and 14, 2016. At this study session, OSBT members shared their feedback about the ways to further improve the scenarios, and provided an indication about which of the scenarios would be preferred as the basis of the North TSA Plan.

Staff has revised the scenarios discussed at the January study session and is requesting the Board's approval of the revisions (Attachment A). Staff is recommending that only one scenario be implemented, and is requesting the Board's direction on which scenario should be the basis of the North TSA Plan.

STAFF RECOMMENDATION: Staff requests the Open Space Board of Trustees approve Scenarios A and B as amended; and that the Board identify which of the newly refined scenarios (A or B) should be used for drafting the North Trail Study Area Plan.

COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS

- **Environmental:** Open Space and Mountain Parks (OSMP) is a significant community-supported program that is recognized worldwide as a leader in preservation of open space lands contributing to the environmental sustainability goal of the City Council. The implementation of the North TSA Plan will include environmental impact to natural areas, wetlands, rare plant populations, plant communities and ecological systems. Implementation will also reduce the number of undesignated trails and improve the sustainability of trails and visitor infrastructure in ways that may foster improved resource conservation.
- **Economic:** OSMP contributes to the economic vitality goal of the city as it provides the context for the diverse and vibrant economic system that sustains services for residents. The land system and the quality of life it represents attract visitors and help businesses to recruit and retain quality employees.
- **Social:** The North TSA Plan will increase sustainable access by community members. Since OSMP lands, facilities and programs are equally accessible to all members of the community, the North TSA Plan will increase community accessibility to opportunities to improve physical wellbeing, mental health and enjoyment of the many features of open space lands.

OTHER IMPACTS

- **Fiscal:** The funding allocation from the 2016 budget includes funding to support the completion of the North TSA Plan. Once the plan is approved, requests for implementation funding will be integrated into the City of Boulder's six-year Capital Improvements Program and annual budgeting practices.
- **Staff time:** The staff time needed to complete this project is part of the 2016 work plan for OSMP staff.

PUBLIC COMMENT AND PROCESS

This item is being heard as part of this public meeting advertised in the *Daily Camera* on Feb. 7, 2016. The extensive public involvement strategy used in the development of the North TSA scenarios is described in Attachment B.

ANALYSIS

The [North TSA](#) includes OSMP lands north of the Diagonal Highway and Linden Avenue. The North TSA Plan will include management recommendations for 7,701 acres that OSMP owns and manages in this area. The goal of the North TSA Plan is to improve visitor experiences and increase the sustainability of trails and trailheads while conserving the area's natural, cultural and agricultural resources. Additional background on the plan and process is available in Attachment B.

The Planning Process

The North TSA planning process began in February of 2015 and includes the following four phases:

1. Collecting and compiling information about current conditions and management practices in the TSA which was made available as the [North TSA Inventory and Assessment Report](#) in June 2015.
2. Identifying key issues and interests that need to be addressed in the plan, summarized in the [Interests and Issues Report](#). The report was distributed in July 2015.
3. Assessing and improving the scenarios—and selecting one scenario to use as the basis of the plan. Staff created [four preliminary scenarios](#) for the North TSA Plan that balanced community interests and addressed issues using a range of actions. The four preliminary scenarios were completed and made available for public review in October 2015.

Using input from community members and the OSBT, staff [created two refined scenarios](#) from the four preliminary ones. These were distributed in December 2015. In a January study session, staff asked the Board for feedback on ways that the refined scenarios could be further improved; and to indicate preferences for the scenario that should be used as the basis of the North TSA Plan.



Current
Phase

4. Developing the draft plan and seeking the OSBT's recommendation that City Council accept the North TSA Plan.

North TSA Plan Scenarios

The two scenarios discussed at the January OSBT study session include a significant number of elements that are the same in both scenarios. Taken together these shared actions form the core management improvements for the North TSA. The differences between the scenarios are primarily actions linked with the trail connections to the Joder property. Scenario A is characterized by a connection to the Joder property on the east side of US 36, and would include a new trail from Longhorn Road to Lefthand Trail and improvements to the alignment of the Lefthand Trail. Scenario A would also require the construction of an underpass beneath US 36 near the Joder property. Scenario B provides access to the Joder property on the west side of the highway, and relies partially on the use of an undesignated trail lying atop a railroad grade. In both cases, considerable trail rehabilitation and new trail construction will be required to complete the connection.

Feedback by the OSBT at the January study session was consistent and supportive for a number of actions including the following:

- Reaffirming the Habitat Conservation Area (HCA) designation for the Joder property,
- Locating a single loop trail on the Joder property,
- Coordinating with Boulder County Parks and Open Space to manage access to Six Mile Fold after they have updated their management plan for this property,
- Increasing clarity about how the plan addresses regional trail connections,
- Allowing Voice and Sight control on corridor along the Joder interim trail,
- Providing a parallel single track trail next to the Sage and Eagle trails, and

- Determining management benefits and potential topics for educational signage.

Staff appreciates the significant unanimity expressed by the Board regarding these above-noted items and staff has amended the scenarios accordingly.

Topics with more varied feedback included:

- Locating, designing and managing the Joder connector trail,
- Developing and modifying access for cyclists and dogs,
- Locating, designing and managing specific trails, and
- Managing public access to the relatively isolated northern properties.

In situations with varied feedback, staff did its best to continue to balance interests and to make refinements to scenarios based on community feedback, professional judgment informed by best practice, experience elsewhere, knowledge of the area and other factors.

There were also comments and discussion by Board members on other items related to the scenarios. These comments were mostly about:

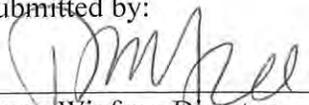
- Understanding environmental regulations, especially wetlands regulations, as they affect the scenarios,
- Understanding rare and sensitive natural resources and potential impacts with proposed routes of conceptual trails and in particular the Joder connector trail, and
- Developing and providing access to facilities (new vault toilets, horse trailer parking at Boulder Valley Ranch).

A table describing the OSBT feedback from the January study session in greater detail is included as Attachment C. The table is arranged according to TSA Subarea, then specific topic/location and includes a description about how the study session feedback was addressed in one or both of the newly revised scenarios.

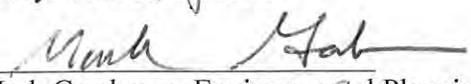
NEXT STEPS

Staff will revise each scenario according to the direction provided by the OSBT and community input and use the scenario identified by the Board as the preferred scenario and the basis for the North TSA Plan document. Updates on the status of the draft plan will be presented to both the City's Parks and Recreation Advisory Board (PRAB) and the County's Parks and Open Space Advisory Committee (POSAC) at their February meetings. Staff will return at the March OSBT meeting with a draft of the plan to request the Board's approval and its recommendation that City Council accept the plan. The scenario not selected to be advanced for developing the plan will be included in materials provided to City Council as an alternative that was assessed and considered in developing the draft plan.

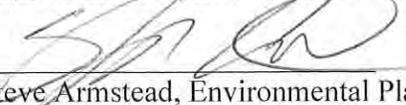
Submitted by:



Tracy Winfree, Director



Mark Gershman, Environmental Planning Supervisor



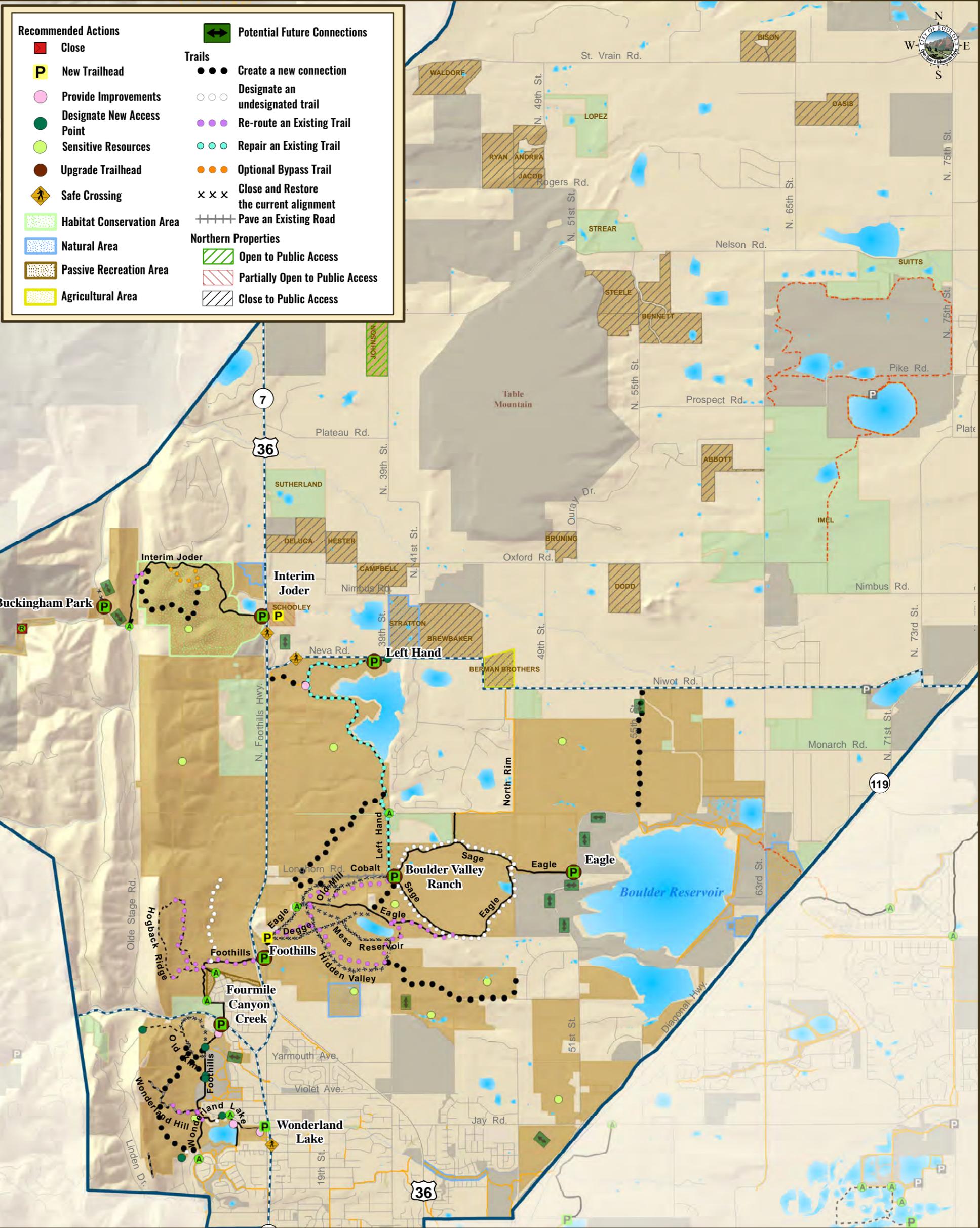
Steve Armstead, Environmental Planner

ATTACHMENTS:

- A. Scenario Maps and Comparison Tables
- B. North TSA Plan and Process Background
- C. Open Space Board of Trustees Feedback from January Study Session and Related Changes to Scenarios A and B

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North Trail Study Area Plan



Revised Scenario A

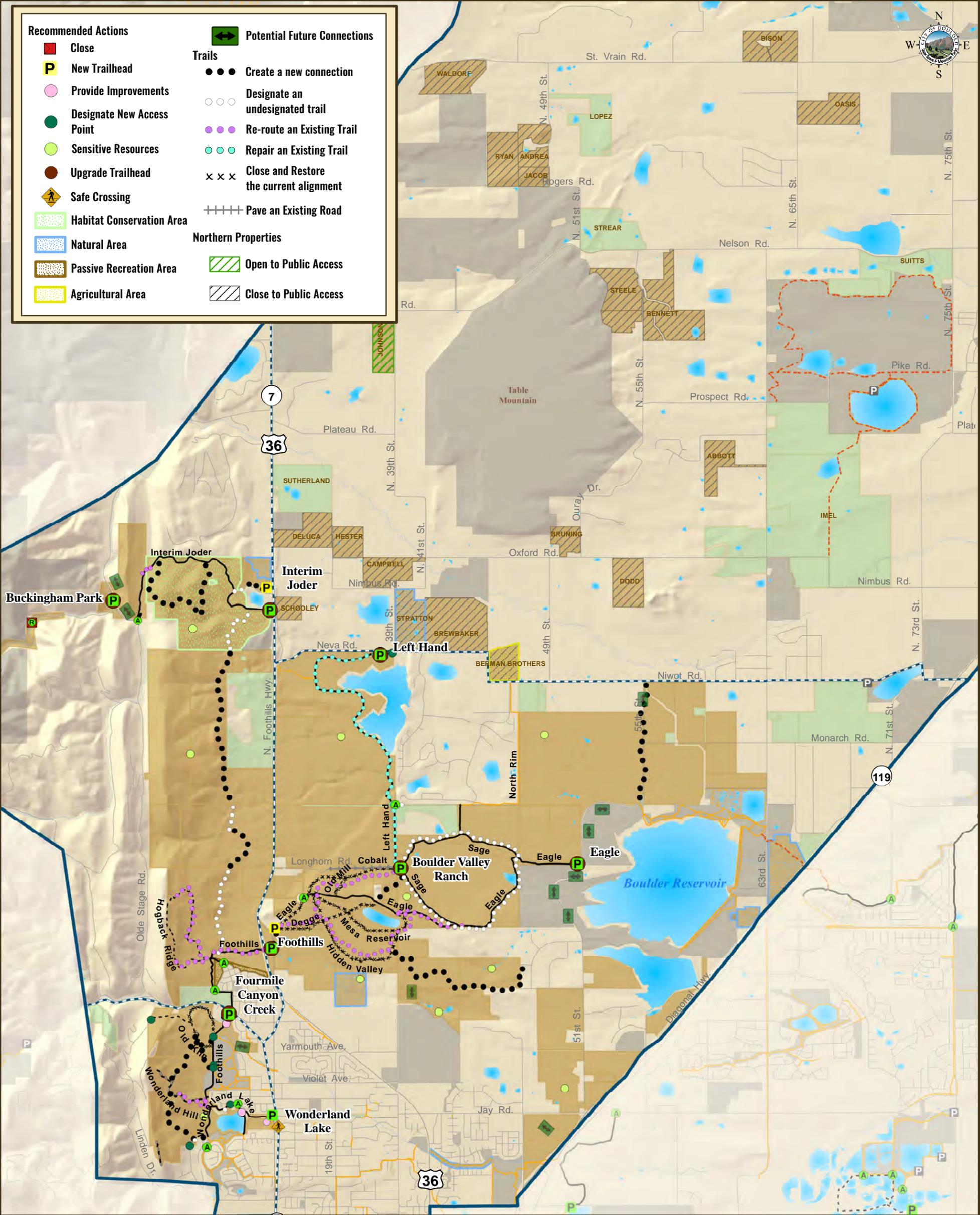


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| <ul style="list-style-type: none"> North Trail Study Planning Area North Trail Study Subareas OSMP Trailhead OSMP Access Point OSMP Recreational Feature Access Boulder County Trailhead | <ul style="list-style-type: none"> OSMP Hiking/Equestrian Trail OSMP Multi-Use Trail OSMP Gliding Access Non-OSMP Managed Hiking Trail Non-OSMP Managed Multi-Use Trail Non-OSMP Planned Trail | <p>North Trail Study Area Lands</p> <ul style="list-style-type: none"> OSMP Fee & Managed Property in the North TSA <p>Lands Not Included in the North Study Area</p> <ul style="list-style-type: none"> OSMP Easement or Jointly Owned, County-Managed Land Other Government Land |
|--|--|--|

North Trail Study Area Plan



Recommended Actions		Potential Future Connections	
■ Close	↔ Potential Future Connections	●●● Create a new connection	○ ○ ○ Designate an undesignated trail
P New Trailhead		●●● Re-route an Existing Trail	○ ○ ○ Repair an Existing Trail
○ Provide Improvements		x x x Close and Restore the current alignment	++++ Pave an Existing Road
● Designate New Access Point		++++ Pave an Existing Road	
● Sensitive Resources			
● Upgrade Trailhead			
▲ Safe Crossing			
▨ Habitat Conservation Area			
▨ Natural Area			
▨ Passive Recreation Area			
▨ Agricultural Area			
	Northern Properties	▨ Open to Public Access	▨ Close to Public Access



Revised Scenario B



□ North Trail Study Planning Area	- - - OSMP Hiking/Equestrian Trail	■ North Trail Study Area Lands
□ North Trail Study Subareas	- - - OSMP Multi-Use Trail	■ OSMP Fee & Managed Property in the North TSA
P OSMP Trailhead	- - - OSMP Gliding Access	■ Lands Not Included in the North Study Area
A OSMP Access Point	- - - Non-OSMP Managed Hiking Trail	■ OSMP Easement or Jointly Owned, County-Managed Land
R OSMP Recreational Feature Access	- - - Non-OSMP Managed Multi-Use Trail	■ Other Governmen
P Boulder County Trailhead	- - - Non-OSMP Planned Trail	

North Trail Study Area Plan

Potential Future Connections

Recommended Actions

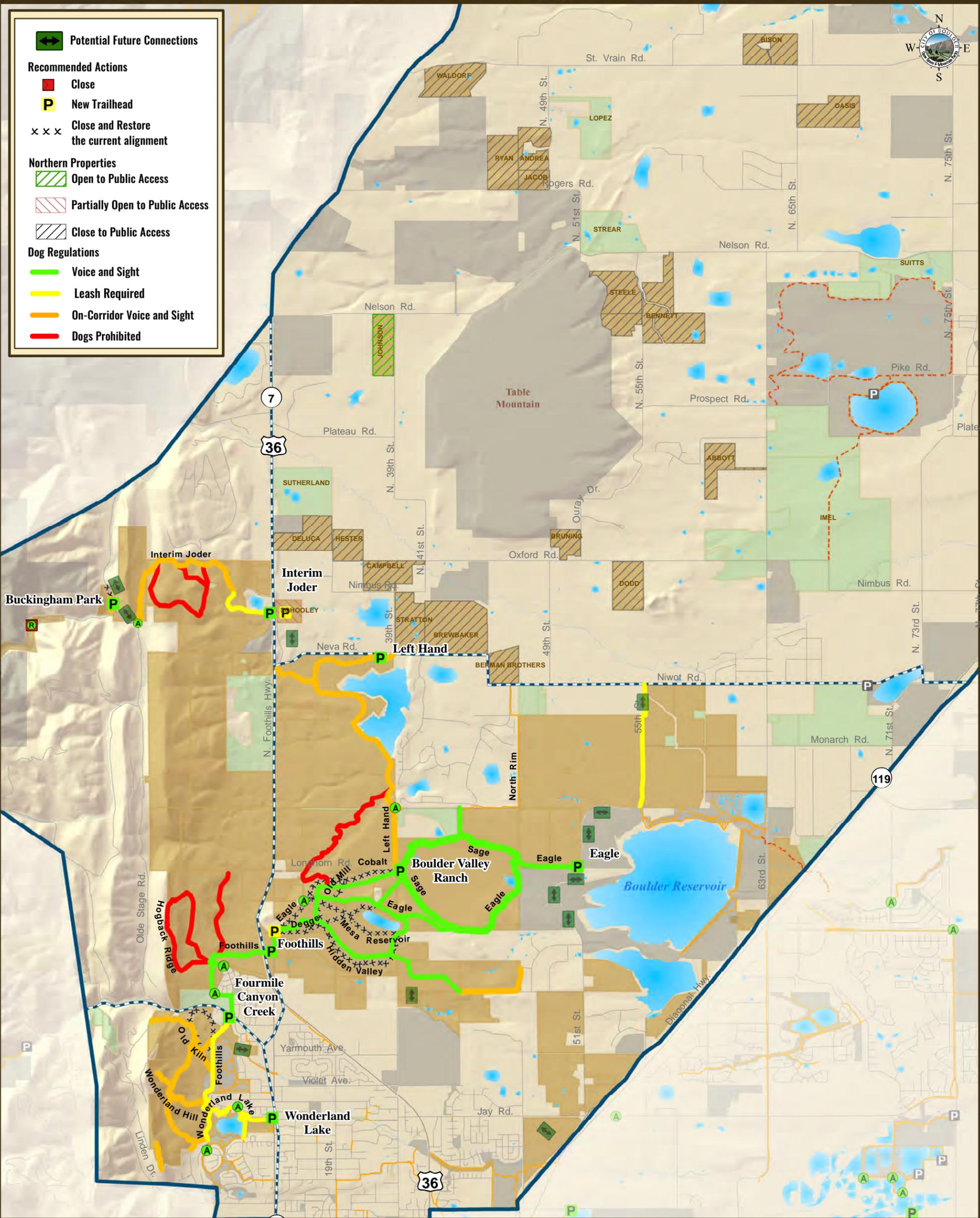
- Close
- New Trailhead
- Close and Restore the current alignment

Northern Properties

- Open to Public Access
- Partially Open to Public Access
- Close to Public Access

Dog Regulations

- Voice and Sight
- Leash Required
- On-Corridor Voice and Sight
- Dogs Prohibited



Revised Scenario A Dog Regulations

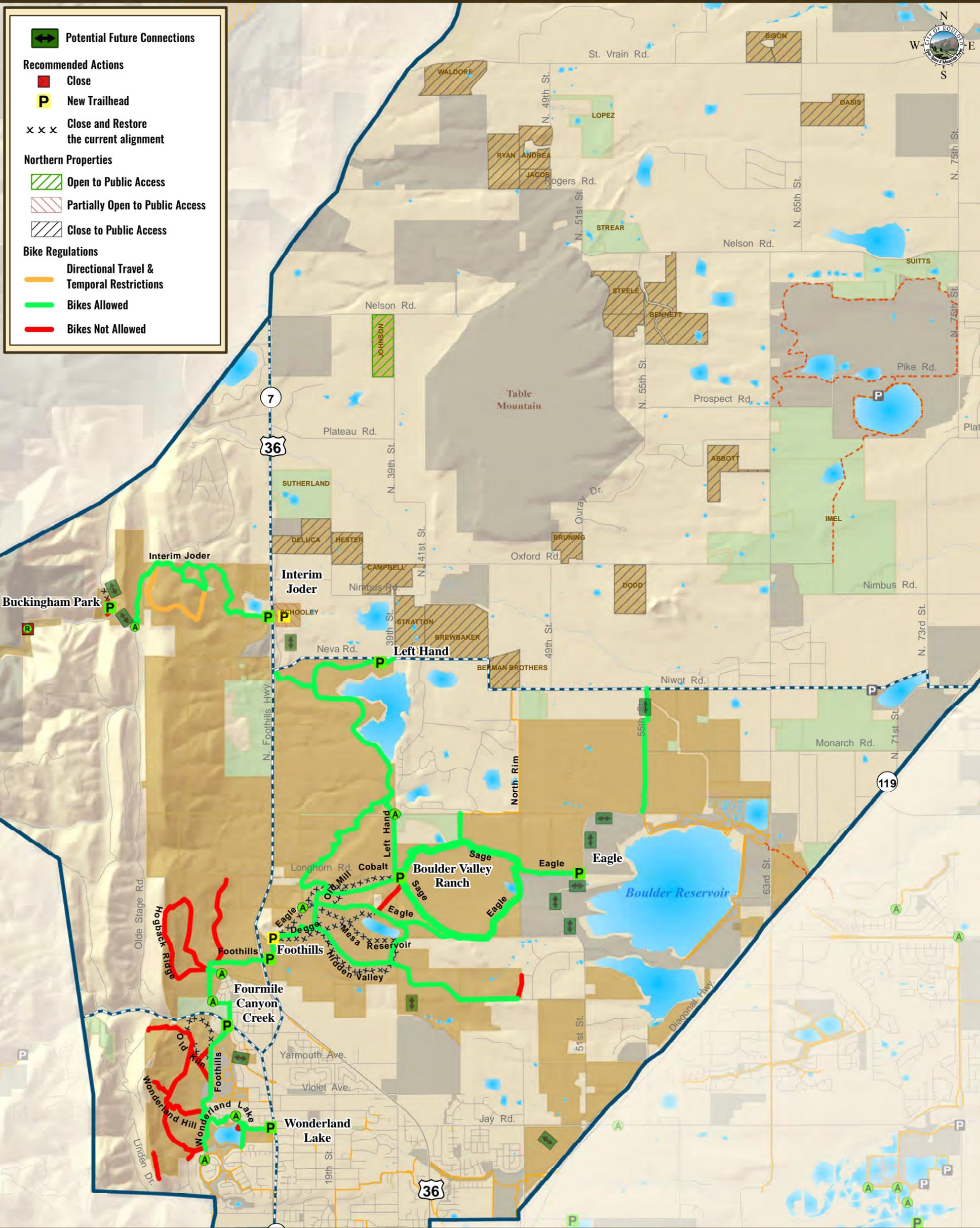


- North Trail Study Planning Area
- North Trail Study Subareas
- OSMP Trailhead
- OSMP Access Point
- OSMP Recreational Feature Access
- Boulder County Trailhead

- OSMP Hiking/Equestrian Trail
- OSMP Multi-Use Trail
- OSMP Gliding Access
- Non-OSMP Managed Hiking Trail
- Non-OSMP Managed Multi-Use Trail
- Non-OSMP Planned Trail

- North Trail Study Area Lands**
- OSMP Fee & Managed Property in the North TSA
- Lands Not Included in the North Study Area**
- OSMP Easement or Jointly Owned, County-Managed Land
 - Other Governmen

North Trail Study Area Plan



Revised Scenario A Bike Regulations



<ul style="list-style-type: none"> North Trail Study Planning Area North Trail Study Subareas OSMP Trailhead OSMP Access Point OSMP Recreational Feature Access Boulder County Trailhead 	<ul style="list-style-type: none"> OSMP Hiking/Equestrian Trail OSMP Multi-Use Trail OSMP Gliding Access Non-OSMP Managed Hiking Trail Non-OSMP Managed Multi-Use Trail Non-OSMP Planned Trail 	<p>North Trail Study Area Lands</p> <ul style="list-style-type: none"> OSMP Fee & Managed Property in the North TSA <p>Lands Not Included in the North Study Area</p> <ul style="list-style-type: none"> OSMP Easement or Jointly Owned, County-Managed Land Other Governme
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North Trail Study Area Plan

Potential Future Connections

Recommended Actions

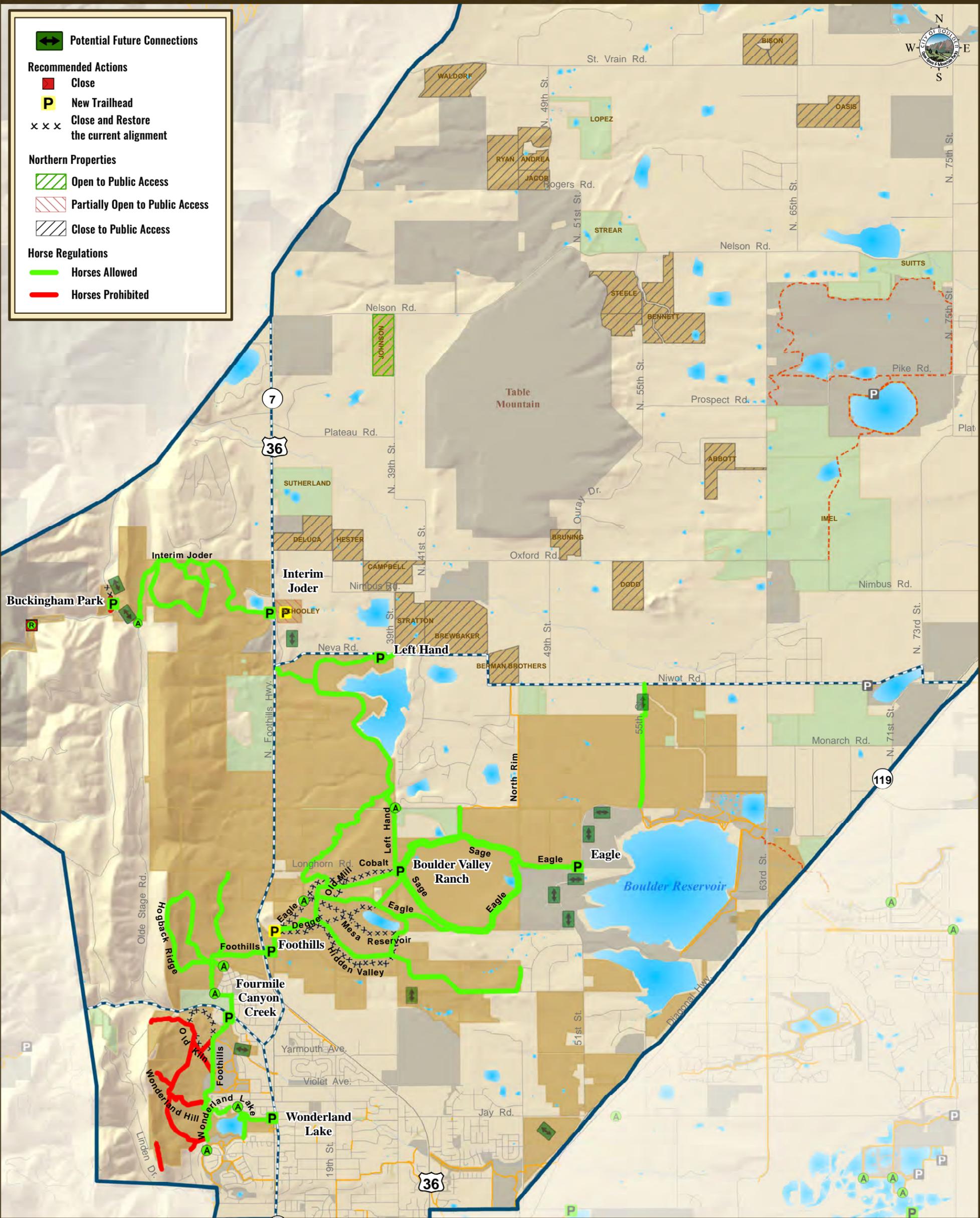
- Close
- New Trailhead
- Close and Restore the current alignment

Northern Properties

- Open to Public Access
- Partially Open to Public Access
- Close to Public Access

Horse Regulations

- Horses Allowed
- Horses Prohibited



Revised Scenario A Horse Regulations



<ul style="list-style-type: none"> North Trail Study Planning Area North Trail Study Subareas OSMP Trailhead OSMP Access Point OSMP Recreational Feature Access Boulder County Trailhead 	<ul style="list-style-type: none"> OSMP Hiking/Equestrian Trail OSMP Multi-Use Trail OSMP Gliding Access Non-OSMP Managed Hiking Trail Non-OSMP Managed Multi-Use Trail Non-OSMP Planned Trail 	<p>North Trail Study Area Lands</p> <ul style="list-style-type: none"> OSMP Fee & Managed Property in the North TSA <p>Lands Not Included in the North Study Area</p> <ul style="list-style-type: none"> OSMP Easement or Jointly Owned, County-Managed Land Other Governme
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North Trail Study Area Plan

Potential Future Connections

Recommended Actions

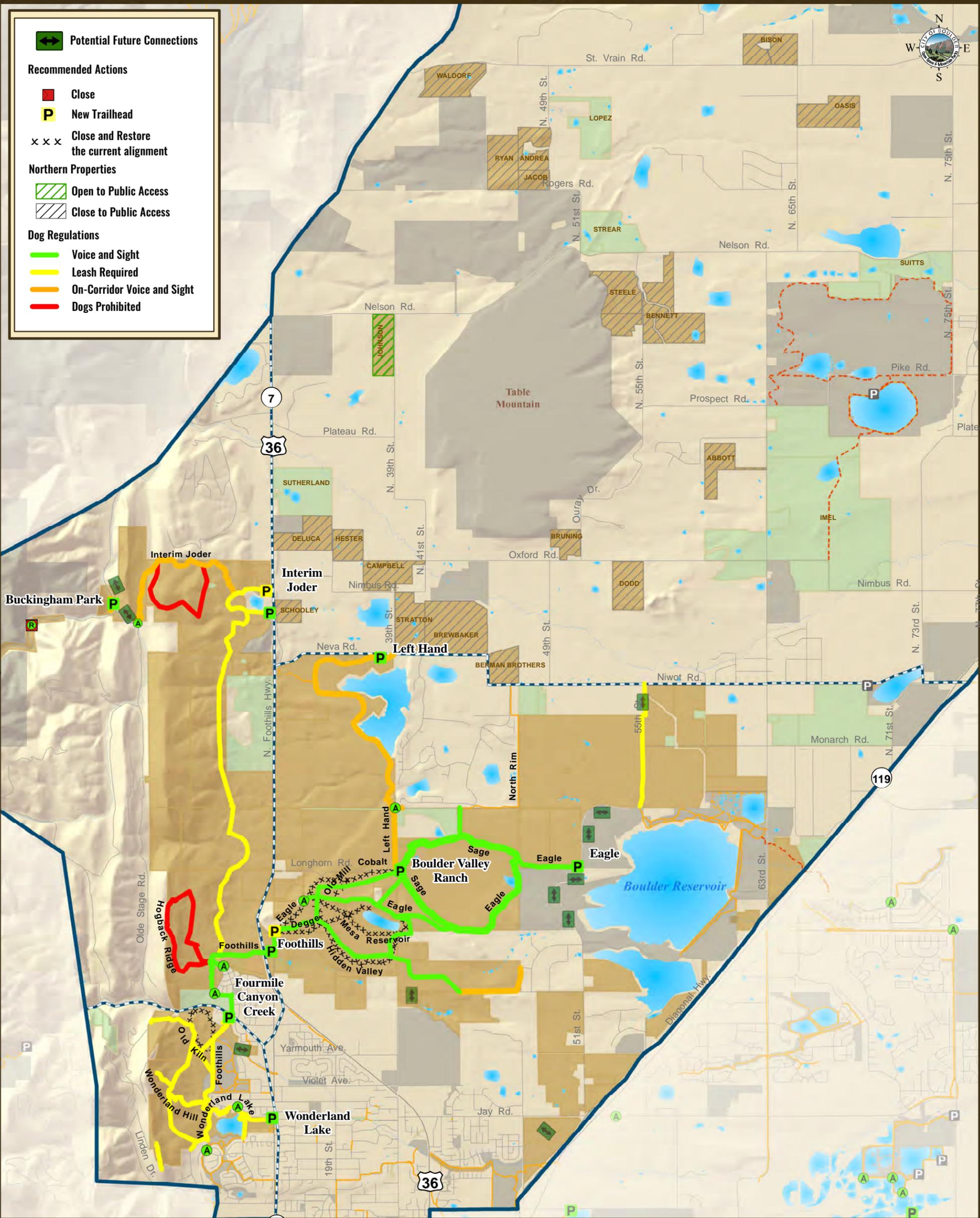
- Close
- New Trailhead
- Close and Restore the current alignment

Northern Properties

- Open to Public Access
- Close to Public Access

Dog Regulations

- Voice and Sight
- Leash Required
- On-Corridor Voice and Sight
- Dogs Prohibited



Revised Scenario B Dog Regulations



<ul style="list-style-type: none"> North Trail Study Planning Area North Trail Study Subareas OSMP Trailhead OSMP Access Point OSMP Recreational Feature Access Boulder County Trailhead 	<ul style="list-style-type: none"> OSMP Hiking/Equestrian Trail OSMP Multi-Use Trail OSMP Gliding Access Non-OSMP Managed Hiking Trail Non-OSMP Managed Multi-Use Trail Non-OSMP Planned Trail 	<p>North Trail Study Area Lands</p> <ul style="list-style-type: none"> OSMP Fee & Managed Property in the North TSA <p>Lands Not Included in the North Study Area</p> <ul style="list-style-type: none"> OSMP Easement or Jointly Owned, County-Managed Land Other Governme
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North Trail Study Area Plan

Potential Future Connections

Recommended Actions

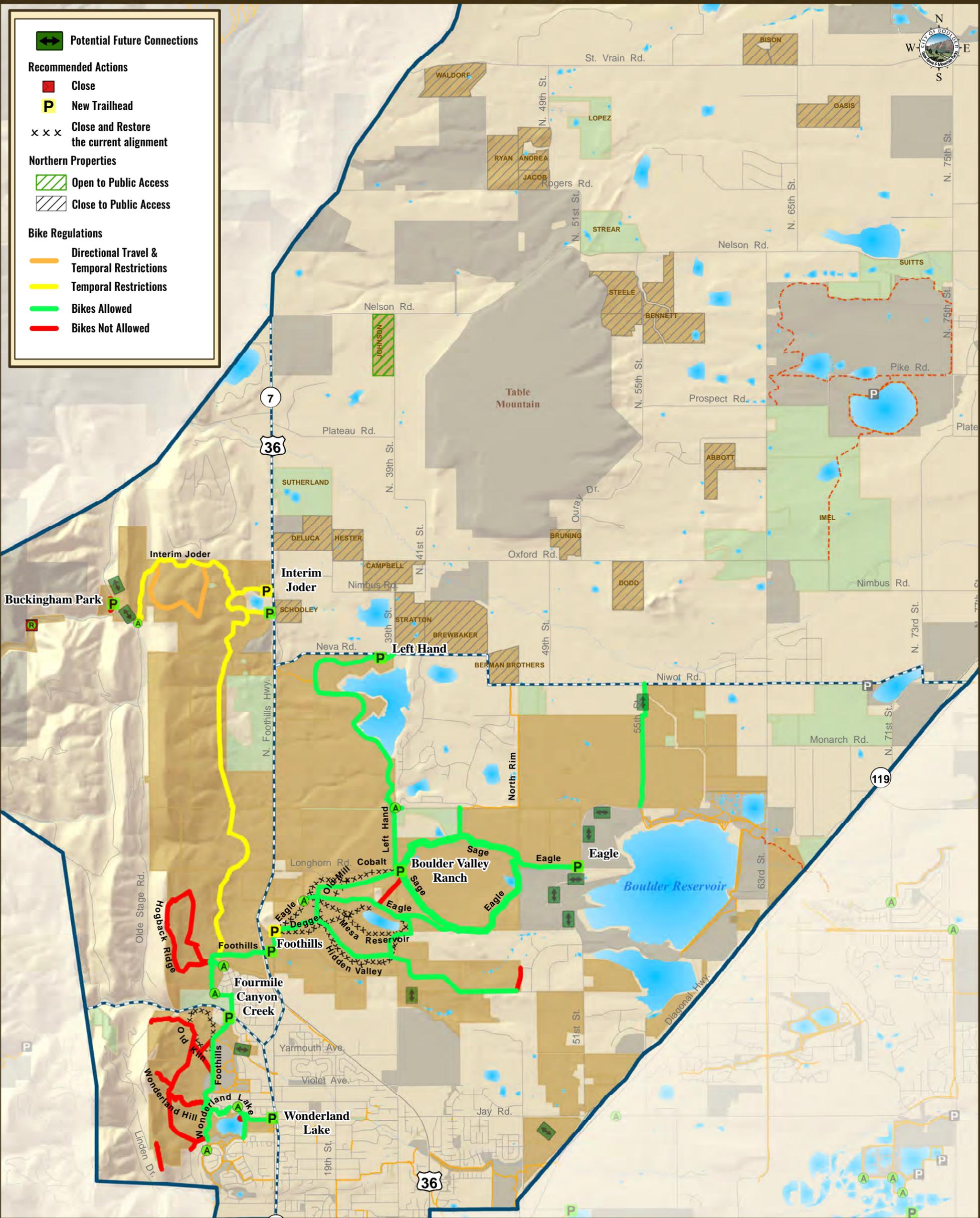
- Close
- New Trailhead
- Close and Restore the current alignment

Northern Properties

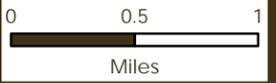
- Open to Public Access
- Close to Public Access

Bike Regulations

- Directional Travel & Temporal Restrictions
- Temporal Restrictions
- Bikes Allowed
- Bikes Not Allowed



Revised Scenario B Bike Regulations



- North Trail Study Planning Area
- North Trail Study Subareas
- OSMP Trailhead
- OSMP Access Point
- OSMP Recreational Feature Access
- Boulder County Trailhead

- OSMP Hiking/Equestrian Trail
- OSMP Multi-Use Trail
- OSMP Gliding Access
- Non-OSMP Managed Hiking Trail
- Non-OSMP Managed Multi-Use Trail
- Non-OSMP Planned Trail

- North Trail Study Area Lands**
- OSMP Fee & Managed Property in the North TSA
- Lands Not Included in the North Study Area**
- OSMP Easement or Jointly Owned, County-Managed Land
 - Other Governme

North Trail Study Area Plan

Potential Future Connections

Recommended Actions

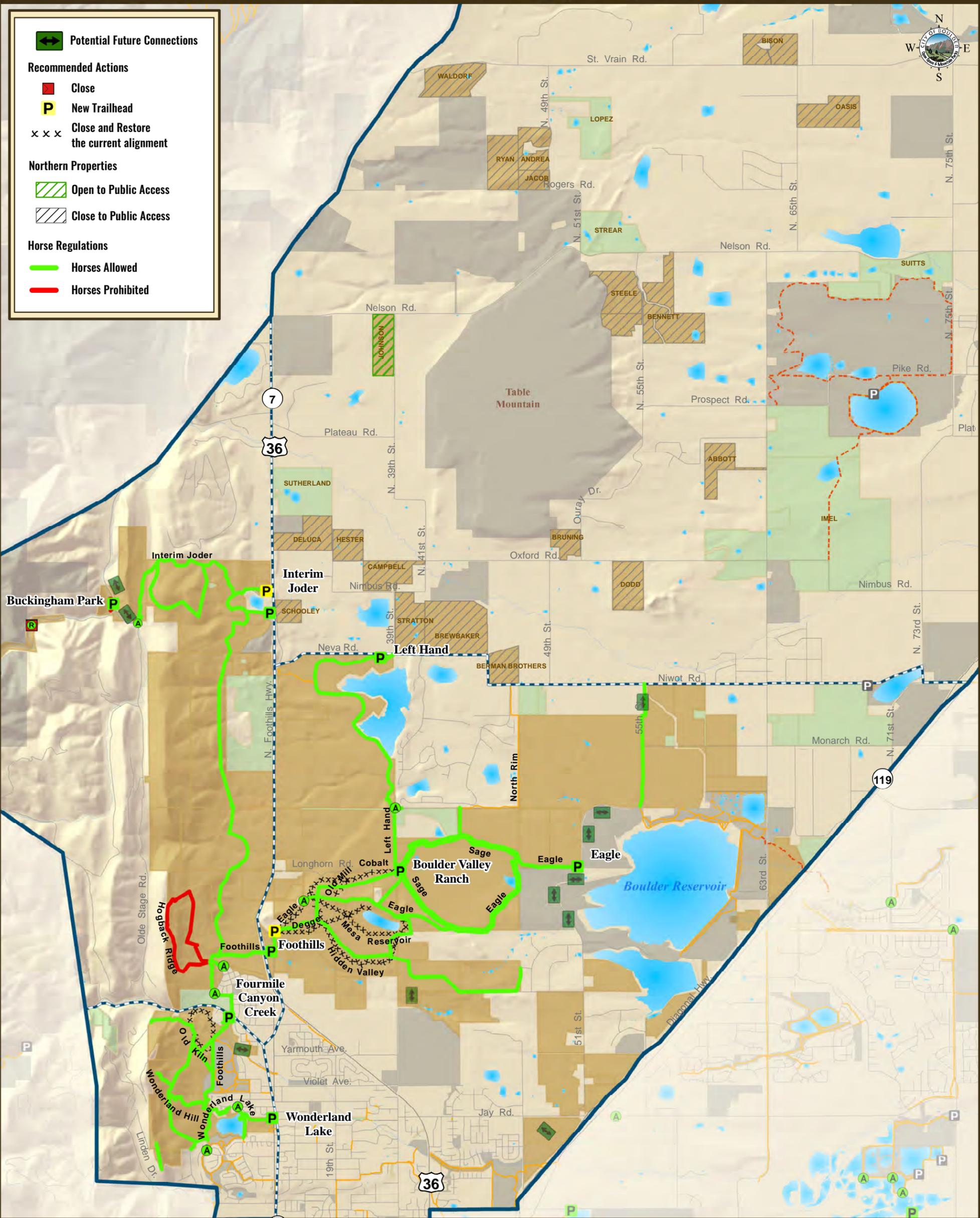
- Close
- New Trailhead
- Close and Restore the current alignment

Northern Properties

- Open to Public Access
- Close to Public Access

Horse Regulations

- Horses Allowed
- Horses Prohibited



Revised Scenario B Horse Regulations



<ul style="list-style-type: none"> North Trail Study Planning Area North Trail Study Subareas OSMP Trailhead OSMP Access Point OSMP Recreational Feature Access Boulder County Trailhead 	<ul style="list-style-type: none"> OSMP Hiking/Equestrian Trail OSMP Multi-Use Trail OSMP Gliding Access Non-OSMP Managed Hiking Trail Non-OSMP Managed Multi-Use Trail Non-OSMP Planned Trail 	<p>North Trail Study Area Lands</p> <ul style="list-style-type: none"> OSMP Fee & Managed Property in the North TSA <p>Lands Not Included in the North Study Area</p> <ul style="list-style-type: none"> OSMP Easement or Jointly Owned, County-Managed Land Other Governme
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North Trail Study Area (TSA) Updated Refined Scenarios Comparison Chart
(Red text highlight updates after Jan 13-14 OSBT study session)

ACTION	SCENARIO A	SCENARIO B
Joder Trail Connection / North Foothills Habitat Conservation Area (HCA)	<ul style="list-style-type: none"> • Joder Connection located east of US 36 via new diagonal connector from Longhorn Road to Lefthand Trail. Make additional improvements and changes to Lefthand Trail to make it a more sinuous and fun trail. • Add educational signage about the HCA and its important resources and safety concerns along the designated trail section using the railroad grade. 	<ul style="list-style-type: none"> • Joder Connection located west of US 36 and Foothills Business Park. Staff is exploring the possibility of routing part of the trail on the neighboring conservation easement property as well as the feasibility of wetland permitting. • Add educational signage about the HCA and its important resources and safety concerns.
Joder Trails	<ul style="list-style-type: none"> • One loop trail on western portion of Joder property with temporal and spatial separation as well as directional regulations for bikes. <i>(Bikes not allowed on Tuesdays and one alternating weekend day)</i> • Include two-year moratorium after the Joder loop trail has been constructed prohibiting off-trail permits inside the loop to allow time for restoration of undesigned trails. <i>(Off-trail permits are not allowed outside the loop trail.)</i> • Partially rerouted Interim Trail that would reduce steepness and create a small loop off the existing Interim Trail. • Proviso clarifying that the North TSA Plan does not preclude future planning processes to assess and recommend a regional connector trail connection to Heil Ranch on the Buckingham property. • Coordinate with Boulder County Parks and Open Space to manage access to Six Mile Fold after they have updated their management plan for this property. • Remove any “attractive nuisances” from the property. 	<ul style="list-style-type: none"> • One loop trail on western portion of Joder property with temporal and spatial separation as well as directional regulations for bikes. <i>(Bikes not allowed on Tuesdays and one alternating weekend day)</i> • Include two-year moratorium after the Joder loop trail has been constructed prohibiting off-trail permits inside the loop to allow time for restoration of old trails. <i>(Off-trail permits are not allowed outside the loop trail.)</i> • Non rerouted Interim Trail • Connector trail from Dagle Trailhead to Interim Joder Trail • Proviso clarifying that the North TSA Plan does not preclude future planning processes to assess and recommend a regional connector trail connection to Heil Ranch on the Buckingham property. • Coordinate with Boulder County Parks and Open Space to manage access to Six Mile Fold after they have updated their management plan for this property. • Remove any “attractive nuisances” from the property.

ACTION	SCENARIO A	SCENARIO B
Local Trail Connections	<p>OSMP is interested in collaborating with community and partner agencies to create local trail connections with North TSA trails.</p> <ul style="list-style-type: none"> • Boulder to North TSA through Area III 	<p>OSMP is interested in collaborating with community and partner agencies to create local trail connections with North TSA trails.</p> <ul style="list-style-type: none"> • Boulder to North TSA through Area III
BVR Trails	<ul style="list-style-type: none"> • Designate and slightly re-route one parallel single-track around Eagle and Sage Trails, parallel to the road. • Provide safe road crossings/access along the Joder Connector. • Post educational signs about dog access, important resources and safety concerns. 	<ul style="list-style-type: none"> • Designate and slightly re-route one parallel single-track around Eagle and Sage Trails, parallel to the road. • Post educational signs about dog access, important resources and safety concerns.
BVR Trailheads	<ul style="list-style-type: none"> • Bring Sage Trailhead up to standards. Do not include horse trailer parking at BVR agricultural headquarters or continue public access to arena. Assess alternative locations where an enclosed horse training ring can be located near a trailhead with horse trailer parking. 	<ul style="list-style-type: none"> • Bring Sage Trailhead up to standards. Assess alternative locations where an enclosed horse training ring can be located near a trailhead with horse trailer parking.
Wonderland Lake Loops	<ul style="list-style-type: none"> • Create a more sustainable trail connection near the existing glider access trail to provide a small loop trail up Wonderland Hill. Removed eastern section of loop trail to reduce the extent of new trail. 	<ul style="list-style-type: none"> • Create a more sustainable trail connection near the existing glider access trail to provide a small loop trail up Wonderland Hill. Removed eastern section of loop trail to reduce the extent of new trail.
Northern Properties	<ul style="list-style-type: none"> • Seventeen properties with no public access • Two properties with public access 	<ul style="list-style-type: none"> • Eighteen properties with no public access • One property with public access

North TSA Updated Refined Scenarios Proposed Regulations and Existing Regulations Comparison Chart
(Red text highlights updates after Jan 13-14 OSBT Study Session)

ACTION	SCENARIO A Proposed Regulations	SCENARIO B Proposed Regulations	EXISTING REGULATIONS
Joder Trail Connection	Connection on the east side of US 36	Connection on the west side of US 36	
Dogs	Voice and Sight on Corridor (Lefthand Trail); no dogs on connection from Cobalt Trail to Lefthand Trail	Leashed	West side – No dogs East side (Lefthand Trail) – Leashed
Bikes	Yes	Yes, except for Tuesdays and alternating weekend days	Yes
Horses	Yes	Yes	Yes
Joder Loop	One Joder loop trail on western section of property with no dogs allowed with spatial and temporal separation consistent with Joder Connector Trail in Scenario B and directional regulations for bikes.	One Joder loop trail on western section of property with spatial and temporal separation consistent with Joder Connector Trail and directional regulations for bikes.	N/A
Dogs	No	No	
Bikes	Yes, except for Tuesdays and alternating weekend days with directional restrictions that will change every six months.	Yes, except for Tuesdays and alternating weekend days with directional restrictions that will change every six months.	
Horses	Yes	Yes	
Joder Interim Trail	Partially rerouted	Not rerouted	
Dogs	Voice and Sight on Corridor	Voice and Sight on Corridor	Leashed
Bikes	Yes	Yes, except for Tuesdays and alternating weekend days	Yes
Horses	Yes	Yes	Yes
BVR Trail Redevelopment	Reroute and improve trails	Reroute and improve trails	
Dogs	<ul style="list-style-type: none"> • Voice and Sight Control on most trails • Voice and Sight, on-corridor on Lefthand Trail and neighborhood connector into Lefthand Trail • Voice and Sight on Papini connector • Leashed on Niwot Road connector trail • No dogs on Cobalt to Longhorn Road connector to Lefthand Trail 	<ul style="list-style-type: none"> • Voice and Sight Control on most trails • Voice and Sight, on-corridor on Lefthand Trail and neighborhood connector into Lefthand Trail • Voice and Sight on Papini connector • Leashed on Niwot Road connector trail 	<ul style="list-style-type: none"> • Voice and Sight on most trails • Leashed on Lefthand Trail
Bikes	<ul style="list-style-type: none"> • Yes on most trails • Yes, on Papini connector • No, on designated and re-routed social trail near shale barrens north of Mesa Reservoir 	<ul style="list-style-type: none"> • Yes on most trails • Yes, on Papini connector • No, on designated and re-routed social trail near shale barrens north of Mesa Reservoir 	<ul style="list-style-type: none"> • Yes, on Eagle, Sage and Lefthand trails
Horses	Yes	Yes	Yes
Wonderland Hill Loops and Old Kiln Trail	<ul style="list-style-type: none"> • Create loop trail connection including reroutes of existing trails, paragliding access trails and undesignated trails. • Reroute paragliding access trail to create a smaller loop option in addition to Wonderland Hill loop. 	<ul style="list-style-type: none"> • Create loop trail connection including reroutes of existing trails, paragliding access trails and undesignated trails. • Reroute paragliding access trail to create a smaller loop option in addition to Wonderland Hill loop. 	

North TSA Updated Refined Scenarios Proposed Regulations and Existing Regulations Comparison Chart
(Red text highlights updates after Jan 13-14 OSBT Study Session)

ACTION	SCENARIO A Proposed Regulations	SCENARIO B Proposed Regulations	EXISTING REGULATIONS
	<ul style="list-style-type: none"> Restore northern section of Old Kiln 	<ul style="list-style-type: none"> Restore northern section of Old Kiln 	
Dogs	Voice and Sight on corridor	Leashed	Leashed
Bikes	No	No	No
Horses	No	Yes, but not designed for	Yes
Northern Properties	<ul style="list-style-type: none"> Seventeen properties with no public access Two properties with public access 	<ul style="list-style-type: none"> Eighteen properties with no public access One property with public access 	<ul style="list-style-type: none"> Twelve properties with no public access Seven with partial or full public access
Dogs	Voice and Sight control on Johnson and leashed on Schooley where there will be a trailhead.	Voice and Sight control on Johnson.	Voice and Sight control on properties where public access is allowed
Bikes	No	No	No
Horses	Yes, on open properties	Yes, on open properties	Yes, on open properties

ATTACHMENT B: NORTH TSA PLAN AND PROCESS BACKGROUND

Trail Study Area Plans

In 2005, the Boulder City Council approved the Open Space and Mountain Parks (OSMP) Visitor Master Plan (VMP). An integral feature of the VMP was the creation of Trail Study Areas (TSAs). TSA plans were to establish visitor access and recreation resource management priorities and projects for specific areas of OSMP lands.

The North TSA

The [North TSA](#) includes lands north of the Diagonal Highway on the east and lands north of Linden Avenue on the west. The North TSA Plan will include management recommendations for 7,701 acres that OSMP owns and manages. The North TSA planning area includes land with some level of city open space ownership, but where OSMP does not provide or manage public access (conservation easements, lands jointly owned with and managed by Boulder County). Lands not managed by OSMP are outside the scope of the North TSA but do provide important context for plan recommendations. The goal of the North TSA Plan is to improve visitor experiences and increase the sustainability of trails and trailheads while conserving the area's natural, cultural and agricultural resources.

The Planning Process

The [planning process](#) has four phases. The first phase focused on collecting and compiling information about current conditions and management practices in the TSA. The primary deliverable for the first phase was the inventory and assessment report which was available on June 15, 2015.

The second phase identified key interests and issues that need to be addressed in the plan. The interests and issues along with the inventory and assessment information informed and guided the development of alternative scenarios which are ways to meet interests or address issues. This phase resulted in a list of interests and potential actions to help direct the development of scenarios.

During the third (current) phase, staff, the community and the Open Space Board of Trustees (OSBT) will assess scenarios, resulting in the selection of preferred recommended actions to include in a draft plan. This part of the planning process will conclude with the completion of a draft plan.

The fourth and final phase includes the review of the draft plan by the community, the OSBT and recommendation and acceptance of the plan by City Council.

Community Engagement

The intent of the planning process and community engagement is to have broad community participation, inclusive dialogue and connect with the community in varied and meaningful ways. Community members have been involved through a range of different approaches including:

- Nine community workshops
- Inspire Boulder, the city's internet-based participatory platform

- On-site and local store-front engagement
- Email and social media submissions
- Youth engagement

Community participation in the assessment, interest and preliminary scenario development phases of the process has represented a diversity of perspectives in the community including people visiting trails in the North TSA, neighbors, stakeholder organizations, youth and families. Currently, 642 people have signed up to receive email updates about the plan. A complete compendium of comments received is available on the [North TSA Website](#).

Figure 1. Community Engagement Participation Levels

Engagement Approach	Assessment Phase	Interest Phase	Expert Panels	Preliminary Scenarios	Refined Scenarios
Workshop Participation	60	36	65	155	70
In-field, store front, neighborhood and Latino community engagement	167	413	NA	Outreach Only	Outreach Only
Youth engagement	16	57	NA	NA	NA
Totals	243	507	65	155	70
Comments on Inspire Boulder/online/email/social media comments	105	115	NA	196	276

OSBT Hosting of the Process

The OSBT has been involved with the development of the North TSA Plan from the beginning as “host” of the North TSA Plan. The intent of this role is to make it clear that OSBT is the recommending body to the City Council and to raise the Board’s visibility in different types of community forums. The role as host also supports community engagement throughout the process, providing an alternative to the three-minute public testimony approach of more traditional public hearings. As host, the Board’s participation can clearly be seen by the community and the City Council as the Board primarily welcomes, listens to and observes the community engagement process.

North TSA Plan Interests

The North Trail Study Area Interests and Issues [report](#) is a compilation of the perspectives and feedback provided to date during the interests and issues phase of the North TSA planning process. Community members were asked to share their interests in the planning area rather than positions. Positions describe what someone wants or needs, while an interest explains why they want or need it. If the community was asked to share ideas about positions, the final result would be distributive, rather than integrative, and a lot of people would not get what they want. Assessing the “why” of what community members want enables staff and the OSBT to better meet the needs of a diverse community and recognizes that individuals carry multiple interests about managing properties, allowing for more win/win opportunities.

Through the various engagement efforts to understand the community and stakeholder interests in the North TSA, ten interests emerged. These interests are consistent with the goal and objectives of the North TSA Plan and provided guidance for staff in the development of the scenarios. The desired plan outcomes or actions that were suggested in the effort to understand interests also informed how potential actions were combined into different scenarios.

North TSA Interests			
Improved Visitor Experience		Improved Connectivity	
Conservation of Resources (Natural/Agricultural/Cultural)		Balance of Recreation and Resource Conservation	
Improved Access and Accessibility		Increased Safety	
Honoring Community Values and Commitments		Decreased Visitor Conflict	
Increased Education and Understanding		Effective Planning Process and Plan Implementation	

North TSA Plan Preliminary Scenarios

Finding ways that the North TSA can be enhanced for the identified plan interests accomplishes the goal of the North TSA Plan. The interests also provided a means to focus the range and types of actions considered in the development of preliminary scenarios. Scenarios are conceptual visions of alternative trail changes, proposals for new trail connections and trailhead improvements for the North TSA that also advance efforts to conserve the area's diverse natural, agricultural and cultural resources. Scenario maps depict concepts of a proposed set of actions that make up the scenario. Staff had three primary factors to guide the development of the scenarios:

1. Consistency with the North TSA Plan Sideboards.
2. How the group of proposed actions achieve the interests.
3. How well the scenario balances the interests.

Staff deliberately avoided the approach of developing scenarios that prioritized specific interests such as scenarios that were best for improving visitor experience or best at protecting natural resources. In determining changes and actions to include in the scenarios, staff considered suggestions made by the community as part of the public engagement effort to understand interests, information from the inventory and assessment report and ideas shared during the expert panels. The fundamental intent of each preliminary scenario is to balance all of the community interests through different combinations of proposed actions.

Balancing Interests in the Preliminary Scenarios

Each of the four preliminary scenarios sought to balance the North TSA interests in different ways. OSMP staff reviewed the inventory and assessment report and the full scope of community input from the assessment phase through the expert panels to propose ideas. The North TSA project team worked hard to listen to each other's ideas and consider different and creative proposals for addressing the interests. Staff also understood that there are a lot of ways proposed actions could be combined to balance the interests. None of the preliminary scenarios

had the “right” mix and balance of ideas; however, the four preliminary scenarios provided a good base for integrating community feedback into the scenarios and building the refined scenarios.

To develop the scenarios, staff began with the four subareas and discussed a range of possible actions for each of the subareas. Staff then combined actions in alternative ways so the interests could be balanced across the subareas. The subareas were then combined in different ways to make up the four preliminary scenarios and further adjustments were made to balance interests. Proposed actions that were important to balancing interests across the four scenarios include:

- Regional connections,
- New trail connections,
- Trail re-development,
- Measures to avoid habitat fragmentation and conserve sensitive resources,
- Innovative ideas to manage a range of passive recreational activities and decrease visitor conflict,
- Trailhead and access improvements, and
- Education and stewardship opportunities.

A table summarizing some of the significant actions and the ways they varied between the scenarios to balance interests across the scenario is available in [Attachment D of the November 16, 2015 OSBT Study Session Memo](#). A [summary table comparing the preliminary scenarios](#) is available online along with the preliminary scenario [maps and tables](#) describing the actions relevant to all scenarios and to each of the individual scenarios. The tables describing the scenario actions identify the intended interests that the recommended actions achieve. The [regulation maps](#) for the scenarios reflect the trail changes proposed in the scenarios.

Community Feedback on Preliminary Scenarios

Staff initially presented the preliminary scenarios to the community at a workshop on Oct. 5 and provided an opportunity for participants to provide initial thoughts about the scenarios and how they did or did not balance the interests. Feedback from break-out groups and from a participant poll is available on the [project website](#). After the workshop, staff posted an online [survey](#) to gather additional input. Both the poll and the survey aimed to gather information on community perspectives about how well the preliminary scenarios balanced interests and on which interests the scenarios fell short. They were not designed to determine what changes to make to the scenarios or to select which scenarios should be refined further.

A second workshop on Oct. 19 sought feedback from participants about which of the scenarios they thought could be improved on how well they balanced the interests and to suggest changes to the scenarios that would improve the balance. Community members were able to provide feedback online for a week after the workshop. Feedback from the second workshop and online comments were combined together and are available in a [detailed table](#). Included are all comments submitted in response to the questions to which staff asked for feedback:

- Which scenario was selected?
- Why was it selected?
- What changes are proposed and how do the changes improve the balance among the interests?

There was substantial community engagement and feedback during both workshops and the associated online community review and comment opportunity for the preliminary scenarios. Staff received many comments including support for the various scenarios, concerns about specific actions and suggestions on how interests could be better accomplished and balanced for particular scenarios.

Staff compiled feedback on the suggested changes to the scenarios in a separate summary table that includes proposed changes, associated rationale and if/how the proposed change(s) were incorporated into the two refined scenarios. This information is available on the [North TSA Website](#).

OSBT Feedback on Preliminary Scenarios

Staff presented the preliminary scenarios as well as the community feedback received on the preliminary scenarios to the OSBT at a Study Session on Nov.16, 2015. Staff asked the Board:

- Does the OSBT have comments on the community input about which of the preliminary scenarios best balances the North TSA interests?
- Which of the preliminary scenarios do OSBT members suggest staff revise and advance as preferred scenarios?
- Are there specific actions or changes to the scenarios OSBT members think important for staff to consider in the development of preferred scenarios that balance the interests better?

Staff compiled the feedback received from the Board in a table that details the feedback as well as if/how it was integrated into the two refined scenarios. This information is available on the [North TSA Website](#).

North TSA Plan Refined Scenarios

Based on community input and Board feedback, staff modified the four preliminary scenarios into two refined scenarios as detailed in the Jan.13, 2016 OSBT Study Session Memo. Feedback by the OSBT at the January study session focused upon the following topics:

- Locating, designing and managing of the Joder connector trail
- Locating, designing and managing loop trails on Joder
- Developing and modifying access for cyclists
- Developing and modifying access for dogs
- Managing public access to the relatively isolated northern properties

There were also comments unrelated to these primary topics. Topics that generated multiple comments by the Board, but with less overall frequency from community members were mostly about:

- Locating, designing and managing specific trails,
- Increasing clarity about how the plan addresses regional trail connections, and
- Addressing equestrian access and trailer parking at Boulder Valley Ranch.

**1/13-14/2016 Open Space Board of Trustees (OSBT) Study Session Feedback and Revisions
to Refined Scenarios**

JODER TRAIL CONNECTION		
Scenario /Topic	Feedback	How Addressed in Revised Scenarios
Scenario B / west of US 36 Joder connector	Continue to explore alignment via the conservation easement (and consider re-opening this up as a public process)	The feasibility of locating part of the trail alignment on the conservation easement will continue to be explored. The need for additional public feedback will be assessed at the time alignments are determined.
	Continue to explore wetland permitting concerns to ensure feasibility of the west connector.	Staff will continue to assess permit requirements and feasibility.
	Do not allow online off-trail permits west of the connector. Make people apply for permits in person.	Off-trail permits will not be allowed west of the connector. Making permits only available by applying in person creates complexities and feasibility issues with the application procedures that increase complications and confusion for visitors.
	In locations where a pedestrian/equestrian designed trail rather than bike accessible trail can reduce resource impacts, consider making a few sections of the west Joder connector so that cyclists will need to dismount their bikes. <i>(Eg. 3 dismount areas over 3 miles would be okay, more than that would be a hindrance.)</i>	This idea would be explored further when the actual alignment of the proposed west connector is determined. The use of this trail design approach would require suitable locations where visitors could be kept to the trail rather than going around stairs or trail sections not constructed for bike access.
	Set a speed limit to increase safety and have fewer switchbacks to minimize visual impacts from US 36.	The trail will be designed to minimize visual impacts from US 36. Speed limits on trails have been assessed previously by staff and determined to be difficult to enforce and less practical than other techniques to reduce recreational conflicts.
	Use signage about rattlesnake hibernacula to increase education and safety.	Educational signage about the Habitat Conservation Area (HCA) and important natural resources and safety concerns such as rattlesnakes, will be recommended for the connector trail. Staff will also be cognizant of sign design and location to minimize visual impacts.
	Do not have temporal restrictions on west connector trail for bikes. One Board member suggested considering using temporal restrictions as an adaptive tool if a need becomes apparent.	Temporal restrictions for bikes on the west connector are still included to reduce visitor conflict and increase safety on this trail. Recommendations

JODER TRAIL CONNECTION		
Scenario /Topic	Feedback	How Addressed in Revised Scenarios
		from the recreation expert panel indicate it is difficult and less successful to “adaptively manage” and change recreational use patterns once they have become established. It is best to apply temporal strategies when opening new trails.
	Consider temporal restrictions for safety and to minimize conflict.	Included.
Scenario A / east of US 36 Joder connector	Make the new diagonal connector more sinuous, long, fun and provide a larger loop experience.	The new diagonal connector will remain as proposed since it threads the needle between important resources, but further re-design and improvements to the Lefthand Trail to provide the desired sinuous, long and fun trail will be explored further in Scenario A.
	Complete the process of cattle grate crossings for trails in this area.	Installing grate crossings is part of OSMP’s on-going practice of determining the most suitable locations for this type of crossing and scheduling them for installation throughout OSMP.
	If an out and back trail is designated along the RR grade, include educational signage about the resources there and make the east connector as interesting/good a visitor experience as possible.	An out and back trail along the RR grade will be designated in Scenario A and educational signage about the HCA and its important resources will be provided, being cognizant of sign design and location to provide important information, but minimize visual impacts. Further re-design and improvements to the Lefthand Trail to provide a better visitor experience will be explored further in Scenario A.

JODER PROPERTY		
Area/Topic	Feedback	How Addressed in Revised Scenarios
Both Scenarios / Habitat Conservation Area (HCA) status	Support for Joder to remain an HCA.	Included in both scenarios.
Both Scenarios / future trail	Put in a proviso that there will be a separate process to determine whether there will be a connector trail to the Buckingham property.	Included in both scenarios.

JODER PROPERTY		
Area/Topic	Feedback	How Addressed in Revised Scenarios
connections		
Scenario B / Buckingham Trail	Maintain V&S access on the Buckingham Trail. One Board member thought V&S access on the Buckingham Trail was okay, but leash should be required throughout the rest of the property.	V&S on corridor access on Buckingham is included in both scenarios.
Scenario B / Joder loop trail	Only have one loop on Joder (rather than two loops) and keep it on the west side of the property. One Board member suggested opening loop location as a public process. Another suggested that the western loop be made larger while a different Board member suggested avoiding drainages and rocky outcrops.	One primary loop on Joder is included in both scenarios. Scenario A includes an alternate reroute for the Interim trail that creates a second smaller loop.
Scenario B / Eastern loop on Joder	Concern about the eastern Joder loop proposed in Scenario B being too near the Six Mile Fold.	In Scenario B, this proposed eastern loop is removed. In both scenarios, the county will go through its own planning process to determine access and management of visitors onto Six Mile Fold. OSMP will coordinate with the county's planning efforts to determine if and where trails could be located in this area.
Scenario B / Joder loop	Make Joder loop(s) no dogs and provide V&S on corridor access on the Interim Joder Trail. One Board member suggested that fencing should be added where there currently isn't any. Another suggested a preference that dogs remain on leash, but if V&S access is allowed, suggested adding educational signage about the resources in the area.	The Interim Joder Trail will provide V&S on corridor access for dogs in both scenarios. The Joder loop (trail south of the Joder Interim Trail) will not allow dogs. The alternate reroute section for the interim trail in Scenario A will also not allow dogs.
Both Scenarios / Joder loop	Temporal restriction is preferable to directional regulations on Joder loop. A Board member suggested that signage should indicate alternate location for bikers on Joder-restricted days. Another Board member recommended making regulations equitable (if hikers are allowed a bike-free experience, then bikers should be allowed a hiker-free experience). He suggested gathering information from Jefferson County Parks and Open Space about their temporal regulations.	Temporal restrictions are included for the Joder loop trail in both scenarios which match the temporal restrictions recommended for the west side Joder connector trail. Directional regulations for bikes are included on the loop trail in both scenarios to minimize visitor conflict, increase safety and increase visitor experience.
Both Scenarios / Rerouted Joder Interim Trail	Reroute the Joder Interim Trail to address steepness/safety concerns and improve visitor experience/narrower trail.	An optional bypass (rerouted) section of the Joder Interim Trail to address steepness is included in Scenario A. The bypass section is not included in Scenario B in an effort to balance resource impacts because it is extremely challenging to find an area to reroute the trail that minimizes impacts to resources.
Both Scenarios /	Suggested removing the "attractive nuisances" on the Joder property.	Included in both scenarios.

JODER PROPERTY		
Area/Topic	Feedback	How Addressed in Revised Scenarios
Joder Property		
Both Scenarios / Joder Property	Suggested having restrooms at HCA trailheads to help prevent off-trail use.	New trailheads and existing trailheads requiring significant improvements will be assessed for the suitability of adding restrooms during implementation of the plan. The new trailhead at Degge is likely to include restrooms. Site details for the expanded Eagle Trailhead and Joder trailheads will need additional assessments during implementation to determine suitability.
Both Scenarios / Joder Property	Cautioned against putting additional infrastructure in the form of restrooms at trailheads going into HCAs.	

BOULDER VALLEY RANCH		
Area/Topic	Feedback	How Addressed in Revised Scenarios
Both Scenarios / Eagle and Sage parallel single track	Designation of single track trail parallel to Eagle and Sage trails should be included.	Included in both scenarios.
Scenario A / Safe road crossings	Ensure safe road crossings/access along the Joder Connector route.	Included in Scenario A.
Both Scenarios / Horse trailer parking at BVR	Horse trailer parking should be included somewhere near the BVR headquarters (maybe on the south side of Longhorn Road with a turn-around at the headquarters)	Horse trailer parking will not be included near the BVR headquarters in either scenario. General public access to BVR arena will not be allowed, access will be managed by lessee. Concerns about public safety, insurance requirements, maintenance, limited available public access times, and enforcement of trailer parking and the protection of private property are reasons for this recommendation.
Both Scenarios / North Rim / Axelson connection to Niwot Road	Support for taking over management of North Rim Trail, making improvements to the trail (5-10 foot realignment), and adding a connection across the Axelson property to Niwot Road.	The connection across the Axelson property to Niwot Road will not be included in either scenario because this trail would need to be closed 8 months out of the year to protect raptor habitat and an alternate connection via 55 th St to Niwot Road is included in both scenarios. OSMP will not take on management of the North Rim Trail from the county. The low level of community interest for making improvements and possibly high costs for improvements and

BOULDER VALLEY RANCH

Area/Topic	Feedback	How Addressed in Revised Scenarios
		maintenance make this not a priority for inclusion in the North TSA Plan. OSMP and the county will coordinate on improvements to this trail if the need arises in the future.
Both Scenarios / BVR area properties	Consider removing some of the existing fencing at BVR.	Included in both scenarios.
Both Scenarios / Regional connections	Supported the connection coordinated through the Greenways Master Plan as well as the Area III connection.	Included in both scenarios.
Both Scenarios / BVR general	Encouraged posting more educational signs about dog regulations/trail etiquette; particularly to reduce visitor conflict and minimize rattlesnake encounters around Lefthand Trail and other areas in BVR.	Educational signage about dog access, important resources and safety concerns such as rattlesnakes will be included in both scenarios, being cognizant of sign design and location to provide important information, but minimize visual impacts.
Both Scenarios / Off-trail equestrian access	Supported equestrian off-trail use on East Beech and throughout BVR.	Equestrian off-trail access will continue to be allowed on East Beech and throughout BVR in both scenarios.

WONDERLAND LAKE

Area/Topic	Feedback	How Addressed in Revised Scenarios
Both Scenarios / Direct hang gliding access loop	Felt that the direct and shorter hang gliding access route and small loop does not need to be included in either scenario.	This shorter loop and hang gliding access route is included in both scenarios in order to improve resource protection by managing a more sustainable trail and consolidating and minimizing social trails in the area. Continuing to provide access to a shorter loop was supported by community interest.
Both Scenarios – Wonderland Lake shorter, hang gliding access loop	Felt that the shorter, hang gliding access route loop does not need to be included in either scenario.	This shorter, hang gliding access route loop is still included in both scenarios in order to improve resource protection by managing a more sustainable trail and minimizing social trails in the area and continuing to provide access to a shorter loop which was a community interest.
Scenario B / Wonderland loops	Allow V&S on corridor on Wonderland loops.	V&S on corridor is allowed on Wonderland loops in Scenario A. Dogs are allowed on Wonderland loops on leash in Scenario B in an effort to maintain balance of interests.
Both	Supported existing dogs on leash regulations in	Included in Scenario A.

Scenarios- Wonderland	all of Wonderland.	
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NORTHERN PROPERTIES		
Area/Topic	Feedback	How Addressed in Revised Scenarios
Scenario A / Deluca property	Suggested keeping this property open and using it as an opportunity to connect into the Joder property (instead of providing a connection via the Schooley property)	Deluca property will remain closed in both scenarios because it is irrigated agricultural land and to protect bobolinks and their related habitat.
Both Scenarios – All Properties	Felt that these properties should not be opened for additional access at this point.	In Scenario A only two properties will remain open to public access; Schooley to provide trailhead access to the Joder property via an underpass and Johnson because it has minimal natural and agricultural resources. In Scenario B only one property (Johnson) will remain open to public access.
Both Scenarios / Stratton, Brewbaker and Berman Brothers properties	Suggested Stratton, Brewbaker and Berman Brothers be open in order to provide an off-road/adjacent to the road trail on the east side of these properties. After learning more about the ditch on Stratton, one Board member felt this might not be a good idea after all.	These properties will remain closed in both scenarios. Stratton is an active agricultural site with valuable ponds and wetland/riparian resources and habitat. Berman Brothers is an agricultural land of statewide importance suitable for hay and grazing with irrigation ditches. It includes wetlands, raptor foraging habitat and ground-nesting bird habitat. Brewbaker has active agricultural operations, the potential area for parking near the property is limited, and community concern was expressed about opening this property to public access.
Both Scenarios / Stratton and Brewbaker properties	Noted that Stratton should remain closed to public access because of the ponds/riparian resources on it. If a property were to be opened as an off-road alternative it should be Brewbaker, though this is not a priority.	Stratton remains closed in both scenarios to protect important resources. Brewbaker will also remain closed in both scenarios, but this does not preclude future access to any of these properties should they become integral to providing future regional connections.