

Evaluation of E-biking on Open Space

**OPEN SPACE BOARD OF TRUSTEES
FEB. 8, 2023**



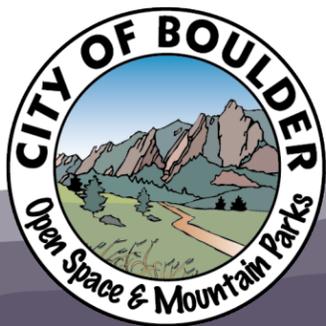
MARNI RATZEL, OSMP PRINCIPAL PLANNER

KACEY FRENCH, OSMP PLANNING & DESIGN SENIOR MANAGER

Status Quo / Existing Conditions



- E-bikes are not allowed on OSMP trails
- Disposal of open space required
- ADA exception



Staff Recommendation

1

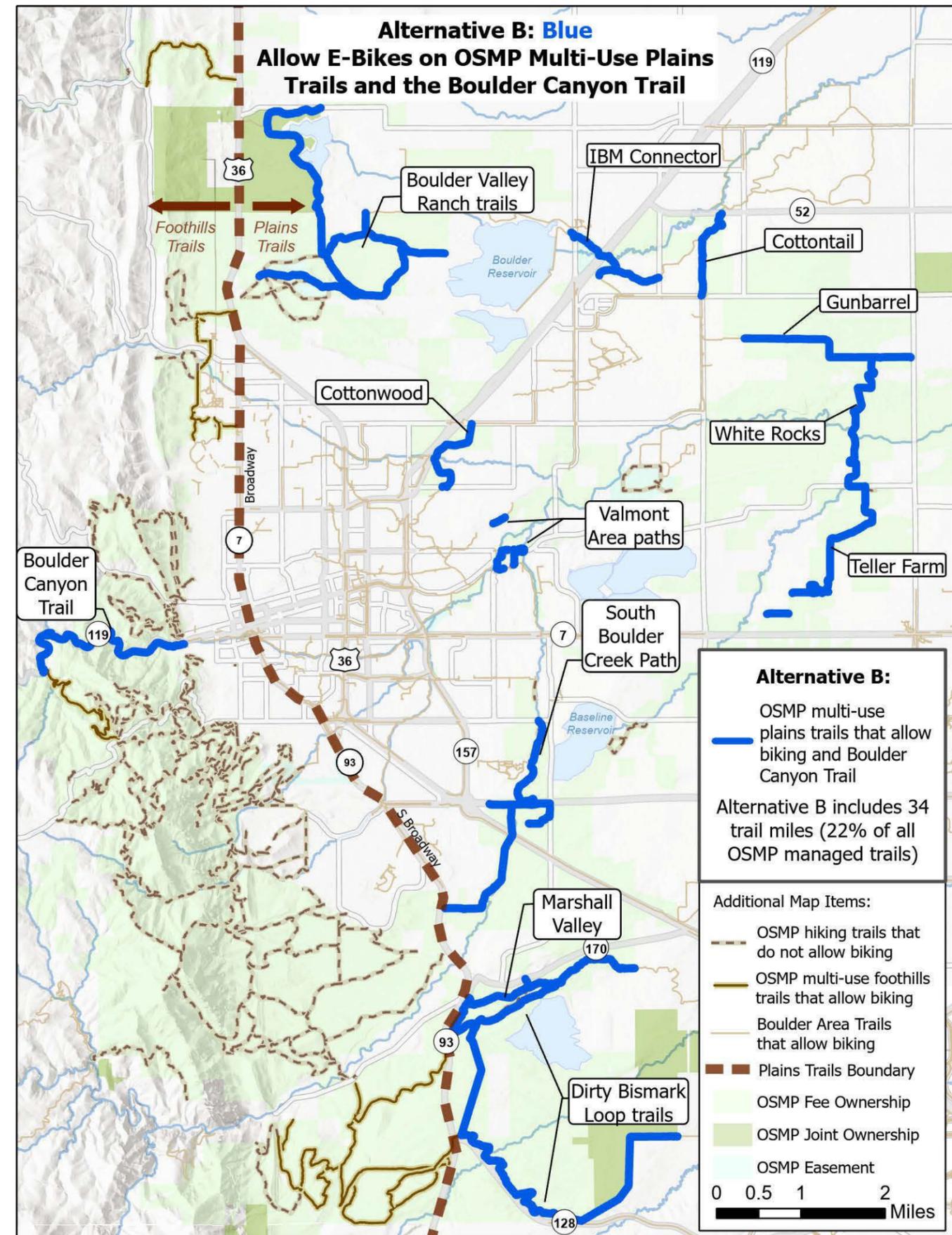
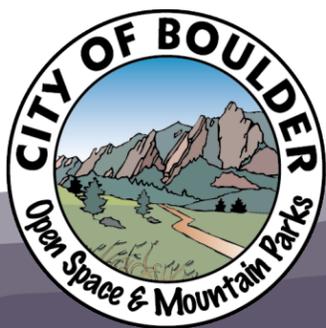
Recommend City Council allow class 1 and class 2 e-bikes on open space trails, where designated

and

2

Recommend OSMP designates and manages the trails in Alternative B for e-biking:

- Plains trails east of Broadway
- Boulder Canyon Trail



Presentation Overview



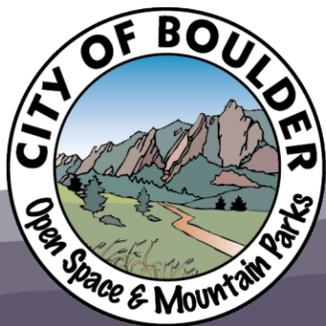
Planning Process



Approach for the Staff Recommendation



Next steps



Planning Process

Spring 2022 Alternatives Evaluation

- Develop criteria
- Evaluate alternatives
- Identify preliminary proposal

Summer 2022 Community Engagement

- Online questionnaire
- Onsite survey
- Office hours

Fall 2022 Additional Analysis

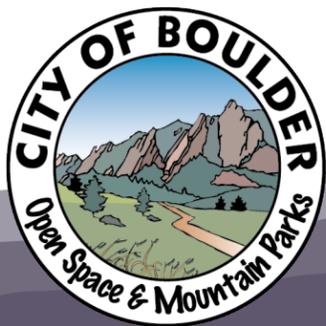
- **Nov. 9:** Results and Preliminary staff recommendation
- Board request for additional information

Winter 2023 Board Consideration

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Spring 2023 Council Consideration

We are
Here



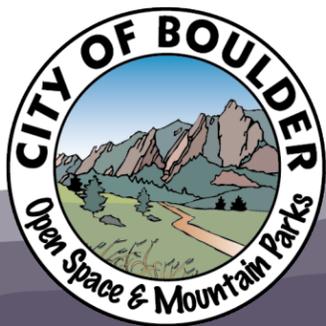
E-biking on open space

1 Visitor Master Plan Activity Assessment

- 1) compatibility with other recreational activities,
- 2) compatibility with resource protection,
- 3) compatibility with existing facilities and services, and
- 4) their relationship to the natural setting.

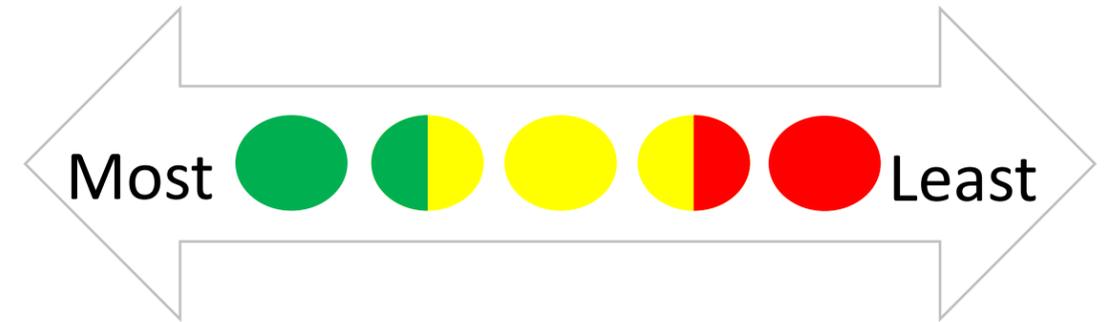
2 Management Alternatives to the status quo

- A. All Trails that allow bikes
- B. Plains trails located east of Broadway, and the Boulder Canyon Trail
- C. Inter-Connected Trails that allow bicycling and are part of the regional trail

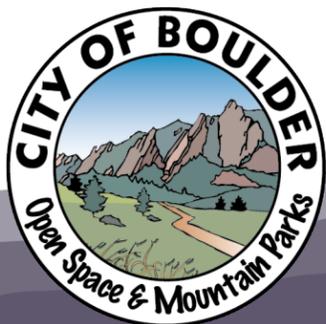


Evaluation matrix

Criteria
Community support
Equitable access to open space lands
Consistency with other inter-connected trails
Disposal of open space
Effectiveness of regulations
Safety / Conflict
Aligned with city climate initiatives
Protection of natural resources
Visitor displacement
Trail maintenance
Visitation



Preliminary Staff Proposal
Alternative B



**Spring 2022
Alternatives
Evaluation**

Preferred Alternative

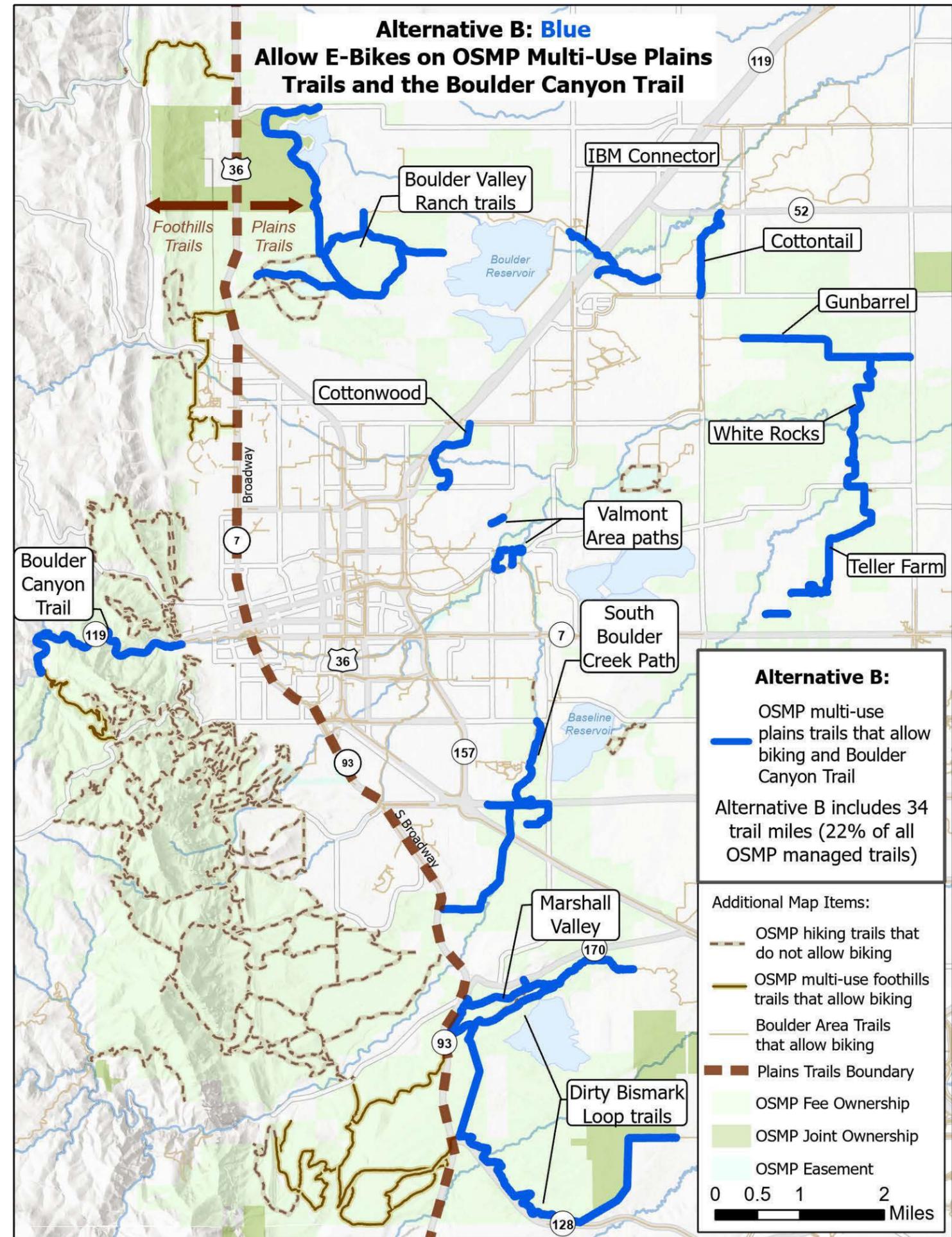
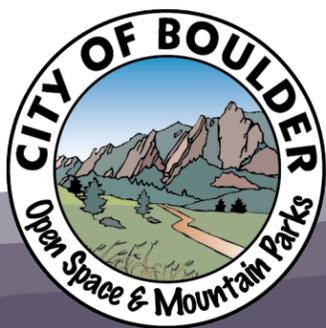
Alternative B

Plains Trails and Boulder Canyon Trail

34 miles of open space trails

22% of the 154 miles OSMP trail network

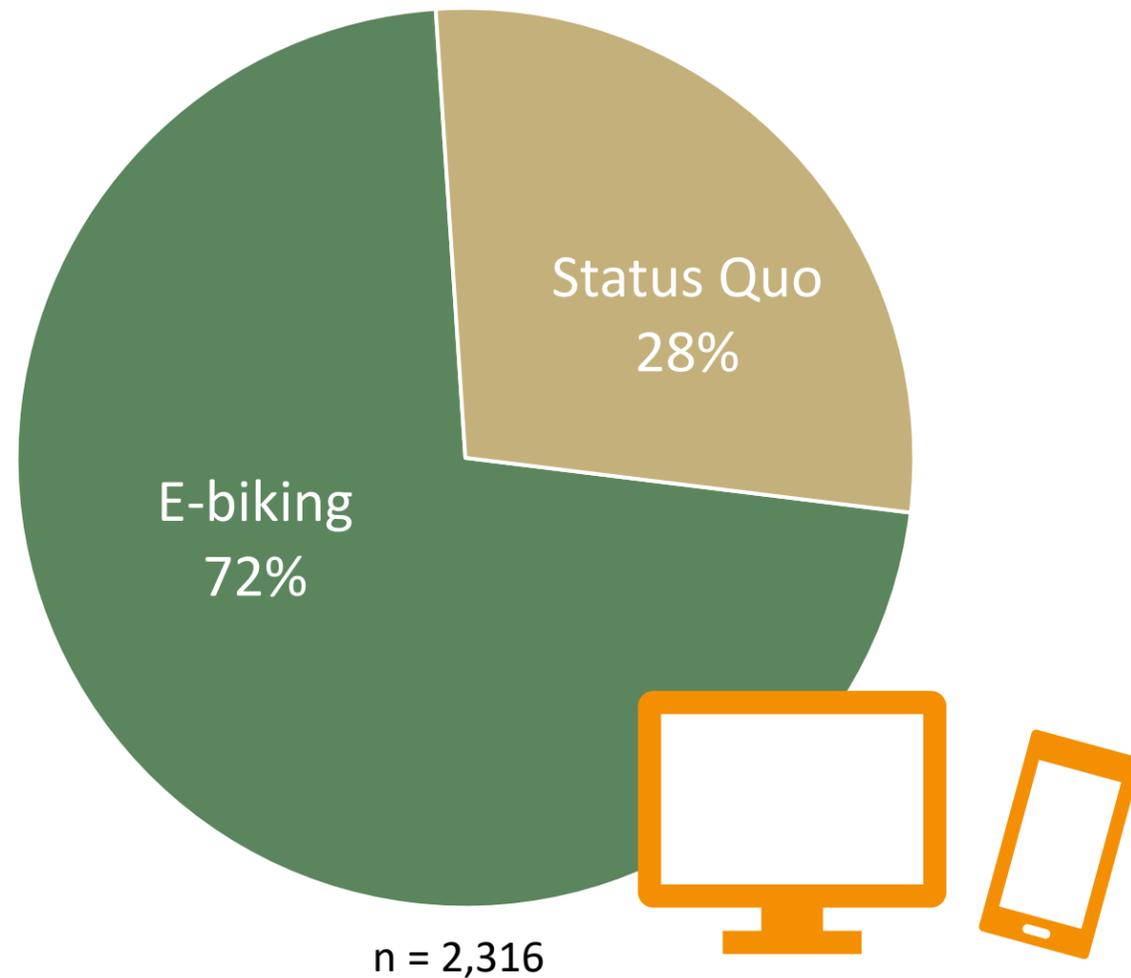
- Consistent visitor experience and regulations
- Increased equitable access
- Minimal impacts
- Supports broader city climate goals



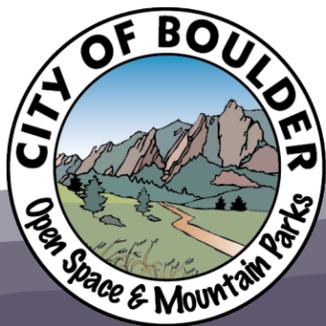
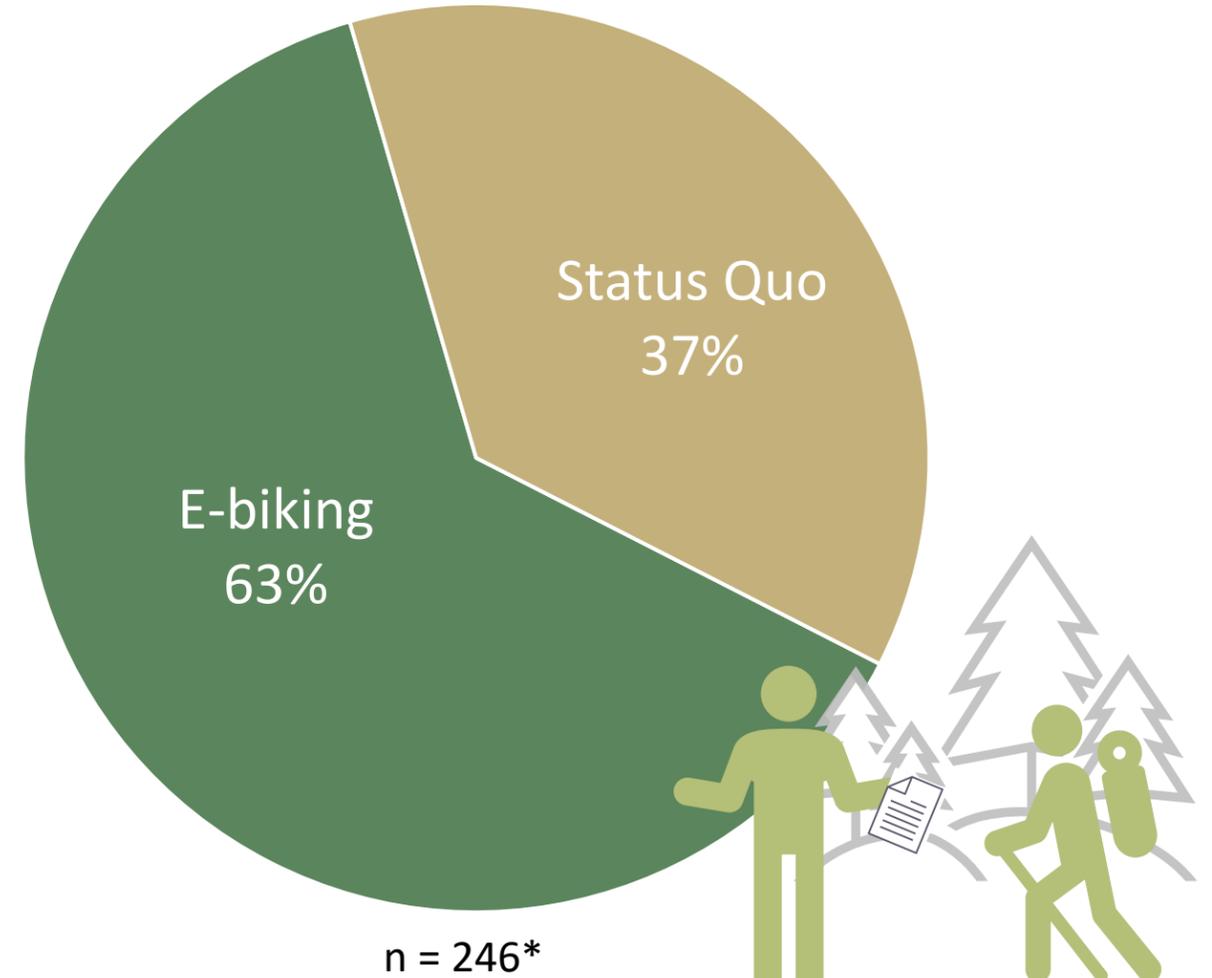
User: PhilC2 Date: 2/1/2023 Path: E:\MapFiles\Planning\E-Bike Assessment\ArcProFiles\EBikes.aprx

Support for E-bikes on Open Space

Online Engagement



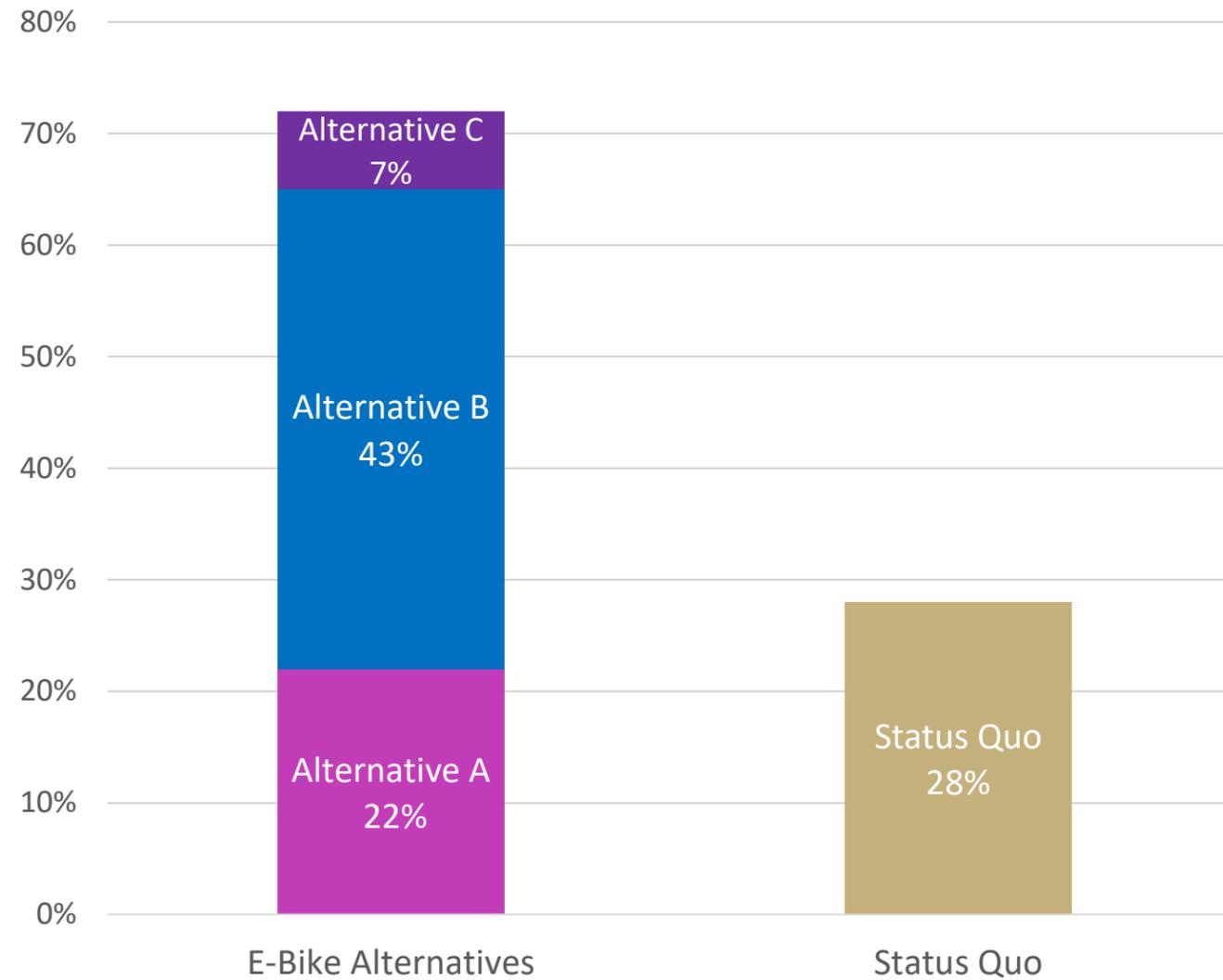
Onsite Intercept



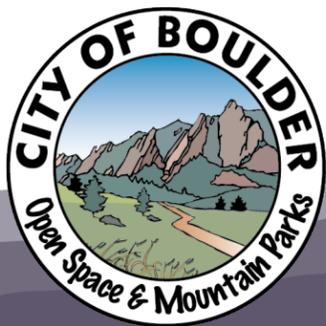
*These percentages come from a question that was added starting in week 4 of the 9-week survey that specifically asked respondents to indicate which option they "most prefer".

Online Engagement

Support for alternatives or the status quo



n = 2,316

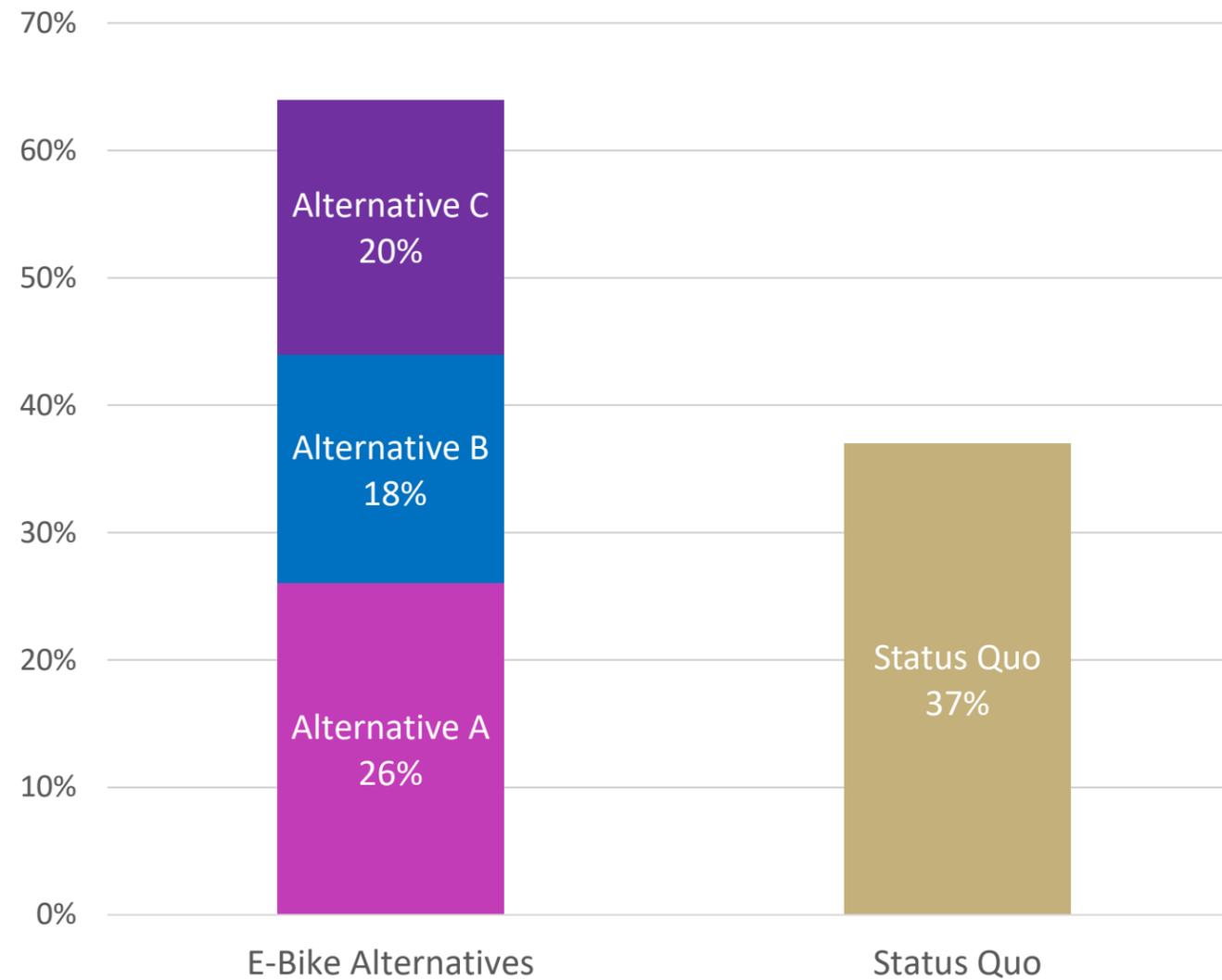


Onsite Intercept

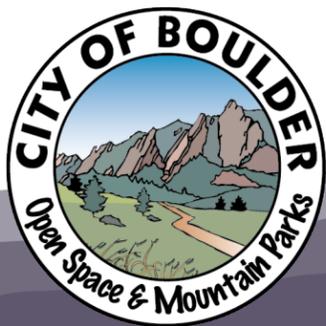
Management alternatives responses

Preference

Overall, which option do you most prefer?

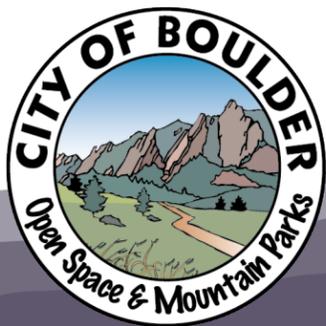
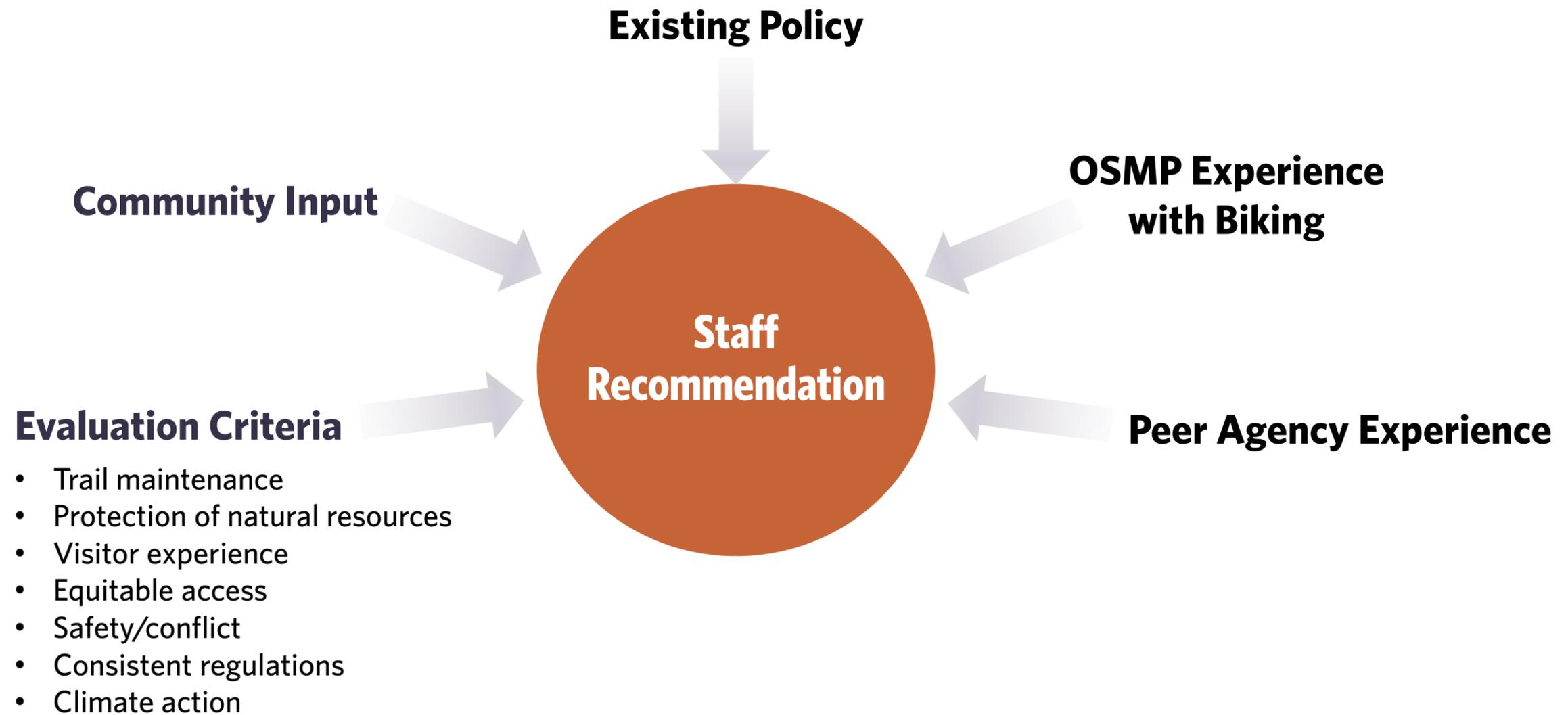


n = 246



**Fall 2022
Additional
Analysis**

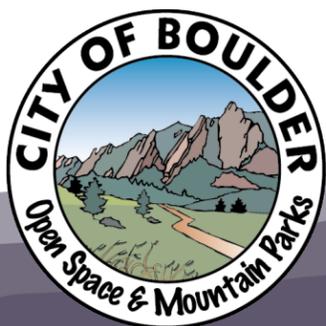
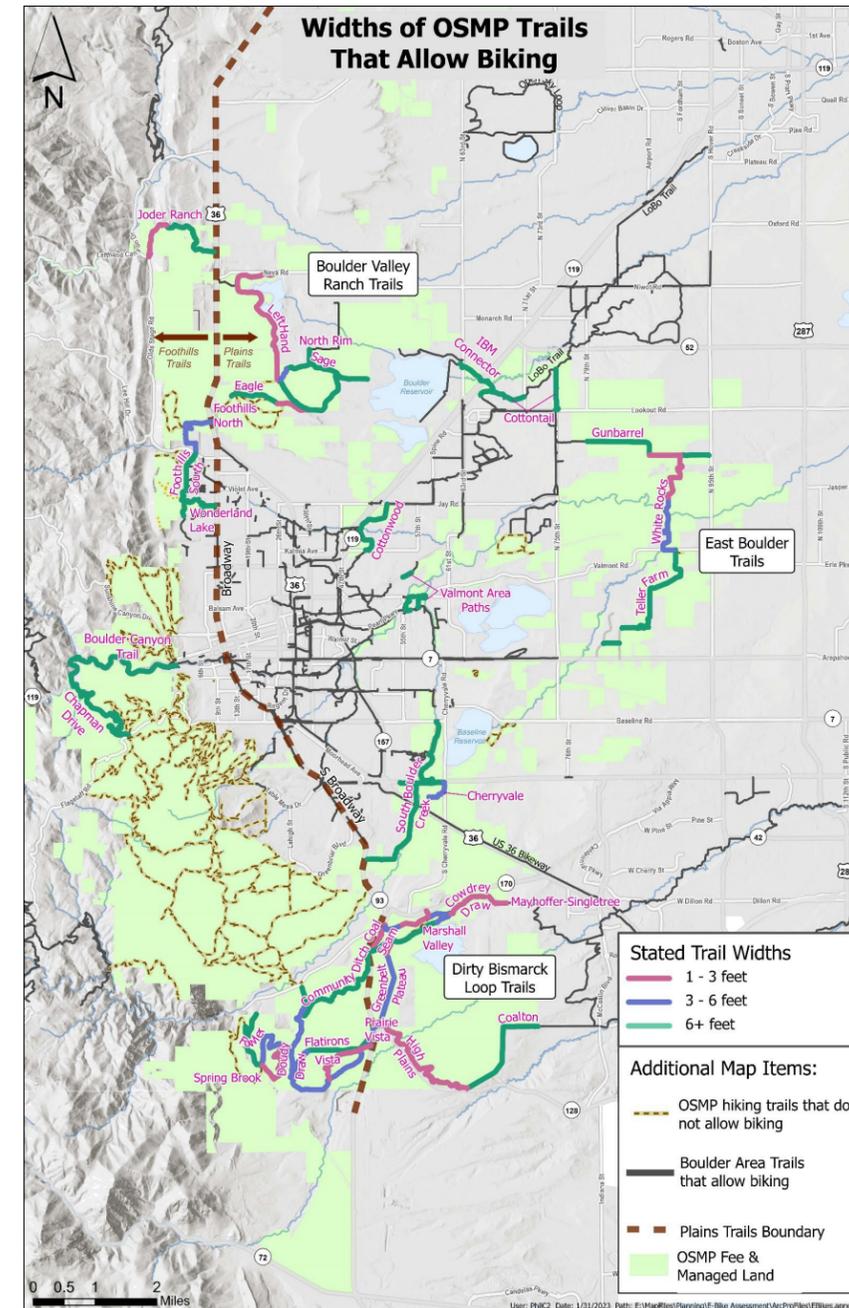
Final Recommendation



Fall 2022
Additional
Analysis

Additional information requested from OSBT

- Additional analysis of OSMP survey data
- Summary of unique ideas from online engagement responses
- Existing and proposed Enforcement
- OSMP & Accessibility
- Research of E-bike Battery Management System (BMS)
- Widths of OSMP managed trails that allow biking
- Agency comparison of visitation on trails that allow biking



Staff Recommendation

Staff requests the Open Space Board of Trustees make a motion to:

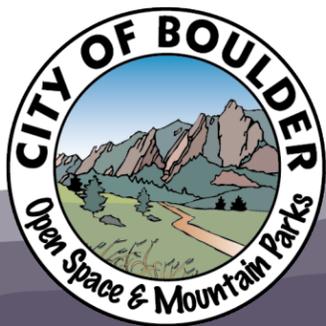
1

Recommend the Boulder City Council allow class 1 and class 2 e-biking as a passive recreational activity permissible on open space on trails where designated by the City Manager,

and

2

Recommend the OSMP Department proceed with the staff preferred alternative to implement this policy by designating and managing the trails in Alternative B - Plains trails located east of Broadway that allow biking, and the Boulder Canyon Trail for e-biking.



Staff Recommended Process (How)

1

POLICY (What):

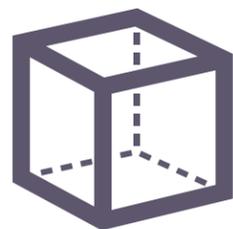
Allowing Class 1 & Class 2 e-biking on open space

(requires Council approval)

recommend to

Council

Policy is more static while...



2

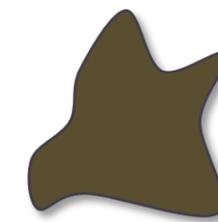
IMPLEMENTATION (Where):

To proceed with designating and managing the trails in Alternative B

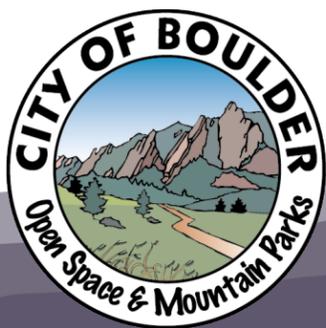
(on-the-ground management actions)

recommend as

Input to the Department



...implementation is more dynamic, and should be more adaptable and responsive to changing conditions.



Staff Recommended Process (How):

1

POLICY (What):

Allowing Class 1 & Class 2 e-biking on open space

(requires Council approval)

Process (How):

1. Legislative Finding
2. Repeal existing ordinance - in section 7-5-25 "No Electric Assisted Bicycles on Open Space"
3. Replace with a new ordinance
4. Identify the rulemaking process be used to implement the policy

2

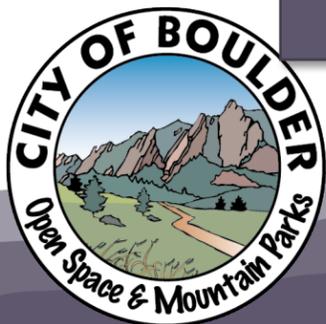
IMPLEMENTATION (Where):

To proceed with designating and managing the trails in Alternative B

(on-the-ground management actions)

Process (How):

1. City Manager Rule (identifying which trails e-bikes are allowed)



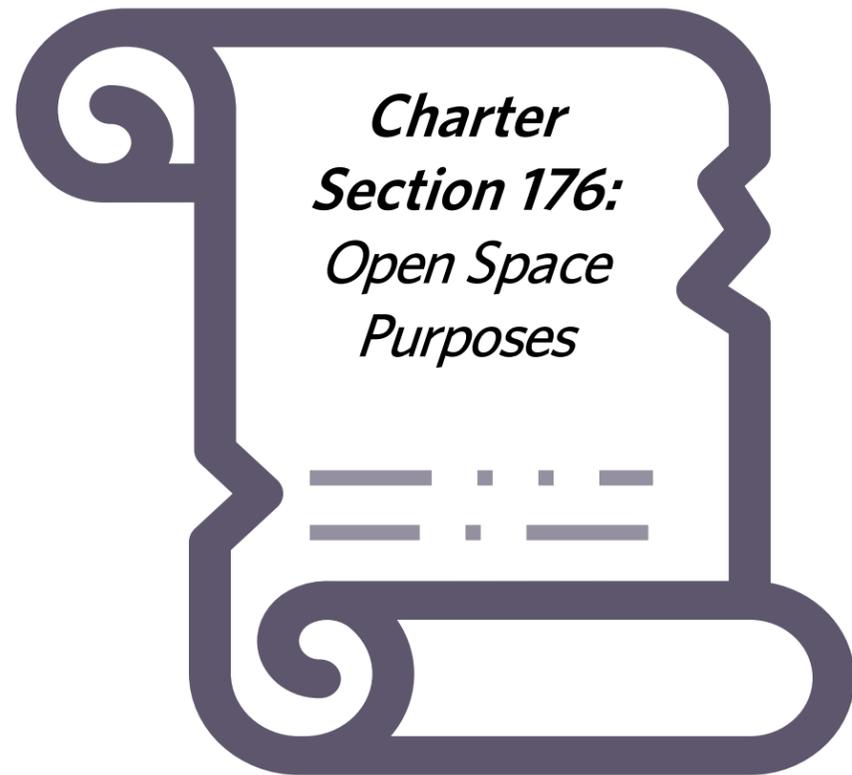
POLICY

Allow e-biking on OSMP

Process (How):

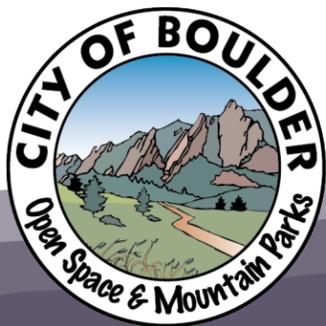
1. Legislative Finding

Legislative Finding



“Open space land shall be acquired, maintained, preserved, retained, and used only for the following purposes...”

- One such purpose is preservation of land for passive recreational use



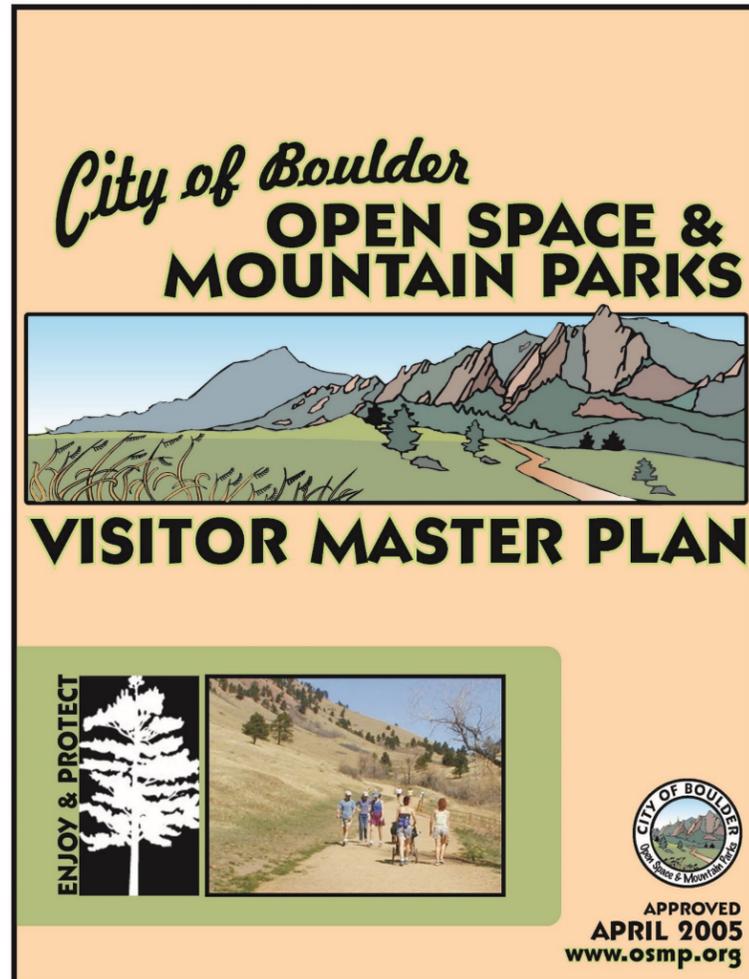
POLICY

Allow e-biking on OSMP

Process (How):

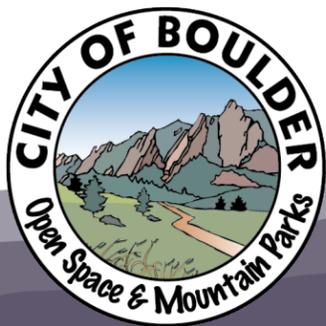
1. Legislative Finding

Legislative Finding



The VMP defines passive recreation as *non-motorized* activities that achieve the following set of criteria:

- Offer constructive, restorative, and pleasurable human benefits that foster an appreciation and understanding of Open Space [and Mountain Parks] and its purposes
- Do not significantly impact natural, cultural, scientific, or agricultural values
- Occur in an Open Space and Mountain Parks setting, which is an integral part of the experience
- Require only minimal facilities and services directly related to safety and minimizing passive recreational impacts
- Are compatible with other passive recreational activities



POLICY

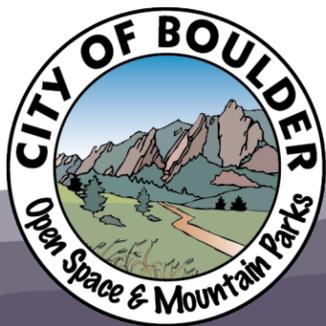
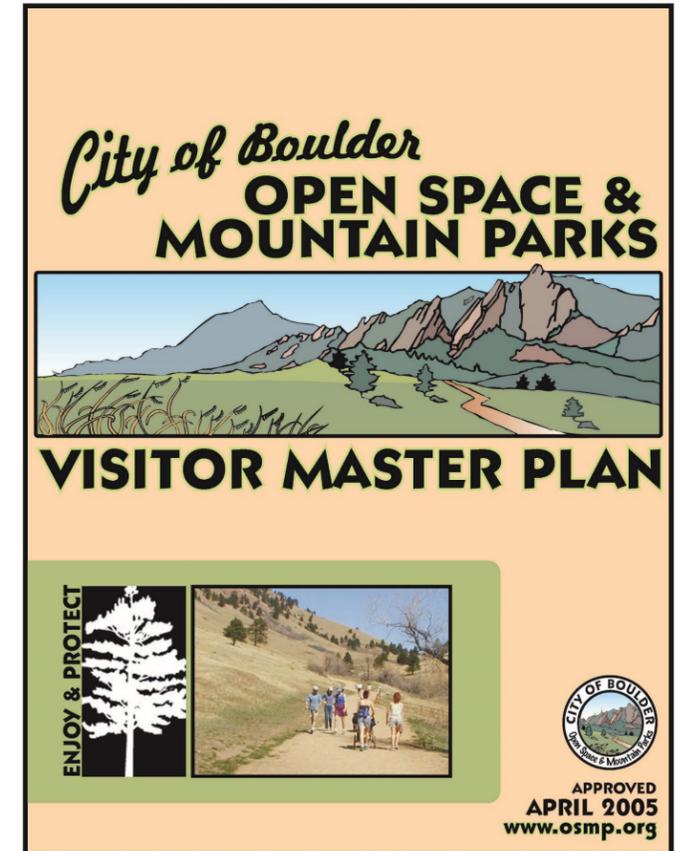
Allow e-biking on OSMP

Process (How):

1. Legislative Finding

Legislative Finding

*Charter
Section 176:
Open Space
Purposes*



POLICY

Allow e-biking on OSMP

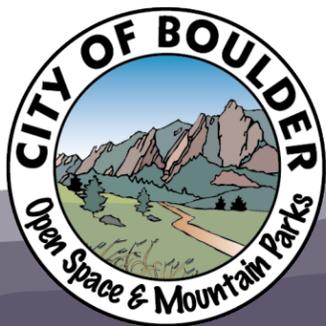
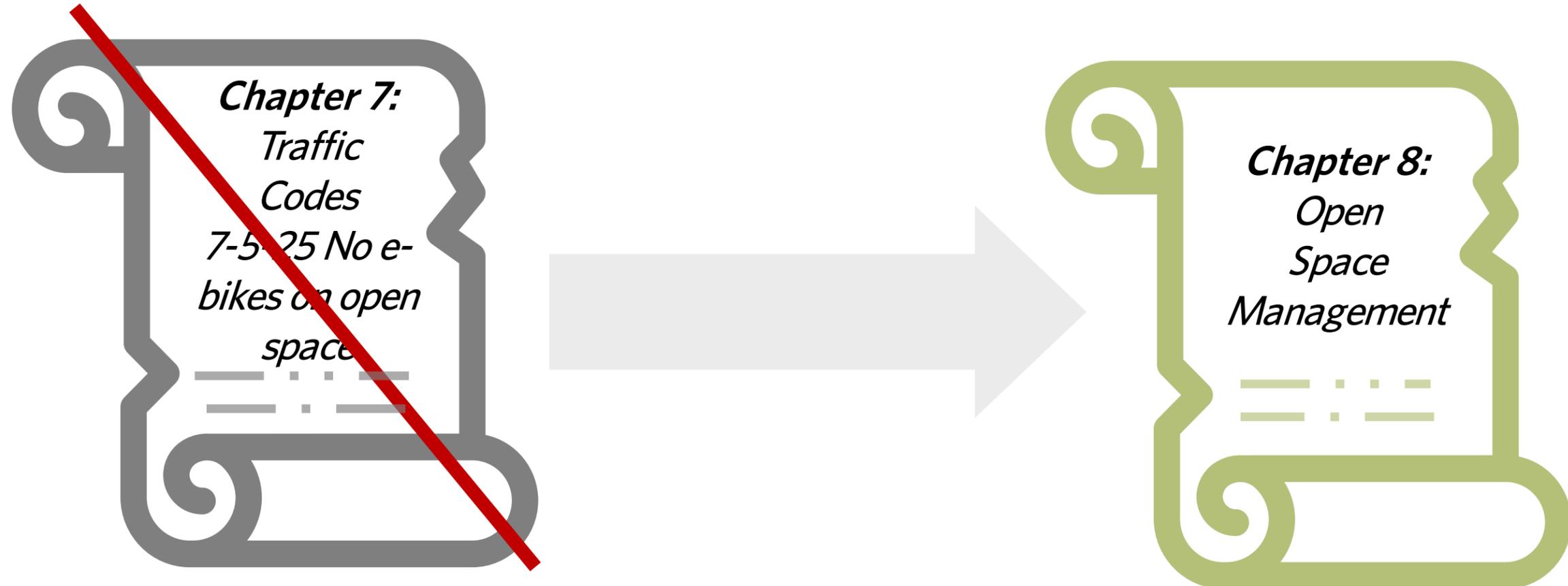
Process (How):

- 2. Repeal existing ordinance

Ordinance Changes

Repeal "Traffic Code" ordinance:

7-5-25 "No Electric Assisted Bicycles on Open Space"



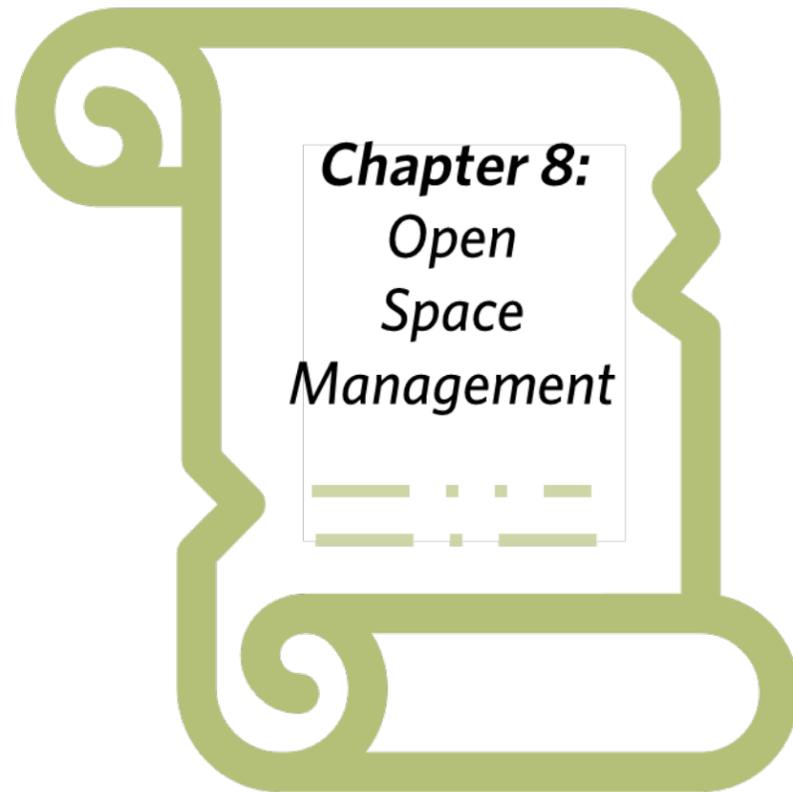
POLICY

Allow e-biking on OSMP

Process (How):

3. Replace with a new ordinance

Ordinance Changes

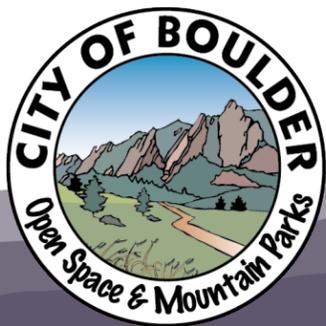


“Open Space” Ordinance:

8-8-12 “Electric Assisted Bicycles on Open Space”

1. Legislative finding that e-biking is passive recreation
2. Allows e-bikes on certain designated open space trails
3. Establishes the City Manager Rule as the mechanism to designate trails for e-biking

BRC amendments to define and regulate e-biking



POLICY

Allow e-biking on OSMP

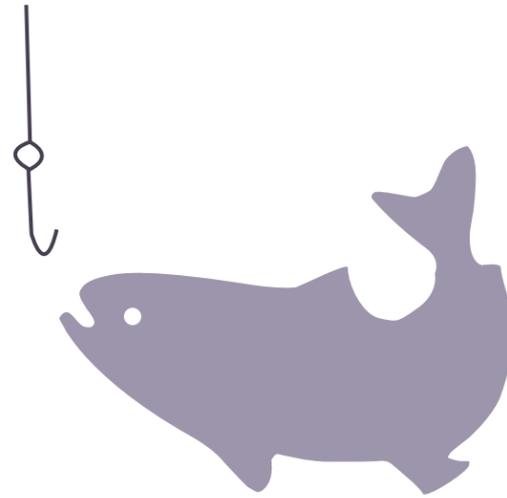
Process (How):

3. Replace with a new ordinance

Regulations that allow open space uses by exception



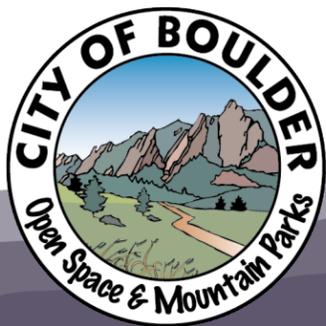
Biking



Fishing

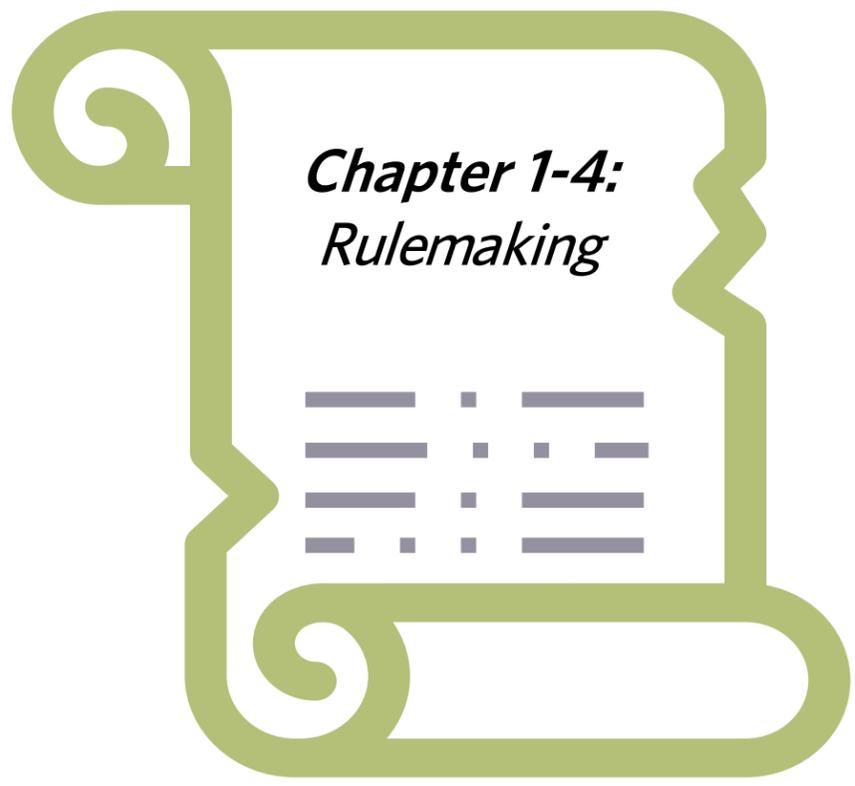


Sledding

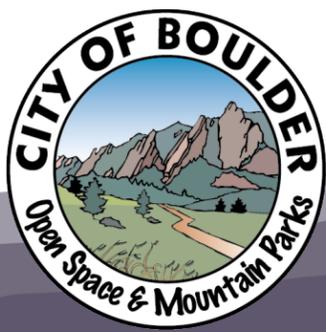
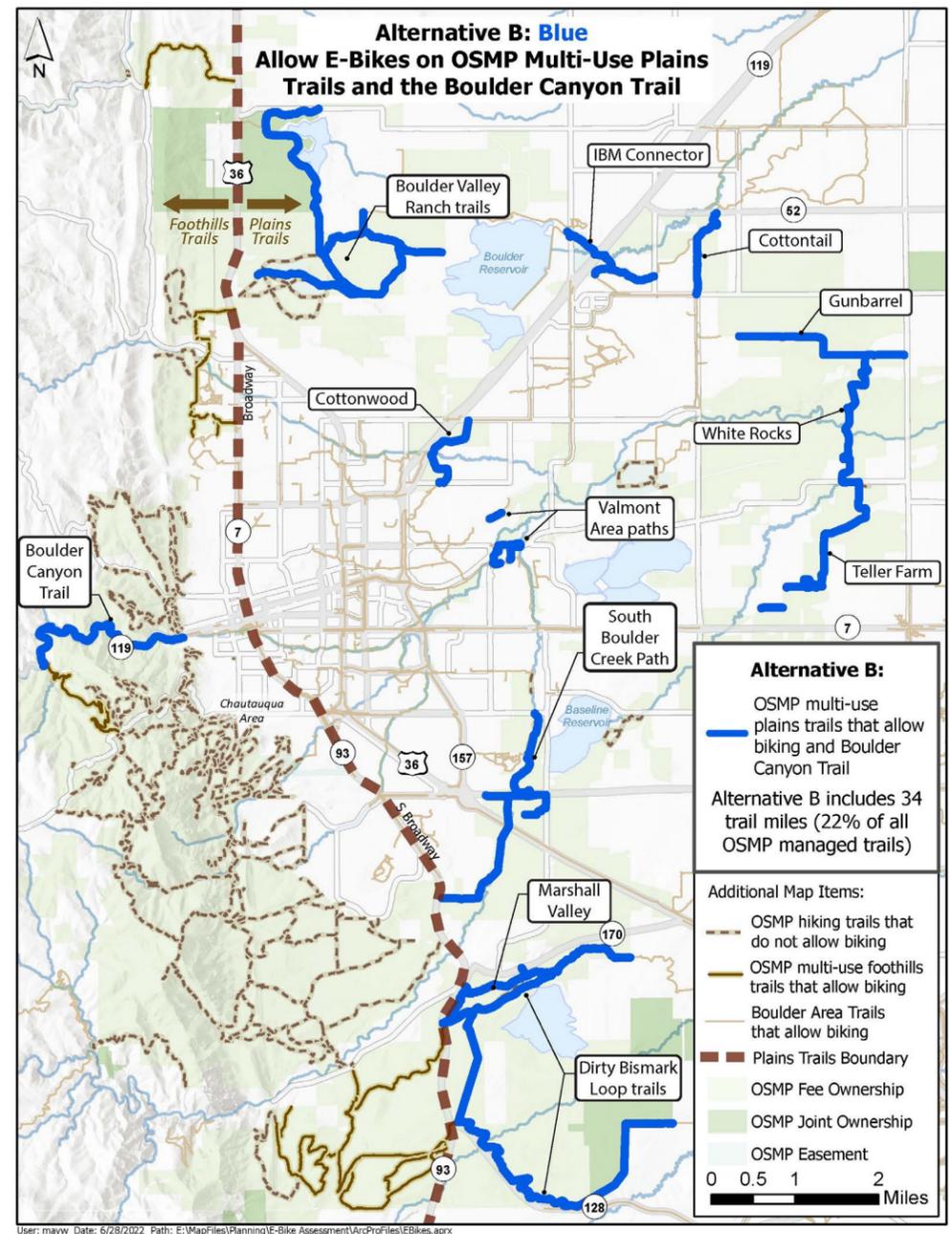


IMPLEMENTATION
 Designate & Manage Trails
Process (How):
 1. City Manager Rule

City Manager Rule

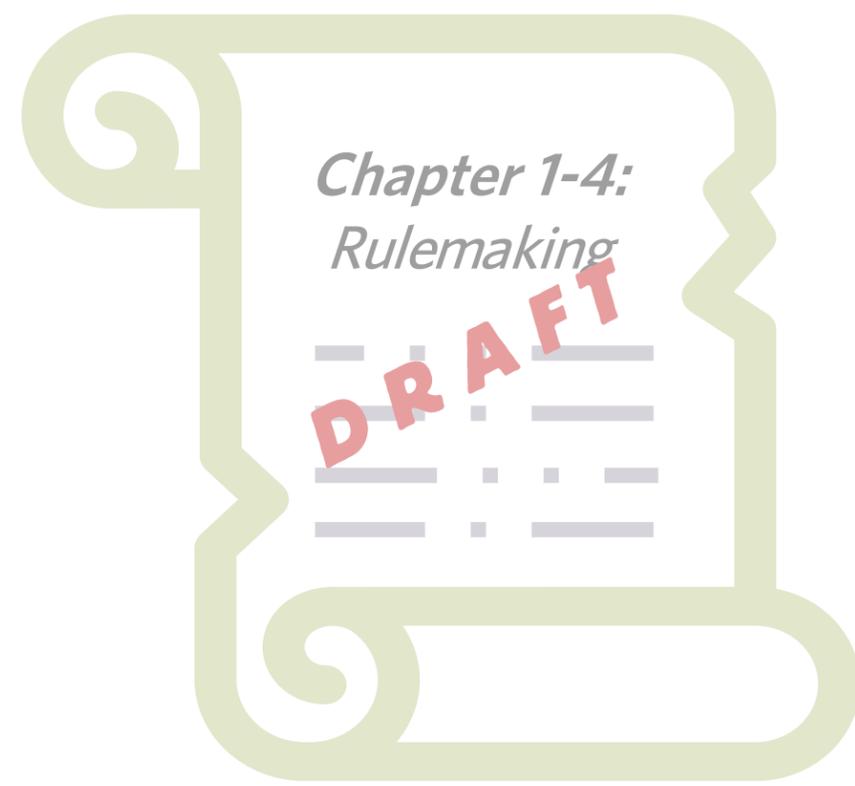


- 1** Staff identifies trails based on evaluation and input received
- 2** Staff proposes the rule to the City Manager
- 3** City Manager adopts the rule

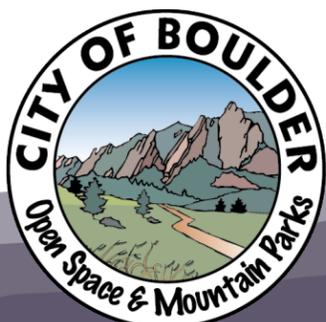
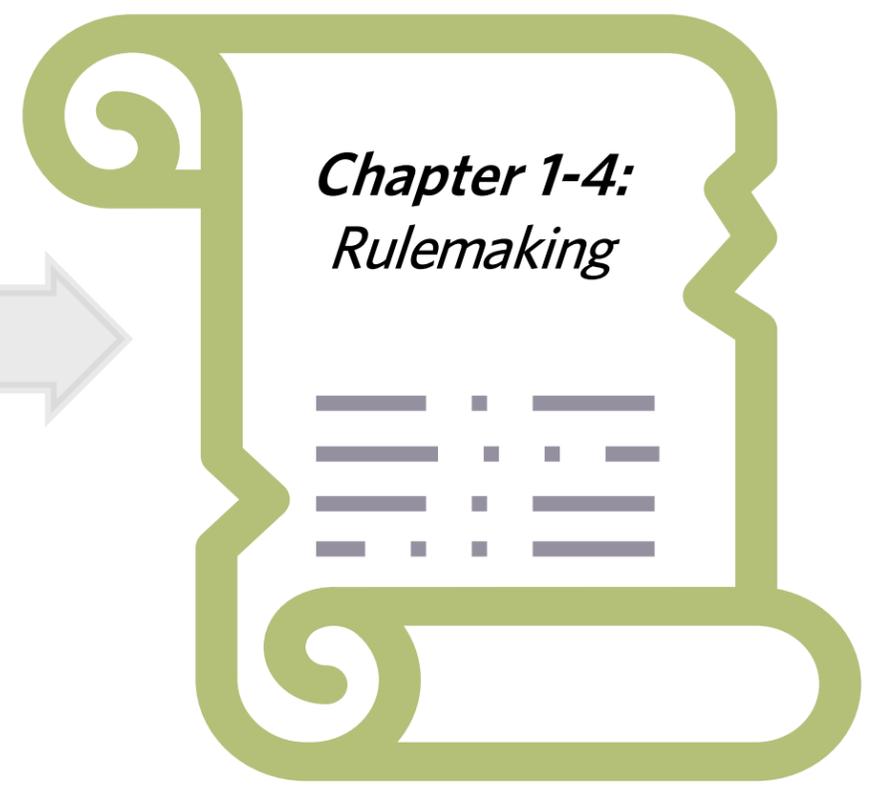


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Process (How):
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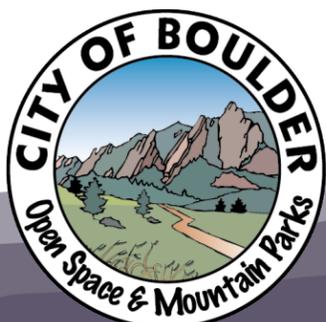
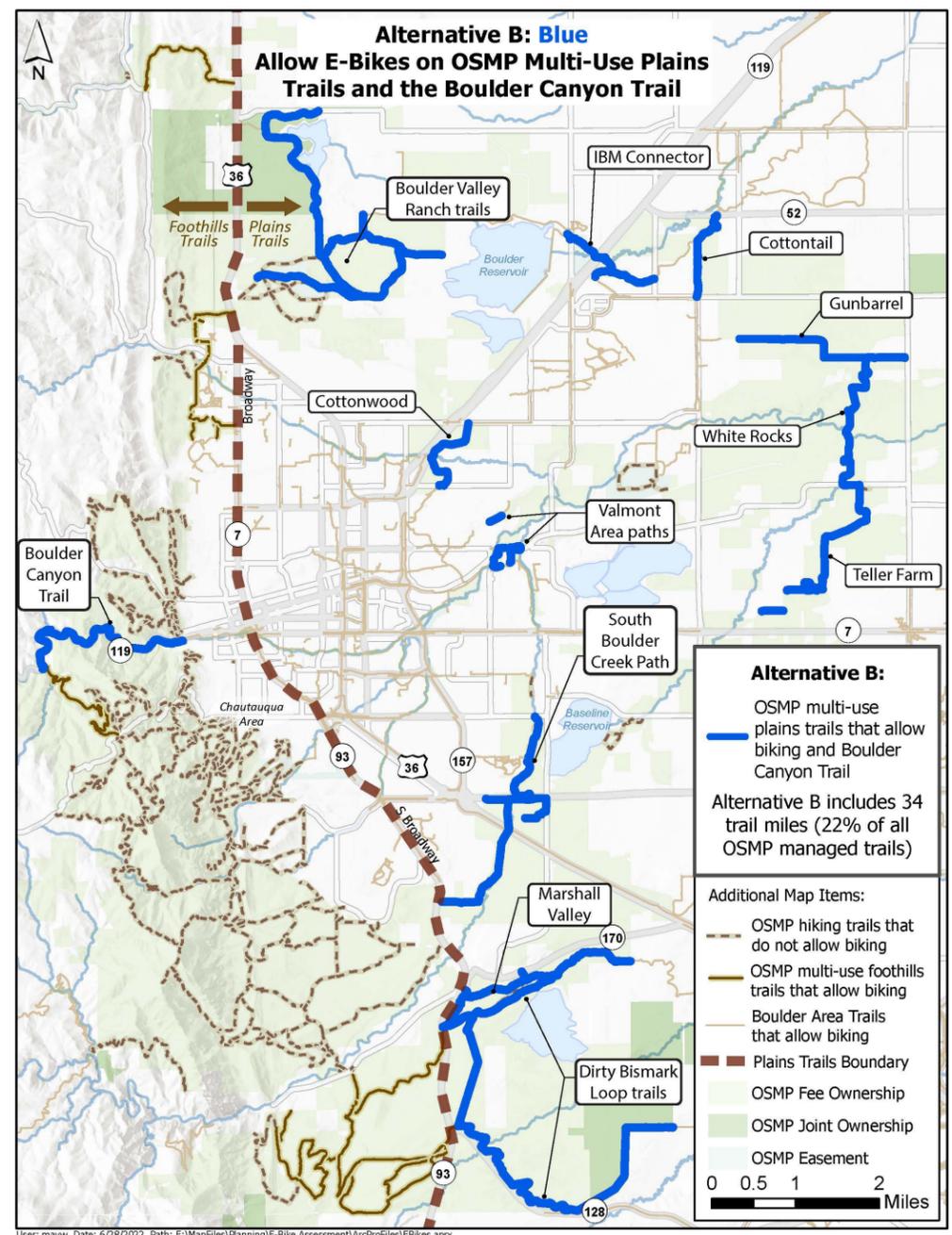
Requirement to publish the proposed rule and consider public comments before the rule or amendments become final



IMPLEMENTATION
 Designate & Manage Trails
 Process (How):
 1. City Manager Rule

Alternative to City Manager Rule

*Charter Section
 171: Functions of the
 Department
 (a) & (b)*



Staff Recommendation

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1

POLICY:

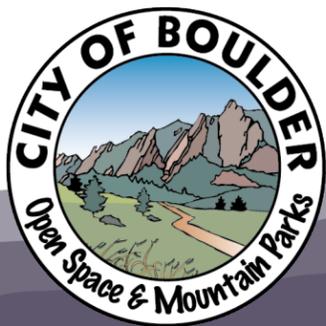
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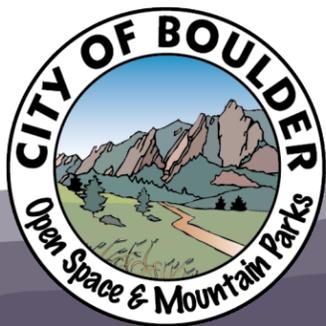
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Questions?

