

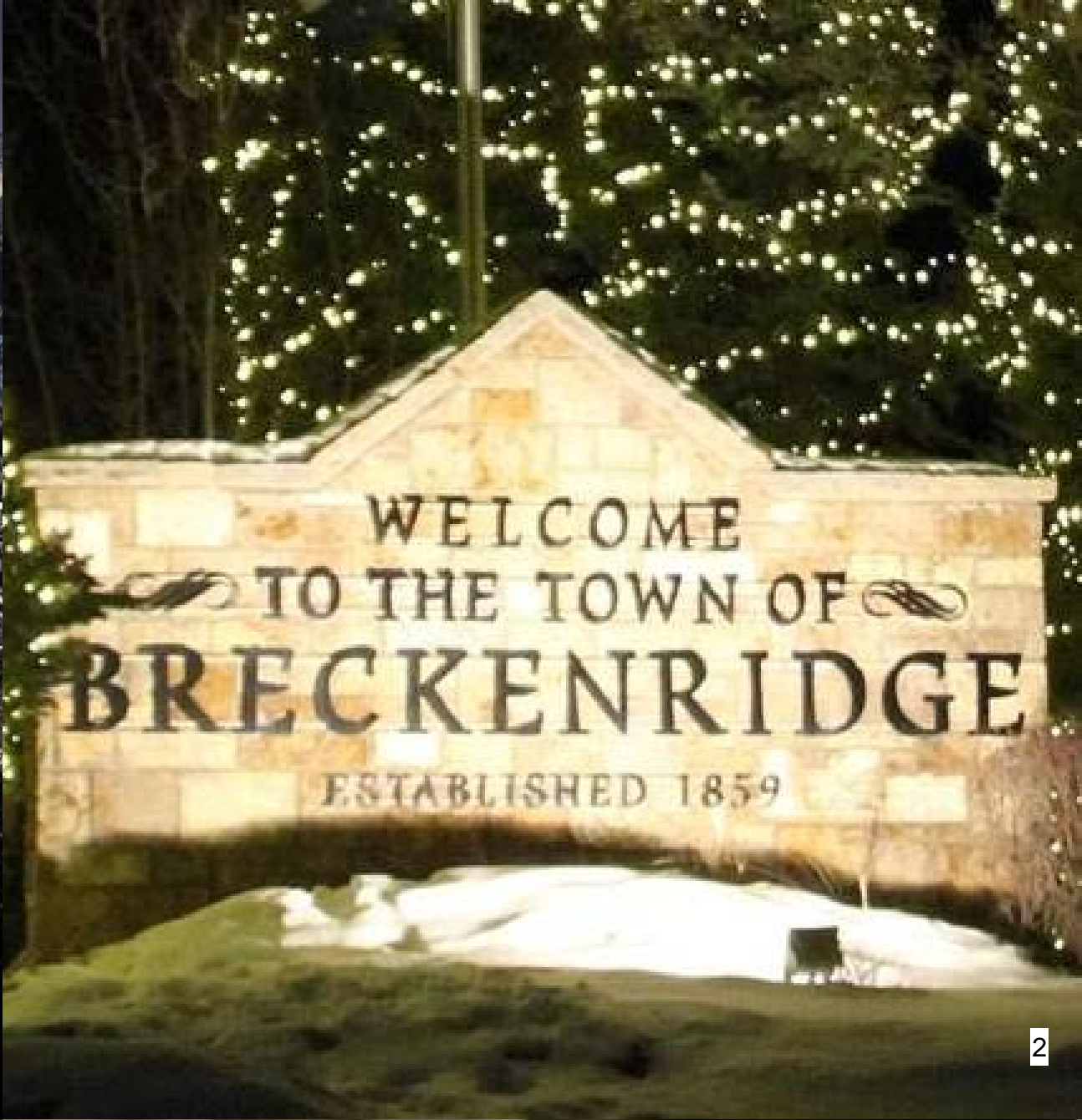


**TOWN OF  
BRECKENRIDGE**

**Town Council Special Meeting**  
Tuesday, April 3, 2018, 8:00 AM  
Beaver Run Resort  
620 Village Road  
Breckenridge, Colorado

- I. SWEARING IN OF NEW COUNCIL MEMBERS (8:00am)**
- II. WELCOME/ COFFEE (8:05-8:30am)**
- III. ALL FUNDS REVIEW (8:30-8:45am)**
  - A. 2018 Funds
- IV. CONSTRUCTION MASTER PLAN (8:45-10:30am)**
  - A. Capital Improvement Plan
- V. GLEN PORZAK WATER 101 (10:30-11:30am)**
- VI. EXECUTIVE SESSION - NEGOTIATIONS/ CONSULTATIONS WITH ATTORNEY (11:30am-12:00pm)**
- VII. LUNCH (12:00-1:00pm)**
- VIII. SHORT-TERM RENTALS (1:00-2:00pm)**
  - A. Short-Term Rentals Update
- IX. 2040 STUDY (2:00-3:00pm)**
  - A. 2040 Study Memo
- X. TRASH AND RECYCLING PLAN (3:00-4:00pm)**
  - A. Trash and Recycling Update
- XI. OTHER (4:00-5:00pm)**

# 2018 Spring Council Retreat Funds Review

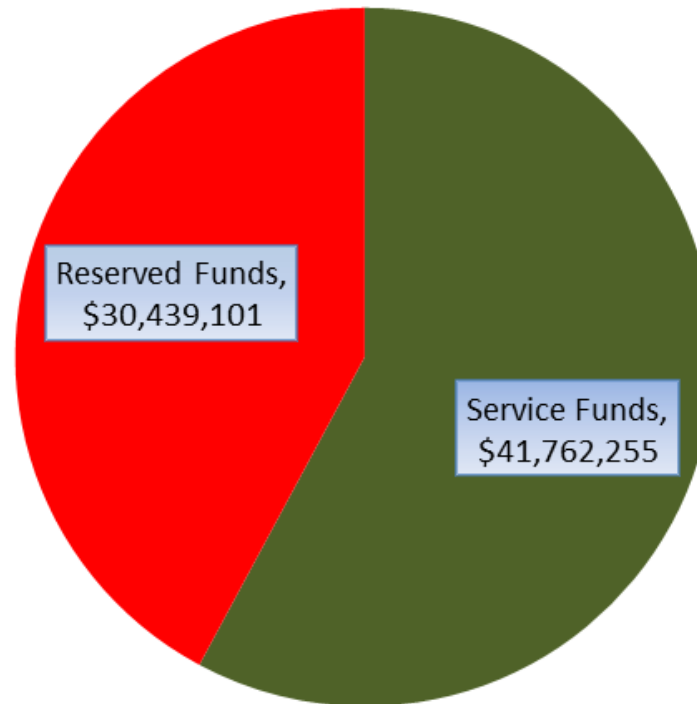




# 2018 Beginning Fund Balances Summary

Differences from Fall Retreat estimates:

- \$10.5M General Fund to Housing transfer was reduced to \$5.5M (no net effect, only between fund types)
- 2017 Housing capital expense came in under budget & offset the decrease in general fund transfer, appropriated capital will cross over to 2018
- Revenue ended the year over projected by \$1M
- Expenses ended the year under projected by \$5M
- \$1.4M in 2017 Supplemental Appropriations

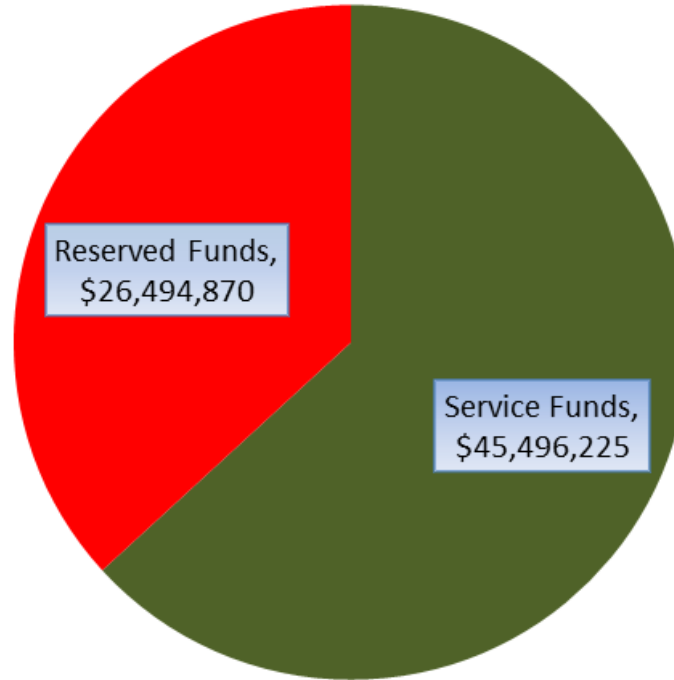




## 2018 Ending Fund Balance Summary

Differences from Fall Retreat estimates:

- 2017 – Increased revenue & lower expenses, raised beginning fund balances
- \$10.5M Housing to General Fund transfer was reduced to \$5.5M (no net effect)
- New water plant debt revenue, debt payment, and construction expenses were moved to 2018.
- Fall retreat decreased 2018 Capital Fund expense by \$442K and added \$2M in P&T capital expense (\$2M Excise to P&T transfer will continue in future years to fund transit)

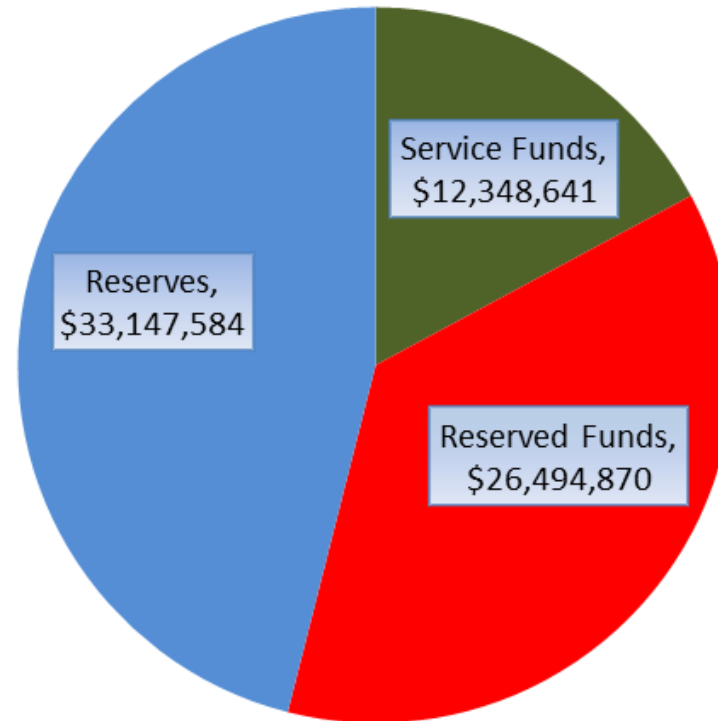




## 2018 Ending Fund Balance with Reserves

Differences from Fall Retreat estimates:

- 2017 – Increased revenue & lower expenses, raised beginning fund balances
- \$10.5M Housing to General Fund transfer was reduced to \$5.5M (no net effect)
- New water plant debt revenue, debt payment, and construction expenses were moved to 2018.
- Fall retreat decreased 2018 Capital Fund expense by \$442K and added \$2M in P&T capital expense (\$2M Excise to P&T transfer will continue in future years to fund transit)





# Reserves Analysis

	Projected Fund Balance 12/31/18	Required	Council Policy	TOTAL Reserves	Net Balance
<b>General Fund</b>	\$ 28,180,874	\$ (1,510,714)	\$ (7,316,951)	\$ (8,827,665)	\$ 19,353,209
<b>Excise Fund</b>	11,394,861	(267,465)	(19,500,574)	(19,768,039)	(8,373,178)
<b>Capital</b>	3,728,427	(3,728,427)	-	(3,728,427)	-
<b>Marketing</b>	400,893	-	-	-	400,893
<b>Spec. Proj</b>	230,411	-	-	-	230,411
<b>Parking &amp; Tran.</b>	1,560,758	(823,452)	-	(823,452)	737,306
	<b>\$ 45,496,225</b>	<b>\$ (6,330,059)</b>	<b>\$ (26,817,525)</b>	<b>\$ (33,147,584)</b>	<b>\$ 12,348,641</b>

<b>General Fund:</b>	Operations, Medical, and TABOR reserves
<b>Excise Fund:</b>	C.O.P. Debt Service Reserve (2 years), Capital Reserve
<b>Marketing:</b>	Fund Balance reserved for marketing efforts



## Capital Reserve Calculation

	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>Total</b>
<b>Capital</b> \$	1,952,000	\$ 4,547,000	\$ 6,745,000	\$ 13,244,000
<b>P&amp;T</b>	4,396,100	7,923,272	1,648,987	13,968,359
<b>Base Funding</b>	(2,750,000)	(2,750,000)	(2,750,000)	(8,250,000)
	<u>\$ 3,598,100</u>	<u>\$ 9,720,272</u>	<u>\$ 5,643,987</u>	<u>\$ 18,962,359</u>



### Capital Fund Projects

Recreation	2018	2019	2020	2021	2022	TOTAL
Oxbow Park	1,610,000	-	700,000	-	-	2,310,000
Outdoor Hot Tub and Water Feature Replacement	100,000	-	-	-	-	100,000
Kingdom Park Shade Structure	88,000	-	-	-	-	88,000
Outdoor Ice Rink Office Addition	-	-	50,000	-	-	50,000
<b>TOTAL</b>	<b>1,798,000</b>	<b>-</b>	<b>750,000</b>	<b>-</b>	<b>-</b>	<b>2,548,000</b>

Public Works	2018	2019	2020	2021	2022	TOTAL
Undergrounding of Overhead Utilities	-	200,000	-	200,000	-	400,000
Roadway Resurfacing	850,000	850,000	850,000	850,000	850,000	4,250,000
McCain Property Improvements- Roadway	-	950,000	950,000	43,000	43,000	1,986,000
Sawmill Culvert Repair	450,000	-	-	-	-	450,000
Blue River Crossing at Coyne Valley Road	-	-	2,200,000	-	-	2,200,000
Ski Hill Wall Reconstruction	500,000	-	-	-	-	500,000
Riverwalk Center Lobby Improvements	-	400,000	-	5,500,000	-	5,900,000
South Barton Drainage Design	150,000	-	-	-	-	150,000
Carriage House Remodel	300,000	-	-	-	-	300,000
Child Care Facility #2	-	-	-	250,000	-	250,000
Warrior's Mark Paving and Turnaround	140,000	-	-	-	-	140,000
<b>TOTAL</b>	<b>2,390,000</b>	<b>2,400,000</b>	<b>4,000,000</b>	<b>6,843,000</b>	<b>893,000</b>	<b>16,386,000</b>

<b>GRAND TOTAL</b>	<b>4,188,000</b>	<b>2,400,000</b>	<b>4,750,000</b>	<b>6,843,000</b>	<b>893,000</b>	<b>18,934,000</b>
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### Capital Funding Sources

*Excise	3,413,000	1,952,000	4,547,000	6,745,000	795,000	17,452,000
McCain Rents	-	43,000	43,000	43,000	43,000	172,000
Open Space Funds (Oxbow Park)	210,000	-	105,000	-	-	315,000
GOCO Grant for Oxbow Park	350,000	350,000	-	-	-	700,000
Fundraising (Shade Structure)	10,000	-	-	-	-	10,000
Prior Years Spending Authority	150,000	-	-	-	-	150,000
Conservation Trust Transfer	55,000	55,000	55,000	55,000	55,000	275,000
<b>Total</b>	<b>4,188,000</b>	<b>2,400,000</b>	<b>4,750,000</b>	<b>6,843,000</b>	<b>893,000</b>	<b>19,074,000</b>





### Parking and Transportation Fund Projects

Park Avenue Corridor Improvements	-	3,500,000	4,150,000	2,950,000	-	10,600,000
Transit Stop Shelters	150,000	150,000	-	-	-	300,000
Pedestrian Corridor Improvements	300,000	100,000	100,000	100,000	100,000	700,000
Four O'clock Pedestrian Improvements	140,000	1,400,000	-	-	-	1,540,000
Village Road Pedestrian Improvements	-	300,000	3,000,000	-	-	3,300,000
F-lot Pedestrian Improvements	-	200,000	2,000,000	-	-	2,200,000
Parking Structure	?	-	-	-	-	?
Technology Upgrades	-	-	-	-	-	-
Bus Storage Expansion	1,750,000	-	-	-	-	1,750,000
Sidewalk Master Plan Implementation	300,000	250,000	250,000	250,000	250,000	1,300,000
River Walk Repairs	137,500	137,500	137,500	137,500	-	550,000
Huron Rd/ SH9 Intersection Improvements	125,000	-	-	-	-	125,000
<b>Total</b>	<b>2,902,500</b>	<b>6,037,500</b>	<b>9,637,500</b>	<b>3,437,500</b>	<b>350,000</b>	<b>22,365,000</b>

### Parking and Transportation Funding Sources

Lift Tax Agreement	1,570,000	1,641,400	1,714,228	1,788,513	1,864,283	8,578,423
Excise Fund Transfer	1,332,500	4,396,100	7,923,272	1,648,987	-	15,300,859
<b>Total</b>	<b>2,902,500</b>	<b>6,037,500</b>	<b>9,637,500</b>	<b>3,437,500</b>	<b>1,864,283</b>	<b>23,879,283</b>



# Memo

To: Breckenridge Town Council Members  
From: Shannon Smith, Capital Projects Manager  
Date: 3/28/2018  
Subject: Capital Improvement Plan

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The draft five-year Capital Improvement Plan will be presented at the Town Council Retreat for review and discussion. Capital projects that will be reviewed will primarily include Parking & Transportation and Workforce Housing projects as described in the 2018 Town Council Goals and Objectives. Staff will be looking for direction on project prioritization in order to strategically build a pragmatic construction schedule and overall budget.

Presentation slides are attached to this memo.

# 5 Year CIP Review

## Translating Council Goals into Capital Projects



**TOWN OF BRECKENRIDGE**  
**ENGINEERING**

April 3, 2018

# Objectives for today:

- Review projects that are underway and funding committed in 5 year plan, with focus on Parking & Transportation, Housing, and Broadband projects.
- Understand which additional projects are essential to achieve Council Goals.
- Prioritize projects & available funds.

# Parking & Transportation Comprehensive Plan Implementation

*Goal: Develop and implement a balanced parking and multi-modal transportation plan that preserves the character of the community*



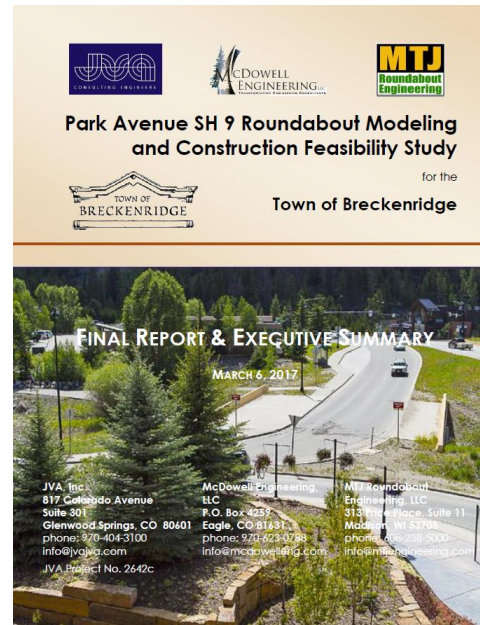
# Objective: Develop a five-year plan for the design and construction of six roundabouts on Park Avenue

The 2016 Transportation, Parking, and Urban Design study by DTJ & Nelson/Nygaard recommended the Town:

- Conduct traffic modeling of the roundabouts
- Prioritize locations based on congestion reduction, available R.O.W., and improvement to transit operations

The Roundabout Modeling and Construction Feasibility Study was completed in March 2017

- Park Avenue/SH9 roundabouts were prioritized as shown in the table.



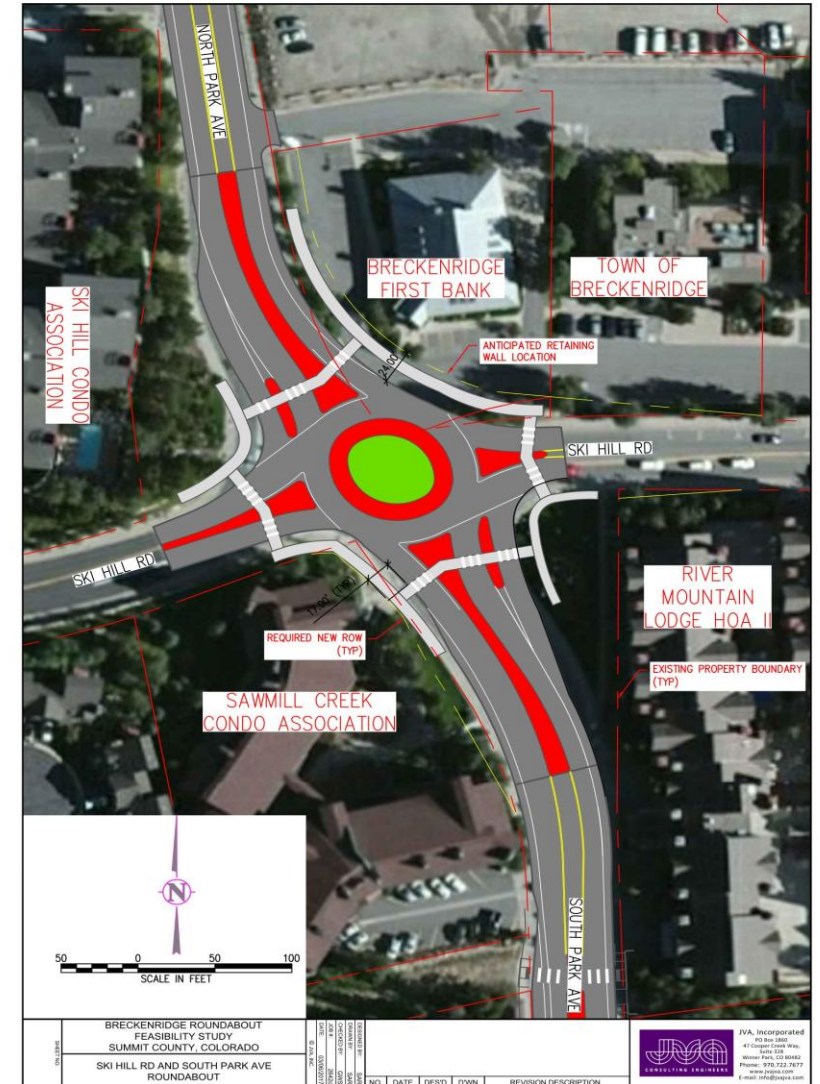
Project Prioritization	Primary Benefits	Benefit Extent
#1 – Roundabout at Village Road	Improves corridor flow and provides access to the F-Lot	★★★★★
#2 – Roundabout at S. Main Street *	Improves corridor flow and optimize pedestrian and vehicular safety and operations	★★★★★
#3 – Two Lane Roundabout at Watson Avenue	Increase transit reliability and ridership and corridor flow	★★★★☆
#4 – Two Lane Roundabout at N. French Street	Increase transit reliability and ridership and corridor flow	★★★★☆
#5 – Two Lane Roundabout at Airport Road	Corridor continuity and accommodate traffic growth and corridor flow **May be constrained by R.O.W acquisitions**	★★★☆☆
#6 – Ski Hill Road	Corridor continuity and accommodate traffic growth and corridor flow. **May be constrained by R.O.W acquisitions**	★★☆☆☆
#7 – Roundabout at County Road 450	Improve pedestrian safety and traffic calming effects	★★☆☆☆
#8 – Boreas Pass Road and/or Valley Brook St.	Future development may trigger capacity improvements	★★☆☆☆
<b>Priority Cost Range (in Million \$'s)</b>	<b>\$22.5M - \$30.4M</b>	
* Includes Median Improvements		

# Potential Right of Way constraints exist for both the Airport Rd and Ski Hill Rd roundabouts.

- Airport Road: Large R.O.W purchase would be needed on the northeast and northwest corners, and the southern leg.
- Ski Hill Road: Large R.O.W purchase needed on the northeast corner, effecting business access at this location.



Conceptual Roundabout Layout at Airport Road & Park Ave



Conceptual Roundabout Layout at Ski Hill Road & Park Ave

## Objective: Develop a five-year plan for the design and construction of six roundabouts on Park Avenue

### Implementation Strategy:

- Village Road-Committed to \$3.5M in 2020
  - 2018 Design
  - 2019 R.O.W. Acquisition
  - 2020 Construction
  
- S. Park/Main St.
  - 2019 Feasibility & Public Outreach
  - 2020 Design
  - 2021 R.O.W. Acquisition
  - 2022 Construction
  
- French or Watson & Airport Rd
  - 2019 Design
  - 2020 R.O.W. Acquisition
  - 2021 Construction (2 Roundabouts)
  
- Ski Hill/Park & Boreas Pass Rd
  - 2021 Design
  - 2022 R.O.W. Acquisition
  - 2023 Construction (2 Roundabouts)

### Budget Summary:

	2019	2020	2021	2022	2023
Village		\$3.5M*			
S.Park/ Main	\$100k*	\$400K*		\$7M*	
French/ Watson	\$400k*		\$4M*		
Airport	\$450K*		\$4M*		
Boreas			\$400k*		\$4M*
Ski Hill			\$400k*		\$4M*
<b>TOTAL:</b>	<b>\$950k*</b>	<b>\$3.9M*</b>	<b>\$8.8M*</b>	<b>\$7M*</b>	<b>\$8M*</b>

\*Budgets are estimated and will be revised upon design and bidding results.



**Objective: Develop a three (3) year plan for the design and construction of 750 incremental parking spaces – with a 50/50 split between the Ice Rink and in core lots.**

## Implementation Strategy:

- Riverwalk Parking Structure (264 net spaces)
  - 2018/2019 Construction
  - Committed \$32M over 20 years in COP financing
  - \$875k in 2018 for design phase
- Ice Arena Parking Structure (375 spaces per objective)
- Other (111 net spaces per objective)

## Budget Summary :

	2018	2019	2020	2021	2022	2023
Parking Structure	\$875k	\$2.3M	\$2.3M	\$2.3M	\$2.3M	\$2.3M
Ice Arena						
Other						
TOTAL:						

\*Budgets are estimated and will be revised upon design and bidding results.

**Objective: Establish a comprehensive plan for wayfinding and the use of technology.**

## Implementation Strategy:

- Dynamic Wayfinding
  - Construction
    - Phase 1- 2018 Installation
    - Phase 2
    - Phase 3
- Integrated Parking App Development

## Budget Summary:

	2018	2019	2020	2021	2022	2023
Phase 1	\$1M*					
Phase 2						
Phase 3						
TOTAL:						

\*Budgets are estimated and will be revised upon design and bidding results.

**Objective: Develop plan for relocation and expansion of the Transit Center.**

**Implementation Strategy:**

- Move existing Breckenridge Station functions to new location
  - 2019
  - 2020
  - 2021
  - 2022
- Construction estimated at \$5M
- Need to coordinate with French St. roundabout construction

**Budget Summary:**

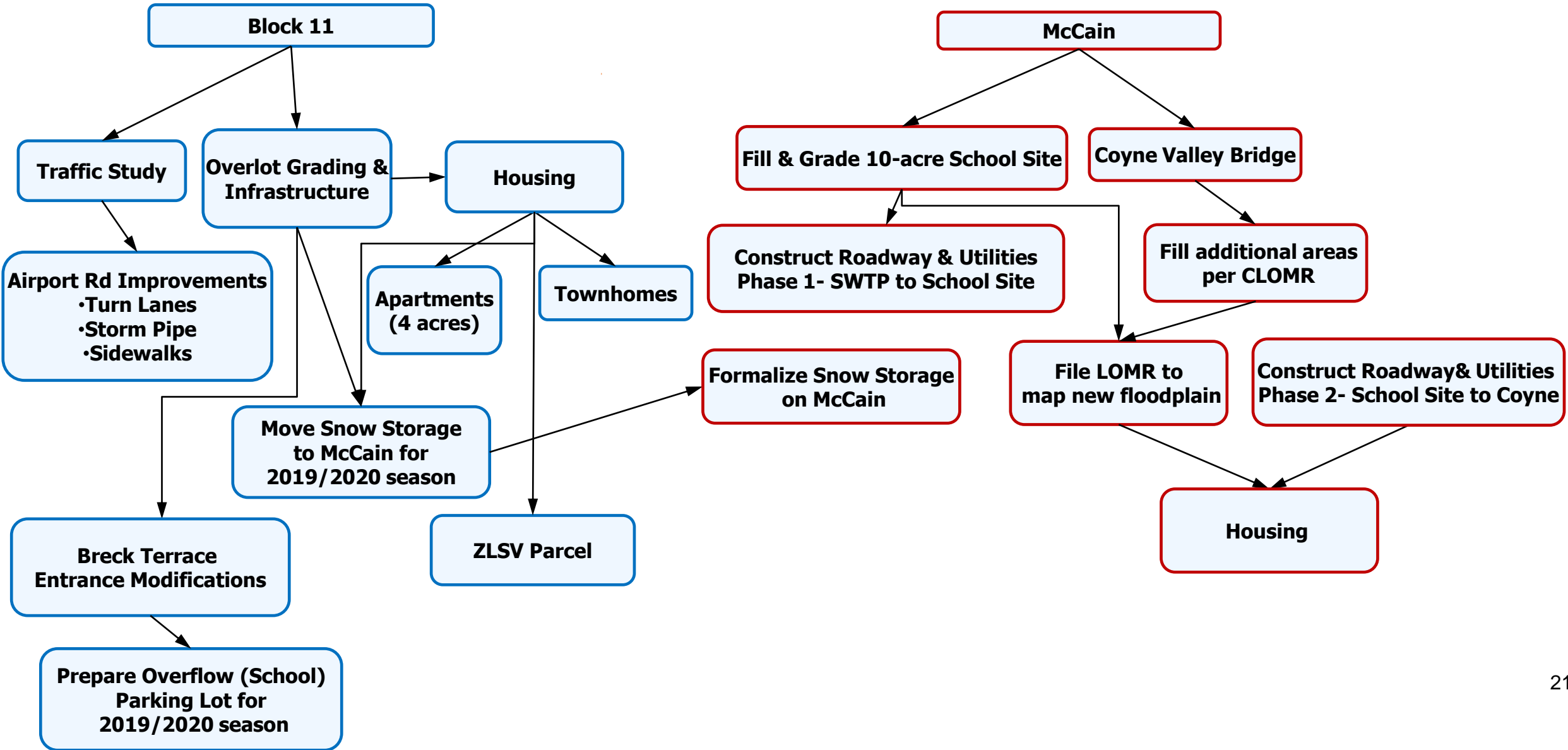
	2019	2020	2021	2022	2023
Transit Center					
TOTAL:					

# Workforce Housing

*Goal: Support a diversity of local workforce housing options*



# Housing Development- Project Flow Chart



**Objective: Review responses to Request for Proposal (RFP) for a public/private partnership to develop a live/work neighborhood on five (5) acres of property on Block 11. Plan for the next 150 bedrooms in 2017.**

**Implementation Strategy:**

- Master Civil Infrastructure & Overburden Removal
  - 2018 & 2019
- Housing
  - 2018 Design & pre-development for B11 Apartments
  - 2018 Blue 52
  - 2019 B11 Apartments Construction
    - \$22M in COP (\$1.5M for 20 Years)
  - 2020 Vertical on Phase 1 Townhomes
  - 2021 Vertical on Phase 2 Townhomes
  - 2022 ZLSV
- Airport Rd Improvements
  - 2018 Traffic Study –\$50k appropriation
  - 2019 Design
  - 2020 Phase 1 Construction
  - 2021 Phase 2 Construction

**Budget Summary:**

	2018	2019	2020	2021	2022	2023
Master Civil	\$3.5M	\$1M				
Blue 52	\$8.7M					
B11 Apts.	\$3M	\$1.5M	\$1.5M	\$1.5M	\$1.5M	\$1.5M
B11 Town Homes			\$4.5M*	\$9.5M*		
ZLSV					\$1M	
Airport Rd	\$50k*	\$250k*	\$3.75M*	\$3.75M*		
<b>TOTAL:</b>	<b>\$15.25M*</b>	<b>\$2.75M*</b>	<b>\$9.75M*</b>	<b>\$14.75M*</b>	<b>\$2.5M*</b>	<b>\$1.5M</b>

\*Budgets are estimated and will be revised upon design and bidding results.

**Objective: Assess the feasibility and develop a timeline for affordable housing on the McCain property.**

## Implementation Strategy:

- Construct new Blue River Crossing at Coyne Valley Rd.
  - 2020 Construction
- School District Parcel
  - 2019 Fill
  - 2020 Fill & Grade
  - 2021 Roadway & Utilities
  - 2022 Floodplain Engineering
  - 2023 LOMR
- Housing
  - 2020 Fill
  - 2021 Fill & Grade
  - 2022 Floodplain Engineering
  - 2023 Roadway & Utilities
  - 2024 Vertical on housing units

## Budget Summary:

	2019	2020	2021	2022	2023
Coyne Valley Bridge		\$2.2M*			
School Dist.	\$350k	\$1M*	\$3.75M*	\$150k*	
Housing		\$1.7M*	\$1.7M*		\$3.4M*
TOTAL:	\$350k	\$4.9M*	\$5.45M*	\$150k*	\$3.4M*

\*Budgets are estimated and will be revised upon design and bidding results.

# Community Broadband Services

*Goal: Provide reliable and competitive Broadband services to citizens/businesses/visitors*





**Objective: Fiber to the door.**

**Implementation Strategy:**

Phased construction over 2 years

- 2019 Phase I Fiberhoods (TBD)
- 2020 Phase II Fiberhoods (TBD)

**Budget Summary:**

	2019	2020	2021	2022	2023
Broadband Infrastructure	\$7.5M*	\$7.5M*			
TOTAL:	\$7.5M*	\$7.5M*			

\*Budgets are estimated and will be revised upon design and bidding results.

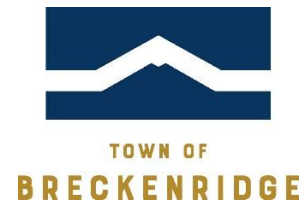
## Additional Projects in the current 5 Year CIP:

- Campground
- Outdoor Ice Rink Office
- Utility Undergrounding
- Four O'clock Heated Sidewalk
- Sidewalk Master Plan
- Overlay
- Childcare Facility #2
- River Park
- RWC Lobby Improvements
- River Walk Repairs
- Village Rd. Heated Sidewalk
- Transit Shelters
- Ped. Lighting Improvements
- 100% Renewable Energy Projects

## Budget Summary:

	2019	2020	2021	2022	2023
Campground	??	??			
Outdoor Ice Rink Office		\$50k*			
Utility Undergrounding	\$200k		\$200k		\$200k
Four O'clock Sidewalk	\$1.4M*				
Sidewalk Master Plan	\$250k	\$250k	\$250k	\$250k	\$250k
Overlay	\$850k	\$850k	\$850k	\$850k	\$850k
Childcare Facility #2			\$250k		
River Park- Phase 2		\$245K			
RWC Lobby Improvements	\$400k*		\$5.5M*		
River Walk Repairs	\$138k	\$138k	\$138k	\$138k	\$138k
Village Rd. Heated Sidewalk	\$300k	\$3M*			
Transit Shelters	\$150k				
Ped Lighting Improvements	\$100k	\$100k	\$100k	\$100k	\$100k
100% Renewable Energy	\$140k	\$180k	\$160k	\$155k	
<b>TOTAL:</b>	<b>\$3.9M*</b>	<b>\$5.3M*</b>	<b>\$7.4M*</b>	<b>\$1.5M*</b>	<b>\$1.5M*</b>

\*Budgets are estimated and will be revised upon design and bidding results.



# Memo

**To:** Breckenridge Town Council Members  
**From:** Revenue Services Administrator – Heather Pezzella  
**Date:** 04/03/2018  
**Subject:** Short Term Rental Next Steps

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## Purpose

The purpose of this memo is to serve as a guide for a Council/Staff conversation around our Town's next steps in managing short term rentals in the Town. While the Town has established an excellent compliance program with regards to licensing and collecting all applicable fees and taxes in this area, there is still a desire to analyze short term rental impacts in the Town. Specifically, does the Town have a problem?

In order to assist in facilitating a discussion on next steps within our Town, we will provide Council with information on topics identified at the January 23, 2018 Council meeting.

## Discussion Topics

Finance Department staff have attended several meetings relating to Short Term Rentals (STRs) including: The Town of Frisco short term rental panel, Board of County Commissioners meeting addressing short term rentals in Summit County, Housing Committee meeting, and have met with the Summit County Assessor's Office in order to seek information regarding short term rental compliance. From recent Council guidance, we have outlined four discussion topics:

- Mitigation-Parking, Trash, and Noise
- Occupancy Limits
- Property Contact
- Implement a fee or tax to offset impacts of STR activity

The Finance Department is now seeking guidance from Town Council on the next steps that the Town should take in managing STRs, specifically relating to impacts STRs have on our community. At the April 3, 2018 Town Council retreat, the Finance Department and Housing staff will provide a short presentation to provide data and guide a conversation.



# Memo

To: Breckenridge Town Council  
From: Peter Grosshuesch and Mark Truckey  
Date: 3/28/2018  
Subject: 2040 Study

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The Town Council has discussed the need for us to take a look at what the impacts might be from the projected growth along the Front Range over the course of the next twenty plus years. Based on our subsequent internal discussions amongst town staff and the BTO staff, we see an opportunity to coordinate our efforts, as the BTO has recently received two responses to an RFP they released for the purpose of putting together a tourism master plan.

We are suggesting that we update the Capacity Study that was done approximately ten years ago. That study took an inventory of our community infrastructure and its remaining capacity to handle growth. We could document what has changed since the conclusion of that effort, and then make projections of local and Front Range growth, and its likely impacts on our infrastructure capacity. Those results would then inform the discussion Council would have when determining the community vision on this issue. The pending Tourism Plan would then be responsive to that vision with its goals and desired outcomes. We would also update our own planning documents such as the 5 year CIP to be consistent with the vision.

## Capacity Study Scope of Services Topics for the Consultant to Address

Document the significant changes we have experienced in the 10 years since we completed the Capacity Study.

Lodging occupancy rates – now at 60% year-round, up from 48% in 2012 when Lowes did the F-Lot hotel study. What will tourism levels be like at 70% or even 80%?

Document the baseline shares of destination and drive up tourism – show trends over time.

How will the growth in travel from the Front-Range impact the Town? Will it increase its share of total visitation to the community?

Identify capacity constraints for future growth in demand for parking, roadways, workforce housing, early childhood education and other services.

## Context for the Issue

The following is discussion pulled from recent publications addressing the topic of “Overtourism” that seems to be going on in other tourism destinations. Admittedly, there are differing opinions about how much of this applies to our situation here in Breckenridge, so please take this as an attempt to get the conversation started and determine the Council’s level of interest and direction.

*“International tourism has grown 40 fold since commercial jet traffic began some six decades ago”, (Jonathan Tourtellot: “Changing Planet”, National Geographic October 29, 2017*

<https://blog.nationalgeographic.org/2017/10/29/overtourism-plagues-great-destinations-heres-why/>). It has “nearly doubled since 2000 with 674 million crossing borders for leisure back then and 1.2 billion doing the same in 2016”. (Andrew Sheivachman: “Proposing Solutions to Overtourism in Popular Destinations: A Skift Framework”, Skift Oct 23, 2017 <https://skift.com/2017/10/23/proposing-solutions-to-overtourism-in-popular-destinations-a-skift-framework/>). “By 2020, according to David Scowsill, former head of the World Travel and Tourism Council, some 3 billion people will be affluent enough to make such trips. The tourism explosion is due not just to more people, but more people with money. A significant portion of the Earth’s population has grown more affluent—think India, China, Brazil, among many others—and, travel technology from jumbo jets to the sharing economy, has grown cheaper, bigger and faster” (Tourtellot). In our community, we can add to that list of causes, the opening and operation of DIA, our proximity to I-70 and therefore the ease of access from the Front Range, significant population growth on the Front Range, the rise of the Epic Pass, and more recently, the rapid growth of short term lodging services such as Air B&B, and VRBO, etc. That said, international tourism is down in the US this year, and that downturn is being experienced in Breckenridge as well.

Other tourism destinations in the world experience the “cruise ship phenomena” where the ship arrives, disembarks thousands of passengers “who clog the streets for a couple of hours just to take some selfies, buy a T-shirt made in some other country, and then go back to the ship for dinner” (Tourtellot). Is our version of the cruise ship passenger the day visitor? Is our destination visitor, who we worked so hard to attract and is paying full fare on a room rental, eating three meals a day in town, attending cultural events, and using alternative transportation, having their experience degraded by the mass influx of day visitors during the peak periods of visitation?

#### Quality VS Quantity

*“For government officials it’s easy to set goals by using the convenient metric of a passport check to count international arrivals. It’s more trouble and expense to collect more significant data: How long did visitors stay? What did they do? How much did they spend, on what and who got the money? How did their presence affect local society, culture and environment? Or the question rarely asked: How many is too many? Officials and businesses seeking only to boost tourist quantity can undermine the stewards who try to protect destination quality.” (Tourtellot).*

Vail resorts has a business model where they are linking the Epic Pass to as many as 61 other ski resorts. This is good for us when that drives an increase in destination visitors, but what about the increase in Epic Pass holders on the Front Range who are lured by the possibility of using their passes elsewhere for one week, and drive up to Summit County for the rest of the ski season? The infrastructure improvements needed to handle that next increment of visitors on our peak days is proving to be very expensive (e.g. parking structures, roundabouts, surface gondolas, and workforce housing).

Where do we go from here? This would be a good time for us to acknowledge our success in recovering from the great recession, but now is it time to also think hard about the effects of a straight line progression of the growth of tourism we’ve seen since 2011? Is that kind of growth sustainable or desirable? Or, is it feasible for us to fine tune our focus on maintaining a high quality experience for our destination customers and deliberately manage to that end the already overcrowded peak periods? The BTO has already all but stopped marketing to the Front Range and is now primarily focused on out of state destination visitors. Is it feasible to think in terms of reaching an equilibrium as opposed to attempting to attract new visitors here at all costs? What that equilibrium state might be would be the subject of the recommendations derived from the proposed 2040 study.

#### Vision

Consensus is needed on the vision for the community in order to proceed with any strategies and plans we may want to consider. It is important that any plan be data driven—baselines would be helpful to measure growth

trends and the progress we're making toward our goals. Therefore, the Vision should be based on the data generated in the update of the Capacity Analysis as mentioned above.

### Economic Cycles

The cyclical nature of the economy and its effects on tourism in Breckenridge needs to be accounted for in these discussions. While it's easy to demonize the drive up day visitor, it's important to be mindful that they have the market power to make up for some of the lost ground when there is a dip in destination business. Therefore, we should probably place a high value on making any of our potential strategies to control Overtourism scalable and reversible in the event of a down-turn.

### More Scope of Services Topics for the Consultant to Address

Can we handle any more growth of the peaks? Visitor experience is already compromised during the peaks. Should we be concerned about the erosion of satisfactory visitation the high value destination guests experience due to congestion generated by day visitors during peak periods?

What are the options to keep the peaks from becoming even more congested?

What are other communities doing who are in the "over tourism" dilemma?

What are the off peak periods that we want to continue to grow?

What are the true economic contributions made by the average day visitor? Are they limited to the occasional burger bought at the ski area and purchase of a tank of gas on the way out of town—or are their contributions greater than that? How does that compare to our destination visitors?

How will an increase in short term occupancy rates affect the visitor experience and are there measures that should be taken to limit those rates or the number of short term units? Are too many "hot beds" a detrimental impact on the community?

### BTO Tourism Master Plan

How to blend the 2040 study with BTO's tourism plan? – The Vision would logically inform the Tourism Master Plan, and therefore there is a sequence that needs to be followed. The update of the Capacity Study would come first, followed by determining the vision, and then we would be well positioned for the formulation of the Tourism Plan. The Tourism Plan would determine what options and strategies are needed to achieve peak visitation and year round visitation levels acceptable and consistent with the Vision?

We would work with the BTO staff to sort out which tasks would be best addressed in each of the respective efforts. One point of clarification is that it is not the BTO's desire to develop a marketing plan, rather they intend to create a Tourism Plan, which will among other things, focus on managing the visitor experience.

Staff is looking forward to the Council having this discussion at its April 3<sup>rd</sup> retreat. Based on Council's direction, we could proceed with finding a consultant to help us develop the 2040 study and its recommendations.



**TOWN OF BRECKENRIDGE**  
**PUBLIC WORKS**

**MEMORANDUM**

TO: Town Council  
FROM: James Phelps, Director of Public Works  
Mark Johnston, Assistant Director Public Works  
DATE: March 27, 2018  
SUBJECT: Trash and Recycle Update

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In October of 2017 Town of Council asked a question of the feasibility of the Town becoming its own trash and recycling utility. Staff has worked with the town attorney to understand the potential and limitations of this opportunity. Staff will provide a brief presentation regarding recent changes in trash and recycling in the county, as well as review the pros and cons of becoming a trash and recycling utility.

# Town Council Spring Retreat Trash and Recycling Plan



TOWN OF BRECKENRIDGE<sup>32</sup>  
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# Town Council Spring Retreat

## Trash and Recycling Plan

### Today's focus

- Recent History
- Trash Utility
- Town's Trash and Recycling Contract



# Trash and Recycling Changes in Summit County

## Glass Out

- ❑ 1/1/14-The County started focusing on "bottle-to-bottle" recycling to try to help improve the volume and value of recycled glass

## Flow Control

- ❑ 2/7/17-Summit County adopted a flow control ordinance.

## Hauler merger

- ❑ 2/1/18-Timberline Disposal and Talking Trash merged under the parent company, Mountain Waste & Recycling

## Zero Waste Task Force

- ❑ 2/13/18-The Board of County Commissioners were briefed by the task force consultant on ways to increase recycling while (ideally) disassociating recycling funding from trash tipping fees. The consultant will be making a similar presentation to TC on 4/10



# Trash and Recycling Changes in Breckenridge

## Town Trash and Recycle Contract Expired

- ❑ 5/1/2017-The contract is currently month-to-month

## Save As You Recycle

- ❑ 10/24/17-Council agreed to continue to move forward with an ordinance

## Trash Utility

- ❑ 10/24/17-Council asked staff to research the feasibility of a Trash Utility

## Glass Recycling

- ❑ 12/1/17 Town-owned restaurant enclosures taken over by a new hauler

## Mobile Public Glass Stations

- ❑ 2/1/18-The Town started offering free glass recycling at 3 locations in town



# The Town becoming a Trash Utility

## Some Legal Constraint

- Industrial, Commercial, and Multi-Family Residences- Can not be required to use the Utility
- It appears a one year notice is required (non-residential)\*
- The Town cannot regulate for the collection and transportation of trash



# The Town becoming a Trash Utility

## Pros:

- Limits Traffic (potentially)
- Allows for better oversight
- Consistent Neighborhood pick up days

## Cons:

- Staff time to manage
- Limits competition
- Does not address current concerns



# Town Trash and Recycle Contract

## Current Contract Covers:

- 82 of the 157 Town-owned public trash cans
- Town-owned Buildings
- Town-owned Dumpster Buildings



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**PUBLIC WORKS**

# Town Trash and Recycle Contract

## Current Contract Challenges/Feedback

- Recycling contamination
- Glass recycling
- Cleanliness
- Access
- On street trashcans overflowing



# Town Council Spring Retreat Trash and Recycling Plan

## Staff Recommendations

- Going out to bid for the Town Contract
- Staff has prepared bid documents that will address the previously identified challenges and feedback

