

Town of Breckenridge
Planning Commission Agenda

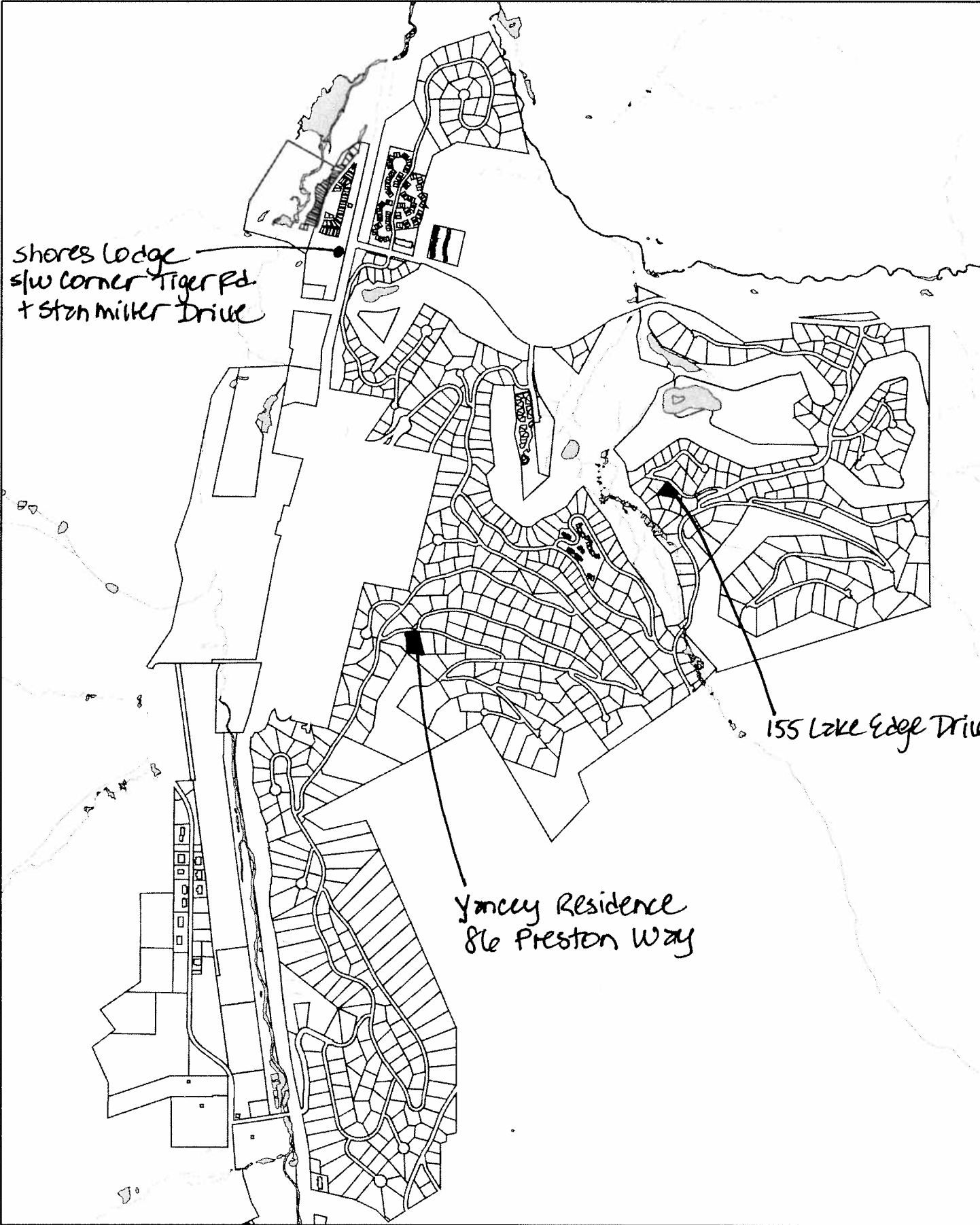
Tuesday, February 5, 2008
Breckenridge Council Chambers
150 Ski Hill Road

Dinner will be served to Planning Commission and Staff.

6:30 PM	Work Session	
	1. Ex-Parte Contact, Voting and Meeting Process (Tim Berry, Town Attorney)	
7:00	Call to Order of the February 5, 2008 Planning Commission Meeting; 7:00 p.m. Roll Call	
	Approval of Minutes January 15, 2008 Regular Meeting	4
	Approval of Agenda	
7:05	Consent Calendar	
	1. Shock Hill Sales Center (CN) PC#2008010	15
	260 Shock Hill Drive	
	2. Yancey Residence (MGT) PC#2008011	26
	86 Preston Way	
	3. 155 Lake Edge Drive (CK) PC#2008009	32
	155 Lake Edge Drive	
7:15	Preliminary Hearings	
	1. The Shores Lodge (MM) PC#2007155	37
	SW corner of Tiger Road and Stan Miller Drive	
8:45	Work Sessions	
	1. Comprehensive Plan (MT)	60
	2. Home Size Policy (JS)	193
	3. TDR Receiving Areas (CK)	199
	4. Joint PC/TC Meeting Topics and Date (CN)	200
10:45	Town Council Report	
10:55	Other Matters	
11:00	Adjournment	

For further information, please contact the Planning Department at 970/453-3160.

**The indicated times are intended only to be used as guides. The order of projects, as well as the length of the discussion for each project, is at the discretion of the Commission. We advise you to be present at the beginning of the meeting regardless of the estimated times.*



Shores Lodge
SW corner Tiger Rd
+ Stan Miller Drive

Yancey Residence
86 Preston Way

155 Lake Edge Drive



Shovel Hill Sales Ctr.
260 Shovel Hill Drive



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Breckenridge South

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PLANNING COMMISSION MEETING

THE MEETING WAS CALLED TO ORDER AT 7:01 P.M.

ROLL CALL

Michael Bertaux	John Warner	Rodney Allen
Peter Joyce	Mike Khavari	Dave Pringle
Sean McAllister - Arrived at 7:53pm		

APPROVAL OF MINUTES

With no changes, the minutes of the January 3, 2008 Planning Commission meeting were approved unanimously (6-0).

APPROVAL OF AGENDA

Mr. Neubecker suggested that we review 100 South Harris Street before reviewing 102 S. Harris Street (preliminary hearings). Commission agreed. With that change, the agenda for the January 15, 2008 Planning Commission meeting was approved unanimously (6-0).

CONSENT CALENDAR:

1. Shores at the Highlands Duplex, Lots 4A&B (MM) PC#2008001; 312 & 344 Shores Lane
2. Lot 2, Sunbeam Estates (MGT) PC#2007156; 100 Klack Road

Dr. Warner requested to see the plat to determine if the Sunbeam Trail would be affected. Dr. Warner wanted to make sure the trail would remain in current location. Staff pointed out that all trails must always conform to the all trail standards, and if work affects the trail, it must be rebuilt to the standards. Mr. Pringle suggested that if the fence was located incorrectly that the Sunbeam Estates HOA should relocate it.

This item was called up after the above discussion.

3. Myers Residence (CK) PC#2008004; 858 Fairways Drive

With one motion (see below), the consent calendar was approved unanimously (6-0).

Dr. Warner move to call up Lot 2, Sunbeam Estates (MGT) PC#2007156; 100 Klack Road. Mr. Bertaux seconded. The motion was carried unanimously (6-0).

Mr. Pringle suggested having the Town Attorney look into an easement for the fence. The fence may be owned by either the HOA or the property owner. Mr. Neubecker was able to determine from the Summit County website that the fence was located on public open space.

Mr. Pringle made a motion to approve of Lot 2, Sunbeam Estates (MGT) PC#2007156; 100 Klack Road, with a new Condition #31, requiring the applicant to enter into an agreement in a form acceptable to the Town Attorney regarding the fence encroachment onto the Applicant's property. The Town Attorney will determine the type of document or process. Mr. Bertaux seconded. The motion was carried unanimously (6-0).

FINAL HEARINGS:

(Note: Tract C and E, Shock Hill were presented together, and were discussed together. The comments below reflect both Tracts C and E.)

1. Shock Hill Tract E (CN) PC#2007108; 260 Shock Hill Drive

Mr. Neubecker presented a proposal to construct a 110,711 square foot lodge with 58 units, 2,772 square feet of commercial space and underground parking on 4.37 acres. This development includes the transfer of 6 SFEs of density to the site per a previously approved Development Agreement, and an amendment to the density of the Shock Hill Master Plan.

Since the last review of this project on November 6, 2007, a few minor changes to the plan have been made. These include:

- A comprehensive water quality-monitoring plan was proposed.
- A full lighting plan has been provided, including a photometric plan and fully shielded fixtures.
- Additional details have been provided on walkway and driveway materials.
- Additional details have been provided on the retaining walls, spa and water features.
- Minor revisions to the landscaping plan were proposed, including additional landscaping next to the gondola building. Details have been provided on irrigation systems.
- Details have been provided on fencing near the gondola, and along the access to the trail. A new fence was proposed in the rear of the building, to prevent unauthorized use of the spas and pool.
- Tandem parking spaces have been eliminated.
- Minor changes to the density and mass, but still within the allowed density and mass.
- Minor changes to windows.

Staff has prepared a point analysis, which shows a recommended passing score of positive ten (+10) points. Staff pointed out an error in the report, which failed to show negative three (-3) points for Energy Conservation. It is now correctly reflected in the point analysis.

Steven Spears with Design Workshop (Landscape Architect): Lodgepole pines removed from landscaping plan and replaced with Fir and Blue Spruce. Lighting revamped with lighting tucked into walls, Dark Sky compliant. Open space (Tract E-2) looked at in length as well as trails. Fire District meeting took place to obtain preliminary approval. Site grading was refined to save more trees. Paving material will be natural and earth tone, with natural stone. Plantings will ensure year round vegetation and variety of color. ADA (handicapped) access throughout the entire project will be provided. A power point presentation with the above comments was presented to the Commission.

Tract C (Mr. Spears): Similar materials and landscape plan on Tract C. Flag stone paving will be used with the idea of using earth like materials. Mr. Joyce asked the Applicant if vegetation was possible on retaining walls at our altitude. Mr. Spears did point out that vegetation was determined for this project that would grow at 9,600 feet. There are very few species that will grow on a wall at this elevation. We may be able to get plants to hang down over walls, but not creep up walls.

Mr. Khavari opened the hearing for public comment.

John Quigley (Shock Hill Resident): Suggested formalizing agreements on shuttle prior to C.O. He wrote a letter of support with his comments to the Commission. As an automotive engineer I can tell you that in two years there will be much better technology and better solutions for transit. Developer has presented a terrific plan and has been responsive. Supported the project.

Ed Means (Shock Hill Resident): A negative traffic situation will be created by the project. Increase in density and impact on environment is a concern. Service vehicles will be constant and there will not be sufficient parking for tenants and guests. All traffic will be using a two lane road which is concerning. Town needs to plan for a traffic light at intersection with Ski Hill Road. Town needs to consider running the gondola more hours during the ski season after this development is built out.

John Goebel (Shock Hill Resident): Congratulations for looking out for our best interest. But it's a project built on a site that shouldn't exist. Concerned about a project of this scope entering into a residential neighborhood. Consider building Tract E and see track record, then build Tract C.

John Quigley, (speaking as Shock Hill HOA Representative): Find the best management practice to mitigate pine beetle. The HOA sprayed 5,000 trees last year in Shock Hill. Signage around the gulch should be kept at a minimum by the town working with the developer. The tree canopy is a concern and he encouraged the Commission to continue to mitigate this issue, but gondola itself breaks through tree canopy. Once Peak 7 and 8 are built out, it may be reasonable to run gondola more often.

John Niemi (Applicant): Pointed out some incorrect information. Project has been reduced by 44 bedrooms.

There was no more public comment and the hearing was closed.

Commissioner Questions/Comments:

Mr. McAllister: Felt hillside and ridgeline policies did apply to this development.

Final Comments: OK will ERO agreements with developer. This project will create an opportunity to prove to the public that developers can protect the environment and is proud of the work done here. Up to now, main concerns were with water quality monitoring and transit. Colorado Wild has given us (ski area) an “F” for development sites near sensitive areas. Supported this project and the point analysis.

Mr. Joyce: When monitoring water quality, would the applicant report to someone? (Peggy Bailey with Tetra Tech pointed out that the Town has been monitoring the ground water. Mr. Neubecker clarified that Tetra Tech will take samples and send them to a lab. The results from the lab will be provided to town and consultants for review.) Will the large tree plantings sufficiently create a buffer to satisfy the ridgeline policy? (Staff read the policy addressing this issue and it was determined the planting will mitigate the buffer as required.)

Final Comments: Appreciated applicant’s work to mitigate Commission’s concerns. We don’t usually see a project with this many positive points. Thought the architecture, site plan and landscaping will add to the view from the gondola. Construction side will be important; keep to the standards you have set. Supported the point analysis and approved of the project.

Mr. Bertaux: Applicant should monitor water quality for at least a year after C.O. Why wouldn’t the Town want all people in the development using the mass transit? (Mr. Grosshuesch pointed out the Town didn’t want to act as the agency controlling the shuttle for Shock Hill. Mr. Niemi pointed out that all residents in Shock Hill will be able to use the shuttle. Mr. Neubecker clarified that if the applicant wanted to make an agreement with rest of the residents in subdivision, it should be a private agreement. Staff did not want a single-family resident calling the town if shuttle is not operating for single-family residents.) Asked if this development will be a member of the HOA? (Mr. Niemi: they would have their own HOA for the lodges and also be part of the existing overall HOA.)

Final Comments: This is an attractive and exclusive property. It was anticipated in the Master Plan to have a lodge on this site. This will add to the lodging stock in a positive way. Staff has done an above average job on the point analysis. Supported the point analysis. Encouraged continued monitoring of water quality for one year after C.O. Wanted to see a minimum of six employee-housing units. Supported the project.

Mr. Allen: Suggested a condition for mutual cooperation between the Town and Applicant for future tree replacement.

Final Comments: Never supported a project of this size on this site. Visibility and traffic will be an issue, but Applicant has done as good a job as possible for this site. Development team has done a commendable job mitigating concerns. Applicant should work with Town on future access to Tract E-2 for tree planting. On water quality, I will leave it up to the experts. Would like to see multiple employee housing units. Pointed out that Applicant is on the record to seek multiple employee-housing units. Supported project and point analysis.

Dr. Warner: What was the basic chemical used to reduce pine beetle? (Mr. Neubecker pointed out that the overlay protection district prohibits all pesticides, but does allow some for forest management. Mr. Kulick indicated that permethrin and carbaryl are the chemicals used to prevent pine beetle.) He sought clarification regarding fencing. Disturbance site should be marked off, with only three access points to gulch. On the SW Corner of Tract E building, what is the height/tree canopy? (Suzanne Allen Guerra, Designer: guessed about 45 feet.) How many employee-housing units will there be? How will you mitigate job generation? (John Niemi, Applicant: Intent was to build employee housing on Tiger Road. Discussed ramifications of various options. Applicant stated he would like to build new employee housing. The Applicant stated he will not go out and buy a 3,800 sq. ft. house and deed restrict it. He would rather take the 3,800 square foot and build several new units.) How will the downhill hillside be mitigated away from the building? Why not plant trees on slope? (Mr. Spears: this area would fall under the Town’s jurisdiction, since land

will be donated to the Town. Mr. Neubecker indicated concern with pitch of the slope, and problems accessing it to plant trees. Also, very poor soil here; new soil and trees would be difficult to protect and keep from sliding toward gulch.) Didn't want the view from the Gulch to be buildings and the view corridor should be protected. Does this fail an absolute policy regarding ridgeline development? (Mr. Neubecker indicated that staff believed that all requirements of this policy have been met.)

Final Comments: Agreed with Mr. Bertaux, would like to see a minimum of six employee-housing units. Monitor the water quality for one year after C.O. Tie in monitoring to Town's monitoring in gulch. Practice best management practices. Will support point analysis but policy 8/R is still a concern. Nicely designed project and nicely sighted. Liked the step down design on building E. Protect the view corridors with cooperation with the Town in the future. Would like a collaborative process regarding trees on downhill side slope on Tract E-2. Sign pollution should be watched closely. He suggested three signage and entry portals to gulch. This should be a magical portal to a magical place.

Mr. Pringle: Proposed schedule for water quality will be fine. Sought clarification regarding the hay bales that will be used. Suggested weed free hay bales. Suggested that the Town staff approve the Applicant's choice of employee housing. (Staff pointed out this was an existing condition.) Pine beetle issue is a bigger problem than for just this site. It's a Town-wide issue.

Final Comments: Asked if everyone agrees with the point analysis? (Yes.) Design team did a fantastic job. We don't usually see this many positive points from a code designed to not give too many points. This is going to be a quality project. Monitor the concerns surrounding the gulch. Architecture is absolutely stunning, and this will be a beautiful project and an important property for the Town. The traffic was taken into consideration in the Master Plan, and we anticipated the gondola will run even more often in the future. Approved of the point analysis for Tracts C and E, as well as Findings and Conditions, and supported approval for both projects.

Mr. Khavari: Suggested ERO look into pine beetle spaying. (Mr. Neubecker pointed out that Ken Kolm, hydrogeologist, confirmed that this site's ground water moves relatively quickly. It would not take long to realize if there is a problem.) (Don Smith, Professional Engineer for Applicant: With proper maintenance of water quality vaults and other features to treat water, potential for damage to gulch is almost zero.) Would the existing lodgepole pines be sprayed? (The Applicant pointed out the trees were sprayed last summer. The association will continue spraying the trees from here on out.) Wanted the trees in this development sprayed. (Mr. Grosshuesch pointed out the Town does not require every tree on open space property be sprayed. We suggest spraying specimen trees.)
Final Comments: Supported the project and the point analysis. Landscaping and design look great. Traffic study was done and he was satisfied with results. Sought clarification on phasing of construction. (Applicant pointed out phasing would occur six weeks apart, with Tract E starting first.)

There were no motions to change the point analysis as presented by staff.

Mr. Pringle made a motion to approve the point analysis and the application for Shock Hill Tract E, PC#2007108, 260 Shock Hill Drive, highlighting Finding 7, and amending Condition 36 (to require water quality testing for one year after issuance of a certificate of occupancy), and amending Condition 38 (encouraging applicant to satisfy employee housing requirement with as many units as possible). Mr. Bertaux seconded, and the motion was approved unanimously (7-0).

2. Shock Hill Tract C (CN) PC#2007109; 200 Shock Hill Drive

Mr. Neubecker presented a proposal to construct an 84,380 square foot lodge with 52 units and underground parking on 2.89 acres. This development includes the transfer of 33 SFEs of density to the site per a previously approved Development Agreement, and an amendment to the density of the Shock Hill Master Plan.

Since the second preliminary meeting, some minor changes have been made to the proposed plan. These include:

- A comprehensive water quality-monitoring plan is proposed.
- A full lighting plan has been provided, including a photometric plan and fully shielded fixtures.
- Additional details have been provided on walkway and driveway materials.
- Additional details have been provided on the retaining walls, spa and water features.

- Minor revisions to the landscaping plan are proposed, including additional landscaping next to the gondola building. Details have been provided on irrigation systems.
- Details have been provided on fencing near the gondola, and near along the access to the trail. A new fence was proposed in the rear of the building, to prevent unauthorized use of the spas.
- Elimination of tandem parking spaces.
- Minor changes to the density and mass, but still within the allowed density and mass.

Staff has prepared a point analysis, which shows a recommended passing score of positive eight (+8) points.

SEE COMMENTS ABOVE UNDER TRACT E

Mr. Pringle made a motion to approve the point analysis and the application for Shock Hill Tract C, PC#2007109, 260 Shock Hill Drive, highlighting Finding 7, amending Condition 37 (to require water quality testing for one year after issuance of a certificate of occupancy), and amending Condition 39 (encouraging applicant to satisfy employee housing requirement with as many units as possible). Mr. McAllister seconded, and the motion was approved unanimously (7-0).

PRELIMINARY HEARINGS:

1. Hastings Residence (MGT) PC#2008002; 102 South Harris Street

Mr. Neubecker (on behalf of Mr. Thompson) presented a proposal to build a new 3,269 sq. ft. single-family residence and perform historic preservation on two existing barns at the rear of the property along the alley.

Janet Sutterley, Architect: New construction meets all four relative setbacks. The existing sheds are currently a few inches over the property line. Plan to change the north side of new building to not get negative points for setback. The chimney for a gas log fireplace may be currently in a setback and if so some relief may need to be granted. (Mr. Neubecker read the code aloud concerning encroachments into setbacks. Staff does not feel this applies to chimneys.) Too much program on the lot? This project is over mass by 59 sq. ft. due to the sheds. Total density includes basement. Photos of sheds were passed out detailing the conditions of both sheds. Intention was to not to replace the metal siding on shed 2. Would like to remove metal walls and not count shed 2 as mass. Shed 1 is in beautiful shape. Shed 2 is in very poor shape and want to do an adaptive reuse. Framing is in good shape but siding is not. Plan to do a great landscaping job, but is four points the only increment? (Mr. Neubecker: Yes, but we are working on a revision to the landscaping plan, which may allow fewer points in future.) Hoped to get positive six (+6) points for renovating both sheds. Would like positive two (+2) points for putting driveway and garage at rear. Questions: Chimney, locations of sheds, and reuse of shed 2 and siding on shed 2, is architecture OK, does the Commission agree on preliminary point analysis?

Mr. Khavari opened the hearing for public comment.

Mr. Brush, Neighbor: How high will the new house façade be? (Ms. Sutterley: 22.5 feet to the peak.) Can a view corridor be preserved? (Mr. Khavari pointed out that the application met height limitation prescribed by Code.) The alley is very narrow and Mr. Brush is concerned about traffic flow and lighting for the garage. Main concern is losing the existing view.

With no additional comments, Mr. Khavari closed the hearing.

Commissioner Questions/Comments:

Mr. McAllister: Is shed restoration required? (Staff pointed out that shed restoration is not required, but encouraged and a source of positive points.)

Final Comments: OK with moving both houses forward. Chimney is in setback. Sheds need to meet the side yard setbacks. Traffic problem could arise with shed so close to the alley. Have shed 2 evaluated by town's historian. OK with architecture.

Mr. Joyce: Don't we want to keep the historic alignment? If a variance is granted, are the negative points adjusted? (Staff answered no, negative points still warranted.)

Final Comments: Liked the architecture. OK with chimney encroachment. Move house to the west to help out. OK with alley setback 1' but not side yard setback. Would like to see smart

- landscaping plan (not quantity). Not sure about shed 2 and is having a hard time with hot tub in shed 2. More in favor of working with what is there, but not an “interpretive shed.”
- Mr. Bertaux: Final Comments: I don’t know why people want to keep the concrete wall. OK with negative three (-3) points for 9.4 UPA. Set backs OK except for sheds. Agreed with having a nice lawn with great garden. Liked the chimney but get it out of the setback. Lose the 59 sq ft of mass. Architecture is fine. Preserve orientation of front yard, but does not need to be exact.
- Mr. Allen: Regarding shed number 2, what is the Applicant’s vision? (Ms. Sutterley: would like to keep tin on the south side, with the other three sides open with no walls.) Can an applicant get partial positive points for restoration? (Mr. Neubecker: points are assigned in increments of three; fewer points could be assigned if only one shed is restored.) Agreed with Mr. Pringle; hard to give points for shed 2.
Final Comments: Moving the home to the west to ease up space at rear would be supported. The two sheds should meet the side yard setback on the south. Big shed is fine; hot tub shed would only warrant partial points. Need more information on Priority Policy 20. Prove fabric is not historic on shed 2. Chimney looks goods but not supportive of it encroaching past the setback. On landscaping would allow positive points, but don’t want to see a forest. Architecture is fine; liked that ridge was broken up.
- Dr. Warner: Liked the chimney. Worried about location of shed 2 in relation to proposed garage, and drainage and snow shedding problems.
Final Comments: Agreed with Mr. Allen on the architecture. Liked the step down and the architecture. OK with the chimney projection into setback; it adds a nice effect. Struggled with the location of the sheds relative to the side lot. Need an historic interpretation of shed 2 to determine fabric is historic. Could buy into hot tub enclosure idea. Liked the architecture and was confident staff would find a landscaping plan acceptable to the Town. Should be a smart landscaping plan, but not based on quantity. Agreed with point analysis with negative points for above ground density. Would be OK moving house further west, but not enough to stick out.
- Mr. Pringle: A wall vent is possible on a gas fireplace, why a chimney? (Ms. Sutterley liked the architecture of the chimney breaking up the north elevation.) Felt the chimney was a structure. Concerned about the shed relocation affecting the adjacent lot. (Applicant pointed out that 25 feet is the average front setback on the block.) Move the house forward a little bit allowing to allow for a bang up job on the sheds in the back. OK with shed one foot off the alley but three feet needed from the adjacent lot. (Ms. Sutterly: it would not be a good idea to keep the sheds where they are, so close to alley.) Positive points for shed restoration are difficult when a policy violation is evident (Priority Policy 20).
Final Comments: You are going to have to deal with the sheds. Some problems are self-inflicted. Center element (of house) seems to be out of place. Double windows in front pane dormer on west elevation may be against policy; too much glass? Chimney issue is a self-inflicted wound. Move both buildings a little forward on the lot. Shed 1 needs to be 3 feet off the south property.
- Mr. Khavari: Final Comments: Agreed with everything Dr. Warner said in his final comments. Try to preserve the view from adjacent neighbors.

2. Lot 1, Block 7, Yingling & Mickles (MGT) PC#2008003; 100 South Harris Street

Mr. Neubecker (on behalf of Mr. Thompson) presented a proposal to restore the historic residence and barn, construct a small addition onto the rear of the historic home, and convert a portion of the barn to an accessory apartment. The historic home would be stabilized and temporarily moved to Lot 2 to facilitate basement construction. A full basement concrete foundation would be poured on Lot 1. The barn would be restored to be used as a garage and accessory apartment.

Janet Sutterley, Architect: Same doors and windows will be reused. All windows on project are historic and would be restored. Three new windows are proposed. Proposing a full restoration with the roof over the mudroom being the only part being modified or added. This is needed to fix headroom and drainage problems, and simplify rooflines. This is a log home (covered with siding) but the condition of the logs is unknown. Therefore the logs could be reused or siding would be used. Access onto the property will come off of Lincoln Avenue. Vertical siding on the shed reconstruction will be used. Questions: On site plan, is it OK to move house 2 feet to west? This would also free up roofs, and create more separation between house and barn. Can the shed in the rear be used as an accessory unit? Plan to detach shed,

build a foundation, and place it right back where it is. Is this a positive twelve (+12) point restoration project? 12x12 addition is proposed and everything else restored. Similar to Randall Residence on points.

Mr. Khavari opened the hearing for public comment. There were no comments and the hearing was closed.

Commissioner Questions/Comments:

Mr. McAllister: (Left the meeting at 11:30 P.M. before Commissioners made comments.)

Mr. Bertaux: Excavating in the alley could be a problem. Everything regarding Applicants questions OK. Siding material needs to be determined.

Mr. Allen: Yes to all of Janet Sutterly's questions. Can live with the barn sticking out one foot.

Dr. Warner: Liked idea of accessory unit. Can live with the barn sticking out one foot.

Mr. Pringle: Biggest interest was getting all buildings onto the property.

Mr. Khavari: Fine with the windows.

The Planning Commission was OK with moving this development west by 2 feet, with the proposed accessory unit, with the windows. Everyone agreed the code would determine the points.

TOWN COUNCIL REPORT:

Dr. Warner discussed the consent calendar and the "hump line" discussion for Greenberg Residence. Fence ordinance was discussed in a work session. Dr. Warner discussed the proposed ordinance limiting offices on Main Street that Council discussed last week. He pointed out separation for Main Street offices was supported.

OTHER MATTERS:

None.

ADJOURNMENT:

The meeting was adjourned 11:50p.m.

Mike Khavari, Chair

TOWN OF BRECKENRIDGE

Standard Findings and Conditions for Class C Developments

FINDINGS

1. The project is in accord with the Development Code and does not propose a prohibited use.
2. The project will not have significant adverse environmental impact or demonstrative negative aesthetic effect.
3. All feasible measures mitigating adverse environmental impacts have been included, and there are no economically feasible alternatives, which would have less adverse environmental impact.
4. This approval is based on the staff report dated January 31, 2008, and findings made by the Planning Commission with respect to the project. Your project was approved based on the proposed design of the project and your acceptance of these terms and conditions imposed.
5. The terms of approval include any representations made by you or your representatives in any writing or plans submitted to the Town of Breckenridge, and at the hearing on the project held on February 5, 2008 as to the nature of the project. In addition to Commission minutes, the meetings of the Commission are tape-recorded.

CONDITIONS

1. This permit does not become effective, and the project may not be commenced, unless and until the applicant accepts the preceding findings and following conditions in writing and transmits the acceptance to the Town of Breckenridge.
2. If the terms and conditions of the approval are violated, the Town, in addition to criminal and civil judicial proceedings, may, if appropriate, issue a stop order requiring the cessation of work, revoke this permit, require removal of any improvements made in reliance upon this permit with costs to constitute a lien on the property and/or restoration of the property.
3. This permit expires eighteen (18) months from date of issuance, on August 11, 2009, unless a building permit has been issued and substantial construction pursuant thereto has taken place. In addition, if this permit is not signed and returned to the Town within 30 days from the permit mailing date, the duration of the permit shall be 18 months, but without the benefit of any vested property right.
4. The terms and conditions of this permit are in compliance with the statements of the staff and applicant made on the evidentiary forms and policy analysis forms.
5. Nothing in this permit shall constitute an agreement by the Town of Breckenridge to issue a certificate of occupancy for the project covered by this permit. The determination of whether a certificate of occupancy should be issued for such project shall be made by the Town in accordance with the applicable provisions of the Town Code, including, but not limited to the building code.
6. Driveway culverts shall be 18-inch heavy-duty corrugated polyethylene pipe with flared end sections and a minimum of 12 inches of cover over the pipe. Applicant shall be responsible for any grading necessary to allow the drainage ditch to flow unobstructed to and from the culvert.

7. At the point where the driveway opening ties into the road, the driveway shall continue for five feet at the same cross slope grade as the road before sloping to the residence. This is to prevent snowplow equipment from damaging the new driveway pavement.
8. Applicant shall field locate utility service lines to avoid existing trees.
9. An improvement location certificate of the height of the top of the foundation wall and the height of the building's ridge must be submitted and approved by the Town during the various phases of construction. The final building height shall not exceed 35' at any location.
10. At no time shall site disturbance extend beyond the limits of the platted building/site disturbance envelope, including building excavation, and access for equipment necessary to construct the residence.
11. All hazardous materials used in construction of the improvements authorized by this permit shall be disposed of properly off site.
12. Each structure which is authorized to be developed pursuant to this permit shall be deemed to be a separate phase of the development. In order for the vested property rights associated with this permit to be extended pursuant to Section 9-1-17-11(D) of the Breckenridge Development Code, substantial construction must be achieved for each structure within the vested right period of this permit.

PRIOR TO ISSUANCE OF BUILDING PERMIT

13. Applicant shall submit proof of ownership of the project site.
14. Applicant shall submit and obtain approval from the Town Engineer of final drainage, grading, utility, and erosion control plans.
15. Applicant shall provide plans stamped by a registered professional engineer licensed in Colorado, to the Town Engineer for all retaining walls over four feet in height.
16. Any exposed foundation wall in excess of 12 inches shall be finished (i.e. textured or painted) in accordance with the Breckenridge Development Code Section 9-1-19-5R.
17. Applicant shall identify all existing trees, which are specified on the site plan to be retained, by erecting temporary fence barriers around the trees to prevent unnecessary root compaction during construction. Construction disturbance shall not occur beyond the fence barriers, and dirt and construction materials or debris shall not be placed on the fencing. The temporary fence barriers are to remain in place until issuance of the Certificate of Occupancy.
18. Existing trees designated on the site plan for preservation which die due to site disturbance and/or construction activities will be required to be replaced at staff discretion with equivalent new trees, i.e. loss of a 12 inch diameter tree flagged for retention will be offset with the addition of four 3-inch diameter new trees.
19. Applicant shall submit and obtain approval from the Town of a construction staging plan indicating the location of all construction material storage, fill and excavation material storage areas, portolet and dumpster locations, and employee vehicle parking areas. No staging is permitted within public right of way without Town permission. Any dirt tracked upon the public road shall be the applicant's responsibility to remove. Contractor parking within the public right of way is not permitted without the express permission of the Town, and cars must be moved for snow removal. A project contact person is to be selected and the name provided to the Public Works Department prior to issuance of the building permit.
20. The public access to the lot shall have an all weather surface, drainage facilities, and all utilities installed acceptable to Town Engineer. Fire protection shall be available to the building site by extension of the Town's water system, including hydrants, prior to any construction with wood. In the event the water system is

installed, but not functional, the Fire Marshall may allow wood construction with temporary facilities, subject to approval.

21. Applicant shall install construction fencing and erosion control measures at the 25-foot no-disturbance setback to streams and wetlands in a manner acceptable to the Town Engineer.
22. Applicant shall submit and obtain approval from Town staff of a cut sheet detail for all exterior lighting on the site. All exterior lighting on the site or buildings shall be fully shielded to hide the light source and shall cast light downward.

PRIOR TO ISSUANCE OF CERTIFICATE OF OCCUPANCY

23. Applicant shall revegetate all disturbed areas with a minimum of 2 inches topsoil, seed and mulch.
24. Applicant shall remove leaf clutter, dead branches and dead standing trees from the property, dead branches on living trees shall be trimmed to a minimum height of six (6) feet and a maximum height of ten (10) feet above the ground.
25. Applicant shall execute and record with the Summit County Clerk and Recorder a covenant and agreement running with the land, in a form acceptable to the Town Attorney, requiring compliance in perpetuity with the approved landscape plan for the property. Applicant shall be responsible for payment of recording fees to the Summit County Clerk and Recorder.
26. Applicant shall paint all garage doors, metal flashing, vents, flues, rooftop mechanical equipment, meters, and utility boxes on the building a flat, dark color or to match the building color.
27. Applicant shall screen all utilities.
28. All exterior lighting on the site or buildings shall be fully shielded to hide the light source and shall cast light downward.
29. At all times during the course of the work on the development authorized by this permit, the permittee shall refrain from depositing any dirt, mud, sand, gravel, rubbish, trash, wastepaper, garbage, construction material, or any other waste material of any kind upon the public street(s) adjacent to the construction site. Town shall provide oral notification to permittee if Town believes that permittee has violated this condition. If permittee fails to clean up any material deposited on the street(s) in violation of this condition within 24 hours of oral notice from Town, permittee agrees that the Town may clean up such material without further notice and permittee agrees to reimburse the Town for the costs incurred by the Town in cleaning the streets. Town shall be required to give notice to permittee of a violation of this condition only once during the term of this permit.
30. The development project approved by this Permit must be constructed in accordance with the plans and specifications, which were approved by the Town in connection with the Development Permit application. Any material deviation from the approved plans and specifications without Town approval as a modification may result in the Town issuing a Stop Work Order and/or not issuing a Certificate of Occupancy or Compliance for the project, and/or other appropriate legal action under the Town's development regulations. A Stop Work Order may not be released until a modification to the permit is reviewed and approved by the Town. Based upon the magnitude of the modification, another hearing before the Planning Commission may be required.
31. No Certificate of Occupancy or Certificate of Compliance will be issued by the Town until: (i) all work done pursuant to this permit is determined by the Town to be in compliance with the approved plans and specifications for the project, and all applicable Town codes, ordinances and standards, and (ii) all conditions of approval set forth in the Development Permit for this project have been properly satisfied. If either of these requirements cannot be met due to prevailing weather conditions, the Town may issue a Certificate of Occupancy or Certificate of Compliance if the permittee enters into a Cash Deposit Agreement providing that

the permittee will deposit with the Town a cash bond, or other acceptable surety, equal to at least 125% of the estimated cost of completing any required work or any applicable condition of approval, and establishing the deadline for the completion of such work or the satisfaction of the condition of approval. The form of the Cash Deposit Agreement shall be subject to approval of the Town Attorney.

32. Applicant shall submit the written statement concerning contractors, subcontractors and material suppliers required in accordance with Ordinance No. 1, Series 2004.
33. Applicant shall construct all proposed trails according to the Town of Breckenridge Trail Standards and Guidelines (dated June 12, 2007). All trails disturbed during construction of this project shall be repaired by the Applicant according to the Town of Breckenridge Trail Standards and Guidelines. Prior to any trail work, Applicant shall consult with the Town of Breckenridge Open Space and Trails staff.
34. The development authorized by this Development Permit may be subject to the development impact fee imposed by Resolution 2006-05 of the Summit County Housing Authority. Such resolution implements the impact fee approved by the electors at the general election held November 7, 2006. Pursuant to intergovernmental agreement among the members of the Summit Combined Housing Authority, the Town of Breckenridge is authorized to administer and collect any impact fee which is due in connection with development occurring within the Town. For this purpose, the Town has issued administrative rules and regulations which govern the Town's administration and collection of the impact fee. ***Applicant will pay any required impact fee for the development authorized by this Development Permit prior to the issuance of a Certificate of Occupancy.***

(Initial Here)

Planning Commission Staff Report

- Project Manager:** Chris Neubecker, AICP
- Date:** January 31, 2008 (For meeting of February 5, 2008)
- Subject:** Shock Hill Lodges Sales Center (Class C Minor; PC#2008010)
- Applicant/Owner:** AZCO II; John Niemi
- Agent:** Allen-Guerra Design-Build
- Proposal:** Construct a 15' x 16' sales center on wooden skids. Building would be used for an office and providing sales information on the approved Shock Hill Lodge and Spa. Exterior materials include vertical cedar board on board siding, 2x cedar fascia, cedar roof shingles, aluminum clad windows, cedar window and door trim, exposed trusses and zinc or rusted steel base. A material and color sample board will be available for review at the meeting. There will be no kitchen or bathroom in the building.
- Address:** 260 Shock Hill Drive
- Legal Description:** Tract E, Shock Hill Subdivision
- Site Area:** 4.37 acres (190,357 sq. ft.) *(Note: The original tract was 6.67 acres; as a commitment of the Development Agreement, the applicant will donate 2.3 acres, known as Tract E-2, to the Town as open space, leaving 4.37 acres for development.)*
- Land Use District:** 10: Residential-2 UPA, Single Family, up to 8-plex, townhouses
Subject to the Shock Hill Master Plan, which identifies this site for a lodge (condo-hotel) with 66 SFEs existing on-site, including 5.3 SFEs of commercial use.
- Site Conditions:** The site is undeveloped, except for the gondola mid-station in the southeast corner of the site. The site is moderately forested with mostly lodgepole pine trees. There is an abandoned Nordic ski trail that crosses through the center of the tract.
- The 100' gondola aerial tramway access easement crosses though the southeastern and southern part of the lot. There is a 25' public trail easement along the north lot line, and a 20' drainage easement along the northwest property boundary. Additionally, there are several trail easements on the west side of the property, either along the boundary with Tract E-2, or within Tract E-2. The site slopes downhill to the south and west, at an average rate of 13% within the development area, and as much as 38% within Tract E-2, which would be dedicated to the Town as open space.
- Adjacent Uses:** North: Single family homes and lots South: Gondola and vacant lodge site
East: Shock Hill Drive/Shock Hill Cottages West: Cucumber Gulch
- Density:** Residential density per existing Master Plan: 60.7 SFEs (72,840 sq. ft. residential)

	<u>Commercial density per existing Master Plan:</u>	5.3 SFEs (5,300 sq. ft. commercial)
	Total Existing:	66 SFEs (78,140 sq. ft.)
	Proposed:	240 sq. ft. (0.24 commercial SFEs)
Mass:	Allowed under existing Master Plan:	91,050 sq. ft.
	<u>Commercial density/mass (no bonus):</u>	5,300 sq. ft.
	Total allowed after density transfer:	96,350 sq. ft.
	Proposed mass:	240 sq. ft.
Height:	Recommended:	26' (mean)
	Proposed:	13' (mean)
Parking:	Required:	1 space
	Proposed:	4 spaces
Snowstack:	Required:	625 sq. ft. (25%)
	Proposed:	1,700 sq. ft. (68%)
Setbacks:	Front: 22 ft.	Rear: 110 ft.
	Sides: 100 ft +	100 ft. +

Item History

The Town Council approved the Shock Hill Lodge and Spa on January 22, 2008. The approval included buildings on Tract C and E. The buildings are anticipated to start construction in late spring or early summer 2008. This building would be used to provide sales information at the site. It would be removed upon issuance of a Certificate of Occupancy for the lodge, or by August 31, 2010, whichever comes first.

Staff Comments

Land Use (Policies 2/A & 2/R): The Shock Hill Master Plan identifies this site primarily for multifamily/lodge use, but it also allows up to 5.3 SFEs of commercial density. The proposed use is considered commercial.

Density/Intensity (3/A & 3/R)/Mass (4/R): The proposed building is 240 square feet (0.24 SFEs), and falls well within the allowed density for the site. This building would be removed upon issuance of a Certificate of Occupancy, or by August 1, 2010 (about thirty months), whichever comes first. The approved project on Tract E would have 2,423 square feet of density remaining after construction, so the site would not be over density even if this building were approved to remain. As this is a commercial use, we will track this project as using 0.24 SFEs of commercial density, which would then become available again after the building is removed.

Architectural Compatibility (5/A & 5/R): The sales center is proposed with the same exterior materials as the approved lodges. These materials include natural siding, a steeply pitched roof, dark colors, exposed post and beam trusses and a wood shingle roof. Staff finds that these materials are appropriate for the site, and will help to relay the exterior material and character of the lodge buildings.

Building Height (6/A & 6/R): The sales center is only 13' to the mean, well under the recommended height. Staff has no concerns.

Site Plan and Parking: The sales center is proposed in the southeast portion of the lot, adjacent to the gondola mid-station and Shock Hill Drive. Parking is proposed on Tract C, in an area void of trees. The parking is proposed in this area to avoid possible interference with construction, and to avoid proposed utility lines. This location was also supported by Jon Mauch (Lift Manager) of the Breckenridge Ski Resort, and will not interfere with gondola operations or access. The parking will need to be paved to meet the design requirements of Section 9-3-9 of the Off Street Parking Regulations. The paving would be removed when the landscaping is installed on Tract C.

Hillside and Ridgeline Development (8/R): This portion of the site is flat, and there are no significant development constraints. This location is also far away from and ridges, and so Policy 8/A-Hillside and Ridgeline Development does not apply.

Snow Removal And Storage (13/R): Adequate snow storage is available around the parking area. A windrow of snow is expected along Shock Hill Drive from Town plowing operations. This snow will need to be removed by the applicant, and will not be the responsibility of the Town. This is a common situation not unique to this property.

Access / Circulation (16/A & 16/R; 17/A & 17/R): Access to the sales center will be via an existing sidewalk along Shock Hill Drive. We do not anticipate that this use will attract significant vehicular or pedestrian traffic to the area. Direct access is also available from the gondola, and it is anticipated that some riders of the gondola may exit here to learn more about the Shock Hill Lodges.

The building and parking will be required to be handicapped accessible and meet all ADA requirements. A ramp is proposed at the building entry to meet this requirement, and one of the parking spaces will meet ADA standards.

Landscaping (22/A & 22/R): No landscaping is proposed as part of this proposal. The site will be under construction soon, and any landscaping would likely be ruined quickly if installed. The site will be fully revegetated upon removal of the sales center, and landscaped with the construction of the lodges.

Social Community / Employee Housing (24/A & 24/R): Since this project is less than 5,000 square feet, it is not subject to negative points under this policy. No employee housing is proposed with this application.

Temporary Structures (36/A): *The placement of temporary structures within the Town of Breckenridge is strongly discouraged.*

A. *Temporary Structures: Temporary structures, other than temporary vendor carts for short-term special events or temporary vendors for the vending of food and/or beverages exclusively, shall be allowed subject to the following conditions:*

(1) Temporary structures shall only be utilized to replace an existing structure being demolished on site while a new, permanent structure on the same site is being constructed.

(2) *The temporary structure shall have no greater floor area than the structure it is temporarily replacing.*

(3) *The temporary structure shall not be placed on site until a building permit has been issued for the new structure.*

(4) *The applicant, owner, lessee, etc. of the structure shall provide a monetary guarantee, ensuring the complete removal of the structure, site clean-up, and site revegation, once the permit for the temporary structure has expired. In addition, the applicant, owner, lessee, etc. shall enter into an agreement with the Town, authorizing the Town to take possession of the structure and dispose of it upon failure of the applicant to remove the structure in a reasonable period of time.*

(5) *Exemptions: Temporary tents, air structures or other similar structures, not intended for office, retail, industrial or commercial uses, shall be exempt from the provisions of this section, subject to all other relevant development code policies.*

Staff does not consider this a temporary structure; it is architecturally compatible with existing buildings in the neighborhood, uses materials not typically found on a temporary structure, and will use density currently available on the site. Typically, temporary structures do not meet these requirements, and hence the reason to limit their use. This building will be very attractive and will fit in well with the existing architecture of Shock Hill. However, to ensure that the building does not remain beyond thirty months, and for purposes of the building code, we have included a removal date in the Conditions of Approval. The applicant has agreed to this condition.

Point Analysis (Section: 9-1-17-3): Staff finds no reason to assign positive or negative points under any Relative policies of the Development Code. We find that the application meets all Absolute policies.

Staff Decision

The Planning Department has approved the Shock Hill Lodges Sales Center (PC#2008010) with the attached Findings and Conditions. We recommend the Planning Commission uphold this decision.

TOWN OF BRECKENRIDGE

Shock Hill Lodges Sales Center
Tract C and E, Shock Hill Subdivision
260 Shock Hill Drive
PC#2008010

FINDINGS

1. The project is in accord with the Development Code and does not propose a prohibited use.
2. The project will not have significant adverse environmental impact or demonstrative negative aesthetic effect.
3. All feasible measures mitigating adverse environmental impacts have been included, and there are no economically feasible alternatives, which would have less adverse environmental impact.
4. This approval is based on the staff report dated **January 31, 2008**, and findings made by the Planning Commission with respect to the project. Your project was approved based on the proposed design of the project and your acceptance of these terms and conditions imposed.
5. The terms of approval include any representations made by you or your representatives in any writing or plans submitted to the Town of Breckenridge, and at the hearing on the project held on **February 5, 2008** as to the nature of the project. In addition to Commission minutes, the meetings of the Commission are tape-recorded.

CONDITIONS

1. This permit does not become effective, and the project may not be commenced, unless and until the applicant accepts the preceding findings and following conditions in writing and transmits the acceptance to the Town of Breckenridge.
2. If the terms and conditions of the approval are violated, the Town, in addition to criminal and civil judicial proceedings, may, if appropriate, issue a stop order requiring the cessation of work, revoke this permit, require removal of any improvements made in reliance upon this permit with costs to constitute a lien on the property and/or restoration of the property.
3. This permit expires eighteen (18) months from date of issuance, on **August 12, 2009** unless a building permit has been issued and substantial construction pursuant thereto has taken place. In addition, if this permit is not signed and returned to the Town within 30 days from the permit mailing date, the duration of the permit shall be 18 months, but without the benefit of any vested property right.
4. The building and parking authorized by this permit **shall be completely removed from the property**, and the area surrounding such uses shall be revegetated, by **August 1, 2010**, or upon issuance of a Certificate of Occupancy for the Shock Hill Lodge, Tract E, whichever comes first. The paving for the parking area shall be revegetated with topsoil and native seed mix.
5. The terms and conditions of this permit are in compliance with the statements of the staff and applicant made on the evidentiary forms and policy analysis forms.
6. Nothing in this permit shall constitute an agreement by the Town of Breckenridge to issue a certificate of occupancy for the project covered by this permit. The determination of whether a certificate of occupancy

should be issued for such project shall be made by the Town in accordance with the applicable provisions of the Town Code, including, but not limited to the building code.

7. Driveway culverts shall be 18-inch heavy-duty corrugated polyethylene pipe with flared end sections and a minimum of 12 inches of cover over the pipe. Applicant shall be responsible for any grading necessary to allow the drainage ditch to flow unobstructed to and from the culvert.
8. At the point where the driveway opening ties into the road, the driveway shall continue for five feet at the same cross slope grade as the road before sloping to the residence. This is to prevent snowplow equipment from damaging the new driveway pavement.
9. Applicant shall field locate utility service lines to avoid existing trees.
10. An improvement location certificate showing the horizontal location of the building must be submitted to and approved by the Town prior to approval of a framing inspection. .
11. All hazardous materials used in construction of the improvements authorized by this permit shall be disposed of properly off site.
12. Each structure which is authorized to be developed pursuant to this permit shall be deemed to be a separate phase of the development. In order for the vested property rights associated with this permit to be extended pursuant to Section 9-1-17-11(D) of the Breckenridge Development Code, substantial construction must be achieved for each structure within the vested right period of this permit.
13. Applicant understands that the Town of Breckenridge will not be responsible for snow plowed onto the property or the windrow of snow at the sales center parking area. Applicant is responsible for removing snow plowed from the right-of-way into the parking area, and for removing snow around the sales center and temporary toilets.
14. No signs are authorized by this permit. All exterior signage requires a separate sign permit, and is subject to the Breckenridge Sign Ordinance.

PRIOR TO ISSUANCE OF BUILDING PERMIT

15. Applicant shall submit proof of ownership of the project site.
16. Applicant shall submit and obtain approval from the Town Engineer of final drainage, grading, utility, and erosion control plans.
17. Any exposed foundation wall in excess of 12 inches shall be finished (i.e. textured or painted) in accordance with the Breckenridge Development Code Section 9-1-19-5R.
18. Applicant shall identify all existing trees, which are specified on the site plan to be retained, by erecting temporary fence barriers around the trees to prevent unnecessary root compaction during construction. Construction disturbance shall not occur beyond the fence barriers, and dirt and construction materials or debris shall not be placed on the fencing. The temporary fence barriers are to remain in place until issuance of the Certificate of Occupancy.
19. Existing trees designated on the site plan for preservation which die due to site disturbance and/or construction activities will be required to be replaced at staff discretion with equivalent new trees, i.e. loss of a 12 inch diameter tree flagged for retention will be offset with the addition of four 3-inch diameter new trees.
20. Applicant shall submit and obtain approval from the Town of a construction staging plan indicating the location of all construction material storage, fill and excavation material storage areas, portolet and dumpster locations, and employee vehicle parking areas. No staging is permitted within public right of way without

Town permission. Any dirt tracked upon the public road shall be the applicant's responsibility to remove. Contractor parking within the public right of way is not permitted without the express permission of the Town, and cars must be moved for snow removal. A project contact person is to be selected and the name provided to the Public Works Department prior to issuance of the building permit.

21. Applicant shall submit and obtain approval from Town staff of a cut sheet detail for all exterior lighting on the site. All exterior lighting on the site or buildings shall be fully shielded to hide the light source and shall cast light downward.

PRIOR TO ISSUANCE OF CERTIFICATE OF OCCUPANCY

22. Applicant shall revegetate all disturbed areas with a minimum of 2 inches topsoil, seed and mulch.
23. Applicant shall remove leaf clutter, dead branches and dead standing trees from the property, dead branches on living trees shall be trimmed to a minimum height of six (6) feet and a maximum height of ten (10) feet above the ground.
24. Applicant shall pave the Sales Center Parking area with asphalt, concrete or another material acceptable to the Town of Breckenridge. The paving shall be removed and the parking area shall be revegetated upon removal of the building.
25. Applicant shall paint all garage doors, metal flashing, vents, flues, rooftop mechanical equipment, meters, and utility boxes on the building a flat, dark color or to match the building color.
26. Applicant shall screen all utilities.
27. All exterior lighting on the site or buildings shall be fully shielded to hide the light source and shall cast light downward.
28. Applicant shall install temporary toilets to serve the sales center. At least one temporary toilet shall meet ADA accessibility requirements.
29. At all times during the course of the work on the development authorized by this permit, the permittee shall refrain from depositing any dirt, mud, sand, gravel, rubbish, trash, wastepaper, garbage, construction material, or any other waste material of any kind upon the public street(s) adjacent to the construction site. Town shall provide oral notification to permittee if Town believes that permittee has violated this condition. If permittee fails to clean up any material deposited on the street(s) in violation of this condition within 24 hours of oral notice from Town, permittee agrees that the Town may clean up such material without further notice and permittee agrees to reimburse the Town for the costs incurred by the Town in cleaning the streets. Town shall be required to give notice to permittee of a violation of this condition only once during the term of this permit.
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31. No Certificate of Occupancy or Certificate of Compliance will be issued by the Town until: (i) all work done pursuant to this permit is determined by the Town to be in compliance with the approved plans and specifications for the project, and all applicable Town codes, ordinances and standards, and (ii) all conditions of approval set forth in the Development Permit for this project have been properly satisfied. If either of these requirements cannot be met due to prevailing weather conditions, the Town may issue a Certificate of

Occupancy or Certificate of Compliance if the permittee enters into a Cash Deposit Agreement providing that the permittee will deposit with the Town a cash bond, or other acceptable surety, equal to at least 125% of the estimated cost of completing any required work or any applicable condition of approval, and establishing the deadline for the completion of such work or the satisfaction of the condition of approval. The form of the Cash Deposit Agreement shall be subject to approval of the Town Attorney.

32. Applicant shall submit the written statement concerning contractors, subcontractors and material suppliers required in accordance with Ordinance No. 1, Series 2004.
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34. The development authorized by this Development Permit may be subject to the development impact fee imposed by Resolution 2006-05 of the Summit County Housing Authority. Such resolution implements the impact fee approved by the electors at the general election held November 7, 2006. Pursuant to intergovernmental agreement among the members of the Summit Combined Housing Authority, the Town of Breckenridge is authorized to administer and collect any impact fee which is due in connection with development occurring within the Town. For this purpose, the Town has issued administrative rules and regulations which govern the Town's administration and collection of the impact fee. ***Applicant will pay any required impact fee for the development authorized by this Development Permit prior to the issuance of a Certificate of Occupancy.***

(Initial Here)



SALES CENTER
 260 Shock Hill Road
 Breckenridge, Colorado



TEA
 2600 E. MAIN AVENUE
 BRECKENRIDGE, CO 80424
 PHONE: 970.461.1100
 FAX: 970.461.1110



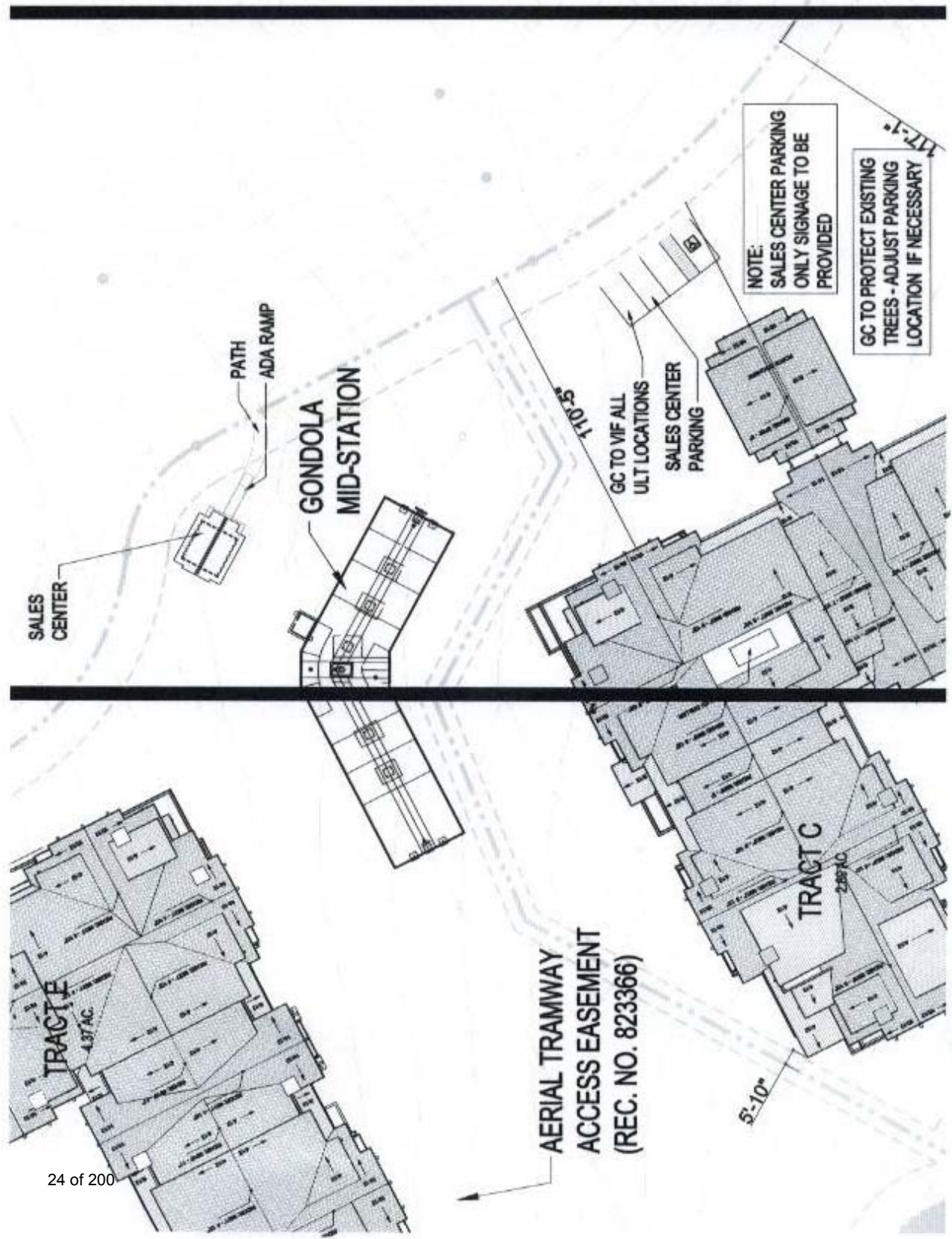
AZDO E.L.L.C.
 544 RUBY TRAILWAY
 CHRYSTLE ROCK, UT 84098



NO.	DESCRIPTION	DATE
1	ISSUE	10/11/11
2	REVISION	
3	REVISION	
4	REVISION	
5	REVISION	
6	REVISION	
7	REVISION	
8	REVISION	
9	REVISION	
10	REVISION	

ENLARGED
 ARCHITECTURAL
 SITE PLAN TRACT E

SHEET NUMBER
A1.02





Class C Development Review Check List

Project Name/PC#: Yancey Residence PC#2008011
Project Manager: Matt Thompson, AICP
Date of Report: January 24, 2008 For the 02/05/2008 Planning Commission Meeting
Applicant/Owner: Shaun and Debbie Yancey
Agent: Tim Sabo/Allen-Guerra Design-Build
Proposed Use: Single-family residence
Address: 86 Preston Way
Legal Description: Lot 23, Filing 10, Highlands at Breckenridge
Site Area: 64,512 sq. ft. 1.48 acres
Land Use District (2A/2R): 6: Subject to the Delaware Flats Master Plan
Existing Site Conditions: The lot slopes uphill at 9% from the front of disturbance envelope towards the rear of the property. The lot is heavily covered in both lodgepole pine and spruce trees. There are some specimen spruce trees in the northwest corner of the lot, hence the applicant field locate the utilities to avoid the specimen trees. There is a 10' snowstack easement along Preston Way.

Density (3A/3R): Allowed: unlimited Proposed: 4,947 sq. ft.
Mass (4R): Allowed: unlimited Proposed: 5,867 sq. ft.
F.A.R. 1:10.90 FAR
Areas:
Lower Level: 2,596 sq. ft.
Main Level: 2,351 sq. ft.
Upper Level:
Garage: 920 sq. ft.
Total: 5,867 sq. ft.

Bedrooms: 5
Bathrooms: 5 + 2 half baths
Height (6A/6R): 30 feet overall
(Max 35' for single family outside Historic District)

Lot Coverage/Open Space (21R):
Building / non-Permeable: 5,700 sq. ft. 8.84%
Hard Surface / non-Permeable: 2,970 sq. ft. 4.60%
Open Space / Permeable: 55,842 sq. ft. 86.56%

Parking (18A/18/R):
Required: 2 spaces
Proposed: 3 spaces

Snowstack (13A/13R):
Required: 743 sq. ft. (25% of paved surfaces)
Proposed: 920 sq. ft. (30.98% of paved surfaces)

Fireplaces (30A/30R): 5 gas, 1 EPA Phase II wood burner

Accessory Apartment: N/A

Building/Disturbance Envelope? Disturbance envelope

Setbacks (9A/9R):
Front: within disturbance envelope

Side: within disturbance envelope

Side: within disturbance envelope

Rear: within disturbance envelope

Architectural Compatibility (5/A & 5/R):

The proposed residence will be architecturally compatible with land use district 6.

Exterior Materials:

Horizontal 2 x 12 hand-hewn cedar lap siding, vertical 1 x 6 over 1 x 10 board on board siding, 2 x and 3 x trim and fascia boards, exposed heavy timber columns, beams and truss elements, and natural dry-stacked "Telluride Gold Stone" veneer with sandstone cap.

Roof:

Heavy cut, thick butt composition shingles

Garage Doors:

Custom vertical wood-sided garage doors with clad wood windows

Landscaping (22A/22R):

Planting Type	Quantity	Size
Spruce trees	10	(4) 8', (2) 10', (2) 12', (2) 14'
Aspen	24	(5) 1", (6) 1.5", (13) 2" min. caliper
Native shrubs	21	5 gallon

Drainage (27A/27R):

Positive away from residence.

Driveway Slope:

8% max

Covenants:

Point Analysis (Sec. 9-1-17-3):

Staff conducted an informal point analysis and found no reason to warrant positive or negative points for this application.

Staff Action:

Staff has approved the Yancey Residence, PC#2008011, located at 86 Preston Way, Lot 23, Highlands at Breckenridge, Filing #10.

Comments:

Additional Conditions of

Approval:



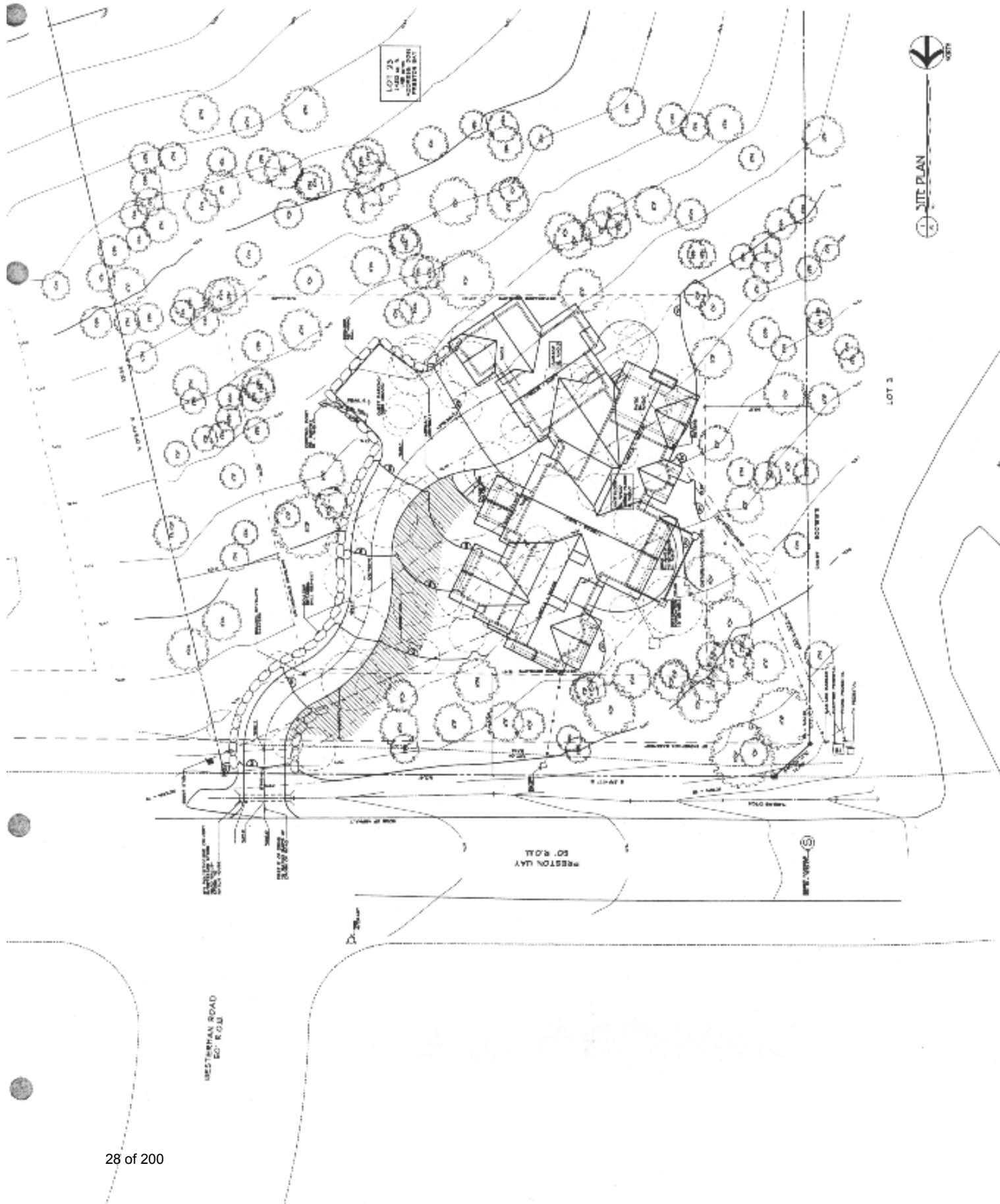
ALLEN STEINER ARCHITECTS, P.C.
1400 WEST 13TH AVENUE
DENVER, COLORADO 80202
(303) 733-1111
WWW.ALLENSTEINER.COM

YANCY RESIDENCE
LOT 23 THE HIGHLANDS AT BRECKENRIDGE . FILING NO.
BRECKENRIDGE, COLORADO
SITE PLAN

PROJECT: 005

DATE	DESCRIPTION
12-10-2007	FINAL
10-20-2007	REVISED
10-15-2007	REVISED
10-08-2007	REVISED
09-28-2007	REVISED
09-11-2007	REVISED

PROJECT: 005
AI



PLANT LEGEND	
	CONIFEROUS TREE PLANTING
	DECIDUOUS TREE PLANTING



YANCY RESIDENCE
 LOT 23 THE HIGHLANDS AT BRECKENRIDGE BRECKENRIDGE, COLORADO
 LANDSCAPING PLAN

DATE	BY	REVISION

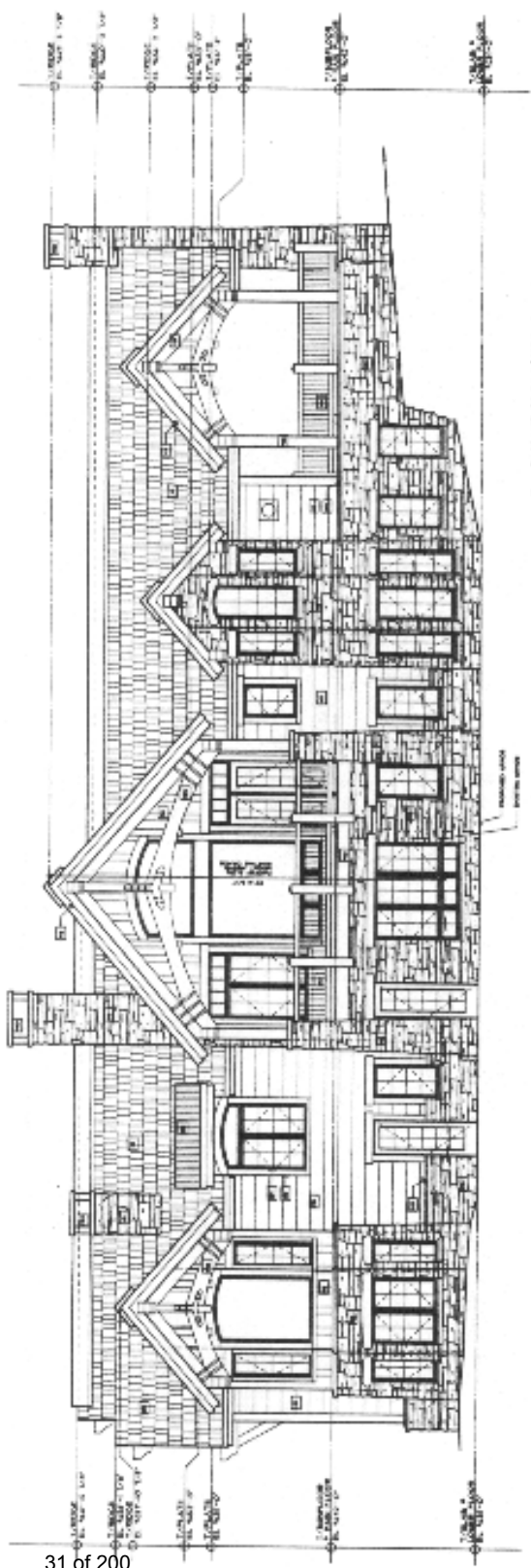


ALLEYMEYER ARCHITECTS, INC.
 1000 W. 10TH AVENUE, SUITE 100
 DENVER, COLORADO 80202
 TEL: 303.733.1111
 WWW.ALLEYSMEYER.COM

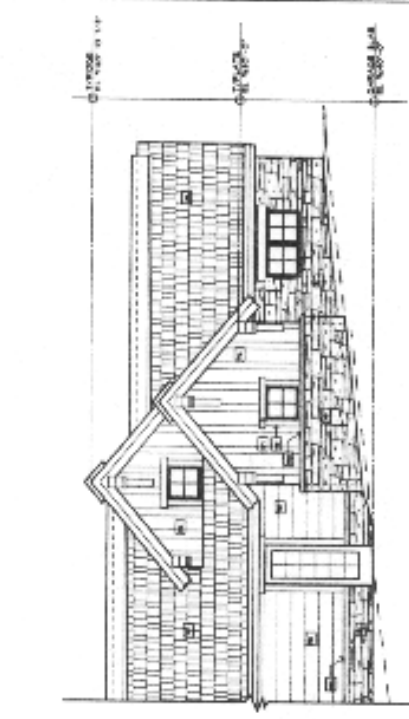
YANCEY RESIDENCE
 LOT 23 THE HIGHLANDS AT BRECKENRIDGE, BRECKENRIDGE, COLORADO
 EXTERIOR ELEVATIONS
 CHECKED BY: [] DATE: []
 DRAWN BY: [] DATE: []
 PROJECT NO: []

PROJECT: 1-002

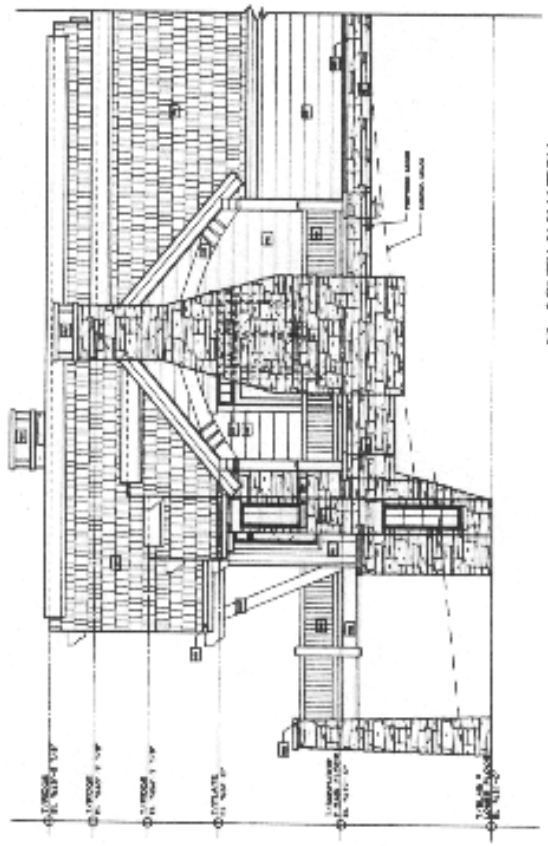
A6



WEST ELEVATION



GARAGE WEST ELEVATION



SOUTH ELEVATION



Class C Development Review Check List

Project Name/PC#: Lot 159, Discovery Ridge PC#2008009
Project Manager: Chris Kulick
Date of Report: January 18, 2008
Applicant/Owner: Breck Highlands LLC
Agent: Michael F. Gallagher
Proposed Use: Single Family Residence
Address: 155 Lake Edge Drive
Legal Description: Lot 159, Discovery Ridge
Site Area: 31,799 sq. ft. 0.73 acres
Land Use District (2A/2R):

Existing Site Conditions: 6: Residential (Subject to Delaware Flats Master Plan)
 The lot slopes downhill from east to west at an average of 10%. The site is moderately covered with existing lodgepole pine trees. A 12.5' Utility easment runs east/west on the south side of the lot. A portion of a access, utility and drainage easment catches two sections of the western edge of the lot.

Density (3A/3R): Allowed: 6,360 sq. ft. Proposed: 4,724 sq. ft.
Mass (4R): Allowed: 6,360 sq. ft. Proposed: 5,563 sq. ft.
F.A.R.: 1:5.72 FAR
Areas:
Lower Level: 2,529 sq. ft.
Main Level: 2,195 sq. ft.
Upper Level:
Accessory Apartment:
Garage: 839 sq. ft.
Total: 5,563 sq. ft.

Bedrooms: 4
Bathrooms: 5
Height (6A/6R): 29 feet overall
 (Max 35' for single family outside Historic District)

Lot Coverage/Open Space (21R):
 Building / non-Permeable: 5,011 sq. ft. 15.76%
 Hard Surface / non-Permeable: 4,431 sq. ft. 13.93%
 Open Space / Permeable: 22,357 sq. ft. 70.31%

Parking (18A/18/R):
 Required: 2 spaces
 Proposed: 4 spaces

Snowstack (13A/13R):
 Required: 1,108 sq. ft. (25% of paved surfaces)
 Proposed: 1,110 sq. ft. (25.05% of paved surfaces)

Fireplaces (30A/30R): three - gas fired

Accessory Apartment: None

Building/Disturbance Envelope? Disturbance Envelope

Setbacks (9A/9R):
 Front: Disturbance Envelope

Side: Disturbance Envelope
Side: Disturbance Envelope
Rear: Disturbance Envelope

Architectural Compatibility (5/A & 5/R): The residence will be compatible with the land use district and surrounding residences.
Exterior Materials: Board on board siding, 2"x10" ship-lap siding, aluminum clad windows and natural stone accents
Roof: Composition Shingles
Garage Doors: Wood Clad

Landscaping (22A/22R):

Planting Type	Quantity	Size
Colorado Spruce	5	6' - 10' tall
Bristlecone Pine	5	6' - 10' tall
Aspen	11	2"-3" inch caliper - 50% of each and 50% multi-stem
Shrubs and perennials	29	5 Gal.

Drainage (27A/27R): Positive away from structure

Driveway Slope: 8% max

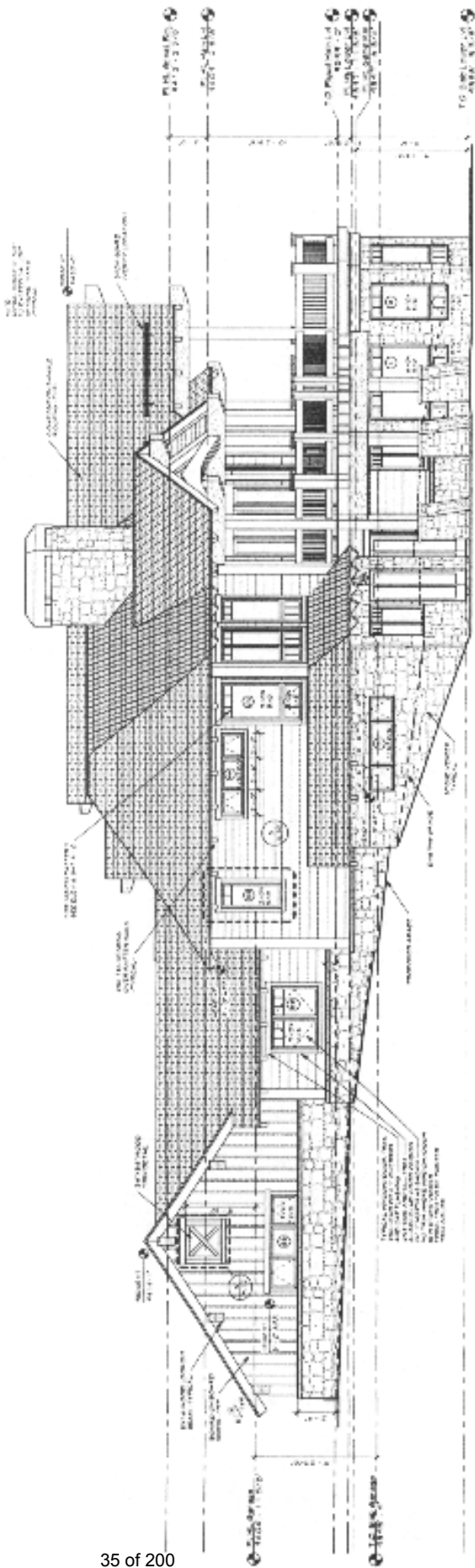
Covenants: Standard landscaping covenant.

Point Analysis (Sec. 9-1-17-3): An informal point was conducted for this proposed residence and no positive or negative points are warranted.

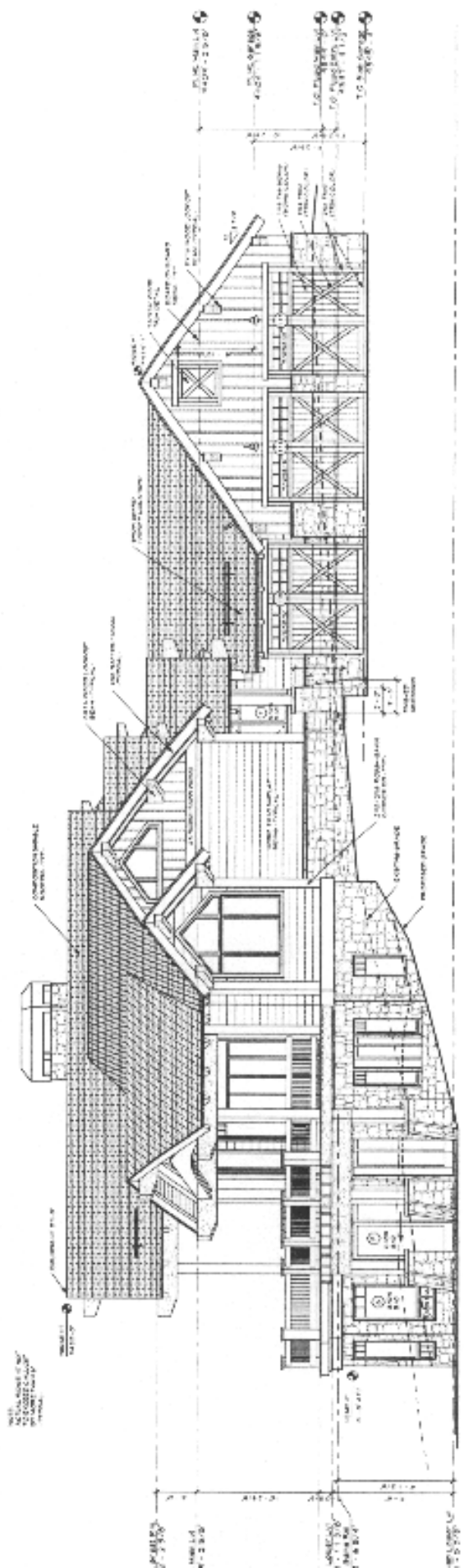
Staff Action: Staff has approved lot 159, Discovery Ridge, PC#2008009, located at 155 Lake Edge Drive, Lot 159, Discovery Ridge, with the standard findings and conditions.

Comments:

Additional Conditions of Approval:



① UNFINISHED BASEMENT



② UNFINISHED BASEMENT

Planning Commission Staff Report

Project Manager: Michael Mosher

Date: January 21, 2008 (for the February 5, 2008 Meeting)

Subject: The Shores Lodge, First Preliminary Hearing
(Class A Development PC#2007155)

Owner/Applicant: AZCO II, LLC; John Niemi

Agents/Architects: Craine Frahm Architects; Dan Craine, Bob Fradley

Proposal: Construct a 75-unit condo hotel (19 units are to have owner lock-off rooms) with conference space, lounge, fitness area, guest spa and surface parking.

Legal Description: Tract C, West Braddock Subdivision

Site Area: 5.47 Acres (238,273 square feet)

Land Use Districts: 16, Subject to the West Braddock Master Plan

Site Conditions: The property is currently being re-graded and capped from previously disturbed cobble from the Stan Miller Inc. operations and previous Dredge mining. There is no vegetation on the property. The Shores Lane right of way is being constructed at the time of this writing. Stan Miller Drive has yet to be constructed and is pending the approval of the Stan Miller Master Plan and Subdivision.

Density:

Allowed per the West Braddock Master Plan for Tract C:

68 SFEs of Multi-family	81,600 sq. ft. (1,200 SF/ SFE)
Employee Housing (Up to 10% is exempt):	8,160 sq. ft. (10% if constructed)
<u>Meeting/Amenities:</u> Required minimum:	2,331 sq. ft. (1/35 SF of <i>allowed</i> residential density)
Allowed <u>Meeting/Amenities</u> total w/bonus:	4,662 sq. ft. (max of 200% of above)
Total Allowed:	94,422 sq. ft.

Proposed: *Per the Development Code: 3. (Absolute) Density/Intensity (3/A): "Multi-family" the total square footage of the residential portions of the building*

Required Snow Storage (25%)	10,126.0 SF
Provided Snow Storage (26%)	10,450.0 SF

Snow Storage:

(Note: The driveway at the porte-cochere, access to the service area and all of the pedestrian hardscape are to be heated with a snowmelt system. A covenant will be required guaranteeing maintenance of the system).

Setbacks: North: 28 feet
 South: 150 feet
 East: 73 feet
 West: 30 feet

Parking: Required: 102 spaces
 Proposed: 102 spaces (all surface parking)

Employee Housing: 4.51% to be deed restricted on-site and off-site for zero points

Refuse: Trash/recycling enclosure included within south portion of building

Landscaping:

Colorado Blue Spruce: 10 @ 8 feet tall
 8 @ 10 feet tall
 19 @ 12 feet tall
 16 @ 14 feet tall
 17 @ 16 feet tall
 9 @ 18 feet tall
 2 @ 20 feet tall
 TOTAL: 81

Quaking Aspen: 17 @ 2.5" caliper
 162 @ 3" caliper
 96 @ 4" caliper
 TOTAL: 275

Narrowleaf Cottonwood: 3 @ 2.5" caliper
 23 @ 3" caliper
 5 @ 4" caliper
 TOTAL: 31

Douglas Fir 11 @ 8 feet tall
 3 @ 10 feet tall

4 @ 12 feet tall
5 @ 14 feet tall
2 @ 16 feet tall
TOTAL: 25

NEW TOTAL # OF TREES: 412

Variety of 5 gal Native Shrubs

Background

As an original part of the Delaware Flats, this property is in Land Use District 6. Per the original Delaware Flats Master Plans, this was filing Subdistrict 3A of the Delaware Flats, which was annexed to the Town in 1982.

The Delaware Flats Master Plan Amendment was approved by Town Council on May 8, 1999 (PC#1999015), further defining density and uses for Subdistrict 3A. Staff notes that, within this Subdistrict, the densities assigned for each individual use may add up to more than 150 SFEs but, in any combination, the total for this Subdistrict can be no greater than 150 SFEs. Following these guidelines, the West Braddock Master Plan (PC#2006076) was approved by the Planning Commission on August 1, 2006 and by the Town Council on August 8, 2006. This Master Plan was modified in September of 2007 (PC#2007120) to re-distribute the allocated density to a slightly different parcel layout.

This particular parcel was assigned 68 SFEs of multi-family density. The applicants are proposing a condo hotel with a 1,200 square foot multiplier per SFE.

Staff Comments

Land Use (Policies 2/A & 2/R): The submitted plans abide with the uses allowed in the Master Plan for multi-family residential.

Density/Intensity (3/A & 3/R)/Mass (4/R): The drawings show 81,314 square feet, or 67.76 SFEs, of residential density being used. Staff notes that the geological constraints on this property restrict any placement of density or mass below grade. This falls below the maximum allowed density.

As noted above, the mass for condo hotel use has certain “bonuses” to encourage the addition of amenities/conference space within the building. A standard 25% mass bonus over the allowed density is allowed for condo hotel use for common areas (hallways, etc.) and amenity/conference spaces. The amenities/conference space is required to be, at a minimum, one square foot for every 35 square feet of proposed residential density. Thus, the minimum required for this building is 2,331.43 square feet and is to be included in the 25% mass “bonus”.

In addition, if the applicant wishes to provide more than the 1/35 minimum requirement, up to 100% extra amenity/conference space can be added and is not subject to any density *or* mass calculations. With this application, the drawings indicate the 100% extra is being proposed.

Summarizing, the total mass allowed for the building is 104,331 square feet and 101,993 square feet is proposed. The building is under the allowed mass. Staff has no concerns

Architectural Compatibility (5/A & 5/R): Architectural Compatibility (5/A & 5/R): Per this section of the Code:

A. General Architectural And Aesthetic Compatibility: All proposed new developments, alterations, or additions are strongly encouraged to be architecturally compatible with the general design criteria specified in the land use guidelines. It is strongly encouraged that cut and fill slopes be kept to a minimum, and that the site, when viewed from adjacent properties, be integrated into its natural surroundings as much as possible. In addition, excessive similarity or dissimilarity to other structures existing, or for which a permit has been issued, or to any other structure included in the same permit application, facing upon the same or intersecting streets within the same or adjacent land use districts is discouraged. This section only applies to areas outside of the historic district. (Ord. 19, Series 1995)

Similar to the development at Shock Hill, large sheltering roofs are proposed accented with tall stone chimney elements. The rooflines have been broken up to avoid the appearance of any long ridges, and the elevations of the ridges vary. The architecture exhibits large roof overhangs with heavy timber accents. (A model will be presented at the next hearing.) Overall, the proposed building exhibits contemporary mountain architecture with all natural materials on the exterior walls with an accent of dull corrugated metal panel siding (much less than 25% of any elevation).

The materials include natural cedar vertical standing-seam siding at the base of the building with 2X pine horizontal lap siding on the upper levels. The portions of dull corrugated metal panel siding are located adjacent to the dry-stacked natural stone chimney elements. The roof is a combination of a dull zinc (pre-weathered) standing-seam and architectural grade asphaltic shingle materials. All trim and deck railing are natural wood. Overall, the massing of the building has been broken up nicely with an undulating footprint in three connected primary masses. There is some repetition of “module-bays” on each elevation (no more than two) with a unique connecting element joining each of the three masses. The roof forms reflect this “module” design and have been broken up nicely.

The architecture exhibits much of the same features and quality as the Shock Hill Lodges (same architectural firm). As a result, Staff believes that positive points may be warranted under Policy 5/R-Architectural Compatibility, for the overall architectural design that includes generous use of natural materials, large sheltering roofs with steep pitches, variety of wall planes and articulation in the roof. We welcome any Commission comment.

Building Height (6/A & 6/R): The suggested height in this Land Use District is two-stories, or 26 feet, measured to the mean of the roof (a relative policy). With this submittal, the tallest portion measures just less than 38 feet to the mean. Per the Development Code:

(a.) For all structures except Single Family and Duplex Units outside the Historic District: Negative points under this subsection shall be assessed based upon a project's relative compliance with the building height recommendations contained in the Land Use Guidelines, as follows:

-5 points Buildings that exceed the building height recommended in the land use guidelines, but are no more than one-half (1/2) story over the land use guidelines recommendation.

-10 points Buildings that are more than one-half (1/2) story over the land use guidelines recommendation, but are no more than one story over the land use guidelines recommendation.

-15 points Buildings that are more than one (1) story over the land use guidelines recommendation, but are no more than one and one-half (1-1/2) stories over the land use guidelines recommendation.

-20 points Buildings that are more than one and one-half (1-1/2) stories over the Land Use Guidelines recommendation, but are no more than two (2) stories over the Land Use Guidelines recommendation.

Any structure exceeding two (2) stories over the Land Use Guidelines recommendation will be deemed to have failed Absolute Policy 6, Building Height. (Highlight added)

At no more than 38 feet, this building is less than one full story over the recommended building height and, as a result, warrants a point assignment of negative ten (-10). For any building that is over the suggested height, the Code allows for possible positive points for the following:

(b.) For all structures except Single Family and Duplex Units outside the Historic District: Additional negative or positive points may be assessed or awarded based upon the Planning Commission's findings of compliance with the following:

1 x (-1/+1) 1. It is encouraged that buildings incorporate the upper most story density into the roof of the structure, where no additional height impacts are created.

1 x (-1/+1) 2. Buildings are encouraged to provide broken, interesting roof forms that step down at the edges. Long, un-broken ridgelines, 50 feet or longer, are discouraged.

Reviewing the submitted elevations, the roof forms undulate but do not noticeably step down at the ends of the building. In addition, the upper story plate heights are full height and no density has been incorporated into the roof forms. As a result, staff is recommending that no positive points be awarded for the above policies.

Hillside and Ridgeline Development (8/A): Staff does not consider this site as hillside or ridgeline development.

Placement Of Structures (9/A & 9/R): The placement of the building complies with the relative setback requirements.

Snow Removal And Storage (13/R): The non-snow melted areas provide adequate space to store the snow. All of the pedestrian paved areas are to be snow melted along with the porte-cochere and the access to the service area. A covenant will be recorded ensuring this in perpetuity for the development. The snow storage areas are shown to be away from the pedestrian circulation and landscaped areas. Please see sheet LA-5.0

At the final review on the recently approve Tract C Shock Hill (PC#2007109), negative points were assigned for the extensive snow melt system and the use of non-renewable energy to provide this heat. Responding to this, the applicant is proposing a geothermal heat exchanger to reduce the energy required to heat (and cool) the building and snow melt system. (See discussion uner Policy 33/R.)Staff has no concerns. We welcome any Commissioner comments.

Refuse (15/A & 15/R): The refuse and recycling area is shown inside the garage entrance at the south end the building. Since it is incorporated within the principal structure, one positive (+1) point under this Relative Policy is warranted based on past precedent.

Access / Circulation (16/A & 16/R; 17/A & 17/R): Per the Development Code:

3 x (-2/+2) A. Accessibility: It is encouraged that internal circulation systems provide the types, amounts, and locations of accessibility needed to meet the uses and functions of the movement of persons, goods, services, and waste products in a safe and efficient manner, with maximum use of pedestrian orientation, and a minimum amount of impervious surfaces. Internal circulation elements should be designed in such a manner that the elements are integrated with each other as well as possible, and that conflicts between elements are minimized. The following represent the criteria utilized to analyze how well the project has met this particular policy.

(1) Pedestrian Circulation: Whenever appropriate to the type and size of the development, the inclusion of a safe, efficient and convenient pedestrian circulation system is encouraged. The provision of pedestrian circulation areas adjacent to and at the same level as adjacent sidewalks is strongly encouraged.

(2) Separation Of Systems: The separation of circulation systems and patterns which are basically incompatible is encouraged.

(3) Delivery Areas: Delivery areas and refuse pickup should be located away from public spaces.

The plans show a good separation of vehicular and pedestrian circulation. With all surface parking, vehicular access and circulation occurs outside the site-internalized pedestrian circulation system.

All circulation is on grade. The point of refuse pick-up and trash removal is located at the south end of the building away from any pedestrian sidewalk. In addition, there are multiple on-grade connection points (from each building exit) to the looped circulation path surrounding the building. The applicant and agent have indicated that there will be stop signs at each vehicular intersection to control traffic.

Recently, both of the Shock Hill Lodges received positive points (+3) under this policy for good separation of systems. This plan is simple and efficient. As a result, Staff is suggesting that positive three (+3) points be awarded at final review, for the circulation system. Does the Commission concur?

Parking (18/A & 18/R): Per the Parking Ordinance:

Condominium - hotel	
efficiency, studio, 1 bedroom	1.0/du
2 bedroom and larger	1.5/du
divisible unit	+0.5 for each divisible room

This calculates to 102 parking spaces being required. The current submittal is showing 100 spaces. There are several design opportunities to add the additional two parking spaces with minimal impact to the plan. Staff has no concerns that this can be addressed at the next hearing. The surface parking is screened by a landscaped berm from the adjoining right of ways and has pockets of landscaping to “naturalize” some of the hardscape.

With the geological restraints the property exhibits, placing the parking beneath the building cannot be done. The proposed parking wraps around, on grade, to the east and south portions of the building to minimize the distance from vehicle to building. On a side note, the applicant has indicated that the condo hotel will have a bellman to greet guests at the porte-cochere and to park and deliver the guest’s vehicles to the main entry of the building.

Landscaping (22/A & 22/R): At this preliminary review the landscaping plan appears quite comprehensive. With a property void of any vegetation, landscaping will play an important part of making the building appear as finished when initially complete. Responding to this, the drawing show a widespread plan with very large trees being proposed.

During the review, staff asked for some additional plantings along Stan Miller Drive, the western amenity area edge of the site and around the main entry to the project. Though not yet reflected on the drawings, the tree count was increased by 59 trees. As the above list shows, there is a nice variety of species and sizes to complement the site. Staff is suggesting positive four (+4) points for the quantity and sizes of the proposed plantings. A final landscaping plan will be presented at the next meeting.

Social Community / Employee Housing (24/A & 24/R): With this submittal, the applicant is proposing a minimum of 4.51% of the residential density or 3,667 square feet (4.51% X 81,314 square feet) in deed restricted employee housing. This number will result in zero (0) points being

assessed under this policy. The exact location of the in-house deed restricted employee housing has not been determined at this review.

Proposed Amenities: At this review, the planned amenities are tentatively:

- Conference Rooms = 1,400 SF
- Front Desk/Bag & Ski Storage/Exec. Offices = 1,200 SF
- Fitness/Locker Rooms/Treatment Rooms = 1,200 SF
- Lounge/Bar/Warming Kitchen = 862 SF

Per the Code: 3 x (0/+2) D. Meeting And Conference Rooms or Recreation and Leisure Amenities: The provision of meeting and conference facilities or recreation and leisure amenities, over and above that required in subsection A of this policy is strongly encouraged. (These facilities, when provided over and above that required in subsection A of this policy, shall not be assessed against the density and mass of a project when the facilities are legally guaranteed to remain as meeting and conference facilities or recreation and leisure amenities, and they do not equal more than 200 percent of the area required under subsection A of this policy.) (Ord. No. 9, Series 2006)

With the bonus amenity space, Staff is suggesting positive three (+3) points. This is consistent with the recent approval for Crystal Peak Lodge (VRDC Building 701). Staff also notes, the Grand Lodge at Peak 7 was awarded positive six (+6) points for providing *triple* the minimum requirement.

Transit (25/R): A shuttle service is proposed to serve the Shores Lodge, which would provide access around town by an on-call shuttle service. The service would be available to any guest of the lodge, and the applicant has indicated that the shuttle would also be made available to all the residents of the neighboring Shores Duplexes. This service would provide a great guest benefit, and would also help by eliminating many private vehicle trips around town. The hours of operation have not yet been established. A covenant will be required to be recorded for this service and will be added as a Condition of Approval at the final hearing. Based on past precedent, we are suggesting positive four (+4) points for this addition.

Drainage (27/A and 27/R): Per the Code:

Water Quality (31/A and 31/R):

31. (ABSOLUTE) WATER QUALITY (31/A): All drainage systems, grading, or earth disturbances shall be so designed and maintained as not to increase turbidity, sediment yield, or the discharge of any other harmful substances which will degrade the quality of water. All developments shall comply with the requirements of the Breckenridge Water Quality and Sediment Transport Control Ordinance .

31. (RELATIVE) WATER QUALITY (31/R):

3 x (0/+2) Water Criteria: The provision of measures over and above those required by the Breckenridge Water Quality and Sediment Transport Control

Ordinance are encouraged. Measures which are effective over the long-term are preferred.

At this preliminary hearing, final drainage plans are not required. Engineering staff will review the details of the water-quality and drainage plans at the next meeting.

Energy Conservation (33/R): Per the Code:

Conservation Measures: Energy conservation measures beyond those required by the provision of the State Energy Code are encouraged.

3 x (0/+2) A. Renewable Sources of Energy: The implementation and operation of systems or devices which provide an effective means of renewable energy are encouraged. The provision of solar space heating and solar hot water heating, as well as other renewable sources, are strongly encouraged.

3 x (2/+2) B. Energy Conservation: Structures shall be oriented in such a way as to be conducive to the conservation of energy and to the mitigation of the adverse elements of climate, aspect, and elevation. In addition, the installation of additional insulation to mitigate heat loss over and above that required by the State Energy Code is strongly encouraged. Elements which are encouraged are: southern orientation of windows, few windows on the north side of buildings, few or no open breezeways, the provision of airlock entryways, and the addition of insulation over and above that required by the Uniform Building and Energy Codes.

The applicant is proposing to provide a geo-thermal heating/cooling system with this application to aid in building heating and snow-melting portions of the exterior paving. Geothermal heating takes advantage of the Earth's ability to store vast amounts of heat in the soil. This heat energy is maintained at a constant temperature (50°F +)) in the soil and near-surface rocks.

Geothermal heating systems, also called ground-source heat pumps, "capture" this steady supply of heat energy and "move" it from the Earth and through a building. Basically, once installed, the building will use much less energy, save money each month, and reduce the amount of pollution produced by fossil fuel systems. Typically, ground-source heat pumps can use 25%-70% less energy than conventional heating and cooling systems for that segment of the building's heating/cooling that it is applied to.

In addition, 26 of the parking spaces on the east portion of the site will be covered with photovoltaic panels that will provide electricity for the exterior site lighting.

Staff is supportive of these proposals and believes that these designs possibly warrant positive six (+6) points under Section A of this policy. We welcome any comments on this proposal.

Exterior Lighting: A lighting plan has not yet been submitted. A detailed lighting plan will be required for the final hearing submittal, including fixture design, fixture location and height, and a photometric plan. All exterior lighting will conform to the recently adopted Exterior Lighting policy.

Point Analysis: A draft point analysis has been included for your review with this report.

Project Signage: Locations for the monument sign and signs on the building have not yet been indicated. Any finished signage will be handled under a separate permit application.

Seven-Week Review Process: Staff has worked closely with the applicants and agent to thoroughly review this application as it was submitted. With the impacts of the holiday season, the seven-week review schedule was loosely followed.

Staff Recommendation

The applicant and agent have responded well to address staff's concerns and have presented a plan that has opportunities for positive points under several policies. So far, the only negative points incurred are for the height overage. We have three questions for the Commission, but welcome any additional comments.

1. Would the Commission support awarding positive points for the architecture of this building?
2. Would the Commission support awarding positive points for the pedestrian and vehicular circulation for this building?
3. Is the Commission supportive of assigning positive points under Policy 33/R Energy Conservation



SHORES LODGE
 SITE
 → NORTH

The Shores Lodge Class A Development Permit

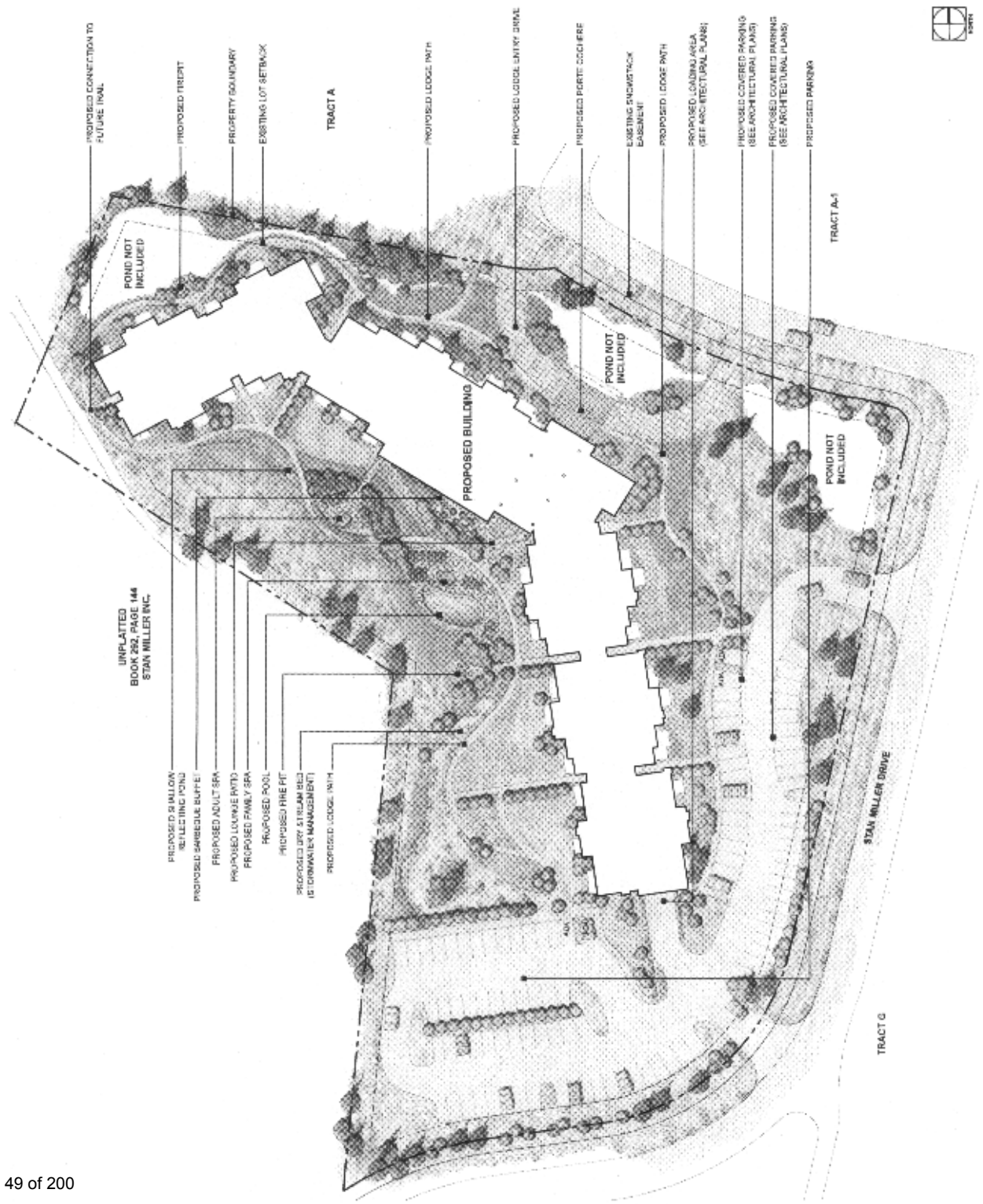
Breckenridge, CO

CEASAR PARRIN ARCHITECTS
1441 AVENUE N
BRECKENRIDGE, CO 80424
970.533.8333

DESIGNWORKSHOP
LANDSCAPE ARCHITECTURE + LAND PLANNING
1000 14TH AVENUE
DENVER, CO 80202
303.733.1177

199 East Main Street
Aspen, Colorado 81611
(970) 325-0254
Fax: (970) 325-1387

WWW.DENVERLANDSCAPEARCHITECTS.COM
WWW.DENVERDESIGNWORKSHOP.COM
CASTLE ROCK, CO 80108



NO.	DATE	DESCRIPTION
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DATE: 11/11/11
SCALE: 1" = 100'-0"

LANDSCAPE SITE PLAN

LA-1.0

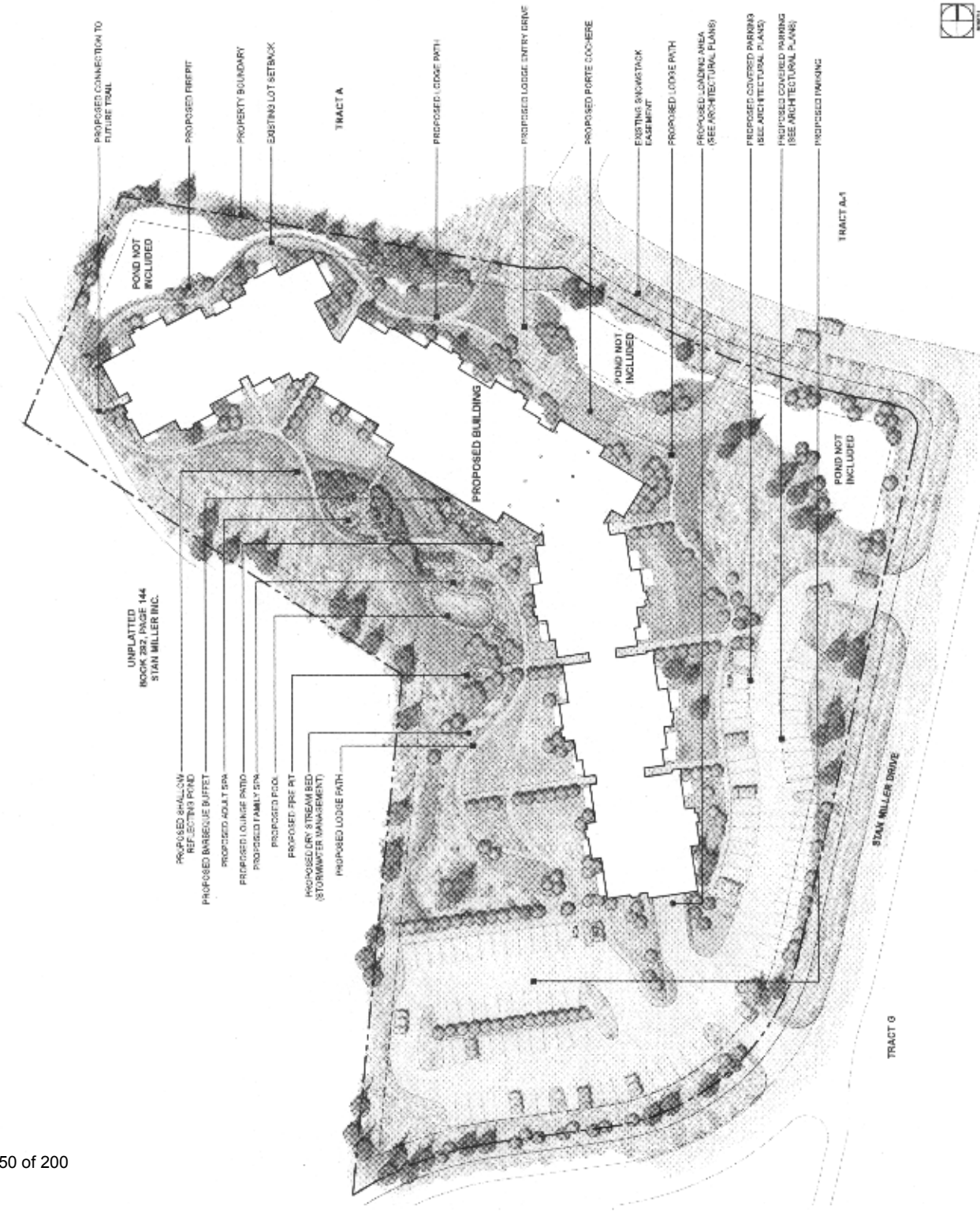
The Shores Lodge Class A Development Permit

BRANK PRISM ARCHITECTS
13400 W. 14TH AVENUE
SUITE 100
DENVER, CO 80202
PHONE: 303.427.1983
WWW.BRANKPRISMARCHITECTS.COM

DESIGNWORKSHOP
Landscape Architecture & Land Planning
10000 E. 17TH AVENUE
SUITE 100
DENVER, CO 80202
PHONE: 303.427.1983
WWW.DESIGNWORKSHOP.COM

132 East 14th Street
Aurora, Colorado 80011
(303) 685-8336
FREDERICK@DRI185-1987.COM
WWW.DRI185-1987.COM

DMK ARCHITECTS
10000 E. 17TH AVENUE
SUITE 100
CASTLE ROCK, CO 80108



NO.	DATE	DESCRIPTION
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DATE: 04/11/18
SCALE: AS SHOWN
DRAWN BY: [Name]
CHECKED BY: [Name]
APPROVED BY: [Name]
LANDSCAPE SITE PLAN
SHEET NUMBER: LA-1.0

The Shores Lodge
Class A
Development
Permit

Brookridge, CO

CEA AND FRANK ARCHITECTS
1441 W. 14TH AVENUE
DENVER, CO 80202
TEL: 303.733.1199

DESIGNWORKSHOP

LANDSCAPE ARCHITECTURE • LANDSCAPE ARCHITECTS
1300 EAST 10TH AVENUE, SUITE 100
DENVER, CO 80218
TEL: 303.733.1199

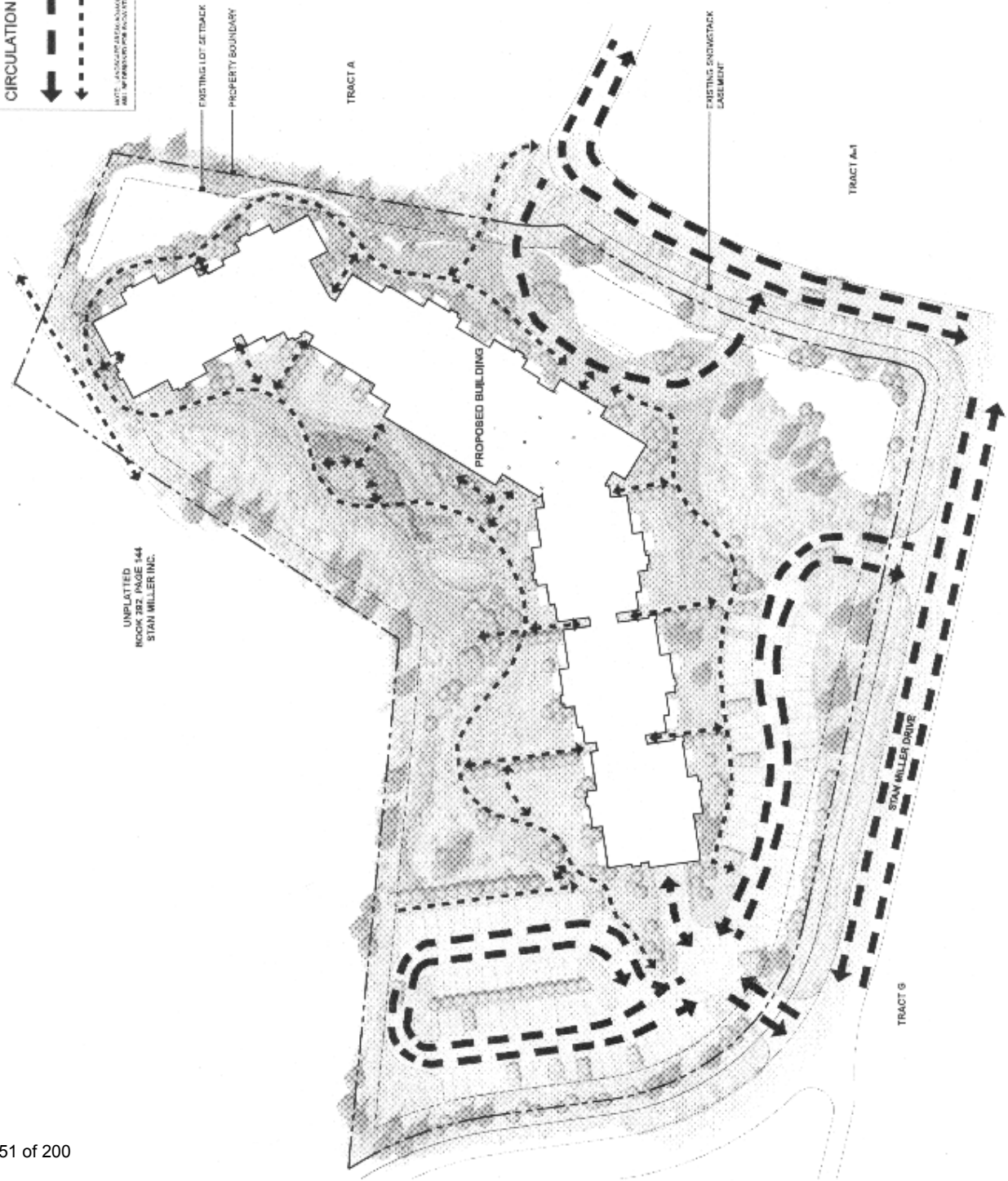
100 East Main Street
Aurora, Colorado 80011
www.designworkshop.com
TEL: 303.733.1199

www.cca.org
www.cca.org

CIRCULATION LEGEND

- VEHICULAR
- PEDESTRIAN

NOTES: INCLUDES PROPOSED AND EXISTING LOT LINES AND PROPERTY BOUNDARIES. ALL INFORMATION FOR INFORMATION ONLY.



UNPLATTED
BOOK 382, PAGE 144
STAN MILLER INC.

NO.	DATE	DESCRIPTION
1	10/15/14	ISSUED FOR PERMIT
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PROJECT: THE SHORES LODGE
SHEET NO.: LA-2.0
SCALE: AS SHOWN

The Shores Lodge
Class A
Development
Permit

Breckenridge, CO



DESIGNWORKSHOP
Landscape Architecture • Land Planning
Urban Design • Traffic Planning
Site Planning • Construction Cost Estimation
120 East Main Street
Breckenridge, CO 80424
Phone: (970) 532-1387
Fax: (970) 532-1387

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Breckenridge, CO 80424
Phone: (970) 532-1387
Fax: (970) 532-1387

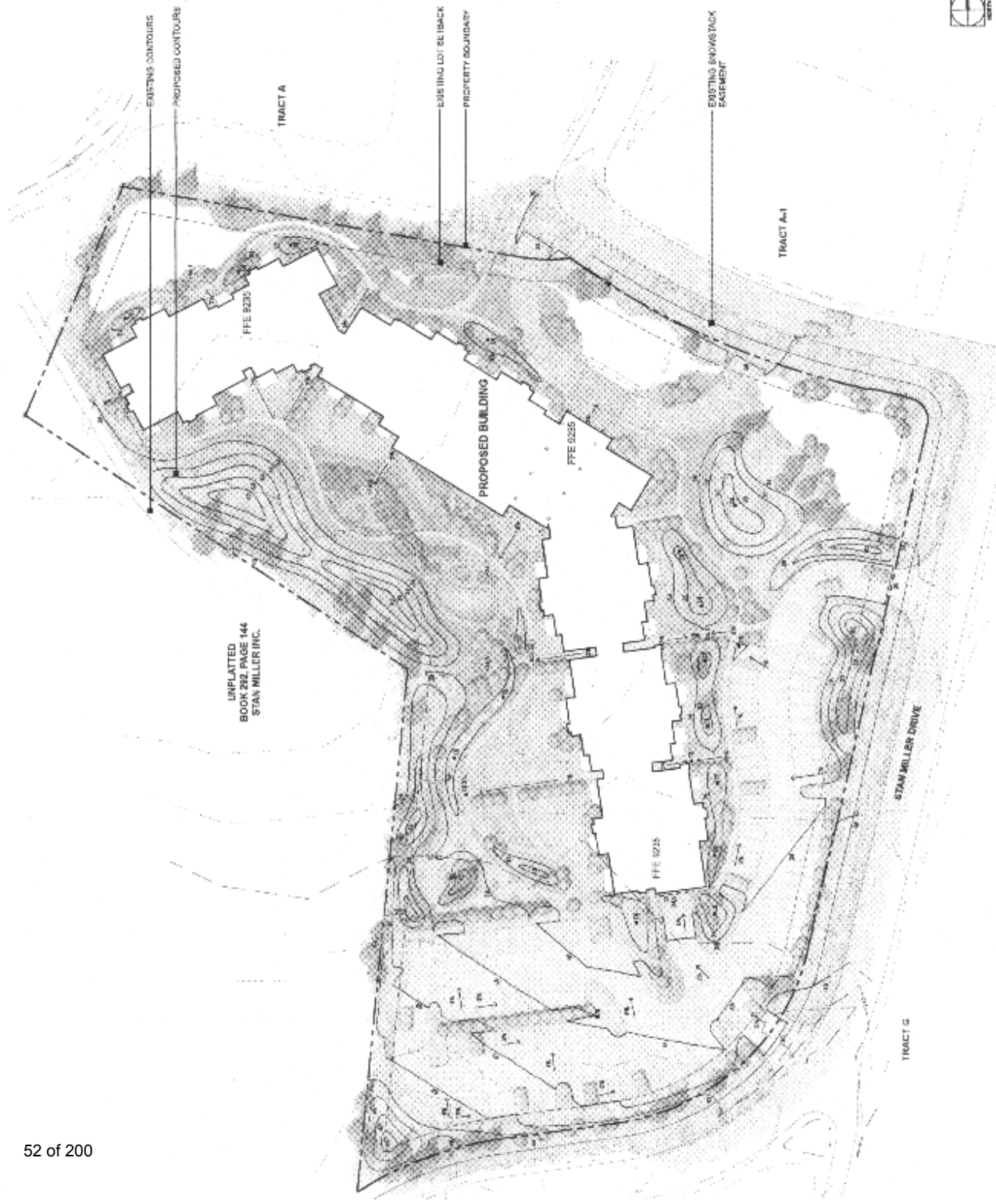
N.W. ADDRESS ENGINEERING & DESIGN

2009 AZOCS, LLC
544 BURY TRUST WAY
CORTI E BUCK, CO, 81118

NO.	REVISION	DATE
1	ISSUED FOR PERMIT	11/11/11
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3		
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6		

DATE: 11/11/11
PROJECT NAME: SITE GRADING PLAN

PERMIT NUMBER: LA-3.0



UNPLATTED
BOOK 292, PAGE 144
STAN MILLER INC.

The Shores Lodge Class A Development Permit

Breckenridge, CO



DESIGNWORKSHOP

Landscaping Architecture & Landscape Planning
1500 Main Street
Breckenridge, Colorado 80424
Phone: (970) 533-1100
www.designworkshop.com

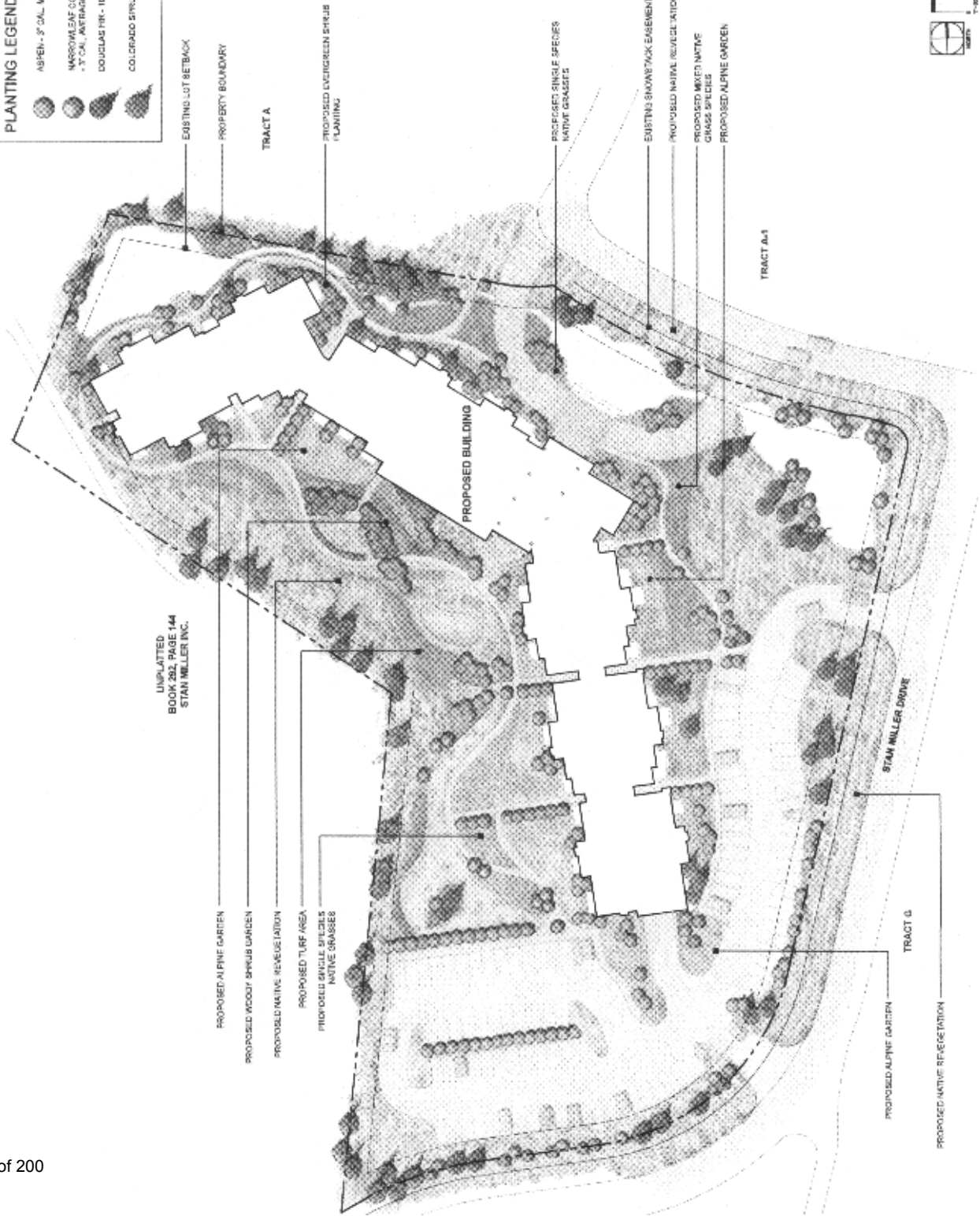
1201 East Main Street
Aspen, Colorado 81511
(970) 535-8862
Fax: (970) 531-1180

WWW.DESIGNWORKSHOP.COM

DWP ADDS, LLC
1500 Main Street, Suite 100
Breckenridge, CO 80424

PLANTING LEGEND

- ASPEN - 8" CAL. MIN. - 4" CAL. MAX.
- MACROLEAF COTTONWOOD - 3" CAL. AIRBASE
- DOUGLAS FIR - 10-15" TALL
- COLORADO SPRUCE - 12-20" TALL



NO.	DATE	DESCRIPTION
1		
2		
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4		
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8		
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10		

APP. NO. _____
SHEET NO. _____
PLANTING PLAN

SCALE: _____
DATE: _____
DRAWN BY: _____
CHECKED BY: _____
PROJECT NO.: _____
SHEET NO.: _____
TOTAL SHEETS: _____



The Shores Lodge Class A Development Permit

Breckenridge, CO



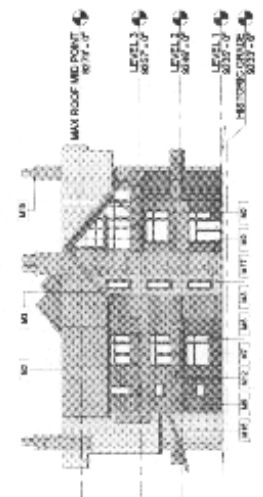
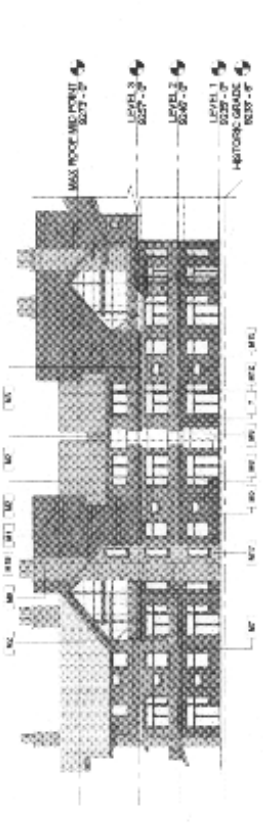
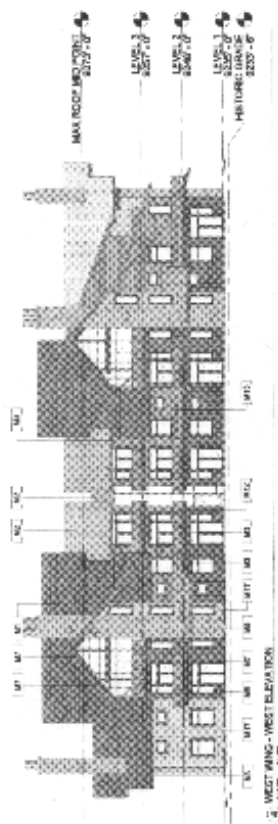
CHRYSLER FINANCIAL SERVICES
 1400 AVENUE 100, SUITE 1000
 BRECKENRIDGE, CO 80424
 TEL: 970.469.1111
 FAX: 970.469.1111

DMR ARCHITECTS, LLC
 604 GIBBY TRAIL AVENUE
 CASTLE ROCK, CO 80108

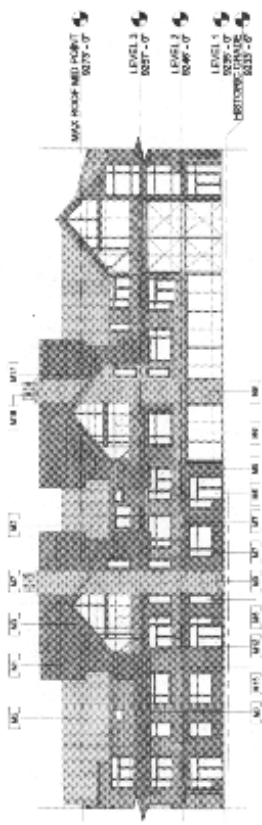
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M2	RECTANGULAR ROUGH FINISH CONCRETE
M3	PAVING - 2" POLYMER MODIFIED ASPHALT
M4	PAVING - 2" POLYMER MODIFIED ASPHALT
M5	PAVING - 2" POLYMER MODIFIED ASPHALT
M6	PAVING - 2" POLYMER MODIFIED ASPHALT
M7	PAVING - 2" POLYMER MODIFIED ASPHALT
M8	PAVING - 2" POLYMER MODIFIED ASPHALT
M9	PAVING - 2" POLYMER MODIFIED ASPHALT
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M12	PAVING - 2" POLYMER MODIFIED ASPHALT
M13	PAVING - 2" POLYMER MODIFIED ASPHALT
M14	PAVING - 2" POLYMER MODIFIED ASPHALT
M15	PAVING - 2" POLYMER MODIFIED ASPHALT
M16	PAVING - 2" POLYMER MODIFIED ASPHALT
M17	PAVING - 2" POLYMER MODIFIED ASPHALT
M18	PAVING - 2" POLYMER MODIFIED ASPHALT

SCALE	NO.	DATE
1/4" = 1'-0"	1	08/20/10
1/4" = 1'-0"	2	08/20/10
1/4" = 1'-0"	3	08/20/10
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1/4" = 1'-0"	5	08/20/10
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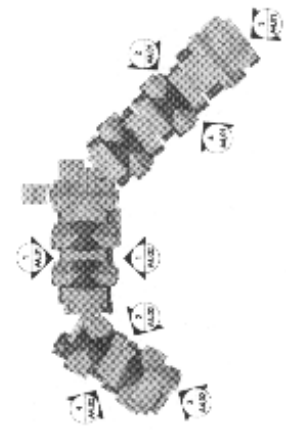
ARCHITECT
 BUILDING ELEVATIONS
 SHEET NUMBER
A4.02



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 WEST WING - EAST ELEVATION
 WEST WING - SOUTH ELEVATION



NORTH WING - SOUTH ELEVATION



KEY PLAN

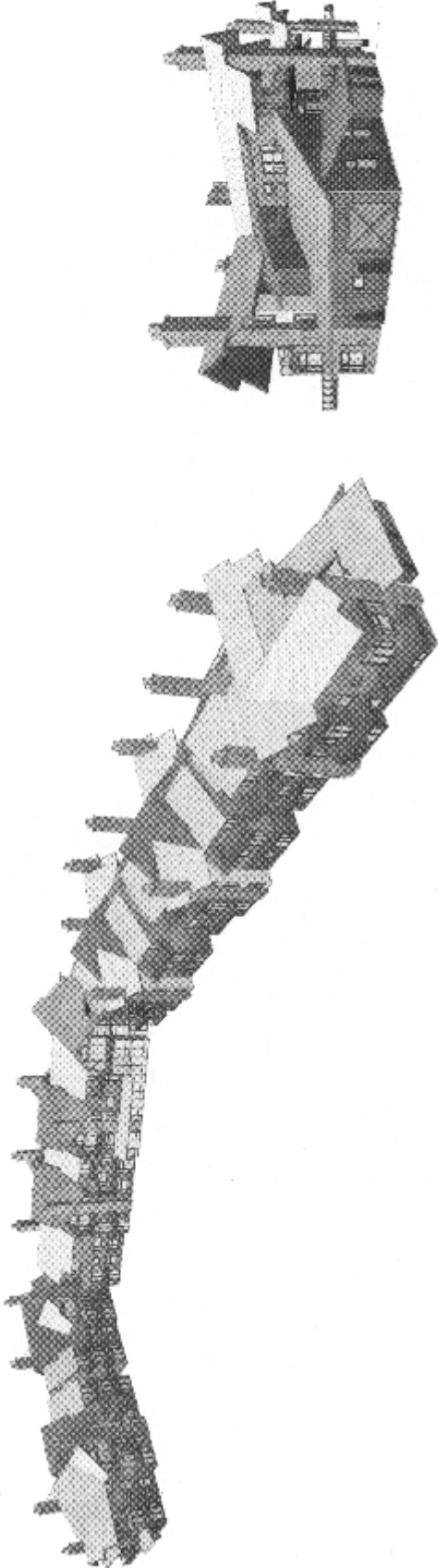
The Shores Lodge
 Class A
 Development
 Permit

Breckenridge, CO

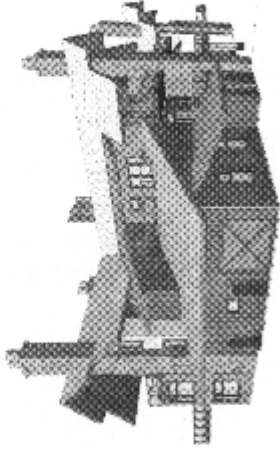


CAMBER ARCHITECTS
 1400 W. WYOMING ST.
 BRECKENRIDGE, CO 80424
 TEL: 970.536.1111

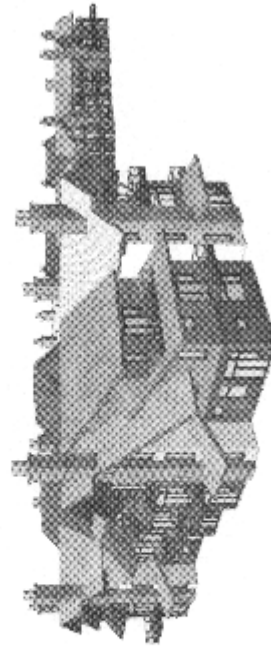
DAVE ALPHEI LLC
 1400 W. WYOMING ST.
 BRECKENRIDGE, CO 80424



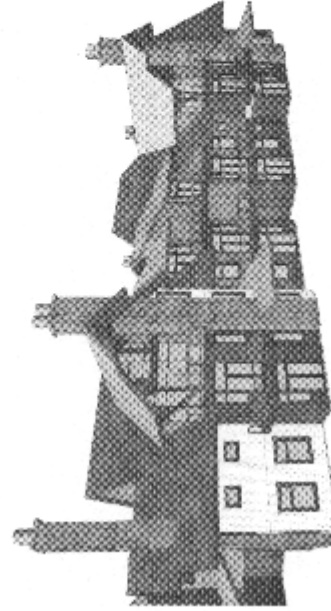
② Looking North-East



③ Looking North-West



① Looking East



④ Looking South

NO.	DATE	DESCRIPTION
1		PERMIT PLAN SET
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DATE: _____
 DRAWN BY: _____
 CHECKED BY: _____
 PROJECT NO.: _____

SHEET NUMBER: **A4.12**

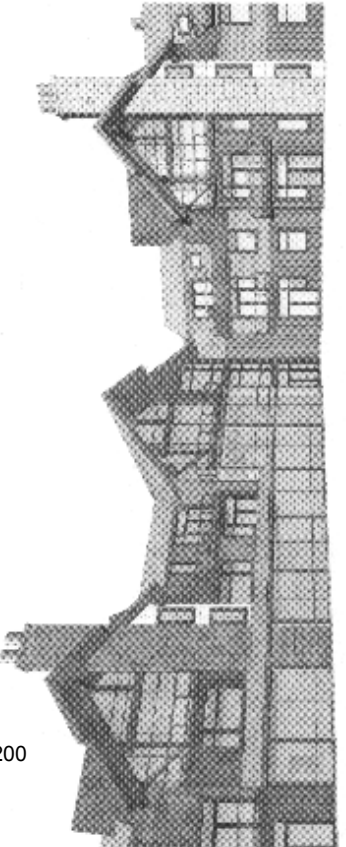
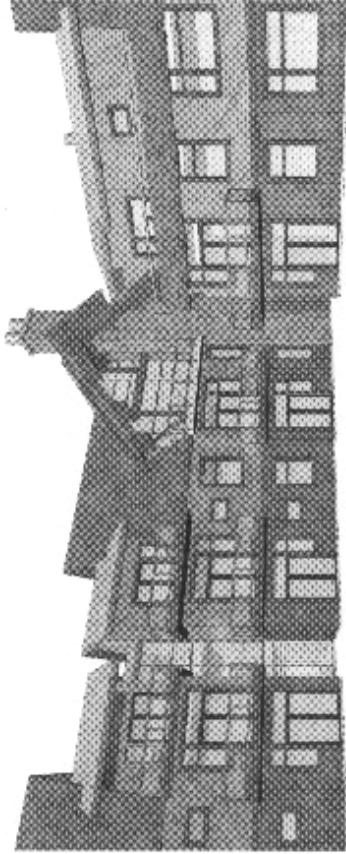
The Shores Lodge Class A Development Permit

Breckenridge, CO

OWNER: THE SHORES LODGE
1000 W. MAIN ST.
BRECKENRIDGE, CO 80424
PH: 970.536.1235

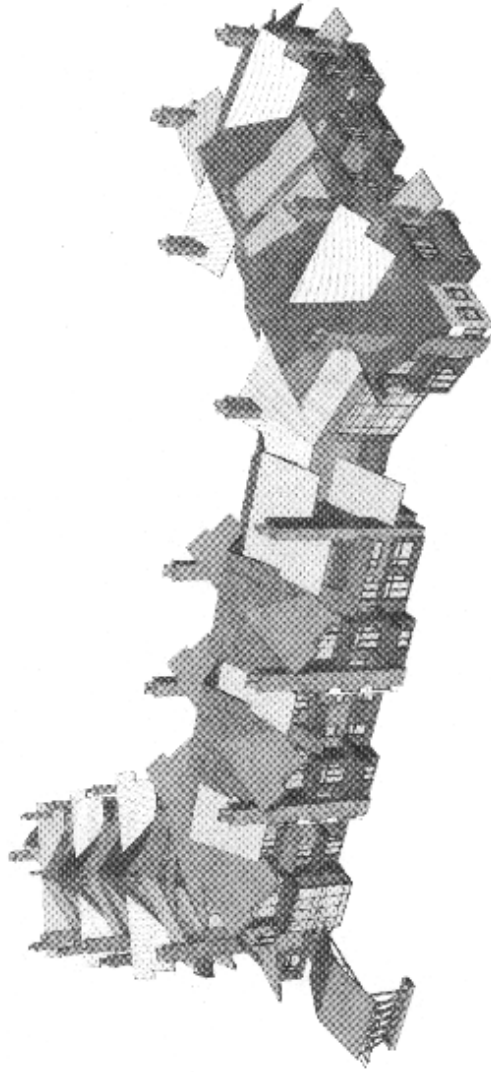


ARCH: KOCHE LLC
304 W. MAIN ST. SUITE 100
CASTLE ROCK, CO 80108



1. Looking South 2

2. Looking North



3. Looking South 3

NO.	DATE	DESCRIPTION
1	10/15/2010	PERMIT APPLICATION
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DATE: 10/15/2010
DRAWN BY: KOCHE
CHECKED BY: KOCHE
SCALE: AS SHOWN
PROJECT: THE SHORES LODGE PERMIT

MEMORANDUM

To: Planning Commission
From: Mark Truckey, Assistant Director of Community Development
Re: Comprehensive Plan
Date: January 30, 2008

Several years ago staff initiated a process to update the Town's Master Plan, which was first adopted in 1984. Over the period of 2004-2006, staff drafted individual chapters of the new Breckenridge "Comprehensive Plan" and reviewed each chapter first with the Planning Commission and then with Town Council. Because of numerous conflicting staff commitments and an evident need to update much of the data included in the Plan, staff was unable to assemble a final draft of the Plan until now.

Most but not all of the Planning Commissioners were involved in the initial review of the individual plan chapters. Given that each chapter has already received individual attention from the Planning Commission, staff intends to focus on bigger picture issues in this final review of the Plan with the commission. We intend to hold two work sessions with the Planning Commission on the Plan. For your first work session on February 5 we are providing an overview of the Plan and summarizing the highlights of each chapter.

We apologize that we were unable to get a final draft to you earlier. Because you are only receiving this several days before your meeting, it is not expected that you have read the entire draft. However, the final draft is very similar to the earlier drafts that were reviewed by the commission, so there should be familiarity for those of you that have been on the commission for a while. The final draft incorporates earlier comments made by both the Planning Commission and Town Council. Our focus will be to discuss general comments and observations that the commission has on the plan on February 5. At the February 19 meeting, the commission will have had two additional weeks to review the draft and we will be in a better position to discuss specific wording suggestions the commission may have.

We realize this is a large document that takes some time to review and absorb. As a suggestion, you may wish to initially concentrate on certain chapters of the Plan, which contain more substantive goals and policies, such as the Land Use and Housing chapters. In addition, you may wish to first review the goals and policies at the end of each chapter, as they are the "meat" of the document. You can then review the earlier narrative text for background and further explanations.

At the February 19 meeting, staff will be looking for the Planning Commission to make a formal recommendation on the Plan to the Town Council. We intend to hold public hearings on the Comprehensive Plan with the Town Council in March.

Summary of Plan Document

The Plan consists of the following chapters, which are provide in summary below.

1. Introduction
2. Natural Environment
3. Population & Demographics
4. Transportation

5. Community Facilities
6. Economy
7. Housing
8. Recreation & Tourism
9. Cultural Arts
10. Historic Character
11. Community Character
12. Land Use

1. Introduction

Provides a basic overview of the Comprehensive Plan, including the purpose of the Plan, the boundaries of the Plan, and an explanation of goals and policies.

2. Natural Resources

Discusses the important environmental resources of the community, including issues such as water, air, soils, vegetation, forest resources, visual resources, mineral resources, wildlife, and natural hazards. Goals and policies address numerous issues, including:

- Protection of the natural resources
- Consideration for enhancing the Town's existing wetlands policies and regulations
- Need to address insect infestations and forest health
- Encouragement of reclamation of dredge piles
- Need to protect large, uninterrupted corridors for wildlife habitat

3. Population and Demographics

Provides an overview of historic trends and current patterns in population growth in the Town, including an analysis of permanent resident population, second homeowners, and peak population days that include visitors. Projects future population. Analyzes population by gender, race, education level, and income.

4. Transportation

Inventories and analyzes all segments of the transportation system, including the road system, parking, transit, and bicycle/pedestrian networks. Goals and policies address numerous issues, including:

- A desire to have a multi-modal transportation system that is convenient, economical, and sustainable
- A goal of making the Town a place people do not have to use their cars in once they have arrived
- Support for improvements to Highway 9 and other modifications to roadways to improve traffic and circulation
- Extension of transit service to neighborhoods with high local populations
- Improved pedestrian and bicycle options throughout Town as alternative transportation modes
- Extension of the Riverwalk

5. Community Facilities

Inventories and analyzes the different public facilities in the Town, including the water and sewer systems, the school system, the fire protection district, electric power, solid waste, town and county government, and day care. Goals and policies address numerous issues, including:

- A goal of planning for facilities that meet the community's long-range needs
- Coordination on planning with different service providers
- A suggested requirement for development to pay for a share of services
- Undergrounding of utility lines
- A desire to acquire more water rights and provide additional storage capacity
- Support to existing and new daycare facilities

6. Economy

Provides an overview of the Town's economic drivers in the past and today. Analyzes tax revenues, skier visits, and employment rates. Outlines strategies to maintain and improve the Town's economy. Goals and policies include:

- A desire to have a strong year-round economy
- Support for year-round and off-season activities that improve economy
- A desire to receive higher visitation from second homeowners
- Implementation of the heritage tourism master plan
- Promotes encouragement of day skiers to stay longer in Town and increase overnight Colorado visitors
- A desire to attract more destination visitors

7. Housing

Discusses the historical and current housing situation. Describes occupancy by renters, resident owners, and second homeowners. Outlines the results of the recent housing needs assessment for the Town and identifies the number of existing workforce housing units the Town has. Describes trends and strategies for maintaining housing for locals. Goals and policies include:

- Goal of having a diversity of permanently affordable housing in the community, at a range of incomes up to 180 % Area Median Income
- A goal of 25 to 35 percent of the housing in the community to be for local residents
- Need to identify and landbank sites for workforce housing
- Creation of partnerships with private developers to create workforce housing
- Utilization of new annexations to provide affordable housing
- Consideration of a new absolute policy in the Development Code or incentives to encourage more housing

8. Recreation and Tourism

Describes the numerous recreational amenities in the community, including alpine and Nordic skiing facilities, the Recreation Center, the ice arena, parks, the golf course, and open space. Goals and policies include:

- Goal of providing a diversity of recreational opportunities for different ability levels

- Partnership with the ski area on projects of mutual community benefit
- Future expansion of the Gold Run Nordic center
- Plans and enhancement of the Town's open space and trails system
- A desire to make Breckenridge a destination for mountain bikers and Nordic skiers
- Coordinated planning for future recreational needs

9. Cultural Resources

Describes cultural arts, programs, and events provided in the community, including the public art program, the Riverwalk Center and its two music festivals, the international snow sculpture contest, the Backstage Theatre, and the Arts District. Goals and policies include:

- A goal of providing diverse and affordable cultural programs to the community
- Define the Town's role of providing staffing and facilities support and leaving marketing to other agencies such as the Breckenridge Resort Chamber
- A goal of having special events be self-funded
- Implementation of the Arts District Master Plan

10. Historic Character

Provides a brief history of the Town and identifies efforts the Town has made to preserve its historic sites and structures. Describes efforts to promote visitation from heritage tourists. Goals and policies include:

- Promotion of historic preservation projects, both within the Town and in outlying areas such as the Golden Horseshoe
- Support for heritage tourism and the work of the Breckenridge Heritage Alliance

11. Community Character

Describes the different components that make up the community, including the people, the built environment, and the natural setting. Articulates a desire to preserve the small town atmosphere, insure that locals can continue to live and work here, and preserve the natural setting.

12. Land Use

Describes the direction provided in other Town planning documents. Inventories land use and identifies the percent that the Town is built-out. Describes residential, commercial, and recreational/open space land use patterns in the community and recommendations on future land use. Describes land use in surrounding unincorporated areas and annexation issues. Goals and policies address numerous issues, including:

There are two main sections of the Land Use Chapter. The first section addresses land use primarily within the town limits. The second section addresses unincorporated areas within the Town's "Three Mile area of influence" and sets forth the Town's annexation policies.

The Land Use Chapter attempts to carry forth the goals and policies of the Town's Vision Plan and the Joint Upper Blue Master Plan. As the chapter notes, a fairly clear direction for the shape of development in the Town and surrounding areas has emerged as a result of these previously-adopted documents. This Plan mainly reinforces that direction, with some additional guidance

intended to advance certain land use policies of the Town. Some of the new ideas embraced in this update include:

- Goals and policies related to capping ultimate residential development and reducing overall buildout (carries out the Joint Upper Blue Master Plan).
- A goal to achieve a better balance of permanent versus second homeowners in the community.
- Some relatively minor suggested changes to the Town's Land Use Guidelines (LUGs), and a more substantive suggestion to establish LUGs for the Highway 9 corridor at Farmer's Korner.
- Policies focused on preserving the first floor of Main Street businesses for pedestrian-friendly commercial retail uses, and suggested changes to the Development Code to discourage office uses on the first floor on Main Street.
- Policies focused on further discouraging the conversion of commercial properties to residential uses.
- Policies related to analyzing needs for different land uses and exploring additional opportunities to locate needed land uses (e.g., affordable housing, service commercial uses, commercial offices).
- Policies on limitations on the size of single-family homes.
- Policies encouraging appropriate redevelopment.
- Policies supporting the Transfer of Development Rights (TDR) program.
- Policies for the Town's Three Mile Area of influence promoting coordination between the County and Town on land use decisions, planning, and regulation development.
- A requirement for fiscal impact analyses to accompany proposed annexations.
- New annexation policies emphasizing that significant public benefits must result from potential annexations.
- Recommended ratios for affordable versus free-market housing units in any new annexation proposals.
- A requirement to replace any existing affordable housing stock that is removed as a result of the annexation.

Planning Commission Action

No formal action is required by the Planning Commission at the February 5 meeting. We do look for questions from the commission and any comments that you may have on the issues summarized here or in the plan document.

Please understand there are still a few sections of the Plan that need updating, primarily regarding the data presented in tables, etc. Staff will be making minor revisions to these sections between now and the second Planning Commission meeting this month.

1 **CHAPTER I: INTRODUCTION**

2
3 The Breckenridge Comprehensive Plan establishes a public policy base that is an
4 expression of the values and vision of the citizens of the community. The Plan is
5 intended to provide guidance to Town decision makers for decisions related to land use,
6 growth, and related issues that affect the future of the Town. Finally, the Plan provides
7 the basis for the adoption of regulatory documents. The Comprehensive Plan is an
8 over-arching document that is comprised of twelve chapters, each which deals with an
9 important aspect that contributes to the overall character of the Town. Cumulatively,
10 these chapters are intended to paint a picture of the Town's future—one that enhances
11 the many assets the Town possesses and maintains the character that is so treasured
12 by its residents and visitors.

13
14 A. **BACKGROUND**

15
16 The Upper Blue River Valley, which contains the Town of Breckenridge, has a
17 combination of forest and mountain areas, historic and cultural resources, and a wide
18 variety of summer and winter recreation facilities. Day visitors are attracted to
19 Breckenridge to enjoy these experiences, encouraged by easy access from major
20 population centers, especially along the Front Range (Denver, Colorado Springs, Fort
21 Collins, etc.). Breckenridge is also popular with destination tourists who spend one or
22 more nights in the town, and is a prime location for part-time residents (also referred to
23 as second homeowners).

24
25 Because of its attractions, Breckenridge has transformed from a sleepy mountain
26 community in the 1950s to the major resort community that it is today. This growth has
27 created many financial benefits for the Town and its citizens. However, along with this
28 prosperity have come issues and concerns associated with this change. The Vision Plan
29 of 2002 noted the community's highest priority was preserving community character, but
30 the next highest priority was providing for economic vitality. This Plan seeks to find a
31 balance between these two critical values. This Plan addresses where the Town has
32 been, where it is now and especially where it wants to be in the future.

33
34 B. **COMPREHENSIVE PLAN - DESCRIPTION AND PURPOSE**

35
36 The Comprehensive Plan of the Town of Breckenridge is designed to promote the public
37 health, safety and general welfare of the community and to provide guidelines for both
38 the conservation and development of community resources. Its purpose is to ensure
39 that the Town's livability will be enhanced rather than weakened in the face of change.
40 Inherent throughout the Plan is the concept of sustainability: meeting the needs of
41 today's citizens without compromising the ability of future citizens to meet their needs.
42 The Plan is intended to provide guidance and to facilitate decision making by local
43 officials as well as private citizens, as they are confronted by decisions that can affect
44 the future of the Town. This Plan is not meant to be a detailed blueprint for every future
45 proposal.

46
47 The Plan is not intended to be a regulatory document itself and is not to be used in
48 reviewing specific development proposals. Regulatory documents for development
49 review purposes, such as the Land Use Guidelines, Development Code and Subdivision

1 Standards should be consistent with the Plan, and should in turn implement its goals and
2 policies. The Plan should provide a legal basis for the subsequent adoption of
3 regulations. Thus, every regulatory provision that is proposed (either new or as a
4 revision) should be reviewed to assure that it is consistent with the background
5 information, goals or policies of this Comprehensive Plan.
6

7 As used in this document, "Comprehensive Plan" or "Plan" means a generalized and
8 coordinated policy statement of the Town inter-relating all social and environmental
9 systems involving the future of the Town.

10 C. PLAN FORMULATION & BOUNDARIES

11
12 In developing the Breckenridge Comprehensive Plan, the Town has worked closely with
13 its citizens and other agencies to collect and analyze opinions, information and data
14 relevant to the formulation of goals and policies. Some of the information and data
15 previously collected for the 1983 Town Master Plan was utilized in compiling this
16 Comprehensive Plan. Additionally, other, more up-to-date information and data was
17 also acquired for this edition. Many documents were researched in the writing of this
18 Plan; although, the following documents were relied upon more extensively, because
19 they cover many of the same topics that this Plan covers:

- 20 1. Town of Breckenridge Master Plan (1983)
- 21 2. Joint Upper Blue Master Plan (1997)
- 22 3. Town of Breckenridge Vision Plan (2002)
- 23 4. Countywide Comprehensive Plan for Summit County (2003)

24
25 The goals and policies of the Comprehensive Plan mainly address the land area within
26 the Town's boundaries, but also include land outside the Town limits. Land outside the
27 Town limits is addressed in the Plan because how this land is used can have an effect
28 on the Town, (i.e. transportation, viewsheds, water quality, etc.) and the land could also
29 eventually become a part of the Town, through annexations. Finally, land outside the
30 Town limits is addressed in this Plan in an effort to achieve cooperative and seamless
31 planning with other agencies, particularly with Summit County and the US Forest
32 Service.
33

34 D. STRUCTURE AND USE OF THE COMPREHENSIVE PLAN

35
36 The Comprehensive Plan is structured into thirteen chapters:
37

- 38 I. Introduction
- 39 II. Natural Environment
- 40 III. Population and Demographics
- 41 IV. Transportation
- 42 V. Community Facilities
- 43 VI. Economy
- 44 VII. Housing
- 45 VIII. Recreation & Tourism
- 46 IX. Cultural Resources
- 47 X. Historic Character
- 48 XI. Community Character
- 49 XII. Land Use

1
2 Each chapter contains background information followed by goals and policies.
3

4 1. Background Information
5

6 The background information presented in each Chapter is based on: previously existing
7 studies and surveys that were prepared for the original Town Master Plan of 1983;
8 studies, surveys, plans, forums and other reports that the Town regularly conducts; and
9 studies and surveys specifically conducted for the adoption of this Comprehensive Plan.
10 The background information was evaluated relative to the issues, needs and values of
11 the community. The background information is divided into different elements or
12 sections addressing different aspects and issues of each chapter. The background
13 information addresses: existing conditions and issues; desired future conditions; and
14 statistical information that can be monitored over time, acting as a benchmark. Goals
15 and policies were then formulated, based on this background information.
16

17 2. Goals
18

19 The goals represent the overall ideals, results or achievements towards which the Plan
20 is directed. They are broad statements of purpose on a general level of what the Town,
21 through the implementation of this Plan, intends to accomplish.
22

23 3. Policies
24

25 Policies are more specific statements regarding certain elements of the overall goal,
26 although many policies apply to more than one element or even more than one chapter,
27 regardless of how they are grouped. The policies state what the Town's actions should
28 be in regard to the specific element. Taken together, all the policies under each goal
29 should achieve the realization of the goal that they are listed under.
30

31 E. REVISIONS AND CHANGES
32

33 Because conditions, circumstances and community values upon which the Plan was
34 formulated can change, the Plan may require revisions from time to time. Revisions to
35 the Plan may only be approved by the Town Council in accordance with the provisions of
36 the Town Code. Revisions to the Plan may be proposed by anyone or any board, but
37 the Town Council ultimately determines if a plan revision will be initiated.
38

39 Changes to the Plan may range from addressing a specific issue to conducting a major
40 comprehensive revision of the entire Plan. The Town should regularly review the Plan to
41 determine if any changes have occurred which warrant a major revision. Regardless, a
42 complete and comprehensive revision of the Plan should be performed every five to ten
43 years to assure the Plan is up to date.
44

1
2 F. INTRODUCTION & ADMINISTRATION GOALS AND POLICIES
3

4 Goals:

- 5
6 1. Promote the public health, safety and welfare.
7
8 2. Ensure that the Town's quality of life will be enhanced in the face of change.
9
10 3. Balance the preservation of community character with economic vitality.
11

12 Policies:

- 13
14 1. The Plan is an expression of the vision and values of the citizens of the community.
15
16 2. The Plan is intended to provide guidance for public decisions and actions.
17
18 3. The Plan is a statement of public principles in the form of goals and policies.
19
20 4. The Plan forms the basis for more specific ordinances, regulations and standards
21 which implement the Plan.
22
23 5. The Plan is not to be used to review development proposals.
24
25 6. New or revised regulatory provisions should be reviewed to assure that they are
26 consistent with this Plan.
27
28 7. The Plan should be comprehensively reviewed and revised every 5 to 10 years to
29 stay consistent with the vision, desires and needs of the community.
30
31
32
33

Draft January 31, 2008
CHAPTER II: NATURAL ENVIRONMENT

This chapter describes the local natural environment and sets policies intended to protect sensitive or critical natural resources and to avoid development in areas subject to natural hazards. To residents and visitors, a high quality environment is critical to overall quality of life. Stewardship of the environment, today, leaving it “better than we found it”, is important for future generations to be able to enjoy their natural surroundings and the quality of life it provides. Without stewardship, there is the chance of “killing the goose that laid the golden egg”. Minimizing development in areas subject to natural hazards is necessary in order to protect people and property. Additionally, it must be recognized that the environment has certain capabilities and limitations that should not be exceeded, and that revegetation and restoration at our high altitude and climate is difficult. Finally, an understanding of the local environment is critical to focusing development in the more appropriate areas at appropriate intensities and uses.

This Comprehensive Plan recognizes the necessity for having a complete study of the natural environment to rely upon in determining the carrying capacity and development suitability of the land. The information contained in this chapter was originally generated from research conducted by the Harris Street Group and contained in the "Breckenridge Natural Environment 1977" document. This document is available for review at the Town of Breckenridge Community Development Department. Because natural resource baseline information usually does not change much over short periods of time, most of this information is still reliable today. However, additional information was also included to update this chapter to better reflect current conditions and to address issues that were not addressed in the “Breckenridge Natural Environment 1977” document.

A. NATURAL RESOURCES

The natural resources that comprise the environment of the Breckenridge area are irreplaceable. All living creatures, including humans, depend to some extent upon the natural environment for food and shelter. But, the natural environment can also affect many other things, including the local economy, community character, recreation, aesthetics and spiritualism. It is important to maintain a balance among all of the natural resources so as not to disrupt local ecosystems. Should a resource be depleted, the environment can be thrown out of balance because of the inter-relatedness of the various components of the ecosystem. Impacts to one natural resource can impact other natural resources. On an individual basis, depleting a natural resource can result either in permanent damage or years of hard recovery. The welfare of the Town of Breckenridge depends on the ability of the community to protect and enhance its natural environment.

The lands around Breckenridge range in elevation from 9,017 feet to 14,265 feet and include a portion of the Continental Divide. On these lands can be found rivers, wetlands and other water bodies, with annual precipitation exceeding 30 inches in the higher elevations, including over 300 inches of annual snowfall. Numerous species of flora and fauna exist. Treeline is generally at the 11,500 foot elevation, with alpine terrain above it.

1 The following sections provide a breakdown of some of the elements identified as
2 natural resources which are important to the area that should be maintained and
3 enhanced through conscientious planning.

4 1. Water

5
6 Water is one of our most valuable resources. Water appears in many forms, each
7 essential to our way of life. Water exists in wetlands, streams, rivers, ponds, lakes, rain
8 and snow. It forms the landscape and adds variety and interest to it. Water provides for
9 commercial businesses, residential use, vegetation and wildlife.

10 It was integral to the Town's mining past, and today sustains our recreation-economy.
11 Water is used for snowmaking for the ski area and for irrigation for the golf course - both
12 use untreated water - which are essential to the Town's economy.

13
14 To put it simply, without an abundant high quality water supply, the Breckenridge area
15 would have little attractiveness. The major water resource in the immediate area is the
16 Blue River which flows northerly along the valley floor. It has a steep narrow channel
17 with a slope of approximately 108 feet per mile from the Goose Pasture Tarn (the
18 Town's major water storage facility), to the Dillon Reservoir. Its average width is about
19 30 feet. Water is most abundant in the form of snow in the Breckenridge area, and
20 snowmelt is the prime feeder to the Blue River. Not only is snow a major water source
21 for domestic and commercial use, but it is also vital for our winter sports industries such
22 as alpine and Nordic skiing. Water, in all forms is found to be an asset and a necessity
23 to the viability of the Town of Breckenridge.

24
25 Treated water is one of the major limiting factors in regard to growth management for the
26 Town. The primary component of the Town's treated water system is the Goose Pasture
27 Tarn which holds 800 acre feet. Currently, the system is serving 9,242 users, which is
28 about 71%of build-out. The Tarn's capacity is adequate to serve 13,055water taps
29 which is 103%of the system's projected build-out. This means there are about 385
30 remaining taps above projected build-out numbers. This build-out includes many taps
31 outside the Town limits.¹ Because there is not a lot of extra water available, the Town
32 has implemented methods to minimize water use. The Town adopted a Water
33 Conservation Plan in 2004, which outlines strategies to help conserve water and make
34 more water available. The Town also adopted a Drought Conservation Plan in 2001 that
35 includes a scale of restrictions that can be imposed on water use depending on the level
36 of the Tarn and inflowing water. Finally, the Town is already implementing conservation
37 measures including being selective in providing out of Town water service and requiring
38 low flow fixtures, pressure reducing valves and water check valves for new buildings.
39 The Town intends to pursue other water reduction policies such as encouraging drought-
40 resistant landscaping (or xeriscaping) for developments, and assuring irrigation plumbing
41 is efficient.

42
43 The quality of the water that is provided from the Tarn is ideal in that it is medium-soft.
44 Too soft water is slick and corrosive, while too hard water forms scales. The Town
45 continually monitors the Tarn's water quality and there have been no problems with the
46 quality of the Town's water. All domestic and commercial water is treated and filtered
47 per applicable State and federal requirements.

48

¹ Breckenridge Water Division.

1 There are very few pollution problems associated with water in the Upper Blue Basin.
2 There are no significant mine pollution sites upstream from the Goose Pasture Tarn.
3 However, there are three sources of mine pollution below the Tarn: the Wellington-Oro
4 mine, the Jessie mine and the Royal Tiger mine. All three properties are under joint
5 County/Town ownership and active programs are in place to remediate water quality
6 issue in these areas.

7
8 In the past, there have been occasional septic tank failures in the basin, but these have
9 largely been addressed. Non-point pollution can degrade water quality, especially with
10 ground disturbance which can result in increased turbidity and sediment. Major causes
11 of ground disturbance include residential and commercial development, road
12 construction, storm water drainage and forestry practices. These are being dealt with
13 through policies addressing: the minimization of ground disturbance including cut and fill,
14 erosion control, water course protection, preservation of trees and other vegetation,
15 required landscaping and revegetation, minimization of hard surfaces, and storm
16 drainage. However, the Town encourages even greater water quality protection
17 measures, especially concerning erosion.

18
19 The Town has implemented several river restoration projects on the Blue River,
20 including dredge rock removal and regrading of the river banks. Impervious liners have
21 been laid down and covered with rock to reform the river bed and prevent seepage into
22 the ground. The Town intends to continue to support river restoration efforts in the area.

23
24 A more thorough discussion of the Town's water system, including quantity and quality
25 issues can be found under Chapter 5 – Community Facilities of this Comprehensive
26 Plan. The 1998 Town Water Master Plan also contains extensive details about the
27 Town's water system.

28
29 Wetlands play a critical role in the hydrology system of the area. Wetlands perform
30 several functions, including groundwater recharge and discharge, flood control, water
31 purification and sediment retention. Additionally, wetlands provide habitat and food for
32 wildlife. Because of their importance, the Town has adopted wetland protection policies
33 through minimum setbacks, open space dedications and environmental protection.
34 Furthermore, federal permits are required for certain activities within wetlands. Even
35 with these protections, the Town regularly reviews existing wetland policies and updates
36 them if necessary. Cucumber Gulch contains some of the Town's most important high
37 quality wetland resources. The Town has established a preventative management area
38 ordinance, which establishes large no disturbance areas near Cucumber wetlands. The
39 Town also uses the services of an environmental consulting firm to periodically monitor
40 water quality in Cucumber Creek and its associated wetlands.

41 42 2. Air Quality 43

44 The Air Pollution Control Division (APCD) of the Colorado Department of Public Health
45 and Environment is the state agency responsible for monitoring air quality in Colorado.
46 The APCD monitors for six pollutants, as directed by the United States Environmental
47 Protection Agency. These six pollutants are: carbon monoxide, ozone, nitrogen dioxide,
48 sulfur dioxide, particulate matter, and lead. According to the APCD, decades long
49 monitoring has indicated that particulate matter is the only pollutant of concern in the
50 Breckenridge area. Particulate matter with a diameter of 10 microns or smaller (PM₁₀) is

1 being monitored by the APCD at the Summit County Justice Center located at the
2 intersection of North Park Avenue and Airport Road. The other five pollutants either
3 have never been a concern or are no longer a concern. For example, nitrogen dioxide
4 and sulfur dioxide are typically associated with large industrial plants, which are not
5 present in Breckenridge; carbon monoxide and ozone are typically problems in large
6 urban areas; and lead has been eliminated from automobile gasoline.

7 Particulate matter that is 10 microns or less in size is inhalable and thus creates a health
8 hazard. According to the American Lung Association, particulate matter is a health
9 concern because it can “penetrate into the respiratory tract where they can persist and
10 cause respiratory damage”. There is some evidence that it affects people with
11 respiratory problems (i.e., asthmatics) more severely. Smaller particulate matter (less
12 than 2.5 microns) can also have a negative effect on visibility due to the particles
13 scattering light, creating a haze in the sky.

14 Table 1, below, identifies recent PM₁₀ levels as monitored by the APCD in Breckenridge.
15 With the exception of one measurement (170 ug/m) in 2005, the PM₁₀ measurements for
16 Breckenridge were well within the national ambient standard of 150 ug/m³ for air quality.
17 Because data is only collected every other day, the projected exceedances for the year
18 were identified as 2.94 days. Because Breckenridge experienced no exceedances in
19 2001, 2002, 2003 or 2004, the 3-year average for exceedances is 0.735, which is slightly
20 less than one day per year.

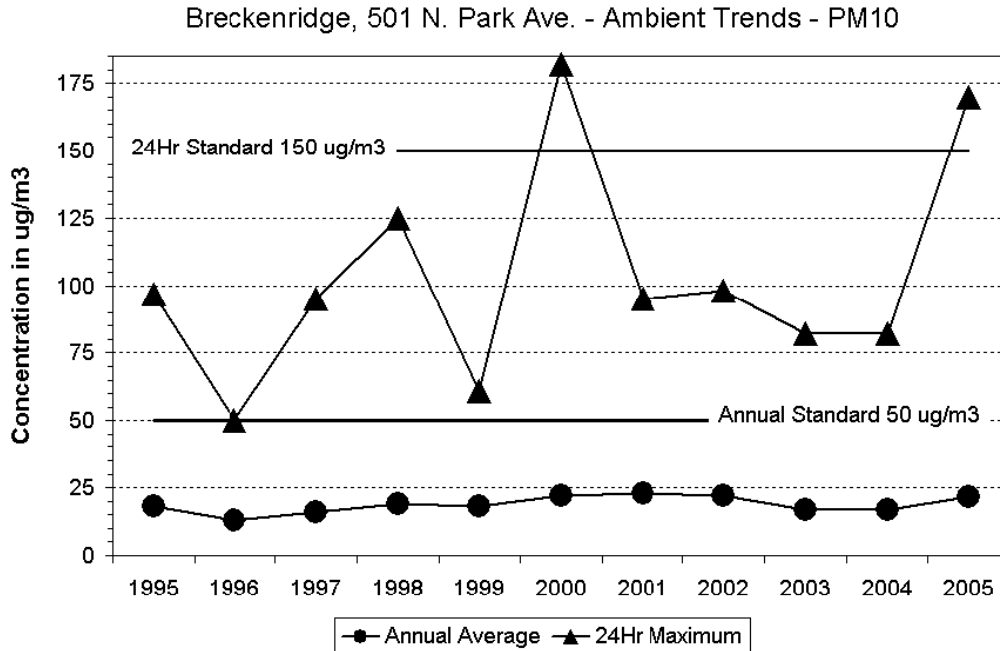
21
22

Table 1. Breckenridge Year 2005: PM₁₀ Data Summary²

23
24

ug = micrograms

² Colorado 2005 Air Quality Data Report, Colorado Department of Public Health and Environment, Air Pollution Control Division



1

2 Long term data for PM₁₀ is also available for the Breckenridge area, going back to 1992.
 3 Since 1992, the air quality for Breckenridge has varied little with an average of about 20
 4 ug/m³ on an annual basis, which is well under the standard of 50 ug/m³. The 24 hour
 5 maximum has varied between 50 and 130 ug/m³ (except for the 2000 reading of 182
 6 ug/m³ and the 2005 reading of 170ug/m³) over this same period, which again is well
 7 within the standard of 150 ug/m³ for particulate matter.³

8 The primary source of particulate matter is dust, with secondary sources being from
 9 vehicle exhaust and wood smoke. Dust comes from many sources including: sanding of
 10 roads; vehicular traffic on roads; unpaved surfaces such as roads, driveways, parking
 11 lots and sidewalks; construction sites; and forestry activities. There is also an asphalt
 12 and concrete batch plant in Breckenridge, which contributes to particulate matter
 13 pollution. Winter is the worst time of year for air pollution, because stagnant air
 14 conditions occur more frequently.⁴

15

16 There are several methods which can be used to reduce particulate matter pollution.
 17 Several of these methods are already being implemented by the Town. Dust reduction
 18 can be accomplished by paving surfaces, using non-sand road de-icers, applying liquids
 19 to unpaved areas, sweeping roads, lowering vehicle speeds and reducing vehicle use.
 20 Alternative fuels, such as bio-diesel help mitigate vehicle exhaust. The Town has
 21 adopted an ordinance that limits the number of woodstoves that can be installed in a
 22 building, and prohibits coalstoves outright and woodstoves that do not meet air quality
 23 standards. Woodstoves can be replaced with newer, cleaner stoves or with gas-stoves.
 24 Batch plants are regulated by the State for compliance with air quality standards.

25

³ Colorado 2005 Air Quality Data Report, Colorado Department of Public Health and Environment, Air Pollution Control Division.

⁴ Conversation with Colorado Department of Public Health and Environment, Air Pollution Control Division personnel.

1 3. Soils
2

3 There are certain types of soils which, when coupled with specific physical
4 characteristics, can result in possible structural damage to development. Because the
5 soils description is so extensive, the "Breckenridge Natural Environment 1977" report
6 should be referenced for further information. Soil erosion is a natural process primarily
7 due to the movement of air and water, which can be costly in terms of resource
8 management objectives. The erosion potential of an area can be determined by a
9 combination of slope, soil type and vegetation coverage. The major factor involved is
10 the slope. In general, a low potential for erosion occurs on slopes from 0% to 8%,
11 moderate potential for slopes ranging from 9% to 14% and severe potential for areas of
12 15% or greater slope. Erosion activity and associated sedimentation of streams can
13 result in the loss of: valuable soils, nutrient vegetation, water quality, air quality, foliage,
14 wildlife habitat and scenic values. Also, it can lessen channel capacity, and thus
15 increase flood potential. The Town already has adopted erosion control measures that
16 encourage the reduction of erosion. The Town supports the adoption of additional
17 measures as appropriate for the control of erosion.
18

19 4. Slope
20

21 Slope is a primary indication of environmental capabilities and limitations. As slope
22 increases so does the potential for erosion, rock fall, avalanche, wildfire, and the velocity
23 of water flow. With steeper slopes, the possibility for road accessibility and revegetation
24 decreases. The likelihood for higher construction costs and the need for more
25 unconventional construction techniques are also associated with steeper terrain. In
26 most cases, adverse situations are less likely to occur if the area is maintained in its
27 natural condition. When manmade development intrudes on steep slopes, the potential
28 for hazardous and adverse situations increases.
29
30
31

32 The grade of a slope provides an indication of its susceptibility to erosion and potential
33 failure. Slopes that are 15 percent or greater in steepness have a higher possibility of
34 failing and are less suitable for development than flatter areas. Issues created by
35 development on 15 percent or greater slopes include increased difficulty for construction
36 and maintenance of roads, potential access problems for emergency vehicles, and
37 increased potential for environment problems (e.g., erosion). These issues and potential
38 problems increase on slopes 30 percent or greater. Based on the above, it is
39 recommended that development on land identified with 15% or greater slope be
40 discouraged and densities existing on such parcels be transferred. This is even more
41 important for slopes greater than 30%, where mitigation is more difficult and
42 environmental and visual impacts are likely to result. The Town has adopted policies
43 that require an engineers' report prior to construction for development on slopes of 15%
44 or greater.
45

46 5. Vegetation
47

48 Vegetation is important for maintaining natural beauty, wildlife habitat, and the ecological
49 balance of the region. Existing vegetation, if undisturbed, is an extremely accurate
50 environmental indicator of prior and future ecological patterns. It is also an indicator of
51 soil types, aspects, slope and hydrology prevailing in the area.

1
2 Vegetation in the plan area is determined primarily by elevation, solar aspect, and past
3 disturbances (e.g., wildfires). Much of the landscape in the plan area is dominated by
4 even-aged stands of lodgepole pine, about 120 years old. This is the result of large
5 scale deforestation and subsequent fires that were related to mining activities. There
6 are three elevation zones for vegetation in the plan area. The montane zone extends
7 to 10,800' and is dominated by lodgepole pine. The subalpine zone generally extends
8 from 10,800' to 11,500', and is dominated by Engleman spruce and sub-alpine fir. And
9 the alpine zone is generally above 11,500', devoid of trees and dominated by tundra
10 consisting of sedges, grasses, lichens and mosses, with some willows and cinquefoils.

11
12 The vegetation of the area is important as a visual resource, as a screen or buffer from
13 development, and wildlife and ecologic purposes. Bio-diversity (the number of species
14 and their relative abundance) is of primary concern with vegetation. Because of its
15 importance to the community, the Town has implemented programs to protect
16 vegetation. The Town requires the screening of development through development
17 code policies. Landscaping is required in order to contribute to a more beautiful site, to
18 screen development and to provide for a buffer from development. Particularly beautiful
19 and healthy trees are protected against development impacts because they serve as
20 specimen trees, which must be maintained on the property. Trees and other vegetation
21 are protected by disturbance envelopes. Drought tolerant landscaping and irrigation are
22 encouraged through the development code.

23
24 Because of the inter-connectedness of the components of the ecological system, the
25 introduction of non-native or invasive species can have a disruptive effect. Non-native or
26 invasive species can crowd out native species, change habitat for wildlife, introduce
27 pathogens to which native species have developed little resistance, and generally alter
28 the established ecology of an area. It is best for wildlife to retain as much landscaping in
29 a natural state, as opposed to lawns, ornamental shrubs, etc. Additionally, non-native or
30 invasive species can affect the visual landscape of an area and also can look odd or out
31 of place. Finally, non-native species often do not grow well and can easily die or
32 become sickly in appearance. Species appropriate for our high altitude and climate are
33 encouraged through the development code.

34
35 Non-native species can be introduced through fill-dirt, ornamental landscaping, re-
36 seeding disturbed areas, water craft, and cross-basin water transfers. Invasive species
37 that are a primary concern in Summit County include, but are not limited to, willow
38 tamarisk, spotted knapweed, Russian knapweed, diffuse knapweed, leafy spurge,
39 dalmation toadflax, hoary cress, perennial pepperweed, Chinese clematis, and false
40 chamomile. The costs of eradication after invasive species have profligated can be
41 enormous. The Town discourages the introduction of non-native species through weed
42 spraying and other weed control measures and through development code policies, and
43 supports the eradication of invasive species.

44
45 The importance of retaining vegetation for screening buildings, for providing intrinsic
46 values and for preserving community character is also discussed in other portions of this
47 Comprehensive Plan.

48 49 6. Forest Resources

1 Most of the forest resources near Breckenridge are located on National Forest land.
2 There are some forest resources on privately owned lands, and some within the Town
3 limits. The forest is comprised mostly of lodgepole pine, with some Engleman spruce,
4 subalpine fir, bristlecone pine, limber pine, Douglas fir, and aspen.

5
6 The forest lands in the Breckenridge area also contain great “intrinsic” values (i.e.,
7 resources that do not necessarily have a direct commercial value). The US Forest
8 Service manages national forest lands around the Town for ecological and natural
9 processes, biological diversity, habitat enhancement, natural landscapes, education, and
10 scenery. While it is difficult to place a commercial value on these resources, they
11 undoubtedly are vital to the health of the forest and to the welfare of the Breckenridge
12 community. One of the greatest intrinsic values for the Breckenridge community is the
13 surrounding mountain backdrop, which is critical to the tourist and recreational industries
14 that are such an integral part of the community and upon which the community is so
15 dependent. The surrounding mountain backdrop also plays a vital role in defining the
16 community’s character.

17
18 Because of the relatively short growing season due to the high elevation, the forest lands
19 around Breckenridge are not highly productive for merchantable timber. However, some
20 areas to the northwest of the Town have been cleared for forest health and
21 diversification purposes. The Elk Habitat Management areas to the northwest of Town
22 have been identified in the Forest Plan as suitable timber lands and as part of the
23 allowable sale quantity for timber. This is the only management area around
24 Breckenridge that is identified as suitable timber land. The majority of commercial
25 values associated with nearby tree stands are for small products, such as fence posts
26 and poles. Such uses do have commercial value, but to a much lesser extent than
27 conventional timber sales.

28
29 The Forest Service is undertaking several pending projects that will have an impact on
30 the forest resources in the Breckenridge area. Particularly, the Upper Blue Stewardship
31 Project, which addresses the Ten Mile Range from Breckenridge to Frisco, will address
32 forest health, wildlife habitat, fire hazards, and water quality. Timber sales including
33 those for forest health and diversification could affect resources valued by the
34 Breckenridge community.

35
36 Forest resources on private lands and public open space lands within and outside of the
37 Town limits have similar resource values to those found on National Forest lands in that
38 they predominantly have recreation and intrinsic values, including heritage stands which
39 contain old growth or undisturbed trees. There is virtually no private commercial timber
40 land in the Upper Blue Basin, because almost all of the private landholdings have been
41 subdivided into smaller acreages. The Town has coordinated with and will continue to
42 coordinate with Summit County regarding forest resources outside of the Town limits
43 through joint planning and open space efforts and by commenting on specific
44 development proposals. The Town protects forest resources within Town limits by
45 adopting policies, ordinances and standards that address impacts to these resources.
46 Many of these forest resources are also addressed under other chapters in this
47 Comprehensive Plan, particularly those regarding Land Use, Recreation, and Master
48 Plans.

49
50 Insects and diseases that affect the forests in and around Breckenridge include various
51 bark beetles, armillaria root rot, cytospora canker and dwarf mistletoe. If left unchecked,

1 these problems can spread to other trees. Most of these problems require either pruning
2 or removal of the affected tree, along with proper disposal. The Town has implemented
3 preventative and remedial actions dealing with bark beetles, including education,
4 encouraging land owners remove diseased trees and including such trees as a
5 nuisance. The Town encourages methods that assure that affected trees are properly
6 addressed in order to prevent the spread of the insect or disease. Because outbreaks of
7 insects and diseases are more likely to occur in unhealthy tree stands, the Town will
8 continue to support projects that improve the health of the forest, such as reducing
9 single species, uniform aged, dense tree stands.

10
11 The infestation of pine bark beetles in the Upper Blue Basin is potentially approaching
12 epidemic proportions. Some forest management experts project that up to 90 percent of
13 the existing lodgepole forest, which dominates elevations below 10,500 feet in the valley,
14 will succumb to the onslaught of the bark beetles. In recent years, the Town has
15 aggressively worked to address bark beetle impacts on Town lands and has also worked
16 with private landowners to assist them in addressing the beetle. Programs that have
17 implemented include preventative spraying of select trees on Town properties, financial
18 assistance to private landowners for removal and chipping of beetle-infested trees, and
19 public education efforts. The Town is beginning to work on a multi-pronged plan for
20 forest recovery after the pine beetle has moved through the area, including looking at
21 issues such as reforestation and wildfire prevention/mitigation.

22
23 Wildfire hazard is another problem associated with the forests inside of and outside of
24 the Town limits. The Town encourages the implementation of methods to reduce wildfire
25 hazards. Fuel breaks, especially around buildings, should be allowed in order to reduce
26 the chances of wildfires destroying the buildings, and likewise, reduce the likelihood of a
27 house-fire spreading to the forest. However, because the Town is served by a
28 professional fire department that is at station at all times, fuel breaks within Town limits
29 should be minimized. This should be done in order to achieve other desired goals, such
30 as screening buildings from view and protecting the visual qualities of view corridors and
31 prominent hillsides. Additionally, the Town discourages the use of wood shingle roofs
32 because they increase the likelihood of wildfire spreading to structures.

33 34 7. Visual Resources

35
36 Visual landscape is the essence of the perceived natural environment. For a mountain
37 resort community such as Breckenridge, the visual landscape is a prime resource that
38 directly affects the local quality of life and economy. The surrounding mountains with
39 peaks over 13,000' and their lower forested slopes are the predominate natural visual
40 asset of the Town. The Ten Mile Range forms the western wall of the basin, with Red
41 Mountain to the south, Mt. Baldy and Mt. Guyot to the southeast, Gibson Hill and the
42 Continental Divide to the east, and Buffalo Mountain and Ptarmigan Mountain far to the
43 north, outside of the Upper Blue basin. The mountains serve as the defining natural
44 resource for the community and they bring people here from all over the world.

45
46 Another major potential visual asset of the area is the Blue River which runs northerly
47 through the Upper Blue Valley. Major tributaries to the Blue River, which are also highly
48 visible, include French Creek and the Swan River.

49
50 Major visual elements are important to preserve and enhance due to their impact on
51 community character, quality of life and the local economy. Because of this, the Town

1 has created policies for the preservation of the visual beauty of the basin. The Town has
2 identified two major policies regarding visual resources. The first is the establishment
3 and preservation of a visual corridor along Highway 9, the main entrance to the Town.
4 In order to achieve this policy, a 150' set back has been designated along both sides of
5 the highway with only very low density being allowed within the setback. It is also
6 encouraged that any density from this area be transferred to a more suitable location for
7 development to further help preserve the views of the mountains and the Blue River as
8 one enters the community.

9
10 The Town's second major goal for the preservation and enhancement of the visual
11 qualities of the area is the preservation of steep slopes. Such slopes tend to easily show
12 the visible impacts of development. Because of this, the Town encourages preserving
13 slopes 15% or greater and encourages transferring density off of these areas.
14 Additionally, the Town Development Code policies support the protection of ridgelines
15 from development because of the visual impacts that result. Also, the Town will continue
16 to preserve and enhance the Blue River and other visually important water courses.

17
18 Preserving open space, both inside and outside of the Town's boundary, will help
19 preserve the visual resources which are so important to the Town; as well as help with
20 the protection of the natural environment. The Town Vision Plan of 2002 noted that
21 accessible open space, trails and backcountry should be preserved. The Town has also
22 adopted an Open Space Plan which provides direction for open space acquisition and
23 management.

24
25 Finally, the night sky is an important visual resource for many people who enjoy viewing
26 the stars, moon and planets for intrinsic reasons as well as scientific reasons. Light that
27 is too bright or that is not shielded downward can impact the visual quality of the night
28 sky and also the visual quality of our small-town character. The Town encourages the
29 reduction of light pollution through development regulations, education, incentives and
30 by assuring Town maintained lights do not overly contribute to light pollution at night.

31 32 33 8. Mineral Resources

34
35 Breckenridge was founded as a mining community in 1859 and the Town and
36 surrounding area sits in one of the richest, mineral-laden areas in Colorado. Mining
37 methods started with panning from the local rivers and streams. Looking for more
38 efficient ways, miners then turned to hydraulic mining using large nozzles fed by water
39 diverted through hand-dug ditches and pipes known as flumes, leaving eroded and
40 exposed areas of land. At the same time that hydraulic mining started, the miners also
41 turned to hard-rock mining, blasting and digging shafts and adits into the ground, with
42 visible piles of mine tailings left as a by-product. Finally, from the turn of the last century
43 to the start of World War II, dredge boats were used to churn up the riverbeds, leaving
44 huge piles of dredge rock several miles in length where the rivers once flowed.

45
46 Active hard rock mining has not really been a significant contributor to the recent
47 Breckenridge economy. Nearby mines which at one time produced gold, silver, copper,
48 lead and zinc, have virtually all been abandoned because the net metal value, after
49 milling, does not cover the local cost of mining the ore. Today, active mines must be
50 permitted through the Colorado Division of Minerals & Geology, and through the U.S.
51 Forest Service if located on National Forest lands. The Division states that there are a

1 few active small-scale placer mining operations being conducted in Summit County.
2 There are also a few hard rock mining operations in Summit County that have permits
3 with the State, although none are currently being operated. The U.S. Forest Service
4 stated there are three active mine operations in the Upper Blue Basin, none of which are
5 at a commercial level. However, an increase in the price of a mineral could potentially
6 bring a return to mining in the area. This potential was noticed during the 1980's when
7 the sudden high price of gold brought a resurgence of interest in permits for exploratory
8 mining. However, no significant resurgence in mining materialized due to the
9 subsequent drop in gold prices.⁵

10
11 The primary mining activity occurring today in the area is gravel extraction. The residual
12 piles of dredge rock along the stream channels in and near Breckenridge provide a
13 source of construction materials and aggregate. The dredge rock is mined to about
14 stream level, leaving the site near level grades. Removal of the dredge rock facilitates
15 future development of sites, but reclamation requirements associated with State mining
16 permits are very limited for these sites. Dredge piles are relatively inert and do not
17 require treatment.⁶ The primary remaining impact of the historic dredge mining is the
18 loss of aquatic habitat and stream channels. Stream waters can sink through the rocks
19 to such an extent that sometimes no water at all is on the surface. Continued
20 reclamation of these dredge piles is encouraged by the Town, although some piles
21 should be preserved for use in historic interpretation. Dredge rock and other rock is
22 being used by industrial plants to make aggregate for roads and construction sites. The
23 Town supports the continued operation of these plants because of the importance of
24 aggregate.

25
26 The hydraulic and hard-rock mining operations that occurred in the past created
27 numerous potential sources of pollution. Sulfites in the ore become oxidized and, when
28 mixed with water, turn to sulfuric acid. This acid leaches minerals (such as zinc and
29 cadmium, with iron, lead, arsenic, copper, aluminum and manganese being lesser
30 concerns). Metal concentrations found in surface waters at some locations in the
31 Breckenridge area reach levels that are hazardous to aquatic life, but do not reach levels
32 hazardous to humans.

33
34 Treatment of these abandoned mines generally involves diverting clean water away from
35 contact with mine wastes. In the worst cases, it may be necessary to actively treat the
36 drainage. If water is not present, the residue can be covered or removed. The Town
37 and Summit County have been actively engaged in improving water quality associated
38 with abandoned mine workings. A multi-million dollar water treatment plant is being
39 constructed to treat contaminated water at the Wellington/Oro mine site. In addition,
40 remediation projects at the abandoned Jessie and Royal Tiger mines have been
41 undertaken to direct clean runoff water away from contaminated sites.

42
43 Mine sites can also present the potential for physical hazards. Subsurface mine sites
44 can pose problems with subsidence or surface collapse and accumulation of poisonous
45 gases.

46
47 The State regulates active mines for compliance with standards. However, many
48 abandoned mine sites were shut down long before such standards existed. The Town

⁵ Conversation with US Forest Service personnel.

⁶ Conversation with Colorado Division of Minerals & Geology personnel.

1 will continue to work with other jurisdictions and private property owners to assure that
2 pollutants from mining operations and reclamation of sites are properly addressed. Also,
3 the Town supports design standards that address any new mining activities in the area.
4 Partnering in regards to financing the reclamation of these mines is critical because of
5 the enormous costs involved. Additionally, these mining sites provide a integral element
6 of the history of the area. After all, Breckenridge was originally founded as a mining
7 community. The Town supports efforts to offer interpretation of these mining sites, not
8 only because of the value that history brings to a community's citizens, but also for the
9 economic revenue that can be generated from tourists visiting these sites.

10 11 9. Wildlife

12
13 While some wildlife species have experienced substantial amounts of their habitat being
14 degraded or destroyed in recent years, there is still a lot of wildlife that remains in the
15 Breckenridge area. Larger mammals seen in the Breckenridge area include moose, elk
16 and mule deer. Elk and deer migrate from the higher elevations in summer to the lower
17 elevations in winter. Mountain goats, black bear, coyote, red fox, mountain lion, and
18 bobcat are also found in the Breckenridge area. Smaller mammals include pine
19 martens, marmots, porcupines, beavers, muskrats, snowshoe hares, picas, skunks,
20 squirrels, and chipmunks. Common birds include osprey, red-tailed hawks, goshawks,
21 coopers hawk, boreal owls, Canadian goose, ducks, ptarmigan and grouse. The
22 Colorado River cutthroat trout, brook trout, rainbow trout and brown trout inhabit the
23 rivers and streams around Breckenridge.⁷ Non-native brown trout have been stocked in
24 the basin, and out-compete native cutthroat trout, preventing them from occupying
25 numerous water bodies. The cutthroat trout are found only in French Creek above the
26 Wellington-Oro mine, where contamination prevents the Brown trout from invading their
27 habitat and displacing them.

28
29 Wildlife attracts tourists, hunters, fishers, watchers (such as birders), and nature lovers.
30 Wildlife also provides an educational and aesthetic/spiritual resource, and adds to the
31 quality of life. Wildlife is a component of the local ecology. Due to the growth and
32 development that has already occurred and that will likely continue to some extent in the
33 area, it is paramount to preserve adequate wildlife habitat and movement corridors in
34 order to maintain the ecological health and balance in the area. Movement corridors
35 provide important links between regions outside of the Breckenridge area as well.
36 Additionally, at this time, the Breckenridge area contains habitat for species that are
37 listed as threatened or endangered, and thus protection of habitat may also be required
38 by regulations such as the Federal Endangered Species Act of 1973. It should be noted
39 that it is possible that these listed species could be down-listed, de-listed or that other
40 species could be added to the list in the future. Regardless of regulations, the Town
41 supports protection of wildlife from extinction or extirpation.

42
43 The Cucumber Gulch wetlands area west of Town is of particular significance in terms of
44 wildlife habitat. The boreal toad (*bufo boreas boreas*), which has been listed by the
45 State as endangered has been sighted there. This is the only toad in Colorado that lives
46 above 8000'. The toad requires shallow water bodies, such as those found in beaver
47 ponds, but migrates to upland areas after breeding season. Thus, the Gulch is an ideal
48 habitat for the species. The river otter, which is also a State endangered species, has
49 also been sighted in the Gulch. Large ungulates, such as moose, elk and deer are

⁷ Conversation with Colorado Department of Wildlife personnel.

1 known to frequent the Gulch via wildlife corridors. The Town acquired ownership of
2 much of the Gulch, which makes regulation of that portion of the Gulch much easier.
3 The Town has also adopted a vitally important overlay district to protect the valuable
4 wildlife habitat that the Gulch provides.

5
6 There are several other threatened or endangered species in the Breckenridge area.
7 The bald eagle, which is a Federal threatened species, has a range that extends up the
8 Blue River to the north edge of Town, with sightings as far south as the Valley Brook
9 area. The Canada lynx (*felix lynx*) is State and Federally listed as threatened. The lynx
10 favors multi-age tree stands above 8000', and their territories are expansive, stretching
11 over mountain ranges. Thus, the area surrounding Breckenridge has been classified as
12 lynx habitat by the U.S. Fish & Wildlife Service and is managed as such by the U.S.
13 Forest Service. Two lynx from the recent re-introduction program started in the late
14 1990's in southwestern Colorado have been spotted in neighboring basins to
15 Breckenridge.

16
17 The Town protects wildlife habitat through several methods. Large contiguous blocks of
18 open space are of greater benefit to wildlife than smaller, isolated parcels.⁸ Habitat
19 provides for forage, cover, sleeping and breeding areas for the wildlife. Important habitat
20 areas are protected through building setbacks, clustering development, and overlay
21 districts. Acquisition of habitat for open space is another tool that is used. Greenways
22 are preserved to provide contiguous habitat and to avoid being broken by development
23 and transportation systems into fragmented and isolated areas. Recreation and trails
24 are provided for areas that are away from important habitat areas. Wildlife can benefit
25 from landscaping consisting of native flowers, shrubs and trees, as well as control of
26 noxious weeds. Finally, controlling domestic pets near important wildlife habitat is
27 encouraged because they can disturb, threaten or kill the wildlife.

28
29 Wildlife movement will continue to be protected in order to allow greater access to more
30 habitat. Fencing and transportation systems can impede or restrict the free movement
31 of wildlife. The Town supports the adoption of fencing standards that provide for
32 unrestricted wildlife movement. The less fencing, the better.⁹ The Town encourages the
33 assurance of adequate wildlife movement either over or under transportation systems in
34 order to reduce road kills.

35
36 Human food and garbage can become an attraction for wildlife. This can change their
37 feeding habits as they become accustomed to human food. Feeding also tends to
38 concentrate wildlife which increases both the risk of disease and the chances of
39 diseases being transmitted to humans. Easy access to food and garbage results in
40 more encounters between humans and pets and wildlife, often resulting in having to
41 euthanize the wildlife if repeated encounters occur. This is particularly true for bears and
42 mountain lions in the Breckenridge area. To alleviate this problem, the Town
43 encourages people not to feed wildlife, intentionally or otherwise. Regulations have
44 been adopted addressing animal-proof garbage containers and maximum durations for
45 leaving garbage containers alongside the street, but such regulations may need to be
46 strengthened. The regular cleaning of garbage containers of food odors is also
47 encouraged.

48

⁸ Colorado Department of Wildlife website.

⁹ Colorado Department of Wildlife website.

1 B. NATURAL HAZARDS Natural hazards occur throughout the Comprehensive Plan
2 area.

3
4 1. Landslides

5
6 Possible landslide areas are identified on steep slopes with unstable soil conditions.
7 Areas identified in the Breckenridge area for possible landslides are in the Sawmill and
8 Lehman gulches, Shock Hill, Ford Hill, Little Mountain, Silver Shekel, and Warriors Mark
9 West.

10
11 2. Pierre Shale

12
13 Areas underlain by Pierre Shale experience extreme shrink-swell, little or no porosity
14 and low percolation. These sites are undesirable for septic or well systems and are
15 vulnerable to structural damage. Pierre Shale is primarily found in the Delaware Flats
16 area, throughout the Ten Mile Vista Subdivision, and along the Swan River drainage
17 basin.

18
19 3. Faulting

20
21 Faults and inferred faults are identified where mass movement of the earth's crust has
22 occurred or has likely occurred along a particular line or lines of departure. Recurrence
23 is unpredictable, however, additional analysis is merited if a development proposal
24 involves areas subject to prior faulting action. The degree of analysis should be in
25 proportion to the seriousness of potential consequences. Adverse impacts can result
26 from both the presence of an existing fault line or from future movement. Although no
27 major earthquakes have been centered in the Breckenridge area, the ability to identify
28 faults is limited¹⁰, so caution should be exercised. Professional investigation should take
29 place before any development is allowed in areas expected to be located along identified
30 fault lines.

31
32 4. Snow Avalanches

33
34 Since the Breckenridge area has an average annual snowfall of about 300 inches, the
35 area is prone to snow avalanches. Avalanche areas can be recognized by their telltale
36 signs of starting zones where the snow accumulates, tracks where the snow moves, and
37 runout zones where the snow is deposited. These hazards typically exist on slopes
38 between 25° and 50°.

39
40 Development in areas subject to avalanches is discouraged and engineering is required
41 when such development is allowed. The Breckenridge ski area is subject to avalanche
42 areas on National Forest lands, and the ski area performs avalanche control work within
43 the ski area boundaries. The Town will comment on any ski area proposals that are
44 affected by avalanche areas.

45
46 5. Flooding

47
48 The Blue River is the major drainage channel within the Breckenridge Master Plan area.
49 There are four main tributaries which feed into the Blue River within the Town, including

¹⁰ Colorado Office of Emergency Management website.

1 Sawmill Gulch, Illinois Gulch, Lehman Gulch and French Creek Gulch. All of these
2 tributaries, as well as the Blue River, have designated floodplain (upland area that can
3 be inundated by floodwaters) and floodway (the primary channel expected to carry
4 floodwaters) boundaries.

5
6 For actual boundaries descriptions refer to the Flood Insurance Study conducted in 1979
7 by the Federal Emergency Management Agency, Federal Insurance Administration.

8
9 Flooding along natural drainage ways in the Breckenridge area occurs primarily in
10 mid-June, with the principal cause being runoff from snowmelt. Spring run-off usually
11 begins the first week in April, increasing to a peak in mid-June and returning to normal
12 flow in early August.

13
14 Flooding can be exacerbated by rapid snowmelt coupled with a high intense
15 thunderstorm. This results in such high discharge that both natural and manmade
16 drainage-ways reach capacity and cannot contain the total discharge. The Town's code
17 has requirements that new development be elevated above the level of mapped base
18 flood elevations and generally discourages any development within floodway areas.

19 20 C. NATURAL ENVIRONMENT GOALS AND POLICIES

21 22 Goals

- 23
- 24 1. Protect and improve the health of the natural environment.
- 25
- 26 2. Preserve and enhance important visual resources.
- 27
- 28 3. Preserve accessible open space, trails and backcountry.
- 29
- 30 4. Protect wildlife, habitat and movement corridors.
- 31
- 32 5. Avoid development in areas subject to natural hazards.
- 33

34 35 Policies

36 37 General:

- 38 1. Review development to avoid areas of significant constraints, unique or fragile
39 resources and areas which are critical to sustaining the ecosystem.
- 40
- 41 2. Discourage development on slopes of 15% or greater, and encourage the density
42 allocated to these sites to be transferred to areas suitable for development.
- 43
- 44 3. Review existing policies and adopt new policies that provide for the further protection
45 of wetlands.
- 46
- 47 4. Preserve or restore riparian vegetation to the maximum extent possible to protect
48 water quality and wildlife habitat.
- 49
- 50 5. Continue to acquire and manage open space lands for the protection of visual and
51 natural resources.

1
2
3 6. Preserve and enhance the resources of Cucumber Gulch.

4
5 Water:

6
7 7. Assure an adequate supply of water by implementing water conservation methods.

8
9 8. Assure water is of high quality by addressing pollution sources.

10
11 9. Encourage the use of xeriscaping and drought-tolerant species to conserve water
12 resources.

13
14 Air Quality:

15
16 10. Reduce dust and other particulate matter through dust reduction methods, using
17 alternative fuels and transit, and by discouraging woodstoves and wood fireplaces.

18
19 Vegetation:

20
21 11. Preserve vegetation and specimen trees from development; and assure the re-
22 vegetation of disturbed land.

23
24 12. Encourage landscaping that is native, drought tolerant, and that is appropriate for
25 Breckenridge's high altitude and climate.

26
27 Forest Resources:

28
29 13. Encourage the preservation of recreation and intrinsic resources through
30 commenting on Forest Service proposals.

31
32 14. Work cooperatively with the Forest Service to establish joint-planning efforts on the
33 Intermix management areas.

34
35
36 15. Address forest insects and disease problems in order to help preserve forest
37 resources.

38
39 16. Support hazardous and diseased tree removal and wildfire mitigation including the
40 discouragement of wood shingles; but balance them with other goals such as
41 landscaping, visual resources, buffers, etc.

42
43 Visual:

44
45 17. Preserve and enhance major visual resources such as scenic backdrops, the Blue
46 River and the night sky.

47
48 Mineral Resources:

49
50 18. Encourage the reclamation of dredge mining piles, while leaving some for historic
51 interpretation.

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19. Treat abandoned mine sites that are polluted and pose a threat to human health and safety, and close off sites that present a physical hazard .

20. Work with other jurisdictions and property owners to assure that mining pollution and reclamation occurs.

21. Support the continuation of aggregate resource industries in the area to provide necessary materials to support anticipated growth and development.

Wildlife:

22. Protect wildlife habitat from development, transportation routes and other impacts.

23. Protect wildlife habitat and movement corridors in large, contiguous blocks, where possible, although small isolated blocks are also beneficial.

24. Continue to encourage home and business owners to manage food and garbage in a manner that is not easily accessible by wildlife.

Natural Hazards:

25. Discourage development on slopes of 15% or greater or on land subject to natural hazards, and require engineering when development on such sites is allowed.

26. Maintain undeveloped steep-slope areas exceeding 30 percent as natural open space to protect soils, vegetation, water, fish and wildlife and open space resource value.

27. Maintain floodway areas in open and undeveloped land uses where legally permissible, including agriculture, parks and open space.

Draft January 15, 2008
CHAPTER III: POPULATION & DEMOGRAPHICS

Population and demographic data provides a basis for determining land use, housing, transportation and public facility needs and also can assist in identifying environmental impacts resulting from population growth. This data is also critical in understanding trends regarding our economy and community character. The information in this chapter (in conjunction with other data) will be used to some extent to identify existing conditions and form goals and policies in virtually all of the other chapters of this plan.

This chapter contains data on the existing population and demographic make up of the Town of Breckenridge. Some of this information related to the Upper Blue Basin is also included, because this plan is not limited strictly to the Breckenridge Town limits. Such information addresses not only the number of people, but also their age, gender, race, education and income. Also included are population projections based on trends of existing population. Most of the data in this chapter comes from either the 1990 or 2000 US Census.

A. POPULATION

Determining the population of the Breckenridge community is a complex endeavor and is not typical of most communities. The population of Breckenridge fluctuates throughout the year because of the resort nature of the community. There are low periods and peak periods of population within the community created by visitors coming and going. Many tourists visit Breckenridge just for the day, while others stay overnight, sometimes for many days at a time. Further complicating this situation are the people who live and work here for only one ski season before moving on, in addition to the many second homeowners who sometimes stay for many months at a time.

The population of Breckenridge has two important components: permanent and peak. Permanent population can be looked at as the number of people who reside in the town on a year-round basis. Peak population is the total number of people who are in the town at one time, including residents, second homeowners, day-visitors, day skiers, along with an assumed 100% occupancy of all lodging units. Peak population is a very important figure for the town because service requirements are based on the actual number of people in Town at any one time. Upper Blue Basin and County population figures (permanent and peak) are also important because of the impacts that can result to the Town from the people who live or are staying outside the actual Town boundaries. Skier visit numbers are addressed under the chapter on recreation and tourism. The percentage of second homeowners, who have a large impact on many facets of the town, is discussed under the chapter on housing.

1. Existing Population

In the year 2005, Breckenridge had the second largest permanent population in Summit County, although the Town's ranking has changed over time, as demonstrated in Table 1, below.

1

Table 1: Summit County Towns' Permanent Populations¹

	1960	1970	1980	1990	2000	2005
Breckenridge	393	548	818	1,285	2,408	2,680
Blue River	-	8	230	440	685	814
Dillon	814	182	337	553	802	774
Frisco	316	471	1,221	1,601	2,443	2,418
Montezuma	-	-	-	60	42	42
Silverthorne	-	400	989	1,768	3,196	3,610

¹Years where no figures are reported reflect those jurisdictions not being incorporated at the time. Dillon's decrease in population in 1970 reflects that town's move to a new location due to the inundation by Dillon Reservoir.

2

3

4

5

6

Table 2: Permanent and Peak Population²

Year End	Breck Perm't	Breck Peak	Up. Blue Perm't	Up. Blue Peak	County Perm't	County Peak
1870	51	-	-	-	-	-
1880	1,657	-	-	-	-	-
1890	714	-	-	-	-	-
1900	976	-	-	-	-	-
1920	834	-	-	-	-	-
1920	796	-	-	-	-	-
1930	436	-	-	-	-	-
1940	381	-	-	-	-	-
1950	296	-	-	-	-	-
1960	393	-	-	-	-	-
1970	548	-	-	-	2,665	-
1980	818	9,903 (1983)	2,302	19,806 (1983)	8,848	-
1990	1,285	21,729	4,069	30,982	12,881	88,752
1991	1,390	21,961	4,140	31,161	13,119	89,216
1992	1,500	22,268	4,230	32,283	13,373	91,244
1993	1,614	22,690	4,498	33,637	14,077	93,732
1994	1,710	22,828	4,990	34,882	15,490	97,066
1995	1,865	23,033	5,276	35,456	16,786	99,085
1996	1,946	23,491	5,485	36,757	17,683	102,665
1997	2,131	23,878	5,669	38,148	18,464	106,391
1998	2,192	24,341	6,049	39,544	19,209	109,690
1999	2,397	26,127	6,152	41,279	20,309	117,577
2000	2,408	27,892	6,526	43,526	23,548	123,430
2001	2,728	29,972	8,043	48,126	25,268	138,278
2002	3,126	33,291	8,444	50,525	25,895	141,709
2003	3,181	33,828	8,463	NA	26,067	NA
2004	3,253	34,386	8,821	NA	26,424	NA

¹ Compiled from the Breckenridge Master Plan 1983, Breckenridge Overview 2003, and Countywide Comprehensive Plan 2003, all of which in turn were based on the US Census.

² *Ibid.*

2005	3,335	35,026	8,952	NA	XXX	NA
2006	3,406	36,157		NA	XXX	NA

1 Data for -2006 was incomplete at the writing of this Plan.

2 The Town's permanent and peak populations continue to grow at a very high rate. Table
3 2, above, shows annual permanent and peak population figures for the Town, Upper
4 Blue Basin and County. For the 1990's, the Town's population grew at the high rate of
5 an average of 8.7% annually. The Town's high growth rate is demonstrated when
6 compared to the Colorado annual average population growth rate of 3.1% for the 1990's,
7 and to the national annual average population growth rate of 1.3% for the 1990's.

8
9 Because peak population is such an important statistic for the Town, breaking it down
10 into estimates of monthly comparisons is useful. In order to do this, data has been
11 gathered regarding monthly sales tax revenues, monthly inflows into the sewerage
12 treatment plant, and monthly water usage. It can be assumed that the monthly
13 fluctuation in sales tax revenue, sewage inflow and water usage correspond somewhat
14 to peak population fluctuations. Using these three sources offers a greater chance of
15 assuring an accurate conclusion. Table 3, below, notes how each month ranks in terms
16 of its percentage of the yearly sales tax revenues. Table 4, below, compares the
17 amount of flow into the Town sanitary sewer treatment plant, on a monthly basis,
18 averaged from 1999 through 2003. And Table 5, below, compares the monthly water
19 usage based on outflows at the Town's water plant, and includes discounts for summer
20 outdoor uses (irrigation, washing cars, etc.) which accounts for 20-50% of summer water
21 use.

22
23 When the three tables are compared, it can be concluded that the months with the
24 largest peak populations are December through March, with a summer spike in July.
25 When the data for 2003 in tables 3, 4, and 5 is compared with 1983 peak population
26 data, which is noted in Table 6 below, two trends can be observed: November is
27 generally no longer one of the busiest months, at least with regards to sales tax
28 revenues or sewage flows; and July has become a busier time.

29
30 **Table 3: Monthly Sales Tax Percentage of Yearly Totals³**

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
1999	11.8	13.3	16.4	7.0	3.4	5.6	7.9	6.9	5.9	3.9	4.9	12.8
2000	11.2	13.3	14.9	7.6	3.9	6.3	7.8	6.6	6.9	4.6	4.8	12.3
2001	12.7	12.8	15.7	7.9	3.7	5.5	7.8	6.9	6.2	4.3	4.9	11.4
2002	12.2	12.8	17.0	6.3	3.6	5.8	7.9	7.2	5.7	3.7	4.8	13.0
2003	11.8	12.9	15.6	6.1	3.5	5.8	8.2	7.5	6.0	3.5	5.4	13.7
2004	11.3	12.1	13.9	7.1	3.3	5.5	8.8	7.6	5.9	4.2	5.2	14.7
2005	11.3	12	14.8	5.9	3.2	5.8	8.5	7.6	6.3	4.2	5.2	14.9
2006	11.4	12	14.3	7.2	3.1	5.5	8.2	7.5	6.4	4	5.9	14.8
Rank	4	2	1	6	12	9	5	7	8	11	10	3

³ Town of Breckenridge Finance Department.

1
2

Table 4: Average Monthly Sewage Inflow 1999-2007 (million gallons)⁴

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Inflow	54.0	50.9	63.0	48.8	44.7	43.4	49.0	43.3	35.9	32.4	34.3	49.4
Rank	2	3	1	6	7	8	5	9	10	12	11	4

3 Averages exclude year 2000 figures, which were unavailable.

4 **Table 5: Monthly Total Water Outflow for 2007 (million gallons)⁵**

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Outfl.	62.3	56.7	67.4	50.1	35.8	42.2	45.5	44.8	39.8	33.5	52.4	69.7
Rank	3	4	2	6	11	9	7	8	10	12	5	1

5 Includes summer discounted usage totals (for irrigation, etc.)

6 Includes summer discounted usage totals (for irrigation, etc.)

7
8

Table 6: Monthly Rankings for Peak Population, 1983⁶

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Rank	5	3	1	6	12	11	8	7	9	10	4	2

9

10 population. This reflects the trend that skiers are tending to wait for better snow
11 coverage that usually occurs after November; and the trend that the Town is
12 experiencing more summer visitors, and is a year-round destination for visitors and not
13 just a ski town.

14

15 2. Projected Population:

16

17 Economic factors have had a dramatic effect on Breckenridge's growth and economy in
18 the past 140 years. Mining activity was the primary economic force from the time
19 Breckenridge was founded in 1859 until the early 1940's, and until recently, most
20 population fluctuations have been associated with this industry. The first major
21 population increase occurred between 1859 and 1863 when gold deposits were first
22 discovered in the local streams and hillsides and were extracted by lone miners staking
23 claims. During this time, the population of the Upper Blue Basin is estimated to have
24 reached as high as 8,000.⁷

25

26 A second major mining period lasted from approximately from 1878 to 1909 and
27 involved large scale mining operations with heavy equipment. The population of
28 Breckenridge was as high as 1,657 in 1880 and did not return to this level until over a
29 century later in 1993, as noted in Table 2, above. The third mining period stretching
30 from about 1898 to 1942 brought huge dredge boats to the Blue River, Swan River and
31 French River. The boats discontinued operation in 1942 due to World War II and
32 simultaneously the economy took a sharp downturn and population growth came to a
33 standstill. During this dormant period the major economic activity for local residents was
34 employment at the Climax Molybdenum mine in Lake County, as well as various

⁴ Breckenridge Sanitation Department.

⁵ Town of Breckenridge Water Division.

⁶ Town of Breckenridge Master Plan 1983.

⁷ "Summit: A Gold Rush History of Summit County Colorado"; Alpenrose Press; by Mary Ellen Gilliland; 1980.

1 ranching endeavors, and the Town's population dropped to below 400 for several
2 decades.

3
4 The 1960's marked the beginning of a new era for Breckenridge, as recreation became
5 the principal economic and population generator. Specifically, in 1961 the Breckenridge
6 Ski area was established, creating an enormous increase in the job market that resulted
7 in a steady growth of residents along with large seasonal population increases to the
8 Town.

9
10 Future population estimates can be made by projecting current population trends. It
11 should be remembered that because trends can change, projections are not always
12 accurate. Many factors can affect population growth. Large scale economic shifts,
13 local business decisions, annexations and other uncertainties can impact population
14 growth. For example, in 2002, the Town annexed the Warrior's Mark area which
15 resulted, partially, in an unusually high population increase of 14% for that year.
16 However, it is interesting to note that the 1983 Breckenridge Master Plan fairly
17 accurately projected that the Town's population for the year 2000 would be 2,877
18 residents, (a number that was actually reached between 2001 and 2002). Based on
19 the uncertainties of the population estimates, this Plan provides three different rates of
20 population growth: high, medium and low growth scenarios.

21
22 The high rate of population growth of 8% is based on what the Town experienced during
23 the 1990's, which is considered by most people as a boom-time. The low growth rate of
24 4% is what the State Demographers Office uses to project population for the Town. And
25 the medium growth rate of 6% attempts to balance these high and low extremes.
26 Although any of these growth rates are conceivable, none of them can be sustained for
27 very long, as the maximum build-out of housing units (7,522 excluding lodging and
28 accessory units) will eventually cap the maximum permanent population for the Town,
29 assuming the current policy of approving no new density remains. Given that build-out
30 of the Town would only allow 7,665 total units, permanent population is projected to top
31 out at approximately 5,795. (7,665 units x 35% year-round residents x 2.16 occupants
32 per unit = 5,795.) Thus, estimating future population figures for the Town is more an
33 exercise in determining when build-out will occur, rather than projecting population out
34 20 years or more into the future, as is standard procedure for many municipalities.

35
36 **Table 7: Reaching Build-Out of Permanent Population (5,795)**
37 **By Different Growth Rates**

Population at Start of Year	Low (4%)	Medium (6%)	High (8%)
2003	3,183	3,183	3,183
2004	3,310	3,374	3,438
2005	3,443	3,576	3,713
2006	3,580	3,791	4,010
2007	3,724	4,018	4,330
2008	3,873	4,260	4,677
2009	4,028	4,515	5,051
2010	4,189	4,786	5,455
2001	4,356	5,073	^a
2012	4,530	5,378	-
2013	4,712	5,700	-
2014	4,900	^a	-
2015	5,096	-	-

2016	5,300	-	-
2017	5,512	-	-
2018	5,732	-	-
2019	^a		

^a Projected buildout and permanent population of 5,705 attained.

As can be seen from Table 7, using a medium growth rate the Town should reach the maximum permanent population of 5,795 sometime in 2013. Even with the low growth rate projections provided by the State Demographers Office, the Town could expect to reach maximum population no later than sometime in 2018. With a high growth rate, maximum population could be reached as soon as sometime in 2010. Regardless of which growth rate proves to be most accurate, in all likelihood, the Town can expect to reach maximum unit and population figures in the near future, and should make decisions accordingly.

Table 8, below, projects peak population figures for the Town into the year 2010. As might be expected, as permanent population figures continue to rise, so will peak population figures.

**Table 8: Breckenridge Peak Population Projections
Based on Medium Growth Rate of 6%**

Year	Peak Population
2002	33,291
2003	34,081
2004	34,871
2005	35,661
2006	36,452
2007	37,242
2008	38,032
2009	38,822
2010	39,613
2011	40,403
2012	41,193
2013	41,984

This table was calculated taking the difference between 2002 and 2013 peak population estimates, and then dividing the difference by the number of years. Peak population for 2013 is based on: permanent population + 65% of housing build-out units (second homeowners) x 5.5 occupants + lodging/accessory units x 2.5 occupants + day skiers + day visitors. $5795 + (.65 \times 7665 \times 5.5) + (635 \times 2.5) + (5,400 \text{ day skiers}) + (1,800 \text{ day visitors/nonskiers}) = 41,984$. Day skiers are based on 30% of total skiers (.30 x 18,000). Day visitors are based on 1 visitor for every 3 day skiers.

B. DEMOGRAPHICS⁸

While population deals with the overall number of people, demographics concerns itself with the make-up of the population. Demographics offer important information because

⁸ All statistical information in this section is based on US Census data.

1 it addresses age, sex, race, education and income of the populace. This can be useful
 2 in tracking community character and diversity as well as needs of the citizenry. For
 3 example, programs aimed at minorities can be better administered with accurate
 4 information on the racial make-up of the community; and a younger population will likely
 5 have different needs than an aging population (schools versus health care).
 6

7 1. Age: Table 9 below, shows the population of Breckenridge, broken out by age
 8 cohorts. The table compares the Town's age make-up in 1990 to 2000; and also
 9 compares the Town's age make-up in 2000 to the State and National age make-up in
 10 2000.
 11

12 **Table 9: Comparison of the Age of Breckenridge Citizenry**

	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80+
Breck 1990 %	8.6	8.5	30.6	26.5	14.5	6.7	3.7	0.9	0.1
Breck 1990 #	111	109	393	341	186	86	47	11	1
Breck 2000 %	5.5	8.2	37.9	20.1	14.5	9.2	3.6	0.7	0.2
Breck 2000 #	133	198	913	484	350	222	87	17	4
Colo. 2000 %	14.1	14.4	14.8	16.2	16.4	11.0	6.2	4.4	2.4
USA 2000 %	14.1	14.5	13.6	15.4	15.1	11.0	7.2	5.7	3.3

13
 14 As can be seen from Table 9, above, when compared to 1990, Breckenridge now has a
 15 lower percentage of young children, a higher percentage of citizens in their twenties, a
 16 lower percentage in their thirties and a higher percentage in their fifties, although actual
 17 numbers have increased in every age cohort. When compared to the State and Nation,
 18 Breckenridge is unusual in that its permanent population is concentrated within the age
 19 groups of 20 to 49, while the State and National populations are more evenly spread out.
 20 Breckenridge's age make-up also spikes in the twenties, while the State and National
 21 spikes occur in the thirties or forties.
 22

23 2. Gender: Table 10, below, breaks out the citizenry of Breckenridge by gender. As
 24 can be seen from the table, when compared to 1990, the Town has not changed that
 25 much, except: there is now a much higher percentage of males in their twenties and a
 26 lower percentage in their thirties; there is a lower percentage of females in their thirties;
 27 and there is a higher overall percentage of males.
 28

29 **Table 10: Gender of Breckenridge Citizenry by Age (%)**

	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80+	Total
1990 Male	4.4	4.4	17.7	15.0	8.6	3.0	2.3	0.3	0.1	55.9
Female	4.2	4.1	12.8	11.5	5.9	3.7	1.4	0.5	0.0	44.1
2000 Male	3.4	4.9	25.6	12.0	8.0	5.3	1.9	0.4	0.1	61.7
Female	2.1	3.3	12.3	8.1	6.6	3.9	1.7	0.3	0.1	38.3

30
 31 **Table 11: Gender of US Citizenry by Age (%), Year 2000**

	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80+	Total
--	-----	-------	-------	-------	-------	-------	-------	-------	-----	-------

Male	7.2	7.4	6.9	7.7	7.5	5.4	3.6	2.5	1.1	49.1
Female	6.9	7.1	6.7	7.6	7.6	5.7	3.8	3.4	2.2	50.9

When compared to the Nation, which is noted in Table 11 above, the gender make-up of the Town has some striking differences. The gender make-up of the Nation is more gradually distributed, while the Town's is more sharply spiked in the twenties and thirties. Also, there are more young males and more older females in the Nation, while in the Town there are more males in all of the ten year age cohorts (except for 80 years and older where there were exactly the same number of males and females). This results in a much higher percentage of males in Town, as contrasted with a higher female population in the Nation.

3. Race: Table 12, below, indicates the racial composition of the Town. Demographic statistics regarding race can be somewhat imprecise because people respond differently to Census questions regarding racial ancestry. For example, some Hispanics consider themselves as "White" or European. Also, there are many people of mixed race origins. Nonetheless, an attempt to determine the racial make-up of the Town can be beneficial, for example, in assessing community character, in assuring full representation of all citizens and in crafting appropriate programs for minorities. As can be seen from Table 12, below, the racial composition of the Town has changed somewhat from 1990.

Table 12: Race of Breckenridge Citizenry

	White	Hispanic	Asian	Black	Native Am.	Pacific Islander	Other	Mixed
1990 #	1,197	42	25	3	10	-	8	-
%	93.2%	3.3%	1.9%	0.2%	0.8%	0%	0.6%	0%
2000 #	2,170	131	25	9	8	1	27	37
%	90.1%	5.4%	1.0%	0.4%	0.3%	0.1%	1.1%	1.5%

The 1990 Census included Pacific Islander numbers as Asian, and excluded Mixed numbers.

Table 13: Race of National Citizenry (%)

	White	Hispanic	Asian	Black	Native Am.	Pacific Islander	Other	Mixed
2000	62.6	12.5	3.6	12.3	0.9	0.1	5.5	2.4

The Town has experienced some decrease in the percentage of Whites and an increase in the percentage of Hispanics. There has also been an increase in the number of Blacks and "Other" races, although this percentage is not clearly reflected in the table because of such small overall numbers. In summary, it can be concluded that the Town is becoming more racially diverse, although this diversity is well below National numbers, which are noted in Table 13, above.

4. Education: Statistical analysis routinely indicates that a higher education level generally results in a higher income. This trend appears to be increasing, as the gap between wages for higher educated and lower educated people is growing. Additionally, education level can affect community character, the employee base and desired amenities for a jurisdiction. Table 14, below, addresses the level of education obtained by the citizens of Breckenridge in 1990 and 2000. When reviewing Table 14, below, it

1 becomes quite apparent that the education level of the Town's citizens has increased
2 since 1990, and is also far above the National average.

3
4

Table 14: Education Level of Breckenridge Citizenry (Min. Age 25 yrs)

	No HS Diploma	High School	Some College	Associate	Bachelor's	Graduate/ Professional
1990	1.0%	17.9%	33.4%	7.5%	29.8%	10.4%
2000	3.1%	19.1%	16.0%	6.3%	42.5%	13.0%

5
6

1

Table 15: Comparison of Educational Levels (%), Year 2000

	High School or Higher	Bachelor's or Higher
Breckenridge	96.9	55.5
Colorado	86.9	32.7
National	80.4	24.4

2

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5. Household Income: Household income is important in determining the needs and interests of the Town's citizens. It can affect community character and the resources that the Town has to draw upon. Table 16, below, notes the change in household income for the Town from 1990. As can be seen, the household incomes of the Town have generally shifted upwards since 1990. While some of this shift can be attributed to inflation, there are noticeable increases in the percentage of households in upper income brackets.

10

11

Table 16: Breckenridge Household Income (%)

	1990	2000
<\$10,000	4.3	5.3
\$10,000 to 19,999	19.6	8.7
\$20,000 to 29,999	19.2	12.6
\$30,000 to 39,999	18.7	18.0
\$40,000 to 49,999	10.7	11.5
\$50,000 to 59,999	9.3	11.8
\$60,000 to 74,999	6.8	7.1
\$75,000 to 99,999	4.4	9.8
\$100,000 to 124,999	4.0	7.0
\$125,000 to 149,999	2.4	2.1
\$150,000 to 199,999	0.7	2.5
>\$200,000	1	3.6

¹The 1990 Census highest category was \$150,000 or more.

12

13

14

Table 17: Comparison of Household Incomes, Year 2000 (%)

	Breckenridge	Colorado	National
<\$10,000	5.3	6.9	9.5
\$10,000 to 19,999	8.7	10.2	12.6
\$20,000 to 29,999	12.6	12.2	13.0
\$30,000 to 39,999	18.0	12.4	12.3
\$40,000 to 49,999	11.5	11.0	10.7
\$50,000 to 59,999	11.8	9.8	9.0
\$60,000 to 74,999	7.1	11.4	10.4
\$75,000 to 99,999	9.8	11.9	10.2
\$100,000 to 124,999	7.0	6.1	5.2
\$125,000 to 149,999	2.1	3.0	2.5
\$150,000 to 199,999	2.5	2.6	2.2

>\$200,000	3.6	2.6	2.4
------------	-----	-----	-----

1 Thus, it can be concluded that the overall household incomes of the Town are higher in
2 2000, than in 1990. When compared to the State and National averages, which are
3 included in Table 17 above, it appears that generally the Town has similar
4 characteristics, with exceptions that it has fewer households in the lowest income levels
5 (\$0 to \$19,999 brackets), and slightly fewer households in the \$60,000 to \$99,999
6 brackets.

7
8
9

C. POPULATION & DEMOGRAPHICS: POLICIES

10 Because this chapter does not lend itself to formulating goals and policies, the following
11 policies are targeted towards maintaining, updating, and using the data discussed in this
12 chapter:

13
14
15
16

1. Maintain inventories regarding population and demographic information for residents, second homeowners and visitors on a monthly, seasonal and yearly basis.
2. Use population and demographic inventories in formulating other goals and policies of this plan.

17
18

Draft January 31, 2008
CHAPTER IV: TRANSPORTATION

This chapter of the Comprehensive Plan addresses how to get people to and from Breckenridge, and how to transport them while in Town. This chapter contains an inventory of existing conditions, and identification of issues concerning all modes of transportation, including air travel, highways, streets, alleys, parking, transit, gondola, bicycle and pedestrian ways, and parking for the Breckenridge area. Although the major element of the transportation system is the highway and street network, this Plan seeks to strengthen all modes of transportation and thereby facilitate the improved flow of people, goods, and services. Providing efficient transportation is critical to the community because of the resort-based economy and the need to assure satisfied visitors.

It is important to recognize the interrelationship of transportation with the other chapters of this Plan. Transportation systems function as more than merely the safe and efficient movement of people and goods. Transportation systems can have a wide variety of economic, social and environmental impacts. They also become one of the basic structural and organizational frameworks on which a community grows and develops.

The Breckenridge Vision Plan that was adopted in 2002 noted concern regarding traffic congestion and parking. Specifically, the concern was expressed that the “small-town character of Breckenridge will not be able to withstand the increasing numbers of vehicles destined for ... the downtown core”. The Vision Statement contains a reference to a “multi-modal transportation system [that] provides convenient, low cost, clean, sustainable links ...”.

The Joint Upper Blue Master Plan noted in 1997 that the existing transportation system will reach capacity at 9,000 units in the Upper Blue basin, with improvements allowing the system to serve 10,500 units. The basin reached approximately 10,130 units in 2007. With remaining unbuilt density and additional affordable housing units being constructed, it is anticipated that the 10,500 unit figure will likely be exceeded. The plan notes that capacity improvements will not solve this problem without some form of travel demand management being implemented, because getting more vehicles into Town will add to congestion in the core.

The Town’s transportation system becomes overloaded during peak visitor days to such an extent that it causes congestion, a lack of convenient parking and an unfriendly pedestrian experience. However, the Town for the last several years has been addressing this challenge with a cutting-edge, integrated solution that will place the Town as a leader in dealing with resort transportation issues. In essence, the solution involves highway capacity improvements leading to central parking lots where transit and pedestrian facilities will then complete the transportation service. The gondola from the parking lots to the ski area and a ski trail returning to the parking lots, which were both completed in late 2006, are a key parts of this future-looking solution. Extending the award-winning Riverwalk pedestrian path from the core of Town to the central parking lots will further increase pedestrian mobility. Enhancing Main Street will make it attractive to pedestrians and create an energized atmosphere that draws visitors, resulting in a successful public space. A parking program resulting in a high level of efficiency will complement this solution. Finally, an improved wayfinding system (signage and directions) for drivers and walkers will top off this progressive solution. In this manner, the Town will seek solutions that can be attractions in themselves. For example, visitors may be attracted to Breckenridge if they know that they don’t need an automobile once they arrive.

Integrated Transportation Plan

In response to the above concerns, in early 2004 the Town together with the Breckenridge Ski Resort (BSR) and the Colorado Department of Transportation (CDOT), adopted an Integrated Transportation

1 Plan. The stated goal of the plan is to “create a destination resort which is non-auto dependent”. The plan
2 notes that to realize this goal will require infrastructure improvements, efficient facility locations, accessible
3 and understandable information, and effective partnerships. The plan recommends the following:¹

- 4 • Re-designate Park Avenue as Highway 9 and focus through-traffic on this route, avoiding Main Street.
- 5 • Enhance Main Street as a pedestrian friendly environment, with convenient locations to park.
- 6 • Develop a multi-modal transportation hub at the main parking reservoir (located at the Park Avenue
7 and Watson Avenue intersection, known as the Watson-Sawmill-Parkway Center lots).
- 8 • Extend the pedestrian Riverwalk to serve the Watson-Sawmill-Parkway Center lots to the north, and
9 Main Street Station and the Village resorts to the south.
- 10 • Develop lift access from and ski access back to the Watson-Sawmill-Parkway Center parking lots.
- 11 • Improve both the Highway 9 intersections with Main Street.
- 12 • Merge the ski area and Town transit systems.
- 13 • Develop a parking management plan.

14
15 Most of the above listed actions have since been completed, with the exception of the Riverwalk
16 extension, the merging of transit systems, and the Main Street enhancements. These three remaining
17 items are currently being analyzed.

18
19 Implementing the Integrated Transportation Plan will result in efficient access from Interstate 70 and
20 Highway 9 to the Watson-Sawmill-Parkway Center parking lots for the Town, intercepting traffic before it
21 reaches the constrained downtown street grid. From the Watson-Sawmill-Parkway Center parking lots,
22 there will be links to different transportation modes including a unified transit system, a gondola to the ski
23 area and a return ski trail, and bicycle and pedestrian paths, including the Riverwalk to the heart of Town.
24 The benefits will include less traffic congestion on all affected routes, fewer environmental impacts,
25 reduced parking demand and a higher quality of life for visitors and citizens.

26
27 The Integrated Transportation Plan touches on the key elements in improving the Town’s transportation
28 system, many of which are referenced in the remaining sections of this chapter that addresses all
29 components of the Town’s transportation system. Some solutions affect more than one aspect of the
30 transportation system. For example, carpooling and providing for flexible work hours can help alleviate
31 congestion on highways and streets, although work schedules may restrict this option for some
32 employees.

33
34 Finally, there are other issues that interface with transportation that are addressed in other chapters of this
35 Plan. For example, concentrating high-density, multiple-use developments in the core of Town coincides
36 with the goals of the Integrated Transportation Plan. This is discussed in Chapter XII – Land Use. Street
37 lighting can impact community character and natural resources, such as the night sky. However, because
38 street lighting is only one aspect of light pollution, lighting is addressed in other chapters of this Plan,
39 including Chapter II – Natural Environment and Chapter XI – Community Character. The use of
40 alternative fuels could be considered as a transportation issue, but is addressed in Chapter II – Natural
41 Environment.

42 43 A. AIR TRAVEL

44
45 Breckenridge itself does not have an airport. However, the Denver International Airport, which opened in
46 1995, is about 105 miles from Breckenridge. In 2006, it served 47.3million visitors making it the nation’s
47 fourth busiest airport and the seventh busiest in the world.² The other airport that serves Breckenridge, to a
48 limited extent, is the Eagle County Airport, which is a regional airport about 70 miles away that served 203,000
49 passengers in 2007.³ Virtually all air travelers to Breckenridge use the Denver airport.⁴ At one time, there was

¹ Town of Breckenridge Integrated Transportation Plan.

² Wikipedia website.

³ Eagle County Airport website.

1 consideration of creating an airport in Breckenridge, north of Kingdom Park. However, the airport never came
2 to fruition, and the site that was identified is now being planned and developed for other primarily public uses.

3 The Town supports having convenient air travel service to Breckenridge because of its importance to the
4 community's resort-based economy. However, while other resort communities encourage air travel often with
5 subsidies, the Town sees no need for any formal actions of support because of the tremendous volume of
6 travelers that already use the Denver airport with an acceptable level of satisfaction. The close proximity to
7 Denver makes it an easy drive for air travelers, either using rental cars or using airport/resort shuttle services.

8

9 B. HIGHWAYS

10

11 Breckenridge is directly served by only one highway, State Highway 9. However, Highway 9 connects
12 with Interstate 70 to the north in Frisco and State Highway 285 to the south in Fairplay.

13

14 1. Interstate 70

15

16 Interstate 70 is the major highway access route to Breckenridge, which is about 10 miles south of the
17 interstate. The interstate provides access to Breckenridge from the west, but especially from the east for
18 the large Front Range population that resides in communities such as Denver. In 2007, there were over
19 11.7 million travelers through the Eisenhower Tunnel, which is located about 15 miles from the I-70 exit to
20 Breckenridge. The tunnel experiences an annual average daily traffic (AADT) count of 32,260.⁵ While the
21 interstate generally functions within capacity, at times there is significant traffic congestion, primarily during
22 the weekends and holidays. The congestion is predominantly due to the number of Front Range users
23 and tourists desiring access to the mountains for purposes of recreation. This congestion is expected to
24 increase over the next 20 years and beyond, (to an AADT of 40,815 in the year 2020) due to the growth
25 projected to occur on the Front Range and within the I-70 corridor itself, including Summit County.
26 Because congestion degrades accessibility for all users, CDOT is seeking "to increase the corridor
27 capacity, address the congestion issue, as well as improve accessibility and mobility for the users of the I-
28 70 Mountain Corridor".⁶

29

30 Alternatives that CDOT is exploring to alleviate congestion and assure mobility include adding traffic lanes,
31 adding transit, adding a combination of traffic lanes and transit, and utilizing other travel management
32 techniques such as high-occupancy vehicle lanes and reversible lanes. CDOT acknowledges the
33 constraints that are being faced include funding, "steep grades, high altitude, sensitive natural
34 environment, and values of the communities". Because of these constraints, the Town believes that the
35 preferred short-term option is to increase capacity, while the preferred long-term option is to incorporate
36 some form of transit as a solution, rather than continue to merely build more traffic lanes. Both short-term
37 and long-term solutions should be implemented soon to address the existing traffic congestion.

38

39 2. State Highways

40

41 State Highway 9 provides the only direct vehicular access to Breckenridge, and thus is critical to the
42 community. The highway had an annual traffic volume of 6,098,524 in 2003 Compared to 5,592,351 in
43 2007.⁷ as measured at the Tiger Road intersection. Monthly averages for AADT are noted in Table 1,
44 below. The monthly break-down shows that the summer months are as busy as the winter months and
45 offers further evidence that Breckenridge has more than just a skiing based economy.

46

⁴ Colorado Department of Transportation Draft I-70 PEIS Travel Model 2000 and 2025 Assumptions; revised Oct. 8, 2003.

⁵ Colorado Department of Transportation website.

⁶ Colorado Department of Transportation I-70 Mountain Corridor Programmatic EIS.

⁷ Colorado Department of Transportation Website

Table 1: Highway 9 Traffic Volumes At Tiger Road (AADT Monthly Average)⁸ (needs updated numbers)

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
2000	18,552	19,946	21,120	16,241	13,566	18,146	21,944	21,200	18,898	16,496	16,656	17,524
2001	19,832	20,985	21,906	16,237	14,523	17,639	*	19,941	17,875	16,150	16,610	20,272
2002	20,789	21,729	22,454	16,137	14,536	17,957	22,030	20,763	18,125	15,505	16,223	19,895
2003	20,478	20,373	20,468	15,362	13,761	18,156	20,179	19,480	16,843	14,964	14,829	18,654
2004	19416	19455	20094	14881	13235	16055	23816	22623	20655	16435	11737	19643
2005	18989	20995	21210	15207	13908	18387	21607	19988	17201	14418	14704	16870
2006	*	20998	21722	16262	14383	18215	21499	19876	17816	14343	16474	17318
2007	17702	17620	18759	14050	12673	15470	13028	*	18771	16492	17633	19734

* Data unavailable.

In terms of mobility, State Highway 9 is similar to Interstate 70 in that it generally has an acceptable level of service, except during the morning and afternoon commuter hours, busy weekends, holidays and days with inclement weather. CDOT notes the highway is already operating at capacity with an AADT count of 18,000 in 2006 at Tiger Road, and with traffic volumes expected to increase by 39% by 2020 based on a projected AADT of 25,686.⁹ In an attempt to decrease travel time and improve safety, CDOT issued a State Highway 9 Final Environmental Impact Statement. The document's preferred alternative proposes to make the highway four lanes from Frisco to Breckenridge with reduced medians and shoulders to minimize impacts. According to the Environmental Impact Statement, this alternative would provide for acceptable levels of service through the year 2020, based on projected growth (residential as well as visitor). As noted in Chapter III of this Comprehensive Plan, the Town anticipates build-out and maximum population to be reached prior to 2020. Thus, unless there is substantial unanticipated growth (most likely from visitors, as long as the Town and County continue to support the "no new density in the Upper Blue Basin" policy), it is expected that the preferred alternative will adequately address transportation needs for Highway 9 for the foreseeable future.

Also included in the preferred alternative are intersection improvements, access management, transit improvements, transportation demand management, pedestrian/bicycle facilities improvements, and aesthetics concerning lighting, signage and other treatments. The Town supports the preferred alternative because of its reduced impacts to community character and to the environment. Implementation of High-Occupancy Vehicle (HOV) lanes was included as a potential for the future. The Town will consider the use of HOV lanes if proposed by CDOT. Tolling of the highway was considered, but was not included in the preferred alternative. The Town does not support any future tolling of the highway.

A critical element of the document is the re-designation of Highway 9 in Breckenridge to Park Avenue instead of Main Street. This switch was finalized in early 2004 and provides the Town with greater control of Main Street in terms of streetscape elements, pedestrian friendliness, parking and closure for events. In addition, this switch should help to partially alleviate congestion on Main Street by directing traffic away from Main Street. In conjunction with this switch other major improvements have been completed at both the North Park Avenue and South Park Avenue intersections, with a partial (modified) round-about constructed at North Park Avenue.

The other highway serving Breckenridge is State Highway 285, which intersects with Highway 9 about 23 miles south of Town and provides a southern access to Town. This highway, together with the portion of

⁸ Colorado Department of Transportation website.

⁹ Colorado Department of Transportation website.

1 Highway 9 south of Town, has significantly lower traffic volumes than Highway 9 north of Town, as noted
2 in Table 2, below.

3
4 **Table 2: North vs. South Traffic Counts¹⁰**

Hwy 9 – N. Park Avenue (north access)	18,200
Hwy 9 – Hoosier Pass (south access)	3,200
Hwy 285 – Fairplay (south access)	4,600

5 2006 Annual average daily traffic count.

6
7
8 The lower traffic volume for Highway 285 is mostly because it is a less direct route from Denver and
9 communities to the north, although it provides a somewhat direct route from Colorado Springs and
10 communities to the south. Highway 285 does offer an alternative route if Highway 9 to the north becomes
11 closed or severely congested, although it is two lanes virtually the entire way to the Front Range, so the
12 time it adds makes this route less desirable. Although this highway has low traffic volume from the south
13 to Breckenridge, it is still considered as an important access route for commuters and visitors. Because of
14 this, the Town supports future planning efforts to identify improvements that assure the highway maintains
15 its efficiency. Specifically the Town supports the addition of wider shoulders to accommodate bicycles or
16 a bike path as a priority, along with reduced speeds and other creative solutions that balance mobility with
17 the environmentally sensitive areas that the highway impacts.

18
19 **C. STREETS¹¹**

20
21 Streets can affect the overall direction and pace of urban growth, can help determine appropriate land
22 uses, and can influence the character of individual neighborhoods. As the street network changes, traffic
23 patterns adjust. If choices are limited, traffic increases. As traffic increases, adjacent livability is affected
24 due to problems such as noise, air pollution, traffic hazards and parking constraints. Although,
25 discontinuous streets increase adjacent livability, they reduce mobility for all users. The interrelationship
26 of street networks with land use and other chapters of this Plan is clearly evident and requires careful
27 coordination.

28
29 **1. Existing Street Conditions**

30
31 The street system in the core of Breckenridge is based upon historic settlement patterns and is basically a
32 grid pattern involving the relatively flatter area served by Main Street and adjacent streets to the east.
33 Further to the east, the streets serve non-historic areas which were laid out more as a response to the
34 natural features of the hilly land. The street system west of Main Street also serves non-historic areas and
35 has wider right-of-ways, curvilinear streets, and a design that provides for the transportation and utility
36 needs of this multi-family residential and commercial area. The streets to the north of the Town core, with
37 the exception of the straight and flat industrial and commercial area, are curvilinear and were developed in
38 response to more recent subdivisions on hilly terrain. Table 3, below provides a summary of
39 Breckenridge’s existing street system.

40
41 **Table 3: Breckenridge Street System (Linear Feet)**

	Arterials	Collectors	Streets	Alleys	Sidewalks
Length	19,206	12,494	204,864	2,079	98,596

42 Sidewalk total includes the paved rec-path.

43
44 Many of the Breckenridge streets were not designed for the heavy traffic volumes the Town now
45 experiences during peak tourist times, especially in the core of Town. Most of the streets in Town were
46 not even paved until the early 1980’s. However, since the 1980’s, the Town has been continuously

¹⁰ Colorado Department of Transportation website.

¹¹ Town of Breckenridge Engineering Department and Town of Breckenridge Department of Public Works.

1 upgrading the street system to the point where the existing system today has only a few major problems
2 that can be corrected through improvements, with routine maintenance generally being the focus now.
3 Additional improvements within the Town core to increase mobility are somewhat prohibitive due to
4 existing development and the subsequent costs of increasing capacity.
5

6 2. Level of Service (LOS) and Traffic Issues 7

8 Level of Service is a measure of roadway congestion ranging from LOS A--least congested--to LOS F--
9 most congested. LOS is one of the most common terms used to describe how "good" or how "bad" traffic
10 is projected to be. In general most roadways within the Town of Breckenridge operate at a Level of
11 Service B or better. Generally there is a surplus of capacity on weekdays and this capacity grows tighter
12 on weekends. It is estimated the Town has 20 days per year where at peak times the traffic reaches LOS
13 F, which requires police-facilitated traffic direction. These times of extremely low LOS are generally
14 limited to the Christmas holiday period, Spring Break or the dates of special events. Many different factors
15 influence Level of Service in addition to density. Some factors are width of roadways, streetscaping, sight
16 distance, weather and building setbacks. Because LOS is based on the freedom of movement, it is not
17 always desirable to have a high LOS and un-impeded travel, such as in areas with high pedestrian levels,
18 residential neighborhoods and school zones.
19

20
21 While traffic congestion can be a problem at certain times, the Town is generally seeking solutions through
22 means other than merely increasing existing street capacities, as is noted in the Integrated Transportation
23 Plan. The Town is expecting the implementation of the Integrated Transportation Plan will adequately
24 manage and mitigate the need to significantly modify the current road system in order to increase
25 capacity. Furthermore, because Breckenridge is approaching build-out and most neighborhoods are
26 already served by existing streets, the Town anticipates that very few new arterial/collector streets or
27 major improvements will be constructed in the foreseeable future. The Town regulates the construction of
28 all new streets within new development through the Subdivision Ordinance and to some extent through the
29 Development Code, which contain extensive policies regarding new streets.
30

31 While providing for mobility is critical in transportation systems, the width of a street can also affect
32 neighborhood character. Wide streets create large asphalt expanses, encourage higher vehicle speeds
33 and result in a greater separation between buildings, all of which result in a less pedestrian friendly street,
34 fewer interactions with neighbors and generally a less pleasing experience. Additionally, wider streets
35 create greater visual impacts, especially on hillsides and steep slopes. However, narrower streets can
36 cause problems, too, particularly with increased costs of hauling snow after it is plowed. For these
37 reasons, the Town supports narrower street widths on a case-by-case basis, when feasible. As an
38 alternative, the Town also supports constructing narrower streets within traditional right-of-way widths, to
39 reduce the amount of asphalt, even though the building setbacks would remain far apart. And finally, as
40 an alternative means to reduce vehicle speeds, the Town supports the meandering of streets within right-
41 of-ways (which also produces an aesthetically pleasing experience) and other traffic calming devices, so
42 long as they do not create significant problems for plowing snow. These are preferred to simply lowering
43 the speed limit, which is less effective and does not help reduce street signage. In addition to relaxation of
44 street standards, the Town will also explore having a more flexible standard for road grades, which can
45 reduce the amount of paving and site disturbance.
46

47 An issue associated with maintenance is that of hauling snow after it has been plowed. Plowing of streets
48 and sidewalks isn't the last step in dealing with snow in the Breckenridge transportation system. Snow
49 has to be hauled away or the piles and berms created from plowing get too high and subsequent plowed
50 snow merely rolls back down. As berms keep creeping in size, they reduce effective road surfaces and
51 can eventually block off access altogether. The amount of snow that the Town has to haul away is tending
52 to increase to some degree, irrespective of snowfall amounts. The Town currently uses the Stillson placer
53 property and the McCain-Block 11 property to store hauled snow. However, there are issues pertaining to

1 both of these sites: the former is not very large and has site constraints, while the latter will eventually be
2 affected by implementation of the McCain-Block 11 master plan. The Town is committed to assure
3 another adequate site is available before allowing uses on the McCain-Block 11 property that preclude the
4 storage of hauled snow.

5
6 **3. Arterials**
7

8 Streets in this group serve mainly through traffic with origins or destinations within the Breckenridge
9 community or nearby subdivisions. They are the essential elements of the local street system serving
10 heavy traffic and relatively faster speeds. Arterials are intended to provide for comparatively uninterrupted
11 movement of traffic between neighborhoods, business centers, employment centers and highways.
12 Although two lanes may suffice for now, arterial development standards allow for eventual widening if
13 traffic volumes dictate. A minimum right-of-way width of 80 feet is desired, although less will often work.

14
15 Even though commercial developments desire direct access to highways and arterials the Town realizes
16 that direct access conflicts with traffic mobility and also tends to result in strip development, which can
17 affect community character. Because of this, the Town encourages the use of secondary streets for
18 access to properties along highways and arterials, as well as the consolidation of existing access points
19 along these routes.

20
21 Because arterials can serve areas that lie within multiple jurisdictions, responsibility for planning, design,
22 construction and maintenance of arterials is often shared between the State, County and the Town,
23 depending on which jurisdictions are affected. Most of the arterials mentioned below, are adequate at the
24 present time, but if traffic volumes increase, improvements may be required. However, as noted above,
25 the Town anticipates that for the most part these will be minor improvements such as turn lanes and
26 sidewalks, rather than adding full lanes.

27
28 The following streets are identified as existing or proposed arterials:

29
30 a. Airport Road
31

32 This road is a two lane, paved road that runs between Highway 9 and Park Avenue. It serves the
33 industrial/service commercial area north of the core of Town and west of Highway 9, the Recreation
34 Center and various residential developments that are adjacent to it, as well as providing access to the
35 Peak 7 neighborhood. The road also provides an alternative access to Highway 9 from the core of Town,
36 when the North Park Avenue intersection is congested. Airport Road connects on the north with County
37 Road 3, which is signalized at the intersection with Highway 9. The master planning process for the
38 McCain-Block 11 property will provide guidance on how Airport Road should access Highway 9.
39 Preliminary alternatives include signalization and/or constructing new lanes that extend the road north to
40 an intersection across from Fairview Road or conversely further to the south from where it intersects
41 Highway 9 now.

42 b. Boreas Pass Road
43

44 This road is presently a two lane, paved road serving numerous rural subdivisions southeast of the Town.
45 It is expected that this road will not require any capacity improvements.

46
47 c. French Creek Road (County Road 450)
48

49 French Creek Road is a County-maintained, two lane, paved road running east from Highway 9 into the
50 French Creek basin. This road serves the Huron Heights, Quality Hills, French Creek at Breckenridge,
51 and other residential areas as well as some service commercial businesses. In 1999, a traffic signal was
52 added to the intersection with Highway 9. A recent study recommends improvements such as sidewalks
53 and traffic calming devices. Most of this road is within Summit County jurisdiction. Since Summit County

1 does not install nor maintain sidewalks, the recommendations will not likely be implemented without
2 annexation into the Town.

3
4 d. Main Street

5
6 Main Street runs through the heart of the Town and provides access to the central business district. The
7 designation of Park Avenue as Highway 9 freed up Main Street to be enhanced according to the Town's
8 wishes, instead of having to comply with State traffic standards. A plan for enhancing pedestrian safety
9 and amenities on Main Street was developed in 2006. The plan identifies a number of enhancements,
10 including safer pedestrian crossings, improved landscaping and streetscaping, benches, decorative
11 pavers and lighting. The overall intent is to improve the pedestrian atmosphere of the street, while still
12 providing good vehicle access and parking. The Town does not intend to turn the street into a pedestrian
13 mall, except for special events.

14
15 e. Park Avenue

16
17 This avenue is a two lane (plus turn lane) fully improved road running north/south on the west side of
18 Breckenridge. In 2004, Park Avenue was designated as State Highway 9 and now serves as the primary
19 route through Breckenridge, as well as being the main road to the Watson-Sawmill-Parkway Center-F Lot-
20 Tiger Dredge parking lots located adjacent to it. The Hwy 9 study¹² recommends improvements to Park
21 Avenue including the widening to four lanes from the north Main Street Intersection to Ski Hill Road and
22 signaling the intersections between as needed. This road is one of the few that is anticipated to need
23 major improvements such as adding lanes. The Town and the ski area are also working on improving the
24 pedestrian connection from the F Lot parking lot to the Quicksilver lift. Park Avenue is now under the
25 control of CDOT and thus improvements and access control will be subject to their standards. New
26 development along this road will need to be consistent with CDOT plans for improvements and access
27 controls.

28
29 f. Ski Hill Road

30
31 Ski Hill Road is a two lane, paved road serving the Peak 8 area. It was reconstructed in 1997 to
32 incorporate a sidewalk/bike path, widened shoulders, reduced grades and storm sewer. These
33 improvements are expected to meet capacity needs for the travel basin build-out volumes that this road
34 serves. The ski area has constructed a gondola from the skier parking lots off Park Avenue to the Peak 7
35 and 8 ski base areas in order to reduce the amount of buses and cars on Ski Hill Road. The ski area also
36 built the Skiway Skyway ski trail back to the Watson-Sawmill-Parkway Center parking lots at Park Avenue
37 that will also help reduce traffic by allowing skiers to ski back to their vehicles. The ski area's approved
38 master plan for Peak 8 calls for grade changes and a re-alignment of portions of the road near the Peak 7
39 and 8 base areas. Because Ski Hill Road provides the only direct access suitable for emergency vehicles,
40 the Town encourages the Red, White and Blue fire department to build another fire station in the Peak 8
41 vicinity.

42
43 g. Tiger Road

44
45 Tiger Road is a two lane road serving the Ten Mile Vista Subdivision, Highlands, Fairways, the golf
46 course, County subdivisions and recreational areas up the Swan River. A traffic signal and paving were
47 added in 1999 to improve access for the increasing developments using Tiger Road. No improvements
48 are expected on this road other than routine maintenance.

49
50 h. Valley Brook Road

51

¹² CDOT State Highway 9 Environmental Impact Statement.

1 This road is a two lane, paved road that runs from Highway 9 to Airport Road and serves primarily as
2 access between Highway 9 and Airport Road. The road is rather short in length at only about 900 feet and
3 although volumes do not qualify it as an arterial, it functions as one, and volume is expected to increase in
4 the future. No major improvements are anticipated for this road, except for a new bridge over the Blue
5 River to better enhance use of the rec path and other pedestrian uses along the river; and this bridge will
6 help prevent overtopping of water on the road from spring runoff after a heavy snow year.

7
8 i. Wellington Road

9
10 This is a two-lane, paved road serving the Weisshorn, Wellington Neighborhood, and County
11 developments. This road connects to Reiling Road and provides alternate access for French Creek
12 Village, Huron Heights, Quality Hills, Gibson Hill and Eagle subdivision. The road was reconstructed in
13 the early 1990's to include a sidewalk/bike path. No major improvements are anticipated for this road.

14
15 3. Collectors

16
17 Included in this category are streets that serve to collect or distribute traffic as it moves from the main
18 arterial streets and highways to access minor streets or specific destinations. In general, these collectors
19 are intended to facilitate movement within the Town's various neighborhoods, but are not designed to
20 serve arterial traffic with origins outside of the immediate locality. Because of the extensive build-out that
21 has already occurred, there are very few new collectors that are anticipated to be necessary in the
22 community.

23
24 The following streets are identified as existing or proposed collectors:

25
26 a. Broken Lance Drive

27
28 Broken Lance Drive serves as the only access to the Warriors Mark area of Breckenridge. In 1997, the
29 road was realigned with Boreas Pass Road and a sidewalk was added to the portion of the roadway that
30 was within the Town at that time. It has since been annexed into the Town with improvements intended to
31 bring it up to standards, including drainage and bridges.

32
33 b. French Street

34
35 French Street runs from Park Avenue on the north, across Main Street to Boreas Pass Road on the south.
36 It serves to bring some of the local traffic into and out of the historic district. French Street is one of the
37 most important streets on the east side of Town and serves to collect and disperse traffic there. The street
38 was reconstructed in 1998 and 1999 when formalized parking and sidewalks were added. No major
39 improvements are anticipated.

40
41 c. Four O'Clock Road

42
43 Four O'Clock Road, located on the west side of Town near the ski area, serves the major condominium
44 area of Breckenridge. The road was reconstructed in 2001 and does not require any improvements at the
45 present time.

46
47 d. Highlands Drive

48
49 Highlands Drive extends to the northeast of the core of Town intersecting Highway 9 opposite of Valley
50 Brook Road and extending to Tiger Road. It collects the traffic from the associated Highlands at
51 Breckenridge subdivisions. The intersection with Highway 9 is signalized and the road is not expected to
52 need any improvements.

1 e. Stan Miller Road (West of and Parallel to Highway 9)

2
3 This road, planned for construction in the summer of 2008, will run parallel to and west of Highway 9 from
4 Tiger Road to the Fairview Road intersection. Depending on the final outcome of the McCain-Block 11
5 Master Plan, it could connect to an extension of Airport Road. The road will serve new development in the
6 area that will include residential and commercial uses, as well as the recently constructed north fire
7 station. This area is currently being used mainly for large-scale aggregate operations. The road is
8 anticipated to be a two lane, paved road that will serve users on both sides. The location of the proposed
9 road is expected to run west of the new fire station, well away from Highway 9. Road access within new
10 development that is approved in this area will need to conform with this proposed road.

11
12 4. Minor Streets

13
14 These streets primarily serve access to abutting properties. All other streets in the Breckenridge area
15 serve a minor role compared to those streets just mentioned. Some of these streets still play an important
16 role and could almost be considered as a collector (i.e., Ridge Street and those streets that intersect Main
17 Street), but they do not carry the traffic loads that the highways, arterials, and collectors carry.

18
19 5. Street Extensions

20
21 The Town feels that the following street extensions and modifications could serve to improve the Town's
22 circulation. These represent only a general listing at this time, and others may be added at later dates.

- 23
24 a. Four O'Clock Road connection to the base of the Peak 8 area, and into the easterly subdivisions
25 adjacent to it.
26
27 b. The alignment of the south end of Ridge Street with a new location for Columbine Road.

28
29 There are many other minor improvements (i.e., extending sidewalks) that could enhance safety and
30 create a more efficient street system - far too many to be listed here. For a more complete list of
31 improvements, the Town Capital Improvement Program is available for review at the Town Engineering
32 Department.

33
34 6. Alleys

35
36 The historic district in the core of Town was originally laid out with numerous alleys. Alleys are important
37 to the Town because they provide service corridors to much of the historic district and provide a historic
38 character to that part of Town. Most alleys in the Town are only 20 feet in width and would require
39 additional right-of-way to accommodate surface and drainage improvements as well as underground
40 utilities. Recently, alleys have also been approved outside the historic district.

41
42 Alleys are allowed per the Development Code and Subdivision Ordinance and are an important
43 component in the Town's transportation system. Alleys provide an alternative to having loading, deliveries
44 and parking on the street right-of-ways, which can create traffic problems and affect community character.
45 Alleys also allow parking and garages to be accessed at the rear of properties, resulting in more
46 aesthetically pleasing front facades. However, alleys can present problems in Breckenridge in regard to
47 snow removal due to their narrow width. For this reason, similar to reducing street standards, alleys
48 should only be approved on a case-by-case basis. Some alley improvements have occurred in the past
49 and the Town should continue to work cooperatively to acquire and/or improve alleyways in Town.

50
51 D. PARKING¹³

¹³ Town of Breckenridge Transit & Parking Division

1
2 Similar to traffic congestion and closely associated with it, parking in Breckenridge can be a problem
3 during certain times,. The parking issue in Breckenridge is primarily related to handling the peak demands
4 which occur during busy weekends and holiday periods. The Town is aware of the pressure to convert
5 parking lots into other uses, as has been done in many other ski resort communities, and intends to
6 provide adequate parking in the future through the methods outlined below.
7

8 Town staff who deal with parking estimate there are about 17 days each year when parking gets
9 “constrained” (i.e., hard to find, congested lots, slow ingress and egress, etc.). Although parking close to
10 the Town core can become a problem during peak times, the Town does not experience an actual
11 shortage of parking spaces even during the busiest days of the year. Thus, the Town has an adequate
12 amount of parking spaces, although they are not all in a convenient location close to commercial core
13 area, where the majority of businesses and other amenities are located. Furthermore, the utilization of the
14 spaces in the core could be improved for all users, as is explained in more detail, below.
15

16 Inventories of parking show that in early 2004 there were 4,389 parking spaces (combination of Town
17 owned and ski area owned) that were available to the public. In order to have a more efficient use of the
18 existing parking facilities, the Town has implemented a free/paid/permit parking program. The program
19 includes the following four designations: employee, public, residential and skier.
20

21 During the ski season, almost half of the public parking is only available for a fee. The majority of ski
22 resort-controlled parking (the Beaver Run, Peak 8, and both gondola lots) is paid parking during this time.
23 The Town also charges for parking in the F-Lot, East Sawmill, Tiger Dredge, and Wellington lots. The
24 implementation in January, 2007 of paid parking at the gondola lots induced a number of skiers to park at
25 the outlying free overflow lot at Block 11. It is estimated this lot is used four days per week. This resulted
26 in underutilization of the gondola lots. The ski area changed its parking pricing structure for the 2007/2008
27 season to entice more use of the gondola lots.
28

29 The Town assumes that if parking is addressed during peak times, then parking will not be a problem
30 during the other times of the year. The strategies for the four different categories of parking are as follows:
31

32 1. Employee Parking These lots will be located mostly on the edge of the Town core and will be reserved
33 mainly for employees, perhaps through the issuance of permits. With adequate, close-by and long-term
34 parking provided for employees, parking for the general public will be freed up.
35

36 2. Public Parking These lots would be made available to the general public and will likely be close to and
37 within the core of Town and the businesses and other amenities. Turnover will be assured through time
38 limits and the provision of employee parking elsewhere. With turnover, there should be more spaces
39 available which will attract more visitors and thus increase revenues for businesses and the Town.
40

41 3. Resident Parking Due to the historic development pattern in the core of Town, not all residences have
42 off-street parking available to them. At the same time, the Town does not allow parking within Town right-
43 of-ways on many of the streets in the historic district. This further exacerbates the parking shortage.
44 Finally, the Town’s historic district standards discourage the creation of off-street parking in front yards.
45 All of this combines to create a parking problem for some residents in the core of Town, especially in the
46 historic district. Designating residential parking will discourage non-residents from parking in the few
47 areas where it is allowed on-street and in residential parking lots, thereby helping to alleviate the parking
48 shortage for these residences.
49

50 4. Skier Parking: The central parking reservoir is comprised of the two large Watson-Sawmill-Parkway
51 Center paid parking lots on the east side of Park Avenue, straddling Watson Avenue and the gondola; in
52 addition to the free Gold Rush parking lot just to the west, across Park Avenue. The BSR and the Town
53 have entered into an agreement whereby the BSR is committed to providing a minimum of 2,500 parking

1 spaces for winter recreational visitors, including 1,560 spaces in the Watson-Sawmill-Parkway Center
2 parking lots with such spaces allowed to be shifted among the lots and/or concentrated within a future
3 parking structure.¹⁴ This amount of parking is expected to meet skier parking needs for the foreseeable
4 future. The 2,500 spaces include 500 spaces that the BSR leases from the Town in a lot on Block 11.
5

6 There may be a significant revenue stream that will be generated when the Town and BSR establish a
7 free/paid/permit parking program throughout the Town, although administrative costs could consume a
8 high percentage of these revenues. The potential revenue may likely be targeted towards management
9 and expansion of parking and transit elements.
10

11 There are requirements in the Breckenridge Off-Street Parking Ordinance and the Development Code
12 which will help to address parking issues in the future, including requiring parking spaces based on the
13 type and intensity of use. Other requirements include screening, undergrounding, adequate parking
14 spaces for all users, proper access and adequate snow storage. The Town has also established a parking
15 service district basically covering the central business core, wherein every development must either
16 provide off-street parking or pay an in-lieu fee. The monies collected from the in-lieu fees are then used to
17 acquire land, develop parking facilities and/or fund operations. In this manner, the Town has a better
18 control over the design and placement of parking facilities; and centralized parking helps to further
19 preservation of the historic district by allowing for commercial development that is not dominated by on-
20 site parking.
21

22 Overall, the Town intends to ensure an adequate amount of parking through the utilization of the above
23 mentioned free/paid/permit parking program. The free/paid/permit parking program is a component of the
24 Integrated Transportation Plan which also includes the Intermodal Center, Breck-Connect Gondola, and
25 north and south Park Avenue and Main Street intersection improvements. , Additionally continued
26 contributions to the parking service district will also help provide for additional parking facilities that are
27 determined to be necessary. Although there are high costs involved with acquiring land and constructing
28 a parking structure/garage, the Town is considering this as another part of the solution in addressing the
29 parking situation in the core. In 2006 the Town built a two-level parking structure at the Exchange lot,
30 which increased the capacity of that lot from 59 to 93 spaces. The Town believes that by using a number
31 of different approaches, the amount of parking in the Town should be adequate and subsequently should
32 not have to increase dramatically in the near future.
33

34 E. TRANSIT

35
36 Breckenridge is served by two forms of transit: regional and local, both of which include public buses and
37 private carriers.
38

39 1. Regional Transit

40
41 The major regional carrier for Breckenridge is the Summit Stage bus system, which serves most of
42 Summit County. Started in 1977 to provide transit for skiers, the system was taken under Summit County
43 operations in 1989 to increase service year-round and to provide for longer daily hours. The system is
44 funded through a 0.75% sales tax which generated about \$6 million in 2003. The Town provides no direct
45 subsidy, although a major portion of the sales tax is collected in Breckenridge. The system provides free
46 service connecting Breckenridge with other towns in Summit County, as well as limited in-Town stops and
47 two routes extending out-of-Town (to French Gulch and Boreas Pass). In 2003, the system served
48 325,920 riders between Breckenridge and Frisco. See Table 5 below for a monthly ridership breakdown.
49 The system is connected to the national Greyhound bus system at the Frisco transit station, which is ten
50 miles from Breckenridge. The Greyhound line provides transportation to all portions of the nation.¹⁵

¹⁴ Parking Agreement between the Breckenridge Ski Resort and the Town of Breckenridge.

¹⁵ Summit Stage website; and Summit Stage.

1
2

waiting on update numbers

Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
36,345	32,062	36,998	24,920	17,075	21,738	29,560	29,473	24,963	18,949	20,550	33,287

3
4
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6
7
8

The other carriers providing transportation in the Breckenridge area are the privately owned shuttles and taxi companies (although taxis are not technically “transit”) that provide transportation to and from the Denver airport and to other nearby locations; and the ski resort buses that have limited and direct routes between the various ski areas and Towns in the vicinity.

2. Local Transit

9
10
11
12
13

Local transit serving the Breckenridge community is provided year-round by the Town bus system, and during the ski season by the Breckenridge Ski Resort (BSR) bus system. There are also individual shuttle buses provided by various lodging facilities as a service to their guests.

14
15
16
17
18
19
20

The BSR and the Town have initiated efforts to integrate their transit systems. In 2002, bus routes were consolidated into the Freeride system. Consideration is being given to merge these two distinct systems into one combined transit system. Any such combining should be based on sharing costs in an equitable and fair manner. This single system would greatly enhance the guest experience, improve transportation especially between the ski area, Watson-Sawmill-Parkway Center parking lots and the Town core, save costs, and also reduce reliance on automobiles.¹⁷

21
22
23
24
25
26
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32

In early 2004, the consolidated Town-BSR system consisted of 4 routes that operate year-round, with 3 additional routes during the winter. The Town routes operate from 6:30am to 12 midnight, serve most neighborhoods of the Town, and travel about 270,000 miles annually. The BSR routes run directly from the Watson Sawmill parking lots to the ski base areas, and also between the ski base areas via residential routes, and operate only during the ski season during the day. Both systems are free. In 2002, the Town changed the bus system from a circulator to a bi-directional (or “hub & spoke”) system with the F Lot parking lot being the hub. In 2004, the hub was changed to the transit station at the Watson-Sawmill-Parkway Center lots. This change to a hub & spoke system increased ridership significantly, with annual riders exceeding 400,000 in 2002, as shown in Table 6, below. In addition, the BSR system averages from 900,000 to 1.1 million users annually. Taken together, the Town, BSR and Summit Stage systems combine to serve up to 1.8 million annual riders.¹⁸

33
34

Table 6: Breckenridge Transit System Ridership¹⁹

Year	Annual Riders
2001	297,000
2002	403,000
2003	408,000
2004	367,508
2005	492,609
2006	539,053

35

With funding assistance from CDOT, in 2004 the Town constructed a transit station building at the Watson-Sawmill parking lots. The building is located adjacent to the bus turn-around and offers

36
37
38

¹⁶ Summit Stage.

¹⁷ Town of Breckenridge Integrated Transportation Plan.

¹⁸ Town of Breckenridge Transit & Parking Division.

¹⁹ Town of Breckenridge Transit & Parking Division.

1 information on transit routes and access into Town. The station will help facilitate the parking lots
2 becoming the hub of the hub-and-spoke bus system in Town, and further implement the Integrated
3 Transportation Plan.

4
5 Mass transit is a critical element in the transportation system of Breckenridge. The Town promotes the
6 use of local bus systems to carry visitors and encourages participation in the mass transit system through
7 the Town's Development Code and through other means. As neighborhoods are developed or become
8 annexed to the Town, transit service has been extended when feasible. The Town will continue to provide
9 expanded service, again when feasible, while still providing good service to the core. The Town will
10 continue to find ways to improve service. The Town supports the continued operation and enhancement
11 of all these transit systems, locally and regionally, as they help to reduce congestion, parking and
12 environmental impacts, as well as helping to preserve community character. The Town supports the
13 equitable delivery of a regional transit system.

14 15 F. GONDOLA & SKIWAY

16
17 The BSR Peak 7 and Peak 8 master plan approved by the Town in 2003 included the construction of a
18 gondola from the parking lots on Park Avenue to the ski base areas on Peak 7 and Peak 8. Construction
19 of the gondola was completed in 2006 and it was placed in operation in January, 2007. The gondola has
20 reduced traffic levels to the base areas via Ski Hill Road because the vast majority of skiers wanting to
21 reach the base areas now use the gondola instead of buses or cars. In this sense, the Town considers
22 the gondola to be an important element of the transportation system. The BSR also constructed a ski trail
23 (the Skiway Skyway) in 2006 that allows skiers to ski back down to the parking lots on Park Avenue from
24 the Peak 7 and 8 areas, rather than taking a bus. Thus, the skiway is also helping to reduce traffic on Ski
25 Hill Road.

26 G. BICYCLE AND PEDESTRIAN WAYS

27
28 Bicycle and pedestrian ways are an important element of the Breckenridge transportation system. They
29 provide alternatives to vehicle-based modes of transportation and clearly help implement the Integrated
30 Transportation Plan's goal of making Breckenridge a non-auto dependent community. Furthermore,
31 bicycle and pedestrian systems contribute to the quality of life and improve the health of citizens. This
32 section examines the existing systems and policies that the Town plans to use to achieve the intended
33 future system.

34 35 1. Bicycle Paths

36
37 There is only one major paved bicycle path (or rec path) existing in the Breckenridge area at the present
38 time. This path runs from Watson Avenue north to the Town of Frisco, a distance of approximately ten
39 miles. In Frisco, it connects to other rec paths that go to Keystone, Vail and beyond. The County recently
40 declared that the path should be referred to as a "rec path" due to the various types of recreationists that
41 use it. Although the vast majority of users are recreational, this path does provide for a bike commuter
42 route between Breckenridge and nearby communities (when it's not covered with snow). This path is
43 discussed in greater detail in Chapter VIII – Recreation & Tourism of this Plan.

44
45 There are no other designated bike routes in Breckenridge. The Town supports the use of bicycles as a
46 component of the transportation system, and as a critical element of the Integrated Transportation Plan.
47 However, the Town does not see a need to formally designate bike routes because of the generally slow
48 speed of traffic, the many streets with low traffic volume, and the abundance of wide road shoulders that
49 serve bikes. These wide shoulders serve the dual purposes of snow storage in the winter and bicycle
50 travel in the summer. Because of this, the Town generally supports the addition of wide road shoulders
51 where they are lacking. All Town streets are considered to be bike routes. There is also an extensive
52 natural surfaced trail system within the Town that connects with County and US Forest Service trails and
53 that is popular with bicyclists. This trail system is also discussed in more detail in Chapter VIII.

1
2 **2. Pedestrian Paths**
3

4 The movement of people by foot is also very important to Town’s transportation system and to the
5 continued welfare of the community. Just as with bicycles, providing for easy pedestrian mobility is also
6 critical to the goal of Breckenridge being non-auto dependent. The Town is working towards a thorough
7 system of sidewalks and pedestrian paths that will allow people to move about conveniently, safely and
8 without the use of their automobiles. In addition to providing mobility, sidewalks offer an area for
9 temporary snowstacking during times of heavy snowfall, when plowing priorities are aimed at street
10 surfaces. The Town provides for sidewalks as part of its street improvement program.

11
12 One deficiency noted in recent traffic studies is the lack of mobility across the Blue River in the heart of
13 Town. There are limited streets and pedestrian bridges that provide access in an east-west (or vice versa)
14 direction. However, due to the existing development and street pattern, there appears to be little
15 opportunity for creating more cross-streets. Based on this, the importance of establishing better
16 pedestrian access across the river is magnified. The Town will continue to seek additional pedestrian
17 crossings of the Blue River through capital improvements and through development proposals as
18 appropriate. Another mobility issue is the crossing at South Park Avenue and Main Street. The Town has
19 discussed improving the pedestrian crossing with an underpass, although the cost could make this
20 impractical.

21
22 The Breckenridge Subdivision Ordinance requires that new subdivision proposals include a pedestrian
23 system designed to preserve and integrate with existing paths appropriate to the magnitude of the
24 proposed development. This provision allows the Town to require that subdividers provide easements for
25 pedestrian uses. The Development Code contains policies which encourage a safe, efficient and
26 convenient pedestrian circulation system, and which require the provision of pedestrian systems that
27 integrate with existing systems. It should be noted that sidewalks are not appropriate for every street
28 because they create impervious surfaces and usually require Town maintenance. As a result, sidewalks
29 should only be provided when intensity of anticipated use points to their need.

30
31 In 1996, Breckenridge finished the initial phase of construction of the Riverwalk. This pedestrian oriented
32 area is adjacent to the Blue River in the heart of Town, and runs along the East side of the Blue River from
33 Ski Hill Road to South Park Avenue. The construction of the Riverwalk resulted in a much improved
34 functional and aesthetic experience for citizens and visitors, and was built in conjunction with the
35 Riverwalk Event Center and the restoration of the Blue River itself. The Riverwalk also provides an
36 alternative access to businesses and amenities in the area. The Town is currently exploring options to
37 improve the Riverwalk. Improvements being considered include extending the Riverwalk to connect with
38 the Watson-Sawmill parking lots to the north, providing incentives to enhance the rear facades of
39 businesses, creating public plazas, consolidating trash dumpsters, limiting parking and delivery hours, and
40 providing landscaping. Improving the connection to the Town core is critical to the Town’s economy and
41 would help get people to visit businesses. The Town also encourages improvement of this important
42 walkway through policies in the Development Code that address business entries, landscaping, outdoor
43 seating and other enhancements.

44
45 **G. WAYFINDING**
46

47 Finding specific sites and getting to them can be troublesome for new visitors to any town, including
48 Breckenridge. Because visitors are such an integral part of Breckenridge’s economy, the Town intends to
49 facilitate this aspect of transportation with an enhanced wayfinding system consisting of easily interpreted
50 and unified signage involving names, directions, icons and color coding. It is believed that this will provide
51 a nicer experience for drivers and pedestrians alike and reduce sign pollution.
52
53

1 H. TRANSPORTATION: GOALS & POLICIES

2

3 Goals

4

5 1. Provide a multi-modal transportation system that offers convenient, low cost, clean and sustainable
6 transportation opportunities in the community.

7

8 2. Use a variety of tools that when synthesized together will create a non-auto dependent destination
9 resort community and place Breckenridge as a leader in addressing resort transportation issues.

10

11 Policies

12

13 Highways:

14

15 1. Support short-term capacity improvements and the long-term inclusion of transit in solutions to
16 alleviate congestion of I-70.

17

18 2. Support the timely improvement of State Highway 9 from Frisco to Breckenridge to include: four-lanes,
19 reduced medians, transit improvements, demand management, pedestrian/bicycle facilities and
20 aesthetics; with HOV lanes a consideration.

21

22 3. Encourage improvements including the addition of wide shoulders or a bike path on Highway 9 south
23 of Town.

24

25 Streets:

26

27 4. Support efforts toward carpooling and flexible work hours to alleviate peak congestion.

28

29 5. Encourage new streets to connect through or be continuous to provide for better mobility.

30

31 6. Encourage improvements to the pedestrian crossing of Park Avenue between the F Lot parking lot and
32 the Village development/Quicksilver chairlift.

33

34 7. Solutions to in-Town traffic congestion will generally not include adding new lanes, but instead rely on
35 minor improvements and other methods.

36

37 8. Regulate new street and alley construction through policies of the Subdivision Ordinance and the
38 Development Code.

39

40 9. Support flexible street standards including narrower street widths and support traffic calming devices
41 on a case-by-case basis.

42

43 10. Minimize the amount of street signage and implement an efficient wayfinding program.

44

45 11. Assure adequate snow storage will be provided before altering existing storage sites.

46

47 Arterials:

48

49 12. Support partnerships with other jurisdictions and entities to construct, improve and maintain arterials.

50

51 13. Encourage secondary access and consolidation of existing access onto arterials.

52

- 1 14. Implement the final McCain-Block 11 Master Plan including any alternative for an extension of Airport
2 Road through public improvements and the regulation of private developments.
- 3
- 4 15. Enhance the pedestrian environment of Main Street while still providing for good vehicle access and
5 parking.
- 6
- 7 16. Support CDOT in improving and managing Park Avenue from Main Street to Ski Hill Road in a manner
8 that preserves community character.
- 9
- 10 17. Establish a new road from Tiger Road to Fairview Road, west of Highway 9, through public
11 improvements and regulation of private development.
- 12
- 13 Alleys:
- 14
- 15 18. Improve and use alleyways in the Town as a means of diversifying the Town's transportation network.
- 16
- 17 Parking:
- 18
- 19 19. Collaborate with the BSR to implement a parking management plan that includes free, paid, and permit
20 parking for the Town and ski area parking lots.
- 21
- 22 20. Increase the parking capacity in the Town core to assure there is an adequate amount of parking
23 facilities, especially close to the core of Town.
- 24
- 25 21. Continue to implement the Parking Service District to address parking needs.
- 26
- 27 22. Establish a parking/transit district and operating entity to coordinate and unify all parking and transit
28 elements.
- 29
- 30 23. Regulate parking through policies in the Off-Street Parking Ordinance, Development Code and
31 Subdivision Ordinance.
- 32
- 33 Transit:
- 34
- 35 24. Support and coordinate local and equitable regional transit operations.
- 36
- 37 25. Completely merge the Town and ski area transit systems.
- 38
- 39 26. Provide easily accessible and understandable information regarding transit options.
- 40
- 41 27. Extend existing service to additional neighborhoods, as feasible.
- 42
- 43
- 44
- 45 Bicycle/Pedestrian Paths:
- 46
- 47 28. Support bicycle and pedestrian paths as important elements of the transportation system.
- 48
- 49 29. Establish a thorough, convenient and safe bicycle and pedestrian transit system within the Town that
50 connects with adjacent jurisdictions' systems.
- 51
- 52 30. Provide for wide road shoulders to accommodate bicycles, when appropriate.
- 53

- 1 31. Improve sidewalks as part of the street improvement program.
- 2
- 3 32. Seek additional pedestrian crossings of the Blue River in the core of Town.
- 4
- 5 33. Assure new development provides pedestrian and bicycle systems per policies in the Subdivision
- 6 Ordinance and Development Code.
- 7
- 8 34. Extend the Riverwalk to connect with the Watson-Sawmill parking lots to the north and to Main Street
- 9 Station to the south.
- 10
- 11 35. Improve the Riverwalk through public improvements and incentives to property/business owners.
- 12
- 13 36. Enhance wayfinding as a means to improved vehicle and pedestrian access.
- 14
- 15
- 16
- 17
- 18

Draft January 31, 2008
CHAPTER V: COMMUNITY FACILITIES

Breckenridge public facilities must be monitored and potentially expanded as the Town grows in order to maintain adequate level of services. Since public facilities are often costly, relatively permanent, and can influence the type and intensity of future growth, it is especially important that they be planned to fulfill the long-range needs of the community. Because the future provision of services can be costly, the Town considers impacts on community facilities before development or annexation requests are approved. The Town has adopted procedures which can require development projects to bear a portion of the cost for additional public facility demands created by new development.

The provision of public facilities must be undertaken in a manner that takes into consideration all the other chapters of this Plan. The intent of this chapter is to provide an adequate level of public facilities and services for the entire area that is subject to this Plan. Growth trends will be carefully monitored to accurately anticipate the need for future public facilities expansions.

This chapter of the Plan contains a general inventory of existing facilities, estimated future needs, and goals and policies concerning water, sewage, education, fire protection, Town government, County government, electric power, solid waste and drainage. It should be noted that the Sanitation District, School District and Fire District are separate entities from the Town government. Recreation and cultural facilities are addressed in separate chapters of this Plan.

A. WATER SERVICE¹

Domestic water in the Breckenridge area is provided solely by the Town of Breckenridge, except for many individual wells and three private water districts for three small residential areas. The Blue River Water District was combined into the Town Water District in 1995. The Town serves virtually all of the area within the existing Town limits and the following areas outside the Town limits: the high school at Farmer's Korner, Farmer's Grove, the Peak 7 neighborhood, Silver Shekel, Claim Jumper Condominiums, some ski area facilities, Four O'Clock subdivision, Woodmoor, Overlook Estates, Tyrollean Terrace, Monarch Town Homes, Kennington Apartments, and the French Creek neighborhood.

1. Water Source, Storage and Distribution

The Town of Breckenridge provides treated water to the Breckenridge area by obtaining raw water from the Blue River at the Goose Pasture Tarn, the Town's primary water source. Almost all municipal water is treated at the Breckenridge Water Treatment Plant located just north of the Tarn, which has a 5 million gallon per day treatment capacity. The Town also owns and operates a very small drinking water treatment facility for 400 homes in the Peak 7 area. This facility has been shut off since 2002 due to cost, inefficiency, and low stream flows and is not expected to re-open.

The Town presently has senior (1885 priority) direct flow water rights for 4.87 cubic feet per second (cfs) at the outlet of Goose Pasture Tarn in addition to storage rights (1980 priority) in the Tarn reservoir. The Town also has additional augmentation water rights from the Clayton Hill Ranch and the Benson Ditch (1980-1981-1983 priority) stored in Green Mountain Reservoir, both located ten to fifteen miles north of Silverthorne near Ute Pass Road. Other augmentation water rights are stored in Clinton Reservoir (1992 priority) near Fremont pass, and in Windy Gap Reservoir (1985 & 1987 priority) near Granby. These downstream augmentation rights allow the Town to use additional water at Goose Pasture Tarn in exchange for freeing up the water in downstream basins to other users. These acquisitions are anticipated to accommodate the build-out of the Master Plan area, but because of uncertainties in growth the Town will continue to consider acquiring additional rights and storage. Existing water rights of the Town are listed below in Table 1:

¹ Town of Breckenridge Water Division

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Table 1: Breckenridge Water Adjudication²

Structure	Priority Date	Adjudic. Date	Amount	Source
Breck Reservoir #1*	1885	1910	5.0 ac ft	Sawmill Creek
Breck Reservoir #2*	1885	1910	6.78 ac ft continual storage	Carter Creek Lehman Creek Sawmill Creek
Town Reservoir Feed	1885	1910	3.0 cfs 12.0 cfs	Carter, Lehman and Sawmill Creeks
Crystal Creek Ditch*	1932	1937	4.87 cfs	Crystal Creek
Blue River Gallery & Pipeline	1957	1972	1.86 cfs	Blue River

*In case no. W-183, Water Division V, an alternative point of diversion and place of storage for these water rights was obtained at Goose Pasture Tarn on the mainstream of the Blue River. Total direct flow diversion is limited to 4.87 cfs at the alternate point of diversion at the outlet of Goose Pasture Tarn.

The Goose Pasture Tarn has the capacity to hold 800 acre feet (AF) of water. Currently the Town owns 700 AF of the Tarn water and leases 300 AF to the Ski Area. The Ski Area owns 100 AF of Tarn water by a space rental agreement. In addition to the Tarn, other storage is provided at the Sawmill Creek Reservoir near the west side of Town. In 2003 the Town obtained 50 AF from the Upper Blue Reservoir above the Tarn Reservoir by an agreement with the Colorado Springs Utilities and the Colorado River Water Conservation District. The Town is also exploring the feasibility of additional raw water storage capacity served by a reservoir that would be constructed on the McCain property north of County Road 3. The Tarn, Sawmill, Upper Blue, and augmentation reservoirs are considered as raw water storage. The Town has additional treated water storage at eleven water tank sites, one at the Tarn facility, two in the Warriors Mark area, two in the Woodmoor area, two on the Ski Hill system, three in the Peak 7 area, and a tank constructed in 2004 in the Highlands development, just south of the golf course. These eleven tanks will provide adequate treated storage for complete build-out of the Comprehensive Plan area.

The Town's distribution system consists of approximately 80 miles of mains ranging in size from two inches to twenty-four inches in diameter. These lines have been sized to meet the water requirements for both fireflow and domestic needs during peak times of usage. Table 2, below, shows the outflow on a monthly basis with peak periods being the ski season months, plus summer. Fireflow requirements can be high in some instances, running up to 3,500 gallons per minute required for three hours. Because it is important to maintain both domestic service and fireflow in the lines, the Town has worked diligently to maintain the proper size of lines and pressure.

Table 2: Monthly Total Water Outflow for 2004 (million gallons)³ (need update)

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Outfl.	71	68	77	50	51	70	74	73	59	41	42	57
Rank	4	6	1	10	9	5	2	3	7	12	11	8

2004 Total: 733 MG = 2252 AF
 Daily Average: 2.01 MGD = 3.10 CFS,
 Peak Day: 3.37 MGD = 5.21 CFS

In most instances, mainline extensions will be paid for by the developers of a project, while the Town will remain primarily responsible for line maintenance and upgrading.

2. Capacity and Protection Policies

The most important aspect of any discussion on water systems and supply is the analysis of the future water needs of the community and how well the Town can meet them. Treated water is one of the major limiting factors in regard to growth management for the Town.

² Town of Breckenridge Water Division.
³ *ibid.*

1 The Town presently has the water capacity to service the area within the Town limits and the areas outside
2 of the Town limits that are within the Comprehensive Plan. Build-out is currently estimated to be about
3 12,670 SFE's (single family equivalents). The Town uses SFE's to distinguish different residential uses
4 and their impacts. The Tarn's capacity is adequate to serve 13,055SFE's. Currently, the Town water
5 system is serving just under 9,242 SFE's via [redacted] actual taps, which is about 70% of the estimated water
6 system build-out of about 13,055. The 9,242 SFE's includes in-town taps and out-of-town taps. The figure
7 of 13,055 is about [redacted] of the water system's estimated build-out during a dry year in the winter at peak
8 population. This means there are about 370 remaining taps above the estimated system build-out number.
9 Table 3 below, summarizes the water system figures. This build-out number includes many taps outside
10 the Town limits, but is lower than the basin build-out number due to the use of wells. However, the transfer
11 of development rights from backcountry parcels that would use wells to in-Town lots that will use the water
12 system, could impact the projected system build-out number. The total water demand for the build-out of
13 the Breckenridge Comp Plan is projected to be approximately 3,560 acre feet over a one year period of
14 time or a daily average of 4.9 cfs. Due to the few taps remaining above build-out, additional areas outside
15 of the Town boundaries will generally not be served at this time per a directive from the Town Council.

16 [delete?]

17
18 **Table 3: Breckenridge Water System**

Existing SFE's	9,242
Build-Out* SFE's	12,670
System Capacity SFE's	13,055
Excess SFE's	385

19 *Different from Basin Build-Out Due to Wells

20
21 Even though the Town has acquired water rights adequate to provide the anticipated water needs of the
22 community per this Comprehensive Plan, the Town will continue its search for additional rights to augment
23 those that have already been acquired, because of the uncertainty of precipitation which ultimately
24 provides the source for the water system. Furthermore, future development can never be gauged
25 absolutely, especially when exceptions to density limits may be allowed for affordable housing and other
26 community goals.

27
28 Because there is not a lot of extra water available, the Town has implemented methods to minimize water
29 use. The Town adopted a Water Conservation Plan in 2004 which outlines strategies to help conserve
30 water and make more water available. The Town also adopted a Drought Conservation Plan in 2002 that
31 includes a scale of restrictions that can be imposed on water use depending on the level of the Tarn and
32 inflowing water. Finally, the Town is already implementing conservation measures including being frugal in
33 providing out of Town water service and requiring low flow fixtures, pressure reducing valves and water
34 meters. The Town intends to pursue other water reduction policies such as encouraging drought-resistant
35 landscaping (xeriscaping) for developments, and assuring irrigation plumbing is efficient. Although all the
36 parks in Town are watered with treated water, the municipal golf course irrigation water and the ski area
37 snowmaking water are provided directly from untreated river sources downstream of the Town's drinking
38 water treatment plant. The Town will continue to strive for conservation and adequate water service
39 through Town policies and Development Code requirements. This discussion has been general in nature
40 and more specific data and information can be obtained through a review of the Breckenridge Master
41 Water Plan.

42
43 **B. SEWERAGE**⁴

44
45 Sewage facilities and waste water treatment service for the Town of Breckenridge and surrounding area is
46 provided by the Breckenridge Sanitation District. The District service area extends from Dillon Reservoir to
47 Hoosier Pass with properties included into the official District boundary on an individual basis. The District
48 currently services all the land within the Town's boundary. The District also has lines that extend outside
49 the Town boundaries north to Farmer's Korner, west to the Peak 7 subdivision, and southeast to the
50 Woodmoor subdivisions. The District also serves numerous subdivisions and developments close to the
51 Town boundary such as Four O'Clock subdivision, Silver Shekel subdivision, Breckenridge Heights

⁴ Breckenridge Sanitation District.

subdivision, French Creek subdivision, Claimjumper condominiums and the Kingdom Park mobile home park.

The District will provide service to properties outside the existing boundary if the property owner successfully petitions the Town for inclusion in the District. There is no water right limitation that affects the District because proof of appropriate water rights are required prior to connection or inclusion. Finally, the District does not influence land use decisions and will serve what has been or will be approved for development.

1. Treatment Plants

Prior to 1966, wastewater collected for the area flowed directly into rock piles near the Blue River north of the Town limits. This was an unsatisfactory disposal method and to handle this situation the Breckenridge Sanitation District was formed in 1966. By November 1966, the area's first wastewater treatment plant was constructed near the north Town limits. This plant was designed to treat 0.21 million gallons per day (MGD) and was projected to meet the needs of the area until 1985.

As growth of the Breckenridge area increased in the late sixties and early seventies, it became evident that a larger and more sophisticated treatment plant was required. In 1972, the District obtained a \$2 million grant from the U.S. Environmental Protection Agency and purchased 10 acres of land at Farmer's Korner near Lake Dillon for a new plant. Construction of the 1.5 MGD plant was completed in October 1974. The plant was projected to be adequate to serve the Breckenridge area until 1995. However, rapid growth continued through the seventies and major additions and modifications costing \$4.6 million were completed in 1982 to bring the plant up to its present capacity of 3 MGD. The treatment plant also has the ability to be expanded in size, although additional land may have to be acquired.

In 2000, the District completed the Iowa Hill Water Reclamation Facility, which was a recipient of a 2004 National Environmental Protection Agency award for operations and management. The cost of the facility was \$20 million and was funded in large part with District reserves of \$12 million and an \$8 million loan from the Colorado Water & Power Authority. The land for the facility was acquired in a trade with the Town of Breckenridge. The rated capacity of the plant is 1.5 MGD or 5,000 taps (single family equivalents or SFE's). Monthly inflow rates for the entire District are noted in Table 4, below. As is the case with sales tax and water usage, the months of December through March are highest along with a summer spike. The District intends to construct the final addition to the plant in 2009. This will bring the capacity of the plant up to 3 MGD or 10,000 SFE's. The District owns and operates three small additional plants in the Upper Blue Basin. The South Blue plant in the Town of Blue River has a capacity of 0.1 to 0.2 MGD.

Table 4: District Average* Monthly Sewage Inflow 1999-2007 (million gallons)⁵

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Inflow	54.0	50.9	63.0	48.8	44.7	43.4	49.0	43.3	35.9	32.4	34.3	49.4
Rank	2	3	1	6	7	8	5	9	10	12	11	4

*Averages exclude year 2000 figures, which were unavailable.

2. Discharge Standards

Although the District operates its own certified laboratory, the Colorado Department of Health and Environment conducts annual comparison sampling and compliance testing. The District operates under a series of effluent standards for water discharged into the Dillon Reservoir. The Farmers Korner plant discharges directly into the reservoir, while the Iowa Hill plant discharges into the Blue River which then feeds the Dillon Reservoir. The standards require that treated effluent from the plant contain less than specified concentrations of BOD (Biological Oxygen Demand), total suspended solids, fecal coliforms, total residual chlorine, total phosphorous, and dissolved ammonia. The District has always met these standards

⁵ Breckenridge Sanitation District.

1 except for one day in 2000 as the Iowa Hill plant was first started up, the level of pH was violated on one
2 sample due to fine tuning of the phosphorous removal system.

3
4 The most limiting of these standards is phosphorous, as it has been found to have a negative influence on
5 Dillon Reservoir. The Clean Lake Study provides additional information concerning phosphorous loading
6 into the Reservoir. To prevent excess phosphorous from entering Lake Dillon, a maximum allowable
7 discharge of phosphorous is allocated to the District. This maximum is 700lbs of phosphorous per year. In
8 2004, the District discharged a total of 27 lbs into the reservoir. The District is known worldwide for its
9 phosphorous removal techniques. Meeting phosphorous standards has not been a problem for the District.

10
11 The District is considering a pump-back of discharged water from the Farmer's Korner treatment plant back
12 upstream to near the Iowa Hill treatment plant outfall. The water that would be pumped back would be
13 treated and not harmful. This would allow greater dilution of pollutants and also benefit natural resources
14 by providing for an additional 17 cfs of flow in the Blue River. This increased flow would eliminate the
15 drying up of the river during low water periods. The Town is considering paying to have the line extended
16 two more miles back to the Maggie Pond to increase flows through the heart of Town.

17 18 3. Projections and Capacity

19
20 The current total capacity for the entire District system is 4.5 MGD and 15,000 taps or SFE's. In 2001, the
21 District served the following SFE's: 3,858 residential; 8,520 multi-family; and 1,849 commercial.
22 The Countywide Comprehensive Plan adopted in November 2003 indicates there were 9,891 existing
23 residential units plus 2.8 million square feet of commercial space in the Upper Blue Basin. That plan
24 estimates the Upper Blue Basin build-out number for residences to be 15,044 with an additional 1.6 million
25 square feet of commercial space. The addition to the Iowa Hill plant in 2009 will add 1.5MGD or 5,000
26 SFE's. With the addition, the District anticipates that total District capacity will be approximately 20,000
27 SFE's and that this will accommodate the projected build-out of the Upper Blue Basin for sewer service.
28 Table 5, below, summarizes current and potential District capacity.

29
30 **Table 5: Sanitation District Capacity⁶**

	SFE's
2007 Service	14,850**
2007 Capacity	15,000
Potential Service*	20,000
Potential Capacity	20,000

31 *Build-Out of Upper Blue Basin

32 ** Andy Carlberg estimated this number of SFE's for 2007.

33 Andy stated the collection system is updated as necessary

34 The District does not currently have the capacity measured to serve projected build-out of the Upper Blue
35 Basin without the Iowa Hill plant addition that is scheduled for 2009. And even with the addition, it could
36 appear that the District estimated capacity is exactly what the potential is estimated to be, leaving no room
37 for uncertainties. However, it should be noted that not all residential and commercial uses will be served
38 by the District. And most importantly, SFE's are not a precise indicator in terms of predicting capacity of
39 the District. Actual flows (gallons) are really what the District must service, and the District believes that
40 they are well under capacity for flows and will remain under capacity with build-out. For example, in 2004
41 on the busiest day of the year, the District was only at about 63% capacity in terms of gallons, even though
42 the percentage of SFE's that were being served was almost 95%. This is because not all units are
43 occupied, and those that are occupied do not always send to the treatment plants the gallons that they
44 potentially could. So, again, the District believes it is currently well within capacity and will be for the full
45 build-out of the community.

46
47 In providing the following cursory evaluation of the Sanitation District's ability to provide service the
48 assumption was made that one SFE or tap equaled 300 gallons per day capacity at the plant multiplied by
49 the appropriate factor noted in Table 6, below, with the larger numbers indicating higher volume of
50 sewerage inflow:

⁶ Breckenridge Sanitation District.

1
2
Table 6: SFE Factor⁷

Type of SFE	Factor
Multi-Family	1.80
Residential	1.40
Office	0.75
Retail	0.50

3
4 The science of forecasting sewer tap requirements is not exact by any means, as can be seen by earlier
5 District predictions. In 1966 the initial plant was designed to provide service until 1985 and only provided
6 service until 1974. And the projection in 1974 that the new addition would provide service until 1995 was
7 off again as the plant was at capacity in 1981. Both projections were off by over 50 percent, although they
8 were probably made by experts in their field. This indicates that there are a number of unforeseen factors
9 such as annexations and growth rates and that the projections used here should only be used as a guide
10 for future decisions and not considered as fact.

11 12 3. Strategies

13
14 The major aim of the Town with regard to sewage service is to help assure public health and safety of the
15 community through proper collection systems and treatment, and to work closely with the District and the
16 County to provide capacity for the build-out of the Upper Blue Basin. However, it should be noted that
17 replacing leach fields with sewer hook-ups can impact the water table. From the District's perspective, the
18 biggest issue they face is constantly changing regulatory requirements.

19
20 Based on the earlier discussion and data, the Sanitation District does not currently have the capacity to
21 provide service to meet the anticipated build-out of the Basin. However, the District is planning for
22 incremental improvements at its treatment plants to increase capacities to accommodate eventual buildout.
23 Given the imprecise nature of projecting District service capacities, the Town, County, and District will
24 conduct continuous monitoring of growth and sewer tap requirements in order to assure adequate sewage
25 capacity on line to meet future demands. In this regard, growth management in the Upper Blue Basin,
26 including any limits, is based on sound land use planning, rather than limitations of physical facilities.
27 Finally, conservation methods such as low-water toilets are encouraged in order to reduce the volume that
28 the District must service.

29 30 C. EDUCATIONAL

31
32 Breckenridge is served by the Breckenridge elementary school (located on Harris Street) and the Upper
33 Blue elementary school (located on Airport Road). Middle school students attend the Summit County
34 Middle School in Frisco and high school students attend the Summit County High School in Farmers
35 Korner. The Colorado Mountain College has a facility on Harris Street and will begin construction of a
36 large campus located on the north end of Block 11 in spring, 2008.

37
38 The total projected permanent population growth and the distribution of that growth affects the need for:
39 additions to existing schools, construction of new schools; and the location of future schools. The location
40 of schools must be compatible with community land use patterns. School buildings are often an important
41 focus in a community, particularly when they are used for a variety of community functions. Finally, new
42 schools must be located in coordination with adjacent land uses and other community facilities, particularly
43 parks, bike and pedestrian ways, and transportation networks. Because of these interrelationships, there is
44 a need for close coordination between the School District and the Town. And because of the importance of
45 educational facilities to the Breckenridge community, the Town supports the provision of these facilities
46 through methods that lower the costs of new facilities.

47 48 1. School District

⁷ Breckenridge Sanitation District.

1 The Breckenridge Master Plan area is within the Summit County School District RE1. The public schools
2 that serve Breckenridge are shown below in Table 7.

3
4 **Table 7: Breckenridge Schools Enrollment/Capacity (Students)⁸**

School	Enrollment			Capacity
	1995	2000	2006	
Breckenridge Elementary	319	175	226	279
Upper Blue Elementary	-*	216	230	324
Middle School	536	662	654	772
High School	589	711	889	1,000

5 *Constructed in 1996

6
7 It is estimated that for the 2004-2005 school year, the middle school had [redacted] of its students and the
8 high school had [redacted] of its students from the Upper Blue Basin. As can be seen from Table 7,
9 above, no school is operating at capacity at this time.

10
11 The District added a wing to the high school in 2006 and the middle school was renovated to accommodate
12 up to 900 students in 2007. An option that the District may implement in the future is expansion of the
13 Upper Blue Elementary School. With these improvements, the District believes it can accommodate the
14 anticipated build-out numbers of the Upper Blue Basin without any additional facilities.⁹

15
16 During the Breckenridge Vision Plan process in 2000, many citizens expressed concern with the ability of
17 the School District to attract and retain highly trained staff members due to the high cost of living, especially
18 housing in the area. An action item of the Town's Vision Plan is for the Town to coordinate with the School
19 District to ensure School District employees have access to workforce housing. Another of the action items
20 in the Vision Plan recommends the Town coordinate with other jurisdictions to locate facilities within the
21 Town limits where they would be closer to existing residences and where development is more appropriate
22 because it is served more easily by police, fire and utilities.

23 24 2. College

25
26 The Colorado Mountain College (CMC) has a campus in Breckenridge on South Harris Street on a 1.34
27 acre site. The College provides a number of educational opportunities ranging from college courses to
28 community interest courses, and serves as a focus for other community wide activities. The building
29 includes an auditorium/theatre in the basement. The building is part of a dispersed college campus system
30 in the county with other facilities in Silverthorne and Dillon.

31
32 The CMC building is the original elementary school building in Breckenridge and was constructed in 1908.
33 It also served as Town Hall for a period. The building contains 27,700 square feet of space and in 2003
34 served 995 full-time-equivalent students with a faculty of 50. In 2003, the College had an analysis
35 conducted which showed that an additional 7,000 square feet of space would be needed in 3-6 years and
36 24,000 square feet of space would be needed in 6-10 years. Due to site constraints, the building doesn't
37 lend itself to an addition or expansion. Because of this, the College has initiated construction of the new
38 campus on the north end of Block 11 to meet its needs into the foreseeable future. In an agreement with
39 the Town, the old Harris Street CMC building will be sold to the Town. The Town is considering converting
40 the existing CMC building back into a Town Hall if it should become available as it would accommodate
41 anticipated space needs (28,756 sf) of Town Hall functions through 2020.

42 43 D. FIRE PROTECTION¹⁰

44
45 The Breckenridge area is served by the Red, White & Blue Fire District. The District covers 138 square
46 miles of Summit County, including the towns of Breckenridge and Blue River, the Breckenridge Ski Area,
47 and adjacent sections of unincorporated Summit County. The District's boundaries are Hoosier Pass on
48 the south, Lake Dillon on the north, the Continental Divide on the east and the Ten Mile Range on the west.

⁸ Summit County School District.

⁹ *ibid.*

¹⁰ Red, White & Blue Fire District.

1 Red, White & Blue Fire District and its predecessors have been providing emergency services in this area
2 for the past 125 years.

3
4 Red, White & Blue is a career department, with 52 paid personnel in 4 divisions: Operations,
5 Administration, Community Risk Management and the Division of Safety, Training and Health. The District
6 responds to approximately 1300 calls per year. Red, White & Blue is a multi-functional emergency
7 services agency, providing fire protection, emergency medical services, hazardous materials response,
8 wild land firefighting, public education, plan reviews and a variety of rescue functions. The District recently
9 upgraded their level of emergency medical response to advanced life support, providing its citizens and
10 guests with the highest level of pre-hospital emergency care.

11
12 Red, White & Blue Fire District currently has three stations: one on Highway 9 near Tiger Road, one on
13 Main St. in downtown Breckenridge, and the third, in the southern part of their district in Blue River. The
14 District operates two fire engines and one ladder truck at all times. Crews are housed at each station and
15 work a rotating 24-hour schedule.

16
17 The District's goal is to have a maximum seven minute response time to any service call and is currently
18 able to provide that level of service. The District administers policies aimed at assuring proper fire
19 protection, including regulations affecting fuel breaks around buildings, sprinkling buildings and vehicle
20 access standards. The District generally supports development concentrated close to the center of
21 Breckenridge and the valley floor, where existing transportation and utilities infrastructure currently exists.
22 These infrastructures are elements essential to the services the District provides.

23 24 E. TOWN GOVERNMENT

25
26 The Town of Breckenridge is a home rule municipality with a council/manager form of government. The
27 Town Manager administers the policies of the Mayor and the Town Council. In addition to the Town
28 Manager, the Municipal Court Judge, Town Attorney, and numerous commissions are directly governed by
29 the Town Council.

30
31 The departments within the Town government administered by the Town Manager are: Administration,
32 Community Development, Engineering, Finance, Golf Course, Police, Public Works and Recreation. In
33 1983, the Town had 50 full time employees. In 2008, the Town has 176 full time employees and 295 part-
34 time employees.

35
36 In 2003, a Facilities Master Plan¹¹ was completed for the Town. The Plan notes that Town Hall, located on
37 Ski Hill Road, contains 11,771 useable square feet and is below standards for average net useable square
38 feet per person. The report concludes that it would not be feasible to remodel the existing building to better
39 accommodate existing and future staff needs (28,756 sf excluding the Police Department). Based on this,
40 the Town constructed a new Police Department facility on Valley Brook Road in 2006. Even with the Police
41 Department vacating Town Hall, the existing building is not designed in a functional manner and could not
42 accommodate future anticipated growth of Town staff without an expansion. Because of this, the Town is
43 considering alternatives in which to locate a new Town Hall. The Town has the option to purchase the
44 current CMC building once the college relocates to its new location on Block 11.

45
46 The Town has its Public Works facilities on Airport Road. These facilities were established in 1979 and
47 include buildings and yards comprising 12.4 acres. The Facilities Master Plan notes that existing buildings
48 comprise 30,720 square feet with an anticipated need for an additional 49,579 square feet by 2020, which
49 could be accommodated on the site with some grading. Other alternatives include relocating some or all of
50 the Public Works functions to another site. In 2005, the Town completed a 26,000 sf bus barn facility
51 comprised of an 8,000 sf barn and 18,000 sf of maintenance area.

52
53 Other major facilities for the Town include the Riverwalk Center on Park Avenue, the Recreation Center at
54 Kingdom Park and the Stephen C. West ice rink on Boreas Pass Road. The Riverwalk Center is discussed
55 in more detail in the Cultural Arts chapter of this plan. The two recreation buildings are discussed in more
56 detail in the Recreation chapter of this plan.

¹¹ Town of Breckenridge Comprehensive Facilities Master Plan, 2003.

1
2 In 2005, the Town completed the Breckenridge Welcome Center at Washington Avenue and Main Street.
3 After the Town purchased the building and started re-construction of it, a log cabin was discovered
4 enveloped by modern remodeling of the building. The Welcome Center showcases the Town's efforts
5 towards environmental protection, historic preservation and cultural arts; and provides information to the
6 public on lodging and events.
7
8
9

10 The Town Vision Plan makes several recommendations regarding Town facilities, including:

- 11 • Coordinate with State and Federal agencies to assure they are aware of local standards in hopes of
- 12 making development proposals from these agencies more compatible;
- 13 • Allocate sufficient funding to assure competitive salaries and investment in public outreach tools, civic
- 14 celebrations and other community functions;
- 15 • Expand the public information program to ensure timely dissemination of information and increased
- 16 opportunities for public engagement;
- 17 • Increase the support of non-profits that provide services to the community; and
- 18 • Work closely with local employers to create employment opportunities and to reach out to youth and
- 19 other segments of the community to involve them in civic issues.

20 21 F. COUNTY GOVERNMENT

22
23 Because Breckenridge is the county seat, Summit County government has long had a strong presence in
24 the community. The County Courthouse was constructed in 1905 and has served as the primary building
25 for County services ever since, housing the administration, finance, human resources, treasurer, clerk and
26 recorder, assessor and attorney services. The other County facilities located in Breckenridge are the
27 Justice Center (expanded in 2005), the South Branch Library (completed in 1996), and the Sheriff,
28 ambulance and road & bridge facilities on County Road 450.
29

30 The 2005 County budget appropriated approximately \$56 million in expenditures for services, including
31 employing 360 full time staff and 114 part time staff members. County services are more rural in nature
32 than those offered by the Town. For example, the County does not provide sidewalks. .
33

34 Many public issues transcend jurisdictional boundaries. For example, transportation, air and water quality,
35 and land use planning are best addressed through agency cooperation. The Town and County both
36 perform similar services within their jurisdictional boundaries (e.g., snow removal). The Town and County
37 will continue to coordinate the provision of many public services.
38

39 G. ELECTRIC POWER

40
41 Electric power for the Breckenridge area is provided by Xcel Energy, Inc. which is based in Minneapolis
42 and serves 11 Western and Mid-Western states. Several aspects of electric power service have
43 significance to this Comp Plan. There is the question of the adequacy of the electric power supply to meet
44 the needs of future growth. There is the question of the assurance of the power source – its reliability.
45 Another concern is the location and design of major facilities, such as transmission lines and substations.
46 Finally, the energy situation requires us to encourage the conservation of power through energy
47 conservation programs.
48

49 Power for the Breckenridge area is derived from several power plants that are all grid tied through various
50 transmission systems throughout the entire country. These are the high voltage (some times referred to as
51 high tension) lines that are much more visual than the lower voltage distribution systems that connect to
52 end users. Energy sources for Xcel Energy include coal, nuclear, gas & oil, hydro, and wind.¹²
53

54 Loads are monitored at the Breckenridge substation and the Xcel Energy Capacity Planning group utilizes
55 this information to forecast load growth and budget for planned upgrades to the system as needed.

¹² Xcel Energy, Inc.

1 At present the substation has 3 feeders that provide electricity to approximately 11,000 customers in the
2 town proper and peripheral areas. At peak, the Breckenridge area demands 50+ megawatts of electricity.
3 Peak loading is in the winter. Current forecasts reflect that another feeder may be necessary by about
4 2010.¹³

5
6 Xcel Energy is preliminarily reviewing available routes and is committed to working with the Town to
7 evaluate what will be the best potential routes to minimize impacts as they get closer to the actual budget
8 and design process. Xcel Energy tries to locate lines in areas that will reduce exposure to outages and
9 provide safe delivery of electricity to the end user. They are required to comply with all federal, state and
10 local rules, laws and regulations governing the installation, operation and maintenance of power lines.¹⁴

11
12 Lines and substations can have a negative impact on an area unless sites are carefully selected to
13 minimize their impact. Design and landscaping can be critical to integrating these facilities within their
14 surroundings. Local overhead power lines can also detract from the aesthetic quality of an area so the
15 Town requires that all new subdivisions and developments install underground electrical distribution lines.
16 The Town also recognizes the need to underground existing lines whenever possible and will continue to
17 work towards that goal.

18
19 In order to facilitate the conservation of energy, the Town has adopted policies in the Development Code
20 that encourage the use of renewable resources of energy as well as structure orientation, additional
21 insulation, and the use of certain architectural elements. Furthermore, the Town is committed to being a
22 leader in regards to energy conservation as demonstrated by the use of bio-diesel fuels and the use of
23 “green” technologies and methods.

24
25 The Town is currently working with other Summit County jurisdictions on new “sustainable building
26 standards”, intended to result in the construction of more energy-conserving homes. The Town also
27 enlisted the services of an Energy Service Company in early 2008 to perform an audit of Town buildings
28 and facilities and to implement improvements (e.g., high-efficiency boilers, lighting replacements) that will
29 dramatically increase the energy-efficiency of Town facilities.

30 31 H. DAYCARE

32
33 There are two major daycare centers in the Breckenridge community. The Carriage House constructed a
34 new 6,800 square foot facility on land provided by the Town in 1995, just north of the Recreation Center on
35 Airport Road. The facility can handle approximately 124 children up to 10 years of age. The center
36 currently serves 108 children and 131 more are waitlisted as of March, 2007. The Little Red School House
37 opened in 1983 and operated on land provided by the Town until 2005. In 2005, the facility moved to a
38 new location on land that the developer of the Vista Point subdivision provided in accordance with an
39 annexation agreement with the Town. The school is a year-round Montessori based pre-school and
40 childcare center that serves approximately 163, children ranging from two to six years (55 more are
41 waitlisted). **The Kinder-Hut day care facility, which provides on-mountain day care for visitors but
42 also serves local families, is scheduled to close in ?????, 2008. As a result, there will be a need for
43 an additional ?? spaces to accommodate local family needs.**

44
45 The availability of daycare services in the community is a concern because the need is greater than the
46 available facilities can serve. INSERT MOST RECENT NEEDS ASSESMENT DATA. For this reason, the
47 Town supports the provision of daycare services in various manners. The Town recently adopted new
48 regulations to ease the provision of in-home childcare.

49
50 In response to the shortage of day care, and because of a desire by the Town to provide adequate day
51 care for Town residents and workers, the Town initiated construction of a new day care facility on Valley
52 Brook Road in 2007, directly across the street from the Carriage House. When completed in 2008, the new
53 Valley Brook day care facility will accommodate ?????.

54 55 I. TELEPHONE

¹³ *ibid.*

¹⁴ *ibid.*

1
2 Wired telephone service is provided to the Breckenridge area by Qwest Communications International
3 Corporation, which has a local office located in Dillon. The company can service the wired telephone needs
4 of the community, with limited upgrading. Wireless cellular telephone service is available and provided by
5 several companies, including Verizon Wireless and AT&T. As with electric power distribution lines,
6 overhead telephone lines can have a blighting impact on residential and commercial areas, and thus all
7 new telephone lines within new development are placed underground.
8

9 **J. SOLID WASTE**¹⁵

10
11 Solid waste collection in the Upper Blue Basin including Breckenridge is handled by several providers, with
12 the primary provider being Waste Management of Silverthorne. The landfill which services the Upper Blue
13 Basin is located north of U.S. Highway 6, two miles west of Keystone. The landfill is on a 430 acre parcel.
14 Currently, the landfill is permitted on 100 acres, with the potential for another 150-200 acres of expansion.
15 It is estimated that the 100 acre site will not reach capacity for 30-40 years. The 150-200 acre expansion
16 should provide another 40-50 years of service. The landfill has a Materials Recovery Facility where
17 numerous recycled materials are collected and shipped out to different national recycling markets. This
18 recycling of materials helps to extend the projected time when capacity will be reached. The landfill
19 collects leachate and sends it to the water treatment plant. The landfill complies with all applicable Federal
20 standards, which are administered by the State.
21

22 **K. DRAINAGE**¹⁶

23
24 The Town of Breckenridge is an increasingly urbanized community. A byproduct of land development is an
25 increase in impervious surfaces and an increase in runoff from rainfall storm events. Many developments
26 within a given drainage basin have changed the patterns of flow, and enlarged the volumes of water which
27 must be disposed of by existing drainage ways. Unless these flow increases are managed properly, they
28 can result in major erosion, water degradation, damage to property, and potential impacts to in-stream
29 habitat.
30

31 The Town of Breckenridge developed a Master Drainage Plan in December 1988, and updated in April
32 1993. Street, storm drainage, flood damage prevention, water quality and sediment transport control
33 standards (Engineering Standards) were developed in 1987 to address the design and implementation of
34 the Town's drainage systems. The Master Drainage Plan's purpose was to identify existing deficiencies
35 and provide recommendations for corrections. This document identified and analyzed the drainage basins
36 affecting the Town of Breckenridge. To date all of those deficiencies have been corrected except for the
37 addition of drainage structures to Main Street. In 2004, the Town initiated the planning process for
38 improvements to Main Street. As part of these improvements, drainage will be evaluated and appropriate
39 measures included with construction.
40

41 The Engineering Standards developed in 1987 provide basic standards for drainage systems in the Town.
42 Any newly developed area is required to meet these standards and therefore provide a functioning
43 drainage system. These standards deal with water quantity and quality.
44

45 Through the investment of the Town in recent years and the adherence to the standards existing for new
46 development, drainage ways operate at acceptable levels and only require maintenance on an annual
47 basis. Changes such as climate or maintenance practices may require re-evaluation of that system to
48 determine if any capitol investment is required by the Town. Routine maintenance should keep the current
49 system functioning within the foreseeable future.
50
51
52
53
54
55

¹⁵ Summit County Engineering Department.

¹⁶ Town of Breckenridge Engineering Department.

1 L. COMMUNITY FACILITIES GOALS AND POLICIES

2
3 Goal

4
5 To provide a timely, orderly, and efficient arrangement of public facilities to serve as a framework for
6 development of the community consistent with long-range community needs.

7
8 General Policies

- 9
- 10 1. Monitor and expand facilities and services in order to maintain an adequate level of service.
- 11
- 12 2. Consider impacts on community facilities before development or annexation requests are approved.
- 13
- 14 3. Require development projects to bear a portion of the cost for needed support facilities.
- 15
- 16 4. The provision of public facilities will be undertaken in a manner that takes into consideration all the
17 elements of this Plan.
- 18
- 19 5. Coordinate with other jurisdictions and agencies to locate facilities where developments are more
20 easily served.
- 21
- 22 6. Growth trends shall be carefully monitored to accurately anticipate the need for future public
23 facilities expansions.
- 24
- 25 7. Coordinate with appropriate agencies to assure that design and location of new facilities are
26 considered in order to integrate them into their surroundings.
- 27
- 28 8. Utility distribution lines shall be located underground in all future developments.

29
30 Water Service Policies

- 31
- 32 9. Consider the acquisition of additional water rights and additional storage.
- 33
- 34 10. Require developments to pay for mainline extensions, with the Town remaining primarily
35 responsible for maintenance and upgrading.
- 36
- 37 11. Limit the provision of additional water service to areas outside of the Town Comprehensive Plan
38 boundaries, and ensure that such services are only provided where public health issues arise or where
39 other important public purposes (e.g., affordable housing) are served.
- 40
- 41 12. Implement conservation methods to minimize water use.
- 42
- 43 13. Ensure adequate water service and conservation through provisions of the Subdivision Ordinance
44 and Development Code.

45
46 Sewerage Policies

- 47
- 48 14. Cooperate with the Breckenridge Sanitation District and other agencies to accommodate growth
49 through proper collection and treatment of sanitary waste.
- 50
- 51 15. Monitor community growth and sewer tap requirements to assure the adequate capacity to meet
52 future service demands.
- 53
- 54 16. Encourage conservation methods and technologies that reduce inflow volume that must be served.

55
56 Educational Policies

1 17. Work with the School District to locate new facilities in coordination with adjacent land uses and
2 community facilities.

3
4 18. Support agencies in meeting the needs of the community, including through methods that lower
5 costs of new facilities.

6
7 19. Coordinate with the School District to assist with the availability of housing for District employees.
8

9 Fire Protection Policies

10
11 20. Coordinate with the Red, White, and Blue Fire District to provide for the community's fire protection
12 needs.

13
14 21. Support the efforts of the District in providing fire protection through adoption of Town regulations
15 regarding fuel breaks, sprinkling and access.

16
17 Town Facilities Policies

18
19 22. Coordinate with State and Federal agencies to assure they are aware of local standards in hopes of
20 making development proposals from these agencies more compatible;

21
22 23. Allocate sufficient funding to assure competitive salaries and investment in public outreach tools,
23 civic celebrations and other community functions;

24
25 24. Expand the public information program to ensure timely dissemination of information and increased
26 opportunities for public engagement;

27
28 25. Increase the support of non-profits that provide services to the community; and

29
30 26. Work closely with local employers to create employment opportunities and to reach out to youth and
31 other segments of the community to involve them in civic issues.

32
33 County Facilities Policies

34
35 27. Coordinate with the County regarding the provision of public services.

36
37 28. Work with the County to provide seamless integration of services, especially regarding
38 transportation and land use planning.

39
40 Electric Power Policies

41
42 29. Convert existing overhead utilities to underground service.

43
44 30. Encourage substations to be located outside residential and intensive commercial districts.

45
46 31. Provide incentives for the conservation of energy through adoption of policies in the Development
47 Code.

48
49 32. Provide leadership regarding energy conservation including the consideration of technologies and
50 methods endorsed by green building standards and retrofit Town buildings to achieve higher levels of
51 energy conservation.

52
53 Daycare

54
55 33. Provide Town support for new and existing daycare facilities in the community.

1
2
3
4
5
6
7
8
9

Solid Waste

34. Support recycling and diversion efforts to extend the life of the landfill.

Drainage

35. Implement the recommendations of the Drainage Master Plan.

36.

Draft January 31, 2008
CHAPTER VI: ECONOMY

Having a healthy economy is critical to the overall welfare of the Breckenridge community. A strong economy provides not only jobs and income for residents, but supplies the revenue necessary to achieve many of the goals in this Comprehensive Plan. In many ways, there is interdependency between the health of the local economy, employment opportunities and housing.

A. HISTORICAL OVERVIEW

The Town of Breckenridge developed in the early 1860's as a service community for the area's gold and silver mines and accompanying exploration activity. Mining and ore processing continued to dominate the local economy for the next half century, and the Town's fortunes fluctuated along with the demand for precious metals and ores. In 1898, dredging activity began along the Blue River accounting for the gravel deposits still visible along the riverbanks. With the end of dredging operations prior to World War II, the economy of Breckenridge came to a near standstill. During the early 1950's, Breckenridge had very few residents and employment was limited to a few commercial businesses, Summit County government, the Climax mine near Fremont Pass, and agriculture.

The 1960s marked the beginning of an economic revival for the Breckenridge area as recreational activities supplemented agriculture and mining as major income generating sectors. In 1961, private investors opened a new ski area at Peak 8 in Breckenridge. The completion of I-70, the Eisenhower Tunnel and the Dillon Reservoir further enhanced the Breckenridge area's attractiveness and continued the drive towards a tourism-based economy. This shows that times can change and although Main Street once had boarded-up windows, it now is a thriving commercial core.

With the downturn of the national economy and especially the State of Colorado during the early 1980's, the Breckenridge economy suffered as well. Similarly, as the national and state economies recovered in the late 1980's, so did the Breckenridge economy. The Breckenridge economy remained strong through the 1990s. An economic slowdown occurred for several years starting in 2001 but the economy recovered and has been robust for the last several years.

In addition to the tourism economy, the second home building market has been a major contributor to the local economy. The "Baby Boomer" generation (approximately 1946 to 1964) is now either reaching retirement or moving into their highest earning years and some of the wealth held by this group is being invested in real estate, particularly in attractive resort locations such as Breckenridge. Thus, even as home construction has declined on the Front Range and in most national markets in 2007, the Breckenridge home construction market has remained strong. The second home building market not only creates numerous jobs in construction, but also creates needs for a number of jobs that support the construction industry (e.g., material supplies, landscaping services, realtors), and the additional need for retail and service commercial uses to serve all these workers. In turn, this creates the demands for more construction to provide workforce housing for these workers.

Given historic trends, it is reasonable to expect that there will continue to be fluctuations in the health of the local economy. In times of state and national economic growth, people will typically have more money to spend on vacations and invest in second homes. In recession times, those expenses are typically some of the first to be cut by households, thus impacting the Town's economy.

In order to provide continuous input on economic related issues, the Town Council implemented the Breckenridge Economic Advisory Committee (BEDAC) in 2006. The main focus of BEDAC is to advise the Town Council on means to sustain, enhance, and monitor the local economy while maintaining the values outlined in the Town's Vision Plan.

1 B. EXISTING ECONOMY

2
3 Since the 1960s, the Breckenridge economy has been characterized by two major factors: the economy
4 is tourist oriented and the economy is dominated by winter activities. In regard to the former, State
5 statistics indicate that 61% of all jobs in Summit County are tourist based.¹ US Census Bureau statistics
6 break this down further, as noted in Table 1, below.

7
8 **Table 1: Largest Summit County Economic Sectors - 2002²**

Sector	Businesses	Employees	Payroll	Sales
Retail Trade	387	3,067	\$59 mil	\$510 mil
Accommodations/Food	195	6,390	\$79 mil	\$226 mil
Real Estate & Rental*	212	1,575	\$35 mil	\$150 mil
Entertain./Recreation	42	5,561	\$66 mil	\$190, mil

9 *Long-term rentals, not accommodations (lodging).

10
11 The US Census Bureau statistics for the Town of Breckenridge (zip code 80424) also show that retail,
12 recreation and accommodation/food are the three largest sectors, although the figures shown fall within
13 broad ranges and are not precise (see Table 2, below). Although the figures are not recent, there is no
14 reason to assume that more recent figures would be significantly different.

15
16 **Table 2: Largest Breckenridge Economic Sectors - 1997³**

Sector*	Businesses	Employees	Payroll	Sales
Retail Trade	136	500-999	\$10-24 mil	\$100-249 mil
Accommodations/Food	89	1,000-2,499	\$10-24 mil	\$50-99 mil
Entertain./Recreation	11	1,000-2,499	\$10-24 mil	\$50-99 mil

17 * Real Estate & Rental information is not compiled by zip code. **More recent data is not available**

18
19 In regard to a winter-based economy, Table 3 below shows the percentage of monthly sales tax revenue
20 collected by the Town. Revenues for summer months have slightly increased as a proportion of the year-
21 round economy.

22
23 **Table 3: Breckenridge Monthly Percentage of Annual Sales Tax⁴**

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
1999	11.8	13.3	16.4	7.0	3.4	5.6	7.9	6.9	5.9	3.9	4.9	12.8
2000	11.2	13.3	14.9	7.6	3.9	6.3	7.8	6.6	6.9	4.6	4.8	12.3
2001	12.7	12.8	15.7	7.9	3.7	5.5	7.8	6.9	6.2	4.3	4.9	11.4
2002	12.2	12.8	17.0	6.3	3.6	5.8	7.9	7.2	5.7	3.7	4.8	13.0
2003	11.8	12.9	15.6	6.1	3.5	5.8	8.2	7.5	6.0	3.5	5.4	13.7
2004	11.3	12.1	13.9	7.1	3.3	5.5	8.8	7.6	5.9	4.2	5.2	14.7
2005	11.3	12	14.8	5.9	3.2	5.8	8.5	7.6	6.3	4.2	5.2	14.9
2006	11.4	12	14.3	7.2	3.1	5.5	8.2	7.5	6.4	4	5.9	14.8

¹ State of Colorado, Department of Local Affairs, 2002 Employment and Income Summary by Base Industry Group – Summit County.

² US Census Bureau.

³ US Census Bureau.

⁴ Town of Breckenridge Finance Department.

1 Although, when the months are grouped seasonally, the percentage of winter revenues has basically not
 2 changed in recent years; see Table 4 below.
 3
 4
 5

Table 4: Winter & Summer Sales Tax (%)

	Winter	Summer
1999	66.2	33.8
2000	64.1	35.9
2001	65.4	34.6
2002	66.1	33.9
2003	65.5	34.5
2004	66.1	33.9
2005	67.0	33.0
2006	67.3	32.7

*Winter is Nov – April.

6
 7
 8
 9 The secondhome and investment property market in Summit County has become an economic driver
 10 approaching the level of tourism (see Table 5, below); and may soon overtake winter tourism (as has
 11 already occurred in some other resort communities in Colorado). Second home-owners also contribute
 12 to the local economy, which has three major components (tourists, residents, and second homeowners).
 13
 14

Table 5: Summit County – Base Analysis by Economic Driver for 2002⁵

Driver	Spending	Percent
Winter Visitors	\$632 mil	39.3
Second Homes	\$517 mil	32.2
Residents	\$193 mil	12.0
Summer Visitors	\$185 mil	11.5
Other	\$79 mil	5.0

15
 16
 17 In order to better understand the dynamics of the Breckenridge economy, the Town has commissioned
 18 and participated in several studies. The Town of Breckenridge was one of the mountain community
 19 participants in the 2006 study, “Transitions in Mountain Communities: Resort Economies and their
 20 Secondary Effects” conducted by Northwest Colorado Council of Governments (NWCCOG). This study
 21 identified economic drivers including visitors, income, and the number of jobs generated from second
 22 homes in resort communities. The information gathered has been further studied by NWCCOG to
 23 determine trends and provide information to elected officials and staff to aid in planning for the future
 24 needs of mountain resort communities. In addition, this study focused on the impact of second homes on
 25 the local workforce and workforce housing. A summary of findings for the entirety of Summit County
 26 (Summit County, Breckenridge, Frisco, Silverthorne, and Dillon) were:

- 27 • The percentage of homes owned by second homeowners decreased slightly, from 67% in 2003 to 65%
 28 in 2006.
- 29 • Summit County second homeowners spend an average of 68 days a year at their properties – the
 30 highest annual average in the region.
- 31 • Second homeowners in Summit County spend an average of 26 days at their properties during ski
 32 season, and 19 days in July and August.
- 33 • Summit County has the second highest number of visits during the shoulder seasons, after Grand
 34 County (11 days April through June, and 12 days September through November).

⁵ Lloyd Levy Consulting with Hammer George Associates for “The Social and Economic Effects of Second Homes” 2004, Northwest Colorado Council of Government.

- Of all counties in the study, Summit has the highest percentage of homes owned by second homeowners, followed closely by Grand County (64%).
- 76% of second homeowners in Summit County said they consider their property a vacation home.
- In Summit County, the top three reasons second homeowners purchased their properties were slightly different in 2006 than 2003, with the third and fourth reasons changing places.

<p>In 2003:</p> <ol style="list-style-type: none"> 1. Recreational amenities – 85% 2. Proximity to ski resort – 82% 3. Scenery/surroundings – 76% 4. Intend to vacation here for years – 63% 	<p>In 2006:</p> <ol style="list-style-type: none"> 1. Recreational amenities – 80% 2. Proximity to ski resort – 79% 3. Intend to vacation here for years – 69% 4. Scenery/surroundings – 64%
--	--

In 2001 the Town commissioned BBC Research & Consulting to analyze commercial and retail trends and performance. Their report, entitled “The Town of Breckenridge Retail Market Analysis”, offered the following conclusions:

- Over the past decade, neither the Town’s sales nor accommodations business has shown substantial growth over the pace of inflation.
- The Breckenridge economy (as well as most resort economies) is largely based on visitors, real estate and residents.
- There is a trend toward losing revenues to down-valley migration as escalating real estate values push workers out.
- While visitors are one component of the economy, the increase in Breckenridge skier numbers has not resulted in an increase in the health of the Town’s economy. The health of the Town’s economy has been based more on the rise in population and employment because the rate of increase has been larger for these sectors than it has been for skier counts.
- Because nation-wide skier numbers have been stagnant for twenty years, Breckenridge must compete against the other ski resort communities to capture a larger share (or at least not lose our existing share) of a some-what flat market.
- Breckenridge has the second most skier visits but only the fourth largest economy of ski resort communities in Colorado, (see Table 6, below); and
- Breckenridge is not solely a tourist economy due to a baseline of activity provided by residents, second home-owners and employees.

Table 6: Colorado Ski Communities -2007 Averages

	Sales (\$mil) ⁶	Skier Visits ⁷
Aspen	604	618,114*
Vail	488	1,566,345
Steamboat Springs	558	1,007,345
Breckenridge	300	1,464,642
Telluride/Mt. Village	162	360,340
Snowmass Village	129	719,157
Winter Park/Fraser	127	982,692
Crested Butte/Mt. Crested Butte	92	368,782

*Ajax, Highlands, Buttermilk

As is noted above, the Breckenridge economy depends heavily on sales taxes. Table 7, below, compares the various sectors of the local economy that generate sales taxes. As can be seen from the table, retail has now surpassed lodging rentals as the largest sector, followed by restaurants and grocery-liquor.

⁶ State of Colorado Department of Revenue website.

⁷ Colorado Ski Country USA website.

Table 7: Sectors of Breckenridge Sales Tax – Annual (\$ mil)⁸

	1996	1998	2000	2002	2004
Retail	55.7	58.4	61.9	63.1	63.7
Rentals	58.2	64.7	66.8	63.7	63.4
Restaurants	43.4	46.3	50.8	49.4	52.4
Grocery-Liquor	26.1	31.4	34.8	35.3	37.1
Utilities	12.9	14.2	17.2	17.9	22.4
Supplies	8.9	10.9	18.4	15.6	21.0

When analyzed on a monthly basis, generally all of the sectors fluctuate with highs during the winter and summer, and lows during the off-seasons. However, some sectors fluctuate much more than others, especially retail and rentals (short-term lodging). Table 8, below, shows the monthly fluctuations for 2004. Data from other years showed similar fluctuations.

Table 8: Sectors of Breckenridge Sales Tax – Monthly 2004 (\$ mil)⁹

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
Retail	7.5	8.3	10.1	4.7	1.5	3.1	5.0	4.3	3.5	2.2	3.2	9.8
Rentals	9.6	10.8	13.5	3.7	0.8	1.9	4.0	2.7	2.1	0.8	1.8	11.2
Restaurants	6.4	6.6	7.4	3.5	1.7	3.1	5.1	4.3	3.1	2.0	2.5	6.3
Groc.-Liquor	3.5	3.7	3.9	2.6	1.8	2.3	3.2	3.1	2.4	2.0	2.0	6.0
Utilities	2.6	2.3	2.3	1.8	1.6	1.5	1.3	1.4	1.4	1.3	1.8	2.6
Supplies	1.5	1.2	1.6	1.1	1.2	1.8	1.6	1.8	2.8	1.9	1.7	2.1

A growing source of revenue for the Town is the one percent Real Estate Transfer Tax that is levied on all real estate transactions. The Town typically uses these revenues to fund capital improvement projects (e.g., street improvements, construction of affordable housing) that benefit the community. **Insert new table below:**

In recent years, average annual unemployment rates for Summit County have been consistently below the State and national rates; (see Table 9, below). While many factors can affect the unemployment rate, it can be assumed that the local economy is relatively strong when compared to the State and Nation.

Table 9: Average Annual Unemployment Rates (%)¹⁰

	2001	2002	2003	2004	2005	2006
Summit Co.	2.7	4.3	5.0	4.3	3.8	3.2
Colorado	3.7	5.7	6.0	5.6	5.1	4.3
Nation*	4.7	5.8	6.0	5.5	5.1	4.6

*National figures are from US Department of Labor.

When looked at on a monthly basis, the unemployment rate for the County fluctuates more than the State, with relatively large increases in May and June during 2006. Furthermore, the County's unemployment

⁸ Town of Breckenridge Finance Department.

⁹ Town of Breckenridge Finance Department.

¹⁰ State of Colorado, Department of Labor and Employment website

1 rate is lowest in the winter months, (see Table 10, below), which is when unemployment generally is
 2 highest in most jurisdictions.
 3
 4

Table 10: Monthly Unemployment Rates (%)¹¹

		Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sep.	Oct.	Nov.	Dec.
2001	SumCo.	2.1	1.9	2.2	2.1	3.9	2.6	2.1	2.1	2.3	4.4	4.2	3.3
	Colo.	2.9	2.9	3.0	3.0	2.9	3.6	3.6	3.8	4.0	4.44	5.1	5.3
2002	SumCo.	3.8	3.7	4.0	4.1	6.4	4.9	4.0	3.9	3.9	5.0	5.2	3.5
	Colo.	6.0	6.2	6.1	5.8	5.3	6.0	5.7	5.7	5.6	5.5	5.7	5.7
2003	SumCo.	4.2	4.0	4.2	5.0	8.0	6.4	4.9	4.6	4.8	6.0	5.1	3.4
	Colo.	6.4	6.3	6.5	6.3	5.9	6.4	6.1	5.9	5.7	5.5	5.8	5.7
2004	SumCo.	3.9	3.7	3.9	3.8	6.0	5.1	4.3	4.0	4.3	4.9	4.4	3.6
	Colo.	6.5	6.1	6.2	5.5	5.3	5.8	5.4	5.2	5.2	5.2	5.3	5.4
2005	SumCo.	3.4	3.4	3.5	3.9	5.8	4.5	3.9	3.4	3.7	4.3	4.0	3.7
	Colo.	5.6	5.7	5.7	5.2	5.1	5.3	5.1	4.8	4.8	4.5	4.7	4.6
2006	SumCo.	3.1	2.9	2.8	2.9	4.6	3.7	3.3	3.0	3.0	3.4	3.0	2.7
	Colo.	5.0	4.6	4.6	4.3	4.3	4.7	4.6	4.3	4.0	3.8	3.9	3.9

5
 6 **C. STRATEGIES**
 7

8 The 2002 Breckenridge Vision Plan identified the top two priorities for the Town as “community character”
 9 and “economic viability/sustainability”. The Vision Statement within the plan contains a clause calling for a
 10 “strong and sustainable year-round economy” as a long-term goal of the Town. There are several key
 11 elements to achieving this goal. The Town is seeking to fill out the two shoulder seasons (late Spring and
 12 early Fall) when visitors and tax revenues decline, as well as growing the summer season. One method
 13 to do this is to attract more visitors during these periods. The Town has a lot of under-utilized rental unit
 14 capacity which could be filled. From a sustainability perspective, this can be a more appropriate
 15 economic development tool than the traditional tool of attracting more businesses with the resulting
 16 impacts to infrastructure and the environment. Another method is to diversify the economy by
 17 encouraging commercial businesses that provide wages greater than traditional tourist-oriented
 18 businesses provide and that serve the needs of local residents and second homeowners. The latter
 19 would help reduce “down-valley leakage” of revenue. In conjunction with this, the Town is seeking ways
 20 to get second home-owners to come here more often, as they have evolved into spending more time in
 21 the community - many bring their extended families and use their home as a retreat – and many are
 22 retiring here.
 23

24 Another way to achieve a strong and sustainable year-round economy is to provide new amenities in
 25 addition to recreation. These amenities include the cultural arts and heritage tourism. Amenities also
 26 provide more opportunities for residents, visitors, and second home-owners to participate in the local
 27 economy. The Town believes such amenities make our community more competitive with other resort
 28 communities because tourists – especially aging boomers - are looking for more than just recreational
 29 activities to partake in during their vacations. Additionally, the Town is looking to appeal to a broad array

¹¹ State of Colorado, Department of Labor and Employment website.

1 of visitors, not just destination and day trippers, but families, young adults, teens, tweens, children, and
2 non-recreationists.

3
4 To address providing such amenities and broadening its appeal, the Town has invested in the
5 establishment of an Arts District, where a number of art workshops are regularly held. The Town has also
6 invested in a public art program, which periodically places new pieces of public art in key locations in the
7 community. The Town has made a significant investment in heritage tourism, which attracts a visitor
8 group that typically stays longer and spends more money. Heritage tourism is especially appropriate for
9 the Town to market, because of the authenticity of the historic district. The Town developed a Heritage
10 Tourism plan and has funded the establishment of the Breckenridge Heritage Alliance, a non-profit entity
11 that promotes heritage tourism, plans for historic events (e.g., Kingdom Days, Breck 150), and undertakes
12 historic restoration projects to attract more heritage tourists. One significant upcoming event is the Breck
13 150 celebration, when the Town of Breckenridge has its 150th birthday in 2008. Creating a regional
14 heritage program with nearby communities could attract even more visitors (? not sure if this-regional-
15 should be in here)

16
17 Other ways that the local economy will be strengthened is to find ways to get day-skiers to stay for dinner,
18 drinks, shopping and entertainment; growing the Colorado overnight skier numbers; and strategizing to
19 attract more destination visitors. The Town continues to partner and coordinate with the Breckenridge
20 Resort Chamber, the ski area and other agencies to provide better marketing efforts and guest services in
21 order to attract more visitors, especially the destination visitor who generally spends more money than the
22 typical day visitor. The Town and the Chamber have created a Marketing Vision Plan committee. The
23 Town takes into consideration, the recommendations of the committee in regard to marketing for visitors.
24 Marketing the “brand” of Breckenridge along with our unique and authentic experiences also strengthens
25 the economy. Improved telecommunications and technology is also important in attracting new
26 businesses and visitors to our community.

27
28 Finally, the Town has developed a plan (the Main Street Revitalization Plan) that will re-design Main
29 Street to make it more enticing and pedestrian-friendly. This could help attract more visitors, especially
30 day-skiers after skiing, to visit the commercial core. Suggestions in the Plan include sidewalk
31 improvements, bulb-outs at intersections, street furniture, public art, more appropriate landscaping, and
32 enhanced lighting and signage including wayfinding. Easier access from the parking lots on Park Avenue
33 to Main Street is critical to this concept. The Town is actively working with the ski resort on the planning
34 of the development of the parking lots next to the gondola, with a goal of creating a “breadcrumb trail” (of
35 commercial development) from the future parking structure to Main Street, enticing day skiers to stay in
36 the Town.

37 38 D. ECONOMY GOALS & POLICIES

39 40 Goal

41
42 To have a strong and sustainable year-round economy through partnerships with local businesses, resort
43 operators, and agencies that is anchored by a healthy, vibrant Main Street, and that supports the
44 economic and employment needs of local residents.

45 46 Policies

- 47
48 1. Support new activities, which provide year-round or off-season economic benefits to the community.
- 49
50 2. Analyze the impacts of festivals on the local economy.
- 51
52 3. Encourage a diversified economic base for the community to broaden and improve long-term
53 employment opportunities.

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4. Support the location, retention and expansion of businesses that provide higher-than-average wages.
5. Seek ways to engage second home-owner participation within the community and encourage their more frequent visitation.
6. Provide new amenities, in addition to recreation, including cultural arts, heritage tourism and other amenities that are aimed at a broad array of visitors.
7. Implement the Town's heritage tourism master plan.
8. Continually renew offerings to keep the community attractive and interesting to visitors.
9. Keep the ski resort and supporting community competitive in the national marketplace.
10. Develop and implement strategies that encourage day-skiers to spend time in the community after skiing and increase the number of Colorado skiers using overnight accommodations.
11. Work with the Breckenridge Resort Chamber and the Breckenridge Ski Resort to coordinate marketing and guest services in order to attract more destination visitors and other market segments.
12. Explore ideas regarding the "branding" of Breckenridge.
13. Market the amenities of Breckenridge that are unique and authentic (i.e., history, recreation, lifestyle, quality of life, etc.)
14. Continue to pursue the commercial investment in telecommunication and technological infrastructure.
15. Work with the business community to promote the commercial core's sense of place through enhanced design, wayfinding and other methods.
16. Enhance Main Street to improve its sense of place and its retail experience.
17. Enhance the access between Main Street and the Watson-Sawmill parking lots.

Draft January 31, 2008
CHAPTER VII: HOUSING

An adequate supply and availability of housing that is attainable to all sectors of the population is critical to the Breckenridge community. As is the case with other topics of this Plan, there is a strong interdependency between housing and other issues, especially the economy, transportation, demographics and community character. Such housing has a variety of labels associated with it, including “affordable”, “attainable”, “employee” and “workforce”. This Plan uses the term “workforce” housing, because the Town believes this term best describes the target of the Town’s housing efforts.

A. HISTORICAL OVERVIEW

The amount and type of housing in the Breckenridge area has closely mirrored the boom and bust cycles of the local economy. During the settlement phase of the Town from 1860-1870, houses were constructed by hand and consisted of simple log cabins that were likely viewed as temporary shelter. The camp phase from 1870-1881 brought more prosperity, which supported a more substantial housing industry including milled lumber for framing and paneling. The town phase from 1881-1920 saw Breckenridge evolve into a transportation and supply center with housing architecture becoming more varied and elaborate in regard to finished materials, along with a local style created by craftsmen. The stabilization phase from 1921-1942 saw a slow pace of development with most new housing consisting of alterations to existing buildings. Then with the virtual end of mining, there was very little new housing from 1943-1960. Finally, the resort phase from 1961 to today, started with ski stylistic housing such as alpine chalets and A-frames, and also the rehabilitation of older houses and the introduction of condominiums.¹ After the initial stages of the resort phase, housing evolved to include large-scale condominiums, town-houses and duplexes, and very large single family houses, with a preponderance towards mountain-style architecture consisting of natural materials and muted colors.

B. EXISTING HOUSING²

The number of housing units in Breckenridge has been steadily increasing since the ski resort opened in 1961; and the numbers have increased for all types of units, except for mobile homes; see Table 1, below.

Table 1: Breckenridge Housing Units

Year	Single Family	Duplex	Multi-Family	Access. & Apartment	Mobile Home	Total
1970	222	-	102	-	-	324
1980	245	26	1,024	-	-	1,295
1990	307	82	2,673	53	5	3,120
2000	657	98	3,364	354	5	4,748
2003	967	234	4,242	369	5	5,817
2006	1,158	294	4,398	373	5	6,228

In fact, the number of housing units in Breckenridge is greater than the number of people who reside full-time in the Town (3,406 residents in 2007). With such statistics, one might assume there is a housing surplus in the community. However, many of these units are rented on a short-term basis to handle the large influx of visitors (Town peak population of 36,157 in 2007); are second homes, which are unoccupied for much of the year; or are occupied by retirees who are increasingly using their Breckenridge home as their primary residence. In any case, the units are unavailable for the workers who live in the area. This can have an impact on many community aspects including: transportation due to the

¹ Breckenridge Handbook of Design Standards for the Historic and Conservation Districts

² Breckenridge Overview

1 high numbers of workers who must commute from outside the community, the natural environment due to
2 traffic dust and noise, community character due to a lack of full-time residents and out migration of age
3 cohorts, and the local economy due to the high cost of living that is driven primarily by high housing costs.
4

5 While the short-term renting of second homes may affect the local housing market, it should be
6 remembered that the second homes provide lodging for the very important tourism segment of our
7 economy. And as is noted in Chapter VI – Economy of this Plan, vacation homeowners are the second
8 largest economic driver in the County, and may soon pass up winter visitors as the primary economic
9 driver as has already occurred in other resort communities in Colorado. Also, they provide a large source
10 of local tax revenue, without placing a large burden on services that the taxes support. So it is important
11 that the Town recognize the contribution of vacation homeowners and that they are a vital to the Town,
12 along with residents and tourists.
13

14 **Table 2: Breckenridge Housing Occupancy (%)³**

Year	Owner Occupied	Renter Occupied	Vacation Home
1989	6	13	81
1993	6	11	83
1998	7	13	80
2003	10	15	75
2006	11	14	75

15 The many amenities in the Breckenridge area make it an attractive place to purchase a home. Since the
16 1990's, housing prices in Breckenridge have been steadily increasing, as more people have desired to
17 own a second home in the area; see Table 3, below. Prices will likely continue to increase again as the
18 Town approaches build-out. (This is further discussed under Trends, below.) As the price of homes has
19 increased, their availability to local workers has decreased to the point where housing "costs are beyond
20 the means of many area residents and workers".⁴ For example, the average medium income for a family
21 of four in Summit County was about \$77,700 in 2006. This roughly translates into the ability to purchase a
22 home of approximately \$250,000 (depending on interest rates, down-payments, etc.). As can be seen in
23 Table 3, the average price of a single-family home in Breckenridge is much higher than what the average
24 family income can purchase.
25

26 **Table 3: Average Listed Home* Prices⁵**

Year	Ave. Price
1990	157,000
1994	256,000
1995	375,000
1996	340,000
1997	424,000
1998	522,000
1999	707,000
2000	803,000
2001	574,000
2004	600,000
2005	726,868

³ Census and 2006 RRC Needs Assessment.

⁴ Joint Upper Blue Master Plan 1997.

⁵ Slifer Smith Frampton.

2006	838,656
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*Single Family Houses in Breckenridge

**In 2005 the standard switched to average sale price from average listing price

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C. NEEDS ASSESSMENT⁶

In order to better address workforce housing, the Town commissioned RRC Associates to document the housing needs of the Breckenridge area. Their findings were included in the Breckenridge Affordable Housing Strategy, which was adopted by the Town Council in May 2000. In 2006, RRC Associates updated the Needs Assessment. Some of the key findings from the recent Needs Assessment included:

- 40% of Breckenridge households were paying in excess of 30% of their income for housing (considered cost-burdened households);
- Between 2001 and 2006, wages did not keep pace with housing prices in the County;
- An estimated 597 Breckenridge workers commute from outside Summit County; and
- In 2006, about 41% of Town households own their own home.
- Only 15% of the MLS housing listings were affordable to a two-person household earning below 180% Area Median Income (AMI) in Breckenridge.
- The housing market is not providing rentals priced for low-income households (under 60% AMI).
- There is a need for ownership units priced for a variety of income levels (moderate, middle-income and upper-middle households), ranging from 60% AMI to 180% AMI).
- It should be noted that not all commuters want to live in the Breckenridge area. The 2006 Housing Needs Assessment estimates the need for housing units for different household income levels up to 180% of the AMI, in Breckenridge. These need figures were further broken into “catch-up” numbers accounting for the deficit that already existed relating to cost-burdened households and commuters, and “keep-up” numbers accounting for annual increased demands for housing based on growth. The figures in Table 4, below, show the total (catch-up and keep-up) estimated housing needs. The table indicates that slightly over 900 additional deed-restricted workforce housing units are needed to keep up with the demands of residents and local employees through the year 2015, beyond what the housing market is expected to provide.

Table 4. Summary of Workforce Housing Units Needed in Breckenridge*

Total units needed	914
Total rentals needed	314
Catch-up In-Commuters/Residents (<60% AMI)	64
Catch-up Seasonal (2 workers/unit) (<50% AMI)	77
Keep-up (through 2010) (<60% AMI)	84
Keep-up (2015) (<60% AMI)	89
Total ownership units needed (60 to 180% AMI)	600
Catch-up In-Commuters/Residents	396
Keep-up (2010)	99
Keep-up (2015)	105

*Source: Town of Breckenridge Housing Needs Assessment, 2006

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38

In recent years, the Town has been aggressively pursuing the provision of workforce housing in order to address the issues identified above. The Town has partnered with the Summit Combined Housing

⁶ Town of Breckenridge Housing Needs Assessment, 2006.

1 Authority and with private sector developers to ensure that identified housing needs are being targeted.
2 The Summit Combined Housing Authority facilitates workforce housing through down-payment
3 assistance, rental assistance, homebuyer education, monitoring for compliance with deed restrictions and
4 the actual construction of units. The Town has partnered with private-sector developers by providing land,
5 waiving fees, paying for sewer tap fees, transferring Town-owned density and adopting new zoning. Such
6 partnering allows the initial cost and initial price of the housing to be reduced to a level that is available to
7 more workers. In general, the lower the AMI that the housing unit is targeted for, the greater the subsidy
8 that must be provided. As a result of these efforts, the number of workforce housing units within the
9 Upper Blue Basin, has increased dramatically since 1999, as is noted in Table 5, below.

10
11 **Table 5: Upper Blue Workforce Housing Units**

Year	Units
1999	135
2004	388
2007	485

12
13 Table 5 includes any unit that is subject to some form of a deed restriction such as requiring owner
14 occupancy, prohibiting short-term rental, limiting the price appreciation, etc. Deed restrictions regarding
15 occupancy help to keep the units occupied by local workers, which is the intent of the program. Deed
16 restrictions that cap the appreciation of prices help to keep the units affordable for future workers. The
17 best type of appreciation cap is for perpetuity, to avoid the windfall that would result if prices could rise to
18 market levels. Both occupancy and appreciation deed restrictions are critical to workforce housing.

19
20 **D. TRENDS**

21
22 Based on the experience of other resort communities, Breckenridge can anticipate the percentage of
23 vacation homes to increase and the price to continue to increase. These predictions are based on several
24 factors. The baby boomer generation has entered their peak earning years and will be in those years for
25 the next 10-20 years. This will likely lead to a tremendous demand for second homes. Many of the
26 current homeowners in the community purchased their homes when prices were not out of reach. But
27 many of these homeowners will likely cash out their equity and move to where the cost of living is lower.
28 When these homes are sold, they will likely become second homes. To compound the housing situation,
29 many of these home currently serve as de-facto workforce housing, even though they are not deed
30 restricted. In all likelihood, the Town will someday reach the point where the only housing that is
31 affordable to workers is that which is deed restricted.

32
33 There is a limit to how much housing the Upper Blue Basin can support. This limit while somewhat
34 indefinite is based on physical factors such as the capacity of the water system, the amount of traffic that
35 the highways and roads can handle and the impacts to natural resources, and on qualitative factors such
36 as the effects on community character. Based on these factors, plus the density cap and density
37 reduction strategies that the Town and County have adopted, it is estimated that when build-out is
38 reached, there will be 7,770 unrestricted market units and up to 1675 deed restricted units (485 deed
39 restricted units that have been constructed, plus 276 units have been approved for construction, plus 914
40 additional units that are needed based on the 2006 Needs Assessment). The total number of deed
41 restricted units at buildout will be approximately 17% of the housing stock. These restricted units would
42 accommodate approximately 2,980 employees which is roughly 39% of the employees needed to fill
43 Breckenridge jobs at buildout. Approximately 47% of the employees currently working in Town live in
44 Town. In order to maintain the current level and prevent an increase in in-commuters the Town will need
45 to preserve many of the unrestricted units that currently house employees, in addition to adding 914 units.

46
47 A high percentage of vacation home-ownership has other implications for the Breckenridge community.
48 Vacation homeowners tend to have different demographics, values and spending patterns than local
49 workers and tourists. For example, studies show that nationally, vacation homeowners spend 5 times

1 more money on services than on retail goods. The Town Vision Plan addressed this issue under
2 Community Character by setting a goal of 35% resident housing and 65% vacation homes. The idea was
3 to increase the existing percentage of resident housing to a level that seemed reasonable to attain.
4 Vacation homeowners are also tending to participate more in local government - especially as they spend
5 more time in their vacation homes - by being elected to or appointed to commissions and even voting in
6 some jurisdictions.

7
8 As the baby-boomer generation ages, there will be a need for more retiree housing. This is especially
9 the case since people are tending to live longer than previous generations, thereby having many more
10 years of retirement to enjoy. Demographic statistics show the number of retirees is increasing in the
11 Breckenridge community; see Chapter 3 of this Plan. Retirement housing needs to have specific design
12 and locational criteria to function the best. While the Town supports the development of retirement
13 housing by the private sector, the bulk of the Town's efforts will be focused on workforce housing.

14 15 E. STRATEGIES

16
17 The Affordable Housing Strategy was adopted in 2000 and contains several options, which the Town is
18 considering to address the housing needs of the community, including:

- 19 • Identify and land bank sites appropriate for future housing projects;
- 20 • Create opportunities for employers to address housing needs;
- 21 • Fund additional down payment assistance and mortgage assistance programs;
- 22 • Strengthen the accessory unit program;
- 23 • Waive density requirements for workforce housing;
- 24 • Use annexations as a tool for implementing workforce housing;
- 25 • Review requirements for commercial and residential development to see if opportunities for workforce
26 housing exist;
- 27 • Convert existing housing to workforce units;
- 28 • Adoption of a "no net loss" policy for units that operate as de-facto workforce housing; and
- 29 • Implement administrative standards to have consistency in workforce housing standards.

30
31 In addition to the Affordable Housing Strategy, the Joint Upper Blue Master Plan recommends major
32 employers be encouraged to provide housing, especially for their seasonal employees; local governments
33 provide incentives such as land and financing; review of tap fees; and adoption of an absolute housing
34 policy in conjunction with new development. The Breckenridge Vision Plan calls for accessibility for all
35 community members; working closely with the County; exploring partnerships with the private sector; and
36 requiring new development to provide a range of housing densities and styles.

37
38 In November, 2006 Summit County voters approved a ballot measure that created a sales tax for
39 affordable housing purposes and also allowed local jurisdictions to impose an impact fee on all new
40 housing development. Revenues from the sales tax and impact fees are used for building workforce
41 housing in the community. Between these new revenue sources and funds the Town has already
42 committed, the Town now has a sizeable funding stream to pursue construction of workforce housing.

43
44 The Town has identified a number of vacant properties that the Town owns that could be utilized for
45 workforce housing purposes. The vacant Town property that can accommodate the highest capacity of
46 workforce housing is on Block 11. In 2007, the Town undertook a planning effort for the Block 11
47 property, which resulted in the identification of an area to accommodate from 300 to 400 workforce
48 housing units. The first phase of the housing development is proposed at a site south of the Upper Blue
49 Elementary School and adjacent to the police station and Valley Brook child care facility. With the Town
50 providing the land, the development of workforce housing becomes financially feasible for private
51 developers. The Town intends to develop cooperative agreements with private developers to see
52 workforce housing constructed on identified Town-owned sites.

53

1 The Town is also actively involved in a “buy-down” program, where housing units are purchased by the
2 Town, deed-restricted to ensure the units will remain affordable to target AMIs, and then sold at a
3 discounted rate to local workers. Finally, the Town has made a commitment to require a high percentage
4 of deed-restricted workforce housing units in all proposed vacant land annexation requests.

5
6 F. HOUSING GOALS & POLICIES

7
8 Goal

9
10 To have a diversity of permanently affordable housing integrated throughout the community, which
11 provides a variety of housing options to sustain the local economy.

12
13 Policies

- 14
15 1. Assure that workforce housing is permanently affordable and includes a a variety of densities and
16 styles and is accessible to all members of the community, including income levels up to 180% AMI. Strive
17 for consistent deed restrictions and implement guidelines that will facilitate the administration of deed
18 restrictions and the development of new projects while allowing some variation for projects that target
19 different family sizes, income levels, etc.
20
- 21 2. Strive towards achieving 25 to 35% of all housing being resident housing.
22
- 23 3. Support the development of retirement housing by the private sector.
24
- 25 4. Coordinate with the County and Summit Housing Authority regarding the provision of workforce housing
26 and the administration of workforce housing programs.
27
- 28 5. On a regular basis evaluate all of the following strategies and determine which strategies will be most
29 effective given the then-current circumstances (construction costs, AMI, interest rates, buildout, rental
30 vacancies, jobs generation rates, in-commuter rates, etc.). Implement specific work programs and
31 goals based on need assessments and projected effectiveness of the different strategies. The
32 strategies that should be considered include:
33
- 34 • Identify and landbank sites appropriate for workforce housing.
 - 35 • Create opportunities for and partnerships with the private sector, including developers and
36 employers, regarding workforce housing.
 - 37 • Support workforce housing through incentives such as fee waivers, funding assistance, density
38 transfers, supplying land and utility taps, and other methods.
 - 39 • Encourage accessory housing units to serve as workforce housing.
 - 40 • Waive density requirements for workforce housing or transfer density to the projects from
41 density held on vacant Town properties.
 - 42 • Use annexation agreements, the revision of development code requirements, the review of tap
43 fees, and the adoption of land use guidelines as tools to facilitate workforce housing.
 - 44 • Acquire existing housing units and convert them to workforce housing.
 - 45 • Preserve existing market units that function as workforce housing.
 - 46 • Consider adoption of an Absolute Policy or additional incentives to encourage the development
47 of workforce housing with new development.
 - 48 • Pursue the development of deed-restricted workforce housing on identified Town properties.

Draft January 31, 2008
CHAPTER VIII: RECREATION & TOURISM

Recreation is arguably the most common thread shared by the citizens of the community. The Breckenridge Vision Plan states that “recreation resources were identified as a primary attraction for local residents and visitors” and that existing recreation opportunities are the “number one asset of the Town”. Recreation plays an essential role in the well-being of the residents, second homeowners and tourists in our community because it has a positive effect on them physically, emotionally and spiritually. Recreation is also the basis of the local economy. Without the many recreation amenities, there would be far fewer reasons for tourists to visit and for homeowners to purchase second homes here. It is fair to say that without recreation, the Breckenridge community would be quite different from what it is today. In this sense, Breckenridge fits well with the larger Colorado experience, where recreation is also very important – so important in fact, that the State Legislature has required that all comprehensive plans for jurisdictions contain an element on “recreation and tourism” in addition to the standard elements that most plans contain (i.e. natural resources, infrastructure, transportation and land use). For the most part, tourism is covered in Chapter VI – Economy of this Plan.

**A. HISTORICAL
OVERVIEW¹**

Recreation has always been a part of the Breckenridge community although, until a few decades ago, it only provided entertainment and a break from the major reason people were here, namely to work. There are accounts of early citizens (miners, postmen, etc.) using long wooden hand-curved skis as a means of transportation during the months when snow was on the ground. There are also stories of citizens in other Colorado communities using skis for pure recreation, including races in the 1880s. Thus, it is likely that Breckenridge citizens were also recreating on skis at this time. However, until 1910 there was no organized ski facility in Summit County. Then, sometime just after 1910 a ski jump was constructed near Old Dillon. In the 1930s, a “small ski area on Hoosier Pass” operated for a short time. Finally, with the end of World War II, the veterans of the 10th Mountain Division returned to Colorado to start the beginning of the modern ski industry in the State, which included the opening of Arapahoe Basin ski area in 1945.

In Breckenridge, there was a short rope-tow that operated during the early 1950s at Carter Park, which was put up by the local volunteer fire department. It operated two nights per week and cost 50 cents.² Eventually, Breckenridge became the site of the present-day ski area when the owners of a lumber company in Kansas City wanted to log their forest lands and in conjunction decided to open the Peak 8 facilities on December 18, 1961. Not being ski area operators, the ski area was sold after a few years to local investors who had started the Arapahoe Basin ski area. These investors sold the company to Aspen Ski Corporation in the early 70’s, who later sold it to Ralston Company], who eventually sold it to Vail Resorts, Incorporated in 1997.

¹ “Summit: A Gold Rush History of Summit County, Colorado”; Mary Ellen Gilliland; 1980.

² Maureen Nichols.

Along with skiing, there were similar introductions and growth in other recreational activities. Two Nordic centers were developed to accommodate groomed cross-country skiing. The Recreation Center was constructed to offer traditional indoor activities. The Town built two ice rinks to accommodate skaters and hockey players. There have been numerous parks created throughout the community. A 27 hole golf course was established on the north edge of Town. In addition, the numerous soft-surface trails both within the Town and on adjacent national forest lands provide a venue for two of the most popular summer recreational activities: hiking and mountain biking. These trails also offer opportunities for backcountry skiing and snowshoeing in the winter. The community has an stunning recreational flavor that both residents and visitors appreciate. In this regard, the Breckenridge community is not just a niche market and has much more to offer than just the well-known alpine skiing facility.

B. EXISTING CONDITIONS

The Breckenridge community is blessed with a wide variety of both indoor and outdoor, as well as organized and non-organized recreational amenities. To better understand the community needs for recreation, the Town commissioned the Breckenridge Facilities Master Plan, 2003. The plan inventoried existing Town facilities, including those providing recreation, surveyed community citizens, and then projected future needs based on per capita standards and population growth. Much of the information that follows in this section on existing conditions is based on information gleaned from the plan.

1. Alpine Skiing

While there are many recreational amenities and attractions in the Breckenridge area, the single largest draw is the Breckenridge Ski Resort (BSR). With a upper elevation of 12,998', dry snow due to a continental climate, and an average annual snowfall of 300 inches, the ski resort attracts local, state, national, and international skiers and snowboard riders. In general, with some exceptions for low snow years, the ski resort has continually grown its skier/rider visits to the point where it is typically either the first or second most visited ski area in the United States; see Table 1, below.

Table 1: Breckenridge Ski Resort Visits*³

1970	197,684
1972	271,213
1974	441,810
1976	287,005
1978	627,540
1980	195,718
1982	673,129
1984	850,000
1986	940,406
1988	1,071,111
1990	931,413

³ Breckenridge Overview for years 1970-1992; and Colorado Ski Country USA website for years 1994-2005.

1992	1,140,185
1994	1,227,357
1996	1,341,179
1998	1,385,927
2000	1,422,783
2002	1,424,000
2003	1,402,055
2004	1,470,961
2005	1,619,043

*For ski seasons starting in the indicated year.

The ski resort has also continually expanded its skiable acreage. The Peak 8 trails and facilities were opened in 1961, the Peak 9 trails and facilities in 1972, Peak 10 trails and facilities in 1986, and the Peak 7 trails and facilities in 2003. This has brought the ski area to where it currently consists of 2,360 skiable acres. The ski area's permit boundary with the US Forest Service extends from Peak 10 to Peak 5 along the Ten Mile Range, although any expansion of the existing ski area would be subject to a public environmental review process and is not guaranteed. The ski area regularly exceeds **14,500** skiers/riders during holiday periods and weekends after the first of the year, with a daily capacity of over **20,000** daily skiers/riders per day.

In 1997, the ski resort was purchased by Vail Resorts, which owns several other ski resorts and also has interests in lodging and the development and sale of real estate. The Town and the BSR both realize that having a healthy ski resort is good for the Town, and a healthy town is good for the ski resort. To some extent, both entities are dependent upon each other for their success. Because of this, the Town and the BSR have partnered together on several projects of mutual benefit. For example the Town was a financial partner in the funding for construction of the gondola. The Town also supported the proposal in 2005 for the Imperial Express lift to the summit of Peak 8. This lift is the highest in North America and increases the amount of easily accessed ski terrain. A number of issues have been negotiated between the Town and the BSR and solidified through development agreements, such as the redevelopment of the Peak 7 and 8 base areas. The Town intends to continue to partner with and support the BSR on projects and issues of mutual benefit, while ensuring that proposed projects are in the best interests of the community.

2. Nordic Skiing

There are two developed centers for cross country skiing in the Breckenridge area. The Breckenridge Nordic Center is one of the oldest nordic centers in Colorado, originating in 1975. It contains over 32 kilometers of trails for skiing and 16 kilometers for snowshoeing. The ski trails are regularly groomed for both classic and skating skiing. Many of it's the Nordic center's trails are on land leased from the Town in or near the ecologically sensitive resources of Cucumber Gulch. The Open Space Division oversees the monitoring of impacts to the Gulch from the nordic center operation, while

the Recreation Department oversees the concession contract for operating the nordic center.

A report titled Cucumber Gulch Resource Protection & Recreation Plan was prepared for the Town in 1998. The report recommended that the Town complete a recreation plan to determine the appropriate recreational uses in the gulch. Additionally, the report recommended that the Town establish a stewardship presence near the gulch to afford better protection of the natural resources. The Town adopted the Cucumber Gulch Recreation Plan in 2004 and is in the process of implementing it. Also, the Town is considering the construction of a building that would accommodate the dual uses of a nordic center and a nature center to be located near the existing Nordic center building. The nature center would house the recently initiated nature series program offering educational opportunities as a recreational/educational amenity.

The Gold Run Nordic Center opened in 2002 at the Town-owned Breckenridge Golf Course. It contains over 20 kilometers of groomed skiing trails and 12 kilometers of snowshoe trails. According to the Upper Blue Nordic Master Plan (Phase I) adopted in 2002, this nordic center should be the focus for expansion, as it has significant potential for trails expansion into the Golden Horseshoe area. Because of the nordic center's location at the golf course, the Town carefully monitors impacts to the golf course. The Gold Run Nordic Center is a focus for state and regional competitive Nordic ski events, and there is even more appropriate and extensive mileage and terrain in the Golden Horseshoe area. A goal in the master plan is to enhance nordic skiing in the area to the extent that it becomes regionally significant. This is consistent with the 2000 Vision Plan which calls for attracting more visitors to sustain the economy, as well as preserving natural resources and enhancing recreation thereby adding to community character. Many people appreciate nordic skiing as a quieter way to appreciate the outdoors, as opposed to alpine skiing. The lack of transit service to the nordic center is a concern in relation to the potential growth and development of the center.

The Town Council together with the Breckenridge Resort Chamber are committed to making the Breckenridge area a destination for nordic skiers. This is based on the idea that quality nordic skiing provides an amenity for residents and visitors alike and adds to the diversification of the local economy. The Town is exploring co-branding/cross-marketing opportunities with the Town of Frisco's nordic center

Finally, there are many skiers, snowboarders and snowshoers who prefer to venture out on their own away from any organized alpine or nordic ski area, instead using the roads, trails and mountains during the winter, seeking more solitude and/or a backcountry experience. The multitude of trails and surrounding public lands provide easy access for these undeveloped recreational pursuits.

3. Recreation Department

The Town Recreation Department operates as a unified, one-stop-shop recreation provider for the community. The department provides many different types of recreation. The following are some of the larger amenities. In addition, the department is involved directly with other recreational activities listed in this chapter, such as nordic skiing.

a. Recreation Center

The Breckenridge Recreation Center was opened in 1991. It is comprised of 72,856 square feet and houses many kinds of amenities including a swimming pool, hot tub, sun deck, gymnasium, tennis courts, exercise equipment, running track, rock climbing wall, physical therapy room, child care room, meeting rooms and studios. The center is used by residents and tourists alike and had **259,229** total visitors in **2004**, setting a new attendance record; see Table 2, below. The center is already exceeding capacity during several times of the week in peak season. The Town is considering an expansion of the center by adding 40,000 square feet over 2 floors and adding 85 parking spaces. This would involve a redesign of the entry/front desk, reconfiguration of the 4 outdoor tennis courts and reallocation of existing indoor tennis court space.

Table 2: Rec Center Visitors⁴

Year	Visitors
2001	258,337
2002	245,518
2003	233,714
2004	259,229

The Recreation Department has the intention to deliver facilities that “fit for purpose” and “fit for use”. Facilities that met community needs in the past may no longer be meeting such needs. The department will assess whether investments should take the form of repairs or upgrades.

b. Stephen C. West Ice Arena

The Stephen C. West Ice Arena was completed in 1997 and totals 17,000 square feet. It includes an indoor ice rink with spectator seating, outdoor ice rink, locker rooms and meeting rooms. The ice rink serves public skating, figure skating and hockey leagues and had 60,941 visitors in 2004; see Table 3, below. At this time, there are no plans for further ice skating facilities in the Town. The Maggie Pond also is used for public ice skating, although the pond is no longer maintained for ice skating.

Table 3: Ice Rink Visitors⁵

Year	Visitors
2001	90,722
2002	93,015
2003*	62,260
2004	60,941

*Prior years included non-paid and paid skaters. Closed for 8 days for maintenance, this year only.

The Facilities Master Plan suggested potentially using the ice arena “to form a nucleus of a second major recreational facility center distinct from the Kingdom Park/Recreation Center complex”. Informal surveys indicate the need to explore such a winter sports center or some variation. This would help grow alternative winter sports as a means of

⁴ Breckenridge Recreation Center.

⁵ Stephen C. West Ice Rink.

providing more diversity for residents and visitors. The Town will consider the recommendations of the Facilities Master Plan in regard to future winter sport amenities.

c. Parks

The Breckenridge community has many different types of parks that serve both residents and visitors, ranging from play fields to historic interpretative parks. These are discussed below. It should be noted that the Town has embarked on a collaborative effort with neighboring jurisdictions to assess field needs on a countywide basis, which may affect the identified existing needs as discussed further in this chapter.

i. Kingdom Park

Kingdom Park is located along Airport Road, adjacent to the Recreation Center and comprises 29.01 acres. The park includes softball/baseball fields, soccer fields, tennis courts, a skateboard complex, basketball court, playground and parking for 300 cars. The paved Summit County Recpath which connects with other communities in Summit County, is on the edge of the site and is very popular with cyclists, walkers, runners, in-line skaters, and others. The Breckenridge Whitewater Park is within the Blue River along the east side of Kingdom Park. The Whitewater Park, finished in 2003, consists of twelve features on which boaters can practice. The Breckenridge Facilities Master Plan identified additional outdoor fields for softball, rugby, and soccer as future needs. This is consistent with the Countywide Comprehensive Plan, which notes an existing need and increasing demand for traditional recreation facilities (i.e. ballfields).

ii. Carter Park

Carter Park is adjacent to the Breckenridge Elementary School in the historic district and is on a 8.10 acre site. The park includes a little league baseball field, tennis courts, volleyball court, play structures, an open play field, sledding hill, and an indoor pavilion with BBQ and picnic area.

Carter Park is also the only off leash dog park in Town and it serves as a trailhead providing access to the Town trails system and ultimately the backcountry. There are no plans to expand the park at this time.

iii. Upper Blue Elementary School Park

The Upper Blue Elementary School has a park adjacent to it on a site of 6.8 acres. The park's outdoor facilities includes a little league ball field, an open play field, basketball court and children's play equipment. This park is shared between the School District and the Town through an inter-governmental agreement. There are not any plans to expand this park at this time.

iv. Historic Parks

The Town has acquired and maintains several historic parks for interpretation as well as passive recreation. These are discussed further under the chapter on Historic Character.

v. Vista Point Park

The Town is scheduled to complete the new Vista Point Park at the intersection of Reiling Road and Wellington Avenue. The park land and infrastructure was donated to the Town by the developer of the Vista Point subdivision. The park will have playground equipment and an open field.

vi. Indoor Playspace

Informal discussions with citizens has identified the need for a indoor play space for year-round use. Given the short summer season and diversity of age groups occurring in Breckenridge, the Town will give serious consideration to providing such a facility.

d. Recreation Programs

Recreation programming is a vital service for our community, including tourists/visitors, as we are responsible for delivering recreational opportunities that meet a wide variety of leisure needs. These needs include learning experiences, competitive experiences, physically or mentally challenging experiences or simply relaxation and social needs. The Town Recreation Department program for moms and tots, children, teens, young adults, mature adults, families, residents and visitors. Structured programs often seek to move people beyond their normal day-to-day activity. The Town is turning its focus more toward using group activity programming to introduce people to our natural outdoor resources to provide a range of recreational experiences. The goal is to help people feel comfortable with the situations they may encounter on trails if they are on their own -- building confidence in exploring the outdoors with others or individually. The other area of emphasis for the Town's recreation programming staff will be to create "lifetime activity" opportunities in areas of interest that participants can enjoy for life -- things like dance, gourmet cooking, scrapbooking, etc.

Children's programs are also a focus of Recreation Department activities. Unlike most communities where after school "care" is the responsibility of the schools, the Recreation Department has been a lead provider of this service. Children in Breckenridge are very fortunate to have access to a significant after school program of recreational activities offered by the Recreation Center. These recreational activities provided through the school year are then supplemented by a very diverse range of summer recreational activities through a licensed Summer Day Camp. These two programs provide school-age residents and visitors with a huge range of recreational experiences. The Recreation Department also provide teen adventure activities throughout the year, particularly in the summer. The Town partners with the local schools to provide a winter activities program that exposes local children to Nordic skiing, ice skating (figure skating and hockey), swimming, climbing, etc.

4. Golf Course

The Breckenridge Golf Course, opened with 18 holes in 1985. Nine more holes were added in 2001 for a total of 27 holes on approximately 200 acres, including natural areas and the clubhouse site. The course is one of only a few publicly owned courses designed by Jack Nicklaus. The course includes a club house and driving range. The course has received many awards for how it plays, for environmental stewardship components, and for its operations. Although a golf ball flies farther and straighter here due to the high altitude of 9,324', the course has the second most difficult rating in the

state. The course had 31,921 rounds (visitors) in 2004; see Table 4, below. At this time, there are no plans for further expansion of the course.

Table 4: Breckenridge Golfers⁶

Year	Visitors*
2001	28,406
2002	31,406
2003	32,417
2004	31,921

*Number of 9 or 18 hole rounds.

5. Equestrian Center

The Breckenridge Equestrian Center is located off Wellington Road southwest of the intersection with French Gulch Road. The facility includes 40 horse stalls, a 25,000 square foot outdoor riding arena, and parking. The facility is privately-run and available to the paying public. The site has access to many miles of trails available to horses in the surrounding backcountry. There have been discussions of expansion and a covered facility in the past. The Recreation Department is working closely with the Board of the Equestrian Center to develop relevant programming in hopes of seeing a much broader participation by residents and visitors. Currently, there are plans to incorporate equestrian programming into the Recreation Center offerings including the summer day camp for children.

6. Open Space

In recent years, the Breckenridge area has experienced high levels of development pressure. Because of this, the citizens of the community feared that there would not be an adequate amount of open space in the area. As a result, in November of 1996, voters in Breckenridge passed a ½ cent sales tax to be used exclusively for open space and trails. The sales tax produced \$1.642 million in 2006. The Breckenridge Open Space Plan, amended in 2007, provides the framework for how the open space revenues should be used. The plan addresses land acquisition, natural resource protection, land conservation values, stewardship and management of open space, and land protection strategies.

The initial stages of the program concentrated on land acquisitions, with a sense of urgency to acquire certain lands before they were developed. By early 2008, the program had spent over \$12 million on the protection of 3,376 acres of land, including over 1,800 acres purchased from the B&B Mine Company. The Town has facilitated these acquisitions by partnering with other agencies, through state grants and especially through sharing costs with Summit County (which has contributed close to \$7 million toward the 3,376 acres of land). Table 5 below summarizes the open space acquisitions of the Town. Some of these lands have been acquired with the intent to exchange them with the US Forest Service to consolidate land ownership, and thereby more efficient land management.

Replace with new table from Open Space Plan

⁶ Breckenridge Golf Course.

Table 5: Breckenridge Open Space Acquisitions

	Acres	Cost (\$)
Breckenridge Owned Solely	169	0.9 mil
Co-Owned w/ Summit County	3,007	
Breckenridge Contribution		10.6 mil
Summit County Contribution		6.7 mil

Although the Open Space program continues to be actively engaged in land acquisition, the program is also moving into a phase of planning, management and maintenance for the existing land holdings. This evolution is consistent with what has happened to other established open space programs in the state. This phase includes master planning the uses for many of the acquired lands and management and maintenance of their associated resources, structures, and trails.

As part of the recreation component of the Breckenridge community, the Open Space program is responsible for constructing and maintaining a trail system that connects with the adjacent trail systems in the County and on national forest lands. In **2004**, the Town trail system consisted of about **30** miles of summer trails, including the paved Recpath. The soft surface trails are used mostly for dog walking, running, hiking and mountain biking. The Town also has control over most of the nordic trails discussed above. Some of these trails are on lands which contain sensitive resources, such as those in Cucumber Gulch. The Town monitors recreational impacts to these resources to protect them. The Town designates which trails are open to what kind of uses in order to reduce conflicts and assure a positive recreational experience. For example, the Town prohibits dogs on most of the trails in Cucumber Gulch, to avoid harassment of wildlife. In 2003, the Town initiated an Adopt-A-Trail and Friends of Breckenridge Trails programs which encourage volunteers to help in maintaining the Town's trails. In 2004, the Town constructed a "freeride" bike park that contains eleven features to challenge the skills of mountain bikers, and additional freeride features are being incorporated into other trails in appropriate locations. The Town has adopted a set of trail standards and guidelines to facilitate consistent trail construction and maintenance for the Town trail crew members, as well as any other entities required to construct trails within the Town.

As was noted above regarding nordic skiing, the Town Council and the Breckenridge Resort Chamber are also committed to making the Breckenridge area a destination for mountain biking. Amenities such as mountain biking add to the diversification of recreational offerings and are consistent with the 2000 Vision Plan in regards to preserving natural resources, enhancing recreation, and adding to community character.

In 2005, the Town and County acquired over 1,800 acres of backcountry land from the B&B Mining Company. Most of this land is within the Golden Horseshoe, an 8,000 acre land area lying between the Swan River and French Creek. In conjunction with the U.S. Forest Service (which controls the majority of land in the Golden Horseshoe), the Town and County worked through an extensive public participation process in 2006 and 2007 that resulted in the development of the Golden Horseshoe travel management plan. The plan identifies the desired future trail system in the Golden Horseshoe, along with the types of users (e.g., motorized, non-motorized) that will be allowed on each trail. The plan also identifies important natural resources and historic resources in the area, and

gives deference to the protection of these resources in order to sustain the Golden Horseshoe's assets.

In addition to the Open Space Program, the Town assures the provision of adequate open space through regulations in the Development Code. A number of open space tracts (totaling 557 acres) have also been dedicated to the Town as the result of development applications, donations, or other means. Some of the Town open space parcels and trails in unincorporated areas are regulated by the Summit County Development Code.

7. Miscellaneous Activities

There are many other forms of recreation that take place in the Breckenridge area. Currently, there is one private company that runs tours of the surrounding area, with snowmobiles and dogsleds in winter and with four-wheel drive vehicles in the summer. Many residents and visitors use snowmobiles, four-wheel drive vehicles, or off-road vehicles, on their own. Many people also use the existing trails and roads in the area for running, hiking, horseback riding, walking their dogs or cycling. Climbing to the summits of the surrounding mountains – the highest being 14,265' Quandary Peak - also is a popular activity during both the summer and winter seasons. Mountain bike tours and clinics are also available in the area. Finally, one of the most popular recreational activities in the area is simply sight-seeing of the beautiful landscapes, whether it be from a trail, road or Highway 9.

C. RECREATIONAL PLANS

Breckenridge has some unique needs for recreation, although they are not necessarily unusual for a mountain resort community. This is partly because of the demographic composition of the community. For example, there are a large number of second homeowners in addition to full-time residents, plus the large number of tourists. There is a growing retirement population, as well as families and empty nesters. Providing recreation for such a diversity of needs is the challenge that the Town is facing. Furthermore, the Town must prioritize needs, as it is fiscally impossible to meet everyone's needs. The Town is working on finding a better balance between winter recreational resources and those in use during the other seasons. The Town recognizes the importance of partnering with the private sector to provide for recreation, and in assuring recreation is available to all segments of the community.⁷

The Breckenridge Facilities Master Plan includes a projection of recreational needs based on population growth. These projections were calculated on assuming a need of 5 acres per 1,000 persons - which is similar to what other recreation-based communities provide – with an assumed 100% resident population and an assumed 50% vacation home population, combined with population growth estimates. Using this method, the plan estimates that although the Town currently has 58 acres of park and recreation land, which was an adequate supply in 2003, it will experience a deficit as soon as 2005, as noted in Table 6, below.

⁷ Breckenridge Facilities Master Plan 2003.

Table 6: Breckenridge Projected Recreational Park Needs

Year	Need (Acres)
2005	4
2010	14
2015	23
2020	40

However, it should be noted that the Facilities Master Plan’s population projections for 2005 and 2010 were higher than the more recent projections that are noted in Chapter III – Population & Demographics, so the projected deficit is likely lower. At the same time, the plan’s population projections for 2015 and 2020 are actually lower than those in Chapter III. Regardless, it can safely be assumed that there will be a deficit of recreational facilities in the near future, as the Town approaches build-out, if the Town doesn’t act to address such needs.

In addition to the quantitative analysis just mentioned, the Facilities Master Plan also conducted a qualitative needs analysis based on surveys of the citizens. While such methods can produce an abundance of needs due to a “wish-list” tendency, the input still has some value, especially when prioritizing needs. Three major needs that were consistently identified as high priorities in the surveys were a movie theatre, performing arts center and another indoor ice rink. The Facilities Master Plan can be reviewed for more details regarding recreational needs.

In addition to the Facilities Master Plan, the Town has recently completed a master plan for the McCain/Block 11 properties at the north end of Town. The approximately site is being master planned to guide future uses, which will include some additional recreational opportunities.

D. RECREATION & TOURISM GOALS & POLICIES

Goal

To provide world class recreational opportunities for a diversity of activities throughout the year, while ensuring they remain affordable, accessible and enriching for visitors and residents alike.

Policies

1. Partner with and support the Breckenridge Ski Resort regarding projects and issues of mutual community benefit.
2. Monitor and manage recreational impacts to sensitive areas.
3. Focus future expansion of nordic skiing at the Gold Run Center, while pursuing the location of a nature/Nordic center at the Breckenridge Nordic Center facility.
4. Develop management plans for Town-owned open space so that the land’s resources are sustained and recreational opportunities are enhanced.

5. Expand and enhance the Town's trail system to further connect with trail systems on adjacent lands and offer a variety of experiences.
6. Consider separating users in heavily used areas and trails.
7. Make Breckenridge a destination for nordic skiing and mountain biking.
8. Help assure the provision of adequate open space through the regulation of development.
9. Update the Trails and Open Space Plans periodically to ensure that the plans remain consistent with community values and consider future community open space and recreational needs.
10. Provide a diversity of recreation for all different ages and ability levels for residents, second homeowners, and tourists.
11. Provide a variety of winter and summer recreational amenities.
12. Work with the private sector and other public agencies to enhance recreation in the area.
13. Identify and provide for future recreation amenities where there is the greatest need.
14. Continually seek public input to determine recreational needs.
15. Consider the establishment of an advisory board to provide ongoing input and support regarding recreation in Breckenridge.
16. Implement the recommendations of the Facilities Master Plan, McCain Master Plan, Upper Blue Nordic Master Plan, Golden Horseshoe Travel Management Plan, the Cucumber Gulch Recreation Plan, the Open Space Master Plan, and the Trails Master Plan.
17. Continue to work cooperatively with Summit County to acquire and manage jointly-owned properties in the Upper Blue Basin.

Draft January 31, 2008
CHAPTER IX: CULTURAL RESOURCES

The cultural arts enrich, stimulate and enhance the aesthetic experience of a community. Art and culture are inseparable, as art is one critical component of an area's culture. Physical art pieces complement the visual element of Breckenridge's identity. Performance art such as music, theatre and dance add to the quality of life for residents and tourists. Art provides opportunities for expression, creativity and education. Art conveys the human spirit and human condition. By virtue of these efforts, the community is a richer place for everyone.

Cultural arts also contribute to the local economy. Visitors are tending to desire additional activities beside recreation while on their vacations. Many visitors prefer to take a break away from constant physical activities and also have discretionary income to spend, thereby adding to local revenues. In this sense, cultural arts provide an important attraction for the community. And with other resorts and nearby communities offering similar attractions, the Town must provide cultural arts to stay competitive.

This chapter examines the cultural arts in the Breckenridge community, including existing conditions and future needs. The different types of art have been categorized in this Plan to facilitate future reference for policy direction. This Plan generally addresses the organized art venues. However, this should not be construed as a complete list of all the artistic venues in the community. A broad definition of "art" could include any creative or aesthetic action that goes beyond pure utilitarian. As such, there are many artistic activities in the Breckenridge community that are not included in this Plan. Furthermore, there are some activities that are addressed in this chapter that are loosely considered as culture or art. There are some amenities that contribute to or could be considered as "cultural", but are addressed in other chapters of this Plan (e.g historic resources are addressed under the Historic Character chapter).

The Town of Breckenridge supports cultural arts several ways. The Town partners with several other organizations regarding the provision of different venues. The Town provides financial support that is used by these organizations to sponsor events. Alternatively, the Town directly sponsors some events. For instance, the annual Town Party is backed financially by the Town.

The Town also provides grants to several non-profit organizations, intended for marketing of events. Oftentimes, these organizations use their events as revenue raisers.

Generally, the Town sees its role in providing for cultural arts as that of offering facilities and staff support. The Town typically does not see its proper role as being a promoter, except in the case of the Arts District, and leaves promotion to other organizations. The Town's ultimate aim is to increase event revenues for all events to the point where each event is self-supporting financially. However, it is recognized that this may not be feasible for every event, and that some events are too important to the community to discontinue even if they never achieve financial self-sufficiency.

A. CULTURAL RESOURCES

1. Breckenridge Public Arts Commission

The Breckenridge Public Arts Commission (BPAC) was established in 1996 to provide guidance to the Town Council regarding public art in the community. The BPAC is responsible for procuring, placing and maintaining public art, facilitating art programming, fostering educational programs and advancing economic growth.

The commission updated the Arts in Public Places Master Plan in 2005. The master plan describes the mission, responsibilities and processes that the Commission uses to provide for art in the community. Table 1, below, shows the Town's public art collection through 2004. It should be noted that some of the pieces were collaborative efforts and were not solely initiated by the BPAC.

1
2
Table 1: Breckenridge Public Art Collection

Year	Art Piece	Artist	Location
1993	Dream of the Miner's Child	Robert Tully	Blue River Plaza
1996	Utility boxes	Various	Riverwalk
1997	Three Cowboys	Stephen Hansen	Gaymon Cabin Info Center
2000	The Nest	Chapel	S. Ridge & Main Street
2000	Going Home	Willie Morrison	Carter Park
2001	Ullr	Richard Jagoda	S. Park Avenue
2001	Acoustic wall panels	5 th grade students	Carter Park Pavilion
2002	Double Axel	David Griggs	Rec Center Lobby
2003	Soldiers of the Summit	Robert Eccleston	East of F-Lot Parking Lot
2003	Acoustic ceiling panels	5 th grade students	Carter Park Pavilion
2003	Chris Ethridge Memorial	Chaz de la Porta	Stephen C. West Ice Rink
2004	Colorado River Rock Bridge	Steuart Bremner	Whitewater Park
2005	Gone Fishin'	Steve Puchek	Blue River near Riverwalk
2005	Kachina Steel	Jack Hill	Sculpture Garden

3
4 In addition to the physical art pieces just noted, the BPAC coordinates several programs and venues such
5 as the Breckenridge Theatre Gallery and the Sculpture on the Blue annual sculpture show, while providing
6 expertise to others wishing to procure public art. The BPAC is also responsible for making
7 recommendations regarding any public art that is proposed to be placed in the Town, including any piece
8 that is subject to positive points during the development review process before the Planning Commission.
9

10 2. Riverwalk Center¹

11
12 The Breckenridge Riverwalk Center was opened in 1993. It contains an amphitheatre with seating for
13 about 750 people, rehearsal rooms, changing rooms, storage areas, a conference room and offices. The
14 amphitheatre is used for music, dance, lectures and other events. The amphitheatre was covered with a
15 tent from Spring to Autumn through the year 2007 and thus was suitable for very few activities during the
16 winter months. In 2007, the Town initiated replacement of the seasonal tent with a permanent roof. The
17 new Riverwalk roof will allow for more comfortable weather conditions, improved acoustics, and can
18 potentially be used in an extended season. Completion is scheduled for summer, 2008. The two major
19 groups that use the Riverwalk Center (and occasionally other venues) for musical performances are the
20 Breckenridge Music Festival and the National Reparatory Orchestra, which are discussed below.
21

22 3. Breckenridge Music Festival²

23
24 The Breckenridge Music Festival (BMF) had its inaugural year in 1980. The festival started out as the
25 Breckenridge Music Institute, but recently has changed its name to the Breckenridge Music Festival. The
26 BMF provides entertainment, music and music education for residents and visitors. The main feature of
27 the BMF is the chamber orchestra that is convened every year and is comprised of about 40 professional
28 musicians who come to Breckenridge for five weeks in the Summer. Most of the musicians return for
29 many summers in a row. Attendance at the **2004** orchestra performances averaged **429** people per
30 concert and has increased an average of **10%** each year from **2000** through **2004**. The BMF also
31 provides other classical music programs such as the Fall-Winter Concert Series; and non-classical forms
32 of music, such as rock & roll. However, recent years' attendance for non-classical events has declined
33 due to competition from other communities and resorts in the area. The BMF also provides music

¹ Breckenridge Events & Communications Division.

² Breckenridge Music Festival.

1 education including music programs for schools in the County, an elder hostel where participants are
2 exposed to all facets of classical music programming, and summer music camps primarily for Summit
3 County children.

4 5 4. National Repertory Orchestra³ 6

7 The National Repertory Orchestra is a full orchestra of about 85 college students who come to
8 Breckenridge for an intensive eight week internship. The eight week session with numerous
9 performances mirrors the experience of one full season with a professional orchestra. In addition to
10 musicians, internships also address production, recording and marketing. The internships are generally
11 only for one summer with new interns arriving each year. Most of the interns then go on to become
12 members of other orchestras. There are graduates of this program in every major orchestra in the country.
13 Local “ambassadors” help the interns deal with temporarily living in an unfamiliar community.
14

15 5. Breckenridge Resort Chamber⁴ 16

17 As was mentioned above, the Town partners with a number of organizations in providing for cultural arts.
18 One of the largest of these groups is the Breckenridge Resort Chamber (BRC), which hosts a number of
19 events. The BRC’s mission extends well beyond events and includes promoting Breckenridge as a world
20 renowned destination resort, ensuring the vitality of the economy and preserving a quality lifestyle.
21

22 In 2001, event staff from the Town and BRC together formed the Breckenridge Events Coordination
23 Group to co-manage events with the overall intent that Town staff would take the lead on operations and
24 execution, while the BRC staff would take the lead on marketing and promoting. This is gradually being
25 implemented for all co-sponsored events. Each summer, the Town and BRC jointly host a number of
26 events, including major events of July 4th weekend, Kingdom Days, Ullr Fest, Labor Day weekend and
27 October Fest (.
28

29 6. International Snow Sculpture Contest⁵ 30

31 The International Snow Sculpture Contest was started in 1990. It grew out of the Town’s annual Ullr Fest
32 celebration of winter. With consistently cold temperatures and plenty of snow, Breckenridge is an ideal
33 location for such a contest. For the first two years the contest was conducted on a Statewide level, before
34 qualifying for international status. In **2004**, there were **12** teams that participated in the contest. Teams
35 compete in carving artistic forms from twenty ton blocks of packed snow. The contest has on “Olympic”
36 atmosphere to it, with teams and their flags appearing at the awards ceremony where medals are
37 bestowed. In **2004**, there were over **100** volunteers contributing about **550** hours of labor to the contest.
38

39 7. Breckenridge Festival of Film⁶ 40

41 The Breckenridge Festival of Film had its inaugural year in 1980. The festival has evolved into four full
42 days of film showings in June, ranging from Hollywood first releases to independent short films. Awards
43 are presented in a number of film categories as well as professional categories. The festival also provides
44 informal opportunities to meet actors, producers, directors and other film professionals. Additionally,
45 forums with interviews and discussions take place with film-makers and stars. Community volunteers
46 assist the festival participants by being hosts and providing local knowledge and assistance.
47

48 8. Backstage Theatre⁷

³ Breckenridge Events & Communications Division.

⁴ Breckenridge Resort Chamber website and Breckenridge Events & Communications Division.

⁵ Breckenridge Events & Communications Division

⁶ Breckenridge Festival of Film website.

⁷ Backstage Theatre website.

1
2 The Backstage Theatre started out giving melodrama performances in bars and restaurants and survived
3 by “passing the hat” for 2 years before being incorporated in 1976. The company performed in a 74 seat
4 theatre until 1980. From 1980 to 2000, a theater was used in the Village at Breckenridge on Park
5 Avenue. The company was without a primary theatre building from 2001 through 2002 and used several
6 venues around the county. In 2002, the Town of Breckenridge purchased the Shamus O-Tool’s bar on
7 Ridge Street and spent almost \$300,000 renovating the building into a multi-use 100 seat theatre. In
8 2004, the Backstage Theatre funded and constructed a “backstage” addition for the theatre and currently
9 leases the building from the Town for their performances. The company generates revenues from box
10 office receipts, grants and fund raisers.

11
12 C. CULTURAL ARTS PLANS

13
14 1. Breckenridge Year-Round Performing Arts Center Feasibility Study

15
16 In 2000, the Town convened the Breckenridge Year-Round Performing Arts Committee to consider the
17 feasibility of a year-round performing arts center. The committee hired Webb Management Services, Inc.
18 to conduct a feasibility study⁸. The study analyzed the market area, potential uses, impacts and benefits,
19 and offered conclusions and recommendations. Some of the study’s major conclusions included:

- 20 • Visitors, both summer and winter, are becoming more likely to participate in cultural activities.
- 21 • The physical limitations and access issues involving existing cultural facilities are inhibiting
22 organizations and audiences.
- 23 • Opportunities for economic development associated with a cultural center are outstanding.
- 24 • Improvements are recommended to the Riverwalk Center including audience amenities, storage
25 and sound.
- 26 • An indoor proscenium theatre with 400 seats is recommended that would support theatre, dance,
27 music, film and conferences.
- 28 • An art production center located at a non-Breckenridge site to contain a 150 seat studio theatre,
29 rehearsal rooms, production facilities and classrooms.

30
31 The Town has and will continue to consider the recommendations of the study in making decisions
32 regarding cultural facilities.

33
34 2. The Arts District of Breckenridge Master Plan⁹

35
36 The Town adopted the Arts District of Breckenridge Master Plan in 2005. The district covers nearly an
37 entire block of the commercial core at the corner of South Ridge Street and East Washington Avenue.
38 The plan outlines the future siting and intensity of proposed buildings as well as their intended uses. The
39 intent of the plan is to slowly, over time, develop an arts campus that will provide an additional layer of
40 activity in the downtown. The Town intends to gradually implement the recommendations of the Arts
41 District of Breckenridge Master Plan, as financing becomes available and as demand warrants. The
42 district has become a draw for visitors and thus contributes to the local economy. It also provides more
43 activities for residents, contributing to their quality of life. The district hosts art workshops and provides
44 venues for a variety of performances and cultural events. Visitors and residents can attend art workshops
45 or observe artists at work. The primary buildings currently utilized in the Arts District are the Breckenridge
46 Theatre (performance art and a rotating art gallery), the Robert Whyte House (main venue for Arts District
47 workshops), and the Tin Shop (short-term upstairs residence for guest artists with downstairs studio
48 space). Two new buildings, the historic Fuqua Livery Stable and the Quandary Antiques Building, will be
49 available in the Arts District to host events in the summer of 2008.

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⁸ Breckenridge Year-Round Performing Arts Center Feasibility Study, 2000.
⁹ Arts District of Breckenridge Master Plan, 2005

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F. CULTURAL ARTS GOALS & POLICIES

Goals

- 1. Improve the community experience for residents and visitors by offering diverse and affordable cultural programming.
- 2. Promote Breckenridge as a year-round cultural center for the region.

Policies

- 1. Differentiate Breckenridge from other resort communities through the provision of cultural arts and events.
- 2. Celebrate specific attributes of the community through public events and public art.
- 3. Partner with local businesses and organizations to support and promote cultural resources and events.
- 4. Continue to directly sponsor cultural events, on a limited basis.
- 5. In general, offer facilities and staffing support, but not the promotion of cultural programs and events.
- 6. Work towards a goal of having each event evolve to be financially self-supporting, although continue support for important events that do not achieve financial independence.
- 7. Support the Breckenridge Public Art Commission in implementing the Arts in Public Places Master Plan.
- 8. Consider recommendations from the Breckenridge Public Art Commission regarding the placement of public art, including pieces that receive positive points through the Development Code.
- 9. Periodically consider conversion of the Riverwalk Center or the construction of a new building to establish a year-round performing arts center.
- 10. Co-manage events with the Breckenridge Resort Chamber, with the Town generally conducting operations and the Chamber generally conducting marketing.
- 11. Based on financial feasibility, implement the Arts District of Breckenridge Master Plan.
- 12. Establish cultural programs for youth.
- 13. Encourage the support of local and regional artists whose works reflect and celebrate the character and quality of life exhibited by the community.

CHAPTER X: HISTORIC CHARACTER

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4
5 Throughout its history Breckenridge has endured booms, busts, and changes. In 1859
6 gold was discovered in the Blue River Valley on the western slope of the Colorado
7 Rockies, and a small town site that would become Breckenridge was founded along the
8 banks of the Blue River. In the early years, Breckenridge was an isolated, raucous
9 mining camp serving hopeful prospectors who poured into the valley. They came in
10 masse seeking their fortune in the Colorado high country. Log cabins, shanties, and
11 tents were quickly erected and built more for function than elegance. Life revolved
12 around hard work as miners searched frantically for free accessible gold.

13
14 Spectacular riches were discovered during this gold rush of 1859 and downtown
15 Breckenridge was a thriving center of activity, providing a variety of community services
16 and attractions. Despite the initial burst of activity, the 1859 gold boom was short lived.
17 By 1862, miners began returning east to their homes. The civil war and increased
18 difficulty in finding accessible gold cleared the mining camps. Large mining companies
19 consolidated holdings leaving only a handful of resilient lone prospectors. The pace
20 slowed and the community eased into a quieter period. But, this would only be
21 temporary.

22
23 Discovery of silver in 1879 in nearby gulches would usher in another wave of fortune
24 hunters. Merchants and professionals again poured into Breckenridge to support a
25 growing lead and silver boom. Innovators and entrepreneurs employed new hardrock
26 techniques to mine previously inaccessible gold. The town's location would prove
27 fortuitous, with plenty of room to grow, and away from rock and avalanche hazards that
28 would doom other rival mining camps. More permanent and substantial structures
29 appeared and in 1880 Breckenridge incorporated as a town. The railroad arrived in 1882
30 and Breckenridge grew with vigor to accommodate a bustling population of over 1,500.
31 Once again, Breckenridge was a vibrant community, and it reigned as queen of the
32 Summit County gold, silver, and lead mining towns.

33
34 The community prospered during the 1880s as local businessmen, entrepreneurs, and
35 affluent families participated in commerce, public service, and social activities. During
36 the 1880s, many of the community's most prominent families arrived in Breckenridge
37 and they were instrumental in the evolution of the isolated mining camp into a more
38 refined community.

39
40 Breckenridge would remain a prosperous frontier mining town for many years. But, by
41 the turn of the century, the local mining technology had shifted primarily to dredge
42 mining, which employed relatively few people. The population began to drop from the
43 heyday of the 1880s to less than 1,000 at the turn of the century. The population and
44 economy would continue to decline during the era of the Great Depression. Other
45 national priorities would eventually contribute to the final demise of the local mining
46 industry. The last gold dredge shut down in 1942 as resources and attention shifted to
47 the war effort. The Breckenridge population dropped to fewer than 300 people, and over
48 80 years of mining-related booms and busts came to an end. Fortunately, Breckenridge
49 never became a ghost town. Instead, it remained a somewhat isolated, quiet, small
50 town, relatively unchanged for several decades.

51

1 All that changed in 1961 when the development of the Breckenridge Ski Area ushered in
2 another boom and a new rush began. This time, it was recreation and skiing, and “white”
3 gold that drew new visitors to discover and settle in Breckenridge. With easy access
4 from Denver and spectacular natural amenities, the community boomed again to support
5 this new recreation-based tourism industry. The resident population grew from less than
6 300 in 1961 to over 3,400 in 2006. More than 5,500 housing units were constructed, and
7 today Breckenridge hosts up to 36,000 visitors a day and over two million guests a year.
8 There are diverse restaurants, shops, services, and world-class amenities that now
9 serve visitors and a relatively small permanent population.

10
11 While much has changed, Breckenridge still retains it’s historic character. Breckenridge
12 is still the county seat, and remains the oldest continuously occupied white settlement on
13 Colorado’s western slope of the Continental Divide. Breckenridge has evolved through
14 booms and busts from a rough mining camp into a thriving recreation and tourism
15 destination. It’s rich historical legacy helps distinguish Breckenridge from other
16 communities and is fundamental to its spirit, charm, and prosperity.

17
18 The community recognizes the importance of this legacy, and actively promotes the
19 preservation of historic assets and the celebration of cultural heritage. Many historic
20 resources that represent Breckenridge’s history as a mining town are located outside the
21 municipal boundaries. Mine sites, artifacts, and settlements throughout the Upper Blue
22 Basin backcountry, and beyond, reflect mining, timbering, and railroading history. All of
23 these resources can contribute to a better understanding of Breckenridge. The value of
24 historic resources should be considered at a broad level because history is much more
25 than a local phenomenon.

26 27 **Historic Preservation**

28 Many of Breckenridge’s earliest historic structures survived the boom and bust cycles.
29 Neither economic nor demographic conditions warranted significant reinvestment or
30 redevelopment during the mining era. Until the advent of the recreation and tourism
31 boom in the 1960s, many of the earliest structures sat relatively undisturbed and
32 unchanged. A strong preservation ethic developed in the community during the 1980s as
33 it became apparent that many of the historic structures could be threatened by the
34 Town’s growing popularity.

35 36 **1. National Register Historic District-Local Historic District**

37 Downtown Breckenridge, including Main Street, has always been the social and
38 economic center of town. In the 1800s Main Street met the needs of miners, and today
39 Main Street is still the commercial heart of Breckenridge with a wealth of restaurants,
40 retail, and office space. In 1980 the National Park Service designated downtown
41 Breckenridge, including Main Street, as a National Register Historic District because of
42 the mining era history that is preserved from 1859 forward. This designation was based
43 on a survey of the structures in the district. The designation of the Breckenridge district
44 provides incentives for historic preservation through Federal tax credits. It also
45 distinguishes Breckenridge from other communities, and the high standards established
46 by the National Park Service serve the community well in marketing and presenting
47 itself. Within the National Register Historic District, the Town recognized a Local Historic
48 District that contains the greatest concentrations of historic structures and most clearly
49 conveys the sense of the town during its earliest phases of development. The local
50 historic district is the focus of the Town’s Handbook of Design Standards.

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2. The Handbook of Design Standards

In 1992 the Town of Breckenridge completed the Handbook of Design Standards for the Historic and Conservation Districts. This Handbook provides for the preservation of the town's historic character through a design review process and design criteria for historic structures and new development. All new development proposals and any alterations proposed to historic structures in the Historic and Conservation Districts are required to be evaluated against these criteria. Historically, Breckenridge was a "rough" town, built for function, not for elegance, and this sense of a rustic western mountain town character is the essence that these design standards seek to preserve.

3. Certified Local Government

In 2000 the Town of Breckenridge received certification from the Department of Interior, National Park Service, as Certified Local Government. Under the program the Town of Breckenridge assumed responsibilities related to the implementation of the National Preservation Act that would otherwise be performed by the State Historic Preservation Officer. This certification insures local participation, good local expertise, and provides some funding and economic incentives for local historic preservation projects.

4. Local Landmark Designation

In 2001 Breckenridge implemented a local landmark program. This program provides additional protection for buildings or structures of particular historic significance. Density bonuses provide the incentive for property owners to landmark structures. Once landmarked, demolition, either intentionally or by neglect, becomes more difficult. As of 2005, twenty-two historical structures have been certified and protected as local landmarks.

5. Education and Heritage Tourism

Breckenridge is actively involved in a variety of educational programs, projects, and interpretive sites that ultimately promote historic preservation. These programs, projects, and sites create opportunities for visitors and residents to visit authentic sites and learn more about the community's history. Interest in cultural and heritage tourism continues to grow and the Town has contributed to the development of numerous sites and programs, including:

- Self-guided walking tours
- Mine site inventories, historic structure surveys, cultural resource surveys
- Valley Brook Cemetery Master Plan and restoration
- Oral history series
- Barney Ford House Museum
- Edwin Carter Museum
- Alice G. Milne Park
- Rotary Snowplow Park
- Iowa Hill Hydraulic Mine Site
- OK Gaymon Bungalow
- Breckenridge Welcome Center
- Fuqua Livery Stable
- William Harrison Briggles House
- Robert Whyte House

- Tin Shop

The Town also continues to collaborate with other entities involved in preserving, interpreting, and sharing Breckenridge history. The Town is working cooperatively with the County to preserve historic sites in the Golden Horseshoe area between the Swan River and French Gulch. The Golden Horseshoe area was the focal point of mining and considered the “industrial engine” that drove the Town’s economy prior to the 1960s.

In an effort to better understand the Town’s needs and actions it could take in further implementing heritage tourism, in 2006 the Town contracted with heritage tourism specialists to develop a plan. The resulting document, titled “Breckenridge 150: A Springboard for Heritage Tourism” outlined a series of actions the Town should take. One of the highest priorities identified was to develop a celebration in 2009 for the Town’s 150th anniversary. Another high priority recommendation was the establishment of a non-profit entity to spearhead all heritage tourism activities in the Town. The Town followed up on this recommendation by providing the funding to start the entity, called the Breckenridge Heritage Alliance, which was established in late 2006. The Alliance now handles most aspects of heritage tourism in the Town, including the staffing of historic sites, promotion and marketing of historic attractions, restoration and interpretation of historic sites, and planning for special historic events such as Kingdom Days.

HISTORIC RESOURCES GOALS AND POLICIES:

GOALS:

Preserve and enhance the character of Breckenridge as an authentic, historic mountain mining town.

POLICIES:

1. Promote historic preservation projects and encourage adaptive reuse of historic structures through education, regulations, and incentives.
2. Document, inventory, and survey historic resources and landmarks.
3. Prioritize and facilitate historic preservation projects based on historic significance and integrity.
4. Encourage partnerships and collaborations that promote historic preservation.
5. Utilize best management principles including the Secretary of Interior Standards for rehabilitation, restoration, and preservation of historic structures.
6. Pursue available grants related to historic preservation projects to leverage local investment.
7. Consider and evaluate strategies for protection of historic resources both in and out of the Historic District, as well as throughout the Upper Blue Basin and in particular the backcountry and the Golden Horseshoe mining district.

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8. Preserve burro barns and other secondary structures, which contribute to the sense of a rustic mining camp.
9. Protect and enhance the setting and context of the historic district.
10. Promote heritage tourism in the Town and support the efforts of the Breckenridge Heritage Alliance.

CHAPTER XI: COMMUNITY CHARACTER

Breckenridge is a cohesive and diverse community where residents and visitors experience an historic mountain town with characteristic charm that offers a safe, friendly and peaceful atmosphere where individuals can live, work, play and raise a family. (Breckenridge Vision Plan, 2002)

The 2002 Breckenridge Vision Plan identified community character as the number one issue for consideration in plans, developments, and decisions that will affect the future of Breckenridge. There is concern that Breckenridge has reached an important crossroads where, without careful balance, the growth and changes that may be necessary to sustain a viable tourism based economy could threaten the health, integrity, and character of the local community. For this reason, this new chapter has been included in this Breckenridge master plan, specifically to explore the fundamental elements of community character and to consider how the community's character can be preserved and enhanced. The overarching goal of this master plan is to insure that Breckenridge remains a "real" community with distinctive character that is a great place to live, as well as a great place to visit.

Today, Breckenridge is a popular year round vacation destination that enjoys a healthy, resort economy. Breckenridge is also a small community and home to approximately 3,000 year-round residents. Guests and residents enjoy Breckenridge because of its small town atmosphere, vibrant economy, well-preserved historic character, spectacular setting, and many recreation opportunities and amenities. These elements distinguish Breckenridge from other communities and are fundamental to Breckenridge's charm, popularity, and prosperity. These elements also reflect the values and character of the community, and should be preserved and enhanced through public policies and goals.

This master plan includes a variety of goals and policies that to some degree overlap to influence and contribute to the character of the community. For example, transportation policies encourage safe, sustainable systems that contribute to a peaceful uncongested small town atmosphere. Land use policies encourage appropriate land use, density, design, and scale that also promote the small town atmosphere. Natural resource policies promote a healthy natural environment, which contributes to the community's prosperity, spirit, and well-being. Housing policies promote a variety of housing options to accommodate a diverse community of residents. Recreation policies promote world-class recreational opportunities that insure affordable and accessible recreation for visitors and residents. Historic preservation policies promote the preservation and enhancement of the historic resources that maintain Breckenridge's unique appearance. The intent of this chapter is to elaborate further on the fundamental elements that define the character of the community and distinguish Breckenridge from other community's: the people who make Breckenridge a town; the built environment that contributes to the small town atmosphere and the historic charm; and the spectacular setting that supports and nurtures the community.

1 **People:**
2 **(The Town)**
3

4 By definition, a community is a group of individuals joined together in a common setting
5 or by interrelated interests and values. The most important element (and the most
6 valuable asset) of any community is the individuals who make up the community.
7 Without them there is no community. Breckenridge has a long history, and throughout its
8 evolution from a small gold mining camp to a world-class destination, diverse individuals
9 have been drawn to Breckenridge. All of them have contributed in some way to the
10 eclectic mix that is Breckenridge today.

11
12 The first nonindigenous settlers in Breckenridge were fortune seekers lured here from
13 the east by discovery of gold in 1859. Breckenridge was a rough mining camp with log
14 cabins, tents, and shanties. The settlement was a noisy, raucous, temporary home to
15 prospectors bound together in a frenzied search for gold. A second wave of fortune
16 hunters poured into Breckenridge again in the 1880s when new discoveries of rich silver
17 deposits lured miners, entrepreneurs, and merchants. Breckenridge residents organized
18 a town government and the population swelled from a couple hundred into the
19 thousands. While Breckenridge was still a raucous rowdy place, with more than its share
20 of dance halls, gambling houses, and saloons, it was developing a sense of permanence
21 and a sense of community. More women and families arrived, and they were
22 instrumental in the evolution of the isolated rough mining camp into a more refined
23 community. With the advent of dredge mining in 1898 the nature of the local mining
24 industry began to change. By 1942 the last of the dredge boats shut down and the once
25 vibrant community lost much of its vitality as the economy languished due to declining
26 demand for precious metals and ores. The population declined to less than 300 and the
27 isolated small community remained quiet and dormant for several decades.

28
29 This changed in 1961 when the development of the Breckenridge Ski Area ushered in a
30 new 'recreation' boom. The ever-resilient community sprang back to life and reemerged
31 to support this tourist-based economy. For several decades an emphasis on winter
32 activities influenced both the economy and the character of the community. Jobs were
33 plentiful in the winter, but they were seasonal and weather dependent. There was a
34 relatively small, free spirited year round population that lived for the winter and survived
35 the off-season. With the advent of snowmaking and more year round recreational
36 activities, the economy grew and a more diversified year round permanent population
37 developed. By the turn of the century Breckenridge had evolved from the 1859 mining
38 camp into a popular vacation destination with a healthy year-round resort economy.
39 Today, a relatively small permanent population hosts over two million visitors a year. The
40 population is a mix of prominent long time local families with roots back to the 1800s,
41 more contemporary long time local families with ties back to the 1960s and 70s, and
42 other permanent and seasonal residents who have been drawn by the opportunities
43 and/or amenities.

44
45 While much has changed over the course of this evolution, the spirit, character, and
46 vitality of the community has always been influenced by the local economy. To a large
47 degree the vitality of the economy has always been influenced by the character and
48 spirit of the people who have lived and participated in the community. The guests who
49 drive the resort economy are an important component and they are discussed more fully
50 in the 'Recreation and Tourism' chapter of this plan, but for the purpose of community
51 character, the focus is the year round and seasonal residents that live and participate in

1 the community. This includes individuals and families who live within the municipal
2 boundaries of Breckenridge, but also those who live just outside the boundaries in
3 unincorporated Summit County. Breckenridge recognizes that all of these individuals are
4 the heart and soul of the community. They are the workforce that supports the resort
5 economy. They provide the vision for the future, and they represent the complex social
6 fabric that makes Breckenridge a distinctive real town.

7
8 Because residents and visitors have different priorities and needs, retaining a healthy
9 resort economy while preserving a vibrant local population will always require careful
10 balance. If Breckenridge is to truly control it's destiny all decisions and policies should be
11 evaluated against a 'community driven' standard. Specifically, the decisions or policies
12 should be evaluated against whether they further the vision of Breckenridge as a
13 cohesive and diverse community where residents and visitors can experience an historic
14 mountain town with characteristic charm that offers a safe, friendly and peaceful
15 atmosphere where individuals can live, work, play and raise a family.

16
17 Just as Breckenridge in 2008 is the product of yesterday's values, Breckenridge in 2010,
18 2015, and beyond will be the product of today's vision, values, and actions. The hope is
19 that Breckenridge will always be a community where people:

- 20 • earn a living wage;
- 21 • live in the community where they work;
- 22 • know their neighbors;
- 23 • respect and appreciate one another;
- 24 • experience meaningful relationships;
- 25 • represent a diversity of income, age, race, gender, and religion;
- 26 • have access to health care, education, and recreation;
- 27 • participate in commerce, society, and government;
- 28 • support each other in times of need; and
- 29 • celebrate accomplishments and traditions.

30
31
32 **Built Environment:**
33 **(Small Town Characteristic, Historic Charm, Environmentally Sensitive**
34 **Development)**

35
36 Breckenridge's small town features, historic charm, and environmentally sensitive
37 development reflect the values and character of the Breckenridge community. Land use
38 and design standards promote these characteristics in the built environment and they
39 are fundamental to Breckenridge's popularity and prosperity. In 1997 the Town of
40 Breckenridge adopted the Joint Upper Blue Master Plan. This plan characterized
41 Breckenridge as "micro urban" or "micropolitan" which is a unique variation on the
42 traditional rural or small town. In micro urban communities, a relatively small community
43 provides services and contends with issues that are more common in larger or urban
44 areas (parking, congestion, density). Micro urban communities enjoy and value small
45 town characteristics such as the comfort of knowing one's neighbors, opportunities for
46 social interactions, meaningful relationships, a friendly, low key lifestyle, and a town that
47 is peaceful, real, small in scale, and easy to get around. Typically, micro urban
48 communities also enjoy a healthy economy, and urban services and amenities such as
49 reliable transit, public facilities, entertainment, arts, culture, shopping, dining, and
50 entertainment. While Breckenridge is no longer a traditional small town, retaining and

1 promoting design characteristics that reinforce the small town atmosphere is important to
2 the community's character.

3
4 In addition to the small town atmosphere, a significant component of Breckenridge's
5 popularity and economic viability is its rich history as a Colorado mining boomtown. This
6 is well represented in authentic historic buildings. These historic buildings distinguish
7 Breckenridge from other communities. These historic structures also contribute to the
8 community's charm and sense of place. Wood is the predominate material and the
9 buildings are generally small in scale. Many simple log cabins, barns, stables, and
10 outbuildings represent the earliest phases of the Town's development. Small one and
11 two story homes with Victorian influenced porches and design features are also
12 common. The historic commercial buildings are generally two stories with narrow
13 storefronts, large display windows, recessed entries, and false fronts. When
14 Breckenridge was settled in 1859 it was a rough mining camp, built for function and not
15 elegance. This sense of a rustic western mining town has been well preserved in the
16 historic district and contributes significantly to the community's overall charm and
17 character.

18
19 While most people associate the Town with the Historic District, there is considerable
20 development outside the historic district. Insuring that all development is well planned to
21 complement and enhance the natural setting, while reflecting small town characteristics
22 and the rich legacy as a mining boomtown, is important. Good design increases
23 opportunities for social interaction, reduces congestion and decreases dependency on
24 the automobile, separates incompatible uses, supports the community's values,
25 mitigates the impacts of density, and provides enrichment and inspiration. Good design
26 can also contribute significantly to the charm and character of the community. But,
27 excessive design regulations can also discourage creativity and self-expression, and
28 contribute to a community that lacks authenticity because it is too structured and too
29 sterile. The community should continue to balance the goals for sensitive design while
30 supporting creativity, self-expression and individuality. By balancing these goals
31 Breckenridge will remain an interesting, unique, and real community.

32
33 **Natural Setting:**

34
35 The environment in and around Breckenridge sustains the community in many ways and
36 the sense of place and spirit of the community is largely defined by the high alpine
37 setting. While the demographics and interests of residents and visitors differ in many
38 ways, there is overwhelming consensus in regard to the importance of the scenic
39 backdrop, the pristine backcountry, a healthy natural environment, and clean air and
40 water. The environment supports unlimited recreation opportunities, which are also
41 valued highly by both residents and visitors. It also provides an escape where one can
42 find peace, quiet, solitude, serenity, and inspiration.

43
44 While much of the undisturbed backcountry that contributes to the spectacular high
45 alpine setting is located in the Upper Blue Valley outside the municipal boundaries of the
46 Town, it is still a fundamental element of the character of Breckenridge. There is
47 interdependence between the economic viability of the Town, the quality of life for
48 residents, and the health and integrity of this spectacular setting. Protection and
49 management of this natural resource requires multi-jurisdictional cooperation and
50 planning. The Joint Upper Blue Master Plan adopted by the Town of Breckenridge, the
51 Town of Blue River, and Summit County seeks to sustain the quality of the Upper Blue

1 Valley's resources, and includes goals and strategies relative to the overall carrying
2 capacity of the basin and the preservation of the backcountry. Both the Town and the
3 County should continue to implement this plan and make decisions that are consistent
4 with its vision.

5
6 Throughout history each of the economic booms have had impacts on the environment
7 and some, like mining and timber, have been quite devastating. Today, there are many
8 examples of the Town's commitment to environmental stewardship, and many of the
9 Town's environmental accomplishments are further discussed in the 'Natural
10 Environment' and 'Recreation and Tourism' elements of this plan.

11
12 Because the environment is such an integral part of this community there will always be
13 opportunities for continued stewardship. The health, spirit, prosperity, and character of
14 the community depends on a healthy natural environment and a healthy natural
15 environment depends on the character of the community. Breckenridge is part of a much
16 larger system, and as such, the Breckenridge community should strive to be a leader
17 both locally and outside the community in environmental responsibility. Many issues
18 such as forest health, climate change, solid waste, and energy conservation transcend
19 municipal boundaries and will require long term close attention for our community's
20 health and for the well-being of the much larger global community.

21
22
23 **Goals:**

- 24
25 1. Insure that people can live, work, play, and raise families in Breckenridge.
26 2. Protect and enhance the charm and historic character Breckenridge.
27 3. Protect the small town characteristics that distinguish Breckenridge from
28 other resorts and communities.
29 4. Support and enhance the health and integrity of the natural environment that
30 sustains the spirit of the community.

31
32 **Policies:**

33
34 Community character is an overarching goal of this master plan. The community
35 character goals above are implemented through numerous policies found throughout the
36 various chapters of this master plan.

DRAFT JANUARY 31, 2008
CHAPTER XII: LAND USE

The Land Use chapter can be viewed as the heart of the Comprehensive Plan. The issues and policies from all the other Plan elements, such as Natural Environment, Transportation, and Housing are cumulatively blended together to establish an overall plan that sets a pattern for growth in the community. The Land Use chapter considers impacts of issues discussed in chapters such as Natural Environment and directs land use activities to different locations, based on the compatibility of the locations in accommodating a particular land use.

The primary purpose of this chapter is to guide future land use decisions in the Town of Breckenridge. The chapter sets a framework upon which the Town's Land Use Guidelines are based, thus helping establish land use patterns and land use densities throughout the community. The resulting land use districts can then be used as planning tools to logically direct and organize the growth of the community. The chapter is also intended to provide policy guidance for the Town's Development Code regulations. The ultimate shape of the community is thus guided by the policies contained in this chapter.

Other Town-Adopted Plans that Provide Land Use Guidance

The Town has adopted several other documents that help provide some general direction on land use decisions. These are discussed below.

1. Town of Breckenridge Vision Plan

In 2002 the Town adopted a Vision Plan intended to identify the Town's core values and desires for what the Town should look like socially, economically, and environmentally in the subsequent 10 to 20 years. The Vision Plan provides general direction on a number of topics such as Natural Resources, Economic Sustainability, and the Built Environment. Action steps are included under each of these topics to identify steps to carry out the visions for each topic. The Built Environment section of the Vision Plan provides the most specific direction on land use decisions, including the following:

- The Town of Breckenridge is a cohesive and diverse community... where the built environment respects the history and is characterized by high quality and sustainable development patterns and structures that emphasize and support community character and quality of life.

Summaries of action steps under this vision statement include:

- A need for the Town to review and update the Town of Breckenridge Land Use Guidelines and the Handbook of Design Standards for the Historic and Conservation Districts to assure important design considerations, such as architectural features, building massing, orientation, and siting, and development patterns are identified. The design principles should also be compatible with the mountain environment, conveying a sense of place, and complementing the Town's character and image.
- A recommendation to evaluate the Annexation Handbook and the Town of Breckenridge Master Plan (Comprehensive Plan), in particular the master plan's

1 section that identifies potential annexations, to ensure that future annexations are
2 unified and integrated into the overall community development framework.

- 3 • A need to review existing policies and revise, if necessary, to ensure that high-
4 density development is compatible with the scale and character of existing historic
5 structures in the area.

6 7 2. Joint Upper Blue Master Plan 8

9 In 1997 the towns of Blue River and Breckenridge, along with Summit County, adopted
10 the Joint Upper Blue Master Plan. The joint plan was adopted to provide a common and
11 cooperative planning approach to land use issues in the Upper Blue Basin. The plan
12 contains overall general land use guidance on a number of issues, including:
13

- 14 • Establishing a target for buildout in the basin at 10,500 units (about 75 percent of the
15 estimated buildout based on existing zoning). This buildout target is suggested
16 because it was felt that full buildout in the basin would overwhelm some of the
17 community's infrastructure (e.g., transportation system, public sewer and water),
18 impact rural areas, and affect the area's "small-town mountain character". A number
19 of strategies are identified in the Plan to eliminate some of the existing zoned
20 density.
- 21 • Prohibiting the creation of new density in the basin, whether through upzonings,
22 annexations, or other mechanisms. Upzonings of individual properties are allowed
23 when development rights are transferred from another location to the upzoning site,
24 thus moving the density around rather than increasing density (known as Transfer of
25 Development Rights (TDRs)).
- 26 • Suggesting measures be taken to protect the character of the backcountry areas of
27 the Upper Blue Basin. A primary method to accomplish this is suggested to be
28 through the use of TDRs, moving development rights out of backcountry areas and
29 into urbanized locations in the basin that can more readily accommodate density.
- 30 • Establishing numerous other policies related to topics such as protecting view
31 corridors and open space, maintaining the area's environment and natural systems,
32 and addressing the need for affordable housing in the community.

33
34 Summit County and the Town of Breckenridge have worked cooperatively in the last ten
35 years to implement many of the recommendations of the Joint Upper Blue Master Plan.
36 The County and Town have developed intergovernmental agreements regarding the use
37 of TDRs and have established TDR regulations, with a resulting protection of over 900
38 acres of backcountry land. The County has rezoned thousands of acres of private
39 backcountry land to a Backcountry zone district, which severely restricts development
40 potential on properties located in the district.
41

42 Basin Carrying Capacity 43

44 As is discussed above, a key component of the Joint Upper Blue Master Plan relates to
45 buildout targets and a desire to avoid overwhelming the basin's infrastructure and
46 character. The establishment of buildout number targets, as identified in the 1997 Plan,
47 was an inexact approach to addressing this issue. This Plan suggests that it is time to
48 revisit these Joint Upper Blue Master Plan issues and perhaps develop more exact
49 measurements that will assist the community determining what is a sustainable level of

1 development and growth in the basin, considering such factors as infrastructure
2 limitations, environmental quality, traffic levels, and overall quality of life.

3
4 Another policy in the Joint Upper Blue Master Plan encourages the provision of deed-
5 restricted affordable housing in the basin and makes an exception for such housing units
6 from density and TDR requirements. The encouragement of affordable housing
7 continues to be one of the highest priorities of the Town. However, the amount of deed-
8 restricted units has risen dramatically since the establishment of the Joint Upper Blue
9 Master Plan (from 121 units in 1997 to 485 units in 2007), and several hundred new
10 deed-restricted affordable units are approved and will be built in the upcoming years.
11 This increase in housing does increase the level of activity in the Town and basin,
12 particularly because the units are all occupied by full-time residents. In order to counter
13 these impacts it is recommended that new affordable housing in the Town should still
14 require density allocation. The Town owns an inventory of land that has unused density.
15 It is recommended that the Town transfer some of this density to affordable housing
16 projects so that the overall density levels in the Town are not increased by development
17 of affordable housing. The County should also be encouraged to explore ways to
18 transfer density to affordable housing projects in unincorporated areas.

19
20 Existing Land Use Inventory

21
22 1. Land Acreage, Ownership, and Use Patterns

23
24 The Town of Breckenridge encompasses approximately 3,700 acres of land.
25 Surrounding private lands in the Town of Blue River and unincorporated Summit County
26 total another 14,800 acres of land in the basin. Finally, national forest lands occupy the
27 majority of the area in the basin (62,260 acres).

28
29 The majority of land within the Town of Breckenridge is devoted to residential uses.
30 Other predominant uses include commercial, light industrial, parks, and open space.

31
32 2. Build-Out Analysis

33
34 The Joint Upper Blue Master Plan does not allow the creation of new density in the
35 Upper Blue basin, essentially creating a cap on growth within the basin. This growth cap
36 is tied to the existing Land Use Guidelines for properties in the Town’s limits. Using the
37 Land Use Guidelines, it is possible to examine the ultimate development potential within
38 the Town (also commonly referred to as “Build-Out”), and to compare that to what has
39 been built to date. The table below provides an analysis of how close the community
40 currently is to “Build-Out”.
41

Land Use	Existing Units/Square Footage Built	Remaining Unbuilt SFEs ¹	Existing Percentage Built-Out
Residential	6,394 ²	1,861	77.5 %
Commercial	1,195,692 ³	436,475	73.3 %

42
43 ¹SFE refers to “Single-Family Equivalent” and is used by the Town to assign different square footage
44 limitations to one unit of density (or one SFE). Multi-family residential uses typically have a conversion rate

1 of from 900 to 1,600 square feet per SFE, single-family residential uses outside the Conservation District
2 have no limit on square footage, and commercial uses have an equivalency of 1,000 square feet per SFE.
3

4 ²Source: Town of Breckenridge Community Development Department, July, 2007. Residential unit numbers
5 are based on a realistic buildout estimate, based on zoning but excluding “phantom density”.
6

7 ³Source: Town of Breckenridge Community Development Department, July 2007. Based on a realistic
8 buildout scenario for commercially zoned properties and does not include commercial density located on
9 Town-controlled parking lots (which totals about 443,943 additional square feet of commercial density).
10 Does not include institutional and government uses.
11

12 As the above table indicates, residential development in the Town is rapidly approaching
13 ultimate build-out numbers. It already slightly exceeds the 75 percent build-out target for
14 the Upper Blue Basin expressed in the Joint Upper Blue Master Plan. This
15 demonstrates the maturation of the community. As the last zoned units are being built, it
16 is likely that the Town will more frequently experience 1) infill projects that utilize
17 remaining vacant lots within the town; and 2) redevelopment of older development
18 parcels.
19

20 Regarding commercial uses, only a little over half of the commercial potential in the
21 Town has been developed. The Joint Upper Blue Master Plan recognizes that there is
22 likely a surplus of commercially zoned property in the basin, and predicts that full
23 commercial buildout will not be attained, because the amount of commercial
24 development is correlated closely with the amount of residential development in the
25 basin. Nevertheless, it is conceivable that a considerable amount of additional
26 commercial development could occur in the Town (almost one-half million additional
27 square feet).
28

29 3. Constrained Land 30

31 Portions of land within the Town and in surrounding unincorporated areas present
32 severe constraints to development. These include sensitive environmental resources
33 such as wetlands, streams, and critical wildlife habitat areas, as well as lands with steep
34 slopes. Scenically important areas (e.g., the corridor along Highway 9 north of Town)
35 present another type of constraint to development. These constrained lands have been
36 typically given a very low-density designation in the Town’s Land Use Guidelines map.
37 The general emphasis is to avoid development in such locations to the maximum extent
38 possible.
39

40 Land Use Patterns, Trends and Recommendations 41

42 The Town’s “Land Use Guidelines” map out the appropriate types of land uses within
43 different locations in Town and describe the general desired character of the different
44 “land use districts”. The mapping and descriptions in the Land Use Guidelines are
45 based on the criteria and policies of this Comprehensive Plan, particularly this chapter.
46 Any future modifications to the Land Use Guidelines should be consistent with the policy
47 direction found within this Plan. The Land Use Guidelines are incorporated by reference
48 as a supporting document to this Plan.
49

50 The overall land use patterns in the town have already been largely defined by historic
51 development activity and by the Town’s previous planning efforts that resulted in the
52 Land Use Guidelines. Land use in areas outside the Town limits is guided by the
53 County’s master plans and zoning documents. It is not anticipated or desired that any

1 major changes in the existing land use pattern will occur in the future. The existing land
2 use patterns generally represent a logical and organized approach to land use in a
3 mountain community, concentrating development in the urban core while respecting and
4 protecting the rural backcountry backdrop. Therefore, this Plan does not suggest any
5 major changes to the Town's existing Land Use Guidelines. This Plan does make a few
6 recommendations for some relatively minor adjustments to the Land Use Guidelines.
7 These include the following:
8

- 9 • The Cucumber wedge national forest parcel should be changed from land use
10 district 10 (two units/acre) to land use district 1 (one unit/10 acres), to promote
11 low density and open space activities in this important wildlife movement area.
- 12 • The portions of land use district 42 (two units/acre) south of Boreas Pass Road
13 should be redesignated to a low-density land use designation. The existing land
14 use district density is inconsistent with the existing ranch character of the
15 Wakefield property (much of which is under a conservation easement).
- 16 • The portions of land use district 32 near Airport Road should have higher
17 commercial/light industrial densities (e.g., higher Floor to Area Ratios) to be more
18 consistent with the existing developed character of the area. The Floor to Area
19 ratio in land use district 32 is 1:25 (one square foot floor space for each 25
20 square feet of lot space), which is so low that it is not conducive to service
21 commercial type uses. A Floor to Area ratio of 1:4, similar to that allowed
22 immediately to the south in land use district 31, would be more appropriate.
- 23 • Land use districts should be established for the Farmer's Korner area,
24 particularly for the properties adjacent to Hwy 9. This area is within the Town's
25 three mile area of influence and it is expected that some new development and
26 redevelopment will occur in this area over the next few years. This area can be
27 viewed as the gateway to the Upper Blue Basin and to a lesser extent the
28 entrance to the Breckenridge area. Land use guidelines can help establish
29 direction for use and design, should the areas be annexed, and if not annexed
30 could also provide guidance to the County in their land use decisions for the
31 area.
32

33 Land use in the comprehensive plan area can be generally categorized into three broad
34 classifications: residential, commercial, and recreation/open space. Residential uses
35 include single-family homes, duplexes, townhomes, apartments, condominiums, and
36 hotels. Commercial uses include retail uses, office uses, and service commercial/light
37 industrial type uses (e.g., auto repair, mini-storage). Recreation/open space includes
38 active recreation uses (e.g., ballfields, recreation center) and open space (primarily
39 undeveloped landscapes with trails). Trends in development of each of these areas are
40 further described below, along with recommendations for how the Town should be
41 addressing these uses in the future.
42
43

44 1. Residential Land Use

45
46 Residential land is characterized by higher density (e.g., 10-20 units per acre) multi-
47 family residential uses near the town's core with generally lower density (e.g., two to six
48 units per acre) residential uses on the perimeter. Generally, even lower densities occur
49 in unincorporated areas surrounding the Town.
50

1 a. Residential Development Patterns and Trends

2
3 Several dominant patterns of residential development are evident in the Comprehensive
4 Plan area. Single-family residential development (up to 11 units per acre) is found
5 throughout the Town's Historic District on relatively small lots averaging about 3,125
6 square feet in size, with some of the parcels combined together and utilized for
7 duplexes. More outlying areas in the town contain lower density single-family residential
8 development. Some of these areas include Shock Hill, the Weisshorn, and the
9 Highlands, with densities one to two units per acre. Densities in the unincorporated
10 areas continue this pattern of lower densities transitioning out from the town core.

11
12 An exception to this density transition pattern is found in the French Creek area, where
13 the Valdora subdivision in the County and the Vista Point and Wellington neighborhoods
14 in the Town all have densities of five units/acre or greater. These residential areas are
15 primarily occupied on a year-around basis by local residents.

16
17 Multi-family residential development with densities of up to 20 units/acre, primarily used
18 for short-term visitor housing accommodations, is found in some locations primarily on
19 the west side of town near the ski area. Apartment housing for long-term residents is
20 found in dispersed locations, such as off Airport Road.

21
22 Residential development trends in the last 35 years have included a phase of primarily
23 multi-family visitor accommodations being built in the 1970s and 1980s to develop the
24 town as a resort destination. A noticeable increase in single-family residential
25 construction occurred beginning in the 1990s and has continued to 2008. This growth in
26 single-family residential development was primarily in response to demands of the
27 higher-end second homeowner's market. In addition, a number of single-family units for
28 permanent residents were constructed since 2000 in the French Creek neighborhoods.
29 Multi-family residential growth has incrementally grown since 1990, but at a slower rate
30 than the two previous decades. However, a spike in multi-family residential
31 development is expected in 2008, 2009, and beyond as major condominium
32 developments are constructed at the bases of Peak 7 and 8, on Shock Hill, and on the
33 final buildings in the Main Street Station complex.

34 **Table 2. Breckenridge Housing Units**

Year End	Single Family	Duplex	Multi Family¹	Accessory Units and Apartment	Mobile Home	Total Housing	Lockoffs/ Lodging Rooms
1970	222		102			324	
1980	245	26	1024			1,295	
1990	307	82	2,673	53	5	3,120	616
1995	388	130	2,877	55	5	3,455	665
1996	430	132	2,982	56	5	3,605	665
1997	507	132	3,162	141	5	3,947	707
1998	543	132	3,195	185	5	4,060	545
1999	583	132	3,507	213	5	4,440	545
2000	657	98	3,634	354	5	*4,748	545
2001	751	121	3,744	368	5	4,989	545
2002	916	222	4,203	369	5	***5,715	**635

2003	965	234	4,242	369	5	5,815	662
2004	1019	258	4,296	370	5	5,948	662
2005	1096	275	4,348	373	5	6,097	686
2006	1,158	294	4,398	373	5	6,228	686

Source: Town of Breckenridge Community Development

¹Multi-Family includes condos/condo-hotels/timeshares that are generally in this building configuration. The estimate of timeshare units is 239 plus 117 lockoffs that are included in the Lodging category (Main Street Station Bldg.D, Grand Timber Lodge Bldgs. 1,2,3,4,5A, 5B, 6 and Valdorro).

*The housing unit estimates have historically been tracked using the residential Certificates of Occupancies issued per year. These estimates are approximately 300 units higher than the 2000 Census enumeration (4,270 housing units in Town as of April 1, 2000).

**Includes 90 lock off units (30 of which were CO'd in 2002, 60 were CO'd previously, but not accounted for)

***Includes approximately 377 built units that were annexed in 2002 as part of the Warrior's Mark annexation

As alluded to above, a phenomena that has taken off in recent years is the development of second homes that are utilized on a part-time basis by people who live outside the County. Depending on their income bracket, some second homeowners have purchased condominiums and other multi-family type products in Breckenridge while others have invested in very high-end single-family residential homes. Much of the new single-family residential stock that is being developed in locations such as the Highlands is targeted towards sale to these affluent second homeowners. According to the 2000 Census, about 68 percent of the housing units in the Town are occupied on a seasonal basis. In addition, another 6.6 percent of units are vacant, which a large percent are also intended for seasonal occupancy. As a result, it is estimated that about 73 percent of the housing units in Breckenridge are seasonally occupied. Thus, only a relatively small portion of the Town's housing units are occupied by permanent residents. Escalating real estate values have helped establish these housing occupancy trends, and a sizeable portion of the Town's workforce lives in other Summit County communities or to the south in Park County.

Another trend that is being noticed in single-family residential development is that the square footage of newly constructed single-family homes is steadily increasing. Community Development staff now frequently reviews applications for 6,000 and 7,000 square foot homes or larger, many of which are maximizing use of the established building envelope. Although property tax revenues and real estate transfer tax revenues can be significant from large homes, they do also have impacts on the community. These impacts include increased housing demands for construction workers, additional resource consumption (e.g., heating, electric, water, sanitary sewer), and the perhaps more intangible impacts to community character of having large homes that can be out-of-scale with the historic homes in the community or with the newer typically-modest homes occupied by permanent residents.

As the residential buildout analysis on Table 1 indicates, about 77 percent of the zoned residential development potential has already been built in the Town. This compares to an estimate of 52 percent residential buildout in 1995. If development continues to occur at the rate of the last ten years, full residential build-out in the Town can be expected in

1 the next seven to 20 years. As the Town approaches build-out, it is anticipated that
2 future residential development emphasis will shift from development of vacant lands to
3 redevelopment of older residential areas, as market conditions allow. This trend towards
4 redevelopment is already occurring, and is only expected to increase as buildout
5 approaches, affecting both single-family and multi-family residential areas.

6
7 b. Residential Recommendations

8
9 One of the goals of the previous Town Master Plan was to achieve a diversity in housing
10 types and densities so as to provide a choice to all Breckenridge citizens, second home-
11 owners, and visitors. To a certain extent, this goal has been achieved, although
12 dramatic increases in real estate values have tended to limit the diversity of for-sale
13 housing, particularly for lower income bracket groups. The goal, however, is a worthy
14 one that should continue to be reinforced if the Town is to truly provide housing options
15 for the locals that live and work here.

16
17 One goal this Plan suggests is to work towards a more healthy ratio of permanently-
18 occupied versus seasonally-occupied units in the Town. A higher percentage of
19 permanently-occupied units (compared to existing percentages) will indicate that the
20 Town is providing more opportunities to meet the housing needs of its workforce.
21 Making the Town a place that locals can both work and live in is a key goal for the
22 community. In development of the Town Vision Plan, workshops were held to discuss
23 this issue. Public comments at the workshop indicated a desire to see a more healthy
24 mix of occupancy of units between permanent residents and second homeowners. It
25 was suggested that a 35 % locals to 65 % second homeowners rate of occupancy
26 should be an initial target, with an ultimate goal of close to a 45/55 ratio of permanent
27 versus seasonal occupancy. The Town should work towards this goal using a number of
28 approaches, including: partnering on or initiating affordable housing projects with Town
29 funds; negotiating for or requiring affordable housing as a condition of annexation
30 approval; and using the Code's existing incentives (e.g., positive points) or enhancing
31 those incentives for affordable housing.

32
33 As was mentioned, the Town's land use patterns have already been established. The
34 continued focusing of higher densities and intensities of use in the urban core should be
35 promoted. This approach targets growth towards areas that have the necessary
36 infrastructure to support the growth, while also providing ready access for pedestrians to
37 transit systems and commercial opportunities. At the same time, this focused-growth
38 approach avoids unnecessary sprawl of development into open space areas and our
39 rural and backcountry areas. Finally, it should be recognized that a portion of the
40 Town's downtown core is located within the Historic District. While densities and Floor
41 Area Ratios may be fairly high in the Historic District, it is not anticipated that building
42 height and mass in this area will approach the size of other locations on the western part
43 of the downtown area. Structures rarely exceed two stories in height in the Historic
44 District, which covers much of Main Street and most of the downtown blocks to the east
45 of Main Street, and these height limits need to be maintained.

46
47 Regarding large single-family residential homes, there is concern that these homes will
48 eventually be built large enough to be overwhelming and out of character with the scale
49 of development in Town. Another concern is large single-family homes being located on
50 small lots in Town. To address these issues, it is recommended that a maximum square

1 footage limitation be established for single-family residential homes in the Town and that
2 Floor-to-Area ratios be considered for all single-family residential land use districts.

3 4 2. Commercial Land Use

5 6 a. Commercial Development Patterns and Trends

7
8 Retail commercial uses are primarily focused within the downtown core area. The
9 centralized commercial district location helps facilitate pedestrian movement between
10 commercial establishments and it is anticipated that the central business district will
11 continue to serve as the focal point for retail commercial activities. These retail
12 commercial uses are primarily focused towards tourists, but also serve local residents.
13 Smaller areas of retail commercial use are found near the golf course and at the bases
14 of Peak 7 and 8.

15
16 There is still a large amount of commercial density that has been allocated but not yet
17 built in the Town. As of 2007, about 1.2 million square feet of commercial uses had
18 been built in the Town, but close to a half-million square feet of commercial density
19 remain to be built. A study conducted as part of the 1997 Joint Upper Blue Master Plan
20 identifies a fairly direct relationship between number of residential units and amount of
21 commercial space needed. The study suggests that full commercial buildout will
22 probably not occur, especially if targets for reducing ultimate residential buildout
23 numbers are reached. The Joint Upper Blue Master Plan further recommends that the
24 Town consider amending its Land Use Guidelines to restrict or prohibit conversions of
25 commercial density to residential use so as to limit new demand for commercial uses.
26 The Plan also notes that a more thorough understanding of commercial space demand
27 and supply is needed.

28
29 Service commercial/light industrial uses, in contrast to commercial retail, are primarily
30 focused in a couple outlying locations—along Airport Road and in unincorporated areas
31 along County Road 450. These uses, including activities such as auto repair shops,
32 landscaping/nurseries, and mini-storage, serve vital needs of the community. These
33 areas are largely built-out and there is very limited opportunity for new development.
34 Similarly, there are limited opportunities to locate commercial office buildings, particularly
35 larger office spaces. Although there are some opportunities for smaller office spaces
36 within the downtown core, opportunities for locating larger office buildings are extremely
37 limited.

38
39 Redevelopment of older structures and additions to structures are becoming more
40 common, as buildout of vacant lands approaches. An example of this is the demolition
41 of the old Bell Tower Mall and its replacement by Main Street Station—a mixed use
42 complex with commercial retail uses located on the ground-level floor and residential
43 uses above. Redevelopment is expected to occur more frequently as land values rise
44 and the supply of vacant properties diminishes.

45 46 b. Commercial recommendations

47
48 A continued concentration of retail commercial uses within the downtown core is desired
49 to promote a vibrant downtown that is readily accessible to pedestrian shoppers. The
50 Main Street core area already experiences a relatively high volume of pedestrian traffic,
51 with lots of window-shopping and activity at street-level. The various retail uses (e.g.,

1 gift shops, restaurants) along Main Street are the primary attraction for shoppers. In
 2 order to continue to promote this pedestrian-friendly orientation, this Plan encourages
 3 that the first floor of commercial buildings fronting Main Street should be maintained for
 4 retail uses and that office-type uses, which typically do not attract many
 5 visitors/shoppers, be encouraged on upper floor levels along Main Street and on Ridge
 6 Street.

7
 8

Table 3. 2006 Commercial Square Footage by Business Sector						
	Square Feet			Avg. Size of Floor Area		
	<u>On</u> <u>Main St.</u>	<u>Other</u> <u>Locations</u>	<u>Total</u>	<u>On</u> <u>Main St.</u>	<u>Other</u> <u>Locations</u>	<u>Average</u>
Office						
Office & Professional	36,427	179,860	216,287	984	1,174	1,422
Real Estate/Lodging/Prop. Man.	65,312	37,720	103,032	2612	754	1,256
Retail						
Retail	192,193	50,944	243,137	1,489	2425	1,447
Ski Shops	47,959	53,482	101,441	2,821	2,546	3,073
Bars & Restaurants	120,688	106,627	227,315	2,681	3,203	2,914
Grocery & Liquor	9,920	83,487	93,407	3,306	10,436	8,491
Service Comm./Light Industrial						
Man./Warehouse/Construction	400	83,435	83,835	400	2,628	2,149
Other						
Government & Non-Profit	20,508	333,930	354,438	6,836	14,518	13,632
Total Square Feet	493,407	929,485	1,422,892			

9

10 Source: Town of Breckenridge Community Development

11

12 While Main Street is seen as an area targeted towards pedestrian-friendly retail uses,
 13 Ridge Street (one block east) should serve more in a transitional capacity between the
 14 commercial uses of Main Street and the residential uses to the east. Some retail uses
 15 are found on Ridge Street, but it also provides an appropriate location for office uses,
 16 located conveniently adjacent to downtown. Finally, there are single-family residential
 17 uses on Ridge Street, contributing to this transitional character. French Street, one
 18 block further east, has a more decidedly single-family residential character and this
 19 character should be maintained. Conversions of residential structures to commercial
 20 use on French Street are not desired, so that the residential character is maintained.

21

22 There will continue to be a need for commercial service uses, light industrial uses, and
 23 commercial office uses in the Town. Thus, this Plan encourages that the limited areas
 24 zoned for such uses should not be allowed to be converted and developed as residential
 25 uses. Such conversions would be detrimental to the continued provision of commercial
 26 services to the community. In addition, conversions of any type of commercial use to
 27 residential use should be discouraged, in order to carry out the recommendations of the
 28 Joint Upper Blue Master Plan regarding reduction in ultimate buildout in the basin. The
 29 Town's Development Code policies currently contain disincentives which make it more
 30 difficult, but not impossible, to convert commercial uses to residential uses.

31

1 The Town should also look for opportunities to locate additional service commercial or
2 light industrial uses. As has been discussed, the locations where such uses are allowed
3 are fairly limited and are almost built-out. Locations such as the McCain property,
4 particularly portions of the property adjacent to existing service commercial/light
5 industrial uses to the north, should be evaluated. The Town also needs to continue to
6 look for opportunities to locate larger commercial office spaces in areas outside the
7 downtown core.

8
9 Service commercial uses should continue to be located in existing outlying locations,
10 with an intent to be separated from residential uses to avoid impacts such as noise and
11 traffic on the residential neighborhoods. The service commercial uses on Airport Road
12 need to be carefully designed and screened so that they do not detract from the views
13 from Highway 9 as one enters Town.

14
15 Regarding redevelopment, redevelopment of areas outside the Historic District that
16 improves the aesthetic character of areas and improves pedestrian circulation and other
17 desired community character goals should be encouraged. Within the Historic District
18 redevelopment of historic structures is strongly discouraged, as it would significantly
19 impact the historic character of the district.

20
21 The Town has special design standards that apply to both residential and commercial
22 development within the Conservation District identified by the Town, which includes the
23 Town's Historic District. Unless appropriately designed, development in some areas
24 adjacent to the Conservation District (e.g., Watson/Sawmill parking lots) could detract
25 from the overall historic character of the area. It is recommended that the Town explore
26 methods to control design in these areas so they are generally consistent with the
27 character of adjacent Conservation District properties. There may be several ways to
28 accomplish this, including a potential extension of the Conservation District to such
29 areas.

30 31 3. Recreation and Open Space Land

32
33 Many of the recreation and open space lands are owned by the Town of Breckenridge,
34 but some are also privately dedicated open space or active play areas within
35 developments and subdivisions. Lands used for recreational purposes include the 27-
36 hole golf course and nordic center off Tiger Road and the Recreation Center and
37 adjacent Kingdom Park, which contains a number of ballfields, Carter Park, and the
38 Breckenridge Nordic Center. Some of these facilities accommodate more active
39 recreational uses while others are used for more passive type recreational purposes
40 (e.g., hiking and biking). In addition, the Town owns open space lands within and
41 outside the Town limits that are used for more passive recreational activities.

42 43 a. Recreation/Open Space Development Patterns and Trends

44
45 The Town has steadily increased its efforts in acquisition and development of
46 recreational sites. In recent years the Town has developed the Stephen West Ice Arena,
47 a new Nordic center at Gold Run, a kayak whitewater park on the Blue River, and further
48 developed the trail network throughout the Town. But perhaps even more significant is
49 the Town's acquisition of lands within and outside the Town limits for open space and
50 passive recreational purposes. The 2005 joint acquisition with the County of the B&B
51 Mines property, just east of town in itself secured over 1,800 acres of land intended to be

1 used for a number of recreational purposes, such as hiking, mountain biking, and Nordic
2 skiing. Since 1997, the Town has acquired an interest in over 3,000 acres of open
3 space land. This land is largely intended to be maintained in its existing state, thus
4 preserving views of undeveloped hillsides as seen from Town. However, it is anticipated
5 that a number of compatible recreational activities will also occur on the open space
6 lands.

7
8 **b. Recreational/Open Space Land Recommendations**
9

10 Scenic views and recreational opportunities are two of the Town's most significant
11 resources, and together they are a primary reason for the popularity of the Town both to
12 visitors and to people who decide to live here. Open space and recreational lands
13 provide these recreational opportunities. These lands also often protect sensitive
14 environmental resources or locations such as steep slopes that are inappropriate for
15 development. Thus, it is the Town's policy to continue to acquire lands with recreational
16 and open space values, and to further develop appropriate recreational facilities
17 compatible with the protection of the natural environment and scenic vistas. It is further
18 recommended that lands designated for open space and recreational uses continue to
19 be used for such purposes and not redesignated for other uses. However, it may be
20 appropriate to convert some poor quality open space areas to other uses if the resulting
21 conversion results in acquisition of higher quality open space at another location.
22

23 The current Land Use Districts utilized by the Town allow for some level of density on
24 properties in Town, even on parcels owned by the Town and managed for open space
25 purposes. It is recommended that a new Land Use District be established for open
26 space properties intended to be managed into perpetuity as open space. This District
27 would not allocate density to such properties.
28

29 **Land Use Goals and Policies:**

30
31 **Goals:**
32

- 33 1. Continue to carry forth the established land use patterns within the
34 Comprehensive Plan boundary as identified by the Town's Land Use Guidelines,
35 focusing higher densities and intensities of development primarily in the
36 downtown core area, with a transition to lower densities and intensities of use at
37 the Town's perimeter.
- 38 2. Ensure that adequate land is designated for the diverse needs of the community.
- 39 3. Maintain a land use pattern that respects environmental resources and is
40 designed to sustain the town's natural environment.
- 41 4. Strive to achieve a reduction in the actual buildout of the Town, in order to reduce
42 ultimate activity levels and to maintain the Town's character.
- 43 5. Additional density should not be created (e.g., upzoned) in the Town, except in
44 conjunction with transfer of development rights.
- 45 6. Strive to achieve a better balance of the ratio of permanent vs. second
46 homeowners in the community by providing more opportunities for housing
47 affordable to locals.
48

49 **Policies:**
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1. The Town’s Land Use Guidelines should continue to be used to provide specific direction on the appropriate land uses and intensities of use in different locations in the Town.
 - Consider amendments to the Land Use Guidelines where the identified Land Use Districts are not consistent with the overall direction of the goals and policies of this Plan.
 - Consider amendments to the Land Use Guidelines where physical characteristics suggest lower densities would be appropriate.
2. Continue to promote a compact form of development in the Town, with higher densities and intensities of use concentrated in the downtown core, and lower densities and intensities of use on the Town’s perimeter.
3. Focus commercial retail uses in the downtown core area, where pedestrian access can be accommodated.
4. Encourage a mix of uses in the downtown business district, with commercial retail uses on the first floor and offices and residential uses on upper floors.
 - Consider an amendment to the Development Code to identify retail commercial uses as a preferred use on the ground floor of commercial structures in the downtown core and to focus offices and residential uses on the second floor.
5. Limited commercial uses may be allowed in appropriate outlying areas, provided they do not compete with the downtown business district.—
6. Service commercial/light industrial uses should be located primarily along Airport Road and along County Road 450.
7. Areas designated for service commercial/light industrial uses should not be converted to residential uses.
8. Explore additional Code provisions or other options that would act as a further disincentive to conversion of unbuilt commercial uses to residential uses.
9. Monitor the availability of land in the Town for specific land uses (e.g., service commercial uses, commercial office space) and conduct a needs assessment to determine whether additional land needs to be provided for certain types of land uses. Based on this assessment, explore opportunities for locating additional areas for needed land uses.
10. Provide separation or appropriate buffering between service commercial/light industrial uses and developed residential subdivisions to avoid impacts.
11. Encourage appropriate redevelopment of commercial properties outside the Historic District where the resulting redevelopment improves the appearance, vitality, and functionality of the area.

- 1 12. Encourage a diversity of housing types throughout the Comprehensive Plan area
2 in order to ensure that the housing needs of the different economic demographics
3 of the community are met.
4
- 5 13. Medium or high-density residential development may be appropriate in some
6 outlying locations that are adjacent to heavily used recreation facilities (e.g., the
7 golf course, Peak 8) or where used for affordable housing (e.g., the Wellington
8 neighborhood).
9
- 10 14. Pursue amendments to the Development Code to establish a maximum square
11 footage limitation for single-family residential development and consider
12 establishing Floor-to-Area ratios for single-family residential development.
13
- 14 15. Continue to seek out opportunities to provide locations for affordable housing within
15 the Town.
16
- 17 16. Implement strategies to reduce the ultimate buildout within the Town. Examples
18 of these strategies include:
19
- 20 • Consider amendments to the Development Code to further discourage the
21 conversion of commercially zoned properties to residential uses.
22
 - 23 • Amend the Development Code to require that whenever development of a
24 site results in the site being physically built-out, than any leftover density on
25 the site should be eliminated through a formal legal mechanism and it should
26 not be transferred to another site.
27
- 28 17. Continue to support the Upper Blue Transfer of Development Rights program,
29 thereby directing development to areas that can best accommodate it.
30
- 31 Additional density should not be created (e.g., upzoned) in the Town, unless a
32 corresponding transfer of development rights from another location in the basin
33 occurs to account for the additional density, thus resulting in no net increase in
34 density basin-wide. An exception may be provided for deed-restricted affordable
35 housing projects, but will be based on a site-specific analysis where some or all
36 of the density may be required to be transferred to the housing site.
37
- 38 18. Encourage areas of low-density designations (e.g., Land Use District 1) to transfer
39 development rights to other areas more suited for development.
40
- 41 19. The Town should continue to acquire lands with recreational and open space
42 values and further develop appropriate recreational facilities that are compatible
43 with the protection of the natural environment and scenic vistas.
44
- 45 20. Open space areas should be encouraged to be provided in new residential and
46 commercial developments in Town. Where applicable, new open space areas
47 should integrate with adjacent public open space areas.
48
- 49 21. Establish a new Land Use District for open space properties, assigning zero
50 density to properties within the district.
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- 22. Explore options for further regulating the design of properties adjacent to or in close proximity to the Conservation District, to ensure that the historic integrity and character of the community is maintained.
- 23. The Town should work with the County to clarify the goals of the Joint Upper Blue Master Plan regarding buildout and activity levels, evaluate the Town and basin's ultimate carrying capacity, and consider establishing defined standards and targets intended to create a sustainable community.

1
2 **Land Use and Annexation Within Unincorporated Areas—Three Mile Plan Area**
3

4 Per the Colorado Revised Statutes, local jurisdictions must plan for areas outside of their
5 jurisdiction before they are allowed to annex those areas. These areas are limited to
6 within three miles of existing municipal boundaries, thus the name “Three Mile Plan
7 Area”. This Comprehensive Plan, along with the Town’s Land Use Guidelines (which
8 are hereby incorporated by reference as supporting documents to this Plan), constitutes
9 the Town’s “Three Mile Plan”. The Town’s Land Use Guidelines apply to some of the
10 unincorporated areas where the Town either sees potential for annexation or where the
11 Town wishes to send a strong statement to the County on appropriate and compatible
12 land uses.

13
14 Where properties within the Three Mile Plan area are proposed for annexation, the
15 Town’s Land Use Guidelines will be used to determine appropriate densities and uses.
16 Where development in the area is proposed within the County, this Plan recommends
17 that the County utilize the Town’s Land Use Guidelines for direction on appropriate land
18 uses and densities. Furthermore, it is recommended that County directly involve the
19 Town in the review process for such developments, where the Town has the ability to
20 impose its development standards to ensure that development impacts are appropriately
21 mitigated. It is extremely important that these areas surrounding the Town are
22 developed in an aesthetically compatible manner.

23
24 The Town also has interest in development that occurs beyond the Three Mile Plan
25 boundary area. The Joint Upper Blue Master Plan provides good general guidance on
26 appropriate land use scenarios throughout the basin, with an expressed intent of
27 maintaining low densities in rural and backcountry areas. This Plan supports that
28 approach and recommends that the County continue to uphold low-density development
29 in outlying areas.

30
31 In addition to coordination with the County, the Town also desires to have similar
32 cooperative planning efforts with the Town of Blue River. Finally, the largest landowner
33 in the Upper Blue Basin is the U.S. Forest Service, which manages the White River
34 National Forest. Cooperative planning efforts and agreements with the Forest Service
35 are critical to ensure that the national forest is managed in a manner consistent with
36 maintaining the backcountry and its recreational assets.

37
38 **Development Patterns and Trends in Unincorporated Areas**
39

40 County land use policy has stayed relatively consistent for the Upper Blue Basin in
41 recent years, thanks in part to the jointly-adopted Joint Upper Blue Master Plan. Areas
42 of low to moderate residential densities (from two to six units per acre) occur in
43 immediate proximity to the Town: the Peak Seven area, Silver Shekel, French
44 Creek/Valdora Village, and Woodmoor/Baldy Mountain areas. These areas are all
45 primary residential in nature. To the south of Town a relatively low density residential
46 character (one to two units per acre) is maintained in the Beckedal subdivision and
47 continued through the Town of Blue River and beyond in a narrow corridor along
48 Highway 9 south almost all the way to Hoosier Pass. Similar residential densities are
49 found in the Farmer’s Korner area, along with some commercial uses. Higher density
50 development is found in the Tiger Run RV park and in adjacent townhome
51 developments. Much lower residential densities (one unit per two acres to one unit per

1 20 acres) are found in other locations (e.g., along Tiger Road). Finally, more remote and
2 rural locations in the basin are primarily undeveloped, but are all zoned for very low
3 densities (one unit per 20 acres), with backcountry locations in the mountains having
4 additional restrictions on development (through the County's backcountry zoning
5 regulations).

6
7 Development trends in the unincorporated areas of the basin focus primarily on infill
8 development on vacant lots within existing subdivisions and on larger unplatted lots.
9 Opportunities for large new developments are not present and would not be supported
10 by the policies of the Joint Upper Blue Master Plan. In 2005 a subdivision was approved
11 in a highly visible location on the south side of Gibson Hill, immediately east of the Town
12 limits. This subdivision was possible because a number of mining claims were
13 assembled together and developed in one cohesive development. Opportunities for
14 similar projects are extremely limited and would be further restricted by the County's
15 Backcountry zoning.

16 17 Issues

18
19 This Plan, consistent with the Joint Upper Blue Master Plan, establishes a direction of
20 concentrating higher density and intensity uses within the core downtown Breckenridge
21 area, with a transition outward to lower densities on the town borders and in
22 unincorporated areas. The County's land use plans reflect this approach as well.
23 Furthermore, the Upper Blue Transfer of Development Rights program is being actively
24 used to move density out of sensitive backcountry locations to within locations in or near
25 Town that can adequately accommodate the density. By focusing growth in the core
26 Breckenridge area, development occurs in a location where it can be efficiently served
27 by urban infrastructure (e.g., public sewer and water) and services (e.g., transit). At the
28 same time, such land patterns avoid unnecessary sprawl of development into our rural
29 and backcountry areas, thus maintaining the character of these areas.

30 31 Public Benefits

32
33 As the Town considers potential annexations, a number of issues should be carefully
34 examined to determine the appropriateness of the annexation. Generally speaking, the
35 proposed annexation area should be in a location readily served by public sewer and
36 water. The proposed annexation should also contain uses that are complementary to
37 the Town's Land Use Guidelines. In many cases, the costs of providing municipal
38 services and facilities to annexed areas are greater than the income generated from
39 property tax, sales tax, water hookup fees, and other development-generated fees.
40 Thus, annexations will also be weighed by the types of public benefits that the
41 annexation generates. Examples of some of these public benefits are: provision of
42 deed-restricted affordable housing projects; protection of backcountry areas by
43 transferring density from those areas to the proposed annexation site; and dedication of
44 land for public purposes (such as a future community building or open space). Each
45 annexation must be reviewed individually to review the full package of benefits and fiscal
46 responsibilities and to determine whether it is in the best interest of the Town to pursue.

47
48 Regarding housing, most of the recent annexations entertained by the Town Council
49 have included an affordable housing component. Because of the escalating real estate
50 prices in Town, the Town is making a concerted effort to provide housing opportunities
51 for working families, so our workforce can continue to live in the same community they

1 work in. Where deed-restricted affordable housing has been proposed as the primary
2 public benefit of an annexation, the Town has typically looked for a minimum of 80
3 percent of the housing units to be deed-restricted as affordable units. Where other
4 significant public benefits are proposed, this number may be modified.

5
6 Another housing issue related to annexations is the potential loss of existing affordable
7 housing. Annexations often involve proposals to redevelop properties. These properties
8 may contain existing residential units (i.e., smaller, more affordable units such as mobile
9 homes) that are proposed to be removed prior to redevelopment. These existing
10 residential units often contribute to the community's affordable housing base. Unless the
11 redevelopment includes an equivalent amount of new deed-restricted affordable units,
12 there is a net loss in affordable units in the community. Thus, it is recommended by this
13 Plan that there should be no "net loss" in affordable housing units as a result of
14 annexations.

15 16 Planning Area and Growth

17
18 A typical approach taken in comprehensive planning documents is to identify an area of
19 growth over the next 15 to 20 year period and attempt to focus growth within that area
20 during that time-frame. The previous version of this plan utilized this general approach.
21 However, a new paradigm has been created with the adoption of the Joint Upper Blue
22 Master Plan in 1997. In the Joint Plan, both the Towns of Breckenridge and Blue River
23 and Summit County embraced a cap to growth within the basin. It was felt that a cap
24 was essential if we are to maintain the small mountain town character of the area and
25 not overwhelm the area's infrastructure and road systems. Thus, growth into rural areas
26 of the Upper Blue Basin is not desired when build-out has been reached in the basin.
27 Because of this, this Plan does not suggest annexation of these rural locations.

28
29 This document does not contain specific recommendations on priorities for annexation
30 within unincorporated areas. Those specific recommendations are included in the
31 Town's Land Use Guidelines, which are a supporting document to this Plan.

32 33 Types of Annexation

34
35 There are two major types of annexations that may occur in the Three Mile Plan
36 boundary. The first type includes annexations of vacant land with the intention of
37 development upon annexation. The second type is annexation of an already developed
38 area, such as the Warrior's Mark subdivision, which was recently annexed into the
39 Town. Each type of annexation presents challenges to the Town. Vacant land
40 annexations typically require the Town to provide new urban facilities and services.
41 Annexations of existing subdivisions may require the Town to assume maintenance of
42 old or inadequate facilities that may need upgrades or replacement.

43
44 The Town is not actively pursuing annexation of unincorporated areas that have already
45 been developed. However, the Town may consider annexation of such areas if the
46 landowners within the area request annexation from the Town. When reviewing such
47 annexations, the Town must evaluate the fiscal impacts to determine if the revenues
48 generated from sales tax, real estate transfer taxes, and other sources outweigh the
49 costs incurred by the Town to provide urban-level facilities and services to the area.
50 Notwithstanding this fiscal analysis, the Town may elect to annex an area if it is desired
51 to make the landowners and residents a more active part of the community.

1
2 There are several areas that the Town may wish to further explore potential annexation
3 in. These include:
4

- 5 • The service commercial/light industrial area along County Road 450 and residential
6 area along Reiling Road—redevelopment is likely and annexation would allow the
7 Town to control the visual character of the area.
- 8 • Kingdom Park Trailer Court—redevelopment may occur and annexation would allow
9 the Town to shape visual character, design for appropriate circulation and vehicular
10 access on Airport Road, and address issues of displaced affordable housing.
- 11 • Claimjumper Condos, including the surrounding national forest parcel being
12 considered for land exchange, to provide a site for an affordable housing project.
- 13 • The service commercial/light industrial area at the north end of Airport Road
14 (Continental Court), to promote good design and prevent visual impacts from the
15 Hwy 9 gateway to Town.

16 17 **Annexation/Growth Goals**

- 18
19 1. Provide for growth and build-out within the Town Comprehensive Plan area
20 boundary at a rate that will not overextend the Town’s ability to provide facilities
21 and services.
22
- 23 2. Continue to coordinate land use planning activities with other jurisdictions in the
24 Upper Blue Basin so that a seamless approach to planning is implemented.
25
- 26 3. Evaluate annexation proposals based on an analysis of fiscal impacts, public
27 benefits, and community/social considerations.
28

29 **Annexation/Growth Policies**

30 31 **Planning Coordination**

- 32 1. Continue to coordinate with Summit County and the Town of Blue River to
33 implement the recommendations of the Joint Upper Blue Master Plan and to
34 update the plan on a regular basis.
35
- 36 2. Coordinate with Summit County to ensure that development patterns in
37 unincorporated areas are consistent with the direction provided in the Joint Upper
38 Blue Master Plan.
39
- 40 3. Work with Summit County to focus new urban development into the Town,
41 where urban facilities and services can be efficiently provided.
42
- 43 4. Work cooperatively with Summit County to establish a coordinated development
44 review process for development applications that occur in unincorporated areas
45 within the Town’s comprehensive plan boundary.
46

- 1 5. Work to ensure that Summit County’s development regulations and standards are
2 consistent with the Town’s regulations and standards to ensure a “seamless”
3 transition of development between incorporated and unincorporated areas.
4
- 5 6. Encourage Summit County to adopt detailed hillside design standards to protect
6 the visual backdrop around the Town.
7

8 Provision of Services
9

- 10 1. The Town should generally not provide urban services outside of the Town limits
11 to support new development, unless a there is a clearly-documented public need
12 for the development (e.g., affordable housing projects, public facilities such as
13 schools) that requires such service provision.
14

15 Comprehensive Plan/Three Mile Plan Boundary
16

- 17 1. The Town Comprehensive Plan Boundary should include those areas outside the
18 Town limits where the Town either may consider annexation or where the Town
19 wishes to provide direction to the County on appropriate land uses.
20
- 21 2. The Town Comprehensive Plan Boundary should coincide with the areas located
22 in the Land Use Guidelines and be adjusted should additional outlying areas be
23 subsequently included in the Land Use Guidelines. No annexation may be
24 approved unless the annexation area under consideration has been assigned a land
25 use district designation under the Town’s Land Use Guidelines. The Town’s
26 Land Use Guidelines are a supporting document to this Comprehensive Plan and,
27 along with this Comprehensive Plan, considered to be the Town’s Three Mile
28 Plan area.
29

30 Annexations
31

- 32 1. The Town shall only annex land that has a land use district designation in
33 the Town’s Land Use Guidelines.
34
- 35 2. The Town should annex lands that promote an orderly compact growth
36 pattern within the town’s service capabilities.
37
- 38 3. Unless otherwise specified by the Town, preliminary development
39 proposals shall be required for annexation requests to insure completion of
40 projects within a reasonable time limit.
41
- 42 4. Priorities for annexation, as identified in the Town’s Land Use Guidelines,
43 are guidelines only and a lower priority area may be appropriate for
44 annexation if significant public benefits result from the annexation.
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- 5. All annexation proposals should be accompanied by a fiscal impact analysis that compares the additional revenues (e.g., property tax) the Town will receive against the additional costs incurred by the Town in providing urban facilities and services to the area.

- 6. The Town may annex undeveloped land based on the following general criteria:
 - a. There will be significant public benefits (e.g., provision of deed-restricted affordable housing, dedication of important open space or trails) provided to the community.
 - i. Where deed-restricted affordable housing projects are proposed as a public benefit, a minimum of 80 percent of the residential units in the proposed annexation should be developed as deed-restricted affordable housing units. Where other significant public benefits are also proposed, or where the affordable housing is targeted towards lower income brackets (e.g., 80 percent of Area Median Income (AMI)), this percentage may be modified.
 - ii. When deed-restricted affordable housing projects are entertained as a public benefit, the Town should consider how the proposed targeted AMI for the housing relates to documented housing needs for different income groups.
 - b. There is a demonstrated existing shortage and need for a high priority use in the Town, such as affordable housing, which would be accommodated by the proposed annexation.
 - c. There will be a positive economic benefit to the community, as documented in a fiscal impact analysis.
 - d. The proposed annexation site is in a visually prominent location where annexation would allow the Town to more directly control the design of development and potential visual impacts.
 - e. The Town and other service entities have the physical and economic capabilities and capacity to provide urban level services within a reasonable period of time.
 - f. The developer of the site to be annexed has the ability to develop within a reasonable period of time.
 - g. The developer of the site has the ability to install all needed services and facilities to the site.

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- 7. The Town may annex existing developed property based on the following findings:
 - a. The Town has the ability to provide needed urban services within a reasonable period of time
 - b. The residents are willing to annex to the Town.
 - c. There are social and economic ties of the area to the Town.
 - d. The residents have the ability and are willing to upgrade substandard facilities (roads, and perhaps sidewalks, sewage, water) at their expense upon or prior to annexation.
 - e. There is an economic benefit to the Town realized by the annexation, or the social benefits outweigh any economic concerns.
 - f. Where existing residential housing units, determined by the Town to be affordable, are proposed to be removed than an equivalent number of deed-restricted affordable housing units should be provided as a result of the annexation.

Memo

To: Planning Commission
From: Julia Skurski, AICP
Date: January 31, 2008
Re: Home Size Policy Work Session

All uses, both residential and commercial, within the Conservation District have density limitations. Even Outside of the Conservation District duplexes, townhouses, hotels, condominiums and all other residential uses have density limitations. All of these uses must purchase Transfer of Development Rights (TDR) certificates in order to exceed the recommended density. Single-family residential uses outside of the Conservation District are the only uses within Town which have unlimited density per the Development Code and are not required to purchase TDRs under any circumstance. This creates a disparity among single-family use outside of the Conservation District and all other uses in Town. We know from our studies and experience that larger homes, especially those with multiple master bedrooms generate more demand for employees, generate more traffic, and consume more resources.

The Town Council has directed Staff to continue to work on a draft policy regarding square footage limitations for single-family homes outside of the Conservation District. The Council was concerned with maintaining the character of Town as well as preserving the character of older neighborhoods. An example that came up at a recent Council worksession was that subdivisions such as the Weissshorn have been experiencing additions and new construction that is larger than the character of the neighborhood and that this may eventually lead to tear downs and new homes being constructed which overwhelm the existing and original neighborhood character. The Council's preference was to utilize a method which would protect these established neighborhoods and place a maximum cap on square footage outside of the Conservation District, which would apply to all neighborhoods.

The last Planning Commission worksession on a home size policy was on December 4, 2007. At that time, staff presented a PowerPoint presentation which consisted of examples of homes with low FARs (large homes on small lots) and examples of other communities which have implemented or are in the process of implementing different policies to address large home sizes.

Summit County is beginning the process of reviewing home sizes as well. Staff finds that reviewing the specifics of a home size policy may be beneficial if done in conjunction with Summit County. However, in order to deter the construction of a very large home out of character of Town to be constructed in the meantime, Staff

would like to get the Planning Commission's opinion on implementing a maximum square footage cap as a first Phase to a home size policy. If a cap were to be established, staff would continue to work with Summit County on a more detailed (Phase II) approach to the policy. In this memo, Phase I is represented by Option 1 which implements a maximum square footage cap.

The purpose of this worksession is to continue to discuss an approach to drafting a policy, which addresses the concern of maintaining Town and neighborhood character. Staff has gone ahead and included potential Phase II options that may be utilized in a more detailed policy for Planning Commission input and direction.

Staff has researched single-family construction activity in selected years (1998, 2002, and 2006) to gain a further understanding of home sizes. In those representative years, 78% of homes were between 3,999 and 6,999 square feet. Homes over 7,000 square feet had the next highest percentage at 15%.

**Sizes of Market-Rate Single-Family Residences Built
In 1998, 2002 & 2006**

2,500 to 3,499 sq. ft.	6.40% (10 units)
3,500 to 4,999 sq. ft.	35.26% (55 units)
5,000 – 6,999 sq. ft.	42.95% (67 units)
> 7,000 sq. ft	15.39% (24 units)
Total	100% (156 units)

Source: Breckenridge Community Development Department, Julia Skurski and Chris Kulick

Phase I

Option 1 (Square Footage Cap)

This option provides a square footage cap on all single-family homes outside of the conservations district. Any square footage size may be selected. The largest home that has been built in Town is 10,500 square feet. Therefore, a suggested cap could be 10,500 square feet, not to exceed anything that has already been built in Town. This square footage range would allow for lot owners to make a fair return on investment (ROI).

Examples of other communities with maximum cap sizes:

- The Town of Jackson and Teton County both have a cap of 8,000 sq. ft. of heated space/10,000 sq. ft. total.
- Pitkin County requires TDRs for >5,750* sq. ft. and has a maximum cap of 15,000 sq. ft. (*the 5,750 sq. ft. number came from a job generation study similar to the Residential Job Study conducted by the Town and later negotiated slightly through the public process).

- Ashland, Oregon has a maximum permitted floor size in the historic district of 3,249 (and utilizes FAR's).
- Snowmass Village has a home size maximum cap at 5,000 square feet.
- Boulder County (draft in process) is currently looking at: Plains area 6,500 sq. ft. cap with a 4,500 sq. ft. above grade cap. Mountain areas 4,500 sq. ft. with 3,000 permitted above grade. Cap may be exceeded with purchase of TDRs.

Option 1.2 (Above Ground Mass Cap)

To address the issue of a home designed to appear smaller in size to the average observer through substantially below grade (with walk out) square footage, Option 1.2 is a modified version of Option 1. In these cases, diminishing community character may not be an issue (in comparison to the existing neighborhood). To address this, regulations could be written to limit above ground density rather than a general cap similar to the Conservation District. And like the conservation district standards already in place, this could vary depending on location (i.e. smaller in the Weisshorn and Warrior's Mark Subdivisions and larger allowances in the highlands and Shock Hill where lots have been recently subdivided to allow for larger homes on larger lots).

For example, a single-family residence outside of the conservation district could be:

Subdivision: *Unknown**

Above Ground Density: 6,000 sq. ft.

Total Density: 10,500 sq. ft.

Total Mass: 10,500 sq. ft.

(* Again, numbers would vary depending on the subdivision)

Phase II

Option A (Neighborhood F.A.R.s)

Council suggested a restriction on F.A.R.'s or similar relation depending on the existing character of neighborhoods. This should be further regulated with a cap size.

Examples of communities with F.A.R. restrictions:

- Crested Butte restricts single-family home size to a maximum of 25% of the lot area.
- Ashland, Oregon has a maximum permitted floor size in the historic district of 3,249 and utilized F.A.R.'s.
- Aspen has a sliding F.A.R. scale, and no maximum cap size.
- Minneapolis, MN. The F.A.R. is 0.5 or 2,500 sq. ft. gross floor area, whichever is greater. (Note: There are variances available. Lot sizes are

typically small in the city; also dependent on type of structure and zone district).

- Austin, TX. The size limited to the greater of the following: (1) 0.4 to 1 F.A.R.; (2) 2,500 sq. ft.; or (3) 20% more sq. ft. than existing.

It seems unnecessary to apply a F.A.R. restriction to subdivision consisting of large lots with existing large homes and building envelopes such as Shock Hill and Highlands.

However, addressing F.A.R. on a per subdivision basis for those with smaller lots and no envelopes could be done. For instance, the Weisshorn could have a F.A.R. of 1:4. This subdivision has a median F.A.R. of 1:10.9 and there are only 3 homes over 1:4. The three homes, which are over 1:4, have special circumstances such as below average lot sizes.

An additional method could be to have an F.A.R. limit for lots under 0.75 acres in order to address the issue of teardowns and neighborhood character. For example, lots under 0.75 acres could be 1:4 F.A.R.

The chart below outlines Breckenridge neighborhoods and their existing F.A.R.'s and F.A.R. ratios as well as additional information regarding square footage and number of vacant lots. Please note that this information was derived from the Summit County GIS Department "a-data" received January 19, 2001 (more current a-data from Summit County GIS Department was unavailable).

F.A.R. and Square Footage Analysis of Breckenridge Residential Neighborhoods (2001)

Neighborhood	Median Lot size (acres)	Lot Size Range (acres)	Median Home Sq. Ft.	Home Sq. Ft. Range	Median FAR	FAR Range	# of Vacant Lots
Boulder Ridge	0.31	0.15-0.53	4,330	1,386-6,467	1:3.49	1:2.06-1:8.49	9
Braddock Hill	1.05	1.01-1.94	3,551	2,434-5,587	1:13.38	1:8.19-1:20.90	21
Christie Heights	0.41	0.33-0.74	3,205	1,984-5,986	1:5.48	1:3.25-1:11.26	10
Discovery Hill	1.83	0.29-2.73	4,965	4,472-6,042	1:10.70	1:8.58-1:11.98	22
Eagle's View	0.42	0.25-0.68	4,347	2,004-6,452	1:4.25	1:2.20-1:7.28	3
Estates at Snowy	0.55	0.50-0.87	5,454	5,454	1:4.39	01:04.4	8
Fairways	0.97	0.67-1.51	4,828	4,623-6,834	1:7.98	1:7.20-1:13.57	31
Gibson Heights	0.12	0.10-0.14	1,576	1,170-2,419	1:3.66	1:2.29-1:4.45	0
Gold Run	1.02	0.48-3.0	0	0	0	0	26
Golf Course	0.53	0.50-2.01	3,639	2,402-8,083	1:7.04	1:2.96-1:12.44	25
Highlands	1.19	0.77-9.92	3,996	2,112-7,276	1:13.64	1:6.88-1:52.19	188
Highlands Glen	1.76	1.24-3.76	0	0	0	0	6
Highlands Park	0.81	0.58-2.37	5,071	3,092-6,299	1:6.53	1:4.15-1:16.59	103
Park Forest	0.06	0.05-3.30	1,929	1,600-1,972	1:1.50	1:1.14-1:2.25	6
Penn Lode	0.47	0.43-0.62	3,924	3,165-5,766	1:5.79	1:3.57-1:6.18	4
Riverwood	0.6	0.47-2.34	3,504	2,947-5,278	1:8.72	1:4.29-1:11.26	6
Shock Hill	0.78	0.45-1.75	5,049	3,356-6,093	1:8.57	1:5.58-1:13.53	54
Ski Home	0.41	0.40-0.52	3,687	3,016-9,875	1:4.80	1:1.99-1:6.14	0
Snowflake	0.57	0.32-2.36	3,902	3,602-5,185	1:6.57	1:2.69-1:7.26	3
Snowy Ridge	0.34	0.30-0.47	4,486	3,864-5,458	1:3.50	1:3.0-1:4.0	2
Warrior Mark	0.19	0.04-0.54	1,968	975-3,622	1:3.87	1:1.17-1:11.91	5
Warrior West	0.26	0.05-0.75	2,714	1,446-6,199	1:3.85	1:0.72-1:11.23	12
Weisshorn	0.64	0.10-1.50	2,323	672-5,186	1:10.90	1:2.3-1:62.3	3
Wellington	0.11	0.07-0.20	1,453	1,024-2,316	1:2.63	1:1.81-1:3.40	28
West Ridge	0.51	0.33-0.96	5,074	3,854-6,946	1:4.08	1:3.04-1:5.98	6

Source: Summit County GIS Department a-data 2001; analysis by Town of Breckenridge, Julia Skurski

Option B (Relative policy)

A Relative Policy:

- 5,000 square feet with no points
- 5,001-7,000 square feet incurs negative points
- 5,001-6,000 sq. ft. (-2)
- 6,001-7,000 sq. ft. (-4)
- 7,001-10,000 sq. ft. (-6)

Maximum Cap of 10,000 sq. ft.

This approach would assign negative points on a sliding scale as the size of the home increases. Mitigation for positive points would be required to offset negative points as is typical per the Development Code. An alternative (non-point) mitigation could be an option for purchase of TDRs, if considered.

Option C (TDR)

Option 4 could be a TDR purchase based policy. If the datum size home were exceeded, incremental TDR credits would be required. This option would require staff to work closely with Summit County to determine what increments the TDRs would be required for. As previously mentioned, Summit County is in their research

phase and has not had any discussions with any County Commissions, but expected to take something public in March or April.

Summary

This memo is to serve as a guide to start discussions for the purpose of developing a home size limitation policy. As Staff will discuss further at the meeting, we are proposing an option of addressing home size limitation in two separate phases. Phase I would consist of a maximum square footage cap. Phase II would come later, after additional comments on proposed options can be collected and worksessions could be held with the public and interested parties such as property owners, the Homebuilders Association, architects and other design professionals. In addition, this would allow for coordination with Summit County's efforts as well.

Staff would like feedback from the Commission on their thoughts on the information provided and options proposed, including the phased approach to drafting a home size policy.



MEMORANDUM

TO: Planning Commission

FROM: Chris Kulick, Planner I

DATE: January 31, 2008

SUBJECT: TDR Receiving Sites Worksession

Recently the Planning Commission has expressed concern over the development agreement process and the appropriateness of allowed in-town receiving sites for TDRs and questioned if there should be modifications to these policies. As a result we are conducting a worksession on these subjects to receive input from the Commissioners on their concerns related to the development agreement process and TDR receiving sites. Staff will be available to take questions from the Commissioners, and to explain how TDR mechanisms work and how Commissioners have tools available to determine the appropriateness of a density transfer and regulate proposed TDRs.



MEMORANDUM

TO: Planning Commission
FROM: Chris Neubecker
DATE: February 1, 2008
SUBJECT: Joint Meeting with Town Council

The Town Council meetings for 2008 are filling quickly, and staff would like the Planning Commission to pick a date for the next joint Planning Commission/Town Council meeting. Joint meetings are held during the 2nd or 4th Tuesday of each month (during Council meetings), from 6:00 PM – 7:30 PM.

We would also like the Commission to suggest topics for discussion at the next joint meeting. Please bring your calendars to the meeting on Tuesday evening, along with suggested discussion topics.