



**2013
Master Development Plan
Addendum**

BRECKENRIDGE SKI RESORT

Accepted by:

SCOTT FITZWILLIAMS

FOREST SUPERVISOR

WHITE RIVER NATIONAL FOREST

Date:

Prepared by:



SE GROUP

IDAHO UTAH COLORADO VERMONT

www.segroup.com

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1. INTRODUCTION

This Master Development Plan (MDP) Addendum has been prepared to supplement the existing 2007 MDP only with respect to seasonal and year-round activities. This MDP Addendum provides an assessment of existing seasonal operations and facilities at Breckenridge Ski Resort (BSR) and to identify a comprehensive plan for future seasonal and year-round improvements to the resort. This MDP Addendum is consistent with the Ski Area Recreational Opportunity Enhancement Act of 2011 (SAROE) and subsequent Forest Service guidance (discussed in more detail in Chapter 2) which strives to meet the setting while supporting snow sports as a primary driver for recreation and revenue at BSR.

This MDP Addendum was created using an iterative and collaborative process between BSR and Forest Service personnel. Forest Service “acceptance” is consistent with the requirements of BSR’s SUP and the 2002 White River National Forest Land and Resource Management Plan (Forest Plan).

Note that Forest Service “acceptance” of this MDP Addendum does not imply authorization to proceed with any of the projects identified herein. None of the projects identified in this MDP Addendum have been reviewed or approved under the requirements of the National Environmental Policy Act (NEPA), and all will require site-specific analyses before a decision can be made or any projects are approved. Site-specific environmental analysis may result in a modification to planned projects. Furthermore, beyond NEPA analysis, implementation of projects identified in this MDP Addendum may be dependent upon approval of detailed plans contained in BSR’s annual summer operations/ construction plans.

A. BACKGROUND

BSR has provided summer recreation on National Forest System (NFS) lands and adjacent private lands since the 1970s, with the development of several hiking and mountain biking trails and the construction of the Alpine Slide at Peak 8. Chair 5 has provided lift access to the Alpine Slide since the slide's installation in 1979. Scenic chairlift rides have been provided by the Colorado SuperChair since its installation in 1986.

BSR and the Town of Breckenridge have continued to grow as a major summer destination for guests from around the United States. The installation of the BreckConnect Gondola in 2007 changed how summer guests access BSR. The Gondola provides easy access from the Town of Breckenridge allowing riders to enjoy a scenic gondola ride to Peaks 7 and 8. The Peak 8 Fun Park, which has offered a variety of activities for many years, gained attention with the installation of the Gold Runner Coaster in 2011. The Peak 8 Fun Park, located on private lands adjacent to NFS lands, provides a diversity of activities for the enjoyment of visiting families (additional information is provided in Chapter 4).



C. DEVELOPMENT PHILOSOPHY (GOALS AND OBJECTIVES)

Winter recreation at BSR has established the resort as a premier destination for guests across the world. Through ongoing year-round tourism growth, BSR is becoming a major summer destination for guests primarily within the United States, and in Colorado in particular. Like winter guests, BSR caters to a broad spectrum of guests, including families with children under the age of 18. However, based on summer survey data, BSR, and the

Peak 8 Fun Park, attracts twice the percentage of families as compared to winter visitation. Also, in the summer months, larger group visits (e.g., larger families, youth groups, etc.) occur compared to winter. Summer visits have steadily increased at BSR with the development of the Peak 8 Fun Park. Since 2010, the Peak 8 Fun Park has experienced approximately 18 percent annual growth in activity usage.



The following guest survey results and statistics provide insight into the development philosophy and the target market BSR strives to reach. With the higher mean age (approximately 42) during the summer, BSR caters to a slightly different demographic compared to the winter market. As a focus, BSR summer activities must include activities for the 45 to 54 year old range, while providing opportunities for this age range's children as well. Currently, the most popular summer activities at BSR include the Gold Runner Coaster and the Super Slides (alpine slides). Approximately 40 percent of BSR summer guests live within Colorado, and of these guests, approximately 40 percent are from the Colorado Front Range. As the recreating public has learned more about the summer activities at BSR, the amount of in-state guests

who come to the Town of Breckenridge specifically to visit BSR has grown. As of 2013, almost 50 percent of the in-state guests surveyed came to Town of Breckenridge specifically for the Peak 8 Fun Park and the activities at BSR.¹

¹ Note: the surveys only reached those guests that visited the Peak 8 Fun Park, so there is presumably a large amount of guests within the Town of Breckenridge that did not visit BSR during their stay.

The development philosophy for BSR's summer program is to introduce guests to the National Forest and encourage outdoor recreation and enjoyment of nature. An improved appreciation of the natural environment and natural resource-based recreation in forest users—particularly users who are new to these activities—is an integral component BSR's development philosophy. Furthermore, BSR's development philosophy is based on the premise that the National Forests are, and have always been, the greatest opportunity for Americans to use and enjoy their public lands. Over the past several decades, recreational opportunities on public lands have evolved beyond the old staples of hunting, fishing and camping to include a significant variety of forms of recreation. In order to continue to engage the American public, opportunities provided on public land but must continue to evolve to include more active and *interactive* forms of recreation. BSR's approach is to provide a sense of adventure and interaction with the setting while eliminating the "anxiety" that can frequently accompany the need for experience, gear and skill to enjoy more traditional forms of winter and summer recreation in the Alpine environment (e.g., skiing, cycling, rock climbing and kayaking). The need for specialized knowledge, equipment and familiarity with the mountain environment can be a significant barrier for visitors (particularly families, the elderly/aging or those with disabilities) to engage in outdoor activities. The planned projects rely on the existing setting within the SUP area as a way to expose guests to the National Forest in a comfortable setting. BSR is in a unique position to utilize the extensive array of existing infrastructure on both private and NFS lands (e.g., parking, guest services, lifts and staff). All planned projects and activities have been designed to harmonize with the natural environment to heighten the user's experience with his/her natural surroundings on the White River National Forest (WRNF).



Consistent with SAROECA, BSR wishes to implement activities that engage visitors to the WRNF with natural resource-based recreation and education in a gateway to the Forest. In short, the SAROECA provides the legislative foundation for BSR's vision of offering an expanded range of outdoor recreation activities and other year-round opportunities on NFS lands within the BSR SUP boundary, primarily within the developed ski area boundary. Each of the planned activities was selected to complement the setting and attract families and visitors to the National Forest.

2. DESIGN CRITERIA

BSR's summer niche is best defined by diverse guest opportunities serving a spectrum of visitors. Non-skiing and multi-season activities are, and will continue to be, important to BSR and its guests. As discussed in Chapter 1, it is important to note that summer recreational activities tend to attract a more diverse range of new guests than skiing (e.g., more balanced gender demographics, older median age, more families). As a four-season recreation destination, BSR has the opportunity to not only provide, but also promote, interactive and educational natural resource-based recreation activities for all ages and demographics. BSR can reach all ages and demographics, including demographics not currently reached, to provide a wide range of interactive and educational natural resource-based recreation activities. Activities such as mountain biking and hiking can appeal to the more fit and skilled forest user, while activities such as canopy tours and

zip lines will appeal to broader demographic, including less athletic guests and persons with disabilities. Currently, BSR primarily provides activities on private lands near the base area that are more developed (i.e., built environment) and less reliant on topography as compared to activities that are offered throughout the SUP area. These activities are detailed in Chapter 4, but include activities such as putt-putt golf, bungee-trampolines and gold panning. Other activities do occur on private lands at BSR that take advantage of gravity, including the Gold Runner coaster, TenMile Flyer Zipline, and the alpine slides. Activities that occur on NFS lands include mountain bike trails, scenic lift rides, jeep tours

and hiking trails. Existing activities and infrastructure on private lands and the somewhat antiquated nature of the activities (e.g., outdated trail design) that occur on NFS lands does not encourage the use of the National Forest and the setting both within the SUP area and beyond.

BSR has a tremendous opportunity to introduce guests, who live in more urban and suburban environments, to the National Forest and natural, Alpine environment in a fun and comfortable setting. Opportunities for environmental education, stewardship and overall public lands awareness are present all across BSR on NFS lands, and developed activities in the appropriate setting will promote these opportunities with the goal of encouraging guests to explore further into the National Forest while feeling comfortable in doing so. The Forest Service has acknowledged a demonstrated need to encourage the public, particularly youth, to explore the outdoors and our National Forests. As identifiable



portals to National Forest lands, ski areas have a unique opportunity to provide a range of recreational opportunities in an appropriate manner.

By design, the activities in this MDP Addendum will utilize existing ski area infrastructure (e.g., chairlifts and guest services facilities) to the greatest extent possible and augment the snow sports activities with summer activities. In doing so, the projects included in this MDP Addendum will improve the year-round utilization of existing ski area infrastructure and the long-term economic viability of BSR and the local economy during the summer months. Furthermore, the design criteria for summer activities explicitly excludes changing the primary purpose of the ski area to other than snow sports. The winter ski season is and always will be the driver of overall annual visitation at BSR and the primary economic driver for the Town of Breckenridge.



At a macro level, the BSR SUP area is designated with the 2002 Forest Plan to have a Recreation Opportunity Spectrum (ROS) setting of “Rural,” and this setting is described in the “1986 ROS Book” as:

“Predominantly a culturally modified setting where the natural environment has been substantially modified, i.e., structures are readily apparent, pastoral or agricultural or intensively managed, wildland landscapes predominate as viewed from visually sensitive roads and trails. Access is primarily via conventional motorized use on roads. Contact frequency with other users may be moderate to high in developed sites and moderate away from developed sites.”

As stated in the 2002 Forest Plan Final Environmental Impact Statement:

“Recreational benefits from ski areas include managed, convenient access to National Forest System lands for visitors participating in such activities as hiking, mountain biking, viewing scenery, skiing, and snowboarding. Ski areas provide year-round natural resource-based recreation. The number of recreation opportunities enhanced by lift served access generally is proportional to the number of acres allocated to the 8.25 management area.”²

² USDA Forest Service, 2002a p. 3-430

At a site-specific level, the existing setting, combined with the anticipated use of the lands, can establish finer grain planning and use for the SUP area.

The summer activities zones identified in the Upgrading Plan of this MDP Addendum are based on the existing setting of the SUP area and the existing level of development within the area to support snow sports. Through the planning process, BSR has created five distinct zones within the BSR SUP area. These zones consider several characteristics similar to the ROS, including: access, remoteness, naturalness, and infrastructure. For “access,” the amount of roads present within the area was considered. Regarding “remoteness,” a rating of how far removed an individual feels from human activity was applied. For “naturalness,” the amount of ski area development and disturbance was considered. Related to “infrastructure,” the proximity of infrastructure and the built environment was considered. All of these characteristics must be considered within the context that BSR is a developed ski area with existing summer recreation and maintenance occurring throughout the existing developed ski area. Therefore, no area within the developed ski area is off limits to administrative access and maintenance.

The SUP area includes a variety of characteristics that are defined by the natural and developed environment. Different areas within the SUP area are representative of what a guest could see and experience in different locations across the WRNF, ranging from high alpine environments, to riparian and wetland ecosystems, to forested settings in remote locations. To harmonize with these characteristics, planned activities within this MDP Addendum have been designed to correspond with the characteristics of a Scenery Management System (SMS) Scenic Integrity Objective (SIO) of *Moderate*, which is defined as:³

The valued landscape character “appears slightly altered.” Noticeable deviations must remain visually subordinate to the landscape character being viewed.

The SIO of the SUP area is officially designated in the 2002 Forest Plan as *Low* and *Very Low*; however, putting the criteria for activities to be subordinate to the vegetation and landscape into context with SMS helps in better understanding which activities are appropriate in which settings.

³ USDA Forest Service, 1995

E. APPLICABLE FOREST SERVICE POLICY DIRECTION

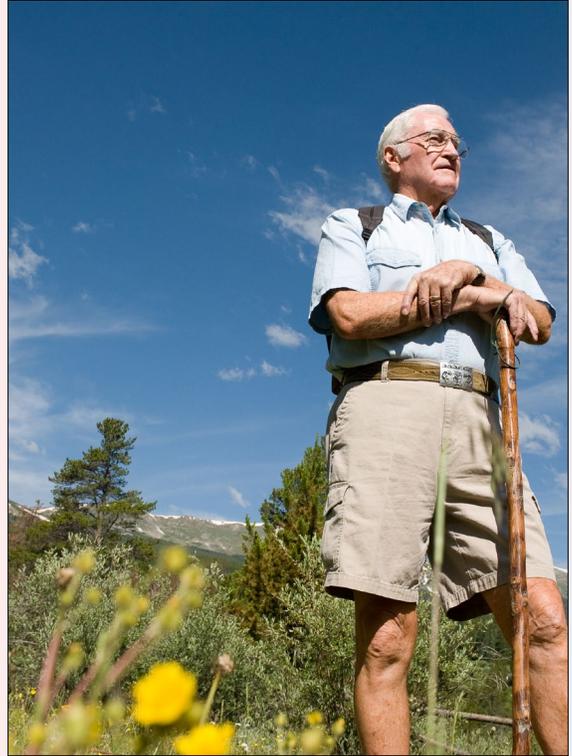
1. Management Policies and Direction

The enabling authorities for the Forest Service are contained in many laws enacted by Congress and in the regulations and administrative directives that implement these laws.⁴ These authorities allow the Forest Service to provide recreation opportunities to facilitate the use, enjoyment, and appreciation of National Forests.

c. Forest Service Framework for Sustainable Recreation

In Connecting People with America's Great Outdoors: A Framework for Sustainable Recreation (The Framework) the Forest Service acknowledges that:⁵

The National Forests and Grasslands provide the greatest diversity of outdoor recreation opportunities in the world, connecting people with nature in an unmatched variety of settings, activities and traditional beliefs. People hike, bike, ride horses, and drive off-highway vehicles. They picnic, camp, hunt, fish, enjoy recreational shooting and navigate waterways. They view wildlife and scenery, and explore historic places. They glide through powder at world class alpine resorts and challenge themselves on primitive cross-country ski or snowmobile routes.



The Framework presented is intended to help the Forest Service fulfill a number of different objectives, including:

- unite diverse interests,
- create and strengthen partnerships,
- focus scarce resources on mission-driven priorities,
- connect recreation benefits to communities,

⁴ These laws include: the Organic Administrative Act (1897), the Weeks Act (1911), the Multiple-Use Sustained Yield Act (1960), the Forest and Rangeland Renewable Resources Planning Act (1974), the National Forest Management Act (1976), the National Forest Ski Area Permit Act (1986), and the 2011 Ski Area Recreational Opportunity Enhancement Act.

⁵ USDA Forest Service, 2010

- provide for changing urban populations, and most importantly, and
- sustain and expand the benefits to America that quality recreation opportunities provide.

By focusing on the three spheres that frame sustainability—environmental, social, and economic—the recreation program can significantly contribute to the agency’s overall mission. In the most profound sense, the Forest Service will not achieve the agency’s mission without sustainable recreation and tourism.

6. Ski Area Recreational Opportunity Enhancement Act of 2011

The 2011 Ski Area Recreational Opportunity Enhancement Act (SAROE) amended the National Forest Ski Area Permit Act of 1986.⁶ The 2011 SAROE enables snow sports (other than Nordic and Alpine skiing) to be permitted on National Forest System land subject to ski area permits issued by the Secretary of Agriculture. In addition, it clarifies the authority of the Secretary of Agriculture to permit appropriate additional seasonal or year-round recreational activities and facilities on National Forest System land subject to ski area permits issued by the Secretary of Agriculture. Activities and facilities that may, in appropriate circumstances, be authorized under the Act include, but are not limited to, both zip lines and ropes courses, mountain bike trails and Frisbee golf.⁷

In October 2013, the Forest Service provided a Proposed Directive for Additional Seasonal or Year-Round recreation Activities at Ski Areas that includes guidance for implementing the 2011 SAROE. Subsequent to a comment period, the Forest Service will publish the Final Directive that should incorporate comments from stakeholders, including the ski industry.⁸

⁶ Public Law 112-46-Nov. 7, 2011 125 Stat. 539

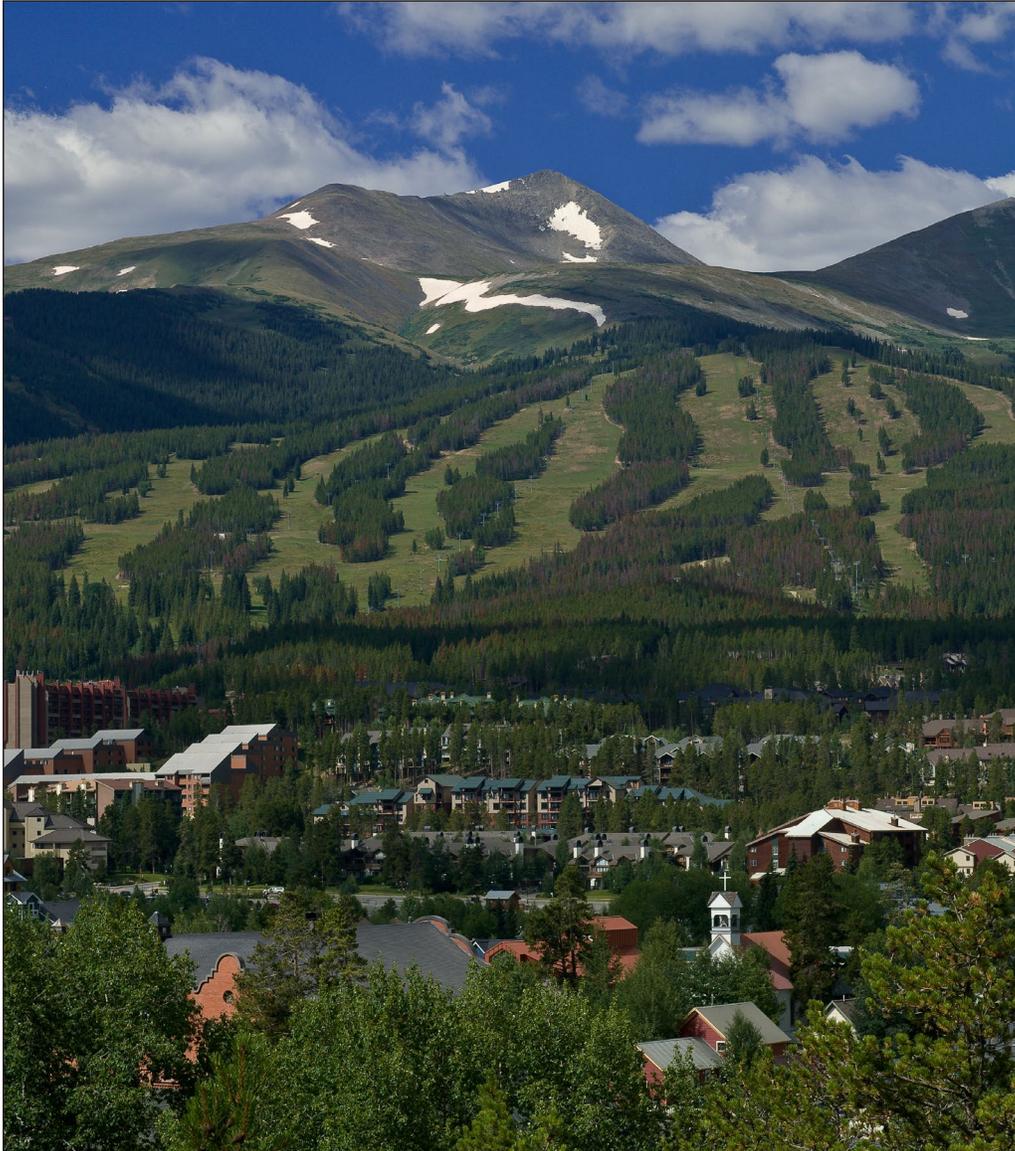
⁷ Ibid. Section 3

⁸ Draft Directive issued in 78 Federal Register 191 (2 October 2013).



3. SITE INVENTORY

No supplemental information is necessary for Chapter 3.



4. EXISTING INFRASTRUCTURE

Non-skiing recreational opportunities have been offered at BSR since the 1970s. These opportunities are, and will continue to be, important to BSR and its guests, in providing an entrance to experiences on the National Forest in a comfortable setting.

The following section details the already existing resort facilities that are in use primarily during the summer, but also year-round, at BSR. These activities and amenities have been previously approved and implemented on private, and NFS, lands. Generally, existing uses and facilities include the Peak 8 Fun Park, restaurants, chairlift rides, off-highway vehicle tours and trails. The existing activities and facilities are illustrated and labeled on the Seasonal and Year-Round Existing Conditions figure.

The next step is the identification of improvements which would bring the existing facilities into better equilibrium, and will assist BSR in meeting the ever-changing expectations of the recreation marketplace. Accomplishing these objectives will result in a well-balanced resort which provides an adequate array of services and experiences to satisfy guest expectations for a world-class recreation experience that engages the public in the natural environment and encourages further exploration of the National Forest.

A. SUMMARY OF GUEST EXPERIENCE

The current summer guest experience at BSR is primarily defined by more developed activities on private lands and dispersed activities on NFS lands. Specific to the activities on NFS lands within the BSR SUP area, guests enjoy lift-served and non lift-served hiking and mountain biking via the Colorado SuperChair and trails dispersed across Peaks 7, 8 and 9. Among the other activities available at BSR, these activities rank near the bottom of the list with regard to popularity and desire to participate - according to customer surveys. This is due to the antiquated design and location of many of these trails. Also, the current program for the scenic chairlift does not provide recreational offerings at the top of the Colorado SuperChair for guests to enjoy. Overall, the current guest experience on NFS lands lacks a sense of adventure and the encouragement for guests, and youth in particular, to learn about the natural surroundings and the sights and sounds of the National Forest.

Summer visitation at BSR is generated by the great amount of visitors to the Town of Breckenridge each summer season, and BSR benefits from the Town's attractive qualities. Furthermore, the

Peak 8 Fun Park and other recreational opportunities provided at the ski resort provide additional amenities to visitors of the Town.

The remainder of this chapter briefly describes the qualitative nature of BSR's activities, as well as BSR's other ancillary resort operations and infrastructure related to these activities. BSR's existing facilities are discussed below.

J. EXISTING SEASONAL AND YEAR-ROUND FACILITIES

The following information replaces the 2007 MDP Section J in Chapter 4.

1. Peak 8 Fun Park

The Peak 8 Fun Park, located on private land adjacent to NFS lands, serves as the basecamp for fun and adventure at BSR. Operations can be divided into two categories—dispersed and developed recreation. Developed recreation opportunities available during the summer include a miniature golf course (SuperPutt™), a walking (human) maze, a bungee-trampoline, a climbing wall, a bounce house, duck races and gemstone panning at the base of Peak 8. The Peak 8 Fun Park also serves as a portal to activities that occur up-mountain, on private and NFS lands: the alpine slides (SuperSlide™), an alpine coaster (Gold Runner Coaster™), TenMile Flyer Zip Line, and off-road Segway tours. Extending onto NFS lands, activities include guided hiking tours, lift-served hiking, mountain biking, and off-highway vehicle tours.



2. Lifts



Scenic chairlift rides are offered to provide lift access to scenic vistas. Chairlifts may also be used by hikers and mountain bikers to transport equipment or access trails from the top terminal area.

Currently, BSR provides scenic chairlift rides on the Colorado SuperChair throughout the summer season (weather permitting). The Colorado SuperChair is a detachable four-passenger high-speed lift. At an elevation just over 11,000 feet, guests gain a picturesque view of the Town of Breckenridge and mountainous views beyond. From the top of the Colorado SuperChair guests can hike, bike, or ride the chairlift back down to the Peak 8 base area. Generally speaking, mountain resorts with a restaurant, or other recreational amenities at the top of the scenic ride lift, typically experience higher summer and shoulder season utilization than resorts without specific activities. Further, the quality of the scenery also plays a large role in determining the overall success of the program. The utilization of additional lift infrastructure during the summer months could encourage further exploration and enjoyment of the WRNF.



Additionally, the BreckConnect Gondola offers free scenic rides between the Town and the BSR base area. Views of the Cucumber Gulch Preserve and the surrounding mountains feature prominently as guests make their way to or from the activities at the Peak 8 Fun Park. The BreckConnect Gondola is described in further detail under Resort Parking and Access, below.

3. Mountain Biking Trails

A developed mountain bike trail network based out of the Peak 8 and 9 base areas provides trails for a variety of ability levels. Trails located on Peak 8 can be accessed by the Colorado SuperChair for a downhill ride or guests can ride directly out of the base area. Currently, the on-mountain mountain bike network totals 24.5 miles, with the vast majority of trails on Peak 8. One mountain bike trail is primarily located on Peak 7 in addition to a trail connecting the Peak 7 base with the Peak 8 base area. The Peak 9 mountain bike trail network is similarly limited and includes the *Frosty's Challenge* trail connecting Peak 8 to Peak 9 via Sawmill Gulch, which topographically separates Peak 8 from Peak 9. Additional mountain biking trails on Peak 9 are not lift served, but trail access is gained through the Village at Breckenridge and the Beaver Run base area.

**Table 4-17:
Terrain Distribution by Ability Level – Existing Conditions**

Trail Name	Ability Level	Length (miles)
Pioneer Trail	More Difficult	4.5
Swinger Switchback	More Difficult	2.7
Klinko Falls	More Difficult	0.3
Breakaway	More Difficult	0.2
Edge rail	More Difficult	<0.1
Soutside Trail	More Difficult	0.8
Sawmill Creek	More Difficult	1.7
Peak 8 to peak 9 Trail	More Difficult	1.5
Prospector Trail	More Difficult	1
Lehman Trail	More Difficult	0.9
Wagon Trail	Most Difficult	0.9
Game Trail	Most Difficult	4.0
Dwight's	Most Difficult	3.3
Frosty's Challenge	Most Difficult	2.6
TOTAL		24.5

BSR does not currently provide any beginner level trails. As the mountain bike trail system is expanded, BSR must provide a distribution of trail difficulty to meet the needs and expectations of guests across the spectrum of ability levels. Families visiting BSR would primarily use beginner trails with more gradual slopes and well-designed turns. In addition, guided mountain biking and rentals would better serve guests.

Bike patrol currently provide medical assistance if necessary.

4. Hiking Trails

A designated hiking trail currently traverses BSR from Peak 8 to Peak 7, connecting the tops of the Colorado SuperChair and the Independence SuperChair. The existing trail network offers approximately 1.3 miles of hiking trails. This small trail system consists of, a 0.7 mile traverse from Peak 7 to near Peak 8, and two trails that lead up to Peak 8 of approximately 0.4 and 0.2 miles. In addition, there are several on-mountain service roads and undesignated trails that serve the purpose of hiking paths. These unofficial trails and roads can be accessed from the base areas of Peak 7, 8, and 9.

Guided hikes are offered to guests of BSR and explore the local vegetation and cultural history, as well as provide educational opportunities for recreating in the High Country. Other popular

hiking/mountain biking trails include the Peaks Trail, Burro Trail, and Game Trail. The Peaks Trail is located outside of the SUP boundary, while the Game Trail is completely within the permit boundary. The Game Trail, which is located within the Peak 7 pod, was constructed by the ski area as a portion of its developed mountain biking trail network. Use figures provided by the Forest Service indicate that the Peaks Trail is utilized by approximately 8,500 visitors annually. The vast majority of Peaks Trail users utilize the trail during the summer months. At times, current parking is inadequate and trail visitors are frequently forced to park along the road. The Burro Trail is also located outside the resort's permit boundary, except for a section less than 500 feet near the trailhead. Burro Trail visitation is higher during summer than winter with approximately 63 percent of visitation occurring over the summer. Total Burro Trail visitation is estimated at 2,157 recreation visitor days.

5. Off-Highway Vehicle Tours

Off-highway vehicle tours are provided on the Peak 7/8 road and offer views of the Town of Breckenridge and areas north and south of BSR. These guided tours also offer a hiking experience into Peak 7 bowl.

6. Facilities & Services

a. Facilities

The Peak 8 base area provides staging services for day users that park in the adjacent day skier lots or arrive via the BreckConnect Gondola or via the local shuttle/bus service. Peak 8 also provides services for overnight guests staying in adjacent accommodations, which arrive at the base area via the local shuttle/bus service. Peak 8 is the center of summer activities at BSR and offers a wide variety of facilities and services for an optimal guest experience. The Peak 8 base area provides dining and beverages, rest rooms, guest services, ticket sales, first aid, retail sales and rentals, and employee and administrative space. The two facilities at the base of Peak 8 are the Ski Hill Grill and T-Bar. The Vista Haus is located at the top of the Colorado SuperChair, and during the summer season this facility provides only shelter, water and restrooms to the public. Use of this facility should be expanded to better accommodate guests and serve as a remote hub for summer activity.

Peak 7 can be accessed via the BreckConnect Gondola or via the local shuttle/bus service. The Peak 7 base area currently does not offer any staging area for on-mountain activities, although mountain bike and hiking trails may be accessed from this point. Presently, there is no ticket office at the Peak 7 base area for accessing the Peak 8 Fun Park or other summer activities at BSR.

The Peak 7 base area provides rest rooms in addition to food service through Sevens Restaurant. Currently, BSR considers Peak 7 to be an underutilized summer portal to the National Forest. The Peak 7 Warming Hut is located at the top of the Independence SuperChair on Peak 7. No summer recreation activities are currently provided near this location; however, the Warming Hut is open for dispersed users to access the restroom and gain shelter during inclement weather. (Off-highway vehicle tours currently use the Peak 7 Warming Hut as their destination and starting point for a brief hike into Peak 7 bowl.)

On Peak 9, the TenMile Station is located near the top terminal of the QuickSilver SuperSix and the Peak 9 Restaurant is located near the top terminal of C-Chair. During the summer months, the TenMile Station's well landscaped facility serves only as a wedding venue. The Peak 9 Restaurant provides no services to the public during the summer season. Both of these facilities could provide additional services to complement the summer recreation experience at BSR.

7. Resort Parking and Access

a. Parking and Access

Parking for BSR summer recreation activities is primarily provided in the Gondola lots. From this location, guests can ride the BreckConnect Gondola to access Peak 7 and 8. Parking capacity is typically not a concern during the summer months.

Bus Service

A consolidated Town and BSR "Free Ride" bus service provides connections from residential neighborhoods and the free parking lots in Town to the Peak 7 and 8 portals and the Breckenridge Station. The Breckenridge Station intermodal center is central to the Town and resort access. The four in-town Free Ride circulator routes converge at Breckenridge Station and the BreckConnect Gondola, which transports guests between Town and Peaks 7 and 8 base areas. It is also the terminus for the regional Summit Stage Frisco and Boreas Pass bus routes. Several area lodgings provide courtesy van service for their guests. BSR reviews its transportation program annually and modifies the program in order to improve service between the Town and the Resort.

BreckConnect Gondola

The BreckConnect Gondola originates in the Town of Breckenridge, adjacent to the North and South Gondola parking lots. The gondola serves a primary role in mass transit for the Town and the resort. The gondola serves as a primary access point for day visitors, providing direct access to the Peak 8 base area.

The gondola also accesses the Peak 7 base, although there are currently limited services in this location. The ease of access from the Town of Breckenridge and the adjacent free parking lots makes this a popular and convenient staging destination.

[Access Roads](#)

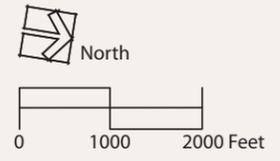
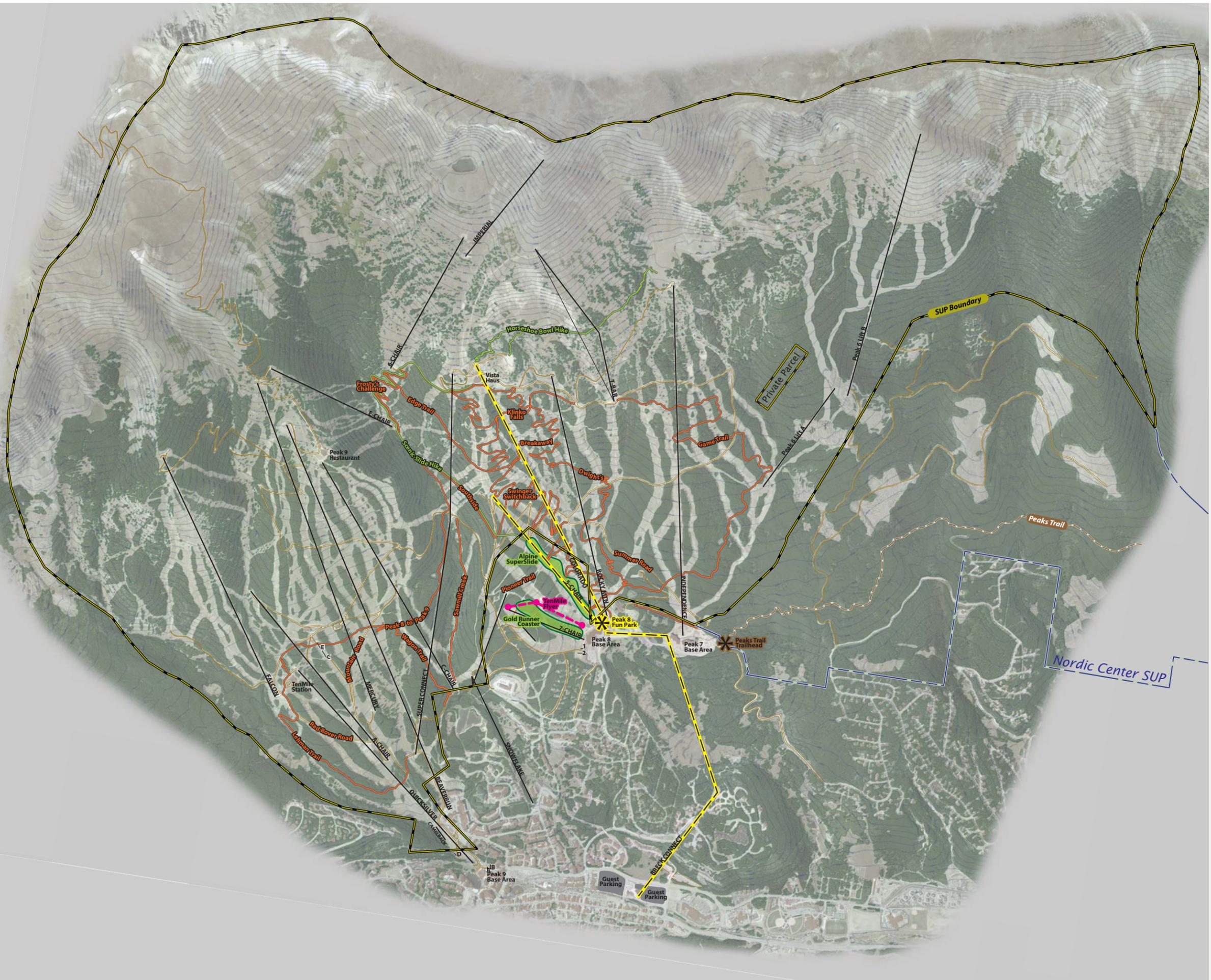
The Peak 9 access road is a designated Forest Service Road used frequently for four-wheel-driving by primarily BSR for ski area operations and maintenance and to a lesser extent the general public. The road provides access the Peaks 9 and 10 areas as well as the Briar Rose mine site atop Peak 10. The Peak 9 Road is also utilized by hunters during hunting season. Peak 9 Road is used by BSR to access TenMile Station for weddings and group events. This road is also used by Breckenridge Stables operating under a separate SUP with the Forest Service. The Peak 7/8 Road is restricted to administrative use only and not open to the public for motorized travel.





**Existing
 Conditions**

-  SUP Boundary (Public Lands)
-  Existing Lift
-  Existing Lift Used For Summer Ops
-  Existing Mtn Roads
-  Mtn Bike Trail
-  Hiking Trail



5. PREVIOUSLY-APPROVED PROJECTS, NOT YET IMPLEMENTED

No supplemental information is necessary for Chapter 5.



6. UPGRADING PLAN

The seasonal and year-round facilities upgrading plan will allow BSR to offer guests an enhanced appreciation of the natural environment through natural resource-based recreation. Expanding facilities and use beyond skiing allows for a greater number, and wider demographic, of users to experience their public lands and to recreate on the WRNF while promoting an appreciation of the environment and the natural world through both adventure and discovery. The addition of summer and year-round facilities and activities will allow BSR to better meet its goals of providing a high quality recreational experience which appeals to a wide range of guests, both within the core winter season and also year-round. Planned activities will make use of existing infrastructure during months when it has historically not been utilized or underutilized. Further, the addition of year-round activities will allow BSR to meet the identified needs of non-skiing guests in the winter and to provide opportunities to guests after their skiing has ended for the day.

A goal of BSR's is to ensure that guests that visit BSR understand they are recreating on and enjoying the National Forest. Through the implementation of this Upgrading Plan, BSR will work with the Forest Service to develop a strategic, consistent approach to branding the National Forest at BSR. This may be in the form of materials, kiosks, signage, guides, etc. Projects identified in the Upgrading Plan will be consistent with 2002 Forest Plan direction, and additional design details will be evaluated through a site-specific NEPA process.

G. SEASONAL AND YEAR-ROUND ACTIVITIES AND FACILITIES ZONING CONCEPT

As introduced in Chapter 2, BSR reviewed and utilized four characteristics (access, remoteness, naturalness and infrastructure) to define the setting and guest experience within different landscapes across the SUP area. The first step in the zoning process was a careful consideration of the setting and the proximity to infrastructure to support snow sports. Features such as watersheds, topography, vegetation structure, level of existing disturbance, and existing infrastructure were considered in establishing zoning boundaries across the entire SUP area. This exercise resulted in the creation of 16 areas unique in their location and/or features. Step two in the zoning process was applying a score for each characteristic on a scale of 1 to 3 (refer to Table 20 in Appendix A), with 1 being the most disturbed setting and 3 being the least disturbed. Table 21 in Appendix A provides the description of areas within the SUP area, the characteristics

within each unique area and the zoning for that area. The Zoning Designations figure illustrates the zoning within the BSR SUP area.

1. Zone 1

a. *Setting*

The existing setting of Zone 1 is highly developed and disturbed. Within Zone 1 the built environment dominates the landscape. Within the context of the overall SUP area, the following summarizes the setting in Zone 1:

- Road access and roads are prevalent;
- Considerable human activity (people recreating and/or resort operations) occurs within and proximate to this setting—there is little to no feeling of remoteness;
- Terrain modifications (ground disturbance and vegetation removal) dominate the area; and
- Infrastructure, including chairlifts and buildings, are present.

Two areas within the BSR SUP area were designated as Zone 1—the combined Peak 8 and 7 base areas and the Peak 9 base area.

b. *Desired Experiences*

Within Zone 1, guests are expected to encounter a high concentration of other guests. The level of development will reflect the current setting and function of these areas as hubs of activity and portals to other activities across the ski area. The guest visiting Zone 1 will utilize it as access to, and from adjacent private land. Zone 1 is a portal to the National Forest, so the concepts in the Built Environment Image Guide (BEIG) will be followed to ensure appropriate design guidelines for landscape architecture and built architecture are adhered to.⁹ Due to the current setting, Zone 1 abuts Zone 3 at the developed base areas where the built environment meets a less disturbed setting. At this junction guests will expect to return to the built environment at the conclusion of the hiking and/or mountain biking trail, zip line, canopy tour, etc.

c. *Compatible Activities and Facilities*

Services and activities either existing or proposed on private lands adjacent to Zone 1 include food and beverage operations, shelter and emergency services, restroom facilities, landscaped plazas, climbing walls, bungee/trampolines and other activities. The

⁹ The Built Environment Image Guide for the National Forests and Grasslands, USDA Forest Service, September 2001.

private lands which abut Zone 1 serve as the gateway for guest arrival and orientation, ticketing, staging for access to facilities and activities in other zones.

Activities on NFS lands will include access pathways to zip lines, challenge courses, mountain biking trails, hiking trails and other natural resource-based recreation. The activities will not compromise the existing skiing which occurs in Zone 1.

2. Zone 2

a. Setting

The existing setting of Zone 2 is less disturbed when compared with Zone 1 and provides more naturalness due to a lesser degree of disturbance from the surrounding ski area. Constructed features should blend with the natural surroundings, but may be more visually dominant.

Within the context of the overall SUP area, the following summarizes the setting in Zone 2:

- Road access and roads are present;
- Human activity (people recreating) occurs within and proximate to this setting—there is little feeling of remoteness;
- Terrain modifications (ground disturbance and vegetation removal) are evident in the area, but past disturbance blends with the landscape; and
- Infrastructure, including chairlifts and buildings, are present.

Four areas within the BSR SUP area were designated as Zone 2—top of Independence SuperChair, top of Colorado SuperChair, Peak 9 Restaurant and TenMile Station.

b. Desired Experiences

Zone 2 will offer a wider variety of experiences in a more controlled and concentrated setting, compared to Zones 3, 4 and 5. Once in Zone 2, the guest has already experienced one scenic chairlift ride as they begin to engage in the National Forest. Guests that chose to remain in Zone 2 for developed or more passive activities will do so for the comfort they receive due to the proximity of existing infrastructure and facilities. The experience within Zone 2 would continue to feed relatively developed with activities and facilities that surround them at the core of Zone 2. Due to the higher concentration of guests and facilities within Zone 2, sights and sounds of human activity will be

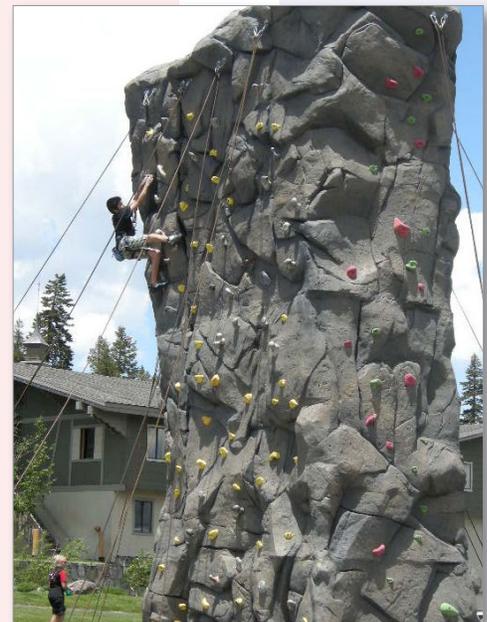
greater compared to less developed zones. As guests leave Zone 2, the amount of development will lessen and a greater feeling of naturalness would occur. For many guests of BSR, this may be their first real experience in the mountains, and to provide a safe, comfortable environment for exploration is critical to the success of Zone 2 and the overall plan.

c. *Compatible Activities and Facilities*

Zone 2 utilizes existing chairlift infrastructure and guest service facilities. Services and activities include food and beverage operations, shelter and emergency services, restroom facilities, group functions, satellite ticketing and operations for zip and canopy tours. Passive activities include educational/interpretive opportunities, sightseeing and light hiking or simply visiting with friends and family. Zone 2 will provide enhanced sightseeing opportunities compared to Zone 1. Active offerings include access to zip lines and canopy tours, extended hiking trails, mountain biking trails, challenge courses, climbing walls and other yet-to-be defined natural resource-based activities.

The goal of Zone 2 is to provide satellite facilities in a less developed setting than Zone 1. These satellite facilities will provide an outpost for natural resource-based activities and be the second portal to the National Forest. These locations occur at the tops of existing chairlifts with facilities and the visual experience being similar to what a guests experience at these locations in the winter season. Operations which occur in Zone 2 (e.g., ticketing and/or guided tour formation) prepare the guest to venture into the less developed areas of Zones 3 and 4.

Based on the setting, two areas on Peak 9 were designated as Zone 2—the Peak 9 Restaurant and the TenMile Station. BSR does not anticipate the development of these areas as outposts for activities and functions due to their location on the mountain. However, from a planning standpoint, infrastructure is presently available for seasonal or year-round utilization to promote experiences in the National Forest.



3. Zone 3

a. Setting

The existing setting of Zone 3 contains disturbance from ski trail and chairlift development, but guests can find a greater degree of remoteness and naturalness depending on the location of the area they are within. Generally speaking, Zone 3 includes areas where existing chairlifts are present; however, this was not the determining factor for the designation. Constructed facilities will at a minimum be consistent with scenery direction included in the 2002 Forest Plan, which states that a very low Scenic Integrity Objective (SIO) refers to landscapes that are “heavily altered,” and deviations may strongly dominate the valued landscape. Additionally, facilities will be constructed in a manner that harmonizes with the natural environment, to the extent practicable.

Within the context of the overall SUP area, the following summarizes the setting in Zone 3:

- Road access and roads are present, but limited to certain areas;
- Human activity (people recreating) can be seen at a distance or is out of site from within this setting—a stronger feeling of remoteness is present as compared to Zones 1 and 2;
- The area is moderately disturbed by ski area activity, including vegetation removal from ski trail development and some ground disturbance; and
- Infrastructure, including chairlifts and buildings, are present.

Five areas within the BSR SUP area were designated as Zone 3—Peak 7 and 8 (Cucumber Creek to *Four O’Clock* trail below treeline); Imperial and 6 Chair (Peak 8 spine to *Snow White*); Sawmill Creek (*Four O’Clock* to *Volunteer* to skier’s left E-Chair); Peak 9 (*Volunteer* to upper and lower *Lehman*); and Peak 10 (upper/lower *Lehman* to the southern operational boundary). Through the evaluation process, not all of the areas which received a Zone 3 designation are equal in characteristics. For example, Sawmill Creek is less accessible and includes a higher degree of remoteness when compared to Peak 7 and 8; however, both locations scored in the point range to be characterized as Zone 3. Similarly, the upper areas of 6 Chair and Imperial represent a unique high alpine setting. While this area is designated as Zone 3, it is primarily due to the existing presence of lifts and infrastructure. Clearly, many

of the Zone 3 compatible amenities, detailed below, would not be suitable within this high alpine area.

b. Desired Experience

The majority of guests will initially experience Zone 3 during a scenic chairlift from Zone 1 to Zone 2. In addition to the beautiful views of the Breckenridge valley, this “fly over” exposure will allow guests to see a variety of vegetation and stream channels as they make their way up the mountain. Once in Zone 3 guests would have a variety of opportunities to engage in their surroundings in a relatively more natural environment.

The desired experience will be achieved through the activities and facilities. Guests will enjoy nature hikes with interpretive signage that will provide education on the biological to learn the importance of forest health and stewardship and the cultural/historical surroundings. In Zone 3, guests will hike to overlook towers for views across and up and down the Upper Blue River Basin. Guests will ride family oriented biking trails through forested and open settings. Guests will experience the forested setting through canopy tours in unique locations to offer the beauty of the National Forest. In Zone 3, guests will also ride zip lines over the canopy to achieve amazing views of the Breckenridge area and their natural surroundings. Off-highway vehicle tours and scenic chairlift rides will also provide guests with unique opportunities to engage in portions of Zone 3 that they otherwise would not experience. Visitors in Zone 3 may encounter small groups of other users including hikers, mountain bikers and the overhead passing of guests on chairlifts, zip lines or canopy tours. Although users will experience more solitude than in Zone 2, the sights and sounds of people will be greater than Zones 1 and 2 but less than Zones 4 and 5.

These experiences will promote the White River National Forest as a recreationally, biologically and geographically diverse landscape.





c. *Compatible Activities and Facilities*

Activities include developed and maintained mountain biking trails, scenic chairlift rides, hiking trails, multi-use trails, overlook/viewing structures, zip lines, canopy tours, off highway vehicle tours, tubing and other similar natural resource-based activities. Select activities such as canopy tours and zip lines may be utilized on a year-round basis. Activities within Zone 3 will not require substantial modifications to the natural topography to facilitate construction of activities. Zone 3 will utilize existing chairlifts for additional chairlift rides to expose guests to unique areas of the SUP area and to provide amazing sightseeing opportunities. Existing ski area development (ski trails and chairlifts) exist to varying degrees within Zone 3, and potential seasonal and year-round facilities and activities will be consistent with the level of existing development for the ski area operation.

4. Zone 4

a. *Setting*

The setting of Zone 4 is more remote and provides a great degree of naturalness. Ski area development is limited and larger tree islands are prevalent when ski trails are present. Within the context of the overall SUP area, the following summarizes the setting in Zone 4:

- Little to no road access occurs;
- Human activity (people recreating and/or resort operations) is distant or out of site facilitating a high degree remoteness;
- The area is completely natural or has limited disturbance; and
- Infrastructure, including a chairlift and small buildings, are present.

Three areas within the BSR SUP area were designated as Zone 4—Peak 6 (south of Middle Barton Creek to South Barton Creek); Peak 6 (south of South Barton Creek to Cucumber Creek); and High Alpine (Peak 8 to Peak 6). Peak 6 includes lifts and trails, but the trail development is limited and large tree islands are the more dominate features. The area between the Peak 7 trail development (Cucumber Creek) and South Barton Creek includes chairlifts and trails, but possesses a strong feeling of remoteness due to the northeastern facing aspect of the terrain. Streams, wetlands, natural glades and rock fields within the *Ore Bucket* area provide a unique setting and year-round opportunities for guests.

b. *Desired Experiences*

In Zone 4, guests will connect with the more natural setting in a relatively undisturbed environment. The setting in Zone 4 will directly affect the guest experience, and maintaining a more remote setting with opportunities for solitude will meet the guests' expectations.

c. *Compatible Activities and Facilities*

Activities will promote the surroundings and inform guests of similar environments throughout the National Forest. Activities include slower moving actions to match the setting and character, which provide an even greater degree of environmental education and exposure to unique environments. These activities include hiking trails and biking trails with increased signage and interpretation. Activities within Zone 4 will require minimal site modification to maintain the current level of naturalness. In this Zone the low density of guests is expected to maintain the feeling of remoteness. Zone 4 will utilize existing chairlifts to support access to these locations.



5. Zone 5

a. *Setting*

The setting of Zone 5 is undisturbed by ski area activities. Zone 5 includes high alpine environments and large intact below treeline stands of spruce-fir habitats. Very few people recreate in these areas of the SUP boundary. No ski area roads or infrastructure are present in Zone 5.¹⁰ Within the context of the overall SUP area, the following summarizes the setting in Zone 5:

- No ski area roads are present;
- Human activity (people recreating and/or resort operations) is predominantly out of sight, so one would feel completely remote;
- Area is undisturbed by ski area activity; and
- Ski area infrastructure is only visible at a distance.

Two areas within the BSR SUP area were designated as Zone 5—Peak 5 (north of Middle Barton Creek to the northern SUP

¹⁰ As previously noted, the Peak 9 Road is a designated Forest Service Road which extends from the top of the Peak 9 portion of the developed ski area high onto Peak 10. The Peak 9 Road receives dispersed motorized and mechanized public use.

Boundary) and High Alpine and undisturbed stands (Peak 10 and 9 to *Snow White*).

b. Desired Experiences

Zone 5 represents the most remote sectors within the SUP and is only accessible by dispersed hiking. The desired experience is remote and more natural. Guests within this zone would not expect to encounter many other guests.

c. Compatible Activities and Facilities

The areas with the Zone 5 designation should be left as is with no developed seasonal or year-round activities or facilities. Dispersed hiking and limited motorized/mechanized use by the public occurs and will continue to occur within the upper Peak 10 area. The Peak 5 area represents the most remote sector within the SUP and is only accessible by dispersed hiking.

H. SEASONAL AND YEAR-ROUND ACTIVITIES AND FACILITIES

Phase 1 year-round and seasonal projects are described below within each zone.

1. Zone 1

Projects that are proposed and/or are proposed to originate/terminate within Zone 1 include:

- Scenic chairlift rides utilizing Colorado SuperChair and Independence SuperChair
- Hardened access to facilities and activities
- Mountain biking and hiking trails

2. Zone 2

Projects that are proposed and/or are proposed to originate/terminate within Zone 2 include:

- Scenic chairlift rides utilizing Colorado SuperChair and Independence SuperChair
- One zip line extending down mountain from Zone 2 on Peak 8
- One zip line extending down mountain from Zone 2 on Peak 7

- One canopy tour extending down mountain from Zone 2 on Peak 8
- Two canopy tours extending down mountain from Zone 2 on Peak 7
- Hardened pathways to activities and facilities located within Zone 2
- Expansion of existing guest service facilities on Peak 7 and Peak 8
- Food and beverage service at existing facilities
- Observation towers
- Climbing walls
- Challenge courses
- Interpretive hiking tours
- Mountain biking and hiking trails
- Landscaping

3. Zone 3

Projects that are proposed within Zone 3 include:

- Scenic chairlift rides utilizing Colorado SuperChair, Independence SuperChair, 6 Chair and Imperial Express SuperChair
- One zip line extending down mountain through Zone 3 on Peak 8
- One zip line extending down mountain through Zone 3 on Peak 7
- One canopy tour extending down mountain through Zone 3 on Peak 8
- Two canopy tours extending down mountain through Zone 3 on Peak 7
- Mountain biking and hiking trails
- Guided and interpretive hiking
- Off-highway vehicle tours on Peak 7 and 8

4. Zone 4

- Hiking and mountain biking trails on Peak 7

5. Zone 5

No projects are proposed within Zone 5.

I. CONSTRUCTION TIMEFRAME

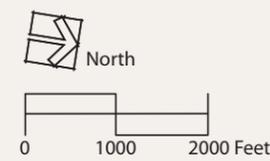
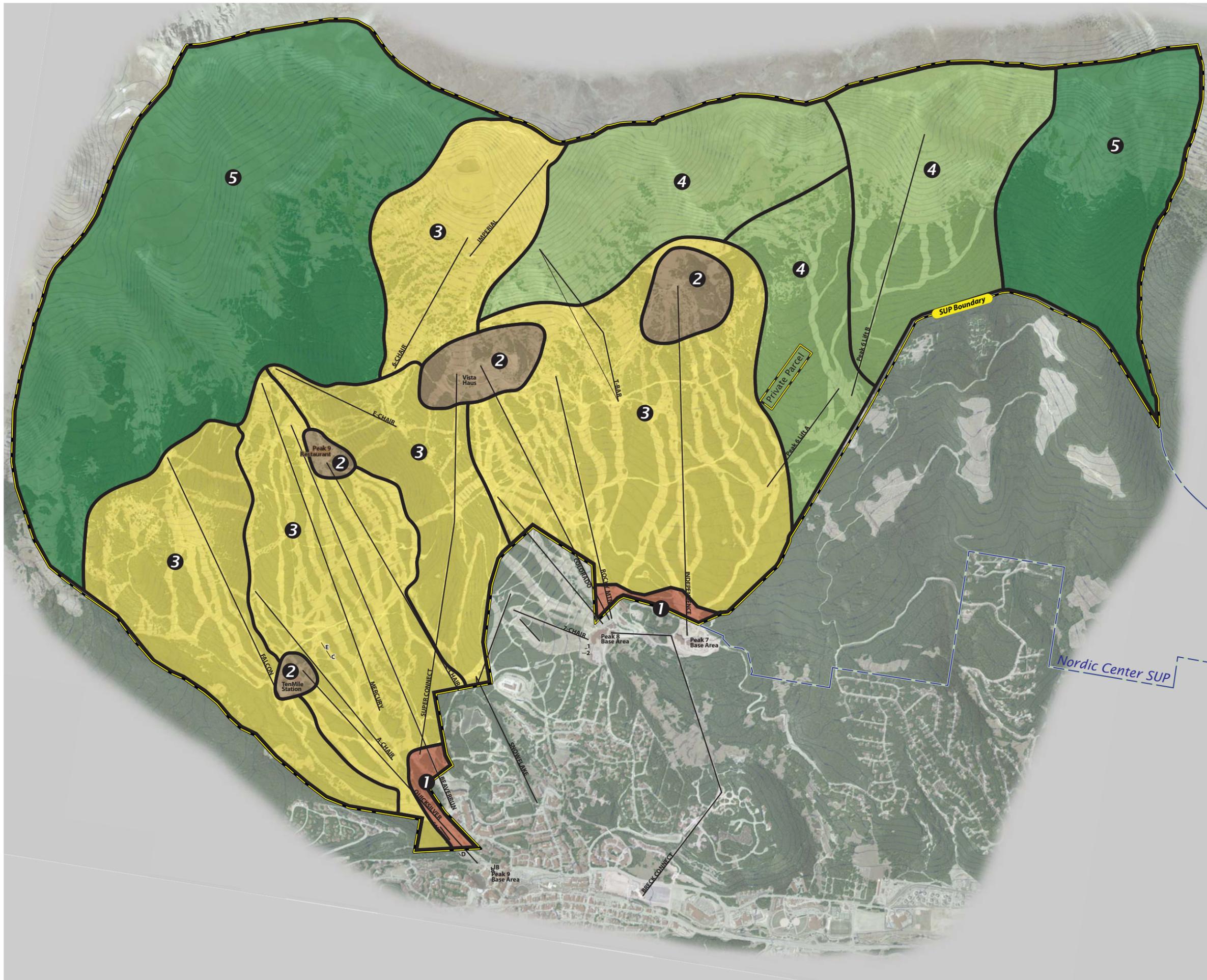
BSR expects to implement Phase 1 projects within 1 to 5 years subsequent to review and potential approval in accordance with the National Environmental Policy Act.





**Zoning
 Designations**

- Zone 1 Built Environment 1
- Zone 2 2
- Zone 3 3
- Zone 4 4
- Zone 5 Undeveloped Environment 5



APPENDIX A: ADDITIONAL RESORT SPECIFICATION TABLES

Table 20
Zoning Characteristics Scales

Table 21
Area Boundaries and Appropriate Zones

Table 20: Zoning Characteristics

Zoning Characteristics		Scores
<i>Access</i>		
Road Access within Area		1
Limited Road Access/Trails		2
No Road Access		3
<i>Remoteness</i>		
Proximate to Human Activity		1
Distant Sight of Human Activity within SUP		2
Out of Sight of Human Activity within SUP		3
<i>Naturalness</i>		
Heavily Disturbed by Ski Area Activity		1
Moderately Disturbed by Ski Area Activity		2
Undisturbed by Ski Area Activity		3
<i>Infrastructure</i>		
Adjacent to 2 or More Ski Area Infrastructure		1
Ski Area Infrastructure in Area		2
Out of Site of Ski Area Infrastructure		3
	<i>Minimum Score Possible</i>	4
	<i>Maximum Score Possible</i>	12
Zones	Score Range	
1	4	
2	5 to 6	
3	7 to 9	
4	10 to 11	
5	12	

Table 21: Area Boundaries and Appropriate Zones

Area Boundaries	Scores	Appropriate Zone
<i>Peak 5 (North of Middle Barton Creek to Northern SUP Boundary)</i>		
Access	3	
Remoteness	3	
Naturalness	3	
Infrastructure	3	
Total Score	12	Zone 5
<i>Peak 6 (South of Middle Barton Creek to South Barton Creek)</i>		
Access	3	
Remoteness	3	
Naturalness	2	
Infrastructure	2	
Total Score	10	Zone 4
<i>Peak 6 (South of South Barton Creek to Cucumber Creek)</i>		
Access	3	
Remoteness	3	
Naturalness	2	
Infrastructure	2	
Total Score	10	Zone 4
<i>High Alpine (Peak 8 to Peak 6)</i>		
Access	3	
Remoteness	2	
Naturalness	3	
Infrastructure	2	
Total Score	10	Zone 4
<i>Peak 7 and 8 (Cucumber Creek to Four O'Clock Trail Below Treeline)</i>		
Access	1	
Remoteness	2	
Naturalness	2	
Infrastructure	2	
Total Score	7	Zone 3
<i>Peak 7 and 8 Base Areas</i>		
Access	1	
Remoteness	1	
Naturalness	1	
Infrastructure	1	
Total Score	4	Zone 1
<i>Top of Independence, Colorado, Peak 9 Restaurant, TenMile Station</i>		
Access	1	
Remoteness	1	
Naturalness	2	
Infrastructure	1	
Total Score	5	Zone 2

Area Boundaries	Scores	Appropriate Zone
<i>Imperial and 6 Chair (Peak 8 Spine to Snow White)</i>		
Access	2	
Remoteness	2	
Naturalness	3	
Infrastructure	2	
Total Score	9	Zone 3
<i>Sawmill Creek (Four O'Clock to Volunteer to Skier Left E-Chair)</i>		
Access	2	
Remoteness	3	
Naturalness	2	
Infrastructure	2	
Total Score	9	Zone 3
<i>Peak 9 (Volunteer to Upper and Lower Lehman)</i>		
Access	2	
Remoteness	2	
Naturalness	2	
Infrastructure	2	
Total Score	8	Zone 3
<i>Peak 9 Base Area</i>		
Access	1	
Remoteness	1	
Naturalness	1	
Infrastructure	1	
Total Score	4	Zone 1
<i>Peak 10 (Upper/Lower Lehman to Southern Operational Boundary)</i>		
Access	2	
Remoteness	3	
Naturalness	2	
Infrastructure	2	
Total Score	9	Zone 3
<i>High Alpine and Undisturbed Stands (Peak 10 and 9 to Snow White)</i>		
Access	3	
Remoteness	3	
Naturalness	3	
Infrastructure	3	
Total Score	12	Zone 5