



**Open Space & Recreation Advisory Committee Meeting Agenda
Tuesday, June 3, 2025, at 9:00 AM
Council Chambers - Eagle Town Hall
200 Broadway Eagle, CO 81631**

This agenda, meetings, and information about the Committee can be viewed at www.Townofeagle.org.

OSRAC MEETING ACCESS INFORMATION

This will be an in-person meeting with access via Microsoft Teams. First-time users of Microsoft Teams will need to download the free app before joining the meeting.

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9:00 a.m. CALL TO ORDER AND ROLL CALL

9:05 a.m. PUBLIC COMMENT (Non-Agenda Items; 3-Minute Limit Please)

9:10 a.m. ADOPTION OF THE AGENDA

9:13 a.m. APPROVAL OF THE MARCH MINUTES

9:15 a.m. DISCUSSION/ BUSINESS ITEMS

9:15 a.m. Open Space Manager Recruitment Update

9:20 a.m. Open Space Operations Update

9:25 a.m. BLM User Survey Update

9:30 a.m. HTC Trails Proposal Update

- Update from HTC (if present)
- Town Application Review Process
 - Review of Municipal Code Section 6.04.010
 - Timing of application relative to BLM NEPA process
 - Application submittal requirements

10:30 a.m. New Business/ Future Agenda Items

10:45 a.m. ADJOURN



**Open Space & Recreation Advisory Committee
Unapproved Meeting Minutes
Tuesday, March 4, 2025, at 9:00 AM
Council Chambers - Eagle Town Hall
200 Broadway Eagle, CO 81631**

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9:00 a.m. CALL TO ORDER and ROLL CALL

Call to Order at: 9:01am

Roll Call:

Committee members present: Dan Lambert, Ernest Saeger, Phil Kirkman, Ryan Gilmer, Jessica Foulis, and Roger Mitchell

Committee members absent: Chris Cohen and Chris Kehoe

Staff Present: Brian Lieberman, Open Space and Trails Manager; and Tom Gosiorowski, Public Works Director

Town Council Present: None.

9:05 a.m. PUBLIC COMMENT

- None.

9:10 a.m. ADOPTION OF AGENDA

MOTION to adopt the Agenda as presented by Foulis and second by Lambert. Motion passed with a vote of 6 in favor (Saeger, Mitchell, Kirkman, Lambert, Gilmer, and Foulis) and 0 opposed.

9:13 a.m. APPROVAL OF FEBRUARY MINUTES

MOTION to approve the February OSRAC meeting minutes by Lambert and second by Saeger. Motion passed with a vote of 6 in favor (Saeger, Mitchell, Kirkman, Lambert, Gilmer, and Foulis) and 0 opposed.

9:15 a.m. DISCUSSION/ BUSINESS ITEMS

Hardscrabble Trails Coalition Trails Plan Phase 2 Initial Proposal

- The Hardscrabble Trails Coalition (HTC) presented a proposal for new trails, reroutes, and trail decommissioning in the Eagle area.
 - o Most of the projects are located on lands administered by the Bureau of Land Management (BLM).
 - o Some projects are proposed on Town owned open space.
- HTC described the process of arriving at the alignments proposed to the Committee. Most are based on the 2022 Open Space and Trails Master Plan.
- The Committee has several comments/ concerns about the proposal:
 - o Concern about impacts on parking and access from the Town
 - o Concern about disruption of wildlife habitat
 - o Questions about the extent of stakeholder and community engagement and development of the plan
 - o Request for additional information from Colorado Parks and Wildlife (CPW)
 - o Concerns about the ability to enforce seasonal closures in east Eagle for new trails
 - o Even with concentrating impacts, still concern about habitat fragmentation
 - o Concerns about eliminating Road Gulch
- Other Committee members expressed appreciation and support for the larger proposal.
- The Committee accepted public comments
- HTC said their hope is to submit the proposal to the BLM and start National Environmental Policy Act (NEPA) studies in May 2025.
 - o Town staff said that may be too quick of a timeline for the Town to go through its process.
 - o However, HTC could engage with the BLM before the Town.
- Staff said that the Town budgeted \$30,000 in 2025 to assist with payments for the NEPA studies.
- Staff said that Section 6.04.010 of the Eagle Municipal Code outlines the process for evaluating new trails and trail reroutes on Town owned open space. The Town will need to go through this process in tandem with the BLM NEPA process.
- Town staff said it is important for the Committee to consider the ways this proposal deviates from the 2022 Open Space and Trails Master Plan.
 - o Consider if there are good reasons to support the deviation.
 - o Also consider if conditions on the ground have changed and if that impacts the plan or proposal.

- Town staff said there is a lot of information in the proposal. Staff requested that the Committee familiarize themselves with the proposal and come ready to the next meeting to request any additional information needed to make a proposal to the Town Council.

New Business

- Staff provided an update on:
 - o E-bike review
 - o Ranger Program
 - o Hernage and Brush Creek Riparian Restoration Projects

Future Agenda Items

- Staff requests that the Committee continue to consider HTC's trails proposal at the next OSRAC meeting in April.

11:00 a.m. ADJOURN

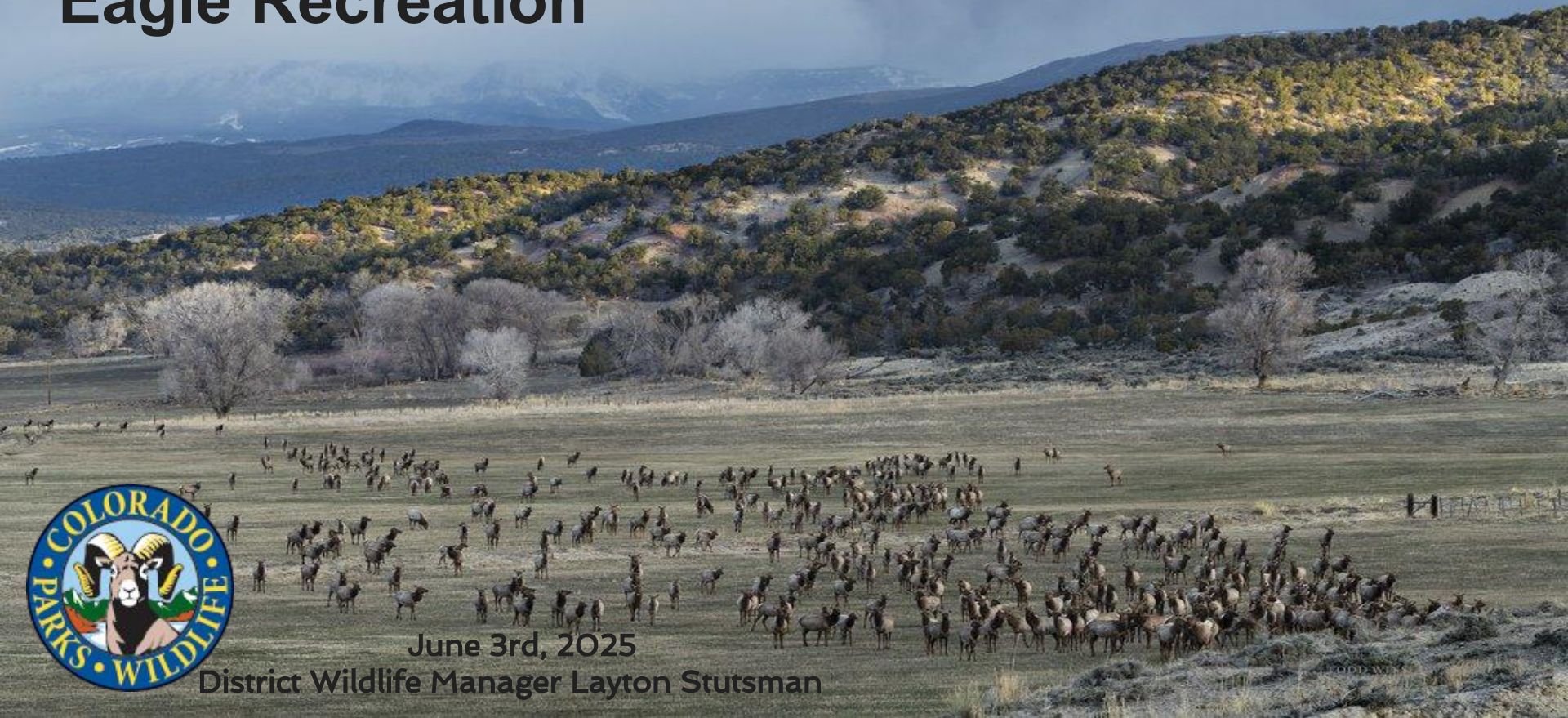
MOTION to ADJOURN at 10:41 a.m. by Seager and second by Foulis. Motion passed with a vote of 6 in favor (Saeger, Mitchell, Kirkman, Lambert, Gilmer, and Foulis) and 0 opposed.

Section 6.04.010. - Proposal procedure.

Members of the public and recreation user groups who wish to propose a new trail or change the allowed uses on a trail shall request a pre-application meeting with the Town's open space coordinator. The open space coordinator shall determine the extent of the information and application materials needed based on the nature of the proposal. The open space coordinator will then schedule a public hearing with the Town Council to review the proposal. The Town Council shall review the proposal at a public hearing which shall be advertised for a minimum of 15 days prior to the date of the hearing. In addition, property owners within 250 feet of any new trail segment (if applicable) or trail with a proposed change in use shall be sent notice of such hearing by first class mail. Notice of the hearing shall be published in the Town's newspaper of record. At the said hearing, the Town Council shall have the authority to take final action on the proposed construction of a new trail or change in existing trails allowed uses.

(Code 1972, § 6.04.010; Ord. No. 08-2020, § 1, 4-28-2020)

Hardscrabble and East Eagle Recreation



June 3rd, 2025

District Wildlife Manager Layton Stutsman

Discussion Items:

- Hardscrabble/East Eagle Importance
- State of Wildlife
- Recreation Impacts
- Rec ZOI
- County Survey
- What next?

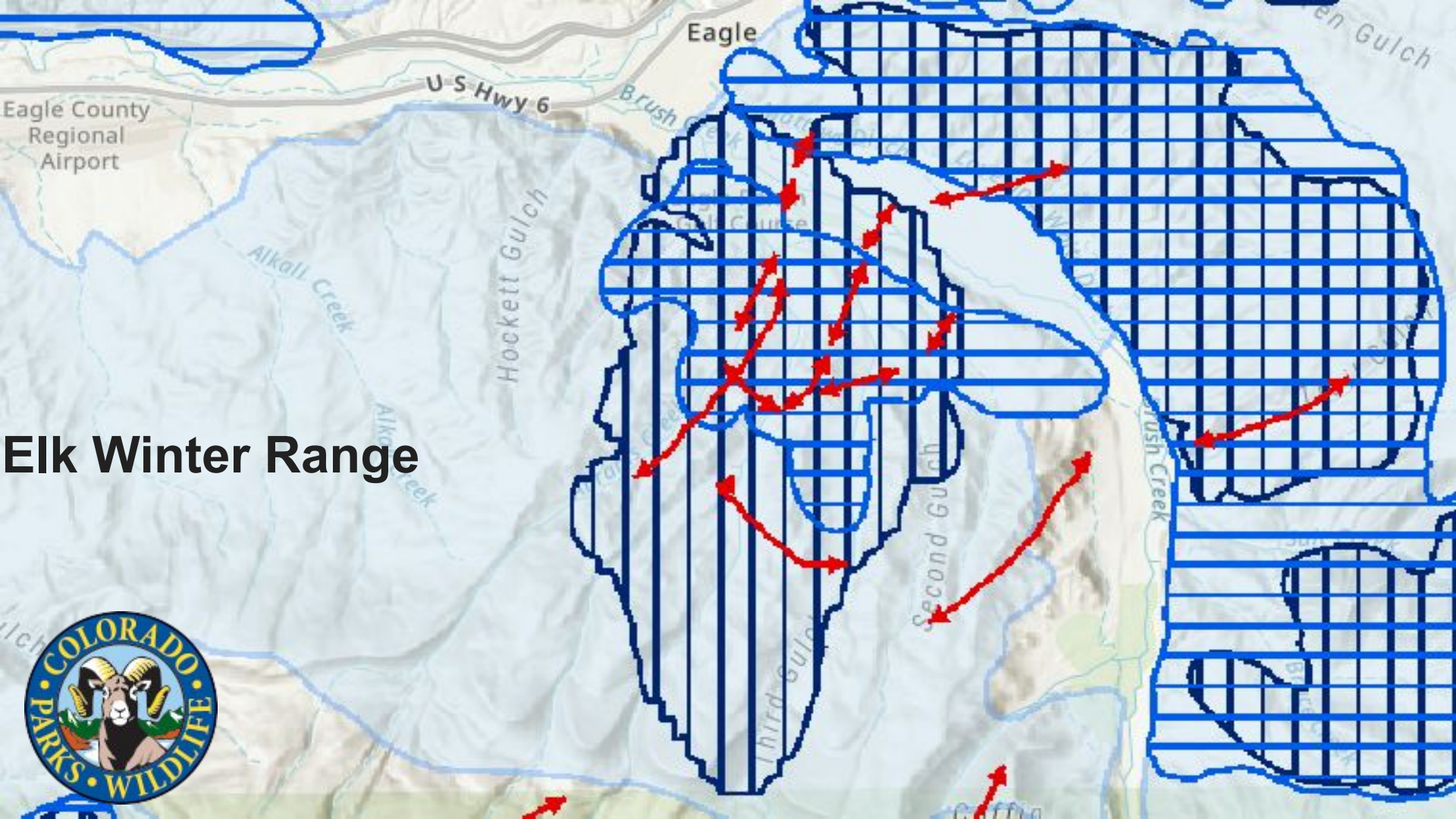


Why is Hardscrabble/East Eagle Important?

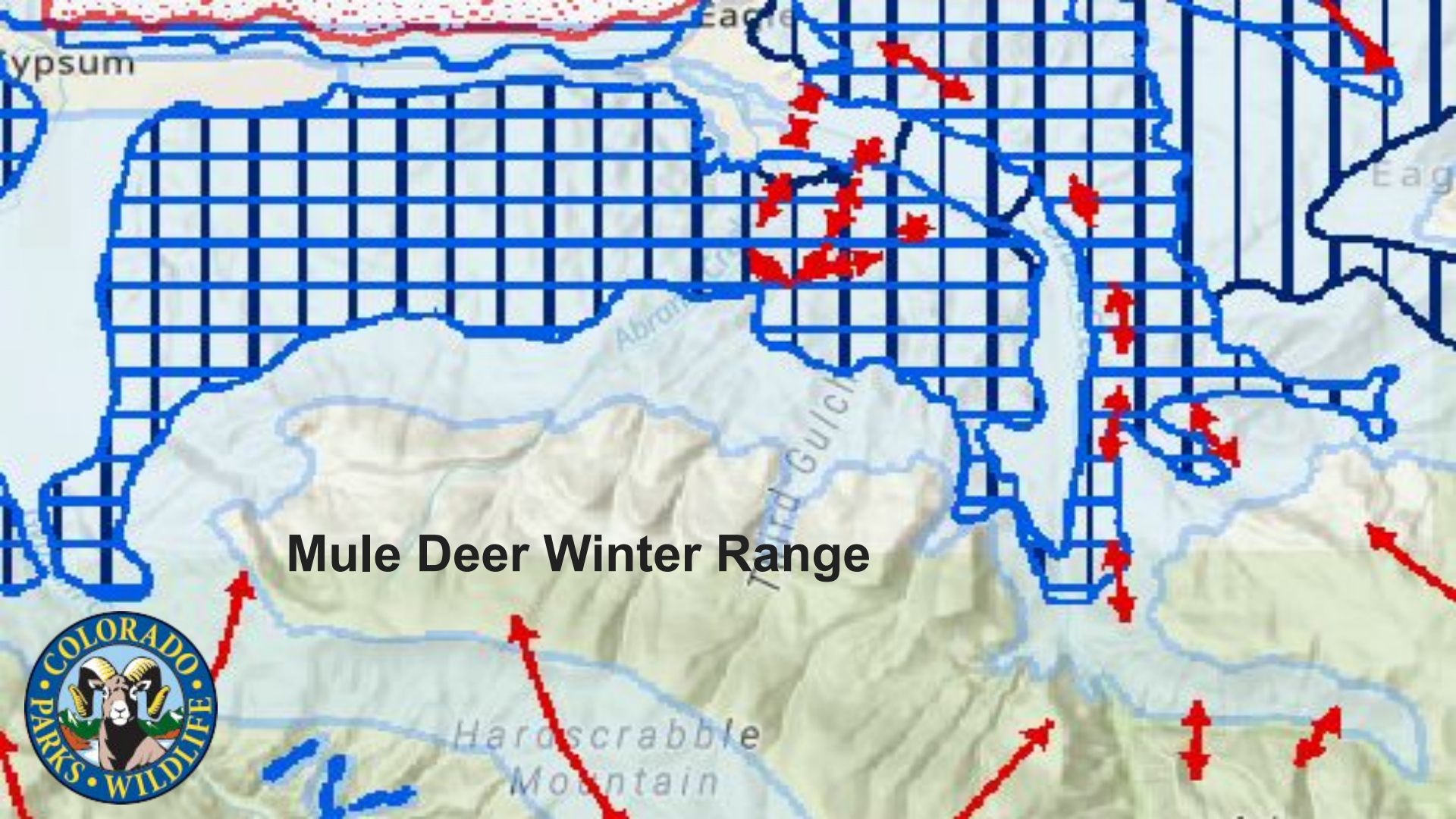
- Geography
- Topography
- Habitat Types
- Recreational Value (Hunting as well)



Elk Winter Range



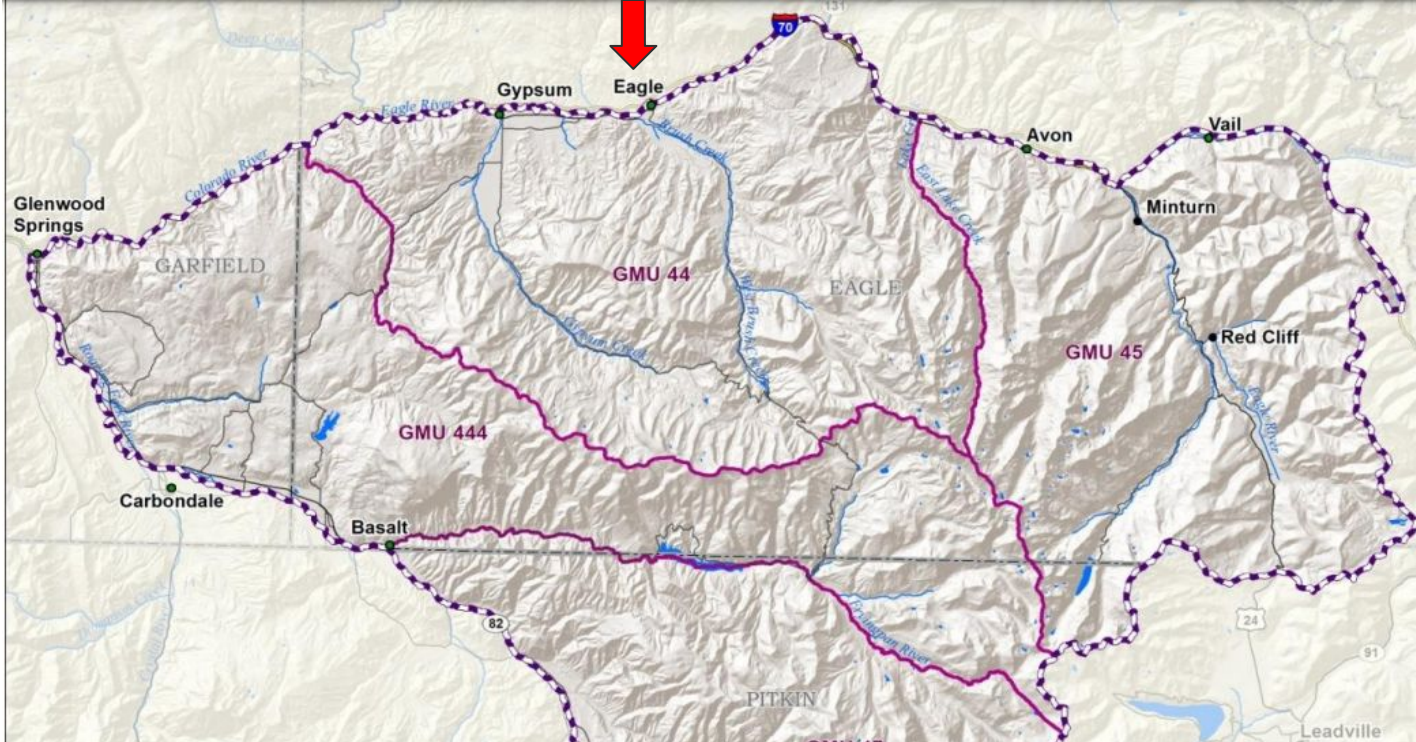
Mule Deer Winter Range



Current State of Wildlife in Eagle

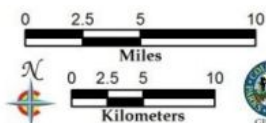
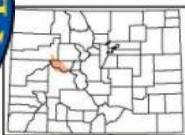
- Deer and Elk serve as “Umbrella Species” or other species of wildlife.
- Deer and Elk within Population Objective
- **Calf:cow ratios** remain low
 - Hunting has little effect
 - Density dependent influences not apparent
- **~99%** reduction in limited elk licenses for 5+ years
- Deer populations stable, but have decreased significantly since 1980’s
- CPW looks at wildlife impacts cumulatively, not just wildlife vs recreation. (Severe weather, disease, development, roadkill, habitat quality, etc.)





Elk Data Analysis Unit E-16

 GMU Boundary
  DAU Boundary



Frying Pan River Elk Herd (DAU E-16)

GMUs: 44, 45, 47, 444

Post-hunt population:

Current (2013 plan) Population Objective: 5,500-8,500 elk

Post-hunt 2023 Population Estimate: 9,820 elk

Approved New Population Objective: status quo (5,500-8,500 elk)

Post-hunt Sex Ratio (Bulls:100 Cows):

Current (2013 plan) Expected Sex Ratio: 18-30 bulls:100 cows

Most Recent 3-year Average of Observed Sex Ratio: 22 bulls:100 cows

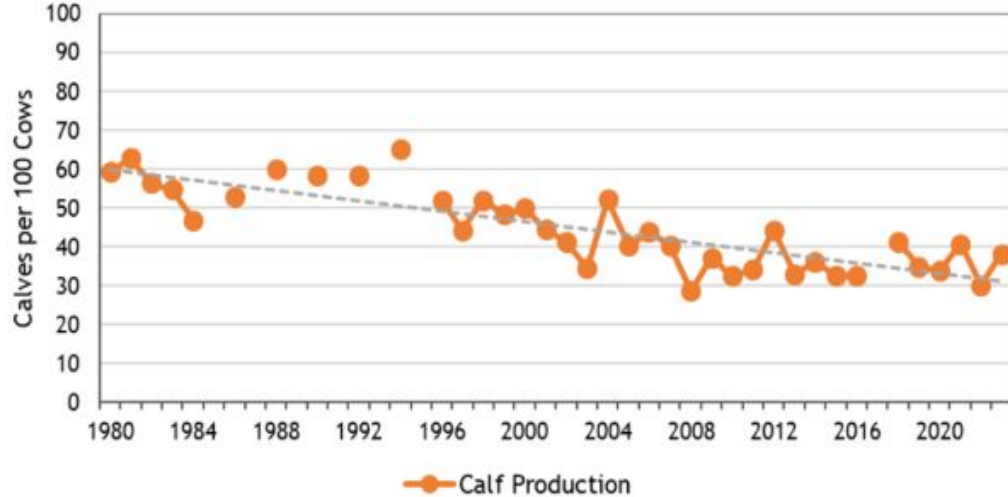
Ratio:

Approved New Expected Sex Ratio Objective: 17-29 bulls:100 cows

E-16

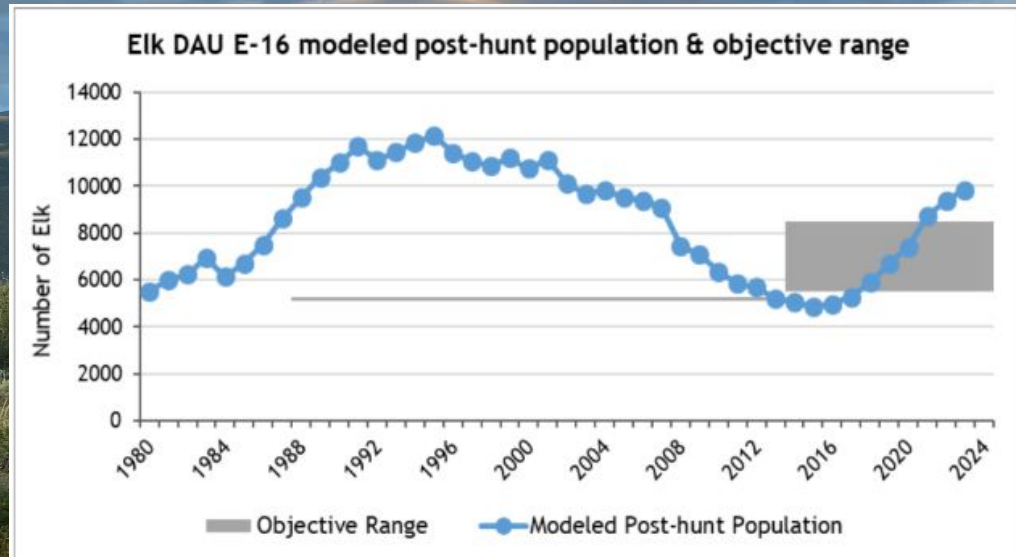
Winter calf:cow ratios, which represent a measure of calf recruitment and the herd's productivity, have declined by 6.6% each decade over the past 40+ years, meaning that E-16's potential for population growth and its resilience to environmental and ecological stressors have steadily diminished as the landscapes of the Eagle River Valley and Roaring Fork Valley have changed. Over the past 10 years (2014-2023), winter calf:cow ratios in E-16 have averaged 36 calves:100 cows, compared to 56 calves:100 cows in the 1980s.

Elk DAU E-16 Observed Winter Calf:Cow Ratios, 1980-2023

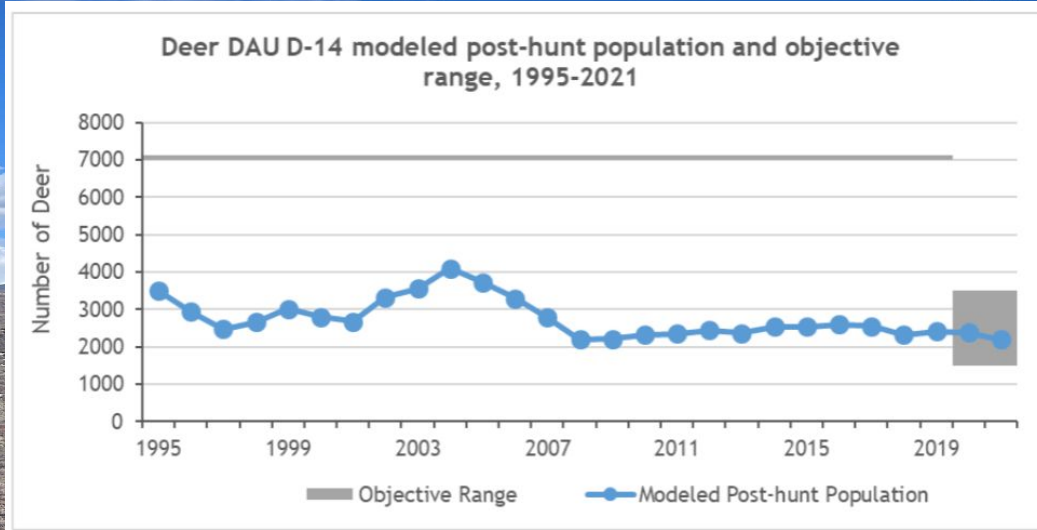


E-16

CPW's goal though is not to eliminate cow harvest perpetually, but rather to offer sufficient opportunities to the public to harvest both cow and/or bull elk by managing for a population size slightly below ecological and social carrying capacity.



D-14



This DAU has been managed to provide the highest quality buck hunting experience, defined as accessibility to public land with very low hunting pressure and a higher opportunity to harvest a mature animal. Drawing a 3rd or 4th season buck license in this unit is often perceived as a once-in-a-lifetime” hunt opportunity.

Recreation Impacts

- **Decrease** in wildlife abundance or density
- **Calories expended** during critical seasons
- **Vigilance vs. Time Feeding**
- **Fight or Flight vs. Time Resting**
- **Separation** from young
- **Compromised body condition** prior to calving
 - Calf Weight **>35lbs** = **90%** chance of survival
 - Calf Weight **<25lbs** = **less than 50%** chance of survival
- **Reduced reproductive and/or recruitment success**



Recreation/Wildlife Research

- Research has shown that the addition of 10 disturbances during calving season produced a **population growth rate of 0%**, and more than 10 disturbances produced a **negative population growth rate** (Phillips, Et. Al, 2000)
- Deer and Elk in winter are in a consistent state of nutrient deprivation, so they rely on their protein and fat stores to account for lack of forage quality and availability, regulation of body temperature in cold weather, and for energy expenditure from predator avoidance, human avoidance, and more.
- Ordinary winters have been associated with up to a **20% percent loss of total body weight** in Mule Deer. (K. Ferguson) Elk commonly **lose 1-1.5 pounds per day** during the winter. (J. Knight) Increased winter severity and human disturbance can exacerbate loss of body weight in deer and elk, which decreases their chance of surviving the winter and spring.
- The health and survival of calves and fawns is highly dependent upon the health of the cow or doe during pregnancy.
- Nutritional status and predation are the primary causes of mortality for fawns and calves. (Forester, et al. 2002) Studies in CO have found mean **winter survival rates of only 44%** for fawns. (Unsworth, et al. 1999)



ZOI:

Author	Species	Motorized	Non-Motorized
Rogala et al (2011)	Elk	51-800	
Citui et al (2012)	Elk	500	
Preisler et al (2013)	Elk	1000	200-500
Wisdom et al (2018)	Elk	558-879	558-879
Wisdom (2005)	Elk	1500	500-1500
Taylor and Knight (2003)	Deer		390
Edge (1982)	Elk	750	
Sawyer (2009)	Deer	2610	
Wisdom (2018)	Elk	500-1500	
Average (meters)		970	646



Literature review regarding the observed Zone of Influence (ZOI) from motorized and non-motorized trails for mule deer and elk (*all results in meters*).

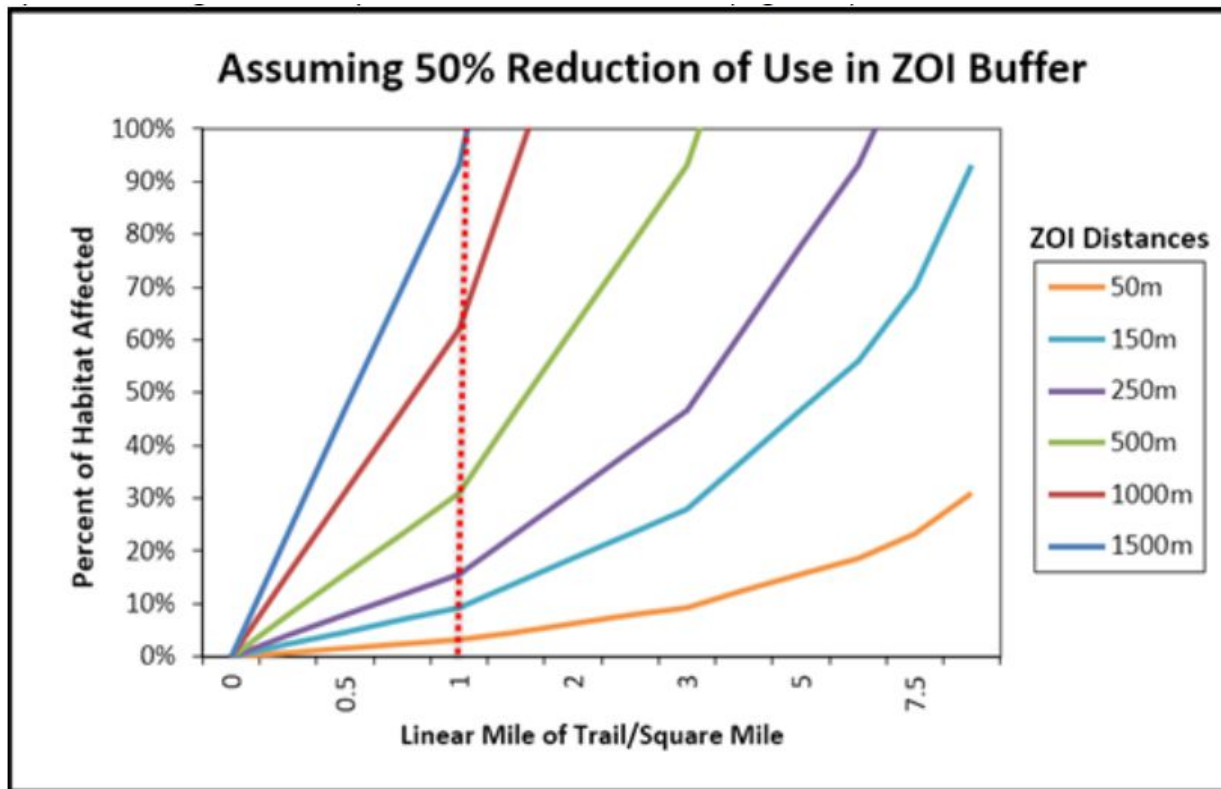


Figure 1. Adapted from Hebblewhite (2008), this chart shows the relationship between increasing trail density and increasing areas of avoidance from trails based on available literature, with the percent of available habitat that is affected by indirect impacts.



150 Meter Zone of Influence (ZOI)

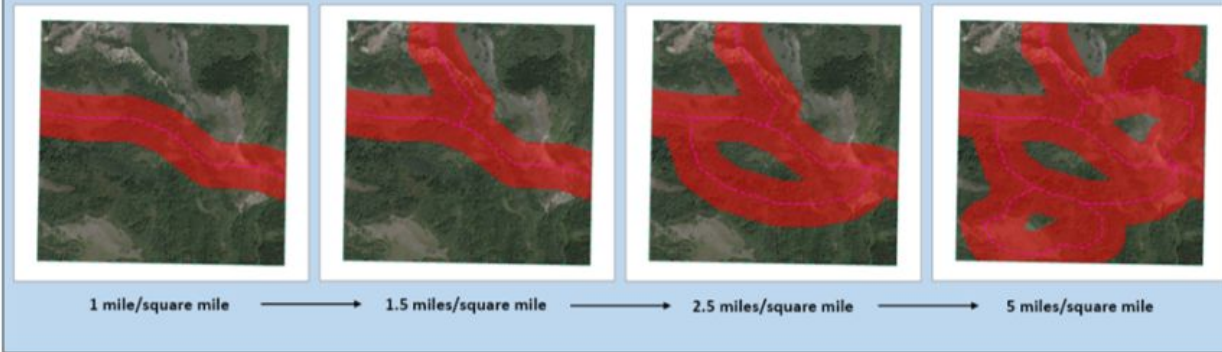
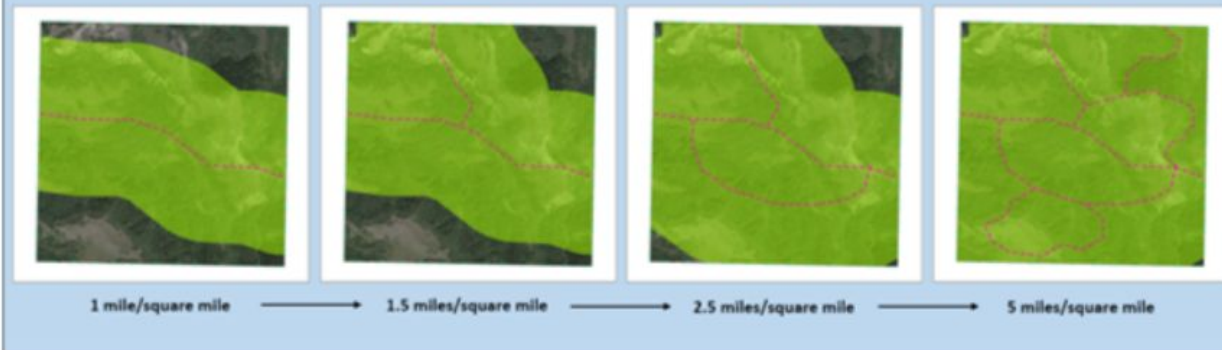








Figure 2. Examples of increasing trail densities with 150 meter and 500 meter zones of influence surrounding the trail footprint.

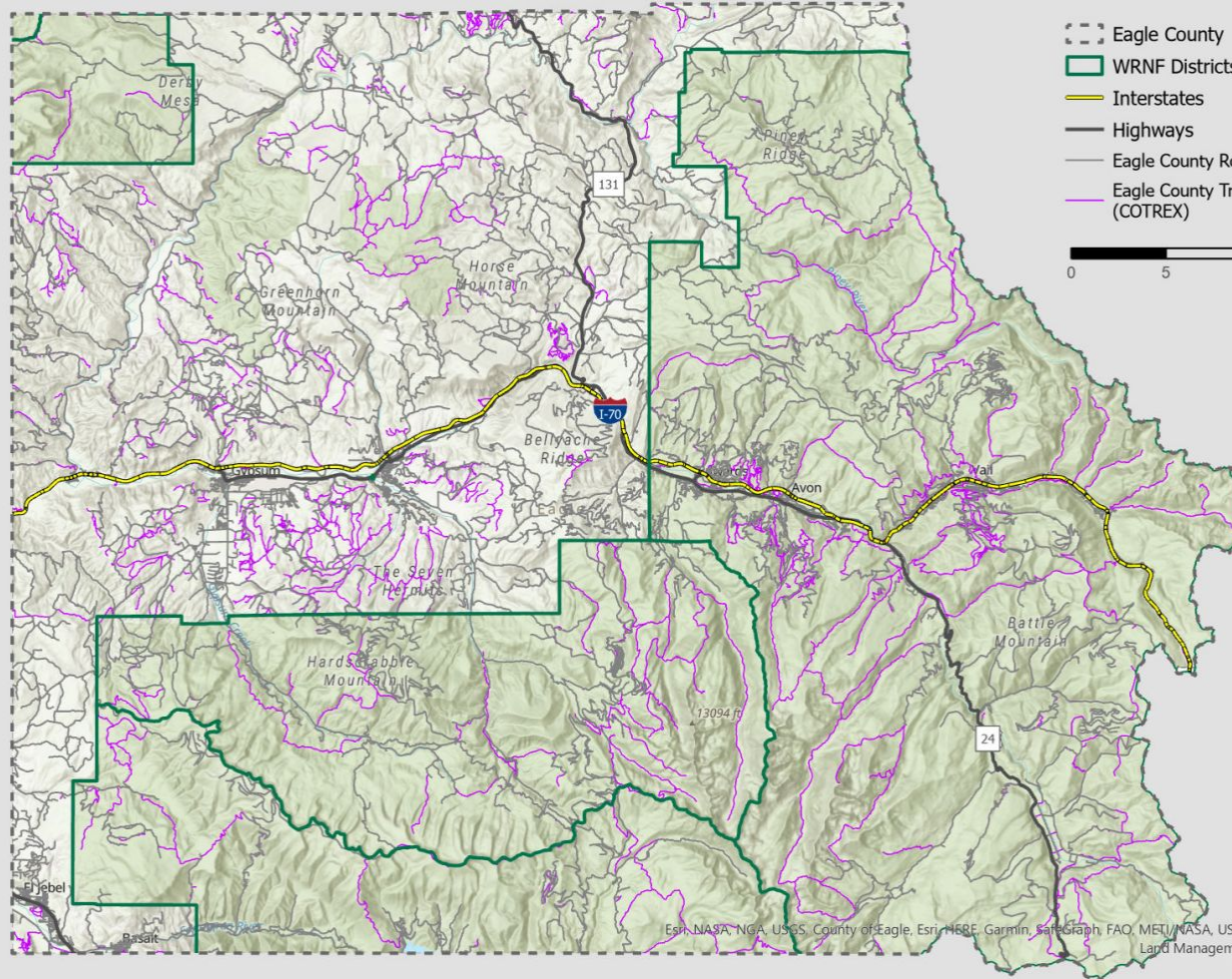
500 Meter Zone of Influence (ZOI)



Eagle County Roads & Trails Map

Legend

-  Eagle County
-  WRNF Districts
-  Interstates
-  Highways
-  Eagle County Roads
-  Eagle County Trails (COTREX)

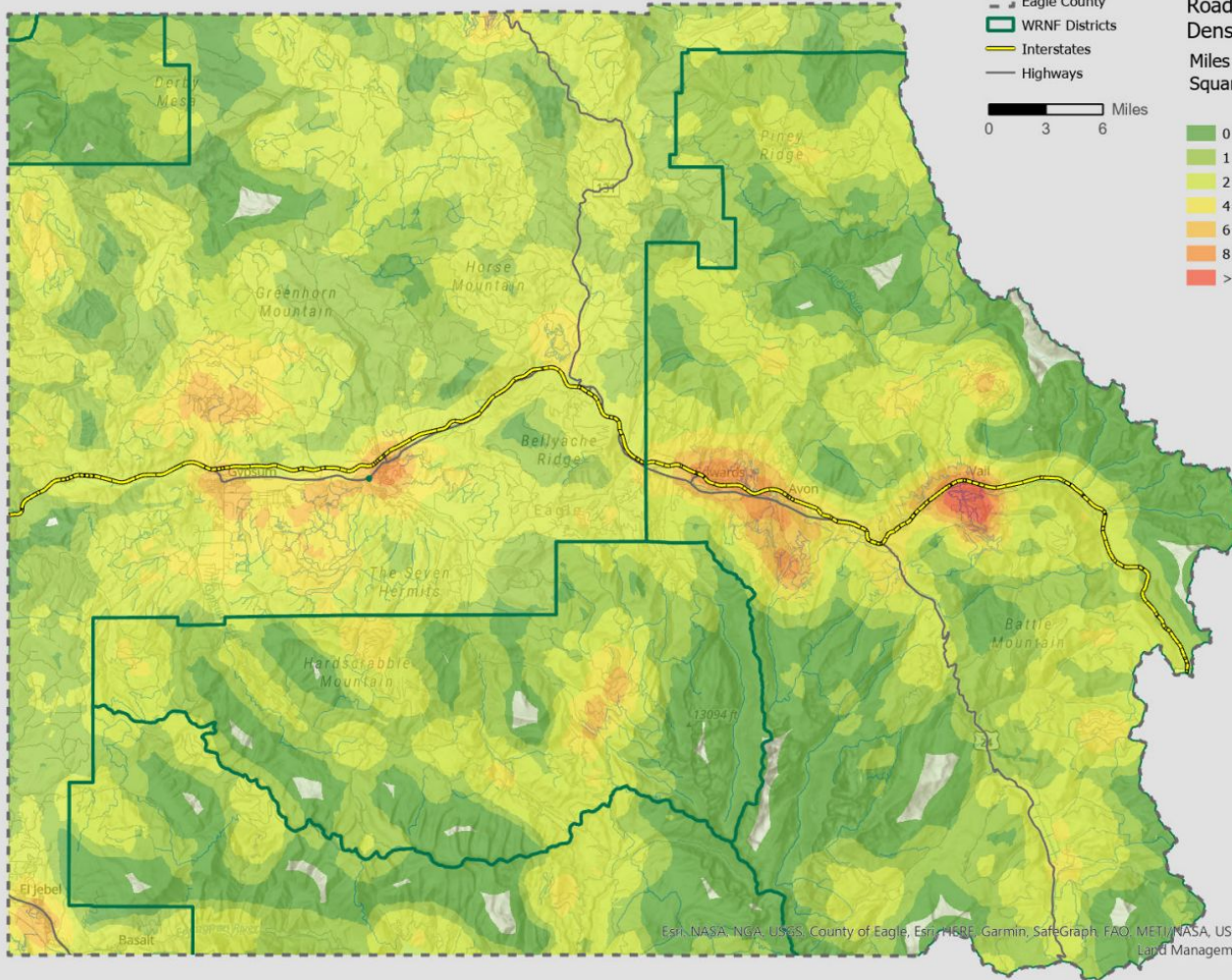


Eagle County Road and Trail Density Analysis

Legend



Road & Trail
Density
Miles of Route per
Square Mile:



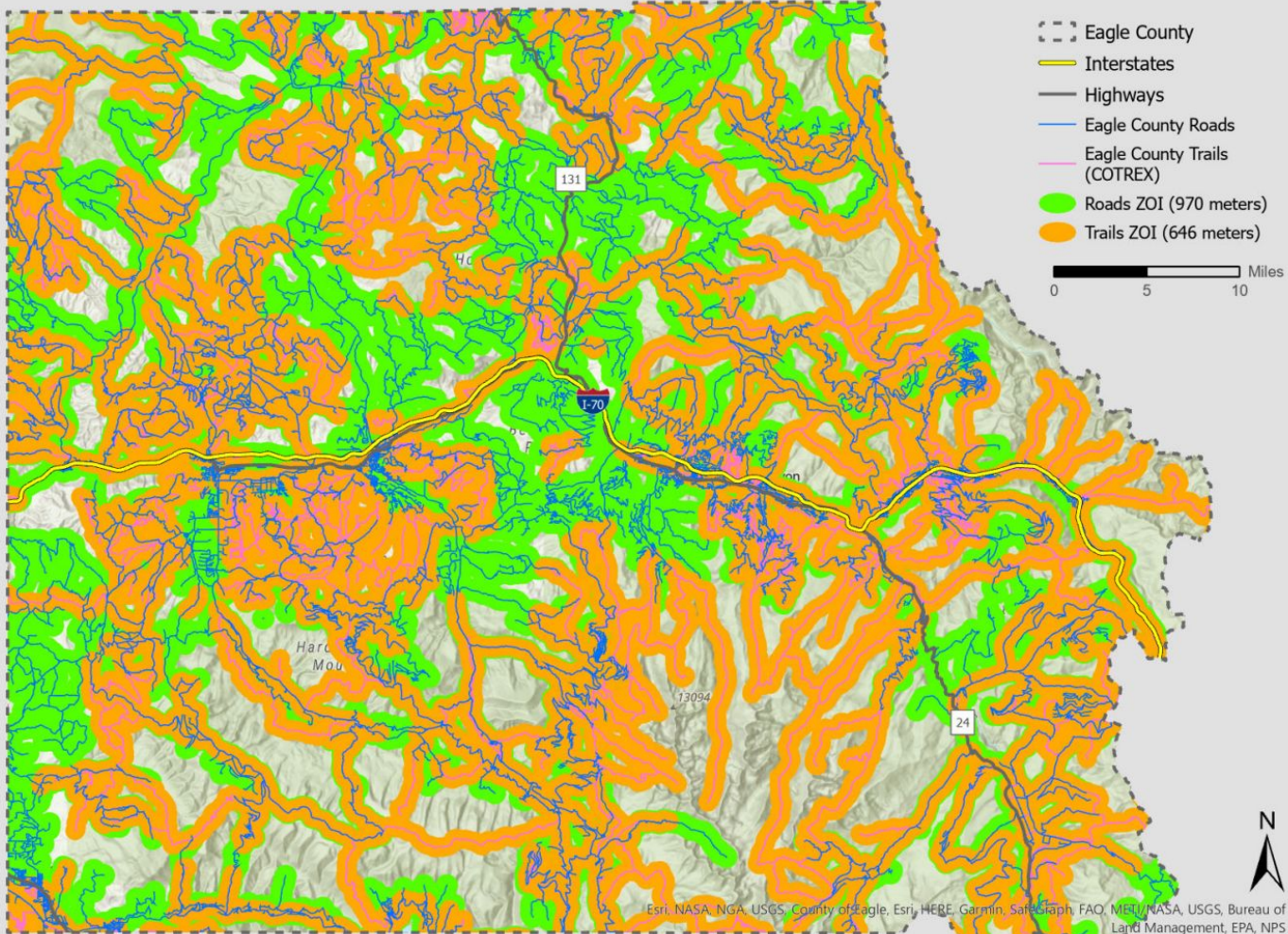
Esri, NASA, NGA, USGS, County of Eagle, Esri, HSBF, Garmin, SafeGraph, FAO, METI, NASA, USGS, Bureau of Land Management, EPA, NPS



Eagle County Roads & Trails Zone of Influence for Wildlife

Legend

- Eagle County
 - Interstates
 - Highways
 - Eagle County Roads
 - Eagle County Trails (COTREX)
 - Roads ZOI (970 meters)
 - Trails ZOI (646 meters)
- 0 5 10 Miles



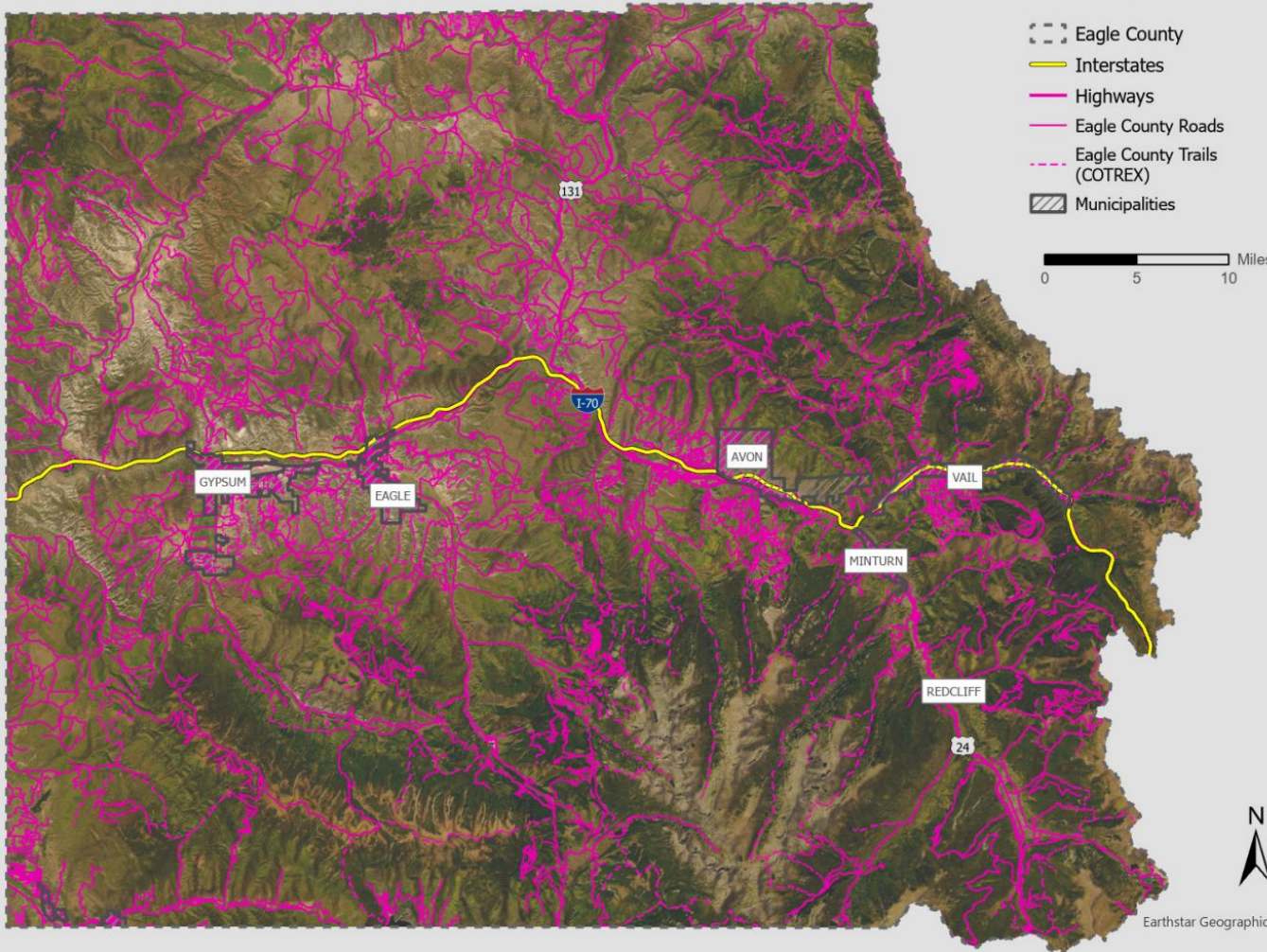
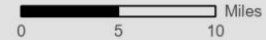
Esri, NASA, NGA, USGS, County of Eagle, Esri, HERE, Garmin, SafeGraph, FAO, METI/NASA, USGS, Bureau of Land Management, EPA, NPS



Eagle County Existing Roads & Trails

Legend

- Eagle County
- Interstates
- Highways
- Eagle County Roads
- Eagle County Trails (COTREX)
- Municipalities



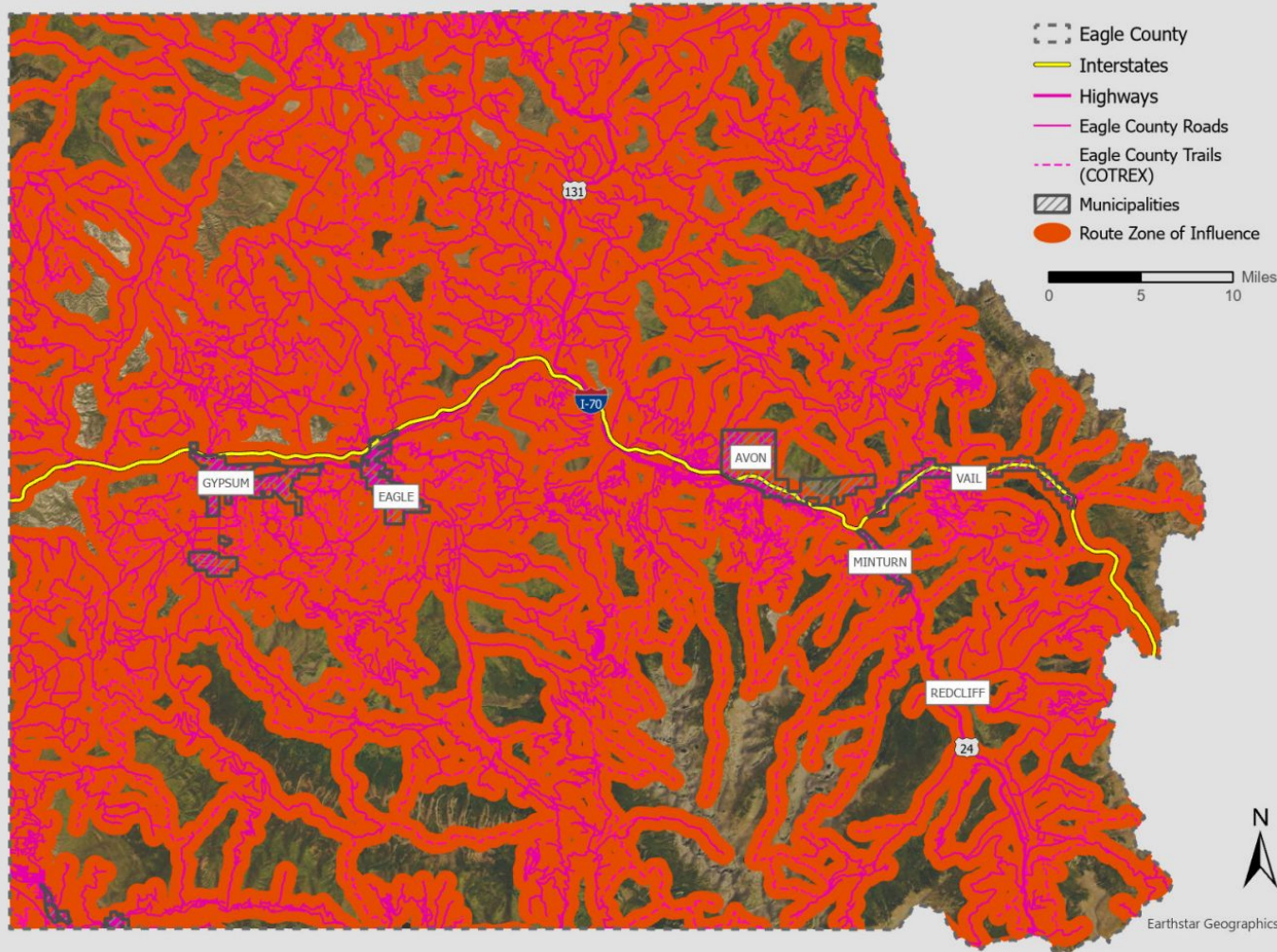
Earthstar Geographics



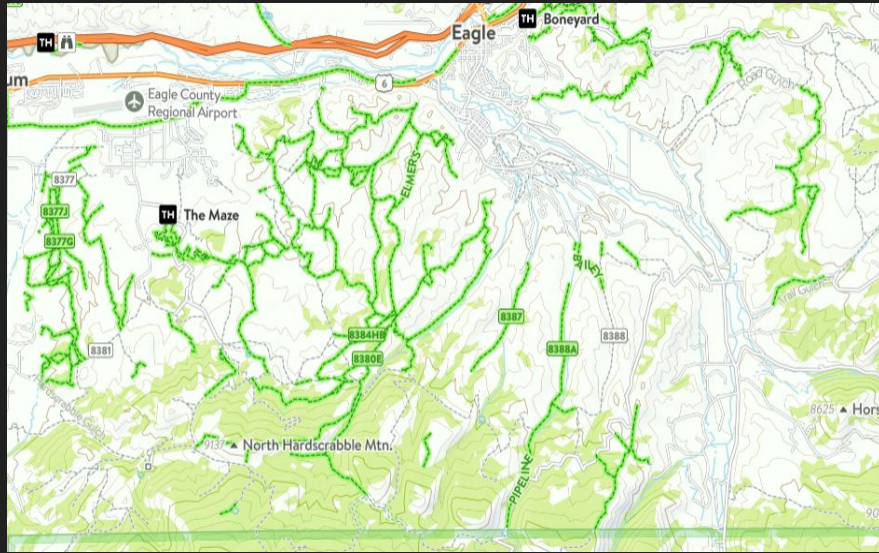
Eagle County Routes Zone of Influence (ZOI)

Legend

- Eagle County
- Interstates
- Highways
- Eagle County Roads
- Eagle County Trails (COTREX)
- Municipalities
- Route Zone of Influence



Existing Trails



Colorado's Planning Trails with Wildlife in Mind BMP's


	Avoidance	Minimization	Mitigation
 <p>Big Game Species</p> <p>Bighorn Sheep, Elk, Deer, Pronghorn, and Mountain Goats</p>	<ul style="list-style-type: none"> Avoid locating new trails within CPW-mapped production areas, migration corridors, and winter range habitats. 	<ul style="list-style-type: none"> Limit trail densities (including existing trails) to less than one linear mile of trail per total square mile, within production areas, migration corridors, and winter range habitats. For trails within production areas or winter range habitats, implement seasonal timing restrictions for all trail users. For trails within winter range, production areas, summer concentration areas, and in moose habitat, restrict dogs or implement and enforce year-round dog-on-leash restrictions. Post signage to prohibit feeding and harassment of big game. Within moose habitat, post signage to protect human safety. 	<ul style="list-style-type: none"> Decommission and reclaim routes in sensitive habitats Perform habitat enhancement projects. Remove and/or replace old fencing that is hazardous to wildlife.



Figure 6. The spatial component of trail density. These two images have identical trail densities. The image on the right shows how consolidating trails can be an important consideration to achieve the goal of minimizing habitat fragmentation.



Conservation at the intersection:
Examining residents' perceptions of and
preferences for wildlife, outdoor
recreation, and development

TECHNICAL PUBLICATION NUMBER 60 • JULY 2022



Eagle County Survey

- Conducted in late 2021, report and findings complete in 2022.
- Written and implemented by CPW Social Dimensions Scientists (Dr. Mike Quartuch and CSU graduate team).
- Relative to other surveys in the valley?
- What was found?...
- Significant county-wide wildlife concerns

■ *Land use preferences and tradeoffs*

- ▶ The majority of Eagle County residents would like to see open spaces be a top priority for the county.
 - More than three-quarters (77%) of respondents believed that acquiring, maintaining, and preserving open space over the next 5-10 years should be a high priority and 18% would prefer it be a medium-level priority.
- ▶ Overall, respondents prefer seeing wildlife habitat protected even if that limits future land use development projects or outdoor recreation opportunities.

➔ • About 82% of mail and 75% of telephone survey respondents agreed with statements prioritizing the protection of wildlife habitat even if doing so restricts future land use development projects.

➔ • More than three-quarters (77%) of mail respondents agreed that wildlife habitat should be protected even if doing so limited future outdoor recreation opportunities compared to 73% of telephone respondents.

• Similarly, the majority of mail survey respondents (77%) would prefer more outdoor recreation opportunities even if doing so limits future development projects. Fewer (64%) telephone respondents agreed with this statement.



What now?

- What currently exists in the Town of Eagle area and Eagle County?
- What are future demands from Developments, e-bikes, etc.
- **Need vs. Want**



- Hardscrabble/East Eagle
- Meadow Mountain
- Vail Resorts (Vail Mtn, Beaver Creek, Bachelor Gulch, Arrowhead)
- Town of Eagle Open Space
- Town of Avon Preserve
- Eagle County Open Space
- Bike Parks
- Other public trails on USFS, BLM, etc.

