

APPENDIX A20

PARKS AND RECREATION RESOURCES TECHNICAL MEMORANDUM

FOR THE

State Highway 9 Iron Springs Alignment Environmental Assessment

Prepared for

COLORADO DEPARTMENT OF TRANSPORTATION

FEDERAL HIGHWAY ADMINISTRATION

Prepared by

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ACRONYMS

CDLT	Continental Divide Land Trust
CDOT	Colorado Department of Transportation
EA	Environmental Assessment
EIS	Environmental Impact Statement
FHWA	Federal Highway Administration
ROD	Record of Decision
SH 9	State Highway 9
USFS	U.S. Forest Service

1 **INTRODUCTION**

2 This technical memorandum has been prepared in support of the State Highway (SH) 9 Iron
3 Springs Alignment Environmental Assessment (EA). This technical memorandum evaluates the
4 effects of the Iron Spring Alignment (Proposed Action) and the No Action Alternative (widening
5 on the existing alignment) with respect to parks and recreation resources. Parks and recreation
6 resources are important community facilities providing residents and visitors opportunities for
7 recreation, including both passive and active activities.

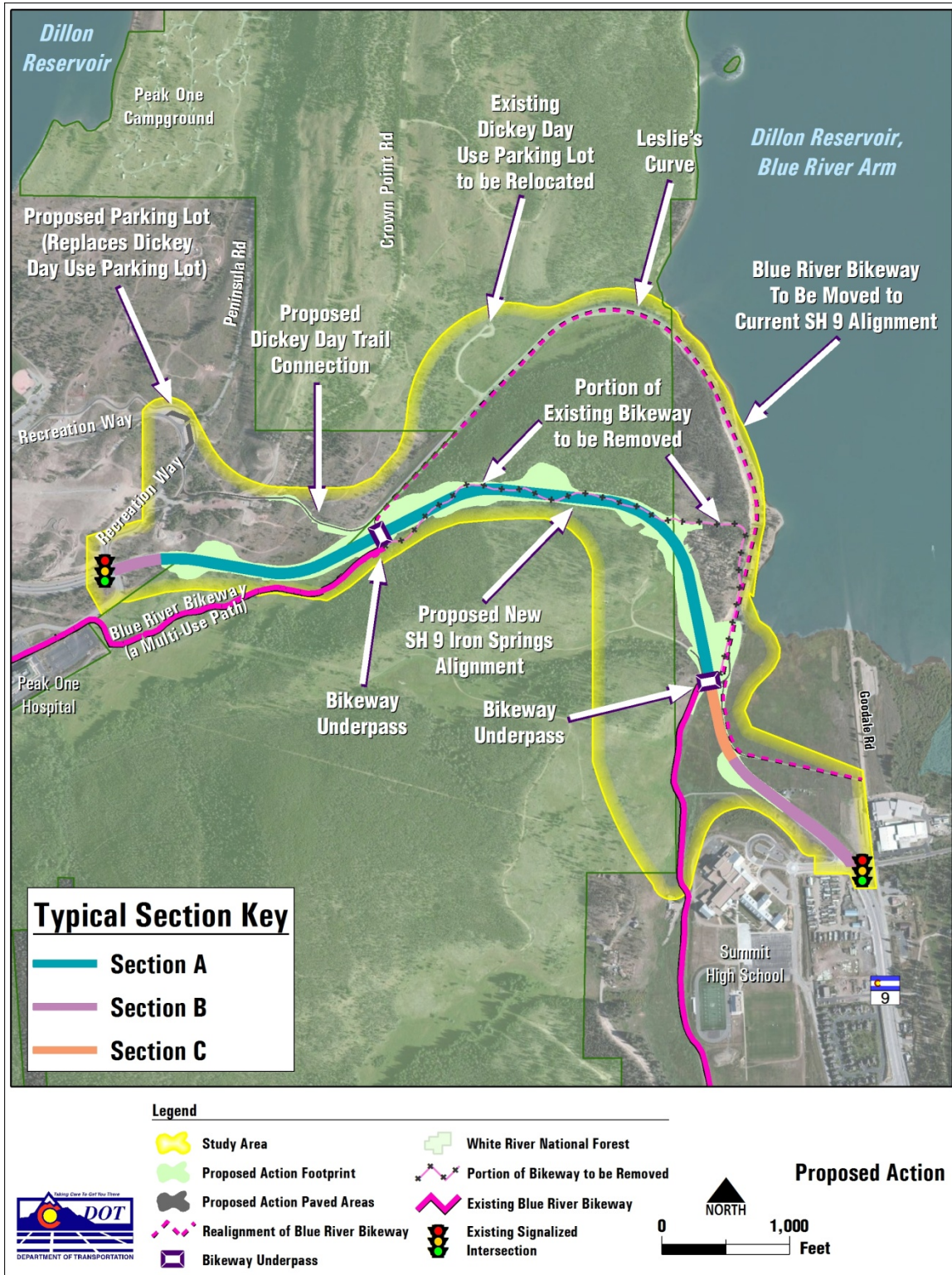
8 *Proposed Action*

9 As part of implementation of the SH 9 improvements between Frisco and Breckenridge, the
10 Colorado Department of Transportation (CDOT) and Federal Highway Administration (FHWA)
11 are proposing to realign approximately 1.3 miles of existing SH 9 just south of the Town of
12 Frisco, Colorado (see **Figure 1**). This stretch of SH 9, which falls between mileposts 93 and 95,
13 would be realigned to provide a four-lane reduced section roadway away from Dillon Reservoir.
14 This Proposed Action would shorten SH 9 by approximately 0.4 mile. The Proposed Action would
15 provide roadway safety benefits, as well as water quality and drinking water protection benefits,
16 as a result of straightening the highway to remove a tight, compound curve (known as Leslie's
17 Curve), which is in close proximity to Dillon Reservoir. The existing condition on Leslie's Curve is
18 considered substandard and contributes to accidents in the area.

19 The Proposed Action would include realignment of a portion of the existing Frisco-Farmer's
20 Korner-Blue River Bikeway (also referred to herein for brevity as the Blue River Bikeway or
21 bikeway). This portion of the bikeway would be moved to the alignment currently occupied by
22 SH 9, would be approximately 0.4 mile longer than the existing bikeway, and would be at a
23 gentler grade than the current alignment. In addition, the Dickey Day Use Parking Lot would be
24 moved west to a new parking lot to be constructed as part of the project, with access provided
25 via Recreation Way using the existing signalized intersection at SH 9 and Recreation Way. A new
26 trail connection would be provided to link the proposed parking lot with the realigned bikeway
27 and existing trail, which currently begins at the old Dickey Day Use Parking Lot.

28 Additional detail regarding the Proposed Action, including typical sections, is provided in the EA
29 main text and the project drawings provided in Appendix A1 of the EA.

1 **Figure 1 Proposed Action**



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1 *No Action Alternative*

2 If the Proposed Action is not selected for implementation, SH 9 would be widened to provide a
3 four-lane reduced section roadway along the existing alignment as previously approved in the
4 SH 9 Frisco to Breckenridge Environmental Impact Statement (EIS) and Record of Decision (ROD)
5 (CDOT and FHWA, 2004a; 2004b) (**Figure 2**). The 2004 Preferred Alternative is considered the
6 “No Action Alternative” for this EA and is used as a baseline for comparison with the Proposed
7 Action. These improvements would be implemented if the Proposed Action is not selected.

8 Widening along the existing alignment would require large rock cuts and retaining walls, which
9 would be difficult to construct, and the highway would remain in close proximity to Dillon
10 Reservoir. The length of SH 9 would remain the same as that of the existing highway. The tight
11 Leslie’s Curve would not be eliminated; however, safety features such as a barrier between
12 opposing lanes would be installed to improve safety.

13 With this alternative, approximately 0.8 mile of the existing Blue River Bikeway would be
14 realigned to allow space for the highway widening. The length of bikeway would not change
15 appreciably and the current relatively steep grades on the path would remain.

16 Additional detail regarding the No Action Alternative, including typical sections, is provided in
17 the EA main text and the project drawings provided in Appendix A1 of the EA.

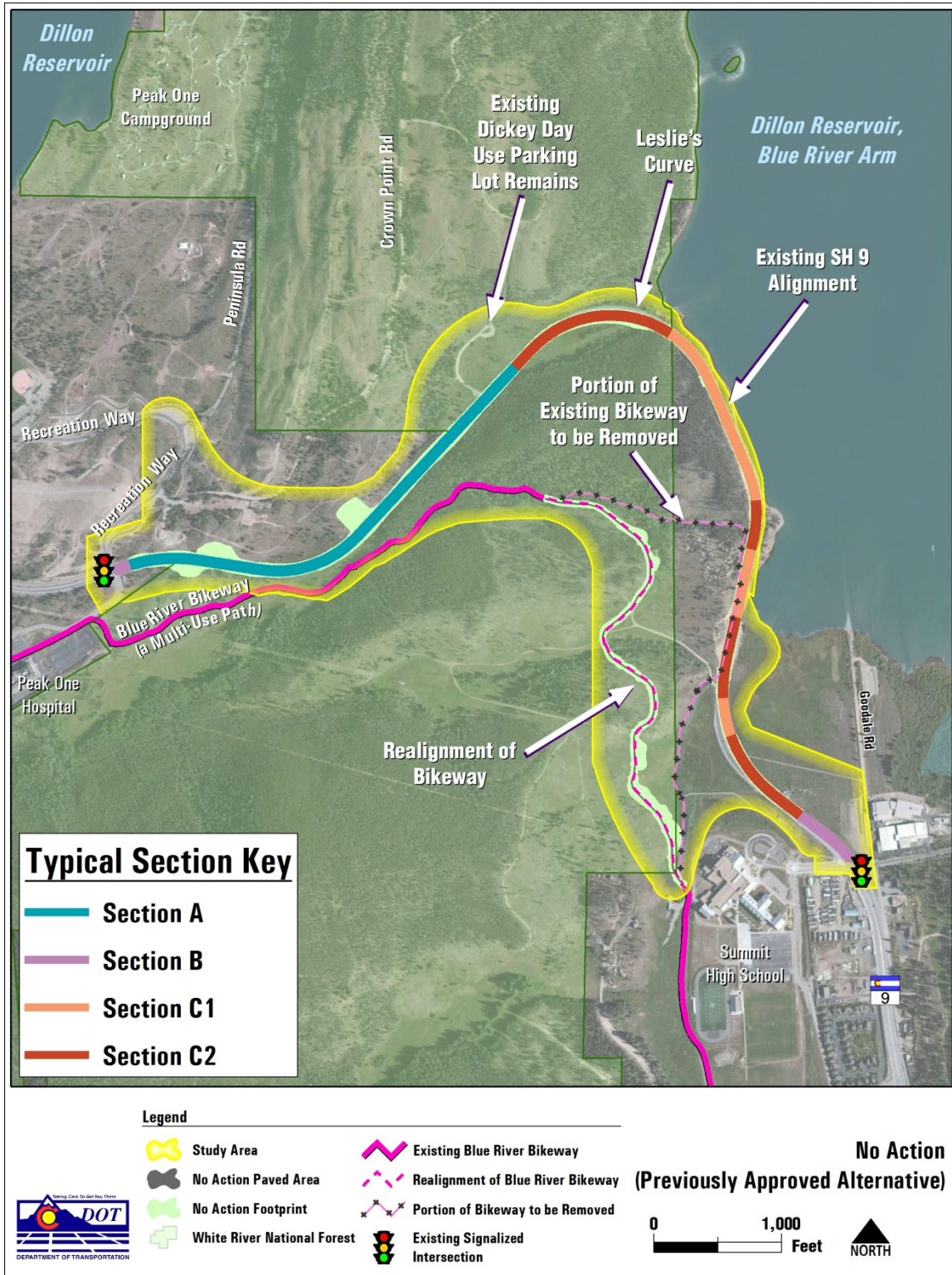
18 **METHODS AND INFORMATION SOURCES**

19 The locations and features of existing parks and recreation resources within and adjacent to the
20 study area were identified through planning documents, geographic information system data,
21 and direct observation. Information regarding park and recreation resources within the study
22 area was also collected from a review of the SH 9 Frisco to Breckenridge EIS and ROD (CDOT and
23 FHWA, 2004a; 2004b).

24 Inventory details about the resources, such as ownership, size, and amenities, were obtained
25 from accessing individual websites and planning documents from the U.S. Forest Service (USFS),
26 Summit County, and the Town of Frisco, and through coordination with staff of these
27 organizations. The following documents were referenced to obtain information about parks and
28 recreation resources within the study area:

- 29 • USFS, White River National Forest Revised Land and Resource Management Plan, 2002
- 30 • Summit County, Countywide Comprehensive Plan, October 2009
- 31 • Town of Frisco, Frisco Community Plan, 2011
- 32 • Ten Mile Basin Master Plan, January 2010 (Summit County, 2010a)
- 33 • Upper Blue Basin Master Plan, February 2010 (Summit County, 2010b)

1 Figure 2 No Action Alternative (Previously Approved)



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1 **PARKS AND RECREATION RESOURCES IN THE STUDY AREA**

2 Parks and recreation resources are a popular attraction in Summit County for a wide variety of
3 recreation users. As shown on **Figure 3**, the study area includes portions of the following
4 recreational resources on the north side of SH 9:

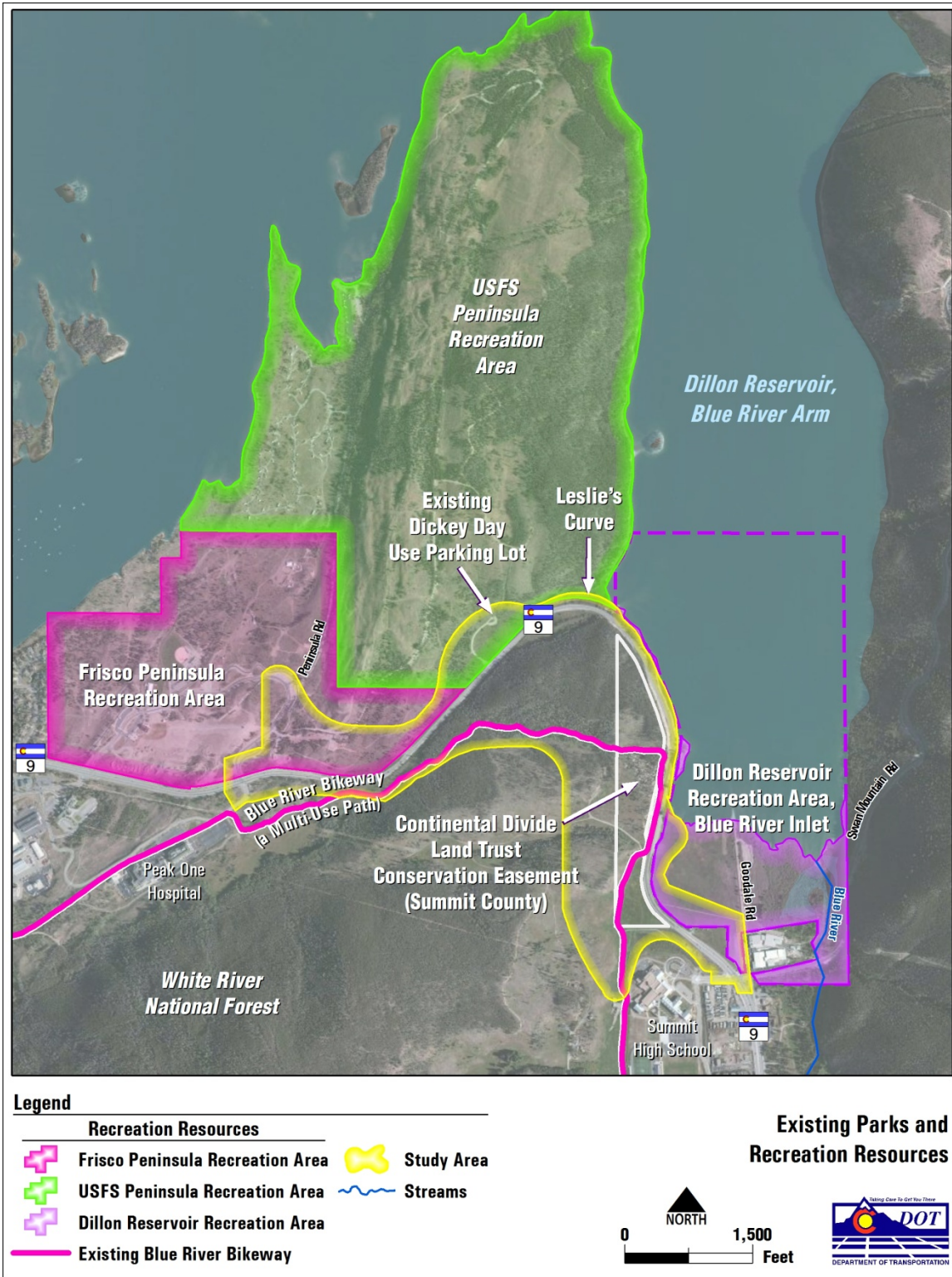
- 5 • Frisco Peninsula Recreation Area
- 6 • USFS Peninsula Recreation Area
- 7 • Dillon Reservoir Recreation Area: Blue River Inlet

8 The Blue River Bikeway (see **Figure 3**) is a multi-use recreational pathway located on the south
9 side of SH 9. Within the study area (see **Figure 3**), there are White River National Forest multiple
10 use lands and open space land owned by Summit County with a conservation easement held by
11 the Continental Divide Land Trust (CDLT). These lands are open to the public and accommodate
12 dispersed recreation use in addition to other uses and purposes. The primary recreation use on
13 these lands within the study area is provided by the portion of the Blue River Bikeway located
14 on these properties. Within the study area, there are no other formal trails or developed
15 recreation facilities on these properties. Therefore, these properties have been included in the
16 analysis of the Blue River Bikeway.

17 **Table 1** provides information on the recreation features and types of recreational activities
18 available for each resource, as well as the agency responsible for management of the resource.

19 Public parks and recreation areas acquired, developed, or improved with grant funds provided
20 by the federal Land and Water Conservation Fund Act are protected under Section 6(f) of the
21 Act from conversion to uses other than public outdoor recreation. Within the study area, there
22 are no public parks or recreation areas acquired, developed, or improved with such funds.
23 Therefore, Section 6(f) is not a consideration for this project.

1 Figure 3 Existing Parks and Recreation Resources



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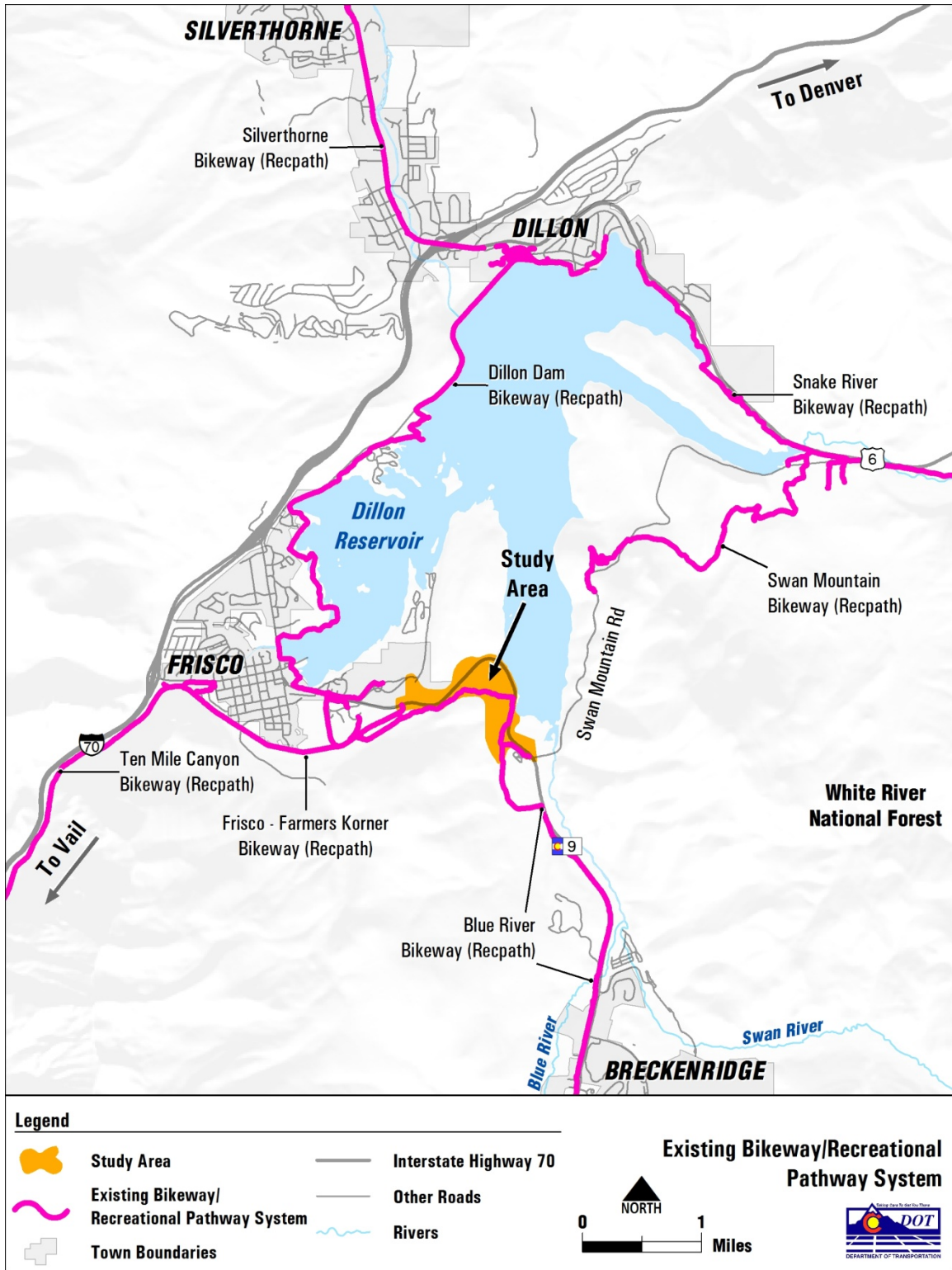
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1 Table 1 Existing Parks and Recreation Resources

Resource Name	Description/Location/Size	Features/Activities	Resource Type	Managed by
Blue River Bikeway	Part of the Summit County Recreational Path System (RecPath) – see Figure 4 . The Blue River Bikeway connects Frisco and Breckenridge, a distance of approximately 10 miles. Within the study area, the Blue River Bikeway traverses White River National Forest, Summit County/CDLT open space and SH 9 right-of-way.	The bikeway is heavily used by recreational and some commuter bicyclists, walkers, and roller-bladers. Various organizations use the bikeway for special cycling events, mostly on non-winter weekends. The bikeway is not plowed in the winter but sees some use by walkers, snowshoers, and cross country skiers in winter months.	Paved recreation path	Summit County - Open Space and Trails Department
Frisco Peninsula Recreation Area	The Frisco Peninsula Recreation Area is approximately 216 acres that have been developed for a variety of outdoor recreation activities. It is located on the north side of SH 9, adjacent and southwest of the USFS Peninsula Recreation Area.	The property includes a disc golf course, skate park, ball fields, one multi-purpose field, an outdoor roller-blade park, picnic facilities, and several miles of walking, hiking, bicycling trails (Town of Frisco, 2013). Winter uses include the Nordic Center with cross country skiing and snowshoe trails, a tubing hill, sleigh rides, and a day lodge. The Frisco Nordic Center maintains approximately 25 miles of cross country skiing and snowshoe trails, during winter months, with trails traversing the majority of the Frisco Peninsula Recreation Area and the adjacent USFS Peninsula Recreation Area, as shown on Figure 5 .	Recreation area	Town of Frisco
USFS Peninsula Recreation Area	The USFS Peninsula Recreation Area is made up of approximately 592 acres of forested and lakeside lands located on the north side of SH 9. It occupies most of a peninsula of land extending into Dillon Reservoir.	The USFS Peninsula Recreation Area supports a variety of uses, including hiking, camping (limited to two developed campgrounds), bicycling, and fishing. Within the study area, the main recreation uses are hiking, mountain biking, and fishing, with vehicle access to trails from the Dickey Day Use Area Parking Lot, which has access from SH 9. The access road to the Dickey Day Use Parking Lot is not plowed in winter. In winter months, cross country ski trails are maintained across most of the property, as described above and shown on Figure 5 .	Recreation area	USFS - White River National Forest
Dillon Reservoir Recreation Area: Blue River Inlet	The Dillon Reservoir Recreation Area: Blue River Inlet makes up an approximately 250-acre parcel of land, all but approximately 70 acres of which is typically submerged beneath Dillon Reservoir. It borders the eastern edge of the study area, where SH 9 turns south heading toward Breckenridge.	Dillon Reservoir Recreation Area: Blue River Inlet includes a day use parking area accessed via Goodale Road, with trails providing access to the Dillon Reservoir shoreline, primarily for fishing. Hand carry water craft, such as canoes, kayaks, or row boats, can be carried from the parking lot to the shoreline and launched for use in the reservoir.	Recreation area	Denver Water

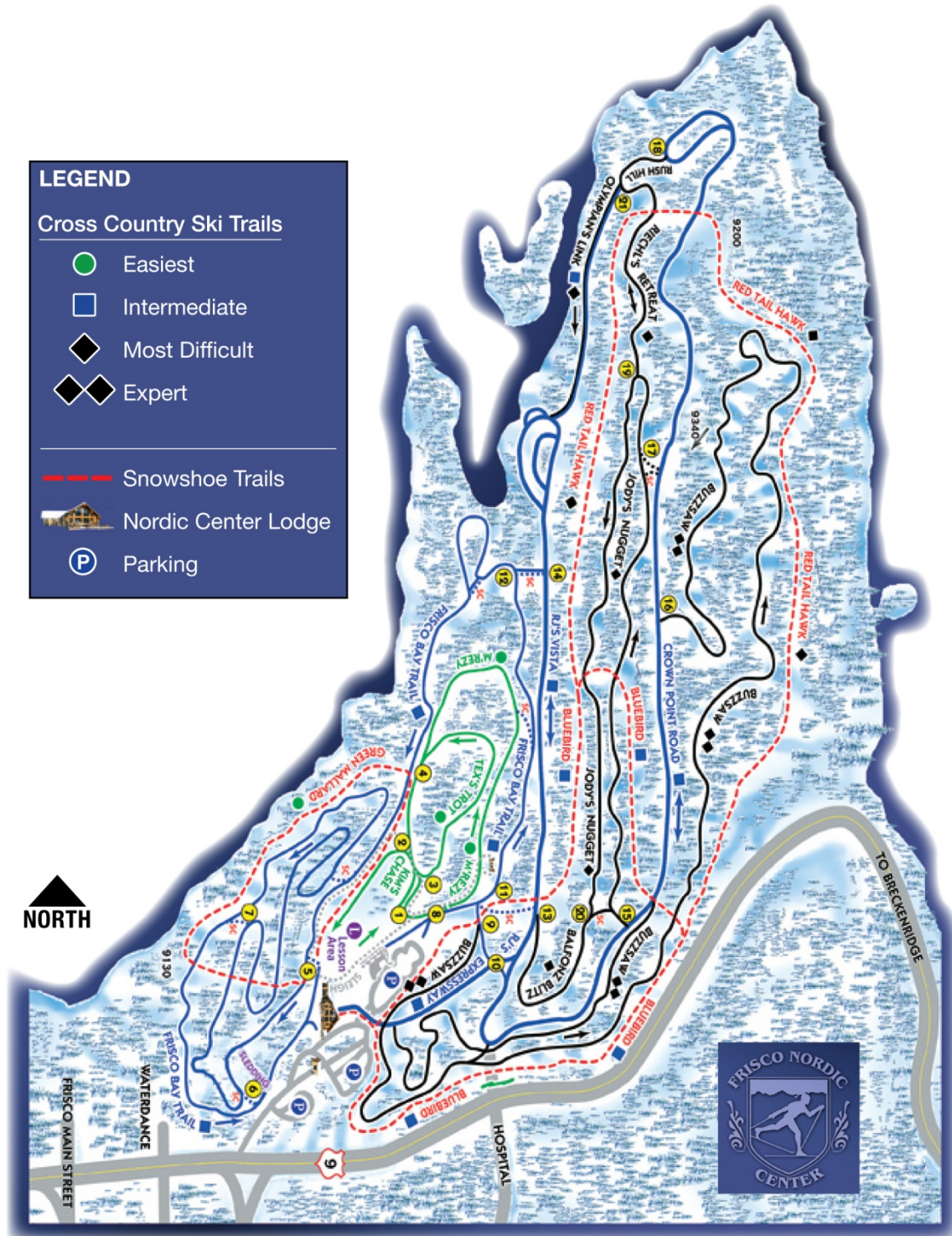
Note: CDLT = Continental Divide Land Trust
USFS = U.S. Forest Service

1 **Figure 4 Summit County Recreational Pathway System**



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3 Note: Recreation paths based on Summit County, 2008, and Open Space and Trails Information, 2013.

1 Figure 5 Frisco Nordic Center Trail System



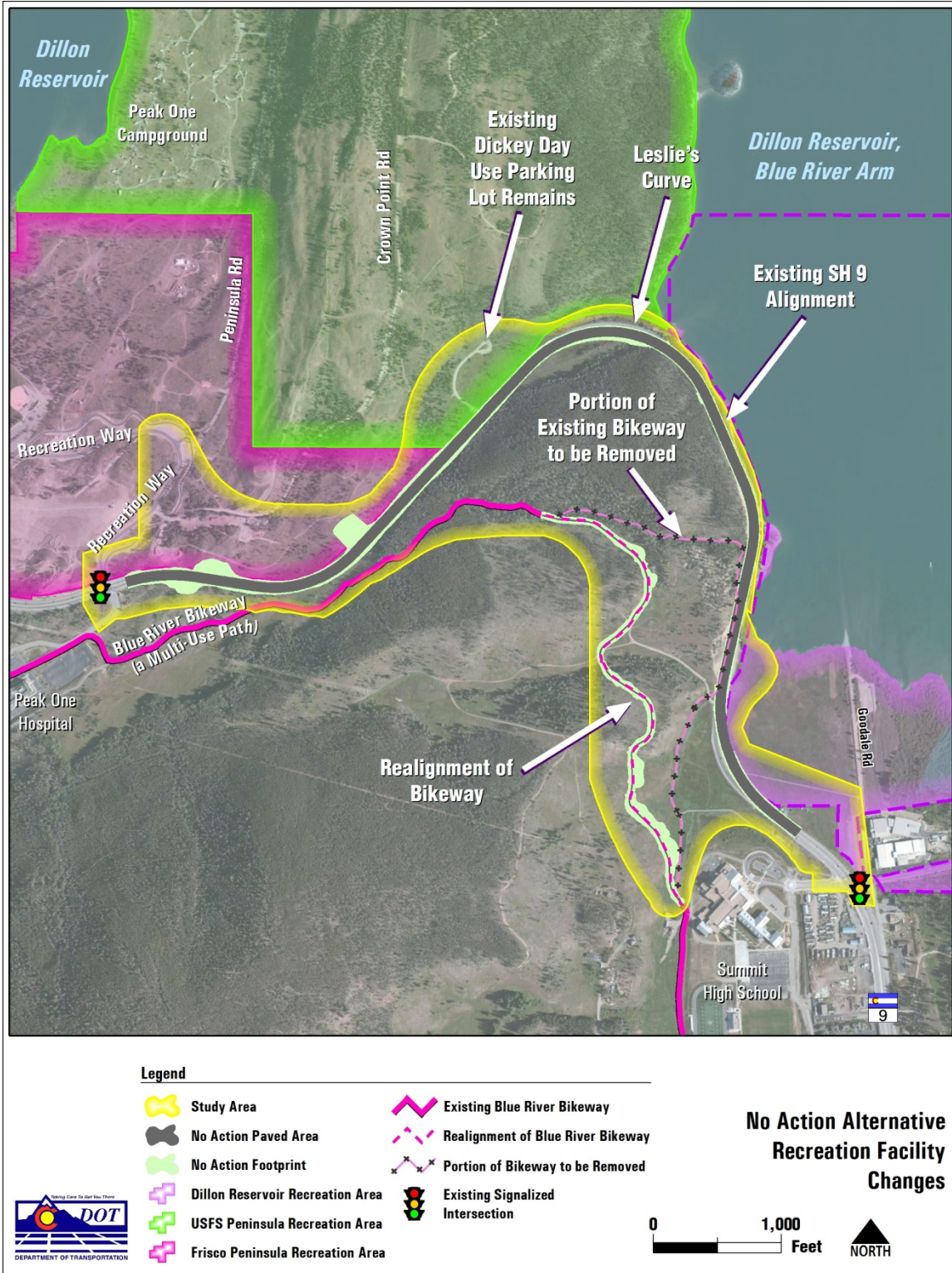
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3 Source: Frisco Nordic Center, 2013

1 IMPACTS

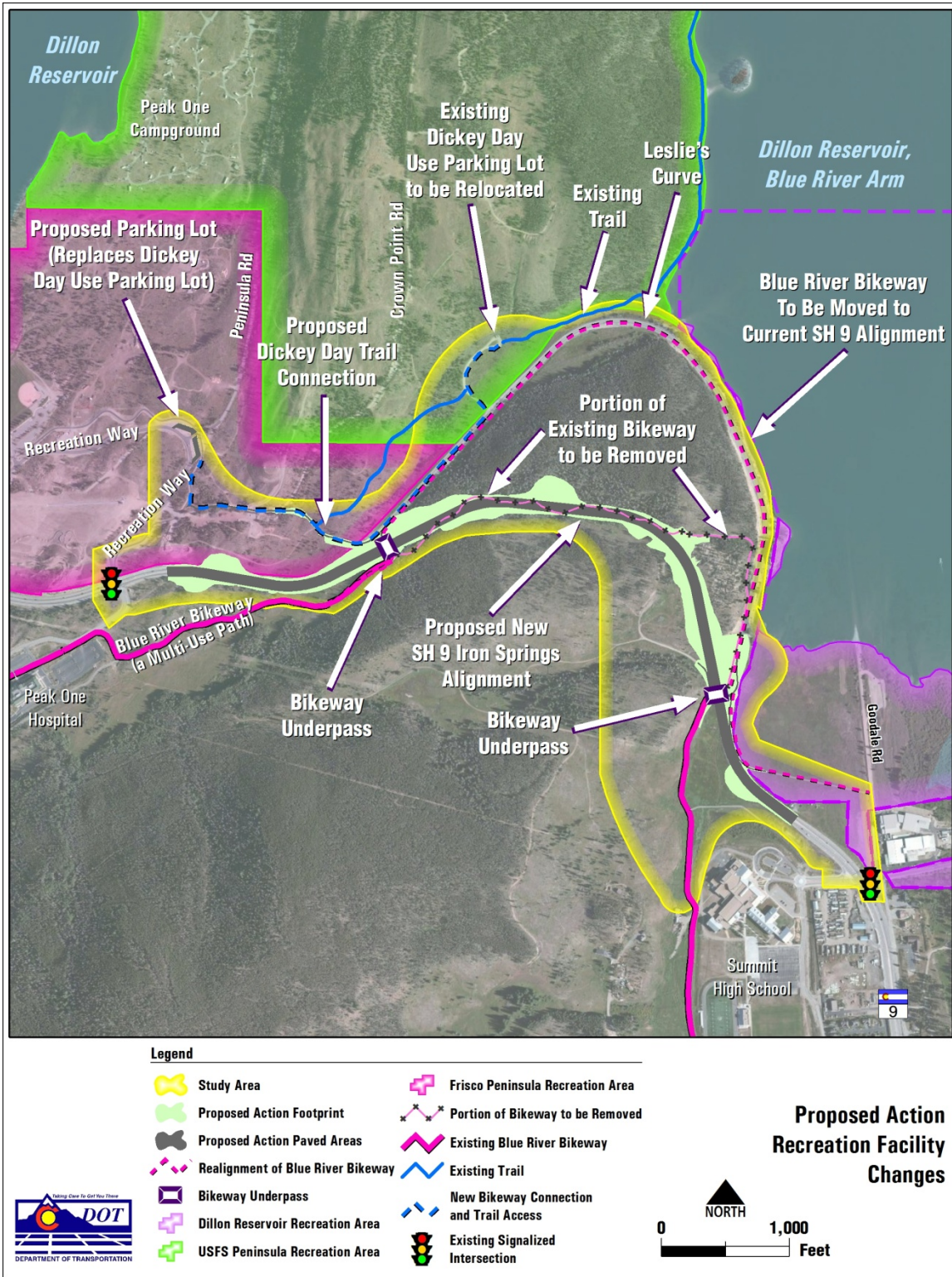
2 **Figures 6 and 7** present an overview of recreation facility changes that would occur with the No
 3 Action Alternative and the Proposed Action.

4 **Figure 6 No Action Alternative Recreation Facility Changes**



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1 **Figure 7 Proposed Action Recreation Facility Changes**



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1 For each recreational resource, **Table 2** identifies impacts for both the No Action Alternative and
 2 the Proposed Action. The impacts are shown on **Figures 8 through 15**, as referenced in **Table 2**.

3 **Table 2 No Action Alternative and Proposed Action Impacts**

Resource Name	Impacts	
	No Action Alternative	Proposed Action
Blue River Bikeway	<p>As shown on Figure 8, widening of SH 9 under the No Action Alternative would have a direct impact on the portion (approximately 1,200 feet) of the bikeway located adjacent to SH 9. This would require a longer portion of the bikeway to be realigned due to the topography of the areas and resulting grades, as described in the Mitigation section.</p> <p>Realignment of the bikeway would require an amendment to the USFS special use permit to Summit County for the countywide recreation pathway system.</p>	<p>As shown on Figure 9, realignment of SH 9 under the Proposed Action would have a direct impact on approximately 1 mile of the bikeway. This would require realignment of this portion of the bikeway, as described in the Mitigation section.</p> <p>Realignment of the bikeway would require an amendment to the USFS special use permit to Summit County for the countywide recreation pathway system.</p>
Frisco Peninsula Recreation Area	<p>As shown on Figure 10, the No Action Alternative would require 3.48 acres of land from the Frisco Peninsula Recreation Area. This land would be needed for widening of SH 9 and associated grading and water quality needs. This land is along the southern edge of the property, adjacent to SH 9, and the conversion of this land to right-of-way use would not have a direct impact on recreation facilities and features.</p> <p>There would be no impacts to the Nordic Center trail system shown in Figure 5.</p>	<p>As shown on Figure 11, the Proposed Action would require 2.85 acres of land from the Frisco Peninsula Recreation Area. This land would be needed for the widening of SH 9 and associated grading and water quality. This land is along the southern edge of the property, adjacent to SH 9, and the conversion of this land to right-of-way would not have a direct impact on recreation facilities and features, widening of SH 9, and associated grading and water quality needs.</p> <p>In addition, the Proposed Action would include the construction of a new parking lot and a new bikeway and trail connection, as shown on Figure 11. These provide mitigation for the closure of the Dickey Day Use Parking Lot, located in the USFS Peninsula Recreation Area. The new parking lot with bikeway and trail connection would not have an impact on recreation facilities and features of the Frisco Peninsula Recreation Area.</p>

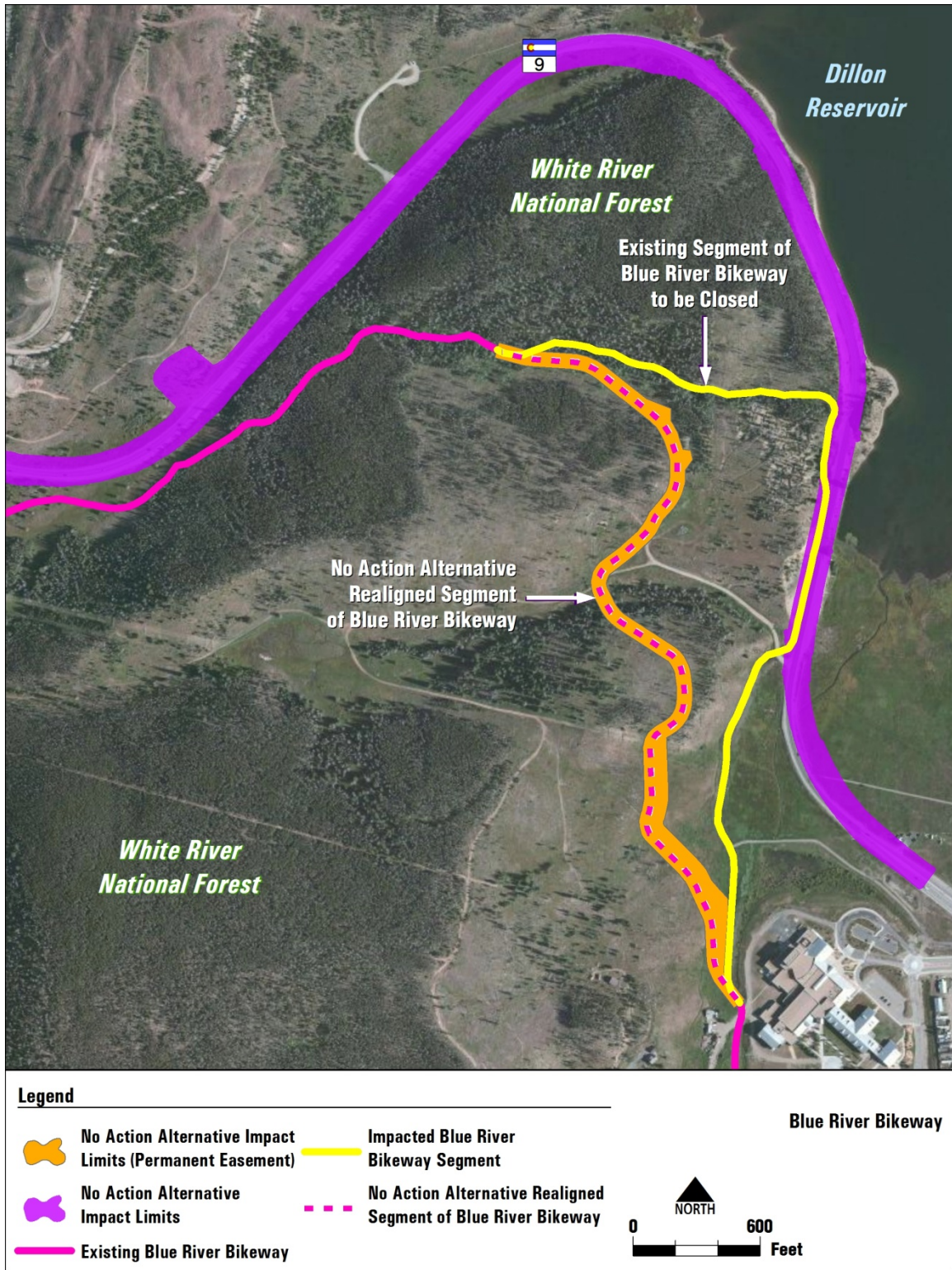
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1 **Table 2 No Action Alternative and Proposed Action Impacts (Continued)**

Resource Name	Impacts	
	No Action Alternative	Proposed Action
<p>Frisco Peninsula Recreation Area (Continued)</p>		<p>The new bikeway and trail connection will add approximately 1,500 feet of bikeway/trail to the bikeway network. The distance from the parking lot to the Dillon Reservoir shoreline will be increased by approximately 3,000 feet. This increased distance is not inconsistent with the purpose of the trail, which is walking or mountain biking.</p> <p>There would be no impacts to the Nordic Center trail system shown in Figure 5.</p>
<p>USFS Peninsula Recreation Area</p>	<p>As shown on Figure 12, the No Action Alternative would require 0.48 acre of land from the USFS Peninsula Recreation Area. This land would be needed for the widening of SH 9. This land is along the southern edge of the property, adjacent to SH 9, and the conversion of this land to right-of-way would not have a direct impact on recreation facilities and features.</p>	<p>As shown on Figure 13, the Proposed Action would not require any USFS Peninsula Recreation Area because SH 9 would be relocated away from the property. Because SH 9 would no longer be located adjacent to the property, vehicle access to the existing Dickey Day Use Parking Lot would be eliminated.</p> <p>The Proposed Action would include the construction of a new parking lot and a new bikeway and trail connection, as shown on Figure 13. The new parking lot with bikeway and trail connection would be constructed on the Frisco Peninsula Recreation Area and would not have an impact on the USFS Peninsula Recreation Area other than the access change.</p>
<p>Dillon Reservoir Recreation Area: Blue River Inlet</p>	<p>As shown on Figure 14, the No Action Alternative would require 0.93 acre of land from the Dillon Reservoir Recreation Area: Blue River Inlet. This land would be needed for the widening of SH 9. This land is along the western edge of the property, adjacent to SH 9, and the conversion of this land to right-of-way would not have a direct impact on recreation facilities and features.</p>	<p>As shown on Figure 15, the Proposed Action would not require land from the Dillon Reservoir Recreation Area: Blue River Inlet. A temporary easement of 0.95 acre would be required for repaving of a former path crossing a portion of the property. This would be used to provide a bikeway connection during construction and would remain as an enhancement to bikeway connectivity after construction is completed. The Summit County Trails Intergovernmental Agreement has recently been updated to include this pathway connection.</p>

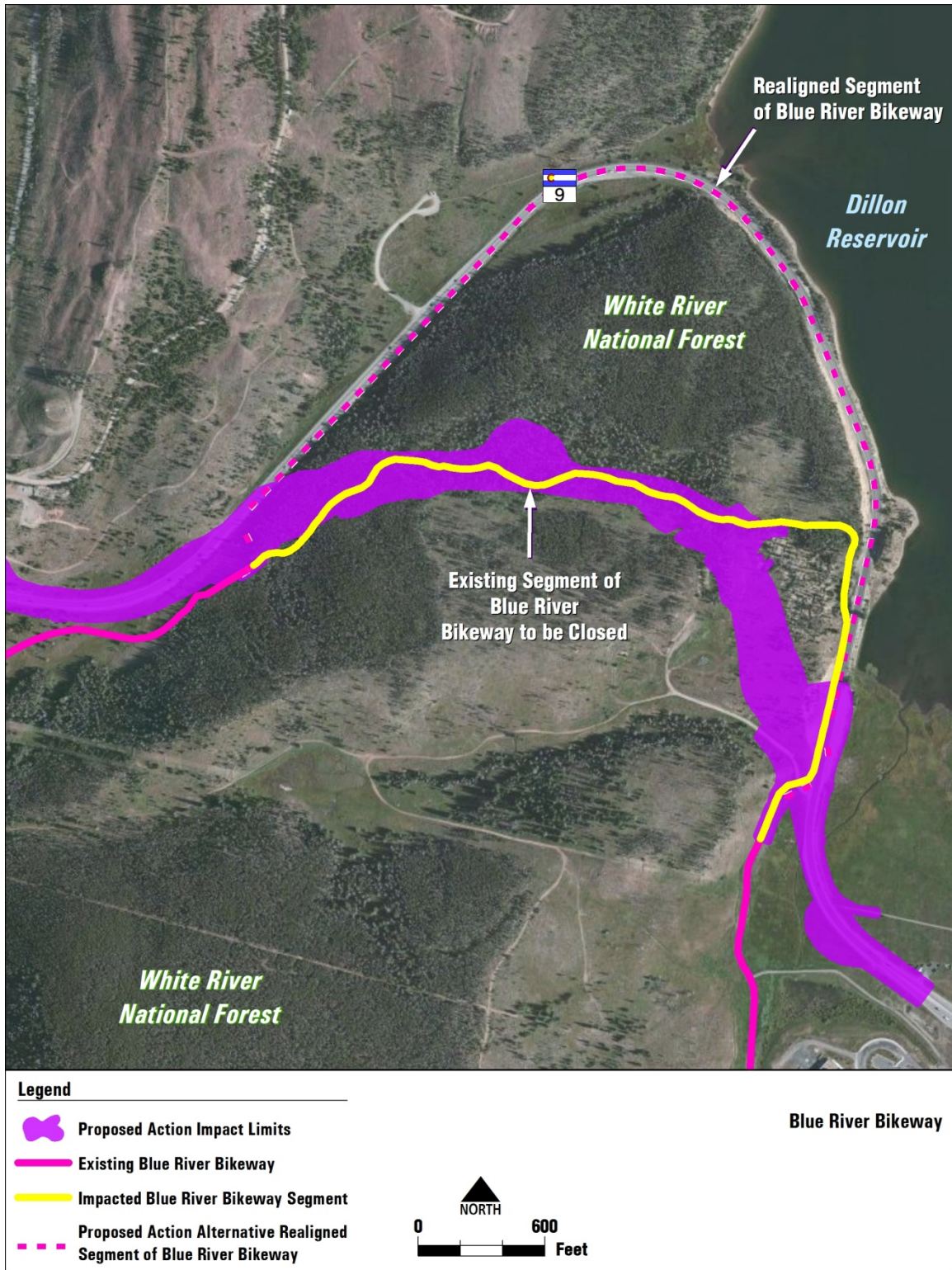
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1 Figure 8 Blue River Bikeway – No Action Alternative



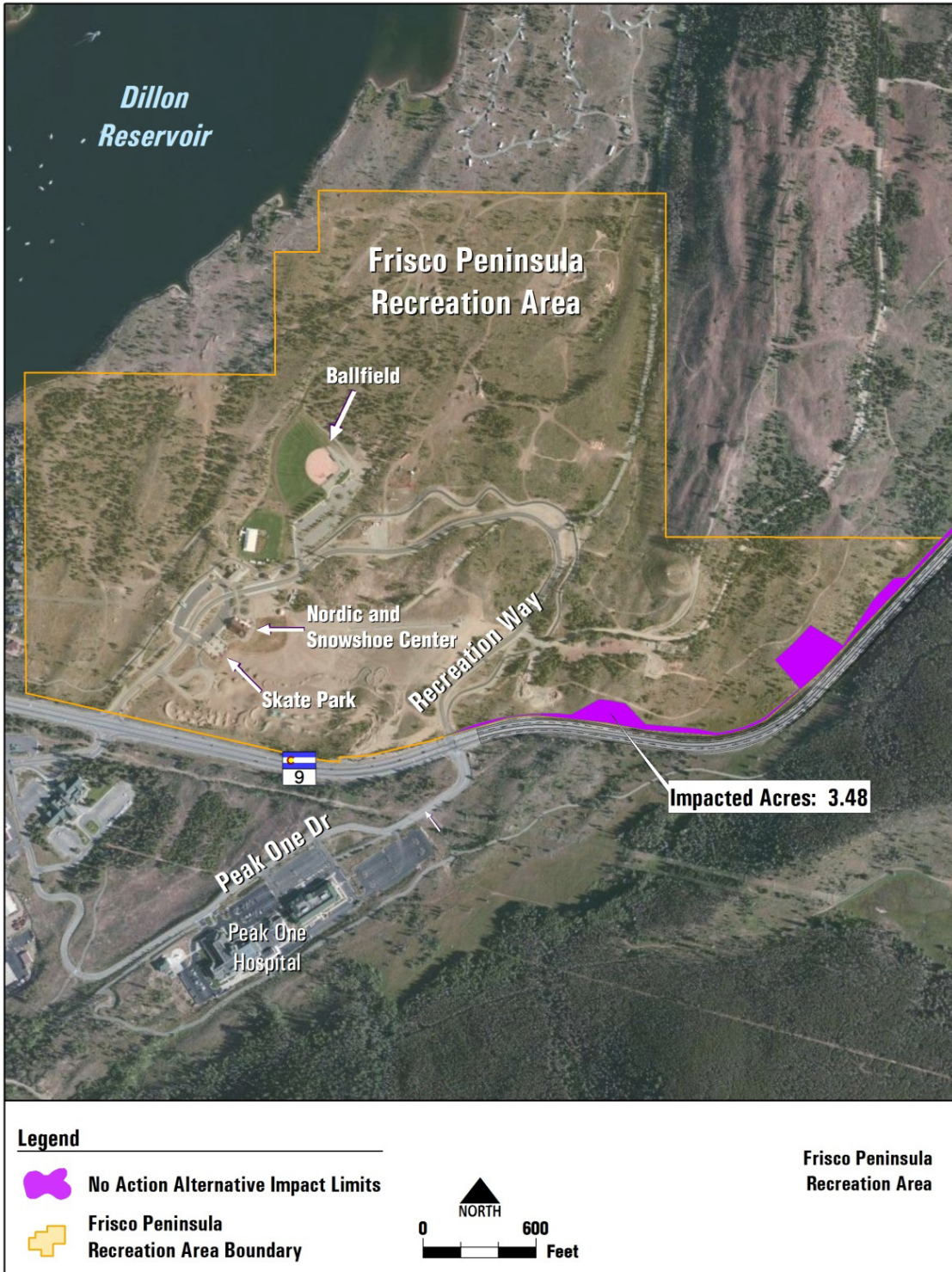
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1 Figure 9 Blue River Bikeway – Proposed Action



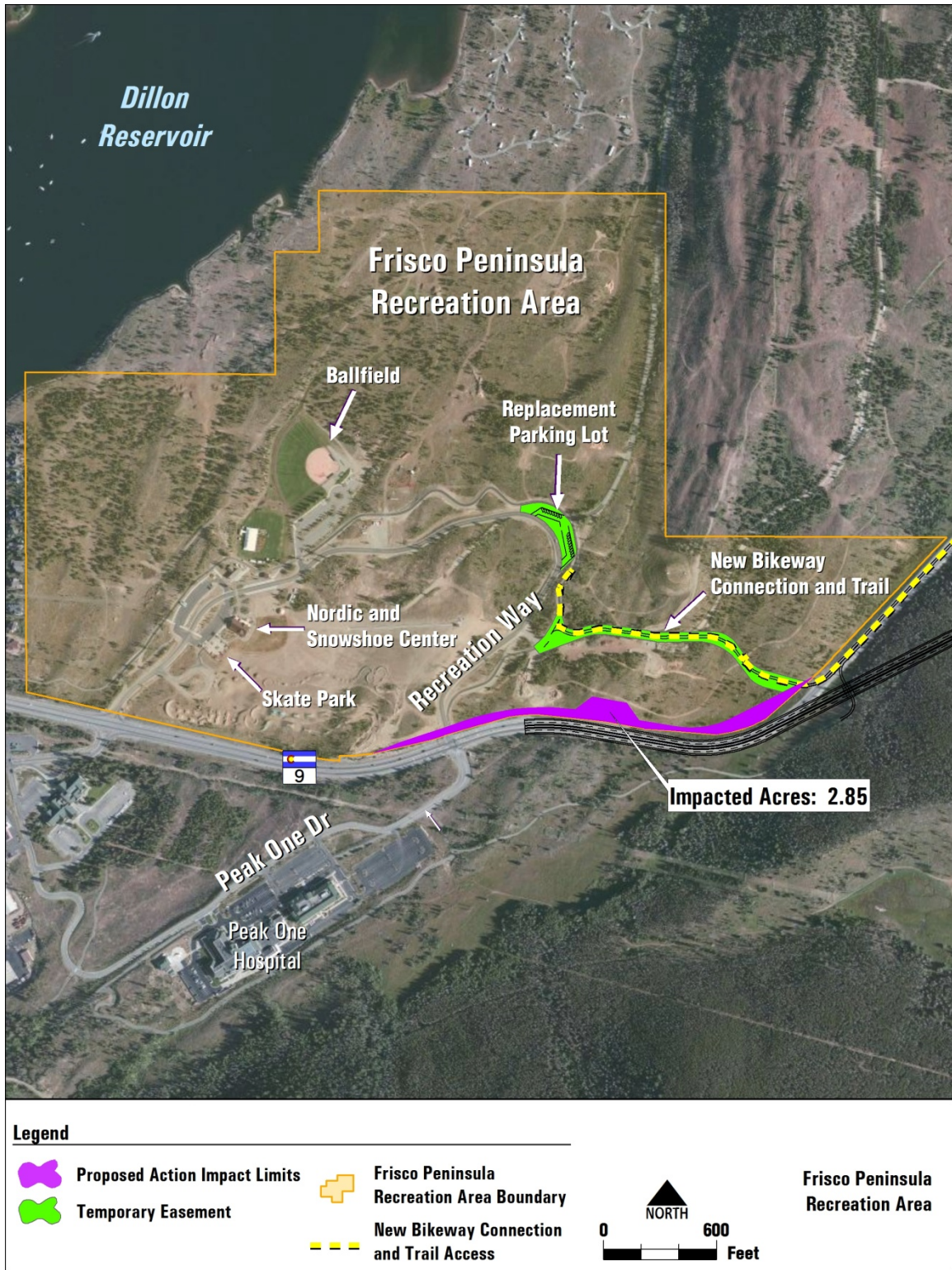
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1 Figure 10 Frisco Peninsula Recreation Area – No Action Alternative



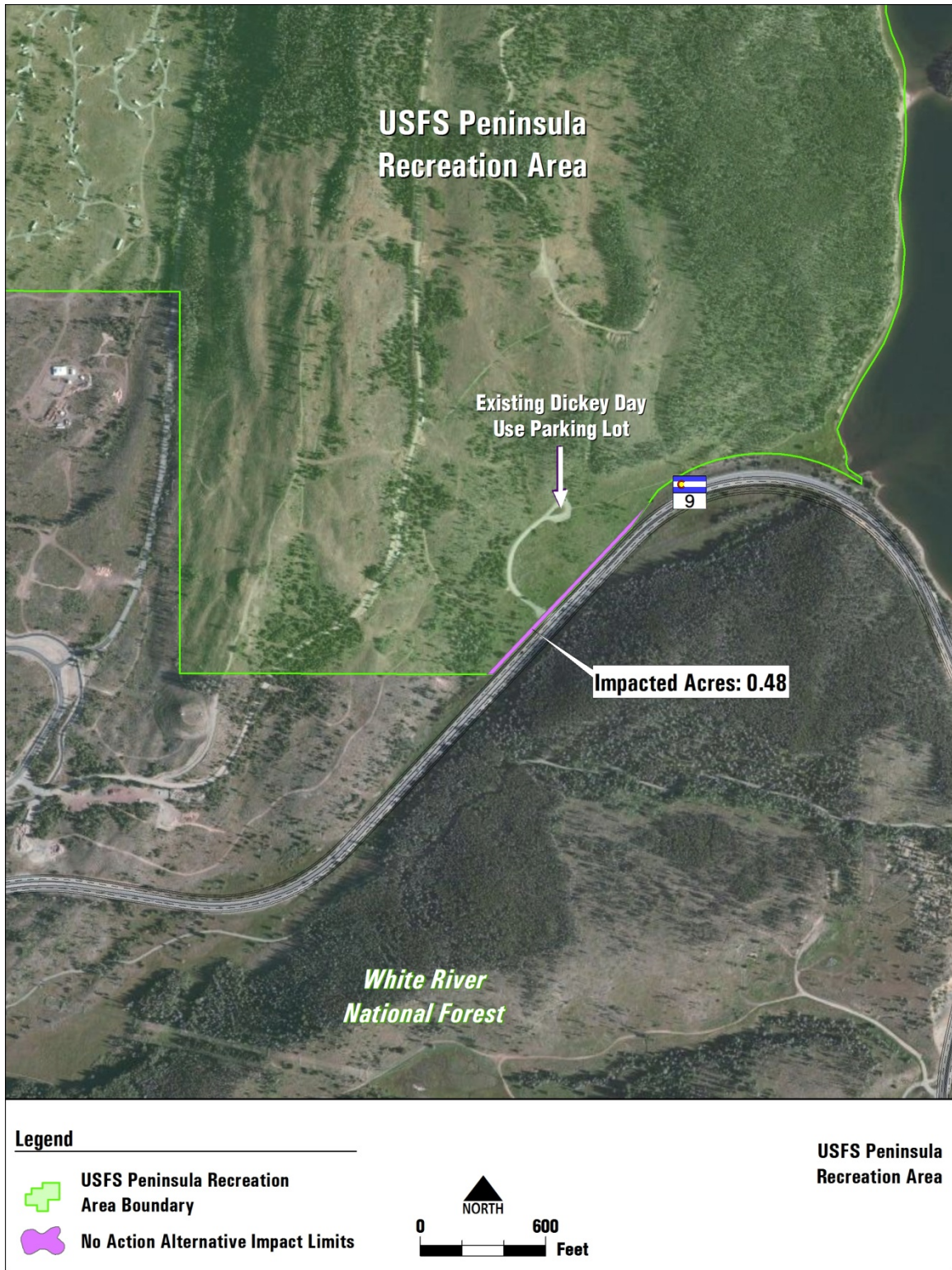
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1 Figure 11 Frisco Peninsula Recreation Area – Proposed Action



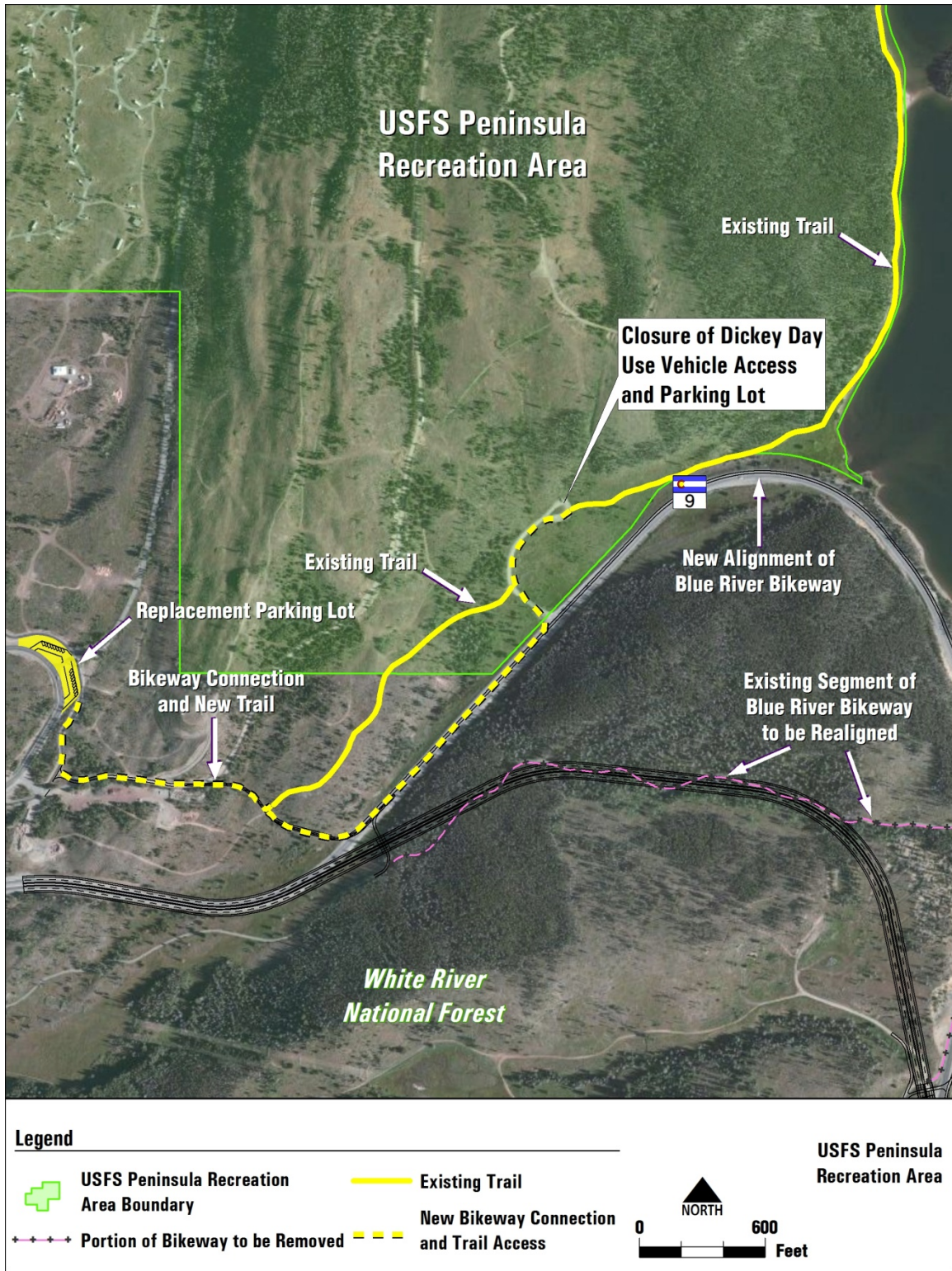
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1 Figure 12 USFS Peninsula Recreation Area – No Action Alternative



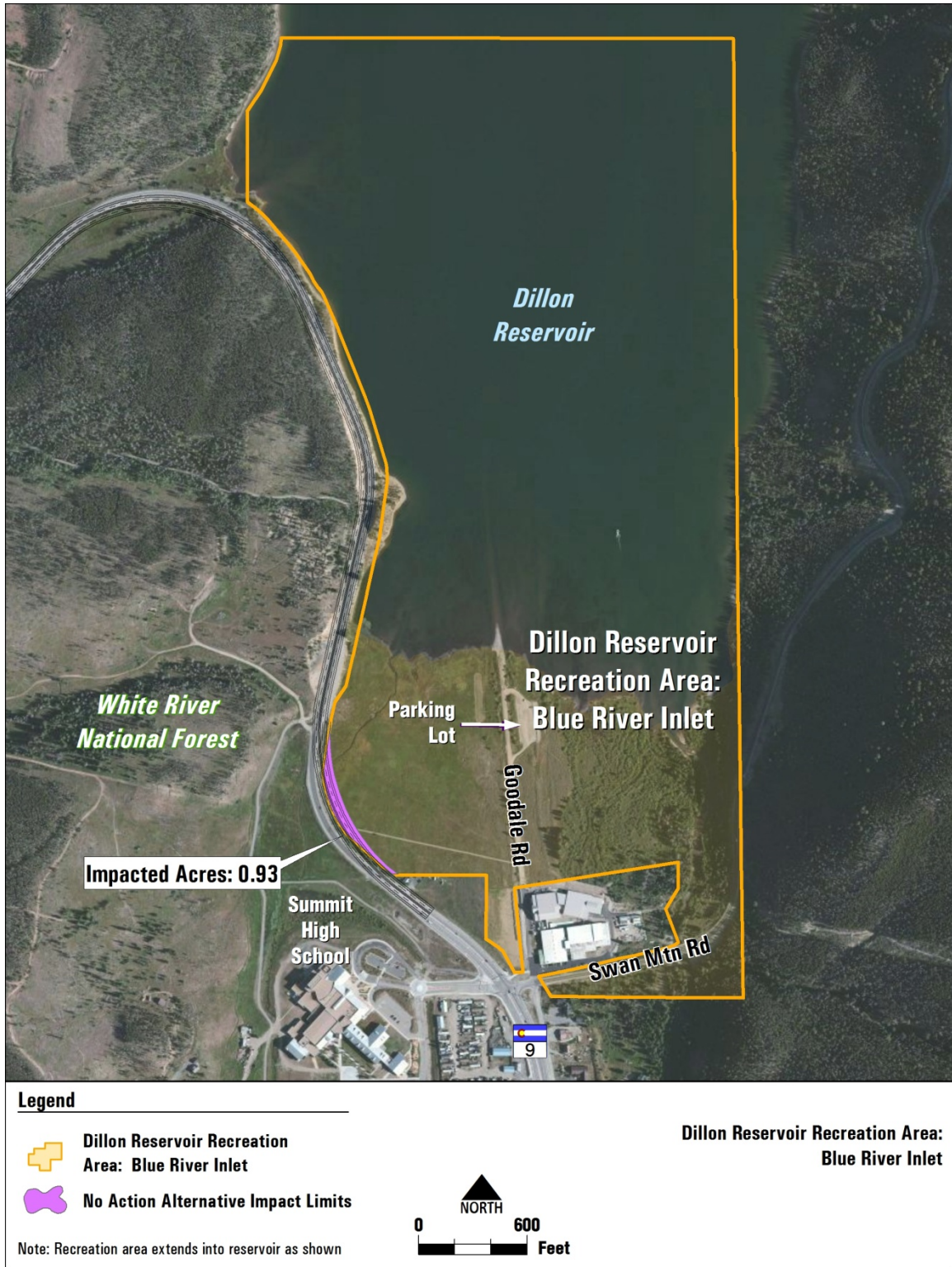
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1 Figure 13 USFS Peninsula Recreation Area – Proposed Action



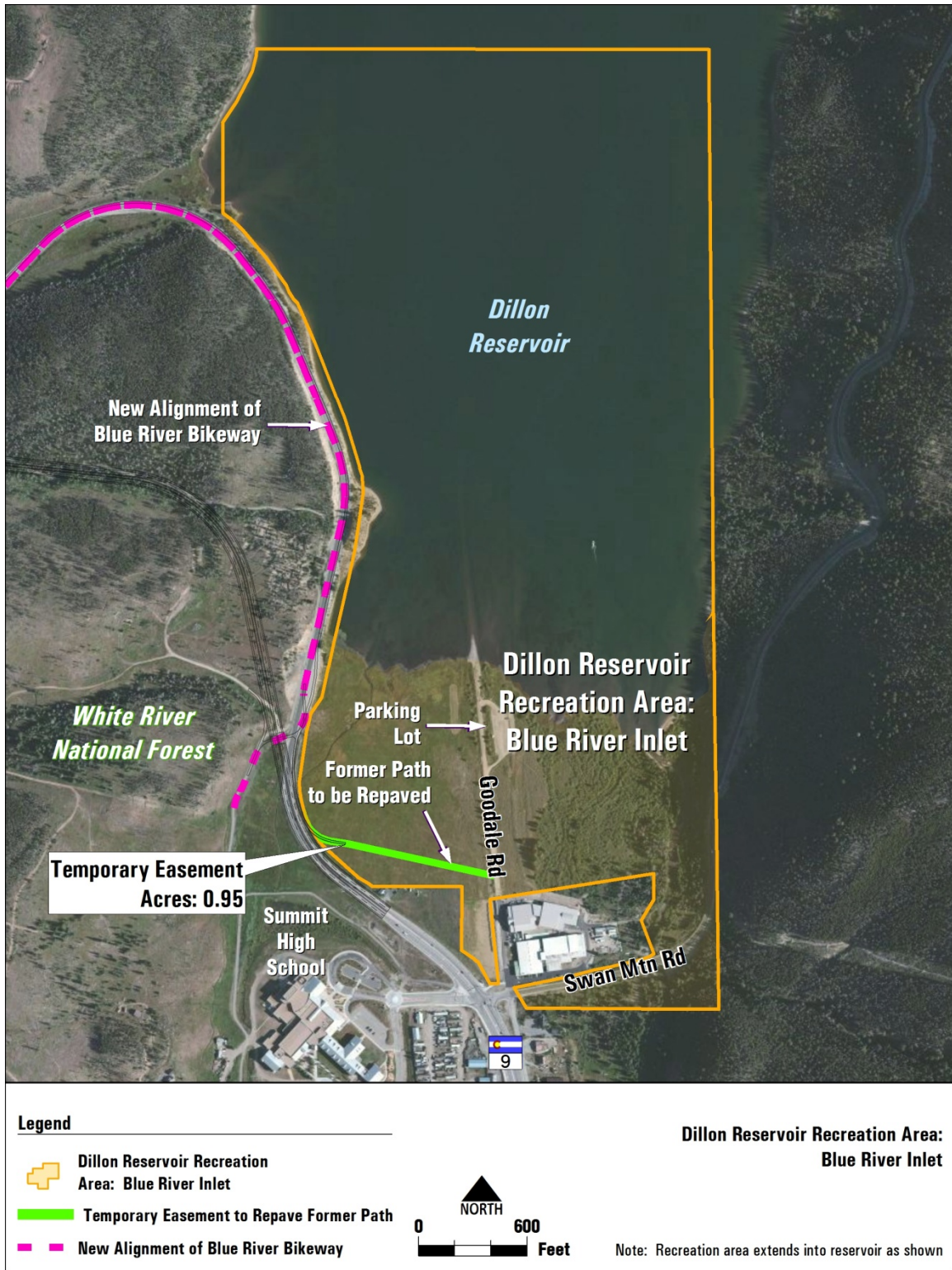
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1 Figure 14 Dillon Reservoir Recreation Area: Blue River Inlet – No Action
2 Alternative



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1 Figure 15 Dillon Reservoir Recreation Area: Blue River Inlet – Proposed Action



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MITIGATION

Mitigation measures are required for both the No Action Alternative and the Proposed Action. **Table 3** discusses mitigation for each resource impacted.

Table 3 Recommended Mitigations for the No Action Alternative and the Proposed Action

Resource Name	Mitigation	
	No Action Alternative	Proposed Action
Blue River Bikeway	<p>Relocate the impacted portion of the bikeway, as shown on Figure 8. This realignment will be on White River National Forest land. The realignment of the bikeway will be done before highway construction such that availability of the bikeway to users will not be disrupted.</p> <p>For the portion of the existing path to be closed, the asphalt will be removed and the area reseeded with native seed approved by USFS.</p> <p>Bikeway relocation will require an amendment to the USFS special use permit to Summit County for the countywide recreational pathway system.</p>	<p>Relocate the impacted portion of the bikeway, as shown on Figure 9. The bikeway will first be moved to a temporary alignment along the northern side of SH 9, separated by a barrier from SH 9 traffic. This temporary realignment will be in place while the new alignment of SH 9 is being constructed.</p> <p>Once SH 9 is completed and traffic is shifted to the new SH 9 alignment, the extra width of asphalt along the existing SH 9 alignment will be removed and the bikeway will be established in its permanent location along the current SH 9 alignment. The connection to the existing portions of the bikeway will be via grade-separated crossings (underpasses through which the bikeway will pass beneath SH 9) at either end of the new bikeway alignment.</p> <p>For the portions of the existing path to be closed, which are outside the footprint of the new SH 9 alignment, the asphalt will be removed and the area reseeded with native seed approved by USFS.</p> <p>Bikeway relocation will require an amendment to the USFS special use permit to Summit County for the countywide recreational pathway system.</p>
Frisco Peninsula Recreation Area	<p>Impacted terrain outside the paved highway area will be reseeded with native seed approved by USFS.</p>	<p>The replacement parking lot with new bike and trail connection, as shown on Figure 11, will be designed and constructed so that they are compatible with the Frisco Nordic Center trail network. Impacted terrain outside the paved areas will be reseeded with native seed approved by USFS.</p>

Table 3 Recommended Mitigations for the No Action Alternative and the Proposed Action (Continued)

Resource Name	Mitigation	
	No Action Alternative	Proposed Action
USFS Peninsula Recreation Area	Impacted terrain outside the paved highway area will be reseeded with native seed approved by USFS.	Replacement parking with a new bikeway and trail connection will be provided on the adjacent Frisco Peninsula Recreation Area, as shown on Figure 11 . Vehicle access to the new parking lot will be via Recreation Way and its signalized intersection with SH 9. The Dickey Day Use Parking Lot and access road to be closed will be reclaimed and reseeded with native seed approved by USFS. Signage will be provided for the new bikeway and trail connection.
Dillon Reservoir Recreation Area: Blue River Inlet	Impacted terrain outside the paved highway area will be reseeded with native seed approved by USFS.	Impacted terrain outside the paved path area will be reseeded with native seed approved by USFS. Signage will be provided for the new bikeway connection.

It should be noted that, with the mitigation described above, the Proposed Action will provide the following benefits to the recreation resources and users that the No Action Alternative will not provide:

- Bicyclists and other users will experience a gentler grade along the realigned portion of the bikeway, which is more consistent with the overall grades on the Blue River Bikeway as a whole, thus providing a safer biking experience for inexperienced bicyclists. Access to and from the bikeway will also be improved for the Frisco Peninsula Recreation Area, USFS Peninsula Recreation Area, and Dillon Reservoir Recreation Area: Blue River Inlet.
- Bicyclists will be able to complete a loop around Dillon Reservoir on the RecPath system without the need to cross SH 9 at grade. The grade separated underpasses will provide safer crossings of SH 9 than crossings at grade at intersections. The realigned portion of the Blue River Bikeway will also provide scenic lake shore views.
- The realignment of SH 9 away from Dillon Reservoir and the realignment of the bikeway along the current SH 9 will provide a direct connection for non-motorized users between the recreation areas and also will reduce the traffic noise at the shoreline.

STAKEHOLDER COORDINATION

Coordination with agencies responsible for the management of the recreation resources described above has been ongoing through the development of the Proposed Action. This has included extensive and ongoing coordination with Summit County, the Town of Frisco, USFS, and Denver Water. Appendix B of the EA includes documentation of coordination conducted through November 2013. Coordination with these agencies will continue through completion of design and construction to ensure that design details are consistent with the mitigation commitments identified above and that mitigation is implemented with project construction.

1 **REFERENCES**

2 Colorado Department of Transportation (CDOT) and Federal Highway Administration (FHWA).
3 2004a. State Highway 9 Frisco to Breckenridge Final Environmental Impact Statement and 4(f)
4 Evaluation. February. [Note: This document is an abbreviated Final EIS, which incorporates the
5 Draft EIS, constituting the complete Final EIS.]

6 Colorado Department of Transportation (CDOT) and Federal Highway Administration (FHWA).
7 2004b. State Highway 9 Frisco to Breckenridge Record of Decision. May.

8 Frisco Nordic Center. 2013. Trail Map. Retrieved from website accessed June 2013.
9 http://www.frisconordic.com/trail_maps.php.

10 Summit County. Open Space & Trails Information. Website accessed May 2013.
11 <http://www.co.summit.co.us/index.aspx?NID=105>

12 Summit County. 2008. Recreation Path Map. Website accessed May 2013.
13 <http://www.co.summit.co.us/index.aspx?NID=105>

14 Summit County. 2009. Countywide Comprehensive Plan. Accessed January 2013.
15 <http://www.co.summit.co.us/index.aspx?NID=495>

16 Summit County. 2010a. Ten Mile Master Plan. Prepared by the Ten Mile Planning Commission
17 and Summit County Planning Dept. Accessed January 2013.
18 <http://www.co.summit.co.us/index.aspx?NID=498>

19 Summit County. 2010b. Upper Blue Basin Master Plan. Prepared by the Upper Blue Planning
20 Commission and the Summit County Planning Dept. Accessed January 2013.
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22 Town of Frisco. 2013. Recreational Programs and Activities. Website accessed May 2013.
23 <http://www.townoffrisco.com/activities/peninsula-recreation-area/>

24 Town of Frisco. 2011 Frisco Community Plan. Website accessed May 2013.
25 <http://www.frisco.gov/wp-content/uploads/2011/08/Master-Plan.pdf>

26 U.S. Forest Service (USFS). 2002. Land and Resource Management Plan – 2002 Revision for the
27 White River National Forest. Website accessed May 2013.
28 <http://www.fs.usda.gov/recarea/whiteriver/recarea/?recid=40429>