

ISSUES SUBMITTAL FORM

Date: 10/13/2021

ISSUE:	Should the hunting reservation system (HRS) be used to manage hunter access on the Jefferson County portion of Golden Gate Canyon State Park?
DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):	
<p>Golden Gate Canyon State Park is located in Gilpin and Jefferson counties northwest of Golden. Big game and small game hunting are allowed on the Jefferson County portion of the park. Hunting is managed as first come, first served with a sign-in/sign-out requirement for hunters. Each day a limited number of hunters are allowed to hunt and each hunter is required to go to the Visitor Center to sign in and sign out. The regulation reads as follows:</p> <p><i>Parks Board regulation # 100-D.13(b)(1) - During deer and elk seasons, any lawful method of hunting may be used for hunting such big game; and beginning the Tuesday after Labor Day and continuing through the Friday prior to Memorial Day, any lawful method of hunting may be used during hunting seasons for small game, in areas not posted as prohibiting such use or uses. Provided further that hunters must visit the designated check station to check in prior to hunting and check out after hunting.</i></p> <p>The number of visitors at the park has increased by 60% since 2019 and this has corresponded to an increase in reported conflicts between hunters and non-hunters. The number of hunters allowed per day (35) has not changed for over 20 years but harvest success rates have decreased and hunter complaints about the number of non-hunters in hunting areas has increased. Big game harvest success rates for Golden Gate State Park are very low compared to most other Front Range hunting areas and may be attributed to the increase in park user numbers. The 3-year average of big game harvest success for Golden Gate State Park is estimated at 2% and hunters have complained about the hunting experience. It is recommended to reduce the number of hunters each day from 35 to 15 to address the concerns of increasing user-user conflicts, the concern for recreational safety during hunting seasons from increasing park visitors, and poor harvest success. Based on the daily number of hunters who have signed in to hunt at the park in recent years, which has typically been below 15 per day, setting the maximum daily number of hunters at 15 should satisfy demand while addressing concerns.</p> <p>The current process of signing in and out at the Visitor Center is not convenient for hunters who hunt areas of the park that are 20-30 minutes in driving distance from the Visitor Center. We are recommending the hunter reservation system (HRS) be implemented for reserving hunting access and regulating the number of hunters on the Jefferson County portion of Golden Gate State Park. The HRS system adds convenience to the daily sign in/sign out requirement for hunters.</p> <p>Implementing HRS will allow for staff to more easily access hunter contact information to collect and analyze data like the number of hunter days, harvest data, and hunter satisfaction to inform future management of recreational uses on the park.</p> <p>The proposed changes are the result of multiple meetings between numerous internal CPW staff to address hunter complaints, low hunter harvest success, and the number of hunters using the park. During the 2021 hunting seasons, CPW staff will gather hunter input regarding the utilization of HRS for future hunting seasons and gather feedback on the hunting experience at Golden Gate State Park. This feedback will be used to guide management decisions and the potential implementation of HRS.</p>	
<p>STATE LAW REQUIRES CPW TO SOLICIT INPUT FROM STAKEHOLDERS THAT MAY BE AFFECTED POSITIVELY OR NEGATIVELY BY THE PROPOSED RULES. THE FOLLOWING STAKEHOLDERS HAVE BEEN ADVISED OF AND INVITED TO PROVIDE INPUT ON THE REGULATORY CHANGES PROPOSED IN THIS ISSUE PAPER:</p>	

IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED.	
<p>External Stakeholders will be surveyed throughout the 2021 hunting seasons and have an opportunity to provide feedback regarding the proposed regulation change to mandatory reservations through HRS for the 2022 big game hunting seasons.</p> <p>Internal Stakeholders include: Area Wildlife Manager – Mark Lamb, District Wildlife Manager – Tim Woodward, Senior Terrestrial Biologist, now Northeast Deputy Region Manager – Shannon Schaller, Policy and Planning Staff – Kacie Miller & Jonathan Boydston. These internal CPW Stakeholders have been involved in discussions and support this proposed regulation change.</p> <p>All contact information from hunters that registered to hunt on the Jefferson County portion of the park in 2020 were compiled and those hunters will be contacted with a short survey to gather feedback. In addition, CPW staff will conduct field surveys of hunters during the 2021 seasons to gather their input on hunter satisfaction and the use of HRS. This feedback will be used to guide management decisions on the park.</p>	
ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):	
<p>1. *Preferred Alternative*: <i>During deer and elk seasons, any lawful method of hunting may be used for hunting such big game; and beginning the Tuesday after Labor Day and continuing through the Friday prior to Memorial Day, any lawful method of hunting may be used during hunting seasons for small game, in areas not posted as prohibiting such use or uses. To make a reservation, hunters must already possess a valid big game license for the specific hunt code permitted on the property or a valid small game license. Reservations must be made through the Hunter Reservation System in accordance with #901.A of these regulations.</i></p> <p>2. Status Quo</p>	
Issue Raised by:	Todd Farrow (Park Manager – Golden Gate Canyon State Park) and Shannon Schaller (NE Deputy Regional Manager)
Author of the issue paper (if different than person raising the issue):	
CC:	Mark Leslie, Mark Lamb, Tim Woodward, Kacie Miller, and Jonathan Boydston
APPROVED FOR FURTHER CONSIDERATION BY:	Mark Leslie
REQUIRES NEW SPACE IN THE BROCHURE?	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?	<input checked="" type="checkbox"/> YES <input type="checkbox"/> NO
REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION	NE Region, Licensing
RECOMMENDED FOR CONSENT AGENDA?	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO

Feedback regarding the proposed regulation change to mandatory reservations through HRS for Jefferson County portion of Golden Gate Canyon State Park's (GGCSP)

As part of a larger effort to gather input from visitors to GGCSP, hunters (343 individuals) from the previous two years were emailed a survey which was made available to those signing in during September 2021's seasons. The hunters were asked about their motivations to hunt in general and specifically why they to choose to hunt at GGCSP. In addition they were asked what impacts their hunting experience and their thoughts about adding reservations, reducing the numbers of hunters per day and increasing communication efforts with all visitors regarding multiple recreation opportunities occurring in the same area of the park.

A total of 149 responses were received. A high percentage (89%) of respondents chose "proximity to home" as the reason they hunt at GGCSP. Nearly half (47%) chose "the park is easily accessible for hunting via parking and trails" and only 16% selected "quality hunting experience". Overall respondents understand user numbers (including hunters) are high at GGCSP leading to human safety and resource protection concerns. The unique opportunity to hunt close to home, in this GMU, and at a park with fantastic scenery, watchable wildlife and great staff is valued.

In addition, there is desire to eliminate the requirement to sign-in and out at the Visitor Center. There is not strong agreement that safety and hunter success will improve with the proposed changes but comments indicate this is due to the bigger issue of total number of people using the area. And, there are concerns about being able to get a reservation, other hunters making reservations they then do not use and limiting "spur of the moment" decisions to go hunting. Not all of these respondents were against reservations, they just are concerned about limits to opportunity and how reservations will be implemented.

Given the survey results and CPW staff desire to begin reservations, limit number of hunters per day and increase communications the proposal should move forward with continued effort to 1) develop and implement a strategic communications plan and 2) work to increase functionality with HRS in the coming years.

GGCSP will be the first park to use HRS for big game. There are some similarities with parks using HRS for waterfowl blinds but GGCSP is a much larger park with many entrances making tracking reservations more challenging. HRS does not currently track if people show up or harvest numbers. The desire to eliminate the Visitor Center logbook and to keep hunters accountable for using their reservations mean some level of park staff resources will need to be used in the short-term.

ISSUES SUBMITTAL FORM

	Date: 10/13/2021
ISSUE:	Add a park-specific regulation permitting kiteboarding at Navajo State Park
DISCUSSION (FACTS AND FIGURES, EXPLANATION OF ISSUE):	
Chapter P-1, 2 CCR 405-1, #100 C-15 Colorado Parks and Wildlife State Park Regulation #100 C-15 AIRCRAFT	
<p>This regulation addresses the use of aircraft on state parks and outdoor recreation lands and waters.</p> <p><i>“To land or take off with any type of aircraft on any Parks and Outdoor Recreation lands and waters, except as specifically authorized by these regulations or in case of emergency. “Aircraft” means any device or equipment that is used or intended to be used for manned flight or to otherwise hold humans aloft for any period of time, including powerless flight, and specifically includes, but is not limited to, airplanes, helicopters, gliders, hot air balloons, hang gliders, parachutes, parasails, kite boards, kite tubes, zip lines and other similar devices or equipment.”</i></p> <p>This regulation allows for exceptions when specifically authorized by regulation. The purpose of this issue sheet is to create a park-specific regulation allowing kiteboarding at Navajo State Park.</p> <p>Navajo Reservoir is a 15,600-acre reservoir located in southwest Colorado and northwest New Mexico and is very popular with diverse water based recreation. Navajo Reservoir is unique in that it is contained in Colorado and New Mexico and those recreating on the water disperse between the two states.</p> <p>Colorado Parks and Wildlife Navajo State Park is responsible for the recreation management on approximately 3,000 acres of Navajo Reservoir located in Colorado. Currently kite boarding is not permitted at Navajo State Park in Colorado, but is permitted at Navajo Lake State Park in New Mexico. With boaters dispersing across the 15,600-acre reservoir, there is sufficient space for allowing kiteboarding.</p> <p>Kiteboarding (also known as kitesurfing) is a water based recreational activity that combines elements of windsurfing and wakeboarding. A kiteboarder wears a harness that is attached to a hand-controlled kite and stands on a board, similar to a wakeboarding board. Instead of a motorboat, a kiteboarder uses a kite and the wind to pull them across the surface of the water. Kiteboarding usually takes place when there are moderate winds (10 mph – 25 mph).</p> <p>There are 4 or 5 lines running from the kite to a control bar which a kiteboarder uses to sheet the kite in and out and steer the kite. The control bar is attached to the harness of a kiteboarder with a quick release. The length of the lines are typically 15 meters (49 feet) for beginners and 20 meters (65 feet) – 23 meters (75feet) for experienced kiteboarders. In light winds, kiteboarders may add 4-meter (13 foot) extensions.</p> <p>The safety system for kiteboarding works in three progressive steps:</p> <p>The first safety step is for a kiteboarder to release the control bar. This allows the control bar to move a short distance away from the kiteboarder. This opens the kite up and the majority of the wind filling the sail of the kite will slip past it, dramatically reducing the power of the kite. If the bar is left out the kite will eventually settle on the water. A kiteboarder can relaunch the kite from the water by using the control bar.</p> <p>The second safety system is the quick release. Activating the quick release detaches the kite from the harness except for one line, which remains attached to the harness with a safety leash. When the quick release is activated the bar moves away from the kiteboarder the distance required to remove tension from all but the one line attached to the safety leash. Having the kite tensioned by only 1 line allows the kite’s sail to slip all of the wind and the kite loses all of its power and will fall to the water. The kiteboarder can work his way up that one line to the control bar and either relaunch the kite or perform a self-rescue.</p>	

The third safety system is the safety leash release. The safety leash release disconnects the kiteboarder completely from the kite and the kite loses power and will fall to the water.

When a kite loses power and falls to the water, the kiteboarder will settle into the water. When a kiteboarder falls, using the steps above causes the kite to lose power and fall to the water. This is similar to waterskiing behind a boat. When the towboat slows or stops, the water skier will settle into the water.

A self-rescue is a procedure that kiteboarders use to wrap the kite lines around the control bar while in the water. Once a kiteboarder has all the lines wrapped around the control bar they will be at the kite. If the kite is an inflatable kite, a kiteboarder will use the kite as a flotation device and a sail to carry them to shore. If the kite is a ram air kite, a kiteboarder will gather the kite up and swim to shore.

In addition to the three safety systems, freshwater kiteboarders typically wear personal flotation devices. By statutory definition, kiteboards are considered a vessel and are required to follow all applicable Colorado boating statutes and regulations.

It is proposed that kiteboarding be permitted at Navajo State Park via special activity permit with the following guidelines:

- Must have three safety systems: Control Bar Release, Quick Release, Safety Release.
- All three safety systems must be in good and operational condition and in compliance with manufacturer specifications.
- Kiteboarders must wear a United States Coast Guard approved personal flotation device when kiteboarding.

STATE LAW REQUIRES CPW TO SOLICIT INPUT FROM STAKEHOLDERS THAT MAY BE AFFECTED POSITIVELY OR NEGATIVELY BY THE PROPOSED RULES. THE FOLLOWING STAKEHOLDERS HAVE BEEN ADVISED OF AND INVITED TO PROVIDE INPUT ON THE REGULATORY CHANGES PROPOSED IN THIS ISSUE PAPER:

***IT IS ASSUMED THAT ALL NECESSARY INTERNAL PARTIES HAVE BEEN NOTIFIED*.**

Kiteboarders – This request came from kiteboarders who have worked with us on developing this regulation. They are in favor of adding this park specific regulation.

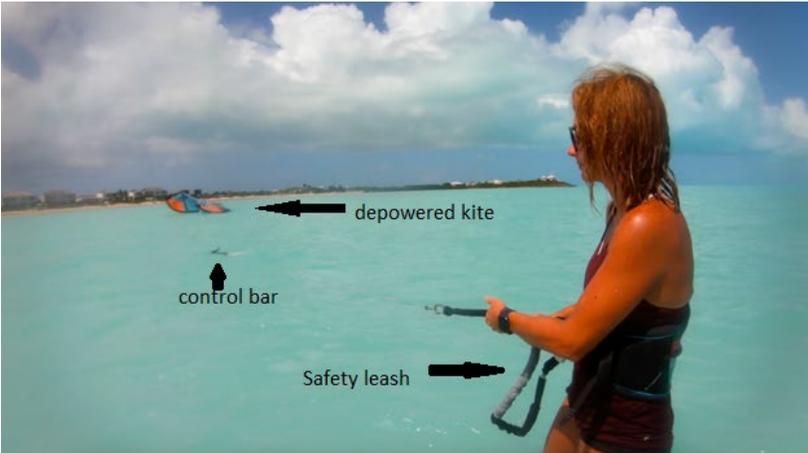
ALTERNATIVES: (POSSIBLE OUTCOMES or POSSIBLE REGULATIONS):

1. ***Preferred Alternative*:** Add park specific regulation #100.D.26.b Kiteboarding is permitted at Navajo State Park via a special activity permit with the following restrictions:
 - (i) Must have three safety systems: Control Bar Release, Quick Release, Safety Release.
 - (ii) All three safety systems must be in good and operational condition and in compliance with manufacturer specifications so that when activated the kite loses power and falls to the water.
 - (iii) Kiteboarders must wear a United States Coast Guard approved personal flotation device when kiteboarding.
2. Make no changes and maintain status quo.

Issue Raised by:	Kiteboarders
Author of the issue paper (if different than person raising the issue):	Brian Sandy, PM V Navajo Complex
CC:	
APPROVED FOR FURTHER CONSIDERATION BY:	Cory Chick
REQUIRES NEW SPACE IN THE BROCHURE?	X YES <input type="checkbox"/> NO
ARE ADEQUATE STAFF AND FUNDING RESOURCES AVAILABLE TO IMPLEMENT?	X YES <input type="checkbox"/> NO
REGION, BRANCH, OR SECTION LEADING IMPLEMENTATION	SW Region

RECOMMENDED FOR CONSENT AGENDA?	<input type="checkbox"/> YES <input checked="" type="checkbox"/> NO
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Kite after quick release is activated





- 1 Kite
- 2 Control bar
- 3 Quick release and safety harness
- 4 Harness

