

# Frisco Trails Master Plan

## March 2017



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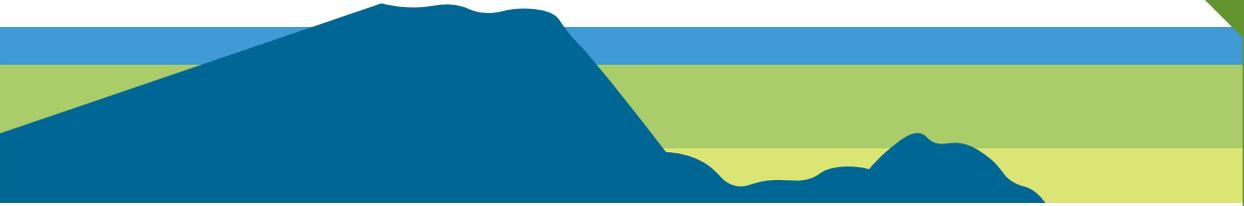
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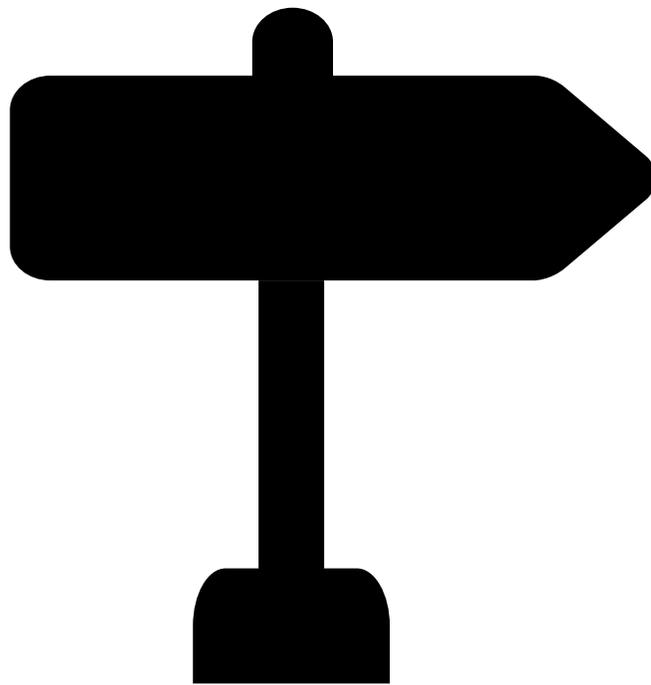
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A stylized landscape illustration at the top of the page, featuring a blue mountain range on the left, a light green valley in the middle, and a yellow horizon line on the right. The entire scene is framed by a green border.

# **Chapter 1.**

# **INTRODUCTION**





## ABOUT THIS PLAN

Frisco is a small town in the heart of Summit County, Colorado. Surrounded by National Forest System (NFS) lands to the north, west, and south and by Dillon Reservoir to the east, Frisco is embedded in year-round recreation opportunities in its backyard. As stated in the Community Plan,

*“The Frisco Community embraces itself as a vibrant mountain town, and seeks opportunities to enhance and maintain vibrancy through art and culture, the built environment, community services, energy, the economy, health and well-being, housing, natural resources, recreation and transportation.”*

This Frisco Trails Master Plan focuses on the last two aspects of this statement: recreation and transportation. The Town Council recognizes that maintaining and expanding the trail network for non-vehicular connectivity throughout and adjacent to Town is essential to enhancing the quality of life in Frisco for both its residents and visitors. Additionally, the compact layout of Frisco means that many recreation opportunities are easily accessible from Town. By enhancing pedestrian and bicycle connectivity and safety in Frisco, the trails and transportation network become one—connecting people to destinations and recreation seamlessly.

This plan is a targeted document that outlines specific existing and proposed trails and connections the Town would like to safeguard or create. It reflects goals found in the Frisco Community Plan and was developed with broad community input and support. Specifically, this Frisco Trails Master Plan was created to:

1. Inventory and map existing trails and recommend future trails.
2. Determine locations where maintenance and wayfinding may be needed.
3. Address safe bicycle and pedestrian connectivity throughout Frisco.
4. Prioritize projects and outline implementation strategies to start acting on plan recommendations without delay.

## PLAN THEMES

Through the community engagement process, the following themes were expressed by the Frisco community. These themes guide the goals and recommendations stated in this document.

- A love for recreation of all types by people of all ages and abilities
- A respect for the ecology and wildlife of the NFS lands
- A wish to provide safer streets and intersections for walking and bicycling
- A need for consistent branding, mapping, and wayfinding of the trails and pathway system
- An acknowledgement that implementation of trail and connectivity projects will take work, funding, commitment, and creative partnerships from the Frisco community



# PARTNERSHIPS

Many of the recommendations identified in this document are in locations that are managed by other entities such as Colorado Department of Transportation (CDOT), Summit County, or the United States Forest Service (USFS). Therefore, it is important to recognize that it is essential for Frisco to cooperate and collaborate with these entities to realize the goals of this plan. Representatives from these three organizations were present and engaged throughout this planning process. However, this does not mean that these projects have received explicit buy-in or permission. This plan will not absolutely determine the direction of potential trail development or trail adoption for NFS lands or street designs on CDOT rights-of-way. Rather, these recommendations can be used as a resource by these agencies to understand Frisco’s goals and vision as they make decisions for specific areas. As each project moves forward, it is important to re-engage with the appropriate partners to make it successful for all parties.

Additionally, many of the recommended projects impact, or are situated on, private property. This plan is a Master Plan—showing projects that are visionary and idealized in nature. Inevitably, this means that projects are shown on property that is clearly private. Therefore, it is important to state that private property rights will be respected and recognized by the Town of Frisco and that cooperation with private landowners will be required for certain projects. The Town can engage with private property owners through tools such as property acquisition, tax incentives, easement dedication, etc.

# HOW TO USE THIS PLAN

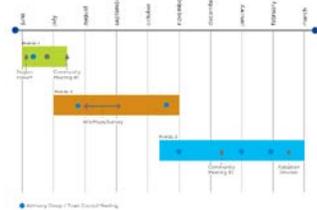
This Frisco Trails Master Plan is both a reference document that states a philosophy, approach and typology of trail types, as well as provides a road map for future trails and connections in Frisco. Each chapter of this plan explores a topic of the plan or the planning process. Chapter 2 provides a summary of the community engagement process conducted to gather community input, as well as understand the value of trails in Frisco. Chapter 3 discusses the philosophy and approach to trails and connectivity in Frisco, and provides typologies for trail and facility types. Chapter 4 focuses on connectivity concepts, goals, recommendations, and policies. Chapter 5 focuses on winter trail use and ideas. These topic chapters culminate in the Recommendations (Chapter 6) and Implementation (Chapter 7), which prioritizes each project and strategizes funding measures and opportunities to realize the projects.



**Town of Frisco**  
Trails Master Plan  
[www.FriscoTrails.com](http://www.FriscoTrails.com)

## What is the Frisco Trails Master Plan?

A long-range planning and implementation document to facilitate the development of a comprehensive multi-season trails system in Frisco and the immediate surrounding area.



The goals of this plan are to:

- 1.** Identify and map current trails and future trail ideas.
- 2.** Determine areas where maintenance and wayfinding are needed.
- 3.** Address how people can move around Frisco safely without a car.
- 4.** Define priorities and outline implementation strategies for plan recommendations.











# Community Plan Consistency

*The following goals from Frisco's Community Plan are related to the goals and recommendations contained in the Frisco Trails Master Plan.*

RE 2. Coordinate with the USFS to maintain, enhance, and expand the local public trails.

TM 1. Enhance non-vehicular (pedestrians, bicyclists, etc.) safety in commercial core areas with sidewalks, lighting, bike racks, and crosswalks.

TM 2. Maintain the town's paved pathway system, and enhance connections to the community's neighborhoods, parks, commercial areas and to the Summit County Recreation Path system.

TM 3. Support transportation programs that provide regional and local connections.

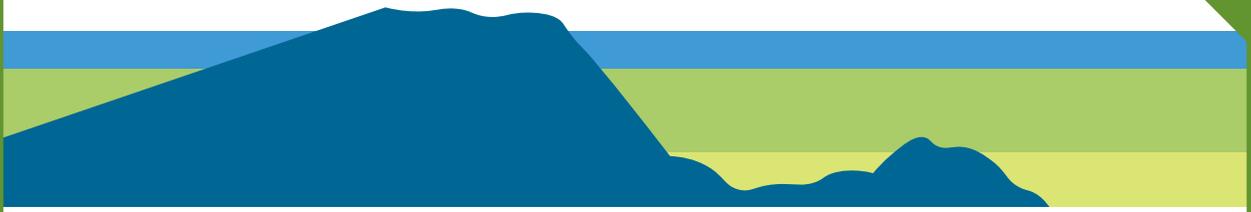
TM 4. Explore options for improved traffic circulation, access and connections throughout town.



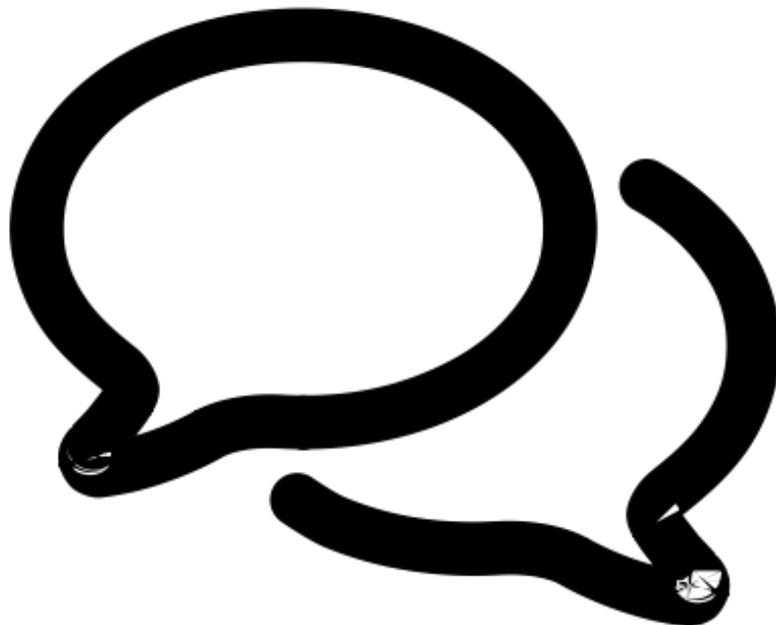
# Frisco Trails Plan Goals

- 1 Partner proactively with the USFS on: the maintenance of existing trails; rehabilitation, restoration, re-routing or abandonment of unsustainable trails; and developing new trails on NFS lands surrounding the Town of Frisco.
- 2 Add trails that create or improve access to other trails and the Summit County Recreation Path system. By creating new access points, Frisco and its surrounding area become a true “network” where one can get from one place to another without a car.
- 3 Make Frisco a safe place for people of all ages and abilities to walk, bike, and cross the street. Prioritize access for people over access for vehicles.
- 4 Explore ways to enhance winter recreation and connectivity through an enhanced Nordic center, long distance multi-use trails for fat biking, skiing, and walking, and strategic plowing and grooming.
- 5 Make trailheads inviting places where trail users can gather information for their recreation experiences.





# **Chapter 2. PUBLIC PARTICIPATION PROCESS**





## ENGAGING THE COMMUNITY

The community engagement process was crafted to reach as many members of the Frisco community as possible. Open-ended interviews were conducted with stakeholders at the beginning of the process to get an understanding of the major issues from trail users that face them every day. A Citizen's Advisory Committee (CAC) was formed to give feedback on ideas and help guide the planning process. This small group acted like a microcosm of the greater Frisco community and helped market the planning process to their neighbors. The Town held two well-attended open houses to gather input on plan ideas and concepts from the community. The materials for these meetings and additional feedback mechanisms were published on a project website hosted by the Town. An online WikiMap linked to the project website enabled visitors, second homeowners, and others that were unable to attend the open houses to give feedback about ideas or concerns in specific places around Frisco. The plan and its public engagement opportunities were also advertised in the Summit Daily News, on Facebook, and on postcards and coasters distributed throughout Frisco.

### STAKEHOLDER INTERVIEWS

During the summer of 2016, over 14 stakeholder meetings, consisting of 36 individuals representing 18 organizations were conducted with interested parties, agencies, homeowner associations, community groups, recreation clubs, and individuals. Stakeholder meetings consisted of open-ended questions that turned into detailed discussions on many topics, providing invaluable insight that carried through for the remainder of the project and set the course for the themes and goals of the plan. Key points of interest included: providing additional transit in town; concerns about safety at particular intersections; getting to the Peninsula Recreation Area (PRA) safely; how to anticipate new residents at forthcoming Lake Hill housing development; comprehensive town connectivity & safety; uses and etiquette associated with the Summit County Recreation Path (Rec Path) system; signage used within town and adjacent Forest Service trails; bicycles and sidewalk etiquette on Main Street; and winter trail opportunities for Nordic skiing and fat-biking. These topics, and many others, were discussed with the follow groups:

- Summit Stage managers
- Denver Water
- Frisco Peninsula Recreation Area staff
- Summit County
- Summit Foundation
- USFS
- Colorado Parks & Wildlife
- Colorado Department of Transportation
- General merchants
- Business owners
- Homeowner Associations
- Friends of the Dillon Ranger District
- Lake Hill development representatives
- Realtor/development representatives
- Regional recreation representatives



## CITIZEN'S ADVISORY COMMITTEE

Between June 30, 2016 and November 21, 2016, the CAC met six times to discuss a variety of plan topics and guide the planning process. This group was crucial in crafting and honing the goals and recommendations of this plan. Members of this council consisted of community members, a Town Council member, and members of relevant local, county, and federal agencies (Town of Frisco, USFS, Summit County). Representatives from these groups came with different perspectives, roles, and reservoirs of knowledge about the trail network and uses in the greater Frisco area. Aside from discussing and recommending individual plan components, CAC members were also public meeting “ambassadors” and advocates of the projects to better inform and solicit community-wide citizen participant. Below are brief descriptions of the each CAC meetings:

- June 30, 2016 at the Peninsula Recreation Area, Day Lodge – Trails Master Plan & CAC: purpose, responsibilities and timelines
- July 28, 2016 at the Historic Park Gazebo, Frisco, CO – concepts, chapters, and focus areas of the plan, draft vision, and planning process “next steps”
- August 25, 2016 at the Peninsula Recreation Area, Day Lodge – Review draft comments from Open House #1 and mapping recommendations
- September 28, 2016 at the Council Chambers, Frisco Town Hall – Intersection concepts and Wikimap results
- October 27, 2016 at the Peninsula Recreation Area, Day Lodge – Discussion of winter trail recommendations, project component prioritization, and the forthcoming public meeting
- November 21, 2016 at the Peninsula Recreation Area, Day Lodge – “Backyard” discussions, trail pros, cons, recommendations and prioritization





## PUBLIC MEETINGS

### Public Open House #1 1st and Main Building at 104 Main Street, Frisco, CO July 14th, 2016

Our inaugural Open House was met with enthusiasm and optimism from the Frisco community. It was held on Thursday, July 14, 2016 in the newly acquired Town of Frisco facility next to the Historic Park. Situated next door to the well-attended “Concerts in the Park” event, this meeting received lively participation from over 80 individuals of all ages. Participants discussed existing conditions and future opportunities, safety difficulties and enhancements, winter and summer trail uses, recreation etiquette throughout town and in surrounding trail networks, and connectivity to town resources and amenities. Participants had the opportunity to submit comment cards, interact with and provide comments directly onto concept maps with markers and post-its, receive Wikimap tutorials, and discuss project components with the planning team and CAC “ambassadors.”

### Public Open House #2 Backcountry Brewery, Frisco, CO November 10th, 2016

For the second Open House, the planning team and CAC “ambassadors” welcomed members of the public to enjoy complimentary food and beverage while reviewing and providing feedback to all project area recommendations. Attendance was estimated at a minimum of 110 attendees. Participants were encourage to walk around the venue to interact with project poster boards and accompanying planning team members or CAC “ambassadors.” Participants “voted” for their favorite projects by placing stars, dots, and stickers, thus vetting the specific recommendations and implementation ideas.





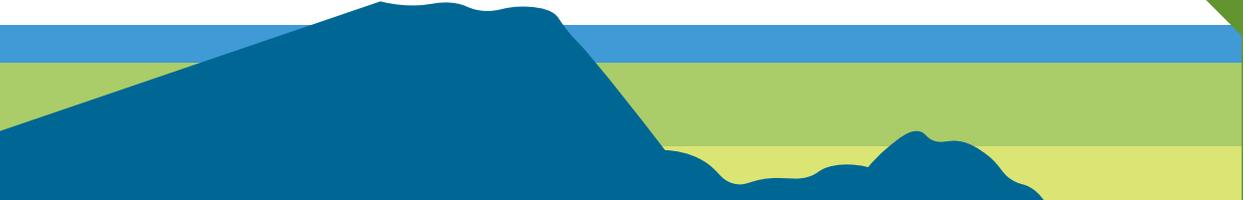
## ONLINE ENGAGEMENT

Throughout the trail planning process, the public had access to information about the project through a project website hosted by the Town ([www.FriscoTrails.com](http://www.FriscoTrails.com)). The site provided additional means of providing current project information and public meeting details. The site also functioned as an additional platform for submitting public comments.

The project website also served as a tool to direct interested parties to the Frisco Trails WikiMap—an online editable map that allows users to provide location-specific comments, as well as draw trail lines and connections on a digital map similar to the google maps interface. A single interactive WikiMap was used to allow respondents to add trails, trail connections, intersection improvements, standards & maintenance, safety hazards, and other ideas, to the locations within the project area. The WikiMap was open from July through October of 2016 and received 327 comments in total (30 winter comments, 212 summer comments, and 85 summer trail additions). The largest number of comments requested additional trail corridors to existing trail networks, additional intersection crossings, and requests for winter trail maintenance. The WikiMap allowed participation from parties unable to attend the in-person events, individuals that caught wind of the project while visiting Town, and second homeowners who do not reside in Frisco full-time. It was a helpful tool to see popular trail ideas that came up over and over again, as well as to focus the plan on certain topics. For example, intersection safety rose to the top as a major priority early in the process and was given more attention in the plan than anticipated at the beginning of the process.







**Chapter 3.  
TRAIL TYPES AND  
STANDARDS**





## DEFINING TRAILS

This chapter states the guiding philosophy and approach behind both the goals and the specific recommendations contained in this document. It also introduces a typology to provide a common vocabulary for trail and facility types mentioned in this document. It answers the question “what do you mean by hard-surface or soft-surface trail?”

### PHILOSOPHY AND APPROACH

Five tenets guide the approach to this plan. Each recommendation in this document embody one or more of these ideas. These tenets were also used during project prioritization to “score” them according to whether they increased safety and access for users.

#### 1) Accessibility

The Frisco Trails Master Plan aims to provide an accessible trail network. This means that there are accessible opportunities for all ages and abilities—places for children to learn how to ride a bike, trails for expert users to practice their sport, and Americans with Disabilities Act (ADA) compliant multi-use paths. Accessible also means that the system is user-friendly for both residents and visitors (i.e., one knows where to park and which direction to go when they reach an intersection or arrive at a trailhead). Frisco is lucky in that the NFS lands are right in its backyard. Focusing on this strength, accessible, close-to-home recreation opportunities are of particular interest in this plan.

#### 2) Diversity

The Frisco Trails Master Plan aspires to be diverse in its trail network. This means a diversity in surface types (both paved and soft trails, on-street and off-street facilities), a diversity among user groups, and for a diversity of activities. Residents and visitors value the trails and connections in and around Frisco for a variety of reasons—to walk a dog in the evening, skateboard between Copper and Frisco, or hike with friends on a weekend. This plan aims to allow and enhance these diverse experiences.

#### 3) Sustainability

The Frisco Trails Master Plan seeks to build and maintain a sustainable system of trails and connections in and around Frisco. This means that trails are built with sustainable trail building principals in mind, and respect the flora and fauna of the White River National Forest. It also means a financially sustainable system that emphasizes maintenance over new trails and eventually has a dedicated funding stream for projects and programming.

#### 4) Connectivity

The Frisco Trails Master Plan intends to create a well-connected community by providing a safe bicycle and pedestrian network of multi-use trails, bike lanes, sidewalks, and well-designed crossings. A connected network means more residents and visitors can travel to major destinations and recreation areas, to other trails, to neighborhoods, to hotels and lodging, without a car.

#### 5) Safety

The Frisco Trails Master Plan expects that by creating more facilities that separate users and motor vehicles, abiding by facility design standards for safety, and advocating for safer intersections and crossings, that Frisco can be a safe place for residents and visitors to recreate and travel within.



## TRAIL AND CONNECTION TYPOLOGIES

In this document, we refer to two types of trails: soft-surface trails and hard-surface or paved trails. There are also terms such as singletrack, sidewalks, bike lanes, shared roadways, and paved shoulders. This section intends to describe each facility type so that the reader can get a clear understanding of what is meant by that term when it is used in this document. It also describes the national standards for that facility type and in what context it is appropriate.

### Hard-surface and Paved Facilities

Frisco contains many types of paved facilities: the Rec Path system, the Frisco Pathways system, bike lanes, shared roadways, paved shoulders, and sidewalks. The *Town of Frisco Paved Pathways Plan* (2000) describes the different types of paved pathways and sidewalks that exist in Frisco. It depicts the various configurations of pathways and sidewalks in terms of how they interface with the street and a curb or gutter. Active transportation planning and research has increased dramatically over the last decade. This typology description for paved facilities aims to update (but not entirely replace) the information in the 2000 plan.

Paved facilities in Frisco can be split into two categories: those separated or buffered from the road, and those that are within the roadway. Sidewalks, separated multi-use paths, and attached multi-use paths are the types of facilities that are considered separated from the road. The separation can be as simple as a gutter or concrete pan, a traditional curb, or a curb with a landscaped strip, separating the facility even further from the road. Facilities within the roadway include bike lanes, paved shoulders, and shared roadways.

**Sidewalks** are typically for pedestrians only and have a curb separating them from the street. In Frisco, typical sidewalks can be found on Main Street and its side-streets one block off of Main Street between 2nd and 7th Avenues.

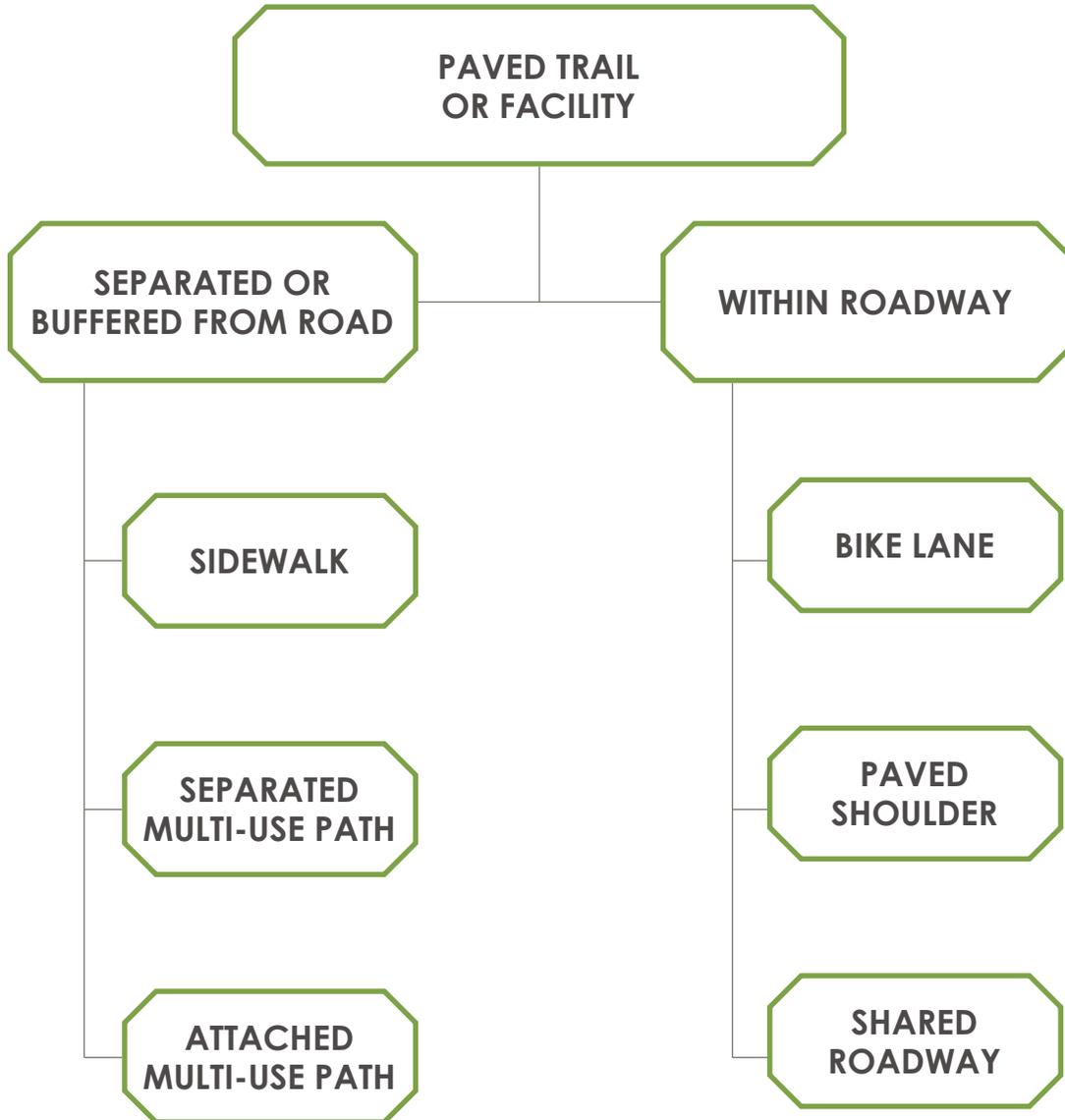
**Separated multi-use paths** are those that have at least a few feet of separation between the roadway and the path. Most of the Rec Path fits into this category. In town, the Frisco Pathway on 8th Avenue in front of Frisco Elementary School also fits into this category. Many types of users are allowed and encouraged on multi-use paths; therefore, they are designed to be wider to accommodate more users and users at different speeds passing each other.

**Attached multi-use paths** are similar in user type and design to separated multi-use paths with the exception that they are directly adjacent to the road. Due to snow removal and how difficult it is to keep grass in Frisco's high alpine climate, an attached multi-use path is easier to maintain, and is usually separated from the street only by a low-angle curb or a gutter. Much of the Frisco Pathway system is comprised of these types of facilities. Because they are attached they can look like a bike lane or paved shoulder. The key difference is that two-way use is implied on a multi-use path while in-street facilities require one-way use following the vehicular direction pattern. An example of an attached multi-use path is on Hawn Drive in Frisco.

**Bike lanes** are a portion of the roadway dedicated to bicyclists. This dedication is indicated with white and/or green striping, signage, bicycle stamps, and often arrow stamps indicating the direction of travel which in most cases is the same direction as adjacent vehicular travel. Additional signage indicating that the facility is a bike lane or that no parking is allowed in the bike lane can also signal appropriate behavior by vehicles. Frisco does not currently have a facility that qualifies as standard bike lane. Many of the facilities labeled as bike lanes on the map are actually paved shoulders or attached multi-use paths. A nearby example of a bike lane is on Main Street in Breckenridge.



**Paved shoulders** are the outer portion of the roadway striped for non-vehicular use or for the temporary storage of disabled vehicles. On wide or rural roadways, a stripe indicating a shoulder can narrow the vehicular space (which is often traffic calming) and indicate space for either bicyclists or pedestrians. An example of a paved shoulder in Frisco is on Madison north of Main Street. This is labeled as a bike lane on Frisco’s maps, but functions more like a paved shoulder. Many municipalities like paved shoulders because they are easier to maintain for the streets department (one wide application of asphalt with striping afterwards).





## Soft-surface Trails

Most of the soft-surface trails in and around Frisco are managed by the USFS and are open to multiple user groups such as hikers, bikers, and equestrians. Designated Wilderness areas limit use to foot or horseback as motorized and other forms of mechanized transport such as bicycles are not allowed. The closest Wilderness area to Frisco is the Eagle's Nest Wilderness, north of the town boundary across Interstate 70 (I-70). Trails managed by the USFS and included in the White River National Forest's *Travel Management Plan* are referred to in this plan as system trails. Non-system trails are not recognized by the USFS and, therefore, not managed to their standards. System trails on NFS lands are subject to the *Forest Service Handbook* which designates design parameters according to trail type, class, managed use, and designed use. The typology and standards for soft-surface trails in this document are broad and vary for different types of uses. The *Forest Service Handbook* and the White River National Forest's *Travel Management Plan* should be followed for standards and guidance on any trail on NFS lands surrounding Frisco. Trails on private or Town of Frisco property should follow standards or other guides such as the *Trails Design and Management Handbook* or *Trail Solutions: IMBA's Guide to Building Sweet Singletrack*.

**Trail type** can either be snow, water, standard terra motorized, standard terra non-motorized, and special according to the Trail Fundamentals user manual (2009), a laypersons version of the *Forest Service Handbook*. The NFS lands surrounding Frisco are primarily standard trails, with some designated as winter routes.

There are five **trail classes** on system trails. The class indicates the development level of a trail. Class 1 trails are minimally developed and Class 5 trails are fully developed. The level of development directly corresponds to the managed uses on a particular trail.

A **managed use** for a particular trail is any mode that is appropriate for that trail based on its design and management. Managed uses are a smaller subset than all of the allowed uses on a trail. For example, a trail may be open to all non-motorized users, but would actually be too steep for a mountain biker to enjoy uphill travel.

The **designed use** of a trail is the managed use that requires the most demanding design, construction, and maintenance parameters, which determines the design parameters that will apply to that trail.

**Design parameters** are the technical guidelines for the design, construction, and maintenance of the trail based on its designed use and trail class. Design parameters include tread width, surface, grade, cross slope, clearing, and turning radius.

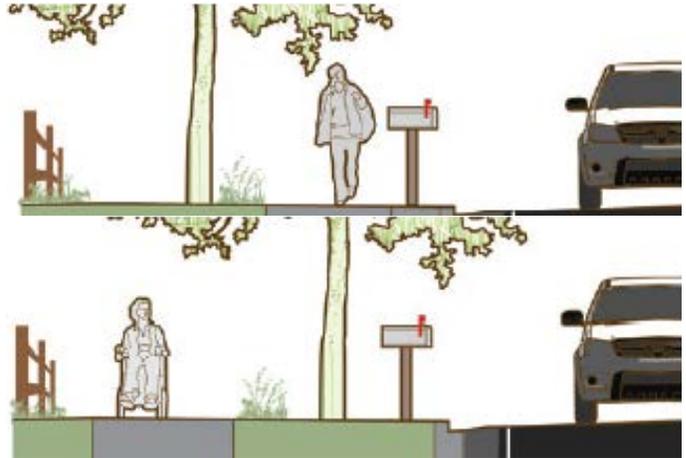


# Paved Trail Typologies and Standards

## SIDEWALK

Sidewalks are facilities typically reserved for pedestrian use. They support pedestrian comfort and safety in areas with a mix of land uses. They are common and especially encouraged in areas where the road network is dense and vehicle volume is high. They can either be attached (top image) or detached (lower image).

The Federal Highway Administration (FHWA) *Small Town and Rural Multimodal Networks* guide recommends a minimum of 5' for the pedestrian zone and up to 12' for main streets and areas of high pedestrian activity. For separated sidewalks a 2–4' furnishing or amenity zone can include landscaping, additional hardscape such as decorative pavers or tiles, or benches.

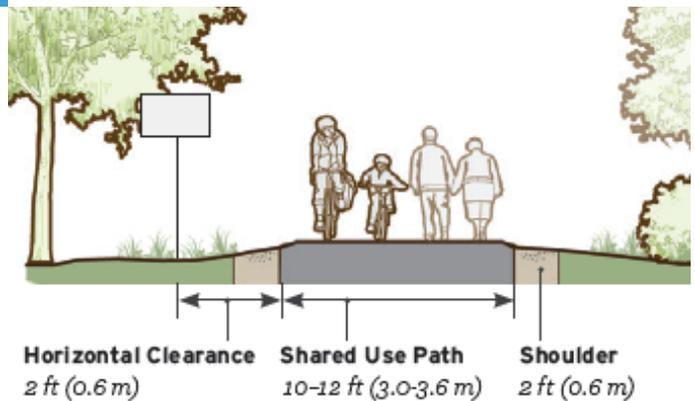


source: *Small Town and Rural Multimodal Networks* (FHWA 2016)

## SEPARATED MULTI-USE PATH

Separated multi-use or shared-use paths are physically separated from vehicular traffic. Usually paved and sometimes with crushed gravel shoulders, these facilities provide accessible outdoor recreation and transportation opportunities for many user groups. Uses include bicycling, walking jogging/running, wheelchair use, baby strollers, dog walking, snowshoeing, cross-country skiing and fat biking. Regional facilities such as the Rec Path system connects communities to each other and provides the opportunity for long excursions and loops. Local facilities connect local destinations such as schools, shopping, employment. Due to the separation, these are perceived to be the safest facilities for most users and are, therefore, very popular.

The recommended dimensions of multi-use paths are 8'–12' with a 2' shoulder. Wider paths or mid-path stritiing is recommended where high volumes are recorded, sharp curves, and intersections.



source: *Small Town and Rural Multimodal Networks* (FHWA 2016)

## Attached Multi-use Path

Attached multi-use paths have some of the character of bike lanes, paved shoulders, and separated multi-use paths. They are most like separated multi-use paths in use and width. However, in the Frisco Pathways system they are often marked as a bike lane or segment of Rec Path. The typology of attached multi-use path should be used to specify these types of facilities, as pictured on Hawn Drive (right).

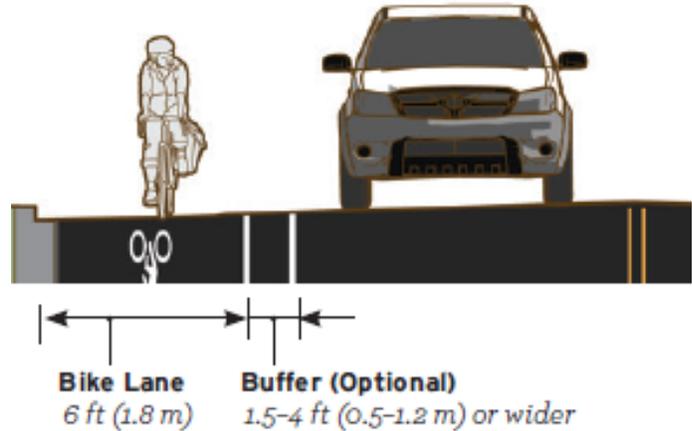


## Bike Lane

Bike lanes are a portion of the roadway designated for preferential use by bicyclists. They are typically one-way facilities striped on streets that carry bicycle traffic in the same direction as motor vehicles. They are most appropriate for streets in town centers.

The standard width is 4'–6' between the face of the curb and the outside stripe. Depending on the context, a buffer of 18" or more can help separate bicycle and vehicle traffic further. Bike lanes should be stamped intermittently with a bicycle symbol and should accompany signs indicating that a bike lane is present, or no parking is allowed unless clearly marked parking is adjacent to the bike lane. Bike lanes require proper roadway placement through intersections to minimize conflicts with motor vehicles.

Bike lane design should follow the FHWA or National Association of City Transportation Officials (NACTO) Standards at a minimum, and may include more innovative NACTO treatments such as protected bike lanes, bike boxes, colored pavements and innovative intersection design.

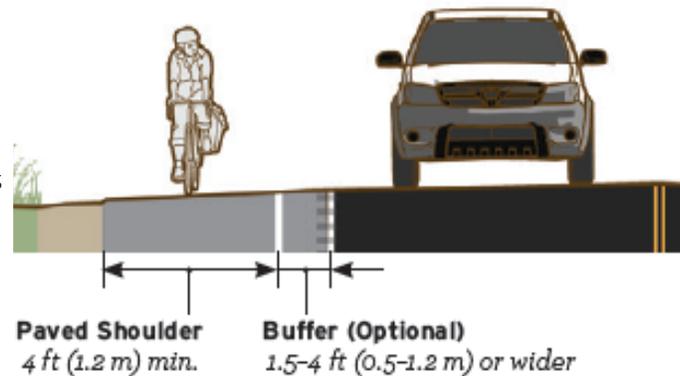


source: *Small Town and Rural Multimodal Networks* (Federal Highway Administration, 2016)

## Paved Shoulder

Paved shoulders are used on rural and low vehicular traffic roads to extend roadway maintenance life, provide space for temporary storage of disabled vehicles, and improve bicyclist or pedestrian accommodation.

Shoulders should be 4' at a minimum with larger widths recommended depending on the total right-of-way and vehicle volume.



source: *Small Town and Rural Multimodal Networks* (Federal Highway Administration, 2016)

## Shared Roadway

All streets and roadways, unless specifically prohibited by law, shall permit use by both bicycles and motor vehicles. To further indicate that bicycles are welcome, a bicycle stamped with chevrons, also called a "sharrow" are placed on the roadway. Wider roadways and those with parallel parking can place these stamps on the side of the lane to indicate bicyclist placement. On narrow roadways, or those with angled-parking, such as Frisco's Main Street, stamps should be centered in the lane to increase bicyclist safety and signal that bicyclists may use the full lane.





# Soft-Surface Trail Typologies and Standards

In general, natural surface trails are characterized as narrow mountain trails designed as sustainable, rolling contour trails that have minimal impact on natural systems. They are often referred to as singletrack trails. In Frisco, these exist as both system trails (on NFS lands) and non-system trails. It is important to note that some system trails are in designated Wilderness areas (Eagle’s Nest Wilderness) and are, therefore, not open to bicycles.

Trail treads should include benching, outsloping, grade reversals, armoring, switchbacks, climbing turns, and other techniques to minimize erosion and wear by trail users. Soft-surface trails are frequently smooth and flowing, with features like banked turns, rolling terrain, and consistent and predictable surfaces. They tend to wind around obstacles such as trees, large rocks, and bushes.

If intended for singletrack mountain biking, these trails may also exhibit technical sections with natural features such as roots, logs, and rocks.

## MOUNTAIN BIKING

Tread Width :12”–48” narrow trail tread for singletrack experience

Corridor Width: 5’–8’

Average Grade: 10% grade desired for sustainable trails



## HIKING

Tread Width: 12”–36”

Corridor Width: 4’–6’

Average Grade: 10% grade desired for sustainable trails



## Equestrian

Tread Width: 24”–48”

Corridor Width: 8’ - 12’

Average Grade: 10% grade desired for sustainable trails





## Trails on Snow

In many cases, trails that are paved or made of earth in the summer are often covered in snow in the winter. Therefore, opportunities for skiing, snowshoeing and fat biking exist on these snow-covered trails. User group conflicts can arise when trails are not managed and monitored properly. The growth of backcountry skiing and fat biking over the last decade is evidence of this evolving issue. Under existing USFS policy, fat bikes are currently limited to plowed trails open to wheeled vehicles. In the case of fat bikes especially, the development and acquisition of new recreational equipment has preceded local and regional trail access plans. Conflicts between user groups such as fat bikers and cross-country skiers arise when there is discord in speed between users, limited trail width to accommodate users “footprints,” and the varying desires of grooming standards for snow covered trails. At this time, International Mountain Biking Association (IMBA) is putting together a proposal to the White River National Forest to expand routes allowing fat bike travel. Backcountry skiers experience fewer user conflicts because they often travel off of designated trails. Although many cross-country skiers enjoy the backcountry experience on NFS lands and often have specific equipment (wider Nordic skis with metal edges) to do so, there are also groomed cross-country trails available in Town at the Frisco Nordic Center.

In Frisco, parts of the Frisco Pathways system and the Rec Path system are plowed while others are not. See Chapter 5 for specific winter trail recommendations such as grooming and plowing segments of this system. Groomed trails for Nordic skiing exist primarily at the PRA and are managed under special use permit with the USFS. Other parts of this Master Plan (Chapters 5 and 6) state in more detail the planning goals and intended uses at the PRA. One of the goals is to manage and enhance the Nordic system now that it is managed by the Town of Frisco. Therefore, it is important to note standards and best practice for Nordic trail management and development.

**Nordic trails** should be aligned to take advantage of opportunities for shade and wind protection (i.e., locating in northern exposures and maximizing shading from evergreens). Consider trail locations along the lee side of hills, in wind sheltered valleys and tree shelter for skier comfort and to reduce drifting and wind packing. Provide at least a partial vegetation screen on south- or west-facing ridges and slopes to reduce trail icing and drifting. Trails should be built to avoiding conflicts with roadside snow storage by placing trails a minimum setback of 20 feet from any road to be plowed during winter. Grades should be less than a 10% downhill grade for beginner trails and no more than a 40% downhill grade for expert trails. Smooth, widely arcing curves on hills will allow skiers to stay in the track on groomed trails. Avoiding sharp turns on steep slopes or where there are natural hazards will reduce conflicts between skiers. Placing intersections on flat sections of trail will also have the same effect.

**Fat biking** has grown in popularity over the last decade. Although fat bikes are currently limited to plowed trails open to wheeled vehicles on NFS lands, they are allowed on snow-covered Frisco Pathways and Rec Path facilities. Fat biking will be piloted at the PRA in the near future. Colorado communities such as Leadville and Crested Butte are grooming some of their multi-use paths and Nordic trails for side-by-side use of fat biking and cross-country skiing. While policy and standards for fat biking are still being developed, communities around the country are trying out different configurations of groomed paths, groomed singletrack, allowed trails and skier only trails to reduce user conflicts and embrace this growing sport.



## Fat Biking Best Practices

(source: IMBA)

### Best Practices for Fat Biking on Groomed Nordic Trails

- 1) Only ride at ski areas that allow and encourage biking.
- 2) Yield to all other users when riding. Skiers don't have brakes but you do!
- 3) Ride on the firmest part of the track.
- 4) Do not ride on or in the classic tracks.
- 5) Leave room for skiers to pass (don't ride side-by-side with all of your buddies blocking the full trail).
- 6) Allow the track time to set up after grooming and before riding.
- 7) Respect alternate-use days for bikers and skiers.
- 8) Some areas require riding only a purpose-built fat bike, not any old mountain bike. There may be a minimum tire tread width.
- 9) Be an ambassador for the sport: stay polite, educate other riders, discourage bad behavior and follow the rules.
- 10) Help out and get involved by joining your local Nordic club.
- 11) Consider donating money for trail grooming.

### Best Practices for Fat Biking on Snowmobile Trails

- 1) When riding on snowmobile trails, use a front white blinker and rear red blinker at all times. Wear reflective material on both the front and rear of your body.
- 2) Stay to the far right of the trail and yield to snowmobiles.
- 3) Know and obey the rules of your local land manager. Understand that some trails may be on private property and might not be open to alternative uses.
- 4) Be prepared. Winter travel in the backcountry requires carrying proper gear and dressing properly. Be self-sufficient!
- 5) Use extreme caution when riding at night. Be visible and use the brightest lights you can find.
- 6) Be friendly! Fat bikers are the newest trail users. Be courteous and open to suggestions from snowmobile riders.
- 7) Help out by supporting your local snowmobile club. Consider donating to trail grooming and maintenance efforts.

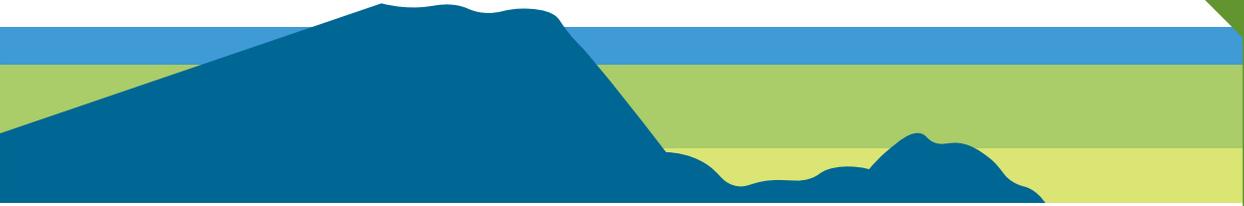
### Best Practices for Fat Biking on Natural Terrain and in the Backcountry

- 1) **Do not trespass! Know whether you are on private property. Obey ALL land manager rules. Some land parcels are closed to bikes whether you are riding on a trail or not.**
- 2) **Do not ride through sensitive wildlife habitats. This may be especially important on beaches or in places where animals hibernate. Learn about the area you want to ride in before you ride there.**
- 3) **Do not disturb wildlife. Many species survive on minimal diets during winter. Stressors or the need to move quickly can deplete their energy stores.**
- 4) **Learn safe ice travel. Riding on frozen water can be extremely dangerous. Is the ice thick enough to support you? Take ice fishing picks and a length of rope when riding on lakes and rivers.**
- 5) **Understand changing conditions. New snowfall or warming temperatures can make the return trip much more difficult. Tire tracks can be covered, hard snow can turn to slush, rivers can start to melt. Always know the forecast and be aware of how changing conditions might alter the safe passage of your route.**
- 6) **Be prepared. Carry provisions in case you have to stay out longer than planned.**
- 7) **Let people know. Make sure someone else knows where you are going, when you left and when you expect to return.**
- 8) **Learn to share. Be aware that your tracks might attract other riders. Understand that “your” route might not remain a secret for long.**

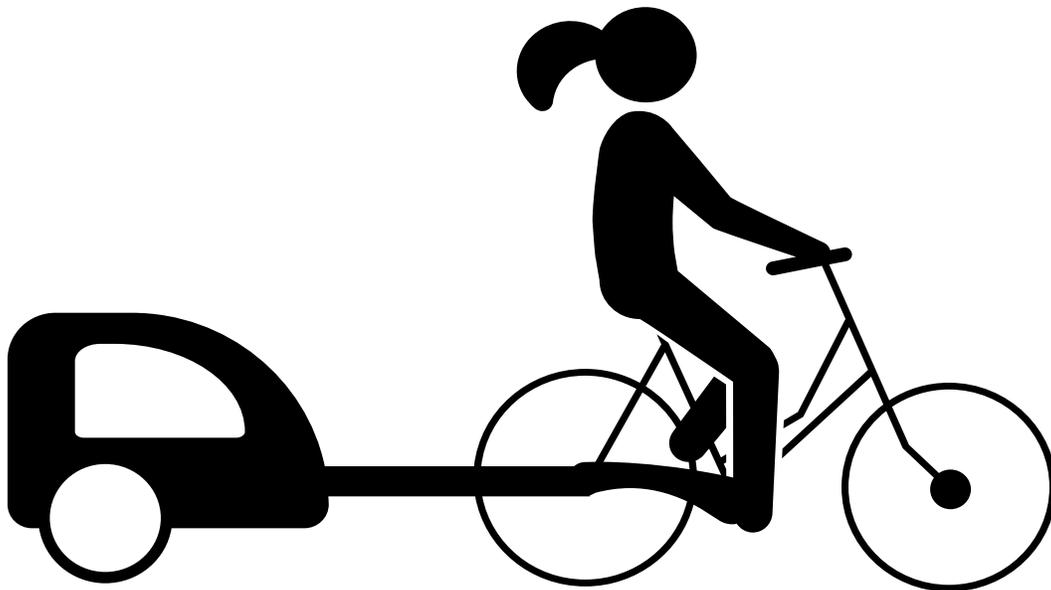


images: Summit Daily News



A stylized landscape illustration at the top of the page, featuring a blue mountain range on the left, a green valley in the middle, and a yellow horizon line on the right.

# Chapter 4. CONNECTIVITY AND CROSSINGS





## CREATING SAFE CONNECTIONS

A guiding purpose of the Frisco Trails Master Plan is to address safe bicycle and pedestrian connectivity throughout town. By doing so, Frisco can become a safe place for people of all ages and abilities to walk, bike, and cross the street. From the start of the public engagement process, a few specific connectivity concerns and recommendations emerged as especially important to the residents and visitors of Frisco. In this chapter, these recommendations are organized by topic, and conclude with policies and actions for Frisco to move them forward. Specific connectivity recommendations such as bike lanes and pathways are located in Chapter 6.

### TRANSIT

The Summit Stage transit system currently operates ten routes, four of which travel through Frisco. During the public engagement process, many participants voiced concerns that there were some popular destinations that do not currently have transit service or that access to transit stations is inconvenient. No Summit Stage route currently stops at any of the PRA facilities such as the Nordic Center or the Day Lodge. For a transit user to access this area they would get off the bus at the Community Center and Adventure Park stop and walk three-quarters of a mile using the pedestrian crossing of Summit Boulevard (SH-9) at Peak One Boulevard. In the winter, and especially to visitors traveling with young children, these barriers and the topography make this connection challenging. Many visitors to the PRA instead get off the bus at the County Commons and risk crossing SH-9 at Recreation Way to make the walk shorter. This is dangerous behavior; however, it is frequently observed. With the increasing winter popularity of the Adventure Park, it is anticipated that a bus route that stops at the PRA facilities directly would have high ridership by both residents and visitors. Additionally, if visitor numbers continue to increase at the PRA at the same rate they have been over the last few years, bus service here may reduce a need for future additional parking.

Frisco residents also voiced concerns about the potential influx of new residents in the northeast neighborhoods of Frisco due to the forthcoming Lake Hill housing development. Traffic studies of this area indicate that many intersections will need modification due to a large increase in vehicular traffic coming from the development. The SH-9/Lusher Court intersection was also singled out as an important connection that many pedestrians feel unsafe crossing. An additional bus stop (there is currently one at the Holiday Inn) in this neighborhood could help mitigate the traffic and circulation concerns for this part of Frisco.

These transit-related concerns were discussed with Summit Stage staff. They agreed with the need for stops at the discussed locations. However, the existing Frisco routes are fairly long and a detour to service these stops would increase the time it takes to complete the route, impacting existing riders and headways for the whole transit system. It was suggested by both Summit Stage and community members that a possible solution could be a new route that circulates around Frisco, servicing the major activity centers such as Main Street, Basecamp, the Marina, County Commons, the hospital, and the PRA. It could also service the Lake Hill development in the future. A similar “Frisco Flyer” route was brought before the transit board in previous years, but it was determined to not be a council priority because of its heavy financial burden. With new development, more activity at the PRA, and clear support from the community, this plan recommends that Frisco continues to advocate and support the creation of a local route within the Summit Stage system.



## BIKES ON MAIN STREET

Summer days on Main Street in Frisco are busy with activity. Tourists stroll the street, visiting the many shops and restaurants, or picking up bicycles to rent at one of the gear shops. Residents gather at the park to listen to Thursday night concerts. Events such as the BBQ festival shut down the street and create a festival-like atmosphere. The Town recently completed a streetscape redesign, which has made it an even more inviting place for walking and gathering. In many ways, Main Street is the soul of Frisco.

During the public engagement process many people expressed concerns about bikes on Main Street. Pedestrians don't feel safe when bikes are on the sidewalk. Bicyclists don't feel safe in the roadway, or don't understand where they should be if they are coming from another bicycle facility such as a multi-use path. Some community members want bike lanes on Main Street and other community members want no bikes on Main Street at all. In order to make cohesive recommendations addressing Main Street, the purpose of Main Street needed to be revisited. If the purpose is to move vehicles through quickly, one set of recommendations will follow. If the purpose is to be a space for gathering, shopping, and events, a different set of recommendations will follow. It was decided through the public engagement process that Main Street's purpose was distinctly more like the latter description.

## Comments we have heard...

- \* Too many bikes on the sidewalk!
  - \* Biking on Main Street is dangerous!
    - \* We need other bike routes.
      - \* Tourists LIKE to bike Main Street—it is a way to experience Town.





During the second open house, the concept of a “woonerf” was presented to the public. A woonerf is a Dutch word for “living street” where the space between business and residences is a shared space—a place for people to play, socialize, and engage in the community. Through physical design and cultural programming, these woonerfs can calm traffic and create a great place for people. The woonerf concept was well-received by the public. Therefore, a set of recommendations to make Main Street more like a woonerf are suggested in this plan. One pedestrian-oriented idea is to create a plaza space on the street between Main Street and the first half-block of 3rd Avenue. This no-car space could hold small events and be an additional space to gather along Main Street.

Embracing all modes, this plan supports bikes on Main Street. However, it also recommends measures that encourage bicyclists to get off sidewalks or use parallel alternate facilities such as Galena and Granite Streets, if appropriate. Bike lanes on Galena Street and Granite Street would provide faster and more direct east-west bicycle facilities through Frisco, and are suggested in this plan (Chapter 6). However, many destinations are on Main Street itself, including gear rental shops that rent bicycles. Visitors enjoy the opportunity to rent a bike at one of these shops and experience Main Street by bicycle. For those that want to travel Main Street by bicycle, several actions can make this a safer experience. The existing condition on Main Street is front-in angle parking with a “shared roadway” stamp on the outer edge of the vehicle lane. Bicyclists traveling in the outer edge of the vehicle lane are invisible to cars backing out of their angled parking spaces. Back-in angle parking instead of front-in angle parking would reduce conflict between bicycles and cars by removing bikes from the blind spot of vehicles. Additionally, re-stamping the “shared roadway” stamp to the center of the lane would encourage bicyclists to take the full lane rather than traveling side-by-side with cars. This may be accompanied by signs that indicate bicyclists are allowed to use the full lane. Because it is a street for people, fast speeds for vehicles on Main Street is not a goal of the Town of Frisco. Mixing bicyclists into traffic with the cars will further illustrate this point.

Other traffic calming measures can be explored to further the concept that Main Street is a street for people. This includes adding a stop sign at 7th Avenue. Vehicles coming from the faster moving Summit Boulevard need to know right away to adjust their behavior when they arrive on Main Street. A stop sign here could help remind them. A variable speed messaging sign at this entrance to Main Street, or additional enforcement of speeding are other tools that should be explored.





## COMPLETE STREETS

By embracing a trails and connectivity planning process, Frisco has demonstrated that safe streets for all users is an important issue. By adopting a “Complete Streets” policy, Frisco could confirm its importance in a more official capacity. A “Complete Streets” policy can guide a context-based street approach to street design, enabling safe and comfortable travel for users of all ages and abilities regardless of transportation mode. When crafted to reflect Frisco’s street network and goals, it can act as a guide for all street-related projects within the Town. This plan recommends that the Town of Frisco adopts a “Complete Streets” policy for the community. This would be passed as a resolution through Town Council and be used to evaluate all street-related projects.

### An Ideal Complete Streets Policy

(source: [www.completestreets.org](http://www.completestreets.org))

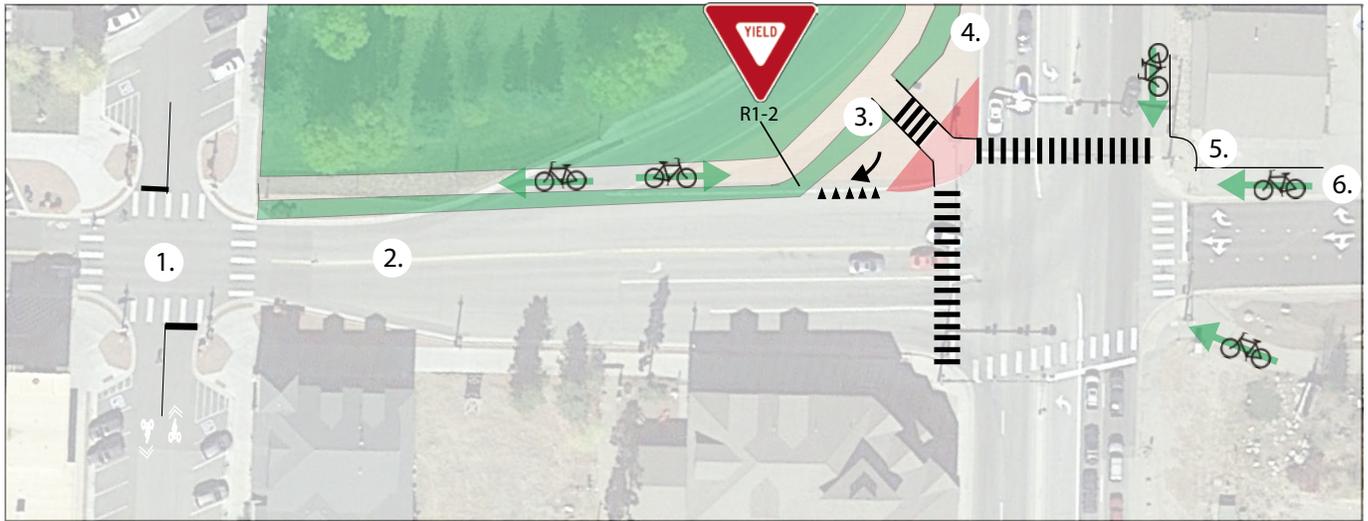
- Includes a vision for how and why the community wants to complete its streets
- Specifies that *all users* includes pedestrians, bicyclists and transit passengers of all ages and abilities, as well as trucks, buses and automobiles
- Applies to both new and retrofit projects, including design, planning, maintenance, and operations, for the entire right-of-way
- Makes any exceptions specific and sets a clear procedure that requires high-level approval of exceptions
- Encourages street connectivity and aims to create a comprehensive, integrated, connected network for all modes
- Is adoptable by all agencies to cover all roads
- Directs the use of the latest and best design criteria and guidelines while recognizing the need for flexibility in balancing user needs
- Directs that Complete Streets solutions will complement the context of the community
- Establishes performance standards with measurable outcomes
- Includes specific next steps for implementation of the policy



## HIGHWAY 9 INTERSECTIONS

Summit Boulevard (SH-9) is a primary north-south roadway through Frisco. It connects Frisco to both I-70 and Breckenridge. It also creates a barrier between most of Frisco and the waterfront where many recreational opportunities exist. A bicycle/pedestrian connectivity network is only as good as its weakest link, and from the community engagement process it was clear that many intersections along SH-9 were considered weak links. Therefore, concepts for particular intersections are considered in this plan along with long-term visionary recommendations for future crossings of SH-9. It is important to note that this street is managed by CDOT, not the Town of Frisco. CDOT was consulted during the development of these concepts. The Town of Frisco should use them as a way to advocate for more pedestrian and bicycle friendly design elements during future CDOT projects.

### Main Street and Highway 9 Proposed Intersection Redesign



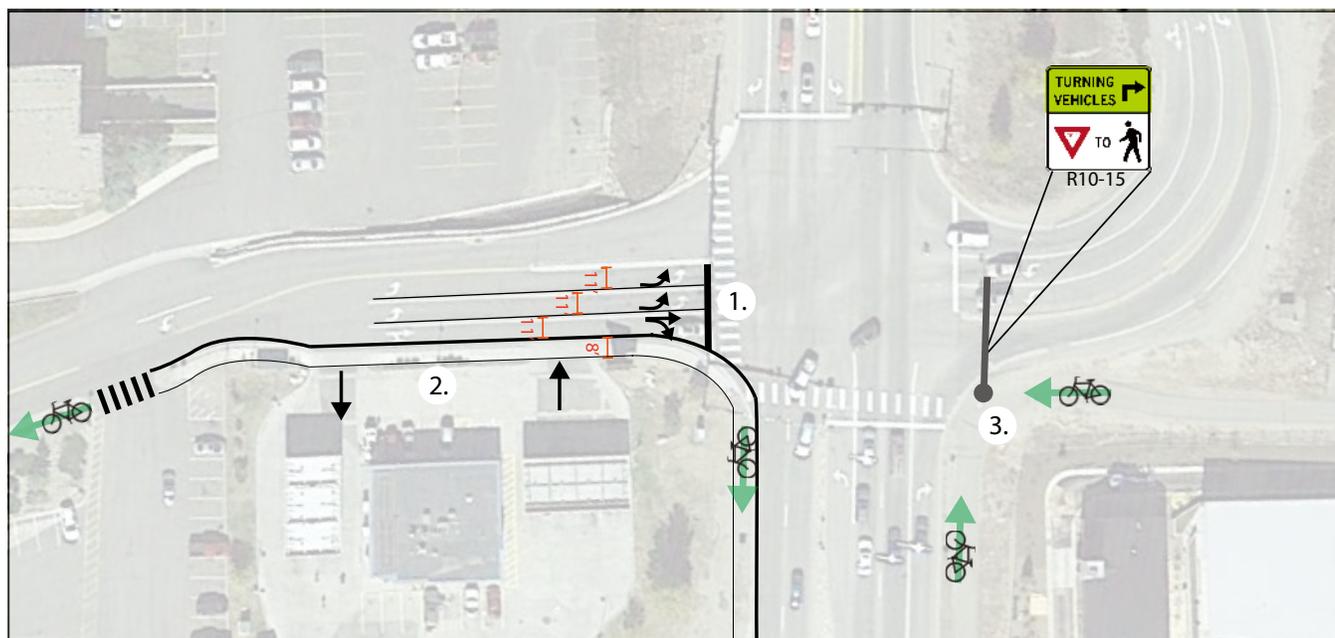
**Notes:**

- 1. Evaluate as all way stop, with additional path to on-street treatment for bikes
- 2. Gateway/welcome treatment
- 3. Crosswalk
- 4. Evaluate right-turn queueing at slip lane
- 5. Widen curb area for gathering during red lights
- 6. Extend bike path to Marina

The primary concern at Main Street and SH-9 was getting bicycles and pedestrians safely across to the Marina, a major destination and activity center, especially in the summer. Because the intersection only has two of the four legs marked with crosswalks, pedestrian traffic is funneled to the south side of Main Street where they can cross safely. However, bicycles coming from the Rec Path onto Main Street are also directed to the south side of the intersection, where after crossing they are on the wrong side of vehicular traffic. Crosswalks on all four legs of the intersection along with signage and the addition of a multi-use path extension on the north side of Main Street would help separate the bicycles and pedestrians and allow more options for crossing. Another concern at this location is the large “slip lane” where vehicles turn right onto Main Street when traveling south on SH-9. The existing radius of the slip lane does not encourage traffic calming, necessary for the pedestrian-dense environment around the corner. Tightening the radius of the slip land and adding a crosswalk across it will make the intersection safer for all users.



## Dillon Dam Road and Highway 9 Proposed Intersection Redesign



### Notes:

1. Take 1' from each EB travel lane, and widen the existing 5' sidewalk to an 8' trail. Option to move concrete median and make trail 10'; but truck turn radii will need to be tested.
2. Consider access management at Valero; one way in one way out
3. Consider Leading Pedestrian Interval

### Alternatives:

- A. Narrow lanes (as shown above)
- B. Remove EB lane to widen trail and analyze  or 
- C. Analyze  (w/ protected EB right turn when bikes/peds in crosswalk)  
- Consider right turn arrow to eliminate conflict between peds and right turning vehicles

The intersection of Dillon Dam Road/Lusher Court with SH-9 is a primary east-west connection for bicyclists. It is also the main access point to the highway for the Basecamp shopping area and the northeast neighborhood hotels, businesses, and residences. This intersection is expected to get even busier with additional nearby development currently in the planning and review stages. The first recommendation for this intersection is to widen the sidewalk on the south side of Lusher Court (the west leg of the intersection) so that bicyclists intuit that this is part of the Frisco Pathway system, and so there is room for bicyclists and pedestrians to pass each other. The existing narrow sidewalk does not feel like part of the bike network. Along this sidewalk there are multiple curb cuts for both the gas station and the grocery store. By limiting access in and out of the gas station, circulation would be a bit more predictable in this area, and thus safer for bicyclists. A final recommendation is to implement a leading pedestrian interval for the traffic signal at this location. By giving the pedestrians a few seconds of lead time, vehicles are more likely to see them and yield before turning. Crossing six lanes of traffic can be an intimidating experience for a pedestrian, and giving them a head start can often increase safety.



## Long-term Recommendations

Two locations were identified as needing dramatically different treatments, and perhaps new crossings altogether. The intersection of SH-9 with Dillon Dam Road (1) is expected to need additional turn lanes and will experience increased delay due to commercial growth at Basecamp and residential growth in northeast Frisco. This intersection only has marked pedestrian crossings on two of its four legs and will become less safe with the addition of more travel lanes. A visionary recommendation would be to build an underpass north of this intersection where existing grade conditions would not require significant road regrading. This underpass would connect the Frisco Pathway facilities that exist on either side. This would create a separated bicycle and pedestrian facility, connecting major activity centers of Frisco to each other.





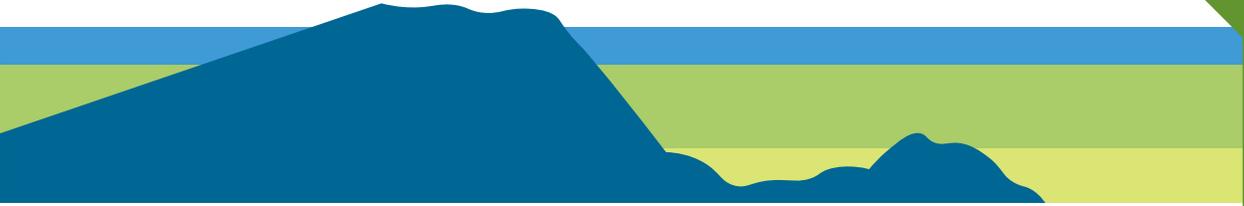
At the other end of Frisco, a new way to get across SH-9 at Peak One Boulevard/Recreation Way (2) is desired. This intersection sits between two traffic signals, yet is the major pedestrian and bicycle desire line between Frisco and the PRA. As described previously, many people cross here despite the lack of pedestrian treatments because it is the most convenient location. CDOT has stated that a new traffic signal is not a good idea at this location due to grade and its proximity to other existing signals. However, an underpass between the County Commons and the PRA would create a safe and separated facility. It is important to note that during this planning process two bicycle/pedestrian underpasses started construction further south on SH-9 as part of the SH-9 Iron Springs realignment project.

CDOT has secured funds to begin redesigning segments of SH-9. From the community conversations generated in this plan, the residents of Frisco want to engage collaboratively with CDOT and express their concerns regarding safety, noise, speed, and access to and from SH-9. They would like to see intersection designs that enhance pedestrian safety, including pedestrian-friendly traffic signal timing, bulb-outs, consistent sidewalks and paths, and traffic calming elements.

## Connectivity Policy Recommendations

- 1** Recommendation 1: Craft and adopt a “Complete Streets” policy within the Town of Frisco.
- 2** Recommendation 2: Adopt the following set of changes on Main Street to better accommodate bicyclists and pedestrians: re-stamp the “shared road” symbol in the center of the lane and add complementary; employ additional traffic calming measures such as a stop sign at 7th Ave, a variable speed messaging sign at the east entrance, or additional enforcement of speeding; explore back-in angle parking; deploy bike corrals at appropriate locations; close off the first half-block of 3rd Avenue on the South side to create a pedestrian plaza.
- 3** Recommendation 3: Encourage and support the creation of a “Frisco Flyer” route in the Summit Stage system. Suggested stops that would enhance connectivity are at the Day Lodge and the future Lake Hill housing development.
- 4** Recommendation 4: Actively engage with CDOT on design processes for SH-9. Advocate for elements of the intersection concepts from this plan and the visionary ideas for crossings at Dillon Dam Road and Recreation Way.
- 5** Recommendation 5: Implement wayfinding recommendations contained in this plan (Chapter 6) for the Frisco Pathways network of multi-use paths and bike lanes. Install more visible striping and stamping that adheres to the standards described in the typologies for each facility type (Chapter 3).





# **Chapter 5.** **WINTER TRAILS**





## THE IMPORTANCE OF WINTER

Many residents live in Frisco because of its winter recreation offerings. Six major downhill ski resorts are located within a 30-minute drive. The PRA offers Nordic skiing, snowshoeing, tubing and winter sleigh rides. Backcountry skiing, Nordic skiing, and snowshoeing are also allowed on the surrounding NFS lands. This plan recommends ways to enhance these activities in Frisco, as well as how to address new and emerging activities such as fat biking. During winter, snow removal of trailheads sidewalks, bike lanes, and multi-use trails can be difficult. Much of the Rec Path system is neither plowed nor groomed in the winter. This plan suggests some basic recommendations for which segments of the path to plow and which to groom based on the need for connectivity versus the need for recreation.

The 2016/17 winter will be the first winter that the Town of Frisco will operate the Nordic Center at the PRA. This provides Frisco with an opportunity to assess operations and facilities at the Nordic Center and think about new facilities and upgrades. The language in this plan regarding changes at the Nordic center are high level. We heard from the public that they wanted additional, better, and more challenging Nordic trails. Community members also desired more grooming and maintenance of Rec Path segments for skiing, fat biking, and better connecting Frisco during the winter season.

### Winter Use Policy Recommendations

- 6** Recommendation 6: Plow Rec Path between 7th Avenue and the West Main Street parking lot. Plow Rec Path connection Larson Lane to the Frisco Transit Center. This will create paved routes for daily connections around Town.
- 7** Recommendation 7: Groom Rec Path for Nordic skiing between 7th Avenue and new underpass to PRA for the ability to ski from Town to the PRA. Explore grooming Rec Path all the way to Breckenridge along new alignment by Lake Dillon.
- 8** Recommendation 8: Pilot a fat biking loop at the PRA with the appropriate alignment determined by the Nordic Center. Work with partner organizations to legitimize fat biking on appropriate USFS trails and explore other opportunities for groomed/packed trail between Frisco and other Summit County communities.
- 9** Recommendation 9: At the Nordic Center, assess the current trail system and explore opportunities for new and more difficult Nordic trails.
- 10** Recommendation 10: Explore changes to the PRA special use permits with the USFS. Changes to the permit could include different management direction for the PRA that would put Nordic trail maintenance and operations as a primary objective.
- 11** Recommendation 11: Consider a long-distance groomed/packed multi-use backcountry route between Frisco and Breckenridge for skiing, fat biking, and snowshoeing.



Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hond)

# Winter Trails

Town of Frisco Master Trails Plan

## Legend

**Winter Trails**

- Groomed/Packed
- Plowed
- Nordic
- Fat Bike
- New Road Alignment

**Points of Interest**

- Trailheads
- Parking
- Fishing
- Campground
- Bikeway Underpass

North

0 0.1 0.2 0.3 0.4 0.5 Miles

Consultants:

**SE GROUP**

**FEHR PEERS**

**MARY HART DESIGN**  
land planning • landscape architecture

Partners:

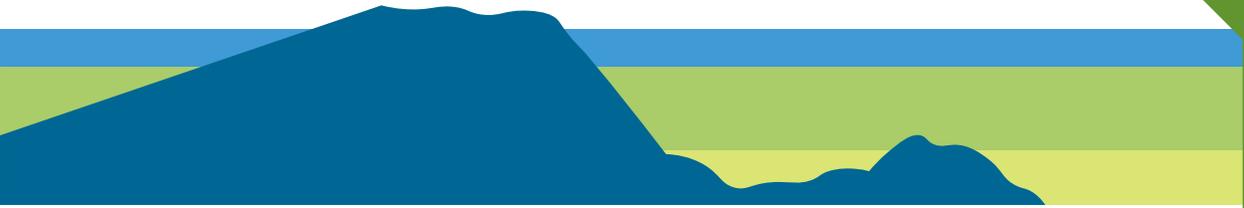
**TOWN OF FRISCO**  
COLORADO

**SUMMIT COUNTY**  
Open Space & Trails

**GOCO**  
GREAT OUTDOORS COLORADO

**UAS**  
UNIVERSITY OF ARIZONA SYSTEMS

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# **Chapter 6.**

# **RECOMMENDATIONS**





## INTRODUCTION

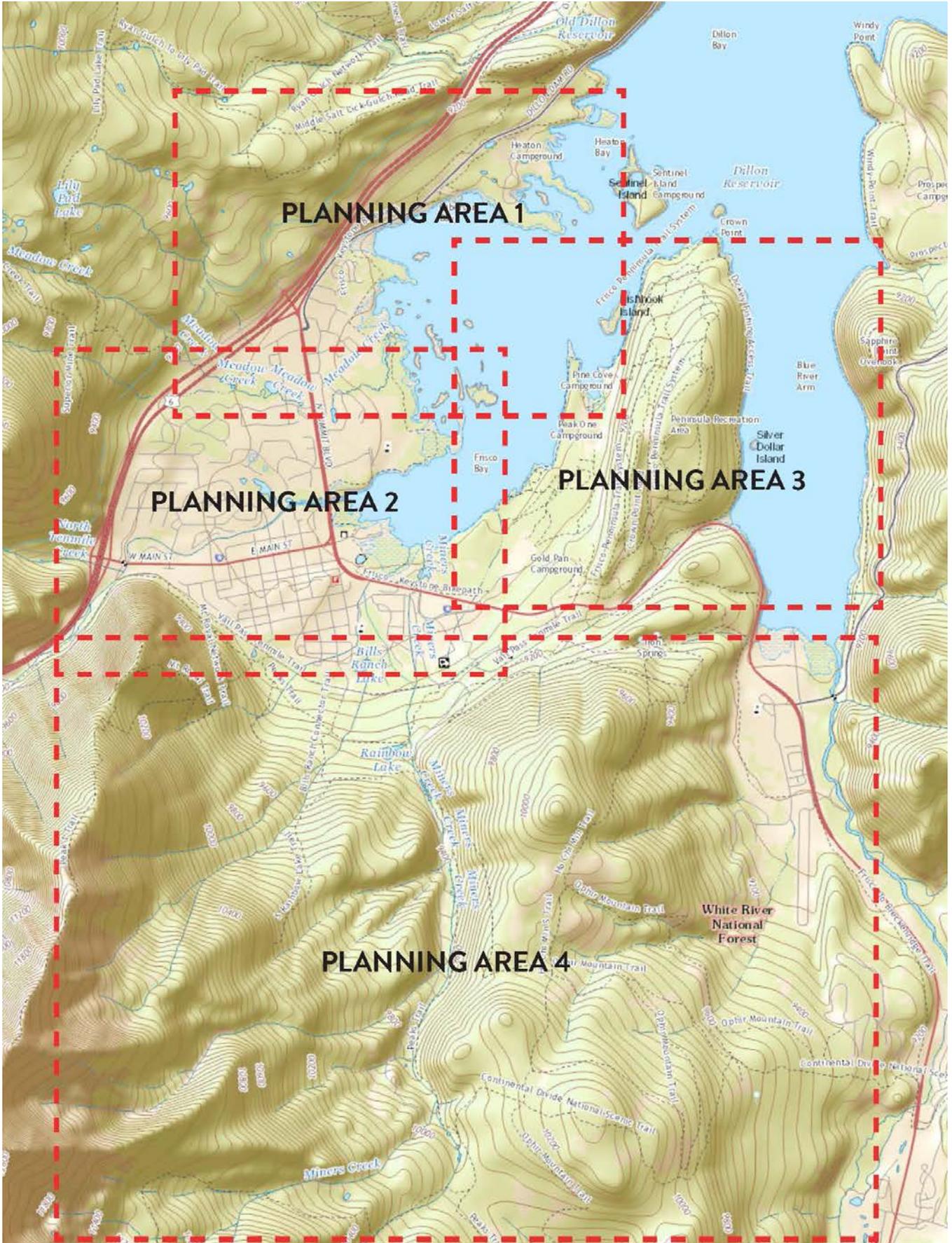
This Recommendations chapter includes the following projects that reflect the ideas—both visionary and practical—of Town residents, visitors, and stakeholders. These recommendations are divided into four planning areas within and around the Town of Frisco (see Vicinity Map on page 41). Along with goals for the entire planning area, there are specific goals for each planning area. The specific recommendations reflect actions that can be taken to achieve that planning area's goals. Within each planning area the recommendations are broken into types: existing non-system trail recommendations, new trail recommendations, new connections, and other recommendations. All projects in this chapter are prioritized and ranked according to safety, access, and public interest in Chapter 7.

Existing non-system trail recommendations include calls for adoption, maintenance, re-routing, or abandonment of trails on the ground, but are not recognized by the USFS. New trail recommendations are those identified as segments that add to, enhance, or create access to the recreation system. They can be hard or soft-surface. New connection recommendations are those that enhance the pedestrian and bicycle connectivity within Frisco, and between Frisco and nearby recreational opportunities. There is a blurry line between a recreation-focused trail and a transportation connection, however the primary purpose of the segment was used to categorize it. Finally, the fourth category of recommendations include elements related to a successful trails system such as trailhead improvements, wayfinding, and signage.

### **Frisco Trails Master Plan Goals**

- 1) Partner proactively with the USFS on the maintenance of existing trails; rehabilitation, restoration, re-routing or abandonment of unsustainable trails; and the development of new trails on NFS lands surrounding the Town of Frisco.**
- 2) Add trails that create access to other trails and the Rec Path system. By creating new access points, Frisco and its surrounding area become a true “network” where the public can get from one place to another without a car.**
- 3) Make Frisco a safe place to people of all ages and abilities to walk, bike, and cross the street. Prioritize access for people over access for vehicles.**
- 4) Design and implement a new wayfinding and signage program that gives users distance and direction to key destinations, is placed at appropriate intervals and intersections, and is branded and linked with the Town of Frisco.**
- 5) Make trailheads inviting places where trail users can gather information for their recreation experiences.**

# Planning Area Vicinity Map





## PLANNING AREA 1: FRISCO'S GATEWAY

Planning Area 1 encompasses land within Frisco town limits, and residential neighborhoods immediately surrounding town located in unincorporated Summit County. Currently, the Town has several trailheads that can be reached by vehicle; however, this plan supports exploring improving neighborhood accessibility to recreational trails without having to use a car.

With the forthcoming Lake Hill development in this area, demand for short and long loops for daily use will increase dramatically. There are numerous existing trails to the northeast along with loops across Dillon Dam Road near Lake Dillon. Providing connectivity for Lake Hill residents and the general public to these adjacent National Forest trails will proactively prevent the further development of numerous social trails, due to many people that will be living next to and enjoying nearby public land. Developing additional trails on the National Forest both adjacent to the development and also across Dillon Dam Road near Lake Dillon will help reduce concentrated impacts from increased use. Coordination and approval from the USFS and Summit County will be necessary to secure easements that can make these connections happen.

### Goals for Planning Area 1

- 1) **Provide bicycle and pedestrian links from neighborhoods to trails to ease everyday access and reduce demand for parking at trailheads.**
- 2) **Offer safe, intuitive connections across Summit Boulevard (SH-9) to better connect commercial areas of Frisco with the northeastern neighborhoods.**
- 3) **Provide more short and long loops for the daily use of residents and visitors. Additional loops will discourage use of non-system trails and disperse use off of the Rec Path.**
- 4) **Provide additional wayfinding and signage so that pedestrians and cyclists feel confident they are “on the right path” and understand distance and direction to nearby destinations. This is especially critical at crossings of Summit Boulevard (SH-9) and between on-street facilities and recreation facilities such as the Rec Path segment along Lake Dillon.**

## Existing Non-System Trails

- A** Trail A: Adopt this non-system trail that has been used by nearby residents to walk along the waterfront. This trail could potentially be an ADA-accessible trail due to manageable grades.

## New Trails

- T1** Trail 1: A future soft-surface trail would connect the Lake Hill development to adjacent NFS lands. It will help disperse use in an area that is anticipated to have future residential growth.
- T2** Trail 2: This paved trail would connect the Lake Hill development to the Rec Path with a grade-separated connection over the Dillon Dam Road. This would provide residents with a safe and direct bicycle and pedestrian connection to the Rec Path and water adjacent recreation.
- T3** Trail 3: A soft-surface connection between Silverthorne and Frisco that would connect Wilderrest and Frisco, a connection that only exists with major roadways at present. This trail could first connect to the I-70 scenic overlook, then again to the Meadow Creek Trailhead to give users options and multiple access points. Collaboration with the USFS and private property owners is key for this trail.
- T4** Trail 4: An additional easy, scenic walking trail between the residential areas and the waterfront to help separate and disperse walkers from bicyclists on the Rec Path.
- T5** Trail 5: Re-route the Rec Path in this location to ease confusion. With this new alignment, staying straight would keep users by the lake, and turning would get users back to town.
- T18** Trail 18: Create a new connection between the Willow Creek Trailhead and the Rec Path to provide waterfront access and ease confusion in the neighborhoods north of this location. This is a wetland area where bikes are currently not allowed—sensitivity in design is important here.

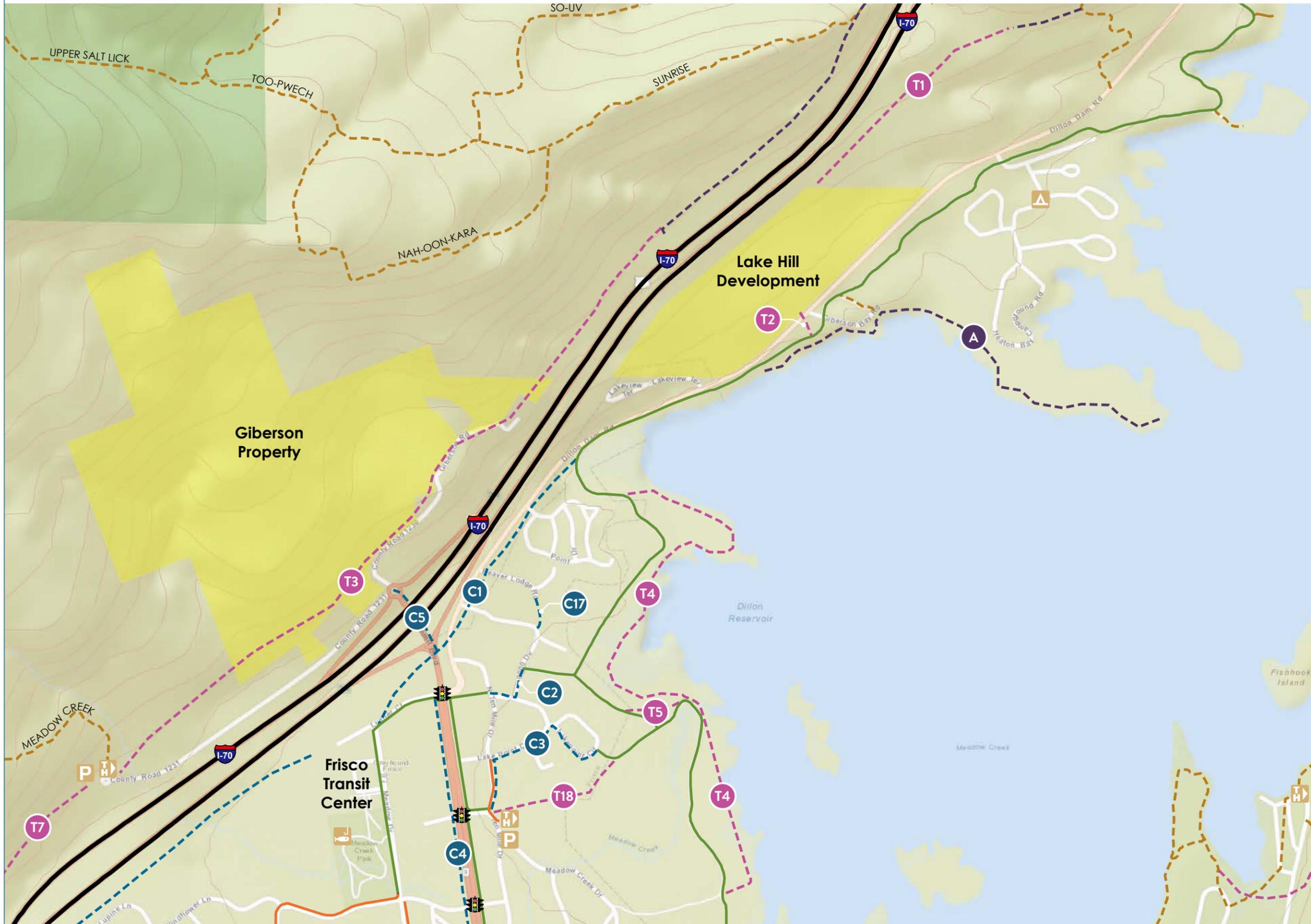


## New Connections

- C1** ..... **Connection 1: A more direct connection between the Rec Path and the Basecamp/Frisco Transit Center Area. Many of these developments are isolated cul-de-sacs off Dillon Dam Road, and have no connectivity to the rest of the street network.**
- C2** ..... **Connection 2: A striped bike lane and better signage to connect two segments of the Rec Path system.**
- C3** ..... **Connection 3: A striped bike lane and better signage to connect two segments of the Rec Path system.**
- C4** ..... **Connection 4: A paved sidewalk/multi-use path on the west side of SH-9. There are many major employment centers and shopping areas that would benefit from better pedestrian connections.**
- C5** ..... **Connection 5: A paved sidewalk to create better bicycle and pedestrian connections across I-70 to connect with the Meadow Creek Trailhead access drive and other proposed trail connections.**
- C17** ..... **Connection 17: A paved sidewalk/multi-use path between Beaver Lodge Road and 900 Divide. This area contains multiple cul-de-sacs that do not connect to each other. A connection here would enhance access to nearby bike lanes and the Holiday Inn Summit State Transit Stop.**

## Wayfinding and Trailhead Recommendations

- 1** ..... **Recommendation 1: Put additional “Frisco Pathway” signs on existing facilities at any point they cross a street, make a turn, or change facility type (such as from a paved shoulder to a multi-use path). Add signs at these locations for any new trails or connections.**



# Frisco's Gateway Planning Area 1

Town of Frisco Master Trails Plan

## Legend

**Existing Trails**

- Existing USFS System Trails
- Existing Non-System Trails

**Bike Facilities**

- Bike Lane
- Recreation Path (Paved)

**Proposed Trails**

- Proposed Trails
- Proposed Connectivity Changes

**Points of Interest**

- Trailheads
- Parking
- Fishing
- Campground

North

0 0.1 0.2 0.4 0.6 0.8 Miles

Consultants:

**SE GROUP**

**FEHR PEERS**

**MARY HART DESIGN**  
land planning • landscape architecture

Partners:

**TOWN OF FRISCO**  
COLORADO

**SUMMIT COUNTY**  
Open Space & Trails

**GOCO**  
GREAT OUTDOORS COLORADO

**UAS**  
UNIVERSITY OF ARIZONA SYSTEMS

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## PLANNING AREA 2: DOWNTOWN CORE

Planning Area 2 includes the commercial centers of Main Street, Summit Boulevard, and the Basecamp development adjacent to the Frisco Transit Center. It also includes multiple residential neighborhoods and Frisco Elementary School. Few recreational trails currently exist in this planning area due to the density of development and the challenge of obtaining easements on private property. Therefore, the focus of this planning area is to create safer connections for pedestrians and bicyclists through additional sidewalks, bike lanes, and intuitive signage. The goal is to get people traveling safely between the activity centers of Frisco (Main Street, the Marina/Peninsula), Basecamp, the Elementary School) and from residential neighborhoods to those activity centers. The existing Frisco Pathway system is hard to follow at times, and often switches between facility types—for example, it changes from a multi-use path to a bike lane on Main Street. Providing alternative routes for bicyclists parallel to Main Street will increase connectivity in the core, downtown area by increasing options for those that do not feel safe on a bicycle on Main Street. Additionally, this planning area contains the most popular trailheads within Frisco. There are recommendations in this section to enhance these trailheads for a better experience for both residents and visitors.

### Goals for Planning Area 2

- 1) **Provide well-signed, safe bicycle and pedestrian links throughout the neighborhoods and activity centers of Frisco so that people of all ages and abilities feel comfortable walking and bicycling in town.**
- 2) **Enhance trailheads in this planning area with maps and trail information, as well as bike racks and parking direction.**
- 3) **Connect major trailheads with connector trails to reduce need for parking and to provide trail options.**
- 4) **Explore ways for people to access Tenmile Creek within the Town of Frisco through trails, bike lanes, and benches.**



## Existing Non-System Trails

**B**

**Trail B:** Adopt the non-system trail that exists parallel to the Rec Path between the Mt. Royal Trailhead and Miners Creek Road.

## New Trails

**T6**

**Trail 6:** An in-town beginner soft-surface trail along Tenmile Creek. Interpretation and benches could be added to provide creekside experiences. This is mostly private property so collaboration and easements with property owners would be key.

**T7**

**Trail 7:** Provide a soft-surface connection between Meadow Creek Trailhead and North Tenmile Trailhead.

**T19**

**Trail 19:** Extend the non-system trail at Mt. Royal and connect it directly to the parking lot at the end of West Main Street. This will disperse hiking to this popular section of Rec Path.



## New Connections

- C6** ..... **Connection 6: A paved multi-use path that provides a direct connection between Basecamp and West Main Street. The current pathway system is winding and not intuitive. Wetlands and private property in this area would have to be evaluated.**
- C7** ..... **Connection 7: An attached multi-use pathway connection along Creekside Drive. This would help bicyclists and pedestrians navigate a direct route through this neighborhood.**
- C8** ..... **Connection 8: Continue the attached multi-use pathway along Larson Lane and add signage so that the Rec Path is easier to find.**
- C9** ..... **Connection 9: A bike lane on Galena Street to create an alternative path to Main Street, dispersing use.**
- C10** ..... **Connection 10: Bike lanes on both sides of the roadway and sidewalk on at least one side of Granite, with access control for parking and driveways.**
- C11** ..... **Connection 11: Multi-use paths on both sides of roadway along 2nd Avenue to connect Main Street with Rec Path more intuitively.**
- C12** ..... **Connection 12: An attached multi-use pathway connection along Belford Street.**
- C13** ..... **Connection 13: Extend the bike lane between Belford Street and Rec Path on 7th Avenue.**
- C14** ..... **Connection 14: An attached multi-use pathway to re-route bicycles off Main Street and direct them towards Granite Street.**
- C15** ..... **Connection 15: "Shared Roadway" stamp and additional signage to connect 7th Avenue bike lane to Main Street and prevent users from getting dead-ended at Highway 9 where there are no bicycle or pedestrian facilities.**
- C16** ..... **Connection 16: Connect 3rd Avenue to Belford Street with a multi-use pathway for better grid connectivity.**



## New Connections

**C18**

**Connection 18:** A sidewalk on the west side of SH-9 connecting Main Street to the County Commons intersection.

**C19**

**Connection 19:** An alternate route for the Rec Path to connect more directly to the intersection at Main Street and SH-9. The current alignment creates a sharp and dangerous turn around at the Sanitation District. This connection would be a paved multi-use path.

**C20**

**Connection 20:** A sidewalk or attached multi-use path between the North Tenmile Trailhead and the West Main Street trailhead.



## Wayfinding and Trailhead Recommendations

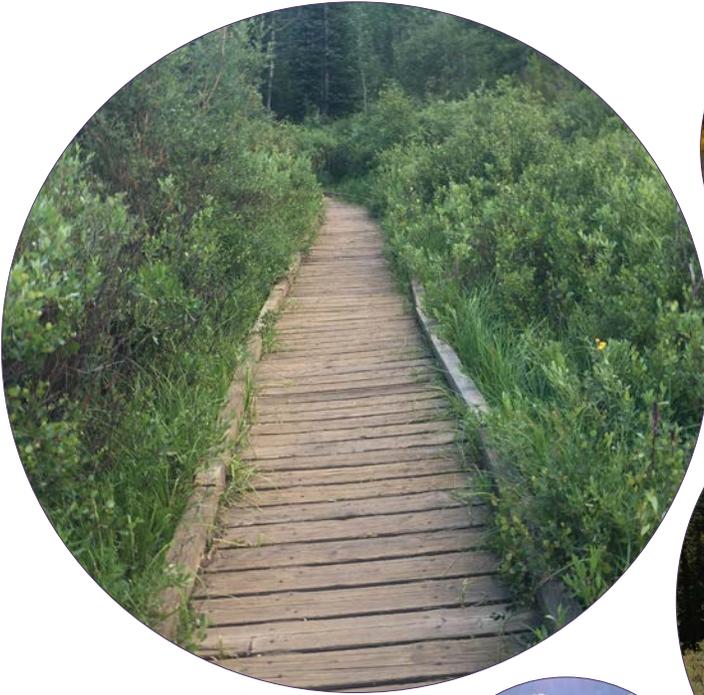
**1** Recommendation 1: Put additional “Frisco Pathway” signs on existing facilities at any point they cross a street, make a turn, or change facility type (such as from a paved shoulder to a multi-use path). Add signs at these locations for any new trails or connections.

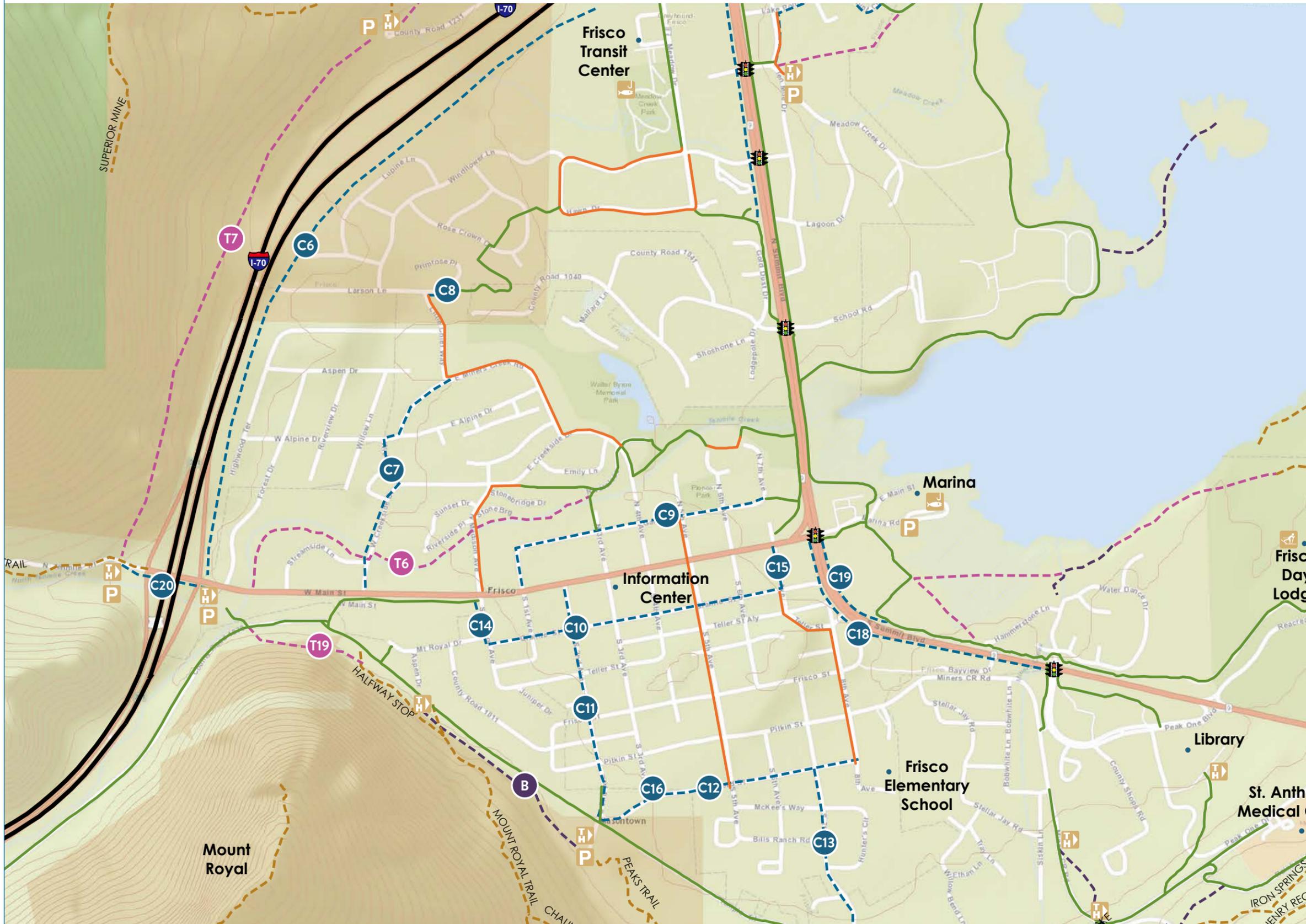
**2** Recommendation 2: The West Frisco Parking Lot/Mount Royal Trailhead is an extremely popular existing large paved trailhead located on the west edge of Frisco. The trailhead is appropriately outfitted with a portable/compostable toilet, picnic bench, signage and a bike rack. Rec Path cyclists, mountain bikers seeking trails, and hikers all start their activity here. This trailhead should be monitored for excessive use, and should also provide information on activities in the area and alternative trailheads to help disperse trail users.

**3** Recommendation 3: The 2nd Street Trailhead, “Zach’s Stop,” is also heavily used, mostly by locals who know it exists. Consistent plowing is recommended for winter use, along with summer maintenance to minimize potholes. This is technically a USFS trailhead so both summer and winter maintenance should be coordinated with the USFS staff. Maps showing visitors this large trailhead could help potentially disperse users from the West Main parking lot. As the popularity of this trailhead increases in use, consideration of providing better higher level trailhead management should be explored and implemented as need arises including: portable toilets, surface maintenance, signage, and measures taken to minimize impacts to adjacent residential areas. Consider maintaining this trailhead under a special use permit maintenance agreement with the USFS.

**4** Recommendation 4: The mini-trailhead at 7th Street in Frisco has no parking, but nevertheless provides a portal for neighborhood users to NFS lands. Expansion of parking opportunities adjacent to 7th Street would help take pressure off other trailheads, implemented with consideration to neighborhood impacts.

**5** Recommendation 5: The North Tenmile Trailhead experiences a high level of parking utilization in summer months, sometimes overflowing beyond capacity. Used for both hiking and backcountry skiing/snowshoeing, it is anticipated that users will continue to drive to the trailheads, so parking expansion could be considered. Consistent plowing and surface maintenance is needed, using partnerships between the USFS and the Town of Frisco.





# Downtown Core Planning Area 2

## Town of Frisco Master Trails Plan

### Legend

**Existing Trails**

- Existing USFS System Trails
- Existing Non-System Trails
- Decommissioned Trails

**Bike Facilities**

- Bike Lane
- Recreation Path (Paved)

**Proposed Trails**

- Proposed Trails
- Proposed Connectivity Changes

**Special Management Area**

- Elk Habitat

**Points of Interest**

- Trailheads
- Parking
- Fishing
- Campground

North

0 0.1 0.2 0.4 0.6 0.8 Miles

Consultants:

**SE GROUP**

**FEHR & PEERS**

**MARY HART DESIGN**  
land planning • landscape architecture

Partners:

**TOWN OF FRISCO**  
COLORADO

**SUMMIT COUNTY**  
Open Space & Trails

**GOCO**  
GREAT OUTDOORS COLORADO

**UAS**  
UTAH ADAPTIVE SPORTS

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## PLANNING AREA 3: PENINSULA RECREATION AREA

Planning Area 3 contains the PRA, which is NFS land currently under permit by the Town of Frisco. It contains several important community recreational amenities including the Nordic Center, ball field, Bike and Skate Parks, Ski and Ride Hill, Tubing Hill, and summer trails for biking and hiking. The existing trails at the PRA are heavily used and need maintenance and even re-routing at points to keep them sustainable. There are two primary focuses for this area: to better connect existing trail loops to make circulation of the PRA easier and improve the recreation experience; and to better connect the PRA to the rest of Frisco. Although the Rec Path does connect to the PRA, it is not a direct connection and it is not intuitive for many users. Additional bicycle, pedestrian, and crossing facilities between the PRA and other destinations will enhance access. This gem of Frisco has long provided developed and natural recreation opportunities, and improvements here will make a terrific area even better.

### Goals for Planning Area 3

- 1) **Improve the recreation experience at the PRA through well-maintained, sustainable trails that create both long and short loops for all levels of expertise.**
- 2) **Design new or re-routed trails in a way that will benefit the needs for Nordic skiing in the winter.**
- 3) **Enhance wayfinding and signage so that users can get to the PRA as well as within the trail network at the PRA itself for both summer and winter use.**
- 4) **Connect the PRA to the Marina with trails and explore new connections across Summit Boulevard (SH-9).**



## New Trails

**T8**

**Trail 8:** Create a soft-surface connection from an existing non-system trail behind the Water Dance neighborhood to the Peninsula. This would provide direct access to the waterfront trails.

**T9**

**Trail 9:** Create a paved or soft-surface trail between the Peninsula and the Marina. Re-route the Rec Path in this location to create a better experience and mitigate a dangerous and sharp curve by the sanitation property.

**T10**

**Trail 10:** Re-align a short section of trail to connect the outer Peninsula trails to the lakefront trail. This will create a new connection that avoids connecting directly to the campgrounds.

**T11**

**Trail 11:** A future soft-surface trail to create additional loops and disperse trail use across the Peninsula trail system.

**T12**

**Trail 12:** A future soft-surface trail connecting the Pine Cove Campground with access points to the south. This will provide additional loops and disperse trail use across the system. Switchbacks could connect this trail to Jody's at an appropriate mid-point.

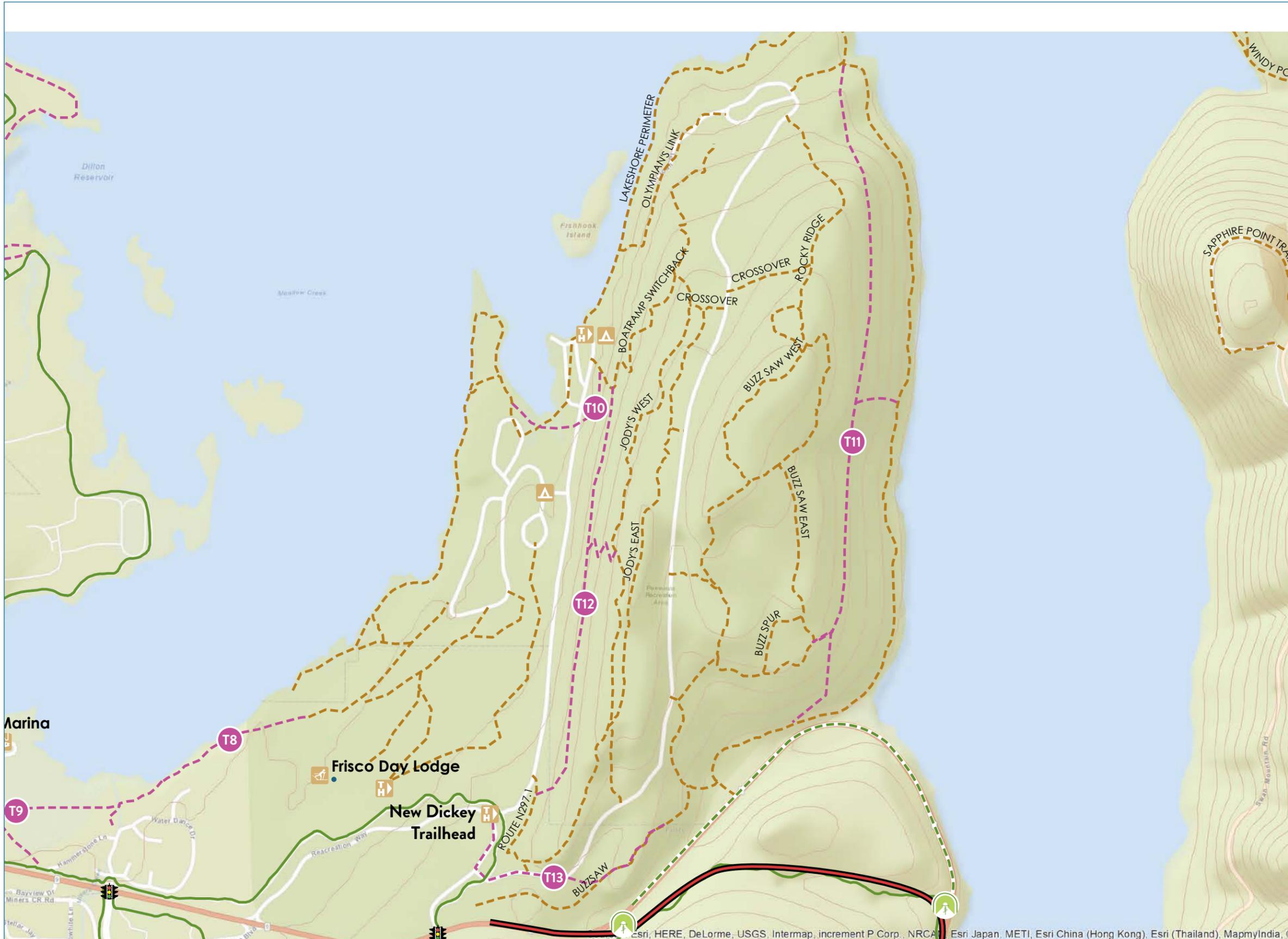
**T13**

**Trail 13:** This is the re-routed trail that will provide access to the Perimeter trail from the new, relocated Dickey Trailhead. This trail should have gentle grades so that a wide range of users can access the reservoir.

## Wayfinding and Trailhead Recommendations

**6**

**Recommendation 6:** The new Dickey Trailhead, relocated with the Iron Springs SH-9 realignment, needs to be sized appropriately since the lot at the current location is heavily used and often fills up. Since the new Dickey Lot will be a significantly farther hike to the lake, the parking lot by Pine Cove campground is a trailhead alternative with parking very close to the lake and nearby trails (although a fee is required). Partnering with the USFS, monitoring use at these two lots over the next few years should provide guidance for fees and other amenities needed here.



# PRA

## Planning Area 3

### Town of Frisco Master Trails Plan

### Legend

**Existing Trails**

- Existing USFS System Trails
- Existing Non-System Trails

**Bike Facilities**

- Bike Lane
- Recreation Path (Paved)
- Realigned Recreation Path (Paved)
- New Road Alignment

**Proposed Trails**

- Proposed Trails
- Proposed Connectivity Changes

**Points of Interest**

- Trailheads
- Parking
- Fishing
- Campground
- Bikeway Underpass

North

0 0.1 0.2 0.4 0.6 0.8 Miles

Consultants:

**SE GROUP**

**FEHR PEERS**

**MARY HART DESIGN**  
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Partners:

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**SUMMIT COUNTY**  
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## PLANNING AREA 4: FRISCO'S BACKYARD

Planning Area 4 is expansive and encompasses the land located generally south and east of Frisco, comprising Mount Royal, Miners Creek, Rainbow Lake, Ophir Mountain and Gold Hill. While beyond town limits, these NFS lands are a very important community recreation destination, with a natural forested backcountry character, yet close proximity to Frisco. This area provides more of a backcountry experience in contrast to the developed recreational experience at the PRA. The overarching goal for this area is to have a well-maintained, legitimized (with partnership from the USFS) natural trail system right in Frisco's backyard.

There exists an abundance of trails, both singletrack and roads, in this area, developed over time due to the desire for convenient recreation from nearby residential areas. This is especially true for mountain biking, as other large NFS lands nearby are designated Wilderness areas, and do not allow bicycles. Many of these trails are not recognized by the USFS as system trails but nevertheless are significant, serving the crucial purpose of providing "short, local, daily" type of experiences, as well as longer distance alternatives with connections to other parts of Summit County via the Peaks and Gold Hill trails. This plan recognizes the community recreation value of these non-system trails, and recommends that the Town prioritize these connections and work with the USFS on legitimizing them in their "travel management system" via the environmental review process. However, the Town also recognizes that upon review some of these trails may not get adopted due to resource concerns, redundancy, or sustainability issues. This plan also recommends that the Town develop partnerships and provide funding for maintenance and improvement to these trails in partnership with Friends of the Dillon Ranger District (FDRD) and the USFS (elaborated on in Chapter 7). The trails shown on the map for this area are not exhaustive. For further analysis of these trails a more thorough inventory is recommended.

It is important to note that within the Ophir Mountain area there is an active Fuels Reduction Project. Protections for existing system trails have been written into the contract to ensure trail corridors are maintained and trail grades are not compromised as a result of logging operations. Non-system trails are not protected and will likely incur damage from project operations. The 2011 Ophir Mountain Forest Health and Fuels Reduction Project was established to reduce fuels within and adjacent to the Wildland-Urban Interface of Frisco and surrounding communities. By reducing heavy fuel build-up, the project is intended to expedite the regeneration of lodgepole pine and aspen in the Ophir Mountain Area. Operations for this project are expected to continue into the summers of 2017 and 2018.

Therefore, although the Town of Frisco would like to analyze adopting non-system trails in the Ophir Mountain area at this time, due to the continued Fuels Reduction Projects operations, the trails in this planning area will be assigned a lower priority.

The trails in Frisco's Backyard were deemed "extremely important" by both the CAC and the general public at Open House #2. Therefore, an additional meeting was held to evaluate the needs and priorities of the non-system trails in this area. The group went through this set of trails and stated whether the trail needs maintenance, re-routing, and its priority for adoption as a system trail. A matrix evaluating the non-system trails in this planning area is included at the end of this section.



## Goals for Planning Area 4

- 1) Forge a strong relationship with the USFS regarding this area. Be transparent with ideas and recognize that monetary partnership and formal agreements may be necessary to reach goals.
- 2) Assess each non-system trail in this area for prioritization and need for maintenance or re-routing, or closure with restoration.
- 3) Collaborate with Colorado Parks and Wildlife and the USFS in planning for this area due to wildlife habitat and logging permits that currently exist, especially on Ophir Mountain. When maintaining or building new trails, mitigate wetland impacts and look for restoration opportunities.
- 4) Create a trail network that has options for short and long loops of all difficulty levels, relieving pressure from popular trails, with more attainable climbing grades for access from Frisco.
- 5) Work with the visitor's center to market key trails such as Mt. Royal, Rainbow Lake, and the Peaks Trail and focus on signage for those "signature trails" while leaving other trails with less signage for a more backcountry experience.

## Trail Policy Recommendations

12

**Recommendation 12: Partner with the USFS to maintain and possibly re-route existing heavily used trails such as Pinchot, the Peaks Trail, Gold Hill, Mason Town, and Robert Foote. This could be done through a special use permit, funding for trail staff, or other means.**

## Existing Non-System Trails

- C** Trail C: Provides a connection between the Pinchot Trail and other Ophir Mountain trails to Frisco and the trails above St. Anthony's Medical Center. As the trail drops toward Frisco it gets steep in places and should be sustainably re-routed here.
- D** Trail D: Connects trail C with trail E so that users have options for ascending and descending the north side of Ophir Mountain. C and E could become one-way trails, with D providing a connection to link them.
- E** Trail E: This steep singletrack trail, if re-routed, could provide an alternative route to the Ophir Mountain area, dispersing use.
- F** Trail F: This trail provides a fun recreational experience providing loops within the Ophir Mountain area.
- G** Trail G: This trail could be adopted as a one-way descent from the summit of Gold Hill for looping opportunities in Frisco's Backyard.
- H** Trail H: This spur connects more significant trails for looping opportunities.
- I** Trail I: Like H, this trail provides a traversing route to access the Gold Hill area.
- L** Trail L: Connects Miners Creek Road to M, avoiding a steep, rocky section of trail and creating an alternative to the heavily used Peaks Trail. This trail is part of a long-distance loop from Frisco.
- M** Trail M: Like L, this trail creates a long distance loop, provides an alternative route and looping opportunity to the Peaks Trail or Miners Creek Road.



## Existing Non-System Trails



Trails N, O, P, Q, R, S, T: A series of short trails that connect to provide short recreational singletrack loops close to Frisco.



Trail U: A trail that connects the Masontown trail to the loop system south of Rainbow Lake.



Trail V: Part of the series of short trails that connect to provide short loops close to Frisco.



Trail W: Working with U, the trail connections the Masontown trail to the nearby loop system.



Trail X: This trail provides a moderate grade route connecting the Mt. Royal trail with trail U and the nearby loop system.



Trail Y: A short trail that creates an alternative route for a steep section of the Mt. Royal trail.



Trail Z: A short trail that connects Miners Creek Road to the Rec Path.

## New Trails

**T14**

**Trail 14: A new soft-surface connection between Summit County High School and the Ophir Mountain area.**

**T15**

**Trail 15: A new soft-surface connection between Frisco and Gold Hill, providing a more attainable climbing route into the Ophir Mountain area.**

**T16**

**Trail 16: Provide access between the Lake View Meadows neighborhood and existing trails. An easement across private property at the end of Lake View Circle would need to be obtained to secure public neighborhood access to NFS lands here.**

**T17**

**Trail 17: Provide access between the Highland Meadows neighborhood and existing trails. Private property easements would need to be obtained to secure neighborhood access to NFS lands here.**

## Wayfinding and Trailhead Recommendations

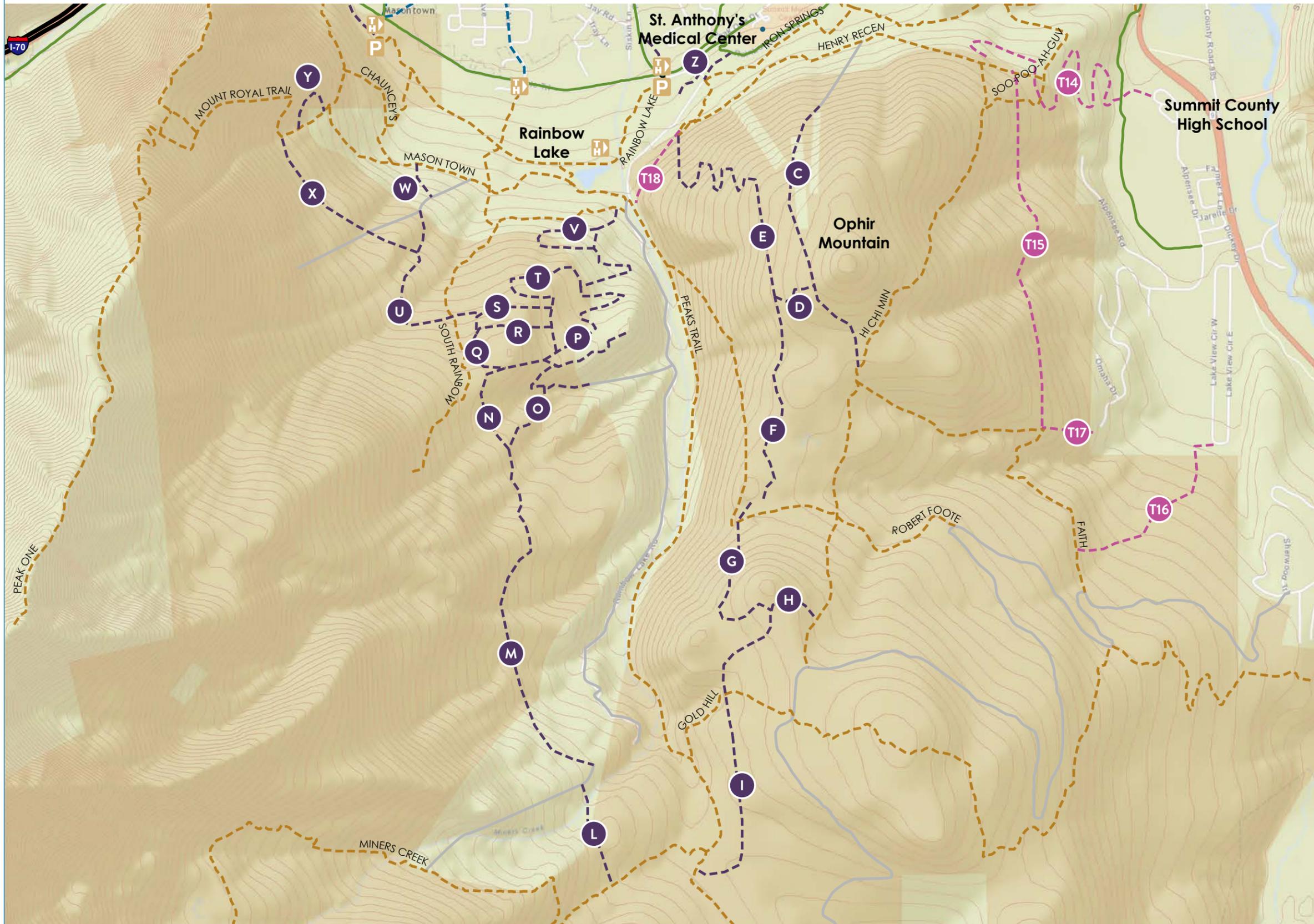
**7**

**Recommendation 7: Both Lower and Upper Miners Creek Trailheads are very important portals since there are not very many trailheads on the south side of Frisco. They are extremely popular in both summer and winter, and consistent plowing and improved signage is recommended. It is important that a good size trailhead is maintained in the area or at a minimum, access maintained to the upper trailhead. As the popularity of this trailhead increases in use, consideration of providing better higher level trailhead management should be explored and implemented as need arises including: portable toilets, surface maintenance, signage/ maps, and measures taken to minimize impacts to adjacent residential areas.**



## Frisco's Backyard Existing Non-System Trails Prioritization Matrix

Trail Label	Adopt	Needs Maintenance	Needs Re-routing for Sustainability	Option to Abandon	Community Priority (1=low   3=high)
C	X		X		1
D	X				1
E	X	X	X		1
F	X				2
G	X		X		2
H	X				1
I	X				1
L	X				3
M	X				3
N	X				3
O	X				3
P	X	X			3
Q	X		X	X	1
R	X			X	1
S	X			X	1
T	X				2
U	X	X	X		2
V	X	X	X		2
W	X				2
X	X			X	2
Y	X	X			2
Z	X	X			2



# Frisco's Backyard Planning Area 4

## Town of Frisco Master Trails Plan

### Legend

**Existing Trails**

- Existing USFS System Trails
- Existing Non-System Trails
- Decommissioned Trails

**Bike Facilities**

- Bike Lane
- Recreation Path (Paved)

**Proposed Trails**

- Proposed Trails
- Proposed Connectivity Changes

**Special Management Area**

- Elk Habitat

**Points of Interest**

- Trailheads
- Parking
- Fishing
- Campground

North

0 0.2 0.4 0.6 0.8 1 1.2 Miles

Consultants:

**SE GROUP**

**FEHR PEERS**

**MARY HART DESIGN**  
land planning • landscape architecture

Partners:

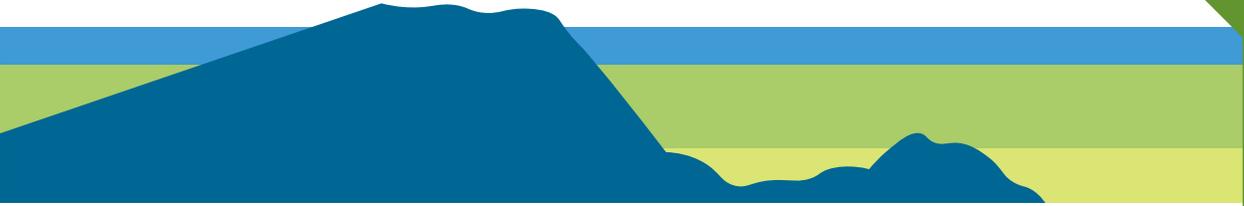
**TOWN OF FRISCO**  
COLORADO

**SUMMIT COUNTY**  
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**GOCO**  
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**U.S.**  
DEPARTMENT OF AGRICULTURE

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A stylized landscape illustration at the top of the page. It features a dark blue mountain range on the left, a light green valley in the middle, and a blue sky with a thin blue line representing the horizon. The entire scene is set against a white background.

# Chapter 7. IMPLEMENTATION





## GETTING IT DONE

Implementation is where the recommendations in this Master Plan can come to life! This Implementation chapter weaves together all the work generated during the Frisco Trails Master Plan process into a prioritized set of recommendations, implementation strategies for completing projects, and a list of potential funding sources and grant opportunities. The money to build these projects must come from somewhere— this chapter addresses ways the Town of Frisco can raise money or dedicate existing money to trail and connectivity projects.

### IMPLEMENTATION STRATEGIES

Several strategies were identified as ways to partner and raise money for trail and connectivity projects in the future.

#### Partnering with the United States Forest Service

Frisco recognizes that many trails in the area are on NFS lands. Therefore, this planning process explored options to work towards legitimizing and maintaining these trails on NFS lands.

- Work with the USFS to identify a process for Frisco to “adopt” appropriate trails, perhaps based on models currently working in nearby communities.
- Engage in the USFS’s environmental review process with Town support. Consider exploring Categorical Exclusions as a streamlined approach for improvements to existing trails or adoption of non-system trails (see sidebar).
- Execute an appropriate vehicle with the USFS authorizing the Town of Frisco to provide ongoing trail support and maintenance, allowing these trails to continue to exist as a community amenity with their management taken off of the USFS plate.
- Work jointly on funding, scoping and analysis to authorize trails into the system.
- Understand that some trails may need to be closed permanently either for wildlife reasons or if they are unsustainable.
- Explore using special use permits for joint maintenance and management of popular trails and trailheads on NFS lands.

#### Development Impact Fees and Standards

An impact fee is an assessment on development used to pay for its proportionate share of future impacts to public facilities. Some communities assign a standard dollar figure to the public sites, some use a park, trails and open space development impact fee, some give the developer an opportunity to arrive at a fee value based on projected impact, while others allow for the dedication of parkland, or fee-in-lieu, in place of the impact fee. A full spectrum of leisure services which contain costs for recreation centers, trails and open space, in addition to parks, has been included in some communities’ development impact fees. Development standards are part of municipal code. During the development review process, Town staff and/or the planning commission evaluate an application against a set of standards and criteria. Making sure that new development respects or incorporates the recommendations of this plan is one way to ensure future easements and access.



## Staffing for Trails

Managing the implementation of the projects in this plan could require one or more staff positions within the Town of Frisco. A dedicated staff could work with partner groups, apply for grants, garner community support and engagement, as well as manage trail projects.

## Sales or Hospitality Tax

Many communities in Colorado raise funds for open space and trails through a dedicated sales or hospitality tax. These taxes create a dedicated funding stream for staff, property acquisition, as well as building and maintaining trails. A voter approved process would be used to implement a new tax in the community

## User Fees

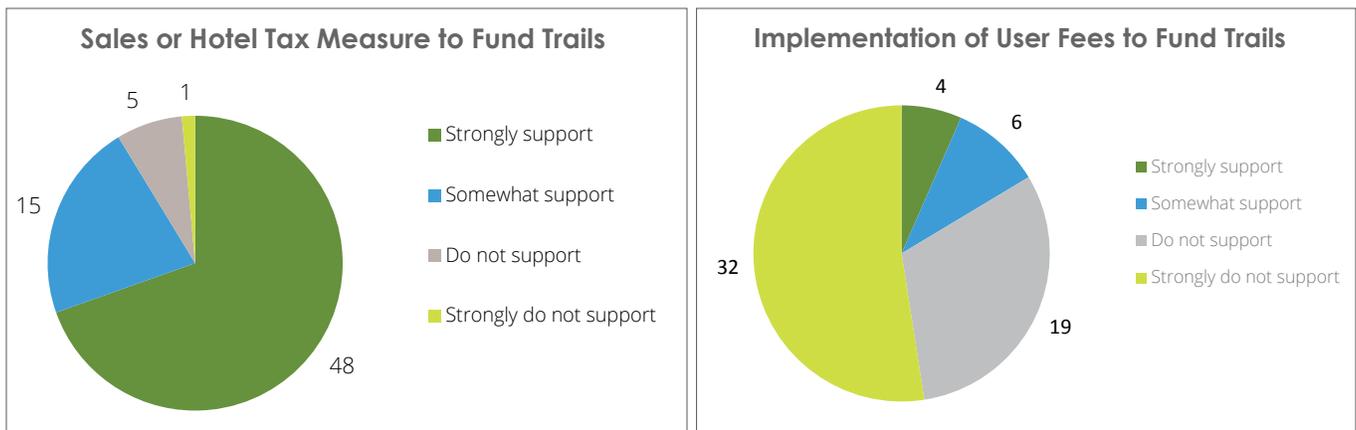
User fees for non-residents or visitors could be a potential funding source for future projects. USFS trailheads would not be under Town of Frisco’s jurisdiction to enact user fees. A “softer” approach could be to place donation boxes at trailheads for voluntary support.

## A “Pilot” Approach

Many, but not all, of the recommendations in this Master Plan can be piloted before a full-scale implementation. This means that an idea (such as a bike lane) can be tested for a few weeks or months before the Town decides to spend money on a larger project. The benefit of piloting a project is that you can collect before and after data, get community feedback, and try out different alternatives before spending money on a more permanent installation.

## Community Feedback

Some of the implementation strategies described in this chapter were presented at Public Open House #2 to get feedback from the community. The implementation of a sales or hospitality tax to fund trails was strongly supported or somewhat supported by over 90% of respondents. An allocation from the general fund for dedicated staff members and trail work was also supported by over 90% of respondents. The creation of a non-profit initially funded by Frisco but works on trails independently of the Town was also supported (95% strongly or somewhat supported). Development impact fees were somewhat supported, and user fees were strongly opposed (85% did not support).





## Understanding the National Environmental Policy Act: *How does the process apply to the Frisco Trails Master Plan?*

### What is the National Environmental Policy Act?

The National Environmental Policy Act (NEPA) sets the foundation for environmental policy in the United States and applies to all federal agencies and their actions. Because many of the system and non-system trails defined in this Master Plan are on federal lands, the NEPA process must be followed.

### How does the NEPA process work?

The NEPA process begins when the applicant (Town of Frisco) submits an application to a federal agency for a proposed action on federal lands, such as building a bike trail or clearing trees for a ski trail. For this Master Plan, because the trails are proposed on NFS lands, the federal agency is the USFS.

Once the proposed action is submitted to the USFS, it will be analyzed to determine if that action will have potentially significant environmental effects. The USFS will seek to identify issues with the proposed action that will need to be addressed and provide actions and alternatives that can be taken to address these issues. Other parts of the process include reviewing potential environmental impacts, ensuring compliance with environmental regulations, involving the public throughout the NEPA process and documenting the decisions made within a finalized NEPA document.

NEPA documents are generally divided into three categories or classes:

- Environmental Impact Statement (EIS)
- Environmental Assessment (EA)
- Categorical Exclusion (CE)

If the proposed action is anticipated to have significant environmental impacts, or if there is significant public controversy, an EIS will be prepared.

If it is unclear if the anticipated impacts will be significant, then an EA will be prepared. If the EA finds there will be significant environmental impacts, then an EIS will need to be prepared.

In the case that no significant environmental impacts are anticipated either individually or cumulatively, the proposed action will be Categorically Excluded (CE) from the detailed analysis necessary for an EIS or an EA. Despite varying levels of analysis, Categorically Excluded actions still comply with environmental regulations and involve the public throughout the NEPA process.

Once the environmental review is complete, the USFS will make a determination based on the information within the NEPA document. The determinations from this process are called a Record of Decision for an EIS, a Finding of No Significant Impact for an EA, or a Decision Memo for a CE.



**The following actions can all help build community support for trail projects before, during and after its completion (list is adapted from the Rails to Trails Conservancy).**

### **Create a “Friends-of-the-Trail” Group**

Friends groups have been the driving force behind countless successful trails projects, particularly those projects that have encountered obstacles or opposition and needed steadfast advocates. A master list of potentially interested organizations and individuals can be compiled and used to hold an organizing meeting. This meeting will help identify the core group of strong supporters who are willing to participate in a friends group. Afterward, meeting with these core supporters to discuss formalizing the group’s organization and purpose can be organized. Frisco is fortunate to have the FDRD, a Friends group for the local NFS lands. The Summit Fat Tire Society is also an active volunteer group focusing on bike trails. A friends group may be able to supplement and support the work of Trails Staff. On the other hand, activities of other Friends groups may be ones that are appropriate for the Trails Committee to take on without the need for developing a separate group. In summary, Friends groups have had strong roles in supporting and driving trail projects in other communities and additional research will help determine if a Friends group or additional “Friends group activities” may be beneficial for the Town of Frisco.

### **Organize a Trail Event**

Get people out on the trail, and get them excited about the vision of what it will become. If it’s already built, remind them of how great it is. Organizing events for National Trails Day, National Park Rx Day and National Get Outdoors Day are all great opportunities to take advantage of existing national event media and enthusiasm.

### **Work the Media**

Build awareness and project energy through the press. Get supporters and trail advocates to write editorials and letters to the editor of local newspapers that support trail creation or maintenance projects and help the community envision the benefits. In addition, press releases are still a common form for relaying project information and communicating successes.

### **Identify a High-Profile Champion**

Getting support from elected officials and community leaders add legitimacy and visibility to the projects. It is important to keep these folks aware of your projects and successes and invite them to ribbon-cuttings and stewardship activities.

### **Create a Website**

It’s helpful to have all the information about your trail project in one place where the maximum number of people can access it and get updates on project progress (including contact info for trail representatives). This includes posting project information to social media and sending invites to stewardship events.

### **Utilize Trail Building Organizations and Volunteer Project Coordinators**

Another way to build support is to utilize trail and environmental stewardship groups for projects. These groups give projects visibility and can engage the community in building the project and caring for the land. Volunteers for Outdoor Colorado (VOC) is a nationally recognized statewide nonprofit dedicated to motivating and enabling people to become active stewards of Colorado’s natural resources. To accomplish our mission, VOC collaborates with conservation and land agencies and



relies on thousands of people annually to provide a volunteer workforce for our outdoor stewardship projects. These projects take place across Colorado—from city parks and open spaces, to grasslands and foothills, to alpine meadows and peaks (<http://www.voc.org/about-us>). Wildlands Restoration Volunteers is a non-profit organization that provides an opportunity for people to come together, learn about their natural environment, and take direct action to restore and care for the land (<http://www.wlrv.org/>).

### **The following are grant and partnership opportunities for funding trail and connectivity projects.**

#### **FHWA Recreational Trails Program**

This program provides funds to the States to support a wide variety of trail activities and related facilities, as well as environmental education and safety programs. The program is administered by the State Trails Program ([http://www.fhwa.dot.gov/environment/recreational\\_trails/index.cfm](http://www.fhwa.dot.gov/environment/recreational_trails/index.cfm)).

#### **Federal Lands Access Program (FLAP)**

Applicants may be state, county, tribal, or city government that owns or maintains the transportation facility. Project must be located on, adjacent to, or provide direct access to federal lands (<http://flh.fhwa.dot.gov/programs/flap/>)

#### **Land and Water Conservation Fund State and Local Assistance Program**

The Land and Water Conservation Fund (LWCF) state assistance program provides matching grants to help states and local communities protect parks and recreation resources. LWCF funding has benefited nearly every county in America, supporting over 41,000 projects. From building hiking and biking trails, to improving community parks, playgrounds and ballfields, this 50:50 matching program is the primary federal investment tool to ensure that families have easy access to public, open spaces (<http://www.grants.gov/web/grants/search-grants.html>).

#### **American Rivers Connecting Communities to Rivers Grant Program**

Intermountain West Beginning on October 27, 2015, American Rivers began accepting proposals for the new Connecting Communities to Rivers Grant Program, which will provide financial support for projects that connect communities in the Intermountain West to their rivers by improving family-friendly recreational opportunities and protecting rivers and surrounding lands. Grants ranging from \$5,000 to \$25,000 will be awarded to action-oriented projects that connect people to their rivers through recreation; establish a strong sense of river and land stewardship; and have clear and identifiable community, recreation, conservation and economic benefits ([BlueTrailsGuide.org/Grants](http://BlueTrailsGuide.org/Grants)).

#### **GREAT OUTDOORS COLORADO (GOCO) GRANT PROGRAM**

This is a competitive grant program for park and open space land acquisition and development, outdoor recreation, environmental education, conservation, youth corps and capacity building that is also derived from the Colorado Lottery. Grants are generally awarded in two funding cycles, with deadlines in the spring and fall (<http://www.goco.org/>).

#### **COLORADO STATE TRAILS PROGRAM**

This is a competitive grant program for trails. A 25–50% match is required. The state funding pool is relatively small, so this resource is proposed for a small component of the trails system. Grant deadline is typically in the November (<http://cpw.state.co.us/aboutus/Pages/trails.aspx>)



## TRANSPORTATION ALTERNATIVES PROGRAM

The Transportation Alternatives Program (TAP) is a competitive grant program administered by CDOT that provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways (<http://www.coloradodot.info/programs/statewide-planning/documents/transportation-alternatives-program-guidelines-and.pdf>).

### Safe Routes to School

While this is a federal program, it is administered through CDOT, who can assist with the project identification and application (<https://www.codot.gov/programs/bikeped/safe-routes/funding-evaluation>). Funding available for infrastructure and non-infrastructure projects. Application trainings are available. School districts, schools, cities, counties, state entities and tribal entities are eligible to apply. Nonprofits need to partner with a state subdivision to apply for funding.

## PROJECT PRIORITIZATION

The following matrix ranks each project in Chapter 6 based on its safety value, access value (either connectivity or recreational access) as well as its community priority as heard through the community engagement process. A score of 1 means it has the least value in a particular category (safety, access, community priority) while a score of 3 means it has the highest value in that category. A cost estimate of low, medium, or high is also provided. Projects with one \$ will roughly cost between \$1 and \$25,000. Projects with two \$\$ range from \$25,000 to \$100,000. Projects with three \$\$\$ are estimated to cost over \$100,000. The intention of this matrix is so that Town Staff can use it as a guide to implement “low hanging fruit” projects in the short term and to start finding political support and funding for longer term, more visionary projects.



### Project Prioritization Matrix

Planning Area	Project	Cost	Safety Value	Access Value	Community Priority	Score
1	A	\$\$	1	2	1	4
	T1	\$\$	1	1	1	3
	T2	\$\$\$	2	2	2	6
	T3	\$\$\$	1	3	3	7
	T4	\$\$	1	2	3	6
	T5	\$	2	1	1	4
	T18	\$\$	1	2	2	5
	C1	\$\$\$	3	3	3	9
	C2	\$	1	2	2	5
	C3	\$	2	2	2	6
	C4	\$\$	3	3	3	9
	C5	\$\$	3	3	3	9
	C17	\$\$	2	3	2	7
	2	B	\$\$	1	2	2
T6		\$\$	1	3	2	6
T7		\$\$\$	2	3	3	8
T19		\$\$	1	2	2	5
C6		\$\$\$	3	3	3	9
C7		\$\$	2	3	2	7
C8		\$	1	1	1	3
C9		\$	2	2	2	6
C10		\$\$	2	2	2	6
C11		\$	2	2	3	7
C12		\$\$	3	3	3	9
C13		\$	2	2	2	6
C14		\$	2	2	2	6
C15		\$	1	1	2	4
C16		\$	1	2	2	5
C17	\$\$	3	3	3	9	
C18	\$\$	3	2	2	7	
C19	\$\$	3	2	2	7	



Planning Area	Project	Cost	Safety Value	Access Value	Community Priority	Score
3	T8	\$\$	2	2	3	7
	T9	\$\$	2	2	3	7
	T10	\$	1	1	1	3
	T11	\$\$	1	1	1	3
	T12	\$\$	1	1	1	3
	T13	\$\$	2	2	3	7
4	T14	\$\$	1	2	2	5
	T15	\$\$	1	2	3	6
	T16	\$\$	1	2	2	5
	T17	\$\$	1	2	1	4
	C	\$\$	1	2	1	4
	D	\$\$	1	2	1	4
	E	\$\$	1	2	1	4
	F	\$\$	1	2	2	5
	G	\$\$	1	2	2	5
	H	\$\$	1	2	1	4
	I	\$\$	1	2	1	4
	L	\$\$	1	2	3	6
	M	\$\$	1	2	3	6
	N	\$\$	1	2	3	6
	O	\$\$	1	2	3	6
	P	\$\$	1	2	3	6
	Q	\$\$	1	2	1	4
	R	\$\$	1	2	1	4
	S	\$\$	1	2	1	4
	T	\$\$	1	2	2	5
U	\$\$	1	2	2	5	
V	\$\$	1	2	2	5	
W	\$\$	1	2	2	5	
X	\$\$	1	2	2	5	
Y	\$\$	1	2	2	5	
Z	\$\$	1	2	2	5	

