



COLORADO

Parks and Wildlife

Department of Natural Resources

State Trails Program
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June 1-2, 2022

PWC Policy - Recreational Trails Committee Update

This letter is a summary and explanation of the enclosed draft updated Parks and Wildlife Commission (PWC) Policy for the Recreational Trails Committee recommended for PWC approval during the June 1-2, 2022 meeting.

BACKGROUND INFORMATION:

Since its establishment in 1971, the CPW State Trails Program has administered grants for trail-related projects to local, county, and state governments, federal agencies, special recreation districts, and non-profit organizations with management responsibilities over public lands. This statewide program is supported by the State Trails Committee (the Committee). The creation and role of the Committee are set forth in sections 33-11-105 to 107, C.R.S. In accordance with state statute, the State Recreational Trails Committee reviews, scores, and ranks grant applications and submits funding recommendations to the PWC for the Colorado Parks and Wildlife's (CPW) Trail grant programs. The Committee advises the PWC and CPW on all matters pertaining to trails, their use, extent, location and funding.

The Committee currently consists of nine members appointed by the Commission representing each of the seven congressional districts from which one member represents Off Highway Vehicle interests. One At Large member represents Snowmobile interests and one member represents the GOCO Board. Section 33-11-105 of the Colorado Revised Statutes (C.R.S) and the PWC Policy on the Recreational Trails Committee establishes and refines the Committee's membership and representation requirements. Section 33-11-105 C.R.S. was updated earlier this year by Senate Bill 22-103 to add membership to the Committee with the new congressional district and a new additional at-large seat.

Non-Motorized Trail Grant Category Pilot

Per the current Parks and Wildlife Commission Policy, there are three standing grant review and ranking subcommittees that are appointed for the purpose of ranking non-motorized grant applications and formulating specific grant funding recommendations to the Committee (A104, VI, A). The three standing non-motorized trail grant subcommittees are:

- Large Construction/Maintenance Recreational Trail Grant Subcommittee
- Small Construction/Maintenance Recreational Trail Grant Subcommittee
- Recreational Trail Planning & Support Grant Subcommittee

To continue the State Trails Program's goal to improve trail recreation opportunities while protecting wildlife, habitat, and cultural resources, the program implemented several changes to the 2020-2022 Non-Motorized Trail Grant cycles.



- Scoring criteria were updated to ensure reviewers were properly considering wildlife impacts.
- Several questions were added to the application focused on how potential impacts would be avoided or minimized.
- Applicants were asked to share maps of existing trails to help staff and grant reviewers consider potential impacts on a landscape level.
- Regional Wildlife Impact Memos were also shared publicly and applicants were asked to address any comments related to their projects during their grant presentation to the subcommittee.

To help with the larger goal of how to address and prioritize the state’s need for maintenance and management of existing trail systems with the need for new trail construction, the State Trails Program implemented a pilot program with the following grant categories:

- Construction
- Maintenance
- Planning & Support

During the pilot, the Program received an increase in funding requests due to the higher demand for recreation and budget impacts caused by the pandemic. The average grant request was 143% higher than the amount requested in 2019. The Committee placed an emphasis on funding maintenance projects to address the increased need to repair and improve existing trails. In the last two cycles, 51% of the funds were awarded to maintenance projects versus 42% that went to construction projects.

In reviewing the pilot, the Program surveyed the Non-Motorized Grant Reviewers and Regional Staff to gather their feedback. 91% of respondents recommended keeping the Construction and Maintenance categories separate with only 6% responding that they did not feel the new categories were necessary to allow them to effectively score the projects.

DISCUSSION AND SUMMARY:

Based on feedback from the Non-Motorized Subcommittee members and CPW Regional Staff, the State Trails Program and the Committee believe the new categories allowed reviewers to better differentiate between types of trail projects, have a more direct comparison of applications, and ensure we are meeting the state’s recreation and resource needs. The State Trails Program and Committee deem the pilot to be a success and recommend the adoption of the pilot categories (Construction, Maintenance, and Planning/Support) in the PWC Policy.

Additionally, the State Trails Program is recommending these additional updates to the PWC Policy - Recreational Trails Committee:

- clean-up language in subcommittee sections to be consistent with the above changes as well as removing outdated references;
- update to reflect the changes made by Senate Bill 22-103 which updated language in section 33-11-105 C.R.S. to add membership with Colorado’s new congressional district and a new additional at-large seat; and
- update the Executive Session provision language to meet the Open Meetings Law voting requirements.

Attached is a redline version of the formerly approved policy, along with a “clean” version for your consideration on the Consent Agenda.

DIVISION RECOMMENDATION:

The State Trails Program recommends adopting the updated draft Recreational Trails Committee Policy (Attachment A).

COLORADO PARKS AND WILDLIFE COMMISSION POLICY

TITLE: RECREATIONAL TRAILS COMMITTEE

Effective Date: ~~December 2011~~ June 2022

I. PURPOSE

The purpose of this Parks and Wildlife Commission Policy is to establish operational procedures for the Colorado Recreational Trails Committee.

The Colorado Recreational Trails Committee (the Committee) serves as an advisory committee to the Parks and Wildlife Commission (the Commission). The Commission appoints ~~eighteen~~ eighteen of the ~~nineeleven~~ nineeleven Committee members and oversees the Committee's structure and work program.

The Committee is responsible for making recommendations to the Commission concerning the funding of trail grants and trail related tasks as outlined in ~~section 33-11-106,~~ article 11 of title 33, Colorado Revised Statutes.

II. AUTHORITY

Colorado State Statutes 33-11-105, Recreational Trails Committee; 33-11-106, Responsibilities of Committee; 33-11-107, Availability of Funds

III. COMMITTEE APPOINTMENTS

Committee Members and Committee Member Tenure

Committee Members and Committee Member Tenure

33-11-105 (1)(a) There is created the Colorado recreational trails committee, which is advisory and consists of members who are appointed as follows:

(I) The Commission shall appoint:

(A) One member from each congressional district in the state; and

(B) Two members from the state at large.

(II) The state board of the Great Outdoors Colorado Trust Fund shall appoint one member from the board.

(b) The terms of the members appointed by the commission are four years. A member shall not serve more than two consecutive terms. The committee shall include in its membership representation of the broad spectrum of trail users. Vacancies on the committee shall be filled for the unexpired term by the appropriate appointing authority set forth in this subsection (1).

~~33-11-105 (1) There is hereby created the Colorado recreational trails committee, which shall be advisory and shall consist of nine members, eight of whom shall be appointed by the board of parks and outdoor recreation. One member shall be appointed from the governing committee of the state board of the great outdoors Colorado trust fund created by section 6 of article XXVII of the state constitution. The members appointed by the board of parks and outdoor recreation shall be appointed for terms of four years. No member shall serve more than two consecutive terms. One member shall be appointed from each congressional district, one member shall be appointed from the state at large, and one member shall represent and be appointed by the state board of the great outdoors Colorado trust fund. The committee shall include in its membership representation of the broad spectrum of trail users. Vacancies from the members appointed by the state board of parks and outdoor recreation on the committee shall be filled for the unexpired term by the board of parks and outdoor recreation.~~

Vacancies

Vacancies on the Committee are created by resignation, expiration of appointed terms, or removal with cause from the Committee by the Commission. If a vacancy on the Committee occurs, a successor will be appointed as soon as possible by the Commission or by the State Board of the Great Outdoors Colorado trust fund to fill the unexpired term.

Attendance

Lack of attendance at committee meetings may be a cause for removal. Missing two or more meetings over a twelve month period shall constitute cause for removal.

Committee Member Representation

~~Eight-Ten~~ committee members will be chosen by the Commission to represent the trails and outdoor recreational interests of the general public. A public solicitation process shall be used to gather information from persons interested in serving as Committee members as vacancies occur. Committee members shall be chosen by the Commission based upon a candidate's qualifications inclusive of overall skills, outdoor recreational interests and leadership qualities. Selection shall not be based solely on the trail activity orientation. Of the ~~eight-ten~~ members, one member will be chosen to represent off-highway vehicle (OHV) interests and one member will be chosen to represent snowmobile interests for grant selection purposes due to the dedicated funding sources related to these trail activities, and one member will be chosen to represent local government interests.

Ex Officio Positions

The Commission may create ex officio positions as needed to advise the Committee. Ex-officio members shall not vote in formal actions of the

Committee. Ex-officio members may serve on grant selection subcommittees and participate in grant selection activities.

IV. RESPONSIBILITIES OF COMMITTEE

33-11-106(1) *The committee, with the approval of the commission, shall coordinate trail development among local governments and shall assist local governments in the formation of their trail plans and advise the commission quarterly of its findings. In carrying out this responsibility, the committee shall review records of easements and other interests in land which are available and may be adapted for recreational trail usage, including public lands, utility easements, floodplains, railroad and other rights-of-way, geological hazard areas, gifts of land or interests therein, and steep slope areas. The committee shall advise the commission in the development of uniform standards for trail construction that may be adopted by the commission for statewide use and that shall be made available to participating local governments. The committee shall offer plans and methods for funding a trails system through user fees or other financing methods.*

33-11-105(2) *The committee shall meet not less than four times annually to advise the division on all matters directly or indirectly pertaining to trails and their use, extent, and location and the objectives and purposes of this article.*

The Committee is responsible for the implementation of the State Trails Program Strategic Plan.

The Committee shall make recommendations to the Commission concerning the funding of ~~Large Construction, and Small Construction/~~ Maintenance, Recreational Planning/Support Trail Grants, and OHV Program Grants, annually at the March, May, or June ~~or April~~ Commission meetings. The Committee shall make recommendations concerning funding of Snowmobile Program Capital Grants at the ~~September~~ July Commission meeting.

The Commission may request additional recommendations from the Committee as deemed necessary for the administration and management of the State Trails Program.

V. OFFICERS

A. Election

The officers of the Committee shall consist of a Chairperson and a Vice Chairperson who shall be elected at the annual meeting. Each officer shall hold office for twelve months or until a successor has been duly elected. The Director shall designate a staff member to serve as secretary to the Committee.

B. Duties

The duties and powers of the officers are as follows:

1. Chairperson

- a. Conduct and preside at all meetings of the Committee.
- b. Maintain contact with the Commission and Program staff.
- c. Call special meetings in accordance with the meeting procedures.
- d. Sign documents, correspondence, and resolutions of the Committee.
- e. Establish subcommittees as needed and appoint members thereof, and perform other duties designated by the Committee.

2. Vice Chairperson

- a. During the absence, disability or disqualification of the Chairperson, the Vice Chairperson shall exercise or perform all duties of the Chairperson.

VI. MEETINGS

A. Public Attendance

All meetings of the Committee, except executive sessions, shall be publicly noticed and open to the public in accordance with Colorado's Open Meetings Law.

B. Regular Meetings

The meeting schedule for each calendar year shall be determined at the annual meeting by a majority of the Committee members.

C. Study Sessions or Workshops

Study sessions or workshops can be called at any time and will be open to the public.

D. Special Meetings

Special meetings may be called by the Chairperson, the Commission or by the Director.

E. Annual Meetings

The regular meeting each year after July 1st shall be the annual meeting for the purpose of the election of officers. Any rescheduling of the annual meeting requires a majority vote of the Committee.

F. Annual Review

The Committee shall review, at least once annually during the first quarter of the calendar year with the Commission, the status of the State Trails Program.

G. Executive Session

The Committee may, by the affirmative vote of two-thirds of the entire membership~~majority vote~~, go into executive session to discuss any matters as may be provided by law.

H. Quorum

A simple majority of the current membership of the Committee will constitute a quorum. No official business can be conducted without a quorum present. The decision or formal act of the members present at any meeting of the Committee at which a Quorum is present will be the act of the Committee.

I. Parliamentary Procedures

The rules contained in Roberts Rules of Order Newly Revised shall govern the Committee in all matters to which they are applicable. The Committee shall operate according to all state statutes, regulations, and procedures.

J. Subcommittees

Subcommittees, standing or special, shall be created by the Commission or by the Chairperson, with the approval of a majority of the Committee members. Subcommittees may be created as deemed necessary to carry on the work of the Committee.

VII. GRANT REVIEW AND RANKING SUBCOMMITTEES

A. Standing Subcommittees

Five standing subcommittees are hereby appointed for the purpose of ranking grant applications and formulating specific grant funding recommendations to the Committee:

- 1) ~~Large Construction/Maintenance~~ Recreational Trail Grant Subcommittee;
- 2) ~~Small Construction/Maintenance~~ Recreational Trail Grant Subcommittee;
- 3) Recreational Trail Planning/Support Grant Subcommittee;
- 4) OHV Grant Subcommittee; and,
- 5) Snowmobile Capital Program Grant Subcommittee.

B. Subcommittee Chairpersons

The member appointed by the Commission to the Committee to represent OHV interests shall chair the OHV Grant Subcommittee. The member chosen by the Commission to represent snowmobile interests shall chair the Snowmobile Capital Program Grant Subcommittee. The chairpersons for the Recreational Trail Grant Subcommittees shall be appointed each year by the Committee Chairperson with approval by a majority of the Committee members.

C. Grant Review and Ranking Subcommittees composition and policies

The composition of the five grant selection subcommittees shall be as follows:

1. ~~Large Construction/Maintenance~~ Recreational Trail Grants
-Chairperson: Selected by the Committee

- Members: Trail Enthusiasts (Up to 10 members from the general public)
- Member: Representative of Great Outdoors Colorado
- Member: ~~State Regional Recreational~~ Trails Coordinators
- Member: State Trails Program Manager

2. ~~Small Construction~~/Maintenance Recreational Trail Grants

- Chairperson: Selected by the Committee
- Members: Trail Enthusiasts (Up to 10 members from the general public)
- Member: Representative of Great Outdoors Colorado
- Member: ~~Regional Trails Coordinators~~State Recreational Trails Coordinators
- Member: State Trails Program Manager

3. Planning/~~Support~~-Grants Subcommittee

- Chairperson: Selected by the Committee
- Members: Trail Enthusiasts (Up to 10 members from the general public)
- Member: Representative of Great Outdoors Colorado
- Member: ~~Regional Trails Coordinators~~State Recreational Trails Coordinators
- Member: State Trails Program Manager

~~4.~~ Recreational Trail Grant policies

Recreational trail grant funds shall be allocated to each recreational trail grant category based upon the ratio of funds requested in each category in any given year against the total amount of recreational trail grant funds requested in that same year.

5 ~~4.~~ OHV Grants Subcommittee

- Chairperson: OHV designee appointed to the Committee
- Members: Seven (7) OHV enthusiasts (from the general public) appointed by the OHV Grants Subcommittee chairperson
- Member: One (1) non-motorized Committee member
- Members: Two (2) non-motorized trail enthusiasts (from the general public) appointed by the non-motorized Committee member.
- Member: One (1) multiple-use trail enthusiast appointed by the Director of Parks and Wildlife Division
- Members: ~~Two-Four (42)~~ ~~Regional Trails Coordinators~~State Parks Off-Highway Vehicle Coordinators

-Ex-officio Members:

- One (1) Wildlife biologist;
- One (1) CPW law enforcement official;
- One (1) BLM representative with expertise in Travel Management;
- One (1) Forest Service representative with expertise in Travel Management and,
- One (1) Motorized State Trails Program Manager

Ex-officio subcommittee members serve the subcommittee as subject matter experts and shall not rank grant applications or make funding recommendations.

~~6.~~ OHV Subcommittee Policies

- a. The OHV subcommittee shall convene a grant review orientation and Good Management Program meeting in January to initiate the annual grant review cycle.
- b. Applications for Good Management status shall be reviewed at this meeting.
- c. Funding recommendations for Good Management Programs shall be finalized at this meeting.
- d. Public presentations on selected Good Management status and funding requests and all competitive Off-Highway Vehicle trail grant applications shall be scheduled at this meeting.
- e. Public comment on all Good Management Program status and funding requests shall be invited and heard by the OHV Subcommittee at this meeting.
- f. Programs that receive approval for Good Management status at this meeting may opt out of the Good management Program at any time to remain in the competitive pool of Off-Highway Vehicle grant applications.

~~7.~~ OHV Subcommittee Succession Plan

- a. OHV subcommittee members shall be appointed to serve a three-year term renewable for an additional term of three years or until the expiration of the OHV Subcommittee Chairperson's term, whichever occurs first. No subcommittee member shall serve on the subcommittee for more than ~~six~~ two consecutive terms, years beginning in 2011.
- b. The OHV subcommittee chairperson shall nominate replacement candidates for all motorized affiliate OHV subcommittee vacancies. The subcommittee's non-motorized Committee appointee shall nominate replacement candidates for all non-motorized affiliate subcommittee vacancies.
- c. Unless otherwise specified herein, new or replacement subcommittee members shall be approved and appointed by a majority vote of the Committee.
- ~~d. At the end of the 2011-2012 OHV grant cycle, the terms of two (2) of the seven (7) motorized affiliated OHV subcommittee members and one (1) non-motorized affiliated subcommittee member shall expire.~~
- ~~e. At the end of the 2012-2013 OHV grant cycle, the terms of two (2) of the seven (7) motorized affiliated OHV subcommittee members and the one (1) multiple-use subcommittee member shall expire.~~

~~f. At the end of the 2013-2014 OHV grant cycle, the terms of three (3) of the seven (7) motorized affiliated OHV subcommittee members and one (1) non-motorized subcommittee member shall expire.~~

- ~~8. 5. Snowmobile Capital Program Grants Selection Subcommittee~~
- ~~-Chairperson: Snowmobile Designee appointed to the Committee~~
 - ~~-Members: Snowmobile Enthusiasts (Up to 10 members from the general public and snowmobile clubs in Colorado)~~
 - ~~-Members: Four (4) Regional Trail Coordinators~~
 - ~~-Member: Motorized State Trails Program Manager~~State Snowmobile Program Coordinator~~~~

- D. The Committee Chairperson with a majority vote of the Committee may appoint additional subcommittees as needed for the purpose of ranking grant applications and making funding recommendations to the Committee.
- E. The grant review and ranking subcommittees, with the assistance of trails program staff, shall conduct a fair and objective grant review and selection process before making recommendations to the Committee. Public input shall be solicited as part of the grant selection process. Subcommittees may also assist the committee with policy recommendations.
- F. The Committee shall weigh all relevant factors and public comment in formulating its recommendations to the Commission concerning the funding of each State Trail Grant on an annual basis.
- G. Letters of support for any pending grant application received after an established submission deadline for such letters shall be treated as public comment as long as the letter meets the criteria established for providing public comment on a trail grant application.
- H. Grant review subcommittees may utilize line-item budget veto authority to eliminate items requested in grant applications that, in the opinion of the subcommittee, detract from the grant application and, by their elimination, would significantly improve the scores awarded to the application and overall ranking of the application for funding eligibility.
- I. Any scores submitted by an appointed subcommittee grant reviewer after the established score submission deadline shall not be considered for funding eligibility in the final tally of scores used to rank a grant application.
- J. The Committee may authorize the use of outlier elimination algorithms to identify and potentially eliminate outlier grant application scores submitted by grant reviewers.